

APPENDIX C IMPLEMENTATION OF THE TARGETED INFILL DEVELOPMENT PROGRAM

The Targeted Infill Development Areas (TIDAS) Program should be implemented with a funding source to provide incentives for orderly development within the targeted areas. The recommended funding source is an additional \$100,000 in the Capital Improvements Plan (CIP) General Obligation Bond (GOB) Development. If the water main rebate program is ended as proposed on page 73, then the money saved could provide additional funding for the Targeted Infill program. Proposals for the targeted areas would be evaluated using the Infill Incentives Guidelines (similar to those used in the existing Industrial Incentives Program) and awarded based on evaluation of the proposal. For this program, however, developers rather than property owners would be contacted and invited to participate. This is necessary because individual property owners are generally not able assemble the land required for orderly development.

Because of the limited amount of funding being proposed at this point, first priority for City funding provided under this program should be for the most vital collector and/or arterial links within each infill area. Only after those connections are made should these funds be used for other purposes within the infill areas. (Qualifying streets are listed in the description of each infill area below.)

In addition to proposed streets in the infill planning areas, topography should be examined in each area to identify macro stormwater management locations. As is the case with major street construction, the impact of stormwater management frequently extends beyond the bounds of a single development. By identifying these locations, the City will be better able to protect them as development occurs within each infill area.

Targeted Infill Development Areas Program Process

- ▶ Obtain approval of the General Obligation Bond Referendum.
- ▶ Prepare a list of major developers in the Rockford area who have developed at least 50 acres of land during the last 10 years, and at least 1 development of 10 or more acres during that time.
- ▶ Send each developer on the list a copy of the “Targeted Infill Development Areas” information contained on the following pages (or a newer revision of such information) with a cover letter inviting them to an informational meeting at which City staff would explain the program.
- ▶ At the developer meeting, review the Targeted Infill Development Areas and ask them to submit a letter and list of TIDAs for which they are interested in attempting to develop. The letter and list must be submitted by a specific deadline. Inform the developers at the meeting and in the letter that a lottery will be held for each area.
- ▶ After the deadline has passed, a lottery will be conducted for each TIDA with more than one interested developer.
- ▶ The “winning” developers will be asked to prepare a development proposal and request for construction of a minimum of 350 feet of public streets.
 - ▶ The proposal must include the assembly of a minimum of 10 acres of land and construction of at least 350 feet of public streets.
 - ▶ The proposal must be consistent with the “Proposed Street and Land Use” map for the area included in this Plan.
 - ▶ City participation will be a maximum of 50% of the street construction costs.
 - ▶ The specific proposed use of the land and zoning required must be identified, including an estimate of retail sales tax and property taxes resulting after development is complete.

- ▶ After the deadline for proposals has passed, City staff will evaluate the proposals based on the above guidelines, the proposal's relative likeliness to follow the overall design plan, and the benefit to the neighborhood as a whole. Staff will select the best proposal based on these ideas.

AREA 1

Size Approximately 87 acres

Boundaries (general)

- ▶ North: Alma Drive
- ▶ East: South Mulford Road
- ▶ South: Newburg Road
- ▶ West: Phelps Avenue

General description

Major development issues for this area are the long, narrow lots that only have access to either South Mulford Road or Newburg Road, and the lack of streets to serve the interior of the area. Parcels in this area are owned by several owners, with no large tracts of land for large development potential. Development here will be challenging because of the different owners and the alignment of the proposed street system. However, because of Mulford Road's status as a major roadway within the City, this corridor should have considerable development potential once sufficient access and internal circulation are provided.

Map 1 (existing public utilities and zoning)

- ▶ Area is surrounded by sewer and water, but will probably require some extensions to achieve full development.
- ▶ Zoning is mostly R-1, Single-Family Residential, with a few lots of C-1, Limited Office District, and one large lot of R-2, Two-Family Residential.

Map 2 (existing land use)

Predominant uses are single-family residential and agriculture, but also include a church, a few low-impact commercial uses, and some vacant parcels.

