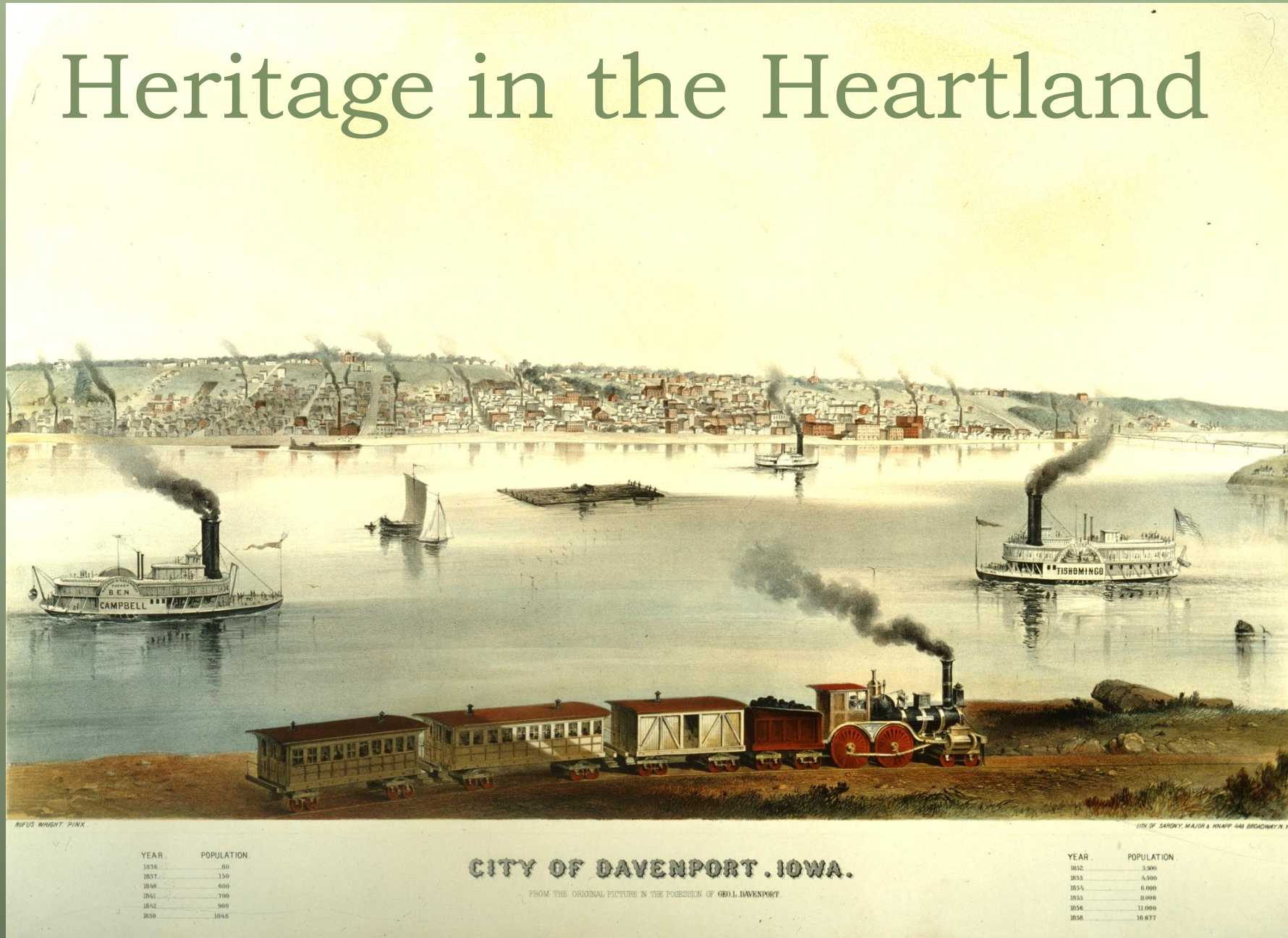


Heritage in the Heartland



A Plan for Davenport

Many thanks to Davenport's Community Planning/Economic Development and Public Works Departments, Berry Bennett, Iowa SHPO, and everyone who attended the SWOT planning meetings for their help in preparing this plan.

Special thanks to Karen Gordon for her insight and Sara Bartholomew for her technical assistance.

*Marion Meginnis
Goucher College
Master of Arts in Historic Preservation
HP 622 - Preservation Planning
April 2016*

Cover: Davenport, 1858. View of the riverfront. State Historical Society of Iowa, Iowa City. Used with permission.

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The Past Belongs to All of Us

“THE PAST IS NOT THE PROPERTY OF HISTORIANS; IT IS A PUBLIC POSSESSION. IT BELONGS TO ANYONE WHO IS AWARE OF IT, AND IT GROWS BY BEING SHARED. IT SUSTAINS THE WHOLE SOCIETY, WHICH ALWAYS NEEDS THE IDENTITY THAT ONLY THE PAST CAN GIVE. IN *THE GRAPES OF WRATH* JOHN STEINBECK PICTURES A GROUP OF OKLAHOMA FARM WIVES LOADING THEIR GOODS INTO AN OLD TRUCK FOR THE LONG TRIP TO CALIFORNIA. THEY DID NOT HAVE MANY POSSESSIONS, BUT THERE WAS NOT ROOM FOR WHAT THEY HAD.

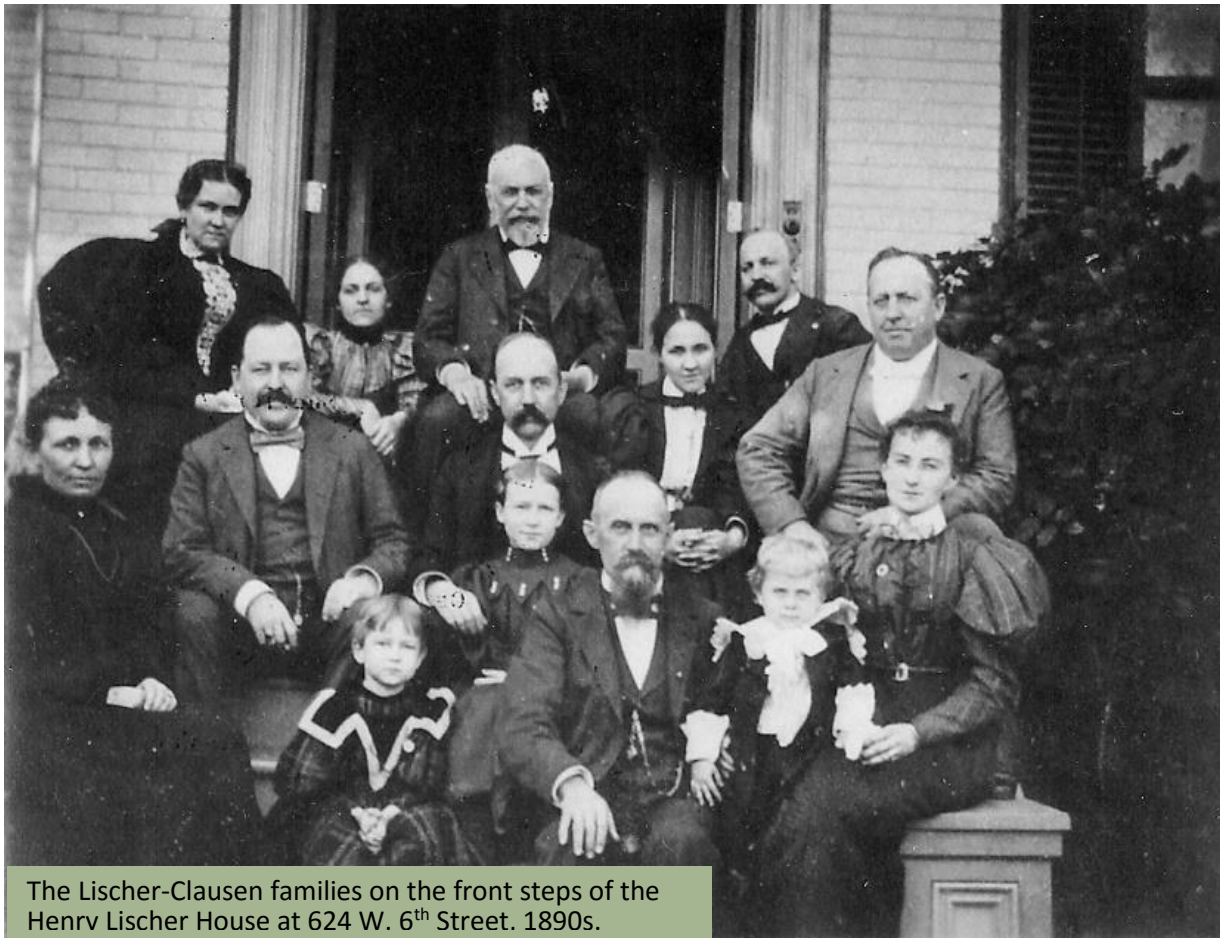
‘THE WOMEN SAT AMONG THE DOOMED THINGS, TURNING THEM OVER AND LOOKING PAST THEM AND BACK. THIS BOOK. MY FATHER HAD IT. HE LIKED A BOOK. PILGRIM’S PROGRESS. USED TO READ IT. GOT HIS NAME IN IT. AND HIS PIPE—STILL SMELLS RANK. AND THIS PICTURE—AN ANGEL. I LOOKED AT THAT BEFORE THE FUST THREE COME—DIDN’T SEEM TO DO MUCH GOOD. THINK WE COULD GET THIS CHINA DOG IN? AUNT SADIE BROUGHT IT FROM THE ST. LOUIS FAIR. SEE? WROTE RIGHT ON IT. NO, I GUESS NOT. HERE’S A LETTER MY BROTHER WROTE THE DAY BEFORE HE DIED. HERE’S AN OLD-TIME HAT. THESE FEATHERS—NEVER GOT TO USE THEM. NO, THERE ISN’T ROOM HOW CAN WE LIVE WITHOUT OUR LIVES? HOW WILL WE KNOW IT’S US WITHOUT OUR PAST?’ (STEINBECK).

THESE ARE NOT MEMBERS OF A HISTORICAL SOCIETY. THEY HAD NEVER SEEN A MUSEUM OR A MEMORIAL. THEY WERE JUST PEOPLE, ASKING A POIGNANT AND UNIVERSAL QUESTION: ‘HOW WILL WE KNOW IT’S US WITHOUT OUR PAST?’ WE DO NOT CHOOSE BETWEEN THE PAST AND THE FUTURE; THEY ARE INSEPARABLE PARTS OF THE SAME RIVER.”

DR. WALTER HAVIGHURST, QUOTED BY CARL FEISS IN U.S. CONFERENCE OF MAYORS, WITH HERITAGE SO RICH (NEW YORK: RANDOM HOUSE, 1966), P. 1-2.

Executive Summary

In 2016, Davenport celebrates its 180th birthday. The six-by-six and-a-half-block area on the Mississippi platted by its city fathers was the road map for the bustling 19th century community that followed, where steamboats tootled their arrivals, trains huffed and puffed across the first bridge spanning the Mississippi, and the first electric street cars west of the river clanged their passage along brick-lined streets.



The Lischer-Clausen families on the front steps of the Henry Lischer House at 624 W. 6th Street. 1890s.

The energy came from entrepreneurs that fueled Davenport's early regional economic development and other settlers who opened small businesses and shops, worked in factories and farmed nearby fields. Their voices, speaking in many of the languages of Western Europe, echoed along the busy downtown blocks, adding a rich cultural mix to America's heartland.

Those voices are silent now. We are left with written records and fading images posed in family portraits, captured in exuberant street scenes or reflective in quiet celebration.

Their most powerful living legacy is found in the built heritage they left behind, along city streets and neighborhood boulevards, in parks that dot the landscape and amid the somber quiet of historic cemeteries.

The practice of historic preservation seeks to maintain what has been left behind, to find new uses for sturdy old buildings, and to retain the unique character bequeathed by the passage of time.

Why is preservation important? Why do old places matter? There are many reasons, both tangible and intangible.

- First, these buildings remind us of those who came before us and give us a sense of wellbeing and stability.
- Second, they are made of quality materials that have stood the test of time. Many easily adapt to new uses.
- Third, they are interesting to look at; their presence helps cities avoid the cookie cutter approach of generic modern architecture.
- Fourth, they provide economic benefit by making communities more attractive to residents and visitors. And, they make affordable incubators for startup businesses.¹

Davenport is fortunate to retain a varied building stock that spans many decades and architectural styles. The city was an early adopter of the tools and methodologies used to survey and qualify its historic infrastructure.

