

URP: 6209 Field Problems in Planning  
Fall 2014 - Spring 2015



# Leeds/Floyd Boulevard Corridor Study Sioux City, Iowa

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## INTRODUCTION AND EXECUTIVE SUMMARY

### EXECUTIVE SUMMARY

This report details the Leeds/Floyd Boulevard Corridor Study assessment project conducted by students at The University of Iowa's School of Urban and Regional Planning. Guided by the Iowa Initiative for Sustainable Communities (IISC), the project team was asked by the City of Sioux City to propose improvements along approximately 1.3 miles of Floyd Boulevard in far northeast part of the city.

Specifically, the project charge conveyed by the city in its application to IISC was:

*“The corridor contains a mixture of small retail stores, restaurants, and service establishments that serve the local neighborhood. As new national brand commercial developments continue to develop to the south, the future of the Leeds corridor is in question. This project will look at changes needed for the Leeds corridor to keep pace, provide neighborhood stability, and create a pleasing entryway from the north. Students will create a corridor plan that emphasizes streetscaping and development of an active transportation corridor that*

*facilitates pedestrians, bicyclists, and vehicles. Local neighborhoods and businesses will need to be engaged with the planning process.”*

In reviewing the current conditions and options for solutions, the team consulted previous work completed by the Community Development staff of the City of Sioux City. The city's plans for the Historic Pearl District, Pierce Street and West Seventh Street provided insight into the rationale and expectations of city staff and officials for this project.

The project team defined the project scope as a corridor project focusing on land use options for Floyd Boulevard within the Leeds community. Simultaneously, the team recognized that Floyd Boulevard is closely integrated with the Leeds community. Ultimately Leeds' community support will be critical to the rejuvenation of Floyd Boulevard.

The declining commercial retail district along Floyd Boulevard required an objective review to determine if alternative land uses might provide higher value to the city and residents. The project team developed three land use alternatives with differing focuses on business, housing, and recreation. The project team examined these three alternatives, considering the elements of land use, traffic and safety, and visual appeal for each.

To develop and refine its final recommendations, the project team reviewed comparable corridor/street plans, including those developed for other areas in Sioux City. The team consulted existing data sources, including U.S. Census information, Woodbury County land records, and City of Sioux City planning and city codes.

The project team also sought input from stakeholders and residents of the Leeds/Floyd Boulevard Corridor during four trips to Sioux City and continual communications with City of Sioux City staff. The team met with several stakeholders November 7-8, 2014; attended a Leeds Community Club meeting on January 7, 2015, to gather information for a SWOT

(Strengths, Weaknesses, Opportunities, Threats) analysis; and hosted an open house / public meeting on February 19, 2015, to obtain citizen feedback on three land use alternatives.

The final recommendations reflect input from stakeholders, residents, and staff of the City of Sioux City planning department and the Siouxland Interstate Metropolitan Planning Council (SIMPCO), as well as the team's research. While the recommendations reflect a strong business focus, they also incorporate elements from the housing and recreation focus alternatives. The recommendations are presented consistently with a focus on the three attributes of land use, traffic and safety, and visual appeal.

Traffic and Safety	Visual Appeal	Land Use - Business Focus
<ul style="list-style-type: none"> <li>• Traffic-calming measures</li> <li>• Addition of angle parking               <ul style="list-style-type: none"> <li>• Expand from 39 to 52 on-street spaces</li> </ul> </li> <li>• Bulb outs to improve walkability</li> <li>• Trail connectivity               <ul style="list-style-type: none"> <li>• Use of 10-foot sidewalks for pedestrian and bike traffic</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Streetscape Amenities               <ul style="list-style-type: none"> <li>• Bike Racks</li> <li>• Sidewalk Cafes</li> <li>• Bio swales</li> <li>• Planters</li> <li>• Benches</li> <li>• Historic Lighting</li> <li>• Trash Cans</li> <li>• Pocket Park</li> </ul> </li> <li>• Banners and Signage               <ul style="list-style-type: none"> <li>• Wayfinding</li> <li>• Gateway</li> <li>• Map Signs</li> </ul> </li> <li>• Historical markers</li> </ul>	<ul style="list-style-type: none"> <li>• Improve Commercial Property stock               <ul style="list-style-type: none"> <li>• Building façade improvement program</li> <li>• Commercial Property Interior improvements</li> </ul> </li> <li>• Market and Promote the area               <ul style="list-style-type: none"> <li>• Marketing Leeds area to visitors</li> <li>• Marketing Leeds to potential business development</li> </ul> </li> <li>• Pursuit of Main Street designation and adoption of Main Street principles</li> </ul>

The recommendations detail improvements to the streetscape along Floyd Boulevard, including improved sidewalks, street and pedestrian lighting, decorative features, and

seating/gathering spaces. The recommendations also propose enhancing and marketing the Leeds/Floyd Boulevard corridor area as an attractive place to visit and locate businesses. The recommendations conclude with a high-level funding options, and recommendations for evaluating the implemented project.

The final recommendations seek to align with the legacy of the Leeds area, the insights offered by current residents, and the context provided by the staff, policies, and vision of the City of Sioux City and SIMPCO. The project team hopes these recommendations will guide future development, allowing the historic Leeds/Floyd Boulevard Corridor area to move confidently into an economically viable and sustainable future.

## INTRODUCTION TO LEEDS/FLOYD BOULEVARD CORRIDOR

### LEEDS

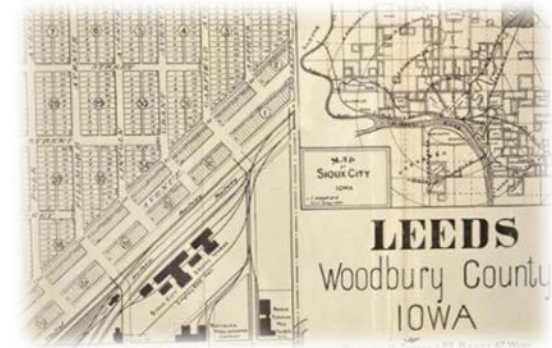
Founded as an independent community in 1889, Leeds residents voted only a year later to become incorporated into Sioux City. Despite that vote, the community has worked to maintain its own identity and neighborhood distinction. The community's distance from the core of Sioux City contributed to a sense of independence. The community's heavy industrial history – and residents' historic ties to major industrial employers – further supported that separate identity.

Leeds is primarily a residential area today. The population of approximately 2,000 residents live in single-family homes built in the early to mid-1900s. Residents describe the area as safe and friendly, but also dated and with limited growth potential. Residents point with pride to the Leeds Elementary School as

### FLOYD BOULEVARD

The segment of Floyd Boulevard passing through the Leeds community consistently served as the core commercial presence for the community. At one time, the street hosted a

an attractive feature of the community, but identify a number of lost amenities and additional improvements they would like to see.



**Figure 1 - Leeds Platted as an Independent City**  
(Source: Sioux City Journal, photo by Tim Hynds, 2014)

Business activity in the Leeds community is centered on Floyd Boulevard and the larger commercial and industrial area directly to the east of the boulevard, as well as in the new commercial development south of Outer Drive.

wide variety of businesses catering to Leeds residents. But as wider roads were built to the east of Floyd Boulevard – including the Highway 75 bypass – the reduced traffic impacted

local businesses along the street. Today the boulevard within Leeds hosts relatively few businesses though business development occurs elsewhere in the metro area, including in the area immediately south of Leeds.

For this project, we subdivided the study area into three distinct segments along Floyd Boulevard in Leeds. The southern end of the boulevard in Leeds is located between Outer Drive North and 41<sup>st</sup> Street and is made up of primarily single family residences and Leeds Park. The core commercial area of the boulevard is bounded by 41<sup>st</sup> Street to the south and Fillmore Street to the north. The final segment, with transitional mixed use, is north of Fillmore Street to the intersection with the Business Highway 75 bypass.

The boulevard is experiencing a decline in business activity and investment. The parallel lack of investment in street

surfaces, sidewalks and streetscapes further contribute to the boulevard’s dated feel.

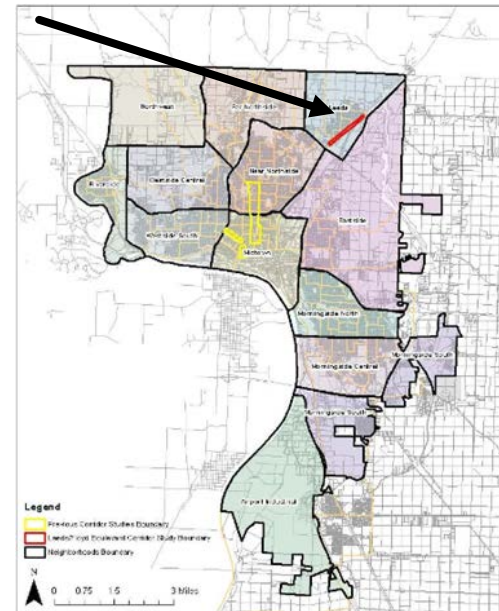


Figure 2 - Study Corridor in Red with other Sioux City Corridors in Yellow (Source: City of Sioux City, edited by Abi Widita, 2014)



## LEEDS CORRIDOR HISTORY

The community of Leeds emerged during a significant period of development in the Sioux City area in the late 1880s, when business and civic leaders encouraged development and promoted the town with a series of annual Corn Palaces. As the population of Sioux City grew from 19,060 in 1885 to nearly 50,000 in 1893, real estate promoters and land speculators bought tracts of land in Leeds and elsewhere for use as residential suburbs. Hills were graded and lots for homes were laid out along new streets. These new suburbs were connected to the larger city by electric and steam-powered street railways. Leeds was platted as an independent city in 1889, but was annexed by Sioux City one year later. An economic slowdown and a major flood on the Floyd River in the summer of 1892 brought an end to prosperity. The Leeds Improvement and Land Company failed later that year.<sup>1</sup>

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<sup>1</sup> Scott Sorensen and B. Paul Chicoine. *Sioux City: A pictorial history*. Norfolk, Virginia: The Donning Company, 1982, pages 67-69.

<sup>2</sup> Ibid.

One of the chief developers of Leeds was William Gordon. Originally Leeds was “touted as an English-style manufacturing suburb-to-be.”<sup>2</sup> Portions of the southern border of Leeds included an industrial area with a railroad yard and later a roundhouse. In the 1890s, large and small manufacturers established factories, such as the Sioux City Engine and Iron Works, which operated in the space that is occupied today by the American Popcorn Company.<sup>3</sup> Leeds had its own airport and an aircraft manufacturing company from 1928 to 1930 (later the Sioux Bee Honey plant location and now Williams Pipeline).<sup>4</sup>

Leeds took on the character of a small town with a commercial district along Floyd Boulevard featuring retail shops and hotels, a branch public library built in 1911, and a fire station. Gas mains were installed in 1906, electricity first came into use in

<sup>3</sup> Ibid., page 73.

<sup>4</sup> Ibid., pages 164, 218.

1908, and the Leeds water system was established in 1911.<sup>5</sup> The sanitary sewer system was built in 1912 and the first paved streets were Floyd Avenue and the Floyd River Road in 1916.<sup>6</sup> Leeds had its own grade schools, Hawthorne and Leeds High

School, until 1972. Trinity College was established on the western edge and later served as the home of Western Iowa Technical Community College until 1974.<sup>7</sup> The photographs below show Floyd Boulevard in 1910 and 1911.



**Figure 3 – Leeds Section of Floyd Boulevard in 1911**  
(Source: Dave Gordon Collection, 2014)

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<sup>5</sup> C.J. Rich. *History of Leeds*, 1889-1934. Privately published, copy found in the collections of the State Historical Society of Iowa, Iowa City, pages 17-18.

<sup>6</sup> *Ibid.*, pages 19-20.

<sup>7</sup> Sorensen and Chicoine, page 155.

Leeds retained a separate and distinct identity from the rest of Sioux City, in part because of the proximity of the Floyd River. Profound changes arose when the Floyd River was re-channeled as a federal Works Progress Administration river improvement project in the 1930s and following numerous floods, that covered the Leeds business district with up to nine feet of water in 1953. The construction of Interstate 29 in the late 1950s and another re-channeling of the Floyd River in 1962<sup>8</sup> helped somewhat with chronic flooding. Highway 75, running through the heart of Leeds, was a primary transportation corridor connecting the community to Routes 20 and 29.

The Leeds Public Park was established in 1911 at the corner of 41<sup>st</sup> Street Central and Harrison Avenue,<sup>9</sup> and Carlin Public Park, with a swimming pool and bathhouse, was established in 1929 between 45<sup>th</sup> and 46<sup>th</sup> Streets and between Polk and Central Avenues. Residents of Leeds fostered a baseball club as far back

as 1893. For decades residents took pride in a baseball park complex built in the 1970s, but this baseball/softball complex closed around the year 2000. Families have enjoyed the recreation opportunities in these spaces, as well as at newer facilities like an aquatic center and the trail that follows the Floyd River for three miles towards the south.

Major changes to Leeds occurred with the building of a Highway 75 bypass in November 2001<sup>10</sup> and Outer Belt Drive in January of 2010.<sup>11</sup> Floyd Boulevard was realigned and the road was elevated using soil removed from bluffs to the west. According to local historian Dave Gordon, over \$50 million was spent to connect Floyd Boulevard to the bypass, as that highway area around it continued to grow. The land just south of Outer Drive was flattened to create a location for a new Walmart store, close to where the baseball diamond complex was formerly located. Although not an authority, Gordon believes his community will keep growing with a mix of retail that includes

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<sup>8</sup> Ibid., pages, 202, 212.

<sup>9</sup> Rich, page 18.

<sup>10</sup> *Iowa DOT planning to open Highway 75 bypass Nov. 19*, Sioux City Journal, November 6<sup>th</sup>, 2001.

<sup>11</sup> *Motorists embrace Outer Drive*, Sioux City Journal, March 13<sup>th</sup>, 2011.

franchises like Pizza Ranch or Pizza Hut and anticipates more “big box” stores,<sup>12</sup> but further economic analysis will determine those trends.

Members of the Leeds Community Club have preserved the history of Leeds through photographs, storytelling and a Facebook page – hoping to strengthen community pride and spur economic revitalization. The group aims to build a community center and put up more attractive welcome signs along the main Floyd Boulevard corridor through Leeds. Some community members have expressed a desire for more parks and green spaces closer to their neighborhood. Community members have also lamented the loss of the old baseball/softball complex that formerly occupied the space where Walmart is now. Residents have identified an area on Trinity Heights as an attractive area of Leeds,<sup>13</sup> while others have expressed a preference for small pocket parks scattered

throughout neighborhoods on vacant lots.



Figure 4 – Corridor in the 1950s (Source: Dave Gordon Collection, 2014)

The history of Leeds will inform and guide planners towards future solutions for revitalizing the area. The trajectory of development in Leeds will depend on the capitalization of commercial spaces, updates to the transportation corridor, and creation of additional opportunities for recreational or community-wide activities. What will happen tomorrow will build on the heritage of Leeds’ developments and experiences of the past.

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<sup>12</sup> Interview with Leeds historian Dave Gordon, conducted by Xiaochen Hu, October 2014.

<sup>13</sup> Ibid.

## IDENTIFICATION OF THE PROJECT AND PROJECT SCOPE

### PROBLEM STATEMENT

*The Floyd Boulevard Corridor in the Leeds Neighborhood of Sioux City, Iowa faces vacancies in its commercial district, a lack of connectivity with Sioux City, poor accessibility in terms of walkability and too few recreational options. Improvements should be made while maintaining Leeds' unique character and with the end goal of the corridor's long-term vibrancy.*

**Figure 5 Problem Statement**

Once a major thoroughfare of Sioux City and part of a thriving commercial corridor in the Leeds area, Floyd Boulevard today, faces threats often found in older industrial communities: aging infrastructure, a reduction in retail establishments, and declining community activity. Without intervention, the Leeds/Floyd Boulevard Corridor may lose its sense of stability as it faces a decreasing appeal to residents and potential

business owners. In a worst-case scenario, such deterioration could enable blight, crime and other ailments. This plan seeks to revitalize the Leeds/Floyd Boulevard Corridor using inviting enhancements that reflect the community identity and promote stability.

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## EXPLORATION OF THE PROBLEM STATEMENT

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### SHIFTING RETAIL NEEDS/VACANCY IN THE COMMERCIAL CORRIDOR

The central commercial core of the Leeds/Floyd Boulevard Corridor has changed over the years. Consumers' changing retail preferences, the development of additional retail options and specific retail expansion to the south have put the future of the commercial core into question. The current mix of small retail and service businesses, including three thrift shops, may no longer be the highest-value use of the existing properties. The commercial core of the study area may benefit from the regional draw of retail customers traveling to the shopping center to the south, known as "The Northern Valley." If there were to be a strong physical and visual link from the Northern Valley area into Leeds, there is potential to draw traffic north into the commercial core of the Leeds/Floyd Boulevard Corridor.

Leeds residents have indicated a desire to walk to a wide variety of retail shops as they did in yesteryear. However, many of those stores will not return. This effort looked to determine the

potential to fill vacant storefronts and maintain a business district that caters to micro-local needs, or by creating destination establishments to draw visitors from outside the area. Retail, entertainment, or dining and drinking establishments catering to pedestrian traffic would benefit from these regional visitors and the Floyd Boulevard corridor would complement the shops and services available in the Northern Valley.



**Figure 6 Vacant Leeds Storefront**  
(Photo credit: Abi Widita, 2014)

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#### CONNECTIVITY WITH SIOUX CITY

Creating an aesthetically attractive entryway will do more than increase the visual appeal of the area. It also will contribute to the neighborhood's economic activity by drawing in outside visitors. Connecting the Leeds community to the greater Sioux City area is also desirable. The City of Sioux City asked the project team to improve the Floyd Boulevard corridor as a Northeast entryway into Sioux City. Consequently, our recommendations support connecting the study area to the

broader Sioux City community both virtually and physically.<sup>14</sup> Many of the elements of the final recommendations include visual enhancements that mimic comparable neighborhoods across Sioux City. That approach helps tie together neighborhoods across the metropolitan area. At the same time, the uniqueness of Leeds is part of its strength. Therefore, elements of the final recommendations reflect local design characteristics to maintain the neighborhood identity.

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#### ACCESSIBILITY/RECREATIONAL OPPORTUNITIES

Linking the Leeds/Floyd Boulevard Corridor to the rest of Sioux City will facilitate active transportation in the form of walking and bicycling. Expanding recreational use of open space throughout the study area for residents, visitors, and potential customers will also encourage travel through Leeds in vehicles, on bicycles, via public transit, or by foot, thus generating traffic for local businesses. We examined existing open space throughout the study area and surrounding community to

include sidewalks as a source of potential open space for recreational use. We evaluated the conditions of existing sidewalks throughout the study area to determine their current level of service and their potential ability to serve both recreational and active transportation needs of the future.

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<sup>14</sup> See Recommendation section referring to streetscape plan and digital marketing via Sioux City website.



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#### AREAS/TOPICS NOT COVERED IN THE CURRENT PROJECT

Every project like this faces the potential of “scope creep” and the expansion of work beyond the core issues identified. The project team several times found itself exploring issues and potential opportunities that the team eventually realized were far afield from the original scope of the project. To curtail those tangents, the team kept the problem statement at the forefront of its work. The team also developed the adjacent graphic to remind team members that the project’s core focus needed to be on Floyd Boulevard and the corridor directly. Recognizing that the boulevard has a direct impact on – and is impacted by – the Leeds community, the graphic illustrates a higher focus on the boulevard and commensurately less focus on adjoining areas.

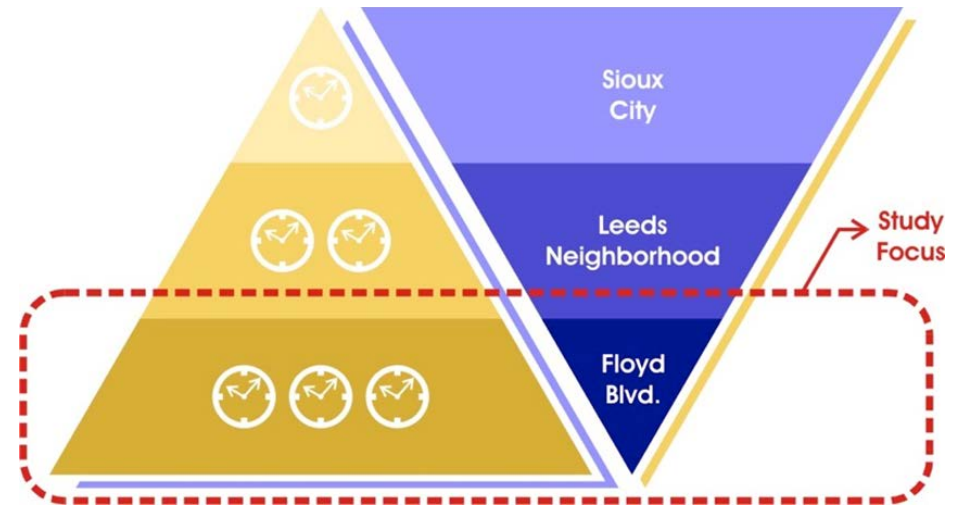


Figure 7 - Conceptual Pyramid

The project team has discussed the following topics during the course of our research and analysis and have concluded that these topics are beyond the scope of this assessment:

## FLOOD PROTECTION/STORM WATER MANAGEMENT

Historically, the periodic flooding of the Floyd River caused significant damage to the industries and businesses in the area. River flooding significantly decreased following construction of a dike and rechanneling of the river. But the dike created a secondary concern in the event that a second storm might hit, producing storm water runoff at the time the gates are closed to prevent river flooding.

It is beyond the scope of this project to address how to manage storm water runoff during flood periods. (A second IISC initiative is addressing this issue.) Our project only goes as far as to acknowledge the potential for flood impacts as a limiting factor in development to the east of Floyd Boulevard.

## LEEDS POOL

The 15-year-old pool is a concern for both the city and residents. Residents appreciate the convenience of the recreation amenity, within walking distance of many homes. The city points to relative low use of the pool, the broader city plan to replace pools with aquatic centers and splash pads, and the need to make additional capital investment in both the pool itself and the retaining wall behind it. This project does not make a recommendation on the future of the pool, limiting its review of the pool as a park for the purposes of recreation assessment.

## SCHOOL DISTRICT ISSUES

Schools play a key role in community structure and identity. The project team heard repeatedly from individuals about the history of schools in the Leeds area. The presence – and then loss – of Leeds High School was mentioned many times as a factor affecting Leeds’ identity. Likewise, individuals spoke of opportunities for additional or different education facilities.

Issues related to the Sioux City Community School District are beyond the scope of this project.

#### INDUSTRIAL BUSINESS ATTRACTION

The rail lines to the east of Floyd Boulevard have played a role in Leeds' history, and continue to offer opportunities for future economic development. During meetings, stakeholders highlighted the benefits to potential industries that might locate in an area served by two rail lines to take advantage of rail competition to lower transportation costs. The open area located between the Burlington Northern and Union Pacific rail lines is a potential site for industrial business development. The unique nature of industrial business attraction places that topic out of scope for this project.

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## RESEARCH QUESTIONS

The project team developed research questions to guide its investigation into the challenges facing the Leeds/Floyd Boulevard Corridor. These questions focused on opportunities for business/economic development, transportation/walkability, and recreation. Additionally, the project team analyzed the corridor from its dual role as both the central

commercial district of a unique neighborhood and as the northeastern entryway into the greater Sioux City metropolitan region.

The following graphic summarizes the research questions utilized to guide the project team:

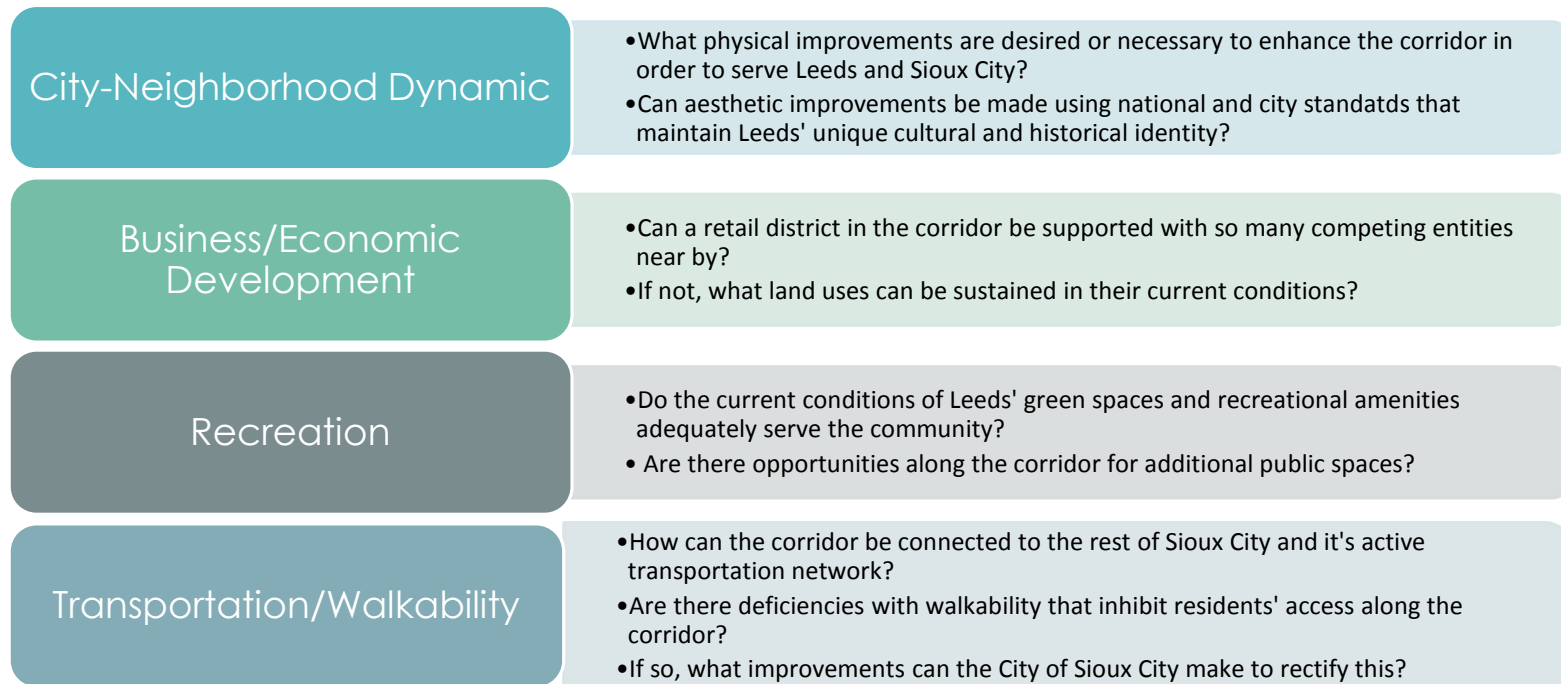


Figure 8 Research Questions

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## METHODOLOGY

The project team identified key areas that would help resolve the issues raised in the problem statement. The primary focus centered on the business/economic development, transportation/walkability, and recreational needs of the corridor. These focus areas guided the **research phase** of the project, during which we analyzed national, regional, and locally-established standards, academic work in the fields, comparative corridor studies, and local history and community trends.

The research we conducted helped to **develop criteria** to assess the study area conditions and guide the evaluation of alternatives. These criteria addressed the three identified focus areas for the project, but also analyzed the city-neighborhood dynamic by incorporating considerations of political, economic, social, and technological (PEST analysis) feasibility as criteria. The input from stakeholders and the public refined these considerations.

Using these criteria, we **performed an assessment** of the Leeds Corridor that helped to identify gaps in services and

opportunities within the respective focus areas. This assessment incorporated the standards discovered during the research phase, particularly in the areas of walkability and recreational open space. An asset-based community development approach was used as a part of the assessment of the area, including a SWOT analysis and asset mapping of Leeds' tangible and intangible assets. We also considered potential alternative land uses that might provide higher use and value than the current land uses.

Based on this assessment, the project team **developed a series of recommendations** for the revitalization of the Leeds/Floyd Boulevard Corridor with guidance on financial considerations and implementation. The final recommendations were measured against the criteria developed earlier in the

methodology process. These recommendations reflect feedback from public input received after alternative land uses were presented to the Leeds community.

The following graphic summarizes the methodology process used by the project team:

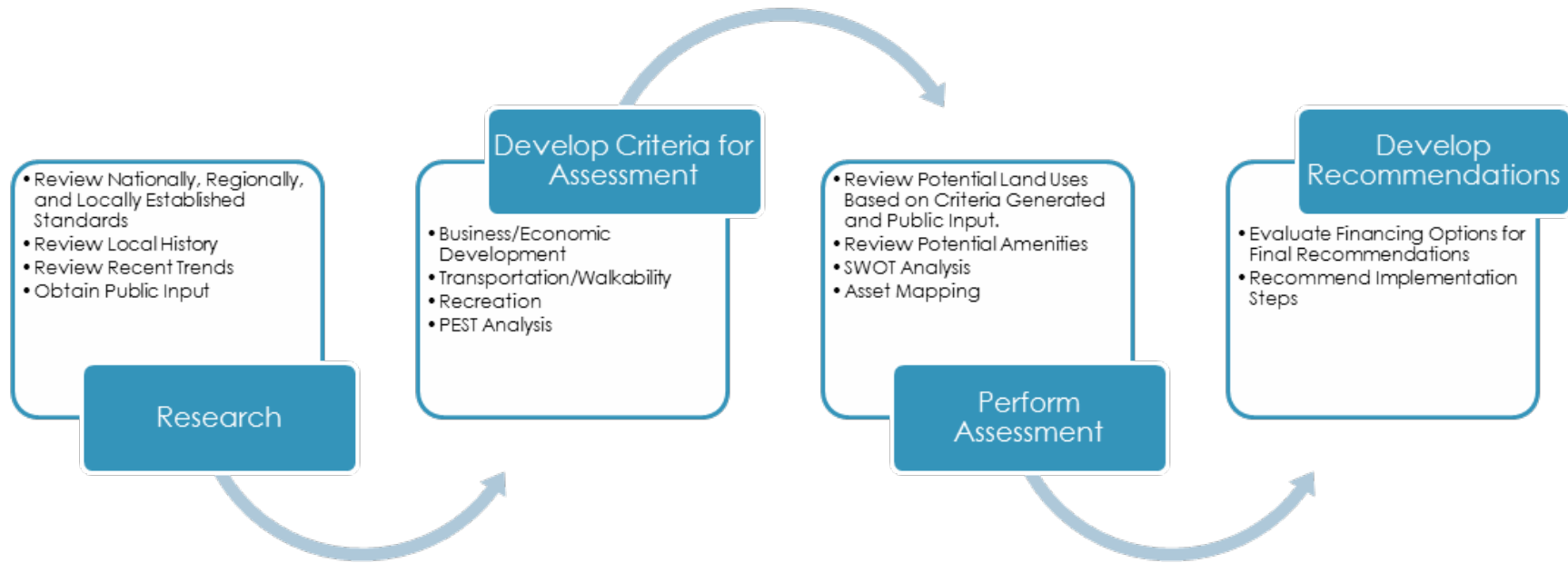


Figure 9 - Methodology

## EXISTING CONDITIONS

Floyd Boulevard plays a significant role for the Leeds community. Since its inception more than a century ago, not only has the boulevard provided a convenient thoroughfare between Leeds and Sioux City, but various establishments on the boulevard also served as destinations where Sioux City area residents could gather. The boulevard also anchors the Leeds



**Figure 10 - Current Conditions of Store along Floyd Blvd.** (Photo credit: Abi Widita, 2014)

community's identity. Recognizing those critical functions guided our final recommendations.

The project examined the existing conditions of the Leeds/Floyd Boulevard Corridor and the surrounding Leeds neighborhood for any trends relating to

business/economic development, transportation/walkability,

and recreation. We examined the demographic trends and housing stock of the study area, as well as the business trends in the commercial core. The team examined trends in traffic volume and the physical conditions that facilitate vehicle movement throughout the corridor. We also assessed the present condition of infrastructure to determine any gaps in the level of walkability throughout the corridor. This included looking at any open spaces on the boulevard and completing a walkability assessment of the corridor. This assessment gave us an overview of conditions in the study area. From there, we made appropriate determinations for how and where to intervene.

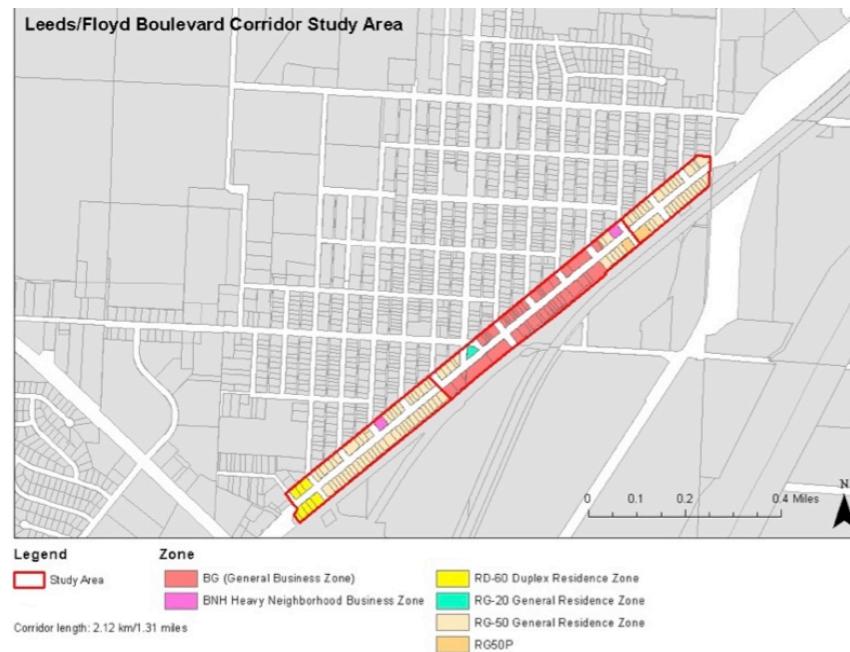


## CORRIDOR OVERVIEW

### DEFINITION OF THE STUDY AREA

The study area of Leeds/Floyd Boulevard Corridor is along Floyd Boulevard in the Leeds neighborhood in northeast Sioux City. Specifically, the study area is bordered by Cleveland Street to the north of the study area and Jefferson Street to the south, and by adjacent parcels on the east and west sides of Floyd

Boulevard. Within the study area, as can be seen in the figure below, the boulevard stretches 1.3 miles (or 2.1 kilometers) and primarily contains two land uses: commercial at the center and residential on both the north and south ends of the study area. The study area covers approximately 41 acres.



**Figure 11 - Leeds/Floyd Boulevard Corridor Study Area**  
(Map by Alyas Widita, 2014)

We limited our community analysis of the Leeds neighborhood surrounding the corridor to the three Census block groups – groups 3, 4, and 5 - of Census Tract 2 in Woodbury County that coincide with the Leeds neighborhood. These block groups, as illustrated in Figure 12,

neatly overlay the Leeds community and run through the following boundaries: *Along Floyd Boulevard extending as far north as 47<sup>th</sup> street and as far east as the US Hwy 75 Bypass. Extending as far south as Jefferson St. and as far west as N. Rustin Street.*



**Figure 12 - Leeds/Floyd Boulevard Corridor Census Block Boundary**  
(Source: [www.socialexplorer.com](http://www.socialexplorer.com), 2014)



Figure 13 - Current Views along Floyd Blvd. (Photo credit: Abi Widita, 2014)

## DEMOGRAPHIC TRENDS

Understanding the make-up of the Leeds community was key to making recommendations for the Leeds/Floyd Boulevard Corridor. The team used trend analyses in key areas that would be relevant to the study – primarily *population* and *housing*. In many cases, we benchmarked the data for the Leeds community against the greater Sioux City area. Based on the Census American Community Survey five-year estimates, the Leeds community has the following characteristics:

### STABILITY:

A consistently high percentage of owner-occupied housing units and low vacancy rates.

### LOW TO MODERATE INCOME:

In 2010, the median income of residents in the Leeds Community was 82.9 percent of the Area Median Income for Sioux City. By federal standards, a community with incomes no higher than 80 percent of the area median income qualifies as low-income. Leeds is just slightly above this threshold.

### OLDER STRUCTURES:

The median age of residential structures throughout the Leeds community is nearly 15 years older than the median age of residential structures throughout Sioux City.

