

# Historic Millwork District Master Plan

Dubuque, Iowa

Adopted by Dubuque City Council on February 16, 2009



**Prepared for:**  
The City of Dubuque

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## Acknowledgements

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# Dubuque Historic Millwork District Master Plan

Dubuque's Historic Millwork District is a keystone to the region's aggressive economic development strategy. With one million square feet of historic warehouse space ideal for urban mixed-use development, the District is perfectly suited to attract entrepreneurs, designers, residents, institutions, and businesses prepared to fuel Dubuque's globally competitive and sustainable economy.

This Plan is a vision and a roadmap that positions the District for significant growth by building on and reinforcing its strengths: size, unique building stock, proximity to the Mississippi River and Downtown, and healthy and aggressive public-private partnerships committed to making the District a model sustainable community.

New residents and technologies will inhabit old spaces, the arts will flourish, and green technologies will be showcased. The embodied energy of historic buildings will fuel Dubuque's 21st-Century economy and will be the foundation for the vibrant mixed-use neighborhood that offers convenient access to urban amenities and outdoor recreation opportunities.

The execution of this Plan will enable the District to become the creative, innovative, and sustainable place that propels Dubuque ahead of its regional competitors, thereby assuring its health and vitality for generations to come.



## Identity: Past & Future

The Historic Millwork District is saturated with history. It imbues the area with authenticity and character while offering valuable lessons about the importance of sustainable urban design strategies. At the turn of the century, the District was the innovative and entrepreneurial center of the region and was the backbone of the regional economy. Dozens of companies, 2,500 employees, a district heating system, and intimate connections to Downtown and the Washington Neighborhood characterized the District.

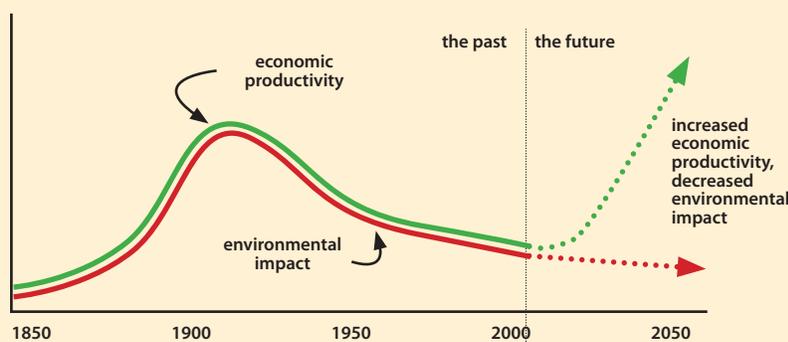
This Plan resurrects the forgotten strategy that connects people, planet, and profit in a mixed-use neighborhood. It offers a vision for a community reconnected with surrounding neighborhoods, reenergized with housing, retail, offices, galleries, entertainment, and employment, and re-imagined as a laboratory for sustainable practices and technologies.



## Urban Ecosystems: Infrastructure for a Model Sustainable District



## High Economic Value - Low Environmental Impact



Over time, the District will reestablish itself as a regional engine of growth, with a greater awareness of its environmental impact than was the case 100 years ago. Individual properties and the public realm will function as an urban ecosystem, and the District will be a unit with high economic value and low environmental impact. Specifically, the District will strive to stay within its rainfall budget, approach carbon balance, create sustainable jobs and housing, and reinforce the importance of connectivity within the city.

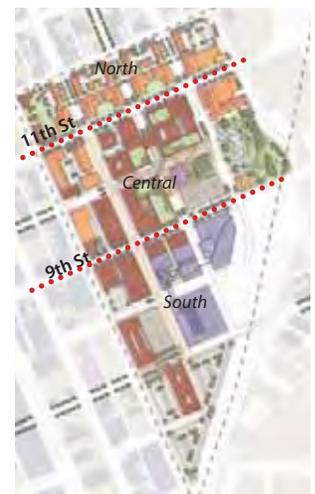
## Strengths

- **Existing buildings:** the greenest buildings are those already built; the District has over one million square feet of available space.
- **Access to Downtown and the Port of Dubuque:** the District is well-located between the area's two most vibrant places.
- **Active arts community:** Dubuque's strong creative class is poised to transform the District into the City's "third space": a place for gathering, interconnectivity, and inspiration.
- **Sense of place:** the embodied energy of older buildings offers residents and businesses an authentic environment unique in the region.
- **Untapped Downtown residential market:** Downtown's employment base and amenities create a strong market for Downtown area housing.
- **Healthy public-private partnerships:** much of the District is owned by four developers willing to work with the City to create a consensus vision for the area.

## Plan Features



- North
- 182 residential units
- Central
- 396 residential units
  - 135,000 sf office (405 jobs)
- South
- 154 residential units
  - 216,600 sf office (648 jobs)



**A) Green streets:** Rebuild District streets with high-quality streetscapes, modern utilities, on-street parking, artistic elements, and stormwater management features.

**B) New development blocks:** Realign Elm and Pine Streets to create three new blocks for development, open space, and stormwater management.

**C) Improved connections between the District, the Port, and Downtown:** Create pedestrian-friendly conditions along 10th and 7th Streets, the streets connecting Downtown, the District, and the riverfront.

**D) Reprogram to two-way or calm one-way streets:** Work with IDOT to examine how Central, White, 9th, and 11th Streets can become calmer urban streets.

**E) A signature public open space:** Build a multi-use, flexible plaza and park in the heart of the District to use for performances, concerts, markets, and to showcase sustainable practices, technologies, and artistic elements.

**F) A coordinated parking strategy:** Maximize on-street parking and build two medium-scaled garages when required.

**G) A mix of uses:** Accommodate rental and ownership housing, small and large businesses, and arts and entertainment venues in the over one million square feet already available in the District.

**Throughout:** Showcase the visual and performing arts, implement sustainable technologies and management solutions.

## Places: Streets & Spaces



10th Street

**10th Street:** Renovated warehouse buildings will animate and define a key pedestrian connection to Downtown. Tenth Street will be a unique urban space, with reused bricks, portals to courtyards, and adapted loading docks.

**Jackson Street:** Partial reconstruction will include upgrades to utilities and conditions but will enable Jackson Street to retain its inherent character. Existing rail tracks, brick pavers, and other unique features will remain in place where appropriate.

**Green Streets:** New and reconstructed streets will irrigate landscape by collecting stormwater. On-street convenience parking, well-marked crosswalks, and ample space for amenities such as public art, seating, and lighting will contribute to the pedestrian and environmentally friendly streetscape.

**Foundry Square:** The Alamo Building and new plaza is a lively, year-round focal point and gathering space in the heart of the District.

**Landform Park:** Stormwater management, recreation, artistic features, and geothermal opportunities are some of the features Landform Park will offer.

**Kirby/Farley Plaza:** The plaza pair will define a key address for new commercial and office tenants and will be a significant public space along the 7th Street connection between Downtown, the District, and the Port.

### Dubuque Warehouse District Project Group

#### Steering Committee

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Foundry Square

## Next Steps

- Work with property owners to assemble a Phase One Historic Tax Credit Application for approximately 200 rental units and 100,000 square feet of non-commercial space.
- Develop a detailed streetscape plan and plaza design.
- Pursue full funding for public infrastructure.
- Work with regional and national partners to develop a comprehensive District Energy Plan.
- Build a small parking deck adjacent to the Alamo Building.
- Work with IDOT to begin the process of rerouting Elm Street.



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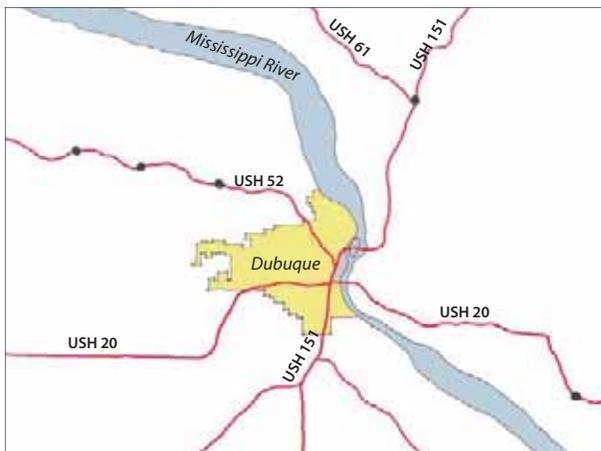
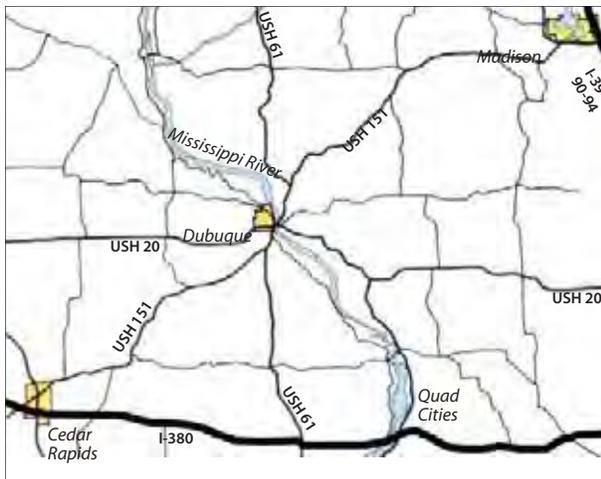
## 2. District Identity

## Physical Environment

### Regional Scale

Dubuque is located on the Iowa side of the Mississippi River, across from the Illinois and Wisconsin border and almost halfway between Cedar Rapids, Iowa, and Madison, Wisconsin. The Great River Road Scenic Byway links Dubuque with other river towns and tourist destinations to the north and south.

Since the closest Interstates pass through Quad Cities Madison and Cedar Rapids, the U.S. Highway system is the primary transportation link between Dubuque and other destinations. Consequently, Dubuque's downtown accommodates four U.S. highways, including three that pass through and adjacent to the District study area.



**Regional Setting:** Dubuque is located approximately halfway between Madison, Wisconsin, and Cedar Rapids, Iowa (top). Four major U.S. Highway routes pass through Dubuque (bottom).

### Local Scale

#### Highways and Arterials

Although the highways bring many travelers to and through Dubuque instead of around it, several highway-related conditions create barriers within and adjacent to the District site:

- Fast, heavy traffic.
- Large amount of truck traffic.
- Wide streets.
- One-way streets.
- Elevated highway bridge.

The highways are an important connection between Dubuque and the larger region, but their local impacts are severe. The District is unfriendly to pedestrians, connections between the District, Downtown, the Port of Dubuque, and the Washington Neighborhood are challenging and few, and the District functions not as a destination but as somewhere to pass through en route to other places. These conditions were acceptable when the District's primary function was industrial. Now, however, the area is in transition and must accommodate a mix of uses, people, and modes of transportation.



**Highways & Arterials:** Wide, one-way streets encourage fast truck traffic (top). The elevated highway structure creates a barrier (bottom).

## Physical Environment (continued)

### Local Scale (continued)

#### Local Streets

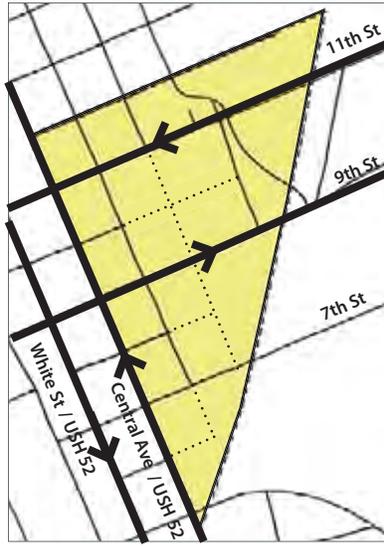
The downtown street pattern is a connected grid in most places. Interruptions occur with the presence of natural features, such as bluffs and water, and physical elements, such as large buildings and highway structures. Only four of eight east-west streets pass through the District uninterrupted, and just one—9th Street—extends from the water over the bluffs. Not one of the five north-south streets passes completely through the District.

