Dubuque, IA UDC  Adopted 10/19/2009

Section II – Land Use Regulations

Article 6 – Overlay Districts

6-6  OTN Old Town Neighborhood District Overlay

It is recognized that the older areas of Dubuque primarily in the downtown and surrounding neighborhoods require site design standards that respect the historic context of their development.

The OTN is characterized by older building stock and a mix of densely developed commercial and residential structures built on small lots served by alleys. The OTN includes Dubuque’s historic downtown core, the Central Avenue and Rhomberg Avenue business corridors, older neighborhood commercial nodes often located on corner lots and a mix of single and multi-family housing located on separate lots or as upper story apartments.

The purpose and intent of the OTN is to conserve the character and integrity of historic building stock in areas of the city where strict application of site design standards for new commercial and multi-family residential development are difficult to apply due to the dense development patterns of these older areas. Often, application of such “suburban-style” standards may lead to demolition of existing structures or may limit redevelopment of commercial and multi-family structures or properties in the OTN.

6-6.2 OTN Boundary
The OTN includes the City’s locally-designated historic districts, conservation districts, and conservation planning areas as defined in Article 10 of this Code, and those areas included in the City’s phased Historic/Architectural Survey/Evaluation.

6-6.3 OTN Design Guidelines
OTN design guidelines enable property owners to renovate, redevelop or expand their businesses or buildings within a framework compatible to their neighborhood character and surrounding environs.

6-6.4 Applicability
This section shall apply to all lands within the jurisdiction of the City shown on the Official Zoning Map as being within the OTN Old Town Neighborhood District Overlay.
OLD TOWN NEIGHBORHOOD DISTRICT OVERLAY: DESIGN GUIDELINES

The Old Town Neighborhood District (OTND) overlay areas have a strong neighborhood feel and retain a high level of their historic character. They generally contain a mix of small commercial mixed-use buildings and single and multi-family residential buildings. However, the corridors along major thoroughfares are more dominantly commercial and mix-use buildings. The neighborhood street corridors are more dominated by residential building types. Typically buildings are between two and three stories in height. Commercial storefronts and small residential yards line the street, giving the area a strong pedestrian scale and character. The streetscape varies between commercial storefronts set at the property line with attached sidewalks, and residential buildings with small setbacks and detached sidewalks with planting strips and street trees.

Principles of OTND Design Guidelines
These guidelines draw upon urban design principles that address how streets are designed to be active and pedestrian-friendly and to establish a sense of relatedness among properties. Many of these context-related and pedestrian oriented design concepts are commonly used in the design community as part of New Urbanism or Traditional Neighborhood Design. Dubuque’s “old town” neighborhoods are the original urbanism that these modern urban designs seek to emulate.

Emulating traditional buildings enhances the sense of visual continuity in OTND overlay areas of the community. Many of the design guidelines encourage designs that draw upon basic framework features of these established contexts. New, creative designs that reinterpret these traditional patterns are encouraged.

Providing features which are visually interesting and that are in human scale are essential to creating a pedestrian-friendly environment. This may include storefront windows, display cases, art and landscaping.

Components of Design Guidelines
Each chapter of the design guidelines contains the following components:

Design Element
The first is the design element category (e.g., streetscape elements, site planning, building materials and secondary structures) under which the design guideline falls.

Policy Statement
Second is a policy statement explaining the city’s basic approach to treatment of the design element. This is the basis for the more detailed design guidelines that follow. In cases where special conditions in a specific project are such that the detailed design guidelines do not appear to address the situation, this general policy statement shall serve as the basis for determining the appropriateness of the proposed work.

Design Guidelines
Third is the design guideline statement itself, which is typically performance-oriented, describing a desired design treatment. The specific design guidelines are numbered and presented in bold face.
Additional Information
The design guideline statement is followed by supplementary information that is treated as sub-points of the guideline. These sub-points may include additional requirements, or may provide an expanded explanation. These sub-points are listed as bulleted statements. (*)

Illustrations
Design guidelines are further explained through the use of photographs and illustrations. The images used should not be considered the only appropriate options, but rather used as a guiding reference. In most instances, there are numerous possible solutions that meet the intention of the design guidelines as well as the needs of the property owner. In order to help the reader determine design approaches that are appropriate, many of the illustrations are marked with either a ✓ or an ✘. Those illustrations marked with a ✓ are considered appropriate solutions, whereas those illustrations marked with an ✘ are not appropriate.