Map 3 (proposed street system and land use)

A roadway plan has been designed so existing streets to the east will be extended through this area and match up with existing streets to the west. Direct access to Mulford Road will be restricted to the proposed public streets (Conrad Avenue and Orchard Avenue extended). This will allow for development to occur on the interior of this area as well as along Mulford Road without jeopardizing the ability of Mulford Road to function as a major roadway. The uses in this area are designed to be commercial along the Mulford Road corridor, buffered by multifamily residential, duplexes and then single-family residential. This land use plan will make a good transition from the proposed new commercial uses to the existing single-family residences along Phelps Avenue and Newburg Road.

Priority street construction: Extension of Laurel Cherry Road from South Mulford Road to Orchard Avenue.

AREA 2

Size Approximately 76 acres

Boundaries (general)

North: East Riverside Boulevard

East: Mackinaw Trail

South: Crested Butte Trail

West: North Alpine Road

General description

Area 2 includes a mix of commercial and all types of residential uses (single-family, duplex and multifamily). It has much potential due to its high visibility along two of Rockford's most heavily traveled streets, East Riverside Boulevard and North Alpine Road. However, much of the property that has frontage on either of these two streets has remained vacant. Some of the properties are long, narrow farmettes created in a subdivision several decades ago. Some of the other vacant property was an orchard at one time, and other parcels are deep and narrow with steep grades, making them difficult to develop. Access to the properties in this area is a problem, particularly the ability of the properties to receive customers coming from either direction, not just right/in, right/out, as well as the ability to access buildings at the rear of the long and narrow lots.

Map 1 (existing public utilities and zoning)

- ▶ Area has access to both sewer and water, and will probably require extensions for both.
- ▶ Most of the land is zoned R-3, Multifamily Residential, with a few pockets of commercial and varying types of residential zoning.

Map 2 (existing land use)

About half of the land in the area is vacant, with the rest used as multifamily residential, single-family residential and some commercial.

Map 3 (proposed street system and land use)

Implementation of the proposed street design will be the key to successful infill development in this area. This plan proposes the connection of Hiatt Drive to Charing Drive to provide access to the interior and rear of the long and narrow lots that separate these streets. It also proposes construction of three new streets — one to connect Sage Drive to Siseman Road on the west side of North Alpine Road (the signalized entrance to Wal-Mart from Alpine Road), one to connect East Riverside Boulevard to Dynasty Lane, and one to connect Hiatt Drive to Charing Drive. The last could result in realigning Hiatt Drive so that it matches up with the entrance to Cub Foods on the north side of Riverside with the possibility of making this a signalized intersection. These streets were designed to provide full access to the properties that have frontage along either Alpine or Riverside by means of a rear entrance, as well as to provide access to the internal lots to make those properties more developable. At the same time, this design protects the integrity of both East Riverside Boulevard and North Alpine Road as major roadways by limiting the number of new intersections with each of these roads. The proposed uses will be commercial along Alpine and Riverside, with multifamily residential to fill in the remaining vacant area.

Priority street construction: Extension of Charing Drive to Hiatt Drive and realignment of Hiatt with the entrance to Cub Foods to the north.

AREA 3

Size Roughly 717 acres

Boundaries (general)

- ▶ North: Railroads
- ▶ East: South Alpine Road
- ▶ South: Sandy Hollow Road
- ▶ West: 20th Street

General description

Most of the vacant land in this area is not accessible because of the absence of a through roadway system. This is despite the fact that the area is bordered on three sides by major roadways (20th Street, Sandy Hollow Road and South Alpine Road). There are two primary reasons for this lack of good circulation — the presence of two rail lines with no street crossings on the northern border of Area 3, and premature and inappropriate development, especially in the northwest corner of the area. A mixture of small lot single-family residential development, initially on private well and septic systems, with a variety of industrial uses discouraged further development to the east of 24th Street, while an unused NiGas facility blocks both development and circulation within the area. Compounding all of this is the fact that all of Area 3 is in the Superfund Study Area with about 15% of it in the actual Superfund Site. This poses special difficulties for this area that are not present in the other proposed infill areas, but may also present special opportunities as well because of the variety of programs available for Superfund properties.

