

Historic Millwork District Master Plan Update

Dubuque, Iowa

Draft Report as of July 25, 2023

Prepared for:
City of Dubuque

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Table of Contents

Executive Summary	3
Introduction	6
Recommendations	19
Built Environment	21
Economy	31
Culture	37

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Executive Summary

About This Plan

The Historic Millwork District has enjoyed a successful revival over the past 10 years. The original master plan was adopted in 2008. Over a decade since the original Historic Millwork District Master Plan, City officials, stakeholders and the community know there is still more work to be done. Despite numerous successful developments and public infrastructure projects, this district remains “in progress”. The purpose of this plan is to provide recommendations for improvements over the next decade.

The recommendations in the Plan are multi-faceted and share a common goal to connect people and businesses within this district to the adjacent districts in the city and to the larger region.

The responsibility to implement this Plan does not rest solely on the shoulders of the Public Sector. Success will rely on continuing to build upon the public/private partnerships that enable complicated urban projects to happen. Dubuque has a proud history of such partnerships and the success of the District would not be possible without it.

It is important to note, for the District to evolve and grow, so must the partnerships and networks that revived the District over the past 10 years. New investors, stakeholders, residents, businesses, and property owners will be key to growing the District and its influence beyond what it is today.

What We Learned

The Historic Millwork District is well defined and recognized for characteristic large warehouse buildings, red brick façades, and brick streets. These qualities are what make it unique. However while this district is well defined, and adjacent to several neighborhoods, it is also separated from its surroundings. Despite the recent revival, there are citizens in Dubuque that feel like the Historic Millwork District could provide more benefits for the community.

Bound on one side by a viaduct and the other by commercial thoroughfares, this master plan update recommends several action items for overcoming these barriers and for stitching the District into the daily lives of more residents throughout Dubuque.

Large warehouse buildings define the space and character of this district. Over the past century these buildings have housed different uses - proving their flexibility and ability to withstand trends and economic cycles. Several of the buildings transition into apartments, hotels, event centers, offices, stores, and restaurants in the last decade. The remaining un-improved buildings offer significant opportunities for future users and developers, however the sheer size and age of the buildings make redevelopment complicated and expensive.

The intention of this master plan update is to provide actionable recommendations that consider these vacant buildings as opportunities, without developing specific recommendations for specific buildings. Instead, this master plan update offers recommendations that improve the quality of life for all people and businesses in the district.

We also learned that there are opportunities to improve the volume of foot traffic, educate about the perception of limited parking, and improve upon the sense of welcome along the edges of the Historic Millwork District.

The challenge over the next 10 years to not only develop and improve physical property and public spaces within the Historic Millwork District, but to create cultural and economic programs that support, invite, and celebrate people living, visiting, working, and investing in the district.

This Vision

One central theme intertwined throughout this report is “**connectivity**”. The idea that, regardless of how unique and special the District is, it **MUST** encourage and invite a broad range of people to visit and spend time in this unique and rich cultural resource.

To help translate what we learned into recommendations, we developed a common vision statement:

“The Historic Millwork District will connect people to the history and future of Dubuque, to each other, to surrounding city districts and to the larger driftless region.”

The design of the District will achieve this vision by focusing on three Categories of Improvements:

BUILT ENVIRONMENT // ECONOMY // CULTURE

Each category shares a mutual relationship with one another; many of these recommendations will have wide-spanning impacts on one another, this district, and the larger community. This Plan update offers several recommendations that will support the development of this district as a place to live, do business, and gather as a community.

Primary Recommendations

Vision Statement:

The Historic Millwork District will connect people to the history and future of Dubuque, to each other, to surrounding districts and to the larger Driftless Region by focusing on three categories of improvements; **built environment, economy and culture.**

BUILT ENVIRONMENT:

Continue to nurture an inclusive, safe, and well-connected community by:

B.1: Investing in spaces that are inviting, inclusive, and social.

B1a: Design and construct a Community Space adjacent to the Alamo Building

B1b: Construct strategically located bump-outs to plant street trees

B1c: Preserve and enhance the existing "activated alley" running between Jackson St and Washington St

B2: Improving connectivity between the District, other parts of Downtown and the City.

B2a: Improve the relationship to Downtown by improving pedestrian comfort along 9th, 10th, and 11th Streets

B2b: Study the two-way conversion of White St and Central Ave

B2c: Improve the entry experience to the District from all directions through wayfinding, signage, and artful/active underpasses

B2d: Study the feasibility of a 7th Street Connection: "From Shot Tower to Clock Tower"

B2e Enhance bicycle connections to the District by creating a protected bike network between this district, Bee Branch, Port of Dubuque, Chaplain Schmitt Island, and Main Street.

ECONOMY:

Encourage a network of mutually-beneficial businesses that result in a united, but diverse, landscape of workplace, residential and business ventures by:

E1: Continuing to support the reuse and rehabilitation of existing structures in the District

E1a Support State and Federal Historic Tax Credit program to assist in rehabilitating historic buildings.

E1b Support creative development opportunities with anchor tenants that are aligned with vision of the District.

E2: Attracting young and innovative residents, employees, and companies to the Historic Millwork District

E2a Target smaller simpler residential units that would appeal to a younger demographic within and around the District.

E2b Support artist lofts and or buildings that accommodate live/work arrangements.

E2c: Recruit businesses related to successful market segments as well as to the everyday needs of residents and employees.

E3: Activating the public realm through creative and innovative and experimental businesses, ventures and events.

E3a Encourage events and arrangements that support low cost/low barrier to entry business endeavors.

E3b: Pursue co-tenant arrangements between anchor and related entrepreneurs.

CULTURE:

Educate and celebrate Dubuque's unique industrial history, unique present-day events and future opportunities by:

C1: Creating educational opportunities for people to learn about the history and current happenings of the Historic Millwork District

C1a Design and install interpretive signage at significant historical structures and spaces

C1b Design and implement an integrated educational tour of the District across digital and in-person formats

C1c: Invite artists, cultural groups, and event coordinators to host events that draw attention to the unique environment of the District.

C2: Supporting opportunities for an expanded performance and visual arts presence in the Historic Millwork District

C2a: Explore artist-in-residence program(s)

C2b: Support the recruitment of specialty craft/artisan/manufacturing companies and individuals in the District

C2c: Recruit an arts oriented anchor to the District

C2d: Install signature and interactive artwork throughout the District



1. Introduction

Background

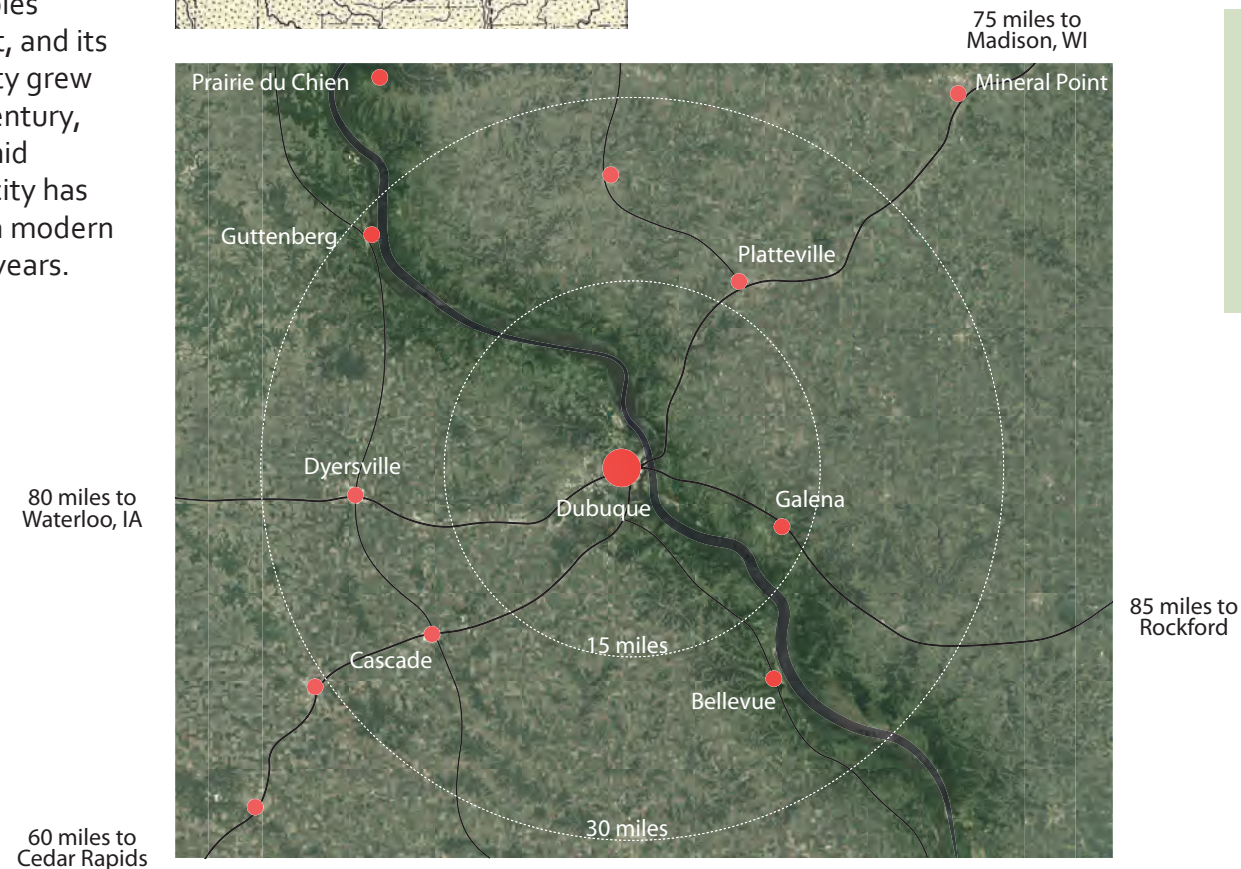
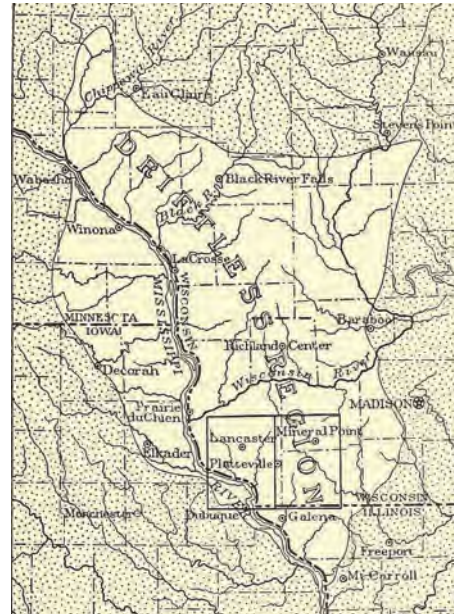
Regional Context

The Historic Millwork District, though small, has an outsized role in the economy, identity, and fabric of the city. It is where Dubuque's industrial economy was born, and where its future is emerging.

The future of the District will be determined by the people and partnerships that invest their time, voices, perspectives, resources, and energy into making the place inclusive and welcoming to all.

The District is the place where old buildings spawn new ideas. This plan will embody that idea and ensure the momentum of the District continues into the next decade. This plan reconfirms the importance of the District to the city and the region while confronting today's (and tomorrow's) challenges with innovation, inclusivity, and a focus on implementation.

The story of Dubuque is one of resilience and resourcefulness. Located in the Driftless Region, the area inhabited by Meskwaki peoples prior to European settlement. Fueled by the Millwork District, and its strategic location on the river and access to resources, the city grew quickly. Due to globalization in the second half of the 20th century, the city endured economic hardship with industry closing amid broad economic shifts. Over the past 20 years however, the city has reestablished itself as a regional center, and has grown into a modern city—outperforming most others of its size over the past 20 years.



The Dubuque Formula for Success

Dubuque's revival over the past several decades is built, in part, on the simple concept that growth will come from it's people, public private partnerships, and active planning. Together these ingredients will create a truly unique and authentic place that attracts sustainable investments.

Dubuque applied this strategy on the original Master Plan in 2010 - with significant positive results. Since completion of the Plan, Phase 1 of the District was completed - while weathering the great recession and Covid.

In the 10 years since completion of the original Plan, the District has attracted hundreds of millions of public and private investment, resulting in over 200 residential units, dozens of businesses, new streets, an intermodal facility and a new public parking ramp and parking areas.



History of the Millwork District

The District Before World War II

Dubuque is located in the Driftless Region - so named because it was never covered by glaciers during the last ice age - the area lacks the characteristic glacial deposits known as drift. Instead, the area is characterized by steep hills, forested ridges, deeply carved river valleys - a unique natural environment that distinguishes itself from most of the Midwest.

Also located on the Mississippi River, the area we call Dubuque today was inhabited by Meskwaki people for hundreds of years prior to European settlement. Arriving in 1785, Julien Dubuque is generally considered the first permanent European settler in the city. In the late 1700's the bluffs and cliffs in the river valley were mined for lead deposits - with the extracted material used for ammunitions, protective coatings and ceramics.

As lead resources diminished, Dubuque became a center for the timber industry because of its proximity to forests in Minnesota and Wisconsin and its position on the Mississippi River. Throughout the mid 18th to 19th centuries, Dubuque's position on the river and access to timber enabled it to exert its strength and many millwork-related businesses; including boat building, barrel making, furniture, and more recently doors and windows.

At it's peak, the Millwork District was home to industry giants such as Caradco and Farley Loetscher - employing 3,000 people, many who would walk to and from work from the nearby Washington and Central Avenue Neighborhoods.

The District After World War II

Once the economic engine of the city, the District fell into disrepair and neglect as businesses relocated and urban sprawl de-centralized the focus on development in the downtown core. The roads were torn up, train cars were abandoned, and the buildings were uninhabitable. If you ventured into the District, you risked breaking an axle or an ankle.

Though in great disrepair, it was also a place with appeal to some who saw its potential. For a decade in the early 2000's, Tim McNamara, supporter of the arts, civic leader, and owner of several buildings in the District gave license to a group of local artists (Voices) to put on annual productions and exhibits (Voices from the Warehouse). Between 2005 and 2015, Voices from the Warehouse hosted events, parties, exhibitions, showcasing all forms of art, media, and performance in a largely abandoned and empty district of warehouse buildings.

In 2010 City leaders and property owners recognized the potential (and urgency) to simultaneously preserve the buildings through adaptive reuse while positioning the city for a 21st Century economy. Property owners/developers with a financial interest, and city leaders envisioned the District as the keystone to a modern urban economy—a place where old buildings can spawn new ideas.

A plan was developed in 2010 to guide a coordinated set of public and private investments. Though slowed down by the great recession (and then the Covid Pandemic), In the subsequent dozen years since the Plan was adopted, the District has attracted several hundred million dollars of both public and private investments. Those investments built new roads and infrastructure, created a multi-modal facility and a parking ramp, and redeveloped a dozen buildings for new residents, businesses, and non-profits to call home.

Today the District is no longer off the radar and is no longer in disrepair. It has been transformed. It is cleaner, safer, attractive, and a greater contributor to the economy than it was 20 years ago.



Economy

Since the original Master Plan in 2010, Dubuque's economy has continued to grow modestly and steadily with a balanced manufacturing / service economy. In part, due to the balanced economy and slow growth, the recession of 2008-2009 did not hit Dubuque hard - as it did to fast growing regions that relied heavily on the real estate sector.

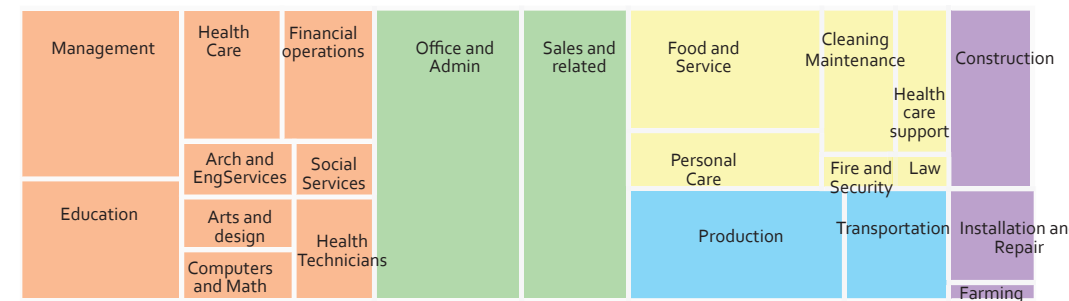
More recently, disruptions to the economy (due to Covid) specifically in Downtowns, have had a significant impact on Downtown Dubuque and the Millwork District. As companies move to a Hybrid or Work from Home mode, the daily population in downtown has dropped, and the businesses that relied on that daily population have been slow to recover, and some have closed permanently.

While the full economic impact of the pandemic remains to be seen, the recovery of Downtowns is likely to be determined more by how well they serve and attract residents than how well they attract large new businesses. While employment uses will remain an important part of the mix in a Downtown, they likely will not return to the dominant use they had been in the past.

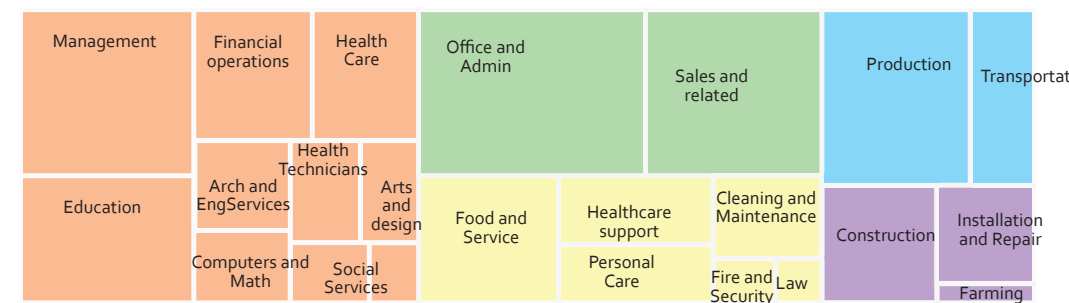
Cities can capitalize on these changes by investing in the amenities that existing (and prospective) Downtown residents desire - such as walkability, access to recreation, nearby grocery, restaurants, and entertainment. Cities can also re-think land use policies that reserve the core of Downtown for large offices and parking structures. By transitioning office space to housing, and offering more land for housing, developers can provide different housing products for emerging market demand for living in a Downtown.

