

# REVISIONING THE JACKSON COUNTY HOSPITAL SITE



## CONSIDERATIONS FOR REDEVELOPMENT

APRIL 2020



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Development Research Partners, Inc. .... 34

# INTRODUCTION

## Process Overview

In late 2019, the East Central Intergovernmental Association (ECIA), on behalf of Jackson County and the City of Maquoketa, reached out to the Technical Assistance to Brownfields (TAB) Program at Kansas State University (KSU) for assistance with visioning and a feasibility study for the Jackson County Hospital Site (Site). KSU TAB and partners Delta Institute and Development Research Partners, participated in a conference call on December 4, 2019 with Dawn Danielson, ECIA Brownfields Project Manager, and representatives from the County and City and Mel Pins, Iowa Department of Natural Resources (DNR) Brownfields Coordinator, to further discuss TAB assistance, decide on an appropriate scope of work, and determine next steps. In order to inform residents and solicit community input on desirable future uses and amenities for the Site, a public meeting was hosted at the Site on Wednesday, March 11, 2020.

At the meeting, approximately 35 residents participated in small group discussions to share what they would like to see in the redevelopment of the Site. This document includes an overview of the general trends that came from those discussions, as well as the anonymous voting that took place after small group report outs.

It should be noted that while this document captures the ideas that came out of the public meeting, it is not intended to reflect final decisions regarding the future use of the Site. Discussions and planning activities regarding the future of the Site are continuing.

## About Maquoketa, Iowa

The City of Maquoketa is located in east-central Iowa, on the Maquoketa River, roughly 30 miles south of Dubuque, 40 miles north of the Quad Cities, and 60 miles to the east of Cedar Rapids. It serves as the county seat of Jackson County. Since 2000, the City has maintained a steady population of approximately 6,100 residents. Sitting in the cradle of the Maquoketa River and Prairie Creek, the City of Maquoketa is also home to many natural areas, including Maquoketa Caves State Park and Prairie Creek Recreation Area.

In 2019, the City of Maquoketa published a draft 2040 Comprehensive Plan. While the predominant existing land uses within Maquoketa are single-family residential and agriculture, the 2040 Comprehensive Plan supported mixed use development and infill housing within key redevelopment areas to: drive neighborhood reinvestment; meet a projected increase in demand for housing units by 2040; and preserve open space amidst population growth. The Site serves as a key opportunity area for this planned municipal redevelopment and reinvestment.

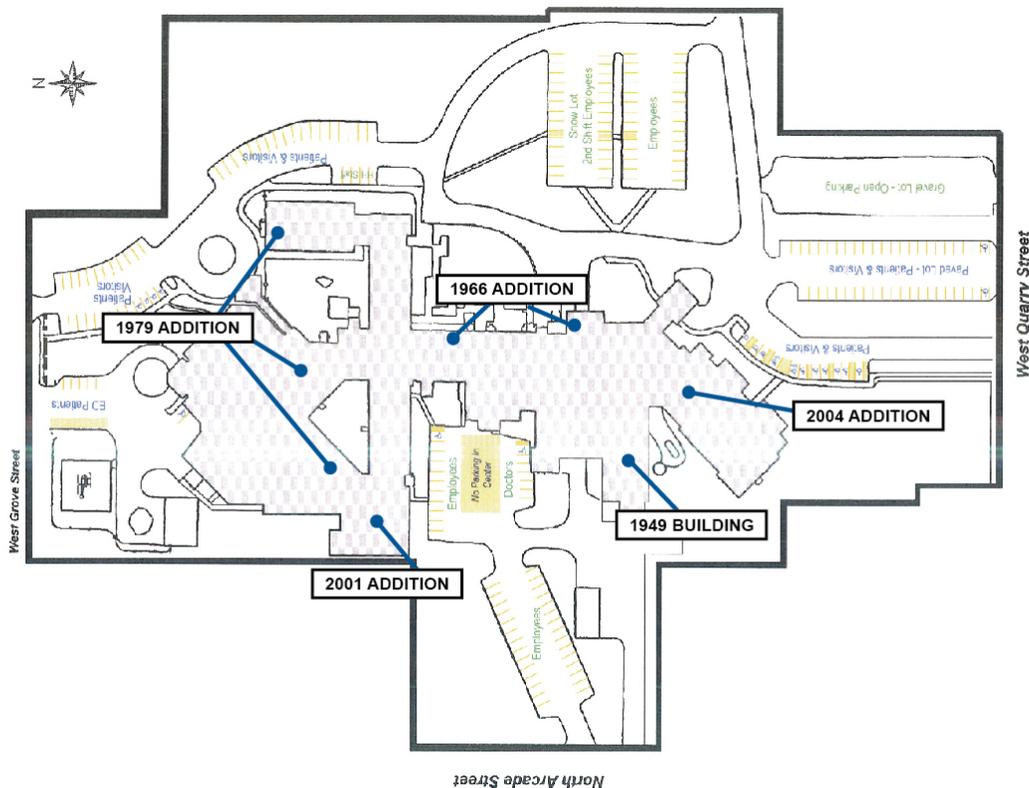
Through the planning process and community input for the City of Maquoketa 2040 Comprehensive Plan, the following eight principles for development were identified for the next 20 years in Maquoketa:

1. Tell the Story of Maquoketa
2. Invest in Maquoketa
3. Make Economic Progress
4. Improve Quality of Life
5. Get Everyone Involved
6. Maintain and Improve the Transportation System
7. Invest in Good Quality Housing
8. Plan for Future Land Use

Redeveloping the Site is an important step in realizing this mission and is a key objective for the City of Maquoketa.

### About the Jackson County Hospital Site

The Jackson County Hospital Site is occupied by the Jackson County Regional Health Center, which was established in 1949 (with subsequent additions) and currently resides on approximately 12.5 acres of property at 700 W. Grove Street. The Site is bordered on all four sides by residential homes and is located approximately ½ mile south of the Maquoketa River. Farmland resides directly to the north of the Site, which is within four blocks of a trail system and approximately ½ mile northwest of downtown Maquoketa. The Site is zoned R2 but the City of Maquoketa is open to rezoning—depending on planned reuse.



The first of JCRHCs three current buildings was constructed in 1949 and is located at the southernmost portion of the Site. The portion of the buildings in the middle of the “T” configuration was constructed approximately 1967, and the northern most building was constructed in the early 1980s. The largest building is 127,000 square feet, encompassing two stories. Many sections of the buildings need rehabilitation to be repurposed, and renovation costs for all buildings have been estimated at approximately \$17 million. The buildings are not named on any historic registries or any other protected status.

