



Prepared For:  
The City of Dubuque

Prepared By:  
East Central Intergovernmental  
Association

# Flexsteel Industries Brownfield Site Revisioning Plan

—— May, 2023

# Acknowledgements

## City of Dubuque Staff

Jill Connors, Economic Development Director  
Steve Sampson Brown, Project Manager  
Deron Muering, Civil Engineer II  
Alexis Steger, Housing and Community Development Director  
Wally Wernimont, Planning Services Manager

## City of Dubuque Council

Brad M. Cavanagh, Mayor  
Susan R. Farber, Council Member  
Ric W. Jones, Council Member  
David T. Resnick, Council Member  
Laura J. Roussell, Council Member  
Danny C. Sprank, Council Member  
Katy A. Wethal, Council Member

## Gronen Development

John Gronen, President  
Nancy Kann, Broker

## Other Partners

Dubuque County Conservation Board  
Friends of the Dubuque County Conservation Board  
East Central Intergovernmental Association  
United States Environmental Protection Agency  
Blackstone Environmental, Inc.

"Though this project has been funded, wholly or in part, by EPA, the contents of this document do not necessarily reflect the views and policies of EPA."

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## ATTACHMENTS

- A. Development Summary for the Former Flexsteel Site
- B. Flexsteel Industries Brownfield Site Survey Results



# Chapter 1. Introduction

The Revisioning Plan for the Former Flexsteel Industries Brownfields Site was prepared by the East Central Intergovernmental Association (ECIA) with technical support from Blackstone Environmental, Inc. (Blackstone) for the City of Dubuque (City) with funding provided by the United States Environmental Protection Agency (EPA).

ECIA is a council of governments, formed in 1974, with the goal of developing regional solutions for local governments facing similar problems. ECIA serves eastern Iowa communities in Cedar, Clinton, Delaware, Dubuque, and Jackson Counties. The ECIA Brownfields Coalition has a \$600,000 Brownfield Assessment grant from the EPA.

Blackstone Environmental, Inc. is a qualified environmental consultant retained by ECIA to assist with the provision of brownfield assessment and development planning in the five-county region, with the more rural Clinton, Delaware, and Jackson Counties as the target area.

**What is a Brownfield?** A property that is, or may be perceived as, contaminated with petroleum, asbestos, lead, metals, or other hazardous substances. Brownfields are generally abandoned, idle, or underused properties, or vacant land where a facility once stood. Some locations are contaminated and require cleanup, while others only need testing to be ready for reuse.

The City of Dubuque was awarded an ECIA Brownfields Coalition grant for brownfield services which included planning activities such as a site reuse assessment, public outreach, land use assessment, infrastructure evaluation, and environmental assessment. EPA funding for these brownfield services is 100% free to use, as a local match is not required. On September 24, 2021, City of Dubuque staff presented an application for brownfield services to the City Council for this site. Council approved this application during regular session on October 18, 2021.

## Study Area

The City of Dubuque is located in the northeast corner of Iowa along the Mississippi River. The city is adjacent to Illinois and Wisconsin, a region locally known as the tri-state area. In 2020, the population of Dubuque was 59,667, making it the 11th largest city in the State of Iowa.

The Former Flexsteel Industries Brownfield Site is located at the northern tip of Dubuque's North End Neighborhood at 3400 Jackson Street, near the intersection of Jackson Street and East 32nd Street. The site location is mapped in Figure 1. This site has historically been the location of a variety of industrial operations, the most recent being Flexsteel Industries Inc., a manufacturer of upholstered and wooden furniture. Flexsteel operated a manufacturing facility at the site between 1936 and 2019. Deconstruction of the site's 715,000 square foot manufacturing building and most of the associated outbuildings was completed in 2020.

The site is located near key transportation routes, including Central Avenue and the Northwest Arterial. East 32nd Street provides a dividing line between the site and the the North End Neighborhood.



Figure 1. Site Location

## Historical Narrative

The Former Flexsteel Industries Brownfield Site has history going back more than a century. In 1911, the Brunswick-Balke-Collender Company, a designer and producer of high-end bar equipment and furniture expanded into Dubuque and located its operation at the site. In 1914, the company employed roughly 500 people, won numerous design awards at international exhibitions, and its furniture adorned some of the most highly regarded restaurants and bars of the time.

In 1914, Brunswick-Balke-Collender received a contract from Thomas Edison's Diamond Disc Phonograph Company, because Edison's New Jersey phonograph plant could not keep up with the cabinet work required for each phonograph unit. In the early 1920s Brunswick-Balke-Collender began producing radio cabinets and the company's laborforce increased to nearly 1,650 workers. The Brunswick-Balke-Collender plant officially closed in 1931 due to the reduced demand for phonographs caused by the Great Depression.

In 1936, the Minnesota-based furniture company Flexsteel Industries moved into the former Brunswick- Balke-Collender buildings. A year later, the parcel behind the Flexsteel buildings was purchased by General Dry Batteries. At its peak, General Dry Batteries produced between 500 to 1,000 rail cars of finished product on an annual basis, with orders largely coming from government contracts during World War II.

The Dubuque arm of General Dry Batteries was eventually closed in 1958. During this time, Flexsteel's business continued to flourish, becoming a publicly traded company in 1969. Following the acquisition of a lucrative contract with General Motors in the 1970s, Flexsteel was able to expand and acquire adjacent parcels including the former General Dry Batteries factory.



*Brunswick-Balke-Collender Company Plant C. 1911*

In 2017, Flexsteel officials announced that the company would relocate its Dubuque manufacturing operations to a new facility on the city's west side and would close the Jackson Street location. In April of 2020, the deconstruction of the site's buildings began and Flexsteel tasked Gronen Development with determining options for the site's redevelopment. Currently, Flexsteel retains ownership of the Jackson Street site.

The City of Dubuque applied to the ECIA Brownfields grant program to assist with the initial stages of the redevelopment for the site including a Phase I, Phase II and developing a re-use plan. As part of their future plans for the site, Flexsteel plans to donate several acres of the site to the Dubuque County Conservation Board (DCCB). Under the DCCB's application, ECIA has provided a Phase I Environmental Site Assessment (ESA) as well as a site reuse plan specifically for the donated portion of land to the Dubuque County supervisors on June 6th, 2022.

The donated portion of land, which is a wetland, is planned to be used as a public park and will help realign the DCCB's Heritage Trail. Before construction begins on the realignment of the trail, a Phase II Environmental Site Assessment was conducted, and it was determined that no further assessment was needed on the portion tested. The Flexsteel Brownfield Site Revisioning plan represents the culmination of the public outreach efforts that were facilitated by ECIA and Blackstone through the last quarter of 2021. The plan will serve as a road map for city officials and private developers on how to redevelop the site in a way that best serves the North End and the greater Dubuque community.

## Dubuque Socio-Economic Trends

Following its charter in 1837, the City of Dubuque's population grew steadily, peaking at 62,374 in the 1980 census. This period of sustained population growth was primarily driven by the city's expanding manufacturing economy, which during this period, was one of the largest in the State of Iowa. However, the 1980s farm crisis hit Dubuque and the State of Iowa hard, particularly, large agricultural manufacturing employers.

Between 1982 and 1989, many manufacturing employers began to lay off workers, roughly 4,970 in this seven-year span, and many people left the community and the state in search of better opportunities. This economic shock caused the city to reevaluate its economic strategy. Community leaders from the private and public sectors came together for community visioning efforts that helped change Dubuque, focusing on efforts to address downtown redevelopment and industrial expansion.

Table 1 Dubuque Decennial Census Population - 1960 to 2020

1960	1970	1980	1990	2000	2010	2020
56,606	62,309	62,374	57,538	57,686	57,637	59,667

Source: U.S Census Bureau Decennial Census 1960-2020

Dubuque's efforts to reinvent itself have been a success. In 2005, Dubuque ranked 22nd in the country in terms of economic growth, far outpacing any region in the State of Iowa. Today, Dubuque's population and economy are growing again and the city serves as the retail, medical, education, and employment center for the tri-state area. Currently, Dubuque is still growing and new developments including the revitalization of the Historic Millwork District and South Port Area may catalyze more growth in the future.

The economic growth has resulted in a diversified job market in Dubuque. The percentage of manufacturing and production jobs has decreased over time, but there has also been an increase in highly technical jobs in the engineering, computer science, healthcare, and financial industries. These occupational trends point to an evolving economy within the city, from a 20th century manufacturing economy to one based in the knowledge economy.

Table 2 Occupations in the City of Dubuque

Occupational sector	% Employed 2013	% Employed 2019
Business, Sales, and Financial	13.66%	14.63%
Office and Administration	13.50%	12.30%
Healthcare	8.00%	9.78%
Management	7.02%	8.60%
Transportation and Material Moving	7.51%	8.24%
Food Service	8.97%	7.49%
Education, Library	7.60%	7.14%
Production	7.36%	7.11%
Mathematics, Engineering, and Computer Science	4.20%	5.46%

Source: U.S Census Bureau



# Chapter 2. The North End Neighborhood



While not formally defined, Dubuque's North End Neighborhood is generally understood to include the area north of 22nd Street and between Central Avenue and Windsor Avenue.

The North End was first settled toward the end of the 19th century. The community was originally populated with German American immigrants that sought to create a neighborhood with German Catholic churches separate from the Irish Catholic churches that were located downtown and in the South End.

The North End Neighborhood is one of Dubuque's historic, predominantly residential neighborhoods. Historically a working-class neighborhood, the North End housed the employees of the city's nearby industries in the Millwork District, the Riverfront, and the Former Flexsteel Site.

The North End's buildings and infrastructure represent the mixed-use neighborhood that was common in pre-World War II American cities. Mixed-use, walkable neighborhoods were the standard in a time before widespread adoption of automobiles, where most city residents traveled on foot or by streetcar.

The neighborhood's residential structures include a mixture of single-family homes, duplexes, and multi-family apartment houses. Commercial buildings are scattered throughout the neighborhood. Many commercial buildings combine residential and commercial uses, with retail space on the first floor and apartments on the upper floors.

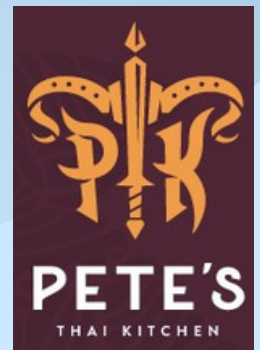
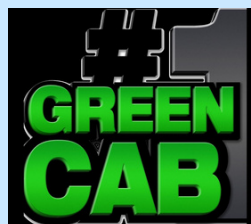
Many of the neighborhood's commercial structures once housed the corner drug and grocery stores, shops, bars, and restaurants that historically served the neighborhoods' residents. Today, some of these first floor spaces are still used for commercial purposes, but many have been converted to residential uses.

Central Avenue was historically one of Dubuque's major commercial corridors. The corridor is home to more intense commercial development, two and three story buildings with retail space on the main level and apartments or office space in the upper stories.

# North End Neighborhood Character

The North End's buildings were constructed on narrow lots that were common for urban neighborhoods in the late nineteenth and early twentieth centuries. Typical residential lot dimensions for the area are 25 to 50 feet wide, much narrower than today's typical lot. The lots are 100 to 150 feet deep, platted in long blocks, and most had alley access in the rear. The neighborhood's streets are also narrow by today's standards. Key commercial corridors such as Central Avenue have 66-foot right-of-way, while most residential streets are only 50 feet wide.

Today, the North End provides a unique historical aesthetic. The North End has a close-knit neighborhood feel with residents chatting on their stoops and kids playing outside. Within the neighborhood, there are a great number of small businesses sprinkled in between residential uses, making the North End a highly dynamic environment where shops can be in walking distance of one's home.



# Neighborhood Demographics

This section of the plan provides a summary of two key demographic indicators, income and housing, for the neighborhood around the project site. The maps in this section present information from the US Census Bureau's 2021 American Community Survey 5-Year Estimates. For this section the North End neighborhood is defined using the boundaries of the North End Neighborhood Association (NENA). The NENA is bounded by Central Avenue, 22nd Street, Windsor Avenue, Lawther Street, and 32nd Street. ACS information is mapped by census tract area. Overall, Dubuque County is divided into 27 census tracts. The NENA area contains parts of Dubuque County Census Tracts 4 and 5.

## HOUSEHOLD INCOME

The median household income in the City of Dubuque was \$58,691 in 2021, which was slightly below the U.S. median of \$69,021, and the State of Iowa median of \$65,429. Figure 2 indicates that Dubuque's higher median income census tracts are located around the southern and western areas of Dubuque, with tracts near the center of the city having lower median incomes. The median household incomes in the Census Tracts 4 and 5 were \$36,047 and \$48,297, respectively, significantly below the city-wide median.

The Dubuque community has identified improving economic security for people living the North End and the city's other neighborhoods as one of its top priorities. The City of Dubuque's Equitable Poverty Reduction And Prevention Plan calls for: "employing innovative strategies to collectively reverse the impact of poverty." Redevelopment of the site could provide an opportunity to implement some of strategies called for in the plan.

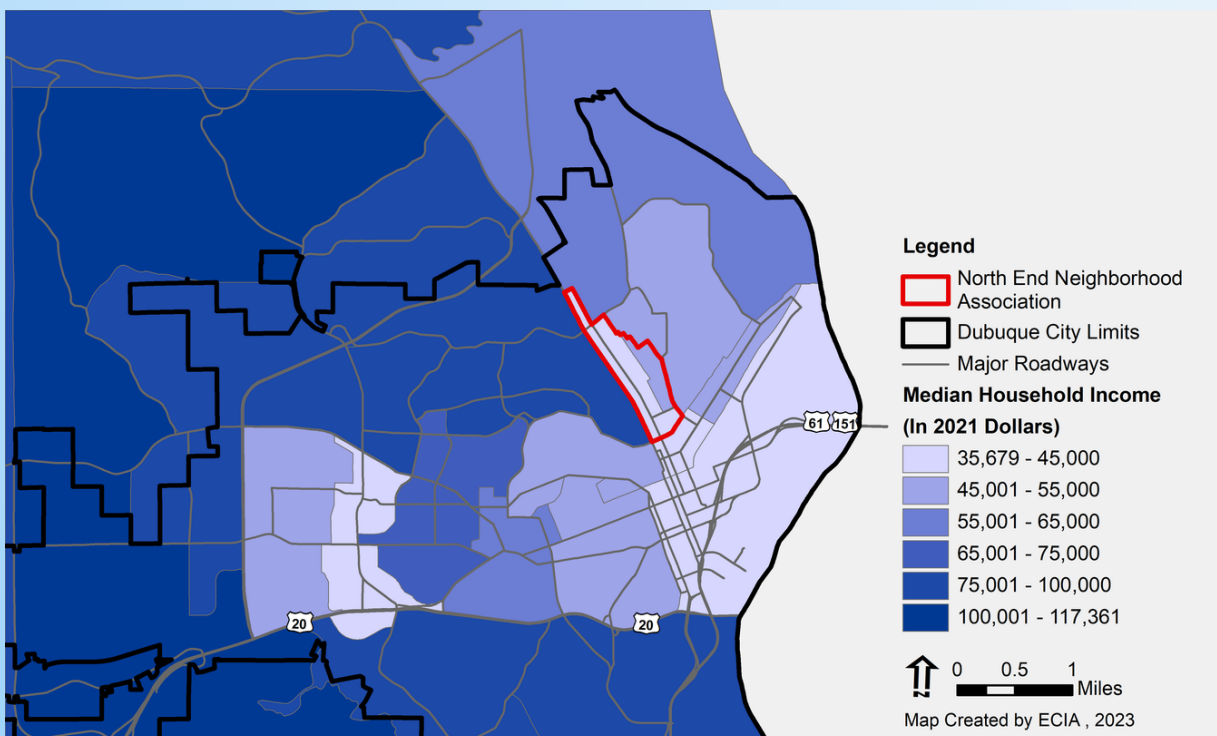


Figure 2. Median Household Income

Source: U.S Census Bureau, 2017–2021 American Community Survey 5-Year Estimates. Table B19019.



## HOUSING

In addition to income, housing values are a key indicator for the North End neighborhood. In general, a home is one of a family's largest investments. Redevelopment projects can improve the neighborhood, bring home values up, and help build wealth for households in the surrounding area. In 2021, the median value of an owner occupied housing unit was \$113,200 in Census Tract 4 and \$86,600 in Census Tract 5, falling below the city of Dubuque median value of \$150,700. Figure 3 shows that census tracts located around Dubuque's western edge tend to have higher median owner-occupied values while the tracts in the Downtown and North End neighborhoods have lower median values.

Building age is one of the key factors that contributes to lower home values in the North End. In Census Tract 5, 59% of housing units are in structures that were built prior to 1939. Older buildings can be an excellent source of good quality housing, but maintenance can be a challenge, especially for home owners who lack the financial resources or physical abilities needed to make repairs. In Dubuque, the community has taken action to improve housing in the community and improve quality of life for residents. Two examples of the community's housing improvement initiatives include: the Healthy Homes program, which serves low-income families with young children who are living in homes built before 1978; and the Central Avenue Corridor Initiative which includes a housing investment program to help stimulate housing improvement and investment in the area surrounding Central Avenue.

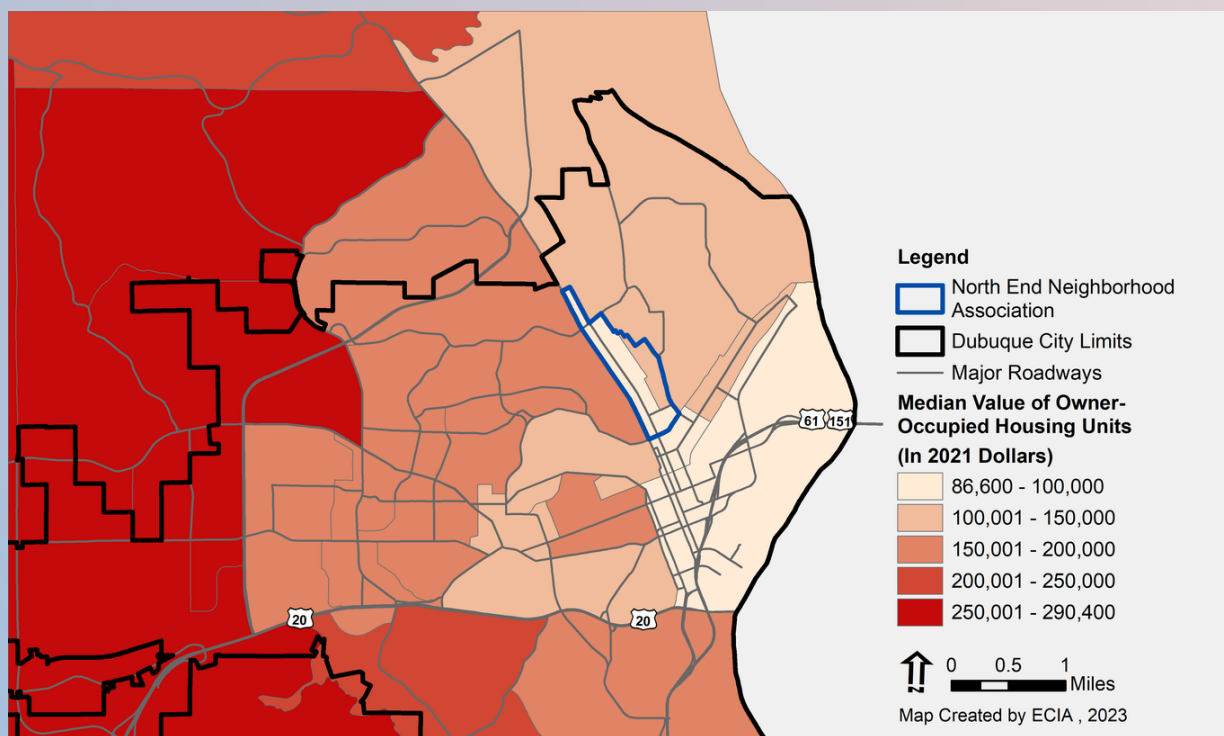


Figure 3. Median Value of Owner-Occupied Housing Units

Source: U.S Census Bureau, 2017-2021 American Community Survey 5-Year Estimates. Table B25077.



