

Industrial Buildings Reinvented into
Mixed-Use Residential and Commercial
Uses in the Historic Millwork District



CHAPTER 9 LAND USE

CHAPTER AT A GLANCE

<input type="checkbox"/> Introduction	9-2
<input type="checkbox"/> Existing Land Use	9-3
<input type="checkbox"/> Future Land Use	9-8
<input type="checkbox"/> Growth and Annexation	9-15
<input type="checkbox"/> Recommendations	9-17

CHAPTER 9 LAND USE

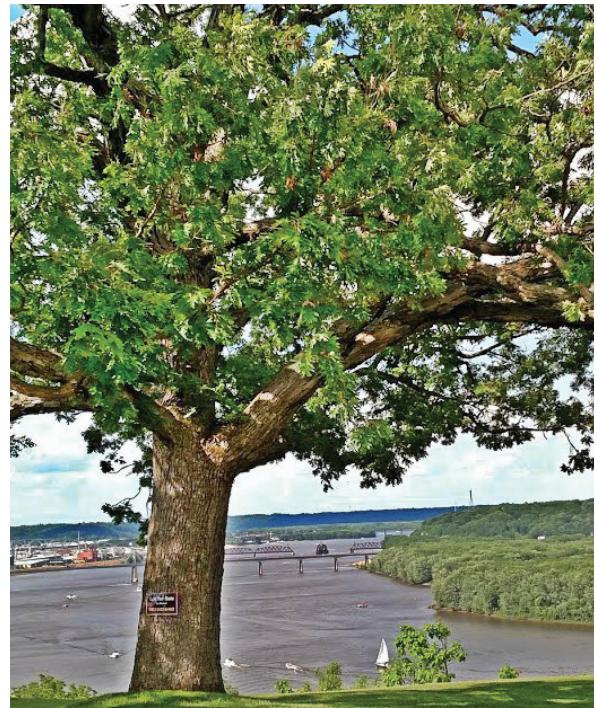
The Land Use Chapter includes a description of existing land use and zoning patterns and identifies the best future physical development of the community. It becomes the guide for the Official Zoning Map and for making zoning and subdivision decisions, but only such decisions by the City Council may be binding and enforceable. It is a guide to the best utilization of private and public development, the timing of that development and its association with other public improvements.

Introduction

In a well-planned community, homes, businesses, and institutions flow together seamlessly in a connected and integrated development pattern. But without planning and foresight, land use conflicts can arise creating conflicts between neighbors, potential environmental damage or increased mitigation costs, and inefficiencies in provision of municipal services.

One of the key planning responsibilities a municipality has is to develop a long-term vision for the use of land within the community and for surrounding areas that may be incorporated into the city (annexed) in the future. By examining the anticipated market demand for various uses (residential, industrial, commercial, etc.), examining how the area is already developed (existing land use), looking at the suitability of the land for those uses (slopes, soils, trees, etc.), and the accessibility needs of each use (access to roads, rail lines, etc.), the City can develop an overall plan to guide appropriate development.

The legal mechanism used by the City to control how land is used is zoning, which in Dubuque is regulated by the Unified Development Code. The City maintains a zoning map which is linked to that ordinance and together they serve to regulate what a parcel of land can and cannot be used for. The Future Land Use Plan is an important tool used to inform the zoning and corresponding use for a parcel of land.



▲ Bluff Overlooking the city and Mississippi River in Dubuque



"A continued focus on recreational spaces in Dubuque would be fantastic. It would also be great to see more indoor rec spaces (rock-climbing gyms, etc). Also I think a continued focus on the development of the Port of Dubuque is vital to the success of the city. The river is the greatest asset of Dubuque, let's use it for recreation and entertainment to drive community and tourist usage."

- Idea shared via Land Use Quick Poll





▲ Dubuque's Historic Downtown | Intersection of 8th and Main Street

Existing Land Use

The growth and development of the city of Dubuque has in many ways followed the pattern experienced by most American cities with development starting from key transportation assets like railroads and, in Dubuque's case, the Mississippi River. However, because of Dubuque's unique history, geographic location and topography, a unique Midwestern city has been produced.

Dubuque's development pattern varies within the corporate limits. The historic downtown and older neighborhoods include small lots in an urban street/alley grid pattern with a mix of residential, commercial, and industrial uses along with neighborhood churches, parks, and schools. Newer neighborhoods reflect larger lots in suburban-style subdivisions with curvilinear streets and cul-de-sacs, with single-family residential uses often separated from multi-family and non-residential uses.

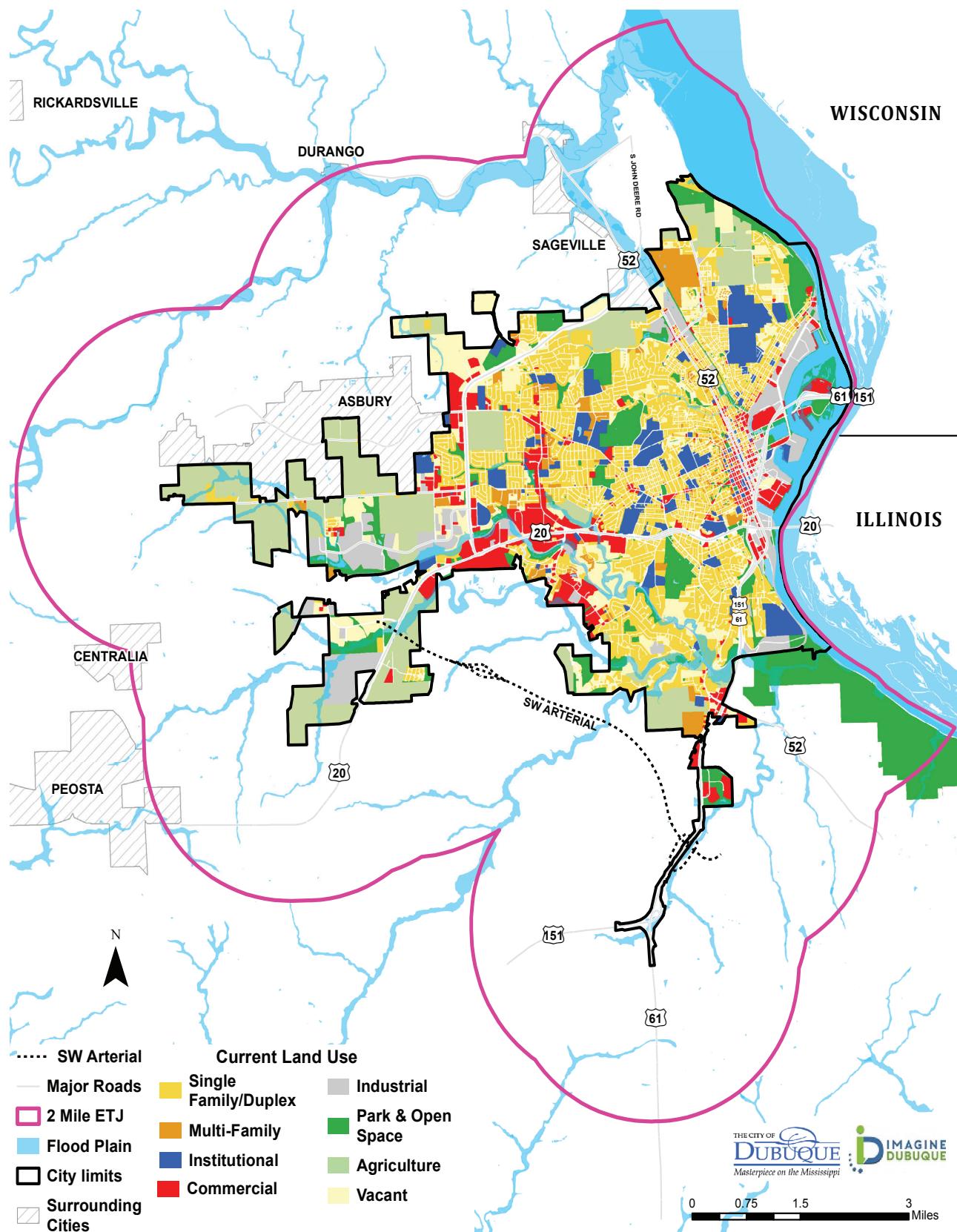
In addition to large brick warehouses in the industrial area adjacent to downtown, Dubuque has large-scale industrial parks along its riverfront and on the south and west ends of the community.