Employment Types

2010



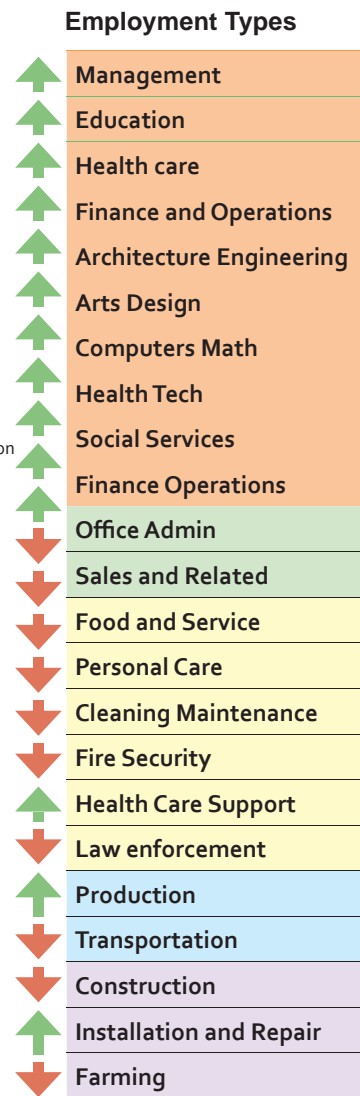
2020



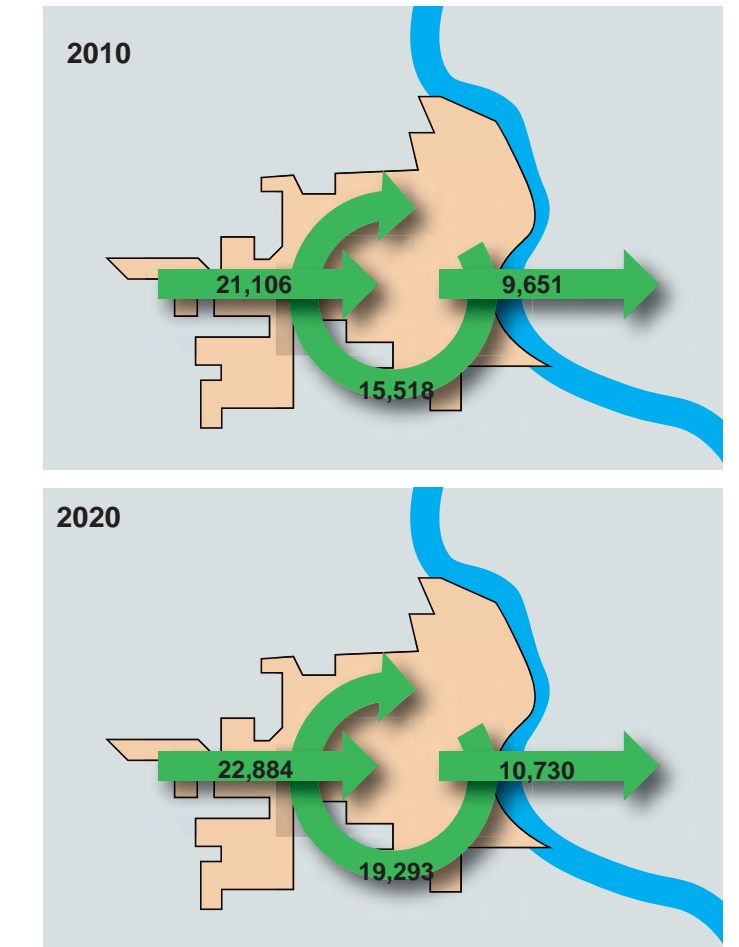
Employment Types

Over the past decade, Dubuque has grown its economy, with a slight shift towards white collar service employment types. It is also noteworthy that non-white collar work in sectors related to Production, Repair, and Health Service have grown.

Change from 2010 to 2020



Commuting Inflow / Outflow



Commuting Patterns

Dubuque remains a strong employment center with many more people coming to Dubuque to work than leaving. In-town employment has grown at a faster pace than population

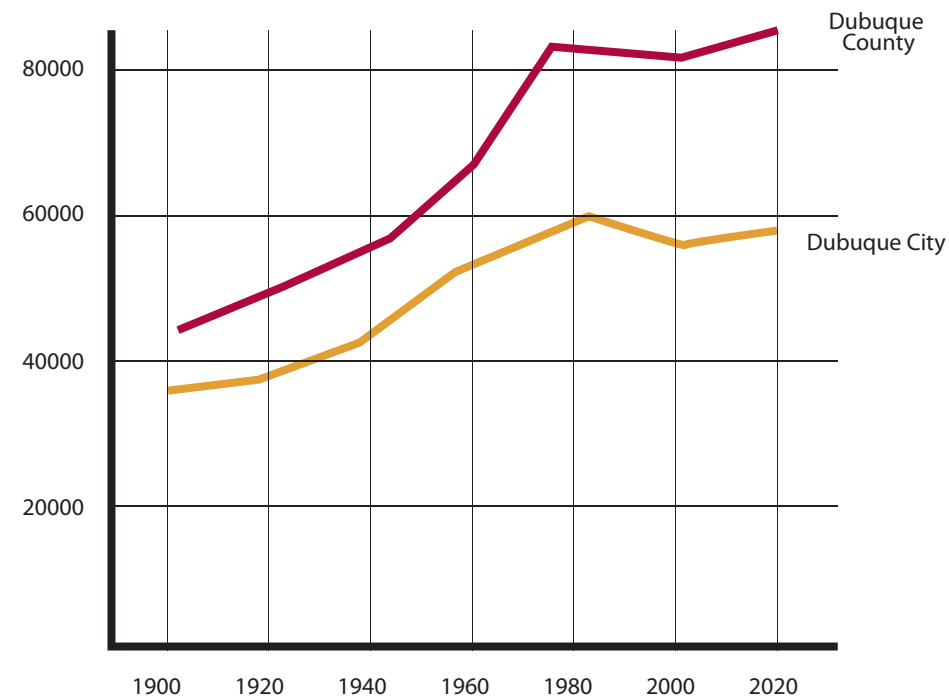
Demographics

After a decline in population in the 1980's the population of both Dubuque County and the City of Dubuque have stabilized and grown modestly. Over the past 10 years, Dubuque County has gained population while every surrounding County (with the exception of Grant County WI) has experienced population declines. And while Dubuque (city) has experienced only 3.9% growth in the past decade, the addition of 2,262 people to the City represents 43% of the County's growth during that period.

In general, the population in Dubuque is getting older, and households are getting smaller. With parents having fewer children, couples delaying having children, and people living longer, the average household size is dropping. However with changing family structures, the number of households is increasing - even if population remains flat.

Following trends throughout the country, the number of "traditional" households (two parents and children) is decreasing. Today, only 14 % of households have two parents and children - down from 22% in 2000.

Population in Dubuque City and County



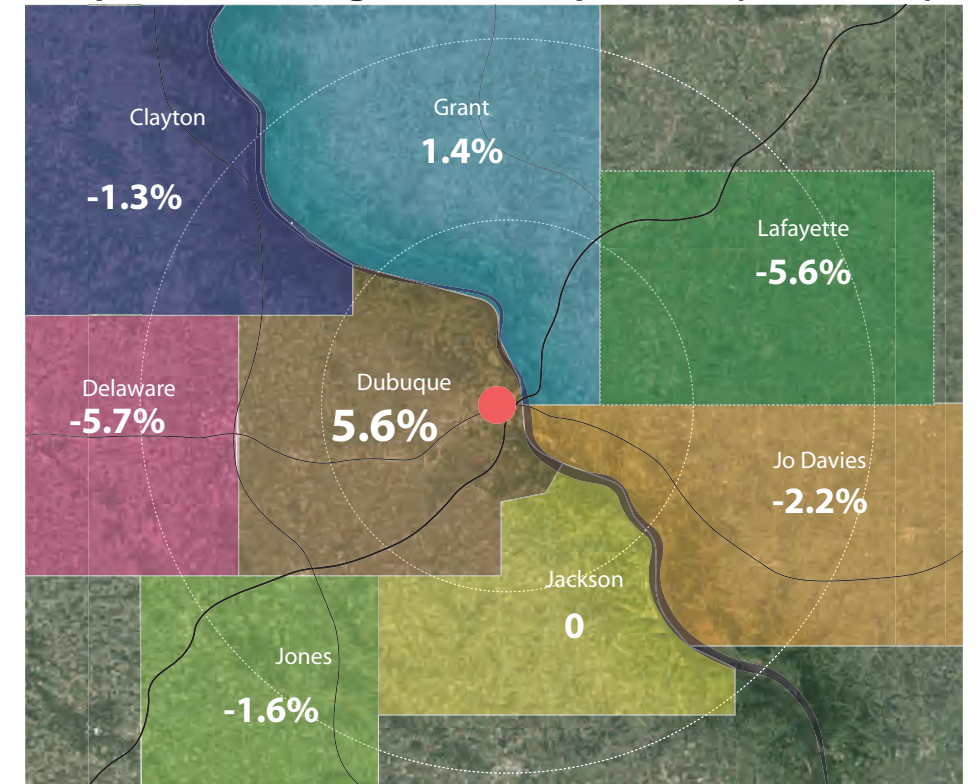
Dubuque and Surrounding Counties				
	2010	2020	change	
Dubuque County	93,600	98,677	5,277	5.6%
Grant WI County	51,200	51,900	700	1.4%
Lafayette WI County	22,768	21,400	-1278	-5.6%
Jo Davies IL County	19,848	19,485	-443	-2.2%
Jackson IA County	20,638	20,432	-6	0
Jones IA County	17,764	17,488	-276	-1.6%
Delaware IA County	18,127	17,093	-1043	-5.7%
Clayton IA County	16,863	16,611	-225	-1.3%

Cities in Dubuque County					
	2010	2020	change		% of County growth
Dubuque City	57,637	59,899	2262	3.9%	43%
Asbury City	4170	5943	1773	42%	34%
Dyersville City	4158	4477	319	7.7%	6%
Cascade City	2159	2388	227	10.5%	4%
Epworth City	1860	2023	163	8.8%	3%
Peosta City	1377	1908	531	38.6%	20%
Farley City	1537	1766	229	14.9%	4%

Dubuque City Fuels Dubuque County's growth

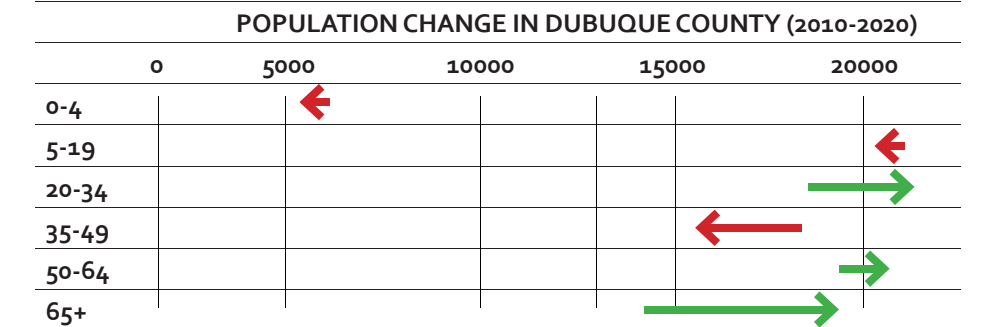
While some surrounding communities are growing at a faster rate, the City of Dubuque remains the center of population and is responsible for 43% of the County's population growth - despite limited land and shrinking household size.

Population Changes in Dubuque Area (2020-2022)



Dubuque County is a Regional Center

Dubuque County has seen population growth over the past few decades, with much of it occurring within the City of Dubuque. Surrounding Counties have been declining.



Older Population, More Households

Similar to the rest of the country, Dubuque County is getting older. As the baby boom generation ages, the number of people over 50 years of age is increasing. Meanwhile, with families having fewer children, the number of children is declining. This results in more households, but smaller households.

Trends Analysis

Dislocation of Work

Covid has introduced hybrid work opportunities for nearly all office workers. With nearly all downtown office workers no longer attached to their office space 5 days a week, they have more flexibility with where they choose to live - and for some, when they choose to work.

Office reliant downtowns are most impacted and we will likely be very slow to fill the vacancies. Some downtowns are not even back to half occupied. With lower demand for office space we are likely to see office to residential conversions as companies reduce their footprints in office buildings. Downtown businesses that rely on office workers (printing, restaurants, support services) will also likely contract - if they have not done so already.

With the tether between home and the traditional downtown office frayed we are likely to see more remote, decentralized and locally based work environments. Some in homes, others in co working spaces, and yet others in public spaces.

What this might mean for the Millwork District:

The Millwork District population is relatively low - only a few hundred people. Assuming many are in industries that support hybrid work, The historic Millworking District likely maintains its daytime population. As an attractive and comfortable place with amenities the Historic Millwork District probably serves as a "outpost office" in either the home or in a coffee shop, lobby, or lounge - for both residents and others looking for a good non-office location to work.

The Commute isn't what it used to be

Commuting patterns have changed significantly and there is no sign of them going back to "two peaks." Flexibility and hybrid work has flattened the peaks across the day and week. Infrastructure (roads and highways) designed to move large amounts of cars to downtown offices are now overbuilt and increasingly detrimental to community growth.

With this change, Cities can reclaim ROW space, and work with neighborhoods and communities to re purpose and re localize public right of ways. Some Cities are turning to car free zones, others to aggressive road diets, some are peeling back, tearing down or highways that have divided their downtowns, and others are reversing one way pairs back to two way traffic.

What this might mean for the Millwork District:

While there are no one-way roads within this district, pedestrian-friendly space within the right of way of this district is still limited due to the distance between the many historical warehouse buildings and the width required by today's modern two-way roads — especially with the inclusion of on-street parking.

The edges of the District, however are heavily impacted by one way roads that were originally designed to move high volumes of cars into or through the Downtown. In particular, White and Central create poor pedestrian environments that have to be traversed by anyone trying to move between Main Street and the Millwork District.

Being Outdoors is Healthy

With the scare of the pandemic, and two years of isolation, people are re-discovering the restorative power of nature and generally valuing the being in the outdoors. Biophilic design - using nature to heal - is emerging as an important consideration in both architecture and landscape architecture. Not to be construed as a rejection of city living, this trend should be viewed by city planners as an opportunity to re-think all public spaces (and connections to public spaces) as part of a public health strategy.

What this might mean for the Millwork District:

The giant historical structures in the district are both its greatest asset and one of its greatest challenges. The scale and continuous massing of the buildings in the district result in stark corridors with limited opportunities to implement traditional streetscape amenities like trees and plant beds to soften the urban environment.

While its unreasonable to expect the Millwork District to be transformed into a garden-like environment, attention can be given to the existing and future public spaces in this district to make them more lush - a useful compliment to the existing strong built form.

It is also important to consider the connections to city wide and regional open spaces. Trails and paths that are safe, well marked, and direct will enhance these important connections and make this district a yet more desirable place to live and work. Increased pedestrian connectivity will also facilitate more foot-traffic which results in an increased sense of public safety and economic activity.

E Commerce won the Pandemic

The trend towards e-commerce accelerated during the pandemic. On-line retail businesses grew significantly. This put added stress and pressure on many, but not all bricks and mortar businesses. Commodity based grocery, electronics and clothing are three of the retail categories most impacted by e-commerce. And the impact has been transformative - dubbed the "retail apocalypse".

While bricks and mortar, traditional retail, is still desirable for many customers because they value the experience and the connection to a local retailer. However, despite the well intended customers, for retailers it is increasingly difficult to compete against e-commerce. Even small local retailers who are surviving in the competitive market likely have an online presence that supports their bottom line.

Growth in e-commerce has had an impact on transportation patterns. Neighborhood and mixed-use districts are seeing an up-tick in cargo van deliveries. The increased quantity of deliveries to business and residences has only increased the need for loading zones and delivery zones. In some denser areas of cities curb space is a precious commodity and cities are turning to "dynamic" curb space techniques.

What this might mean for the Millwork District:

For retailers, a visit to a store must be an experience - and the experience has to extend from the front door until when they leave the shop. Similar to individual storefronts, the public's experience of the Millwork District, from their first impression to when they leave, is incredibly important if we want to invite, retain and keep people coming back here.

There are various types of business within this district that require year-round foot traffic during the day and night. A rich mix of uses that drive foot traffic, together with events and high density of employment and housing can support small retailers in the Millwork District.

Rise in Urban Production Districts

After the recession of 2008 many unemployed workers turned to craft and artisan ventures. This trend accelerated in 2020 with re-shoring and uncertainty of supply chains, resulted in a steady rise in demand for in-town urban production space. Advanced manufacturing, local food productions, artisan production, and craft industries have been on a steady rise for the past 10 years. These craft industries are generally clean, small and reliant on specialized skills and access to workforce - not access to highways, distribution networks, large spaces or bulk materials. These emerging companies often need smaller, affordable spaces instead of the expansive warehouses or even traditional office buildings that established, larger corporations require. Their needs for space are often well tailored to former in-town industrial areas that are adjacent to or even co-mingled with urban neighborhoods.

Urban production spaces are important for local economies because they provide in-town employment, often at livable wages and with low barriers to entry. They become part of a larger production and light industrial ecosystem that supports a wide range of support industries. These emerging companies can also invigorate local business

What this might mean for the Millwork District:

The Millwork District, was a production and manufacturing district employing thousands of people and driving the pre-20th Century economy of Dubuque. Dubuque remains a strong manufacturing economy, however most employment is on the west end or throughout the county. The Millwork District could leverage its mixed-use vision to include urban production or artisan uses.

Public Space + Culture = Shared Public Value

Cities are increasingly realizing the value of public spaces that reflect the culture and people in the community. Some cities create cultural districts in which extra efforts are made to celebrate and preserve the legacy of an area, promote equitable development, eliminate forces of displacement, promote community ownership, and increase access to wealth-building and educational opportunities.

