

**ROLL CALL ORDER FOR MEETING OF  
February 12, 2024**

Cavanagh, Farber, Jones, Resnick, Roussell, Sprank, Wethal

**Viewing Options**

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**\*Public input will not be accepted during the meeting.\***

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Access Code: **337-661-181**

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- Through the City Clerk's Office email at [ctyclerk@cityofdubuque.org](mailto:ctyclerk@cityofdubuque.org)



**CITY OF DUBUQUE, IOWA  
CITY COUNCIL MEETING**

Historic Federal Building: 350 W. 6th Street -  
Second-Floor Council Chambers.

Virtual viewing options are also available. Please see  
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February 12, 2024

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**SPECIAL SESSION**

**6:00 PM**

**WORK SESSION**

**1. Chaplain Schmitt Island Redevelopment Plan**

Dubuque Racing Association President and CEO Alex Dixon and consultants from RDG Planning & Design will present the Redevelopment Plan for Chaplain Schmitt Island.

**CLOSED SESSION**

**Purchase or Sale of Real Estate – Chapter 21.5(1)(j) Code of Iowa**

## **ADJOURNMENT**

The agenda with supporting documents may be accessed at [www.cityofdubuque.org](http://www.cityofdubuque.org) or at the City Clerk's Office, 50 W. 13th Street, during regular business hours.

This notice is given pursuant to Chapter 21, Code of Iowa, and applicable local regulations of the City of Dubuque, Iowa and/or governmental body holding the meeting.

Written comments regarding the above items may be submitted to the City Clerk's Office, 50 W. 13th St., Dubuque, IA 52001, before or at said time of meeting.

Individuals with limited English proficiency, vision, hearing or speech impairments or requiring special assistance should contact the City Clerk's Office as soon as feasible at (563) 589-4100, [ctyclerk@cityofdubuque.org](mailto:ctyclerk@cityofdubuque.org) . Deaf or hard-of-hearing individuals can use Relay Iowa by dialing 711 or (800) 735-2942.

## City of Dubuque Special Meeting

## Roll Call # 0

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### ITEM TITLE:

### SUMMARY:

Cavanagh, Farber, Jones, Resnick, Roussell, Sprank, Wethal

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### SUGGESTED DISPOSITION:

## City of Dubuque Special Meeting

### Work Session - Bottom # 01.

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**ITEM TITLE:** Chaplain Schmitt Island Redevelopment Plan  
**SUMMARY:** Dubuque Racing Association President and CEO Alex Dixon and consultants from RDG Planning & Design will present the Redevelopment Plan for Chaplain Schmitt Island.

**SUGGESTED  
DISPOSITION:**

**ATTACHMENTS:**

**Description**

MVM Memo

Staff Memo

Presentation

**Type**

City Manager Memo

Staff Memo

Supporting Documentation



**TO:** The Honorable Mayor and City Council Members

**FROM:** Michael C. Van Milligen, City Manager

**SUBJECT:** Work Session – Chaplain Schmitt Island Redevelopment Plan

**DATE:** February 8, 2024

Economic Development Director Jill Connors is submitting information for the February 12, 2024, work session at 6:00 p.m. for a presentation from Dubuque Racing Association President and CEO Alex Dixon and consultants from RDG Planning & Design on the Redevelopment Plan for Chaplain Schmitt Island.

  
Michael C. Van Milligen

MCVM:sv  
Attachment

cc: Crenna Brumwell, City Attorney  
Cori Burbach, Assistant City Manager  
Jill Connors, Economic Development Director  
Alex Dixon, Dubuque Racing Association President & CEO



Economic Development  
Department  
1300 Main Street  
Dubuque, Iowa 52001-4763  
Office (563) 589-4393  
TTY (563) 690-6678  
<http://www.cityofdubuque.org>

**TO:** Michael C. Van Milligen, City Manager

**FROM:** Jill M. Connors, Economic Development Director

**SUBJECT:** Work Session – Chaplain Schmitt Island Redevelopment Plan

**DATE:** February 7, 2024

During a February 12, 2024 work session at 6:00 PM, Alex Dixon from DRA and consultants from RDG Planning & Design will present the Redevelopment Plan for Chaplain Schmitt Island to the City Council. Multiple City staff will also be in attendance to address questions, as needed.



# **SCHMITT ISLAND**

**DEVELOPMENT PLAN**  
**February 12, 2024**



# Agenda

1. Vision + Background
2. Development Program
  1. Vision
  2. Systems
3. Economics
  1. Financial Feasibility
4. Next Steps







# Development Vision

# Development Plan Purpose – Why Now?

1. Significant investments are being made which will change Schmitt Island's standing within the community and region.
  1. Casino Renovation
  2. Hotel Expansion
  3. Amphitheater
  4. Raise Grant / 16<sup>th</sup> Street Improvements
2. Market conditions have changed considerably over the past year, and especially from 2014/2017
3. The demand for natural resource / water centric activities have never been higher over the past 25 years – there is an opportunity to capitalize on Schmitt Island's location and proximity to the river.

# Plan Objectives

1. To fulfill the island's vision of "Dubuque's Gateway to Entertainment and the Mississippi," creating a regional destination.
2. To create a place where people of all ages, abilities and backgrounds can experience Dubuque's beauty and high quality of life.
3. To *leverage* the significant public and private investments that have been made within and around the island.
4. To attract investment from Local, Regional and national sources, serving as a model development for Dubuque's riverfront.
5. To ensure commercial, residential, entertainment and recreation uses are "right sized" and in sync with the market.