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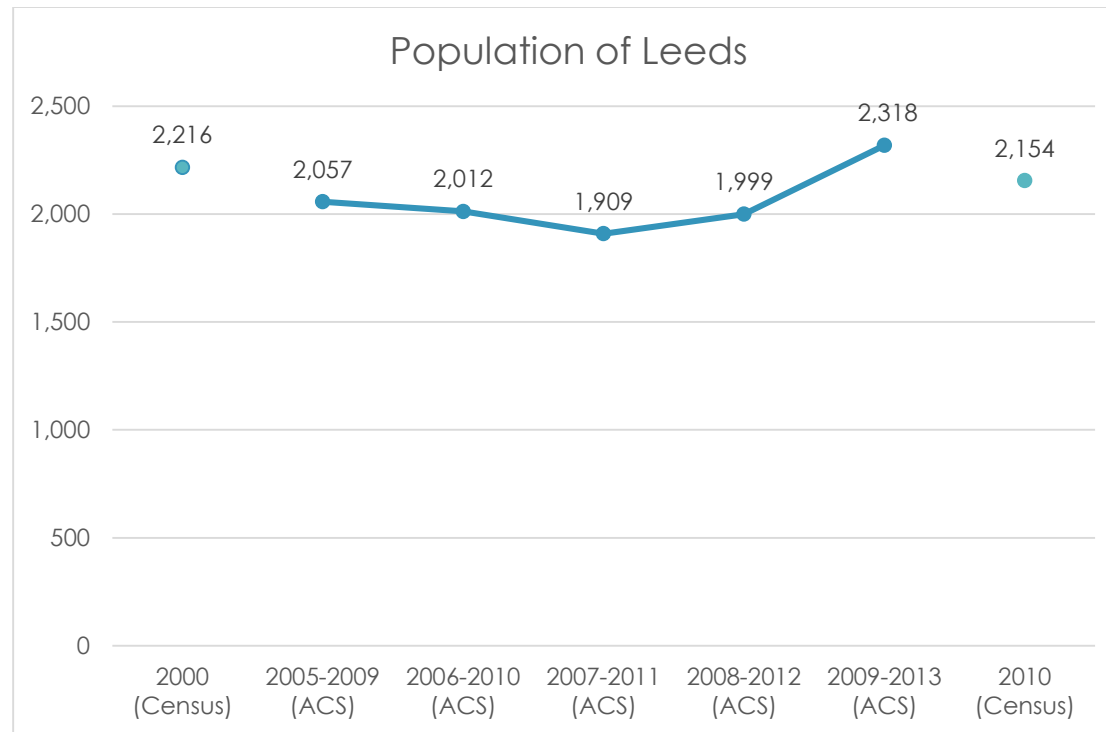
## POPULATION

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### POPULATION COUNT

The most recent U.S. Census, as of 2010, determined the population of the Leeds community immediately surrounding the corridor to be **2,154 people**. ACS survey data estimates

indicate a declining population between 2000 and 2009. However, in recent years, the survey estimates the population increasing again, up to 2,318 people as of 2013.



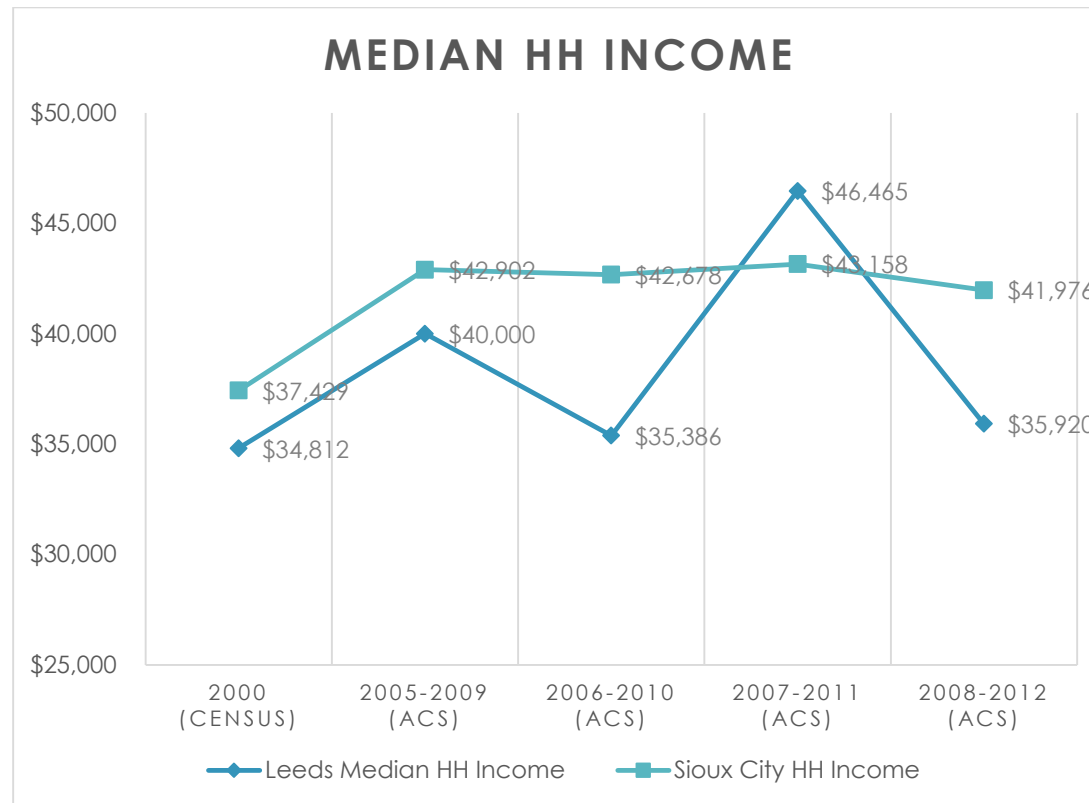
**Figure 14 - Population of Leeds**

(Data retrieved from [www.socialexplorer.com](http://www.socialexplorer.com), Updated April 4, 2015)

### MEDIAN HOUSEHOLD INCOME

For the year 2010, the Census found the median household income for the Leeds neighborhood to be **\$35,386**. The median household income for the Leeds community has consistently remained slightly below the Sioux City area median household

income. An exception to this trend was the estimate for the year 2011, where the median HH income for the Leeds neighborhood exceeded that of Sioux City by nearly 8%.



**Figure 15 - Median Households Income**  
(Data retrieved from [www.socialexplorer.com](http://www.socialexplorer.com), updated April 4, 2015)

RACE

Of the 2,154 people living in the Leeds community in 2010, 92 percent of those residents were White. The remaining 8 percent were composed of 2.9 percent who were classified as “some other race alone,” 2.5 percent who were classified as

“two or more races,” 1 percent Asian, 0.8 percent Black or African American and 0.8 percent American Indian and Alaska Native.

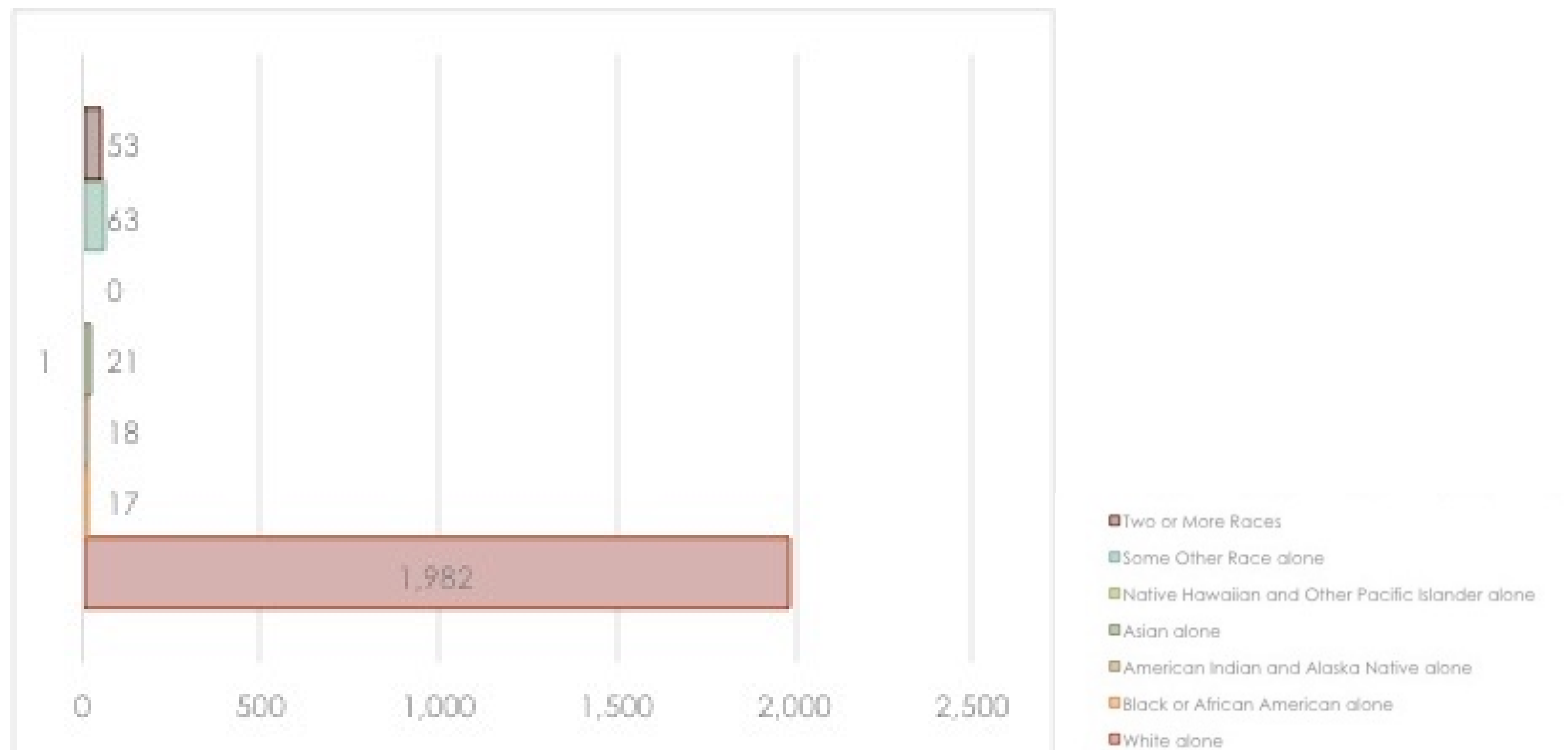


Figure 16 - Race in Leeds community  
(Data retrieved from [www.socialexplorer.com](http://www.socialexplorer.com), 2014)

AGE

The median age for the Leeds community as of 2010 was 37.3 years. The age of the residents in Leeds as of 2010 reflect a population that is comparable to the remainder of Sioux City.

The residents of the Leeds community are similar in age to residents throughout the Sioux City area.

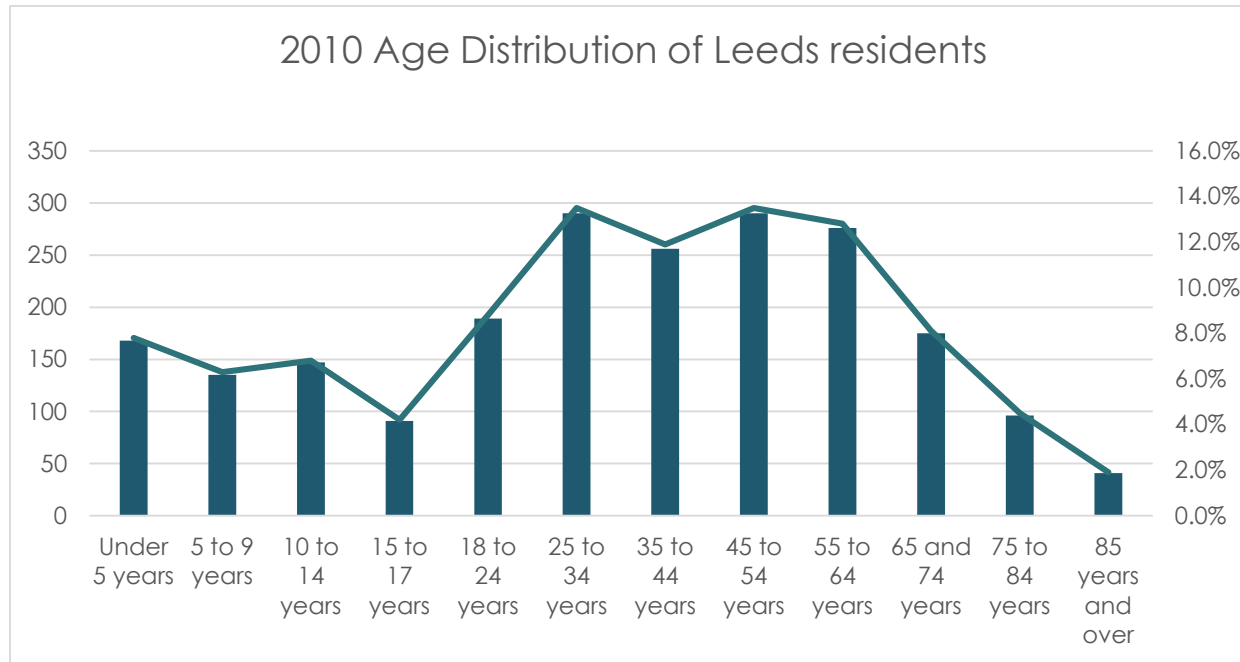
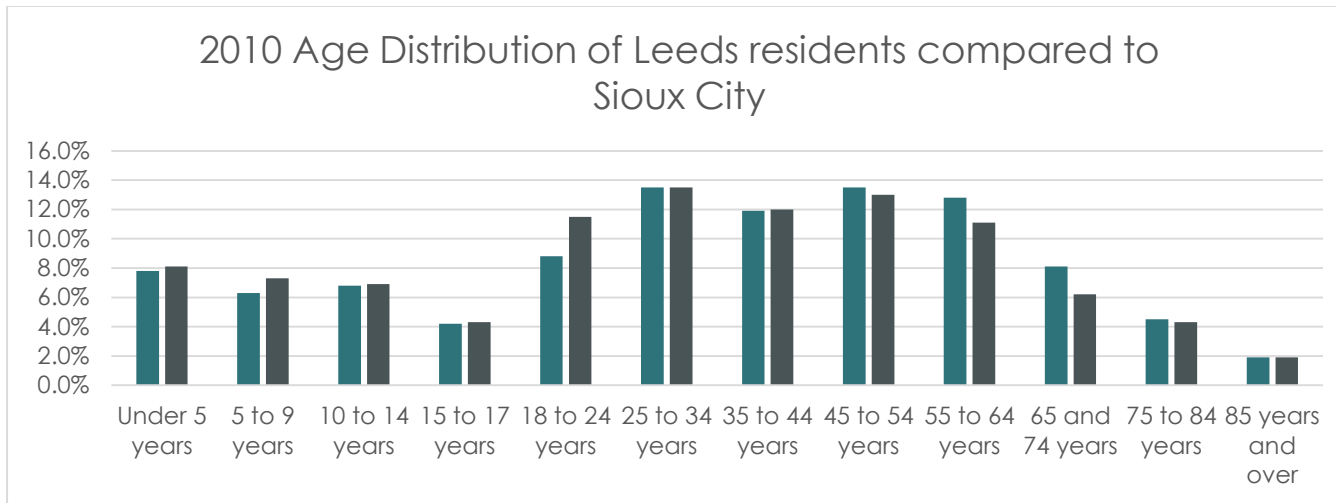


Figure 17 - 2010 Age Distribution of Leeds residents  
(Data retrieved from [www.socialexplorere.com](http://www.socialexplorere.com), 2014)





**Figure 18 - 2010 Age Distribution of Leeds residents compared to Sioux City**  
 (Data retrieved from [www.socialexplorere.com](http://www.socialexplorere.com), 2014)

## HOUSING

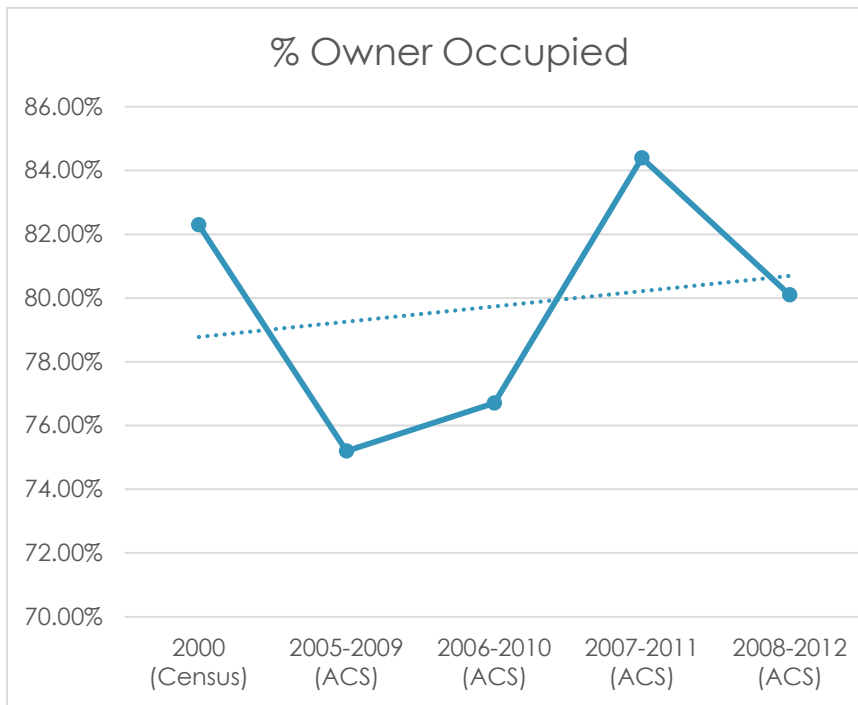
As of 2010, there were 925 housing units in the Leeds community. Of these housing units, 95.7 percent were occupied, as opposed to vacant, and 80.6 percent of them were occupied by their owners, as opposed to rentals. The trends within the Leeds community over the course of the past 12 years indicate relative stability among the housing stock in the area. The 2008 American housing crisis had an impact in the

area, as reflected in both the ratio of owner-occupancy and vacancies. However, the neighborhood appears to have returned to normalcy within a relatively short time.

### OWNER-OCCUPIED V RENTER-OCCUPIED

The 80.6 percent of housing units in the Leeds community classified as owner-occupied appears to follow a consistent trend over the course of the past decade. As of the 2012 ACS

estimate, owner occupancy was still above the 2010 rate, yet lower than that of 2011.



**Figure 19 - Percent of Owner Occupied Housing Units**  
(Data retrieved from [www.socialexplorer.com](http://www.socialexplorer.com), 2014)



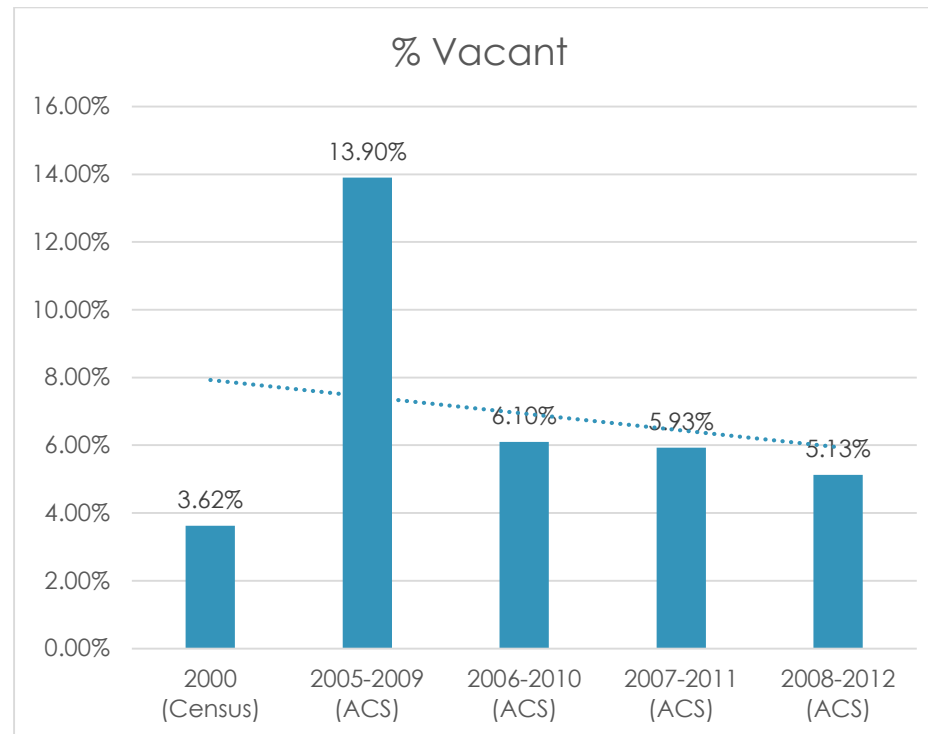
**Figure 20 - Detached-Single Family Housing units in Leeds.**  
(Photo credit: Xiaochen Hu, 2014)

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## VACANCY RATE

The vacancy rate for housing units in the Leeds community was 4.3 percent according to the 2010 census. The trend over the

past decade appears to reflect low vacancies throughout the community with the exception of the year 2009.



**Figure 21 - Percent of Vacant Housing Units**  
(Data retrieved from [www.socialexplorer.com](http://www.socialexplorer.com), 2014)

## BUSINESS TRENDS

The project team analyzed the existing business conditions within the central commercial core of the study area to better understand the potential opportunities for improvements. By

understanding the business climate, we hoped to accurately diagnose strengths and weaknesses and incorporate this information into our final recommendations.

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### COMMERCIAL BUSINESS TRENDS

The issues facing the Leeds/Floyd Boulevard Corridor are not unfamiliar to small towns and neighborhoods across the nation. Big box retailers as well as reduced traffic throughout the area<sup>15</sup> have contributed to the loss of traditional local retail outlets. Preliminary stakeholder interviews and a review of recent vacancies within the area confirm that many of the former establishments in Leeds have vacated the area due to low

volumes of customer traffic. Vacancies have been created by retail or dining and drinking establishments, including a local coffee shop, that have exited the area. The following photographs display the current state of the commercial area of the corridor within the Leeds/Floyd Boulevard corridor study area.

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<sup>15</sup> See section on “Traffic Counts”, below.



**Figure 22 - Four storefronts on Floyd Blvd. consisting of two professional businesses, a flea market, and a vacancy.**  
(Photo credit: Michael Tylka, 2014)



**Figure 23 - Business District, Tyler St. at Floyd Blvd.**  
(Photo credit: Michael Tylka, 2014)

Stacy Mitchell, author of *Big-Box Swindle: The True Cost of Mega-Retailers and the Fight for America's Independent Businesses*, critically examined the effect of big-box retailers on local commercial areas.<sup>16</sup> Mitchell links big-box retailers to additional community concerns such as sprawl, lower voting levels, and higher poverty rates.<sup>17</sup> At the same time, Washington (Iowa) Economic Development Group Director Ed Raber pointed out during a project team visit to Washington that the presence of a Wal-Mart also may contribute to clustering and additional retail development, as other retailers seek to benefit from traffic drawn to this anchor store.<sup>18</sup>

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<sup>16</sup> Mitchell, Stacy. *Big-Box Swindle: The True Cost of Mega-Retailers and the Fight for America's Independent Businesses*. Becon Press. October 1, 2007.

<sup>17</sup> *Ibid.*

<sup>18</sup> Meeting with Ed Raber, February 12, 2015

Local business districts that thrive in the current climate adjust their offerings to the new environment. For some this comes in the form of a “buy local” campaign intended to encourage people to patronize locally-owned retailers.<sup>19</sup> That approach is supported by the Main Street Iowa Program, an initiative of the state’s Department of Economic Development that seeks ways to keep local business districts active. Two methods introduced were specialty shop clusters and fostering an “economic niche.”<sup>20</sup> Niches and clusters can be in the form of tourism, home improvement, high end products, or professional services.<sup>21</sup> We investigated these options as a means of altering the commercial corridor of Leeds along Floyd Boulevard to adjust to the current commercial climate.

<sup>19</sup> Mitchell, Stacy. *Big-Box Swindle: The True Cost of Mega-Retailers and the Fight for America's Independent Businesses*. Becon Press. October 1, 2007.

<sup>20</sup> *Ibid.*

<sup>21</sup> *Ibid.*

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## EMPLOYMENT IN THE AREA

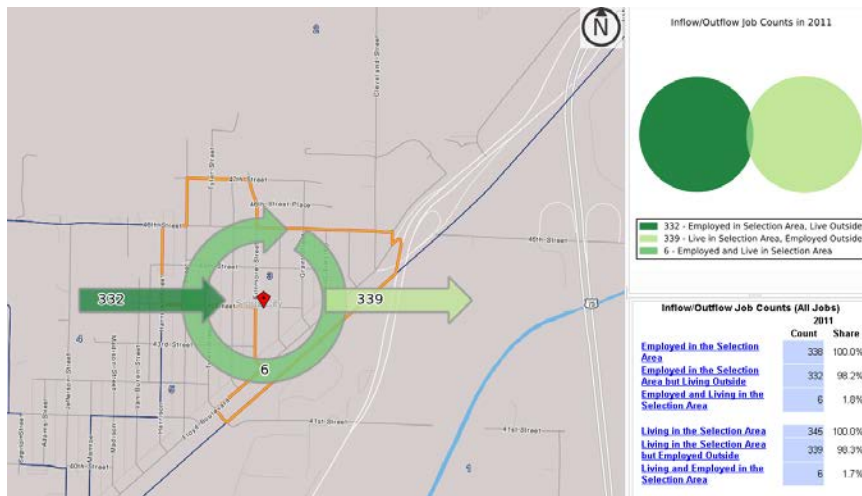
The Leeds community was once a thriving industrial area that served as an employment base for many neighborhood residents. However, as industries left the Leeds area and road construction made it feasible to commute to more distant employment clusters, the reliance on the local corridor as a basic employer virtually disappeared. According to 2011 data from the U.S. Census Bureau, only six residents of the Leeds

community actually worked in the neighborhood (see Table 1 below). The majority of employed people living in the Leeds out-commute to other areas for work. It is also very likely that many people in-commuting to the area, particularly in Census Block Group 3, are commuting to employment at the American Popcorn Company, given its employment of more than 150 workers.

**Table 1 - Leeds residents commuting pattern**

(Source: U.S. Census Bureau, Center for Economic Studies – Longitudinal Employer-Household Dynamics (2014) available at <http://onthemap.ces.census.gov/>)

2011	Tract 2, Block Group 3	Tract 2, Block Group 4	Tract 2, Block Group 5	Total for Leeds
In-commuters	332	13	72	417
Out-commuters	339	256	282	877
Live/Work	6	0	0	6

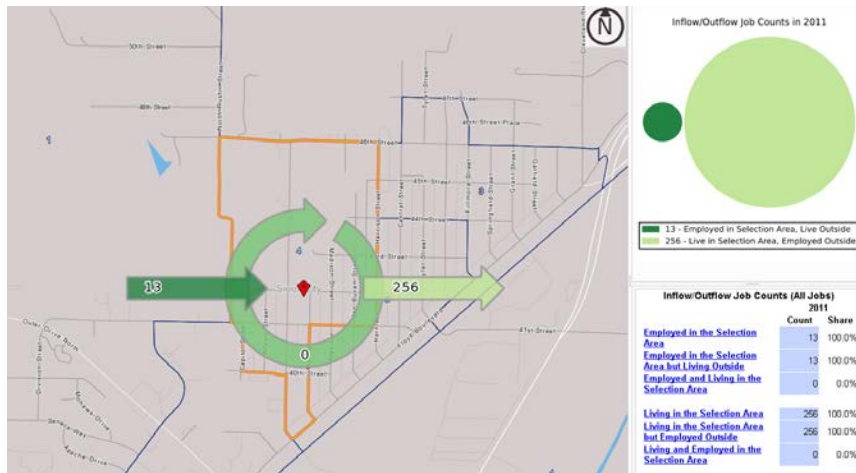


**Figure 24 - 2011 Inflow-Outflow of workers to Census block group 3 within Leeds** (Source: Census Bureau, On The Map (last accessed April 15, 2015))



**Figure 25 - Traffic Flowing through Leeds**  
(Photo credit: Xiaochen Hu, 2014)





**Figure 26 - Inflow-Outflow of workers to Census block group 4 within Leeds**  
 (Source: Census Bureau, On The Map (last accessed April 15, 2015))



**Figure 27 - Inflow-Outflow of workers to Census block group 4 within Leeds**  
 (Source: Census Bureau, On The Map (last accessed April 15, 2015))

Given this dynamic, and the difficulty obtaining specific business data for the Leeds community separate from the regional economy, the businesses/economic development aspect of this study does not take the traditional economic development approach on job creation. Instead, our

recommendation focuses on marketing the area to attract and develop commercial business enterprises.

## TRANSPORTATION/VEHICLE TRAFFIC TRENDS

The project team conducted an evaluation of the existing transportation condition in Leeds/Floyd Boulevard by looking at traffic counts and physical conditions, as well as inviting stakeholder input.

Leeds residents are connected to the Greater Sioux City metropolitan area in several ways. Accessibility is important if commercial enterprises in the core are to succeed. The project team explored the transportation infrastructure and the walkability of the community to examine how it affects the vibrancy of the corridor. The team used walkability criteria to compare the study area to that of other locations based on a ratings system. We proposed improvements using that criteria.

Road connectivity is not a current concern for the Leeds/Floyd Boulevard Corridor. In addition to the Highway 75 bypass and beltway, Floyd Boulevard is the major point of ingress and egress for the neighborhood and connection to Sioux City overall. Minor side streets connect the neighborhood on the northwestern side to the Indian Hills neighborhood and

commercial development. Tyler Drive off of Floyd Boulevard connects to the beltway along the southern point of the American Popcorn Company. The area is relatively flat with smaller lots that create a community with the potential to be quite walkable. Traffic counts on roadways, presented in the preceding section, demonstrate how traffic volume has decreased with the building of two bypasses and Outer Drive. The continuing decrease in Floyd Boulevard's traffic counts is an impediment to retail development, as stores generally rely on traffic volume, but creates options for the reconfiguration of the street in order to accommodate all users.

A bus route follows the commercial strip and circles through the main residential area. There is one sheltered stop in the central part of Floyd Boulevard in Leeds; all other stops are shelter-less. Many stops throughout the neighborhood are situated in less-than-ideal locations. Some stops have barriers to bus entry in the form of a lack of a connection to a sidewalk or the need to cross a grass planting strip.

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## TRAFFIC COUNTS

Based on data retrieved from the Iowa Department of Transportation (DOT), Leeds is generally experiencing a decline in the volume of traffic passing over Floyd Boulevard (see figures below). This condition might produce both positive and

negative outcomes. A possible positive outcome is potentially improving safety for pedestrians and cyclists as vehicle traffic declines. However, less traffic also can reduce overall business activity in Leeds.

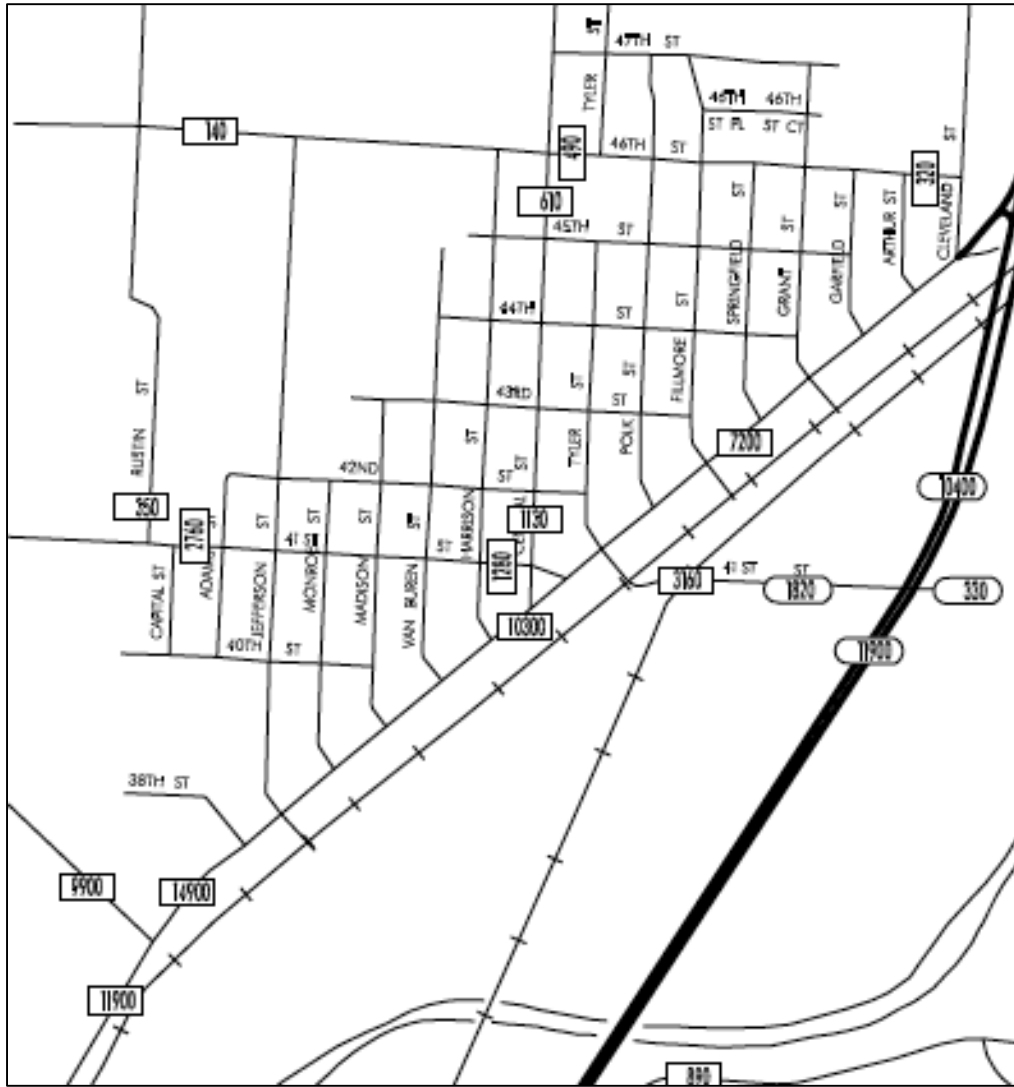


Figure 28 - Traffic Counts 1999  
 (Source: Iowa Dept. of Transportation, 2014)

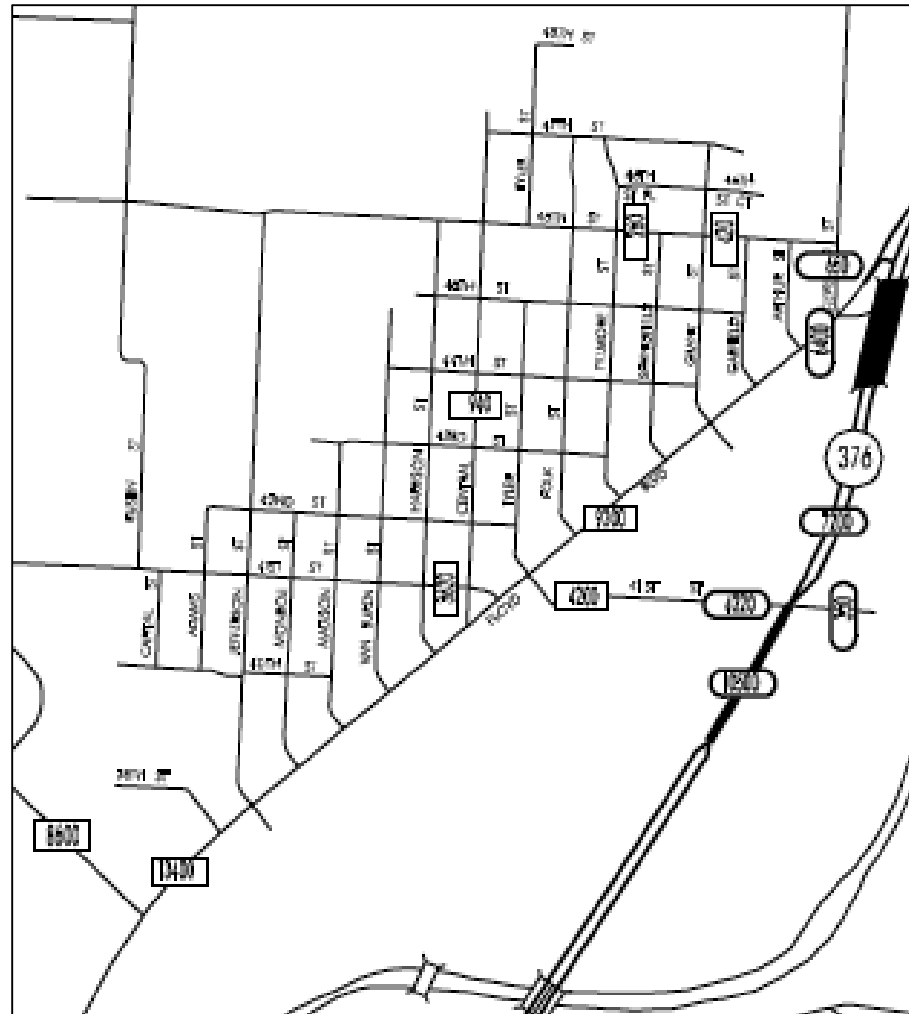


Figure 29 - Traffic Counts 2003  
 (Source: Iowa Dept. of Transportation, 2014)



Figure 30 - Traffic Counts 2007  
 (Source: Iowa Dept. of Transportation, 2014)

