

# RIVERVISION FINAL REPORT

JULY 2004



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## Executive Summary

RiverVision is a partnership between the cities of Davenport, Iowa, and Rock Island, Illinois, to develop a Consensus Plan for their shared Mississippi riverfront. The Consensus Plan was developed over the course of seven months with input from the public on both sides of the Mississippi River. The RiverVision process is a unique model for cooperation between two cities and states to achieve both shared regional objectives as well as projects specific to the needs of each city. By pooling the resources and energy of two cities and states for the greater good, the communities of Davenport and Rock Island have created an ambitious model for neighboring communities across the country.

The RiverVision Consensus Plan provides a coordinated framework for channeling development and configuring urban public open space to enhance and improve the quality of living in Davenport and Rock Island. The framework is focused on 5 main objectives:

### 1. Connect Davenport and Rock Island

RiverVision acknowledges that the two cities already share the most important connection of all – the Mississippi River. RiverVision builds on this strength by setting in place a coordinated series of highly prominent public icons to re-orient the two cities toward the river and to visually connect them across it. The proposed icons and attractions include a series of piers reaching out across the river, a water taxi circuit between the two cities, and large river fountains on axis with the main streets of both downtowns suggestive of a physical connection.

### 2. Capitalize on the Unique Qualities of Davenport and Rock Island

The Consensus Plan takes advantage of the different floodplain characteristics of both cities, specifically the floodwall in Rock Island and the absence of a floodwall in Davenport.

While Davenport has long been criticized for not building structured flood protection, there is growing recognition that the city was visionary in its approach to flood management. Due to the periodic inundation of the river's edge, the urban edge is set back from the shore. The city now owns 265 acres of largely cleared riverfront property – an unparalleled opportunity to create a spectacular, diverse civic riverfront.

In Rock Island, the floodwall presents a different set of equally exciting opportunities. The floodwall makes it possible to introduce new development right at the river's edge. The Rock Island floodwall can be reconfigured to make the space next to it inhabitable, allowing people to access the river visually and physically and introducing

residential development with spectacular views at the river's edge.

### 3. Create New Public Urban Parks Appropriate for Each City

RiverVision introduces a new public urban park infrastructure for both Davenport and Rock Island as public amenities, catalysts for development, and a means to reconnecting the cities to the riverfront. In Davenport, RiverVision proposes improvements to LeClaire Park and the former levee area, the introduction of elevated multi-use fields in Centennial Park, and the reclamation of Crescent Park with an amphitheater and a naturalized park. In Rock Island, RiverVision introduces a much-needed green civic space at the river's edge west of the Armory.

### 4. Identify Catalysts for Spurring Economic Development

The Consensus Plan identifies opportunities for mixed use and residential development in both downtowns as well as strategic residential infill opportunities. These opportunities build on the success and momentum of current development projects in both downtowns. The Consensus Plan also identifies key sites to protect and enhance for future, more sweeping economic development projects.

During the course of the RiverVision process, the Isle of Capri raised the possibility of building a hotel at the river's edge associated with Davenport's Rhythm City Casino. The RiverVision report outlines recommendations and design guidelines for considering scenarios both with and without the potential hotel.

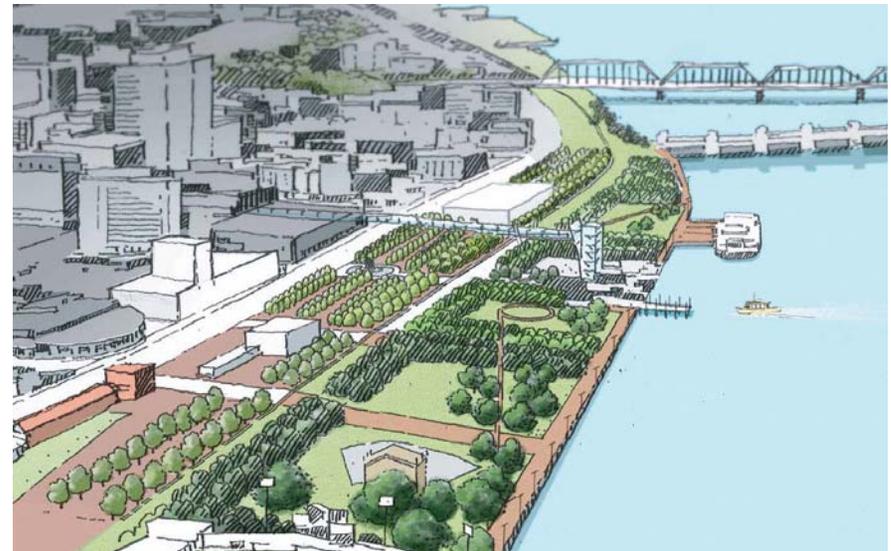
### 5. Phase Project Implementation to Demonstrate Early Success

RiverVision prioritizes phasing the implementation of the Consensus Plan recommendations in order to demonstrate early success. The visibility of early successful projects is critical to moving forward with the longer term, 10-15 year implementation of the Consensus Plan.

Given the momentum and progress in both Davenport and Rock Island's downtowns, now is the opportune moment to capitalize on the progress already underway in both cities. Great cities are always works in progress; cities languish when the decision is made to ignore opportunities for improvement. The recommendations outlined in the RiverVision Consensus Plan can help the Quad Cities, and in particular Davenport and Rock Island, continue to move toward the next level of excellence as a great places to live, work, and play for people and families of all ages.



Armory Park  
Rock Island, IL



LeClaire Park  
Davenport, IA



**RIVERVISION**  
Rock Island, IL. Davenport, IA



Adrian Engineering  
Economics Research Associates  
Clan Kruger & Associates  
ESD  
800

- LEGEND**
- STUDY BOUNDARY
  - PEDESTRIAN WALKS
  - PEDESTRIAN / BIKE PAVING
  - URBAN PROMENADE
  - PARK PROMENADE
  - PARK
  - SPORT ACTIVITIES
  - CONSERVATION
  - HOUSING
  - HOUSING - NEW TOWNHOUSE
  - COMMERCIAL
  - OFFICE
  - RETAIL
  - PARKING - EXISTING
  - PARKING - PROPOSED

**DAVENPORT**  
GREEN NATURALIZED  
INCREASED DEVELOPMENT

**ROCK ISLAND**  
URBAN FLOOD WALL

**Consensus Plan**

June 2004

## Section 1 - Context

### 1:1 Introduction

RiverVision is a joint project between the cities of Davenport, Iowa, and Rock Island, Illinois, in conjunction with the Development Association of Rock Island and DavenportOne. Working together, Davenport and Rock Island are developing design strategies for their shared Mississippi riverfront with the goal of linking their downtown development strategies and promoting economic functional and design connections between their two shorelines. Through careful strategic development of the shared riverfront and the addition of dynamic new program elements and area icons, RiverVision will improve vistas and amenities for area residents, workers, and visitors, creating a spectacular riverfront and serving as a catalyst for community redevelopment.

It is no coincidence that the Mississippi River is at the heart of Davenport and Rock Island's plans for strategic growth and development. The cities' histories are deeply intertwined with the Mississippi River, which has long been the primary source of cultural identity and economic sustenance for the region. Davenport and Rock Island have been working riverfronts since their inception, from 19<sup>th</sup> century steamboat levees and transportation to 20<sup>th</sup> century barge traffic and river recreation.

The two cities' relationships to the Mississippi River have changed and evolved over time. The advent of railroads reduced the economic role of the river for both cities, and in certain locations industrial development has kept the public away from the river's edge. And while the Mississippi has been a source of economic and cultural sustenance to the cities, it has also been the cause of physical damage in times of flood. As a result, Davenport has a downtown which is set back from the river, with parks and incrementally cleared open space along the river edge able to accommodate flooding. Rock Island has pursued a different approach, with the completion of a federal flood system by the US Army Corps of Engineers in 1973. As a result, Rock Island's downtown has not had to retreat from the river's edge.

Today, both cities are promoting a renaissance of their downtowns. This effort parallels the efforts of larger river cities, such as Louisville and Chattanooga, to redefine their community identity. The focus on revitalizing the economies also parallels the efforts of other smaller, upper Midwest cities such as Fargo to recast their downtown as an active destination. Both Davenport and Rock Island have riverboat gaming establishments located within their downtowns, with the Rhythm City Casino in Davenport and Jumer's Casino in Rock Island. Rock Island has been cultivating "The Arts and Entertainment District", an entertainment and shopping area in its downtown, built a

new Botanical Center, and added new downtown residential development. Davenport is building a significant new art museum, The Figge Art Museum, has renovated the John O'Donnell Stadium, established an interactive center for the exploration of river music, the River Music Experience, and holds regular summer events and festivals in LeClaire Park. As the two cities are transforming themselves, it is the opportune moment to re-explore their relationship to their most defining characteristic, the Mississippi River.

Through the RiverVision process, Davenport and Rock Island have and will develop strategies which make the most of their location on the Mississippi River and their unique qualities as cities. Ultimately, RiverVision aims to improve downtown quality of life, spur development and tourism for the two cities, and to reconnect the two cities to their riverfronts and leverage the strength that comes from two cities and two states working together. This bears repeating: two city governments in two distinct states separated by a river the size of the Mississippi very rarely coordinate public investment for the mutual benefit of both populations. RiverVision is unique in drawing together two distinct cities in an effort to improve their shared riverfront property in a manner specific to two very different topographic and programmatic configurations.

The mission of the project is to define a strategy for downtown economic development and to recommend the priority projects and actions. A viable, active, exciting downtown benefits the overall city economy, housing choices, and quality of life. An economically successful downtown benefits all of the city's citizens, including ones who rarely visit the downtown area or river's edge. The joint success of Davenport and Rock Island's downtowns will serve both cities well.



1993 Flood

### 1:2 Project Background

The RiverVision project, also known as the Central Riverfront Design Strategy, began in May 2003, when the two cities sent request for proposals to thirty three design firms. Hargreaves Associates, landscape architects from Cambridge, MA, were selected as prime consultant. The project team includes Ashton Engineering, engineering consultants from Davenport, IA, Chan Krieger & Associates, urban designers from Cambridge, MA, Economic Research Associates (ERA), economic consultants from Chicago, IL, Foresite RDG, public participation & outreach specialists, from Des Moines, IA, and EDP, 3D computer modeling from Davenport, IA.

The study is funded by:  
Riverboat Development Authority  
DavenportOne  
City of Davenport  
City of Rock Island  
Mid-American Energy Company  
Development Association of Rock Island  
Modern Woodmen of America  
Casino Rock Island  
River Action, Inc.  
National City Bank

The study area encompasses the central business districts (CBDs or downtowns) of both cities and their riverfronts. The project area also includes the western tip of Arsenal Island, though the design focus remained on Davenport and Rock Island. The site boundaries are 4<sup>th</sup> Street to the north, 4<sup>th</sup> Avenue to the south, and Tremont Ave in Davenport and 29<sup>th</sup> Street in Rock Island to east, and Cedar Street in Davenport and 7<sup>th</sup> Street in Rock Island to the west.

The Client formed a Steering Committee to guide the project. Its members are:

Jim Anderson	Downtown Partnership
Dan Carmody	Renaissance Rock Island
Mary Ellen Chamberlin	Riverboat Development Authority
Greg Champagne	City of Rock Island
Kelli Grubbs	Davenport Levee Improvement Commission
Dan Huber	DavenportOne
David Levin	Rock Island Planning Commission
Craig Malin	City of Davenport
Gerry Odean	Modern Woodmen of America
Daniel Rockwell	Rock Island City Council Representative
Mike Thoms	Renaissance Rock Island
Kathy Wine	River Action, Inc.

Staff to Committee:  
Alan Carmen City of Rock Island  
Charles Heston City of Davenport

In addition to the input of the 12-person steering committee, there was a strong emphasis placed on gathering public input at all phases of the project.

### 1:3 Schedule and Process

Work began on RiverVision in October 2003 and was completed in Summer 2004. The steering committee divided the project into three phases: Preliminary Process, Urban Design Plan, and Linking Existing and Planned Facilities.

The Preliminary Process phase focused on gathering public input on project goals and objectives. The first in a series of public meetings was held on December 4, 2003, at the RiverCenter in Davenport, attended by approximately 200 people. The design team introduced the RiverVision project and presented preliminary analysis, followed by a public input session during which over 1,500 comments were recorded. During this first phase the design team also focused on gathering site information and reviewing existing plans.

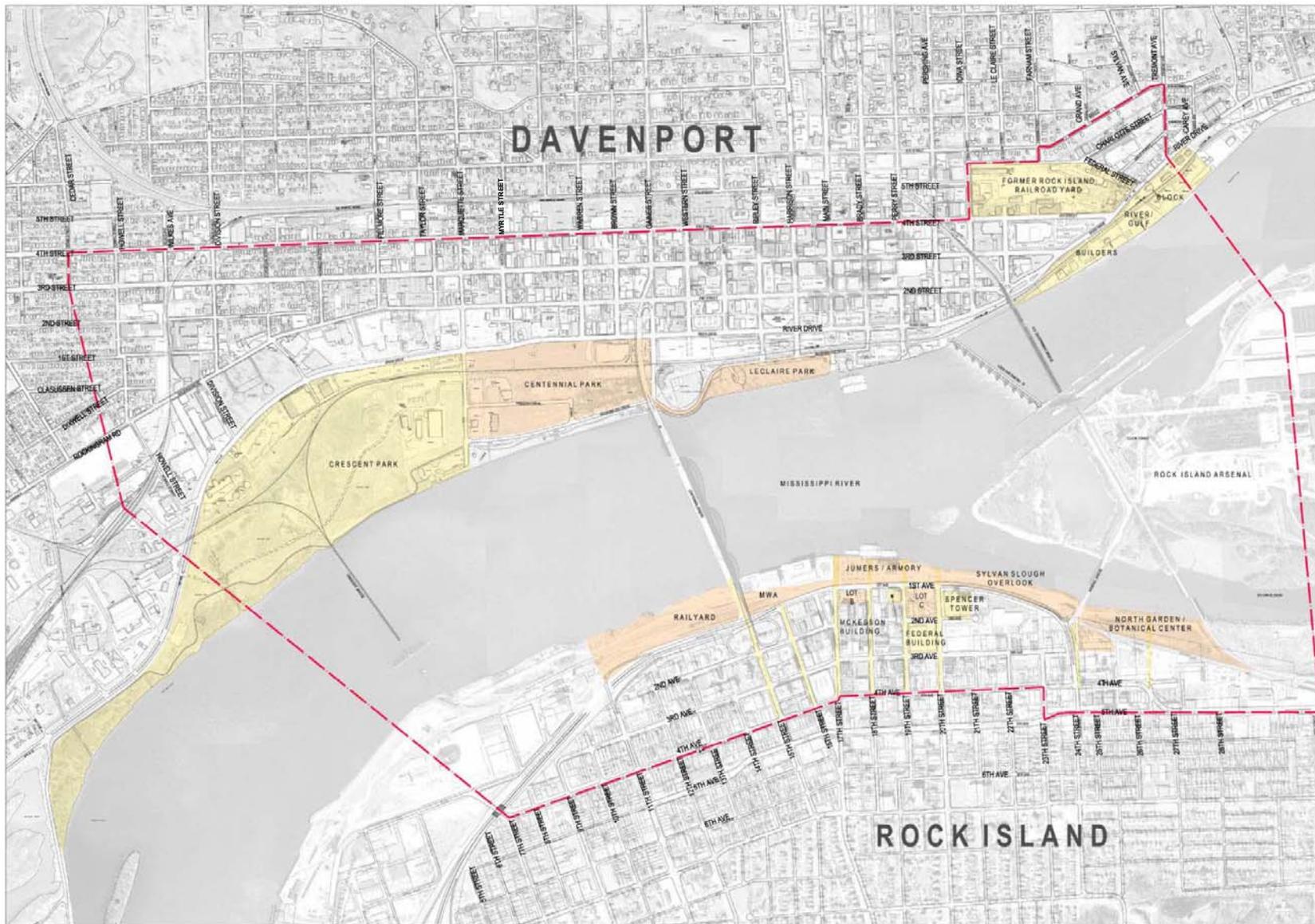
In the Urban Design Plan phase, focus shifted to generating strategy options for public review. The design team presented four differing options to both city councils on March 1, 2004, and on March 2 to a public in a meeting at the Four Points Sheraton in Rock Island, IL.

The third and final phase focused on developing a consensus/strategic recommendation, with a public meeting and presentation to both city councils on May 12, 2004 at the RiverCenter in Davenport.

This document contains a summary of final recommendations, as well as a detailed appendix of the early project process and documents.



Davenport and Rock Island



**RIVERVISION**  
Rock Island, IL - Davenport, IA





Address Engineering  
 Economic Research Associates  
 Chad Singer & Associates  
 ESF  
 MSL

**LEGEND**

-  STUDY BOUNDARY
-  PRIMARY AREAS
-  SECONDARY AREAS

**STUDY AREA** June 2004  
**01**



Study Area Map

## Section 2 – Public Input & Option Development

The public process early in the project helped provide focus for the steering committee and design consultants (hereafter referred to as the “design team”) on ideas that residents perceived as both prudent and worth pursuing. From the over 1,500 comments received from the early public process, the design team distilled the following guiding objectives:

### 2:1 Guiding Objectives

#### Focus on the River

The Mississippi River is perceived as the most important feature of both cities. Accordingly, the RiverVision strategies should focus on the riverfronts, providing better access to the river, and move to protect existing and create new views.

#### Play to the Unique Strengths of Both Cities

There is a strong prevailing sense of identity on both sides of the river, with the desire to maintain a distinct identity even as both cities increase coordination and cooperation. Both cities possess differing strengths and visual characteristics that are key to perpetuating their identity even as RiverVision develops a new strategy for evolving the riverfronts of both cities.



Participants in the December 2003 public meeting

Rock Island has maintained development up to the river edge because of the floodwall and a focus on entertainment in its downtown development. Davenport, because it does not have a floodwall, has vast swaths of open space along the river and a focus on recreational activities along its river edge. The strategies seek to reinforce these unique strengths by encouraging housing and retail at the river edge in Rock Island and expanding green space at the river edge in Davenport, including the expansion of LeClaire Park, the introduction of recreational facilities in Centennial Park, and the creation of a more naturalized park with conservation areas in Crescent Park. The public comments indicate that it would be very important to protect and develop additional eagle habitat areas as part of any park expansion.

#### Create an Icon for the Area

Many of the public comments referenced a desire to add a visual “icon” to Davenport, Rock Island, or both. The public identified an “icon” to be a visually prominent and visually unique regional attraction that would draw visitors to the riverfront. Suggestions ranged from the purely sculptural to the functional and architectural, as in a new pedestrian bridge spanning the river between Davenport and Rock Island. References to Milwaukee, Wisconsin’s new Quadracci Pavilion designed by Santiago Calatrava for the Milwaukee Art Museum suggested not only a rejuvenated institution, but a soaring architectural attraction that would draw crowds from around the world, much as the Frank Gehry-designed Guggenheim Bilbao in Spain has done. References to Chicago’s Navy Pier included not only family-oriented activities, but also a massive Ferris Wheel. Other suggestions ranged from a vertically prominent observation tower to a series of fountains to an amusement park or historically-themed village. The common objective was to draw residents and visitors alike to the riverfront for an informal experience that would draw them back repeatedly, and across all seasons.

The focus on an icon or series of bold icons suggested a public opinion that the shared lower pool in the Quad Cities, the section of the river located downstream from Lock & Dam 15, did not currently have a prominent attraction to draw residents or regional visitors. The design team’s view was that a focus on one icon, a single “home run”, would be enormously expensive and essentially channel all resources into one effort. The design team viewed the Mississippi River itself as the dynamic and visually dominant attraction around which all effort should be made to increase access and activity in the adjacent riverfronts of the lower pool. Rather than focus on a single icon, the design team developed a central riverfront design strategy that establishes a framework for phased development of the riverfront emphasizing activity

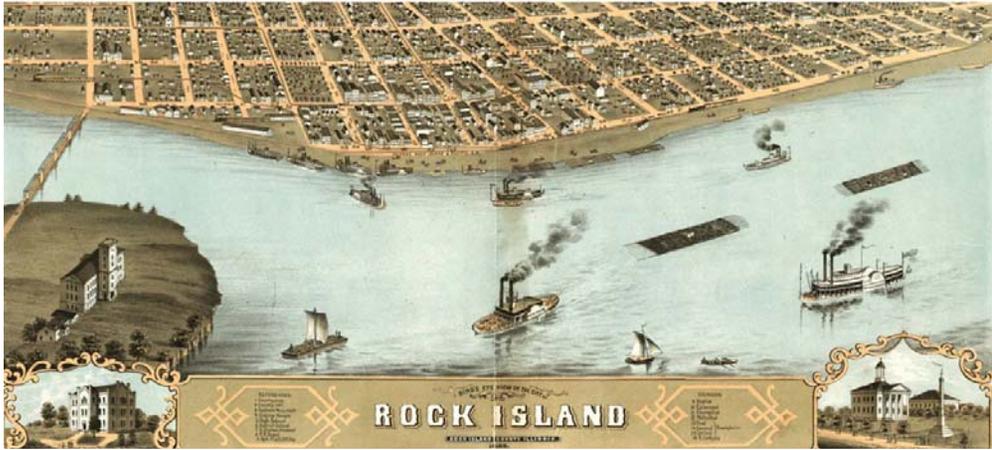
and access along the riverfront. This approach sets in play a balanced strategy for establishing public open space and private development so that these two important aspects of civic vitality work in concert to draw people to riverfront and downtown activities, without precluding the addition of one or more prominent attractions.

Regional precedents identified by the public include the Peoria RiverFront District which contains a mix of cultural events, entertainment, dining, shopping, and recreational activities in the context of rehabilitated historic buildings and new construction configured for both residential and commercial use at the Illinois River edge. Dubuque’s Riverfront provides another comparable to the RiverVision project in that it pairs revenue generating development and cultural institutions with reclamation of the Mississippi River edge as a recreational and event destination. Transformation of the Port of Dubuque into the “America’s River” development includes the National Mississippi River Museum and Aquarium, the Grand River Center for conferences, the Alliant Energy Amphitheater, and Grand Harbor Resort and indoor waterpark, in addition to a reconfigured Mississippi Riverwalk. Dubuque’s goal was to fuse education and entertainment with major tourism components in the context of existing historic structures.

In addition to the local regional examples of Dubuque and Peoria, other river cities in a broader region are undergoing a similar transformation. Louisville, Kentucky has dramatically reclaimed an industrially derelict riverfront into a family magnet for recreational activities as well as massive gatherings associated with seasonal celebrations and events at the edge of the Ohio River. Chattanooga, Tennessee is well into construction on a reconfigured riverfront inviting residents and visitors to engage the Tennessee River for passive recreation, educational and cultural opportunities. In both Louisville and Chattanooga, the efforts have spurred adjacent development of both residential and commercial properties, further defining their respective riverfronts as both desirable destinations and spurring market rate housing.



