

“Hold up and  
highlight the people  
of Sioux City -  
the people  
built this town.”

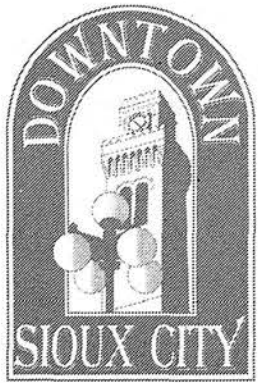
*-Mary Brown*

APRIL 1997

SIoux CITY, IOWA

R/UDAT

# INTRODUCTION



Over the past 30 years, the American Institute of Architects through its Urban Planning and Design Committee has offered to communities the services of a Region/Urban Design Team or R/UDAT.

The Sioux City process began in May 1996, when the Board of Directors of Main Street Sioux City initiated a process for continuing the economic development of downtown. The two-fold effort began with an organizational review by the International Downtown Association, recommending operational and cooperative changes in the way several downtown based groups work to pursue their respective objectives. Next, an application was submitted to the American Institute of Architects, proposing a R/UDAT visit to generate recommendations for physical improvements in the downtown district. As part of the R/UDAT application, Sioux City Transit requested that site determination for a proposed new ground transportation center be included in the charge to the Team. The R/UDAT application was approved by the National Steering Committee in October of 1996, with preparations and team selection taking place through the winter.

Four specific objectives were listed in the Sioux City R/UDAT application:

1. Determination of the best site for a new Downtown Transportation Center.

2. Development strategies for the "Cameo-Fishgalls-Martin Hotel" block of downtown, known as Block 15.

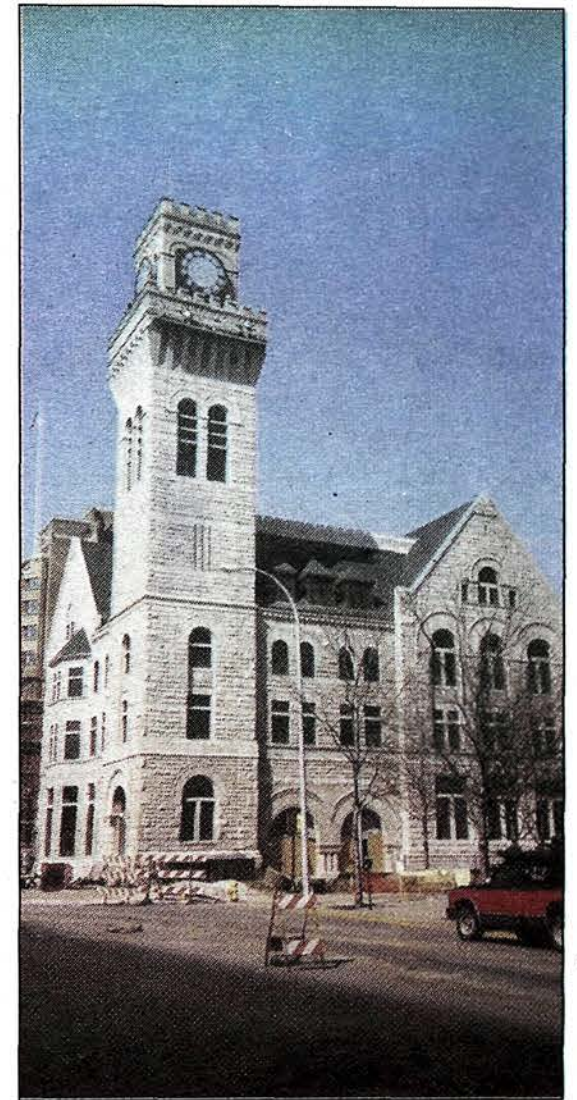
3. Business recruitment and retention strategies for the retail/service sector of downtown.

4. Overall improvements in pedestrian spaces, traffic management, directional signage systems and other "way finding" systems.

R/UDAT team members, who perform their services voluntarily, have been selected by the AIA's R/UDAT steering group. As with the other 127 teams who have served communities in 48 of the 50 states, each team member agrees not to accept any commission or be a part of any project which may come out of this process. The AIA has always held this requirement intact so that findings and recommendations will be objective.

Because team members bring new eyes and new voices to a community, they frequently see things to which a community is blind, and they often express things which are difficult for local officials to express. No two R/UDATs are the same, even when the issues are similar and while R/UDAT has looked at many downtowns, the recommendations for Sioux City are unique.

The process encourages the active participation of all sectors of the community.



The Sioux City R/UDAT team with the assistance of the local Steering Committee made a concerted effort to seek the opinions and comments of the public as well as community leaders. The goal is to create a sense of ownership in the results on the part of the local community to help ensure that the energy needed to implement the action plan will be maintained.

*(On the cover: An early Sioux City celebration in the Martin Hotel ballroom)*



# ISSUES

For its population, Sioux City has a very strong mix of uses in its downtown which are not present in many American cities of similar size. It is not typical to find three department stores, several hotels, a river boat casino, and a good mix of civic facilities including a convention hall, art center and large auditorium in today's average downtown. Yet with all of Sioux City's strengths, the downtown is not all that citizens and visitors want it to be. During the R/UDAT visit, the team identified seven issues which need extensive work.

**INTERCONNECTIONS:** A successful downtown is the result of the interplay between its separate uses and facilities. Downtown offices and housing help support retail uses, civic facilities help make the housing opportunities attractive and support the restaurants, and so on. How can the positive aspects of downtown be better related to each other to produce a stronger overall experience? What uses should be added to the mix to improve the overall composition?

**TRANSPORTATION SYSTEMS:** As the regional center, downtown is

located at the hub of regional highway and transit systems. Yet many find downtown access and parking confusing and hard to use. How can downtown be made more user-friendly for travel by drivers, transit riders and pedestrians? And how can the proposed Downtown Transportation Center be programmed, located and designed so that it will have the most beneficial impact on downtown development and the city's transportation system?

**DOWNTOWN ACCESS:** Sioux City is highly dependent on I-29 to provide access to downtown. Currently, I-29 is a barrier between the city and its valuable riverfront and it does not provide a good entry gateway to downtown. How can a redesigned I-29 and new access routes provided by the Wesley Way reconstruction better serve downtown needs?

**SIoux CITY HERITAGE:** The Downtown has a significant number of beautiful historic buildings which tell the story of Sioux City. This historic setting is something that no suburban mall can reproduce. How can the rich collection of vacant and/or underutilized historic

buildings in downtown be put to productive use?

**RESIDENTIAL CHARACTER:** Much of the quality and character of a downtown is determined by the nature of housing located in and around downtown. How can various types of housing contribute to the life of downtown?

**COMMERCIAL ACTIVITY:** While there are three department stores in downtown, the retail environment is fragile and needs support. The market for office space is weak. Citizens express a desire to have a wider variety of shops and restaurants located in downtown. What steps can be taken to promote private investment and commercial activity?

**OPEN SPACE AND STREET CHARACTER:** Presently, vehicular and pedestrian access between downtown and the waterfront is extremely difficult. The pedestrian street environment between the center of downtown and the open space along the river is just plain hostile; no sidewalks, crosswalks, street trees, etc. How can the downtown make more use of the waterfront and how can the general character of the streets be made more attractive to pedestrians?

R/UDAT



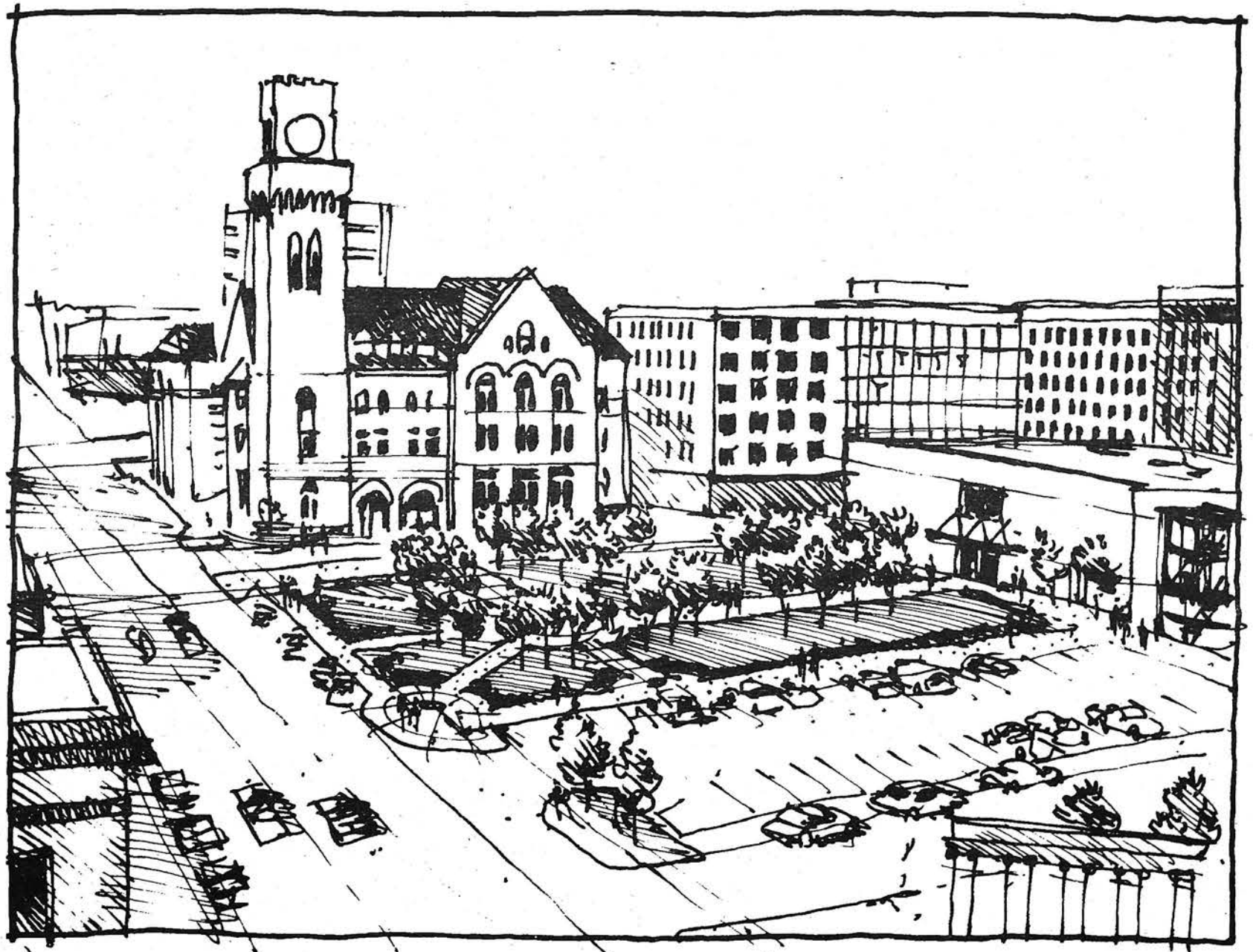
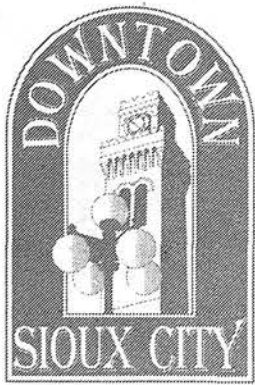
*The pedestrian entrance to the riverfront under I-29 is far from inviting.*

“I know what’s downtown... and we have less and less and less.”

*-Beverly Smith*

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# VISIONS



## CITY HALL PARK

### **DOWNTOWN SIOUX CITY:**

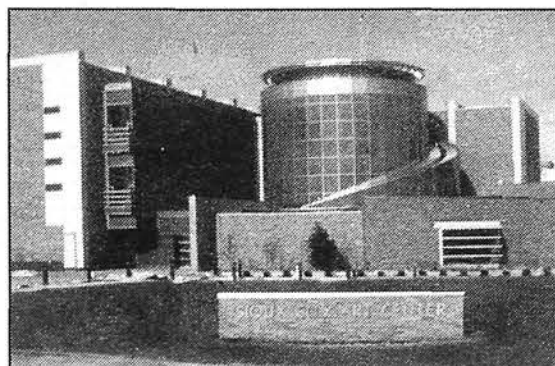
Taking action together to preserve, rebuild and promote Siouxland's regional center.

In years past, Downtown Sioux City was the only major retail, office, service and cultural center in the growing tri-state Siouxland region. During the past few decades, Downtown Sioux City has encountered much greater competition from suburban locations which also want retail and employment facilities. The situation that Downtown Sioux City faces is similar to that faced by many other urban American downtowns. In fact, Downtown Sioux City has suffered less from the move to the suburbs than many locations.

The fact remains that suburban developments such as Southern Hills Mall and Dakota Dunes are having a negative impact on Downtown Sioux City. The

suburban developments have some perceived advantages which are difficult and/or impossible for Downtown to compete with. Due to the low density of development, the suburban locations can provide larger quantities of free surface parking which is an attraction to both customers and employees. South Dakota does not have a personal or corporate income tax. As long as Sioux City is in Iowa, the tax rate discrepancy will be a problem. The City has been working with the State of Iowa to limit the negative impact of the tax structure and some progress is being made on that front.

Given these difficulties, how can Downtown Sioux City preserve and enhance its role as the center of the Siouxland region?



# 4

The answer is to take vigorous action to create a strong prosperous downtown which is a source of pride for Sioux City residents and *the* place to work, shop and live in Siouxland. This vision is one of a vibrant regional center which brings together multiple activities at densities which foster interaction and 24-hour vitality. These activities include:

**Business** - both established firms in downtown and new ones which choose to locate downtown.

**Retail** - the three downtown anchor stores and smaller established and new businesses which will increase shoppers' choices.

**Government** - prominent buildings such as City Hall, the Courthouse, and the Library which reinforce Sioux City's civic identity and attract people downtown.

**Medical Facilities** - Siouxland Regional Cancer Center and Marian Health Center, which provide specialty services found nowhere else in the region.