The District’s local street pattern, types, characteristics, and conditions are byproducts of the highway system and the area’s history as an industrial hub. The street pattern to the north and east of the District is a relatively complete grid that once provided numerous

connections with surrounding neighborhoods and Downtown. Over time, accommodations for increased truck traffic, highway structures, and highway routes resulted in an eroded grid system--physically and programmatically--in the District.

Private streets, dead-end streets, one-way streets, and the elevated highway structure contribute to the loss of connectivity and introduce challenges to transit, walking and wayfinding in the District. Narrow, buckling sidewalks also challenge pedestrians in the area.

Despite these challenges, much of the District’s valued character comes through in its streets. Unused railroad tracks and brick pavement are features unique to the District that help define it as a meaningful place with a strong historical component.



**Street Patterns:** Most of the streets north and west of the District are part of a connected grid system (left). The grid has eroded within the District (right), leaving behind a system of one-way streets (shown in heavy black), private streets (shown in black dots), and dead-end streets.

**Street Characteristics:** Unused railroad tracks and brick pavement define the District’s character (top). Some sidewalks are difficult to access; some are nearly 18 inches higher than the streets (bottom).

## Physical Environment (continued)

### Local Scale (continued)

#### Buildings and Uses

Within the District, buildings occupy whole or half blocks. They are tightly arranged, with only small amounts of space for a few parking lots, streets, alleys, courtyards, and passages.

A few buildings are small and some are new, but the main building types are large, historical warehouse structures. Though some buildings are vacant, especially on upper floors, many are occupied by office, commercial, or industrial uses. Most have not been renovated.

The Wilmac Building offers the only improved spaces in the District. It has been a place of office employment for many years and continues being renovated for additional tenants, including an art studio space.

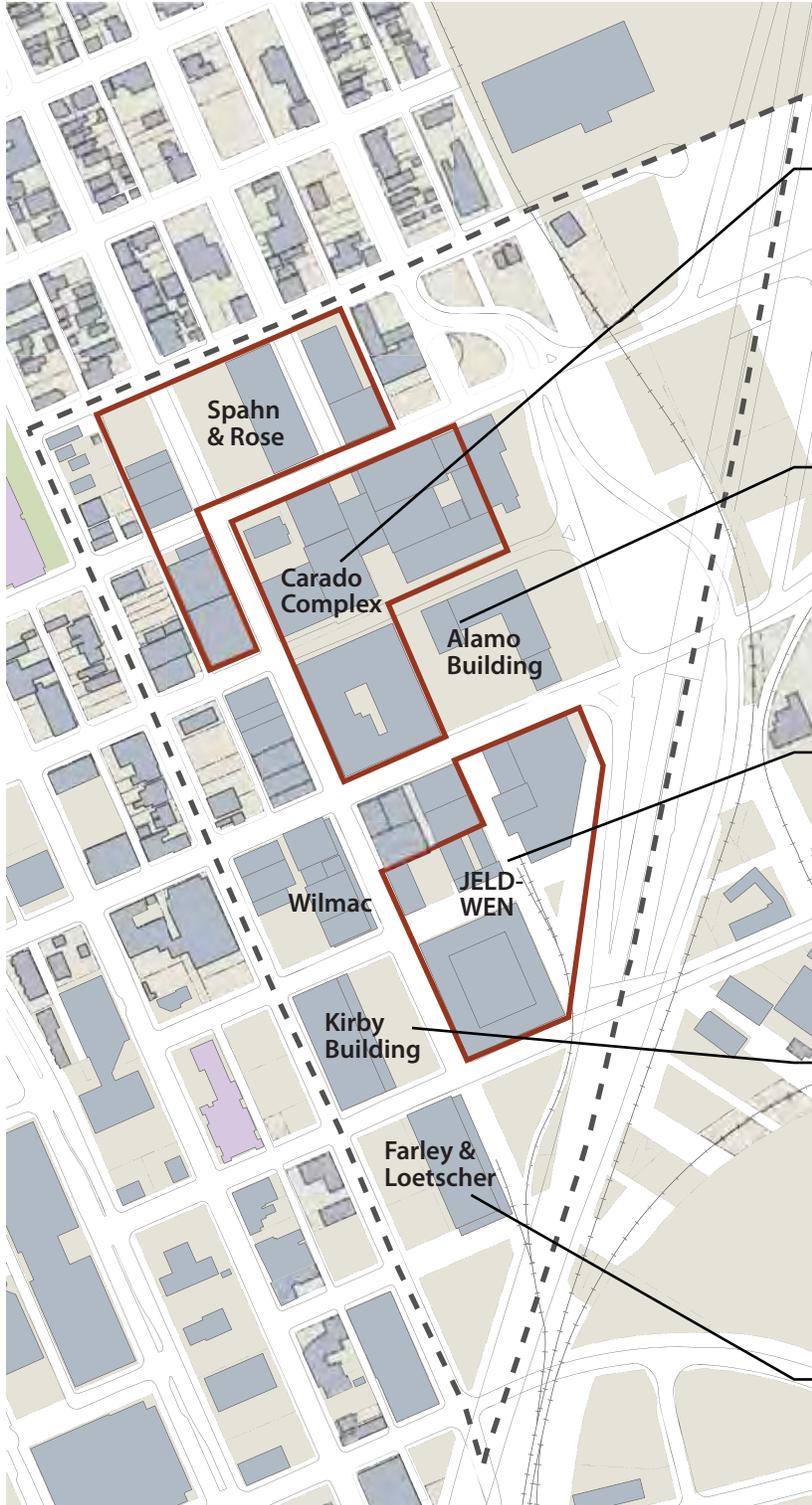
JELD-WEN is a fully operational industrial company that has been part of the District for many years, and is situated on three blocks in the south area of the District. Spahn and Rose is another large industrial company operating in the District. Like JELD-WEN, it is a long term tenant. Spahn and Rose is located in the District's north area.



**Buildings:** Most buildings are large, historical warehouse structures (left), with the exception of a few newer (right) or smaller structures sprinkled throughout. Some are in use while others are vacant.

**Land Use:** The District is comprised primarily of industrial and office uses. JELD-WEN (left) occupies nearly three blocks, and some smaller commercial businesses (right) occupy part of a single building.

# Physical Environment



## Natural Environment

### Regional Scale

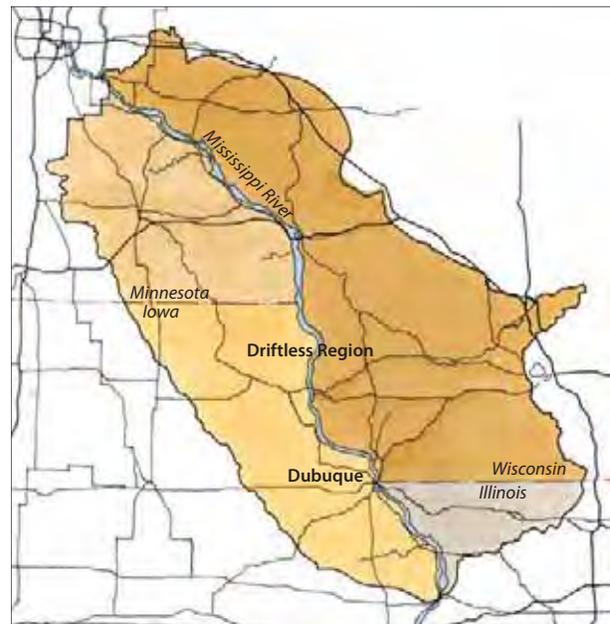
The Mississippi River and the bluffs are Dubuque’s most prominent natural features. Each reinforces the sense of place that distinguishes Dubuque and each has contributed to the area’s visual, recreational, commercial, and community appeal throughout the years.

The Mississippi River is valued not only for its scenic beauty, richness of habitat, and recreational opportunities, but also for its role in the region’s commercial and industrial success. The riverfront is home to both cultural and industrial activity, and serves as part of a major migratory flyway.

Dubuque’s bluffs give added topographical definition and identity to the city. They rise 300 feet in less than a mile, with some reaching 900 feet above sea level. These bluffs, along with deep valleys, characterize the Driftless Region, an area untouched by glaciers in the last glacial period that encompasses over 16,000 square miles in Iowa, Illinois, Wisconsin, and Minnesota. The scenic region is unique in Iowa, and attracts tourists interested in hiking, biking, fishing, and other recreational activities.

The District is situated between and near the river and the bluffs; therefore, what happens in the District should

complement these natural features and should promote responsible stewardship of each. A balance between industry, urban living, biological resources, and public land in the District can contribute to making a healthy ecosystem that promotes the longevity and sustainability of valuable natural and cultural features.



**The Mississippi River:** The Dubuque riverfront is active and diverse, with a collection of cultural, ecological, industrial, and recreational functions.



**The Driftless Area:** Over 16,000 square miles in Iowa, Illinois, Wisconsin, and Minnesota comprise the Driftless Area, a region characterized by steep bluffs and deep valleys.

## Natural Environment (continued)

### Local Scale

#### Parks and Open Space

Many kinds of open spaces, such as blufflands, parks, streetscapes, and promenades, exist around the District. Despite the proximity of these spaces to the District, none are connected to it and only a few small spaces exist within it. Currently, short passages, small courtyards, and undefined fields of grass or parking comprise the District's open space system.

As the focus of the District changes from primarily industrial to a balance between industrial, office, commercial, and residential, priority should be placed on creating new green spaces, improving existing spaces, and making connections between existing spaces within and outside the District.

#### Streetscapes

Streets are the most continuous network of public spaces in the city. Main and Iowa Streets are two local examples of different streetscape treatments. Main Street is designed with wide sidewalks, street trees, outdoor seating, and a comprehensive signage treatment that make the outdoors comfortable. Iowa Street is a tree-lined boulevard. The District is the right place for a street aesthetic and experience all its own, but its streetscape should be conceived of in a manner as deliberate as that of Main and Iowa Streets.



**Parks & Open Space:** Many large parks and open spaces exist around the District, but none exist within it.



**Open Space:** This passage and small courtyard can inform the development of a complete and connected open space system.



**Streetscapes:** Wide sidewalks, street trees, and outdoor seating contribute to the Main Street experience and aesthetic.

## Cultural Environment

### History

#### Cultural Heritage

The District is a living legacy of intangible attributes worthy of preservation for future generations. Visual narratives of people, activities, and important processes are very much alive in the area and are inherent in its uniqueness of character and historical value.

#### Natural Heritage

The natural environment, including the Mississippi River and bluffs, also contributes important natural and cultural value from the past and to the future. The river's role in commerce, settlement, and development history, as well as the beauty and biodiversity inherent in the bluffs, river environment, and other natural places, are strong and guiding forces in the District.

#### Physical Heritage

The District's physical artifacts, or buildings, monuments, and industrial equipment, also are assets to preserve. These tangible layers of history, including today's, are part of the continued evolution the District will continue to experience in the future.

Most of the District is a National Register Historic District. This designation helps honor the District's past while welcoming its future as part of a dynamic and evolving city. As an Historic District, buildings are eligible for state and federal historic tax credits.



**Physical Heritage:** Historically significant buildings like those of the Farley & Loetscher companies (above), comprise the Federal Historic District (right). Contributing structures are shown in yellow.



**Natural Heritage:** The Mississippi River (above) is one of several naturally and culturally significant environmental features in Dubuque. It was and continues to be a strong guiding force for the District.



## Cultural Environment (continued)

### Character

#### The Arts

Dubuque is home to a growing arts scene, and the District is host to many arts events as well as creative companies, entrepreneurs, artists, and a new arts studio space. There is evidence throughout the District of the innovative spirit espoused by the arts. This is instrumental in reinforcing the District's character and should be encouraged to flourish.