Map 1 (existing public utilities, zoning and City limits)

- ▶ The largest part of the area in need of infill is in the County and would require annexation for City water.
- ▶ The infill area abutting the railroad has sewer lines running east-west for the entire property. The other County area would require both sewer and water extensions, but they are both accessible.
- ▶ The County land is zoned IG, General Industrial, and AG, Agricultural, and is underused. The remaining land has several different types of zoning, ranging from Rural Estate Residential (for the Sandy Hollow Golf Course) to R-3 Multifamily Residential, and from Commercial to Industrial.

Map 2 (existing land use)

Like the zoning of these areas, existing uses are diverse and include Pine Manor Park, Sandy Hollow Golf Course, single- and multifamily residential, commercial, industrial and even medical offices. The majority is either vacant or used by single-family residences or the golf course.

Map 3 (proposed street system and land use)

The land along the south side of the railroad and adjacent to existing industrial uses is proposed to be developed as industrial with an east-west road providing access to both 20th Street and to South Alpine Road, as well as connecting up with existing stub streets. The general industrial uses will, for the most part, be transitioned with light industrial and/or office uses to the existing single-family residences. The other vacant areas are proposed to be mostly single-family residential with a portion of multifamily residential between the golf course and existing multifamily development. A few other pockets of commercial development are also proposed along South Alpine Road and along 20th Street. These infill areas all lack a sufficient road system but will have access to stub streets that should be continued when the land is subdivided. North-south access is severely limited by the two rail lines forming the north border of this area.

Priority street construction: Realign O'Connell Street with American Road to the east and construct new road connecting it to Reed Avenue to the west; "tee" Balsam Lane into the American Road extension.

AREA 4

Size Approximately 225 acres

Boundaries (general)

- ▶ North: Auburn Street
- ▶ East: North Pierpont Avenue
- ▶ South: West State Street
- ▶ West: North Springfield Avenue

General description

Much of this area is currently in the County. However, with further growth of the City to the west, this area is expected to be annexed. With the presence of Auburn High School and Wilson Middle School, some of the area should be used for residential development as a complementary use to the schools. The intersection of two major roadways in the City, West State Street and North Springfield Avenue, provides an area that is ideal for commercial development. Any developments in this area should have a high aesthetic value because the area acts as a gateway into Rockford for visitors traveling eastbound on Business US 20 (West State Street).

Map 1 (existing public utilities, zoning and City limits)

- ▶ Most of the area west of Auburn High School and most of the area between School and West State Streets are unincorporated.
- ▶ The vacant areas for the most part are surrounded by sewer and water, but both will require extensions to serve the interiors of these large areas of land.
- ▶ County zoning for this area is Commercial along West State Street north to School Street, with Multifamily Residential on the east side of this area. North of School Street is zoned Single-Family Residential in both the City and County. Then the County has an area of Multifamily Residential zoning to transition into the City Commercial zoning along Auburn Street.

Map 2 (existing land use)

The vast majority of this area is agricultural and institutional (educational). Other uses are vacant, commercial, a church, some single-family residences, and some semi-public areas. The overall area is in need of a dominant use other than the schools, such as commercial or residential, to establish a base for future development.

Map 3 (proposed street system and land use)

- ▶ Proposed streets would include an east-west street connecting North Springfield Avenue to North Pierpont Avenue via Florence Avenue/Mulberry Street. This connector would be the most major of the proposed streets, providing a secondary throughway for West State Street and restricting direct access to West State Street. Other proposed streets would provide access to the interior of these large areas while ensuring that new proposed streets match up with existing streets.
- ▶ The West State Street and North Springfield Avenue corridors in this area are proposed to be commercial, which would be consistent with the type of traffic the roads handle. The proposed commercial uses along West State Street would be buffered from the single-family residential uses to the north by multifamily residential uses. Along North Springfield Avenue, however, the commercial area is proposed to directly abut the single-family residential use, so less intense commercial uses with appropriate buffering would be more suitable for this area. Direct access to North Springfield Avenue would be restricted primarily to public street intersections.

Priority street construction: Connect Florence Avenue to Andrews or Mulberry Street (Springfield to Pierpont); extend Chisolm Trail from new section of Florence Avenue to Auburn Street.