**The Arts** - the enormously successful new Art Center and a new home for local theater, dance and the Symphony at the Orpheum, in facilities which welcome the wider community along with downtown campuses and even dormitories for area and community colleges in reused buildings.

The growing Sioux City artists' community is interested in a co-op gallery, studios, and "live-work" lofts in downtown. Artists' use of older commercial buildings adds interest and vitality to downtown.

**Restaurants** - many types to serve workers, visitors and residents—high-end dining, theme restaurants, quick lunch counters, family restaurants and chains.

**Hotels and Tourist Attractions** - showcasing Sioux City's proud and interesting history - an expanded convention center, new hotel rooms, meeting spaces, a new Sioux City Public Museum, historic tours, horse-drawn carriage and steam train rides, a farmer's market, etc.

**Recreation and Entertainment** - capitalizing on the refurbished riverfront, a new or refurbished auditorium/arena, and the enhanced downtown ambiance to foster festivals, dance halls, outdoor concerts, movies, parades and fireworks to give folks "something to do" downtown.

**Housing** - many forms to serve a variety of markets—senior citizens, artists, young singles and couples, and families with children both in downtown upper stories and in rediscovered neigh-

borhoods such as historic Rose Hill. These nearby residents can walk or take the bus to work and shop and provide a 24-hour presence downtown.

Several key principles must be followed to guide the integration of these many uses into a unified vision and to translate the vision into action:

- Creating a clear identity for Downtown Sioux City which incorporates its proud history, its unique architecture and its prime riverfront location;

- Preserving, rehabilitating and re-using downtown buildings which are living reminders of downtown's history;

- Making downtown a "user-friendly place" for workers and visitors in its access, signing, parking policies and overall amenity, and

- Continually promoting all the good things Downtown Sioux City has to offer to employees, retailers, developers, realtors, and city residents in order to preserve downtown's "competitive advantage" over suburban locations.

# R/URBAN DATA

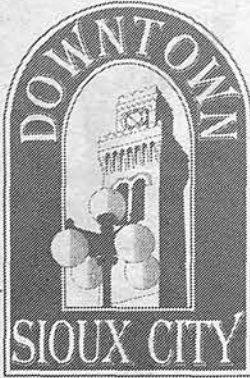


"Sioux City is one of the best kept secrets in the Midwest."

-Kathy Von Aswege

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# N-S CORRIDOR



## The Riverfront

Sioux City began at the banks of the Missouri River, and Downtown needs to reconnect with the riverfront. I-29 has effectively blocked pedestrian and vehicular access to the river, but new plans to connect Nebraska and Pierce Streets to the splendid new riverfront park and to provide a bikeway connection from the Perry Creek Greenway have the potential to connect downtown to the river once again. A summertime transit loop to serve the park and the riverboat is also a good idea.

## The Approach from the Interstate

The principal vehicular entrance to Downtown Sioux City is the Nebraska Street off-ramp from I-29. Changing the signage on this ramp, which does not even mention Sioux City or Downtown, but merely directs drivers to an anonymous "Business District," is a first step toward improving downtown's image and visitors' orientation as they enter the center of Siouxland.

At the end of the ramp, drivers turn left on Gordon Drive, then right on wide, one-way northbound Nebraska to enter downtown. To leave downtown, they access the highway via wide, one-way southbound Pierce Street. A second interchange at Wesley Way brings drivers into downtown from the north, although this ramp is less heavily used today.

As the R/UDAT process is occurring, the Iowa Department of Transportation is in the midst of alternatives analysis for I-29 improvements. At present, two options for ramp improvements at the Nebraska/Pierce and Wesley Way interchanges are still under consideration. The R/UDAT Team heartily endorses the option preferred by the City (Alternative B) for four key reasons: It creates a safe, more pleasant and legible downtown gateway, and a direct ramp connection at Nebraska; it separates downtown auto traffic from industrial heavy truck traffic; it eliminates a proposed extra road between downtown and the River; and it leaves open the Wesley Way ramp to the west, taking advantage of the Perry Creek street reconstruction to create an easy-to-use gateway from the north and west to the 5th/6th east-west

pair across town. The R/UDAT plan reinforces this gateway as a major visitor entrance to downtown.

## South of Fourth Street

Intensive street tree planting on Nebraska and Pierce Streets is needed to give this barren asphalt corridor a distinctive character and extend the landscaping at the riverfront into downtown. The blocks immediately north of I-29 are bordered by parking lots. Additional closely planted trees along the streets are recommended to define the streets, screen the parking areas, and enhance the pedestrian environment. Sidewalks, clearly marked crosswalks, walk signs, improvements to curbs, medians and islands, and other inexpensive amenities for pedestrians should be provided to create a more welcoming path between downtown and the river.

In the crosstown direction, the landscaped treatment of the railroad right-of-way is a positive action which should be continued eastward and westward of the demonstration blocks. The blocks between Second and Fourth Streets also would benefit from street trees to maintain definition of the streets near the Art Center, the Cancer Center, and other developments at Fourth Street, the focal east-west street in downtown.

The transit center site can be used for

a new YMCA once the Downtown Transportation Center is completed. City participation in an indoor swimming pool may be possible. This site is convenient to the Senior Center.

## Block 15

Block 15 represents a key group of buildings in the core block between Fourth and Fifth. Filling its ground floor vacancies and finding new uses for vacant upper stories are vital to the health of the retail core. The R/UDAT Team has developed a plan discussed later in this report to address these issues.

## North of Block 15

The Nebraska-Pierce corridor intersects with the 5th and 6th Street one-way pair. A new Downtown Transportation Center is proposed at this central location. The \$6.5 million project, described in detail on pages 10 and 11, will combine a number of elements to create a lively transportation hub in the heart of downtown, including a relocated transfer point for Sioux City Transit's local bus routes serving the entire Siouxland region; a new intercity bus terminal; a taxi stand and pickup/drop-off point; bicycle lockers; a 420 car parking ramp; convenient retail services for transit patrons and nearby workers and shoppers; and a new day-care center.

Nearby are several major buildings

"We need to look at our entire community - every aspect of it."

-Cathy Olson,  
Sioux City  
Housing Services

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including the historic Orpheum Theater, where a major campaign is underway to fund restoration and reuse. The team supports this effort to find a new home for the symphony and supporting uses.

To the north is the historic Warrior Hotel. In this case, numerous proposals have all ended in failure. Some have proposed demolition of the historic hotel even though there is no new development in prospect for the site. The R/UDAT Team believes the Warrior Hotel can be renovated. The building is structurally sound, well-located, and eligible for Federal tax credits. There are many similar buildings across the county which have been successfully renovated.

The frustrations are understandable, but the R/UDAT Team strongly recommends that the Warrior Hotel be retained, and efforts to renovate it be renewed. The character and quality of downtown

would be greatly diminished if the Warrior Hotel is removed from the skyline and replaced by a parking lot.

The Nebraska and Pierce Street corridor continues upwards to the Castle on the Hill and the historic Rose Hill neighborhood which is improving and has the potential to be one of Sioux City's premier neighborhoods once again.



## REDISCOVERING DOWNTOWN NEIGHBORHOODS

Among the many strengths of Downtown Sioux City are the proximity and character of its close-in neighborhoods. Rose Hill, the near Northside area and Prospect Hill to the west all offer close-in housing for many income levels, ages and ethnic groups. The recognition that these residential areas add to downtown's vitality is important to the continued success of downtown.

Close-in neighborhoods were the first suburbs in many cities and contain, here in Sioux City as in other cities, houses of excellent design and quality. Tree-lined streets, churches, parks and playgrounds, and neighborhood schools give Sioux City's downtown neighborhoods a sensibility and character that is important in building the 24-hour downtown. The city government, police department and neighborhood groups should be commended for their accomplishments to date in these neighborhoods.

What we heard from the community indicates to us that there is pride in the history and people of these neighborhoods where many Siouxland residents grew up. From our experience in other communities, the problems Sioux City is experiencing with large homes being made into apartments and vacant lots in residential blocks are manageable issues if approached strategically. Ultimately, most effective neighborhood improvement programs build real estate value for the neighborhood and for downtown.

The R/UDAT team believes that there are housing opportunity sites in downtown that could build on the foundations of successful close-in neighborhood improvements. The conditions that are necessary for a neighborhood to be attractive to buyers and renters are the same for downtowns: quality products, security and convenience to services and employment. The recent local housing market study (Sioux Housing Task Force Report 1996) reviewed by the R/UDAT team, indicates a significant demand for rental and owner housing by the year 2000. Two conditions have created the demand; one is the growing prosperity of the local and regional economy and the other is the high cost of housing construction in the tri-state area.

### New Downtown Housing

The success of the vacant affordable housing developments in older and historic downtown buildings (Martin Tower, Lessinich Place and Carnegie Place) proves to the R/UDAT team that housing conversions can succeed in Downtown, at less cost than for new construction, and that older and historic properties and warehouses can be successfully re-used for residential uses.

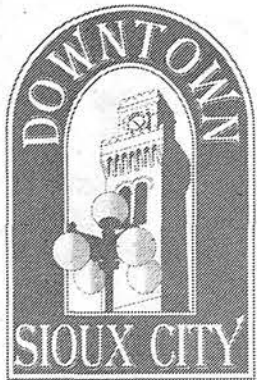
The opportunities for converting buildings in Block 15 and on Fourth Street are just two examples of Downtown housing opportunity sites. Examples of how these residential con-

versions can occur are covered elsewhere in this report.

### Taking Action

Many of the team's recommendations for downtown Sioux City support the building of a residential character for the Downtown and creating a 24-hour city. New downtown residential development and strengthening of the nearby neighborhoods should be top Downtown priorities. Recommendations for action are:

1. Establish a Downtown housing policy which includes a balance of market rate as well as low and moderate income housing.
2. Provide close-by parking to residential opportunity sites.
3. Connect skywalks to residential lobbies where possible in a safe and secure way.
4. Inventory and study the existing under utilized commercial buildings and especially upper floors for housing potential and use. Publish the results.
5. Recognize that there are already many citizens living in or near downtown that need close by and convenient services.
6. Undertake a small 8-10 unit prototype demonstration housing project in Block 15 to show that market-rate rental housing can succeed in Downtown Sioux City.



# BLOCK 15 IMPROVEMENTS

## Location, Location, Location

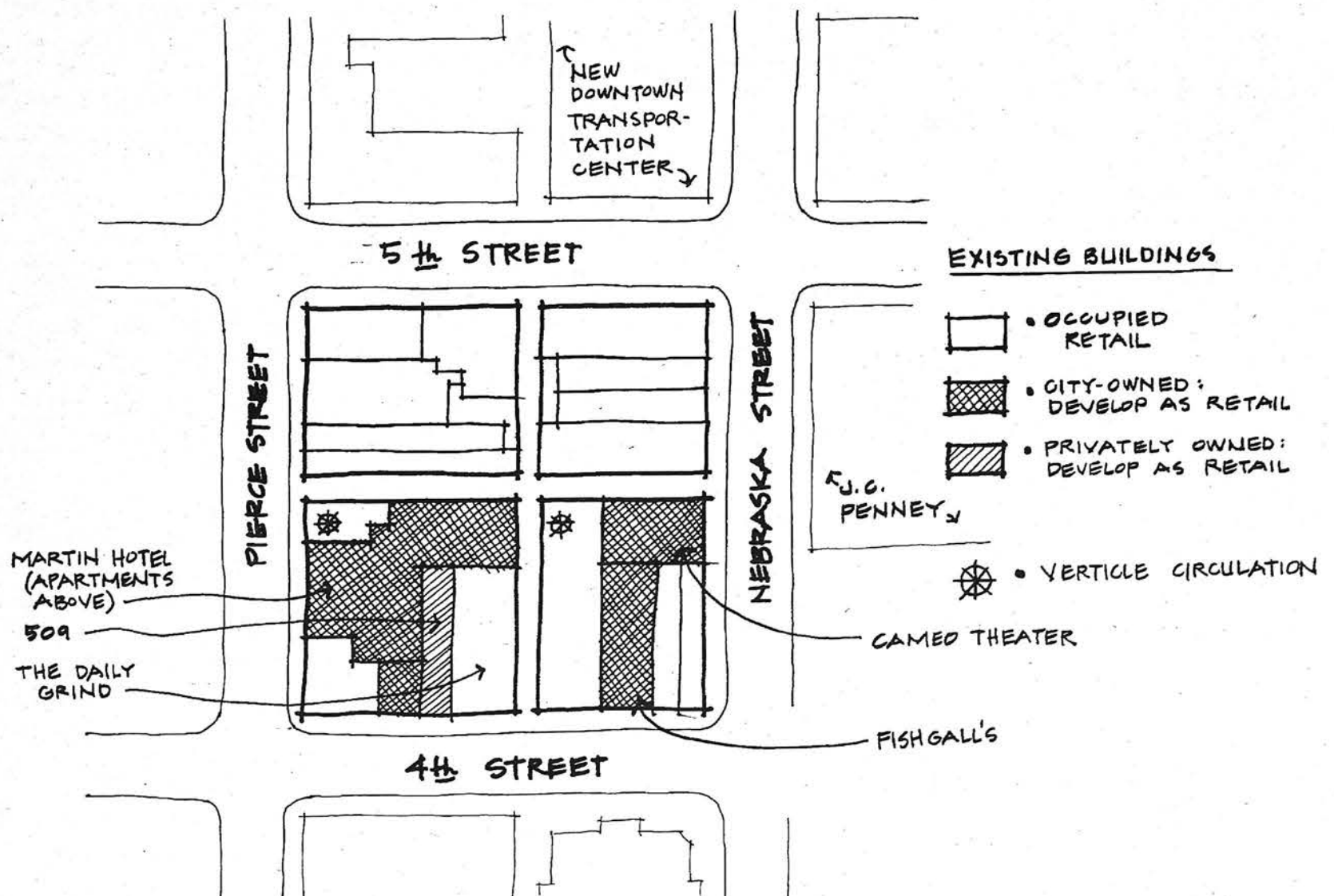
Block 15, bounded by Fourth and Fifth Streets, Pierce and Nebraska Streets, is located at the crossroads of Downtown Sioux City. In addition, it is at the central intersection of the Skywalk.

