1-1-2007

Dubuque Warehouse District Recommendations for Revitalization

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DOI: https://doi.org/10.17077/2hyh-hm9j

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Dubuque Warehouse District
Recommendations for Revitalization

Prepared for the City of Dubuque
Department of Economic Development

Evan Barrett • Anna Lackender • Sushil Nepal • Kyle Smith
Executive Summary

This research project is intended to assist the City of Dubuque in its Warehouse District revitalization efforts. It provides information on other similar successful projects around the country and presents recommendations for the Dubuque Warehouse District based on these case studies.

The recommendations are based on discussions with key contacts involved with other cities’ warehouse district revitalizations, Dubuque Warehouse District property owners, City staff, leaders of local organizations, as well as citizens and other members of the Warehouse District Committee. Phone interviews were conducted with planning staff and local organizations from numerous cities regarding their warehouse district revitalizations. From these interviews, eight cities were highlighted in this report. Concurrently, meetings were held with staff at the City of Dubuque, local organization leaders, and members of Dubuque’s Warehouse District Committee to help shape our priority recommendations. The final recommendations include both policy changes as well as physical improvements to Dubuque’s Warehouse District.

Our proposed recommendations include:

- Create a new segment of the trail system through the Dubuque Warehouse District
- Initially, relax parking standards within the Warehouse District, then consider a shared parking concept
- Perform streetscape improvements early in the redevelopment process
- Designate the Warehouse District as a Planned Unit Development (PUD) area after the Master Plan for the area is completed
- Encourage developers to create affordable rate rental units or a mix of rentals
- Explore unique land use ideas
- Officially designate the area as a special Warehouse District
- Consider options for relocation of businesses still operating in the Warehouse District
- Designate a specific organization or public-private partnership to guide the Warehouse District redevelopment
Acknowledgements

We would like to thank everyone who helped us bring this research project from a broad idea to a professional planning document that can assist the City of Dubuque in revitalizing its Warehouse District. We are grateful for direction provided by Heather MacDonald—without her guidance, knowledge, and experience this project would have not come together. We also appreciate the support from our client at the City of Dubuque Department of Economic Development, Aaron DeJong, for providing us with such an interesting project to work on. Also, we would like to thank the property owners in the Warehouse District, who by talking with us helped us to better understand the area, its history, and potential. We also want to thank the members of the Warehouse District Committee, especially Tim McNamara, Laura Carstens, and Katie Bahl, for all of their efforts to answer our information requests. We have enjoyed working with all of you—this project would not have been possible without your valuable time and input.

Finally, and most importantly, we would like to thank those key individuals from other cities who spent countless hours talking with us on the phone and over email, and for providing us with the information that made this project possible. These individuals include: Nancy O’Keefe, Executive Director, Milwaukee Historic Third Ward; Thomas Starinsky, Executive Director, Historic Warehouse District Development Corporation of Cleveland, Ohio; Robert Keiser, Secretary, City of Cleveland Landmarks Commission; Ken Johnson, Economic Development Director, City of Omaha; Bobby Gray, Director of Economic Development, City of Peoria; Adam Baacke, Deputy Director for Economic and Community Development, City of Lowell; Ann Calvert, Principal Project Coordinator, City of Minneapolis Department of Community Planning and Economic Development; Garth Rockcastle and Thomas Meyer, Principals, Meyer, Sherer, & Rockcastle, Ltd. (MS&R); Allen Bell, Economic Development Director, City of Wichita; and Meena Gyawali, Urban Planner, City of Manchester.
# Table of Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>EXECUTIVE SUMMARY</strong></td>
<td>ii</td>
</tr>
<tr>
<td><strong>ACKNOWLEDGEMENTS</strong></td>
<td>iii</td>
</tr>
<tr>
<td><strong>TABLE OF CONTENTS</strong></td>
<td>iv</td>
</tr>
<tr>
<td><strong>INTRODUCTION</strong></td>
<td>1</td>
</tr>
<tr>
<td>City of Dubuque</td>
<td>2</td>
</tr>
<tr>
<td>Dubuque’s Warehouse District</td>
<td>3</td>
</tr>
<tr>
<td>Economic Analysis of Dubuque County</td>
<td>5</td>
</tr>
<tr>
<td><strong>CASE STUDIES</strong></td>
<td>7</td>
</tr>
<tr>
<td>Milwaukee’s Historic Third Ward</td>
<td>8</td>
</tr>
<tr>
<td>Cleveland’s Historic Warehouse District</td>
<td>10</td>
</tr>
<tr>
<td>Omaha’s Old Market</td>
<td>12</td>
</tr>
<tr>
<td>Peoria’s Warehouse District</td>
<td>14</td>
</tr>
<tr>
<td>Lowell, Massachusetts</td>
<td>16</td>
</tr>
<tr>
<td>The Warehouse District and Mill Quarter of Minneapolis</td>
<td>18</td>
</tr>
<tr>
<td>Wichita’s Old Town</td>
<td>20</td>
</tr>
<tr>
<td>Manchester’s Historic Mill Yard</td>
<td>22</td>
</tr>
<tr>
<td><strong>RECOMMENDATIONS</strong></td>
<td>24</td>
</tr>
<tr>
<td>Warehouse District Public Improvements</td>
<td>25</td>
</tr>
<tr>
<td>Land Use Recommendations</td>
<td>29</td>
</tr>
<tr>
<td>Redevelopment Financing Tools</td>
<td>32</td>
</tr>
<tr>
<td>Special District Designation</td>
<td>35</td>
</tr>
<tr>
<td>Relocation Options</td>
<td>36</td>
</tr>
<tr>
<td>Public-Private Organization and Implementation</td>
<td>37</td>
</tr>
<tr>
<td><strong>APPENDICES</strong></td>
<td>38</td>
</tr>
<tr>
<td>Appendix A: Demographic and Housing Market Profile</td>
<td>39</td>
</tr>
<tr>
<td>Appendix B: Warehouse District Zoning Map</td>
<td>44</td>
</tr>
<tr>
<td>Appendix C: Maps of Surrounding Amenities and Infrastructure</td>
<td>45</td>
</tr>
<tr>
<td>Appendix D: Warehouse District Buildings, Property Owners, Current Uses, &amp; Planned Future Uses</td>
<td>49</td>
</tr>
<tr>
<td>Appendix E: Works cited</td>
<td>51</td>
</tr>
</tbody>
</table>
INTRODUCTION
Introduction: City of Dubuque

Located in northeast Iowa on the Mississippi River, the City of Dubuque is the eighth-largest city in the state. With its metropolitan area, known as Greater Dubuque, spilling into the neighboring states of Wisconsin and Illinois, Dubuque is the region’s main commercial, industrial, educational, and cultural center. The City has historically relied on manufacturing and other heavy industrial enterprises, but over the last few decades it has witnessed fundamental economic and demographic shifts.

DEMOGRAPHIC OVERVIEW
The population of the City of Dubuque has remained constant over the past two decades between 57,000 and 58,000. However, the composition of the population has changed dramatically. The fastest growing age category in Dubuque County is ages 45 to 59.

The percentage of county residents with higher educational attainment has increased considerably since 1990. The number of local residents with a Bachelor’s Degree more than doubled between 1990 and 2005. Substantial increases in the number of residents with high school diplomas, Associate’s Degrees, and graduate or professional degrees have also taken place.

As educational attainment has increased within Dubuque County, so have local incomes. The median household income increased from $27,027 in 1990 to $44,161 in 2005.

HOUSING MARKET OVERVIEW
Greater Dubuque has experienced significant new housing construction and rehabilitation in the last two decades. The number of housing units in Dubuque County has increased from 32,053 in 1990 to 38,105 in 2005. The vast majority of new housing units are owner-occupied.

Most of the new housing units did not replace existing units. However, there has been an increase in housing unit vacancies in the county, from 1,254 in 1990 to 2,542 in 2005. The median housing unit value for the county has increased substantially with new construction and rehabilitation, from $53,400 in 1990 to $117,500 in 2005, with rents almost doubling during this same period.

For a full demographic and housing market profile of Dubuque County and the City of Dubuque, refer to Appendix A. Statistics focus on county level data for a majority of these figures, due to lack of availability of 2005 city-level data.
Dubuque’s Warehouse District

HISTORY AND LOCATION
The 28-building industrial area referred to as the Warehouse District comprises the only intact cluster of large industrial buildings within the City of Dubuque. The Warehouse District is well situated just to the east of the Dubuque Central Business District (CBD) and to the west of the Port of Dubuque, with easy access to rail, water, and US Highway 61.

The major buildings all have load bearing exterior brick walls, the tallest of which stretches skyward five stories. Most feature full basements. All buildings were constructed prior to World War I. Architectural embellishments include pavilions, pilasters, distinctive entry arches, and decorative pediments and parapets.
Several of the Warehouse District streets are still paved with red brick and a functioning rail spur line runs through the heart of the Warehouse District on Jackson Street. Most of the buildings are relatively intact and still retain their large metal awnings protecting the truck and train car loading docks. Dubuque’s Warehouse District has a strong and unique sense of place and time.

The Warehouse District’s location in the heart of downtown Dubuque means that it is in close proximity to local cultural amenities, hotels, and restaurants. Refer to Appendix B for maps showing nearby amenities and infrastructure.
High vacancies, incompatible uses, and decaying infrastructure in the Warehouse District are visible reminders of the radical changes that have taken place in Dubuque’s economy since the mid-twentieth century. The buildings, infrastructure, and urban layout in the Warehouse District were designed for heavy industrial uses and its attendant support service uses. The decline in these sectors of the economy began in the 1950s and 1960s and continues to the present day. Between March 1998 and March 2004, the manufacturing sector in Dubuque County lost 1,911 jobs, representing a 17 percent reduction in employment in this sector. While this sector still plays a major role in the regional economy (9,339 jobs in 2004), its decline is likely to continue as heavy industry seeks to reduce costs by relocating or replacing workers with more capital-intensive production processes.