The Millwork District has regional importance - it drove the regional economy and was a source of employment for thousands of Dubuquers for decades. It is also significant as one of the places in Dubuque where artists and creatives found a home and expressed their talents for a decade in the early 21st Century. This area also had a history to Native Americans prior to western settlement of the City.

What this might mean for the Millwork District:

While the district has a defined period of significance for the purposes of federal designation, it should be recognized that the District is not specifically defined as one thing and one place. The real significance of the place is that it has been home to a variety of people and experiences - each are important. The historical context of the Millwork District provides an important lens to consider throughout this master plan update - especially in the design of public spaces throughout the district.

Summary of the 2010 Historic Millwork District Master Plan

The 2010 Master Plan

The 2010 Master Plan established a vision for the District as a new and unique neighborhood for the city. One that leverages the appeal of living and working amongst buildings that represent the industrial history of Dubuque to become a mixed use, urban neighborhood unlike all others in the city. By leveraging the embodied energy of old warehouse buildings that were the engine of the Dubuque economy - a new neighborhood would contribute to the evolution of downtown and the broader City renaissance.

Though development was delayed initially by the great recession, the City remained committed to the Plan and began implementing regulatory changes and infrastructure investments necessary for private development. With grants from the State and Federal Government, and support for historic tax credits, the City rebuilt several streets, built a parking garage, and an intermodal facility. Soon thereafter, with help from historic tax credits, developers began redeveloping a few of the larger buildings on the north portion of the District.

2010



Caradco Building (2010)

2023



Caradco Building (2023)



Alamo Building (2010)



Alamo Building (2023)

Purpose of this Master Plan Update

Why an Update to a Successful Plan?

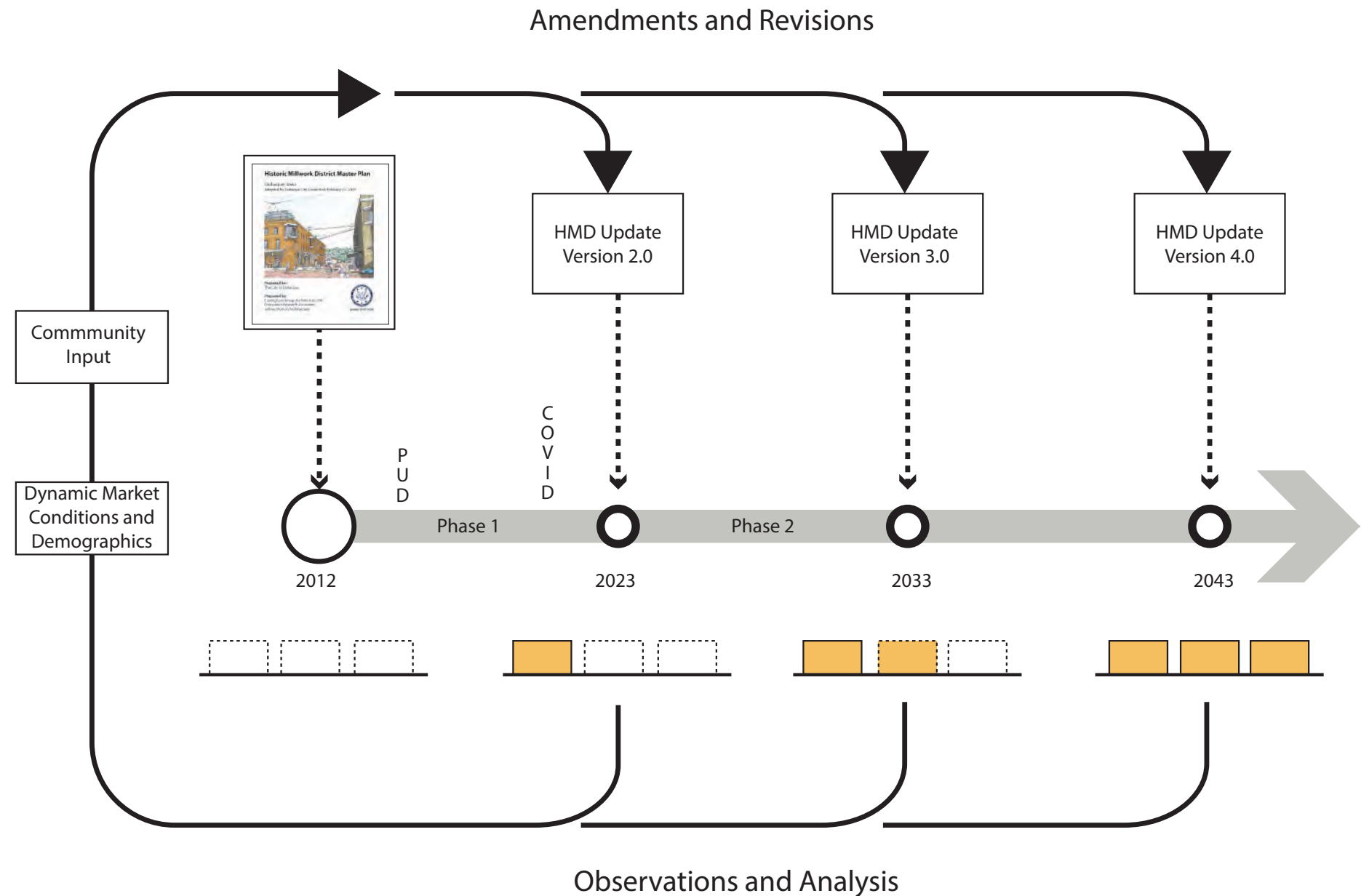
The purpose of this plan is not to re-vision the future of the District. Most agree it is a special place, should always be a special place; and should continue to play a growing role in the success of the city.

This update is an opportunity to take an objective look at how the past decade has played out, to recognize what has been gained, and to be honest about what may have been lost in the District's evolution. It is an opportunity to bring stakeholders together—both those who have been at the table, and importantly, those who have not—to address the current needs of the District while making sure we are also taking the long view to preserve and evolve the qualities of the District that make it special. Now that the District is up and running it's the correct time to discuss how it can enhance its relationship with the greater urban core of downtown Dubuque. It should remain special, but it can't be an island.

A primary outcome of this effort is a plan that unifies and rallies the full spectrum of voices. We believe that great places embody the collective—and sometimes disparate—aspirations of a diverse engaged community like Dubuque.

A Living Document Plan

This document is likely the first of several intentional updates to the original Master plan - which was intended to be a living document designed to change, to yield and to integrate new information as the District evolves and conditions inevitably change.



Planning Process

Community Input

This Plan is a collaborative effort among a multitude of stakeholders - from both within and outside the geographic definition of the District. A Steering Committee was formed in Fall 2022 to work closely with the consultant team to engage the community to create the updated master plan. The 13 member Steering Committee represented a range of interests and expertise. It consisted of business owners, property owners, residents, community leaders, City staff and others with a strong interest in the future of the District. The Committee met monthly with the Consultant team throughout the winter and spring of 2023.

In addition to working with the Steering Committee, the consultant conducted six focus group meetings. These meetings assembled 5-10 individuals of common interests or passions to take a deeper dive into specific topics. Focus groups included business owners, the arts and creative community, City staff, youth and, neighboring residents.

The consultant team also conducted an online survey that was aggressively pushed City-wide in order to get input from residents who may not otherwise engage in District activities. The survey yielded over 600 responses, representing a cross section of the community.



Millwork District Master Plan Update Schedule		Sept	Oct	Nov	Jan	Feb/March	April/May	June/July
1	Initiation and Trends	●	●	●				
2	Engagement		●	●	●		●	
3	Audit and Plan Review		●	●				
4	Ideas and Design			●	●	●		
5	Action Plan					●	●	●
	Core Team Meetings	●	●	●	●	●	●	●
	Coord. w/ other Consultants		●		●			
	City Council Update				●			●

Planning Process:
The Planning Process was set up to engage the community at different levels. Different forms of engagement were used to reach the different levels.



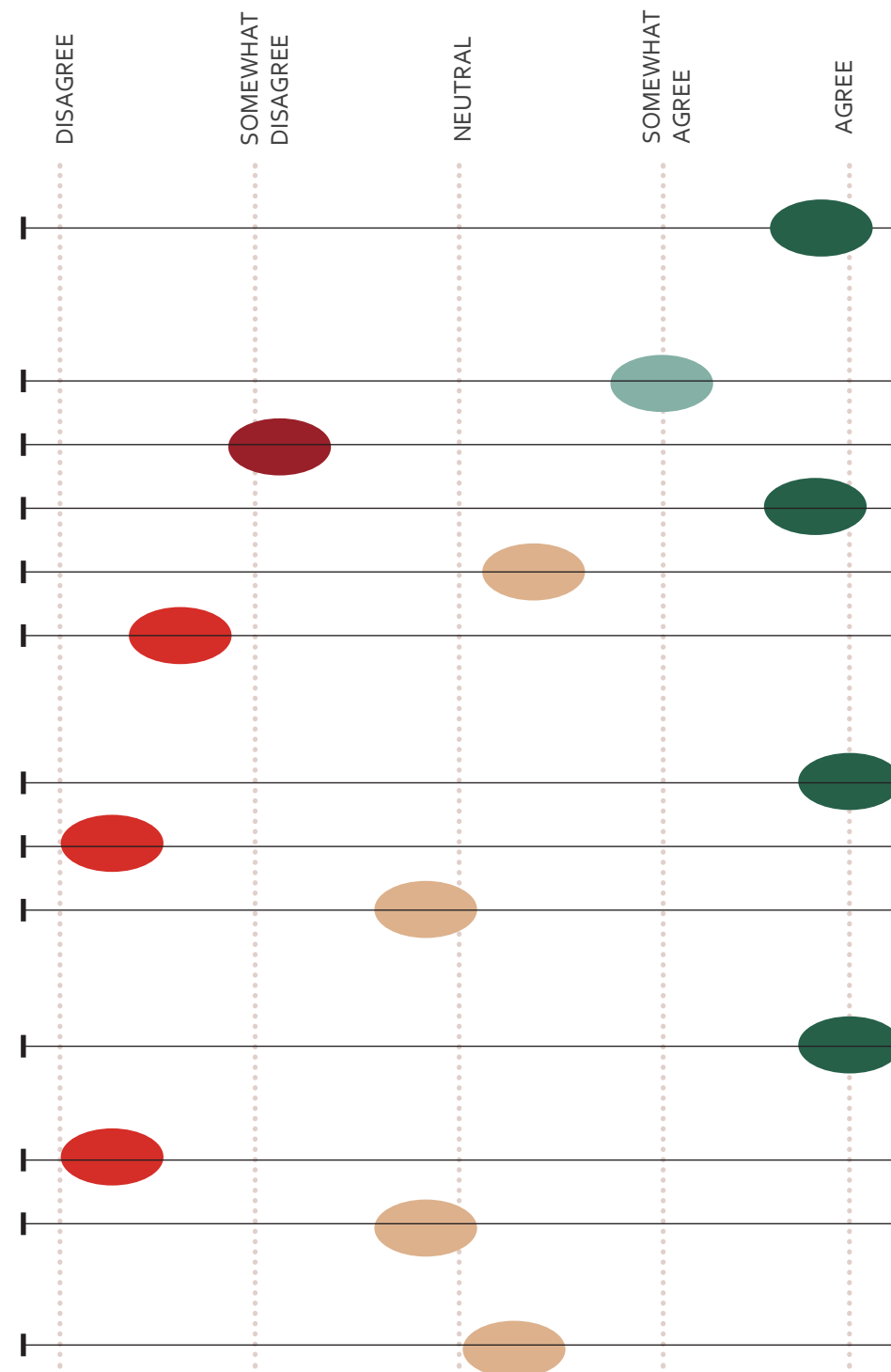
2. Analysis and Findings

Audit of 2010 Master Plan Vision Statement

As a part of the planning process, the Steering committee was asked to conduct an audit on the vision statement from the 2010 Historic Millwork District Master Plan. The vision statement was pulled apart into its component parts, and individuals were asked to rate the progress of the District against each part of the vision statement. Each of the Steering Committee members conducted the exercise individually. The graphic at the right illustrates the composite evaluation.

In many categories, the District's revival over the past decade has been in alignment with the vision. It is a key component to the regional economic development strategy, it attracts residents and entrepreneurs, and the old buildings have become the centerpiece to the revival.

While there is much to celebrate, there are areas of the vision that have not been accomplished over the past decade. Businesses, especially retail, have struggled to gain a foothold, the arts do not have a strong presence, and proximity to the river is not leveraged as an asset.



2010 Master Plan Vision Statement

The District is a keystone to the Regions Economic Development Strategy.

The District attracts:

- entrepreneurs,
- designers,
- residents,
- institutions,
- businesses.

The District celebrates/leverages:

- its unique building stock,
- proximity to River,
- proximity to Downtown.

New residents and technologies inhabit old spaces

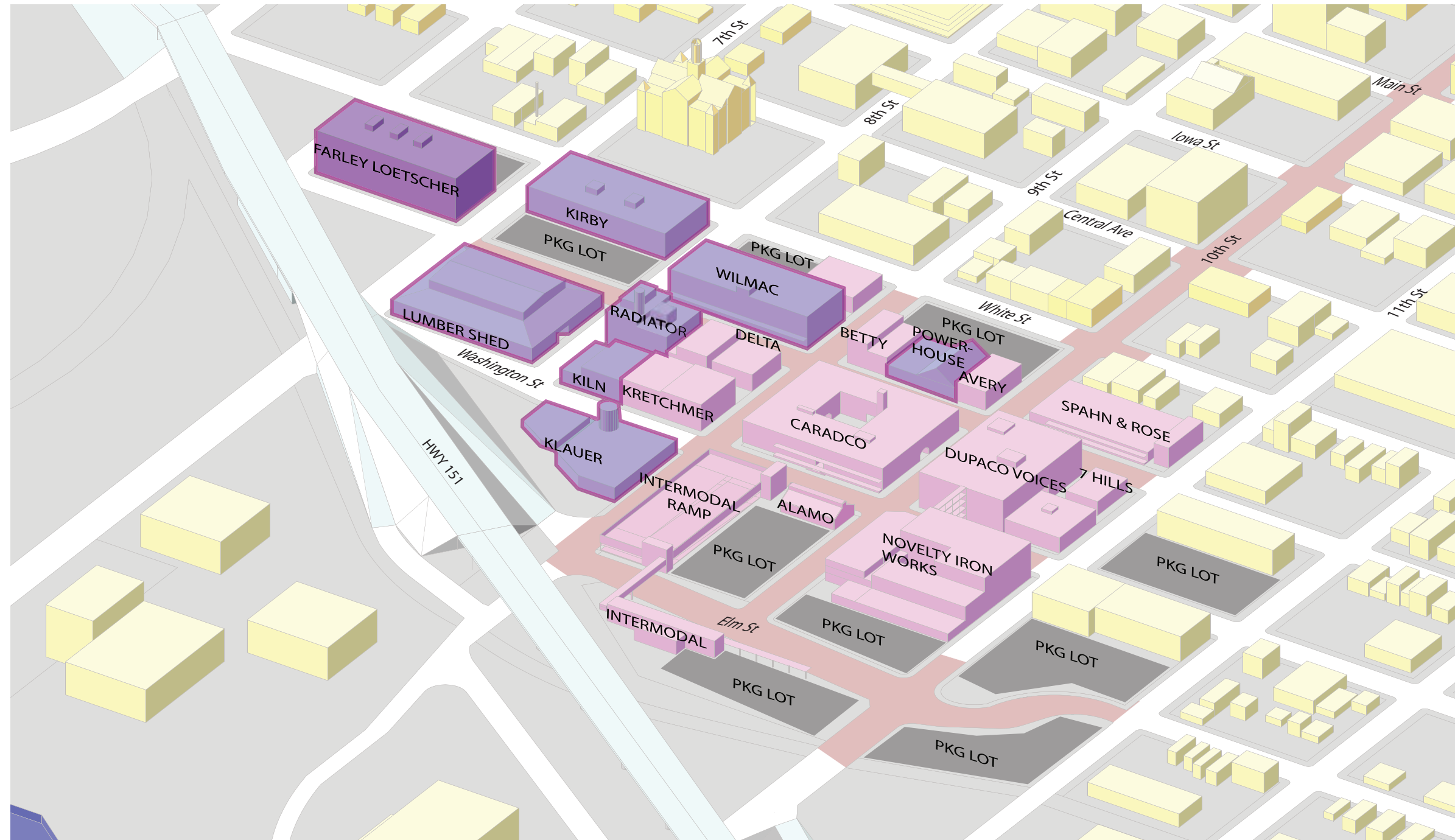
the arts flourish

green technologies are showcased.

The District is a mixed-use neighborhood offering convenient access to urban amenities & outdoor recreation.

Progress to Date

The District Today



The first phase (10 years) of redevelopment has yielded approximately 200 residential units and 400,000 SF of commercial development (hotel, event space, retail and office) During this time, the City invested in new roads, a parking structure, an intermodal facility, and new surface parking lots.

- Redeveloped
- Undeveloped
- Parking Lot
- Rebuilt Streets

Public Realm Audit

The most distinguishing characteristic of the Historic Millwork District is a repeating architectural vernacular that includes multi-story warehouse buildings constructed with brick façades and feature tall windows and first floors elevated above the street. The result is a uniform, canyon-like urban experience, more similar in urban form to a major urban downtown like Minneapolis or Chicago, than a city of 60,000 people. It is obvious that many of these buildings were constructed during a similar time and using similar materials.

The brick materials that typify most of the buildings are materials is celebrated throughout the walkways and streetscapes of the district, resulting in a cohesive aesthetic. It's clear that there is a great appreciation for the beauty and recognition that the architectural framework of the district is integral to the district's identity, almost immediately upon arrival.

The preservation of architectural forms, while integral to the sense of place, also creates challenges to wayfinding. Without obvious landmarks or repeating wayfinding signage that deviates from the meticulously maintained corridors, it can be disorienting which direction and which part of the district you are in. Wayfinding challenges are also exacerbated by the lack of visibility of businesses from the street due to many storefronts obscured by shadows beneath historical overhangs, elevated railings and fences separating businesses from the street, and buildings that stretch for an entire block without an obvious entrance. At times the district feels like the architecture is more an obstacle than an amenity.