#### Industry

The District's roots are in industry. Long before JELD-WEN and Spahn and Rose, the millwork tradition was strong. Companies like Caradco and Farley and Loetscher defined the character and impression of the place with their large buildings, overhead skywalks, and employees that walked to and from home in the nearby Washington Neighborhood.



**The Arts:** Evidence of the creative community appears throughout the District.

### People

#### Planning Process

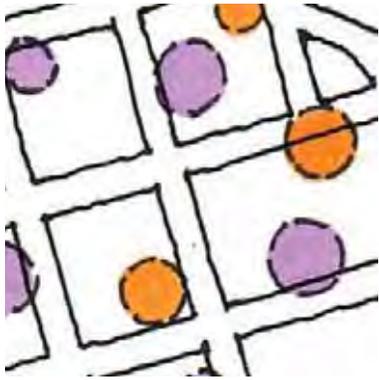
Many committed people were involved in the District planning process. The 22-member project steering committee, along with city council members, city staff, neighborhood representatives, artists, and the general public provided information, shared ideas, and gave feedback throughout the process. In all, the consultant team met with about 120 people over a 9-month period.

#### Partnerships

Strong partnerships between the public and private sectors are the cornerstone of the District project. Each group needs the other in order to plan for and implement the most comprehensive and appropriate plan, and the sterling partnerships already in place are essential to continue to build and reinforce as the District's plan comes to life.



**Planning Process:** Use of visuals with multiple focus groups and public input meetings characterized the inclusive planning process.



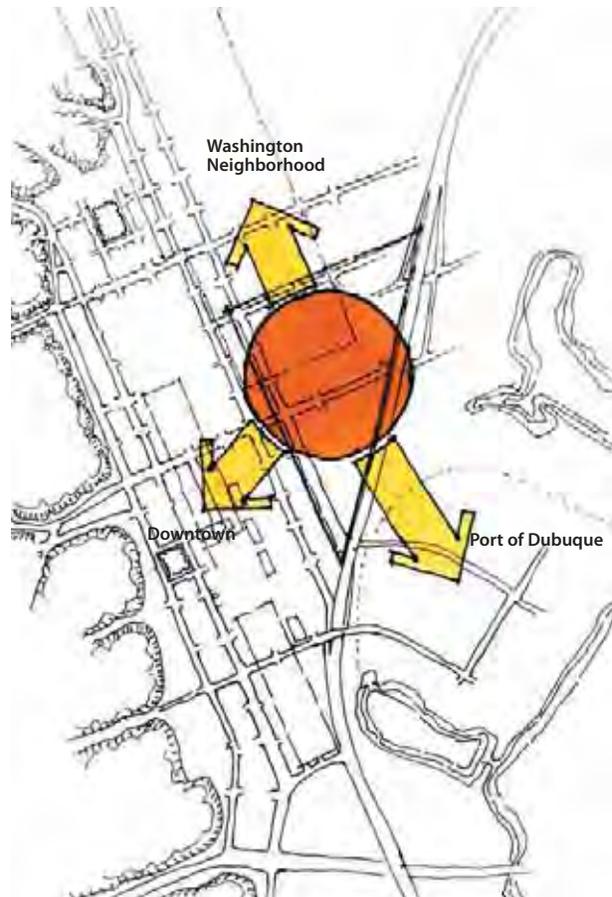
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### 3. Project Goals

## Connections

The District's central location between two premier Dubuque destinations, Downtown and the Port, is ideal. However, despite its proximity, the District is not well connected to these destination areas. Busy roads, the elevated highway structure, and railroad tracks create significant barriers between the District and its surroundings.

As the District develops, better connections with Downtown, the Port, and the Washington Neighborhood should be priorities. The District will then be an entertainment destination in itself, and will also be a convenient place to live and work.



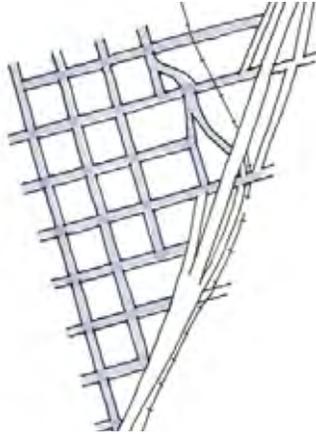
**Making Connections:** The District is strategically located between Downtown Dubuque and the Port of Dubuque (left). It is important to prioritize connections between the District and Downtown, the Port, and the Washington Neighborhood.

## Project Goals & Objectives



### Showcase the area as a model of sustainability.

- Create a District-wide approach to clean energy management, water management, and use.
- Adopt green building standards.
- Operate as an innovative laboratory for sustainable urban environments.



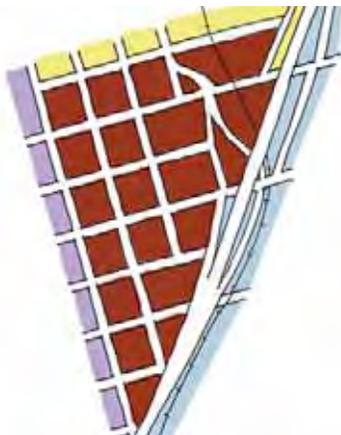
### Balance the circulation system.

- Return 9th and 11th Streets into two-way streets.
- Reconnect the street and sidewalk network where feasible.
- Minimize impacts of truck traffic not destined for the District.
- Enhance existing sidewalks.



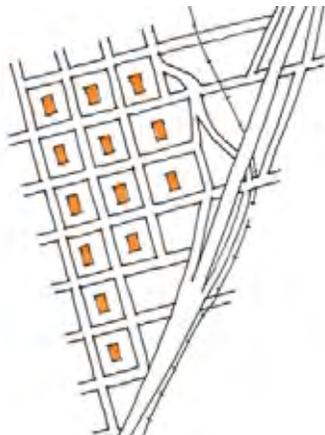
### Create a connected public realm.

- Widen and activate sidewalks.
- Prioritize the 10th Street pedestrian environment.
- Create a central gathering space.
- Create a system of connected courtyards and passages.



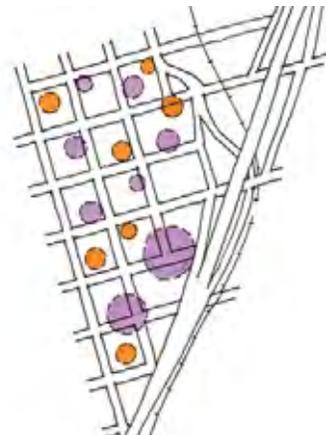
### Reinforce historical and cultural identity.

- Preserve historical buildings.
- Provide artist housing, studios, and gallery space.
- Include not-for-profit efforts in the District.



### Establish a coordinated parking strategy.

- Establish street parking guidelines.
- Create several small parking areas instead of a single large parking area.



### Create a range of employment and housing opportunities.

- Support a range of job types.
- Create rental and for-sale housing opportunities.
- Encourage new development when and where appropriate.



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## 4. Sustainable Systems

## Overview

This Plan recommends maximizing community, environmental, and economic benefits through cooperation between the public and private sectors. Five infrastructure systems, or layers, provide a framework for understanding and implementing a healthy and sustainable plan that meets this criteria.

**Blue Infrastructure** addresses water use and treatment approaches that contribute to better water quality

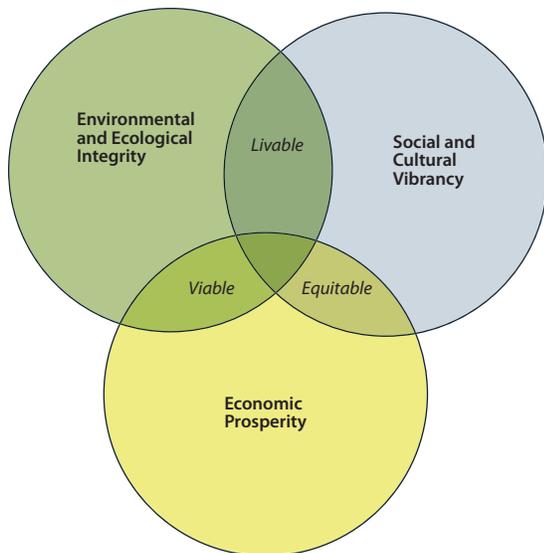
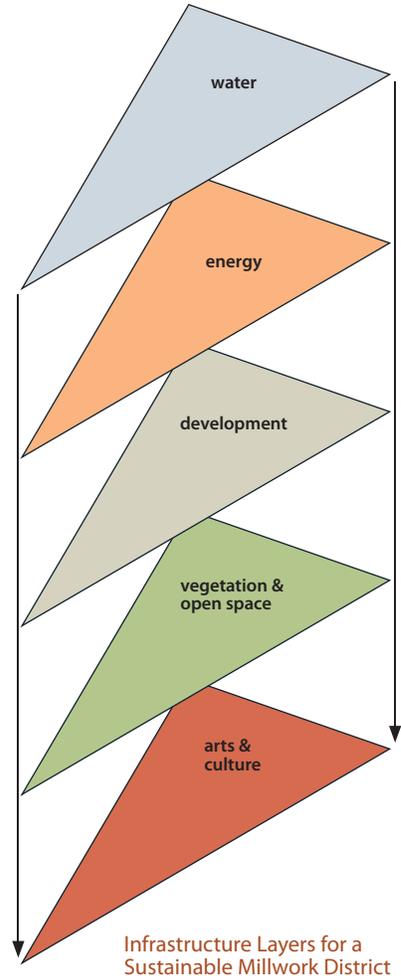
**Orange Infrastructure** includes efficient electrical, heating, and cooling systems that minimize the District’s carbon footprint.

**Gray Infrastructure** includes buildings, parking, streets, and other redevelopment that is essential to establishing a viable mixed-use neighborhood.

**Green Infrastructure** includes vegetation, parks, and open space that contribute to a healthy ecosystem, better air and water quality, and improved public life.

**Red Infrastructure** includes arts and cultural spaces, amenities, and expressions that reinforce the identity of an area.

The following section introduces each infrastructure system in detail, and makes recommendations for implementation at both the District scale and building scale.



The triple bottom line of sustainability

## Blue Infrastructure: Water



### Introduction

Blue Infrastructure consist of rain and stormwater, wastewater and domestic water. This section focuses on the District's relationship to water: the use, treatment and management of this limited and valuable resource. Water is a valuable resource for all communities, but is of special importance to Dubuque because of its proximity to the river and its impact on downstream communities. Runoff and groundwater enter the river immediately, thereby impacting downstream communities, habitat, and vegetation.

Instead of assuming water consumption and runoff inevitably increase as the District redevelops and repopulates, the Plan establishes aggressive strategies to capture, clean and conserve water. The overall goals of the Blue System are:

- Reduce reliance on City's domestic water supply.
- Improve the water quality of infiltration and recharge.
- Reduce reliance on City's stormwater system.

Upon build-out, the District will have significantly reduced its reliance on the City's distribution and waste water system by using potable water primarily for potable purposes and by treating some waste on site. Other non-potable water needs will come primarily from the District-wide gray water system and direct rainfall. In addition, upon build-out, the District will no longer shed its untreated rainfall and stormwater off-site to the river. Rather, stormwater will be managed and treated on-site prior to either entering the City's water system or recharging the groundwater.

### Community Benefits

- Increased awareness and stewardship of water resources.
- Celebration of heritage as a river community Cleaner groundwater.
- Cleaner river water.
- Less reliance of off site stormwater facilities.
- Less reliance on domestic water supply.
- Cleaner ground water.



