

DES MOINES: CAPITOL GATEWAY EAST

URBAN DESIGN PLAN

September 1997



Chan Krieger & Associates
Brooks Borg Skiles
Development Strategies, Inc.
Howard Stein-Hudson

The State of Iowa
The City of Des Moines
Des Moines Development Corporation

DES MOINES: CAPITOL GATEWAY EAST

URBAN DESIGN PLAN

State of Iowa . Des Moines Development Corporation . City of Des Moines

Under the direction of:

Coordinating Team

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Rick A. Clark, Representative of City of Des Moines
Janet E. Phipps, Representative of State of Iowa

Capitol Gateway East Steering Committee

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Community Development Department

September 1997

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Dear Concerned Citizen:

It is a genuine pleasure to share with you our *Des Moines: Capitol Gateway East Urban Design Plan*, a design plan to revitalize the east side downtown district and enhance the approach to our State Capitol Building – hence “Capitol Gateway East.” This area, originally platted as the town of Demoin, was once a vital commercial center. In recent years, progress toward revitalizing the downtown east district has been slow and our success stories have been focused around a few isolated projects.

Realizing the need to enhance and accelerate this revitalization progress, the leaders of our State, City and Des Moines Development Corporation agreed that a collaborative effort – one funded equally by them – would provide the momentum necessary to revitalize this area to its full potential.

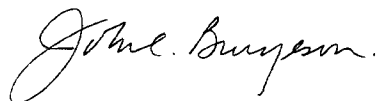
For over a year, our Steering Committee held numerous meetings and several public forums which provided thoughts and recommendations to our Design Team, Chan Krieger & Associates. In conjunction with Brooks Borg Skiles, Development Strategies, Inc. and Howard Stein-Hudson & Associates, a plan of action was created along with an implementation time-line, both of which are covered in detail in the following document.

I believe this Design Document represents a shared vision for our future here in Des Moines and also the State. The success of our work is dependent on the State, City and our private sector continuing to work together to accomplish the projects as set forth in this document.

I am excited and optimistic for our future with this plan of action. As we all move forward with this Design Plan, we need to do so with courage and a commitment to get the job done. As you read this document, I hope you will endorse it and help us implement our recommendations.

Finally, our Steering Committee would like to dedicate this Urban Design Plan to former Mayor Arthur Davis, who provided leadership, vision, and hope for all of us.

Respectfully submitted,

A handwritten signature in black ink that reads "John C. Burgeson". The signature is written in a cursive, flowing style.

John C. Burgeson
Chairman
Capitol Gateway East Steering Committee

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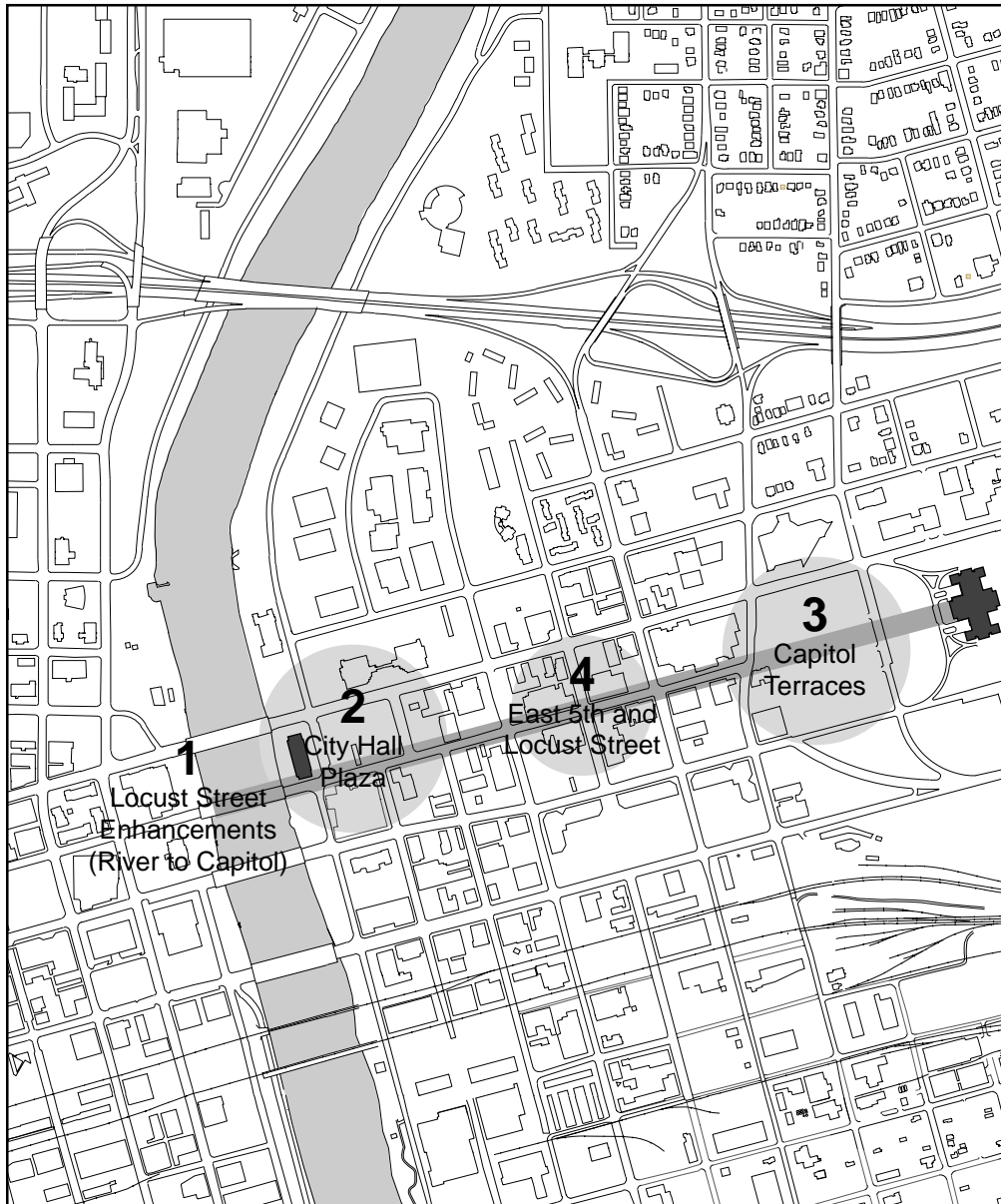
Locust Street looking towards the Capitol, with the corner of City Hall to the left

E X E C U T I V E S U M M A R Y



Photo courtesy of State Historical Society of Iowa (Iowa City)

View from the steps of the State Capitol looking down Locust Street, which began a block closer to the Capitol than it does today, circa 1941



Three special nodes along an enhanced Capitol Way

The goal of this urban design plan is to set the course for the revitalization of Downtown East so that it becomes the thriving, diverse, desirable city neighborhood that it once was.

Having undergone several decades of disinvestment, the East Side currently suffers from negative perceptions. Empty parcels of land, a few boarded-up properties and limited street activity are misinterpreted as inhospitality or lack of safety. But many qualities of neighborhood exist, if partially invisible to outsiders. Some more concentrated pockets of intensity, along with self-pride, are necessary.

As an urban design study should, this report touches upon many topics and makes a broad range of observations and recommendations regarding Downtown East. Of these, four recommendations are primary and warrant immediate attention and follow-up. All four engage the central spine of Downtown East – the Locust Street corridor. We believe that the social and economic health, as well as the image, of Downtown East are intertwined with the health and image of Locust Street or, as we have come to refer to it – the Capitol Way. A substantial improvement to the environs of Locust Street will catalyze substantial improvements throughout Downtown East.

A powerful civic partnership, consisting of the State of Iowa, the City of Des Moines and the Des Moines Development Corporation, has directed this study. Such cooperation is vital and must continue for the recommendations contained in this report to be pursued and realized.

The four *catalytic initiatives* we have identified are:

1. The Improvement of Locust Street – The Capitol Way

Streetscape improvements should occur along the length of Locust Street from the river to the base of the State Capitol. The City must take the lead in this effort through its capital improvement budget, with support from state and/or federal transportation funds, as well as the participation of public/private partnerships such as the Des Moines Development Corporation.

Recommendation for Next Steps

Establish a Locust Street Planning Committee (to succeed or be modeled upon the Steering Committee) to establish a scope, time-line, and budget for the Locust streetscape improvements, and further resolve the implementation of the new two-way traffic system along this street. The Committee should retain and oversee a design team to design the improvements. The funding for this committee and for the professional design and engineering fees should be made available from the same three sources as this study. The goal should be to realize these improvements within a 1-to-3 year timeframe.

2. The Redevelopment of the City Hall Parking Lot: The City Hall Plaza Project

The large parking lot located to the east of City Hall presents a major opportunity to create a special urban node at the western threshold of the East Side. It should be developed as a public plaza in combination with an adjacent new mixed-use development. The plaza would provide a civic forecourt to the City Hall, tying into the recreational and civic program of the Riverfront. The remaining portion of the property provides a prime development opportunity extending as far as East 2nd Street.

Recommendation for Next Steps

Conduct a detailed feasibility study of the redevelopment potential, parking replacement options and public costs of this project. If found feasible, establish an appropriate City-led team to define a scope and issue a development Request for Proposals for the parking lot site. The goal should be to issue such an RFP by Spring 1998.

3. Reconnecting the Locust Street Corridor with the Capitol Grounds: The Capitol Terraces Project

The western edge of the Capitol grounds, between East 7th and East 9th Streets and Grand and Walnut, should be developed into a formal approach and forecourt for the Capitol. The Capitol Terraces should consist of the following: a Locust Street extension to East 9th Street; a large well-landscaped green; an attractive, yet unobtrusive visitors' parking area, and flanking mixed-use buildings at the corners of East Grand and Pennsylvania and East 7th and Walnut. The buildings would help define the green, frame the Capitol building, and diminish the perception of isolation between the Capitol and the Locust Street corridor.

Recommendation for Next Steps

Establish a Capitol Terraces Committee led by the State of Iowa to undertake the following technical studies: programming options for both state needs and potential private uses, legislative implications of disposing/leasing state lands, fiscal implications, and phasing. Further

study should also examine the overall Capitol grounds eastern approach and parking consolidation. On the basis of these studies, a design for the Capitol Terraces should be commissioned. The goal should be to construct the Locust Street extension and green within the same 1-to-3 year timeframe as the Locust Street improvements, and to establish definitive design and program guidelines for the building development components of the Capitol Terraces.

4. A Revitalization District Centered on E. 5th & Locust Streets

Rehabilitation along with some clearance and new development should occur on the blocks, between East 4th and East 6th, Grand and Walnut. Some of the most interesting buildings in the area, such as the Teachout Building and Commercial Office Supply, are located here. This is where the best fragments of the old neighborhood fabric are found, as well as the best evidence of recent creative adaptation and reuse. These buildings are ideal for both residential and commercial uses. The intersection of East 5th and Locust and its four defining blocks form the nucleus of the East Side.

Recommendation for Next Steps

Through dedicated funds made available by the Des Moines Development Corporation and other granting programs, identify specific properties for acquisition, stabilization, restoration, rehabilitation, redevelopment or clearance.

Each of these initiatives must evolve from an idea into an actual project. Each must develop a scope and timeframe, gather a constituency of supporters and advocates, including residents, businesses and property owners, and, not least of all, receive the leadership of the public sector. Leadership, however, does not mean independent action. While the streetscape improvements along East Locust Street are the responsibility of the public sector, the success of the other three initiatives will come about through the engagement of the private sector. Indeed, these initiatives are intended to attract private investment to the East Side. In the case of the City Hall Plaza and Capitol Terraces, city and state-owned land can be used to leverage development. In the case of the East 5th & Locust Revitalization District, various incentive programs and site preparation work would induce rehabilitation and new construction.



Bridges over the Des Moines River, circa 1974: their spacing and frequency allow this portion of

In addition to seeking opportunities for joint public/private enterprise, a concentrated effort must be made to enable and assist various institutions and trade associations that have expressed an interest in locating in Capitol Gateway East to find suitable sites. An excellent example is the Iowa Hall of Pride, which would make a marvelous component for the Capitol Terraces.

Chapter One presents the overall planning framework through a discussion of the physical context, the urban design principles which governed the work, and the other recommendations which emerge from this study.

Chapter Two more fully describes each of twelve recommended initiatives/actions, including the four primary catalytic initiatives identified above.

Chapter Three outlines various steps towards the implementation of the recommendations.

The Appendix provides the full Market Analysis, building inventory, transportation analysis and an elaboration of design guidelines for Lo-

RATIO OF PUBLIC TO PRIVATE INVESTMENT FOR THE FOUR PRIMARY INITIATIVES

This chart presents an initial analysis of the magnitude of private investment that each of the four primary initiatives should produce. The scale of new development is based on the market analysis completed for this study. The figures represent direct investment and do not incorporate the indirect economic benefits from the "multiplier effect" of these dollars moving through the local economy which would make the public investment even more favorable.		Initial Public Investment	Directly-Related Private Investment	Spin-Off Private Investment 3-8 Years	Total Private Investment
	City Hall Plaza	\$5-7 M design & construction of public space improvements	\$15-20 M	\$15-20 M	\$25-40 M 700,000 sf office, retail & residential development
	Locust Street	\$2-3 M design & construction of streetscape improvements	\$2-3 M	\$2-3 M	\$4-6 M 85,000 sf renovated office, retail & residential development
	Capitol Terraces	\$4-5 M design & construction of public space improvements	\$12-18 M	\$12-18 M	\$27-38 M 385,000 sf office, retail, institutional & cultural space
	5th and Locust & Adjoining District	\$2-4 M streetscape improvements, acquisition and clearance	\$5-7 M	\$5-7 M	\$13-19 M 500,000 sf renovated office, retail & residential space
	\$13-19 M			\$69-103 M	

I. T H E P L A N N I N G F R A M E W O R K



PROJECT GOAL & OBJECTIVES

It is the goal of this project to facilitate the reurbanization of Downtown East, creating the character, use mix and density necessary to support a vital, desirable, urban neighborhood. Towards the realization of this goal, the Steering Committee has identified three major objectives:

1. Make the downtown a cultural center
2. Retain and expand downtown businesses
3. Reinvent downtown neighborhoods


THE STUDY AREA

The study area is technically defined by the Des Moines River to the west, Interstate 235 to the north (with a jog up to the Botanical Center), East 14th Street to the east, and the railroad tracks to the south. To formulate a sound urban design plan, however, it has been imperative to examine this area in its broader context.

The area must again come to be seen as a desirable place to live, conduct business and partake of many urban and cultural amenities. This East Side includes the Iowa State Capitol, home of Iowa State Government, as well as City Hall and the Federal Courthouse. As the civic center of the capital city, it should convey this role. The urban design plan builds upon *The Des Moines Vision Plan*, *Destination Downtown*, *The Community Preservation Plan*, *The Riverfront Plan*, and *The Gateway Draft Plan* by continuing the community building activity which these earlier studies began. Community building requires a partnership of public and private interests working towards an overall urban vision for Des Moines.

A VITAL PARTNERSHIP

The State of Iowa, The City of Des Moines, and The Des Moines Development Corporation have jointly provided the funding for this Urban Design Plan. Each partner appointed a representative to the Coordinating Team and members of the Steering Committee. Every participant has demonstrated their commitment to the successful reurbanization of the Capitol Gateway East area. Such active personal participation has been essential to the accomplishment of the plan, and a similar commitment will have to continue through the subsequent implementation process.



Capitol Gateway East
STATE OF IOWA • DES MOINES DEVELOPMENT CORPORATION • CITY OF DES MOINES
Project Office: 602 E. First Street • Des Moines, Iowa 50309 • (515) 283-4262

JUNE 18, 1997

URBAN DESIGN PROJECT NEWSLETTER

Workshops Completed

STEERING COMMITTEE WORKSHOPS

Workshop I May 30, 8:00-11:15AM
Schwartz Room Botanical Center

Workshop II June 12, 7:30-10:00 A.M.
Embassy Suites on the River

Purpose of the Workshops:
To do in depth analysis on the key topics relative to the development of this plan and to prepare reports for presentation to the Capitol Gateway East Steering Committee at their regular meetings scheduled for June 26 and July 3.

Moderator: John Cannon, State Representative.
Steering Committee Vice-Chair: Richard Ward, President, Development Strategies, Inc., St. Louis, MO
Project Consultant Team Member:

STEERING COMMITTEE

John Burgess, Chairman
Iowa State Bank

John Cannon, Vice Chairman
State Representative

Mark Feldman, Vice Chairman
Boring, Johnson & Toren

Meyer Arthur Davis
Ex-Officio Member

Courtenay Davis Phillips
Ex-Officio Member

Jim Boyd
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Capital Planning Commission

Bob Diller
Dilly Manufacturing Company

Thomas C. Fredregill
Builder / Developer

Barbara Hurdle
Superior Art Glass & Mirror Studios, Inc.

Nadine Huggins
Neighborhood Advisory Board

James Hubbard III
Public Realty Company

Libby Jacobs
The Principal Financial Group

Kurt E. Johnson
Homes, Properties & Medical Supply

Bob Mahoney
Anderson Erickson Dairy

John Moore
Falk County of Suppliers

Bob Mulvihill
Iowa State Capitol - a mission to be proud of for all of Des Moines, and for all of Iowa.

Phil Rilly
Embassy Suites Hotel

Mary Rouse
East Des Moines Chamber of Commerce

Linda Small
East Des Moines Resident

Jim Skingflorjahn
Iowa Health System

Margaret Swanson

Ray Wright
Des Moines General Hospital


Dorsey Vukowich
Dorsey Ford Inc.

COORDINATING TEAM

REP BRANNAN DMDC

KECK ELBER CITY OF DES MOINES

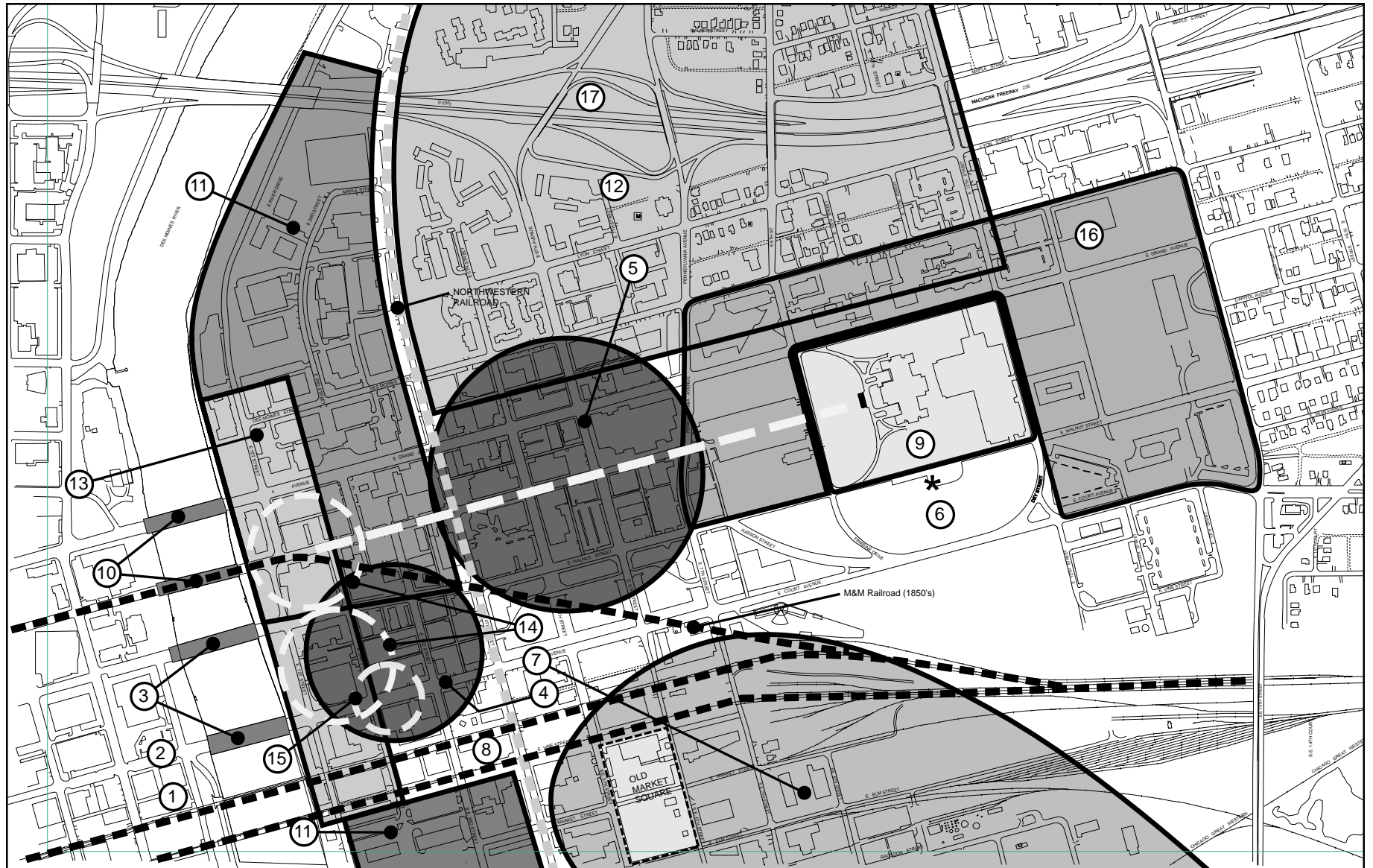
JANET S. PHIPPS STATE OF IOWA



TOWN MEETING

Wednesday, June 25, 1997
at Des Moines Botanical Center
7:00 to 8:30 PM...do you want to learn more about the Capitol Gateway East project or share your ideas about this part of Downtown Des Moines?

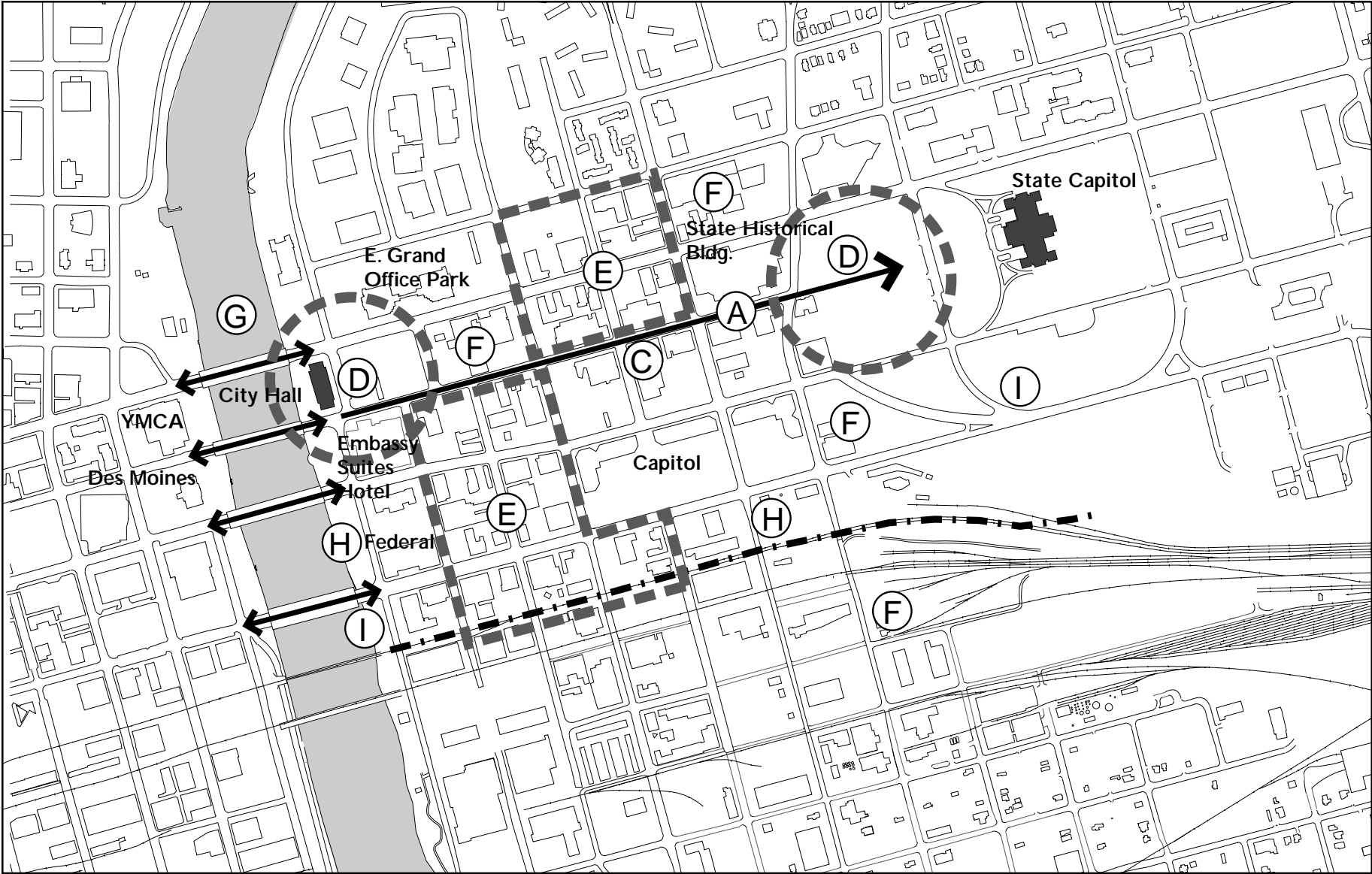
DOWNTOWN EAST: History & Context



The history of a place always contains many pertinent lessons for planning. The East Side has a history of change and transformation, if not upheaval – a pattern of redevelopment that has sometimes benefitted the area, while at other times, has been detrimental to it. By understanding these events, intelligent decisions regarding the next set of changes that the East Side will undergo, and ensure that these will lead to substantive and lasting improvements.

- 1 West Side Des Moines was organized in 1840's and incorporated in 1855. Town focused around County Courthouse.
- 2 Court Avenue focuses on the County Courthouse to the west. It continued east along a diagonal trail that led to the Indian Trading Post downstream at Red Rock.
- 3 The First Bridge built to cross river was at Court Avenue in 1855. A toll was collected to cross the river. The second bridge was on Walnut Street (Circa 1860). A toll was also collected to cross here.
- 4 A small commercial enclave sprung up on the east side near the river. Due to the toll, businesses were the primary users and the commercial district attracted little retail market.
- 5 By the time the west side of Des Moines started development, a settlement was already being established on the east. Due to limited crossing opportunities over the river, it continued to grow concurrently with the west side, albeit at a slower pace. This district became the East Side downtown and flourished by 1900. Its growth was limited to the west due to the Northwestern Railroad (4th Street), the hill to the east (7th Avenue), residential on the north (Grand Avenue), and the railroads, industrial activity, and residential to the south (i.e. Court Avenue).
- 6 Site of the first Des Moines State Capitol - 1856.
- 7 Working class, mostly Irish neighborhood - developed around 1850's.
- 8 Rock Island Railroad - Built and crossed river to west side in 1866 and 1867.
- 9 Original area given to the State to construct new State Capitol - began in 1871.
- 10 With the construction of the new State Capitol building, the Locust Avenue bridge was built in 1885. With the State Fair Grounds designated on the east side, Keokuk Avenue (or sometimes referred to as "Sycamore Avenue") was extended to connect the Fair Grounds and the bridge was built in 1886 to connect both sides. Keokuk Avenue connected with the Old Road to Council Bluffs and the Greenwood Community west of the Downtown. Keokuk became Grand Avenue - the first street to connect both sides along the City's entire length.
- 11 Industrial section established itself along the river for shipping, waste disposal, etc.
- 12 Swedish settlement - by the 1880's, with increased industrial activity to the west, the Swedish population slowly moved and relocated in what is now the Grandview College area and Union Park.
- 13 At the turn of the century, with the political rise of the Progressive Party, the prevailing social attitude placed increasing importance on improving the quality of life and, therefore, grand building projects were carried out to improve how the citizenship would feel about itself and the City. The City Beautiful movement was spawned from this notion, and the civic building movement started in Des Moines along the riverfront to reinforce civic pride and clean up of the industrial sites along the river. This development began on the east side in 1911 with the construction of the City Hall. The movement waned in the 1920s and the grand plan was not fully realized.
- 14 By 1900 this area became the orthodox Jewish and Black enclave.
- 15 By the 1900s, with the City Beautiful movement purging the riverfront of less desirable uses, the commercial area at Court Avenue's 2nd Street became Des Moines' red light district.
- 16 This area was originally developed with rowhouse type housing enclaves. Absorbed by the growing business of the Capitol, the neighborhood was displaced, weakening the market source for downtown east.
- 17 Construction of the MacVicar Freeway in the early 1960s detached downtown east from its surrounding neighborhoods and facilitated access to other shopping destinations.

