



A Plan for Davenport's Older Commercial Corridors

Introduction and Executive Summary



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The Davenport Older Commercial Corridors Plan provides recommendations for the improvement and in some cases revitalization of three corridors of major community interest and importance to the City of Davenport:

- Brady Street/Harrison Street/Welcome Way, Davenport's key north-south local arterial and the most direct link between Interstate 80 and Downtown Davenport.
- Locust Street, the city's only east-west arterial that connects its two peripheral interstate routes: Interstate 74 on the eastern edge of the city and Interstate 280 on the western edge.
- Rockingham Road, one of the city's oldest corridors with a mixture of Davenport's largest industrial employers, neighborhood commercial services, and residential areas.

Each of these corridors has a distinctive character and roles to play in the urban context. The Older Corridor Plan examines each fully, analyzing development patterns, functional issues, overall goals, and recommendations for future development.



Brady
Harrison

Locust

Rockingham

Implementation



Brady/Harrison/ Welcome Way

Concepts for Davenport's Renewed Front Door

Introduction

The north-south transportation corridors created by Brady and Harrison Streets have always been important corridors and gateway to the City of Davenport. However, as Davenport and the Quad Cities have changed, the roles of these corridors have also changed. These changes include:

- One-way travel on the corridors nearly all the way between Downtown and Interstate 80.
- The retail and land use character of the corridors.
- Regional transportation changes caused by the construction of Interstates 280 and 74.

- The continued revitalization of Downtown Davenport.
- Major growth and investment at St. Ambrose College and Palmer College of Chiropractic.
- Neighborhood change.

Dynamics of the Corridors

Several basic underlying factors help guide policy for these corridors:

- The Brady/Harrison Corridors reflect a number of different periods of development and provides a unique cross-section of the city's development history.
- The Brady/Harrison corridors can be conceived as four major character segments: Downtown to Vander Veer Park, Vander Veer Park to Duck Creek, Duck Creek to 53rd Street, and 53rd Street to Interstate 80.
- Despite some perceptions to the contrary, the Brady/Harrison corridors remains an extremely active business and retail environment.
- Public and institutional uses, including Palmer College, St. Ambrose University, churches, and public schools, are major anchors along the Brady/Locust corridors.
- The corridors' major institutional citizens, St. Ambrose University and Palmer College, are both af-

fect and are affected by the surrounding street and neighborhood environment.

- The current street and lane configuration of the two streets moves traffic very efficiently, but is a relatively hostile pedestrian and development environment.
- The Brady/Harrison corridors include specific features that form a basis for economic and physical revitalization efforts.

Market Recommendations for the Corridor

The general market analysis draws the following conclusions and recommendations for the Brady/Harrison corridors:

- The corridors retain a relatively strong retail environment, anchored by Northpark Mall.
- The corridor's one-way pair put it at a relative disadvantage relative to access and visibility.
- In order to stay competitive, Davenport should consider policies that sustain the city's retail base, even if this affects retailing along existing older commercial corridors.
- Destination retailing should be located at logical points along the corridor, linked with road improvements to improve access.

Overall Strategies for Brady/Harrison

A revitalization strategy for the Brady/Harrison corridors stands on five legs:

- Marketing and Image
- Physical Environment
- Strategic (Re)development
- Functional Improvement/user-friendliness
- Security

Principles for Brady/Harrison Revitalization

The Brady/Harrison Brand. The Brady/Harrison corridors should have a positive, identifiable brand – a set of expectation and an image that residents and customers have of these strategic corridors.

Identifiable Subdistricts. Within the unified Brady/Harrison brand, define sub-districts that have specific product offerings, special niches, and character. Consider the corridors as a collection of valuable, distinct, and complementary centers.

Reading the City. Use Welcome Way/Harrison as a gateway that directs people to their destinations and directs visitors to major community features served by the Brady/Harrison “spine” through a unified, readable, and attractive directional graphics system.

The Public Realm and Complete Streets. Remake the public realm

of Brady and Harrison Streets to combine effective service to all modes of transportation and a public environment that encourages and sustains private development.

Institutional Connections. Reinforce linkages between major corridor institutions and between those uses and adjacent neighborhoods.

Redevelopment on Selected Sites. Promote redevelopment efforts on vacant land or on under-used sites. Identify and execute a major redevelopment project, with a priority on redevelopment of the vacant cinema and motel site south of 65th and Brady. Encourage a use mix consistent with the Brady/Harrison market.

Urban Precincts. Three specific urban precincts can have a major impact on the character and vitality of the Brady/Harrison corridors: Hilltop, St. Ambrose, and the Duck Creek Business District.

Davenport Gateway. The Brady/Harrison connection from I-80 to downtown should provide a high quality city gateway, combining mixed use development with high environmental value.

Land Use Policies. Davenport should implement land use policies that, over a period of time, upgrade the quality of development along the Brady/Harrison corridors and prevent actions that tend to generate deteriorating effects on the neighboring urban fabric.

Landscape Incentive Program.

The Brady/Harrison district should establish an innovative program to encourage landscaping improvements on existing private development.

The Transportation Environment

Traffic Volumes. In 2005, peak northbound flows on Brady of between 26,000 and 27,000 vehicles per day (vpd) occur near the 35th Street intersection and fall significantly north of Kimberly Road. Southbound volumes also peak at 22,000 and 23,000 vpd near 35th Street. Volumes on both corridors fall below 20,000 vpd south of Locust Street and 10,000 vpd at 3rd Street. Main Street also carries significant traffic.

Pedestrian and Trail Access. The Brady and Harrison/Welcome Way corridors function almost exclusively as a vehicular facility and present a relatively hostile pedestrian environment. Main Street, with relative sidewalk continuity and much calmer traffic, provides a better non-motorized environment.

One-Way versus Two-Way Traffic.

The current one-way pairing of Brady and Harrison with four lanes creates a variety of issues including:

- Traffic that moves at faster than desirable or posted speeds.
- Cars that deploy across the four lanes, making it especially dif-

difficult for cross traffic to perceive gaps.

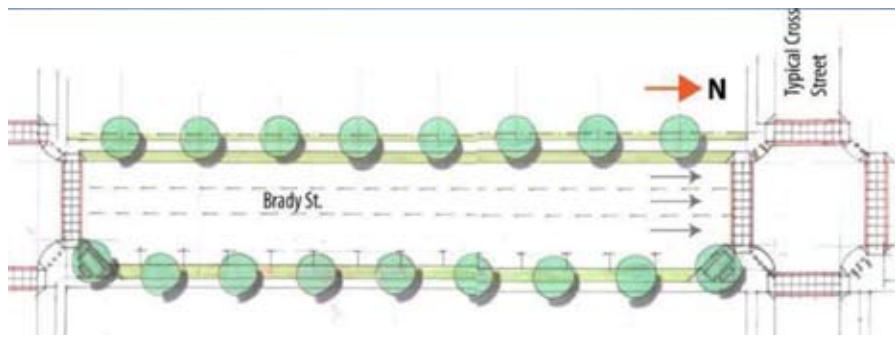
- A poor environment for pedestrians, bicyclists and local cross-traffic.
- Unattractive appearance, with inadequate space for street landscaping.
- Poor or unclear access to local businesses.

Reintroducing two-way circulation is likely to decrease speeds by creating greater friction in the traffic flow and provide two-directional access to adjacent businesses. However, issues raised by two-way circulation include:

- Limiting street width (without widening) to three-lane if left-turn movements are to be protected.
- Widening to a 55-foot minimum channel to accommodate current traffic flows.
- Necessity for a protected left-turn cycle at signalized intersections, with impact on traffic flow.
- Need for significant street modifications at major intersections.

Street Recommendations

- Retain one-way travel but reduce width from four to three lanes. Use freed-up width for landscaping, corner nodes, and bus turnouts at stops.
- Provide new or improved crossings or intersections at several locations to improve ease of crossing the two corridors.



- Establish clearly defined crosswalks at major crossing points.
- Improve east-west connections north of Kimberly Road, including encouraging cross easements for sites that lack Welcome Way access.
- Improved wayfinding to allow recovery for motorists who overshoot a destination or turn.

Alternative Transportation

- Develop a continuous bicycle route along the north-south corridor, using Main Street and Fair Avenue as bicycle boulevards between Downtown and 32nd Street, improved access to the Duck Creek Trail, a new bridge over Duck Creek, and pathways generally along street right-of-ways to Northpark, 59th Street, and the northwest drainage corridor.
- Provide improved passenger accommodations for public transit

along the corridors, including rain shelters at new pedestrian crossings, bus stop turnouts at high volume stops designed into the street section, and design guidelines to ensure good transit access.

Redevelopment Projects

The Brady/Harrison/Welcome Way plan recommends the following redevelopment initiatives, categorized by corridor segments.

Downtown to Vander Veer Park

- Rehabilitate 5th and Brady multi-family project, demolish deteriorated adjacent building
- Complete mixed use development, including parking, on site between Harrison and Main north of 7th Street. Project may be a cooperative project of city, school district, Palmer, and a private developer.



Hilltop concept plan

- Implement changes at 12th and Harrison to control access to Central High School and improve the connection between the campus and tennis and parking facilities.
- Improve Palmer College entrances and pedestrian/bicycle connectivity to St. Ambrose
- Improve Palmer College entrances and pedestrian/bicycle connectivity to St. Ambrose and Hilltop districts.
- Initiate a comprehensive neighborhood business district program in the Hilltop area.
- Implement financing incentives to encourage reuse and rehabilitation of Harrison Street commercial buildings in Hilltop district.
- Develop mixed use buildings with internalized parking along east-west streets between 15th and Locust.
- Develop a Town Square at 15th and Harrison.
- Redevelop Ripley Street corridor with new urban housing.

- Improve pedestrian access across Locust Street between Hilltop and St. Ambrose campus.
- Evaluate the Main Street corridor for National Register listing
- Develop St. Ambrose related buildings between Harrison and Ripley, including a major campus building at the Lombard and Harrison intersection.
- Provide an easy pedestrian connection between the St. Ambrose campus and Vander Veer Park.

Vander Veer Park to Duck Creek

- Develop a gateway green at the Dubuque/Brady divergence.
- Define the Duck Creek Business District and create a SSMID for the area.
- Encourage commercial expansion with improved east-west access between Brady and Dubuque Streets.
- Realign the 29th and Brady intersection to improve east-west crosstown circulation.
- Plan and implement access consolidations and public realm and private site improvement programs between 29th Street and Duck Creek.
- Reroute 32nd Street to connect directly to Brady Street.

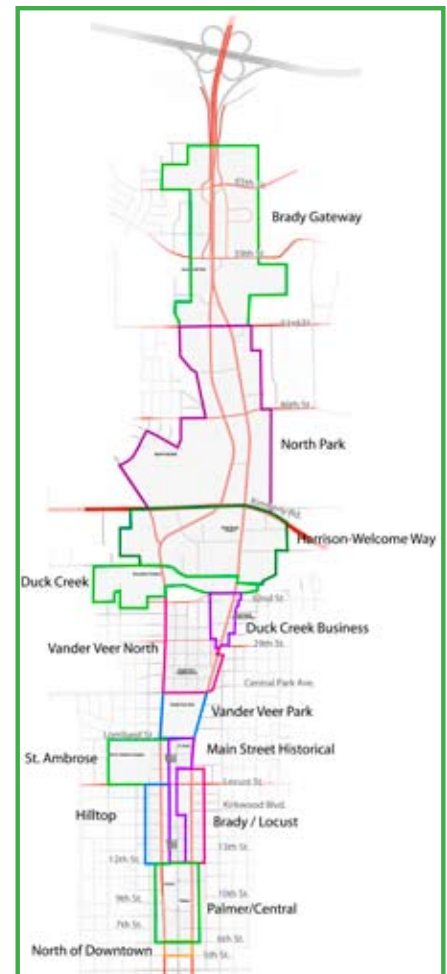
Duck Creek to 53rd Street

- Reuse major development sites between Brady and Harrison north of Kimberly, using appropriate financing assistance.
- Upgrade 42nd Street as a major

- connecting access between the two corridors.
- Landscape open spaces and slopes north of 46th.

53rd Street to Interstate 80

- Implement a gateway improvement program between Interstate 80 and the Davenport welcome sign.
- Upgrade local circulator design in the Brady corridor, including a two-way west side circulator and a two-way east side rearage road. Develop circulators as complete streets with bicycle and pedestrian access.
- Redevelop the site at the south-





The Locust Street Corridor

Concepts for Davenport's "Prime Parallel"

Introduction

Locust Street is Davenport's "prime parallel" – the only ordinal street that runs continuously from the east to west corporate limit, connecting Interstate 74 and Interstate 280. This corridor serves a variety of urban environments, including major parks, residential neighborhoods, public schools, a university district, free-standing and clustered commercial development, neighborhood business districts, and undeveloped areas in transition. Strategies for Locust Street should reflect the very diverse nature of the corridor and its primary emphasis on both connecting and serving adjacent neighborhoods. Changes

and opportunities that affect planning for the corridor include:

- Commercial development along Interstate 74.
- Growth of St. Ambrose University.
- The strategic importance of the Locust and Brady/Harrison crossroads.
- Evolution of traditional neighborhood commercial patterns.
- Obsolescence of older commercial strip centers.
- Future west side growth.

Like the Brady/Harrison corridors, the Locust Street corridor links a variety of urban environments. However, unlike Brady/Harrison, which as US Highway 61 was once the primary north-south highway corridor through the city and remains the principal link between Downtown and I-80, Locust is basically a local arterial. As such, it is a series of commercial or institutional nodes, separated by residential development.

Key Locust Street Corridor Issues

Key issues identified by stakeholders during the planning process included:

- **I-280 Interchange/Westside Development.** The development of the west side has lagged behind other parts of the city.
- **Fairgrounds.** The Scott County Fairgrounds could be a stronger westside attraction with facility improvements guided by a master plan and limits to noise and other environmental effects.
- **Growth Strategy.** Significant opportunities for growth or redevelopment exist and can reinforce the street's business environment.
- **Business Development.** Many perceive that Locust is a weak retail and service setting.
- **Streets and Sidewalks.** A better public environment with improved pedestrian accommodations and safety would produce a better commercial setting.
- **Urban Quality.** Locust's urban environment does not contribute to the success of the street and its businesses.
- **Traffic.** Primary traffic issues appear to be both excessive speeds in certain segments, and congestion at the midtown crossroads and at Five Points.
- **Zoning and Development Regulations.** Adjusted zoning and design regulations can establish new standards that produce new development consistent with the character of Locust Street and surrounding neighborhoods.

Characteristics of the corridor that help determine future policy include the following:

- The street takes different forms, but is generally a local service environment, integrated into its surrounding neighborhoods.
- Despite its length and commercial function, Locust Street is not a continuous commercial strip.
- The long Locust Street corridor resolves itself into several specific strategy areas .
- The Locust Street corridor is an active business environment with built-in customer generators, but the market drops substantially west of Five Points.
- The current street and lane configuration of Locust Street moves traffic efficiently, but presents a relatively hostile pedestrian environment and creates traffic safety issues.
- Locust Street includes important anchor features that help define its character.

Overall Strategies for the Locust Street Corridor

Street Identity. The Locust Street corridor should have a unifying identity – an effective but inexpensive way of tying together its diverse neighborhoods and providing a structure for cooperative marketing.

Strategic Nodes. Within the Locust Corridor, establish distinct sub-centers that have distinctive physi-

cal character or relationships to their surrounding neighborhoods. Despite its length, create an image for the street as a sequence of complementary sub-centers. These nodes include the Eastern to Bridge Avenue segment, the Iowa Street intersection, the Brady Street intersection and Hilltop District, the St. Ambrose frontage, Five Points east to Marquette, and the Fairgrounds area.

Realistic Public Realm Improvements. Develop a program of public realm improvements that establish a common vocabulary along Locust Street and are consistent with the corridor's physical constraints. Elements include:

- Curb and sidewalk reconstruction.
- Defined crosswalks.
- Street lighting accents in sub-centers.
- Graphics.
- Connection of businesses to side-

walks.

- Green space where possible.
- Tree lawns or sidewalk setbacks separating the pedestrian and vehicular domains.

Functional Improvements. Locust Street should provide a safe and smoothly functioning street facility for vehicles, pedestrians, and other users. Techniques to improve operations include:

- Access management and rationalization.
- Changes in street section with re-development.
- Three-lane sections where possible.
- Use of local streets for local and bicycle transportation.

Neighborhood Connections. Sub-centers along Locust Street should connect directly to surrounding neighborhoods and employment centers.



Streetscape concept applied at Locust and Esplanade Street.



Iowa Corners concept

Appropriate Zoning. Zoning along Locust Street should encourage street-oriented development and should not mandate suburban development forms, including application of a neighborhood pedestrian commercial district in appropriate areas.

Balanced Transportation. Locust Street's businesses should be accessible by all modes of transportation, including pedestrian and bicycle access.

Landscape Incentive Program. Revitalizing Locust Street requires an innovative program to encourage site improvements on existing private development.

Sub-Center Development Programs. Develop and implement gradual improvement programs along Locust Street's commercial clusters and activity centers, de-

signed to enhance the business and physical environments, improve transportation function, and take advantage of underused or deteriorating properties.

Sub-Center Development Programs

East Locust Commercial (Eastern to Bridge Avenues)

- Consolidate, bury, or otherwise reduce the visual impact of electrical distribution lines.
- Reconstruct sidewalks and curbs
- Execute a parking lot and streetscape upgrade program in cooperation with adjacent businesses.
- Implement an intersection improvement program at Bridge and Eastern Avenues, along with a signalized mid-segment pedestrian crossing to Washington School.

Iowa Corners (Iowa Street intersection)

- Replace deteriorating sidewalks and curbs.
- Provide defined crosswalks at the Iowa Street intersection.
- Implement rehabilitation financing incentives
- Encourage redevelopment and site improvement program at the Save-a-Lot site.
- Install thematic street lights
- Develop shared use parking lots.

St. Ambrose South

- Redevelop the Locust Street frontage between Ripley and Gaines.
- With redevelopment, consider possible widening of Locust as a parkway.
- Develop a safe pedestrian crossing between Hilltop and the St. Ambrose campus.

Five Points

- Replace deteriorating curbs and sidewalks, moving sidewalks back from back of curb when possible, and upgrade public elements of the streetscape.
- Implement a parking lot upgrade program for individual commercial properties.
- Redesign and reconfigure the All Saints parking lot, providing street side landscaping.
- Develop an urban square at the Fillmore intersection and encourage enhancement of the adjacent strip center.

- Improve pedestrian crossings across Locust, including a mid-block crossing.
- Redevelop the commercial site at Five Points, defined by the legs of Division and Hickory Grove.

Fairgrounds Village

- Redesign and enhance commercial sites between Jebens and Clark across from the Fairgrounds.
- Consider possible reuse of part of the detention basin north of the Fairgrounds Village site.
- Improve adjacent sidewalks and street landscaping.



Fairgrounds Village plan concept



Locust Street looking west in the Five Points node.

Rockingham Road



Concepts for Davenport's Workshop Street

Rockingham Road is an unusual city corridor, the “main street” of a neighborhood that works, despite mixing theoretically incompatible land uses. It is an edge street, where the city’s heavy industries met the neighborhoods that provided much of their workforce. Neighborhood concerns revolve around functional issues – the continued viability of critical retailers, the impact of truck traffic, infrastructure, and street conditions.

Key Rockingham Road Issues

Key issues identified during the planning process fall include:

- **Infrastructure.** Infrastructure is Rockingham Road’s primary issue.

Major problems include outdated and deteriorating storm sewers, a deteriorating roadway, and the need for substantive rather than cosmetic improvements.

- **Traffic.** Rockingham’s heavy truck traffic load has taken a toll on all aspects of the corridor. However, traffic also brings life to the street and its businesses. A successful program must manage truck circulation and other traffic-related problems without diverting consumer traffic away from the street.

- **Liveability.** Rockingham Road defies convention by its ability to maintain typically “incompatible” land uses next to each other. Yet, land use conflicts, visual and image effects, and operating impacts should be addressed.

- **Commercial Growth.** Recent closure of fast food stores has raised concerns about the commercial viability of the corridor.

- **Jobs and the Local Economy.** The Rockingham Road is both a neighborhood and an industrial center that must both sustain existing industries and attract new employers.

Characteristics of the corridor that help determine future policy include the following:

- The Rockingham Road corridor successfully juxtaposes conven-

tionally incompatible land uses.

- Conventional commercial revitalization strategies do not completely apply to the Rockingham corridor.
- Like Locust Street, Rockingham Road disperses commercial development into distinct strategy nodes.
- Infrastructure is the fundamental issue.
- Short-term actions may improve traffic functioning along Rockingham Road.

Overall Strategies for the Rockingham Road Corridor

Street and Infrastructure Reconstruction. Rockingham Road should be rebuilt from the ground up, with new storm sewers, sub-base, paving, curbs, sidewalks, and street lighting. Initial steps should be taken for planning this improvement and including it in the city and state’s capital program. However, while long-term planning is occurring, short-term improvements are necessary.

New Traffic Routes and Modern Industrial Development. In the long-term, developing new alternative industrial routes around Rockingham Road will improve the neighborhood and open the door

to full development of the industrial district between Rockingham and the railroad. This concept includes a new industrial circulator between Rockingham and Highway 61, connecting north-south streets, and parceling of undeveloped industrial land.

Street Identity. Rockingham Road should express its unifying identity as a mixed residential, commercial, and industrial community, the “main street” of the West End.

Strategic Nodes. Within the Rockingham Corridor, three business clusters may be identified as neighborhood sub-centers. While commercial uses are distributed along the entire street, these three nodes should punctuate the street with special character. The three business clusters that emerge as nodes along Rockingham Road include:

- Sturtevant to Division Street segment.
- “Concord Corners,” around the Rockingham and Concord intersection.
- Rockingham Gateway, east of the US 61 interchange roughly from Fell Drive to Stark Street.

Commercial Growth and Stabilization. The Rockingham corridor should provide critical existing businesses with room to grow and opportunities for new businesses to invest, encouraging reuse of existing commercial buildings. This policy focuses on key large-scale retailers like Hy-Vee, existing retailers

and services, and new occupants of vacant sites and buildings.

Incremental Street Enhancements. The Rockingham Road program should develop a program of minor improvements in the public environment along Rockingham Road that enhance the image and spirit of the street. Elements of an improvement program may include curb and sidewalk reconstruction, defined crosswalks, street lighting accents in commercial sub-centers, graphics, pedestrian access to businesses, and green space where available.

Cooperative Training Facility. A training facility serving area industries will both meet short-term needs and support long-term economic and human resources development requirements.



Concord Corners concept plan.



Industrial circulation concept.



Proposed street enhancements at Concord Corners.

Implementation



Realizing the Older Commercial Corridors Plan

Common Implementation Principles

1. Replace a “categorical program” model with a district-specific comprehensive approach.
2. Make Tax Increment Financing available throughout the study corridors. TIF should be applied in two ways: providing direct assistance to specific projects and financing public improvements in a large area with gradually increasing areawide property tax revenues.
3. Concentrate on specific areas with maximum impact.
4. Provide financing incentives to encourage adaptive reuse of key

buildings. Reuse and adaptation of existing buildings is a component of all three corridor plans. Incentives should be flexible and tailored to the nature of the individual redevelopment project and include:

- Community Development Block Grants and related capital programs may be used to provide gap financing.
- Tax abatements applied to smaller projects, owner-occupied buildings, or projects that do not meet CDBG requirements.
- TIF may be used on a specific project basis, but projects should be large enough to generate a significant increment.
- Historic Tax Credits and Low Income Housing Tax Credits (LIHTC) are applicable to a variety of projects in these corridors.

5. Invest in the public realm to create a private response.

6. Maintain the flexibility to respond to major opportunities.

7. Provide incentives for site enhancements to private property: landscape and pedestrian connections.

8. Establish an overall design framework that guides project character.

9. Develop an identifying brand for each corridor.

10. Create an organization for management and collaboration. Because of the length and diversity of these areas, the corridors might be effectively organized with sub-district associations, united in a corridor-long federation on the model of highway associations. These groups would be responsible for management, maintenance, event organization, and promotions.

Zoning Review and Concepts

Generally, the variety of zoning districts currently included in the Davenport Zoning Ordinance is sufficient and appropriate for the revitalization of the City’s older commercial corridors. The one exception to this general rule is the lack of a district that specifically supports revitalization older, early twentieth century commercial nodes that are not thematically “historic” in character. These include:

- Hilltop Commercial District along Harrison Street.
- Iowa Corners, around the Iowa and Locust intersection.
- Segments of the Five Points district along Locust Street.
- Segments of the Brady and Harrison corridors south of Locust

- Street.
- Potential “new urban” districts such as the Fairgrounds Village concept.
 - Urban segments of the Rockingham corridor.

The creation of a district that provides for a simplified review process requires the following steps:

1. Clearly define the site plan review process as an administrative function SEPARATE from the zoning code.
2. Create a new NPC (Neighborhood Pedestrian Commercial) zoning district that identifies and removes design guidelines from the zoning ordinance and places them instead in the site plan ordinance as “design guidelines”.
3. The review of new development and major additions in the new NPC District is subject to review under design guidelines in the site plan ordinance. This review may be a totally administrative function of the Planning Director.

Specific Zoning District Recommendations

The Davenport zoning code appears complete in its provisions supporting the revitalization recommendation of the Older Commercial Corridors plan. However, the following comments are offered for consideration.

1. Possible combination of the O-T Office-Transitional District and the C-O Office Shop District, allowing for both commercial reuse of residences and small new offices.

2. Consider downzoning of segments of East Locust now zoned R-6M High Density Residential.

3. Apply the HCOD Highway Corridor Overlay District to appropriate segments of the Brady/Harrison/Welcome Way corridors.

4. Add requirements for internal and street sidewalk to front door pedestrian connections to parking lot design requirements. These should also be incorporated into standards for a new NPC district.

Implementation Schedule

An implementation schedule can keep progress on track within recommended time frames. The

schedule is an advisory guide, subject to updates on a frequent basis as funding and priorities evolve. Recommendations are categorized in four ways:

A: Non capital actions, typically taken businesses or private, cooperative bodies.

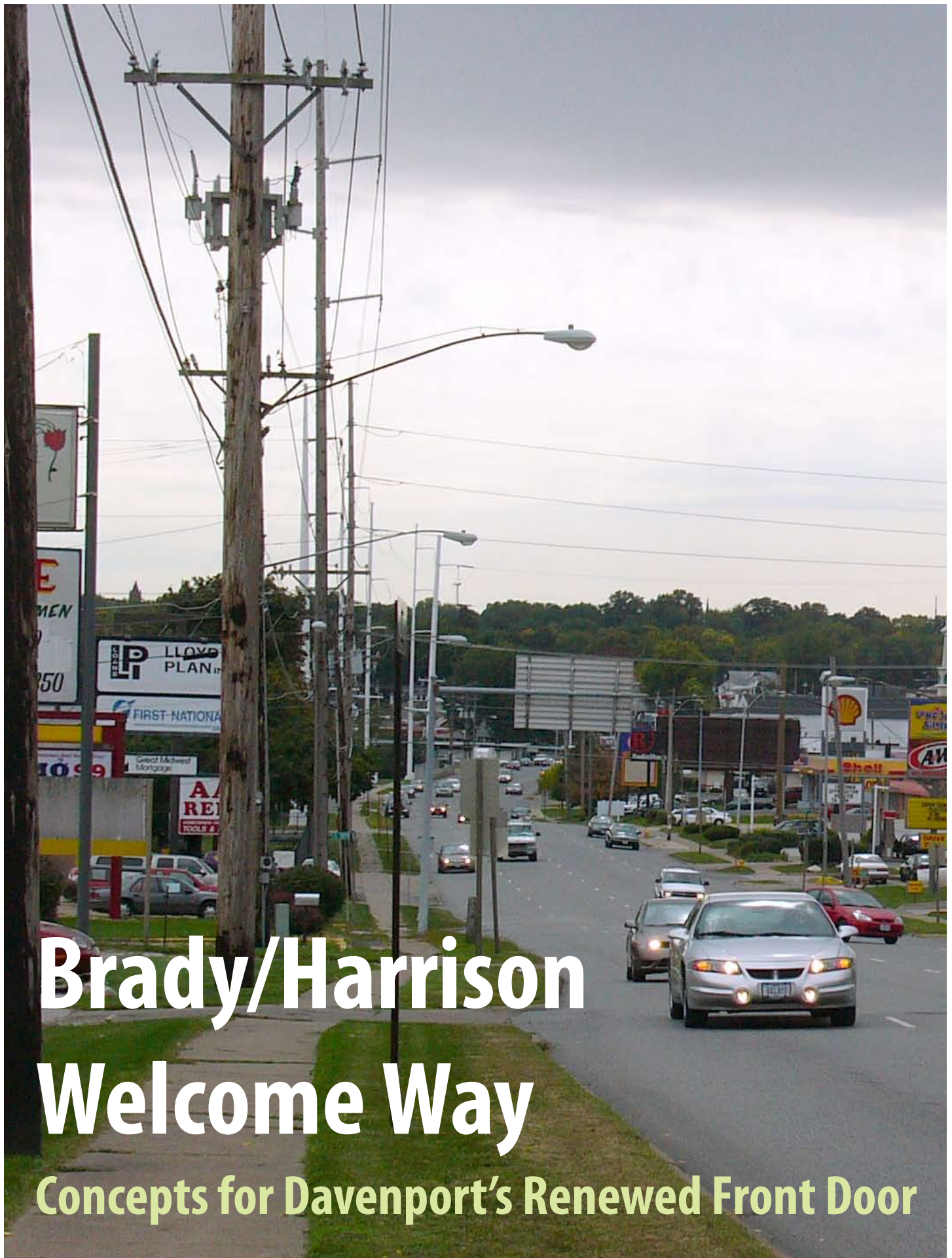
P: Non-capital public policies.

C: Capital items, where the initiative is largely taken by the public sector.

R: Redevelopment or private re-investment, sometimes assisted by a public sector incentive.

Time frames are separated into five year implementation intervals: short-term actions within five years, medium-term within five to ten years, and long-term , ten years and over.





Brady/Harrison Welcome Way

Concepts for Davenport's Renewed Front Door



These vital streets should be both a welcoming front door to visitors and important community corridors for residents.

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The north-south transportation corridors created by Brady and Harrison Streets have always been important corridors and gateway to the City of Davenport. The city started along the Mississippi River and gradually expanded concentrically from its original center. The Brady/Harrison street pair, as the major transportation corridors north, became a conduit for the city's growth out from the river. As a result, the corridors' development pattern reflects various periods of development – the growth up the bluff from Downtown, the early 20th century “main street” character of the Hilltop district, the 1940s and 1950s era commercial development immediately south of Duck Creek, and the larger-scale, auto-oriented environment north of Kimberly. Each of these environments has its own integrity and function.

However, as Davenport and the Quad Cities have changed, the roles of the Brady/Harrison environment have also changed. These changes create both significant opportunities and intriguing challenges, and include:

- One-way travel on the corridors nearly all the way between Downtown and Interstate 80. Initially, Brady and Harrison were paired south of Vander Veer Park. Later, with extensive commercial development north of Duck Creek, the Brady/Harrison pair continued north to Duck Creek and a new one-way south roadway, Welcome Way was developed. Welcome Way diverges from Brady south of 59th Street and runs into Harrison at the creek.
- The evolving retail and land use role of the corridors. In the traditional city, Brady and Locust were

both defined by office and major civic uses (Palmer College, Trinity Cathedral, and Central High School), interspersed with smaller scale commercial and retail uses, including the pedestrian-oriented Hilltop business district. Commercial development became more automobile-oriented to the north, and the construction of Northpark Mall along Kimberly Road between Welcome Way and Northwest Highway established this intersection as the city's primary “suburban” retail node. The “strip commercial” pattern of free-standing buildings with individually controlled parking lots both preceded and followed Northpark.

- Regional transportation changes caused by the construction of Interstates 280 and 74. US Highway 61 was once the principal north-south regional corridor through

Davenport. However, the parallel interstates, which along with Interstate 80 form a double-looped freeway grid in the Quad Cities, now carry regional traffic away from the local arterials. This has clearly had a commercial development impact, making the 53rd Street /I-74 interchange the epicenter of current major retailing. In addition, some traveler services have migrated to areas with higher visibility from the Interstate system.

- The continued revitalization of Downtown Davenport. The re-emergence of Davenport's Downtown riverfront, helping Davenport take the US Conference of Mayors First Place City Livability Award in June, 2007, has created a significant regional destination at the end of the Brady/Harrison study corridors. This has the potential to reinvigorate some market sectors that have shifted to other areas.
- Major growth and investment at St. Ambrose College and Palmer College of Chiropractic. These important institutions have a strong relationship to the Brady and Harrison corridors, and both create opportunities and are affected by the character and quality of the arterials and surrounding neighborhood environments.

- Neighborhood change. Residential neighborhoods in older parts of the city adjacent to both Brady and Harrison have experienced challenges common to many central-city neighborhoods.

This plan provides strategies to help both stakeholders in the Brady/Harrison corridors and the wider Davenport community address the changes that have occurred and capitalize on emerging opportunities. It proposes a variety of concepts that include marketing, organization, development possibilities, capital improvements, financing techniques, and other strategies that can build on the corridor's momentum. Taken together, they can help assure that these vital streets are both a welcoming front door to visitors and important community corridors to residents.

The Scope of the Brady/Harrison/Welcome Way Study Area

The Brady/Harrison/Welcome Way study area includes the mixed use corridor and immediately adjacent blocks between Interstate 80 and the railroad tracks just north of the Downtown (5th Street). The nature of development in the study area suggests considering the corridors as a series of separate but related sub-districts for purpose of analysis and development of specific physical recommendations.





Dynamics and Observations

A review of the entire Brady/Harrison study area suggests the following general conclusions and premises. These conclusions and premises in turn guide both general directions for these parallel urban corridors and action concepts for specific segments of the corridor.

- **The Brady/Harrison Corridors reflect a number of different periods of development and provides a unique cross-section of the city's development history.** Davenport started along the Mississippi River and gradually expanded concentrically from its original center. The Brady/Harrison street pair, as the major transportation corridor north, became a conduit for the city's growth out from the river. As a result, the corridors' development pattern reflects various periods of development – the growth up the bluff from Downtown, the early 20th century "main street" character of the Hilltop district, the 1940s and 1950s era commercial development immediately south of Duck Creek, and the larger-scale, auto-oriented environment north of Kimberly. Each of these environments has its own integrity and function.

- **The Brady/Harrison corridors can be conceived as four major segments composed of a number of individual subdistricts.**

These two relatively long corridors incorporate a variety of city environments, land use types, and periods of development, but can be generally conceived in four related but distinctive segments. These include:

- Downtown to Vander Veer Park, transitioning from the central business district through the institutional environment of Palmer College and St. Ambrose University, including the pedestrian-oriented Hilltop business district, and continuing to the transition from commercial/institutional to residential uses at Vander Veer Park.
- Vander Veer Park to Duck Creek, including residential and civic uses near the park that transition to older, auto-oriented commercial patterns near Duck Creek. This segment is marked by natural feature of the Duck Creek greenway.
- Duck Creek to 53rd Street, dominated by auto-oriented commercial uses and centered around the Kimberly Road intersection and the North Park regional shopping center. This district includes such



Different land use contexts along Brady and Harrison Streets.

distinctive features as a cluster of international restaurants along Kimberly Road south of the mall.

- 53rd Street to Interstate 80, where the one-way pair of Brady Street and Harrison Street/Welcome Way converge and the urban commercial environment transitions to a larger-scale, highway setting.

Each of these segments contains subdistricts that display individual characteristics that may be the focus for individual projects and revitalization approaches.

- **Despite some perceptions to the contrary, the Brady/Harrison corridors remains an extremely active business and retail environment.** The extensive retail development surrounding the 53rd Street and I-74 interchange, combined with changing or obsolete development, has contributed to a perception that the Brady/Harrison corridors are in decline as a retail environment. This perception, while understandable, is not supported by the facts. North Park Mall, still Davenport's regional shopping center, has completed a recent expansion and features a wide variety of major retailers. The recent Menard's development proposal at 65th and Brady is also evidence of continuing retail vitality. Some older commercial uses have left the area, or relocated in other parts of the Northeast Davenport market area. Yet, retail remains an important component of these corridors.

- **Public and institutional uses are major anchors along the Brady/Locust corridors.** In addition to their commercial and residential components, these streets are also traditional civic corridors. Palmer College and the adjacent Trinity Cathedral front about half the length of Brady Street between 6th and Locust Streets, while St. Ambrose University similarly influences the Harrison corridor from Locust to Lombard. However, neither institution interacts with the streets to the degree that they perhaps should. Young Middle School and Central High School are also strong presences along the two streets, and the middle school site includes monuments that mark that linkage. Farther to the north, Brady and Harrison form two of the urban edges of Vander Veer Park, one of Davenport's most significant and well-regarded open spaces. Farther north, Duck Creek, a major community greenway and trail corridor, interacts weakly with the two major streets. Public space and institutional uses are extremely important to both the potential market and public environment of Brady and Harrison Streets, and should increase their level of access and engagement with these major corridors.

- **The corridors' major institutional citizens, St. Ambrose University and Palmer College, are both affected by the surrounding street and neighborhood environment, and create substantial, not fully**



realized, economic opportunities for the corridors.

The two colleges have a major stake in the development of the corridors. The quality and perceived security of the two major arterials, and stabilization and redevelopment in the surrounding neighborhood can affect both the ability of the institutions to recruit student and staff, and the quality of the community. Both institutions also create significant development opportunities:

- **St. Ambrose University, as a traditional, four-year university, produces a potential demand for retail and other commercial services oriented to a resident campus community.** Housing for university staff, students, and other potential residents attracted to life near a campus presents another opportunity for redevelopment of underused or deteriorated properties immediately surrounding the campus. In the larger region, St. Louis University has very successfully catalyzed residential development in the formerly distressed Central

Grand neighborhood around its campus. A similar model, on a smaller scale, might be applicable to the St. Ambrose neighborhood.

- **Palmer College, as a professional institution, has somewhat different requirements of its surroundings.** Palmer's interests are served by a more attractive and crossable Brady Street corridor, along with spot development of available sites in the neighborhood east of the campus.
- **The current street and lane configuration of the two streets moves traffic very efficiently, but presents a relatively hostile pedestrian and development environment.** Between Downtown and their convergence at 59th Street, Brady and Harrison both present four-lane, one-way facilities without parking. Within their typical 66-foot right-of-way, little space remains for tree lawns or sidewalks. The multi-lane, one-way facility moves traffic very efficiently and quickly in most

places, but introduces several problems:

- Traffic tends to deploy across all four lanes, making it difficult for pedestrians to cross either street and to gauge gaps in traffic.
- The rapid movement of traffic through free-flowing segments tends to conduct traffic to signal points very quickly, paradoxically creating congestion at major intersections. This problem is particularly apparent at the Locust Street intersection with northbound Brady Street.
- **The Brady/Harrison corridors include important features that can anchor economic and physical revitalization.** While the traffic and transportation environment currently dominate much of the character of the study corridors, Brady and Harrison have urban design features that are distinctive and can form the anchors for revitalization efforts. These features include:

1. The “front door” to the Palmer campus along Brady between 8th and Palmer Streets. This is currently marked by a pedestrian signal and the skywalk across Brady.

2. Trinity Cathedral, between Palmer and 12th Streets.

3. Central High School, with a major orientation from 12th and Harrison.

4. The views of the Mississippi River valley and Downtown Davenport gained from the ridge at approximately 10th Street.

5. The Hilltop business district, a finely-scaled “main street” neighborhood district along Harrison from 14th to Locust.

6. Kirkwood Boulevard, a residential boulevard terminating at Brady Street just north of 16th, and forming an attractive entrance into a still stable residential area to the east.

7. Main Street, presenting a civic and residential environment standing between but contrasting sharply with the higher speeds and auto-orientation of the two one-way arterials. Main Street provides a neighborhood-scale, community street that connects Downtown with Vander Veer Park.

8. Madison Elementary at Brady and Locust and J.B. Young Intermediate School at Harrison and Locust, both of which have a strong civic relationship to these major intersections. An identifying monument for the middle school at Harrison and

Locust reinforces this strong relationship.

9. The St. Ambrose University campus. The majority of the St. Ambrose campus is located west of Harrison Street and, while evident, is not strongly engaged with the street itself. However, campus buildings between Locust and Pleasant, including the campus bookstore and coffee shops suggest importance of greater exposure to the major street.

10. St. Pauls’ and the Outing Club, along Brady Street, two venerable and architecturally significant institutions that transition Brady Street from the more commercial environment of the Locust Street intersection to the park setting around Vander Veer Park.

11. Vander Veer Park and its surrounding residential edge, probably the most distinctive urban feature in the study area as well as a large city square that unites the two one-way corridors. The park design also continues the Main Street axis

to the botanical center.

12. The Duck Creek Business District, a small but intriguing mixed use area where Brady Street’s diagonal alignment diverges from the ordinal grid of the adjacent residential neighborhood. This area will be called the “Duck Creek Business” District.

13. The Duck Creek corridor, Davenport’s most significant continuous greenway, connecting Brady and Harrison Streets with other parts of the city and with the Vander Veer North residential area.

14. Topography along Welcome Way, including steep slopes south of Kimberly Road, and drainage and open areas north of 46th Street and along the Goose Creek drainage corridor.

15. Northpark Mall, Davenport’s largest single retail project.

16. The Davenport gateway monument and the divergence of Brady and Welcome Way north of 53rd St.



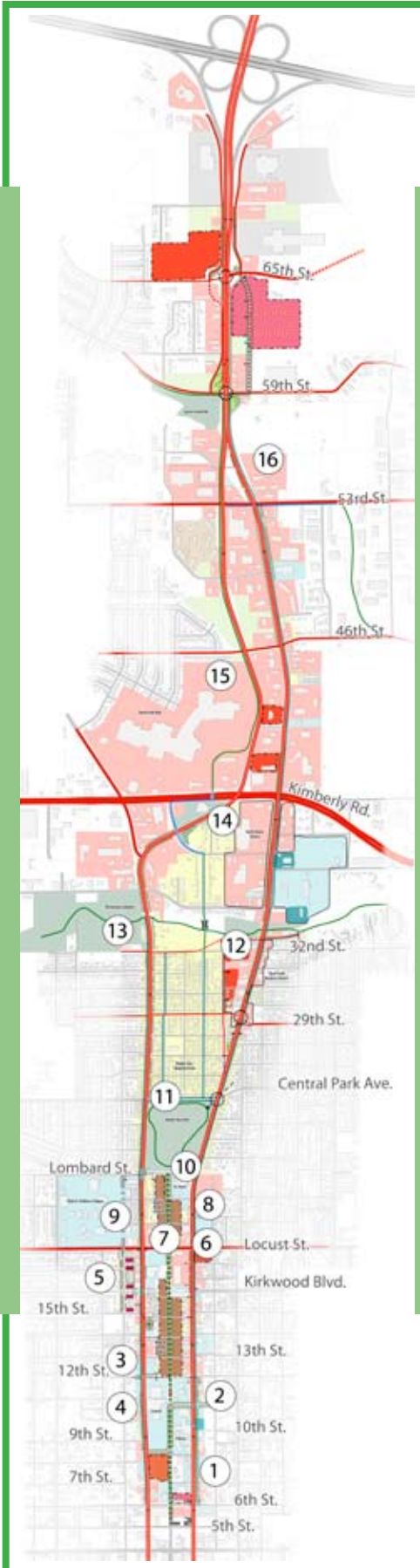


Image Features

1. Palmer College
2. Trinity Cathedral
3. Central High School
4. Mississippi River Views
5. Hilltop Business District
6. Kirkwood Boulevard
7. Main Street
8. Madison Elementary School
9. St. Ambrose Campus
10. Saint Paul's and the Outing Club
11. Vander Veer Park
12. Duck Creek Business Area
13. Duck Creek Greenway
14. Welcome Way Topography
15. Northpark Mall
16. Davenport Gateway Monument



Corridor Markets

This plan includes an examination of demographic and real estate patterns in the Davenport and Quad Cities markets. This market assessment forms the basis for preliminary land use scenarios and summarizes community demographics, with benchmark comparisons for population change, median age and age-cohort shifts, household structure, and income growth. The report also analyses regional commercial inventories and retail sales trends, and considers national retail trends. Finally, it includes a residential market analysis, drawing from a compilation of building permit, median home price, construction cost, and other trends.