Riverfront transformation in Louisville, Kentucky  
Hargreaves Associates



Rock Island 1869



Rock Island 1889

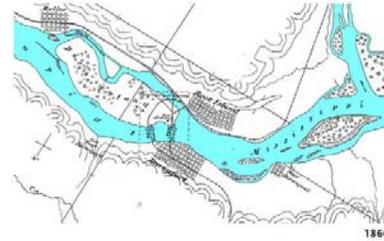


Davenport 1888

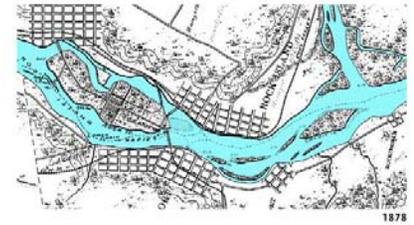
Mississippi River History



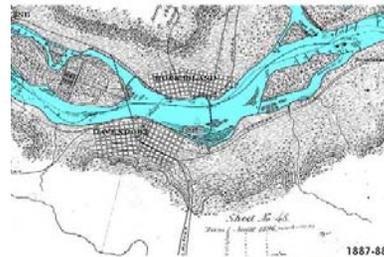
Davenport 1875



1866



1878



1887-88



1901



1903-05



1915

The Evolving Mississippi Shoreline 1866 - 1915

Section 2 – Public Input & Option Development

**pre 1800** early settlement

The earliest known inhabitants of the Mississippi River valley region known today as the Quad-Cities were the Sauk (Sak) and Fox (Mesquakie) Indians. The Mississippi River provided navigable waterways and abundant natural resources, and the rich soils of the river valley were ideally suited to farming.

1541 – De Soto claims the Mississippi Valley for Spain

1673 – Joliet and Marquette claim the region for France

1760's – The French and Indian Wars make the Mississippi Valley disputed territory

1763 – France cedes the territory east of the Mississippi to England and west of the river to Spain

The Sauk (Sak) and Fox (Mesquakie) Indians

**1800** settlement

1803 Louisiana Purchase is completed between Napoleon Bonaparte and the US

1805 – A US exploration team headed by Lt. Pike visits the region; the English and the Sauk and Fox Indians dispute the US claim to the region

1812 – The War of 1812 resolves the US claim to the area

1816 – The US government decides to protect their claim to the region from future disputes by establishing military outposts on its upper Mississippi River. Fort Armstrong is built on Rock Island, now Arsenal Island.

Fort Armstrong

**1820** industrial development

Early 1820's: Arrival of the first steamboats

**1840**

The city of Davenport was platted in 1836 and became the county seat in 1840.

PLAT OF TOWN OF DAVENPORT MAY 11, 1836

**1841**

The city of Rock Island, called Stephenson at the time, was platted in 1835. The Town was incorporated in 1841 and renamed Rock Island. Rock Island was the county seat

**1850**

1850's: Arrival of the first railroads in Rock Island and Davenport

First Bridge cross Mississippi River, 1856

**1875**

1875

**1885-1900**

1865-1900

With the arrival of the railroads in 1850s, land values in cities, commerce and industry expanded, and personal were created. Chicago replaced river cities such as St. Louis, Cincinnati, and New Orleans as the financial and market which Davenport and Rock Island looked. Numerous rail companies were formed in area between 1865-1900.

The expansion and prosperity generated by industrial development allowed Rock Island and Davenport to invest in their city downtowns. The 1880s saw the arrival of electrified street street railways in both cities.

**1900** downtown development

Rock Island

Rock Island Station, 1901

Black Hawk

Local ferry crossing between Rock Island and Davenport, 1835

Kewick Saw Mill, Davenport, 1870

As the pine forests of Wisconsin and Minnesota were clear cut to provide building materials for the developing West, lumbermen assembled great rafts of logs and floated them to population centers for processing in mills and distribution.

Davenport, 1875

Carrier of Second and B

DAVENPORT

Steamboats, 1868

Steamboats were the first boats to reliably navigate the Mississippi to move passengers and goods, with activity peaking mid-century. By the late 1860's, long distance passenger traffic had collapsed.

Log Rafting on the Mississippi near Rock Island, IL



Grady Street



Rebuilt Government Bridge, completed 1895



3rd street looking East, Davenport



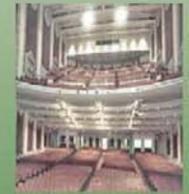
1993 Flood, Davenport



River Renaissance and Vision Iowa: Looking toward the future of Davenport



The New Ventures Center



Adler Theatre

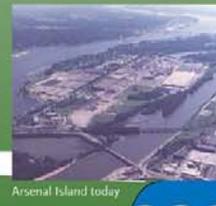


Figge Art Museum



River Music Skybridge

Davenport and Rock Island share a common history tied to the river. The river has been a source of opportunity for both cities, and it has also been a source of challenge.



Aresenal Island today

### Davenport River Renaissance

On March 9, 2001, the City officially delivered its proposal to the State of Iowa for Vision Iowa funding. The proposal, River Renaissance on the Mississippi, focuses on developing a diversified economy along with attractions to draw people back to Davenport's riverfront.

The plans for River Renaissance feature arts and cultural facilities to inspire tourists, restructure the area's urban economy, offer a more attractive place for employees to work and enrich the lives of thousands of bi-state metropolitan area residents.

### 1890-

By the turn of century, the railroads had a strong negative impact on river business. River traffic declined 80% between 1870 and 1910. Trains became a more cost-efficient means for moving goods, and the general trend was to move goods east-west, which benefited the railroads. Log rafting declined rapidly after 1900 as lumbermen exhausted the northern pine forests.

The completion of rail bridges across the Mississippi contributed to the growth of the rail industry over the river. Despite vigorous legal protest from river interests, the first rail bridge from Rock Island to Davenport over Arsenal Island was completed in 1866. It was replaced in 1872, and then rebuilt as Government Bridge in 1895.

Rail traffic across the river was further enhanced with the completion of Crescent Bridge in 1900.

In 1927, river prospects brightened. The US Army Corps of Engineers formulated a comprehensive navigation and flood control plan for the Mississippi River, which was approved by Congress in 1930. The plan called for a 9' channel with 26 locks and dams for the Upper Mississippi. Lock & Dam #15 was the first dam constructed. 1927-34

With the improvements to the channel, river traffic became more cost-efficient and began to grow again after a 40 year decline. Barges began moving grain products down the river and coal, oil, and building materials upriver. Barge traffic continues to be substantial today; the swing span of the Crescent Bridge is now continually open, testimony to rise of river traffic and the decline of railroad services.

shared in both fortunes and misfortunes. The city center to the railroad

expansion of the city and street lights and



Longview Park, Rock Island



Prosperous Downtown Rock Island



Roller Dam, Davenport



Lock #15, Second day of operation, August 17, 1933



Flood of 1993, Rock Island in distance

### 1930 Mississippi Infrastructure

1965 Flood, Davenport

### 1965 river relationships

Rock Island constructed floodwalls in 1973

### 2003- today & future



The Arts Alley



The Downtown- 3rd Ave and 19th street



The Plaza

### Renaissance Rock Island

The Downtown Rock Island Arts & Entertainment District is the arts & entertainment destination of the Quad Cities. Located on the Mississippi River, The District is a revitalized vibrant and dynamic area. The area features artist galleries and studios, restaurants, brew pub, coffee shops, nightclubs, comedy clubs, casino, botanical center, dinner theatre, unique shops, and hotel. All are within walking distance in downtown Rock Island.

## Section 2 – Public Input & Option Development

By analyzing prominent existing landmarks and projects under construction, the design team identified several existing prominent natural and man-made icons. The Mississippi River is the clear dominant symbol for both cities, historically, economically and visually. Few Mississippi River cities have a lock and dam located within view and walking distance of their downtowns. The winter ice floes disrupted by the roller dam discharge makes the lower pool attractive to bald eagles in search of food, and are particularly observable by downtown workers and visitors. The accretion of sand at the western tip of the Rock Island Arsenal has stabilized as a wooded and largely inaccessible resting spot for the eagles, as well as a prominent counterpoint to the urbanized riverfronts of both cities.

Two of the most visible icons on the river are the casino boats, Rhythm City in Davenport and Jumer's in Rock Island. There are a number of unresolved issues regarding both casinos which will be discussed at greater length later in the report. In particular, Davenport will need to consider a potential new hotel at the river's edge associated with the Rhythm City Casino, and Rock Island faces the impending relocation of Jumer's Casino. Both of these issues will have a major impact on the appearance and function of the riverfronts and downtowns in the near future.

The Rock Island Armory stands out as the most pronounced architectural icon on the south shore, with the Modern Woodmen of America office buildings further west at a prominent position at the river edge itself. In Davenport, the Wells Fargo Bank Tower is the most identifiable skyline element, though still recessive in terms of proximity to the river. The Figge Art Museum will soon dominate the Davenport riverfront view, poised overlooking LeClaire Park. The Sky Bridge linking 2<sup>nd</sup> Street to the riverfront, spanning River Drive and the railroad, will provide an elevated observation platform for viewing the riverfront from above. The historic Clock Tower is the Rock Island District headquarters of the US Army Corps of Engineers, occupying the promontory overlooking the Lock & Dam 15 and the western tip of the Rock Island Arsenal.

Three of the four bridges connecting both cities are iconic in their structure, with the Government Bridge and the Crescent Bridge notable for their 19<sup>th</sup> century engineering and swing function. The Centennial Bridge, however, carries the bulk of traffic between the two cities and promises to restore pedestrian access in 2004. The Centennial Bridge is recognizably associated with the Quad Cities, and Davenport and Rock Island in particular, is given prominence in the evening regional television broadcasts, particularly with the five arches dramatically lit at night.

In summary, the design team finds that the answer to improving the regional presence and draw of Davenport and Rock Island is not to focus on the creation of a single new icon, but rather to improve the overall quality of the shared riverfront to showcase existing attractions and create a suitable framework for future development opportunities. Both cities have several notable structures that are readily identifiable with one or both cities, but the public environments of both downtowns as they meet the river are not yet entirely attractive and inviting to pedestrians. A landscape framework is needed to shore up access to and between existing icons, accentuate these structures, and designate promising locations for future development opportunities.

### Encourage Downtown development

There is broad support for revitalizing both downtowns, and an understanding that bringing people downtown to work, live and visit is key to encouraging new community development. There are several new developments in both downtowns, housing in Rock Island, and cultural institutions in Davenport, that demonstrate forward progress. There are numerous available historic buildings for adaptive reuse and available surface properties for new construction in both cities. The public preference is to reuse and adapt these structures, as well as consider strategic infill construction to reinforce the urban density and continuity of the downtown areas. Mixed-use developments combining residential housing and office on top of retail commercial development, such as coffee shops, pharmacies and grocery stores are widely understood to promote an attractive and active urban environment. Adequate, friendly, and affordable parking was repeatedly stressed as a key component of generating interest in downtown events and development.

The ongoing investment and development activity in both riverfronts is creating a more exciting urban environment (i.e. 7 day, 15 hour activities). The experience of other riverfront cities is that this process will result in new, more dynamic urban development opportunities, e.g. upscale high density ownership residential, entertainment, sports, etc. The design team recommends these desirable economic development opportunities be maximized by identifying, preserving, and enhancing key sites for future development. In addition, both cities need to identify and protect future key development sites from inappropriate development.

### Improve connections between Davenport and Rock Island

Public consensus advocated for more than governmental coordination and visual connections to establish improved physical connections between Davenport and Rock Island. Pedestrian and vehicular links across the newly refurbished Government Bridge will speed connection; the American Discovery Trail also crosses the Government Bridge providing a connection between the two cities and states. Reconstruction efforts on the Centennial Bridge will increase vehicular volume and reestablish the pedestrian connection. The Crescent Bridge remains exclusively heavy rail at this point, though there is some public support for eventually transforming the span to light rail or pedestrian. However, the swinging action of the Crescent Bridge will need to be maintained for river traffic, posing unresolved safety and operating concerns for pedestrians were they to be allowed to cross the bridge. A new bridge, either vehicular or exclusively pedestrian, could provide an iconic connection, but faces significant constraints. Spanning the active navigation channel with a bridge would require a prohibitive central span height and massive approaches for both landings that would not positively impact either city. An entirely new bridge would be neither financially or functionally feasible in the context of recent Centennial Bridge and I-74 reconstruction efforts.

There is an understanding that less sprawling physical armatures, such as a series of pedestrian piers extending from one city toward the other, can bolster the perception that both cities are working together and share the lower pool. Water taxis, amphibious ducks, or a ferry could functionally link the two cities as well as navigate a circuit ranging from the Lock & Dam 15 to Credit Island.

### Leverage the Strength of Two Cities and States Working Together

Many river cities, particularly those in differing states, opt to pursue riverfront development separately. The public recognizes that the RiverVision project is significant in the mutually beneficial cooperation and initiative of two cities and two states separated by a wide river to coordinate their efforts. Davenport and Rock Island are poised to bring the leverage of two counties and two states to bear in pursuit of support and funding opportunities.



Historical ferry between Davenport and Rock Island



Construction of the Figge Art Museum, Davenport



Construction of the Clipper Condos, Rock Island



*John O'Donnell Stadium*



*Rock Island Riverfront: Jumer's Casino, the Armory, and Modern Woodmen of America*



*Davenport Sky Bridge*



*Figge Art Museum*



*Lock and Dam 15*



*Arsenal Island Clock Tower*



*Lock and Dam 15*



*Rock Island Armory*



*Bald Eagles at the tip of Credit Island*



*LeClaire Park and Centennial Bridge*

## Section 2 – Public Input & Option Development

### 2:2 Urban Design Approach Option Development

The design team developed two distinct strategies and alternates for the project based on comments from the first public meeting. The proposed strategies encompass downtown Davenport and Rock Island as well as the western end of Arsenal Island, which is part of the study area determined by the Steering Committee. While there is no current or pressing need for design strategies for the federally-controlled Arsenal Island, this study proposes possible scenarios should they become necessary pending future Base Realignment and Closure (BRAC) decisions.

The two strategies take distinctly different approaches. Strategy 1 proposes a high level of contrast between Davenport and Rock Island, while Strategy 2 takes a more balanced approach to both sides of the river. The design team also developed a variation option on each strategy, exploring differing programmatic location possibilities. The two strategies and their options are described below.

#### Strategy 1: Highest Contrast between North and South

Strategy 1 focused on maximizing park space along Davenport's riverfront and placing development at Rock Island's river edge. As a result, Davenport has a green edge with varied park types ranging from manicured to naturalized, from LeClaire Park to Centennial Park to Crescent Park. Rock Island, by contrast, has a very developed river edge with a combination of housing and mixed-use development.

Strategy 1 maintains the unique identity of both cities and plays to their strengths by reinforcing green space and recreation in Davenport and entertainment and development in Rock Island. The strategy responds to the public desire for an improved LeClaire Park, the addition of recreation facilities in Centennial Park, and the opportunity for a naturalized Crescent Park with perched wetlands. The strategy also responds to the public desire for additional housing and development along the Rock Island riverfront, which also creates additional, much-needed opportunities for river views in Rock Island.

Strategy 1 responds to the practical realities of the sites with uses appropriate to the different river edge conditions. Rock Island's floodwall allows development right up to the river's edge, while Davenport's riverfront will be periodically inundated.

In Davenport, Strategy 1 features a continuous park promenade extending from Centennial Park to the W.G. Block Site, creating continuous access along the river to the Bettendorf city limit. The former Rock Island Rail Line's site in Davenport is developed with housing on half of the site and park on the other half. LeClaire Park is reconfigured

into "Green Rooms" to maximize the usefulness of the space, and a pier is proposed at the foot of Main Street, with a dock for a water taxi running to Rock Island. At the Centennial Bridge landing, the strategy proposes expanding the Farmers' Market into the Freight House and developing the parcel immediately north of John O'Donnell stadium. The scheme shows the proposed expansion of the existing ice rink. Centennial Park has recreation facilities and three piers extending into the river. Crescent Park is reconceived as a naturalized park with perched wetlands and conservation areas for bald eagles. The perched wetlands allow for the creation of a water filtration system to cleanse stormwater runoff without cutting into the landfill. Existing stands of trees at the river's edge which serve as roosting areas for the bald eagles that visit the Quad Cities in the winter to take advantage of the broken water surface at the foot of Lock & Dam 15 are protected, and in some areas, expanded to create additional nesting areas and habitat in general.

In Rock Island, Strategy 1 features a continuous urban promenade from 11<sup>th</sup> Street to 19<sup>th</sup> Street. Riverfront housing is proposed on both sides of the highway west of the Centennial Bridge as well as three piers and a river overlook. The Armory building is retained and a park is proposed adjacent to it. A pier aligned with 17<sup>th</sup> Street in Rock Island and Main Street in Davenport is proposed with a dock for the water taxi. A restaurant is proposed at the eastern end of the urban promenade at 19<sup>th</sup> Street. Riverfront housing is proposed at Sylvan Slough and the conversion of Spencer Towers to market rate housing. Lot C and the McKesson building are slated for conversion to mixed use purposes. A strategy for housing infill is proposed in Old Chicago neighborhood, with the possibility of introducing new housing to empty lots and restoring neglected historic properties. Strategy 1 proposes maximizing potential conservation areas on Arsenal Island should redevelopment become necessary.

#### Strategy 1A

Strategy 1A was based on the same concept of maximum park in Davenport and maximum development in Rock Island but introduced a slightly more balanced programmatic approach on each side of the river. In Davenport, the park focus was offset by additional development at the former RI Railroad site, and the deletion of the perched wetlands from Crescent Park. In Rock Island, development was reduced by removing one block of development west of Centennial Bridge, one from the Sylvan Slough area, and removing the Armory, increasing available park space along the riverfront. A small amount of park and housing development was added to the proposed conservation area on Arsenal Island.

### Strategy 2: Most Balanced between North and South

In Strategy 2, there is a focus on emphasizing green uses on both sides of the riverfront. In Rock Island, the housing development proposed in Strategy 1 is replaced with riparian terraces stepping down to the river's edge, providing much needed river access and views. A continuous park promenade replaces the urban promenade and extends from 11<sup>th</sup> Street to 18<sup>th</sup> Street. In Davenport, the Strategy 2 focus on green riverfront uses takes the form of green recreation in Centennial Park and a "developed" approach to Crescent Park, with increased levels of development in non-riverfront sites. By proposing less development on the Rock Island side of the river and more development on the Davenport side of the river, Strategy 2 has a similar ratio of park to development on both sides of the river.

Davenport's Strategy 2 features a continuous park promenade from the existing River/Gulf site to Crescent Park. The former Rock Island Rail Lines Railyard is fully developed with a combination of housing and mixed-use development. Commercial uses remain on the W.G. Block site with some riverfront housing added. LeClaire Park includes a Main Street Pier with a water taxi dock. At the foot of the Centennial Bridge, commercial development is proposed at the Freight House, with development north of John O'Donnell stadium and the expansion of existing ice rink. New housing is proposed along River Drive at Centennial Park, as well as recreation facilities, piers, and a restaurant. Crescent Park is developed with a park framework for future development, as well as a marina, restaurant, and conservation areas for bald eagles.

Rock Island's Strategy 2 features the park promenade, riparian terraces, piers and overlooks. Development has been removed from the immediate river edge, with new housing and commercial development proposed south of 1<sup>st</sup> Avenue. The Armory remains, with an adjacent pier and water taxi aligned with 17<sup>th</sup> Street. A restaurant is proposed at 21<sup>st</sup> St. Spencer Tower and Lot C are converted to market rate housing, and the McKesson building is slated for commercial uses. Strategy 2 features a mix of conservation land, housing and park space on Arsenal Island.

#### Strategy 2A

Strategy 2A maintains a focus on green space at the river edge while maximizing development in Davenport along River Drive and removing all development except Modern Woodmen of America north of 1<sup>st</sup> Avenue in Rock Island, including the Armory. Housing is proposed at the river's edge in Centennial Park in Davenport, and the water pumping station in Rock Island is shown as a restaurant. Commercial development is introduced on Arsenal Island.

### 2:3 Public Response

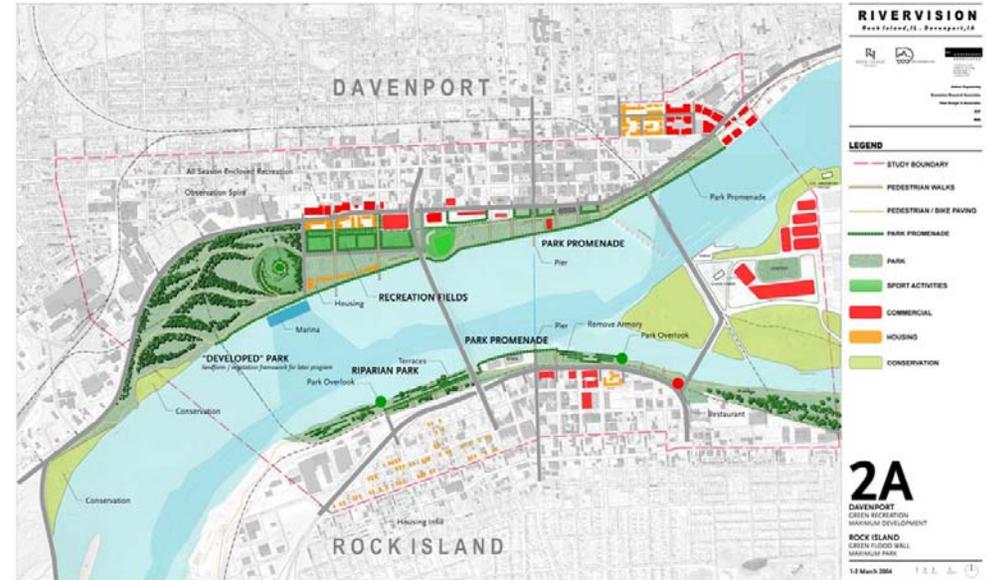
Overall, the public favored Strategy 1 for Rock Island and a combination of elements from Strategy 1&2 for Davenport, preferring the naturalized Crescent Park from Strategy 1 and the increased development in Strategy 2.

For Rock Island, the public preferred Strategy 1's emphasis on increasing downtown development, residential housing, and growing the tax base. Overall, there was a consensus that the city has adequate riverfront park space east and west of downtown but would benefit most from the increased development proposed in Strategy 1.

For Davenport, the public favored the lower maintenance approach to Crescent Park in Strategy 1 as the more economically appropriate response to the site. The public also preferred the more aggressive development strategy along River Drive and the former RI Railyard shown in Strategy 2 with its emphasis on further developing the downtown economy.

Overall there was a high level of public interest in maximizing interaction with the water through the pier, water taxi, overlook, and marina concepts. There was also a high level of interest in pursuing lighting concepts for the two downtowns, as well as further developing icon concepts and connections between the two cities. The public comments reflect widely divergent views on whether or not the Rock Island Armory should remain.

Detailed documentation of the first two phases can be found in the Appendix.



Urban Design Approach Options

## Section 3 – Final Recommendation Consensus Plan

The RiverVision Consensus Plan represents a long-term vision for the cities of Rock Island and Davenport. The plan proposes a framework and a conceptual approach for the development of the shared riverfront. The implementation of the plan will be a process developed through a series of successful projects, an incremental process stretching over a decade or more. It is important to recognize that there needs to be the visible demonstration projects, on both sides of the river, early projects with an obvious positive impacts on the shared riverfront. The success of these early projects will set the tone for RiverVision and help to create the next phases of the project. A detailed description of the project phasing will follow later in the report.