In recent years, it has begun to reap the harvest of those efforts, most notably in its downtown area where building after building has come back to life with new uses and a whole new generation of residents. Near

Locust Street, the energy generated by Hilltop Campus Village has revitalized a slumbering commercial area.

But the story is not as bright in other parts of the city. “South of Locust” remains a pejorative term. Many of our older neighborhoods are challenged by blight, disinvestment and demolition by neglect.²

It is, of course, within these early neighborhoods that most of Davenport’s historic districts and properties are located. That is also the reason why any city historic preservation plan must include strategies for addressing issues of poverty and substandard housing for “big H” neighborhoods—Davenport’s many designated historic districts—as well as the “little h” neighborhoods—as yet undesignated parts of the city’s old urban core. For the purposes of this plan, these are Davenport’s “Heritage Neighborhoods.”

While we have realized some of the early goals set out in the city’s first historic preservation plan, we have failed in other areas to push the initiative beyond its bright beginnings.

It is time to rethink how we will reclaim our past. In this spirit this preservation plan for Davenport is presented.

Goals

The plan outlines five broad goals. The rationale for each is discussed in the pages that follow. A list of strategies and tactics for each completes the plan.

Goal I: Showcase and Market Davenport’s Rich Historic Inventory.

Goal II. Enhance the Natural Synergy Between Heritage and Historic Preservation.

Goal III: Strengthen Davenport’s Core Neighborhoods.

Goal IV: Protect Remaining Infrastructure in Core Neighborhoods.

Goal V: Strengthen Impact/Contributions of Davenport’s Historic Preservation Commission.

The goals were developed by reviewing prior city plans, studying the history of historic preservation from a local, state and national level and by talking to people engaged in historic preservation.

They were honed through two public meetings held in March 2016 that asked participants to discuss the current state of historic preservation in Davenport.

City staff, particularly people in Community Planning/Economic Development and Public Works departments, have been generous in sharing both time and data.



How Historic Preservation Works

2016 marks the 50th anniversary of the National Historic Preservation Act (NHPA), passed by Congress with bipartisan support.

The framework of modern historic preservation in America sprang from the act and its basic tenets:

- It recognized that preservation enriches lives, adds texture and variety to daily living and strengthens local economies.
- It acknowledged that historic preservation begins at home; it provided the mechanism for local governance.
- It challenged the federal government to foster an environment that supported citizens as an “agent of thoughtful change” and required that it, through its own actions, set an example as a preservation leader.
- It sought to work hand in hand with states and cities to address preservation concerns and opportunities.
- It established the National Register, a process by which properties in communities all across America could be recognized and recorded as historically significant.¹

The federal agency responsible for managing these relationships is the National Park Service (NPS) which is itself celebrating its 100th anniversary in 2016.

At the core of the national preservation mechanism is the National Register of Historic Places, a list of buildings, structures and sites deemed significant at national, state and local levels. It is the eligibility of these properties for listing on the Register which can provide recognition, review prior to proposed demolition, or offer eligibility for tax incentives or other preservation funding.

LISTING IN THE NATIONAL REGISTER

In general, in order for a property to be eligible for listing on the National Register of Historic Places, it must be at least fifty years old and possess both historic significance and integrity:

Integrity must be evident through historic qualities including location, design, setting, materials, workmanship, feeling, and association.

Significance may be found in four aspects of American history recognized by the National Register:

- association with historic events or activities or
- association with important persons or
- distinctive design or physical characteristics or
- potential to provide important information about prehistory or history.

A property must meet at least one of the criteria for listing.

In 2016, that means that a building erected in 1966 meets the fifty-year age threshold. It is sometimes hard to think of buildings still in use as “historic.” But their construction techniques and significance to the community can mark a unique point in time that is as important as buildings erected a hundred years ago.

And age alone does not determine eligibility; properties must also meet the integrity and significance criteria.

Owner permission for listing is also required.

The NHPA required that states establish offices to coordinate the gathering and registering of historic properties and through which federal preservation activities and funding would flow. These State Historic Preservation Offices (SHPOs) are the conduit between local entities like the city of Davenport and the National Park Service.

The act also enabled but did not require the establishment of local historic preservation commissions (HPCs). Each HPC develops its own ordinance and list of responsibilities; they may range from very broad to very narrow and their scope varies from city to city. The common focus of every HPC is preservation of a city’s historic assets.



How Are Properties Listed?

The process by which properties are listed in the National Register, whose listings number more than 90,000, is managed by the NPS. The process begins with a survey of a property during which historical and physical data are gathered and compiled into the National Register nomination. These may be done by individuals, municipalities or professional consultants. The nominations are passed to the SHPO and local HPCs for a first review. An appointed volunteer committee, the State National Register Nomination Review Committee (SNRC) performs the final state level review before the nomination is sent to the NPS for ultimate approval. At any point in the process, the nomination can be rejected or sent back for revisions. But once it has passed successfully through all reviewers, the property is listed in the National Register.

Rehabilitation Tax Credits

Income-producing properties listed in the National Register may be eligible for rehabilitation tax credits. The credits are equal to 20% of qualified rehabilitation costs. Work plans must follow a list of guidelines called the *Secretary of the Interior Standards for Rehabilitation* (Appendix 1, page 30). These standards focus on retention of historic elements and appropriate uses of materials and techniques. As with National Register nominations, proposed plans are reviewed first by SHPOs and then the NPS.³

Heritage Tourism

Tourism simply doesn't go to a city that has lost its soul.

Arthur Frommer, Travel Writer



Davenport Beginnings

The celebration of the nation's 200th anniversary kicked interest in historic preservation into high gear across the country. With the Bicentennial underway, Davenport's first venture into historic preservation was the 1976 renovation of the 1860s Collins House, a city-owned farm house, for use as a senior center. Restoration of the Antoine LeClaire House and the Civil War-related Annie Wittenmeyer Complex soon followed.⁴

Many of the city's early preservation surveys and listings depended on the work of grass roots volunteers coordinated by unpaid County Liaison Officers appointed by the state SHPO; Iowa's office was established in 1974.⁵

A formal planning study for the Village of East Davenport marked the city's first effort to survey an historic district. A professional planning firm was hired; it was assisted by local volunteers. In 1979, with interest in preservation continuing to grow and with new federal funding available, the city hired a young planner to survey its historic structures. Marlys Svendsen became the first full time historic planner hired by any Iowa city.⁶

Svendsen broke the project into three phases. The Davenport initiative set as its goal both surveys and nominations. At that time, most Iowa cities were committing to only surveys.⁷ The city employed the use of "multiple property documentation," a new approach implemented by NPS in response to the volume of nominations being received.⁸ From that work emerged twelve historic districts and 249 individually listed properties.⁹

The newly devised multiple property format allowed researchers to focus on neighborhoods as a whole. It did not require detailed research on every property in the proposed district. Only highly significant properties were given in-depth submissions. Single buildings, most frequently located outside these districts, received individual nominations.¹⁰

This broad approach allowed the researchers to work efficiently. Their efforts left Davenport the distinction of having more properties in the Register than any other city in Iowa.¹¹

Svendsen then turned her attention to a comprehensive, seventy-six page 1986 historic preservation amendment that was added to the city's comprehensive plan. The amendment recommended:

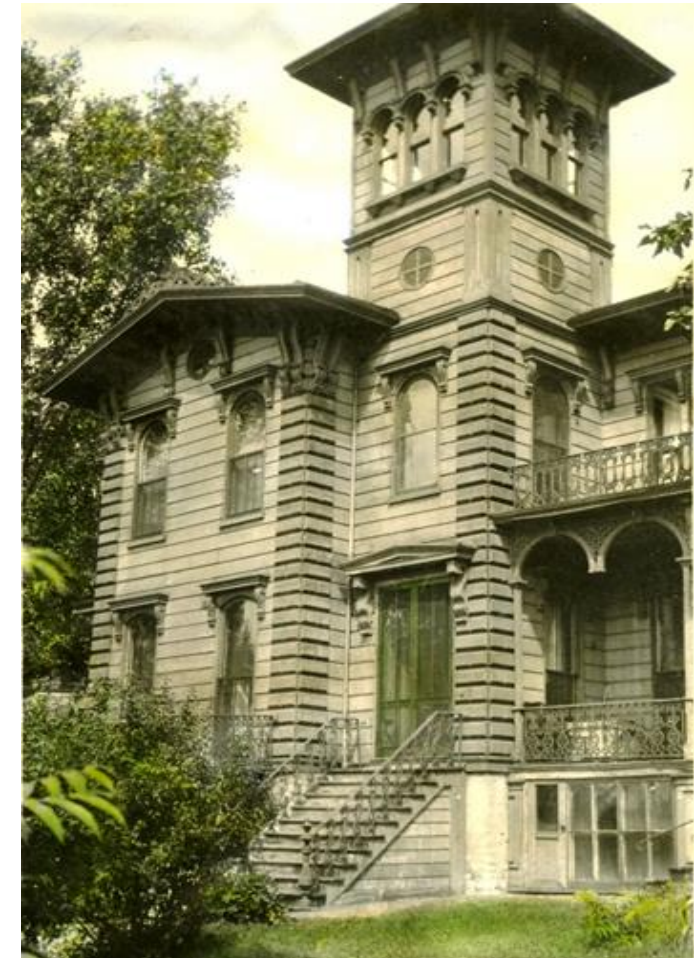
- Municipal code changes to assist preservation through zoning and land use, codes and planning, and regulations.
- Passage of a city preservation ordinance.
- Development of a public education program for both the public and school children.¹²

Fallout from the Farm Crisis

As Svendsen was finishing her work, the impact of the farm crisis hit Davenport; the city lost jobs and population.¹³ Historic preservation took a back seat to survival.

About the same time, "Rejuvenate Davenport," was organized to find ways to revitalize a struggling downtown and a sagging regional economy. Their solution was to purchase and demolish buildings in the central business district, believing that the cleared parcels could entice developers. When the final building

fell, more than fifty structures, some recently included in the National Register listing process, were gone.¹⁴



Preservation in Davenport after 1990



Davenport c 1910-1915
Source: Putnam Museum
and Science Center

In late 1991, the city passed its Historic Preservation Ordinance. A nine-member Historic Preservation Commission and a process for declaring buildings or sites of particular importance eligible for listing in a local Davenport Register.¹⁵

After 1985, additional National Register survey and listing activities slowed. Existing districts were resurveyed and a few new districts were added. In 1999, residents of the Hamburg Historic District voted to designate a portion of their neighborhood as a Local Historic District.¹⁶

In 2005, the city issued its 2025 Comprehensive Plan, the first new plan since 1977. A section was devoted to historic preservation and its place in the Davenport.

Related goals included:

- Strengthening the built environment by reducing the number of abandoned buildings through surveying and incentives.
- Encouraging development of sympathetic design principles, greenspace and public art.
- Reinforcing downtown as a recreational, cultural, entertainment and government center and improving its housing options.
- Creating a positive business environment by promoting the city's historic preservation leadership, heritage tourism; encouraging adaptive reuse.
- Marketing the strengths of the Quad City regional bi-state community.
- Improving regional wayfinding.¹⁷



Citizen Activity

Historic preservation in Davenport takes many forms. It may include individuals or developers rehabilitating homes and commercial buildings. It is not-for-profit organizations whose members enjoy visiting heritage properties, engaging in restoration of buildings, or supporting historic properties or parks. It includes neighbors who spend time in museums and libraries researching the lives of those responsible for erecting the homes they live in.

The City's Involvement

There is a public face to preservation as well. As a Certified Local Government (CLG) and as economic development resource, the city of Davenport plays an active role.

Historic Preservation Commission

The city's Historic Preservation Commission (HPC) is the local government mechanism. Its responsibilities include:

- Recommending to city council properties or districts proposed for listing in the National Register or properties or districts seeking to be added to the city's local register.
- Reviewing demolition requests for any property listed in the National Register or included in the Davenport Local Register.
- Review of proposed exterior changes to properties in local historic districts or locally landmarked buildings and the granting or denial of certificates of appropriateness for the work.



PRESERVATION HERO GRAVELY CONCERNED

Meet Dustin Oliver, a Quad City history buff who recently was successful in getting Davenport's Oakdale Cemetery listed on the National Register of Historic Places. Dustin isn't a preservation "professional" and he doesn't work for Oakdale. He's a guy who fell in love with the legacy of the people who built Oakdale and are buried there. And he's concerned that, with descendants no longer in the area, the cemetery's monuments are falling into disrepair.

