



"Without an architecture of our own, we have no soul of our own community" _ Frank Lloyd Wright



historic preservation

Downtown Sioux City
Historic Preservation Plan

October 2005

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I. Background and Definitions

During the latter part of 2004, Todd Moss hosted meetings at the Siouxland Chamber of Commerce to discuss historic preservation issues in Sioux City's Downtown. Topics included recognition of our unique and historic architecture, the preservation of the Badgerow Building, economic incentive programs, demolition policies as well as general preservation. The meetings were designed to bring all interested parties together resulting in a coordination which would help all be on "the same page" in regard to historic preservation issues in the Downtown.

The meetings generated extremely good dialogue and included both public and private representation who agreed that Sioux City's Downtown skyline was unique and historic. It was determined that Sioux City Downtown has a specific character which is vibrant and gives us a skyline with a distinct "sense of place". It was agreed that a succinct plan would be advantageous for coordinating existing efforts as well as planning for the future. This plan was envisioned to be concise, short in length and usable by all parties interested.

Volunteers were identified to develop a general plan for the Downtown. The Plan would be designed to stand alone or be incorporated into larger comprehensive plans being developed by the City of Sioux City or Downtown Partners. The volunteers would not only outline goals for historic preservation in the Downtown but would develop an outline for assignment of the goals and timeline for achieving the goals. Following are the volunteers identified to finalize a plan:

Todd Moss, Cannon Moss Brygger & Associates, Architects
Jim Jung, Sioux City Historic Preservation Commission
Debi Durham, Siouxland Chamber
Gretchen Schalge, City of Sioux City
Glenda Castleberry, SiouxLandmark
Roger Caudron, Downtown Partners
Bart Connelly, Connelly Tiehen & Sons Construction
Mel Obbink, Sioux City Assessor's Office
Patty Heagel, City of Sioux City
John Meyers, City of Sioux City
Larry Book, Handy L.C.
Lewis Weinberg, Weinberg Investments
Jim Johnson, Urban Inc.

Purpose of the Plan

The purpose of the plan is to provide one unified vision for the buildings in downtown. In addition, the plan would foster a cooperative effort between interested parties ultimately achieving quality economic development in downtown.

Historic Preservation Definitions

The most basic definition of historic preservation has been defined as the “identification, protection, and enhancement of historic resources.” However, there are four separate treatment options as identified by the Federal Government via the Secretary of the Interiors. For the purposes of this plan the following definitions will be used and accepted:

- ***Preservation*** focuses on the importance of changes and alterations to the structure over the years, which is accomplished by retaining the historic elements through conservation, maintenance and repair. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction.

- ***Rehabilitation***, also known as “adaptive re-use”, or using an old building for a new function, emphasizes the retention and repair of the historic integrity of a building, while allowing certain liberties to be taken in the process for the retrofit.

- ***Restoration*** is the act of retaining materials and features specific to the most significant time in a property's history, and includes the removal of any materials or features that are not indicative of that time period.

- ***Reconstruction*** is an authentic reproduction of a structure that no longer exists