## Blue Infrastructure (continued)

### Existing Conditions

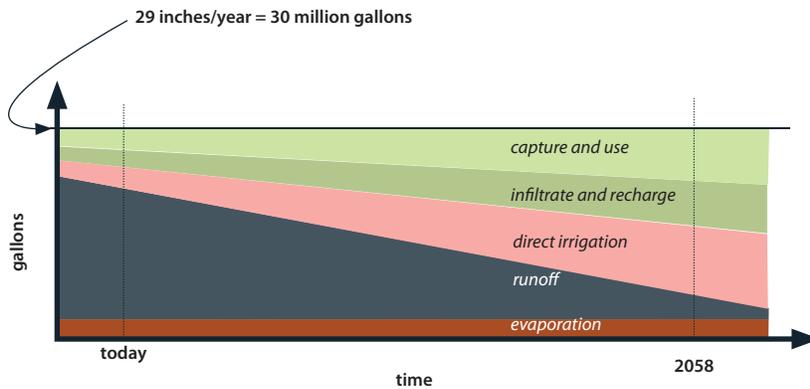
Generally, the land slopes from west to east toward the Mississippi River. Stormwater in the District is managed by underground pipes that serve much of Downtown. Three trunk lines, beneath 11th, 8th, and 5th Streets, collect stormwater from Downtown and send it directly to the Ice Harbor, Dove Harbor, and the 16th Street Detention Basin. The majority of the rainfall in the District (and Downtown) enters one of these three trunk lines and enters the river untreated. Not all streets are correctly graded; together with direct flow from rooftops rainfalls often produce localized flooding and ponding.

### Recommendations

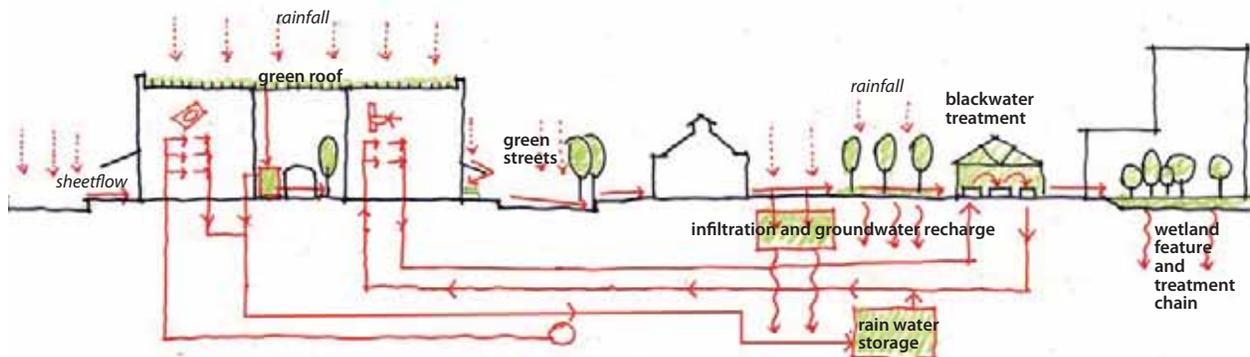
In order to reduce reliance on the City's systems and to not allow water to leave the site in worse condition than when it falls on the site, Plan recommends a street system designed to capture, use, and treat rainfall and stormwater runoff; a wastewater system that uses bioremediation to convert (some) black water to gray water, rainwater capture and harvesting elements that supply a gray water circulation system for all new and existing buildings. At the block and building scale the Plan recommends additional rainwater harvesting (cisterns) for irrigation, retrofitting buildings for gray water, and additional landscaping (green roofs, bioswales, parks, etc.).



**District Stormwater:** Two trunk lines (9th and 5th Sts) convey stormwater from Downtown and the District to the river. Most water is untreated as it enters the river.



**Rainfall:** Over time, the District will use on-site rainfall more aggressively and efficiently.



**Proposed Blue Infrastructure:** The plan proposes a gray white black water system that reduces the amount of imported potable water. In addition, the Plan proposes a system that treats all rainfall on site, assuring that water that exits the site is clean.

## Blue Infrastructure (continued)

### Recommendations: District Scale

#### Create a system of streets that eliminate the need for underground stormwater conveyance.

- Rebuild 9th and 11th Streets with linear stormwater biofiltration planters along one side of the street.
- Rebuild 5th 6th, 7th, 8th, 12th Streets, and parts of Washington and Elm Streets, with curb extensions to capture stormwater.
- Rebuild 10th Street with permeable pavers and inverted curbs to sheet flow rainfall to the stormwater feature on the east edge of the District.
- Establish a common palette of salt tolerant and native plants for use in the stormwater planters and curb extensions.

#### Create a large stormwater collection area that improves the quality of infiltration within the District and manages large storm events.

- Work with IDOT to reclaim property on the east edge of the District. Design this land as a stormwater collection area that also functions as a landform and art park feature.
- Consider using stormwater collection area for overflow from the 8th or 11th street trunk lines.
- Promote stewardship and environmental responsibility by encouraging educational programs and signs or kiosks related to stormwater management and treatment.

#### Develop a rainwater harvesting and gray water system.

- Design the District's infrastructure in support of a separated white/gray/black water system.
- Retrofit all buildings with triple piping for potable water, waste water and gray water.
- Use space beneath Foundry Square for larger cisterns and rainwater collection chambers.

#### Develop a gray water treatment facility (expandable to blackwater) to convert waste water to usable gray water.

- Evaluate costs and seek partners to develop a Living Machine or other black water treatment facility on site within the District.
- Promote education and natural resource awareness by encouraging educational programs related to the Living Machine
- Use space within Foundry Square or the stormwater collection area on the east edge of the District for the Living Machine.



Green streets: linear planters



Permeable pavers



Gray and blackwater treatment: Living Machine



Plaza Street with permeable pavers

## Blue Infrastructure (continued)

### Recommendations: Building Scale

**Encourage green roofs as a means of capturing and using a portion of a site's rainfall without having to convey it to a centralized location.**

- Develop green roofs on the largest and most structurally stable warehouse buildings. Green roofs can be occupied as social spaces such as gardens, terraces and greenhouses, or they can serve ecological functions only as places for vegetation and habitat.
- Integrate green roofs with the overall District-wide blue infrastructure system.

**Encourage building owners and operators to invest in products, systems, and programs that help the users of the buildings conserve water, raise awareness and implement the goals of this Plan.**

- Work with public utilities to install “smart meters” for in all units and buildings.
- Rehab buildings with appropriate white/gray/black water plumbing lines and fixtures.
- Invest in low flow and water efficient fixtures and appliances such as EnergyStar.
- Install cisterns and rain barrels for local irrigation and watering.

**Celebrate water and the community's connection to the river in public spaces.**

- Create recreational connections to the river
- Enhance public spaces with interactive fountains



Rainwater harvesting



Interactive fountains



Green roof



Drinking fountain

## Orange Infrastructure: Energy



### Introduction

Orange Infrastructure includes the electrical, heating, and cooling infrastructure for the District - the primary carbon emitters.

This Plan establishes an aggressive vision of an economically vibrant District with a low carbon footprint. Although redevelopment will bring an increase in residents, employees, and therefore more energy use, it does not require a corresponding increase in carbon emissions. Utilizing the embodied energy of the buildings and the District itself, together with a series of on-site and off-site energy efficiency strategies the carbon output can be minimized (and perhaps neutralized). The Plan establishes two main energy goals:

- Reduce per capita energy consumption among residents and employees within the District.
- Reduce reliance on non-renewable sources of power, and emphasize reliance on clean and renewable sources of power.
- Be a model for smart energy and promotion of new technologies.

### Community Benefits

- Increased awareness and stewardship of environment.
- Reduced energy costs.
- Reduced energy needs.
- Reduced reliance on fossil fuels.
- Stable energy sources and prices.
- Cleaner air from reduced carbon emissions.



## Orange Infrastructure (continued)

### Existing Conditions

Because many buildings in the District are vacant, carbon emissions are low. The District is responsible for carbon outputs from two major activities:

- Consumption of electricity that is produced by burning fossil fuels off site.
- The burning of natural gas within the District for heating and cooling, etc.

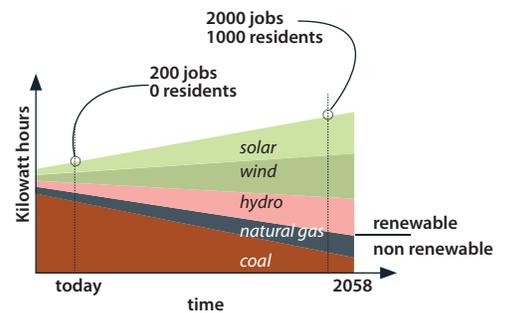
When the District was operating at its peak, heating was provided via a series of tunnels and an on-site district heating plant. This system provided efficient (but not clean) heating to the district.

### Recommendations

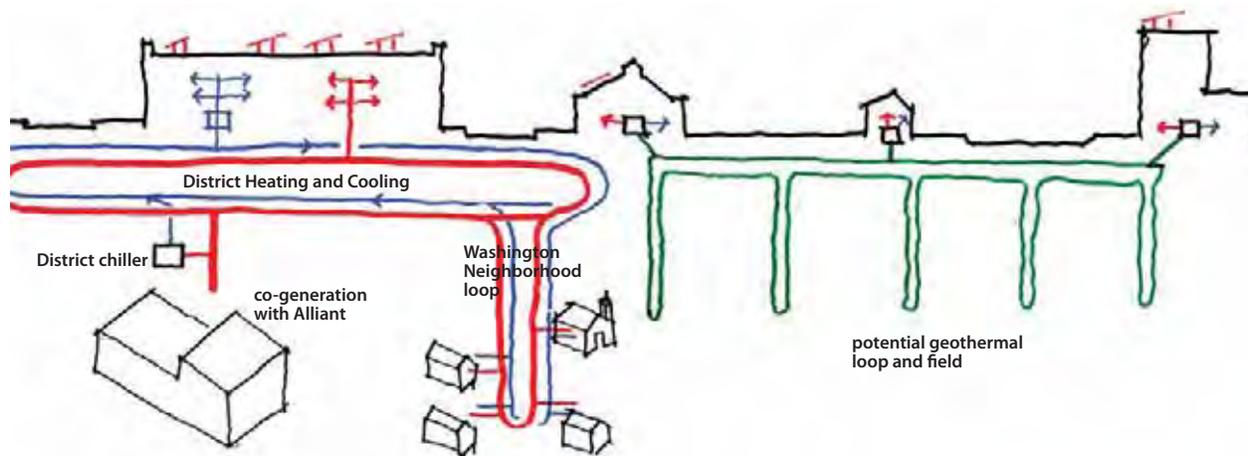
As the District redevelops and becomes occupied by new residents and new employees, demands for electricity and heating and cooling will increase. The challenge is not to curtail development to minimize energy use but to leverage the growth and development to create an efficient and clean system that enables residents and employees to lower their per capita carbon outputs. The Plan focuses on two main strategies:

- Designing efficient buildings and systems that require less load.
- Using renewable and clean energy to satisfy as many of the energy needs as possible.

The District's proximity to the river and adjacency to a local utility plant offers an opportunity to create a low-carbon district-wide heating and cooling system. The embodied energy of existing buildings can be leveraged by improving their energy performance with efficient materials and systems.



**Energy Use:** Over time, the District will increase its need and use for energy. However over time the District will transition to cleaner and more renewable sources.



**Orange Infrastructure:** Currently, individual buildings have individual boilers, each burning natural gas to heat and circulate water through buildings. A District energy solution using either geothermal or co-generated heat from the nearby utility plant can be more efficient and cleaner.

## Orange Infrastructure (continued)

### Recommendations: District Scale

#### Create an efficient and clean District-wide heating and cooling system.

- Work with local and regional utilities to explore the possibility of capturing and distributing heat generated at the power plant and converted to either natural gas or biomass on the river.
- Work with local and regional utilities to evaluate the possibilities of geothermal on a District-wide or building by building basis.
- Consider expansion of the system to adjacent areas such as the Washington Neighborhood.

#### Supplement the District-wide system with clean on-site power generation.

- Install photovoltaics on rooftops, parking garages and plazas.
- Capture bio-gas (via anaerobic digestion) from possible on site Living Machine for electricity production and/or building heating needs.
- Consider installation of fuel cells, micro turbines, and other possible small scale means of capturing and conveying clean and renewable energy.