Because cemeteries are not typically listed in the National Register, Oliver's nomination went "above and beyond" to quote the Iowa SHPO. His one-hundred-plus-page nomination was accepted by NPS in 2015.* In many ways, Oliver is more typical of the first people who nominated Davenport properties to the Register; that effort depended heavily on local volunteers. While the maturing of the historic preservation movement has spawned an industry of professional consultants, Oliver is a refreshing reminder of the important contribution that a single citizen can make.

*Source: Alma Gaul, "Beyond the Grave: Honoring our Quad-City Cemetery History," Quad City Times, June 14, 2015.

- Through an agreement with the Parks Department, the HPC also approves changes to eleven historic city-owned parks and properties.
- In conjunction with the Public Works Department, the HPC approves changes for some of the city's historic brick streets.

The HPC also offers the option of informal work sessions to explore preliminary rehabilitation plans. HPC decisions can be appealed to the City Council.

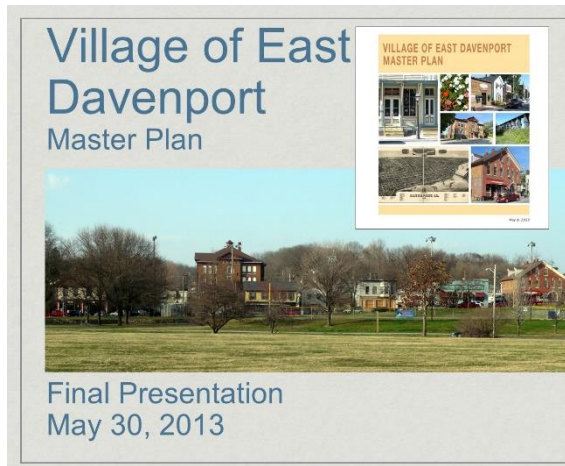
The HPC is comprised of nine volunteer commissioners, appointed by the mayor and serving three-year terms, who meet monthly. Per the HPC ordinance, membership is to include individuals with expertise in fields pertinent to historic preservation, residents of historic districts, as well as some at large members. Because the level of oversight of historic properties varies depending in their designation or locale, the responsibilities of the HPC have, at times, proven to be hard to understand. Application materials are available online at the Davenport city website. However, navigation to the HPC page is somewhat complicated and there is no central "Historic Preservation" repository which might be useful to individuals looking for more information. The HPC also has no formal training process for new commissioners.

Staff Participation

The HPC works with a staff liaison located in the planning division of the Community Planning/Economic Development (CPED) Department. The liaison is also responsible for the city’s interaction with the SHPO. The city’s planning division has been reduced from twelve employees in 2007 to four in 2016. Because this staffer has other CPED duties, the number of hours typically devoted to historic preservation average twenty to thirty percent of his time. The HPC liaison is available to anyone with questions regarding the HPC, its procedures or application process.

While there has been no annual budget for historic preservation for several years, city dollars and staff time have been allocated for preservation-related planning on a project basis such as new National Register surveys or resurveys. City staff are often the first contact for developers specializing in historic preservation projects.

In 2013, the city paid 90% of the \$121,600 cost for a master plan for the commercial core of the Village of East Davenport, a mixed-use National Register historic district. The Village SCHMID and a community not-for-profit picked up the balance.¹⁸ The plan, produced by Winter & Company, included many



elements that touched on the district’s heritage and built environment.¹⁹

The city’s historic riverfront has been the subject of two extensive planning initiatives, a “2004 RiverVision” plan and a 2014 “RiverVision 2014 Update,” both spurred by proposed developments in LeClaire Park. The same outside planning group provided continuity and facilitated the public meetings and plan development for both efforts.²⁰

The city has also allocated staff planning resources to several initiatives that focus on heritage neighborhoods and transportation routes both in and out of designated historic areas.²¹



Several years ago, a Recognized Neighborhood program was introduced; neighborhoods were encouraged to formally organize associations with bylaws, regular meetings, and elected officers. To date,

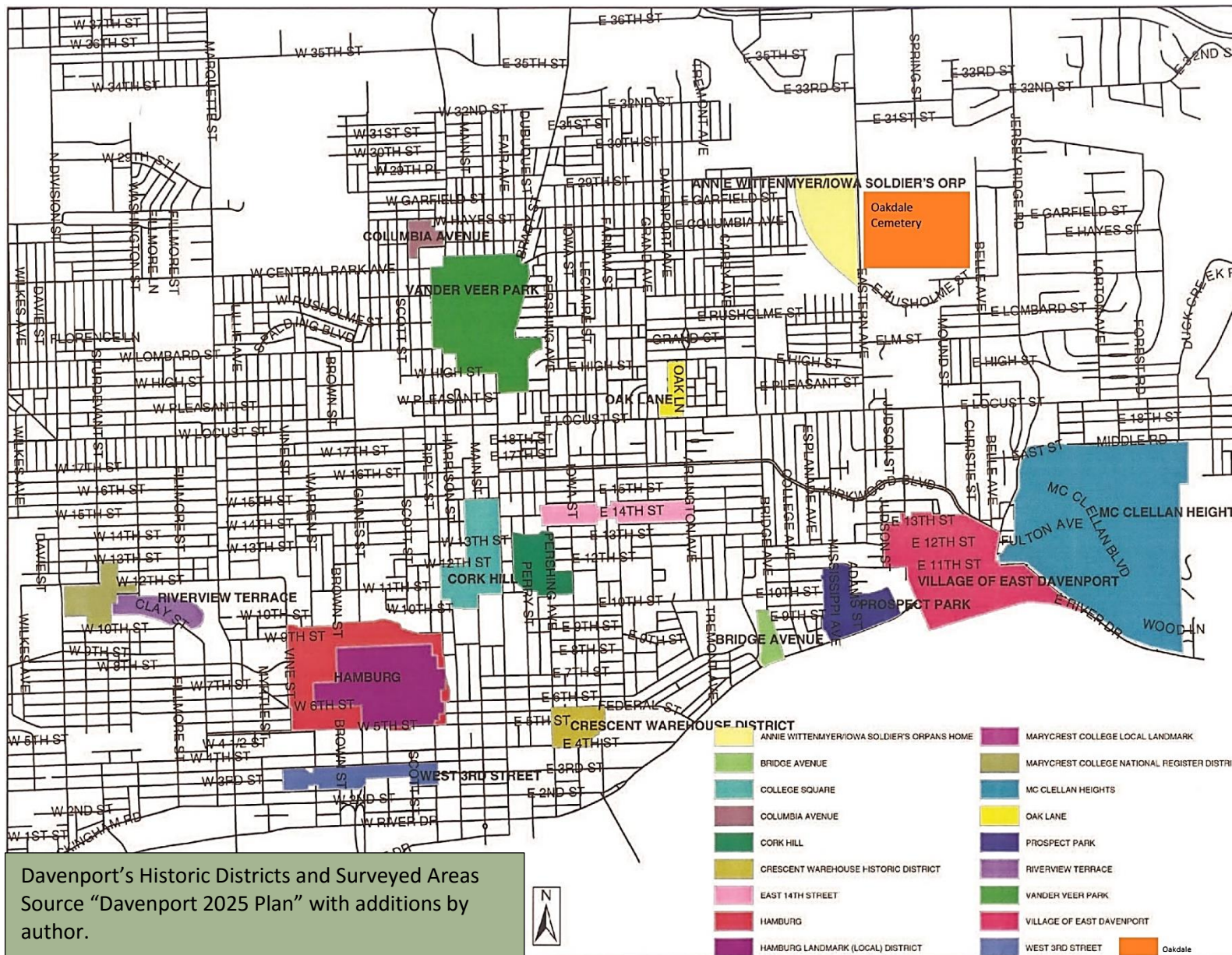
twenty one neighborhoods have qualified. For many, this marks their first effort to officially establish themselves. A number of these groups are within or overlap the city’s historic districts.²² Some associations are very active and others are not.

Most recently, Davenport obtained a limited CLG grant to fund a National Register re-survey of the Hamburg Historic District. The grant provides limited funding for a professional to write and submit the nomination and has required dedicating many staff and volunteer hours to research.

Design Review Board

Davenport’s Design Review Board is an eleven-member appointed body that reviews major exterior renovations or additions for the central business district, the Village of East Davenport, the Hilltop Campus Village as well as most of the city’s core neighborhoods.

Since most of the city’s historic districts are not designated as local districts, and so not subject to review by the Historic Preservation Commission, the Design Review Board plays a key role in ensuring that changes or additions are sympathetic to the over design within historic districts and heritage neighborhoods.



Davenport's Historic Districts and Surveyed Areas
 Source "Davenport 2025 Plan" with additions by author.

Davenport's Historic Inventory

The city's registered historic buildings include those included in the city's Local Register, contributing structures in National and Local Register districts and National Register individually listed properties. The greatest number of these are located within the city's historic districts.

Getting an accurate count of the total number of buildings is, at best, a moving target since new ones are constantly being added and others being lost to fire or demolition. Davenport has about 1650 listed buildings inside and outside its seventeen historic districts:

Iowa Soldiers' Orphans' Home (Annie Wittenmyer) Historic District. This Civil War campus along Eastern Avenue was repurposed as a home for orphans of Civil War veterans, remaining in operation as an orphanage and then a home for troubled youth until 1975.²³

Bridge Avenue Historic District. The houses along the avenue are diverse examples of mid- 19th century domestic architecture built along the hill rising from what was once a commercial and industrial district below.²⁴

College Square Historic District. Running along primary transportation corridors, this district combines both residential and institutional elements. Churches and Central High School are joined by significant single and multifamily homes built by important Davenport architects.

Columbia Avenue Historic District. Davenport's only example of a multi-family dwelling district, Columbia Avenue is believed to be the earliest example of this type of development in the city. It has retained a remarkable level of integrity since the first building was erected in 1930.²⁵

Cork Hill Historic District. This district sits between the Palmer College campus and the Sacred Heart Cathedral campus. It is characterized by houses of grand style and many of more vernacular construction. The district's significance has been damaged by a significant amount of demolition to its historic fabric.

Crescent Warehouse Historic District. This group of intact commercial buildings on downtown's east side is significant for its contribution to the city's late 19th century emergence as a regional warehouse center. Recently, many buildings have been repurposed as apartments.²⁶

East Fourteenth Street Historic District. Running along Fourteenth Street east of Harrison, the houses in this residential district were built when residential architecture was transitioning from eclectic Victorian to Classical Revival.

Hamburg Historic District. Located between 5th and 9th Streets, and Ripley to Vine, this section of the old German neighborhood is residential, and includes the largest collection of historically significant homes in the city. Many 19th and early 20th century types are represented. A smaller section is also designated as a local historic district.



Marycrest College National Historic Register District. This district includes buildings constructed for Marycrest College that opened in 1938 as well as earlier residential buildings incorporated into its campus. The district has been repurposed into senior citizen housing. A smaller section of the campus has been designated as a local district.²⁷

McClellan Heights Historic District. Located on the city's east side, this residential district occupies 400 acres and includes buildings erected between 1905 and 1940. It is the oldest planned subdivision included in the city's historic districts. As designed, its winding streets and avenues represent a significant departure from the grid pattern established in earlier neighborhoods.²⁸



Prospect Terrace Historic District. Handsome and stately residences with commanding views of the Mississippi are

the hallmarks of this late 19th and early 20th century neighborhood.²⁹

Oakdale Cemetery Historic District. Davenport's most recent historic district, Oakdale was recognized as an example of the rural cemetery design movement, its significant funerary art and burials of prominent Scott County residents.³⁰

Oak Lane Historic District. This small residential district represents a good example of early subdivision development as the city expanded north of Locust Street.³¹

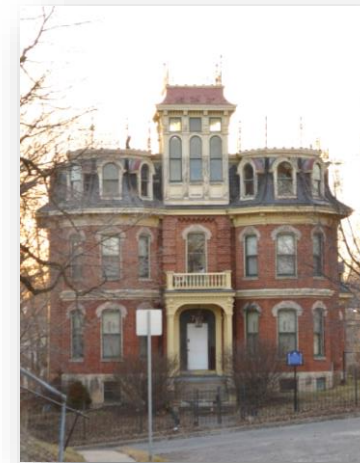
Riverview Terrace Historic District. While it includes buildings dating from the 1850s, this west side district is significant for being one of several city neighborhoods cited along city parks. It has fine, large examples of Italianate and Georgian/Classical Revival dwellings.³²

Vander Veer Park Historic District. Its park is the city's most important example of landscape planning and its generally intact residential neighborhood retains architectural styles of the late 19th and early 20th century designed by most of Davenport's most prominent architects.³³

Village of East Davenport Historic District. This commercial and residential neighborhood, once a separate town, dates to the 1850s making it the district with the oldest consistent settlement pattern.