Riverfront redevelopment has brought a concentration of commercial and recreational attractions. Neighborhood commercial areas are found along minor arterials throughout much of the city. Major shopping centers are found along major arterials on the city's west and northwest sides. Campuses for colleges and hospitals are centrally located in the City.

Since 1936 when Dubuque developed its first Comprehensive Plan, the City has been following a plan to promote orderly and efficient development. The pattern of existing development has a strong influence on what types of land use will be appropriate in an area in the future. For example, residential neighborhoods need convenient access to parks and schools, areas to buy convenience goods and services, and good transportation routes to get to areas of employment. Conversely, placing residential uses next to a more intense manufacturing use may create conflicts with noise, traffic, etc. unless appropriate buffering and access regulations are integrated into the development. To ensure compatibility, future land use planning always starts with an examination of existing development patterns.

■ FIGURE 9.1

□ Existing Land Use Map



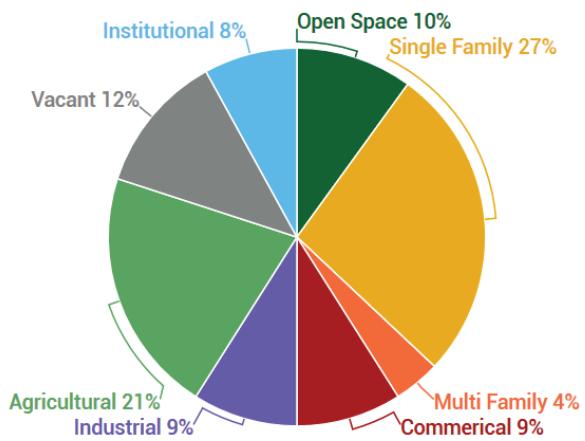
Current Land Use

A review of existing land use within the Dubuque city limits (as of 2017) shows a balance of development among commercial, industrial, and institutional uses. (See Figure 9-2)

- Residential uses, separated as single-family and multi-family categories when combined are 5,355 acres, or 31% of Dubuque's total land area.
- Large swaths of agricultural land, particularly in the western portion of Dubuque, total 3,529 acres. Many of these agricultural properties were annexed into the city with the intent of being developed for another use in the future.
- An Existing Land Use Map can be found in Figure 9.1.

FIGURE 9.2

□ Current Land Use in Acres



- 10% Open Space (1,777 Acres)
- 27% Single Family (4,661 Acres)
- 4% Multi Family (694 Acres)
- 9% Commercial (1,507 Acres)
- 9% Industrial (1,438 Acres)
- 21% Agricultural (3,529 Acres)
- 8% Institutional (1,286 Acres)
- 12% Vacant (2,110 Acres)

Total Acres: 17,003

(Note: Total Acres excludes roads and river.)

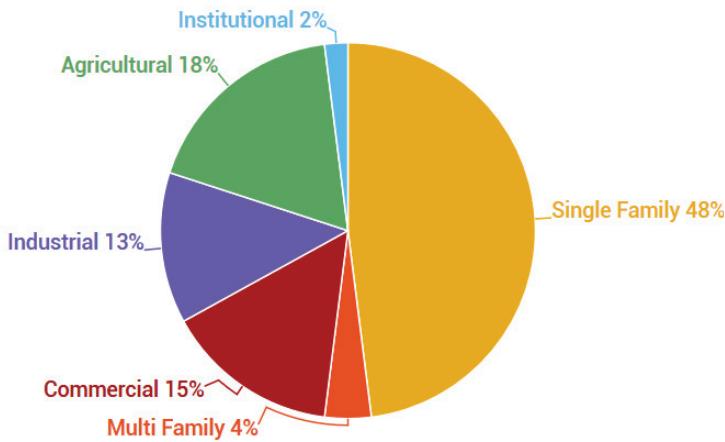
Current Zoning

Existing land use and current zoning are similar, but not the same. Within the city limits of Dubuque, land is 100% zoned -- including vacant land. Most land is zoned for its current use, but not always.

- Using the same broad categories examined for existing land use, the most prevalent zoning is 8,105 acres (48%) of single-family residential (which includes the small amount of two-family residential).
- The rest of the current zoning in Dubuque is divided about equally among agricultural with 3,067 acres (18%), commercial at 2,629 acres (15%), and industrial with 2,253 acres (13%). Multi-family zoning encompasses only 636 acres (4%) and institutional only 314 acres (2%).
- A breakdown of current zoning is shown in Figure 9.3. A current zoning map can be found in the Appendix.

FIGURE 9.3

□ Current Zoning in Acres



- 18% Agricultural (3,067 Acres)
- 48% Single Family (8,105 Acres)
- 15% Commercial (2,629 Acres)
- 13% Industrial (2,253 Acres)
- 4% Multi Family (636 Acres)
- 2% Institutional (314 Acres)

Total Acres: 17,003

(Note: Total Acres excludes roads and river.)

Vacant and Developable Land

Within the city limits of Dubuque, 2,490 acres (18%) of total land area remain vacant and developable based on analysis of current zoning in 2017. "Vacant land" identified in the existing land use discussion above is different from "vacant and developable land" inventoried based on current zoning and characteristics of that land as described below.

- The general criteria for selecting vacant and developable properties included parcels equal to or greater than 5,000 square feet, all zones except agricultural, parcels not in a flood plain, parcels being used as agricultural but zoned otherwise, and/or parcels that are not compromised due to current use, topographic features, or parcel shape.
- Parcels owned by Dubuque County, the State of Iowa, or a railroad company also were eliminated.
- Next, properties smaller than 5,000 square feet were removed since the minimum lot size required for development of a single-family dwelling in the R-1 Single-Family Residential zoning district is 5,000 square feet.
- Additionally, all AG Agriculturally zoned properties within the Dubuque city limits were removed. By City Code, the AG zoning district is intended to conserve farmland for agricultural purposes and prevent the premature development of large land acreages.