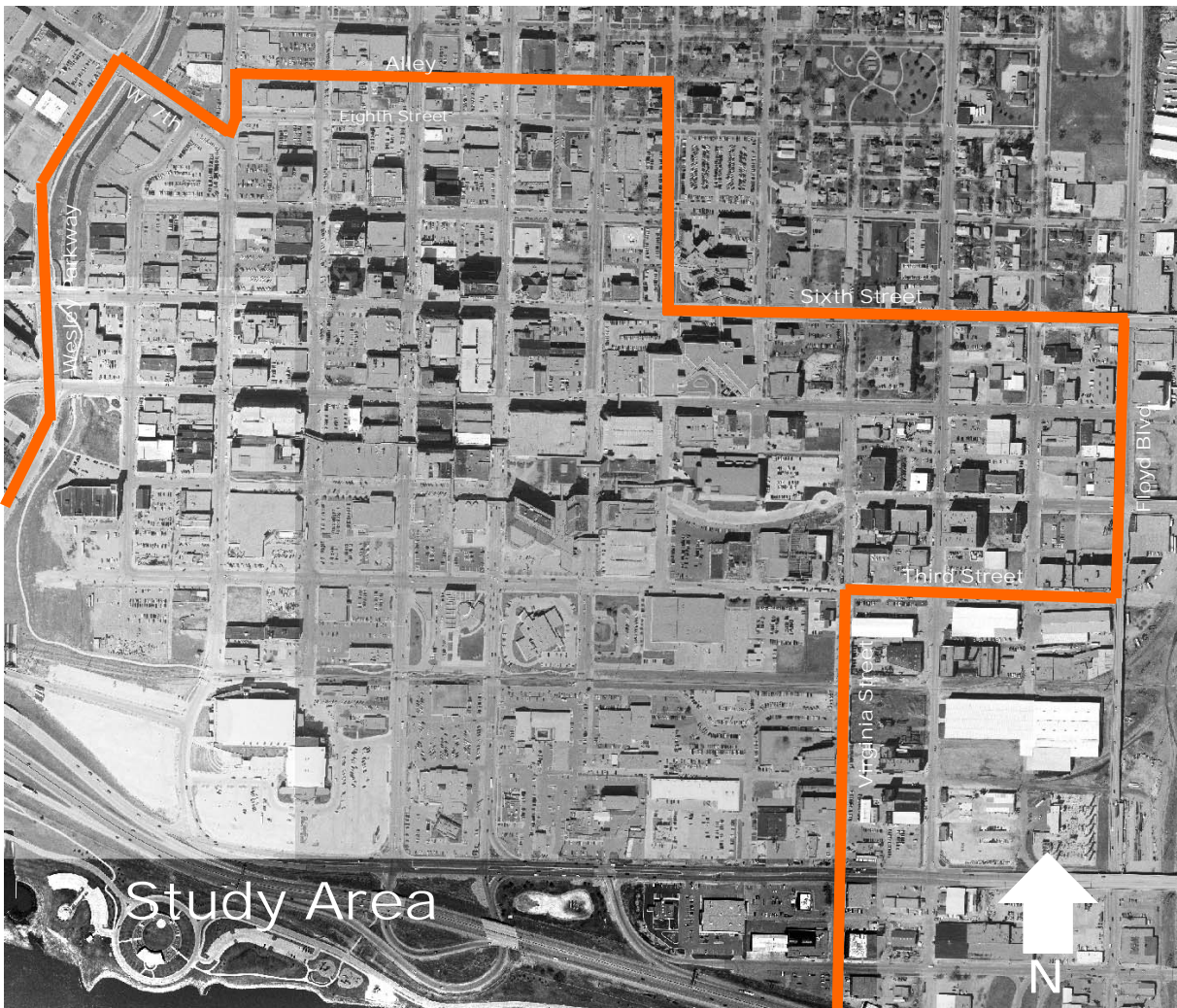
Nationally, historic preservation has evolved from a limited grassroots effort into a broad based popular movement with wide support. This is also true in Sioux City. The reasons for this support are varied, however, recognition that historic preservation often is associated with economic successes is a primary reason as is the fact that many see the preservation as enhancing the area's quality of life.

With passage of the National Historic Preservation Act in 1966 (NHPA), Congress made the Federal Government a leader in historic preservation and recognized that national goals for historic preservation could best be achieved by supporting the wishes of local communities. In the words of the Act, the Federal Government's role would be to "provide leadership" for preservation, and "foster conditions under which modern and historic resources can exist in productive harmony." This plan endeavors to continue that effort in Sioux City, particularly in the downtown area defined in the next section.

II. Boundaries & Maps

The defined boundaries for the purposes of this downtown plan are:

- The Missouri River riverfront will serve as the southern boundary.
- The alley north of 8th Street will serve as the northern boundary.
- Wesley Parkway and the buildings lining the west side of Wesley Parkway Way will serve as the western boundary.
- Floyd Boulevard will serve as the eastern boundary.



III. Existing Inventory and Surveys

Important to this plan is the identification and recognition of the historic resources in the downtown. Three existing studies were reviewed and utilized in order for this plan to designate priority buildings on which to concentrate development efforts. Those three studies are summarized below.

ACTION NEEDED: It is recommended that the Historic Preservation Commission, with assistance from SiouxLandmark, finish surveying the remainder of the defined downtown area to include all properties which are a part of this Plan's geographic area.

Existing Documents:

Downtown Partners Inventory

Area: Downtown Partners Area

Contact: Downtown Partners – 712/252-0014

Purpose: Comprehensive collection for day-to-day use

Location: Downtown Partners' office, 418 Pierce Street

- Contains square footage, photos, ownership, valuation, parking, building characteristics, general condition, legal descriptions
- Will also merge in SiouxLandmark survey and Historic Preservation Commission's terra cotta survey.

SiouxLandmark Survey

Area: I-29 to 8th, Wesley Way to Jones

Contact: SiouxLandmark, Inc. – 712/279-6286

Purpose: All buildings identified and sorted by historic significance.

