

# Downtown Dubuque Master Plan



a place to  
live  
work



learn  
&  
play



**Dubuque**  
*Gateway to the Spirit*



**URS |**

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## SECTION 1

# OVERVIEW

### Project Mission

Assist the client team with preparation of redevelopment strategies for Downtown which produces tangible results, and information which will lead to careful investment and a well-served market.

### Plan Approach

To identify real projects for implementation and formulate strategies which capitalize on opportunities and overcome barriers in an effort to ready the environment for investment.

During the Summer of 2002, Leland Consulting Group (LCG), real estate strategists, SEH, urban design and transportation planning, MSA Professional Services, Inc. (MSA), community planning and public engagement, and Durrant Group, architecture and visualization (the LCG Team), was retained by the City of Dubuque (the City) to assist in preparing the *Downtown Dubuque Master Plan*. The purpose of this effort was to further the goals of *Vision*

*Downtown*, a community-wide process that defined the future of Downtown Dubuque, and to outline a program for implementation. Project goals included:

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- Growing stakeholder consensus and education
- Developing strategies for new investment and reinvestment
- Advancing the discussion of Downtown redevelopment
- Promoting political support for removal of barriers and allocation of resources
- Creating a "place" for residents, employees, consumers and visitors

Findings presented herein are based on a work program which included individual interviews with Downtown stakeholders, multiple focus groups, a Downtown Planning Committee (DPC) planning retreat, traveling exhibit questionnaire, analysis of prevailing market conditions, identification of opportunity sites for investment, preparation of demand estimates for various land use products,



and examination of development economics. From this work, conclusions were drawn regarding Downtown's role in the community, investment opportunities available to the market in the near- and mid-term, and barriers to investment. Recommended actions for change, along with guiding principles, provide the foundation for implementation of the plan. Economic development tools a map of select opportunity sites and concepts which could serve as catalysts for a stronger downtown neighborhood, are among the work products which resulted from this effort, all of which are described in the discussion contained herein.

## **WHY INVEST DOWNTOWN**

It is an undisputed truth that a community's downtown is the barometer of its overall quality-of-life. Area-wide and local chamber of commerce executives, economic development specialists, and industrial recruiters have found time and again that projects are often won or lost based on one single criterion - the condition and economic health of a community's downtown. Employers have found that a vibrant downtown significantly increases their ability to attract and retain high quality employees - whether or not the business is located in downtown - thereby minimizing

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turnover and associated personnel costs. City officials have found that bond rating companies often include the economic prosperity of downtown as one criterion they consider when determining a city's bond rating.

Throughout the country, public and private entities are participating in the revitalization of their downtown core. In a report prepared for the American Public

*According to the National Trust for Historic Preservation, every dollar a community spends on downtown revitalization brings in \$30 in new investment.*

Power Association, several utility companies surveyed explained the basis for their participation in downtown enhancement efforts, citing the following: a thriving downtown is a good recruitment tool for industry; downtown's enhancement stimulates the economy and adds jobs; economically, everyone benefits from a healthy downtown; a viable downtown infrastructure is essential to economic development in the whole area; a better downtown increases tourism in the area; and, downtown is a good investment. Cities throughout the country who have undertaken similar efforts have found that benefits to the community are multi-faceted and multiplicative. Specifically, quality of life is enhanced, the number and diversity of job opportunities are increased, and dollars are invested. With this understanding and a commitment to the Downtown environment, the City of Dubuque initiated preparation of the following *Downtown Dubuque Master Plan*.

## REGIONAL CONTEXT

Downtown Dubuque is the community's central commercial and business core. It is a multi-functional downtown with a range



of residential, retail, restaurant, entertainment, business, office, education, banking and industrial uses. The service sector of the Downtown maintains a diverse mix of private sector, government, and institutional uses, while the retail sector focuses on entertainment, restaurant and specialty businesses. Industrial uses Downtown area are primarily concentrated in the warehouse area and on the South Port. Housing in Downtown is widely dispersed around the perimeter of the core with the largest concentration located in the Jackson Park area.

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To quantify opportunities for new development and redevelopment Downtown, and expand and diversify this inventory, LCG conducted a thorough market analysis of all principal land uses — residential (for sale and rental), retail, office, and lodging. Consideration was also given to support for institutional uses and public spaces and quantified in the relevant sections of the Plan. Since Downtown is a submarket within the City and County of Dubuque, and as such will likely compete with projects from a broader area, overall economic and demographic indicators and demand estimates, were analyzed for all relevant areas based on land use. These forecasts suggest that more than 1.5 million square feet of employment and retail space, 200 lodging rooms, and 1,000 residential units could be absorbed in the trade area over the next ten years (five years for lodging), from which Downtown could benefit. These estimates are based on new growth only, with additional support from existing commercial voids and pent-up demand in certain residential products. The level of investment, which actually occurs within the Downtown market, will be directly proportionate to the City and stakeholder's commitment to stronger physical connections, supportive infill policies, creative financial solutions and removal of barriers.

## **DOWNTOWN DISTRICTS**

Like many communities of comparable size, Downtown Dubuque contains several distinct subareas, or districts, which have common characteristics and themes. These districts which make up Downtown Dubuque (the study area), have been defined by Dubuque Main Street, Ltd. (see discussion below) for the purpose of internal organizational and management decision. In the context of this effort, each of the districts was analyzed relative to prevailing market conditions, recent activity (new development and/or redevelopment), and physical improvements, in order to understand the potential for catalyst investments within them. Based on this analysis, "character areas" were identified which suggested the potential for specific niche opportunities. Ultimately, the Downtown Planning Committee determined that the original district descriptions were adequate for Main Street's purposes, but that they should be expanded to communicate a specific intent in any future marketing materials. A map illustrating the Main Street districts and character areas within them is presented on the following page. *Note: Areas outside of the districts have been identified, in the context of this master plan, as "contiguous areas of*

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*influence" which need to be acknowledged and monitored as they impact the vision of the planned projects inside the study area.*

## **Main Street District Descriptions**

### *Historic Old Main*

This district is a gateway to Downtown with a mix of retail and entertainment uses, including specialty retail stores, fast food, bars and nightclubs. Region-serving entertainment draws include: Five Flags Theater and Civic Center. Dominant land uses are retail, auto service, residential and support commercial. A high level of speculative activity has occurred in this area on conjunction with public investment on the Port of Dubuque. For the most part, property in the district is underutilized and could be viable for redevelopment. Opportunities for investment include freestanding commercial and new mixed-use projects.

### *Town Clock*

This district is the center of Downtown and the core for office, civic and original retail activities. It is the most recent focus of public investment (with the opening of the plaza to traffic) and a focal point for vehicles and pedestrians traveling along Main Street. Dominant land uses include retail, business offices, institutions, cultural facilities and public spaces.

Buildings in this district range from historically significant mid-rises to new construction high-rises. Products include single use office buildings and mixed-use buildings with office over ground floor retail. The building stock and physical environment lends itself to adaptive reuse and new mixed-use projects.



## **Dubuque Main Street Ltd. District Map**



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### *Cable Car Square*

This district is anchored by specialty retail stores concentrated along Bluff Street. Located along the western most border of Downtown, this district is bordered on the east by the Historic Old Main District, on the north by the downtown employment core (Town Clock District), and on the south by the confluence of state highways serving the city. In addition to specialty retail, dominant land uses in the district include institutional, restaurant, office and mixed-use projects supported by various neighborhood infrastructure elements. Suggested investments include adaptive reuse, mixed-use, development and redevelopment, and a public greening programming.



### *Upper Main / Farmers Market*

One of the first residential areas of Dubuque, this district represents the northern portion of the Downtown study area. Land uses include residential, highway commercial, entertainment, restaurant, government, lodging and limited office and industrial. The building stock and character of the area lends itself to a densified residential base, conversion of auto-oriented retail space to neighborhood-supportive commercial uses, and stronger pedestrian connections.

### *Port of Dubuque*

The Port District, located adjacent to the Mississippi River, has been the recipient of nearly \$200 million in public and private investment in the form of new conference and education facilities, a new museum, riverwalk, hotel and restaurants. The district benefits from its central location and destination orientation. Investment opportunities identified herein include a general merchandise mid-size commercial anchor, in-line retail users, urban residential products and public investment in the form of parking, streetscape, open areas and higher-end housing. (See the *Port of Dubuque Master Plan* for specific use recommendations.)

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## INVESTMENT OPPORTUNITY FRAMEWORK

A summary of potential opportunity sites for investment is presented in the Investment Opportunity Framework map. The premise behind the selection of opportunity sites and areas assumes directing resources to those catalyst projects that will have a positive near-term economic "ripple effect" in downtown and further the vision for Downtown. Other sites were selected because they presented a compelling location or market advantage for future investment.

### *Opportunity Site Criteria*

Opportunity sites were generally identified for evaluation at the direction of Downtown stakeholders, as well as from information gained through review of past planning efforts and discussions with City staff. The comprehensive list of criteria used to select sites or areas for detailed analysis included the following:

<b>1</b>	Compatibility with, and linkages to, the comprehensive plan
<b>2</b>	Compatibility with and linkage to <i>Vision Downtown</i>
<b>3</b>	Presence of a market opportunity in the near- or long-term
<b>4</b>	Opportunities to strengthen and link existing districts or activity centers
<b>5</b>	Ability to leverage existing or planned public investment
<b>6</b>	Physical environment -- public improvements, historic building stock, etc.
<b>7</b>	Potential for creating key entryways or gateways
<b>8</b>	Ownership patterns including public vs. private and multiple vs. assembled
<b>9</b>	Presence of unified, energetic stakeholders
<b>10</b>	Upward trend in local investment
<b>11</b>	Availability of public programs, incentives and tools for revitalization
<b>12</b>	Ability to create mixed-use activity centers
<b>13</b>	Opportunities with multi-modal access
<b>14</b>	Presence of support organizations - service groups, churches, schools
<b>15</b>	Demonstrated community need (CDBG designated area)
<b>16</b>	Consistent in character and building on prevailing strengths

The Investment Opportunity Framework map on the following page reflects primary and secondary "gateways," as well as opportunity sites and areas for future investment.

Gateways are defined as those areas where public investment is strategically designed and incorporated into the physical framework to introduce a certain theme or character for an area. Suggested use or investment designations for the opportunity sites, as reflected by their color, are based on analyses completed by the consultant team, discussions with property owners or local real estate professionals, and input from the Downtown Planning Committee and City staff. No conclusions were made regarding property ownership or sources of investment.

## **Investment Opportunity Framework Map**

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Given the sheer number of opportunity investment sites or areas, seven have been prioritized for early investment and consideration. Each one represents a different investment opportunity, designed to accomplish a different objective in the context of advancing the vision. The sites / areas were selected based on their location, proximity to recent or planned investment, existing level of improvement, and/or potential or demonstrated need. They include: streetscape improvements east and west sides of Main Street between 10<sup>th</sup> and 11<sup>th</sup> Streets; the Cigna



expansion at 5<sup>th</sup> and Main Streets; a loft project at Jackson and 6<sup>th</sup> Streets (located outside the study area, yet in the contiguous areas of influence); residential redevelopment near proposed school site between 11<sup>th</sup> and 12<sup>th</sup> on Jackson Streets; also, a retail / entertainment venue in the Port of Dubuque; gateway improvements into the Port at 4<sup>th</sup> and Main Streets; and, a "filling in of the teeth" along Main.

The map is intended to guide choices for development and investment - preserving what is important in the overall framework, yet allowing for a continually market responsive plan. It would not be appropriate to make a direct translation between conclusions of market demand and the improved square feet of opportunity sites reflected on the map. This is particularly true for sites identified for a mix of uses since as they could be developed with any combination of uses, depending on the market opportunity at that time. The market demand numbers presented in the elements of the plan are important in establishing a potential threshold (order of magnitude) for activity over a five, ten, and twenty year timeframe. A significant lesson learned by professionals involved in downtown revitalization is that this type of development activity, unlike any other, has the ability to capture regional market share beyond the expected trade area. Therefore, while a market may consistently perform at one level ("x" number of building permits per year), it often exceeds this level with commencement of a downtown investment initiative.

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## **PLAN ELEMENTS**

The body of the *Downtown Dubuque Master Plan* contains a series of elements – Commerce; Culture, Education & Entertainment; Historical Features; Public Space and Open Areas; Residential Living; and Transportation. These elements reflect the six components of *Vision Downtown*. In the discussion which follows for each element, the principal concept and desired outcome is presented. This is supplemented with a discussion of current conditions which highlight both the community need and opportunity, in support of the concept. The *Vision Downtown* goals for each element are also presented along with a discussion of priority catalyst opportunities which will further the plan goals for that element. Each section concludes with a list of barriers, or challenges to implementation, along with priority actions to address and remove these barriers and capitalize on market and investment opportunities. The actions for moving forward are summarized on the following pages and presented in the action matrices and specific elements of the plan. A glossary of "tools" for implementation follows the action matrices.

## **IMPLEMENTATION STRATEGY FRAMEWORK**

Part of the recommended positioning and investment strategy for Downtown Dubuque is the design of a process that always keeps multiple projects moving forward simultaneously. The project definition is broad as it includes public, private or public-private physical projects, social programs, educational programs, public relations and goodwill-building programs, etc. What is important, strategically, is to maintain a number and variety of projects that are constantly being introduced and moving forward. This strategy builds community goodwill; enhances quality of life; provides opportunities for public participation; allows special-interest groups to have a role in the community; sends a message to the outside world that Dubuque is successful and is making positive strides; and, creates an increasingly attractive environment for investment and development. Investors, developers and lenders seek out environments with market opportunity and areas with prospects for success. Such people like to follow success.

The strategy for implementing the *Downtown Dubuque Master Plan* is based on guiding principles, prerequisites for success, and actions for moving forward. The information which

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follows includes: a description of guiding principles which will frame future actions related to the plan; and a discussion of those elements of the strategy which are prerequisites for success.

### **Guiding Principles**

From an assessment of Downtown's opportunities and barriers, and the conclusion of the market analysis, it was determined that future marketing and investment strategies must be directed by the following principles.

- 1 Catalyst properties must be acquired, held and positioned for private investment on a routine basis.
- 2 Downtown is one sub-market, with several districts, that competes with other sub-markets in the region.
- 3 Downtown must be market responsive, innovative and have the capability to respond to a variety of opportunities.
- 4 The Downtown neighborhood infrastructure that is already in place, making it a viable location to live, work, shop and play, needs to be protected and retained.
- 5 Downtown, as a whole, must be greater than the sum of its parts – niche strategies must be formulated to strengthen and link opportunities and infrastructure.
- 6 Downtown's "tool bag" must have many tools (finance, physical, market, regulatory, organizational) which can be used independently or in various combinations.
- 7 Public investment must leverage private investment.
- 8 Regional public policy must support downtown development, allowing for growth management programs which reward more efficient development patterns.
- 9 Solutions must be holistic – more comprehensive in scope and include considerably more than just design for a regulatory framework.

#### *Catalyst Properties Must Be Acquired , Held and Positioned for Private Investment - Organization*

One of the first steps in any downtown revitalization effort is selection of a single entity, locally supported and broadly representative of downtown stakeholders, which will initiate and guide growth in the downtown marketplace. These entities frequently referred to as downtown organizations, have been established in both small rural communities and large metropolitan

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areas, to act as a mechanism for downtown revitalization and maintenance. This organization, locally, is Dubuque Main Street Ltd. Their efforts include: working with the Dubuque Area Chamber of Commerce to facilitate the retention and expansion of existing businesses; coordinating improvement of the physical appearance of public spaces; ensuring a clean and safe environment; stimulating development of vacant/ underutilized real estate; spear-heading efforts to address parking and traffic problems; coordinating the efforts of Downtown stakeholders; and, marketing to current and potential spenders. Their mission includes the following elements: uniting stakeholders for improving Downtown; providing leadership to elevate Downtown on the civic agenda; and, being the primary advocate for Downtown.

Main Street's efforts have been supported by the City of Dubuque, Dubuque Initiatives, Dubuque Area Chamber of Commerce, and Greater Dubuque Development Corporation. To advance this concept, the City of Dubuque should consider focusing the efforts of Downtown reinvestment under a single umbrella which can support Dubuque Main Street Ltd., as well as manage, attract and cluster appropriate new businesses; leverage financial resources; and, stimulate private reinvestment and action by others. This entity should be housed at Dubuque Main Street Ltd. and permitted (legally) and encouraged to acquire and position property for "right" investment. To-date the City of Dubuque has taken the lead in this element of the pre-development process, and with tremendous success. Going forward, this responsibility should shift to a politically-protected organization whose mission is exclusively Downtown.

*Downtown is One Sub-Market that Competes with Fringe Development*

Downtown is one sub-market, with several districts, that competes with other sub-markets in the region. The large department or drug store which once anchored downtown has moved to outlying sectors of the city, closer to the majority of the populous in areas with lower land costs. The downtown environment, while presenting opportunity for investment in a setting uniquely positioned to offer both heart and history, carries with it certain limitations, particularly for land-intensive non-destination-oriented land uses. To advance this concept, the City must recognize the obstacles associated with downtown development and encourage regulatory and financial solutions including public subsidy and creative financing mechanisms. In addition, the City should aggressively promote Downtown for investment locally, regionally and nationally. Specifically, it needs to retain the services of a national retail broker/developer representative to

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solicit the interest of commercial businesses for Downtown. Continued cooperation and partnership with Dubuque Initiatives can provide this service or supplement Dubuque Main Street Ltd.'s efforts.

*Downtown Must be Market-Responsive*

As noted, Downtown is a competitive sub-market within the region. As such, it must be responsive to changing market conditions, with implementation tools and mechanisms in place to both offset competitive disadvantages and take advantage of competitive assets. To advance this concept, the City and its Downtown advocacy partners need to continually monitor market conditions and share this information with a broad audience including communicators, educators, promoters and investors.

*Protect and Retain the Downtown "Infrastructure"*

"Infrastructure" as it is referred to here includes physical features (parks and open space, public improvements), services organizations (churches, schools, government offices), a mix of employers (retail, service, government – large and small users) and community attitudes toward Downtown. Those assets which provide the impetus for investment and allow Downtown to call itself a neighborhood need to be protected (retained) and promoted. *Note: A current example of this is preservation of the Prescott School in its downtown location. Cities across the country are actively trying to reverse the flight of downtown and central city schools to the fringe of their communities. These cities heard from business and industry siting representatives that the presence of education facilities in the downtown market is a significant factor when considering a central business district location to a fringe location. Dubuque is in the enviable position of not only maintaining, but improving its downtown school.* All too often, a community focuses its efforts on the attraction of new businesses and new developments, rather than concentrating on preserving (retaining), growing (expanding) and protecting its existing inventory. To advance this concept, the City of Dubuque leadership must establish a policy to develop a capital improvement plan, to fund the maintenance and expansion of the Downtown infrastructure, as well as its open spaces and parks. Additionally, the City should continue to advocate for a continued presence in all downtown school related planning efforts, as well as support their initiatives through favorable policies and priority funding initiatives.



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*Downtown Must be Greater than the Sum of its Parts*

The synergy created by the mix and density of land uses in a downtown environment is unique in most metropolitan areas. Within this environment, businesses, residents and visitors are attracted to the high concentration of activity occurring throughout the day and evening. To foster this level of activity and synergy, niche strategies must be formulated to strengthen and link the various individual land uses and "infrastructure" elements currently existing in Downtown. As new projects are introduced, careful consideration should be given to their ability to further strengthen these linkages and thereby contribute to the Downtown synergy. To advance this concept, the City must prepare an overlay of physical improvements which link areas (and projects) of investment.

*Downtown's "Tool Bag" Must Have Many Tools*

As Downtown competes in the local and regional marketplaces, its "tool bag" must contain a variety of strategies and mechanisms to attract investment. These "tools" can be financial (grants, loan programs, etc.), physical (infrastructure investment), market (planning/feasibility assistance), and/or organizational (Dubuque Main Street, Ltd.) in nature. They can be used independently or in various combinations. Given the obstacles associated with downtown development, it is imperative that whatever mix of tools is put in place be comprehensive, flexible and creative. To advance this concept, the City of Dubuque, together with its advocacy partners, must continually research the best practices of other communities and always be lobbying the state for expanded programs which protect Downtown's assets.

*Public Investment Must Leverage Private Investment*

Historically, the planning, financing and implementation of projects in the downtown market were the primary responsibility of public sector entities. However, while the public sector continues to play a significant role in most downtown efforts, a critical component to the success of any revitalization strategy today is participation by both the public and private sectors. Leveraging of resources and public-private partnerships are key, as no one entity, either public or private, has sufficient resources alone to sustain a long-term downtown improvement effort. To advance this concept, the City leadership needs to establish a policy that commits to enhanced incentive packages for those catalyst projects consistent with the vision including both primary job-based and commercial businesses.

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### *Public Policy Must Support Downtown Development*

Experience has proven that downtown development will best succeed if regional growth management programs reward efficient development patterns. If growth is allowed to occur in a land extensive, inefficient way that effectively subsidizes lower densities, development will operate at a competitive disadvantage. Given the City's existing land use patterns, Downtown Dubuque is susceptible to continued dilution of its role as the community's central business and shopping district. To advance this concept, the City leadership must consider physical and financial limitations on growth beyond the fringe.

### *Solutions Must Be Holistic*

As explained frequently throughout the planning effort, no one project will recreate a downtown. Rather, downtowns are reinvented through a series of projects, occurring simultaneously over time, which create excitement and capture the interest of potential investment partners. Therefore, as investment is multi-faceted, so too must be the solutions for implementing it. Regulations are necessary, but they are only a fraction of the implementation equation. Solutions need to be more comprehensive in scope and include considerably more than just design for a regulatory framework. To advance this concept, everyone must get involved. The City may have the largest- and longest-term investment in Downtown, but they cannot do it alone. The experience of the last decade has proven that the best projects are the result of successful public-private partnerships.

The recommendations presented herein to advance all of these concepts, and the elements of the plan, will require a constant level of energy and committed resources. In order to advance this concept, the City will either need to grow or redirect itself to address the challenges and opportunities associated with downtown revitalization. With limited resources, the City's best opportunities will be through effective partnerships and leveraged investment.

### **Prerequisites for Success**

There are five principal components of a successful Downtown reinvestment strategy: committed on-going leadership, multiple projects, many stakeholders, removals of barriers, and communication.

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### *Committed On-Going Leadership*

Successful urban development and redevelopment usually comes down to the leadership of an individual or "cheerleader". That individual is focused and committed to seeing the project or the program through to successful completion. It may be an elected public official; it may be a business or citizen leader or a combination working in committee. Nonetheless, virtually all urban redevelopment programs such as downtown redevelopment, civic center development, community beautification and the like have consistent and determined leadership to see it through. Regular meetings of the Board Chair and appointed official for key organizations like the City, County, Dubuque Community School District, Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce, Greater Dubuque Development Corporation, Dubuque Initiatives, America's River Corporation, Community Foundation of Greater Dubuque, and other appropriate groups should be held to improve communication and access to resources.



### *Multiple Projects*

As explained earlier, part of the recommended positioning and investment strategy component of the plan is the design of a process that always keeps multiple projects moving forward simultaneously. The actual target number is less important than the fact that there is a range of projects that will always keep moving forward in Downtown. The number might be 20, 30 or even more. It should represent enough "action" to ensure that there will be continuous success stories to tell, even if funding fails or slows down for any given project.

### *Many Stakeholders*

Broadening the number of stakeholders in downtown revitalization is a key element to a successful implementation program. Stakeholders should include, but not be limited to, public officials, public employees, business leaders, citizen participants, representatives of other nearby local and regional governments, representatives from the state legislature, the governor's office,

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congressional delegates, special interest organizations such as non-profits, fraternal organizations, garden clubs, the media, banking, and the like. Any organization or individual that can possibly have an interest in and a desire to play a role in the successful implementation of projects that contribute to the future of Downtown Dubuque should be encouraged.

#### *Removal of Barriers*

Downtown development is never easy, but always exciting. It is challenging, and as such requires higher levels of analysis, planning and assistance, in order to attract the right type of investment and developer interest. Downtown, while the heart of the community, is but one subset of a larger market, and as such, has strengths, which can be capitalized on, and limitations which should be overcome. These limitations commonly referred to in this report as barriers, pose unique obstacles which require unique solutions. Downtown has a tremendous influence on the economic well being of the entire region. Regions with stronger downtowns have stronger regional economies. Therefore, it is widely accepted that early projects in any revitalization effort should be assisted both through the removal of barriers and incenting of opportunities, at least until market conditions reach levels where new construction can more than support itself.

#### *Communication*

The fifth and equally important component of the strategy is an on-going communications program that tells what Dubuque is doing and more importantly, what Dubuque is accomplishing. This is essentially a public relations effort and involves communicating to the media, to the special interest groups that make up the stakeholders, to Dubuque's families, to the development community, to the lending and building community and to others that may help make the process successful. Part of the "success breeds success" strategy is the communication of success as it happens. This can only happen on a consistent basis if it is part of a planned communications and public relations program.

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## PLAN ELEMENTS

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highlight both the community need and opportunity, in support of the concept. The *Vision Downtown* goals for each element are also presented along with a discussion of priority catalyst opportunities which will further the plan goals for that element. Each section concludes with a list of barriers, or challenges to implementation, along with priority actions to address and remove these barriers and capitalize on market and investment opportunities. The actions for moving forward are summarized on the following pages and presented in the action matrices in Section 9 and specific elements of the plan. A glossary of "tools" for implementation follows the action matrices.

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Commerce Element	Priority Actions
<p><b>Commerce</b></p> <p><i>There are two principal components of commerce - the "buying and selling of goods" and "social interaction." In the context of downtown revitalization, they are addressed through strategies which promote a diverse base of employment and goods.</i></p> <p><i>Successful downtowns maintain a diverse nighttime, as well as daytime population base. While residents represent the nighttime population, the daytime population is comprised of employees in the service, trade and government sectors. Downtowns maintain their daytime base most effectively when supported by policies and regulations which encourage and incent the urban employment center. Downtown Dubuque has the capacity to accommodate a significant portion of the community's employment base, offering a unique environment attractive to newly created and expanding businesses.</i></p> <p><i>Downtown Dubuque, including the Port of Dubuque, has an increasingly diverse range of shopping and entertainment options, yet not enough to attract and maintain the local or visiting consumer. Growing a downtown's commercial base can be one of the most difficult endeavors in the context of revitalization, yet one of the most rewarding. While the current physical environment could easily accommodate an expanded commercial base, the financial and regulatory environments need to be broadened to address the unique challenges associated with this type of redevelopment effort in an infill setting.</i></p>	<ul style="list-style-type: none"> <li>• Establish an organization, or expand an existing one, to market Downtown;</li> <li>• Level the "playing field" for business growth;</li> <li>• Identify key target businesses for Downtown;</li> <li>• Solicit dollars which encourage economic diversity and sustainability;</li> <li>• Support signature redevelopment and development projects;</li> <li>• Elevate discussion of growth management;</li> <li>• Promote creation of a Downtown incubator;</li> <li>• Work with local lenders to direct dollars;</li> <li>• Establish federally-recognized empowerment zone;</li> <li>• Retain services of a national retail broker;</li> <li>• Establish policies in support of commercial development;</li> <li>• Work with the Dubuque Area Chamber of Commerce and Dubuque Main Street Ltd. to expand programs for small commercial businesses;</li> <li>• Attract and subsidize unique anchors;</li> <li>• Access and expand façade maintenance program dollars;</li> <li>• Complete parking management study;</li> <li>• Work with Dubuque Main Street Ltd. to finance preparation of a tenanting strategy;</li> <li>• Maintain flexibility in strategies to encourage development;</li> <li>• Appoint a team of local designers to establish commercial design guidelines;</li> <li>• Maintain flexibility in City regulations;</li> <li>• Analyze feasibility of developing a turnkey facility;</li> <li>• Establish a diverse "tool box" of financial and regulatory incentives.</li> </ul>

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Culture Element	Priority Actions
<p><b>Culture, Education and Entertainment</b></p> <p><i>Culture, education and entertainment are three cornerstones of the arts. The arts include many varieties – visual, performance, culinary, etc., most of which "set up shop" downtown. Among the most visible art forms downtown is public art. Public art is often embedded in the physical framework of downtown, but also appears in the form of events, programs and policies.</i></p> <p><i>Public art which can be delivered by a valued community asset - the local artisan - is reigning in importance among downtowns attempting revitalization and a unique brand. Downtown Dubuque currently maintains a small artisan presence, which could be expanded through deliberate measures to attract and retain them. Art is integral to the fabric of downtown, weaving together the past and the present, which when promoted successfully, provides a fiscal benefit.</i></p>	<ul style="list-style-type: none"> <li>• Establish Dubuque Arts and Culture Advisory Commission;</li> <li>• Identify and formally designate a cultural/artisan district;</li> <li>• Ensure that zoning permits the adjacency of residential and art production uses;</li> <li>• Solicit the interest of national and local experts in development of a live/work project;</li> <li>• Control sale/lease prices and appreciation for live/work signature projects;</li> <li>• Develop a strategy to maintain an inventory of attainable artisan housing;</li> <li>• Institute streamlined permitting process for community events;</li> <li>• Adjust landscaping requirements to include green space and public art;</li> <li>• Make cultural arts part of a comprehensive package for tourism;</li> <li>• Encourage an art magnet program in the Downtown school.</li> </ul>

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Historical Element	Priority Actions
<p><b>Historical Features</b></p> <p><i>Downtown Dubuque maintains an unequalled inventory of historically-significant properties. This fact presents both opportunities and challenges. Historic properties communicate the history of a place, setting one community apart from another, and establishing a reference for residents and visitors. Reuse and revitalization of historic properties, however, represents a range of obstacles from financial, to physical, to regulatory. The City of Dubuque, together with other advocacy organizations, must establish a process whereby the practice of preservation is simple and rewarding in order to most efficiently maintain this community asset.</i></p>	<ul style="list-style-type: none"> <li>• Establish a task force of local experts to prepare design guidelines for Downtown character districts;</li> <li>• Designate redevelopment specialist within City to shepherd adaptive reuse projects;</li> <li>• Identify list of specialists who can assist applicants with tax credit applications;</li> <li>• Initiate lobbying effort to increase state historic tax credit pool;</li> <li>• Complete formal designation of historic properties;</li> <li>• Research the use of low-income housing tax credits with historic tax credits;</li> <li>• Expand existing façade improvement grants and loans;</li> <li>• Encourage reuse of historically significant buildings for residential use.</li> </ul>



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Public Space Element	Priority Actions
<p><b>Public Space and Open Areas</b></p> <p><i>The public realm is nowhere more important than in the urban neighborhood setting as it frames the environment and defines the character of place. The introduction of "soft spaces" to Downtown Dubuque in the form of public parks and green spaces, will effectively connect neighborhoods and districts to employment and shopping areas, while reinforcing overall livability and strengthening community character.</i></p>	<ul style="list-style-type: none"> <li>• Enhance Downtown surface parking lots;</li> <li>• Enhance Iowa Street between 14<sup>th</sup> and 3<sup>rd</sup> Streets;</li> <li>• Continue the City's street tree program;</li> <li>• Create new public green spaces in conjunction with city-block redevelopment projects;</li> <li>• Complete the implementation of Downtown streetscape improvements along Main Street;</li> <li>• Continue the implementation of Downtown gateway projects;</li> <li>• Expand special districts (SSMID) to address maintenance of streetscape and public space improvements;</li> <li>• Re-energize and expand the adopt-a-park program;</li> <li>• Develop a coordinated loan pool for higher risk and public good projects;</li> <li>• Continue to encourage and support outdoor dining;</li> <li>• Establish a ten-year capital program to fund public space enhancements.</li> </ul>

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Residential Element	Priority Actions
<p><b>Residential Living</b></p> <p><i>Downtown Dubuque has many of the components of a successful urban residential neighborhood – schools, churches, government offices, and services – yet supported by a relatively modest number of homes. An increase in the number of downtown residents, both in the core and on its periphery, will serve several purposes including support for an expanded commercial base, and a 24-hour presence of people on the street. Today, the City of Dubuque is an active agent in facilitating the delivery of affordable housing units, particularly in Downtown. A cornerstone of the Downtown Dubuque Master Plan will be the introduction of market rate, workforce and high-end housing products to supplement and diversify the existing inventory of housing product in the core and on the waterfront.</i></p>	<ul style="list-style-type: none"> <li>• Work with property owners to establish appropriate improvement district;</li> <li>• Establish codes/policies which encourage the strategic placement of projects;</li> <li>• Waive select development regulations;</li> <li>• Access federal Brownfield money to off-set predevelopment fees;</li> <li>• Complete initiatives under Green Space Evolution catalyst concepts;</li> <li>• Educate property owners about investment opportunities;</li> <li>• Provide pre-development assistance;</li> <li>• Encourage the re-use of historically-significant buildings;</li> <li>• Pass an ordinance enabling the Housing Trust Fund Committee;</li> <li>• Pre-negotiate lender participation including subordination;</li> <li>• Establish zoning overlays in targeted investment areas;</li> <li>• Actively maintain critical elements of Downtown neighborhood;</li> <li>• Establish a diverse "tool box" of financial and regulatory incentives;</li> <li>• Promote the advantages of living Downtown to the local market.</li> </ul>

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Transportation Element	Priority Actions
<p><b>Transportation</b></p> <p><i>Downtown Dubuque is made up of multiple moving parts which when connected will be greater than their sum. Transportation in many forms including bike, pedestrian, multi-modal, shuttle, vehicular and others provide this link and form the foundation from which private investment is leveraged. The emphasis for all transit investments, Downtown, will be stronger connections, effective traffic management and balance.</i></p> <p><i>As Downtown continues to attract destination venues for residents and visitors, it is crucial to balance the goal of moving traffic through Downtown with the goal of moving traffic to and within Downtown.</i></p>	<ul style="list-style-type: none"> <li>• Review the data and recommendations of the 1997 Downtown Circulation Study;</li> <li>• Accept the findings of the Downtown Transit Alternatives Analysis Study;</li> <li>• Strengthen the connectivity between the Port of Dubuque and CBD;</li> <li>• Improve vehicular accessibility to the Port of Dubuque;</li> <li>• Improve pedestrian accessibility to the Port of Dubuque;</li> <li>• Work with merchants and City to coordinate transit operations and levels-of-service;</li> <li>• Access potential funds for transit improvements;</li> <li>• Consider a range of methods to promote the pedestrian environment;</li> <li>• Commit to participation by merchants in transit planning;</li> <li>• Promote transit-oriented development concepts;</li> <li>• Advocate for federal funds to build a multi-modal facility in the Port of Dubuque, including a transit hub.</li> </ul>

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## CONCLUSION

This, the *Downtown Dubuque Master Plan*, is designed to grow the health and economic sustainability of the region and community and further *Vision Downtown*. Through the planning effort described herein, the City of Dubuque initiated a process that would ensure future initiatives within Downtown occur with aesthetic and functional continuity. The *Downtown Dubuque Master Plan* is intended to serve as an approved downtown plan providing recommendations for investment and policy reform which can be implemented over the near- and long-term. As a strategic document it is designed to promote (re) investment. It is a voice for Downtown stakeholders and a roadmap for the future.

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## SECTION 2

# COMMERCE

*There are two principal components of commerce – "social interaction" and the "buying and selling of goods." In the context of downtown revitalization, they are addressed through strategies which promote a diverse base of employment and retail goods.*

*Successful downtowns maintain a diverse nighttime, as well as daytime population base. While residents represent the nighttime population, the daytime population is comprised of employees in the service, trade and government sectors. Downtowns maintain their daytime base most effectively when supported by policies and regulations which encourage and incent the urban employment center. Downtown Dubuque has the capacity to accommodate a significant portion of the community's employment base, offering a unique environment attractive to newly created and expanding businesses.*

*Downtown Dubuque, including the Port of Dubuque, continues to offer an increasingly diverse range of shopping and entertainment options, yet not enough to attract and maintain the local or visiting consumer. Growing a downtown's commercial base can be one of the most difficult endeavors in the context of revitalization, yet one of the most rewarding. While the current physical environment could easily*

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*accommodate an expanded commercial base, the financial and regulatory environments need to be broadened to address the unique challenges associated with this type of redevelopment effort in an infill setting.*

## CURRENT CONDITIONS

### *Employment Conditions*

Commitment to a healthy downtown is best evidenced by the investment of private industry. Unfortunately, the majority of the area's major employees (see list) are located outside of Downtown. Despite movement by relocating and expanding businesses to the City's business park and other areas on the fringe, Downtown Dubuque continues to work as a business address. With meeting space, government and other institutional tenants, newly developed conferencing and education facilities, and favorable employment trends, Downtown Dubuque is well positioned to capture its fair share of business investment.

Over the last decade, Dubuque County experienced steady growth in those industries which work well in the

downtown environment - service, trade and government. These trends are expected to continue with the leading segments of job growth in: education and health; professional services and

### **Local Employers – By Number of Employees**

John Deere Dubuque Works  
Dubuque Community Schools  
Mercy Medical Center  
McCoy Group, Inc.  
Medical Associates Clinic, P.C.  
Finley Hospital  
Flexsteel Industries, Inc.  
University of Wisconsin - Platteville  
City of Dubuque  
Holy Family Catholic Schools  
Eagle Window & Door  
Cigna Retirement & Investment Services  
Woodward Communications, Inc.  
Advanced Data-Comm, Inc.  
Diamond Jo Casino; Peninsula Gaming Co.  
Dubuque County  
Western Dubuque County Community School District  
Barnstead Int'l, an Apogent Technologies Co.  
McKesson  
Loras College  
McDonald, A.Y. Mfg. Co.  
Dubuque Racing Association  
Northeast Iowa Community College – Penosta Campus  
Rite-Hite Corporation  
Molo Oil Company  
Dubuque Bank & Trust  
Cottingham & Butler, Inc.  
Georgia-Pacific  
Quebecor World Dubuque  
Cascade Manufacturing & Lumber Company  
Alliant Energy  
Clarke College  
Nordstrom Distribution Center  
RC2  
University of Dubuque  
MI-T-M Corporation  
Modernfold, Inc.  
All American Homes of Iowa LLC  
American Trust & Savings Bank  
Sara Lee Bakery Group  
Regency Thermographers  
APAC Customer Services, Inc.

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business; and government. The table presented below represents forecasted employment growth in Dubuque County through 2010.

Today, Downtown Dubuque maintains a daytime population, or employment base, of

approximately 8,000 workers (a significant share of the County's total employment base) most housed within a range of commercial office and retail product types. Demand for new space is derived from two primary sources: expansion of existing industry and the relocation of new companies into the market. Employment projections by industry classification for the County were used to estimate future demand for space. Average annual demand from these sources was forecasted to total approximately 100,000 square feet through 2007. Downtown's share of this growth will be largely dependent on the City's ability to support the creation of unique workspaces and improve the environment for investment.

#### Dubuque County Employment Growth 1990-2010

	2000	2005	2010	Ann Chg	
				2000-05	2005-10
Manufacturing	11,400	10,970	10,560	-86	-82
Non-Manufacturing	40,900	45,745	51,300	969	1,111
Mining & Construction	1,900	2,000	1,900	20	-20
TCPU	1,800	1,800	2,000	0	40
Trade	13,200	14,645	16,250	289	321
FIRE	2,000	2,300	2,660	60	72
Service	18,300	21,200	24,590	580	678
Government	3,700	3,800	3,900	20	20
Sub-Total	176,976	220,545	245,892	8,714	5,069
Self-Employed (1)	5,230	5,672	6,186	88	103
<b>Total</b>	<b>57,530</b>	<b>62,387</b>	<b>68,046</b>	<b>971</b>	<b>1,132</b>

TCPU = Transportation, Communication and Public Utilities

FIRE = Finance, Insurance and Real Estate

Source: State of Iowa.

#### Shopping and Entertainment Conditions

The Dubuque retail inventory is concentrated downtown, in and around the Kennedy Mall, along the high growth corridor of US Highway 20, and recently near Asbury Plaza on the

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Northwest Arterial. Total (unadjusted) occupied commercial space in the market at the beginning of 2003 exceeded 3.0 million square feet, with approximately 80% of this inventory located along the US Highway 20 (Dodge Street) corridor.

With the exception of fast food, restaurant chains and large format stores, most of the national and regional operators in the City are located in the Kennedy Mall and Asbury Plaza. Of the market's more than 3.0 million square feet of space, approximately 70% or 2.1 million square feet is a national / regional store.

While dining and entertainment operations represent significant components of the retail inventory, much of the inventory is dated leaving room in the market for expansion.<sup>2</sup> Within the major retail category food/drink away from home – which totals nearly 335,000 square feet –



approximately 26% is fast food space, and 18% bar space. Downtown maintains the largest inventory of food/drink away from home establishments, however; only half of Downtown's inventory is restaurants with the balance fast food stores and bars.

Entertainment venues in the Dubuque market, which contribute to the existing square footage, include movie and performance theatres, bowling alleys, the Grand Opera House and outdoor concert facility at the Diamond Jo Casino. Not included, but also among the market's entertainment venues, is the newly developed water park and river discovery center located on the Port. With the exception of the movie theaters, all of the City's entertainment uses are located Downtown.

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<sup>2</sup> The Dubuque market maintains a ratio of approximately 25 square feet of retail space per capita (unadjusted). A market is considered to be at or near equilibrium at 30 to 35 square feet per capita, after an adjustment for less competitive space. Assuming an adjusted per capita ratio of close to 20 square feet per capita today, it is reasonable to assume that there is still room in the market to grow.



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## CATALYST OPPORTUNITIES

### *Employment Center*

In the wake of global competition and the rise of information technology, a "new economy" has emerged. Many refer to it as a "knowledge economy" rooted in social change (professional women and "Generation X") and acting on new values. The "new economy" is not a set of new industries, but rather a set of new sources of competitive advantage and new ways of doing business. The trends of this "new economy" hold distinct implications for downtown revitalization. As they speak directly to the work environment and the relationship between where we live and work.

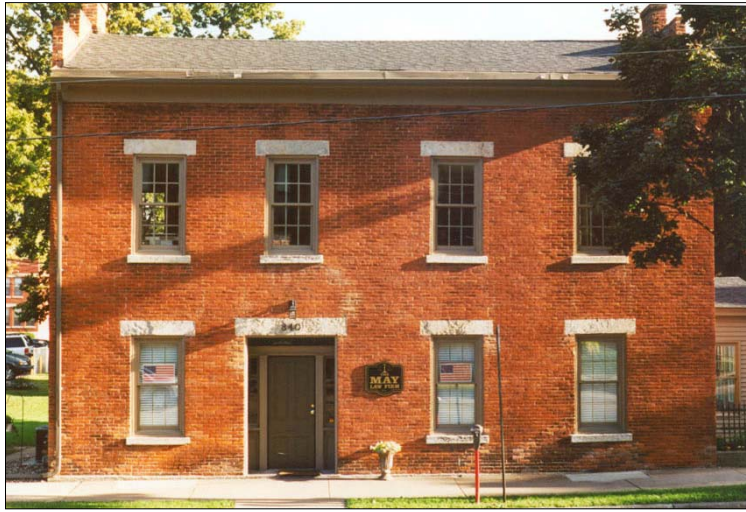
In a paper by The James Irvine Foundation, *"Linking the New Economy to the Livable Community,"* the authors state, "At each stage in our country's economic evolution, economic change has led to a fundamental reconfiguration of the places where we live and work." What is valued about the workplace in the "new economy" are - strong economic regions; distinctive quality of life; vital centers; choice for living and working; speed and adaptability; and the natural environment." The paper goes on to say that the downtown environment is the single most successful location in a community to foster the growth and expansion of industries in the "new economy."

#### **Vision Downtown Goals: Commerce**

The Downtown area will be -- a diverse commercial center providing economic opportunities that include:

- A broad mix of businesses and services that encourage frequent and year-round visitations.
- A "user friendly" environment for current and potential employees in terms of access to work sites, parking, childcare services, support businesses and services, and safety.
- Recognition and promotion of the unique districts in the Downtown with their historic architecture and their inter-relationships.
- An environment that encourages the start of new and growth of existing businesses, including enterprises that are not traditionally housed Downtown.
- Promotion of the Downtown as a regional center for retail/specialty shopping, multi-cultural businesses, restaurants, entertainment, tourism, education, government, services, and professional/office facilities.
- An ongoing coordinated effort to advise business and property owners on marketing, property management, incentives, streetscape amenities, preservation, financial resources, adaptive reuse of historic sites, customer service, and hospitality.
- Occupied units above storefronts.

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To maintain and grow a favorable business climate in Downtown Dubuque, the City and its stakeholder partners will need to implement all of the elements of this plan. The successful attraction of businesses to Downtown will be dependent on more than renovated buildings and upgraded infrastructure. It

will be the result of creation of a place that attracts the kind of workers who will want to live and work there. To this end, the City will need to recognize the disparity inherent in urban development economics and draft policies, incentives and regulations that address this disparity.

As the downtown environment is simply more difficult and more costly for businesses to develop in compared to locations on the fringe of a community, and in an effort to "level the playing field", a package of incentives should be established including tax abatements, reduced utility rates, a favorable regulatory environment for the conversion of empty buildings, and technical training, to name a few. As the City begins to assemble its incentives, they should remember that investments in the community are also incentives.

A target industry analysis prepared in the context of this planning effort suggested support for the following new industries which might be recruited and potentially sited Downtown: textile and furnishings mills, printing support activities, building equipment manufacturing, aircraft auxiliary equipment, office equipment wholesale, clothing wholesale, health and personal care stores, air transportation support activities, building inspection and design services, business support services, and medical diagnostic laboratories.

*In a book called *The Placeless Society*, the author argues, "location actually matters more now than it ever did." In publications on strategies for community-based economic development, quality of life is emphasized along with a favorable tax structure and regulatory climate. One expert on the subject has said, "Those that find niches will survive. Those that don't are doomed to stagnate or decline."*

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### *Shopping and Entertainment*

New commercial development will continue to be attracted to "fringe" locations close to the growing resident base and easily accessible from communities within the larger regional trade area, while public investment in the CBD (Central Business District) and Port of Dubuque in the form of "greening" programs, public art, and pedestrian connections, will facilitate creation of an image for Downtown attractive for development and redevelopment interest. The City will need to play a significant (and pre-emptive role) in order to overcome retail's natural tendency to gravitate outside the core.



In addition to creating a place for retail, the City of Dubuque and its stakeholder partners need to commit to an aggressive marketing and business recruitment program. Retail and entertainment businesses are not interested in locating downtown unless residents are there. Residents are reluctant to commit to comparatively high-priced housing until vital retail shops and restaurants abound. Attracting new retail businesses and residents to downtown requires targeted marketing and an image overhaul. There are three principle components of the Downtown consumer base – existing households, visitors and downtown employees.

As we know, the primary source of support for commercial space today is from existing households in the trade area who leave to purchase goods and services in other markets. However, a growing source of support for commercial space is from visitors to the trade area.



Dubuque's mounting reputation as a destination for conventions, recreation and education, is already evident in visitor numbers tracked by the Dubuque Area Chamber of Commerce. As the number of visitor-oriented attractions and facilities increases within the trade area, and as the City continues to improve the "built environment" Dubuque will begin to benefit from the "return" and "extended stay" markets.

Yet another typical source of market support is the local employment base. This source can have a sizable impact when commercial development is located proximate to employment uses. With a commitment to

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creation of an expanded urban employment center downtown, will come additional support for retail businesses and a stronger story for investor audiences. The City, together with the Dubuque Area Chamber of Commerce and Dubuque Main Street Ltd., must continually monitor these markets and communicate their understanding of those segments which support commercial development in the community.

## BARRIERS TO INVESTMENT

*Barriers to growing Downtown's role in the region as a destination for locating and expanding commerce are summarized in the following table. Financial barriers to commercial investment are demonstrated in the prototypical development proforma presented following the table.*

<b>Barriers to locating and expanding regional commerce</b>	<b>Barriers to expanding and diversifying the downtown retail base</b>
<ul style="list-style-type: none"> <li>• Perception that policy is for locating business and industry in city-owned business park</li> <li>• Utility and development economics associated with reuse of historically significant properties</li> <li>• Limited inventory of contiguous spaces of commerce</li> <li>• Inconsistent infrastructure to support technology</li> <li>• Small base of business support service organizations Downtown</li> <li>• Limited number of restaurants and stores</li> <li>• Inadequate promotion of growth in commerce Downtown*</li> </ul>	<ul style="list-style-type: none"> <li>• Competition on the fringe</li> <li>• Growing number of "rooftops" outside of the Downtown core</li> <li>• Small Downtown resident base</li> <li>• Limited number of property assemblages significant enough to support a large format store</li> <li>• Available store locations associated with available parking</li> <li>• No precedence for incenting the location and expansion of commercial real estate projects</li> <li>• Lack of an obvious "brand image" for Downtown or the districts of Downtown</li> <li>• Few concentrations of retail stores which effectively leverage their location</li> <li>• Store hours, mix and marketing message</li> <li>• Physical environment with limited retail appeal - road width, inconsistent building edge, dated building facades, traffic speeds</li> </ul>

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Cities across the country identified financial gaps in early infill projects as a barrier to investment and responded with policies and programs to fill these gaps until market conditions were such that their assistance was not longer needed. They effectively worked with the property owners to "prove-up" the market for these types of projects. The following representative development proforma was prepared to demonstrate the potential financial "gap" for a

"pioneering" mid-size retail box in Downtown Dubuque. What this illustrates is that while there is "market feasibility" (market to support the project concept as demonstrated by demand), there is not "financial feasibility" in that market rates have not, yet, increased enough to address the costs associated with infill development.

Note: Employment Downtown has grown by 2,000 employees since 1995 due to the efforts of the City of Dubuque, Dubuque Initiatives, the Dubuque Area Chamber of Commerce and Greater Dubuque Development Corporation. The Dubuque Bank & Trust expansion, with incentives from the City, was able to stay downtown.

Other renovations to downtown buildings during this time period that accommodated growth downtown include: Cottingham & Butler Buildings, Cooper Development Building, Weber Building, McCoy Building, and Pepper Sprout Building.

## DEVELOPMENT PROFORMA

### *Development Program*

<i>Land Use</i>	<i>Units/Spaces</i>	<i>Sq. Ft.</i>
Retail / Service		50,000
Gross Floor Area		50,000
Project Land Area		130,680
Building/Land Ratio (FAR)		0.4

### *Estimated Project "Gap"*

Project Value -- Retail	\$4,000,000	
<b>Total Project Value</b>		<b>\$4,000,000</b>
<b>Total Project Cost</b>		<b>\$6,100,000</b>
<b>Project Margin/"Gap"</b>		<b>(\$2,100,000)</b>

### *Potential Contributions to "Gap"*

Sales Tax Sharing (10 Years)	\$1,000,000	
TIF Generation (20 Years)	\$1,100,000	
<b>Total Contributions to "Gap"</b>		<b>\$2,100,000</b>

Source: SEH, Inc.; Durrant Group; MSA; and Leland Consulting Group.

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## **PRIORITY ACTIONS**

*Actions to recreate downtown as an urban employment center and shopping destination include the following:*

### *Employment Center*

- Establish an organization, or expand the role of an existing one, to market Downtown for business location and expansion (See General Strategy).
- Ensure City's enterprise zone boundaries to include key employment areas Downtown in an effort to "level the playing field" for business growth.
- Work with Dubuque Main Street Ltd. and Dubuque Area Chamber of Commerce to identify key target industries which could be accommodated Downtown - develop marketing materials and implement a program for business attraction.
- Complete Economic Development Administration (EDA) grant applications (including predevelopment) which administer dollars for economic diversity and sustainability.
- Support (regulations, financial incentives, marketing assistance) signature development and redevelopment projects which would promote the attraction of primary and targeted businesses to Downtown.
- Elevate discussion of growth management and an urban growth boundary in an effort to contain and direct business growth Downtown. (See General Strategy.)
- Promote creation of an incubator downtown (theme to be determined).
- Work with local lenders to direct Community Reinvestment Act (CRA) dollars, revolving loan funds and various grant programs to strategic development and redevelopment projects Downtown.
- Work with the City offices to research creation of a federally-recognized empowerment zone as one component of a comprehensive package of incentives for business.





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### *Shopping and Entertainment*

- Retain the services of a national retail broker / developer representative to solicit the interest of commercial businesses which are consistent with the community's vision for Downtown. Have this individual work with a local "recruitment team" to fill vacancies and manage retail concentrations. (See General Strategy.)
- Establish policies in support of efforts to attract and incent commercial businesses from outside the local market - regional and national to Downtown Dubuque. (See General Strategy.)



- Work with Dubuque Main Street Ltd. and Dubuque Area Chamber of Commerce to expand programs for small commercial businesses Downtown - providing funding, training, and marketing support.
- Attract and subsidize unique anchor(s) to Downtown to draw resident and visitor spending and diversify the existing retail base.
- Access / expand façade maintenance program from local, state and federal sources which offers low interest loans, grants, and matching funds for building enhancement.
- Complete parking management study and establish parking districts Downtown wherein parking design, development and management issues among multiple facilities are controlled by a select entity. (See Transportation Element.)
- Work with Dubuque Main Street Ltd. to finance preparation of a tenanting strategy by district in Downtown - develop supportive policies which restrict street level service office / incent second floor offices in key locations.
- Maintain flexibility in strategies to encourage development in specific locations - trade properties (land swap) either currently in public ownership, or which could be acquired; write-down land; assemble strategic parcels; develop property promotion material; work with local brokers.

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- Appoint a team of local designers to establish design guidelines for commercial properties Downtown, which are sensitive to the historic and physical environment, yet which promote quality and sustainability.
- Maintain flexibility in City regulations to accommodate commercial businesses - building setbacks; zoning; landscaping; etc. - ensure quality through design guidelines.
- Analyze the feasibility of developing a turnkey facility for a mid-size commercial "box" Downtown - developed publicly and transferred to a private entity.
- Establish a diverse "tool box" of financial and regulatory incentives for mixed-use projects. Among those resources to be researched are funds available through the New Markets Tax Credit program. (See General Strategy.)



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### SECTION 3

## CULTURE, EDUCATION AND ENTERTAINMENT

*Culture, education and entertainment are three cornerstones of the arts. The arts include many varieties – visual, performance, culinary, etc., most of which “set up shop” downtown. Among the most visible art forms downtown is public art. Public art is often embedded in the physical framework of downtown, but also appears in the form of events, programs and policies.*

*Public art which can be delivered by a valued community asset - the local artisan - is reigning in importance among downtowns attempting revitalization and a unique brand. Downtown Dubuque currently maintains a small artisan presence, which could be expanded through deliberate measures to attract and retain them. Art is integral to the fabric of downtown, weaving together the past and the present, which when promoted successfully, provides a fiscal benefit.*

### CURRENT CONDITIONS

The arts – as a venue for culture, education and entertainment – is highly segmented in terms of the organizations which deliver it and target markets which experience it. The principal categories include:

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- *Large commercial sector* characterized by fewer, but increasingly larger firms, catering to popular mass markets, often on a global scale – a market that grows in response to population and income growth.
- *Small commercial sector* characterized by small firms that target niche markets within the recorded branches of the performing arts – serving a wider variety of smaller and more specialized markets given their unique offerings.
- *Large nonprofits* providing high-quality live performing arts in major metropolitan centers – designed to attract the broadest share of what appears to be a relatively stable market – a smaller version of the large commercial sector.
- *Small nonprofit performing arts organizations* catering to local and specialized markets, particularly ethno-cultural and specialized markets – the organization of reality for many small and mid-sized communities – their costs are low with contributed income and volunteer labor high.
- *Amateur performing arts organizations* meeting the needs of hands-on participation for avocational artists, volunteerism is high – grass-roots organizations supported by local governments.
- *Nonprofit presenting organizations* that provide access to the live performing arts to residents outside major metropolitan areas – embedded within non-arts organizations – are becoming an increasingly important source of high-quality performing arts.



Based on the art offerings currently available in the Dubuque market (see inset), it appears that the art community is largely represented by the last three organizational types – small non-profit performing arts, amateur performing arts, and nonprofit presenting groups. University-based presenting organizations are typically found within the last one.<sup>3</sup>

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<sup>3</sup> The presence of institutions of higher education suggests opportunities to serve multiple functions within the performing arts. Not only as presenters, universities also play a significant role in training new artists and fostering innovation in the creation of new work. Before the university level, elementary, middle and high schools also provide a setting for training young artists. In communities of every size, downtown and urban schools are becoming magnet schools for local artists.

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The middle tier of nonprofit arts organizations – amateur performing arts – the second group represented in Dubuque and those that typically serve small and medium-sized cities are nationally the most fragile. Aging audiences, escalating costs, and static or declining funding streams are forcing these organizations into re-evaluation of their mission, their target audiences, and their organizational structures. One method communities have used to offset these negative pressures on the art market is through both public policy and programming. Cities across the country, of nearly every size, which have made an effort to sustain a viable presence of arts in their communities, have adopted aggressive policies in support of their objectives.

“Governmental arts policy is about choosing the appropriate actions to further public objectives.”

Therefore, a policy framework should be based on a clear understanding of the public interests

#### **Significant Cultural Venues and Education**

Mississippi River Museum and Aquarium  
Grand Opera House  
Dubuque Museum of Art  
Five Flags Theater  
Dubuque Symphony Orchestra  
Colts Drum & Bugle Corps  
Dubuque Main Street Ltd.  
Rocco Buda Arts Gallery  
Fly-By-Night Theatre  
Carnegie Stout Public Library

#### *Less Obvious, But Part of the Infrastructure*

Dubuque County Fine Arts Society  
Old Jail  
Mississippi Mud Studios  
4<sup>th</sup> Street Gallery  
Outside the Lines Gallery  
Brownstone Gallery  
Main Gallery & Studio  
Northeast Iowa Community College (NICC)  
Prescott School  
Washington Park  
Alliant Energy Amphitheatre (at the Port of Dubuque)  
St. Mark’s Center  
Boys / Girls Club  
Diamond Jo Outdoor Concert Facility

involved, the roles that government can play in promoting those interests, and the strategies that government at every level has at its disposal. In a report by the American Assembly, it is stated that the arts are known to serve three essential functions for society.<sup>4</sup>

- 1 The arts serve as a source of entertainment, enrichment and fulfillment for individuals.
- 2 The arts serve as a vehicle for the preservation and transmission of culture.
- 3 The arts provide a variety of instrumental benefits for society. These benefits exist at the individual, community, and national levels.

<sup>4</sup> American Assembly, 1997; “Where Are the Performing Arts Headed?”

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The first two functions contain all of the components of the *Vision Downtown - Culture, Education and Entertainment* element. The last function – provision of direct benefits to society - makes the argument for supportive public policy. At the individual level the arts can promote creative thinking and access to new experiences at school and at work. At the community level the arts can increase economic activity, creating a more livable environment and promoting a sense of community pride. At the national level, the arts, at their best, promote a greater understanding of diversity. For what the arts do at every level, government policy support is justified, and often necessary.

## CATALYST OPPORTUNITIES

The history of arts programs and initiatives in Dubuque has been one of mixed success. While the City continues to grow their cultural venues, attempts to create a cultural arts commission have failed. Arts programs in the schools still exist; yet tend to be under-funded (as is the case in most communities.)

While the discussion of the arts tend to strike an emotional cord in the context of Downtown revitalization efforts, there are often advocates in both camps. These camps include those that understand its economic development benefits and ability to

enhance livability, and those that see it as an “extra” or something that is an added contribution to the environment, but one that should only be assisted (subsidized) when the economy is strong and disposable revenue is abundant. Here it is considered one of several strategies for revitalization of Downtown Dubuque.

### **Vision Downtown: Culture, Education and Entertainment**

Downtown will be -- a cultural, educational and entertainment center that includes:

- Promotion of cultural, education, and entertainment opportunities as a means to enrich our lives, and to enhance the economic and historic revitalization of the Downtown.
- Promotion of diverse cultural, education, and entertainment events so as to complement the community's appeal to visitors and local residents.
- Cultural, education, and entertainment based businesses as a means to spur the historic preservation of buildings and economic development.
- Encouragement of frequent cultural related events, entertainment, and activities that enhance downtown's image as the "place to be".
- An environment that creates a sense of neighborhood with cultural, educational, and entertainment activities that occur year-round.

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When looking to the experience of other communities and the role government played in supporting and promoting arts culture and art education in their community, it was consistency through policies and programs which increased access to the arts. Without government intervention, the arts will nearly always be available, in some form, to only certain segments of the population. With government intervention, a greater segment of the populace can gain access, thereby diversifying the offerings and experience. With promotion of the arts, a community becomes not just a destination for visitors, but for the artists who create it. (See inset on Rhode Island.)

The City of Dallas, Texas advanced their support for the arts through a regulatory amendment which gave downtown properties that incorporated visible public art credit towards landscaping requirements. The City of Englewood, Colorado established a policy that public art be incorporated at all of their gateways. An annual allocation from that city's budget is used to commission a local artist for this work. The City of Denver, Colorado, during the 1980s, established a scientific and cultural facilities district (covered the entire city), for which district dollars are bid by art venues within its environs.

The City of Dubuque has a unique opportunity to increase its art offerings through the Prescott School. As explained earlier, many communities use their downtown schools, when they have them, to promote arts education. Schools with an emphasis in the arts can quickly become magnet schools and draw



instructors and students from a larger geographic region. By investing in an education-based program for the arts, you have invested in the residents of your community; created an economic development benefit, and enhanced livability; and, ensured the presence of an urban school to serve current and future residents of the downtown neighborhood. While, the City is participating in selecting a new location for the Downtown school, it should actively encourage participation by all of the downtown stakeholders, public, private and institutional, and consider expanding its program offerings to include a broad arts education curriculum.

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Beyond arts education for the community's youth, Dubuque has the opportunity to expand related courses offered through NICC's Continuing Education Program. NICC's presence downtown, and its ongoing college education and adult education programs, could augment the downtown neighborhood infrastructure, further enhancing livability for residents, visitors and employees.

Dubuque's extensive inventory of historic properties presents another opportunity to support the arts by supporting career artists. In the context of a downtown revitalization strategy, an obvious way to support career artists is through programs and policies for live /work spaces. The programs, which support this concept, include favorable financing mechanisms (i.e., grants, façade improvement dollars, low interest loans, etc.), property acquisition, designation of a cultural district, and community-art events planning. Policies which support this development concept include favorable zoning, adjusted parking ratios, leniency on land use conformity, and relaxed building codes. The City of Dubuque should explore the range of options available to support the arts, and adapt a program consistent with the community's goals for culture, education and entertainment.

*Case Study – Providence, Rhode Island*

The City of Providence, Rhode Island, in 1988, established a policy to use the arts as an economic development engine in the community. Each fall, the Office of Cultural Affairs (OCA) for the City's Parks Department hosts the Convergence International Art Festival. This citywide festival draws 500,000 people annually, and features large-scale public sculptures, performances, concerts and exhibitions. Artists are commissioned to provide sculpture for the festival which remains in the community year-round – providing public art on the street and an attraction for visitors.

The festival was created when the city began rehabilitating a 420-acre park and hosting cultural programming to entice families back to the park. In 1996, the festival expanded into the City's entire downtown. In addition to the commissioned arts, other artists participate in the multi-week festival, which today has funding support from the OCA, Capitol Arts Providence and state Division of Tourism.

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## BARRIERS TO INVESTMENT

*Barriers to developing an arts and cultural “infrastructure” Downtown include the following:*

- Inconsistent understanding of the economic development value of the arts
- Narrow political support for arts funding
- Limited history of corporate sponsorship for the arts
- Few programs to subsidize the housing portion of artist live/work projects
- Inconsistent regulations to support a live / work mix of uses
- Limited information regarding the depth of the local or regional art market

## PRIORITY ACTIONS

*Actions to support local artisans and the arts culture Downtown and throughout the community include the following:*

- Establish Dubuque Arts and Culture Advisory Commission; during the interim work with one of several existing organizations (Dubuque Cultural Alliance, Dubuque Arts Council, Chamber Festivals Committee, Dubuque Fine Arts Society).
- Identify and formally designate a cultural / artisan district – growing on the current concentration of art venues in central Downtown.
- Ensure that zoning (the regulatory environment) permits the adjacency of residential and art production uses – both vertically and horizontally integrated.
- Solicit the interest of national and local experts in the development and redevelopment of a demonstration live/work project Downtown.



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- Support (subsidize) the residential portion of live/work signature project to control sale prices and appreciation.
- Develop a strategy to maintain an inventory of attainable artisan housing – involving corporate partners and local developers where feasible.
- Work with Arts and Culture Advisory Commission, merchants, Leisure Services Department and others groups coordinating community events planning - institute streamlined permitting processes.
- Adjust landscaping requirements (under current regulations) to include green space and public art.
- Coordinate efforts of arts groups and leisure services organizations to make cultural arts activities part of a comprehensive package for tourism.
- Encourage creation of an arts program (support designation as a magnet school) within the Downtown schools – strengthening their appeal to a larger market and supporting art training at a young age.



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#### SECTION 4

## HISTORICAL FEATURES

*Downtown Dubuque maintains an unprecedented inventory of historically significant properties. This fact presents both opportunities and challenges. Historic properties communicate the history of a place, setting one community apart from another, and establishing a reference for residents and visitors. Reuse and revitalization of historic properties, however, represents a range of obstacles from financial, to physical, to regulatory. The City of Dubuque, together with other advocacy organizations, must establish a process whereby the practice of preservation is simple and rewarding in order to most efficiently maintain this community asset.*

### CURRENT CONDITIONS

Many communities have designed their revitalization strategies around a theme such as entertainment, housing, sports, meetings and conventions, and others. Although successful in select markets, many failed. The problem was, very few developed their theme around existing community assets. Rather, the same themes were replicated hundreds of times in hundreds of markets, and frequently with little or no impact.

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The most prevalent lesson learned by these downtowns was that successful revitalization themes must be a reflection of the unique and historical character of the local market. While downtowns can never be the way they were 40 or 50 years ago, they can evolve into something new which embodies traditional values. As one observer put it, "Downtowns represent the old home town in our consciousness and therefore exert an emotional pull."



#### **Vision Downtown: Historical Features**

Downtown will be -- a place where the restoration and preservation of our unique historic sites and history includes:

- Increased appreciation, education, technical assistance, and funding of our historical and architectural heritage.
- Recognition that historic preservation and development must be in concert and mutually beneficial.
- Comprehensive identification and promotion of our Downtown historic resources and the education of the community on their value.
- Ongoing efforts that incorporate our Downtown historic treasures and market them as unique and distinctive features that showcase our colorful history.
- The coordinated design and construction of new and additional, or when necessary, replacement structures that complement the architectural heritage of the area with an emphasis on the adaptive reuse of historical structures.
- Coordinated effort to recognize the historic contribution of each building to the whole of the historic Downtown, but with the realization that some structures do not merit preservation.
- The promotion and encouragement of the use of historical structures for commercial, entertainment, cultural, educational, and residential purposes for people of all ages and backgrounds.

The City of Dubuque, and particularly Downtown Dubuque, has a comparatively unequalled number of historic resources and venues. A parallel effort to the Downtown Master Plan was an inventory of these historic assets, the results of which are presented in the Historic Structures and Districts map. The purpose of the inventory was to identify those historically-significant properties which should be persevered and /or restored in the context of future revitalization initiatives. This type of effort in the context of future planning is especially valuable as it highlights the

order of magnitude of resources necessary to protect this aspect of the downtown infrastructure.

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As evidenced in the historic properties map, the needed resources are significant. One hundred fifty-four historically significant properties were identified in the Downtown study area, many within the Old Main Historic Preservation District, Jackson Park Historic Preservation District and Cathedral Historic Preservation District. All of which will likely be subject to Historic Preservation Commission (HPC) Design Review.

Today, renovation of historically significant properties is conducted under the supervision and guidance of the Historic Preservation Commission. Programs which they administer include financing for exterior improvements, design review of property renovations, education, development of standards and management and protection of



significant sites. This Commission is, however, voluntary and therefore in need of staff support. Given the size of the endeavor to ensure that historic preservation is a foundation for future revitalization Downtown, it will clearly require additional staff and financial resources. However, the experience of other communities is that resources more than pay for themselves. Preservation of historic resources is the easiest way for a community to establish autonomy, communicate its brand, and demonstrate its commitment to sustainability.

## **Existing Historic Structures and Districts Map**

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## **CATALYST OPPORTUNITIES**

Development and redevelopment in the downtown and infill environment is more difficult and often more costly. Redevelopment of historic properties further complicates the financial equation given challenges associated with building design, prevailing market conditions (rent and ownership), heightened design standards, and developer experience. Many cities step into the predevelopment process early in the conceptual planning process, assigning an internal “redevelopment specialist” who understands the challenges associated with these types of properties. With this experience assigned to the project, approvals are streamlined and development costs frequently reduced.

A second way that cities can create incentives for redevelopment and assist with lowering costs is to establish policies and programs in support of the objective – a public sector lead in readying the environment for investment and preservation of the built environment. Among those policies which can present a sizable contribution to historic rehabilitation projects are sponsorship of state tax credit applications and continual lobbying for increases in state historic tax credit dollars. State-allocated financing for the preservation of historic resources in communities that are grossly undervalued. Dubuque, together with other communities in the state, needs to initiate an aggressive lobbying effort to communicate not just the social, but fiscal benefits to preservation of historic resources.

With financial programs for historic preservation found primarily at the state and federal levels, access to what funds that are available is difficult for even the experienced, much less inexperienced developer. With the inevitable added cost of redevelopment versus new development, use of funds for historic preservation is often critical for a project’s financial feasibility. Many communities across the country, therefore, are providing assistance to developers and property owners either in-house or through City-supported positions within Main Street or other advocacy organizations. An interim solution is simply to identify qualified individuals and maintain a list of these individuals on a resource list for investors contacting the City and requesting this information.

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The Downtown advocacy representative discussed in Section 1, who will serve as a developer/owner representative, will be able to assist with identification and access to a range of financing mechanisms, application assistance, and negotiations with property owners. However, finding a person with the experience (and time) to provide direct financial assistance to historic dollars may be difficult. The more likely scenario will be a second position, for this type of specialist, or a City/Main Street-supported contract with outside specialists. Any of the strategies described above will serve to streamline the project approval process and more effectively “ready the environment for investment.”

## **BARRIERS TO INVESTMENT**

*Barriers to revitalization of historic buildings and preservation of historically-significant properties include the following:*

- High degree of functional obsolescence associated with older buildings
- Lack of funding for historic preservation at the state level
- Limited support by local public agencies to assist developers
- Inconsistencies in designation of buildings and properties (higher risk investment climate)<sup>5</sup>
- Limited number of developers experienced in the reuse of historic buildings
- Disparities in development economics associated with value and cost
- Relatively shallow market for select product types downtown

## **PRIORITY ACTIONS**

*Actions necessary for protecting and encouraging redevelopment of historic resources in Downtown include the following:*

- Establish a Downtown Design Guidelines Task Force of local design, development and business owner professionals (including representatives of Dubuque Main Street Ltd.) to prepare design guidelines for Downtown character districts.

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<sup>5</sup> Inconsistencies in designations refer to National Register, historic district, architecturally-significant, etc.

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- Designate redevelopment specialist within the City to shepherd adaptive reuse and historic conversion projects through financing and development approvals.
- Identify / designate specialist (either within the City or as consultants to the City) who can assist applicants with state and federal tax credit applications.
- Initiate a lobbying effort (at the state level) to increase state historic tax credit pool.
- Complete the formal designation of properties identified as part of the City's historic inventory.
- Research the use of low income housing tax credits in combination with historic tax credits.
- Expand the dollar amount and number of existing façade improvement grants and low interest loans to promote redevelopment preservation (keep this money separate from larger sources.)
- Encourage the reuse of historically-significant buildings for residential use – lofts, condominium, row houses; streamline the process and create financial incentives for restoration where feasible.



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## SECTION 5

# PUBLIC SPACE AND OPEN AREAS

*The public realm is nowhere more important than in the urban neighborhood setting as it frames the environment and defines the character of the place. The introduction of "soft spaces" to Downtown Dubuque in the form of public parks and green spaces, will effectively connect neighborhoods and districts to employment and shopping areas, while reinforcing overall livability and strengthening community character.*

## CURRENT CONDITIONS

Public spaces and open areas provide the essential landscape setting that is vital to downtown livability. The type, location and condition of those spaces play a significant role in quality of life of its residents and experience of visitors, employees and patrons. The ease of accessibility for pedestrians, especially the elderly and others with mobility limitations in many ways dictates the success of downtown as an intergenerational place to live and visit. Developing an understanding of the unique and appealing characteristics of these spaces and features and how



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they are used or enjoyed is important to implementing the vision of a greener, multi-seasonal and accessible downtown.

### **Existing Public Spaces**

The Downtown Dubuque public open space system is comprised of three primary elements: a network of public streets, alleyways, and sidewalks; Washington Park and Jackson Park (located on Downtown's northern periphery and outside the study area, yet within the contiguous area of influence) the Mississippi Riverwalk, River's Edge Plaza, Ice Harbor Park and the Alliant Energy Amphitheater.



### *Streets and Sidewalks*

The continuous, interconnected Downtown street, alleyway and sidewalk network is the most extensive system of public spaces in the City, however, the character and quality of these spaces varies considerably throughout the Downtown. While some areas are pedestrian-oriented and



well defined by shade trees and grass boulevards, other areas, such as along Central Avenue, tend to be less green and more open with either smaller new street trees or no plantings at all.

The 2002 renovation of the former Town Clock Plaza between 5th and 8th Streets has helped to

energize the Town Clock District as visitors and residents can now drive around the Town Clock and along the entire length of Main Street. The opening of the former pedestrian mall has improved access to Main Street offices, shops and restaurants. The street also now allows convenient, parallel parking. Pedestrians can enjoy its historic architectural setting with new

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period lighting, street trees, planters, tables and chairs and other attractive street furnishings.

The entire environment is designed to support the pedestrian experience.

Iowa Street, a two-way thoroughfare, is divided for a portion of its length by a landscaped median. The median system is fairly narrow (4 -10 feet wide) and extends approximately four

blocks, between 5<sup>th</sup> and 9<sup>th</sup> Streets. Parallel parking is provided along most of its length on both the sidewalk and along the center median. The boulevard in this stretch of roadway is also wider than usual, and together with the center medians, gives a parkway-like appearance to the streetscape.

There is a close relationship between the character and function of the downtown streets and the character and quality of the existing downtown landscape. Those streets that carry the most pass-through auto and truck traffic tend to be the most pedestrian-unfriendly and also have the most inconsistent landscape character. Central Avenue, today, could be characterized this way, as an example. However, with the introduction of an effective greening program, coupled with a traffic and access management program, could transition Central Avenue and White Street to more of a neighborhood-serving corridor with strong pedestrian connections to the residential areas north of Downtown.

### *Parks and Open Spaces*

Washington Park is the primary civic green space in the CBD (Central Business District.) The park encompasses one square block and is approximately 1½ acres in size. The park functions as passive green space, shaded by mature trees and crossed by a network of walking paths. The centerpiece of the park is a small, white oriental style gazebo. The park is also bordered by several notable buildings, including the Federal Post Office and the Dubuque Museum of Art.

The Mississippi Riverwalk is a ½ mile long public promenade along the Mississippi River and Ice Harbor in the Port District. This linear public open space is the most decorative and highly

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developed portion of the City's Heritage Trail Riverfront System. Specific features of the Riverwalk include a 15 foot wide decorative walkway with shade pavilions and stairways winding down to a concrete riverside pier, decorative lighting, the River's Edge Plaza and Pavilion, and the Alliant Energy Amphitheater.

A new central green space of approximately 12,000 square feet is planned at the northwest corner of 5<sup>th</sup> and Bell Streets in the Port District. This area of open lawn and shade trees is intended to function as a flexible green space for Port visitors and residents. The green space is intended to be relatively open and unencumbered to support a variety of casual and programmed activities. Its location also allows it to be used in combination with the entry garden of the Grand River Center, thus providing a space of over half an acre for public gatherings and special events.

#### **Vision Downtown: Public Space and Open Areas**

Downtown will be -- an inviting area that appeals to all the senses through the creation of a clean, safe and environmentally pleasing setting that includes:

- Recognition that public open areas and green space are vital to the livability of the Downtown.
- Public open areas that are aesthetically pleasing and accessible to employees, customers, visitors, and residents of the Downtown area with the goal of appealing to sight, sound, smell and touch.
- Open space for recreation, social events and gatherings, access to the Mississippi River, and a view of Downtown's natural landscape.
- Streets that enhance the beauty, charm, and vibrancy of the Downtown area through the use of color and texture in such things as landscaping and amenities.
- A Downtown environment that is a source of pride for the entire community and that serves as a gateway to the city that demonstrates a high standard of excellence.

#### **CATALYST OPPORTUNITIES**

Opportunities for improving the Downtown public realm through the creation of new green space and continue improvement of the urban streetscape are illustrated in the Public Space and Greening Framework Plan and include the following:

- Enhancement and softening of the numerous Downtown surface parking lots with perimeter and internal landscaping, lighting and decorative metal fencing.
- Enhancement of Iowa Street between 14<sup>th</sup> and 3<sup>rd</sup> Streets as a heavily landscaped greenway with wide grass

boulevards, sidewalks, striped bike lanes and pedestrian lighting. *This transformation of Iowa Street into a linear greenway is an initiative which would provide the opportunity to build upon this roadway's existing strengths while proving a green counterpoint to the more urbanized and*

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*architecturally articulated Main Street streetscape. Establishing a “green” connection to Jackson Park at the north end of Downtown would further enhance the connection between the downtown districts and the historic Jackson Park neighborhood. As identified in the 1996 Heritage Trail Master Plan, a portion of the City’s Heritage Trail could also be incorporated as part of the greenway design, establishing and reinforcing stronger connections.*

- Continuation of the City’s street tree program with “CU” structural soils will be crucial for improving the livability of downtown where space is limited and trees are located with tree grates, should be employed to improve plant survivability and reduce potential damage to sidewalks from tree roots.
- Creation of several new public green spaces (1/3 – 1/2 block in size) in conjunction with larger, full city-block redevelopment projects intended to serve as passive pocket parks and landscaped open space for Downtown residents, workers and visitors. In addition, develop a downtown park with open play space for children that are accessible for active recreation.  
*Note: This initiative could be coordinated with the downtown school, and other catalyst projects as they develop.*
- Completion of the downtown streetscape improvements (as per existing Strategy Guidelines) along the remainder of Main Street from 1<sup>st</sup> to 14<sup>th</sup> Streets. The streetscape completion will reinforce the linkages between downtown residential and commercial uses. *These “hardscape” treatments will also provide a pleasing counter point to the softer “greenscape” character of the proposed Iowa Street Greenway. As a starting point, the streetscape / landscape design guidelines developed for the historic districts can serve as a model.*
- Further design development and implementation of Downtown gateway enhancements and wayfinding projects to announce and celebrate the Downtown arrival and departure sequence. (Supplement the Living Trust Fund to finance these improvements.) *These crossroad locations should be studied further to determine their ability to support sculptural signage or other types of unique design treatments.*

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- Not reflected, but equally important, drafting of formal design guidelines for the entire study area providing property and business owners with valuable guidance for improving the appearance of their buildings and stabilizing the value of their investment. The design standards developed for the Port District and the architectural design guidelines adopted for the historic districts should be used as a model or starting point and then modified to meet the specific characteristics of the other four districts. Also, the passage of policies which require all new residential have their own and/or contribute to public play spaces, including new school opportunities, and these, and all, public spaces meet ADA (Americans with Disabilities Act) accessibility standards including new school opportunities.

## **BARRIERS TO INVESTMENT**

*Barriers to implementing a comprehensive, long-term public spaces and greening program for Downtown in an effort to enhance livability and the downtown experience include the following:*

- Current State and City fiscal shortages limiting the availability of funds for the design and development of new public open spaces
- Insufficient / unorganized support system for consistent long-term care and maintenance of young street trees, shrubbery and seasonal flowers
- Lack of an identifiable "caretaker or champion" group for the expansion, enhancement and maintenance of downtown public green space
- High cost of downtown land prohibitive to its use as non-revenue generating open space
- Lack of funding for consultant services to assist in the development of design guidelines

## **PRIORITY ACTIONS**

*Actions necessary for improving public open space in the Downtown include the following:*

- Enhance Downtown surface parking lots with internal and perimeter shade trees, low hedges, seasonal flowers, security lighting and decorative metal fencing.

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- Enhance Iowa Street between 14<sup>th</sup> and 3<sup>rd</sup> Streets as a heavily landscaped greenway with wide grass boulevards, sidewalks, striped bike lanes and pedestrian lighting and specialty banners.
- Continue the City's street tree program by planting shade trees along the Downtown streets.
- Create new public green spaces (1/3– 1/2 block in size) in conjunction with larger, full city-block redevelopment projects.
- Complete the implementation of the Downtown streetscape improvements along the remainder of Main Street from 1<sup>st</sup> to 14<sup>th</sup> Streets.
- Continue the implementation of Downtown gateway enhancements and wayfinding projects.
- Work with property owners, Dubuque Main Street, Ltd. and neighborhood organizations to create / expand the formal district designation (SSMID) to address maintenance of Downtown streetscape and other public space improvements. (This could include sidewalk snow removal, litter removal, repairs to streetscape furnishings, and seasonal flower plantings and maintenance.)
- Work with schools, civic/neighborhood organizations and other volunteers to re-energize the adopt-a-park program and expand into a Downtown adopt-a-block program.
- Work with Downtown advocacy entity (see General Strategies) to develop / coordinate a loan pool for higher risk and public good projects (pledges can be loans, letters of commitment and stock purchases).
- Continue to encourage and support areas for outdoor dining.
- Upon adoption of the ***Downtown Master Plan***, establish a ten-year capital program to fund construction of pedestrian enhancements, greening and open space improvements in targeted locations.





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## SECTION 6

# RESIDENTIAL LIVING

*Downtown Dubuque has many of the components of a successful urban residential neighborhood – schools, churches, government offices, services – yet supported by a relatively modest number of homes. An increase in the number of downtown residents, both in the core and on its periphery, will serve several purposes including support for an expanded commercial base, and a 24-hour presence of people on the street. Today, the City of Dubuque is an active agent in facilitating the delivery of affordable housing units, particularly in Downtown. A cornerstone of the Downtown Dubuque Master Plan will be the introduction of market-rate, workforce and high-end housing products to supplement and diversify the existing inventory of housing product in the core and on the waterfront.*

## CURRENT CONDITIONS

Downtown living offers unique amenities and lifestyle choices to residents. Typically, residents are attracted by convenient access to restaurants, stores, downtown jobs, and events. The diverse mix of people and events provides a distinct culture and sense of place not available elsewhere in

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the community. In addition to expanding housing options, downtown housing also addresses the needs of a changing demographic profile.

Nationally, the number of households potentially interested in downtown as a neighborhood is growing as more young professionals are waiting to start families, families are decreasing in size, and “empty nesters” are looking to “downsize” their households. These demographic trends are coupled with societal changes including: dissatisfaction with the negative aspects of fringe development, e.g. homogeneity, congestion, lengthy commute times, and lack of identity; reawakened interest



in urban lifestyles and historic architecture; and, an expanding white-collar and pink-collar<sup>5</sup> workforce. Local trends which suggest a market for downtown housing include a declining household size, increase in the number of individuals entering retirement age, and growing number of single individuals.

### **Downtown Resident Profile**

Demand for downtown housing is driven by an increase in the population base among income-qualified buyers and/or renters, as well as buyers/renters already existing in the market. The typical resident profile for downtown housing products is as follows:

Age:	25 to 44 Years; 55 to 64
Annual Household Income:	\$30,000 and over
Average Household Size:	1 to 3 People Per Household
Employment Status:	Professional, Semi-Professional, Retired

Source: Leland Consulting Group.

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<sup>5</sup> Semi-professional individuals including administrative assistants and para-professionals which tend to earn more than minimum wage, but less than degreed-positions.



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Downtown housing is a relatively unique product. In order to estimate the demand for this type of housing, it is first necessary to identify trends and characteristics related to typical downtown residents:

- Slightly higher concentration of men than women.
- Higher concentration of singles to couples, especially couples with children. Household compositions vary significantly depending upon the type of structure. The table below illustrates the results of a survey conducted by the National Association of Home Builders summarizing household composition by product type.

**Household Composition By Housing Product Type**

Household Composition	Attached Units	Detached Units
Singles without children	31% to 40%	8% to 14%
Childless couples	38% to 45%	32% to 41%
Couples with children	16% to 19%	42% to 59%

Source: National Association of Home Builders and Leland Consulting Group

Note: While the survey did not distinguish between downtown and suburban residents, valuable inferences can be drawn from the distinction between households living in attached and detached units. Downtown residents would be most similar to those living in attached units, while suburban residents would be most similar to those living in detached units.

- Children, if present, are generally younger (pre-elementary), part-time teens (living with separated or divorced parents) or grown children of "empty nesters".
- Interest in downtown housing projects is fairly evenly split among new residents (outside trade area and out-of-state) and fringe transplants.
- Lower ratio of cars to housing units than in suburban projects (1:1 and 2:1 respectively). Over time, the ratio can be further lowered as lifestyles adjust to the close proximity to downtown services and public transportation.
- Majority of residents are employed - 70% to 80%. Of those residents who are employed, 80% to 90% are employed downtown or in the immediate vicinity.



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- Projects with a high concentration of residents in the 30 to 40 year age group have a lower percentage employed downtown (more mobile).
- Among married couples, many have one spouse working downtown with the other working outside downtown. There are a limited number of self-employed individuals (working out of their units) due to lease covenant restrictions.

## Dubuque Profile

Economic and demographic characteristics in the market are indicators of overall trends and economic health which may affect private and public sector development. The following discussion summarizes analyses of key economic and demographic indicators as they relate to demand for downtown housing.

### Population

	Dubuque County	7-County Region
1990	86,403	230,603
2000	89,143	234,544
CAAGR 1990-2000	0.3%	0.2%
2002 (est.)	88,628	233,497
2007(proj.)	87,840	231,734

Source: State of Iowa, Claritas, Inc., and Leland Consulting Group.  
CAAGR: Compound Average Annual Growth Rate

- Between 1990 and 2002, neighborhoods within Dubuque County grew at a slightly faster pace compared with the region as a whole.
- Population growth in both the County and region is expected to experience a modest level of decline over the next five years, a trend which could be reversed with aggressive efforts to provide housing products (particularly in the downtown market) which could effectively draw people from a region outside the trade area. The Downtown Dubuque Master Plan, is expected by some, to go a long way towards reversing this trend.

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### Households

	Dubuque County	7-County Region
1990	30,799	83,349
2000	33,690	89,871
CAAGR 1990-2000		0.8%
2002 (est.)	33,812	90,284
2007(proj.)	34,335	91,695
Avg. Household Size (2000)	2.51	2.51

Source: State of Iowa, Claritas, Inc., and Leland Consulting Group.  
CAAGR: Compound Average Annual Growth Rate

- As with population, the number of households in the County grew at a slightly faster rate than the region as a whole between 1990 and 2002. These growth rates, while in flux in the near-term, should stabilize over the long-term.
- Important to note is the difference between household and population growth. Over the next five years, household growth in both the County and region is expected to outpace population growth, thus indicating decreasing household sizes - a positive indicator for development of downtown housing products.

### Household Income (2002)

	Dubuque County	7-County Region
up to \$25K	25%	30%
\$25-35K	14%	15%
\$35-50K	17%	18%
\$50-75K	23%	20%
\$75-100K	12%	9%
\$100K and up	9%	7%
median	\$44,603	\$38,462

Source: US Census, Claritas, Inc., and Leland Consulting Group.

- Household incomes in both the County and region have been increasing consistently since 1990. This growth is projected to increase somewhat over the next five years.

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In addition to economic and demographic indicators, residential and commercial developers are increasingly utilizing lifestyle demographics to target potential market segments. These "psychographic profiles" of a community attempt to predict lifestyle, social and psychological tendencies based on demographic characteristics. The table below summarizes the most frequently reported clusters in Dubuque County, as well as an index to national standards. The proportion of households in each cluster is compared to national averages based on an indexed value of 100. Therefore, a value of 200 would indicate twice as many households in that cluster as compared to the U.S. as a whole.

#### **Psychographic/Lifestyle Profile (PRIZM)**

<b>Top PRIZM Clusters</b>	<b>% of Dubuque County HHs</b>	<b>Index to USA (100=same)</b>	<b>Description of Cluster</b>
Sunset City Blues	24.4	1435	Blue-collar empty-nesters nearing retirement in agricultural areas
Agri-Business	11.4	760	Large families; outdoors types; farming or blue collar occupations
Starter Families	9.2	613	Younger families in blue-collar occupations; large households
Second City Elite	8.5	447	Movers and shakers of smaller cities; typically married with no kids
Family Scramble	5.1	243	Families in lower-wage service and production jobs; high Hispanic
River City USA	4.9	272	Traditional, blue-collar families living in single-family homes
Upward Bound	4.2	233	Professionals, typically married with kids, living in newer houses
Middleburg Managers	3.9	217	Executives, professionals; half older with kids, half young & single

Source: Claritas, Inc. - Prizm Data Set

Of the lifestyle clusters described above, those which generate the most demand for downtown housing include Family Scramble and Second City Elite. The Upward Bound and Middleburg Manager clusters are potential candidates for upper-income urban housing as they age and approach retirement.



#### **Summary**

The demographics of Dubuque and Dubuque County are undergoing transitions which are taking place in many comparable cities across the U.S. These transitions are positive indicators of future downtown housing demand and include: the movement of "Baby Boomers" (population segment with the most disposable

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income) into their retirement years; continued migration from rural areas to urban centers and from major metropolitan areas to smaller urban centers; and, increasing numbers of singles and childless married couples.

These demographic trends represent unique opportunities for housing, particularly in Downtown Dubuque. For example, "Baby Boomers" in retirement will likely desire greater security and access to services; singles and childless married couples will demand housing to accommodate smaller household sizes; and, a desire to be close to work, and the growing emphasis on leisure time will increase demand for attached housing alternatives with a full amenity package and accessibility to work and play. Downtown housing meets the needs for security, accessibility and affordability by individuals across every segment of the population.

## **DOWNTOWN HOUSING SUPPLY**

An analysis of residential living space in the study area (by district), both existing units and spaces with the potential for redevelopment, is summarized in the following table. The analysis was based on inventory work completed by representatives of the City and Dubuque Main Street Ltd. who mapped all of the downtown properties with residential as either the primary or secondary land use. What the top part of the table shows is total residential square feet, both vacant and in use, by zoning designation and downtown district. As presented, there is approximately 1.0 million square feet of residential space Downtown netting an estimated 1,200 units.

Although an estimate, and obviously influenced by factors including: average unit size, space utility of buildings, potential basement space which is livable, and future unit programming, the information is valuable as it establishes an order of magnitude relative to the market's inventory. Among the general strategies identified for advancing the plan is constant monitoring of market conditions. Future initiatives should include a further refinement of this analysis.

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**Estimated Total Residential s.f. (including vacant and used for other purposes)**

Primary Land Use	Cable Car Square	Historic Old Main	Town Clock	Upper Main Farmers Market	other	Grand Total
2F	35,102		5,320	21,156	6,781	68,359
C	25,464	97,318	18,902	309,592	16,468	467,743
ID		22,126				22,126
IS				6,072		6,072
MF	44,796	50,263	71,299	218,743	13,750	398,851
OF	2,207		5,764	22,838		30,810
SF	43,402			40,793	10,964	95,160
V		1,865			3,709	5,573
<i>Grand Total</i>	<i>150,971</i>	<i>171,571</i>	<i>101,285</i>	<i>619,195</i>	<i>51,671</i>	<i>1,094,694</i>

**Estimated Total Residential Units**

Primary Land Use	Cable Car Square	Historic Old Main	Town Clock	Upper Main Farmers Market	other	Grand Total
2F	39		6	24	8	76
C	28	108	21	344	18	520
ID		25				25
IS				7		7
MF	50	56	79	243	15	443
OF	2		6	25		34
SF	48			45	12	106
V		2			4	6
<i>Grand Total</i>	<i>168</i>	<i>191</i>	<i>113</i>	<i>688</i>	<i>57</i>	<i>1,216</i>

(Among properties with residential as either a primary or secondary land use)

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## **DOWNTOWN HOUSING DEMAND**

Based on the typical downtown resident profile described previously, and knowledge of the local market, the following components of demand for downtown housing in Dubuque were identified:

- **Move-Ins:** This group represents new households in the area. When households relocate to the area, they will be choosing a place to live. Some, especially those from larger cities and other areas with established downtown housing, will choose to live downtown if units are available.
- **Downtown Employees:** This group represents current and future households with one or more members employed in the downtown area. The convenience of living close to work will be a major factor for those choosing to live downtown.
- **Retirees:** This group includes new and existing households, either with no children or older children who have moved out of the house, who may be looking for a Historic Old Main lifestyle with convenient access to amenities such as those at the Port of Dubuque, and cultural/entertainment opportunities available downtown.
- **Students:** This group would be included in one of the identified demand groups, provided they met the respective age and income qualifications. While not directly measured, the students are an important market segment for downtown housing. The presence of institutions of higher education in a community not only provides a potential base for downtown housing in its married and non-traditional students, but a potential partner in financing and developing downtown housing.

Demand estimates for each of these potential market segments are presented in the following discussion.

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### Residential (Rental) Demand – Dubuque County

Annual Income Range	Approx. Rent Range	New Unit Demand 2002-2007	New Unit Demand 2008-2012
up to \$25K	up to \$625	59	59
\$25-35K	\$625 - \$875	32	32
\$35-50K	\$875 - \$1,250	22	22
\$50-75K	\$1,250 - \$1,875	18	18
\$75-100K	\$1,875 and up	6	6
<i>Totals</i>		<i>140</i>	<i>140</i>

### Residential (Ownership) Demand – Dubuque County

Annual Income Range	Approx. Home Price	Existing Pent-up Demand	New Unit Demand 2003-2007	New Unit Demand 2008-2012
up to \$25K	up to \$85K	27	72	72
\$25-35K	\$85 to \$120K	15	40	40
\$35-50K	\$120 to \$175K	25	67	67
\$50-75K	\$175 to \$250K	38	102	102
\$75-100K	\$250 to \$350K	21	56	56
\$100K and up	\$350K and up	17	44	44
<i>Totals</i>		<i>196</i>	<i>381</i>	<i>381</i>

As the downtown housing base increases, an additional market segment may include reverse commuters. This group works outside of downtown but chooses to live there because of the lifestyle and available amenities. While typically a small segment of the market, most likely not more than 5% of downtown residents, it should not be overlooked.

### Supportable Downtown Housing Types

Future demand for single- and multifamily housing is driven by an increase in the population base among income-qualified buyers and renters, as well as buyers/renters already existing in the market (“pent-up” demand). Projected trade area household growth was analyzed along with historical patterns of single- and multi-family development to arrive at an estimated average annual demand for housing in the market over the near- and long-term.



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Taking into consideration the market analysis conclusions presented in the discussion above, as well as input provided during the focus group workshops and individual interviews, specific housing opportunities were identified for downtown. These not only represent market-driven trends supporting development, but projects which have the potential to strengthen and link existing downtown districts and initiatives.

- High-density, middle-market rental apartments (workforce housing)
- Lower-rise luxury townhomes and condominiums (in small- to medium-scale infill developments in the Port area)
- For-sale loft units (particularly in the Warehouse District, located outside, yet influencing the study area)
- Adaptive reuse and conversions of old structures -- (office, hotel, commercial, industrial) -- into rental and/or for-sale units
- Senior, accessible, housing

## **CATALYST OPPORTUNITIES**

The results of the market analysis obviously demonstrated support for a variety of housing products across a range of sale prices/rents. General characteristics of these housing product concepts include:

- New development, redevelopment and conversions of existing buildings
- Attached ownership, rental, senior, and live-work units
- Mixed-use development, combining housing with office and/or retail
- Market-rate and mixed-income housing
- Housing targeted to second home owners/investors, executive stays, employees, empty nesters, young professionals, and retirees

Based on the market analysis trends in the Dubuque market, and availability and character of the existing building stock, several development "prototypes" were formulated and economic analyses completed for a typical property within the downtown area. For each "prototype",

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assumptions regarding rent and sale prices, operating and management expenses, land costs, and building construction costs were formulated from local sources.

As shown in the economic analyses presented here and in the other sections of this plan, the development "prototypes" for which there is short-term demand reflect higher-risk "pioneering" projects. This is the typical pattern which occurs in revitalizing neighborhoods. The extent to which these early projects experience success will determine the level of momentum established for other development/redevelopment projects.

In order to motivate development interest in pioneering projects in a downtown environment, and capitalize on these market opportunities, the public sector must assume three principal roles – advocate, financier, and educator. As an advocate the public sector can take an aggressive position, acquiring and assembling strategic parcels and then positioning them for private investment, or a more passive role establishing policy and offering a favorable regulatory environment. In Downtown Dubuque, the recommended strategy is creation of (or expansion of an existing) non-public entity (city supported) which assembles a portfolio of properties for residential and commercial development. This concept essentially calls for creation of an advocacy entity which facilitates development and redevelopment projects downtown. While not the developer, this entity or group, serves as a liaison to the process, working between the public and private sector interest.

The public sector's second role as financier is explained in the context of development economics associated with downtown revitalization. As stated in the *Commerce* element, the downtown environment is simply more difficult and more costly to develop compared to locations on the fringe of a community. The economic analysis presented here (in the form of sample development proformas) demonstrates this fact as it compares the value of a downtown housing concept, once the project has reached a stabilized year, to total development costs.

While Downtown housing projects typically command "above-market" rents and sale prices, especially for amenity-driven projects (riverfront), they also incur higher development costs, e.g., land, infrastructure, parking, etc. The variables that tend to most affect development economics for downtown housing are product pricing, density, and parking requirements. In the end, developers often face greater risk in serving a relatively narrow and specialized market. Creative

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solutions and cooperative efforts by developers, lenders, and public officials can offset the additional constraints of developing downtown housing, resulting in a vibrant neighborhood with all of the attendant benefits noted above.

In looking at the experience of other markets, it is not unusual, and in fact, is typical for public contributions to catalyst projects to represent between 20% and 30% of total project costs. As these catalyst projects "prove up" markets for downtown housing and lead to additional development/redevelopment, the investment is well justified. Public contributions that can help to "ready the environment" for future investment can be both direct (e.g., land write down, public financing) and indirect (e.g., streamlined approvals, fee waivers).

As an educator, the public sector must continue to inform all of the players in the "delivery system." In addition, it must maintain a "tool box" of contributions for the delivery of downtown housing products to the market. As downtown housing will be a critical component to realizing the vision for Downtown, it will warrant the resources and programs necessary for its successful implementation.

### **Vision Downtown: Residential Living**

Downtown will be -- a "home" to many people that provides a mix of amenities and opportunities including:

- A blend of housing options across the affordability range and throughout the downtown, with adequate parking, green space, and transit access that meets the needs of physically, visually, hearing, economically and language challenged persons.
- A renewed emphasis on preserving and promoting Downtown's residential historic architecture.
- A mix of businesses and institutions within walking distance that meet the needs of Downtown residents.
- A clean and safe environment.
- Employment and childcare opportunities in close proximity to housing.
- Occupied units above storefronts.
- Neighborhoods that link people together on a twenty-four hour basis which will ultimately create a sense of community.
- Facilities and activities for young people
- Quality education facilities for both traditional and non-traditional students of all ages and interests.

### **Downtown Housing Implementation Principles**

The public sector can encourage urban infill housing through commitment to the following:

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**Leadership** - *"Effective change can be accomplished only through the vision and leadership of a Mayor, City Manager and Council who make housing a priority and bring together city government and key downtown stakeholders to create a positive, proactive housing polity that will encourage downtown housing development."* Urban Land Institute Support at the top needs to trickle down into action by City departments at both the project and policy level.

**Shaping the Public Domain** - Major public investment initiatives designed to shape the public domain should include efforts to promote downtown as a safe, clean center of economic vitality, entertainment and culture. This is accomplished through effective police protection and crime-prevention measures, along with prompt delivery of public services such as street maintenance, waste collection and removal of blight.

**Planning and Coordination** - Through an effective planning framework, the City can implement the vision that encourages the development of urban housing. Within targeted areas of investment, the city should use legal, regulatory and financing tools to facilitate and assist with land acquisition, needed infrastructure, streetscape improvements, and neighborhood services.

**Regulation of Land Use** - Government regulation of infill development tends to be more demanding (and therefore more costly to the developer) than government regulation of new development in new areas. Interpretive flexibility and open communication should be paramount among staff and the City's leadership.

**Site Assembly, Acquisition and Preparation** - One of the most important ways the public sector can encourage infill housing development is through site assembly and acquisition. Through preemptive identification of opportunity sites, the City can reduce the time and expense involved in clearing title, identifying and finding landowners, and dealing with encumbrances.

**Infrastructure and Public Services** - Infrastructure - including streets, water, sewer, parks and schools - that make Downtown more accessible, functional and attractive encourages infill housing development. As the public sector has the longest-term investment in the health and sustainability of the community, it is appropriate for the City to "ready the physical environment for investment."

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**Information** - Education of the "delivery system" through an accessible system of shared information and a consistent message can facilitate infill development and redevelopment. Information to be shared includes: market and demographic statistics; information about funding programs; environmental issues (reports); recently completed studies and reports; and inventories of available properties. The City should also provide information about regulatory agencies and partner advocacy entities, permitting processes, and development requirements.

**Tax Policy** - Taxes for property, sales and special districts can influence (positively and negatively) infill development in a variety of ways. Taxing policies should be designed to encourage "right" investment, and "discourage" wrong investment. Creative taxing solutions which promote development include: land taxation; taxation according to its current use; property and/or sales tax abatement; tax increment financing; and special taxing districts.

**Financing Incentives** - Most early projects in a revitalizing downtown environment require some public financial assistance. Affordable housing is largely assisted through federal and state programs including HUD, HOME, Fannie Mae, CDBG and most recently the New Market Tax Credit program.<sup>6</sup> Higher-end products (some, but not all) are often feasible given the difference between land and unit prices. However, those products in between - workforce housing, market rate ownership and rental, senior housing - are often left without financial program assistance. These products, in particular, require public participation at the predevelopment and development stage in the process.

**Advocacy** - The city needs to work with advocacy groups to educate the community about the benefits of Downtown housing, as well as generate support for desired housing developments. This should begin initially in the creation of supportive housing policies, and continue through regulatory support for specific projects.

## **BARRIERS TO INVESTMENT**

Despite the trends outlined above, there remain significant barriers and disincentives that can inhibit the development of downtown housing. In many communities, downtowns are still

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<sup>6</sup> The New Market Tax Credit is largely used for the commercial portion of a mixed-use project.

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viewed as relatively “unlivable,” making it difficult to attract residents regardless of the accuracy of the perceptions.

*Negative perceptions which create barriers to attracting potential residents to downtown include the following:*

- Inconvenient and pedestrian-unfriendly
- Obsolete and abandoned
- Inadequate school system
- Overburdened by “the poor” and public services
- Decaying public spaces and structures
- Unsafe and unclean
- Conflict between merchants and residents over parking
- Absence of green space in lieu of parking (surface)

Although the negative perceptions remain, there is a solid, albeit thinner, market for downtown housing. In most communities, the preference of developers is to build on vacant ground near the cities’ edge, or in suburban areas. This preference is oftentimes less a product of market demand than of costs and opportunities.

From the developer’s and property owner’s perspective (large and small), there are economic problems associated with downtown development, housing or otherwise. These include the following:

- Vacant upper stories – space utility and cost to retrofit
- Difficulty in assembling sites
- Comparatively high land costs
- Regulations designed for suburban, not urban development
- Existing infrastructure in place, but may need to be repaired, upgraded or replaced
- Older buildings may have structural problems and/or hazardous materials

These problems are further exacerbated by financial challenges including:

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- Comparatively high development costs (upfront)
- Lenders' lack of familiarity and experience with the products
- Dearth of good market research
- Environmental problems
- Absence of comparables on which to base appraisals
- Pay a premium for capital

The following representative development proforma was prepared to demonstrate the potential financial "gap" for a "pioneering" mixed-use residential project in Downtown. As stated in the *Commerce* section, what this illustrates is that while there is "market feasibility" (market to support the project concept), there is not "financial feasibility" in that market rates have not yet increased enough to address the costs associated with infill development. *Note: Cities across the country identified financial gaps in early infill projects as a barrier to investment and responded with policies and programs to fill these gaps until market conditions were such that their assistance was no longer needed. They effectively worked with the property owners to "prove-up" the market for Downtown housing.*

<b>Development Program</b>				
	<i>Land Use</i>		<i>Units/Spaces</i>	<i>Sq. Ft.</i>
	Retail/Service			29,185
	Residential (Rental)	110		87,555
	Residential (For-Sale)	20		29,185
	Gross Floor Area			145,925
	Project Land Area			43,560
	Building / Land Ratio (FAR)			3.3
<b>Estimated Project "Gap"</b>				
	Project Value -- Retail/ Residential Rental			\$10,200,000
	Project Value -- Housing			\$3,700,000
	<b>Total Project Value</b>			<b>\$13,900,000</b>
	<b>Total Project Cost</b>			<b>\$16,600,000</b>
	<b>Project Margin/"Gap"</b>			<b>(\$2,700,000)</b>
<b>Potential Contributions to "Gap"</b>				
	Sales Tax Sharing (10 Years)			\$200,000
	TIF Generation (20 Years)			\$2,700,000
	<b>Total Contributions to "Gap"</b>			<b>\$2,900,000</b>
Source: SEH, Inc.; Durrant Group; MSA; and Leland Consulting Group.				

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## **PRIORITY ACTIONS**

*Actions to recreate downtown as an urban neighborhood with a range of housing products include the following:*

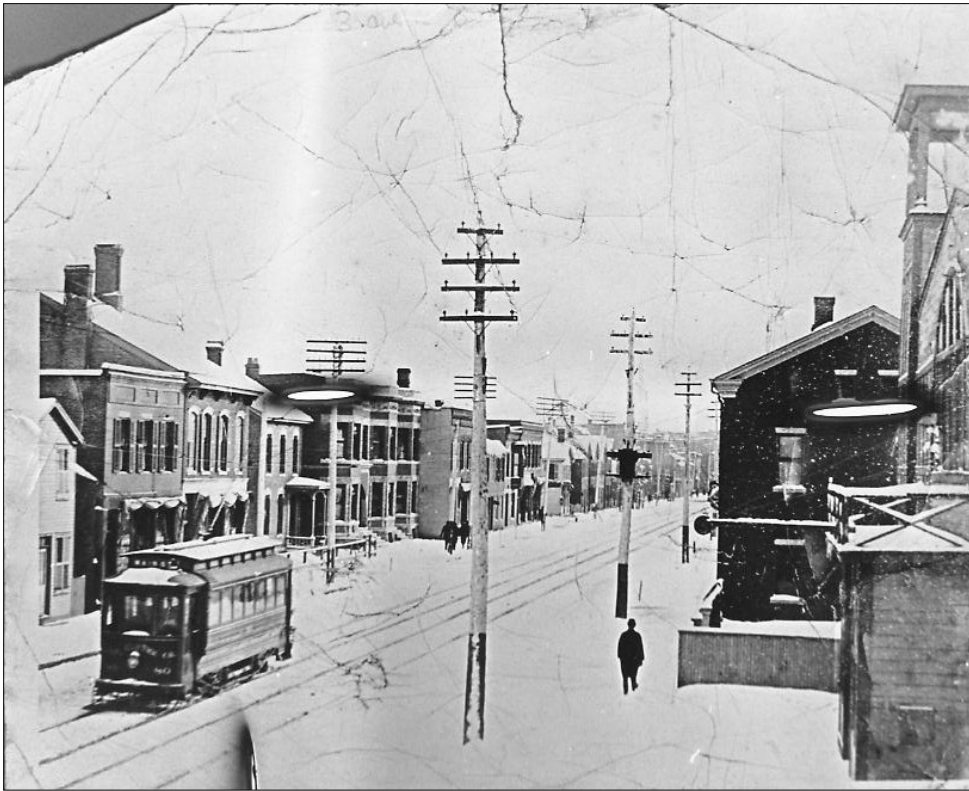
- Work with property owners to establish appropriate improvement district mechanisms (SSMID) to assist in the cost of delivering a livable environment downtown. (See Public Spaces and Open Areas.)
- Establish codes / policies which encourage the strategic placement of projects.
- Waive select development regulations until feasible standards are established.
- Access federal Brownfield money and assist with Phase I environmental analysis and clean-up (particularly in the warehouse area, an area of influence contiguous to the study area), thereby offsetting some the pre-development expense to the developer/property owner.
- Complete initiatives under Green Space Evolution catalyst concept and continually improve the livability of Downtown.
- Provide education for property owners who don't know there is a market, or how to access funds and redevelop projects.
- Provide predevelopment assistance – manpower, financial, legal and organizational resources in order to streamline and reduce costs. (See General Strategy.)
- Encourage the reuse of historically significant buildings for residential use – lofts, condominiums, row houses; streamline the process and create financial incentives for restoration where feasible.
- Pass ordinance enabling the Housing Trust Fund Committee to make decisions related to housing policy in order to qualify for state level funding.
- Pre-negotiate lender participation including subordination.
- Establish zoning overlays and/or mixed-use zoning designations in targeted investment areas.
- Actively maintain the critical elements of the Downtown neighborhood - schools, churches (Prescott School) – through advocacy, education and financing.



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- Establish a diverse “tool box” of financial and regulatory incentives for Downtown housing projects. Among those resources to be researched are funds available through the New Markets Tax Credit program. (See General Strategy.)
- Promote the advantages of living Downtown to the local market.

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## SECTION 7

# TRANSPORTATION

*Downtown Dubuque is made up of multiple moving parts which when connected will be greater than their sum. Transportation in many forms including bike, pedestrian, multi-modal, shuttle, vehicular and others provide this link and form the foundation from which private investment is leveraged. The emphasis for all transit investments downtown will be stronger connections, effective traffic management and balance. As Downtown continues to attract destination venues for residents and visitors, it is crucial to balance the goal of moving traffic through Downtown with the goal of moving traffic to and within Downtown.*

## CURRENT CONDITIONS

The downtown physical environment is delineated by the street system and building edge. In Downtown Dubuque, the streets define a grid-block pattern with buildings typically positioned at the edge of a public sidewalk coinciding with the right-of-way that contains the street. This area of sidewalk and street constitutes the primary public realm and serves as the City's outdoor

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rooms where everyday public interactions and activities occur. The character and function of these spaces have a direct relationship to the civility and vitality of Downtown as a place to work, live, and play. The degree to which the street system successfully supports the range of these functions and its users is one measure of downtown livability.

## **Existing Conditions**

Downtown Dubuque's transportation system is a complex interconnected system of transportation facilities, including local streets, sidewalks, highways, bus transit services, freight railroad operations, and water and port operations. It can be characterized as a historically developed transportation system, established during the height of water navigation on the Mississippi River, which has evolved with the proliferation of the private automobile. The automobile has impacted, and continues to impact development patterns Downtown, placing continued pressure on the need for improved circulation and parking facilities.<sup>1</sup> However, the area's evolution into a Downtown neighborhood and center for commerce and culture present opportunities for the success of alternative modes of transportation and greater walkability.

### *Existing Streets*

The Downtown street network is an intricate system of local and regional roadways organized in a grid-block structure, connected to the rest of the community via radiating collector or arterial roadways. Geographical constraints, including the Mississippi River and adjacent bluffs, have historically constricted roadway connectivity between Downtown and the outlying community.

Regional roadways, such as Highway 20, Highway 52, and Highway 61 / 151, provide mobility for local residents and employers to travel outside the region, as well as ease the flow of traffic into Dubuque. Highway 20 provides for east-west mobility, connecting the City to areas of western Illinois. Highway 52 operates north-south as a one-way pair in Downtown between Central Avenue and White Street and connecting to Highway 61/151 on the south side of Downtown. Highway 61 / 151 serves as a barrier in Downtown, as its grade-separated structure limits opportunities for access between the Port of Dubuque and the Central Business District

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<sup>1</sup> According to the 2000 U.S. Census, over 95 percent of all trips made in Dubuque are made by personal automobile.

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(CBD). Currently, the only roadways that connect these two major activity centers are the 3<sup>rd</sup> Street overpass and 5<sup>th</sup> Street.

Beyond these region-serving roadways, the network in Downtown is a grid system of local streets, providing front-door access to the majority of the building stock. Over the last decade this network has experienced significant change, including the conversion of some of the one-way pairs to two-way streets and the re-opening of the pedestrian mall on Main Street. The main access roads to the regional roadway network are the one-way pairs of Locust Street and Bluff Street, 9<sup>th</sup> Street and 10<sup>th</sup> Street, 11<sup>th</sup> Street, and White Street and Central Avenue. These one-way pairs are primarily intended to improve the flow of traffic traveling through Downtown to other parts of the city. *As Downtown continues to attract destination venues for residents and visitors, it is crucial to balance the goal of moving traffic through Downtown with the goal of moving traffic to and within Downtown.* This shift of Downtown becoming a destination or place to go to rather than a barrier or place to pass through is essential to the development of a successful Downtown transportation planning and traffic management strategy. With this shift it will become increasingly important that all of the Downtown stakeholders, including residents and merchants, are involved in future transportation planning. The Transit Framework map identified potential future transit improvements as Downtown's visibility as a destination increases with continued reinvestment.

## **Transit Framework Map**

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With the current system of alternating two-way and one-way streets, visitors have reported confusion. In response to this concern, the City has implemented a near-term solution in the form of a new wayfinding system of directional signs. Roadway improvements that are planned and programmed to supplement this effort and improve movement include creating a new single point interchange at US Highway 20 from its current at-grade connector with Locust Street, and realigning the roadway infrastructure in the Port. Long-term, and as Downtown continues to redevelop, discussions between the Public Works Department and local merchants and property owners will need to continue, considering the conversion of the one-way streets to two-way traffic, all in the context of a continuing goal for seamless access and circulation and a positive Downtown experience.

#### *Existing Transit*

Although the automobile is, today, the primary mode of transportation, it is the desire of the City and vision of the community that alternative modes grow in number and use. Keyline Transit, the City's current public transit offering, serves Downtown and the entire community from its core transfer facility located at 9<sup>th</sup> and Main Streets. Four fixed bus routes operate within ¼-mile of 90 percent of



Dubuque's population. In general, the fixed routes operate on the main arterial roadways, serving activity centers including Downtown, Kennedy Mall, local colleges and universities, medical centers, and local retail and commercial developments. Keyline Transit also provides a demand-responsive service for its disabled and elderly patrons.

Transit service in its current form is largely perceived by the public as a social service for the transit-dependent population, a perception that is beginning to change as different modes are introduced and movement is challenged. Recent changes in the transit patronage have already afforded small changes to the route structure of the fixed routes, including buses operating in a

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route deviation mode and more neighborhood-based shuttle services. In the Downtown study area, special circulator service has also been considered for special events and venues, especially those located in the Port District. Keyline has procured two diesel-powered trolley buses to provide a circulator service connecting the Port and CBD and address peak periods of demand

### *Existing Parking*

Parking in Downtown Dubuque is provided by a variety of services, including on-street metered and non-metered spaces, surface parking facilities provided by businesses, and municipal parking lots and structures. The majority of the 2,000 structured parking spaces operated by the City of Dubuque are controlled either by contract or pay-per-use. The highest concentration of structured parking facilities is located along Iowa Street between 4<sup>th</sup> and 8<sup>th</sup> Street. An additional parking structure at 8<sup>th</sup> and Locust Streets also provides 440 spaces in the northeast area of the CBD. On-street parking spaces are provided throughout Downtown, on which many businesses depend to accommodate drive-up customers, despite restrictions including length of stay and price.

According to the "Downtown Traffic Analysis and Management Study," completed in 1997, the peak parking utilization rate for the public structured parking facilities is approximately 59 percent between 11 a.m. and noon. At the time the study was conducted, anticipated redevelopment activity Downtown, and particularly on the Port, was not expected to warrant a structured parking facility. Therefore, the City constructed the facility at 3<sup>rd</sup> and Main Streets, immediately adjacent to the 3<sup>rd</sup> Street overpass. Today, free parking on surface lots are currently provided in the Port District with the addition of on-street parking (as recommended in the *Port of Dubuque Master Plan*) introduced to support the surface lots in the near- and mid-term. At build-out, and depending on the character of development which eventually occurs in the Port District, a parking deck could be introduced in the area between Bell Street, the 3<sup>rd</sup> Street overpass and 5<sup>th</sup> Street. Parking capacity, in all of the Downtown districts, will require regular monitoring to ensure the needs of residents, employees, and all visitors are being met.

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## CATALYST OPPORTUNITIES

As redevelopment continues Downtown and on the Port, transportation capacity and operations issues will become more pressing. Transportation constraints that have been identified, either in recent plans or through public involvement processes, include: traffic safety; roadway operations nearing capacity; accessibility between the CBD and Port of Dubuque; capacity and access to the Port; circulation and circulator transit service; and access, availability and pricing of parking facilities. Opportunities available for addressing these issues and supporting the overall redevelopment strategy for Downtown Dubuque include improvements to the street, transit, and parking systems.

## TRANSIT SYSTEM

The City is currently considering transit alternatives, including rubber-tired and steel-wheeled, fixed guideway systems, to provide an attractive and viable link between the Port and CBD. Alignment alternatives are also being considered as part of the *Downtown Transit Alternatives Analysis*. Upon completion, this study will recommend a locally preferred alternative, including a recommended transit technology or combination of

technologies, a preferred route alignment, a preliminary operation plan and a funding strategy for implementation.

### **Vision Downtown Goals: Transportation**

Downtown will have -- a multi-modal transportation system providing numerous means of access that include:

- A variety of mobility options for people with differing needs and desires.
- Coordination and accommodation of all modes of transportation so as to maximize accessibility.
- A transportation "experience" that blends the historical past with current needs, linking together the historical areas of Downtown.
- Visual destination guidance for all travelers reflecting various transportation modes which will alert them to destinations, attractions, parking, shopping, services and arts.
- An accessible transportation system that is geographically expansive in service and connects the Downtown with the community and other localities.
- The shared use of public and private parking that is easily accessible, convenient and aesthetically designed

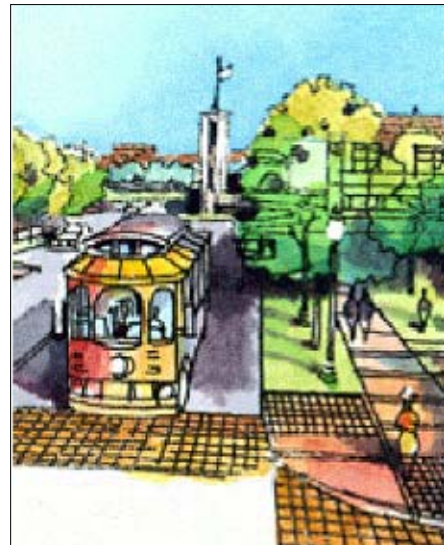


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For the purpose of the ***Downtown Dubuque Master Plan***, and given the vision for Downtown as expressed in *Vision Downtown*, a historic-based or vintage trolley, fixed guideway system, reflecting the historic character of the City's downtown architecture has certain advantages over a rubber-tired trolley bus. Cities such as Portland, Tampa and New Orleans demonstrated that vintage trolley transit systems are very successful at promoting and supporting mixed-use and higher intensity development because of the permanent nature of the fixed guideway. The certainty provided by this type of commitment is also attractive to real estate investors. The small size, quaint appearance and predictable routing also make vintage trolley systems very compatible with pedestrian-oriented environments like historic shopping, business and entertainment districts.

#### *Facilities*

The City is in the process of designing a public transit / comfort station on the Port operational in 2004 and providing passenger boarding facilities, public rest rooms, refreshment vending and information services to Port visitors. The facility is being programmed to accommodate both steel-wheeled and rubber-tired transit vehicles. To further the community's transit goals and vision for Downtown, it is suggested that future transit facilities located in the Downtown area be integrated into



either existing or future buildings, promoting an integration of uses (mixed-use) and stronger transit connections. The inclusion of transit in development has been proven to increase the mode-split (use by tenant or resident), and therefore increase the availability of funding for projects.

#### *Operations and Management*

The experience of other Downtowns has been that it is beneficial to integrate the development and operations of transit and parking together as an overall system. This method ensures a coordinated strategy of funding for capital improvements and operations, and maximizes the potential for leveraging available sources of funding. This system could be further supported by

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a parking district, charged with managing the use and location of parking for public and private interests. Representatives of the parking district, over time, could expand their functions to include policy advocacy and strategy development to promote access and efficiency.

## **STREETSCAPE**

As explained earlier, the role of streets in Downtown should be monitored and modified with input from the City's Public Works Department, merchants and property owners. Among the solutions used by other communities to slow speeds, minimize heavy truck traffic and improve accessibility, is conversion of one-way couplets to two-way. The ability of Downtown to serve as a destination is also likely to increase as traffic is calmed and storefront accessibility increases. Two-way streets maximize local accessibility while providing an environment that is more conducive to pedestrian activity and internal, business district-oriented traffic circulation. Currently, the one-way paired street system promotes higher vehicle speeds and speed variability, increased confusion, and cut-through traffic. Maximizing the utilization of available capacity on Highway 61 / 151 and other adjacent arterials for through-trips is suggested as a more context-sensitive arrangement for the Downtown. In an effort to meet the long-term goal of reducing truck traffic through Downtown, the City should explore designating the US Highway 52/State Highway 3 route as a "business route". Through-traffic could be re-routed to the Northwest Arterial (State Highway 32) and US Highway 20, and eventually the new Southwest Arterial (State Highway 32).

Finally, the CBD-scale street grid should be continued into the Port District, providing an important opportunity for establishing a pedestrian-oriented, transit-supportive environment that is in character with existing improvements and which furthers the vision for Downtown.

## **PARKING SYSTEM**

Current parking structures offer the opportunity to accommodate evening and weekend visitors to Downtown specialty districts such as Historic Old Main and the Port of Dubuque. Downtown employees typically use these facilities during daytime, business hours. Sharing these facilities after business hours with the Port, and integrating their operation with a Downtown transit

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circulator, would effectively leverage public investment and reduce the amount of land to be devoted to surface parking, in the core and at the Port.

The establishment of a free on-street parking district should be explored as a means to promote retail trade on Locust and Bluff Streets between First and 4th or 5th Streets. In addition, free parking should be eliminated at the Port and pay lots and parking meters should be installed to help support the maintenance of streetscape improvements, as well as to encourage transit use and promote car-pooling.



Downtown employees should be given reduced rate parking vouchers in existing parking structures to reduce pressure on existing surface and on-street parking facilities.

Parking requirements for new buildings should be waived in lieu of a financial contribution to a “greater downtown parking and transit district” which manages the supply, distribution, maintenance and pricing of all publicly-owned and operated parking and transit facilities.

## **BARRIERS TO INVESTMENT**

*Barriers to implementing Downtown's transportation infrastructure and improving its accessibility to the region include the following:*

- Reduction / cuts to funding for transit facilities both at the state and federal level
- Lack of funding for transit operations and maintenance
- Pressure from commercial developers and business owners for additional surface lots
- Lack of interest by Downtown business and property owners for subsidizing new transit facilities
- Costs, inconvenience and reluctance of converting one-way streets

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- Low-density pattern of development community-wide
- Pattern of reliance on the automobile
- Unproven market for transit ridership, except at peak times during the year

## PRIORITY ACTIONS

*Actions to improve the effectiveness of the transportation infrastructure in downtown include:*

- Review the data and recommendations of the 1997 Downtown Circulation Study with respect to the changing conditions and priorities. *Note: An updated downtown circulation and parking study may need to be prepared to adequately guide the future downtown redevelopment process.*
- Incorporate the findings of the *downtown Transit Alternatives Analysis Study* to further the recommendations of the *downtown Dubuque Master Plan*.
- Strengthen the connectivity between the Port of Dubuque and the CBD including the Cable Car Square shopping area.
- Improve vehicular accessibility to the Port of Dubuque.
- Improve pedestrian accessibility to the Port of Dubuque.
- Work with merchants and City to coordinate transit operations and levels-of-service on roads, promoting mobility and connectivity.
- Access potential funds for transit improvements including:  
[www.dot.state.ia.us/fundguid.htm](http://www.dot.state.ia.us/fundguid.htm).
- Consider a range of methods to promote the pedestrian environment – linking parking lots; coordinating traffic signals; widening sidewalks; adding street furniture and lighting; and, coordinating future transit stops.
- Commit to participation by merchants in all downtown transit planning projects.
- Promote transit-oriented development concepts (using federal transit funds where applicable) along proposed alternative transportation routes.
- Complete a parking management strategy and establish parking districts downtown wherein parking design, development and management issues among multiple facilities are controlled by a single entity.

Downtown Dubuque Master Plan  
Action Matrix  
Key

Element: Name								
Outcome	Ref	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Time Frame
Desired outcome resulting from accomplishment of the priority actions.	1	Priority actions needed to advance the specific elements of the plan. These are also listed in the last section of each report element.						
	a		Specific steps needed to complete the priority action. <i>Note: The format for this information is intended to work much like a business plan - a living document which is continually updated.</i>	The role of the City in completing this specific task. City roles include: Policy Maker, Financier, Promoter, Educator, Regulator, Implementer, Support, Facilitator, and Researcher.	Contact organization which will shepherd completion of this specific task.	"Investment" needed to initiate task. For instance, certain tasks will require City Council establish a policy in support of the action. Others will require a direct allocation of revenue to either fund an effort or position. Others will require the resources of this, and future staff. Note: Where the resource is "Existing Staff Resources," no assumption has been made regarding the capacity of the staff to complete that task. In fact, the assumption is that over-time, additional staff, either within the City or an advocacy organization supported by the City, will be needed to continue to advance the plan.	A check in this box indicates that this task is currently being addressed within either the City or advocacy organization supported by the City.	Timing within which the implementation task will be initiated and completed.
	b							
	c							

Downtown Dubuque Master Plan  
Action Matrix by Timeframe  
Key

Element: Name								
Outcome	Ref	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Time Frame
Desired outcome resulting from accomplishment of the priority actions.	1	Deleted from the Action Matrices sorted by Timeframe						
	a		Specific steps needed to complete the priority action. The implementation tasks in the Action Matrices by Timeframe were renumbered to 1a, 1b, 1c, etc. All "on-going" implementation tasks in the Action Matrices by Timeframe were moved to the beginning of the Action Matrix for each element. The remaining implementation tasks for each element in the Action Matrices by Timeframe were reordered by timeframe: near-term, mid-term, and then long term. Each implementation task in the Action Matrices by Timeframe was color coded: blue if it required staff time, red if it was a policy action, and green if it required money.	The role of the City in completing this specific task. City roles include: Policy Maker, Financier, Promoter, Educator, Regulator, Implementer, Support, Facilitator, and Researcher.	Contact organization which will shepherd completion of this specific task.	"Investment" needed to initiate task. For instance, certain tasks will require City Council establish a policy in support of the action. Others will require a direct allocation of revenue to either fund an effort or position. Others will require the resources of this, and future staff. Note: Where the resource is "Existing Staff Resources," no assumption has been made regarding the capacity of the staff to complete that task. In fact, the assumption is that over-time, additional staff, either within the City or an advocacy organization supported by the City, will be needed to continue to advance the plan.	A check in this box indicates that this task is currently being addressed within either the City or advocacy organization supported by the City.	Timing within which the implementation task will be initiated and completed.
	b							
	c							

Downtown Dubuque Master Plan  
Action Matrix  
General Strategies

Element: General Strategies (Guiding Principles)						
Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources
	#		Tasks		(Implementing Coordinator)	Needed
Catalyst properties must be acquired, held and positioned for private investment on a routine basis. (organizational)	1	Establish an organization, or expand the role of an existing one, to market downtown for business location and expansion.				
	a		Create an advocacy organization for Downtown or expand the functions and funding of an existing one (Dubuque Main Street) to advocate for and solicit private investment in Downtown.	Implementer, Facilitator	City Manager's Office, Downtown Advocate, Dubuque Initiatives	City Council Policy Decision, Budget Decision Item
	b		The organization retains an individual with national contacts to market Downtown Dubuque, the Port of Dubuque, and specific properties for private investment.	Support, Facilitator	City Manager's Office, Downtown Advocate, Dubuque Initiatives	City Council Policy Decision, Budget Decision Item
	c		The type of organization created maintains the ability to hold, acquire and position properties for private investment with assistance (where necessary) from the City.	Support, Facilitator	City Manager's Office, Downtown Advocate, Economic Development Department, Dubuque Initiatives	City Council Policy Decision, Budget Decision Item
	d		Organization and City representatives work in partnership to solicit private investment and package financing; organization becomes advocate for property owner / investor.	Support, Facilitator	City Manager's Office, Downtown Advocate, Dubuque Initiatives	City Council Policy Decision, Budget Decision Item
Downtown is one sub-market, with several districts, that competes with other sub-markets in the region. (market)	2	Retain the services of a national retail broker / developer representative to solicit the interest of commercial businesses which are consistent with the community vision for Downtown. Have this individual work with a local "recruitment team" to fill vacancies and manage retail concentration.				
	a		Prepare a Request-for-Proposal (RFP) soliciting the assistance of a national retail broker to identify national developer / operators for a range of properties in Downtown and on the Port.	Implementer	Economic Development Department, Dubuque Initiatives	City Council Policy Decision, Budget Decision Item
	b		Under the leadership of the organization referenced in No. 1 above, advertise the RFP in a variety of publications in a range of markets; short-list applicants, interview, and retain a preferred broker.	Implementer	Downtown Advocate	City Council Policy Decision, Budget Decision Item
	c		Prepare a contract between the Downtown organization and broker.	Implementer	City Manager's Office, Downtown Advocate	City Council Policy Decision, Existing Staff Resources

Downtown Dubuque Master Plan  
Action Matrix  
General Strategies

Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources
	#		Tasks		(Implementing Coordinator)	Needed
Downtown must be market responsive, innovative and have the capacity to respond to a variety of opportunities. (market)	3	Continually monitor market conditions and share this information with advocacy organizations (Dubuque MainStreet, Chamber, Greater Dubuque Development Corporation, Dubuque Initiatives, etc.).				
	a		Use the market information provided in this report as benchmark data in order to monitor the effectiveness of City and advocacy initiatives.	Researcher	Economic Development Department	Existing Staff Resources
	b		Host quarterly broker forums; invite representatives of area colleges, the state, and other organizations who can share their knowledge of prevailing market conditions. Post the results/dialogue from these meetings on the City's and other advocacy organizations' websites; make hard copies available.	Facilitator	Economic Development Department	Budget Decision Item (Nominal)
	c		Establish an interagency communication about studies commissioned, reports accessed, etc. which speak to existing local market conditions, opportunities for investment, etc. Make this information available to agency reps, as well as the public at large.	Facilitator	Economic Development Department	Existing Staff Resources
The Downtown neighborhood infrastructure that is already in place, making it a viable location to live, work, shop and play, needs to be protected and retained. (physical)	4	Establish a five-year capital improvement plan for Downtown to fund infrastructure, as well as open space and parks.				
	a		Establish a policy to develop a Downtown capital improvement plan, as a supplement to the community-wide plan.	Policy Maker	City Council	City Council Policy Decision, Budget Decision Item
	b		Develop the capital plan in compliance with the overlay plan referenced in No. 5 below.	Regulator	Building Department, Planning Department	City Council Policy Decision, Budget Decision Item



Downtown Dubuque Master Plan  
Action Matrix  
General Strategies

Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources
	#		Tasks		(Implementing Coordinator)	Needed
	c		Study the possibility of supplementing the Downtown capital budget with earmarked dollars from completed Downtown projects. (i.e., 1% after preferred return met) <i>Note: The 1% would only be applicable for those projects which used public financial incentives to implement their projects. Assuming an "open-book" policy, the City could monitor their project returns.</i>	Financier	Finance Department, Legal, Economic Development	City Council Policy Decision, Budget Decision Item
Downtown, as a whole, must be greater than the sum of its parts - niche strategies must be formulated to strengthen and link opportunities and infrastructure. (physical)	5	Prepare an overlay of physical improvements which link areas (and projects) of investment.				
	a		Based on the catalyst sites/areas map, prepare an improvement overlay for the Downtown study area which serves to link areas of investment.	Implementer, Facilitator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item
			Coordinate planned improvements between City departments; ensure consistency with "greening program;" include utilities and transportation in overlay.	Implementer, Facilitator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item
	b		Establish a policy which supports allocation of capital dollars to finance these downtown improvements.	Policy Maker	City Council	City Council Policy Decision, Budget Decision Item
	c		Monitor the coordination of planned improvements and rumored projects, and amend where necessary. Public investment in the public realm should be included in the public's contribution to catalyst projects.	Implementer, Facilitator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item
Downtown's "tool bag" must have many tools which can be used independently or in various combinations. (financial)	6	Establish a diverse "tool box" of financial and regulatory incentives for downtown projects. Among those resources to be researched are funds available through the New Markets Tax Credit program.				
	a		Research the logistics of establishing low-interest and patient capital project financing for priority (catalyst) projects including programs such as "linked deposits," public subordination of debt and other vehicles.	Researcher, Financier	Housing and Community Development Department	City Council Policy Decision, Budget Decision Item

Downtown Dubuque Master Plan  
Action Matrix  
General Strategies

Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources
	#		Tasks		(Implementing Coordinator)	Needed
	b		Research best practices of how other cities within and outside of Iowa package public incentive dollars from federal, state and local sources; identify limitations on combinations.	Researcher	Housing and Community Development Department	Existing Staff Resources
	c		Work with appropriate City financial organizations and departments to prepare an investor's manual of available programs, their application for projects of a certain dollar value, suggested combinations of financial programs, and targeted project savings.	Promoter, Facilitator	Housing and Community Development Department	Existing Staff Resources
	d		Approve qualified requests from catalyst projects for use of Tax Increment Financing (TIF) to assist with financing projects. Note: As of Fall 2003, all TIF resources are committed through 2006.	Financier	Housing and Community Development Department, Finance Department	City Council Policy Decision, Budget Decision Item
	e		Work with newly formed (or expanded) advocacy entity for Downtown to assist applicants with preparation and packaging of presentations for Council and other financing entities. Where possible, prepare preliminary project and financing plans.	Facilitator, Implementer	Downtown Advocate, Dubuque Main Street Ltd.	Existing Staff Resources
	f		Expand the use of Tax Increment Financing (TIF) for residential projects (once available). Use early applications as demonstration projects for its effectiveness.	Financier	Housing and Community Development Department, Finance Department	City Council Policy Decision, Budget Decision Item
Public investment must leverage private investment. (financial)	7	Establish a City policy committing to enhanced incentive packages for those catalyst projects which advance the vision of the Downtown Master Plan.				
	a		Prepare an application package for individuals and organizations intending to invest downtown and requesting City assistance (regulatory and/or financial).	Regulator, Financier	Economic Development Department	Consultant
	b		Require project applicants submit information related to their project financial gap, secured financing, impact on downtown, consistency with the Downtown Master Plan, and expected return to the City.	Regulator, Financier	Finance Department	City Council Policy Decision, Budget Decision Item
	c		Monitor the success of projects which the City participated in; quantify the leveraged return (if any); and, communicate this information to the community.	Implementer, Promoter	Economic Development Department	Existing Staff Resources

Downtown Dubuque Master Plan  
Action Matrix  
General Strategies

Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources
	#		Tasks		(Implementing Coordinator)	Needed
Regional public policy must support downtown development, allowing for growth management programs which reward more efficient development patterns. (regulatory)	8	Consider identification of an urban growth boundary, along with regulatory limitations on development outside the boundary and rewards for development inside - on a graduated scale with incentives proportionate to the consistency of the project concept with the Downtown Master Plan, expected leveraged return and demonstrated need.				
	a		Define and maintain the urban growth boundary. Share the boundary information with the County and establish an Intergovernmental Agreement (IGA) committing to its enforcement.	Regulator	Planning Department, City Manager's Office	City Council Policy Decision, Budget Decision Item
	b		In the context of No. 7 above, define qualifying criteria for applicants of City incentives, including distance from the core. Establish a geographic graduated scale - document it.	Regulator, Financier	Economic Development Department, Planning Department	City Council Policy Decision, Budget Decision Item
	c		Monitor the success of projects which the City participated in; quantify the leveraged return (if any); and, communicate this information to the community.	Regulator, Promoter	Economic Development Department	Existing Staff Resources
Solutions must be holistic - more comprehensive in scope and include considerably more than just design for a regulatory framework. (regulatory)	9	Provide predevelopment assistance - manpower, financial, legal and organizational resources in order to streamline and reduce costs.				
	a		Research availability of programs through EDA, HUD and other federal sources focused on predevelopment and development assistance in central cities.	Researcher	Economic Development Department	Existing Staff Resources
	b		Identify cities in other states that have used these dollars - contact them and discuss lessons learned.	Researcher	Economic Development Department	Existing Staff Resources
	c		Work with private foundations and banks to expand the availability of predevelopment funding grants beyond EDA dollars.	Financier, Facilitator	Economic Development Department	Existing Staff Resources

Downtown Dubuque Master Plan  
Action Matrix  
General Strategies

Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources
	#		Tasks		(Implementing Coordinator)	Needed
	d		Expand upon existing efforts to streamline project approvals - format information on each project and applicable codes in advance of plan review; develop follow-up reports from various review meetings to insure the developer has clear understanding of requirements.	Regulator, Implementer	Building Department, Fire Department	City Council Policy Decision, Budget Decision Item
	e		Assemble a team of Downtown advocates from representative organizations at the on-set of projects to discuss the project at a micro- and macro- level, opportunities, potential partnerships, funding, challenges, assist with preparing a development strategy.	Promoter	City Manager's Office	City Council Policy Decision, Budget Decision Item
	f		Administer an annual developer survey to understand staff's ability to be effective at responding to requests for pre-development assistance. If it is determined that the City does not have the staff to respond to the level of requests, request assistance from Council.	Promoter	Economic Development Department	Budget Decision Item

Downtown Dubuque Master Plan

Action Matrix by Timeframe

General Strategies

## Downtown Dubuque Master Plan Action Matrix General Strategies

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## Downtown Dubuque Master Plan Action Matrix General Strategies

Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources				Time Frame				
	#		Tasks		(Implementing Coordinator)	Needed	In Progress	Near-Term	Mid-Term	Long-Term				
	3c		Establish an interagency communication about studies commissioned, reports accessed, etc. which speak to existing local market conditions, opportunities for investment, etc. Make this information available to agency reps, as well as the public at large.	Facilitator	Economic Development Department	Existing Staff Resources	x	x						
	7a		Prepare an application package for individuals and organizations intending to invest downtown and requesting City assistance (regulatory and/or financial).	Regulator, Financier	Economic Development Department	Consultant		x						
	7b		Require project applicants submit information related to their project financial gap, secured financing, impact on downtown, consistency with the Downtown Master Plan, and expected return to the City.	Regulator, Financier	Finance Department	City Council Policy Decision, Budget Decision Item		x						
	9a		Research availability of programs through EDA, HUD and other federal sources focused on predevelopment and development assistance in central cities.	Researcher	Economic Development Department	Existing Staff Resources		x	x					
	9b		Identify cities in other states that have used these dollars - contact them and discuss lessons learned.	Researcher	Economic Development Department	Existing Staff Resources		x	x					
	9c		Work with private foundations and banks to expand the availability of predevelopment funding grants beyond EDA dollars.	Financier, Facilitator	Economic Development Department	Existing Staff Resources		x	x					
	9d		Expand upon existing efforts to streamline project approvals - format information on each project and applicable codes in advance of plan review; develop follow-up reports from various review meetings to insure the developer has clear understanding of requirements.	Regulator, Implementer	Building Department, Fire Department	City Council Policy Decision, Budget Decision Item		x	x	x				
	3b		Host quarterly broker forums; invite representatives of area colleges, the state, and other organizations who can share their knowledge of prevailing market conditions. Post the results/dialogue from these meetings on the City's and other advocacy organizations' websites; make hard copies available.	Facilitator	Economic Development Department	Budget Decision Item (Nominal)					x			
	4a		Establish a policy to develop a Downtown capital improvement plan, as a supplement to the community-wide plan.	Policy Maker	City Council	City Council Policy Decision, Budget Decision Item				x				

## Downtown Dubuque Master Plan Action Matrix General Strategies

Guiding Principle	Ref	Priority Actions	Implementation	City Role	Contact	Resources				Time Frame					
										In Progress	Near-Term	Mid-Term	Long-Term		
	4b		Develop the capital plan in compliance with the overlay plan referenced in No. 5 below.	Regulator	Building Department, Planning Department	City Council Policy Decision, Budget Decision Item					x				
	4c		Study the possibility of supplementing the Downtown capital budget with earmarked dollars from completed Downtown projects. (i.e., 1% after preferred return met) <i>Note: The 1% would only be applicable for those projects which used public financial incentives to implement their projects. Assuming an "open-book" policy, the City could monitor their project returns.</i>	Financier	Finance Department, Legal, Economic Development	City Council Policy Decision, Budget Decision Item					x				
	5a		Based on the catalyst sites/areas map, prepare an improvement overlay for the Downtown study area which serves to link areas of investment.	Implementer, Facilitator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item					x				
	5b		Coordinate planned improvements between City departments; ensure consistency with "greening program;" include utilities and transportation in overlay.	Implementer, Facilitator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item					x				
	5c		Establish a policy which supports allocation of capital dollars to finance these downtown improvements.	Policy Maker	City Council	City Council Policy Decision, Budget Decision Item					x				
	5d		Monitor the coordination of planned improvements and rumored projects, and amend where necessary. Public investment in the public realm should be included in the public's contribution to catalyst projects.	Implementer, Facilitator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item					x				
	6f		Expand the use of Tax Increment Financing (TIF) for residential projects (once available). Use early applications as demonstration projects for its effectiveness.	Financier	Housing and Community Development Department, Finance Department	City Council Policy Decision, Budget Decision Item					x			x	
	7c		Monitor the success of projects which the City participated in; quantify the leveraged return (if any); and, communicate this information to the community.	Implementer, Promoter	Economic Development Department	Existing Staff Resources					x				
	8a		Define and maintain the urban growth boundary. Share the boundary information with the County and establish an Intergovernmental Agreement (IGA) committing to its enforcement.	Regulator	Planning Department, City Manager's Office	City Council Policy Decision, Budget Decision Item				x					



## Downtown Dubuque Master Plan Action Matrix General Strategies

Guiding Principle	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Time Frame						
								Near-Term	Mid-Term	Long-Term				
	8b		In the context of No. 7 above, define qualifying criteria for applicants of City incentives, including distance from the core. Establish a geographic graduated scale - document it.	Regulator, Financier	Economic Development Department, Planning Department	City Council Policy Decision, Budget Decision Item					x			
	8c		Monitor the success of projects which the City participated in; quantify the leveraged return (if any); and, communicate this information to the community.	Regulator, Promoter	Economic Development Department	Existing Staff Resources					x			
	6a		Research the logistics of establishing low-interest and patient capital project financing for priority (catalyst) projects including programs such as "linked deposits," public subordination of debt and other vehicles.	Researcher, Financier	Housing and Community Development Department	City Council Policy Decision, Budget Decision Item							x	x
	6b		Research best practices of how other cities within and outside of Iowa package public incentive dollars from federal, state and local sources; identify limitations on combinations.	Researcher	Housing and Community Development Department	Existing Staff Resources							x	x
	6c		Work with appropriate City financial organizations and departments to prepare an investor's manual of available programs, their application for projects of a certain dollar value, suggested combinations of financial programs, and targeted project savings.	Promoter, Facilitator	Housing and Community Development Department	Existing Staff Resources							x	x
	6d		Approve qualified requests from catalyst projects for use of Tax Increment Financing (TIF) to assist with financing projects. Note: As of Fall 2003, all TIF resources are committed through 2006.	Financier	Housing and Community Development Department, Finance Department	City Council Policy Decision, Budget Decision Item							x	
	6e		Work with newly formed (or expanded) advocacy entity for Downtown to assist applicants with preparation and packaging of presentations for Council and other financing entities. Where possible, prepare preliminary project and financing plans.	Facilitator, Implementer	Downtown Advocate, Dubuque Main Street Ltd.	Existing Staff Resources						x	x	

Downtown Dubuque Master Plan  
Action Matrix  
Commerce

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Commerce

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Commerce

Outcome	Ref	Priority Actions	Implementation	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Time Frame			
								Near-Term	Mid-Term	Long-Term	
Limited inventory of developable land, increased values.	6	Elevate discussion of growth management and an urban growth boundary in an effort to contain and direct business growth Downtown. (See related General Strategy.)									
	a		Council appoint a Task Force of industry professionals, representatives of institutions, students, City and advocacy representatives to debate the impacts of a growth management boundary.	Policy Maker	Planning Department	City Council Policy Decision, Existing Staff Resources					x x x
	b		Deliver recommendations of Task Force to Council for review and consideration.	Policy Maker	Planning Department	Existing Staff Resources					x x
	c		Draft policies in support of a growth management boundary and document its location.	Policy Maker	Planning Department	City Council Policy Decision, Existing Staff Resources, Legal Support					x x
Increase in daytime-population, magnet for young entrepreneurs.	7	Promote creation of an incubator downtown (theme to be determined).									
	a		Working with the Downtown advocacy organization, identify potential properties for acquisition (or retrofit of an existing publicly-held property) and conversion to an incubator.	Implementer, Financier	Economic Development Department, Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources			x		
	b		Complete case study research of other Downtown incubators - understanding their space and facility needs; availability of construction and operational funding; and methods to assess and select the most relevant incubator theme for the market.	Researcher	Economic Development Department, Downtown Advocate, Dubuque Main Street Ltd.	Existing Staff Resources			x x		
	c		Apply for funding for the construction of new space or retrofit of existing space for an incubator.	Financier	Economic Development Department, Downtown Advocate, Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources			x x		
Increase in funding alternatives for project assistance.	8	Work with local lenders to direct Community Reinvestment Act (CRA) dollars, revolving loan funds and various grant programs to strategic development and redevelopment projects Downtown.									

Downtown Dubuque Master Plan  
Action Matrix  
Commerce

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Commerce

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Time Frame			
								Near-Term	Mid-Term	Long-Term	
Diverse base of commercial offerings credit tenants and small specialty stores.	12	Work with the Dubuque Area Chamber of Commerce to expand programs for small commercial businesses Downtown - providing funding, training, and marketing support.									
	a		Working with the Chamber's small business representative, heighten the visibility of programs (funding, training and marketing) available to merchants Downtown. Promote greater coordination between the efforts of the Dubuque Area Chamber of Commerce, Dubuque Initiatives, Dubuque Main Street Ltd. and America's River Corporation.	Facilitator	Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce	Existing Staff Resources		x	x		
	b		Host monthly / bi-annual small business seminars to share information with local business owners / operators related to funding, training and marketing. Ensure electronic accessibility between and among all advocacy entities (website links).	Facilitator, Promoter	Dubuque Main Street Ltd., Economic Development Department, Dubuque Area Chamber of Commerce	Budget Decision Item		-----Ongoing-----			
	c		Work with the City's Housing and Community Development Department to understand the New Market Tax Credit program - a funding source for the commercial component of mixed-use projects - particularly those located Downtown.	Financier	Housing and Community Development Department, Economic Development Department	Existing Staff Resources		x			
Focus on Downtown as the center of tourism activity.	13	Attract and subsidize unique anchor(s) to Downtown to draw resident and visitor spending and diversify the existing retail base.									
	a		Support the Downtown advocacy organization's efforts to retain an individual with national contacts to market Downtown Dubuque, the Port of Dubuque, and specific properties for private investment.	Promoter	Economic Development Department, Downtown Advocate, Dubuque Area Chamber of Commerce	City Council Policy Decision, Budget Decision Item		x	x		
	b		Work with local brokers to understand the advantages of a Downtown location.	Promoter	Economic Development Department, Downtown Advocate, Dubuque Area Chamber of Commerce	Existing Staff Resources		x	x		
	c		Host monthly / bi-annual broker forums (frequency dictated by the availability of information to share) to keep the local community apprised of new market findings. Share market and other studies commissioned by the City and other advocacy organizations, institutions, etc.	Facilitator, Promoter	Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce	Budget Decision Item		-----Ongoing-----			

Downtown Dubuque Master Plan  
Action Matrix  
Commerce

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							</
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Downtown Dubuque Master Plan  
Action Matrix  
Commerce

[illegible]



Downtown Dubuque Master Plan  
Action Matrix  
Commerce

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Commerce

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## Downtown Dubuque Master Plan

### Action Matrix by Timeframe

#### Commerce

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress											Time Frame									
		a		Staff involved in preparation of <i>Downtown Master Plan</i> , review applicable zoning in areas where mixed-use (residential and industrial production) catalyst projects identified; identify any potential zoning conflicts.	Regulator	Planning Department	Existing Staff Resources, Zoning Ordinance Consultant																				
		b		Where conflicts exist, meet with property owners to review vision and market findings of <i>Downtown Master Plan</i> . Outline impacts of a zone change to allow for mixed-use development (re) of their property. Assist with voluntary rezonings.	Regulator, Implementer	Planning Department, Legal Department	City Council Policy Decision, Existing Staff Resources, Zoning Ordinance Consultant																				
		c		Where property owners choose to delay a rezoning until redevelopment is imminent, guarantee a streamlined application and approval process given the request's consistency with the Downtown Master Plan.	Regulator	Planning Department, Legal Department	City Council Policy Decision, Existing Staff Resources, Zoning Ordinance Consultant																				
		d		Reward / incent mixed-use development consistent with the Downtown Master Plan - density bonuses, transfer of development rights, tax abatement, etc.	Financier	Planning Department, Economic Development Department, Finance Department	City Council Policy Decision, Budget Decision Item																				
	National investment and proof of the market.	4	Solicit the interest of national and local experts in the development and redevelopment of a demonstration live/work project Downtown.																								
		a		Identify either a publicly-held property for private investment, or solicit a local property owner partner.	Developer Partner	Economic Development Department, Dubuque Main Street Ltd.	City Council Policy Decision, Funds for Acquisition and Development, Incentives																				
		b		Prepare a Request for Proposal (RFP) - local, state, national - soliciting interested developers for a live/work project; request that they submit their qualifications; short-list and interview them.	Implementer, Developer	City Manager's Office	City Council Policy Decision, Existing Staff Resources																				
		c		Enter into a development agreement with a preferred developer.	Implementer, Developer	City Manager's Office	City Council Policy Decision, Existing Staff Resources																				
		d		Prepare preliminary development proformas in order to understand any potential financing gap. Package appropriate incentives in order to fill gap.	Financier	Downtown Advocate, Dubuque Main Street Ltd., Economic Development Department	Outside Consultant & Existing Staff																				
	On-Going inventory of attainable artisan housing.	5	Support (subsidize) the residential portion of live/work signature projects to control sale/lease prices and appreciation.																								

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

	Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed							Time Frame			
														In Progress	Near-Term	Mid-Term	Long-Term
		a		Creating an organization to acquire and hold properties for attainable artisan live / work space.	Facilitator, Supporter	Downtown Advocate, Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources								x	x	x
		b		Employ the range of tools and strategies to maintain an inventory of attainable housing products for artists - either in or out of the cultural district. Tools include those applied to workforce housing projects.	Regulator, Financier	Dubuque Main Street Ltd., Economic Development Department	City Council Policy Decision, Budget Decision Item								x	x	x
		c		Potentially solicit endowment and grant dollars to subsidize projects and maintain their attainable status.	Implementer, Financier	Economic Development Department , Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources									x	
	On-going inventory of attainable artisan housing.	6	Develop a strategy to maintain an inventory of attainable artisan housing - involving corporate partners and local developers where feasible.														
		a		Based on the market findings provided for in the <i>Downtown Master Plan</i> , identify appropriate locations for artisan housing Downtown.	Implementer	Housing and Community Development Department, Dubuque Main Street Ltd., Local Brokers	Existing Staff Resources									x	x
		b		Prepare fiscal impact reports and estimate the potential leveraged return of an investor in a project such as this; emphasize the general impact of residents downtown; also emphasize the impact of art in the Downtown investment environment.	Implementer	Downtown Advocate, Dubuque Main Street Ltd., Housing and Community Development Department	Outside Consultant									x	x
		c		Work with national experts who have convinced institutional partners to participate in these projects. Either retain these professionals, or prepare a model program that embodies the principle components of their approach. Solicit partnership interest.	Researcher, Implementer	Dubuque Main Street Ltd., Housing and Community Development Department	City Council Policy Decision, Outside Consultant									x	x
		d		Research (re)development funding sources and strategies for art-related projects specifically in the Downtown environment. Once identified, work with Arts and Culture Advisory Commission representatives to apply for funding.	Researcher, Facilitator	Economic Development Department, Housing and Community Development Department, Dubuque Main Street Ltd.	Existing Staff Resources									x	x
	Coordinated events planning.	7	Work with Arts and Culture Advisory Commission, merchants, Leisure Services Department and other groups coordinating community events planning - institute streamlined permitting processes.														

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources							Time Frame					
		#		Tasks		(Implementing Coordinator)	Needed	In Progress		Near-Term				Mid-Term		Long-Term			
		a		Dubuque Area Chamber of Commerce, Arts and Culture Advisory Commission and/or existing arts organizations", merchants and Leisure Services Department work to prepare a comprehensive list of seasonal "offerings" ; prepare marketing materials and update all applicable websites.	Supporter, Promoter	Dubuque Area Chamber of Commerce	Existing Staff Resources	x						x	x	x			
		b		Continue notification of all related groups at permitting for events - thus encouraging efficiency, coordination, participation, etc.	Regulator	City Clerk	City Council Policy Decision, Existing Staff Resources				-----Ongoing-----								
		c		Continue coordinated marketing materials (reflect cultural "brand") for events organizations. (I.e., Masterpiece on the Mississippi)	Promoter	Dubuque Main Street Ltd., Cultural Advisory Commission, Dubuque Area Chamber of Commerce	Existing Staff Resources		x		-----Ongoing-----								
	Visual presence and Downtown "stage" for venues.	8	Adjust landscaping requirements (under current regulations) to include green space and public art.																
		a		Collect language from other communities which have amended their regulations to allow for a public art contribution in lieu of landscaping (e.g., Dallas).	Researcher	Dubuque Main Street Ltd.	Budget Decision Item							x	x				
		b		Council appoint a Task Force of art representatives (artists, operators, advocacy representatives) to define what constitutes public art - materials, scale, locations, relationship to built environment, etc.	Implementer	Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item							x	x				
		c		Revise regulations to reflect what is permissible as well as desired; Council adopt revision.	Regulator	Dubuque Main Street Ltd., Legal Department	City Council Policy Decision, Budget Decision Item							x	x				
	Enhanced tourism package.	9	Coordinate efforts of arts groups* and leisure services organizations to make cultural arts activities part of a comprehensive package for tourism.																
		a		Dubuque Area Chamber of Commerce, Arts and Culture Advisory Commission and Leisure Services Department continue to prepare a comprehensive list of seasonal "offerings" ; continue marketing materials and update all applicable websites.	Promoter, Facilitator	Dubuque Area Chamber of Commerce, Dubuque Main Street Ltd.	Existing Staff Resources	x						x	x	x	x		

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
	b		Learning from the experience of other communities (conduct additional case study research) make Dubuque a destination for cultural and art venues; consider an annual event which features area artists.	Promoter, Facilitator	Dubuque Area Chamber of Commerce, Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item	x				x	x	x	x				
	c		Refine current system and require notification of all related groups at permitting for events - thus encouraging coordination, participation, etc.	Regulator	City Clerk	City Council Policy Decision, Budget Decision Item		x	x									
Institution-based arts program and support for Downtown schools.	10	Encourage creation of an arts program (support designation as a magnet school) within the Downtown schools - strengthening their appeal to a larger market and supporting art training at a young age.																
	a		Encourage a meeting between the Arts and Culture Advisory Commission and School District representatives to discuss the potential for an arts-based magnet school Downtown.	Facilitator	Cultural Advisory Commission	Existing Staff Resources			x	x	x							
	b		Include a representative of Arts and Culture Advisory Commission or representative of existing arts groups* representative on committees created for the relocation of the Prescott School.	Facilitator	Housing and Community Development Department	Budget Decision Item			x	x								
	c		Study other schools in other markets (staff this out to an intern) which have developed arts-based magnet schools in the Downtown environment - understand lessons learned.	Facilitator	Housing and Community Development Department, Dubuque Main Street Ltd.	Budget Decision Item			x	x								
	d		Contact art program representatives from institutions of higher education who might be interested in either an event or fixed venue Downtown.	Facilitator	Housing and Community Development Department, Dubuque Main Street Ltd.	Existing Staff Resources			x	x	x							
* Dubuque Cultural Alliance, Dubuque Arts Council, Chamber Festivals Committee, Dubuque Fine Arts Society																		



## Downtown Dubuque Master Plan

### Action Matrix by Timeframe

#### Culture, Education and Entertainment

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Near-Term	Mid-Term	Long-Term				
	3a		Staff involved in preparation of <i>Downtown Master Plan</i> , review applicable zoning in areas where mixed-use (residential and industrial production) catalyst projects identified; identify any potential zoning conflicts.	Regulator	Planning Department	Existing Staff Resources, Zoning Ordinance Consultant	x		x					
	9b		Learning from the experience of other communities (conduct additional case study research) make Dubuque a destination for cultural and art venues; consider an annual event which features area artists.	Promoter, Facilitator	Dubuque Area Chamber of Commerce, Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item			x	x	x	x		
	3b		Where conflicts exist, meet with property owners to review vision and market findings of <i>Downtown Master Plan</i> . Outline impacts of a zone change to allow for mixed-use development (re) of their property. Assist with voluntary rezonings.	Regulator, Implementer	Planning Department, Legal Department	City Council Policy Decision, Existing Staff Resources, Zoning Ordinance Consultant			x	x	x	x		
	3c		Where property owners choose to delay a rezoning until redevelopment is imminent, guarantee a streamlined application and approval process given the request's consistency with the <i>Downtown Master Plan</i> .	Regulator	Planning Department, Legal Department	City Council Policy Decision, Existing Staff Resources, Zoning Ordinance Consultant			x	x	x	x	x	x
	3d		Reward / incent mixed-use development consistent with the <i>Downtown Master Plan</i> - density bonuses, transfer of development rights, tax abatement, etc.	Financier	Planning Department, Economic Development Department, Finance Department	City Council Policy Decision, Budget Decision Item			x	x	x	x	x	x
	2a		Inventory all cultural and art venues Downtown, as well as throughout the community.	Researcher	Dubuque Main Street Ltd., Arts Task Force	Existing Staff / Intern Resources				x				
	2b		Council appoint a Task Force of representatives from the City, Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce and other advocacy entities to identify appropriate boundaries for a cultural / artisan district.	Facilitator	Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources				x				
	2c		Select district boundaries and present them to Council for adoption as an amendment to the <i>Downtown Master Plan</i> .	Policy Maker	Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources				x	x			
	4a		Identify either a publicly-held property for private investment, or solicit a local property owner partner.	Developer Partner	Economic Development Department, Dubuque Main Street Ltd.	City Council Policy Decision, Funds for Acquisition and Development, Incentives				x	x			
	5c		Potentially solicit endowment and grant dollars to subsidize projects and maintain their attainable status.	Implementer, Financier	Economic Development Department , Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources				x				

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Near-Term	Mid-Term	Long-Term	
	6a		Based on the market findings provided for in the <i>Downtown Master Plan</i> , identify appropriate locations for artisan housing Downtown.	Implementer	Housing and Community Development Department, Dubuque Main Street Ltd., Local Brokers	Existing Staff Resources			x	x	x
	2e		Amend list of potential catalyst projects identified in <i>Downtown Master Plan</i> to include those specifically suited for artisan housing.	Implementer	Housing and Community Development Department	City Council Policy Decision, Existing Staff Resources				x	
	4d		Prepare preliminary development proformas in order to understand any potential financing gap. Package appropriate incentives in order to fill gap.	Financier	Downtown Advocate, Dubuque Main Street Ltd., Economic Development Department	Outside Consultant & Existing Staff				x	
	2d		Working through Dubuque Main Street Ltd. (either a committee within the organization or specific representatives) develop a business plan to promote cultural and art venues in the community to visitors. Identify advocacy, institutional and marketing partners in this effort.	Supporter	Dubuque Main Street Ltd.	Existing Staff Resources				x	x
	4b		Prepare a Request for Proposal (RFP) - local, state, national - soliciting interested developers for a live/work project; request that they submit their qualifications; short-list and interview them.	Implementer, Developer	City Manager's Office	City Council Policy Decision, Existing Staff Resources				x	x
	6b		Prepare fiscal impact reports and estimate the potential leveraged return of an investor in a project such as this; emphasize the general impact of residents downtown; also emphasize the impact of art in the Downtown investment environment.	Implementer	Downtown Advocate, Dubuque Main Street Ltd., Housing and Community Development Department	Outside Consultant				x	x
	6c		Work with national experts who have convinced institutional partners to participate in these projects. Either retain these professionals, or prepare a model program that embodies the principle components of their approach. Solicit partnership interest.	Researcher, Implementer	Dubuque Main Street Ltd., Housing and Community Development Department	City Council Policy Decision, Outside Consultant				x	x
	6d		Research (re)development funding sources and strategies for art-related projects specifically in the Downtown environment. Once identified, work with Arts and Culture Advisory Commission representatives to apply for funding.	Researcher, Facilitator	Economic Development Department, Housing and Community Development Department, Dubuque Main Street Ltd.	Existing Staff Resources				x	x

Downtown Dubuque Master Plan  
Action Matrix  
Culture, Education and Entertainment

[illegible]

## Downtown Dubuque Master Plan Action Matrix Historical Features

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Historical Features

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
	a		Designate a sufficient number of individuals in the Planning and Building Departments as the "Older Existing Building" specialists. Provide training in the interpretation of codes which impact the economic feasibility of historically significant properties. Monitor use of these services and increase staff where necessary.	Regulator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item				x	x							
Investment incentive for private sector.	3	Identify (designate) specialists (either within the City or as consultants to the City) who can assist applicants with state and federal tax credit applications.																
	a		Prepare a Request for Proposal (RFP) - local, state, national - soliciting interested historic financing specialists (architects, developer/consultants, financiers); request that they submit their qualification; short-list and interview them.	Implementer	Dubuque Main Street Ltd.	Budget Decision Item, Design Consultant				x	x							
	b		Prepare a preferred list of qualified specialists and distribute to developers interested in historic redevelopment projects.	Implementer	Dubuque Main Street Ltd.	Budget Decision Item, Design Consultant				x	x							
	c		If funding becomes available, either hire a financing specialist within the City, or participate in funding a specialists position within either Dubuque Main Street Ltd. or other advocacy organization.	Financier, Promoter	Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item, Design Consultant				x								
	d		Consider subsidizing the cost to the developer to retain the historic financing specialist.	Financier, Promoter	City Manager's Office, Dubuque Main Street Ltd.	Budget Decision Item						x	x					
	e		Prepare an information package about historic property redevelopment in Dubuque - list the Building Department contact; financing specialists; Dubuque Main Street Ltd. contact; historically-designated properties and historic district boundaries; etc.	Researcher	Dubuque Main Street Ltd.	Budget Decision Item				x	x							
Increase in the number of funding alternatives for reinvestment.	4	Initiate a lobbying effort (at the state level) to increase state historic tax credit pool.																

Downtown Dubuque Master Plan  
Action Matrix  
Historical Features

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term		Mid-Term		Long-Term						
	a		Contact the state representative for Dubuque and request a lobbying effort to increase state level funding for historic tax credits.	Promoter	Dubuque Area Chamber of Commerce, City Manager's Office	City Council Policy Decision, Existing Staff Resources		x	x									
	b		Meet with representatives of other communities who could also benefit from this effort and suggest they encourage a similar lobbying effort.	Researcher	City Manager's Office, Economic Development Department, Dubuque Area Chamber of Commerce	City Council Policy Decision, Budget Decision Item, Design Consultant			x	x								
	c		Prepare to allocate staff (or intern) time to research other state programs, as well as other information which will support an expanded program (fiscal and economic studies demonstrating impact to state and municipalities from redevelopment).	Policy Maker	Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce	City Council Policy Decision, Budget Decision Item, Design Consultant			x	x								
	d		Appoint a Dubuque Main Street Ltd. member or staff person to monitor progress of state legislation and report to Downtown Committee / Council or other appropriate stakeholder entity.	Facilitator	Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce	City Council Policy Decision, Budget Decision Item			x	x	x							
Preservation of valuable building stock and investment incentives for property owner / developers.	5	Complete the formal designation of properties identified as part of the City's historic inventory.																
	a		Complete the independent inventory of historic properties in Downtown; present the findings in list format, as well as on a map of Downtown with Dubuque Main Street Ltd. and historic districts reflected.	Researcher	Planning Department	Budget Decision Item		x										
	b		Distribute list and map to various advocacy organizations including the City, Chamber, Dubuque Main Street Ltd., Dubuque Initiatives, etc.	Promoter	Planning Department	Existing Staff Resources		x	x									
	c		Expand Historic Preservation Commission assistance to applicants attempting to obtain historic designation and corresponding tax benefits.	Implementer, Policy Maker	Historic Preservation Commission	Consultant List			x	x								
Innovative financing strategies.	6	Research the use of low-income housing tax credits in combination with historic tax credits.																



Downtown Dubuque Master Plan  
Action Matrix  
Historical Features

	Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
								In Progress	Near-Term			Mid-Term			Long-Term				
		a		Request City's Downtown consultants provide a list of developers experienced with the use of low-income and historic tax credits.	Implementer	Leland Consulting Group	n.a.		x										
		b		Retain a consultant (either City's Downtown consultant or another) to research state barriers to acquiring and combining these financing programs and their application in Dubuque.	Implementer	Housing and Community Development Department	Budget Decision Item		x	x									
		c		Present the findings to local developers interested in historic preservation, and where possible test the applicability of these programs for specific projects.	Implementer	Housing and Community Development Department	Existing Staff Resources		x	x	x								
	Increase in the number of funding alternatives for reinvestment; programs to encourage a range of project sizes.	7	Expand dollar amount and number of existing façade improvement grants and low interest loans to promote redevelopment preservation.																
		a		Meet with local financing sources to expand both the dollar amount and qualifying project criteria for use in Downtown.	Financier, Promoter	Dubuque Main Street Ltd.	Existing Staff Resources			x	x								
		b		Promote the availability of these funds; provide assistance to applicants in completing forms.	Promoter	Dubuque Main Street Ltd., Economic Development Department	Existing Staff Resources	x		x	x								
		c		Identify a list of potential state and federal funding sources which could be used to leverage local sources - expand funding pool.	Financier, Promoter	Dubuque Main Street Ltd., Economic Development Department	Existing Staff Resources	x		x	x								
	Significant inventory of unique residential building product Downtown.	8	Encourage the reuse of historically-significant buildings for residential use - lofts, condominiums, row houses - streamline the process and create financial incentives for restoration where feasible.																

Downtown Dubuque Master Plan  
Action Matrix  
Historical Features

	Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
								In Progress	Near-Term			Mid-Term			Long-Term				
		a		Designate a sufficient number of individuals in the Planning and Building Departments as the "Older Existing Building" specialists. Provide training in the interpretation of codes which impact the economic feasibility of historically significant properties. Monitor use of these services and increase staff where necessary.	Regulator, Implementer	Building Department, Fire Department, Housing and Community Development Department	City Council Policy Decision, Budget Decision Item				x	x	x						
		b		Provide outreach to designers, real estate professionals, contractors and owners on the opportunities available through a more flexible interpretation. Educate staff and the public about the benefits to historic properties.	Promoter	Building Department, Fire Department, Housing and Community Development Department	Existing Staff Resources				x	x							
		c		Establish City targets for "percent of project savings" associated with publicly efforts to streamline predevelopment processing and financing. (e.g., New Jersey Building Code revisions have resulted in an average 30% project savings.)	Regulator, Implementer	Building Department, Fire Department, Housing and Community Development Department, City Manager's Office	City Council Policy Decision, Existing Staff Resources				x	x							
		d		Educate staff about exceptions to code requirements for historic properties (for example: energy efficient window requirement); share this information with historic property owners so as not to create a hardship for the owner to comply unnecessarily.	Regulator, Implementer	Building Department, Fire Department, Dubuque Main Street Ltd., Housing and Community Development Department	Existing Staff Resources				x	x							
		e		Provide initial building code assessments and suggest methods to achieve the life safety deficiencies for the assessment. Should renovations of older building increase; consider inspection services by individuals with similar training and knowledge.	Regulator, Implementer	Outside Consultant working with Fire Department, Building Department, Human Rights Department (ADA), Housing and Community Development Department	City Council Policy Decision, Budget Decision Item	x			x	x							

Downtown Dubuque Master Plan

Action Matrix by Timeframe

Historical Features

## Downtown Dubuque Master Plan Action Matrix Historical Features

Element: Historical Features																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																		</
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Downtown Dubuque Master Plan  
Action Matrix  
Historical Features

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed											Time Frame				
							In Progress														
	4c		Prepare to allocate staff (or intern) time to research other state programs, as well as other information which will support an expanded program (fiscal and economic studies demonstrating impact to state and municipalities from redevelopment).	Policy Maker	Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce	City Council Policy Decision, Budget Decision Item, Design Consultant															
	2a		Designate a sufficient number of individuals in the Planning and Building Departments as the "Older Existing Building" specialists. Provide training in the interpretation of codes which impact the economic feasibility of historically significant properties. Monitor use of these services and increase staff where necessary.	Regulator	Planning Department, Building Department	City Council Policy Decision, Budget Decision Item															
	3a		Prepare a Request for Proposal (RFP) - local, state, national - soliciting interested historic financing specialists (architects, developer/consultants, financiers); request that they submit their qualification; short-list and interview them.	Implementer	Dubuque Main Street Ltd.	Budget Decision Item, Design Consultant															
	3b		Prepare a preferred list of qualified specialists and distribute to developers interested in historic redevelopment projects.	Implementer	Dubuque Main Street Ltd.	Budget Decision Item, Design Consultant															
	5c		Expand Historic Preservation Commission assistance to applicants attempting to obtain historic designation and corresponding tax benefits.	Implementer, Policy Maker	Historic Preservation Commission	Consultant List															
	7a		Meet with local financing sources to expand both the dollar amount and qualifying project criteria for use in Downtown.	Financier, Promoter	Dubuque Main Street Ltd.	Existing Staff Resources															
	7b		Promote the availability of these funds; provide assistance to applicants in completing forms.	Promoter	Dubuque Main Street Ltd., Historic Preservation Commission, Housing and Community Development Department	Existing Staff Resources	x														
	7c		Identify a list of potential state and federal funding sources which could be used to leverage local sources - expand funding pool.	Financier, Promoter	Dubuque Main Street Ltd., Historic Preservation Commission, Housing and Community Development Department	Existing Staff Resources	x														

## Downtown Dubuque Master Plan Action Matrix Historical Features

[illegible]

Downtown Dubuque Master Plan  
Action Matrix  
Historical Features

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
	1a		Council to appoint a task force of design, development and business professionals (and Dubuque Main Street Ltd. representatives) to prepare Downtown design guidelines; use existing historic district design guidelines to specifically address unique conditions presented by historic properties.	Regulator, Implementer	Planning Department, Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item, Design Consultant							x	x				
	1b		Support Planning Department 's efforts to obtain sample guidelines from other markets with a similar historic inventory.	Researcher	Planning Department, Dubuque Main Street Ltd.	Budget Decision Item, Design Consultant							x	x				
	3d		Consider subsidizing the cost to the developer to retain the historic financing specialist.	Financier, Promoter	City Manager's Office, Dubuque Main Street Ltd.	Budget Decision Item							x	x				
	1c		Task Force to present design guidelines to Building Department and Housing and Community Development Department representatives familiar with codes regulating redevelopment and development of historic structures and modify where necessary based on City input.	Regulator	Planning Department, Dubuque Main Street Ltd., Building Department, Housing and Community Development Department	Budget Decision Item, Design Consultant								x	x			
	1d		Task Force to prepare historic design guidelines and present to Council for approval / adoption.	Budget Decision Item, Design Consultant	Planning Department, Dubuque Main Street Ltd.	Budget Decision Item, Design Consultant								x	x			
	1e		Test effectiveness of guidelines with early projects and modify where necessary.	Regulator	Dubuque Main Street Ltd.	Budget Decision Item, Perhaps Outside Consultant									x	x		

## Downtown Dubuque Master Plan Action Matrix Public Space and Open Areas

[illegible]



Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources				Time Frame			
										In Progress	Near-Term	Mid-Term	Long-Term
		#	Tasks	Implementer	(Implementing Coordinator)	Needed							
		b	Utilize "CU" Structural Soils in areas where trees must be planted within sidewalks with tree grates.	Implementer	Leisure Services Department	Existing Staff Resources					x	x	x
		c	Strengthen public education and volunteer tree care initiatives.	Educator	Leisure Services Department, Neighborhood Development Specialist	Existing Staff Resources					x	x	x
New, Downtown public open spaces.	4	Create new public green spaces (1/3 - 1/2 block in size) in conjunction with larger, full city-block redevelopment projects.											
	a	Amend City Parks Plan to include new Downtown parks / open spaces.	Regulator	Housing and Community Development Department, Leisure Services Department	City Council Policy Decision, Budget Decision Item						x		
	b	Coordinate preparation of preliminary park design and financing plans with site specific redevelopment project and financing plans.	Regulator	Leisure Services Department, Housing and Community Development Department, Public Works Department	Existing Staff Resources, Private Developer, Design Consultant							x	x
	c	Coordinate with Downtown school / neighborhood organizations.	Facilitator	Housing and Community Development Department, Leisure Services Department, Neighborhood Development Specialist, Dubuque Community School District	Existing Staff Resources								
	d	Let plans and specs for public bidding and construction or coordinate public private partnership for construction of public green space by private developer.	Regulator, Implementer	Leisure Services Department, Public Works Department	Existing Staff Resources, Private Developer, Design Consultant								x
Completed, 14 block Main Street streetscape.	5	Complete the implementation of the Downtown streetscape improvements along the remainder of Main Street from 1st to 14th Streets.											
	a	Initiate RFP for preparation of public planning and design process to develop final plans and specifications.	Implementer	Leisure Services Department, Public Works Department	City Council Policy Decision, Budget Decision Item							x	x
	b	Prepare final streetscape project and financing plans.	Implementer	Leisure Services Department, Public Works Department	Existing Staff Resources, Design Consultant							x	
	c	Let plans and specs for public bidding and construction.	Implementer	Leisure Services Department, Public Works Department	Existing Staff Resources, Design Consultant								x
Completed, Downtown "gateway" enhancement project.	6	Continue the implementation of Downtown gateway enhancements and wayfinding projects.											

Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources			Time Frame			
										In Progress	Near-Term	Mid-Term	Long-Term
		#		Tasks	Implementer	(Implementing Coordinator)	Needed						
		a		Develop final designs and construction plans for additional gateway locations.	Implementer	Leisure Services Department, Public Works Department	Budget Decision Item, Existing Staff Resources, Design Consultant	x			x		
		b		Let plans and specs for public bidding and construction.	Implementer	Leisure Services / Public Works Department	Existing Staff Resources, Design Consultant					x	x
	Private funding contributions for public realm improvements.	7	Work with property owners, Dubuque Main Street, Ltd., and neighborhood organizations to create/expand the formal district designation (SSMID) to address maintenance of Downtown streetscape and other public space improvements. (This could include sidewalk snow removal, litter removal, repairs to streetscape furnishings, and seasonal flower plantings and maintenance.)										
		a		Facilitate meetings with stakeholder groups to explore the expansion of existing or establishment of new privately funded improvement district or districts in the Downtown.	Policy Maker, Educator, Facilitator	Economic Development Department, Dubuque Main Street Ltd., Neighborhood Development Specialist	City Council Policy Decision, Existing Staff Resources	x	x				
		b		Provide ongoing technical support / advice to community and neighborhood organizations .	Educator	Economic Development Department, Dubuque Main Street Ltd.	Existing Staff Resources			x	x	x	x
	Engaged and organized citizen participation / volunteer programs.	8	Work with schools, civic / neighborhood organizations and other volunteers to re-energize the adopt-a-park program and expand into a Downtown adopt-a-block program.										
		a		Facilitate discussions with stakeholder groups to explore strengthening / expanding existing programs, program management, and establishing new adopt-a-block program.	Facilitator	Leisure Services Department, Dubuque Community School District, Neighborhood Development Specialist, Dubuque Main Street Ltd.	City Council Policy Decision		x				
		b		Provide ongoing technical (training volunteers, advising participants, etc.) and support adopt-a-park and adopt-a-block programs.	Facilitator, Educator	Leisure Services Department, Neighborhood Development Specialist, Dubuque Main Street Ltd.	Existing Staff Resources		x				
		c		Participate in ongoing promotion for adopt-a-park and adopt-a-block programs through City web site, distribution of printed materials and hosting special events, etc.	Promoter, Facilitator	Leisure Services Department, Neighborhood Development Specialist, Dubuque Main Street Ltd.	Existing Staff Resources		x				

Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources				Time Frame					
		#		Tasks		(Implementing Coordinator)	Needed	In Progress		Near-Term	Mid-Term	Long-Term				
	Alternative funding source for higher risk public projects.	9	Work with Downtown advocacy entity (see General Strategies) to develop / coordinate a loan pool for higher risk and public good projects (pledges can be loans, letters of commitment and stock purchases).													
		a		Council establish a policy that financing for improvements in the public realm will be a priority and that creative strategies, and public-private solutions investigated.	Policy Maker	Economic Development Department, Dubuque Main Street Ltd.	City Council Policy Decision					x				
		b		Conduct case study analyses of how other cities have financed open space and greening projects.	Researcher	Dubuque Main Street Ltd.	Existing Staff Resources					x				
		c		Consider the use of impact fees and / or escrow dollars from the general fund (originating in the Building Department) for the Downtown Public Greening program.	Policy Maker	Economic Development Department, Dubuque Main Street Ltd.	Existing Staff Resources					x				
		d		Together with the Downtown Advocate and Dubuque Main Street, Ltd. solicit the participation of local lenders and foundations (where applicable) to participate in a fund to "Green Downtown." Extend fund for use by developers to offset heightened landscaping requirements and/or public art element of private projects.	Financier, Regulator, Promoter	Economic Development Department, Dubuque Main Street Ltd.	Existing Staff Resources					x				
	Numerous, and varied alternatives for outdoor dining.	10	Continue to encourage and support areas for outdoor dining.					x								
		a		Provide regulatory assistance to business, property owners and developers to help them easily and quickly establish outdoor dining facilities.	Promoter, Educator, Regulator	Dubuque Main Street Ltd.	Existing Staff Resources			-----Ongoing-----						
		b		Provide information to other organizations such as Dubuque Main Street Ltd, Dubuque Area Chamber of Commerce, etc. to support the promotion of outdoor dining.	Promoter	Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce	Existing Staff Resources		x	-----Ongoing-----						

Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources				Time Frame							
		#		Tasks		(Implementing Coordinator)	Needed	In Progress	Near-Term	Mid-Term	Long-Term							
	10-year CIP for downtown open space and greening projects.	11	Upon adoption of the Downtown Master Plan, establish a ten-year capital program to fund construction of pedestrian enhancements, greening, and open space improvements in targeted locations.															
		a		Council to commit to implementation of the open space element of the master plan within a 5 - 10 year timeframe. Continue the precedence that City budgets be in compliance with all adopted plans and strategies (including the <i>Downtown Master Plan</i> ).	Policy Maker	Leisure Services Department, Public Works Department	City Council Policy Decision, Budget Decision Item				x							
		b		Conduct a review of the City capital plan and verify that planned improvements are in areas where the potential for catalyst investment is possible. Where priority areas are not addressed, consider an amendment to the capital plan (and budget).	Implementer	City Manager's Office, Budget Officer	Existing Staff Resources				x							
		c		When relevant (depending on the timing for preparation of capital budgets), convene a committee of Downtown and City representatives to prepare recommendations for future budget items which will advance the open space and park elements of the Downtown Master Plan.	Facilitator	City Manager's Office, Budget Officer	Existing Staff Resources				-----Ongoing-----							

## Downtown Dubuque Master Plan

### Action Matrix by Timeframe

### Public Space and Open Areas

Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

Element: Public Space and Open Areas																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																										
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Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources				Time Frame							
											In Progress	Near-Term	Mid-Term	Long-Term				
		8b		Provide ongoing technical (training volunteers, advising participants, etc.) and support adopt-a-park and adopt-a-block programs.	Facilitator, Educator	Leisure Services Department, Neighborhood Development Specialist, Dubuque Main Street Ltd.	Existing Staff Resources				x							
		3b		Utilize "CU" Structural Soils in areas where trees must be planted within sidewalks with tree grates.	Implementer	Leisure Services Department	Existing Staff Resources				x	x	x	x	x			
		3c		Strengthen public education and volunteer tree care initiatives.	Educator	Leisure Services Department, Neighborhood Development Specialist	Existing Staff Resources				x	x	x	x	x			
		8c		Participate in ongoing promotion for adopt-a-park and adopt-a-block programs through City web site, distribution of printed materials and hosting special events, etc.	Promoter, Facilitator	Leisure Services Department, Neighborhood Development Specialist, Dubuque Main Street Ltd.	Existing Staff Resources					x						
		9c		Consider the use of impact fees and / or escrow dollars from the general fund (originating in the Building Department) for the Downtown Public Greening program.	Policy Maker	Economic Development Department, Dubuque Main Street Ltd.	Existing Staff Resources					x						
		9d		Together with the Downtown Advocate and Dubuque Main Street, Ltd. solicit the participation of local lenders and foundations (where applicable) to participate in a fund to "Green Downtown." Extend fund for use by developers to offset heightened landscaping requirements and/or public art element of private projects.	Financier, Regulator, Promoter	Economic Development Department, Dubuque Main Street Ltd.	Existing Staff Resources					x						
		4a		Amend City Parks Plan to include new Downtown parks / open spaces.	Regulator	Housing and Community Development Department, Leisure Services Department	City Council Policy Decision, Budget Decision Item					x						

Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact (Implementing Coordinator)	Resources Needed				Time Frame							
											In Progress	Near-Term	Mid-Term	Long-Term				
		1a		Finalize and distribute downtown landscape / streetscape design guidelines, including minimum requirements for landscaping surface parking lots to property owners, local designers and builders as well as place standards on City's web site. Use Port of Dubuque design standards existing streetscape/landscape design guidelines for historic districts as a model.	Policy Maker, Educator, Regulator	Leisure Services Department, Public Works Department, Dubuque Main Street Ltd., Planning Department	City Council Policy Decision, Budget Decision Item, Design Consultant	x				x						
		11b		Conduct a review of the City capital plan and verify that planned improvements are in areas where the potential for catalyst investment is possible. Where priority areas are not addressed, consider an amendment to the capital plan (and budget).	Implementer	City Manager's Office, Budget Officer	Existing Staff Resources					x						
		1b		Adopt a timeframe for phase-in of landscape and urban design guidelines for private surface parking lots.	Policy Maker, Regulator	Leisure Services Department, Public Works Department, Dubuque Main Street Ltd.	Existing Staff Resources						x					
		2a		Explore grant opportunities and prepare grant application for funding of public planning / design process and implementation.	Financier	Leisure Services Department, Public Works Department, Planning Department	City Council Policy Decision, Budget Decision Item						x					
		6a		Develop final designs and construction plans for additional gateway locations.	Implementer	Leisure Services Department, Public Works Department	Budget Decision Item, Existing Staff Resources, Design Consultant						x					
		11a		Council to commit to implementation of the open space element of the master plan within a 5 - 10 year timeframe. Continue the precedence that City budgets be in compliance with all adopted plans and strategies (including the <i>Downtown Master Plan</i> ).	Policy Maker	Leisure Services Department, Public Works Department	City Council Policy Decision, Budget Decision Item						x					
		9a		Council establish a policy that financing for improvements in the public realm will be a priority and that creative strategies, and public-private solutions investigated.	Policy Maker	Economic Development Department, Dubuque Main Street Ltd.	City Council Policy Decision							x				



Downtown Dubuque Master Plan  
Action Matrix  
Public Space and Open Areas

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources				Time Frame							
											In Progress	Near-Term	Mid-Term	Long-Term				
		9b		Conduct case study analyses of how other cities have financed open space and greening projects.	Researcher	Dubuque Main Street Ltd.	Existing Staff Resources						x					
		4b		Coordinate preparation of preliminary park design and financing plans with site specific redevelopment project and financing plans.	Regulator	Leisure Services Department, Housing and Community Development Department, Public Works Department	Existing Staff Resources, Private Developer, Design Consultant						x	x	x	x		
		7b		Provide ongoing technical support / advice to community and neighborhood organizations .	Educator	Economic Development Department, Dubuque Main Street Ltd.	Existing Staff Resources						x	x	x	x	x	x
		b		Initiate RFP for preparation of public planning and design process to develop plans and specifications for the development of a greenway on Iowa Street.	Implementer	Leisure Services Department, Public Works Department, Planning Department	Existing Staff Resources, Design Consultant, Budget Decision Item							x	x			
		5b		Prepare final streetscape project and financing plans.	Implementer	Leisure Services Department, Public Works Department	Existing Staff Resources, Design Consultant								x			
		5a		Initiate RFP for preparation of public planning and design process to develop final plans and specifications.	Implementer	Leisure Services Department, Public Works Department	City Council Policy Decision, Budget Decision Item								x	x		
		2c		Let plans and specs for public bidding and construction.	Implementer	Leisure Services Department, Public Works Department, Planning Department	Existing Staff Resources, Design Consultant, Budget Decision Item									x	x	
		5c		Let plans and specs for public bidding and construction.	Implementer	Leisure Services Department, Public Works Department	Existing Staff Resources, Design Consultant									x	x	
		4d		Let plans and specs for public bidding and construction or coordinate public private partnership for construction of public green space by private developer.	Regulator, Implementer	Leisure Services Department, Public Works Department	Existing Staff Resources, Private Developer, Design Consultant									x	x	x
		6b		Let plans and specs for public bidding and construction.	Implementer	Leisure Services / Public Works Department	Existing Staff Resources, Design Consultant									x	x	x

## Downtown Dubuque Master Plan Action Matrix Residential Living

Element: Residential Living																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									
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Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources										Time Frame				
		#		Tasks		(Implementing Coordinator)	Needed	In Progress									Near-Term	Mid-Term	Long-Term		
		c		Establish uniform accessibility goals, then standards, for persons with disabilities. Require consistency among new projects and those being retrofitted. Research a range of financial sources to offset impact to property owners/developers.	Regulator, Researcher	Building Department, Human Rights Department (ADA), Housing and Community Development Department	City Council Policy Decision, Existing Staff Resources											x	x		
		d		Work with City Council and the City's legal staff on establishing procedures for these supportive policies and programs.	Regulator, Policy Maker	Building Department, Human Rights Department (ADA)	City Council Policy Decision, Existing Staff, Legal Fees												x	x	
	Elimination of barriers to investment.	3	Waive select development regulations until feasible standards are established.																		
		a		Establish eligibility criteria for projects qualifying for fee waivers and other public incentives.	Regulator, Financier	Housing and Community Development Department	Existing Staff Resources, Volunteers												x	x	
		b		Create procedures and forms to process applications for waivers and incentives. Where existing forms can be used, modify them to include reference to the project's vision and role within the context of downtown revitalization.	Regulator, Implementer	Housing and Community Development Department	Existing Staff Resources												x	x	
		c		Implement the City's design guidelines for Downtown projects - monitoring their effectiveness on a project by project basis. Modify where necessary.	Regulator	Housing and Community Development Department, Building Department, Dubuque Main Street Ltd.	Existing Staff Resources													x	x
		d		Evaluate the use of tax abatement on a project by project basis and use when projects meet the criteria and thresholds established for catalyst projects.	Researcher, Financier	Housing and Community Development Department	Existing Staff Resources													x	x
	Efficient pre-development process and public participation in projects.	4	Access federal Brownfield money and assist with Phase I environmental analysis and clean-up (particularly in the warehouse area, an area of influence contiguous to the study area), thereby offsetting some of the pre-development expense to the developer / property owner.																		
		a		Research established brownfields programs of other cities to determine the financial incentives they are using to promote brownfields redevelopment, how those incentives are being marketed, and the criteria developed for applying these incentives.	Researcher, Financier	Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources, Intern	x		x											

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
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Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Time Frame							
								Near-Term	Mid-Term	Long-Term					
	a		Create an education program about the intent of the <i>Downtown Master Plan</i> and individual property owners' role in its evolution.	Educator	Downtown Advocate	Existing Staff Resources		x	x						
	b		Conduct quarterly seminars about market opportunities available to property and business owners. Include information about obtaining financing for projects, packaging market information with lending applications.	Educator, Promoter	Downtown Advocate	Budget Decision Item		x	x						
	c		Establish a protocol to market information with a range of audiences and make this information available for public review. House studies commissioned by the City and other entities in the offices of the Chamber, Dubuque Main Street Ltd., City, library, and other identified locations.	Promoter	Downtown Advocate, Dubuque Main Street Ltd.	Existing Staff Resources		x	x	x	x				
	d		Involve lenders - bringing together all of the players in the delivery system - facilitate the dialogue between them. Restate the objective for a revitalized Downtown.	Facilitator	Downtown Advocate, Dubuque Main Street Ltd.	Existing Staff Resources		-----Ongoing-----							
Streamlined predevelopment process and public participation in projects.	7	Provide predevelopment assistance - manpower, financial, legal and organizational resources in order to streamline and reduce costs. (See General Strategy.)													
Significant inventory of unique residential building product Downtown.	8	Encourage the reuse of historically significant buildings for residential use - lofts, condominiums, row houses - streamline the process and create financial incentives for restoration where feasible. (See Historical Features.)													
Increase in available funding for catalyst projects.	9	Pass an ordinance enabling the Housing Trust Fund Committee to make decisions related to housing policy in order to qualify for state level funding.													
	a		Research best practices of Housing and Land Trust organizations in other states.	Researcher	Housing and Community Development Department	Existing Staff Resources		x							
	b		Prepare a presentation to Council regarding the unique role of these entities in the dispersement of housing dollars and delivery of housing products in the market.	Promoter, Policy Maker	Housing and Community Development Department	Outside Consultant, Budget Decision Item		x							

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed					Time Frame			
											In Progress	Near-Term	Mid-Term	Long-Term
			Request Council passage of an ordinance which qualifies the City's existing Housing Trust Fund Committee for receipt of state level dollars.	Policy Maker	Housing and Community Development Department	City Council Policy Decision, Existing Staff Resources	x				x			
Streamlined pre-development process and public participation in projects.	c 10	Pre-negotiate lender participation including subordination.												
	a		Research national best practices. Work collaboratively with partners such as the Federal Reserve, US Department of the Treasury, City and other entities.	Researcher	Housing and Community Development Department	Existing Staff Resources					x	x		
	b		Identify incentives for banks to participate in shared risk pools, such as through New Market Tax Credits and CRA requirements. Encourage lender subordination through existing loan pools.	Facilitator	Housing and Community Development Department	Existing Staff Resources					x			
	c		Redefine existing lending programs - provide more upfront guarantees related to underwriting criteria, fees, and subordination. Solicite participation in lending pool by other financing organizations in order to encourage larger projects.	Facilitator, Promoter, Implementer	Housing and Community Development Department	Outside Consultant					x			
Removal of regulatory barriers to investment; mixed-use sustainable projects.	11	Establish zoning overlays and/or mixed-use zoning designations in targeted investment areas.												
	a		Conduct a survey of district areas and identify lots whose zoning does not conform to the plan vision or mixed-use projects (particularly with the option for a housing element).	Researcher	Housing and Community Development Department, Planning Department	Existing Staff Resources					x	x		
	b		Work with interested stakeholders in filing petitions for rezoning.	Regulator	Planning Department, Housing and Community Development Department	Existing Staff Resources					-----Ongoing-----			
	c		Prepare language for a downtown overlay (reference <i>Port of Dubuque Master Plan</i> ) district, particularly in those areas where transitions between land uses are critical, and where select physical improvements are desired.	Regulator, Policy Maker	Planning Department	City Council Policy Decision, Existing Staff Resources, Legal Fees					x	x		

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
Increased livability Downtown.	12	Actively maintain the critical elements of the Downtown neighborhood - schools, churches (Prescott School) - through advocacy, education and financing.																
	a		Support neighborhood associations and religious organizations in taking on an expanded role in neighborhood improvement efforts (e.g., adopt a block, nuisance abatement, community policing, etc.)	Facilitator	Neighborhood Development Specialist	Existing Staff Resources	x											
	b		Continue to meet tri-annually with the school district representatives (locally, regionally, and at the state level) to lobby for the continued (or new) presence of schools (particularly charter and magnet schools) in Downtown neighborhoods. Establish city-wide (or state) mandates in support of this objective.	Promoter, Facilitator	City Manager's Office	Existing Staff Resources	x											
	c		Through the on-going planning efforts related to the expansion / relocation of the Prescott School, facilitate school district / neighborhood meetings to discuss the potential for shared space, outreach programs, parking management, etc.	Facilitator	Housing and Community Development Department, Neighborhood Development Specialist	Existing Staff Resources	x											
	d		In conjunction with the on-going planning efforts related to the expansion / relocation of the Prescott School, develop a physical improvement program for streetscape improvements to connect the school environs to the neighborhoods and significant activity areas Downtown. (Expand Greening Program to specifically address connections to school.)	Implementer	Housing and Community Development, Leisure Services Department	Existing Staff Resources	x											
	e		Advance the housing component of the <i>Port of Dubuque Master Plan</i> by encouraging housing development, specifically high-end housing, within the environs of the Port of Dubuque.	Promoter	Housing and Community Development Department, Economic Development Department	City Council Policy Decision, Existing Staff Resources	x											
	f		Promote the Downtown NICC Learning Center as part of the Downtown's economic development infrastructure for seniors and other individuals interested in continuing education programs.	Promoter	Housing and Community Development Department	Existing Staff Resources	x											

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

	Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed					Time Frame			
												In Progress	Near-Term	Mid-Term	Long-Term
	Financial incentives and public gap financing.	13	Establish a diverse "tool box" of financial and regulatory incentives for downtown housing projects. Among those resources to be researched are funds available through the New Markets Tax Credit program. (See General Strategy.)												
	Educated market and stronger urban core and regional economy.	14	Promote the advantages of living Downtown to the local market.												
		a		Work with Downtown advocacy organizations to develop a program to market Downtown living to the local and regional resident base.	Facilitator, Promoter	Dubuque Main Street Ltd.	Budget Decision Item				x	x			
		b		Host monthly / bi-annual broker forums (frequency dictated by the availability of information to share) to keep the local community apprised of new market findings. Share market and other studies commission by the City and other advocacy organizations, institutions, etc.	Facilitator, Promoter	Dubuque Main Street Ltd.	Budget Decision Item				-----Ongoing-----				



## Downtown Dubuque Master Plan

### Action Matrix by Timeframe

#### Residential Living

## Downtown Dubuque Master Plan Action Matrix Residential Living

Element: Residential Living						Time Frame									
Ref	Implementation	City Role	Contact	Lead City Department	Resources	FY 2005	FY 06-08		FY 09-11		FY 12-14				
#	Tasks		(Implementing Coordinator)	& Dept. Point Person	Needed	In Progress	Near-Term		Mid-Term		Long-Term				
14b	Host monthly / bi-annual broker forums (frequency dictated by the availability of information to share) to keep the local community apprised of new market findings. Share market and other studies commission by the City and other advocacy organizations, institutions, etc.	Facilitator, Promoter	Dubuque Main Street Ltd.		Budget Decision Item	x			-----Ongoing-----						
5a	Monitor the location of new investment in Downtown and coordinate the phased greening program to support private activity.	Implementer	Dubuque Main Street Ltd.		Existing Staff Resources	x			-----Ongoing-----						
6d	Involve lenders - bringing together all of the players in the delivery system - facilitate the dialogue between them. Restate the objective for a revitalized Downtown.	Facilitator	Downtown Advocate, Dubuque Main Street Ltd.		Existing Staff Resources	x			-----Ongoing-----						
11b	Work with interested stakeholders in filing petitions for rezoning.	Regulator	Planning Department, Housing and Community Development Department		Existing Staff Resources	x			-----Ongoing-----						
12a	Support neighborhood associations and religious organizations in taking on an expanded role in neighborhood improvement efforts (e.g., adopt a block, nuisance abatement, community policing, etc.)	Facilitator	Neighborhood Development Specialist		Existing Staff Resources	x									
12b	Continue to meet tri-annually with the school district representatives (locally, regionally, and at the state level) to lobby for the continued (or new) presence of schools (particularly charter and magnet schools) in Downtown neighborhoods. Establish city-wide (or state) mandates in support of this objective.	Promoter, Facilitator	City Manager's Office		Existing Staff Resources	x									
12c	Through the on-going planning efforts related to the expansion / relocation of the Prescott School, facilitate school district / neighborhood meetings to discuss the potential for shared space, outreach programs, parking management, etc.	Facilitator	Housing and Community Development Department, Neighborhood Development Specialist		Existing Staff Resources	x									

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Ref	Implementation	City Role	Contact	Lead City Department	Resources	FY 2005	FY 06-08	FY 09-11	FY 12-14
#	Tasks		(Implementing Coordinator)	& Dept. Point Person	Needed	In Progress	Near-Term	Mid-Term	Long-Term
12d	In conjunction with the on-going planning efforts related to the expansion / relocation of the Prescott School, develop a physical improvement program for streetscape improvements to connect the school environs to the neighborhoods and significant activity areas Downtown. (Expand Greening Program to specifically address connections to school.)	Implementer	Housing and Community Development, Leisure Services Department		Existing Staff Resources	x			
12e	Advance the housing component of the <i>Port of Dubuque Master Plan</i> by encouraging housing development, specifically high-end housing, within the environs of the Port of Dubuque.	Promoter	Housing and Community Development Department, Economic Development Department		City Council Policy Decision, Existing Staff Resources	x			
12f	Promote the Downtown NICC Learning Center as part of the Downtown's economic development infrastructure for seniors and other individuals interested in continuing education programs.	Promoter	Housing and Community Development Department		Existing Staff Resources	x			
4a	Research established brownfields programs of other cities to determine the financial incentives they are using to promote brownfields redevelopment, how those incentives are being marketed, and the criteria developed for applying these incentives.	Researcher, Financier	Dubuque Main Street Ltd.		City Council Policy Decision, Existing Staff Resources, Intern	x	x		
4b	Prepare a standardized Environment Impact Report (EIR), developers will customize to each site (distribute with site-plan application).	Implementer	Leisure Services Department, Budget Director, Dubuque Main Street Ltd.		Outside Consultant, Existing Staff Resources		x		
9a	Research best practices of Housing and Land Trust organizations in other states.	Researcher	Housing and Community Development Department		Existing Staff Resources		x		
9b	Prepare a presentation to Council regarding the unique role of these entities in the dispersement of housing dollars and delivery of housing products in the market.	Promoter, Policy Maker	Housing and Community Development Department		Outside Consultant, Budget Decision Item		x		

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Ref	Implementation	City Role	Contact	Lead City Department	Resources	FY 2005	FY 06-08	FY 09-11	FY 12-14
#	Tasks		(Implementing Coordinator)	& Dept. Point Person	Needed	In Progress	Near-Term	Mid-Term	Long-Term
9c	Request Council passage of an ordinance which qualifies the City's existing Housing Trust Fund Committee for receipt of state level dollars.	Policy Maker	Housing and Community Development Department		City Council Policy Decision, Existing Staff Resources	x	x		
4c	Convene one or more meetings with development and lending organizations and other applicable stakeholders to discuss the various financial incentives that are available and how they should be marketed, packaged and implemented in the city.	Facilitator	Downtown Advocate		Budget Decision Item		x	x	
4d	Draft written guidelines, application forms, etc. for requesting brownfields financial assistance from the City. Create listing of incentives available from other federal and state agencies.	Implementer	Economic Development Department		Existing Staff Resources		x	x	
4f	Apply for BEDI (the HUD Brownfields program) to use as a source for filling any financial gaps incurred by catalyst housing projects Downtown.	Financier	Economic Development Department		City Council Policy Decision, Existing Staff Resources		x	x	x
10b	Identify incentives for banks to participate in shared risk pools, such as through New Market Tax Credits and CRA requirements. Encourage lender subordination through existing loan pools.	Facilitator	Housing and Community Development Department		Existing Staff Resources			x	
10c	Redefine existing lending programs - provide more upfront guarantees related to underwriting criteria, fees, and subordination. Solicite participation in lending pool by other financing organizations in order to encourage larger projects.	Facilitator, Promoter, Implementer	Housing and Community Development Department		Outside Consultant			x	
4e	Using the input from the stakeholders meeting, draft and implement a strategy to market brownfields incentives to the development community.	Promoter	Economic Development Department		Budget Decision Item			x	x
5b	Commit capital dollars to green space development. Link the capital improvement plan to the comprehensive plan and Downtown Master Plan.	Financier	Budget Director, Leisure Services Department		City Council Policy Decision, Budget Decision Item			x	x

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Ref	Implementation	City Role	Contact	Lead City Department	Resources	FY 2005	FY 06-08	FY 09-11	FY 12-14
#	Tasks		(Implementing Coordinator)	& Dept. Point Person	Needed	In Progress	Near-Term	Mid-Term	Long-Term
6a	Create an education program about the intent of the <i>Downtown Master Plan</i> and individual property owners' role in its evolution.	Educator	Downtown Advocate		Existing Staff Resources		x	x	
6b	Conduct quarterly seminars about market opportunities available to property and business owners. Include information about obtaining financing for projects, packaging market information with lending applications.	Educator, Promoter	Downtown Advocate		Budget Decision Item		x	x	
10a	Research national best practices. Work collaboratively with partners such as the Federal Reserve, US Department of the Treasury, City and other entities.	Researcher	Housing and Community Development Department		Existing Staff Resources		x	x	
11a	Conduct a survey of district areas and identify lots whose zoning does not conform to the plan vision or mixed-use projects (particularly with the option for a housing element).	Researcher	Housing and Community Development Department, Planning Department		Existing Staff Resources		x	x	
6c	Establish a protocol to market information with a range of audiences and make this information available for public review. House studies commissioned by the City and other entities in the offices of the Chamber, Dubuque Main Street Ltd., City, library, and other identified locations.	Promoter	Downtown Advocate, Dubuque Main Street Ltd.		Existing Staff Resources		x	x	x
5c	Solicit (apply for) public dollars to finance development of greening elements Downtown.	Financier	Leisure Services Department, Dubuque Main Street Ltd.		Budget Decision Item		x	x	x
11c	Prepare language for a downtown overlay (reference <i>Port of Dubuque Master Plan</i> ) district, particularly in those areas where transitions between land uses are critical, and where select physical improvements are desired.	Regulator, Policy Maker	Planning Department		City Council Policy Decision, Existing Staff Resources, Legal Fees			x	x

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Ref	Implementation	City Role	Contact	Lead City Department	Resources	FY 2005	FY 06-08			FY 09-11			FY 12-14		
#	Tasks		(Implementing Coordinator)	& Dept. Point Person	Needed	In Progress	Near-Term			Mid-Term			Long-Term		
14a	Work with Downtown advocacy organizations to develop a program to market Downtown living to the local and regional resident base.	Facilitator, Promoter	Dubuque Main Street Ltd.		Budget Decision Item				x		x				
1a	Expand the Greening Program to include estimates of capital costs associated with completion of the improvements in targeted areas.	Financier	Leisure Services Department, Dubuque Main Street Ltd.		Existing Staff Resources						x	x			
1b	Establish a policy which prioritizes implementation of streetscape and capital investments in locations where private investment is committed.	Policy Maker	Leisure Services Department, Dubuque Main Street Ltd.		City County Policy Decision, Existing Staff Resources						x	x	x		
5d	See 1b above. Expand function of district to include financing for maintenance.	Financier	Leisure Services Department, Dubuque Main Street Ltd.		Existing Staff Resources						x	x	x		
1c	Assemble a task force of individuals from the "delivery system" to prepare education materials about the impacts of private investment in the downtown environment (social, financial, etc.) and benefit of private participation in preparing the physical environment. Demonstrate the concept of leveraged dollars through district financing.	Promoter, Financier	Dubuque Main Street Ltd., Economic Development Department, Housing and Community Development Department		City Council Policy Decision, Existing Staff Resources, Perhaps Outside Consultant						x	x			
2c	Establish uniform accessibility goals, then standards, for persons with disabilities. Require consistency among new projects and those being retrofitted. Research a range of financial sources to offset impact to property owners/developers.	Regulator, Researcher	Building Department, Human Rights Department (ADA), Housing and Community Development Department		City Council Policy Decision, Existing Staff Resources						x	x			
2d	Work with City Council and the City's legal staff on establishing procedures for these supportive policies and programs.	Regulator, Policy Maker	Building Department, Human Rights Department (ADA)		City Council Policy Decision, Existing Staff, Legal Fees										
3a	Establish eligibility criteria for projects qualifying for fee waivers and other public incentives.	Regulator, Financier	Housing and Community Development Department		Existing Staff Resources, Volunteers						x	x			

Downtown Dubuque Master Plan  
Action Matrix  
Residential Living

Ref	Implementation	City Role	Contact	Lead City Department	Resources	FY 2005	FY 06-08	FY 09-11	FY 12-14
#	Tasks		(Implementing Coordinator)	& Dept. Point Person	Needed	In Progress	Near-Term	Mid-Term	Long-Term
3b	Create procedures and forms to process applications for waivers and incentives. Where existing forms can be used, modify them to include reference to the project's vision and role within the context of downtown revitalization.	Regulator, Implementer	Housing and Community Development Department		Existing Staff Resources			x	x
1e	Prepare a how-to process document for creating special districts. Appoint a staff person to facilitate these processes.	Promoter, Implementer	Dubuque Main Street Ltd.		Existing Staff Resources			x	
1d	Meet with small groups of property and business owners within the various Main Street districts to review these materials.	Promoter	Dubuque Main Street Ltd.		Existing Staff Resources			x	x
2b	Conduct a survey (filed work) of properties that would be desirable to acquire for future developments. Acquire them (through advocacy entities) and position for private investment. Encourage partnerships among local and out-of-town developers / investors.	Developer, Financier	Downtown Advocate, Housing and Community Development Department		Existing Staff Resources, Budget Decision Item			x	x
3d	Evaluate the use of tax abatement on a project by project basis and use when projects meet the criteria and thresholds established for catalyst projects.	Researcher, Financier	Housing and Community Development Department		Existing Staff Resources			x	x
2a	Establish a range of policy and programs incentives which encourage and reward strategic investment, including - transfer of development rights (tdr); land swapping; adjustments to parking requirements; density bonuses; etc.	Policy Maker, Financier	Economic Development Department, Housing and Community Development Department		City Council Policy Decision, Existing Staff Resources			x	x
3c	Implement the City's design guidelines for Downtown projects - monitoring their effectiveness on a project by project basis. Modify where necessary.	Regulator	Housing and Community Development Department, Building Department, Dubuque Main Street Ltd.		Existing Staff Resources			x	x

## Downtown Dubuque Master Plan Action Matrix Transportation

Element: Transportation	Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources	In Progress	Near-Term	Mid-Term	Long-Term
		#		Tasks		(Implementing Coordinator)	Needed				
	Traffic circulation and parking system supporting an energized downtown.	1	Review the data and recommendations of the <i>1997 Downtown Circulation Study</i> with respect to the changing conditions and priorities. <i>Note. Preparing an updated downtown circulation and parking study may need to be prepared to adequately guide the future downtown redevelopment process.</i>								
		a		Assemble a team of private citizens, merchants and City staff to review the appropriateness and relevance of the data and recommendations of <i>1997 Downtown Circulation Study</i> .	Facilitator	Economic Development Department, Public Works Departments, Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item		x		
		b		Issue an RFP and prepare an updated downtown transportation plan including parking, circulation, transit, operations, funding and phasing.	Implementer	Economic Development Department, Public Works Department, Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item, Planning / Design Consultant			x	
		c		Promote, coordinate and help facilitate the implementation of the recommendations of the updated downtown transportation plan with other agencies and organizations.	Advocate, Financier, Facilitator	Economic Development Department, Public Works Department, Dubuque Main Street Ltd.	Budget Decision Item, Planning /Design Consultants			x	x
	Locally preferred, and City approved, downtown transit system design.	2	Accept the findings of the <i>Downtown Transit Alternatives Analysis Study</i> to further the recommendations of the <i>Downtown Dubuque Master Plan</i> .								
		a		Coordinate and facilitate the adoption by the City Council of the recommendations of the <i>Downtown Transit Alternatives Analysis</i> .	Advocate, Educator, Policy Maker	City Managers Office, Economic Development Department, Public Works Department	City Council Policy Decision, Budget Decision Item	x			
	Downtown circulator transit system with distinctive, context-sensitive vehicle and station designs	3	Strengthen the connectivity between the Port of Dubuque and the CBD including the Cable Car Square shopping area.								
		a		Prepare a schedule and CIP for implementing the recommendations of the <i>Transit Alternatives Analysis Study</i> .	Implementer, Financier	Economic Development Department, Public Works Department, Budget Officer, America's River Corporation	City Council Policy Decision, Budget Decision Item, Existing Staff Resources		x		
		b		Issue an RFP and prepare preliminary plans, specs, costs and funding request for downtown transit circulator.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants			x	
		c		Prepare final plans and specs and let bids for phased construction.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants			x	x
	New, additional highway access from US 61 / 151 to the Port district.	4	Improve vehicular accessibility to the Port of Dubuque.								



Downtown Dubuque Master Plan  
Action Matrix  
Transportation

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
	a		Continue dialogue with Iowa DOT regarding design, funding and timing of interchange improvements from US 61 / 151 to the Port as described in the Port of Dubuque Master Plan.	Implementer, Facilitator	City Manager's Office, Public Works Department, Dubuque Area Chamber of Commerce	City Council Policy Decision, Existing Staff Resources				x								
	b		Ask Iowa legislators to secure funding for the construction of a new interchange.	Lobbyist, Financier	City Manager's Office, Dubuque Area Chamber of Commerce	Existing Staff Resources					x	x						
	c		Participate with Iowa DOT in planning and design of a new, contextually sensitive interchange.	Implementer	Public Works Department	Existing Staff Resources							x					
	d		Participate with Iowa DOT in implementation of new interchange.	Financier, Implementer	Public Works Department	Budget Decision Item, Existing Staff Resources								x	x			
New, additional grade-separated pedestrian access to the Port district.	5	Improve pedestrian accessibility to the Port of Dubuque.																
	a		Increase pedestrian access along the 3rd Street Overpass with an additional walkway or a secondary pedestrian bridge.	Implementer	Economic Development Department, Public Works Department	City Council Policy Decision, Budget Decision Item						x						
	b		Issue an RFP to prepare preliminary plans, specs, costs and funding request.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants							x	x				
	c		Let bids for constructing new pedestrian walkway or pedestrian bridge.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants									x	x		
Multi-modal, accessible and easily navigable downtown transportation system.	6	Work with merchants and City to coordinate transit operations and levels-of-service on roads, promoting mobility and connectivity.																
	a		Establish a transportation "working group" of downtown merchants, property owners, City and DMATS Staff.	Facilitator, Advisor	Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce, America's River Corporation	City Council Policy Decision, Existing Staff Resources		x										
	b		Participate in transportation "working group" and utilize input to inform and shape City transportation policies, plans and projects.	Advisor, Educator, Policy Maker, Implementer	Economic Development Department, Public Works Department, DMATS, Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce, America's River Corporation	Existing Staff Resources	x				-----Ongoing-----							
Adequately-funded transit system.	7	Access potential funds for transit improvements including: <a href="http://www.dot.state.ia.us/fundguid.htm">www.dot.state.ia.us/fundguid.htm</a>																

Downtown Dubuque Master Plan  
Action Matrix  
Transportation

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
	a		Continuously monitor state and federal funding programs and appropriations for design and implementation of transit and transit system-related enhancement projects.	Researcher	Economic Development Department, DMATS	Existing Staff Resources	x				-----Ongoing-----							
	b		Advocate for federal funds to build a multi-modal facility in the Port of Dubuque, including a transit hub.	Financier, Facilitator	Economic Development Department	Existing Staff Resources			x									
Pedestrian-friendly downtown transportation system.	8	Consider a range of methods to promote the pedestrian environment - linking parking lots; coordinating traffic signals; widening sidewalks; adding street furniture and lighting; and, coordinating future transit stops.																
	a		Continue to utilize a multi-department team approach in planning, designing and evaluating public and private improvement / development projects.	Regulator, Implementer	City Manager's Office, America's River Corporation	Existing Staff Resources	x				-----Ongoing-----							
	b		Strengthen the participatory role and representation of pedestrian, bicycle, transit and accessibility advocacy groups / organizations in transportation improvement projects.	Facilitator, Advisor	DMATS, Public Works Department, America's River Corporation	City Council Policy Decision, Existing Staff Resources		x										
	c		Continuously monitor State and Federal funding for transportation enhancements.	Financier, Facilitator	Planning Department, America's River Corporation	Existing Staff Resources	x	x										
	d		Explore the issue of designating the US Highway 52/State Highway 3 route as a "Business Route"; re-route through traffic to the Northwest Arterial (State Highway 32) and US Highway 20, and the new Southwest Arterial (State Highway 32).	Regulator, Implementer	Public Works Department, Dubuque Area Chamber of Commerce	City Council Policy Decision												
Locally supported and adequately funded downtown transit system.	9	Commit to participation by merchants in all Downtown transit planning projects.																
	a		Strengthen the participatory role of downtown business and property owners in planning transit improvements.	Policy Maker, Facilitator	Economic Development Department, Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources					-----Ongoing-----							
	b		Consider the use of impact fees for partially funding the operations and maintenance of a Downtown Transit system.	Policy Maker	Economic Development Department	City Council Policy Decision, Existing Staff Resources		x										

Downtown Dubuque Master Plan  
Action Matrix  
Transportation

Outcome	Ref	Priority Actions	Implementation	City Role	Contact	Resources													Time Frame																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																</
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## Downtown Dubuque Master Plan

### Action Matrix by Timeframe

#### Transportation

## Downtown Dubuque Master Plan Action Matrix Transportation

Element: Transportation	Outcome	Ref	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	In Progress	Near-Term	Time Frame	Mid-Term	Long-Term
		6b		Participate in transportation "working group" and utilize input to inform and shape City transportation policies, plans and projects.	Advisor, Educator, Policy Maker, Implementer	Economic Development Department, Public Works Department, DMATS, Dubuque Main Street Ltd., Dubuque Area Chamber of Commerce, America's River Corporation	Existing Staff Resources	x		-----Ongoing-----		
		7a		Continuously monitor state and federal funding programs and appropriations for design and implementation of transit and transit system-related enhancement projects.	Researcher	Economic Development Department, DMATS	Existing Staff Resources	x		-----Ongoing-----		
		8a		Continue to utilize a multi-department team approach in planning, designing and evaluating public and private improvement / development projects.	Regulator, Implementer	City Manager's Office, America's River Corporation	Existing Staff Resources	x		-----Ongoing-----		
		9a		Strengthen the participatory role of downtown business and property owners in planning transit improvements.	Policy Maker, Facilitator	Economic Development Department, Dubuque Main Street Ltd.	City Council Policy Decision, Existing Staff Resources			-----Ongoing-----		
		10a		As redevelopment opportunities arise, implement the land use changes recommended in the Investment Opportunities Plan of the <i>Downtown Dubuque Master Plan</i> .	Policy Maker, Regulator, Implementer	Economic Development Department	City Council Policy Decision, Existing Staff Resources			-----Ongoing-----		
		2a		Coordinate and facilitate the adoption by the City Council of the recommendations of the <i>Downtown Transit Alternatives Analysis</i> .	Advocate, Educator, Policy Maker	City Managers Office, Economic Development Department, Public Works Department	City Council Policy Decision, Budget Decision Item	x				
		10b		Require more than one use in all new and redeveloped buildings located along downtown transit routes.	Policy Maker, Regulator	Planning Department	City Council Policy Decision, Existing Staff Resources	x				
		10c		Consider reducing parking requirements for new developments that include complimentary, multiple uses and are located along transit routes.	Policy Maker, Regulator	Planning Department, Economic Development Department	City Council Policy Decision, Existing Staff Resources	x				
		8b		Strengthen the participatory role and representation of pedestrian, bicycle, transit and accessibility advocacy groups / organizations in transportation improvement projects.	Facilitator, Advisor	DMATS, Public Works Department, America's River Corporation	City Council Policy Decision, Existing Staff Resources		x			
		8c		Continuously monitor State and Federal funding for transportation enhancements.	Financier, Facilitator	Planning Department, America's River Corporation	Existing Staff Resources	x	x			
		9b		Consider the use of impact fees for partially funding the operations and maintenance of a Downtown Transit system.	Policy Maker	Economic Development Department	City Council Policy Decision, Existing Staff Resources		x			

Downtown Dubuque Master Plan  
Action Matrix  
Transportation

Outcome	Ref	Priority Actions	Implementation	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
	#		Tasks															
	3a		Prepare a schedule and CIP for implementing the recommendations of the <i>Transit Alternatives Analysis Study</i> .	Implementer, Financier	Economic Development Department, Public Works Department, Budget Officer, America's River Corporation	City Council Policy Decision, Budget Decision Item, Existing Staff Resources												
	4a		Continue dialogue with Iowa DOT regarding design, funding and timing of interchange improvements from US 61 / 151 to the Port as described in the Port of Dubuque Master Plan.	Implementer, Facilitator	City Manager's Office, Public Works Department, Dubuque Area Chamber of Commerce	City Council Policy Decision, Existing Staff Resources												
	7b		Advocate for federal funds to build a multi-modal facility in the Port of Dubuque, including a transit hub.	Financier, Facilitator	Economic Development Department	Existing Staff Resources												
	1b		Issue an RFP and prepare an updated downtown transportation plan including parking, circulation, transit, operations, funding and phasing.	Implementer	Economic Development Department, Public Works Department, Dubuque Main Street Ltd.	City Council Policy Decision, Budget Decision Item, Planning / Design Consultant												
	3b		Issue an RFP and prepare preliminary plans, specs, costs and funding request for downtown transit circulator.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants												
	4b		Ask Iowa legislators to secure funding for the construction of a new interchange.	Lobbyist, Financier	City Manager's Office, Dubuque Area Chamber of Commerce	Existing Staff Resources												
	5a		Increase pedestrian access along the 3rd Street Overpass with an additional walkway or a secondary pedestrian bridge.	Implementer	Economic Development Department, Public Works Department	City Council Policy Decision, Budget Decision Item												
	11a		Assemble a team of private citizens, Downtown employees, merchants, business owners and City staff to review the existing City parking system and private parking facilities.	Facilitator	Economic Development Department, Dubuque Main Street Ltd.	City Council												
	11b		Issue an RFP and prepare a parking management strategy.	Implementer	Economic Development Department, Dubuque Main Street Ltd.	City Council												
	3c		Prepare final plans and specs and let bids for phased construction.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants												
	1c		Promote, coordinate and help facilitate the implementation of the recommendations of the updated downtown transportation plan with other agencies and organizations.	Advocate, Financier, Facilitator	Economic Development Department, Public Works Department, Dubuque Main Street Ltd.	Budget Decision Item, Planning /Design Consultants												
	4c		Participate with Iowa DOT in planning and design of a new, contextually sensitive interchange.	Implementer	Public Works Department	Existing Staff Resources												

Downtown Dubuque Master Plan  
Action Matrix  
Transportation

Outcome	Ref #	Priority Actions	Implementation Tasks	City Role	Contact (Implementing Coordinator)	Resources Needed	Time Frame											
							In Progress	Near-Term			Mid-Term			Long-Term				
	5b		Issue an RFP to prepare preliminary plans, specs, costs and funding request.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants								x	x			
	4d		Participate with Iowa DOT in implementation of new interchange.	Financier, Implementer	Public Works Department	Budget Decision Item, Existing Staff Resources									x	x		
	11c		Promote, coordinate and facilitate the implementation of the recommendations of the parking management strategy with other agencies and organizations, as well as Downtown merchants, business owners, and employees.	Advocate, Financier, Facilitator	Economic Development Department, Dubuque Main Street Ltd.	Budget Decision Item, Outside Consultant									x	x	x	
	5c		Let bids for constructing new pedestrian walkway or pedestrian bridge.	Implementer	Economic Development Department, Public Works Department	Budget Decision Item, Planning /Engineering Consultants										x	x	
	8d		Explore the issue of designating the US Highway 52/State Highway 3 route as a "Business Route"; re-route through traffic to the Northwest Arterial (State Highway 32) and US Highway 20, and the new Southwest Arterial (State Highway 32).	Regulator, Implementer	Public Works Department, Dubuque Area Chamber of Commerce	City Council Policy Decision												

**Advocacy Entity:** Planning and management entities separate from governmental agencies responsible for designated areas. Entity assumes promotion of area, manages and coordinates its implementation, initiates actions to move area closer to its vision. Specific functions may include: acquire, assemble, hold and convey land to permit new forms of infill development; facilitate targeted home rehabilitation loans; coordinate and participate in real estate development and infrastructure financing; facilitate actions of public agencies responsible for government services; monitor traffic issues and manage parking efficiently; monitor security matters; coordinate the dissemination of market information; establish fees, rates and charges for use of property; and direct marketing and promotion.

**Affordable Housing Demonstration Project:** Public-private effort whereby public sector contributes land, financing, or the like, and private sector (developer) contributes their expertise and money to joint development of an affordable housing project; program is designed to educate delivery system (property owners, developers, lenders, public officials, community at-large, etc.) on “value” of developing product in the market.

**Brownfields:** Contaminated former industrial and commercial lands – comprising a portion of sites that could be redeveloped.

**Business Recruitment /Retention:** Program, frequently administered by an economic development entity, which assists with the recruitment (attraction) or retention of business either into or within a designated area; program elements might include financial assistance, regulatory assistance, and/or marketing.

**Capital Improvement Plan (CIP):** Dollars earmarked for improvement and extension of infrastructure in municipalities.

**Community Development Assistance (CDA) (State):** Authorizes up to certain percent state tax credits to eligible contributors investing in approved community projects; in certain instances applicants must meet economic distress criteria; non-profit developers subject to limitations on per project tax credits.

**Community Development Block Grants (CDBG) (Federal):** Federal grants, administered through local or regional offices, designed to lower the overall cost of a project; projects must demonstrate the ability to improve the economic conditions of an area.

**Community Development Corporation (CDC):** Nonprofit organizations based in specific neighborhoods and subject to local governance. CDCs may rehabilitate and build affordable housing for neighborhood residents, foster local economic development, and provide an array of related social services.

**CDFIs - Community Development Financial Institutions:** Networks of federal banks, credit unions, and CDCs that target loans to redlined areas.

**Community Reinvestment Act (CRA):** Program under which federally-insured lending institutions are provided incentives to offer assistance with development financing for local projects (particularly those in economically-distressed areas); assistance usually offered at a favorable rate; institutions earmark a percent of their lending dollars for this program.

**Concentrated Public Facilities:** City investment in identified areas by locating both facilities and publicly sponsored developments and amenities in places where infill development is desired; result is a greater leverage of public dollars through strategic investment, and ability to assist developer with financial pre-leasing requirements.

**Cultural Arts Activities:** Activities and programs which encourage use of the arts in a designated area by a variety of participants.

**Cultural Tourism:** Marketing and promotion of cultural and historic community elements of interest to visitors to an area; a thriving industry for many areas of the east and south. Cultural tourism efforts generally originate at a grass-roots level, but quickly require the assistance and coordinate of municipal and state entities.

**Density Bonuses:** Incentive offered to developers of projects that meet specified goals (i.e., affordable housing, public spaces, transit, etc).



<p><b>Design Guidelines:</b> Formal set of guidelines (with over-sight by a board comprised of area stakeholders, neighborhood representatives, and design professionals) for use by investors doing projects within priority areas. Guidelines address character and quality levels and frame discussions with staff.</p> <p><b>Design Standards:</b> Formal set of standards (either administered through an appointed design-review committee and/or municipal staff) for development which require certain development character and quality levels for the built and natural environment.</p> <p><b>Developer RFPs:</b> Request-for-Proposals from potential developers of projects in designated areas. Selection of developer based on dollar amount of bid; quality of design; developer’s track record; and preferences of neighborhood residents.</p> <p><b>Development Fee Waivers:</b> Development fees are monetary charges on development to recoup a portion of the capital and operating costs required to accommodate a project. Note: Fees for sewer/water hook-ups, building permits, processing fee, etc. can be waived or delayed until the developer sees a positive cash flow as a means to encourage infill projects.</p> <p><b>Development Standard Waivers:</b> During approvals process, City can grant waivers or variances for items including height limits, setbacks, density, lot coverage, rear access, etc.</p> <p><b>Economic Development Administration (EDA) (Federal):</b> Public entity which provides assistance in form of planning grants and construction financing - for the development of projects in rural and urban locations which will result in the creation of jobs for the community.</p> <p><b>Educational Seminars:</b> Programs hosted by a variety of entities (i.e., lender, developer, municipal, etc.) which promote an open dialogue among those individuals and organizations which represent delivery system; can occur in a variety of forums; purpose is to provide participants with various perspectives and an understanding of initiatives designed to facilitate development process.</p>	<p><b>Engage Elected Officials:</b> Variety of methods by which elected officials are engaged in planning and implementation efforts; improved communication between staff and elected officials. <i>Note: This should be a common practice, not project-specific.</i></p> <p><b>Enterprise Zone:</b> State-designated area where businesses located within them that make capital investments, hire new employees, contribute to economic development plans, rehabilitate old buildings and/or do research and development are provided a tax credit. An approach to revitalizing distressed areas by offering tax incentives, regulatory relief and improved government services.</p> <p><b>Environmental Impact Reports (EIR)s:</b> Used to assess environmental impacts and determine mitigation measures needed for building a redevelopment plan, specific plan, or community plan. As projects are identified, the City may be asked to conduct additional environmental reviews or focus on few identified areas.</p> <p><b>Façade Maintenance Program:</b> Any program – local, state or federal – including low interest loans and/or grants – which encourages investment in, and improvement to, building facades within a planning area. May also be designed as a matching funds program, within a district, for building façade maintenance.</p> <p><b>Government Liaison:</b> Individual or committee charged with establishing and maintaining a dialogue between various branches of government (local, county, regional) regarding issues such as – intergovernmental agreements, regulatory reform, facilities planning, etc.</p> <p><b>Historic Preservation Homeowner Grant Program: (Local)</b> Available to low- and moderate-income owner-occupants of a single family, duplex or three-unit property at least 50 years old and located in any of the five historic Main Street districts. Preservation grants for exterior rehabilitation projects (in the form of a forgivable loan) are available on a competitive basis to income-qualifying property owners. Eligible improvements are repair and restoration of porches, wood windows, wood doors, wood siding, character0defining features, and chimneys, as well as historic colors paint projects. Grant amounts are for up to \$5,000.</p>
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<p><b>Historic Preservation Investment Tax Credits (Federal):</b> Percent of rehabilitation costs of income-producing properties can be used as a tax credit which can be sold on the market.</p> <p><b>Historic Preservation Revolving Loan Fund:</b> Available to provide low interest loans to property owners at any income level in the four residential historic districts – Cathedral, Jackson Park, Langworthy and West 11<sup>th</sup> Street. The loans are available on a competitive basis to all property owners any income level for exterior rehabilitation projects. Loans are up to \$25,000 at 3% for 10 years.</p> <p><b>HOME:</b> HOME Investment Partnership Program, whereby HUD allocates funds by formula among eligible state and local governments to strengthen public-private partnerships and to expand the supply of decent, safe, sanitary and affordable housing for very low-income families.</p> <p><b>Improvement District:</b> Both an organizing and financing technique for area revitalization. District provides stable stream of income for activities and projects considered special to area or in addition to general municipal services. Districts are vehicle for providing additional services for a fee and not to substitute for services funded through traditional tax revenues.</p> <p><b>Infill Development:</b> Development of new homes, commercial and/or retail buildings, and public facilities on unused or underused lands in existing communities.</p> <p><b>Infrastructure Cost Participation:</b> Cost of infrastructure (either onsite or off-site) shared by developer and/or property owner with an entity (public (city/county), private (developer co-op), or semi-private organization which will benefit from its availability – can be offered through a formal program or on a case-by-case basis.</p> <p><b>Land Assembly:</b> Land assembled by public, private or non-profit entity in effort to position for development of larger projects. Assembly can happen through purchases of properties, vacating and/or rerouting streets, alleys, etc.</p>	<p><b>Land Donation/Write-Down:</b> Property owner -- public (city/county), private (developer), or semi-private organization – contributes land to a project either as a donation without an expected return, or at a reduced price. City-acquired property through fee simple transactions and foreclosures are an obvious source for land contributions.</p> <p><b>Land Swap:</b> To develop specific infill site in specified way, potentially contrary to existing property owner or developer, cities can offer an exchange of city-owned land of similar value in alternate location.</p> <p><b>Level-of-Service:</b> Roads within community are designed to meet specified goals regarding mobility, connectivity, and regional planning and land use development. Level-of-service is measure used to describe street standards necessary to address role of the street. By adjusting level-of-service you address the tension between through-trips and access to activities and services along the road (corridor).</p> <p><b>Leverage Infrastructure Funding to Support Private Money:</b> Within a predefined area, public investment for infrastructure located strategically to leverage private investment.</p> <p><b>Limitations on Infrastructure Extensions:</b> Method used in regional growth management whereby efficient development patterns are rewarded.</p> <p><b>Linked Deposits:</b> Local development agencies and downtown development organizations use their bank deposits to leverage bank lending for activities supported in the area. City or development agency deposits its funds in one or several banks with provision that bank make loans in support of identified community objective. <i>Note: In select instances, cities have foregone interest on these deposits so that the bank can make loans at below market rates.</i></p> <p><b>Liquor License Restrictions:</b> Limit on the number of liquor licenses which issued in a designated area. Restrictions generally tied to businesses which generate over a certain percent of their revenue from liquor sales. The purpose of this action is not to eliminate restaurants, but concentrations of bars.</p>
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<p><b>Loan Pool (Lending Pools):</b> Several lending organizations contributing financing to a project or projects, thus sharing risk. An amount of capital pledged by several entities for lending to businesses based on some agreed upon goals or other criteria. Pledges can be in the form of loans, letters of commitment and stock purchases. Pool can be either organized formally or on a case-by-case basis.</p> <p><b>Low Income Housing Tax Credits (State):</b> Dollar for dollar reduction or credit against an investor's federal income tax liability on salary, wages, business, etc.; credit is treated like a cash payment or as a reduction against the amount of tax owed; sale of tax credits by the developer contributes to project equity, thereby reducing developer's out-of-pocket investment.</p> <p><b>Low Interest Loans/Subordination:</b> <i>Loans</i> for construction, acquisition, operation, etc. are offered to qualifying individuals or organizations at a preferred interest rate; <i>subordination</i> by a public (city/county), private (lender), or semi-private organization of a loan provides a guarantee to the lending organization that in the event of default debt service will be paid.</p> <p><b>Micro Loan Program:</b> Offers small amounts of capital usually less than \$2,500 to very small businesses for wide range of capital needs including façade improvements, working capital and personal needs; provide loan guarantees. <i>Downside: Excessive credit analysis and underwriting costs.</i></p> <p><b>Non-Profit Developer Support:</b> Variety of financial and regulatory tools and programs which streamline and reduce costs for "eligible projects" by "eligible developers."</p> <p><b>Overlay Zone (i.e., historic, parking):</b> Designated area superimposed on one or more existing zoning districts; designed to protect or enhance an area's special qualities; governmental review of all developments, with the power to approve design according to standards contained in the ordinance or in a district plan or design guidelines; program elements include "bonuses" and "requirement adjustments."</p>	<p><b>Park-in-a-Park:</b> Creative method by which parking is secondary to design and landscaping, giving visual appearance of cars in park rather than trees in a parking lot.</p> <p><b>Parking District:</b> Designated area wherein parking design, development and management issues among multiple facilities are controlled by select entity beyond that provided for by standard municipal levels of service and control.</p> <p><b>Pedestrian Enhancements and Linkages:</b> Various public, private and non-profit initiatives to improve the pedestrian environment in a designated area, i.e., permanent and temporary streetscape elements, sidewalk widening, reduced speeds, etc. Resulting environment designed to accommodate needs of pedestrians, as well as through and destination traffic, by incorporating select infrastructure improvements, design elements, and traffic management mechanisms. Methods to achieve include: separating traffic through use of parallel streets; limiting access points; linking parking lots; coordinating traffic signals; adding alternative transportation lanes; widening sidewalks; providing crosswalks; providing street lights and furniture; preventing "deadening" uses without building front; and incorporating transit stops.</p> <p><b>Predevelopment Funding Grants:</b> Financing for project expenses incurred prior to construction, i.e., soft costs including consulting, design, engineering, and planning, and marketing, etc. <i>Note: The Economic Development Administration (EDA) has funds for predevelopment and construction costs.</i></p> <p><b>Project Thresholds:</b> Project size thresholds, predetermined and designed to allow smaller projects to be rapidly permitted, saving extensive reviews for larger developments and environmentally sensitive sites.</p> <p><b>Public Subordination:</b> City/county provides a guarantee to the lending organization that, in the event of default, debt service will be paid.</p> <p><b>Redevelopment:</b> Restoration of existing buildings and properties blighted and/or which diminish the character and function of a neighborhood including adaptive use and historic preservation properties.</p>
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<p><b>Regulatory Reform:</b> Initiative by government entity to amend existing regulatory documents to be responsive to prevailing market and economic conditions; examples might include: new or amended zoning designations, planning approval process reform, updated comprehensive plan, etc.</p> <p><b>Reverse Mortgage:</b> Low interest loan based on equity in home; particularly relevant for seniors.</p> <p><b>Revolving Loan Funds:</b> Flexible funding in the form of loans, guarantees and interest subsidies to firms which further local development goals; designed to alleviate high costs and short supply of capital for businesses, particularly small ones, or those located in distressed areas. Components include: lower rates, longer terms; many capitalized by/with federal funds combined with private funds.</p> <p><b>Re-Zone Parcels:</b> Either city-owned and initiated, or petition-based, through an organized effort initiated by the “advocacy entity” to enlist the support of property owners within a designated area – request for a change in property zoning designation (to mixed-use); the objective is to provide landowners the incentive and economic strength to maintain and redevelop a high-quality environment and react more swiftly to market trends.</p> <p><b>Sales Tax Sharing:</b> Future sales from a development can be rebated to developer to pay for infrastructure - city/county agrees to split sales tax revenue with developer, then developer uses to pay for infrastructure.</p> <p><b>School Programs:</b> Programs (i.e., essays, art, civic participation) which encourage the involvement of students in a designated area.</p> <p><b>Self-Certification Program:</b> Contractors assume responsibility for inspecting and certifying the correct completion of their own work. Quality is assured by random spot checks; contractors who cheat lose their licenses.</p>	<p><b>Self-Supporting Municipal Improvement District (SSMID):</b> District providing stable stream of income for activities and projects considered special to area or in addition to general municipal services. Districts are vehicle for providing additional services for a fee and not to substitute for services funded through traditional tax revenues.</p> <p><b>Signature Project:</b> Public-private effort whereby public sector contributes land, financing, or the like, and private sector (developer) contributes their expertise and money to joint development of a significant project within a designated planning area; program is designed to encourage development of project which will serve as a catalyst for additional investment.</p> <p><b>Smart Growth:</b> Growth management program which combines incentives, disincentives, and traditional planning techniques to promote a pattern of growth that achieves economic, environmental, and quality-of-life objectives.</p> <p><b>Streamlined Development Approval:</b> Initiative by government entity to facilitate a timely approvals process for (re)development projects meeting certain criteria. Also referred to as a “green-tape” permitting program. Critical elements of program: 1) streamlined permit and entitlement process; 2) greater predictability; and, 3) fairness in fees and exactions. Components: 1) appointed case manager; 2) consolidated permit process; 3) waived or reduced fees; 4) reduced number of changes to previously approved plans; 5) stoppage to the issuance of conflicting requirements by different departments; 6) a single public hearing; 7) streamlined environmental review process.</p> <p><b>Tax Abatement:</b> Taxing entity (usually the city) abates or reduces a portion of tax burden; this can happen in the form of an adjusted on an individual property basis, or in an abatement zone.</p> <p><b>Tax Exempt Bond Financing:</b> Method of financing long-term debt issued by government whereby bondholders need not include interest payments on taxable income.</p>
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**Tax Increment Financing (TIF):** A district obtains funds from increases in regular tax revenues that arise from new development in the district; incremental increase in tax revenues over designated base year revenues is diverted to a special fund; diversion of regular tax revenues rather than additional fees to generate revenue for district investments. Can be used in conjunction with municipal bond issues whereby increment is pledged to repayment of the bond issue, or actual increase allocated to an administering agency directly to finance redevelopment activities.

**Transfer of Development Rights (TDR):** Ability to transfer property entitlements from one property to another when one of the parcels is located in a designated development area.

**Transit-Supportive Land Use:** Land uses and land use forms supportive of alternative forms of transportation. Typical elements include: high-density residential, employment uses, commercial developments and public spaces.

**Turnkey Facilities:** Buildings, frequently institutional, developed (and some times managed) by a private entity for another entity. Benefits to developer include a developer fee, management fee, position in the project, etc.

**Urban Renewal:** Tool used for purpose of eliminating slum or blighted areas within municipality, and positioning areas for development or redevelopment. Actions under urban renewal include demolition of structures; construction of infrastructure and public spaces; sale of property; and, relocation of businesses and residents.

**Underground Utilities:** City works with local utility and cable companies to place all utility lines underground; maintenance, weather-related repairs, and service disruption costs are reduced. City also encourages low-rate programs to assist developers with burying utility infrastructure.