West Third Street Historic District. This area, located near the site of what was Washington Square Park, has a strong connection to the city's German immigrants who

established their first neighborhoods in around the Square. While much infrastructure has been lost, the buildings that remain are a combination of residential and commercial architecture dating from the 1850s.



With the exception of the addition of Oakdale Cemetery, most of the recent activity for surveying and listing new properties in the National Register has been for buildings located in the downtown area. The listing of the Crescent Warehouse

District is a good example of this trend. It was added to the National Register in 2003 after investors became interested in the redevelopment options for its vacant and underused buildings. National Register listing brought both state and federal tax credit incentives to many buildings in the new district.

Prior to the addition of Crescent Warehouse District, the only registered downtown historic properties were either located in the West Third Street Historic District or scattered individually listed buildings. There is currently an effort to comprehensively resurvey the downtown area and review the status of unlisted properties and to identify potential new historic districts.

The Challenge for Heritage Neighborhoods



Davenport 1870. The largest city in Iowa with 20,000 people living in a compact grid. The area that forms most of today's core area.
Source: 1870, Montague and Curtis City Directory Davenport, Iowa.

In 1870, Davenport was Iowa's largest city. It steadily grew, maintaining its ranking as one of the top three municipalities in the state. Its economic impact was greater than its size due to its location within a larger, two-state metropolitan area. The original town that developed along streets running east and west along the riverfront and north to the plains above gave way to newer neighborhoods close to the downtown. The city continued to expand its footprint, aided by topography that did not impend development.

By 1900, the area from the river to an old fairground (today's Vander Veer Park) a few blocks north of Locust

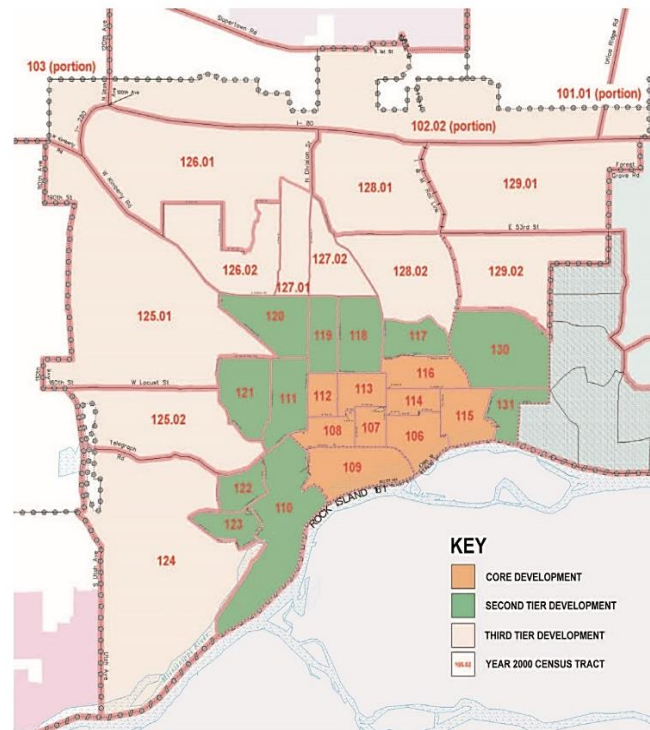
Street was a solidly developed matrix that included a dense central business district, industry at its east and west edges and along its riverfront and, to the north, residential neighborhoods interspersed with small commercial districts or shopping areas. Street car lines connected all areas of Davenport and nearby communities.

In the decades that followed, the automobile encouraged expansion of the city beyond its turn-of-the-century boundaries. Pent up demand for housing after World War II continued to spur growth. Between

1916 and 1960, Davenport's footprint grew from 8.79 miles to 47.62 miles.

Davenport's housing development followed the pattern of many American cities. As new subdivisions were built, older sections of the city were rezoned the areas to accommodate higher density. Large family homes in older neighborhoods were subdivided into rental properties. Disinvestment by single family owners resulted; more and more absentee landlords provided rental housing in buildings not constructed for that purpose. These are the neighborhoods in which Davenport's historic districts and legacy housing stock are located.

The Davenport 2025 Comprehensive Plan, completed in 2005, divided the city into three development areas-- "core," "second tier" and "third tier"-- based on annexation dates. Among its many topics, the plan detailed housing trends between 1970 and 2000.



Development Areas of Davenport
Core Development Area in orange.
Source: Davenport 2025 Plan p. 153



Demolition by Neglect Avoided

822 Gaines Street before (above) and after (right) rehabilitation. This 1876 residence had been boarded for many years and was profoundly derelict and was slated for demolition by 2005.



Demolition by Neglect Imminent

421 W. 6th Street (above, second from right) was placed on the Davenport demolition list in 2016. One of five houses owned by the Mueller Lumber family. 421 W. 6th has been allowed to become extremely derelict despite neighbors' attempts at intervention. If it is demolished, a unique city streetscape will be lost.



Davenport’s heritage neighborhoods generally fall into the “core” area. The report found a cluster of housing issues in this sector:

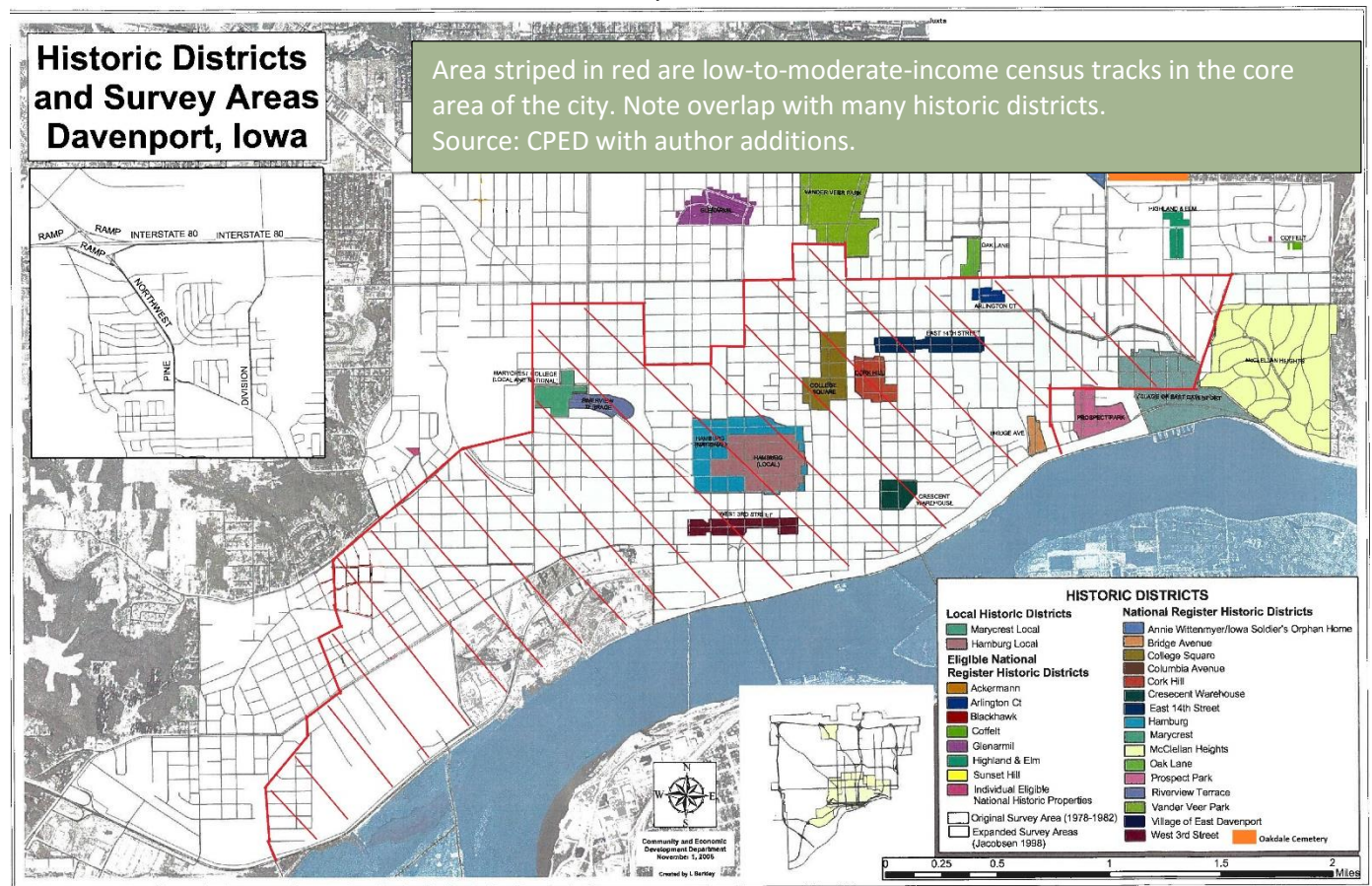
- A significantly higher vacancy rate (9.03% vs. 3.72% and 4.65%).
- A higher level of rental versus owner-occupied dwellings.
- The greatest number of houses whose value was \$50,000 or less.
- Higher levels of vacant and abandoned properties. In 2005, the number of vacant/abandoned properties stood at 150. Most of these were in the core.
- A 1999 window study of housing conditions found a greater percentage of core area houses in “fair” as opposed to “good” condition.

Also noted within the Davenport 2025 plan were income and crime statistics. The median income of residents in the core area was 71% of the median income of the city overall. Davenport is not unique in experiencing this nexus of historic districts and lower income. Aging housing stock often goes hand in hand with nuisance or abandoned properties.³⁴ Finally, Davenport’s core neighborhoods reflect higher crime statistics than those found elsewhere in the city. “South of Locust” continues to be a pejorative term used by many to describe an area to be avoided.³⁵

Vacant or abandoned properties are a clear threat to the stability of neighborhoods. Between 1970 and 2000, 3,750 Davenport residences were demolished, almost all within the core. Some were lost to fire or planned flood control measures,³⁶ but most were simply pulled down after years of neglect by owners. Their absence left gaping holes along city streetscapes.

The 2025 Plan noted the number of vacant or abandoned properties at 150. With a 2016 list of 266, the issue appears to have gotten worse. And historic properties are among those that have been proposed for demolition or are currently at risk. Of the list of 266, 233 are in core area neighborhoods. Fifty-six are National Register listed properties.³⁷

After the 2025 Plan was introduced, the city backed several incentive programs to encourage reinvestment in the core area. The “HAPPEN” program addressed directly vacant properties. The “100 Homes” program was a shorter-lived initiative that promoted home ownership in targeted areas. Both were not income-restricted. “HAPPEN” rehabbed thirty-nine abandoned homes and “100 Homes,” seventeen.



Both programs are no longer offered.

SWOT Analysis

In March 2016, the public was invited to participate in two discussion sessions regarding historic preservation in Davenport.

They were asked to define:

- Perceived strengths and weaknesses—issues over which communities exercise some control.
- Perceived opportunities and threats—external factors over which communities have little or no control.

Strengths

Participants were excited about the renaissance of the downtown area, both the reuse of buildings for housing and the new businesses opening in empty storefronts. They also believed the number of events in the city—festivals and historic neighborhood events—highlighted its colorful cultural heritage and helped attract visitors. They credited community partners like the Putnam, River Action, Hilltop Campus Village, the Davenport Public Library and neighborhood associations as assets that helped enhance people’s understanding of the city’s past.

They saw the city’s historic preservation structure, including its staff liaison and Historic



Preservation Commission (HPC) as good sources of information. The city was credited for its commitment to establishing historic districts and protection of other elements like brick streets and heritage parks.

Further, they believed the city’s rich and diverse historic housing stock, ranging in age, style and size, provided many options for potential homebuyers and renters. They saw potential for a new synergy between a redeveloped downtown, a revitalized Hilltop area and nearby historic residential districts.

They also felt that there were more craftspeople who understood preservation techniques and were interested in doing the specialized work it can entail; they counted businesses like Habitat Restore and the Architectural Rescue Shop as preservation assets. They identified salvage as “cool” and noted that these shops not only assisted rehabbers but brought other types of visitors to Davenport.