PRINCIPLES GUIDING THE STUDY



- A.** Establish Locust Street as a strong physical and symbolic axis which links east and west downtown to the Capitol grounds – make it the “Capitol Way” of Iowa.
- B.** Make the East Side into a district which is pedestrian-oriented in nature and seen as a destination in its own right.
- C.** Rehabilitate historically and architecturally significant buildings and add to the rich mixture of neighborhood-scale uses and activities.
- D.** Develop strong anchors as catalysts for subsequent private investment at both ends of Locust Street – near City Hall, and at the base of the State Capitol grounds.
- E.** Encourage and expand existing residential uses and the activities which support them. Create new viable residential neighborhoods which increase small business opportunities.
- F.** Identify and market sites with potential for redevelopment and private investment.
- G.** Identify sites for cultural institutions and activities.
- H.** Use the bridges, the green spaces on either side of the river, and the street grid to form a sequence of public spaces to better connect the east and west sides of downtown.
- I.** Enhance the public open space system along the river and, at the State Capitol Complex, and by identifying opportunities to connect these spaces.
- J.** Ensure the protection of view corridors to the Capitol.
- K.** Reduce the area taken up by surface parking within an overall parking consolidation plan.

“The Capitol Gateway East neighborhood has many hidden amenities. There are ethnic food stores and restaurants, hardware supplies, three banks, a post office, a flower shop and resale stores, within a 2-block radius of where I live. People are just not aware of what is here, let alone what could be here.”

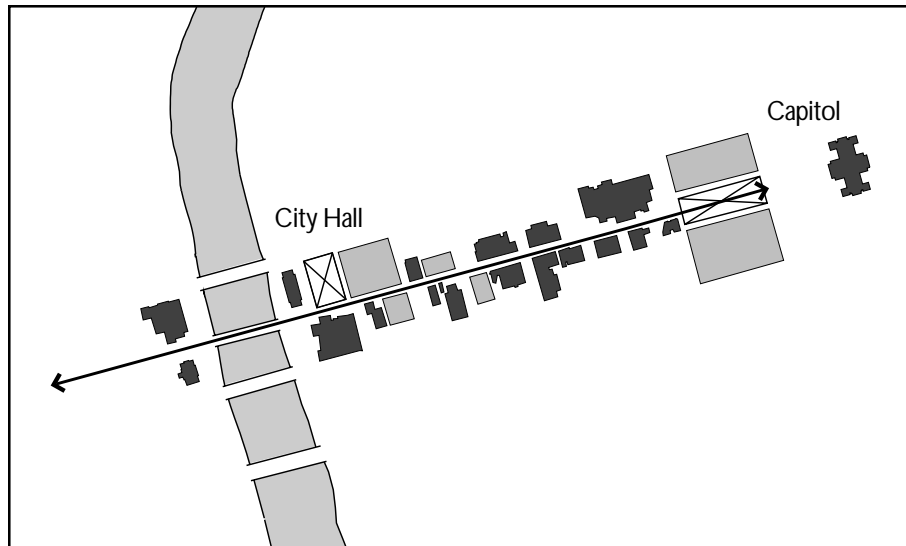
East Side Resident

Downtown East should neither attempt to emulate the west side of Downtown, nor see itself in competition with the suburbs. The East Side offers an impressive mix of commercial, residential and institutional uses, and has all of the potential to emerge as a great urban neighborhood, well-located to partake of, and serve, the entire metropolitan area.

The area does not require broad-scale urban renewal. A few catalytic projects will stimulate market forces which will gradually dictate redevelopment on a property-by-property, block-by-block basis. A certain amount of flexibility in the development and design guidelines should be maintained to ensure the attraction of potential private or public entities.

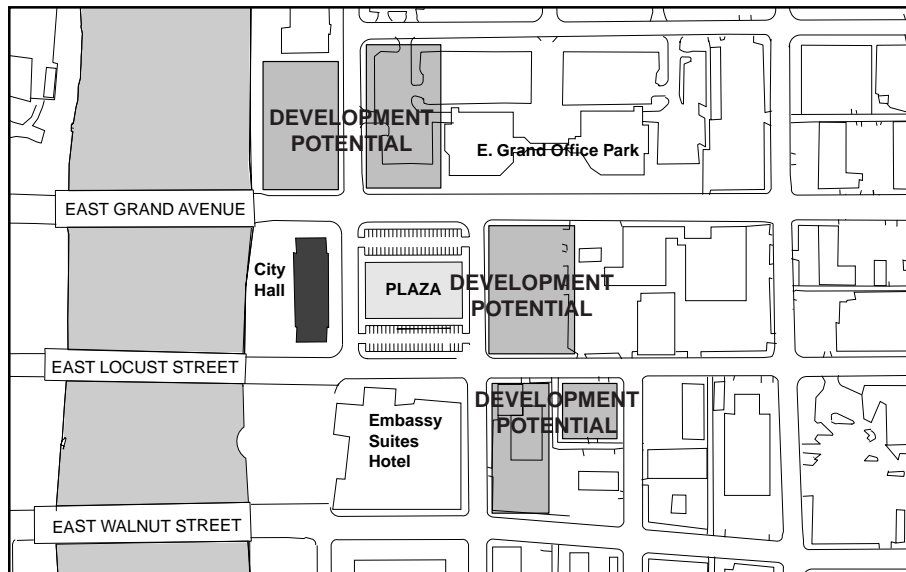
The reurbanization of Capitol Gateway East is based on a set of overarching principles, out of which specific recommendations have emerged.

RECOMMENDATIONS FOR ACTION



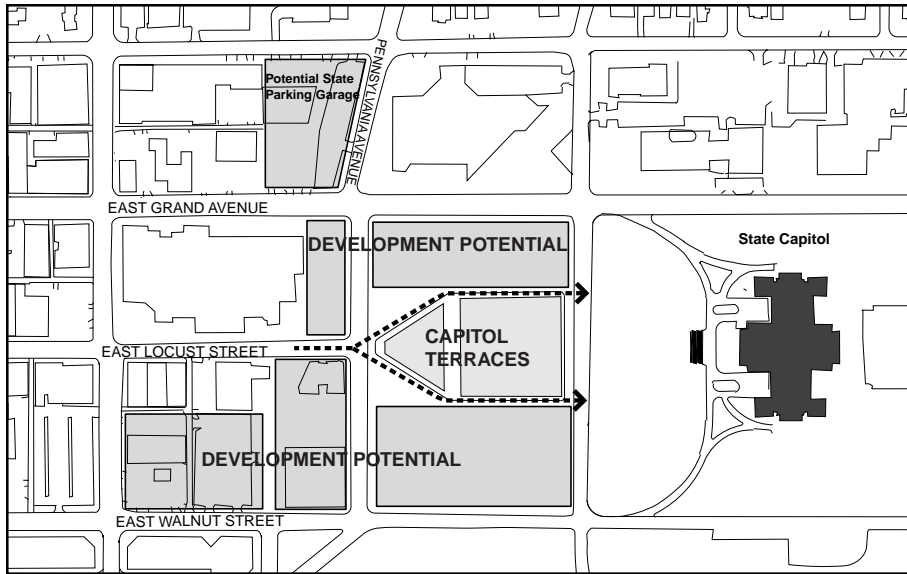
1. Locust Street: the Capitol Way *(detailed on p.13)*

- transform Locust Street into a two-way street discouraging daily through-traffic, while activating a more local circulation pattern, pedestrian amenities, and a more merchant-friendly environment
- invest in a substantial streetscape improvement effort along the street, as befits a street which links the City Hall and the State Capitol
- identify rehabilitation and new development opportunities on properties along the length of Locust Street
- establish design guidelines for both public improvements and private development



2. City Hall Plaza *(detailed on p. 17)*

- convert the City-owned parking lot to a higher and better set of uses, including a major mixed-use development and civic node
- create a distinguished public space in front of City Hall
- configure the City Hall, its plaza, and bordering private development should as an important anchor at the west end of Capitol Gateway East
- ensure that the public space created has a strong relationship to the Riverfront, including Pete Crivaro Park



3. Capitol Terraces *(detailed on p. 23)*

- create a more welcoming foreground to the Capitol and enable the Capitol to better engage itself with its neighbors by intensifying the land uses at the eastern end of Locust Street
- replace the present parking with a beautiful, well landscaped open space to create a fitting threshold to the State Capitol
- enable State-owned land to leverage local private investment and encourage associations and cultural institutions to consider locating here
- introduce a “moderate” level of development along Walnut and Grand to extend the activities of these two streets and better frame the new Capitol Terraces



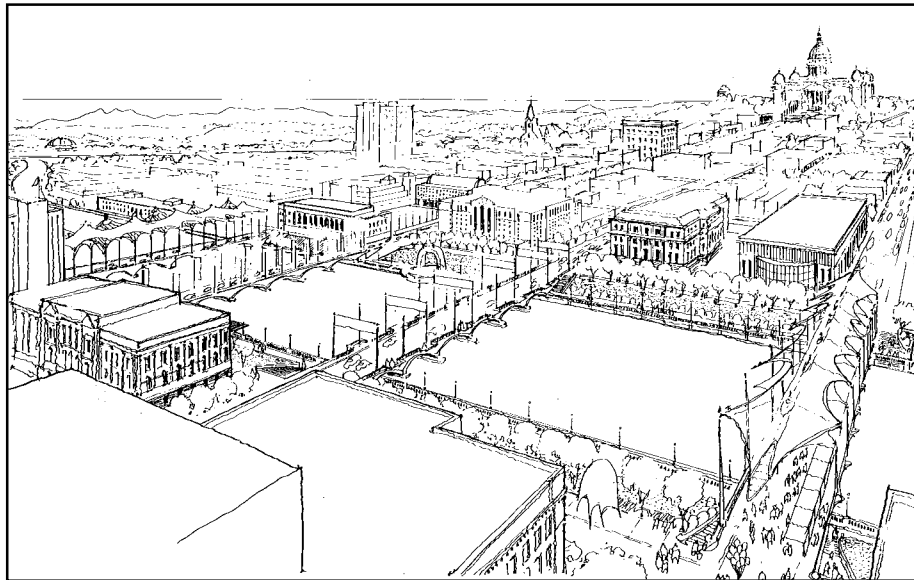
East Locust Street, at the intersection of East Fifth Street, looking towards the Capitol

4. A Revitalization District Centered on East 5th & Locust Streets *(detailed on p. 27)*

- identify specifically the Teachout Building and its neighbor across the street as prime residential redevelopment properties
- allocate funds and prepare specific sites near this intersection for rehabilitation and/or redevelopment
- rehabilitate buildings for retail at grade and residential/office uses above
- establish business retention and incubator strategies to ensure that significant buildings are kept active



Existing rail corridor, south of Court Avenue, in Capitol Gateway East



5. Greenways

(detailed on p. 29)

- create a greenway along the abandoned railway tracks south of Vine Street to connect the Capitol Campus, the Riverfront, and the west side of downtown
- enhance the Riverfront through connections to abutting building fronts, the bridges and associated open spaces, such as Pete Crivaro Park

6. Bridge Enhancement

(detailed on p. 31)

- beautify and heighten the architectural potential of the four bridges to emphasize their role as gateways between the west and east sides
- ensure that the proposed M. L. King Jr. Parkway Bridge is an attractive addition to the River area and the City

7. Parking Consolidation

(detailed on p. 33)

- link new development to adequate additional parking and surface parking replacement
- encourage the State to build a parking garage at the northwest corner of Grand and Pennsylvania Avenues

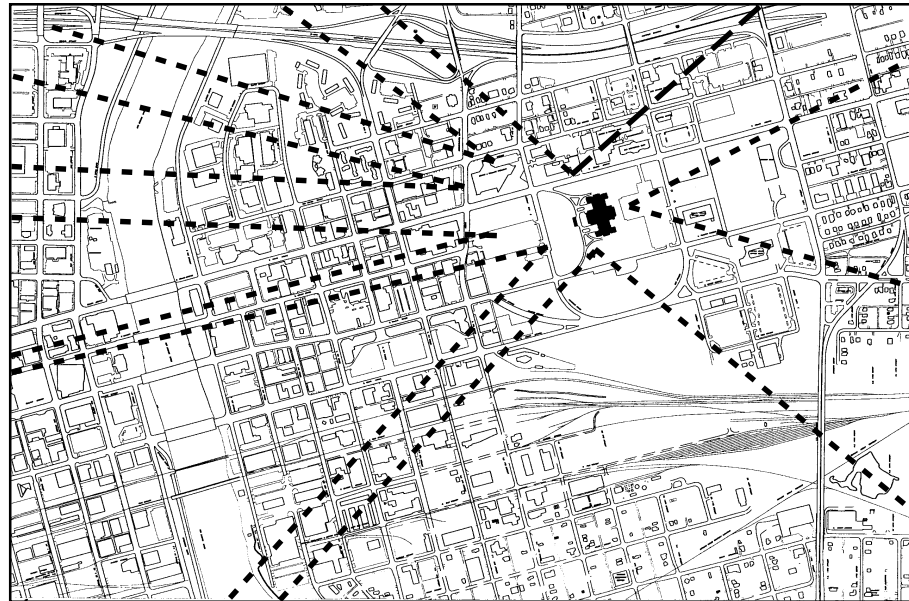
8. Transportation & Circulation

(detailed on p. 35)

- establish a two-way street system along all east-west and north-south streets on the East Side
- expand the existing public transit system to link the Capitol Complex with Locust Street businesses and the west side
- subdivide potential development blocks in order to maintain moderate-scale building projects and a comprehensive traffic circulation network



Examples of successful urban housing in other American cities



9. New Residential Districts *(detailed on p. 39)*

- encourage additional infill residential and mixed-use development throughout the East Side
- encourage residential development along Court Avenue near the river and the proposed railway greenway

10. Encouraging Mixed-Use Development *(detailed on p. 41)*

- encourage mixed-use development on the blocks between Grand Avenue and Des Moines Street
- encourage mixed-use development on the blocks between Locust and Walnut Streets
- conserve viable businesses and encourage facade improvements where appropriate

11. Long-Term East Side Opportunities *(detailed on p. 42)*

- encourage the location of cultural institutions on the East Side, such as the Des Moines Public Library, the Des Moines Science Center, the Children's Museum, the Hall of Pride, Iowa State Educational Association, Iowa Public Employee Retirement Systems, the Chinese Cultural Center
- work with Des Moines General Hospital in developing its expansion plans

12. View Corridors & View Protection *(detailed on p. 44)*

- further develop Capitol "dominance district" parameters
- establish Capitol view protection through general plan, zoning ordinance, development incentives, or similar

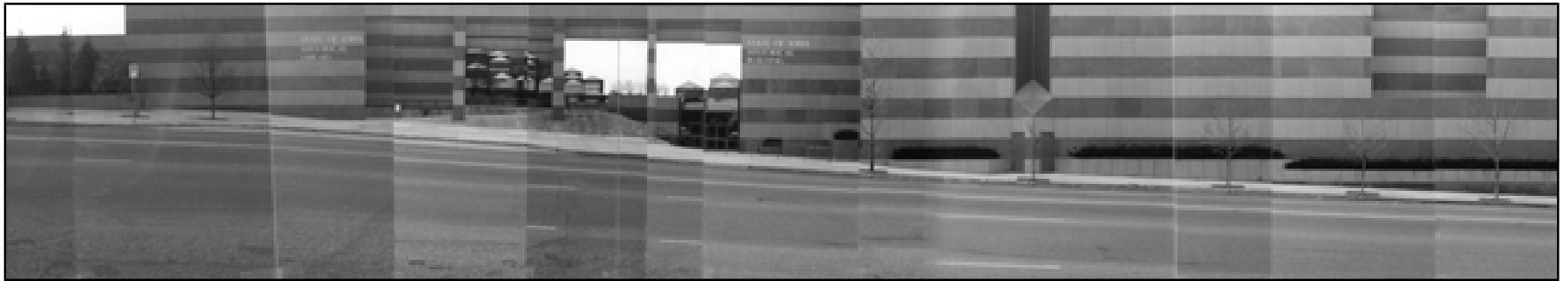
II. R E C O M M E N D A T I O N S F O R A C T I O N



North side of Grand Avenue between East 5th and 6th Streets: an excellent example of the beginning of block rehabilitation



North side of Grand Avenue between East 6th and 7th Streets: within a single block, a combination of rehabilitation, conservation and redevelopment will improve the aesthetic and economic viability



South side of Grand Avenue between East 6th and 7th Streets: a stretch where streetscape elements would enhance the pedestrian and vehicular experience of the street



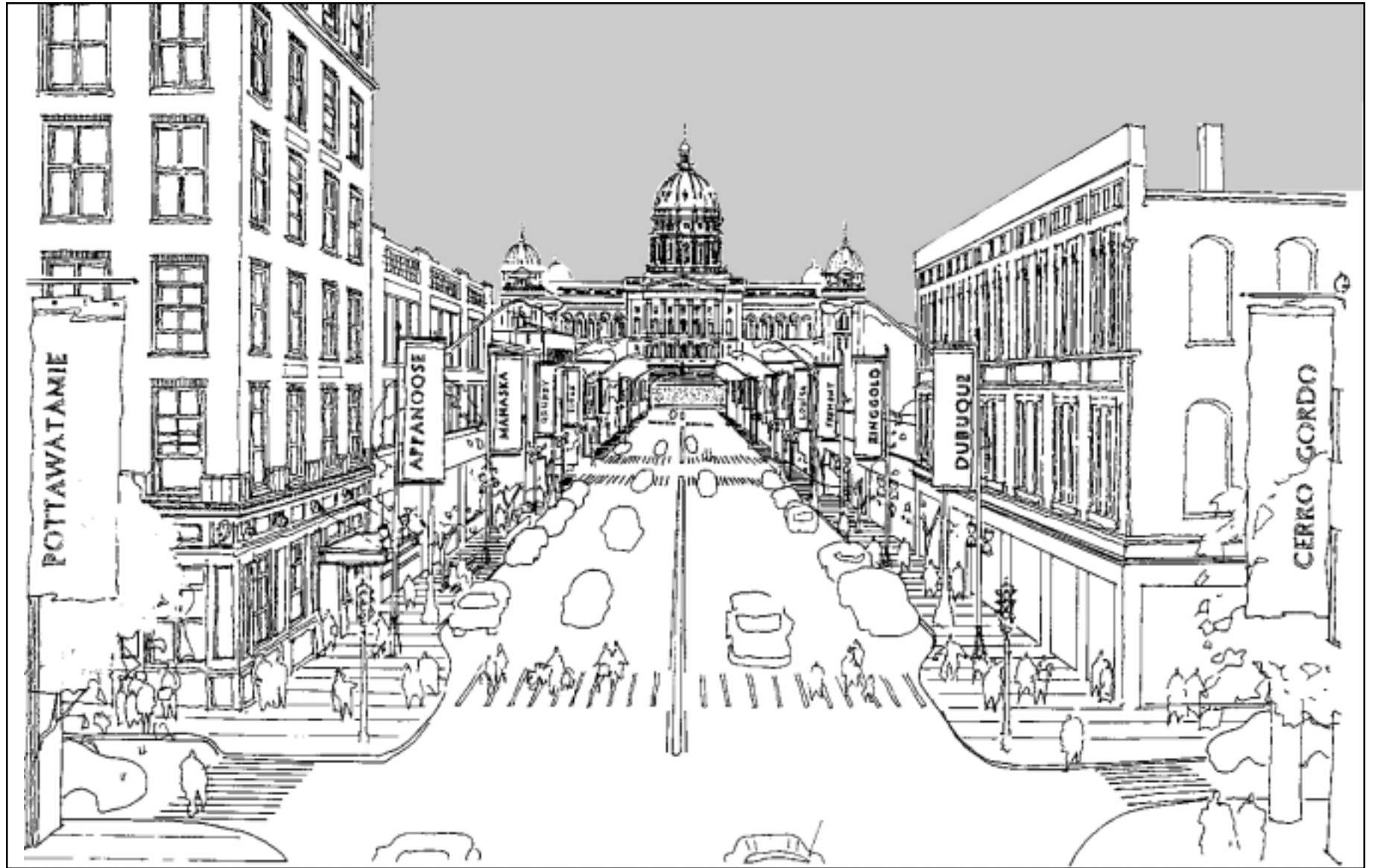
West side of East 5th Street between Locust Street and Grand Avenue: alleys form a secondary access system and should be recognized as such



North side of Locust Street between East 6th and 7th Streets: streetscape enhancements would help to unify the street and add continuity to the building edge

1.

LOCUST STREET: The Capitol Way





The buildings and streetscape elements along Locust Street should frame the approach to the Capitol

Every city should have a memorable street which embodies or symbolizes the city overall. When one thinks of Paris, the Champs Elysee comes to mind. In Boston, it is Commonwealth Avenue. In Chicago, Michigan Avenue – Magnificent Mile – stands out as special.

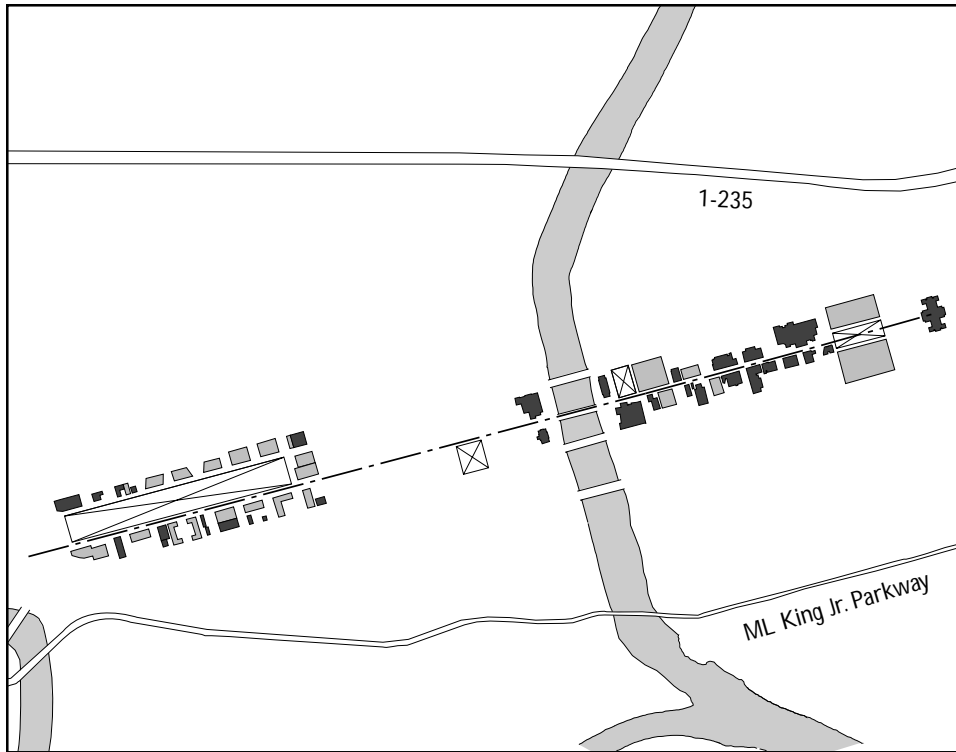
Locust Street should be perceived in the context of such great streets. As the major visual and symbolic connection between east and west downtown and the State Capitol, it must be one of the principal streets of Des Moines and, in fact, in the State of Iowa. Currently, Locust Street does not adequately fulfill this role. The lack of a consistent built edge along the street makes for a rather amorphous and disappointing approach to the Capitol.

As a neighborhood street, Locust under-performs, providing few amenities or services. Locust Street must be conceived as a street which balances pedestrian and automobile needs, becoming more pedestrian-friendly and supporting slower moving Downtown East-bound traffic. Building infill and streetscape improvements will help provide a strong visual edge to the street.

Locust Street is relatively narrow, measuring 42'-0" curb-to-curb. It is, however, perceived as wider due to open parcels and a sparseness of buildings and streetscape elements lining the street. Trees should line both sides of the street, along with pedestrian-scale light fixtures. Banners either on posts or street lighting would help to enliven the



Locust Street has a diverse array of buildings lining it, many of which have ground levels that do not actively encourage street life



Locust Street should be an active street from Gateway West to the State Capitol

street. In keeping with the essence of a “Capitol Way,” these could represent each of the counties of Iowa. Street furniture, including benches, bicycle racks and trash receptacles, should be arranged along the sidewalks. Special paving at intersections would add visual interest to the street, clearly delineate the pedestrian zone, and slow down vehicular traffic in the same way as other traffic calming devices.

Two travel lanes and parallel parking on both sides of the street can be maintained even with slight widening of the sidewalks. Streetscape improvements that include the above are estimated at between \$1.5 and \$2 million.

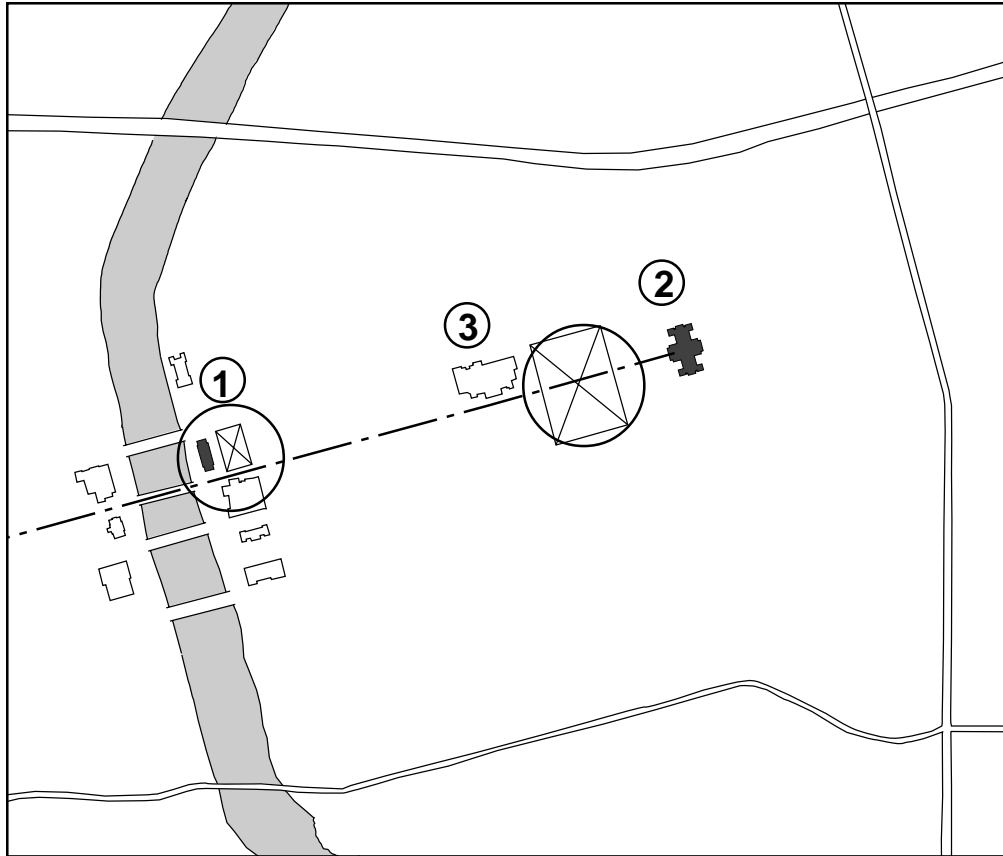
The establishment of design guidelines that address building envelope, set-backs, materials, storefront criteria and use will help to ensure high-quality public and private investment along the length of the street. (Please see Appendix for *East Locust Street: General Design Guidelines*.)