The full report, prepared by Economics Reaerach Associates (ERA) is included as Appendix A. This chapter summarizes the "Implications" section of the report.

General Demographic and Economic Trends

The following city-wide trends reflect the Davenport and Quad Cities' slow and steady growth.

- **Steady population growth:** The Davenport-Moline-Rock Island MSA grew by an average of just over 1,000 residents/year or 0.3 percent from 1990 to 2005. Scott County grew by 668 new residents annually, accounting for about two-thirds of the MSA's increase. Davenport alone added roughly 230 people per year (0.2%) on average. Rates of growth will continue to drive demand for housing.
- **Changing demographic structure with aging population:** Household size is decreasing, while median age, the share of the population 50-years-old-and-above, and the share of households without children in Davenport are all increasing. These changes, which are generally consistent with US trends, will gradually shift demand for housing away from detached single family units, and toward higher density "new urbanist"-style housing.
- **Increasing personal income:** Per capita personal income in Davenport increased by an average of about 4 percent per year from 1999 to 2004, just above the national growth rate of about 3.4 per year.
- **Growing retail sales:** Overall retail sales in Davenport increased by 4 percent per year on average from 1990 to 2004, growing from about \$1 billion to roughly \$1.8 billion. Retail sales per capita trends were also positive, increasing by an average of nearly 3 percent per year from 1990 to 2004. Given the more modest extent of population growth in the community in recent history, these retail trends are significant.
- **Strong retail capture:** Davenport retail showed the strongest growth of the selected benchmarks with an overall retail pull factor of 1.75 in 2004, which is also up significantly from a pull factor of 1.34 in 1990. High pull factors reflect the reality of Davenport's location as a regional retail center.
- **Steady increase in building permits:** The number of single family building permits in Davenport has been steadily increasing, most notably during the last three years. Davenport has captured from 24 to 42 percent of total permits in the Quad Cities.
- **Growth in office employment:** Total office-using employment grew in Scott County by 2 percent, on average, from 1998 to 2004.

Implications for the Davenport Market

- The city has seen recent growth in medical services, with correlated demand for medical office space. Since 2002, this demand has resulted in construction of more than 250,000 square feet of new space.
- Reflecting proximity to major urban markets to the east (Chicago, Milwaukee, St. Louis, and Indianapolis), the Davenport area has seen gradual increases in demand for flex and distribution space. This growth reflects proximity to Chicago as well as recently built intermodal rail centers in northwestern Illinois.
- Suburban construction of office parks, with names such as Coventry Place, will continue to pull a share of office employment to the edge of the community. Coventry Place is notable for plans to include live-work units, with commercial space on the first floor, and residential space on the second floor.
- The office market has sustained a relevant level of growth since 2000, which appears to be slightly above rates of growth in office using job creation. As such, it is likely that the market will remain soft for the next 12 months, as existing inventory is slowly absorbed.

Policy Framework

ERA's national experience highlights the on-going challenges of encouraging infill redevelopment,

particularly along older commercial corridors. Challenges are driven by the increasing difficulty of getting financing for projects, perceptions of increased risk, as well as delays created by extended entitlement and development review policies, the latter of which are a key reason why infill projects are seen as more "risky". In view of the real challenges of affecting change in these areas, a number of successful policy responses emerge:

1. Building public consensus and involvement up-front
2. Identifying important sites and securing preliminary entitlements for their redevelopment
3. Improving the appeal of infill sites with targeted infrastructure and access improvements
4. Marketing infill sites aggressively

All four points point to a more aggressive public sector role in redevelopment, designed to reduce the front-end time required to effect infill site redevelopment. Given developer sensitivity to time, efforts to streamline predevelopment hurdles will pay dividends.

Corridor Recommendations

The general market analysis draws the following conclusions and recommendations for the overall Brady/Harrison corridors:

- Generally, the Brady/Harrison corridors display stronger retailing with less vacancy than the Kimberly and 53rd Street Corridors.

The corridor's retail environment is anchored by Northpark Mall, still an extremely healthy retail node. However, supporting retail centers west of the mall appear to be struggling.

- While Brady / Harrison offers a considerable inventory of occupied space, the one-way Brady/Harrison pair presents access challenges that put the corridor at a relative disadvantage.
- While additional retail development in Davenport is likely, larger store sizes and new configurations will place additional pressure on other commercial corridors, including portions of Brady/Harrison, Kimberly, and 53rd Street Corridors. City officials should consider policies that sustain the city's retail base, even if this affects retail activities along existing older commercial corridors.
- The general policy goal should concentrate destination retail at logical points along the corridor, linked with road improvements to improve access. Large format retailers seeking new locations in the Brady/Harrison corridor should provide transportation system improvements to reduce the traffic impact of concentrated locations.

Specific recommendations for each segment of the Brady/Harrison corridors are summarized in subsequent sections.

Overall Corridor Strategies



The Brady/Harrison planning process included an extensive inventory and analysis of existing condition and stakeholder input on issues and conditions of the corridors, as well as general observations about the character of the corridors and the forces acting on them, presented in Chapter 1, and market directions, presented in Chapter 2 and the appendix. These components are presented in subsequent sections that look at each corridor segment on greater detail. However, the overall analysis, taken together, suggests unifying themes and patterns that should be applied throughout this study area. A revitalization strategy for the Brady/Harrison corridors stands on five legs:

Marketing and Image. Marketing addresses how the corridor presents itself to the community and visitors, including travelers approaching from Interstate 80, tourists drawn to Davenport's riverfront, students and their families, and others.

Physical Environment. The physical environment considers the visual nature and design character of both the public and private realms.

Strategic (Re)development, Strategic redevelopment uses parcels that are lying fallow, converting

them to activity centers that can increase the overall amount of business being done along the streets.

Functional Improvement/user-friendliness, User-friendliness addresses the experience that customers and visitors have when using the street and its businesses.

Security. Safety and security are key issues, most acute in the southern reaches of the corridor, and are complex issues that also involve the economic rebirth of adjacent neighborhoods. However, the Brady/Harrison corridors can be significant leaders in that rebirth and area institutions, along with the City, can assist in the revitalization process.

Principles for Brady/Harrison Revitalization

The program for the Brady/Harrison corridors includes ten general principles and overall policies, described below. The basic principles of the Brady/Harrison Plan include:

- **THE BRADY/HARRISON BRAND**
- **IDENTIFIABLE SUBDISTRICTS**
- **READING THE CITY**
- **THE PUBLIC REALM AND COMPLETE STREETS**
- **INSTITUTIONAL CONNECTIONS**
- **REDEVELOPMENT ON SELECTED SITES**

- URBAN PRECINCTS
- DAVENPORT GATEWAY
- LAND USE POLICIES
- LANDSCAPING INCENTIVE PROGRAM

The Brady/Harrison Brand

The Brady/Harrison corridors should have a positive, identifiable brand – a set of expectation and an image that residents and customers have of these strategic corridors.

The Brady/Harrison corridors are complex urban entities that include a variety of settings and environments. However, the positioning and marketing of the streets is important to all stakeholders: colleges who both recruit students and need to provide them with an environment that sustains campus life and learning; retailers attracting customers; residents concerned about their investments in their homes; and the city and community who understand the economic and civic importance of these streets.

It is important to think about the process of urban and land economics from a “value-added” point of view. Ultimately, a location in a district or along a high visibility corridor should enjoy added value, created by access to customers or a demand for land or property that exceeds the supply. The concept of a “brand” is derived from this value-added concept, and may move in a positive or negative direction. Urban districts tend to have brands, which are simply a package of expectations, whether they want



them or not. Community input gained from this planning process suggests that, too often, the Brady/Harrison “brand” is one of a lack of security or a declining retail environment. These negative perceptions, whether valid or not, tend to overwhelm the many positive forces at work in the corridor. This dynamic, in turn, can create a self-fulfilling prophecy, dampening the investment climate and causing developers and decision makers to look elsewhere. An overall objective of this plan concept must be to create a positive “brand,” or set of expectations, about this study area, that then produces a renewed, positive reaction in the market. Initial steps in this process are neither difficult nor capital intensive, but must later be backed up by significant public and private investments. Some of these initial elements include:

- **Common promotional themes and graphics, visually linking different parts of the corridors.** For example, a potential unifying theme

is the concept of the Brady/Harrison corridors as Davenport’s Gateway, linking I-80 to the historic center of the city. Another approach might focus on the strata of city development illustrated by the corridors, or the character of a central image feature such as Vander Veer Park. This corridor-wide identifier should also be used in marketing materials and way finding or directional graphics.

- **Shared, corridor-wide marketing strategies, using print and Internet materials.** These include directories of services and signs and kiosks located at businesses in the district. A corridor directory should also be on a website and linked to the city’s overall travel information system.

- **Organization of a corridor development board to establish overall marketing and management policies.** This provides a unified promotional and management body for the entire area, and will help to strengthen the concepts of cooperative promotion and policy development. Such a board may evolve or be organized as one or more Self-Supporting Municipal Improvement Districts (SSMID’s) with the ability to assess non-residential property for public improvements, management, and promotions within business districts. Logical uses for a SSMID include promotional materials, maintenance, and some physical improvement projects.



Identifiable Subdistricts

Within the unified Brady/Harrison brand, define sub-districts that have specific product offerings, special niches, and character. Consider the corridors as a collection of valuable, distinct, and complementary centers.

A “value-added” approach to the Brady/Harrison mixed use corridors recommends a unified branding concept that links features and services together into a network of positive expectations. But these long and diverse corridors include individual sub-districts, each of which specialize in a specific role and has a different image. These individual centers flow together and should not be conceived as independent districts. However, the subdistrict concept both helps develop policies tailored to specific types of development and can be used to reinforce interest and variety in the overall corridor. These subdistricts, divided by large corridor segments, include:

DOWNTOWN TO VANDER VEER PARK

- North of Downtown. The first block north of the railroad tracks (500 blocks) to both sides of 6th Street represents a transition area from the downtown district to the Palmer/Central district. The north of downtown district includes older buildings, parking lots, and the Work Release Center.
- The Palmer/Central District. This area extends from the edge of Downtown, defined by the Iowa Interstate Railroad embankment on the north edge of Downtown to about 12th Street, and includes the Palmer College and Central High School campuses. This district climbs out of the Mississippi valley and includes a number of significant potential development sites.
- The Hilltop District. This “main street” mixed use area extends along Harrison between 14th and Locust and has considerable potential as both a local services district for St. Ambrose and a significant real estate development anchor.
- Brady and Locust, a business cen-

ter at a significant community crossroads.

- The St. Ambrose District, the segment of Harrison between Locust and Lombard that is logically within the university’s area of geographic influence.

VANDER VEER PARK TO DUCK CREEK

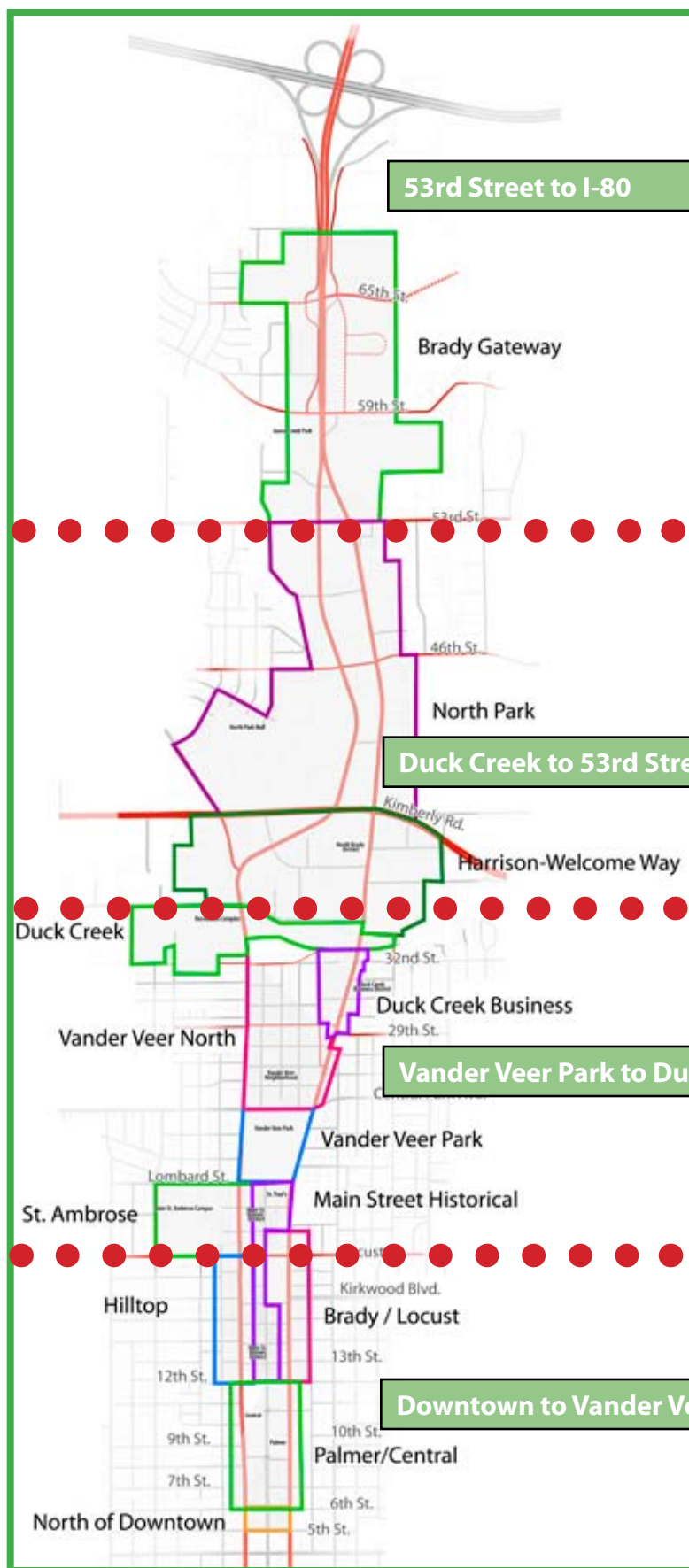
- The Vander Veer Park District, the high-visibility largely residential square dominated by one of Davenport’s most positive community image features.
- Vander Veer North, a largely single-family neighborhood with some multi-family development to the north, between Vander Veer Park and the Duck Creek Greenway.
- Duck Creek Business district, a triangular, largely commercial sub-district with an early, automobile-age configuration, formed by the divergence of Dubuque and Brady Streets south of Duck Creek.

DUCK CREEK TO 53rd STREET

- The North Park Mall District, including the regional mall and surrounding commercial uses north of the Duck Creek greenway.

53rd STREET TO INTERSTATE 80

- The Brady Gateway District, incorporating the largely commercial and office Brady and Welcome Way corridors between I-80 and 59th Street. Commercial transition in this Gateway District has



framed some negative perceptions of the corridor, but it presents enormous opportunities for commercial and mixed use development.

Each one of these sub-districts should have a distinct mark and image, informing the traveler of a transition through different identity areas. These image symbols should be incorporated into street graphics that alternate with the overall corridor district image. The graphic should also be placed on a sign that marks the entrance to each sub-center, reinforcing the concept of a unified district with specific specializations. The image should be derived from some aspect of the character or theme of the sub-center. In addition to identifying different components and images for the Brady/Harrison corridors, the individual sub-centers may also be the organizing elements for future SSMID's where appropriate.

Reading The City

Use Welcome Way/Harrison as a gateway that directs people to their destinations and directs visitors to major community features served by the Brady/Harrison "spine" through a unified, readable, and attractive directional graphics system.

As a front door to Davenport, Welcome Way/Harrison should also help to establish a physical image and impression of the city and direct visitors to the community's signature features. Public art, sculpture, landscape, and graphic elements can help visitors read the city and identify some of the qualities that

they will find in it. Some features and city themes that may be expressed by design elements in the Welcome Way/Harrison corridor include: St. Ambrose University, Downtown Davenport, the Mississippi River, city events like the Bix Beiderbecke festival, recreation and signature parks like Duck Creek and Vander Veer Park; and other features.

An initial step should be implementation of a wayfinding program as part of an initial marketing and promotions effort. Graphics should be consistent with the overall branding program, incorporating corridor image marks and typically no more than three items of directional information on any single sign. Signs should be located at strategic decision locations along the corridor. Currently, wayfinding sign installation might be constrained by the designation of the Brady/Harrison corridors as US Highway 61. Some state departments of transportation interpret these designations to require strict compliance with the standard signs of the Manual of Uniform Traffic Control Devices (MUTCD). Areas of flexibility should be explored with the Iowa Department of Transportation before embarking on this component of the image identification program. The program should also be compatible with the Quad Cities wayfinding plan developed by Corbin Design.

The Public Realm And Complete Streets

Remake the public realm of Brady and Harrison Streets to combine effective service to



Complete streets conversion on Broadway in Saint Louis. The conversion of a six-lane divided street included bike lanes, on-street parking, and an improved pedestrian environment.

all modes of transportation and a public environment that encourages and sustains private development.

The quality and functioning of Brady and Harrison Streets as both transportation facilities and public spaces has been a subject of substantial community debate. Many businesses view the one-way circulation pattern as a challenge and the two street corridors are seen as visually unattractive and hostile to non-motorized traffic. The streets tend to act as barriers rather than bridges, and traffic moves fitfully, too fast through certain segments while congested in others. One solution that is frequently mentioned is converting the one-way pair back to two-way circulation.

For reasons described in the transportation discussion below, this plan recommends retaining the one-way circulation pattern, but re-

configuring Brady and the Welcome Way/Harrison system as innovative one-way “complete streets.” Complete streets are multi-modal corridors, designed to provide good functional and experiential environments for all modes of travel – motor vehicle, pedestrian, bicycle, and public transportation. Recommended changes include:

Reducing the typical number of lanes from four to three one-way lanes.

- Introducing on-street parallel parking into the street channel.
- Providing for street tree planting along most sections of the corridor. In many cases, street trees can be planted in the tree lawn adjacent to the parking lane. On the street side opposite the parking lane, trees may need to be planted on the private front lawn.

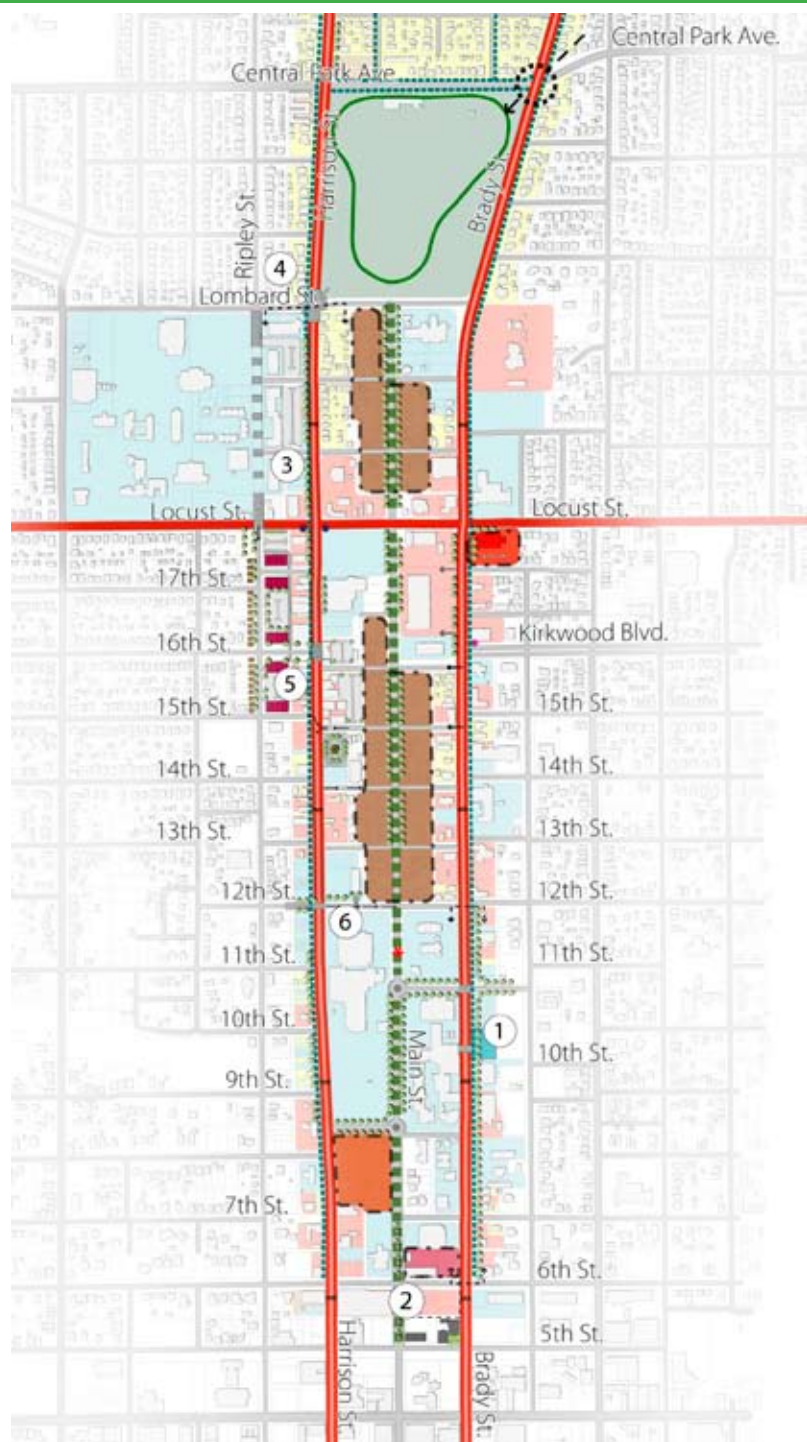
- Providing continuous sidewalks no less than five feet wide.
- Developing and installing a vocabulary of streetscape improvements, including lighting, graphics, and street furniture.
- Defined crosswalks, nodes, and other features that encourage street crossings at strategic points with significant pedestrian and neighborhood traffic.
- Provide enhanced transit accommodations, including protected bus stops.

These improvements, fully realized and combined with other functional improvements such as access management, will encourage balanced and highly functional transportation environments and create settings that advance promotional efforts and encourage reinvestment.

Institutional Connections

Reinforce linkages between major corridor institutions and between those uses and adjacent neighborhoods.

Palmer College, St. Ambrose University, and Central High School are important assets along the Brady and Harrison corridors respectively, but all have an uneasy relationship with their primary streets. All three should be more directly linked to the two streets and surrounding neighborhoods. This can be accomplished by:



Institutional Connections

1. Brady Street crossing at Palmer College
2. Palmer area redevelopment
3. St. Ambrose campus expansion
4. St. Ambrose-Vander Veer Park access
5. Hilltop District urban center
6. Central High to tennis courts linkage

1. Creating a stronger campus environment for Palmer College by improving the ease, safety, and comfort of crossing Brady Street.
2. Redeveloping vacant or underused sites around Palmer that support both neighborhood and downtown redevelopment.
3. Expanding the St. Ambrose campus to the Harrison Street frontage.
4. Providing St. Ambrose with a clear and negotiable access to Vander Veer Park at Lombard Street.
5. Redeveloping the Hilltop District as a mixed use, new urban center.
6. Connecting Central High School with tennis and parking facilities by improved linkages and controlled circulation at 12th and Harrison.

Redevelopment On Selected Sites

Promote redevelopment efforts on vacant land or on underused sites. Identify and execute a major redevelopment project, with a priority on redevelopment of the vacant cinema and motel site south of 65th and Brady. Encourage a use mix consistent with the Brady/Harrison market.

Redevelopment or enhanced use of underused sites is a key element of the Brady/Harrison strategy. While the corridor itself is important, what happens next to the corridor establishes a context and ultimately a larger investment base for the corridors. Major redevelopment



Redevelopment Sites

1. 5th and Brady
2. 6th, Brady to Main
3. South of 8th, Main to Harrison
4. Hilltop
5. Kimberly North
6. 42nd Street
7. 65th and Brady

sites are indicated on the Redevelopment Map and include:

Site 1: 5th and Brady. Proposed development is residential rehabilitation of two, potentially historic apartment buildings and demolition of a deteriorated structure at the corner of 5th Street. This de-

molition provides space for a small green space for the two remaining buildings.

Site 2: 6th between Brady and Main. The work-release center will be rebuilt at its current site. The relationship of this development to surrounding uses should be mentioned. The south side of 6th Street could be a candidate for redevelopment. A multi-story residential or mixed-use building designed to take advantage of adjacency to Downtown and excellent views from upper levels is the most appropriate use.

Site 3: South of 8th Street between Main and Harrison. A 3.5 acre site south of the Central High School campus, largely covered by underused surface parking. According to Palmer College officials, this site also has significant potential for residential development, capitalizing on views and using natural grades for covered parking. A joint use parking structure could replace existing on-site parking. At a projected density of 30 units/acre, this site can accommodate over 100 apartment or condominium units. Lower-density urban housing is also a potential use of the site.

Site 4: Hilltop Business District. An expansion and redevelopment of this district along Harrison and Ripley should be a focus for private and public investment policy. Potentials for this area are considered below.

Site 5: North of Kimberly Road between Brady and Welcome Way.

This 3.67 acre site is occupied by a former automobile dealership and receives direct access only from northbound Brady Street because of topography. The setting between two major arterials and adjacent to commercial uses suggest redevelopment with commercial and/or office uses. However, access limitations and competition from other sites create significant challenges. Successful long-term redevelopment may require combination with parcels to the north, creating a contiguous 7.6 acre site with bi-directional access using 42nd Street. Potential commercial yield, assuming a floor area ratio (FAR) of 0.2 on the site is 32,000 square feet. FAR is the total building floor area as a ratio to total site area.

Site 6: 42nd Street between Brady and Welcome Way.

This 2.65 acre site has relatively good access in both directions and to Northpark Mall along 42nd Street. Commercial or office uses that complement the mall, including a medium-sized retailer or food services, are likely occupants. The strategic position of 42nd Street itself as a mall entrance should be reinforced by street landscaping and sidewalks. New buildings on this site should be oriented to the street, with parking positioned to the north.

Site 7: 65th and Brady. This critical 30 acre site southeast of 65th and Brady is one of the most important development opportunities on the



corridor. Currently occupied by vacant buildings that formerly housed a motel and theater complex, the site has come to symbolize the declining retail and visitor services fortunes of the Brady Street corridor. However, the reconstruction of the complex 65th Street intersection, the pending eastward extension of 65th Street, and July, 2007 announcement of a new Menard's store on the northwest corner of 65th and Brady open renewed development opportunities. Potential reuse programs include:

- A true mixed use development that combines commercial, office, and high-density development. A mixed use project would include smaller-scale commercial uses with limited parking demand. Precedents for residential development exist in areas west of Brady Street and north of 59th Street. Development design should emphasize walkability and integration of various uses.
- A large format retailer. The site is moderately larger than the nearby Menard's site and could accommodate a mass retailer with associated pad sites. The

site is particularly well-located for a retailer not currently in the area with the potential for a regional customer base.

- A continuing care retirement center or other, relatively self-contained residential development. Convenience to Northpark Mall and other commercial and community services makes this an attractive site.
- An office or business park, including accommodations for full office or flex uses, again using excellent access to I-80 as a marketing asset.

In addition to the 65th Street extension and intersection improvement, access improvements would encourage effective redevelopment of the site. Most important would be relocation of the current frontage road to a two-way facility providing rear access to existing Brady Street businesses and service for new development to the east. This service road should be designed to complete street standards and would provide adequate separation from Brady Street at its 59th and 65th Street intersections.

Urban Precincts

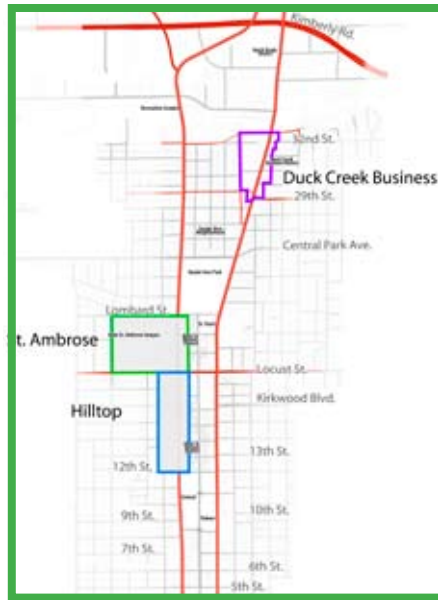
Three specific urban precincts can have a major impact on the character and vitality of the Brady/Harrison corridors: Hilltop, St. Ambrose, and the Duck Creek Business District.

While the Brady/Harrison corridors incorporate diverse development configurations from an historic downtown to late twentieth century suburban growth, three areas stand out as opportunities for the evolution of new urban districts. This emergence could have major implications for the community, neighborhood, and stakeholder institutions. As such, they should become major focuses of attention in the study area. Concepts for these three strategic districts are discussed in this section, while specific project components are presented in this next section. While Hilltop and Duck Creek Business District should be identified as major City initiatives, St. Ambrose revitalization should be initiated by the university and closely tied to the update of its campus plan.

Davenport Gateway

The Brady/Harrison connection from I-80 to downtown should provide a high quality city gateway, combining mixed use development with high environmental value.

Visitor services and regional markets are important to the commercial strength of corridors with direct interstate access. Brady Street, as the traditional Davenport gateway from I-80, has always enjoyed a significant travel commercial market,



but that has diminished as competitive corridors have developed. The current gateway district from I-80 to the Davenport welcome sign near 59th Street is unappealing and tends to discourage travel south into the Brady/Welcome Way commercial core. A Gateway District improvement program is necessary to reverse this impression and improve Brady Street's competitive position.

Land Use Policies

Davenport should implement land use policies that, over a period of time, upgrade the quality of development along the Brady/Harrison corridors and prevent actions that tend to generate deteriorating effects on the neighboring urban fabric.

Development problems along the Brady/Harrison corridors include:

- A general lack of landscaping. Many private developments pave by default, even large parking lots are unnecessary.



Urban precincts. From top: Hilltop, Duck Creek business area, St. Ambrose vicinity.

- Unmanaged or unscreened rear properties that have a significant impact on adjacent residential uses.
- Sign clutter and lack of overall design guidelines or unity.

An attractive environment adds to the market and economic value of properties. The following actions can increase economic value along the corridors by improving their design quality:



- A special Brady/Harrison urban corridors zoning district permitting mixed uses but defining a range of permitted activities and design standards. Potential special standards might include:
 - Minimum size requirements for commercial development, particularly auto dealerships.
 - Requirements that commercial or office development in blocks currently in residential use maintains existing structures or develops new structures with similar footprints, scale, or siting characteristics.
- Access controls for new development.
- A performance point system, requiring developments to achieve a minimum threshold of points, awarded on the basis of how well the project responds to one or more desirable site attributes. Such a system creates a special zoning overlay that defines key design parameters and baseline requirements for development within the district. These may include landscaping, signage, building materials and articulation, site amenities, transit access,

pedestrian relationships, and other features. Performance points are awarded for design features that exceed baseline requirements. Projects in the overlay district must earn a set number of points to proceed, but may assemble these points in different ways, giving designers a great deal of flexibility.

- Landscaping standards for new development, focusing on street-yard landscaping adjacent to the public right-of-way; interior parking lot landscaping; and buffering and screening requirements adjacent to residential development.
- Improved sign standards, establishing maximum sign area as a function of frontage along Brady/Harrison and providing incentives for the use of more functionally visible but less obtrusive signage.

Landscape Incentive Program

The Brady/Harrison district should establish an innovative program to encourage landscaping improvements on existing private development.

New standards can require adequate landscaping for new projects, but cannot apply retroactively to existing development. The city should initiate an incentive for landscaping on private property. This incentive program should focus on hard-surfaced or unimproved areas adjacent to the Brady/Harrison right-of-way. Three possible approaches include:

- *A Landscape Easement Approach.* Here an organization, potentially a SSMID, would negotiate a long-term easement with an adjacent property owner for installation and maintenance of streetyard landscaping. In one variation, the owner installs the landscaping to program standards and provides the district with an easement that gives the district control over the property. The district then maintains the site through district assessment funds, much as it maintains landscaping in the public right-of-way. Under another scenario, the district would be granted the easement at the beginning of the process. Capital landscaping would be installed through TIF or through the district assessment, and maintained by the district during the life of the easement.
- *A Landscape Grant Approach.* This approach would provide a special fund, providing matching grants to property owners who provide landscaping according to established district standards. The matching grant would be disbursed over three years, to provide adequate time for the landscape to become established. Maintenance could be continued by the owner or under the easement concept.
- *Stormwater fee credits.* Property owners could be credited by reducing the amount of impervious surface on their lots.



The Transportation Environment

Brady Street, as US Highway 61, was traditionally the major north-south highway serving Davenport, the “Great River Road” paralleling the Mississippi River from Minneapolis to New Orleans. With the construction of Interstate 80 north and east of Davenport in the early 1960s, Brady logically became the primary conduit into Davenport from the new east-west superhighway. With growing traffic and priorities set on “smoother,” more conflict-free traffic operation, Davenport followed the national trend of converting two-way traffic ways to one-way streets through higher density central city districts. Thus, Brady and Harrison were converted to a one-way pair south at Lombard Street, on the southern edge of Vander Veer Park. With increasing regional commercial development, the one-way system was extended north along Harrison and Brady to Duck Creek and with the construction of the new Welcome Way arterial north to 59th Street.

The segments of the corridor defined in Chapter One each display different transportation environments:

- **53rd to Interstate 80.** Here, Brady Street is a six-lane limited access divided facility, leading to a classic

“cloverleaf” interchange at I-80. To control access and limit left-turn movements at intersections, Brady was developed with a complex and confusing system of frontage roads and turnoff ramps. This system is gradually being replaced with improved, channelized intersections, including the planned 65th street intersection improvements. Typical pavement width is 84 feet, and right-of-way width is about 170 feet including the Frontage Roads.

- **53rd Street to Duck Creek.** Here, the more recent Welcome Way diverges from the Brady corridor, transitioning south of Duck Creek into the urban street grid and becoming southbound Harrison Street. A significant Davenport gateway feature was developed at this divergence. The “median” between the two roads is developed commercially, but because of topography, most local access to businesses along this strip is gained from Brady Street on the east. North of Kimberly Road, the two one-way corridors are connected at four points, by 42nd, 46th, 50th, and 53rd Streets. Welcome Way forms the eastern boundary of Northpark Mall and provides a major access point to the mall at 42nd Street. South of Kimberly, the two streets diverge more dramatically. For the most part, both

streets provide four lanes, one-way facilities, although some portions of Welcome Way are three lanes. On-street parking is prohibited on both streets. Typical pavement width is 49 feet, and right-of-way width varies from about 72 to 78 feet.

• **Duck Creek to Vander Veer Park.**

In this segment, both Brady and Harrison are urban streets, providing both crossings for east-west streets and access to adjacent private properties. Most properties directly fronting Harrison Street also have alley access. Both streets in this segment provide four one-way lanes without on-street parking. Typical pavement width is 49 feet, and right-of-way width varies from about 66 to 75 feet.

• **Vander Veer Park to Downtown.**

Harrison and Brady continue as urban surface streets, characterized by sidewalks, some on-street parking, and buildings oriented to the street. Both Brady and Harrison Street provide four one-way lanes though this area. The Harrison right-of-way narrows to about 60 feet through the Hilltop District between 14th and Locust Streets, reducing lane width and produc-

ing relatively narrow sidewalks for a traditional street-oriented business area. South of about 9th Street, added right-of-way and pavement width permits on-street parking on Harrison down to 5th Street. On-street parking on Brady ends at 8th Street. Typical pavement width is 48 feet, and right-of-way width varies from about 66 to 72 feet.

Cross Access in the Corridor

The north-south study corridor is crossed by major and local east-west streets. South of Duck Creek, the finer-grained urban grid provides frequent crossings. North of 35th Street, crossings are far more infrequent and are generally limited to major streets: 65th, 59th, 53rd, 46th, and Kimberly Road. Limited local or collector connections linking the one-way pair are also provided at 37th, 42nd, and 50th Streets. Topography limits access from southbound Welcome Way to adjacent properties, affecting the commercial viability of some sites.

Between Central Park Avenue and Kimberly Road, the legs of the one-way pair are far enough apart to permit a web of local streets. These

serve a largely residential neighborhood between Vander Veer Park and the Duck Creek greenway, and a mixed use area between the creek and Kimberly Road. South of Vander Veer Park, Main Street provides a two-way collector that supplements the Brady and Harrison through corridors. Main Street forms a quieter community spine that serves historic residential areas and the Palmer campus as it continues to Downtown and the river. South of 12th Street, the Palmer and Central High School Campuses do not allow for east-west street continuity through the corridors. North of 12th Street to Locust, while east-west street access through the corridors exists, street segments between the corridors are offset from alignments east and west of the corridors.

Traffic Volume

Although Brady Street northbound and Welcome Way/Harrison Street southbound form a one-way pair, their traffic flows are not completely symmetrical. In general, northbound volumes along Brady are higher than southbound volumes, possibly because more commercial access occurs along the northbound street. In year 2005, peak northbound flows on Brady of between 26,000 and 27,000 vehicles per day (vpd) occur near the 35th Street intersection. Volumes fall significantly north of Kimberly Road. Southbound volumes also are highest near 35th Street, but at a level between 22,000 and 23,000



vpd. Volumes on both corridors fall gradually toward Downtown, falling below 20,000 vpd south of Locust Street and 10,000 vpd at 3rd Street. Main Street, as a local collector between downtown and Vander Veer Park, also carries significant traffic, ranging from 8,000 to 9,000 vpd. All streets operate within their current design capacity.

Pedestrian and Trail Access

The Brady and Harrison/Welcome Way corridors function almost exclusively as a vehicular facility. Sidewalks are present along both corridors south of Duck Creek, but are largely absent in the more auto-oriented areas north of the greenway. Even where sidewalks are present, small setbacks from curbs and narrow width produce a relatively unfriendly pedestrian environment. Main Street between Vander Veer Park and Downtown, with relative sidewalk continuity and much calmer traffic, provides a better non-motorized environment. To date, options for moving pedestrian and bicycle traffic between the downtown and Duck Creek Parkway Trail have focused on shared use of Main Street.

The Duck Creek Parkway Trail, one of Davenport's premier open space resources, crosses Brady and Harrison Streets at about 34th Street. The trail is a 13.5 mile facility linking Emeis Park on the west side of Davenport to Devils Glen Park in Bettendorf. The trail, originally conceived as a park road to connect

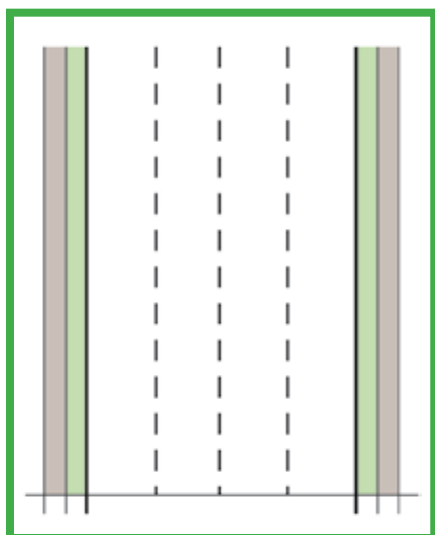


Diagram and photograph of the typical four-lane, one-way section of the Brady and Harrison Street corridors.

Davenport's major open spaces, will eventually be connected to the Mississippi River Trail at Bettendorf. Access to the multi-use trail exists at both Brady and Harrison, but is relatively difficult to find.

Street Section Concepts: One-Way versus Two-Way Traffic

Chapter Three introduced the concept of one-way, three-lane streets as the appropriate approach to the Brady/Harrison/Welcome Way system. While two-way traffic increases business access, and as a result the ability to intercept and serve customers, two-way circulation will create significant operational difficulties along the Brady and Harrison corridors. This section investigates the issue and provides specific conclusions and recommendations.

Current Configuration: Operational Effects

The one-way pairing of Brady and Harrison dates from the 1970s and was implemented as an alternative

to an inter-city freeway. The current design of the Brady and Harrison/Welcome Way corridors has the following characteristics:

- 4-lane, one-way along Brady and Harrison. Most of Welcome Way provides three-lane, one-way southbound movement.
- Right-of-way widths that range from 60 to 72 feet.
- Typical street channel of 44 to 48 feet, with a range from 43 to 50 feet.
- Sidewalk setbacks (or parkways) varying from zero to four feet.
- Typical sidewalk width of four feet.

The operational effects of this configuration include:

- Traffic that in free-flowing areas moves at faster than desirable or posted speeds.
- Cars that deploy across the four

lanes, making it especially difficult for cross traffic to perceive gaps. This makes both corridors unsafe and challenging for both pedestrians and local cross-traffic.

- Arrival of traffic in a single cohort at signalized intersections, increasing congestion at those points. This problem appears evident at the Locust Street intersection.
- Creating a hostile environment for pedestrians, bicyclists and local cross-traffic.
- Unattractive appearance, with inadequate space for street landscaping.
- Poor access to local businesses, particularly in areas where Brady and Harrison are far apart or where access to both corridors is prevented by topography.

A Two-Way Alternative

A logical response to these operational problems has been suggesting the reintroduction of two-way circulation on the corridors. Two-way traffic is likely to decrease speeds by creating greater friction in the traffic flow and provide two-directional access to adjacent businesses. However, two-way circulation introduces its own set of problems:

- Two street sections will fit within the existing street sections: a four-way undivided or three-lane with center left-turn median. Four-lane undivided roadways

provide inadequate protection for left-turn movements, creating the danger of frequent rear-end crashes in commercial corridors with frequent cross-street or driveway access. A three-lane section accommodates left-turns with relative safety, provided that driveway access points do not conflict with one another. However, a three-lane section does not provide enough lane capacity to move either existing or projected traffic. Typical capacity of a three-lane section is 16,000-18,000 vpd, already exceeded by one-way flows on most parts of the Brady/Harrison pair.

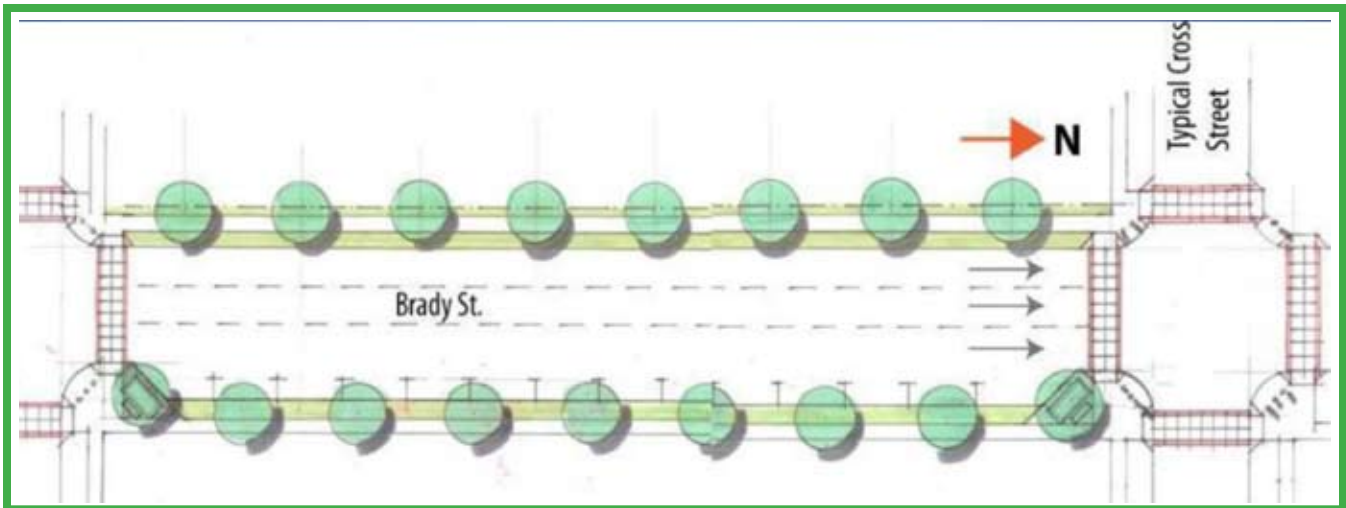
- Alternatively, a five-lane section that both meets capacity requirements and provides a protected left turn requires a channel with a minimum width of 55 feet and a desirable width of 60 feet. This significant right-of-way expansion worsens the street's pedestrian environment and could further complicate crossings.
- Two-way traffic requires a protected left-turn cycle at signalized intersections, with possible negative effects on traffic flow.
- A conversion to two-way traffic would require a significant street modification at the current Brady Street/Welcome Way divergence.
- With two-way operations in either a four-lane undivided or three-lane configuration, widenings may be necessary at major intersections. These intersections will provide a center left-turn lane

and two lanes in either direction. In a four-lane configuration, this continues two through lanes in both directions, with the lanes diverging to produce space for the left-turn lane. In a three-lane configuration, the curb lane would provide a dedicated right-turn, with a single through lane provided across the intersection. The intersection conversions would also require replacement of signals. Assuming intersection widening that extend 300 feet back from the intersecting street, probable cost falls within the range of \$150,000 to \$200,000 for each major signalized intersection.