## The Future of the North End

Despite its challenges, the North End remains a vibrant community with a bright future ahead. Civic associations, such as the North End Neighborhood Association, partner with local businesses to hold regular meetings on the issues facing the North End. The City of Dubuque has also undertaken several initiatives to transform the neighborhood. The following section highlights some of the initiatives that will have an ongoing positive effect on the North End.

### CENTRAL AVENUE CORRIDOR INITIATIVE

The Central Avenue Corridor connects Downtown Dubuque and the Historic Millwork District to the North End. The goal is to stimulate economic revitalization of the corridor through collaboration with residents, business owners, social service agencies, community leaders, the City, and other key stakeholders. The initiative seeks to meet this goal by completing street and infrastructure improvements and by establishing the Housing Investment Pilot Program, which incentivizes housing improvement and construction along the corridor.

### BEE BRANCH WATERSHED FLOOD MITIGATION PROJECT

The Bee Branch Watershed Flood Mitigation Project was a multi-phased, fiscally responsible investment to mitigate flooding, improve water quality, stimulate investment, and enhance quality of life within the Bee Branch Watershed. The \$240 million investment was designed to mitigate \$500 million worth of future flood damage and included the creation of the Bee Branch Creek Greenway, a one-mile linear park that stretches from the heart of Dubuque's North End to the Mississippi River at Chaplain Schmitt Island. It is home to a multi-use trail, scenic overlooks, an outdoor amphitheater, benches, lighting, rest areas, a garden, and a bioswale board walk.



## RE-IMAGINE COMISKEY PARK

The City of Dubuque is nearly halfway through a \$2.46 million construction project to improve Comiskey Park, a 5.7-acre park located in the center of the North End neighborhood. In January 2020, The City of Dubuque launched Re-Imagine Comiskey, a campaign to gather input from the community on how to improve the park. The campaign included multiple community engagement events, and resulted in a park master plan that recommended adding several amenities including: a splash pad, basketball courts, playground, trails, and a parking lot to the existing park. The City will complete work on the first phase of the project in the spring of 2023, and plans to complete the remaining phase the year after.



*Re-Imagine Comiskey Park Master Plan*

## UPCOMING CITY INITIATIVES

In addition to the initiatives highlighted above, the City of Dubuque is proposing the following investments that will have a positive effect on the North End:

- \$14.68 million commitment to making city-wide improvements to existing housing through various programs.
- \$33.85 million investment over three years through State Revolving Loan Fund borrowing and forgivable loans to replace lead service lines.
- \$300,000 grant received from the US Department of Agriculture to increase food accessibility through hydroponic and indoor production.

# Chapter 3. Relevant Plans and Policies

The City of Dubuque has a collection of existing plans and policies that provide instruction and guidance for the future development of the city. Many of these documents help to shape and guide the various developments within the City of Dubuque to help ensure a more sustainable and prosperous future. This chapter of the plan highlights some of the existing plans and policies that guide future redevelopment of the former Flexsteel site.

## City Council 2037 Vision Statement

"Dubuque 2037 is a sustainable and resilient city and an inclusive and equitable community. Dubuque 2037 has preserved our Masterpiece on the Mississippi and has a strong, diverse economy and expanding connectivity. Our residents experience healthy living and active lifestyles; have choices of quality, livable neighborhoods; have an abundance of fun things to do; and are engaged in the community."

## City Mission Statement

"Dubuque city government is progressive and financially sound with residents receiving value for their tax dollars and achieving goals through partnerships. Dubuque city government's mission is to deliver excellent municipal services that support urban living; contribute to an equitable, sustainable city; plan for the community's future; and facilitate access to critical human services.





## City of Dubuque - Goals 2022

Each year, the Dubuque City Council conducts a goal setting session with the purpose of affirming and evaluating the City's vision statement, mission statement, and its goals. These goals help the City prioritize issues as they look to improve the City and better serve its residents. These goals are not ranked by importance, as the City has identified these to be goals that can all be pursued simultaneously. These goals cover governance, development strategies, equity, infrastructure, and health.

## City of Dubuque Zoning

Dubuque's zoning ordinance regulates the usage of land and the size and shape of structures that can be built on the land within the city limits. As shown in Figure 4, the former Flexsteel site and some immediately adjacent properties are zoned light Industrial. Properties near the intersection of 32nd Street and Central Avenue are zoned for commercial uses. Properties in the surrounding area are predominately zoned for residential uses, with some small commercial properties scattered throughout. Zoning may be changed pending review by the Dubuque Planning and Zoning Commission, and approval by the Dubuque City Council.

# City of Dubuque Zoning Map

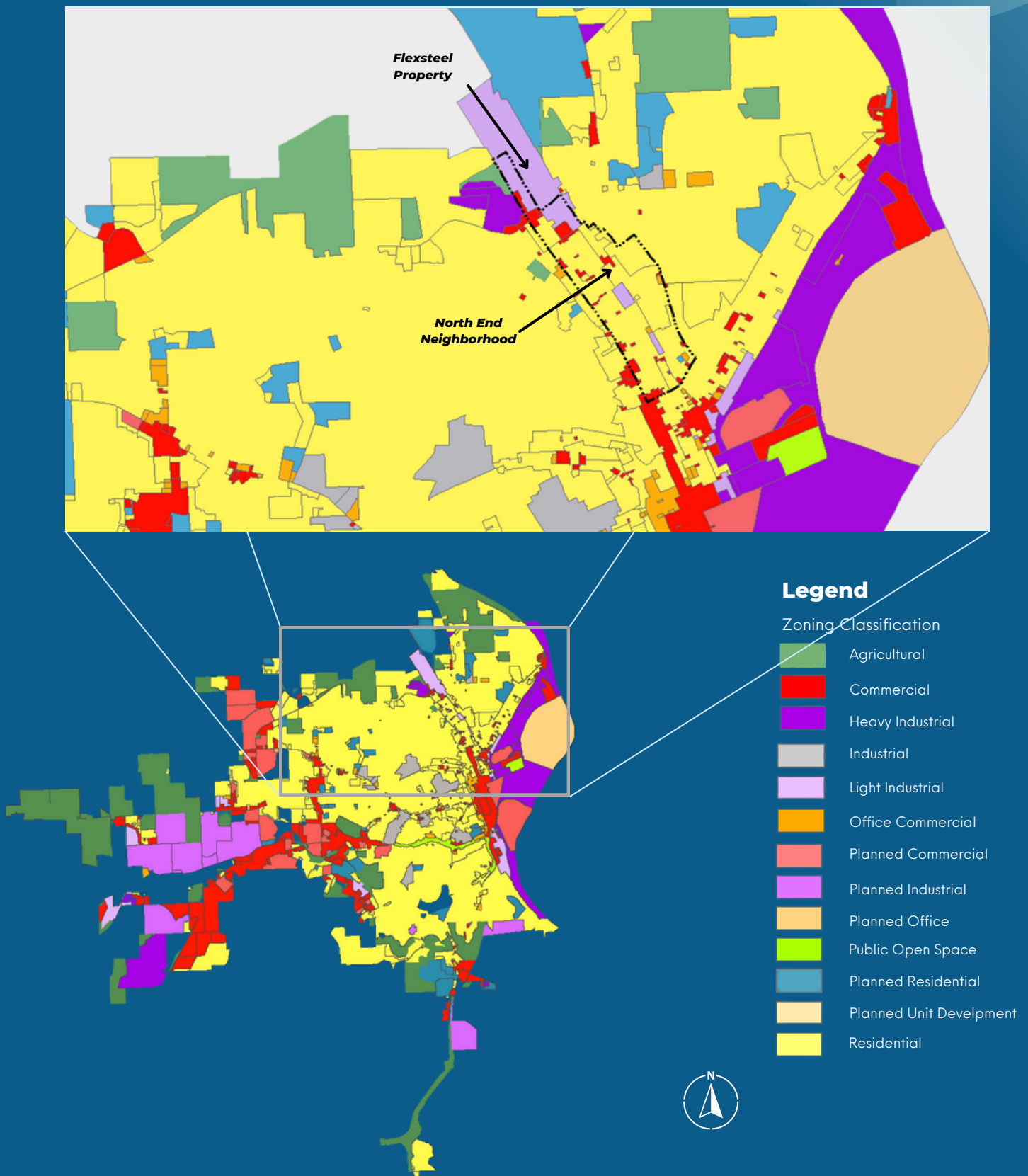


Figure 4. City of Dubuque Zoning Map

Source: ECIA, 2022



# Transportation Plans and Policies

## LONG RANGE TRANSPORTATION PLAN

The Dubuque Metropolitan Area Transportation Study (DMATS) Long Range Transportation Plan (LRTP) is the primary long-range policy guide for Dubuque and surrounding communities in the metropolitan area. The LRTP helps aid in identification of transportation issues and opportunities, as well as prioritization of transportation projects. As identified by numerous stakeholders in the public input process, addressing circulation and transportation issues in the area surrounding the former Flexsteel site will be an important part of the plans for its redevelopment.

## TRAFFIC VOLUME

The former Flexsteel site is located just off Central Avenue, a key transportation corridor in Dubuque. Traffic counts conducted by the Iowa DOT, show that the section of Central Avenue near the site averaged around 10,000 vehicles per day in 2021. DMATS LRTP traffic forecasts expect that vehicle traffic on this section of Central Avenue will increase to around 13,000 vehicles a day by 2050.

## COMPLETE STREETS

The City of Dubuque comprehensive plan targeted the Central Avenue corridor for a variety of street improvements. Street improvements such as bike lanes, lighting, and signage all fall under the concept of complete streets as outlined by the City of Dubuque. The goal of complete streets is to improve safety for all street users, including bicyclists, pedestrians, and drivers. Designated bike lanes, large medians, and frequent safe crossings for pedestrians go a long way towards achieving these goals.







## Transportation Plans and Policies Continued

### TRAFFIC SAFETY

The DMATS Long Range Transportation Plan used Iowa DOT crash data to identify high crash areas within the Dubuque region. The analysis identified locations with 20 or more crashes between 2016 and 2020. The results of the analysis are mapped in Figure 5. The analysis identified some of the most significant crash clusters within the Dubuque Metropolitan Area. Several intersections along Central Avenue and White Street are identified as crash clusters, with one cluster near the Flexsteel site at the intersection of 32nd Street and Central Avenue. If a new development is to be undertaken on the Flexsteel site, a traffic study that examines the traffic safety impacts should be completed prior to development approval.

### STREETS

The Smart Traffic Routing with Efficient and Effective Traffic System (STREETS) project uses advanced traffic control strategies to enable dynamic traffic routing to maximize the use of existing roadway capacities in the Dubuque metropolitan area. Once complete, the two-phase project will cover nine corridors with 65 signalized intersections within the city, including the Central Avenue Corridor. The goal of this project is to improve safety, reduce infrastructure wear and tear, reduce congestion, and improve travel times which will ultimately aid the flow and efficiency of the current traffic network.

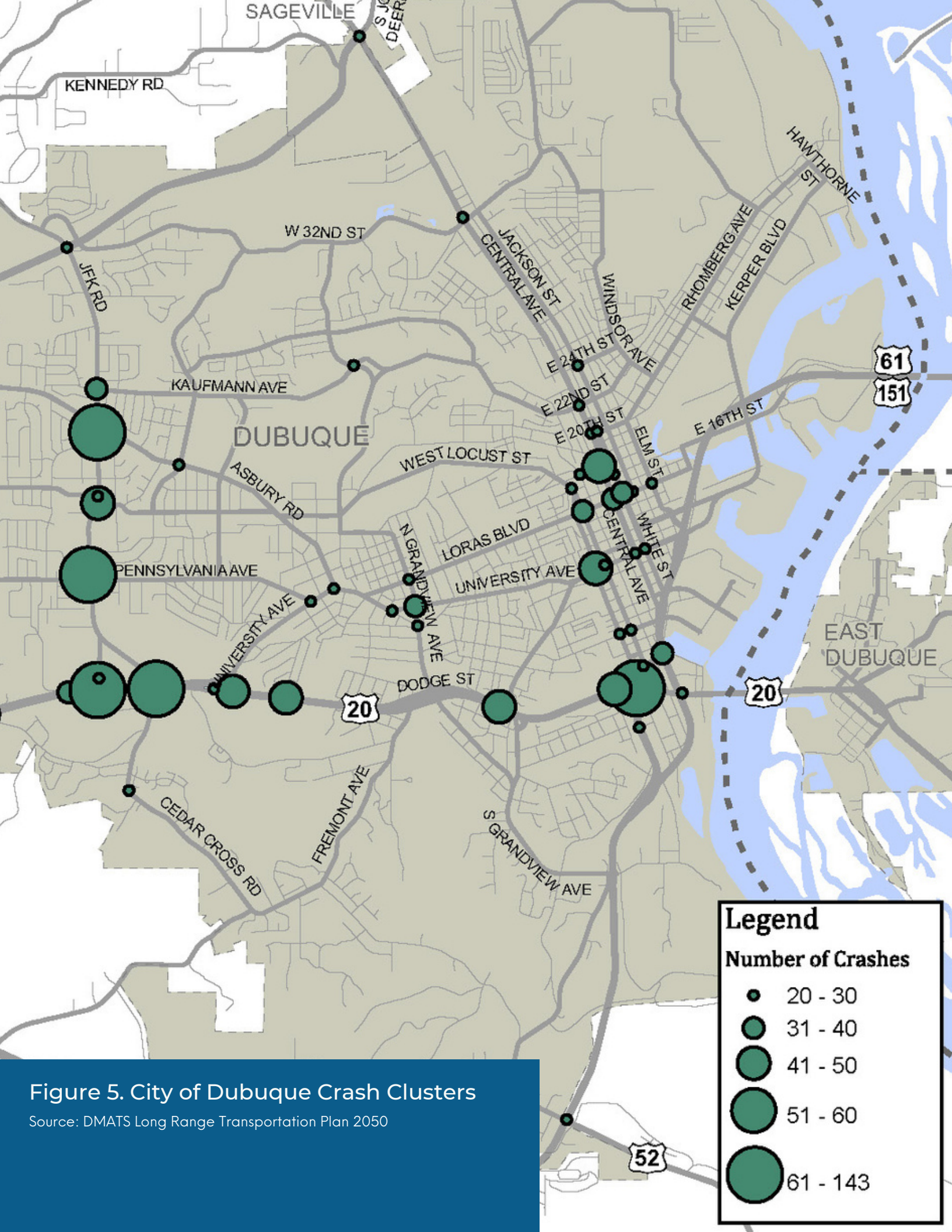


Figure 5. City of Dubuque Crash Clusters

Source: DMATS Long Range Transportation Plan 2050



# Sustainable Dubuque Initiative

## DUBUQUE'S 12 SUSTAINABILITY PRINCIPLES

These principles guide government, business, non-profit, and individual actions in Dubuque. Community planning documents including the Comprehensive Plan, Long Range Transportation Plan, Comprehensive Economic Development Strategy, and many others are guided by this sustainability framework. In 2006 and every year since, the Mayor and City Council identified becoming a more sustainable city as one of their top priorities for our community. The City's sustainability vision statement and 12 sustainability principles were incorporated in the conceptual use.

## VISION STATEMENT

"Dubuque is a viable, livable, and equitable community. We embrace economic prosperity, social/cultural vibrancy and environmental integrity to create a sustainable legacy for generations to come."

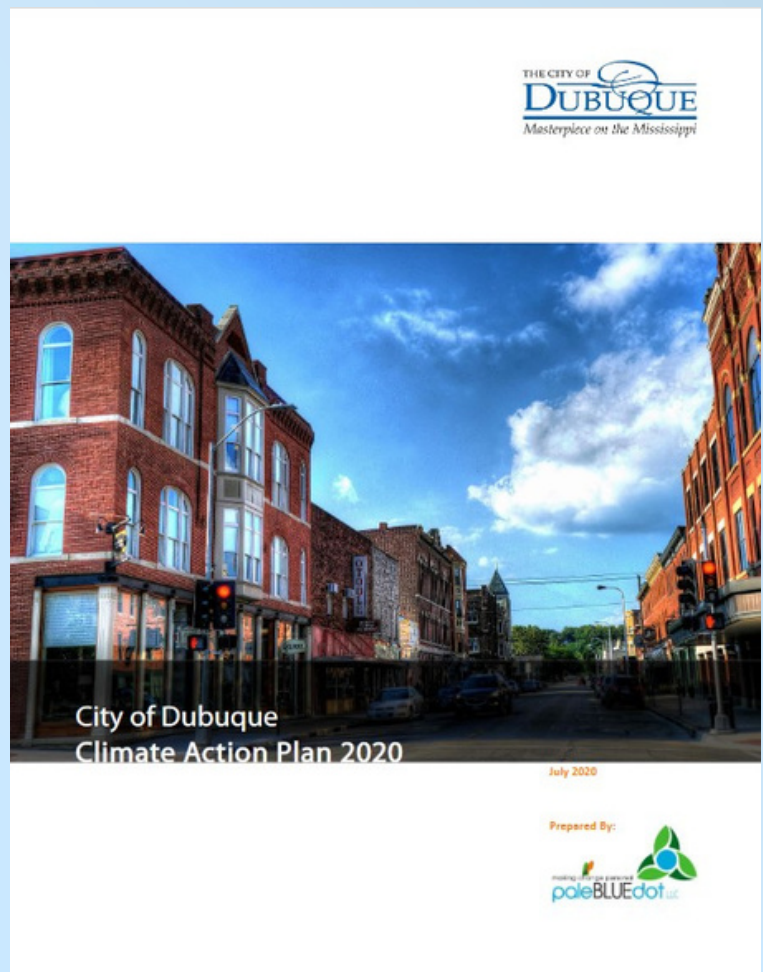


# Dubuque Climate Action Plan

The City of Dubuque Climate Action Plan 2020 lays out the foundation for the City of Dubuque's efforts to reduce its greenhouse gas (GHG) emissions and improve its resilience to future impacts of climate change. The overall impacts of climate change can result in shorter winters with fewer cold extremes, and more heavy and extreme precipitation. These impacts can greatly affect the economy and infrastructure of not only the City of Dubuque, but Iowa as a whole. As an agricultural state, the effects of climate change are expected to impact crop yields, agricultural efficiency, and the broader economy.

Increases in the global surface temperature and changes in precipitation levels and patterns are expected to continue and intensify for decades. In turn, these changes in climate have impacts on the economy and health of local communities. The climate action plan is a comprehensive road map that outlines the specific strategies and actions that a city will implement to reduce greenhouse gas emissions and build resilience to related climatic impacts.

Climate change impacts will have the greatest effects on communities and neighborhoods experiencing high poverty and economic challenges. As expressed in the Dubuque Equitable Poverty Reduction and Prevention Plan, the census tracts that make up the North End are significantly more vulnerable to climate impacts due to the economic status of the neighborhoods. The Washington and North End districts were two neighborhoods that were specifically identified within the Dubuque Climate Action Plan as being especially vulnerable.



## Dubuque Equitable Poverty Reduction and Prevention Plan

This plan describes the state of poverty in the City of Dubuque, analyzes its causes and impacts, and identifies the actions the community can take to address it. The plan serves as a type of “Owner’s Manual” on how to take on poverty, providing the entire community with concrete action steps and strategies that prevent, address, and rectify its impact, so that all Dubuquers may prosper.

The plan identifies portions of the North End neighborhood as “concentrated areas of poverty,” areas where 40 percent of residents live below the poverty line. In 2018, of the City’s 58,340 residents 8,799 had reported income levels below the poverty line. On average, Dubuque’s 16 percent poverty rate is higher than the average 12 percent poverty rate across the State of Iowa.