Facade Improvement Funding Programs are available, as may be funds through the National Trust *Main Streets Program*, that should be tapped for Locust Street. When aesthetic improvements and better maintenance begin in an area, there is often a pleasant infectiousness which occurs among property owners.

Recommended next steps towards the realization of Locust streetscape improvements include the formation of a Locust Street Planning Committee that can focus on the scope, schedule and budget for the work to be done. This committee should also oversee



North side of Locust Street between East 4th and 5th Streets: rehabilitation in varying degrees will bring this block back to life. Streetscape improvements can help to begin the enlivening process



City Hall and the State Capitol are civic anchors at either end of Locust Street whose immediate surroundings can be much enhanced

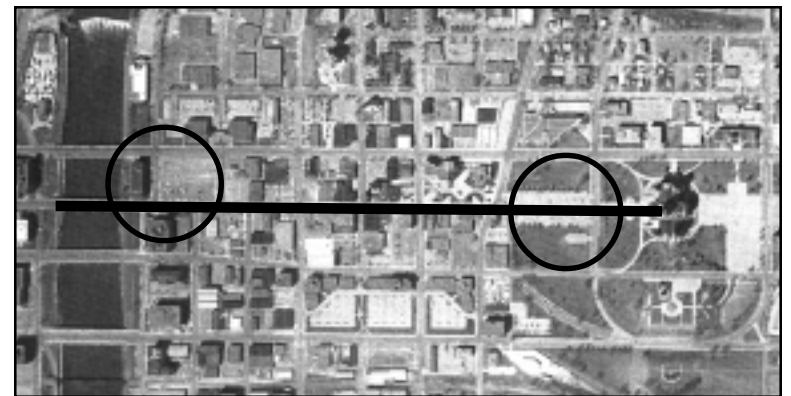
technical transition of Locust into a two-way street. A design team should be retained and guided in designing the improvements. This work should be jointly funded by the project partners of the Capitol Gateway East study. It is key that this catalytic initiative – its design and installation/construction – occur within a 1-to-3 year timeframe, as it is, in many ways, the “kick-off” project for the East Side.

The Anchors of Capitol Way

Downtown East should draw people for cultural and civic activities that are not found elsewhere in the region. The existing City Hall on the Riverfront (1) and the State Capitol building (2), 2/3 of a mile from the river, are two excellent civic examples. Each can act as an “anchor” flanking either end of Locust Street as it traverses the East Side.

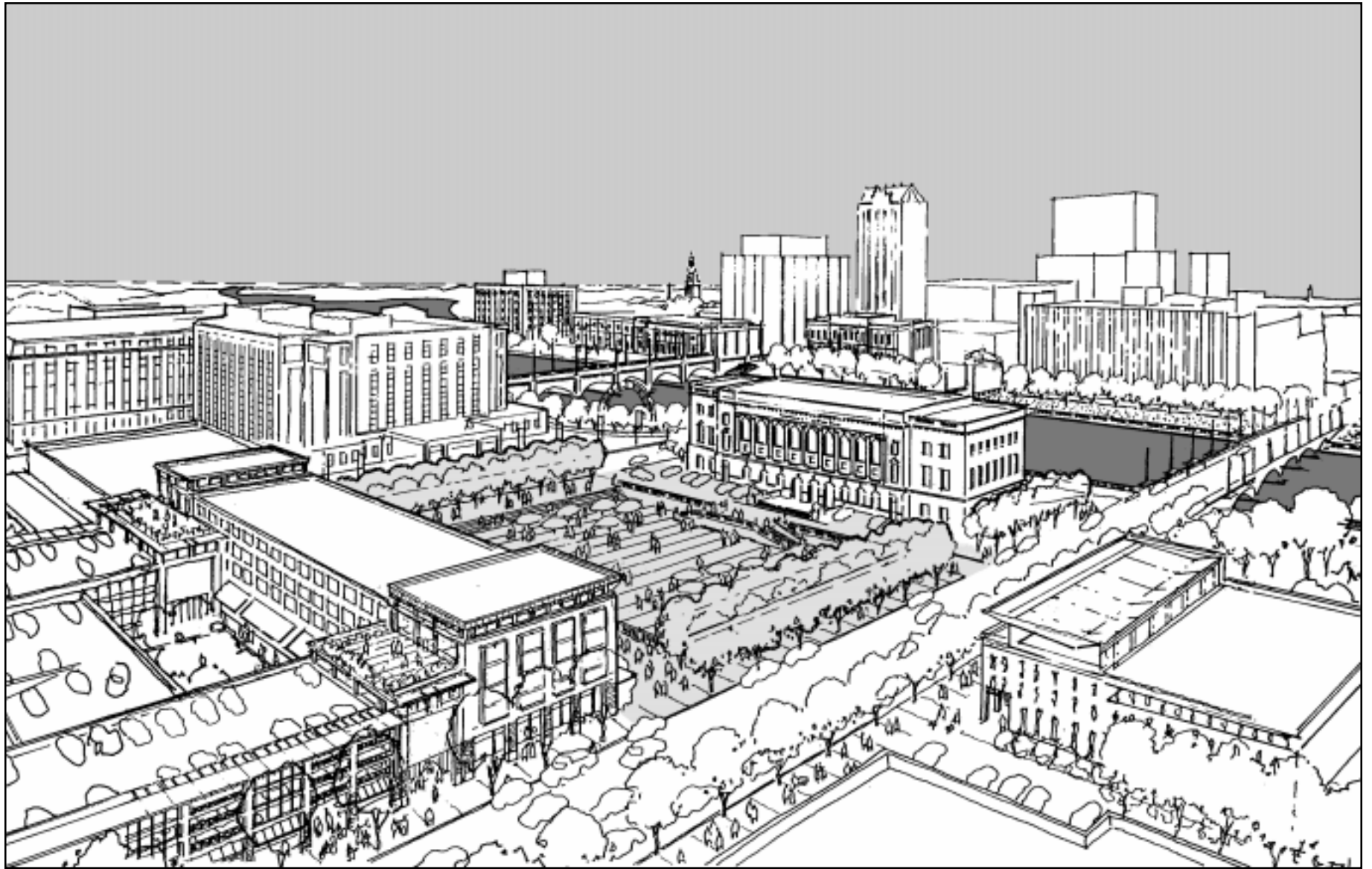
The State Historical Building (3) would sit more comfortably in its context if surrounded in scale and use by a cluster of culturally-oriented structures and amenities all working in relationship to the Capitol.

Similarly, the City Hall, an integral part of the original Beaux Arts Civic Center plan for the City, is sited in proximity of the Federal Court-house, Des Moines Public Library, the Armory (now housing City offices), and the YMCA. Thus, at either end of Locust Street, a substantial civic and mixed-use node can develop, each anchoring (or stabilizing) its end of Capitol Way and helping to initiate reinvestment along the remainder of the street.



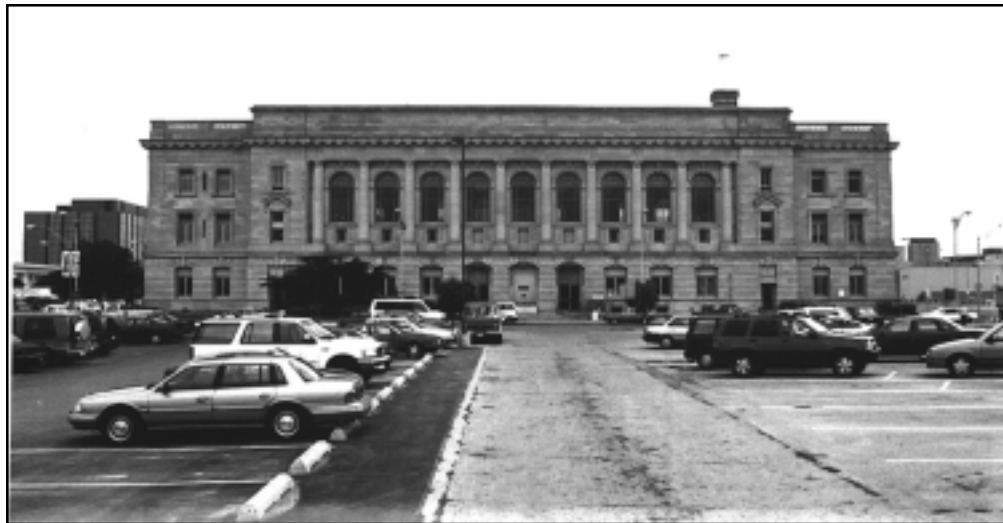
2.

CITY HALL PLAZA





City Hall viewed from the west: proudly facing the downtown and promising an equally grand



City Hall viewed from the east: a disappointing forecourt for the front door of the City's most important public building

The Des Moines City Hall was an integral piece of the Beaux Arts Civic Center plan for the City. The plan addressed the river and the west side and was expected to gradually unite them with the State Capitol.

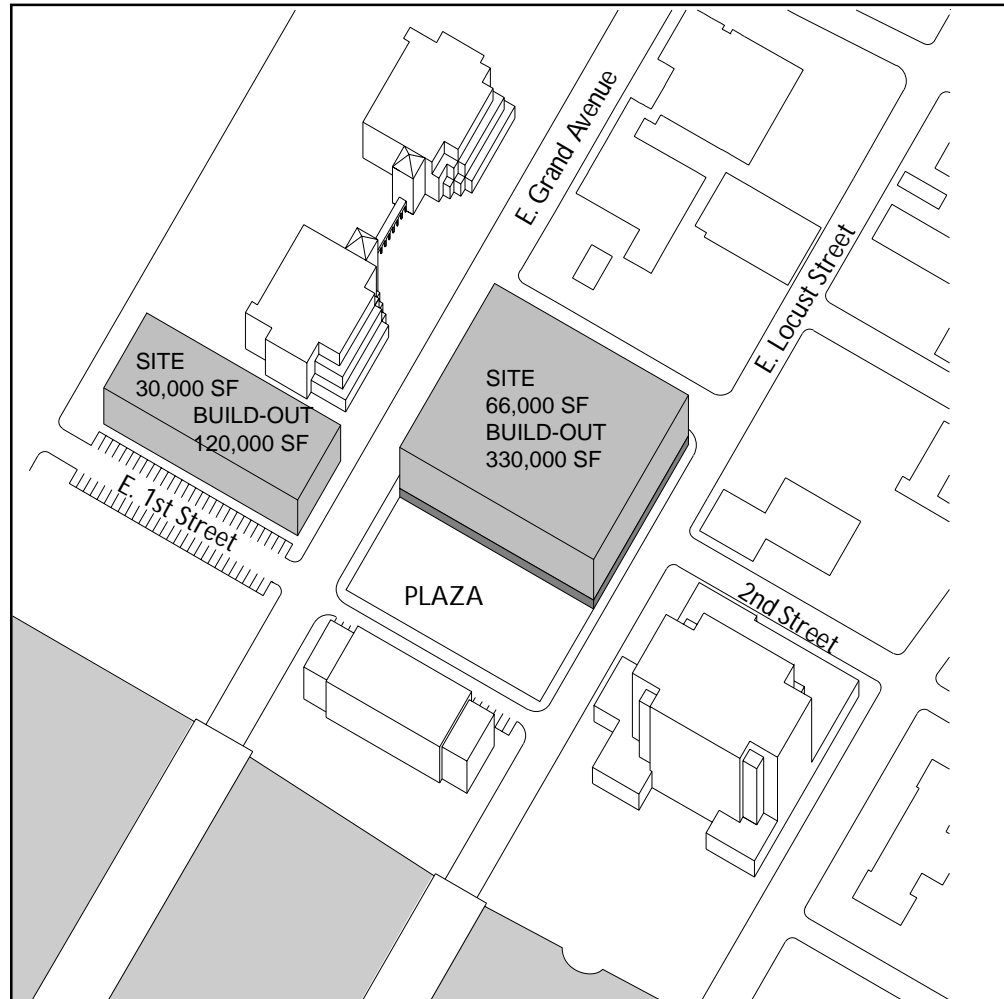
With this in mind, one cannot help observe that the large parking lot to the east of City Hall (the desirability of parking aside) forms a disappointing threshold of arrival to the East Side. When one recalls memorable city halls, they tend to have a substantial public open space associated with them or a cluster of active urban uses. The Embassy Suites Hotel acknowledged this tradition, but that is only a start. While the Riverfront serves visually as a forecourt to City Hall as one approaches from the west, the front door of the building is on its east side. It deserves more than a parking lot. Discussion of the removal of the parking lot has occurred over many years. It is finally time to address the block, recognizing it as one of the keys to unlocking the potential of the East Side.

A new public open space should occupy some portion of the existing parking lot. It should provide an outdoor room that relates to the Riverfront, the bridges, adjacent green spaces, such as Pete Crivaro Park, as well as to Downtown East and Locust Street. A plaza would form a programmatic link between the east and west sides of downtown, as well as directly serving City Hall, the Embassy Suites Hotel and adjacent existing and future buildings. The hotel and other perimeter buildings should all contribute to the life of the Plaza, providing uses at grade that help to activate the space. Uses may be seasonal, such a skating rink or outdoor concert venue. The plaza should be outfitted with the infrastructure to allow it to host a number of different uses and events year-round.

Alternative Configurations for A New Urban Node

The Plaza itself can take a number of different configurations. Several alternatives have been explored, from an entire block in size with 2nd Street realigned, to a small space operating as a simple forecourt to City Hall. Each alternative recognizes the need for replacement parking for City Hall employees and visitors, and Embassy Suites Hotel guests (and takes into consideration the hotel's increased parking needs). Parking must also be provided for the new adjacent development. The alternatives consider City-owned parcels, but recognize that these, if properly developed, would create substantial development opportunities all around them.

In the context of a plan for an entire district, it is important to think of the long-term vision and not merely the immediate investment and disruption that change requires. The plaza and its associated development should be created through a public/private partnership. It is also important to maintain a level of site planning flexibility to ensure a wide appeal to potential private interests. For this reason, the suggested street realignments illustrated in Alternatives #2, #3 and #4 should only proceed in relationship to, and to facilitate, the public/private development.



Alternative #1 : Steering Committee Preferred

The public Plaza, at approximately 150 feet by 280 feet, is large enough to allow for public gatherings and events to occur. At this size, for example, the Plaza could accommodate a skating rink in the winter season, which when drained for the warmer months, would permit outdoor seating and eating to take place.

A mixed-use complex, with a prime view to the river from the upper stories, would be developed to the east of the plaza, extending to the existing 2nd Street, on City-owned property. This development would form the eastern edge of the Plaza, allowing retail and restaurant uses to contribute directly to the public activity of the Plaza. This development should include a parking garage, but allow for retail at grade along Grand Avenue and Locust Street. On the land to the west of East Grand Office Park, a new parking garage is suggested which would serve the office park, City Hall, the Armory and surrounding development. Ground-level retail or services should front Grand Avenue.

Preferred Alternative #1 Parking*

Parking in front of City Hall	22 spaces
Metered parking on Locust & Grand	16 spaces
Curb-side parking on E. 1st Street	56 spaces
Structured parking west of E. Grand Office Park	280 spaces
Structured parking in development east of plaza	430 spaces
Total	804 spaces

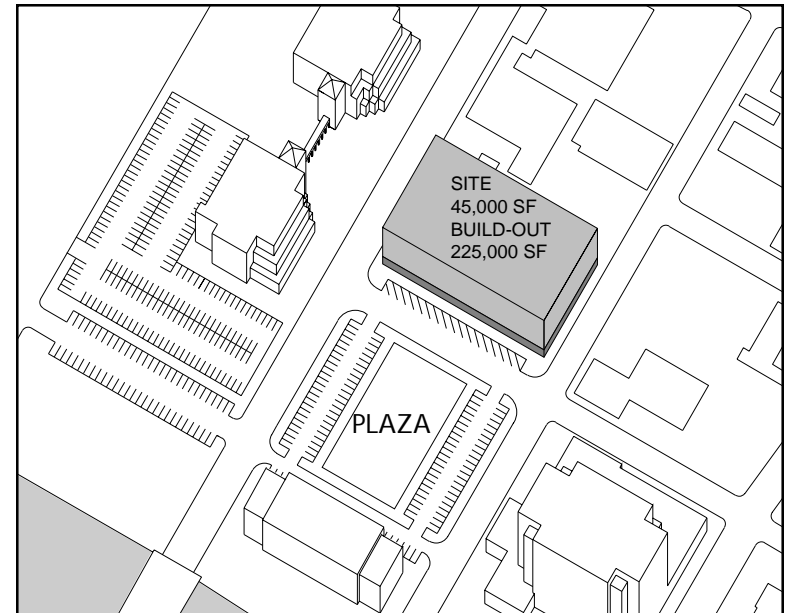
*compare this with the existing conditions described on p.22

Alternative #2

The continuation of East 2nd Street through to East Grand Avenue is not a new idea, but certainly a sound one, especially when considering alternative uses and land disposition for the area to the east of City Hall. Traffic circulation is made more legible by this roadway realignment. This realignment would create a block between 1st Street and the new 2nd Street that is 2 acres in size – the same as Nollen Plaza. At this size, the Plaza would permit large gatherings and a combination of seasonal activities. It could also accommodate surface parking, some of which could serve City Hall and short-term Embassy Suites Hotel parking needs. A development on City-owned land would occur to the east of the new 2nd Street. The diagram to the right does not illustrate a development to the west of East Grand Office Park, though that obviously could occur as in the preferred alternative.

Parking

Interior City Hall Plaza parking	96 spaces
Metered parking in front of City Hall	22 spaces
Curb-side parking on new E. 2nd Street	16 spaces
Curb-side parking on E. 1st Street	56 spaces
Structured parking east of E. 2nd Street	430 spaces
Leasable parking west of E. Grand Office Park	67 spaces
Total	687 spaces

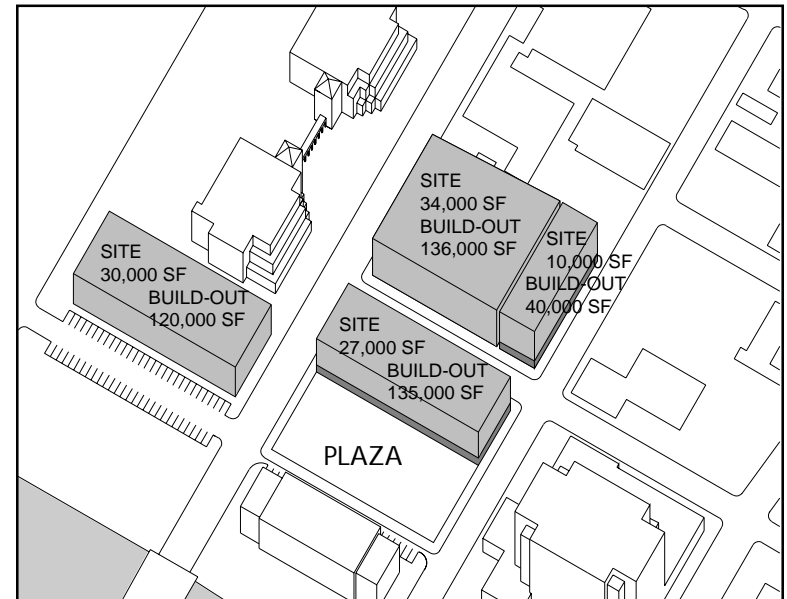


Alternative #3

2nd Street is extended as in Alternative #2 above. However, here the Plaza is shown at the scale of the Preferred Alternative. Two development parcels are thus possible, flanking 2nd Street. Parking replacement would take place mainly in this latter development that is situated to the west of East Grand Office Park.

Parking

Metered parking in front of City Hall	22 spaces
Curb-side parking on new E. 2nd Street	16 spaces
Curb-side parking on E. 1st Street	56 spaces
Structured parking to the east of E. 2nd Street	500 spaces
Structured parking west of E. Grand Office Park	280 spaces
Total	874 spaces



Alternative #4

The development on the parcel between 1st and new 2nd Streets takes up approximately two-thirds of the block, leaving room for a forecourt to the City Hall. This alternative produces the greatest possible floor area for development, but without the generosity of a public plaza, as in the other alternatives.

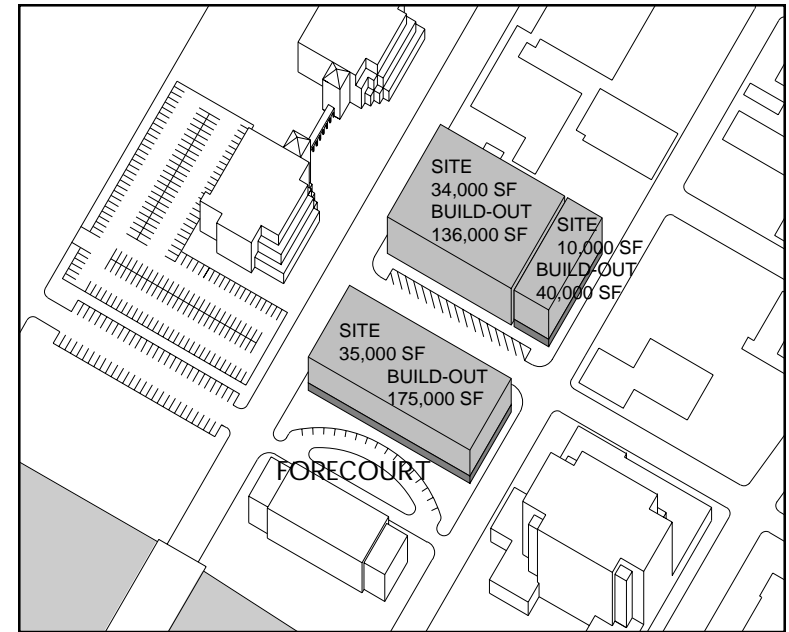
Parking

Forecourt parking in front of City Hall	17 spaces
Metered parking on Locust & Grand	16 spaces
Curb-side parking on new E. 2nd Street	32 spaces
Curb-side parking on E. 1st Street	56 spaces
Structured parking to the east of E. 2nd Street	500 spaces
Leasable parking west of E. Grand Office Park	67 spaces
Total	688 spaces

Many other configurations for these important City-owned parcels are possible. The alternative preferred by the Steering Committee should be the basis for proceeding to establish a specific development and financing plan, and to issue a Request for Proposals. However, sufficient flexibility should be maintained so that the pros and cons of the other alternatives continue to be weighed. In particular, the benefits of 2nd Street realignment, and a similar realignment of 3rd Street, should continue to be considered as the process moves ahead. These street realignments enhance, rather than diminish, the viability of existing and new businesses, providing greater accessibility and greater street fronting development opportunities.

Market/Feasibility Factors

The proximity to Downtown West, Embassy Suites Hotel, and newer office development, such as the East Grand Office Park makes this site amongst the most desirable for development. It can successfully compete in capturing local market share for office, retail, and possibly some residential, development. An initial increment of approximately 100,000 sf of development would be consistent with the scale of development that can be absorbed in this area, according to the market analysis. The site, however, can accommodate upwards of 330,000 sf as Alternate #1 indicates.



The components of the City Hall Plaza development and their indicative costs are as follows:

Public Investment

100 - 150 surface parking spaces	200,000	to	300,000
City Hall Plaza design and construction	1,500,000	to	2,500,000
<u>Other infrastructure and site preparation costs</u>	<u>250,000</u>	to	<u>400,000</u>
	1,950,000		3,200,000

Private Investment

1,000,000 to 330,000 sf of office/retail & residential mixed-use	10,000,000	to	26,000,000
	10,000,000		26,000,000

Joint Investment

400 -900 structured parking spaces	5,000,000	to	10,800,000
<i>Costs to be shared between the city & the developers</i>	5,000,000		10,800,000

Clearly, the structured parking spaces present the greatest challenge to the feasibility of this development. The revenues these parking garages produce are unlikely to cover their carrying costs at current monthly market parking rates on the East Side. The city is also obligated to replace not only its own employee parking, but parking presently made available to the Embassy Suites Hotel. This would require the city to finance upwards of 200 of the 400 to 900 parking spaces. However, the value of the land itself represents a substantial financial leverage for the city. Some, or perhaps most, of the costs of the remainder of the parking should become the responsibility of the developer in return for a lower land lease and/or real estate tax rate.

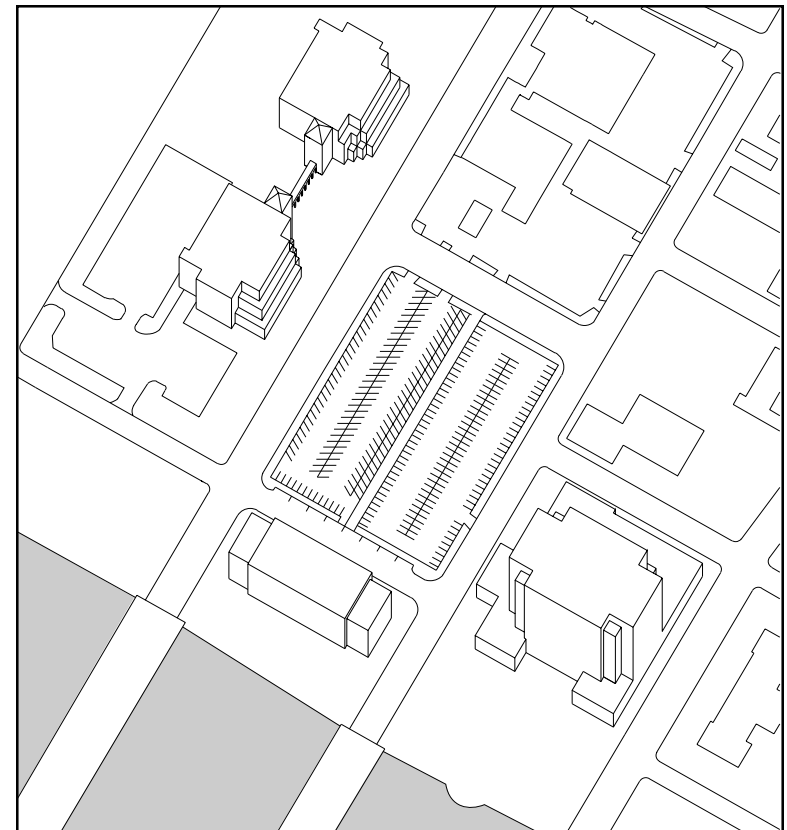
The structured parking may ultimately support more than just the proposed mixed-use complex if other parking replacement options are also implemented. This may include utilizing off-site parking for City Hall and other employees; increases in parking fees for the Embassy Suites Hotel leased spaces; shared public/private costs for garage construction or parking leases with aggressive periodic rate increases to approximate market rates within a reasonable (5-10 year) timeframe. This could mean that either a smaller garage could be built to sustain the proposed mixed-use complex or that the same size garage would accommodate a larger mixed-use complex.