Recommendations

This analysis, then, leads to the following recommendations:

- **Brady Street and Harrison Street/Welcome Way should retain one-way travel but be reduced from four to three lanes.** Welcome Way's three-lane section should be retained. The pavement area freed with the elimination of one lane should be utilized for on-street parallel parking. This recommended configuration is illustrated below.
- **New or improved crossings or intersections should be developed to improve ease of crossing the two corridors.** These locations include:
 - An improved Palmer College pedestrian crossing with pe-



Plan and views of recommended conversion from four to three one-way lanes. The three-lane section also permits a deeper tree lawn and on-street parking.

- destrian-actuated signalization north of the existing skywalk.
 - A realigned and signalized intersection at 29th Street.
 - A realigned intersection at 32nd Street.
 - **Clearly defined crosswalks, using the highly visible horizontal bar or ladder designs, should be established and maintained at major crossing points.**
 - **Improved east-west connections north of Kimberly Road, including encouraging cross easements for sites that lack Welcome Way access.**
 - **Improved wayfinding allowing recovery for motorists who overshoot a destination or turn.**
- Features of the recommended street configuration include:
- On street parallel parking to serve adjacent commercial or residen-

tial development serves a traffic-calming function. This parking lane can be reserved for loading space, and provides an option for a protected bus stop area (discussed below). The parking lane also allows for right-turn lanes at intersections, where needed.

- Corner nodes or curb extensions that provide areas for enhanced streetscape and also reduce the street crossing distance, thereby enhancing pedestrian amenities.

- This configuration allows the city to significantly alter the character of the corridors without moving most of the existing curb lines. This saves significant public improvement funds over alternatives that include a narrowing of the pavement.
- Creek corridor. Components of the planned system include:
- Trail or sidepath development as part of the 65th Street extension, linking to neighborhoods to the east.
 - Enhancements to the Main Street shared use route between Downtown and Vander Veer Park, creating a “bicycle boulevard.” The bicycle boulevard concept, pioneered in Berkeley and Portland, uses local or collector streets that parallel arterial corridors to provide a bicycle-friendly environment that generally requires only limited capital investment, including pavement markings, signage, and traffic calmers. On Main Street, route treatment should include signage and the use of the “sharrow” pavement marking. The sharrow is placed in the location in the lane that bicyclists should generally use and indicates shared use of the roadway. It is particularly useful along streets with extensive on-street parking, to keep cyclists away from the hazards of opening driver’s side doors. Wayfinding graphics and shared routes should be provided at 16th Street to connect the route to the Hilltop district and at Pleasant or High Street to St. Ambrose.

Alternative Transportation

While motorized transportation dominates Brady and Harrison, the overall study area should successfully and safely accommodate non-motorized users and public transportation. The reconfiguration of Brady and Harrison will provide a safer, better pedestrian environment by providing greater separation between pedestrians and moving traffic on one side of the street. This section addresses alternative modes of transportation in the Brady/Harrison study corridors: bicycle and public transportation.

Bicycle Transportation

The City has designated Main Street as the bicycle route between downtown and VanderVeer Park. The Main Street shared route connects Downtown, Palmer, Central High and Young Middle School to Vander Veer Park. Short links on local streets connect bicyclists to Hilltop and St. Ambrose. North of the park, Fair Street is the bike route connecting to the Duck Creek Greenway. North of Northpark Mall, this plan recommends a wide sidepath along Welcome Way connecting to the Goose

Creek corridor. Components of the planned system include:

- Trail or sidepath development as part of the 65th Street extension, linking to neighborhoods to the east.
- Enhancements to the Main Street shared use route between Downtown and Vander Veer Park, creating a “bicycle boulevard.” The bicycle boulevard concept, pioneered in Berkeley and Portland, uses local or collector streets that parallel arterial corridors to provide a bicycle-friendly environment that generally requires only limited capital investment, including pavement markings, signage, and traffic calmers. On Main Street, route treatment should include signage and the use of the “sharrow” pavement marking. The sharrow is placed in the location in the lane that bicyclists should generally use and indicates shared use of the roadway. It is particularly useful along streets with extensive on-street parking, to keep cyclists away from the hazards of opening driver’s side doors. Wayfinding graphics and shared routes should be provided at 16th Street to connect the route to the Hilltop district and at Pleasant or High Street to St. Ambrose.
- All shared routes in this system should be designated as “bicycle boulevards”, with enhanced signage, wayfinding, and street crossing accommodations.



Bicycle route connection through the Brady/Harrison/Welcome Way corridors.



Left: A bicycle boulevard along Main Street would connect Downtown and Vander Veer Park. Right: Bicycle boulevard along Milvia Street in Berkeley, California.

- Continuation of the shared route designation along Vander Veer Park's park road loop, exiting at the park's Fair Street entrance.
- Continuation of the shared route along Fair Street to 32nd Street.
- Development of a multi-use trail segment on the alignment of Fair Street north to the Duck Creek Parkway Trail. The preferred north-south alignment continues north on a new bridge across the creek and through a driveway easement to 35th Street.
- Use of Fair Street as a shared route to Main Street.
- Development of sidepaths along Main Street and Kimberly Road to a signalized crossing of Kimberly at Northpark Mall.
- Continuation of a side path on the east side of Northpark's east loop road, merging with Welcome Way and continuing on the west side of Welcome Way to 59th Street.
- Continuation of a northwest multi-use trail along the northwest drainage corridor between 59th and 65th Street.

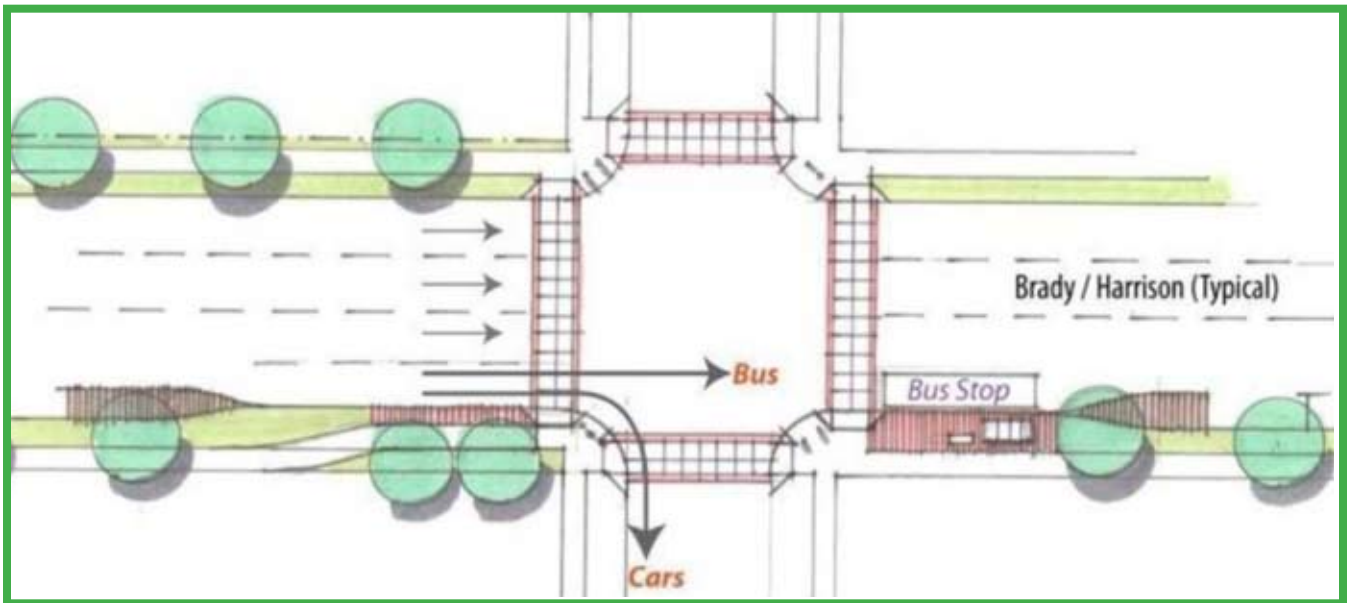
Public Transportation

Two routes of Davenport's Citibus system operate along the Brady/Harrison corridors. Route 1 connects Downtown with Northpark Mall and 53rd Street, continuing east on 53rd Street to Northgate Shopping Center. Route 11 runs along the corridors to the Goose Creek area. In addition, Route 10, a cross-town route along Locust Street, uses Brady and Harrison south of Locust to Downtown. The reconfigured corridors should provide good public transportation accommodations by using:

- Transit stops, possibly including rain shelters, at new pedestrian crossings.

- Turnouts at high volume stops to avoid slowing other traffic.
- Design guidelines that assure that new major developments accommodate public transit services, and provide safe routes from their primary entrances or destinations to adjacent transit stops.

The recommended three-lane plus parking street section can provide a protected bus stop. At intersections, the right lane serves right-turning vehicles or buses. Buses move through the intersection and into the protected bus stop area. This provides a merge area back into traffic, separated from start of the parallel curbside parking by a painted or stamped concrete transition zone. This protected far-side bus stop does not interrupt traffic flow.



Above: Plan for protected far-side bus stops along the Brady/Harrikson corridors. Below right: Mid-block pedestrian crossing demonstration projects, Las Vegas, Nevada.





Downtown to Vander Veer Park

Enhancing the Traditional City

The southern reach of the Brady/Harrison study corridors rises out of the Mississippi River flood plain and incorporates historic elements of the city north of Downtown. It also includes the corridors' most important civic and institutional uses – a public high school, two institutions of higher learning, a middle school, and several churches – as well as the pedestrian-scaled Hilltop District. This section reviews conditions, issues, and markets for this segment of the study corridor, and identifies applicable projects and policy directions.

the traditional uses have attempted to redevelop to serve the high volumes of one-way traffic. The Hilltop District, located between 13th and Locust Street along Harrison Street, is a distinct older “streetcar” commercial/mixed-use district that provides a unique variety of uses that serve corridor traffic, institutional traffic, and neighborhood traffic from the surrounding residential areas. Typical of such districts, there is a lack of customer parking and several peripheral parking lots have been constructed over the years to address this need.

Existing Land Use Analysis

Brady Street and Harrison Street run parallel to each other about two blocks apart through this section of the study corridor stretching from 6th Street in Downtown Davenport to the south bank of Duck Creek. The land use pattern in this section is primarily comprised of large institutional uses at the southern end, and a mix of neighborhood & high-way oriented commercial uses up to Lombard Street.

Harrison and Brady Streets have been one-way streets for many decades through this area. A result of the traffic pattern is that many of

Land Use Summary

- Most land intensive uses are institutional, such as Palmer College, St. Ambrose University, Davenport School District facilities, and several churches.
- Relatively few single-family houses with many residential buildings converted to multifamily use or redeveloped as commercial properties.
- Variety of smaller retail establishments, service oriented businesses, and a scattering of strip commercial centers.

Issue Identification from Stakeholder Group Discussions

The stakeholder process summarized in the introduction defined the following general issues and observations about the Downtown to Vander Veer segment:

Both Corridors

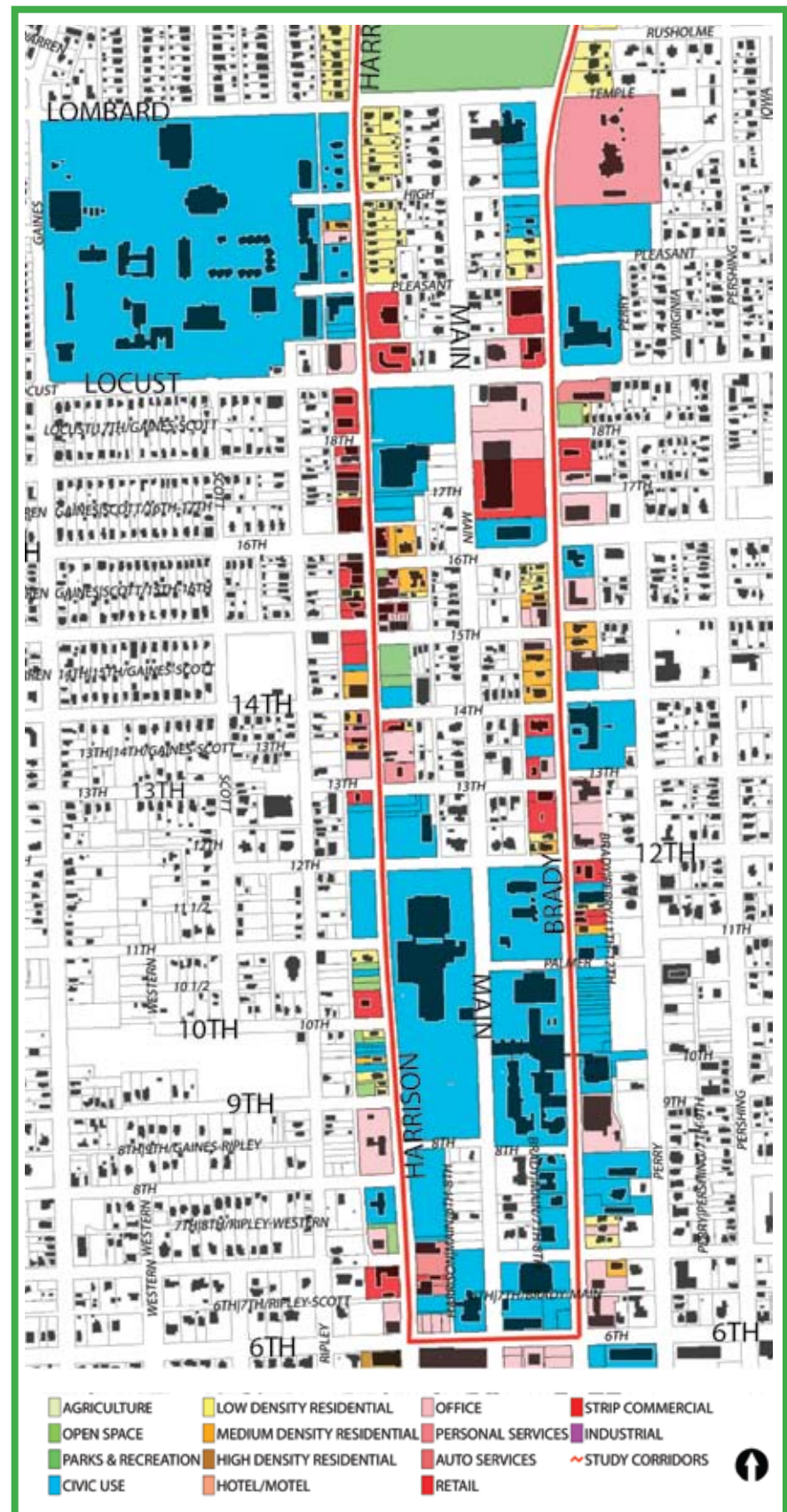
Appearance/Public Perception

- Crime and security in this area is an important issue. This is a particular concern for educational institutions, because conditions are of concern to prospective students and their parents. Perceptions of urban neighborhoods are usually worse than reality, but in this case reality is, in fact, a problem. Institutions must work together to address problems.
- Adjacent neighborhoods either side of corridors are distressed and suffer from disinvestment.
- Downtown's improved image should extend up Harrison/Brady.
- More green space is needed along corridors.
- The summit of Harrison boasts a "world class" view of Davenport and the Mississippi.
- These corridors should encourage investment rather than just traffic movement.

Institutions

- Strong institutions (School District/ Palmer/Churches) that have decided to stay and invest in the area are an indispensable asset.

Existing Land Use, 6th to Vander Veer Park





- Organizational merchant or stakeholder structure is lacking. A past “loose federation is inactive.
- Palmer College needs more of a campus environment. Wants to extend to downtown.

Brady Street

Business/Economic Issues

- Limited private investment, other than institutions.
- The area “South of Locust” presents a negative investment image.
- Businesses do not like the one-way traffic.

Substandard Property

- Mixed conditions, including some blighted properties. Historic resources are important.
- The existing railroad bridges marking the north edge of Downtown are unsightly.

Traffic/Circulation

- Traffic speeds are slower along this segment of Brady.

- Brady/Harrison is not really a “transportation corridor”, it’s a “car corridor,” providing no accommodations for transit, bikes, pedestrians.
- Conversion of streets to one-way created a perception of a throughway, designed to speed motorists through the area.
- Transportation alternatives should be considered to connect Vander Veer Park and Downtown/Riverfront.

Harrison: Locust to Downtown (Hilltop Business District)

Business/Economic Issues

- Most participants are optimistic about business outlook. Good potential for area to become “campus town” with coffee shops, funky stores serving students.
- Businesses make enough money to survive, but not enough to invest in property improvements.
- Obsolete buildings not feasible for rehabilitation should be demolished.

- Financing programs should be fashioned for area needs and financial feasibility.

Traffic/Circulation

- Congestion exists near the high school.
- High speeds on Harrison downhill create concern for the students/pedestrians trying to cross the street
- Area needs to slow people down as they pass through so they can see what businesses have to offer.
- Relatively little traffic outside of peak hour.
- Use a “lane diet” approach: take one lane and devote to pedestrian amenities.

Land Use

- Mixed bag of uses: clubs, laundry, gas station, etc. Concern about conflicting uses in transition areas with schools and residences.
- Parking areas have been extending to Ripley to the west.

Markets

The core neighborhood element of the corridor includes a broad mix of residential, institutional, and commercial areas, interspersed with sites that point to opportunity for infill redevelopment. Previous discussions pointed to the goal of creating viable commercial and retail nodes along the corridor, anchored by significant demand drivers, such as St. Ambrose University, Palmer, or the adjacent Vander Veer Park. Retail nodes would be strengthened with the addition of higher density residential infill at key sites within walking distance of identified nodes.

Implementation considerations include the following:

- Use area institutions, such as St. Ambrose, to act as anchors for revitalization. These institutions can serve as anchor for mixed use office, retail, or residential projects. Universities are increasingly looking at their borders to develop projects that enhance campus appeal to potential students.
- The Hilltop District remains an unfulfilled opportunity. This small neighborhood commercial node remains impacted by marginal sidewalks that front on North Harrison, with no measures to calm traffic. Public investment opportunities should include efforts to calm traffic, improve streetscapes and increase on-street parking. Programs to work with property owners to improve building facades

should also be considered, along with the possible development of a business improvement district.

Project Concepts by Subdistrict

The Downtown to Vander Veer Park segment of the study corridor resolves itself into six subdistricts for project planning:

North Downtown, the sections of the corridors immediately north of Downtown Davenport and south of the Central High campus.

Palmer/Central, including the major parts of the Central High and Palmer College campuses, together

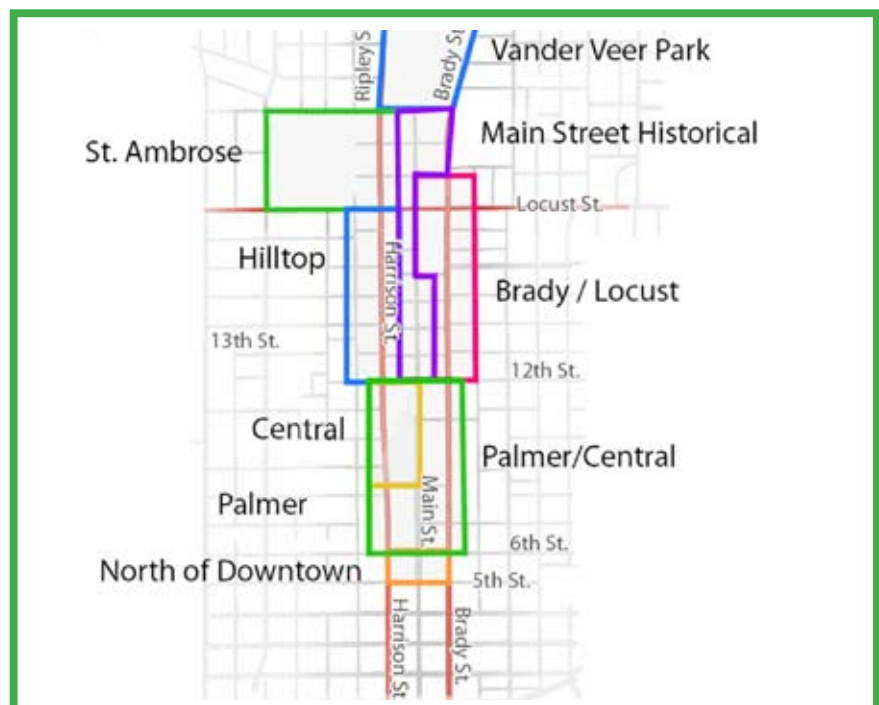
with Main Street between Brady and Harrison.

Hilltop, the traditional neighborhood business district along Harrison Street south of Locust.

Brady/Locust, an important commercial and office intersection that transitions from the institutional environment along Brady north of Downtown.

Main Street Historic District, a largely residential and civic corridor north of the Palmer campus and terminating at Vander Veer Park.

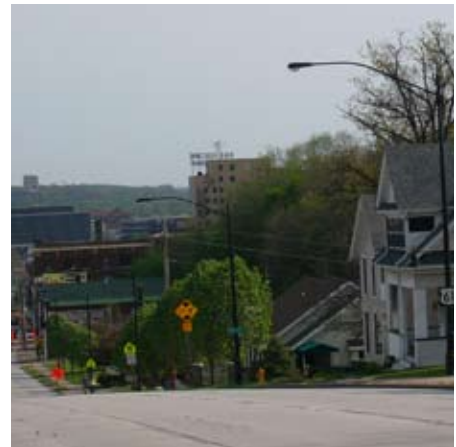
St. Ambrose, the campus environment and its primary public interface along Harrison Street.



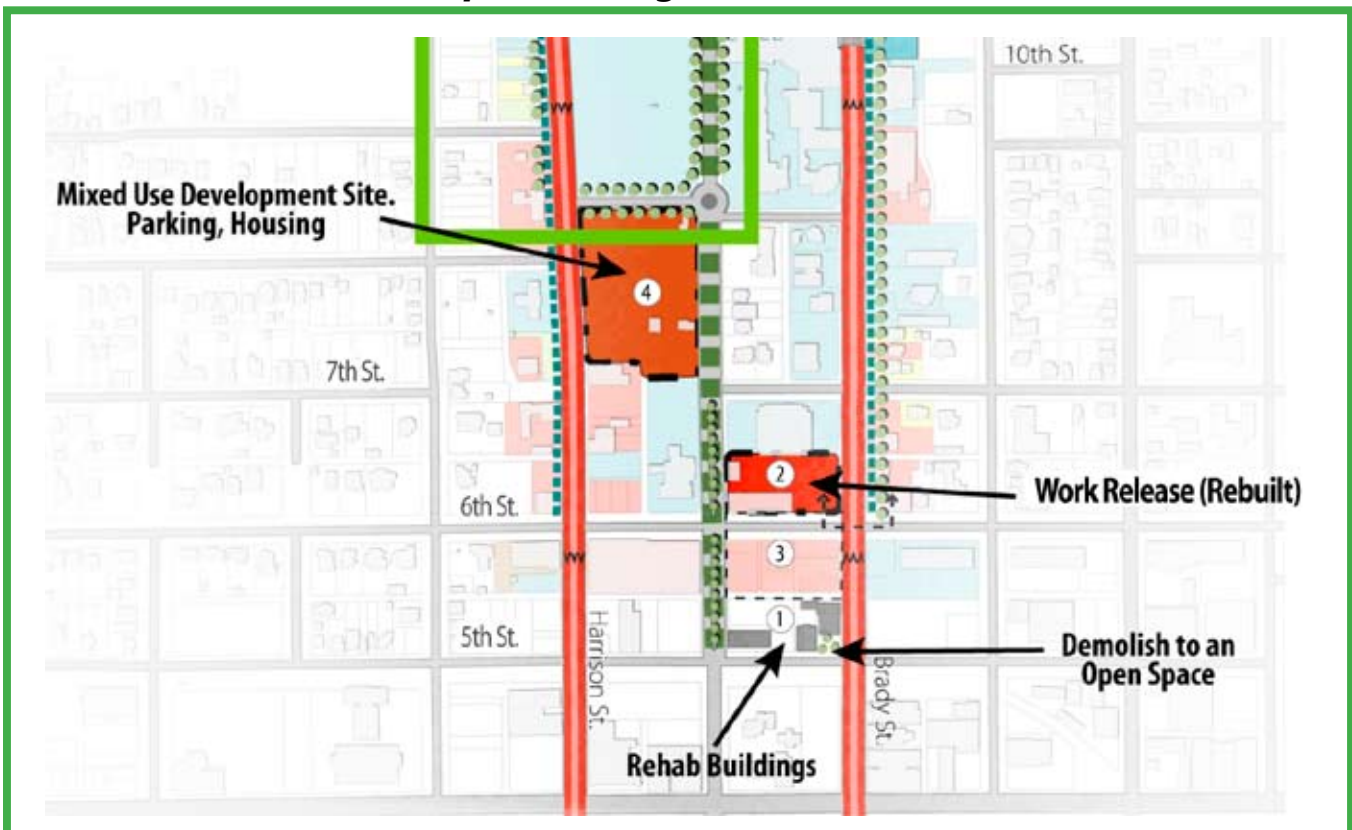
North Downtown

- Improve overall site maintenance of private property.
- Establish streetscape and public art themes appropriate to these two corridors and their transitional role from Downtown Davenport. Components of a streetscape program should include lighting, street graphics, improved sidewalks, pedestrian crossings, street landscaping, and public art.
- Rehabilitate a quality multi-family building at that intersection and demolition of a deteriorating structure at 5th and Brady to provide a street yard for the rehabilitation project. (Map key 1)
- Complete the programmed reconstruction and upgrade of the Work-Release Site north of 6th Street. (Map key 2)
- Encourage redevelopment of a site south of 6th Street between Brady and Main. Potential uses include high density housing, mixed-use, or Palmer College functions, taking advantage of views on the hillside over Downtown. (Map key 3)
- Redevelop a site between Harrison and Main as a parking structure to serve Palmer College, with high-density residential development over the parking base. The site's topography permits development of two flat-plate parking levels, accessed off Main and Harrison Streets. Residential development above parking would provide a productive south edge to both the Palmer and Central High School campuses and would respond to a potential market for campus-related housing. (Map key 4)

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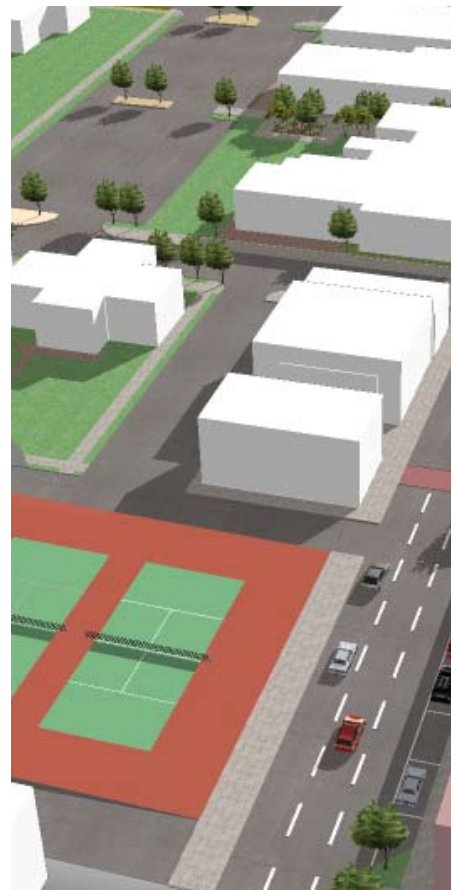
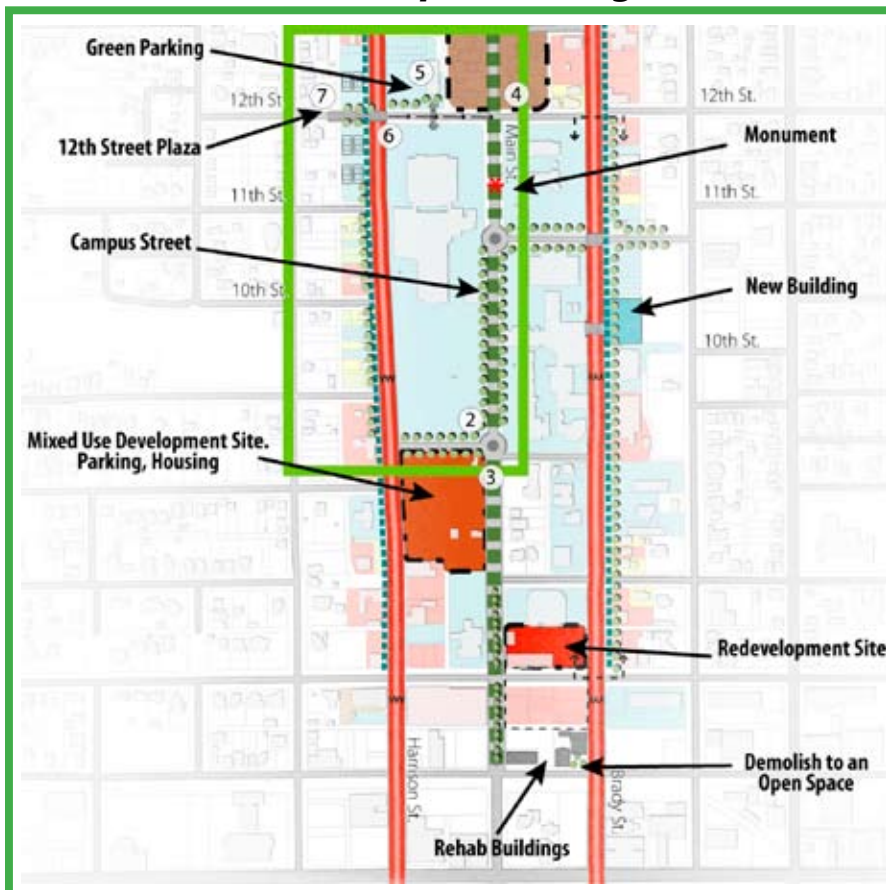
North Downtown Development Diagram



Palmer/Central

- Establish new Brady Street pedestrian crossing north of existing skywalk. (Map key 1)
- Create a new Palmer Street gateway to identify the campus domain and link campus parking and new buildings to Brady and Main Streets. Consider new roundabout as a campus place at Main Street. (Map key 2)
- Define Main Street as a campus street, including roundabout features at key external entrances to create campus nodes at the Main Street intersections with these campus gateways. Campus street development would include for-
 - mal street landscaping, wider sidewalks, thematic campus lighting, and pedestrian amenities such as street furniture. This section of Main would be a portion of the north-south bicycle boulevard discussed in Chapter 4 (Map key 3)
 - Convert 12th Street to one-way east circulation at high school. This concept responds to a school district request to control traffic at the high school entrance and to keep extraneous traffic away from the school. A variation would be to institute one-way circulation only during the school day, but to permit two-way night and weekend operation. (Map key 4)
 - Develop a green parking lot for the high school north of 12th Street, with a well-defined pedestrian crossing to the high school entrance. (Map key 5)
 - Strengthen the pedestrian crossing of Harrison Street at 12th Street for a safer connection between the Central High tennis courts and the rest of the high school campus. (Map key 6)
 - Close 12th Street between Harrison and the alley immediately to the west, unifying the tennis court area, providing a street plaza, and further discouraging traffic through the high school campus. (Map key 7)

Palmer/Central Development Diagram



Hilltop District

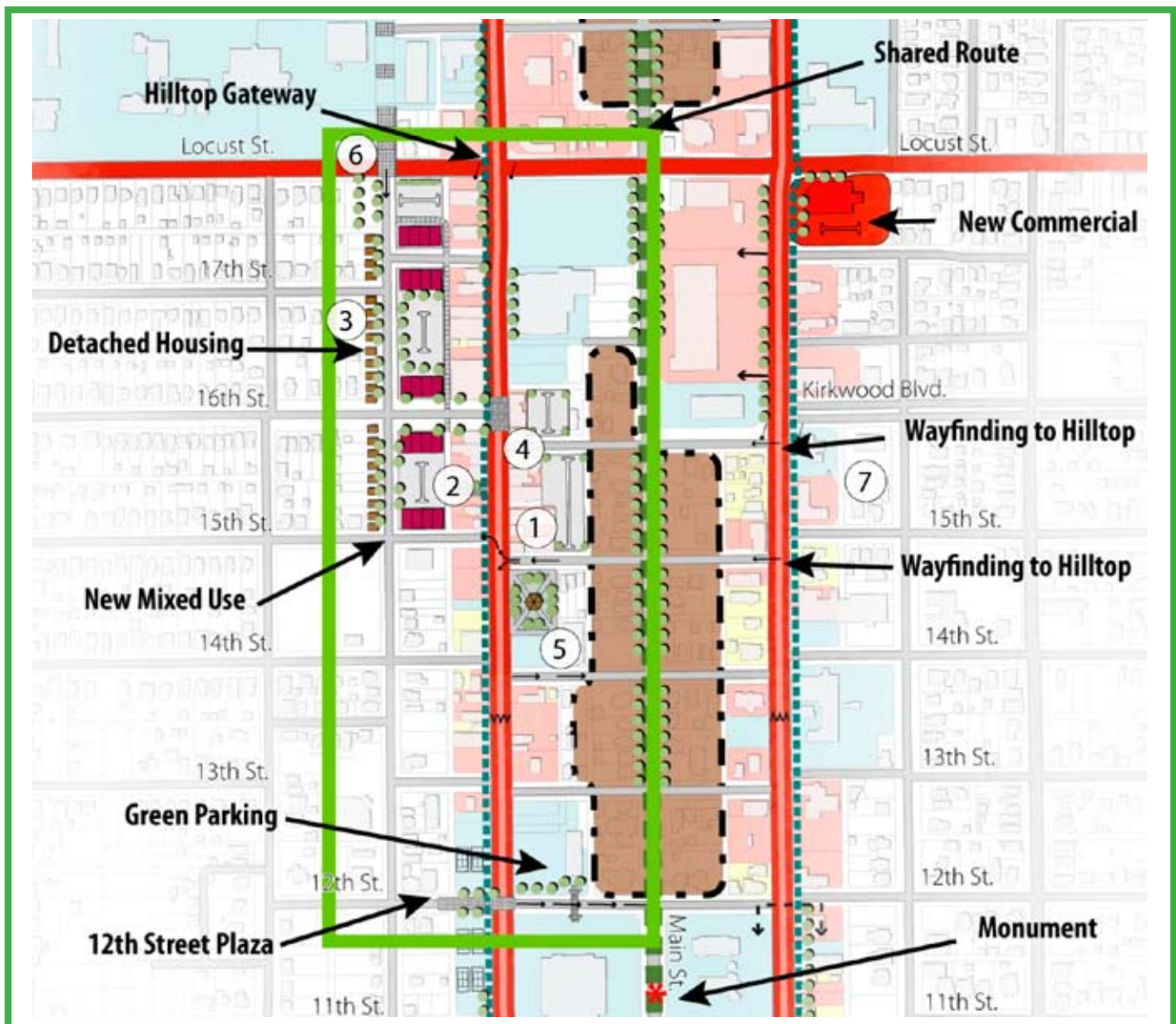
- Encourage rehabilitation of traditional commercial buildings along Harrison Street. Promote residential and office development of available upper building levels. (Map key 1)
- Develop new mixed use buildings on east-west side streets, with parking on block interiors to serve both new and existing

buildings. These buildings would define east-west streets and link the district back into the neighborhood, creating the surface area necessary for definition of a business district. Additionally, the east-west streets provide a quieter business environment than the Harrison Street arterial, appropriate for office, restaurant, and residential uses. The interior parking creates convenient surface parking without allowing parking to

dominate the business district's street environment. (Map key 2)

- Redevelop the Ripley Street corridor with attached or detached, owner-occupied townhomes. Residential development along Ripley replaces deteriorating housing, defines the edge of the business district, improves the perception of security for the district, and provides a key neighborhood housing resource. St. Ambrose and Palmer College pro-

Hilltop Development Diagram



vide strong potential residential markets. On a larger scale, Saint Louis University in the Central Grand District has demonstrated the ability of university-related, mixed-income housing to remake a neighborhood. St. Ambrose and Palmer College should consider incentives to faculty and staff to purchase new homes in this Ripley Street development. (Map key 3)

- Implement the recommended three-lane with on-street parking

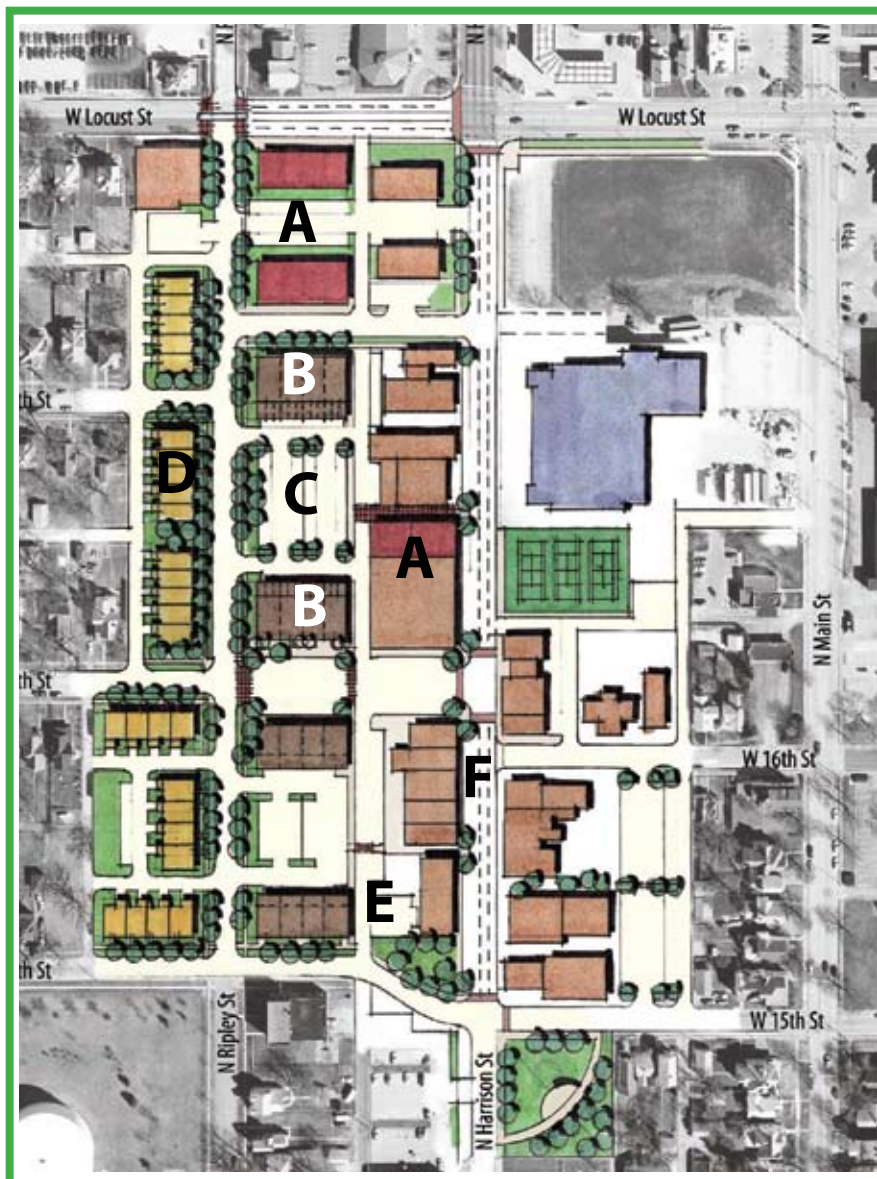
street configuration (see detail below). Establish 16th Street as the principle east-west connector to the neighborhood, with diagonal parking and special lighting. (Map key 4)

- Develop the existing open space at 15th and Harrison as a Town Square for the Hilltop district and define it with a new residential or mixed use building. The Town Square can provide a venue for a variety of events, such as informal concerts, celebrations, art shows,

and green markets. (Map key 5)

- Strengthen the Ripley Street pedestrian crossing at Locust, connected to St. Ambrose's emerging campus street along Ripley. Innovative pedestrian crossing techniques should be considered to provide a good connection without backups into the Locust/Harrison intersection. Strengthen connections between St. Ambrose campus and an enhanced Hilltop district south of Locust Street. (Map key 6)

- Provide wayfinding signage to link northbound Brady Street to the Hilltop business district. (Map key 7)



Hilltop Concept

- A. New Commercial
- B. New Mixed Use
- C. Internal Parking
- D. New Townhouses
- E. HilltopSquare
- F. Streetscape

Harrison Street Design Alternatives in Hilltop

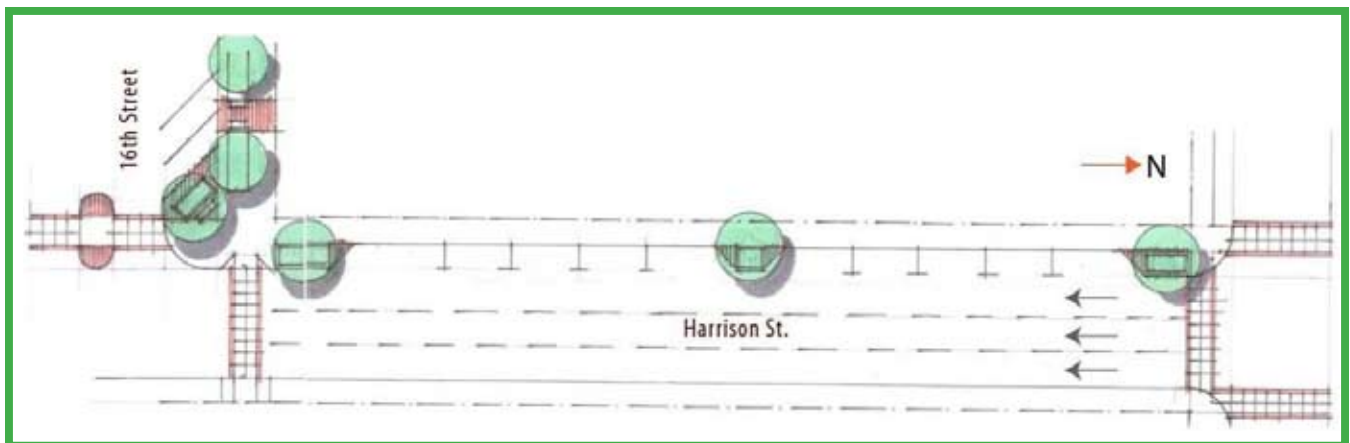
Because Hilltop is a street-oriented commercial district, the nature of the street and its ability to both move traffic and support business is particularly important. The plan below on this page illustrates a recommended three-lane one-way configuration in the Hilltop District, adapting the general street section proposed by Chapter 4 to this specific district. Safe on-street parking on a business corridor requires a relatively wide curbside parking lane for maneuvering. This section provides about 14 feet from the curb to the edge of the moving lane, an adequate dimension.