#### Highlight, promote, and make visible the production and conveyance of energy in the District.

- Consider designing an above ground utility system that reflects the industrial past and creative future of the District.
- Promote education and awareness by encouraging educational programs related to the production and distribution of energy, power, heat and electricity.

#### Pursue partnerships to assist in the capital costs and implementation of energy programs.

- Consider long term energy service contracts with utility companies.
- Consider performance partnerships whereby the cost of energy efficiency improvements are financed by a third party and repaid from the energy savings generated.

#### Develop a system that measures and monitors energy use and greenhouse gas emissions for the entire District.

- Work with local, regional and national partners to establish measurements and targets for per capita carbon emissions.
- Monitor, evaluate, and adjust energy use and greenhouse gas emissions as the District is built out.



Solar canopy



Artistic, energy-efficient lights



Photovoltaic

## Orange Infrastructure (Continued)

### Recommendations: Building Scale

#### Retrofit buildings with energy efficiency improvements.

- Perform pre-construction audits on all buildings prior to redevelopment; follow up with periodic review audits.
- Provide incentives to developers to develop buildings that create light and balanced heating/cooling loads; and efficient and dependable heating/cooling systems.
- Establish educational and training procedures for building operators and tenants in order to maximize the value of energy efficiency investments.
- Work with public utilities to install “smart meters” in all units and buildings.
- Invest energy efficient fixtures and appliances.



Exposed infrastructure

## Gray Infrastructure: Development



### Introduction

Gray Infrastructure consists of buildings, parking streets and other redevelopment efforts. The design, location, and balance of these elements is critical to the success of the District; it will be the mix of uses and spaces in the District that will attract people and investment, therefore making it a creative environment unique in the region.

Redevelopment of over one million square feet of buildings will have regional and national implications. Reusing buildings and reinvesting in existing streets is an efficient use of existing resources as it leverages the embodied (and cultural) energy of the District. Redevelopment of the District represents the reuse of a historic quarter of Downtown. The goals, therefore, of Gray Infrastructure are to:

- Bring economic vitality to the region at minimal environmental cost.
- Establish a unique District that enhances Dubuque's regional competitiveness.
- Connect the District to Downtown, the Port, and the region.
- Reinvest in Downtown Dubuque.
- Utilize the City's Downtown Design Guidelines.

### Community Benefits

- Economic vitality and increased tax revenues.
- New housing choices.
- Options to live within walking distance of Downtown.
- Restored historic buildings.
- Reinvestment in community's history



## Gray Infrastructure System (continued)

### Existing Conditions

In 2008, the District was named a National Historic District, making qualified projects eligible for federal and state historic tax credits. The District consists of approximately 28 buildings, totaling approximately one million square feet. Most buildings are vacant; however, JELD-WEN (not in the Historic District) and a few other companies are fully operational.

The warehouse buildings have large open floor plates and generous floor-to-ceiling dimensions, making them adaptable to many uses. The large floor plates cover much of the District. While their large size is an asset, it also presents a challenge in that little space remains for parking. Full build-out of the District requires nearly 1000 parking spaces.

A second challenge involves organizing land uses so that early phase projects are clustered to create a significant impact. A third challenge is to connect the District to surrounding assets such as Downtown, the Port and the Washington Neighborhood. The District will succeed only if it functions as a part of the greater whole.

### Recommendations

The Plan recommends a land use, redevelopment, and phasing strategy for both redevelopment and infrastructure. The strategies connect the District with its surroundings, break down the implementation into realistic phases, coordinate development with infrastructure, and set up the District for a new generation of sustainable buildings.

The Plan also recommends utilizing the Downtown Design Guidelines to stimulate the restoration and rehabilitation of structures and all other elements contributing to the character and fabric of the District. These guidelines seek to manage change so that the traditional character of the area is respected while accommodating compatible improvements. They reflect the City's goals to promote economic development, enhance the image of the area, and reuse historic resources. In addition, the guidelines draw upon urban design principles of context-related and pedestrian-oriented designs that address how streets are crafted as active, pedestrian-friendly places that unify and establish a sense of continuity among properties.



**Existing Gray Infrastructure:** Historic warehouse buildings are adaptable because of their large open floor plates and generous floor-to-ceiling dimensions.

## Gray Infrastructure (continued)

### Recommendations: City Scale

#### **Extend connections from the District to Main Street, the Port, and to the Washington Neighborhood.**

- Improve the pedestrian experience and the streetscape along 10th Street from the District to Main Street.
- Improve the pedestrian experience and the streetscape along 5th Street from the District to Main Street.
- Improve the pedestrian experience and the streetscape along 7th Street from the District to the Port.

#### **Improve regional access to the District, the Port, and Downtown.**

- Work with IDOT to improve regional access to the District by changing 9th and 11th to two way streets.
- Work with IDOT to improve pedestrian connections between the District and Downtown by either changing Central and White to two way or otherwise calming the streets.
- Work with IDOT and Alliant to develop a road connection between 9th Street/ Kerper Blvd. and 7th Streets.
- Reduce the impact of through truck traffic in Downtown by either calming streets or creating more direct routes for trucks to reach destinations.
- Encourage transit-oriented development and design.



Pedestrian-friendly streetscape



Multi-modal streetscape



Street additions and improvements

## Gray Infrastructure (continued)

### Recommendations: District Scale

#### **Organize land uses in response to JELD-WEN and to the land use patterns surrounding the District.**

- Focus residential uses on the north side of the District, between 9th Street and 12th Street.
- Take advantage of the visibility and access to the Kirby and Farley and Loetscher buildings by positioning them for economic development job creation.
- Within the Farley and Loetscher and Kirby buildings, locate residential uses on the sides of the buildings with river views and.

#### **Cluster retail uses around each other and adjacent to public spaces.**

- Create a retail node around at the intersection of 10th and Washington.
- Provide additional retail, if necessary in the Kirby and Farley Loetscher buildings along 7th Street.
- Reserve a highly visible commercial location on the east edge of the District along Elm Street.

#### **Use a combination of on-street parking, parking beneath buildings and moderately sized parking structures to accommodate parking demands.**

- Create two parking structures to support redevelopment: one adjacent to the Alamo Building and one adjacent to the Kirby Building. Parking structures should be used for residents, employees, and longer term visitors.
- Create smaller, well landscaped infill parking lots adjacent to the Farley Loetscher Building and JELD-WEN.
- Utilize on-street parking for short term parking needs.



Strategic organization of land uses



Short-term on-street parking

## Gray Infrastructure (continued)

### Recommendations: District Scale

#### **Prioritize rehabilitation of existing buildings in the District.**

- Use historic tax credits to rehabilitate as many contributing structures as possible.
- Encourage creative and responsible reuse of existing buildings.
- Encourage use of the City's Downtown Design Guidelines.

#### **Create opportunities for new construction, the next generation of sustainable buildings.**

- Gradually transition land uses the northern edge of the District from industrial to residential. New construction on the blocks between 12th and 11th should transition in scale from the Washington Neighborhood to the District.
- Develop infill buildings on White Street between 9th and 11th Streets in accordance with the Downtown Design Guidelines.
- Develop new commercial or mixed use buildings, in accordance with the Downtown Design Guidelines, on the new block created by realigning Elm Street.

#### **Vary the experience and function of the public realm by creating a range of street types that balance the multiple needs of the District and Downtown.**

- Make surface and pedestrian improvements to Jackson Street, but leave the bricks and the tracks intact where appropriate.
- Design 10th Street at a “shared street” or a “plaza street:” a street where vehicles move very slowly and pedestrians and street level activity is prioritized over other uses.
- Design 9th and 11th Streets and 6th, 7th, 8th, and 12th Streets as green streets, with linear stormwater planters or curb extensions with stormwater planters.
- Encourage transit-oriented development and design.



Responsible reuse of buildings



Scale transition



Plaza street

## Green Infrastructure: Vegetation & Open Space



### Introduction

Green Infrastructure includes vegetation, parks, and open space. These features are essential components of a healthy cultural and ecological ecosystem, and contribute to a high quality of life for people and animals. In addition, vegetation and open spaces offset negative environmental impacts created by impervious, heat-absorbing materials like concrete and asphalt typically found in urban areas. Better air and water quality, a more hospitable environment, and improved public life are some benefits resulting from a strong urban vegetation and open space system. To accomplish this, the green system should:

- Create a cohesive network of trees, plants, and public spaces.
- Increase diversity of plant and public space types.

The following section includes recommendations for District-wide approaches to realizing a comprehensive green infrastructure system.

### Community Benefits

- Improved air and water quality, and reduced urban heat island effect.
- Better connections and movement between places within and beyond the District.
- Variety of spaces to enjoy public life.
- More comfortable streetscape environment.
- Increased plant and animal diversity.
- Heightened environmental awareness and stewardship.
- Enhanced commitment and appreciation for the unique District environment.



## Green Infrastructure (continued)

### Existing Conditions

Most vegetation and green space is located near and around the District boundaries, but very little exists within them. What is there lacks the richness necessary for healthy animal habitat, the cohesiveness ideal for movement between spaces, and the quantities necessary for improved air and water quality. Furthermore, existing green spaces are inaccessible and inhospitable to people.

### Recommendations

These conditions are typical of industrial areas. However, as the District transitions from a place dominated by industry to a place that accommodates a mix of uses, attention to a more livable and sustainable green infrastructure should be a priority. Street reconstruction and building renovation efforts offer ideal opportunities to introduce a healthy environment for plants, animals, and people.

This Plan recommends a network of interconnected parks, trees, green roofs, and other green areas that together make one complete system. Such a network diversifies habitat options, enables better movement between and within valued places, improves air and water quality, and reaches beyond the District to the larger environment.



**Existing Green Infrastructure:** Very little vegetation and green space exists in the District, and what is there lacks diversity necessary for rich habitat and is inaccessible and inhospitable to people.



## Green Infrastructure (continued)

### Recommendations: District Scale

**Create parks, plazas, and courtyards to improve public life, to offer “breathing” space within the compressed urban environment, to diversify habitat options, and to provide some local food sources.**

- Build a large, central public gathering place around the Alamo Building.
- Create a stormwater collection area that also functions as an art and landform park on the east side of the District.
- Build small plazas on 5th Street at the Kirby and Farley and Loetscher building entrances.
- Open internal courtyards to people visiting and living in the District.
- Encourage community gardening.

**Plant a variety of trees within parks and plazas to provide a hospitable environment for people and to offer habitat, shelter, and food for desirable urban wildlife.**

- Plant a bosque of trees in the central gathering space.
- Plant both deciduous and coniferous varieties of trees where appropriate.

**Establish green corridors for wildlife and people to enable more comfortable movement between and within valued parks, plazas, and buildings.**

- Install a continuous green streetscape of street trees, planted stormwater collection zones, rain gardens, and potted plants.
- Connect 7th, 10th, and Washington streetscapes with the riverfront and the Port, Downtown, and the Washington Neighborhood.
- Create a system of semi-public internal building passages for access between sidewalks and internal courtyards.



Gathering place



Community garden



Planted stormwater streetscape



Potted plants

## Green Infrastructure (continued)

### Recommendations: Building Scale

**Establish rooftop and courtyard space to improve building climate control, create avian and insect habitat, and add outdoor gathering space.**

- Build green roofs and roof gardens on existing buildings provided they are set back from primary and secondary facades.
- Add plants and water features to internal courtyards.

**Create additional private outdoor space for building occupants to container garden and enjoy the outdoors.**

- Consider adding balconies on secondary building facades and in courtyards.
- Consider building inset “outdoor rooms” on primary facades that carefully respect the historic integrity of the building.

**Encourage building occupants to create gardens that provide additional vegetation, visual interest, and food sources.**

- Promote the use of container gardening on balconies.
- Promote the use of window boxes on secondary facades.