1. Design Guidelines for all Properties

A. Topography

Policy: Site work should be planned to protect the assets of the existing topography.

Guidelines:
1.1 Minimize cut and fill on a site.
   • Divide large grade changes into a series of benches and terraces, where feasible.

1.2 Design a building foundation to conform to the existing topography, rather than creating extensive cut and fill.
   • Step the foundation of a building to follow site contours, when feasible.
   • If stepping the foundation is not possible, disguise the cut with building placement and/or building walls, and provide a landscape buffer system at the top of cut.

1.3 Minimize the visual impacts of cut and fill on a site.
   • Re-grade the site as a stable, “natural” slope, when feasible.

1.4 Respect historic settlement patterns.
   • Site a new building such that it is arranged on its site in a way similar to historic buildings in the area. This includes consideration of building setbacks and open space.

B. Streetscape

Policy: Maintain the traditional character of the streetscape. The character changes between commercial, industrial and residential areas.
Guidelines:

1.5 Maintain the traditional character of the streetscape.

- Commercial areas: Maintain wide sidewalks, street trees, light fixtures and furnishings. Consider adding similar features to accent the public sidewalk.
- Industrial areas: Consider adding features such as consistent lighting fixtures and landscaping which complement the existing industrial character.
- Residential areas: Maintain street landscaping and planting strips, which are typically found between the curb and sidewalk. Consider the use of additional street trees in these areas.

1.6 Maintain and incorporate landscape and streetscape features that are important in defining the historic character of the setting when feasible.

- Preserve significant view corridors.
- Retain significant topographic features.
- When feasible retain the historic brick pavers found throughout the area. If this proves to be a hardship then salvage material upon removal and reuse in other streetscape or interpretive park/plaza improvements.

C. Parking

Policy: The visual impact of surface parking should be minimized. On site parking should be subordinate to other uses and the front of the lot should not appear to be a parking area.

Guidelines:

1.7 Minimize the visual impact of surface parking in residential neighborhoods.

- Locate and access a parking area at the rear of a site.
- Do not use a front yard for parking. Instead, use alley access or a long driveway that leads to parking located behind a building.
1.8 Locate a surface lot in the interior of a block whenever possible.
   - This acknowledges the special function of corner properties. They are generally more visible than interior lots, serve as landmarks and provide a sense of enclosure to an intersection.

1.9 Site a surface lot so it will minimize gaps in the continuous building wall of a commercial block.
   - Where a parking lot shares a site with a building, place the parking at the rear of the site or beside the building.

1.10 Provide a visual buffer where a parking lot abuts a public sidewalk.
   - This may be a landscaped strip or planter. A combination of trees and shrubs can be used to create a landscape buffer.
   - Consider the use of a low or decorative wall as screen for the edge of the lot. Materials should be compatible with those of nearby buildings.

D. Buffers

Policy: When site development such as parking, storage and equipment areas create an unavoidable negative visual impact on abutting properties or to the public way, it should be mitigated with landscaping that may buffer or screen it. The landscape design should complement the existing natural character and context of the site.

Guideline:
1.11 Landscape buffers should be provided along edges of parking and service areas.
   - Provide a landscape buffer at the edge of a parking lot and between parking lots.
   - Consider providing an evergreen landscape buffer at ground mounted mechanical equipment, service and/or storage areas.

E. Site Lighting

Policy: Standards for outdoor lighting are provided in the City’s design standards. This section addresses some of the qualitative aspects of lighting design that should also be addressed. Light spill onto adjacent properties and into the night sky should be minimized. The light level at the property line is a key design consideration. This is affected by the number of fixtures, their mounting height, and the lumens emitted per fixture. It is also affected by the screening and design of the fixture.

Guideline:
1.12 Shield lighting to prevent off-site glare.
   - Light fixtures should incorporate cut-off shields to direct light downward.
• Luminaires (lamps) shall not be visible from adjacent streets or properties.

F. Service Areas

Policy: Service areas should be visually unobtrusive and should be integrated with the design of the site and the building.