With a three-lane section and parking on one side opens up, features like corner and mid-block nodes become possible. These features reduce pedestrian crossing distance and calm without impeding traffic. Figure 5.5 illustrates the 16th and Harrison intersection, where 16th Street's extra width permits diagonal parking. Crosswalks can be defined by a paver or stamped-concrete edge and a scoring pattern on the concrete walking surface. Stamped asphalt produces may also be a promising alternative. This concept does not require moving basic curb lines.

This Harrison Street configuration does not permit pedestrian district

activities like sidewalk dining and the sidewalk remains narrower than absolutely desirable. However, within the constraints of a major arterial, it does create a more pedestrian and business friendly environment. Greater pedestrian amenities can be developed on the east-west side streets, with lighter, local traffic. Wider sidewalks along Harrison could be established in place of on-street parking, an option for consideration.

A more radical idea for the Hilltop district would be to establish a northbound "counterflow" lane between 14th and Locust Street. Two through lanes would continue south, with one northbound lane



Recommended Harrison Street configuration through Hilltop



provided on Harrison between 14th and Locust for local area circulation. The east Harrison Street curb lane would have a forced left-turn onto Locust, and the northbound counterflow lane would also be forced to turn east at Locust Street. Downtown Des Moines has used this concept successfully and it may be a consideration for this segment of Harrison Street. The plan sketch at right illustrates this concept.



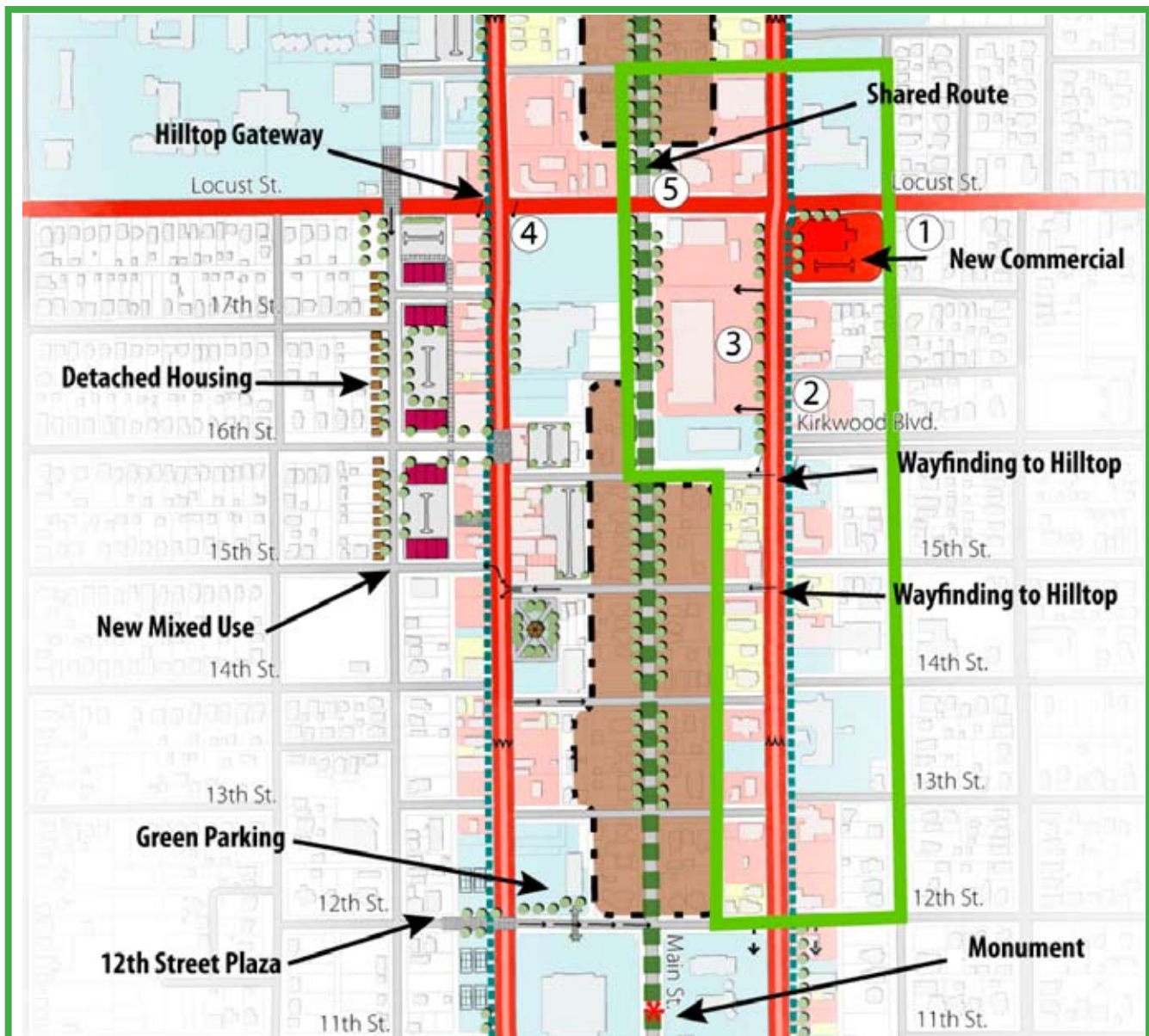
Counterflow alternative concept



Brady and Locust

- Encourage a new, street-oriented commercial project that defines the street frontage along Brady and Locust and locates parking behind the building. (Map key 1)
- Develop a gateway entrance on Kirkwood Boulevard, using the boulevard as a link to the neighborhood on the east. Increase the value of property along the boulevard through special landscape and flower-planting programs. (Map key 2)
- Encourage redesign of parking lots for private commercial development south of Locust. (Map key 3)
- Provide intersection enhancements and design features at the Harrison and Locust intersection. (Map key 4)
- Establish a clear bicycle and pedestrian crossing of Locust at Main Street. Install a pedestrian crossing device or refuge to reduce traffic speed through the intersection and improve the safety of the pedestrian/bicycle crossing at this point. (Map key 5)

Brady and Locust Development Diagram



Main Street Historic District

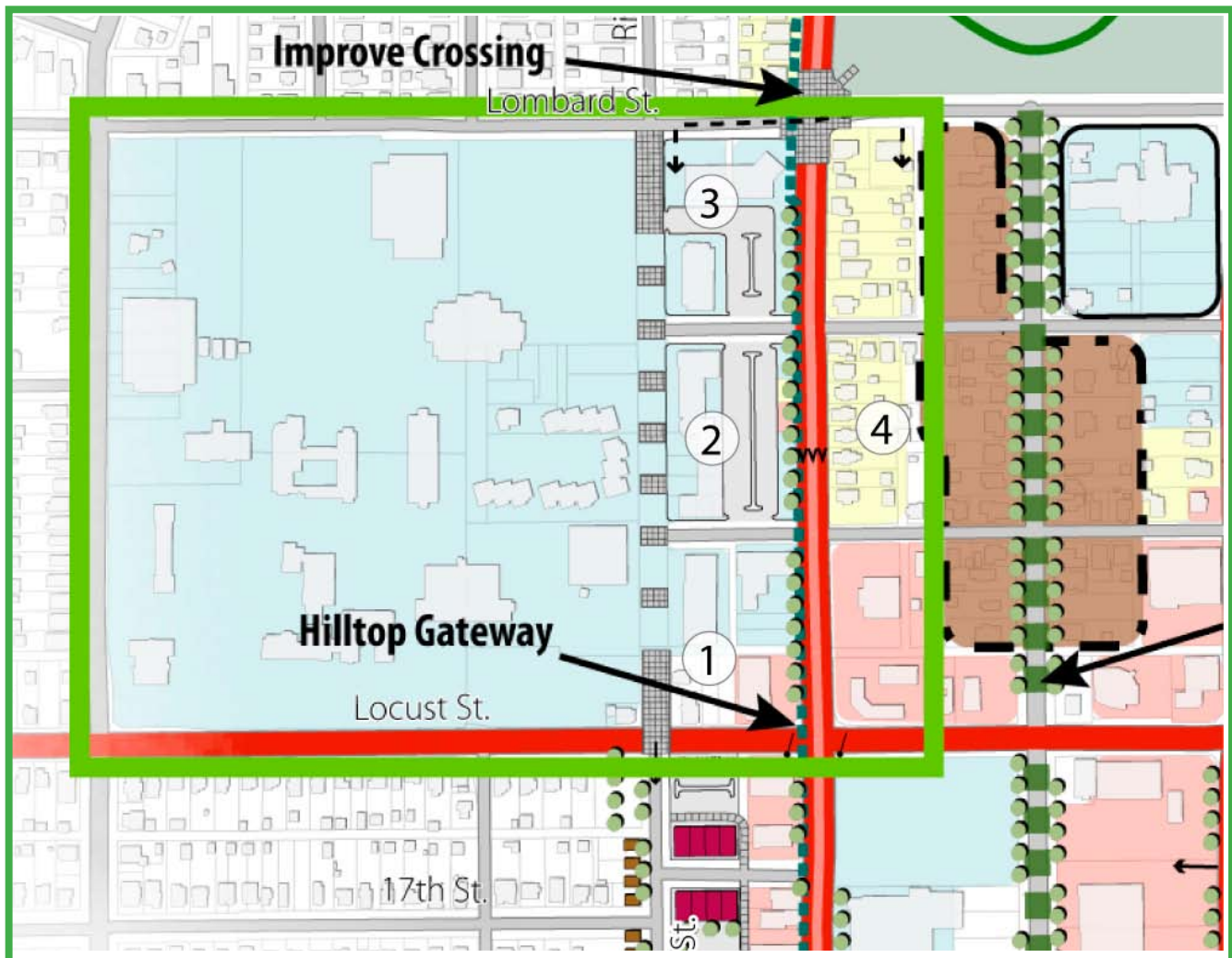
- Encourage strong maintenance standards and neighborhood identity for the Main Street corridor parallel and between Harrison and Brady. As part of this, encourage creation of a Main Street neighborhood association, along with gateway and interpretive graphics and materials that build public awareness and add value to the potential district.
- Evaluate all or part of the corridor for possible National Register district listing.
- Upgrade the Main Street streetscape by establishing a bicycle boulevard program on the street. Include modest streetscape and traffic calming improvements to define this as a corridor friendly to non-motorized transportation and distinctive from the busy arterials that surround it.



St. Ambrose

- Continue development of Ripley Street as St. Ambrose's campus street, with a clear visual and pedestrian connection to new residential development south of Locust.
- Redevelop Harrison to Ripley block with new campus buildings, including campus housing, that relate to both streets and help extend the campus environment to Harrison Street.
- Develop a new university building at the intersection of Lombard and Harrison, creating a gateway feature for the University and a symbolic connection Vander Veer Park.
- Preserve existing residential neighborhoods in the Main Street historic district corridor east of Harrison Street.
- Create a strong pedestrian crossing that encourages pedestrian movement between the campus and Vander Veer Park across Lombard Street. Consider the possibility of "scramble" pedestrian signalization that provides an all-pedestrian cycle to encourage diagonal crossing.

St. Ambrose Area Development Diagram





From Green to Green

Vander Veer Park to Duck Creek

This segment of the study corridors connects two of Davenport's most significant green spaces – the iconic Vander Veer Park that spans the distance between Brady and Harrison Streets between Lombard and Central Park; and the Duck Creek Greenway, a major greenway and drainage corridor that includes the 13.5 mile Duck Creek Trail. This segment transitions between the pre-World War II city largely south of Duck Creek, and the more automotive, post-war city north of the creek corridor.

adjacent to Vander Veer Park.

Land Use Summary

- Corridor is distinguished by historic, well-maintained, low density residential uses.
- Several attractive and historic medium-high density apartments bring a unique character to this section of the corridor.
- Integrity of original uses is largely preserved, with few commercial conversions.

Existing Land Use Analysis

Harrison Street: Lombard Street to Duck Creek

The land uses along Harrison Street between Lombard Street and Duck Creek are primarily low-density residential, with neighborhood commercial pockets at several intersections. This area, along with the Brady street corridor between Lombard and 29th Street, are the only primarily residential areas along the entire study corridor. Prior to the conversion of Harrison into a one-way street in the 1980's, Harrison was a residential collector street. This section of the corridor is lined with many historic homes of significant value, especially in the areas

Brady Street: Lombard Street to Duck Creek

This section of Brady Street was originally a two-way highway, the established route of Highway 61. Conversion to one-way north of Lombard Street occurred in the 1980s. The uses along the southern portion of this section closely resemble those along the parallel section of Harrison Street: well-maintained, historic, low density residential uses. As Brady Street passes Garfield Street and heads north towards Duck Creek, the uses on either side transition into older highway-oriented commercial uses. Many of these commercial properties are difficult to access, due to passing traffic speeds and the lack

of east-west connector streets between the one-ways. These commercial uses, with the access limitations and minimal off-street parking areas, are among the most stressed along the study corridors. However, their distinctive quality also presents the possibility of definition as a thematic business district.

Land Use Summary

- Primarily low density residential uses south of Garfield.
- Mixture of highway oriented commercial and neighborhood commercial properties between Garfield and Duck Creek greenway, many of which need reinvestment.

Issue Identification from Stakeholder Group Discussions

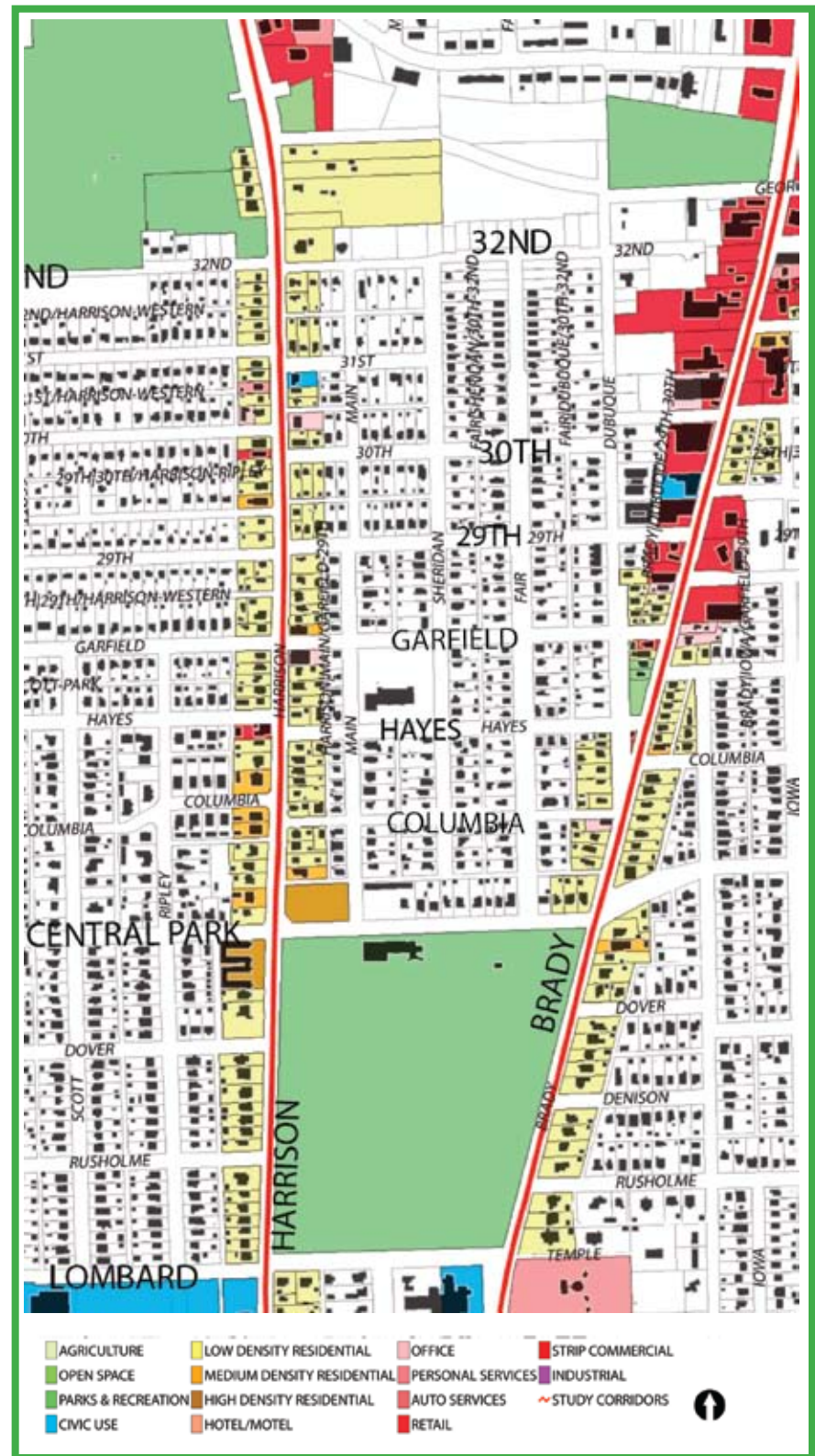
The stakeholder process summarized in the introduction defined the following general issues and observations about the Vander Veer to Duck Creek segment:

Brady Street: Vander Veer Park to Duck Creek Corridor

Appearance/Public Perception

- Most attractive part of corridor borders Vander Veer Park. Businesses north of 29th have a mix of uses, buildings, and signage. Old big box sites near Kimberly appear to be underutilized.
- Need to add green space to corridors

Existing Land Use, Vander Veer Park to Duck Creek



Business/Economic Issues:

- Shopper's preferences are for centers rather than strips.
- This segment includes a low-rent commercial district.
- Reinvestment and stabilization of area should be encouraged.

Traffic Circulation

- Perception that traffic accelerates through this area.
- Heavy accident area, with many rear-ends accidents caused by people turning into businesses.
- Poor access to businesses south of Duck Creek and no way to return for customers who miss their destination.
- Crossing this segment of Brady away from a traffic signal is very difficult.
- Access to Duck Creek trail in this segment should be improved.
- Long stretch without a stop light encourages speeding.
- Need to provide safer crossings for pedestrians.

Harrison: Vander Veer Park to Duck Creek

Appearance/Public Perception

- This is viewed as a stable residential area.
- St. Ambrose requires better pedestrian access to Vander Veer Park.

Markets

The core neighborhoods of the corridor includes stable residential uses influenced and stabilized by both the park environment and their intrinsic character. St. Ambrose University and Vander Veer Park both provide substantial amenity anchors for this segment. The older Brady Street corridor is relatively weak and poorly served, and requires significant upgrades and re-investment to remain competitive.

Implementation directions include:

- Using area institutions, such as St. Ambrose, as anchors for revitalization.
- Encouraging appropriate infill redevelopment at higher densities around the park, with senior housing as one logical option. Homes around Vander Veer Park will benefit from enhanced property value.
- Reinvesting in the upper Brady St commercial district to increase

quality, access, and convenience.

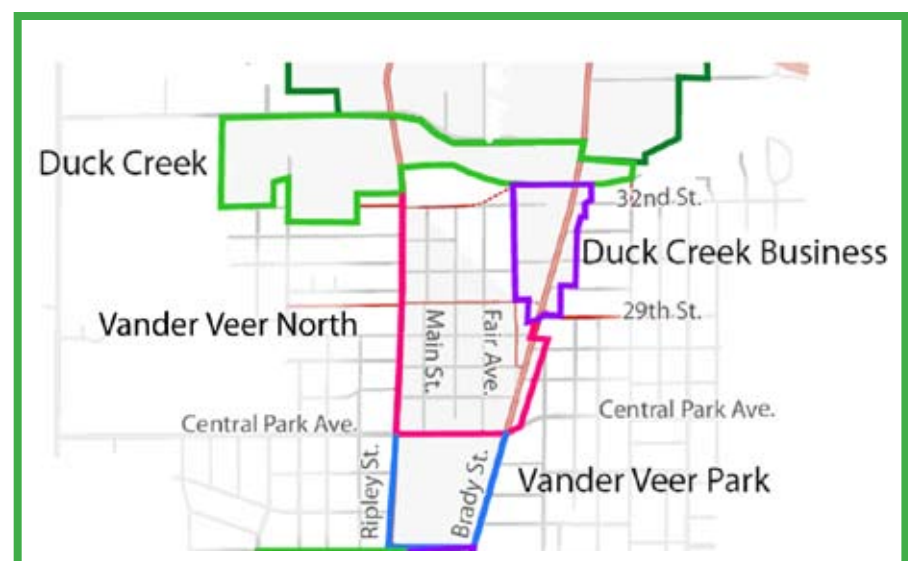
Project Concepts by Subdistrict

The Vander Veer Park to Duck Creek segment of the study corridor resolves itself into three subdistricts for project planning:

Vander Veer Park Environs, including the block frontages that face this central open space.

Vander Veer North, the largely residential precinct between the park and the Duck Creek greenway.

Duck Creek Business District, the older commercial corridor between Garfield Street and Duck Creek.



Vander Veer Environs

- Extend the north-south bikeway spine through park on existing pathways, crossing Central Park Avenue to Fair Avenue. (Map key 1)
- Through zoning and land use policy, protect single-family residential uses around the park. (Map key 2)
- Improve the Brady/Central Park intersection to enhance pedestrian access to Vander Veer Park. (Map key 3)



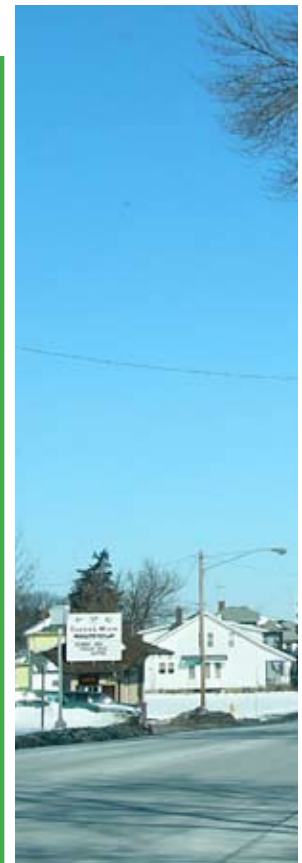
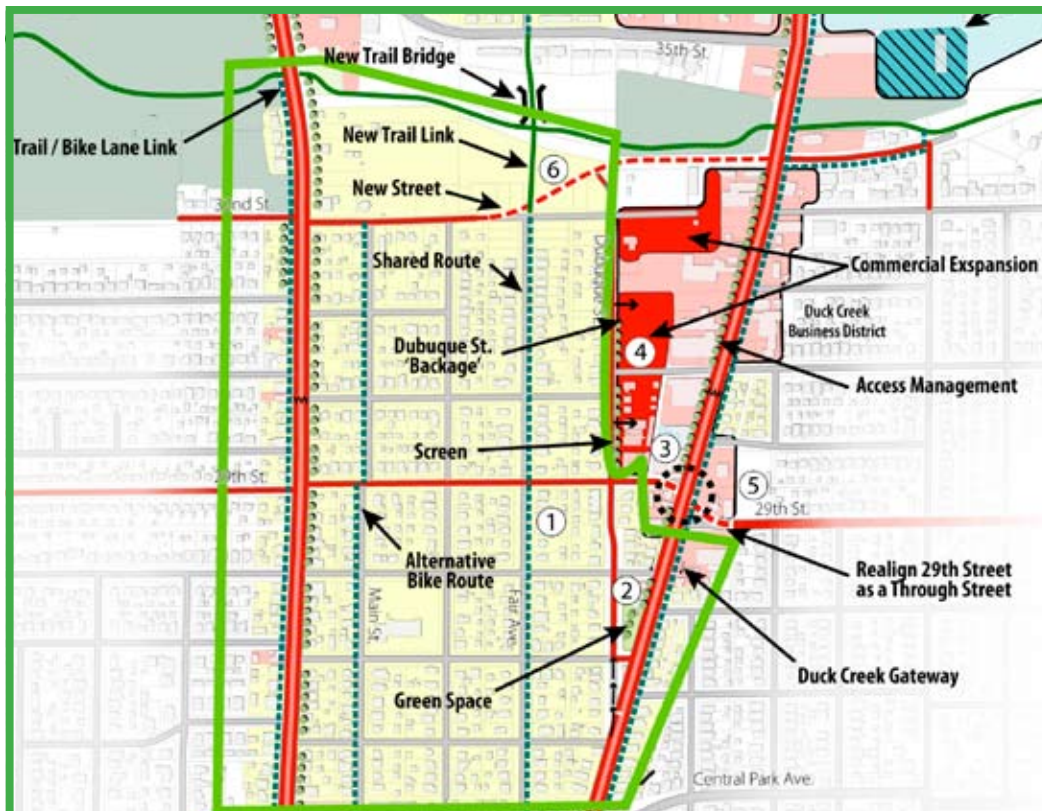
Vander Veer Environs Development Diagram



Vander Veer North/ Duck Creek Business District

- Extend north-south bicycle boulevard along Fair Street between the exit of Vander Veer Park north to 32nd Street. Extend the bicycle and pedestrian connection north on the Fair Street alignment via a multipurpose trail and a new bridge over Duck Creek. This alignment may require negotiation of an easement or right-of-way with a multi-family property. (Map key 1)
- Establish a gateway green at the intersection of Dubuque and Brady Streets, south of Coffee Hound. (Map key 2)
- Establish a marketing theme for an identifiable Duck Creek Business District, possibly as a 1950s/1960s business area. Incorporate building and sign rehabilitation (use of neon and LED lighting) to emphasize this theme. Improve street appearance and pedestrian connections along Brady Street. (Map key 3)
- Establish a SSMID within the Duck Creek Business District to support improvement costs and district promotions.
- Permit commercial expansion and development to Dubuque, establishing Dubuque Street as a rear access road and using landscaped screening to define the edge of the commercial district. (Map key 4)
- Realign 29th Street as a through street with a signalized intersection at Brady Street. (Map key 5)
- Realign 32nd Street as a continuous street to solve local residential and commercial access. (Map key 6)
- Improve and clarify the Harrison and Brady access points to the Duck Creek Trail. Enhance the Duck Creek bridges of these major corridors, using bridge and pedestrian-scale lighting, decorative railings, and identifying graphics.

Vander Veer North/Duck Creek Development Diagram





The Northpark Node and Surroundings

Duck Creek to 53rd Street

This segment includes Northpark Mall, Davenport's largest single retail concentration and the Kimberly Road intersections with the Brady/Harrison pair. This critical area, once the Quad Cities preeminent retail center, faces growing competition from other settings, including the 53rd Street area to the west and Bettendorf to the east. Its stabilization is an important part of the community agenda for the Brady/Harrison corridors.

Existing Land Use Analysis

Brady Street, the original route of Highway 61, continues from Duck Creek to (and past) Interstate 80 through this segment. North of Duck Creek, Harrison Street becomes Welcome Way and merges with Brady Street just south of 59th Street, a transition established in the 1980s when the entire Brady/Harrison corridor was redeveloped into a divided one-way system. A majority of the development along this half of the entire Brady/Harrison corridor serves the regional commercial marketplace. The style of development is much different than that of the corridor south of Duck Creek and consists of primarily larger lot commercial development including several strip commercial centers, big box retail development,

Northpark Mall, and many franchise establishments.

Brady Street: Duck Creek to 53rd Street

This section of Brady Street, from south to north, is undergoing a transition as obsolete, larger format retail establishments that are evolving to alternative uses, primarily service and office uses. The southern portion of this section contains a number of businesses that focus on serving the commercial needs of the surrounding neighborhoods. Beginning around Kimberly Road the commercial uses are more regionally focused, a trend that continues north to 53rd Street and beyond. This section has a number of vacant buildings and lots, as well as access made difficult by topography and the one-way circulation pair. This specific commercial land uses in this area are likely to continue to evolve as the land use transition continues.

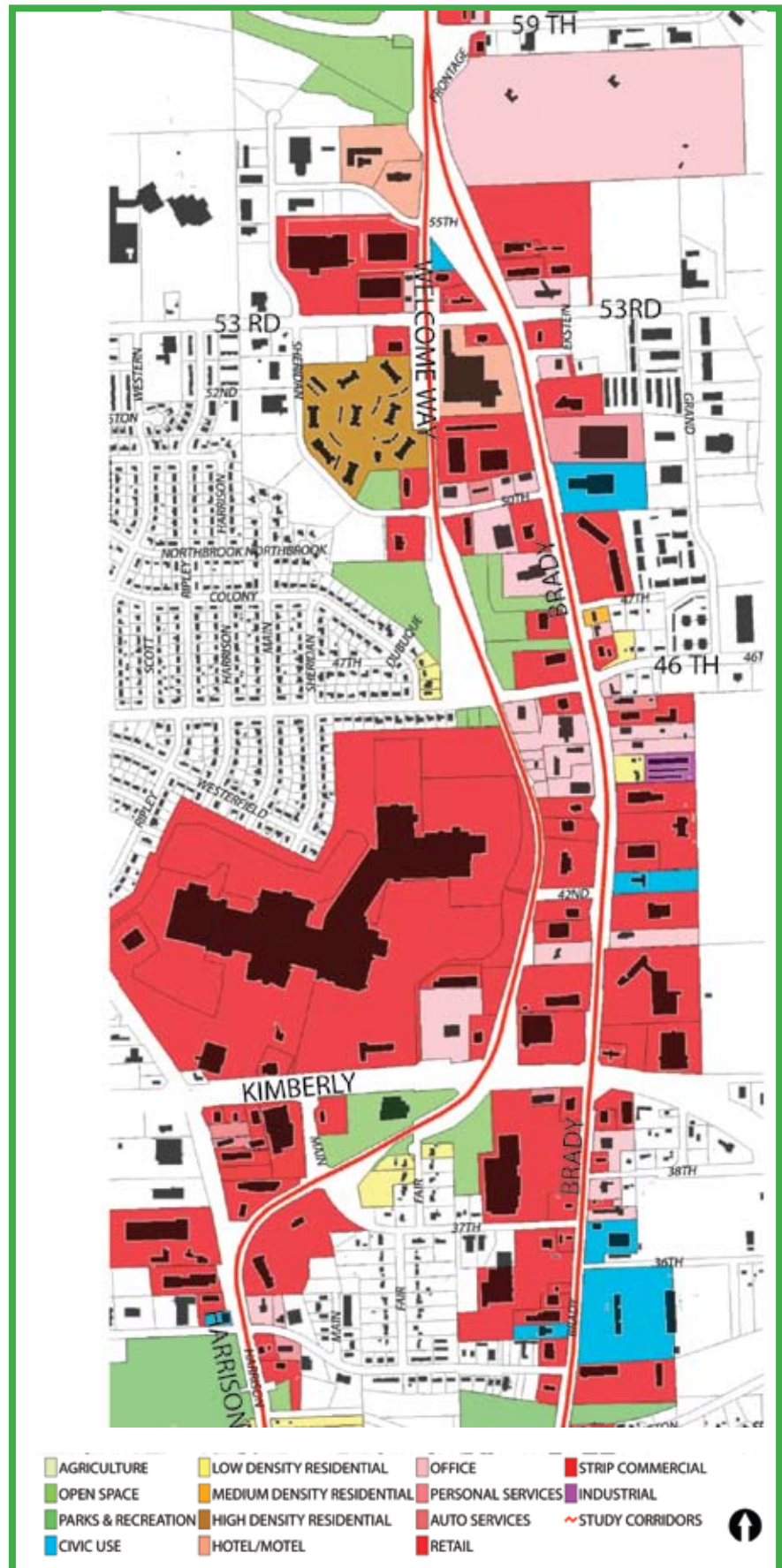
Land Use Summary

- Dominated by commercial uses, with neighborhood commercial transitioning to regional commercial as the corridor moves north.
- Transitions from larger format retail to office and service uses.

- Several large vacant properties but redevelopment is occurring with many recent commercial building permits.
- Significant opportunities for commercial redevelopment.

Harrison Street-Welcome Way: Duck Creek to 53rd Street

As Harrison Street crosses Duck Creek the land use pattern changes dramatically from low-density residential to regional commercial. The southbound corridor leaves the Harrison Street alignment, continuing along Welcome Way into the commercial area south of Kimberly Road. At that point Welcome Way forms the western branch of Highway 61 and continues north across Kimberly Road, past North Park Mall, merging with Brady Street between 53rd and 59th Streets. Nearly the entire length of Welcome Way is devoted to regional commercial development starting with car dealerships at the far southern end, transitioning through a major regional shopping mall and several hotels. The northern end of the section is anchored by a major big box retail center, a new high density residential development, and several hotels. The most significant use of land present on the corridor is Northpark Mall, located at the corner of Welcome Way and Kimberly. The mall is the largest commercial use on the entire corridor and a major regional draw, complemented by its surrounding commercial uses including the car dealerships to the



south and commercial developments along Kimberly Road.

Land Use Summary

- Mixture of large, regional commercial developments: car dealerships, North Park Mall, big box development.
- Newer high density residential development near 53rd & Welcome Way.
- Very limited vacancy.

Issue Identification from Stakeholder Group Discussions

The stakeholder process summarized in the introduction defined the following general issues and observations about the Vander Veer to Duck Creek segment:

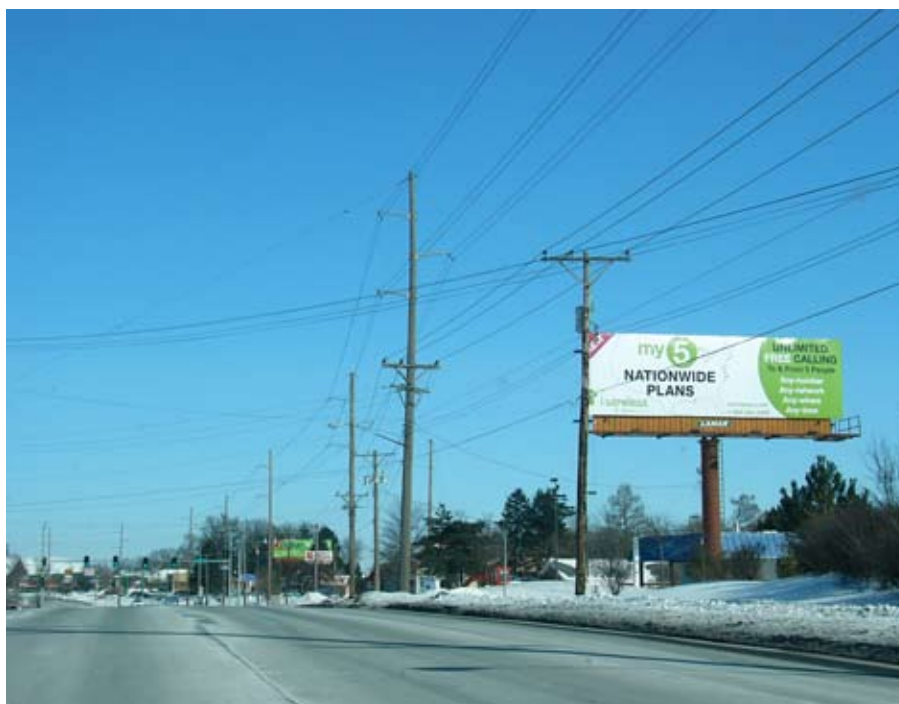
Brady: Duck Creek to Kimberly

Appearance/Public Perception

- Old big box sites near Kimberly appear to be underutilized.
- Need to add green space to corridors

Business/Economic Issues:

- Perceived decline of area tied to business development at Elmore, 53rd and I-74.
- Shopper's preferences are for centers rather than strips.
- Reinvestment and stabilization of area should be encouraged.
- Vacancy is an issue primarily for the Brady Street segment of these corridors.



Traffic Circulation

- Perception that traffic accelerates through this area.
- Crossing this segment of Brady away from a traffic signal is very difficult.
- Long stretch without a stop light encourages speeding.
- Need to provide safer crossings for pedestrians

Brady/Welcome Way: Kimberly to 53rd Street

Appearance/Public Perception

- Vacant buildings create very negative impression. Appears to be a dead zone, particularly negative as first impression of Davenport.
- Welcome Way is not very welcoming!

Business/Economic Issues

- Doubt that the corridor will ever

have the retail presence it once had. Inability to compete with 53rd/Elmore.

- Transition to office/service has been slow due to supply of competing office space available.
- 53rd/Elmore is characterized by Class "A" buildings. Brady offers Class "C-".
- Salvation Army and similar social agency reuse of buildings causes concerns for adjacent commercial uses.

Traffic/Circulation

- Access problems negatively affect area. Can see businesses but can't figure out how to get to them.
- Lack of directional signage.
- One-way frontage road systems limit access.
- Lack of street linkages at 46th Street.

Markets

The core retailing hub for Brady Harrison is anchored by Northpark Mall at Kimberly and Welcome Way. There are additional larger format store concentrations along Brady and Harrison, north and south of Kimberly Road. Store performance appears closely associated with proximity to the mall. Site assessments noted that several changes are expected in the tenant mix of stores along this corridor. For smaller commercial sites that are impacted by terrain and have a history in retail use, transitions to service and office uses are likely. North of Kimberly, retailing along Brady becomes more difficult as speeds along Brady increase and store visibility decreases due to variable terrain. As the mall continues to serve as a key anchor for this area, efforts to reposition, assemble, and redevelop adjacent retail sites for larger format stores will be critical in maintaining its long-term health.

Key implementation directions include:

- Development of a business improvement district from E 35th to E 53rd, to help fund streetscape, landscaping, and signage improvements.
- Identifying and encouraging redevelopment of parcels that can be assembled to create larger sites.



Project Concepts by Subdistrict

The Duck Creek to 53rd Street segment of the study corridor resolves itself into two subdistricts for project planning:

Duck Creek North, a transitional zone that marks the change from the smaller use scale south of the creek to major and in some cases

regional commercial uses to the north. This area also includes residential development along Fair Avenue before resolving into a largely commercial district along and north of Kimberly.

Northpark, incorporating the mall and surrounding development.

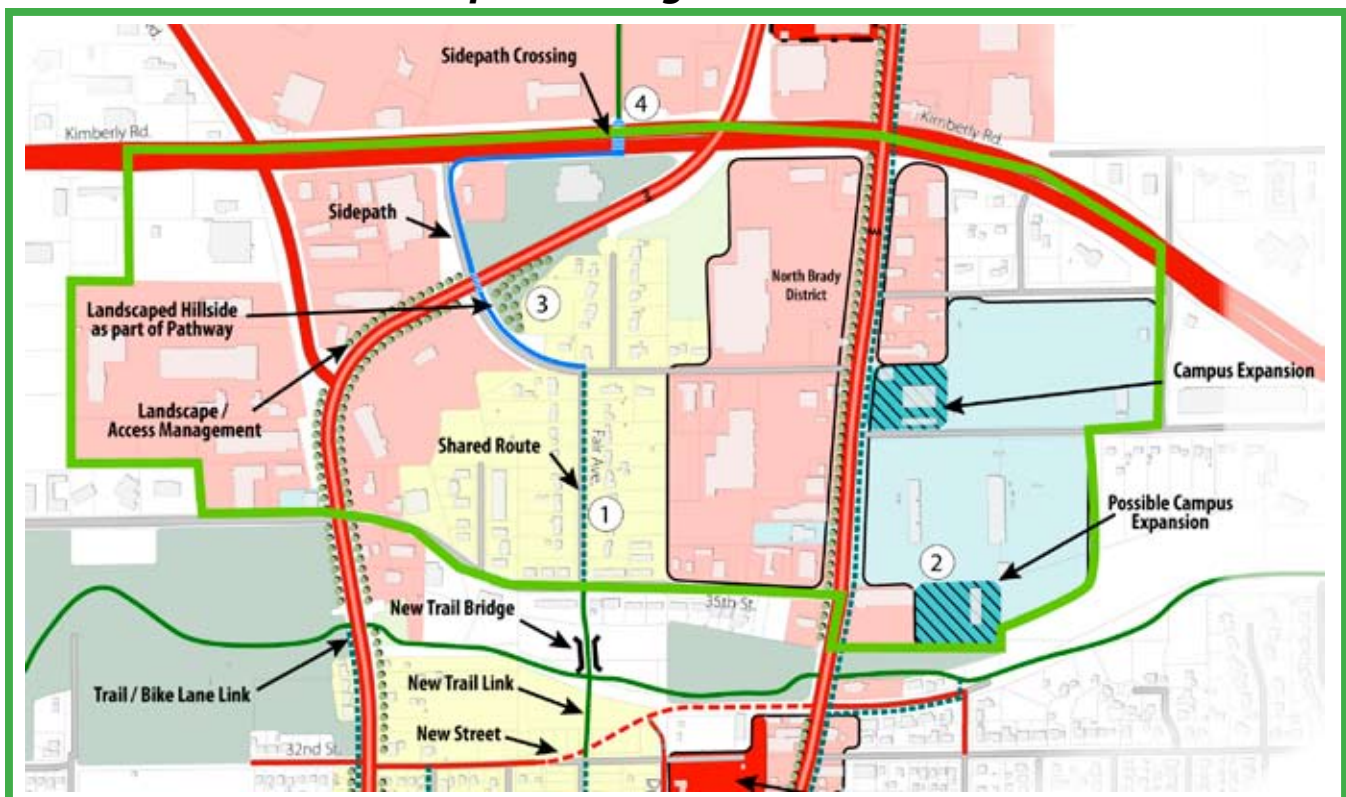


Duck Creek North

- Continue the north-south bicycle boulevard along Fair Avenue north of the Duck Creek greenway. Continue north and northeast along Main Street, providing access to Northpark Mall. (Map key 1)
- Expand school athletic fields as required. (Map key 2)
- Develop garden terraces on hillside at Main Street and Welcome Way. The hillside may include support features for bikeway users such as kiosks, benches, and restrooms. (Map key 3)
- Improve pedestrian and bicycle crossing at Northpark access drive. (Map key 4)



Duck Creek North Development Diagram

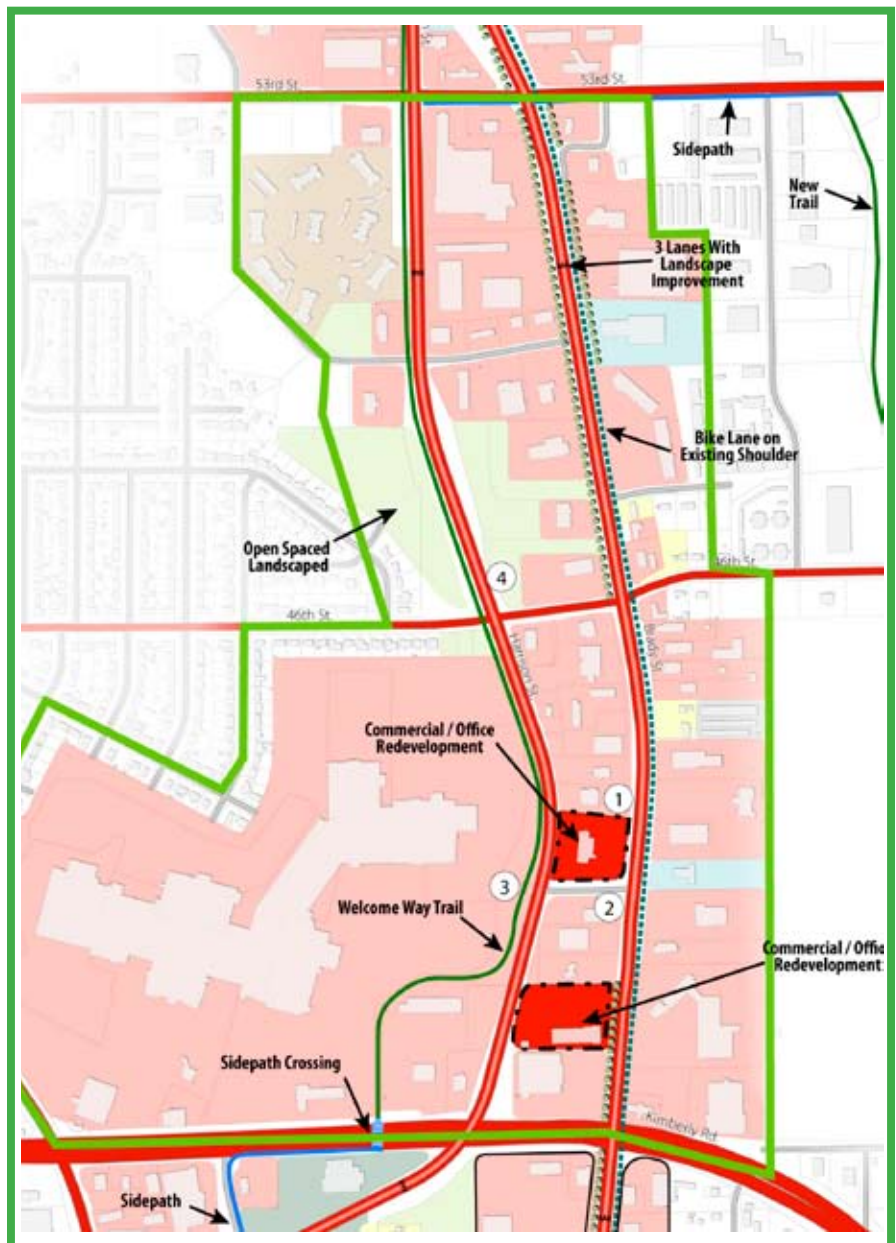


Northpark

- Reuse/redevelop major vacant sites between Kimberly and 46th Streets, using appropriate forms of financing assistance. Encourage parcel consolidation or cross-easements to provide access these sites from more than one direction. (Map key 1)
- Upgrade street environment of 42nd Street as a key entrance from the Brady corridor to the mall. (Map key 2)
- Continue bikeway as a sidepath along the mall drive and Welcome Way. (Map key 3)
- Landscape open spaces along slopes and ravines north of 46th Street. Develop urban design improvements with durable, low maintenance plants and hard-scape materials. (Map key 4)
- Note and provide special branding for an international restaurants district across Kimberly from Northpark Mall. Include special graphics and marketing features, and encourage restaurants to develop a cooperative promotional program.