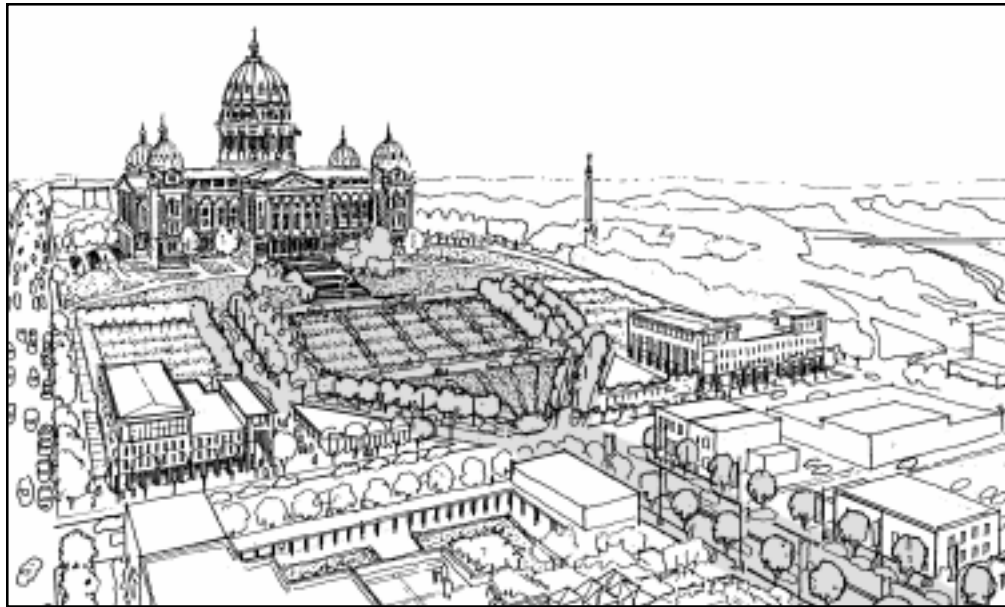
Recommended next steps entail a detailed feasibility study by a City-led team to explore the redevelopment potential, replacement parking options, and public costs of the City Hall-Plaza project. The team should then define the scope of development that is desirable so that a Request for Proposal can be issued. It is recommended that this occur by Spring of 1998.

Existing Parking in the immediate proximity of City Hall

City Hall dedicated spaces	150 spaces
Embassy Suites leased spaces	164 spaces
Metered parking in front of City Hall	16 spaces
Metered parking on Locust, Grand & E. 2nd Street	36 spaces
Metered parking on E. 1st Street	12 spaces

Total 378 spaces





3. CAPITOL TERRACES

Straddling its hill, the Capitol lends grandeur to the East Side, yet seems disengaged from the immediate context of Downtown East. The Capitol complex should convey both civic pride and the message that it is accessible, welcoming and very much a part of Downtown East.

Part of the problem is the parking lot which lies immediately to the west of the Capitol building. It is hardly a fitting termination to Locust Street, nor is it a flattering foreground for the State Capitol. A well-landscaped green, flanked by fine buildings and an extended Locust Street (see 1941 photo, p. i) would lessen the perceived gap between the uses along Locust Street and the Capitol complex. The built portions of Capitol Terraces, ideally a combination of public and private uses, would continue the active edges of Locust Street. It would also improve the experience of pedestrians and motorists as they arrive and depart from the State Capitol. Visitors and employees of the Capitol would feel more a part of Locust Street and the Capitol Gateway East neighborhood.

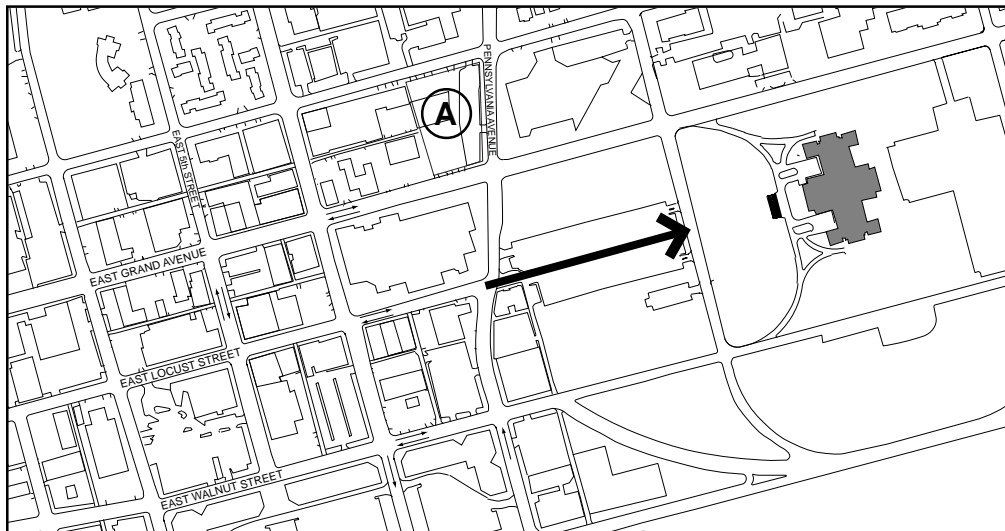
As depicted above, the green forecourt is more than 5 acres in size. This is certainly substantial enough to support large gatherings, while still reserving as much as 10 acres for development. Given the natural slope of the land, the lawn would serve as a fine venue for special events such as "Under the Stars" and other festivities where a public outdoor forum is desirable.

The Capitol Terraces project should be pursued as a private/public development partnership. The State leases the ground or buildings, thereby maintaining public control of the land. Bridging the Capitol building and Locust Street, the Capitol Terraces is extremely well suited to house cultural institutions and attractions.

Illustrated on page 25 are several site phasing scenarios. Phase 1 shows the initial landscape initiative – the green forecourt – and the extension of Locust Street. While this alone would be a great improvement over present conditions, it would not fully catalyze on the potential of this site. Phase 2, therefore, shows development occurring on either side of the green along Pennsylvania Avenue. This would start to define the forecourt and bring the Capitol perceptually closer to Locust Street. Phase 3 illustrates a fuller build-out scenario.



A parking lot is currently the forecourt of the State Capitol complex, terminating the view along Locust Street in an unceremonious manner. The "gap" in activity between Locust Street and the base of the Capitol is apparent in this and the above view



Locust Street should be extended towards the State Capitol building as it once was (see photo p. i)

Photo © James Blank and Dunlap Post Card Co.

From an urban design standpoint, this level of building in relationship to the forecourt is highly desirable. It would transform the area into a campus that befits its civic role and closely connects the Capitol to Locust Street and its activities. This development would also reinforce the activities along Grand Avenue and Walnut Street.

Phasing such a transformation to the Capitol Terraces over a period of several years may be appropriate. However, the level of land preparation will differ depending on the ultimate development scenario selected. It will be very important for the State to establish strong design guidelines before making the north and south parcels available for development. These guidelines should become part of the overall master plan for the Capitol grounds.

In all phases, approximately 150 surface parking spaces could be supplied around the forecourt as short-term visitor parking. In addition, parking should be part of any building development to the north and south of the green. Due to the topography, parking need not be completely underground to ensure that habitable space is accessible at grade. These parking facilities could be shared by the Capitol, the State Historical Building, and other new and existing businesses and institutions. Certainly, if the State chooses to proceed with only the green forecourt component, it becomes more important to carry out the plans for a parking structure at Grand and Pennsylvania Avenues (A), as well as to consolidate surface parking through the provision of parking garages elsewhere on the Capitol complex.

Market/Feasibility Factors

The vicinity of the Capitol Terraces offers an excellent opportunity to capture a share of the 40,000 to 60,000 square feet of annual office space absorption estimated for the East Side. In addition, the Capitol Terraces site, would easily draw associations, educational and cultural facilities, health organizations and state government as primary users. The promise of a cultural/civic anchor at this end of Locust Street, which began with the construction of State Historical Building, would become fulfilled. As one moved along Locust Street from the river to the Capitol, the intersection of Pennsylvania Avenue and Locust could reveal an entire district of diverse special functions. Rather than a parking lot at the meeting point between the Capitol and its host neighborhood, there should be a very special place of interest to all of the citizens of Iowa.



Implementing this vision will require much effort led by a full commitment from the State. A preliminary analysis of the components and their indicative costs are as follows:

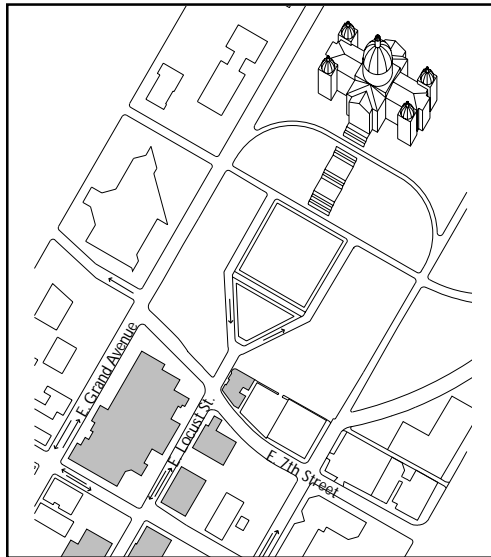
Extension of Locust to E. 9th Street	\$750,000 - 1,250,000
New visitor parking area	\$250,000 - 400,000
Green forecourt (5-acres)	\$1,500,000 - 3,000,000
Other site preparations & infrastructure costs	\$1,000,000 - 1,500,000

The majority of these costs will have to be born by the public. While substantial, they would leverage even more substantial private investment:

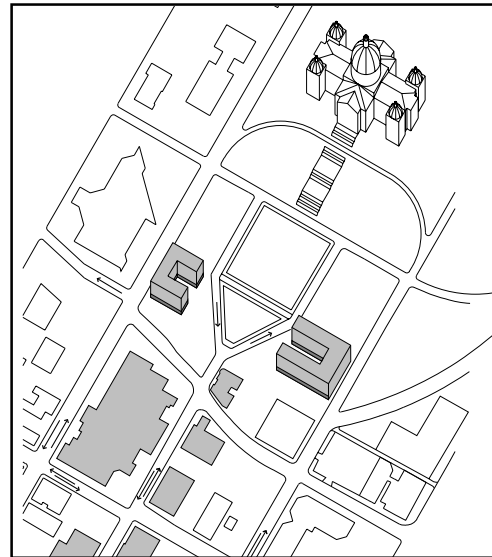
Development within the Capitol Terraces (100,000 sf to 250,000 sf)	\$11,500,000 - 23,000,000
Parking to support the Capitol Terraces (500 to 1,000 cars)	\$6,000,000 - 12,000,000
Development potential on adjoining parcels (80,000 sf to 150,000 sf)	\$9,000,000 - 17,000,000

Against the potential tax revenue and other benefits of this degree of development (not the least of which would be the momentum gained for the broader revitalization of the East Side), the public investment of \$3.5 to 6.1 million seems appropriate. Clearly, these assumptions

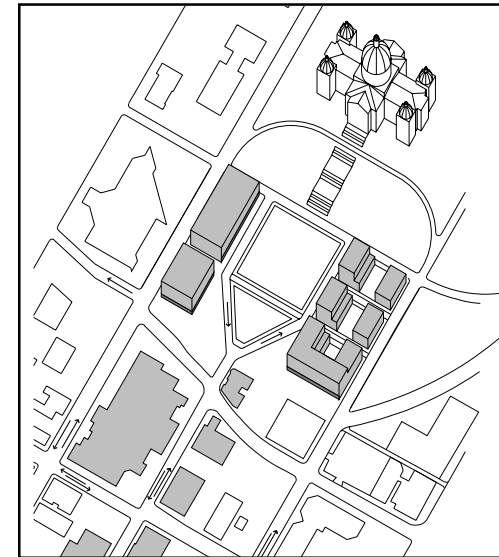
Photo by Mac Miller © Dunlap Post Card Co.



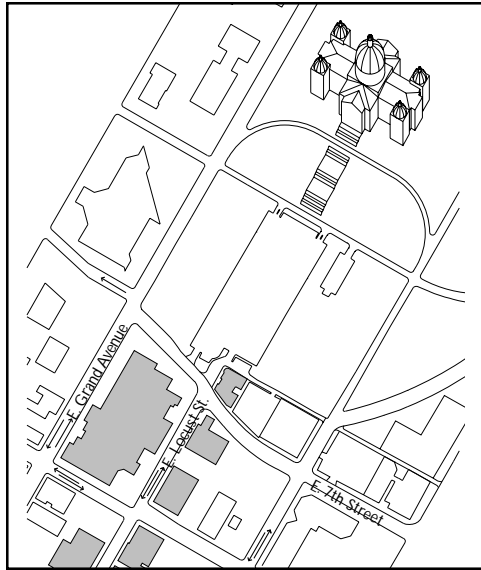
Phase 1: the landscaped forecourt and an extended Locust Street – traffic would travel one-way in a loop around the forecourt



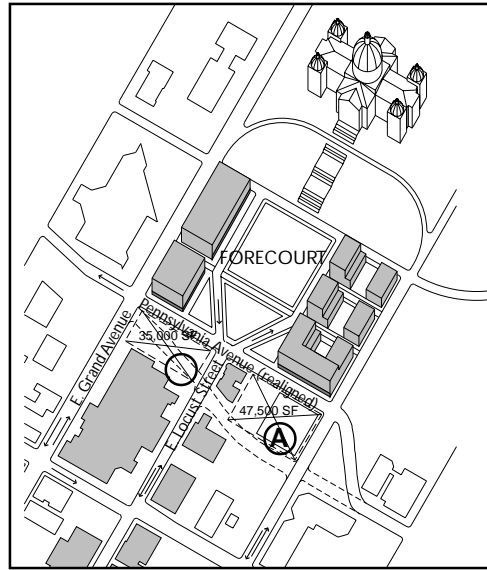
Phase 2: development occurs north and south of the forecourt at its western end



Phase 3: further build-out to the north and south of the forecourt, fully defining it while enhancing both Grand Avenue and Walnut Street



The existing relationship between Locust Street

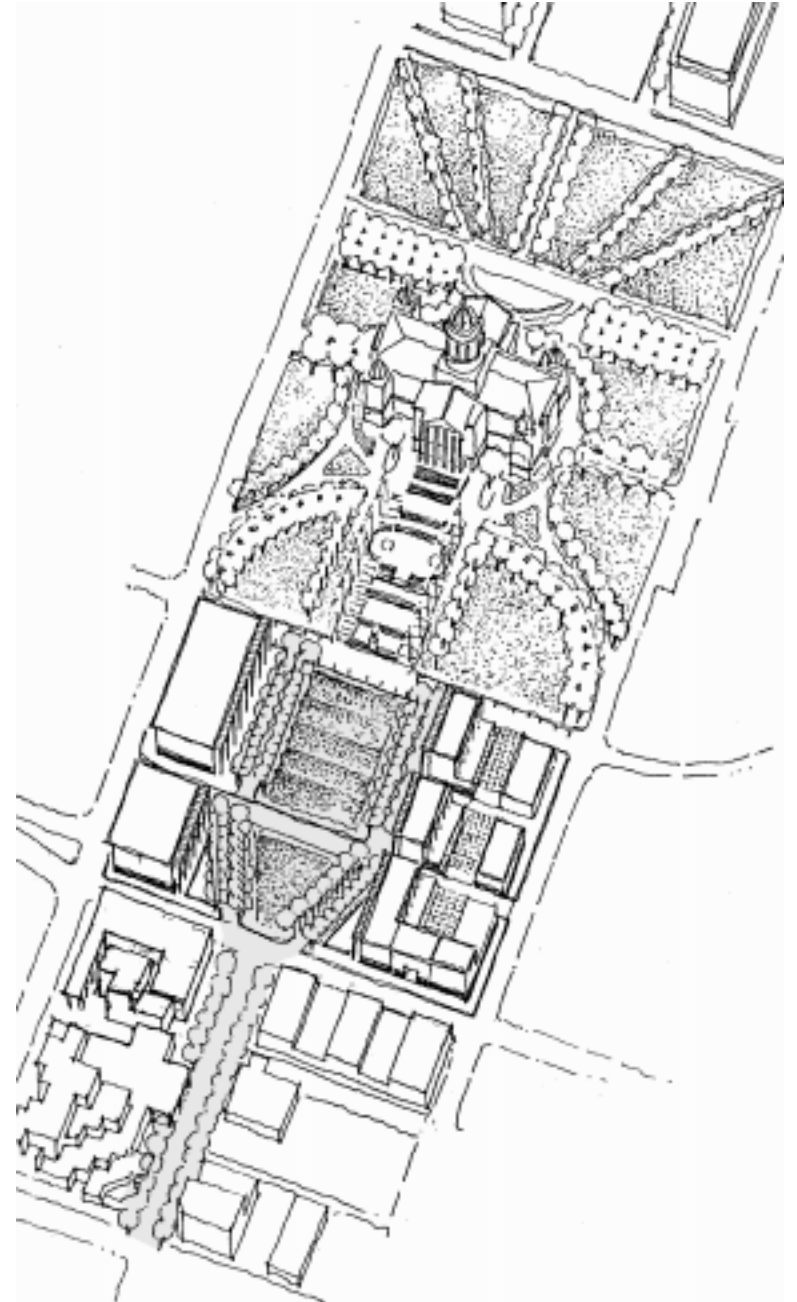


Full build-out proposal with Pennsylvania Avenue realigned

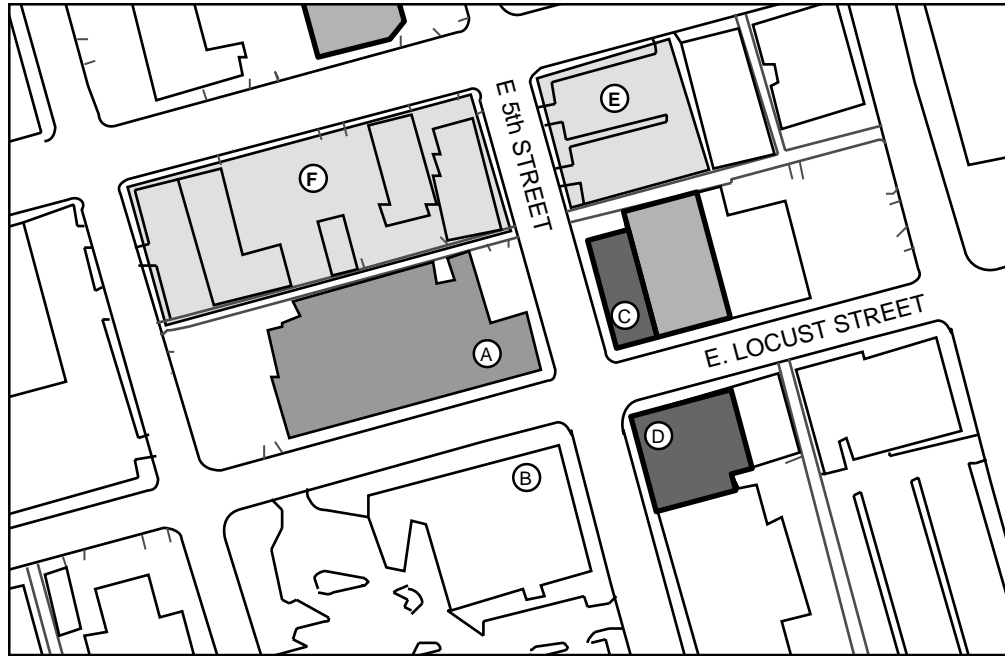
must be verified through a more detailed feasibility analysis as one of the recommended next steps. This should occur along with a fuller examination of programming options that consider public and private needs, the legislative implications of disposing/leasing state lands, fiscal implications, and phasing. A committee representing the City, State and residents should be formed to address these issues and work with the Iowa Department of General Services to further the overall Capitol complex plan, including parking consolidation.

The optimal development of Capitol Terraces might include a partial realignment of Pennsylvania Avenue. Desirable from both an urban design and land assembly perspective, it is not necessary to initiate the Capitol Terraces initiative, and should only be done when the built components of the project are determined.

Currently, a small cluster of buildings standing on the east side of Pennsylvania Avenue are disengaged from Locust Street. The realignment of Pennsylvania Avenue to the west would reunite them with their neighbors along Locust Street and make them less vulnerable to the grander plans that could emerge for Capitol Terrace. The realignment would also create a 47,500 sf parcel (**A**) out of State lands which could become part of the intensification of the Locust Street corridor. The State Historical Building block would extend to the east and be able to accommodate an extension (**B**) as well. The realignment would also create a more appropriate forecourt to the Capitol, as well as simplify circulation. This infrastructure project should be paid for by State transportation funds, rather than City sources. Further study of this realignment should occur prior to any decisions being made.



4. A REVITALIZATION DISTRICT Centered on East 5th & Locust Streets



Every good neighborhood has a great corner, such as the one 5th and Locust once was and should become again. The East Side has, in general, suffered from the demolition or failure to maintain historical and/or architecturally significant buildings. Further such losses must be prevented and an atmosphere for re-use and rehabilitation of worthwhile properties must be established.

The intersection of East 5th Street and East Locust Street is fortunate to contain several historically significant structures. These buildings together form a substantial area suitable for rehabilitation – at once providing residential and commercial space, while preserving memorable fragments of the East Side. The rehabilitation of the buildings at this corner can have a positive effect along the length of Locust Street and the immediate neighborhood, both aesthetically and in terms of the economic development of the area.

The Teachout Building, the tallest building on the East Side, is a particularly noteworthy building. While it has suffered some neglect, it is certainly salvageable. The ground floor facade of this building should be returned to its original design – large storefront windows and a distinguished canopy marking the building’s entry. The Teachout Building can serve as a model for the renovation of other structures.





506 to 526 East Grand Avenue: an inspirational example of building rehabilitation that provides spaces for housing, live/work and retail



The Northwestern Hotel on Walnut Street: an example of a successful rehabilitation that provides high quality office space on the East Side

To a lesser degree, the other buildings of the blocks that form this intersection, the row of buildings containing Betts Hardware, the Commercial Office Supply building, and the Hohberger Building, are all worthy of reuse for residential, office and retail uses, with renovation ranging from facade improvements to complete rehabilitation. The half-block to the north of Betts Hardware (F) should be assembled for new development and include a parking garage with ground level retail or services to support the retained uses in the buildings that will be rehabilitated, as well as adjacent new development.

This conservation/rehabilitation district should eventually extend northward to Grand Avenue. The northern half of the block at Grand, between 5th and 6th Streets (E), is also suitable for conservation. It is situated across from a block which should be rehabilitated and already exemplifies very well the rehabilitation that is possible – 506 to 526 E. Grand Avenue. This building confirms the findings of the Market Analysis indicating that, of those people who were open to living in the Capitol Gateway East area, approximately one-third were interested in loft units.

Concentrated pockets of historic buildings in which people live and work are a great asset to the life of a neighborhood. However, these structures are fragile, requiring much initial investment and ongoing maintenance. A thorough building inventory has been conducted (see Appendix) that documents and evaluates the building chronology and supplies a building survey assessment of the area.

Recommended next steps stipulate that specific properties in this four-block zone be acquired and stabilized by organizations, such as the Des Moines Development Corporation. While this plan encourages building preservation, a building-by-building assessment should be undertaken to determine the actual feasibility of those buildings of architectural and historical significance being rehabilitated. The southern half of the block between 4th and 5th, including Betts Hardware, (A) would be appropriate. Some clearance and redevelopment on the northern portion of the same block (F) should occur, if not simultaneously, soon thereafter. This area represents a key development opportunity for the private sector to participate in the revitalization of the East Side.

It is increasingly clear that people enjoy being able to navigate their city and neighborhoods via alternative routes, such as open space corridors. For this purpose, the public green spaces in Des Moines, especially on the East Side, have the potential to be enhanced and extended further. The Riverfront and the Capitol complex are major pieces of this urban park system. New neighborhood squares, courtyards and parks should also become part of this system.

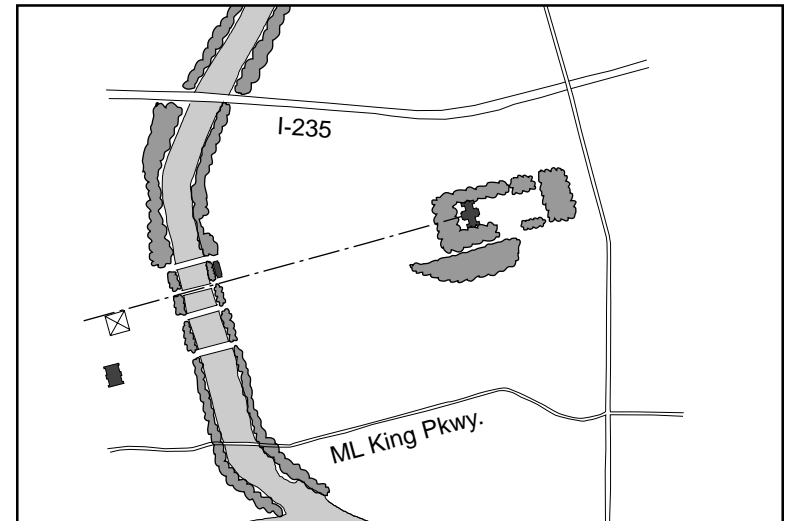
The East Side of downtown has the potential to contribute several pedestrian, bicycle, cross-country skiing, roller-blading, and other non-motorized vehicle circuits to Des Moines. The Capitol Grounds already provide a generous park area. However, unconnected to any other park system, and therefore not very accessible, the space is underutilized. The rail line directly to the south of East Court Avenue is soon to be abandoned and would lend itself to becoming a "rails to trails" amenity which could link the Capitol Grounds and the Riverfront, where extensive plans are being considered for a promenade and recreational area. Furthermore, the Riverfront holds great potential as a venue for events such as "Art in the Park" and expanded Court Avenue River Party festivities. There are key points where the Riverfront opens up and can play a more active role in the City's park system. Pete Crivaro Park could, with improvements, be one such place; the proposed City Hall Plaza could be another.

The Beaux Art Civic Center plan for Des Moines and its civic buildings clearly envisioned the River prospect as critical. The City Hall riverside entry terrace has deteriorated, and the Des Moines Public Library lost its terrace altogether. The YMCA and Federal buildings are poised to address the River and the west side of downtown. An effort should be made to return these riverside gestures to their original grandeur. In addition, Riverfront access will eventually be available to cultural institutions, such as the Botanical Center and the proposed Chinese Cultural Center. The current railway bridge could be converted to a pedestrian bridge, perhaps even supporting larger programs, in addition to linking the greenway to the west side of downtown and the western edge of the Riverfront.