*Determinants of poverty chart from the Equitable Poverty Reduction and Prevention Plan*

## Urban Revitalization District

As of 2019, the North End Neighborhood has been included in an urban revitalization district; this district covers the older neighborhoods that are in the core of the City. See Figure 6 for a map of the area. The urban revitalization district assists with the rehabilitation efforts of vacant or deteriorating properties by providing needed housing units and supporting commercial uses for the residents of Dubuque and the surrounding area. After the 10-year abatement period lapses on these projects, the full assessed value of the rehabilitated property will go on the tax rolls to the benefit of the entire community.

The city assessor lists building conditions for all properties located in the City of Dubuque. There are 7,266 properties located in the Dubuque Urban Revitalization District. Of these 7,266 properties 5,800 have principal structures (homes, commercial buildings, etc.) located on the property. Of the remaining 1,466 properties 159 properties are surface parking areas, 91 properties contain detached accessory structures (garages, sheds, etc.), 946 properties are vacant, and 271 properties are classified as observed.



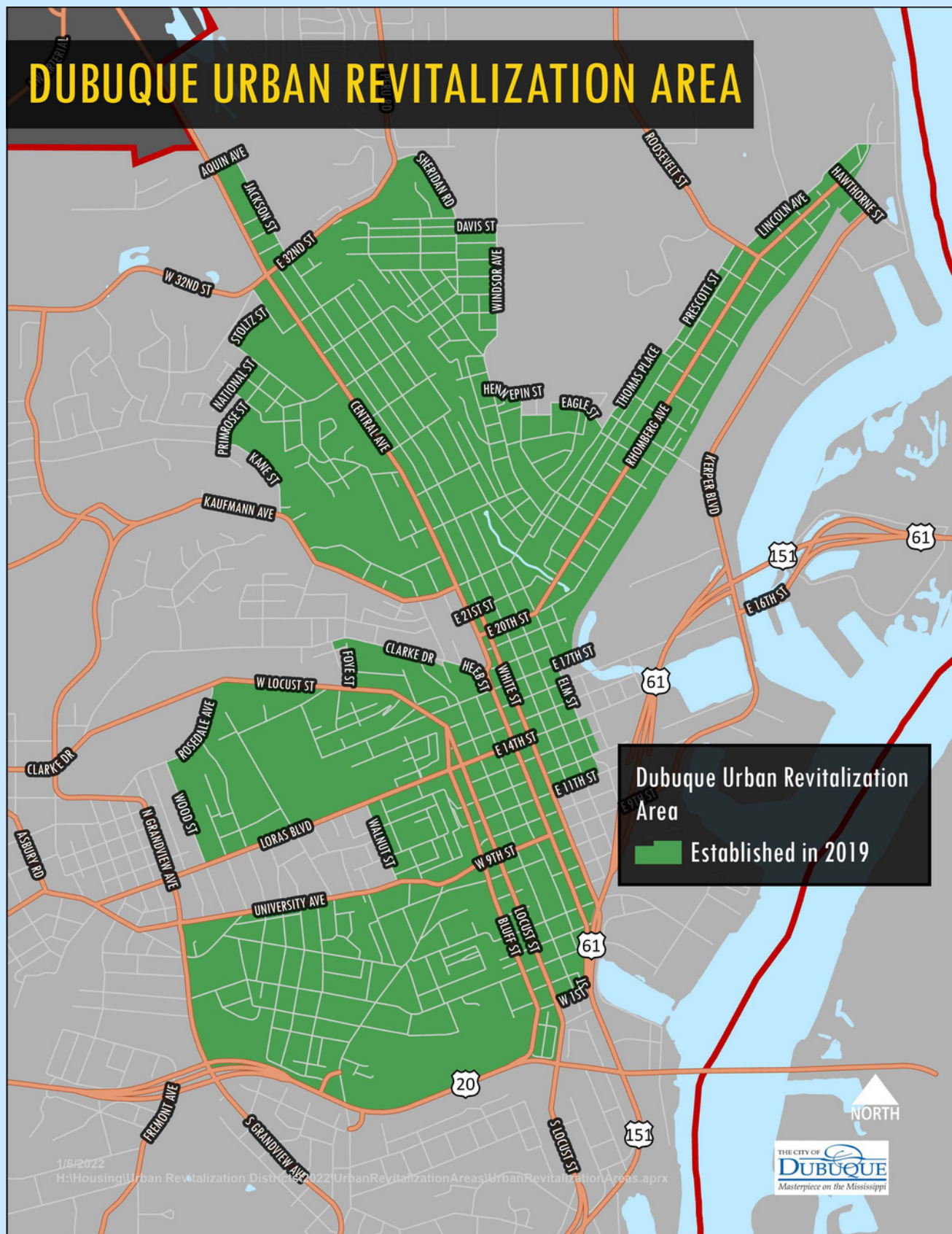


Figure 6. Dubuque Urban Revitalization Area Map 2019

Source: City of Dubuque



# Chapter 4. Environmental and Site Infrastructure Summary

## Site Overview

The Former Flexsteel Industries Brownfields Site is enrolled in the Iowa Land Recycling Program (LRP), a voluntary site cleanup program within the Iowa Department of Natural Resources. The site will complete this program, earning “no further action” status as redevelopment is completed.

Distinct environmental areas within the site include asphalt-paved parking/drive areas that are located north, west, and east of the where the main building was formerly located. A former railroad track on the east portion of the property has been converted to a parking lot, and the far northern portion of the site consists of vacant land with wooded, grassy, and wetland areas. A stormwater collection pond with pumping station is also located on the northern portion of the site.



Site Overview (Prior to Demolition)





*Wetland Area*

## WETLAND AREA

This area is an unused portion of the larger brownfield site owned by Flexsteel Industries that includes wetlands. The area sits adjacent to the Dubuque County Heritage Trail . The wetland area is home to a variety of plants, birds, and wildlife unique to the wetland habitat. Environmental assessment of this area was not included in this project, therefore any potential development of this land should be considered only after further environmental assessment.





*Flexsteel Site (Prior to Demolition)*

## FLEXSTEEL SITE

At the time of building demolition, much of the underground concrete was left in place as it was not feasible to remove it. Roughly half of the length of the former manufacturing building contained a crawl space/basement that was up to 12 feet deep at the northern extent of the building. The space was filled in, sloped for proper drainage, and seeded in grass. Additionally, there are currently several concrete pads located within the footprint of the Flexsteel site.

Soil and groundwater contamination has been identified on this portion of the property. Contaminated soil can either be dug out and replaced with clean fill, or “capped” to protect users of the site from exposure. Any remediation scenario will be subject to the DNR’s review and approval. Groundwater will be monitored for a minimum of two years until the levels of contamination are shown to be steady or declining. An environmental covenant will be recorded for the site, documenting the location and levels of known contamination on the site.

# Environmental Assessment Summary

Numerous environmental assessment investigations have been conducted over the years on the former Flexsteel site given its long history of being utilized for manufacturing purposes. Flexsteel acquired the site in 1982 including remnants of the Chicago Great Western Railroad Property. Aerial photographs and topographic maps indicate extensive filling of the north portion of the site prior to the 1990s. In 1999 Flexsteel built a new warehouse addition to the east of the main building. From 1999 through 2019 the site remained relatively unchanged. Flexsteel ceased operations and relocated to a new facility in 2019. Table 3 provides a timeline of environmental assessments conducted on the site.

Table 3. Environmental Assessment Timeline

<div>1991</div> <div>DEC</div>	Diesel, waste oil, and gasoline underground storage tanks removed.	<div>2020</div> <div>NOV</div>	Flexsteel voluntarily enrolls the Site in the IA DNR Land Recycling Program.
<div>2011</div> <div>NOV</div>	Resource Conservation and Recovery Act Final Site Sampling Visit Report prepared by Booz Allen Hamilton.	<div>2021</div> <div>NOV</div>	Phase I Environmental Site Assessment completed for wetland area.
<div>2019</div> <div>NOV</div>	Flexsteel completes asbestos and hazardous material removal work on interior and exterior of Site structures.	<div>2022</div> <div>Jan</div>	Groundwater monitoring began in 2022 and final report will be completed after four quarters of sampling have been completed.
<div>2020</div> <div>MAY</div>	Deconstruction of Flexsteel buildings completed.	<div>2022</div> <div>OCT</div>	Phase II Environmental Site Assessment completed for portion along Heritage Trail



Environmental concerns identified in the former uses of the site include an oil house, painting, varnishing, railroad shop building, railroad tracks, railroad roundtable, lacquer use, mixing and storage, spray booths, waste burner, plating, battery manufacturing, machining, tooling, Underground Storage Tanks (USTs), gas mixer, and truck repair. Previous soil and groundwater investigations at the site have identified arsenic, cadmium, lead, polynuclear aromatic hydrocarbons (PAHs) and waste oil in the soil and arsenic, lead, cadmium, chromium, barium, volatile organic compounds (VOCs), PAHs, and metals in groundwater. Additionally, prior assessment work identified asbestos containing materials (ACM) in several of buildings located on the site requiring ACM abatement prior to demolition or renovation.

Flexsteel voluntarily enrolled the site in the Iowa DNR Land Recycle Program (LRP), a cleanup program in January 2020. The Iowa DNR will assess the contamination cleanup in order for the site to obtain a no further action regulatory status. Flexsteel has contracted with Blackstone Environmental, Inc. to be its environmental consultant and to provide additional assessment investigations as needed in regards to the environmental condition of the property as part of the site's enrollment in the Land Recycling Program.

## **ASBESTOS AND HAZARDOUS MATERIAL ABATEMENT**

Flexsteel began the asbestos and hazardous material removal work on the building interior in September 2019, and it was completed on November 19, 2019. Approximately 38,661 square feet/331 cubic yards of ACM were disposed at Veolia ES Mallard Ridge Landfill in Delavan, Wisconsin. Approximately 4,173 mercury containing fluorescent lightbulbs, 3,317 non-PCB ballasts, 146 Polychlorinated Biphenyls (PCB) containing ballasts, 126 hard shell bulbs, 57 u-bends, 53 compact bulbs with ballasts, 46 high intensity bulbs, 44 lead batteries, 25 LED bulbs, 8 compact fluorescent bulbs, and 4 shatter shields were removed from the site and sent to Recycling Compliance Specialists.

For the exterior of the buildings, the asbestos removal work began on October 7, 2019 and was completed on November 27, 2019. Approximately 1,200 yards of ACM were removed and disposed of at the Dubuque Metropolitan Area Solid Waste Agency in Dubuque, Iowa.

## DECONSTRUCTION OF SITE

In conjunction with the asbestos and hazardous material abatement, deconstruction of the buildings began in September 2019 and concluded in May 2020. Throughout the deconstruction process, over two million pounds of reusable wood materials were diverted from landfills along with other building materials that were deemed salvageable. Timbers found in the old buildings were extremely rare in twenty foot lengths and are almost impossible to find in the 21st century. FitzGerald Deconstruction and Reuse salvaged the wood, saving hundreds of tons of valuable material that was destined for the landfill. Over \$10,000 worth of building materials were donated to the local Habitat for Humanity. Around 60,000 lbs. of metal including nails, steel, and attached beams were recycled. Thirty-five jobs were created during the cleanup and deconstruction project. Over fifty small local construction projects were supported with custom materials salvaged from the site.

## CURRENT SITE MONITORING

The IDNR requires groundwater monitoring for a minimum of two years due to the prior assessment findings. Currently groundwater monitoring is underway in order to obtain a no further action certificate on the site. Groundwater monitoring began in 2022 and a report will be issued to the Iowa DNR after four quarters of sampling have been completed. If steady and/or declining concentrations of contaminants are demonstrated in site groundwater, monitoring may cease and an environmental covenant restricting the use of site groundwater may be recorded (pending review and approval of the Iowa DNR). Contaminated soil can either be removed or capped. Any future development of the site must be conducted under a Soil and Groundwater Management Plan approved by the Iowa DNR.

## FUTURE DEVELOPMENT

Flexsteel is considering donating to Dubuque County, a portion of the site that contains wetlands and is along the county-owned Heritage Trail. Flexsteel is looking to sell the remainder of the site to a potential developer(s). Blackstone prepared an informal summary of development options, included in Attachment A, that outlines items to be considered during the redevelopment process by future developers. The summary is to be used in part with the Revised Site Assessment Report dated December 15, 2020 by Blackstone. Decisions regarding future development should be made in consultation with a qualified professional.

## SITE INFRASTRUCTURE

Figures 7-10 on the map the existing infrastructure on and around the site.

**Site Overview and Surrounding Land Use**

**STUDY AREA**  
APPROX: 51 ACRES

**Legend**

- Residential
- Institutional
- Commercial
- Study Area

0 0.05 0.1 0.2 0.3 0.4 Miles

Figure 7. Site Overview and Surrounding Land Use  
Source: City of Dubuque

**Site Overview and Surrounding Land Use**

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- Residential
- Institutional
- Commercial
- Study Area

0 0.05 0.1 0.2 0.3 0.4 Miles

The map displays the Study Area (indicated by a blue dashed line) and its surrounding land use. The legend identifies three land use categories: Residential (yellow), Institutional (light blue), and Commercial (red). A scale bar at the bottom indicates distances from 0 to 0.4 miles. A north arrow is located in the upper right corner of the map area.

- 
- Legend**
- Residential
  - Institutional
  - Commercial
  - Study Area
- 0 0.05 0.1 0.2 0.3 0.4 Miles
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- Residential
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- Residential
- Institutional
- Commercial
- Study Area

0 0.05 0.1 0.2 0.3 0.4 Miles

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Figure 7. Site Overview and Surrounding Land Use  
Source: City of Dubuque