They also credited historic preservation efforts with improved Davenport’s economy, lifting neighborhoods and believed that one successful effort can inspire and stimulate others.

Opportunities

Geography topped the list of inherent pluses for historic preservation. The Mississippi River, the location of the Great River Road, the Rock Island Arsenal and the area’s scenic beauty were identified as assets



that enhanced the city’s historic infrastructure.

The attraction of the millennial generation to authenticity and their rejection of a suburban lifestyle in favor of a downtown, urban lifestyle as well as their attraction to diversity and sustainability were felt to align well with historic preservation. The city’s recent designation as an LGBT-friendly place to live was also seen as appealing to this group.

From a government standpoint, the state’s relatively healthy economy and continued support of its historic tax credit program were considered assets, as was the federal tax credit program.

Finally, the area’s continued inclusion in lists of affordable places to live and the existence of long time employers like John Deere and Alcoa were identified as potential magnets for newcomers.

Weaknesses

While participants felt there were many people and groups interested in historic preservation, they felt those efforts were scattered and unfocused. They felt that many lacked the skills or understanding of appropriate preservation techniques. They recognized that residents of historic districts might have opted to live there for different and sometimes conflicting reasons.

Some praised the existence of an historic preservation commission; others felt its ordinance was hard to understand and interpret and that the HPC was often cast as the “bad guys.” They believed that not everyone coming before the HPC was treated equally and some were required to meet standards, such as installing wood windows, while others were permitted to install vinyl units. Some were unaware there was a city preservation staffer.

When the groups talked about issues relating to historic districts, they did not distinguish those districts from nearby neighborhoods, the city’s old core area.

They believed the city did not value its historic districts or older neighborhoods. They pointed to:

- Too little code enforcement for both rental and owner occupied properties.
- A sense that city code staff does not always have a good understanding of historic preservation requirements.
- A seemingly high tolerance for litter.
- A willingness to invest dollars to demolish properties but not to save them.
- Lax city code enforcement that encouraged demolition by neglect.



Property slated for demolition.
Source: City of Davenport Public Works

- A current lack of city rehabilitation programs that are not income restricted.
- Too much focus on downtown redevelopment and suburban development, such as Prairie Heights, and less on core residential districts.
- Absent or limited local history curriculum or preservation training in Davenport city schools.

Participants also believed that programs like Davenport NOW are more likely to reward new construction than existing rehab.

They also worried about the negative perceptions of areas south of Locust. They spoke of hearing them described as “slums.” They recounted experiences of being told not to buy homes in the area and they believed realtors played a role in this perception. They felt that too many rental properties and too many

absentee landlords were hurting preservation and stabilization efforts.

Threats

External factors were also seen as having potential negative impacts on historic preservation.

Business globalization and consolidation and fewer large businesses with local roots and loyalty were noted as threats for the overall economic health of the community. Heritage neighborhoods were seen as potentially more vulnerable.

Mandates for dealing with brownfields and lead and asbestos abatements were viewed as expensive and challenges to redeveloping some city areas or maintaining historic properties. The group noted that most energy rebates focus on replacement parts, like new windows, rather than older more sustainable options like storm windows.

The group recognized that the Iowa residents overall were getting older and the state’s population was not growing as quickly as other parts of the country.

State and national politics were also concerns. The legislature’s decision to reduce property taxes on commercial properties was seen as eventually causing residential taxes to rise as well as hurting city funding sources. There were further concerns that those politicians generally opposed to big government and set asides like tax credits might someday push for their elimination.

Community Assets

Neighborhood Partners

Within the city's core neighborhoods, recent activity as well as long-term community partners have the potential for both complementing and enhancing the city's heritage neighborhoods and historic districts.

In 2009, Hilltop Campus Village (HCV) was named a Main Street Iowa Urban District. The district includes historic shops and homes that begin three blocks north of Locust and run south along Harrison and Brady Streets, major one-way corridors connecting to downtown Davenport. HCV's north, east, and west borders combine with four of the city's historic districts, the Vander Veer Park, College Square, Cork Hill, and Hamburg Historic Districts. It also encompasses the campuses of two educational institutions.³⁸

HCV revitalized a slumbering neighborhood commercial district and has begun to infuse it with new life and identity. The district's residential areas are a combination of multi-family rentals, small historic apartment buildings, and single family homes. Also included within its borders are several historic churches organized under their own social networking organization.³⁹

Soon after Iowa introduced state historic tax credits, investors, led at first by out-of-state developers, began turning their eyes to the city's old central business district that abuts the south edge of Davenport's core neighborhoods. The area had long ago been abandoned by most of the city's business community who had moved to new commercial areas north of downtown. After 2000, developers began purchasing vacant downtown buildings and rehabilitating them as

apartments, most at market rate. An historic hotel that closed after a methamphetamine lab caught fire in 2006 got a new owner; it reopened after a \$35 million renovation.⁴⁰ The momentum has continued; downtown Davenport is the fastest growing residential area in the city with an estimated 1,500 new apartments housing over 2,000 residents when all existing buildings are rehabbed.⁴¹ The city's downtown includes two historic districts as well as a number of individually listed buildings.

A number of rehabilitation partners work in the city's urban core neighborhoods and historic districts.

Neighborhood Housing Services (NHS) is a not-for-profit agency that began restoring homes in 1981. Since then, it has rehabilitated more than 180 homes, almost all south of Locust. It provides a range of other services including mortgage lending, homebuyer education, lead abatement, and an exterior grant loan fund. Many but not all of its homes target low-to-moderate income buyers.⁴² At times, the dollars it uses for rehabilitation require abatement procedures that run counter to historic preservation practices, such as the use of vinyl siding or removal of original windows to eliminate lead issues. Despite these restrictions, the NPS staff takes pains to observe good preservation practices whenever possible.

Gateway Redevelopment Group (GRG) is an all-volunteer grass-roots not-for-profit organization whose goal is saving abandoned historic buildings in the Hamburg Historic District. Since 2004, the group has intervened by fully rehabilitating two properties slated for demolition, and by taking legal possession of abandoned or foreclosed properties and finding suitable

PRESERVATION HEROES SPAN GENERATIONS



Nikoli Schlatter and Mickey Heidgerken are thirty-something preservationists who recently put down new roots in the Village of East Davenport with the purchase of two historic houses in grave need of restoration. Nikoli says she is inspired by the history of the people who built the community and how hard they must have worked and believes it is important to preserve their heritage.



Retirees Dick and Linda Stone were intrigued by a mystery house overgrown by vines and brush that they caught a glimpse of while touring the Gold Coast. When they heard months later that the city was selling the highly significant 1856 Lambrite-Iles-Petersen House on West 6th Street, they decided to put their old house expertise and time into its restoration, hoping to save this architectural gem and help the neighborhood.

new owners or undertaking rehabilitation on their own. The group funds its efforts through a combination of grants, state historic tax credits and sales of salvaged architectural materials sold through its Architectural Rescue Shop which is housed in one of the buildings it restored.⁴³



Several agencies whose focus is affordable housing are also at work in the area. Ecumenical Housing, Interfaith Housing, Habitat for Humanity and Humility of Mary have all engaged in rehabilitation or construction of new housing for sale and for rent.

Some of Davenport's urban neighborhoods count among their residents religious, educational and medical institutions. At times, their desires to expand their

campuses has run counter to historic preservation and neighborhood interests. A number of contributing historic buildings as well as residential infrastructure in nearby core neighborhoods has been lost to meet their growth needs.

Many impacted heritage neighborhoods lack the demolition protection afforded historic districts. They were not included in the 1980s surveys due to their later development.

All of these institutions have the potential to act as stabilizing forces for the residential areas abutting their campuses. At least one has begun to engage with a nearby neighborhood association to resolve their development issues.⁴⁴

Heritage Organizations

Local interest in Davenport's rich cultural history has encouraged the creation of many support organizations.

Both the Putnam Museum and the Richardson-Sloane Special Collections of the Davenport Public Library are repositories for city history and heritage. Their archives are available for researchers, genealogists and preservationists. Some of these collections have been digitized and made available in online form.

Regionally, the State Historic Society of Iowa's research center in Iowa City also maintains archives relating to Davenport.

River Action, a local 501(c)3 formed in 1984, focuses on the ecology, health and heritage of the Mississippi River, which played a critical role in Davenport's early



development and continues to be a prominent feature of life in the city.

Since 1994, the German American Heritage Center has sought to recapture and retell the lost history of the German immigrants to the city. Its museum and offices are located in the heart of what was the first German neighborhood in the city.

Davenport is home to several heritage parks located in and near historic districts. "Friends of" organizations have generated fundraisers and advocacy for these cultural landscapes.

The Scott County Historical Preservation Society hosts monthly membership meetings focused on various preservation topics. Its members frequently assist as volunteers for preservation-related activities.

Neighborhood associations sponsor events that bring visitors into their historic areas. The Village of East Davenport attracts visitors to a wide range of activities within its commercial boundaries. The Hamburg Historic District, locally known as "The Gold Coast," is known for its home tours, and holiday teas.



industrial buildings. It holds taxes at pre-improvement levels for various periods of time based on the schedule the applicant selects.

Urban Homestead Program

This income-restricted program offers prospective homeowners low-cost thirty-year mortgages with no down payment and no closing costs on older homes rehabilitated by the city or new construction homes built by the city. A limited number are available each year. Most of these residences are within the city's heritage neighborhoods.



Extreme Makeover, Urban Homestead Edition
718 Ripley moved from its original location to 8th Street, March 2011. City staff worked with Gold Coast neighbors to find a more sustainable solution for a poorly located home. The building was rehabbed and sold through the city's Urban Homestead program.

Author Photos

Funding Sources

Tax incentives and a limited number of grants can assist in rehabilitation of heritage properties. Financial incentives targeting rehabilitation in Davenport's heritage neighborhoods and historic districts are available at the federal, state and local levels.

City Programs

Urban Revitalization Tax Exemption (URTE)

Many of the city's heritage neighborhoods are located in low to moderate income census tracts. The URTE program can offset property tax increases that come with improvements to residential, commercial and

Housing Rehabilitation Program

This income-restricted program offers low interest (0-3%) loans to qualifying homeowners. These loans may include a grant option of up to 10%. The program is available for homes within the Davenport city limits.

Federal Programs

Federal Rehabilitation Tax Credits

20% Rehabilitation Tax Credit: Since 1986, federal historic tax credits have been available for substantial rehab of income-producing historic buildings. The program is overseen by the National Park Service. All applications are reviewed by state historic preservation offices to assure compliance. The credit returns 20% of rehabilitation expenses in the form of a tax credit against federal taxes owed. The credit may be spread over a number of years, syndicated or transferred to others.

10% Rehabilitation Tax Credit

The 10% credit is for rehabilitation of non-historic buildings originally put into service prior to 1936. These buildings must be income-producing and cannot be used for residential purposes.

Davenport NOW

Davenport NOW offers a rebate on a portion of property taxes for new construction or substantial rehabilitation of any type of existing property within the city limits.

State Programs

Workforce Housing Tax Credits

Credits are available for properties that meet any one of the following criteria:

- Rehabilitation of dilapidated multi-unit housing or groups of single homes.
- Housing located in a Brownfield or Grayfield.
- Upper level housing stock.
- New construction in a Greenfield.

This incentive offers refunds of various use and sales taxes as well as a state tax credit on the investment and rehabilitation.

Historic Tax Credits

Iowa is one of thirty-five states offering a tax credit for rehabilitation of historic structures. The program awards up to \$45 million per year to what it calls large projects—rehab costing more than \$750,000— and small projects—rehab of \$750,000 or less. While the large project funding is limited to income-producing buildings, the small project fund offers for tax credits for personal residences. The state historic tax credit awards 25% of the rehabilitation costs at the completion of the work. The award can be used as a credit against taxes owed to the state or can be paid as a lump sum amount.

Historic Resource Development Program (HRDP) Grants
Limited HRDP grants are offered annually to support of historic preservation and other related activities.

THE POWER OF HISTORIC TAX CREDITS

Historic tax credits, both state and federal, have fueled rehabilitation of historic buildings across the country and here in Davenport. Since 1978, the federal program has assisted in rehabilitation of more than 39,500 buildings. **And each dollar in federal tax credits generates four dollars in private investment.**¹

Iowa credits, approved in 2000, have played a part in financing \$621.6 million in rehab of 540 buildings. Scott County is a leader in using state historic tax credits and is one of four counties whose Iowa tax credit awards total more than \$200 per capita. Between 2001 and 2014, thirty nine Scott County projects were awarded \$34,655,629, 17% of all state historic tax credits distributed.