AREA 5

Size Approximately 1,153 acres

Boundaries (general)

- ▶ North: West Riverside Boulevard
- ▶ East: Fleetwood Drive/Idlwood Terrace (Searles Avenue)
- ▶ South: Safford Road/Kilburn Avenue
- ▶ West: The Kilburn Avenue and North Springfield Avenue/West Riverside Boulevard intersection area

General description

Much of this area is currently in the County and will require annexation for development to occur. The annexation of a 35-acre parcel of land at the southeast corner of West Riverside Boulevard and North Central Avenue for commercial development was approved by Rockford City Council in June 2000. Much of Area 5 is currently undeveloped or underdeveloped, but has great potential with the major roadways that bisect the area — West Riverside Boulevard, Halsted Road, North Central Avenue/Owen Center Road, and Kilburn Avenue. With so much raw land, there are many different development possibilities that could occur in this area. At the same time, it would be prudent to protect some of this land because of its heavy tree cover for future parkland.

Map 1 (existing public utilities, zoning and City limits)

Much of the area is zoned agricultural or single-family residential and is un- or underdeveloped. The easternmost part of the area has sewer and water, but these will need to be extended west to service the area west of North Central Avenue/Owen Center Road. Much of the interior of Area 5 also needs sewer and water to be extended to service its land as well. This area is mostly County, but will eventually be annexed to the City when services are provided and new development begins to occur.

Map 2 (existing land use)

Much of Area 5 is used for agricultural purposes or single-family residences or is vacant. There are some scattered church uses, industrial sites and park property, and there is a pocket of very dense multifamily development on Sablewood Drive, Chatham Lane and Sitka Lane. There are almost no commercial uses in this area. With the recent annexation for commercial development at Central Avenue and Riverside Boulevard, the area will have a commercial center to service the needs of the surrounding properties. This proposed commercial development should promote the development of additional residential land as well as other commercial development.

Map 3 (proposed street system and land use)

One of the most significant parts of this layout is that it provides this area with a through street system and improved internal circulation. Many of the existing streets dead end or T into another street, making much of the area less than ideal for development. Many of the lots shown on the east side of this area are very long, inaccessible and, therefore, undevelopable. Extending existing streets and creating through access will open up these long lots to make them available for development. This area will most likely lend itself to residential use, predominantly single-family, with a core of commercial development centered around the Riverside Boulevard and Central Avenue intersection. An important element of this should be the dedensification of the multifamily area along Sablewood, Chatham and Sitka. And an important feature in preserving the quality of this area will lie in protecting the tree lines that exist in many locations. (These are shown as green lines on Map 3.)

Priority street construction: Extend Orchard Lane from Kilburn Avenue to West Riverside Boulevard; extend Halsted Road from Kilburn Avenue to Safford Road at Alexander Court; extend Elinore Avenue from Penn Road to Kilburn Avenue; build new connection from Halsted Road at Elinore Avenue to West Riverside Boulevard.

AREA 6

Size About 434 acres

Boundaries (general)

North: Montague Street
East: South Central Avenue
South: Ogilby Road
West: South Pierpont Avenue

General description

The majority of Area 6 is unincorporated but is almost completely surrounded by the City of Rockford. It is not far from the South Main Street (IL Route 2) and US 20 Bypass interchange, so it is possible that commercial uses would be desired in this location to feed off the traffic generated from both the Bypass and Route 2. Development in this area should also be of a high aesthetic value due to the gateway it will serve as for those entering Rockford using Montague Road from the Bypass.

Map 1 (existing public utilities, zoning and City limits)

The majority of the area is in the County and is zoned Agricultural or a low-density of residential. The parts of this area that are in the City are zoned Single-Family Residential or Rural Estate (Levings Park). City water bisects the area, but will need to be extended to service all of the main roads as well as the land off the main roads. Public sewer serves very little of the area. Although extension of sewer lines will be costly, it is necessary for development to occur.

Map 2 (existing land use)

Uses in this area are primarily agricultural, vacant, single-family residential or park land. Virtually all of the subdivision to the east of Venice Street is vacant, probably due to the lack of water and sewer and the smaller lot sizes. It appears that several lots have been created without access to any streets, which results in vacant and underused lots. As can be seen on Map 3, several streets have been platted but never built in this area. Several of the lots, especially between Michigan Avenue and Ogilby Road, are very deep and therefore underused.