Agriculturally zoned properties cannot be considered "vacant and developable" because City Council action on a rezoning is required prior to development with non-agricultural uses. Some vacant sites with access to utilities and roads might be considered for rezoning to an alternative use. For example, the former Bowling and Beyond site near the Mississippi River at Kerper Boulevard and Hawthorne Street was suggested as a possible campground location despite its existing industrial zoning. The outcome of City Council actions on potential AG rezoning requests cannot be predicted with any certainty. Through this process, just over 824 acres of Agriculturally zoned land actively used for agricultural purposes were removed from the Vacant and Developable inventory.

Some vacant parcels are easily developable with access to utilities, appropriate zoning, topography, etc. but for various market or other reasons the property has not been developed. To the west and south, most property is either agricultural or undeveloped.

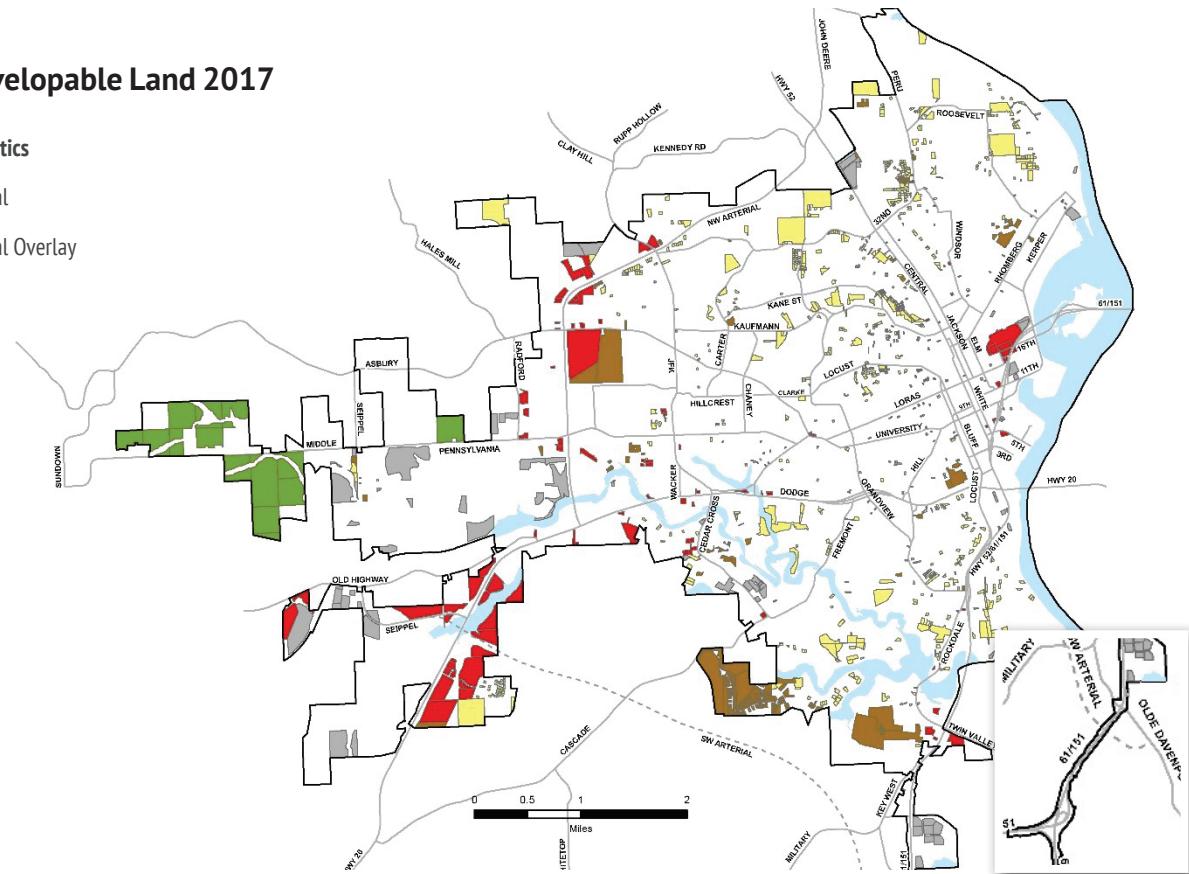
Proposed development must be keenly aware of steep slopes, wetlands, soil conditions, floodplains, and other environmental factors that may drive up the cost of development, i.e. extensive grading. New subdivisions should be prioritized in areas with appropriate residential zoning, outside regulated floodplains, and able to be served by city water and gravity sanitary sewer.

FIGURE 9.4

Vacant and Developable Land 2017

General Zoning Characteristics

- Single Family Residential
- Single Family Residential Overlay
- Multi Family Residential
- Commercial
- Industrial



2017 Inventory of Vacant and Developable Land

Below is a summary of the 2017 inventory of vacant and developable land within the Dubuque city limits based on the analysis of current zoning and land characteristics described on the prior page. "Planned" zones refer to planned unit development zoning with a customized conceptual plan for a particular site.

Residential groupings were based on the projected development of the housing space available. The estimates for projected development are 2.3 units/acre and 2.1 persons/unit projected in Single-Family zones and 6 units/acre and 1.9 persons/unit projected in Multi-Family zones.

- Single-Family includes Single-Family and Two-Family zoning.
- Single-Family Residential Overlay zone is calculated separately because a single-family subdivision requires plat approval by the City Council prior to starting development.
- Multi-Family or Planned Residential category includes zones with three or more units/lot.
- The Commercial category includes Office, Commercial, Planned Commercial, and Planned Office zones.
- The Industrial category includes Light Industrial, Planned Industrial, and Heavy Industrial zones.

Development Density Estimates



SINGLE-FAMILY ESTIMATES

- 2.3 Units Per Acre
- 2.1 Persons Per Unit



MULTI-FAMILY ESTIMATES

- 6 Units Per Acre
- 1.9 Persons Per Unit

FIGURE 9.5

2017 Inventory of Vacant and Developable Land in City of Dubuque

Zoning Category	Acres	Percentage	Projections	
			Dwelling Units	Population
Single-Family or Two-Family	675	27%	1,553	3,262
Single-Family Residential Overlay	444	18%	2,666	5,065
Multi-Family or Planned Residential	436	17%	2,618	4,975
Commercial or Office	494	20%		
Industrial or Planned Industrial	441	18%		
Total	2,490	100%	6,837	13,302

“Focus on unused or under-utilized land within Dubuque to provide denser, more centralized housing in mixed-use areas. We need to control sprawl while keeping our farmland (one of our most unique and valuable assets) in agricultural production.”

- Idea shared via Land Use Quick Poll

“Preserve some GREEN SPACE to allow the land to teach us - it is NOT a commodity to “use” - there is a “nature deficit” that needs to be addressed. Too much agricultural land has been swept up by developers for McMansions...The land has a right to be land, too.”