# Plan Objectives Continued...

6. To review existing city ordinances or policies that may impact how development occurs on the Island.
7. To evaluate the regulatory impacts on floodplain and floodway development, specific to this development initiative.
8. To restore and enhance the island's natural resources.
9. To evaluate the Island's infrastructure and mobility opportunities.
10. To determine the highest and best development use, given these objectives.

# Policy Alignment

## LOOKING AHEAD

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Over the course of three sessions in August, City Council members affirmed the 15-year vision statement and mission statement and identified eight five-year goals for the city.

They also identified top and high priorities for a 2023-2025 policy agenda as well as in-progress projects and capital projects for 2023-2025.



## FIVE-YEAR GOALS: 2023 - 2025

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- **Vibrant Community:** Healthy and Safe
- **Financially Responsible, High-Performance City Organization:** Sustainable, Equitable, and Effective Service Delivery
- **Robust Local Economy:** Diverse Businesses and Jobs with Economic Prosperity
- **Livable Neighborhoods and Housing:** Great Place to Live
- **Sustainable Environment:** Preserving and Enhancing Natural Resources
- **Connected Community:** Equitable Transportation, Technology Infrastructure, and Mobility
- **Diverse Arts, Culture, Parks, and Recreation Experiences and Activities**
- **Partnership for a Better Dubuque:** Building Our Community that is Viable, Livable, and Equitable







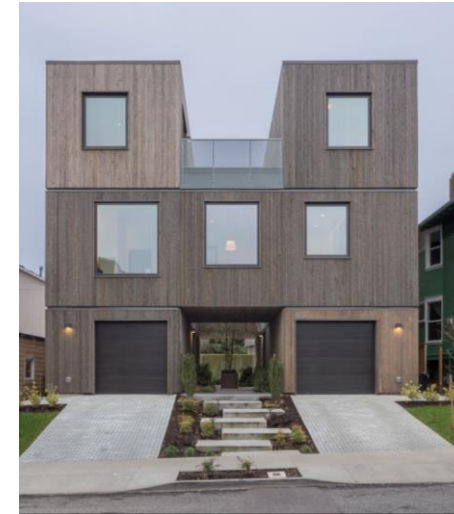
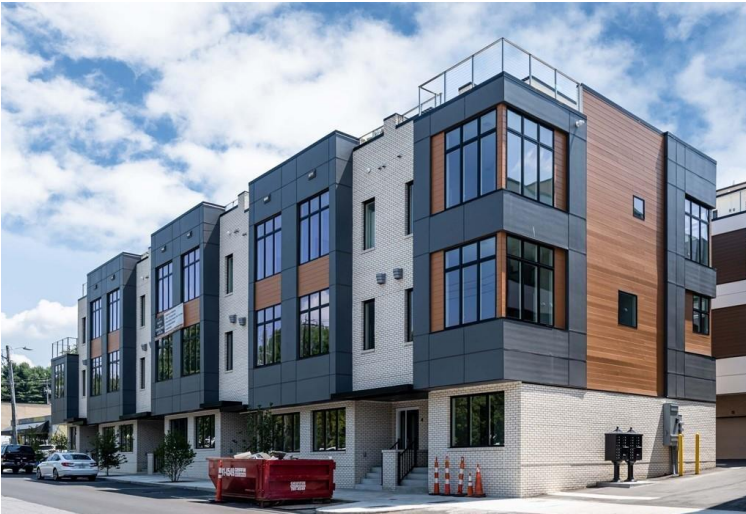
# Development Program



# 2024 Development Program Establishment

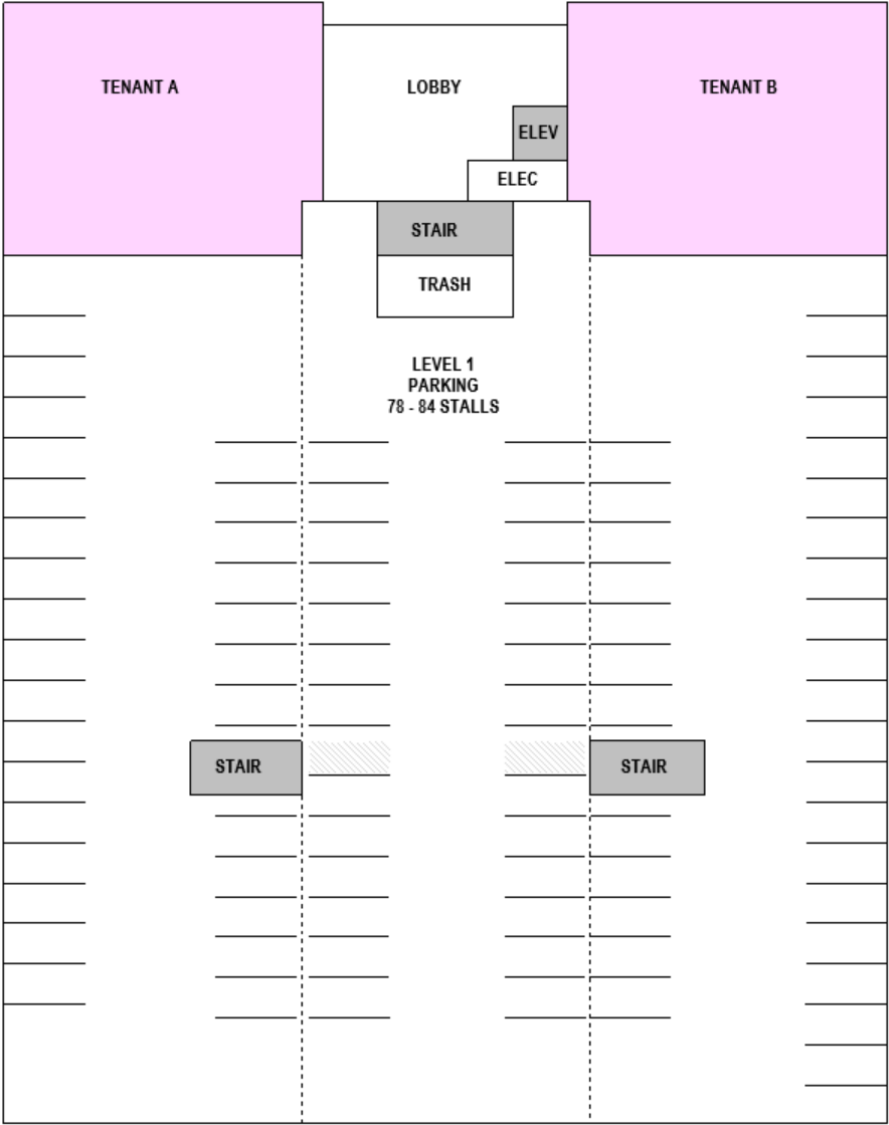
1. Developer Interviews
2. Stakeholder Meetings
3. Market Research
4. Development Program
5. Regulatory Review
6. Development Costs
7. Policy Considerations
8. Highest and Best Use