Northpark Development Diagram



53rd Street to Interstate 80



The Gateway to Davenport

This segment, the northernmost part of the study area, remains a principal gateway to Davenport and includes both visitors services and a notable landmark, the large Davenport welcome sign between 53rd and 59th Street. While this segment is an important city entrance, the gateway event occurs relatively far south of the Interstate 80 interchange. An important overall role for this segment is to pull the visitor into the retail core of the corridor.

Existing Land Use Analysis

Brady and Welcome Way diverge at the Davenport welcome sign between 53rd and 59th Streets. The southbound, or Welcome Way segment, includes retail and visitor oriented uses and displays higher utilization than the outbound, Brady Street member of the pair. Land uses along Brady Street north of 59th Street include large lot commercial, older highway commercial sites, industrial, and a significant amount of open space. A new mass retail project (Menard's) is under construction on the northwest corner of 65th and Brady. On the other hand, the vacant southeast corner of the intersection is a critical redevelopment opportunity and should be a major public policy focus. Many of the industrial uses near

the Interstate are established enterprises that stabilize the corridor. Interstate hospitality service uses are surprisingly limited absent near the I-80 intersection. This section's land uses also suffer from difficult access due to limited intersection turning movements and a confusing frontage road system.

Land Use Summary

- Mixture of industrial, highway commercial, regional commercial and open space.
- Few vacancies, but vacant properties are very large.
- Limited intersection turning movements restrict access to adjacent land.

Issue Identification from Stakeholder Group Discussions

The stakeholder process summarized in the introduction defined the following general issues and observations about the Vander Veer to Duck Creek segment:

Brady: Kimberly to I-80

- Loss of big box retailers here.
- Priority on the reuse of the vacant cinema and motel site at 65th and Brady.

- Redesign of the 65th Street intersection for clearer access.
- Overall transition in this area from retail to office/service uses.
- Proposed relocation of Menards from current site to 65th and Brady.

Welcome Way: 59th Street divergence to Duck Creek

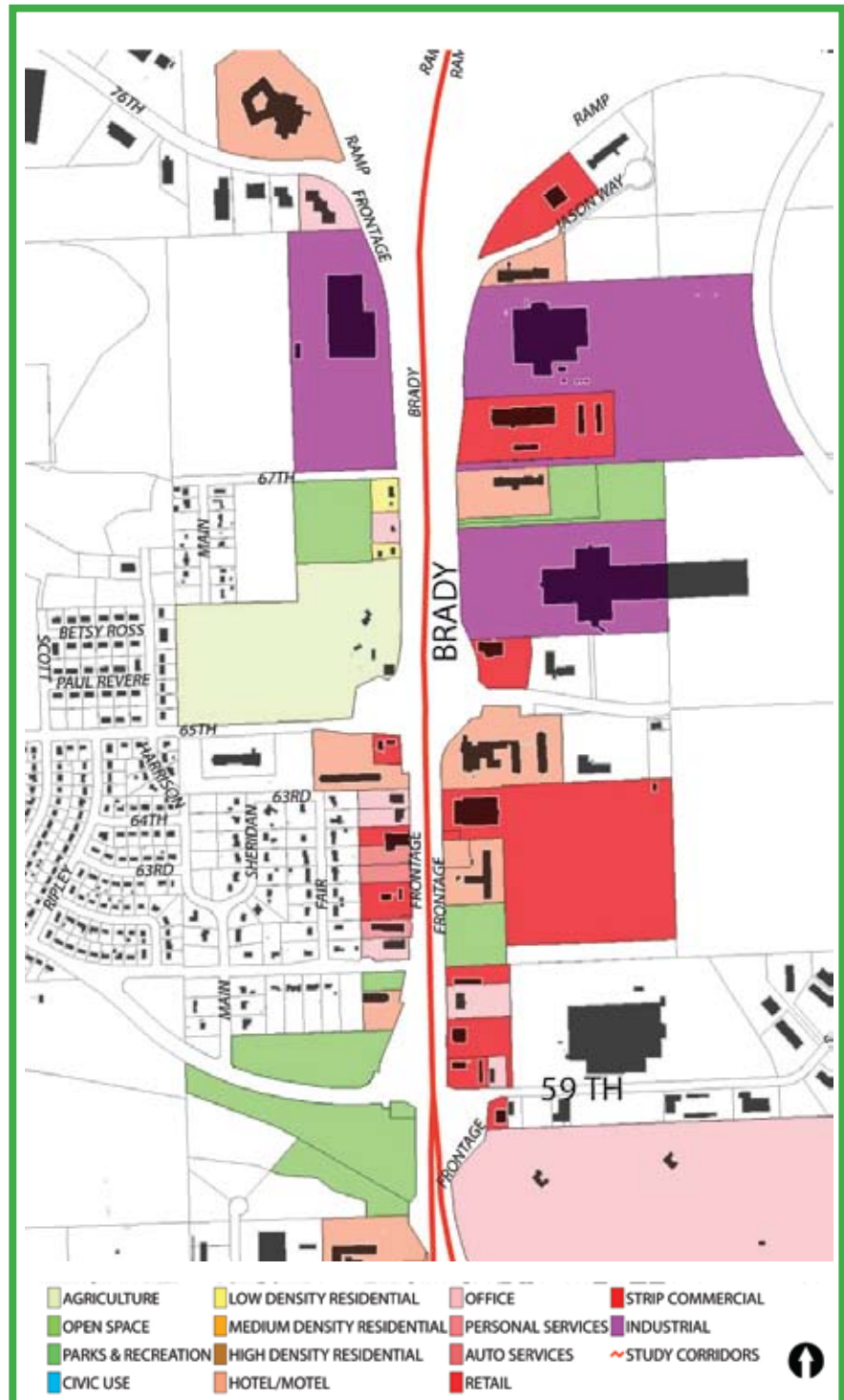
- Awkward traffic circulation in vicinity of Lujack's auto sales complex.
- Green space opportunities with floodplain acquisitions along Duck Creek.
- Sidewalk continuity.

Markets

Implications for this area focus initially on the old hotel and cinema sites on the southeast quadrant of 65th and Brady. This site is large, and offers a significant amount of paved surface parking. Reuse is initially affected by the complex intersection of East 65th and North Brady. The city is in the process of redesigning this intersection, a project that will greatly simplify access. The cinema and hotel sites are privately owned, and are located in a tax increment finance (TIF) district. Reuse concepts for the former cinema / hotel site include:

- Distribution/light industrial/ flex
- Highway oriented retail

Existing Land Use, 53rd Street to Interstate 80



- High density residential
- Large format destination big box retail

The majority of interstate oriented service activities are concentrated relatively far south of the I-80 / Welcome Way interchange. The lack of interstate service activities in closer proximity to the interstate is a notable gap. The frontage property to be redeveloped for commercial uses, with either higher density residential or retail / light industrial uses behind.

An industrial reuse of the 65th Street would be more difficult, only because industrial users are looking for sites that can be quickly put into productive use, and this site would require significant demolition. Industrially zoned land northwest of the I-80/ US 61 Interchange is an alternative for this type of use.

The role of the public sector in this case begins with the public investment in infrastructure and access improvements to the East 65th and North Brady intersection. Beyond that, given that the site remains in private ownership, the use of TIF or property tax abatement to facilitate redevelopment would also be typical. Because there are very few large parcels remaining along the corridor, public sector efforts that result in assemblage opportunities should be maximized. At minimum, the city or a related authority or development corporation should ap-

proach the property owner to start a dialogue.

Davenport Gateway Concepts

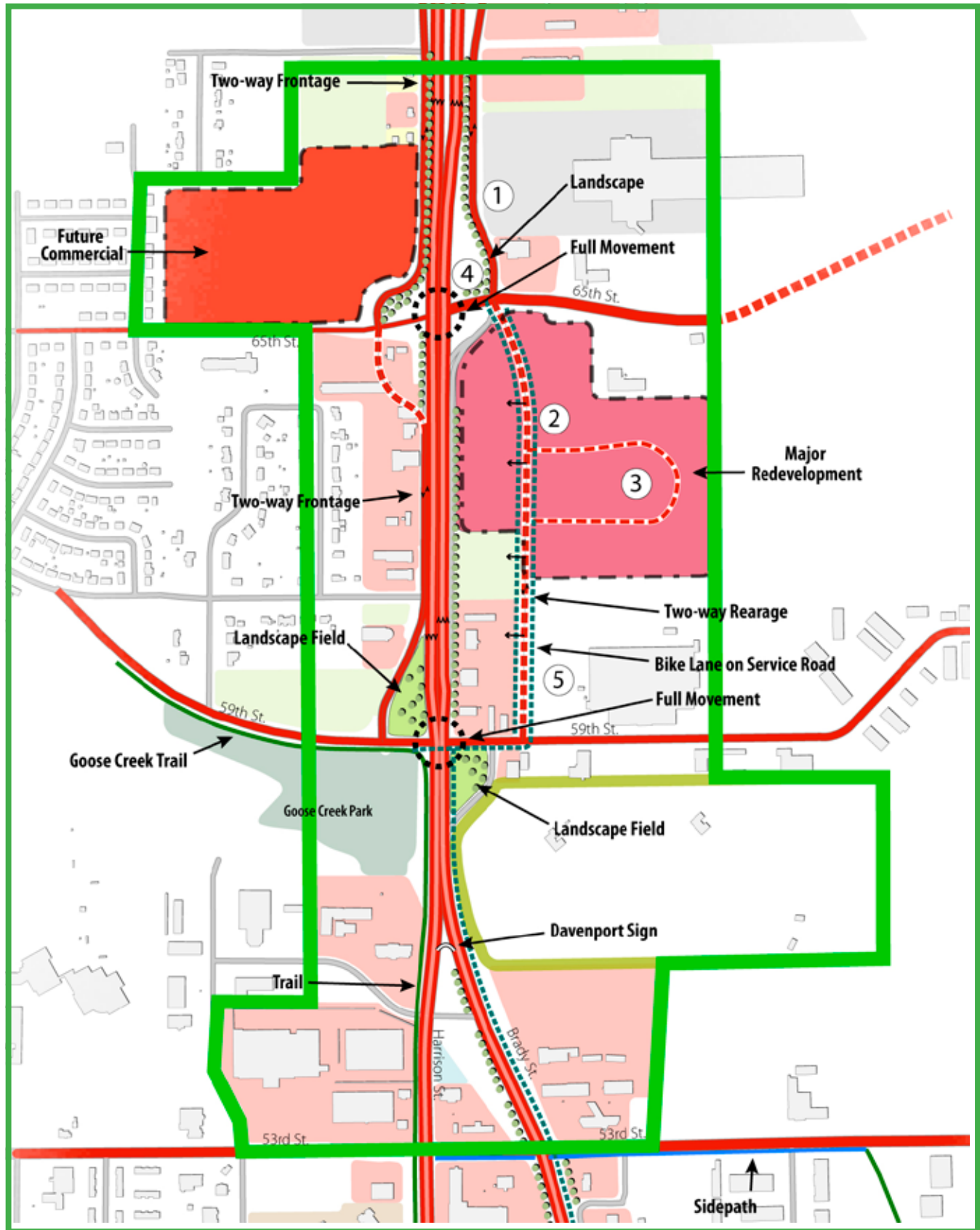
- Implement gateway improvement program, incorporating landscaping, public art, and graphics. Organize features as a progression designed to link travelers from I-80 to the Davenport welcome sign. (Map key 1)
- Provide improved service road system, with a two-way frontage road on west side of corridor between 59th Street and 65th Street. A new “backage” road on east side would provide better access to corridor development. (Map key 2)
- Place a priority on redevelopment of the 65th and Brady site. Major commercial/residential redevelopment poses a significant opportunity at this vacant former motel and cinema site. The plan should incorporate recommended access improvements and street continuity. (Map key 3)
- Improve landscaping at 65th Street and Brady and include other urban design elements to call attention to this intersection as a major arrival point and activity area. (Map key 4)
- Develop this component of the Brady Corridor as a complete street with bicycle lanes along a new rear access road to provide commuting opportunities to de-

veloping business parks and other parts of Davenport’s alternative transportation system.

- At Interstate 80, inform arriving motorists of their arrival in Davenport and provide information that suggests available retailing, services, and city attractions to the south.
- The Iowa Department of Transportation supports converting Brady/Harrison into Highway 61 Business Route, which would remove a significant amount of truck traffic, improve the downtown bridge crash situation, and keep maintenance a state responsibility. The city and business community should seriously consider the benefits of this approach. Business routes often suggest services to target customers, while avoiding unwanted or through traffic.



Davenport Gateway Development Diagram





Implementation

The Brady/Harrison Plan presents an ambitious, long-term program for the revitalization of the city's main gateway corridor. In some ways, this plan is a catalogue of possibilities, describing concepts that can be implemented over time as resources, interest, and opportunities develop. Yet, the plan includes fundamental priorities that should be put in place to assure that momentum continues. This discussion considers the general order of projects, and describes some of the funding methods available for implementation.

district and should act as the coordinating body for future joint efforts. It is also essential that the Partnership includes each type of stakeholder in the corridor, linking St. Ambrose and Palmer College to the business community in a common enterprise. The corridor partnership's responsibilities include joint marketing, branding, and development of annual programs for strategic accomplishments. The partnership will ultimately be charged with defining priorities and coordinating the overall implementation of the corridor concept.

Initial Steps

Organization and Branding

The first steps should begin with relatively low cost items, designed to build on the foundation of the corridor improvement program. These initial steps include:

- *Organizing a Brady/Harrison Partnership.* This partnership, which may be incorporated, is an overall organizing and cooperative body to encourage businesses, institutions, and property owners to think of the Brady/Harrison north-south corridors as a unified development district. The partnership board should include representatives of each sub-

The partnership structure should also promote development groups or organizations at the subdistrict level. For example, revitalization in the Hilltop urban district will require the creation of a local development corporation with specific responsibilities. This "federal" organization can provide the local control necessary to accomplish revitalization, while assuring coordination at the corridor level.

It is particularly important that the corridor partnership **retain a professional director** with the ability to organize and promote, and the expertise both to work with public agencies and to assemble development deals. Community develop-

ment experience makes one lesson very clear – groups managed only by volunteers with individual businesses to run rarely get beyond a few organizing meetings. A continuing, accountable management presence is critical, especially in a complex setting like the Brady/Harrison corridors, to implement a plan effectively.

- *Considering creation of Self-Supporting Municipal Improvement Districts.* SSMID's can be an important implementing device for the Partnership, providing funding sources that can be used for management, promotion, maintenance, and some capital development in the area. The creation of districts should be managed by the partnership and businesses within individual sub-districts. The most flexible organization would involve creation of an overall SSMID for the corridor, responsible for overall marketing and management, with individual subdistrict-based SSMID's can meet specific needs of local areas.

- *Implementing branding and graphics programs.* An initial low capital/high return effort for the corridor partnership is implementation of the identification and directional graphics programs, and preparation of marketing materials for distribution through the corridor. These materials should address business offerings, institutional presence, and community attractions, particularly those referenced in the directional graphics system. These low-capital programs can cement

public identification of the Brady/Harrison district, help the corridor channel visitors to all parts of the city, and strengthen the area's identity and distinctiveness. Changing the public image of the corridor from one of perceived retail decline and lack of safety to one of progress and growth helps create conditions that encourage renewed private investment.

The Public Environment

Initial changes in the public environment should be coordinated with the partnership. While the overall program involves substantial capital funding, the City should begin implementation in strategic ways that involve lower costs.

Roadway Changes. The reconfiguration of Brady and Harrison Streets creates a public realm that sustains development by managing traffic, reducing the barrier effects of the two streets, and introducing an improved streetscape and pedestrian environment. Because the recommended reconfiguration does not, for the most part, change existing curb lines, the city, collaborating with the corridor partnership, can take major steps at relatively low expense.

- *Reconfigure Brady and Harrison within the existing street channel.* The parking lane concept can be accomplished at very little capital expense throughout the corridor within existing curb lines by simply restriping the street with three

moving lanes and a parking lane. Pedestrian crossings should be strengthened at locations identified in the plan as well.

- *Complete a pilot capital project that fully realizes the street design concept.* The 3-lane/on-street parking street concept presented in this plan should be demonstrated at one or two locations through a significant capital project. Primary capital costs include curb line modifications for corner and mid-block nodes, street landscaping, new sidewalk construction, and lighting and streetscape enhancements. Potential sites for pilot project implementation are:

- The Duck Creek Business area along Brady Street from Vander Veer Park to the Duck Creek greenway. Work in this transitional zone between the historic areas south of the park and the auto-oriented environment to the north can be especially important to the district image. A project here should include access management to provide excellent access to adjacent businesses while minimizing the number of curb cuts and sidewalk interruptions.
- The Hilltop urban district, to support redevelopment activities in that strategic area.

Bicycle Route. The city has implemented the southern part of the "north-south bicycle boulevard" concept by adapting Main Street to shared use. This adaptation should

include, in addition to vertical signage, pavement markings such as sharrows, improved crossings at Main and Locust and Central Park and Fair, modifications of access through Vander Veer Park, and a short trail link to the Duck Creek Parkway trail. With implementation of this portion, the city should begin the funding process for extending the bikeway to Northpark Mall and ultimately to Goose Creek. This effort also includes negotiating an access easement from a new Duck Creek bridge to 35th Street.

Davenport Gateway. The re-imaging of North Brady Street from the I-80 interchange to the Davenport welcome sign is an important priority, designed to assist businesses, improve the investment and development climate, and induce visitors in search of services to continue into the city. As an initial step in implementing this plan, the City should develop a master plan for the segment, generally following the concepts contained in this plan for a progression of features, and assemble capital funding from local, federal (Transportation Enhancements), and charitable sources. Treating the segment as a large public art project opens the possibility of new funding sources and can provide a connection to the city's superb Figge Art Museum.

Key Intersection and Functional Improvements. Small investments, often in cooperation with adjacent institutions, can also provide large initial benefits in changing the char-

acter of the street corridors. Funding in some cases can use federal transportation safety funds as well as local sources. Specific initial focus projects include:

- The Palmer College pedestrian crossing north of the skywalk and a Palmer Gateway at Palmer Street and Brady, in conjunction with Palmer College.
- The 12th Street modification and crossing to the tennis courts, in partnership with Davenport Community Schools.
- The Lombard and Harrison pedestrian crossing and scramble cycle providing access to Vander Veer Park, in coordination with St. Ambrose University.
- The Duck Creek Trail entrance, from Brady Street to the trail at 32nd Street.

Strategic Redevelopment Areas

The plan identifies a variety of potential redevelopment areas and specific sites for new development. In some ways, redevelopment is opportunistic, and the city must have the ability to respond to individual projects as they arise. However, two areas are of special importance: the Hilltop district and the 65th and Brady (motel and cinema) site.

Hilltop. This major development opportunity should produce a new signature district that improves the St. Ambrose environment and, in

turn, uses St. Ambrose as an anchor for urban reinvestment. It should be identified as a priority redevelopment focus for the City of Davenport and stakeholders, including the city, university, neighborhoods, school district, and private sector, should mobilize to complete the redevelopment program. Major initial actions should include:

- Completion of the Harrison Street segment between 14th and Locust Street as a pilot for the corridor redesign program, as discussed above.
- Acquisition and redevelopment of the Ripley Street block faces between 15th and Locust for new, owner-occupied urban housing. This project establishes a development perimeter around the Hilltop business district and promotes future phase development of the east-west blocks between Harrison and Ripley. Institutions such as St. Louis University and Drake University have been very successful at encouraging new housing development in similarly challenged environments. St. Ambrose may participate by becoming a housing development partner or spinning off a development corporation to execute the project. It should in any case offer assistance to faculty and staff who purchase homes in the new development. The city should construct supporting public improvements to complete this urban residential street. The city and St. Ambrose should cooperate as well to redesign the Ripley

and Locust intersection as a campus gateway and link between the Hilltop district and the Ripley campus street north of Locust.

- Rehabilitation and adaptive reuse assistance for Harrison Street buildings. Preservation and adaptation of existing “main street” buildings, some of which are historically important, is the cornerstone of the Hilltop urban district strategy. Davenport’s Office of Economic Development has a wide variety of programs that can, in theory, assist property owners and developers in this effort. These include:

- Urban Revitalization Tax Exemption program (URTE), providing an exemption on increased taxes created by added value of improvements
- Tax increment financing (TIF), using the added tax revenues created by a redevelopment project to fund project-related or area wide improvements.
- Commercial Property Preservation Loan Program (CPPL), providing short-term loans for exterior improvements.

To date, though, these programs have had little use in the Hilltop district. There are several explanations for this:



New housing near Saint Louis University.

- *Property owners have not seen an economic benefit in taking on the added cost of building rehabilitation, even under favorable terms.* Such projects, even at low interest, do not translate to increased rents or business revenues.
- *The subsidies provided by existing programs may not be deep enough to begin the revitalization process.* In emerging redevelopment areas, initial projects must be highly subsidized; when reinvestment acquires momentum and the market improves, the need for subsidy decreases. The process is analogous to moving a train: it takes a large amount of energy to move the train from rest, but much less energy to sustain it once it is in motion.
- *Outside of downtown, Davenport’s existing programs are not readily applicable to residential or mixed commercial/residential reuse programs.* Yet, such programs are central to a Hilltop revitalization effort.
- *Davenport has a wealth of creatively designed and thoughtful economic development programs.* However, the number of these programs can be confusing to small property owners and developers, who are seeking clarity and a single development package.

The city can address these issues by:

- *Completing the Ripley Street development program, desirably in partnership with St. Ambrose.* This

creates the economic momentum necessary to encourage private market reinvestment in Harrison Street properties.

- *Completing public realm improvements along Harrison Street*
- *Redesigning or restructuring of programs to provide easily understandable and economically adequate assistance to commercial and commercial/residential reuse projects.* In effect, this means viewing Hilltop (and possibly similar business areas around the city) as small “downtowns,” and applying the same financing approach to these neighborhood business districts. TIF, for example, should be applicable to residential/commercial adaptive reuse projects, and perhaps to straight residential projects, in key designated mixed use redevelopment areas. Programs should be packaged into unified approaches to provide the gap financing necessary to make developments feasible.

This program redesign would represent a substantial policy change for Davenport by:

- Applying tax increment financing more generally to areas that need revitalization or reinvestment, rather than allocating TIF to specific types of uses. For example, in the Brady/Harrison corridor, TIF should be available to finance desirable retail, commercial/resi-

dential mixed use projects, or residential projects consistent with the concepts of this plan. This kind of flexibility is available in Downtown projects and should extend to mixed use corridors. It is important to recognize that these projects, like more conventional employment generators, also represent economic development. The City of Des Moines has taken this approach, with the recent designation of the Beavertdale Neighborhood Business District as a TIF district.

- Combining “categorical” programs into initiatives that evaluate financing needs and gaps in projects. Project assistance should be flexible and applied to financing gaps, based on the yields of specific projects. In other words, flexible financing should be extended into redevelopment target areas, and should provide decision makers with the ability to evaluate overall project needs. This also assists potential developers by simplifying development deals and applications, rather than having to assemble funding from several different programs. In this concept, funds are allocated to project assistance in the Brady/Harrison target area, rather than to restricted programs.

65th and Brady. This 30-acre site is a highly visible problem and a ma-

JOR development opportunity at the north entrance to Davenport. The city and property owners should cooperate to promote redevelopment of the site by:

- *Establishing a master plan for its reuse, including a range of desirable uses and development and design guidelines for the site.* This is necessary to produce a comprehensive approach to the site, and discourage an opportunistic sale or parceling of the land.
- *Developing a program of incentives that the city can offer.* These may include site demolition and preparation and service road and circulation improvements. TIF is a likely use of funds for these steps. However, programs may need adaptation, depending on the specific nature of development proposals.
- Advertising for comprehensive development proposals from credible developers.
- *Selecting a developer that best satisfies market considerations and a development master plan.*

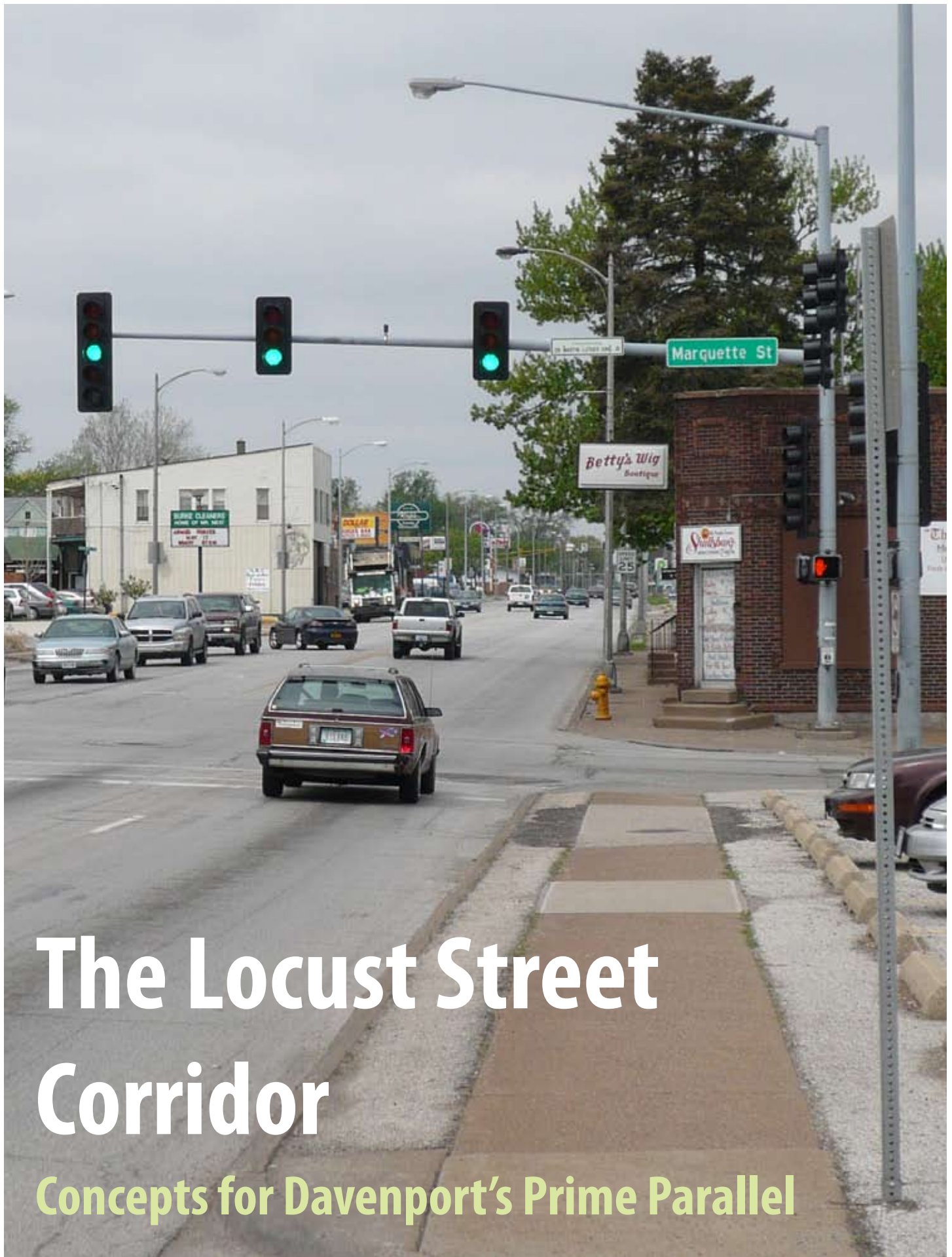
This concept involves an unusual partnership of city government, existing property owners, and the Brady/Harrison Corridor Partnership. It can help assure that this major opportunity is used to full advantage and that a highly visible symbol of disinvestment converts to a highly visible asset in the gateway environment.

Ongoing Corridor Revitalization

The previous discussion presents initial steps that can begin a self-sustained private market response along the Brady/Harrison corridors. The overall development program envisioned by this plan goes well beyond these initial steps, however. In order to sustain development and complete the plan, the following actions should be taken:

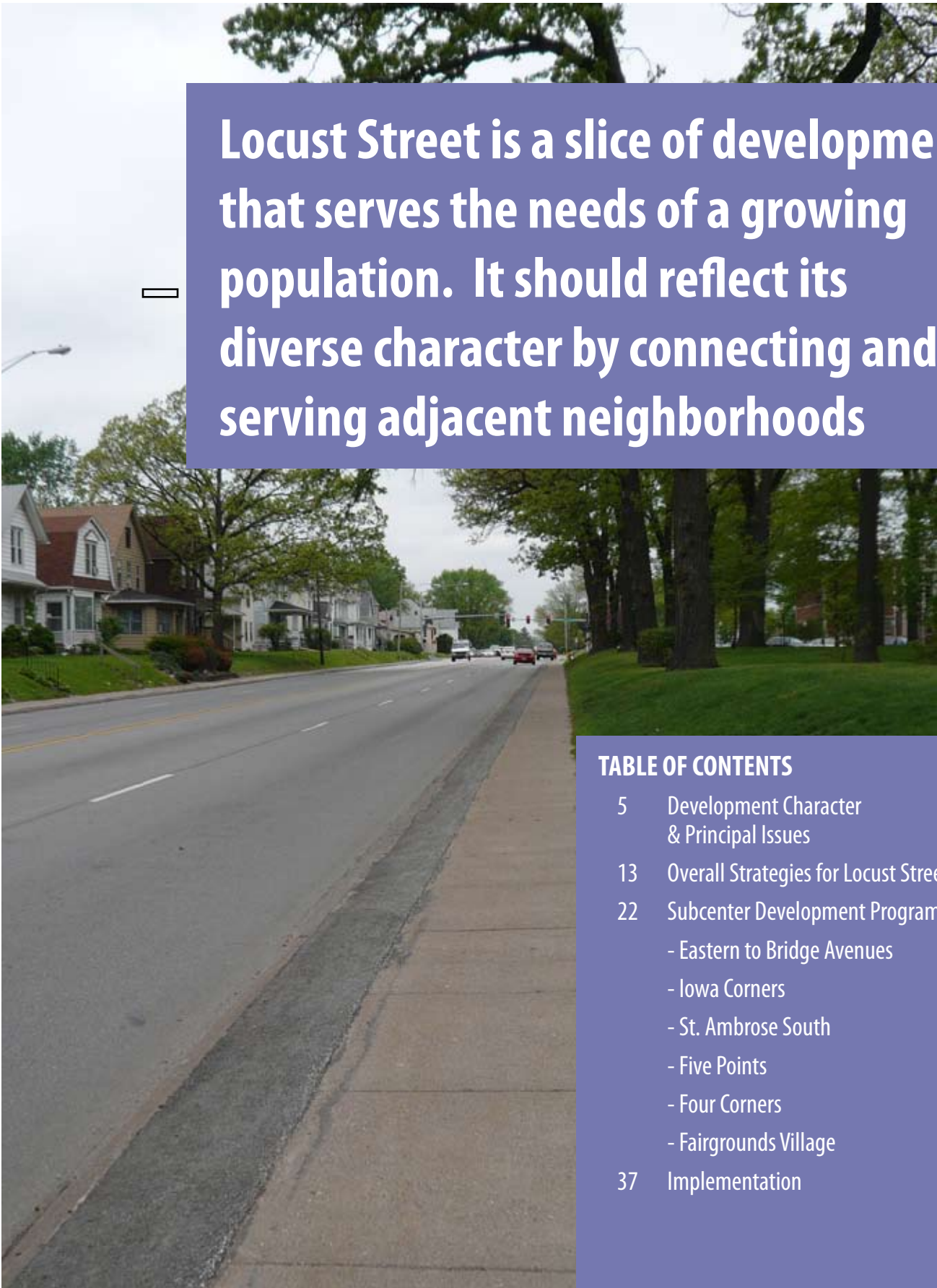
- Assuming successful completion of the initial street reconfiguration and pilot projects, predictable, execution of the Brady/Harrison complete street conversion, using phased financing from federal and local sources.
- Completing alternative transportation improvements for pedestrian, bicycle, and public transportation improvements.
- Reviewing and modifying the structure of existing city economic development programs, with redesign or consolidation to apply to the needs of the Brady/Harrison and other traditional mixed use corridors. These should be designed to provide financing appropriate to the redevelopment projects proposed by this study, as well as other projects that emerge.
- Providing ongoing funding for corridor improvements and enhancements through devices such as TIF and SSMID's. Sequencing of improvements should be accomplished through continuing collaboration between the city and the Corridor Partnership.
- Scheduling of other capital improvements, such as local street reconfiguration, through Davenport's capital budget.





The Locust Street Corridor

Concepts for Davenport's Prime Parallel



Locust Street is a slice of development that serves the needs of a growing population. It should reflect its diverse character by connecting and serving adjacent neighborhoods

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Locust Street is Davenport's "prime parallel" – the only ordinal street that runs continuously from the east to west corporate limit, connecting Interstate 74 and Interstate 280. Such notable places as Duck Creek Park, St. Ambrose University, Five Points, the Mississippi Valley Fairgrounds, and West High School are located along the street, and other major destinations such as the Village of East Davenport, Palmer College, Vander Veer Park, and the Davenport YMCA are nearby. The intersection of Locust and the north-south Brady/Harrison/Main corridors, discussed in Section One of this report, is a key transportation crossroads and activity and civic node for the entire city.

The study corridor, encompassing over seven miles, serves a variety of urban environments along its way. These include major parks, residential neighborhoods, public schools, a university district, free-standing and clustered commercial development, neighborhood business districts, and undeveloped areas in transition. The cross-section of the city that Locust Street provides is different from that offered by the Brady/Harrison corridors – less a layering of eras of development from the river to the Interstate, more a slice of development that serves the specific needs of a growing urban population. Consequently, Locust Street, with its local service character, has been less vulnerable to regional changes in retailing, consumer trends, and transportation than Brady/Harrison. Strategies for Locust Street should reflect the very diverse nature of the corridor and its primary emphasis on both connecting and serving adjacent neighborhoods.

Despite the continued and relatively stable local service role of Locust Street, changes and opportunities in the urban environment can help direct future approaches to the corridor. These include:

- *Commercial development along Interstate 74.* While the largest concentration of contemporary retail development has occurred at the 53rd Street and I-74 interchange, the area east of the Kimberly Road intersection is a significant community commercial focus. The corridor along I-74 and served locally by Kimberly and Elmore Roads absorbs much of the east side's (and indeed city's) demand for commercial services, and continues to generate significant traffic along Locust Street.
- *Growth of St. Ambrose University.* As the St. Ambrose campus develops and fills out its core campus between Harrison, Gaines, Locust, and Lombard, surrounding blocks

and street frontages begin to experience movement toward campus related uses. Some are positive, but others, such as the conversion of single-family houses, are not and can produce deterioration of structures and neighborhood fabric. However, properly managed land use changes in surrounding areas can be very beneficial. The potential for revitalization of the Hilltop area was discussed in Part One of this plan. Reinvestment can also strengthen the Locust Street frontage opposite the campus.

- *The strategic importance of the Locust and Brady/Harrison crossroads.* This busy district, the intersection of the city's traditional north-south and east-west trafficways, serves two educational institutions and several neighborhoods, and relates to both Vander Veer Park to the north and Downtown to the south. As a point of maximum community access, this node is experiencing both new development and an opportunity to upgrade earlier development with more intensive, mixed uses.

- *Evolution of traditional neighborhood commercial patterns.* Some parts of the Locust corridor, most notably the five blocks from Marquette to Five Points and the Iowa Street intersection display at least vestiges of a traditional main street or four corners commercial development pattern. The Five Points area is in transition, as older commercial properties face pressures from both surrounding civic uses and contem-

porary commercial redevelopment. Policies that successfully mediate these pressures can produce stronger, more economically viable neighborhood service districts.

- *Obsolescence of first-wave strip centers.* Strip centers across from the Mississippi Valley Fairgrounds between Lincoln and Clark are disengaged from the street and have seen their market either stagnate because of slow growth in adjacent neighborhoods or shrink because of newer competition. Some of this space has converted to productive non-retail uses, and these large sites provide land resources for new forms of urban development.

- *Future west side growth.* Davenport's comprehensive plan identifies the west side of the city as a significant future growth area. This area is served by the Locust Street interchange with I-280, which has generated some significant indus-

trial development. Future residential development in this sector creates opportunities for more urban parts of the Locust corridor to the east.

The Scope of the Locust Corridor Study Area

The Locust study area extends from the Kimberly Road intersection on the east to Emeis Park on the west. It is not meant to present a development plan for open land areas between the park and I-280, although future growth in this area can generate markets for investment in the built-up part of the corridor. The nature of development in the study area suggests a focus on individual sub-districts or nodes along the street, generally separated by stable residential frontages.





Development Character and Principal Issues

Like the Brady/Harrison corridors, the Locust Street corridor links a variety of urban environments. However, unlike Brady/Harrison, which as US Highway 61 was once the primary north-south highway corridor through the city and remains the principal link between Downtown and I-80, Locust is basically a local arterial. As such, it presents a series of commercial or institutional nodes, separated by residential development. This section summarizes the land use and development character of the corridor. It also discusses key issues, based on participation by stakeholders during the planning process.

The Locust Corridor: Development Character

This discussion summarizes the nature of land use and development patterns along Locust Street, proceeding from east at Kimberly Road to west at Wisconsin Street.

Kimberly Road to Iowa Chicago & Eastern Overpass. The principal land use of the eastern part of the corridor is single-family residential in excellent condition, with some two multi-family developments, the largest of which is Carriage Club Condominiums south of Duck Creek

Park. The park with its golf course, one of the city's great open spaces, defines the north side of Locust between Kimberly and Fernwood Avenue.

Overpass to Bridge Avenue intersection. This segment includes a mix of free-standing but small-scale commercial uses, older houses typically oriented to intersecting residential streets, office, and civic uses. The largest single use here is the Washington Elementary/Sudlow Intermediate School campus, on the north side of Locust between Eastern and Esplanade Avenues. Despite its nominally mixed-used character, this segment presents a difficult environment for pedestrians, with small parking lots along much of the street frontage. While commercial uses are distributed throughout this segment, they cluster at Bridge Avenue and, to a lesser degree, Eastern Avenue intersections. These clusters provide potential focuses for public realm and business enhancements.

Bridge to Farnam Avenues. The street environment returns to urban residential use through this area. Typical structures here are two-story, single-family houses in a variety of styles, dating from the early twentieth century. Some of these



Contexts of Locust

houses are imposing, historic buildings, establishing the traditional character of this residential avenue. Intersecting streets are also solidly residential in use.

Farnam Avenue to Brady Street.

This segment includes the Locust and Iowa intersection, an active traditional neighborhood business cluster that combines two-story (retail below, apartments above), gable-roofed, frame commercial buildings with one- and two-story masonry commercial and civic structures, and a free-standing supermarket. This urban intersection is a vital commercial environment and an important asset to its surrounding area. It also presents a major opportunity for additional investment in business and public environment improvements. Two short residential blocks separate the Iowa Street commercial cluster from the busy Brady Street intersection, which includes a new, free-standing Walgreen's on the southeast corner, and Madison Elementary School to the northeast.

Midtown Crossroads, Brady to Harrison.

This strategic segment, also discussed as part of the Brady/Harrison Plan, includes large- and small-scale offices, restaurants and other commercial development, and the Young Intermediate School campus. These blocks are bisected by north-south Main Street, an historic residential and institutional axis that connects Downtown to Vander Veer Park.

St. Ambrose District, Harrison to Gaines Street.

The first block of this segment, from Harrison to Ripley, is related to Harrison Street's commercial environment, including the Hilltop business district. Hilltop is a priority strategy area, with detailed concepts presented in the Brady/Harrison Plan. Future St. Ambrose campus development may extend the campus perimeter to Harrison Street between Locust and Lombard Streets. The campus fronts the entire north side of Locust between Ripley and Gaines. However, the south side of the street, lined largely by deteriorating houses converted to multi-family rental use, represents a significant redevelopment opportunity.

Gaines to Lillie Avenue.

This street segment includes well-maintained single-family houses, some with distinctive designs, characterized by the strong street orientation of a traditional residential avenue. One small service commercial use is located at the Warren Street intersection.

Lillie Avenue to Davie Street.

Five Points. This five-block segment is the traditional commercial and neighborhood service core of the Locust Street corridor. It combines older commercial buildings developed along the property line with contemporary structures set back behind parking lots. This has produced an uneven street environment that in many cases does not accommodate pedestrians well.



The street environment is important to the successful functioning of business districts, and stakeholders consider this to be an important issue along Locust Street.

The district is distinguished by several signature establishments that feature a long association with the Davenport community. The Five Points intersection, at Locust Street's intersection with Division Street and the diagonal Hickory Grove Road, has experienced significant recent redevelopment, including two new free-standing "box" pharmacies and a new multi-tenant commercial structure. Other significant recent development includes a new bank and commercial building on the north side of the street east of Washington Street, and a commercial strip on the southeast corner at Taylor. This commercial segment is reinforced by surrounding features and institutions, including the west campus of Genesis Medical Center three blocks north between Marquette and Washington Streets, and Holy Family Church and School. In addition, Washington Street to the south, a traditional mixed use street, is emerging as an urban district, a Westside counterpoint to the Village of East Davenport. This segment of Locust Street represents a major fo-

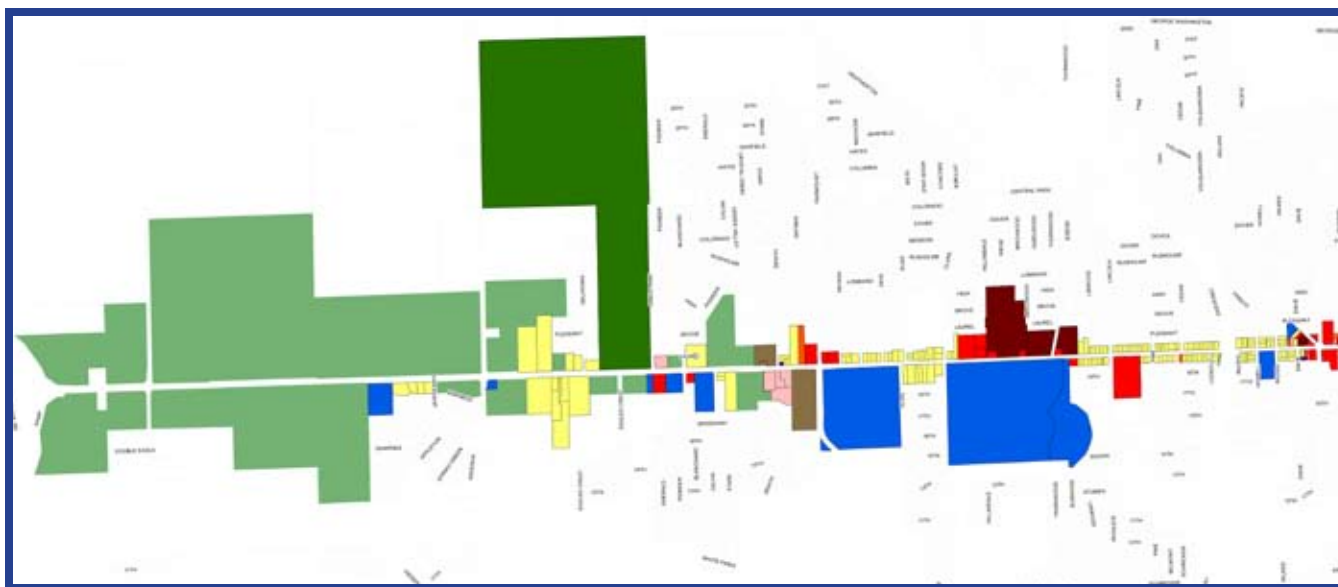
cus for attention as it continues and strengthens its vital neighborhood service role in the future.