The following recommendations for redevelopment and reuse of its centrally located buildings will create additional vitality and economic activity at this important crossroads location by locating retail stores at the street level and bringing residents to downtown.

Block 15 has the potential for additional mixed-use development including the introduction of loft apartments into Downtown Sioux City. This development would also provide at least two additional connections to the Skywalk. The former ballroom of the Martin Hotel would become accessible for educational or meeting space. There are even possible commercial uses for basement spaces.



BLOCK 15 IMPROVEMENTS





## The Cameo, Fishgalls and Karlton's.

The second and third floors of Karlton's, Fishgalls and the Cameo would be converted to loft apartments with a terrace for each apartment extending over Grand Jewelers. The spacious apartments with exposed brick walls, skylights, large windows, and open floor plans would be offered to professionals who work downtown and to others with an interest in urban living.

A new connection to the Skywalk system would provide access to parking above the Downtown Transportation Center and to all the buildings served by the Skywalk. A Skywalk connection would also provide access to Karlton's and to Fourth Street.

The first floor of the Fishgall's and Cameo would be marketed for retail or other commercial uses. The attractive facade of the Cameo would be restored, and the handsome terra cotta front of Karlton's would be uncovered and combined with Fishgall's to grace the appearance of Fourth Street.

## The Martin Hotel

The second level of the Martin Hotel includes the former ballroom, space along Pierce and Fourth Streets, and an enlarged atrium overlooking potential retail or commercial space on the first floor.

The ballroom could become a multi-

purpose meeting room for classes sponsored by local schools and colleges and other groups and organizations. Skywalk access can also be made available.

The other space on the second floor could become loft apartments overlooking Pierce and Fourth Streets accessed through a balcony overlooking the atrium first floor connecting the existing elevator/stairway lobby and the Skywalk. Parking ramps could also be accessed via the Skywalk.

Commercial uses could be developed on the first floor with access from Pierce and Fourth Streets, as well as from the Skywalk connection on the second floor.

The Martin Hotel could make a significant contribution to the revitalization of this area.

## 509 Fourth Street

This store could be renovated and occupied by a restaurant, retail store, or other active use. In addition, it could provide access to the second floor of this building as well as the second floor of The Daily Grind next door for a suitable business or office.

## Taking Action

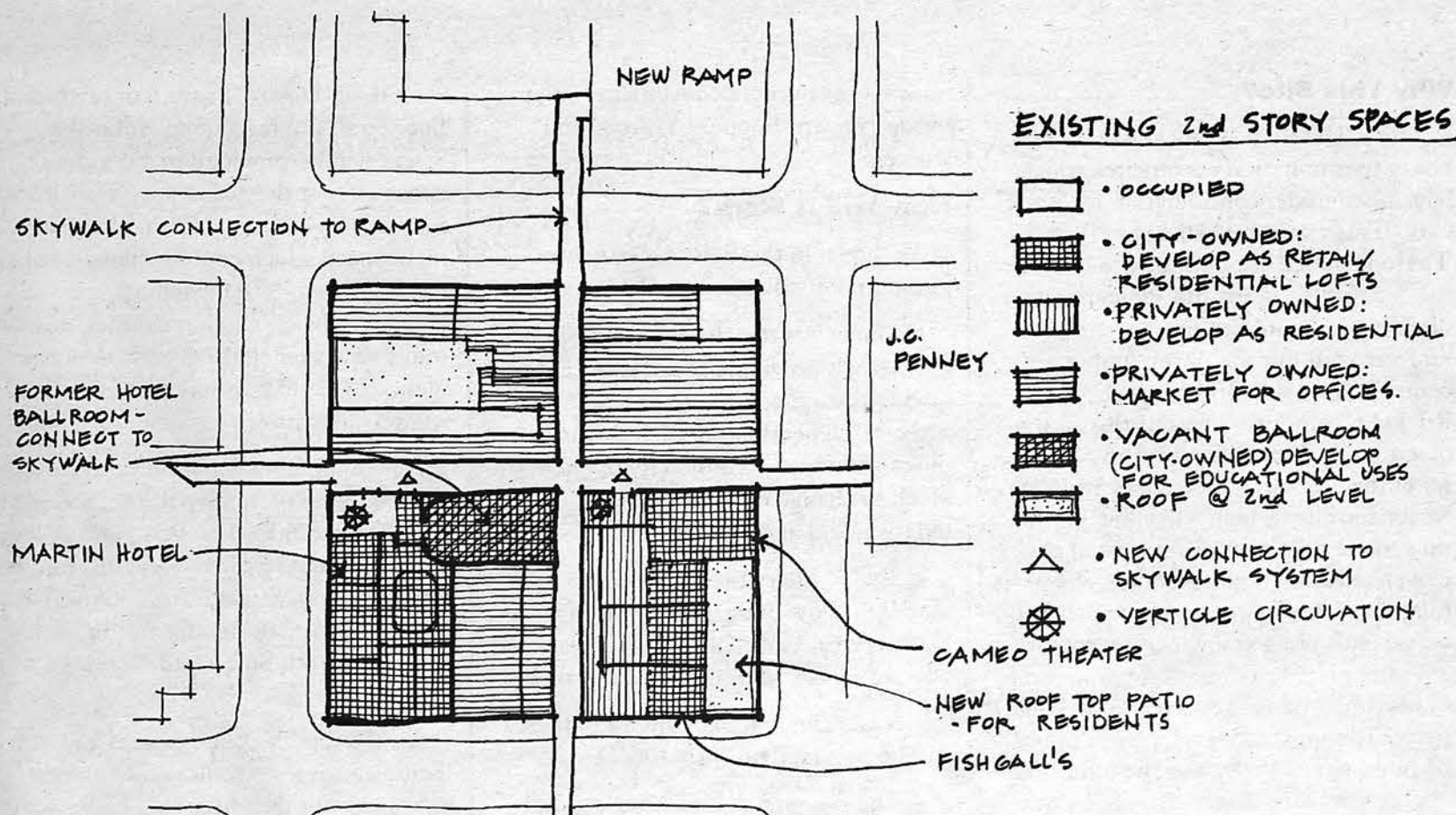
1. As the first step, the city should formally assign responsibility for implementing the Block 15 project to a reconstituted and expanded Main Street.
2. Main Street should then obtain the cooperation of the tenants and owners of

properties containing the Daily Grind, Karlton's, Norwest Financial, Grand Jewelers, the former Fishgalls and the former Thorpe space (509 4th) and formalize arrangements with them.

3. Next, Main Street should identify all available financial incentives including acquisition from the City for a nominal price, low-interest financing, Federal tax credits, etc.

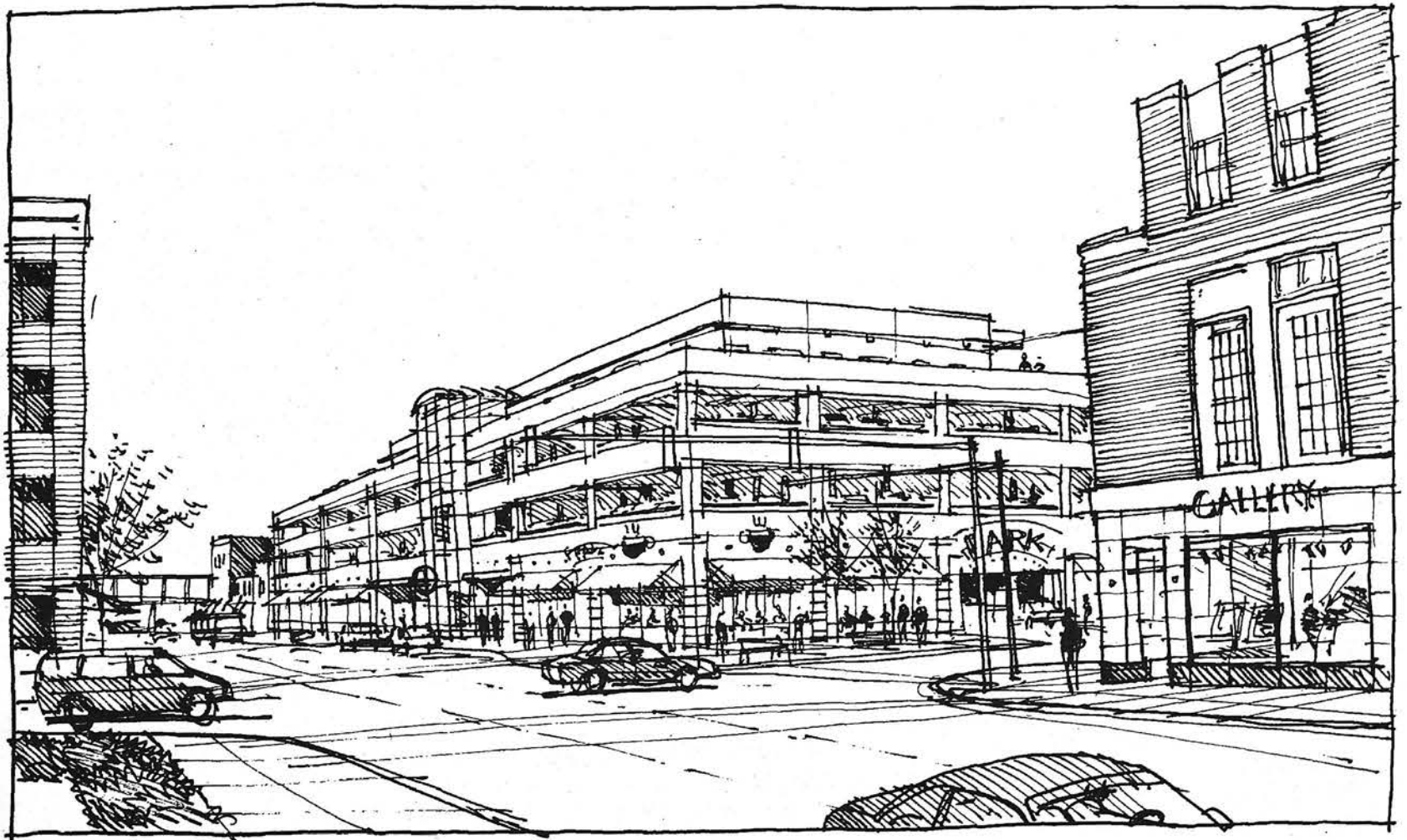
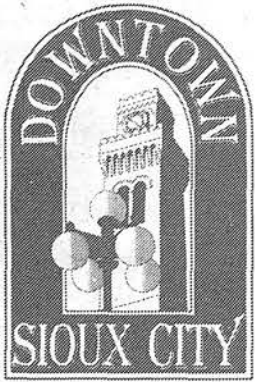
4. Packets with all relevant information will then be submitted to prospective businesses and developers with a deadline for submission of proposals.

5. The last steps are the developer selection, design and construction. This process required that the City, Main Street, and property owners be committed to a process and schedule for selecting someone to develop the available spaces within Block 15.



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# TRANSPORTATION



NEW TRANSPORTATION CENTER

## Why This Site?

The R/UDAT team looked at a number of transportation center sites which have been under consideration by Sioux City Transit and the Main Street's staff. These included the current site behind the Art Center at 3rd and Pierce, a site directly across 3rd Street from the current site, and the site of the former art center behind the Orpheum. The R/UDAT team recommends this site, based on its direct access at the very center of the Nebraska/Pierce and 5th/6th Street corridors which will allow significant travel time savings for nine of the eleven existing local bus routes. In addition, the site is more conveniently located in terms of downtown employment and shopping destinations, both in terms of providing transit service and parking spaces to support redevelopment of nearby buildings. Finally, the site affords an opportunity for a direct connection into the Skywalk system, which will make

transit a much more convenient option for downtown shoppers, visitors, and workers.

## How Will it Work?

As shown in the figures, the center ground floor will accommodate:

- A new bus transfer point for Sioux City transit providing fourteen local bus bays with access from 5th and 6th Streets. Depending on their destination, buses will either exit directly or circle the block to change direction, as they do today on 2nd and 3rd Streets.
- Two intercity bus bays will be provided to allow better coordination with local service, as well as counter space and waiting areas within the transit terminal.
- A taxi and auto pickup/drop-off area will be provided on Nebraska Street.
- The design will also accommodate rear loading for the Orpheum Theater.

- About 16,000 square feet of ground floor retail frontage along Nebraska Street will be provided to a depth of about 50', for the Sioux City Transit and intercity bus terminal itself, along with retail space which could include a utility payment area, ATM machine, coffee/sandwich takeout counter, newsstand, dry cleaner, drug store, or convenience food store to serve transit riders, workers, downtown residents.

Above the transportation center will be several levels of ramp parking, accessed from 5th and 6th. The first parking level will incorporate a direct Skywalk connection across 5th Street. Provision will also be made in the design for future connections across 6th Street and Nebraska Street.

On the top level, the project will include a day care center and outdoor play space for the children. The day care center, only the second in Downtown

# CENTER

Sioux City, will make it easy for parents to take the bus to work while dropping their children at day care on the same trip.

## What Will its Benefits Be?

The new Downtown Transportation Center offers a superb opportunity to make transit a more convenient and popular alternative for travel to and from downtown. Its core location will allow Sioux City Transit to provide more reliable service due to travel time savings, as well as to provide new services targeted toward existing and future employers and retailers such as a downtown shuttle, an airport shuttle, and increased services to suburban areas.

The new parking ramp can be used not only to expand downtown parking supply in general, but also to provide designated carpool and vanpool spaces, as well as to support adaptive reuse programs for the nearby Orpheum, Warrior, and Block 15 development sites, where parking cannot be incorporated into the existing structures. Daycare and convenience retail services will support downtown employers and residents.

Most importantly, the new center will help create a new image for Sioux City Transit. Today, the transit system plays only a minor role in regional transportation; although the system carries 4,400 riders per day, fully three fourths of system riders are senior citizens and school children. The Downtown Transportation Center, with its convenient location and skywalk access, can help make transit an attractive commute alternative as well. It can become a good selling point in recruiting new businesses to Downtown Sioux City, as well as new residents to surrounding neighborhoods which are well served by buses. And, it can reduce the needs of businesses to create and maintain costly new parking ramps to serve the demands of workforce and visitor growth.