Figure 7. Site Overview and Surrounding Land Use  
Source: City of Dubuque



# Site Water Infrastructure

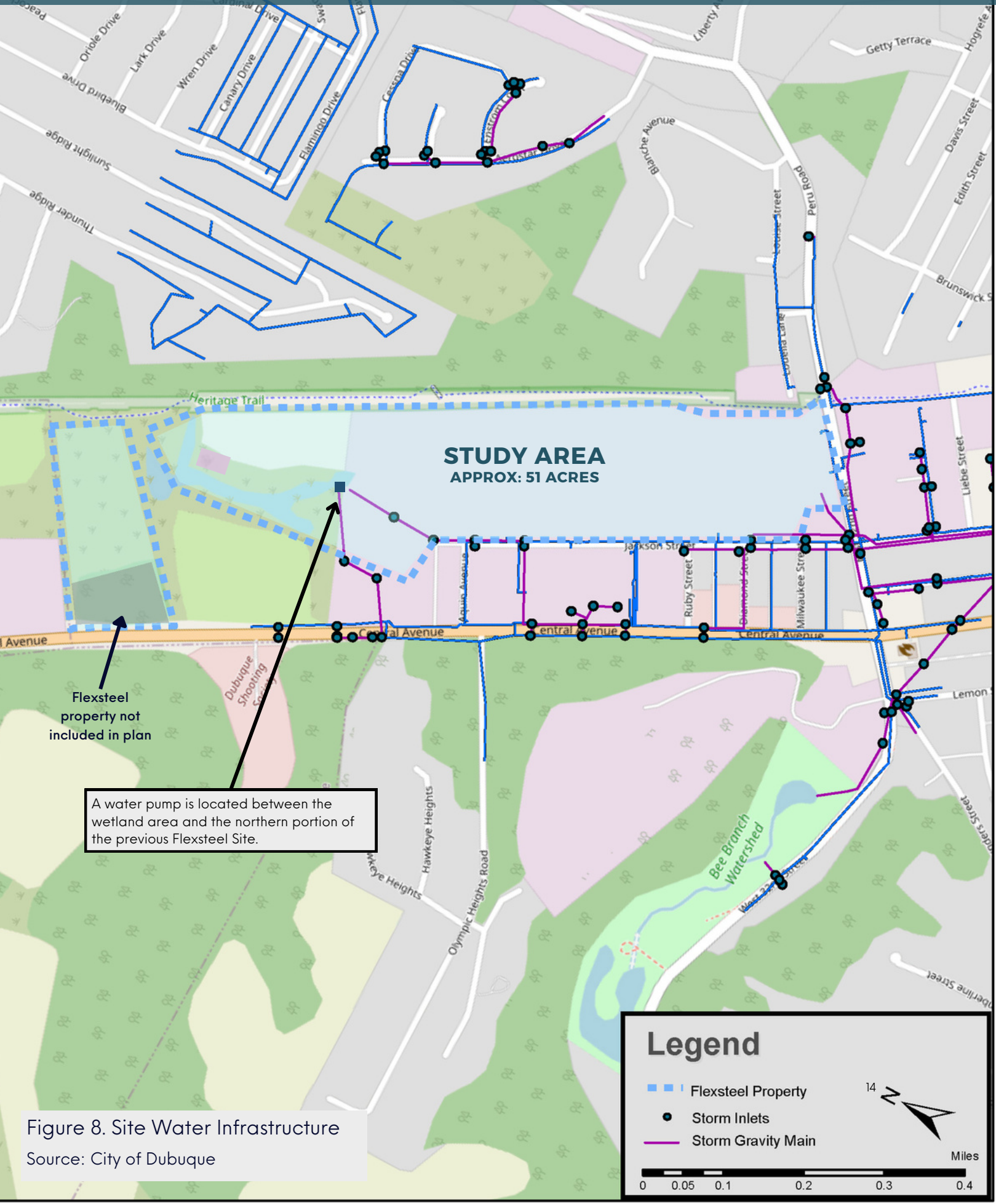


Figure 8. Site Water Infrastructure  
Source: City of Dubuque



# Site Stormwater Infrastructure

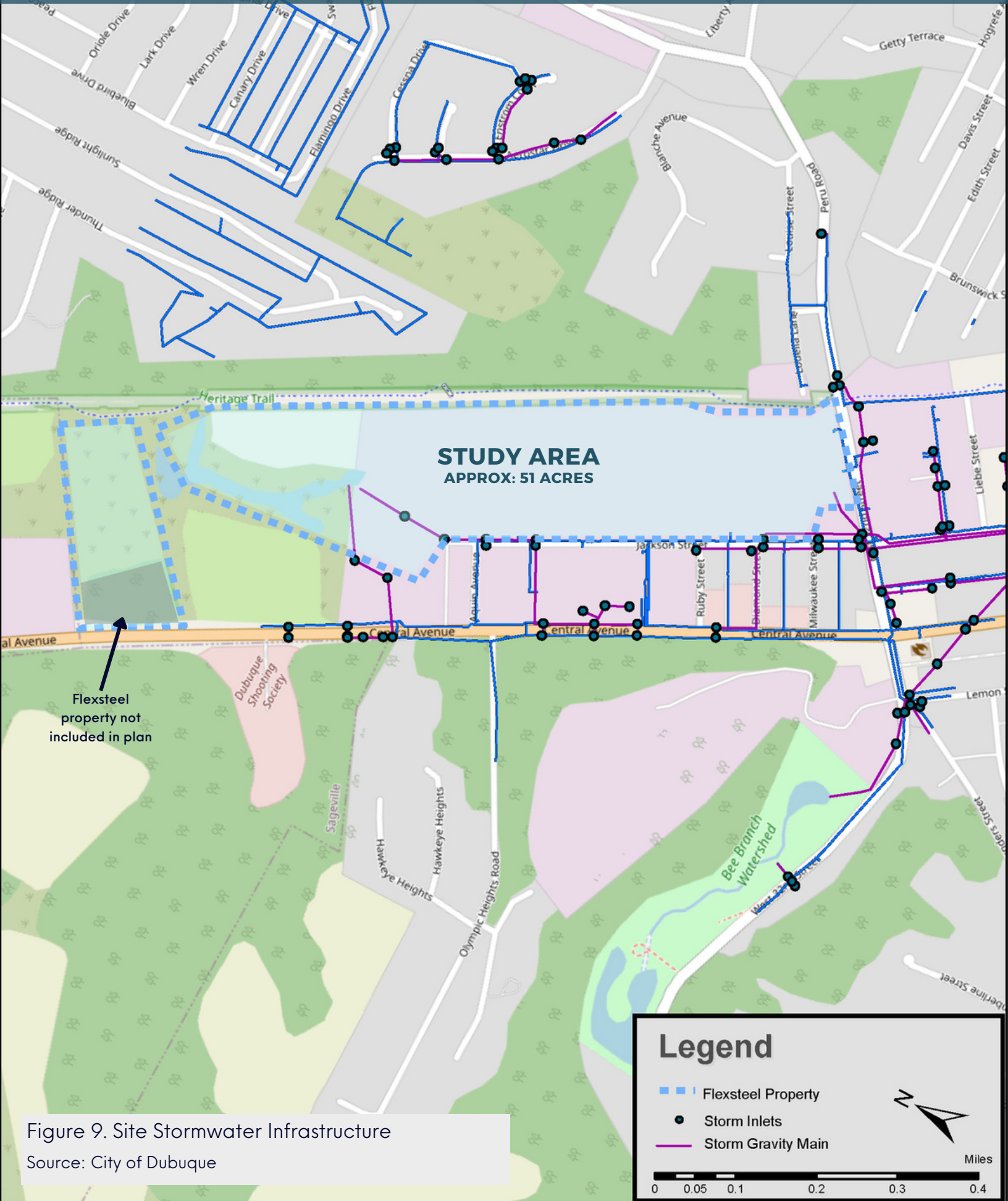


Figure 9. Site Stormwater Infrastructure  
Source: City of Dubuque

# Site Sanitary Sewer Infrastructure

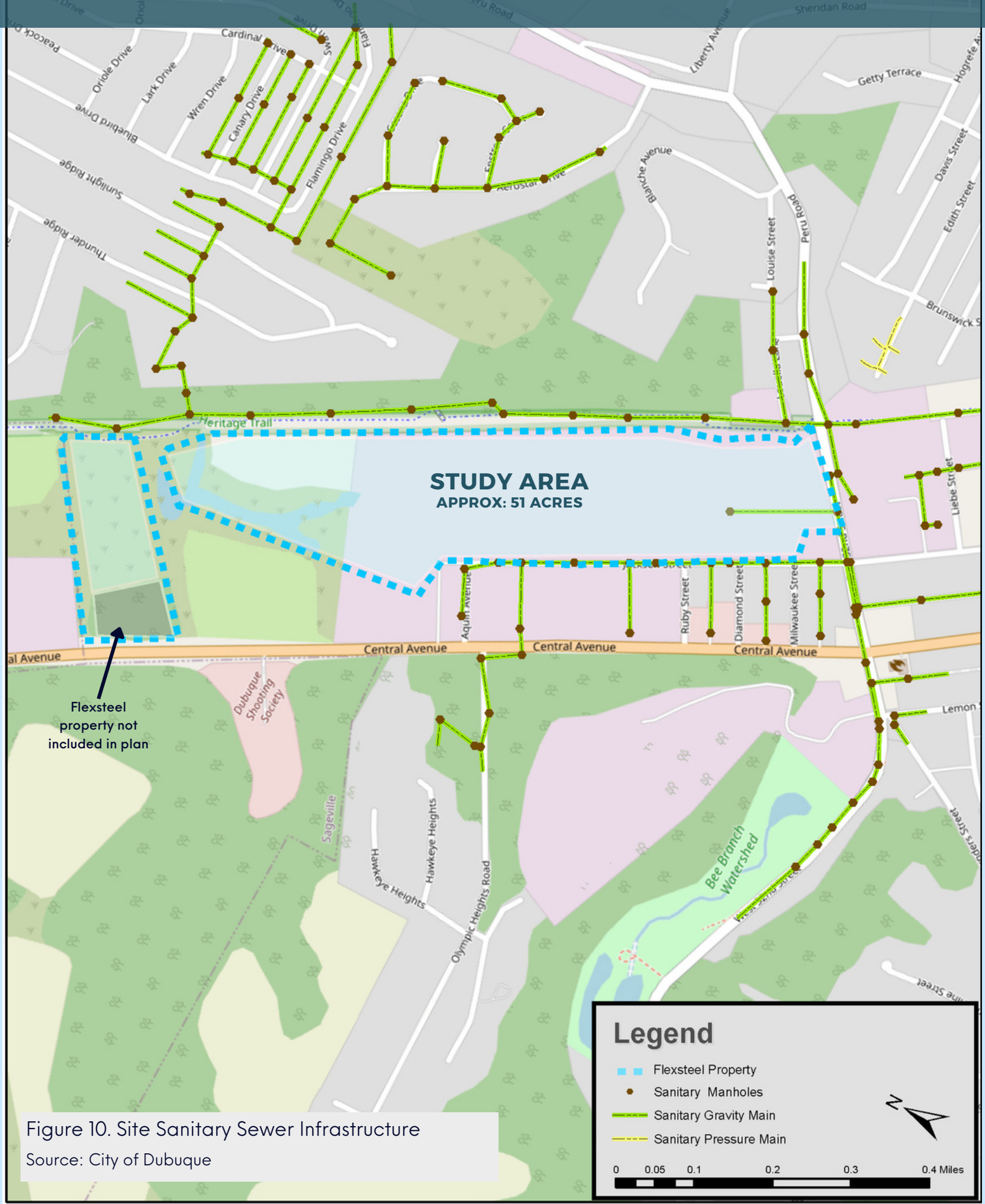


Figure 10. Site Sanitary Sewer Infrastructure

Source: City of Dubuque



# Chapter 5. Public Input

## Overview

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An effective community engagement process is the foundation for a successful plan. The following pages outline the public engagement process used to develop the plan and summarize the information collected. The public input strategy used a multi-pronged approach to engage the community. First, the teams at ECIA and Blackstone held three separate community input meetings targeting local businesses, neighborhood civic associations, and the general public. Second, the outreach team distributed a community survey to reach a wider audience and engage as many people as possible.

Third, the team employed a supplementary public information and outreach campaign that included the utilization of Reddit, Facebook, press releases, the City of Dubuque website, local news outlets, and direct mailings to over 75 residents and businesses. In turn, the opinions gathered through this process helped shape the recommendations that are included throughout the plan.



**Flexsteel Site Redevelopment**

**Hello,**

The Former Flexsteel Manufacturing Site at 3400 Jackson Street is the subject of a community planning effort funded by a United States Environmental Protection Agency (USEPA) Brownfields Assessment Grant that was awarded to the East Central Intergovernmental Association (ECIA) in May 2020.

A cooperative effort between the USEPA, Flexsteel Industries, Gronen Development, DBQ Property Group, ECIA, the City of Dubuque, and Blackstone Environmental; this work will seek to distill existing planning documents that apply to the opportunity presented by the redevelopment of the Former Flexsteel Manufacturing Site in addition to incorporating feedback specific to the Site itself.

Initial public engagement with the North-End Neighborhood Association (NENA) occurred on November 3, 2021. **As a nearby business owner, you are invited** to Convivium Urban Farmstead on November 9 at 6:30 p.m. to offer your feedback. The project team will give a brief presentation to be followed by group conversation and exercises designed to document your views. Chuck Harris, President of the NENA notes that "it is rare for a well-developed neighborhood to get a chance to reimagine a large tract of land, this could be anything from a pocket neighborhood with market rate senior housing to grocery store even a senior/community center."

To learn more about the ECIA Brownfields Assessment Grant, visit <https://www.ecia.org/brownfields/index.php>. To participate in a survey about the Former Flexsteel Manufacturing Site's redevelopment, visit <https://www.surveymonkey.com/r/9ME8BNX> or scan the QR code.

Take the survey!



**BLACKSTONE ENVIRONMENTAL** **Dubuque** **ECIA** **EPA** **FLEXSTEEL** **GRONEN**

Though this project has been funded, wholly or in part, by EPA, the contents of this document do not necessarily reflect the views and policies of EPA.

*Meeting 1 Flyer*

# Community Input Meetings

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Gathering feedback directly from community members through targeted community input meetings was a critical aspect of the public input process. Three meetings were held in the North End neighborhood at the Convivium Urban Farmstead (Convivium), 2811 Jackson Street. The three stakeholder groups that were included in these meetings were the North End Neighborhood Association (NENA), local businesses, and the general public. While each of these meetings targeted a specific audience, the entire community was invited to participate and all three meetings were open to anyone who wanted to attend. In each of these meetings, facilitators provided an overview of the site, environmental data, and other details pertaining to the site's history. After participants provided comments, they were asked to participate in planning exercises and fill out a survey to better record their thoughts on the site.

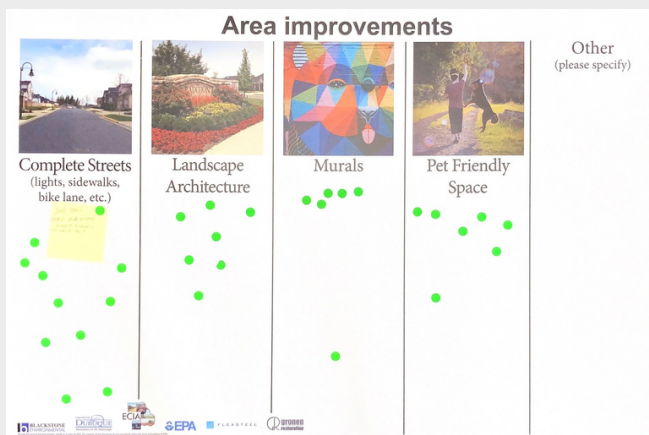
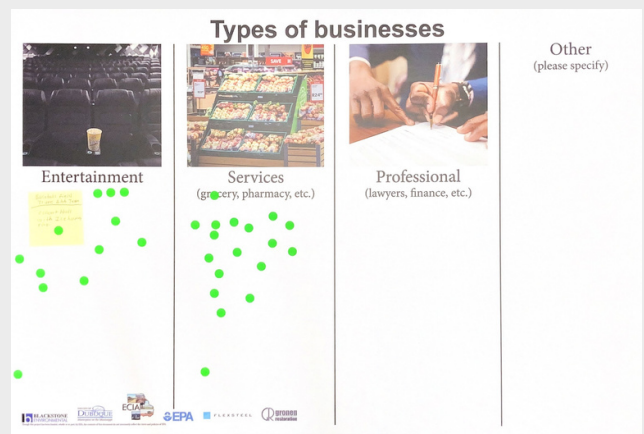
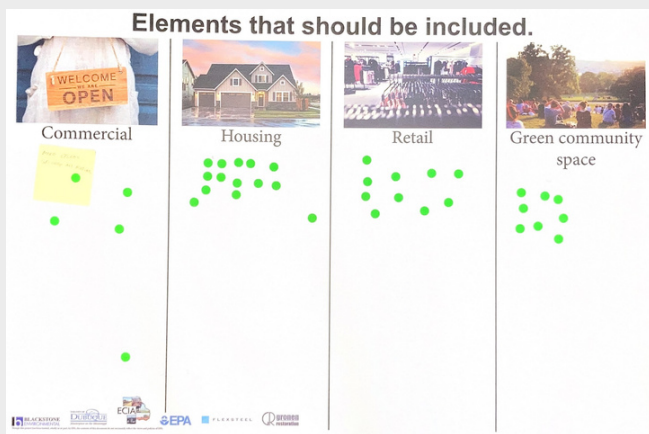
## MEETING 1 - NORTH END NEIGHBORHOOD ASSOCIATION

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The project team hosted the first community input meeting on November 3, 2021 at Convivium. NENA is a community organization that meets monthly to discuss issues and events that are relevant to the North End neighborhood. The North End is the closest neighborhood to the former Flexsteel site and would be most impacted by any developments that occur there. This meeting had 17 participants in attendance, most of whom lived in the North End.







Meeting 1 attendees participated in dot voting exercises to help develop a vision for the Flexsteel site.

## MEETING 1 TAKEAWAYS

Ideas discussed during the meeting are listed below.

- Would like to see a mix of housing, retail, and green community space.
- Prefer businesses that provide goods and services to the neighborhood.
- Would like green spaces throughout the site including areas for outdoor recreation and passive natural areas.
- Beautification in and around the site is important and would like to see a reduction of dust on the site and adjoining properties.
- Would like an additional grocery store option in the area that is walkable and affordable.
- A pocket neighborhood with single-level homes oriented towards the elderly residents.
- Meeting participants suggested a variety of public amenities for the site including: complete streets, a pet friendly space, and murals.



## MEETING 2 - LOCAL BUSINESSES

For the local business input meeting, the outreach team sent meeting invitations to over 50 businesses that are located near the former Flexsteel site. The meeting was held on November 9, 2021 at Convivium. The businesses in attendance combined to employ over 400 workers, the majority of whom live in the North End and Downtown. For this input meeting, participants opted not to use the meeting boards and dot exercises, but rather to have a conversation about their thoughts on the site.

### MEETING 2 TAKEAWAYS

Ideas discussed during the meeting are listed below.

- Infrastructure and traffic circulation should be addressed to meet the needs of local manufacturing businesses.
- Would like to see curb appeal improved along Jackson St and Central Ave.
- Improvements to air quality and reduction of dust is important to the quality of life for residents.
- Infrastructure maintenance and improvements could help minimize road noise and neighborhood impacts.
- A designated truck route could help mitigate congestion, safety issues, and increase efficiency in the North End.
- Infrastructure improvements are a priority for meeting participants - most feel that improvements are needed before a new development can occur.

## MEETING 3 - GENERAL PUBLIC INPUT

The last input meeting was held on December 6, 2021, and it was targeted toward the entire community both within and outside of the North End. This meeting was held at Convivium and had 37 participants in attendance. This meeting was advertised using a variety of methods including Reddit, Facebook, City websites, local news outlets, and direct mailings.

### MEETING 3 TAKEAWAYS

Ideas discussed during the meeting are listed below.

- Would like additional grocery store options.
- Residents would like to have welcome signage like other neighborhoods around Dubuque.
- Would like to attract smaller, local businesses that provide goods and services that local residents need.
- Small businesses could help keep people in the neighborhood.
- Area beautification including landscaping and murals, particularly on industrial buildings in the area.
- Truck traffic and general traffic circulation are a concern among businesses and residents alike.
- Traffic issues should be considered as part of future development projects.
- Would like to see a designated truck route, street maintenance, and enforcement of existing truck route laws.



# Community Survey

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As part of the public engagement efforts for the plan, ECIA and Blackstone conducted a community survey. The survey questionnaire included thirteen questions related to existing and desired future conditions of the site. ECIA worked with the City of Dubuque and other project partners to develop the survey questions. ECIA distributed the survey using Survey Monkey, an online survey platform, and made paper questionnaire forms available upon request.

The City of Dubuque published a press release announcing the survey, and ECIA, the City, and other project partners shared the release via various communications channels including websites, social media, newspapers, radio, television, and existing email distribution lists. Community members that attended one of the public input meetings held as part of the planning process were also invited to participate in the survey. It should be noted that this survey was informal in nature and was not subject to a random sampling process that is typical for scientific surveys. This section summarizes some of the key results from the survey. Full survey results are provided in Attachment B.

## KEY SURVEY TAKEAWAYS

- Out of 11 options, respondents ranked low/traffic, parking, diverse housing types, and access to public spaces as the most important values for the potential development of the site.
- Conversely, access to public transit and singular uses within the neighborhood were ranked as the least important values.

## DESIGN ELEMENTS

- When the survey asked: which elements should be included in the site design?, green community space received the support of 67% of survey takers, the highest among all elements.
- Small businesses and housing were supported by more than half of survey takers, while retail came in at 46%.
- 24% of survey takers selected "other" and commented they would like to see a grocery store, a community garden, and a variety of other elements.
- Figure 11 charts the results of design elements question.



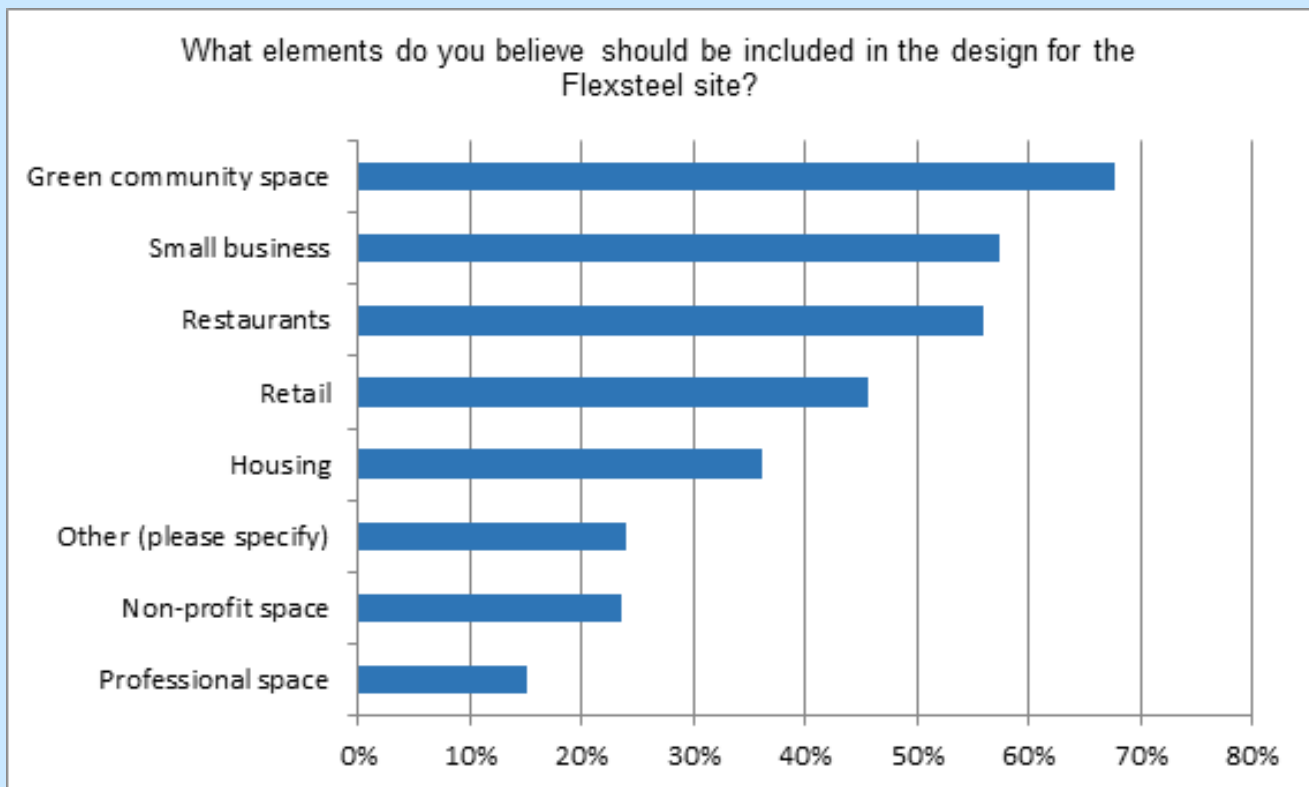


Figure 11. What elements do you believe should be included in the design for the Flexsteel Site?

Check boxes – select all that apply. Answered: 213 | Skipped 10.

## HOUSING

- Support for including housing in future plans for the site varied depending on the question.
- Only 36% of survey takers selected housing as an element they want to see included in future plans for the site.
- When the survey asked: what type of housing would you wish to see, if housing were to be developed?", only 32% answered "no housing", while the other 68% selected some type of housing they would like to see on the site.
- Single-family was the most popular housing type with 25%, followed by multi-family (15%), apartments (12%), other (9%), and condos (8%).

## BUSINESS

- 57% of respondents suggested that they would like to see small business included as a potential design element.
- When survey takers were asked specifically what businesses they wanted to see in or around the site (74%) said grocery, (61%) said restaurants, and (48%) selected retail.
- A number of comments also addressed the need for critical services such as healthcare in the neighborhood.
- 41% of respondents said they would like to see entertainment businesses on the site. Survey comments added that entertainment options were needed for the area's younger population.
- Business options for the site receiving the least support from survey takers were finance and banking (8%) and industrial, warehouse, and manufacturing (7%).
- Figure 12 charts the results of the business question.