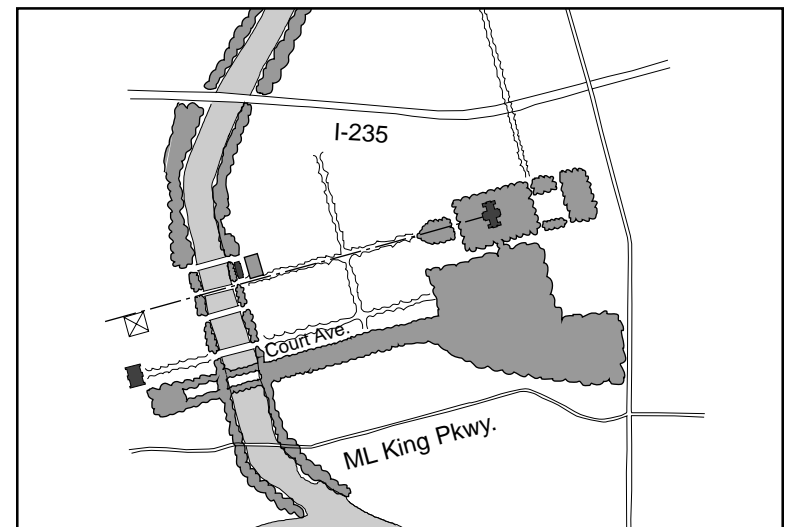
The Riverfront has been under discussion for some time now. The *Capitol Gateway East Urban Design Plan* must reinforce and further the many evocative concepts that have been put forth for the Riverfront.

5.

GREENWAYS



Existing parks and greenways



Expanded parks and greenway system



This rail corridor, featuring distinctive pieces of history such as the old train depot, holds great potential as a greenway connecting the Capitol complex, the Riverfront and the Court Avenue District to the west



The Riverfront, with its civic buildings lining both banks, should continue to receive landscaping im-

“Des Moines is a city of geographic beauty, unique character, and strength. One distinguishing feature is its river....Now the rivers are invisible. We drive across their expanse. We are not enticed to dip our toes or enjoy our reflection. The rivers have become distant and isolated.”

The River Book (1992)



The Capitol complex offers substantial open space, but is underutilized as parkland

Photo © David J. Maenza and Dunlap Post Card Co.

6. BRIDGE ENHANCEMENT





The bridges currently do not differentiate themselves from typical streets



The Locust Street Bridge once provided citizens with many amenities: pedestrian-scale lighting, access down to the river, generous sidewalks and viewing niches, as evidenced by the photograph to the right, dated around 1920

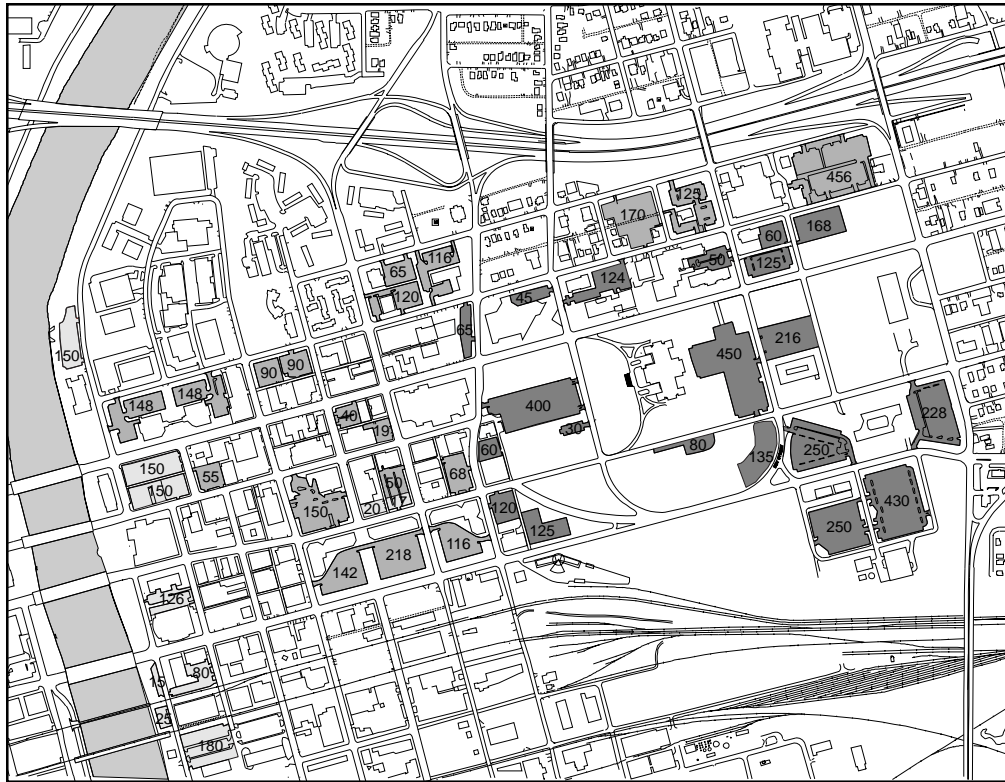
The bridges at Grand Avenue, Locust and Walnut Streets and Court Avenue have the potential to become beautiful public spaces in themselves. They should announce the presence of the river from afar. In addition to their gateway function, the area of the river bounded by the Grand and Court Avenue bridges should be conceived as an interconnected set of public spaces for recreational and festive events.

A tent structure has been proposed for one of the bridges. This is clearly the kind of seasonal intervention that starts to enliven the bridges. The perspective drawing above explores the possibility of providing for tent structures on both the Grand and Court Avenue bridges so as to enhance or bracket the central riverfront area. Historically, the Locust Street Bridge provided pedestrian look-out and seating areas along its length. The return of features such as this would start to recognize the potential of the bridges as public places along which to pause, rather than just traverse.

Other features, such as decorative lighting, vertical masts from which festive signage or seasonal lighting can be suspended, and street furniture should be incorporated. The Locust Street Bridge should be seen as programmatically linked to the amphitheater and the proposed City Hall Plaza. Similarly, the Riverfront itself should be understood as connecting various "beads" along a necklace (the Chinese Cultural Center being one of the more prominent future beads).

Beyond these four major bridges, there are two other bridges which could be very exciting additions to the central river area: the abandoned railway bridge can, and should, play an important role in the greenway system, as discussed in the previous section; the future M.-L. King Jr. Parkway Bridge should also be designed as a landmark structure.

7. PARKING CONSOLIDATION



Existing parking

City-owned surface parking	913 spaces
2-hour City meters	180 spaces
4-hour City meters	158 spaces
10-hour City meters	470 spaces
Total metered spaces	808 spaces
State-owned parking	3,411 spaces
Privately-owned parking	2,346 spaces

Currently, surface parking is one of the major land uses on the East Side of Des Moines. A total of 7,478 spaces exist, of which all but 2,346 are publicly-owned. While parking does provide easy vehicular access to the few destinations that exist, it precludes an active, urban environment and is hardly the best and highest use of land in an area which holds so much potential. It is, therefore, recommended that a long-term program of parking consolidation be undertaken. The goal should be a more efficient use of existing street parking (through restriping) and the introduction of shared structured parking in several key locations.

Adequate parking is, of course, necessary for any successful neighborhood. The availability of parking, however, is often a matter of perception. Parking on the East Side is frequently described as inadequate when, in fact, the problem may lie more with its dispersal and the expectation that it be always immediately convenient and free. There are approximately 800 metered parking spaces in the study area, permitting extremely inexpensive parking for from two hours to ten hours. These are rarely all filled.

Consolidation of the parking provided in the several City-owned surface lots would permit shared parking. A system of parking where the use of parking spaces is maximized around-the-clock and year-round should be developed. Ultimately, if the area is to be reurbanized, people must modify their expectations about the proximity of parking to their destination. The popular and active urban environment envisioned for Downtown East would transform the experience of walking from one's car to a specific destination from an unpleasant trek to an enjoyable one.

The State should simultaneously continue its efforts to consolidate employee parking within the Capitol grounds. Parking demands of the surrounding area and approaches to the Capitol from all directions should be taken into consideration.

It is expected that this area will support and attract up to 500,000 square feet of new development over the next ten years. Parking structures should be built that take into account this long-term development perspective. These structures should link into public transit routes, allowing them to serve as intermodal hubs.



Parking Consolidation: a number of locations, generally associated with building developments, have been identified as appropriate for future parking garages

Site Options for Future Parking Facilities

A number of sites have been evaluated as appropriate for parking garages in the long-term future. These should be constructed in conjunction with a commercial component at grade where the garage fronts a major street.

1. East Grand Office Park:
to serve employees at the Armory and East Grand Office Park employees and City Hall employees, replacing some of the parking that would be lost with the City Hall Plaza intervention
2. City Hall Plaza development:
to provide replacement parking for City Hall and Embassy Suites Hotel, as well as parking for the commercial activity in the new development and increased Hotel needs
3. Des Moines Street between 4th and 5th Streets:
to serve new development on this site and adjacent blocks
4. Grand Avenue between 4th and 5th Streets:
to serve the redevelopment on this and surrounding blocks
5. Northwest corner of Grand and Pennsylvania Avenues:
to serve as an intermodal hub and provide parking to the State Historical Building, the Wallace Building and other nearby government facilities
6. Court Street at Capitol Center:
to serve traffic approaching from the south, Capitol Center and future Court Avenue development
7. South of the abandoned railroad track between 6th and 7th:
to serve traffic approaching from the proposed M.L. King Jr.

8. TRANSPORTATION & CIRCULATION

Downtown East is highly accessible by automobile. Interstate 235 to the north is a regional freeway with off-ramps at two points within the boundaries of the study area. The improvements planned for I-235 will make it an even more efficient carrier of regional traffic. It will be important to ensure that the ramp alterations positively impact the urban design of the East Side.

The proposed M. L. King Jr. Parkway should be considered in the same light – it must contribute to its immediate surrounds. As a true parkway, it has the ability to easily knit with the street system of Downtown East.

The local streets which carry substantial numbers of through-traffic are East Grand Avenue and Court Avenue. Grand Avenue, in particular, is a major cross-town street. It is connected directly to Fleur Drive to the west, which is the route from the airport. These streets act as arterials that are, at present, able to carry greater volumes of traffic than they do today.

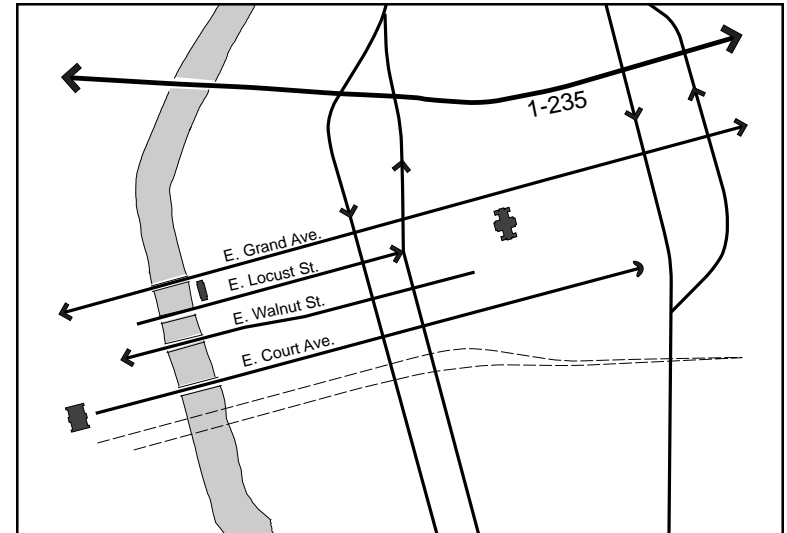
From a city-wide circulation standpoint, Locust Street and Walnut Street should be classified as neighborhood streets – streets that relate directly to their immediate surroundings and accommodate pedestrians and automobiles equally well.

Until the proposed M. L. King Jr. Parkway is adopted the directionality of 6th and 7th Streets should remain as it is. When this occurs, the feasibility of these streets forming a one-way pair should be studied.

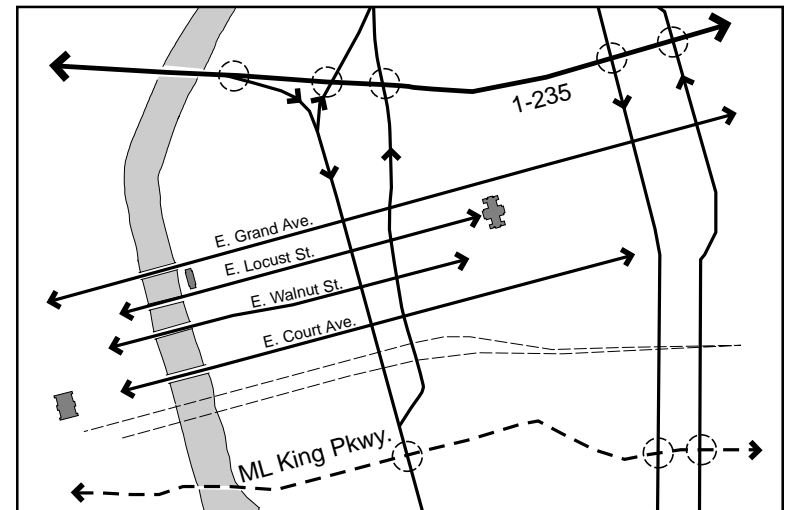
Two-way Traffic System

Stated frequently during the study is a strong sentiment that the east side of Downtown distinguish itself in character from the west side. In addition to accomplishing this through the type of building development encouraged and permitted, this could be further emphasized by introducing a two-way traffic circulation system on the east side. In the effort to emphasize that the bridges are gateways to the east side, it is critical that the transitions in the circulation system occur west of the bridges over the Des Moines River. In addition, this will help to create a street system that is immediately comprehensible to drivers.

While effective for a dense downtown district, a one-way street system has some shortcomings in less dense neighbor-oriented districts. Two-way streets are more amenable to balancing pedestrian and vehicular needs, slowing traffic and making merchants more visible – an appropriate objective in an area conceived as consisting of predominantly residential neighborhoods. Rough preliminary traffic volume studies indicate that a two-way system could be easily accommodated.



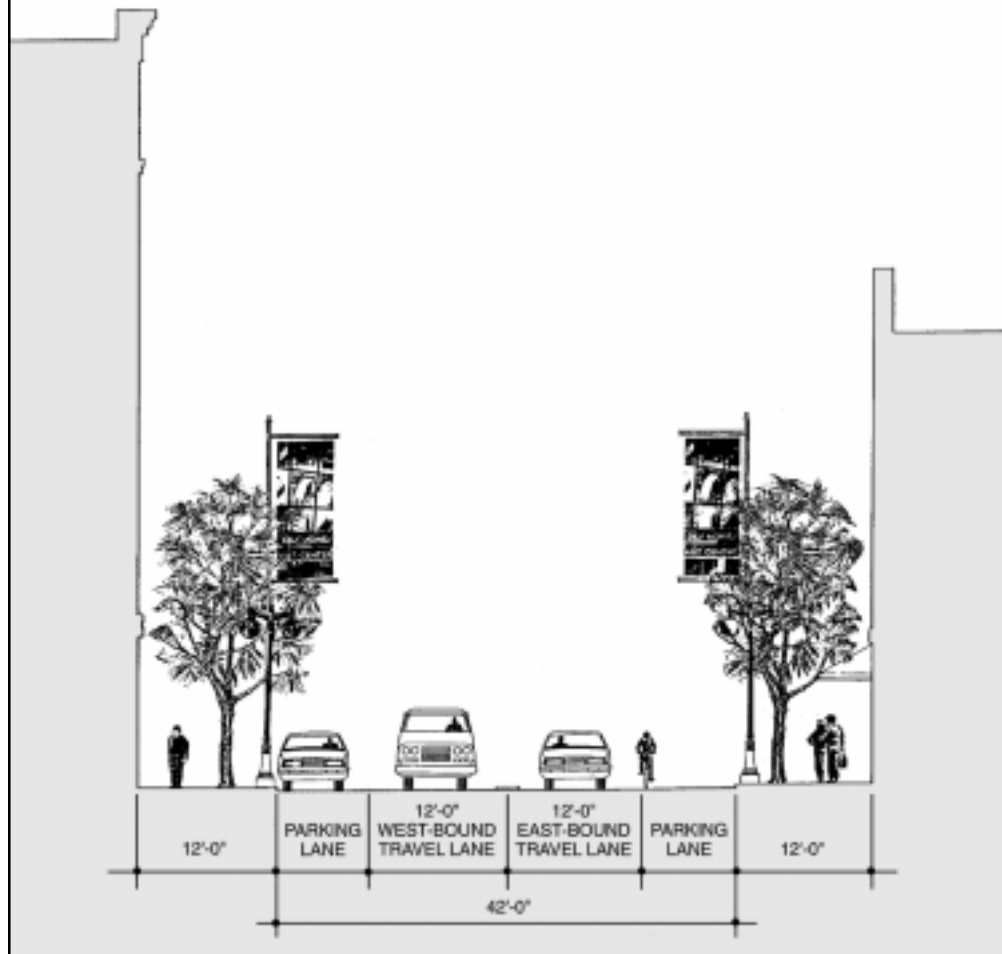
Existing roadway system on the East Side



Proposed roadway system on the East Side

Assumptions

- traffic along Locust Street should be mainly local in nature
- transition from one-way to two-way traffic would take place at W. 2nd Street
- no left-hand turn lanes on Locust are provided on the east side
- Court Avenue and Walnut Street are also converted to two-way



Locust Street

Locust Street – *Capitol Way* – is the major physical and visual connection between the east and west sides of downtown Des Moines. Locust Street must function on two levels: 1) as a pedestrian-oriented neighborhood street, and 2) as a gracious, ceremonial promenade to the Capitol. Locust should be a destination, rather than a through-traffic artery. Converting Locust to a two-way street would have positive functional and symbolic ramifications. Below are some of the advantages and disadvantages that would result from the conversion of Locust Street into a two-way roadway.

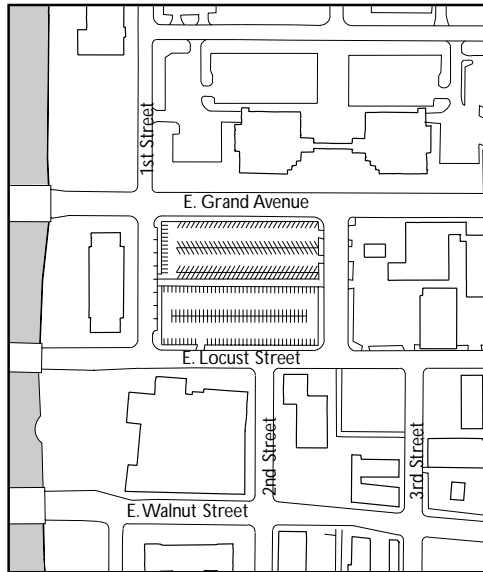
Advantages

- creates a strong link between the currently "severed" west and east sides of Downtown
- slower moving traffic helps to activate the street
- slower moving traffic makes street safer for pedestrians
- good local traffic circulation pattern
- the change in direction of traffic on the east side helps to distinguish the character of Downtown East
- enhancement of safety of pedestrian crossings on Locust due to shorter crosswalks
- greater visibility for businesses on both sides of the street
- easy access to retail on both sides of the street for car traffic
- parking on both sides of Locust Street is easily maintained
- expansion of public transit to include a bus which circulates both east and west-bound along Locust is easily attained

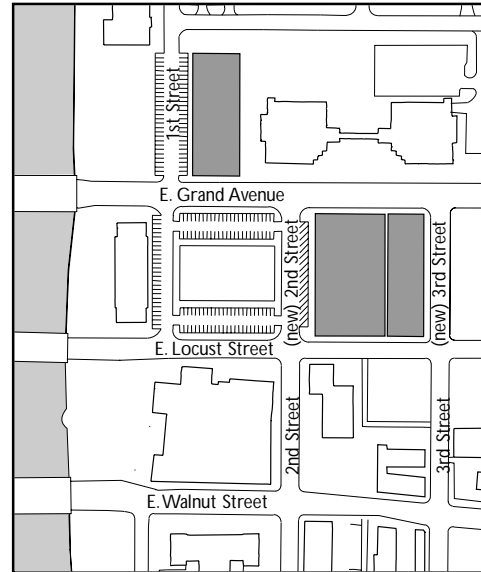
Disadvantages

- through trips would be diverted to Grand Avenue, which would require the removal of some parking
- delivery trucks may have more difficulty maneuvering (however, service lanes do or can exist mid-block to the north and south of most of Locust Street)
- left-turn access may require more time than it does currently
- difficult to provide two-way traffic signal progression on Grand Avenue

It is recommended that further technical study occur to determine exactly how two-way traffic along Locust Street can be accommodated.



Existing street configuration



Potential street alterations in the City Hall area



Currently drivers can only glimpse the Polk County Courthouse in their rear view mirror as they drive one-way, east-bound along Court Avenue

East Court Avenue and East Walnut Street

As two-way streets, Court Avenue and Walnut Street, would each benefit from the slight reduction in the speed of traffic, as well as the increased accessibility and activity that results from two-way street systems. Court Avenue should operate as a two-way street all the way to the Court House, finally allowing one to appreciate the grand gesture of approaching this civic building head-on, as opposed to only glimpsing it in the rear view mirror. This may present some intersection congestion at 5th Avenue. If this proves insurmountable, West 2nd Avenue is recommended as a transition point.

Other Potential Street Alterations

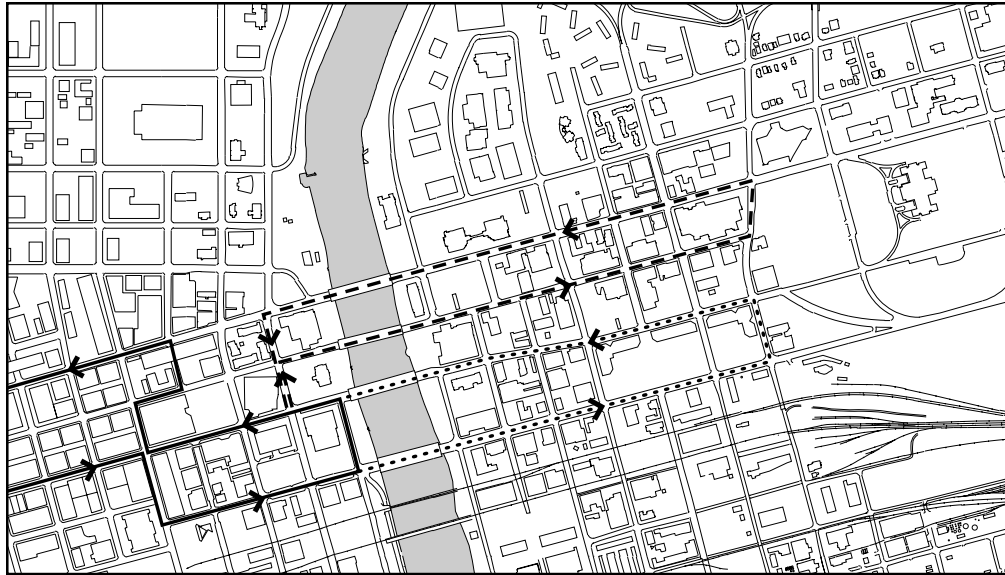
East 2nd Street Realignment

Several of the alternative site plans for City Hall Plaza propose that East 2nd Street continue directly north through East Locust Street to East Grand Avenue. Traffic circulation would be improved, allowing one to get to Grand or Locust more expediently than today. In addition to returning the street system to a predictable grid, this modification helps to produce a tangible development parcel to the west and the "City Hall Plaza" to the east, as discussed above. It also ensures that building development occur at a scale in keeping with the urban design vision for the East Side – i.e. the "superblock" is avoided.

Similarly, in the longer-term future, East 3rd Street could be carried through to East Grand Avenue. Again, the legibility and efficiency of the street system on the east side would be strengthened with this modification.

Pennsylvania Avenue

As discussed in Chapter 3, it is suggested that Pennsylvania Avenue be partially realigned to travel parallel to the other north-south streets on the east side between Grand and Court Avenues. This would regularize the "front yard" of the Capitol Building, create a rational terminus to Locust Street, and establish a very attractive new development parcel to the west.



The existing bus route should be extended to continue through the East Side (dash line). Similarly, the existing Ollie the Trolley route should be extended (dotted line) across the river along Walnut and Court

Public Transit

The transportation system on the East Side should be sensitive to the creation of a neighborhood district – a pedestrian-friendly, 24-hour downtown. If the East Side is to become a real residential option for people, it is imperative that public transit serve the area and be well-connected to other common destinations in the Des Moines region. An efficient and comprehensive transit system not only reduces the need for vehicle ownership, and therefore parking, but allows for a greater spectrum of the population to consider living on the East Side. In any city, the challenge of making public transportation successful is to create a network which is both accessible and cost effective.

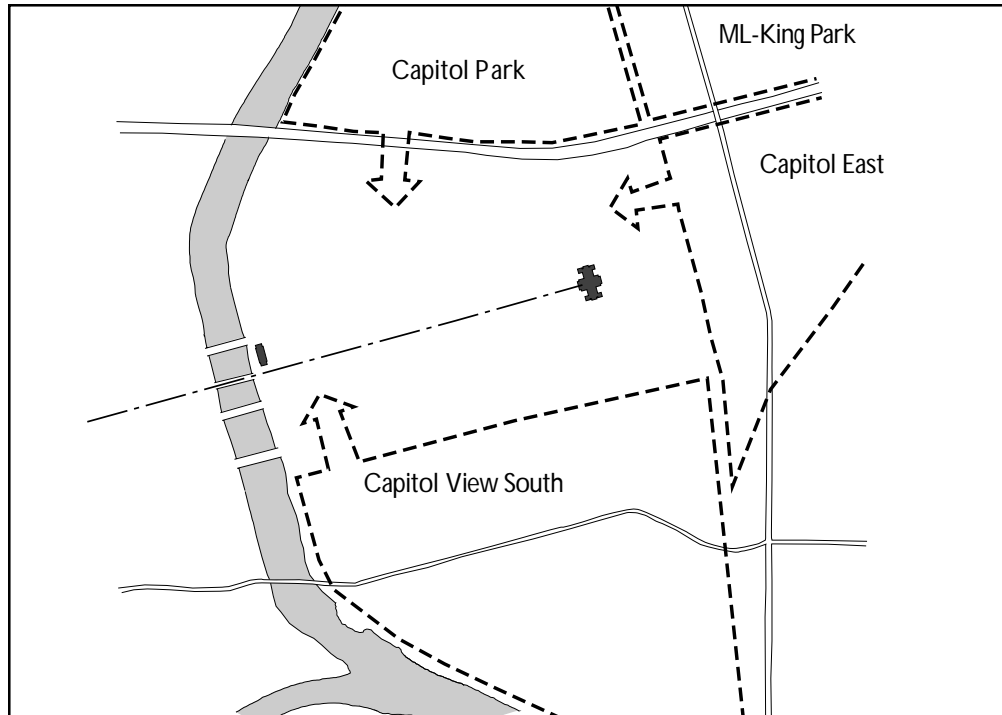
Bus Routing

It is recommended that buses travel east and west along Locust Street, the roadway which is envisioned as the densest district. A bus traveling in two directions along Walnut Street would also serve the area well and could tie into the Transit Mall on the west side. The proposed parking garage at Pennsylvania and Grand Avenues should serve as an intermodal facility. A pull-through for buses at grade would give people the opportunity to park their cars and travel further into town by bus. If ridership is to be maximized, it is important that transfers are minimized between the east and west sides.