However, the areas that have been recently improved are obvious examples that while the architecture of this district presents challenges, that they can be overcome and the result is a space that is unique, intriguing and when fully developed, can be a destination space for people throughout the city and region looking for a mix of historical and contemporary experiences. Pedestrian-scale improvements like street trees, planters, art, gateway and wayfinding signage will soften the district's rigid grid and invite people to explore the fascinating history and modern amenities that already exist today.



Existing Vehicular and Pedestrian Circulation

The district is defined by White Street to the west, Highway 151 to the east, 11th Street to the north and E 6th Street to the south. The resulting footprint is a narrow triangle of 13 blocks, not including some triangular partial blocks along the eastern edge of the district. Within this 13-block footprint is a wide variety of roadway typologies, including a major one-way arterial road, two-way arterial truck route and local roads with parallel parking and on street bike lanes. There is also a high percentage of surface parking throughout the district.

Vehicular traffic circulation functions similarly to an eddy on the adjacent Mississippi River. There is fast moving traffic along the exterior of the district which makes it difficult to get in and out of the district both by vehicle, and especially by foot due to physical barriers like the Highway 151 embankment and moving barriers like fast-moving traffic along White Street. It is comparatively easy to walk around within the district due to low traffic speeds and generous pedestrian safety features like bump outs and streetscape buffer zones. However, traffic lights and faster vehicle speeds at the north and west edges of the district create challenges for vehicles to move to and from this district to the bluff or under Highway 151 and to the Port of Dubuque to the east. Traveling north to the Eagle Point District is comparatively less of a challenge due to lower traffic speeds and volumes.

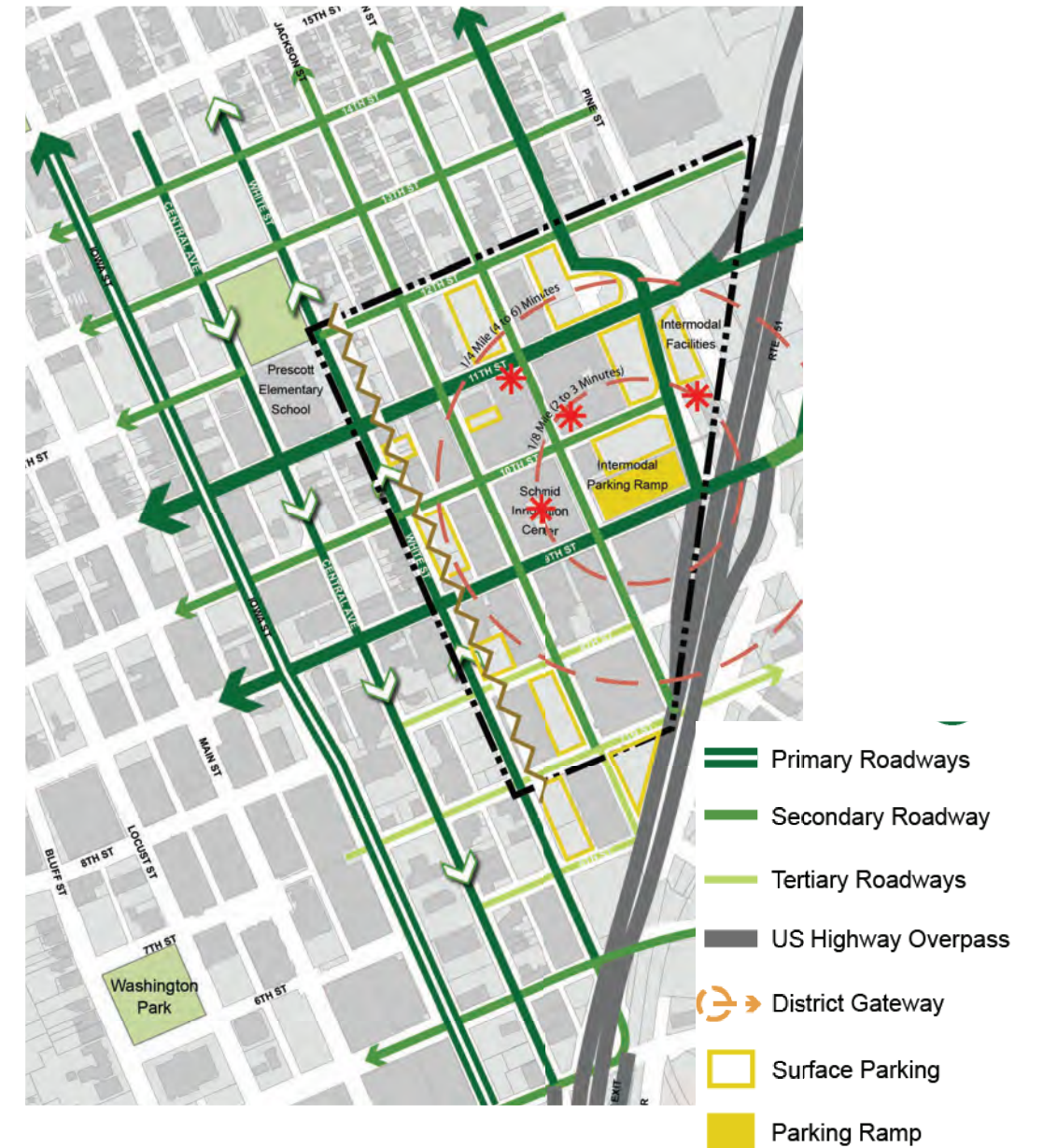
The Intermodal Parking Ramp is a destination point for vehicles and a point of beginning for many pedestrian trips. The entire district is accessible from this relatively central location that allows people to walk to the outside edges of the district in around 5 minutes. The Dubuque Intermodal Transportation Center is also located along 9th Street, which serves as a gateway into the district from the adjacent Highway 151 off-ramp to the east.

There are solutions for slowing traffic and enhancing the existing underpasses to Highway 151. Later in this report are recommendations that slow traffic surrounding the district, create a sense of arrival at key intersections along the edges of the district, and encourage through traffic to provide more obvious points of entry and exit for vehicles and pedestrians to, from, and within the Historic Millwork District.

Vehicular Circulation



Pedestrian Circulation



Walkability Analysis

The success of urban environments rely heavily on the quality and comfort of their pedestrian environments. Unlike suburban shopping or office districts that rely on automobile access, parking visibility, and large developments: downtowns attract people because they are pleasant, inviting, varied and human scaled.

The pedestrian environment in downtowns are generally defined by the sidewalk and its relationship to the street and the private properties along side it. High quality pedestrian environments tend to attract pedestrian scaled and oriented developments. Poor quality pedestrian environments deter investment.

Continuity of a pedestrian environment over several blocks and between areas of a downtown is essential to the overall success of a Downtown for the simple reason that it offers visitors and residents a variety of experiences as they move throughout.

The analysis on this page describes each block face in the downtown according to its pedestrian level quality. Block faces with comfortable sidewalks (minimum of 6' wide and shaded, with on street parking to buffer pedestrians from moving traffic) and building fronts with multiple doorways and frequent windows are considered "good" or "great". If a sidewalk lacks width, is directly adjacent to fast moving cars, or fronted with blank walls or surface parking, it was considered "poor" or "bad".

Quality of Frontage



Good and Great Frontages



Poor and Bad Frontages

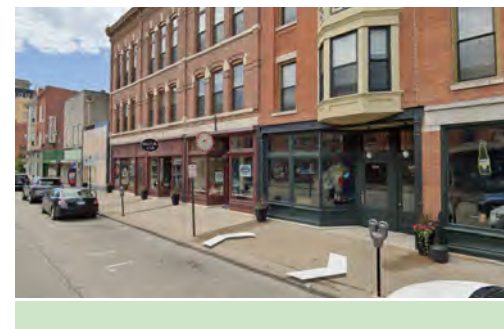


Great and Good Frontages:
The highest quality pedestrian environments (yellow line) follow a clear pattern: they are generally located on the north/south streets - defining the core of Main Street, the Millwork District and the Washington Neighborhood. Yellow indicates streets where there are good or great pedestrian frontages on both sides of the street.

Bad and Poor Frontages:
Most east/ west streets, and several of the heavily travelled north/south streets have poor pedestrian environments (blue line). This contributes to the perceived disconnection of downtown and the feeling that downtown consists of "islands". Blue indicates streets that have bad or poor pedestrian frontages on both sides of the street.



Great



Good



Poor



Bad

Key Findings: Assets and Liabilities

What is working:

UNIQUE ENVIRONMENT:

The District is a unique physical environment unlike any other in the city and region. The buildings, streets and sidewalks together create an environment that pays honor to the City's past while looking to the future. Businesses and residents choose to come to the District because it offers an environment one cannot find elsewhere.

AN EMERGING NEIGHBORHOOD:

Housing has been successful. People enjoy living in the District. Many are proud of living in the District and enjoy sharing their neighborhood with others.

EVENTS, HOSPITALITY AND VISITORS

The District has become a destination for visitors in the region and home to several event venues for weddings, fund-raisers and other exhibitions. The unique spaces and shops offer a special environment for people visiting for the weekend or the day. The Historic Millwork District is typically cited alongside other regional attractions such as the National Mississippi River Museum & Aquarium, the Port of Dubuque, Galena, and Dyersville.

PARTNERSHIPS AND COLLABORATIONS

Consistent with other success stories throughout Dubuque, the revival of the Historic Millwork District can be partially attributed to the public / private partnerships that have come together to advance the vision. The public sector providing leadership, regulatory and policy support, and funding ; the private sector bringing capital, creativity, and risk to the table. Notably, the partnerships have evolved over time as stakeholders in the District have evolved. Today, the future of the District is in the hands of many people - not just property owners. Residents, business owners, and others work along side institutions, the public sector and the real estate community to advance initiatives and grow the District.

What is NOT working:

PUBLIC SPACE:

The Historic Millwork District lacks prominent public space for gathering, relaxation, and recreation - for visitors and daily users. The streets and sidewalks are comfortable, and well-designed, but they do not offer space for activity other than walking or driving.

INCLUSIVITY:

The Historic Millwork District lacks a broad cross section of people on a daily and weekly basis. The District attracts visitors on weekends and for events, however it lacks a critical mass of people coming and going on a daily basis. For many in Dubuque, there is little reason to visit the District, except perhaps for a special occasion.

CONNECTIVITY and ACCESS

The Historic Millwork District is not well connected to other parts of the city. People know where it is, but the edges are "hard". There is a sense that there is no front door to the District or a welcoming entry experience. Once in the middle of the District, people can be well oriented; however due to lack of wayfinding it can be hard to find. Though only a few blocks from Downtown and the riverfront, the District can feel isolated.

SERENDIPITY

The Historic Millwork District has a curated feel to it which has the unintended consequence of creating an air of formality, exclusivity, and inaccessibility. Though the streets are public, there is no true public space for gathering. Many food and retail offerings have relatively high price points, catering to a narrow clientele.

AMENITY:

The District lacks some amenities that are important for daily users. Simple lunch options, grocery and green space in the District were cited by many as basic amenities that would make living and working in the District more pleasant.

Approach - Build upon the Strengths and Mitigate the Weaknesses

DISTRICT ASSETS and how this Plan LEVERAGES them to Improve the District

THE DISTRICT IS RECOGNIZED AS UNIQUE ENVIRONMENT, therefore the Plan:

- Supports ongoing redevelopment of historic warehouse buildings
- Celebrates the District environment through programming and art.
- Expansion of local and destination businesses and experiences
- Proposes new wayfinding and interpretive signage that helps educate people.

THE DISTRICT IS A DESIREABLE PLACE FOR EVENTS, HOSPITALITY AND VISITORS, therefore the Plan:

- Encourages new businesses and closely related to tourism and special events.
- Proposes a coordinate parking and mobility strategy that ensures easy access to the District

THE DISTRICT IS AN EMERGING NEIGHBORHOOD, therefore the Plan:

- Supports redevelopment of over 500 new residential units, encouraging smaller simpler units for a wider variety of residents
- Encourages recruiting amenities for daily use such as a grocery, lunch spot, and a local park.
- Supports the arts through public art, events, and recruitment of an arts anchor to the District

PUBLIC PRIVATE PARTNERSHIPS HAVE BEEN ESSENTIAL, therefore the Plan:

- Looks for additional anchor tenants and stakeholders who are aligned with the mission of the District to participate in the future of the District
- Commits to public improvements that support private redevelopment.
- Support use of local, state and federal funding to support redevelopment

DISTRICT LIABILITIES and how this Plan MITIGATES them to Improve the District

THE DISTRICT LACKS A BROAD CROSS SECTION OF PEOPLE ON A WEEKLY AND DAILY BASIS, therefore the Plan:

- Supports the development of 500 new units, both within the District and the surrounding area.
- Encourages events that attract people to the District from throughout the Region
- Encourages recruiting an anchor tenant that has deep existing relationships throughout the City/Region

THE DISTRICT IS NOT WELL CONNECTED TO OTHER PARTS OF THE CITY, therefore the Plan:

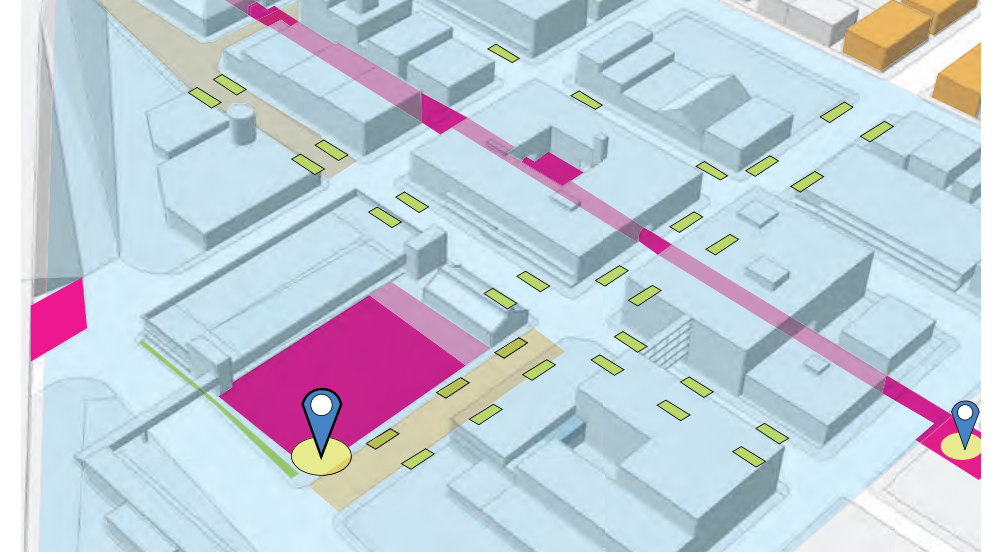
- Proposes improvements to area streets so the District feels better connected to Downtown
- Proposes bike connections to the Port of Dubuque, Chaplain Schmitt Island, and the rest of Downtown
- Proposes improvements to signage and wayfinding that make the District welcoming and easy to get to

THE DISTRICT LACKS A PUBLIC SPACE FOR RESIDENTS AND VISITORS, therefore the Plan:

- Proposes a Community Space adjacent to the Alamo Building
- Supports the preservation and expansion of the Districts "Activated Alley."
- Proposes small seating/amenity areas on existing streets

THE DISTRICT HAS A CURATED FEEL TO IT AND IT LACKS SERENDIPITY, therefore the Plan:

- Proposes interactive artworks that attract people to the district
- Supports the recruitment of an arts tenant to the District
- Supports new and innovative events that celebrate the unique qualities of the District
- Supports creative co-tenanting operations that allow pop-up businesses and small entrepreneurs to incubate businesses



3. Recommendations

Categories of Improvement

Vision Statement:

The Historic Millwork District will connect people to the history and future of Dubuque, to each other, to surrounding districts and to the larger Driftless Region by focusing on three categories of improvements; **built environment, economy and culture.**

BUILT ENVIRONMENT:

Continue to nurture an inclusive, safe, and well-connected community by:

B.1: Investing in spaces that are inviting, inclusive, and social.

B1a: Design and construct a Community Space adjacent to the Alamo Building

B1b: Construct strategically located bump-outs to plant street trees

B1c: Preserve and enhance the existing "activated alley" running between Jackson St and Washington St

B2: Improving connectivity between the District, other parts of Downtown and the City.

B2a: Improve the relationship to Downtown by improving pedestrian comfort along 9th, 10th, and 11th Streets

B2b: Study the two-way conversion of White St and Central Ave

B2c: Improve the entry experience to the District from all directions through wayfinding, signage, and artful/active underpasses

B2d: Study the feasibility of a 7th Street Connection : "From Shot Tower to Clock Tower"

B2e: Enhance bicycle connections to the District by creating a high quality bike network between this district, Bee Branch, Port of Dubuque Chaplain Schmitt Island, and Main Street.

ECONOMY:

Encourage a network of mutually-beneficial businesses that result in a united, but diverse, landscape of workplace, residential, and business ventures by:

E1: Continuing to support the reuse and rehabilitation of existing structures in the District

E1a Support State and Federal Historic Tax Credit program to assist in rehabilitating historic buildings.

E1b Support creative development opportunities with anchor tenants that are aligned with vision and mission of the District.

E2: Attracting young and innovative residents, employees, and companies to the Historic Millwork District

E2a Target smaller simpler residential units that would appeal to a younger demographic within and around the District.

E2b Support artist lofts and or buildings that accommodate live/work arrangements.

E2c: Recruit businesses related to successful market segments as well as to the everyday needs of residents and employees.

E3: Activate the public realm through creative and innovative and experimental businesses, ventures and events.

E3a Encourage events and arrangements that support low cost/low barrier to entry business endeavors.

E3b: Pursue co-tenant arrangements between anchor and related entrepreneurs.

CULTURE:

Educate and celebrate Dubuque's unique industrial history, unique present-day events and future opportunities by:

C1: Creating educational opportunities for people to learn about the history and current happenings of the Historic Millwork District

C1a Design and install interpretive signage at significant historical structures and spaces

C1b Design and implement an integrated educational tour of the District across digital and in-person formats

C1c: Invite artists, cultural groups, and event coordinators to host events that draw attention to the unique environment of the District.