Location: City Hall, Community Development Division, Planning and Zoning Office or Inspection Services Division, and at Downtown Partners' office

- Concentrated on those eligible for the "National Register of Historic Places".
- Criteria*: 1) older than 50 years 2) have some architectural significance as defined by the National Register and 3) has not been significantly altered from original design.

*must have all three

Sioux City Historic Preservation Commission Terra Cotta Survey

Area: I-29 to 14th, and Wesley Way to Floyd

Contact: Sioux City Community Development – 712/279-6283

Purpose: To identify significant terra cotta architectural resources

Location: City Hall, Planning and Zoning office

- A complete list of all buildings clad in significant terra cotta features. The inventory has the general condition of building; description of terra cotta including, location, type, condition & design.

It is recommended that these documents be continually utilized for future downtown development planning and programming.

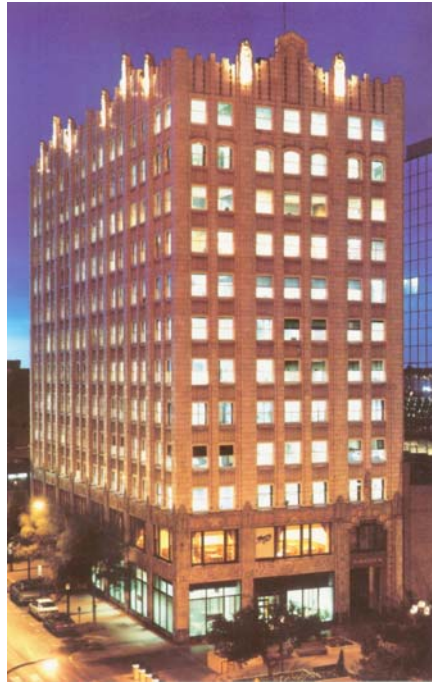
IV. Priority Buildings

Executive Summary:

The following buildings were identified as those buildings which would receive initial priority assistance and are known as the “Priority Buildings”. As these buildings either succeed or are abandoned, other buildings from the identified list can also be targeted for assistance.

Priority Buildings

- Badgerow Building – 622 Fourth Street



- Davidson Building – 505 Sixth Street



- Warrior Hotel – 525 Sixth Street



- Battery Building – 323 Water Street



ACTION NEEDED: These four buildings needed to be actively marketed for historic preservation utilizing incentives identified in this plan.

Background and Priority Buildings

After review and discussion of the downtown inventory, certain buildings were identified as historic either by already being listed on the National Register of Historic Places or by being identified by existing historic preservation groups which agreed and concurred with the designations. It was assumed that since the Federal Government had accepted into its National Archives buildings listed on the National Register of Historic Places, those buildings would automatically be deemed important historic resources in the downtown. Successfully functioning historic buildings are acknowledged in this plan and a few other buildings were identified as “at risk” buildings worthy of watch status. Finally, recognizing that preservation efforts would be more successful if a reasonable number of buildings were identified for specific preservation efforts, this plan selects four buildings for initial historic preservation assistance.

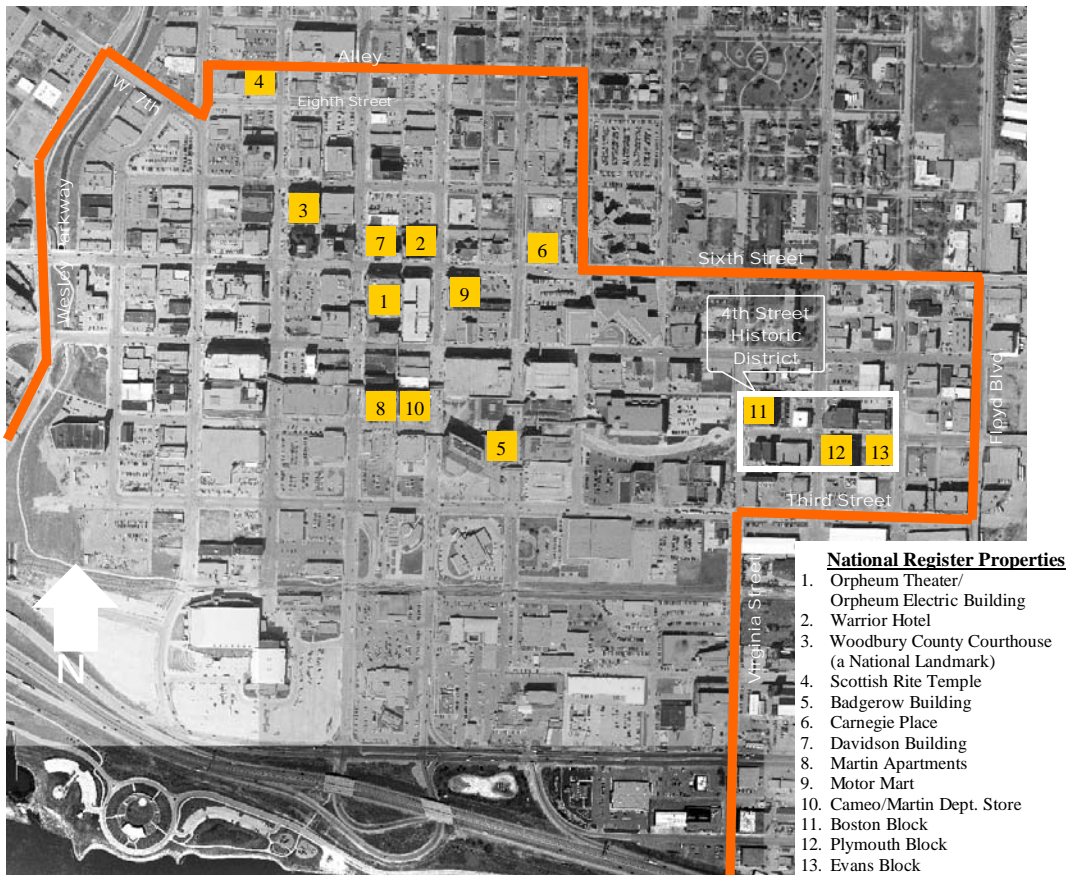
Buildings Currently on the National Register of Historic Places