# Living – Townhomes/ Apartments





# Apartments – Scheme 1 Level 1

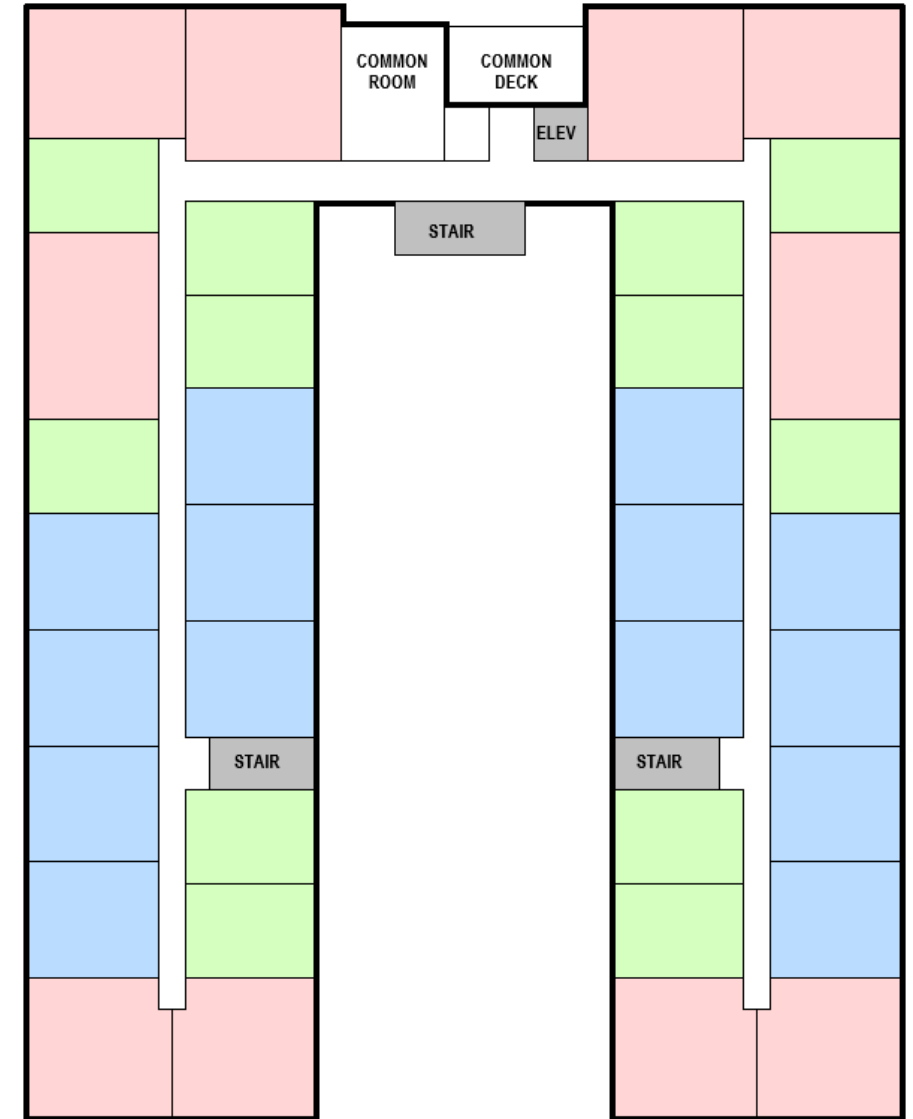




# Apartments – Scheme 1 Level 2 -3

Name	Count	Area / Qnty	Unit	Extension	Remarks
<b>Residential Units</b>					
00.01 1 BD A	24	610	SF	14,640	33.3% Unit Mix
00.02 1 BD B	28	750	SF	21,000	38.9% Unit Mix
00.03 2 BD A	8	971	SF	7,768	11% Unit Mix
00.04 2 BD B	4	1105	SF	4,420	5.6% Unit Mix
00.05 2 BD C	4	1190	SF	4,760	5.6% Unit Mix
00.06 2 BD D	4	1218	SF	4,872	5.6% Unit Mix
SUBTOTAL RESIDENTIAL UNITS	72			52,588	
<b>01.00 Resident Support</b>					
01.01 UPPER LEVEL CORRIDOR	2	3,718	SF	7,436	
01.02 ELEVATOR	3	140	SF	420	
01.03 STAIR #1	3	260	SF	780	
01.04 STAIR #2	3	260	SF	780	
01.05 STAIR #3	3	260	SF	780	
01.06 MECH / ELEC / TRASH	1	620	SF	620	
SUBTOTAL RESIDENTIAL SUPPORT				10,816	
<b>02.00 Public Space</b>					
02.01 LOBBY	1	1764	SF	1,764	
02.02 COMMON ROOM	2	810	SF	1,620	
02.03 COMMON DECK	2	749	SF	1,498	
02.04 TENANT SPACE	2	3,916	SF	7,832	
SUBTOTAL PUBLIC SPACE				4,882	
Subtotal - Net assignable SF (NSF) (01-10)			SF	68,286	
Subtotal Building Factor - Non-assignable SF		0.10	SF	6,829	(% = Walls, Chases, Pathways, Interstitial spaces)
<b>TOTAL FLOOR AREA</b>				<b>75,115</b>	
NOTE: DOES NOT INCLUDE AREA OF COVERED PARKING OR SUFACE AT LEVEL 1					

1 BD A Unit – (610SQ FT)
  1 BD B Unit – (750 SQ FT)
  2 BD Unit – (971-1218 SQ FT)



# Hotel

Name	Count	Area / Qnty	Unit	Extension
<b>07.00 Guestrooms</b>				
07.01 QUEEN STUDIO	73	323	SF	23,579
07.02 QUEEN ONE BEDROOM	4	491	SF	1,964
07.03 QUEEN STUDIO - CONNECTING	23	323	SF	7,429
07.04 QUEEN STUDIO - ACCESSIBLE	3	451	SF	1,353
07.05 QUEEN ONE BEDROOM - ACCESSIBLE	4	554	SF	2,216
SUBTOTAL GUESTROOMS	107			36,541
<b>08.00 Guestroom Support</b>				
08.01 GROUND LEVEL CORRIDOR	1	675	SF	675
08.02 UPPER LEVEL CORRIDOR	3	1,150	SF	3,450
08.03 ELEVATOR	4	140	SF	560