The hospital was originally built on former farmland which suggests low/minor contamination that may be present on the property from previous Site use. However, as the hospital prepares to move to a new location in December 2020, the Hospital Board of Trustees—the current title holder for the property—will work with Iowa Department of Natural Resources (DNR) to responsibly address identified environmental conditions created through hospital use over the past 70 years.

An architectural study of the Site’s buildings has indicated the likely presence of asbestos and the existence of lead-based paint. Additionally, a Phase I Environmental Site Assessment—completed in March 2020 by Impact 7G—yielded the following Recognized Environmental Conditions (RECs):

- A 2,500-gallon active fiberglass emergency backup generator underground storage tank exists on the property. While this tank presents the threat of release, it is outfitted with leak detection, overfill protection, and has environmental liability financial insurance coverage provided. Up to \$15,000 of the UST’s cost of removal is also eligible for grant funding through the Iowa Underground Storage Tank (IUST) fund.
- One double walled, 8,000-gallon unregulated UST is located on the west side of the property that serves as a fuel backup for the property’s radiant heat hot water boiler system. The UST presents the threat of a petroleum release and is not currently registered or insured—rendering it ineligible for IUST funding.
- While the hospital does not currently incinerate its biological waste (instead disposing through a biological waste disposal company), the facility historically combusted coal to fuel the hot water boiler system and utilized an on-site incinerator to dispose of medical and other waste products. These combustion and incineration activities may have produced radionuclides, heavy metals, and radioactive diagnostic materials in fly ash that was typically buried or used as fill materials.
- Electrical equipment potentially containing PCBs was observed in the 1949 wing of the building in the main level utility room.

Based on these findings, the Phase I ESA suggested that if the property structure is to be demolished or renovated that additional asbestos and lead-based paint testing is recommended. If the developer or the owner is to have the 2,500-gallon regulated UST removed, applying for funding from the DNR IUST fund to assist with the cost of removal should be considered. Potential PCB containing electrical equipment located in the 1949 wing of the building should be disposed, under hazardous waste manifest control at a regulated facility.

Per the requirements of Iowa DNR, removal of the two USTs must occur before the hospital leaves the Site. The JCRHC Board of Trustees will need to obtain clearance on remediation from Iowa DNR prior to vacating the Site. Iowa DNR also will require that JCRHC conduct an asbestos inspection

(and possible asbestos removal) prior to vacating the Site, and if any of the buildings are to be demolished, a lead-based paint inspection will also be needed to determine whether lead abatement must occur prior to demolition.

## 2020 COMMUNITY WORKSHOP

On March 11, 2020, a group of approximately 35 residents from the City of Maquoketa participated in a visioning workshop for the Site. Below is an outline of the outreach that was conducted to advertise the meeting, as well as a summary of the workshop and the outcome of the discussions.

Additionally, TAB Partner, Development Research Partners convened a series of small focus groups on March 10, 2020 to discuss opportunities, challenges, and feasibility for Site reuse. The focus group participants included 1) county realtors, 2) Board of Supervisors, 3) county financial institutions, 4) Maquoketa Parks Board/Jackson County Conservation Board, and 5) neighbors adjacent to the Site, with targeted questions developed for each group. Notes and findings from the focus group discussions can be found in Appendix D of this report.

### Outreach

To promote the workshop and provide both transparency and inclusion efforts, flyers were created and shared on Facebook by Jackson County Regional Health Center, Jackson County Economic Alliance, the Maquoketa Chamber of Commerce, and the Maquoketa Hometown Pride committee. Additionally, Jackson County Economic Alliance distributed flyers to their Board of Directors and business/industry partners, the Maquoketa Chamber of Commerce added the workshop to their calendar and sent an email to members, and the Maquoketa Hometown Pride committee emailed information to their members.

### Workshop Summary

The goals of the March 11, 2020 workshop included:

- 1) Provide context and background for the Site, including current status and timelines;
- 2) Gather input from the community to inform reuse of the Site; and,
- 3) Answer the community's questions regarding the Site.

To achieve these goals, the workshop was organized into two sections:

**Presentation:** Jackson County Regional Health Center and KSU TAB gave presentations discussing the purpose of the meeting, the Jackson County Hospital site history and current conditions, background on the TAB program, overall goals for the collaborative planning process, and next steps. The presentation also included instructions and examples for idea generation and community feedback. A copy of the presentation is included in Appendix A of this report.



**Group Discussions and Report-outs:** The participants spent most of the workshop in small group discussions. Facilitators floated throughout the room to guide discussions and gather feedback on 1) Site reuse ideas, 2) Site building ideas, and 3) Site amenities ideas. The following examples were given to provide clarity and help generate discussion:

- **Site Reuse Idea Development:**
  - Residential reuse
    - Market rate housing
    - Affordable/workforce housing
    - Senior housing
    - Condos or rental housing
  - Light commercial reuse
    - Retail
    - Mixed use
    - Office
  - Public use
    - Passive open space
    - Neighborhood park
    - Recreation fields
    - Event space
    - Community service
- **Site Buildings Idea Development:**
  - Demolish/deconstruct some or all buildings
  - Re-use some buildings
  - Desired new or rehabbed building elements (e.g. rooftop solar, energy efficiency)
- **Site Amenities Idea Development:**
  - Signage
  - Trees and greening
  - Green infrastructure



After an hour of small group discussions, ideas for Site Reuse, Site Buildings, and Site Amenities were written and displayed around the room.



### Site Reuse Ideas: Board 1



- Independent senior housing
- Apartments
- Condos – affordable, 55+, new
- Medical training
- Baby/senior day care – renovate
- Swimming pool
- School's early childhood education center (K-2)
- Dialysis in rehab building – renovate
- Business center / business incubator
- Restaurant incubator
- Single family homes (x2)
- Good mental health facility
- Senior living – different care types / continuum care
- Developer who would build association driven condos with 1 & 2 car garages that would possibly tie into senior assisted living
- Residential senior development – mixed
- Any on tax rolls
- Residential – condos, single family
- Community College
- Save trees
- No retail
- No jail
- No parks/playground

## Site Buildings Ideas: Board 2



- 2004 addition = community center
- Shared living & studio space
- Tear down
- Walking path
- Demolish existing
- Exercise for senior housing
- Opportunity for multi-family housing
- Public service office space
- No junk lots
- Rehab center for dialysis
- Reuse – dialysis, hospice
- Workforce apartments
- Neighborhood, not commercial

## Site Amenities Ideas: Board 3



- Outdoor pool
- Community center
- Sustainable / LEED certified
- Park
- Arboretum
- Park space
- Community garden
- Discovery center (x2)
- Gym with the apartments
- Ice skating rink
- Trail to "Bicentennial Park"
- Green space with housing
- Pathways to community center
- Community or shared kitchen
- Senior center
- Park with water
- Park with band shelter
- Courtyard
- Walking area for residential
- Trails onsite

## Voting Sheets and Scoring Methodology Overview

After each group had the opportunity to report out on their table discussions, participants received anonymous voting sheets, which prompted them to rank their top three ideas for Site reuse, Site buildings, and Site amenities, based on their shared ideas. The voting sheet also included space for participants to leave general comments they wanted to provide. A copy of the voting sheet that was used can be found in Appendix B of this report.