- Orpheum Theater/Orpheum Electric Building – 520 Pierce Street
- Warrior Hotel – 525 Sixth Street
- Woodbury County Courthouse (a National Landmark) – 401 Seventh Street
- Scottish Rite Temple – 801 Douglas Street
- Badgerow Building – 622 Fourth Street
- Carnegie Place – 705 Sixth Street
- Davidson Building – 505 Sixth Street
- Martin Apartments – 410 Pierce Street
- Motor Mart (Commerce Building) – 520 Nebraska Street
- Cameo/Martin Dept. Store Apartments & Retail – 409-411 Nebraska Street
- Boston Block – 1005 Fourth Street
- Plymouth Block – 1106 Fourth Street
- Evans Block – 1128 Fourth Street
- Historic 4th Street (National Register Historic District) – 4th Street from Virginia to Iowa Streets

Buildings Eligible and in Process

- U.S. Federal Building – 320 Sixth Street
- Williges Building – 613 Pierce Street

Properties on the National Register as of August 2005



It was also important to note other historic buildings which were economically successful either with or without National Register designation.

Successful Historic Buildings

- Benson Building – 705 Douglas Street
- Riverview Office Complex – 110 Pierce Street
- Frances Building – 505 Fifth Street
- Woodbury County Courthouse – 401 Seventh Street
- U.S. Federal Building – 320 Sixth Street
- Famous Dave’s – 201 Pierce Street
- Scottish Rite Temple – 801 Douglas Street
- Carnegie Place – 705 Sixth Street
- Martin Apartments – 410 Pierce Street
- Cameo/Martin Dept. Store Apartments & Retail – 409-411 Nebraska Street
- Motor Mart (Commerce Building) - 520 Nebraska Street
- Orpheum Theater/Orpheum Electric Building – 520 Pierce Street
- Fire Station No. 1 – 408 Water Street
- Fire Station No. 3 – 1206 Fifth Street
- Historic 4th Street (National Register Historic District) – 4th Street from Virginia to Iowa Streets

Possible Future Historic District: Pearl/Water Street Area



“At-Risk” Properties

Certain buildings were acknowledged as historic and important but with uncertain futures and therefore classified as “at-risk”. “At risk” may mean that there is a potential for redevelopment that might jeopardize the building, there is physical damage to the building that may affect its viability, or there is a specific demolition order in place.