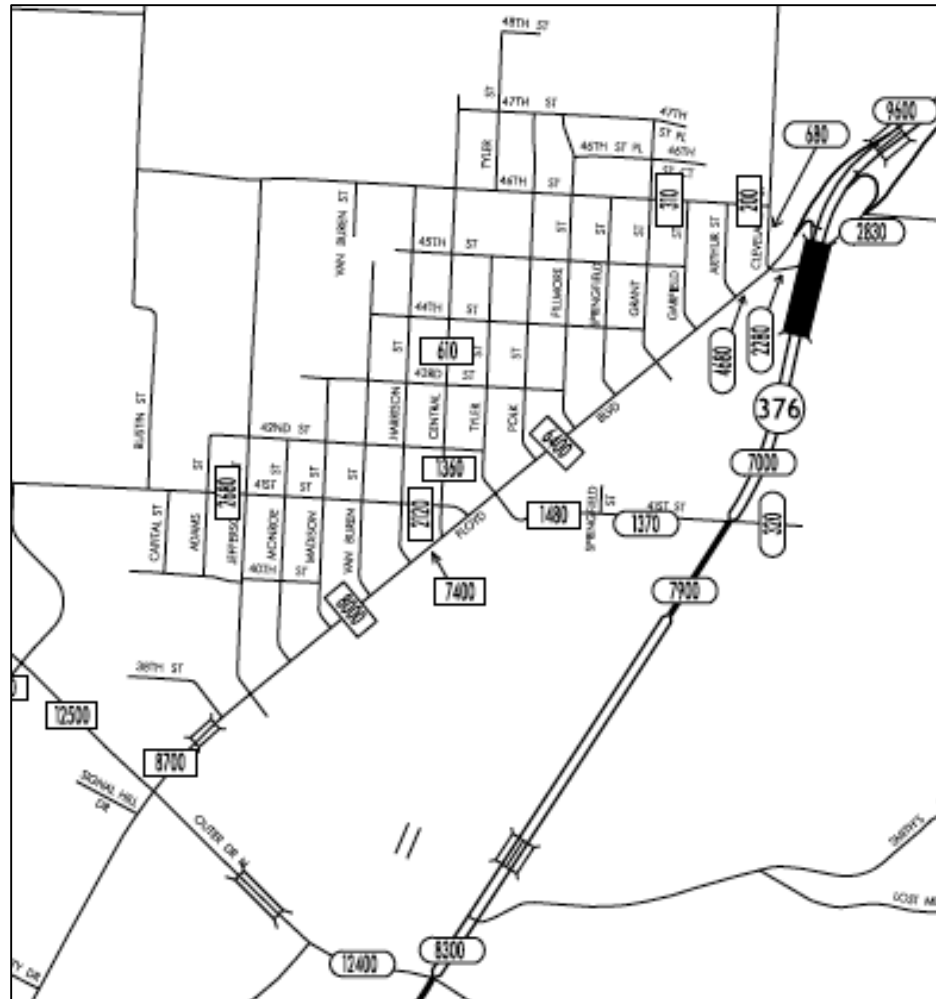


Figure 31 - Traffic Counts 2011  
 (Source: Iowa Dept. of Transportation, 2014)

**Table 2 - Traffic Counts within Study Area**

(Source: Iowa Department of Transportation, 2014)

Location of Count	Years			
	1999	2003	2007	2011
Northeast Sioux City Entry	13500	15550	17330	17400
Northeast Bypass	N/A	6700	9100	9400
Northeast 376 – Mid *)	11900	10500	8700	7900
Northeast Entry to Floyd Blvd.	7200	6400	5800	4680
Floyd at Polk/Filmore	N/A	9200	N/A	6400
Floyd at Madison/Van Buren	10300	N/A	5000	8000
41st at Central	1280	3620	N/A	2120
41st at Jefferson	2780	N/A	4180	2680
Southwest Entry on Floyd Blvd.	14500	13400	N/A	8700
Outer Drive West of Floyd	9900	8600	500	12500
Outer Drive East of Floyd	N/A	N/A	N/A	12400
Taft St. – Mid	N/A	4220	2770	1400
46th at Cleveland	320	650	1340	200
42nd at Central	1130	940	N/A	1360
41st – Mid – East of Floyd Central	1820	4220	3760	1370



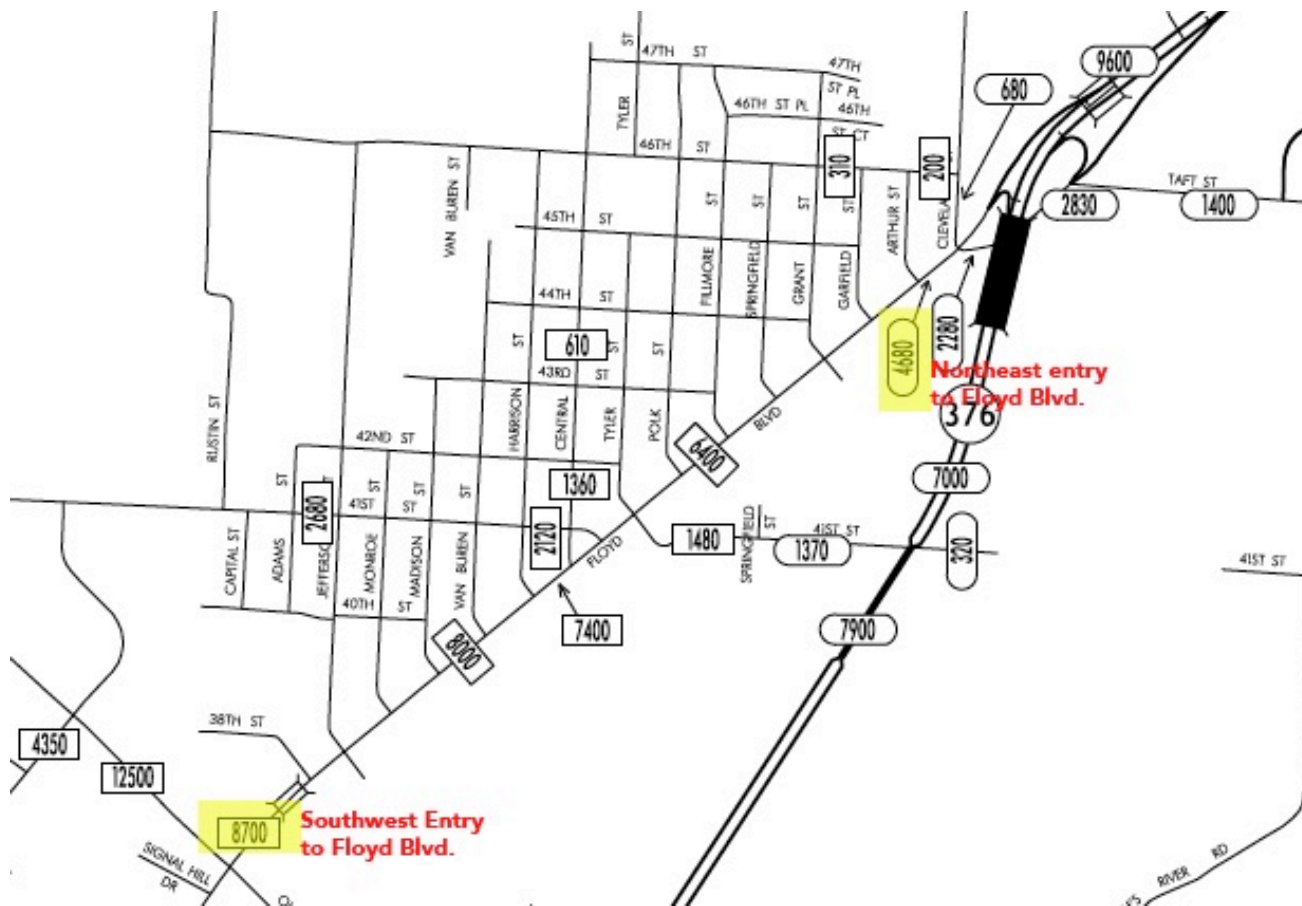


Figure 32 - Traffic counts in 2011 showing the two entries to Leeds/Floyd Boulevard.

(Source: Iowa Dept. of Transportation, modified by Alyas Widita, 2014)

**Table 3 - Summary of Reduction of Traffic within Study Area**

(Source: Iowa Department of Transportation, 2014)

Location of Count	Years			
	1999-2003	2003-2007	2007-2011	1999-2011
Northwest Entry	-800	-600	-1220	-2520
Southwest Entry	-1100			-5800

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## PHYSICAL CONDITIONS

Our field observations within the study area revealed that there are opportunities to improve the built environment to support mobility in the study area and enhance business and recreational activities. We found a considerable number of current transportation infrastructure elements are not in optimal condition. These physical issues hamper walkability in Leeds. Along Floyd Boulevard there are gaps in sidewalks, barriers to walking, and insufficient street crossings. Several

curbs and sections of walkways are damaged or aged. Improving the area's sidewalks is of particular concern, given that sidewalks are where neighborhood life occurs. Our preliminary assessment shows that sidewalks on the boulevard lack physical connectivity, have structurally deteriorated, and at several points are simply unappealing. The following figures illustrate the current state of sidewalks along Floyd Boulevard.



**Figure 33 - Existing sidewalk condition along Floyd Boulevard**  
(Photo credits: Alyas Widita, 2014)



**Figure 34 - Example of damaged sidewalks and curbs along Floyd Boulevard.**  
(Photo credit: Rosa Newman, 2014)

We also examined road and parking infrastructure of the study area. While the road showed no significant structural deterioration, there are possibilities for better parking infrastructure and management. One improvement opportunity is the parking space of Dollar General that appears

to be adjacent to the sidewalk without any boundary. Parking spaces that were not clearly marked cause possible disruption – if not danger – for sidewalk users. Additionally, available parking spaces within the area do not appear to adequately support the needs of existing businesses.



**Figure 35 Conflicting spaces between parking and sidewalks**  
(Photo credits: Alyas Widita, 2014)



**Figure 36 Bus stop shelter on Floyd Boulevard**  
(Photo credit: Michael Tylka, 2014)

To establish walkability criteria for the main corridor of Leeds, the team looked to standards established by other cities and to the design guidelines of the City of Sioux City. The Florida

Department of Transportation’s Walkable Communities plan states that “land use should feature clusters of homes, parks, schools, shops and employment centers within a ½-mile radius



of one another” to increase walkability.<sup>22</sup> According the U.S. Green Building Council’s LEED Standards, projects are to be located within a ¼-mile walking distance from a bus stop.<sup>23</sup> The City of Baton Rouge, Louisiana, bases walkability measurements on a neighborhood’s distance to essential services such as grocery stores, general retail, banks, restaurants, schools, parks, and others.<sup>24</sup> The City of Las Vegas, Nevada, measures walkability by a community being within a ten-minute walk to locations where one can conduct daily activities.<sup>25</sup> Many neighborhoods measure walkability using a tool develop known as ‘Walk Score.’ “The Street Smart Walk Score Algorithm is a combination of walking routes and distances to amenities, road connectivity metrics such as

intersection density and block length, and scores for individual amenity categories.”<sup>26</sup>

For the purposes of this study, we used an assessment tool utilized by the City of Kansas City, Missouri. The walkability plan of the City of Kansas City has a comprehensive assessment in terms of measuring all aspects associated with walkability. It uses a simple lettered rating system that is applied to five elements of walkability.<sup>27</sup> The five areas of focus of the plan are known as ‘levels of service’ and can be applied to most any neighborhood regardless of its size. The five pedestrian levels of service are *directness*, *continuity*, *street crossings*, *visual interest and amenities*, and *security*.<sup>28</sup> These are the five levels that we used to rate walkability along Floyd Boulevard in Leeds.

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<sup>22</sup> Florida Department of Transportation, State Safety Office, Pedestrian and Bicycle Program. *Walkable Communities*. April 1995. (<http://www.gdrc.org/uem/sustran/12steps.pdf>) Last accessed December 10, 2014.

<sup>23</sup> US Green Building Council, LEED. Homes Access to Transit Requirements. Accessed November, 2014. (<http://www.usgbc.org/credits/reqhltc5r1-0>)

<sup>24</sup> Priola, Jusitn. “An Analysis of Neighborhood Walkability.” City-Parish Planning Commission of the City of Baton Rouge and Parish of East Baton Rouge. 2013. <[https://brgov.com/Dept/planning/presentations/WalkabilityAnalysis\\_2013.pdf](https://brgov.com/Dept/planning/presentations/WalkabilityAnalysis_2013.pdf)>

<sup>25</sup> City of Las Vegas, Nevada. Walkable Community & Corridor Plans. August 20, 2014. <[http://www.lasvegasnevada.gov/files/Ward\\_3\\_Walkable\\_Community\\_Plan.pdf](http://www.lasvegasnevada.gov/files/Ward_3_Walkable_Community_Plan.pdf)>

<sup>26</sup> Priola, Jusitn. “An Analysis of Neighborhood Walkability.” City-Parish Planning Commission of the City of Baton Rouge and Parish of East Baton Rouge. 2013. <[https://brgov.com/Dept/planning/presentations/WalkabilityAnalysis\\_2013.pdf](https://brgov.com/Dept/planning/presentations/WalkabilityAnalysis_2013.pdf)>

<sup>27</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.

<sup>28</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.

The standards presented in this section will be used to rank walkability for each level of service in order to present a current picture of walkability along Floyd Boulevard in Leeds.



## DIRECTNESS

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**Directness** looks to measure travel time specifically to minimize it. This is accomplished by emphasizing a gridded street network, identifying major roadways that are difficult to cross, and measuring direct routes to the corridor from residential areas. A ranking by letter grade can be assigned to evaluate the distance and aforementioned aspects. An A is assigned for a route under 1.2 miles, B for 1.2-1.4 miles, C for 1.4-1.6, D for

1.6-1.8, E for 1.8-2.0, and an F for distances above 2 miles.<sup>29</sup>

This project will measure the ½-mile grouping of neighborhood services as earlier stated as a standard, as well as, the ¼-mile standard from transit stops.

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<sup>29</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.

Measurement	A	B	C	D	F
<b>Directness</b>	Pedestrian has a direct, clear, understandable linear public path to destination, generally with more than one alternative route. (A/M Ratio <1.2)*	Pedestrian has at least one direct, clear, understandable linear public path to destination with only minor deviations. (A/M Ratio 1.2 to 1.4)*	Minimum acceptable directness and connectivity standard; path to destination lacks linearity, and is less clear and understandable. (A/M Ratio 1.4 to 1.6)*	Increasing lack of directness, connectivity and linearity with incoherent and confusing direction and visual connection to pedestrian destinations. (A/M Ratio 1.6 to 2)*	No directness or connectivity. Total pedestrian disorientation, no linearity and confusing. (A/M Ratio >2.0)*

Figure 37 - Excerpt from Kansas City Walkability Plan on Directness

CONTINUITY

**Continuity** looks to ensure that the pedestrian network is without gaps in coverage and that there are not undue physical barriers. A ranking can be assigned to this measure as well. An “A” ranking has sidewalks that are a single entity throughout the district and includes public spaces, a “B” ranking has high quality and continuous coverage but does not include public

spaces, and a “C” ranking has continuous coverage on both sides of the sidewalk network, but the infrastructure is not up to ADA and city standards. A “D” ranking has breaks in the system and the network does not exist on both sides. An “F” ranking is assigned where no network exists.<sup>30</sup>

Measurement	A	B	C	D	F
<b>Continuity</b>	ADA accessible Pedestrian sidewalk in good condition with landscaped parkway appears as a single entity connected to and within a major activity area or public open space.	Continuous stretches of ADA accessible sidewalks in generally good condition (10% or less need maintenance) that are physically separated by a landscaped parkway.	Continuous stretches of sidewalks that may have variable widths, with and without landscaped parkways; maintenance problems occur in less than 20% of sidewalk.	Continuous stretches of sidewalks that may have variable widths, with and without landscaped parkways; maintenance problems occur in less than 20% of sidewalk.	Complete breakdown in pedestrian traffic flow as each pedestrian selects a different route, as no pedestrian network exists

Figure 38 - Excerpt from the Kansas City Walkability Plan on Measurement

<sup>30</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.

## STREET CROSSINGS

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**Street crossings** are measured by safety, crossing type, traffic flows, and the speed and volume of traffic. In this area of evaluation, ratings are assigned by the number of lanes one is required to cross and the width of the street. This element also considers the presence of a raised median and/or a refuge island, clearly marked crosswalks, pedestrian signals for

crossing, ADA-compliant corner ramps, parking lanes, and street lighting earn higher rankings. In addition clear sight lines are measured as to unobstructed views, and the amount of time required to cross are factored into a ranking.<sup>31</sup> Ratings are different for each crossing type.

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<sup>31</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.

Measurement	A	B	C	D	F
<b>Street Crossings: Signalized</b>	3 or fewer lanes to cross or 4 or 5 lanes to cross with raised pedestrian refuge median and/or reduced lane widths or slower traffic speeds; total crossing width no greater than 72 feet. signal has clear vehicular and pedestrian indications; well marked crosswalks; good lighting levels; standard curb ramps; maximum curb radii in Pedestrian Areas ***of 20 feet. automatic pedestrian signal phase; amenities, signing, sidewalk, and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other.	4 or 5 lanes to cross or 6 or more lanes to cross with raised pedestrian refuge median and/or reduced lane widths or slower traffic speeds; total crossing width no greater than 84 feet. signal has clear vehicular and pedestrian indications; well marked crosswalks; good lighting levels; pedestrian refuge area: raised medians at least 6' wide with low plantings or features; standard curb ramps; maximum curb radii in Pedestrian Areas*** of 20 feet. automatic pedestrian signal phase; amenities, signing sidewalk, and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other.  Missing 2 elements of A	6 or more lanes to cross; total crossing width no greater than 96 feet. Signal has clear vehicular and pedestrian indications; well-marked crosswalks; good lighting levels; pedestrian refuge area; raised median at least 6' wide with low plantings or features; standard curb ramps; maximum curb radii in Pedestrian Areas of 20 feet; automatic pedestrian signal phase; amenities, signing, sidewalk, and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other.  Missing 4 elements of A.  Missing 2 elements of B.	Missing 5-6 elements of A  Missing 4-5 elements of B  Missing 2-3 elements of C	Missing 7 elements of A  Missing 6 elements of B  Missing 5 elements of C

Figure 39 - Excerpt from the Kansas City Walkability Plan on Street Crossings: Signalized

Measurement	A	B	C	D	F
<b>Street Crossings: Un-signalized Crossing a Major Street</b>	3 or fewer lanes to cross or 4 or 5 lanes to cross with raised pedestrian refuge median and/or reduced lane widths or slower traffic speeds; total crossing width no greater than 72 feet. Well-marked crosswalks; good lighting levels; standard curb ramps; maximum curb radii in Pedestrian Areas ***of 20 feet. amenities, signing, sidewalk, and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other.	4 or 5 lanes to cross or 6 or more lanes to cross with raised pedestrian refuge median and/or reduced lane widths or slower traffic speeds; total crossing width no greater than 84 feet. Well-marked crosswalks; good lighting levels; pedestrian refuge area: raised median at least 6' wide with low plantings or features; standard curb ramps; maximum curb radii in Pedestrian Areas ***of 20 feet. amenities, signing, sidewalk, and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other. Missing 1 element of A	6 or more lanes to cross; Well-marked crosswalks; good lighting levels; pedestrian refuge area: raised median at least 6' wide with low plantings or features; standard curb ramps; maximum curb radii in Pedestrian Areas ***of 20 feet. amenities, signing, sidewalk, and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other. Missing 2 elements of A Missing 1 element of B	Missing 3-4 elements of A  Missing 2-3 elements of B  Missing 1-2 elements of C	Missing 5 elements of A  Missing 4 elements of B  Missing 3 elements of C

Figure 40 - Excerpt from the Kansas City Walkability Plan on Street Crossings: Un-signalized Crossing a Major Street

Measurement	A	B	C	D	F
<b>Street Crossings: Mid Block Major Street Crossing</b>	3 or fewer lanes to cross or 4 or 5 lanes to cross with raised pedestrian refuge median, and reduced lane widths and/or slower traffic speeds; total crossing width no greater than 72 feet. amenities, signing and sidewalk and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other; well marked crosswalks; good lighting levels; standard curb ramps.	4 or 5 lanes to cross or 6 or more lanes to cross with raised pedestrian median, and reduced lane widths and/or slower traffic speeds; total crossing width no greater than 84 feet. Raised median at least 10' wide with low plantings or features; amenities, signing and sidewalk and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other; well marked crosswalks; good lighting levels; standard curb ramps. Missing 1 element of A	6 or more lanes to cross; Raised median at least 10' wide with low plantings or features; amenities, signing and sidewalk and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other; well marked crosswalks; good lighting levels; standard curb ramps. Missing 2 elements of A Missing 1 element of B	Missing 3-4 elements of A  Missing 2-3 elements of B  Missing 1-2 element of C	Missing 5 elements of A  Missing 4 elements of B  Missing 3 elements of C

Figure 41 - Excerpt from the Kansas City Walkability Plan on Street Crossings: Mid Block Major Street Crossing

Measurement	A	B	C	D	F
<b>Street Crossings: Un-signalized Minor Street</b>	Well-marked crosswalks; good lighting levels; standard curb ramps; maximum curb radii in Pedestrian Areas ***of 20 feet. amenities, signing, sidewalk, and roadway character strongly suggest the presence of a pedestrian crossing; drivers and pedestrians have unobstructed views of each other.	Missing 1 element of A	Missing 2 elements of A	Missing 3-4 elements of A	Missing 5 elements of A

Figure 42 - Excerpt from the Kansas Walkability Plan on Street Crossings: Un-signalized Minor Street



VISUAL INTEREST AND AMENITIES

The invitingness, quality of surroundings, level of interest in surroundings, and simple usage figures are used to place a ranking on **visual interest and amenities**. In addition public input will be gauged, an examination of facilities undertaken,

as well as, measurements taken on physical improvements, design, lighting, maintenance, and the appeal of surrounding land uses.<sup>32</sup>

Measurement	A	B	C	D	F
<b>Visual Interest and Amenity</b>	Visually appealing and compatible with local architecture. Generous sidewalk width, active building frontages. Good protection from elements by street trees or awnings; quality street furniture including frequent seating.	Generous sidewalks, visual clarity, some street furniture and landscaping, no blank street walls. Protection from elements available over 50% of block on average. Seating or resting places average once every 2 blocks.	Functionally operational with less importance to visual interest or amenity. Protection from elements available over 25% of block on average. Seating or resting places averages once every 3 to 4 blocks.	Design ignores pedestrian with negative mental image. Protection from elements averages less than 10% of block. No seating or resting places within ¼ mile.	Total discomfort and intimidation. No protection from elements in multi-block area. No seating or resting places.

Figure 43 - Excerpt from the Kansas City Walkability Plan on Visual Interest and Amenity

<sup>32</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.

SECURITY

**Security** is measured by degrees of separation from vehicles and the clearness of lines of sight. Consideration of lighting, the

location of transit stops, and crime statistics are also be undertaken.<sup>33</sup>

Measurement	A	B	C	D	F
<b>Security</b>	Sense of security enhanced by presence of other people using sidewalks and being overlooking from adjacent buildings. Good pedestrian lighting on pedestrian routes and clear sight lines. Good separation from vehicular traffic by parkway with trees/planters.	Good, if uneven, lighting levels on pedestrian routes and unobstructed lines of sight. Street edge of sidewalk separated from the street by at least 5 feet.	Generally good lighting levels on pedestrian routes with occasional short intervals of lower lighting; generally unobstructed lines of sight. Potential for separation from traffic of at least 5 feet.	Sidewalk configuration and parked cars may inhibit vigilance from the street. Separation from vehicular traffic available only at multi-block intervals.	Streetscape is pedestrian intolerant due to uses, building configurations, no protection from heavy traffic, no eyes on the street.

Figure 44 - Excerpt from the Kansas City Walkability Plan on Security

<sup>33</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.

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## WALKABILITY ASSESSMENT

A walkability assessment determines the level of ease for residents to walk along Floyd Boulevard. Residents and potential customers should be able to walk freely along Floyd Boulevard. The project team assessed the focus area for directness, continuity, street crossings, visual interest and amenities, and security as determined by the Kansas City Walkability Plan and other sources. The guidelines measured by

this plan line up with the design principles sought by the Sioux City Comprehensive Plan.

To assess the corridor we divided it into seven segments, coinciding with the city blocks within the study area. We gave a rating for each block for each segment and an overall rating. The segments are as follows:



- 1.) Outer Drive to Jefferson Street
- 2.) Jefferson Street to Madison Street
- 3.) Madison Street to Harrison Street
- 4.) Harrison Street to Tyler Street
- 5.) Tyler Street to Fillmore Street
- 6.) Fillmore Street to Grant Street

Figure 45 - Seven sections of study area  
(Map by Michael Tylka, 2014)

## DIRECTNESS

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The project team looked at distances to local services as a gauge of directness. As earlier stated, a ¼-mile distance from a transit stop is deemed walkable, as is a ½-mile walk from most other neighborhood services and amenities. These distances are within the 10-minute walk rule established by other assessment tools. For Leeds, the distances from residences to daycares, schools, parks, commercial areas, and city bus stops are presented below via GIS maps. The majority of Leeds residents are well within a ½-mile radius of the selected locations with the exception of the public elementary school. The maps below demonstrate that roughly a third of Leeds is within a ¼-mile radius of a transit stop and ½-mile from a daycare, park, commercial district, and the local public and

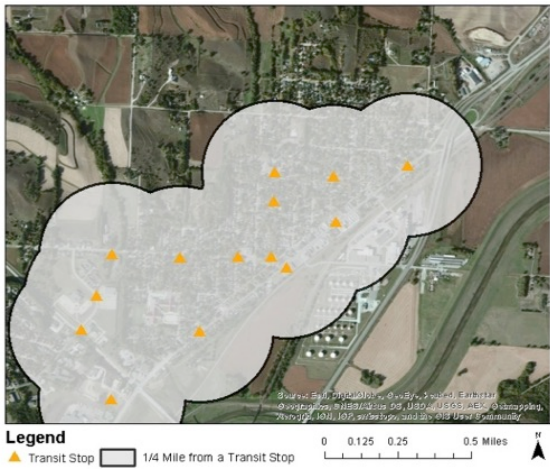
private schools. A follow-up map illustrates that a large portion of the neighborhood is within a half mile radius from all selected services.

The Level of Service rating for Directness is an **A**. There are direct paths under 1.2 miles to the selected locations as shown by the above maps. This rating was determined using the assessment rating that stated that an A rating is assigned if the “pedestrian has a direct, clear, understandable linear public path to their destination, generally with more than one alternative route, with a distance under 1.2 miles.”<sup>34</sup> This rating is applied to the entire study area covering all seven sections.

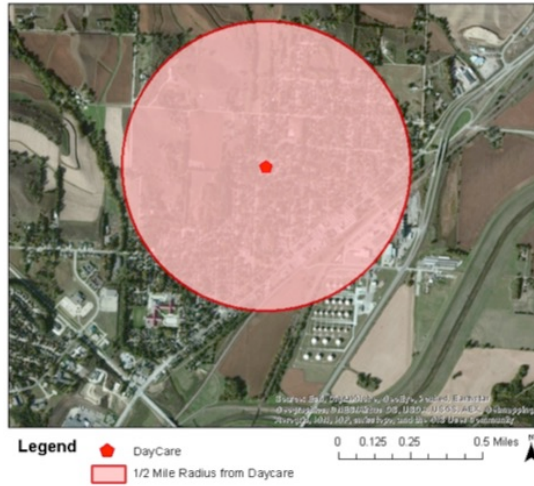
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<sup>34</sup> Kansas City Walkability Plan. Prepared by LSA Associates, Inc. for the City Planning & Development Department of the City of Kansas City, Missouri. Adopted by City Council on March 20, 2003.





**Figure 46 - Locations of transit stops and a 1/4-mile radius shown from stops**  
(Map by Michael Tylka)



**Figure 47 - Location of daycare with a 1/2-mile radius displayed**  
(Map by Michael Tylka)



**Figure 48 - Location of parks with 1/2-mile radius displayed**  
(Map by Michael Tylka)

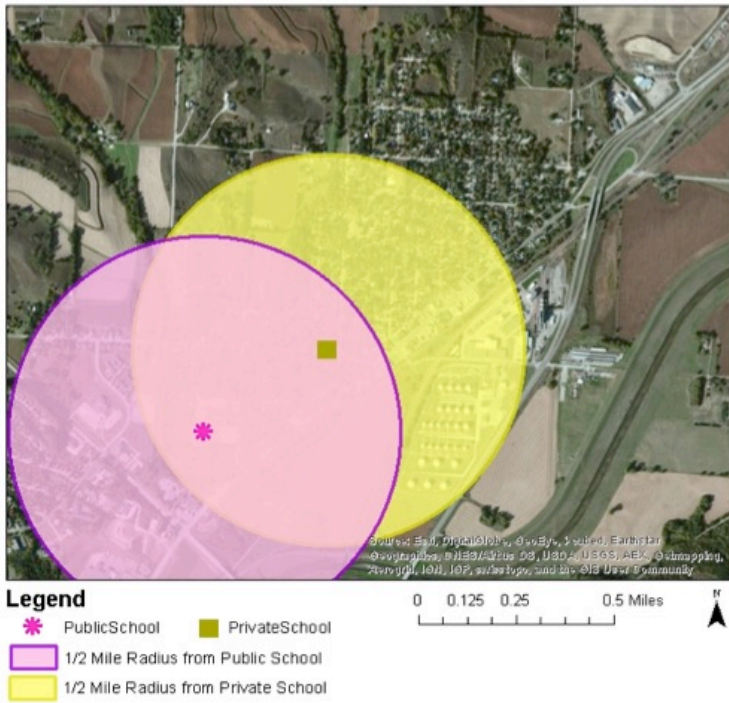


Figure 49 - Location of elementary schools with 1/2-mile radius displayed  
(Map by Michael Tylka 2014)

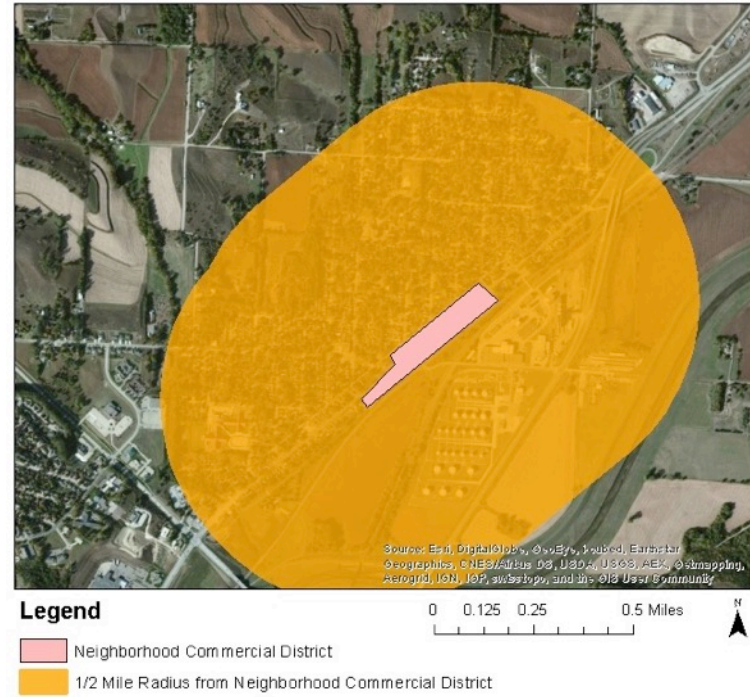


Figure 50 - Location of neighborhood commercial district with 1/2-mile radius displayed  
(Map by Michael Tylka 2014)



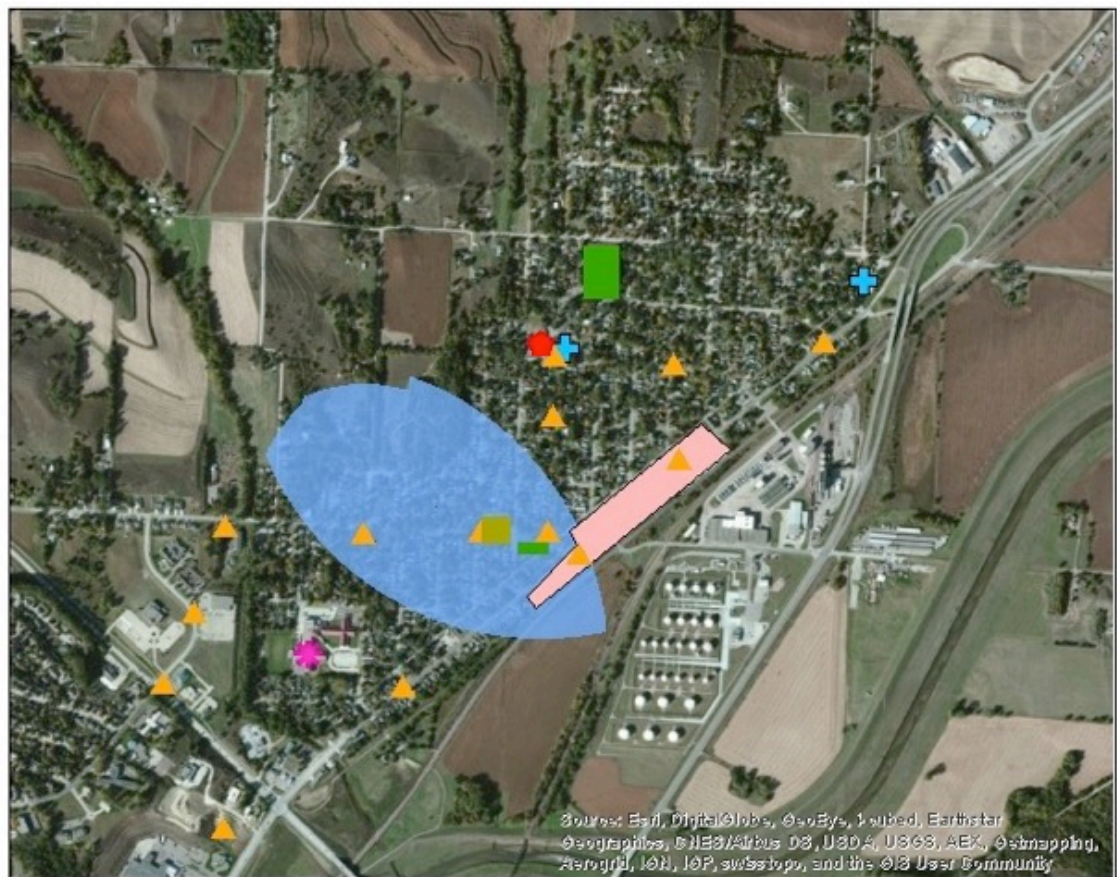


Figure 51 - Location of selected services with 1/2 mile radius displayed  
(Map by Michael Tylka, 2014)



## CONTINUITY

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Each of the seven sections is listed below with a rating for its respective level of service determined by a field visit in November 2014 using the established assessment tool. The tables below present notes taken during the visit for the purpose of assessment and also lists the reason for the assigned

rating per section. The overall continuity rating is a **D** for the entire study area. Each section was assigned a D rating as there were either gaps in sidewalk connectivity, maintenance concerns, or deficiencies in ADA coverage.

Section:	1.) Outer Drive to Jefferson Street	2.) Jefferson Street to Madison Street	3.) Madison Street to Harrison Street	4.) Harrison Street to Tyler Street
<b>Notes:</b>	<ul style="list-style-type: none"> <li>i. One property gap in sidewalk network.</li> <li>ii. Grass barrier exists between sidewalk and roadway.</li> <li>iii. ADA sidewalks installed at four locations.</li> <li>iv. Continuous width throughout (with the exception of one gap).</li> <li>v. Sidewalks appear to be in good physical condition.</li> </ul>	<ul style="list-style-type: none"> <li>i. Continuous ten property gap in sidewalk network on the side.</li> <li>ii. Grass barrier exists between sidewalk and roadway.</li> <li>iii. ADA sidewalks installed at three locations</li> <li>iv. Continuous width where sidewalk exists.</li> <li>v. Sidewalks appear to be in good physical condition.</li> </ul>	<ul style="list-style-type: none"> <li>i. Continuous thirteen property gap in sidewalk network on the southern side.</li> <li>ii. Grass barrier exists between sidewalk and roadway.</li> <li>iii. ADA sidewalks installed at three locations.</li> <li>iv. Continuous width where sidewalk exists.</li> <li>v. Sidewalks appear to be in good physical condition.</li> </ul>	<ul style="list-style-type: none"> <li>i. Three property gaps in sidewalk network on the southern side.</li> <li>ii. Barriers exist between sidewalks and street, but not all landscaped.</li> <li>iii. Gap in ADA accessibility</li> <li>iv. Sidewalk width varies throughout.</li> <li>v. Significant maintenance issues (cracks, uneven sections).</li> </ul>
<b>Rating:</b>	Level of service assigned is <b>D</b> due to the gap in the network. If this gap did not exist an A ranking would be assigned.	Level of service assigned is <b>D</b> as there is a gap in the network. If the network did extend the entire length of the area than an A ranking would be assigned.	Level of service assigned is <b>D</b> as there is a gap in the network. If the network did extend the entire length of the area than an A ranking would be assigned.	Level of service assigned is <b>D</b> as there is a gap in the network, lack of ADA infrastructure throughout, varying widths, and maintenance concerns.

Figure 52 - Continuity assessment on Outer Drive to Jefferson Street, Jefferson Street to Madison Street, Madison Street, and Harrison Street to Tyler Street

Section:	5.) Tyler Street to Fillmore Street	6.) Fillmore Street to Grant Street	7.) Grant Street to Cleveland Street
<b>Notes:</b>	<ul style="list-style-type: none"> <li>i. Continuous sidewalk network.</li> <li>ii. Barriers exist between sidewalks and street, but not all landscaped.</li> <li>iii. Gap in ADA accessibility.</li> <li>iv. Sidewalk width varies throughout.</li> <li>v. Significant maintenance issues (cracks, uneven sections).</li> </ul>	<ul style="list-style-type: none"> <li>i. Three property gaps in sidewalk network on the southern side.</li> <li>ii. Gap in barriers between sidewalks and street, where they are not all landscaped.</li> <li>iii. Gap in ADA accessibility.</li> <li>iv. Sidewalk width varies throughout.</li> <li>v. Significant maintenance issues (cracks, uneven sections).</li> </ul>	<ul style="list-style-type: none"> <li>i. One property gap in sidewalk network.</li> <li>ii. Grass barrier exists between sidewalk and roadway.</li> <li>iii. Gap in ADA accessibility (one location has ADA accessibility).</li> <li>iv. Continuous width where sidewalk exists.</li> <li>v. Sidewalks appear to be in good physical condition.</li> </ul>
<b>Rating:</b>	Level of service assigned is <b>D</b> as there is a lack of ADA infrastructure throughout, varying widths, and maintenance concerns.	Level of service assigned is <b>D</b> as there is a gap in the network, lack of ADA infrastructure throughout, varying widths, and maintenance concerns.	Level of service assigned is <b>D</b> due to the gap in the network. If this gap did not exist a C ranking would be assigned due to gaps in ADA accessibility.