- Idea shared via Land Use Quick Poll

Future Land Use

Dubuque's natural environment makes it an attractive community in which to live and work. Its historic core supports a vibrant and integrated mix of uses. Active business uses line major downtown streets, livable neighborhoods surround its institutions, and the riverfront is alive with an evolving mix of tourism and entertainment uses. On the periphery, residential development is more oriented to rural, low-density development.

This future land use plan provides a framework to guide development decisions that build upon Dubuque's existing infrastructure and neighborhoods. It maintains the qualities that make Dubuque an attractive place to live, work, learn and play, while accommodating future growth.

Coordinated Planning Efforts: Regional Planning

The Future Land Use Map incorporated public input as part of the Imagine Dubuque community engagement process for the new Comprehensive Plan and other resources related to future land use. A primary resource was the Dubuque Metropolitan Area Transportation Study, including the 2014 Southwest Arterial Economic Impact Analysis and the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan (adopted in October 2016 and amended in January 2017).

The Dubuque Metropolitan Area Transportation Study Plan involved coordination among City and County staff, smaller cities in the region, community and regional stakeholders, and substantial public input. The Plan also involved transportation modeling and forecasts linked to population projections, future land use, and financial resources.

These attributes make the Dubuque Metropolitan Area Transportation Study Plan a good foundation for creating the Imagine Dubuque Future Land Use Map. This map is consistent with both the 2013 Dubuque County Regional Comprehensive Plan and the future land use maps in the 2045 Long Range Transportation Plan, in showing anticipated commercial development in nodes in peripheral areas beyond Dubuque's current city limits. This includes mixed-use nodes planned for the Southwest Arterial interchange between English Mill Road and North Cascade Road, as well as east of Key West near Granger Creek. Areas along Highway 20 at Swiss Valley Road also reflect commercial and multi-family residential development patterns. The Dubuque Regional Airport is shown commercial on all three plans, as well.

Population Projections

According to the Dubuque Metropolitan Area Transportation Study, the Dubuque metropolitan area is expected to grow by 1.2% annually from 83,056 in 2010 to 114,032 in 2040. In 2010, the City of Dubuque comprised 69% of the population of the region.

Assuming the population density of the City remains the same at 1,846 people per square mile, the region will need an additional 16.78 square miles or 10,739 acres of developable land to accommodate this growth. As noted above, Dubuque has 2,490 acres of vacant and developable land in the city limits. This leaves the need for an additional 8,249 acres outside the current Dubuque city limits to accommodate growth projections.

■ FIGURE 9.6

□ Population Projections + Land Area Needs

Dubuque Metropolitan Area Population Projection

2010		2040		Projected Change	
Population	83,056	Population	114,032	Population	30,976
Percentage	100%	Percentage	100%	Percentage	37%+

Land Area Needs

City Population	57,637
Area	31.22 Square Miles
Density	1,846 Square Miles

■ Additional Area Needed	16.78 Square Miles - or - 10,739 Acres
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Source: 2010 US Census Bureau; Dubuque Metropolitan Area Transportation Study

Future Land Use Categories

A Future Land Use Map identifies the best future physical development of the community. It becomes the guide for the official zoning map and for making zoning and subdivision decisions. The following Future Land Use Map displays seven land use categories (described below).

Single Family

Low-density, single-family homes, and related recreational, religious, and educational facilities that typically service a neighborhood population.



Multi Family

Areas of moderate- to high-density residential development that can include a variety of dwelling types from apartments to senior living facilities. The Multi Family designation is often located adjacent to major streets and serves as a buffer between commercial development and low density residential development.



Mixed-Use

Areas where many commercial land uses co-exist with residential and institutional uses without negative impact. Mixed-use areas also provide many benefits. Residents of mixed-use neighborhoods have more opportunities to walk because their jobs, shopping, entertainment, and schools are located nearby. Increased walking will result in reduced traffic congestion and vehicle emissions, and improved public health.



Institutional

This designation encourages facilities possessing the characteristics of an institutional use, primarily serving an educational, medical, religious, or charitable purpose. They also tend to function as substantially separate communities within the city. They maintain a large and definable resident population within a discrete geographical area.



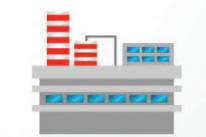
Commercial

The commercial designation supports a variety of businesses that provide residents with desired goods and services while creating jobs and a stronger tax base. Land uses in this designation are not to adversely affect surrounding land uses and should be sensitive to pedestrian and transportation options.



Industrial

This designation provides for a variety of uses associated primarily with manufacturing, assembling, fabrication, warehousing, wholesaling, and commercial service operations that require adequate accessibility to transportation facilities. This designation is also intended to provide appropriate locations for those industrial uses that generate noise, smoke, dust, or odors that render them incompatible with most other land uses.



Park & Open Space

Public and private land that is utilized for active and passive recreation. Includes areas designated as floodplain that are susceptible to being inundated by flood waters from any source and consequently limiting development.



Specific Plans in Downtown Dubuque

The central core of Dubuque is primarily designated for mixed-use on the Future Land Use Map. This ensures flexibility to sustain and attract a variety of uses that will keep downtown vibrant.