C2: Supporting opportunities for an expanded performance and visual arts presence in the Historic Millwork District

C2a: Explore artist-in-residence program(s)

C2b: Support the recruitment of specialty craft/artisan/manufacturing companies and individuals in the District

C2c: Recruit an arts oriented anchor to the District

C2d: Install signature and interactive artwork throughout the District

BUILT ENVIRONMENT

BUILT ENVIRONMENT:
Continue to nurture an inclusive,
safe, and well-connected
community by:

→ **B.1: Investing in spaces that are inviting, inclusive, and social.**

B1a: Design and construct a Community Space adjacent to the Alamo Building

B1b: Construct strategically located bump-outs to plant street trees

B1c: Preserve and enhance the activated alley

→ **B2: Improving connectivity between the District, other parts of Downtown and the City.**

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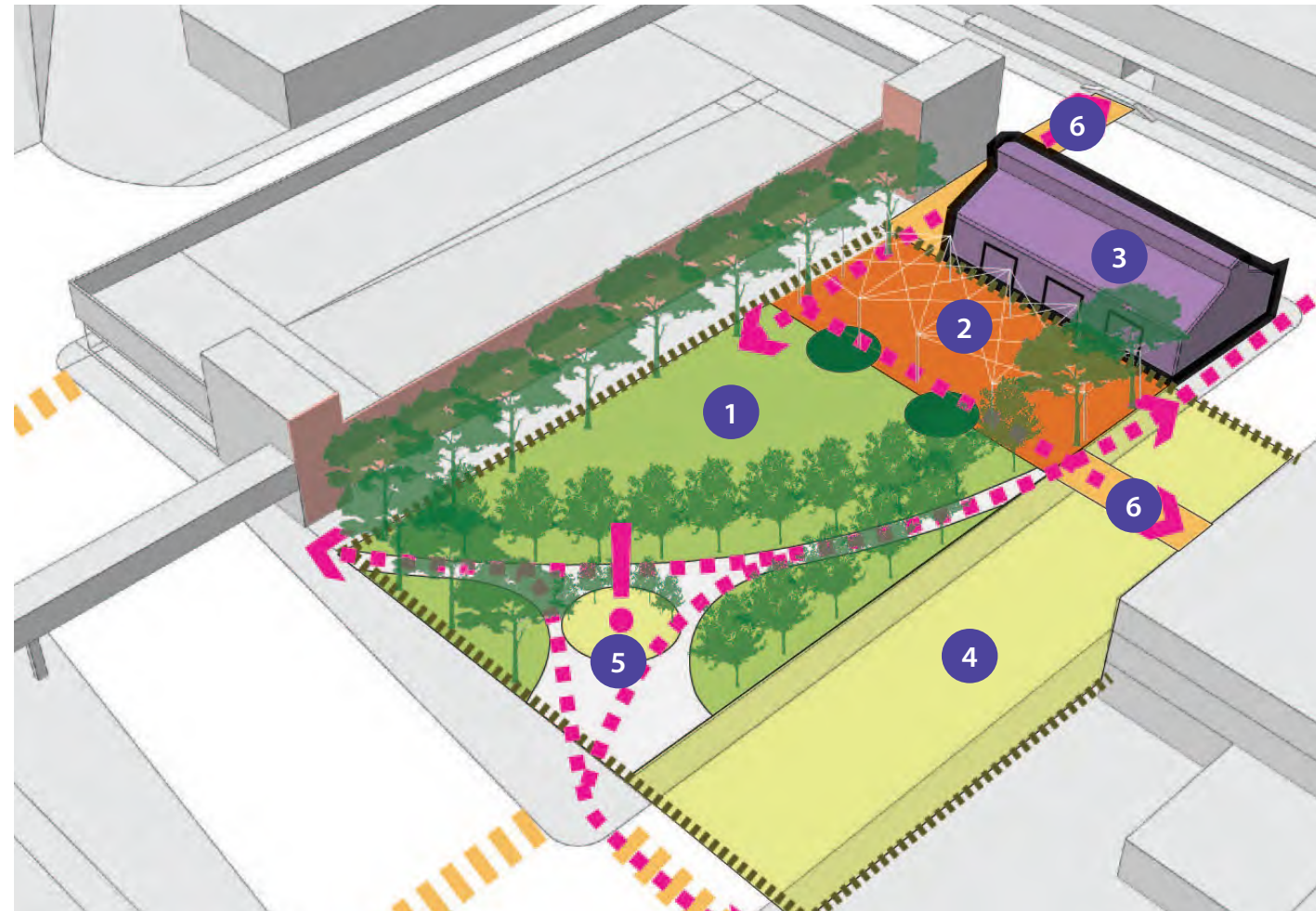
BUILT ENVIRONMENT

B1a: Design and construct a Community Space adjacent to the Alamo Building

Throughout the gathering of public input throughout this project, some of the most common terms that were brought up were, “green”, “community”, “public art” and “performance space”. While these amenities could be provided within some of the existing buildings, the Plan recommends the creation of a prominent community space adjacent to the Alamo Building to serve as the heart of the District.

In contrast with the ample square footage inside the buildings of this district, there is comparatively little available outdoor space to provide a community gathering space that could provide so many of the amenities requested by the people of Dubuque. The only outdoor site in this Historic Millwork District with appropriate scale, visibility and adjacent context is the existing surface parking lot to the east of the Alamo Building. While the existing surface parking lot is currently utilized, it does not provide the highest and best public good in the District. The ongoing parking study has also identified multiple alternative solutions to provide additional parking in the District if this lot were no longer available.

This outdoor space is an opportunity to give the District a luminous, vibrant, verdant, public “face” that highlights not only the District brand, but the intention of the District to be a destination for tourists and residents alike. Year-round amenities such as a winter pop-up ice rink, outdoor performances, food truck events, public sculpture, stormwater amenities, active recreation and passive recreation opportunities can and should be located in this community space where each they can and build off and support one another.



- 1 PASSIVE RECREATION FOR FLEXIBLE USE
- 2 OUTDOOR SEATING AREA AND EVENT SPACE
- 3 REPURPOSED ALAMO BUILDING
- 4 OPPORTUNITY FOR TEMPORARY STREET CLOSURE AND PUBLIC EVENTS
- 5 LANDMARK AND BRANDING OPPORTUNITY
- 6 EXISTING PEDESTRIAN CROSSWALK



Kiener Plaza - St. Louis, MO



Pulaski Park - Northampton, MA



City Line - North Dallas, TX



Klyde Warren Park - Dallas TX

Precedent Imagery

Seasonality is a key consideration for the design of this public space. Activating the space with community events, local performances, and scheduled food truck events would provide existing residents and visitors new experiences and a reason to spend time together outdoors.

BUILT ENVIRONMENT

B1b Construct strategically located bump-outs to plant street trees

In order to create a street environment that is more habitable and pleasant, and supportive of foot traffic, the Plan recommends adding street trees in strategic locations throughout the District and along the streets connecting to Main Street. With the limited right of way available, in order to maintain a standard sidewalk width, the only opportunities for street trees is to extend the curb line towards the street, and replace an on street parking space with landscaping, pedestrian amenities and street trees. Consideration should also be given to using the curb extensions for stormwater treatment.



B1c Preserve and enhance the activated alley

The District's blocks between Washington and Jackson Street share a mid block alley stretching from the Lumbershed to 11th Street. Developed originally as a service alley for moving materials and accessing back of house portions of the factories and warehouses, it has today become a unique semi-public feature in the District and an important element of the pedestrian circulation system. The Caradco Building and Dupaco Voices Building have integrated the alley into their design - creating courtyards and pedestrian walkways that have become one of the defining features of the District.

As the district continues to build out, the Plan recommends the activated alley continue to extend north to the Lumbershed, and south to the Marriott Hotel block.

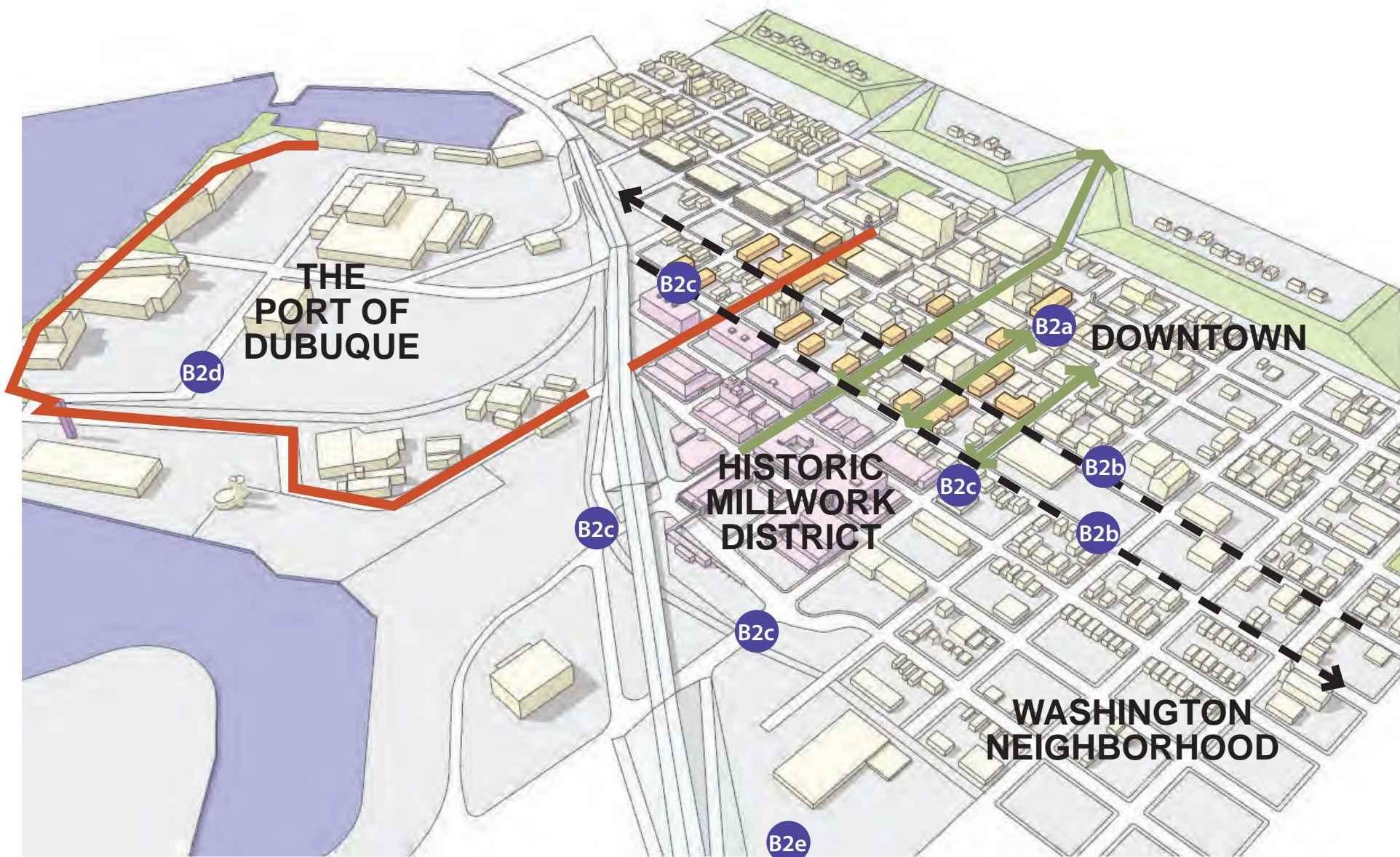
In order to create a successful activated alley, building owners should promote the space as a pedestrian space by creating secondary entrances to buildings, hiding dumpsters, and taking care with the location of exhaust and other service elements of the building.



Activated Alley

The Activated Alley runs between Jackson and Washington Street from 7th St to 10th St. It connects courtyards and entrances creating an intimate space that can be celebrated as a special destination within the District.

BUILT ENVIRONMENT



B2: Improve connectivity between the District, other parts of Downtown and the City.

B2a: Improve the relationship to Downtown by improving pedestrian comfort along 9th, 10th, and 11th Streets

B2b: Study the two-way conversion of White St and Central Ave

B2c: Improve the entry experience to the District from all directions through wayfinding, signage, and artful underpasses.

B2d: Improve the underpass experience and environment.

B2d: Study the feasibility of a 7th Street Connection : "From Shot to Clock Tower"

B2e Enhance bicycle connections to the District by creating a protected bike network between the District, Bee Branch, and Port of Dubuque, Chaplain Schmitt Island and Main Street.

BUILT ENVIRONMENT

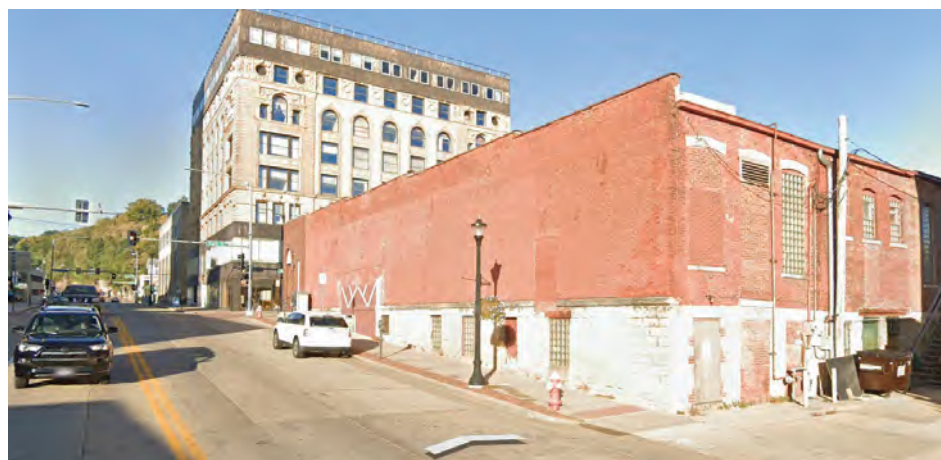
B2a: Improve the relationship to Downtown by improving pedestrian comfort along 7th 9th, 10th, and 11th Streets

Improvements and investments along 7th, 9th, 10, and 11th Streets are essential to creating a complete connection between the District and Main Street and overcoming the perception that the District and Main Street are far away from each other.

The original master plan recommended converting 9th and 11th to two-way streets. While the conversion has improved vehicular access and pedestrian comfort slightly; they still lack adequate sidewalks, lighting, signage, and other amenities for pedestrians. This Plan recommends further improvements to ensure these important pedestrian corridors between Main Street and the District are high quality pedestrian environments.

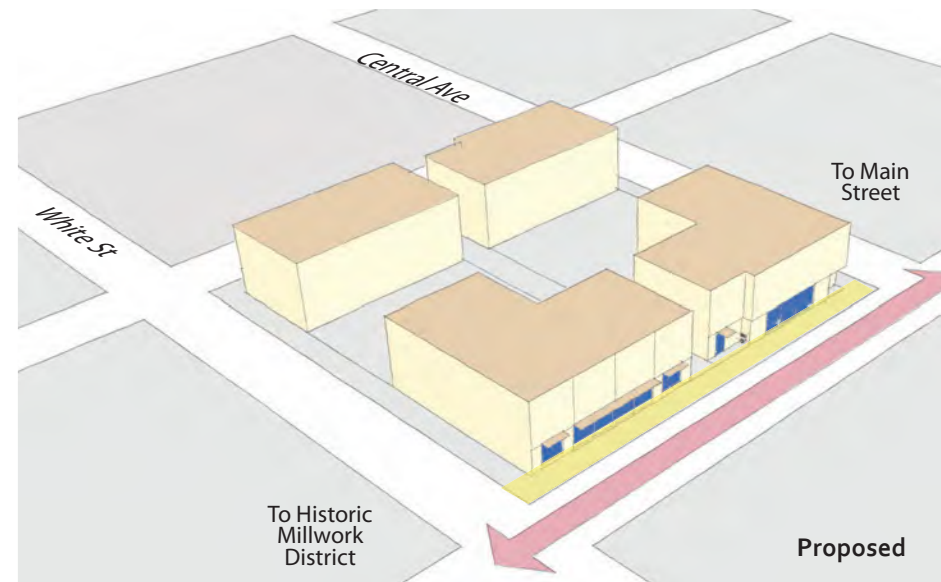
Due to the historic patterns of development in this area of Dubuque, the blocks are oriented north/south. All buildings face the north/south streets of Central, White and Iowa Street - the opposite direction of most pedestrian traffic. This relegates the pedestrians to the sides and backs of the buildings - making it uninviting to walk along the east/west streets.

In order to make a more comfortable connection between Downtown and the Historic Millwork District, new development in this area should reorient itself to the east/west streets wherever possible. In doing so, those streets (7th, 9th, 10th, 11th) will become more welcoming and comfortable for pedestrians.

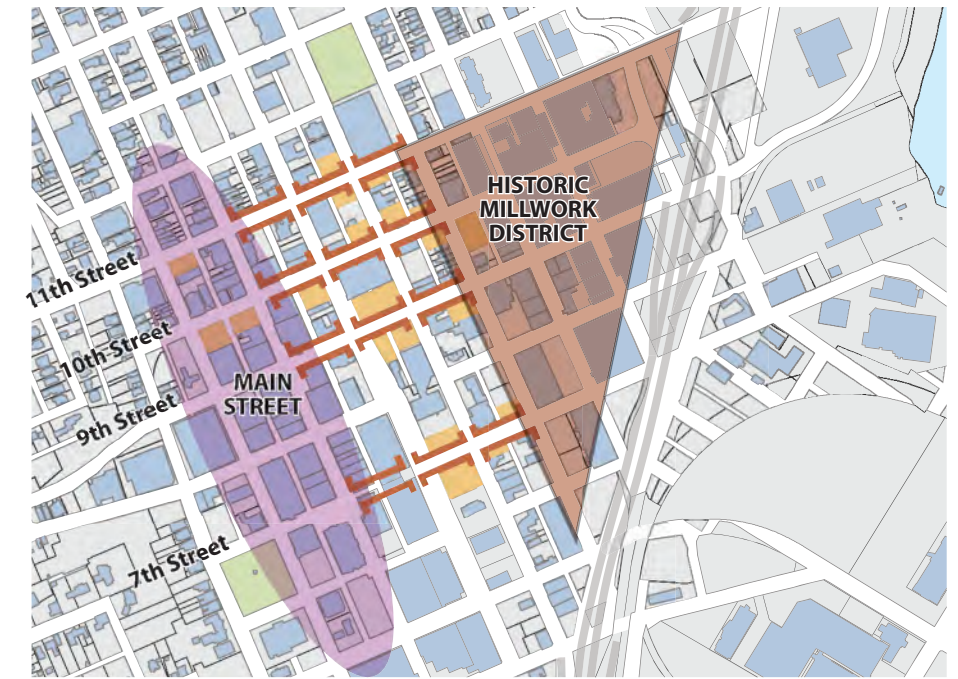


West 9th Street

The image above illustrates a typical east west cross street where development faces onto either White or Central Avenue - thereby relegating the cross street to blank facades or parking lots.