At-Risk Buildings

- Palmer Fruit – 210 Pearl Street
- Palmer Candy – 209 Douglas Street
- Pierce Moving & Storage – 301 Jennings Street
- YWCA (red-tagged as a biohazard) – 619 Sixth Street
- Badgerow Building – 622 Fourth Street
- Warrior Hotel – 525 Sixth Street

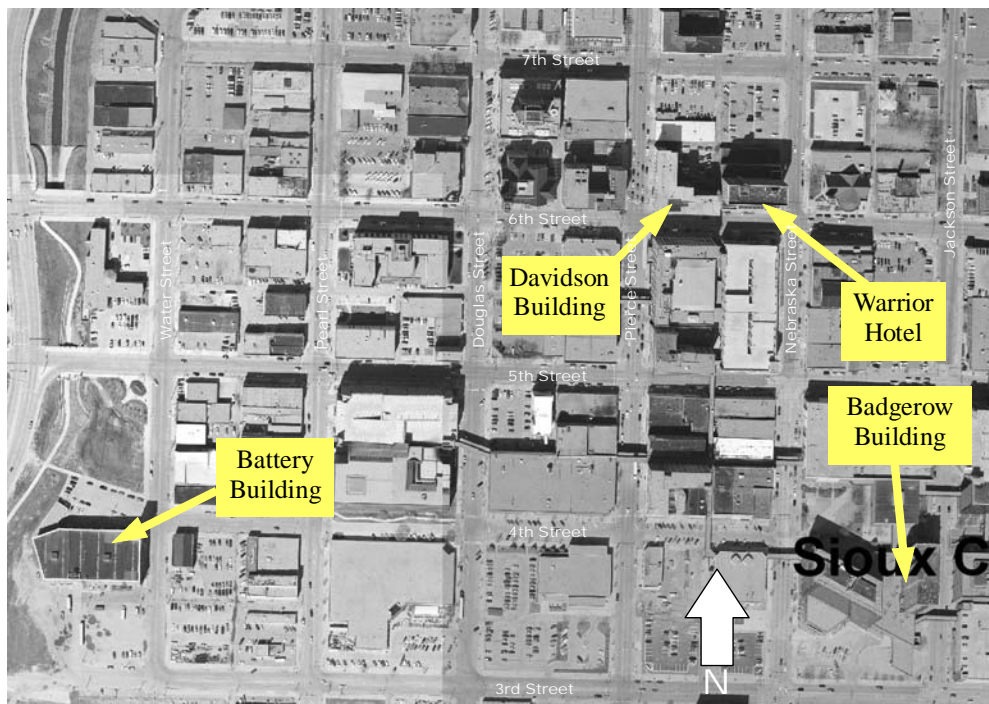
Watch List

- Williges Building – 613-617 Pierce Street

Conclusion

The following buildings will be designated as “priority” buildings. They are targeted for immediate assistance and eligible for the top incentives:

- Badgerow Building – 622 Fourth Street
- Davidson Building – 505 Sixth Street
- Warrior Hotel – 525 Sixth Street
- Battery Building – 323 Water Street



Priority Structures

V. Incentives

Recognizing that historic preservation is more easily achieved if a community has incentives to offer developers and tenants, this plan outlines incentives which already exist and proposes incentives which would be worthwhile to pursue.

ACTION NEEDED: None needed

Current Programs Available

1. **Urban Revitalization Program Tax Abatement** – Under Chapter 404 of the Iowa Code, there is a property tax exemption available for on the creation of new incremental development within a designated Urban Revitalization District. This program requires that the City create a defined area of a minimal size that contains at least one building. The City has utilized this program for residential developments in Downtown Sioux City.
2. **Historic Property Tax Exemption Program** – Chapter 427.16 – Under Chapter 427.16 of the Iowa Code, improvements to historic buildings may be exempt from taxation for a specific term of time including a four-year exemption and then a partial exemption for an additional four years. Applications are approved by the County Board of Supervisors and approval is not limited to specific areas.
3. **Tax Increment Financing** – Tax Increment Financing under Chapter 403 of the Iowa Code is available in all of the area being considered in Downtown Sioux City.
4. **Federal Historic Tax Credits** – 10% and 20% Credits – Federal Historic Tax Credits are available for all historically significant properties without regard for location.
5. **State Historic Tax Credits** – State Historic Tax Credits are available without regard to location. However, capped at a maximum level each year, the State Historic Tax Credits have been committed according to the State of Iowa until 2013. In addition to the unrestricted Tax Credits, there are specific tax credits available for properties located within approved Cultural and Entertainment Districts.
6. **Enterprise Zone Benefits** – Downtown Sioux City is included in an Enterprise Zone which has been created by the City and approved by the State of Iowa. Benefits included in that district include a refund of sales and use taxes paid during construction, an investment tax credit of up to 10% of the capital investment, a supplemental withholding for the New Jobs Training Program, and a refund on sales or use taxes paid on shelving, racks and conveyor equipment for manufacturing or warehousing. Of specific benefit to Downtown Sioux City are the investment tax credit and the refund of sales and use taxes on construction because those can be applied to housing projects.
7. **Community Development Block Grant Assistance** – The City of Sioux City is of sufficient size that under the Community Development Block Grant Funds (CDBG) the City receives an annual allocation of funding from the Department of Housing and Urban Development (HUD). This allocation allows for a broad spectrum of programs that must meet one of the following national objectives – Benefit Low and Moderate Income Individuals and Families, Eliminate Slum and Blight, or be an Urgent Need such as a flood or tornado. Façade renovation, historic renovation and renovation to create jobs are action items that may meet the national objectives.
8. **HOME Program – City and State HOME funds** – The Department of Housing and Urban Development awards a grant to the City of Sioux City each year for the purpose of providing housing to very low income individuals and families. The HOME program funds must be use for the creation of housing and therefore could be utilized for the renovation of Historic structures within Downtown Sioux City.