**Complement public and private areas with active semi-public spaces.**

- Use loading docks as patios for outdoor dining.
- Open passages to make connections between sidewalks and internal courtyards.



Green roof



Courtyard water feature



Window box



Loading dock seating

## Red Infrastructure: Arts & Culture



### Introduction

Red Infrastructure includes arts and cultural spaces, amenities, and expressions that reinforce the identity of the District. Enriching stories, imaginative visuals, and an overall sense of place contribute to what makes a place meaningful, which in turn makes it memorable, special, and desirable for residents and visitors. To accomplish this, the red system should:

- Accommodate and encourage creative participation by the arts community.
- Establish appropriate mechanisms to strengthen the rich tapestry of historical buildings, streets, spaces, and compelling narratives of past and present communities of people.
- Increase the presence, visibility, and vitality of arts and culture in the District.

The following section includes recommendations for a District-wide red infrastructure system that highlights the cultural significance of the District.

### Community Benefits

- Heightened sense of identity and sense of place.
- Greater awareness of history, community, and cultural heritage.
- More inviting streetscape environment.
- Increased opportunity for expression and interaction.
- Opportunities for activities and entertainment.



## Red Infrastructure (continued)

### Existing Conditions

Many artists and creative businesses have studios and offices within the District, but their presence, for the most part, is hidden behind small signs, a few sculptures, and facades of historical warehouse buildings. The buildings themselves espouse historical significance, but many need repairs to become—or remain—suitable for the existing and next generation of occupants.

### Recommendations

Since most of the District is a National Register Historic District, changes to buildings must comply with regulations if a developer or property owner is using federal or state historic tax credits. Renovations are planned and underway, but additional renovations that reinforce the historical significance and continued evolution of the District are necessary for its longevity. When appropriate, building and streetscape renovations should include opportunities for creative expression that promotes the arts community.

The Plan recommends that the work, energy, and activities of the arts community, along with the historical assets inherent in the buildings and streets, should be more visible and palpable throughout the District.



**Existing Red Infrastructure:** The arts community and historical significance of the District is neither as celebrated nor as visible as it should be.



**National Historic District:** Yellow buildings signify contributing structures within the National Register Historic District.

## Red Infrastructure (continued)

### Recommendations: District Scale

#### Use street rights-of-way as places to make functional items spirited and artistic.

- Attach sculptural artistic elements to light posts.
- Use bright paint or mosaic materials on benches at bus stops and along sidewalks.
- Paint highway columns with patterns or bright colors.
- Use sculptural elements as bike racks.
- Use sidewalks as canvasses for artistic expression.
- Highlight historical Jackson Street by maintaining its “as-is” condition where appropriate.

#### Expand park and plaza space by temporarily closing streets for events.

- Promote performing arts and parades in streets.
- Support markets and festivals in and along streets.
- Use streets for overflow seating during outdoor movies, concerts, and theater performances.

#### Design plaza and park space to support the arts.

- Create places for performances and concerts.
- Incorporate sculpture, landform, and creative paving patterns.

#### Promote the District as a place to produce and experience the arts.

- Organize District-wide events to increase visibility and patronage.
- Recruit artists and patrons to visit, live, and work in the area by developing artist housing, studios, and gallery space.
- Develop partnerships with art and music departments at local schools and universities.



Light post sculpture



Artistic bike rack



Sidewalk canvas



Landforms with sculpture

## Red Infrastructure (continued)

### Recommendations: Building Scale

#### Make functional elements on buildings artistic.

- Install bright, interesting, and creative signs.
- Use lights to enliven storefronts, courtyards, and outdoor eating areas.
- Use windows as temporary arts exhibits.

#### Combine the arts and history where appropriate.

- Identify historical elements with creative lighting displays.
- Actively display historical architecture of District buildings.

#### Install and promote the arts in interior courtyards, passages, rooftops, and on secondary building facades.

- Allow sculptural elements in roof gardens.
- Paint murals on courtyard and passage walls.
- Create space for small outdoor concerts and performances.

#### Encourage artistic expression at a variety of scales and locations.

- Install small sculptures meant for small children and a slow pace.
- Promote artistic expression in hidden and atypical places.

#### Encourage artists and arts organizations to occupy District buildings.

- Organize building-wide shows and events.
- Offer appropriately scaled and priced artist housing.
- Develop studio and gallery space in buildings.



Creative signs



Window art exhibit



Sculptural drainpipe



Art for keen observers



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## 5. Development Summary

## Context Plan: Off Site Improvements



## Illustrative Master Plan



## Places

### Streets



Jackson Street



10th Street

## Places (continued)

### Spaces



Landform Park



Foundry Square

## Development Program



Block	Name	Units(new)	Non Res sf	Parking
NORTH	A Spahn and Rose	25	0	29
	B Spahn and Rose	55	0	64
	C Spahn and Rose	55	0	64
	D Geisler	47	0	80
CENTRAL	E Spahn and Rose	72	5,000	72
	F Caradco	84	10,000	45
	G Caradco	22	34,000	44
	H new	64	30,000	150
	I various	70	10,000	50
	J Caradco	84	35,000	0
	K Foundry Square	0	6,000	200
SOUTH	L Wilmac*	40	57,000	28
	M JELD-WEN	0	0	0
	N Kirby*	50	70,000	344
	O Farley Loetscher*	64	89,600	235
<b>TOTAL</b>		<b>634</b>	<b>359,000</b>	<b>1468**</b>

\*assumes 1/2 residential, 1/2 non residential, see page 71

\*\* (does not include on street parking)

## Land Use / Development Patterns

Rehabilitation and New Construction



- Existing Buildings: Rehabilitation
- New Construction

Ground Floor Uses



- Retail
  - Residential
  - Parking
  - Flexible
- A** approximately 97,000 sf retail/  
restaurant
- B** approximately 10,000 sf retail/  
restaurant

## Open Space



- Sidewalks
- Plazas and Plaza Streets
- Courtyards/ Passages
- Stormwater Feature/Sculpture Park

## Parking



- On street
- Structure
- Surface Lot
- In Building

Type	North	Central	South	TOTAL
on street	111	193	79	383
structure	0	200	344	544
surface lot	48	26	263	337
in building	165	421	0	586
	324	840	686	1850

## Streets

Type of Investment



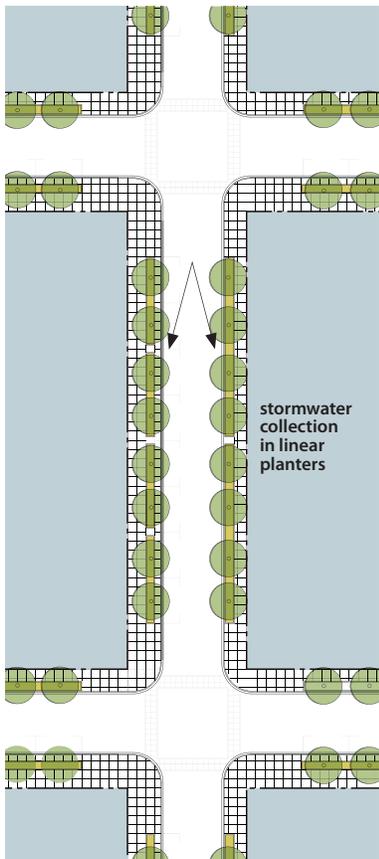
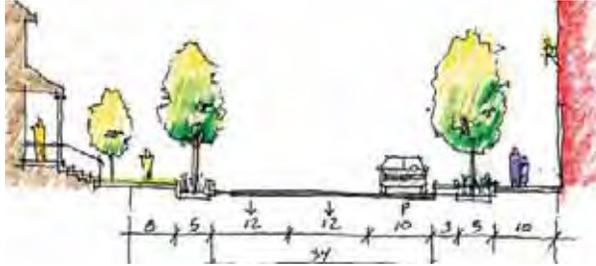
- Existing Streets: Full Reconstruction
- New Streets and New Right-of-Way
- Streetscape Improvements Only
- Jackson Street: Partial Reconstruction

Type of Street



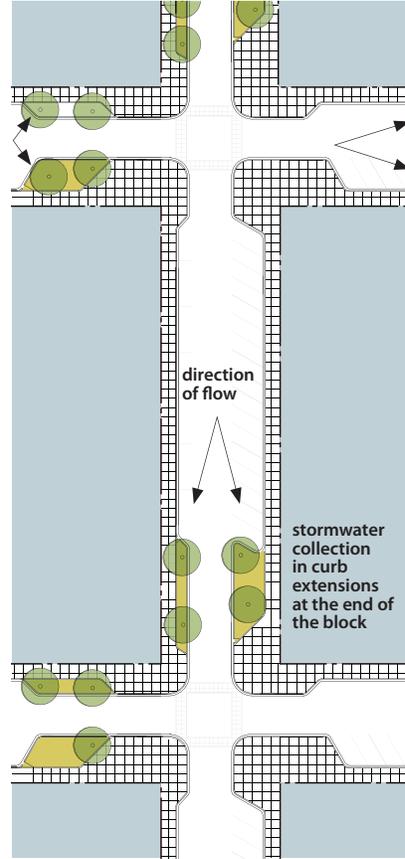
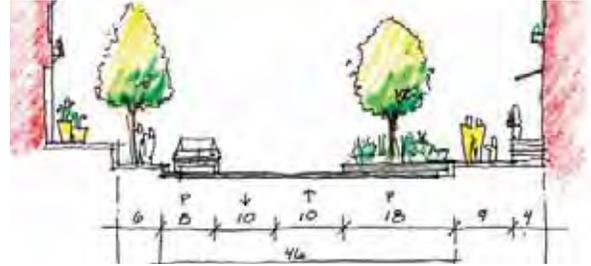
- Green Street with Linear Stormwater Planters
- Green Streets with Stormwater Planters in Curb Extensions
- Plaza Street
- Jackson Street

### Streets with Linear Stormwater Planters



Linear planter

### Streets with Stormwater Planters in Curb Extensions at the End of the Block



## Phasing



Phase 1 A: Central



Phase 1 B: Central



Phase 2: South



Phase 3: North



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## 6. Phase I: Central Area

The Caradco Complex, the Alamo Building, and 10th Street will become the mixed-use center of the District. A new plaza around the Alamo Building will become the District's year round gathering place and a showcase of sustainable techniques and technologies. Creative designs for the preservation of buildings will both honor their past and prepare them for the future.

## Existing Conditions and Primary Challenges

The central area is located between 9th and 11th Streets. It is the first phase of redevelopment and the mixed-use center of the District. This area contains several large warehouse buildings (the former Caradco Company complex) as well as newer industrial and distribution buildings (owned by and operated by Spahn and Rose). Tenth Street bisects the area, offering the opportunity to connect the District and the recent redevelopment on the 1000 block of Main Street.



Caradco Buildings



Dean and Rouse Foundry (Alamo Building)



Betty Building

### Primary Challenges

- Provide enough parking to support redevelopment but not too much that the district is overwhelmed with motorized vehicles.
- Balance historically appropriate rehabilitation with creative expression.
- Build attractive local streets with modern new infrastructure.
- Reprogram and calm streets to improve access to the District, and connectivity between the District, Downtown and Port.
- Convert private streets to public streets.



Existing Conditions

## The Plan

### Redevelopment

Development of the central area occurs in two phases. The first phase includes three of the Caradco buildings and the Betty Building, as well as several new streets, a small parking structure, and a plaza. The second phase includes the realignment of Elm Street, redevelopment of the remainder of existing buildings, as well as new construction on White and Elm Streets.

Build-out of Phase One—the three Caradco buildings and the Betty Building—yields approximately 200 residential units and 100,000 square feet of non-residential ground floor space. Non-residential commercial and retail space should be located along 10th and Washington Streets between 10th and 9th Streets. Ground floor uses on other streets should be residential. Extending housing throughout the District will give life to the area on weekends and evenings; a strong office component will enhance the demand for housing and will enliven the area during weekdays.