Trolley and Shuttle Bus

Ollie the Trolley could, in the future, be fairly successful as a shuttle service on the west side of Des Moines. Such trolley systems, as evidenced in Des Moines, and in several other American cities, tend to serve both tourist and daily-commuter needs. There appears to be some community demand for a trolley service on the East Side. A trolley which travels between the west side and the Capitol would permit people to travel on either side of the River without having to deal with parking. The trolley, to be effective, needs to run at 15 minute intervals during peak times of the day.

9. NEW RESIDENTIAL DISTRICTS



Adjacent neighborhoods all look to Capitol Gateway East as their downtown



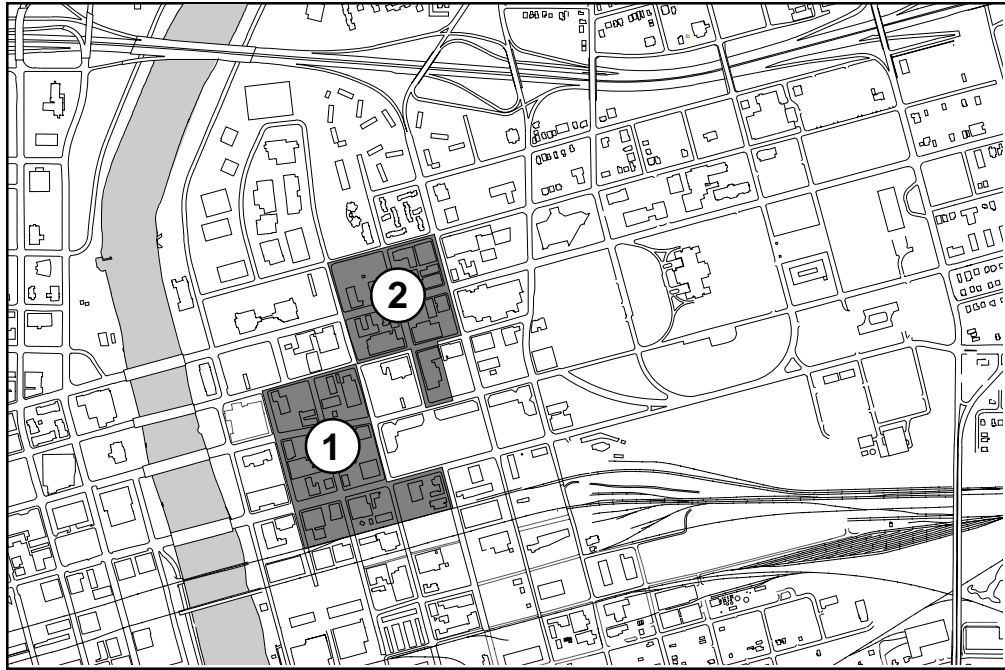
East 3rd and Vine Streets: large underutilized structures such as this should be considered for rehabilitation into live/work space

In the market survey conducted as part of this study, a significant number of respondents stated that they would consider living on the East Side if proper housing choices were available. This is consistent with a small, but growing, national trend back towards city living. Also typical are the types of people interested in downtown living: dual-income couples without kids, singles and retired people. Residential development is important to the revitalization of the East Side. Through the availability of housing, commercial and round-the-clock activity can flourish. This is key to ensuring that Downtown East is a vital and safe area. Mixed-use development which ensures commercial uses at grade, facing the street, and a combination of business and residential uses on upper floors is, therefore, encouraged.

In addition to the residents living within Capitol Gateway East, the abutting neighborhoods including, Capitol Park, Martin Luther King Park, Capitol View and Capitol East look to the area to in the future be *their* downtown as it once was in the past. These neighborhoods should all bear some physical and programmatic influence on the future development of the East Side. Today the housing stock offered in the vicinity is limited.

The Market Analysis suggested that 400 new housing units could be introduced to the Capitol Gateway East area over the next decade. The target should be 30 to 50 new units per year. This would result in 600 to 1,000 additional persons living on the East Side, greatly increasing the area's vitality, supporting local retail and service establishments and, indeed, creating the demand for more.

The appropriate scale and type of housing development is a combination of low-rise multi-family units and attached single family residences such as townhouses. Market survey respondents preferences include rowhouse/townhouse units and apartment/condominiums and loft/condominium units. Housing would be produced at a relatively high density –18 to 25 units/acre. Private or semi-private outdoor space should be provided, as should off-street parking.



New residential districts should reinforce and extend existing neighborhoods

General Residential Design Guidelines

- *build to property line at major street edges*
- *parking to be located at inner block at surface, in a structure or below grade*
- *provide retail space at grade if on major east-west street*
- *no building is permitted over a public right-of-way*
- *provide outdoor private or shared semi-private space for all units*
- *buildings should not exceed six stories in height*

There are several market segments for downtown housing that may be tapped in Downtown East. These include employees of the State at the Capitol Complex; Des Moines General Hospital employees; student interns attending Drake University and Grand View College; seniors seeking housing within walking distance of services; people looking for urban accommodation to lessen commuting time; people simply looking for an alternative to what is offered in the suburbs or on the west side; and young people looking for affordable housing near their east side neighborhood families.

A variety of housing types and price ranges should be offered in Capitol Gateway East. Market survey results indicate that potential residents represent a range of income groups from \$26,000 to \$55,000 in annual income, to a significant proportion of interested respondents having annual incomes over \$81,000. This suggests that, while units renting for \$550 to \$700 and for sale units in the \$75,000 to \$125,000 range might be one target market niche, it is not unreasonable to expect some units in the \$200,000 to \$250,000 range to also be offered.

Several districts have been identified as good areas for additional residential development. Many of these sites could incorporate existing buildings suitable for rehabilitation into housing or live/work space. In some cases, these districts already offer some services and amenities whose survival may be at risk, as they lack the critical mass necessary for their support. In many cases, these blocks are in a location, such as near the greenway system, which would make them attractive as residential development sites. Districts under consideration include: (1) Court Avenue from the river between the more northerly railroad tracks and Walnut Street, and (2) the area around East Locust Street and East 5th Street.

10.

**ENCOURAGING
MIXED-USE
DEVELOPMENT**



Building survey assessment



Structures of significant historical or architectural character that may require a more detailed feasibility study to ascertain the de-



Structures of significant historical or architectural character that should be retained, redeveloped, and included in larger development schemes



National Register Structure

With only minor adjustments to current zoning designations, more opportunities for mixed-use development can evolve. It is important to encourage living and working in the area – this is critical for neighborhoods that are active, safe and enjoyed around-the-clock. Each of the existing neighborhoods within or adjacent to it should encourage mixed-use on most infill development. Particular developments which occur in the vicinity of the Locust Street core should consider incorporating rental or homestead residential in combination with commercial space.

The Market Analysis suggests that office development is likely to be the “driver” of redevelopment in Capitol Gateway East. However, retail, service, commercial and residential uses will and should be incorporated into the area as well. This will add value to the area and, in turn, strengthen it for additional office development. At present and in the near future, large-scale general retail cannot be justified by market demographics and demand.

Although the predominant use may be office, several specific opportunities for retail development have been identified. Deli and speciality food stores should be high on the list of retail uses to expand and attract to the East Side. Book and gift stores, along with selected services such as banks/ATMs, are also needed in the area.

Capitol Gateway East should not attempt to replicate the entertainment uses found in the Court Avenue historic district, nor those in Valley Junction, though some modestly-scaled evening/entertainment venues may succeed once additional residential development takes place.

The associations and institutions that may be interested in locating near the Capitol may incorporate mixed-use that will add to the life of the Locust Street neighborhood. This type of diversity should be encouraged. At the same time, the introduction of these institutions will increase the demand for local services.

11. LONG-TERM EAST SIDE OPPORTUNITIES



107 East 5th Street would lend itself to becoming a public market building



There are several historically significant structures that would lend themselves to a combination of commercial uses

In addition to the priority areas which require public initiative, there are longer-term new development and rehabilitation sites recommended by this plan. Private development should take the lead on these sites. However, there may be instances where public/private agreements are desirable from the City's perspective to ensure that development on the East Side occurs in the most advantageous manner. (Please refer to the Long-Range Development Opportunities map p. 47)

Long-term opportunities should both include encouraging a number of uses on the East Side that may serve the immediate neighborhood and also become destinations for people from the region. These include:

The Commercial Office Market

It is reasonable to expect one-half million square feet of net new office space to be developed in Capitol Gateway East over the next decade. This translates into a 40,000 to 60,000 square foot annual absorption rate. Associations, health organizations, back office operations of CBD West businesses, advertising agencies and State government should be targeted as primary users. The product should be low-to-moderate density office buildings ranging in size from 30,000 to 120,000 square feet and developed at suburban densities (0.35 to 1.5 F.A.R.), but designed to be urban in character and image. It is important that development opportunities do not try to emulate either Downtown West office products or suburban products, but rather offer the type of space and provide for a mix of uses not available elsewhere.

Reuse of Historically Significant Buildings

There are several historically significant buildings in the study area which are clearly worth reusing. These buildings are well-suited to become mixed-use developments. In evidence already, are a number of units in rehabilitated structures, most notably along East Grand Avenue. These lofts provide the opportunity for live/work space and cater to those segments of the housing market poorly served in the Des Moines area. Retail uses should be integrated into renovated existing structures, as well as being incorporated into the ground floor of new mixed-use buildings.

The East Side Learning Center

A number of Des Moines' institutions have expressed an interest in moving from their current locations or expanding their operations. As home to the State Capitol and a number of large land parcels, the East Side has a lot to offer such institutions. The institutions, in particular, that may be candidates include the Des Moines Public Library, the Science Center of Iowa and the Downtown School. Any one of these would be a welcome addition to the East Side. However, one can begin to think more broadly about what could happen if several of these institutions merged some of their physical and programmatic functions to create a Learning Center or a concept similar to that espoused in the *Des Moines Vision Plan* – a Cultural Crescent.

Additional Convention Facilities

Downtown Des Moines is in need of a second convention center. Having put itself "on the map," the City is often trying to host several large-scale events, conferences and trade shows at the same time. Certainly, the East Side can offer a site for a moderately-sized convention center. A development such as this would be a great catalyst for further investment in the area.

A Year-Round Public Market

The concept of a public market with individual businesses occupying a permanent renovated building (as opposed to a seasonal or weekend farmers' market) should be explored. A food market takes place on Saturdays on Court Avenue. However, there is no market downtown that operates every day, year-round. Residents on the East Side have to travel a fair distance to buy groceries. A market in Downtown East could serve this need, yet offer additional services by combining food with other retail/community functions. The market would be well-housed in a historically significant warehouse building such as 107 East 5th Street, located directly south of the Capitol East Office Complex. Notably, Old Market Square was located directly to the south of this building at the beginning of the century. The new market and tangential activities should evolve into an indoor and outdoor public amenity, perhaps connecting to the proposed greenway at the abandoned rail line.

Additional Hotel Facilities

The only hotel in Downtown East today is the Embassy Suites. Built in 1990, it has been a success, despite fears that it was too isolated from the West Side. Vacancy rates are consistently low and the various function rooms are in demand. Another hotel offering easy access to both the Capitol and the west side would be beneficial to the City in general, and would provide obvious benefits to the reurbanization of the East Side.

Movie Theater Complex

The East Side once had a cinema that is still fondly remembered by residents. At present, area residents must go to the suburbs to see movies. Virtually all of these theaters will have to be rebuilt in the near future to keep up with the technology and economics of the rapidly emerging multiplex. The East Side offers several alternative sites of adequate size, and might even market itself as a prime location for such a facility.

Other exciting long-term prospects include institutions, such as the Iowa High School Athletic Association Hall of Fame; Iowa State Educational Association; expanded Des Moines General Hospital facilities; a full Police Campus; and even a full-service supermarket, another use making a comeback from the suburbs into some American cities.

General Design Guidelines for Commercial Development

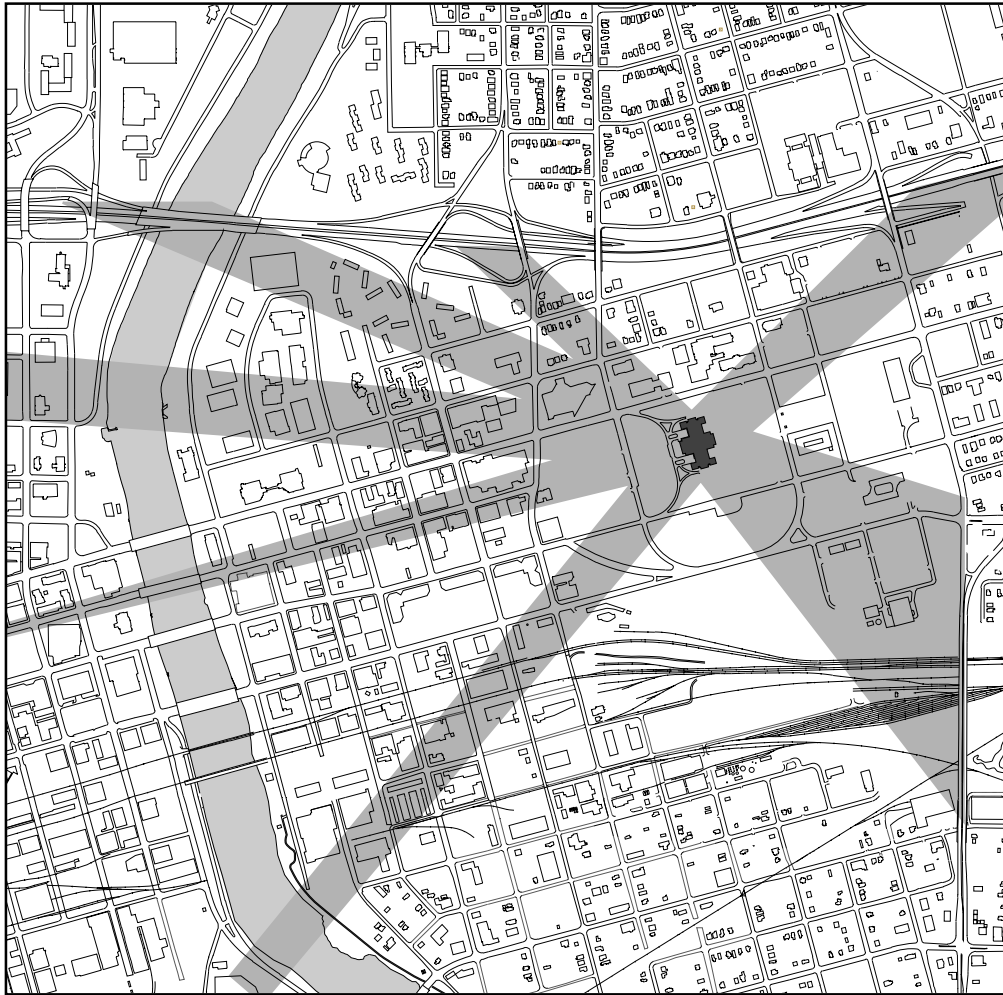
Commercial

- provide retail space at grade (see Locust storefront criteria) if on major east-west street
- parking to be located at inner block on surface, in a structure or below grade
- build to property line at major street edges
- no building is permitted over a public right-of-way
- buildings should not exceed 6 stories in height

Large-scale Commercial

- parking to be located at inner block on surface, in a structure or below grade
- build to property line at major street edges
- no building is permitted over a public right-of-way
- facades should be subdivided to mitigate their length and respond to their neighborhood context

12. VIEW CORRIDORS & VIEW PROTECTION



A number of view corridors to the State Capitol need to be protected. There are currently no height restrictions on the East Side except in Urban Renewal areas. Before creating blanket restrictions, however, there should be incentives that encourage development which respects the view corridors to and from the Capitol. For example, tax abatements and tax increment financing assistance could be granted to developments that comply with Capitol View Protection standards. Given that it is not expected that buildings over 75 feet high would be economically sound propositions, regulatory bodies should make an effort not to over regulate in this regard, for fear of scaring off potential development.

General design guidelines can serve to address some of the basic view protection concerns. In addition, view corridors to the Capitol building should be prioritized. The Locust Street view is obviously primary and probably one of the least threatened. Similarly, views from I-235, the Veteran's Auditorium, and the Sec Taylor Stadium are not endangered. On the other hand, views from Grand Avenue may be less easily assured and, as a number of development sites are being suggested in this area, greater attention needs to be paid to the vertical implications of new development.

It is recommended that a body be formed that will study the advantages and disadvantages of incentive mechanisms versus legislative regulations to ensure specific Capitol view protection standards.

IMPLEMENTATION TIME - LINE:

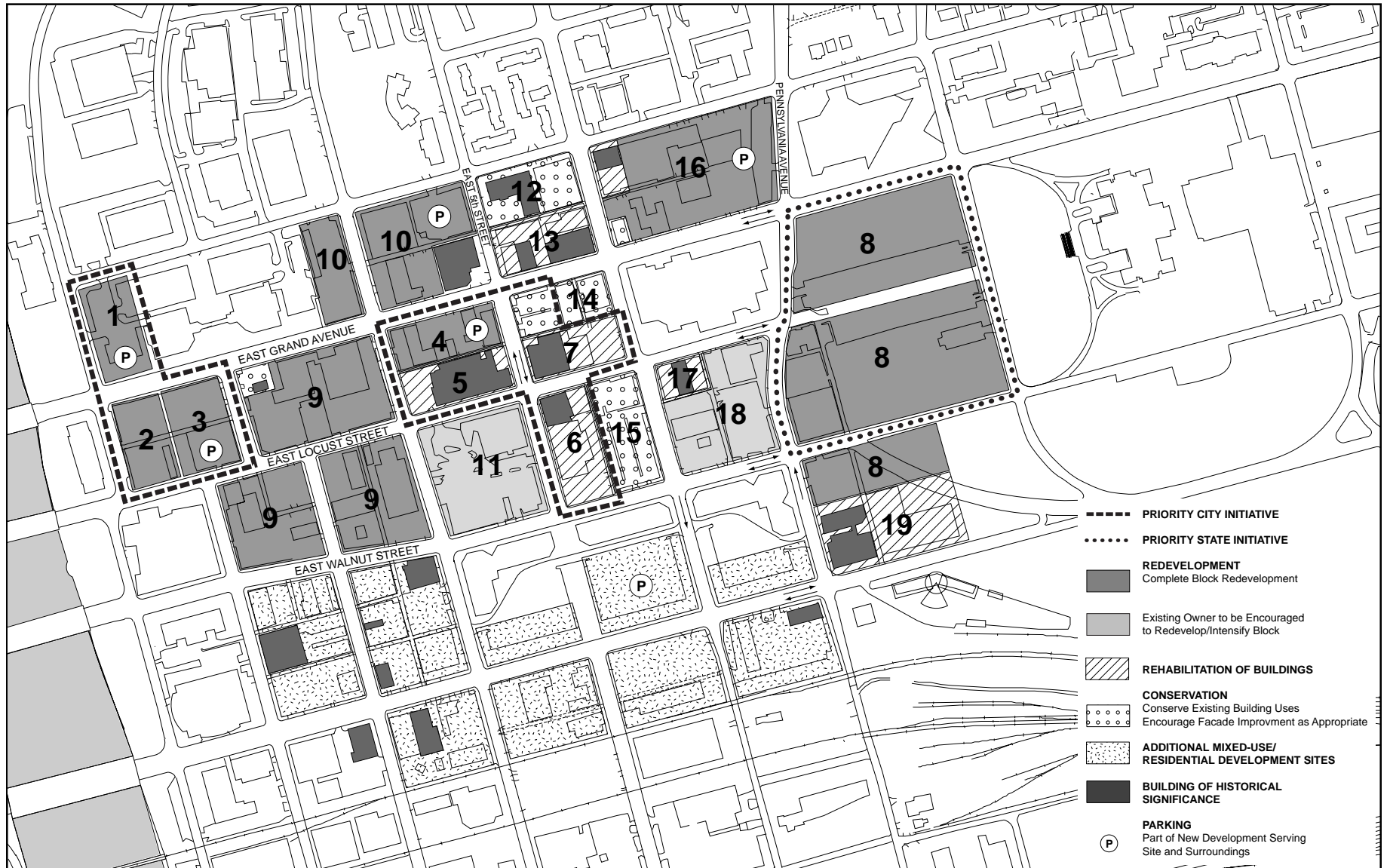
the four principal recommendations

INITIATIVES	FIRST 6 MONTHS	1-3 YEARS	3-6 YEARS
OVERALL COORDINATION	<ul style="list-style-type: none"> form and fund Implementation Coordination team consisting of state, city and business representatives 		
LOCUST STREET	<ul style="list-style-type: none"> form Locust Street Planning Committee establish scope, schedule, budget allocate funding for improvements 	<ul style="list-style-type: none"> retain design team construction & installation resolve technical issues re: 2-way traffic pursue program for facade improvements 	<ul style="list-style-type: none"> identify priority infill projects for private redevelopment create a SMID* for Locust Street maintenance complete transition to 2-way
CITY HALL PLAZA	<ul style="list-style-type: none"> form CHP Area Development Committee feasibility study of redevelopment potential prepare a Request for Proposals further study of parking replacement 	<ul style="list-style-type: none"> issue a Request for Proposals select a development partner commence construction 	<ul style="list-style-type: none"> complete private development dedicate Plaza
CAPITOL TERRACES	<ul style="list-style-type: none"> form working Committee conduct studies of programming, legislative implications of disposing/ leasing state lands, phasing adoption of forecourt and development as part of Capitol master plan 	<ul style="list-style-type: none"> select designer for forecourt proceed with Locust St. extension and forecourt construction prepare and issue Request for Proposals for development parcels proceed with garage at Penn & Grand Ave. 	<ul style="list-style-type: none"> determine development in adjoining parcels further parking consolidation in the Capitol complex evaluate Penn Ave. relocation
5TH &-LOCUST	<ul style="list-style-type: none"> determine funding mechanisms (DMDC, other interested parties) identify properties for acquisition, stabilization, clearance, redevelopment 	<ul style="list-style-type: none"> building-by-building rehab. assessment preparation of redevelopment sites completion of rehab. of Teachout Bldg. 	<ul style="list-style-type: none"> active solicitation of private development form SMID for Locust corridor district
PARALLEL INITIATIVES	<ul style="list-style-type: none"> adopt and distribute urban design plan solicit other potential catalytic initiatives, such as Iowa State Educational Assoc., Iowa High School Hall of Pride, East Side Learning Center, Chinese Cultural Center Iowa Public Employees Retirement System form committee to examine View Protection mechanisms define scope for 2-way street system 	<ul style="list-style-type: none"> implement bridge improvements implement 2-way street system select future sites for residential infill projects work with Parks & Recreation to establish rail-trail along railway tracks implement view corridor policy implement transit improvements 	<ul style="list-style-type: none"> continue to improve greenways continue bridge enhancements continue to solicit interest in building rehabilitation through incentives and partnerships

*SMID: Self-Supporting Improvement District

LONG-RANGE DEVELOPMENT OPPORTUNITIES

This map provides a long-range "blueprint" for development of the sites in Capitol Gateway East which the urban design plan has identified for various actions.



- 1** Construct a new parking garage on the East Grand Office Park surface lot to serve Principal Insurance, City Hall, the Armory Building and surrounding development. Ground level retail or service uses (e.g. a day care center) should face Grand Avenue.
- 2** A public plaza should be created on this portion of the existing City Hall surface parking lot, flanked to the east by a new mixed-use complex on Parcel 3. The plaza is a focus for this new development, along with the Embassy Suites Hotel, City Hall and the East Grand Office Park.
- 3** Accommodate a mixed-use complex with office space as the primary use. Residential units would be an alternative use. Retail uses should occupy the ground level, with sufficient structured parking integrated into the complex to serve/replace spaces needed for the adjacent Embassy Suites.
- 4** Assemble parcels for new development that include a parking garage with ground-level retail or service uses to support existing facilities to be retained in Parcels 13 and 5, as well as new development proposed on Parcel 9. Preserve historic storefronts where possible.
- 5** Rehabilitate the row of buildings which contains Betts Hardware, accompanying surface parking, and other structures for retail, service, office and residential uses. Parking should be supplemented by the adjoining garage proposed for Parcel 4, the north half of the block.
- 6** Retain and rehabilitate the structures on this half block facing 5th Street.
- 7** Rehabilitate existing structures for residential, office and retail use on the block containing the Teahout and other buildings worthy of reuse. Renovation will range from facade improvements to major rehab., and improvement of the existing supporting parking facility.
- 8** State sites to be made available for new development, with proper consideration of architectural compatibility with the State Capitol building and retention of major view corridors.
- 9** Encourage new office and residential developments of medium density on all three blocks with ground level retail focused on Locust. Every effort should be made to retain the existing Conoco gas station or to relocate it as part of an adaptive reuse, integrating this notable architectural and historic structure into the new development plan.
- 10** Retain Superior Art Glass building due to its architectural and historic significance, but assemble the balance of this block and the eastern portion of the block across 4th Street for new development. A mix of uses, including residential and office, is anticipated. It is also assumed that surface or structured parking to serve these new uses and surrounding developments would be provided.
- 11** Encourage owner-driven new development and densification with additional office and service uses.
- 12** Retain existing church, but relocate its parking from present site west of 5th Street to the property adjacent to the church on the east to better serve its needs and to free-up Parcel 10 for new development.
- 13** Encourage rehabilitation of this portion of the block with an expansion of the office and residential loft uses that have successfully begun.
- 14** Conserve these structures, businesses and associated parking (e.g. oriental food store and medical supply) which are supportive of the neighborhood.
- 15** Conserve this existing office building and the surface parking that serves it.
- 16** Rehabilitate the building on the northwest corner. Retain the building on the southwest corner, due to the neighborhood significance of the business occupant. Assemble the remainder of the block for new development. Preserve historic storefronts where possible.
- 17** Rehabilitate the buildings facing Locust on this quarter block in conjunction with the creation of supporting surface parking to the south.
- 18** Encourage the existing bank owner/occupant to redevelop this block for a more intense use, while retaining or expanding their banking operations.
- 19** Rehabilitate the two buildings on the western portion of this half block, with the adjacent area to their east serving as surface parking.



Existing small businesses are part of the economic base and character of the East Side and should

INCENTIVES FOR DEVELOPMENT & REHABILITATION

All three project partners should explore the following incentives to draw the private sector to the East Side.

- tax increment financing arrangements and relief on parking requirements
- ISTEAN/NEXTEA funds
- Facade Improvement Programs
- National Trust "Main Streets" Program
- Capital Improvement Grants
- Self-Supporting Municipal Improvement Districts
- Small business retention/expansion/attraction

It should remain a priority to retain existing businesses. It is the small service, retail and manufacturing operations that help to stabilize an area and serve the existing residents. However, there may be instances where existing businesses are not consistent with the agreed upon urban design and economic development strategies for the East Side. In these cases, property owners will be offered "just compensation" at the very least, as well as suggestions regarding potential relocation sites.