9. **Low Income Housing Tax Credit Program** – The Low Income Housing Tax Credit Program (LIHTC) is a Federal tax credit program administered by the Iowa Finance Authority. Within the program there are two specific forms of credits – a competitive 9% credit and a non-competitive 4% credit program. The 9% program is an annual funding cycle with applications due in the fall and awards made in the spring. The 4% program is open and available for application as long as credits are available each year. At any given time in Iowa, there are 4% credits available for projects. This program can be utilized for the conversion of historic buildings to housing for low and moderate income individuals and families.
10. **Pollution Control Tax Exemption Program** – Improvements to buildings that reduce the pollution from a business or manufacturing process can be exempt from taxation under Chapter 427.1(19) of the Iowa Code.
11. **Iowa Finance Authority Multi-Family Housing Finance Program** – The Iowa Finance Authority provides first mortgage below market financing for projects that create housing for low and moderate income families and individuals.
12. **Senior Living Trust Program** – The Iowa Finance Authority provides financing for the creation of housing for low and moderate income elderly.
13. **Historic Sites Preservation Grant Program** – (HSPG) – The Historic Site Preservation Grant provides funds to acquire, repair, rehabilitate, and develop historical sites that preserve, interpret or promote Iowa’s cultural heritage. Projects funded by this program must promote an understanding of the record of human experience within Iowa. All grants must involve work on “vertical infrastructures,” which is defined in Iowa Code Chapter 8.57 as “land acquisition for construction, major rehabilitation of buildings, all appurtenant structures, utilities, and site developments.” A maximum of \$100,000 is available from this program to a single developer.
14. **Historic Resource Development Program** – (HRDP) – The State of Iowa Historic Preservation Office has a grant program to preserve and enhance the development of historic properties where the project significantly enhances the preservation, conservation, or interpretation of Iowa’s historical resources including historic buildings or areas. A maximum of \$100,000 is available from this program to a single developer.
15. **City of Sioux City Sales Tax Economic Development Program** – The City of Sioux City utilizes a portion of the local option sales tax for economic development projects. Specific projects should include the creation of jobs or the enhancement of tax base.
16. **Iowa Finance Authority Economic Development Loan Program** - The Iowa Finance Authority issues tax-exempt bonds for a wide range of projects. These have included expanding and improving health care services, industrial development and housing. Since 1982, the Iowa Finance Authority has issued over \$2 billion in economic development bonds. Through its Economic Development Loan Program, the Authority issues bonds and loans the proceeds thereof to private entities or organizations for eligible purposes. The interest on the bonds may be tax-exempt (if eligible under the Internal Revenue Code), taxable, or a combination of both.
17. **Federal HUB-Zone** - The HUBZone Empowerment Contracting program was enacted into law as part of the Small Business Reauthorization Act of 1997. The program falls under the auspices of the US Small Business Administration. The program encourages economic development in historically underutilized business zones - "HUBZones" - through the establishment of preferences in contracting with Federal agencies.

VI. Legislative Plan

The Proposed Legislative Plan for development of new programs and the improvement of existing programs shall include the following:

1. Definition and Development of Proposed Programs and Changes
2. Update the Historic Preservation Study Completed by Cy Wakeman based on current laws and displaying a sample project.
3. Develop a Marketing Format for presentation to the members of the State Legislature.
4. Contact and develop endorsements from local legislators, key committee leadership, and the House and Senate leadership.