Davie to Lincoln Street. Here, the street again reverts to a residential character, defined by single-story, relatively small, and extremely well-maintained houses. The segment's primary commercial use is a recently developed Hy-Vee supermarket on the southeast corner of Locust and Lincoln.

Fairgrounds Segment, Lincoln to Fairmount. The south side of this important segment is dominated by the Mississippi Valley Fairgrounds and the West High School campus. The high school campus also includes the West Family YMCA. The north side of the street includes large but older commercial centers, covering most of the frontage between Linwood and Clark. These conventional centers are separated from the street by large parking lots, and include pad sites along the street frontage. To a significant degree, their markets have moved to

newer facilities such as the Hy-Vee at Lincoln Street or the box pharmacies at Five Points. As a result, space in the largest of these centers has converted to other, non-residential use, including education and child care. These large sites, across Locust Street from major activity centers (the Fairgrounds, high school, and Y), provide substantial opportunities for reuse and new, more street-oriented contemporary development.

Fairmount to Wisconsin. This segment includes the western extent of Davenport's current urban residential development. Uses along Locust include convenience commercial; mobile home, single-family, and contemporary multi-family residential, and Emeis Park. Some single-family development toward Wisconsin Avenue is situated on large lots.



Existing Land Use, Locust Corridor



Issue Areas

Issue areas identified during the public process can be placed in the following categories:

- **Interchange/Westside Development**
- **Fairgrounds**
- **Growth Strategies**
- **Business Development**

- **Street and Sidewalks**
- **Urban Quality**
- **Traffic**
- **Zoning**

Interchange/Westside Development

Although the Davenport comprehensive plan identifies the west side as a principal growth area, stakeholders perceive that its development has lagged behind other parts of the city. A lack of substantial residential growth to the west limits the commercial market along western segments of Locust, evidenced by reduced occupancy in shopping centers between Linwood and Clark. Suggestions to accelerate westside growth included:

- Identifying and attracting a significant regional destination to the interchange area.
- Providing economic incentives for development to the west.

- Expanding urban infrastructure to the west growth corridor.

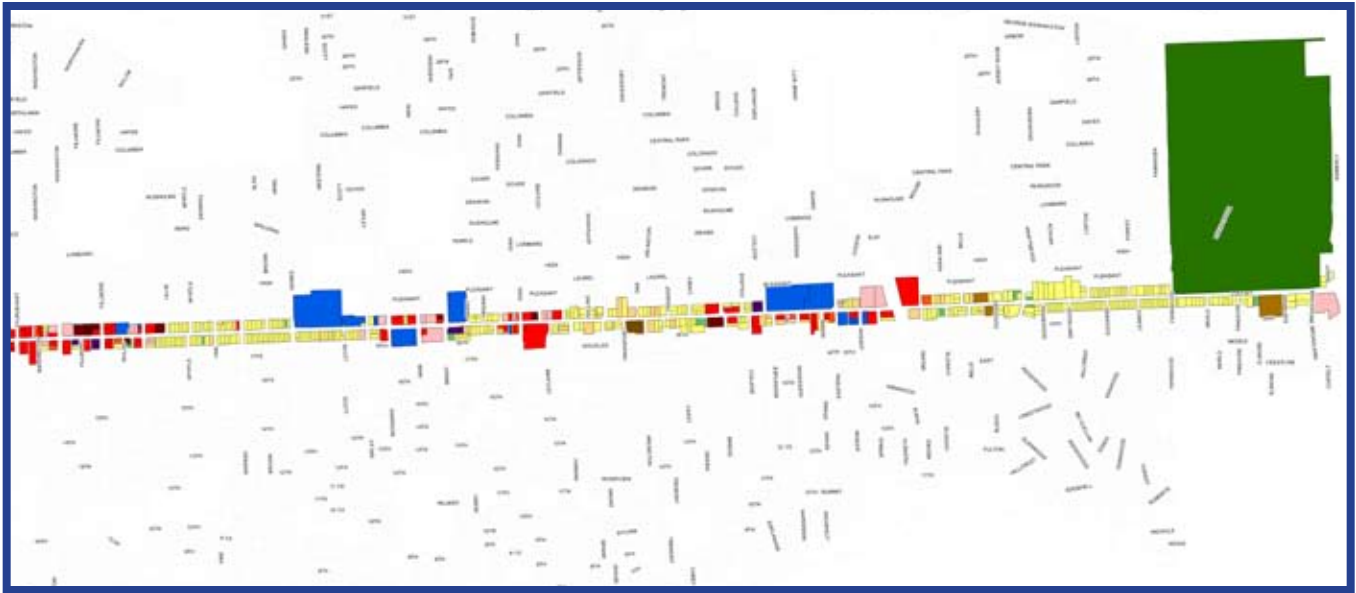
Fairgrounds

The Scott County Fairgrounds is an important resource that could act as a stronger westside attraction. Stakeholders cited its high utilization rate for events and activities. Suggestions and observations that could help the Fairgrounds satisfy this potential more effectively include:

- Limiting noise and other external effects from auto racing.
- Improving facilities to create a better venue for concerts and other outdoor events.
- Completing and implementing a facility master plan.

Growth Strategy

While most of the Locust Street corridor is built out, significant op-



opportunities for growth or redevelopment still exist and can reinforce the street's business environment. Stakeholder recommendations for opportunities include:

- Encouraging additional residential development in west and northwest Davenport.
- Promoting redevelopment in key infill areas, including the St. Ambrose area, the Hilltop District at the Harrison Street intersection, and the Midtown area at the Brady/Harrison crossing.
- Using other infill sites, including large parking lots, more efficiently.

Business Development

Locust Street's adjacent residential environments are relatively stable (with some exceptions), and the street's business environment is a key to both local economic devel-

opment and neighborhood stability. However, many perceive that Locust is a weak retail and service setting. Stakeholder recommendations for improvements include:

- Creating a climate that attracts a variety of appealing businesses.
- Linking adjacent commercial areas to activities at the Fairgrounds.
- Establishing new restaurants as a commercial goal for the street.

Streets and Sidewalks

The street environment is important to the successful functioning of business districts, and stakeholders consider this to be an important issue along Locust Street. A four-lane facility in a relatively constrained, 60-foot right-of-way leaves little room for pedestrians, even in areas with pedestrian-oriented buildings and businesses. Stakeholders, including business owners, cited the

public environment and pedestrian accommodations and safety as significant liabilities. Recommendations that emerged from the planning process included:

- Reconstructing sidewalks that, where possible, provide pedestrians with a more comfortable path through local business areas.
- Focusing on the Five Points commercial core between Marquette and the Five Points intersection.
- Providing opportunities for physical expansion of buildings along the street.
- Considering modifications of the street section, including converting the street to three lanes, to calm traffic and reduce the possibility of collisions.
- Creating safer pedestrian crossings to reduce hazards and fatal crashes.

Urban Quality

The quality of the urban environment, strongly related but not limited to the public realm, can also help determine the economic success of a corridor in expanding businesses and sustaining surrounding neighborhoods. Stakeholders generally believe that Locust's urban environment does not contribute to the success of the street and its businesses. Stakeholder recommendations for policies include:

- Improving the pedestrian character of the street and its business clusters, including providing better connections between the street and business entrances.
- Developing a cohesive identity and marketing framework for the corridor.
- Developing aesthetic improvements and beautification projects where possible along the street.
- Designing and installing a way-finding system that directs travelers along Locust Street to nearby community features.



- Relating Locust Street to an emerging thematic historic district along Washington Street.

Traffic

Locust Street is the city's principal continuous east-west corridor, and most participants believe that the street generally offers a satisfactory level of service. Traffic volumes along the urban corridor have been in the 20,000 to 25,000 vehicles per day (vpd) range, and may have declined slightly in recent years. Primary traffic issues appear to be both excessive speeds in certain segments, and congestion at the

midtown crossroads and at Five Points. Recommendations to address traffic issues include:

- Addressing traffic flow issues if feasible at specific trouble spots, most notably the corridor between Brady and Harrison, and in the Five Points area.
- Considering traffic calming measures at locations where motorists tend to drive too fast.
- Improving pedestrian safety and minimizing hazards at key commercial locations.
- Where possible, providing for protected left turns.



Zoning and Development Regulations.

Zoning and design regulations can establish new standards that produce new development consistent with the character of Locust Street and surrounding neighborhoods. Some stakeholders observed that



current zoning requirements are designed around typical suburban development standards, often generating free-standing or strip commercial buildings separated from the street by front-yard parking. Much of the street's newer retail development in fact follows this pattern. Directions suggested during the planning process include:

- Creating a neighborhood pedestrian zoning district that encourages better street orientation, direct linkage from the street and sidewalk environment to businesses, flexible front-yard setbacks, and improved landscaping.
- Locating parking to the side or rear of new development to provide better pedestrian access to commercial development.
- Establishing effective but reasonable design guidelines to direct building form and site design in key areas.

Based on this analysis, combined with stakeholder observations and recommendations, the following policy determinants emerged:

- **The Locust Street Corridor takes different forms in this seven mile study area. However, for the most part, it is a local service environment, integrated into its surrounding neighborhoods.** Contrasting with the Brady/Harrison corridor's regional and civic importance, Locust Street is a part of its adjacent neighborhoods. Its frequent residential stretches continue the fabric of intersecting residential streets, and its commercial businesses, clustered in nodes along the street, largely serve local needs. This pattern of neighborhood service clusters suggests a policy approach that focuses on these clusters as centers for surrounding neighborhoods.

- **Despite its length and commercial function, Locust Street is not a continuous commercial strip.** The concept of nodes is reinforced by the street's traditional development pattern – commercial areas separated by residential segments and civic uses, such as parks, schools, the Fairgrounds, and neighborhood churches. With the exception of the residential blocks adjacent to St. Ambrose University, which face the stresses that multiple rental occupancy place on buildings originally designed as single-family houses, these non-commercial areas are stable assets. They can be best supported by focusing attention on the commercial clusters, which influence the future stability of surrounding neighborhoods.
- **The long Locust Street corridor resolves itself into several specific strategy areas.** These areas, representing business clusters generally separated by residential areas, provide the focus for individual development plans, and should emerge as identifiable sub-centers along the corridor.
- **The Locust Street corridor is an active business environment with built-in customer generators, but the market drops substantially west of Five Points.** High commercial occupancy

indicates a steady retail and service market in the corridor. A number of generators, including adjacent, medium-density urban neighborhoods, institutional centers like St. Ambrose and Genesis West, and ambient traffic, contribute to this base. However, surrounding development, population, and traffic drop dramatically west of Five Points, and the Locust Street/I-280 interchange does not generate high volumes. As a result, the commercial market west of Five Points does not appear sufficient to support “big box” retail area opposite the Fairgrounds, or, under present conditions, in new locations west of Wisconsin Avenue. This suggests a different development configuration for this retail space.

- **The current street and lane configuration of Locust Street moves traffic efficiently, but is relatively to pedestrians and creates traffic safety problems.** Locust Street typically has a four-lane undivided section

within a 44-foot curb-to-curb channel. This moves traffic effectively through many segments, and in some areas may encourage excessive speeds. On the other hand, lack of left-turn accommodations creates crash hazards. The pedestrian environment is much more troublesome, especially in areas with significant commercial development. Because of the neighborhood service character of these sub-districts, good pedestrian access can be an important transportation and access picture.

- **In common with Brady and Harrison Streets, Locust Street includes important anchor features that help define its character.** These features include Duck Creek Park, Vander Veer Park (several blocks north), the Main Street historic corridor that connects Vander Veer Park with Palmer College, Central High School, St. Ambrose University, and Scott County Fairgrounds.





A Framework for Action

Overall Strategies for Locust Street

The discussion and conclusions of the previous section suggest unifying strategies that apply throughout the Locust corridor study area. These strategic principles include:

STREET IDENTITY

Street identity unifies this long crosstown corridor as a common entity. The Locust corridor is too long and diverse to be considered a “district” in any sense of the word. However, it can be viewed as a sequence of nodes, on Davenport’s “prime parallel,” and its businesses can be marketed under this identity.

STRATEGIC NODES

Policy for the Locust Street corridor should concentrate on specific commercial nodes.

REALISTIC PUBLIC REALM IMPROVEMENTS

The Locust Street right-of-way is relatively narrow and the street channel itself takes up much of this width, leaving little room for amenities and pedestrians. However, within these constraints, improvements that improve the street environment and improve connections between the public street and private businesses can produce a better commercial setting.

FUNCTIONAL IMPROVEMENT

Functional improvements improve traffic operation and create a safer and more efficient street environment for motorists, pedestrians, bicyclists, and bus riders.

NEIGHBORHOOD CONNECTION

Because local commercial service is an important part of the Locust Street economy, strong linkages between neighborhoods and institutions that provide the customer base are very important.

APPROPRIATE ZONING

Zoning and land use regulations should encourage desirable development forms and not force suburban patterns into areas that should be more friendly to pedestrians. Additionally, design guidelines should help to generate good quality, street-oriented projects.

BALANCED TRANSPORTATION

The corridor and its surrounding streets should promote balanced transportation, making it possible to reach destinations and businesses on foot, by bicycle, and by public transportation.

LANDSCAPE AND SITE IMPROVEMENT INCENTIVES

In common with the Brady/Har-

risson corridors, many of the improvements suggested in this plan involve redesign of private sites. An incentive program will encourage property owners to improve site landscaping, redesign parking lots, and provide better pedestrian access to businesses.

SUB-CENTER DEVELOPMENT PROGRAMS

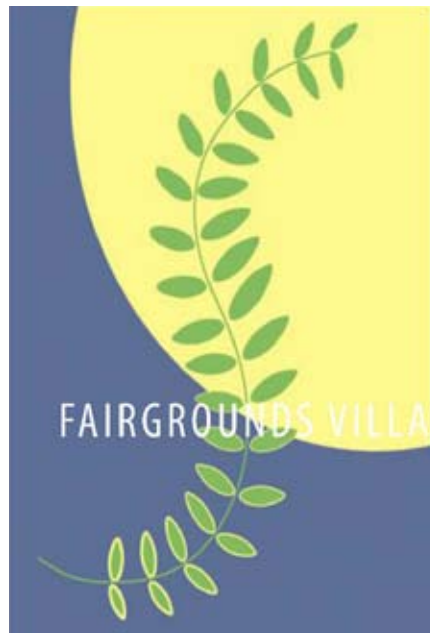
Coordinated programs that address the public environment, functional operation, pedestrian access, efficient land use, and redevelopment opportunities should be implemented for each of the strategic nodes. These concepts involve coordinated improvement of both the public and private realms.

Street Identity

The Locust Street corridor should have a unifying identity – an effective but inexpensive way of tying together its diverse neighborhoods and providing a structure for cooperative marketing.

Locust Street with its businesses and features change along its path between Interstate 280 and Interstate 74. Yet the corridor has a rhythm of uses – residential areas punctuated by commercial clusters, building in both directions to a crescendo at the Midtown crossroads with the Brady/Harrison corridors. While its very length and diversity makes it difficult to imagine Locust as a cohesive commercial street, a form of identification and cooperative marketing can:

- Help customers locate businesses



Street Identity. A common trademark with individual names for specific districts can unify Locust Street as a “brand” while still identifying individual parts of the corridor. This concept plays off the symbol of the a locust branch.

and understanding the various services offered along the street.

- Provide opportunities for cooperative advertising and promotional events, particularly important in a retail recession when businesses limit individual marketing expenses.
- Encourage businesses to help each other by cross-marketing.
- Develop a common vocabulary of features that expands market territories and unifies different parts of the city.
- Create funding sources for efficient maintenance and some capital improvements through the use of self-supporting municipal improvement districts (SSMID’s).
- Create an advocacy organization

to promote the common interests of stakeholders along the corridor.

The concept of corridor identification has a long tradition in America. For example, the Lincoln Highway, the progenitor of most contemporary highway associations, was a promotional program to knit together a quilt of local and regional road segments into a strongly identifiable coast-to-coast highway that retains its brand nearly a century later. Many other similar associations along intercity highways and urban corridors have developed since then, largely as marketing groups.

Actions that can implement a street identification program include:

- Forming a Locust Street Association, analogous to highway associations, designed to coor-



"Iowa Corners." The commercial cluster at Locust and Iowa is one of several identifiable nodes along Locust Street.

ordinate promotional and advocacy efforts.

- Developing a corridor trademark or logo, and developing an identifying banner or graphic that can be installed at key business nodes along the corridor. The banner may include a specific name for each business cluster, within a common graphic family. Chicago has employed a similar concept to identify its neighborhood business districts. Enamelized metal panels should be considered as a durable substitute for canvas banners. Potential themes for an identifying symbol include a locust tree image or the street's transportation network role as the city's "prime parallel (of latitude)."
- Developing collateral market-

ing materials that may include a corridor website, and brochures and business directories that are available at businesses throughout the corridor. This information should also be linked to the city's overall travel information system, and coordinated with other local business districts or business streets in Davenport.

- Implementing events or cooperative promotions, using public spaces along the corridor.
- Eventually forming one or more Self-Supporting Municipal Improvement Districts (SSMID's) with the ability to assess non-residential property for public improvements, management, and promotions within business districts. Logical uses for a SSMID include promotional ma-

terials, maintenance, and some physical improvement projects.

Strategic Nodes

Within the Locust Corridor, establish distinct sub-centers that have distinctive physical character or relationships to their surrounding neighborhoods. Despite its length, create an image for the street as a sequence of complementary sub-centers.

In common with recommendations for the Brady/Harrison corridors, identifying individual sub-districts unified by a common street brand adds individuality and neighborhood character by making the street a series of destinations. The sub-center concept leads to individual development plans tailored to specific needs and development configurations. Along Locust Street, these strategic nodes, separated by lower-intensity, largely residential uses, include:

- *The Eastern to Bridge Avenue segment*, the best-defined commercial and mixed-use urban clusters between Kimberly Road and Bridge/Carey Avenues.
- *The Iowa Street cluster (between Pershing and LeClaire)*, a unique neighborhood commercial cluster that features a supermarket, neighborhood services, an iconic bar and grill, and varied architecture.
- *The Midtown Crossroads and Hilltop District*, addressed in Part One, the Brady/Harrison Plan.
- *The St. Ambrose frontage*, the south

side of Locust between Harrison and Gaines.

- The “Five Points” core between Marquette Avenue and the Five Points intersection with Division and Hickory Grove.
- The Fairgrounds segment between Lincoln and Clark.

Specific concepts for these areas are presented later in this section.

Realistic Public Realm Improvements

Develop a program of public realm improvements that establish a common vocabulary along Locust Street and are consistent with the corridor’s physical constraints.

Locust Street, as a four-lane facility within a limited right-of-way, leaves little room for public realm enhancements. Typically, sidewalks are located along the back of the curb or behind a narrow grass strip, precluding street trees. Other techniques, such as corner or mid-block curb extensions, are also not possible without eliminating travel lanes. Within these limits, however, improvements in both the public right-of-way and adjacent private sites can substantially improve the visual appeal and technical functioning of the street’s commercial districts. These improvements should employ a common vocabulary, to reinforce corridor cohesion without compromising the individual character of sub-centers. Elements of this vocabulary include:



Application of public realm improvement concepts at intersection of Locust and Esplanade.

- **Curb and sidewalk reconstruction.** Sidewalks in commercial clusters along Locust are typically deteriorated and need reconstruction. Because of the narrow width of the sidewalks, complex pavement treatments should generally be avoided. In areas that lack adequate space for a sidewalk setback, a strip of contrasting color or texture can provide a buffer between the pedestrian domain and moving traffic.
- **Defined crosswalks.** Well-defined crosswalks at key locations increase pedestrian comfort and motorist awareness. In business areas, they help maintain pathway continuity, and put pedestrians on a more even footing with automobiles. Along Locust, a vocabulary of crosswalk markings should be

established. Techniques include conventional zebra or crossbar markings, or contrasting pavement color, material, or scoring. Three contexts should be addressed:

- Locust Street crossings, defining critical crossing points along the major arterial.
 - Intersecting street crossings, where defined crossings alert motorists turning off Locust to the presence of pedestrians.
 - Major driveways, where crosswalk markings help to maintain sidewalk continuity and again reinforce motorists awareness of pedestrians.
- **Street lighting accents in sub-centers.** Street lighting along Locust Street is provided by



“cobra-head” fixtures mounted either to wood power poles or free-standing galvanized steel poles. These should be complemented by lower, pedestrian-scaled fixtures in focus areas. This indicates that the traveler is entering a special area along the corridor, and reinforces the message that pedestrians are present and slower speeds are appropriate.

- **Graphics.** Use of unifying graphics to identify the corridor and its individual sub-centers was discussed earlier. In addition, a wayfinding system should be utilized along Locust Street to orient visitors and direct people to major des-

tinations that are near, but not adjacent to the corridor. This system may include Locust’s identifying mark, or be integrated into a community-wide system.

- **Connection of businesses to sidewalks.** Sites and parking lots should be designed or modified to provide a direct and defined pedestrian path between the public sidewalk and the principal entrances of businesses or shopping centers. Ideally, these paths should not require pedestrians to cross parking lots. However, where the path must cross through parking areas, a defined route and crosswalk markings should

be used.

- **Green space where possible.** The tight dimensions of Locust Street produce a very hard-surfaced environment. However, sites and parking lots can be redesigned to provide additional green space, including landscaped buffers between sidewalk and parking fields and small public spaces. These small spaces can be especially valuable when they serve events or street-related activities. These spaces can be provided with no loss of parking or functionality to adjacent private properties. Improving the overall quality of the customer environment by adding green space should be

a common mission of the City and private property owners.

- Tree lawns or sidewalk setbacks separating the pedestrian and vehicular domains. Sidewalks against the back of curbs make pedestrians feel insecure and unprotected from moving vehicles and expose them to car spray in wet weather. In winter, snow is typically plowed onto the sidewalks, which makes walking a challenge for able-bodied people and impossible for people with disabilities. When possible, the sidewalk should be separated from the back of the curb by a landscaped area, even if this reduces or eliminates landscaping between the back of the sidewalk and adjacent parking. Street trees should be planted when the sidewalk setback can be wide enough to provide a reasonable planting bed. Street trees further buffer the pedestrian and vehicular environments, and recent research suggests that they also help to calm traffic.

Functional Improvements

Locust Street should provide a safe and smoothly functioning street facility for vehicles, pedestrians, and other users.

Locust Street is a four-lane facility that carries substantial traffic, ranging from 20,000 to 25,000 vehicles per day (2002 counts) between I-74 and Division Street, and drops off to about 9,000 vehicles per day to the

west toward the I-280 interchange. Along the way, the street accommodates through and local trips, frequent left-turn movements, cross traffic, transit, and pedestrians. It is important that, within a constrained right-of-way, the street functions as well as possible for its various categories of users. Techniques to improve operations include:

- **Access management and rationalization.** Careful consolidation and definition of driveway cuts often increases the efficiency of parking lots, adds parking, and reduces the risk of crashes.
- **Changes in street section with redevelopment.** Possible redevelopment along an extended street segment, such as from Harrison to Gaines Street, may also permit a wider right-of-way with enough room for a median and protected left turns.

- **Three-lane sections.** A subsequent traffic study should consider the possible conversion of segments of Locust from its current four-lane section to a three-lane facility with a center left-turn lane. Such a conversion (or lane diet) could reduce traffic friction and the incidence of crashes, and would also have an impact on speed.

- **Use of local streets.** Other streets with good continuity parallel Locust Street for much of its length. These include Kirkwood Boulevard/Middle Road between Brady and Kimberly; Elm between Duck Creek Park and Bridge; Central Park and Lombard between Bridge and Emeis Park; and the 14th/15th one-way pair between Bridge and Division. These streets can take some inter-neighborhood traffic off Locust, and are integral to the city's bicycle transportation system.



Neighborhood Connections

Sub-centers along Locust Street should connect directly to surrounding neighborhoods and employment centers.

The neighborhood service quality of Locust Street's business areas requires clear linkages to surrounding residential areas. In addition, significant employment centers and other customer generators for Locust Street businesses such as restaurants are located near but several blocks away from the corridor. These centers include Palmer College and Central High School, south along Brady and Main Street; adjacent St. Ambrose University; and Genesis West north along Marquette and Washington. In addition, the historic Washington Street district extends south from Locust Street to Riverview Terrace. Methods for reinforcing these connections include:

- **Barrier-free and well-main-**

tained sidewalks on north-south streets that connect to Locust Street's business clusters. Examples of these streets include Eastern Avenue, Bridge Avenue, Iowa Street, Brady Street, Main Street, Harrison Street, Gaines Street, Marquette Avenue, Washington Street, Division Street, Lincoln Avenue, and Clark Street.

- **Attractive, neighborhood-scaled directional signage that directs people along key streets to Locust's north-south approach streets.**
- **Signed bicycle routes that connect east-west crosstown routes parallel to Locust Street with business sub-centers.**
- **A district enhancement program along Washington Street between Locust and**

Riverview Terrace. While not part of this study, Washington Street south of Locust has great potential as a mixed use historic district. This district terminates with a panoramic view of the city and Mississippi Valley at Riverview Terrace. Continued development along Washington Street can complement the Locust Street business corridor, which in turn becomes the gateway to the different pace of the Washington district. A district development strategy plan, directly involving Washington Street businesses and property owners, is an important first step toward such a program.

Appropriate Zoning

Zoning along Locust Street should encourage street-oriented development and should not mandate suburban development forms.

While much of Locust Street's commercial environment is urban in nature, its typical C-1 and C-2 zoning districts focus on use regulations, require a 25-foot minimum setback, and do not include form-based or design-related provisions that address the context of the street. Indeed, recent commercial buildings, following these code provisions, deliver a conventional suburban configuration of free-standing or strip buildings with parking lots along the street.

On the other hand, some of the street's "traditional" commercial buildings, built to the property line, appear to crowd the street, squeezing pedestrians into a narrow, un-



comfortable sidewalk. Obstructions such as street lights, signs, power poles, steps, and stoops complicate matters. A rigid alternative to conventional zoning standards, requiring strict adherence to a maximum build-to line (often the street property line) is also not appropriate to the Locust Street commercial environment.

A solution is a new “neighborhood pedestrian” zoning district that provides developers with flexibility, but requires site and building design that reflects neighborhood scale, provides functional and adequate parking that does not dominate the street environment, and encourages pedestrian access. The new district’s performance outcomes should:

- Make buildings rather than parking lots the dominant feature along the street.
- Where possible, locate parking to the rear or side of buildings.
- Provide clear and comfortable pedestrian paths from the public domain to major business entrances.
- Encourage a parkway strip or tree lawn between the back of the street curb and the leading edge of the sidewalk.
- Provide small gardens, plazas, or open spaces between the sidewalk and commercial buildings, or within the project but visible and accessible from the sidewalk.

- Include building elements that are consistent with the architecture of adjacent neighborhoods.

- Use building designs that provide transparency to the street.

- Avoid inappropriate signage, and make maximum use of small projecting signs, monument/ground signs, or wall-signs that incorporate details such as individual letters and indirect lighting.

Balanced Transportation

Locust Street’s businesses should be accessible by all modes of transportation.

Locust Street should be accessible to customers, pedestrians, bicyclists, and transit users, as well as motorists. Other concepts presented here address ways to improve the pedestrian environment. Clearly, the street’s section and traffic volume make it unsuitable for bicycle transportation, and parallel streets provide a much better cycling environment. However, minor projects can connect these routes to Locust’s commercial sub-centers. Methods for providing balanced, multi-modal transportation in the Locust corridor include:

- **Pedestrian and transit improvements.** Better crosswalks and sidewalks, as discussed earlier in this section, will create a more functional Locust Street for pedestrians and transit users. A majority of Citi-bus routes serve at least part of the corridor, and Routes 10 and 15 operate on the eastern and western

halves of the corridor respectively, converging at the St. Ambrose hub along Gaines Street. This transit hub should be enhanced by shelters and route information. The system should consider installing available technology that monitors the location of buses on connecting routes and advises passengers of arrival times on video displays. Shelters and transit information at other locations along the corridor can further improve the transit environment.

- **Bicycle network directional signage.** **Bicycle-friendly streets parallel Locust Street and are indicated on the Quad Cities Bicycle Map.** Directional signage should direct cyclists along these parallel streets to business clusters along the street. Probable connecting routes include Eastern, Bridge, Iowa, Main, Gaines, Marquette, Washington, Lincoln, and Clark.

- **Bicycle Parking.** Bicycle parking facilities should be installed in Locust Street’s business clusters, with probable locations at or near intersections with north-south connecting streets from parallel bicycle-friendly streets.

Landscape Incentive Program

Revitalizing Locust Street requires an innovative program to encourage site improvements on existing private development.

In common with the Brady/Harrison corridors, redesign and improvement of private sites is an important part of the Locust Street



concept. This work involves the voluntary participation of property owners, and can be encouraged through a site improvement incentive program. Such a program applies to all three study corridors in this plan, and includes the following approaches:

- **A Landscape Easement Approach.** A corridor organization, such as a Self-Supporting Municipal Improvement District, would negotiate a long-term easement with an adjacent property owner for installation and maintenance of landscaping adjacent to the street. The owner installs the landscaping to program standards and provides the organization with an easement giving the district control over the property. The district then maintains the site through assessment funds. Alternatively, the district would be granted the easement at the beginning of the process. Capital landscaping would be installed through TIF or through the district assessment, and maintained by the district during the life of the easement.

- **A Site Design Grant Approach.** This approach would provide a special fund for matching grants to property owners who provide

landscaping or pedestrian access improvements according to established district standards. The matching grant would be disbursed over three years, to provide adequate time for the landscape to become established. Maintenance could be continued by the owner or under the easement concept.

- **Stormwater fee credit.** Property owners could be credited by reducing the amount of impervious surface on their lots.

Sub-Center Development Programs

Develop and implement gradual improvement programs along Locust Street's commercial clusters and activity centers, designed to enhance the business and physical environments, improve transportation function, and take advantage of underused or deteriorating properties.

The concept of Focus Nodes and their importance to surrounding neighborhoods was discussed earlier in this section. The next section presents conceptual plans for these nodes or sub-centers, which include:

- **Site 1: Eastside commercial: Eastern to Bridge Avenues.** This development area includes

residential, school, and commercial development, and is book-ended by two major neighborhood commercial intersections at Eastern and Bridge Avenues.

- **Site 2: Iowa Corner,** the pedestrian-oriented neighborhood center at the intersection of Locust and Iowa.
- **Site 3: Midtown Crossing and Hilltop District.** This is addressed as part of the Brady/Harrison section of this study.
- **Site 4: St. Ambrose District.** This potential redevelopment area includes the south side of Locust opposite the St. Ambrose University campus.
- **Site 5: Five Points.** This includes the Locust Street business core between Marquette Avenue and the Five Points intersection with Division and Hickory Grove.
- **Site 6: Fairgrounds Village,** investigating a reuse program for major but underused older shopping centers north of the Scott County Fairgrounds between Lincoln and Clark Streets.

Subcenter Development Programs



Enhancement Concepts for Strategic Nodes



This section presents concepts for the six Locust Street subcenters identified in Chapter 2. It discusses the role of the subcenter and specific actions in the public and private realms to improve the quality and business environment of these strategic areas.



East Locust Commercial Corridor: Eastern to Bridge Avenues

Role

- Neighborhood commercial, including locally-owned restaurants, convenience commercial, auto services, and other services.

Major Features

- Commercial cluster at the Bridge Avenue intersection.
- Free-standing, locally-owned restaurants, services, and small businesses, primarily on the south side of Locust between Bridge and Eastern. In many cases, these small-scale buildings are typically close to the street, but with parking sandwiched in between the sidewalk and building façade, or to the side.
- Secondary commercial and civic intersection at Locust and Eastern.
- Sudlow Intermediate and Washington Elementary campus on north side of Locust Street.
- Houses mixed with commercial uses.

Development Program

- *Replace deteriorating curbs and sidewalks throughout the street segment.*
- *Wherever possible, move sidewalks away from the back of curb with side-*

walk reconstruction. This is easiest at the carwash and school campus along the north side, and as part of parking lot reconfigurations on the south side.

- *Work with Mid-American Energy, Davenport's electric utility, on consolidation and upgrading of poles and electric distribution lines along the south side of Locust Street.*
- *Implement a parking lot upgrade program for individual commercial properties between Eastern and Bridge.* Upgrades should increase the efficiency of parking where possible, define entrances, minimize or eliminate backing movements to Locust Street, provide a clear pedestrian path from the sidewalk to the business entrance, increase sidewalk setbacks from the curb and



eliminate back of curb sidewalks wherever possible, and incorporate parking lot landscaping.

- *Improve the signalized midblock pedestrian crossing to Sudlow School, east of Esplanade Avenue, by providing a contrasting pavement surface or texture and considering a speed table. A speed table can help ensure traffic operations at appropriate speed through the school area.*
- *Execute an intersection improvement program at the Bridge Avenue intersection that includes:*
 - A pedestrian refuge median that separates the southbound to westbound right-turn move-



ment from Bridge Avenue from the southbound and left-turn lanes. This will reduce pedestrians' exposure to traffic while crossing Bridge Avenue and provides a safer landing for the crosswalk across Locust Street.

- Defined crosswalks with a contrasting pavement surface or pattern.

- A clear pedestrian path from the Locust Street sidewalk to multi-tenant commercial buildings on the south side of Locust.

- Moving driveway entrances to the gas station/convenience store on the northeast corner as far to the north and east as possible.

- Thematic street lights and identifying graphics as proposed for focus areas in the Locust Street corridor.

- *Execute an intersection improvement program at the Eastern Avenue intersection that includes:*

- Defined crosswalks with a contrasting pavement surface or pattern.

- Improved street and sidewalk landscaping on the southwest corner.

- Thematic street lights and identifying graphics as proposed for focus areas in the Locust Street corridor.



Iowa Corners

Role

- Neighborhood commercial cluster at an urban intersection.

- Mixed use service area that includes restaurants, convenience retailing, offices, services, and a neighborhood supermarket.

Major Features

- Street-oriented commercial and offices west of Iowa Street.

- Two-story mixed use buildings provide a substantial street presence. Brick buildings on the north side of north side of the street, including a reused fire station, are architecturally distinctive and may be National Historic Register-eligible.

- Save-a-Lot grocery store on southeast corner, a key neighborhood asset. The large parking lot between Iowa and LeClaire lacks landscaping, defined circulation, and clear pedestrian access.

- Convenience and free-standing commercial on northeast corner.

Development Program

- *Replace deteriorating curbs and sidewalks between Pershing Avenue and LeClaire Street.*

- *Move sidewalks away from the back of curb with sidewalk reconstruction on both sides of Locust east of Iowa Street.*

- *Improve crosswalks at the Iowa Street intersection with a contrasting pavement surface or texture. Use pavement markings to define pedestrian crossings at driveways.*

- *Develop shared use parking lots that serve commercial businesses built up to the street property line west of Iowa.* These projects will require cooperation of adjacent businesses and property owners, but will increase the number of parking stalls and provide some landscaping along street frontages.

- *Implement a financial incentive package to encourage façade rehabilitation and improved business signage.*

- *Encourage a significant enhancement and redevelopment program for the Save-a-Lot corner between Iowa and LeClaire Streets that includes:*

- Parking lot redesign with defined pedestrian ways to the supermarket entrance. The redesign includes landscaped interior “streets” with parallel sidewalks and crosswalks at driveway/sidewalk intersections.

- New sidewalks with a tree lawn



setback and street tree plantings along Locust Street.

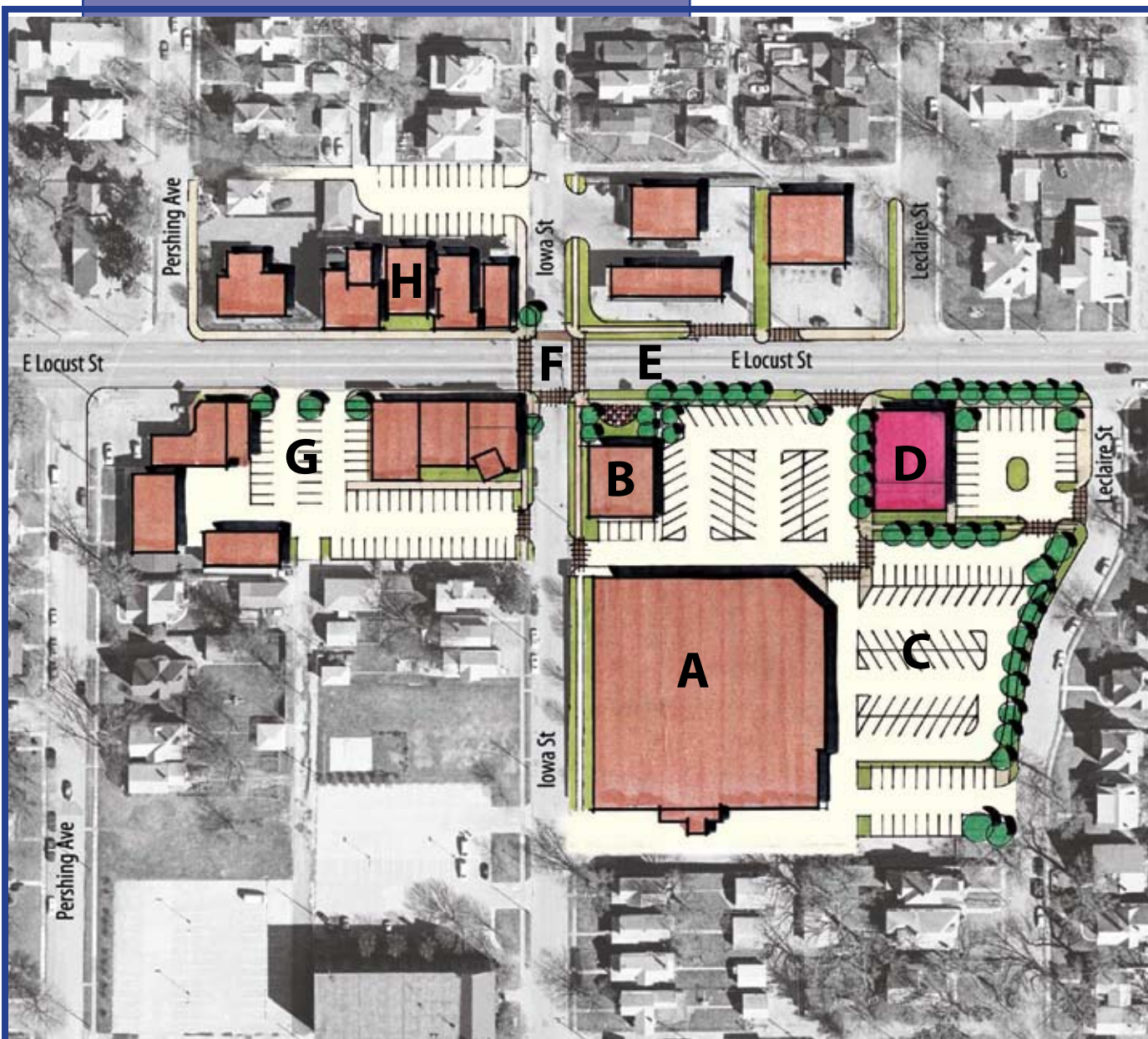
- Street trees between the sidewalk and parking lot along LeClaire Street.

- Plaza/public space to replace front yard parking at Iowa Street Food and Liquor. Parking is replaced by site redesign to the side and rear of building.

- New commercial building on the southwest corner of LeClaire Street, with up to 6,000 square feet of gross floor area.

- Install thematic street lights and identifying graphics along Locust between Pershing and LeClaire.





Iowa Corners Concept

- A. Save-a-Lot Supermarket
- B. Existing Store and New Plaza
- C. Parking Lot Redesign
- D. New Commercial
- E. New Streetscape
- F. Intersection Improvements
- G. Shared, Upgraded Parking Lots
- H. Historic Building Rehabilitation





Iowa Corners intersection looking west, showing new corner plaza, streetscape, lighting, and building rehabilitation.



St. Ambrose South

Role

- New residential street providing upgraded housing related but not limited to the university community.
- Extension of development program for the Hilltop and Midtown Crossing districts.
- Major redevelopment project and image upgrade for deteriorating residential blocks.

Major Features

- Front lawn of St. Ambrose University campus on north side of Locust between Ripley and Gaines Streets.
- Approximately ¼ mile of primarily rental houses on south side of Locust. Many of these units were built as single-family structures and converted to multi-family rental (often student) occupancy. Many houses display significant deterioration.

Development Program

- *Implement major redevelopment of the blocks between Ripley and Gaines, including acquisition and demolition of most existing structures and replace with new construction. New residential construction may consider three options:*

- A townhouse development, suitable for owner-occupancy or a rent-to-own concept. Attached rowhouse units would be oriented to Locust Street, with rear-loaded garages accessed from the alley. A townhouse configuration will yield up to 40 units, a gross density of up to 11 units/acre.

- A medium-cost apartment development, with street-oriented buildings and surface or detached garage parking accessed from the rear alley. Depending on the configuration, this concept can yield up to 144 units at three stories, or a gross density in the range of 40 units per acre.

- A higher end apartment development, that includes parking a half level under the first living level, with a first level, floor-through unit with an individual entrance and two upper apartment levels. This concept yields up to 100 units, or a density of approximately 30 units per acre. Partners for such a project should include the university, private developers, and the City of Davenport.

- Consider redesign of Locust Street as a divided parkway through this segment. The campus space on the north and redevelopment on the south provides an opportunity for sufficient right-of-way to provide a divided section through



this area. Sidewalks should be set back behind a tree lawn with continuous street tree plantings. The revised section and either converting Ripley to pedestrian access only or prohibiting left-turns onto the street would provide better pedestrian access across Locust to Hilltop, channeling the crossing on the west side of Ripley Street.

- Install thematic street lights and identifying graphics along Locust between Harrison and Gaines.





Models for university-oriented private housing redevelopment. Above: New single-family houses and supporting parkway development on Vine Street in Lincoln, Nebraska. Left: New townhouses near Saint Louis University in Central Grand neighborhood.

Five Points

Role

- Major neighborhood and community commercial corridor between Marquette Avenue and Five Points intersection at Division Street and Hickory Grove.
- In addition to local neighborhood services, sub-center serves employees at surrounding centers.
- Despite urban commercial composition, this segment presents a poor pedestrian environment, with some potentially hazardous situations.
- Washington Street south of Locust is an emerging mixed use district with historic qualities, terminating at the dramatic Riverview Terrace overlook. Locust may be the gateway to this distinctive and much quieter street.

Major Features

- Variety of commercial development, including traditional street-oriented retail buildings, 1960s and 1970s-vintage auto-oriented strip development, free-standing buildings, fast-food, contemporary strip centers and offices, and “small box” free-standing chain pharmacies.
- New development has focused around the Five Points intersection, although other areas of recent commercial development include the bank and multi-tenant center on the north side of the street east of Washington; and a multi-tenant center at Locust and Taylor.
- District includes several iconic Davenport businesses, and has a number of restaurants and drinking establishments, indicating a market area beyond the immediate neighborhood.