Guidelines:
1.13 Orient service entrances, waste disposal areas and other similar uses toward service lanes and away from major streets.
• Screen service entrances with walls, fences or planting.
• When it will be visible from a public way, a service area screen should be in character with the building and site it serves.
• Locate areas for outdoor storage, truck parking, trash collection or compaction loading, or other such uses so as not to be visible from abutting streets.

1.14 Position service areas to minimize conflicts with other abutting uses.
• Minimize noise impacts by locating sources of offensive sounds away from other uses.
• Use an alley system to locate service areas, when feasible.

G. Mechanical Equipment

Policy: Utility connection boxes, external fire connections, telecommunication devices, cables, conduits, satellite dishes, HVAC equipment and fans may affect the character of an area. These devices shall be screened from public view to avoid negative effects on historic resources.

Guidelines:
1.15 Minimize the visual impacts of mechanical and HVAC equipment on the public way and surrounding neighborhood.
• Screen equipment from view.
• Do not locate window equipment on a primary facade.
• Use low-profile or recessed mechanical units on rooftops.
• Locate satellite dishes out of public view.

1.16 Minimize the visual impacts of utility connections.
• Locate utility connections on secondary walls when feasible.

H. Sign Lighting

Policy: The sign illumination source shall be shielded to minimize glare. Light intensity shall not overpower the building or street edge. Small and discreet modern light fittings may provide an unobtrusive alternative to traditionally styled lamp units.

Guidelines:
1.17 Use shielded lighting source on a sign.
• Direct lighting at signage from an external, shielded lamp is appropriate.
• A warm light, similar to daylight, is appropriate.
• Strobe lighting is not appropriate.
• Internal illumination is not appropriate.

1.18 Halo illumination may provide an effective and subtle form of lighting which can be used to accentuate both sign and building.
• This form of lighting can be used with either wall or sign panels or individual letters.
• The light source shall not be visible.

Directory Sign
This is a small scale sign located on the primary first-floor wall of any building containing multiple tenants to display the tenant name and location.

Guideline:
1.19 Consider a directory sign for larger buildings with numerous occupants.
• Consolidate small, individual signs and place them on a single panel as a directory to make them easier to locate.

I. Fences, Site Walls and Retaining Walls

Policy: Fences, site walls and retaining walls are found throughout the Old Town Neighborhood District areas. Fences were typically associated with residential lots. Site walls are typically associated with parking areas. Retaining walls are found on sloped sites and are associated with several building types. Traditionally, front yard fences were relatively low in height and had a “transparent” character that allowed views into yards, providing interest to pedestrians. Solid plank wood fences were used occasionally along alley edges, but also were relatively low in height. A new or replacement fence should be similar in character with those used traditionally in the neighborhood. In addition, fences should relate in character to the principal structures on the lot. Site wall materials should complement the traditional architectural materials. In some areas, retaining walls are also found. They typically align along the edges of sidewalks, and help to establish a sense of visual continuity and should be maintained.

Guidelines:
1.20 A new fence should be in character with those seen traditionally.
• A fence that defines the front yard is usually low to the ground and “transparent” in nature.
• Simple wire and wrought iron fences are appropriate materials.
• Chain link and solid “stockade” fences are inappropriate.

1.21 A new site wall or retaining wall should be in character with those seen traditionally.
• A retaining wall that defines the sidewalk edge or is used in the front yard should not exceed 36 inches.
• Use materials that are similar to those used traditionally, such as cut rock and stone.

2. Design Guidelines for New Commercial Buildings

This chapter provides design guidelines for new commercial building types. These new infill buildings would reflect many of the design features found within traditional commercial buildings. The guidelines would also apply to new additions to non-historic commercial
buildings. This section would also apply to the commercial building portion of a transitional building type (See Chapter 5).

A. Building Setbacks

Policy: Buildings create a strong edge to the street because they are traditionally aligned on the front lot line and were usually built-out the full width of the parcel to the side lot lines. Although small gaps do occur between some structures, they are the exception. These characteristics are vitally important to the Main Street Historic District and in areas abutting the district where a street wall is a prominent feature.

Guidelines:
2.1 Reflect the traditional setbacks seen within the block.
- Place the facade of the building at the property line. This should only vary in very special circumstances.
- Locating entire building fronts behind the established storefront line is inappropriate.