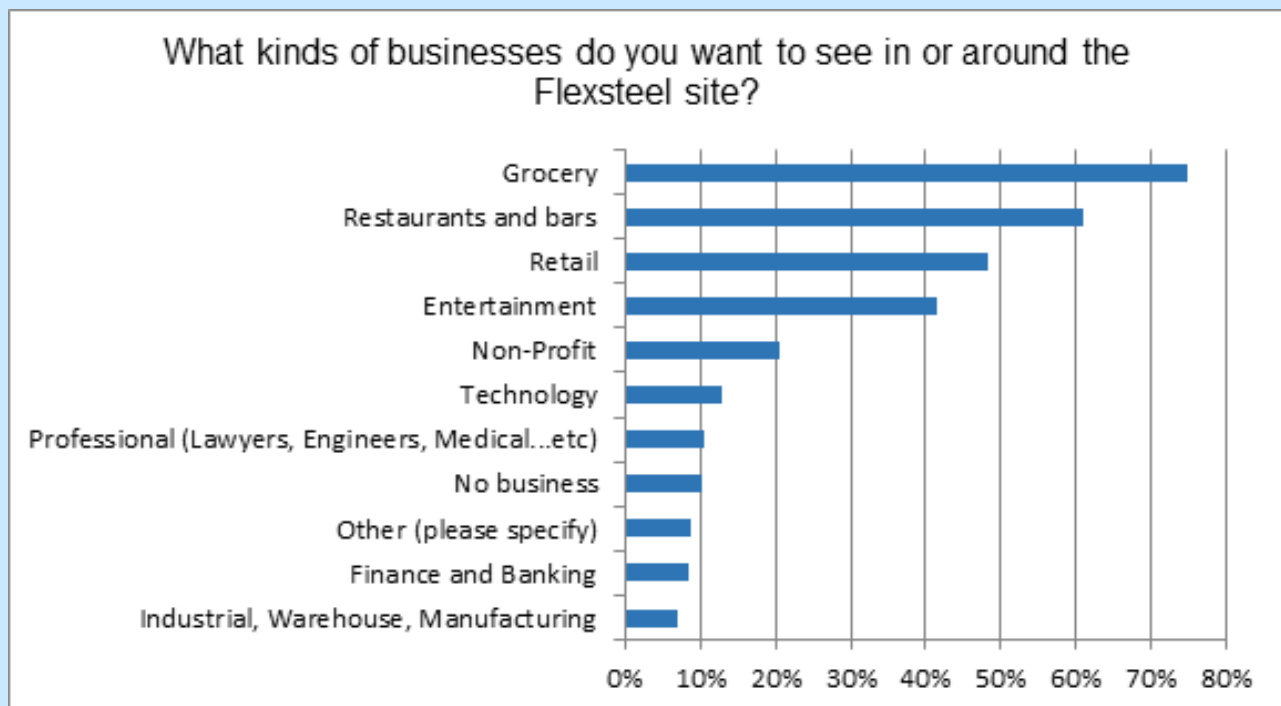


Figure 12. What kinds of businesses do you want to see in or around the Flexsteel site?  
Checkboxes – Select all that apply. Answered: 215 | Skipped: 8.

## GREEN SPACE

- Green community space received the most support from survey takers with 68% saying it should be included in the future plans for the site.
- Types of green spaces receiving the support from a majority of survey takers included bike paths (63%) and playgrounds (56%), and outdoor workout/ recreation space (54%).

## CONCERNS

- One survey question asked respondents to identify potential concerns that they might have with the site.
- The most common response of the responses was a concern over safety and lighting (59%).
- Roadway safety and traffic are also concerns.
- 41% of survey takers had environmental concerns about the site.
- Commenters also mentioned concerns about what would happen if nothing happens with the site and it sits vacant for a long period of time.

## INFRASTRUCTURE

- Would like to see more bicycle and pedestrian infrastructure including sidewalks and better lighting. Would also like to see connections made to existing bike paths, especially the Heritage Trail.
- Commenters suggested adding improved signage for the local landmarks and to denote the North End Neighborhood like other city neighborhoods.

## DEMOGRAPHICS

- 74% of survey takers lived in the 52001 zip code, followed by 52002 (15%), and 52003 (8%).
- The largest age group of respondents was 35-44 (34%), followed by 25-34 (19%).
- 95% of respondents self-identified as white.

## Community Values

Common values emerged during the public outreach meetings among those in attendance and those voicing their thoughts and ideas through surveys. Residents and businesses shared one common value and goal: pride. Residents and businesses alike have considerable pride in the history of the North End, in the neighborhood. It is critical to those who live and work in the area that the City of Dubuque, and community at large, invest in the future of the North End and aid in the future development of this area of town. To understand the North End, one must understand the common values shared and expressed by attendees at the public meetings. Four core community values are summarized below.

### NEIGHBORHOOD GENERATIONAL PRIDE

Residents of the North End have a great deal of pride in their neighborhood, and it is one of the reasons that many multi-generational families continue to occupy the same homes that they grew up in. One common thread among all North End residents is that they love the neighborhood and want to see it headed toward a more prosperous future. Residential and business neighbors value each other and want to work together to coexist by beautifying the neighborhood and enhancing safety for all.

### CONNECTION WITH HISTORY

Many residents of the North End are very much aware and in touch with the community's heritage as residents value the historic character of the North End. Their families have worked at many of the local industrial operations and they take great pride in this valuable contribution they have made to Dubuque's economy and history.



## AUTHENTICITY

The people of the North End value real, meaningful projects and people that will act transparently for the betterment of the neighborhood and its residents. Residents embrace neighborhood development and employers, but want to ensure continuous engagement and commitment is made by the City and local businesses to make the North End a safe and beautiful neighborhood.

## PRAGMATIC ACTION

North End residents value pragmatic, common sense solutions to the challenges that their community is facing. A good project will produce tangible benefits to the community and add value to existing assets. Community members are highly motivated and involved in the future of their neighborhood and are ready to take action in improving the North End.



# Chapter 6. Conclusions and Recommendations

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This chapter presents a vision for the Former Flexsteel Industries Brownfields Site and the surrounding area. It is informed by public input that was collected throughout the planning process summarized in the previous chapter. It should be noted that all conceptual imagery and maps are in no way indicative of future or current financial commitments by any public or private stakeholders in this project.

## A Gateway to the North End

A number of comments were received throughout the public input process on the topic of signage in the North End. Currently, the North End is an unmarked gateway into Dubuque. Signs, banners, and flags are typically used throughout the city to delineate neighborhoods and districts. Signs and banners not only help cultivate community pride, but they can also help craft a unique identity for a neighborhood or district. Below is an example of sign that demarks the Westend District in Dubuque. It is a relatively low cost option that can have a large positive impact on the perception of the North End community.



## Wetlands Area

The northern portion of the Former Flexsteel Industries Brownfields Site includes wetlands. These wetlands have been delineated and present an opportunity for recreational paths, overlooks, and outdoor education. The site is bounded to the east by the Heritage Trail. Flexsteel plans to donate the wetlands to Dubuque County Conservation so that the community will benefit from this long-term stewardship opportunity. Placards with educational materials could be located along raised walkways, drawing visitor attention to features of this natural wetland area and providing an opportunity to sit, relax, and take in the beauty of the surroundings.

Structures constructed on the site could incorporate salvaged materials from the old Flexsteel building, honoring the company's history as a major employer in the area. Interpretive displays could highlight the project's sustainability achievements, including: Over 2,000,000 pounds of reclaimed timbers diverted from the landfill; over \$150,000 spent locally, tools, equipment, hauling, labor, etc.; 10,000 square feet of flooring manufactured from timbers and sold locally; 60,000 pounds of metal recycled from nails and steel attached to the beams.



*Wetlands Area*



## WETLANDS AREA CONCEPTUAL USE



Figure 13. Wetlands Area Conceptual Use

### CONSTRAINTS AND OPPORTUNITIES

The wetlands area is the least commercially developable area within the site due to it being a wetland and unique habitat for wildlife, including a number of unique plant and animal species. The Dubuque County Conservation Board commissioned a plan for the wetland property; public feedback gathered for that plan emphasized that the wetlands and the Heritage Trail are both assets which the public would like to see maintained and enhanced.



# Flexsteel Site

Through the plan development process, the community envisioned a revitalized Former Flexsteel Industries Brownfields Site and surrounding neighborhood that reflects the values of the North End and the broader Dubuque community. The public input process identified several potential future uses for the site, and the following section summarizes some the key takeaways identified through the process.

## COMMERCIAL

Reuse of the site for commercial purposes was one of the most popular redevelopment options identified through the public input process. Survey takers ranked small business, restaurants, and retail as top elements to include in the site. The most desired business types included a grocery store, restaurants, medical services, and other businesses that would provide goods and services to the surrounding neighborhood. Community members also said that they would prefer to see smaller, locally owned businesses on the site. The southern portion of the site was identified as having the best potential for future commercial development, primarily because of its location near 32nd Street and the existing commercial uses located on nearby properties.

## HOUSING

Through the planning process community members identified the need for additional housing in the North End, but there were some mixed feelings on whether housing is the best reuse option for the Flexsteel site. Only 36 percent of survey takers said they would like to see housing on the site. However, when the survey asked what type of housing would you want to see, if housing was developed on the site, around 68 percent said they would want to see some type of housing on the site while 32 percent said that they did not want to see housing of any kind on the site. Through the process, those that did want to see housing recommended a variety of types, from single-family homes to condos and apartments. The community also suggested that housing could be mixed with commercial uses to create a walkable, mixed-use area similar to the existing North End neighborhood.

## LIGHT INDUSTRIAL

Manufacturing and industrial uses were less popular options for the site when compared to commercial or residential uses. However, light industrial uses were discussed throughout the public input process as possible reuse options for the following three reasons: (1) the site is currently zoned for light industrial use, (2) other light industrial uses are located nearby, and (3) the local market may determine that light industrial is the highest and best future use for some portions the site.

The northern portion of the site was identified as having the best potential for light industrial use because of the light industrial uses located on nearby properties. Industrial, commercial, and residential uses have coexisted in the North End for many years, and input suggests that these uses could also coexist on the site. If a portion of the site was redeveloped for light industrial use, public input indicated that murals, trees, and landscaping could help diverse land uses coexist and mitigate potential nuisance issues.

## TRAFFIC

Vehicle traffic, especially truck traffic, was a frequent topic of conversation throughout the public engagement process. The area's manufacturing businesses rely on trucks, but many area residents expressed concerns about noise and dust. Moving forward, residents and businesses should continue the dialog and work together to identify solutions go traffic related issues. Any future redevelopment plans for the site should include a careful evaluation of traffic impacts.

## BEAUTIFICATION, LANDSCAPING, AND GREEN SPACE

Through the planning process the community has made clear that the appearance of the site is important, regardless of its future use. Overall, the site should provide a clean, safe, comfortable, and inviting environment that incorporates trees, public art, and landscaping into the site design. Community members would also like to see improvements made to area infrastructure including streets and lighting. Landscaping elements could serve as a transition zone between less compatible land uses such as industrial and residential. Green space can also be used to connect the site to nearby natural areas like the Heritage Trail and the wetlands to the north.



## CONSTRAINTS AND OPPORTUNITIES

Future development plans for the site should consider its environmental history.

Decisions regarding future development should be made in consultation with a qualified professional. Depending on the nature of any future redevelopment, environmental mitigation strategies will vary substantially. The full environmental record for the site can be found at the link below.

<https://programs.iowadnr.gov/contaminatedsites/Site/Documents/1698>.



Figure 14. Flexsteel Site Conceptual Use

## What's Next for the Flexsteel Site?

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To achieve the vision for the Former Flexsteel Industries Brownfields Site laid out in this plan, a collection of stakeholders must continue to be engaged in this project, particularly local residents, private developers, the City of Dubuque, and other key stakeholders. Determining the highest and best use for the site does not fall solely within the purview of any of the previously mentioned entities. It is the product of a team effort where residents can engage elected officials about what is desired, and in turn, city and state officials can work with private developers to determine potential development agreements, incentives, or other economic mechanisms that can help turn a project idea into reality.

Community members expressed appreciation for the public outreach process and that the City of Dubuque and Flexsteel are looking to incorporate their feedback into the potential reuse of this site. After meeting with the neighborhood's residents and local businesses, a number of individuals expressed that they are ready for change and are passionate about being part of a brighter future for the site and the neighborhood. A large portion of the residents are fourth generation and are deeply invested in seeing the neighborhood grow and thrive. Residents along with commercial and industrial businesses have coexisted in the North End for over a hundred years, and they would like this to continue far into the future.

# Recommendations

Successful redevelopment of the Former Flexsteel Industries Brownfields Site will require collaboration from a wide variety of stakeholders to achieve the common vision that has been identified in this plan. The planning team has used the information collected through the planning process to develop a list of recommend actions that the City of Dubuque and its partners can take to help achieve its goal of redeveloping the site. The recommendations are listed in the Table 4. The table describes each recommendation and identifies the parties responsible for carrying out each activity. The success of the redevelopment of the site hinges heavily on the surrounding area; therefore, recommendations have been made regarding the area around the site as well as the immediate site.

Table 4. Recommendations

Topic	Recommendation	Responsibility
<b>Environmental</b>	All future developers of this site should be encouraged to complete their environmental due diligence. Developers should follow state and federal guidelines for environmental mitigation and cleanup.	Developer
<b>Area Improvements</b>	Create signage that identifies the North End Neighborhood.	City of Dubuque
<b>Area Improvements</b>	Increase lighting infrastructure around site, particularly along Jackson St.	Developer
<b>Area Improvements</b>	Neighborhood street and landscape beautification.	Developers, City, Property Owners
<b>Traffic Circulation</b>	A traffic study should be completed prior to any moderate - high intensity re-use of the property.	Developer
<b>Land Use</b>	Consider rezoning a portion of Flexsteel Site to accommodate the highest and best use of the property as identified through public outreach and development realities.	Property Owners, City of Dubuque



# Attachment A

November 17, 2022

Mr. John Gronen  
Gronen Restoration  
900 Jackson Street  
Dubuque, Iowa 52001

**RE: Development Summary for the Former Flexsteel Manufacturing site at 3400 Jackson Street in Dubuque, Iowa.**

Dear Mr. Gronen,

Blackstone Environmental, Inc. (Blackstone) is pleased to present this informal summary of the development options for the Former Flexsteel Manufacturing located at 3400 Jackson Street in Dubuque, Iowa (Site). When this information is provided to potential Site developers, it should not be used in part, but as a whole with the REVISED Site Assessment Report dated December 15, 2020 by Blackstone.

## Summary

The 43-acre Site was used for manufacturing purposes for over 100 years, with the last major occupant being Flexsteel. Because of the length of time manufacturing was conducted and the types of manufacturing that operated on the Site, several environmental investigations have been conducted. The full environmental record for the Site can be found here: <https://programs.iowadnr.gov/contaminatedsites/Site/Documents/1698>. The investigations have identified soil and groundwater contamination at the former facility. This contamination is being assessed under the oversight of the Department of Natural Resources (DNR) Land Recycling Program – a cleanup program through the State of Iowa. The completion of the assessments associated with the Land Recycling Program will result in a no further action regulatory status for the Site. This status is granted by the State of Iowa and generally indicates the state certifies that a property has been investigated and determined to meet the applicable state cleanup standards. This process can take around two years to complete and does not have to be completed prior to redevelopment. In fact, redevelopment plans can help the process move faster.

The contamination identified at the Site is not such that redevelopment is not possible. On the contrary, the contamination can be managed in such a way that development can proceed while reducing or eliminating risks to the public or residents. Attached are two maps that depict the approximate location of soil contamination at the Site. These maps can be used as an estimate of contamination for planning purposes. The redevelopment would proceed as any other project, with the following considerations to keep in mind:

1. To reduce the risk of the public or residents from accessing identified soil contamination, it must either be capped or removed by excavating.
  - a. Capping of the areas where soil contamination is present can include constructing a building over the contamination, constructing a parking lot over the contamination, or placing several feet of “clean” soil over the contamination.

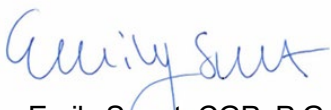
## Attachment A

- b. Excavation of the contaminated soil can be conducted prior or during development and would have to be disposed at a landfill.
2. Digging on the Site and digging that has the potential to require dewatering for construction should be conducted under a DNR approved Soil and Groundwater Management Plan (SGMP) specific to the project. The SGMP should be prepared by environmental professionals retained by Flexsteel for use on the entire Site.
3. Installation of potable water wells will be prohibited and developers should plan to utilize municipal water.
4. Groundwater monitoring wells are present on the Site and must be maintained until no further action regulatory status is achieved. The wells will be sampled by an environmental professional approximately every quarter for around two years or however long required by the DNR.
5. Plans regarding future development should be conducted in consultation with a qualified environmental professional and the DNR to achieve a no further action regulatory status. The DNR and qualified environmental professional will help each developer to design a strategy for each area design that allows for safe use of the Site, regardless of the project at hand under the umbrella of the Iowa Land Recycling Program. Planning documents can be reviewed and approved by the DNR generally within two or three weeks.
6. An environmental covenant will need to be prepared and recorded that detail the considerations above.

As indicated above, this information should not be used in part, but as a whole with the REVISED Site Assessment Report dated December 15, 2020 by Blackstone. This is not a technical document; the information below may include the application of judgment to scientific principles; to that extent this work may be based on subjective interpretation. Blackstone makes no warranties, express or implied. Blackstone will assume no responsibility or liability whatsoever for any claim, loss of property value, damage, or injury which results from pre-existing hazardous substances being encountered or present on the project Site, or from the discovery of such hazardous substances.