After the workshop, 27 voting sheets were collected, and feedback text was transcribed. Delta Institute conducted a qualitative data analysis by coding feedback into several categories and subcategories for consideration. Ideas that were listed as a first priority for each category on a voting sheet received 3 points, ideas that were listed as a second priority for each category received 2 points, and ideas were listed as a third priority for each category received 1 point. Several ideas generated by participants related to multiple categories, and so their feedback was compiled across all relevant categories. Particularly, feedback around Site Reuse and Site Amenities included several areas of crossover, as participants shared their visions for both the future uses and the future features of the Site. In order to accurately display this feedback, these categories have been combined in the Results section. Full text, coding, and calculation tables can be found in Appendix C of this report.

## Public Input Results

The following table represents the major category ideas that were written on the voting sheets with their corresponding total score based on the rank they were given on each voting sheet:

Site Reuse & Amenities Ideas Category	Cumulative Score
Residential	142
Recreation/Amenities	135
Medical	77
Commercial	32

Once broad categories were counted and ranked, subcategories for each idea category was coded and ranked within each category group for clarity and idea coalescing/condensing. A breakdown of these main idea categories is below:

**1.) Residential:** Within the Residential category, response categories included Senior Living (e.g. 55+ apartment complexes, retirement housing); Multifamily Units (e.g. duplexes, condo associations); Affordable (e.g. workforce housing, affordable rental units); and Single-Family Homes. The table below displays the corresponding total score based on the rank given on each voting sheet:

Residential Idea Category	Cumulative Score
Residential – Senior	63
Residential – Multifamily Units	57
Residential – Affordable	36
Residential – Single Family Home	24

**2.) Recreation/Amenities:** Within the Recreation/Amenities category, response categories included Trails (e.g. walking trails, connection trail to Bicentennial Park); Parks/Greenspace (including park space designated for an adjacent residential development); Arboretum; Community Space (e.g. community center, courtyard space, community kitchen); Pool/Water (e.g. outdoor pool, splash pad); and Fitness (e.g. senior exercise area, gym). The table below displays the corresponding total score based on the rank given on each voting sheet:

Recreation/Amenities Idea Category	Cumulative Score
Recreation – Trails	43
Recreation – Parks / Greenspace	43
Recreation – Arboretum	27
Recreation – Community Space	26
Recreation – Pool / Water	19
Recreation – Fitness	11

**3.) Medical:** Within the Medical category, response categories included Nursing Care (e.g. assisted living, continuum care); Dialysis; Mental Health (specifically, a high-end mental health facility that would act as a regional resource); and Hospice. The table below displays the corresponding total score based on the rank given on each voting sheet:

Medical Idea Category	Cumulative Score
Medical – Nursing Care	30
Medical – Dialysis	24
Medical – Mental Health	17
Medical – Hospice	14

**4.) Commercial:** Within the Commercial category, response categories included Education (e.g. community college facilities, discovery center); Business Development (e.g. business incubator); Public Service Office Space (specifically, moving existing offices and services from the courthouse); and Childcare (e.g. daycare, early childhood center). The table below displays the corresponding total score based on the rank given on each voting sheet:

Commercial Idea Category	Cumulative Score
Commercial – Education	17
Commercial – Business Development	5
Commercial – Public Service Office Space	5
Commercial – Childcare	2

Participants were also asked to consider the hospital buildings themselves, specifically if the buildings should be demolished or if any section of the existing hospital should be preserved. None of the participants expressed a desire to see the entire structure preserved, but several tables discussed the possibility of retaining the most recent addition (built in 2004). The table below displays the corresponding total score based on the rank given on each voting sheet.

Building Reuse Idea Category	Cumulative Score
Buildings – Full Demolition	32
Buildings – Reuse 2004 Addition	28

The voting sheets also allowed space for any additional comments and feedback outside of the prioritization structure. Ten participants left additional feedback including:

- Concerns about the cost of redeveloping the property and identifying a suitable developer
- That new senior housing would allow for the current population to downsize and make their homes available to new residents looking to purchase a larger home
- Concerns about converting the property to:
  - A pool
  - A youth center
  - Retail/commercial
  - Low income housing
  - A jail
- Appreciation for the workshop and revisioning activity
- Desire to see the property redeveloped

## CONCLUSION AND NEXT STEPS

The public meeting that took place on March 11, 2020 was the start of a conversation around what’s next for the Jackson County Hospital Site. While this document captures the ideas and feedback that came out of the conversation, it is not intended to reflect any final decisions regarding the Site’s reuse. To promote collaboration and transparency, information about this project will continue to be made available to the community throughout the redevelopment process

During this public meeting, ideas for the future of the Site seemed to coalesce around a residential or recreational reuse, or some combination of both. However, additional information gathering and assessment will need to take place to understand the challenges, benefits, and to chart a path forward for any future reuse. To move these conversations forward, additional discussions and planning activities regarding the future of the Site include:

- This report, along with a summary slide deck, will be published on the websites of Jackson County Economic Alliance, Jackson County, Jackson County Regional Health Center, City of Maquoketa, and Maquoketa Chamber of Commerce.
- Using the visioning workshop and feedback as input, the larger process of Site reuse planning is expected to be completed by the end of 2020.