B. Mass and Scale

Policy: Building massing should fit with existing patterns, but need not directly copy them. Existing patterns and traditions in building massing include varied heights, articulated masses, visually interesting skylines and pedestrian-scaled street fronts. Building massing should continue to provide a variety of pedestrian-friendly scales and visually appealing masses. Buildings should not be monolithic in scale or greatly contrast with the existing scale in the area.

A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience. Using building material of a familiar dimension such as traditional brick is an example, as is using windows of similar dimensions. To ensure that human scale is achieved in new development it is important to focus design attention on aspects most directly experienced by pedestrians, such as the scale of buildings and architectural details at the street level. For example, providing a storefront and a band of smaller upper story windows creates a human scale. These features are some of the important characteristics of commercial building types and should be respected in all new construction.

Guidelines:
2.2 Maintain the average perceived size of buildings at the sidewalk.
- Facade heights of new buildings should fall within the established range of the block, and respect the traditional proportions of height to width.
- Floor-to-floor heights should appear similar to those of traditional buildings in the area.

2.3 Traditional spacing patterns created by the repetition of uniform building widths along streets should be maintained.
New facade widths should reflect the established range of the building widths seen on the block.
Where a building must exceed this width, use a change in design features to suggest the traditional building widths. Changes in facade material, window design, facade height or decorative details are examples of techniques that may be considered. These variations should be expressed through the structure such that the composition appears to be a collection of smaller building modules.

2.4 A new building should incorporate a base, middle and a cap.
- Traditionally, buildings were composed of these three basic elements. Interpreting this tradition in new buildings will help reinforce the visual continuity of the area.

2.5 Position taller portions of a structure away from neighboring buildings of lower scale.
- Where permitted by the base zoning, towers and other taller structures should be located to minimize looming effects and shading of lower scaled neighbors. Buildings should step down towards lower scaled neighbors, including adjacent historic properties and districts.

2.6 Establish a sense of human scale in building designs.
- Use vertical and horizontal articulation to break up large facades.
- Incorporate changes in color, texture and materials in building designs to help define human scale.
- Use architectural details that create visual interest and convey a three-dimensional facade.
- Use materials which help to convey scale through their proportions, detailing and form.
- Size and locate signs to engage pedestrians and help define building entries.

C. Horizontal Alignment

Policy: A strong alignment of horizontal elements exists along the street. Alignment is seen at the first floor level with moldings that are found at the top of display windows; at upper floor levels, alignment is found among cornices, window sills and headers. This alignment of horizontal features on building facades is one of the strongest characteristics of the street and should be preserved. It is important to note, however, that slight variations do occur, which add visual interest. Major deviations from these relationships, however, disrupt the visual continuity of the street and are to be avoided.

Guidelines:
2.7 The general alignment of horizontal features on building fronts must be maintained.
- Typical elements that align include: window moldings, tops of display windows, cornices, copings and parapets at the tops of buildings.
- When large buildings are designed to appear as several buildings, there should be some slight variation in alignments between the horizontal facade elements.

2.8 Define the first and second floors of commercial type buildings with clearly distinguishable details.
- Changes in horizontal details and architectural panels may be used to help define the first and second floors.
• Changes in material, color, texture, pattern or wall plane may be used to help define the first and second floors.

3. Design Guidelines for New Multi-Family Residential Building Types

This chapter provides design guidelines for new residential buildings including both single-family and urban residential types. Urban residential building types include multifamily structures such as apartment buildings and townhomes. These new infill buildings would reflect many of the design features found within traditional residential building types. The guidelines also apply to new additions to non-historic residential buildings. New residential style buildings could occur in a few locations where an existing enclave of these building types occurs as well as transition areas. This chapter would also apply to the residential portion of a transitional building type.

A. Building Setbacks

Policy: Building setback within a typical residential context reflects a hierarchy of public and private space. It is a progression that begins at the street, which is the most public space, then proceeds through the front yard, which appears "semi-private," and ends at the front door, which is the "private" space. This sequence enhances the pedestrian environment and contributes to the character of a residential neighborhood; it should be maintained where it dominates the block. Where the majority of the buildings align at the sidewalk edge, new infill buildings should maintain this alignment.