Figure 53 - Continuity assessment on Tyler Street to Fillmore Street, Fillmore Street to Grant Street, Grant Street to Cleveland Street

## STREET CROSSINGS

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Intersections along Floyd Boulevard are ranked below according to the established assessment ratings and the type of intersection (Signalized Major, Non-signalized Major or Minor). This assessment was carried out by intersection and not section of the study area, as the intersections are situated in multiple sections and serve the entire corridor. Overall, the average

rating of all seventeen intersections comes out to a **C-/D+**. This rating was due to gaps in sidewalk crossings, a lack of ADA infrastructure, markings, signals, or signage, and raised pedestrian medians. All intersections did have unobstructed views. One intersection rated as a B and all others were rated as a C or as a D.

<p><u>1. Outer Drive at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Four travel lanes to cross, one turning lane.</li> <li>b. Marked crosswalks exist in two of the four sides on the intersection.</li> <li>c. Pedestrian signal activated.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist in two of the four sides of the intersection.</li> <li>f. Lighting is present.</li> <li>g. Lines of sight appear to be sufficient.</li> </ul> <p><b>Level of Service Rating: B</b></p>	<p><u>3. Jefferson Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. One of four crossing is marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> </ul> <p><b>Level of Service Rating: C</b></p>	<p><u>5. Madison Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist on only one side of the street.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>
<p><u>2. 38th Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Marked crosswalks do not exist.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> </ul> <p><b>Level of Service Rating: C</b></p>	<p><u>4. Monroe Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> </ul> <p><b>Level of Service Rating: C</b></p>	<p><u>6. Van Buren Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist on only one side of the street.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>

Figure 54 - Street crossings assessment on Outer Drive, Jefferson Street, Madison Street, 38th Street, Monroe Street, Van Buren Street

<p><u>7. Harrison Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist on only one side of the street.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>	<p><u>9. 41st Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. No ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>	<p><u>11. Polk Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. No ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on one part of the southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>
<p><u>8. Central Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. No ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>	<p><u>10. Tyler Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross and one turning lane.</li> <li>b. Crossing markings exist.</li> <li>c. Signage and signals exist.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist on one of the four sides.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> </ul> <p><b>Level of Service Rating: C</b></p>	<p><u>12. Fillmore Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. No ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on the southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>

Figure 55 - Street crossings assessment on Harrison Street, 41st Street, Polk Street, Central Street, Tyler Street, Fillmore Street

<p><u>13. Springfield Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. No ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on the southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>	<p><u>15. Garfield Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. No ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> </ul> <p><b>Level of Service Rating: C</b></p>	<p><u>17. Cleveland Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist on one side of the intersection.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is only connected to one side of the crossing.</li> </ul> <p><b>Level of Service Rating: D</b></p>
<p><u>14. Grant Street / One Fun Place at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. No ADA corner ramps exist.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> </ul> <p><b>Level of Service Rating: C</b></p>	<p><u>16. Arthur Street at Floyd Boulevard</u></p> <ul style="list-style-type: none"> <li>a. Two travel lanes to cross.</li> <li>b. Crossings are not marked.</li> <li>c. No signage or signals.</li> <li>d. No raised medians or refuge areas.</li> <li>e. ADA corner ramps exist on two of four sides of the intersection.</li> <li>f. Lighting is present.</li> <li>g. Views are unobstructed.</li> <li>h. Sidewalk is not connected to crossing on the southern side.</li> </ul> <p><b>Level of Service Rating: D</b></p>	

Figure 56 - Street crossings assessment on Springfield Street, Garfield Street, Cleveland Street, Grant Street, Arthur Street



VISUAL INTEREST AND AMENITIES

In terms of visual interest and amenities, the corridor generally rated in the middle of the assessment tool. Deficiencies existed in protection from the elements, seating and rest areas, and appealing structures and design. Overall the rating assigned is

a **C-/D+** as there were three sections rated as a C and three sections rated as a D. One section was rated as an F as no facilities are present and there exists a feeling of discomfort as a pedestrian.

Section:	1.) Outer Drive to Jefferson Street	2.) Jefferson Street to Madison Street	3.) Madison Street to Harrison Street	4.) Harrison Street to Tyler Street	5.) Tyler Street to Fillmore Street	6.) Fillmore Street to Grant Street	7.) Grant Street to Cleveland Street
Notes:	<ul style="list-style-type: none"> <li>i. No to little protection from elements.</li> <li>ii. No seating or resting areas.</li> <li>iii. Large sections where traffic crossing the sidewalks is a concern.</li> <li>iv. Visually unappealing in terms of design for the commercial portion.</li> </ul>	<ul style="list-style-type: none"> <li>i. Little protection from elements.</li> <li>ii. No seating or resting areas.</li> <li>iii. Buildings are maintained along this sections.</li> </ul>	<ul style="list-style-type: none"> <li>i. Little protection from elements.</li> <li>ii. Seating or resting areas exist nearby.</li> <li>iii. Buildings are maintained along this sections.</li> </ul>	<ul style="list-style-type: none"> <li>i. Little protection from elements.</li> <li>ii. Seating or resting areas exist nearby.</li> <li>iii. Buildings are maintained along this section.</li> </ul>	<ul style="list-style-type: none"> <li>i. Little protection from elements.</li> <li>ii. Seating or resting areas exist nearby.</li> <li>iii. More than half of the buildings sit on the same setback line.</li> <li>iv. Historical buildings exist and visual interest exists.</li> <li>v. Area is still more focused on function use than visual interest or amenities.</li> </ul>	<ul style="list-style-type: none"> <li>i. Little protection from elements.</li> <li>ii. No seating or resting areas.</li> <li>iii. Buildings are maintained along this sections.</li> <li>iv. Commercial uses in this section are unappealing.</li> <li>v. Questionable use of adjacent properties.</li> </ul>	<ul style="list-style-type: none"> <li>i. Little protection from elements.</li> <li>ii. No seating or resting areas.</li> <li>iii. Buildings are maintained along this sections.</li> </ul>
Rating:	F	D	C	C	C	D	D

Figure 57 - Visual interests and amenities assessment on Outer Drive to Jefferson Street, Jefferson Street to Madison Street, Madison Street to Harrison Street, Harrison Street to Tyler Street, Tyler Street to Fillmore Street, Fillmore Street to Grant Street, Grant



SECURITY

This part of the assessment received the high ratings compared to most other rankings. Lighting exists, there are separations of sidewalks and roadways, and lines of sight are clear. Sections did not receive a higher rating due to concerns with street

parking, and a lack of the presence of other people using sidewalks. Overall the rating assigned was **B-/C+** as four sections received B ratings and three received C ratings.

Section:	1.) Outer Drive to Jefferson Street	2.) Jefferson Street to Madison Street	3.) Madison Street to Harrison Street	4.) Harrison Street to Tyler Street	5.) Tyler Street to Fillmore Street	6.) Fillmore Street to Grant Street	7.) Grant Street to Cleveland Street
Notes:	<ul style="list-style-type: none"> <li>i. Generally good lighting levels.</li> <li>ii. Sidewalk edge separated from street, but large portions of parking lots exist through walkways.</li> <li>iii. Clear line of sight.</li> </ul>	<ul style="list-style-type: none"> <li>i. Generally good lighting levels.</li> <li>ii. Sidewalk edge separated from street.</li> <li>iii. Clear line of sight.</li> </ul>	<ul style="list-style-type: none"> <li>i. Generally good lighting levels.</li> <li>ii. Sidewalk edge separated from street.</li> <li>iii. Clear line of sight.</li> </ul>	<ul style="list-style-type: none"> <li>i. Generally good lighting levels.</li> <li>ii. Sidewalk edge separated from street, but large portions of parking lots exist through walkways.</li> <li>iii. Clear line of sight.</li> <li>iv. Many people on sidewalks.</li> </ul>	<ul style="list-style-type: none"> <li>i. Generally good lighting levels.</li> <li>ii. Sidewalk edge separated from street, but large portions of parking lots exist through walkways.</li> <li>iii. Clear line of sight.</li> <li>iv. Many people on sidewalks.</li> <li>v. Parking separates traffic flow on northern side of Floyd Boulevard.</li> </ul>	<ul style="list-style-type: none"> <li>i. Generally good lighting levels.</li> <li>ii. Sidewalk edge separated from street, but large portions of parking lots exist through walkways.</li> <li>iii. Clear line of sight.</li> </ul>	<ul style="list-style-type: none"> <li>i. Generally good lighting levels.</li> <li>ii. Sidewalk edge separated from street.</li> <li>iii. Clear line of sight.</li> </ul>
Rating:	<b>C</b>	<b>B</b>	<b>B</b>	<b>B</b>	<b>C</b>	<b>C</b>	<b>B</b>

Figure 58 - Security assessment on Outer Drive to Jefferson Street, Jefferson Street to Madison Street, Madison Street to Harrison Street, Harrison Street to Tyler Street, Tyler Street to Fillmore Street, Fillmore Street to Grant Street, Grant Street to Cleveland St.

## OVERALL STUDY AREA ASSESSED RANKING

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**Table 4 - Level of Service Type and Rating**  
(Source: Assessment performed by Michael Tylka, 2014)

<b>Level of Service Type:</b>	<b>Rating:</b>
<b>Directness</b>	<b>A</b>
<b>Continuity</b>	<b>D</b>
<b>Street Crossings</b>	<b>C- / D+</b>
<b>Visual Interest and Amenities</b>	<b>C- / D+</b>
<b>Security</b>	<b>B - / C +</b>

The above chart displays the overall rating for each type of service measured in the study area. The rating system is a useful tool to map out where the city could look to make improvements in walkability. The easy-to-use assessment tables show exactly what improvements can be made to achieve an A rating and maximize the benefits to residents and businesses of increased walkability.

## RECREATIONAL SPACE

In addition to open green spaces, sidewalks and potential trail connections through the Leeds area also would provide recreational space. Applying national standards for service, primarily relying upon the recommendations of the National Recreation and Park Association, the team assessed the Leeds

community as having a sufficient access to open spaces based on surrounding park space. However, opportunities to engage in recreational activities were limited within the area. Adding a trail through the corridor could encourage recreational activity by residents and visitors.

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## GREEN OPEN SPACE IN THE STUDY AREA

Today's urban dwellers seek pedestrian-friendly, sustainable environments where residents can easily access recreational facilities and parks to maintain healthy, physically active lifestyles. They also seek nature preserves and green spaces for leisure activities. Creating new green spaces or revamping older parks and recreational facilities could help unify the community and spur economic growth by enhancing the quality of life in the Leeds neighborhood.

This project mainly focused on Floyd Boulevard, but the corridor and the area surrounding it encompass the Leeds

neighborhood. Therefore the project team considered existing open spaces in analyzing potential benefits from recreational development.

The following table depicts an inventory of current open green space throughout the study area and the greater Leeds community. The project team inventoried public, school district, and privately-owned open space and examined the viability of those parcels as potential recreational options for the community.

Table 5 - Open, Green Spaces existing in Leeds, 2014

	<b>Classification</b>	<b>Size</b>	<b>Service Area</b>
<b>Carlin Park (Public)</b>	Neighborhood Park	3.9 acres	¼ - ½ mile (walking distance)
<b>Leeds Park (Public)</b>	Mini/Pocket	0.9 acre	<¼ mile
<b>Hawthorne Elementary School (School District)</b>	Neighborhood (School-Owned)	2.6 acres	¼ - ½ mile (walking distance)
<b>Leeds Elementary School (School District)</b>	Neighborhood (School-Owned)	3.6 acres	¼ - ½ mile (walking distance)
<b>St. Michael Elementary School (private)</b>	Mini/Pocket (Private School-Owned)	1 acre	<¼ mile
<b>Floyd River</b>	Greenway/Trail	3.6 acres	<¼ mile
<b>Floyd Boulevard Corridor (Study Area)</b>	Parkway	65 acres	1.3 miles in length from north to south but concentrate improvements in commercial blocks

Based on discussions with community residents and city planners, and consultation of other research, Table 4 above identifies the open green spaces that serve Leeds residents and

categorizes the recreational and park services currently available to residents. Figure 36 shows locations for those parks.

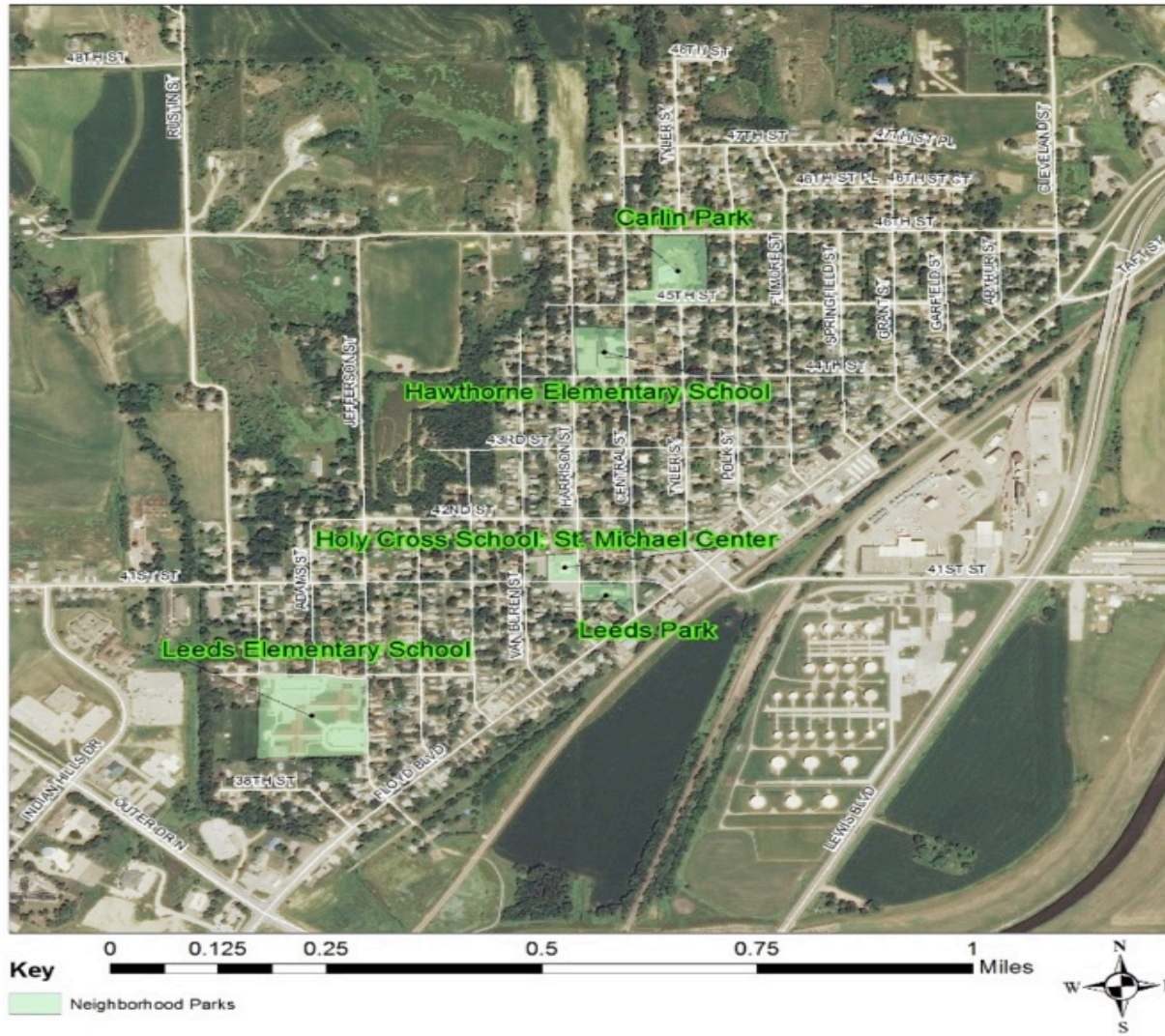


Figure 59 Location of existing parks in Leeds  
 (Map created by Xiaochen Hu, 2014)



## CARLIN PARK

Carlin Park is located between 45<sup>th</sup> Street and 46<sup>th</sup> Street and between Central Street and Polk Street in the north Leeds

neighborhood. It was established in 1929. Carlin Park has a swimming pool, which was built around 2000.



**Figure 60 Carlin Park**  
(Photo credits: Xiaochen Hu, 2014)

## LEEDS PARK

Leeds Park, built in 1911, is located along 41<sup>st</sup> Street at the crossing between Harrison Street and Central Street near Floyd Boulevard. Although readily accessible, the space is rather

small at less than one acre. Activities are limited to playground equipment and seating. There is not sufficient signage on Floyd Boulevard to direct people to the park.



**Figure 61 - Leeds Park**  
(Photo credits: Xiaochen Hu, 2014)

## LEEDS ELEMENTARY SCHOOL AND HAWTHORNE ELEMENTARY SCHOOL

Leeds Elementary School is located on the southeast section of Leeds at the corner of 40<sup>th</sup> Street and Jefferson Street. Another public school, Hawthorne Elementary School, is located in the northwest section of Leeds between 44<sup>th</sup> and 45<sup>th</sup> street just southwest of Carlin Park. Hawthorne grade school is now

closed and Leeds Elementary (kindergarten through 5<sup>th</sup> grades) has taken its place. This elementary school is located on the site of the former Leeds High School. Although suitable for younger children, it does not offer recreational amenities to other segments of the population.



**Figure 62 - Leeds Elementary School**  
(Photo credit: Xiaochen Hu, 2014)



## ST.MICHAEL ELEMENTARY SCHOOL

An example of privately-owned space is St. Michael Elementary School (Holy Cross) serving kindergarten through 3rd grade,

which is located along the corner of 41<sup>st</sup> Street and Harrison Street, just northwest of Leeds Park.



**Figure 63 – St. Michael Elementary School**  
(Photo credit: Xiaochen Hu, 2014)

## FLOYD RIVER

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The Floyd River is a major physical feature of Leeds. Even though it is outside the Leeds/Floyd Boulevard Corridor, it dominates the landscape and offers potential green space for recreational activities. The river is in direct vicinity of an existing trail and helps to connect the Leeds neighborhood to the broader community.

## FLOYD BOULEVARD CORRIDOR (STUDY AREA)

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The primary focus of this study has been Floyd Boulevard, the main transportation, commercial, and industrial corridor of

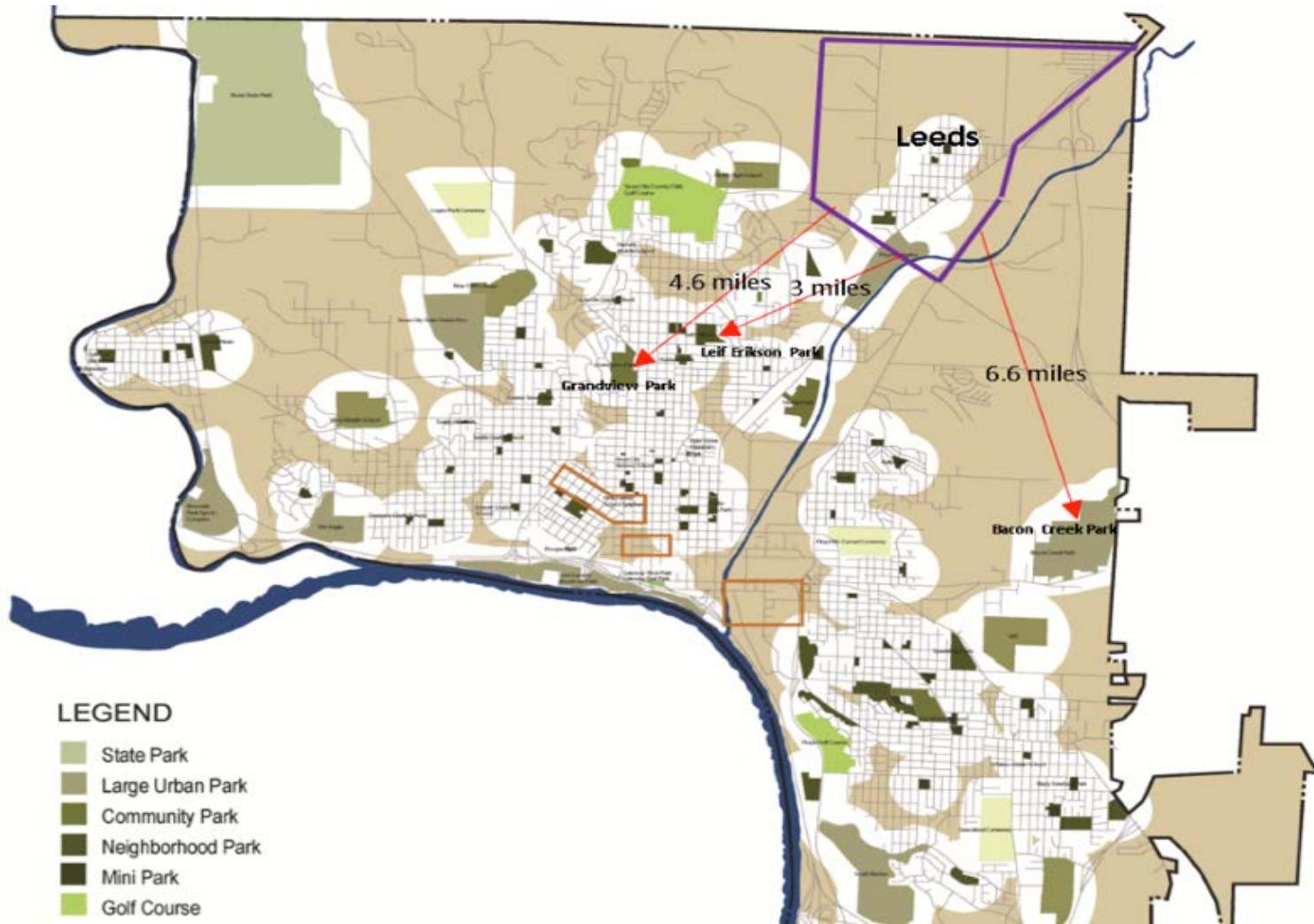
Leeds. The boulevard could take on the characteristics of a parkway if uniform design was applied to the streetscape. Residents already walk or bike place along this street, but vehicle traffic and lack of amenities limits use of the road for recreational activities. Incorporating a unifying design with lighting or landscape plantings would define the boulevard as a green space and encourage residents to utilize the street rather than just pass through to another destination.

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## GREEN OPEN SPACE OUTSIDE THE STUDY AREA

Leeds residents must travel outside their immediate area to utilize larger parks in Sioux City, including Bacon Creek Park, Stone State Park, Grandview Park, Riverside Park, Leif Erikson Park, and Lewis Park. As illustrated in the figure below, the nearest community park to the study area is Leif Erikson Park, which is located on 31<sup>st</sup> Street. Two additional large community parks near Leeds are Grandview Park (24<sup>th</sup> Street and Douglas Street) and Bacon Creek Park (5015 Correctionville Road). According to park staff, only two of Sioux City's 52 parks are in Leeds. People living outside of Leeds have a wide variety of options available and sufficient land dedicated to recreational

activities, but those who live in the Leeds corridor would benefit from additional space nearby. Once funding sources are identified, it is certainly feasible to improve the streetscape along Floyd Boulevard, expand the use of mini-parks or pocket parks on vacant lots throughout Leeds, or make existing spaces more usable. Residents will benefit from a more vibrant community with long-term planning. The aim is to identify and improve locations within the Leeds neighborhood that contribute to recreation, walkability, and sustainability; and therefore enhance the quality of life so that the community attracts and retains a stable population and economic base.



**Figure 64 - Parks near Leeds**

(Source: Image from Sioux City Design Works: Design Guidelines, Jan. 5, 2010. Modified by Xiaochen Hu, 2014)

## PUBLIC INPUT

### INTRODUCTION

Part of the value to the City of Sioux City in this effort was the project team's role as an independent third party, gathering community input to develop objective recommendations. A similar benefit has been to open the lines of communications between the city and Leeds area residents. The visibility of this project through coverage of the local media and the IISC helped engage residents in the discussions and provided a forum through which they could express their opinions and perspectives.

Public input is critical to creating an effective and sustainable plan for the future of Floyd Boulevard in Leeds. The public and residents have the greatest investment in the Leeds/Floyd Boulevard Corridor and the most reason to expect a solution that addresses their needs. We gathered input from both stakeholders who have particular insight and expertise in the community and from the general public.

### STAKEHOLDER INPUT

Using a stakeholder analysis/institutional mapping approach, the team identified the key stakeholders of the Leeds neighborhood and their respective interests and roles. These included leaders of local community organizations such as the Leeds Community Club and the Siouxland Trails Foundation. The team also identified institutional stakeholders involved in the project, including the City of Sioux City and its relevant departments, the Siouxland Chamber of Commerce, the Siouxland Interstate Metropolitan Planning Council (SIMPCO),

and the American Popcorn Company, among others. We spoke with several local subject matter experts during a two-day trip to Sioux City Nov. 7-8, 2014, and in telephone conversations beyond that. The team spoke throughout the project with city officials, a Chamber of Commerce representative, Realtors, a non-profit organization working to promote trails in the Sioux City area, and members of the Leeds Community Club.

The feedback from these stakeholders provided insight into broader community and structural issues facing the Leeds/Floyd Boulevard Corridor. For instance, input from the



**Figure 65 - Team Meeting with Leeds Community Club Members**  
(Photo Credit: Kurt Murray 2014)

community in the Siouxland region, the lack of clear identity for the area, and a potential selling point for the community as providing a small-town feel within the broader metropolitan region. The meeting with Bob DeSmidt of the Siouxland Trails Foundation provided insight into the long-term vision for trail development in the region and northwest Sioux City, in particular.

Although the stakeholders provided specific input on their specific areas of interest, they provided an overall picture of the challenges facing the Leeds/Floyd Boulevard Corridor. The challenges include:

Realtors provided insight into the lack of visibility of the Leeds

- Relative geographic distance and inaccessibility of Leeds to the greater Sioux City area
- Failure to highlight area's relative strengths
- Deteriorating public infrastructure
- Lack of private investment in business properties
- Potential challenges of noise and accessibility barriers resulting from nearby rail lines
- Limited parks and public spaces (and limited public funds to expand them)

## COMMUNITY INPUT

The project team had two separate opportunities to gather input from residents through a meeting of the Leeds

### SWOT ANALYSIS

To understand residents' thoughts on the relative strengths and weaknesses of the Leeds/Floyd Boulevard Corridor and obtain insight into opportunities and threats facing the area, project team members attended a regular meeting of the Leeds Community Club on January 7, 2015. Nineteen club members and guests participated at the meeting. We distributed a form asking for residents' feedback on the community's strengths, weaknesses, opportunities and threats. After club members reflected and captured their individual thoughts on the sheets, we asked residents to share their responses for the benefit of the group. We captured the responses on a flip chart. Participants provided a broad range of responses (the full list of

Community Club in January and a public open house in February.

responses is found in Appendix 6.1). The most frequent responses are listed below.



**Figure 66 - January SWOT Meeting with Community Club** (Photo Credit: Tom Peterson, 2014)



## **STRENGTHS**

- 1.) Identity / History
- 2.) Active community / Small town environment
- 3.) Long-term residents
- 4.) Low vacancy
- 5.) Businesses in walking/close distance

## **WEAKNESSES**

- 1.) Lack of attention by City and other area residents
- 2.) Aging buildings / lack of curb appeal / infrastructure repairs needed
- 3.) Lack of parking, signage, and technology upgrades
- 4.) Not a destination / traffic just cuts through / lack of foot traffic
- 5.) Lack of business diversity

## **OPPORTUNITIES**

- 1.) Historical showcase
- 2.) Room for new infrastructure and facilities
- 3.) Base of support for new businesses, cooperation / partnerships possible
- 4.) Interest in streetscape
- 5.) Opportunities in walking distance to residents for new recreation / businesses

## **THREATS**

- 1.) Increase in the number of rentals and short term residents
- 2.) Retail district expansion to the south
- 3.) Increase in crime, taxes, lower end retail
- 4.) Lack of maintenance and rising vacancy
- 5.) Lack of city attention to Leeds

The responses provided helpful insight regarding the declining quality of infrastructure and business activity, while expressing concern about a perceived lack of interest from the city. The

respondents reflect that the area's history is both a strength and an opportunity for future leverage.

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## LAND USE OPTION ASSESSMENT

As a follow-up to the SWOT analysis, the project team hosted a public meeting at Leeds Elementary School on February 19, 2015, to gain greater insight into residents' vision for the future of the Leeds/Floyd Boulevard Corridor.

The meeting room was set up so that up to 10 participants could gather at a table to discuss the options presented. We gave participants a random table assignment and a response sheet as they arrived. Thirty-five members of the public attended and participated. Of the 32 participants who filled out forms, 20 indicated they were residents of Leeds and 15 indicated they were business owners (although not necessarily business owners in Leeds).

To narrow and direct the scope of public input, the project team first outlined three different land use focuses: business, housing and recreation. (The full description of those land use options is presented in section 4.) We presented a high-level overview of the three options, one at a time. We described the three scenarios through three different elements: land use, traffic and safety, and visual appeal. We provided a brief

description of each land use option and asked participants to individually write down what they liked and didn't like about each option. Following time for individual reflection, table discussion ensued. After a period of discussion, the project team asked a representative/recorder at each table to share the high points of the discussion for the benefit of everyone in attendance. We captured those responses on flip charts.

At a high level, residents recorded the following "likes" and "dislikes" for each scenario:



**Figure 67 - February Public Input Session** (Photo Credit: Abi Widita, 2015)

### **Business Focus**

- **LIKES:** Business development, building improvements, visual appeal, parking improvements, signage
- **DISLIKES:** Parking concerns, concerns about sufficient support for businesses, maintenance issues, traffic and safety concerns

### **Housing Focus**

- **LIKES:** Sidewalk improvements; improved lighting, signage and streetscaping; visual appeal
- **DISLIKES:** Concerns about multi-family housing, lack of room for housing or infrastructure improvements

### **Recreation Focus**

- **LIKES:** Trail connections, historical focus, signage and lighting, community center, visual appeal
- **DISLIKES:** Lack of space for bikes lanes or sidewalk improvements, railroad issues, potential safety concerns.

Finally, the project team asked the participants to indicate by raising their hands the scenario that they most liked. The participants unanimously chose the business focus scenario as the land use option that they most wanted to see for the Leeds/Floyd Boulevard Corridor. Based on the numerical ranking recorded on participants' forms, the business focus scored an average of 1.04, the recreation focus scored an average of 2.2, and the housing focus scored an average of 2.76.

The results of the land use assessment were largely consistent with the responses that the project team has heard through the stakeholder conversations and the SWOT analysis. Although residents several times during the meeting indicated that all three of the scenarios were attractive, participants indicated they have a strong desire to see a vibrant commercial district return to the Leeds/Floyd Boulevard Corridor. Conversely, the participants had a negative reaction to potential multi-family housing development. Participants said they were apprehensive about potential impact of low-income and transient residents as a result of introducing rental housing. (At the same time, because they also embrace opportunities to increase the population of Leeds, the project team

recommends that housing development be maintained as a long-term option for future development in the area.) Finally, although participants saw value in making recreation improvements in the area, they also felt that those improvements would have limited benefit generally to improving the economic vitality of the area. While participants expressed support for youth athletic facilities, they had a negative reaction to bike lanes on streets.

Participants couched any support for new initiatives with a caution for identifying how the city would fund and maintain any new projects, given a perception of limited support for previous projects in the area and recognition of tight city resources.

Based on limited demographic information collected on the response forms, it is important to note that the participants were both older and have longer tenure in the community than the community average. The average age was 53.8 years old,

much higher than the average age of Leeds residents, according to our demographic information. Participants reported an average residency in the area of more than 35 years.



Figure 68 - Public Participation at Session (Photo Credit: Abi Widita, 2015)

## PUBLIC INPUT PROCESS AND HOW IT FORMED FINAL RECOMMENDATIONS

Although respondents were not a true representative sample of the community at large – respondents self-identified as older, as longer residents, and as more frequently business owners than the population of the area – they are engaged in the community and vested in its future. They have a strong connection to and identity with the community. If the city desires additional public input, we recommend more intentional outreach to contact residents who more closely match the demographic profile of Leeds residents overall, as well as outreach to contact individuals who regularly bypass the community to determine what would compel them to stop in the area.

The feedback received from the public input process has significantly affected the final recommendations that follow in several ways. Recognizing the lack of interest in new housing, overlaid with the lack of open property currently available for multi-family housing development, we have not included

additional housing as a priority in the initial phases of our recommendations. Residents' recognition of Leeds' history as a unique attribute is reflected in our recommendations for community identity and streetscape details. Residents' desires to see a rejuvenated business district guided our inclusion of business and marketing efforts in the final project recommendations. Finally, the public's lack of interest in bike lanes shifted our recommendations away from a complete streets approach to a wider sidewalk and exterior trail connection recommendation.

Residents' feedback prompted us to include other elements that initially had not been considered in draft recommendations. For example, the consistent mention of the need for additional parking prompted revisions to our recommendation for traffic flow and inclusion of angle parking spaces.

## LAND USE OPTIONS

### ASSESSMENT OF ALTERNATIVE LAND USES

Existing uses are not the highest value and uses for property in the Leeds/Floyd Boulevard Corridor. The project team outlined three different land use alternatives for the Leeds/Floyd Boulevard Corridor:

- Business Focus
- Housing Focus
- Recreation Focus

To guide the visualization of these options, the project team created the following descriptions and potential strengths, weaknesses, opportunities and threats to each use. This level of detail is simply a high-level review by the project team to serve as an initial evaluative screen for the options. The descriptions guided the development of the materials presented at the Feb. 19 public meeting.

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#### BUSINESS FOCUS

This scenario works to right-size the business segment to attract and support higher-value businesses. This approach focuses on the core of Floyd Boulevard in Leeds, making beneficial use of historic buildings and denser commercial properties. (The commercial core is defined primarily as the businesses on Floyd Boulevard between 41<sup>st</sup> Street and Fillmore Street.) While the current commercial core has relatively few vacant properties, there is an opportunity to

maximize the value of these properties for the benefit of the building owners, residents and the community as a whole.

This scenario seeks to improve the scale and quality of the business activities in this area. While the area will never return to the robust retail hub that the area was in the past, we believe there are opportunities to attract and grow businesses that will serve the neighborhood.



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## LAND USES

Under the Business Focus scenario, city resources and attention would be focused on maximizing the value of the business property in the commercial core. That value maximization will be measured by increasing the rental rates available for leased properties, increasing the property tax payments paid by the building owners, and locating in the properties businesses that will be welcomed and patronized by Leeds residents and draw customers from the greater metro area.

To accomplish that, a Business Focus scenario can focus city resources on:

- Proscriptive zoning that encourages highest value uses of the buildings in the commercial core.
- Development of a partnership with property owners to implement a marketing program of commercial properties to encourage new business development. The marketing effort should focus on professional and personal services that would serve Leeds residents. The program could include an “opportunity tour” promotion, which has been successfully used by other communities,

to showcase available properties for rental purchase for business development.

- Targeting for recruitment specific types of businesses that the project team feels would be supported by the community and have a higher potential for success.
- Given that business growth in the current economy tends to happen with start-up businesses, the community could explore opportunities for co-working or incubator spaces to encourage new business development that are also a good fit for the Leeds community. Rather than a web-start up, for instance, perhaps the better start-up fit for the Leeds community is a pet-sitting business or home health care service.

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## TRAFFIC AND SAFETY

A primary focus for roadways, sidewalks and parking in the Business Focus scenario is providing adequate space to facilitate business activity. Under this scenario, decisions about streetscape, transportation accessibility and sidewalks should be made with an eye toward encouraging commerce and accessing services offered for sale.

To accomplish that, a Business Focus scenario could focus city resources on:

- Signage at both ends of Floyd Boulevard directing drivers to the amenities within Leeds.
- Maximizing the amount of on-street parking available in the commercial core, while maintaining free parking for visitors.
- A focus on automotive transportation (rather than pedestrian or bike traffic) on Floyd Boulevard along the commercial core.
- Implementation of business signage in keeping with city's design standards.
- Installation of street lights that encourage both night-time vehicle and pedestrian traffic to businesses.

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#### VISUAL APPEAL

Under the Business Focus scenario, the project team envisions an investment in the buildings in the commercial core to create

an inviting and distinctive look to attract commercial activity. A key component of this is highlighting the history of the area.

To accomplish that, the Business Focus scenario could focus city resources on:

- Provision of façade improvement grants to help encourage the implementation of and offset the cost of exterior building improvements. This program could increase the attractiveness of the buildings, resulting in higher rents and higher assessed values for property tax calculations.
- Implementation of business signage in keeping with city's design standards.
- Adoption of historic signage that identifies previous uses of historic buildings. Creating a walking tour of historic buildings would be a logical outcome of such designation.
- Investment in streetscaping and related beautification efforts to make the core an enticing commercial area.

Before presenting these scenarios to the public, the project team conducted a high-level SWOT assessment to better determine the viability of the scenarios.

#### STRENGTHS

- Builds on existing businesses and a heritage of the robust commercial enterprises of years past.