Proposed Revisions of Existing Incentive Programs and New Programs to Aid Economic Development and the Restoration of Historic Properties

In order to more completely develop Downtown areas across Iowa, we must look at possible legislative changes that could provide additional funding or tax credits that will spur all types of development within those districts. Review of existing State law shows that the State's Enterprise Zone Program is the best vehicle to propose many of these changes. By limiting the proposed changes to the Enterprise Zones, we hope to develop a coalition of support for the changes and new programs. The Enterprise Zone can, in effect, serve as a test center for the proposed programs. The following represents the proposed legislative changes and new programs that will be proposed during the 2006 Legislative Session:

1. **Income Based Assessment for Historic Properties** – Typical assessment practices are based on the cost of renovation through the Market Approach and because historic renovation is typically more costly than new construction, historic properties tend to be valued at a rate higher than the same size building might be if it were constructed new. It is proposed that assessors be required to assess historic properties through the Income Approach. This method is similar to the method that the assessors are using to value Low Income Housing developed with Section 42 Tax Credits. Only Qualified Historic Properties as defined by the National Trust for Historic Preservation that have been rehabilitated to the National Trust Standards would be valued by the Income Approach method noted herein. Additionally, the qualification could be limited to the Enterprise Zone to concentrate incentives on these inner-city areas. Once an renovation of the Qualified Historic Property begins, the valuation based on the Income Approach should begin. Qualified Historic Properties are defined as being at least 50 years old with no significant changes to the original exterior and eligible for inclusion in the National Register of Historic Places.
2. **Remove Cap on State Historic Renovation Tax Credits Within Enterprise Zones** – Currently, there is a backlog of projects that are eligible for and have applied for State Historic Tax Credits. The removal of or increase of the cap on the amount of credits for projects within approved Enterprise Zones will serve as an incentive to redevelopment of the core central cities of the State. We proposed that the amount of Historic Tax Credits available within approved Enterprise Zones be unlimited and an open application process should be administered.

3. **Extend Enterprise Zone Benefits to Historic Renovation** – Under the current Enterprise Zone requirements, in order to take advantage of Enterprise Zone benefits a property that is redeveloped must be used for housing or industrial/office uses. It is proposed that any Qualified Historic Property within an Enterprise Zone be allowed to take advantage of the Enterprise Zone requirements regardless of land-use classification. Benefits should also be bifurcated so that the owner/developer of the property can take advantage of the tax credits and sales tax refund utilizing the jobs created by the tenant of the space as qualification.
4. **Personal Income Tax Exemption for Primary Residence** – An individual taxpayer that purchases a single-family residence within a Qualified Historic Property in an Enterprise Zone as their primary residence may qualify for an exemption of up to a total of \$10,000 in State income tax liability that may be taken over a maximum of five (5) taxable years, starting with date of occupancy. Single-family residence for the purpose of this proposal includes only units in a multi-unit building that are sold by condominium means.

VII. Marketing Plan and Public Relations

The Marketing and Public Relation Plans are being completed by another group at this time. This section is reserved for those plans.