Respectfully,

**BLACKSTONE ENVIRONMENTAL, INC.**

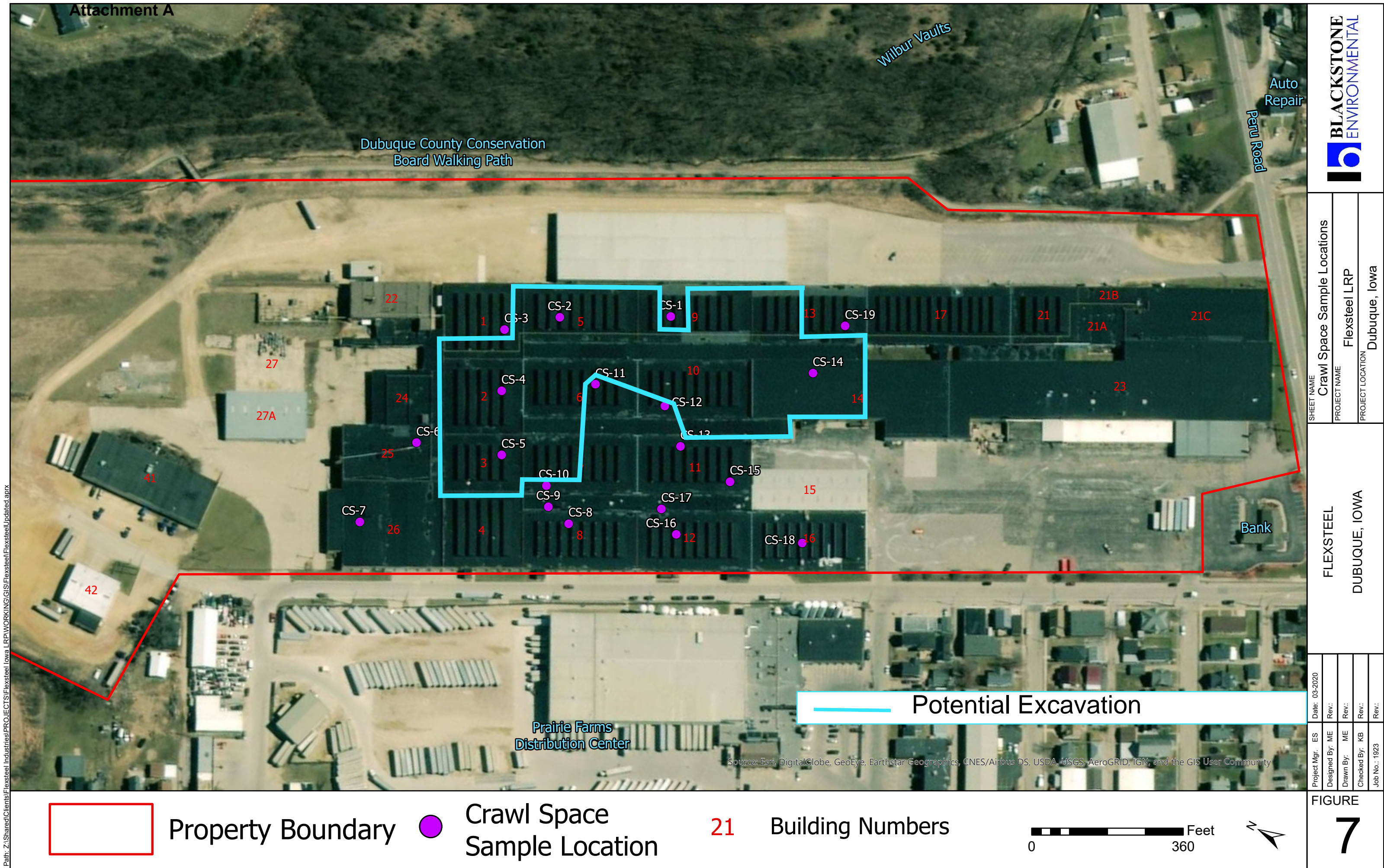
  
Emily Smart, CGP, P.G.  
Senior Project Manager

  
Krista Brodersen  
Senior Project Manager

Attachments: Approximate Location of Soil Contamination at the Site



Path: Z:\Shared\Clients\Flexsteel Industries\PROJECTS\Flexsteel Iowa LRP\WORKING\GIS\Flexsteel\FlexsteelUpdated.aprx



SHEET NAME	Crawl Space Sample Locations
PROJECT NAME	Flexsteel LRP
PROJECT LOCATION	Dubuque, Iowa

FLEXSTEEL
DUBUQUE, IOWA

Project Mgr.	ES	Date:	03-2020
Designed By:	ME	Rev.:	
Drawn By:	ME	Rev.:	
Checked By:	KB	Rev.:	
Job No.:	1923	Rev.:	



Path: Z:\Shared\Clients\Flexsteel Industries\Projects\Flexsteel Iowa LRP\WORKING\GIS\Flexsteel\FlexsteelUpdated.aprx

Attachment A



**Sample Areas**

● Fmr. Gas Mix Bld/Machine Shop/Unknown Bld.	● Former Machining Building
● Fill Area	● Lacquer Spraying Area
● Heating Oil UST and Lacquer Spill Area (Transformer)	● Truck Maintenance
● Former Railroad Tracks, Locomotive House, and Railroad Turn Table	● USTs and Stained Concrete
● Cistern and Stained Soils	● Crawl Space
▲ Surface/Sediment	

○ Boring Only	□ Permanent Wells
○ Boring with Temporary Well	
Property Boundary	
HR Green 2017 Phase II Sampling Locations	
Building Numbers	

0 560 Feet

North Arrow

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

**BLACKSTONE ENVIRONMENTAL**

SHEET NAME	Soil Boring Locations
PROJECT NAME	Flexsteel LRP
PROJECT LOCATION	Dubuque, Iowa

DATE: 12-23-19	DESIGNED BY: ME	DRAWN BY: ME	CHECKED BY: KB	JOB NO.: 1923
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**FIGURE 3**



An aerial photograph of an industrial facility, likely a steel mill, with large white buildings and numerous storage tanks. The foreground shows a large, flat, paved area with some dark stains, possibly from oil or other industrial liquids. The background is filled with dense trees and a clear blue sky. A large green rectangular box is overlaid on the left side of the image, containing white text.

# **Attachment B**

## **Flexsteel Industries**

### **Brownfield Site**

### **Survey Results**

Prepared by ECIA  
2022

## **Purpose**

The purpose of this report is to present the results of the Flexsteel Site Community Survey that was conducted in November and December 2021 by the East Central Intergovernmental Association (ECIA).

## **Survey Methods**

ECIA conducted the survey as part of the public engagement process for the Flexsteel Industries Brownfield Site Revisioning Plan. The survey questionnaire included thirteen questions related to existing and desired future conditions of the site. ECIA worked with the City of Dubuque and other project partners to develop the survey questions. ECIA distributed the survey using Survey Monkey, an online survey platform, and made paper questionnaire forms available upon request.

The City of Dubuque published a press release announcing the survey, and ECIA, the City, and other project partners shared the release via various communications channels including websites, social media, newspapers, radio, television, and existing email distribution lists. Community members that attended one of the public input meetings held as part of the planning process were also invited participate in the survey.

## **Survey Results**

A total of 233 people responded to the survey. Ninety-one percent of all survey takers completed the entire survey. This report contains a summary of the responses to all survey questions. Each question is stated as it appeared in the questionnaire followed by type of question, the number of participants that answered the question, and the number that skipped it. Results are presented in both table and chart form where possible.



## 1. What do you value most in a neighborhood? (1 = highest, 11 = lowest)

Ranking. Answered: 212 | Skipped: 11.

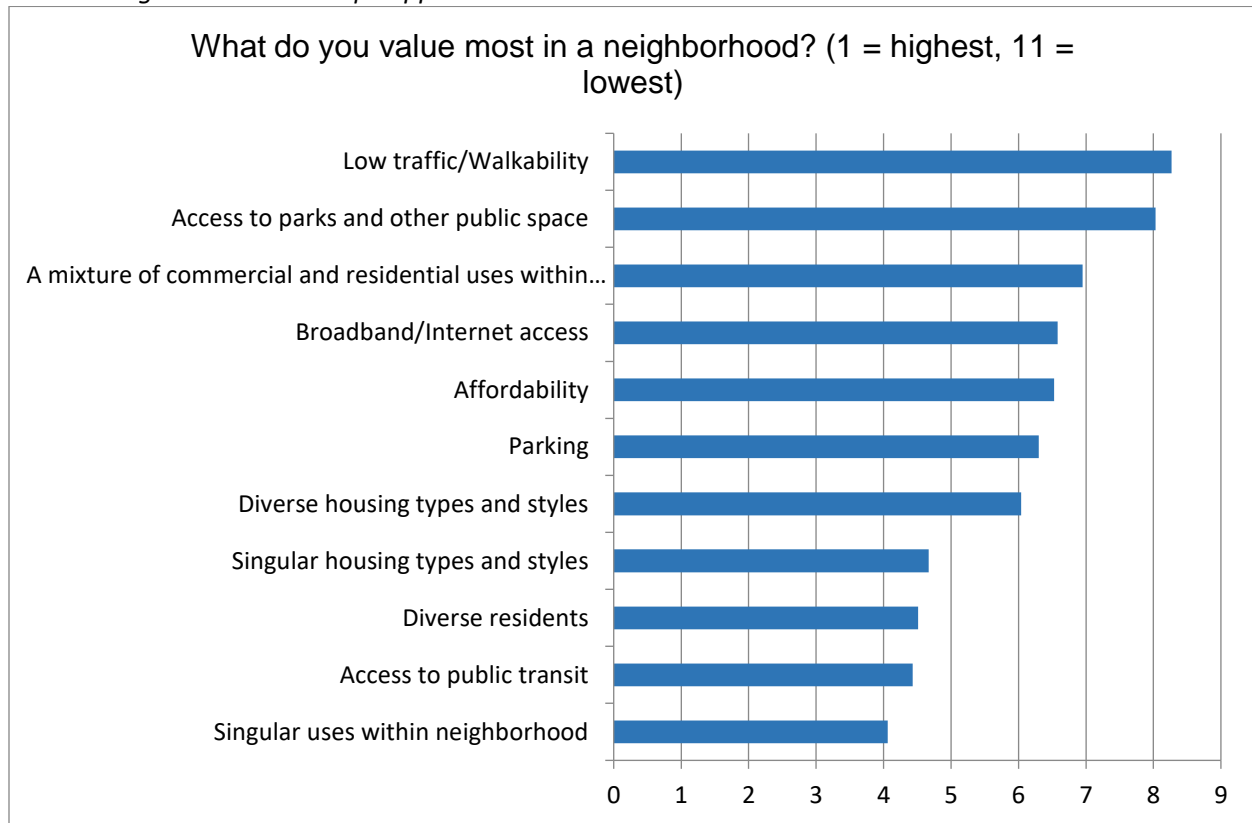
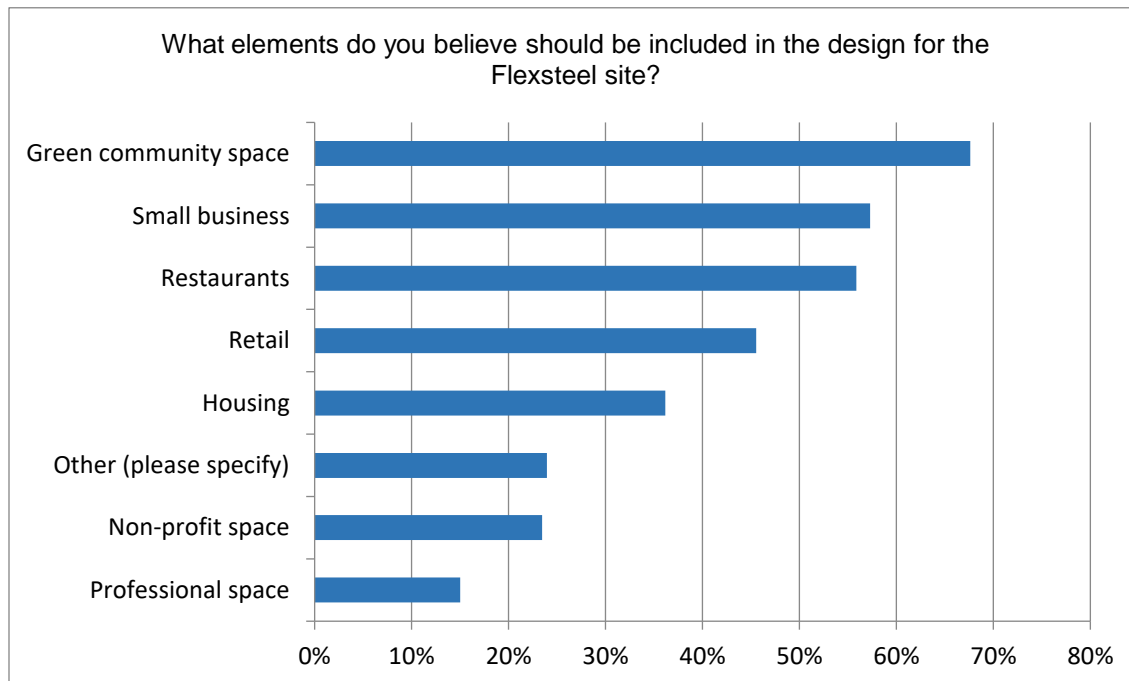


Chart is based on the average ranking given to each statement by all respondents.

	Average Score
Singular uses within neighborhood	4.06
Access to public transit	4.43
Diverse residents	4.51
Singular housing types and styles	4.67
Diverse housing types and styles	6.04
Parking	6.3
Affordability	6.53
Broadband/Internet access	6.58
A mixture of commercial and residential uses within neighborhood	6.95
Access to parks and other public space	8.03
Low traffic/Walkability	8.27

## 2. What elements do you believe should be included in the design for the Flexsteel site?

Check boxes - Select all that apply. Answered: 213 | Skipped: 10.



Answer Choices	Responses	
Professional space	15.02%	32
Non-profit space	23.47%	50
Other (please specify)	23.94%	51
Housing	36.15%	77
Retail	45.54%	97
Restaurants	55.87%	119
Small business	57.28%	122
Green community space	67.61%	144

### Other Responses

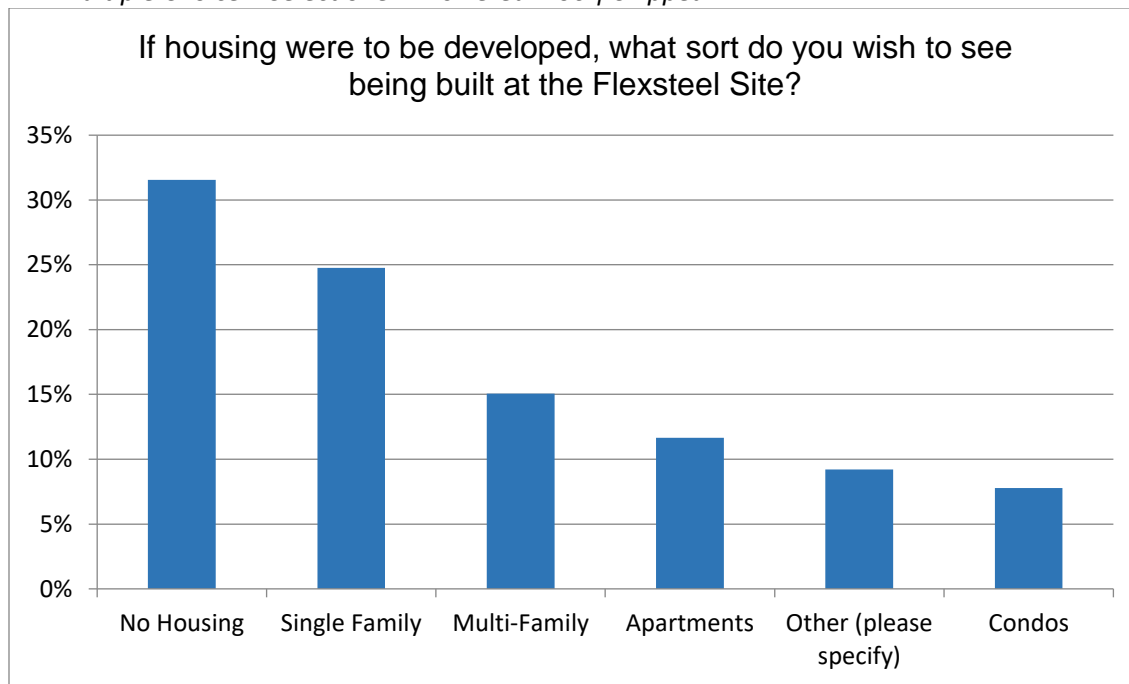
- Agriculture/Food
- Amusement park
- City owned sports facility to house multiple sports spaces
- Commercial with upper story apartments
- community garden
- Community gateway appeal
- Concert area
- Concert stadium, baseball park triple "A"
- Co-working space
- Creative elements / opportunities for community gathering that communicate a sense of place
- Educational/nature center. Think swiss valley
- Extension of Heritage Pond area
- Grocery
- Grocery
- Grocery store
- Grocery Store
- GROCERY STORE
- Grocery store
- Grocery store
- Grocery Store - affordable like an Aldi
- Grocery store!
- GROCERY!!!!
- Half of it to go to Prairie Farms Dairy and the other half a park
- Indoor sports complex[volleyball, basketball, ect], 6 or more Baseball fields, water park,

- Industrial/Commercial Grocery
- Jefferson Junior High School
- Kwik star
- Las Vegas Style night life
- Las Vegas Style Night Life
- Medical & educational uses
- natural habitat or prairie restoration
- Park areas would be amazing. Those of us in the Eagle Valley/Sky Blue Subdivision are lacking options for public play space nearby. This would be excellent and convenient site for that.
- Parking
- Parking
- Parks and recreation building with indoor pool for community programs pool
- Pet friendly park, grocery
- Poverty law center
- Private dog park
- Recreation
- recreation center
- Recreational area
- Recreational uses (Bet Plex)
- retail store so we don't have to drive across town to get household goods and clothing
- SELL LAND
- Stores
- Stupid Idea waste of taxpayer money
- Theater/Gallery
- WE NEED A GROCERY STORE AN ALDI
- Whole Foods or Fresh Thyme!
- Youth Baseball Fields



### 3. If housing were to be developed, what sort do you wish to see being built at the Flexsteel Site?

Multiple Choice – Select one. Answered: 206 / Skipped: 17.



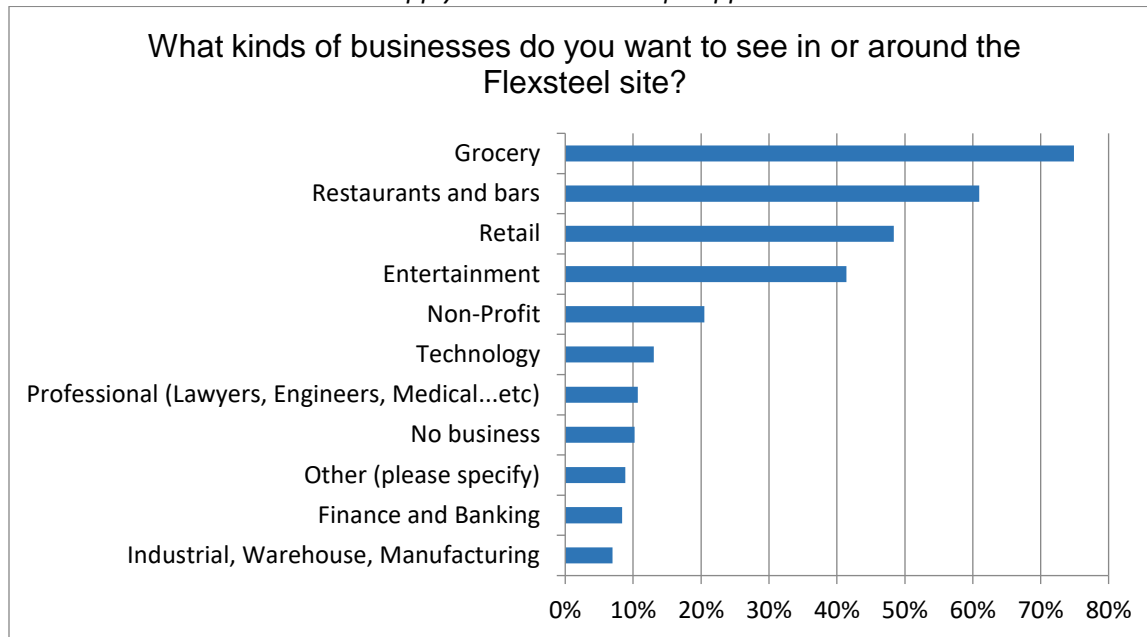
Answer Choices	Responses	
No Housing	31.55%	65
Single Family	24.76%	51
Multi-Family	15.05%	31
Apartments	11.65%	24
Other (please specify)	9.22%	19
Condos	7.77%	16

#### Other Responses

- A mix of all but single-family structures.
- A mix of condos apartments and row houses
- A mixture between single family housing and multi unit housing that blends with the existing neighborhood. No 1 acre lots.
- Affordable. And not more Groenen liveable wage
- AFFORDABLE
- Affordable housing/apts! Biggest problem with housing in the city.
- Any housing: single family, multi, apartments or condos
- commercial/retail lower level with upper level housing or pocket neighborhood
- It is a FLOOD PLAIN. Don't build housing there.
- low income housing
- Mix of single and multifamily
- Mixed use neighborhood
- Mixture of all types of homes
- Nice Senior housing options.
- Senior market rate housing - ADA compatible
- Street commercial and upper apartments, lofts
- Townhomes
- Waste of money
- Whatever it is it needs to be geared towards affordability and owner-occupied

#### 4. What kinds of businesses do you want to see in or around the Flexsteel site?

Checkboxes – Select all that apply. Answered: 215 | Skipped: 8.