RiverVision seeks to improve both the physical environment of both riverfronts as well as to improve the economic vitality of both downtowns. These two overarching goals are inextricably linked, with a well executed waterfront an attractor for new development and residents, and development as a source for populating the dynamic riverfront with a diversity of activity. Determining the right combination of development and riverfront improvement is a product of timing, funding, the economic climate and the actions of local decision makers.

The preliminary RiverVision economic review in early 2004 (see Appendix) revealed that both Davenport and Rock Island are essentially stable, with no indicators of significant growth or out migration. With both cities already focused on their respective downtowns, RiverVision advocates that redevelopment effort be concentrated on the core areas where improvements are already in evidence. The rationale is to maintain a density and close proximity of new and ongoing projects to build upon their momentum. It is also essential to identify, protect and enhance key sites for future economic development projects.

Phased private development immediately adjacent to phased riverfront open space projects incrementally complement each other. New development brings new job creation and new taxes, as well as a downtown population in search of a safe, accessible environment to maximize their leisure time. An improved riverfront offers new and expanded recreation activities, but also an attraction for resident and visitor use that in turn spurs visitor expenditures and fosters job expansion and retention. Less tangible, but no less important, are the indirect economic benefits of a reclaimed riverfront: enhanced civic image, improved quality of life, and catalyst for additional spin-off development. At a fundamental level, residents and visitors alike want to be where other people are gathering, and want to feel positive about where they live, work, play and visit.

### 3:1 Overarching Goals and Objectives

The Consensus Plan was developed with the following goals and objectives in mind:

#### 1 Strong Connections

Connect Davenport and Rock Island's Downtowns together

Connect both Downtowns to their riverfronts and improve river access

#### 2 Signature Riverfronts

Create spectacular riverfronts unique to both cities that serve as regional attractions

#### 3 Vibrant Downtowns

Promote residential and commercial development Downtown in conjunction with a revitalized riverfront

The Consensus Plan "C" represents the distillation of thousands of public comments, hours of community input, and multiple design research exercises. From all of the options considered in the early phases of the project, Plan "C" combines the elements that best achieve the three overarching goals and objectives of the project. The following section describes each component of the plan, including aspects that were considered and discarded.

### 3:2 Common Components & Issues

The public call for an icon to attract residents and tourists to the downtown riverfronts came through very clearly in the RiverVision process. At the first public meeting in December 2003, a wide range of potential attractions were discussed, including a new pedestrian bridge over the Mississippi, piers, amusement parks, marinas, Ferris Wheels, an aquarium, and an amphitheater. (see Appendix for detailed list)

As described earlier in the report, the design team's view was that to focus the entire RiverVision process on the creation of a singular icon would unnecessarily dominate the project process. The area already has many noteworthy structures, including the Lock & Dam 15, Centennial Bridge, Crescent Bridge, the Rock Island Armory, the Rock Island Arsenal Clocktower, and the Modern Woodmen of America building. There are also future icons in the works, including the Figge Art Museum and the Davenport Sky Bridge. Accordingly, the design team favors an approach that introduces multiple new attractions within an improved landscape framework.

The Consensus Plan focuses on elaborating what the framework and development opportunities might be. Some components and issues are related to both cities, and some are specific to the cities themselves. In describing the plan, we will begin with the common components which affect both Rock Island and Davenport as well as the greater Quad Cities region.

#### Urban Parks:

On both sides of the riverfront, the design team proposes urban parks. The team defines an urban park as an active, programmed park which can include adjacent commercial activity and development sites. In some cases, the proposed parks contain sites which are designated for development in the future; the urban parks will also serve as catalysts for development and provide a means for populating urban public space.

#### Piers:

The consensus scheme proposes piers in Davenport and Rock Island located to emphasize the connections and relationship between the two cities. Piers are proposed at Main Street in Davenport and 17<sup>th</sup> and 18<sup>th</sup> Streets in Rock Island, suggesting a physical and visual connection between the central cores of the two downtowns. A proposed water taxi loop between the two piers and docks would further strengthen the connection between the downtowns. The piers would be iconic pieces of civic architecture and would be lit at night, enhancing their role as icons for the two cities.

In addition, a series of up to three piers reaching out from one side of the river to the other is proposed west of Centennial Bridge. These piers provide additional opportunities for people to get out over the water and create the possibility to enlarge the water taxi loop between the two cities. The form of the piers extending into the rivers references the 19<sup>th</sup> century wingdams located in this area.

#### River Fountains:

The consensus strategy proposes a series of massive fountains positioned in the river along the axis created between the two main street piers. The fountains would celebrate and draw attention to the river itself and would serve as significant pieces of civic art. The spray from the fountains would be visible from a distance, drawing residents and visitors down to the river's edge. The fountains would be located north of the navigation channel so as to not interfere with boat traffic. Passengers on the water taxi would be able to get close to the fountains as they traveled back and forth from Davenport and Rock Island.

The design team has made initial contact with the US Army Corps of Engineers regarding the feasibility of the fountains and received positive feedback. The USACE noted that the primary constraint would be avoiding the navigation channel and coordinating to ensure that the casino boat can still make excursions as necessary. (This is no longer required by the new gambling bill passed on May 6, 2004.) The cities would have to go through a permitting process with the USACE, which encouraged continued coordination as the concept evolves, preceding the actual permitting request.

#### Marinas:

The public expressed high levels of interest in creating marinas in proximity to the downtowns as a way of improving access to the river and bringing new people to the downtown to shop, have dinner and visit attractions. The TGIFridays dock at Moline's Landing was cited as a successful precedent for drawing day-use boaters to a downtown area.

The Consensus Plan shows seasonal, day use transient boat docks at Main Street in Davenport and 18<sup>th</sup> Street in Rock Island, located adjacent to the proposed piers. Day use transient boat docks were selected as an effective way to draw people to the downtowns while avoiding some of the structural difficulties associated with the construction and maintenance of lower pool marinas. These difficulties include low water levels in the summer, rock outcroppings, and seasonal flooding. Dredging within the central lower



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  - SPORT ACTIVITIES
  - CONSERVATION
  - HOUSING
  - HOUSING - NEW TOWNHOUSE
  - COMMERCIAL
  - OFFICE
  - RETAIL
  - PARKING - EXISTING
  - PARKING - PROPOSED

**DAVENPORT**  
 GREEN NATURALIZED  
 INCREASED DEVELOPMENT

**ROCK ISLAND**  
 URBAN FLOOD WALL

**Consensus Plan**

June 2004

Consensus Plan

### Section 3 – Final Recommendation Consensus Plan

pool area would be enormously difficult from both financial and regulatory perspectives, as the basin is predominantly rock outcrop, and that these rocks are documented walleye habitat. There are late 19<sup>th</sup> century wingdams in the area that help direct the channel flow. Previous efforts to establish a marina in the lower pool Davenport side resulted in numerous hull damage instances to visiting boaters unfamiliar with navigating the lower pool.

It is important to note that there are existing boating facilities on both sides of the river, with boat docks at Marquette Street, a former city harbor on the Davenport side at Credit Island and South Concord Street which is currently silted in but allows for smaller crafts, and the marina at Sunset Park in Rock Island. Transient docks would serve a different purpose than the marinas, drawing people to the downtowns as an activity.

#### Lighting:

As witnessed by the successful lighting in 1988 of the Centennial Bridge, a leading icon for the Quad-Cities, the addition of lighting to existing structures of significance is an effective and relatively fast way to improve the appearance of the downtowns. The design team has identified several opportunities to light existing structures in both cities. There is strong public support for lighting Lock and Dam 15, a unique feature of the area which deserves to have more attention drawn to it. The Rock Island Armory, a distinctive historical building along the riverfront, and the WHBF Tower could be lit to improve Rock Island's night skyline. In Davenport, the new Figge Art Museum will be lit, which will be a significant addition to Davenport's skyline, as well as the lighting on the new Sky Bridge. The design team also recommends considering lighting the Government and Crescent bridges in the future. General street lighting improvements are also recommended in some areas.

As the RiverVision project moves forward into design phases, a lighting consultant's involvement would help ensure that the projects are properly lit and do not contribute to unnecessary light pollution. There may also be opportunities to engage an Iowa-based lighting manufacturer for technical assistance and possible donations.

#### Transportation:

RiverVision recommends efforts to accentuate a more inviting pedestrian environment along the major roadways located in proximity to the riverfront, River Drive in Davenport and 1<sup>st</sup> Avenue in Rock Island. These streets are perceived locally to be an impediment to accessing the riverfront. They could be made more friendly to pedestrians through the coordinated introduction of traffic calming

measures, actuated crossing devices, tree planting, and appropriately scaled fixtures and furniture.

RiverVision also recommends further study of the elimination of the one-way pairs in both downtowns. The one-ways were mentioned as a source of frustration in the public comments.

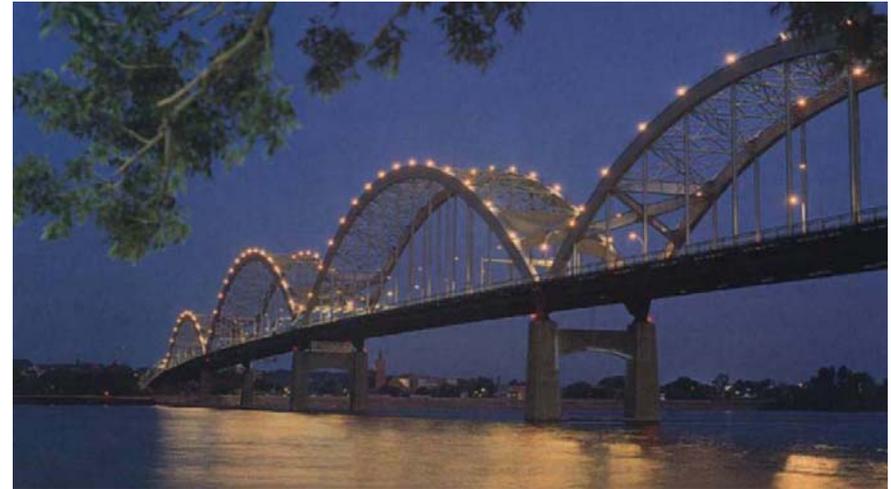
The design team advocates improving connections to the existing trailways along the riverfront, including the American Discovery Trail and the Mississippi River Trail. As the project moves forward, it will be important to focus on better connecting the existing trails and paths to the reconfigured riverfront and surrounding neighborhoods in both Rock Island and Davenport.

#### Observation Spire:

In response to the public desire to be able to get up high to see the spectacular views of the Mississippi and watch the eagles, the consensus strategy proposes an observation spire, or tower, in Davenport's Crescent Park. The spire would serve the cities as both a destination to go to and from which to observe the wider surrounding area. Visitors would be able to either climb stairs or take an elevator to the top of the spire, from which they would be able to take in 360° views of the RiverVision improved riverfront, with parks and recreation in Davenport and river edge housing and urban promenades in Rock Island. The observation spire could become an icon for the area as a visually significant and prominent piece of architecture. The spire would require a separate design effort.

#### Amphitheater:

A 10,000-person amphitheater would serve as a regional draw, bringing new visitors to the area and introducing them to the evolving downtowns and riverfront. Various locations for an amphitheater were explored, including Centennial and Crescent Parks in Davenport. Crescent Park was selected due to its adequate space for the creation of an amphitheater large enough to serve as a regional draw. The proposed amphitheater is oriented toward the river to maximize views of the Mississippi, and to maximize views of this icon from the river. This amphitheater would be larger than the existing LeClaire Bandshell, allowing larger events to occur, and to allow concurrent events either independently or as part of a single larger festival. Parking for events in the amphitheater would be located in the lots off River Drive, in parallel parking along the roads in Centennial Park, and when necessary as overflow parking on the multi-use fields in Centennial Park.



Centennial Bridge at night



### Section 3 – Final Recommendation Consensus Plan

#### Ecological Impacts & Remediation:

The public expressed a strong interest in pursuing ecological remediation and environmental improvement throughout the two downtowns and the shared riverfront. Issues raised by the public ranged from wildlife protection to stormwater management to brownfield remediation.

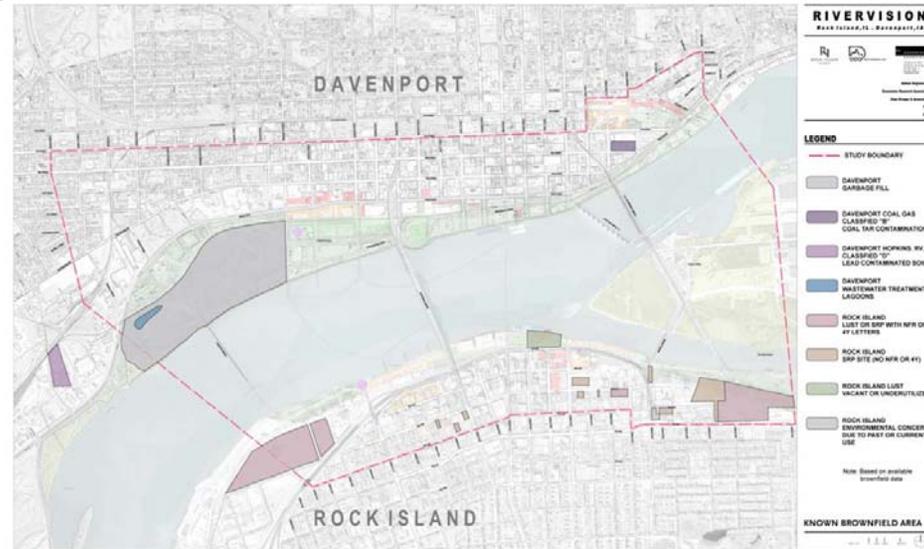
The public expressed an interest in protecting existing resources. In particular, the comments repeatedly identified the need to protect, and where possible, enlarge the bald eagle habitat and roosting areas. These areas currently exist at the river's edge in Crescent Park. The public also identified the need to minimize disturbance of the river bottom so as to protect fish breeding habitat.

The public also expressed strong interest in addressing water quality improvements through the creation of wetlands and stormwater management. The Consensus Plan proposes the creation of perched wetlands in Crescent Park to capture and cleanse stormwater before it reenters the river and other appropriate landscape measures.

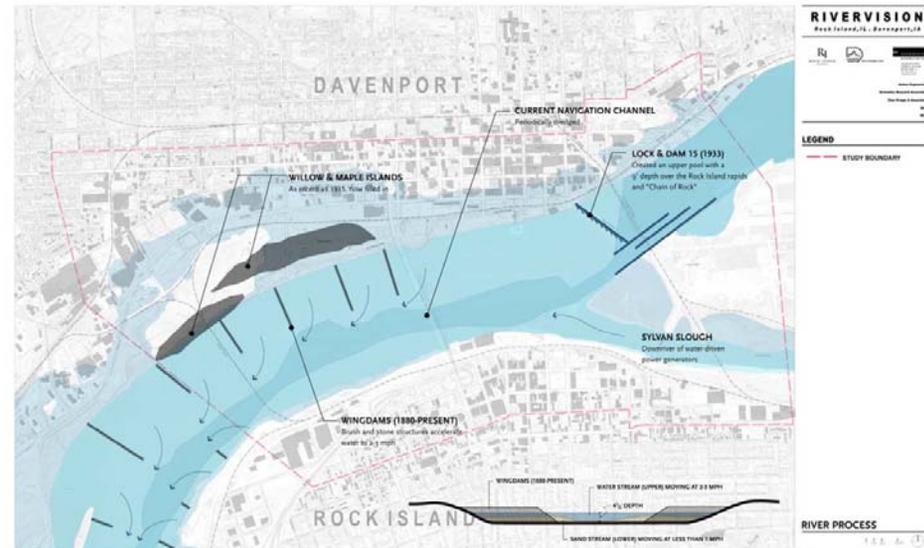
The public also acknowledges that plans for the shared riverfront will need to address brownfield remediation. Remediation may be called for in several of the Consensus Plan proposed park and development areas. Current City documentation of brownfields is not extensive, but based on historical land use certain problems can be predicted. As a former uncontrolled city dump, Crescent Park will require remediation and capping. The former Rock Island Rail Line yards will also probably require remediation and cleanup based on their historical uses.



Bald Eagle Nest



Draft Known Brownfields Map



Draft River Process Diagram

#### Expanded Programmatic Possibilities:

Public comments repeatedly identified that there should be more things to do in the Downtowns: more reasons for tourists to visit, more reasons for families with children to stay in and move to the area, and more reasons for young adults to return to the area after college. The Consensus Plan features a wide variety of programmatic activities and development intended to appeal to users of all ages. While there are endless combinations of activities, the following "day-in-the-life" scenario of a family visiting the Quad Cities provides a sense of the expanded possibilities of the proposed riverfront.

1. Visit the Figge Art Museum and River Music Experience in the morning
2. Go for a ride on the water taxi and see the River Fountains. Depending on the season, see the bald eagles (seasonally).
3. Take the water taxi to Rock Island, have lunch and go shopping in the District
4. Play on the landforms at Armory Park
5. Go for a bike ride on the urban promenade or trails
6. Take the water taxi to Crescent Park and have an ice cream near the pier
7. Watch people playing sports on the Centennial Fields
8. Go up the observation tower and look at the view
9. Take a tour of Crescent Park and learn about wildlife habitat and water treatment

By improving the overall quality of riverfront, the Consensus Plan creates a framework which would be hospitable to the creation of other icons and attractions above and beyond the RiverVision plan in the future.



**RIVERVISION**  
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 Economics Research Associates  
 Chae Krueger & Associates  
 ESP  
 RDG

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**A DAY IN THE LIFE**  
June 2004

Day in the Life Diagram

### Section 3 – Final Recommendation Consensus Plan

#### 3:3 Davenport Components & Issues

Davenport and Rock Island are two unique cities with different local markets, priorities, and needs. While it is important to promote connections between the two cities, it is also important to address each city's specific issues. The following section describes elements of consensus plan that are specifically related to Davenport. Sections on Rock Island and Arsenal Island will follow.

Overall, the strategy for Davenport is to improve the green framework along the river's edge, making it a more active, desirable place to be for a broad range of people and age-groups, while simultaneously creating opportunities to stimulate the downtown economy and development, drawing in new visitors and residents. The green framework can be divided into four principal areas: Le Claire Park, Centennial Park, and Crescent Park, and the Upper Pool Linear Park.

**LeClaire Park** is the most established of the three parks, and would be a case for renovation rather than unwarranted dramatic change. The historic bandshell, which is regularly used in the summer time for musical performances and festivals, is left in place; and the large, open lawn is divided into more human-scaled green rooms. This is accomplished through the addition of tree lined pathways following the city grid leading to the river's edge.

The Sky Bridge will be a notable new addition to the riverfront, providing both a signature visual element as well as a means for pedestrians to easily access the park from across River Drive. The two plazas south of the new Figge Art Museum and the new parking ramp are proposed to be a combination of paving and planting such that they can be used as event and festival space and will not require extensive repair following a periodic flood event.

The design team proposes replacing the surface parking south of River Drive and east of Main Street with a structured parking ramp south of River Drive between Brady and Perry Streets. There was much public comment that vast swaths of surface parking are not an appropriate use for valuable riverfront space. The semi-circular seawall access point at the foot of Lock and Dam 15 is a valuable asset, ideal for fishing and eagle-watching, and should remain.

As mentioned in greater detail in section 3:2, LeClaire Park would also have a pier extending from Main Street. Main Street is considered an ideal location for a pier given its proximity to the heart of downtown and the shallow bedrock of the riverbed. The pier can be engineered to withstand flood and ice floes, but it would not pose any conflict to the navigation channel in this location. The pier would provide

access to the proposed water taxi and transient day use boat dock. An ice cream shop, similar to the Portland Malt Shop in Duluth, could be located in close proximity to the pier to generate use and attract visitors.

The Rhythm City Casino boat would either stay in place, or ideally, shift east slightly toward Brady Street to relieve the crowding at Main Street, the primary pedestrian connection between Davenport to river, and visually to Rock Island beyond. Any decision to shift the riverboat will need to take into consideration the potential impact to the rocky river bottom, which is important fish habitat.

North of LeClaire Park between River Drive and Second Street, the design team proposes to preserve several key sites for high density residential development. These sites include at least the Salvation Army building and the Ground Transportation site.

**Centennial Park** falls in between LeClaire Park and Crescent Park in terms of its current level of development. The city of Davenport has created a new park along the river edge with a linear promenade lined with gazebos, benches and trees. Centennial Park also contains the existing Quad City Sports Center, constructed in 1994, which is planning an expansion to include more seating to the west.

The public comments clearly identified a real opportunity to develop Centennial Park as a recreational facilities center. To this end, the consensus strategy proposes adding an all-season indoor recreation pavilion in the future west of the rink, as well as a winter outdoor ice rink near River Drive and Marquette Street, and a skate park further south along Marquette Street. Terraced, multi-use play fields, not dedicated, striped sport fields, are also proposed for Centennial Park. The intent is to configure flexible park space that is also capable of accommodating festivals and events, while also available for impromptu active sports, but not striped as dedicated competition fields. Some of the fields would be elevated to minimize damage to the site by periodical inundation. Bands of trees encircling the fields would create additional green rooms, providing a sense of scale and enclosure for Centennial Park.

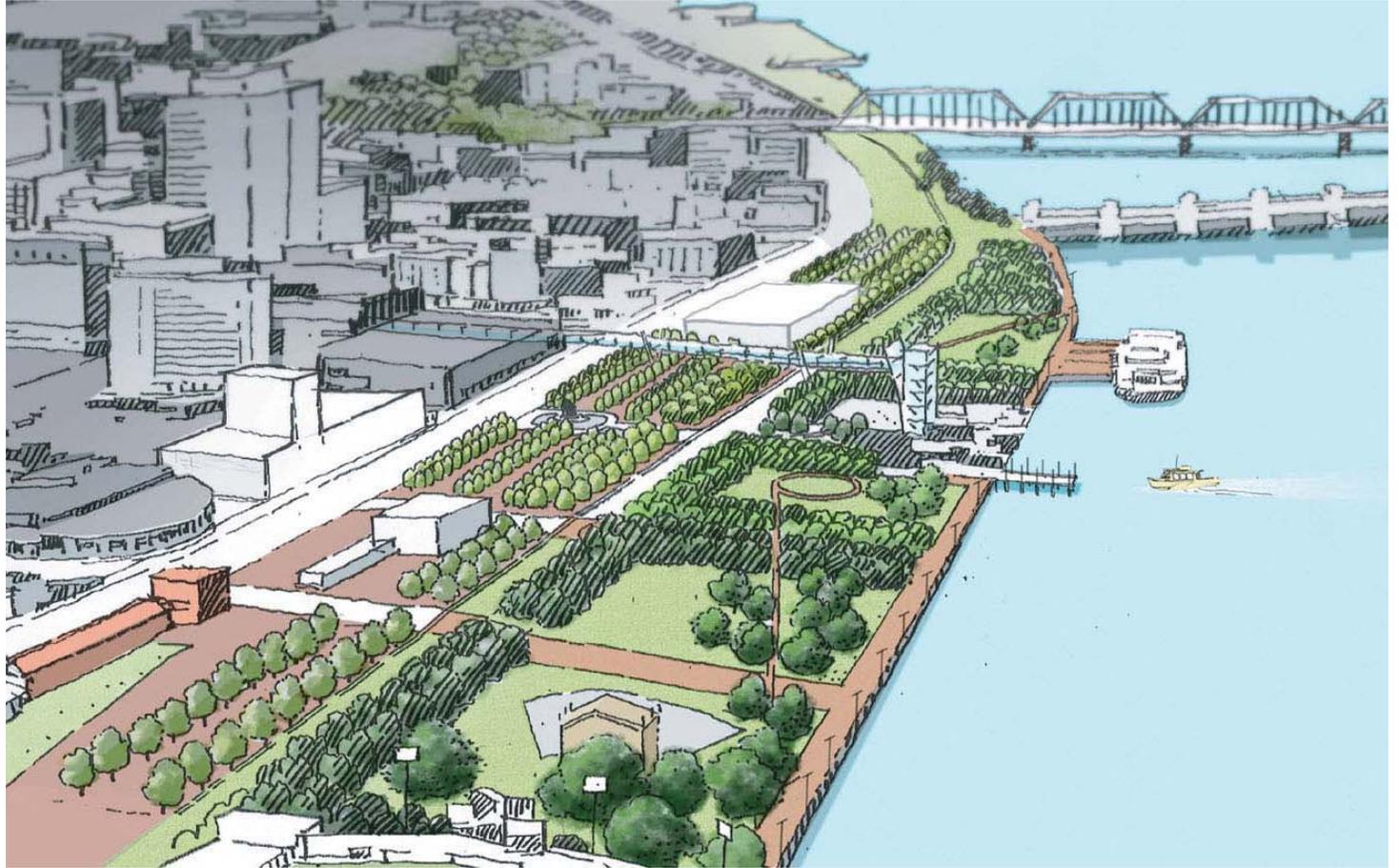
The consensus scheme shows the addition of north-south pedestrian paths to Centennial Park, extended from Myrtle and Warren Streets to the river's edge. These paths would require well designed and coordinated rail track crossings. The design team views these additional crossings as important step toward making Centennial Park friendly and accessible to pedestrians. Parallel parking would be provided along a re-configured Priester Drive.