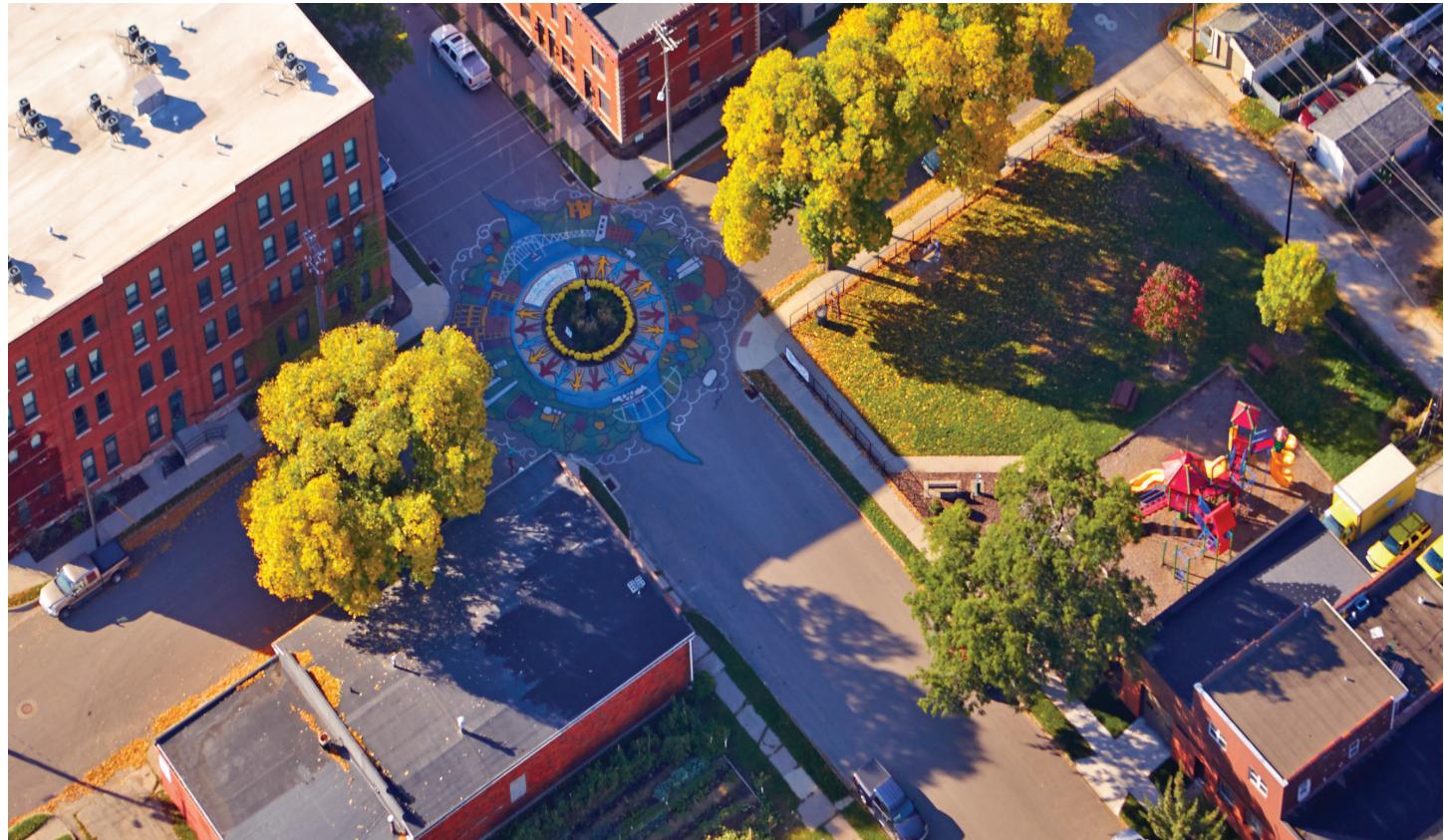
Downtown Master Plan

Adopted in 2003, this Master Plan targets the core area surrounding Main Street with plans for 1.5 million square feet of office and retail, 200 lodging rooms, and 1,000 residential units. Much of this study area overlaps with more recent sub-area plans such as the Historic Millwork District Master Plan. Given the significant amount of development that has occurred in downtown, this plan should be revisited to add a current vision and opportunities to both coordinate and prioritize efforts in the various subareas listed here and shown on Figure 9.7 to coincide with more recent planning efforts. Descriptions of these plans, with links, are found in the Appendix.

- Port of Dubuque Master Plan (North Port)**
- Historic Millwork District Master Plan**
- Washington Neighborhood Revitalization Strategy**
- Central Avenue Corridor** (currently being developed)
- South Port** (currently being developed)



▲ *Historic Buildings along Dubuque's Central Avenue Corridor*



▲ *Aerial view of Washington Neighborhood Mixed-Use Development*

FIGURE 9.7

Specific Plans in Downtown Area

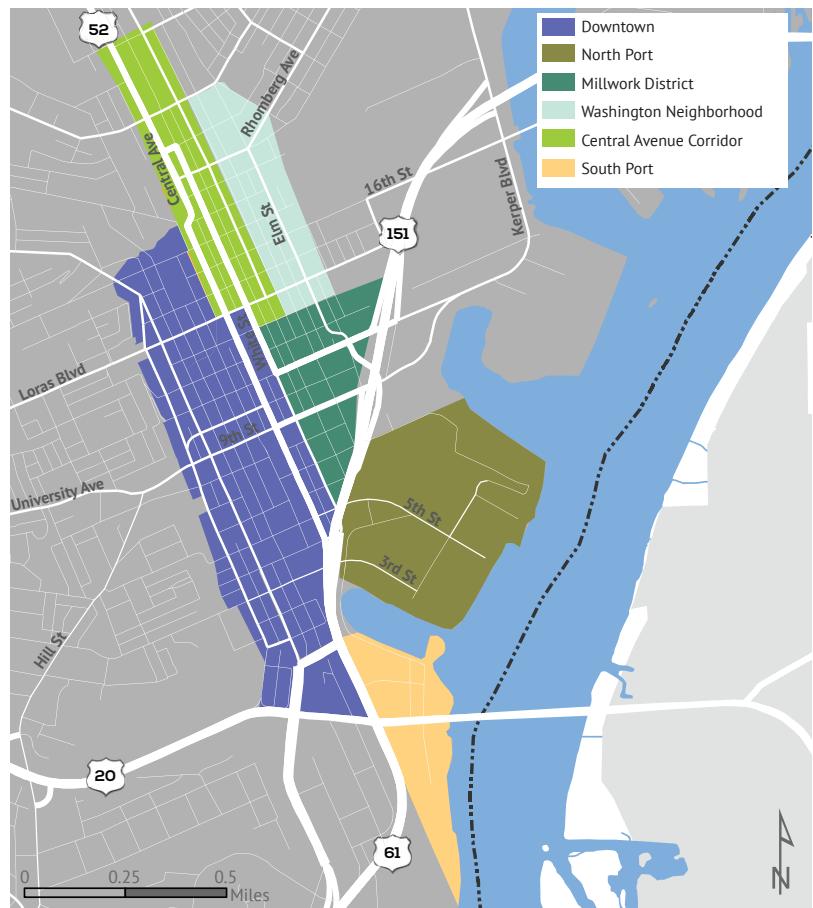
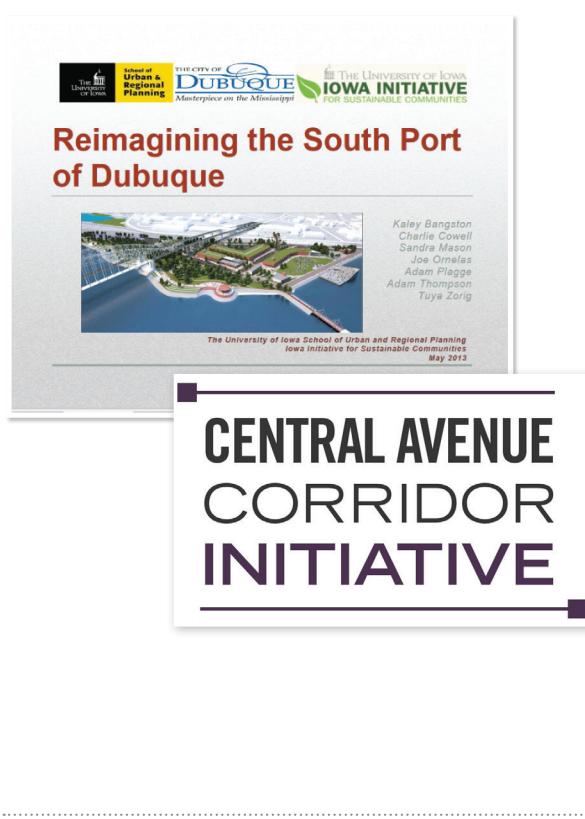