Reorienting buildings to cross Streets
Infill development should orient themselves to the east west streets, with attractive frontages and comfortable sidewalks.



Connections to Main Street

7th, 9th, 10th, and 11th Street are important connections between Main Street and the Historic Millwork District. Though there have been some improvements to 10th Street, further enhancements to these streets will be important to overcome the perception that the two areas are far apart.

Potential Improvements to east west streets between the District and Downtown					
	Wider sidewalks	Pedestrian lighting	Street trees	Bike Amenities	Wayfinding and signage
7th Street	X	X	X	X	X
9th Street			X	X	X
10th Street			X		X
11th Street	X				

BUILT ENVIRONMENT

B2b: Study the two way conversion (or other means of traffic calming) of White and Central

Though only three blocks apart from each other, Main Street and the Historic Millwork District are perceived by many to be far away, separated by an uncomfortable walk. The perceived gap between the two areas is in part due to the one way pairs of Central and White Street which shuttle fast moving, relatively low volumes of traffic (+/- 6,000 vehicles/day) through the downtown on a pair of two lane/one way roads.

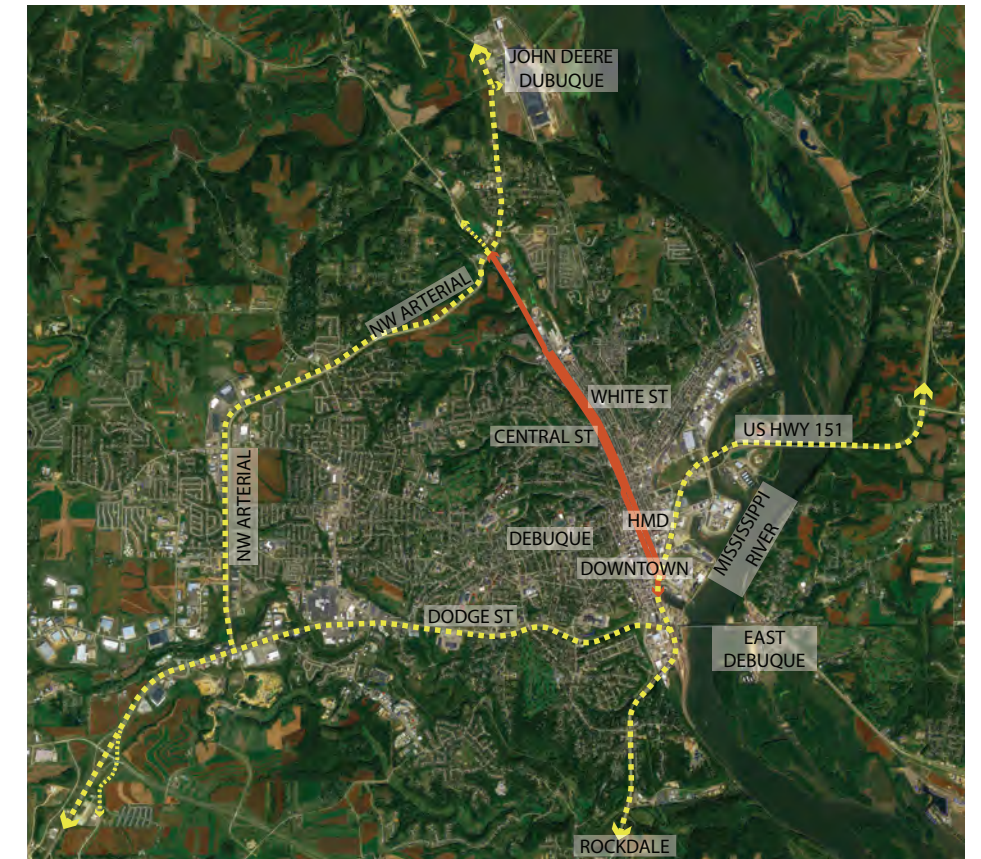
Traffic calming modifications (reducing the through lanes, signal adjustments) can be made to encourage drivers to slow down, which will create a more comfortable environment. However, consideration should be given to study a conversion to a two way system - which will provide better access, to both Downtown and the Millwork District while calming traffic considerably.

Any modifications to Central and White Street should take into consideration the commercial and freight needs of area businesses.



Central and White Street

Central Ave and White St are one way, two lane roads with direct access to highway ramps. Though posted at 25 MPH, speeds regularly exceed 40 MPH. With only 6,000 vehicles per day, both roadways can be considered for lane reductions and possibly a two way conversion.



Downtown One Ways and Regional Travel

The Downtown one way roads (White and Central) were designed to ease traffic movements through Dubuque. Built in 1997, the Northwest Arterial provides alternative ways to access regional highways, which has reduced the need for on-way roads in Downtown.

BUILT ENVIRONMENT

B2c: Improve the entry experience to the District from all directions through wayfinding and signage

Improvements to wayfinding and signage will help visitors and locals get to and navigate the District and the surrounding areas.

Consideration should be given to

- working with Iowa DOT to adding the Historic Millwork District Identification to signage on Hwy 61
- adding Historic Millwork District identification to the Downtown District signage
- clarifying and simplifying wayfinding and signage to the Elm Street parking lots
- Removing the berms around the Elm Street parking lots and providing clear pedestrian access between parking and the sidewalk so users have a clear line of sight and direct access between the lots and the District

The underpasses on the east edge of the District are important areas for investment because they are the first impression a visitor has of the City upon exiting Hwy 151 or visiting from the Port. Consideration should be given to investing and improving these areas with artful and active installations.

In addition to general district signage to direct people to the District and to the District Parking lots.



Signage

Signage throughout the City, and on the Hwy 151, fails to call out the historic Millwork District as a destination. Though people may know the District is in or adjacent to Downtown, it is difficult to find because it is tucked into a corner of downtown and against a viaduct.



Elm Street Lots

There are approximately __ spaces in the Elm Street parking lots that are underutilized - in part because visitors don't know they are available, and in part because pedestrian connections and visibility to the District are lacking. Simple improvements in wayfinding and sidewalks can help remedy the situation.

BUILT ENVIRONMENT

B2d: Improve the underpass experience

The underpasses on the east edge of the District are important areas for investment because they are the first impression a motorist has of the City upon exiting Hwy 151 or visiting from the Port of Dubuque. Consideration should be given to investing and improving these areas with artful and active installations.

Improvements to the underpasses will also help connect the District to the port - emphasizing proximity to nearby destinations and parking ramps.

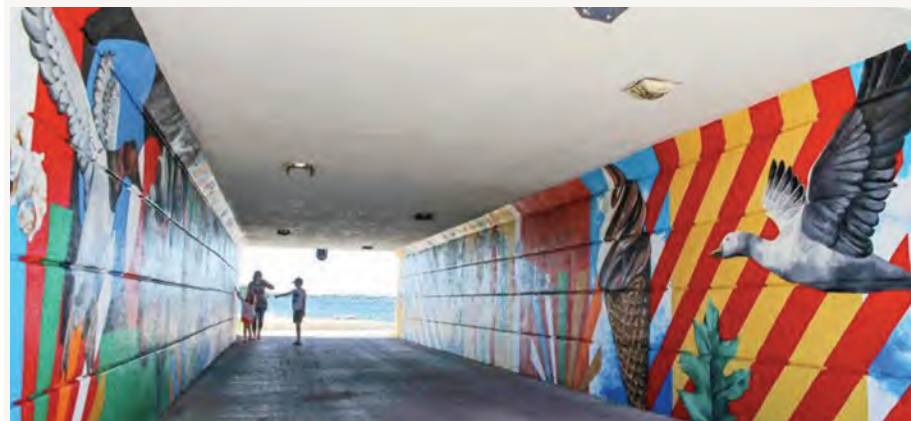


REGIONAL PRECEDENTS



BOREALIS: 8th Street Viaduct: Des Moines, Iowa

Created by artist Alex Braden,, BOREALIS, transforms the poorly lit, dreary, concrete wasteland, beneath the 8th Street viaduct into a dynamic and engaging light and sound show. The gently shifting lights recall the aurora borealis - Northern Lights.



Bike Tunnels in Okoboji

Thomas F. Agran of Iowa City recently completed a mural along the bike trail in the tunnel under the Highway 71 bridge in Arnolds Park. The brightly colored work of art includes renditions of nutty bars, boats, fishing and many more items that represent the essence of the Iowa Great Lakes.



West Des Moines Jordan Creek Trail Murals

The West Des Moines Public Arts Advisory commission sponsored a dozen murals installed on Jordan Creek Trail underpass entrance / exit walls. The colorful walls create a more inviting space and help contribute to the enjoyment of biking and walking in the park.



Pickleball in Milwaukee

While art is often used to enhance the environment under and around highway infrastructure, spaces can also be used for recreation and other activities.

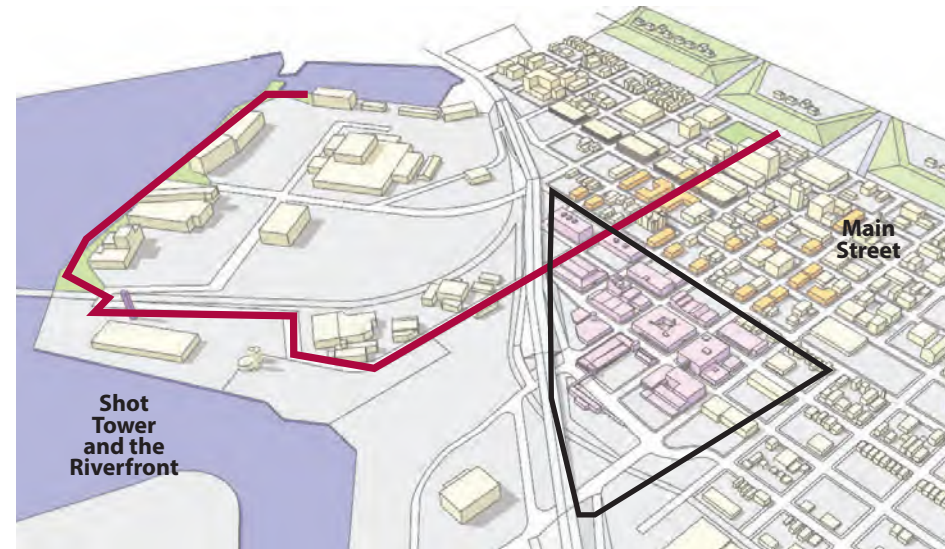
BUILT ENVIRONMENT

B2e: 7th Street Connection: the “Shot to Clock Tower” Trail

7th Street offers a primary opportunity to create a strong, high quality, signature and singular connection between three of Dubuque’s most important assets — the Historic Millwork District, Main Street, and the Port of Dubuque.

7th Street could be redesigned as a promenade or a multi-use trail that invites people to use it as the primary connection between destinations. As a trail, It could tie together aspects of recreation, history, education, culture, art and economic development.

The concept would require changes to the parking garage on Iowa Street as well as significant improvements to 7th Street towards the river. However as a connection between destinations it would also likely spur economic development interests alongside it.



Shot to clock Tower Connection

7th Street can be redesigned as a promenade or multi-use trail connecting several important destinations and Districts.



7th Street towards the Clock Tower

Currently, 7th Street is terminated with the ramps between two parking garages. Clock Tower Square and Main Street is located just beyond the garages. The Plan recommends exploring ways in which 7th Street can be a strong pedestrian connection between Clock Tower Square and the Port of Dubuque.



PRECEDENT

Indianapolis Cultural Trail

The Indianapolis Cultural Trail is an 8.1-mile-long urban shared-use path and linear park located in the vicinity of downtown Indianapolis, Indiana. It consists of a downtown loop and three spurs that extend into neighborhoods and cultural districts throughout the city. The trail is identifiable with tinted concrete pavers, providing visual continuity. Street furniture, trash receptacles, signage, and lighting are also consistent throughout the trail’s route.



Economy:

ECONOMY:
Encourage a network of mutually-beneficial businesses that result in a united, but diverse, landscape of workplace, residential and business ventures by:

E1: Continuing to support the reuse and rehabilitation of existing structures in the District

E1a Support State and Federal Historic Tax Credit program to assist in rehabilitating historic buildings.

E1b Support creative development opportunities with anchor tenants that are aligned with vision and mission of the District.

E1c: Implement a coordinate parking strategy for the District and surroundings.

E2: Attracting young and innovative residents, employees, and companies to the Historic Millwork District

E2a Target smaller simpler residential units that would appeal to a younger demographic within and around the District.

E2b Support artist lofts and/or buildings that accommodate live/work arrangements.

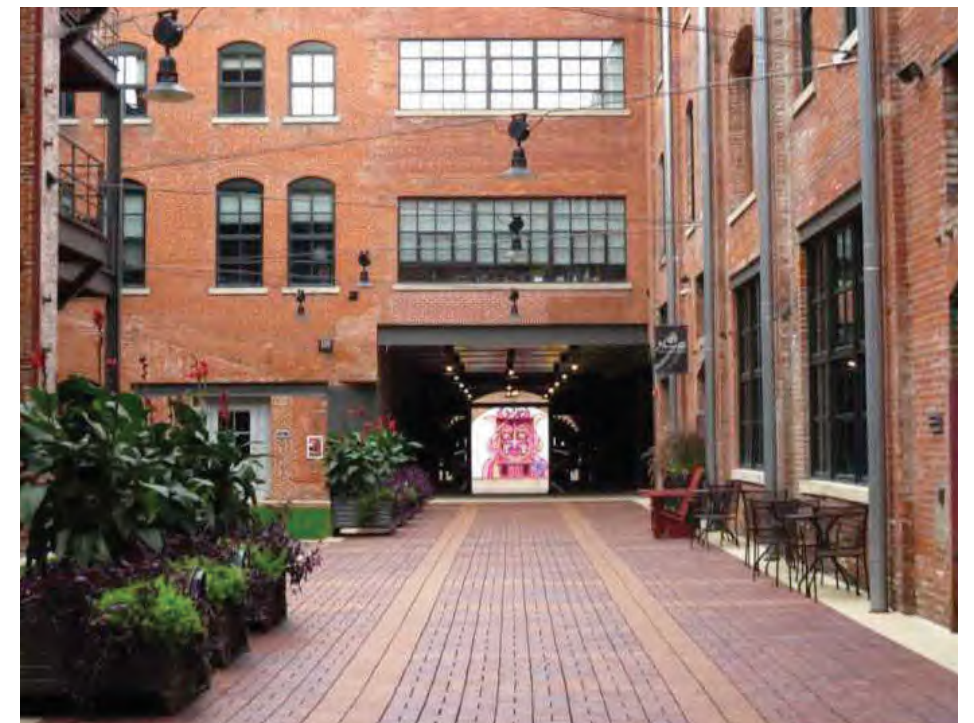
E2c: Recruit businesses related to successful market segments as well as to the everyday needs of residents and employees.

E2d: Expand the District's media and on-line presence

E3: By activating the public realm through creative and innovative and experimental businesses, ventures and events.

E3a Encourage events and arrangements that support low cost/low barrier to entry business endeavors.

E3b: Pursue co-tenant arrangements between anchor and related entrepreneurs.



Economy:

E1a Support State and Federal Historic Tax Credit program to assist in rehabilitating historic buildings

Approximately half of the historic warehouse buildings in the District have been redeveloped over the past 10 years. There remains about 600,000 sf in approximately 10 buildings that remain undeveloped. Three of them (Kirby, Farley Loetscher, and Wilmac) are typical warehouse buildings - large floor plates, between 3-6 stories, with heavy concrete structures. As contributing buildings to the District, Wilmac, Kirby, and Farley Loetscher are eligible for State and Federal Historic Tax Credits. It is essential for the City to continue to support the applications and to advocate for the program at the State and Federal level. Given the complexity and costs associated with these projects they will likely require additional finding support from programs such as Low Income Tax Credits, and Workforce Tax Credits.

Together these three buildings make up more than half of the remaining square footage in the District: approximately 430,000 sf. As in the original plan, this update recommends that the three remaining buildings be redeveloped as primarily residential buildings. Active ground floor uses should be considered, especially fronting onto 7th Street. In order to further diversify the population living in the District consideration should be given to smaller market rate units or live/work studio units. Depending on the layout and size of units, the three buildings will likely yield in the range of 450-500 units.

Former Jeld Wen Properties

At the time of the 2010 Master Plan, Jeld Wen (door and window manufacturer) was operating in several buildings on three of the District's blocks. In 2010 there was no indication that Jeld Wen would cease operating; so the Plan assumed the District would redevelop around them. However, in 2014, as part of a larger corporate strategy, Jeld Wen ceased operations and subsequently sold their buildings and properties.

Unlike the Wilmac, Farley Loetscher, and Kirby Buildings that are all a similar building type (multi-story warehouse), the former Jeld Wen buildings are all unique in size, structure and type. Conversion to housing is possible in some of the smaller multi story buildings, but unlikely in the larger ones because they have either very large footprints or in the case of the Lumber Shed - a single open space not convertible to multi floor housing.

Lumbershed Building

While not likely to convert to housing, The Lumber Shed Building presents a unique opportunity to attract an anchor tenant to the District. A full block building with clear heights and timber framing, and a notable history (it was featured in the 1904 Saint Louis World's Fair, disassembled and reassembled in Dubuque) it has the potential to become a spectacular home for any number of tenants. While this Master Plan Update does not prescribe the particular future use or tenant of the building, its value to the District is as an anchor tenant that can bring new people into the District on a regular basis - either as a primary employer, a visitor attraction, or a local destination. Particular consideration should be given to a tenant who can advance innovation, the arts, recreation or health while also bringing employees and/or visitors to the District throughout the week and all year long.