Crescent Park  
Davenport, Iowa



Davenport Fields  
Davenport, Iowa



LeClaire Park  
Davenport, Iowa

### Section 3 – Final Recommendation Consensus Plan

The consensus strategy features up to three piers reaching out from the existing sea wall to Rock Island, as discussed in more detail in the previous section. Similar to LeClaire Park, this is an ideal location for piers in that there is no conflict with the navigation channel. These piers would be engineered to withstand flood and ice floes.

Several existing successful features of Centennial Park are retained as is. The Marquette Street boat launch is unchanged, as is the bike path and the connection to the American Discovery Trail and Mississippi River Trail national routes, and the Children's Playground.

**Crescent Park** is the least developed of Davenport's three park zones. The site has many challenges; historically, it is an uncontrolled city dump and would require brownfield assessment and remediation. Crescent Park also contains former city sewage treatment lagoons and facilities, as well as several vacant commercial properties, and is crossed by active rail lines in three locations.

Despite these difficulties, Crescent Park is a valuable piece of city-owned riverfront property, and its obstacles are surmountable. The public comments identified an opportunity to create a more naturalized park at Crescent, transitioning from the active park at Centennial to a naturalized, less-maintained park toward Credit Island, providing a gradation of green spaces and a variety of park types along Davenport's riverfront. This approach would require less maintenance and would be more cost efficient, and would be in line with the areas of critical conservation woods and bald eagle roosting and the riparian shoreline that already exist at the edge of the park.

The consensus strategy locates a large, 10,000 person amphitheater which would serve as a regional attraction within the eastern end of Crescent Park. The amphitheater is configured within an elliptical landform oriented toward the river to maximize views. An observation spire is located at the top of the landform, enticing visitors to climb even higher for distant views across the Quad Cities. As Crescent Park becomes more and more naturalized toward its western edge, a landscape of meadows, tree drifts, landforms and meandering pathways would emerge. Parking for Crescent Park is pulled in off River Drive and tucked into the landscape.

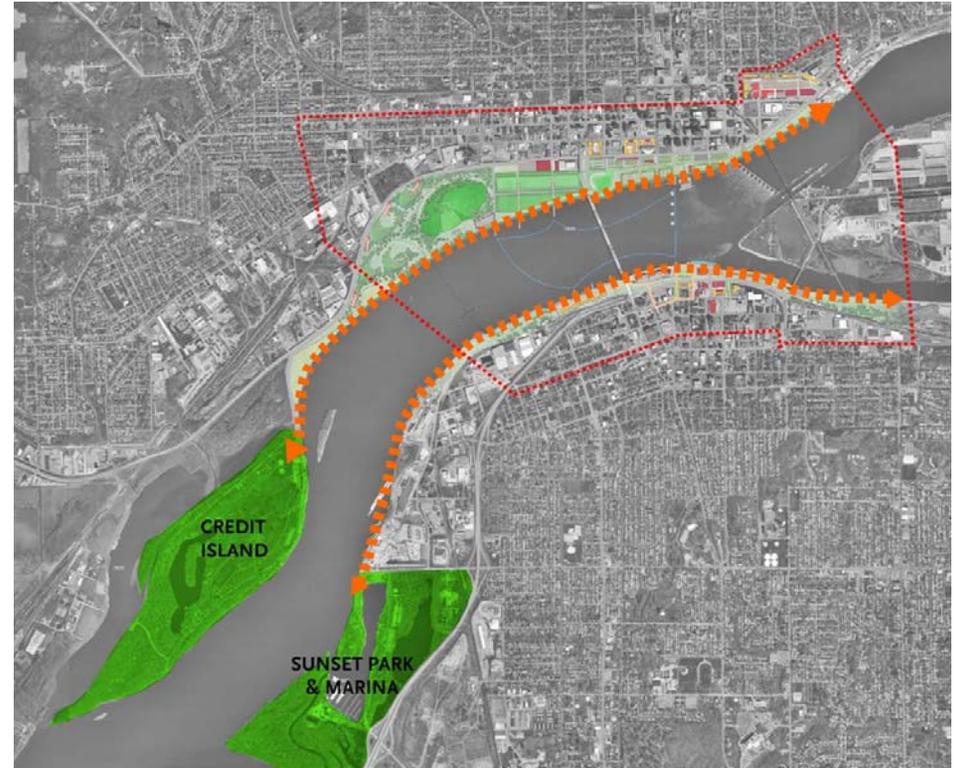
The building of the Crescent Amphitheater would trigger the relocation of Department of Public Works at an approximate cost of \$6 million. The relocation would require the purchase of a new industrial site to house the facilities currently located at the Marquette Yard, including the main salt building, which needs to be below the hill and west of Gaines to be effective.

The construction of the Crescent Amphitheater and the elevated Centennial fields lifts several key areas up out of the floodplain. While the amphitheater and multi-use fields will not be accessible during a flood, they will be protected from the damage caused by periodic inundation.

#### **Upper Pool Linear Park:**

There are park opportunities opening up along Davenport's upper pool over the course of the next coming months. The former Quad City Times warehouse and Builders' sites will both be vacant by the end of 2004. Additionally, the City Council and Levee Improvement Commission have said that they have no intentions to continue the Alter/River Gulf Grain lease beyond November, 2007. The Consensus Plan shows these parcels transitioning as they become available to a linear riverfront park, with a priority on maintaining the continuous Riverway bike path and public access.

Continuous access to the riverfront is a critical part of the RiverVision Consensus Plan. The creation of the Davenport riverfront park system composed of LeClaire, Centennial, Crescent, and Upper Pool Linear Parks allows for a continuous green connection from the eastern edge of the River/Gulf site all the way west to Credit Island. The City will need to address the issue of the privately owned parcels, Davenport Boat Club's Lots 1 & 2 on W. River Drive, to ensure that the best possible connection to Credit Island is made.



*Regional Urban Park and Open Space Connections*



*Crescent Park Amphitheater  
Davenport, Iowa*



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#### Downtown Development

Stimulating the downtown economy and encouraging development is the mission of RiverVision, and is essential to the project and the cities' success. There are a number of critical development issues that have been identified through the RiverVision process.

There is strong public desire for additional **housing** opportunities in downtown Davenport and the redevelopment of existing historically interesting structures. There are a few redevelopment projects already underway in the former Rock Island Railyard, and the design team has identified this site as appropriate for future additional mid-density, market rate housing here as well as mixed-use **commercial development** which would support housing, such as grocery stores, drugstores, and coffee shops. The design team has also identified opportunities for mixed use commercial on the southern side of 2<sup>nd</sup> Street between Gaines and Harrison Streets and market rate residential above ground floor retail at the transit site. Portions of this area along River Drive are subject to periodic flooding, a design issue which would need to be addressed in later stages. However, the Salvation Army building is the preferred demonstration project location for the first market rate residential project, possibly with ground floor retail. Focusing market rate residential investment downtown, rather than at the Railyard is of paramount importance.

As the new downtown and riverfront evolves, there will be opportunities for high quality, residential ownership housing. RiverVision advocates for this investment downtown, and highlights the need for the city to preserve sites for it. In general, however, Davenport remains in the earliest phase of downtown housing development, with the majority of projects limited in scale and number of units. The majority of these housing projects are rental rather than condominium, and with some below market or subsidized rents rather than a focus on upper income market rate units. Many of these projects are modest in design and amenities, reflecting the absence of aggressive lenders and investors. The impending opening of not only the Figge, but other adjacent cultural, entertainment and office developments suggests that there is a growing window of opportunity for more ambitious investment and development skill. The objective is to insert the missing component of market rate, upscale higher density housing into the downtown investment mix to establish a downtown constituency engaged in riverfront activities and to further enliven the downtown after regular business hours.

Paralleling the effort to attract market rate housing development, the City of Davenport and its non-profit supporting organizations need to maintain and stimulate viable ground floor activity within the downtown core,

especially in those areas with increases of visitor traffic anticipated.

RiverVision proposes traffic calming and street tree planting along River Drive to make this street less of a perceived barrier to the riverfront parks. Traffic calming improvements should be located between Perry Street and Gaines Street with bulbouts and enhanced paving textures at important north-south intersections to further enhance pedestrian movement from downtown to the Riverfront. RiverVision also proposes making connections to the downtown neighborhoods by extending "green fingers", or planted streetscapes from the riverfront parks to the neighborhoods.

During the course of the RiverVision study, the Isle of Capri raised the possibility of building a new **Riverfront Hotel** located at the river edge, east of the pending Sky Bridge and associated with the Rhythm City Casino. At the time of the publishing of this report, the hotel concept lacks a working configuration. The RiverVision team recommends further careful study of the potential positive and negative impacts associated with any potential new hotel on the riverfront.

On the positive side, if the hotel were to be built, it could be a great opportunity to improve the current casino environment, removing the porte-cochere and re-locating 5.5 acres of riverfront surface parking into a consolidated ramp. Doing nothing perpetuates the status quo of the casino's appearance, which is less than positive as a civic image. In particular, it is critical to remove the surface parking from the lot located directly south of the new Figge Art Museum before its scheduled open in June, 2005. Removing the majority of surface parking on the riverfront is a longer term goal for improving the riverfront image, and a goal greatly accelerated by consolidating parking in a new ramp associated with a hotel. A casino/hotel garage would gather up surface parking into a structure while not eliminating or decreasing available parking.

The design of the hotel and its associated parking ramp would be critical to the success of and public acceptance of the hotel. RiverVision has identified guidelines for a potential hotel to minimize its visual impact on the riverfront and to ensure continued public access to the riverfront. It is critical that the hotel maintain at minimum a 50' setback from the river's edge in order to ensure continuous pedestrian access to the river's edge. The hotel should be located such that it does not block existing street corridor views to the river. Siting of a possible riverfront hotel would best serve the public interest by not encroaching further on LeClaire Park, or more specifically, by consolidating the casino operation into a smaller footprint of parking and shifting the casino northeast away from the Main Street

intersection with the river. The actual configuration of a riverfront hotel sited south of River Drive is constricted by a variety of restrictions, including but not limited to significant sub-surface utilities, public right of ways, and the federally controlled Lock & Dam. The positioning of a possible riverfront hotel that allows for the expansion of LeClaire Park without sacrificing view corridors to and from the river, and maintains a sizable continuous riverfront corridor, in addition to all the other site restrictions would be a net gain for the Davenport riverfront, provided each siting criteria were met. The available site moving from Main Street toward the Lock narrows significantly, making the configuration of a hotel more difficult in terms of available footprint and circulation options.

A north-south "tower" hotel orientation is preferred, maximizing views up and down the river for all rooms, rather than either a river view or city view alternative. Maximizing the views from a taller structure with a smaller footprint is of central importance, especially so in the context of avoiding the positioning of a low slung and long, horizontal "bar" hotel massing that would interrupt the continuity of the street grid as it extends to the river edge. Interrupting the grid with a private building mass, particularly one that caters to out of town guests rather than the citizens is counter productive to maximizing accessibility of a reconstituted public riverfront by effectively ceding control of not only the property but also the views to the lessee.

The potential hotel, if built, would have a close proximity to the pending Sky Bridge, requiring particular consideration to the relationship between the two. It is also important to note that there are two large sewer interceptors, at 54' and 78" diameters respectively, located underneath the proposed site at Brady Street and the river, criss-crossing the riverfront. Additionally, a potential riverfront hotel would also have to successfully navigate and maintain the ICE heavy rail line and the parallel Riverway bike path.

Careful consideration should be given to ensure that appropriate design standards are used for an urban, downtown hotel, particularly one with a prominent civic presence, rather than an outwardly festive facade. In addition to the hotel, there should be multiple commercial opportunities such as restaurants that would draw in visitors other than casino clientele. It is also critical to note that a single hotel would be a solitary development on the Davenport riverfront and not set a precedent for expanding development east and west along the riverfront.

One possible scenario is that the City would limit financing to the hotel's ground plane, utilities and parking structure, with the Casino being responsible for the architecture above the ground floor "pad". There are many potential

positive returns for the city on its investment. Increases in casino profits would mean increased revenues for the city. A hotel with open Mississippi river views could be a major attraction for downtown Davenport. The new hotel and expanded facilities would also help Davenport to remain competitive in light of the pending relocation of Jumer's Casino from its downtown Rock Island location to further downriver. The new Jumer's will represent a competitive advantage in size at its new site near IL-92 and I-280.

On the negative side, however, there have been many public comments that a riverfront hotel is undesirable and inappropriate for Davenport's riverfront. Built the wrong way, a hotel could be a major eyesore on the riverfront and could restrict public access to the river's edge. A broad and more thorough public presentation of the evolving hotel plans are needed, once available, to fully describe a riverfront hotel development scenario before a conclusion has been determined, one way or the other. Engaging the public to illuminate and clearly articulate the many positives and numerous negatives of a riverfront hotel is critical to the process of determining whether to move forward with the concept.

Recent changes to the gaming laws also open up a number of new possibilities for a casino location. According to the new gambling legislation signed by Governor Tom Vilsack on May 6, 2004, riverboat casinos will no longer be required to take periodic cruises. This creates an opportunity to shift from the current Rhythm City Casino boat configuration to a barge or anchored permanent structure. In addition, there is a clause in the legislation which mandates that "an excursion gambling boat may also be located on a man-made basin or other body of water adjacent to a river, provided it is located no more than one thousand feet from the high water mark of the river." In Davenport, this distance stretches as far inland as the Blackhawk Hotel.

Ascertaining whether the casino should be encouraged to relocate further inland toward the Blackhawk is a significantly complex equation involving return on investment, political support and urban design recommendation. In the absence of a thorough economic evaluation, determining whether or not this strategy has validity is impossible. From an urban design perspective, the "creation" of a man-made, in-land basin built expressly to accommodate a riverboat in a location operationally detached from the same river that the boat is meant to have an historic connection to, however tenuous, renders the strategy disingenuous. This strategy moves significantly closer toward the plastic attractions found in Las Vegas than toward a vibrant mid-west county seat situated on the country's most important river. The focus of any casino move should endeavor to improve the public image not only of the casino itself, but



Main Street Pier @ LeClaire Park  
Davenport, Iowa

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positively contribute to the urban character of downtown. A caricature of a riverboat, especially a landlocked riverboat, does more perceptible harm to the urban image than a functional boat located on the river.

The prevailing local attitude suggests that the Davenport riverfront should be kept free of development, as commercial properties have consistently given way to the riverfront of today, free of private parcels. The allure of a contiguous, improved public riverfront landscape, unrestricted by commercial development, provides an attractive alternative ideal for Davenport residents. The mechanism for transforming and expanding the existing LeClaire Park into a strengthened position and presence on the central riverfront is predicated on consolidating or eliminating surface parking lots into structured parking ramps or north of River Drive.

The proposed casino hotel and parking development in Davenport could provide an alternate strategy consolidating surface parking into structured ramps, but at the same time, establishes a 24-hour, approximately 2.5 acre commercial development within the RiverVision riverfront framework. This combined casino-hotel-parking development promises to provide a catalyst for removing 5.5 acres of surface parking at the Main Street corridor, notably in front of the Figge, though will also construct a large structure in close proximity to Dillon Fountain, the forthcoming Skybridge, and the dominant Lock & Dam 15 structures. This scenario yields a net gain of approximately 3 acres of open space. Short of significant progress on a combined casino-hotel-parking complex, improvements can still be made to the existing surface lots, but these are less sweeping in scope and unlikely to dramatically alter the environmental quality and perceived character of the existing casino operation that will continue largely as is.

The question then becomes: Is the consolidation of surface parking and resulting expansion of public open space a net improvement when balanced with the development of an expanded casino-hotel-parking complex immediately adjacent? This is not a question that the RiverVision team can answer for the community of Davenport. If the casino-hotel-parking structure can abide by several constraints and restrictions that describe an envelope for development that is compatible with public open space, rather than dominating and overshadowing the public riverfront, the hotel would benefit the community. However, if the hotel does not or cannot abide by the recommended design constraints contained within this RiverVision document, the hotel could become a significant liability on the Downtown Riverfront. The benefits of the casino will have to be determined by the community through a public process as the design proposals evolve.

Regardless of whether or not a riverfront hotel is built, RiverVision strongly recommends taking steps to improve the environment around the Figge Art Museum, Sky Bridge, and the casino. The city of Davenport has made a tremendous investment in the Figge and Sky Bridge. These investments are not well served by their immediate environment of parking lots. The salient point is that RiverVision can and must move forward whether a riverfront hotel coalesces from concept to buildable reality, and that the success of RiverVision is not predicated strictly on the hotel. A riverfront hotel may help move RiverVision along quicker with matching funds, but is not the sole initiative of the master plan.

RiverVision recommends relocating the surface parking spots in front of the Figge, which are currently leased to the casino, to the parking ramp at 101 Main Street. The surface lot holds approx. 80 cars, and there are approximately 100 available spots in the 101 Main Street ramp on a daily basis. These ramp spots could be used for valet parking, minimizing any inconvenience to the casino customer.

Understanding that the Casino believes that the parking ramp spots located north of River Drive at 101 Main Street are less desirable than surface parking in proximity to the casinos, RiverVision proposes a second alternative of relocating the casino parking lease to the surface lot north of the former Dock Restaurant. The design team prefers the garage solution, as it is better for the image of the riverfront to reduce surface parking to the greatest extent possible, replacing those spots in parking ramps.

Examples of successfully integrated casinos and waterfronts are far and few between. The prevailing example is that of a casino/hotel complex dropped into an otherwise undevelopable floodwall condition, such as at Bettendorf, where the complex is detached from the city due to distance or complicated circulation patterns. The Argosy Casino in Baton Rouge, Louisiana similarly straddles the floodwall with a floating casino and protected, 10-story Sheraton hotel complex. The Argosy is one of several developments along the Baton Rouge riverfront, including cultural museums, docked warships and mounted aircraft, and a convention center. However, the floodwall dominates, and the public landscape such as it is, is largely constricted to a linear path and massive floodwall concrete, with various public uses only marginally integrated. On the plus side, the hotel respects the city street grid by meeting the right of way in an orthogonal manner, and rising perpendicular to the river to a height of nine stories. The Sheraton hotel is physically connected to the casino, as well as a convention center, and yet strikes a workable balance appropriate to families, business travelers and casino visitors.

Two other riverfronts that provide more positive models for the Quad Cities would be the Louisville, Kentucky waterfront and the Alexandria, Virginia waterfront. Both cities have developed well-defined public riverfront open spaces bounded by market rate housing and commercial development. Louisville is the larger example of a diverse, commercially developing riverfront of soaring condominium towers and public amenities, some of which Davenport already possesses: a riverfront ballpark. The Louisville Waterfront Park was instrumental in the redevelopment of an industrially derelict riverfront as recently as the early 1990's.

Alexandria is of a slightly smaller scale than Louisville, but with a much higher density of market rate housing immediately adjacent to a continuous multi-use bike trail along the river. The trail passes through contiguous districts alternating between low-rise townhouses, to adaptively repurposed historic warehouses, to high-rise commercial office towers and hotels. The key to Alexandria's success is that the public open space is connected along the trail, and that all parking is incorporated into the adjacent structures, rather than as sprawling surface lots. This close proximity of commercial and residential development ensures an engaged constituency with a stake in maintaining a positive public image. Oronoco Bay Park deftly incorporates an active heavy rail line, green riverfront public park, and looming commercial development.

Davenport currently enjoys broad ownership and control of an expansive, "flat" riverfront above the river pool that can be improved exclusively as an expansive public landscape, or possibly accept a single casino-hotel-parking complex, if this can ultimately improve the broader public landscape. The alternative, reiterated many times earlier, is to do nothing and thereby not maximize the opportunity to capitalize on the riverfront and the growth of increased tourist visitors.



*Argosy Casino, Baton Rouge, Louisiana*



*Louisville, Kentucky*



*Oronoco Bay Park, Alexandria, Virginia*



*Oronoco Bay Park, Alexandria, Virginia*

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In addition to the public comments that there is too much surface parking at the riverfront, **Downtown Parking** policy was mentioned as a source of concern amongst the public. Much of Davenport's issues reportedly relate to parking policy, not cost (i.e. pay machines in decks don't work, harsh enforcement of bad parking rules, etc.) The City will be addressing perceptions that there is not enough parking even though ramps are available by adjusting enforcement and operating procedures. The City is taking a series of steps aimed at quelling complaints about downtown parking by business owners, employees and property owners. These steps include free evening and weekend parking and a flat \$2 fee in the ramps for festivals and other events throughout the summer, as well as a "parking ambassador" who will be hired to help people park in the ramps during weekdays. RiverVision also recommends that both cities could work out some shared parking arrangements with business parking lots or use side streets as lots for weekend events.

Economic Research Associates notes that downtown parking is always considered a problem, and that in successful downtown programs rates can be in the \$10.00 per hour range and people pay or find a way to get to the attractions. In other words, if Downtown works, parking is usually not an issue.

The consensus plan advocates improving the existing **Farmers' Market** facilities and expanding the enterprise to include a **Public Market** in the Freight House. Davenport has a successful Farmers' Market in place at the foot of the Centennial Bridge. The market use peaks on the weekend and uses all of the available paved parking surface north of John O'Donnell Stadium. To further enhance the success of the Farmers' Market, the design team recommends transforming the parking lot into a partially planted plaza. Through linear tree placement and appropriate spacing, the plaza would continue to be suitable for the Farmers' Market and parking but would become a much more pleasant environment suitable for other types of event and gatherings as well. The transformation of the Freight House into a Public Market would expand the variety of goods sold to include products from artists, bakers, and crafts people.