*Questions/comments about this report should be directed to Janet Treat at [treatj@genesishhealth.com](mailto:treatj@genesishhealth.com)*



*The production of this report and the visioning workshop that are the subject of this report were funded through the United States Environmental Protection Agency’s Technical Assistance for Brownfields Program*

## APPENDICES

### Appendix A: Visioning Workshop Presentation



# REVISIONING JACKSON COUNTY REGIONAL HEALTH CENTER (JCRHC) SITE

Visioning Workshop  
March 11, 2020

6pm to 8:30pm





## Agenda

- Welcome, Partner Introductions & Opening Remarks
- Planning Framework for Re-visioning the Site
- Attendee Discussion, Input
- Final Comments and Next Steps





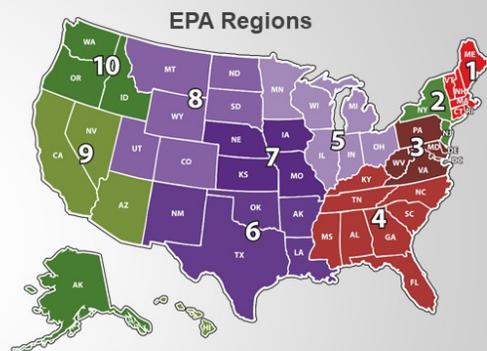
# Welcome, Partner Introductions, Opening Remarks

- Today's Purpose and Goal
- Brief History of the Site
- Collaborative Planning Process



## Technical Assistance to Brownfield Communities

- Assist communities and tribes with the brownfields redevelopment process
- A national program
- Services provided are **FREE** and tailored to specific needs
- Planning, environmental & economic development expertise
- Webinars, workshop, & e-tools
- Funded by EPA via grants to 3 different entities
  - K-State assists communities in EPA Regions 5, 6, 7 & 8
  - Center for Creative Land Recycling (CCLR) assists in EPA Regions 2, 9, and 10



- New Jersey Institute of Technology (NJIT) assists in EPA Regions 1, 3, and 4

# What is a Brownfield?

"...real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant."

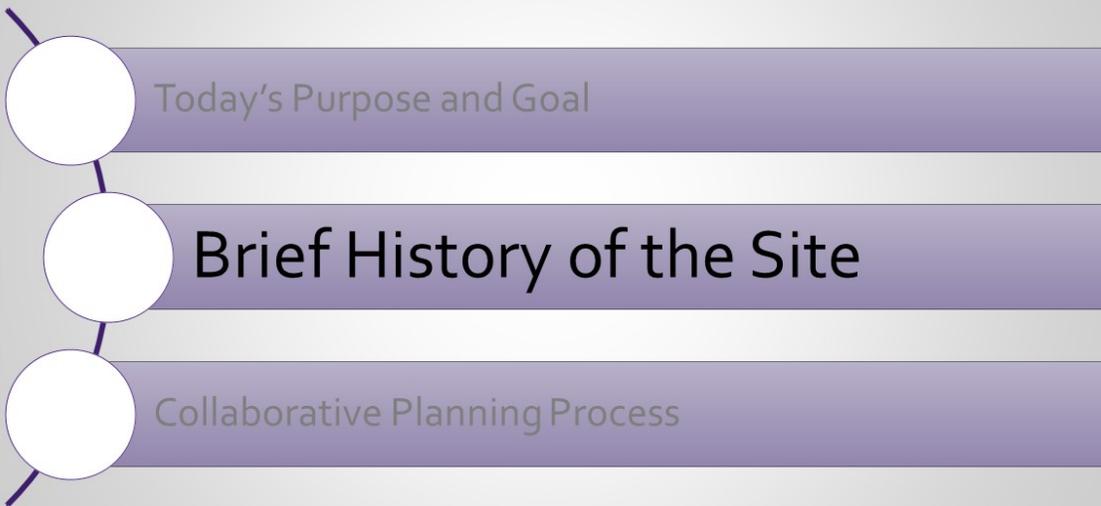
- Small Business Liability and Brownfields Revitalization Act, Public Law 107-118



- A property with **possible** environmental issues that are limiting re-use of the site
- Goal is to put back into beneficial reuse
- Community Revitalization
- Benefits of brownfields redevelopment:
  - Improves local economy
  - Creates new jobs
  - Often uses exiting infrastructure
  - Preserves undeveloped land
  - Improves & protects the environment



## Welcome, Partner Introductions, Opening Remarks





## Welcome, Partner Introductions, Opening Remarks

- Today's Purpose and Goal
- Brief History of the Site
- Collaborative Planning Process



## Planning Framework for Re-visioning the Site Focused Through the Lens of:

- City's Comprehensive Plan
- Planning of the Hospital Board
- Community Wants and Needs



## Lens “Elements”

- Must NOT HAVES for the Site - Industrial, Another Hospital, Vice/Sin Businesses.
- Must HAVES for the Site - Address financial needs of the City/place Site back on tax rolls, connectivity to downtown, housing.
- Site can be single use or multiples uses possibly in phases.



## Input Sought

- **Site Reuse**
  - Residential
  - Light Commercial
  - Public Use



## Input Sought

### ■ Site Buildings

- Demolish/deconstruct some or all buildings
- Reuse some buildings
- Desired new building elements i.e. rooftop solar, energy efficiency, etc.



## Input Sought

### ■ Site Amenities

- Signage
- Trees and greening
- Green infrastructure
- Other



## Attendee Discussion, Input

- Small Group Discussion/Input
- Table Report Outs
- Consideration of Ideas/Input
- Voting on Ideas



## Input Sought in the Following Categories:

### ■ Site Reuse

- Residential
- Light Commercial
- Public Use

### ■ Site Buildings

- Demo/  
deconstruct
- Reuse
- New building elements

### ■ Site Amenities

- Signage
- Trees & greening
- Green Infrastructure
- Other

## Next Steps

- Visioning report to be completed by mid May (votes will be tallied, ideas analyzed)
- Report posted (written report and summary slide deck) on website of Hospital Board of Trustees.
- Results of the visioning workshop and voting serve as input to a larger process that will determine the reuse of the Site.
- Site reuse planning to be completed by year end 2020.

THANK YOU



Appendix B: Voting Sheets

*Revisioning Jackson County Regional Health Center Site  
Voting Sheet*

Please rank your top three REUSE choices or categories from the ideas on the Post-it Notes:

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

Please rank the top three BUILDING PREFERENCES you'd like to see from the ideas on the Post-it Notes:

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

Please rank the top three AMENITIES you'd like to see from the ideas on the Post-it Notes:

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

Additional Comments:

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## Appendix C: Feedback Results + Coding

### Full text voting sheet results

#	REUSE 1	REUSE 2	REUSE 3	BUILDING 1	BUILDING 2	BUILDING 3	AMENITIES 1	AMENITIES 2	AMENITIES 3	Additional Comments
1	Sell to any entity that will get the site back on the tax rolls	Sell part of building to the kidney dialysis company	-	Senior housing (full range) from independent to nursing care	Single family dwellings	-	Any amenity is fine as long as the entity pays taxes on the property	-	-	-
2	55+ senior or retirement housing facility	Community college education facility	-	-	-	-	Arboretum	Walking trail with landscape garden	-	-
3	Condo association	Single family homes	Hospice home on northwest section of property	Tear all buildings down	-	-	Courtyard	Decorative walking space	-	Maquoketa has a need for housing suitable for retirees wanting to downsize. We have plenty of low-income housing. Providing this would allow for couples/individuals to sell their homes, others to "move up" creating a ripple effect in our housing market based on people being able to afford more over time. People who would buy their homes would open up their starter home, etc.
4	55+ condos with association	Single family homes	-	Tear it all down	Save the rec area and tear the rest down!	-	Landscaping	Courtyard area	Walking path around property	-
5	Senior housing continuum planned development	Single family housing	-	Save the rehab exercise area and incorporate it	Dialysis facility	-	Arboretum	Development with walking paths around the perimeter	-	This exercise gets one thinking about the possibilities!