Map 3 (proposed street system and land use)

The southwestern portion of this area is proposed to be composed of more intense uses, including multifamily residential, commercial and industrial. The area then transitions into a two-family residential area, and then to the single-family residential. This proposed land use will be a transition from the land closer to the Bypass, which will most likely be some sort of commercial use. This area does have some major east-west and north-south roadways, but lacks a viable internal circulation system. The proposed street design includes the intersection of streets at 90-degree angles, and the extension of existing streets as well as new streets to serve the interior of land areas and to create more developable lots for residential development. The plan proposes construction of at least one street to connect Ogilby Road to Montague Street between Montague Road and South Central Avenue.

Priority street construction: Extend Schiro Street from Michigan Avenue to Ogilby Road; connect and extend Lenora and Attardo Streets from Ogilby Road north to Montague Street.

AREA 7

Size About 310 acres

Boundaries (general)

- ▶ North: Safford Road
- ▶ East: North Pierpont Avenue
- ▶ South: Auburn Street
- ▶ West: North Springfield Avenue

General description

The area is adjacent to and north of Area 4. As with Area 4, some of Area 7 should be developed for residential use to complement Auburn High School and Wilson Middle School. This area is also adjacent to Searls Memorial Park, which also makes residential development ideal. However, with the major roadways of North Springfield Avenue and Auburn Street bordering the area, the land with street frontage lends itself to a more intense use of commercial or multifamily residential development. This area is entirely County and would require annexation for development.

Map 1 (existing public utilities, zoning and City limits)

Zoning is limited to agricultural and single-family residential with limited areas of commercial zoning along the north side of Auburn Street. In order to develop this area to today's standards, water and sewer will need to be extended into the area. Both are currently available to the south.

Map 2 (existing land use)

Uses are either agricultural or single-family residential with some commercial and industrial areas along Auburn Street. The largest single use in the area is Cottonwood Airfield. There are a significant number of vacant lots in the area, probably due to the lack of public utilities.

Map 3 (proposed street pattern and land use)

The northern half of the area is proposed to be single-family residential. This is consistent with existing surrounding uses. The southeastern portion of the area is proposed to be commercial along Auburn Street, then multifamily and duplexes behind the commercial. This will provide a transition to the proposed new single-family residential area. As for streets, Webster Avenue will extend through to bisect the area and provide an additional east-west connector. Extension of Grover Street east to Pierpont Avenue will serve a similar function. The rest of the street layout has yet to be determined, leaving this area open for design by a developer. New streets should, however, align with existing streets to create a through street system.

Priority street construction: Extend Webster Avenue from Springfield Avenue to Pierpont Avenue.

AREA 8

Size Approximately 325 acres

Boundaries (general)

- ▶ North: West State Street
- ▶ East: Lexington Avenue
- ▶ South: Liberty Street
- ▶ West: Daisyfield Road

General description

The area will include part of the Harrison Avenue/Springfield Avenue extension which should dramatically affect development in this area.

Map 1 (existing public utilities, zoning and City limits)

- ▶ About half the area is in the City of Rockford with the remainder being unincorporated.
- ▶ The majority of Area 8 is zoned for single-family residential use with some commercial and industrial zoning along West State Street and some multifamily zoning adjacent to the commercial and industrial.
- ▶ The area is almost entirely served by sewer, with a good portion serviced by City water. Water will need to be extended to serve the whole area, especially the west side, for development to occur. Annexation in this area will need to occur in order to fully implement a plan without having to follow an inconsistent zigzagging City limit line.

Map 2 (existing land use)

Area 8 is used primarily as single-family residential with two public housing developments — Concord Commons, managed by the Rockford Housing Authority, and Champion Park Apartments, owned and operated by the Winnebago County Housing Authority. These two developments have a very clear impact on the surrounding area. Area 8 also includes Washington Park, which encompasses about three city blocks, and Dennis School. Vacant property is scattered throughout the area.