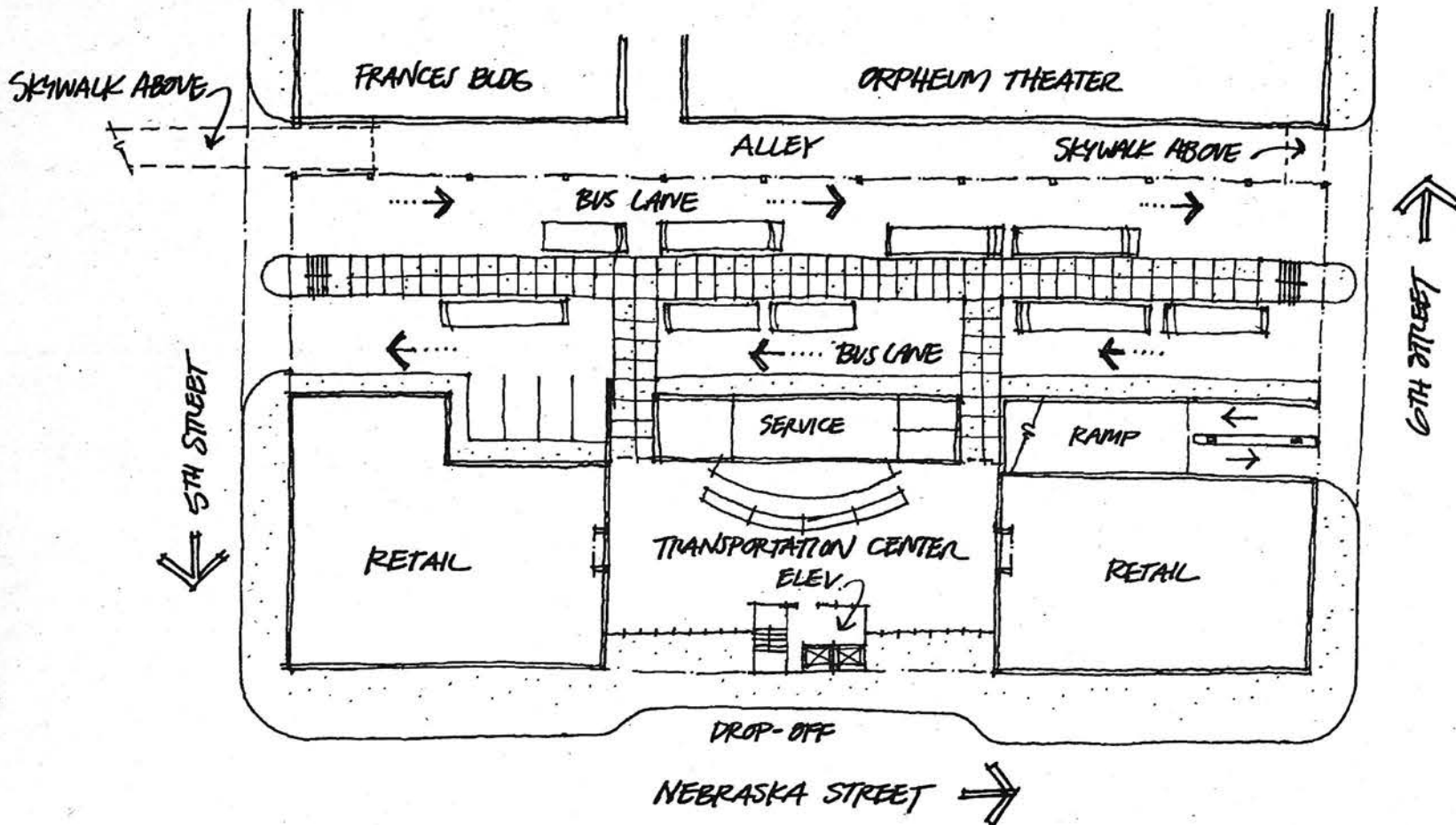
## Taking Action

In order to reap these benefits, it is essential for local government and businesses to work together to support the transit system both through public financing and employer pass subsidies and other incentives. In this way, transit can become a key element in improving downtown access as a means of retaining

current employers and businesses as well as attracting new ones.

Once the recommended site is approved, Sioux City Transit's next step will be to select a team to move forward with site acquisition and selection of a design/build contractor. The Federal funding requires that the project be in construction by December, 1998; completion is scheduled for September, 2000.

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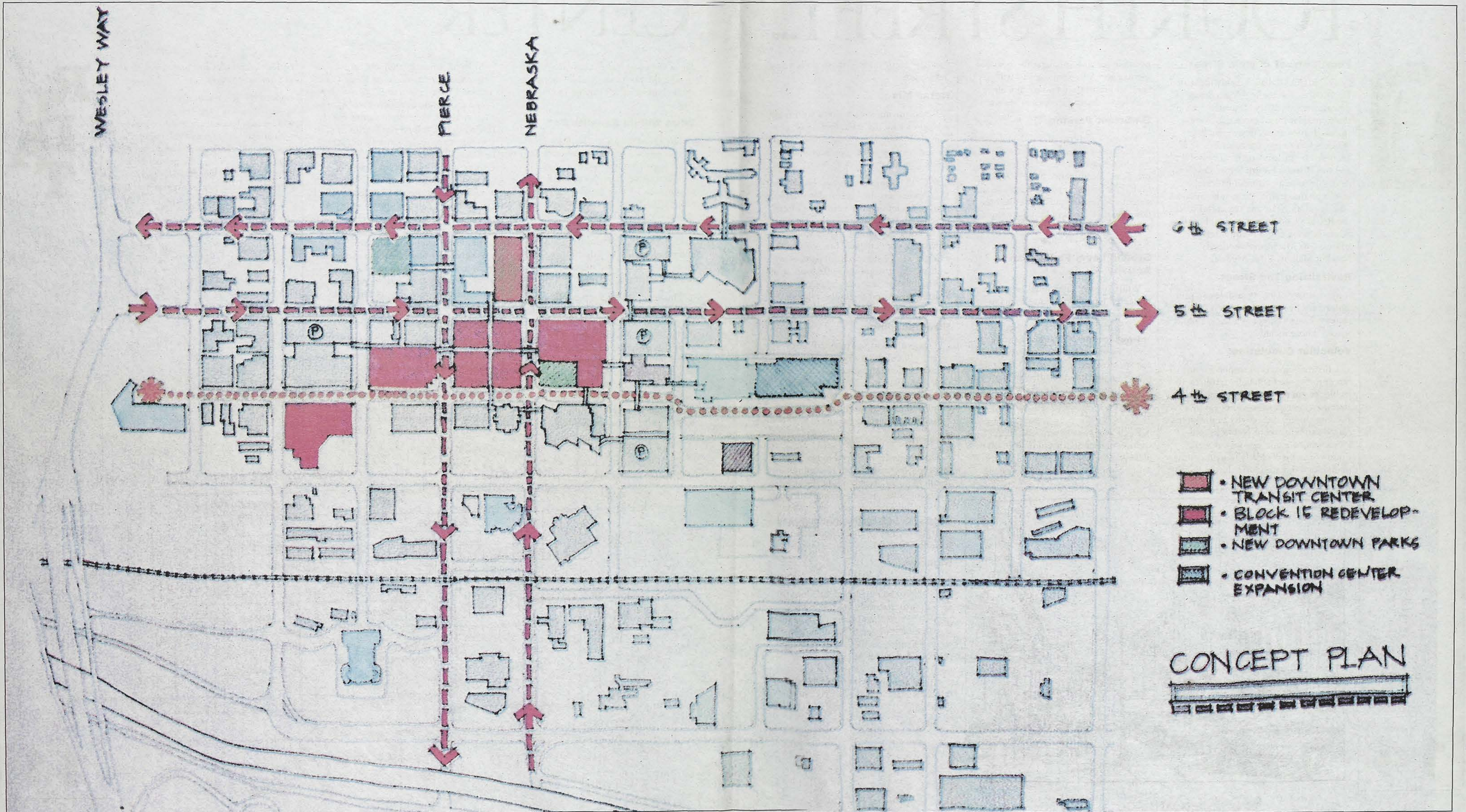


LEVEL 1 PLAN

“The transit system needs to take a front seat, not a back seat.”

-Mike Tokarczyk

**11**



WESLEY WAY

PIERCE

NEBRASKA

6th STREET

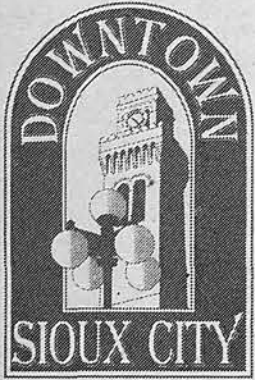
5th STREET

4th STREET

- NEW DOWNTOWN TRANSIT CENTER
- BLOCK 15 REDEVELOPMENT
- NEW DOWNTOWN PARKS
- CONVENTION CENTER EXPANSION

CONCEPT PLAN

# FOURTH STREET..



## Fourth Street IS Main Street

The R/UDAT team quickly identified Fourth Street as the real Main Street of downtown Sioux City. Fourth Street is the front door for all three department stores. It runs across downtown from Water Street to Floyd Boulevard. It is anchored by the historic Battery Building and the Historic Fourth Street District. And, due to past closures of several blocks to auto traffic, there is no need for "traffic calming" in this key corridor. In the R/UDAT downtown vision, Fourth Street is Sioux City's premier retail address - its Michigan Avenue, its Nicollet Mall, its Fifth Avenue.

## Revitalizing The Street

Several key planning and design principles have been employed in order to recreate Fourth Street as a lively public space. These include:

### Vehicular Circulation:

A first principle is to reopen Fourth Street to two-way vehicular traffic in all its blocks - in order to improve access to storefronts, increase on-street parking and introduce more activity to the street. All side streets except Nebraska and Pierce can be made two-way as well. Fourth Street will clearly remain pedestrian oriented, with traffic slowed down

by angle parking and a gently meandering design. A free shuttle bus will travel back and forth from end to end, along with horse drawn carriages in season.

### On-Street Parking

The plan adds parallel and angle parking in various blocks. To insure availability and turnover of spaces for shoppers, the Team recommends meters; however, time limit policies need to be made consistent and understandable throughout downtown. Enforcement policy should also be "lightened up" to be more friendly to shoppers and visitors.

### Ground Level Pedestrian Activity

While the skywalks provide valuable protected linkages for pedestrians in adverse weather conditions retail areas like Fourth Street can never neglect the environment for pedestrians at street level. Research has shown that pedestrians are attracted to and walk longer distances on interesting paths which are varied by features such as store window and entrances, public art, kiosks, pushcarts, etc.

Even with the skywalks, R/UDAT counts showed hourly volumes of up to 300 on key downtown retail blocks on a sunny Saturday afternoon. Increasing

this foot traffic on Fourth Street is a key design goal.

### Retail Mix

Re-occupying vacant stores with retail is a priority for the revitalization of Fourth Street. This could include space for the growing artist community in the Sioux City area.

R/UDAT shopper surveys showed that J.C. Penney's is the biggest downtown draw, and clothing the item most often purchased. Most shoppers do visit two or more stores downtown. They value downtown convenience, but want to see a better mix of stores. Infill parcels as well as vacant storefronts offer opportunities to increase shopper choices, as well as store visits and the dollar value of downtown purchases.

### Streetscaping:

The two blocks of Historic Fourth Street will employ a carefully designed landscape, lighting, street furniture and pavement plan to enhance its special character. This scheme should be employed in the western blocks as well to unify the image of the corridor.

### Design:

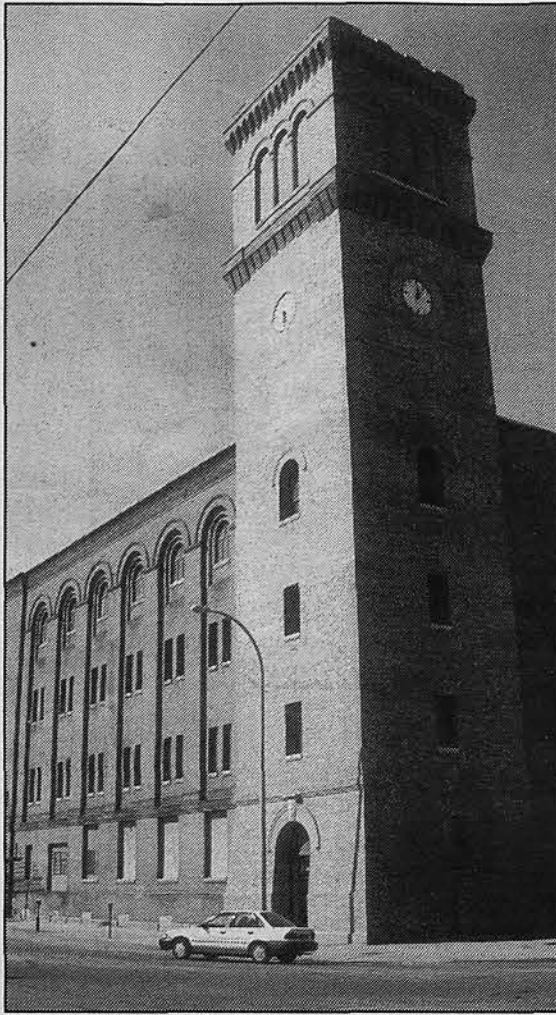
Design guidelines need to be developed to govern storefront treatments, building materials and use of the sidewalks for sales, outdoor dining, and pushcart vending. Appropriate options for signage, vertical heights, plantings, and features such as awnings should also be included.

### Signage:

Within the framework of the new signage plan to be developed, an identifiable Fourth Street signage system is needed. Pedestrian-oriented guide signing is needed to identify connections to activity centers such as the Riverfront, the Art Center, the Auditorium, the Convention Center, department stores and the Public Museum. At key points, informational kiosks and directions can be added.