Guidelines:
3.1 Maintain the traditional neighborhood setback.
• In a traditional residential neighborhood, the front yard should be maintained with planting material and not covered with paving or large outdoor decks.
• Align buildings at the sidewalk in traditional urban settings.

3.2 Provide a walkway from the street to the building in residential settings.
• A walkway running from the street to the front porch provides unity to the streetscape. Where a walkway has been an element of the hierarchy, this should continue.

3.3 Clearly define the primary entrance by using a defined entry or a front porch in townhomes and single-family residential buildings.
• The porch should be "functional," in that it is used as a means of access to the entry.

3.4 Orient a front porch or covered landing to the street.
• While the porch serves as a transition area from the street to the building, it is also an essential element of the streetscape. It provides human scale to the building; it offers interest to pedestrians; and it is a catalyst for personal interaction.
• This should not be interpreted to exclude side porches.

B. Mass and Scale

Policy: Building massing should fit with existing patterns, but need not directly copy them. Existing patterns and traditions in building massing include varied heights, articulated masses, and pedestrian-scaled entryways. Building massing should continue to provide a variety of pedestrian-friendly scales and visually appealing masses. Buildings should not be monolithic in
scale or greatly contrast with the existing scale in the area. A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience. Using a building material of a familiar dimension such as traditional brick is an example, as is using windows of similar dimensions. To ensure that human scale is achieved in new development, it is important to focus design attention on aspects most directly experienced by pedestrians, such as the scale of buildings and architectural details at the street level. For example, providing a front porch creates a human scale, especially in a residential setting. These features should be respected in all new construction.

**Guidelines:**

3.5 Construct a new building to be similar in mass and scale to traditional buildings in the neighborhood.
- Traditional features that convey a human scale should be used.
- Use building materials that are of traditional dimensions. The use of brick is encouraged.
- Include horizontal elements in the design of residential buildings. For example, porches, balconies and eaves should be used to reflect the articulation of buildings in areas that are predominantly residential.
- Use architectural details that create visual interest and convey a three dimensional facade.

3.6 On larger structures, subdivide larger masses into smaller “modules” that are similar in size to traditional buildings in the neighborhood.
- Other subordinate modules may be attached to the primary building form.

3.7 The front wall of a new structure should be similar in height to traditional buildings in the neighborhood.
- The primary plane of the front should not appear taller than those in the neighborhood.

3.8 A facade should appear similar in dimension to traditional buildings in the neighborhood.
- Facade heights of new buildings should fall within the established range of the block, and respect the traditional proportions of height to width.
- Floor-to-floor heights should appear similar to those of traditional buildings in the area.

3.9 Position taller portions of a structure away from neighboring buildings of lower scale.
- Where permitted by the base zoning, taller structures should be located to minimize looming effects and shading of lower scaled neighbors.
- Buildings should step down towards lower scaled neighbors, including adjacent historic properties and districts.

C. Secondary Structures

**Policy:** Secondary structures are traditionally subordinate in scale and character to a primary structure and are typically located to the rear of the lot, they are primarily used for parking garages and storage. While structures in the rear generally have little impact on the character of the street, they do have an impact on the character of the alley and the neighbors to the rear. This character should be maintained.
Guidelines:
3.10 A new secondary structure should be subordinate in height to those buildings seen traditionally along the street front.
   • Secondary structures that are no more than one-and-one-half stories in height are preferred.

3.11 Locate secondary buildings to the rear of the lot.
   • Locating a secondary structure to the side of the primary structure, but set back significantly from the front wall plane is also appropriate
   • A secondary structure should be oriented similar to those seen traditionally along the alley, where they are available.

3.12 Locate a garage such that its visual impacts will be minimized.
   • Garages should be located off an alley where possible.
   • On through lots where a garage must be accessed from the street, set it back from the front wall plane when feasible.

4. Design Guidelines for New Transitional Building Types

This chapter discusses the guidelines for new transitional building types. A transitional building type is defined as a building that combines residential and commercial building types. This building type would be an appropriate infill in areas where a neighborhood context transitions from commercial to residential buildings. When providing these types of structures one should also follow the residential and commercial building type design guidelines to address specific elements such as storefronts, window patterns and porches.