				into a housing development						
6	Senior and assisted living	55 plus type housing	Single family homes	Use the 2004 addition for exercise / community center	Tear down all but 2004 addition	-	Community garden space / trails	Arboretum	-	No jail No retail No low income
7	Affordable condos for adults	Business idea development center	Senior apartments	Senior apartments or condos (65 or older only)	Workforce apartments	Public service office space	Arboretum park surrounded by either senior apartments or affordable condos (adult)	-	-	There MUST be a way to reuse this facility. Senior or affordable housing surrounded by a walking park
8	55+ affordable housing	Arboretum, park connection	Business incubator	No reuse of buildings	-	-	Neighborhood friendly	-	-	-
9	Affordable housing - condos	Business incubator - restaurant start up	Senior/baby day care	Neighborhood commercial	Hospice	-	Walking path & arboretum	Community kitchen	-	-
10	One family affordable homes (not low income)	Affordable homes for seniors to downsize (not low income)	Some green space so people can walk through and enjoy	If you can use 2004 part for dialysis or hospice	If not, tear it down	-	Some greenspace	-	-	-
11	55+ affordable housing apartments with park and community center	55+ affordable condos with community center and gym	Senior center and early childhood center	Community college training centers	Mental health facility	Demolish buildings	Arboretum and outdoor gardens	Trails and park space	Discovery center or sort of museum	Really glad I came tonight as a resident. Very informative and worthwhile

12	Affordable condos	Single family developments	Adult day care	Condos and affordable rent	Single family dwellings	Gardening site	Adult daycare	-	-	We would need interested parties to do building
13	STEM center for CCC	Pool	Housing affordable	Workforce apartments	Public service office	Walking trails	Trail to Bicentennial Park	Discovery center	Arboretum	A lot of these ideas require a lot of money
14	Assisted living	Senior housing	-	Residential condos / association controlled	Single family homes	Mental health facility	Community pool / splash pad / water park	Incorporate land on north of street as bandshell	-	-
15	Tear down!	-	-	Growth for college and training	Mental health clinic, draw people in from other communities	Hospice, dialysis, senior housing/condo	-	-	-	-
16	Residential - condo development - 55+	High end mental health center / dialysis	Pool / water park / park	Middle / high end condos / assisted living	Develop mental health "center" - regional	Water park / pool / walking trails	Walking trails	"Green" park like areas - trees	-	Tear hospital building down Problem - find developer to do the above that is agreeable to the whole community Problem - \$ to demolish existing hospital and develop mental health facility / housing / park
17	Housing - affordable - condo with association	Mental health treatment	-	Demolish it all - giving more flexibility with reuse of site	Use part of building - i.e. reuse section for dialysis / mental health inpatient care	-	Splash pad or outdoor pool water park	Connecting trails through Centennial Park - to Hurstville Trail	Green space	-
18	1 and 2 bedroom residential housing - low maintenance condos,	Regional mental health facility to draw more people (jobs)	-	Demolish all buildings	Retain 2004 addition for dialysis center	Retain 2004 addition for community rec center	Outdoor pool in center, surrounded by housing	Walking trails	-	-

	townhouses, etc.	to MAQ. Align with Mayo?								
19	Senior housing	Assisted living	Good mental health facility that could attract people from other communities	Demolish existing	-	-	Park with walking paths, quiet sitting areas	Arboretum	-	-
20	Single family homes	55+ senior housing - 2 bed 2 bath condos	Community college campus	Reuse 2004 section - rehab	-	-	Walking trail	-	-	-
21	Residential	Condo	-	Total demo	-	-	Green place	-	-	-
22	Condos for residential retired citizens	Single family residences	-	Save part of building	-	-	Walkways, green space for condo area	-	-	Pool would increase traffic and noise Youth center has been tried several times - did not work
23	Senior housing - condos	Eastern Iowa Community College	Workforce housing	Dialysis	Hospice	Tear down	Green space with housing	Walking paths	-	No commercial property No low income
24	Have an increasing care campus starting with retirement 1-2 bedroom homes, to apartments to more care (nursing homes last)	-	-	Senior exercise area	Senior center	Dialysis	Green spaces, trees, pond, water feature	Trails for retirements community	Hospice	-

25	Hospice house	Bring public work, county engineer, vets, economic development, drivers licence up here to free up court house space	Senior housing	-	-	-	Arboretum	-	-	-
26	Senior housing	Assisted living	Mixed residential with green space	2004 - dialysis	Hospice house	-	Green space	Arboretum	Rec center for neighborhood	-
27	Senior-friendly housing	Continuum of housing opportunities	Single family / duplex / condos	Retail rehab unit for dialysis / exercise center	Tear down and remove to create greenfield - start over	-	Green space interspersed around housing	Green design / water retention	-	-

### Coded voting sheet results

#	REUSE 1 3 points	REUSE 2 2 points	REUSE 3 1 point	BUILDING 1 3 points	BUILDING 2 2 points	BUILDING 3 1 point	AMENITIES 1 3 points	AMENITIES 2 2 points	AMENITIES 3 1 point
1		Medical - Dialysis		Residential - Senior Medical - Nursing Care	Residential - Single Family Home				
2	Residential - Senior	Commercial - Education					Recreation - Arboretum	Recreation - Parks/ Greenspace	Recreation - Trails

3	Residential - Multifamily units	Residential - Single Family Home	Medical - Hospice	Buildings - Demolition			Recreation - Community space	Recreation - Trails	
4	Residential - Multifamily units								
	Residential - Senior	Residential - Single Family Home		Buildings - Demolition	Buildings - Reuse 2004 addition		Recreation - Parks/ Greenspace	Recreation - Community space	Recreation - Trails
5	Residential - Senior			Buildings - Reuse 2004 addition					
	Medical - Nursing Care	Residential - Single Family Home		Residential	Medical - Dialysis		Recreation - Arboretum	Recreation - Trails	
6	Residential - Senior			Buildings - Reuse 2004 addition			Recreation - Community space		
	Medical - Nursing Care	Residential - Senior	Residential - Single Family Home	Recreation - Fitness	Buildings - Demolition		Recreation - Trails	Recreation - Arboretum	
7							Recreation - Arboretum		
	Residential - Affordable	Commercial - Business development	Residential - Multifamily units	Residential - Multifamily units	Residential - Affordable	Commercial - Public Service office space	Residential - Senior	Residential - Multifamily units	
			Residential - Senior	Residential - Senior			Residential - Affordable	-	

8	Residential - Senior	Recreation - Arboretum	Commercial - Business development	Buildings - Demolition			Recreation - Community space		
	Residential - Affordable	Recreation - Parks/ Greenspace Recreation - Trails							
9	Residential - Multifamily units	Commercial - Business development	Medical - Nursing Care	Commercial	Medical - Hospice		Recreation - Arboretum	Recreation - Community space	
	Residential - Affordable		Commercial - Childcare				Recreation - Trails		
10	Residential - Single Family Home	Residential - Senior	Recreation - Parks/ Greenspace	Buildings - Reuse 2004 addition	Buildings - Demolition		Recreation - Parks/ Greenspace		
	Residential - Affordable		Recreation - Trails	Medical - Dialysis					
11	Residential - Senior	Residential - Senior	Medical - Nursing Care	Commercial - Education	Medical - Mental Health	Buildings - Demolition	Recreation - Arboretum	Recreation - Parks/ Greenspace	Commercial - Education
	Residential - Affordable								
	Residential - Multifamily units	Residential - Affordable							
	Recreation - Parks/ Greenspace	Residential - Multifamily units							
	Recreation - Community space	Recreation - Fitness							
	Recreation - Community space	Commercial - Childcare							

	Residential - Multifamily units			Residential - Multifamily units					
12	Residential - Affordable	Residential - Single Family Home	Medical - Nursing Care	Residential - Affordable	Residential - Single Family Home	Recreation - Community space	Medical - Nursing Care		
13	Commercial - Education	Recreation - Pool / water	Residential - Affordable	Residential - Affordable	Commercial - Public Service office space	Recreation - Trails	Recreation - Trails	Commercial - Education	Recreation - Arboretum
14	Medical - Nursing Care	Residential - Senior	-	Residential - Multifamily units	Residential - Single Family Home	Medical - Mental Health	Recreation - Pool / water	Recreation	
15	Buildings - Demolition	-	-	Commercial - Education	Medical - Mental Health	Residential - Senior Residential - Multifamily units Medical - Dialysis Medical - Mental Health			
16	Residential - Multifamily units Residential - Senior	Medical - Mental Health Medical - Dialysis	Recreation - Pool / water	Residential - Multifamily units Medical - Nursing Care	Medical - Mental Health	Recreation - Pool / water Recreation - Trails	Recreation - Trails	Recreation - Parks/ Greenspace	-
17	Residential - Multifamily units Residential - Affordable	Medical - Mental Health	-	Buildings - Demolition	Buildings - Reuse 2004 addition Medical - Dialysis Medical - Mental Health	-	Recreation - Pool / water	Recreation - Trails	Recreation - Parks/ Greenspace
18	Residential - Multifamily units	Medical - Mental Health	-	Buildings - Demolition	Buildings - Reuse 2004 addition Medical - Dialysis	Buildings - Reuse 2004 addition	Recreation - Pool / water Residential	Recreation - Trails	

						Recreation - Community space			
19	Residential - Senior	Medical - Nursing Care	Medical - Mental Health	Buildings - Demolition			Recreation - Parks/ Greenspace Recreation - Trails	Recreation - Arboretum	
20	Residential - Single Family Home	Residential - Multifamily units Residential - Senior	Commercial - Education	Buildings - Reuse 2004 addition			Recreation - Trails		
21	Residential	Residential - Multifamily units	-	Buildings - Demolition			Recreation - Parks/ Greenspace		
22	Residential - Multifamily units						Recreation - Pool / water		
	Residential - Senior	Residential - Single Family Home	-	Buildings - Reuse 2004 addition			Residential - Multifamily units Recreation - trails		
23	Residential - Multifamily units						Recreation - Parks/ Greenspace		
	Residential - Senior	Commercial - Education	Residential - Affordable	Medical - Dialysis	Medical - Hospice	Buildings - Demolition	Residential	Recreation - Trails	
24	Residential - Senior						Recreation - Parks/ Greenspace		
	Medical - Nursing Care	-	-	Recreation - Fitness	Recreation - Community space	Medical - Dialysis	Recreation - Pool / water	Recreation - Trails	Medical - Hospice

25	Medical - Hospice	Commercial - Public Service office space	Residential - Senior				Recreation - Arboretum		
26	Residential - Senior	Medical - Nursing Care	Residential Recreation - Parks/ Greenspace	Buildings - Reuse 2004 addition Medical - Dialysis	Medical - Hospice		Recreation - Parks/ Greenspace	Recreation - Arboretum	Recreation - Community space
27	Residential - Senior	Medical - Nursing Care	Residential - Multifamily units Residential - Single Family Home	Buildings - Reuse 2004 addition Medical - Dialysis Recreation - Fitness	Buildings - Demolition		Residential Recreation - Parks/ Greenspace	Recreation - Parks/ Greenspace	

Coded voting calculation totals

Code	Priority 1 3 points	Priority 2 2 points	Priority 3 1 point	Total
<b>Residential</b>	<b>102</b>	<b>32</b>	<b>8</b>	<b>142</b>
Residential - Senior	48	12	3	63
Residential - Single Family Home	6	16	2	24
Residential - Multifamily units	48	6	3	57
Residential - Affordable	30	4	2	36
<b>Recreation</b>	<b>84</b>	<b>40</b>	<b>11</b>	<b>135</b>
Recreation - Trails	21	18	4	43
Recreation - Parks/ Greenspace	30	10	3	43

Recreation - Arboretum	18	8	1	27
Recreation - Pool / water	15	2	2	19
Recreation - Fitness	9	2	0	11
Recreation - Community space	15	8	3	26
<b>Medical</b>	<b>36</b>	<b>32</b>	<b>9</b>	<b>77</b>
Medical - Mental Health	0	14	3	17
Medical - Dialysis	12	10	2	24
Medical - Hospice	6	6	2	14
Medical - Nursing Care	21	6	3	30
<b>Commercial</b>	<b>12</b>	<b>14</b>	<b>6</b>	<b>32</b>
Commercial - Education	9	6	2	17
Commercial - Business development	0	4	1	5
Commercial - Public Service office space	0	4	1	5
Commercial - Childcare	0	0	2	2
<b>Buildings - Demolition</b>	<b>24</b>	<b>6</b>	<b>2</b>	<b>32</b>
<b>Buildings - Reuse 2004 addition</b>	<b>21</b>	<b>6</b>	<b>1</b>	<b>28</b>

## Appendix D: Notes from Maquoketa, IA Focus Groups – Prepared by Jesse Silverstein, Development Research Partners, Inc.