The **John O'Donnell Stadium** re-opened on April 29, 2004, after undergoing a major renovation. It is anticipated that the improved and expanded facilities will be a major plus for the downtown area. RiverVision advocates that it could further contribute to the success of the riverfront by offering use of facilities such as restrooms and restaurants for non-ball game use, contributing to making the overall riverfront an attractive, convenient place to be. Parallel parking along a re-configured Priester Drive would provide new parking for John O'Donnell stadium as well as for Centennial Park.

The design team identified the opportunity for **infill development** in the neighborhood north of River Drive and west of Centennial Bridge. Future market-driven lower density residential and commercial infill development would benefit this area and the downtown overall.

Through simultaneous development of both Davenport's green riverfront and the downtown economy, the successes of one are able to feed the success of the other. An improved riverfront draws new residents and visitors to the downtown area, increasing spending in the downtown; while an improved downtown economy creates new jobs and taxes as well as downtown population to take full advantage of the leisure and recreation opportunities offered by the improved riverfront.



*Opening Night at John O'Donnell Stadium, as shown in The Quad City Times  
Davenport, Iowa*



*Surface parking at the river's edge  
Rock Island, Illinois*



*Surface parking at the river's edge  
Davenport, Iowa*



**RIVERVISION**  
Rock Island, IL . Davenport, IA





Address Engineering  
 Economics Research Associates  
 Chas Kruger & Associates  
 ESF  
 RRS

**LEGEND**

- STUDY BOUNDARY
- ON STREET PARKING
- OFF STREET SURFACE PARKING
- EXISTING GARAGE PARKING
- PROPOSED GARAGE PARKING

**PROPOSED PARKING**

June 2004




Parking Plan

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### 3:4 Rock Island Components & Issues

RiverVision's strategy for Rock Island is to take advantage of the city's ability to build right up to the edge of the Mississippi River. For Rock Island, RiverVision envisions focusing new development & housing at the floodwall, while increasing people's physical and visual access to the river's edge. With the pending relocation of the Jumer's Casino, Rock Island is one step closer to establishing a well-positioned public open space adjacent to the Armory.

The most immediate concerns for Rock Island's downtown are the future of **Jumer's Casino** and the **Rock Island Armory**. Spring 2004 developments indicate that Jumer's Casino will move down river from the existing location at 18<sup>th</sup> Street to Rock Island's Southwest Area. This relocation, combined with the future potential of the Armory represents a significant opportunity for Rock Island to redefine its relationship to the river edge. In a positive light, the move of the casino boat frees up the riverfront for increased public access and use, while still maintaining the tax revenue for Rock Island. In a less positive economic light, the 450 employees of Jumer's will no longer be populating the downtown riverfront on a daily basis or continuing as customers of downtown businesses before or after work. Additionally, the percentage of local and regional visitors drawn to the casino that would occasionally wander into the adjacent Arts and Entertainment District will be less likely to do so. The loss of casino visitors and employees will negatively impact the visible and perceived activity level of downtown in the short term until alternate uses take over. The City of Rock Island will continue to receive the tax revenue from the relocated casino, though RiverVision urges the city to earmark some significant percentage of this sum to be designated for downtown riverfront uses to spur the evolution of the Jumer's and Armory sites. To neglect these prominent sites in the wake of the relocation will further undermine downtown momentum.

The relocation of the Jumer's Casino enterprise also raises the issue of permitted mooring in downtown Rock Island. There is currently a standard US Army Corps of Engineers (USACE) 404 permit, held by the City of Rock Island, as well as a State of Illinois DOT permit, also held by the City of Rock Island for the stated use of the "docking of water craft." The permits reference a facility 575 feet in length, centered on 18<sup>th</sup> Street. The relocation of Jumer's presents two scenarios. One possibility is that the Jumer's barges are removed, and a new configuration of docks is proposed to accommodate day-use boaters. This would constitute a modification to the standing permit which the USACE may not approve. Reconfiguration of the mooring and dock facility would likely trigger a full USACE permit process which, in all probability, will be approved with no reservations given that there have been no navigation

difficulties with the current configuration. A second possibility is that the Jumer's barges could be sold to a developer and be kept in place for use as a restaurant, bar, or transient boat concession. Assuming the configuration is not markedly changed, the standing permit would remain in effect. Slight changes in configuration might trigger a permit modification, which again, will likely result in a positive decision. The key to any scenario is for the City of Rock Island to keep the permit updated relative to any changes so that the actual configuration abides by the term of the USACE permit. A change in business ownership does not trigger a loss of the permit.

The public is divided on the future of the **Armory**. The RiverVision study considered two possible scenarios for the Armory. The first scenario, preferred by the design team, is the adaptive reuse of the designated historic structure. Given the singular, iconic nature of the building's architecture and the sentimental attachment of many area residents to the building, the design team advocates further exploration of programmatic limitations and opportunities for the structure. Possibilities include adaptive reuse as mixed use opportunities such as residential, hotel, museum, civic recreation or auditorium, among other suggestions. The second possibility considered was the demolition of the Armory and establishment of a broader urban park in its place. Removing the Armory opens up a number of possibilities for this prime location on the riverfront, and would trigger modification of the floodwall to allow greater access without sacrificing flood protection. One option is to retain the base of armory, currently integral to flood protection. The second option is to pull back the slope so protection begins closer to First Avenue, creating a park sloping down to the water, recalling the historical sloped levee. Part of the park would be subject to seasonal flooding, without downgrading downtown's flood protection.

The Armory is the pivotal site for Rock Island, occupying the most prominent downtown riverfront location in Rock Island. Any changes to the building will require additional in depth analysis before any conclusions are determined. As an historical site, the Illinois Historic Preservation Agency will necessarily be involved in any decisions regarding the site's future. The Agency will advocate for preserving and maintaining the Rock Island Armory in order to preserve and enhance qualities that make the Rock Island Armory eligible for inclusion in the National Register of Historic Places.



Rock Island Green  
Rock Island, Illinois



*Armory Park  
Rock Island, Illinois*

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An engineering assessment of the roof and overall structure is necessary to arrive at technical options for rehabilitation, if any, and their associated costs. The last assessment in 1996 looked primarily at removal of the Armory and the costs associated with reconfigured flood protection. A new assessment should include comment and input by an architectural/urban planning team to provide possible scenarios for reuse, to keep the assessment focused on actual scenarios for redevelopment. Reuse scenarios would necessarily need to reflect local priorities, location, prevailing and projected market opportunities, in addition to significant rehabilitation costs and ongoing operating costs. A market study must also look to define appropriate and interested developers as well as possible funding or sponsorship opportunities.

Regardless of whether the Armory building stays or goes, this downtown riverfront area is of critical importance to the RiverVision strategy. The downtown riverfront is about to undergo substantial change with the relocation of the casino, with a major opportunity to redefine the city's relationship to its riverfront. The consensus plan makes a series of proposals for Rock Island's downtown riverfront.

The consensus plan proposes **piers** located at the foot of 17<sup>th</sup> Street and or 18<sup>th</sup> Street. Similar to the pier proposed for Davenport's Main Street, the piers would connect the heart of downtown to the riverfront and allow people to get out over the water. The piers would serve as an area icon and attraction and would be brightly lit at night. At this location, great care would have to be taken not to interfere with navigation channel, which comes close to the shoreline. The piers would be engineered to withstand ice floes and river debris. The consensus strategy shows a **transient boat dock** adjacent to the 18<sup>th</sup> Street pier to accommodate day-use boaters. The anticipated relocation of Jumer's Casino opens up space for the transient boat dock, allowing recreational boaters to tie up for the day and visit the restaurants and shops in The District. The creation of the piers and boat dock also allows a **water taxi loop** to connect with Davenport's Main Street pier and dock as well as the piers proposed west of Centennial Bridge on both the Davenport and Rock Island sides of the river.

Another opportunity created by the relocation of Jumer's Casino is the possibility of accommodating large riverboats such as the Mississippi Queen in the lower pool at the Rock Island riverfront. Historically, large riverboats had docked at Rock Island, offloading passengers into the downtown. With the relocation of the casino, there is the possibility that larger riverboats could once again be accommodated. The riverboat visits would draw people to Rock Island's downtown, both the tourists who would get off the boat and the people who would come into downtown to see

the boat. The accommodation of riverboats would require further study of design and regulatory details and the impact on the existing packet boat landing site currently at Oneida Landing, but it is a viable possibility.

The consensus strategy proposes replacing the casino's surface parking lot with a **riverfront park**. The design team views this site as a primary Rock Island civic open space which could become a green park with landforms configured to get the public up high for river views or an urban plaza suitable for gatherings and celebrations. The creation of this public space on the riverfront would address one of the most-repeated public complaints expressed during the RiverVision process, which is that the Mississippi River is not easily visible or perceptible from Rock Island's downtown. The creation of the park and piers would give downtown Rock Island an address on the riverfront and a destination at the water's edge. The riverfront park would also feature a **river overlook** east of the Armory building at the end of 19<sup>th</sup> Street, providing an additional opportunity for people to get out over the river's edge and take in the view.

With the relocation of the casino, not all of the current surface **parking** associated with the casino will be required. The parking on the western third of the parking lot, which is currently owned by the Modern Woodmen of America and used by its employees, could be relocated from the levee parking lot to a new ramp to be built south of First Avenue between 17<sup>th</sup> and 18<sup>th</sup> streets. This new parking ramp could have housing located on top of it with superb river views. RiverVision recommends the construction of a second parking ramp in a later phase between 16<sup>th</sup> and 17<sup>th</sup> streets, as well as a structured ramp on top of retail at First Avenue between 19<sup>th</sup> and 20<sup>th</sup> Streets.

While there were some public comments suggesting that the new riverfront park west of the Armory be constructed as a rooftop park over car parking, the design team does not recommend this option. A park on terra firma will always do better in the long term than a park on a deck. Placing the new riverfront park on top of a parking ramp would elevate the park at least 10' above street level, further cutting off any possible visual connections to the river from First Avenue.



Sylvan Slough Housing  
Rock Island, Illinois



Riparian Terraces and Housing  
Rock Island, Illinois





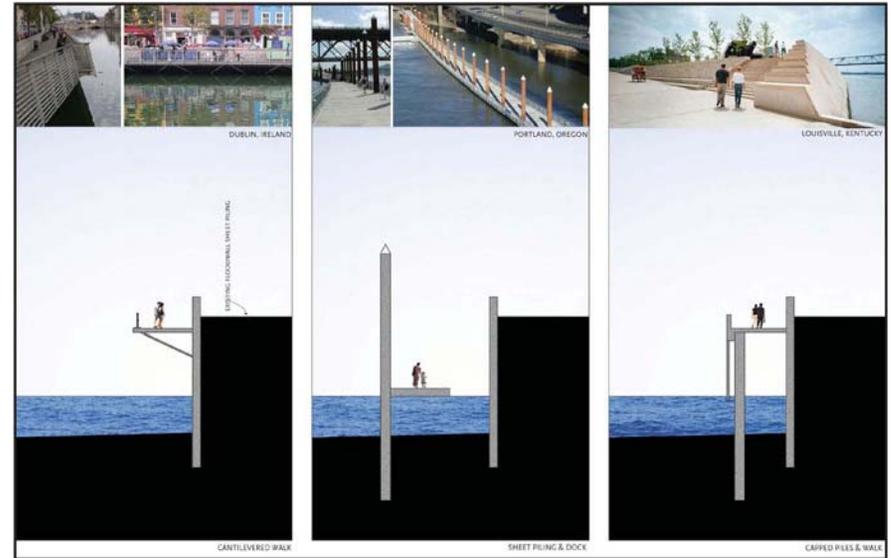
*Urban Promenade and Housing*  
Rock Island, Illinois

### Section 3 – Final Recommendation Consensus Plan

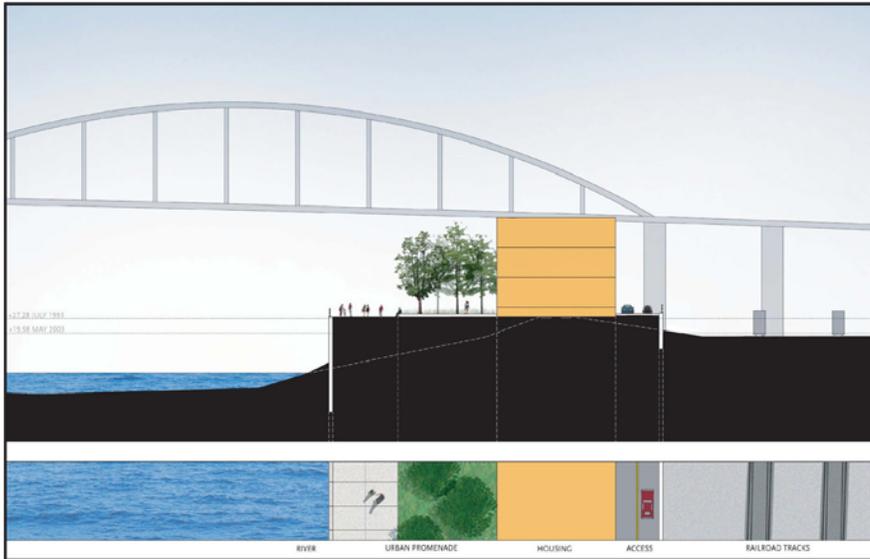
The consensus strategy proposes an **Urban Promenade** as a way of providing continuous river access along the length of the downtown riverfront and connecting the various components of the Rock Island River Vision strategy from 11<sup>th</sup> Street to 24<sup>th</sup> Street. This stretch of the downtown riverfront would include the proposed housing west of Centennial Bridge, the Armory Park and piers, the proposed Sylvan Slough housing and the reconfigured City Water Plant. The design team regards continuous river access as one of the key potential benefits of RiverVision for Rock Island. The design team studied a number of configuration options that would work with the existing floodwall. The options considered included a walkway cantilevered off the existing floodwall, as successfully done in the city of Dublin, Ireland, without significant impact to the pre-existing seawall. This strategy has the advantage of using the existing floodwall to create a pathway out over the water. The second option considered was a floating walkway composed of sheet piling and docks as in Portland, Oregon. The floating walkway can accommodate the changing level of the river, and allows people to get directly on the water. The third option considered was to build a walkway out over the river on top of capped piles. Hargreaves Associates successfully used this technique in Louisville, Kentucky, to build out over the river without actually filling in the river, and without impacting the floodway. Based on feedback from the Modern Woodmen of America (MWA), the design team also considered an alternative route for the urban promenade. The alternative route departs the river's edge at the Woodmen property and follows the current bike path, paralleling the active rail tracks, swinging south along 16<sup>th</sup> Street through The District, and back up 17<sup>th</sup> and 18<sup>th</sup> streets. The design team recommends that the alternate route south of MWA and into The District be further pursued, in concert with further consideration and study of the continuous river promenade north of MWA.

The support and involvement of the Modern Woodmen of America is critical to maximizing the success of any scheme for the downtown riverfront. MWA has a major investment in downtown and the design team respects the need to protect the integrity of the MWA site, maintaining views from MWA to the river, and keeping the public from unrestricted access of the MWA property. The proposed consensus scheme maintains the entry drive, vehicular drop off, and planting at the entrance to the building. As mentioned before, the creation of the Armory Park adjacent to the MWA property means that there is a need to relocate the western 1/3 of parking from the levee parking lot to an alternate site across the street. The design team advocates that any inconvenience caused to the MWA employees is offset by the benefit that the new riverfront park would provide in terms of a place for MWA employees to recreate, relax, and eat their lunch in the summertime, as well as the

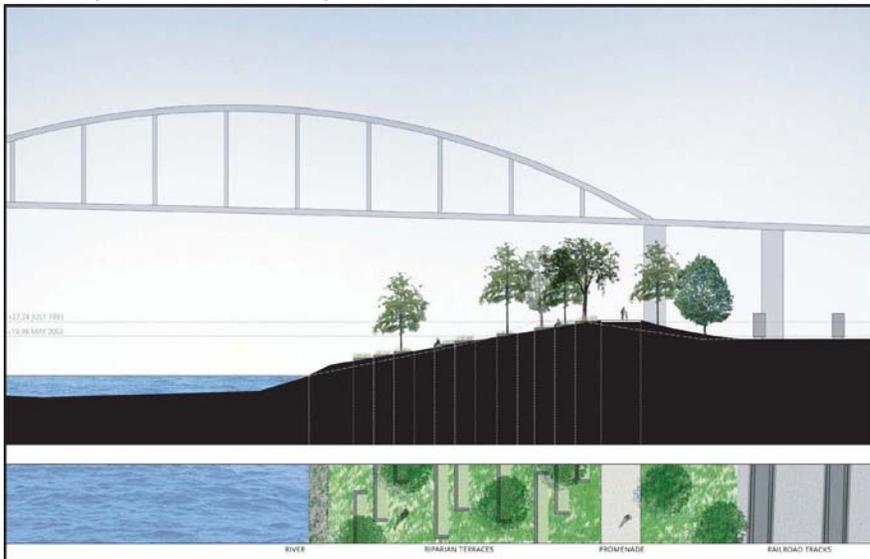
difficult to quantify intangible benefit to MWA's corporate image. RiverVision must involve MWA in efforts to attract and retain young professionals to downtown, both to live and to recreate. The downtown and riverfront improvements proposed by RiverVision will be mutually beneficial for both Rock Island and MWA, creating a positive image of MWA which will be associated visually and financially with a rejuvenated riverfront.



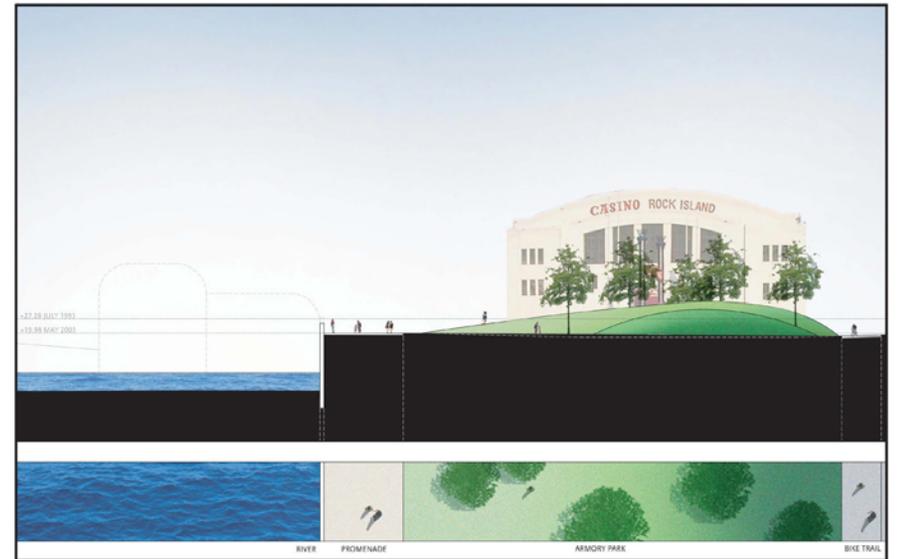
*Floodwall Options  
Rock Island, Illinois*



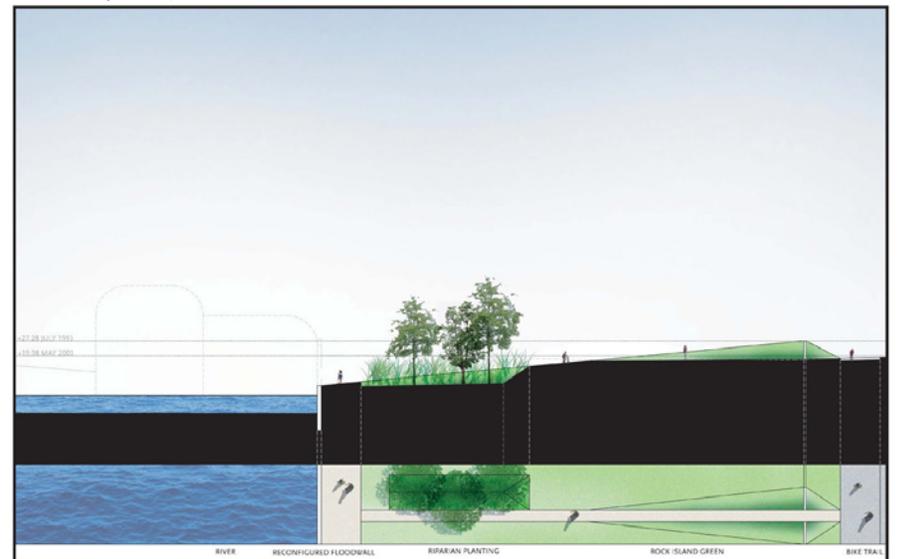
Section through Urban Promenade and Housing



Section through Riparian Terraces and Housing



Section through Armory Park



Section through Rock Island Green

### Section 3 – Final Recommendation Consensus Plan

The introduction of additional market rate **downtown housing** is a critical piece of the RiverVision strategy for Rock Island. Rock Island has already completed several successful redevelopment projects in the downtown area, and has added new housing as well, including the new Clipper Condos project. The design team has identified several additional possible building sites. ERA has identified **Lot C**, between 19<sup>th</sup> and 20<sup>th</sup> streets and 1<sup>st</sup> Avenue and 2<sup>nd</sup> Avenue, as an excellent site for new upscale condo construction, with the possibility of some mixed use as well, though there is concern that the city may need to provide incentives to attract a larger project than typically undertaken by local market developers. **Sylvan Slough** is another early phase possibility for new, low-density upscale condo construction. The site is narrow, but offers excellent potential in terms of river and Arsenal Island views and proximity to downtown. The **Railyards** west of Centennial Bridge offer a slightly less narrow site for new housing with great river views, and would require potential for rail line consolidation. The consensus plan strategy also shows the addition of the urban promenade and piers to the Railyards, and maintains the Great River Trail which currently runs through the site.

The conversion of existing underutilized properties and infill in historic neighborhoods is also a focus of RiverVision. The Rock Island Housing Authority (RIHA) is considering conversion of the **Spencer Towers** elderly housing to market rate housing in the future. Next steps will include outside developer studies and/or engineering and architectural assessments. Further west, the design team also recommends infill residential housing in the **Old Chicago Neighborhood** consistent with the upcoming New Neighborhood Revitalization Strategy program, in later phases.

Another critical piece of the RiverVision strategy for Rock Island is Downtown **development and mixed use opportunities**. The possibility exists to reconfigure several existing structures for new uses. The **City Water Plant** has an excellent location on riverfront and contains interesting interior spaces. RiverVision advocates converting the balance of the building not used as part of the city's raw water pumping system into one of three prevailing alternates. The first possibility is to provide more studios, such as the current glass blowing studio, with a retail component. The second component is a restaurant with good views of the immediately adjacent tip of the Arsenal. A third option would be to convert the space to live/work apartment or condos. The **McKesson Building**, located at the corner of 1<sup>st</sup> Avenue and 19<sup>th</sup> Street, is planned to be reconfigured into mixed-use commercial/retail with residential development including green roofs and penthouses above.