# MAIN STREET!



## The Western Gateway: Wesley Way to Water

The Wesley Way interchange with I-29 can become the new western gateway to Fourth Street for visitors and tourists. Since Fourth Street will soon be closed to traffic between Wesley and Water to create a new park, drivers will enter on 5th and turn right on Water to 4th and 3rd Streets. The key gateway feature is the distinctive Battery Building which can be converted to a new Sioux City Public Museum. (The Bomgaars warehouse can be relocated to empty parcels south of 3rd.) The Museum will become a major focal point and the end-of-the-line for Fourth Street shuttles, carriage rides, etc.

## Water to Pearl

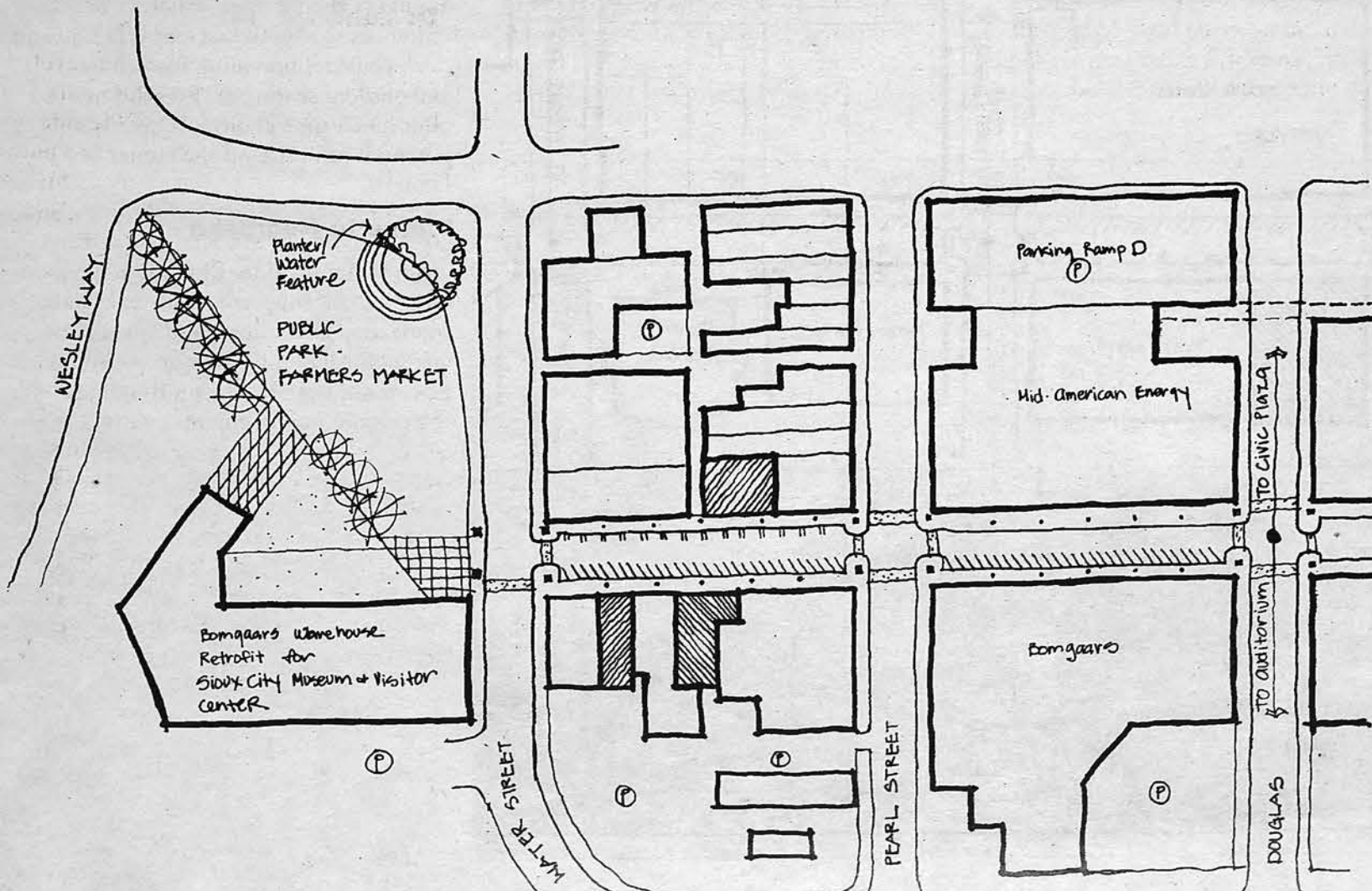
The small retail shops existing in this block will be supplemented with new infill buildings. Bolstered by the museum, the opportunity exists to create another mixed-use Historic Fourth block, continuing north on Pearl and Water as well. The Historic Fourth model of

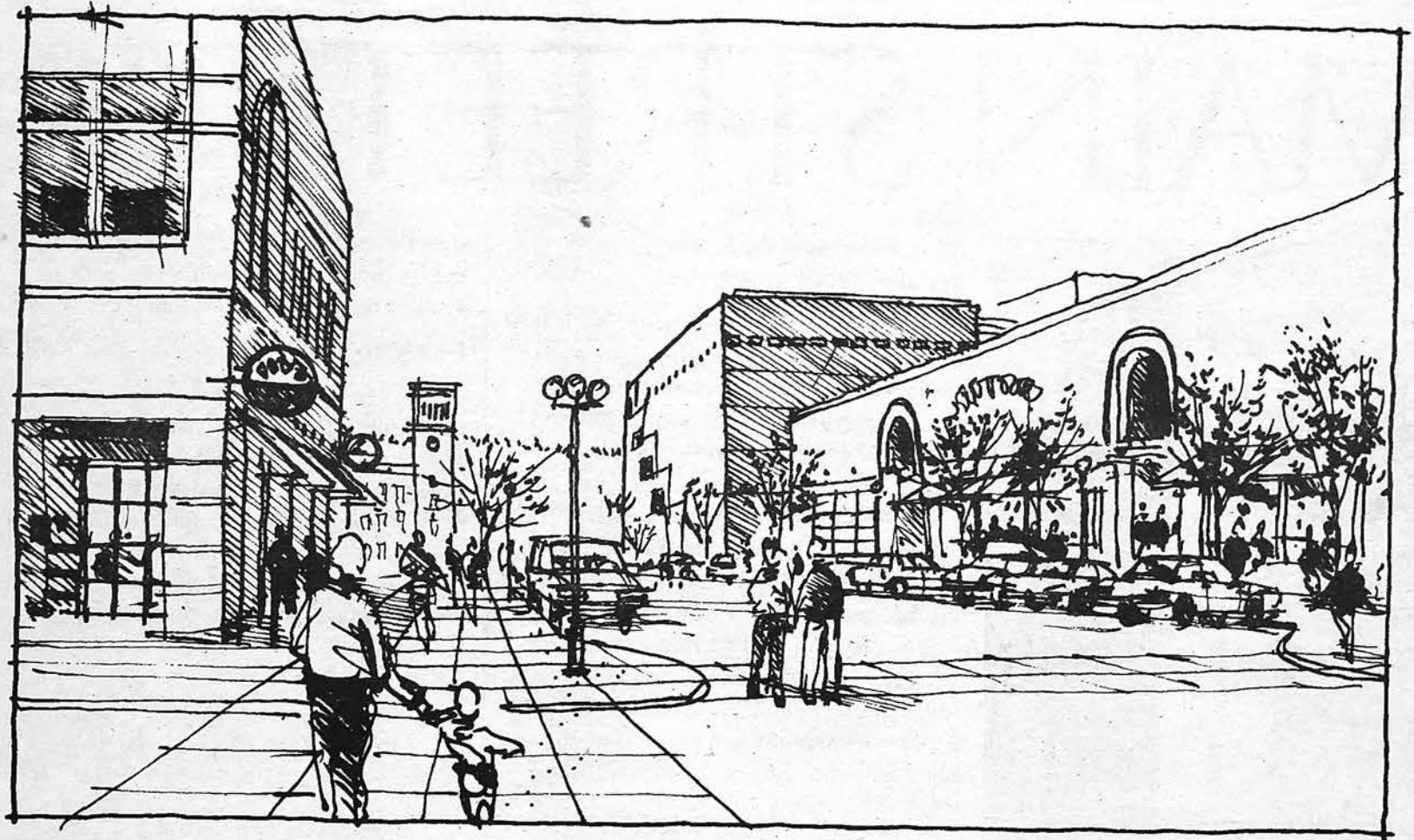
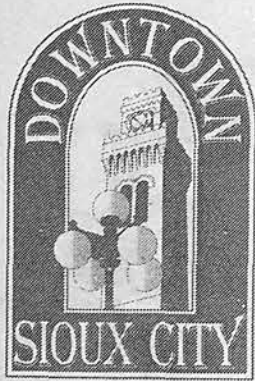
streetscape improvements, parallel parking on the north side and angle parking on the south side will be followed.

## Pearl to Douglas

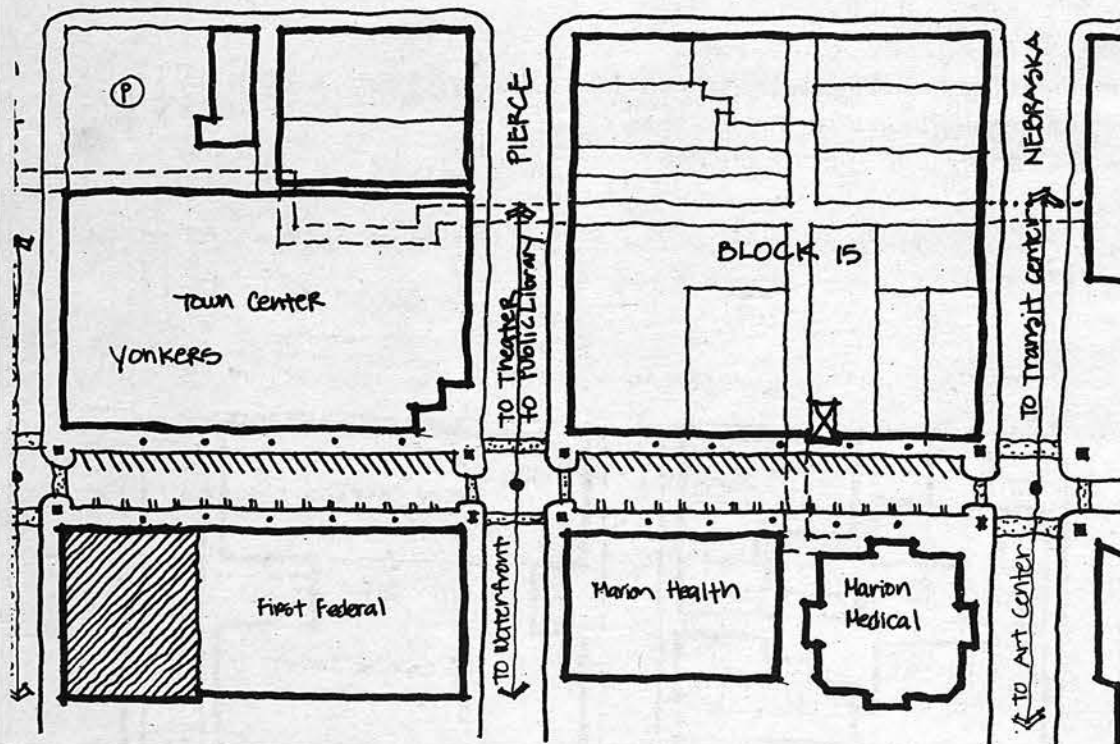
The R/UDAT Team recommends reopening this street to two-way traffic and providing ample parking next to Bomgaars on the south side. Bomgaars' should open windows onto Fourth to create a more interesting facade. To preserve as much of the MidAmerican's landscaping as possible, no parking is recommended on the north side.

**R/UDAT**





*NEW STOREFRONTS ALONG WEST 4TH STREET*



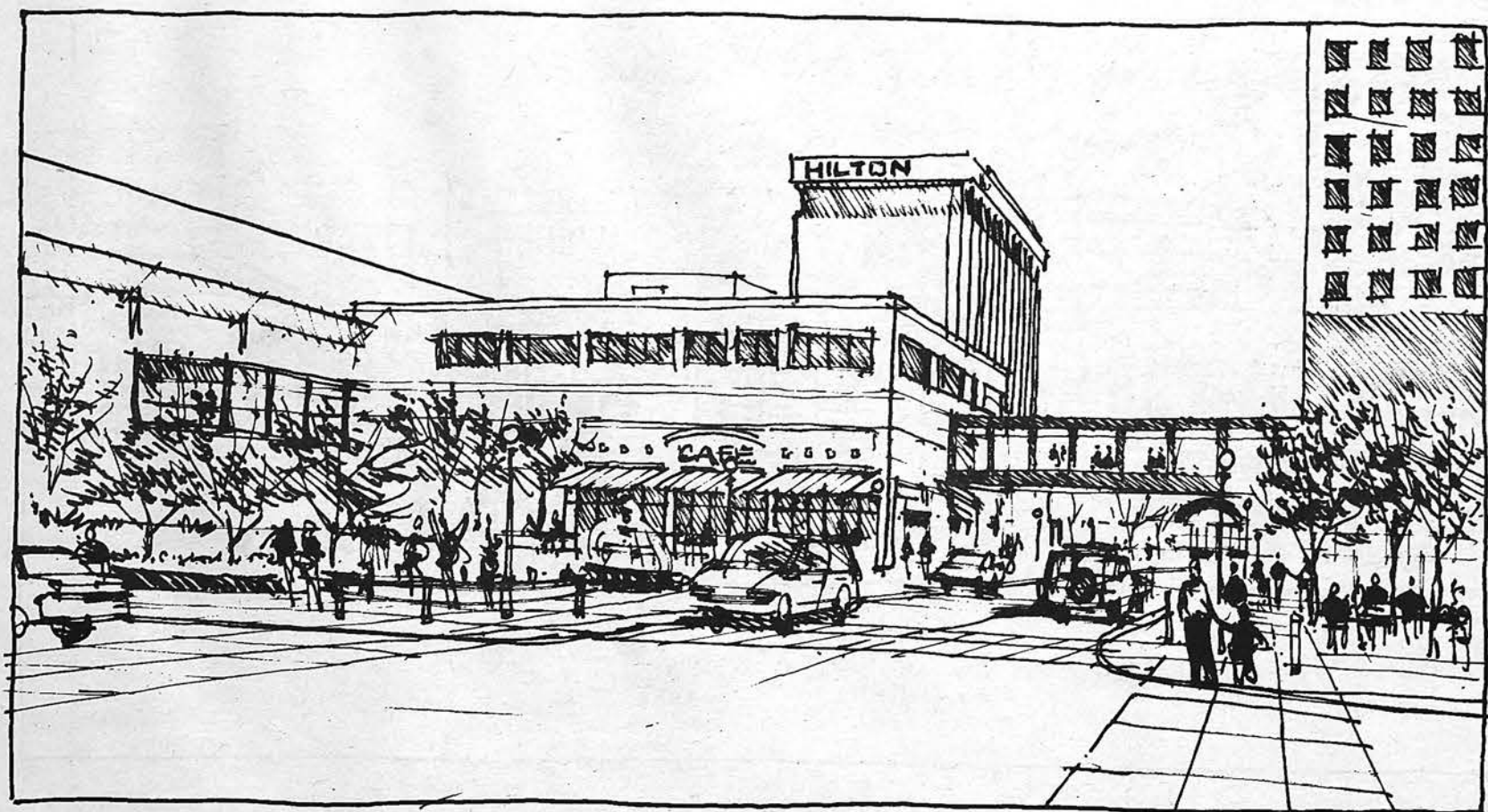
**Douglas to Pierce**

To allow two-way traffic, angle parking should continue on the north side, with parallel parking on the south side. Younkers should open windows or entrances to the Town Centre facade and even consider providing food counters and outdoor seating on Fourth Street to offer lunch time choices. There is a potential infill site on the corner of Douglas.