Wilmac Building

Kirby Building

Farley Loetscher Building

Lumber Shed

E1b: Support creative developments with anchor tenants that are aligned with the mission of the District.

The District is home to several large buildings that likely need anchor tenants that are stable and well capitalized in order to support a feasible redevelopment. Several of the remaining undeveloped buildings in the District are well suited to house anchor tenants. The Kirby, Farley Loetscher and Wilmac buildings are large buildings with a considerable amount of square footage that would suit an office type anchor tenant. The Lumber Shed and Klauer Building, are single story buildings that a better suited to an entertainment / arts / production / or recreation use. While this Plan does not identify specific tenants, it recommends seeking anchor tenants in categories related to the arts, craft or artisan production, and / or health/recreation. Ideally, new anchor tenants in the District can :

- advance entrepreneurship through innovation
- bring unique experience based offerings to the patrons
- have established links and relationships to networks and communities across the larger region
- bring a high density of workers or visitors into the District throughout the week and all year long
- have a social and outward facing component to it

While an anchor tenant can come from outside the Dubuque community, it is desirable for it to be from within. By finding anchor tenants and partnerships within existing local and regional networks, a single anchor tenant can have the exponential effect of opening the District's door to additional groups and communities.

Economy:

E1c: Implement a parking management strategy that ensures adequate and well utilized parking for all users.

A downtown parking and mobility plan was conducted at the same time as this Update Plan. The findings from that study, helped inform the recommendations in this Plan.

This Plan recognizes that access to parking is important to support growth of the District and Downtown and in order to maximize access to parking, the City should leverage policies and technology that allow the City to manage the parking resource while improving the customer experience for the users.

The primary finding from the Downtown Parking and Mobility Plan is that Downtown has large supply of parking that is not effectively managed - which leads to a perception of scarcity and inconvenience.

With approximately 600 publicly-owned off-street parking spaces in the District (in a ramp and three surface lots), and several thousand publicly owned spaces within three blocks of the District, and current observed utilization of those spaces relatively low, there is adequate parking supply in and around the District to support near term growth of the District.

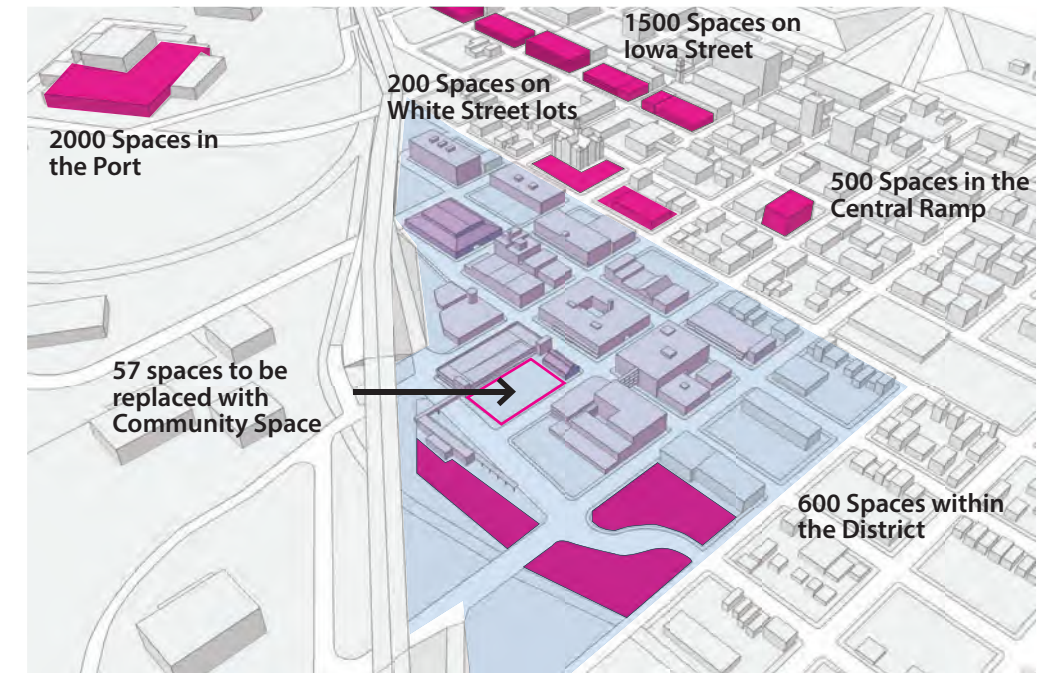
In order to utilize the full complement of parking resources within a few blocks of the District, users will have to reorient their expectations from "parking in the middle of the District" to "parking along it's edges". This will be increasingly important when the Alamo Lot is redeveloped as a community park.

In concert with the Downtown Parking and Mobility Plan, this Plan recommends:

- **PRIORITY:** Invest in new parking payment collection, access control, and permitting technologies that enables the City to appropriately operate and manage all off-street surface lot and ramp parking in the District for optimal use efficiency, balancing the needs of residents, visitors and employees.
- **PRIORITY :** Invest in wayfinding, lighting, and pedestrian connectivity to enable safe travel around the District and to connect between the District and the rest of downtown.

Special attention should be given to the Elm Street Lots that are highly underutilized, yet only a block away from the District.

- **PRIORITY:** Engage the county in partnership to better utilize parking around the County courthouse.
- Look for opportunities to gain access and control of new surface parking facilities to add to the publicly managed supply of parking. This may come in the form of City purchase and/or shared use agreements with private owners.
- Provide and manage on-street parking and curb areas in the District with a focus on leveraging these areas for use by curb loading and unloading, short-term parking, and other flexible curb uses.
- Consider partnerships with developers that transition surface lots to redevelopment while maintaining the public supply of parking via on-site (e.g., podium) parking. This protects overall parking supply while removing surface parking lots, which are a deterrence to walkability and urban form.
- Encourage shared parking (either between private parties, or between the City and a private party) to encourage efficient parking utilization.
- Continually monitor the issuance of parking permits for access to public-owned and operated off-street facilities, as well as the utilization of these facilities by permitted and non-permitted (short-term/transient) parkers for ongoing management purposes. If facilities are consistently 90% utilized or greater, additional public off-street supply may be needed.
- Ensure that market rates are charged for short-term and long-term permit parking in the District across all users.



Parking in and around the District

As the District develops it will have to utilize the existing parking spaces along the edges and a block or two away from the District. In order to support a high quality pedestrian environment, the public expectations will have to transition from "parking in the middle" to "parking on the edges" of the District.

Economy:

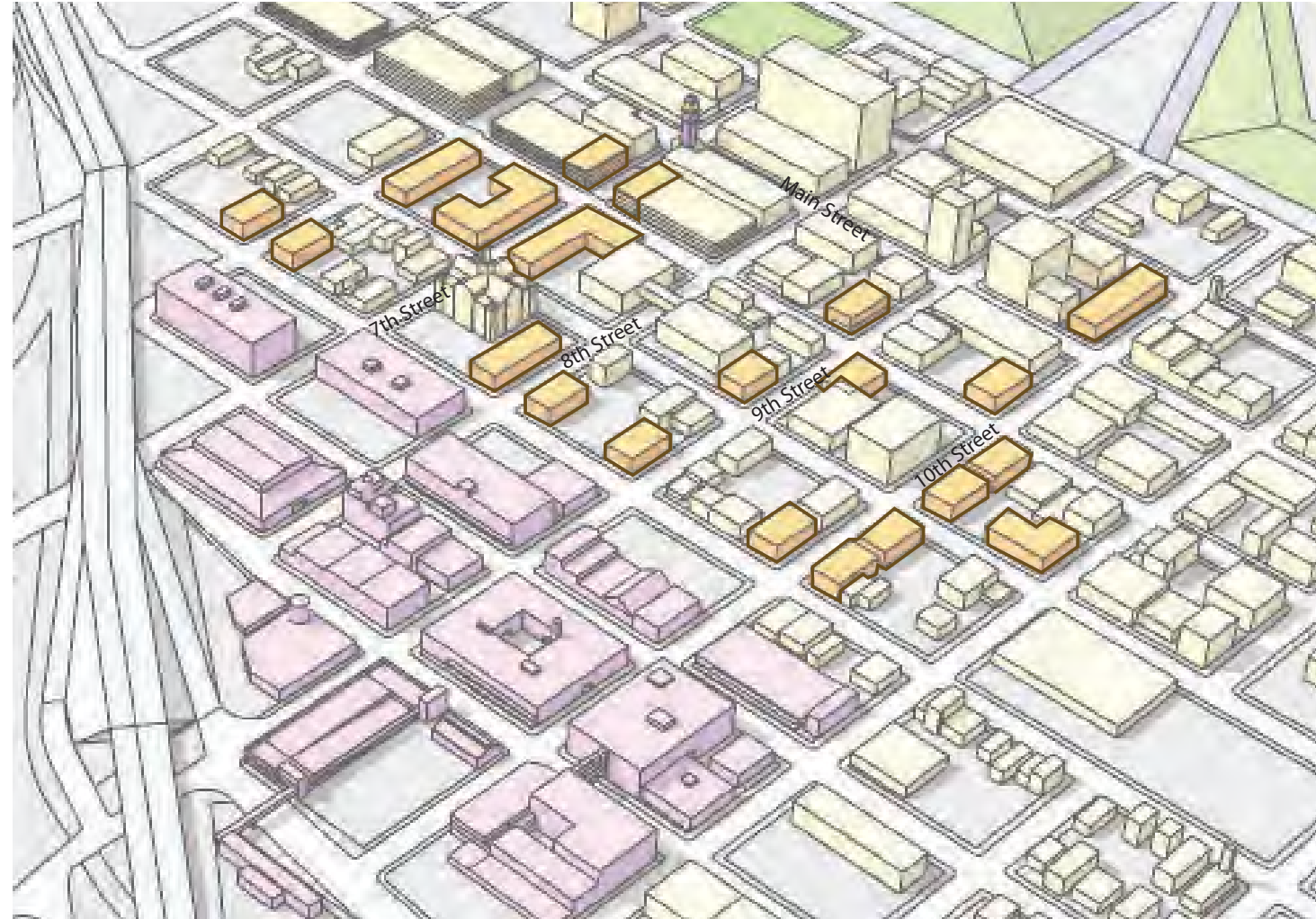
E2a: Encourage smaller simpler residential units that would appeal to a younger demographic in and around the District

Typically, warehouse districts in former industrial areas attract young artists or urbanites with a pioneering attitude that choose to live and work in an unfinished, un-amenitized, evolving, and often under the radar environment. While the Voices from the Warehouse events used the District in this manner for several years - it was an event, not a formal living or working arrangement.

Unlike other warehouse Districts that may move slowly, incrementally and organically towards redevelopment, The Historic Millwork District moved quickly. With full road reconstruction, a parking ramp and a few very large buildings fully redeveloped, the first wave of redevelopment was (primarily) with and for residents who were willing to pay above market rates (based on SF) for a finished and high quality environment with built-in amenities. This was due in part to the cost of redevelopment, but also due to the dimensions and layout of buildings that enabled larger units and prohibited smaller more affordable units. The success of these projects demonstrated the marketability of a relatively high per/SF rent.

With the demonstrated success of renting upper level market rate units, it will be important for the District (and surrounding area) to focus on diversifying as a neighborhood by attracting a wider range of residents. The remaining three large buildings (Wilmac, Kirby and Farley Loetscher) may serve this need, however it is also possible that the dimensions and cost of redevelopment may prohibit it - as was the case with Caradco and Novelty Iron Works.

It is possible therefore that the District would have to look at its surrounding areas as potential locations for smaller, simpler units that would likely attract a younger, less affluent resident. In particular, the area west of the District has several surface parking lots and non-historic buildings that could be considered for redevelopment into small and simple market rate and affordable apartment buildings. Due to site restriction, they would likely have limited parking and limited amenities. But the appeal of these sites would be their proximity to the District and Main Street.



Potential infill housing adjacent to the District (orange)

In contrast to the large buildings in the District, infill housing opportunities adjacent to the District will likely be on smaller lots. This offers the opportunity to build small simple, "amenity light" buildings that can be rented at a lower price point relative to the larger warehouse buildings.

Economy:

E2b: Support artist lofts and or buildings that accommodate live/work arrangements

The post Covid economy is proving the desire and need for more advanced and deliberate live/work arrangements. With acceptance of hybrid work, and the premium put on reducing commute times, many people desire a residential arrangement that allows them to work from home ; or adjacent to home.

Consistent with other objectives in the plan that seek to advance the arts in the District, consideration should be given to converting one of the three large warehouse buildings to an artist based live-work building.

Live-work arrangements can also occur in new construction within and adjacent to the District. Common live-work arrangements are

- live within: where the workplace and the residence is overlapping and the demarcation between the two is constantly adjusted. An artist loft where one works and lives in the same unit is an example.
- live above: where ground floor and street facing portion of the building is dedicated to a workplace and the residence is above. Typically the two spaces are under the same ownership in an arrangement that resembles a townhouse. Typically the workplace has a public facing component to it, inviting customers and passerby to visit.
- live behind: where the workplace is in front of the residential unit. Typically this takes the form of a house located in the rear lot, separated by the storefront with a courtyard.
- live in front : where the structure is a single family home or townhouse in which the studio or workplace is located towards the rear of the building. Typically, the work is production work with limited public interaction.

E2c: Recruit businesses related to the successful market segments of hospitality and food as well as those related to everyday needs of residents and employees in and around the District (grocery, lunch options)

Retail needs foot traffic and foot traffic creates the demand for retail. While commercial and retail uses have been slower to get their footing in the District, patterns of success are emerging and should be used as a basis for additional retail recruiting.

Events, weddings, tourism, and destinations have all performed relatively well in the District because the venues and environments are unique and accessible. As a result, businesses related to these successes have also performed relatively well. For example boutiques, destination retail, dining, and personal services related to weddings, events, tourism and hospitality tend to do well. Consideration should be given to recruiting additional related businesses such as floral arranging, printing, food and drink with live entertainment.

At the same time, for the District to become a full residential neighborhood it needs a few important basic goods and services to support its residents. Grocery and simple lunch options were frequently cited as needs that would make the neighborhood yet more desirable. It is important to note, however, that not all needs should or can be satisfied within the District. In fact, it is important to consider the full downtown the customer base for residentially oriented goods and services.



Mixed-Use Urban Buildings with Neighborhood Amenities

E2d Expand the District's online and media presence

A consistent issue raised throughout the process was the lack of a digital and media presence for the District. While the District receives a considerable amount of regional praise for its accomplishments and unique offerings, the local exposure for events, businesses, and accommodations rely on a Facebook page. A dedicated website with an sophisticated social media strategy will greatly enhance to visibility, reach, and use of the District.

Economy:

E3a: Encourage Hybrid Co-Tenancing and Event Partnership

Unlike Main Street where rows of narrow mercantile buildings provide individual spaces and entries for each business, many of the Millwork District buildings have large loft-like spaces without interior walls nor exterior storefronts. This unique building stock offers opportunities to create interesting spatial relationships among retailers, artists, and other businesses.

Therefore In addition to strategic selection of tenants to the District, the thoughtful arrangement and combined spatial relationships to each other provides opportunity for unexpected retail offerings and experiences.

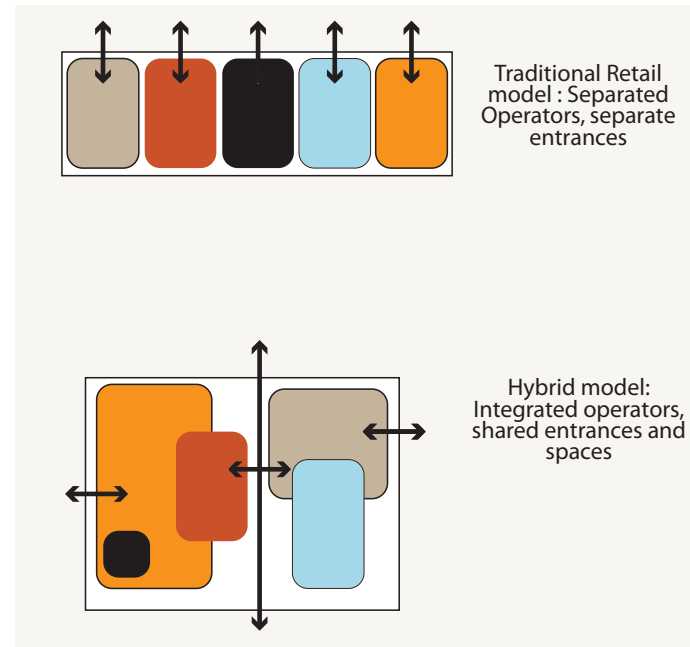
When appropriate pairings are combined, this will not only result in unique indoor retail experiences, but can also spark events that activate the public realm. Through thoughtful placement, the logic of tenant groupings at strategic locations can activate public (or semi public) spaces throughout the District.

PRECEDENT

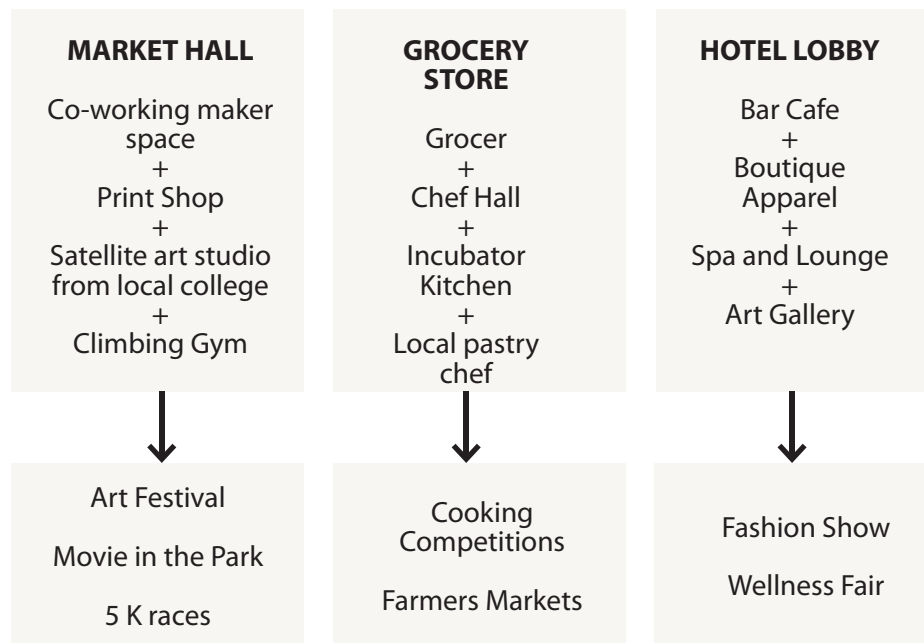


The Food Building, Minneapolis MN

The Food Building is a 30,000 SF building (similar in size to the Klauer Building) housing multiple artisan food production companies. Though their primary function is production and distribution, the businesses are also open to retail customers on select days. The common space in the building is used for events such as fundraisers and holiday markets. The building is anchored by a 5,000 SF restaurant that showcases its co-tenant products and other artisan producers.