08.04 LINEN (UPPER LEVELS)	3	133	SF	399
08.05 ENGINEERING	1	80	SF	80
08.06 HOUSEKEEPING	3	247	SF	741
08.07 ICE (GROUND LEVEL)	1	80	SF	80
08.08 ICE (UPPER LEVELS)	3	25	SF	75
08.09 STAIR #1	4	140	SF	560
08.10 STAIR #2	4	140	SF	560
08.11 STORAGE	1	70	SF	70
08.12 ELEVATOR LOBBY (UPPER LEVELS)	3	229	SF	687
08.13 MECAHNCAIL	1	440	SF	440
SUBTOTAL GUESTROOM SUPPORT				8,377
<b>09.00 Public Space</b>				
09.01 MAIN VESTIBULE	1	100	SF	100
09.02 REAR VESTIBULE	1	100	SF	100
09.03 RECEPTION	1	197	SF	197
09.04 RETAIL	1	76	SF	76
09.05 GATHERING ROOM	1	844	SF	844
09.06 BREAKFAST SERVING COUNTER	1	222	SF	222
09.07 COMMUNITY TABLE SEATING	1	271	SF	271
09.08 LUGGAGE CART STORAGE	1	29	SF	29
09.09 PUBLIC LAUNDRY	1	81	SF	81
09.10 PUBLIC CIRCULATION	1	480	SF	480
09.11 ELEVATOR LOBBY	1	322	SF	322
SUBTOTAL PUBLIC SPACE				2,722

<b>10.00 Public Space Support</b>				
10.01 EMPLOYEE BREAK ROOM	1	198	SF	198
10.02 FRONT DESK	1	120	SF	120
10.03 MANAGER'S OFFICE	1	93	SF	93
10.04 SALES OFFICE	1	115	SF	115
10.05 EMPLOYEE WORK STATION	1	83	SF	83
10.06 PBX ROOM	1	112	SF	112
10.07 PANTRY	1	188	SF	188
10.08 MACHANICAL ROOM 1	1	34	SF	34
10.09 MECHANICAL ROOM 2	1	22	SF	22
10.10 LAUNDRY	1	349	SF	349
10.11 STORE ROOM	1	59	SF	59
10.12 POOL EQUIPMENT	1	38	SF	38
10.13 POOL MECHANICAL	1	70	SF	70
10.14 ELEVATOR EQUIPMENT	1	97	SF	97
10.15 ELEVATOR VESTIBULE	1	177	SF	177
10.16 ELECTRICAL ROOM	1	136	SF	136
10.17 STORAGE	1	95	SF	95
SUBTOTAL PUBLIC SUPPORT				1,986
<b>11.00 Recreation Facilities</b>				
11.01 POOL AREA - Indoor	1	1580	SF	1,580
11.02 POOL RESTROOMS	1	84	SF	84
11.03 FITNESS CENTER	1	525	SF	525
SUBTOTAL RECREATIONAL FACILITIES				2,189
Subtotal - Net assignable SF (NSF) (01-10)			SF	51,815
Subtotal Building Factor - Non-assignable SF		0.10	SF	5,182 (% = Walls, Chases, Pathways, Interstitial spaces)
TOTAL FLOOR AREA				56,997