One dollar in state tax credits generates \$3.20 in additional investment. Based on that ratio, state tax credits have pumped \$110,898,012 into the area economy.²

Large commercial projects are most often mentioned in conjunction with tax credits. But they're having a positive impact in residential neighborhoods as well.

Homeowners in Davenport's Hamburg Historic District have made extensive use of the small project fund; within this one neighborhood, twenty one projects have resulted in tax credit awards of more than \$513,431.³ Using the same \$1.00-to-\$3.20 ratio, that's \$1,642,979 in total investment.

Certified Local Government Grants

These federal grants are administered by Iowa and fund historic preservation related activities for cities like Davenport who maintain signed CLG agreements.

Contact information and website links for community assets and funding sources are available in Appendix 3, pages 30-31.

¹ "Catalyst for Change. The Federal Historic Tax Credit: Transforming Communities," *National Trust for Historic Preservation*, June 2014. <http://www.preservationnation.org/take-action/advocacy-center/policy-resources/Catalytic-Study-Final-Version-June-2014.pdf>.

² Zhong Jin, "Iowa's Historic Preservation and Cultural and Entertainment District Tax Credit. Tax Credits Program Evaluation Study," December 2014, *Iowa Department of Revenue*. <https://tax.iowa.gov/sites/files/idr/Historic%20Preservation%20Tax%20Credit%20Evaluation%20Study.pdf>.

³ Based on information shared with author by owners.

How Cities Are Dealing with Heritage Housing Challenges

Issues of poverty, home value, vacancy rates and quality of housing stock within historic and heritage neighborhoods are not unique to Davenport.

Many cities inside and outside Iowa struggle with these realities. Every city wants to do the best it can for its citizens by providing a safe environment and healthy housing options for all.

Some of the tried-and-true solutions are not enough to address these challenges and new alternatives are being developed and tested.

Conservation Districts

Surveying and listing historic districts can be time consuming and expensive and may not be the right solution for every neighborhood.

Increasingly, cities are turning to other options. Some, like Dubuque, Iowa, are opting to designate neighborhoods as conservation districts. The definition of conservation districts varies from city to city. Generally, guidelines for conservation districts are less restrictive than local historic districts. The buildings in these districts may be historic but not necessarily architecturally significant or have not yet reached the fifty-year marker required for National Register consideration. These districts can offer protection and oversight for neighborhoods facing change such as a review prior to demolition or when new construction is planned.

Demolition Review

Demolition is a primary fall back for many cities faced with abandoned and neglected properties. Too often, demolition has left neighborhoods with empty, scattered parcels that are often abandoned by their already negligent owners. Developers say they cannot build efficiently on scattered sites. While the parcels can be useful for construction that meets the need of low to moderate income families, new market rate housing is rarely the outcome. Loss of historic infrastructure can also mean loss of the economic incentives, like tax credits, that they can attract.

Demolition review is a tool that is gaining in popularity. Sometimes, as in Davenport, it is attached to historic preservation commission review. Other cities have implemented demolition review based on property age, wherever it is located. Des Moines now performs demolition review on any commercial property fifty years or old and for any residential property older than eighty years. Cedar Rapids implemented demolition review for buildings older than fifty years as part of its mitigation process after the 2008 floods. Each city decides the parameters surround such review, decisions made at the local level that align with local attitudes and political will.

Abandoned/Vacant Property Ordinances

To tackle issues surrounding its vacant or abandoned properties, Dubuque added some language to its ordinances that would enable the city to have more oversight for these buildings.

First, the city requires that owners register vacant buildings. As part of the registration, the city is permitted to enter the building every two years for inspections.

Since entering private buildings can put city crews in awkward legal positions, the registration terms surmount that issue.

Dubuque also does not permit vacant buildings to be boarded except for temporary boarding after a catastrophic incident like a fire or storm.

Several cities in Ohio that have suffered a high level of bank foreclosures from out-of-town financial institutions are now requiring them to pay foreclosure bonds. The money collected can be used to pay the city for routine maintenance costs or repairs. Dollars not used while the property is under foreclosure are returned to the bank when the property is sold.⁴⁵

Finally, specific ordinances defining and forbidding “demolition by neglect” are becoming more commonplace.

Identify Additional Historic Districts

One traditional tool in neighborhood stabilization has been to expand then number of designated historic districts. Study after study has shown that, in side by side comparisons of designated and undesignated neighborhoods in the same city, those with historic designation saw their properties appreciate in value more quickly and to maintain their value in times of housing uncertainty. As is the case in Iowa (see “Funding Sources,” page 20), historic designation may give such properties easier access to rehab dollars. And homes in historic districts tend to have more stable ownership and their owners stronger levels of connectedness and community involvement.⁴⁶

Historic Preservation Goals

Goal I. Showcase and Market Davenport's Rich Historic Inventory

The city's National Register historic districts encompass twelve primarily residential districts, three mixed used districts and two historic sites. These districts include properties ranging from the mid-19th century to the first decades of the 20th century. The variety of housing stock offers many dwelling sizes and styles.

Close by are other established neighborhoods like Kirkwood Boulevard and Glen Armil. Some of these neighborhoods have chosen to participate in the city's Recognized Neighborhood program and others are identified by their sense of place.

Architecture, whether Victorian or midcentury modern, Italianate or Four Square, bungalow or ranch, makes a statement as to the neighborhood's time and place in Davenport's development.

Many of these neighborhoods offer more affordable housing options for people looking to purchase their first home. Across the country, the millennial return to the city is revolutionizing established housing patterns. As the A. C. Nielsen Company has noted:

"Breaking from previous generations' ideals, this group's "American Dream" is transitioning from the white picket fence in the suburbs to the historic brownstone stoop in the heart of the city."⁴⁷

The success of the new rental housing in downtown Davenport is a great example of this trend.

When millennials are ready to take that next step as homeowners, Davenport's heritage neighborhoods, with their reasonably priced and sturdy housing stock, is a great place for them to start. Fresh, new methods to market these areas are in order.

Currently lacking, both for residents and newcomers, is a citywide architectural guide. Earlier efforts have been limited to individual neighborhood publications. To effectively market all city neighborhoods, a digital or printed guide could be an effective tool in marketing the rich diversity of historic architecture within the city. Such a guide could include both National Register historic districts as well as other heritage neighborhoods.

Wayfaring around the Quad Cities region was a goal addressed in earlier planning. The same approach has been hit-or-miss in for Davenport's heritage neighborhoods. Consistent neighborhood signage as people enter neighborhood boundaries could help establish a sense of place.

Goal II. Enhance the Natural Synergy between Heritage and Historic Preservation

Preservation and heritage interests offer the potential for many linkages. As described in the "Community Assets" section (Pages 18-19), there are a wide variety of neighborhood partners and community organizations that fit under this umbrella.

Often, these groups lack the means for communicating among themselves. Addressing this challenge could result in a greater mission success for all. An integrated digital hub focused on history, heritage and

preservation would permit many to participate while lowering the cost for all.

Looking beyond Davenport's borders for partners in neighboring cities whose histories are intertwined is highly recommended. These groups often include members with the skill and knowledge to bring the cultural history and historic preservation message to the community at large. Face-to-face events like fairs, seminars and workshops could engage those interested but not currently involved in existing heritage organizations.

Finally, it would be beneficial to begin cultivating the next generation of preservationists. Student engagement could include introduction of a local history academic curriculum or a rehabilitation construction technical training curriculum.

Goal III. Strengthen Davenport's Core Neighborhoods

Residents living in Davenport's heritage neighborhoods would benefit if the city provided additional oversight and protection and new financial incentives. New options like establishing conservation districts would offer some protection.

Some years ago, the city began working on neighborhood design guidelines but did not complete the work. Completing the project hand-in-hand with oversight through the Design Review Board could provide stability and continuity.

Focused on their own issues, neighborhoods are often not in touch with each other. Having stronger inter-neighborhood communication could help unite areas in common cause. A neighborhood-led coalition uniting

areas north and south of Locust might allow residents to share their challenges and solutions more readily.

Goal IV. Protect Remaining Infrastructure in Core Neighborhoods

A critical issue facing core neighborhoods continues to be abandoned/vacant properties. Demolition is not a sustainable fallback position in addressing this challenge. The policy has failed as a strategy for revitalization and has put National Register properties at risk. The time is right for a comprehensive plan focusing on the issue that allows decision making in an active and not reactive manner. Citizen engagement is a critical component of such a process.

The city must address the current cycle of demolition by neglect by using every tool at hand to gain control of properties prior to their becoming derelict. The city should start with existing tools like stricter code enforcement of owner-occupied properties and use of Iowa's "quick take" law which allows municipalities to petition the court for ownership of derelict buildings.

It should consider adding new ordinances such as those requiring boarding and registering of vacant properties.

Reintroduction of programs like HAPPEN that facilitate rehab should be top priority. As an adjunct, without sacrificing quality or safety, streamlining the process for approvals for rehabilitation through the HPC, the Design Review Board, or for permits issued by the Department of Public Works could also speed rehab.

In 2004, the city established an Abandoned Housing Task Force comprised of staff and residents. The term "task force" implies a non-permanent committee.

The issue of demolition is a long term issue requiring long term solutions. Davenport should consider establishing an Abandoned Housing Board or Commission guided by council-approved ordinances whose mission would be to tackle the issue on an ongoing and formal basis.

A number of properties added to the National Register have been demolished since listing. The process of recording buildings that no longer exist has been hit and miss. A windshield survey of existing properties should be completed.

At times, homeowners are unsure of appropriate techniques for rehabbing historic buildings and don't know where to find the necessary information. There tools available such as National Park Service bulletins published as rehabilitation guides for people applying for tax credit incentives. Many explain the science of how older buildings are constructed, why some modern techniques can be harmful and tips on how to sustainably rehab historic properties. Such educational materials should be gathered and made more readily available.

It is sometimes difficult to find trades people who understand how to work on older buildings or for homeowners to find training on rehab techniques. Developing resource guides and offering workshops might be another way to protect the city's historic inventory.

Goal V. Strengthen Impact/Contributions of Davenport's Historic Preservation Commission (HPC)

The Historic Preservation Commission should be available to assist property owners in dealing with historic buildings and as champions of historic

preservation in the city. More often, the HPC is seen as a hindrance or even obstructionist.

HPC commissioners need to be better trained to assist citizens who need their help. They need to be better advocates for the city's core neighborhoods. Sponsoring workshops or other training sessions would better position the commission's advocacy position.

The current ordinance includes language that has been questioned as confusing or controversial. Issues with the ordinance need to be addressed and a new ordinance needs to be approved.

A table restating each goal along with suggested objectives, actions and responsible parties continues on the next page. These objectives and actions are by no means the only or best courses of action. They are offered for consideration and discussion.

GOAL	OBJECTIVES	ACTIONS	PARTY
I. Showcase and Market Davenport’s Rich Historic Built Inventory.	Market heritage areas	Consistent city signage for historic districts and Recognized Neighborhoods	City/Public Works
		Develop city architectural guide	HPC/Volunteers
II. Enhance the Natural Synergy between Heritage and Historic Preservation.	Provide electronic and face-to-face linkages	Hold seminars	HPC/Volunteers
		Hold workshops	HPC/Volunteers
		Conduct an annual heritage fair	HPC/volunteers
		Develop a Quad Cities Heritage digital hub	City/HPC/QCVCB
	Education Davenport students about history	Develop educational curriculum around area heritage	HPC/Davenport Schools
III. Strengthen Davenport’s Core Neighborhoods.	Develop advocacy/communication among neighborhoods	Establish SoLo/NoLo Coalition	Neighbors/Neighborhood Organizations
	Provide additional protection for core neighborhoods not designated as historic	Establish Certified District option	Neighborhoods/City
	Promote financial incentives	Develop neighborhood design guidelines	City/Design Review Board
		Develop city incentives information center	City/CPED
	Re-implement HAPPEN program	City/Council	
IV. Protect Remaining Infrastructure in Core Neighborhoods.	Reduce demolition by neglect	Implement Demolition Review Process	City/CPED/Council
	Monitor Condition of existing National Register properties	Resurvey for 1) condition 2) extant	HPC/Volunteers
	Monitor vacant/abandoned properties	Establish citizen vacant/abandoned property advisory board	City/CPED
		Prohibit boarding	City
		Register vacant properties	City/Public Works
		Apply code enforcement to all properties	City/Public Works
	Facilitate rehabilitation	Allow variances to city code when rehabbing vacant properties.	City/Public Works
		Implement an “HPC EZ”-Fast Track for generic approvals	City/HPC
Develop preservation resource guide		City/HPC	
	Hold quarterly workshops	City/HPC	
V. Strengthen Impact/Contributions of Davenport’s Historic Preservation Commission (HPC).	Clarify questions surrounding the Commission	Resolve current issues with HPC ordinance	HPC/Council
		Offer clearer explanations of HPC functions	HPC
	Enhance Commission knowledge	Develop training program for new members	HPC
	Strengthen Community Outreach	Offer How to sessions	HPC

CONCLUSION

What is worth saving about Davenport's built heritage? Ask ten people and you'll likely get ten answers. When asked why preserving historic buildings is important, responses range from a sense that "they don't build them like they used to," to honoring early residents who created the city, to the need to find more sustainable ways of managing community resources.