Illustrative Master Plan

#### Primary Recommendations

- (A) Reprogram or calm surrounding streets.
- (B) Reconnect street grid with new streets and improve existing streets with new utilities and streetscaping.
- (C) Create a District center that models and showcases sustainable technologies and techniques and that expressive of the creative nature within the District.
- (D) Relocate or purchase businesses not conducive to mixed-use pedestrian-oriented urban redevelopment.
- (E) Aggressively pursue tax credits and other sources to support redevelopment of the Caradco Buildings.

## The Plan (continued)

### Redevelopment (continued)

The Plan envisions eventual redevelopment of the remainder of the Central Area, including the Jackson Street block between 9th and 10th Streets, the remainder of the Caradco blocks, and eventually the Spahn and Rose properties (in both the North and Central Areas). Early action items should include discussions with Spahn and Rose regarding their long term plans and possible relocation to a more accessible location and discussion with property owners on

Jackson Street in order to create additional small scale redevelopment opportunities.

The Plan also envisions the creation of new development blocks on the west end of the District. By negotiating with IDOT to realign Elm Street between 9th and 11th Streets, approximately 3 acres can be reclaimed and put to use. The Plan recommends approximately two-thirds for use as a stormwater feature and landform park, and one-third as a commercial or mixed-use development.



**Phase 1A:** The initial phase of the project should focus on redeveloping the Caradco Buildings around a new plaza, Foundry Square.

#### Building Program

Building	Units	Non-Residential	Parking
Caradco A	84	35,000 sf	0
Caradco B	84	10,000 sf	45
Caradco C	22	34,300 sf	44
Betty Building	12	7,000 sf	0
Alamo	0	6,000 sf	0
<b>TOTAL</b>	<b>202</b>	<b>92,300 sf</b>	<b>89</b>

note: non-residential space can be used for housing if market demands dictate it. If on ground floor, space should be designed to be flexible and potentially converted to non-residential in the future.

#### Parking Program

Location	Supply
In buildings	89
On street	80 <i>improved streets only</i>
In structure	200
In lot	77
<b>TOTAL</b>	<b>446</b>

Use	Assumption	Demand
202 Residential units	1.0 spaces / unit	202 spaces
92,300 Non-residential units	3.0 spaces / 1000 sf	277 spaces
<b>TOTAL</b>		<b>479</b>

## The Plan (continued)

### Redevelopment (continued)

#### Historic Preservation and Creative Expression

As a National Register Historic District, qualified projects are eligible for federal and state historic tax credits. In order to receive the credits, designs for rehabilitation of buildings must adhere to the Secretary of the Interior's Standards. Generally, this consists of preserving the distinctive qualities of buildings and spaces. It is preferable that required replacements or additions be located on secondary facades or be designed to reflect their own time and contemporary styles. They should not attempt to mimic historical styles.

This Plan proposes an approach that balances the Secretary of the Interior's preservation guidelines and the community's desire to create unique environment conducive to and expressive of creative and artistic endeavors of all types. The approach seeks not to freeze

the District in time but rather to honor the past while welcoming the future. Central to the approach is the embrace of an industrial aesthetic consisting of:

- Large volumes and repeated patterns.
- Exposed mechanical systems.
- Heavy strong materials.
- Distinctive elements such as loading docks, large awnings, and overhead elements connecting buildings.

The Plan proposes to preserve primary facades. Original window and door openings, cornices, and other significant features should be preserved and repaired. Significant additions, such as roof gardens, greenhouses, and exterior balconies, should occur on secondary facades, in courtyards, and on rooftops. Elements that made the District unique (loading docks, large awnings, second story passes or skyways, passages, and courtyards) should be celebrated and creatively reinterpreted.



loading docks



passes and skywalks



overhead utilities



Highlighting Distinctive Elements



industrial structures



oversized doors and windows



## The Plan (continued)

### Streets (continued)

#### Jackson Street

In order to maintain the historic aesthetic and warehouse environment, the Plan recommends partial reconstruction and improvements to Jackson Street. Currently, Jackson Street has original bricks and rail tracks on the driving surface. The road is in poor condition, with no drainage and, in places, 18-inch curb heights.

The Plan recommends removing a narrow six-foot section along the length of Jackson Street to install utilities. The six-foot section should be located in the center of the street in order to provide the opportunity to improve the portion of the street in the worst condition. After utilities installation, the tracks should be set back in place, and the bricks should either be replaced or used elsewhere in the District for accents, edges, or banding in the streetscapes.



**Jackson Street:** The driving surface will be improved, but the brick surface will remain.

## The Plan (continued)

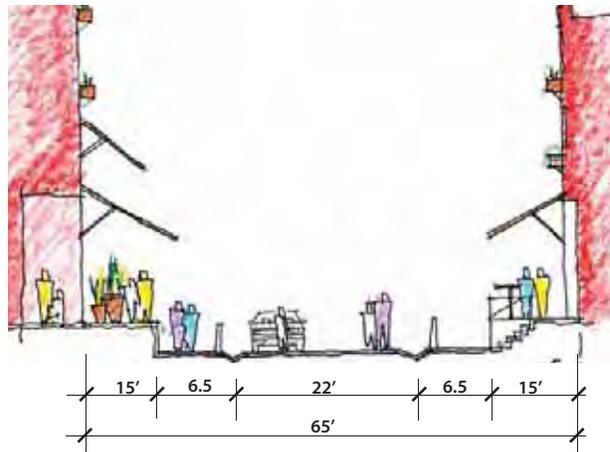
### Streets (continued)

#### 10th Street

Tenth Street is a critical connection to Downtown and a unique street within the District. With the historic Caradco buildings defining its edges, 10th Street will be the most identifiable place in the District. Between Jackson and Elm Streets, 10th Street should be designed as a “Plaza Street” or a “Shared Street.”

Unlike other District streets that will have substantial landscaping and generous curb extensions or linear planters that manage stormwater, 10th Street will be built with permeable pavers. Instead of capturing stormwater runoff in planters, the street will shed water to the Elm Street stormwater feature in Landorm Park.

Tenth Street will be further distinguished by having only a subtle distinction between the sidewalk and the driving surface. The driving surface is textured and as narrow as possible with carefully marked parking areas. The sidewalks are as wide as possible, and are textured and enlivened with storefronts, restaurants, and large arched portals to interior courtyards. People, activity, the Caradco buildings, and reused loading docks will characterize and enliven 10th Street.



**10th Street:** 10th Street will become a narrow plaza street. Cars will be permitted, but the space should be dominated by pedestrians.

## The Plan (continued)

### The Alamo Building, Foundry Square & Landform Park

The Plan recommends creating a significant public open space in the middle of the District. The space has two separate but related parts: 1) a plaza (Foundry Square) and a 2) stormwater feature (Landform Park). These will be built in two phases.

Foundry Square is a year-round gathering space defined by the historic Caradco buildings on two edges, the restored Alamo Building in the middle, and by the plaza design throughout. The plaza sets the District standard and tone by highlighting and showcasing the arts and sustainable technologies and techniques. Active edges animate the plaza and occupy both the ground floor and upper levels of surrounding structures.

The Alamo Building is a landmark building in the plaza. It should be renovated as a flexible space for lease to retailers, restaurateurs, or as a gallery space, with open circulation similar to a market structure.

The south edge of the Foundry Square is defined by a two-level parking structure. The parking structure has a well designed north edge, such as an art wall, for better integration with the plaza.

The bosque of trees on the east edge of Foundry Square provides shade, defines the plaza, and offers a variety of spatial experiences. The bosque can improve infiltration and increase permeability. In addition, maintaining portions of existing buildings on site creates a structured corner to the bosque and plaza.



The Alamo Building: The former Dean and Rouse Foundry.

Over time, the District's central open space can be expanded to include a green space on the east edge of the District. By realigning Elm Street, land can be reclaimed and used for redevelopment and public amenity. As the topographic low point in the District, this area is ideal for a stormwater feature/landform park (using the excavated fill from the parking structure). Like the plaza, Landform Park showcases both the arts and sustainable techniques and technologies, possibly serving as a sculpture park, geothermal field, a structured wetland, or space for a blackwater or graywater treatment plant known as a living machine.



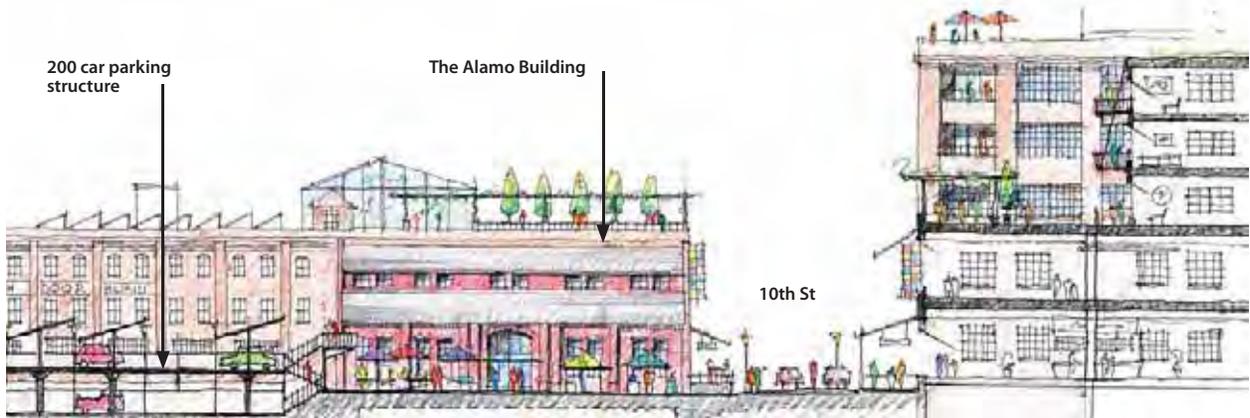
Phase 1A: Foundry Square



Phase 1B: Landform Park



**Foundry Square:** The images above show some of the artistic, event-oriented, and spatial possibilities for Foundry Square.



**Section through Foundry Square Looking West:** Foundry Square will be a flexible space to be used for a variety of public activities. The Plaza will showcase and highlight sustainable technologies and practices.



**Landform Park:** The images above show some of the artistic, sustainable, and spatial possibilities for Landform Park.



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## 7. Phase II: South Area

Redevelopment of the The Kirby Building, Farley Loetscher Building and Wilmac Building into offices/residential will infuse the District with a lively daytime population. 7th Street will be a critical pedestrian connection between the District, Downtown, and the Port.

## Existing Conditions and Primary Challenges

The South Area is located between 6th and 9th Streets. The area is dominated by three larger warehouse buildings, each over 100,000 square feet (Wilmac Building, Farley and Loetscher Building, Kirby Building) and JELD-WEN, a manufacturer of doors. Stakeholders view JELD-WEN's presence as an asset to the District and a link to the District's history. JELD-WEN does not generate significant truck traffic; however, JELD-WEN's operations will have an impact on land use and development. Fifth Street extends through this portion of the District, offering opportunities to use this street as a full connection to Downtown and the Port.

### Primary Challenges

- Organizing redevelopment around the operations of JELD-WEN.
- Creating conditions that help JELD-WEN continue to operate during redevelopment and into the future.
- Creating connections to Downtown and the Port.
- Supporting the larger warehouse buildings with sufficient parking and access.
- Creating adequate connections between the central and south area.



Wilmac Building



Kirby Building



Existing Conditions

## The Plan

### Redevelopment

Most redevelopment opportunities in the south area are in rehabilitation and redevelopment of three large warehouse buildings: the Wilmac Building, the Farley Loetscher Building, and the Kirby Building, which together total approximately 400,000 square feet. The Wilmac Building is partially occupied; however, the Kirby and Farley Loetscher buildings are mostly vacant.