# Island Master Plan

## Promenades

- Treelined
- Special paving
- Views of the water
- Seating





# Ice Arena Addition



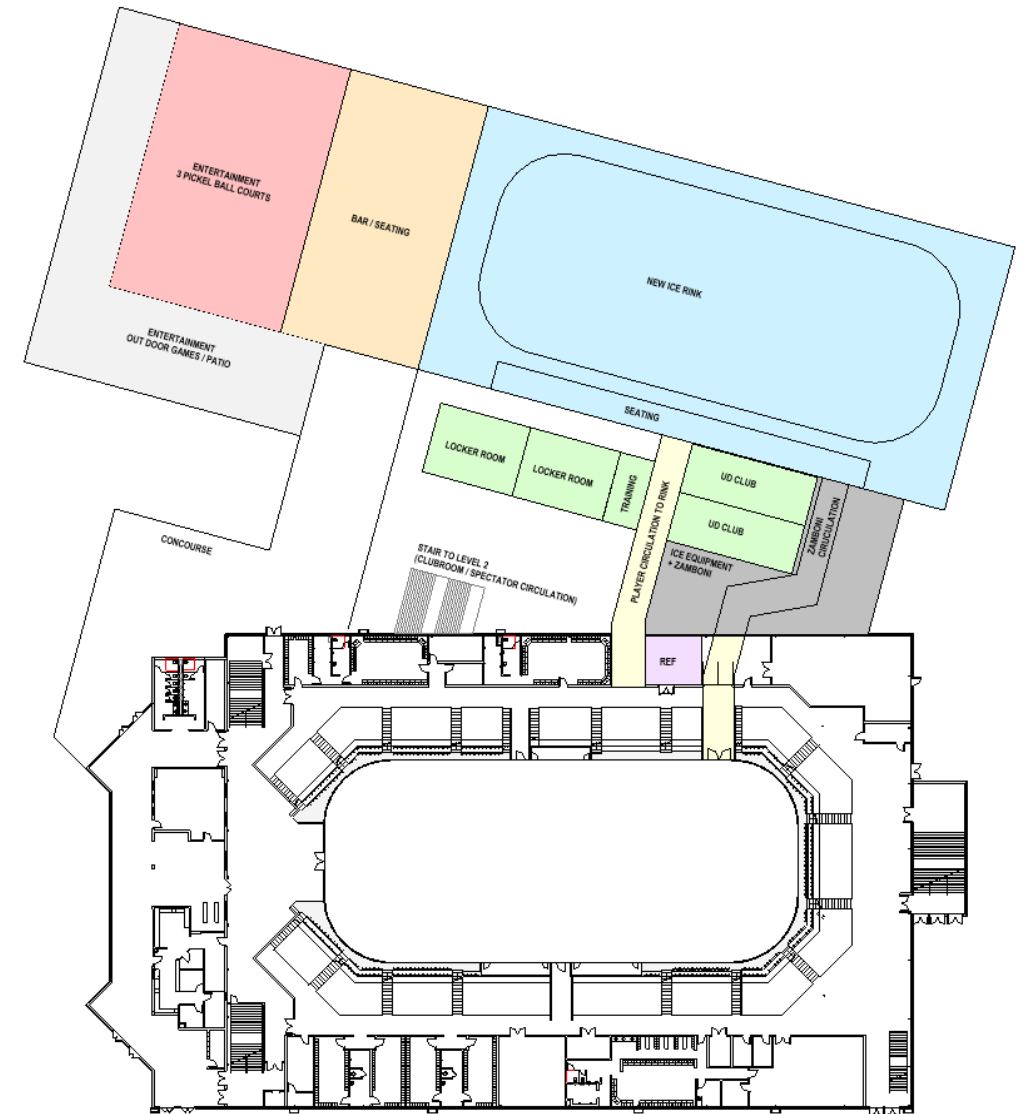
Baxter Arena, Omaha, NE



# Ice Arena Addition

No.	Space / Room Name	Count	Area / Qty	Unit	Interior	Exterior
04.00	Ice Center Addition					
04.01	Ice Rink Size	1	17,000	SF	17,000	-
04.02	Spectator Seating	1	1,600	SF	1,600	-
	Seat Count	300				
04.03	University of Dubuque - Men's Clubhouse	1		SF	1,720	-
	Locker Room, Shower, & Restroom	1	1,500	SF	1,500	-
	Coaches Office	2	110	SF	220	
04.04	University of Dubuque - Women's Clubhouse	1		SF	1,720	-
	Locker Room, Shower, & Restroom	1	1,500	SF	1,500	-
	Coaches Office	2	110	SF	220	
04.05	Locker Rooms - Tournament	4	660	SF	2,200	-
	Locker Room	4	440	SF	1,760	
	Restroom / Shower	2	220	SF	440	
04.06	Training Room	1	250	SF	250	
04.07	Mech / Ice Equipment Storage	1	2,580	SF	2,580	-
04.08	Spectator Restrooms	1	645	SF	645	
<b>Subtotal Ice Center Addition</b>				<b>SF</b>	<b>27,715</b>	<b>-</b>
<b>Total</b>			<b>1.34</b>	<b>SF</b>	<b>37,138</b>	