SMALL BUSINESS RETENTION/EXPANSION/ATTRACTION

The following strategies are recommended for strengthening and expanding small businesses in Capitol Gateway East:

- Permit combined commercial/residential buildings as a way of expanding housing options, as well as a means of supplementing business owners' cash flow
- Establish a business contact program to make regular, periodic calls on Capitol Gateway East businesses to monitor factors affecting their businesses, assess needs, and identify potential expansion and attraction opportunities from within each business cluster. Use this as the basis for a survey to identify expansion plans, hiring and training needs, financing needs, and general demographic information about the number of employees, wage scales, etc. This will provide further direction to future small business retention strategies.
- Offer design assistance in relation to building facade improvements, signage and landscaping.
- Consider a cooperative marketing program for East Side retail and service businesses that provides marketing assistance and advertising which would be cost prohibitive on an individual basis (for example, a cooperative program with Drake University business students).
- Prepare and distribute a "tool kit" list of services available to East Side businesses-(City services, as well as those available through SBA, the Chamber of Commerce and other organizations).
- Market and utilize the City of Des Moines Facade Improvement Program offered through the Office of Economic Development

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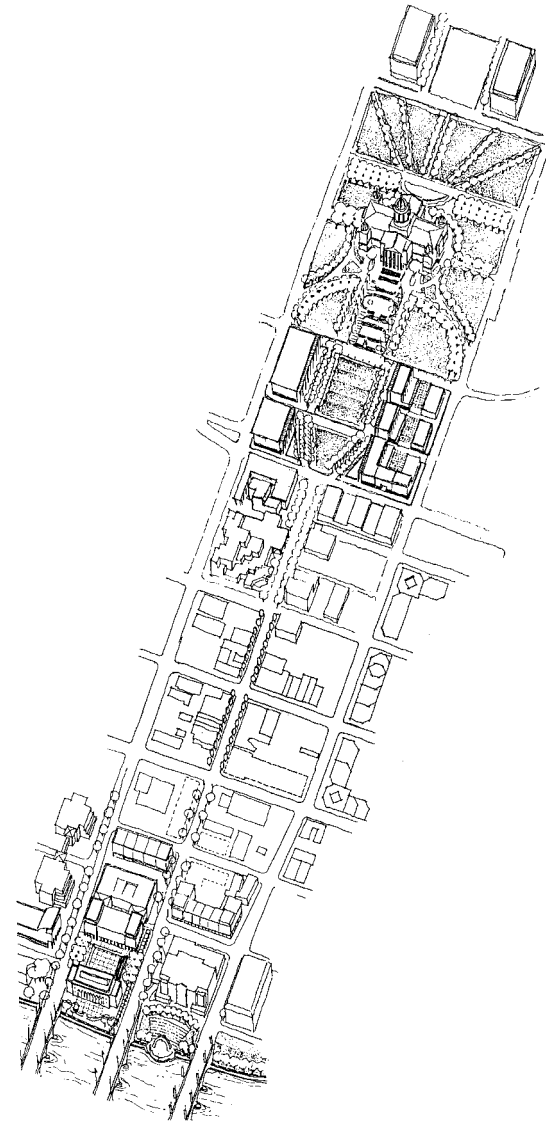
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IV. A P P E N D I X

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APPENDIX 1:

The objective of the Capitol Gateway East (CGE) Market Study has been to assist the City of Des Moines in evaluating the potential for new office, residential, retail and institutional uses in the CGE- area. The following target markets have been identified based upon our market analysis and the results of the employee survey. Development potential for all these markets assumes that comprehensive redevelopment occurs.

Office Market

- A goal of absorbing one-half million square feet of net new office space in CGE over the decade after implementing plan improvements is reasonable. This 40,000 to 60,000 square foot annual absorption rate assumes continued expansion of Des Moines' office-using economic base.
- Target associations, health organizations, bank office operations of central business district (CBD) West businesses, advertising agencies, and state government as primary users.
- The product should be low to moderate in density and scale. Office buildings can range in size from 30,000 to 120,000 square feet.
- New office buildings should be developed at suburban densities (0.35 to 1.5 F.A.R.) but designed to be urban in character and image (e.g. 2-6 story structures brought to the sidewalk of the blocks they occupy).
- Do not try to recreate either CBD office products or suburban products in CGE, but to accommodate and expand the defined market niche.

Residential Market

- A goal of adding 400 new housing units to CGE over the next decade should be established with a target of 30 to 50 new units per year after plan improvements are well underway. This could result in an infusion of 600 to 1,000 additional persons living in CGE which would greatly increase the area's vitality and contribute to the demand for retail and service businesses in CGE.
- The potential market pool of employees who would consider living in CGE could be estimated at 4,000 to 13,000 and is likely to lie somewhere in between these two numbers. e.g. in the range of 6,000 to 8,000. This estimate of the potential employee market pool is based upon applying the 21.9

EXECUTIVE SUMMARY OF THE MARKET ANALYSIS

percent of "interested survey respondents to the estimated 60,000 employee downtown labor pool or, using a more conservative approach, applying an 8.2 percent "interested" response rate (assuming all non-responding employees surveyed were "not interested") to the downtown labor pool.

- A variety of housing types and price ranges should be offered in CGE. The survey indicates interested respondents, "first choice" preferences include rowhouse/townhouse units (highest number of "first choice" responses at 95), as well as apartment/condo and loft/condo units (which garnered 47 and 44 responses respectively). Likewise, household incomes of interested respondents ranged widely. The greatest concentrations were households in the \$26,000 to \$55,000 annual income ranges (53.1%). However, it is also significant that 13.3 percent of the interested respondents have annual household incomes over \$81,000. This suggests that, while units renting for \$550 to \$700 and for -sale units in the \$75,000 to \$125,000 range might be on target niche, it is not unreasonable to expect that some for -sale units targeted at \$200,000 to \$250,000 home buyers would also be offered.

Retail Market

- Existing retail businesses should top the list of commercial uses to be retained.
- Deli and speciality food stores should be high on the list of retail uses to expand and attract to the CGE. This is consistent with the existing uses represented in the CGE, with the types of uses desired in the plan, and with preferences expressed by the survey respondents.
- The potential for large-scale general retailing cannot presently be justified by market demographics and demand. Such uses would depend upon more dense concentrations of residential uses in CGE.
- Retail uses should be integrated into renovated existing structures, as well as incorporated into the ground floor of new mixed-use buildings. The concept of a public market with individual businesses occupying a permanent renovated building (as opposed to a seasonal or weekend farmers market) should also be explored.
- CGE should not attempt to replicate the entertainment uses found in Court Avenue or Valley Junction.



The Botanical Center: one of the cultural institutions in the Gateway East District

Institutional Market

- Existing institutions form the foundation for a real cultural center in the community:
 - Botanical Center
 - Iowa Historical Museum
 - State Capitol
 - Des Moines General Hospital
- Expansion and relocation opportunities with the greatest potential include:
 - Des Moines General Hospital
 - Science Center
 - Chinese Cultural Center
 - Downtown School
 - Iowa State Educational Association

APPENDIX-11:

BRIEF HISTORY OF THE EAST SIDE OF DES MOINES

The history of a neighborhood is much like that of a fingerprint; it is unique and has made an indelible impression upon how the area has evolved. Tracing the history gives us insight into the current configuration and condition of the area enabling the neighborhood to make clearer judgements and decisions about its future.

Historically, Gateway East has been a district subject to upheaval. Stemming back from the origins of Des Moines to the construction of I-235 in the 1960's, this area has had a constant struggle in attaining a uniform urban mass and density. The pattern has been one of purging and redevelopment, frequently with a totally new purpose and use. The result has been an inability to sustain a stable image.

Development of this area began in earnest at about the same time as the founding of Des Moines on the west side in the 1840's and its incorporation in 1855. At that time, access to the West Side across the Des Moines River was via a toll bridge crossing at Court Avenue. Court Avenue's significance on the west side served as the axial focus leading from the river to the government courthouse (This configuration would serve as a predecessor to the eventual development of a government seat on the east side). On the east bank, Court Avenue near the river became the location for the first commercial center. The establishment of this commercial center formed here for two reasons: first, this was the location of the trailhead for the old trading trail that led to the Indian trading post and crossed downstream at Red Rock, and second, given the proximity to the toll bridge, industrial activities - wood mills, planing mills, boiler works, rendering and packing facilities, brick factories and the like - became the norm along the entire east side of the river (i.e., packing plants, gas works) associated with the demands of the new, growing city were becoming established.

As the new west side community flourished, a small settlement was established at the base of a prominent knoll east of the river. This settlement would continue to grow despite the much faster-growing west side. This growth may be attributed, in part, to the toll required to cross the Court Avenue (c.1855) and eventually, the Walnut Avenue (c.1860) bridges. Neighborhoods (that supplied the industrial activity's work force) and a business center continued to grow further up the hill a way from the dirt and din of the riverfront. A prominent Swedish enclave was located north of Locust, while the Irish and poorer white resi-

dents located along the flats south of Court and behind the activity of the industrial riverfront.

In 1856, Des Moines became the new seat of the State government. Housed in a "temporary" facility, the Capitol was located along Court Avenue near the top of the prominent knoll on the east side. After a vigorous campaign by both West and East Side businessmen, construction of the new State Capitol Building began in 1885 atop the knoll on land given to the State by East Siders. Located to the north of the original structure, this new building followed the example set by the courthouse on the west side and was sited on the axis of Locust Avenue.

From an urban design perspective, the placement of the Capitol on axis with Locust Avenue failed to unify the two sides of the river. Instead of creating a singularly-prominent "governmental" boulevard bolstered by a significant government structure at each end, two streets commanded a level of prominence. Offset two blocks in the north-south direction, each street was anchored in the opposite direction of the other and extended to and across the river. Fashioning the city along these two corridors against each other, rather than in a singular, signature statement, created a certain inertia that "pitted" development resources. This resulted in the two sides, the West and the East business centers, competing against one another causing a weakness of the effort near or at the river.

The new capitol building necessitated a new bridge on Locust to be built in 1885, becoming the first public crossing between the west and east sides. By this time, the commercial core at the foot of the Capitol had become a full service center for the residents living in this area, as well as those residents of settlement enclaves further to the east and north, including the Grandview and Highland Hills areas. These residents frequented businesses by using the Northwestern Railroad. Coming from the north, this railroad was located along Fourth Street with its depot located in the vicinity of Fourth Street and Locust Avenue. The Northwestern line formed the division between the developing East side neighborhood and the industrial activity to the west. The commercial/industrial center at the river and Court Avenue thrived following the construction of the Rock Island Railroad across the river at two locations

in 1866 and 1867 at two locations. It roughly followed the route of the original trading trail to the east.

Once the location of the State's Capitol was firmly established in Des Moines with the construction of the new Capitol Building, it was logical to locate the State Fair Grounds in Des Moines five miles east of the Capitol. In response, Keokuk Avenue (sometimes referred to as Sycamore), which bordered the north edge of the Capitol grounds, was extended to reach the new fairgrounds. In 1886, a new, second public bridge crossing the Des Moines River was built. Keokuk Avenue extended through to the West Side to connect with the "Old Road to Council Bluffs," the pioneer trail that led into western Iowa. Along this road west of the West Side's commercial center was another enclave referred to as Greenwood. With the construction of the new bridge at the river, Keokuk Avenue became the first street in Des Moines to connect both sides of the river along the city's entire length. The significance of this street necessitated a name change; Keokuk would become Des Moines' premier street - Grand Avenue.

At the turn of the century, the political winds of the Progressive Party movement were gaining momentum and the riverfront, especially on the east side, was notably altered by its influence. The movement believed that an improvement of one's surroundings would improve society's attitude of itself and, subsequently, its moral and ethical values. Out of this, the City Beautiful Movement was introduced to Des Moines. The Des Moines riverfront became the test of this model with the planning and construction of a grand civic/governmental core on both banks of the river. In 1911, the first project on the east side began with construction of the new city hall. Eventually, the entire riverfront from Grand Avenue to Court Avenue was cleared and cleaned to make way for noble civic effort. By the early 1920's, the intensity of the movement and its political support began to wane, though not before the appearance of the east side had been improved.

With the implementation of the City Beautiful Plan, the industrial area was impacted, though not totally eliminated. Elimination of industrial businesses induced pressure to relocate the remaining activity on the east edge. Already marginalized by the earlier growth of the industrial front, the shrinking Swedish neighborhood would find solace by moving away from the intrusive din of the area. Racial and ethnic enclaves were displaced by the scheme and moved to the West side. Morally "questionable" businesses relocated into the now-thriving Downtown East business district, making it a more "complete" urban center.

Meanwhile, the presence of the Capitol and its expanding role to the citizenship would begin to absorb lands immediately surrounding the east, north and west sides of its original grounds. In doing so, residential neighborhoods were eliminated, an action that would ultimately have an impact upon the continued vitality of the downtown business center.

The early half of the twentieth century saw Downtown East achieve its own heyday, complete with business, commercial, retail, cultural, and entertainment activities that somehow balanced with the much-larger and prosperous west side. The core of Downtown East extended from Fourth Street on the west to Seventh Street on the east and from Grand Avenue on the north to Court Avenue on the south. Into the 1950's, the area maintained its vitality to the whole Des Moines east side, despite the eventual demise and disappearance of the railroads. Light industrial and warehouse-like activities continued to exist in the redefined area along the riverfront adjacent to the now-established government centers. The district continued to adapt and adjust without being able to create momentum or significant critical mass. The tendency was to re-define its commercial presence by luring development that might otherwise occur in the suburbs. The last, and possibly most significant, event that would forever impact the district's dynamics occurred in the early 1960's, with the construction of the MacVicar Freeway. With its construction, the freeway imposed a steady and unrelenting stranglehold upon the future of Downtown East. The freeway created two unyielding dynamics: first, it became a physical barrier between the east side core and the neighborhoods which supported it, and second, it offered an efficient means by which residents could easily access other commercial destinations within the city, thereby by-passing the east side. The result has been an inability to maintain the vitality and purpose the city had once achieved in serving its East Side neighborhoods.

APPENDIX III: CAPITOL GATEWAY EAST STRUCTURES SURVEY & BUILDING ASSESSMENT

Capitol Gateway East is composed of a diverse collection of building types, styles and ages. Despite a colorful and sometimes disruptive history (see History & Context), remnants of once thriving residential, commercial, and industrial centers remain. Serving as sentries from the past, these survivors of time offer glimpses of what the area's past was like, contrasted against more contemporary replacements, developments and modifications. Simultaneously, these contrasts recall a lost vitality and spirit, while offering opportunities for potential revitalization.

Today, Capitol Gateway East is an area that conveys a negative image to those who pass through or visit the area. In part, this perception may be attributed to the lack of both urban density throughout its built environment and a uniform and cohesive architectural expression. Four distinct districts within Gateway East: first, the State Capitol complex framing the east end; second, the "City Beautiful" civic core (city and federal facilities) defining the west edge along the Des Moines riverfront; third, a small residential enclave extending from Penn Avenue to East Fifth Street north of Des Moines Street; and fourth, the commercial, retail, light industrial district referred to as Downtown East, extending from East Second Street to Penn Avenue south of Des Moines Street. Each district conveys a distinct character in terms of scale, density, texture and architectural expression and a continuity of characteristics does not exist between them. The overall demeanor of the district appears detached and fragmented. Exacerbated by uses typically not found in urban neighborhoods, the intensity of land use coupled with a disparate architectural expression, has resulted in a diverse, fragmented-looking district.

For the purposes of this study, the building survey and assessment analysis focused upon the private commercial/retail sector of Downtown East (see property ownership map on page 45). This given area has the greatest potential of being affected by or affecting redevelopment and revitalization efforts. This survey/assessment will assist in providing a clearer understanding of the existing building inventory and the potential opportunities it offers.

A "windshield" inventory reveals the overall urban fabric in Downtown East to be of low to moderate density in terms of both scale and compactness. As is typical of many older, urban commercial centers, the majority of the older structures are in a state of decline, with a few notable exceptions. Many buildings have been radically altered or modified in an attempt to either "upgrade" their

image; accommodate a new tenant or different use; or to "streamline" maintenance requirements and costs. Consequently, most of the architectural detail is covered, damaged or lacking the storefront character that may have once contributed to the streetscape's visual vitality. Much of this older stock is vacant, partially occupied or is being under-utilized with uses of temporary duration (ie., storage) or of lesser intensity. However, two core areas do offer a higher concentration of intact historic fabric. One is in the vicinity of Fifth Street along Locust and Grand Avenue, while the other occurs along Court Avenue from First Street to Third Street. These two areas contain the largest collection of structures dating from the 1880's through the 1940's. The number of historic structures exists in these two areas is evidence of the level and intensity of development that has occurred. These two areas represent the most historically stable and vital centers remaining from the 1850's within the Gateway East District.

The remaining area within the district hosts a broad collection of building types, sizes, styles and ages. Structures from the turn of the century are scattered at random without a collective density forming a distinguishable critical mass. Newer building stock (post 1950) presents a collection of building types that includes light industrial warehouse structures, suburban-style commercial office facilities, and various vernacular, architecturally-nondescript buildings. Incongruous with traditional urban contexts, these structures are generally isolated within an area of surface parking and do not help in defining a dense, intact urban streetscape.

Key to the revitalization of the district is the identification of those structures that help define its architectural and/or historical identity. Incorporating those structures into the overall redevelopment goals will reinforce the importance of the area's historic role. Structures identified are typically noted for their architectural integrity; are examples of the economic and commercial development of the area; or have an historical association with a significant cultural, governmental, civic, or personal purpose. Sustaining and/or rehabilitating these structures would lend stability and legitimacy to the district. Sustaining, rehabilitating, and integrating vital elements of the past into the revitalization of a district or neighborhood infuses it with a degree of richness, while lending credit to its forefathers and their contributions to the development of that place.

Survey

The following structures have been noted through a cursory survey as integral or potential contributors in sustaining the significant architectural and historical qualities of Capitol Gateway East. It is recommended that these structures continue to function in their current role or be rehabilitated and integrated into new redevelopment proposals to serve new uses.

Existing Designations - National Register of Historic Places

State Capitol Building (state)....1885
Old State Historical Building (state).....1909
Des Moines City Hall (city).....1911
Studio Building, 524 E. Grand (commercial, private).....c. 1890
Northwestern Hotel, 321 E. Walnut (commercial, private).....c. 1914

Structures Survey - Architectural/Historical Significance

Commercial Bldg. (adapted into residential), 800 Lyon St.c. 1897
Svenska Mission kyrkan - Church of the Brethren, E. 10th at Lyon St.....c. 1895
First Evangelical Lutheran Church, E. 5th at Des Moines St.c. 1886
Commercial Bldgs., 513 - 523 E. 6th St.c. 1880 - 1915
Commercial Bldgs., 430 -440 E. Grand Ave.c. 1900
American Plumbing Supply (commercial), 504 E. Grand Ave.c. 1890
Commercial Bldgs., 516 - 518 E. Grand Ave.c.1890, 1897
Commercial Bldgs., 412 - 434 E. Locust St.c. 1880, 1885, 1891
Teachout Building (commercial), 500 E. Locust St.c. 1912
Hohberger Building (commercial), 504 E. Locust St.c. 1880
Commercial Bldg., 501 E. Locust St.c. 1883
Masonic Lodge/Commercial, 603 E. Locust St.c. 1915
Conoco Gas Station, 203 E. Grand Ave.c. 1926
Commercial Bldg., 416 E. Walnut St.c. 1906
Commercial Bldg. (former Iowa Casket Co.), 215 E. 2nd St.c. 1928
Commercial Bldg., 215 E. 3rd St.c. 1900
Commercial Bldg., 306 E. Court Ave.c.1926
Commercial/Industrial Bldg., 219 E. Court Ave.c. 1920
Commercial/Warehouse Bldg., 301 E. Court Ave.c. 1903
Railroad Depot (Des Moines Union or Iowa Falls & Northern R.R.),
120 E.5th St.c.1902
Railroad Depot, 625 E. Court Ave.c. 1900
Commercial/Industrial Bldg., 107 E. 5th St.c. 1935
Commercial /Warehouse Bldg., 108 S.E. 4th St.c. 1895
Commercial/Warehouse Bldg., 130 E. 3rd St.c. 1909
Commercial/Warehouse Bldg. (state), East 7th Street and Court Ave.....c.1920

APPENDIX 1V:

BUILDING CHRONOLOGY



APPENDIX V:

EAST LOCUST STREET: General Design Guidelines



PUBLIC IMPROVEMENTS

General Streetscape Improvements

Locust Street, or “Capitol Way,” is in need of general streetscape improvements. Given that the streetscape improvements may well pre-date new development, they have the responsibility of creating pleasing, continuous “street walls.” Street furniture, lighting and trees will serve to enliven the public realm and give pedestrians a greater sense of safety. As well, prospective merchants and developers will see this capital investment in the area as a commitment to its long-term health.

Recommended strategies for streetscape improvements include the provision of:

- Pedestrian-scale light fixtures at approximately 60 feet on center
- Street trees placed at approximately 30 feet on center
- Trash receptacles
- Street furniture
- Bicycle racks
- Special paving at intersections
- Bus shelters that can display posters, flag poles to hold banners

Pedestrian Paths, Connections and Open Space: alleys, walkways, crosswalks, plazas

General Linkages Between Sites

The vehicular, pedestrian, and open space/landscape systems on private properties should form a legible network along the length of the street as often as possible. Vehicular linkages should be as clear and continuous as possible, reinforced by appropriate landscaping, lighting and signage. Pedestrian paths within each parcel should connect with adjoining parcels and the public network in a clear, continuous and legible manner. Multi-building projects should be grouped in order to combine their individual open spaces and required setbacks to form larger, more substantial public amenities.

Adequate and welcoming pedestrian connections are vital to creating a vibrant street. Connections should be designed or enhanced so that people feel comfortable and safe walking between destinations. Merchants benefit from well-used pedestrian ways, as people are more likely to window shop as they stroll.

Pathways and open space may be better articulated with the use of:

- Pedestrian-scale lighting: provide lighting along the entire length of an alley or connection – they may be free-standing light pole or wall mounted fixtures
- Special paving: contrast the surface treatment of a walkway or crosswalk with paint or a material such as brick pavers, or introduce a slightly-raised surface
- Street furniture: provide benches, trash receptacles, bicycle racks, planters
- Landscaping: provide landscaping and mark the extent of a passage, or the edges of an open space, with trees, lower bushes and garden walls
- Shelters: provide places for people to enjoy the outdoors and take repose from either the sun or intrepid weather and enjoy the outdoors
- Visual interest: consider the use of public art such as sculptures, custom designed planters and wall murals
- Signage: use signage to clearly indicate routes to specific destinations and streets

Signage

- Provide clear signage to public parking facilities and important destinations
- Consider the use of the appropriate infrastructure to allow for banners, bus stop posters and other temporary signs that enliven the pedestrian environment

Town-owned Parking Areas

Landscaping:

- Provide fencing, “garden walls” and landscaping at the perimeter of lots to screen them from surrounding uses
- Use internal landscape divisions in larger parking lots to break down the scale of the larger lots into “parking courts”
- Take snowplowing requirements into consideration when planning landscaping in parking areas

Lighting:

- Provide pedestrian-scale light fixtures, designed to shine entirely on the lot and avoid glare in surrounding properties
- Provide lighting that specifically illuminates pedestrian walkways

Sidewalks*:

- Provide sidewalks at the backs of buildings where they face onto parking lots and are accessible to the public
- Provide sidewalks that allow large parking lots to be easily navigated by pedestrians

Trash Receptacles:

- Consider trash receptacle as part of the overall design scheme of the parking lot
- Take into consideration snowplowing requirements when locating receptacles

* *may be as simple as a contrasting material to the asphalt of the parking lot*

PRIVATE DEVELOPMENT

The Placement of Buildings

Building setbacks - defining the street edge

Buildings should be brought to the front setback line to:

- reinforce the street edge
- improve the visibility of businesses, entrances and addresses
- reduce the necessity for oversized signs
- add interest and activity to the sidewalk
- screen parking

Building orientation

Buildings should face the street and be aligned with it. This ensures that approaches, entrances and signs are easily visible from any direction of the street and the street corridor is reinforced and made more legible.

Building mass, bulk and height

Large buildings should incorporate design elements that help reduce their apparent size. These include liberal use of windows, especially at street level, facade articulation consistent with the scale of smaller adjacent buildings and pedestrian-scale canopies.

Building height can serve to define more strongly the character of the street and provide it with a sense of enclosure. It is recommended that new buildings are a minimum of 3 stories in height.

Site Geometry and Scale

Wide sites

Buildings on wide sites should be placed with their long facades toward the street, maximizing the physical definition of the street and the backdrop of the sidewalk.

Where this is not possible, fences, hedges and garden walls should be used to reinforce street edges and property lines.

Sites with more than one building

Sites with more than one building should be planned and developed as a unit in order to:

- create a cohesive ensemble, each building complementing the other in scale and mass
- create opportunities for public spaces, such as courtyards, gardens or plazas between the buildings
- create pedestrian paths between them that avoid vehicular traffic

Very large sites

Multi-building projects should be planned and developed according to an overall master plan. This will ensure that the whole will be a coherent sum of its parts where groups of buildings form pleasing ensembles, rather than compete with one another for attention.

Responding to buildings on adjacent sites

Building alignments

New buildings should act as mediators between neighbors to:

- establish continuity of circulation patterns, both vehicular and pedestrian, along the streets and between properties
- enhance visual continuity along the street
- enable continuity of activities along the street

Spaces between sites

Adjoining properties are encouraged to improve the setback areas between their sites for common amenities such as:

- upgraded landscaping
- parks, gardens or plazas accessible to the public
- seating areas for pedestrians
- landscaped walkways
- tree-lined driveways

Atypical building geometries

Atypical alignments of adjacent properties may be recognized as special design challenges, though not as primary challenges. New construction should complement the street alignment first, and then seek opportunities for relating to the unconventional orientation of its neighbors.

The Placement of Cars

Relationship of parking to the street

Parking areas should be placed to the rear of a site, where they are screened from the street by the building. Well-landscaped parking areas behind buildings provide “softer” transitions between commercial zones and residential zones. Parking areas which need to be placed alongside buildings and facing the street should be screened by landscaping, trees, fences, hedges or garden walls.

Relationship of parking to pedestrians

Buildings should be grouped together with parking areas located on their periphery. Parking should complement pedestrian usage, rather than form obstacles to it.

Size and landscaping of parking lots and parking structures

Large parking areas should be subdivided into smaller ones by landscaped islands, trees and/or buildings, and interconnected with clearly-marked circulation lanes.

Parking structures should provide space for retail activity at grade, especially along major commercial streets. Entrances and exits should be located off of side streets. Facades of parking structures should be architecturally subdivided to reflect the predominant scale of the storefront widths along the street.

Landscaping in support of the public environment

Landscaping in parking areas

Parking areas should be generously landscaped (through the use of vegetation or architectural elements), especially at their perimeter, to screen noise, headlights and pollution. Internally landscaped islands should take into account snow plowing. Shrubs which grow to a maximum of approximately 4 feet should be selected to allow for visibility. Curb cuts should be kept to a minimum. Only one curb cut should be included for businesses with less than 150 feet of frontage, and a maximum of two curb cuts for businesses with longer frontages. Trash receptacles should be incorporated into the design to discourage littering.

Paths beside, through and at the back of buildings/developments

Vegetation, distinct paving, signage, awnings and lighting should be strategically located to help distinguish between vehicular and pedestrian paths. Paths should be barrier-free, expedient walkways which lead to front and rear entrances and through to the main commercial streets. Landscaping should promote continuity between properties with minimum interruption by parking areas and driveways. Site landscaping should reinforce the public streetscape and any adjoining park or open space corridors.

View Corridors (specifically towards the State Capitol Building)

Views along Locust Street

Locust Street should be reinforced as the major visual and physical axis to the State Capitol Building. Buildings should serve to frame this view. By building to a consistent setback line at a generally consistent height, this framing is most likely to occur.

The Teachout Building at East Locust and East 5th Street, at approximately 85 feet, represents the tallest building in the Capitol Gateway East area. New zoning criteria should recognize this height at an absolute maximum along E. Locust. This building height will frame the Capitol Building, without obscuring a clear view of it.