Development Program

- *Replace deteriorating curbs and sidewalks.* Move sidewalks away from the back of curb with sidewalk reconstruction wherever possible. Through much of this segment, parking lot redesign and replacement of unnecessary pavement with green space permits parkway setbacks and street tree planting.
- *Implement a parking lot upgrade program for individual commercial properties and centers through this segment.* Upgrades should increase the efficiency of parking where possible, define and limit the size of curb cuts, provide clear pedestrian paths from the sidewalk to business entrances, increase sidewalk setbacks from the curb, and landscape parking lots. Some of the major modifications include:
 - The Whitey’s and adjacent strip



center parking lot between Lillie and Marquette. The strip center features very good streetyard landscaping. A minor modification to the Whitey’s lot and common access can provide a clear pedestrian way to one of the city’s most famous businesses. The southwest corner of the Whitey’s lot provides a site for an identifying feature, such as a public art installation, that identifies this special commercial district.

- Shared parking serving All-Saints Church and School and commercial buildings at the Marquette intersection. There is pressure to demolish the former Smokehouse building at Locust and Marquette for parking. This should be avoided if at all possible.

- Redesign of the All Saints parking lot, with over 200 feet of frontage along the north side of Locust. By incorporating the current alley into the parking lot and shifting a small play area south, significant green space is opened along the street with no loss of parking capacity. The sidewalk here would be relocated off the back of the curb, pro-



viding room for street trees.

- Reworked parking and access at the Circle Tap, to develop front yard green space and remove sidewalk obstructions. Pull-in perpendicular parking would be provided off Fillmore Street, and access for disabled people would be reset behind the public sidewalk. Areas now used for front-yard parking would be landscaped.

- Replacement of the first stall back of the sidewalk with landscaping on most of the parking lots between Washington and Five Points. On the north side of the street, building placement on property lines makes other street landscaping virtually impossible. This landscaping can be done with minimal loss of parking.

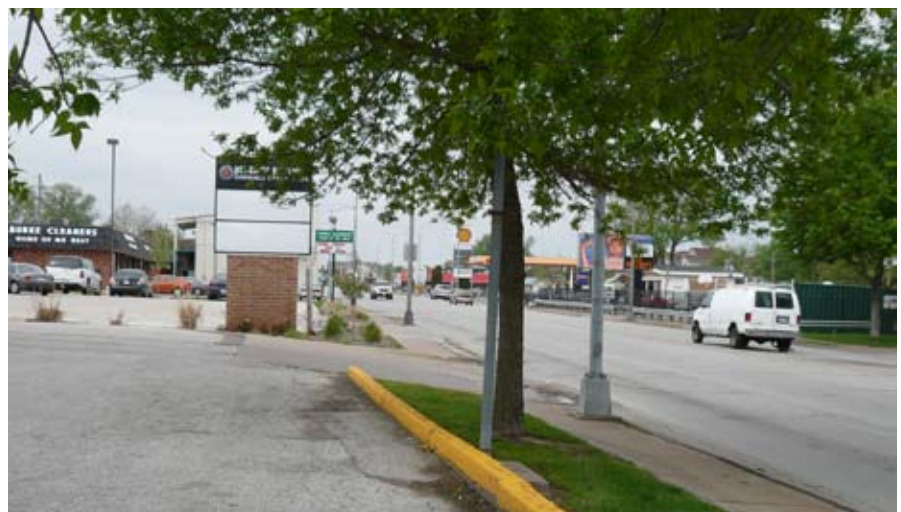
- *Acquire and relocate the small monument yard at the Fillmore intersection, and redevelop this as an urban "square."* This 6,000 square foot open space would provide a badly needed pedestrian amenity and could host small events and performances.

- *Redesign the L-shaped strip center*

immediately west of the proposed square. The additional land could provide additional parking for this facility by allowing a standardized, double-loaded module. The center's sidewalks would also be widened to function as tree-lined, business district walks. This project concept could add considerable value and amenity to this significant commercial area.

- *Develop a mid-block pedestrian crossing across Locust that lines up with the expanded sidewalk proposed above.* Define this crosswalk and those at Marquette, Washington, Sturdevant, and Division/Hickory Grove with contrasting pavement materials or surfaces. Additionally, define crosswalks with pavement markings at driveway entrances.

- *Install a directional feature in a landscaped area at the northeast and southeast corners of Washington and Locust to direct people to the Washington Street corridor and Riverview Terrace.* Replace a parking stall with landscaping at the northwest corner of Locust and Washington.



- *Encourage redevelopment on the north leg of the Five Points intersection, between Division and Hickory Grove.* A building should be sited toward the front of this triangular site, with parking behind accessed from either Hickory Grove or Division. This project would capitalize on a highly visible but underused site.

- *Implement a public environment improvement project at Five Points* that includes defined crosswalks, corner landscaping, a plaza at the point of the redevelopment site presented above, and a potential public art site.

- *Implement a financial incentive package to encourage façade rehabilitation and improved business signage.*

- *Install thematic street lights and identifying graphics along Locust between Lillie and Davie Avenues.*

Five Points



Five Points West Concept

- A. Corner Enhancement
- B. Pedestrian Path to Store
- C. Parking Lot Redesign
- D. Intersection Improvement
- E. Five Points Plaza
- F. New Commercial Building



Five Points



Five Points East Concept

- A. Parking Lot Redesign with Pedestrian Link
- B. Gateway Marker
- C. Intersection Improvement
- D. All Saints Parking Redesign
- E. Driveway Management
- F. Public Square
- G. Strip Center Upgrade
- H. Parking Redesign and Urban Sidewalks
- I. Midblock Crossing
- J. New Sidewalks and Lighting



Five Points



Locust Street looking west in the Five Points node. Streetscape elements include new sidewalks, lighting, graphics, landscaping, and better separation of the pedestrian and vehicular domains.



Fairgrounds Village

Role

- Neighborhood and community mixed use project and activity center, building on neighborhood market and customer base attracted by the Mississippi Valley Fairgrounds, West High School, and West Family YMCA.
- Potential infill residential area north of the shopping center, dependent on stormwater management issues.

Major Features

- Three large multi-tenant commercial buildings, with a combined total of 130,000 square feet of gross floor area (GFA) on north side of Locust Street. These buildings range from 20,000 to 62,000 square feet; tenants include discount clearance stores, restaurants, bars, specialty retailers, and financial and insurance offices. Largest space, formerly a grocery store, is now in non-retail, educational use (Children's Village West).
- Free-standing pad sites located along Locust Street, in front of the retail boxes. Typical uses include convenience stores, fast food, and satellite bank locations.
- Main buildings are set back between 200 and 350 feet from the

street.

- Surrounding neighborhood is a stable, middle-value single-family residential area. Area immediately north of the largest of the shopping centers is a regional stormwater detention basin.
- Mississippi Valley Fairgrounds occupies the entire south side of Locust Street through this segment.

Development Program

- Implement a major site redesign and development effort for the three major commercial sites. Concepts include:
 - Landscaping and reconfiguring parking lots to establish internal streets that connect and unify the three large retail buildings. Landscaping should define pedestrian paths and domains, and divide large parking lots into parking blocks for easier use.
 - A new urban "main street" on axis with the Fairgrounds' main gate, to engage the larger buildings directly with Locust Street. This street includes tree-lined sidewalks and is bordered by new outbuildings, providing a well-defined path into the site.
 - New pad buildings, oriented around the new street and site



configuration. The illustration below provides six outbuildings, with a total GFA of 35,000 square feet.

- A public square, located along the proposed "main street."
- A pathway system that connects the neighborhoods north of this project to the proposed redevelopment and Locust Street.

- Investigate possible residential reuse of part of the detention basin. At a minimum, some infill development is possible along Birchwood Avenue and Hillandale Road. The illustration suggests the possibility of residential development around the edges of the basin, with modification of the rest of the area to serve as a neighborhood open space under normal conditions.
- Sidewalk improvements and street landscaping along Locust Street, along with graphics and lighting consistent with themes established in other parts of the corridor.



Fairgrounds Village Development Concept

- A. Redesigned Parking and Landscaping
- B. Main Street
- C. Fairgrounds Gateway
- D. New Buildings
- E. Residential Lots
- F. Detention Basin
- G. Pathway





Implementation

The Locust Street Plan presents a realistic if challenging program for the growth and enhancement of the city's principal continuous east-west corridor. This plan is a catalogue of possibilities and opportunities, describing concepts that can be implemented over time as resources and interest emerge. Yet, the plan includes fundamental priorities that should be put in place to assure that momentum continues. This discussion considers the general order of projects, and describes some of the funding methods available for implementation.

of individual districts that establish some unified standards for physical improvements, and establish a marketing presence. The partnership board should include representatives of each sub-center and should act as the coordinating body for future joint efforts. The corridor partnership's responsibilities include joint marketing, branding, and development of annual programs for strategic accomplishments. The partnership may be charged with defining priorities and coordinating the overall implementation of the corridor concept.

Initial Steps

Organization and Branding

The first steps should begin with relatively low cost items, designed to build on the foundation of the corridor enhancement program. These initial steps include:

- *Organizing a Locust Street Partnership.* This partnership, which may be incorporated, is an overall organizing and cooperative body to encourage businesses, institutions, and property owners to think of Locust Street as a consistent, thematic corridor. In a way, the Locust Street Partnership may be somewhat like highway associations – federations

The partnership structure should also encourage local development groups that might eventually organize as self-supporting municipal improvement districts (SSMID's) at the level of sub-centers or groupings of sub-centers. SSMID's can provide funding for management, promotion, maintenance, and some capital development in the area.

The most logical sub-center development entities might include an "eastside" district (incorporating the Iowa Street and Eastern-Bridge clusters) and a Five Points district.

A professional director with organizational and promotional capacity, and the expertise to work with public agencies and to assemble development deals can be very

important to a successful effort. It would be difficult for the Locust Street community to afford such a staff position. However, partnering with Brady/Harrison business and institutional interests on a development director responsible for these crossroads corridors could make professional staffing very feasible.

- *Implementing a branding and graphics programs.* An initial low capital/high return effort for the corridor partnership is implementation of the identification and directional graphics programs, and preparation of marketing materials for distribution through the corridor. These materials should address business offerings, institutional presence, and community attractions, particularly those referenced in the directional graphics system. These low-capital programs can cement public identification of the Brady/Harrison district, help the corridor channel visitors to all parts of the city, and strengthen the area's identity and distinctiveness. Changing the public image of the corridor from one of perceived retail decline and lack of safety to one of progress and growth helps create conditions that encourage renewed private investment.

The Public Environment

Initial changes in the public environment should be coordinated with the Locust Street Partnership. While the overall program involves substantial capital funding, the City should begin implementation in

strategic ways that involve lower costs. These may involve identifying initial pilot projects that can make a significant impact, and create a strong private investment response.

Two pilot projects with reasonable scale, and can demonstrate the effectiveness of a limited initial capital investment are at Iowa Corners and in the center of the Five Points sub-center.

Iowa Corners

A public initiative at Iowa Corners should focus on:

- Sidewalk reconstruction.
- Crosswalk enhancements at the Iowa Street intersection.
- Improved lighting, including pedestrian scale lighting to set the precedent for other parts of the corridor.
- Thematic graphics that establish the overall Locust Street mark and identify the Iowa Corners sub-center.

This project should be done in coordination with a financing incentive to encourage building façade improvements.

Five Points

While Five Points is the largest of these sub-centers, three specific pilot projects could create significant

momentum for overall corridor revitalization. These key projects include:

- The relocation of the monument yard at Locust and Fillmore and development as a public square. This also permits reinvestment in the adjacent commercial center and development of a crosswalk at the intersection.
- A partnership with All Saints resulting in the redesign of the church parking lot, relocation and reconstruction of the sidewalk to permit street trees, and a buffer behind the sidewalk and the parking lot. This large lot has a major visual impact on the street, and its improvement is designed to encourage other property owners to make similar improvements.
- An intersection feature at Washington Street that links the Locust Street and Washington Street districts, and also directs people to Riverview Terrace.

Strategic Redevelopment Areas

The plan identifies a variety of potential redevelopment areas and specific sites for new development. In some ways, redevelopment is opportunistic, and the city must have the ability to respond to individual projects as they arise. However, three areas are especially promising: the Save-a-Lot site at Locust

and Iowa, the St. Ambrose residential block between Ripley and Gaines, and the Fairgrounds Village concept across from the Mississippi Valley Fairgrounds.

Iowa Corners. This development opportunity would greatly improve a major commercial asset and create an opportunity for new, neighborhood commercial development. Major initial actions should include:

- Completion of the Iowa Corners public improvement program described above.
- Partnering with the owner to upgrade the site design. Tax Increment Financing or other available local incentives, such as the Urban Revitalization Tax Exemption program may be used to help finance this site improvement.

St. Ambrose Block. This major opportunity complements the Hilltop concepts discussed in the Brady/Harrison section of this plan. Major actions should include:

Acquiring the Locust Street blocks between Ripley and Gaines Streets, in partnership with either the university or possibly a university-sponsored redevelopment corporation.

Defining a residential redevelopment program and offering the site through the redevelopment process.

Completing supporting public improvements, including sidewalks and street landscaping, and considering capital funding for a parkway along the campus.

Expanding TIF eligibility rules to assure that this financing technique is available to this major redevelopment project.

Fairgrounds Village. The implementation program for this project will require a private/public partnership, similar to that identified for the Save-a-Lot site at Iowa Corners.

Ongoing Corridor Revitalization

The previous discussion presents initial steps that can begin a self-sustained private market response along the Locust Street corridor. The overall development program envisioned by this plan goes well beyond these initial steps, however. In order to sustain development and complete the plan, the following actions should be taken:

- Assuming successful completion of the initial pilot projects, predictable, continuing the public improvement program, including sidewalk and curb reconstruction, new lighting and graphics, and crosswalk improvements.
- Cooperative work with the electric utility to upgrade power distribution systems in the eastern parts of the corridor, where

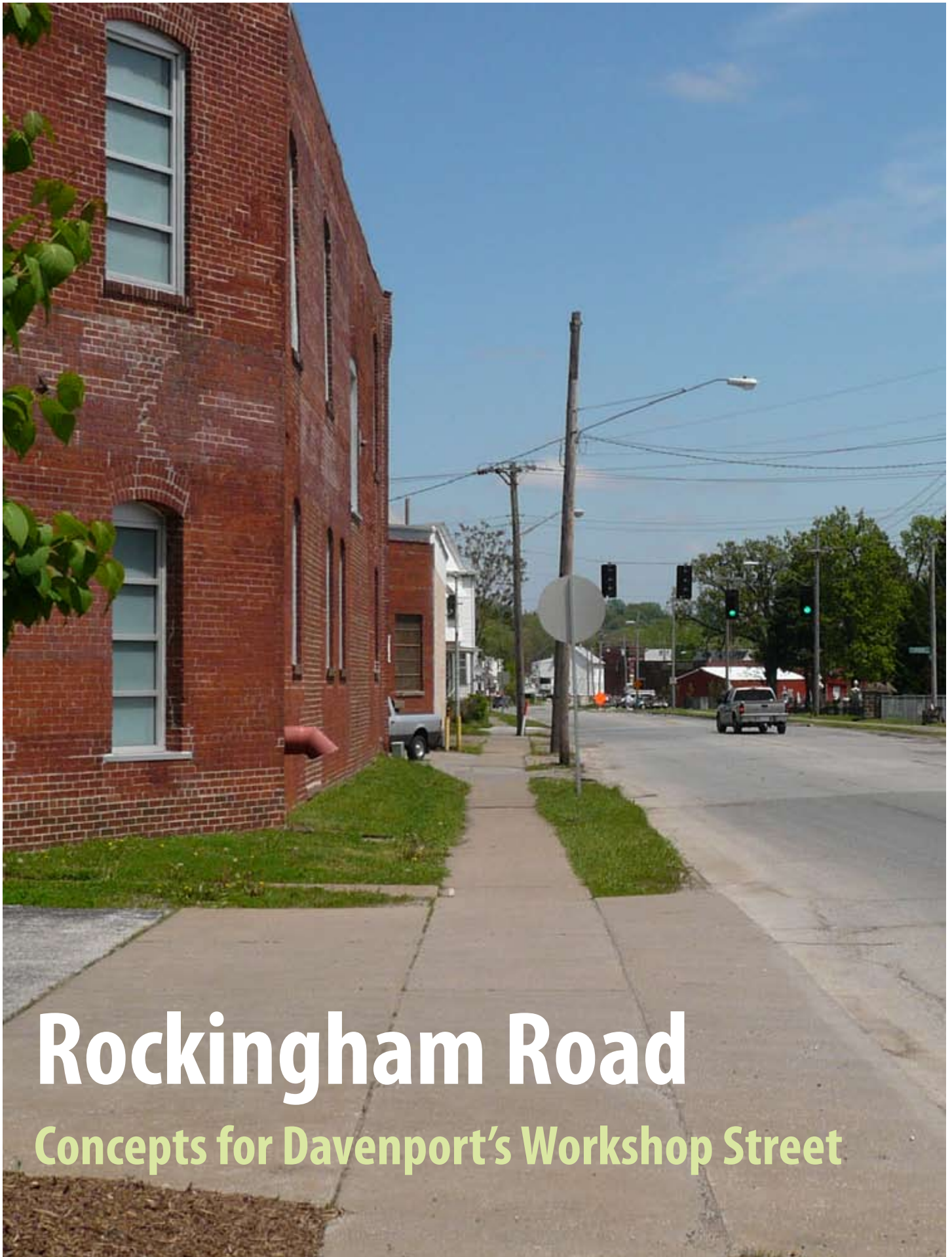
overhead lines and poles have the greatest visual impact.

Completing alternative transportation improvements for pedestrian, bicycle, and public transportation improvements. These include the Locust Street Transit Hub, parallel “bicycle boulevards,” and directional signage that links these boulevards to the street’s business clusters.

Reviewing and modifying the structure of existing city economic development programs, with redesign or consolidation to apply to the needs of traditional mixed use corridors. These should be designed to provide financing appropriate to the redevelopment projects proposed by this study, as well as other projects that emerge.

Providing ongoing funding for corridor improvements and enhancements through devices such as TIF and SSMD’s. Sequencing of improvements should be accomplished through continuing collaboration between the city and the Corridor Partnership.





Rockingham Road

Concepts for Davenport's Workshop Street

Neighborhood concerns focus on functional areas – the continued viability of retailers, traffic impact, and infrastructure. Strategies should address basic concerns and respect the corridor’s mixed use character.



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Rockingham Road is an unusual city corridor, the “main street” of a neighborhood that works, despite violating all the tenets of conventional planning wisdom. Visitors to the street will find the nation’s largest manufacturer of pet food, the producer of 40% of the lunchmeat production of America’s most famous lunchmeat brand, and a giant scrap metal yard. Yet, the same visitor will also find well-maintained houses, classic neighborhood restaurants and bars, an historic cemetery, and locally-owned small businesses. Davenport’s “workshop street” is in fact an historic corridor that extends from Marquette Street to Highway 61 and Interstate 280 before it continues on its course as Iowa Highway 22, parallel to the Mississippi River.

The study corridor includes about 2.75 miles through a neighborhood mixed with major industries, commercial uses, and single-family houses – at times very close to one another. It is in fact an edge street, where the city’s heavy industries met the neighborhoods that provided much of their workforce. As such, Rockingham does not display the different eras of city development evident along the Brady/Harrison and even Locust corridors. Its commercial areas serve the needs of people who live and/or work in the area, and are generally smaller than those of the other two corridors included in this study. Neighborhood concerns revolve around functional issues – the continued viability of critical retailers, the impact of truck traffic, infrastructure, and street conditions. Strategies for the corridor should address these basic concerns and respect the mixed character of this important district.

The Scope of the Rockingham Road Study Area

The continuous corridor extends out of Downtown Davenport as 2nd Street and becomes Rockingham Road at Fillmore Street. The Rockingham study area extends from this point to the Highway 61 interchange. It also addresses the large industrial area south from Rockingham Road to River Drive (US Highway 61). The nature of study area issues requires a focus on traffic patterns, infrastructure, the inevitable and historically manageable land use conflicts between residential and heavy industrial uses, job development, and the continued viability of important commercial nodes.





Development Character and Principal Issues

The Rockingham Road corridor is unique among the corridors in this overall study – generally representing a single period of development and the boundary between the city’s old industrial core and surrounding older residential neighborhoods. This seam is marked by neighborhood commercial uses, with larger nodes occurring at transitions. This section summarizes land use and development characteristics along the corridor, and key issues, based on the comments of stakeholders during the planning process.

The Rockingham Corridor: Development Character

This discussion summarizes the nature of land use and development patterns along Rockingham Road, proceeding from east at Fillmore Street to west at US Highway 61.

Fillmore Street to the Iowa Chicago & Eastern (ICE) Railroad crossing. This segment, closest to Downtown, is an older industrial district that contains the Oscar Mayer/Kraft plant, one of Davenport’s largest single employers. The plant’s primary access is to Rockingham, with Marquette Street on its eastern edge connecting to US 61. Other

smaller industrial buildings line this part of the street, along with neighborhood-scale commercial buildings, some of which are vacant, and several houses. The Sturdevant to Division Street block is a significant commercial node, featuring an older commercial strip building, the landmark Tappas Steak House, and historic Davenport City Cemetery. To the west, industrial buildings border the ICE right-of-way, and a significant parcel of open land is located along the west side of the tracks between Rockingham and 1st Street. Major focuses in this segment include reuse of substantial commercial buildings, strengthening of the community node at Sturdevant Street, and reuse of the vacant parcel along the railroad.

ICE Railroad to Elmwood Avenue.

This segment is a mix of industries, neighborhood retailing and services (including fast food), and residential uses, including houses co-existing directly across the street from major industry. The Nestle-Purina plant, on the south side of Rockingham between Howell Street and Schmidt Road, is the street’s dominant single use. The plant is a major generator of truck traffic, and has access to US 61 along both Howell and Schmidt. However, frequent blockages at the Schmidt Road rail



Contexts of Rockingham

grade crossing near the ICE yard and difficult geometrics at Howell Street cause many trucks to use Rockingham to the US 61 and I-280 interchanges. The Alter Trading Corporation's scrap metal recycling yard is also accessed from Schmidt Road and occupies over 40 acres south to the ICE tracks. However, the Alter installation does not have direct frontage along Rockingham. Commercial uses are scattered throughout this segment, and have declined to some degree, with two fast-food chains (Hardee's and McDonald's) closing their stores here. An Iowa Interstate Railroad branch also crosses Rockingham Road at a grade crossing between Lincoln and Elmwood Avenues.

Elmwood Avenue to Minnie Avenue. This key segment includes the boundary between the industrial and residential contexts of Rockingham Road at Concord Street, and includes the street's most important neighborhood commercial node. South of Rockingham, this segment includes a portion of the Alter yard, as well as other local industries and a substantial amount of vacant or underused land. Concord Street is a clear boundary line between the industrial district to the east and the primarily residential neighborhood to the west. The Concord Street node includes a Hy-Vee grocery, neighborhood convenience stores and restaurants, services, and offices. South of Rockingham, Concord Street angles southwest toward the Roosevelt school and Harbor Road Park, and continues through the

residential Garden Addition to US 61.

Minnie Avenue to US 61 Interchange. This western segment of the study corridor takes on an increasingly residential and then rural town edge character. The urban residential pattern from Concord Street to the creek crossing continues to about Fairmount Avenue. West of that, Rockingham becomes a narrower development corridor, defined by hills to the north as it approached its interchange with US 61. Small-scale commercial uses are scattered along this city-edge corridor, and a cluster of businesses occurs as the road curves south toward the major highway. Fairmount Cemetery, north of Rockingham, marks the transition between this gateway commercial area and the more settled urban residential development to the east.

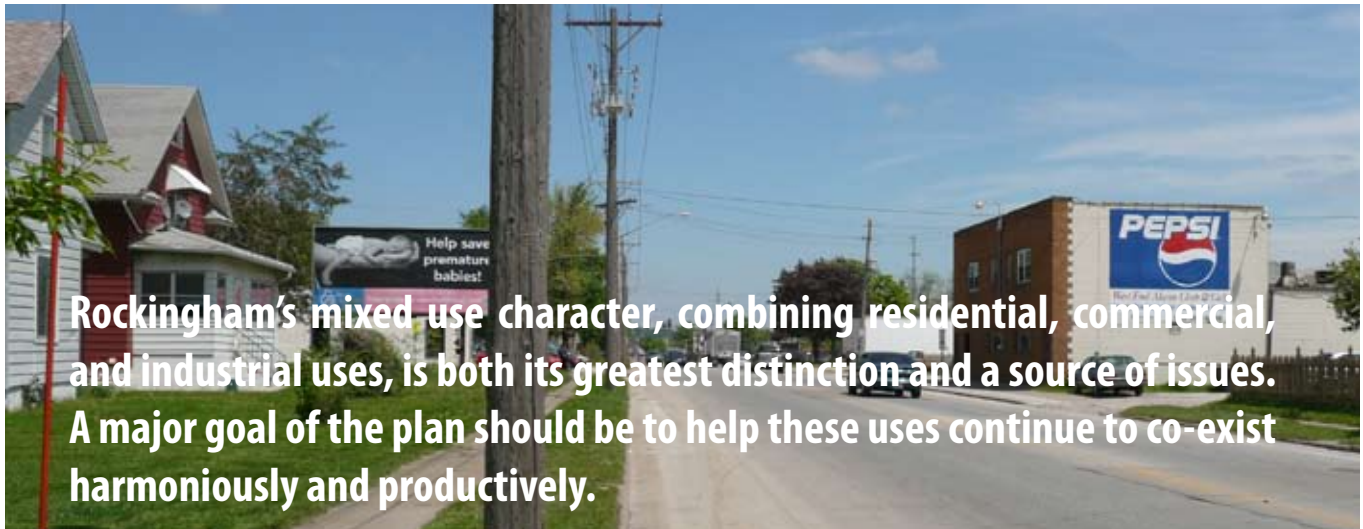
Issue Areas

Issue areas identified during the public process fall into the following categories:

- **Infrastructure**
- **Traffic**
- **Liveability**
- **Commercial Growth**
- **Jobs and Local Economy**

Infrastructure

Infrastructure emerges as Rockingham Road's primary issue. Its multiple roles as a conduit for major industrial truck traffic, a state highway, and a neighborhood commer-



Rockingham's mixed use character, combining residential, commercial, and industrial uses, is both its greatest distinction and a source of issues. A major goal of the plan should be to help these uses continue to co-exist harmoniously and productively.

cial and residential arterial, along with the age of the surface and deteriorating subsurface conditions, have placed a heavy load on the facility. Major issues for the Rockingham corridor include:

- Outdated and deteriorating storm sewers. Storm sewers under this street, one of Davenport's original urban corridors, are outdated and deteriorating. Combined with poor soils conditions at the base of bluffs and near the Mississippi River channel, this leads to unstable conditions that require reconstruction.
- Deteriorating road surface. Heavy vehicle loads, age, and the unstable sub-base produce a deteriorating road surface. The city has resurfaced segments of the road, but resurfacing covers rather than cures the roadway condition.
- Appropriate improvements. Many participants in the planning process stated that basic infrastructure improvements,

suited to the industrial nature of the corridor, are needed over cosmetic beautification efforts.

Traffic.

Rockingham's heavy truck traffic load has taken a toll on all aspects of the corridor. However, traffic also brings life to the street and its businesses. A successful program must manage truck circulation and other traffic-related problems without diverting consumer traffic away from the street. Concepts that emerged through the planning process include:

- Improving industrial truck access to US 61 (River Drive). Rockingham's major industrial traffic generators are Oscar Mayer, Nestle-Purina, and Alter. Oscar Mayer is bounded by River Drive and has relatively direct access via Marquette Street and other north-south connections. However, sharp turns encourage truckers to use Rockingham Road to the US 61 interchange. Purina and Alter depend on

Schmidt Road and Howell Street as alternatives to Rockingham for direct highway access. Schmidt Road, with a grade crossing just east of the ICE Railroad yard, is frequently blocked by trails. The geometrics of the Howell Street intersection with US 61, while recently improved, still prove difficult, and sewer construction may block this access for some time. Participants discussed such changes as improved intersections, changes in railroad operating procedures, a Schmidt Road grade separation, and signalization along River Drive.

- Regulatory enforcement, including a weight limit on Rockingham Road and noise control ordinances to address reciprocating brakes on trucks, motorcycle traffic, and improperly muffled cars.
- Designated areas for truck parking. Areas that were once used for overnight truck parking are now no longer available. This is causing over-the-road truckers



Existing Land Use, Rockingham Corridor

to park overnight on Rockingham with motors and freezers running. A dedicated area for overnight parking, away from the residential and commercial parts of the street, would address this issue.

- Traffic pattern changes. In the long term, an alternate industrial circulator that connects Schmidt Road and US 61 at Concord Street could relieve Rockingham Road of truck impacts and open new industrial areas to development.
- Roadway improvements along Rockingham Road. Street reconstruction would address the negative effects of roadway de-

terioration, but could also reduce the inadvertent “traffic calming” effects of a bumpy surface. Police officers also report significant crash issues at intersections such as Concord Street, where turning movements with protected lanes create hazardous conditions.

Liveability

Rockingham Road defies convention by its ability to maintain typically “incompatible” land uses next to each other. Despite some conflicts, residents, proprietors, and industries recognize their intertwined economic and community interests and generally try to work together. For example, Purina purchased a parcel on the north side of Rockingham between Howell and Pine both as an employee parking lot and as a neighborhood buffer. Part of this cooperation stems from the

historic fact that major industries established themselves in this corridor first, with neighborhoods built around them to take advantage of available jobs. Yet, in this kind of mixed use area, land use conflicts, visual and image effects, and operating impacts inevitably emerge. Recommendations for addressing liveability issues included:

- Continued neighborhood and police cooperation on local crime and gangs. Businesses and residents generally report a reduction in crime over the last few years as a result of greater cooperation between police and neighborhood residents and businesses.
- Better street lighting. The Rockingham corridor is lighted by conventional cobra-head fixtures

mounted on wood power poles. Residents and businesses report that this gives an inadequate light level and recommend additional street lighting.

- Improved corridor appearance. While most participants do not believe that a highly refined “streetscape” treatment is appropriate for the Rockingham corridor, they do consider the street’s gritty appearance to be a negative quality. Improved curbs and sidewalks, better property upkeep, some landscaping, and strategically located visual improvements would help the corridor market itself to its target audiences – residents, customers, and building investors.
- Maintaining small town character. The West End community displays a spirit and a high degree of self-identification. This spirit is evidenced by projects such as the Roosevelt community center and park improvement projects, gardens planted on land acquired through the flood abatement program in the Garden Addition, and the good humor displayed by signage and building improvements made at several area businesses. Community members see this sense of neighborhood as the asset that it is and want to see it maintained.

Commercial Growth

Available basic commercial services are important to the viability of westside neighborhoods served by Rockingham Road. Topography limits north-south street connections

west of Division Street to neighborhood service areas like Locust Street’s Five Points district, making local services especially important. Major commercial uses along Rockingham include grocery stores (Hy-Vee and Aldi), restaurants (including both locally-owned and chain establishments), neighborhood services, and bars. However, the recent closure of McDonald’s and Hardee’s stores has raised concerns about the commercial viability of the corridor. Recommendations for addressing issues of continued commercial viability included:

- Focusing on the Concord Street intersection as a major commercial district. Hy-Vee and Aldi, located at or near this intersection, are regarded as important to the neighborhood’s continued stability. The Hy-Vee store needs room to grow, but is landlocked on its current site. This intersection, the transition between the

industrial and neighborhood environments of Rockingham Road, also includes other local businesses and services.

- Improved commercial environment. Customer improvements, such as better appearance, traffic and parking improvement, lighting, and other minor features could improve the image of the area and produce a better business climate.
- Better marketing and promotion as a district. Many participants are puzzled at what they see as commercial weakness, given the large number of employees who come to the area and the stability of surrounding neighborhoods. Better marketing could alert prospective businesses of opportunities and attract customers.
- Reuse of vacant buildings.

Jobs and the Local Economy

The Rockingham Road is both a



neighborhood and an industrial center that must both sustain existing industries and attract new employers. Major industries in the area also reported difficulties finding well-trained workers. Recommendations to address industrial attraction and workforce issues included:

- A local job development center. A community college branch operation to serve the training needs of large area industries as well as the adjacent downtown community could be a valuable way to reinforce industries in this older district, place people with jobs, and add energy to the business environment.
- Open new industrial sites. As an industrial district, Rockingham has major assets – rail service, a supportive neighborhood, relatively abundant land, and highway access via US 61 and I-280. However, much of this land is inaccessible, and local circulation is poor. Viewing the industrial district as a contemporary industrial park project could take advantage of strategically located land.



Based on this analysis, combined with stakeholder observations and recommendations, the following policy determinants emerge:

- **The Rockingham Road corridor exhibits a highly functional and productive juxtaposition of conventionally incompatible land uses.** This co-existence is a considerable strength. The long-established co-location of industry, commercial businesses, and residents creates a distinctive mix that (assuming control of environmental impact) has mutual benefits. Industries supply conveniently located jobs and potential customers; businesses

provide services needed by both residents and area employees; and neighborhoods help provide a workforce. Policy should make this symbiotic relationship better by addressing points of conflict.

- **Conventional commercial revitalization strategies are not completely applicable to the Rockingham corridor.** In the opinion of residents and businesses, a “flower basket and paver” approach is not appropriate here. Commercial needs are basic and should concentrate on necessary neighborhood services – groceries, personal services, offices, eating and drinking establishments, workshops, and similar offerings. Physical improvements are helpful, but should reflect rather than remake the character of the corridor.

- **Like Locust Street, Rockingham Road distributes commercial area but has distinct strategy nodes.** These clusters are the Sturdevant Street and Concord Street intersections, and the “gateway commercial”



cluster near about Stark Street. Of these, the Concord corner is probably the most crucial because of its two grocery stores and its status as a crossroads of the neighborhood's industrial and residential districts. Making this corner work successfully as a commercial/residential neighborhood nexus and providing room for growth of Hy-Vee are important objectives.

- **Infrastructure is the fundamental issue.** The condition of Rockingham Road and its underlying storm sewers are the dominant issue along the street. A major street reconstruction project is expensive and disruptive, but would address a variety of functional, aesthetic, and marketing issues. Beyond the corridor itself, addressing the transportation network in a broader sense could open new industrial sites and minimize operational conflicts between neighborhoods and industries.
- **Short-term measures may improve traffic functioning along Rockingham Road.** A Rockingham Road reconstruction project and an alternative industrial circulator are difficult projects that may have considerable long-term merit, but do not offer short-term help. A more immediate program should explore actions such as minor road and geometric modifications, turning lanes, signalization, railroad operating procedures, and similar actions.





Overall Strategies for Rockingham Road

A Framework for Action

Rockingham Road, despite its diverse uses, is a more identifiable and unified neighborhood than either the Brady/Harrison or Locust Street corridors. Its West End identification and the cooperation and common purpose that this brings can create a strong policy focus. This section establishes a framework for action on the street, and includes the following components:

STREET AND INFRASTRUCTURE RECONSTRUCTION

Rockingham Road should be rebuilt in phases, including a new base, storm sewers, and road surface. The project should also include new street lighting, sidewalks, and some right-of-way enhancements. However, this will be a major capital project that will take a number of years to schedule, fund, and execute. Short-term actions are needed to address immediate problems.

New Traffic Routes and Modern Industrial Development

Poor traffic circulation in the large industrial district between Rockingham and River Drive directs heavy truck traffic to Rockingham, where it least belongs. Creating a new circulation pattern can both provide a better truck route to US 61 and open

currently inaccessible land between Rockingham Road and the ICE Railroad, catalyzing development of a contemporary industrial park.

STREET IDENTITY

People who live and do business on and around Rockingham Road view themselves as members of the West End community. A street identity program helps to express and reinforce this sense of community.

STRATEGIC NODES

Commercial development policy for the Rockingham Road corridor should make resources available for the entire corridor, but should also focus on commercial clusters, the largest of which is the Concord Street intersection. This can begin a process of incremental improvements that can expand to other parts of the street.

COMMERCIAL GROWTH AND STABILIZATION

Rockingham Road should provide opportunities for critical businesses, most notably the Hy-Vee store, to expand. A development program should also encourage improvement of existing businesses, including better parking and access; and promote reuse of vacant but substantial commercial buildings.

INCREMENTAL STREET ENHANCEMENTS

The street environment is important to neighborhood image, and a Rockingham Road reconstruction project, if undertaken, will have a massively beneficial effect. In the short-term, though, steps can be taken both within focus nodes and along the street which can make small but valuable changes.

COOPERATIVE TRAINING FACILITY

Major industries require quality staff at a number of levels. A job training center in the immediate area, affiliated with Scott Community College and supported by major industries, can help existing business and attract new employers.

Street and Infrastructure Reconstruction

Rockingham Road should be rebuilt from the ground up, with new storm sewers, sub-base, paving, curbs, sidewalks, and street lighting. Initial steps should be taken for planning this improvement and including it in the city and state's capital program. However, while long-term planning is occurring, short-term improvements are necessary.

Infrastructure is a top priority for the Rockingham Road corridor, and old sewers and a deteriorating sub-base and pavement surface can only be patched together for so long. A reconstruction project that includes the streets and its supporting infrastructure should occur in phases, and initial planning should begin to schedule this project. As



Iowa Highway 22 and a part of the city's major street system, Rockingham Road is eligible for Surface Transportation Program (STP) funding. In addition to roadway improvements, this project should also include new sidewalks, street lighting, and landscaping.

In the meantime, smaller steps should be taken to improve the area's ability to serve truck traffic while reducing neighborhood impact. This is accomplished best by directing trucks to US 61 with minimum travel distance on Rockingham Road. The following actions can address some of these short-term operating issues:

- *Street section modifications to allow easier turning movements.* The Rockingham Road channel is typically about 40 feet wide and permits parking on both sides of the street. At intersections with streets that provide

access to US 61, the city should consider eliminating on-street parking and restripe Rockingham with a protected southbound left-turn lane. Locations for these revisions include southbound Division and Schmidt. Left-turn lanes should also be provided for neighborhood traffic at Concord Street and Elmwood Avenue. To the degree possible, right-turn radii for southbound movements should also be increased. The US 61 and Howell Street intersection, recently realigned, should also be reviewed for ease of truck movement.

- *Signalization.* To ease truck access from the south, a signalized intersection should be considered at US 61 and Schmidt Road. An indicator should also be considered to alert trucks of stopped trains that block Schmidt Road access.

- **Railroad Operations.** The City, the Iowa Department of Transportation, and industrial customers should explore changes in operating procedures with the ICE Railroad that would reduce blockages of the Schmidt Road grade crossing. In addition, indicator signals should be considered at strategic locations on Rockingham to warn of a blockage of Schmidt Road. This could reduce the number of trucks who use Rockingham to US 61 to avoid the risk of delays.
- **Truck Parking.** Negotiating with existing industries or securing a new site away from residential areas, dedicated to overnight truck parking.

New Traffic Routes and Modern Industrial Development

In the long-term, developing new alternative industrial routes around Rockingham Road will improve the neighborhood and open the door to full development of the industrial district between Rockingham and the railroad.

Ultimately, the best long-term solution for helping the Rockingham corridor prosper as a stronger industrial center and residential and commercial neighborhood may be full development of the industrial district south of the corridor and development of a circulation network to both serve this expanded area and divert heavy truck traffic from Rockingham. The industrial district is inefficiently used, even by existing industries. Its access west



Rockingham area circulation concept includes a new circulator road parallel to the railroad that crosses the creek before reaching the Garden Addition. New north-south local streets would open industrial land to redevelopment.

of Schmidt Road is limited to a few dead-end north-south streets and the site lacks internal street connections.

Elements of the concept include:

- A new circulator street that diverges from Schmidt Road and runs parallel and north of the ICE Railroad, crossing the creek just north of the railroad bridge, continuing west on the Daisy Avenue alignment, and then turning south with a wide radius turn onto the Concord Street alignment, where it intersects with Highway 61 at a signalized intersection. This serves the entire Rockingham industrial precinct and avoids a crossing with the ICE main line. (Map Key 1)
- Connection of north-south streets, potentially including Elmwood, Birchwood, Farragut, Rolff, Dittmer, and Floral Lane, between Rockingham Road and the new industrial circulator.

(Map key 2)

- Realigning Schmidt Road to intersect with the circulator and provide greater stacking distance at the railroad grade crossing. (Map key 3)
- Parceling underdeveloped or redeveloped land into marketable tracts. This would be done in concert with area industries, including Alter Trading.

An alternative concept is a grade separation of Schmidt Road over the railroad, with an east-west circulator that connects to Schmidt rather than Concord. However, available space may make this solution either impossible or prohibitively expensive. Both options should be evaluated by a conceptual engineering study.

Street Identity

Rockingham Road should express its unifying identity as a mixed residential, commercial, and industrial community, the “main street” of the West End.

Identity comes naturally to the Rockingham Road corridor because of its identification with the West End neighborhood and two of Davenport’s largest industries. As with both the Brady/Harrison and Locust corridors, a Rockingham/West End “brand” can be beneficial by:

- Helping potential customers locate businesses and understanding the various services offered along the street.



Street Identity. A humorous approach to corridor identity might be appealing along Rockingham Road.

- Establishing a community presence that can attract new businesses.
- Providing opportunities for cooperative advertising and promotional events, particularly important in a retail recession when businesses limit individual marketing expenses.
- Encouraging businesses to help each other by cross-marketing.
- Creating an advocacy organization to promote the common

interests of businesses along the corridor.

Actions that can implement a street identification program include:

- *Forming a Rockingham Road (or West End) Association* that coordinates promotional and advocacy efforts.
- *Developing a corridor trademark or logo, and developing an identifying banner or graphic that can be installed at key business nodes along the corridor.* The banner may be serious or humorous, but should be memorable. Enamelized metal panels are a durable substitute for canvas banners.
- *Developing collateral marketing materials that may include a corridor website, and brochures and business directories that are available at businesses throughout the corridor.* This information should also be linked to the city’s overall travel information system, and coordinated with other local business districts or business streets in Davenport.
- *Eventually forming a Self-Supporting Municipal Improvement District (SSMID)* with the ability to assess non-residential property for public improvements, management, and promotions within business districts. Logical uses for a SSMID include common advertising and minor public improvements such as Christmas lighting or landscape maintenance.



Mural art and identity. Left, the Nestle-Purina wall. Right, a mural on a metal building by Wyoming artist Harvey Jackson adds identity along South Douglas Highway in Gillette.

- *Creating landmarks that bring people to the street.* One example could be public art projects, such as mural installations on long continuous industrial walls. A mural on all or part of the nearly 1,100 foot long Nestle-Purina wall, for example, would be a grand gesture that would become a strong attraction to the area.

Strategic Nodes

Within the Rockingham Corridor, three business clusters may be identified as neighborhood sub-centers. While commercial uses are distributed along the entire street, these three nodes should punctuate the street with special character.

The three business clusters that emerge as nodes along Rockingham Road are:

- **The Sturtevant to Division Street segment.** Commercial development occurs along the north side of Rockingham, while historic Davenport City Cemetery, flanked by industrial buildings, occupies the south side.
- **“Concord Corners,”** incorporating the blocks between Rolff and Elsie, but centered at the Rockingham and Concord intersection.
- **Rockingham Gateway,** east of the US 61 interchange roughly from Fell Drive to Stark Street.

These strategic nodes would be the starting points for the street enhancement program presented below.