#### WEAKNESSES

- Requires a coordinated effort with building owners to make improvements.
- Even after improvements are made, no guarantee that business development will follow.
- Relatively small population in the Leeds area requires drawing customers from outside the area for businesses to be successful.

#### OPPORTUNITIES

- Opportunity to partner with other organizations (e.g., Siouxland Chamber of Commerce).

- Opportunity to identify potential clustering opportunity and target those businesses for locations (e.g., home improvement services, professional services, etc.).
- Host “opportunity tour” to showcase existing properties for potential business tenants.

#### THREATS

- Businesses struggle to succeed in current business environment; not certain that redoubled effort to promote business corridor will be successful

# Leeds/Floyd Boulevard Corridor Study

## Business Focus

Land Use	Traffic and Safety	Visual Appeal
 <p>1</p>	 <p>3</p>	 <p>Before 5</p>
<p>Promote small businesses; market facilities</p>	<p>Space for business activity; parking; encouraging commerce</p>	<p>Distinctive look; Facade Improvement Program.</p>
 <p>2</p>	 <p>4</p>	 <p>After 6</p>



Source: 1 2 3 4  
 5 6  
 - Sioux City Design Guidelines  
 www.comdevdevelopment.org (image: Red Wing, MN)  
 - Historic Pearl District - Sioux City, IA Facebook Page

Figure 69 Display of Business Focus Options

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## HOUSING FOCUS

Capitalizing on Leeds' key location as the "small" town between rural Woodbury County and the City of Sioux City proper, the Housing Focus scenario seeks to increase the population density around the Leeds/Floyd Boulevard Corridor in a sustainable way. Increasing population density can serve as a benefit to local businesses in the area as well as enhance the community as a whole. Under this scenario, multi-unit housing would be developed on under-utilized parcels of land along Floyd Boulevard. That might include a mix of market-rate and subsidized rentals. A potentially more attractive housing option might be senior housing, perhaps through a senior housing cooperative. Housing ideally would be transit-oriented, so location of the housing along the key transportation corridor is key to its success. Another major focus of making this scenario successful is emphasis on enhancing the walkability of the corridor.

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## LAND USES

The Housing Focus scenario imagines land use policies and applications that encourage multifamily development usage along Floyd Boulevard.

- Development of additional housing, including multi-family units.
- Implementation of a quiet zone for train traffic to alleviate the burdens of marketing for potential properties in the area.
- Provision of off-street parking.
- Pedestrian plazas designed to promote a welcoming and walkable feel along the corridor.
- Pocket parks along the corridor to promote a sense of community and to drive more pedestrian traffic to businesses in the area

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## TRAFFIC AND SAFETY

The traffic patterns for the Housing Focus scenario could maintain current levels of traffic without advocating specifically for traffic reduction or growth.

- Development of shared streets in keeping with the complete streets model.
- Implementation of defined curbs and sidewalks to make the pedestrian experience comfortable.
- Adoption of street lighting along the corridor to promote safety.
- Implementation of off-street parking in order to allow more sidewalk space.
- Development of pedestrian plazas with street furnishings that promote a welcoming and walkable feel along the corridor, as well as encourage public socialization.
- Bus shelters should be equipped with seating and heating capacity to make using public transit a realistic option year round.

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#### VISUAL APPEAL

A healthy visual appeal to the Housing Focus scenario is key to its success. As the gateway into Sioux City, the Leeds/Floyd Boulevard Corridor would need to promote a welcoming environment through the use of visual cues within the neighborhood.

- Construction of a welcome sign on the north end of the corridor in keeping with the Sioux City design guidelines.
- Installation of historic street furniture using sustainable materials.
- Installation of markers that detail the Leeds' community history and cultural heritage.
- Adoption of a uniform texture and color scheme throughout the corridor
- Implementation of landscaping designs and the addition of trees and shrubbery as a means to breaking high winds and assisting in storm water management.

Xeriscape techniques will assist in the mitigation of high maintenance costs

The project team's internal SWOT assessment identified benefits and challenges of this land use scenario.

#### STRENGTHS

- Expands number of residents in the Leeds area, making it more attractive for future retail growth and development.
- Places housing closer to commercial corridor, promoting walkable lifestyle.

#### WEAKNESSES

- Proximity to train traffic and whistles/crossings may not make it an attractive housing location.
- Requires coordinated effort to acquire and develop properties.

#### OPPORTUNITIES

- The Leeds location on the edge of the Sioux City metro area could be attractive to potential residents who want access to Sioux City amenities but don't want to live "in town" (e.g., retiring farmers from the area east of Leeds, employees who work in LeMars, etc.).
- Apartments in the area could provide housing for local manufacturers (e.g., American Popcorn Company).
- Potential to provide low-interest loans to enhance the housing on the second floor of existing two-story buildings along Floyd Boulevard to make them more attractive to renters.

#### THREATS

- Existing residents may not want to see the addition of rental housing to the community.



# Leeds/Floyd Boulevard Corridor Study

## Housing Focus

### Land Use



1 Encourage multi-family and senior housing



### Traffic and Safety

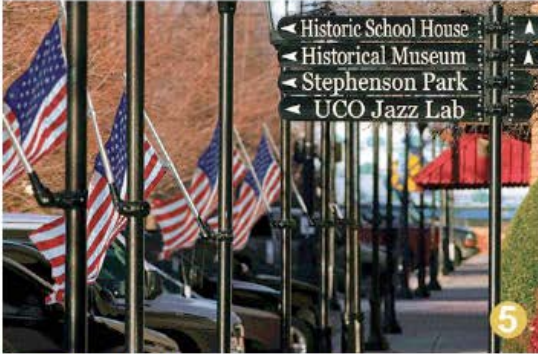


3 Widen sidewalks, focus on multiple street users (pedestrians, bikes, cars)



Source: 1 Image from <http://www.thecities.com/trade/225>  
2 Image from <http://theccatalystofund.org/projects/>

### Visual Appeal



5 Signage and street-scaping for neighborhood feel



3 Lincoln Corridor Plan, Fort Collins, CO  
4 5 6 Images from online stock photos



Figure 70 Display of Housing Focus Options

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## RECREATION FOCUS

Floyd Boulevard offers a prime location for increasing the open and green space in Leeds in order to support active recreation in the community. Creating new green spaces or revamping older parks and recreational facilities could help unify the community and spur economic growth. In addition, today's urban dwellers seek pedestrian-friendly, sustainable environments, parks and green spaces to maintain healthy, physically-active lifestyles.

Under the Recreation Focus scenario, these aspects could be tied together in order to enable the boulevard as a lively, vibrant, and healthy environment as an attempt to create more comprehensive and long-lasting solutions to the issues faced by Leeds residents.

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## LAND USES

Under the Recreation Focus scenario, the priority would be to connect and enhance trails in Leeds, promoting safety and aesthetics of the sidewalks in order to provide more transit and more open/green spaces. Elements of this scenario could include:

- *Trail connections.* Given the current lack of connections between the corridor and nearby trails, connecting existing and planned trails with the corridor would be a priority. The plan is feasible given the current low traffic condition identified in the traffic count analysis (see *Traffic and Safety* section below).
- *Trailhead.* One or more trailheads can facilitate connectivity between trails and the Leeds/Floyd Boulevard Corridor. Trailheads provide parking, shelters and other amenities for trail users. This initial opportunity for such amenities is most likely at the south part of the corridor near where the existing trail stops.
- *Historical exhibits within Leeds Park to celebrate community pride.* Leeds' more than centennial history is a source of community pride. In order to leverage this strength, the community could include historic elements and educational information into public

parcels (e.g., Leeds Park) to better reflect this community pride.

- *A community center or meeting place.* Many Leeds residents have shared with the project team their desire to see development of a community center or meeting place. Given the value that such an amenity (e.g., encouraging residents to gather together, increasing the sense of community, etc.), development of a community center seems plausible.

The Recreation Focus also may provide opportunities for city expansion of park services, such as an aquatic center or seasonal parks.

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#### TRAFFIC AND SAFETY

Reduced car volume would improve the safety of the boulevard, encouraging recreation opportunities. In order to further improve the safety of the boulevard, potential elements of the Recreation Focus scenarios include:

- *Bike lanes.* Floyd Boulevard is experiencing a decline in traffic volume, indicating that the existing

infrastructure can accommodate active (and recreational) forms of transportation, including the introduction of bike lanes.

- *Wider sidewalks.* The traffic declines on Floyd Boulevard allows the existing road to be narrowed to provide wider space for pedestrians. Wider pedestrian space should enhance the recreational ambience of the boulevard and also can promote business activities along the corridor.
- *Lighting along the boulevard.* Additional and focused street lighting can further improve the sense of safe environment along the Leeds/Floyd Boulevard Corridor, while also contributing to the corridor's visual appeal.

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#### VISUAL APPEAL

The recreation value of the corridor can be further enhanced by these visual appeal tactics:

- *Way finding and signage.* Given the strong neighborhood identity that Leeds embodies, providing

clear way-finding and distinctive signage that echoes Leeds' identity is a natural next step.

- *Historic trail.* Taking advantage of Leeds' unique history, elements of that history can be incorporated into content and signage that celebrates the past. The incorporation of historic elements can enhance the user experience and reinforce the unique elements of Leeds.

The project team's internal SWOT assessment identified benefits and challenges of the Recreation Focus land use scenario.

#### STRENGTHS

- Builds on both existing nearby trail segments and longer-term trail expansion plans
- Provides a tangible demonstration of city's expansion of trail options

#### WEAKNESSES

- A recreation focus does not guarantee economic benefits to the area

- Recreation focus may not be consistent with needs of current residents

#### OPPORTUNITIES

- Health benefits of this approach may provide opportunities for additional grants and external funding

#### THREATS

- Trail expansion plans are many years out and will be difficult to accomplish
- Not a clear opportunity for developing a community center

These three scenarios are not mutually-exclusive. Elements of each can be incorporated into a rejuvenated Floyd Boulevard corridor. But giving primary focus to one of these scenarios helps to define how to address issues ranging from vacant property, to streetscaping, to traffic control, to parking. Focusing on a primary land use option also guides the final recommendation for allocating limited city and funding resources.



# Leeds/Floyd Boulevard Corridor Study

## Recreation Focus



Figure 71 - Display of Recreation Focus Options

Source: 1 2 3 4  
3 2 1

Sioux City Design Guidelines (modified by Alyssa Widita & Xiaoshen Hu)  
Lincoln Corridor Plan, Fort Collins, CO  
Images from online stock photos

## RECOMMENDATIONS

### INTRODUCTION

The Leeds/Floyd Boulevard Corridor final recommendations are intended to be a comprehensive proposal bringing together the various land use options reviewed, balanced with the needs of the community, the resources and requirements of the City of Sioux City, and the charge given to the project team initially. The final recommendations reflect three elements: traffic and

safety, visual appeal and land use, and are presented in order of decreasing scale and expenditure. The recommendations include a zoning review and implementation of a historic overlay district. The recommendations conclude with municipal options for funding the improvements.

### TRANSPORTATION AND SAFETY– STREETScape PLAN

The transportation elements of the recommendations focus on providing connections to the existing and planned trail network and modifications to the street design to permit on-street angle parking. This portion of the plan will be primarily achieved through the use of:

- Trail Connections
- Sidewalks and Traffic Calming Elements
- Parking

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## TRAIL CONNECTIONS

The Leeds/Floyd Boulevard Corridor is well positioned to serve as a connecting point between the city and the developing regional trail network.

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## TRAIL CONNECTIONS

Leeds' position in the metro area provides opportunities for connections to the LeMars Trail, the Outer Drive Trail, and the Floyd River Trail. The connections could provide Leeds residents with new recreational options and attract potential customers to generate increased economic activity.

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## 10-FOOT SIDEWALK

Consistent with the approach used by the city on Outer Drive Trail, we recommend adopting a 10-foot sidewalk approach to serve as a trail connection in the area. The 10-foot sidewalk also should be continued along the western side of Jefferson Street to provide connectivity to Leeds Elementary School. The trail:

- Could be constructed through entire southern side of corridor,

- Would permit sidewalks on the northern side to be used for cafes, environmental plantings, and further physical infrastructure amenities,
- Would address safety considerations by separating casual users from more advanced recreational users

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## ADDITIONAL TRAILHEAD

Additionally, we recommend constructing a trailhead at the Northern end of the Leeds/Floyd Boulevard Corridor. This trailhead:

- Would service the planned LeMars Trail and Floyd River Trail users
- Would be strategically placed to reinforce the idea of Leeds as the Northern gateway into Sioux City for all users.
- Could be located on an underutilized lot owned by the New Hope Wesleyan Church to the south of Floyd Boulevard

## PROMOTION OF ACTIVITIES FOR TRAIL USERS

Partnerships with organizations such as the Siouxland Trails Foundation could promote events that draw people to the area. One possibility is this coming summer's RAGBRAI event that will travel through Leeds. Information should be distributed to build up interest in further trail connectivity in Leeds.

## POCKET PARK

To address the need for additional green and recreation space, we recommend development of a pocket park, which could also serve as a trail connection. The park:

- Would be located where the current electronic Leeds sign is located at the proposed future connection from the Floyd River Trail into the corridor at Jefferson Street
- Would provide a transition for trail users from the Floyd River Trail onto the 10ft sidewalk or for future LeMars Trail users from Leeds and onto the Floyd River Trail
- Would provide further connectivity to Leeds Park, which is located directly across the street.



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#### SIDEWALKS AND TRAFFIC CALMING ELEMENTS

Expanded and improved infrastructure in terms of sidewalks and traffic calming devices could help the corridor's connectivity and walkability. These measures will allow for greater safety for pedestrians and provide a more comfortable, safe feeling for business district visitors. Larger pedestrian areas also allow space for trees and other plantings that will increase the visual appeal of the neighborhood.

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#### RECONSTRUCT DEFICIENT SIDEWALK AREAS:

Addressing deficient sidewalks areas should be a priority to address walkability issues. We recommend a comprehensive approach to fill in current sidewalk gaps and rebuild connections to comply with ADA standards. The sidewalk

reconstruction should also provide appropriate buffers between parking lots and sidewalk areas

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#### TRAFFIC CALMING MEASURES:

In addition we recommend adoption of various methods to help reduce traffic speed on the boulevard:

- Bulb outs will slow traffic at intersections
- Clearly marked sidewalks and warning signs will draw attention to imminent pedestrian interactions.
- The widening of sidewalks and narrowing of street lanes will help to slow traffic.<sup>35</sup>
- Diagonal parking will also help to slow traffic along the boulevard.

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<sup>35</sup> Project for Public Spaces. "Traffic Calming 101." <  
<http://www.pps.org/reference/livememtraffic/#WIDENING%20SIDEWALKS/NARROWING%20STREETS%20AND%20TRAFFIC%20LANES>>



Figure 72 - Image Showing Proposed Bulb Outs and Diagonal Parking (Image created by Abi Widita & Xiaochen Hu, 2015)



Figure 73 – Sample Bulb out with street café (Source: <http://www.diybiking.com/2014/07/how-complete-streets-can-save-lives.html>)

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## PARKING

Current on-street parking is limited to 39 spaces. Local residents and business owners have asked for an increase in the number of available parking spaces serving the neighborhood business district. As the city has an 80-foot right of way along Floyd Boulevard, there are many options for on-street parking.

The recommendations plan for the creation of 13 new parking spaces by incorporating diagonal parking along the corridor,

thus increasing the available public parking to 52 spaces. By adding spaces, the recommendations seek to overcome the lack of parking deterrent that a potential business owner or visitor/customer would face when considering Leeds. Diagonal parking is key to the plan as the city or business owners would not have to acquire new properties, it will slow traffic, and will decrease the distances for those needing or wanting to drive to local businesses.

## RECONFIGURE ON-STREET PARKING

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*Diagonal parking* on the northern side of Floyd Boulevard where there is currently parallel parking. *Parallel parking* will be maintained and expanded on the southern side of the main commercial area. At present, most of the street parking in Leeds is not marked into individual spaces, only zones. This is a helpful option to maintain in order to accommodate the handicap accessible spaces that will be added.



**Figure 74 - Proposed Diagonal Parking** (Image created by Abi Widita & Xiaochen Hu, 2015)

## NON-METERED PARKING

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The project team does not recommend metering the new spaces at this time. This decision should be reevaluated in the future as the area becomes more walkable for local residents and the desirability of the area draws visitors. Any parking strategy should consider promoting transportation linkages (but as the trails and bus system will be connected throughout the neighborhood, we are not calling for commuter-style parking lots).

## POSSIBLE PARKING STUDY

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If parking does become a concern in the future, the city should engage Leeds residents and business owners in a local parking survey. A model designed by the Metropolitan Area Planning Council in Massachusetts looks at measuring different types of demand while looking at existing parking, its turnover in time, and its occupancy rate.



Figure 75 - Proposed Parking Space Additions (Image created by Abi Widita & Xiaochen Hu, 2015)

## VISUAL APPEAL

The second element of the recommendation is a series of efforts to enhance the visual appeal of the Leeds/Floyd Boulevard Corridor and steps to improve the ability for guests to navigate the area.

### SIGNAGE – ENTRYWAY/GATEWAY, WAY-FINDING, DESTINATION MAPS AND HISTORICAL MARKERS

Four types of signage should be adopted in order to enhance the corridor. They are entryway/gateway, way finding, destination maps, and historical markers. Placed at strategic locations, signage will catch the attention of visitors to the commercial area to the south and draw them into the corridor. All signs should adopt the same brand and imagery. The goal of the recommended signage strategy is to make the area easily recognizable and easily traversable. All signage must adhere to the city’s updated Sign Code.

#### ENTRYWAY AND GATEWAY SIGNAGE

Entryway and gateway signage to the Leeds Neighborhood along the corridor will welcome visitors and serve as an

advertisement for the community. An image design scheme for the community will be displayed and serve for many as the first impression of the corridor. The recommendation

incorporates two of these signs; one at the southeast side of Outer Drive and Floyd Boulevard and a second on the southern side of the intersection of Cleveland Street and Floyd Boulevard. The signs should follow the Sioux City naming convention, reflecting, “Leeds, a Sioux City neighborhood.”



Figure 76 - Entryway Signage (Image created by Abi Widita & Xiaochen Hu, 2015)





**Figure 78 - Sample Wayfinding** (Image created by Abi Widita & Xiaochen Hu, 2015)

## WAYFINDING SIGNS

Wayfinding signs promote destinations and significant neighborhood amenities. A wayfinding system can enhance visitors' experience by allowing them to feel comfortable in their surroundings and navigate the area with ease.<sup>36</sup> We recommend placing signs to point out the neighborhood business district, the school, the park, the pool, and the nearby trailheads.

## DESTINATION MAPS

Destination maps will provide trail and sidewalk users with routes to amenities and businesses, and provide average walking times to destinations from the current location. These

<sup>36</sup> City and County of San Francisco. "sf better streets: A guide to making street improvements in San Francisco." < <http://www.sfbetterstreets.org/find-project-types/streetscape-elements/street-furniture-overview/signage/>>

will serve as yet another way to direct potential customers to the neighborhood business district. Maps will be placed



**Figure 77 - Map Signage** (Image created by Abi Widita & Xiaochen Hu, 2015)

at major points of entry to the corridor including alongside trails, at major parking areas, and at the central bus stop.

## HISTORICAL MARKERS

Historical markers can provide residents and visitors with a connection to the past. To celebrate the area's unique history, we recommend placing 10 historic markers on the 10-foot sidewalk trail running along the length of the corridor and along

the right of way connection to the Floyd River Trail. We propose that the city host a town hall for residents to select sign locations and features to highlight. We recommend that the city seek out local Leeds historians to draft sign material which would then be reviewed by city staff and local residents via the Leeds Community Club.

In addition to these proposed locations, the city should seek out changes to be made to state and federal highway signage to incorporate reference to the Leeds neighborhood and amenities on the nearby bypasses.



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## STREETSCAPE

Enhanced streetscape through the corridor will help to make the business district more attractive. Our streetscape plan calls for a variety of improvements and additions to public space. A few elements of the streetscape plan have already been discussed. These include signage, crosswalk enhancements, bulb-outs, and parking improvements. Our walkability assessments of the corridor pointed out a lack in street furniture, lighting, and shade trees. Overall the streetscape plan is at the heart of our project as we feel that by following the principles of “Smart Growth,” the area will be ready for increased usage with an enhanced user experience.

The following sections outline elements that we are proposing for the corridor.

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## PEDESTRIAN AMENITIES

Amenities for pedestrians are key to creating an inviting environment. **BENCHES** will allow for a relaxing place to rest and a place where residents can socialize. We propose four benches at the marked locations below. Additional benches may be placed over time, but the recommendation limits the number

due to costs. **TRASH CANS** should be added to prevent litter, and the plan calls for placing them at the locations shown in the adjoining graphic. A **DRINKING FOUNTAIN** will serve the population and provide for a place to rest.

**LIGHTING** will make the area safer for pedestrians and motorists, especially at crossings. The city code must be followed to ensure

that light pollution does not negatively affect residents. The proposed distances and locations as shown in the adjoining graphic follow current regulations.

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## POCKET PARK

As mentioned above, a pocket park is proposed in a central point of the corridor that also will serve as the main connection to the Leeds sidewalk trail and the dedicated Floyd River Trail connection via the former railroad right of way. This property is



**Figure 79 - Proposed Lighting**  
(Image created by Abi Widita & Xiaochen Hu, 2015)

currently owned by a local business owner who allows the Community Club use of the land for an electronic sign and storage shed. The location is directly across Floyd Boulevard from Leeds Park and will be an extension of it. The pocket park will serve as the main connection from the proposed trail along the former railroad right of way to the neighborhood business district. There are two parcels in between the proposed pocket park and the right of way where we suggest obtaining an easement to allow for connectivity that will positively affect these two businesses and the entire neighborhood.



**Figure 80 - Proposed Pocket Park** (Image created by Abi Widita & Xiaochen Hu, 2015)

## BICYCLE AMENITIES

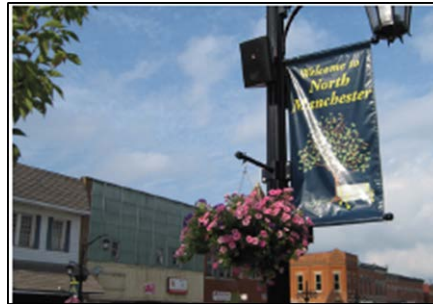
Bicycle amenities are a key element of attracting users to the trails and to get them to commercial locations. Bike racks are proposed in commercial areas, at the trailheads, and the pocket park.



**Figure 81 - Proposed Bike Racks** (Image created by Abi Widita & Xiaochen Hu, 2015)

## BANNERS

Banners for seasonal usage can promote holidays, events such as farmers markets, honors for local veterans and even as additional signage for the branding of Leeds as a whole. Our plan calls for banners to be placed on



**Figure 82 - Sample Banner** (Source: <http://www.manchestermainstreet.org/manchester-main-street-unveils-2013-projects/>)

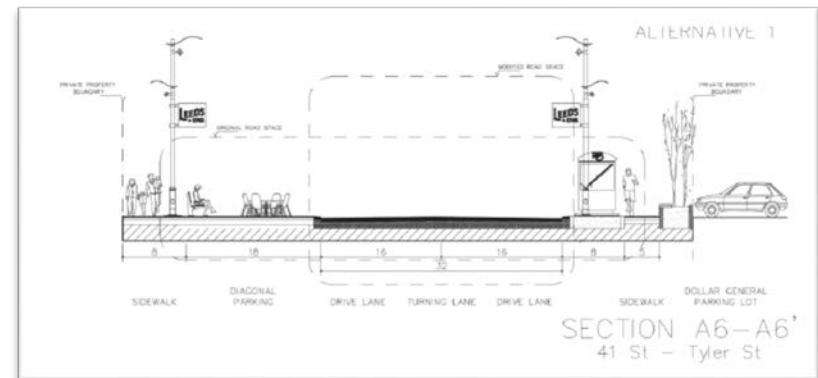


**Figure 83 - Sample of a sidewalk cafe** (Source: <http://archive.constantcontact.com/fs035/1101171362853/archive/1102365096013.html>)

every other lighting pole in the residential areas and on every pole in the commercial section.

## SIDEWALK CAFES

The plan proposes space for two sidewalk cafes in front of two currently vacant storefronts. The city can work with future tenants to provide the furniture for these locations. If the city purchased furniture it could be with the understanding that the new tenant be responsible for the furniture's upkeep and safekeeping.



**Figure 84 - Space created for Street Cafes** (Image created by Abi Widita & Xiaochen Hu, 2015)

## ENVIRONMENTAL AND STORMWATER MANAGEMENT AMENITIES

The recommended plan calls for **RAIN GARDENS** and **BIO-SWALES** that will also drain storm water. These areas will be planted with plant species native to Iowa, per the city code. Explanatory signage within the bio-swales will allow for education and also enhance the experience of pedestrians while traveling the corridor. The city should look into working with the Community Club on the initial planting, but then look to local business or community group sponsors for the future annual costs of maintenance. Several cities around the nation fund similar projects in this manner.

**TREES** provide shade and visual appeal to most any project. Research has shown that not only do “trees positively affect judgements of visual quality, but they may influence other consumer responses and behaviors as well.”<sup>37</sup> The recommendation proposes additions to the tree population in

areas where space is sufficient. Species will be selected from among the native species list provided in the city’s code.



**Figure 85 - Sample Bio Swale** (Source: <http://lotuswater.com/projects/#all>)

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<sup>37</sup> Wolf, Kathleen L. “Business District Streetscapes, Trees, and Consumer Response.” *Journal of Forestry*. December 2005. Volume 103, No. 8.

As an overarching element of the plan, the project team recommends an update to the zoning in the Leeds/Floyd Boulevard Corridor and implementation of an overlay district to provide further guidance on land use and design elements that could enhance the corridor's appeal.

The Zoning and Sign Code of the City of Sioux City was updated in early 2015. The main two zoning types along the corridor are General Commercial (GC) and Neighborhood Conservation (NC.4). The lot on which the proposed northern trailhead lies is zoned as Public Institutional and a small section of the area below Jefferson Street is zoned as Neighborhood Conservation (NC.3). There are two lots that are zoned Suburban Commercial (SC) and one lot of Conservation (NC.5) along Floyd Boulevard. Under the newly adopted Zoning and Sign Code, NC 4 "allows for a variety of housing types in a mixed-use neighborhood."

GC's purpose is to provide for "a board range of smaller and larger scale commercial use types situated on parcels that have on-site parking."<sup>38</sup>

We propose two major changes; an overlay district and a rezoning:

### OVERLAY DISTRICT

An overlay district can be implemented to foster development and implementation under a set of design guidelines. These proposals can build upon those guidelines set forth the in City of Sioux City's Comprehensive Plan. One part of the recommendation is to create a historic preservation overlay district determined by public and staff input. This district will help preserve the remaining core of the historic Leeds business district. We believe that maintaining these buildings is key to a long-term strategy of promoting the corridor as a destination in

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<sup>38</sup> City of Sioux City. Zoning and Sign Code. 2015 < <http://www.sioux-city.org/attachments/article/1775/Zoning%20and%20Sign%20Code%20%28Final%20Draft%29%202.20.15.pdf>>

the form of small town America. A change to this code establishes the purpose of “preservation and protection of the city’s historically and architectural significant districts, sites, and landmarks that have local, statewide, or national significance.”<sup>39</sup> In addition to the above-mentioned benefits, an overlay “would maintain the current codes while addressing the distinct need of this area and meeting the objective of the community.”<sup>40</sup> This district would be similar to the Historic Pearl District in Sioux City where the plan guiding that area sets goals to “clearly define the desired uses for the area, preserve and enhance the unique urban design of the traditional downtown, strengthen the streetscape design of the district to promote pedestrian-friendly activities, coordinate with the property owners to achieve the vision through creative funding and implementation opportunities, and recognize the historic nature of the district and direct appropriate infill development that is in character with a traditional urban downtown environment.”<sup>41</sup> Our plan’s only difference is that the

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<sup>39</sup> *Ibid.*

<sup>40</sup> Sub-regional Planning. Planning Tools: Overlay District Guideline. <[http://subregional.h-gac.com/toolbox/Implementation\\_Resources/Overlay\\_District\\_Ordinances\\_Final.html](http://subregional.h-gac.com/toolbox/Implementation_Resources/Overlay_District_Ordinances_Final.html)>

Leeds/Floyd Boulevard corridor is a neighborhood commercial center and not a traditional downtown.

## REZONING

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A second part of the team’s recommendation is to rezone the areas of “General Commercial” to “Mixed Use” (MU). This would be achievable as the city seeks to promote businesses that will use street and publically-provided parking. The project team envisions this change to encourage infill development in the neighborhood commercial core. Mixed use development is used to increase land-use efficiency and housing variety which would help foster further walkability and add to the neighborhood character.<sup>42</sup>

These changes can be monitored in the long run by examining the capacity of existing and future buildings in terms of commercial sales, residential population, rental income, and changes in property values. These changes will allow for the commercial district to compete with similar areas in the region

<sup>41</sup> City of Sioux City. Historic Pearl District. <<http://www.sioux-city.org/planning/547-historic-pearl-district>>

<sup>42</sup> American Planning Association. PAS Quick Notes No. 6. “Zoning for Mixed Uses.” <<https://www.planning.org/pas/quicknotes/pdf/QN6text.pdf>>

and improve the ability to fully utilize land and infrastructure.  
The city's planning staff would manage the overlay zone.  
Alternatively, staff could appoint a committee managed by the  
district manager for the area.



## LAND USE – BUSINESS FOCUS

The land use recommendation from the project team significantly follows a business focus approach. The team recommends taking full advantage of the trail connection opportunities (which are outlined in some detail above) and continuing to look for opportunities to introduce housing into the area (particularly specialized housing to address work force

or senior housing needs), but the key land use recommendation entails taking steps to increase business activity in the Leeds/Floyd Boulevard Corridor. The project team recommends adopting the following elements to encourage business rejuvenation.

## FAÇADE IMPROVEMENTS

Similar to the objectives outlined by the city in its Historic Pearl District and West 7<sup>th</sup> Street façade improvement programs, the Floyd Boulevard façade improvement program would have as its objectives:

- To improve the aesthetic appearance of the exterior façades of existing buildings and businesses along Floyd Boulevard in the Leeds area.
- To restore the unique character of buildings in the district as much as practicable, helping to ensure consistent.



**Figure 86 - Example of Facade Improvements** (Image created by Abi Widita & Xiaochen Hu, 2015)

- To encourage private investment in Boulevard properties and businesses.

The objectives of the program should follow the example of the previous city programs:

- Repair, restoration, or installation of exterior masonry and siding materials.
- Repair, replacement, or installation of awnings, windows, trim, doors, gutters, downspouts, stone and brick, or other architectural details.
- Repair, replacement, or installation of exterior lighting attached to a building or illuminating a sign.
- Repair or construction of entryways.
- Cleaning, preparation, and painting exterior walls and trim in an appropriate color palette.
- Removal of barriers to access for people with disabilities.
- Removal, replacement, or repair of exterior wall or projecting signs.
- Screening and landscaping of surface parking facilities and outdoor areas.

- Public art and murals.
- Other improvements as approved.

Projects eligible for the Floyd Boulevard program will be located on the boulevard between Outer Drive and 46<sup>th</sup> Street. Building improvements eligible for funding must face public streets, with primary focus on projects that face Floyd Boulevard. Funded projects must result in noticeable aesthetic improvement to the building exteriors or functionality (such as compliance to ADA guidelines). In addition to the criteria used in previous city programs, the project team recommends adding an evaluation of the historic authenticity of the proposed building improvement, to highlight the historic value of Floyd Boulevard improvement. Development of specific design guidelines for properties in this area also should be adopted, building on the robust guidelines used in the [Historic Pearl Street program](#).

While the Historic Pearl Street program provided grants up to \$60,000 for properties, the project team recommends that Floyd Boulevard grants be limited to a smaller amount, given the smaller building sizes in relation to the Pearl Street area..

Grants of \$10,000 to \$20,000 appear more appropriate for this area. In addition, the city could consider distributing grants in the form of matching grants, requiring an equal investment from the property owner to acquire matching city funding. This

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#### COMMERCIAL BUILDING INTERIOR IMPROVEMENT

Beyond enhancing the quality of the exteriors of buildings along Floyd Boulevard, building owners should be incented to make similar investments into building interiors. These interior investments should ensure structural integrity and also address the building's functionality. The project team recommends consistent and thorough code enforcement as a way to accomplish this.

As the city undertakes the street improvement program, it is justified in conducting building inspections to more fully understand the potential impact of exterior infrastructure work. Conducting an inventory and inspection of commercial properties between Outer Drive and 46<sup>th</sup> Street will permit an opportunity to evaluate buildings for compliance to a number of city codes.

approach would be sufficient to fund notable improvements (a total property owner investment of \$20,000-\$40,000) but be small enough to allow a larger number of grants to be made.

These include provisions for:

- ADA compliance
- Fire code adherence and measures (including presence of fire/smoke/carbon monoxide detection, sprinkler systems, etc.)
- Sufficient ingress/egress access
- Roofing and materials
- Foundation condition and location relative to grade to help mitigate costs to property owners to make necessary improvements, the project team recommends the city partner with one or more local lenders to underwrite low-interest loans to make building improvements in the project area.



**Figure 87 - A view of Leeds with updates** (Image created by Abi Widita & Xiaochen Hu, 2015)

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#### MAIN STREET PROGRAM

The land use component of the recommendation requires relatively little financial capital investment but significant human capital. Building commercial activity is a function of communicating and building relationships.

To that end, we recommend the City of Sioux City support the funding and appointment of a position to assist in coordinating business development activities. A model for that coordinator is a Main Street Iowa Urban Commercial Neighborhood District Program coordinator. That person could leverage the high level

of civic engagement already present in the area to promote new business opportunities in the area. Because Leeds and other similar neighborhoods are not traditional downtown areas serviced by Main Street programs, the Urban Commercial

Neighborhood District Program<sup>43</sup> provides a scalable package of resources and strategies to be applied to smaller areas. Using the Urban Commercial Neighborhood District Main Street approach provides access to a variety of resources and technical assistance opportunities. Goals would also include developing a vibrant, pedestrian-oriented commercial corridor to enhance the visual appeal of the area and invite greater foot traffic and recreational users. Recommended goals of the program include:

- Establishing a business association along Floyd Boulevard.
- Planning for and implementing the Leeds/Floyd Boulevard corridor streetscape project.
- Developing a brand identity and marketing plan for the Leeds Floyd Boulevard Corridor.
- Connecting property owners with historic preservation resources.

- Outreach to local businesses such as the American Popcorn Company to explore the possibilities for partnerships in the area.
- Reaching out to potential developers and coordinating with property owners.

The coordinator position will foster investment through outreach efforts to key local and regional stakeholders and facilitation of public private partnerships. Potential partners include the City of Sioux City's economic development department, the local and regional chambers of commerce, and local developers.

Additionally, the coordinator will lead the effort to get the Leeds/Floyd Boulevard commercial area designation under the Iowa Economic Development Authority's Main Street Iowa program. Achieving Main Street designation entails three steps:

1. Send a representative to a Main Street Iowa Application Workshop

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<sup>43</sup> See 6<sup>th</sup> Avenue Corridor (Des Moines), Czech Village/New Bohemia (Cedar Rapids), and Hilltop Campus Village (Davenport)

2. Apply for Main Street Iowa Urban Commercial Neighborhood District Designation
3. Advertise for and hire a Main Street Manager (full time or part time)

Designation as a Main Street Iowa Urban Commercial Neighborhood District may require several applications. The time between initial application and acceptance into the program would be spent implementing the physical and

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#### MARKETING AVAILABLE PROPERTIES

The Leeds/Floyd Boulevard Corridor will require an intentional marketing and communications effort to inform property and business developers of the opportunities in the Leeds area. Given that this function is not typical for Sioux City – or any municipality – the project team recommends that the city initiate a partnership with the Siouxland Chamber of Commerce. The nature of that partnership will require some negotiation, but the prospect of building Chamber relationships with potential new businesses should warrant discussions with the Chamber.

infrastructure updates necessary to prepare the Leeds/Floyd Boulevard corridor to accept new business enterprises.

The long-term vision would be for the position to be self-funded through memberships, grants or economic development activity fees. In the initial stages, however, the funding for the position will need to come from a major stakeholder, such as the city, or underwritten by one or more supporters of the business development approach.

The project team envisions that this partnership will pursue several initiatives to promote business location and development along Floyd Boulevard. These include:

- **Floyd Boulevard/Leeds Corridor Business Climate Overview:** The situational analysis within this report can serve as an initial overview of the business potential in the area, which can be further refined for business owners.
- **Business Property Inventory:** Taking an inventory of the current properties in the area, and investigation into the

current owners' desires and expectations for those properties, will provide a complete picture of potential business location opportunities. This information can be added to the Chamber's existing available properties section on its website. Given the relatively small number of properties along the boulevard, this inventory should be relatively easy to accomplish.

- **Opportunity Tours:** A tactic employed by many smaller communities is an open house of available properties for potential new businesses or expansion of existing businesses. Coordination with building owners who are interested in securing tenants can provide potential business owners with an easy way to investigate several property options with ease. This is a particularly attractive tactic for reaching Leeds residents or their friends or family members who may be considering starting a new business. This tour should be conducted once streetscaping projects are well along. Suggested focus for new businesses includes:
  - A coffee shop/bakery similar to that service previously offered by Jitters.

- A destination restaurant (or two) that would serve local residents and potentially draw visitors from beyond the neighborhood border.
- Personal professional services, including accountants, Realtors, insurance agents, etc.
- Home improvement services that would cater to the aging homes in the Leeds area.