POTENTIAL SPACES FOR HYBRID TENANTS AND PARTNERSHIP



POTENTIAL EVENTS to ACTIVATE THE PUBLIC REALM

E3b Encourage events and arrangements that support low cost/low barrier to entry business endeavors.

In keeping with efforts to increase foot traffic, public realm activation and pathways to economic prosperity and the growth of the creator and creative economy, this Plan recommends creating events and arrangements that offer low barrier to entry for small and local businesses in Dubuque. Current events such as the winter market and farmers markets are examples of integrating public activation with economic development. The District should continue to promote these events along with other similar events such as food truck fairs, art festivals, pop up markets and farmers markets.

With the proven success of the District's appeal to tourists, efforts should be made to help coordinate merchants efforts with the scheduled tourist events such as the arrival of Viking Cruise Ship and other similar events that bring waves of visitors to the District. These are good times to organize events with pop up businesses that expose entrepreneurs to visitors who seek local shopping experiences.

Consideration can also be given to creating a small business incubator facility with a shared co-maker space, perhaps with a focus on small scale production. Such a facility could be integrated with artisan live/work housing.



CULTURE:
**Educate and celebrate Dubuque’s
unique industrial history, unique
present-day events, and future
opportunities by:**

C1: Creating educational opportunities for people to learn about the history and current happenings of the Historic Millwork District

C1A Design and install interpretive signage at significant historical structures and spaces.

C1B Create an integrated educational tour of the District across digital and in-person formats.

C1C: Invite artists, cultural groups, and event coordinators to host events that draw attention to the unique environment of the District.

C2: Supporting opportunities for an expanded performance and visual arts presence in the Historic Millwork District

C2A Explore artist-in-residence program(s).

C2B Support the recruitment of specialty craft/artisan/manufacturing companies in the District.

C2C Recruit an arts oriented anchor to the District.

C2D Install signature and interactive artwork throughout the District.

CULTURE

C1a Design and install interpretive signage at significant historical structures and spaces

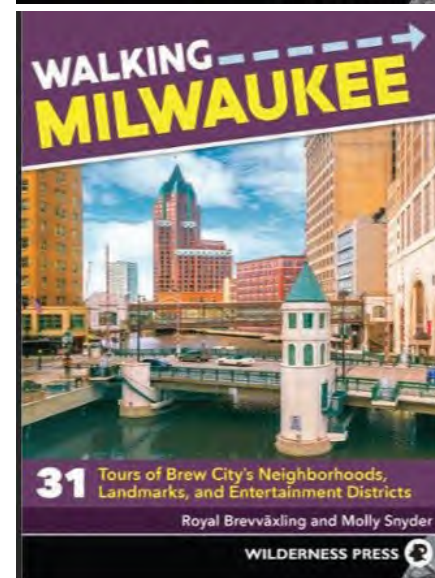
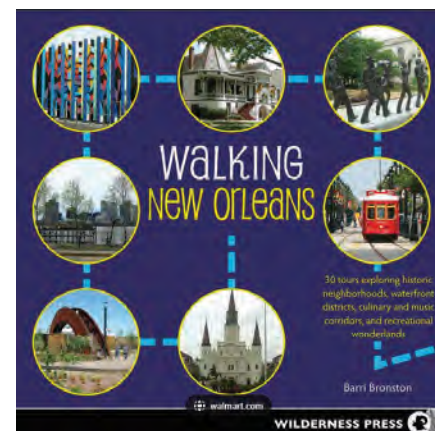
The history and significance of the Historic Millwork District to the City and the region is not readily apparent to many who visit. Many are attracted to the District for the collection of impressive and old buildings and its unique offerings, yet there is little opportunity to learn about the many stories, accomplishments, and far reaching impacts that the District has had on the City and region. While it is not the intent to turn the District into a static museum, the Plan recommends a thoughtful and well designed interpretive signage program that can engage and educate visitors about the significance of the District. A signage program can also assist in wayfinding through the District because all buildings in the District used to be identified with building numbers for manufacturing purposes.



C1b Create an integrated educational tour of the District across digital and in-person formats

In addition to interpretive signage, the Plan recommends consideration of both a digital and in person tour that creates additional opportunities for people to engage with the District. Monthly walking tours by local experts adds a layer of entertainment, interaction, and performance to the educational aspects of the tour. An in-person tour can patronize local businesses for a shopping or cocktail break - thereby supporting the economy of the District as well.

A digital, self guided tour of the District offers a different experience for users - one that can be customized to individual interests and time of day, and can be enjoyed at a users convenience.



CULTURE

C1c: Invite artists, cultural groups, and event coordinators to use the District (indoor and outdoor) for events and temporary exhibits that draw attention to the unique environment and many stories of the District

The unique physical qualities of the District and its setting between Downtown and the River offers many opportunities to partner with local arts and culture organizations to host events that activate and engage the public realm.

It should be noted this is not a new idea for Dubuque or the District. Prior to the recent redevelopment of the District, Voices Productions hosted a very successful spectacle for engagement from 2005 to 2015. "Voices from the Warehouse" was an annual event that brought thousands of people into the District to engage with art exhibitions and events in the mostly empty warehouses. The events provided a platform for emerging and established artists, and showcased the raw and beauty of the buildings.

Using the District as the setting, the goals of activation are to draw new people into the District, to celebrate the unique environment and context of the District, to explore innovative ideas and to pilot concepts.

Events and spectacles for engagements can be

- events that raise awareness and highlight the identity of the District
- iconic/temporal art installations that invite people to see their environment differently
- performances or exhibitions in which the District itself is integral to the experience and outcome
- events that rely on the unique features of the District to be successful

PRECEDENT



CREATE: The Community Table

Conceived and produced by artist Setu Jones "The Community Table" brings forth stories of food in an artful experience across a shared table that exposes differences and inequities, illuminates similarities and connections, and builds bridges of understanding between people.

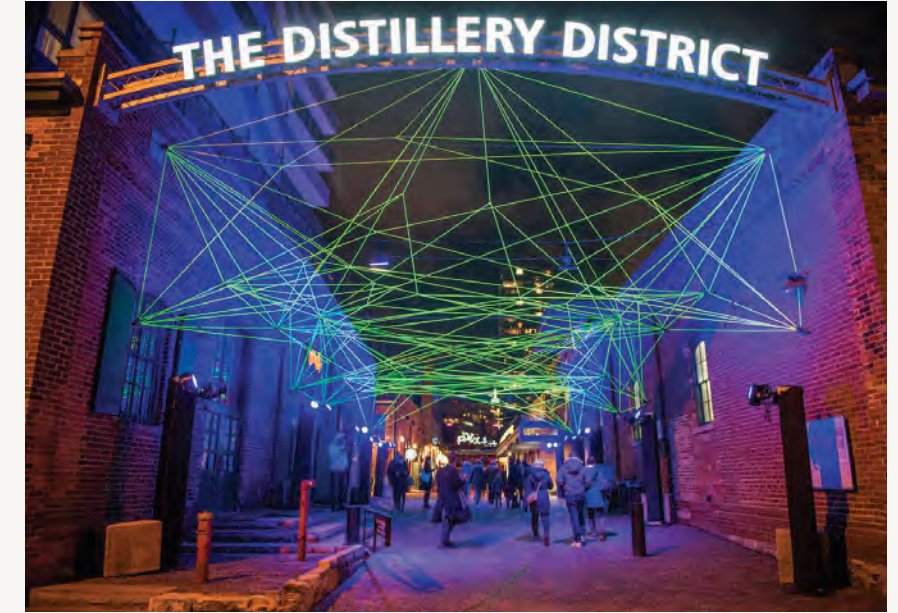
PRECEDENT



Choose your Own Adventure (Baltimore MD, Graham Projects)

Charles Street in Baltimore is transformed with into a colorful play-scape of pedestrian pathways and hanging beach balls. Numerous beach balls featured hand painted instructions offering choices for adventures such as "write a poem in the dirt"; "Change your name for the summer".

PRECEDENT



The Toronto Light Festival

The Toronto Light festival offers "a visual journey and a playful adventure throughout the walking streets of The Distillery District."

During the cold, dark days of winter, the Festival offers visitors a reason to bundle up, get outside and celebrate the season, creativity, and the Distillery District.

The Festival exhibits local and international light artists. Artworks are curated to educate, warm hearts, inspire or just put a smile on visitors faces.

CULTURE

C2a Explore artist-in-residence program(s)

An Artist in Residence Program can be developed to help support multiple objectives in the Plan. They are most successful when they are fair exchanges between the host and the artist. The purpose of an Artist in Residence Program is to offer a unique opportunity to an (often young and emerging) artist to explore and investigate their craft or work within the context of a new space and environment.

By granting access to the resources of a museum, district, or institution, the artist in residence can derive new inspirations, conduct research, produce works and explore new dimensions of their work. In return, the host (museum, district or institution) receives the benefit of increased exposure, new perspectives, and new appreciation for the qualities of their environment.

The purpose of an artist in resident program in the District could be to use the specialized skill of a selected artist (or group of artists) to produce work, provide advice, and/or promote the District. Specifically, an artist in residence could focus on strategies for activating the public realm, for highlighting the rich history and varied stories within the District, or to create pathways for a greater range of people to add their own layer of history to the District.

Artist-in-resident programs require a host to provide space, a stipend, resources to conduct the work, and oversight. In the Millwork District, this can be through a partnership - not necessarily through a single non-profit (which is a common model). A property owner can offer studio space, a non-profit and corporate sponsor can provide stipend and resources, and a local arts administrator can provide oversight and be an liaison to the District.

C2b Support the recruitment of specialty craft/artisan/manufacturing companies in the District

The roots of the Millwork District are in manufacturing and industry. Originally a center for lumber production the District transitioned to Millwork production - eventually becoming the largest Millwork producer in the world. In the 1930's over 3,000 people were employed by the three primary companies in the District. The District remained a place for industry into the mid 2010's when Jeld Wen - maker of windows and doors - finally closed their doors.

In keeping with the history and DNA of the District, and goals of becoming a unique mixed use neighborhood, this Plan recommends recruiting new, modern businesses to the District related to the making of products. This could include small scale production such as cabinetry, advanced fabrication, or wooden boat building (which was also a strong industry in Dubuque). Or it could include artisan or craft production such as jewelry, ceramics, or printmaking.



CULTURE

C2c Recruit an arts oriented anchor to the District

Throughout the planning process, the lack of the arts in the District was a consistent theme. Though there are a few working artists, a gallery, and studios in the Caradco Building, the District does not announce itself as a District that showcases the arts. One way to enhance the District as a place that welcomes the arts and creative expression is to recruit an arts anchor into the District. An arts anchor tenant can play the important role of bringing new people into the District on a continual basis throughout the year as well as serve as an amenity for those living in and around the District. An arts anchor can take many forms - it can be a performance venue, a public museum with a strong outreach component, a satellite studio for a local college, or a community arts center offering classes.

C2d Install signature and interactive artwork throughout the District

A great District needs great art. In service to goals related to public realm activation, district identity, and foot traffic, this Plan recommends the District become home to a series of place-specific art installations. The installations should be made specifically for the District - inspired by the District. They should be located in the public realm, and along the activated alley.

The Community Space adjacent to the Alamo Building is a logical location for a high profile, signature piece. It is visible from the Highway and central to the District - having the potential to become an instant landmark. An installation in this location should attract people by being interactive and magnetic, serving as a destination and landmark in and of itself.



Loop IC (Iowa City, IA, Ottoblix)

Loop IC, is a temporary installation, that invites participants to sit inside a giant zeo-trope inspired pod, on a see-saw style bench with a shared lever. When activated by participants, images and a soundtrack appear on the inside of the pod.



Los Trompos (Oakbrook, IL, Héctor Esrawe and Ignacio Cadena)

Inspired by Mexican textiles and a tabletop spinner, the giant spinning tops invite people of all ages to interact, spin, play or just observe the sheer joy that people have when given the opportunity to inhabit a life size version of a simple child's toy.



Red Planet Playground (Shanghai, 100 Architects)

A textural red playground turns a plaza into a center of play and interaction. It includes a basketball field and lots of objects to climb, sit on, lay on or slide down.

CULTURE

E3a: Activate and build stewardship of public spaces with physical improvements and regular event programming.

Activating the public spaces in the District will be essential to its success. Activation and stewardship of the public realm can:

- Improve the quality of life for residents, workers, and visitors
- Address issues of spatial equity and social justice
- Increase safety, health, and security
- Bring people together in different ways
- Create a sense of identity
- Bring vitality to streets
- Aid in greening the urban environment

From temporary to semi-permanent, spatial activations frequently use a combination of programming and physical improvements. Open space activation uses public spaces for people in ways that improve the quality of life and community awareness through dynamic engagement. Open space enhancements focus on improving the aesthetic qualities of a public space. This Plan offers recommendations for both aspects of public space stewardship.

With Dubuque’s commitment to partnerships, and the District role in celebrating the past while preparing for the future, efforts to enhance the use of the District’s public space can go a long way towards increasing the reach of the District into the community.



Temporary Space Programming



Art Fair



Street Dance



Outdoor Sports



Temporary Library

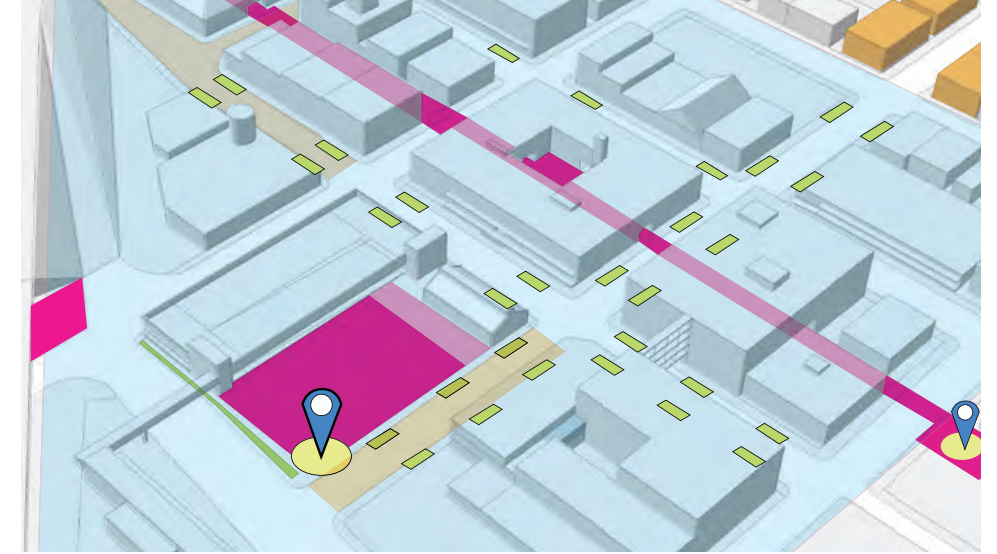


Parklets



Dining Igloos

Physical Improvements/
Built Environment



5. Implementation

The responsibility to implement this Plan does not rest solely on the shoulders of the Public Sector. Success will rely on continuing to build upon the public/private partnerships that enable complicated urban projects to happen. Dubuque has a proud history of such partnerships and the success of the District would not be possible without it.

It is important to note, for the District to evolve and grow, so must the partnerships and networks that revived the District over the past 10 year. New investors, stakeholders, residents, businesses, and property owners will be key to growing the District and it's influence beyond what it is today.

Near Term (1-3 Years) Recommendations to be Pursued			
Chapter	Recommendation		Notes
Built Environment	B1a	Design and construct the Community Space adjacent to the Alamo Building at the corner of Washington and 10th St.	Completion of this project will trigger related recommendations related to signature art pieces, programming, and public space activation.
Built Environment	B2b	Study the one-way to two-way conversion of White St and Central Ave	Should be coordinated with infill development projects (Recommendation E2a and E2b), and regional connections such as the NW arterial.
Built Environment	B1b	Construct strategically located bump-outs for street trees and other amenities	Work with Public Works and Property owners to develop a strategy that balances placemaking needs with parking needs.
Economy	E1a	Support State and Federal Historic Tax Credit programs to assist in rehabilitating historic buildings	Pre-development of larger buildings should trigger related recommendations such as recruiting an anchor, arts related housing, etc.
Economy	E1c	Implement a coordinated parking strategy for the District and surroundings	Requires investment in new parking payment collection, access control, and permitting technologies that allow City to operate and manage parking.
Economy	E2c	Recruit businesses related to successful market segments as well as to everyday needs of residents and employees in and around the District	Partner with partners at Travel Dubuque, Main Street, and GDDC to conduct a detailed market study and district tenaning plan to further defne the retail markets.
Economy	E2d	Expand the District's media and on-line presence	Partner with partners at Travel Dubuque, Main Street, and GDDC to develop a coordinated on line presence and communication strtegy.
Culture	C1a	Design and install interpretive signage at significant historical structures and spaces	Partner with partners at Travel Dubuque, Main Street, and Office of Shared Prosperity, and GDDC
Culture	C1b	Create an integrated educational tour of the District across digital and in-person formats	Partner with partners at Travel Dubuque, Main Street, and Office of Shared Prosperity
Culture	C2a	Explore artist-in-residence program(s)	Seek partners (building owners, arts community, and local university) to develop a short term pilot program.