No.	Space / Room Name	Count	Area / Qty	Unit	Interior	Exterior
01.00	Family Focused Entertainment Area					
01.01	Entertainment Zone			SF	-	8,000
	Outdoor Entertainment	1	8,000	SF	-	8,000
	Pickleball Courts					
	Cornhole					
	Lawn					
00.01	Indoor Entertainment	1	6,900	SF	6,900	-
	Dining	1				-
	Bar	1				-
	Clubroom	1				-
<b>Subtotal Family-Focused Entertainment Area</b>				<b>SF</b>	<b>6,900</b>	<b>8,000</b>





# Island Master Plan



Schmitt Island

# Splash Pad and Skate Ribbon





# Recreation / Entertainment / Destination Play

No.	Space / Room Name	Count	Area / Qnty	Unit	Interior	Exterior
01.00 Family Focused Entertainment Area						
01.01	Entertainment Zone	1	12,200	SF	4,350	9,850
	Skating Ribbon	1	8,000	SF	-	8,000
	Skating Ribbon Equipment	1	1,200	SF	-	1,200
	Skating Ribbon Rental	1	150	SF	150	-
	Splash Zone	1	650	SF	-	650
	Climbing Wall / Bouldering	1	4,000	SF	4,000	-
	Zip Line Operator / HQ	1	200	SF	200	-
<b>Subtotal Family-Focused Entertainment Area</b>				<b>SF</b>	<b>4,350</b>	<b>9,850</b>





# Recreation / Entertainment / Destination Play



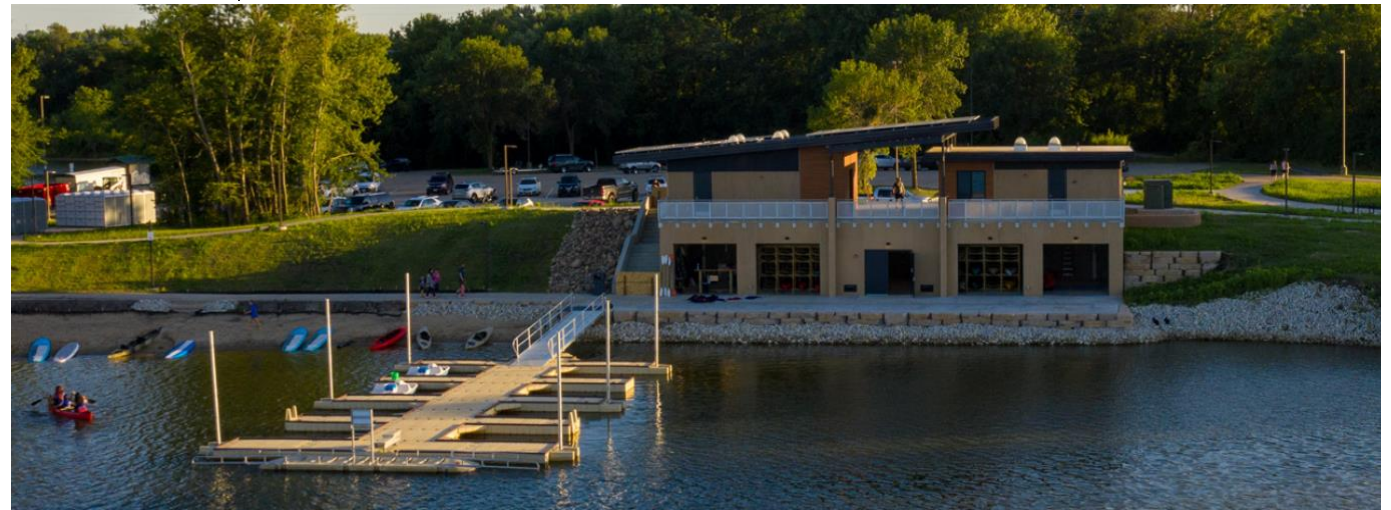
- Inclusive Design
- River Themed
- Challenging Play
- High Capacity
- Restrooms





# Recreation Outpost

No.	Space / Room Name	Count	Area / Qnty	Unit	Interior
Recreation Outpost					
02.01	Lab / Classroom	1	1,500	SF	1,500
02.02	Landscape Restoration equipment garage	1	500	SF	500
02.03	Watersports Rental	1	1,465	SF	1,465
	Office	1	100	SF	100
	Vessel Storage	1	950	SF	950
	Equipment Storage	1	415	SF	415
02.04	Concessions Building	1	300	SF	300
	Concessions	1	200	SF	200
	Storage	1	100	SF	100
02.05	Conference / Gathering Space	1	1,100	SF	1,100
02.06	Public Restrooms	1	420	SF	420
	Women's	1	180	SF	180
	Men's	1	140	SF	140
	Custodial	1	100	SF	100
02.07	Water Taxi	1	1	Dock	
Subtotal Recreation Outpost				SF	5,285
Total Recreation Outpost				1 SF	7,082