A. Building Setback

Policy: When designing for a residential context, set the building back to align with others on the street. When designing in a commercial context, align the building at the sidewalk edge. (See also Chapter 3 and Chapter 4).

Guideline:
4.1 Reflect the traditional setbacks seen within the block.
   • Locate a building’s face within the range of setbacks seen within the block. In mixed-use areas, commercial larger-scaled buildings typically anchored the corners.

B. Mass and Scale

Policy: The mass and scale of a mixed-use building is an important design issue to consider. Mixed-use buildings can enhance the pedestrian experience by reinforcing the established building’s context. New construction should not be so dramatically greater in scale than the established context that the visual continuity of the neighborhood would be compromised.
A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience. Using a building material of a familiar dimension such as traditional brick is an example, as is using windows of similar dimensions. To ensure that human scale is achieved in new development it is important to focus design attention on aspects most directly experienced by pedestrians, such as the scale of buildings and architectural details at the street level.

**Guidelines:**

4.2 **Construct a new building to be similar in mass and scale to traditional buildings in the neighborhood.**
- Traditional features that convey a human scale should also be used. Consider these techniques:
  - Use building materials that are of traditional dimensions.
  - Use vertical and horizontal elements
  - On residential portions provide a one-story porch that is similar to those seen traditionally.

4.3 **On larger structures, subdivide larger masses into smaller “modules” that are similar in size to traditional buildings in the neighborhood.**
- Other subordinate modules may be attached to the primary building form.

4.4 **The front wall of a new structure should be similar in height to traditional buildings in the neighborhood.**
- The primary plane of the front should not appear taller than those of typical historic structures on the block.

4.5 **A facade should appear similar in dimension to traditional buildings in the neighborhood.**
- An established range of commercial and residential building front widths exists. Where additional width is desired it may be achieved with a setback or change in building plane.

**5. Design Guidelines for New Industrial Building Types**

This chapter provides design guidelines to develop new industrial building types. These new infill buildings would reflect many of the design features found within traditional industrial buildings. The guidelines also apply to additions to non-historic industrial building types.

**A. Building Setbacks**

When new buildings are to be constructed, they should reflect historic siting patterns in the area. This does not mean that a new structure should literally fit within the footprint of an earlier building, but that the general spirit of the relationship of buildings to streets and open spaces should be conveyed. In many cases, warehouse buildings are aligned along their front sides. Reflecting this siting pattern is encouraged.

**Policy:** Industrial buildings create a strong edge to the street because they traditionally aligned on the front lot line and were usually built out to the full width of the parcel.

**Guidelines:**

5.1 **Maintain the uniform alignment of the facade.**
• Align the building front at the street edge.
• Locating entire building fronts behind the established building line is inappropriate.

B. Mass and Scale

Policy: A new building should reflect the traditional massing of traditional industrial buildings. Because of the diversity of building sizes exhibited throughout the OTND overlay areas, a wide variety of building sizes will be suitable for development. A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience. Using a building material of a familiar dimension such as traditional brick is an example, as is using windows of similar dimensions. To ensure that human scale is achieved in new development it is important to focus design attention on aspects most directly experienced by pedestrians, such as the scale of buildings and architectural details at the street level. For example, providing a series of vertical pilasters and a band of windows creates a human scale. Some of the largest traditional industrial buildings included interesting fenestration which created visual interest, and is partially why the older industrial buildings are so visually appealing. These features are some of the important characteristics of the historic industrial building and should be respected in all new construction.

Guidelines:

5.2 Maintain the average perceived size of buildings at the sidewalk.
• Facade heights of new buildings should fall within the established range of the block, and respect the traditional proportions of height to width.
• Floor-to-floor heights should appear similar to those of traditional buildings in the area.

5.3 A new building should incorporate a base, middle and a cap.
• Traditionally, buildings were composed of these three basic elements. Interpreting this tradition in new buildings will help reinforce the visual continuity of the area.

5.4 Establish a sense of human scale in building designs.
• Use vertical and horizontal articulation to break up large facades.
• Incorporate changes in color, texture and materials in building designs to help define human scale.
• Use architectural details that create visual interest and convey a three-dimensional facade.
• Use materials which help to convey scale through their proportions, detailing and form.