FIGURE 9.8

Future Land Use: Current City Limits

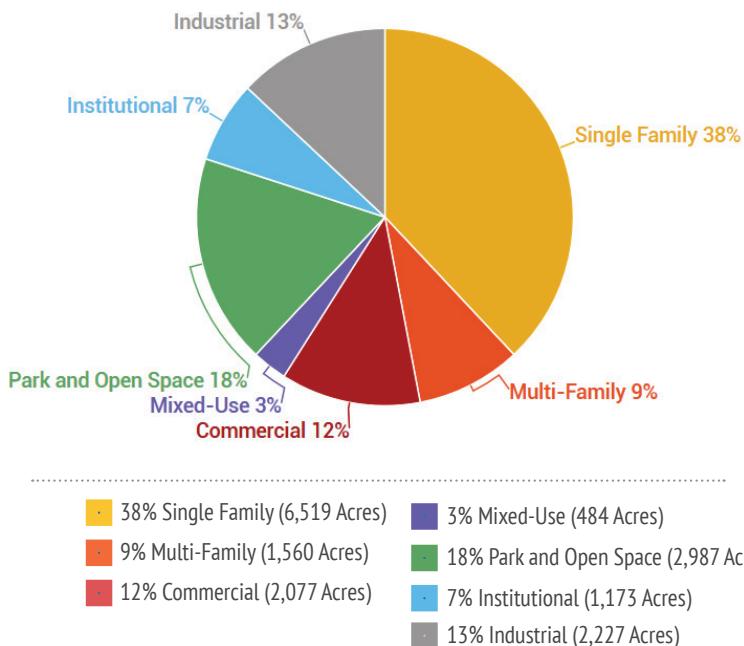
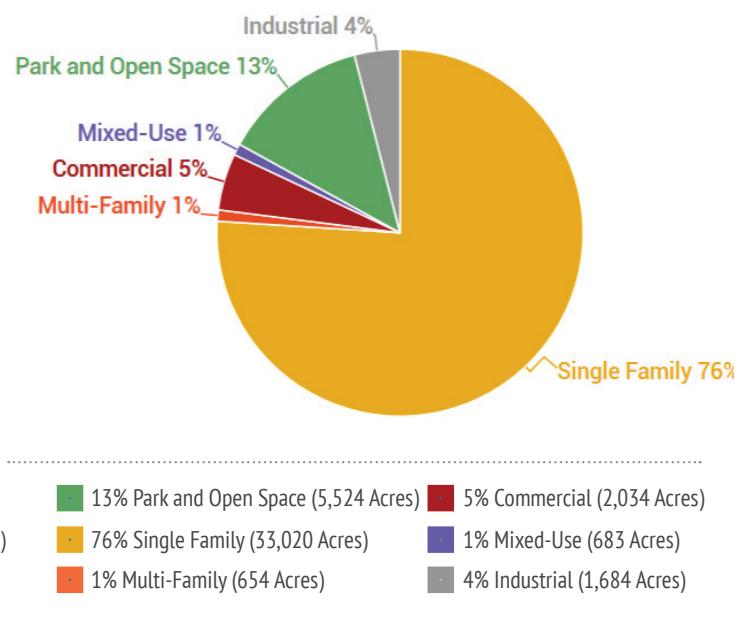


FIGURE 9.9

Future Land Use: Potential Growth Areas



Other Key Opportunities

Key subareas outside of the city's downtown core include the Kennedy Road Corridor, the Northwest Arterial, and the future Southwest Arterial. Promoting a livable development pattern surrounding the key corridors is important to sustain long-term growth in these areas.

- **Kennedy Road Corridor:** Opportunities for mixed-use development and improved pedestrian/bike access are suggested in the Transportation/Mobility Chapter.
- **Northwest Arterial:** Opportunities for improved connections with existing bike/pedestrian trail and mixed-use developments.
- **Southwest Arterial:** Opportunities for mixed-use development to promote walkability, and bike/pedestrian access.

“

“I would like to see more mixed-use land use in existing residential neighborhoods. Small corner shops with some groceries within walking distance would be great.”

“I would like to see more retail options and better designed places and spaces along the JFK corridor.”

“I would like to see more mixed-use development along the Chavenelle Rd. area/Industrial Park area. Urban farms in each mixed-use area for food security. Solar farms on brownfields and roof tops for energy independence. Floodplains/wetlands near rivers to accommodate 500 yr floods.”

- Ideas shared via Land Use Quick Poll



▲ Wayfinding signage along John F. Kennedy Road Corridor

Mixed-Use Areas

The Future Land Use Map shows future land use in the City of Dubuque and within potential growth areas outside the city limits that can be served by future extension of City water and sewer. It shows the City's two mile extra-territorial jurisdiction (ETJ) allowed by the State of Iowa, where the City has the authority to jointly regulate rural subdivisions with Dubuque County. It also shows the federally-regulated floodplain.

The concept of mixed-use neighborhoods was part of the Imagine Dubuque community input. The concept reflects a flexible mix of land uses, such as a mix of residential and commercial land uses, and a mix of housing types, from single-family homes to multi-family units.

Mixed-use areas can provide many benefits. Residents of mixed-use neighborhoods have more opportunities to walk or bike because their jobs, shopping, entertainment, schools, services, and places of religious assembly are located nearby. Increased walking and biking results in reduced traffic congestion and vehicle emissions, and improved public health.

The Future Land Use Map shows the Port of Dubuque, Downtown, Central Avenue Corridor, John F. Kennedy Road Corridor, intersection of US 61/151, intersection of the Southwest Arterial with US 61/151 as mixed-use areas based on Imagine Dubuque community input on these areas. In addition, the map shows mixed-use at the intersection of the Southwest Arterial and North Cascade Road. This designation is consistent with the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan. Mixed-use will support the range of residential, commercial and institutional uses, including public schools, likely to develop around this intersection.

Although not illustrated on the Future Land Use Plan, another opportunity for mixed-use development suggested by residents was the idea of integrating residential, commercial and recreational uses within industrial parks. This approach could potentially reduce transportation costs and promote better utilization of property.

Potential Growth Areas

Dubuque's low unemployment rate and significant track record of job growth suggest continued need for additional commercial and industrial space. Expansion within and adjacent to existing industrial development is anticipated, along with potential selected new industrial locations within major roadway corridors like U.S. Highway 20, U.S. Highway 151, or the Southwest Arterial. In addition to continued infill in downtown Dubuque, additional commercial development is anticipated along these same roadway corridors, particularly at major roadway intersections.

As highlighted in the Housing Chapter, there is a clear need to provide for additional housing options to encourage these new residents to live in Dubuque where access to jobs, shops, education, and recreation opportunities are readily accessible. However, unlike the isolated development patterns of the past which focused on separation of uses, the Imagine Dubuque plan promotes the concept of mixed-use development that provides for walkable neighborhoods with convenient access to goods, services, parks, and schools without the need to use a car for every trip.

The Future Land Use Map reflects single-family subdivisions as the most likely development anticipated with the future extension of City utilities and services into the potential growth areas analyzed as part of the draft 2017 Annexation Study. This residential land use is consistent with the population projections in the 2014 Southwest Arterial Economic Impact Analysis and the Dubuque Metropolitan Area Transportation Study 2045 Long Range Transportation Plan for these potential growth areas.