In the more distant future, the **United States Postal Service Building** could be adapted as a private office and service function, with the federal services remaining as tenants. For next two years, the General Services Administration building will house the Davenport Federal Court functions in addition to the existing Rock Island court activities while the Davenport Federal Courts are remodeled. At the end of this time period, other federal uses including the FBI, Federal Marshall, United States Postal Service, and Federal Courts would remain. The GSA could sell the property to a private investor who would complete the remodeling and be able to provide about 20,000 - 30,000 s.f. of office and service space in the building. Longer term plans and costs have not been prepared for the private purchase and rehabilitation, but costs are estimated at \$1.0 - 2.0 million project for purchase and additional renovations.

RiverVision projects that the **North Gardens** site will continue to evolve, with the potential expansion of the **Quad City Botanical Center** and development of the **Children's Garden**, for which planning and design is already underway. In order to better connect the Botanical Center and North Gardens to the downtown, RiverVision considered a link at 3<sup>rd</sup> Avenue under the 24<sup>th</sup> Street viaduct. There is also an area of undeveloped land to the east along the riverfront which could be considered for park development at a later date.

River Vision proposes adaptive reuse of the warehouse structure at **Crescent Bridge** for housing in the distant future at the **Sunset Business Park**, and proposes to connect this area to the downtown with a low intensity park continuing along the floodwall.

RiverVision proposes **pedestrian realm enhancements** to 1<sup>st</sup> Avenue between 19<sup>th</sup> Street and 16<sup>th</sup> Street. The current width of the sidewalk on the south of 1<sup>st</sup> Avenue, as little as 5' in some areas, greatly inhibits future development of these valuable waterfront blocks. The design team recommends increasing the width of the sidewalk here by removing one lane of through traffic and the addition of street trees. Access to the new riverfront amenities will occur at the intersections of 1<sup>st</sup> Avenue and the north-south streets. As such, these intersections should receive particular attention with paving materials and pedestrian amenities. This represents a modified version of the city approved Parkway Plan.

In summary, the overall strategy for Rock Island is to maximize housing and development at the downtown river edge and to improve physical and visual access to the Mississippi through the creation of a major downtown open riverfront civic space, urban promenade, pier, and floating dock. There are still major issues to be resolved regarding the status of Jumer's Casino and the Armory building, but any of the possible outcomes could be incorporated into the overarching RiverVision strategy.



Rock Island Housing at the Mississippi River's Edge  
Rock Island, Illinois



Armory Park and Promenade  
Rock Island, Illinois



### Section 3 – Final Recommendation Consensus Plan

#### 3:5 Arsenal Island Components & Issues

The western end of Arsenal Island falls within the boundaries of the RiverVision scope as determined by the project Steering Committee. The Rock Island Arsenal Island is an active US Army facility located on a 946-acre, federally owned island in the Mississippi River, and it is one of the largest employers in the region. The area within the RiverVision site boundary is primarily an undeveloped sand accumulation at the western end of the island, but also includes the Lock & Dam 15, the Clock Tower, and assorted offices, warehouses, and staging lots.

The public comments on Arsenal Island focused primarily on improving the visibility and access to the island and **Lock & Dam No. 15**. Lock & Dam 15 is a significant area icon. It was the first dam to be constructed as part of the US Army Corps of Engineers channel improvements in the 1930's, featuring an innovative roller dam construction technique. Based on the public input, QC residents believe that the Lock & Dam's visibility on the riverfront could be improved with dramatic night lighting. Residents would also like to see maintained and improve public access to the Lock & Dam and Col. Davenport House, as well as general access to the island, but they also recognize the Homeland Security issues of monitoring access to key infrastructures.

It is also important to note that the length of the lock could be extended to 1,200 feet as part of the modernization of the system. The USACE released their 50 year plan for the upper reaches of the Mississippi in fall 2003. The intended 50 year design life of all but four locks in the system has expired, including Lock & Dam 15, and the current 600' length is not adequate for modern tows in the opinion of the navigation industry. The USACE report studied a variety of navigation alternatives to reduce traffic and increase revenue, including a lockage tax, excess lockage time fees, and a combination of switchboats, moorings, and lock extensions on existing overcrowded locks. The report also studied a range of environmental options, including island building, fish passage improvements, floodplain restoration, and shoreline protection. The USACE's final feasibility report with an environmental impact statement is due out in August 2004 with a final review by the National Research Council to be completed by October. RiverVision advocates that any mitigation work proposed with the lengthening of the lock include community representatives to ensure that the adjacent landscape restoration is appropriate to balance expanded conservation use and configured to allow greater public viewing of the lock operation.

Another Arsenal Island icon, **Government Bridge**, has been recently renovated, improving the swing span's pivoting function which allows barges to pass. The improvements will result in shorter waits for the 7 million cars and 2,500 trains that cross the bridge every year. Public comments also indicated that the Government Bridge could be lit at night.

Pending future Base Realignment and Closure (BRAC) decisions on Arsenal Island, there may be a need to reconsider uses and programs for the Island if the functions of the base evolves. One possibility is that the BRAC process could potentially open the Arsenal to privatization of the armor-producing capabilities, or more significantly shut down the production and trigger the base reuse or transformation to an education campus, housing, medical campus, residential development on a premiere site on Mississippi River. The design team considered various future options for Arsenal Island including expanded conservation land, parks, housing and development in earlier phases of the RiverVision process, but makes no final recommendation on this topic at this point in time given the ongoing functioning of the base.



Lock and Dam 15



Colonel Davenport's House

3:6 Phasing



*Images of Arsenal Island*

### Section 3 – Final Recommendation Consensus Plan

RiverVision proposes a broad, ambitious, long term vision for Davenport and Rock Island's shared riverfront. It would be difficult and cost-prohibitive to undertake a project of this scale all at once. Accordingly, the design team has proposed a phasing structure to establish priorities and to guide how the project unfolds. The project has been divided into **four phases**; each phase will be broken down into individual projects as the process moves forward. Phase 1 focuses on projects which will have an immediate impact on the life of the two cities and high visibility within the region. The success of the overall vision will build upon the Phase 1 projects, setting the stage for future projects.

RiverVision considered two broad approaches to project phasing: the "bookend approach" and the "downtown approach." The "bookend approach" proposed focusing Phase 1 projects at the edges of the project boundary given that much work has already been done in the downtowns. According to this approach, the RiverVision projects would begin east and west of the downtowns and then work their way back into the downtown. The "downtown approach" focused on building on the momentum already in place in the two downtowns and maximizing on the investment which has already been made to create the biggest immediate impact in the first phase. While both are viable approaches, RiverVision recommends focusing on the downtowns in Phase 1. In order to ensure the overall success of RiverVision, it is critical that Phase 1 produces highly visible, popular attractions that support and build on current projects and investments.

The downtown components proposed in **Phase 1** include projects which will have an immediate impact for both Davenport and Rock Island: the river fountains, water ferry/channel cat, transient boat docks and piers. Although it may not be possible to build the two sets of downtown piers at the same time since Rock Island will need to wait for Jumer's Casino to be relocated, the design team advocates that the piers should be designed concurrently to ensure that the construction of the piers reflects the conceptual link between them. In addition, Phase 1 focuses on lighting Lock & Dam 15, as well as seeking to improve vantage points from which to view the eagle roosting.

In Davenport, Phase 1 also proposes improvements to LeClaire Park, including the addition of the Green Rooms, the relocation of surface parking to create the Figge Plaza and the Sky Bridge Plaza, and improvements to the JOD environs, as well as a transient boat dock at Main Street. Phase 1 also lays the groundwork for future developments in Centennial Park by introducing green fields, terraces, and planting to support future projects in later phases that ultimately transforms the existing surface parking lot into positive green space for recreational activities and festival events. In Rock Island, Phase 1 would focus on the Armory Riverfront Park and the implementation of the parking plan to absorb the cars displaced by the park.

Phase 1 looks to preserve, identify, and take advantage of the **development sites** which will have the biggest impact, identifying areas for immediate focus on both sides of river. In Davenport, Phase 1 focuses on new development within the area immediately east of the Centennial Bridge landing, which includes the Salvation Army building and the transit parcel. Davenport's Phase 1 also envisions the conversion of the Freight House conversion to Public Market. In Rock Island, Phase 1 focuses on the proposed parking structure and housing south of First Avenue between 17<sup>th</sup> and 18<sup>th</sup> Streets, housing and mixed-use commercial development immediately south of First Avenue at Lot C, at Sylvan Slough, and the City Water Plant. These areas and projects were selected for their immediate proximity to downtown and the river's edge; improvements in these areas will complement and strengthen ongoing projects and improvement efforts in the downtowns.

The project estimate of construction (not total project costs) is estimated at \$125,095,000, as a single construction cost in 2004 dollars. To reiterate what has been stated elsewhere in this report, RiverVision is conceived of as a single coordinated concept, from which multiple phases and numerous actual projects can be scoped, funded and built. Further design investigations of water taxis, river fountains, lighting and other more detailed quantity take offs and unit costs are mandatory to provide a more accurate cost estimate range. The next stage, schematic design, will flesh out what the design is in terms of materials and dimensions, and costs, to a detailed level not possible in master planning or concept design given the limited scope of this study.

**Phase 2** builds on successes of Phase 1 and, in some cases, moves slightly farther away from the downtown core. In Davenport, Phase 2 proposes the expansion of the existing Quad City Sports Center and additions to Centennial Park, including an outdoor skating, and possible water feature. The planning for Crescent Park should also begin during Phase 2. In Rock Island, Phase 2 focuses on the West Riverfront and the expansion of urban promenade to the new housing and the river overlook at 11<sup>th</sup> Street.

In terms of **development**, Phase 2 seeks developers with public incentives for key sites, focusing on more challenging sites will be more appropriate for development following the completion of Phase 1 projects. In Davenport, Phase 2 development is focused on the area west of the Centennial Bridge landing and Centennial Park, as well as the western half of the former Rock Island Lines Railyards. In Rock Island, Phase 2 is focused on the development of the McKesson and GSA buildings and the focusing at the West Riverfront parcel west of Centennial Bridge.

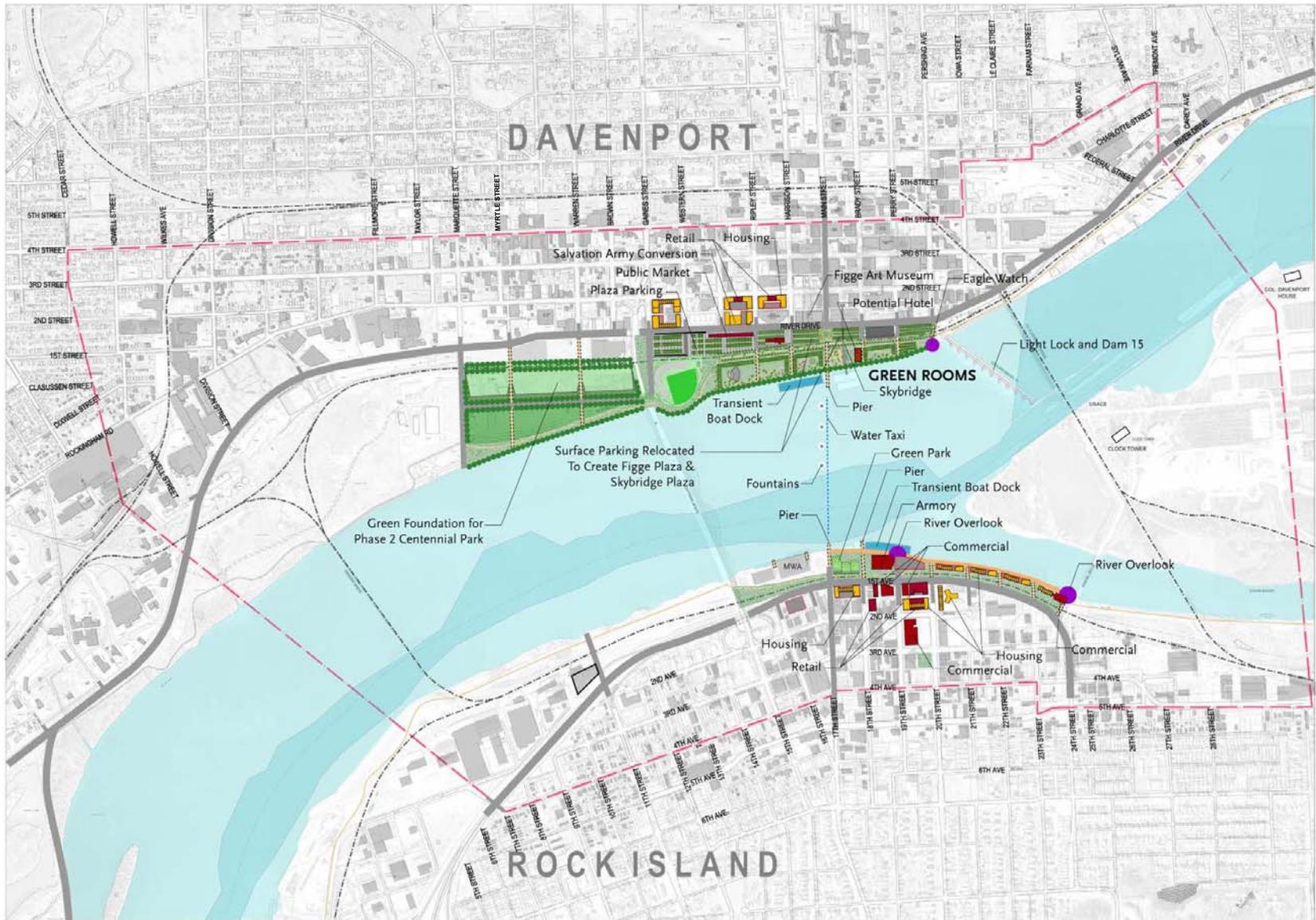
**Phase 3** projects needs further out in the future, building on combined phase 1 & 2 activities. In Davenport, Phase 3 focuses on the construction of the Amphitheater at Crescent Park and the construction of a new sports pavilion in Centennial park. Rock Island, Phase 3 proposes improvements to the North Garden site.

Phase 3 **development** focuses on the development of the eastern half of the former RI Rail Line yards in Davenport and on the conversion of Spencer Towers and the adaptive reuse and strategic infill in the Old Chicago neighborhood in Rock Island.

**Phase 4** focuses on projects for which there is little near term demand. In Davenport, the western half of Crescent Park and the Upper Pool Linear Park are Phase 4 projects. In Rock Island, improvements to the riverfront stretching down to Sunset Park are proposed in Phase 4.

In Davenport, Phase 4 **development** is focused on future market driven, lower density residential and commercial infill development in the neighborhood north of Crescent Park. In Rock Island, Phase 4 identifies an opportunity to transform a building at the Sunset Business Park into market rate residential.

RiverVision, as a planning study, generally describes a broad concept predicated on the construction of strategic design elements (such as the Figge) as primary catalysts for stimulating private investment. As both cities move forward, with regional and federal sources on both sides of the river, opportunities will emerge immediately adjacent to these design elements (i.e. piers, parks, attractions, etc). The RiverVision design team advocates for a coordinated city effort to control property development immediately adjacent to the proposed RiverVision concept elements to ensure and encourage compatible development. As downtown revitalization proceeds, both cities will periodically need to identify premiere sites for potential new, market-rate housing development, similar to the Clipper condos in Rock Island, based on prevailing market and changing real estate opportunities to focus attention on appropriate sites for spurring growth. Market-rate housing will eventually take hold, but the first demonstration project is typically dependent on city-provided incentives relative to land acquisition, infrastructure improvements or tax breaks to get momentum rolling.



# RIVERVISION

Rock Island, IL - Davenport, IA

Adkin Engineering  
Economics Research Associates  
Chan Kruger & Associates  
ESP  
800

## LEGEND

- - - STUDY BOUNDARY
- PEDESTRIAN WALKS
- PEDESTRIAN / BIKE PAVING
- URBAN PROMENADE
- PARK PROMENADE
- PARK
- SPORT ACTIVITIES
- CONSERVATION
- HOUSING
- HOUSING - NEW TOWNHOUSE
- COMMERCIAL
- OFFICE
- RETAIL
- PARKING - EXISTING
- PARKING - PROPOSED

### PHASE 1

DAVENPORT  
GREEN NATURALIZED  
INCREASED DEVELOPMENT

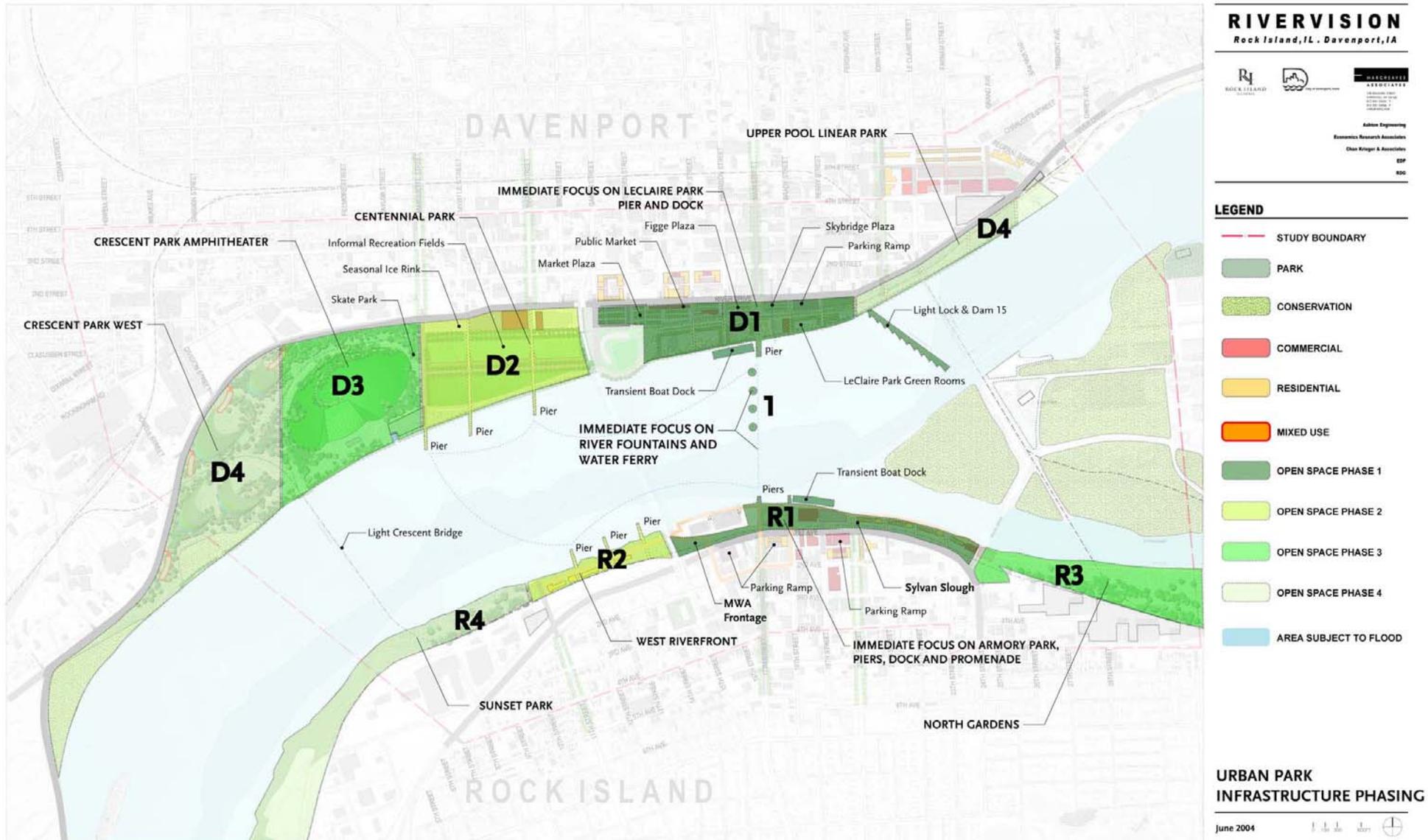
ROCK ISLAND  
URBAN FLOOD WALL

Consensus Plan

June 2004

Phase 1 Consensus Plan

Section 3 – Final Recommendation Consensus Plan



Draft Urban Park Infrastructure Phasing Plan



## Section 3 – Final Recommendation Consensus Plan

### 3:7 River Vision Economic Benefits

The RiverVision planning process has further exposed local decision-makers and interested residents in Rock Island and Davenport to the significant economic implications of a successful riverfront program.

A successful riverfront program will protect public investment and assets, create a competitive urban environment, enhance the quality of life for residents and visitors, maximize potential project development opportunities, and create the tax base that protects the local economy.

**Downtown:** Both cities have immense private and public investment in their downtowns and rely on these areas for a significant share of their regional image as well as essential local business, cultural, entertainment, employment and tax generation. Riverfront revitalization will enhance and expand the important downtown economic environment and maximize related development opportunities.

**Competitiveness:** Cities face increasing competition in growing existing and attracting new business development. A core consideration is an area's ability to attract and retain the necessary skilled labor force. Numerous Midwest examples demonstrate the link between quality downtown environments, including upscale residential development, and the ability to meet the lifestyle demands of young skilled employees.

**Quality of Life:** All residents and property owners benefit from an economically successful riverfront and downtown program. In addition to the economic benefits, quality urban centers provide essential cultural, entertainment and recreational functions that people increasingly desire. Young people considering employment and residential options place a high value on the availability of available urban assets. All Midwest cities have quality residential areas with educational facilities, parks, retails, etc. The successful ones also have interesting downtowns: riverfront amenities, urban attractions, and quality programs.

While ERA did not calculate the precise economic benefits in this phase of the study of the proposed RiverVision recreation, residential, commercial, retail and entertainment projects, the design team estimates that Davenport and Rock Island could see a return of over \$300 million in potential development over the next 50 years. Based on the experience of comparable successful urban programs that ERA has been involved with (i.e. Council Bluffs, Peoria, Des Moines, etc.) potential program economic benefits include:

- Strengthen and expand downtown business activity with related tax benefits
- Expand downtown upscale residential development (i.e. higher density, ownership etc.) and capture the associated expenditures of new residents.
- Attract new visitors and retain area residents with new entertainment, events and recreational activity enhancing local retail, dining, and hotel businesses.

In ERA's assessment, maximizing the immense potential of the two riverfronts and strengthening the downtown environments is the logical focal point of near term local public policy. This process builds off existing strengths and previous investments and maximizes the opportunity to capture emerging economic, residential and entertainment opportunities.

Based on experience with numerous waterfront development programs over the past 40 years, ERA has become very familiar with the resulting economic and community benefits. The program in Rock Island and Davenport has carefully incorporated economic and downtown development into the overall riverfront process. Priority real estate projects are identified as are future development sites, all of which will augment the economic objectives of both communities.

The initially identified development projects will be implemented over a period of time, as will the related public projects. Based on comparable project experience, it would be reasonable to assume that in a properly executed program, each dollar of public tax investment will generate 2 to 3 dollars of private development and over the next decade the public tax benefits will far outweigh the initial public costs.

To provide a cost context for RiverVision, it is important to note that there are hundreds of millions of dollars in investment currently in play in the greater Quad Cities area. More recently, \$200 million has been invested in Davenport and Rock Island.