# Public Fishing Access – Peosta Channel



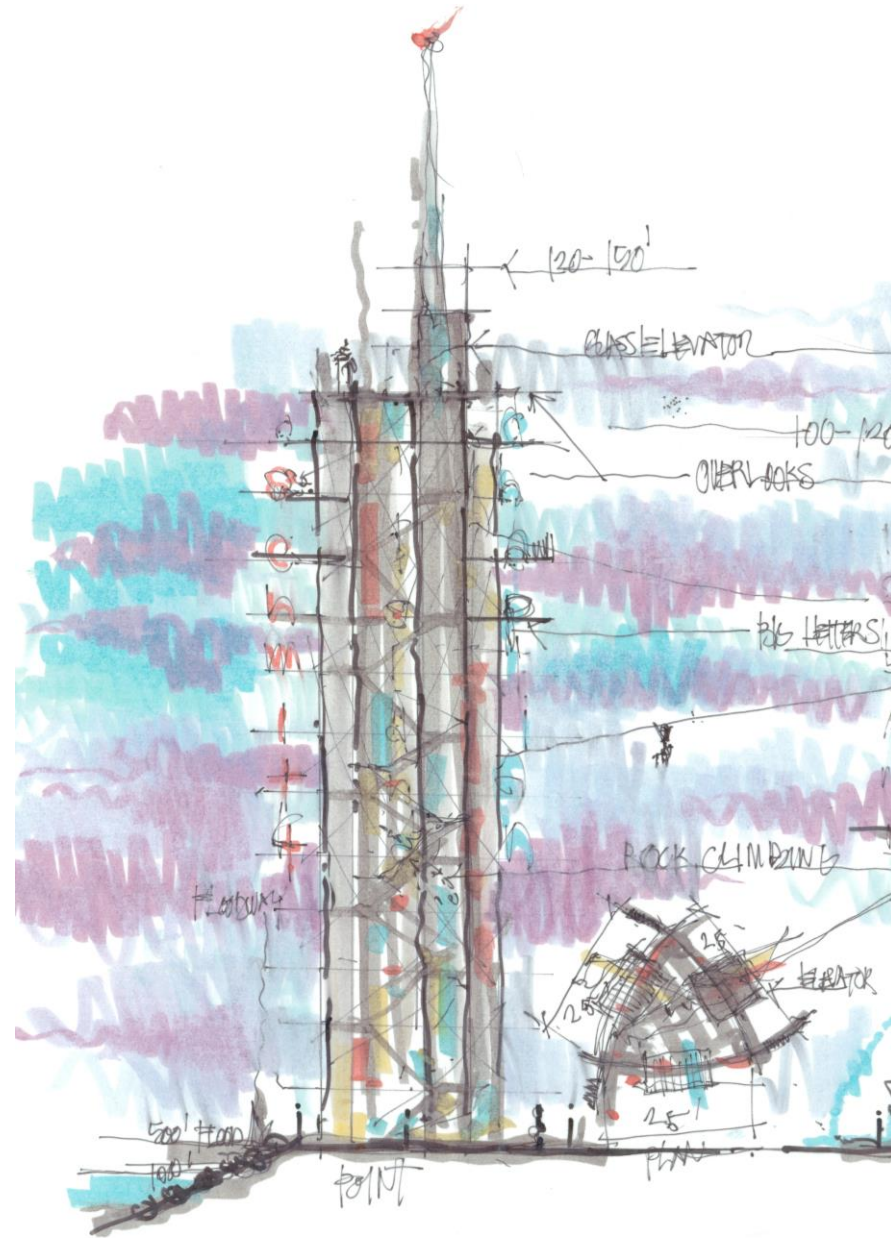
Schmitt Island



# Observation Tower

# Tower

- Year around use
- Beacon
- Observation Deck
- Restrooms
- Elevator
- Stairs
- Concessions/Café