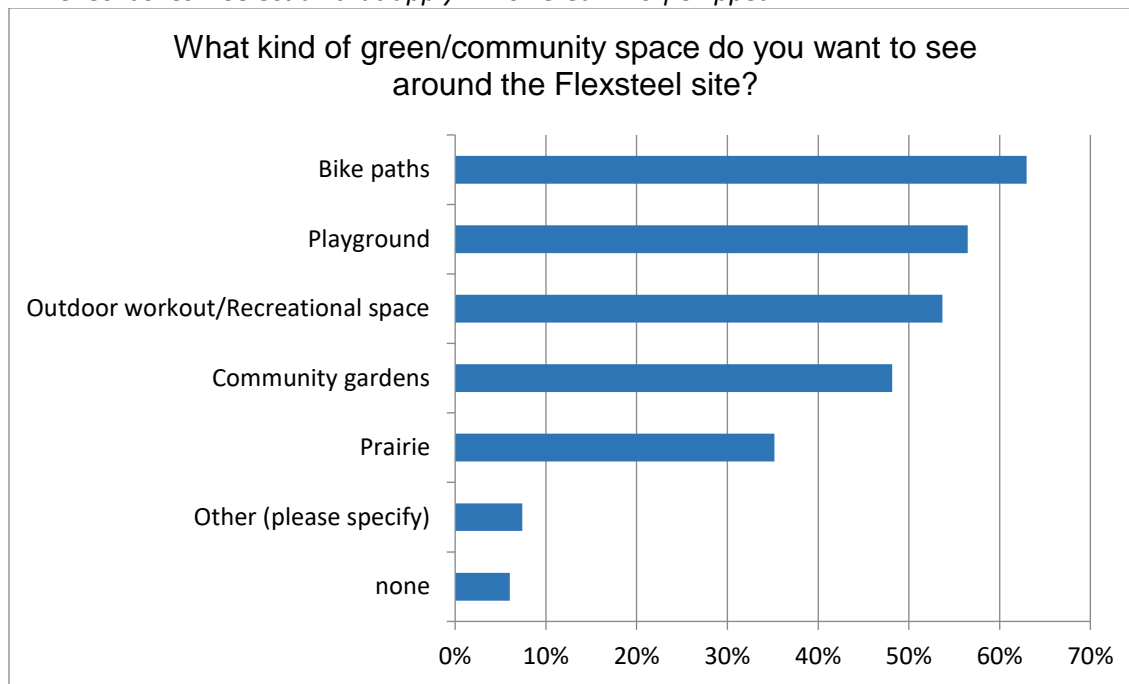
Answer Choices	Responses	
Industrial, Warehouse, Manufacturing	6.98%	15
Finance and Banking	8.37%	18
Other (please specify)	8.84%	19
No business	10.23%	22
Professional (Lawyers, Engineers, Medical...etc)	10.70%	23
Technology	13.02%	28
Non-Profit	20.47%	44
Entertainment	41.40%	89
Retail	48.37%	104
Restaurants and bars	60.93%	131
Grocery	74.88%	161

#### Other Responses

- Childcare
- community garden space
- indoor/outdoor sports facilities
- Las Vegas style entertainment
- Las Vegas style night life
- Las Vegas Style Night Life
- Like the millwork
- Maybe end the food deserts with grocery stores not relying on animal byproducts
- nature and prairie restoration are preferable to business
- No industrial, manufacturing, warehousing
- Residential Condos
- Restaurants only
- Senior Center
- Small businesses like Charlotte's or Convivium if any business at all.
- Specialty rec/sports: Bike races, roller derby track
- There is a bank there already
- This seems like a great opportunity to give the north end grocery they deserve and also more housing within city limits and near a green space

## 5. What kind of green/community space do you want to see around the Flexsteel site?

Checkboxes – Select all that apply. Answered: 216 | Skipped: 7.



Answer Choices	Responses	
none	6.02%	13
Other (please specify)	7.41%	16
Prairie	35.19%	76
Community gardens	48.15%	104
Outdoor workout/Recreational space	53.70%	116
Playground	56.48%	122
Bike paths	62.96%	136

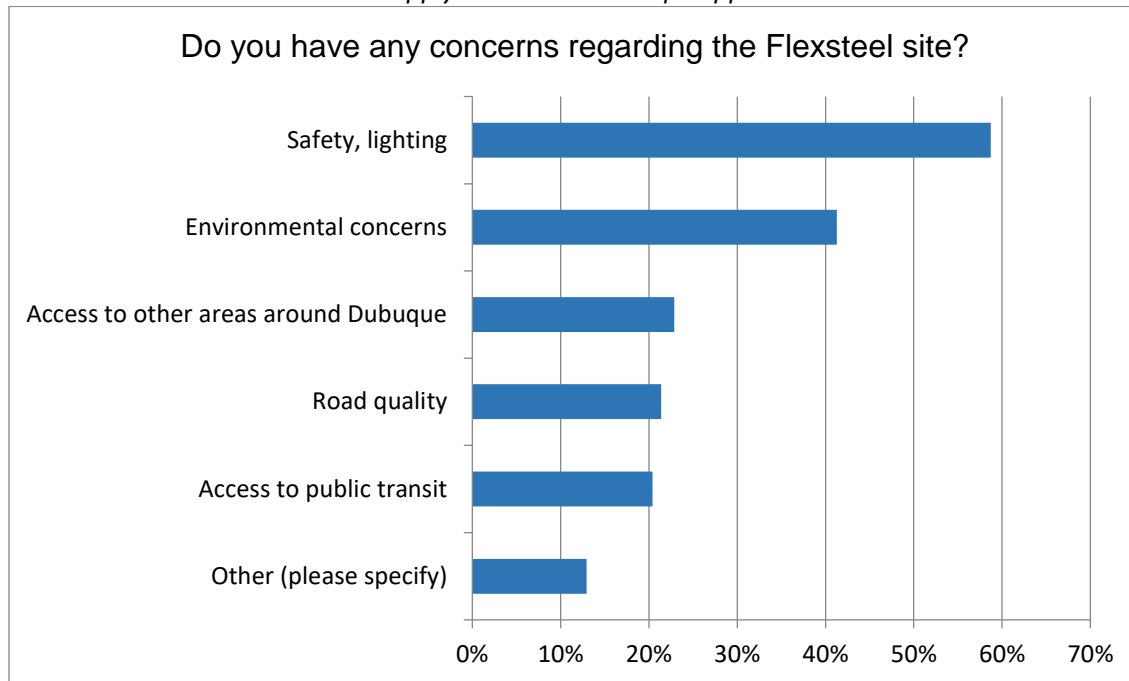
### Other Responses

- All above would be nice
- Building with indoor pool
- Commercial
- Community funded Art studios
- Dog park
- Dog Park
- Dubuque Needs More Baseball Fields
- Green space with picnic areas and covered shelters, walking paths, along with a water feature like a duck pond
- indoor recreation AND ARTS center WITH SNACK BAR and outdoor area A FAMILY CENTER WITH RECREATION AND CLASSES FOR FAMILIESalso WITH PUBLIC
- Isn't there water back there? Would be nice to be able to walk near the water. Connection to heritage trail for sure.
- natural water feature such as stream or pond
- Public hunting
- Public performance / activity spaces for festivals, creativity to blossom
- Tear out all the concrete and plant native iowa plants and trees.
- There Is a bike route connection
- there isn't playgrounds/outdoor space in this section of the town like to see for those who live in area so can walk to



## 6. Do you have any concerns regarding the Flexsteel site?

Checkboxes – Select all that apply. Answered: 201 | Skipped: 22.



Answer Choices	Responses	
Other (please specify)	12.94%	26
Access to public transit	20.40%	41
Road quality	21.39%	43
Access to other areas around Dubuque	22.89%	46
Environmental concerns	41.29%	83
Safety, lighting	58.71%	118

### Other Responses

- concern will not be priority and will sit vacant - want to see something that benefits community and draws people to area be developed here
- Decrease in people wanting to live on north end
- Don't want new industrial to town
- I'm afraid the city will turn it into another parking lot or slum
- Increased traffic in under developed area.
- It is a North entry to the City. Must be attractive
- NO
- No
- no concerns
- No pawn shops or liquor stores
- none
- 
- None
- None
- None
- None
- None
- NONE
- Public safety other than lighting.
- Sold to a private business
- There are no sidewalks in the area to get there.
- Traffic concerns
- Use as suburban single family homes
- WASTE OF MONEY
- Would love this to be an inclusive space

## 7. What infrastructure/streetscape improvements would you like to see in the north-end corridor?

*Comment box. Answered: 132 | Skipped: 91.*

- "Bee Branch" type lighting/safety fixtures; increased police presence.
- "A "Welcome to Dubuque" sign on Highway 52 (like all other main Highway entrances into Dubuque have.
- Clean up of garbage and landscaping/flowers on Highway 52 with a more welcoming pathway into the city. "
- A mixed use community of small/multi-families homes, small businesses and groceries, in a walkable, pedestrian friendly community.
- Adhere to 90% reduction of truck traffic at designated date- Dec 22, 2022
- Anything that fosters an ability to adequately transit throughout the area .
- Areas for kids to safely bike. Easy access to the walking path. Playgrounds and community center-type access for families.
- Artistic landscaping
- Better home maintenance. Better street lights.
- better lighting
- Better lighting and roads
- Better lighting, a redesigned 32nd and central/white intersection that won't cause as bad of backups.
- Better pedestrian amenities along Jackson and Central.
- Better roads
- Better streets
- Better streets, drainage less low income
- better walking and biking infrastructure (dedicated lanes), mixed use zoning, lower vehicle parking requirements (or removed altogether).
- Better, more walkable roads. Green space.
- Bike bath under Peru
- Bike lanes and safe routes to schools.
- Bike/walking paths
- "Black owned business.
- A black owned weed dispensary would be cool"
- City entrance on IA 3/ Central
- city to invest in roads and highway as entrance into Dubuque - all other entrances into town
- city has invested in but not this one; it is just as important as other entrances and deserves attention.
- Clean up items. A face lift. Make things inviting
- Clean up the outsides of the buildings, make it more visually appealing.
- Cleaned up/neater
- Connectivity to other parts of town that don't rely on on-street routes.
- Curb appeal
- Curb appeal. Bike path. Trash cans. Recycling cans
- Decorative Lighting and larger Welcome signs
- Disc golf courses
- Dog Park - Lighting
- Easy accessibility to the heritage trail
- Expressway through Dubuque, above ground in the air.
- Extend the b branch theme to this area off the heritage trail. Prairie landscaping with water features along with benches. Dog park area would be great addition
- Flowers, walk/hike/bike paths
- green space, prairie restoration, bird habitat, unpaved bike paths
- Grocery
- Grocery store
- I would like to see affordable condos. The only condos available on the north end are the condos at the end of Windsor.
- I would like to see an area with an Aldis or Fareway Store, decent parking, landscaping and a area where people could work out and kids could have a decent playground
- I would like to see Central Ave to stay being a one way street south of 22nd street
- If the area isn't going to be used for manufacturing nice green spaces and affordable housing.
- Improve and update housing
- "Keep streets in good condition and parks around the city clean and useable for all ages.
- "

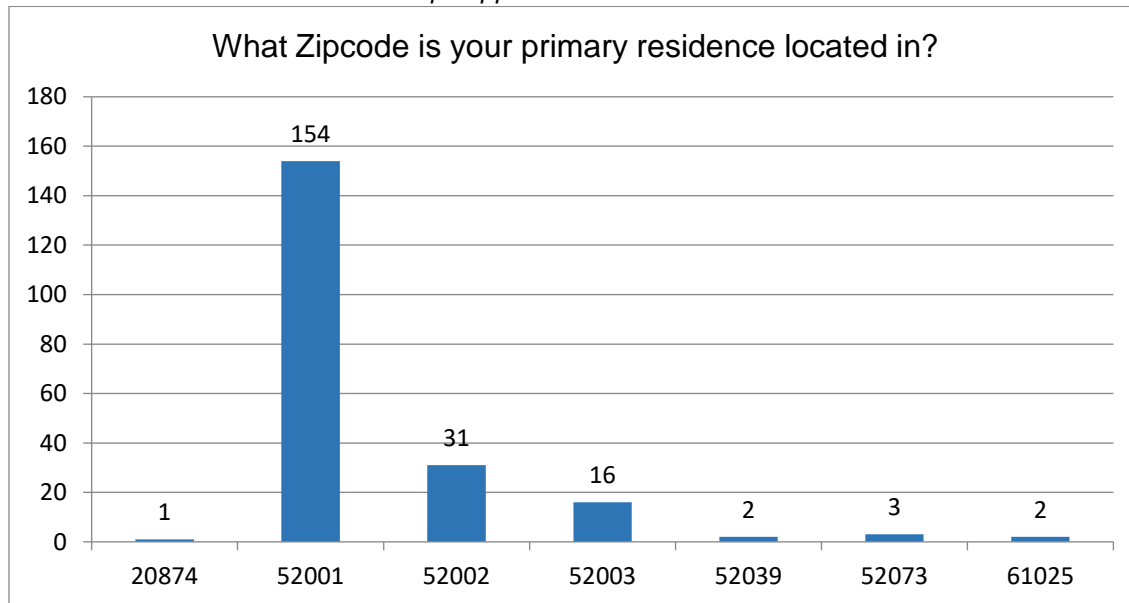
- Less concrete areas.
- Less concrete, less traffic, more greenery
- Lighting
- Lighting
- Lighting and safety improvements as well as roads
- Lighting and sidewalks on Peru for safety
- lighting for safety and walking
- Lighting! Many of the streets are very dark at night.
- Lighting, Curbs, Sidewalks
- Lighting, parking, wider roads
- Lighting/Cameras
- Lower curbs in some areas.
- Make the area sparkle!
- Making the road smooth.
- More attractive lighting, better signage, more well-defined crosswalks and pavement markings, installation of street trees.
- More bike paths and recreational opportunities
- more community use space for the general public
- More connections (especially retail or restaurant opportunities) to connect with Heritage Trail. Green space. Affordable housing. A real grocery store with affordable food, good connections via public transportation. Walkable, pedestrian-friendly.
- More eco friendly allies
- More green space!
- More lighting
- More Lighting Bike path
- More lighting, safe pedestrian walkways. This is a well known food dessert area. I would love to see an affordable grocery such as Aldi. There is also a well traveled bike path behind it so making it an outdoor community gathering place could be amazing. Playgrounds wild prairie, pavilions or an entertainment area with food, bowling, outdoor recreation, with adult soaking pools during the summer (see Pinewood social club in Nashville TN). Would love to see housing in the old brewery that is falling down. Move the industrial business down further along the highway. There is additional land down that direction.
- More Off street mixed use trails. Prairie and/or wetland rehab with education component.
- More parking
- More parks, more trees, more green space
- More roads to take pressure off of the existing ones
- More seating to rest on, affordable housing that isn't slumlords.
- More signage include sign as come into town more welcoming, green shrubs, lighting
- More snow plowing
- More street lights
- More trashcans around the trail and more lighting.
- More traffic cameras, flood mitigation, development of recreational space
- More trails, greenscape
- Must accommodate truck traffic but be safe for pedestrians
- N/a
- Na
- NA
- Nice small business and restaurants
- no semi trailers parked
- none
- None
- None
- None, seems good
- Not so much concrete
- Old time brick roads
- Parking around the area of Jackson Street
- parking for heritage trail. Sidewalk on Peru road
- Please fix the road condition on Shiras Ave.
- Recycling center
- repurpose older buildings such as being completed on the Holy Ghost property.....also would love to see the H&W building show some kind of activity for restoration
- Resterants
- Restore or reconstruct the brewery and other older homes/businesses.
- Retail, like Aldi. Affordable single family 2 bedroom homes and side by side duplexes with garages priced in the \$130,000-150,000 ranges for 1st time home owners to decrease rental needs and to increase tax paying populations



- Road Quality
- Safe pedestrian walkway along Peru road
- Safer pedestrian and bike environment.
- Sidewalk for bikes and foot traffic out Peru Road. A 30 MPH speed limit past the Bee Branch retention basin.
- Sidewalks
- Sidewalks
- Sidewalks
- Sidewalks
- Sidewalks access heritage trail
- Sidewalks and bike paths. Bus stops.
- Sidewalks or a bike/pedestrian bridge going over Peru.
- Sidewalks with benches that are well lit year round.
- Sidewalks, modern safe lit areas, searing areas, trees
- Signage, Welcome, Landmarks
- Similar to Bee Branch
- Smoother streets
- Something that's a good use of citizens money. I don't want to pay for this garbage.
- Splash Pad Park/ Dog friendly pavilions/ picnic
- Standard Roadway Improvements
- Street art and community spaces to live and be in public for all ages. Community gardens. Grocery stores. Green spaces.
- Streets repaired
- The stop lights at the nearest intersection fail to work more than they ever should. The turning lane into flex-steel I narrow. The roads would need to improve for traffic turning in and out of that area.
- The street needs to be fixed too many potholes and needs to be sure that it's safe to build on
- Trees, decent sidewalks
- WE HAVE NO CURBS IN MY NEIGHBORHOOD. THEY ARE THE ORIGINAL LIMESTONE CURBS THAT TRLLS YOU HOW OLD THE CURBS ARE AND IN SONE SPOTS THE CURBING IS GONE. THE STREET SWEEPER WENT BY THE OTHER DAY AND TOOK SOME BIG CHUNKS OUT OF THE CURB
- Welcoming entrance to the city
- Well maintained streets, side walks and green space.
- Wider streets and parking, specifically at 32nd and Jackson, better lighting. Trucking routes near/around prairie farms.
- Wider streets to accomodate trucks
- Will need roads and lights
- Would love to see sidewalk connection from the Eagle Valley/SkyBlue Subdivision to Peru Road. There is so many safety concerns with accessibility and it would be amazing to be able to have sidewalks for our kids so we can talk walks/bike down to the trails.
- Would really like to see a grocery store or smaller department store that also sells groceries like a Walmart home. It is very much needed in our area.