Despite the decline of heavy industry as Dubuque’s dominant sector, there are very hopeful signs that other sectors of the local economy are experiencing exceptional growth. According to recent study by Moody’s, Greater Dubuque’s job growth rate ranks 22nd among all metropolitan regions in the United States (Moody’s Economy.com, 2006). Table 2 shows the fastest growing economic sectors in Dubuque County. Across the board, these emerging sectors are uniquely suited for location in

### Table 1: Declining Manufacturing Sectors, 1998-2004

<table>
<thead>
<tr>
<th>Manufacturing Sub-Sector</th>
<th>Percent Change in Jobs, 1998-2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foods</td>
<td>-78.4%</td>
</tr>
<tr>
<td>Architectural &amp; Structural Metals</td>
<td>-60.7%</td>
</tr>
<tr>
<td>Machinery</td>
<td>-20.1%</td>
</tr>
</tbody>
</table>

Source: U.S. Census County Business Patterns

### Table 2: Dubuque County’s Fastest Growing Economic Sectors 1998-2004

<table>
<thead>
<tr>
<th>Economic Sector</th>
<th>Percent Growth in Jobs</th>
<th>Total Number of Jobs in 2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance &amp; Insurance</td>
<td>90.8%</td>
<td>2,913</td>
</tr>
<tr>
<td>Transportation &amp; Warehousing</td>
<td>69.6%</td>
<td>1,626</td>
</tr>
<tr>
<td>Real Estate, Rental, &amp; Leasing</td>
<td>45.7%</td>
<td>443</td>
</tr>
<tr>
<td>Accommodation &amp; Food Services</td>
<td>18.4%</td>
<td>4,456</td>
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<tr>
<td>Wholesale Trade</td>
<td>17.2%</td>
<td>2,366</td>
</tr>
<tr>
<td>Construction</td>
<td>17.0%</td>
<td>1,858</td>
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<tr>
<td>Professional, Scientific &amp; Technical Services</td>
<td>16.2%</td>
<td>1,106</td>
</tr>
</tbody>
</table>

Source: U.S. Census County Business Patterns

### Table 3: Sub-sectors with high growth rates, 1998-2004

<table>
<thead>
<tr>
<th>Sub-Sector</th>
<th>Percent Growth in Jobs</th>
<th>Total Number of Jobs in 2004</th>
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<tbody>
<tr>
<td>Insurance Carriers</td>
<td>232.7%</td>
<td>1,106</td>
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<tr>
<td>Financial Investment Firms</td>
<td>130.0%</td>
<td>161</td>
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<tr>
<td>Truck Transportation</td>
<td>48.1%</td>
<td>1,034</td>
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<tr>
<td>Couriers</td>
<td>105.5%</td>
<td>150</td>
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<tr>
<td>Warehousing &amp; Storage</td>
<td>2520.0%</td>
<td>262</td>
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<tr>
<td>Real Estate Lessors</td>
<td>27.4%</td>
<td>172</td>
</tr>
<tr>
<td>Real Estate Agents &amp; Brokers</td>
<td>51.5%</td>
<td>50</td>
</tr>
<tr>
<td>Hotels</td>
<td>32.2%</td>
<td>681</td>
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<tr>
<td>Full-Service Restaurants</td>
<td>32.4%</td>
<td>1,922</td>
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<tr>
<td>Durable Goods Wholesaling</td>
<td>13.3%</td>
<td>1,476</td>
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<tr>
<td>Non-Durable Goods Wholesaling</td>
<td>13.8%</td>
<td>815</td>
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<tr>
<td>Non-Residential Construction</td>
<td>17.6%</td>
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<tr>
<td>Specialty Trade Contractors</td>
<td>17.2%</td>
<td>1,156</td>
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<tr>
<td>Accounting Services</td>
<td>35.9%</td>
<td>394</td>
</tr>
<tr>
<td>Architectural &amp; Engineering Services</td>
<td>80.2%</td>
<td>164</td>
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</tbody>
</table>

Source: U.S. Census County Business Patterns
rehabilitated buildings of the Warehouse District. This is particularly true of office-based sectors like insurance carriers, financial investment firms, real estate agents, accounting services firms, and architectural and engineering service firms.

Other commercial uses like hotels and restaurants may also be well-suited for Warehouse District locations and complement potential residential rehabilitation projects. A large part of the growth in these local sectors demonstrates Dubuque’s rising profile as a tourist destination. New and existing firms in these sectors would be ideal tenants for redevelopment projects in the District.
CASE STUDIES

At the City of Dubuque’s request, the following warehouse districts were selected as case studies for this project. The warehouse districts are highlighted because of their respective successes, similarities to Dubuque, innovative uses, and much more. Key contacts with these projects were interviewed and materials such as master plans and planning documents were reviewed. Each of these case studies gives a brief background of the warehouse district, provides details about important aspects to the revitalization, and also identifies lessons for Dubuque’s Warehouse District revitalization.
Milwaukee’s Historic Third Ward

BACKGROUND
Milwaukee’s Historic Third Ward is a former industrial/warehouse district that includes 70 buildings spread over ten square blocks. The district is bound by an interstate, the Milwaukee River, and Lake Michigan. In 1984, this area was added to the National Register of Historic Places. With this designation came economic development and a revitalization of the area.

LAND USES
Today, the Historic Third Ward is a mixed-use district that is home to more than 450 businesses. It is a hub for artistic activity, with the highest concentration of art galleries and antique stores in the city. It is home to the Milwaukee Institute of Arts and Design (MIAD), as well as numerous theatres. There are approximately 1,100 residential units within the Historic Third Ward, with many more planned to be built. The Third Ward is also home to more than 150 MIAD students.

Within the Historic Third Ward, the Milwaukee Public Market recently opened. This indoor market features 20 specialty food vendors and expands the availability of gourmet, specialty, and organic foods vendors in the area. The Milwaukee Public Market builds off of the history of the area that native Wisconsinites associate with fresh food.

ORGANIZATION
The Historic Third Ward has a number of organizations that work closely together to promote its economic development. These organizations include:

- Business Improvement District No. 2 (BID) (in Iowa, this is a SSMID), a state statute-enabled entity treated as an extension of the City that provides strategic direction and financing for projects in the area. The BID is made up of a nine member board, appointed by the Mayor, and provides financing through funding from the City and assessments that it has the power to levy on business property. The BID was created in 1987.

- Historic Third Ward Association (HTWA), a private nonprofit that provides the creative energy and drive to implement the district’s goals and objectives. The HTWA is financed through the BID, City, and membership support. The HTWA was created in 1976.

- Architectural Review Board (ARB), a City created entity that is responsible for establishing appropriate development standards for renovations and new construction. The ARB issues certificates of appropriateness, based on City Council approval.

FINANCING
Milwaukee created two tax increment districts (TIDs) within its Historic Third Ward area to finance streetscape improvements, a
500-car parking structure, and the extension of the Milwaukee River Riverwalk into the Ward. From these funds, a $3.4 million streetscapes project (1992) created Catalano Square, two parks, 285 pedestrian light poles, two identifying arches ($70,000 each), and much more. The district’s first parking structure was completed in 1994 at a cost of $5.5 million. In 2000, the second parking structure was completed for a cost of $5.8 million. To date, there has been about $20 million in public investment, with a further $10.5 million currently in progress.

The public investments made through Milwaukee’s TIDs have, in turn, generated more than $205 million in private investment. In the last 20 years, property values in the Historic Third Ward have climbed from $1 to $40 per square foot for unimproved buildings and rental rates for commercial space have gone from $1.50 to as high as $20 per square foot. Overall, the assessed value of property in the Ward has gone from $40 to $282 million.

**Lessons for Dubuque’s Warehouse District**

- While the redevelopment of Milwaukee’s Historic Third Ward has been a success, much still remains to be done. The sixty-block area of the district is currently only two-thirds developed. With these details in mind, it is clear that time expectations for any redevelopment project such as this one need to be realistic and any financing needs to take into account a lag of ten years or more.

- The variety of uses that Milwaukee’s Historic Third Ward encompasses is innovative—like many of the warehouse district revitalizations across the country, Milwaukee had embraced culture and the arts in the district. However, Milwaukee has also built on its past to include the Public Market as a centerpiece of the redevelopment. This market builds off of the old Commission Row food vendors’ history and brings back to life the idea of the neighborhood as a place to buy quality fresh foods. This creative use makes it an exciting place to be. Dubuque has already started looking at varying options for its Warehouse District that tie the past and present together. However, additional innovative ideas for land uses within the district, such as potentially incorporating some of the community college campuses into the buildings, should be considered; this could be through the housing of students or classroom space.

- Access to other parts of the community is important for the vitality of Milwaukee’s Historic Third Ward. When a bridge that connected the somewhat isolated district to other, more vibrant parts of the community was destroyed, leaders saw this as a major loss for the area. For it to be successful, the Dubuque Warehouse District must be easily accessible from various parts of the community, including those with high volume traffic, such as the Port of Dubuque district.
Cleveland’s Historic Warehouse District

BACKGROUND
Located between the Cuyahoga River port area locally known as “The Flats” and the modern-day financial district of downtown Cleveland, the City’s warehouse district developed in the mid-nineteenth century as its first neighborhood and commercial center. At its peak in the early twentieth century, the district housed numerous thriving industries, including wholesale grocers, dry goods merchants, garment manufacturers, and hardware distributors. Like many other industrial cities, suburbanization and deindustrialization in the mid-twentieth century caused firms to leave the city. They left behind abandoned buildings no longer suited to the new downtown economic climate.

ORGANIZATION
The Historic Warehouse District Development Corporation (HWDDC) was formed in 1980 as a neighborhood organization by local business interests, architects, and residents to coordinate and stimulate redevelopment in the District. It assumes design review functions for all building permits in the District and provides public space and green space. HWDDC also assists developers in identifying potential redevelopment opportunities, helps them make full use of available historic rehabilitation financing tools, and drafts planning documents related to the District for adoption by City commissions. The organization is funded primarily by the donations of its members and portions of the City’s community development block grant (CDBG) funds.

REDEVELOPMENT HISTORY
The flagship redevelopment project in Cleveland’s Warehouse District occurred during the mid-1980s. The Bradley Building was rehabilitated by grassroots organizers of the HWDDC as a mixed-use complex, a concept which was relatively innovative at the time. Many of the participants were local artists who had been using some of the warehouse space for studios and residences; today the building hosts loft apartments, restaurants, and a theater. The momentum for redevelopment did not pick up until the mid-1990s, but as of today every existing building in the District has been renovated and its first new construction project is in the early stages.

FINANCING
The main financing tool used in the District is the traditional state and federal historic tax credits. Ohio’s state historic tax credit program is more extensive than in most states. The most recent state legislation allows for a 25% tax credit on “qualified rehabilitation expenditures” up to $250,000. Only 20 projects qualify statewide every year. HWDDC has also adopted an innovative approach to financing which utilizes historic conservation easements. Property owners can donate façade easements to the HWDDC as a charitable contribution and deduct the amount of the easement from their federal income taxes. Easements can also be created and donated for development rights related to the permitted height of buildings. For example, if a historic 6-story warehouse is located in a zone that allows 12-story buildings, the donation of the easement not

Redevelopment Event Timeline
- 1980: Historic Warehouse District Development Corporation (HWDDC) formed
- 1982: Historic Warehouse District put on National Register
- 1985: District design guidelines adopted
- 1993: HWD Master Plan adopted; revised in 2000 and 2002
- 1997: Tax abatements approved for new residential units
only assures that the building will remain there but the tax savings from the easement can be invested in redevelopment projects.

According to the chairperson of the City Landmarks Commission, property tax abatements for new residential units have also been instrumental in attracting potential residents to apartment and condominium projects. In an effort to encourage downtown living, new residential units constructed through building rehabilitation anywhere in the city are currently eligible for 100% property tax abatement for 10 years.

CURRENT ISSUES
The main obstacle faced by local developers today is real estate speculation on vacant or under-utilized land in the District. Many buildings were demolished in the years prior to the formation of HWDDC, creating vacant lots used primarily for parking. While this made parking management relatively easy during the early days of redevelopment, it has led to grossly inflated asking prices for parcels particularly suited to potential new development. District advocates have also had to turn away projects which are not in character with its historic structures, such as a proposed convention center on a large vacant site.