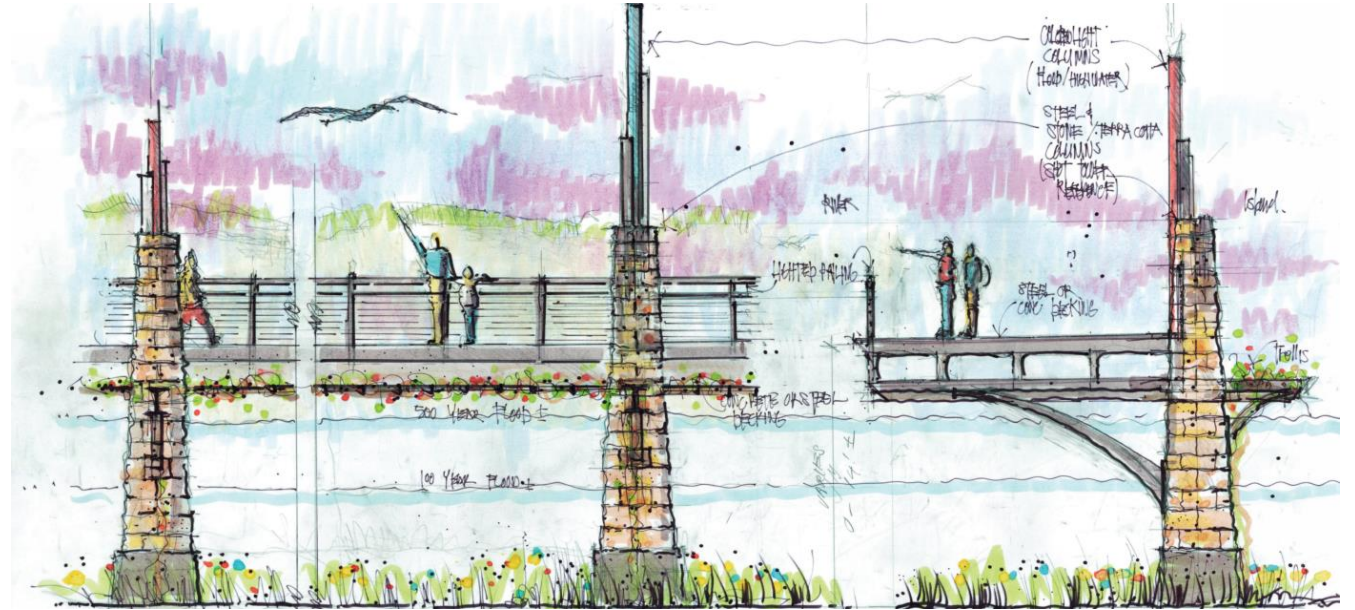


# Island Master Plan

## Boardwalk



Schmitt Island





# Island Master Plan

## RV Park



Schmitt Island

- Year around use
- Paved drives and pads
- Group seating terraces with fire pits
- Shade trees





# Camping

No.	Space / Room Name	Count	Area / Qnty	Unit	Interior
Camping					
05.01	Contemporary Cabins	10	700.0	SF	7,000
05.02	Glamping	10	200	SF	2,000
Subtotal Camping				SF	9,000





# Bridge Lighting



Schmitt Island



# Natural Resources



# Restoration Zones

- King Rail Woods
- Naturalized Lowlands
- Open Upland
- Heron Pond
- Hip-camp
- Woodland Edge
- Open Lowland



# Restoration Objectives

- Create spaces with improved access and managed vegetation for public use and enjoyment.
- Remove invasive species from all Restoration Zones.
- Selective thinning of low-quality native non-invasive species to promote healthy growth of remaining specimens.
- Tree planting with site-appropriate native species to improve woodland quality and diversity.
- Identify and improve potential wildlife habitat sites.
- Develop ongoing maintenance protocol for long term preservation and enhancement of restoration efforts.





# Budget Cost

Zone	Work Summary	Acres	Restoration Per Acre	Budget Cost Per Zone
Woodland Edge	Selected clear and grub, herbicide application, remove materials and haul off. shrub, landscape trees or planting	31.8	\$20,000	\$636,797
Heron Pond	Selected clear and grub, herbicide application, remove materials and haul off. shrub, landscape trees or planting	8.5	\$18,000	\$153,272
King Rail Woods	Selected clear and grub, herbicide application, remove materials and haul off. shrub, landscape trees or planting	10.6	\$18,000	\$190,475
Naturalized Lowlands	Selected clear and grub, herbicide application, materials left in place. Restoration grade shrubs, trees or planting	30.1	\$8,000	\$240,911
Hip-Camp	Selected clear and grub, herbicide application, remove materials and haul off. shrub, landscape trees or planting (existing less dense)	21.2	\$5,000	\$105,904
Open Lowland	Selected clear and grub, herbicide application, remove materials and haul off. shrub, landscape trees or planting (existing, smaller trees, less dense)	5.0	\$5,000	\$24,978
Open Upland	Selected clear and grub, herbicide application, remove materials and haul off. shrub, landscape trees or planting (existing less dense)	1.8	\$5,000	\$9,162

Schmitt Island



- King Rail Woods
- Naturalized Lowlands
- Open Upland
- Heron Pond
- Hip-camp
- Woodland Edge
- Open Lowland



# ***Economic Feasibility***



## Economic Analysis – Key Takeaways

1. Dubuque is growing at a slow and steady pace, but residential development has not kept pace with population and income growth.
2. Schmitt Island today is successfully drawing in visitors from a broader region, with longer length of stay relative to other local attractions.
3. The analysis argues that investments to Schmitt Island will allow it to better penetrate destination markets within 3+ hours, further extending length of stay and benefits.
4. Dubuque is capturing retail shopping activity equal to its population, meaning there is room to increase capture with new unique, well-positioned offerings.
5. The high-end rental apartment market has not kept pace with income and population growth, and there appears to be a shortfall of roughly 400 units.
6. Office markets have been impacted by the COVID-19 pandemic and are not viewed positively in the short term.

# Residential Big Picture

- Construction costs are beginning to recover towards levels where alignment with prevailing incomes will be more supportive of project financials;
- The assessment indicates there is a market for renter-occupied households to afford a premium apartment product;
- Schmitt Island stands out as a unique destination, with serviced portions of the island able to support more extended visitor length of stay relative to other assets; and
- The ability of the island to help Dubuque better penetrate the 3+ Hour drive time market through additional tourism infrastructure.
- There is an opportunity for Schmitt Island to compete for the “triple crown”:
  1. Increase Ground Lease Revenue;
  2. Generate Property Tax; and
  3. Expand Sales Tax Collections



***NEXT STEPS: For  
discussion at a later  
date***

# Key Policy Considerations

1. Residential: work with the City to re-evaluate the permissible uses within the PUD to include residential.
2. Partner with the City to re-evaluate ground lease terms.
3. Collaborate with the City to secure subsidies to prepare the Island for development (e.g. elevate land out of the floodplain).



**City of Dubuque  
Special Meeting**

**Closed Session - Bottom # 0**

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**ITEM TITLE:** Purchase or Sale of Real Estate – Chapter 21.5(1)(j) Code of Iowa  
**SUMMARY:**  
**SUGGESTED**  
**DISPOSITION:**