Davenport was fortunate that, many years ago, wise planners decided that cataloguing the city's historic built environment was a good strategy for a growing community. But it is not enough to survey our past; we must begin to plan for the future.

That future must include a well-thought-out plan for how to manage and preserve not only the buildings and districts that we have already identified as historic but also those that are near them. These places form the heart of our urban landscape. History does not stop at the border of one historic district, skip streets in between, and pick up again at the boundary of the next designated neighborhood.

As research shows, since 1970, we've already lost thousands of buildings in Davenport's core area. We must get a handle on how to better maintain healthy heritage neighborhoods and the rich diversity of their building stock.

There are pluses we can look to: At night, lights once again twinkle in the upper stories of our downtown buildings. An historic business corridor has come back to life. Our legacy riverfront is ready for its next act. Neighborhood associations are stronger than they have ever been.

We should build on those strengths. We should also grab our issues by both ears and look them square in the face. It will take the best efforts of all...our city council...our city staff...and our citizens...working together in creative collaboration to write Davenport's next chapter.

PRESERVATION HERO TOUCHING MANY LIVES

Google Ben Franklin's adage "If you want something done, ask a busy person" and you might find Judy Belfer's picture illustrating the definition.



Belfer, a retired civilian Arsenal employee and a native of the Quad Cities, devotes much of her time to historic preservation.

Whether serving as one of the founders and President of the Scott County Historic Preservation Society (SHPS), past president and board member of the Colonel George Davenport House, seeing to maintenance of her locally landmarked home, or fighting to save the Arsenal Museum, Belfer is committed to her community and to securing its heritage.

Through her efforts, Belfer reaches many people and is adept at creating connections among them. When the phone rings and her number lights up the display, it's likely that she wants to share some information or ask for assistance.

Belfer loves old buildings because of their workmanship. She was inspired to form SHPS to help old house people learn how to properly care for their buildings.

"They were proud of what they accomplished," she says of the early residents, "...there's a feeling about old buildings."

Appendices

Read More

End Notes

Bibliography

Appendices

Appendix 1 Secretary of the Interior's Standards for Rehabilitation

The Standards that follow were originally published in 1977 and revised in 1990 as part of Department of the Interior regulations (36 CFR Part 67, Historic Preservation Certifications). They pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior of historic buildings. The Standards also encompass related landscape features and the building's site and environment as well as attached, adjacent or related new construction.

The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Note: To be eligible for Federal tax incentives, a rehabilitation project must meet all ten Standards. The application of these Standards to rehabilitation projects is to be the same as under the previous version so that a project previously acceptable would continue to be acceptable under these Standards.

Certain treatments, if improperly applied, or certain materials by their physical properties, may cause or accelerate physical deterioration of historic buildings. Inappropriate physical treatments include, but are not limited to: improper repainting techniques; improper exterior masonry cleaning methods; or improper introduction of insulation where damage to historic fabric would result. In almost all situations, use of these materials and treatments will result in denial of certification. In addition, every effort should be made to ensure that the new materials and workmanship are compatible with the materials and workmanship of the historic property.

Source: <http://www.hpo.ncdcr.gov/standard.htm>

Appendix 2**City Districts and Landmarked Properties****Davenport National Register Historic Districts***Primarily Residential*

- Hamburg Historic District
- Cork Hill Historic District
- East Fourteenth Street Historic District
- Bridge Avenue Historic District
- Prospect Terrace Historic District
- McClellan Heights Historic District
- Oak Lane Historic District
- Vander Veer Park Historic District
- Columbia Avenue Historic District
- Riverview Terrace Historic District
- Marycrest College Historic District
- Crescent Warehouse Historic District

Mixed Use

- West Third Street Historic District
- College Square Historic District
- Village of East Davenport Historic District

Historic Sites

- Annie Wittenmeyer(Iowa Soldiers Orphans Home) Historic District
- Oakdale Cemetery Historic District

Local Historic Districts

- Hamburg Local Historic District (smaller area inside the National Register District)
- Marycrest Local Historic District (smaller area inside the National Register District)

Davenport Register of Locally Landmarked Buildings and Sites (These may or may not be listed in the National Register)

Anken Flats* - 508 W. 3rd Street
 Annie Wittenmyer / Iowa Soldier's Orphans Home Historic District - 2800 Eastern Avenue
 Antoine LeClaire House - 630 E. 7th Street
 Charles F. Ranzow and Sons - 532 W. 3rd Street
 Christian Jipp Home & Grocery - 730-732 Gaines Street
 Claim House - 1329 College Avenue
 Clifton Manor
 Credit Island
 Davenport City Hall - 226 W. 4th Street
 Decker French House*- 1044 Pershing Avenue
 Dr. Heinrich Matthey House - 505 W. 6th Street
 Dr. Kuno Struck House - 1645 W. 12th Street
 E.P. Adler House - 2104 Main Street
 First Federal Savings & Loan - 131 W. 3rd Street
 Frank & John Bredow House - 822 Gaines Street
 Germania Miller / Standard Hotel - 712 W. 2nd Street
 Hamburg Historic District
 Henry Deutsch House * - 2101 Main Street
 Henry Lischer House - 624 W. 6th Street
 Hillside - One Prospect Drive
 Homestead Schuetzen Park Street Car Pavilion - 700 Waverly Road
 Hose Station #1 - 117 Perry Street
 Hose Station #4 - 2301 E. 11th Street
 House - 821 Ripley Street
 Indian Springs Park - 1000 Spring Street
 Iowa Reform Building - 526 W. 2nd Street
 J. Monroe Parker – Ficke House -1208 Main Street

J.H.C. Petersen and Sons Building – 131 W. 2nd St.
 Jackson School/School No. 6 - 1420 W. 16th Street
 John Littig House - 6035 Northwest Boulevard
 Johnson School - 1730 Wilkes Avenue
 Lambrite-Iles-Petersen House - 510 W. 6th Street
 Lindsay Park
 Linograph Company Building - 420 West River Road
 Marycrest College Campus - 1607 W. 12th Street
 Miles Collins House - 1234 E. 29th Street
 Mississippi Hotel/RKO Theater - 102 & 136 E. 3rd Street
 Mother Goose - Fejervary Children's Zoo
 Municipal Inn - LeClaire Park, S. of Dillon Fountain
 Octagon House - 512 E. 6th Street
 Old St. Luke's Hospital - 121 W. 8th Street
 Dillon Memorial - 100 S. Main Street
 Peter Bruchmann House*- 1125 Jersey Ridge Road
 Prospect Park
 Renwick Building - 324 Brady Street
 Riverview – Abner Davidson - 1234 E. River Drive
 Riverview Terrace Park
 Saengerfest Halle - 1012 W. 4th Street
 Soldier's Monument - 1100 Main Street
 St. Anthony's Church Square - 407-417 Main Street
 St. Joseph's Church & Rectory - 605-615 Marquette Street
 Taylor School - 400 Warren Street
 Vander Veer Park
 W.D. Petersen Memorial Music Pavilion - LeClaire Park
 Woeber Carriage Works - 312 W. 3rd Street

*Demolished

Appendix 3 Resources

National

National Park Service

<https://www.nps.gov/index.htm>

The National Park Service is celebrating its 100th anniversary in 2016. As well as being responsible for the oversight of America's national park system and a number of the nation's historic sites, NPS is responsible for the federal government's program relating to historic preservation including the National Register of Historic Places, rehabilitation tax incentives and how-to publications.

National Register of Historic Places

<https://www.nps.gov/nr/about.htm>

Tax Incentives

<https://www.nps.gov/tps/tax-incentives.htm>

Preservation Briefs

<https://www.nps.gov/tps/how-to-preserve/briefs.htm>

Sustainability

<https://www.nps.gov/tps/sustainability.htm>

National Trust for Historic Preservation

<http://www.preservationnation.org/>

The National Trust is a not-for-profit organization that works to save historic places across America. It is also the founder of the Main Street movement.

Main Street America

[http://www.preservationnation.org/main-street/about-main-street/main-street-america.html#.Vw7Mxo-cEaE](http://www.preservationnation.org/main-street/about-main-street/main-street-america/html#.Vw7Mxo-cEaE)

State

State Historic Society of Iowa

1-515-281-5111

<https://iowaculture.gov/history/preservation>

The SHSI is the Iowa entity that encompasses the state history museum, archives and State Historic Preservation Office. Organizationally, it is part of the Department of Cultural Affairs

HRDP Grants

<https://iowaculture.gov/history/grants>

State Historic Museum of Iowa

1-515-281-5111

<https://iowaculture.gov/history/museum>

Research Centers

Des Moines 1-515-281-6200

Iowa City 1-319-335-3916

State Historic Preservation Office (SHPO)

1-515-281-5111

<https://iowaculture.gov/history/preservation>

The SHPO is part of the SHSI, and is responsible for the state coordination of National Register nominations, federal and state tax credit applications, maintaining a state inventory of historic buildings.

National Register Nominations

<https://iowaculture.gov/history/preservation/national-register-historic-places>

Tax Incentives

<https://iowaculture.gov/history/preservation/tax-incentives>

Iowa Economic Development Authority

Workforce Housing Tax Credits

(515)725-3000

<http://www.iowaeconomicdevelopment.com/Community/WHTC>

Smokestacks and Silos

1-319-234-4567

<http://www.silosandsmokestacks.org/>

Davenport is located inside the federally designated Smokestacks and Silos National Heritage Area, a thirty-seven county area in northeast Iowa.

Local

Davenport Community Planning and Economic Development Department (CPED)

563-326-7765

<http://www.cityofdavenportiowa.com/department/division.php?structureid=103>

CPED oversees a wide variety of housing and planning initiatives within the city including many listed in this plan under "financial incentives."

Historic Preservation Commission

Ryan Rusnak-HPC Staff Liaison
1-563-888-2022
rrusnak@ci.davenport.ia.us

Recognized Neighborhoods

(563) 328-6706
<http://www.cityofdavenportiowa.com/department/division.php?structureid=485>

City Housing Programs

(563) 326-7765
<http://www.cityofdavenportiowa.com/department/division.php?structureid=104>

Davenport Public Library

Richardson-Sloane Special Collections
(563) 326-7902
specialcollections@davenportlibrary.com

Community Groups*Butterworth Center and Deere-Wiman House*

(309)743-2700
<http://www.butterworthcenter.com/>

Colonel Davenport Historical Foundation

(563) 786-7336
<http://www.davenporthouse.org/index.php>

Gateway Redevelopment Group

563-326-3290
www.grgdavenport.org

German American Heritage Center

563-322-8844
<http://gahc.org/>

Glen Armil Neighborhood Association

welch1003@gmail.com
<http://www.glenarmil.com/>

Gold Coast-Hamburg Historic District Association

terryble@hotmail.com
<http://davenportgoldcoast.org/>

Hilltop Campus Village

(563) 322-8293
<http://www.hilltopcampusvillage.org/>

Moline Preservation Society

<http://www.molinepreservation.org/>

Neighborhood Housing Services

(563) 324-1556
<http://www.mvnhs.org/>

Putnam Museum and Science Center

(563) 324-1933
<http://putnam.org/>

River Action

(563) 322-2969
<http://riveraction.org/>

Rock Island Arsenal Historical Society

(563) 355-2823
<http://arsenalhistoricalsociety.org/>

Rock Island County Historical Society

(309) 764-8590
<http://www.richs.cc/>

Scott County Historic Preservation Society

(563) 324-7779
<http://www.scottcountyiowa.com/history/historic-preservation-society>

Schuetzen Park

(563) 449-2358
<http://www.schuetzenpark.info/contact.html>

Read More

Conservation Districts/Historic Districts

“Neighborhood Districts Conservation Survey
<http://www.preservationalliance.com/publications/Conservation%20District%20Description.pdf>

This 2003 document is a survey of cities engaged in conservation district planning and usage and includes contact information.