Hargreaves Associates has prepared preliminary cost estimates for the proposed RiverVision infrastructure and open space. The design team estimates that Phase 1 represents an investment of approximately \$18 million for 48 acres of urban park, including park, paving, roads, utilities, parking, and planting. Within each phase, there are multiple possible projects within each phase that will need to be determined per available funding. Overall, the design team projects an ultimate investment of approximately \$125 million in RiverVision, with possible returns on this investment exceeding \$300 million.

### 3:8 Sponsorship

The components of the RiverVision study are intentionally defined as parts of much larger whole, so that the strategy can be funded in stages. The RiverVision components also lend themselves to sponsorship by existing or future local corporations and organizations. A key aspect of this strategy is to strategically consider which component(s) of RiverVision are complementary with the organizational objectives and may provide a tax incentive to spur funding.

### 3:9 General Implementation

Reiterating an introductory statement, the Central Riverfront Design Strategy is the first step in a longer term process to determine a development strategy appropriate to both economic conditions and civic goals. The suggested phasing diagram advocates for focusing development of both public open space and residential projects immediately adjacent to the center points of both downtowns. Prevailing public and political support, as well as market conditions, will determine the breadth and timing of the first and subsequent projects. The RiverVision phasing diagram identifies priorities for further, required investigation, including finely tuned market studies for development, and more detailed schematic designs for program testing and cost budgeting.

In terms of **implementation**, the design team envisions a longer term move toward the establishment of an organization which could be non-profit and have a public/private board of directors. The organization, which could be a bi-state authority, may require city funding as a seed in the earlier years and move to their own funding stream in later years. The organization could oversee the long term leasing of city lands. The city would maintain ownership of the land while letting long term leases, generating revenue stream for the Cities.

There are no known obvious comparable models for a bi-state agency charged expressly with developing the riverfronts of two states. However, the Ohio Kentucky Indiana Regional Council of Governments (OKI) <http://www.oki.org/overview/index.html> has a 36-year history as "a council of local governments, business organizations and community groups committed to developing collaborative strategies, plans and programs to improve the quality of life and economic development potential of the Tri-State." OKI has helped define the concepts and shape the discussion that have led to numerous large scale improvements to the greater Cincinnati area, including greenspace, air and water quality, land use, I-75 and I-71 highway corridor realignments, bicycle trail expansion, and light rail and mass transit initiatives.

RiverVision Cost Estimate - Page 1

Item	Notes	Qty	Unit	\$/Unit	Total	Comments
<b>1.0 DAVENPORT FORMER RI RAILROAD YARD</b>						
TOTAL AREA		983,000	SF			
1.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	338,000	SF	15.00	\$	5,070,000.00
Subtotal 1.0 Former Railroad Yard					\$	5,070,000.00
<b>2.0 BUILDERS/RIVER GULF/ W.G. BLOCK</b>						
TOTAL AREA		710,000	SF			
2.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	710,000	SF	20.00	\$	14,200,000.00
Subtotal 2.0 Builders/River Gulf/Block					\$	14,200,000.00
<b>3.0 LECLAIRE PARK</b>						
TOTAL AREA		1,677,000	SF			
3.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	1,607,000	SF	10.00	\$	16,070,000.00
3.2	PIER	1	LS	2,000,000.00	\$	2,000,000.00
3.3	TRANSIENT BOAT DOCK	1	LS			<i>included in 3.1</i>
3.4	FOUNTAINS Located in the river	4	LS			<i>included in 3.1</i>
Subtotal 3.0 LeClaire Park					\$	18,070,000.00

RiverVision Cost Estimate - Page 2

Item	Notes	Qty	Unit	\$/Unit	Total	Comments
<b>4.0 CENTENNIAL PARK</b>						
TOTAL AREA		1,811,000	SF			
4.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	1,662,000	SF	10.00	\$	16,620,000.00
4.2	PIER	3	LS	2,000,000.00	\$	6,000,000.00
4.3	SKATE PARK	5,000	SF			<i>included in 4.1</i>
4.4	ICE RINK	5,000	SF			<i>included in 4.1</i>
4.5	AMPHITHEATER	15,000	SF			<i>included in 4.1</i>
4.6	MARQUETTE YARD RELOCATION				\$	4,000,000.00
<b>Subtotal 4.0 Centennial Park</b>					<b>\$</b>	<b>26,620,000.00</b>
<b>5.0 CRESCENT PARK</b>						
TOTAL AREA		6,500,000	SF			
5.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	6,500,000	SF	5.55	\$	36,075,000.00
5.2	OBSERVATION SPIRE	1				<i>included in 5.1</i>
<b>Subtotal 5.0 Crescent Park</b>					<b>\$</b>	<b>36,075,000.00</b>
<b>SUBTOTAL DAVENPORT</b>					<b>\$</b>	<b>100,035,000.00</b>

RiverVision Cost Estimate - Page 3

Item	Notes	Qty	Unit	\$/Unit	Total	Comments
<b>6.0 ROCK ISLAND RAIL YARD</b>						
TOTAL AREA		1,173,000	SF			
6.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	968,000	SF	10.00	\$	9,680,000.00
6.2	PIER	3	LS	2,000,000.00	\$	6,000,000.00
6.3	RIVER OVER LOOK	1				<i>included in 6.1</i>
<b>Subtotal 6.0 Rock Island Rail Yard</b>					<b>\$</b>	<b>15,680,000.00</b>
<b>7.0 MWA</b>						
TOTAL AREA		188,000	SF			
7.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	188,000	SF	10.00	\$	1,880,000.00
<b>Subtotal 7.0 MWA</b>					<b>\$</b>	<b>1,880,000.00</b>
<b>8.0 ARMORY PARK / SYLVAN SLOUGH</b>						
TOTAL AREA		634,000	SF			
8.1	INFRASTRUCTURE Includes all roads, walks, paving, lighting, planting and amenities. Excludes commercial development.	550,000	SF	10.00	\$	5,500,000.00
8.2	PIER	1	LS	2,000,000.00	\$	2,000,000.00
8.3	RIVER OVER LOOK	1				<i>included in 8.1</i>
8.4	TRANSIENT BOAT DOCK	1				<i>included in 8.1</i>
<b>Subtotal 8.0 Sylvan Slough Overlook</b>					<b>\$</b>	<b>7,500,000.00</b>
COST ESTIMATE DOES NOT INCLUDE NORTH GARDEN AREA						
<b>SUBTOTAL ROCK ISLAND</b>					<b>\$</b>	<b>25,060,000.00</b>
<b>RIVERVISION TOTAL</b>					<b>\$</b>	<b>125,095,000.00</b>

### Section 3 – Final Recommendation Consensus Plan

**Funding** for each phased project will need to be determined either individually or as part of coordinated funding strategy to proceed with two or more related projects. RiverVision will necessarily have a diverse funding matrix of public and private sources, state and federal sources. Other possibilities for funding include possible public bonds (general obligations or revenue), and a modest ½ % real estate tax increase.

At the local level, both cities may need to provide financial incentives to attract local, regional, or national developers to channel and steer their funding into projects that are configured to establish program specific revenue producing projects as catalysts for subsequent development. Landing development appropriate for long term community growth is critical and more valuable than settling for immediate development of questionable appropriateness to the community. Local incentives and a willingness to work with developers to configure development that is both market rate and appropriate to each city is of paramount importance. Local funding sources, such as the Riverboat Development Authority (RDA) in Scott County, grant money according to casino gaming receipts. In addition, a portion of the anticipated revenue increase generated by the relocation of Jumer's Casino should be earmarked for the development of downtown Rock Island.

Each city may opt to form a strong advocacy/support group designated as a 501(c)(3) entity to act as an intermediary between donors and government. Their charge would be to guide park planning, encompassing recreation programming, lobbying, land acquisition, and even operational support.

Other local park opportunities to consider and develop relationships to foster may include:

- Possible private development tenants focused on recreation, entertainment, and food, as operating vendors of discrete components within the larger RiverVision concept.
- Developing programming for public recreation, especially for inner-city kids or the elderly that might qualify for state funding.
- Local sponsors for recreation programs (i.e. local businesses, wealthy individuals, etc.) Design an attractive concept and pass it around.

Additionally, one recent trend suggests that volunteer programs have steadily grown to match corporate funding commitments. For instance, the 100-acre Crissy Field in San Francisco has relied heavily on an all-volunteer group to rehabilitate and care for a sprawling dune field community on the shore. Other volunteer groups of college alumni routinely sweep through the park collecting

litter and committing to smaller scale park improvements as the National Park Service budget is increasingly pinched. Transfer of local or state park control to the larger National Park system seems at first blush a potential solution to a continuous funding source. However there are clear indications that transfer to federal control is not an antidote to funding or operations.

While the National Park Service accepted control of and provides funding for the new National Underground Railroad Freedom Center on the Cincinnati riverfront, the NPS is reluctant to expand to encompass more of the riverfront land. The Ohio Department of Natural Resources was recently publicly outspoken in opposition to the potential designation of the same Cincinnati riverfront as a new Ohio State Park, as the department was already under severe funding restrictions for the other 74 parks, and unlikely to be able to provide operational maintenance upon opening.

In another instance, the transformation of the Presidio in San Francisco, including Crissy Field, from military post to national park, is predicated on a legal agreement that The Presidio Trust (<http://www.presidio.gov/>) is required to operate without direct federal appropriations following a 15 year transition period, which ends at the end of fiscal year 2012. This stipulation is the product of a stagnating National Park Service budget trend, as well as a recognition that the property would be of incalculable worth were it developed.

Public Grants may also be a potential option with possible funding available from:

- Land and Water Conservation Fund
- North American Wetlands Conservation Act Grants
- Transportation Enhancement Activities
- Partners for Fish and Wildlife
- Community Development Block Grants (CDBG)
- Urban and Community Forestry Grants
- Various Foundations

Each state has various funding sources that could be approached for partnering in funding projects. For instance, the Iowa-focused Vision Iowa Program encourages and supports creative projects, politically and financially, to attract additional funding from other sources. Davenport may legitimately consult with Vision Iowa about expanding current funding for the River City Music Corridor and Arts Corridor to include portions of the expanded RiverVision riverfront, as the RiverVision concept has the potential to significantly transform the experience of visiting Downtown Davenport. Each state could potentially award a 'categorical program' to fund a specific purpose.

The US Army Corps of Engineers' impending \$2 billion river improvements plan is also a potential source for funding, especially with regard to mitigation money and ecological improvements along the river. The finalized report, due in Fall 2004, will recommend a major expansion of the Mississippi River locks system and the most expensive ecological restoration initiative in the river's history. The Corps report recommends Congress authorize new 1,200-foot locks at Locks 20-25 on the Mississippi River and at Peoria and LaGrange on the Illinois River. It also suggests mooring facilities at seven locks, one of them Lock and Dam 14 in LeClaire, Iowa. The new locks would cost \$1.46 billion, the bulk of an overall infrastructure price tag totaling \$2.3 billion. The Corps also recommends that Congress authorize a \$1.46 billion, 15-year plan to improve the river's ecosystem, part of a \$5.3 billion, 50-year strategy. The projects would include shoreline protection, restoration of backwaters and side channels, island building and floodplain restoration. The restoration funding could represent a major opportunity for RiverVision. The US Army Corps of Engineers, with a district office located on the Rock Island Arsenal, may also be willing to strategize with local officials about co-sponsoring improvements linked to larger or pending river-related projects.

At the federal level, Iowa and Illinois are uniquely positioned to capitalize on their willingness to cooperate on a joint vision for a shared riverfront on the Mississippi River. Four senators and their area congressional representatives can be positioned to extol their bi-state coordination and cooperation for the general improvement of citizens in two states. The RiverVision concept has the added attraction for congressional support and interest in that the project includes that western tip of the federally administered Rock Island Arsenal. Citizens from both Iowa and Illinois work at the Arsenal, further bridging the river to make the future of the island and the adjacent communities that much more a focus for the senators and congressional representatives.

The U.S Department of Defense Base Realignment and Closure process will likely resurface following the November 2004 presidential election or in early 2005, with the Rock Island Arsenal a possible candidate for closure. Though this is not the locally favored outcome, both Davenport and Rock Island, as well as the broader Quad Cities need to begin planning for the contingency that would position the Quad Cities to maximize the Rock Island Arsenal as a prime site for conversion of the island to balanced development and conservation. Forming an early joint state commission or at minimum, framework for cooperation, could provide the basis for moving quickly and decisively to shore up congressional support for future reuse.

If the community understands the economic benefits of RiverVision, necessary commitments will follow. The effort that has gone into RiverVision to date has defined the opportunities, the physical context and the priority projects. The experience of other successful community redevelopment programs highlights the importance of maximizing local leadership consensus and ensuring the necessary financial commitments for project implementation. To this end, the design team recommends the following actions to promote project implementation:

#### **Reinforce the Importance of Downtown Areas:**

The Cities should reinforce the local appreciation of the downtown economic role by summarizing existing downtown private and public investment, jobs generated by downtown, and total taxes paid from all downtown sources.

#### **Economic Summary Impacts for Specific RiverVision Projects:**

For each eventual RiverVision project, a summary of economic impacts should be provided, including revenue generated by construction jobs, income, and purchases, taxes from all sources, visitors attracted (if appropriate) and all related expenditures.

#### **Annual Report:**

As part of the ongoing downtown and riverfront program, an annual report should provide summary estimates of the economic benefits of community program and events.

By clearly communicating the economic benefits of RiverVision, Davenport and Rock Island can encourage the community to support and invest in RiverVision.

# APPENDIX

4:1	ERA PRELIMINARY ECONOMIC REPORT	p.47
4:2	PHASE 1 PUBLIC COMMENTS	p.55
4:3	PHASE 2 PUBLIC COMMENTS	p.59

## Rock Island / Davenport Riverfront Districts

### *Economics Research Associates (ERA) – Market Overview*

**Introduction** – ERA’s initial function as part of the RiverVision project was to provide an overview of current real estate market conditions and a general assessment of the existing development environment. The market analysis was from the perspective of a private investor / developer and reflects available local data and our experience with comparable programs. ERA’s initial conclusions, which will be refined as priority concepts are identified, can be summarized as follows:

1. Both cities are reasonably stable in terms of demographics and income, but are probably not on the radar screen of Midwest developers looking for major commercial or innovative urban project opportunities. The local scale of upper income “empty nester” households (i.e. in their late 50’s and young professionals without children) is modest.
2. Both riverfront areas are relatively devoid of any serious development issues. Davenport has the obvious flooding issue but has accomplished a number of recent projects contributing to an expanding riverfront destination.
3. Recent downtown development activities in Rock Island and Davenport coming online will contribute to new urbanism potential. An important consideration will be the possible casino program and facility changes currently under discussion in both cities.
4. Based on our interviews local developers will probably need expanded incentives and support if their contribution to riverfront development is going to be accelerated. For example, a priority development area for many downtowns is upscale residential development, which creates a more active 18-hour 7-day environment. Initial projects have a risk factor that requires more developer equity and often delays or minimizes the urban residential process.
5. Negative issues, especially larger vacant and/or underutilized buildings are a development constraint (or opportunity?). In ERA’s experience, successful adaptive reuse is a complicated and often expensive process.
6. Current RiverVision program efforts should identify and preserve key future potential opportunity sites. Current land use planning and design strategies should also consider their market implications for these key sites. Creating an active, attractive urban riverfront environment and providing well-located sites with flexible financing is a key way to reduce developer risk constraints.

## Riverfront Program Considerations

From a market perspective, ERA suggests the following Riverfront development program considerations:

1. **Regional Draw** – The riverfront areas are obvious market opportunity areas to facilitate expanded diversified attractions capable of providing the “urban place” for the 700,000 people that live within a one-hour (i.e. 50-mile) drive. Riverfront districts can provide a unique setting to facilitate activities and develop attractions that serve to introduce regional residents to the downtowns and their amenities. As in other cities, viable downtowns serve to maximize existing business and property potential, create the urban environment critical to attracting and retaining a professional labor force as well as function as a quality of life and economic asset for all residents. In ERA’s opinion both cities have a considerable existing investment in their downtowns, unique riverfront environments to maximize and the potential to compete for significant regional entertainment expenditures and potential urban housing markets.
2. **Opportunity Sites** – Current planning efforts should identify and preserve key future potential opportunity sites. Initial priority sites should reflect immediate compatible land uses, river views and proximity to attractions and event activities. ERA will provide input on the ongoing park and development design process. Current recreational, park and linkage planning as well as design strategies should consider their market implications for these key sites. Note that this does not preclude interim uses (i.e. market areas, outdoor events, parking, etc.)
3. **Phasing** – Phasing of both public as well as private development activity will obviously depend on a wide range of policy, physical and market considerations. To the extent key projects (in terms of function, scale, visibility, etc.) can be successfully developed, the overall RiverVision process will be implemented.

As the critical overall RiverVision plan emerges, ERA will continue to contribute market development considerations to assist in defining priority projects.

**Market Overview**

Economics Research Associates (ERA) initial economic analysis of the Rock Island and Davenport downtown areas in general, and the riverfront areas in particular, included:

- Initial review and assessment of existing data
- Interviews with local City officials
- Interviews with development and real estate representatives
- Initial field assessments of both districts

Based on ERA’s considerable experience with comparable riverfront redevelopment programs, we offer the following initial market overview to assist the ongoing project team effort.

**Demographics**

ERA’s overview assessment of Rock Island and Davenport population demographics did not reveal any significant opportunities or issues from a real estate development perspective.

Demographic Component	Rock Island	Davenport
1990 Population	43,768	95,333
2000 Population	40,552	98,359
Change	- 868	+3,026

**Note:** During this decade Iowa’s population grew by 5% and Illinois 9% while Rock Island lost 2% and Davenport grew by 3%.

Demographic Component	Rock Island	Davenport
1990 Household Income	\$24,131	\$26,218
2000 Household Income	\$34,729	\$37,242
Change	\$10,598	\$11,024

**Note:** During this decade Iowa’s household income increased by \$13,240 and Illinois by \$14,338.

A general review of census data indicates both cities have a considerable number of people (but limited growth) in the demographic segments (A. + B.) that are generally considered priority markets for downtown residential development:

Segment	Rock Island	Davenport
<b>A. Young People (20 – 24)</b>		
1990	3,122	7,563
2000	3,210	7,655
<b>B. Empty Nesters (60 +)</b>		
1990	8,944	16,269
2000	7,676	15,439
<b>C. College Graduates</b>		
1990	4,103	11,905
2000	4,315	13,417
<b>D. Upper Income (50,000 +)</b>		
1990	2,445	6,809
2000	4,721	13,989

ERA’s interviews with planning and economic development decision-makers did not reveal any significant trends or activities that would have development near-term significant implications for the downtown areas.

**Demographic Component – The Downtown Areas**

Basic consensus data for the two cities did not show any major population change in the downtown areas.

Demographic Component	Rock Island	Davenport
Downtown Population 1990	1,900	6,822
Downtown Population 2000	1,888	7,552
Change	-12	730

ERA also did a quick assessment of census data reflecting downtown employment:

Segment	Rock Island	Davenport
<b>A. Young People (20 – 24)</b>		
1990	158	726
2000	148	701
<b>B. Empty Nesters (60 +)</b>		
1990	423	917
2000	374	1,013
<b>C. College Graduates</b>		
1990	43	257
2000	76	376
<b>D. Upper Income (50,000+)</b>		
1990	43	119
2000	75	453

Downtown Employment Categories:

Segment	Rock Island	Davenport
Total Employment 1990	534	2,419
Total Employment 2000	638	2,851
<b>(Key) Categories</b>		
<b>Management Professional &amp; Related</b>		
1990	57	232
2000	117	448
<b>Sales &amp; Office</b>		
1990	56	514
2000	101	739
<b>Service</b>		
1990	208	612
2000	170	668

As was the case with the overall demographics (i.e. population growth and income) the downtown data especially implies a stable urban environment.

**Priority Market Considerations**

ERA's analysis suggests several initial general market considerations for the project team's assessment process:

**Development Perceptions**

1. The local demographics (i.e. population growth, number of young professionals, income levels, etc.) will generally not generate significant interest from the larger regional outside developers/investors assessing opportunity markets. In many respects, this region is still perceived as a manufacturing region. Interviews indicate that current downtown developers are primarily local and possibly over cautious based on recent experience (i.e. mention of real estate downtown in 1980's) and their current willingness to invest or financial capacity.
2. Both cities have ongoing downtown revitalization programs as well as recent successful development projects. Of special note is Davenport's new art museum, which should contribute to the downtown ability to attract new visitors. Although these projects are relatively impressive by local standards and are certainly changing the downtown environment, to date they have not triggered significant related upscale housing expansion. Both downtowns lack direct access to regional business centers or the interstate highway system.
3. In recent years one common private sector indicator of downtown success as an urban center has been the development of upscale, high-rise residential projects. These projects generally reflect the fact that the downtown has interesting, safe environments and are close to amenities and/or employment opportunities. This has yet to occur in the subject downtown areas. The initial market issues indicated in ERA's interviews include:
  - a. Perceptions or the reality of continued business out migration from both downtowns including corporate and retail facilities.
  - b. Downtown business space costs in Davenport are reportedly not considered to be competitive when parking costs are factored in. Suburban locations with related amenities and competitive or even lower costs are generally considered better locations than downtown.
  - c. Real estate practitioners view downtown residential development as an opportunity area, especially if a more aggressive public sector program (i.e. incentives, parking, etc.) evolves to minimize investment cost and risk.

- d. Expanded downtown residential development will require retail support amenities including food and drug stores.
- e. Parking issues including cost and policy, especially in Davenport, were often mentioned but there was no consensus on possible solutions.
- f. Both cities have perceived barriers between existing downtown activity areas and the river.
- g. Several large underutilized structures and land areas were identified as major downtown problems and/or opportunities.
- h. Both cities have underutilized land areas surrounding their downtowns.
- i. Consideration should be given to project concepts that help these two downtown areas expand their role as the region's urban place.

ERA will continue our interaction with the local development community as specific project concepts evolve from the RiverVision program. ERA's interviews generally revealed a high level of interest in downtown but somewhat limited confidence in near-term development potential. In specific instances developer and investor participation in the RiverVision program could be a two way process with the team obtaining essential local input and the development community gaining knowledge, and confidence in the program opportunities.

#### Residential Development Activity

Although available data is not in an ideal format for evaluating downtown real estate potential, ERA considers the following information to be relevant:

1. Davenport has added an average of approximately 240 new housing units per year over the past decade with an average volume in the \$130,000 range. It must be noted that Davenport has very attractive, well-served non-downtown neighborhoods.
2. Rock Island has averaged 30 to 50 new units per year with an average price in the \$140,000 range. Interviews indicate that approximately 100 apartments have been recently successfully added to the downtown market. This is reasonably impressive for a City of 40,000.

Both cities are currently exploring the concept of downtown urban housing although at a relatively modest scale. ERA's experience is that success with urban housing in cities similar to Davenport and Rock Island will continue to be a complicated and localized process.

Typical assets that drive the successful urban housing projects include:

- A downtown professional employment base including business, medical, academic, etc.
- Upscale urban attractions including entertainment, sports, etc., and necessary residential amenities.
- Attractive, well-located buildings to facilitate initial, inexpensive reuse housing (i.e. historic district, adaptive reuse of warehouse or industrial space).
- Prime sites in terms of adjacent amenities and activities as well as river views to facilitate upscale new residential development.
- An educated upper income young professional population.
- Innovative developers and architects.
- Public support to create a favorable environment, development sites, minimize investment risk, etc.