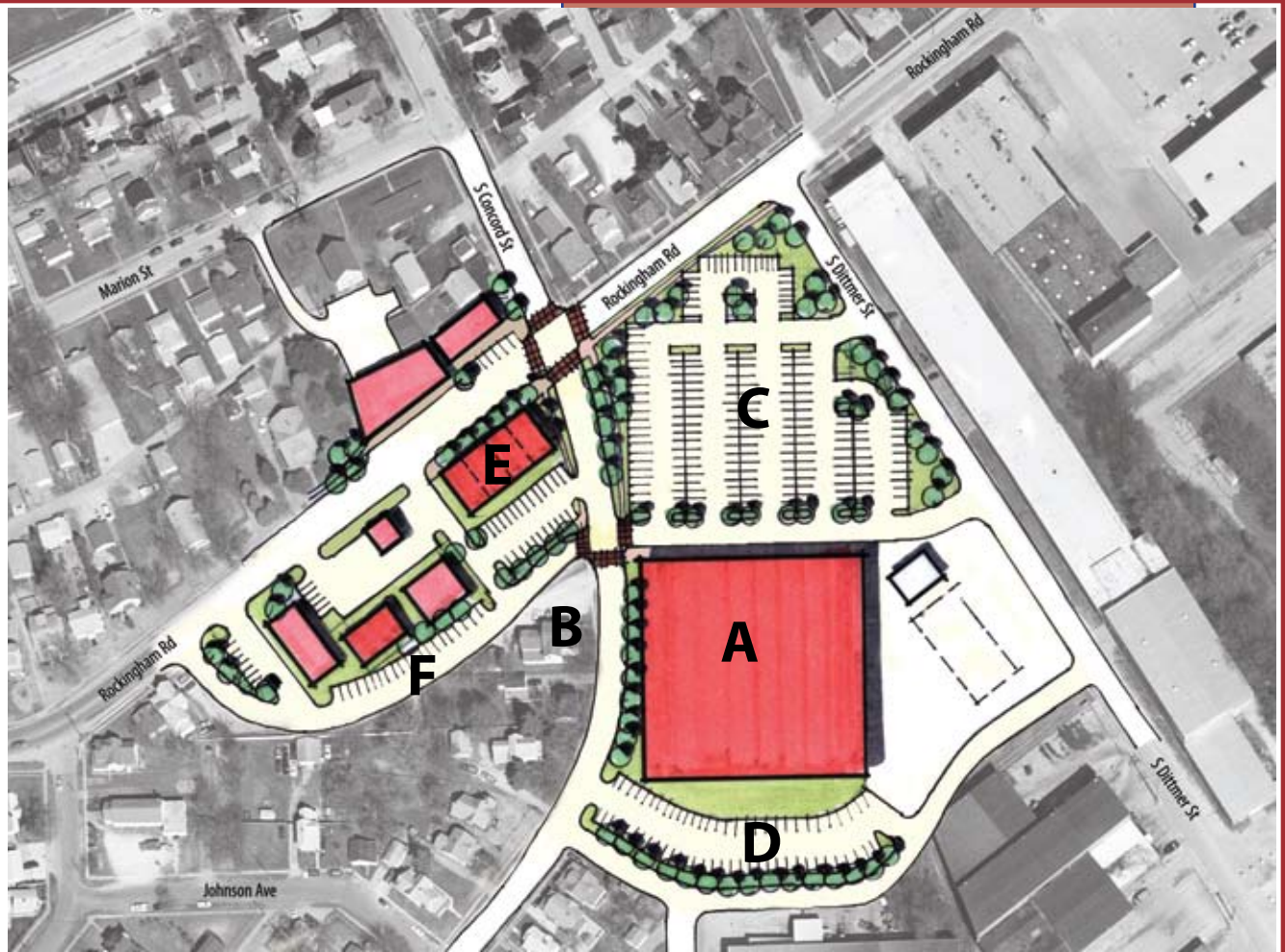
Commercial Growth And Stabilization

The Rockingham corridor should provide critical existing businesses with room to grow and opportunities for new business-

es to invest, encouraging reuse of existing commercial buildings.

City policy should encourage commercial growth and reinvestment, to counter the concern that the Rockingham Road commercial environment is declining. This policy has several focuses:

- **Large-scale retailers.** A key focus here is the Hy-Vee store at Concord and Rockingham, the corridor’s largest store at about 33,700 square feet and a major anchor for West End neighborhoods. Hy-Vee is unable to expand at its current site, although land is available around it that could accommodate an updated and larger store. Maintaining Hy-Vee in the West End is very important. City policy should stand ready to assist a Hy-Vee expansion project through tax increment financing (TIF), infrastructure improvement, and land acquisition if necessary.



Concord Corners Concept

- A. New Hy-Vee
- B. Realigned Concord Street
- C. New Parking on Existing Store Site
- D. Connector Road with Parking
- E. New Commercial
- F. Connector and Rear Parking

The plan sketch presented in this section illustrates a concept for a Hy-Vee expansion that could be accomplished without closing the existing store. In this concept, a vacant industrial building behind the existing store is acquired and a new service street is built to connect Concord and Dittmer Streets. A new store is developed behind the existing building, which is then demolished to make way for the primary parking lot. Concord Street is realigned to eliminate the jog in the intersection. In addition, a new service drive is built between Concord and Elsie to provide additional parking and access to existing and new commercial buildings west of Concord Street. Street landscaping, lighting, improved crosswalks, and other streetscape improvements are installed to complete the Concord Corners revitalization.

- **Existing retailers and services.**

Large businesses like Hy-Vee are critical to the corridor and their retention and growth creates the traffic and atmosphere necessary to sustain other small businesses. Revitalization policy should provide improved access and incentives for landscape, signage, and building improvements, using TIF or community development block grants as possible financing sources.

- **New businesses on infill sites or vacant buildings.** The city should encourage desirable retail and service uses on vacant lots and in serviceable existing commercial buildings through TIF



and commercial rehabilitation loans.

Incremental Street Enhancements

The Rockingham Road program should develop a program of minor improvements in the public environment along Rockingham Road that enhance the image and spirit of the street.

Rockingham Road is largely an industrial corridor, but modest and functional improvements can have a significant impact on the business environment. Elements of an improvement program may include:

- **Curb and sidewalk reconstruction.** This should be done initially in business clusters, even in advance of overall street reconstruction.
- **Defined crosswalks.** Well-defined crosswalks at key locations increase pedestrian safety and motorist awareness. Pavement marking techniques include conventional zebra or crossbar

markings, or contrasting pavement color, material, or scoring. Paint, thermoplastic markings, or surfacing materials should be used to avoid wasting materials if a street reconstruction is planned. Defined crosswalks should be located at:

- Signalized intersections.
- Other key streets in the focus nodes.
- Other areas, including mid-block crossings with pedestrian signals, where a clear pedestrian desire pattern is observed.

- **Street lighting accents in sub-centers.** Street lighting along Rockingham Road is provided by “cobra-head” fixtures mounted either to wood power poles or free-standing galvanized steel poles. These should be complemented by lower, pedestrian-scaled fixtures or a thematic fixture such as a modern “tear-drop” installation in focus areas. This indicates that the traveler is entering a special area along the



Rockingham streetscape before and after implementation of the enhancement program recommended by the plan.

corridor, and reinforces the message that pedestrians are present and slower speeds are appropriate.

- *Environmental Graphics.* Use of unifying graphics to identify the corridor and its individual sub-centers was discussed earlier. In addition, a wayfinding system should be utilized to neighborhood destinations such as parks, schools, Credit Island, and other nearby features.
- *Connection of businesses to sidewalks.* Where possible, parking lots should be designed to provide a direct and defined pedestrian path between the



public sidewalk and the principal entrances of businesses or shopping centers. Many of Rockingham's older commercial buildings are located on or near the property line.

- *Green space where possible.* The tight dimensions of Rockingham Road limit opportunities for landscaping in the right-of-way. However, sites and parking lots can be redesigned to provide additional green space, including landscaped buffers between sidewalk and parking fields and small public spaces. Large parking lots such as the Purina lot and other lots or industrial sites have a substantial amount of unused front-yard space, the landscaping of which would dramatically change street quality.

In common with the other corridors, a site improvement incentive program could encourage private industries to improve landscaping. Approaches include:

- *A Landscape Easement Approach*, in which a Self-Supporting Municipal Improvement District would negotiate a long-term easement with an adjacent property owner for installation and maintenance of landscaping adjacent to the street, and use assessments for landscape financing.
- *A Site Design Grant Approach*, providing a special fund, providing matching grants to property owners who provide landscaping

or pedestrian access improvements according to established district standards.

Cooperative Training Facility

A training facility serving area industries will both meet short-term needs and support long-term economic and human resources development imperatives.

An innovative facility designed to meet local training needs would assist major industries in the area, bring business to the neighborhood, and support future development in this industrial district. This project is envisioned as a partnership of Scott Community College, the City, and industries in and around the Rockingham corridor. Potential sites for the facility include:

- The vacant site adjacent to the ICE branch between Howell and Division.
- The currently unused McDonald's site east to the railroad branch, depending on the size of the facility program.
- Other currently unused buildings along Rockingham.

Former railroad right-of-way is a potential site for a cooperative training facility, and is very convenient to Rockingham's major industries.





Implementation

The Rockingham Road Plan presents an ambitious program for corridor revitalization, with major recommendations for substantial infrastructure investments. These major investments are large in scale and require advance planning and budgeting. In the meantime, actions should be implemented in the short-term that address major neighborhood concerns and possibilities. This section considers a general order of efforts, and considers implementation funding.

Initial Steps

Organization and Branding

The first steps should begin with relatively low cost items, designed to address functional concerns and establish some initial corridor enhancement results. These initial steps include:

- *Organizing a Rockingham Road Association.* This association, which may be incorporated, should be a common forum that opens communication among industries, commercial businesses, and residents, and acts as an advocate for Rockingham Road interests. The corridor partnership's responsibilities include joint marketing, branding, problem resolution, and devel-

opment of annual programs for strategic accomplishments. The partnership may be charged with defining priorities and coordinating the overall implementation of the corridor concept.

The partnership structure may ultimately include a self-supporting municipal improvement districts (SSMID's) for promotion, maintenance, and minor capital improvements such as landscaping and seasonal lighting.

The other parts of this overall study, addressing the Brady/Harrison and Locust corridors, addressed the need for a professional director with organizational and promotional capacity. A Rockingham partnership should consider partnering with these other two areas to retain a "traditional corridors" development director who is responsible for administration of all three project areas.

- *Implementing a branding and graphics program.* An initial low capital/high return effort for the corridor partnership is implementation of the identification and directional graphics programs, and preparation of marketing materials for distribution through the corridor. These

materials should address business offerings, food, industries, and neighborhood features. The brand may be whimsical or serious, but should in any case be distinctive. Changing the public image of the corridor from one of perceived retail decline and lack of safety to one of progress and growth helps create conditions that encourage renewed private investment.

Traffic and Safety Issues

The first order of work is addressing traffic function and infrastructure issues. Chapter Two presented short-term measures, including minor intersection modifications that introduce protected left-turns to southbound streets linking to US 61; Schmidt Road signalization at US 61; exploring changes in railroad operating procedures; electronic indicators to signal blockages of Schmidt Road; and securing truck parking. The city, in concert with a Rockingham Association, should pursue these options.

For the longer-term, the reconstruction of Rockingham should be included in the city's capital improvement program and scheduled for construction.

Pilot Enhancement Projects

Two pilot projects with reasonable scale and can demonstrate the effectiveness of a limited initial capital investment include the Sturtevant/Division node and Concord



Corners.

Sturtevant/Division

A public environment initiative here should focus on:

- Sidewalk reconstruction.
- Crosswalk enhancements at Sturtevant and Division intersections.
- Improved lighting, including pedestrian scale lighting to set the precedent for other parts of the corridor.
- Thematic graphics.
- Parking lot landscaping for the strip center on the northwest corner of Rockingham and Sturtevant.
- A financing incentive to encourage building façade improvements or building reuse in the vicinity of this cluster.

Concord Corners

Concord Corners is the most significant commercial cluster, and includes the street's two largest retailers – Aldi and Hy-Vee. Important actions here include:

- Initial discussions with Hy-Vee about possibilities for store expansion or new construction.
- Implementing the public environment program discussed above for Sturtevant/Division, depending on Hy-Vee's long-term plans.

Other Developments

Other concepts that the city and Rockingham Association should pursue in the short to medium-term include:

- Possible improvements, including murals and parking lot landscaping, of the Purina site along Rockingham. These may involve

special arts or community foundation funding.

- Potentials for the Cooperative Training Facility.
- Financing programs to encourage new commercial reuses in significant vacant buildings along Rockingham.

Ongoing Corridor Revitalization

The previous discussion presents initial steps that can begin a self-sustained private market response along the Rockingham Road corridor. The overall development program envisioned by this plan goes well beyond these initial steps, however. In order to sustain development and complete the plan, the following actions should be taken:

- Assuming successful completion of the initial pilot projects, continue the public improvement program, including sidewalk and curb reconstruction, new lighting and graphics, and crosswalk improvements.
- Begin exploratory discussions about the continued development of the industrial district and its transition to a contemporary general industrial park, served by a network of circulator streets.
- Reviewing and modifying the structure of existing city economic development programs, with redesign or consolidation to apply to the needs of tradi-

tional mixed use corridors. These should be designed to provide financing appropriate to the redevelopment projects proposed by this study, as well as other projects that emerge. This recommendation is common to all corridors.

- Providing ongoing funding for corridor improvements and enhancements through devices such as TIF. A SSMID may be formed along Rockingham but should concentrate on marketing and minor public improvements.









Implementation

Realizing the Older Commercial Corridors Plan

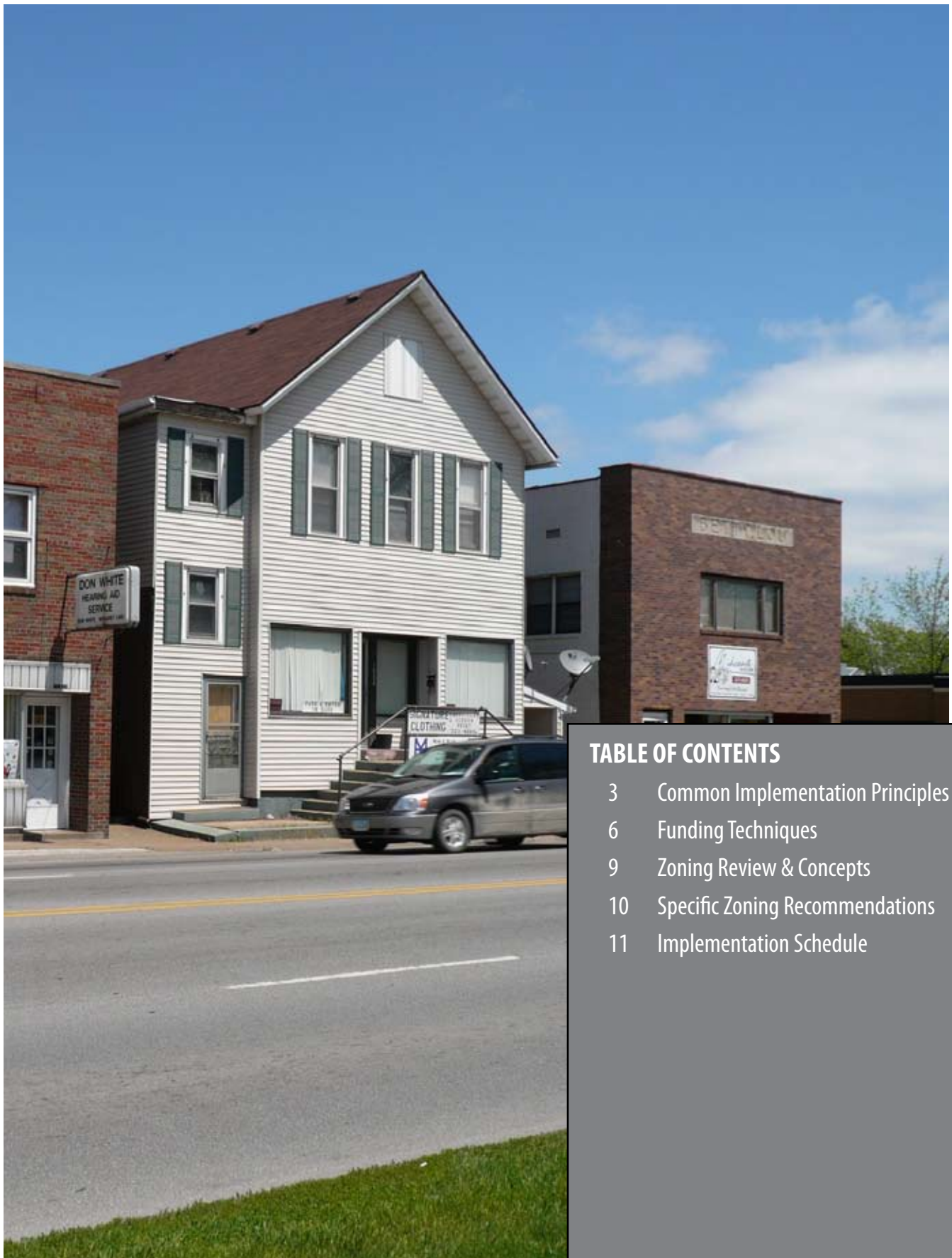


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Each part of the Older Commercial Corridors Plan has an implementation section that is adapted to the needs and projects of each corridor. This Overall Implementation chapter unifies these by considering policies and techniques common to all of the corridors.

This section includes:

- **A Summary of Common Principles**, overall implementation policies that apply to the entire corridor program.
- **Funding Techniques**, summarizing sources of funds that can help to implement individual projects.
- **Zoning Directions**, including a short summary of how Davenport's zoning ordinance should be adapted to encourage plan implementation.
- **An Implementation Schedule**, summarizing the various specific recommendations of the plan and including recommended time frames for implementation.

Common Implementation Principles

While each corridor has individual implementation programs, included in their respective sections of this document, ten common principles apply to a coordinated implementation program. A summary of these principles follows:

1. Replace a “categorical program” model with a district-specific comprehensive approach. Davenport's community development programs have followed a “categorical program” model, typical of many sophisticated community development programs of the 1980s and 1990s. The categorical approach defines and allocates funds on the basis of types (or categories) of activities, such as commercial rehabilitation, adaptive reuse, or historic preservation. However, in the commercial corridors a neighborhood-based approach, allocating funds flexibly by area for a variety of purposes, will be more efficient. This alternative model in effect defines the revitalization of a specific project area (like Hilltop) as the “program activity,” allowing funds to be used on a strategic basis.

2. Make Tax Increment Financing available throughout the study corridors. TIF is an important financing technique for these three community corridors. However, only parts of the corridors are currently designated as TIF districts. Overall corridor revitalization and reinvestment should be viewed as

an eligible TIF outcome in Davenport. Strategically, the technique is most applicable in two ways:

- To provide direct assistance to specific projects. Here, the added value of a development project funds acquisition or improvements that are directly related to that project. Examples would be site acquisition and preparation and roadway changes related to the Concord Corners concept in the Rockingham Road plan, or implementation of the Fairgrounds Village concept in the Locust corridor plan.
- To finance public improvements in a large area with gradually increasing areawide property tax revenues. Here, the additional revenue created by long-term escalation of real property values and incremental development projects can finance area improvements such as sidewalks, amenities, lighting, street modifications, utility relocations, and other improvements. This use applies to sidewalk and street improvement projects in subdistricts like Five Points and along parts of the Brady/Harrison corridors.

3. Concentrate on specific areas with maximum impact. The Brady/Harrison, Locust, and Rockingham corridors together are about 20 miles long, making it impossible to do everything at once. Rather, revitalization is a process that begins with nodes of special importance that will catalyze reinvestment in

neighboring segments. The individual corridor plans identify these strategic areas.

4. Provide financing incentives to encourage adaptive reuse of key buildings. Reuse and adaptation of existing buildings is a component of all three corridor plans. Incentives should be flexible and tailored to the nature of the individual redevelopment project.

- Community Development Block Grants and related capital programs may be used to provide gap financing (the difference between project costs and the amortizable principal supported by market revenues) for projects that meet statutory requirements, including low and moderate income benefit and/or prevention of slums and blight. Buildings in older parts or lower-income segments of the corridors are most appropriate for this use of funds. These include much of the Rockingham corridor, the Hilltop district, and the Brady/Harrison corridors south of Locust.
- Tax abatements may apply to smaller projects, owner-occupied buildings, or projects that do not meet CDBG requirements.
- TIF may be used on a specific project basis, but projects should be large enough to generate a significant increment. TIF can provide gap financing by using added tax revenues to reimburse part of debt service costs.

- Historic Tax Credits and Low Income Housing Tax Credits (LIHTC) are applicable to a variety of projects in these corridors. Full use of historic tax credits requires that buildings be individually eligible for National Register listing or are located within National Register districts. The LIHTC applies to both new rental development and adaptive reuse that reserves specified percentages of units for low-income occupancy.

5. Invest in the public realm to create a private response. The individual corridor plans adhere to the philosophy that investments in the public realm will generate a desirable private market response. Thus, improvements to the visual quality and pedestrian-friendliness of streets will create a climate for steady private enhancement and reinvestment. If TIF is used for public improvements, these public realm projects are to some degree self-perpetuating. However, an initial public or district-wide investment is necessary to begin the process.

6. Maintain the flexibility to respond to major opportunities. The corridor plans identify potential redevelopment opportunities in all three corridors. Any long-term implementation program should remain flexible enough to respond quickly to major and desirable private initiatives on these and other sites within these development areas.

7. Provide incentives for site enhancements to private property: landscape and pedestrian connections.

The quality of the public environment involves private property as well as public right-of-way. The design and appearance of parking lots, pedestrian links from the sidewalk to business entrances, and other features have important impacts on the business climate of streets. Many of the specific recommendations of the corridor plans address functional and aesthetic improvements of these zones where the public and private realms meet. However, individual businesses may not initially see an immediate economic return in enhancing their own sites, or may be unwilling to bear landscape maintenance costs. The corridor plans outline options for incentive programs that include capital grants, SSMID financing of improvements and maintenance of easements, and stormwater management or other tax-related credits and incentives.

8. Establish an overall design framework that guides project character.

Some areas, including potential historic districts like Hilltop, Washington Street, or Main Street, may require relatively specific design guidelines that address façade architecture and building scale. In other areas, design patterns may relate more to site function and overall building quality than to historical details. Generally, though, major desirable patterns should be defined and implemented through new or modified zoning

requirements where appropriate; or establishing design ground rules for eligibility for city incentive or reinvestment programs such as TIF, abatements, or gap financing.

9. Develop an identifying brand for each corridor.

Initially, a graphic “brand” can express a spirit for the corridor and help to give each street an identity and set of expectations. Brands also help individual businesses along a corridor forge a sense of a common future, that in turn helps to support other initiatives and projects. Finally, the brand communicates a sense of district proprietorship and caring to the public, building the area’s customer base. For example, the intersection of Locust and Iowa is now viewed as an intersection with commercial development along it. Branding it as “Iowa Coreners” can conceivably repackage this intersection as a business district and a community destination. This in turn creates a common interest among businesses that helps to propel other improvements, such as cooperative parking and marketing efforts, forward, which in turn can increase business.

10. Create an organization for management and collaboration.

Successful business districts have three realms – the public realm, including the quality and appearance of the street and other public environments; the private realm, including private property, buildings, and the quality of goods and services offered within; and the manage-

ment realm, the way that the district organizes and presents itself to the customer. Each of the corridors would benefit by developing such a management realm. Because of the length and diversity of these areas, the corridors might be effectively organized with sub-district associations, united in a corridor-long federation on the model of highway associations. These groups would be responsible for management, maintenance, event organization, and promotions. Staffing of such a structure is also important, and may be accomplished on a cooperative basis, with a “traditional corridors executive director” that serves all three areas. Such a position might operate as part of a SSMID or within the city’s Chamber of Commerce or economic development corporation.

Funding Techniques

While some corridor revitalization efforts involve policy or non-capital actions, many of the initiatives identified by this plan involve capital. The following table describes some of the key local, state, and federal programs that are available to assist with implementation.

Table of Potential Funding Sources

Source	Fund Administrator	Description	Possible Uses
Community Attraction and Tourism Program	Vision Iowa	Funding for the development and creation of multiple purpose attraction or tourism facilities	Creation of a major recreation facility in the city.
Community Development Block Grant (CDBG)	HUD. City of Davenport is an entitlement city	Federal funding for housing and economic development to benefit low- and moderate-income residents or eliminate slums and blight.	Rehabilitation and infill projects, directed to projects that benefit low- and moderate-income households or eliminate blighted areas. Gap financing for development projects and public improvements in low and moderate income areas.
DOT/DNR Fund	Iowa DOT	State funds for roadside beautification of primary system corridors with plant materials.	Landscaping improvements along key corridors in the city.
Federal Recreation Trails Program	Iowa DOT	Provides funding for motorized and non-motorized recreational trails and trail-related projects.	Local, regional or statewide trails plans.
HOME	IDED	Funds administered by the State to provide leverage financing for new or rehabilitated rental development.	New and rehabilitated rental projects. HOME funds may be used in conjunction with Section 42 Low Income Housing Tax Credits. They may also be used for innovative project approaches, such as rent-to-own development.
Iowa Clean Air Attainment	Iowa DOT	Funding for highway-street, transit, bicycle/pedestrian or freight projects or programs which help maintain Iowa's clean air quality by reducing transportation-related emissions.	Upgrades to arterial and major collector streets.
Land and Water Conservation Fund	Iowa DNR	Funding for park and trail improvements and land acquisition.	Improvements to existing recreation facilities and development of new facilities.
Living Roadway Trust Fund	Iowa DOT	State funds to implement Integrated Roadside Vegetation Management programs (IRVM) on city, county, or state rights-of-way or areas adjacent to traveled roads.	Roadside inventories, gateways, education, research, roadside enhancement, seed propagation, and special equipment.
Public Facilities Set-Aside Program (PFSA)	IDED	Financial assistance to cities and counties to provide infrastructure improvements for businesses which require such improvements in order to create new job opportunities.	Provision or improvement to sanitary sewer systems, water systems, streets, storm sewers, rail lines, and airports.

Resource Enhancement and Protection (REAP)	Iowa DNR	Available for projects that enhance and protect natural and cultural resources.	Available for parkland expansion, multi-purpose recreation developments, soil and water conservation, DNR acquisition, and DNR land management.
Revitalization Assistance for Community Improvement (RACI)	IDED	Funding for various economic and community development projects.	Neighborhood revitalization, historic preservation, upper-story restoration of downtown buildings.
Revitalize Iowa's Sound Economy (RISE)	Iowa DOT	DOT administered funds used to promote economic development through construction or improvement of roads and streets	Construction or improvement of roadways that will facilitate job creation or retention. Potential uses include a street system for additional business or industrial development.
Safe Routes to School	Iowa DOT	Competitive grant program for Infrastructure improvements within a 2 miles radius of K-8 Schools.	Sidewalk installation & improvements, and downtown pedestrian safety improvements.
Section 42 Low Income Housing Tax Credit	HUD	The allocation of tax credits to affordable housing developers through the State. Developments can utilize either a 4% or 9% credit, depending on the mix of low-income residents.	Multi-family housing development for low- and moderate-income families.
Self-Supported Business Improvement District	Business Association	Contributions by business owners used for various business district enhancements.	Physical improvements to business district, upper-story restoration of downtown buildings.
State Recreational Trails Program	Iowa DOT	Provides funding for public recreational trails.	Local, regional or statewide trails plans.

Statewide Transportation Enhancement Funding Program	Iowa DOT	Funding for enhancement or preservation activities of transportation related projects.	Projects must fit at least one of the following: facilities for pedestrians and bicyclists; acquisition of scenic easements and scenic or historic sites; scenic beautification; historic preservation; rehabilitation and operation of historic transportation facilities; preservation of abandoned railway corridors; control and removal of outdoor advertising; archaeological planning and research; mitigation of water pollution due to highway runoff; safety and educational activities for pedestrians and bicyclists; historical displays at tourist and welcome centers; or transportation museums. TE funds apply to the Main Street/Fair Avenue bicycle boulevard conversion, the Duck Creek bridge and access, and other trail or pathway related improvements.
Tax Abatement	City	Reduction or elimination of property taxes for set period of time on new improvements to property, granted as an incentive to do such projects.	Available for commercial, industrial, or residential developments.
Tax Increment Financing (TIF)	City	Uses added property tax revenues created by growth and development to finance improvements within the boundaries of a redevelopment district.	New residential, commercial, or industrial developments, including public improvement, land acquisition, and some development costs.
SAFETEA-LU (Federal Transportation Act funds)	Federal Highway Administration	Federal transportation funding, including matching grants for major street improvements, enhancements funding for corridor design, streetscape, trail development, and transit. Includes a variety of individual programs, including Surface Transportation Program (STP), Transportation Safety funds, Transportation Enhancements (TE), and Federal Transit Administration (FTA).	Improvements to arterial and major collector streets, and trail development. STP funds are applicable to retrofit or improvement of major corridors. All three of the study corridors qualify in the city's SAFETEA-LU system. Safety funds apply to pedestrian crossings and street and intersection reconfigurations. FTA funding can be used for transit service upgrades, shelters, graphics, and related improvements.
Trees Forever	Trees Forever	Funds for roadside vegetation.	Landscaping improvements along key corridors in the city.

Zoning Review and Concepts

Generally, the variety of zoning districts currently included in the Davenport Zoning Ordinance is sufficient and appropriate for the revitalization of the City's older commercial corridors. The one exception to this general rule is the lack of a district that specifically supports revitalization older, early twentieth century commercial nodes that are not thematically "historic" in character. These include:

- Hilltop Commercial District along Harrison Street.
- Iowa Corners, around the Iowa and Locust intersection.
- Segments of the Five Points district along Locust Street.
- Segments of the Brady and Harrison corridors south of Locust Street.
- Potential "new urban" districts such as the Fairgrounds Village concept.
- Urban segments of the Rockingham corridor.

The character of these early twentieth-century pedestrian-oriented commercial nodes includes buildings on or near the front property line, limited off-street parking, upper-floor residential above commercial uses, and period architecture with substantial window space in the front façade.

Typically, these older areas are now zoned C-2, General Commercial District, intended to serve commu-

nity-wide commercial and service needs, although the Iowa Street intersection is zoned C-1. These district standards, including a required minimum 25 foot front yard setback and parking requirements, mandate a character typical of automobile-oriented post-World War II highway corridor commercial strips. These mandated standards are in stark contrast to the actual character of these older nodes, which serve a smaller neighborhood or special district function. The C-2 zoning is based largely on the existing use mix, rather than physical form.

The Zoning Ordinance includes an HSD Historic Shopping District that, at first glance, appears applicable to these areas. The intent of this district, "to preserve and enhance the smaller scale or historic character of certain older commercial with the City of Davenport," is consistent with recommendations for the Hilltop District and other areas, as are the HSD provisions regarding uses, setbacks, bulk regulations and infill development design standards. The HSD district applies specifically to the Village of East Davenport, where a strong preservation advocacy group supports a robust design review function. However, the extensive design review provisions of the HSD district may be overly burdensome to the traditional but only marginally historic segments in these study corridors.

These areas require a zoning district that incorporates standards consistent with the character of

the district while not imposing an overly burdensome review procedure. This approach should include flexible design guidelines with an administrative or, at least, a "one-stop" board review process. The current HSD process involves both a Design Review Committee of the Plan and Zoning Commission and the Zoning Board of Adjustment, in their normal role of presiding over variances to established district requirements.

The creation of a district that provides for a simplified review process requires the following steps:

1. Clearly define the site plan review process as an administrative function SEPARATE from the zoning code. In Iowa, all special permits, conditional uses, and variations from zoning requirements are clearly the responsibility of the Zoning Board of Adjustment. The site plan review process can, and should, be viewed as an administrative function, like building code review, that simply involves the review of development plans for conformance with all city requirements (zoning code, traffic, sanitary, storm, etc.). This administrative function is appealable to the Plan and Zoning Commission and City Council.

2. Create a new NPC (Neighborhood Pedestrian Commercial) zoning district that identifies and removes design guidelines from the zoning ordinance and places them instead in the site plan ordinance as "design guidelines". These

form-based guidelines include bulk regulations, parking and loading regulations, buffer requirements, and architectural design guidelines. Because they are guidelines and under the site plan procedure, they can be administered flexibly without action by the Zoning Board of Adjustment.

3. Review new development and major additions in the new NPC District under design guidelines in the site plan ordinance. If politically acceptable, this review can be a totally administrative function of the Planning Director.

The model for this type of pedestrian-oriented commercial district is the NPC District developed by Des Moines in the 1990s and administered since that time in 1900's era commercial districts like 6th Avenue, East Grand and Ingersoll Avenue. Their NPC District could serve as a guide for Davenport. However, the separation of the site plan review process from the zoning code is a necessary first step in Davenport.

Specific Zoning District Recommendations

The Davenport zoning code is complete in its provisions supporting the revitalization recommendation of the Older Commercial Corridors plan. However, the following comments are offered for consideration.

1. The intent of the O-T Office-Transitional District, as compared to the C-O Office Shop District is unclear and perhaps duplicative. The O-T District appears to be more restrictive, with its office size limitations, and yet the C-O District is where houses can be converted to office use and should logically be the more restrictive. Perhaps the two districts could be combined, allowing for both commercial reuse of residences and small new offices. In any case, the C-O district should include provisions that require the reused residence to remain residential in appearance and restrict parking from the front yards, so as to protect remaining residential uses in the immediate vicinity.

The historical pattern has been for cities to assume the non-viability of residences on busy corridors and to rezone them to either a district like C-O, or even C-1 or C-2. More recently, the negative effects of such "over-zoning for commercial" – properties which have been allowed to deteriorate in the hope of commercial redevelopment – have become clear, as has the need to keep these properties zoned residential to support their ongoing maintenance. Therefore, the application of commercial and "quasi-commercial" districts like C-O should be undertaken with great care. By and large, it appears that Davenport has been judicious in its commercial zoning and does not have large areas of residential use that have been zoned to commercial.

2. One possible exception is an area of East Locust that has been zoned to R-6M High Density Residential. As shown in the graphic below, this area, while zoned for apartments at a density of 43 units per acre consists, at least on the south side of Locust, mostly of single-family homes. As mentioned, a review of zoning versus existing land use has not identified other significant areas like this on the corridors.

3. The HCOD Highway Corridor Overlay District would be a specific recommendation of the Older Corridors Plan, if the district did not already exist. This district address such significant issues as permissive signage, need for better landscaping, architectural standards, and special provisions for typically negative uses allowed on corridors. This district should apply to appropriate segments of the Brady/Harrison/Welcome Way corridors.

4. Davenport's parking lot landscaping, buffer yard and lighting standards generally appear adequate. However, requirements for internal and street sidewalk to front door pedestrian connections should be added. These should also be incorporated into standards for a new NPC district.

Implementation Schedule

The following schedule summarizes the recommendations of the three plan sections, and places these in recommended time frames. The schedule should be considered an advisory guide, subject to updates on a frequent basis as funding and priorities evolve. Recommendations are categorized in four ways:

A: Non capital actions, typically taken businesses or private, cooperative bodies.

P: Non-capital public policies.

C: Capital items, where the initiative is largely taken by the public sector.

R: Redevelopment or private re-investment, sometimes assisted by a public sector incentive.

Time frames are separated into five year implementation intervals: short-term actions within five years, medium-term within five to ten years, and long-term , ten years and over.



Brady/Harrison Recommendations

Recommendation	Type	Short	Medium	Long
OVERALL				
Develop a common brand identification that unites different parts of the corridor.	A	◆		
Organize a staffed corridor development board to coordinate marketing and management strategies.	A	◆		
Define specific subdistricts that draw distinctions among parts of the corridor.	A	◆		
Implement a wayfinding program that directs visitors to features served by the north-south spine.	A	◆		
Through transportation modeling, confirm the effectiveness of a three-lane conversion of Harrison and Brady Streets	P	◆		
Implement conversion of Harrison and Brady to complete street standards.	C	◆	◆	◆
Improve Palmer College's pedestrian access across Brady Street.	C	◆		
Provide an easy pedestrian connection between the St. Ambrose campus and Vander Veer Park.	C	◆		
Implement changes at 12 th and Harrison to control access to Central High School and improve the connection between the campus and tennis and parking facilities.	C	◆		
Initiate a comprehensive neighborhood business district program in the Hilltop area.	P,C	◆	◆	
Market the 65 th and Brady site as a key redevelopment area, offering incentive programs as necessary.	P,C	◆		
Implement a Brady/Harrison urban corridor overlay district, potentially including special design standards, sign requirements, streetyard landscaping guidelines, and a performance-based point system.	P	◆		
Establish a landscape incentive program to encourage voluntary site enhancements on private property.	P,C		◆	
Realign the 29 th and Brady intersection to improve east-west crosstown circulation.	C		◆	
Realign and extend 32 nd Street to provide direct public access to Brady Street.	C		◆	
Establish a policy of clearly defined crosswalks at key pedestrian crossing points.	P	◆	◆	
Convert Main Street as a bicycle boulevard between Downtown and Vander Veer Park.	P,C	◆		
Define Fair Avenue between Vander Veer Park and the Duck Creek Trail as a bicycle boulevard.	P,C		◆	
Develop a new pedestrian/bicycle bridge over Duck Creek and continue the Fair Avenue bicycle boulevard to Northpark Mall.	C		◆	
Continue the proposed trail system to the northwest drainage corridor north to 65 th Street.	C			◆
Include transit accommodations, including rain shelters and turnouts, in redesign of Brady and Harrison Streets.	P,C	◆	◆	◆

Brady/Harrison Recommendations

Recommendation	Type	Short	Medium	Long
REDEVELOPMENT PROJECTS				
Downtown to Vander Veer Park				
Rehabilitate 5 th and Brady multifamily project, demolish deteriorated adjacent building	R	◆	◆	
Complete mixed use development, including parking, on site between Harrison and Main north of 7 th Street. Project may be a cooperative project of city, school district, Palmer, and a private developer.	R		◆	◆
Improve Palmer College entrances and pedestrian/bicycle connectivity to St. Ambrose and Hilltop districts.	P, R	◆	◆	
Implement financing incentives to encourage reuse and rehabilitation of Harrison Street commercial buildings in Hilltop district.	P, C	◆	◆	
Develop mixed use buildings with internalized parking along east-west streets between 15 th and Locust.	R		◆	◆
Redevelop Ripley Street corridor with new urban housing.	R		◆	
Develop a Town Square at 15 th and Harrison.	C	◆		
Improve pedestrian access across Locust Street between Hilltop and St. Ambrose campus.	C	◆		
Evaluate the Main Street corridor for National Register listing	P	◆		
Develop St. Ambrose related buildings between Harrison and Ripley, including a major campus building at the Lombard and Harrison intersection.	R		◆	◆
Vander Veer Park to Duck Creek				
Develop a gateway green at the Dubuque/Brady divergence	C		◆	
Define the Duck Creek Business District and create a SSMID for the area	P		◆	
Encourage commercial expansion with good east-west access between Brady and Dubuque	P, R	◆	◆	◆
Plan and implement access consolidations and public realm and private site improvement programs between 29 th Street and Duck Creek.	P, C	◆	◆	
Reroute 32 nd Street to connect to Brady Street.			◆	
Duck Creek to 53rd Street				
Reuse major development sites between Brady and Harrison north of Kimberly, using appropriate financing assistance.	R	◆	◆	
Upgrade 42 nd Street as a major connecting access between the two corridors.	C		◆	
Landscape open spaces and slopes north of 46 th	C		◆	◆

Brady/Harrison Recommendations

Recommendation	Type	Short	Medium	Long
REDEVELOPMENT PROJECTS				
53rd to Interstate 80				
Implement a gateway improvement program between Interstate 80 and the Davenport welcome sign.	C		◆	
Upgrade local circulator design in the Brady corridor, including a two-way west side circulator and a two-way east side rearage road. Develop circulators as complete streets with bicycle and pedestrian access.	C		◆	◆
Redevelop the site at the southeast corner of 65 th and Brady	R	◆		



Locust Street Recommendations

Recommendation	Type	Short	Medium	Long
LOCUST STREET (OVERALL)				
Form a Locust Street Association, establishing a corridor identity mark and collateral marketing materials.	P	◆		
Identify strategic nodes within the Locust corridor.	P	◆		
Provide capital funding for a realistic program of public improvements, focused on curbs and sidewalks, crosswalks, street lighting at strategic areas, unifying graphics, connections to businesses, green space, and street landscaping.		◆	◆	◆
Implement an access management and driveway consolidation program in cooperation with corridor businesses.	P		◆	◆
As part of a detailed study area, investigate possible conversion of sections of the street to three-lanes.	P	◆		
Provide well-maintained, barrier-free sidewalks along key north-south connections to commercial clusters.	P, C		◆	
Use wayfinding systems to reinforce neighborhood connections.	P, C	◆	◆	
Establish signed bicycle routes and networks on streets that parallel and/or connect to Locust Street	P, C	◆	◆	
Plan for a district enhancement program in the Washington Street district between Locust and Riverview Park.	C	◆		
Establish appropriate, pedestrian-oriented commercial zoning along segments of Locust Street.	P	◆		
Ensure that Locust Street businesses are conveniently accessible by all transportation modes	P	◆	◆	◆
Implement a landscape incentive program	P	◆		
SPECIFIC SUBCENTER PROGRAMS				
East Locust Commercial Corridor				
Consolidate, bury, or otherwise reduce the visual impact of electrical distribution lines.	C		◆	◆
Reconstruct sidewalks and curbs	C	◆	◆	
Execute a parking lot upgrade program in cooperation with adjacent businesses.	C, R	◆	◆	
Execute an intersection improvement program at Bridge and Eastern Avenues	C		◆	

Locust Street Recommendations

Recommendation	Type	Short	Medium	Long
Iowa Corners				
Replace deteriorating sidewalks and curbs.	C	◆		
Provide defined crosswalks at the Iowa Street intersection.	C	◆		
Implement rehabilitation financing incentives	C, R	◆	◆	
Encourage redevelopment and site improvement program at the Save-a-Lot site.	P, R		◆	
Install thematic street lights	C		◆	
Develop shared use parking lots	R	◆		
St. Ambrose South				
Redevelop the Locust Street frontage between Ripley and Gaines.	R		◆	◆
With redevelopment, consider possible widening of Locust as a parkway.	C			◆
Develop a safe pedestrian crossing between Hilltop and the St. Ambrose campus.	P	◆		
Five Points				
Replace deteriorating curbs and sidewalks, moving sidewalks back from back of curb when possible.	C	◆	◆	
Implement a parking lot upgrade program for individual commercial properties.	C,R	◆	◆	
Redesign and reconfigure the All Saints parking lot, providing street side landscaping.	C,R		◆	
Develop an urban square at the Fillmore intersection and encourage enhancement of the adjacent strip center.	C,R		◆	
Improve pedestrian crossings across Locust, including a mid-block crossing.	C	◆		
Redevelop the commercial site at Five Points, defined by the legs of Division and Hickory Grove.	R			◆
Fairgrounds Village				
Redesign and enhance commercial sites between Jebens and Clark across from the Fairgrounds.	R		◆	◆
Consider possible reuse of part of the detention basin north of the Fairgrounds Village site.	P		◆	
Improve adjacent sidewalks and street landscaping.	C		◆	

Rockingham Road Recommendations

Recommendation	Type	Short	Medium	Long
ROCKINGHAM ROAD (OVERALL)				
Begin programming and preliminary design for reconstruction of Rockingham Road	C	◆		
Implement Rockingham reconstruction program.	C		◆	◆
Implement short-term solutions to address industrial circulation problems, including street modifications, signalization, and truck parking.	C,R	◆	◆	
Develop alternative industrial routes that open new lands to industrial development.	C,R			◆
Establish a unified identity for Rockingham Road as the West End's main street.	A	◆		
Define three business clusters along the street and focus capital improvements at these sites.	A	◆		
Work with toward major retailers and businesses on significant enhancement of the Concord Street intersection, including expansion of the existing Hy-Vee store.	A,C,R		◆	
Provide financing incentives to encourage infill commercial development and reuse of significant vacant buildings.	C	◆	◆	◆
Institute a street enhancement program, including sidewalk reconstruction, crosswalks, street lighting and landscaping, graphics, and green space, including nodes. Coordinate with reconstruction project.	C	◆	◆	
Develop a cooperative training facility in cooperation with the Community College.	C, R		◆	