## 8. What Zipcode is your primary residence located in?

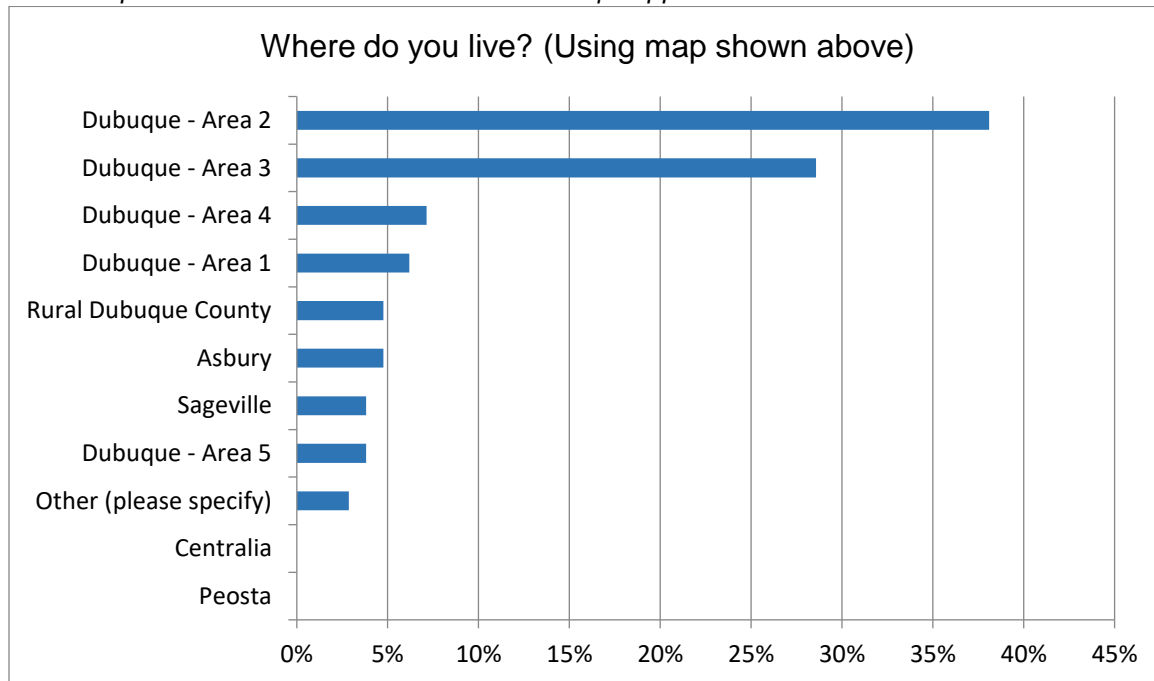
*Comment Box. Answered: 209 | Skipped: 14*



Zip Code	Frequency	Percent
20874	1	0.5%
52001	154	73.7%
52002	31	14.8%
52003	16	7.7%
52039	2	1.0%
52073	3	1.4%
61025	2	1.0%

## 9. Where do you live? (Using map shown above)

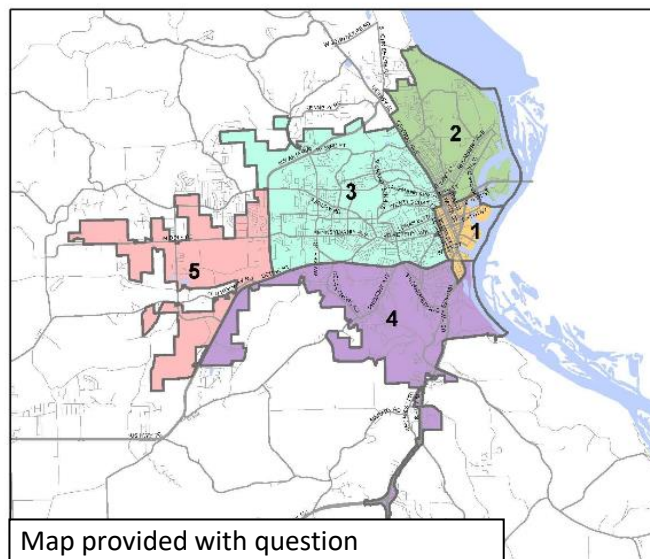
Multiple Choice – Select one. Answered: 210 | Skipped: 13.



Answer Choices	Responses	
Peosta	0.00%	0
Centralia	0.00%	0
Other (please specify)	2.86%	6
Dubuque - Area 5	3.81%	8
Sageville	3.81%	8
Asbury	4.76%	10
Rural Dubuque County	4.76%	10
Dubuque - Area 1	6.19%	13
Dubuque - Area 4	7.14%	15
Dubuque - Area 3	28.57%	60
Dubuque - Area 2	38.10%	80

### Other Responses

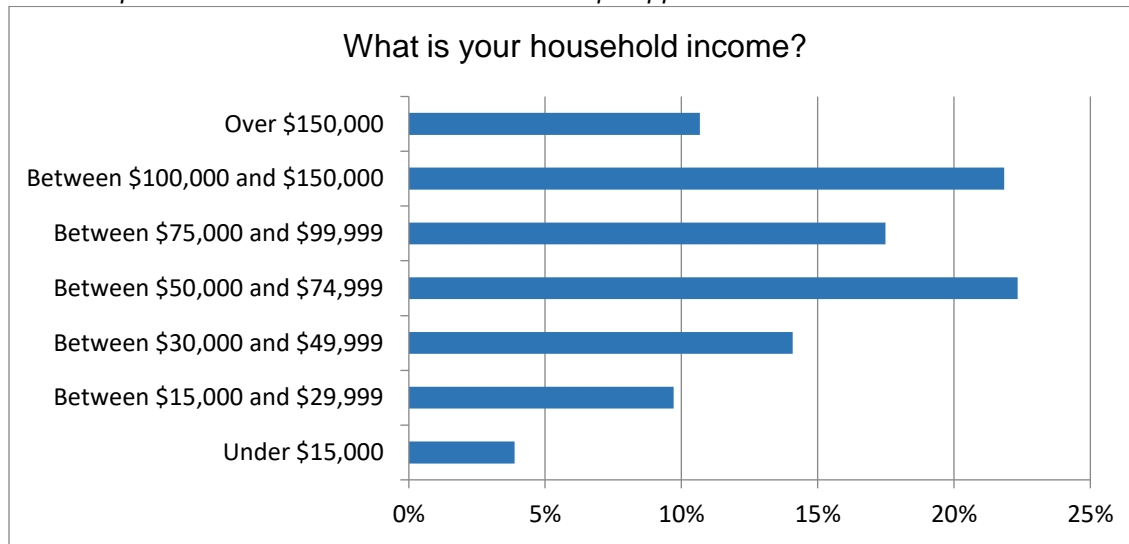
Adjacent to area 3  
Alpine park  
East Dubuque  
East Dubuque  
Maryland  
Riverside road





## 10. What is your household income?

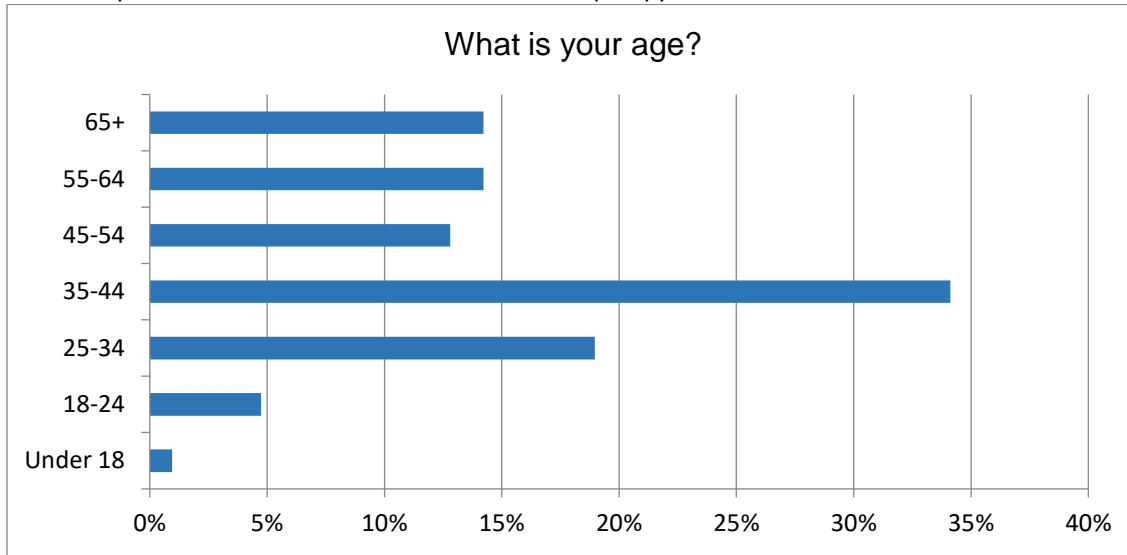
Multiple Choice – Select one. Answered: 206 / Skipped: 17.



Answer Choices	Responses	
Under \$15,000	3.88%	8
Between \$15,000 and \$29,999	9.71%	20
Between \$30,000 and \$49,999	14.08%	29
Between \$50,000 and \$74,999	22.33%	46
Between \$75,000 and \$99,999	17.48%	36
Between \$100,000 and \$150,000	21.84%	45
Over \$150,000	10.68%	22

## 11. What is your age?

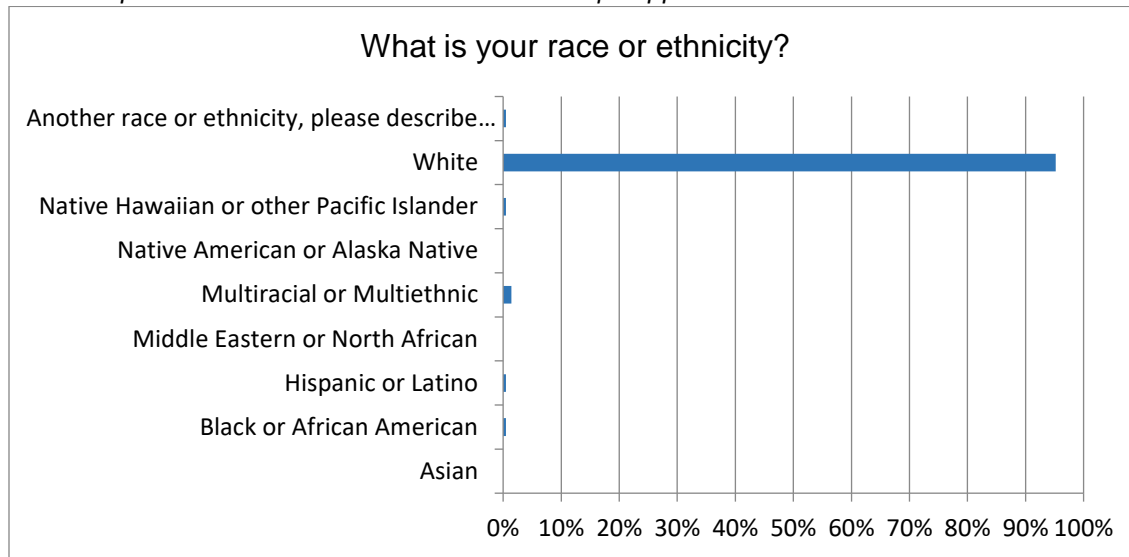
Multiple Choice – Select one. Answered: 211 / Skipped: 12.



Answer Choices	Responses	
Under 18	0.95%	2
18-24	4.74%	10
25-34	18.96%	40
35-44	34.12%	72
45-54	12.80%	27
55-64	14.22%	30
65+	14.22%	30

## 12. What is your race or ethnicity?

Multiple Choice – Select one. Answered: 205 / Skipped: 18.



Answer Choices	Responses	
Asian	0.00%	0
Black or African American	0.48%	1
Hispanic or Latino	0.48%	1
Middle Eastern or North African	0.00%	0
Multiracial or Multiethnic	1.44%	3
Native American or Alaska Native	0.00%	0
Native Hawaiian or other Pacific Islander	0.48%	1
White	95.19%	198
Another race or ethnicity, please describe below	0.48%	1
Self-describe below:		6

### Other Responses

Born and raised as a American PERIOD !

Cuban, Indian, Port, Brazilian

Live on south end, work on north end

Marshall islands

White/Hispanic

WHY DOES THAT MATTER



### 13. Thank you for participating in our survey. Please provide us with any additional comments on the Proposed Development or the survey questions.

*Comment box. Answered: 68 Skipped: 155.*

- A community garden which would be allocated to anyone who is willing to work in the garden with its upkeep, etc. There are gardens such as this in bigger cities which are teachable opportunities for kids to learn how to grow food and to see where it comes from.
- A grocery store is needed on that end
- A nice big dog park next to a play ground.
- Access from Shiras Ave to Roosevelt street.
- A lot of the population down here are elderly and don't like to drive out to the west end or they don't have a way. It's the same about some families who would want to ride with kids to a long bus ride
- Between this and the brewery we can make this area special
- Closing Central Ave and White St. to truck traffic would damage businesses on the North End. The amount of congestion that would increase on Dodge St and the Northwest Arterial wasn't thought of.
- Community involvement and feedback and reports throughout the process when decisions are made. Don't just get input now but show how you've applied and are using the community input to show that you're listening to it.
- "Drive in movie theater
- Amusement park
- Go carts
- Zip lines"
- Dubuque desperately needs another middle school. Jefferson is only option in downtown area. And the location of it is horrid. A new middle school 6-8 would be greatly appreciated on the north end!
- Encourage reaching out to both North End residents as well as those with "business accumen" to help bring positive energy to future meetings
- Even though my demographics are outside of the neighborhood, my son and his wife live nearby so I frequent the area often. There is a real need for residents to be able to get fresh food. A small grocery or Aldi type store would be awesome for this food desert. A mix of residential with the retail would work too. Thank you for your commitment to this project
- Flat space for soccer lacrosse. Shared integrated green space and walkable bike able.
- Grocery Store would be great.
- Grocery/Sidewalks/Section 42 housing/Reroute Truck Traffic
- Having fun things to do in that area, when using the bike trail would make sense and having people live there too makes sense.
- Housing and transportation are the 2 biggest barriers for ppl in DBQ. Particularly for ppl with criminal histories and ppl on the sex offender registry.
- Housing vouchers just subsidize landlords. Build housing that community owned or land contracted to long time residents.
- "I attended the first Estates meeting and asked them to consider building their first or second set of homes on the Flexsteel site. They are building on the west end, behind AMC theater and Farm and Fleet.
- With the majority of the population being baby boomers, condos or retirements homes are needed!!!"
- I believe a park or a grocery store is the best use of the area. Apartment buildings and daycares are also needed. The North end is such a great area to live. I am excited to see what is decided on to enhance it.
- I believe that whatever goes there should help make jobs and get people in the area back on their feet
- I hope that citizens speak up about valuable, citizen focused uses for the space rather than further commercialized space that Dubuque has done well with but does not need to prioritize at this time. Public spaces, access for our diverse populations, and greenery.
- I live on Lemon St, just a few blocks from Flexsteel. People who live around the

neighborhood should have more input than people in other areas.

- I lived in the area in the past and my spouse worked at Flexsteel. It flooded several times. A natural wetland adjacent to the trail would be good to maintain for flood control.
- I lived in this area for over 75 plus years.....my father worked at Flexsteel and we lived on Milwaukee st ...it was called NorthHome when it first began in the 1930's.....I would love to see it benefit people in the area but necessarily with retail.....things such as the Miracle League park up by Wahlert is such a great example of space well used.....we need to get people to come back to the Northend and feel safe there and welcome.....Convivium is such a great example of investing in the community....if we were to do something commercial maybe someone could come up with something similar .....also the Dream Center is such an asset to the community.....more things like this that build up connections and inspire others to help. Thank You for listening
- I think Jefferson junior high school Deserves a better location
- I think that this large plot could be used for outdoor recreation in the northend. It would be nice to have an area to stop with kids for lunch while on the heritage trail.
- "I would like to see the following use of the former Flexsteel property.
- 
- - Greenspace (Community, Park, ETC)
- -Expansion of Current - Landlocked North End Businesses (DBQ Stamp/Prairie Farms)
- No New Businesses/Industry"
- I would like to see something that brings people to this end of town I'm a business owner in the area and there isn't a lot of businesses something that would bring people would be great!
- I would really love to see an Aldi put in at the Flexsteel site. They have great prices and access to organic foods. The health and wellbeing of the community is very important to me, and access to healthy, AFFORDABLE food is my primary concern.
- It seems as if the north end of Dubuque (Highway 52 North) has been forgotten about in respect to visitors being welcomed to the city by a clean and landscaped entrance.
- It's a large site with good access to main routes to get to downtown/port and to the west end. Traffic generation may be problematic during AM/PM peak, but during off peak, not an issue. Indoor/Outdoor recreational use would be great since it is close to a large demographic and easily accessed by others.
- Just angry that Flexsteel used the city and then bailed. Not the first time this has happened. Poor decisions like this cannot continue.
- Love to grocery store that has good prices
- Low income housing for families is what Dubuque needs. No more senior housing.
- Maybe don't build another parking garage
- Multi use business park, pet friendly, neighborhood oriented
- My biggest concern is that everyone who would live or work or play on this land would be safe from containment.
- My family lives 0.4 miles from this area. My husband and I both work within 0.5 miles of the area. We bike on the path. We have 3 kids that would greatly benefit from outdoor space. Also like to note there is a grocery store about 1.5 miles from the site-eagles. No dog parks, no murals. Done up right, this space could be beautiful. We do not need more businesses, fast food or housing or groceries-it is not sustainable. Dubuque has worked so hard on the beautification of the area by the river and the millwork district. They have done a fantastic job. Now it is time to add some beauty to this end of town. It would be easy to tie in the current stream + bike path and expand the recreation end of things. (Highlight the wetland area too!) think swiss valley. There is room to keep some parking for the green park/area safe access to the bike trail. This end of town could benefit from some outdoor beauty.
- na
- No metered parking!! It deters families like mine with kids from visiting.

- No senior housing. We need activities and vitality in the north end
- None at this time
- Our family had over 150 years of service to Flexsteel, 4 generations. It is sad to see what happened to a once thriving business. I hope something good will be built there. That will be good for the city and the people who live in area.
- Please consider diversifying the area by bringing single family small Homes with garages, beautiful green spaces, higher scale retail, an Aldi or similar reasonable market, and lots of beauty and lighting features.
- Please consider the lack of options on our end of town when considering retailers or play space. It would be amazing to have more options for us on the North End.
- Please continue to attend NENA meetings with progress reports.
- Please do not allow cookie cutter housing, this district is not Asbury, it is not peosta, we do not need ridiculous road layouts or residential only zoning. This city I falling into the same trap as others, the suburbs keep expanding and the city keeps paying for it with our tax money, while neglecting the people paying those taxes due to lack of affordable housing, grocery options, small business support, and public transit.
- Please keep shade in mind. Add trees or large umbrella over play ground or resting areas. Splash pad? Interactive space for families.
- Please restore natural habitat and prairie at the old Flexsteel site
- Please transform this area into a space for community and recreation opportunities. This space is ideal for a prairie park.
- Probably can make something work on South portion and still allow Prairie Farms to do a project on the North 14 acres. County conservation project further north should be tied in.
- thank you city and Flexsteel for this opportunity to share our thoughts; please continue to update us and get us involved in this as it is really important to those of us who live here and are apart of the community; some of neighbors were not aware of this event - please send out follow up to residents all residents in this part of town so everyone has a chance to give input
- Thank you for letting me have an input. It will be great whatever you decide
- Thank you for your hard work and care about the city
- The area really needs an affordable, nice grocery store.
- The Flexsteel property, being a FLOOD PLAIN, is probably most well suited for uses that are least impacted by flooding. Please keep this in mind. This is NOT any sort of "diamond in the rough" scenario. Grandiose, expensive investment will most likely lead to damaged property.
- The Flexsteel site should definitely be repurposed for mixed uses, with commercial (retail/restaurant/office) uses fronting along 32nd St and Jackson St, and residential uses toward the interior and northern end of the site. There should be at least some park space included, but little or no industrial uses. This neighborhood could really use a grocery store and medical office of some kind, in addition to some restaurants.
- The North End needs updating - in so many areas
- This area is quit clean from trash & let's keep this area clean as should be...
- We desperately need affordable housing for seniors and when I say affordable that does not mean \$800 per month!
- We need more for kids and families in this area.
- We need senior housing as much as we need another gas station or another car wash. This is sarcasm, we don't need any more of those things. We need reasonable single family homes that also aren't on top of each just because they are affordable housing. The subdivision off Roosevelt is a prime example of affordable housing subdivision gone bad. Please see Des Moines area for new subdivisions for modestly built homes but still beautifully done and in Regular subdivisions. I'm not sure why everyone in Dubuque needs to build a 2,500+ sq foot house on acre lots. News flash people are



having less children and do not need 4 bedroom homes. We need to look at other communities successfully recruiting young professionals and take note. We need to do better with affordable new housing and strong entertainment venues outside of indoor concert arenas and breweries. More young family fun as well. As it relates to this area we should tap into the already used bike bath and sparse options for grocers and food in that part of town. It could be a really great part of the community, we just need people to dream big things and follow through.

- We need something that will make money for the city and bring more people into the city.
- We need to stop this race crap and address things related to WE the PEOPLE as AMERICANS . All other classifications are DIVISIONAL . WE are all humans and bleed red blood .
- We really need a grocery store as was previously on the site many years ago. Retail would be a nice addition
- With the close proximity to the bike path, and stream, it could be a beautiful green space!
- Would like to see mixed use commercial/residential with a smaller grocery that would be walkable for that neighborhood. Would like to see a new place in town people can live affordably.