Map 3 (proposed street system and land use)

The most significant street proposed in the Harrison Avenue/Springfield Avenue extension that will eliminate a row of homes between Springfield Avenue's existing alignment and McLain Avenue. The extension will open this area for better transportation access to other parts of Rockford. Other roads include extensions of Hudson Street and Liberty Street to Daisyfield Avenue, and creation of two north-south and east-west roads that will replace existing alleys to service the long lots on the west side of this area. The east-west roads that are proposed will provide primary access to the properties fronting West State Street. A new pathway is proposed along West State Street, part of a lengthier path that will provide a connection from Meridian Road to Kent Creek in Fairgrounds Park. The pathway is shown on the south side of State Street in this plan, but a final decision on location has not actually been made. That will occur after completion of the West State Street Corridor Study being conducted by RATS at the time the 2020 Plan was being prepared.

The most significant changes being anticipated by this plan are redevelopment and dedensification of both Concord Commons and Champion Park Apartments, expansion of Washington Park west to meet the new right-of-way of Springfield-Harrison, and development of new commercial uses along West State Street. Redevelopment of the two housing projects will be key to the success (or failure) of Area 8 over the next 20 years.

Priority street construction: Complete Harrison/Springfield connection.

AREA 9

Size Approximately 88 acres

Boundaries (general)

- ▶ North: School Street
- ▶ East: Lee Street, Fairgrounds Park and Kilburn Avenue
- ▶ South: Short Elm Street and Elm Street
- ▶ West: Avon Street

General description

Area 9 includes a mix of commercial, residential, industrial and park uses. The block bordered on the north by West Jefferson Street, on the east by Ogden Avenue, on the south by Mulberry Street and on the west by North Avon Street is a specific target area. The City is looking at acquisition of these properties to create a new residential neighborhood that has standard size lots with new and possibly a few rehabilitated homes. Several of the lots in this block are vacant, and therefore ripe for development. Also, West State Street (Business US 20) runs through Area 9. With the proposed infill of residential uses, that could stimulate the surrounding commercial uses, particularly those along West State Street, into more viable uses.

Map 1 (existing public utilities and zoning)

- ▶ Area is entirely in the City of Rockford.
- ▶ Area south of Jefferson Street is served by sewer and water
- ▶ Zoning:
 - ▶ Commercial along both sides of West State Street
 - ▶ R-2 (Two-Family Residential) in the rest of the area except for Fairgrounds Park (R-1) and the Fairgrounds Park Family Housing Development (R-3 Multifamily Residential)

Map 2 (existing land use)

Land use is mixed, especially south of Jefferson Street. Uses south of Jefferson include:

- ▶ Industrial
- ▶ Institutional
- ▶ Parking lots
- ▶ One- and two-family residential
- ▶ Commercial
- ▶ Outdoor storage
- ▶ Vacant lots

Land use north of Jefferson Street includes:

- ▶ Fairgrounds Park
- ▶ Fairgrounds Park apartments
- ▶ One- and two-family residential
- ▶ Scattered vacant lots

Map 3 (proposed street system and land use)

The main focus for this area is to dedensify the housing. Vacant lots in residential areas are planned for single-family homes. The target block bordered by Jefferson, Ogden, Mulberry and Avon is being acquired by the City and will be replatted so that new homes can be built on standard sized lots, while a few existing homes may be rehabilitated. Blocks bordering West State Street are planned for commercial uses with the possibility of some new or rehabilitated single-family homes. The proposed realignment of West Jefferson Street to cross over and T into West State Street after crossing the railroad tracks at Ogden Avenue will help significantly to reestablish the target block as a desirable residential neighborhood. The crossover should help keep speeding cars from driving through the neighborhood on Mulberry Street by diverting them to West State Street. Key to the success of Area 9 is redevelopment of the RHA's Fairgrounds Valley development with fewer units, some new

construction and reconfigured streets so that this part of Area 9 will not continue to suffer from the physical isolation that exists now. As part of this effort, the Plan proposes creation of a Business Development District at Kilburn and Whitman. This could lead to the development of uses that would take advantage of the traffic counts and accessibility available at this intersection.

Priority street construction: Realign West Jefferson Street so that it connects to West State Street.