**Pierce to Nebraska**

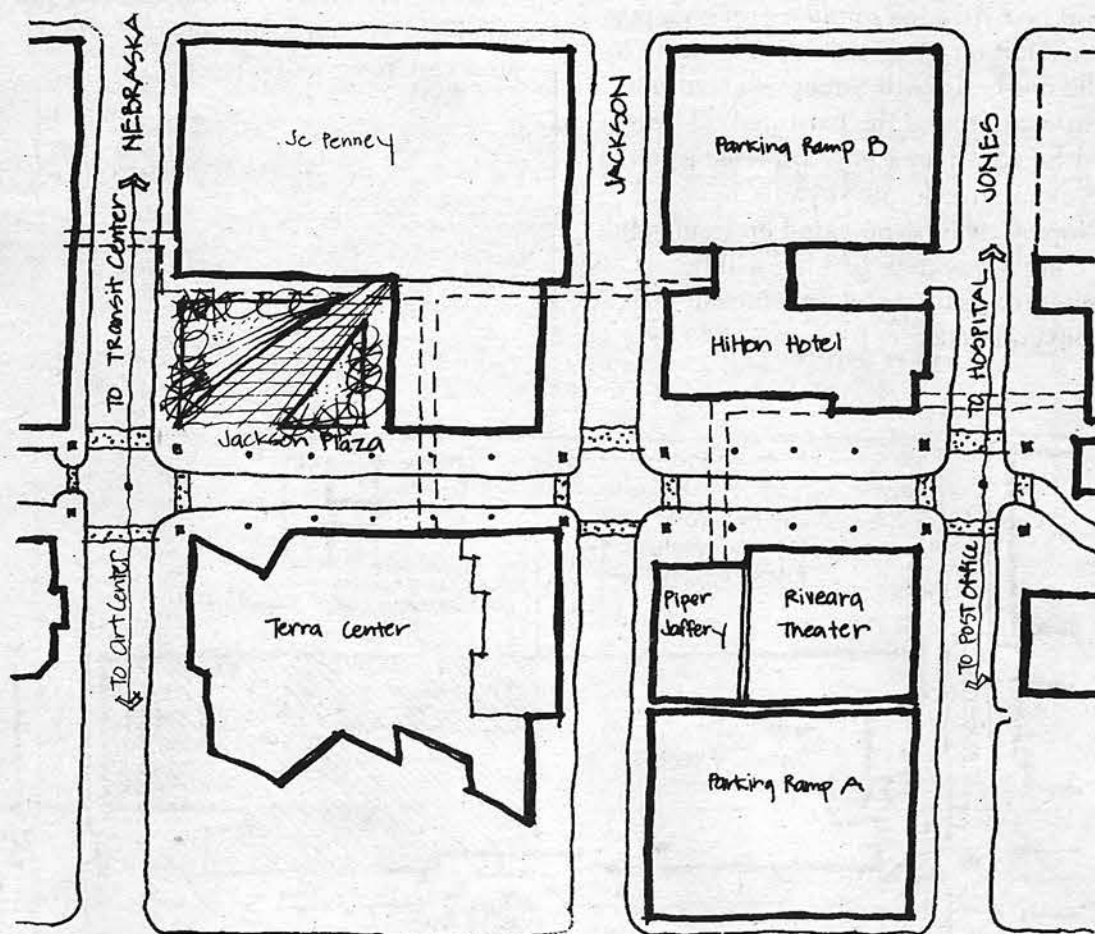
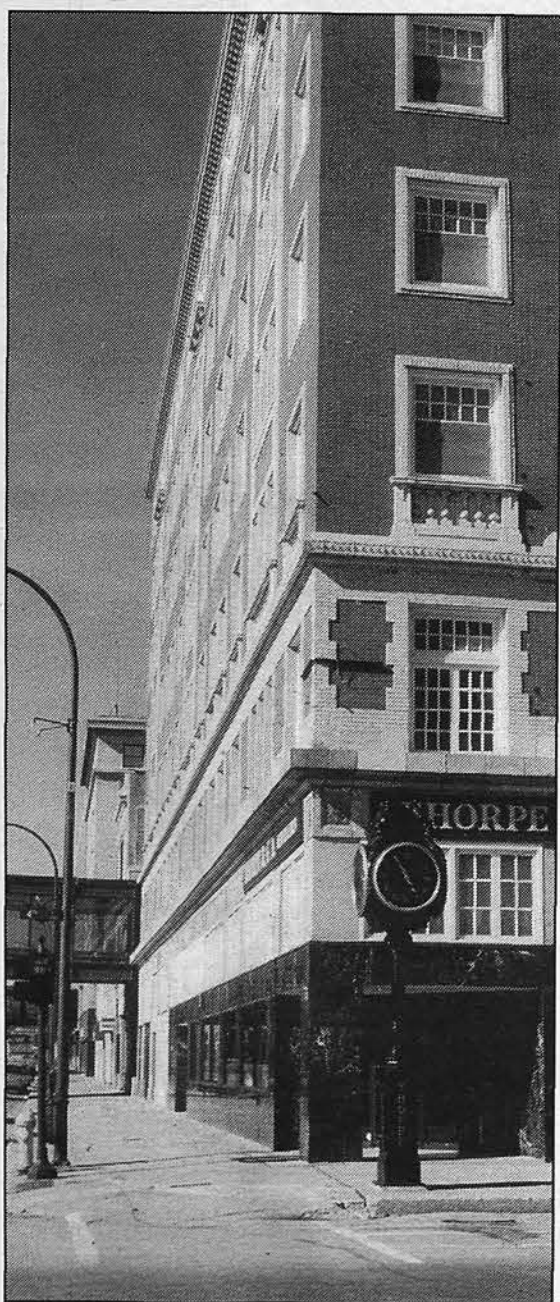
On the north side, Block 15 redevelopment will be supported with a skywalk connection at Karlton's and angle parking, with parallel parking on the south side in front of the Marian Buildings. Streetscape improvements continue.





**R/UDAT**

JACKSON PLAZA w/ NEW STREET DESIGN @ 4TH STREET



**Nebraska to Jones**

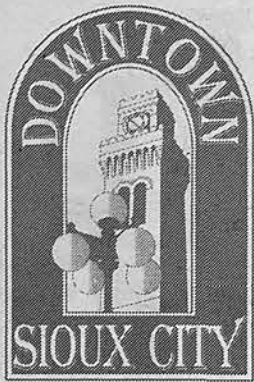
These two blocks will be reopened to two way traffic with no parking allowed to maximize sidewalk widths and landscape opportunities. Jackson Plaza will be "softened" in appearance and made cooler and more pleasant in summer through landscape seating and water features. Street level retail should be con-

sidered in Terra Center as well. Jackson Plaza is a well-located open space near the convention center, the hotels, J.C. Penney's, one of downtown's major retail attractions. The plaza should be programmed with lunchtime and evening activities in season to create a pleasant outdoor activity node.

"There was something nice about having it a little more pedestrian."

-Joanne Grueskin,  
former City Council member

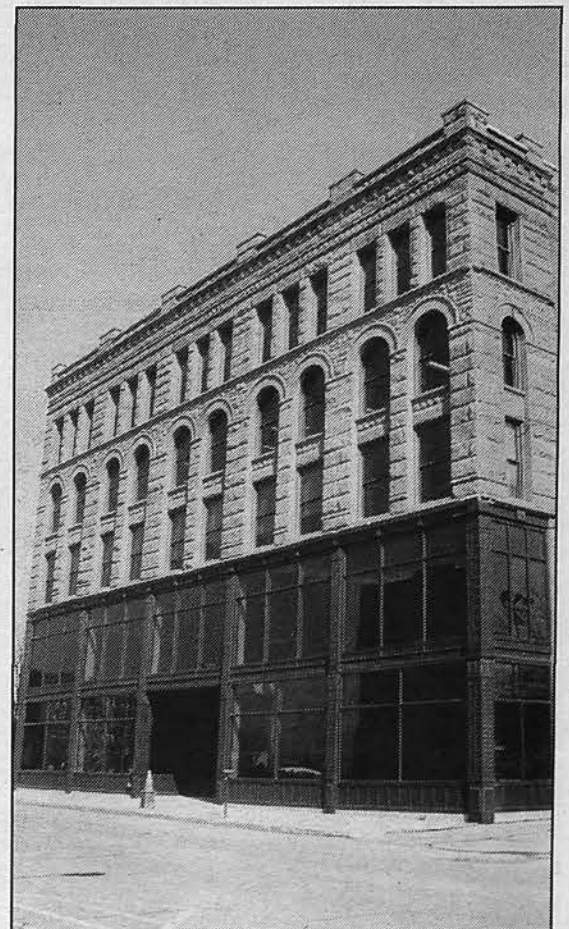
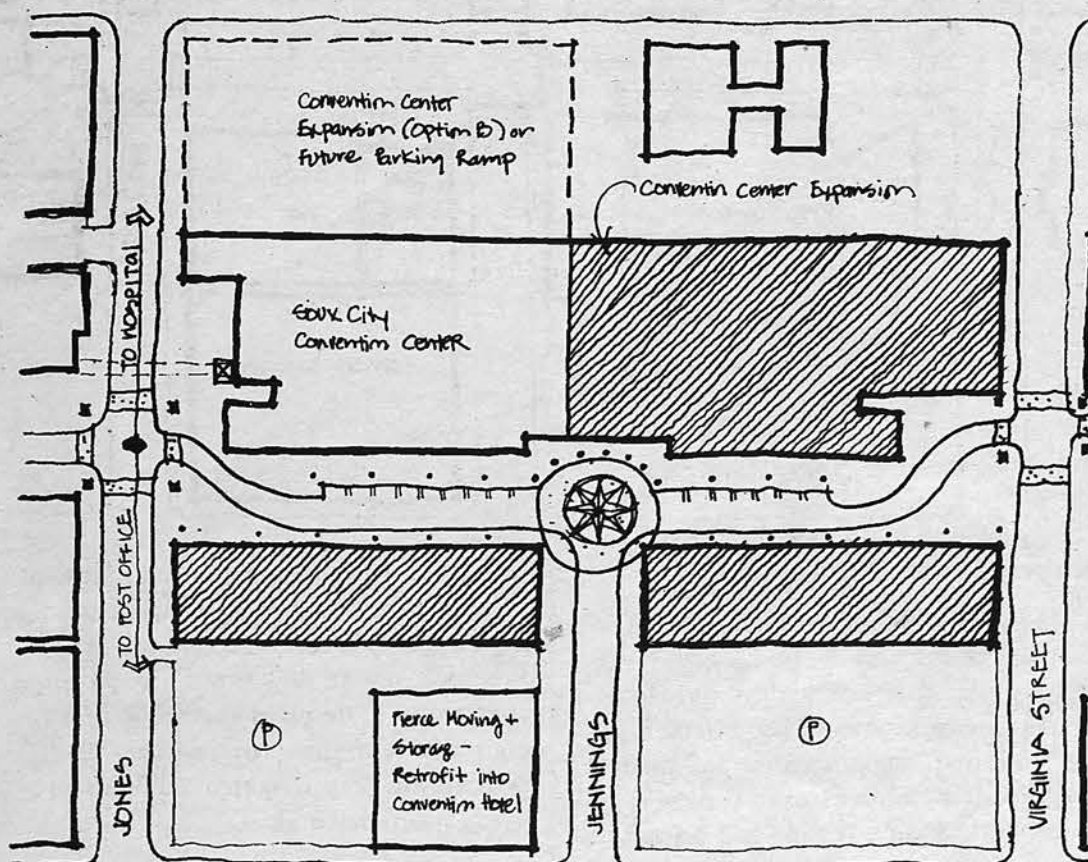




### Jones to Virginia

The Sioux City Convention Center will be expanded to the east with a possible additional expansion opportunity to the north. Fourth Street will continue two-way around the existing building with pedestrian access available through the building during skywalk hours. A drop off will be provided on Fourth but no other on-street parking will be allowed. Infill development south of the convention center for compatible uses

such as theme restaurants, along with a converted hotel in the Pierce Warehouse is envisioned. Many parking options are available, depending on how the various parcels are redeveloped.