*Focus Groups facilitated, and summary notes prepared by, KSU-TAB Partner Jesse Silverstein, Director-Real Estate Economics, Development Research Partners, Inc*

### **Purpose:**

To have a small group of key like-minded professionals discuss opportunities, challenges, and feasibility for site reuse from their own professional perspectives and knowledge of the community. A different set of leading questions will be developed for each group depending on the focus. For example: realtors may be asked about market conditions for residential and commercial space; bankers may be asked about perceived lending risk on the site and ballpark loan terms given that risk; youth sport leagues may be asked about the availability of fields and whether the site would contribute or compete with other ball fields in town. The focus groups are intended to inform redevelopment and transactional strategies, initiate productive conversations with local business and public leaders, and open up thought processes for ideas to bring to the community workshop.

### **Format**

- March 10, 2020
- 45 minute meeting time, with 15 minutes of available wiggle room should we be in a fruitful conversation
- 5 to 10 participants in a session, but could be flexible as needed
- May want to consider combining some of the participants into single sessions, as it may make logical sense
- Could prioritize groups to meet before the Visioning Workshop, with additional groups to follow as desired

### **Potential Focus Groups Participants**

The following is a list of potential Focus Group participants that I've pulled together from our conversations:

1. City Departments (to identify potential impacts on the provision of specific government services)
2. Economic Development
3. Local Realtors
4. Developers
5. Bankers/Funders
6. County Board of Supervisors (possibly at their Work Session)
7. Adult/Youth Recreation & Sports Leagues
8. Open Space and Outdoor Recreation Advocates
9. Chamber of Commerce/Business Associations
10. Rotary, Kiwanis, socially conscious NGOs
11. Local Eco Devo NGOs

## **Immediate To-Dos**

- Other potential participants? Those that can wait until the Visioning Workshop?
- Prioritize participants, combine participants if possible, identify specific key contacts for each participant
- Are conversations with MIDAS and Timber City more of individual meetings rather than a group discussion (depending on what their roles may be)?
- Suggest focused questions targeting each group. I already have some leading questions for various groups as a starting point. It has been my experience that the dialogue takes off in its own direction once the participants get comfortable with each other.
- Discuss with each other as needed

## **Logistics**

- Send out personal invitations to identified participants for a 45-minute meeting with RSVP
- Hold in small conference room for each Focus Group, or possibly breakfast or lunch somewhere for the smaller groups
- Jesse to facilitate the discussion and be the third-party “outsider” to pose the questions, no matter how deep or sensitive they may be
- Keep this as simple and straightforward as we can!

## **Consolidated Focus Groups**

After discussion amongst the Ste Redevelopment Principals, the focus group stakeholders invited was consolidated to five sessions:

- County Realtors
- Board of Supervisors
- County Financial Institutions
- Maquoketa Parks Board/Jackson County Conservation Board
- Neighbors Adjacent to The Hospital

## **Post Focus Group Review**

“There is no question that the focus group meetings enticed some folks to also attend the larger input session.”

“Since I attended all the focus group meetings, I can definitely say I thought these sessions were useful. I was able to pick up bits and pieces of information from each of these sessions.”

“I wish I could say that all my Maquoketa meetings were thoughtful and productive, but I can't. I do think we gave the focus group some ideas to mull over for a day and that helped the larger input process. It also helped that several of the hospital board of trustee members attended the large input group.”

“I really thought we would hear some folks plead to save the buildings. The realtors were convinced this would become very emotional, but that didn't happen. In fact, what I heard was just the opposite. For the most part, people thought the buildings needed to come down for the best reuse of the property.”

"I definitely thought the focus groups added value to the process."

## **FOCUS GROUP 1: COUNTY REALTORS**

### *Leading Questions Presented by Facilitator*

- How are market conditions for housing in Jackson County & Maquoketa?
- What kinds of home prices and rental rates are we experiencing?
- How does that compare to this neighborhood?
- What kind of reuse or neighborhood amenity would improve home values in the neighborhood?
- Would neighborhood serving retail or services would be successful at this site?
- What kind of reuse would best serve the market needs in town?
- How would building new commercial here affect your ability to market downtown commercial space?
- Why are there so many vacancies on Main Street?

### **Focus Group Discussion**

It's a sellers' market.

There is a low inventory of homes on the market.

There's a large senior population and need for more senior housing.

Maquoketa is a bedroom community to the quad cities for young families.

There's lots of people looking for houses here.

There is some assisted living but might need more.

Developers are building duplexes. However, buyers don't want to spend more than \$180,000 and it costs \$220,000 to build. Developing new housing is risky due to this pricing gap.

For example, rent for a trailer home ranges from about \$700.00 to \$800 which is affordable to people looking to live here.

We need smaller ranch homes priced from \$90,000 to \$150,000, that is a sweet spot the rental market.

Single family finished lots are about \$35,000 to build per lot; lot prices need to be about \$15,000 to price new homes in the sweet spot. The hurdle is costs to develop lots.

The homebuying market is primarily comprised of seniors, younger families, and younger singles.

Community needs include an outdoor pool, a gym or rec center, and more housing would be an ideal reuse.

It would be good for Maquoketa to focus in on infill sites rather than edge development.

The City should expect a lot of push back from neighbors and residents because there seems to be very strong emotional ties to the hospital.

## **FOCUS GROUP 2: BOARD OF SUPERVISORS**

### *Leading Questions Presented by Facilitator*

- Can you tell me about Jackson County:
  - What is the economic basis?
  - What factors are important to the quality of life/lifestyle in the County?
  - What is the most important tax generator for the County?
- What role does the City of Maquoketa play in the County mix?
- How does the Board of Supervisors relate to the Hospital Board? Is there any communication between? Of what sort?
- With the hospital leaving its current location, what kind of opportunity could it be for the County:
  - Residential?
  - Commercial?
  - Different type of community service?
  - Parks and recreation?
  - Is there a specific use that would be ideal for this location?
  - What kind of use would the county not want to see?
- Working together to archive common goals:
  - How can the City best work with the County to get appropriate redevelopment done?
  - In what ways would the County be able to partner with the city to reuse the site?

### *Focus Group Discussion*

The County already has a 270-acre regional park under development adjacent to Maquoketa and would likely not support more park space in the city.

If the site is redeveloped into park space the County would expect that the cost of maintaining the park would be borne by the City since they already have a 270 acre Regional Park adjacent to the city

The County is concerned about the amount of mill levies that would be levied on a redevelopment and how that increase in property taxes would impact the ability for successful redevelopment.

The County would like the hospital board to be transparent with all residents of Jackson County, all residents since it is their tax payments supporting the hospital board.