As this process proceeds, local decision-makers will need to balance downtown housing objectives with these market considerations and weigh options to overcome local constraints.

#### Downtown Non-Residential Development

##### Davenport

1. Davenport has provided information on recent and current downtown development projects. Depending upon the data used, the total investment exceeds \$250 million dollars of which the majority (68%) is indicated to be private capital. Note that limited Class A office space exists in the downtown area. Rumors of a significant new project were mentioned.
2. To date the Davenport program has had limited focus on the potential riverfront asset. ERA suspects this is primarily due to the traditional flooding issue and the fact that the market has not justified (to this point) the cost necessary to build in a flood area.
3. In addition to the potential casino hotel project, entertainment and recreation opportunities are potential near-term development areas for the downtown Davenport riverfront. An expanded festival event calendar could serve to introduce area residents to the river asset and recent downtown development activity.

**Rock Island**

1. Rock Island appears to have some excellent downtown and riverfront sites for potential development. The recent dining and entertainment development and well-organized District program assures ongoing local downtown activity. Limited downtown Class A office rental space exists.
2. Overall market dynamics and ERA's initial interviews did not reveal any obvious commercial development opportunities. Decisions regarding Jumers (a recent press release stated the casino is planning to relocate in the next 2 – 3 years) and the future of the Armory will have a direct impact on near-term non-residential commercial development.

Based on ERA's experience, the Modern Woodmen of America organization would be an excellent partner for the waterfront development process. They have a major investment to protect and enhance and parking capacity that offers weekend and evening opportunity for joint use. ERA understands that MWA has some involvement in the Clipper Condos development. This positive start could be parlayed into additional development opportunities to benefit both MWA and Rock Island.

The following tables summarize available data on developments in both cities over the last couple of years by type, size and investment sum in both cities.

**Summary of Downtown Development Projects**

**Rock Island**

Residential

Year/Project	Rental		Ownership	
	Market Rate	Affordable	Market Rate	Affordable
<b>2001</b>				
Goldman	8	20		
<b>2002</b>				
Renaissance	8	16		
<b>2003</b>				
Clipper			7	2
Shields	4			
<b>2004</b>				
Sala	8	25		
Le Figaro	4			
Bowlby			2	
<b>2005</b>				
McKesson			21	7
Voss	9	26		
<b>Total</b>	<b>41</b>	<b>87</b>	<b>30</b>	<b>9</b>

*Source: Rock Island Renaissance*

Social Services (2002 – 2004)

Project	Square Feet	Investment
Robert Young Mental Health	30,000	\$3,000,000
Christian Family Care	8,000	\$750,000
Rock Island Housing Authority	10,000	\$1,250,000
<b>Total</b>	<b>48,000</b>	<b>\$5,000,000</b>

*Source: Rock Island Renaissance*

## Summary of Downtown Development Projects

## Rock Island cont.

Office (2002 – 2004)

Project	Square Feet	Investment
Illinois Casualty Co.	30,000	\$3,500,000
dphilms	15,000	\$500,000
JTM Concepts	12,500	\$500,000
MWA Home Office	120,000	\$20,000,000
MWA National City Bank Building	25,000	\$3,000,000
RNA Home Office	60,000	\$4,500,000
Paddock Building	30,000	\$3,000,000
Federal Building	50,000	\$2,000,000
<b>Total</b>	<b>342,500</b>	<b>\$37,000,000</b>

Source: Rock Island Renaissance

Retail/Services (2002 – 2004)

Project	Square Feet	Investment
Kai's Place	10,000	\$500,000
Old Synagogue	4,000	\$400,000
Cup A Jo	3,000	\$250,000
JR's	8,000	\$250,000
McDonald Station	4,000	\$1,000,000
Morris Improvement	3,000	\$250,000
Hungry Hobo Office	6,000	\$250,000
Subway	2,000	\$250,000
MWA Bank	1,500	\$300,000
Mama Compton's	2,000	\$100,000
<b>Total</b>	<b>43,5000</b>	<b>\$3,550,000</b>

Source: Rock Island Renaissance

## Summary of Downtown Development Projects

## Davenport

Project	Investment	
	Public	Private
Streetscape/Beautification		\$1,400,000
Junior Achievement Center Building	\$84,000	\$1,150,000
German American Heritage Loan/Grant	\$200,000	\$2,093,000
Davenport Public Library	\$287,000	\$1,300,000
Berg Apartments (two buildings)	\$118,000	\$1,000,000
Dalton's		\$238,000
427 Pershing		\$550,000
W.G. Block		\$2,225,000
Amazon Vinegar and Pickling Works		\$500,000
Wells Fargo drive-in facility		\$600,000
Langwith Building demolition and lot construction	\$540,000	
Salvation Army Store		\$500,000
Scott County	\$583,000	
Centennial Park Phase II (to be completed in spring 2001)	\$1,605,000	
Palmer Chiropractic University		\$4,500,000
<b>Total</b>	<b>\$3,478,000</b>	<b>\$16,056,000</b>

Source: City of Davenport; Davenport One

Project	Investment	
	Public	Private
Planned		
218 Harrison (Projected)	\$40,000	\$112,000
John O'Donnell (current budget)	\$3,100,000	\$5,475,000
Parking Ramp (current budget)	\$4,960,000	\$3,250,000
Ranzow Building (completed and planned)	\$29,500	\$160,000
Judy's Antiques	Pending	\$1,250,000
County	\$6,850,000	
RiverCenter Exhibition Plaza	\$150,000	\$150,000
DMA (current projected)	\$3,000,000	\$16,600,000
Woebler Carriage Works (stone building)	\$40,000	\$80,000
Roberts-Jacobson Building		\$750,000
<b>Total</b>	<b>\$18,169,500</b>	<b>\$27,827,000</b>

Source: City of Davenport; Davenport One

**Building Permits**

**Rock Island**

Single Family, including Condos			
Calendar Year	# of Units	Value \$	Average Value \$
1992	17	\$1,790,373	\$105,316
1993	21	\$3,333,157	\$158,722
1994	15	\$1,439,880	\$95,992
1995	21	\$2,261,968	\$107,713
1996	13	\$1,705,554	\$131,196
1997	16	\$1,535,918	\$95,995
1998	17	\$1,978,800	\$116,400
1999	18	\$2,069,000	\$114,944
2000	18	\$3,660,644	\$203,369
2001	21	\$3,132,219	\$149,153
2002	16	\$2,975,350	\$185,959

Source: City of Rock Island

Multiple Family			
Calendar Year	# of Units	Value \$	Average Value \$
1992	0	\$0	\$0
1993	0	\$0	\$0
1994	0	\$0	\$0
1995	0	\$0	\$0
1996	36	\$6,001,500	\$166,708
1997	0	\$0	\$0
1998	0	\$0	\$0
1999	0	\$0	\$0
2000	52	\$6,500,000	\$125,000
2001	0	\$0	\$0
2002	0	\$0	\$0

Source: City of Rock Island

**Building Permits**

**Davenport**

New Residential			
Fiscal Year	# of Units	Value \$	Average Value \$
1992	168	\$18,115,434	\$107,830
1993	178	\$19,032,321	\$106,923
1994	184	\$21,452,211	\$116,588
1995	154	\$19,394,271	\$125,937
1996	148	\$18,421,268	\$124,468
1997	201	\$23,866,680	\$118,740
1998	211	\$26,666,024	\$126,379
1999	257	\$35,158,069	\$136,802
2000	216	\$40,094,362	\$185,622
2001	321	\$31,291,251	\$97,481
2002	358	\$34,764,057	\$97,106
2003	296	\$39,640,674	\$133,921

Source: City of Davenport

New Commercial			
Fiscal Year	# of Permits	Value \$	Average Value \$
1992	26	\$6,817,752	\$262,221
1993	30	\$14,403,332	\$480,111
1994	26	\$17,009,831	\$654,224
1995	44	\$40,293,531	\$915,762
1996	36	\$20,384,373	\$566,233
1997	41	\$32,005,556	\$780,623
1998	54	\$38,736,698	\$717,346
1999	49	\$29,457,692	\$601,177
2000	59	\$46,684,812	\$791,268
2001	44	\$26,144,040	\$594,183
2002	41	\$37,025,864	\$903,070
2003	26	\$29,334,511	\$1,128,250

Source: City of Davenport

### Building Permits

#### Davenport cont.

New Industrial			
Fiscal Year	# of Permits	Value \$	Average Value \$
1992	1	\$51,279	\$51,279
1993	0	\$0	\$0
1994	5	\$5,062,602	\$1,012,520
1995	4	\$1,090,070	\$272,518
1996	2	\$1,125,662	\$562,831
1997	2	\$2,858,706	\$1,429,353
1998	3	\$2,482,651	\$827,550
1999	1	\$10,600	\$10,600
2000	0	\$0	\$0
2001	1	\$4,500,000	\$4,500,000
2002	1	\$9,569,237	\$9,569,237
2003	0	\$0	\$0

*Source: City of Davenport*

#### Potential Project Issues

At this point in the project, ERA has initially identified several priority issues for the RiverVision consulting team process to consider:

- Major vacant buildings especially in Davenport create an obvious negative development image.
- The development community is hesitant and appears cautious with respect to near-term downtown development. In Davenport river view appears to be a clear priority over river attractions.
- Current private project development planning and incentive process are considered to be modest in scale.
- The parking issue is very “small town” in scope but apparently important, especially in Davenport. The issue involves prices, availability, policy, police enforcement, etc. ERA has been down this road and answers will be difficult, but necessary. One lesson learned is that if downtown is a desirable place to visit, parking issues generally diminish.

The waterfront in Rock Island has four significant project factors:

- Future of the casino, probable timing of the decision and resulting actions.
- Use of Armory building (i.e. market, physical condition, politics, linkage, etc.)
- Participation by the Modern Woodmen of America Company in riverfront program.
- Excellent sites currently available.

ERA’s experience does not suggest any immediate solutions to the goal of physically linking the two riverfront areas. The market questions (i.e. who, why, how many, at what cost, etc.) are obviously significant. This will obviously be a planning and public sector activity.

A program goal should include diversified attractions and events to provide an urban place for the 700,000 people that live within an one-hour drive (i.e. 50 miles) of the riverfronts.

## ***RiverVision: Public Comments***

### **Davenport, Iowa | Rock Island, Illinois**

The cities of Davenport and Rock Island are embarking on RiverVision, a long term planning effort to envision the future of their shared riverfront. The first in a series of public meetings about the project was held on December 4, 2003, at the RiverCenter in Davenport. After a brief presentation describing the scope of project, the public was invited to share their ideas and concerns for the future of the shared riverfront. The public comments were recorded and have been divided into seven broad categories. A synopsis of the comments is provided below and is followed by a detailed comment matrix.

#### ***Development:***

There is strong public interest in residential and mixed use development in the downtown areas and along the riverfront, recognizing that it will be necessary to support development with services such as grocery stores and drug stores. There is also strong interest in redeveloping historic buildings and removing industrial program from prime riverfront locations.

#### ***Icons and Attractions:***

The comments reflect a strong desire for a prominent visual icon or attraction on the riverfront. The attraction should resonate with a broad community, drawing both tourists and local residents of all ages to to the riverfront.

#### ***Transportation:***

There is strong public interest in improved mass transportation and connectivity between the two cities, ranging from improving pedestrian connections to water ferries and light rail connections.

#### ***Parks and Ecology:***

The public identified Centennial and Cresecent Parks in Davenport as major opportunities for further park development and the railyards in Rock Island as future park opportunities. There is very strong interest in protecting eagle habitat and providing opportunities for eagle viewing.

#### ***Mississippi River Issues and Floods:***

The comments indicate that it is critical to the public to protect river views in Davenport and to create river views in Rock Island. There is a strong desire to allow people to connect physically with the river. Flooding is viewed as a major concern in Davenport, but also as a unique characteristic of the city that should be leveraged. Overall, the comments expressed that the two cities' proximity to the river is a great strength.

#### ***Recreation:***

The public identified many opportunities for additional recreation facilities at Centennial Park in Davenport. Year round use is important to many residents.

#### ***Public Opinion - RiverVision:***

The public observed that Davenport and Rock Island are characterized by unique themes and relationships with the river's edge. Rock Island brings urban development to the river's edge, while Davenport's downtown is set back from the river, with parks and recreation facilities at the river's edge. There is strong public interest in strengthening and emphasizing the unique qualities of both cities. The public expressed concern about obtaining the necessary funding for RiverVision as well as concern regarding community cooperation, involvement, and ability to come to consensus. The public also expressed enthusiasm and support for RiverVision.



<b>Development Opportunities</b>	<b>363</b>
Encourage residential development	19
Encourage mixed use development	19
Redevelop historic buildings	17
Industry should be removed from riverfront	16
Need for grocery, drug store to support housing	14
Residential Development @ former railyards	13
Move the casinos	13
Identify prime development opportunities & feasibility	12
Create a new hotel(s) with river views	12
Need more residential development	11
Retail/Shopping: need more retail	11
Industry: Area needs more jobs	11
Retail/Shopping: Need more restaurants and bars	10
Residential Development @ Crescent Park	9
Redevelopment: Miscellaneous	9
Downtown: Crime is a problem	8
Provide public access to green space and river	8
Residential development along the river	7
Mixed Use Development: @ Centennial Park	7
Don't move the casinos	7
Improve/Expand Farmer's Market @ JOD	6
Sprawl is a problem/issue to be addressed	6
Develop Davenport's Main Street	5
Better utilize/expand convention centers	5
Good that cities own public space along the river	5
Museum, Amphitheater @ Arsenal Island	5
Casino: Move the Davenport Casino	5
Development: Zoning is a concern/potential issue	5
Develop Downtown: Bucktown	4
Residential Development: @ Centennial Park	4
Retail/Shopping: Retail/Mall @ Armory	4
Taxes: Use taxes strategically	4
Public Space Miscellaneous	4
Downtown: Need more theaters	3
Development: Focus on services - light commercial	3
Residential Development: There is enough	3
Residential Development: Infill @ Old Chicago	3
Riverfront should remain a working riverfront	3
Encourage Downtown redevelopment	3
Demolish historic properties	3

Development @ Armory: Mixed Use	3
Development @ Armory: Reclaim as Public Space	3
Move the Rock Island casino	3
Develop Downtown: Infill the Village Area	2
Downtown Miscellaneous	2
Development: Public development is a good thing	2
Development: Relocate businesses	2
Residential Development @ Builder's/Block	2
Do not want residential development @ Crescent Park	2
Residential Development @ Illinois Oil site	2
Residential Development @ Lots B & C	2
Residential Development: No housing in flood plain	2
Retail/Shopping: River Mall	2
Distinguish between casino hotel and family hotel	2
Mixed Use Development @ Railyards	2
Develop Downtown: Arts Corridor	1
Develop Downtown: The District	1
Downtown: CBDs on rebound in both cities	1
Development: Private development in railyards	1
Focus new development at water's edge	1
Residential Development @ Downtown	1
Consider mix of greenspace and housing	1
Retail/Shopping @ Centennial Park	1
No new hotels along river	1
Mixed Use Development @ Builder's	1
Mixed Use Development @ Downtown	1
Mixed Use Development @ Jomers	1
Development @ Armory: Boat ramp	1
Development @ Armory: Festival Space	1

<b>Icons and Attractions</b>	<b>270</b>
Develop/Highlight Historical Attractions	25
Improve boat access & marina facilities	23
Improved/Expanded entertainment facilities	19
Attract young people	19
Festivals	17
Cultural Activities/Arts	16
Pier	15
New pedestrian bridge over river	14
More Restaurants	13
Amphitheater	10
Botanical Center - Improve/Expand	10
Need major feature/icon to draw people to the area	8
Amusement Park	8
New educational institutions/opportunities	7
Ferris Wheel	7
Light existing prominent structures (coastline, dam)	7
Look at precedents	7
Tunnel under Mississippi	7
Aquarium	6
Boardwalk	6
Draw people to the river with world-class attraction	5
Family oriented activities	5
Canals through downtown	4
Arboretum	3
Establish gateways at city entrances	3
Keep Grain Elevators	2
Tours of Lock & Dam 15	2
River Promenade	1
Pneumatic tube	1

Appendix

<b>Transportation</b>	<b>233</b>
Water Ferry	28
Consider alternatives: gondolas, trolleys, etc.	22
Light rail system to connect cities	21
Improve access to river	16
Improve boat access to river	16
Rail yards provide development opportunities	14
Need more public mass transit	12
Make area more pedestrian friendly	11
Eliminate one-way streets from Downtowns	11
Rail roads are an obstacle	9
There are many parking obstacles	8
Expand on success of bike trails	8
Expand trail systems	8
Improve access to downtowns	7
Replace surface parking along river with ramps	7
Traffic: many perceived traffic obstacles	6
Improve mass transit connections between cities	5
Improve Connectivity Miscellaneous	5
Make Crescent Bridge pedestrian	5
Improve access to park areas	3
Emphasize visual connections between cities	3
Improve highway/downtown connections	2
Pedestrian access to Lock & Dam 15	2
Re-route heavy traffic out of Downtown	2
Improve access to neighborhoods	1
Improve special needs access to water	1

<b>Parks &amp; Ecology</b>	<b>152</b>
Centennial Park: Recreation/Sports Centers	22
Ecology: Eagle Observation and Protection	18
Crescent Park: Ecological Park	11
Character: Miscellaneous park program	10
RI: Make rails into parks & improve river connectivity	8
Centennial Park: Green Space	6
LeClaire Park: Don't change LeClaire Park	6
Centennial: Cultural Attractions, Museums & Events	5
Crescent Park: Bring water into Crescecent Park	5
RI Parks: Reclaim Armory as river park	5
Ecology: Maintain/Improve/Add wetlands	5
LeClaire Park: Improve and expand	4
LeClaire Park: Don't change bandshell	4
New park character should be passive	4
Crescent Park: Green Park	3
LeClaire Park: Re-orient bandshell	3
RI Parks: Green along riverfront	3
Ecology: Introduce prairie grasses	3
Centennial: Open Space - Fairs, Festivals, Concerts	2
Crescent Park: Problems - city dump, inaccessible	2
Crescent Park: Mixed recreation and housing	2
Crescent Park: Skate Park	2
LeClaire Park: Focus on public use	2
RI Parks: Improve North Garden	2
New park character should be active and passive	2
Look at park precedents	2
Ecology: Brownfields are a challenge	2
Crescent Park: Children's Park	1
LeClaire Park: Art	1
LeClaire Park: Casino has too much influence	1
LeClaire Park: Have formal character	1
LeClaire Park: Add fountains	1
LeClaire Park: Add outdoor patio and jazz clubs	1
LeClaire Park: Improve lighting/safety	1
LeClaire Park: Mixed Use	1
RI Parks: Green Children's Garden	1

<b>Mississippi River Issues &amp; Floods</b>	<b>121</b>
Views: Protect Davenport river views	44
Flood: Flooding is a problem/issue to be dealt with	20
River: Connect people to and in the water	17
Views: Rock Island needs river views	15
Consider alternative flood management in Davenport	11
River: River is a strength	6
Flood: RI floodwall is a problem	3
Flood: Make flood areas recreation	2
Flood: Elevate areas out of floodplain	1
Improve accessibility to JOD during flood	1
River: Width of river is a problem	1

<b>Recreation</b>	<b>97</b>
Beach	16
Recreation @ Centennial Park	12
Year round use is important	11
RV Park/Campgrounds	8
Swimming Pool/Aquatics	7
Ballpark (make multi-use)	6
Skating	6
More recreation/sports facilities	5
Recreation @ Riverfront	4
Soccer	4
More space for football, possibly another stadium	3
Basketball	2
Fishing	2
Skateboarding	2
YMCA/YWCA	2
Multiple recreation types	2
Need more restroom facilities	2
Recreation @ Government Bridge	1
NASCAR Track	1
Boat Races	1

<b>Public Opinion: RiverVision</b>	<b>75</b>
Funding: Where is it coming from?	24
Community involvement, cooperation, & consensus	15
Enthusiasm and support for RiverVision	14
Lack of consensus and support will be a problem	9
Strengthen & emphasize unique themes of 2 cities	4
City Miscellaneous	4
Funding: Need bi-state and Congressional support	3
Look at the entire Quad Cities Area	1
Keep the community updated on RiverVision	1



**RIVERVISION  
PUBLIC MEETING  
MARCH 2, 2004  
WEBSITE OVERALL COMMENT SUMMARY**

Overall, the combined Rock Island and Davenport public group was receptive to the concepts presented to them. There was **consensus** on the following items:

- Integrate parking into the plan. Parking must sustain existing events and festivals as well as respond to new residential, commercial and recreational activities.
- Integrate existing features and activities into the plan (Figge, Botanical Center) and create more of a 'connection' to these events and existing icons.
- Development of a major icon is still missing. Some suggested large water features (fountains), some liked Ferris wheels, some disliked Ferris wheels, but overall there is still the need for significant identification on both sides of the river.
- The piers and ideas of piers were well received. The support for different locations and elevation of piers varied in opinion from group to group.
- Overall, the group would like to see more interaction with 'the water', be it boating ramps, boat dock areas, restaurants accessible by boat, etc.
- Most of the attendees felt strongly that pedestrian and bicycle connections need to be improved upon between the two cities. Still a need for an additional 'connection' between RI and Davenport.
- Group participants expressed the desire to have the area usable 12 months out of the year and used after work hours.
- Lighting and lighting design were identified as a significant need for the project. Lighting on the bridge, lighting of the area and perhaps lighting as 'the icon'.
- Most of the group agreed there needs to be some kind of continuous transportation between the 2 cities, light speed rail, bus, channel cat, ferry, shuttle that can be accessed at many locations in both cities.
- The idea of an aquarium in the concept(s) was mentioned by 2-3 groups.
- There was suggestion of a regional outdoor amphitheater, larger than the bandshell area in Davenport.
- Make sure support services (restrooms, maintenance areas, etc.) are included in the planning.
- There was an acknowledgement that housing on the Rock Island side at the river was in demand, but that the balance of development and open space had yet to be arrived at.

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The participants **differed** on the following components of the concepts:

- Half of the participants would like to see the Armory rehabilitated and put to use as a hotel, restaurant, mixed use, recreation area. Half of the participants would like to see the Armory building leveled in order to increase visibility and accessibility to the river.
- The group was split on the use of Crescent park as 'developed' or 'naturalized'.
- One group felt Crescent Park was too isolated and dangerous to develop.
- Some like the idea of housing on the river. Some thought that housing on the river would not be attractive to the public as it was too visually prominent a location for residents to live, and so became a question of balancing privacy with public use.
- Many groups mentioned a 'Navy Pier' atmosphere and wanted an amusement park setting. Other groups were not favorable to this idea and wished for a more 'subtle' leisure atmosphere.
- One group was opposed to organized recreation/playing fields in the Davenport area due to flooding, parking needs and possible intrusive 'fencing'.
- Some wanted to maintain a 'historical' presence in both areas, others wanted to start fresh and not save every old building in disrepair.
- Some felt areas needed names (aka the District); others were opposed to the idea.
- While many liked the idea of lots of green space on both sides, many felt there needed to be more opportunity for commercial development in order to build up the tax base. A place for businesses as well as residents and visitors.