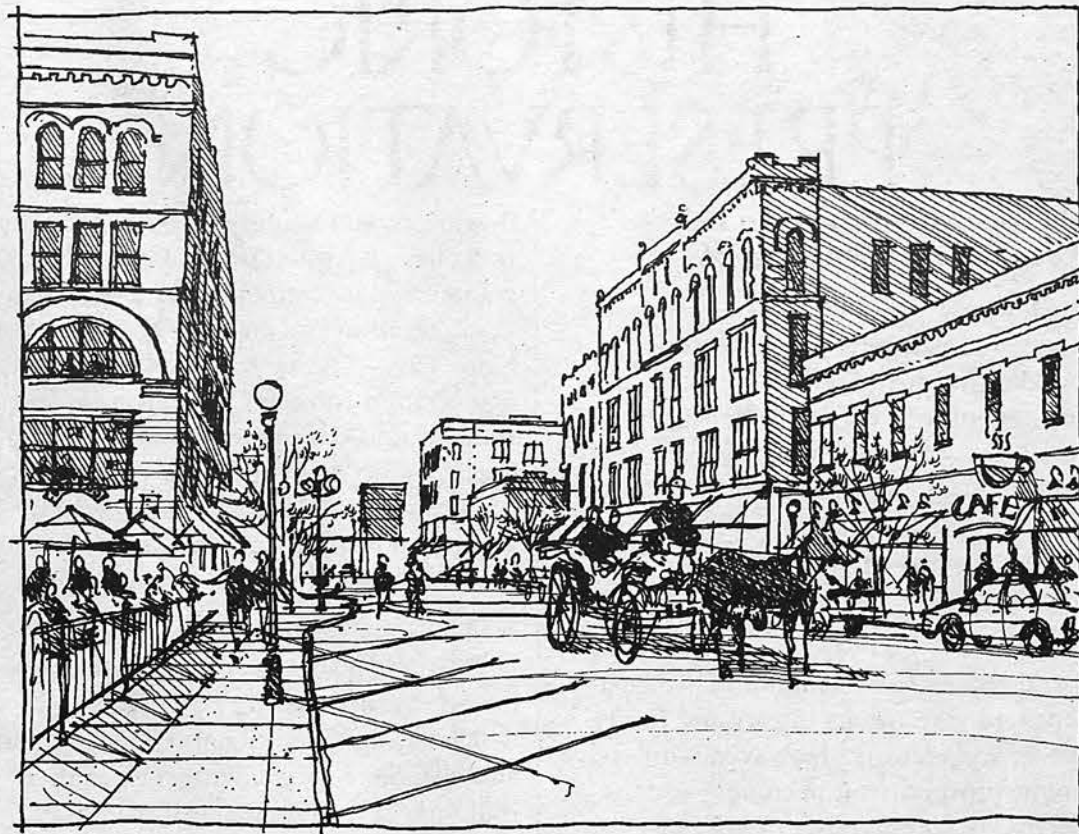


## Virginia to Iowa

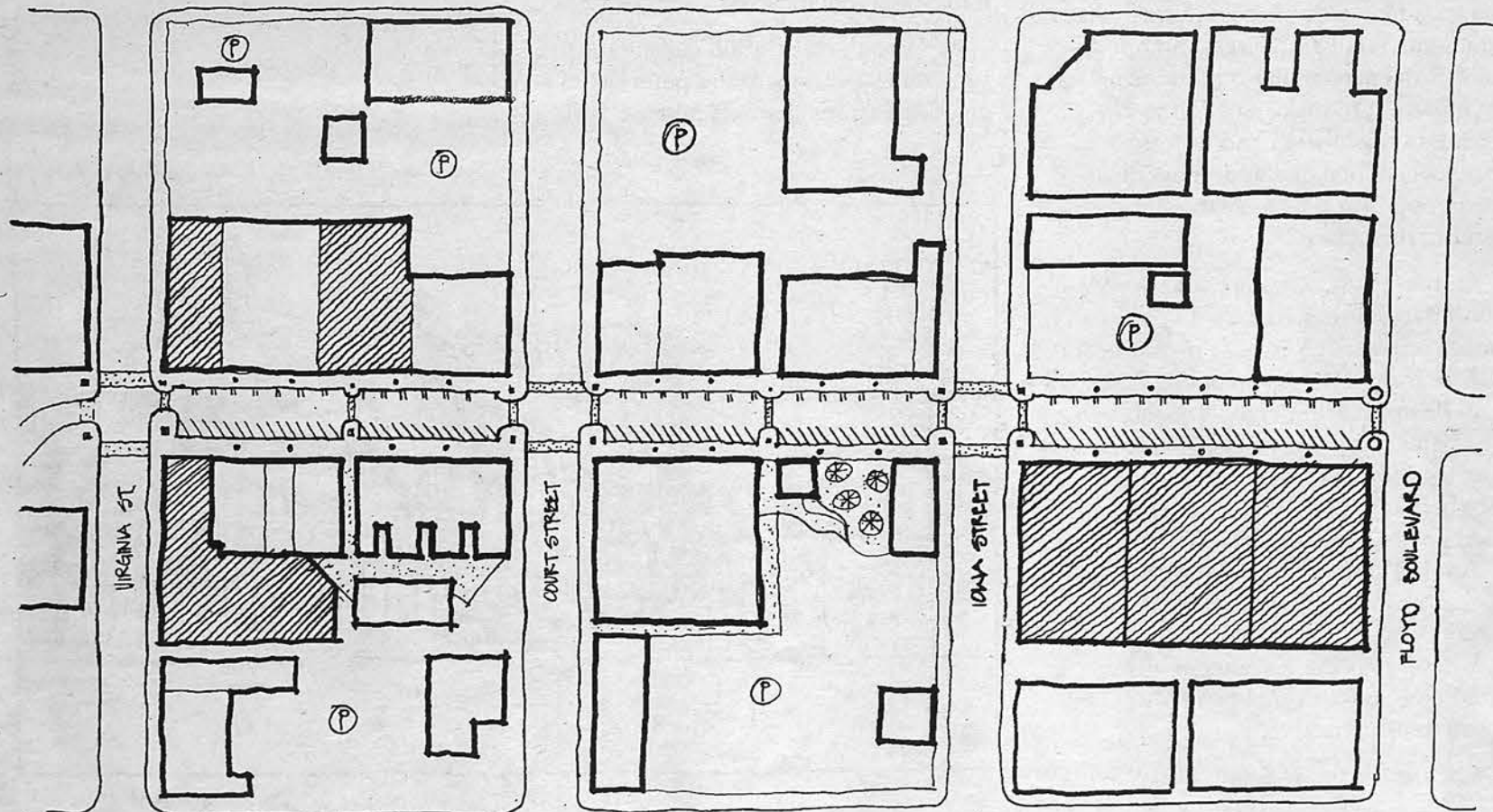
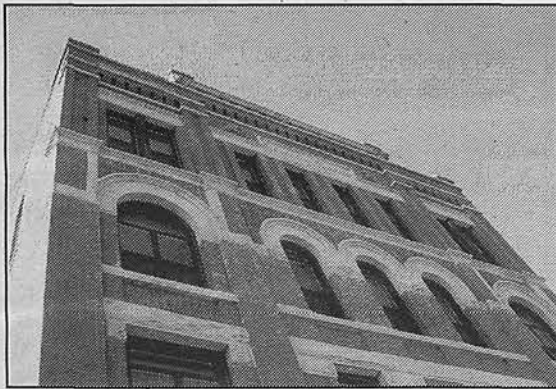
These Historic Fourth Street blocks have "gotten the ball rolling" for Downtown Sioux City; the developments now planned should be supplemented with commercial and residential loft space developments on upper levels as well as new buildings fronting on a network of improved narrow brick alleyways and pedestrian paths found midblock and behind the buildings.

## Iowa to Floyd

This eastern block should be improved and redeveloped as the eastern gateway to Fourth Street and the turn-around point for Fourth Street shuttles. A gateway element at Floyd would provide a visual entry as drivers come down the bridge; there are large parcels in this block available for mixed-use infill development and possibly a parking ramp.



HISTORIC 4TH STREET



# R/URB/DT

# HISTORIC PRESERVATION

## Historic Preservation IS Economic Development

Downtown Sioux City is blessed with many intact historic properties and older buildings, many of which are in use as banking offices, corporate headquarters, retail, government, and most recently housing uses. The R/UDAT Team was amazed at the "collection" of significant historic and architectural treasures that exist in Sioux City which are in day-to-day use.

The Sioux City community, we heard repeatedly, values its history and thereby its historic identity. However, with economic prosperity often comes the tendency to express prosperity in newer monuments and edifices and forget community history. This is true of government as well as the private sector. The R/UDAT Team believes that there are a number of policy issues in historic preservation that need to be addressed in Downtown. These are as follows:

### Historic District Opportunities

The four year time frame to create a National Register Historic District in Fourth Street is showing exciting results. New developments have successfully opened and are into design and construction; even more are in early planning stages. The early success of this. The emerging retail and entertainment district is so encouraging that the team felt it important to make a connection between this district and downtown. The connection and additional development opportunities it creates are covered later in this report.

In the Team's opinion, the success of the Fourth Street Historic District can be easily repeated elsewhere in and near the Downtown. For example, the Rose Hill and Prospect Hill neighborhoods are ready for historic district surveys, neighborhood plans and government and citizen action to help mobilize these neighborhoods. As in the Fourth Street Historic District, district designation brings new businesses, added market identity, tourist dollars and an enhanced tax base, plus the benefits of historic tax credits to make economic investments even more attractive.

All around the U.S. and Mid-West,

downtown and neighborhood historic districts have spawned new residential and commercial investments. The same can easily occur in and around Downtown Sioux City. The new Siouxlandmark organization and the City's Historic Preservation Commission told the Team that they are ready to lead the effort in partnership with government to create additional historic districts. They should be partners in the creation of additional historic districts.

Downtown also has the opportunity to have a historic district designation, which can spur additional redevelopment and economic investments for qualified buildings through enhanced market identity and tax credit investment. The collection of large scale historic buildings in downtown may qualify for a "Thematic District" or "Multiple Resources District" because of the number of historic buildings from different architects, and different architectural styles. This opportunity should be closely examined by the new downtown program in concert with the Historic Preservation Commissioners.

### Taking Action

With these historic assets, Historic Preservation Policy for Downtown Sioux City should include these action steps:

1. Hire a preservation consultant to undertake a survey of the potential of creating historic districts in Rose Hill,

Prospect Hill and Downtown.

2. Undertake neighborhood plans and promotional programs targeted to realtors, employment recruiters and relocating families for Rose Hill and Prospect Hill, focusing on stabilizing the residential base of the neighborhoods.

3. Evaluate the potential for a thematic or multiple resource historic district for the downtown.

4. Hire a heritage tourism consultant to help create a marketing program for tourism based on the community's history, historical features and events. Tourism dollars are usually enhanced from these efforts.

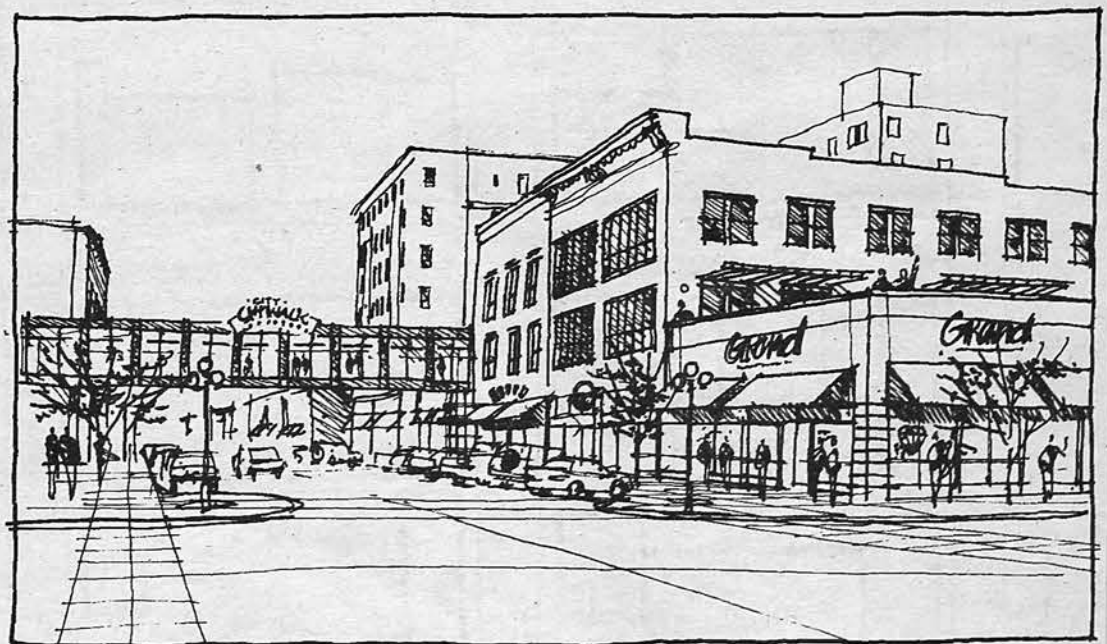
5. Most importantly, never allow a historic property to be demolished if all that will result is a vacant lot, especially in Downtown.



"We have been too much in a tearing down mode."

-Ernie Ricehill

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BLOCK 15 DEVELOPMENT @ 4TH.

# TAKING ACTION

## Leadership and Commitment

Implementation of the recommendations of the R/UDAT Team requires a strong commitment by City government, community leaders, businesspeople, property owners, and everyone with a stake in the future of Downtown Sioux City. Civic leaders must take action now to build upon the strengths of downtown and work together to develop downtown to its full potential.

Last year the International Downtown Association recommended that a "lead organization" be designated to provide leadership and coordination of the efforts to develop Downtown. The R/UDAT Team reaffirms this recommendation and recommends that a reconstituted Main Street organization be formally assigned this responsibility.

For several years, Main Street has done an excellent job by focusing on promotion, organization, design, and business improvement.