“Protecting Older Neighborhoods through Conservation District Programs.”

<http://www.preservationnation.org/information-center/law-and-policy/legal-resources/preservation-law-101/resources/Conservation-District-Programs.pdf>

“Benefits of Residential Historic District Designation for Property Owners.”

http://preservationnj.org/site/ExpEng/images/images/pdfs/Historic%20District%20benefits_Mabry_%206-7-07.pdf

Demolition Review

“Protecting Potential Landmarks through Demolition Review.”

http://www.preservationnation.org/information-center/sustainable-communities/creating/teardowns/demolition_review.pdf

“Newton’s Demolition Review Policy.”

<http://www.newtonma.gov/gov/planning/histpres/projrev/demrevfaq.asp>

The town of Newton, MA has a very extensive demolition review process that is thoroughly explained on the city’s website.

“Mayor’s Task Force Demolition and Historic Preservation.”
<https://www.dmgov.org/Government/CityCouncil/WorkshopDocuments/20140310%20Task%20Force%20on%20Demolition.pdf>

This undated document was the work product of a Des Moines Task Force during development of the city’s demolition review process which was adopted in 2015.

Dubuque Code of Ordinances. “16-10-5: Demolition of Landmarks, Landmark Sites, and structures in Historic Districts and Conservation Districts.”

http://www.sterlingcodifiers.com/codebook/index.php?book_id=803

Foreclosure Bonds

“Foreclosure bond fights blight in Youngstown.”

<http://www.vindy.com/news/2013/oct/19/official-foreclosure-bond-law-is-effecti/>

“Foreclosure Bond Form.”

<https://cantonohio.gov/forms/pdf/Foreclosure%20Bond%20Form.pdf>

“Foreclosure Bond Ordinance is the First of Its Kind in New York State.”

<http://righttothecity.org/poughkeepsie-ny-poughkeepsie-takes-on-vacancy-crisis-foreclosure-bond-ordinance-is-the-first-of-its-kind-in-new-york-state/>

Historic Tax Credits

“Catalyst for Change. The Federal Historic Tax Credit: Transforming Communities.”

<http://www.preservationnation.org/take-action/advocacy-center/policy-resources/Catalytic-Study-Final-Version-June-2014.pdf>

<https://www.nps.gov/tps/tax-incentives.htm>

“Iowa’s Historic Preservation and Cultural and Entertainment District Tax Credit. Tax Credits Program Evaluation Study.”

<https://tax.iowa.gov/sites/files/idr/Historic%20Preservation%20Tax%20Credit%20Evaluation%20Study.pdf>

Iowa “Quick Take” (657A 10A) Law

“657A.10A Petition by City for Title to Abandoned Property.”

<http://coolice.legis.iowa.gov/CoolICE/default.asp?Category=billinfo&Service=IowaCode&input=657a.10a>

Municipal Code Review

“Rehabilitation Rehab through State Building Codes.”

http://papers.ssrn.com/sol3/papers.cfm?abstract_id=904783

This *Yale Law Review* article argues that building codes need to be re-written when rehabilitating historic buildings.

End Notes

¹ “Six Practical Reasons to Save Old Buildings,” accessed March 3, 2016, at <https://savingplaces.org/stories/six-reasons-save-old-buildings#.VwK1Ho-cHi8> and “Why Preservation Matters,” accessed March 3, 2016, at <https://www.mcc.co.mercer.pa.us/renovation/preservmatters.htm>.

² The general perception of issues “South of Locust” emerged again in planning groups held March 8 and March 13, 2016.

³ “Historic Preservation Tax Incentives,” accessed April 15, 2016, at <https://www.nps.gov/tps/tax-incentives/taxdocs/about-tax-incentives-2012.pdf>.

⁴ “Davenport 2025: Comprehensive Plan for the City,” September 7, 2005, 160, accessed January 19, 2016, at <http://www.cityofdavenportiowa.com/department/division.php?structureid=105>.

⁵ Karen Anderson, in discussion with author, September 13, 2014. Anderson lives in the Village of East Davenport and began researching the city’s history in the 1970s.

⁶ Charlie Heston, in discussion with author, November 18, 2014. Heston was a Davenport city planner who found the funding for historic preservation planning.

⁷ Ralph Christian, in discussion with author. November 17, 2014. Christian worked with the Iowa SHPO.

⁸ Marlys Svendsen, in discussion with author, September 16, 2014. Marlys led the Davenport National Register survey and listing initiative.

⁹ “Davenport 2025,” 150.

¹⁰ Svendsen interview.

¹¹ “Davenport 2025,” 150.

¹² Planning Division Community Development Department, “Historic Preservation in Davenport, Iowa,” December, 1985. Davenport Public Library, Richardson-Sloane Special Collections, SC 977.769 HIS.

¹³ Davenport lost 8,000 residents. “Population History for Iowa’s 25 Largest Cities-1850-2010.”

¹⁴ Don Decker, in discussion with author, October 14 & 23, 2014. Decker is the founder of Rejuvenate Davenport.

¹⁵ “Davenport 2025,” 162, and Michelle Landrum, “Aldermen Refuse to Rush Preservation Ordinance Passage,” *The Leader*, June 19, 1991, and Catherine Guy, “Some Davenport Residents Rap Amendments To Pending Historic Preservation Ordinance,” *The Leader*, December 18, 1991.

¹⁶ “Davenport Register of Historic Properties,” accessed March 10, 2016, at http://www.cityofdavenportiowa.com/egov/documents/1348694117_49865.pdf.

¹⁷ “Davenport 2025,” 170.

¹⁸ Matt Flynn, email with author, March 2, 2016. Flynn is Senior Planning Manager for the city of Davenport.

¹⁹ “Village of East Davenport Master Plan,” accessed March 10, 2016, at http://www.cityofdavenportiowa.com/egov/documents/1390598826_54973.pdf.

²⁰ “RiverVision Final Report,” July 2004, accessed January 23, 2016, at http://www.cityofdavenportiowa.com/egov/documents/1180045217_757019.pdf, and “Davenport RiverVision 2014 Update,” August 2014, accessed January 23, 2016, at http://www.cityofdavenportiowa.com/egov/documents/1407854342_5268.pdf. The author participated in the public comment portion of both plans.

²¹ CPED planners began a new initiative whose goal was to develop individual plans for thirteen different areas within the city. Only four area plans were completed. Another study called the “Older Commercial Corridor Plan” studied three historic transportation corridors and proposed enhancements along their lengths tailored to distinct areas through which they passed. Various modes of transportation, another target area in the 2025 plan, was studied in depth in the 2010 “Davenport in Motion 10-Year Plan.” Between 2007 and 2014, planning staff was reduced from twelve to four sharply reducing staff time available to manage ongoing processes. These plans can be found on the city’s website at <http://www.cityofdavenportiowa.com/department/division.php?structureid=105>.

²² “Current Recognized Neighborhoods,” accessed March 10, 2016, at <http://www.cityofdavenportiowa.com/department/division.php?structureid=485>.

²³ “The Annie Wittenmyer Home,” accessed April 5, 2016, at http://www.davenportlibrary.com/files/1013/2586/6625/The_Annie_Wittenmyer_Home.pdf.

²⁴ “Bridge Avenue District,” accessed April 4, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/83003626.pdf>

²⁵ “Columbia Avenue District,” accessed April 4, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/84000298.pdf>

²⁶ “Crescent Warehouse Historic District,” accessed April 4, 2016, at http://www.cityofdavenportiowa.com/egov/docs/1340913153_941650.pdf

²⁷ “Marycrest College Historic District,” accessed April 4, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/04000341.pdf>.

²⁸ “McClellan Heights Historic District,” accessed April 3, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/04000341.pdf>.

²⁹ “Prospect Park Historic District,” accessed April 3, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/84000338.pdf>

³⁰ “Oakdale Cemetery Historic District,” accessed April 4, 2016, at <https://www.nps.gov/nr/feature/places/15000194.htm>

³¹ “Oak Lane District,” accessed April 4, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/84000331.pdf>

³² “Riverview Terrace District,” accessed April 4, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/84000339.pdf>

³³ “Vander Veer Park District,” accessed April 4, 2016, at <http://focus.nps.gov/pdfhost/docs/NRHP/Text/85000784.pdf>

³⁴ Sarah Galvan, “Rehabilitation Rehab through State Building Codes,” *Yale Law Review*, p. 1756. Galvan sources a 2002 speech by Richard Moe, President of The National Trust, to the U. S. Congress of Mayors, who stated that 60% of buildings within historic districts were in census tracts with a poverty level of 20% or more. Accessed April 10, 2016, at http://papers.ssrn.com/sol3/papers.cfm?abstract_id=904783.

Also see Jeffery Fraser, “The Cost of Blight,” *Pittsburgh Quarterly*, Fall 2011, accessed at <http://www.pittsburghquarterly.com/index.php/Region/the-cost-of-blight/All-Pages.html>. Fraser’s article covers issues in Pennsylvania cities, extreme examples of the blight created by abandoned properties that include eroding a city’s tax base and the values for nearby homes as well as stymying neighborhood revitalization efforts and Davenport 2025 (Long Version), p. 153.

³⁵ “South of Locust” was discussed by the SWOT group. Discussions about whether one feels “safe” are very commonplace for residents living south of Locust Street or neighborhoods near it.

³⁶ “Davenport 2025,” 90, 95, 117.

³⁷ Calculation was made by looking at addresses of properties on list provide by Davenport Department of Public Works. Condition of each property prior to demolition was not noted, but the list excludes any properties demolished due to fire.

³⁸ “Hilltop Campus Village,” accessed April 13, 2016, at <http://www.hilltopcampusvillage.org/>

³⁹ P.U.N.C.H., or “People Uniting Neighborhoods and Churches” is comprised of Baptist, Methodist, Episcopal, AME, Lutheran, Roman Catholic and Christian/Disciples of Christ congregations located within or near the borders of Hilltop Campus Village. They offer a variety of individual social outreach programs and, as PUNCH members, joint events for families throughout the year.

⁴⁰ Jennifer Dewitt, “Hotel Blackhawk Reopens Today, Unveiling Four-Year \$35 million Restoration,” *Quad City Times*, accessed March 9, 2016, at http://qctimes.com/news/local/hotel-blackhawk-opens-today-unveiling--year-million-restoration/article_581cea96-0811-11e0-b03e-001cc4c002e0.html.

⁴¹ Doug Schorpp, “Davenport's Downtown Continues to Draw New Residents,” *Quad City Times*, accessed March 8, 2016, at http://qctimes.com/business/davenport-s-downtown-continues-to-draw-new-residents/article_0a915fce-b4c9-5dd9-897c-fade1c6d5174.html.

⁴² Neighborhood Housing Services website, accessed March 9, 2016, at http://mvnhs.org/index_files/Page796.htm.

⁴³ Gateway Redevelopment Group website, accessed March 8, 2016, at <http://www.grgdavenport.info/>. The author is a GRG officer.

⁴⁴ “Glen Armil Neighborhood Association. History,” accessed April 13, 2006, <http://www.glenarmil.com/history/>

⁴⁵ “Youngstown’s Bond Law Can Be a Powerful Weapon against Blight,” accessed November 14, 2015 at <http://www.vindy.com/news/2013/jul/26/youngstowns-bond-law-can-be-a-powerful-w/> and “Canton OH Collects \$1M from Bond Law on Default Properties,” accessed November 11, 2015 at [http://safeguardproperties.com/News/Community_Initiatives/2014/01/Canton_OH_Collects_\\$1M_from_Bond_Law_on_Default_Properties.aspx](http://safeguardproperties.com/News/Community_Initiatives/2014/01/Canton_OH_Collects_$1M_from_Bond_Law_on_Default_Properties.aspx). Springfield, Massachusetts was the third city cited who had this ordinance.

⁴⁶ Jonathan Mabry, “Benefits of Residential Historic District Designation for Property Owners,” June 7. 2007, accessed April 9, 2016, at http://preservationnj.org/site/ExpEng/images/images/pdfs/Historic%20District%20benefits_Mabry_%206-7-07.pdf

⁴⁷ “Millennials Prefer Cities to Suburbs, Subways to Driveways,” accessed April 5, 2016, at <http://www.nielsen.com/us/en/insights/news/2014/millennials-prefer-cities-to-suburbs-subways-to-driveways.html>

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Marion Meginnis

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