- **Obtain Funding Support:** The State of Iowa Economic Development Authority has a number of available funding sources that could contribute to the promotion of businesses in the Leeds area. The Main Street coordinator could help to administer the façade improvement program throughout the area as well as seek out and leverage other resources to help current businesses and make way for new enterprises.
- **Entrepreneur Development:** Beyond attracting new businesses, the availability of relatively low-cost business properties with access to markets may be attractive to entrepreneurs ready to start their own



businesses. The project team recommends a partnership with The Iowa Small Business Development Center at Western Iowa Tech Community College to communicate the availability of property to potential business developers.

- **Developer outreach:** We recommend targeted communications to commercial developers to inform

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#### MARKETING PLAN FOR THE LEEDS AREA

The project team recommends that the City of Sioux City embark on a plan to market the Leeds area to visitors to the city and to potential customers region-wide. The marketing plan would work to draw in bike traffic, foot traffic, and increased vehicular traffic to this historic gem known as “Destination Leeds.” The marketing plan should be carried out widely during Phase II of the implementation plan, after physical conditions in the area have improved. However, during Phase I this marketing plan could be shared with potential business owners and developers in order to generate interest in locating or building along the Leeds/Floyd Boulevard Corridor.

Elements of this plan include:

them of property and development opportunities in the corridor. Providing these developers with the traffic counts, business climate information and inventory of available undeveloped or under-utilized properties can prompt additional investment and development to support the area’s business growth.

- **Create a marketing plan:** The marketing plan spells out the marketing goals and objectives, as well as the look and feel for the area’s identity, including graphics used for all signage, banners, the website, etc,
- **Appoint a Main Street coordinator:** This position will lead the effort to prepare the Leeds/Floyd Boulevard Corridor area for marketing and promotion, including the steps necessary for an overlay district.
- **Create a Historically Themed Overlay District:** Engage community members in the creation of a

design charrette for the Leeds/Floyd Boulevard Corridor capitalizing on the historic small town identity of the area. Incorporate development standards that promote sustainable property development on parcels and internal building amenities that are suitable for modern businesses. As mentioned in the following section, adopt an ordinance and revise the city's Comprehensive Plan to reflect the new overlay district.

- **Engage in a Code Enforcement Campaign:** In order to demonstrate to potential businesses and developers that “Destination Leeds” is a premier area, the city should conduct a code enforcement campaign as referenced earlier to be certain that all current properties are being maintained internally in compliance with the city building code.
- **“Jolly Time” themed experience:** Capitalize on the location of the historic American Popcorn Company within Leeds by creating a themed experience

similar to the Spam Museum in Austin, Minnesota, and the Blue Bunny Ice Cream themed neighborhood amenities in LeMars, IA.<sup>44</sup>

- **Add “Destination Leeds” webpage to the city’s website:** As an economic development effort, the city should implement a webpage devoted to Destination Leeds, including the history of this area and the culmination of this project. Promote new amenities that result from this plan, including street furniture, historical theme, “Jolly Time” experience, and any present destination restaurants/entertainment venues that emerge.
- **District-wide events:** Future events could include street vending, expanded restaurant and dining options, historical presentations, neighborhood festivals and farmers markets.

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<sup>44</sup> See <http://minnemom.com/2012/06/18/ice-cream-days-le-mars-iowa/>

## IMPLEMENTATION PLAN

The project team is recommending a four-phase implementation plan. The four phases each focus on an

underlying aspect of the plan that fits together with appropriate timing. These four phases are as follows:

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### PHASE 1 – BUILDING OUT OF THE PHYSICAL ENVIRONMENT [0-2 YEARS]

The first phase of the recommendation focuses on building out the physical environment and establishing the organizational structure to market the corridor to businesses and residents.

The tasks recommended during phase 1 include:

#### PHYSICAL IMPROVEMENTS

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- The construction of a 10-foot-wide sidewalk throughout the district which will serve dually as a trail
- Configuring the street to accommodate new bulb outs, sidewalk café space, and the addition of diagonal parking
- Installation of streetscape amenities such as benches, trees, and bike racks to improve the pedestrian and recreational user experience.

#### LAND USE REGULATORY CHANGES

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- Creation of a historic overlay district

#### ORGANIZATIONAL CHANGES

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- The recruitment and hiring of a district coordinator for the area
- Application to the Iowa Economic Development Authority to designate the area as a Main Street Iowa Urban Neighborhood District
- Potential creation of a self-supporting municipal district (SSMID) or expansion of an existing Tax Increment Financing district (TIF).

Overall, the project team envisions infrastructure changes by the end of phase 1 that will significantly improve the feel of the Leeds/Floyd Boulevard corridor to set the stage for the aesthetic enhancements to be implemented in phase 2.

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### **PHASE 2 – AESTHETIC ENHANCEMENTS [1-3 YEARS]**

The second phase of the recommendation focuses primarily on the aesthetic enhancements to attract visitors and new business enterprises. The three primary goals of phase 2 are to:

1. Enhance the look of the corridor through the addition of thematic signage and street furniture
2. Improve the interiors and exteriors of commercial buildings
3. Initiate marketing plans for the area to attract development.

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### **PHASE 3 – MARKETING THE AREA [2-5 YEARS]**

Phase three of the implementation plan calls for active marketing of the area to potential businesses and outside visitors. In this phase of implementation, the district coordinator would put forth a significant amount of effort to generate additional activity. The tasks recommended for this phase include active promotion of the commercial properties in the area via opportunity tours, active promotion of existing businesses through partnerships with local and regional

Building on the physical improvements implemented in phase 1, this phase sets out to capture more private investment to supplement the public investment in the area. In addition to the façade improvement program, this phase will primarily be financed with income from the tax increment financing (TIF) district or an established SSMID, if necessary.

entities, organization of area-wide festivals and events, and promotion of the Leeds area by developing a web and social media presence. Additionally, construction of a northern trailhead within Leeds would commence during this phase of implementation in preparation to receive traffic from the proposed LeMars trail.

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#### **PHASE 4 – ONGOING PROGRAMMING/EVALUATION [5 YEARS AND BEYOND]**

The final phase of the recommendation implementation involves a continuation of the programmatic efforts outlined above. Additionally, this phase of the plan implementation calls for periodic evaluation of the efforts implemented in order to make appropriate changes as necessary. The final phase also

recommends exploration of the possibility of adding housing to the corridor area as a means of increasing the population density in the area.

The chart below lays out the implementation plan in greater detail:

Recommendation Element	Action Steps	Phase	Notes
<b>Phase 1</b>			<b>[0-2 years]</b>
<b>Create Historic Neighborhood Sub-District</b>	<i>Land Use Changes</i>		In accordance with Subsection 25.02.060.3 (6)(c) Historic Area (HA) District
	1. Hold public input process for design charrette and historical overlay district	1	
	2. Define boundaries for overlay district	1	
	3. Initiate re-zoning process for areas to transfer to Mixed Use per recommendations	1	
	4. Adopt new ordinance and amend comprehensive plan to reflect the new overlay district	1	
	5. Implement and communicate changes after passage	1	
<b>Enhance existing Trails network</b>	<i>Recreational Enhancements</i>		
	1. Implement existing Sioux City plan to extend Floyd River trail to Jefferson St., and the planned southern trailhead.	1	
	2. Construct 10 ft sidewalk on the southern side of Floyd Blvd.	1	
	3. Obtain right-of-way for connection of trail to proposed pocket park on Floyd Blvd.	1	
	4. Construct connection from Leeds Floyd River trail extension to pocket park on Floyd Blvd.	1	
<b>Improve Pedestrian network</b>	<i>Walkability Enhancements – sidewalks, crossings, streets, curbs, etc.</i>		
	1. Construct missing sidewalk segments on the northern side of Floyd Blvd.	1	
	2. Bring Crosswalks up to ADA compliance	1	
	3. Mark crossings and place additional warning signage	1	
	4. Install permeable pavers in crosswalks at neighborhood commercial center	1	
	5. Re-construct street and curbs to proposed dimensions (bulb-outs/diagonal parking)	1	
	6. Place new directional and traffic signage	1	
	7. Restripe Floyd Boulevard to incorporate new traffic patterns & turning lanes	1	
<b>District Manager</b>	<i>Business District Enhancements</i>		
	1. Define the district manager position and detail duties	1	Including all budgetary necessities
	2. Hire and provide office space for district manager	1	Possibly on a part-time basis to begin
	3. Apply for induction into the Iowa Main Street Urban Neighborhood Commercial District program	1	
	4. Define board/governance and establish membership	1	
<b>Parking</b>	<i>Business District Enhancements</i>		
	1. Stripe new space configuration for diagonal parking within the neighborhood commercial district	1	

Recommendation Element	Action Steps	Phase	Notes
<b>Streetscape Amenities</b>	<i>Aesthetic Enhancements</i>		
	1. Establish partnerships with local community and civic organizations for the costs and maintenance of annual plantings for natural features	1	
	2. Define street café regulations for Leeds	1	
<b>Banners</b>	<i>Aesthetic Enhancements</i>		
	1. Define banner ownership and maintenance program in compliance with current code	1	
	2. Embark on design program incorporating public input	1	
<b>Establishment of a SSMID</b>	<i>Financing</i>		
	1. Formulate a steering committee to include the district manager	1	
	2. Develop overall budget for area	1	Based on project recommendations or more broadened/narrow elements
	3. Collect petition signatures	1	
	4. Submit petition to City Council	1	
	5. Appoint Board of Directors	1	
	6. Establish a memorandum of agreement	1	
<b>Preliminary Assessment</b>	<i>Evaluation</i>		
	1. Collect baseline data for metrics related to improvement of the area for future evaluation	1	i.e.: # of new businesses, commercial vacancy rates, trial user counts, tax revenues, EAV, neighborhood walk score, etc.
<b>Phase 2</b>			<b>[0-3 years]</b>
<b>Wayfinding Signage</b>	<i>Recreational Enhancements</i>		
	1. Finalize content & location of signage in accordance with identified key community assets	2	
	2. Install wayfinding signs in compliance with current code	2	
<b>Map Displays</b>	<i>Walkability Enhancements – sidewalks, crossings, streets, curbs, etc.</i>		
	1. Create sponsorship and maintenance programs	2	
	2. Finalize placement locations for signs in accordance with acquired sponsorships	2	
	3. Install signage in compliance with current code	2	



Recommendation Element	Action Steps	Phase	Notes
Prepare for future Trails network	<i>Recreational Enhancements</i>		
	1. Obtain property rights for the recommended northern trail head	2	
	2. Begin planning phase for connection to LeMars	2	
Façade Improvement Plan	<i>Business District Enhancements</i>		
	1. Define parameters of plan per recommendation	2	
	2. Identify funding to support façade improvement plan	2	
	3. Determine eligible properties	2	
	4. Define ownership/roles and responsibilities of program management	2	
Building Interior Improvements	<i>Business District Enhancements</i>		
	1. Define parameters of plan per recommendation	2	Fee exemptions, Tax Abatements, etc.
	2. Determine eligible loan programs	2	
	3. Define program management	2	
	4. Engage in building code compliance enforcement campaign within the area	2	
Entryway Signage	<i>Aesthetic Enhancements</i>		
	1. Obtain property rights for northern and southern entryway sign locations	2	
	2. Define maintenance plan	2	
	3. Install Entryway Signs	2	
Banners	<i>Aesthetic Enhancements</i>		
	1. Obtain sponsors for banner program	2	
	2. Install banners in locations as per recommendation	2	
Lighting	<i>Aesthetic Enhancements</i>		
	1. Finalize a design for the historical lighting to be used throughout the study area in accordance with public input	2	
	2. Install lighting poles in the neighborhood commercial center at locations per recommendation	2	
	3. Install lighting poles in the residential areas at recommended locations	2	
Historical Signage	<i>Aesthetic Enhancements</i>		
	1. Finalize location of signage in accordance with public input process to identify historically significant landmarks	2	
	2. Create a sponsorship and maintenance program for signage	2	
	3. Install signs in compliance with current code	2	

Recommendation Element	Action Steps	Phase	Notes
Streetscape Amenities	<i>Aesthetic Enhancements</i>		
	<b>1. Install amenities at recommended locations</b>	2	Benches, bike racks, trees, planters, bio-swales, trash receptacles, water fountains, picnic benches, etc.
<b>Phase 3</b>			<b>[2-5 years]</b>
Business Marketing Plan for the area	<i>Business District Enhancements</i>		
	<b>1. Define parameters of marketing program</b>	3	
	<b>2. Define ownership/roles and responsibilities of program</b>	3	
	<b>3. Identify funding to support marketing program</b>	3	
	<b>4. Generate partnerships with local and regional stakeholders</b>	3	Ex: Siouxland Chamber of Commerce
Business program	<i>Property Promotion</i>		
	<i>Business District Enhancements</i>		Opportunity tours, chamber partnerships, developer outreach
	<b>1. Define parameters of property promotion program</b>	3	
	<b>2. Define ownership/roles and responsibilities of program</b>	3	
	<b>3. Identify funding to support property promotion program</b>	3	
	<b>4. Generate partnerships with local and regional stakeholders</b>	3	Property owners, developers, real estate brokers
Prepare for future Trails network	<i>Recreational Enhancements</i>		
	<b>1. Build Trailhead on the northern end of the Corridor to connect to proposed LeMars trail</b>	3	
<b>Phase 4</b>			<b>[5 years and beyond]</b>
Post Implementation Assessment	<i>Evaluation</i>		
	<b>1. Collect post implementation data that examines the same metrics explored in the preliminary assessment</b>	4	
	<b>2. Collaborate with District Manager and appropriate City staff to re-allocate resources and make adjustments as necessary</b>	4	
Explore adding Housing to Corridor	<i>Land Use Changes</i>		
	<b>1. Explore potential development possibilities for the area</b>	4	
	<b>2. Market available sites and opportunities</b>	4	

## FINANCING THE RECOMMENDATION

The 1.3 miles of roadway alone will cost near \$6 million to reconstruct from curb to curb as cited by the City's Engineering Department at a cost of \$1,000.00 a foot including utilities placement. Further costs will be determined by the quality and quantity of elements selected.

The project team recommends that the city allocated funding for the Leeds/Floyd Boulevard Corridor study be expended for salary and administration costs to support a district manager.

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### TIF

Tax Increment Financing is a popular option for municipalities in Iowa and other states to raise funds for local projects. Under Iowa Law, Urban Renewal Areas must be designated for the purposes of alleviating slum and blight, or for economic development in order to be eligible to apply TIF funds to the properties within the designated area. TIF, once adopted by the city council, would freeze the assessed values of the included properties at their current values. If the property values

Outside of those personnel costs, there are a number of financing options that the City of Sioux City might pursue as a means of financing the district improvement program delineated above. These include expanding the current Teton Tax Increment Financing (TIF) district, incorporating a Self-Supported Municipal Improvement District (SSMID), or pursuing traditional municipal financing mechanisms. Below is an expansion of how these current options might apply to this project:

increase, the increment on the additional tax collected is held by the county assessor in a designated TIF fund. TIFs can be set for specific time periods, and the increment can be used to pay off bonds for projects that improve the designated area. Part of the increment can be used as a rebate to developers. Owners can agree to minimum assessed values and the cities can set minimum amounts to cover debt from the increment collected. The public must be included in the establishment of a TIF

district, but ultimately the city council makes the final decision to establish such districts. A major argument against TIFs is that school districts lose tax revenue that they would otherwise be gaining. However, in Iowa the state government have been “backfilling” the school districts’ portion of tax revenues from the increment amounts.<sup>45</sup> The Combined Floyd River TIF raised \$1.3 million and the Teton TIF raised \$975,000 last year.<sup>46</sup>

Sioux City uses Urban Renewal Zones as described above for the purposes of using Tax Increment Financing. There are two TIF areas that currently border or include properties of the Leeds Neighborhood: 1) the “Combined Floyd River” Urban Renewal Area and 2) the Teton Urban Renewal Project Area. The American Popcorn Company, a major industrial parcel, is situated in the Combined Floyd River Urban Renewal Area. The residential and commercial areas of Leeds are not currently included within either of these TIF areas. Each of these Urban Renewal Area have distinct objectives set forth in their council-

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<sup>45</sup> Interview with Jeff Schott, Program Director, Institute of Public Affairs, University of Iowa. March 31, 2015.

<sup>46</sup> City of Sioux City Staff. April 2015.

approved urban renewal plans. The Teton Urban Renewal Project Area looks to “develop and rehabilitate commercial, residential, and industrial land.”<sup>47</sup> This area has three sub areas with specific purposes, including economic development.

The Combined Floyd River Urban Renewal Area includes objectives to prevent unemployment and encourage commercial and industrial development. This area also has three sub areas, none of which include large sections of residential zoning.<sup>48</sup>

The project team recommends expansion of the Teton TIF Area with the creation of a new Leeds Urban Renewal Area for economic development. The team is proposing this addition to the Teton Urban Renewal Area as its plan includes provisions for the development of residential land uses on appropriate sites and has a focus on commercial development. In contrast, the Combined Floyd River TIF includes agricultural land and has a focus on industrial properties. Expanding the TIF area that

<sup>47</sup> Amended and restated urban renewal plan for the Teton Urban Renewal Project Area. City of Sioux City.

<sup>48</sup> Amended and restated urban renewal plan for the “Combined Floyd River” Urban Renewal Area. City of Sioux City.

already sits adjacent to a large stretch of properties along Floyd Boulevard would help contribute to development efforts in the newly-renovated area.

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## SELF-SUPPORTED MUNICIPAL IMPROVEMENT DISTRICT (SSMID)

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### OVERVIEW

Authorized under Chapter 386 of the Iowa Code, Self-Supported Municipal Improvement Districts are a mechanism for financing improvements within a designated area. Owners of at least 25% the value of assessed property or at least 25% of area property owners within a proposed district agree to pay taxes at an increased rate for the purpose of funding improvements throughout the district. Only properties zoned for commercial or industrial uses or properties within a duly designated historic district would be assessed the additional tax. The district must be made up of a contiguous area of property related in some manner, including but not limited to present or potential use, physical location, condition, relationship to an

area, or relationship to present or potential commercial or other activity in an area.<sup>49</sup>

A petition containing the signatures of the minimum of 25% of all commercial and industrial property owners (and residents in historic districts) is submitted to city council, who in turn, submits the petition to the City Planning Commission for evaluation of feasibility. The initial petition also shall designate the maximum rate of tax proposed for the district and the purpose of funds to be used. Preparation for the launch of a SSMID would involve assembling a steering committee made up of representatives of business owners, property owners, non-profits, community organizations, and resident within the

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<sup>49</sup> Iowa Code Ch. 386.3(1)(c)

district to guide the process of deriving district goals.<sup>50</sup> The steering committee would be responsible for garnering agreement on four key preliminary matters regarding the proposed district: overall vision for the district, tentative boundaries for the district, required resources for the planning

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#### DISTRICT GOALS

In the Leeds community, the implementation of the recommendations presented in this study would suffice as a sound layout of potential goals for the district. A major purpose of articulating a proposed district's goal is to help stakeholders conceptualize the benefits of their investment. However, the steering committee may very well articulate any additional

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#### BOUNDARY PLANNING

The boundary selected for the SSMID will determine which properties in the area are assessed an additional tax levy and consequently receive the benefits of SSMID funds.<sup>52</sup> Assessing an appropriate boundary for the SSMID would be a task

process, and a project timeline for specific actions.<sup>51</sup> In addition to the selection and efforts of a steering committee, the district manager for the Leeds area would take key responsibilities to the generation and implementation of a SSMID for the Leeds/Floyd Boulevard corridor.

elements of a broader community vision that may not have related directly to the corridor study, but could be funded by the SSMID. While the recommendation centers primarily around generating commercial activity and beautifying the area, additional concerns may emerge that would assist in the effort of generating buy-in from the requisite property owners.

performed by the steering committee who would acquire the necessary documentation and information to determine the potential revenue that the SSMID would generate. Given these considerations, the steering committee might seek to target

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<sup>50</sup> SSMID – a step-by-step guide for practitioners, pg. 11 *available at* <https://www.iowaeconomicdevelopment.com/userdocs/documents/ieda/SSMIDPractitionersToolkit.pdf>

<sup>51</sup> *Ibid.*

<sup>52</sup> *Ibid.* at pg. 14

particular property owners for inclusion into the boundaries in order to achieve a desired level of funding. The boundaries of a proposed SSMID would likely include properties located within the commercial corridor as well as residential properties along the Floyd Boulevard Corridor within the study area. However, these boundaries may need to be expanded or

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#### OVERLAP WITH TIF

If a SSMID overlaps with a property that is already under a TIF agreement, the additional tax levy only applies to the frozen base value set for the relevant properties. However,

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#### TAX-EXEMPT PARCELS

The institutional parcels within the Leeds/Floyd Boulevard Corridor study area would not be subject to the SSMID tax levy regardless of the success of a historic overlay district. However

narrowed depending on the relevant property owners' willingness to agree to make the financial commitment. The project team also recommends the designation of the study area as a historical district, which would allow relevant residential property owners to participate in the SSMID and benefit from the improvements achieved by it.<sup>53</sup>

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negotiation with the city may yield a higher return for TIF properties.<sup>54</sup>

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these institutions may seek to participate in the efforts of improvement by donating sweat equity or land leases to achieve some of the goals set out for the district.<sup>55</sup>

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<sup>53</sup> Iowa Code Ch. 386.3 (1)(a)

<sup>54</sup> SSMID – a step-by-step guide for practitioners, pg. 15 *available at* <https://www.iowaeconomicdevelopment.com/userdocs/documents/ieda/SSMIDPractitionersToolkit.pdf>

<sup>55</sup> *Ibid.* at pg. 16.



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#### DETERMINATION OF LEVY RATE

Based on the agreed-upon budget for the SSMID, the district manager and steering committee should determine the desirable levy rate to impose on properties within the area. In Iowa, the levy rate is typically determined as a fee per \$1,000 of assessed value.<sup>56</sup> Based on preliminary data obtained by the project team on the assessed value of commercial properties within the area as of 2014, the commercial properties within the Leeds/Floyd Boulevard study area have a total value of \$3,148,400.00. If the American Popcorn Company's property is also included, within the SSMID, the total would rise to

\$12,483,800.00. However, any inclusion of the American Popcorn Company parcels would have to incorporate considerations of the current Combined Floyd River Urban Renewal Area levy already in effect. The levy rate stated in the initial petition to city council would be the maximum rate allowable rate to be assessed throughout the SSMID period. Once this maximum rate is set, then the levy amount may be adjusted as necessary, however the rate can never exceed this maximum rate.

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#### TRADITIONAL MUNICIPAL FUNDING MECHANISMS

In lieu of the special financing recommendations above, the project team recommends, as a contingent method of financing the improvement of the Leeds/Floyd Boulevard study area, traditional municipal financing devices such as those

enumerated below. All funding recommendations made by the project team are cognizant of standard budgeting approval process timing.

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<sup>56</sup> *Ibid.* at pg. 19.

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## MUNICIPAL BONDS

As an alternative to the possibility of enacting a special municipal bond in support of the SSMID, the City of Sioux City might investigate undertaking a general obligation municipal

bond aimed at funding the significant infrastructure changes required by the early phase of this project and sponsoring the annual budget for this project.

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## GRANT FUNDING

Many of the initiatives recommended by the project team are consistent with national and regional efforts aimed at increasing the infrastructure of aging communities and improving the overall infrastructure of the nation. For that reason, the project team anticipates that a portion of the proposed district manager's responsibility should include

researching and applying for grant funding to help support initiatives such as sidewalk improvements<sup>57</sup>, increased broadband adoption by small businesses<sup>58</sup>, and a myriad of additional funding sources that the manager may obtain access to after the district is adopted into the Iowa Main Street network.

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## CDBG FUNDS

Given that the City of Sioux City is an entitlement community, the use of Community Development Block Grant funding is an option to help finance some of the programming to take place

as a part of the proposed economic development initiatives in the study area as a federally-compliant option.

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## CAPITAL IMPROVEMENT PLAN (CIP)

An additional means of financing the project team's recommendation would be to add some of these

improvements into the city's CIP for subsequent years beyond the two years that are budgeted out for the year 2019 and

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<sup>57</sup> E.g. U.S. Dept. of Transportation funding sources.

<sup>58</sup> E.g. Connect Iowa funding sources

beyond. Given that a primary cost consideration in the team's recommendation are sidewalk improvements and widening, it would be reasonable for the city to consider devoting additional funding towards this key infrastructure element of

the project, as it provides visual enhancement to the city's northwest entryway.

## EVALUATION

Given the financial expenses and staff commitment that will be required to implement the recommendations, it is critical that the City of Sioux City monitor the progress of implementing the recommendations to determine the effectiveness in meeting the project goals. Bringing these recommendations to fruition will require significant investment and represents an opportunity cost for not allocating those funds to other deserving initiatives.

There are a variety of methods for evaluating performance of implemented programs. Those evaluation tools range from low-cost to high-cost through commitment of staff time and additional funds. The project team suggests several activities to

evaluate the success of the implementation along the three dimensions of the recommendation. Each of the dimensions – land use, traffic/safety, and visual appeal – have suggested evaluation strategies grounded in their anticipated outcomes. All of the outcomes lead into answering the project's core end environment for the corridor. Outcomes are to be the direct results of the completion of proposed project tasks. The end environment is the answering of the project's problem statement as formed by the original charge to the team from the City of Sioux City. The chart below demonstrates the ability of the city Staff and project partners to evaluate the project in the long run to ensure implementation and overall project success.

Dimensions:	Evaluation Strategies:	Imagined Outcome:	End Environment:
Land Use	<ul style="list-style-type: none"> <li>• Monitor property owner participation in façade improvement program.</li> <li>• Monitor additional capital investment beyond façade improvement grants made by participating property owners.</li> <li>• Tabulate responses to business marketing efforts, including inquiries, contacts and businesses started/relocated in the area.</li> <li>• Monitor sales tax receipts from the area.</li> <li>• Monitor changes in property values compared to broader city changes.</li> <li>• Monitor Leeds-area membership applications to Siouxland Chamber of Commerce.</li> <li>• Monitor visits to “Destination Leeds” website.</li> <li>• Survey residents’ satisfaction through survey</li> <li>• Survey non-Leeds Residents on number of visits and changed thoughts on Leeds</li> </ul>	<ul style="list-style-type: none"> <li>• Decrease in commercial vacancy</li> <li>• Increased commercial services offered</li> <li>• Increased tax income to the city</li> <li>• Use of corridor as recreation space improved</li> <li>• Exposure to Leeds’ heritage increased</li> <li>• Leeds and Greater Sioux City social linkages improved</li> <li>• Number of non-residents’ visits to Leeds increased</li> </ul>	<ul style="list-style-type: none"> <li>• Active residential population</li> <li>• Bicycle-friendly community</li> <li>• Reduction in non-working vehicle trips</li> <li>• Maintain and possibly increase population of Leeds</li> </ul>
Traffic/Safety	<ul style="list-style-type: none"> <li>• Perform periodic car counts of occupied parking spaces along Floyd Boulevard.</li> <li>• Evaluate walkability performance following infrastructure improvements to determine whether scores improve.</li> <li>• Monitor bike use on Floyd Boulevard and connecting trails following improvements.</li> </ul>	<ul style="list-style-type: none"> <li>• Increased pedestrian traffic</li> <li>• High trail usage</li> <li>• Increased pedestrian safety</li> </ul>	<ul style="list-style-type: none"> <li>• Walkable community</li> </ul>
Visual Appeal	<ul style="list-style-type: none"> <li>• Increases in visits to the area that might be tracked to improved signage.</li> <li>• Periodic visitor counts of use of street amenities, including benches and sidewalk cafes.</li> </ul>	<ul style="list-style-type: none"> <li>• Aesthetically pleasing area</li> </ul>	<ul style="list-style-type: none"> <li>• Vibrant corridor with inviting draw</li> </ul>

## UNCERTAINTY

With any project comes uncertainty. There are two types that exist; exogenous (not in our control) and endogenous (in our control). The goal of the evaluation plan is to ensure that the implementation plan is carried out and that the plan's actions have the desired effect on the corridor. Items that the project partners have the control to resolve include schedule, methods of financing, and maintenance. Other factors that can be controlled to certain extents are the strengths of partnerships, the future of retail development to the south, and the funding

of the district manager position. A few items out of the control of the project partners are the cooperation of the land owners in an easement process or land deal, the market impacts of the surrounding property values, and consumer choice and preferences for businesses or modes of recreation and travel. An additional factor outside the control is the political nature of general funding for the project as the city staff can only suggest funding and not dictate it to the elected council.



# Appendices

#### RESULTS OF LEEDS SWOT ANALYSIS MEETING – JANUARY 7, 2015

### STRENGTHS

- The area is well defined – you know the area boundaries to focus on
- The corridor is well-traveled
  - It's easy to get to, access to all directions, visibility
- The area has a history – an identity
  - Leeds has a story and a history, 125+, historical buildings
- There is a new housing development planned nearby, room for growth
- People are moving into the area
- We have a new school and middle school
- There are not a lot of empty buildings along the boulevard
- As soon as you get past Outer Drive, there is a small town feel here
- You know your business owners here, personal connections with owners
- The area is within walking distance to developing commercial district
- The area is fairly safe, low crime rate
- It's a community – everyone knows everyone, where they can find help
  - Anecdote of woman ran out of gas and people pushed car into gas station
  - Mailman brought woman's two-year old home when he wandered out of yard
- Businesses work together
- There are no parking meters
- Residents = friendliness, hospitality, "open doors", helping

- People are easy to meet, neighbors
- Group involvements, active community, local interest
- Small town environment, hometown feel, “tight knit”, community feel
- Good food
- Pride in local area, ownership
- Public transportation, bus line
- Ease of movement, walkable
- Low vacancy
- Long term residents
- Good schools

## **WEAKNESSES**

- Buildings along the boulevard need facelifts, aging, old
- Parking – lack of parking
  - Not good for stop and go businesses
- Buildings along the boulevard don’t have good curb appeal, need façade repair, old storefronts, decay, curb appeal
- Sidewalks/curbs are missing or damaged, need replaced
- Need signage for parks and pools – see downtown as an example
- Upgrade technology – no fiber optic cable – need technology that would allow us to bring in businesses, utilities
- Trains are too close – too loud – going too fast, gates
- Streetlights are old; would be good to have historic-looking lights
- Need electrical outlets on the outside of buildings for the holiday lighting contest
- We don’t have people who come to Leeds as a destination since there’s no signage to indicate what’s here, no signage like downtown
- Traffic goes through – it doesn’t stop. We need something that can draw people and make them stop
- Local shopping, distance to better shopping



- Lack of foot traffic
- Lack of professional office – legal, medical
- Few gathering areas
- Trails, hiking, biking linking to other neighborhoods
- Lack of facilities for large gatherings
- Marginal businesses, often unable to upgrade due to finances
- Low amount of city support over the years
- Lack of exposure as it is on the outskirts of town
- Lack of beautification projects – need coordination, keeps people from participating
- Lack of business diversity, too many flea markets
- Increasing number of rentals and lack of maintenance
- No big restaurant
- Not considered a “higher end” area compared to other areas
- Other areas getting more attention – Morningside
- Residential vacancy

## **OPPORTUNITIES**

- Historical – showcase the history of the buildings, who has been in them. When I came to Leeds 35 years ago, that’s part of the reason why I wanted to be here. It was a neighborhood with a history, showcase
- Community center to draw people
- Draw new businesses/new jobs. Some ideas mentioned:
  - Nice sit-down restaurant
  - Offices
  - Professional services
  - Small local retail
  - Something other than flea markets

- “Real” antique stores
    - A coffee shop/bakery like Jitters
- Provide services to the residents who live here, support community
- Showcase businesses, collaboration
- Improved facilities and roads
- Citizen support in area
- Areas for local businesses and restaurants
- Provide electrical outlets for decorations
- Streetscape, new lights, curbs
- Create a destination
- Empty storefronts, buildings
- Empty lots
- Historical restorations
- Increase in local services, jobs
- Additions to parks
- Façade improvements
- Walking distance
- Well-travelled
- Greater / further community involvement

## **THREATS**

- Increasing rental: both owner-occupied moving to rental and new multi-family, maintenance issues
- Flood insurance
- Big box retail
- Increase in crime
- Households moving out, houses neglected

- Lack of local attention
- Lack of city awareness of Leeds
- Higher taxes
- More bars, lower end retail and or services
- Area to the south of Outer Drive getting too much attention, out shining area
- Flood insurance, flood plain designation
- Rising crime, perceived or real
- Lack of jobs / employment / industry
- Overabundance of 2<sup>nd</sup> hand stores and flea markets
- City trend of strip malls and not retaining local character
- Vacant storefronts and homes
- Decreasing home values as commercial district falls into disrepair

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RESULTS OF LEEDS PUBLIC INPUT MEETING – FEBRUARY 19, 2015

### **Business Focus – Likes**

- Make area look better
- More activity
- Community (will taxes go up?)
- Historical (don't need parking)
- Small business (can we support?)
- Parking is needed if there is commerce – the buildings need improvement to attract people
- More business to area, no more vacant storefronts
- More appealing to new people
- Will increase traffic and improve the economy

- Bring more businesses to the area
- Utilize empty storefronts
- Like signage (in top left photo)
- Need building restoration
- Need new and diverse businesses
- Trees and planting—landscaping
- Diagonal parking will slow down traffic through the business district
- Nicer facades and hanging signs
- Building focused
- Better parking
- Partnering with existing businesses – support for those who have already made investment
- Focus on traffic will help all, not just businesses
- Trees, trees, trees
- Parking – angle parking would improve and add space for businesses
- Promoting small business – marketing
- Visual appeal draws in people to live and work in the area
- Makes it more appealing to the community, it states that it is a very well taken-care-of community
- Safer sidewalks
- Bike trails and walking paths
- Façade and remove some buildings
- Curb appeal may help bring in new businesses and foot traffic
- Cleaning the brick and tuckpointing making it more appealing
- New windows, different types and awnings
- New sidewalks
- Old-fashioned street lights
- Visual appeal
- Community identity/ownership
- Limited on scope

- More user friendly
- Updated
- Best use of actual properties
- Signs will be OK if they can be hanging out and both-sided to see
- Parking in instead of parallel
- Allow seating on sidewalks
- Signage – can see if coming from either direction
- Benches with flower pots, brick sidewalks, make it look more welcoming
- The refacing the front of the buildings and again more welcoming and want to shop and visit here
- Buildings need improvement and visual appeal, more attractive to visit
- Use vacant spots – parking
- Traffic/safety minimal
- Visual appeal with signs and color patterns
- Encourage new businesses by making old business more attractive
- Don't forget the history connection in Leeds
- Visual development of existing businesses beautifying the existing community
- Maximize use of available land for gathering place or parking
- Facilitate parking and crosswalks for parking safety
- Attract new businesses (better signage)
- Maintain value and history of businesses
- Attract customers to business
- Give facelift to buildings but keep historical look
- Improve sidewalks for safety
- Clean up main area – will encourage residents to keep clean area
- Land use: like the idea of adding more small businesses along the corridor (locally-owned and variety)
- Traffic and safety – Do need more parking options – where?
- Visual – Like to see a more historical look to the corridor – landscaping, signage, update the buildings to be more visually pleasing

- Signs out front (stands out)
- Clean front (overall)
- Space (people friendly)
- Parking, businesses don't have near enough parking
- Signage is a huge deal, some businesses can't be found
- Streetscape
- Grants for façade
- Attract small business
- New business opportunity, signage
- Visual appeal, make buildings look like they did in the day

### **Business Focus – Dislikes**

- Money
- Is it too late?
- Changing times
- Can we support?
- To do this successfully, some of the commerce needs to be a destination
- Tax increase (due to beautification)?
- Limited parking
- Diagonal parking
- Safety and corridor connections
- Do not like signage (bottom left)
- Sidewalk pavers never last more than a few years
- Outside sidewalk seating is only seasonal
- Limited dollars
- What's not to like?