Lessons for Dubuque’s Warehouse District
- Excessive speculation by property owners may occur once flagship redevelopment projects begin. Public and private acquisition of vacant or under-utilized land in old industrial areas is likely to be easier and less costly before significant mixed-use redevelopment takes place. It would be prudent for city officials, local organizations, and developers to evaluate sites in Dubuque’s Warehouse District which fit this description as early as possible in the redevelopment process.
- Grassroots organizations can often be more effective than municipal governments at creating or implementing place-based plans since they serve the goals of a specific membership with a real stake in the outcome. The City of Dubuque and local grassroots organizations should explicitly define their roles and relationships in the redevelopment process. An explicit public-private partnership in Dubuque like that between HWDDC and the City of Cleveland would eliminate confusion among potential developers over public and private roles in the redevelopment process.
Omaha’s Old Market

BACKGROUND
Omaha’s Old Market District originally served as a major distribution hub for various goods being shipped along the Union Pacific Railroad. The light industrial buildings and warehouses flourished from the 1880s to the late 1960s. The Old Market District includes multiple buildings spread over 20 square blocks, bounded by Harney, Jackson, 10th, and 13th Streets.

The redevelopment of Omaha’s Old Market District in the late 1960’s and early 1970’s began primarily through the efforts of one family, the Mercers. The Mercer family owned many of the properties around the main intersection of Old Market. Other small, private business owners followed suit and began opening shops in subsequent years.

A local landmark (historic) district designation was created in 1985. All exterior alterations to buildings within the boundaries of the district must be reviewed and approved by the City’s Landmarks Commission prior to any work taking place. Redevelopment has been bottom up and ongoing for nearly five decades, continuing still today.

LAND USES
Today, Old Market is considered a thriving arts and entertainment district attracting droves of visitors and patrons daily. This is due in large part to the ideal location of Old Market at the heart of downtown Omaha and also the easy pedestrian and bike access to the area. From Old Market, there is easy access to Eppley Airport, Durham Western Heritage Museum, Omaha Civic Auditorium, Qwest Center Omaha, Omaha’s Henry Doorly Zoo, and many other area attractions.

Within Old Market, there are currently more than 30 dining and pub establishments, many unique shopping boutiques, corporate meeting spaces, hotels, night life, and residential real estate. Omaha’s Economic Development Director considers Old Market to be a very “authentic” old town area. The fact that Old Market was still operating as a wholesale market for many years along with the shops, pubs, and restaurants is a big part of that authenticity. Original building architecture has been largely maintained, featuring metal canopies, and streets are still paved with red brick.

REDEVELOPMENT HISTORY
There never really was a master plan or structured redevelopment phases per se; Old Market simply evolved. However, the Mercer family philosophy had a great influence on the area character and still does even today. Their approach was to leave as much of the area as physically authentic as possible and avoid large national chain retailers and restaurants. There was no formal public input; the beginnings of Old Market were very much a private sector effort.

The City of Omaha has never purchased any of the buildings in the Old Market or participated in any business relocation schemes. Original businesses have just gradually moved out of the district over time, responding to private sector market forces. Some of the projects within Old Market have experienced slow starts, but there have been no real failures. Some of the smaller businesses have simply come and gone.
ORGANIZATION
Omaha has used tax increment financing (TIF) in recent years to assist in the redevelopment of some of the warehouses for businesses and housing and most recently for a proposed hotel. Additionally, some of the TIF money has been used to make public improvements in Old Market such as recasting original cast iron street lights and reproducing other period accoutrements. Parking is tight in Old Market. The area is zoned central business district (CBD) and does not require property owners to provide any off-street parking. Omaha assisted in creating a full block parking garage structure a few years back.

Although no specific figures were readily available, property values within Old Market have risen dramatically throughout the years of redevelopment and continue to climb at a rate greater than the rest of Omaha.

Lessons for Dubuque’s Warehouse District
- Omaha’s Economic Development Director feels the slow evolution of the area has worked well and fostered an interesting outcome. The diversity and inconsistencies within Old Market are a large part of what makes the area so successful.

- The City of Omaha made multiple key investments in Old Market to induce area redevelopment, including parking garage structures and major streetscape improvements. These public improvement projects demonstrated Omaha’s commitment to Old Market and encouraged private developers to invest their own capital.
Peoria’s Warehouse District

BACKGROUND
The City of Peoria Planning Department and Heart of Peoria Commission are working together to implement a major redevelopment project impacting nearly 8,000 acres of land. The proposed warehouse district extends from the Illinois River on the east, Jefferson Street on the west, McArthur Highway on the south, to Liberty Street on the north. The historic warehouse buildings, mostly located along Adam and Washington Streets, include approximately 300 parcels of land available for redevelopment. The concept plan for this warehouse district was first initiated during the preparation of the Heart of Peoria Plan (HOP) in 2002.

REDEVELOPMENT HISTORY
Inspired by the recent redevelopment of warehouses and industrial buildings along the riverfront, Peoria established a warehouse district to promote the redevelopment of residential buildings, art galleries, shops and other entertainment options. The warehouse district concept plan was first discussed in the HOP plan of 2002. A Charrette was conducted in June of 2002 to identify concerns, alternatives, and recommendations from the citizens of Peoria. A large group of stakeholders including Heart of Peoria Commission, Planning staff, and representatives from the warehouse district were involved in identifying the specific challenges related to transportation, retail, real estate, historic preservation, housing and various other downtown issues.

Preparation of a concept plan for the adaptive reuse of the historic warehouses was one of initial downtown projects. The warehouse area was designated a “district” in the zoning code, and as a tax increment finance (TIF) district to use various incentives to attract investments (Heart of Peoria Plan, 2002).

The second phase in the implementation of the HOP plan concentrated on the preparation of form-based codes for several downtown business districts, including the warehouse district. Urban Design Charrettes were conducted in May of 2006 to create a district plan and implement it through form-based codes.

Redevelopment Event Timeline
- June 2002: Preparation of Heart of Peoria (HOP) Plan, which identified several downtown projects, including preparing a concept plan for warehouse district
- May 2006: Urban Design Charrettes conducted to create the plan, develop a form-based code for the warehouse district, and other projects
- 2006: City involved in preliminary study of infrastructure within warehouse district
- June 2007: TIF study to be completed
The City of Peoria will use TIF bonds as a financing tool to redevelop the warehouse district. The TIF study is anticipated to be completed by June 2007. Besides the TIF study, the City is conducting a preliminary study to look at the existing conditions of the roadways, sewer, building conditions, facades and to identify other infrastructure needed within the warehouse district. The City is also assessing the use of cross-street parking, diagonal parking and artist alleys to promote the warehouse district as an entertainment district.

The City of Peoria plans to convert the old industrial lofts into apartments and condominiums. Also, the City is evaluating the use of street level space below the residential units for commercial and retail space. The idea is to promote mixed use development in the warehouse district.

FINANCING

The City of Peoria is in the process of preparing a Warehouse District Development Plan. The city plans to use following financial tools for the redevelopment of the warehouse district:

- A TIF program where, 50% of resulting funds would be used for public improvements and 50% would be allocated to developers to finance environmental clean up, public safety improvements, and building rehabilitation (Warehouse District Plan, 2006).
- TIF Incentives for projects started within the first five years, which would promote rapid build-up in the first five years and continue to attract developers.
- Federal Historic Preservation Tax Credit for historically significant buildings.
- New Market Tax Credits to promote new investments in the district. The tax credits are given to Community Development Finance Institutions (CDFIs), which then give the credits to qualified projects. The NMTC benefits are allocated to the project over seven years.

Lessons for Dubuque’s Warehouse District

- The City of Dubuque could develop a form-based code for anticipated future uses in the warehouse district.
- Charrettes proved to be a valuable tool for garnering public input and incorporating various ideas into the redevelopment efforts.
- The City of Dubuque could use TIF bonds, Historical Building Tax Credits and New Market Tax Credits to redevelop the warehouse district.
Lowell, Massachusetts

BACKGROUND
Lowell, the first planned industrial city in the United States, was the Textile Capital of the World in the late 19th century. But after World War I, Lowell’s mills began to move their businesses south in search of cheaper labor. By the 1950s, the last of the industry was gone from the community and millions of square feet were left vacant. In the 1970s, the historic mills were being demolished and the City realized something had to be done to capture and tell the story of the community. With strong leadership and dedication, the City has successfully revitalized many of its historic mill buildings.

HISTORIC DESIGNATIONS
In 1978, Lowell became the first urban national park. This designation helped channel federal money to the City’s downtown buildings. The historic mills were seen as assets rather than liabilities and many of the buildings’ facades were restored. Although this designation did not solve the problem of vacancies, it did help to set the direction of the redevelopment and create excitement.

Today, the City is home to a number of local historic districts with boards that establish development standards and have review authority over every property in their district. Within these local historic districts, local ordinances can be passed and the municipal government can set standards as it sees fit. The City oversees design for all new and reuse projects to ensure the area has a cohesive feel, and that private developers do not proceed in contradictory directions.

LAND USES
The majority of Lowell’s mill buildings have been converted to residential uses (about 65-70 percent). The buildings are also home to several office and institutional uses, including the University of Massachusetts at Lowell, legal/environmental engineering firms, and the National Park Museum.

The creation of an arts and culture district within the City of Lowell was an important part of the community’s revitalization. Due to the high costs of housing in the surrounding area (Boston) and gentrification of these areas, many people were in search of more affordable housing. Lowell marketed their newly renovated housing to artists in the Boston area to encourage cultural distinctiveness within their downtown.

FINANCING
The revitalization of Lowell’s downtown mill buildings required passionate local and political leadership. A senator who was a strong advocate for the area’s redevelopment helped the community in many ways, including organizing a Community Development Corporation (CDC) as a bank subsidiary to deliver incentives from the local financial institutions. This nonprofit provides low-interest loans to developers interested in the historic downtown mill buildings—when first created, the rates provided to developers were somewhere in the range of three percent; today, they are around six percent.

City funding – More than $225 million
- Over the past 3 years, $225 million was put into the downtown economic development fund with $200 million for historic preservation and $25 million for a parking garage. Previously, the City constructed four parking structures downtown for almost exclusively daytime users; only one ramp is open at night. Also, the City funded marketing of the area to artists in Boston
who were being priced out of their neighborhoods. The City provided some minimal financing for projects facing various redevelopment hurdles.

**Historic Preservation funding – More than $45 million**
- Preservation grant program through the National Park Association, totaling $5.4 million. To date, 631 loans and grants for projects have been distributed, with $9.60 in private investment for every $1 of grant/loan money spent. Additionally, $40 million was provided from the National Park Service for capital projects. $1 million of this was used to create a walkway along the canal.
- Many of the properties within Lowell’s historic districts make use of historic preservation tax credits for their building restorations.

**EPA Brownfields funding – $770,000**
- EPA Brownfields Pilot grant for site assessments, Brownfields Cleanup Revolving Loan Fund, Brownfields Environmental Health Initiative grant for community education from the Agency for Toxic Substance and Disease Registry.

**HUD, Health & Human Services, Other – More than $31 million**
- US Department of Housing and Urban Development (HUD) Lead Abatement Grant for housing, Social Services Block Grant from the US Department of Health and Human Services, federal Supportive Housing Program grant, HUD Section 108 Loan program, Job Training Grant from the National Institute for Environmental Health Sciences, State Education Department for school construction.

*Lessons for Dubuque’s Warehouse District*
- The City of Lowell was able to improve the redevelopment process by creating a lead CDC that organized financing for building owners to draw on. This type of clearing house provided ready information that was easy to understand, which made it even easier for the property owners to use. The City of Dubuque may want to consider utilizing such an organization in its Warehouse District revitalization.
- While Lowell has many luxury lofts in its redeveloped warehouse buildings, it has many more units that are affordable in comparison to Boston and the rest of the area. The City of Lowell enthusiastically marketed this affordability as a way to draw people in from other neighboring areas and successfully start off their warehouse redevelopment. Creating affordable housing may be beneficial for Dubuque as well, instead of considering only luxury condominiums or lofts.

Arts and culture shops and attractions abound throughout the City of Lowell’s warehouse buildings. (Source: City of Lowell Master Plan)
The Warehouse District and Mill Quarter of Minneapolis

BACKGROUND
St. Anthony Falls, located in the heart of modern-day Minneapolis, powered the City’s rise in the nineteenth century as the Flour Milling Capital of the World. Flour mill complexes both large and small dominated the waterfront of the Mississippi River here until the late twentieth century, while a large number of warehouses were built to store grain and parts for the milling industry and a vast rail yard was built to accommodate the industry’s transportation needs. Post World War II deindustrialization brought the demise of the flour milling industry in the City, turning the waterfront into an industrial wasteland by 1970.

REDEVELOPMENT HISTORY
Minneapolis’ Warehouse District – also known as the North Loop area – is only a small sub-area of a larger “riverfront redevelopment area” designated by the Riverfront Development Coordination Board in the 1970s. Planning for the area has involved many different jurisdictional players, such as several City of Minneapolis department staff and board members, the Minnesota DNR, the Minnesota Historical Society, and Hennepin County, all of which sit on the current Technical Advisory Committee (TAC) for riverfront redevelopment.

The Warehouse District has not experienced as much detailed redevelopment planning as some of the other sub-areas, such as the Mills District area to the southeast, and does not have a specific master plan. It has not required as much attention from local officials since the warehouses are easier to convert to other uses than buildings in other parts of the area, and since the District is located nearer to the downtown high-rise office complexes.

Many of the mills and industrial structures in other parts of the area have been converted into museums, parks, and mixed residential and commercial use facilities at significant public and private cost. The Washburn-Crosby mill complex is one particularly unique redevelopment project in the Mills District area which was spearheaded by the Minnesota Historical Society (MHS). Following a disastrous fire in this abandoned complex in 1991, the MHS and its public and private partners developed a novel mixed-use concept integrating a mill ruins museum with new office and residential space.

Redevelopment Event Timeline
- 1971 - St. Anthony Falls Area put on the National Historic Register
- 1972 – Riverfront Development Coordination Board (RDCB) established
- Late 1970s – City acquires railroad rights-of-way, starts environmental remediation
- 1982 – RDCB disbanded; Technical Advisory Committee (TAC) established in its place
- 1998 – Mills District Master Plan adopted; revised in 2002

The Washburn-Crosby mill complex ruins have been redeveloped to integrate a museum with office and residential space. (Source: Minnesota Historical Society)
Planning for walkability and recreational amenities has played a significant role in the success of the riverfront redevelopment area. A riverfront trail connects the Warehouse District, the Mill Quarter, and Old St. Anthony areas on both sides of the river. The rehabilitated Stone Arch Bridge is an integral part of this trail network.

**PLANNING GOALS**
All public actions in the riverfront redevelopment area have been guided by four basic goals:
- Remove barriers to redevelopment
- Convert the riverfront from a practical utility to a public amenity
- Preserve and interpret the area’s history
- Develop a vital mixed-use community with vibrant residential neighborhoods

By establishing these public goals early in the planning process, planning authorities created a useful framework within which both public and private investments have been evaluated and pursued.

**FINANCING**
As of 2004, the City had invested about $80 million in the riverfront redevelopment area as a whole, primarily through tax increment financing (TIF). TIF has been used for many different types of projects throughout the riverfront area, including rehabilitation of historic buildings, parking ramps, affordable housing construction, environmental remediation, land acquisition and assembly, and streetscape improvements. Over the years, private developers have also utilized other public financing sources such as the City’s revolving loan fund, federal HOME loans, state grants, historic investment tax credits, and pollution clean-up funds.

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**Lessons for Dubuque’s Warehouse District**

- Minneapolis has successfully harnessed the historic characteristics of the riverfront redevelopment area by honoring the story of the flour mills and their warehouses, as well as their importance to the rise of the city. As one local architect puts it, “once you erase some aspect of the story, or do not properly engage it, it is gone forever.” Dubuque’s Warehouse District has a similar importance to the historic development of the City, and this importance can be used as an asset and should be re-interpreted in creative ways by new redevelopment projects.

- The formal inter-jurisdictional TAC created specifically for the area lends legitimacy to the planning process for the riverfront redevelopment area. It has also presented new redevelopment opportunities by providing a forum in which staff and board members from different agencies can communicate. A similar committee should be formed in Dubuque with representatives from City Departments such as Economic Development, Public Works, and Parks & Recreation. Other TAC members could include representatives of county government and historic preservation groups.

- Perhaps the most important step in redevelopment involves removing physical and legal barriers. In Minneapolis this has meant removing the old rail yard, acquiring and assembling properties with diverse ownership and little market value, and changing unnecessary zoning restrictions.
Wichita’s Old Town

BACKGROUND
Wichita’s Old Town is home to a collection of large brick structures, built primarily between 1870 and 1930, located adjacent to downtown. The area is approximately 25 acres, shaped roughly like a square and made up of long skinny blocks, bounded by arterials on three sides and rail on the fourth. Originally, buildings were used for the storage and transfer of goods from wholesalers to retailers. While generally basic and utilitarian by design, many buildings do feature native Kansas limestone accents and also some unique architectural details.

Thriving for nearly a hundred years, the Warehouse District supplied local Wichita “mom & pop” stores with goods such as groceries and produce. During the 1970s, businesses withered, as local consumers began to favor big box retailers locating on the fringes of Wichita. These new types of stores received their merchandise and inventories from regionally located mega-distribution centers. The Warehouse District was no longer viable.

REDEVELOPMENT HISTORY
During the late 1980s, spontaneous adaptive reuse began. Restaurants began to haphazardly spring up throughout, serving lunch to the many downtown Wichita employees. Beginning to see the possibilities of success within the Warehouse District, two local architects formed Market Place Properties. They were responsible for organizing the initial redevelopment efforts and also the creation of the first master planning document. In it, they renamed the area Old Town. This was a bottom up redevelopment effort, with the City of Wichita not getting involved until some years later.

PARKING
The first master plan prepared by the two local architects identified parking within Old Town as a significant redevelopment barrier. Properties located just outside of the central business district (CBD), such as Old Town, were subject to strict zoning requirements including ample off street parking. Without City intervention concerning public parking, many of the buildings would have had to been demolished to create room to fulfill parking requirements.

Realizing this, Wichita created a zoning overlay, establishing separate off street parking requirements for the Old Town district and adopting the shared parking concept. Parking requirements are satisfied by contractually joining the Old Town Parking District, which is mandatory to gain an occupancy permit. Each business owner pays parking fees based upon the already established parking requirements for their specific use.

For example, a restaurant may be required to provide 50 parking spaces for its patrons. Wichita charges $7.50 per month per parking space. So the restaurateur would be required to pay $375 per month to Wichita for parking. Even though none of the 50 parking spaces may be located directly adjacent to the restaurant, it is still able to meet its parking requirement because of the monthly payment for 50 parking spaces within the district.

All parking lots and ramps are owned and controlled by the City of Wichita. Construction was completed in phases, starting with eight lots. Three more were added in the second phase, and parking ramp construction began during the third phase. To date, collected parking fees have covered about half the cost of the initial parking facilities construction.
As anticipated there was resistance to this parking arrangement. Since the parking program is government run, many saw the parking fees as a tax. Furthermore, business owners did not like that fact that they could not physically put their names on the amount of parking spaces they were paying for each month. The shared parking concept took a while for business owners to accept and some still do not. If parking fees go unpaid, Wichita can revoke occupancy permits. To date, this has only been threatened a few times and before action could be taken, the businesses failed. Not surprisingly, the program has been much more popular with Old Town patrons because all lots and ramps offer free parking.

**ORGANIZATION**

Beyond the need for innovative parking solutions, the Old Town streetscape also was in need of significant attention. Wichita set up a redevelopment district utilizing tax increment financing (TIF) extensively. Property owners paid for 50% of the streetscape improvements. However, because the City of Wichita owned so much land, in total they paid for approximately 70% of the streetscape improvements.

Work has recently begun on phase three and it is estimated that the area will be fully built out within the next ten years. It has also been estimated that since redevelopment began, property values have increased ten fold. Pubs and restaurants have been successful within Old Town and there has been a seemingly bottomless demand for housing, while retail has done rather poorly by comparison.

**Lessons for Dubuque’s Warehouse District**

- Wichita devised an innovative solution to a common urban redevelopment barrier, a lack of public parking. Dubuque’s Warehouse District, facing a similar redevelopment challenge concerning parking, should look to implement similar new and innovative ideas.

- The City of Wichita made multiple streetscape investments in Old Town to induce area redevelopment. These public improvement projects demonstrated Wichita’s commitment to Old Town and encouraged private developers to invest their own capital. The City of Dubuque should work with property owners and developers to determine appropriate timelines for streetscape improvements.
Manchester’s Historic Mill Yard

BACKGROUND
To promote downtown growth, the traditional downtown boundary of Manchester, New Hampshire has been expanded. Downtown Manchester is currently home to 9,568 residents (10 percent of total city population) and includes approximately 4,262 housing units (Manchester Downtown Strategic Plan, 2006). The historic Mill Yard area, within the expanded downtown Manchester boundary, includes a total area of 150 acres, with 3.4 million square feet of total floor area available for redevelopment. This area is spread along Canal and Elm Streets. The City of Manchester’s recent development efforts have been devoted to expanding and redeveloping downtown Manchester for a variety of uses. The revitalization of the Mill Yard area is one of the main components of their Downtown Strategic Development Plan (DSDP).

REDEVELOPMENT HISTORY
The 1960s urban renewal movement affected the district. The local housing authority tore down half of the existing mill buildings and filled the canal system to create roadways. They eventually ran out of funds. The City stepped in during the 1980s to rezone and recruit new tenants. The Mill Yard area was incorporated into the Central Business Service District (CBSD) to utilize the abandoned buildings and promote mixed used development. Manchester began working with property owners to reuse and adapt spaces once occupied by warehousing and manufacturing facilities into residences, offices, research based firms, and other various uses. The City was also actively involved in repairing streets, sidewalks, lights, and other infrastructure within the district.

In 1989, Dean Kamen began buying Mill Yard buildings to relocate his Segway manufacturing facility. This attracted more designers and engineers in the area. The original plan, which included the demolition and removal of several remaining Mill Yard structures, was halted, and in 1996 the City came up with a ten year plan for downtown development. In the summer of 2006, the area was rezoned and the City again developed a new plan for the next ten years. The warehouses and manufacturing

Redevelopment Event Timelines
- 1960s: Urban renewal and demolition of mill buildings
- 1980s: Zoning of mill yard to stop building destruction and recruit new tenants
- 1990s: Mill yard incorporated into Central Business Services District (CBSD)
- 1996: 10 year downtown development plan approved, including Mill Yard district
- 2006: New Downtown Strategic Development Plan for next 10 years

Manchester’s Mill Yard area looking to the west. (Source: City of Manchester)
buildings in the Mill Yard area are now home to residences, commercial establishments, offices, colleges, and restaurants.

In addition to the involvement of City in the redevelopment of the Mill Yard area, the “Mill Yard Design Review Committee” was also created. This committee meets every month to discuss any and all issues raised with the redevelopment of this historic district. It consists of property owners, tenants, architects, landscape designers, staff of CBSD, and planning departmental staff.

FINANCING
The various funding sources promoting the redevelopment of the Mill Yard area include:

- A portion of the CDBG funds received by the City are used for Mill Yard building façade improvements. A total of $50,000 is set aside every year for downtown development through the use of revolving loan funds to encourage redevelopment in the area. Property owners within the Mill Yard district can receive up to $5,000, while business owners can receive up to $3,500 per year for façade improvements.
- Property owners within the Mill Yard district are assessed an extra fee in their property tax, which goes to the business improvement district (BID) agency (in Iowa, this is an SSMID). In 2006, the annual fee totaled $225,000. Utilizing these funds, the BID is responsible for promoting downtown activities such as concerts and other events.
- Section 108 loans through CDBG are also made available through the City to complete major building repairs such as the installation of new roofs, remediation of ADA compliance issues, and other internal renovations. These loans are made available to the Mill Yard property owners at a 2 percent interest rate.
- Some local banks also participate in redevelopment, providing loans up to 100 basis points below market rates to assist the owners in redevelopment.

Lessons for Dubuque’s Warehouse District
- The City of Dubuque could create a revolving loan fund to encourage redevelopment in warehouse district.
- Create a business improvement district (BID) or SSMID could market the warehouse district, attract new business and promote downtown activities.
- The City could encourage local financial institutions (banks) to participate in redevelopment efforts.
The following section provides recommendations drawn from the research and case studies previously presented. The recommendation categories include public improvements, land uses, financing tools, special district designation, relocation options, and public-private organization and implementation.
WAREHOUSE DISTRICT PUBLIC IMPROVEMENTS

TRAIL & ROAD CONNECTIVITY

The Warehouse District is ideally situated at the heart of the City of Dubuque, in close proximity to both the Central Business District (CBD) and the Port of Dubuque. It has direct access to many major roads and thoroughfares within the City of Dubuque. Over the years, this has afforded large commercial vehicles easy access to highways and interstates, which lead to larger regional markets throughout Iowa, Illinois, Wisconsin, and the US. The connectivity of roadways enabled the Warehouse District to flourish for decades. But now, with residential and light commercial/office redevelopment on the horizon, it is apparent that the extensive roadway connections to the Warehouse District need to be supplemented.

As noted in the case studies, easy pedestrian and bike access to the district are related to the overall success or failure of most redevelopment districts. There were of course some exceptions to this finding. In districts that were primarily focused on the creation of high end condominiums, the option for residents to bike or walk is much more recreation based. For the districts with a higher mix of retail/office space, the ability of clients/patrons to walk or bike from other areas of the city channels much more traffic through the district than autos alone. This increased foot and bike traffic contributes to the success of the district’s business establishments and thus the district. Furthermore, alternatives to car access become especially important when there is a parking shortage, whether real or perceived.

To encourage pedestrian and bicycle traffic throughout the Warehouse District, connections with the rest of the City of Dubuque will need to be improved or in some areas
established for the first time. With the Heritage Trail Extension underway, the City of Dubuque is making great strides toward becoming a well connected community. By linking the Port of Dubuque, the CBD, Eagle Point Park, and the Mines of Spain, city residents and visitors will have numerous recreation opportunities. We propose that a new leg of the trail system be incorporated into the redevelopment plan of the Warehouse District. While many trail routing options exist, we recommend adaptively reusing the railroad tracks in Jackson Street to create the biking/walking trail. Additionally, an east trail leg running down 10th Street would increase direct connectivity to the Port of Dubuque.

During the early stages of redevelopment visitors may not come to Dubuque specifically to visit the Warehouse District. However, an interesting, inviting, and easily accessed trail through the heart of the Warehouse District would draw people in. The trail would also give local citizens another opportunity to exercise, explore, and also patronize businesses in the redeveloping Warehouse District.

To complement the trail along 10th Street, we also recommend that the road segments of 10th Street from Jackson to Elm and Washington Street from 9th to 11th, be reopened as public streets. Returning these particular road segments back to the public right of way will further improve traffic flow within the heart of the Warehouse District and allow for more store and office fronts to face directly onto roadways. In short, many more frontage opportunities would be created, which translates into higher rents for building owners and hopefully increased revenues for businesses. These newly reopened roadways could be temporarily closed on special occasions to allow for public festivals, concerts, and other interesting activities. These types of events will help to better establish the Warehouse District as an entertainment destination with arts and cultural activities.

After many years of private ownership, neglected maintenance, and heavy vehicle traffic, the road segments recommended for public reopening are in marginal condition. Certainly there will need to be open communication between the City of Dubuque, surrounding property owners, and future developers concerning the financing of the necessary roadway upgrades. In our opinion, it is reasonable that the City of Dubuque may require that all road upgrades be paid for by the developers/owners. Street infrastructure in newly created sub-divisions is often financed by the developer then turned over to the city for ongoing maintenance after the sub-division is complete. The successful reopening of 10th and Washington to public use is a vital part of Warehouse District connectivity.

PARKING

Along with trail and roadway connectivity, parking issues were a predominant theme in the case studies. Warehouse districts nationwide were originally designed for just that, the storage and warehousing of goods and materials. They were not designed to accommodate restaurants, pubs, shops, residential units, and/or office space. Not surprisingly, their on and off-street parking is often lacking. Even if all the walking and biking connections recommended in the previous section are constructed, much of the Warehouse District traffic in Dubuque will still be vehicular, especially in winter.

Case study participants each dealt with parking in different ways depending on their needs and also the layout of their particular warehouse district. It was much easier for cities to resolve parking issues and create off-street parking lots if there were already several buildings that had been demolished within their
district, leaving abandoned lots readily available for parking. Dubuque is fortunate in the sense that the majority of the Warehouse District structures are still standing, and in good condition. This does however limit the availability of off-street parking lots. Some of the owners with smaller, less historically significant buildings in the Warehouse District fear that their structures would be likely candidates for demolition to make room for parking lots. While this option would create some immediate low cost off-street parking, there still will not be near enough to satisfy needs when the Warehouse District reaches its projected full developmental potential. Furthermore, surface parking is also a very low intensity use that will undermine the attempt to create a dense, walkable environment.

The next logical step to consider is the construction of a parking ramp. Many of the case study examples have gone this route, with varying degrees of success. Parking ramps are expensive and often met with public opposition. Citizens were not only concerned about the aesthetics of parking ramps, but also having to pay to use them. One particularly innovative parking solution was detailed in the Wichita case study. The City developed parking requirements for each type of business use within their Old Town district. To gain an occupancy permit, business owners must pay into a parking district based upon the number of parking spaces their use requires. Essentially, this is a shared parking concept that works around the principle that not every business within the district will be at maximum capacity all of the time. It has worked well, with multiple lots and ramps constructed and over half of the construction costs having been recouped through the business owner parking fees.

It is our recommendation that the City of Dubuque move forward by initially relaxing parking standards within the Warehouse District, to make it as easy as possible for business owners to start up. Then, the City could implement the shared parking concept. Businesses that operate during daytime hours and businesses that operate predominantly during nights and weekends can utilize the same on and off-street parking. This keeps development costs down and also protects the Warehouse District from having a glut of unsightly and underutilized parking lots. A parking ramp structure will undoubtedly be necessary in the future, especially when considering the full development potential of the Warehouse District. Tax Increment Financing (TIF) has been an important financing tool and has been successfully implemented by all of the case study cities to assist with the construction of parking ramps and numerous other projects. A detailed TIF review may be found in the Financing Tools Recommendation.

STREETSCAPE
The case study warehouse districts all contended with streetscape issues. The streetscape, from basic sidewalks and greenery, all the way to unique lampposts and benches, is often the first thing noticed about a particular area. Streetscapes help to define a warehouse district’s character. The Dubuque Warehouse District does already have the most basic streetscape element, the sidewalk, but visually it is utilitarian and uninteresting, with many broken patches. Also, curbs within the Warehouse District are quite tall in many places, creating accessibility and safety issues.

Much of the appeal of old warehouse districts is their urban character. However, our case study examples overwhelmingly show that most people also appreciate a softer edge with more greenery and colorful plants, and period benches to rest on during visits. Bike racks, drinking fountains, garbage cans, and informational plaques or kiosks should also be part of streetscape plans. It is our recommendation that streetscape improvements be made early on in the redevelopment process to speed it along.
Streetscape improvements can be much more cost effective than building an entire parking ramp structure or other “mega-project” within the Warehouse District. They have similar results when attempting to attract developers and sponsors. Producing actual streetscape guidelines is beyond the scope of this project; however, we recommend that streetscapes fit with the time period of the existing buildings while making the area as enjoyable and comfortable to visit as possible.

In the case studies, streetscape improvements were financed in several different ways. There was one constant; in every warehouse district redevelopment, the city took the lead in developing standards and securing or supplying some of the funding. Many communities used TIF monies to help fund the improvements. Other cities developed a joint program, in which the property owners and city split the cost of streetscape upgrades 50/50. This was well received by most property owners, particularly in examples where the city owned much of the land. We do not recommend that the City of Dubuque fund all of the streetscape improvements. However, a joint program with property owners will likely have the most agreeable outcome and move the redevelopment projects along the fastest.

Typical streetscape amenities in a redeveloped warehouse district.
(Source: Third Ward Neighborhood Comprehensive Plan)
Land Use Recommendations

When asked what types of land uses they envision for Dubuque’s Warehouse District, the vast majority of owners, developers, and City leaders say they would like to see a mixed-use neighborhood with retail stores and restaurants on the first floor of buildings, office space on the second floors, and residential units above. However, as the warehouse revitalization case studies showed in this report, many different and exciting possibilities exist for Dubuque’s Warehouse District that may or may not include this particular type of mixed-use model.

While a future master plan may help to guide the Warehouse District’s redevelopment, much will be unknown, as this process could potentially take thirty years or more. In this time, market forces, developers, and building owners’ visions will almost certainly change. Despite this uncertainty, the City could set a good basis with the following actions.

ZONING
Presently, the Warehouse District is still zoned for industrial land uses. Prior to any rezoning, the City of Dubuque requires that a clear vision for the area be in place. This will ensure that unnecessary rezoning is avoided. We recommend that once a vision for the Warehouse District is in place, the area be designated for Planned Unit Development (PUD), similar to the designation of the Port District. A PUD designation promotes large scale, unified land development. It allows for a mixture of land uses and dwelling types (thus encouraging the mixed-use scenario desired by the City of Dubuque) and increases administrative discretion over the district.

RESIDENTIAL USES
The majority of the warehouse districts highlighted within this report revitalized their historic buildings into chic, residential developments. Although many of the housing units within the case study warehouse districts were upscale condominiums and lofts, these revitalized living spaces do not necessarily have expensive rents or purchase prices. According to developers within Dubuque, affordable housing units in Dubuque’s downtown area have been successful with extremely low vacancy rates. Creating more affordable rental units within the Warehouse District, or potentially mixing income levels within buildings, would be a viable option. “Anchoring” new residential development with some Low-Income Housing Tax Credit funded units, for which there is likely a strong demand, will allow time for market-rate rentals to be absorbed, building a critical mass for future condominium redevelopment.

Looking at the figures from the 1990, 2000, and 2005 census, occupied and vacant housing units have been steadily increasing. In 2005, there were more than 2,500 vacant units within the City of Dubuque and an increasing number of units being rented in the upper ranges recorded by the census. Additionally, many new upper-income residential developments are currently taking place within Dubuque, such as the new condominiums along the community’s bluff and in the Port of Dubuque.

To aid revitalization, the City of Dubuque could market the Warehouse District as a trendy, yet reasonably priced place to live within the community. The City of Lowell, Massachusetts marketed the affordability of its newly created housing stock to artists feeling the pangs of gentrification in nearby Boston. This marketing effort was one of the City’s major contributions to the area’s revitalization and proved to be very successful.
RETAIL/COMMERCIAL USES
Redeveloping the warehouses for residential uses will bring people to the District. With these people will come a demand for a retail sector in the immediate neighborhood.

Great streets are always surrounded by dense residential development. Where residential growth and revitalization is occurring, retail is primed to follow; it simply will not occur the other way around. Retailers will not be attracted to a neighborhood street, regardless of how much money they get (Beyard et al., 2003, 6).

There currently are very limited options for shopping, dining, and entertainment near the Warehouse District. Appendix B illustrates this, mapping the existing retail/commercial uses within Dubuque.

It is recommended that when developing the retail sector of the area, the City of Dubuque and developers focus their efforts on first attracting smaller businesses into the Warehouse District. The typical pattern is for small, startup businesses and creative enterprises looking for low-cost locations to spearhead commercial development. Subsequently, small local stores are followed by mass-market national stores and, if this proves successful within the neighborhood, specialized higher-end retailers may be attracted (Beyard et al., 2003, 6). Some properties are already attracting this first “pioneer” set of businesses, as locally owned legal firms, gyms, and coffee shops open in the district.

OFFICE SPACE
Although many individuals may see the Warehouse District as a neighborhood with primarily retail shops on the first floors of buildings and office space above, this may not necessarily be the only avenue for a successful redevelopment. “While most downtown functions have steadily decentralized during the 20th century, the office sector has remained primary” (Robertson, 1995). Offices also support downtown revitalization by serving as feeders to other stores and restaurants. Professional tenants, such as doctors and lawyers, can be desirable for first floor spaces in the Warehouse District, as they attract visitors, employ staff, and can help to create energy on the streets (Beyard et al., 2003, 21).

In the early stages of District development, we recommend that a retail core be established near the center of the district with first floor office spaces surrounding this core. “Ground floor space does not need to be all retail…Residential or office uses should predominate beyond a core walking area” (Beyard et al., 2003, 7). By strategically mixing retail/commercial and office space within the Warehouse District, rents up to 20 percent higher in the residential sector could be earned, as compared to a district where these uses are not mixed (Beyard et al., 2003, 7).

CIVIC USES
Besides the traditional retail/commercial stores and office space, other creative options should be investigated. Another potential use would be that of a civic center. Civic centers, like a social security office, community center, or other various governmental uses, serve the neighborhood while adding a steady stream of customers to the street (Beyard et al., 2003, 21). “Civic uses should be encouraged because they can be attuned to the neighborhood’s demographics” (Beyard et al., 2003, 21). This type of use is already taking place to some extent with the music school creating a small youth activity center in the Warehouse District. Guaranteed leasing to these types of facilities could help to establish office uses.
PUBLIC SPACE
While the idea of a pedestrian mall has been discussed as an option for certain areas of the Warehouse District, more than four decades of experience suggests that pedestrian malls are not successful unless they are located in large cities near the office/financial core or in university towns with high levels of pedestrian traffic (Robertson, 1997, 388). Outside of these types of places, they often do not have enough people or activity to fill them and can look empty and unappealing. Vitality and a positive image for a district often are gauged not by economic indicators, but by the volume of pedestrian activity (Robertson, 1995).

Instead of creating a pedestrian mall, other public gathering places could be considered. Public markets or festival marketplaces are alternatives that have been implemented in other communities. Public markets and festival marketplaces contain mixtures of small unique shops, restaurants, and entertainment combined into a very distinctive historical setting. The mix of these is different from what can be found in the rest of the community, selling unusual specialty items. Milwaukee’s Public Market, located in its Historic Third Ward, is a successful example of this type of public space. It houses some of the City’s most unique food vendors and small, locally-owned restaurants.

However, as with the pedestrian mall, it takes a special type of city to make a public market or festival marketplace successful. The City of Dubuque must play off of its own strengths. A feasibility study would be needed to identify what may be viable for this area. Additionally, this public space may need to come later on in the Warehouse District redevelopment process, as there may not be enough of a market to support it initially.
Redevelopment Financing Tools

A number of public financing tools can be directed towards encouraging mixed-use redevelopment in Dubuque’s Warehouse District. Some of these financing mechanisms can be utilized without involvement from local government, some require specific actions by the City of Dubuque, and some require action on the part of both private and public local interests. Although the financing tools reviewed in this section focus on tax incentives and debt instruments, the importance of equity investments in redevelopment projects cannot be overstated. At least 60% of financing for new projects should come from sources of equity. This report recommends the following tax incentives and debt financing strategies that can be used to revitalize the Warehouse District.

HISTORIC TAX CREDITS

State and federal historic tax credits can be used for rehabilitation of “certified historic structures” as defined by the Internal Revenue Service. Buildings should either be part of a federally registered historic district or placed directly on the National Register of Historic Places. Rehabilitation projects may also be eligible for federal historic tax credits if designated as local historic landmarks by the city government. Thus, the use of these credits usually presupposes National Register or local landmark designation, which Dubuque’s Warehouse District does not yet have. Rehabilitation projects may be eligible for federal historic tax credits if designated as local historic landmarks by the city government.

District designation should be pursued because historic tax credits have a two-fold purpose that is uniquely suited for the Warehouse District. First, they provide a much-needed method for property owners and developers to attract the equity financing needed for high profile projects involving vacant or under-utilized structures. Second, they ensure that the historical integrity of the Warehouse District will be preserved for the benefit of future generations. The latter purpose is essential to maintaining and enhancing the historical identity of the Warehouse District and the City of Dubuque as a whole. While not all of the buildings in the Warehouse District have historic attributes worthy of preservation, the ones that do have such attributes need these tools for both of the reasons cited above.

Federal historic tax credits equal 20% of eligible rehabilitation costs for designated buildings. Non-historic buildings built prior to 1936 are eligible for credits equal to 10% of eligible costs. The State Historical Society of Iowa administers the application process. Although there are additional 25% rehabilitation tax credits available from the State of Iowa, these have become over-subscribed in recent years and there is significant competition for those available.

HISTORIC CONSERVATION EASEMENTS

Historic conservation easements assure that historic building facades are not altered or destroyed by placing the development rights in the hands of another party. Eligibility requirements for conservation easements are very similar to those for historic tax credits. Easements can be donated to a federally recognized conservation easement holder and the donor can then deduct the charitable contribution from their taxes. The tax savings can then be reinvested in building’s rehabilitation costs.

Conservation easements for building facades require professional appraisals for the market value of the charitable contribution. This is generally defined as the difference between the market value of the property with and without the conservation
restrictions. Easements also have special restrictions for mortgaged properties requiring that the mortgage company subordinate its loan to the easement holder’s right to enforce the easement. Subordination does not necessarily make investment in properties with easements unattractive to banks since such projects usually have financially savvy developers.

The conservation easement holder can be a local governmental unit, a 501(c)3 organization recognized by the IRS as committed to historic preservation, or a nationwide easement holding organization like the National Trust for Historic Preservation. There are complex timing issues associated with easement donations that may affect the amount of federal historic tax credits that property owners and developers may recoup if they donate an easement. Local non-profit organizations, lending institutions, and governments should provide Warehouse District property owners and developers with the technical assistance that will allow them combine these tools. Local architects and developers with expertise in conservation easement administration should be sought out.

**TAX INCREMENT FINANCING**
Tax Increment Financing (TIF) funds specific public improvements by allocating future increases in property tax revenue from a specific parcel or collection of parcels that directly benefit from the improvements. The mechanism was originally conceived as a way to improve areas with excessive vacancies, deteriorating infrastructure, declining tax base, and other indicators of blight. The Warehouse District is a perfect example of such an area.

There are several uses for which the City of Dubuque could dedicate TIF funding. Physical infrastructure improvements are the most pressing need in the Warehouse District, and such improvements could be accomplished using TIF. However, TIF could also be used to:
- Subsidize shared parking facilities
- Fund site acquisition and disposition
- Create a new public park, museum, or other attraction
- Finance a proposed redevelopment project with substantial social benefits

**NEW MARKET TAX CREDITS**
Local lending institutions, corporations, partnerships, or a non-profit organization with community development credentials should seek certification as a Community Development Entity (CDE) from the federal Department of the Treasury’s CDFI Fund. CDE designation would make an organization eligible to apply for the New Market Tax Credits (NMTCs) made available by the federal government every year. CDEs must:
- Have a primary mission of serving low-income communities or low-income persons; and
- Maintain accountability to residents of low-income communities through their representation on any governing board or advisory board.

NMTCs apply only to Qualified Low-Income Community Investments (QLICIs) made by certified CDEs in Qualified Active Low-Income Community Businesses (QALICBs). Financial counseling services for QALICBs are also eligible for NMTCs. NMTCs are intended to compensate investors for the perceived risk of investing in low-income communities. The credit provided to the investor is equal to 39% of the investment cost over six years. Interested local banks can also seek to attract capital to the district by creating new QLICIs with CDEs from other cities that can be used by new Warehouse District businesses.
According to the federal Government Accounting Office, there are two main investment structures utilizing NMTCs: direct investment in CDEs, and tiered investments where a portion of the investment originates from equity and another portion from debt. Once receiving the NMTCs from the CDFI Fund each calendar year, the CDE then distributes them to equity investors in its community development projects.

According to data from the 2000 Census, the household poverty rate in the Warehouse District’s census tract was 25.4%. This qualifies the census tract as a low-income community under NMTC rules. If local CDEs make capital available for small businesses who locate in the District through the use of NMTCs, mixed-use development will become much more viable. NMTCs have great potential for complementing the current activities of the Northeast Iowa Business Accelerator (BusAccel) in attracting and developing new small businesses in the Warehouse District.

PROPERTY TAX ABATEMENTS
One possible redevelopment strategy is to offer property tax abatements targeted at new residential units constructed in newly rehabilitated buildings throughout the city. A tax abatement policy would encourage the adaptive re-use of warehouses and other vacant commercial and industrial structures. If adopted, the policy should specifically target historic rehabilitations that create net new housing units. It should also include a schedule to phase out the abatements so that they do not become standing City policy.

LOW-INCOME HOUSING TAX CREDITS
The Iowa Finance Authority administers the federal Low-Income Housing Tax Credit (LIHTC) program for new housing projects in the State of Iowa. The IFA reserved over $6.4 million in LIHTCs for eligible projects in 2006. Under this program, owners of new affordable housing projects are eligible for dollar-for-dollar tax credits lasting 10 years. To be a eligible, over 20% of the residents must have a household income lower than 50% of the area median, or 40% must have an income lower than 60% of the area median. The units must also be rent restricted, and the credit applies to both new construction and rehabilitation or conversion projects.

GENERAL OBLIGATION BONDS
General obligation bonds could be issued to achieve similar goals to that of a TIF. While TIF can be enacted through a resolution by the City Council, general obligation bonds will require a public referendum.

PRIVATE DONATIONS
The City could create a framework within which local philanthropists can contribute to proposed public projects in the Warehouse District like parks, libraries, or museums. A special fund could be established by the that is dedicated to such improvement projects. One approach that has been successful in many cities is to make a visible monument recognizing the donations of local citizens. For example, a public plaza could be paved with bricks engraved with the names of donors. For large donors, property owners and developers could collaborate with the City to establish naming rights or other recognition for donations to specific projects funded by combinations of public and private money. Support from local private and community foundations should be sought out by city officials, property owners, and developers.
Special District Designation

The creation of a special district under the City’s Zoning Code permits areas with unique characteristics to flourish rather than be limited by standard development practices. Special district designation for the Warehouse District will help in achieving specific planning and urban design objectives.

A special distinction to the area would make it more recognizable and attract more developers and businesses in the area. We recommend that the City of Dubuque create a special district designation for the Warehouse District. The case studies we discuss demonstrate how special district designation helps to create momentum for redevelopment. Based on our observations and case study research, the following options could be viable:

HISTORIC WAREHOUSE DISTRICT
Several residents and business owners in Dubuque’s Warehouse District are concerned about protecting the historic character of the buildings. Also, the Dubuque has been recognized as the millworking capital of the world. The City of Dubuque could maintain the recognition given to the Warehouse District and consider local views by designating the warehouse area as a local landmark or historic district.

The creation of a special historic district will create special guidelines for redevelopment. The guidelines are more specific to physical and design related rehabilitation efforts. Any exterior alterations to buildings will require approval from the City’s Historic Commission, which would help in protecting the historic and architectural character of the buildings. Considerations should be given to the non-demolition provisions prior to district designation.

SPECIAL OVERLAY DISTRICT
Alternatively, the City of Dubuque could designate an overlay zone, with specific guidelines for particular uses within the district. The major purpose of such district is to serve conservation objectives rather than historic preservation. The proposed uses will be guided by specific design requirements for any alterations to the buildings. The warehouse district could be designated as a conservation district with specific components of design review to preserve the architectural distinctions of buildings. This would help in controlling inappropriate alterations, enhance a sense of community, and even increase property values (www.laconservancy.org).

BUSINESS IMPROVEMENT DISTRICT
Designating the warehouse as a Self-Supporting Municipal Improvement District (SSMID) is another option for the City of Dubuque. A SSMID is generally driven by property owners, businesses, city staff and other stakeholders to promote the warehouse district. The creation of a SSMID would focus not only on the building improvement requirements or physical guidelines but also on other activities to market the warehouse district and encourage new investments.

The agency within the SSMID is usually involved in organizing special events (like festivals, concerts, etc) to attract people in the warehouse area. It is also involved in managing parking issues, collecting garbage, maintaining the streetscapes and street lights, and so on.
Relocation Options

Current businesses and industrial establishments in the Warehouse District might be negatively affected by revitalization efforts if their individual needs are not taken into full consideration. One option for the City is to help relocate businesses that are not compatible with the proposed mixed-use redevelopment of the Warehouse District. Relocating existing businesses is not an easy task and the City should act carefully so as not to discourage existing business owners.

Other cities have been successful in acquiring properties with diverse ownership and little market value. By assembling small parcels they have been able to turn them into redevelopment opportunities for larger entities. The City of Dubuque could buy the existing properties with conflicting uses at market value and provide relocation costs. Another possible option is to offer City-owned land in a different location to which the incompatible uses could relocate, with all cost covered.

There are a number of well-established industries within the Warehouse District that are very important to the local economy. However, these facilities might present obstacles to redevelopment of a mixed-use area with residential, commercial and retail. Relocation of businesses to Dubuque's Industrial Park is an option for the City. However, the City does not want to force the industry to relocate. Incentives such as relocation costs or waiving zoning and other regulatory restrictions for a new facility at the Dubuque Industrial Center West near Highway 20 may help accomplish this. This industrial park is adjacent to a major rail line and well-equipped with other required infrastructure for industries.

Since relocating existing businesses is a sensitive and complex issue, City of Dubuque should develop a detailed negotiation to find a feasible solution for businesses in the district. The planning process should include a way for business owners in the district to interact in dialog for how this issue should be handled.
Public-Private Organization and Implementation

We recommend designating a specific organization or public-private partnership to oversee and guide development within the Warehouse District. Once a special district designation is established, this organization or partnership would work to preserve the character of the area according to special district requirements.

Successful implementation of redevelopment projects requires commitment, trust, risk-sharing, cost-sharing, and coordination among various stakeholders and government. The creation of a public-private partnership between the City of Dubuque, property owners, lenders and other non-profits interested in Warehouse District development would promote redevelopments. The local non-profit group, Dubuque Main Street, Ltd., has been actively involved in redeveloping the Main Street area, playing a major role in creating housing options, attracting business owners, and creating employment opportunities. Involving Main Street in the redevelopment of warehouse district is an option for City of Dubuque.

City of Dubuque has created a sub-committee within ENVIS10N, which will include Dubuque Main Street Ltd., property owners and city staff to begin the planning process for the Warehouse District. The redevelopment of the warehouse district involves several components including but not limited to marketing of the area, attract new businesses, streamlining financing, and improving and maintaining the infrastructures.

The initial but important step is to market the warehouse area and attract potential investors. Based on the demand for future investments, the organization could then focus on improving the infrastructure and finding financial solutions to redevelop the area. The established organization might also be involved in review and approval of development projects in the warehouse district.

A partnership between city government, local non-profit organizations, and private interests would thus provide a greater leverage in promoting Warehouse District developments, with specific responsibilities.
APPENDICES
APPENDIX A: Demographic and Housing Market Profile

The following tables and graphs summarize demographic and housing information for Dubuque County and the City of Dubuque. Information is first presented for Dubuque County for the years 1990, 2000, and 2005. Then, data for the City in the years 1990 and 2000 follows. No 2005 information is presented in this section, as the 2005 American Community Survey does not record information for the place level of Dubuque.

FIGURE 1: DUBUQUE COUNTY SELECTED DEMOGRAPHICS

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>86,403</td>
<td>89,143</td>
<td>86,626</td>
</tr>
<tr>
<td>Households</td>
<td>30,689</td>
<td>33,690</td>
<td>35,563</td>
</tr>
<tr>
<td>Median household income</td>
<td>$28,276</td>
<td>$39,582</td>
<td>$44,161</td>
</tr>
<tr>
<td>Total housing units</td>
<td>30,799</td>
<td>35,505</td>
<td>38,105</td>
</tr>
<tr>
<td>Unemployment</td>
<td>1,987</td>
<td>2,169</td>
<td>2,088</td>
</tr>
</tbody>
</table>


FIGURE 2: AGE OF DUBUQUE COUNTY RESIDENTS

FIGURE 3: INCOME OF DUBUQUE COUNTY HOUSEHOLDS

<table>
<thead>
<tr>
<th>INCOME</th>
<th>Number of Households</th>
<th>1990</th>
<th>2000</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less Than $10,000</td>
<td></td>
<td>14.04%</td>
<td>7.10%</td>
<td>6.03%</td>
</tr>
<tr>
<td>$10,000 to $14,999</td>
<td></td>
<td>9.91%</td>
<td>5.93%</td>
<td>5.37%</td>
</tr>
<tr>
<td>$15,000 to $24,999</td>
<td></td>
<td>19.66%</td>
<td>14.99%</td>
<td>12.99%</td>
</tr>
<tr>
<td>$25,000 to $34,999</td>
<td></td>
<td>18.89%</td>
<td>14.94%</td>
<td>14.79%</td>
</tr>
<tr>
<td>$35,000 to $49,999</td>
<td></td>
<td>19.48%</td>
<td>19.97%</td>
<td>16.80%</td>
</tr>
<tr>
<td>$50,000 to $74,999</td>
<td></td>
<td>12.72%</td>
<td>21.66%</td>
<td>24.36%</td>
</tr>
<tr>
<td>$75,000 to $99,999</td>
<td></td>
<td>2.86%</td>
<td>8.20%</td>
<td>10.30%</td>
</tr>
<tr>
<td>$100,000 to $149,999</td>
<td></td>
<td>1.32%</td>
<td>4.47%</td>
<td>7.52%</td>
</tr>
<tr>
<td>$150,000 or more</td>
<td></td>
<td>1.11%</td>
<td>2.75%</td>
<td>1.84%</td>
</tr>
<tr>
<td>Median household income</td>
<td>$28,276</td>
<td>$39,582</td>
<td>$44,161</td>
<td></td>
</tr>
</tbody>
</table>


FIGURE 4: EDUCATIONAL ATTAINMENT OF DUBUQUE COUNTY RESIDENTS

FIGURE 5: HOUSING UNITS IN DUBUQUE COUNTY

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing units</td>
<td>32,053</td>
<td>35,505</td>
<td>38,105</td>
</tr>
<tr>
<td>Occupied</td>
<td>96.09%</td>
<td>94.89%</td>
<td>93.33%</td>
</tr>
<tr>
<td>Vacant</td>
<td>3.91%</td>
<td>5.11%</td>
<td>6.67%</td>
</tr>
<tr>
<td>Owner-occupied</td>
<td>71.21%</td>
<td>73.46%</td>
<td>77.84%</td>
</tr>
<tr>
<td>Renter-occupied</td>
<td>28.79%</td>
<td>26.54%</td>
<td>22.16%</td>
</tr>
<tr>
<td>Median value - owner occupied</td>
<td>$53,600</td>
<td>$93,300</td>
<td>$117,500</td>
</tr>
</tbody>
</table>


FIGURE 6: OCCUPIED & VACANT HOUSING UNITS IN DUBUQUE COUNTY

FIGURE 7: GROSS RENTS OF DUBUQUE COUNTY HOUSEHOLDS

<table>
<thead>
<tr>
<th>Gross Rent</th>
<th>Number of Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $200</td>
<td>1,048</td>
</tr>
<tr>
<td>$200 to $299</td>
<td>2,613</td>
</tr>
<tr>
<td>$300 to $499</td>
<td>3,810</td>
</tr>
<tr>
<td>$500 to $749</td>
<td>640</td>
</tr>
<tr>
<td>$750 to $999</td>
<td>12</td>
</tr>
<tr>
<td>$1,000 or more</td>
<td>16</td>
</tr>
<tr>
<td><strong>Median gross rent</strong></td>
<td><strong>$253</strong></td>
</tr>
</tbody>
</table>


FIGURE 8: CITY OF DUBUQUE SELECTED DEMOGRAPHICS

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>57,546</td>
<td>57,686</td>
</tr>
<tr>
<td>Unemployment</td>
<td>1,461</td>
<td>1,655</td>
</tr>
<tr>
<td>Median household income</td>
<td>$27,027</td>
<td>$36,785</td>
</tr>
</tbody>
</table>

Source: 1990 & 2000 United States Census Bureau of Population and Housing

FIGURE 9: GROSS RENTS OF CITY OF DUBUQUE HOUSEHOLDS

<table>
<thead>
<tr>
<th>Gross Rent</th>
<th>Number of Households</th>
</tr>
</thead>
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<tr>
<td>Less than $200</td>
<td>895</td>
</tr>
<tr>
<td>$200 to $299</td>
<td>2,293</td>
</tr>
<tr>
<td>$300 to $499</td>
<td>3,258</td>
</tr>
<tr>
<td>$500 to $749</td>
<td>569</td>
</tr>
<tr>
<td>$750 to $999</td>
<td>9</td>
</tr>
<tr>
<td>$1,000 or more</td>
<td>13</td>
</tr>
<tr>
<td><strong>Median gross rent</strong></td>
<td><strong>$315</strong></td>
</tr>
</tbody>
</table>

Source: 1990 & 2000 United States Census Bureau of Population and Housing
### FIGURE 10: GROSS RENTS OF HOUSEHOLDS AS A PERCENTAGE OF HOUSEHOLD INCOME

<table>
<thead>
<tr>
<th>Percentage of rent to household income</th>
<th>Number of Households</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1990</td>
</tr>
<tr>
<td>Less than 20 percent</td>
<td>2,630</td>
</tr>
<tr>
<td>20 to 24 percent</td>
<td>974</td>
</tr>
<tr>
<td>25 to 29 percent</td>
<td>760</td>
</tr>
<tr>
<td>30 to 34 percent</td>
<td>451</td>
</tr>
<tr>
<td>35 percent or more</td>
<td>2,087</td>
</tr>
<tr>
<td>Not computed</td>
<td>312</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7,214</strong></td>
</tr>
</tbody>
</table>

Source: 1990 & 2000 United States Census Bureau of Population and Housing
APPENDIX B: WAREHOUSE DISTRICT ZONING MAP
APPENDIX C: Maps of Surrounding Amenities and Infrastructure

Amenities Surrounding The Warehouse District

Legend
- Warehouse District
- Millworking District
- Roads
- Railroads
- Amenities

Legend:
- Warehouse District
- Millworking District
- Roads
- Railroads
- Amenities
Restaurants Surrounding The Warehouse District

Legend
- Warehouse District
- Millworking District
- Restaurants

- Roads
- Railroads
Hotels Surrounding The Warehouse District

Legend
- Warehouse District
- Millworking District
- Hotels
- Roads
- Railroads

Scale: 1,250 625 0 1,250 Feet
APPENDIX D: Warehouse District Buildings, Property Owners, Current Uses, and Planned Future Uses

Dubuque Millworking District
Property Owners

<table>
<thead>
<tr>
<th>Number</th>
<th>Property</th>
<th>Owner(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1098 Jackson St</td>
<td>Stuart &amp; Mary Mabusth</td>
</tr>
<tr>
<td>1.1</td>
<td>Washington &amp; East 11th St</td>
<td>Stuart &amp; Mary Mabusth</td>
</tr>
<tr>
<td>2</td>
<td>1079/1099 Elm St (2)</td>
<td>Mid American Holdings (Bob Johnson)</td>
</tr>
<tr>
<td>3</td>
<td>1000 Jackson St</td>
<td>Wilmac Property Co</td>
</tr>
<tr>
<td>3.1</td>
<td>151 East Ninth St</td>
<td>Wilmac Property Co</td>
</tr>
<tr>
<td>3.2</td>
<td>801 Jackson St (2)</td>
<td>Wilmac Property Co</td>
</tr>
<tr>
<td>4</td>
<td>900 Jackson St</td>
<td>Tschiggfrie Excavating Co</td>
</tr>
<tr>
<td>5</td>
<td>375 East Ninth St</td>
<td>Warehouse Redevelopment LLC (Bob Johnson &amp; John Gronen)</td>
</tr>
<tr>
<td>6</td>
<td>168 East Tenth St</td>
<td>JAKD LLC</td>
</tr>
<tr>
<td>7</td>
<td>975 Jackson St</td>
<td>Ryan Montague</td>
</tr>
<tr>
<td>8</td>
<td>925 Jackson St</td>
<td>John White</td>
</tr>
<tr>
<td>8.1</td>
<td>955 Jackson St</td>
<td>John White</td>
</tr>
<tr>
<td>9</td>
<td>898 Jackson St</td>
<td>Mark Redmond</td>
</tr>
<tr>
<td>10</td>
<td>220 East Ninth St</td>
<td>John Rettenmaier</td>
</tr>
<tr>
<td>10.1</td>
<td>220 East Ninth St</td>
<td>John Rettenmaier</td>
</tr>
<tr>
<td>10.2</td>
<td>220 East Ninth St</td>
<td>John Rettenmaier</td>
</tr>
<tr>
<td>11</td>
<td>850 Jackson St</td>
<td>Michael J Fincel</td>
</tr>
<tr>
<td>12</td>
<td>750 White St</td>
<td>Tony Pfohl</td>
</tr>
<tr>
<td>12.1</td>
<td>7th &amp; Jackson St</td>
<td>Tony Pfohl</td>
</tr>
<tr>
<td>12.2</td>
<td>7th &amp; Jackson St</td>
<td>Tony Pfohl</td>
</tr>
<tr>
<td>13</td>
<td>698 White St</td>
<td>Tony Pfohl</td>
</tr>
</tbody>
</table>

Legend
- Millworking District
- Highway
- Roads
- Railroads
*N Numbers Represent The Property Owners
<table>
<thead>
<tr>
<th>Number</th>
<th>Year Built</th>
<th>Floors</th>
<th>Square footage (approx.)</th>
<th>Current use</th>
<th>Future use</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1916</td>
<td>3</td>
<td>15,138</td>
<td>Storage for Spahn &amp; Rose</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1</td>
<td>1916</td>
<td>3</td>
<td>10,300</td>
<td>Music Conservatory of Dubuque</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>1909/1919</td>
<td>3 + basement/ 5 + basement</td>
<td>179,554 (total)</td>
<td>Restoration Warehouse</td>
<td>Available for further redevelopment at anytime</td>
<td>Old Eagle Window building. Statement of no action received from EPA</td>
</tr>
<tr>
<td>3</td>
<td>1924</td>
<td>5 + basement</td>
<td>181,698</td>
<td>Spahn &amp; Rose Lumber (1st floor), Some office space (upper floors)</td>
<td>Available for further redevelopment at anytime</td>
<td>Asbestos remediation bids received. Cost minimal</td>
</tr>
<tr>
<td>3.1</td>
<td>1900</td>
<td>4 + basement</td>
<td>28,500</td>
<td>Short lease office space (1st floor)</td>
<td>Available for further redevelopment at anytime</td>
<td>Asbestos remediation bids received. Cost minimal</td>
</tr>
<tr>
<td>3.2</td>
<td>1853/1929</td>
<td>4 + basement/ 2</td>
<td>135,200 (total)</td>
<td>Wilmac Property Co, Blair &amp; Fitzsimmons, PC, Phoenix Fitness, Mission Creative</td>
<td>Available for further redevelopment at anytime</td>
<td>Underground storage tank farm cleaned and filled with sand in the 90s</td>
</tr>
<tr>
<td>4</td>
<td>1907</td>
<td>3 + basement</td>
<td>184,645 (total)</td>
<td>Dubuque Sash &amp; Door custom restoration, Homeliques interior design &amp; furniture retail, 2nd and 3rd floors vacant</td>
<td>Available for further redevelopment at anytime</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>1909</td>
<td>3 + basement</td>
<td>87,764</td>
<td>Warehouse space, auto body shop</td>
<td>Available for further redevelopment at anytime</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>1900</td>
<td>2 + basement</td>
<td>5,120</td>
<td>Ornamental iron works, empty second floor</td>
<td>Available for further redevelopment at anytime</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>1900</td>
<td>1</td>
<td>5,120</td>
<td>Adult Bookstore</td>
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<td></td>
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<tr>
<td>8</td>
<td>1900</td>
<td>2</td>
<td>9,500</td>
<td>Construction vehicle and equipment storage.</td>
<td>No intention to redevelop</td>
<td>Contained district power plant</td>
</tr>
<tr>
<td>8.1</td>
<td>1909</td>
<td>2</td>
<td>6,000</td>
<td>Construction workshop and storage.</td>
<td>No intention to redevelop</td>
<td>Contained boiler for district heat</td>
</tr>
<tr>
<td>9</td>
<td>1890</td>
<td>2</td>
<td>6,165</td>
<td>Key City Iron Works machine shop</td>
<td>No intention to redevelop</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>1980</td>
<td>1</td>
<td>4,235</td>
<td>Storage garage</td>
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<tr>
<td>10.1</td>
<td>1911</td>
<td>3 + basement</td>
<td>58,800 (total)</td>
<td>Carpet Depot</td>
<td>Unknown</td>
<td></td>
</tr>
<tr>
<td>10.2</td>
<td>1911</td>
<td>3 + basement</td>
<td>58,800 (total)</td>
<td>Carpet Depot</td>
<td>Unknown</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>1906</td>
<td>2 + basement</td>
<td>7,680</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>1906</td>
<td>2</td>
<td>109,440</td>
<td>1st floor - post office sorting, 2nd-5th floors empty</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12.1</td>
<td>1917</td>
<td>7</td>
<td>77,265</td>
<td>Basement &amp; 1st floor - storage, 2nd-7th floors vacant</td>
<td>Mixed use - retail, office space, condos</td>
<td></td>
</tr>
<tr>
<td>12.2</td>
<td>1917</td>
<td>7</td>
<td>77,265</td>
<td>Basement &amp; 1st floor - storage, 2nd-7th floors vacant</td>
<td>Mixed use - retail, office space, condos</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>N/A</td>
<td>1</td>
<td>15,360</td>
<td>Design Center</td>
<td>Unknown</td>
<td></td>
</tr>
</tbody>
</table>
APPENDIX E: Works Cited


City of Lowell, Master Plan. May 2003.

City of Manchester, Manchester Downtown Strategic Plan. 2006.

City of Peoria, Heart of Peoria Plan. 2002.

City of Peoria, Warehouse District Plan. 2006.

_Economic Development Methods in Minneapolis_. October 2004. PowerPoint presentation by the City of Minneapolis Department of Community Planning and Economic Development.

_Historic Warehouse District Master Plan Executive Summary_. March 2002 Revision. Prepared for the Historic Warehouse District Development Corporation of Cleveland, Ohio, by Sandvick Architects Inc.


_Riverfront Revival: Collaboration & Change along the Mississippi Riverfront in Minneapolis_. February 2004. City of Minneapolis Department of Community Planning and Economic Development.


ADDITIONAL RESOURCES