VIII. Proposed Demolition Policies and Procedures

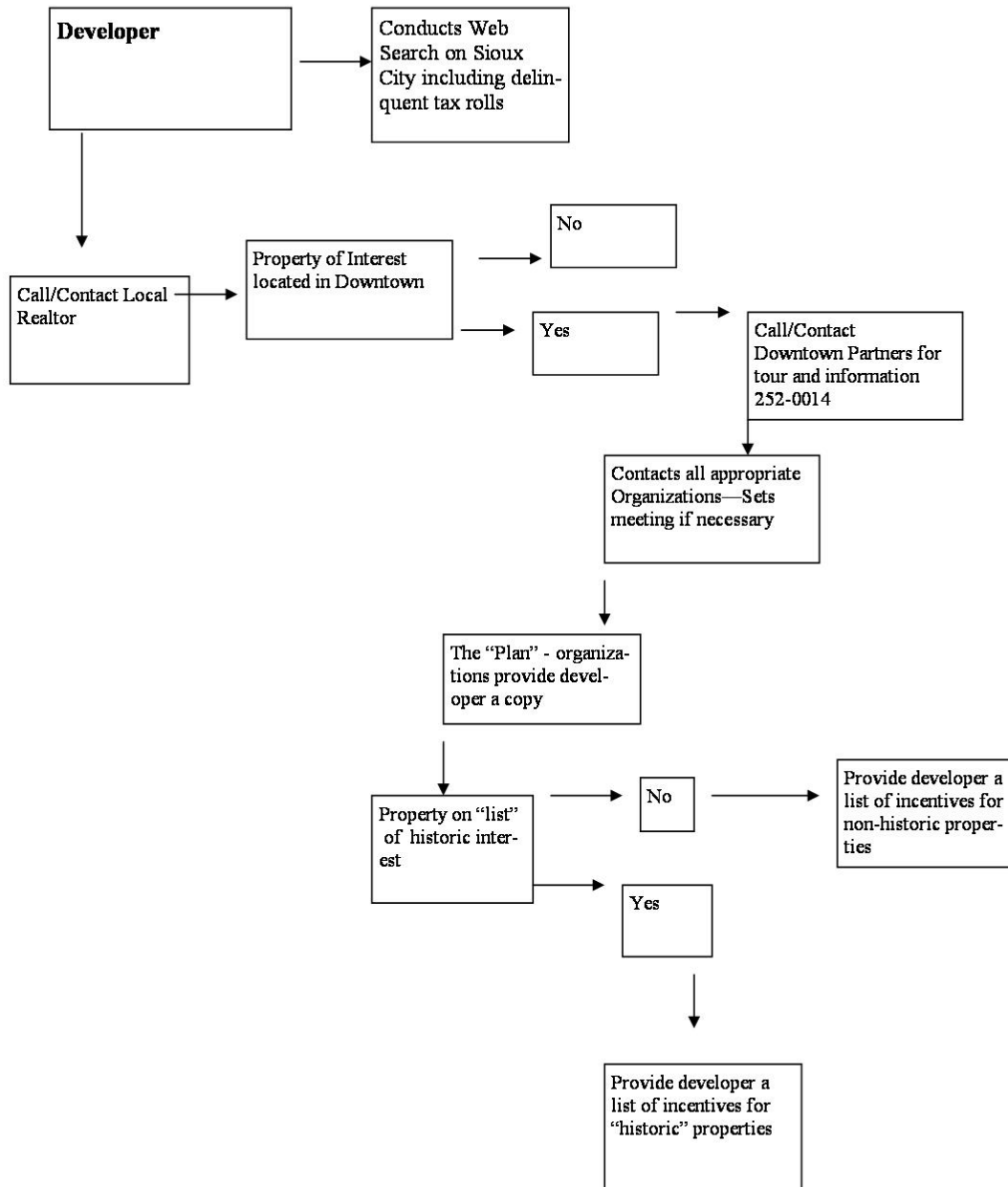
City staff and the Sioux City Historic Preservation Commission have developed policies and procedures for demolition situations that are in the process of final approval. It seems reasonable to accept these rather than develop new policies and procedures for the downtown area.

ACTION NEEDED: The Historic Preservation Commission needs to pursue final adoption of this process

Demolition Review (proposed) Process:

1. Owner signs the demolition permit at the Permit Center (3rd floor city hall)
2. Inspection Services receives and processes the permit – sending the permit to both the Iowa Department of Natural Resources (DNR) and the Sioux City Historic Preservation Commission (HPC) within two working days of receipt of application.
3. HPC is afforded 10 work days to review the permit (runs concurrently with mandatory DNR review). If the HPC takes no action within that 10 day period, then the permit receives automatic “approval.
4. If property is a building that may be of architectural and/or historical significance, then the HPC will request a delay in demolition for a 30 day period. This 30 period will allow the HPC time to conduct an historical evaluation using the National Register criteria. HPC must state why the building is of historical/architectural interest. HPC will photo document the building. Also during the 30 day delay period, HPC will contact property owner to determine whether or not there are alternatives to demolition; if salvaging architectural elements is a possibility; if moving the structure is a possibility.
5. Demo permit granted after 30 day time period has expired.

Proposed Developer Assistance Process



X. Action Plan

Following are the items that shall be completed in order to fulfill the goals and objectives of the Plan. They are taken from the Plan and highlighted into one “Action Plan”.

1. **Inventories and Surveys – ACTION NEEDED:** The Historic Preservation Commission, with assistance from SiouxLandmark, shall finish surveying the remaining defined downtown area to include all properties that are a part of this Plan’s geographic area.

2. **Priority Buildings – ACTION NEEDED:** The four buildings identified as important historic buildings in the downtown need to be actively marketed for rehabilitation utilizing the incentives identified in this plan.

3. **Incentives –** The Proposed Legislative Plan for development of new programs and the improvement of existing programs shall include the following action items.

ACTION NEEDED:

- Definition and Development of Proposed Programs and Changes
- Update the Historic Preservation Study Completed by Cy Wakeman based on current laws and displaying a sample project.
- Develop a Marketing Format for presentation to the members of the Iowa State Legislature.
- Contact and develop endorsements from local legislators, key committee leadership, and the House and Senate leadership.

4. **Demolition Policies and Procedures – ACTION NEEDED:** The Historic Preservation Commission shall pursue final adoption of this process by Council and City staff.

5. **Review and Updating – ACTION NEEDED:** The plan shall be reviewed every 3 years and, if needed, additional historic buildings can be moved to the “Priority” status.

For more information, please contact:

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