Storefront & Building Facade Criteria

Building facade composition

Special treatment of the first floor:

The design of street level facades and store window displays requires special attention to maintain and enhance the street's lively pedestrian environment. Large windows help to develop strong visual connections between the interior and exterior, allowing people to peer into the store or restaurant and see the merchandise or the atmosphere available inside.

- a minimum of 70% of the linear frontage of the first floor facade should comprise doors and windows with clear glass - at least 50% of the area of the entrance doors should also be clear glass
- sill heights for any windows included in this calculation should not exceed 2 feet above street level
- tops of windows should be at least 8 feet above grade

Storefront window dimensions, placement, materials and the storefront frame

The storefront and the storefront frame are the key elements in the design of the first floor facade. The frame is the basic structural framework of the building within which the storefront should be set. Providing a clear separation between stores the frame allows each store to establish its own special character and identity. The rhythm of the storefront frames helps to establish a cohesive character for the commercial street.

- Contain the storefront within a frame
- Provide large, transparent glass display windows
- The window sill height should be no higher than 2 feet, and the top of the window no lower than 8 feet
- All buildings facing the street should have an entrance on that street
- Doorways should be recessed, whereas windows should not
- Use changes in color, materials or alignment to distinguish the storefront from the frame and establish an individual identity for each store
- Ensure that frame elements are the same color and texture throughout the building

Awnings & canopies

The use of awnings is encouraged. They are a traditional and relatively inexpensive way to embellish a storefront or building. They convey merchant's concern for their buildings, their customers and their business districts. Awnings also serve the practical functions of shading a sunny storefront; keeping the interior cooler; providing a shaded and sheltered place for the passerby to walk; protecting display windows from exposure to the sun; and providing additional or alternative signage locations.

Awnings should not cover important architectural details.

Outdoor displays

Use outdoor displays, planters and other outdoor elements to enhance the storefront and the streetscape. Displays should neither clutter the sidewalk nor obstruct pedestrian traffic.

Materials

Use materials which are compatible with the character of the building and the street.

Second fronts of buildings

Backs of buildings that face parking and other publicly accessible areas should be designed as "second fronts" and should include entrances, signage and display windows whenever possible. Important design elements include:

- Sidewalks: provide an unimpeded pedestrian transition from the parking lot to the building and to connect individual entrances
- Signage: locate signs above, and relate them to, a specific door and/or window
- Windows: a minimum of 25% of the linear frontage of the first floor rear facade should comprise doors and windows with transparent glass; sill heights should not exceed 3 feet above street level
- Planting: planting in planter boxes and on trellises can enliven a rear entrance
- Dumpster screening: screen dumpsters from the parking lot, the street and adjacent residential areas

Signage

Use signs of similar size, proportion and materials for each store. Align the tops and bottoms of wall signs with other signs on the building. Hang projecting signs at a consistent height.

Signs should be compatible with the building, neighboring buildings and the character of the street. Signage should be integrated with the design of the storefront and facade. Signs should be carefully located within the sign band, where one exists, to avoid obscuring important architectural features. In buildings with multiple storefronts, coordinate an approach to signage.

Types of signs:

- Wall signs: Use the wall sign as the primary business sign. It is viewed from the farthest away, often from across the street, and should be legible from that distance. Wall signs should be carefully sized to fit in with the building's facade design.
- Projecting signs: Use projecting signs where appropriate in order to complement the storefront and to catch pedestrians' attention as they walk along the street. They should be small and are usually best mounted at the end of the signband or directly over the entrance.
- Window signs: Use window signs to provide more detailed information and to complement the window display. They can consist of letters on glass, letters etched in glass, letter on board or neon behind glass.

APPENDIX VI:

TRANSPORTATION ANALYSIS, CONCEPTS & RECOMMENDATIONS

INTRODUCTION

As part of the Capitol Gateway East Urban Design Plan, this report summarizes analyses and conclusions reached regarding vehicular traffic circulation, parking, pedestrian treatments, and transit service in the Capitol Gateway East area. It is intended to support the urban design concepts introduced in the body of the Interim Report for this project. The findings are based on materials supplied by the City of Des Moines, the Iowa Department of Transportation, and the design consultants; interviews, meetings, and observations gathered in a field visit in January 1997; professional references; and in-house calculations.

The goals of the transportation planning are:

- to maintain accessibility to the Capitol Gateway East area
- to relieve existing parking shortages, particularly around the State Capitol
- to accommodate the traffic impacts and parking demand generated by new development proposed for the area
- to create a district circulation system that better serves neighborhood land uses and fosters easy movement within the district
- to improve pedestrian/bicycle amenities
- to increase pedestrian/bicycle activity on the streets as an alternative to auto use
- to improve accessibility by public transit

The report summarizes key analyses and findings in the areas of Traffic Circulation, Parking, Pedestrians/Bicycles, and Transit below.

TRAFFIC CIRCULATION

The Capitol Gateway East area is blessed with excellent accessibility from the I-235 interstate; two sets of interchanges at East 14th and 15th and at East 6th and 7th streets serve the study area. In the future, I-235 is slated for operational improvements that will ease current peak-hour congestion and reduce local traffic in the study area by a modest amount. (For purposes of this study, however, no decreases in local street volumes were assumed; analyses are based

on existing conditions.) In the longer term, a new parkway, including a new river crossing, is also proposed to the south of the study area, with intersections at East 4th, 6th, 14th, and 15th streets. East 4th Street is also slated for improvements that will increase its role as a north-south connector.

To understand how various circulation or lane use changes can be accommodated without significant impacts on traffic capacity or operations, existing and projected traffic volumes must be assembled. Figures 1 and 2 show a.m. and p.m. peak-hour traffic volumes obtained from the City of Des Moines for Locust and Grand; additional data will be available in the near future as part of a downtown signal system upgrade currently in design. Existing volumes indicate that there is ample traffic-carrying capacity on the grid system in the area to accommodate added traffic, amplified by the one-way pair system put into effect to help move traffic into and out of the Central Business District through the area. As stated above, long-term traffic volumes on the local streets are projected to decrease as a result of the I-235 improvements; further decreases could also be expected after implementation of the MLK Boulevard scheme.

Key to the urban design concepts being advanced in this plan is the creation of a "new image" for Locust Street in the study area through its transformation into "Capitol Way," an attractive gateway from the river to the State Capitol. The concept involves turning Locust Street back into a two-way street, with a narrower vehicular roadway and wider sidewalks. The goal is to lower traffic speeds, to improve circulation and visibility for local businesses, and to actually increase traffic volumes on the street throughout the day.

Although Locust Street is designed to operate one-way with two eastbound lanes, it actually carries relatively low traffic volumes. During the morning peak hour, it carries about 705 cars across the bridge, but volumes drop to about 300 cars moving east from East 2nd Street to East 7th Street. Using the "rule of thumb" of 500 cars per lane per hour through a signalized intersection, this would mean that two eastbound lanes are needed across the bridge, but only one east of East 2nd Street. During the evening peak hour, volumes are heavier—about 814 crossing the bridge, 700 at East 4th Street, 600 at East 6th, and 750 at Pennsylvania. In the evening, it appears that Locust collects some I-235-bound traffic at East 6th that then uses Pennsylvania/East 7th to access the expressway. Evening peak-hour left turns from Locust to Pennsylvania are quite heavy at 691, with only 41 vehicles turning to the south.

FIGURE 1:

EXISTING A.M. PEAK HOUR TRAFFIC

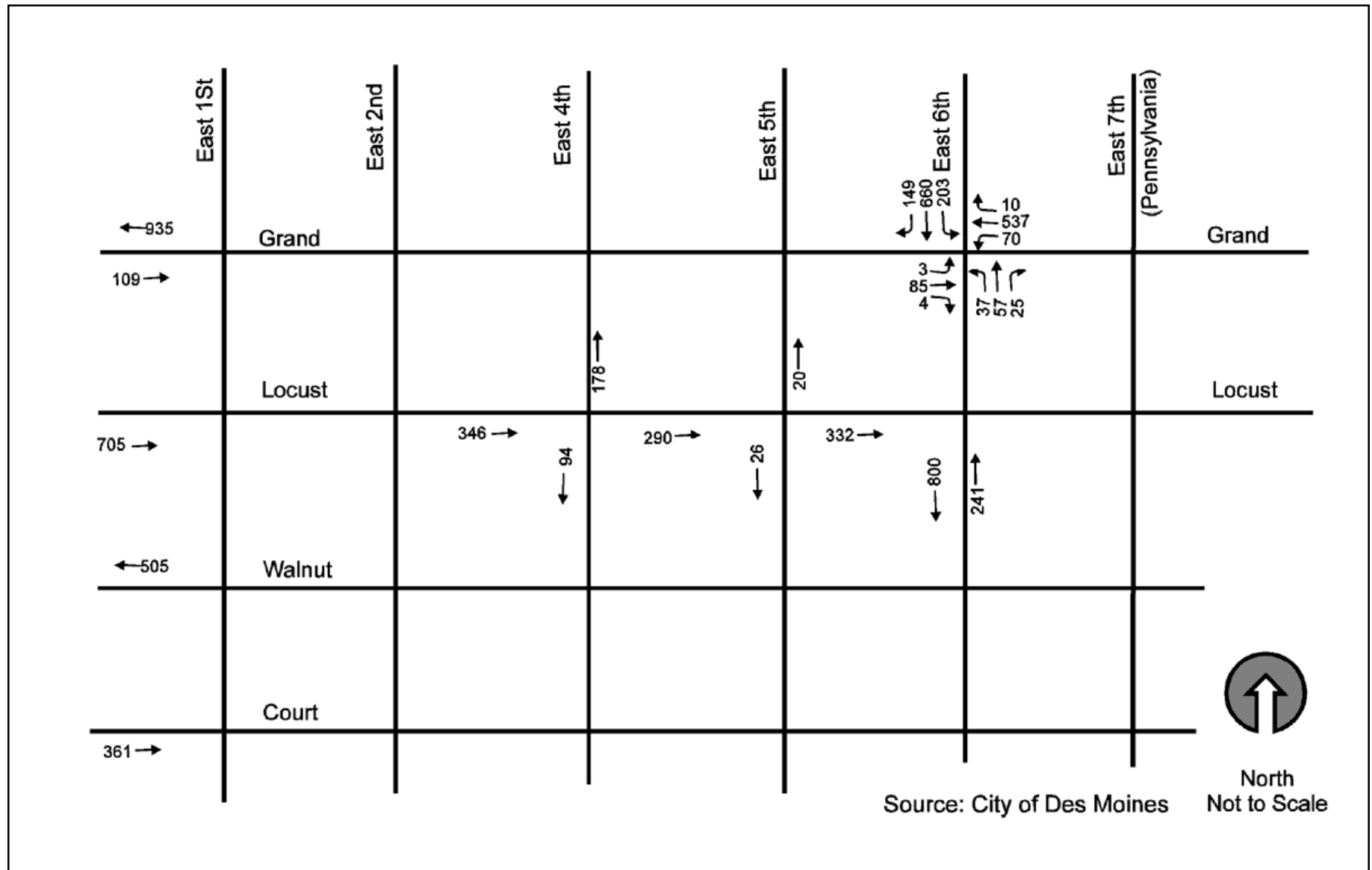
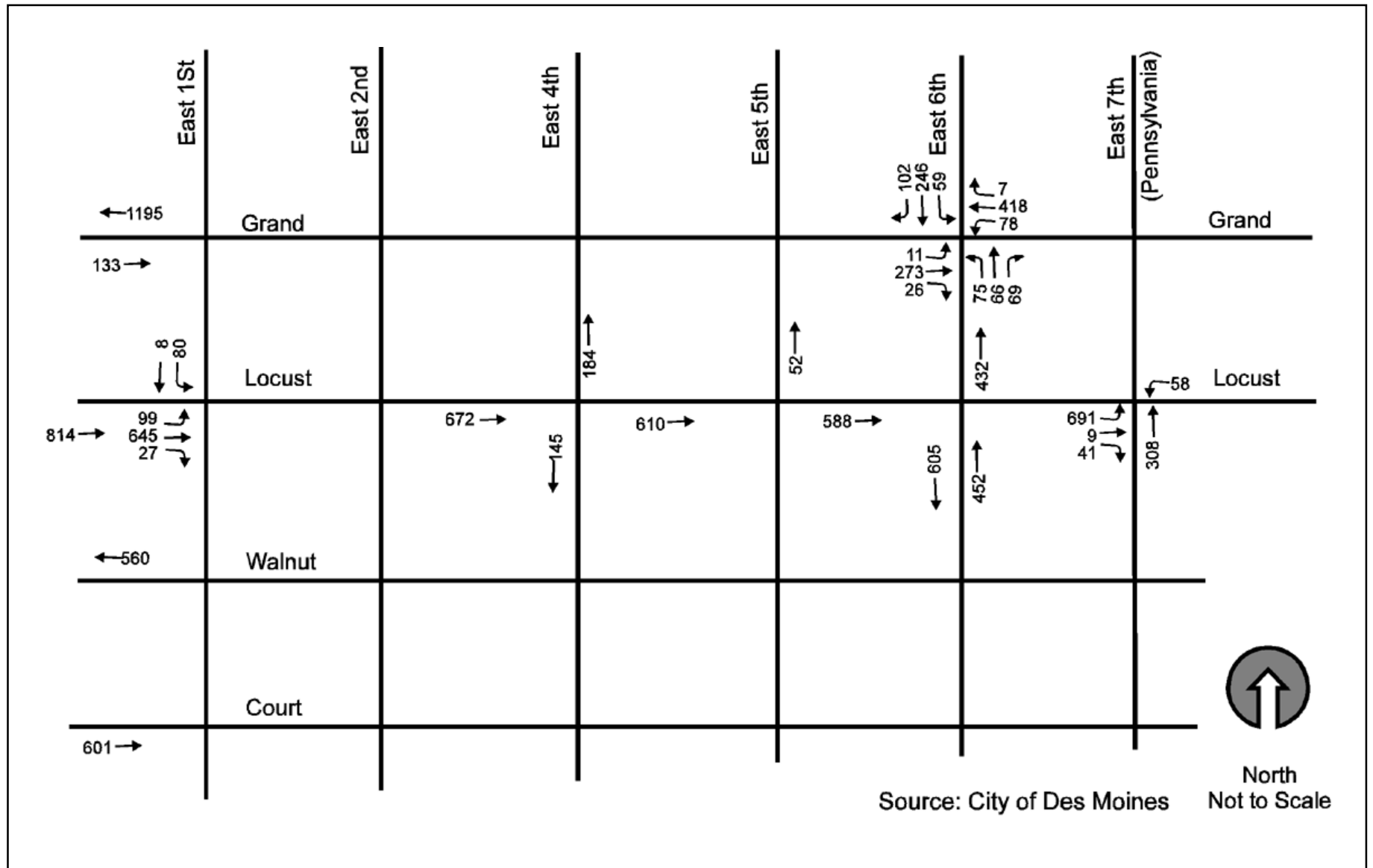


FIGURE 2:

EXISTING P.M. PEAK HOUR TRAFFIC



To the north, Grand Avenue carries two lanes of westbound traffic and one lane of eastbound traffic. In general, the westbound traffic is much heavier than the eastbound. During the morning peak hour, Grand carries about 935 cars westbound across the river, and 1,090 cars eastbound. West of East 6th Street, Grand carries about 723 cars westbound and 92 eastbound. East of East 6th, Grand carries 313 cars eastbound and 617 westbound. During the evening peak hour, Grand carries about 1,195 westbound and 133 eastbound across the river; 595 cars westbound and 310 cars eastbound west of East 6th; and 505 cars westbound and 401 cars eastbound east of East 6th.

To the south, bridge counts at Walnut Street show low one-way westbound volumes of 505 in the a.m. peak hour and 560 in the p.m. peak hour. Court Street one-way eastbound bridge crossings are 361 cars in the a.m. peak hour and 601 in the p.m. peak hour.

Total bridge crossings for the four streets (this is the only location where we have counts for all four streets) are shown in *Table 1*.

As shown in the table, total eastbound peak hour crossings for all four streets are 1,175 in the morning and 1,548 in the evening (requiring about three lanes total). Westbound crossings for all four streets are 1,440 in the morning and 1,755 in the evening, requiring about four lanes total. Grand is by far the most heavily-used street, carrying about 40% of total peak hour traffic both a.m. and p.m.. Locust carries around 25% (its fair share). Together, Grand and Locust carry about two-thirds of peak-hour volumes across the four bridges. Walnut and Court Street are under-utilized, with Walnut carrying 17 (19% of peak traffic) and Court 14 (18% of peak-hour traffic). This uneven pattern shows in a general way that there is room to accommodate a redistribution of traffic east of the river.

The urban design concept for Locust Street/Capitol Way is to change its circulation from one-way eastbound to two-way on the east side of the river. Several questions need to be addressed in assessing the feasibility of this change, which are as follows:

- **What is the desired configuration of Capitol Way in order to accommodate design goals while maintaining safe traffic operations?**

The design concept is to have one moving lane in each direction along Capitol Way, with either parallel parking on both sides of the street, defined by neckdowns at the corners, or angle parking on one side and parallel parking on the other side. In our view, parallel parking on both sides is a preferable scenario for vehicular and pedestrian safety reasons. Eastbound left-turn lanes would be added at northbound cross streets, and westbound turn lanes if warranted by final projected volumes. Looking at the peak-hour traffic volumes, the p.m. peak should be used as the basis for design, since traffic is much heavier in the evening.

- **How would the transition from one-way to two-way occur?**

It is very important to insure a safe and easily understood transition from the two-way portion of Capitol Way back to one-way eastbound. This could happen at either East 1st or 2nd Street or West 2nd Avenue on the other side of the bridge. If the transition occurred on the west side of the river, the bridge would also need to be two-way, of course. Westbound traffic would need to be forced to turn right at either of these locations through provision of some kind of neckdown or barrier on the west side of the intersection, along with advance signing and signal timing that would facilitate the right turn. Since it is not anticipated that westbound through-volumes on Capitol Way east of the river would be very high, and since eastbound capacity across the Locust Street Bridge is very high, we believe that neither scenario would be difficult to achieve.

- **What westbound traffic would be attracted to two-way Capitol Way? What eastbound traffic would be diverted to other streets?**

While a more detailed analysis of traffic diversions would require a more extensive network of peak-hour turning movement counts (to be provided in conjunction with the downtown signal study underway), we can make some general predictions based on the information we have.

In our view, based on the preliminary data, modest westbound traffic would be attracted to Capitol Way from Grand and Walnut, since volumes on these two streets are relatively low today in the peak hours, and there is ample capacity on both streets. If Capitol Way continued two-way across the bridge, more

TABLE 1:

COMPARATIVE STUDY AREA BRIDGE CROSSINGS, 1996

	A.M. PEAK HOUR					P.M. PEAK HOUR						
Location	EB	%	WB	%	TOTAL	%	EB	%	WB	%	TOTAL	%
Grand	109	9%	935	65%	1044	40%	133	9%	1195	68%	1328	40%
Locust	705	60%	0	0%	705	27%	814	53%	0	0%	814	25%
Walnut	0	0%	505	35%	505	19%	0	0%	560	32%	560	17%
Court	361	31%	0	0%	361	14%	601	39%	0	0%	601	18%
TOTAL	1175	100%	1440	100%	2615	100%	1548	101%	1735	100%	3303	100%

westbound traffic would be accommodated than if the change occurred on the east side of the river. In terms of eastbound traffic, there would be a diversion from Capitol Way to Grand and to Court. It appears that most of the Capitol Way traffic is destined to the north, so more traffic would probably go toward Grand. Using a "rule of thumb" of 500 cars per lane per hour through a signalized intersection, assuming that one left-turn lane plus one through-right lane is provided for eastbound Locust traffic at each intersection with a northbound street, and assuming (as a "worst case") that all surplus eastbound Locust traffic is diverted to Grand, about 172 cars would need to move to Grand west of the river and at East 1st Street in the p.m. peak hour. (Some will also turn at other northbound streets such as East 2nd, etc.) Since Grand carries only 114 eastbound cars at this point, it appears that there is ample capacity to carry these vehicles, plus future development-generated traffic. At East 6th, Grand carries 310 cars; again, there is capacity. At Pennsylvania, Grand carries 410 cars eastbound, again offering some surplus capacity for Locust traffic.

On Capitol Way itself, the diversion of the 172 cars near the river would mean that the high left-turn volumes at Pennsylvania are also reduced. This location needs to be treated carefully, however, especially if any underground parking is accessed through this intersection. It is likely that three eastbound lanes will be necessary at this intersection; this could be achieved by having no parking on the eastbound approach. Design features will depend on more accurate traffic counts and analyses.

Walnut and Court Street are also available to handle traffic displaced from Locust Street, as well as added development traffic. To ease the effects of diverted Capitol Way eastbound traffic and to further accentuate local circulation, it may also be possible to convert Walnut Street, or even Court Street, to two-way operations east of the river or just west of the bridges, with the same caveats applying to the design of the transition from one-way to two-way. East 2nd Street is already two-way.

A second design recommendation that will affect circulation is the realignment of East 2nd Street between Locust and Grand in front of City Hall. In conjunction with this change, it is also proposed to close or restrict access to East 1st Street in front of the building. If this change occurs, the transition from two-way to one-way Locust would occur at East 2nd instead of East 1st; this would offer the opportunity to design East 2nd in such a way that the added volumes and turning movements can be safely and efficiently accommodated. Traffic volumes on East

1st Street in the block in question are very low—only 86 cars southbound and 99 cars northbound in the p.m. peak hour; these could easily be handled elsewhere. It is assumed that handicapped parking/drop-off and other critical pick-up or drop-off needs could continue to be accommodated on East 1st.

An overall recommendation of the design study is the encouragement of higher-density development in the corridor between East 6th and East 7th streets. From an access and circulation point of view, this is a sound recommendation, since these streets provide direct access to I-235 today, and they will also intersect with the proposed MLK Boulevard in the long-term. Longer-term plans also show improvement of each of these streets as major East Side arterials.

Finally, the long-term treatment of MLK Boulevard east of the river will influence circulation in the area. To best serve study area development, there should be relatively close intersecting spacing east of the river. At a minimum, an intersection should be provided at East 1st in addition to those planned for 4th, 6th, 14th, and 15th.

PARKING

It seems clear that the gradual conversion of large surface parking lots to structured parking will be necessary in order to achieve desired development densities and to create a more urban, pedestrian-friendly environment. Several recommendations have arisen in the course of this study:

1. The large land parcel in front of the State House between Pennsylvania and East 9th offers a good opportunity for an underground garage to serve State House employees and visitors while the legislature is in session, as well as tourists, Capitol East visitors, and even downtown workers when the legislature is not in session. Very preliminary studies indicate that the large site could accommodate about 1,100 cars on each level of parking. While underground parking is expensive to build, the slope of the site is such that two or more levels might be accommodated at this particular location in a cost-effective way.

There are also other advantages for this site. It could be tied into the underground tunnel system for employee access to the State House, and it is convenient to the express way system for employees and tourist users. The site is perfect for Capitol East events such as parades, and is also convenient for new

commercial establishments on Locust Street (Capitol Way). Construction could be staged to proceed in conjunction with development on the northerly and southerly parcels as well. In the long term, provision of one large underground garage also might prove to be less costly in terms of operations than building several smaller above-grade structures. Prior State Capitol studies have suggested underground parking to the east of the building; it is our recommendation that an engineering feasibility study proceed to explore all of these ideas.

Access to such a large facility is certainly an important concern; traffic impact analysis for various capacity, usage, and entry/exit scenarios should be made a part of the feasibility study. The parking needs of various development scenarios also should be taken into account in terms of how the garage spaces will be used. It may be possible to phase the garage operations so that spaces are initially used for the State Capitol, then leased to developers of nearby parcels as development comes on line. As the development proceeds, the State can create additional structures elsewhere to handle replacement parking needs.

2. The State Capitol Plan has also called for structured parking on other state-owned sites at the periphery of the campus; these sites all seem to have good access. They should continue to be explored within the context of the overall State Capitol need for 4,200 spaces, as well as the suitability of each of the sites for development. Should it prove feasible to create the underground garage, financial arrangements for sale or lease of these properties could possibly be used to help the State finance the underground facility.

On the west side of the study area, various parking and development scenarios have been presented for the proposed City Hall Plaza. Parking on this site would need to serve the current hotel parking committed by the City for this site, as well as current City Hall visitors and those attracted by any new development. Since this site is relatively small in size, creation of replacement plus necessary new parking on the site itself is a challenge in terms of financial feasibility. Thus, alternatives for replacement of the City Hall and/or hotel parking need to be investigated. Since the City Hall visitor parking is short-term in nature, it is probably the most easily replaced through on-street parking. In this case, a survey of City Hall visitors and a turnover survey of metered spaces on the bridges and the nearby blocks would provide the basis for determining overall City Hall visitor needs. These could most easily be met through changing the time limits and pricing on the appropriate number of meters nearby. The hotel parking needs involve both long-term parking for guests and short-term parking for event goers.

Again, surveys should be done to determine more accurately the needs for each type of space. It may be that on-street parking can suffice for visitors and that guest needs can be effectively met through "shared parking" arrangements in the proposed Plaza garage.

In terms of access, it is preferable to provide the garage entrance and exit on East 2nd rather than Grand or Locust; the redesign of East 2nd should accommodate the added garage traffic.

PEDESTRIANS/BICYCLES

The proposed design for Capitol Way is intended to "calm" traffic on the street; improve circulation to businesses; and create more friendly conditions for non-auto travelers. These goals can be furthered through such measures as widened sidewalks at intersections; pedestrian-actuated signals; clearly-marked crosswalks; a pedestrian-oriented signage system; provision of secure bicycle parking in buildings and on-street bike racks; elimination of surface parking lots; and, above all, creation of new retail and commercial activities that are oriented to the sidewalks. Total closure of streets to vehicular traffic or creation of "superblocks" is not recommended; rather, short block spacing, vehicular traffic, and on-street parking are recommended in order to maintain activity on the street and create many alternative paths for pedestrians.

TRANSIT

There is no disagreement that bus service in the Capitol East area can be greatly improved; however, to insure riders for the buses, new activity centers need to be created east of the river. The creation of a new underground facility at the State House, as discussed above, or even the 700-car garage proposed across from the Historic Building, offer some opportunity to create an east-side Intermodal Facility as an anchor for a bus service that would end at the downtown Intermodal Facility. As new residential and commercial uses are created in the Capitol Way corridor, more impetus will be provided for shuttles serving Capitol East and the Central Business District. The transit authority should be brought into development planning to make clear how bus service can help meet employee and visitor travel needs and reduce parking demands and traffic impacts.

PROJECT COSTS

Locust Street: Capitol Way

The following is a rough cost estimate for the streetscape improvements along East Locust Street:

Pedestrian-scale Street Lighting	140 @ \$2,000/each	\$280,000
Vehicular Street Lighting	105 @ \$1,500/each	\$157,500
Street Trees	140 @ \$450/each	\$63,000
Tree guards & grates	140 @ \$350/each	\$49,000
Sidewalk demolition	42,000sf	\$96,000
New sidewalks	50,400sf	\$302,000
Paving @ intersections	\$16sf	\$384,000
Benches	20 @ \$600/each	\$12,000
Trash Receptacles	20 @ \$250/each	\$5,000
Bicycle racks	10 @ \$600/each	<u>\$6,000</u>
Street repairs n.i.c.		
TOTAL		1,354,500

note: Locust Street is considered to terminate at Pennsylvania Avenue