## A New Organization

The R/UDAT team recommends that the present Main Street Board reconstitute itself as the Downtown Development Corporation (DDC), widen its geographic coverage to all of downtown, and formally restructure marketing and Main Street divisions. Because the entire Siouxland region has an interest in preserving the viability of Downtown Sioux City as the center of the region,

the new Board of Directors should be broadened to include not only downtown merchants and property owners and the Fourth Street Historic District, but also major private employers and developers in the wider community such as Gateway 2000, Dakota Dunes, IBP, the Chamber of Commerce, and the hospitals. The Board should also include media representatives, Sioux City Transit, and elected officials from the City and County.

The R/UDAT Team saw four major roles for the new Downtown Development Corporation.

1. A proactive role in pursuing new development opportunities which could include the creation of a non-profit subsidiary to join with developers to facilitate development where needed, for example, in Block 15.

2. A marketing, promotion, and coordination role for downtown which includes responsibility for programs such as a retail space inventory, a tenant retention program, and promotion. A real estate market resource center function has been very successful in other downtown marketing efforts.

For instance, a vigorous campaign to convince J C Penney to retain the downtown store is an urgent item on the agenda.

Part of marketing downtown includes making it a "user-friendly place." The DDC should foster this goal by develop-

ing a clear and consistent signing system for guiding people from I-29 to local attractions and destinations, parking ramps and transit facilities, as well as other graphics to orient downtown visitors.

3. The team feels strongly that the Main Street role of the present organization should continue. This role is critically important to the implementation of the R/UDAT recommendations.

4. The Self-Maintained Municipal Improvement District (SMMID) should be administered by the new organization, and any additional services and programs which may be effectively managed by the new organization should also be considered for DDC management.

## Funding

Funding for the new Downtown Development Corporation should include:

- annual membership contributions from corporations, businesses, property owners' organizations, and individuals.

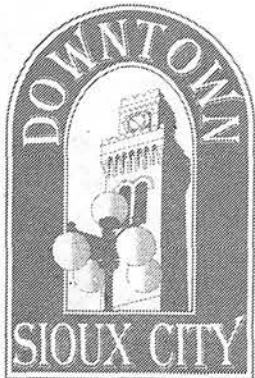
- funds generated by the SMMID as extended to encompass the Wesley Way entry and the Fourth Street Historic District.

- Contract with the City of Sioux City to provide services for economic development of downtown and special programs and projects.

R/UDAT



# CREDITS



## R/UDAT TEAM

### **Vicki L. Hooper, AIA**

Hooper is a senior project director at Shea Architects in Minneapolis with 15 years of varied architectural experience. She also has extensive experience working with community groups. She is a member of her Minneapolis neighborhood development corporation, and has organized downtown Minneapolis design charettes in conjunction with the local AIA and the Minneapolis Planning Department. Hooper has been involved for twelve years as committee chair and team leader with the Minnesota Design Team, a volunteer group of interdisciplinary design and community development professionals that assist communities throughout rural Minnesota in developing and realizing their visions.

### **John Clarke, AIA**

Team leader Clarke has extensive experience as an architect, urban designer and development consultant in the public and private sectors. Presently, he is a partner in Clarke Caton Hintz in Trenton, N.J., directing the firm's architectural staff in providing services to a variety of governmental, institutional, non-profit and private development clients.

### **Andrew Ham**

Ham is managing director for CR Advisors of Tampa, Fla. His expertise is in identifying market-driven uses for under-utilized properties and urban sites, as well as structuring the financing and development of complex projects. Ham has been a consultant to the Florida Main Street program, as well as to cities, non-profit groups and private developers.

### **Jim Leggitt, AIA**

Leggitt has over 23 years of experience in planning and architectural design including community plans, museums, office, recreation, residential and retail

projects. He is a senior associate with RNL Design in Denver. Leggitt has expertise in urban design illustration.

### **Jane Howard, ITE**

Howard is a principal and founding partner in the transportation consulting firm of Howard/Stein-Hudson Associates, Inc., in Boston. A city planner by training, she has worked for over twenty years in land use/transportation projects, including downtown revitalization projects, transit joint development, and traffic calming efforts. Howard is currently doing transportation planning work in downtown Des Moines.

### **Michael A. Calvert, AICP**

Previously, Calvert was a consultant with the National Development Council where he managed a national demonstration project for the Department of Housing and Urban Development in commercial revitalization. He directs the Downtown Revitalization Program in Birmingham, Ala., involving a wide range of programs and projects. He is a specialist in real estate development.

### **Stephanie Ferrell, FAIA**

An architect, specializing in implementation of historic preservation and economic development projects, Ferrell is affiliated with the Economic Development Resource Center in Tampa, Florida. In addition to her architectural and development work, Ferrell has written extensively on architecture, preservation and urban redevelopment issues.

## STUDENT INVOLVEMENT

Fifteen students from the Community and Regional Planning Department of Iowa State University participated in the R/UDAT process. All are enrolled in the ISU planning studio "Community Development Planning & Programming." Fifteen students collected and presented background information in the form of a written briefing report and reference graphics. The students involved included: Ryan Bergman, Eric Carstens, Rita Conner, Brad Johnson, Scott Miller, Brandie Patterson, Michelle Rusch and Chris Wendling.

In addition, seven students also attended the R/UDAT design workshop. Sung-Woo Bahk, Jeremy Barnhart, Chun-Lin Cao, Greg Collins, Craig Helm, Brandon Kadner, and Aaron Steele assisted the team. Also attending was Duane Shinn, professor of the ISU studio course.

Students experienced interdisciplinary work which is highly valued in design. The team involved students in conceptual and production phases. Surveys and compilation of data were important contributions.

## PROJECT MANAGER

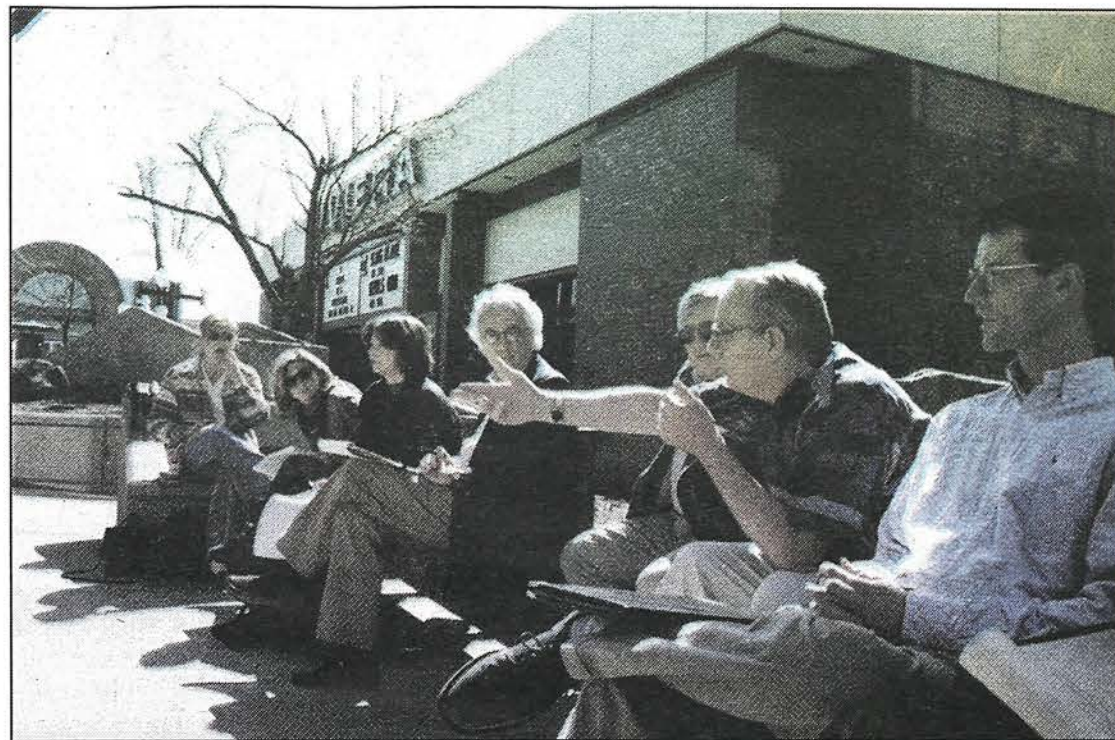
Charles Zucker from Boulder, CO was the R/UDAT Project Manager, and he made two trips to Sioux City to help organize the Team visit. He also acted as the lead person to identify and recruit the R/UDAT Team. Other steering members who helped on identification of Team members were Chuck Redmon, Boston, MA, and Mark Maves, Washington D.C.

## Local Project Managers

Dave Anderson - Main Street, Sioux City  
Dan Jensen - Sioux City Transit System

## EXTRA SPECIAL THANKS TO

Linda Anderson  
Connie Brown  
Suzette Hoevett  
Jayne McGuire  
Sue Petty  
for Word Processing Services.



## SPECIAL THANKS TO:

Sioux City Council:

Bob Scott, Mayor  
Marty Dougherty, Mayor Pro Tem  
Tom Padgett, member  
Marty Pottebaum, member  
Tim Jacobs, member

## Main Street Board of Directors:

Bob Houlihan, President  
Jim Miller, Vice President  
Dan Augustine, Secretary /Treasurer  
Dale McKinney  
Sandy Sabel  
Jim Johnson  
Kim Kletschke  
John Burchfield  
Bruce Cray  
Chuck Gollither  
Patty Heagel  
Marty Dougherty

Perkins Family Restaurant  
Little Chicago Deli  
Sioux City Hilton  
Riverboat Inn  
Best Western City Center  
Office Systems, Inc.  
MidAmerican Energy  
Sioux City Public Schools

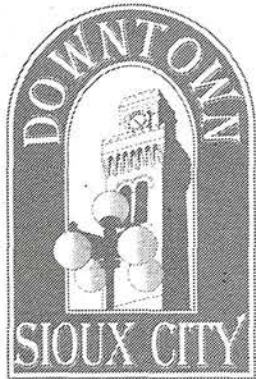
In\Vision Architecture  
FEH Associates Inc.  
Sioux City Blue Print Company  
Iowa Office Supply  
Sioux City Convention Center  
General Business Equipment  
Sioux City Transit System  
Main Street Sioux City  
Sioux City Art Center  
English Mansion  
Sioux City Chamber of Commerce  
Sioux City Community Development  
Department  
Rose Engineering  
Midwest Design Group  
SIMPCO  
Sioux City Journal  
KTIV  
KCAU  
Sioux City Planning & Zoning  
Department  
Iowa State University  
Sooland Cablecom  
Royal Apple Travel  
KM Carriage Company  
Walgreens  
Sioux Chapter - Professional Secretaries  
International  
Priority Secretarial Service  
Fine Host  
Greater Downtown, Inc.

# R/UDAT

"Sioux  
City is a  
big village"  
-Farrokh Arabi

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# SIoux CITY PARTICIPANTS



Dan Jensen	Greg Collins	Mark Christopherson	Kathy Allen	Dale McKinney	Rick Arnold
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Jerry Hanson	Jeremy Barnhart	Farrokh Arabi	Jane Ortman	Karen Henry	Sandy Sabel
Patty Heagel	Chun-Lin Cao	Mike Tokarczyk	Rita Winn	Deb Durham	Dick Salem
Larry DeBuse	Sung-Woo Bahk	Beverly Smith	Marty Dougherty	Chris Bogenrief	Skip Meisner
Ambur Clausen	Brandon Kadner	Joanne Grueskin	Gary Dumas	Charlie Bechtold	Roger Bomgaars
Larry Joslin	Aaron Steele	Ernie Ricehill	Jim Miller	Joann Edwards	Ray Hoffman
Jim Johnson	Duane Shinn	Julie Krow	Jerry Hanson	Kathy VonAswege	Bob Scott
Stu Turner	Julie Ferris	Cathy Olson	Roger Caudron	Dan Jensen	Larry Book
Craig Whitehead	Betsy Thompson	Lenny Miller	Patty Heagel	Ambur Clausen	Alan Stoltz
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Kim Kletschke	Jim Howard	Mary Brown	Lenny Miller	Liane Macfarlane	Pat Zenner
Lew Weinberg	Frances Kline	Craig Probasco	Tom Padgett	Jayne McGuire	Dave West
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Damon Lohry	Craig Olsen	Kim Kletschke	Patty Heagel	Jeff Loffswold	
Mike Berger	Karen Henry	Gary Glandon	Michelle Brady	Jim Marshall	
Rick Mullin	Linda Hartje	Gary Johnson	Jim Johnson	Glenda Schultz	
Melissa Jensen	Patsy Dougherty	Wayne Carter	Robert Standhart	Sandy Bosse	
Jean Logan	April Blake		Bob Houlihan	Linda Cravens	

## ATTENTION SIouxLANDERS:

Please circle the appropriate answer, clip and mail your answers before May 1 to:

Duane Shinn  
126 College of Design  
Iowa State University  
Ames, Iowa 5001

- |    |  |            |           |              |
|----|--|------------|-----------|--------------|
| 1. | Is a strong Downtown Sioux City important to the future of Siouland? | <b>Yes</b> | <b>No</b> | <b>Maybe</b> |
| 2. | Do you think Downtown has gotten stronger in the last five years     | <b>Yes</b> | <b>No</b> | <b>Maybe</b> |
| 3. | Should historic buildings in Downtown be preserved?                  | <b>Yes</b> | <b>No</b> | <b>Maybe</b> |
| 4. | Should the Warrior Hotel at 6th and Nebraska Streets be preserved?   | <b>Yes</b> | <b>No</b> | <b>Maybe</b> |
| 5. | Would you consider moving into a safe, quality apartment downtown?   | <b>Yes</b> | <b>No</b> | <b>Maybe</b> |
| 6. | Would you be interested in a downtown loft apartment?                | <b>Yes</b> | <b>No</b> | <b>Maybe</b> |
| 7. | Would you consider riding a bus to work if you worked Downtown?      | <b>Yes</b> | <b>No</b> | <b>Maybe</b> |
| 8. | What do you think would make Downtown stronger? _____                |            |           |              |