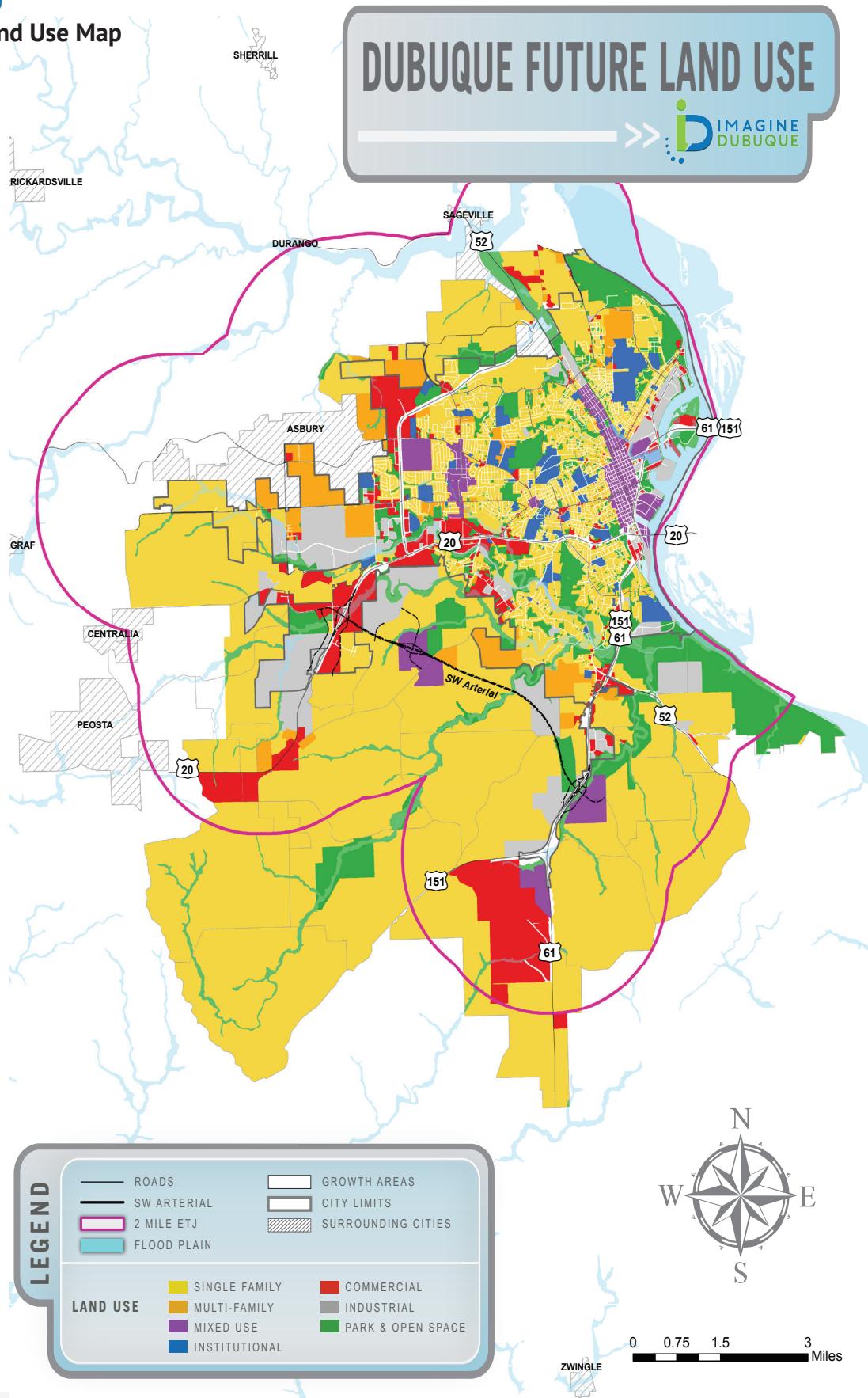
While not illustrated on the Future Land Use Plan, it will be essential to provide these future developments with appropriate parks and interconnected bikeways/open space corridors to link them to other areas of Dubuque. The location of appropriate parks and open space areas is typically done at the time of development review of a specific subdivision, or within a separate Park and Recreation Master Plan. New multi-family areas are anticipated in proximity to employment areas like the Dubuque Industrial Center West or within the Southwest Arterial corridor. It will also be beneficial for new multi-family developments to integrate recreational and open space.



▲ Dubuque County Farmland in Southwest Arterial Corridor

■ FIGURE 9.10

□ Future Land Use Map



Growth and Annexation

The City's long-range goals include maintaining compact and contiguous development; accommodating projected residential, commercial, and industrial expansion; and facilitating planned and managed growth on the City's fringe. The city is restricted from expansion on its east side due to the Mississippi River, and is challenged by rugged terrain and limited roadway systems on the north and south.

The 2017 Annexation Study is a cost-benefit analysis of potential growth areas for the City of Dubuque, Iowa and is an update to the 2006 Annexation Study. The purpose of this report is to analyze potential revenues and expenses incurred from annexation, and provide an estimate of capital improvement cost to provide areas with City services. This information should be used in prioritizing areas for annexation to further City goals for planned and managed growth.

The economic impact of annexation includes the revenue of property taxes and user fees from new development as well as the cost of extending City services such as water and sewer lines. The purpose of the annexation analysis is to assist the City of Dubuque in evaluating growth issues and is a continuation of ongoing evaluation by the City of Dubuque of issues relating to annexation. This study is not considered a plan of annexation. Rather, this study is an evaluation that may eventually lead to consideration of annexation of areas outside of the current corporate limits.

The study encompasses 40,725 acres over 31 potential growth areas. This analysis of potential development provides more than enough potential acreage to accommodate future population projections and appropriate residential and non-residential development. The Annexation Study prioritizes growth areas that stand to generate the greatest fiscal benefit to the City relative to the least amount of cost. The economics of private development also will weigh heavily in the timing of development, both in terms of land development costs and in terms of market demand for various product types. The City has, and will likely to continue to be asked, to partner with the private sector through tools like Tax Increment Financing to promote desired residential and industrial growth. A copy of the draft Annexation Study is included in the Appendix.

"Dubuque can stop supporting urban sprawl immediately... Dubuque's urban planning must include larger scale walkability and undo poor planning of the past such as the parking ramp issues, food desert, and uncrossable major roads such as Locust St, 61 & 20.

- Idea shared via Land Use Quick Poll

The following aerial photo highlights an area of undeveloped land within the City's 2-mile extra territorial jurisdiction in a potential growth area. This image shows extensive tree cover, with underlying slopes of over 20% - making development both expensive and environmentally challenging. These sensitive properties are highlighted on the Environmental Factors Map on page 4-13.



▲ Example of land with development limitations in Dubuque's future growth area.