The Plan recommends redeveloping these three buildings with a mix of uses. Each building could be redeveloped with both housing and commercial uses. Market conditions should dictate the eventual split between residential and non-residential uses.

#### Primary Recommendations

(A) Redevelop each of the three large warehouse buildings with a mix of uses including offices, residential and retail.

(B) Develop a single multi-story parking structure adjacent to the Kirby Building.

(C) Redesign 7th Street as an address to the Kirby Building and Farley Loetscher Building as well as a connection between Downtown and the Port.



Illustrative Master Plan

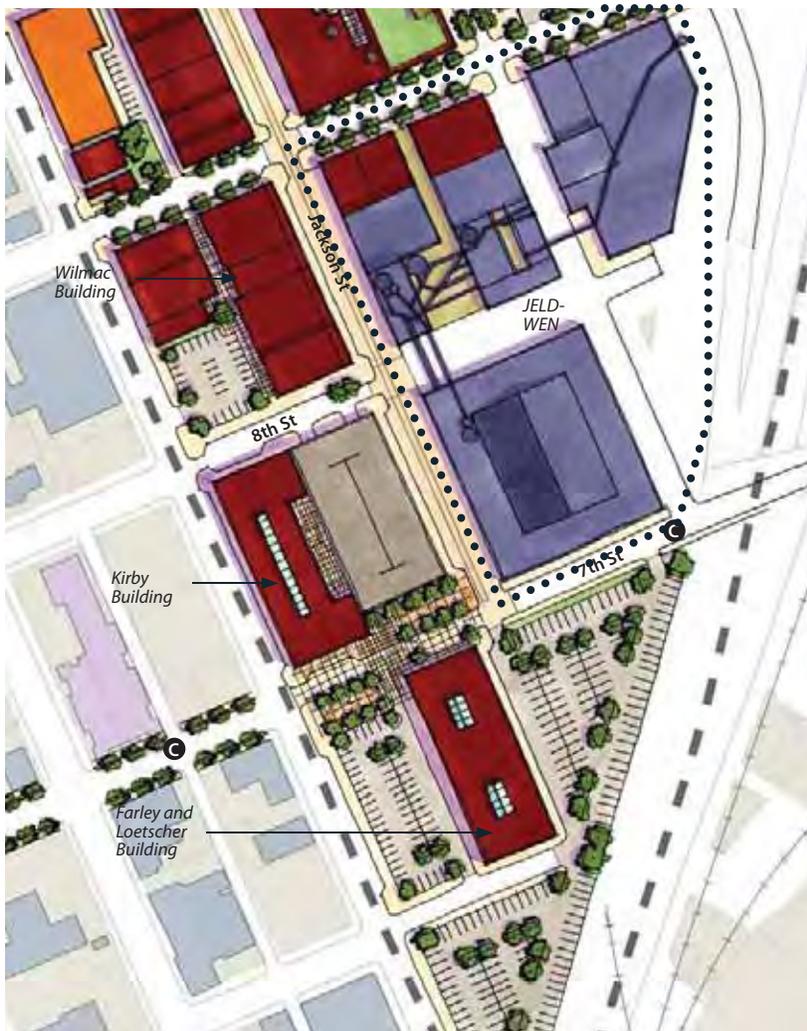
## The Plan (continued)

### Redevelopment

Both the Kirby and the Farley Loetscher Buildings can be positioned to land large tenants looking for large floorplates and up to 180,000 square feet of office space. Both of these buildings are visible and accessible from the highway and from Downtown. They have large windows and open floor plates. The Greater Dubuque Development Corporation, the City of Dubuque, Dubuque Main Street, and Dubuque Chamber of Commerce should actively market these two buildings for a large office tenant.

The buildings can also house medium and small tenants. The floorplates are flexible and can be divided to accommodate different size tenants and users. Ultimately, the market should determine the split between residential and non-residential uses. The Plan recommends portions of the buildings with housing be located on the sides of buildings facing away from JELD-WEN.

Retail uses should not be prioritized in the south area. However, if demand exists, the Plan recommends locating retail on 7th Street in the base of the Kirby and the Farley Loetscher Buildings.



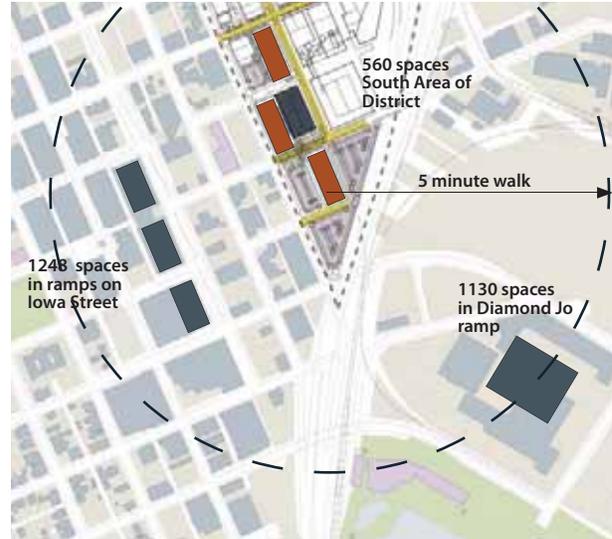
Illustrative Master Plan

## The Plan (continued)

### Parking

Providing enough parking is perhaps the largest challenge to redevelop the approximately 410,000 sf of space in the south area. The Plan recommends a single parking structure (+/- 325 spaces) adjacent to the Kirby Building (possibly with ground floor retail) and a well-designed and landscaped surface parking lot (+/- 235 spaces) around the Farley Loetscher Building. Given the parking demands of office and retail relative to housing, the planned 560 spaces will comfortably support a redevelopment program that is approximately 325,000 sf of housing (+/- 232 units) and 108,000 sf of office or retail.

If the market drives a redevelopment program that requires more than the planned 560 spaces, off site solutions such as Downtown ramps, the publicly owned ramp at the Port and/or a transit circulator should be explored.



**Off site parking:** Depending on the build out of the south area, off site parking may be needed. Sidewalk improvements will be necessary to fully utilize parking in the Port.



**Building Supply**

(A) Wilmac	114,000 sf
(B) Kirby	139,200 sf
(C) Farley & Loetscher	179,200 sf
	432,800 sf

**Building Program**

**Parking Demand**

**Parking Supply**

**Surplus/ (Deficit)**

Scenario	Building Program	Parking Demand	Parking Supply	Surplus/ (Deficit)
scenario 1	non-residential: 108,200 sf residential: 324,600 sf	555 cars	560 spaces	5 spaces
scenario 2	non-residential: 216,400 sf residential: 216,400 sf	801 cars	560 spaces	(241 spaces)
scenario 3	non-residential: 324,600 sf residential: 108,200 sf	1051 cars	560 spaces	(491 spaces)

**note:** All parking deficits to be accommodated with off site parking (see image at top of page).

**assumptions:**  
 1 parking space / residential unit  
 1400 gsf / residential units  
 3 parking spaces per 1000 gsf non-residential

## The Plan (continued)

### Streets

#### 7th Street

Seventh Street is an important connection between the Port, the District, and Downtown. West of the District, 7th Street offers a direct connection to Town Clock Plaza on Main Street with the reconfiguration or redevelopment of the Iowa Street ramps. To the east, 7th Street could connect to the historic Shot Tower, Star Brewery, and the Port. Street improvements in both directions are critical to realize the full potential of this connection.

Within the District, 7th Street should become the primary address for both the Farley Loetscher and the Kirby buildings. Seventh Street could be designed as a plaza street, similar to the proposal for 10th Street. Main entrances and entry plazas should flank 7th Street,



7th Street Connection

helping to make a gateway between the Downtown, the District and the Port.

As in the central area, designs for warehouse buildings should balance preservation with creativity. Building additions or alterations should emphasize the building entry, its relationship to 7th Street, and the flanking plazas.



(A) Kirby/Farley Square on 7th Street



(B) Iowa Street Ramps: If redeveloped or reconfigured, 7th Street could connect to Town Clock Plaza via a public stairway.



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## 8. Phase III: North Area

The area between 11th and 12th St will become the neighborhood edge to the District. Over time, industrial uses will make way for new residential and mixed-use developments. 11th Street will be re-purposed as significant gateway to downtown and a pedestrian friendly street lined with both new and renovated buildings.

## Existing Conditions and Primary Challenges

The North Area is located between 11th and 12th Street, Highway 61-151 and White Street. The area is the south edge of the Washington Neighborhood and the north edge of the Historic Millwork District. Most of these three blocks are occupied by Spahn and Rose and other industrial/distribution uses. The east edge of the area is used to transition the ramps to surface streets by merging two one way streets into Elm Street.

### Primary Challenges

- improve the connections between the Washington Neighborhood and the District.
- Improve the redevelopment potential along 11th Street, a primary feeder to the highway and portions of the Port.



Jackson Street



White Street



Existing Conditions

## The Plan

### Redevelopment

Redevelopment of the north area will likely be the final phase of redevelopment. Currently, most of the property between 11th and 12th Streets is owned by Spahn and Rose. As a lumber yard and distribution site, the truck traffic and activity is not conducive to surrounding urban uses.

If the City and Spahn and Rose agree to a relocation plan, the property can be redeveloped with uses complimentary to the District and to the Washington Neighborhood. The Plan recommends redeveloping with primarily residential uses and street improvements designed to reconnect the Washington Neighborhood to the District.

The Plan recommends connecting the District and the Washington Neighborhood by extending the scale of buildings and development from each area onto the blocks between 11th and 12th Streets. Generally, the Washington Neighborhood consists of smaller scaled housing oriented to the north-south streets. This pattern can be extended across 12th Street.

#### Primary Recommendations

**(A) Redevelop the Washington Neighborhood edge to create a positive transition to the District.**

**(B) Redesign 11th Street as a green street, with two way traffic and ample landscaping.**

**(C) Realign Elm and Pine Street to create a developable block on the east edge of the District. Develop this block with a multi-story gateway building.**



**Illustrative Plan:** New development on the northern most blocks of the District will help reconnect the District to the Washington Neighborhood.

## The Plan (continued)

### Redevelopment (continued)

The District consists of larger warehouse buildings. Therefore, the Plan recommends extending this pattern across 11th Street, and then transition to meet the neighborhood scale buildings at mid-block. Buildings on 11th Street should front on both 11th Street and the side streets in order to fully implement the transition. Moderate setbacks or courtyards on 11th Street will create a stronger landscaped appearance to the street, enhancing its unique role as an important entry to Downtown, the Washington Neighborhood, and the District.

The easternmost block in the north area is under utilized; it is occupied with roads that transition the neighborhood streets to the southbound on-ramp to Highway 61-151. The Plan recommends realigning both Elm and Pine streets to enable the redevelopment of the property as a multi-story mixed-use building. The buildings and sites should be designed as a gateway to Downtown and the District.



**Gateway Sites:** Entrances to Downtown and the District should be highlighted with significant and iconic buildings.



**Reconnecting the District and the Washington Neighborhood:** The blocks between 11th and 12th Streets can become the seam and transition between the District and the Washington Neighborhood.

## The Plan (continued)

### Streets

Eleventh Street will remain an important and relatively well-traveled feeder to the highway. The Plan recommends converting it to two-way, maintaining its capacity but calming the traffic so that it becomes a more desirable address for urban redevelopment. The street can be enhanced with stormwater planters on both sides and on-street parking on one side. These improvements will help buffer new development from traffic and will provide valuable on street parking for the District.

The Plan also recommends realigning Elm and Pine Streets to be simple extensions of their alignment in the Washington Neighborhood. They will extend straight into the District as two-way streets, offering a clear, easily understood connection between the District and the neighborhood. They will remain important feeders to Highway 61-151.



**Realignment of Elm and Pine Street:** New alignments for Elm and Pine Streets, and converting 9th and 11th Streets to two-way will increase access to the District and Downtown, and will create new blocks that can be developed with new construction as well as a wetland feature and landform park (see section\_\_).