The hospital board may have reserved set aside for demolition and decommissioning.

Expect the cost of demolition to build housing condos or senior living is approximately \$1,900,000.

The County has already invested money into Maquoketa's Main Street in downtown and question why they would put more money into commercial development.

### **FOCUS GROUP 3: COUNTY FINANCIAL INSTITUTIONS**

#### *Leading Questions Presented by Facilitator*

- Can you tell me about the neighborhood and what role it plays in the city:
  - Affordable and workforce housing?
  - Low-income subsidized housing?
  - High-end housing?
- Based on your experience (professional or personal) what kinds of development activities would be feasible in this location: Housing, senior housing, healthcare, office, retail, commercial, community services, other?
- Would you consider this a moderate-, high-, or low-risk financing neighborhood?
- What residential, multi-family, or commercial lending terms would a developer expect to get?
- What about asbestos, lead based paint, or asbestos – how would that affect your financing?
- Any financing programs or creative tools that could be used, i.e. - Community Reinvestment Act?
- Have you worked with Opportunity Zone investments?
- Do you have current customers that might be interested in this type of project?

#### *Focus Group Discussion*

Locals want to see retail restaurants and affordable housing

A big box store or similar creditworthy destination chain store would financially fit however, it is not a likely retail site given its location in the middle of a neighborhood with little vehicular exposure.

Currently there are no available lots for new housing projects

The best use if it does need to be torn down would be for residential use.

Housing is experiencing slow absorption and would likely need to be phased with developers or different developers or builders

There is a significant need for move up housing as well as first time housing for buyers

There is a pocket neighborhood project that has started with single family homes in a shared campus setting. Sales have been slow likely because of the high price point.

There is currently no aquatic center in the city; this site could be a good use for that purpose

### **FOCUS GROUP 4: Maquoketa Parks Board/Jackson County Conservation Board**

#### *Leading Questions Presented by Facilitator*

- There has been interest in perhaps using the site for active recreation, such as ball fields to support regional sports leagues, park, and passive open space – is there a need for this in Maquoketa?
- Are there additional facilities needed for youth sports leagues?

- Are there needed community amenities that this site could support?

#### *Focus Group Discussion*

The city needs recreational opportunities to keep young people here.

The site is not large enough for a sports complex which usually needs at least about 20 acres.

Currently the YMCA is under contract to the City to operate rec facilities in a different location in town.

Next to the Y is likely the best place for new sports complex for soccer and other field sports because the existing Y can provide supporting facilities to service that complex.

The site is not flat in would require significant grading to enable field use

The city's existing parks are old

It would be great to provide modern parks for young professionals families and senior citizens. It would be nice to have walking trails through the site connecting to the river (through the former bicentennial park) and have walking/biking trails to connect to the city

A hybrid development model maybe the best re use of this site where housing units can be integrated into recreational space as an amenity to the project. Could include walking paths, shoe or community gardens; particularly show gardens that maybe may be maintained by the local community or the local gardening club.

This hybrid model would provide needed new modern housing with on-site amenities for residents plus modern active park space to serve the entire community.

Fitness stations along the trails would also be a good amenity

Another use for this site as an adaptive reuse, or perhaps a new construction, would be for a Veterans Administration clinic so local residents do not need to travel to Iowa City to get to the VA.

### **FOCUS GROUP 5: NEIGHBORS ADJACENT TO THE HOSPITAL**

#### *Leading Questions Presented by Facilitator*

- What is your personal connection and history with the hospital?
- How would redevelopment impact your property and the neighborhood?
- Are there new uses that would be beneficial to you and the neighborhood? Detrimental?

#### *Focus Group Discussion*

It was a small group of perhaps seven households, with great interest in what happens to the site.

After a brief introduction of the focus group attendees and visioning workshop process the neighbors were interested in exploring brownfields; what that implies and whether the site was considered a brownfields. The regulatory nature of environmental sites, and brownfields as an opportunity, was discussed and the neighbors seemed comfortable with that discussion.

Many of the neighbors talked about their personal ties to the hospital which included people in the room that were born at that hospital, delivered babies at that hospital, took care of their loved ones at that hospital, and loved ones who had died at the hospital.

After the initial discussion of the emotional ties to the hospital site there was no further mention of any emotional obstacles to reusing the site.

Everyone seemed comfortable that reuse is inevitable and that reuse would likely entail razing the site or most of it.

The attendees brought up ideas for reuse and possibly preserving at least part of the site for uses such as a hospice facility, once proposed nearby, perhaps in the most recently constructed portion of the hospital.

The discussion turned toward the site as it relates to the quality of the neighborhood itself.

A general comment was that the lawn area and parking areas of the hospital is perceived as an open space amenity to the houses surrounding it there was concern amongst the neighbors that developing any large building mass on the site would split the neighborhood . Whereas now they could see each other's houses on the other side and much of the neighborhood uses the site as open space for walking through and connecting to the streets, it seemed very important to all the neighbors to maintain an open space feel.

In reuse they want to include public walking paths through it so the neighborhood, in particular the neighborhood children, can safely navigate the neighborhood and be seen by their parents and grandparents as a public safety factor.

No one was against new development there. The only request was that the site not be built out from edge to edge because it did want to maintain the integrity of the neighborhood and offered that improved paths across the site would actually enhance bringing the neighborhood together is a more cohesive whole.

Discussion turned towards what kind of open space should be maintained on the site and the responses ranged from grass and lawns to bike paths that perhaps connected with the river across the former bicentennial park and could connect with the rest of the city.

Hybrid residential/open space ideas were discussed such as including pathways along which might be gardens maintained by the local garden club and potentially more active park space (which would require maintenance by the city) as well as perhaps community gardens, a semi active park space including fitness stations along the paths.

Park use was also discussed as being beneficial to the young families and the seniors that might occupy residential units that was built there.

Primarily the consensus amongst the group was that senior housing was needed but also affordable entry-level homes for young people and young families.

There was a stated desire to maintain a low density feel so long as the housing was low density and the park space component could provide an amenity to new homes as well as the surrounding neighborhood and entire community.

More active kinds of uses were discussed such as a long-needed community swimming pool, or something similar but smaller such as a splash pad or wet area where the neighborhood and city residents could use to cool off in the summertime.

There was a long discussion of these combination of re uses, in particular regarding open space or park or some hybrid. It was noted that development and maintenance costs would still need to be considered if these open space features and recreation features were to be part of the development.

There was some discussion on financing approaches to that including perhaps having the site have a master developer of which creating the park space in the outdoor space could be part of the development infrastructure. The developer builds as either public dedication or as managed and maintained by the development itself so long as access is granted to all members of the city residents of the city.

###