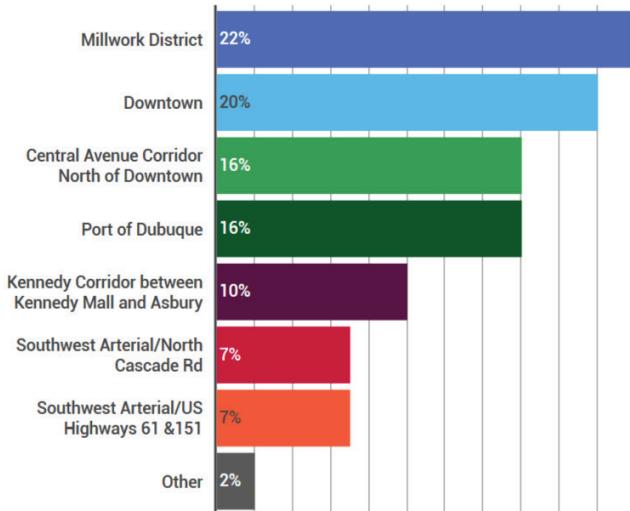
FIGURE 9.11

Land Use Quick Poll - Summary of Findings



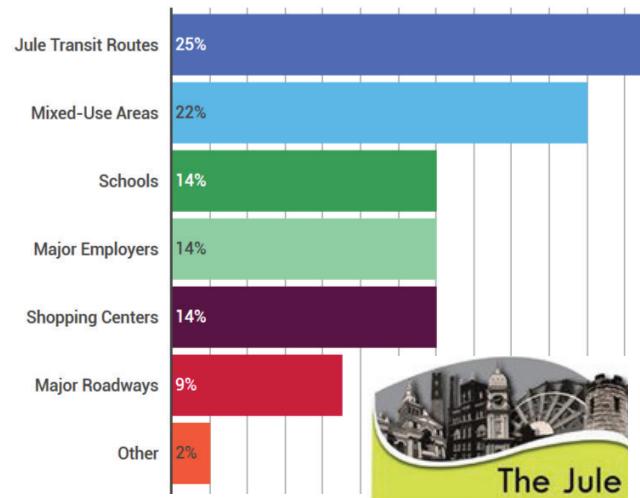
MIXED-USE DEVELOPMENT

Q1: Where should mixed-use development be considered in Dubuque?



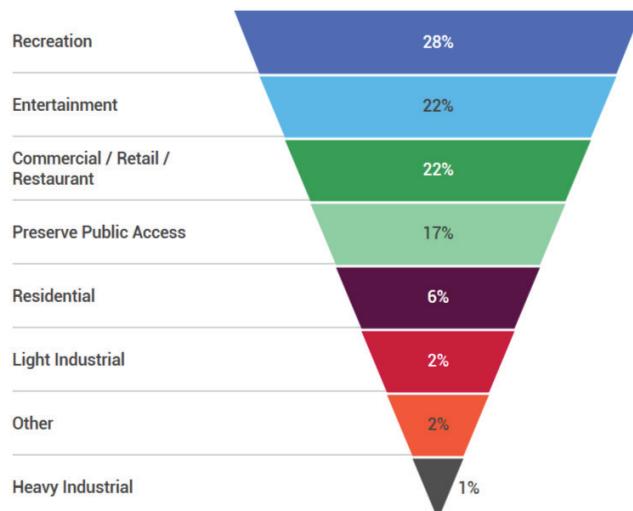
MULTI-FAMILY RESIDENTIAL

Q3: Multi-family development in Dubuque should be located near:



RIVERFRONT DEVELOPMENT

Q2: Which land uses would you prioritize along Dubuque's riverfront?



FUTURE LAND USE MAJOR THEMES

Q4: What other future land uses should be in neighborhoods, the city, and areas outside the city?

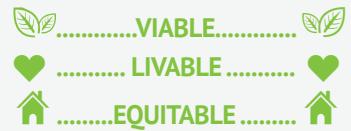
- 1 **Additional Parks:** New growth areas should integrate neighborhood parks, and these parks should be connected to integrated trail and open space systems.
- 2 **Protection of Natural Areas:** Woodlands, bluffs, wetlands, creeks, and other natural areas should be preserved.
- 3 **Encourage Infill Development:** Focus on maintaining compact development and preserving agricultural areas around the periphery of Dubuque.
- 4 **Promote Mixed-Use Development:** Residents were supportive of the locations proposed for mixed-use, and suggested consideration of additional opportunities - particularly near the intersection of University Avenue and Asbury Road, the southeast corner of Northwest Arterial and Asbury Road, and within the Central Avenue corridor.
- 5 **Riverfront Recreation:** Embracing the river and making it accessible for recreation and enjoyment for all.

Land Use Recommendations

Single Family

Serve neighborhood needs such as education, housing, and recreation equitably while maintaining a viable, livable atmosphere and reducing environmental impacts.   

- Integrate future neighborhoods into Dubuque via access to trails, open space, and other recreational and educational amenities and connections to needed goods and services.
- Integrate new development into the natural environment by protecting significant woodland, prairie, and wetland areas and avoiding steep slopes.



Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.

Multi Family

Encourage a mix of housing affordable for all segments of Dubuque's population throughout the community, including options for those who might be saving for their first home.   

- Encourage new multi-family development in proximity to jobs to minimize transportation costs.
- Integrate multi-family development within mixed-use areas identified on the Future Land Use Plan for increased access to goods and services in a walkable environment.



Mixed-Use

Create a vibrant environment where residents can live, work, and play within walking and biking distance of their home at opportunity sites throughout the community.   

- Evaluate potential modifications to the existing C-2A Mixed-Use Neighborhood Zoning District, or creation of a new Zoning District, to accommodate larger mixed-use areas that may include ground floor residential space.
- Work with property owners and developers to encourage and create walkable, mixed-use developments in locations identified on the Future Land Use Plan.
- Integrate a variety of residential product types in mixed-use areas, including multi-family products such as townhomes and apartments, but also incorporating some single-family housing.



Institutional

Support essential public facilities and services for future growth and ensure that everyone in the community has equitable access to these services.   

- Explore a new school site to serve future growth areas, particularly within the Southwest Arterial corridor.
- Integrate new institutional uses such as churches or non-profits in proximity to residents they serve. Such uses may be particularly appropriate in future mixed-use areas.



Land Use Recommendations

Commercial

Be responsive to market demands and the needs of residents by providing key retail and employment centers. Ensure that such development does not impact the quality of life in adjacent residential neighborhoods.  

- Explore additional opportunities for limited commercial development within neighborhoods to provide enhanced local access to day-to-day goods and services like convenience goods, dry cleaning, etc. Such uses are typically best located at major intersections.
- Continue to concentrate commercial uses with a regional draw along major transportation corridor, including downtown.



Each recommendation listed relates to making Dubuque more viable, livable, and equitable. The symbols noted above correspond to these guiding principals and are listed along with the recommendations they pertain to.

Industrial

Attract large employment centers with access to infrastructure facilities. Ensure that such development does not disproportionately impact residential areas.   

- Allow for appropriate expansion of existing industrial parks as identified on the Future Land Use Map.
- Explore additional industrial development opportunities near the Dubuque Regional Airport, particularly in the U.S. Highway 61 corridor.



Park and Open Space

Preserve key environmental features and provide recreational opportunities for all segments of the population through a variety of demanded active and passive options.   

- Continue to work closely with the School Districts to locate and, where appropriate, share facilities to serve existing and future neighborhoods.
- Link existing and future development with open space and trail corridors.
- Continue to explore additional recreational opportunities along the riverfront.
- Work with residents and local groups to explore creation of a mountain biking facility in Dubuque.