- Façade improvement – need more information
- Cleaning up Floyd would be nice
- How are businesses to be marketed and at what cost?
- No diagonal parking
- Poor drainage – city’s job already
- Taxes
- Parking and larger sidewalks will narrow traffic lanes
- Not enough parking, poor lighting
- No theme, no signage
- How to maintain?
- All drainage must be improved first
- Limited width with street parking
- Fast traffic
- Infrastructure issues
- Approved facades – quality versus just covering up
- Uses space not available
- Need more parking rules. Trucks and cars left on streets all night
- Parking, as Floyd is not wide enough
- Parking is a problem
- Will businesses rely on city to continue to improve properties?
- Poor drainage
- Changes in traffic and walkways challenged by restricted distance across Floyd Boulevard
- Lack of parking plans which is a problem now
- Limit width
- Infrastructure/drainage
- Parking
- Can Leeds support the businesses?
- Don’t think there is room for more parking

- Small area out in front of businesses
- Parks are fine
- No place for parking for businesses

### **Housing Focus – Likes**

- Resurface
- Appealing
- Community center
- Bike paths/park – easier access to the path, finish it
- Not sure Leeds could support condo living?
- Like connecting walkway to outer belt
- Curb appeal
- Wider sidewalks for recreation
- Fix street lamps/lights
- No multifamily
- Multi family housing
- Pocket parks
- System of design features
- Off-street parking
- Street scaping – lighting and plants
- Like bike trails and walking trails – makes for a much friendlier atmosphere
- Like some trees and more flowerpots
- Matching street lights
- Need more parking
- (Like) multi-family
- Parking (off-street) lots
- No parking on street. Use space for bike trails
- Visual appeal is very important



- Make the most of the land there
- Visual appeal
- Low cost/rent
- Low cost
- Availability
- Lighting
- Land use – more seating
- Sidewalks all need to be replaced
- Need more business
- Would like to see wider sidewalks, but also have them on both sides
- Light poles on Floyd all the way down, better lighting with Leeds signs and flowers makes it more inviting to people
- Street lamps – replace/make more attractive
- Sidewalks need to be replaced/widened
- Signage/street signs
- Signage and trees or shrubs to give a feel of more rural atmosphere
- Land use to better facilitate auto traffic and pedestrian traffic widen sidewalks
- Street lighting/trees/curb appeal
- Signage leading into Leeds
- Walking/bike trails for residents to use
- Improve
- Attract new families
- If city offered urban renewal through the city it may help housing so this grant could help main street
- Leeds needs historical small town feel. I believe if you clean up our main street and get a community center we would grow. People would care more about their area and their homes. Hopefully the community spirit would encourage homeowners to take pride in their homes.
- Like idea of widening sidewalks
- Like idea of welcome sign and better signage (with a historical feel) and lighting
- Welcome sign (each end)

- We have room to grow (business)
- People like the colors of Leeds. Signs with these colors will bring the community together.
- Tax break for improving your house
- New sidewalks – street lights
- Streetscaping
- Tight knit community, most everyone knows everybody
- Feels like a small town

### **Housing Focus – Dislikes**

- Just no room
- Income of persons
- Senior housing doesn't spur economic growth
- Prefer to focus on keeping old and reworking
- May be hard to attract renters who can afford
- What goes if new multi-family put up
- No room for widened sidewalks without taking down the existing buildings
- No trees in parking
- Bike lanes are problematic
- Need multi-family and senior housing?
- Diagonal parking
- Take down some of the really bad buildings
- Interior quality needs improvement
- Parking
- Loss of identity and pride
- Needs to be upscale
- No space

- All sidewalks of dips and big cracks
- No multi-family; nowhere to put
- No multi-family housing; no space
- Limited space for new housing
- No place to widen walks or streets
- Limited potential to improve more due to reliance on homeowners
- City rules on trees in parking
- Don't change housing and history of Leeds
- Leeds has always been a small town feel and will lose that with apartments
- Not enough destinations for signage
- Don't like multi-family/senior housing on Floyd – like to see housing within the neighborhoods (already have a lot of rental property)
- Bike path (no room)
- Better housing
- No off-street parking
- There is no room for multi-family housing
- No multi-family housing
- Don't like multi-family housing

### **Recreation Focus – Likes**

- Get Xbox out so kids go out
- Redo roads
- Bike trail for recreation
- Dog park?
- Keep the pool
- Bike path – easy access and lighting on path

- Keep the pool
- Dog park
- Community center could be a great focus
- Community center – renting it out
- Reduce traffic
- Trail signage
- Connecting Leeds to the Floyd River trail
- Trail
- Historical
- Signage
- Lighting trails for night use
- Widen sidewalks
- Bike trails-trail heads
- Community center would be a great addition
- Bike trail and family walking trail – lighting of the trails
- Street signage – fix sidewalks/baseball field
- Connecting the bike trail currently on the dike to the boulevard will create another way to get into Leeds
- Beautification
- Community Center – great focus
- Invests pride
- Connecting is a good idea
- Creates neighborhood quality of life
- Pride
- Aesthetically nice
- Trails, biking and walking
- Historic features
- Community center!!!!
- Connect bike trail to Floyd

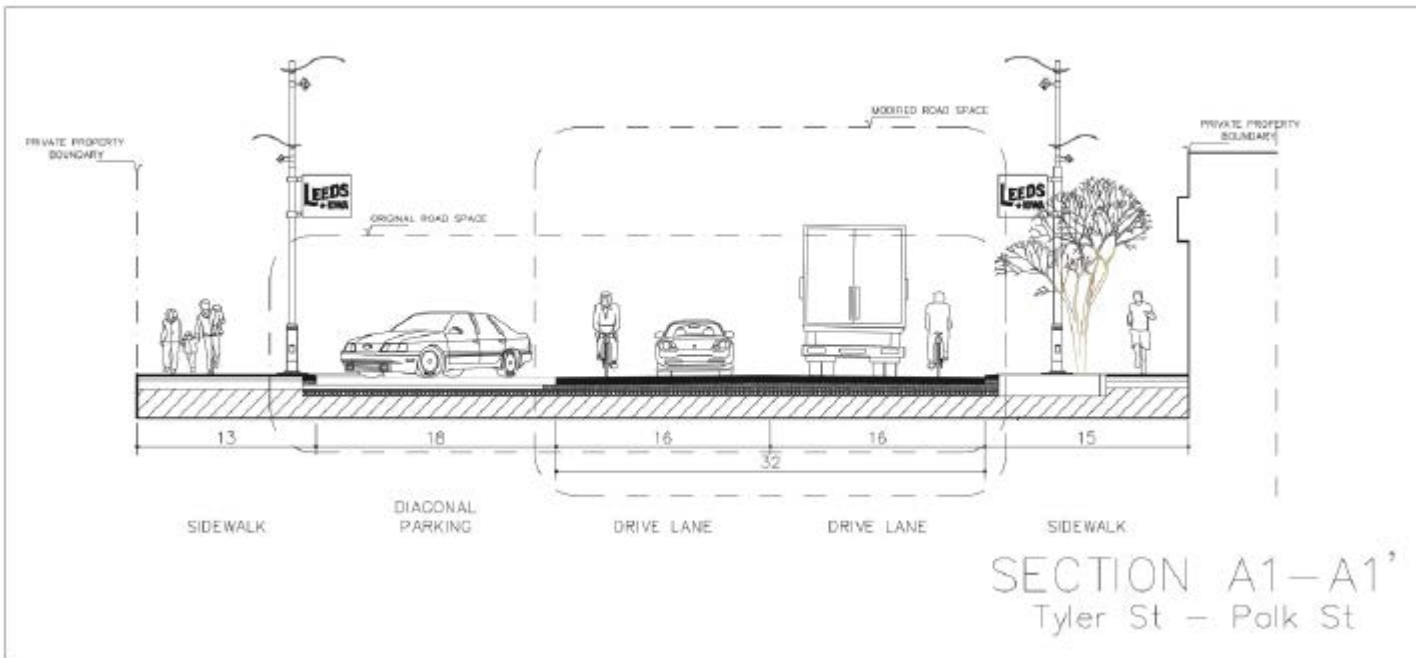
- Update the park
- Same as housing focus
- Connect up existing bike trail to main business area in Leeds
- Linking Leeds to Sioux City via bike and hiking trails
- Refurbishment of city parking with upgrades both to access the bike/hiking trail
- Trail head signage directed to Leeds and Leeds area businesses
- Better lighting
- Opportunities to attract families
- Connect existing trails
- Community center is needed
- Bathroom in current park is needed
- Tie the bike trail into other areas
- Community center – paid for in full by a grant
- Bike trails with signage and lighting
- Historical markers with signage
- Bike trail
- Leeds park (new equipment)
- Community center
- Community center, there is no place for the community to come together
- Community center
- Trailhead
- New sidewalks
- Community center
- Bike trails into Leeds on Jefferson street

## Recreation Focus – Dislikes

- City won't take care of them, will need Leeds to take care of them
- Size of street
- Street not wide enough?
- Street width potential obstacle
- Too much emphasis on green space
- How to tie it all together
- Community center – investigate
- Too much signage
- Railroad limitations
- Incomplete trails
- School traffic
- Trails to where?
- Railroad tracks (safety)
- Lighting
- Traffic lights
- Who does the upkeep?
- Where is the space coming from?
- Same as housing focus
- No dislikes
- Railroad issues
- Safety issues
- Traffic
- History may be damaged if we lose areas; needs to remain
- Where would we put a community center?
- Bike paths – too busy on the boulevard
- No room (bike trail)

- No bike lanes

ADDITIONAL APPENDICES



# Leeds/Floyd Boulevard Corridor Study

## 01 Introduction



### Change of the Team

- Provide neighborhood stability
- Create a planning enterprise
- Simplified client/agency
- Development of an active transportation corridor that facilitates pedestrians, bicyclists, and vehicles.

### Study Area



Illustrative Solutions



## 02 Recommendation

### Traffic and Safety



- Implementation of traffic calming measures to
- Clearly marked single lanes with turning lanes.
- Addition of single parking
- Expand from 38 to 52 on street spaces
- Safe-roads to improve walkability
- Trail connectivity
- Use of 15-foot sidewalks for pedestrians and bike users

### Visual Appeal



- Elements consistent with designated historical site
- Implementation of signage
- Wayfinding
- Gateway
- Orientation
- Historical markers
- Business and street scene elements

### Land Use - Business Focus



- Building facade improvement program
- Marketing Leeds area to visitors
- Marketing Leeds for potential business development
- Pursuit of Main Street designation; adoption of Main Street principles

## 03 Implementation Plan

- Phase 1
- Review of the Physical Environment (Years 1-2)
  - Trail Development
  - Improvements to Pedestrian Network
  - Parking Reconfiguration
  - Parking Changes
  - Street Reconfiguration
  - Sidewalk Changes

- Phase 2
- Historic Enhancements (Years 1-2)
  - Streetscape Alterations, Lighting, Historical Markings
  - Wayfinding, Street Park, Signage, Way Finding
  - Historic and Signage
  - Public Improvements Plan
  - Building Facade Improvements

- Phase 3
- Marketing the Area (Years 3-5)
  - Promote 15 Building Commercial Space
  - Business Marketing Plan for Existing enterprises
  - Professional Activities
  - Construction of First Block

- Phase 4
- Ongoing Program/Project evaluation (Years 6 - beyond)
  - Evaluation and Programmatic adjustments
  - Review Funding Options





A view of the Leeds/Floyd Boulevard commercial center after the proposed design has been implemented

PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
\* IOWA CORRIDOR STUDY

Note:



Proposed diagonal parking  
(Refer to Page 116)

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





A view of Leeds with updates  
(Refer to page 131)

PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
\* IOWA CORRIDOR STUDY

Note:





Example of Facade Improvements  
(Refer to Page 128)

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





Image showing proposed bulb outs and diagonal parking  
(Refer to Page 114)

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





Enhanced walkability along the corridor

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD * IOWA CORRIDOR STUDY
Note:





Enhanced walkability along the corridor

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





Proposed pocket park  
(Refer to page 122)

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



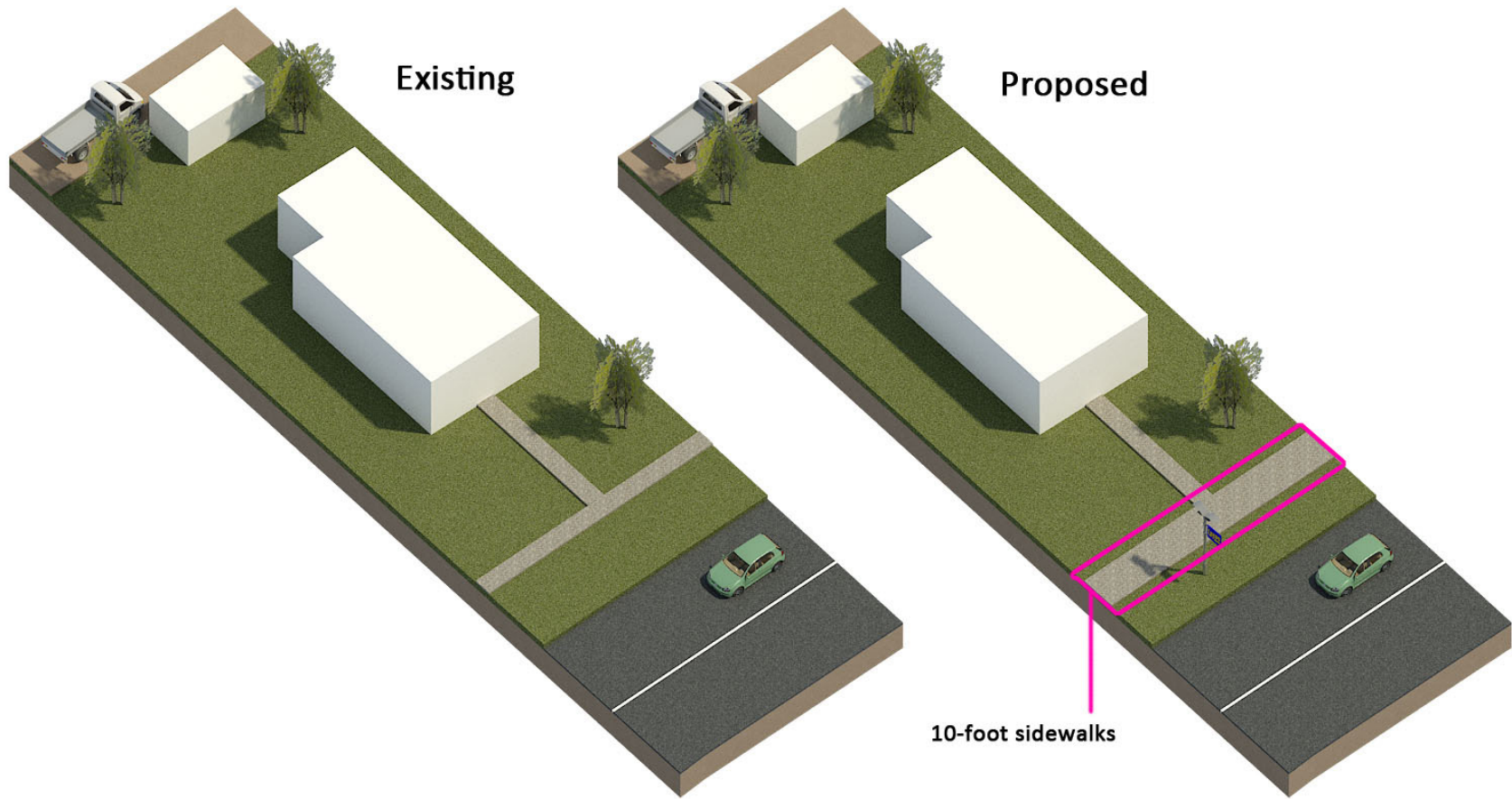


Proposed pocket park

PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
★ IOWA CORRIDOR STUDY

Note:

Existing

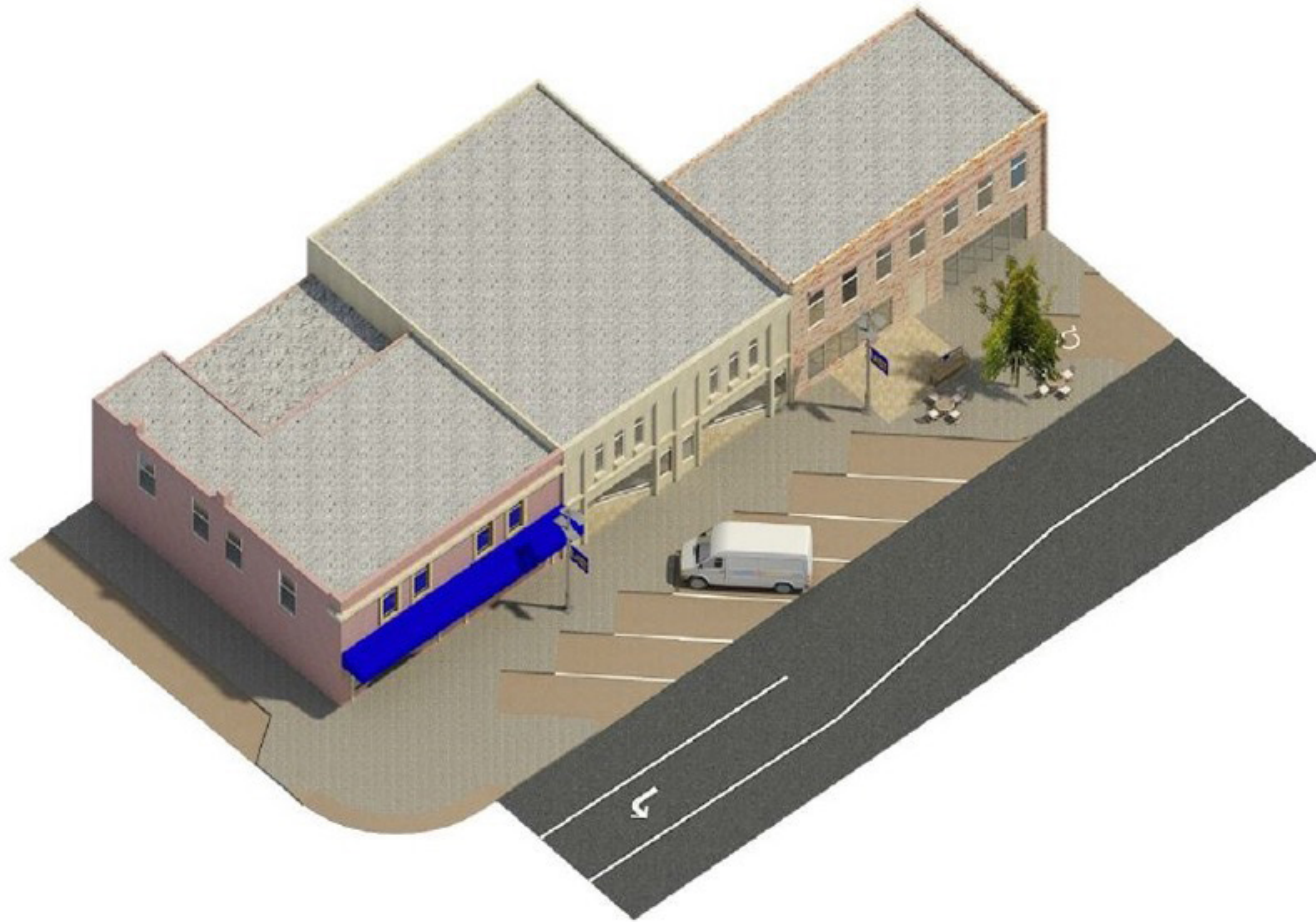
Proposed

10-foot sidewalks

Proposed 10-foot sidewalks along the corridor

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





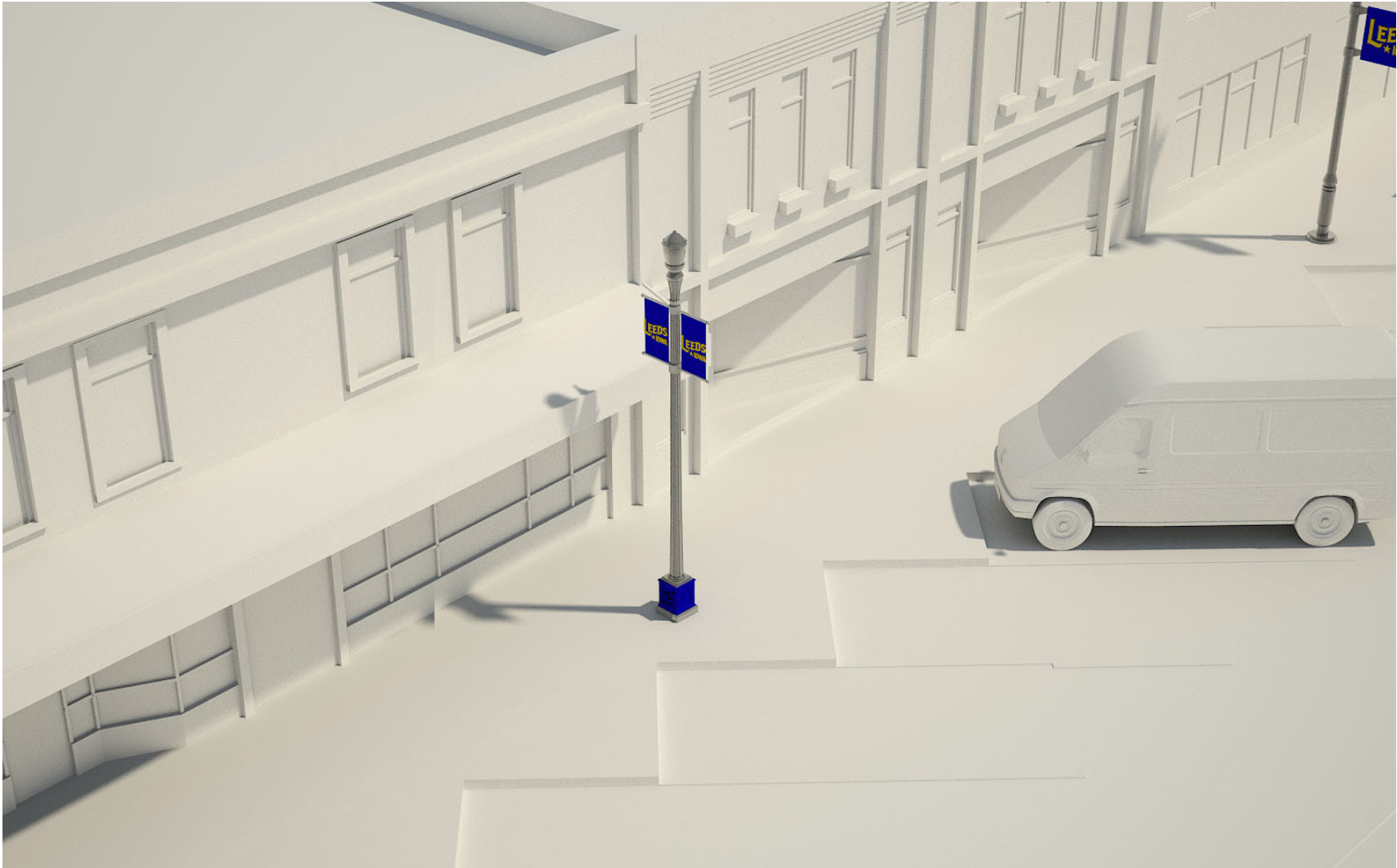
Axonometric view of diagonal parking and bulb outs

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



Proposed lighting structure with modern character

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD * IOWA CORRIDOR STUDY
Note:



Proposed lighting structure with historic character

PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
★ IOWA CORRIDOR STUDY

Note:

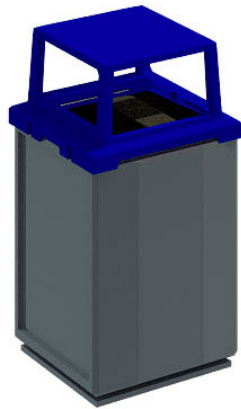



Comparison between lighting structure with modern character (left) and historic character (right)

PROJECT NAME

**LEEDS \* IOWA** LEEDS/FLOYD BOULEVARD  
CORRIDOR STUDY

Note:

Some urban design elements to accentuate the neighborhood character: blue-colored trash can (left) and bench with Leeds' symbol (right)

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



Entryway signage  
(Refer to page 118)



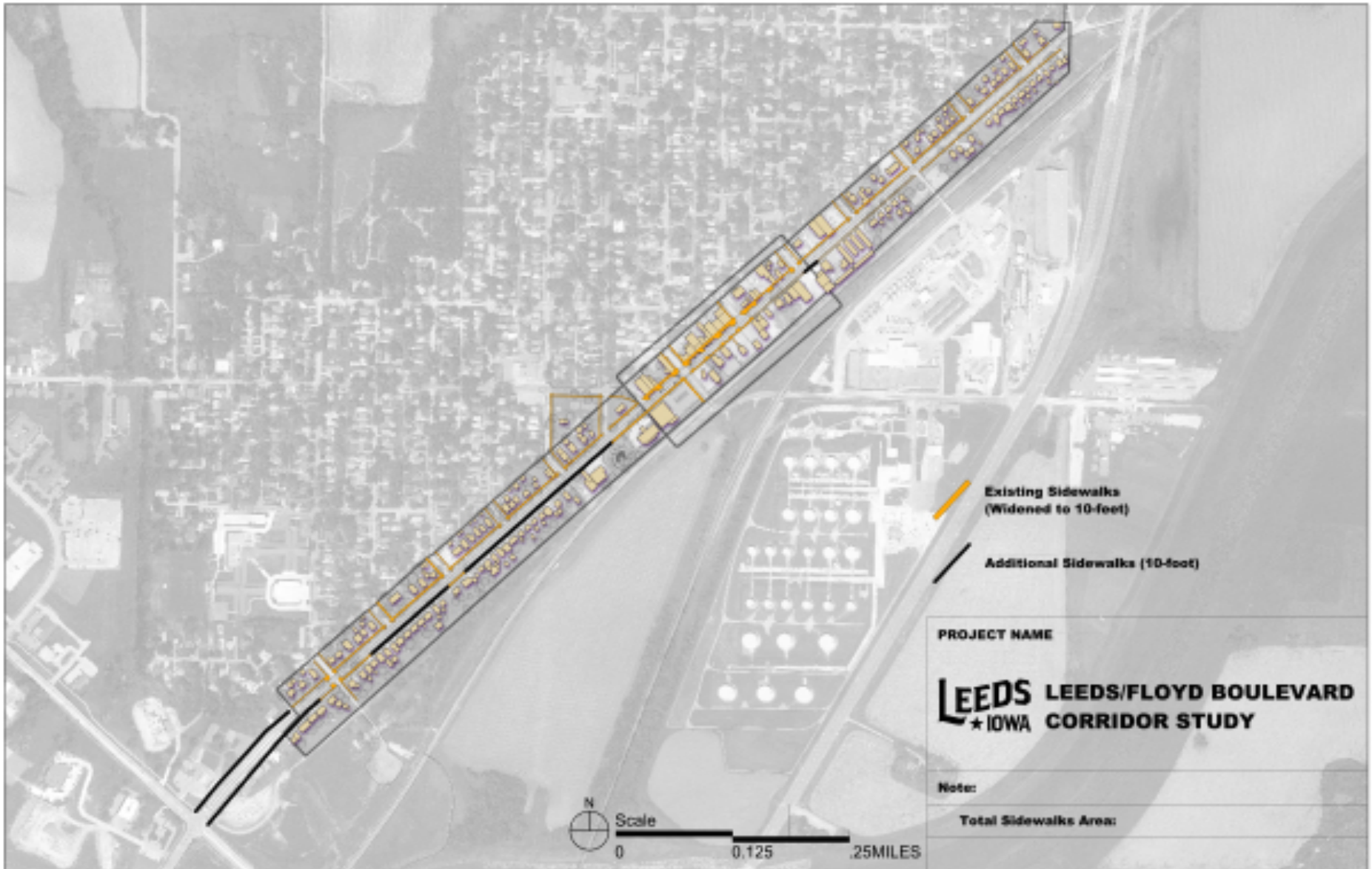
Sample wayfinding  
(Refer to page 119)

PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
★ IOWA CORRIDOR STUDY

Note:



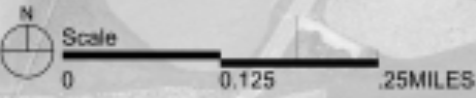




PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
 ★ IOWA CORRIDOR STUDY

Notes:



Sioux City  
 CAP 2010-2019

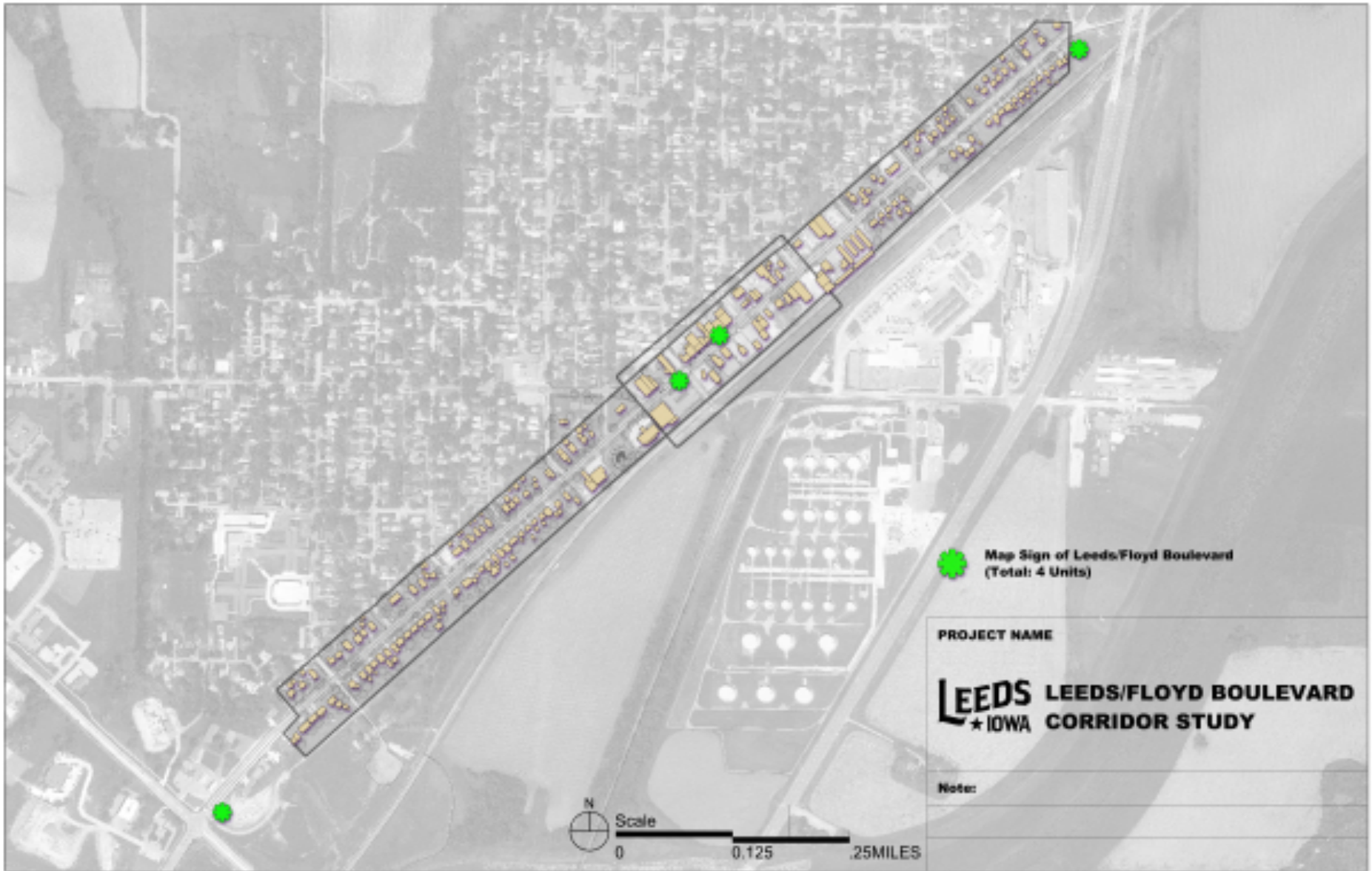
Outer Dr.


Floyd River Trail

Possible Le Mars connection

Trail Routes

Trail Head

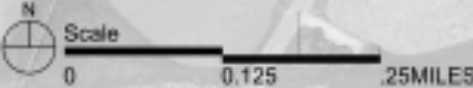


 Map Sign of Leeds/Floyd Boulevard  
(Total: 4 Units)

PROJECT NAME

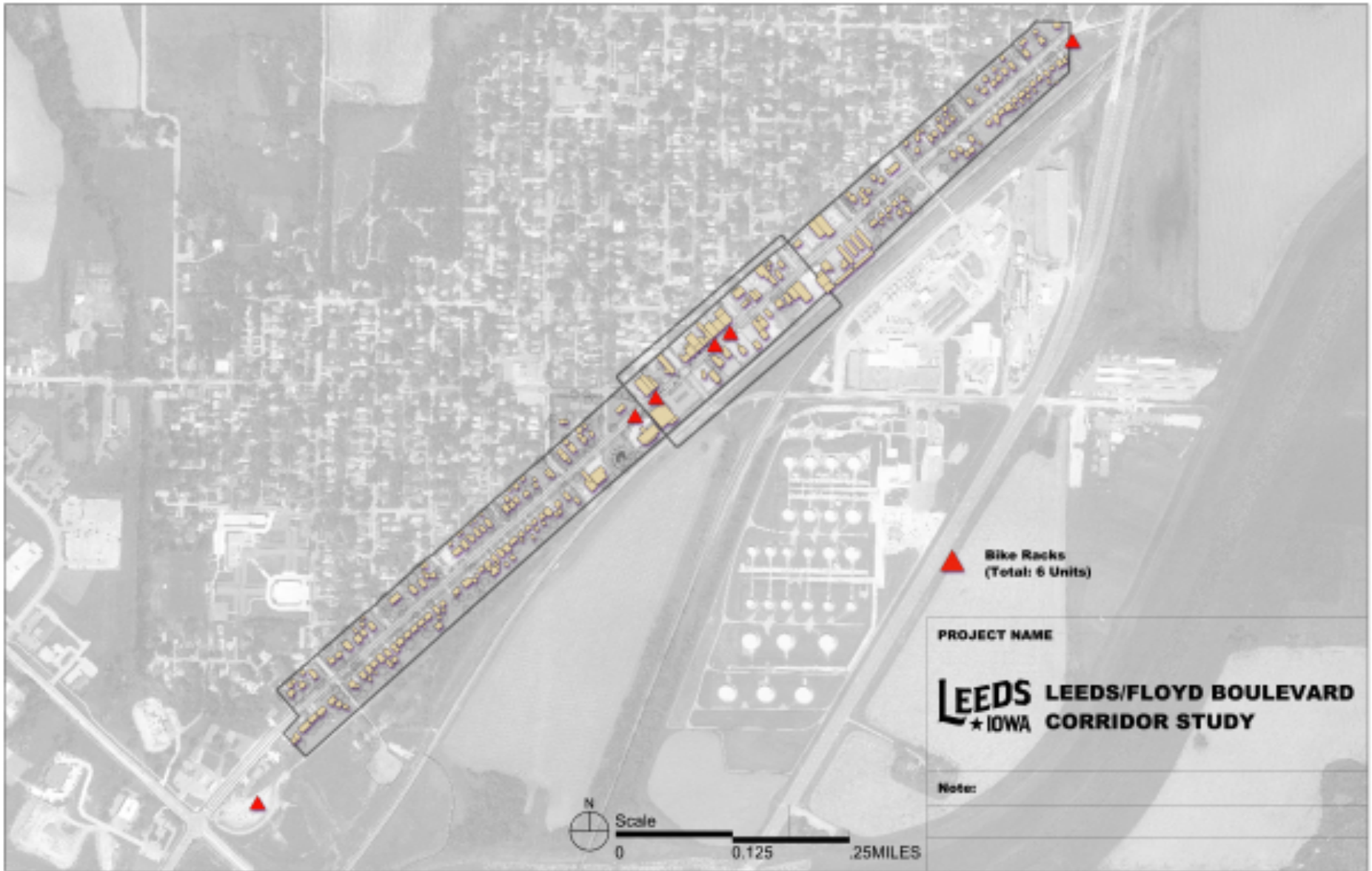
**LEEDS** LEEDS/FLOYD BOULEVARD  
\* IOWA CORRIDOR STUDY

Notes:

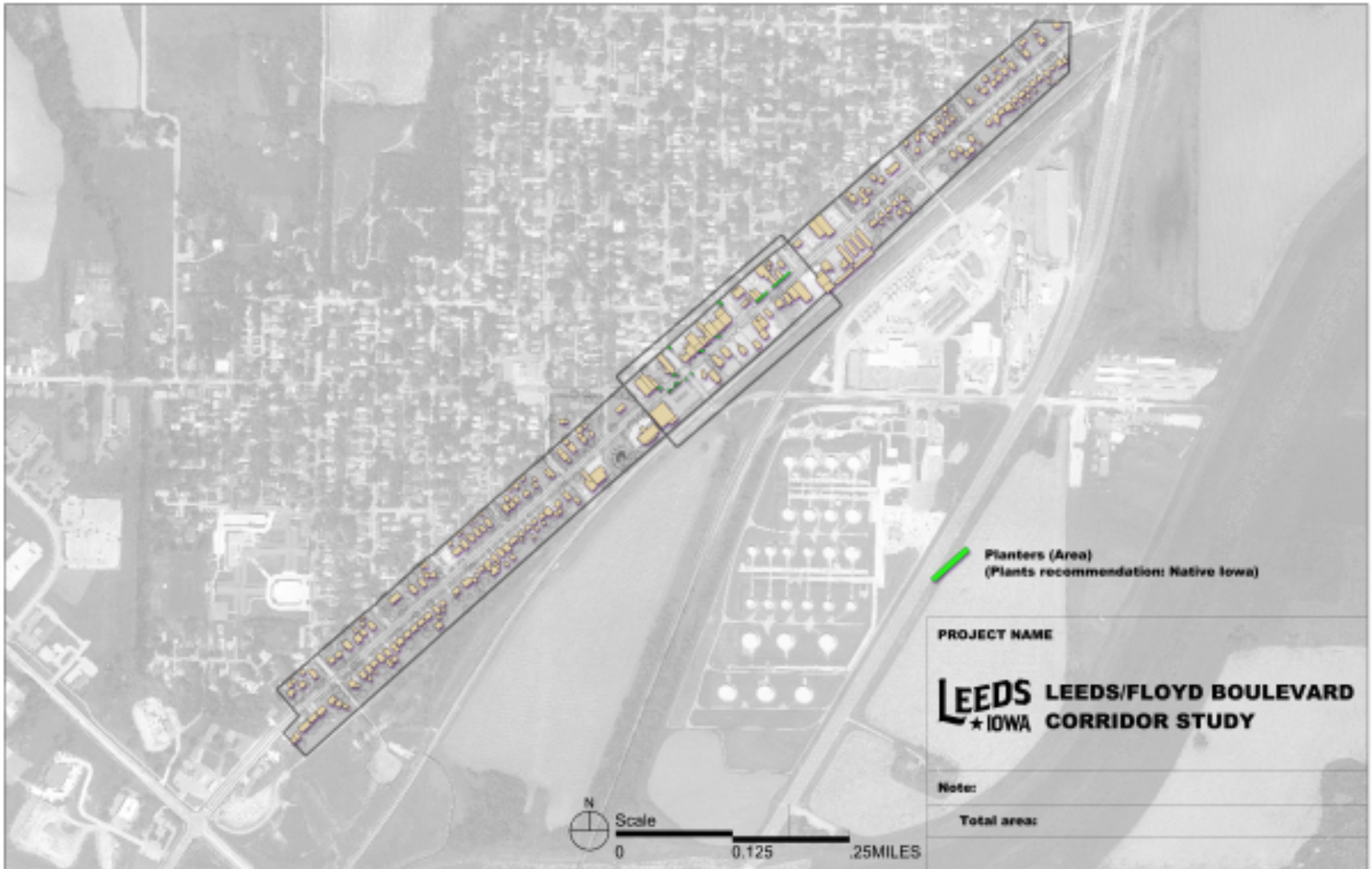










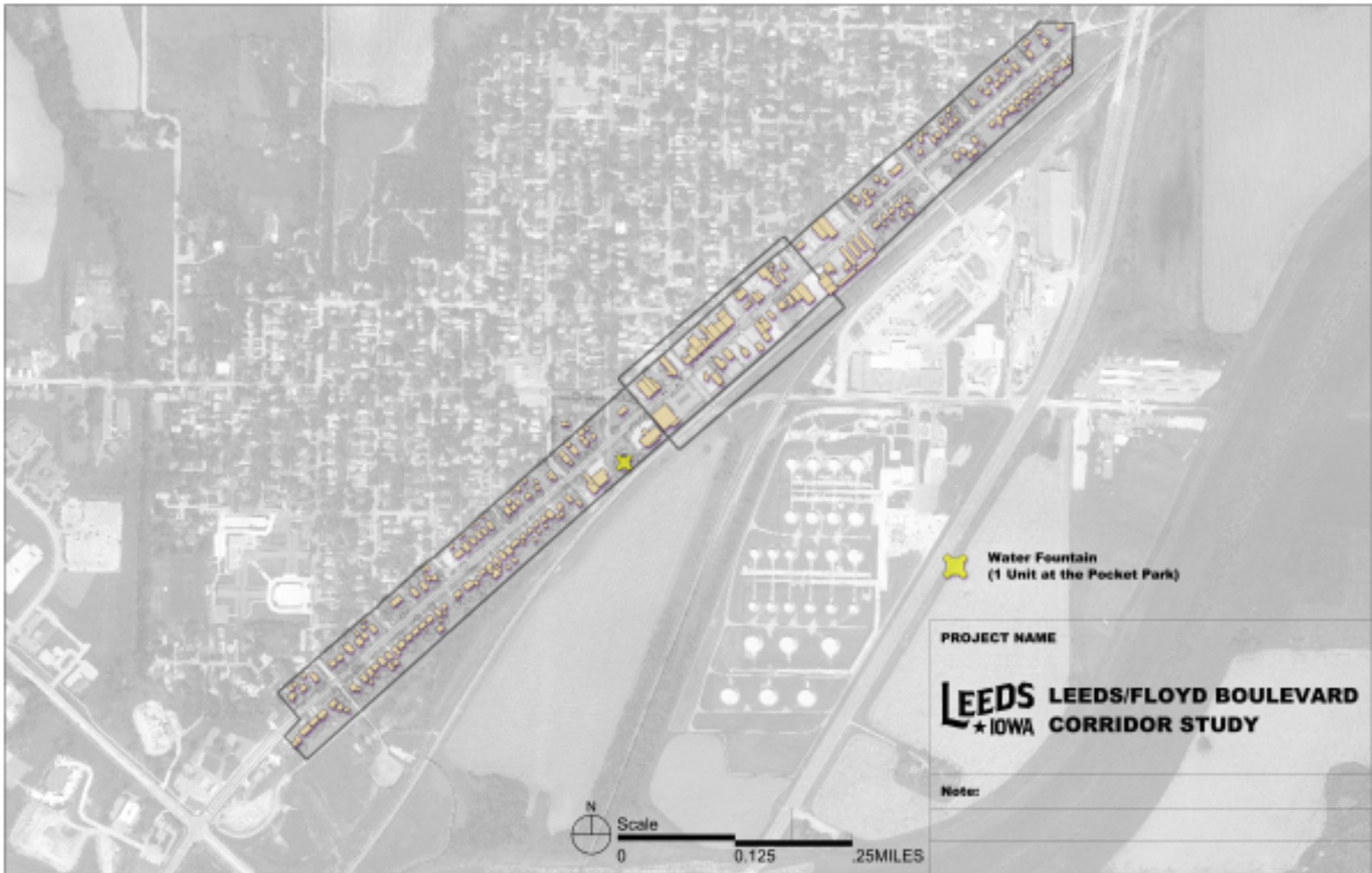











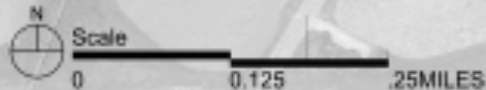


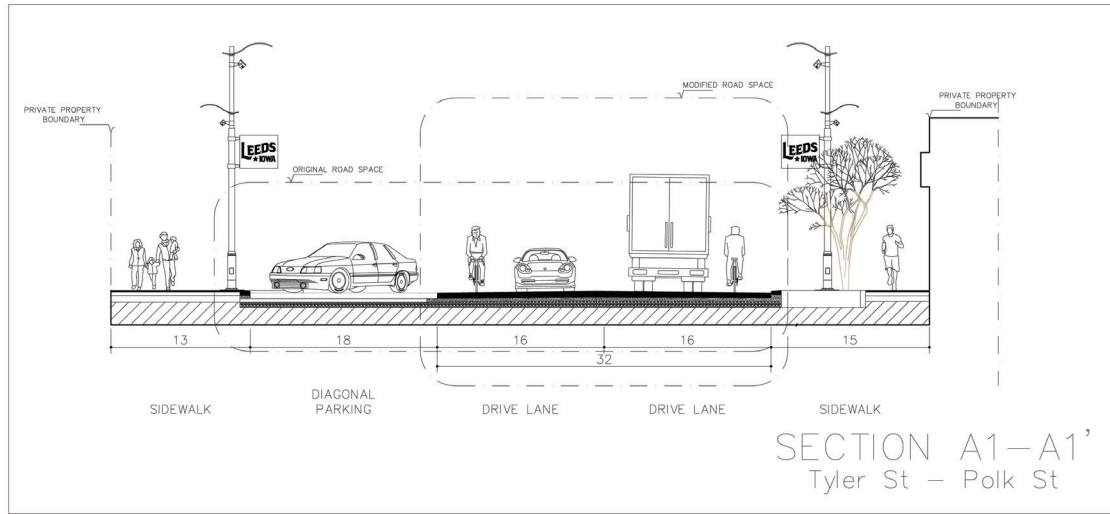
 **Water Fountain**  
(1 Unit at the Pocket Park)

PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
★ IOWA CORRIDOR STUDY

Notes:

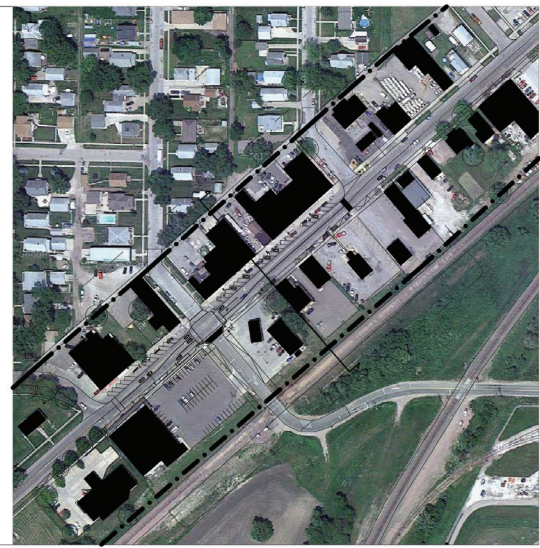
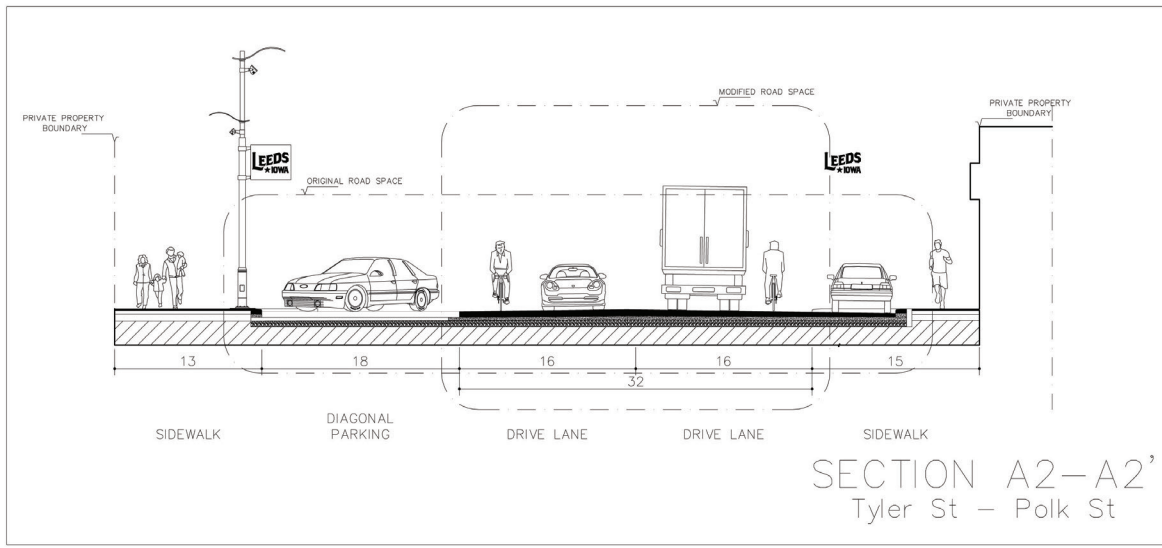




Street section showing the proposed diagonal parking, enhanced walkability, and more efficient use of space

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:

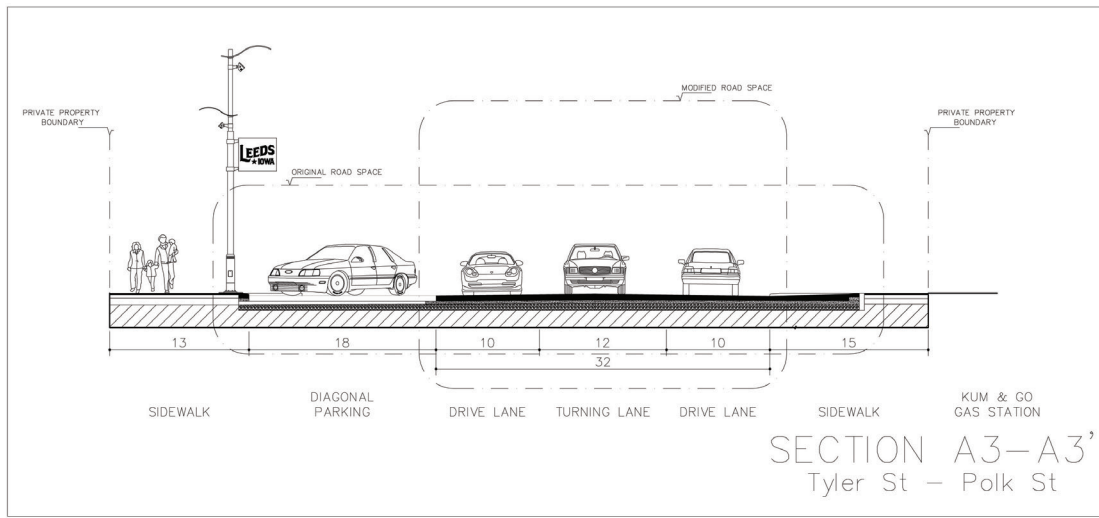




Street section showing the proposed diagonal parking (left) and parallel parking (right), enhanced walkability, and more efficient use of space

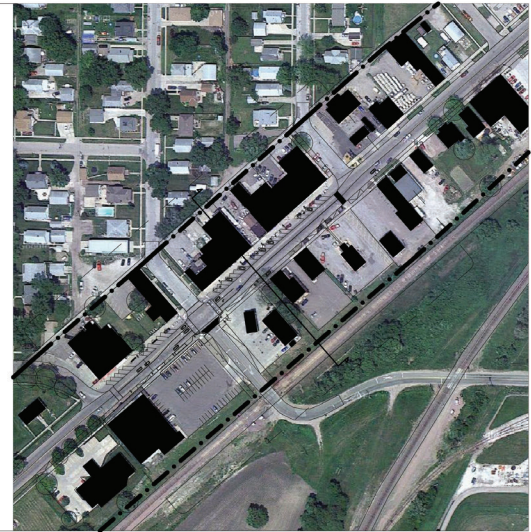
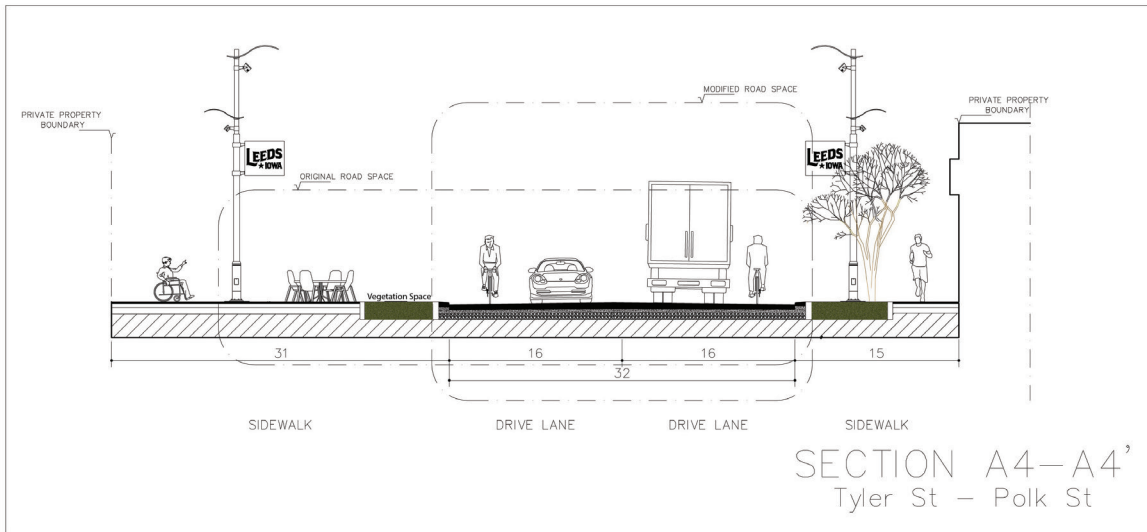
PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





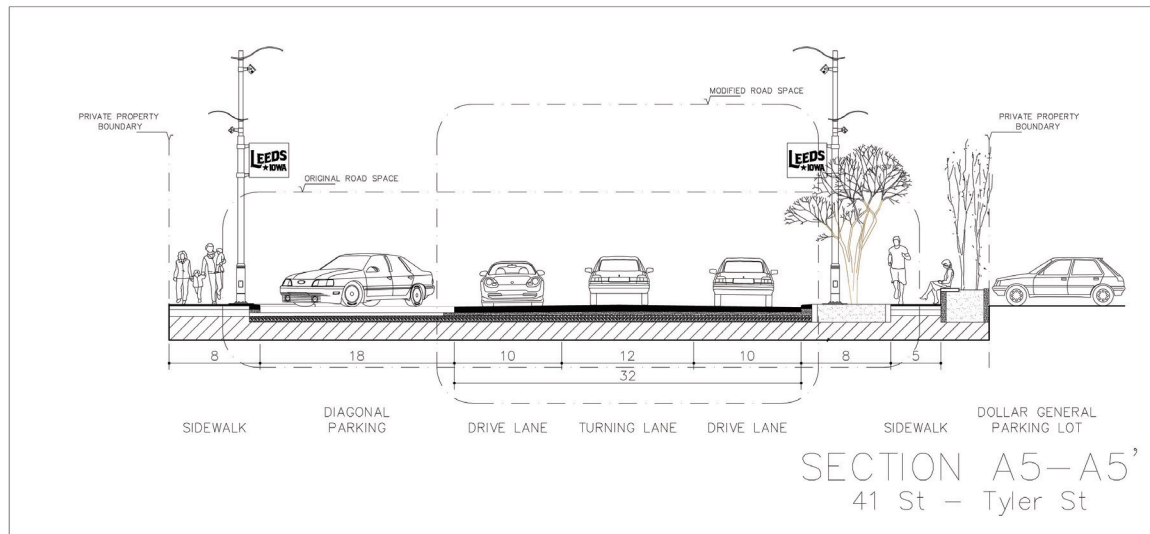
Street section showing the proposed diagonal parking, enhanced walkability, and more efficient use of space

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



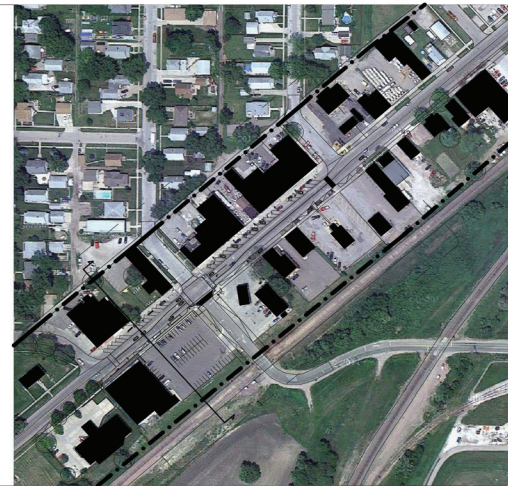
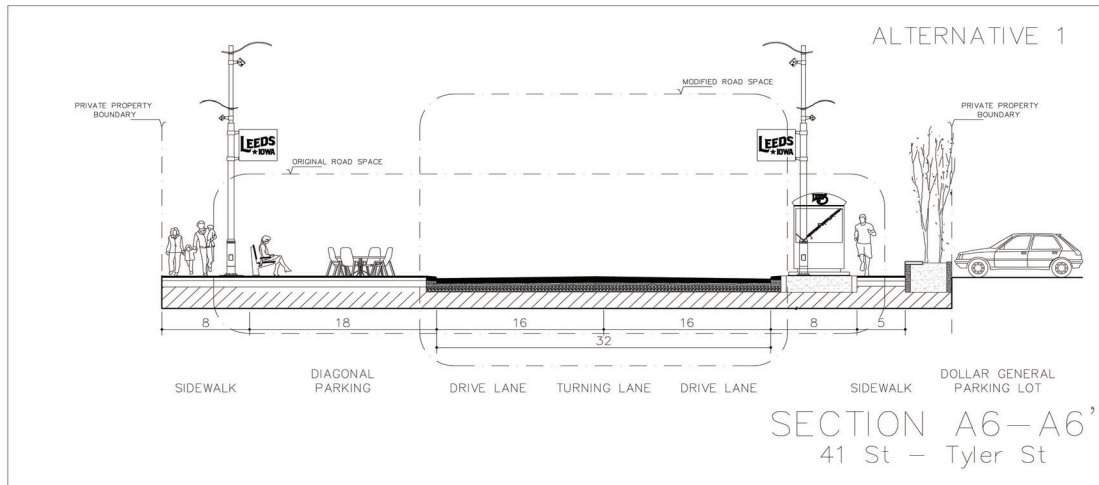
Space created for street cafes (left)

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



Street section showing the proposed diagonal parking, turning-lane, enhanced walkability, and landscape design separator between pedestrian sidewalks and Dollar General parking spaces

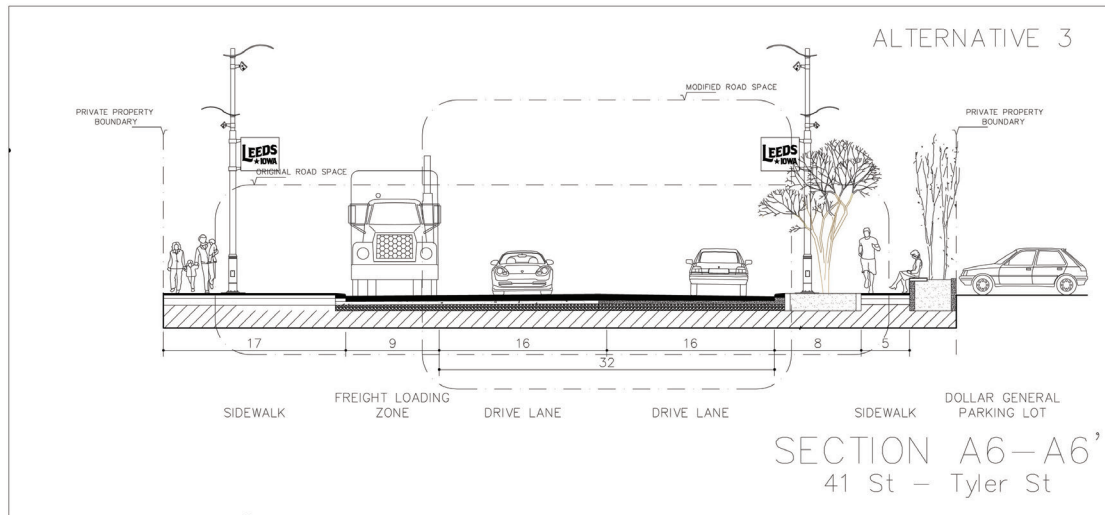
PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



Space created for street cafes (left)  
(Refer to page 123)

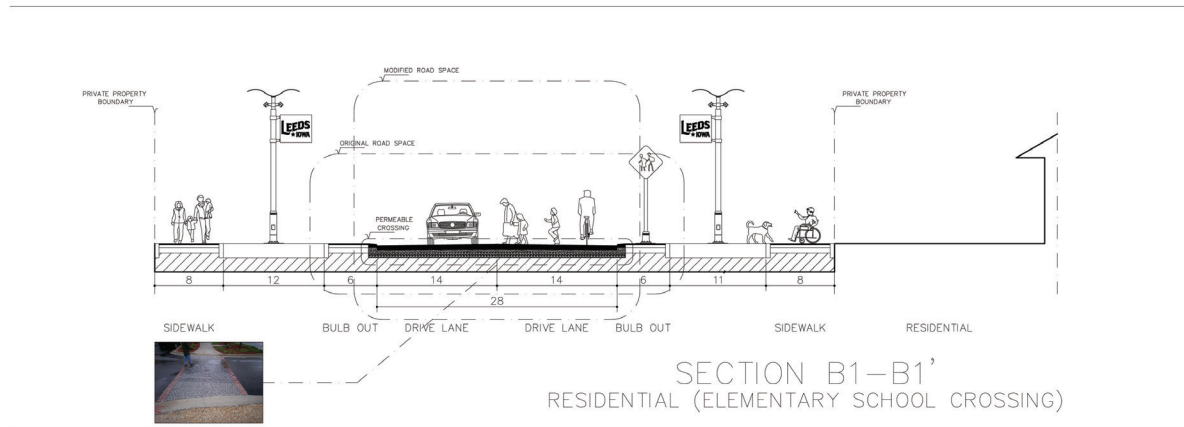
PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





Street section showing more efficient use of space while keeping its function to accommodate freight

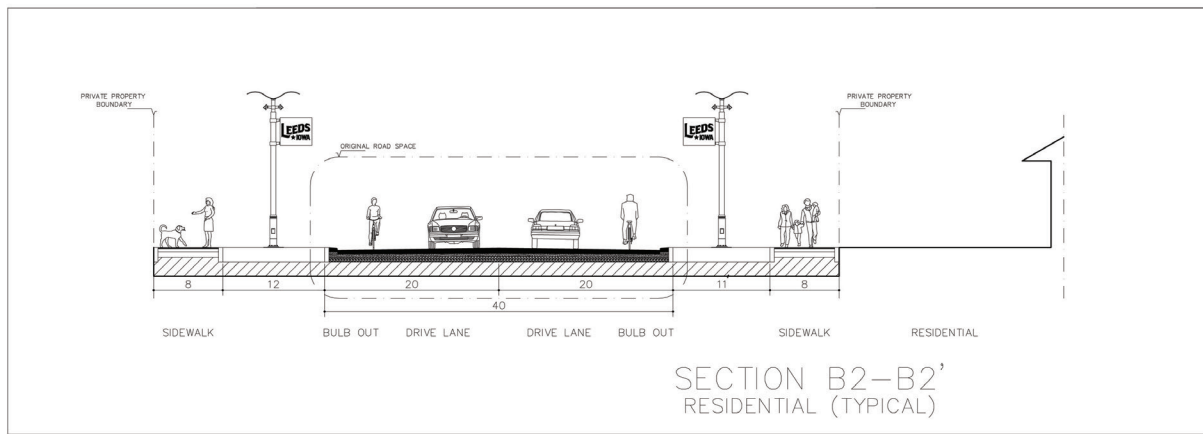
PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



Proposed bulb-outs at the intersection near Leeds Elementary School in order to provide safer environment for the kids

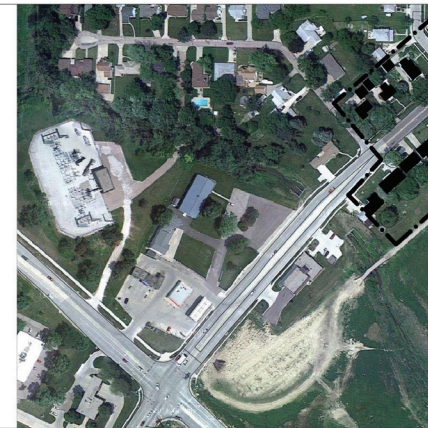
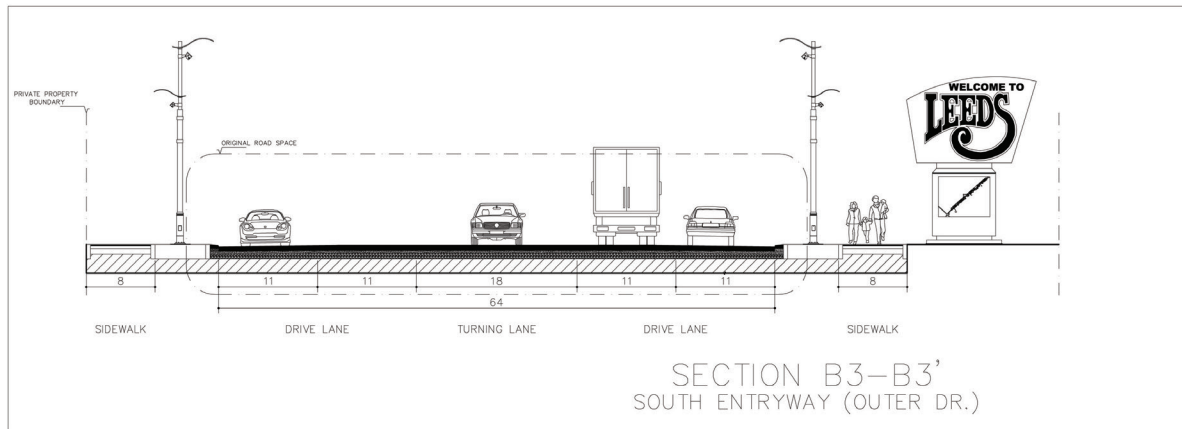
PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





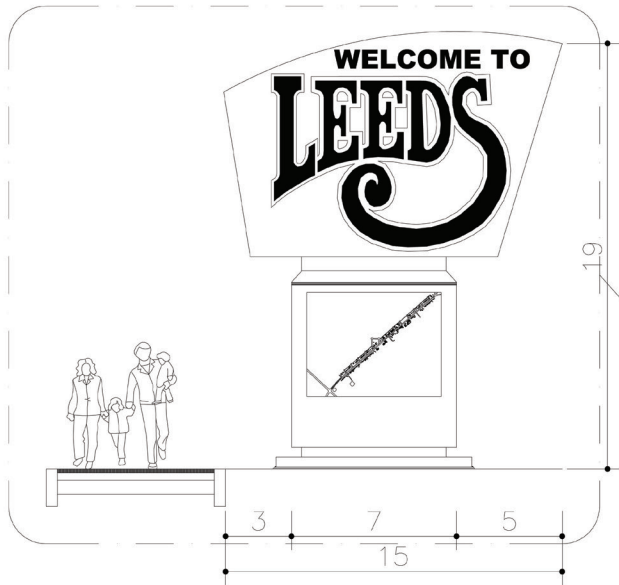
Enhanced walkability with 10-foot sidewalks along the residential parts of the corridor

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



Entryway signage at the south part of the study area

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:



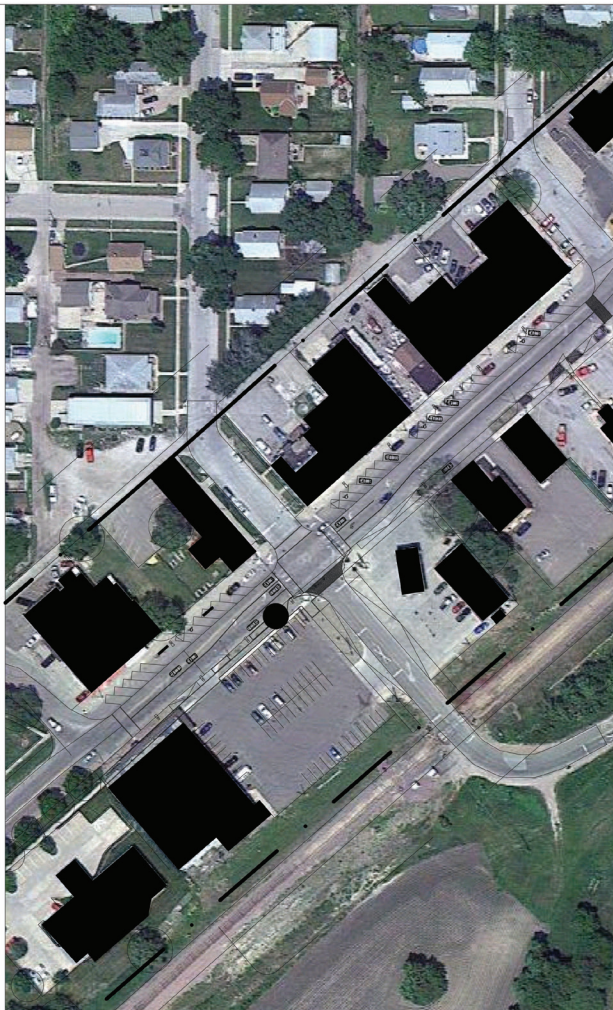
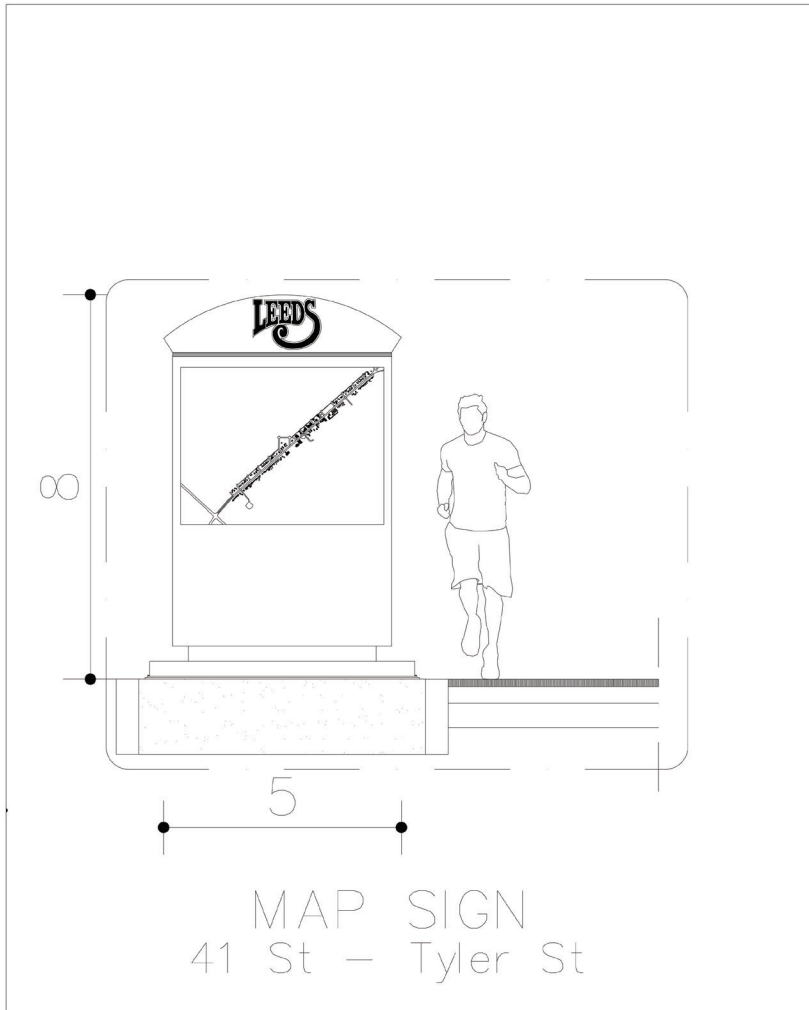
ENTRYWAY SIGNAGE  
Outer Dr.



PROJECT NAME

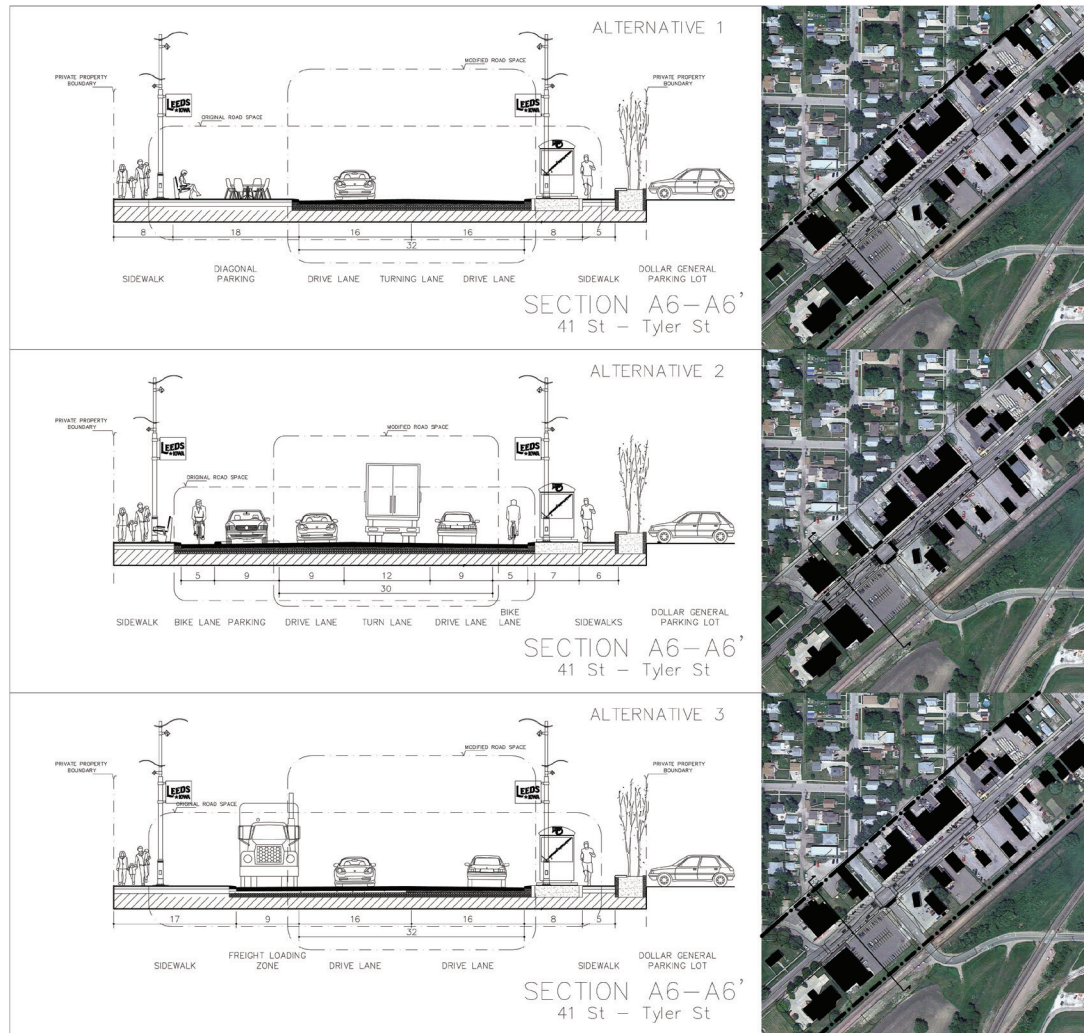
**LEEDS** LEEDS/FLOYD BOULEVARD  
★ IOWA CORRIDOR STUDY

Note:

PROJECT NAME
<b>LEEDS</b> LEEDS/FLOYD BOULEVARD ★ IOWA CORRIDOR STUDY
Note:





Design process showing the alternatives of corridor design, from top to bottom: 1) Selected design with emphasis on enhanced walkability and variety of uses, i.e. street cafes; 2) Rejected design showing corridor design emphasis on providing bike lane; 3) Rejected design that favor freight parking instead of enhanced walkability and variety of uses.

PROJECT NAME

**LEEDS** LEEDS/FLOYD BOULEVARD  
★ IOWA CORRIDOR STUDY

Note: