



# A Master Plan for Downtown Clinton.

Converging Clinton: Yesterday, Today & Tomorrow.



# ACKNOWLEDGEMENTS

## Downtown Master Plan

City of Clinton

*The Downtown Clinton Alliance* gratefully acknowledges the important contributions and guidance provided by the following:

***The City of Clinton***  
***The Clinton Regional Development Corporation***  
***The Downtown Clinton Alliance Stakeholders***

### The Master Plan Steering Committee:

**Mark Vulich**, Mayor  
**Cody Seeley**, City Council Member  
**John Eisenman**, President, Abstract & Title Guaranty  
**Carol Machael**, Downtown Property Owner  
**Steve Thacker**, President, Clinton National Bank  
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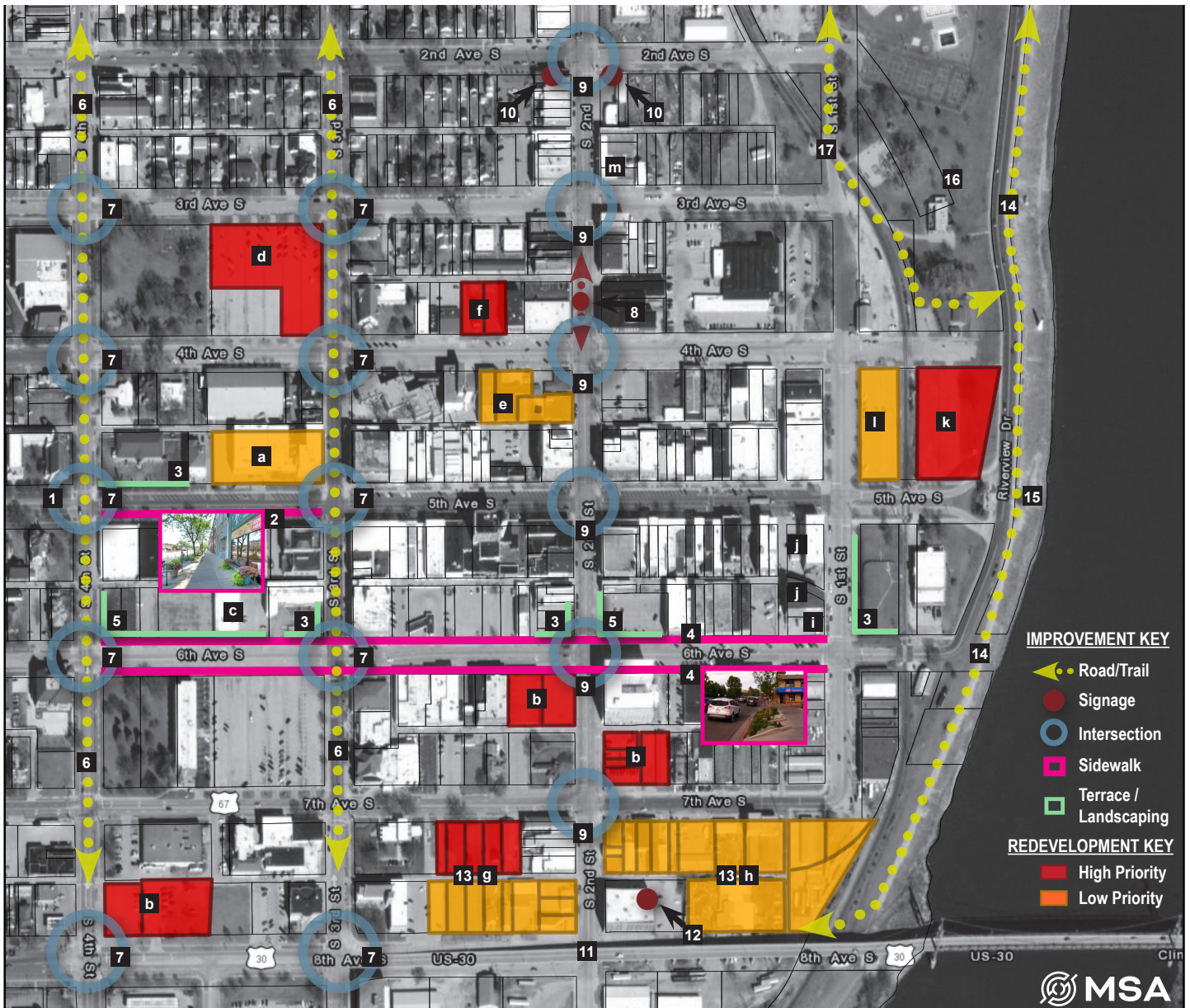
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## CONTENTS

<b>Downtown Clinton</b>	<b>5</b>
<b>Existing Conditions</b>	<b>8</b>
<b>Public Engagement</b>	<b>13</b>
<b>Downtown Character</b>	<b>19</b>
<b>Master Plan</b>	<b>28</b>
<b>Implementation Plan</b>	<b>39</b>
<b>Appendices</b>	<b>46</b>



## RECOMMENDED IMPROVEMENTS/ACTIONS

1. Rework the bike lane at the intersection with 4th Street (eastbound only).
2. Extend the 5th Ave. sidewalk treatment to the south side of the 300 block.
3. Improve property edges with trees &/or other landscaping.
4. Expand terrace utilizing a different (softscape) palette than 5th Ave.
5. Improve the parking edges with decorative elements (landscaping/fencing).
6. Consider the potential conversion from one-way to two-way traffic.
7. Add decorative paving near intersections (in the sidewalk terrace/ramp), & provide enhanced crosswalks.
8. Add more community street banners along 2nd Avenue (highlighting history, events, parking, etc.).
9. Where possible, consider bumpouts (w/ street furniture) at intersections.
10. Consider developing a downtown entry feature: *building mural* or a *monument sign* feature.
11. Improve the aesthetics of the US-30 underpass (murals/up-lighting support piers, landscaping, etc.).
12. Attach a sign along the rear rooftop (below the parapet) stating "Welcome to Downtown Clinton".
13. Develop a redevelopment plan for the properties between 7th & 8th Ave. from 3rd St. to the riverfront.
14. Add post-up acorn lighting along the Discovery Trail from N. 6th Avenue to S. 5th Avenue.
15. Provide trail enhancements between 4th & 6th Ave. (kiosk, hydration station, bike rack/repair station).
16. Consider establishing a Beirgarten at Riverview Park.
17. Consider adding exercise stations around a looped course utilizing 1st Street and the Discovery Trail.

## REDEVELOPMENT OPPORTUNITIES

- a. Reuse/Redevelop for office &/or residential.
- b. Consider redeveloping with a multi-storied, mixed use building.
- c. If this property becomes available, redevelop with a multi-storied res. building.
- d. Develop a significant portion of the underutilized parking lot. Multi-story residential with the potential of some ground floor commercial is preferred.
- e. Market for similar use or creative use (e.g., restaurant, bakery, coffee shop) that may re-purpose the parking area for outdoor seating area.
- f. Consider redeveloping with a multi-story residential or mixed use building.
- g. Pursue (re)development of properties along 7th Avenue with potential of increasing developable area if the adjacent low-valued properties on 8th Avenue.
- h. Consider redeveloping with high-density residential, brewery, park space, &/or recreational amenities (e.g., trail connections, athletic fields, park, etc.).
- i. Redevelop as multi-story building, or consider a pocket park.
- j. Re-purpose the upper floors for residential (lofts) or short-term vacation rentals.
- k. Develop with high-end housing, mixed use, or a hotel potentially with a restaurant.
- l. Consider developing a commercial use (or maintain parking for adjacent uses).
- m. Renovate with a social/entertainment &/or community destination.



# DOWNTOWN CLINTON



The intent of the Master Plan for Downtown Clinton is to focus on expanding previous efforts by a variety of stakeholders to improve business opportunities, attract additional amenities and improve aesthetics as the area continues to attract residential growth, commercial investment, strategic employers, institutional assets and retail development.

Ultimately, this document is a 'living plan', to continually assist the Downtown Clinton Alliance and other entities and organizations as they move forward with development and improvements within Downtown Clinton. Within this document you will find:

- » Collaboration with stakeholders and the community
- » Create a unified vision and associated goals for revitalizing Downtown Clinton
- » Identify economic growth potential
- » Craft policies to initiate, respond, and support retail growth, attract amenities, reinvest in properties, create walkable/livable spaces, inventory and identify historic resources, and implementation of collaborative ideas
- » Create development concepts for the downtown study which support the vision, goals and policies identified
- » Engage stakeholders and enrolls them to assist the Downtown Clinton Alliance in your efforts to revitalize and grow Downtown Clinton.
- » And implement a strategy which identifies projects, champions, and potential funding sources.



# STUDY AREA

The study area for the plan is intended to evaluate opportunities, strategies and infrastructure in the area generally described as Downtown Clinton. We will work with the Advisory Committee to establish the study boundaries. The study area will generally follow the boundaries of the Self Supported Municipal Improvement District as well as the study areas of the groups and consultants working with the Downtown Clinton Alliance; BHMM Architects, Heritage Works, Augustana College, and the University of Iowa.

Map 1 | Study Area



## GENERAL PURPOSE OF THE PLAN

The primary purpose of this project is to establish a Master plan for Downtown Clinton. The resulting plan must provide the necessary resources to effectively guide future decision making to grow Downtown Clinton and the community as a whole. The plan also includes the necessary resources to apply for funding assistance for downtown improvements identified in the plan over the next 10 years. Ultimately, this plan creates a way to ensure the downtown provides a welcoming entry to the City, and outlines steps for it to become the social center of the community.





# EXISTING CONDITIONS



## Existing Property Conditions

Individual parcels/buildings can have a lasting impression on a person's perception of an area, either positively or negatively. For instance, a building could be so well-designed, unique, or historically significant that it is the first thing someone thinks of when someone mentions Downtown Clinton. Contrarily, a poorly designed or dead public space, a rundown/falling apart building, or a large vacant parcel can leave a similarly negative impression. (Reference Architectural Design Guidelines on tips to ensure a positive impression with design).

Because the true condition of a building and parcel can be hard to determine at a glance, this plan focuses on the assessed value of the land and associated buildings to make determinations on the viability and opportunity for investment.

## Property Values

There are 247 individual parcels of varying condition and value within the project area. These parcels have both individual and collaborative effects on the overall condition and vitality of the Downtown.

Land and improvement (building) values are assessed annually and provide an objective evaluation of the state of private property in the City. Based on

2019 assessed values (excluding the 43 tax exempt parcels), Clinton's total property value in the downtown is \$30.67 million with land value at \$6.34 million and improvement value at \$24.32 million.

Those numbers can also be looked at from a cost per square foot perspective. This is helpful when trying to analyze the amount of capital needed for investment on a property. The average land value per square foot is \$1.72; the average improvement value per square foot is \$4.75; and the average total value per square foot is \$6.57. Map 2 (following page) illustrates the land value per square foot for the parcels within with project area.



# DOWNTOWN QUICKFACTS

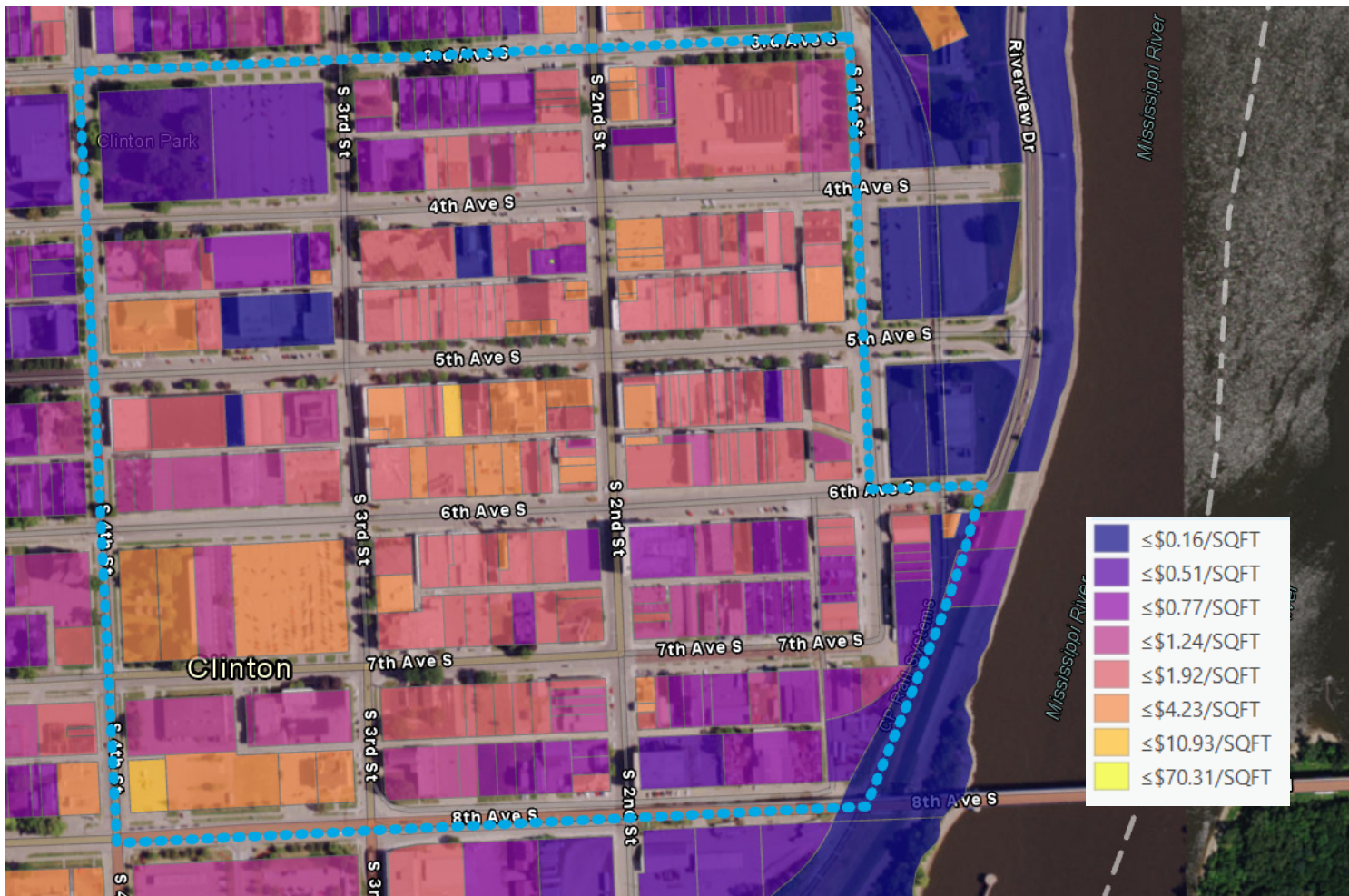
Total Parcels | 247  
Tax Exempt Parcel | 43  
Tax Exempt Value | \$12.9 million

Average Property Value Ratio | 3.8

Total Land Value | \$6.34 million  
Total Improvement Value | \$24.32 million  
Total Value | \$30.67 million

Average Land Value Per SQFT | \$1.72  
Average Improvement Value Per SQFT | \$4.75  
Total Value Per SQFT | \$6.57

Map 2 | Land Value



## Property Value Ratio

Map 3 illustrates the relationship between the value of improvements and the value of the land for each parcel. A low number is an indication of opportunity for redevelopment - it means that the parcel is not contributing strongly to the tax base and the cost to remove/replace existing improvements is relatively low.

There are two factors that are evident:

- » There are very few properties with extremely low value.
- » Many properties can achieve a higher value with strategic investment in the improvements.

### Map 3 | Property Value Ratio

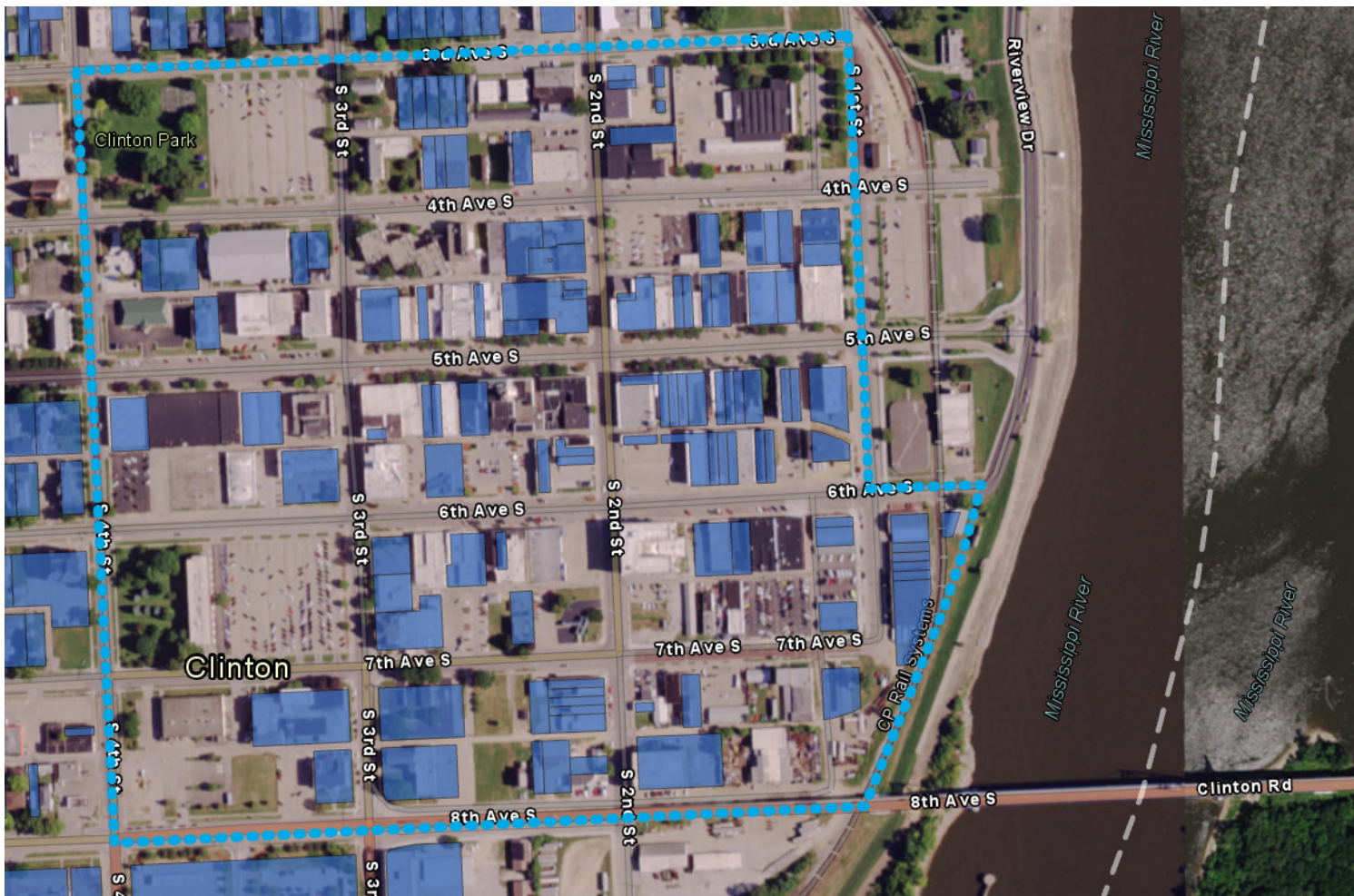




## Investment Properties

Map 4 illustrates those properties where land values are low (less than \$2.00 per square foot) and the property value ratio is between a 3.0 and 10.0 (properties where investments to raise the property value to 1.0 are at a lower price threshold). There are 110 properties which fit this criteria. Which means there are 110 opportunities for incremental investment in Downtown Clinton. And even more opportunity for larger investments.

### Map 4 | Prime Investment Properties



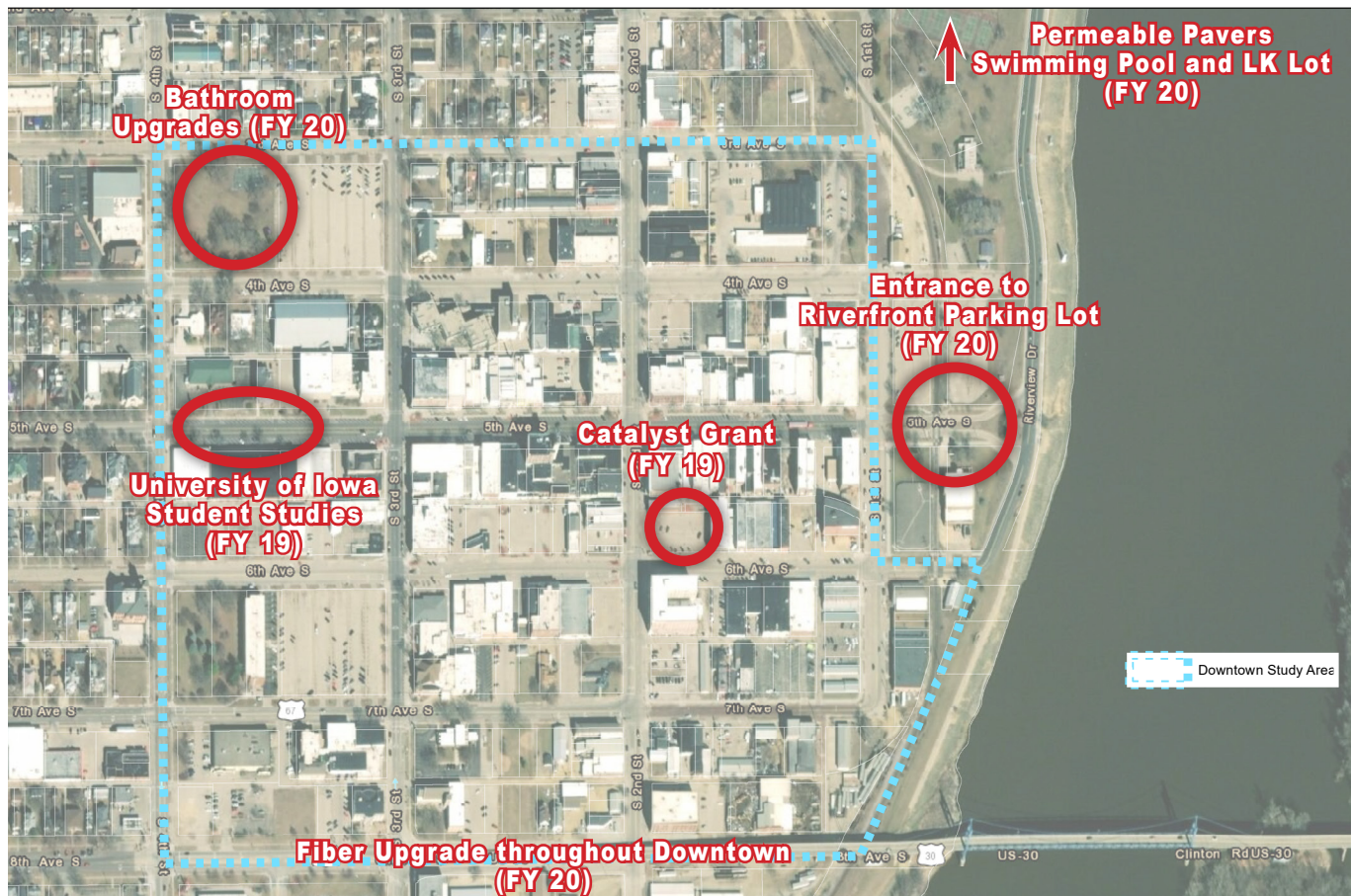


## Planned Capital Improvements

Map 5 highlights projects and capital improvements and investments already planned in and around the Downtown. Known public projects total an investment value of \$1,340,000. Projects include:

- » University of Iowa, Student Study of Structure at 235-239, 241 & 246 5th Avenue South (FY19)
- » Catalyst Grant for 512 S. Second St, \$100,000 (FY19)
- » Clinton Park Bathroom Upgrades, \$40,000 (FY20)
- » Entrance to Riverfront Parking Lot, \$50,000 (FY20)
- » Permeable Pavers Swimming Pool and LK Lot, \$1,000,000 (FY20)
- » Fiber Upgrade Through Downtown/Marina, \$150,000 (FY20)
- » Stamped Concrete Bumpouts and Street Furniture \$150,000 (FY21)
- » *Future installation of permeable pavers in alleyways for stormwater improvements, (Unknown amount and FY)*

## Map 5 | Capital Improvements and Investments





# PUBLIC ENGAGEMENT



*Participants at the After Hours Open House.*

## ENGAGEMENT METHODS

An effective stakeholder engagement process is the foundation to a successful plan. This plan was created through the feedback received from a variety of interest groups through a variety of mediums.

The following pages will describe the public engagement process and summarize the findings.

### Project Website

[www.clintondowntownplan.com](http://www.clintondowntownplan.com)

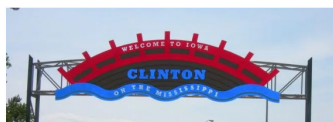
The project website was a repository for information sharing throughout the process. Project updates, meeting schedules, surveys, maps, and draft

materials could all be found on the website. This aspect of the engagement strategy was important for transparency, and for sharing information with stakeholders and interested parties who are unable to attend meetings.

### Advisory Committee Meetings

The Advisory Committee, which comprised of Clinton Downtown Alliance staff and selected members of the downtown community, served as the primary review body throughout the entire planning process. These individuals, also known as the downtown champions, will ensure the implementation of this plan.

*A snapshot of the project website.*



Clinton Downtown Master Plan

[HOME](#) [CROWDSOURCE MAPPING APPLICATION](#) [PROJECT DOCUMENTS](#)

#### Online Engagement??? Yes!

FEBRUARY 20, 2019 ~ JANSONCHRISJ ~ [LEAVE A COMMENT](#) ~ [EDIT](#)

We need your thoughts on the future of downtown Clinton as we assist the community in developing the Downtown Master Plan. We currently have both an online survey and a crowdsourcing mapping application for use at your convenience. Please use either or both and let us know what you're thinking!

[I want to map my thoughts using the Crowdsourcing Map](#)

[I want to take the quick Online Survey](#)

#### Follow Blog via Email

Click to follow this project and receive notifications of new posts by email.

Join 10 other followers

FOLLOW

### Meeting #1

The Advisory Committee met to discuss existing conditions as well as threats and opportunities they saw for the future of Downtown Clinton.

### Meeting #2 & Walkabout

The Committee met and walked about the downtown taking notes, pictures, and telling stories to help give context and spark ideas for the future of downtown Clinton.

### Meeting #3

Review of the draft elements with the Committee.

### Meeting #4

Final draft review

## After Hours Open House

An Open House was hosted after hours on February 28, 2019. The event was heavily attended (over fifty attendees) and those participants fully engaged throughout the evening. Participants viewed a brief presentation of the project and process and explained how the evening was to unfold.

Five stations were set up for attendees to gather at their leisure. The first contained a map of the project area and prompted questions and discussion on transportation and mobility. The second station and map focused on land use with the development and redevelopment potential for parcels throughout the downtown. The third station and map focused on the idea of place making and creating a “community feeling” for the downtown. The fourth station

housed a tablet where attendees could take the online community survey or could interact with the online input map. The fifth and final station was a “Creation Station” where attendees could draw pictures to convey a message about the future of their downtown.

Overall, it was a hugely successful night. A photo video recapping the interactions can be found on the Clinton Herald's website.

## Stakeholder & Focus Group Interviews

On March 1, interviews were conducted with various interest groups and individuals through Clinton. Detailed information was gathered pertaining to current plans, investments, and actions, as well as desired changes and plans for the downtown. Groups included the Historical Museum, the Children's Discovery Center, and a few other key stakeholders.

## MILESTONES

November 7, 2018

Kickoff Meeting

January 2019

Project Website and  
Community Input Map  
Launched

February 28, 2019

Committee Downtown  
Walkabout  
After Hours Public  
Open House

February - March  
2019

Downtown Survey  
Open

March 1, 2019

Stakeholder  
Interviews

May 22, 2019

Element Review

July 31, 2019

Final Draft Review

August 15, 2019

Final Plan Complete

## DOWNTOWN ETHOS

*The ethos of downtown is a combination of nostalgic memories, current perceptions and the potential the future holds. The following is a selection of comments collected throughout the process.*

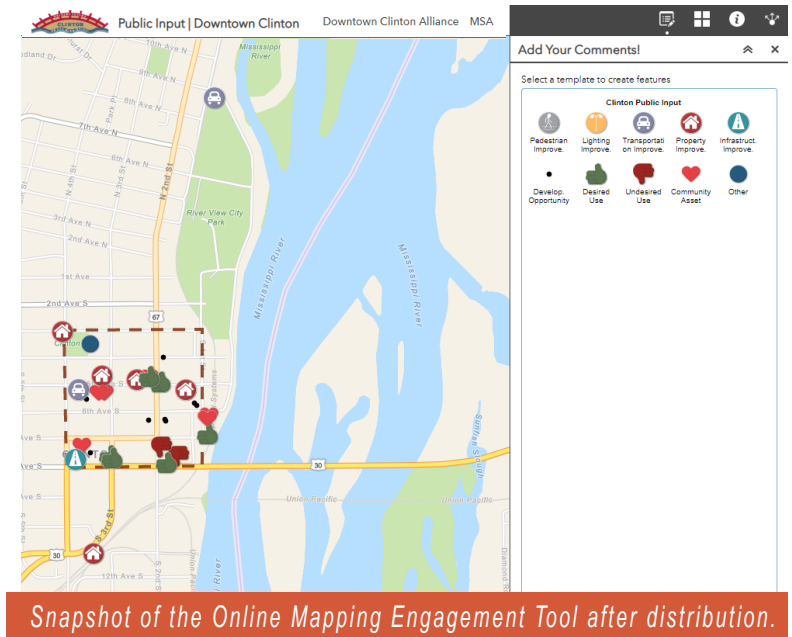
Riverboat Days  
Frontier Fish Fry  
Duck Races  
Vacant Buildings  
Hope  
Patrick's Steak House

Architecture  
Music on the Avenue  
Tired looking buildings  
Potential  
Negative perception  
Too much hold on past



## Interactive Mapping

A custom online mapping tool was developed and used by stakeholders and the public to contribute information to a common online map such as areas of concern such as opportunities for growth, eyesores, a building that is in need of repair, an area to restrict development due to conflicting use concerns, or an area of downtown that is primed for additional development. This visual tool involved citizens with the planning process and addressed concerns and opportunities they saw in Downtown Clinton. Additionally, a paper version of this activity was completed during the Open House. All responses were recorded as data gathered during the process. The following are summaries of collected responses.

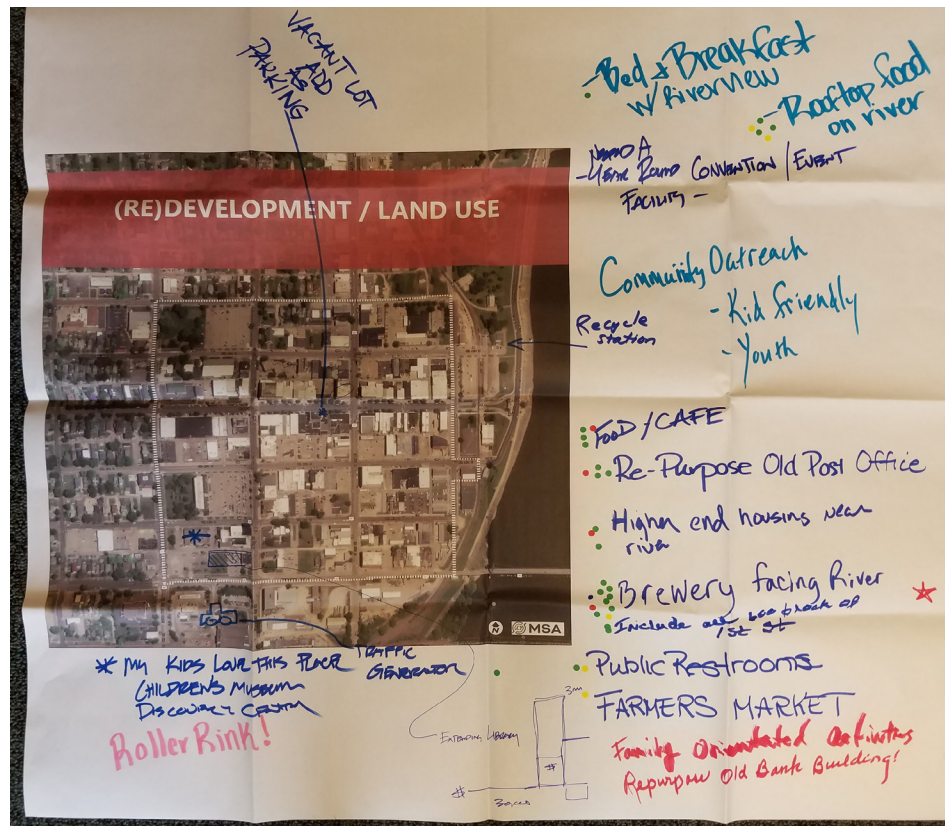


Snapshot of the Online Mapping Engagement Tool after distribution.

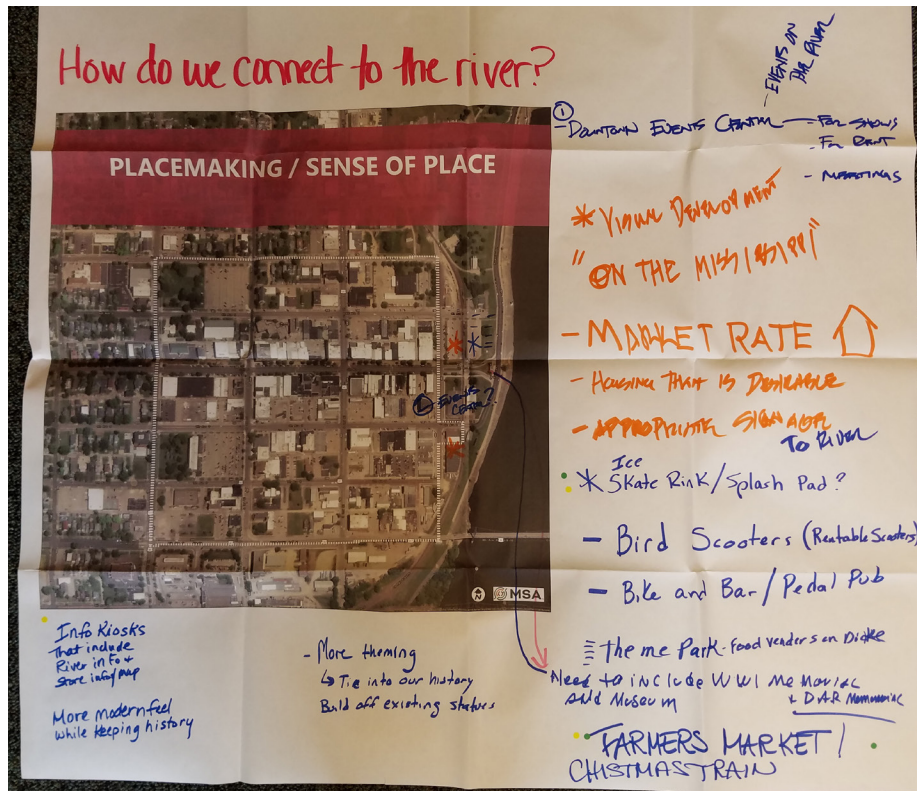
## (Re)Development / Land Use

Overall, respondents would like to see (re)development new energy that brings a modern day downtown with modern day land uses.

- » Ensure elements are designed with children in mind - in both safety and appeal
- » Would like to see an event center or similarly designed large public gathering space
- » More food and beverage options, including a local brewery
- » Connect all areas of downtown
- » Rooftop development to further visual connection to the Mississippi



## Placemaking / Sense of Place

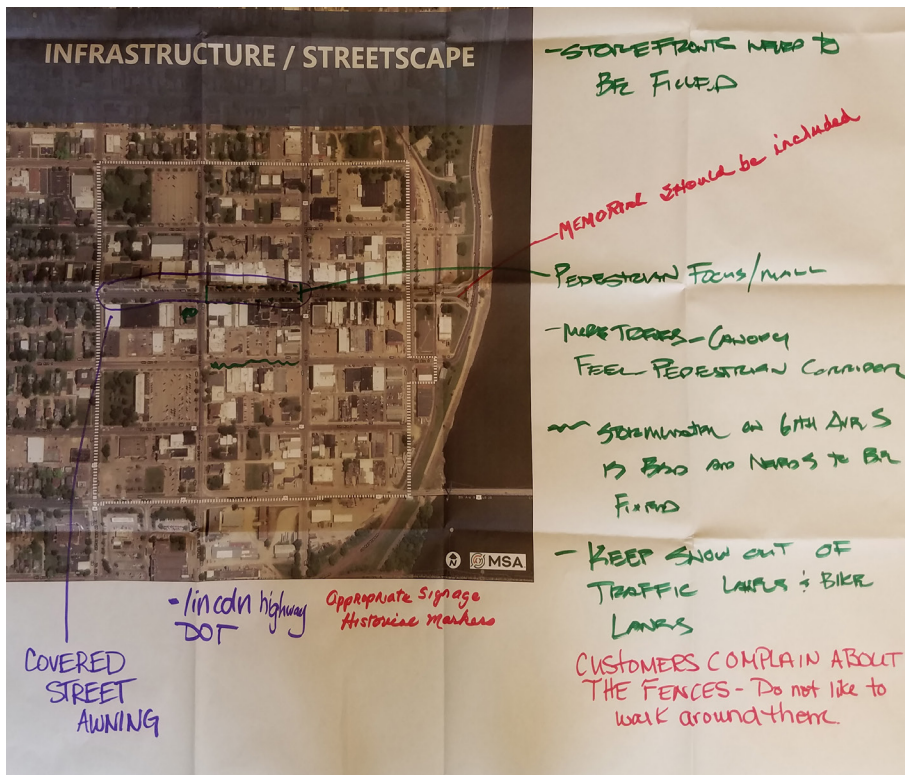


Overall, respondents would like to see a “theme” or “cohesive” treatment for the downtown. Something that makes Downtown Clinton unique and sets it apart from nearby river towns.

- » Make a stronger connection to the river
- » Improves aesthetics
- » Create an environment for all ages, including families
- » Continue and create new events to bring a variety of people and interests downtown
- » Connect to history
- » Continue to create a 24-hour living environment (residential, entertainment, employment, recreation, retail, etc)
- » Wayfinding and storytelling (history, logging, riverfront, art displays, etc)
- » Better theme the public spaces and right-of-way to create unique environment and reinforce messaging
- » Visually tie the Mississippi River to the Downtown
- » Create more market rate housing for all ages and household types



## Infrastructure / Streetscape



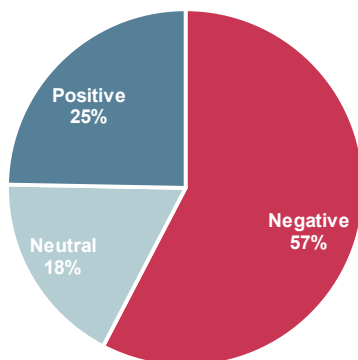
Overall, respondents would like to see a “theme” or “cohesive” treatment for the downtown. Something that makes Downtown Clinton unique and sets it apart from nearby river towns.

- » Make a stronger connection to the river through streetscape elements.
- » Include Memorial as part of the downtown.
- » Become more pedestrian oriented.
- » Improve snow removal practices.
- » Incorporate wayfinding.
- » Provide shade.
- » Improve stormwater conditions

## Community Survey

A short survey was created to gauge community sentiment, perceptions, and habits. The following is a summary of key findings from the nearly 100 surveys collected. Other key findings can be noted throughout the document.

Please offer a word or phrase that you use to describe downtown Clinton today.

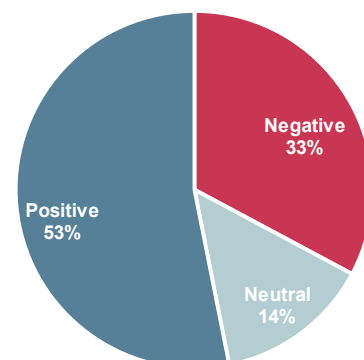


**Negative words:** Dilapidated, empty, rundown, struggling, under-utilized, etc.

**Neutral words:** Limited attraction, trying, underwhelming, stagnant, potential, etc.

**Positive words:** Beautiful, progressive, reviving, eclectic, local, etc.

What will downtown Clinton look like about 25 years from now? Use your own word or phrase to describe what you envision for the area.

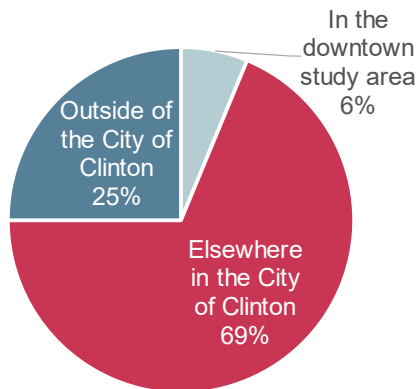
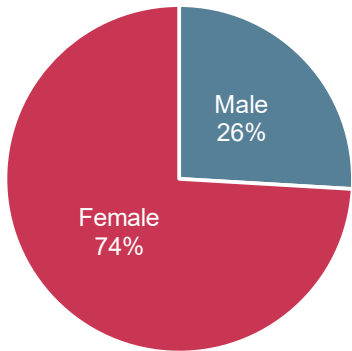
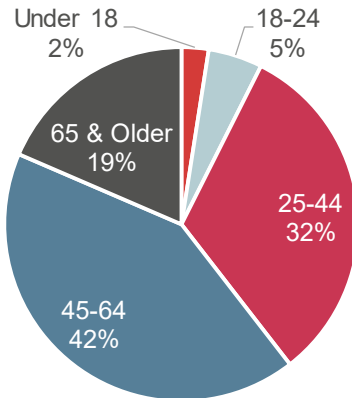


**Negative words:** Empty, same, abandoned, vacant, etc.

**Neutral words:** “if” phrases, great IF we can bring in new companies, the same IF we don’t we can modernize it, etc.

**Positive words:** Funky cool urban zone, vibrant, lively, updated nostalgia, full of life, a meeting place, clean and well kept, full store fronts, etc.

## Survey Respondent's Demographics:



### Top 2 Attractants:

- 16% | Shopping after 5pm on weekdays
- 12% | Selection of Goods/Services

### Top 3 Disadvantages to Downtown:

- 67% Poor selection of goods/services
- 61% Limited hours
- 53% Poor appearance

### 4 Changes for More Business Downtown:

- 83% Greater variety of stores/establishments
- 71% More places to eat
- 55% Better selection of merchandise/services
- 34% Better atmosphere/aesthetics

## SURVEY QUICK FACTS



Participants at the After Hours Open House.





## DOWNTOWN CHARACTER

This section contains objectives, policies, and programs to identify characteristics and qualities that make Downtown Clinton unique and that are important to the district's heritage and quality of life. Design guidelines from the ***Building Design Guidelines for Downtown Clinton, Iowa*** have been incorporated where appropriate. Please reference the document in the appendix for the full scope of design guidelines for Downtown Clinton.

Even before the term “downtown” was coined in 1830s, downtowns have served as the heart of small towns and provided a strong sense of place which is vital to the health and prosperity of a community. Downtowns have also experienced continuous change and have remained in flux. In recent decades, many downtowns, especially in the Midwest, experienced an outpouring due to changes in the markets, changes in family structure, changes in culture, and changes in lifestyles.

A distinctive place embodies a character, look, flavor, and heritage that are not found in other locations, especially within the surrounding region. By being distinctive, a Downtown district can provide a viable alternative to its competition. To best enhance its distinct qualities, a Downtown should build upon its historic, economic, natural, and cultural amenities. It should also strengthen, integrate, and promote the following six elements, few of which are found in other commercial settings. Through these six elements, Downtown Clinton will hone in on its unique identity in the region and (re)establish itself as a cultural center for Clinton. From these elements, the over arching goals on the following page were created.

# 1 Historic Character

The City's historic buildings represent an earlier era of architectural design, and are an invaluable assets when attempting to establish a discernible place. This notion was continuously reinforced throughout the engagement process as residents value the historic character of Downtown Clinton.

Building preservation, or replication, is both dependent upon and necessary to continued success in the Downtown area.

*Goal 1: The City should preserve their architecture heritage, and help owners protect and restore these buildings over time.*

# 2 Diversity of Uses & Functions

The Downtown provides a greater range of functions than any other location in a community. It may serve as a place for employment, shopping, worship, tourism, housing, government services, dining, entertainment, lodging, and cultural attractions. Multiple functions give a wider variety of users a reason to visit Downtown, which enhances activity levels throughout the day and week. Moreover, in a small-city Downtown, all of these activities are usually situated within a compact area that is easily walkable.

*Goal 2: Downtown Clinton will continue to expand its functions while enhancing the walkability of the area.*

# 3 Housing Mix & Options

Retail follows the market (it does not lead), so it's essential to foster increased residential and workforce density in Downtown Clinton to fuel retail sales growth.

*Goal 3: The City will explore options to provide a healthy mix of housing options of varying formats and densities to help spur retail development.*

# 4 Safe, Comfortable & Accessible for All Users

As a pedestrian-oriented district, people walking, interacting and socializing is part of the shopping experience. However, if the customer experience is high-effort and low-quality (e.g. streets closed, cannot find convenient parking, can't find the store), the customer will shop elsewhere (or online).

*Goal 4: Downtown Clinton will be an environment that is "friendly" to both vehicles and pedestrians. It will be safe, comfortable and accessible for all user types.*

# 5 Attractive, Quality Place

The more interesting and attractive you make the place, the more people are willing to get out of their car to be a part of the experience. Conversely, Downtowns with an abundance of surface parking lots, buildings set back from the sidewalk, vacant or blank-walled structures, neglected storefronts, and/or poorly maintained, unadorned sidewalks will be far less desirable places to walk. Without a sense of an attractive memorable place, it will be difficult for small city's to have a thriving Downtown that can compete with big box retailers, commercial corridors and online shopping.

*Goal 5: Downtown Clinton will establish a unique and attractive sense of place within the region through the improvement of both public and private investment.*

# 6 Social Gathering Place

Regardless of its aesthetic qualities, a built environment requires the presence of people to produce a desirable, appealing place. Successful Downtowns do just that, as they attract people and give people reasons to linger. The longer people choose to stay Downtown, the more establishments they will visit, resulting in an economic benefit as well.

*Goal 6: Downtown Clinton will be the City social center for all ages and abilities.*



# Downtown Clinton

All elements of all parts of Downtown Clinton contribute to the experience of a resident, visitor, or employer. As such, each street, block and building or space, should find its own uniqueness and strive to enhance the overall vision and character of Downtown Clinton.

## Existing characteristics of Downtown include:

- » Unique and beautiful architecture in the buildings and structures.
- » Vacant and under utilized structures and lots.
- » An updated multi-modal streetscape
- » Streetscape character along some of the block fronts (particularly 5th Avenue), but lacking along other blocks
- » Large population base, regional draw, and location to the Quad Cities
- » Festivals and events to attract people to the area
- » *Business owners and residents who are passionate about the Downtown and willing to invest in its future*

## Characteristics needed to elevate Downtown Clinton to a higher level:

- » Overall refresh of branding and messaging, include themes of River, Lighthouse, Logging, History, Agriculture, and a modern city
- » Cohesive wayfinding for both directional and storytelling uses
- » Facade improvements
- » Parking lot improvements through screening and landscaping
- » Continued public art installations, such as murals, to reinforce Downtown and Community identity

Downtown Clinton covers over fourteen square city blocks. This is a large area with a variety of characteristics within. To make the area more manageable, as well as create uniqueness, this plan proposes breaking the downtown into four manageable areas by both function and geography. The following pages describe these areas in more detail.





# 5th Avenue

is the primary east/west thoroughfare in Downtown Clinton, connecting people through the downtown to the Mississippi River and Discovery Trail. Through this three-block stretch, there is a strong downtown streetwall with a number of historic buildings lining the wide public sidewalks.

## Existing characteristics of this area include:

- » Strong Historic Building Architecture
- » Landscaped beds, bump outs, and brick accents
- » Public Art reinforcing Clinton as a River Community
- » Strong sense of place: banners, events, ornamental lighting
- » Elaborate pedestrian crossing entry ways
- » Established businesses intertwined with new businesses
- » Characteristics needed to elevate 5th Avenue to a higher level:
- » Enhanced treatment to the crosswalks within the street, and focus on pedestrian transportation over vehicle.
- » Facade renovations to several buildings, including the removal of metal false facades and the restoration of missing historic features
- » Introduction of updated awnings and pedestrian scale signage to show rejuvenation and visual interest
- » Elements to reflect the history of the area including logging, agriculture and steamboats



57%

THOUGHT THE DOWNTOWN  
IS CURRENTLY UNDER-  
WHELMING AND  
TIRED

- » Introduce surprise spaces for casual greetings and social media photo opportunities
- » Make a stronger connection to the Mississippi River
- » Add wayfinding signage to promote local history, connect to other parts of downtown and Clinton, and reinforce downtown brand and identity. Wayfinding can also connect to vehicle parking and promote short walking distances.





**6th Avenue** has some commercial activity, but lacks the character of 5th Avenue (i.e., minimal streetscape treatments and lack of development). Parking lots cover the majority of the north side of the street, as well as on the south side in the 300 block. 6th Avenue provides many opportunities for reinvestment going forward.

**Existing characteristics of this area include:**

- » Strong Historic Building Architecture
- » Major employers along corridor
- » Recent new investment
- » Transit corridor
- » Recent streetscape improvements: lighting, fencing, plantings, and street trees
- » Established businesses intertwined with new businesses

**Characteristics needed to elevate 6th Ave. to a higher level:**

- » Continue connecting to downtown and 5th Avenue corridor by continuing to add landscaped beds, pedestrian bump outs and brick accents on additional corners
- » Focus on pedestrian and transit over vehicle.
- » Introduction of updated awnings and pedestrian scale signage to show rejuvenation and visual interest
- » Elements to reflect the history of the area including logging, agriculture and steamboats
- » Elements that reflect the connection to the Mississippi river and signage to the river
- » Add wayfinding signage to promote local history, connect to other parts of downtown and Clinton, and reinforce downtown brand and identity
- » Add Public Art reinforcing Clinton as a River Community





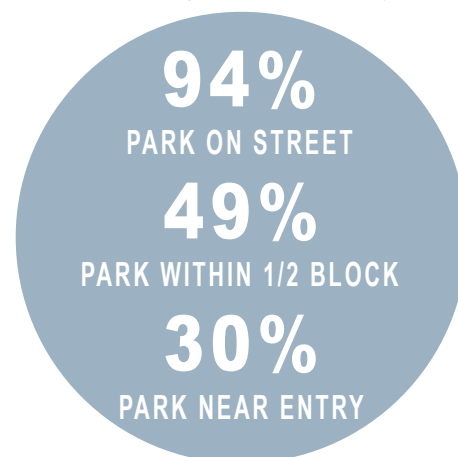
**One-Way Pair(3rd/4th)** work in tandem to provide a north/south alternative to SR 67 (2nd Street). The overall character is less urban than the other character areas in the downtown, providing a mix of residential and commercial properties.

#### Existing characteristics of this area include:

- » 4-lane Roads with on-street parking in places
- » Vacant lots
- » Minimal character in the streetscape
- » Good landscaping and tree installation
- » Limited Downtown Character

#### Characteristics needed to elevate the “One-Way Pair” to a higher level:

- » Murals reflecting history and vision of community
- » Screening of parking lots and vacant lots
- » Facade improvements: install windows, colorful awnings, and pedestrian scale signage
- » Streetscaping elements, but to a lesser degree of 5th Avenue should complement, but not overwhelm the corridor
- » Entrance features to 5th Avenue
- » Wayfinding signage to direct traffic to parking and destinations throughout Downtown
- » Mid-block bumpouts to reduce traffic speed and increase pedestrian safety and use
- » Intersection treatments to promote place-making and community identity





# The Riverfront

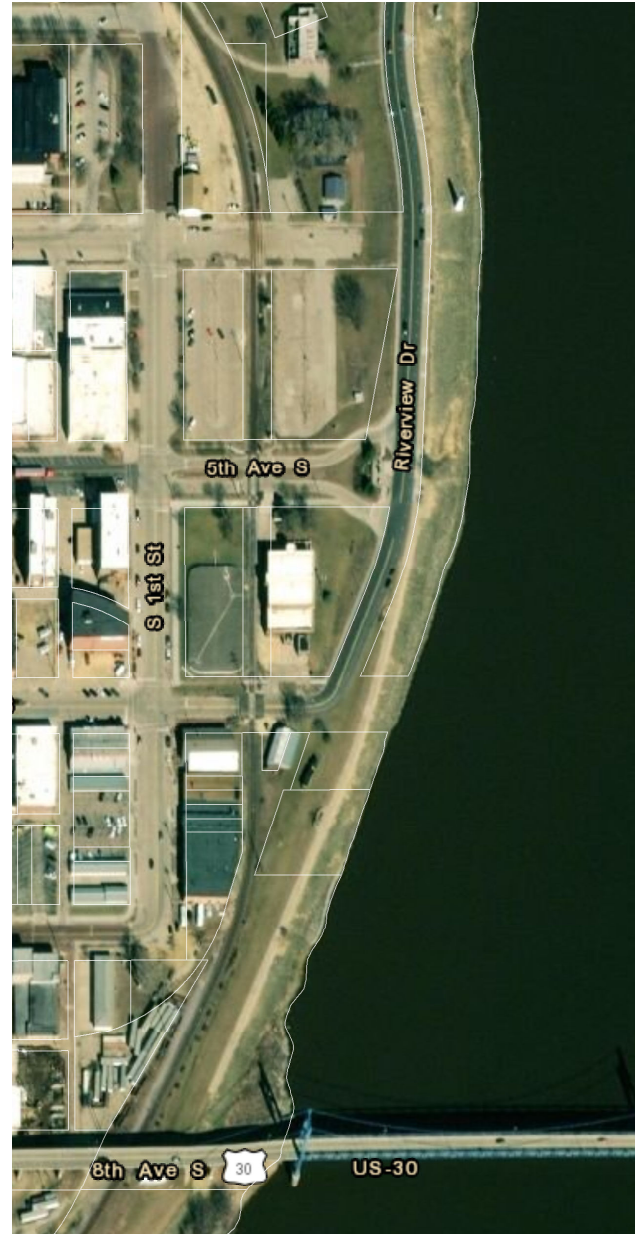
is mostly publicly owned. While this prime real estate is not contributing to the City's tax base, it does provide a key element of the downtown: access to the river. The Mississippi River is an asset to the community and huge part of its history. From being a carrier of lumber for the logging industry to ferrying steamboats, and now a central part of the agricultural industry, the river has been and continues to be vital to the economy of the City.

## Existing characteristics of this area include:

- » Open space and recreation opportunities
- » Little to no private development
- » Development for public use
- » Lack of visual connection to the Downtown
- » Public art statues throughout downtown showcase river fauna; need to make stronger/more obvious connection
- » Existing Veterans Memorial and enhanced entrance; but need more vertical presence and enhancements
- » Historical Museum is in a strategic location for both Downtown and Riverfront connections
- » Water Treatment Plant blocking some connection to the River, more enhancements needed
- » Railroad as a barrier to the river; need to improve pedestrian experience across the tracks
- » Iconic Lighthouse situated along the river

## Characteristics needed to elevate The Riverfront to a higher level:

- » Riverfront development to encourage more interaction with the river
- » Encourage rooftop development of neighboring buildings for visual connection to river
- » Wayfinding signage to inform and direct Mississippi River;
- » Introduce Riverwalk or Boardwalk to give a great sense connectivity to the river
- » Convert or enhance existing parking lots to encourage daily use of the area, need more open space or passive park space for the general public
- » Murals and public art should continue to highlight the River and historic connect to Clinton



# Streetscape Character

*In addressing the Downtown Character and goal 4 of this plan, it is important to keep the following best management practices in mind. Much of this will be addressed in the Master Plan section.*

## Streetscape Features

A major step in moving Downtown Clinton toward those six elements is to make public improvements that show residents and business owners that the City is taking the initiative in revitalizing the area. Clinton has done just that with the recent streetscape improvements on the east side of the downtown. These improvements -- which include

ADA accessible sidewalks and ramps, ornamental fencing, historic pedestrian lighting, and a hardscape terrace -- have helped to create an identity for the downtown, which separates it from nearby river communities and the region.

A well designed streetscape incorporates crosswalks, sidewalks, light fixtures, trees, planters, trash receptacles, banners/flags, benches and green spaces within the public right-of-way. There is no single component that will meet the proceeding goals, but a balanced mix of these components can lead to the continued successful revitalization of the downtown. Guidelines in this section are

intended to assist in the design reconstruction of those streets which have not yet received improvements, and reinforce the good design standards set by the most recent changes.

## Pedestrian Environment

Commercial areas that are “friendly” to both vehicles and pedestrians have proven to be highly successful. This is even more apparent in downtown districts, as foot traffic is just as important as vehicle traffic. In general, a “friendly” street has features that provide **safety**, **comfort** and **mobility**. Examples of these features are described and illustrated on the following pages.

# SAFETY

## Good sight distance

- » Limit obstructions at crossing (newspaper/ advertising & electrical boxes, over vegetation, etc.)

## Separation & buffering from other modes of travel

- » Wide sidewalks
- » Parking areas
- » Sidewalk terrace
- » Limit curb-cuts

## Pedestrian visibility

## Adequate height clearance

- » Well maintained landscaping
- » Adequate awning heights

## Limit crossing distances

- » Provide bump outs
- » Reduce corner radii
- » Provide refuge medians at pedestrian crossings





# COMFORT

At human scale

- » Establish a 1:3 - 1:2 street width to building height ratio

Soften the urban hardscape

- » Add planters, street trees, landscaped spaces, etc.

Buildings designed with pedestrian friendly features

- » Awnings, large and clear windows (70% of ground floor), building entrances, view of products/activities, etc.

Limit automobile/truck traffic issues

- » Lower vehicle speed limits
- » Provide traffic calming devices

Provide pedestrian amenities

- » Add benches, table and chairs, bike racks, etc.

Well-maintained infrastructure

- » Well-maintained sidewalks, streets, street fixtures, and street trees



# MOBILITY

Clear path

- » No obstructions within areas of travel

Accessible to all citizens

- » ADA-compliant sidewalks and building entrances

Clear connections

- » Pedestrian pathways to building entrances







# MASTER PLAN

A Master Plan for Downtown Clinton to outline improvements that will be considered as a guide for improvements to intersections, signage, streetscape, facades, awnings, plaza/park/open space, management/leadership, and community involvement. This concept will also identify preferred future land use classifications by block and/or lot.

## Preferred Land Uses & Redevelopment Opportunities

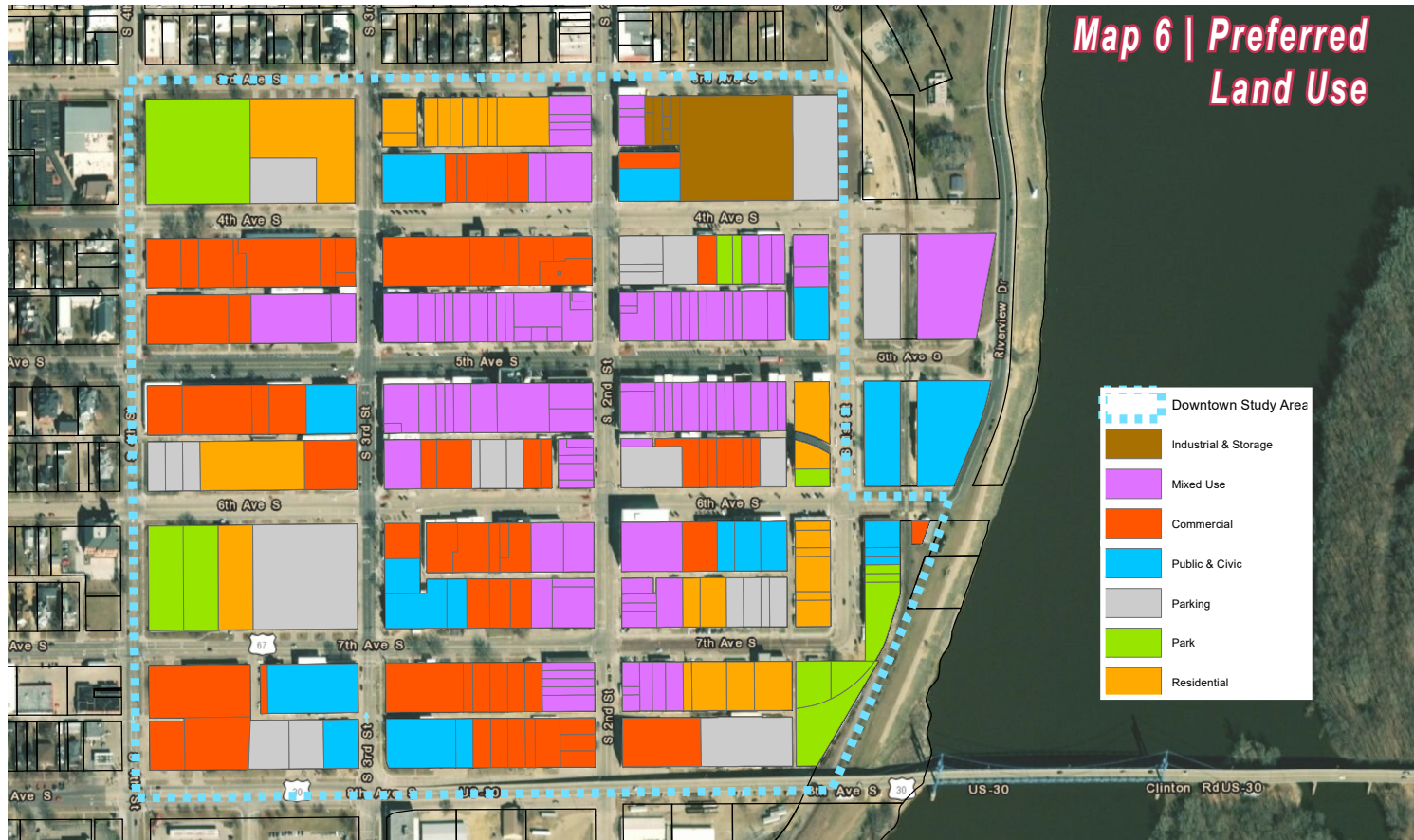
The Downtown Clinton Alliance desires a mixed-use downtown district consisting of retail, service, office, civic and residential uses. The inclusion of standalone multi-unit residential developments are an important component to increase foot traffic and 24-hour activity, increase the sales for existing businesses, and increase the demand for new businesses to locate downtown. Map 6 (on the next page) identifies areas where these alternative future land uses designations may be considered by City officials.

The heart of downtown is historic with a set of buildings that should be preserved and maintained in their present form (with adaptations as necessary) for generations to come. But around that historic core, in every direction, are sites that could (and in some cases should) be redeveloped with new structures and configurations in the coming decades. This section identifies and prioritizes the most important opportunities for changes to downtown properties.

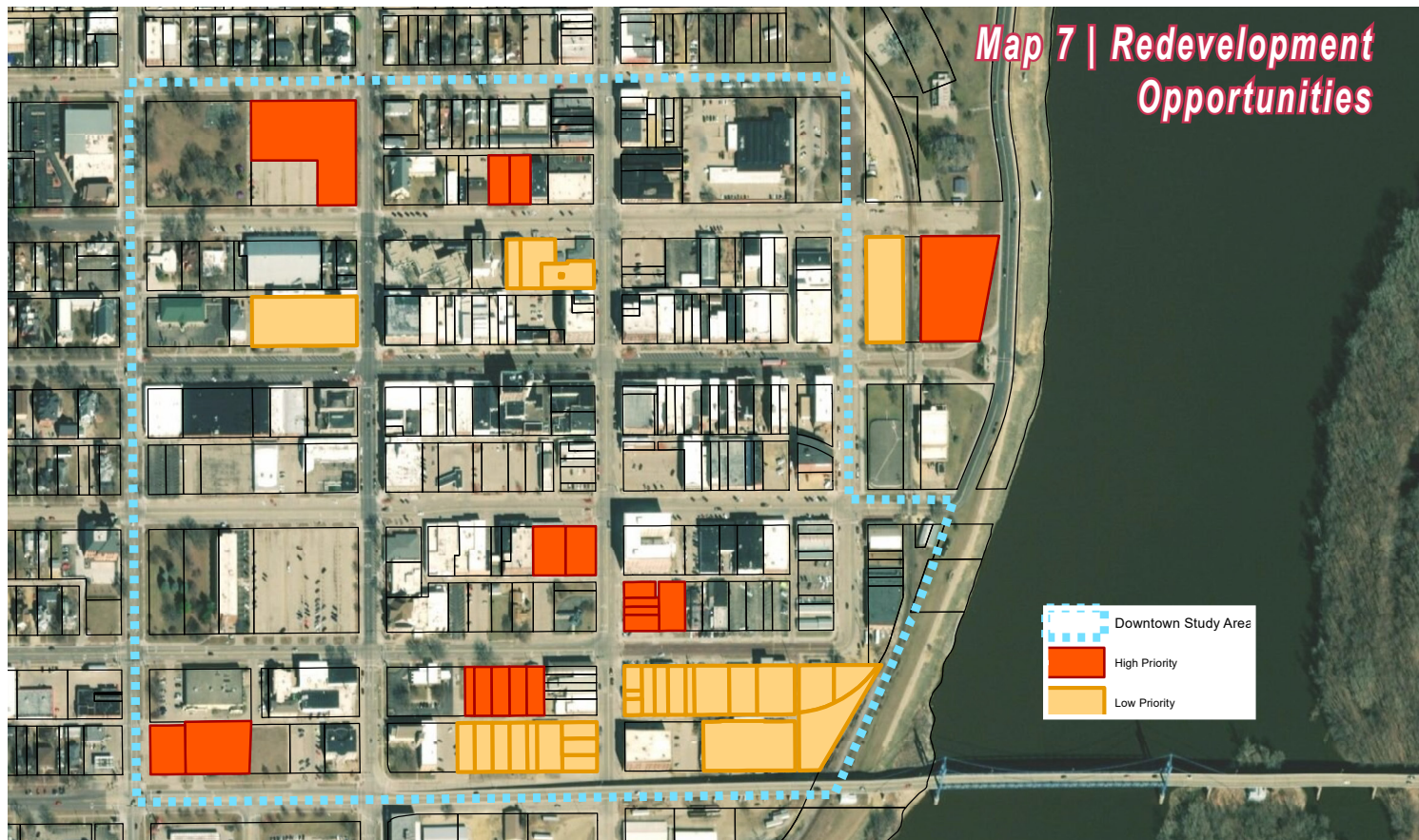
Many of these projects will depend upon the interest and initiative of private landowners and developers. This plan is a vision to inform those private efforts and to help guide City review of development proposals. The map on the next page illustrates a 10-year outlook for development-related actions, including priority sites to actively promote redevelopment efforts. The following pages will discuss these recommendations in more detail.



# Map 6 | Preferred Land Use



# Map 7 | Redevelopment Opportunities



## General Recommendations

There are several improvements or programs that can benefit the entire downtown, as outlined below.

- » Paint traffic signal light poles green to match the street lights.
- » Add additional wayfinding signage and re-evaluate existing signage to identify the downtown district accurately starting at 8th Avenue to the south, 4th Street to the west, 2nd Avenue to the north and the riverfront to the east.
- » Improve all City parking lots with landscaped buffer edges using the design and materials found at the City Eagle Lot at 218 S 6th Avenue.
- » Work with building owners to renovate and fill any upper story space with residential uses. Consider low interest loans (or other financial mechanisms) to support property owners in making building code improvements to make the upper floors occupiable spaces.
- » Financial support property owners in making improvements to building façade, especially at the street-level. Consider applications based on historic merit, occupancy, current condition of the building/property, and location (e.g., is it on the major streets).
- » Consider developing a pop-up shop program that identifies vacant storefronts that can be used for short-term leases (e.g., weekend/week events, three months lease, etc.) that are subsidized or completely paid for by the City or donated by the building owner. This could be done at any point of the year, but may be most beneficial around the holiday shopping season. Ideal storefronts include those that have working plumbing, are up to code, and have willing property owners that would offer reduced rents (and possibly cover utility costs). This effort helps to activate vacant storefronts, provide additional exposure/promotion through media sources, brings new shoppers to the district, and allows new businesses to startup (at minimal risk) with the potential of remaining in the Downtown. The benefit for the landowner is to get some rent, while getting additional exposure to sell their vacant real estate or negotiate future leases. There may be future opportunities to align this program with local colleges and universities for credits in their business curriculum.

## Character Area Recommendations

As discussed in the existing conditions, there are several corridors and areas that provide unique character that collective make up the downtown district. The next several pages describe improvements for each character area. The focus of the recommendations is on streetscape improvements and potential redevelopment opportunities based on Map 7 (on the previous page).





**5th Avenue** is the primary east/west thoroughfare in Downtown Clinton, covering three blocks, and connects the downtown to the Mississippi River and Discovery Trail. It has a lot of character in both in buildings and streetscape treatments. Uses are heavily commercial with some upper story residential.

#### ROAD / STREETSCAPE RECOMMENDATIONS:

- » Rework the bike lane at the intersection with 4th Street (eastbound only) to bring bicyclist to the center to allow for a safer transition to the central bikeway.
- » Extend the sidewalk treatment found on 100 and 200 blocks to the south side of the 300 block.
- » Work with the owner of 340 S 5th Avenue (currently Family Video) to plant trees along the street edge.

#### REDEVELOPMENT RECOMMENDATIONS:

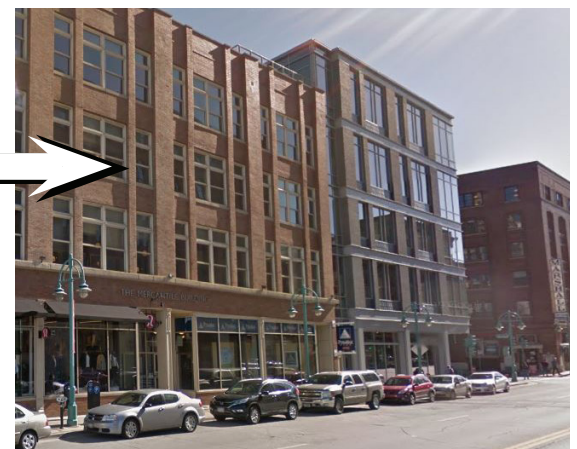
- » Encourage redevelopment of 480 S 3rd Street (former YMCA) that tears down the non-historic portion but renovates the historic structure at the corner. Likely development potential for office and/or residential.
- » Encourage the reuse/redevelopment of the old Post Office, Wilson Building, Ankeny Building, National Bank, Jacobsen Building, and other significant buildings along 5th Avenue.



*5th Avenue Streetscape (to expand to 300 Block)*



*340 S. 5th Ave. (former YMCA)*



*Redevelopment inclusive of Historic Structure Example*





## 6th Avenue

has some commercial activity, but lacks the character of 5th Avenue due to a lack of streetscape treatments and lack of development. Parking lots cover the majority of the north side of the street, as well as on the south side in the 300 block.

### ROAD / STREETSCAPE RECOMMENDATIONS:

- » Provide expanded terraces utilizing softscape palette (see images on the right) to provide a different character than is found on 5th Avenue. To gain the necessary space for the terrace expansion, the following changes are likely necessary:
  - » In the 300 Block, replace angled parking with parallel parking on the north side.
  - » In the 200 block, reduce the westbound lane to 12/13 feet in width and remove angled parking. Eastbound lane reduce to a 16-foot single drive lane, except near 2nd Street where a turn lane is necessary.
  - » In the 100 Block, replace the angled parking on both sides with parallel parking, or remove angled parking only on one side.
- » Improve the parking lot at 134 S 6th Avenue with landscaping and decorative fencing/wall along sidewalk edge using the design and materials found at the City's Eagle Lot at 218 S 6th Avenue.
- » Work with owner of the parking lot at 518 S 2nd Street to add landscaping/trees along the property edge.
- » Work with owners of the parking lots at 320-344 S 6th Avenue to add landscaping and decorative fencing/wall along sidewalk edge. Consider using the design and materials found at the City Eagle Lot at 218 S 6th Avenue.
- » Work with owner at 302 S 6th Avenue to add landscaping in green space along the street edge.



*Streetscape Representative Photos*



## REDEVELOPMENT RECOMMENDATIONS:

- » Approach the owner of 207 S 6th Avenue to discuss potential redevelopment of their property. The property could have a multi-storied building placed near the corner of 2nd Street and 6th Avenue with minimal setback along 2nd Street. Parking should be placed behind the building with access from the alley and potentially 6th Avenue. Ground floor commercial is encouraged with upper stories of residential or office.



207 S. 6th Avenue (vacant)



Multi-Storied Mixed Use / Office Building (Example Image)

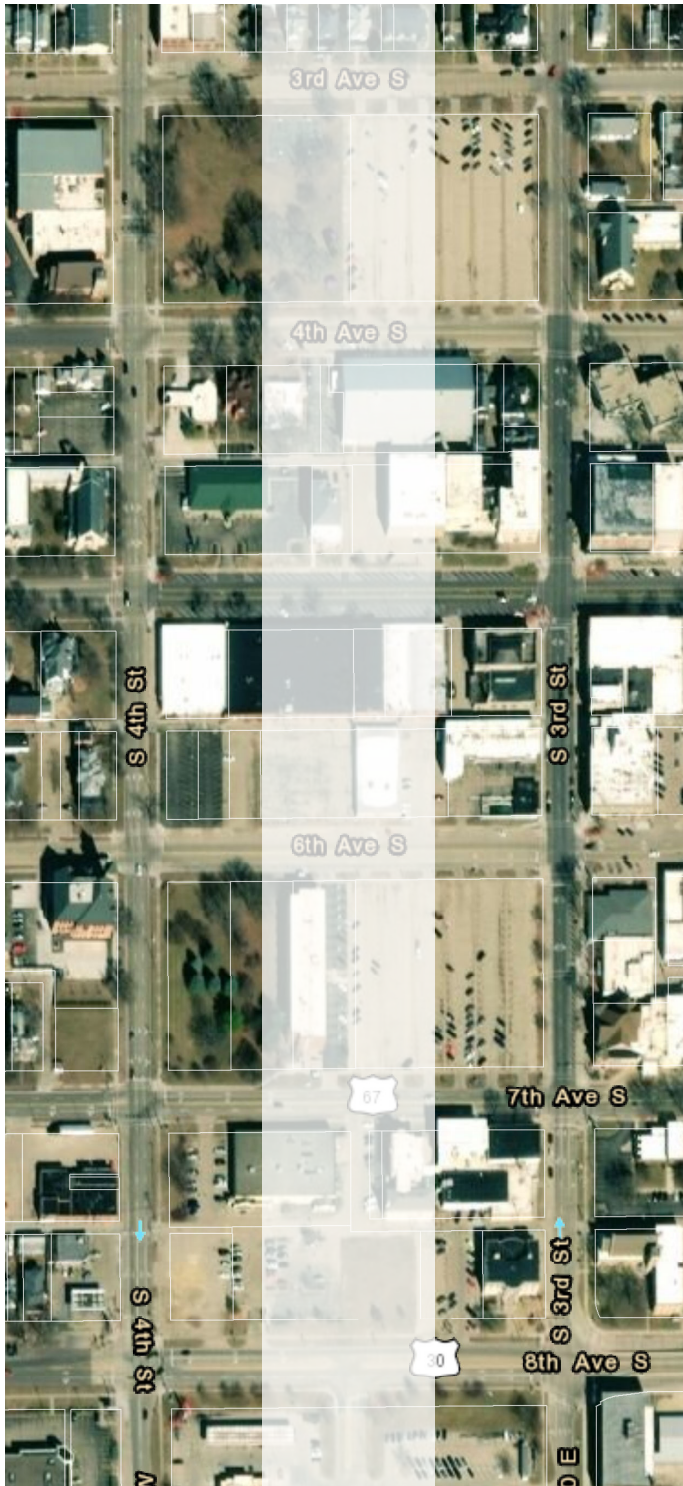
- » Should 320 S 6th Avenue (currently NAPA Auto Parts) become available, consider purchasing and tearing down the building. Market the site for a multi-storied residential building. The property is currently underutilized and could provide new downtown housing with proximity to Dewitt Park and Clifton Park.



320 S. 6th Avenue (NAPA Auto Parts)



Multi-Storied Residential Development (Example Image)



**One-Way Pair (3rd/4th)**  
work in tandem to provide a north/south alternative to SR 67 (2nd Street). The overall character is less urban than the other character areas in the downtown, providing a mix of residential and commercial properties.

#### ROAD / STREETSCAPE RECOMMENDATIONS:

- » Consider the potential conversion from one-way to two-way traffic on both streets. This will reduce confusion for non-local traffic, allow for potential speed reduction measures and additional right-of-way for bumpouts and/or bike lanes.
- » Provide enhanced crosswalks at intersections through the downtown, such as painting in ladder pattern, or change the material or color of the crosswalk (or border).
- » Add decorative paving near intersections in the sidewalk terrace and sidewalk ramp.



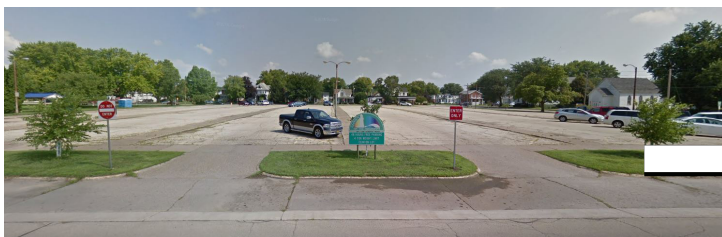
*Crosswalk Enhancements*

*(Example Images)*



#### REDEVELOPMENT RECOMMENDATION:

- » Develop a significant portion of the underutilized Clinton City Parking Lot, maintaining a portion to support Clinton Park. Multi-story residential with the potential of some ground floor commercial is preferred. This can provide increment to the TIF+SSMID and bring additional activity and expandable income to the downtown.



*Clinton City Lot (underutilized parking area)*



*Multi-Unit Residential Building (Example Image)*





## 2nd Street

(SR 67) is the main north/south thoroughfare through Downtown Clinton.

### ROAD / STREETSCAPE RECOMMENDATIONS:

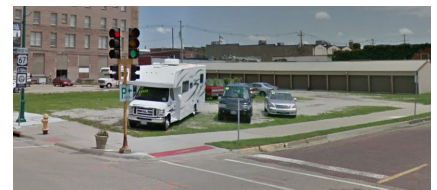
- » Consider adding more banners throughout the 2nd Street Corridor. Use the banners to tell the history of downtown, promote community events, and direct drivers to parking lots.
- » Where possible, consider bumpouts (4-5 feet in length) at intersections. This feature can help to reduce vehicle speeds, shorten the distance pedestrians are required to walk across 2nd Street, and provides opportunities to provide streetscape improvements (including benches).
- » Consider developing a downtown entry feature on the south side of 2nd Avenue. Either working with the property owner of 200 S 2nd Street to display a mural on the side of their building promoting the entrance to downtown Clinton, or work with the property owner of 201 S 2nd Street to build a gateway feature with landscaping near the intersection corner.

### REDEVELOPMENT RECOMMENDATION:

- » Renovate 317 S 2nd Street (Strand Theater) and consider uses that provide a social/entertainment and/or community destination (e.g., community/dinner theater, pop-up shop, etc.).
- » Redevelopment of 611-623 S. 2nd Street, plus 134 S. 7th Avenue (same owner). In total, this redevelopment area includes 0.56 acres of land. The preferred development is a multi-storied mixed use building with parking accessed along 7th Ave.
- » 207 S 6th Avenue lacks downtown character or quality exterior facade materials. The 0.58-acre property is vacant and should be demolished. An ideal use would be a multi-story mixed use or residential building; however, or a 1.5-story commercial building placed at the 2nd/6th corner.



317 S. 2nd Street (partially vacant)



317 S. 2nd Street (gravel parking)



207 S 6th Avenue (currently vacant)



Multi-Story Development (Example Image)



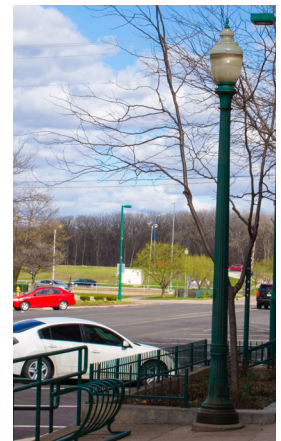


## The Riverfront

is mostly publicly owned. While this prime real estate is not contributing to the City's tax base, it does provide a key element of the downtown: access to the river. The Mississippi River is an asset to the community and huge part of its history. From being a carrier of lumber for the logging industry to ferrying steamboats, and now a central part of the agricultural industry. The river has been and continues to be vital to the City's economy.

### ROAD / STREETScape RECOMMENDATIONS:

- » Add post-up acorn lighting along the Discovery Trail from N. 6th Avenue to S. 5th Avenue.
- » Add landscaping around the Water Works facility to help screen it – potentially with prairie grasses and flowers.
- » Provide enhancements to the Discovery Trail that promote trail users to stop in the downtown, especially between 4th and 6th Avenues. Some enhancements include a map kiosk (of downtown attractions, bike shops (if any), public restrooms, etc.), a hydration station, bike repair station, bike racks, and wayfinding signage to specific downtown attractions.
- » Consider building in more destinations along the riverfront to spur more activity around the downtown, including the following:
  - » Developing a Beirgarten at Riverview Park – potentially near the bathrooms at the end of 4th Street. A bathroom facility, a beer shack and other amenities (e.g., picnic tables, gravel area, sandbox, yard games area, etc.) will help to make this a successful attraction.



*Olbrich Biergarten (Example Image)*



*Exercise Station (Example Image)*

- » Adding exercise stations along the Discover Trail - potentially looping a course from Riverview Drive around the Riverview Swimming Pool and past the Skate Park via S. 1st Street. This provides another attraction at the edge of the downtown.



## REDEVELOPMENT RECOMMENDATION:

- » Work with owner of 522 S. 1st Street to redevelop as multi-story building, or consider a pocket park with potential utilizing the side of 516 S. 1st Street to view movies or placing a large display of art/ mural as background to the park space.



*522 S. 1st Street (vacant lot)*



*Makeshift Outdoor Movie Theater (Example Image)*

- » If the upper stories of 516 S. 1st Street and 101 S. 5th Avenue are vacant, work with property owners to re-purpose those floors for high-end residential (lofts) or short-term vacation rentals. Location suggest high potential for this type of use, which can bring additional expandable incomes to the downtown.
- » Develop the 1.3-acre City-owned property on Riverview Drive between 4th and 5th Avenues. The views and location within the downtown (i.e., near 5th Avenue, Riverview Park, and Discovery Trail) makes this property highly marketable. This site would be ideal for high-end housing with or without a commercial component (e.g., restaurant and/or office) or a hotel with or without a restaurant. The design can mitigate concerns with the railroad (with ground floor parking or commercial use and a decorative solid wall along railroad) and develop around existing utility structure (if required to remain). This development can bring expandable income to the downtown and increase the increment in the Tax Increment Finance district.



*516 S. 1st Street and 101 S. 5th Avenue (underutilized)*

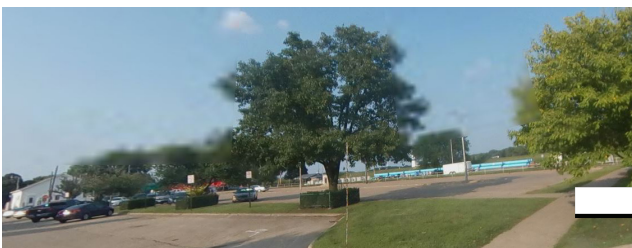


*City-owned Lot on Riverview Drive (underutilized)*



*Signature Hotel (Example Image)*

- » The 0.72-acre City lot on 1st Street between 4th and 5th Avenues could remain as a parking lot, or redevelop as a commercial use – ideally a restaurant or another destination business.



*City-owned Lot on S. 1st Street (underutilized)*

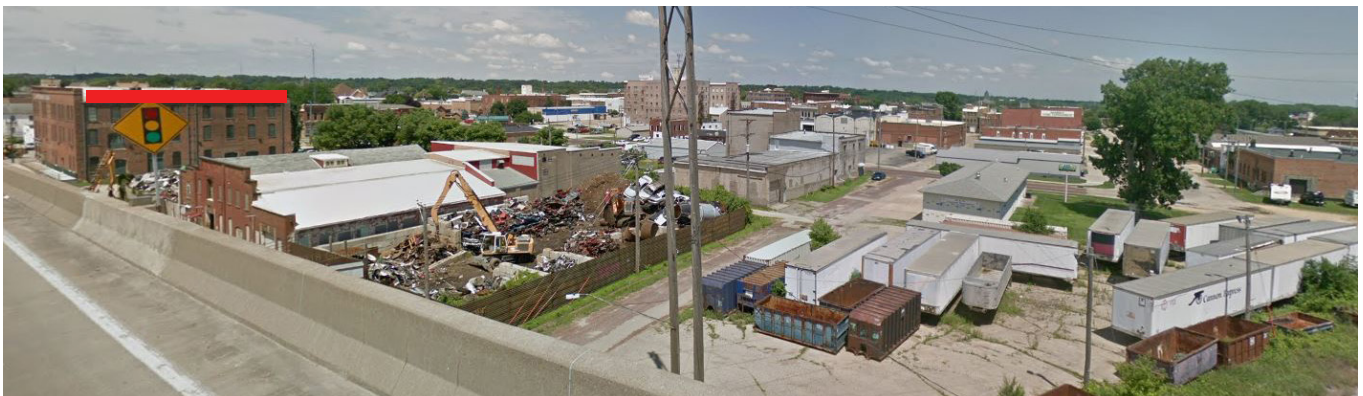


*Restaurant w/ Rooftop Seating (Example Image)*

## Recommendations for Other Locations

These sites are outside the defined character areas, but can have a significant impact on the perception of the downtown.

- » Market 215 S 4th Avenue (former Firestone) for similar use or creative use (e.g., restaurant, bakery, coffee shop) that may re-purpose the parking area for outdoor seating area.
- » Should 216-220 S 4th Avenue become available, consider purchasing and redeveloping for a more intensive use (e.g., multi-story residential or mixed use).
- » Pursue (re)development of 215-225 S. 7th Avenue with potential of increasing developable area if the adjacent low-valued properties (214-226 S. 8th Avenue) are included.
- » Consider improving the aesthetics of the US-30 underpass such as painting murals/art on the support piers, adding up-lighting to the piers, adding landscaping/stormwater management under the bridge, and/or placing a “hidden” statue between the piers.
- » Consider creating a redevelopment plan for the properties between 7th and 8th Avenues from 3rd Street to the riverfront. These properties are quite visible from the US-30 bridge and can impact the perception of the downtown. The primary concern is the block east of 2nd Street, which includes fourteen properties with several owners, covering 3.75 acres of land. The redevelopment plan would review the potential for redevelopment of this area that is marketable and provides a benefit to the downtown and City as whole. The City/SSMID should discuss with property and business owners about the potential to relocate outside of the downtown (to a business park or similar area – such as the 100 Block of S. 3rd Avenue) to allow for redevelopment of the area. This effort will be a long-term strategy that could take up to a decade to assemble the properties. Initial thought for the area include high-density residential, brewery, park space, recreational amenities (e.g., connection between Great River Trail and Discovery Trail, athletic fields etc.).
- » Attach a sign along the rear roofline of 719 S 2nd Street (below the parapet of side facades) stating “Welcome to Downtown Clinton” (see red box in the image below).



100 Block of 7th and 8th Avenues. (underutilized and not suitable uses for the downtown)



# IMPLEMENTATION PLAN



The Implementation Plan will address how to achieve the goals and complete the recommendations in this Master Plan. This section will contain a listing of programs and specific actions necessary to move this Plan forward, including potential changes to applicable land development regulations, official maps and ordinances, as well as establish an implementable completion time line.

Downtown Clinton did not get to where it is today overnight and changes toward the shared vision for the community will also not occur overnight. This implementation plan uses the idea of small, incremental changes to move Downtown Clinton into a vibrant, lively city center. One that converges the architecture and history of yesterday; the desires and needs of residents today; and the ability to boldly continue into tomorrow.

## Branding and Marketing Strategies

The following strategies will primarily address Goal #6 of the plan, but will have an effect on most of the goals. The purpose of these action items is to increase business activity in Downtown Clinton.

### *B1. Buy Local Program*

While not a new idea, and not new to Downtown Clinton, it is a worthy program which should be continually promoted.

Generally, the majority of business sales come from the local population. For this reason, it is important to encourage local residents to shop locally. Since small communities rely on residents in rural sections of the County and on neighboring small communities, it is important to get this message out to those areas as well. Below are a few examples of some “buy local” campaigns.

- » Send a happy holiday card with or without a coupon (or gift card) to a random number of area residents, or place an advertisement in a local media outlet. This message should state the gift/coupon is offered by their locally owned businesses and that buying local throughout the year will build a more vibrant and healthy local community.
- » Create a shop local week that could either be just within Downtown Clinton or cover a broader market. This event could be accompanied by a bingo or monopoly-esque game requiring contestants to

purchase an item at enough business to complete the board. Each participating business would provide a prize to be awarded to winning contestant(s). This could be downloadable from the Downtown’s website, City’s website, Chamber’s website, and/or located at participating business locations.

- » Use a vacant storefront to advertise the “buy local” campaign. This could be further enhanced by sponsoring an annual “buy local” store window decorating contest, which would be voted by the general public with the winning business receiving a plaque, or kudos on the City or Chamber website. The general public would be enticed to vote by offering eligibility in drawing to win a gift bag provided by area businesses. This same contest could also be done over a holiday season.

### *B2. Online Presence*

Advertising and tourism studies have shown that the majority of consumers research their destinations prior to deciding on making their first visit to a business/location. Currently most Clinton businesses do not have a website. Some do have a Facebook page, but even these pages lack the basic information such as hours of operation. Plus, Facebook is primarily used by computer savvy people. Therefore, a traditional website is still an important tool and would benefit Clinton businesses. Another important step is to make sure that a business website appears on search engine result pages when the

business type is searched near Clinton. If it does not, verify that your website content includes keywords that would be found by search engines and make sure your business profile on these search engine sites are filled out completely. This same suggestion goes for the Downtown Clinton Alliance and any other partner looking to promote Clinton, IA.

Also online reviews on the major business sites (e.g. Google, Yelp, Zomato (formerly Urbanspoon) and Trip Advisor)) can play a big role in the decisions made by visitors and tourists. Therefore, it is recommended to promote online business reviews on the major websites listed above. One way to entice online reviews is to post stickers or posters at area businesses encouraging visitors to write reviews about their business experience. Additionally a business could offer a small discount to anyone who puts up a review on one of the review sites.

### *B3. Cross-Selling Promotions*

There are many existing businesses, both competing and coexisting, within Downtown Clinton. And each of those businesses has a dedicated clients. Business could encourage one-stop downtown shoppers to become multiple-stop downtown shoppers through simple customer incentives. For example, the Children’s Discovery Center could collaborate with Cake Fantasies. If a visitor to the Center presents



their admission ticket at Cake Fantasies, they receive a free treat that same day with a \$10 order. This encourages visitors to the Downtown to stop at more than one business downtown.

There are a multitude of ways for businesses to collaborate in this way. It could be chance to enter in a drawing. Or a discount. Or even a chance to be the “downtown customer” of the month.

This collaboration will encourage cross-selling of business, promote multiple shopping experiences, and overall encourage residents to do more downtown.

#### *B4. Extended Business Hours*

Downtown Clinton, like many downtowns, do not have many retail and service hours (excluding taverns) past 5/6pm during the week, past 4pm on Saturdays or any hours on Sunday. Hours of operation are established by individual businesses based on their operations and staff levels. Survey responses collected during this planning process suggest a desire for extended hours.

Individual business could implement additional weekday evening, Saturday evening or Sunday hours of operation. However, a more effective strategy may be to unify various retail businesses around staying open longer collectively, or have nontraditional hours a few

times a month on set days. For example, the first and last Friday of every month have hours until 7/8pm and possibly one Sunday a month open at least 3-4 hours (e.g., 12-3pm). This approach can create more synergy among businesses, consistency for the public, and opportunities to tie in other Downtown community events to draw more retail activity.



#### *B5. Business Assistance Awareness*

The Downtown Clinton Alliance, Chamber, and City continually promote existing business assistance programs to local businesses and residents looking to start a business. Internal marketing materials (e.g., brochure, pamphlet, online resource, etc.) can be used to promote business-related funding options and assistance programs.

#### *B6. Marketing & Community Events*

Businesses should continue to externally market through multiple media sources in conjunction with special events

on a quarterly basis. If this is too costly, take out a large ad space with space for smaller individual business ads in popular regional newspapers.

Public events provide community pride, sense of place, and economic benefits. Currently several events are hosted Downtown, including Riverboat Days, Frontier Fish Fry, Duck Races, and Music on the Avenue. Other potential events include are/mural installations, Taste of Clinton, Christmas Tree Lighting (on the Riverfront or on 5th Avenue), movie nights, sidewalk sales, etc. These events should be promoted beyond the local media outlets to reach the regional population.

#### *B7. Downtown Clinton Legacy*

This membership program will create an endowment fund for Downtown to incrementally work to improve and move Downtown Clinton further into the future. To join, it is \$100 per couple, or for \$200 to become a Legacy Leader (amounts can be negotiated). Money raised by this group should be used as seed money for a new business, public art initiatives, event capital, or even marketing and promotion.

Members of this group will be trained on how to be ambassadors of Downtown Clinton. To spread a positive message about the great things happening, far and wide. To thank Legacy members, there should exclusive appreciation events held in their honor from time to time.

## Land Use & Redevelopment

The following strategies will address Goals #1, #2 and #3 of the plan, but will indirectly impact Goal #6.

### L1. Design Regulations and Facade Improvements

The Downtown Clinton Alliance should work with the City to ensure all land use codes and ordinances meet the design standards desired by this plan, including having the City consider officially adopting the Design Standards.

To pro-actively encourage property improvements, the City should establish façade improvement and site beautification program. The design standards developed as part of this process can guide (recommendations) / regulate (standards) what type of improvements are eligible.

The City may also hire a consultant to provide cost effective facade improvement illustrations for buildings within the Downtown to further encourage property owners to make updates to their building(s) that meet the vision of this plan. This would be especially beneficial if the prime investment properties identified in Map 4 (on page 11) were improved.

### L2. Historic Preservation

The historical character of Downtown Clinton is one of its most important features. The intact collection of brick commercial buildings, many of them now more than 100 years old, is both noteworthy and beautiful. The City's historic buildings represent an earlier era of economic vibrance, and their preservation is both dependent upon and necessary to continued economic success in the Downtown area. In most cases the historic character and structures support that success – they make Downtown Clinton unique and are part of the draw for customers.

Historic structures also come with challenges and costs, and from time to time a property owner may conclude that a building is not economically viable and propose to demolish and replace the building. One potential way to regulate alterations/removal of historic structures is to adopt a Historic Preservation Ordinance (HPO). In order to administer the HPO, a design review board will be required and would most likely be a Historic Preservation Commission (HPC).

Beyond reviewing alterations to historic structures, the HPC can educate historic property owners on best practices and funding opportunities; can help property owners find design solutions that balance historic integrity with economic viability; make recommendations for the listing of a historic site/district in

the State/National Register of Historic Places; and, weigh in on proposed removal of historic contributing structures within the community. The Downtown Design Standards could be a reference for the review body.

### L3. Redevelopment Opportunities

The Master Plan in this document discusses potential redevelopment opportunities throughout the downtown. The following strategies will help support this redevelopment initiative.

The Downtown Clinton Alliance should work with the City to meet with owners of properties identified in the Master Plan section. It is important for the City to understand the long-term intentions for these properties, as well as share the City's vision for the downtown and the potential for their property.

The City should consider public-private partnerships to move redevelopment projects forward, especially on key sites that will promote change. Examples of public-private partnerships include: 1) the City (and other partners) acquiring land, preparing for redevelopment and soliciting redevelopment proposals; 2) the City can assist in low-cost financing or provide incentives using TIF funds; and, 3) the City can commit to a long-term lease within a private development for a public space.



## Public Use & Infrastructure

The following strategies will address Goals #4 and #5 of the plan, but will indirectly impact Goal #6.

### P1. Parking

Downtown parking comes at a premium. The removal of taxable development to add low-density surface parking is undesirable - it reduces revenues and damages the urban character of a downtown. The alternative is to selectively choose where to add more off-street parking (if needed), expand existing facilities and maximize the number of potential spaces on-street. The strategies below provides preemptive measures that can be taken to make the current parking network more efficient.

- » **Mark short term parking stalls:** Bakeries, coffee shops, florists, and markets all have customers that want to get in and out quickly, so short term spaces can allow for continuous turnover. These spaces should be consulted with the business owners before converting.
- » **Provide Compact Car Spaces:** Look for opportunities to gain additional spaces by designating some spaces for compact cars only. As fuel efficiency has become a priority, many people are driving cars less than 16 feet in length. These spaces are also appropriate for most electric vehicles. The provision of public charging stations (or utilities to accommodate future installation) should be

considered when building new parking lots or structures.

- » **Ensure Nighttime Safety:** All Downtown users should feel safe walking to or from their cars after dark. Adequate lighting should be provided along pedestrian routes, especially near parking lots. New lighting should be full cut-off, dark-sky compliant, to eliminate unnecessary glare.
- » **Consider covered spaces:** There might be opportunities to cover parking bays in public parking lots that could be rented out monthly to downtown residents.

### P2. Road/Streetscape Improvements/Program

Continue to install the themed street furniture (benches, ornamental fencing, trash/recycling receptacles, etc) throughout the downtown and along areas where residents gather. See the Master Plan section for specific recommendations.

The City should consider establishing a Streetscape Sponsorship Program that helps to offset the costs to implement streetscaping improvements. Brochures should be dispersed to residents and businesses providing the opportunity to sponsor a specific streetscaping element (e.g., bench, planter, tree, etc.) or provide to a general streetscaping project fund. Cost of sponsorship should cover the cost for a personalized plaque to memorialize the tax-deductible donation.

### P3. Community & Wayfinding Signage

The City of Clinton has a strong community brand which can be wrapped more into the downtown, especially with entrance welcome signage and landmarks. See the Master Plan section for specific recommendations.

A wayfinding plan should be implemented to reduce sign clutter, improve the overall graphic quality and design (and match branding), improve public lot signs, include trailblazer signs to reach destinations, and meet Iowa DOT standards.

### P4. Public Uses & Programs

The riverfront and the Discovery Trail are important to the City and the downtown. There are number of improvements suggested for the riverfront and the trail described in the Master Plan section that should be implemented over time.

The City and partners should consider developing a pop-up shop program where the City/SSMID offers a 3-month free (or subsidized) for a new business to start-up. Develop an application process and find suitable properties that have been vacant for a significant period but require limited improvements to support a new user. Work with property owner's to reduce the rent, cover utilities, or other services to make this a successful program. Viroqua, Wisconsin has successful model that is has been replicated elsewhere (e.g., recently in Sheboygan, WI).

# Action Plan

This section contains a compilation of the various actions recommended in this Plan to translate this vision to reality. Accompanying each action are recommended time frames for initial completion, potential on-going activity schedules, the entity (or entities) with the primary responsibility in pushing the action forward, and any potential funding strategies outside of existing City financial tools (e.g., general fund, TIF, etc.).

Branding and Marketing Strategies		Initial Completion	Ongoing Activity	Lead Agency	Potential Funding
<b>B1:</b>	<b>'Buy Local' Program</b>				
	a. Mail Happy Holiday Cards	Short-Term (2020-2021)	Annually	DCA	
	b. Establish a Shop Local Week (plus, contest)	Short-Term (2020-2021)	Annually	Downtown Businesses	
	c. Establish a 'Decorate a Window' contest (holiday season)	Short-Term (2020-2021)	Annually	Downtown Businesses	
<b>B2:</b>	<b>Online Presence</b>				
	a. Produce a flyer (or other media) describing benefits of maintaining a strong online presence: search engine optimization (keywords), provides a complete business information profile and includes consumer reviews.	Short-Term (2020-2021)	Biennial (update)	DCA and Chamber	
	b. Send out 'Online Presence' flyer to Downtown businesses.	Ongoing	Bi-Annually	DCA and Chamber	
	c. Review and optimize the Downtown Clinton Alliance website.	Ongoing	Annually	DCA	
<b>B3:</b>	<b>Cross-Selling Promotions</b>				
	a. Contact and facilitate downtown businesses establishing cross-selling promotions (e.g., Cake Fantasies and Children's Discovery Center providing \$\$ off their merchandise (or entry) using a ticket/receipt from the other business).	Ongoing	Annually		
<b>B4:</b>	<b>Extended Business Hours</b>				
	a. Survey downtown businesses about their current business hours and if they have interest in extending them (or including non-traditional hours) in coordination with other businesses and which days they prefer. Provide the survey results with those interested businesses.	Short-Term (2020-2021)	Biennial	DCA and Chamber	
	b. Consider establishing a "First Fridays" event (#FFClinton) where businesses stay open later on the first Friday of each month, and program other activities around this event.	Mid-Term (2022-2026)	Monthly	Downtown Business and Chamber and DCA	
<b>B5:</b>	<b>Business Assistance Awareness</b>				
	a. Produce and make available marketing materials to identify funding, loans and other support programs available to businesses.	Short-Term (2020-2021)	Bi-Annually	DCA and Chamber	
<b>B6:</b>	<b>Marketing &amp; Community Events</b>				
	a. Take out a group add with area businesses inconjunction with special events.	Ongoing	Quarterly	Downtown Businesses and DCA	
	b. Review and consider expanding the downtown event programming.	Ongoing	Annually	DCA and Chamber	
Land Use & Redevelopment		Initial Completion	Ongoing Activity	Lead Agency	Potential Funding
<b>L1:</b>	<b>Design Regulations and Façade Improvements</b>				
	a. Work with the City to ensure all land use codes and ordinances meet design standards in this Plan. Consider adoption of the design standards for the downtown district.	Short-Term (2020-2021)	---	DCA and City Council	
	b. Establish and fund a façade improvement and site beautification program.	Mid-Term (2022-2026)	Ongoing (by application)	Chamber, DCA	CDBG
	c. Consider hiring a design consultant to provide façade improvement recommendations. This could be done by block or provided by request through annaul program(*).	Mid-Term (2022-2026)	Annually*	DCA, City Council	
<b>L2:</b>	<b>Historic Preservation</b>				
	a. Establish a Historic Preservation Commission.	Short-Term (2020-2021)	---	City Council	
	b. Consider adopting a Historic Preservation Ordinance.	Mid-Term (2022-2026)	---	City Council	
	c. Develop media (e.g., flyer) educating historic property owners on renovation best practices and funding opportunities. This information should be readily available online and hard copy dispersed annually/biennially.	Short-Term (2020-2021)	Annually/Biennially (mail)	Chamber	
	d. Consider properties for State/National Register of Historic Places.	Ongoing	Biennially (review)	DCA	



<b>L3: Redevelopment Opportunities</b>					
a.	Meet with owners of properties identified in Redevelopment Recommendations (Pg 29-37) to discuss long-term intentions.	Ongoing	Biennially	City Council	
b.	Consider public-private partnerships to actively move forward redevelopment projects (e.g., acquire land and solicit redevelopment proposals, provide low-cost financing or incentives).	Ongoing	opportunities present themselves	DCA, City Council	IEDA Grants
c.	Attach a "Welcome to Downtown Clinton" sign along the rear roofline of 718 S 2nd Street.	Mid-Term (2022-2026)	---	DCA, and Property Owner	
d.	Consider soliciting developer proposal to redevelop the 1.3-acre City-owned property on Riverview Drive between 4th & 5th Avenues. This RFP could include the nearby 0.72-acre City lot on 1st Street.	Mid-Term (2022-2026)	---	City Council	IEDA Grants
e.	Consider selling a portion of the Clinton Parking Lot for development, or solicit a developer proposal to build on the site.	Short-Term (2020-2021)	---	DCA, City Council	
f.	Consider creating a redevelopment plan for the properties between 7th and 8th Avenues from 3rd Street to the Riverfront. See description on Pg 37.	Mid-Term (2022-2026)	Long-Term (2027+) - acquisition and develop	DCA, City Council	IEDA Grants, DNR
<b>Public Use &amp; Infrastructure</b>		<b>Initial Completion</b>	<b>Ongoing Activity</b>	<b>Lead Agency</b>	<b>Potential Funding</b>
<b>P1: Parking</b>					
a.	Consider parking efficiency improvements (e.g., short-term parking, compact car spaces, improved lighting) and implement the improvements.	Ongoing	Annually	City Council	DOT Grants
b.	Work with several property owners to improve their parking lot frontages. See Master Plan for more details.	Mid-Term (2022-2026)	---	DCA	
c.	Improve City parking lot edges as described in the Master Plan.	Mid-Term (2022-2026)	---	City Council	
d.	Consider covering parking bays in public parking lots.	Mid-Term (2022-2026)	---	City Council	
<b>P2: Road/Streetscape Improvements &amp; Programs</b>					
a.	Continue to install themed street furniture throughout the downtown.	Ongoing	Annually	DCA	
b.	Consider establishing a Streetscape Sponsorship Program.	Short-Term (2020-2021)	---	City Council	
c.	Rework bike lane at 4th Street and 5th Avenue, bringing bike lanes to the center to allow for safer transition to central bikeway.	Mid-Term (2022-2026)	---	Parks and Recreation, Street Department	DOT Grants
d.	Extend the sidewalk treatment found on the 100/200 blocks of 5th Avenue to the south side of the 300 block	Mid-Term (2022-2026)	---	Street Department, Engineer, City Council	
e.	Consider expanding the sidewalk and terraces utilizing softscape palette on 6th Avenue. See Master Plan for more details.	Long-Term (2027+)	---	Street Department, Engineer, City Council	
f.	Consider potential conversion from one-way to two-way traffic on 3rd and 4th Streets.	Long-Term (2027+)	---	City Council, Engineer, Consultant	
g.	Provide enhanced crosswalks at intersections along 3rd and 4th Streets through the downtown. Plus, add decorative terraces at intersections.	Mid-Term (2022-2026)	---	Street Department, City Council	
h.	Consider bumpouts at intersections along 2nd Street throughout the downtown.	Long-Term (2027+)	---	Street Department, Engineer, City Council	
i.	Add post-up acorn lighting along the Discovery Trail from n. 6th Avenue to S. 5th Avenue.	Mid-Term (2022-2026)	---	DCA, City Council	
j.	Add landscaping around the Water Works facility.	Short-Term (2020-2021)	---	Parks and Recreation	
k.	Add amenities along the Discovery Trail between 4th and 6th Streets (e.g., kiosk, hydration station, bike racks, and wayfinding signage).	Long-Term (2027+)	---	Parks and Recreation, City Council	
<b>P3: Community &amp; Wayfinding Signage</b>					
a.	Consider installing more banners on 2nd Street.	Short-Term (2020-2021)	---	DCA	
b.	Consider building a downtown entry feature on 2nd Street.	Long-Term (2027+)	---	DCA, City Council	
<b>P4: Public Uses &amp; Programs</b>					
a.	Consider establishing a "Pop Up" Store Program.	Mid-Term (2022-2026)	---	DCA, Chamber	
b.	Consider developing a biergarten along the riverfront - potentially near the bathrooms at the end of 4th Street.	Long-Term (2027+)	---	DCA, City Council	
c.	Consider adding exercise stations along the Discovery Trail.	Long-Term (2027+)	---	Parks and Recreation	





# APPENDICES



- o BHMM Design Guidelines & Visioning Boards
- o University of Iowa Strategic Economic Development Plan
- o Augustana White Paper
- o University of Iowa Engineering Jacobsen & Brown Remodel







**Building Design Guidelines for**  
Downtown Clinton, Iowa  
City of Clinton, Iowa

## **Introduction**

The early growth and development of Clinton was attributed to lumber. Clinton became known as the capital of the sawmill industry. Farming and agriculturally related industries also supported the community's growth and became more important as time passed. Incorporated as a city in 1857, the city of Clinton, Iowa originally developed as distinct, separated cities and communities along the Mississippi River. Over the years, the towns grew together and merged. These were: the city of Lyons, the city of Clinton (originally called "New York"), and the hamlets of Ringwood and Chancy. Today, all of these comprise the city of Clinton. As railroad and lumber industries inspired rapid growth of Clinton, entrepreneurial business owners, who also became leaders of the community, were instrumental in the development of the downtown Clinton area.

The downtown of Clinton, Iowa has served as the central business district for this riverfront community. The buildings and their surroundings serve as an important reminder of the rich history and unique character of the downtown area. The downtown is a vibrant, distinctive district that offers a variety of goods, services, specialty shops and eateries. The downtown consists of numerous historic buildings and rich architecture. Several buildings of the downtown area have been deemed historically significant. Several structures within this district have been listed on, or have been deemed eligible to be listed on, the National Register of Historic Places.

The City of Clinton encourages property owners, merchants and residents to recognize, enhance, protect and promote the downtown's unique character, identity and integrity. The character of the downtown is represented in the general streetscape and facades of its buildings. The design aesthetic of the many building facades contributes to the overall image of the community for its residents, patrons and visitors. In addition, it influences the atmosphere of the pedestrian and vehicular environment. Each building has its own unique characteristics and qualities that attract residents, customers and visitors. The distinctive character of buildings makes the downtown interesting, welcoming and aesthetically pleasing. The City of Clinton works to reinforce and rekindle the economic vitality of its downtown. The intent is to utilize historic preservation, downtown development and adaptive re-use of existing buildings, and design improvements of buildings to create a vibrant and aesthetically pleasing commercial business, entertainment and tourist center, as well as a viable residential district. The objectives of the Design Guidelines are to: reinforce and improve the historic and design aesthetic of the downtown area; create a safe and pleasant pedestrian environment; preserve and improve the downtown's buildings, streetscape and architectural features; recognize that the community has a historic past that is still viable and responsive to modern day needs.

## **Design Issues**

The design characteristics of building facades contribute to the image of the downtown. Within the downtown, there are distinctive buildings of varying ages that create this distinctive area. In the immediate downtown, some commercial facades were designed as traditional storefronts. Many of the current commercial structures started as storefront businesses, hotels and residences which were later converted into other businesses and residences. There are many historic buildings built in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Such buildings exemplify the desired image of the downtown, of the general time period from the 1850's to the 1950's. However, over time, numerous buildings were changed, remodeled and modernized. Such buildings changed in response to trends in merchandising, design trends, and changes in programmatic need of tenants. In most cases, changes primarily affected the storefront area while leaving the upper facade unchanged. In some cases, the entire building facade has been affected by such building changes. Often the structural integrity of the original storefront design was left unaltered. Commonly, the basic commercial facade consists of a storefront area with entrance and display windows and an upper facade with windows and a cornice. The individual facades contain features in different shapes, sizes and styles. Most facades are between one and three stories. However, there are several few buildings which extend above four stories.

Some of Clinton's downtown structures are historically significant and are listed on the National Register of Historic Places. Such properties shall be maintained and repaired to preserve the historic integrity of the structure. Care should be taken to provide a proper restoration of such structures. Many of the Clinton's downtown buildings are not listed as historically significant, however should be considered as contributing structures to the historic fabric and built environment of the downtown area.

**New Construction.** There is considerable opportunity for new development of vacant properties within the downtown area. Furthermore, the opportunity exists to demolish an existing building on a property in favor of constructing a new structure. When a new building is constructed within the downtown area, the building should be designed as sympathetic to the historic appearance of downtown Clinton. New construction should be aesthetically compatible with building construction for a time period of the 1850's to the 1950's.

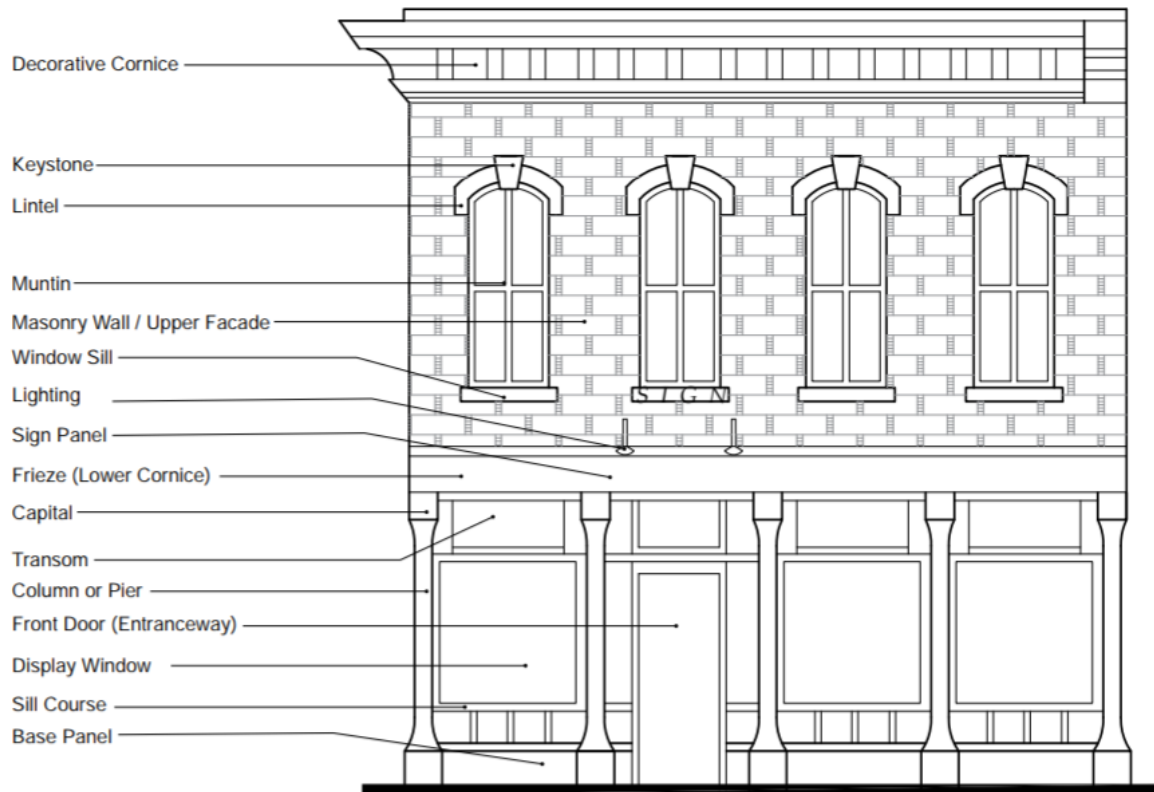
The guidelines presented in this document for new construction and for the reconstruction of existing buildings illustrate acceptable approaches to the design and construction within the downtown area.

## **Elements of a Building Façade**

There is a mixture of different styles of commercial buildings in downtown. The most common scale varies from two to three stories. Some buildings are present in the downtown area which are greater than three stories. While buildings within the city of Clinton have been completed at different periods in time and fall within different styles of architecture, most buildings share common features. These features, or elements, can be found on many of the buildings within the downtown area, in varying degrees. It is important to understand the different elements which compose the building façade, as they will be referred to within the guidelines herein and are important to the design intent of the buildings of the downtown area.

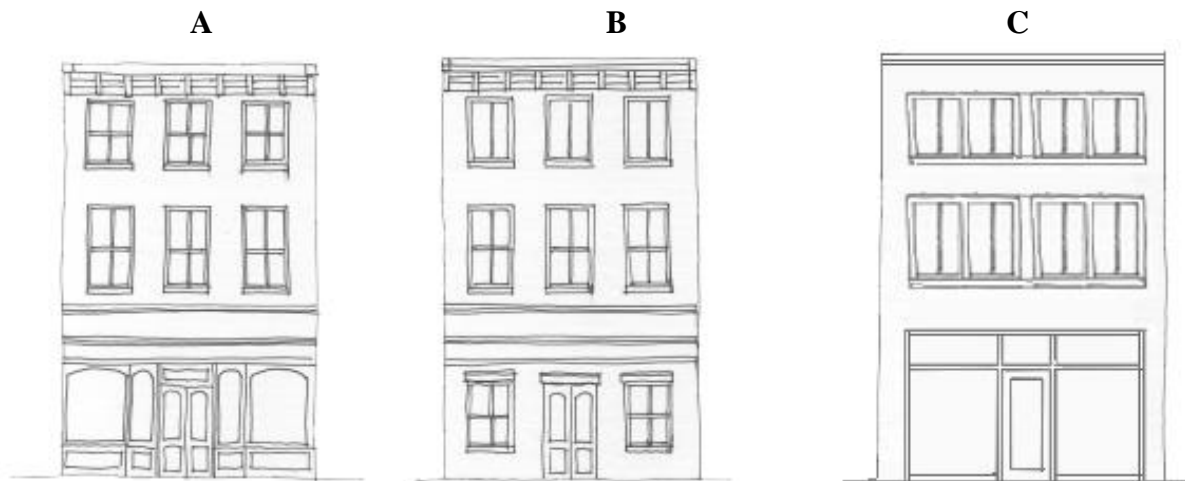


The typical building façade consists of the following elements:



*Elements of a Façade*

The three most common commercial facades are as follows:



*Common Facade Types*

The description of these common facades is as follows:

- A. Storefront with entrance door and large display windows; a decorative cornice and/or sign band separates the lower facade from the upper façade; the upper façade is composed of regularly spaced windows; and a decorative cornice completes the top of the building facade.
- B. The lower facade with entrance door and evenly spaced windows; a decorative cornice and/or sign band separates the lower facade from the upper façade; the upper facade is composed of regularly spaced windows; and a decorative cornice or roof edge completes the top of the building. In some cases, the building may be topped with a gabled or hip roof.
- C. The lower facade area is composed of large storefront area with entrance door, the upper facade is composed of larger, regularly spaced or ribbon windows, and the facade is topped with either decorative or simple cornice. Signage is often attached horizontally over the storefront area, or perpendicular to the façade by means of arm mount.
- D. In addition to the above, a regular occurrence found throughout the downtown area, is the prior covering up or removal of the original façade. In such cases, this is referred to as a Building Without a Storefront (BWS). A BWS may have been a building not designed or originally intended for storefront commercial use (such as a residence, a garage, etc.), or it may be a building which was altered or modified over time. A BWS may be treated in one of the following ways:
- If the building is historically important, if it has a distinct historical character, or if it is of a high architectural quality, it should be renovated with as few changes to the exterior as possible to accommodate the new use; a full storefront should not necessarily be inserted into the façade.
  - If the building does not have a distinct historical character or if it is of low architectural quality, it may be altered more dramatically. If possible, a full storefront should be inserted into the façade.
  - If the building has a ‘false façade’, of façade elements, which have been constructed in front of the existing historic façade; then such construction shall be removed to expose the original historic building façade, allowing for restoration or reconstruction of the building façade.

## **Design Guidelines**

Facades should relate to and be sympathetic with their surroundings with the goal of achieving visually distinct facades that provide a sense of cohesiveness without strict uniformity.

## **Existing Building Improvements**

Changes have occurred to many of the downtown buildings over the years. In many cases the changes affected the storefront, or lower facade area, while leaving the upper facade intact. Most revisions to the storefront areas are cosmetic or aesthetic only, leaving the structural integrity of the original building design uncompromised. In some cases, it may be possible that elements and features of the original storefront have been left in place, as they were merely covered over. The commercial style of architecture found throughout the downtown was predominately established by low-scale, 2 to 3 story Victorian style buildings which consisted of



traditional storefront with punched windows of the floor(s) above. This approach was further reinforced by larger scale developments of the VanAllen, Jacobsen and Wilson buildings. As changes have occurred over time, many updated older buildings utilized this commercial style as a model. However, during the 50's, 60's and 70's it was common practice to simplify, cover or remove architectural features of historic downtown structures. Victorian cornices were stripped off and replaced with parapet panels. Windows were removed and replaced with smaller, newer style windows in concert with infill panels. In some cases, windows were removed completely and the opening infilled or covered. A common treatment within the downtown was the installation of a panelized cladding system. Metal, ceramic or other panels adhered to a clip and rail system now cover the original building face. Other variations may be present within the downtown. It is recommended that such construction be removed, and the original façade be exposed and renovated.



*Example of Metal Siding Covering Upper Façade*



*Example of Curtain Wall Covering Full Façade and Wood Siding Covering Lower Façade*

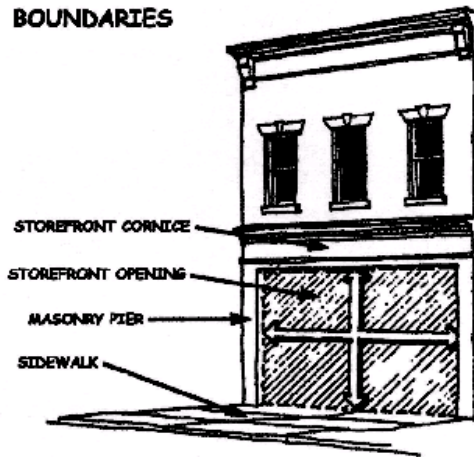


*Example of Windows Infilled and Sign Frieze Covered*



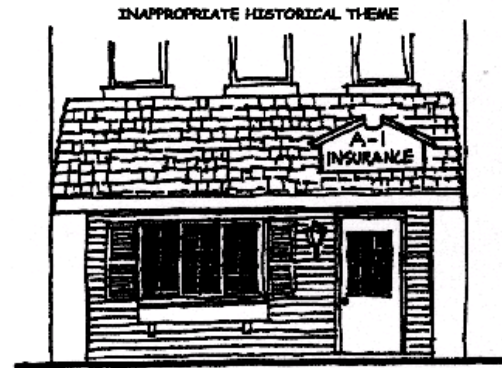
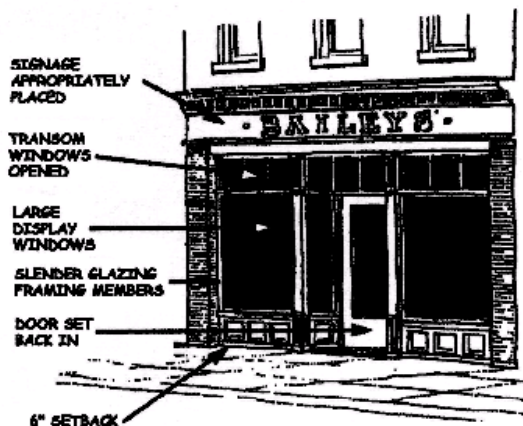
*Example of Upper Façade Windows Removed and Covered*

### STOREFRONT BOUNDARIES



### TRADITIONAL STOREFRONT DESIGN

STOREFRONT FITS WITHIN BOUNDARIES



### COMMON STOREFRONT MATERIALS

CORNICE  
CAST IRON, WOOD, SHEET METAL, BRICK, STONE, OR TERRA COTTA

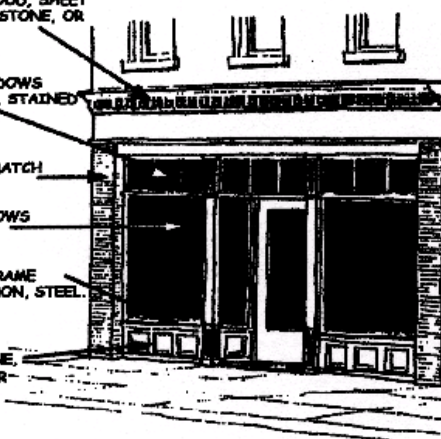
TRANSOM WINDOWS  
CLEAR, TINTED, STAINED OR ETCHED.

PIERS  
MASONRY TO MATCH UPPER FACADE.

DISPLAY WINDOWS  
CLEAR GLASS.

STOREFRONT FRAME  
WOOD, CAST IRON, STEEL.

BULKHEAD  
WOOD PANELS, POLISHED STONE, GLASS, TILE, OR ALUMINUM.



The basic features of the original building should be recognized and maintained. The entry and window openings should be maintained and restored with respect to original size, location and composition. If the original entry is gone, the new entry should be carefully designed and placed considering traditional design elements and in relationship to the overall building facade and symmetry. Windows and openings that have been blocked or covered should be reopened and restored. Historical features of the building should be preserved and restored. Original design elements such as columns, cornices, sign bands, and lighting fixtures should be restored. The storefront design must be true to the time period in which the building was constructed. The use of clear glass is highly recommended for ease of viewing into the store. Avoid the misuse of design elements not applicable to the period in which the building was designed. Store entrances shall be accessible to the physically disabled. Renovation of existing entrances is encouraged.

### Not Recommended:

- Covering any part of the building facade with aluminum, stucco, false brick veneer, or any other sheet material that will obscure openings or detail
- Filling in, boarding up, or closing windows or doors with any material
- Reducing window size to an area smaller than its original



- Closing a part of an entrance or storefront
- Creating windowless blank walls or destroying original architectural detail
- Removing existing quality materials or details from the building
- Using materials or adding details that simulate a style or history other than that of the original building

## **Historic Building Restoration and Preservation**

The goal of any project within the downtown is to not require adherence to Secretary of Interior nor State of Iowa Historic Preservation standards. The primary goal of any project to be completed within the downtown area, is to provide a design solution which is historically sympathetic. Keeping within the historic style and feel of the downtown area can be achieved by addressing the elements as described herein.

Some buildings within the downtown area may be deemed as a historically significant structure or may be determined to be contributing to the historical significance of the historic district. In either of these cases, a building as such may be eligible for State or Federal historic preservation incentive. Should a property owner or developer consider historic preservation incentive it is recommended that a historic preservation consultant be engaged. The City of Clinton Historic Preservation Commission can be of assistance to building owners, or developers, with questions regarding historic preservation. Additional resources can be found on the Iowa Department of Cultural Affairs website, or by contacting the State Historic Preservation Office.

Refer also to City of Clinton Ordinance 159.026 C-3 Central Business District and 159.027 SP Special Purpose Commercial and Historical Overlay Districts.

## **Considerations for New Building Design** (New construction and infill construction)

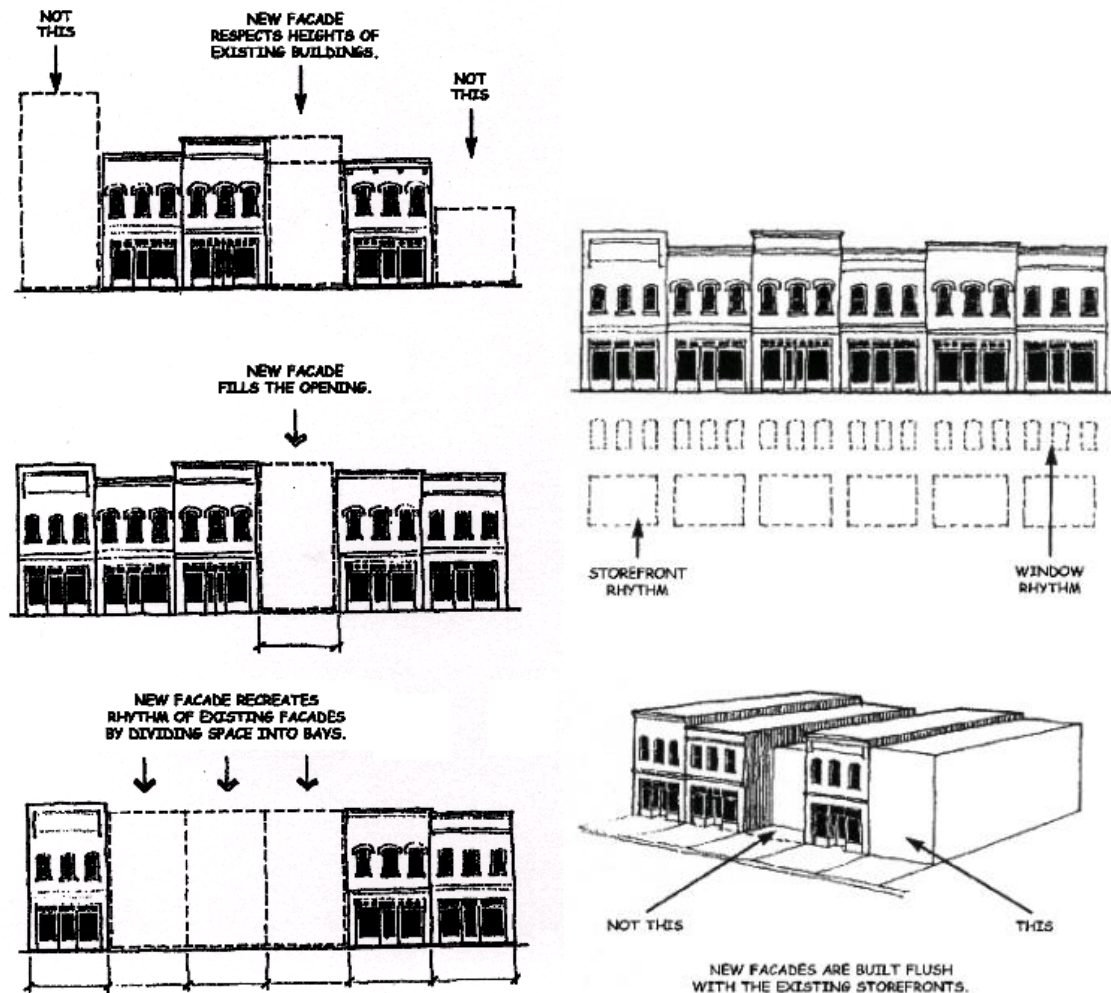
Building design should be in keeping with the historic character and time period of the existing downtown area. Many of the current commercial structures started as shops, stores and offices which were later converted to shops. There are many historic buildings which were constructed in the late 19th and early 20th centuries. Such buildings exemplify the desired image of the downtown, of the general time period from 1850 to 1950. The design characteristics of the existing building facades contribute to the image of the downtown. The design of new buildings must be appropriate and compatible with neighboring buildings. Infill structures must take design cues from existing architectural parameters already established in the downtown. Their appearance should be sensitive to the characteristics of the surrounding buildings. Facade design should be in keeping with a building's overall design. Facade elements such as windows, entrances and signage provide clarity and lend interest to facades. It is important that the distinction between individual storefronts, the entire building facade, and adjacent properties be maintained. The individual buildings of the downtown all act as part of the entire street facade.

The height of any new building shall be the same as, or similar to, adjacent buildings. In all cases, the height of any new construction in the downtown shall be limited to not more than three stories. Any property desiring a building of greater than three stories must receive explicit approval from the City of Clinton. The height and width of infill structures shall be sympathetic to the proportions of the buildings immediately adjacent. The width of a building should fill the entire void between buildings. If such a void is very wide, the facade should be broken up into discernible bays which mimic the rhythm of facades within the downtown streetscape.

The design elements of a new building facade shall be composed in similarity to that of surrounding facades. Storefront cornice/sign band heights, window size, spacing and patterns,

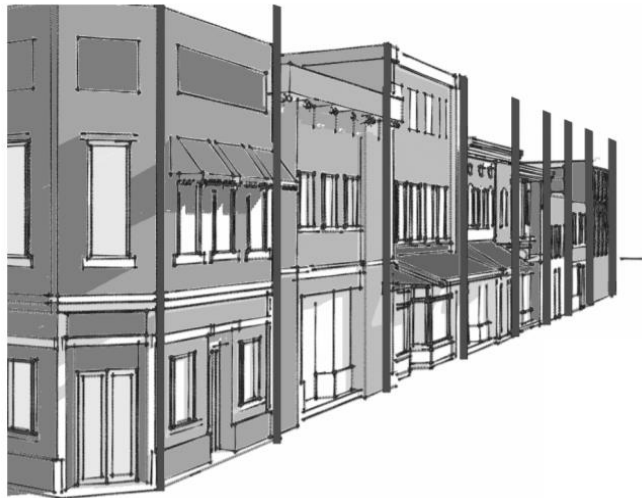
heights of key elements and features, facade cornice height and detail all create rhythm that exist throughout each block and should be carried through the new facade.

Infill structures should align their facades flush with the adjacent buildings to reinforce the rhythm and consistency of the streetscape. New construction should align their facades with adjacent buildings or setbacks to reinforce and define the boundaries of the streetscape. All new building structures shall be constructed as free-standing, self-supporting structures. Use of existing party-wall is not recommended, nor will be approved by the building department. In new or infill construction, larger building facades should be broken up to reflect the rhythm, scale and repetition of the existing downtown streetscape.



*Bay spacing, building height and plane of façade create consistent rhythm and scale*





*Repeat massing, features and design to create consistent rhythm and scale*

While many of the major streets within the downtown are densely constructed, with buildings sharing common party walls, a portion of the downtown is composed of less densely spaced buildings. In such cases the buildings are separated by parking lots, undeveloped lots, or lots which have had previous buildings removed. In general, the design approach remains similar to the more densely constructed areas as indicated in the above description. New structures should align their facades flush with the adjacent buildings to reinforce the rhythm and consistency of the streetscape. The design elements of a new building facade shall be composed in similarity to that of surrounding facades. Storefront cornice/sign band heights, window size, spacing and patterns, heights of key elements and features, facade cornice height and detail all create rhythm that exist throughout each block and should be carried through the new façade. Larger building facades should be broken up to reflect the rhythm, scale and repetition of the existing downtown streetscape.



*Example of streetscape with buildings spaced apart*



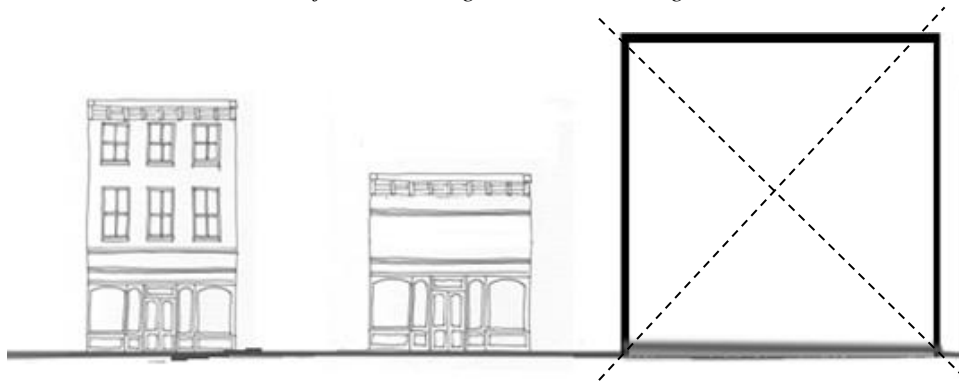
*Not recommended to construct new building larger or smaller in scale than the adjacent structures*



*Recommended that new structures should be constructed in proportionate scale to existing adjacent buildings*



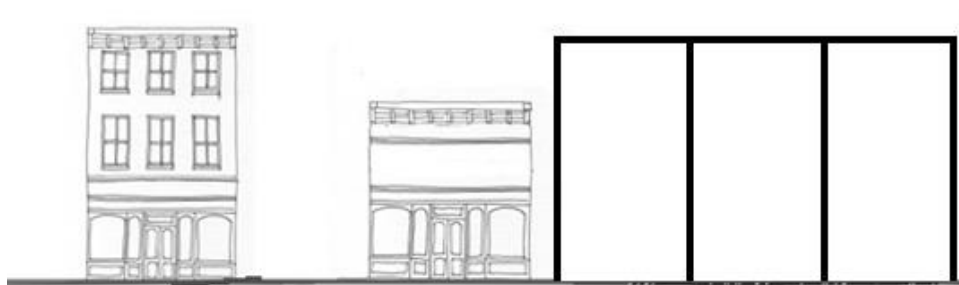
*New construction should not be smaller than adjacent buildings in size or massing*



*New construction should not be larger than adjacent buildings in size or massing*



*New construction should be proportionate to adjacent buildings in size and massing*



*Larger buildings should be broken up into discernable bays*

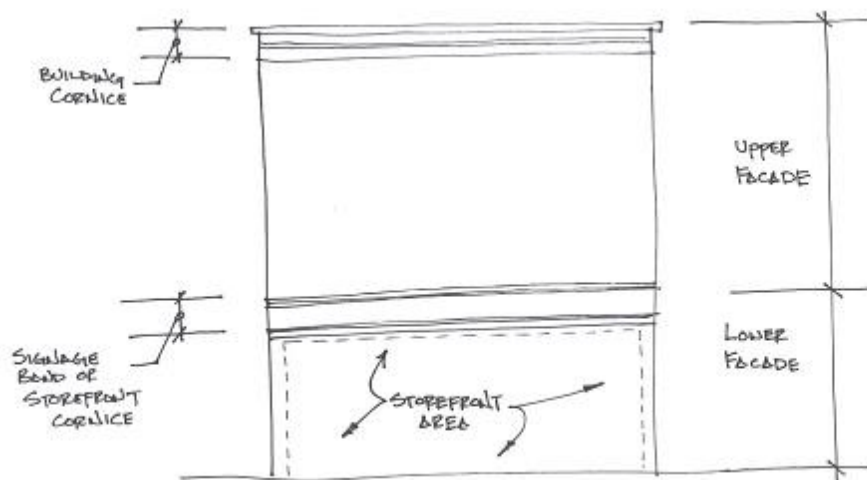




*Bays may be further broken up in height to mimic the change in height of existing facades along the streetscape*

The most dominant building material utilized within the downtown is brick. Many existing building facades utilize brick, often enhanced with stone details. Many of the non-party wall or residential buildings along the downtown corridor have been constructed of conventional materials of the period in which they were built. Many utilize masonry veneer, stone or terra cotta, or in some cases wood siding is present. New construction materials should be compatible with adjacent facades, the character and historic integrity of the downtown.

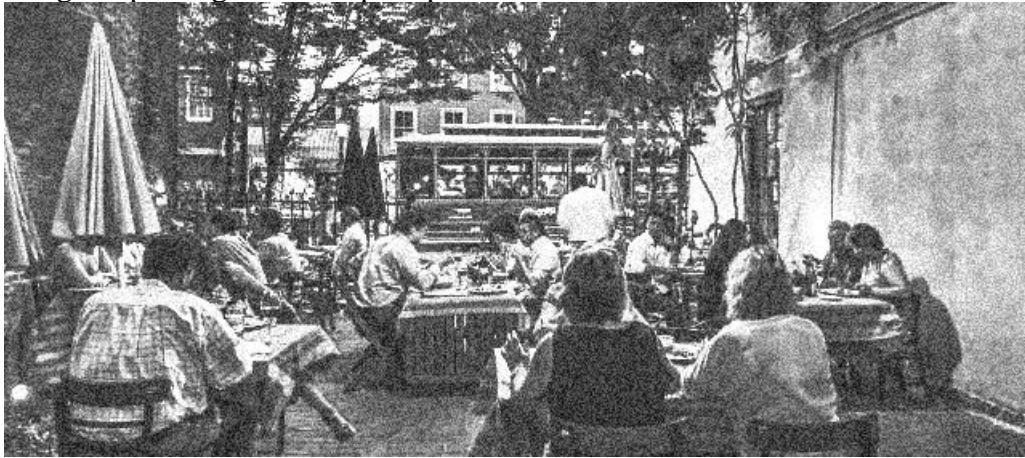
New buildings should have a distinctive storefront area within the lower facade. A signage band/storefront cornice may be utilized to separate the lower facade from the upper facade. The upper facade should incorporate evenly spaced, well-proportioned windows. The top of the building facade should utilize a building cornice or roof line which is compatible with existing facades in the downtown area.



*Example: Storefront facade with sign band and building cornice  
(Windows not illustrated for clarity)*

## Plazas and Open Spaces

Within the downtown area are several open lots. These are spaces in which buildings have been removed or were never built upon. In addition, a property owner may choose to remove an existing, undesirable structure in the future. For all of these conditions, should a new building not be planned or constructed, then it is recommended that the open space be enhanced and beautified in accordance with the downtown master plan. Open spaces may be used for a variety of purposes, including but not limited to the following: plaza, restaurant seating, patio, pocket garden, or parking lot. The intent is that all outdoor spaces follow the aesthetic guideline recommendations and material selections of the Downtown Clinton Master Plan. Such spaces provide relief to the hard structure of the urban setting, as well as provide additional opportunity for beautification of the downtown. It is recommended that the streetscape treatment extend across frontage of parking lots and open spaces.





## Windows

Windows are key features to the design of building facades. Special care should be taken to design historically sympathetic window openings. The windows should reflect the historical proportions as visible within the existing building facades of downtown. Typical historic buildings contain windows which are tall and skinny and are placed in punched openings. Avoid the use of strip or ribbon windows, and windows which are overly large or disproportionate to the building facade. Consideration should be given to provide the appearance of multiple lite windows. The use of divided lite, simulated divided lite, or mutton bars will aid in conveying an historic window appearance. Double hung or fixed sash windows were prominent window historical window types and should be considered for the building facade design.

## Awnings

Awnings are an important design element in the traditional storefront. They provide shelter for pedestrians, added color, location for signage, and act as a transition between the storefront, or lower facade, and the upper facade. The design of an awning should reinforce the visual appearance of the storefront opening. The size of the awning must be scaled to the size of the building and its context in the downtown corridor. Awnings should have a simple shape that create pleasant shaded spaces in front of the building. Awnings would reflect the overall facade organization of a building. Awnings should be located within the building elements which frame the storefronts. The awning should be mounted below the storefront cornice/sign band and should not cover the piers on either side of the storefront. The standard street level awning should be mounted such that its valance is approximately seven feet from sidewalk level. Awnings should be of fabric (real or synthetic) and composed in a profile of a watershed design. Awning shapes should relate to the shape of the facade's architectural elements. Awning color should be selected to be compatible with the building design as well as that of adjacent buildings

### *Not recommended:*

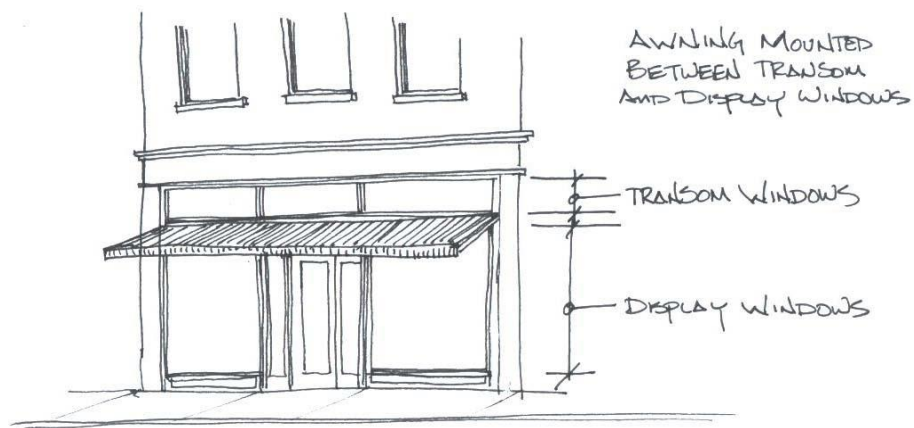
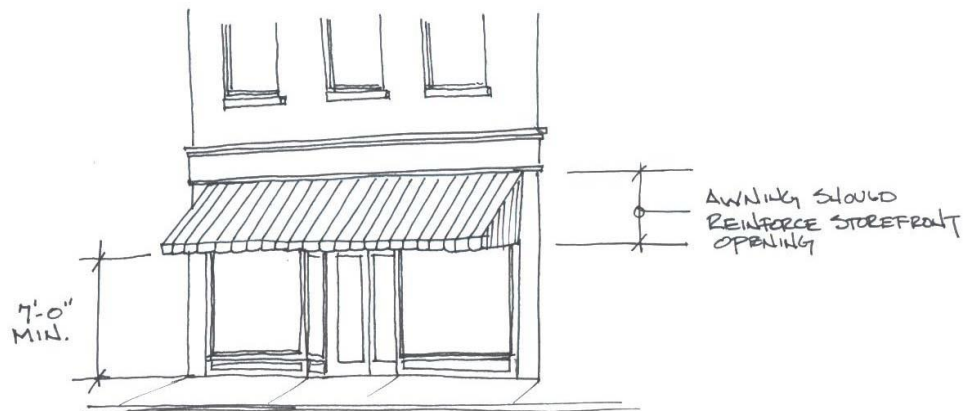
- Use of back-lit or internally lit awnings
- Use of aluminum, vinyl or other plastic materials
- Covering architectural details with continuous awnings or oversized awnings



AVOID CONTINUOUS AWNINGS  
OR OVERSIZED AWNINGS



AWNING SHOULD REFLECT  
ORGANIZATION OF BUILDING FACADE



### Typical Awning Types

#### Awning Types



Open Sided



Free Valance



Open Sided with  
Valance Drop



Fixed Valance



Closed awning  
with a return



Dome Awning

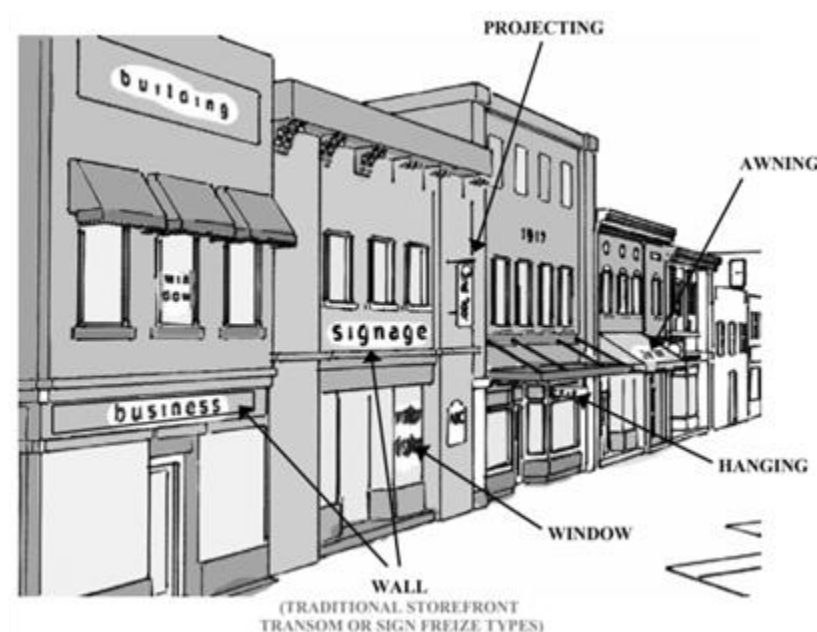


## Signage

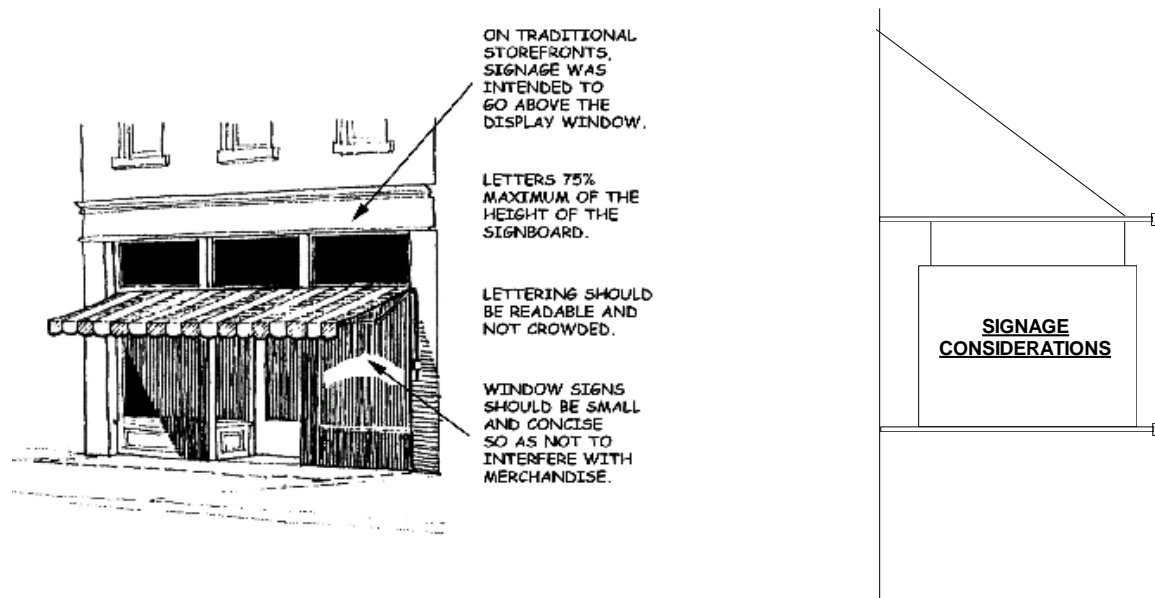
Signs are important to store owners for reasons of advertising, identity and image. As they are an extremely visible element of the building facade, signs must be carefully designed so as to not detract from the facade. The hallmark of Clinton downtown buildings is the projected sign. The size and placement of a projected sign, however, is critical for avoiding interferences with adjacent signs and architectural details. Projected signs shall be mounted such that the bottom of the sign is no less than eight feet from sidewalk level. Signs may be surface mounted to the building facade. The most common signage found on buildings within the downtown area are integrated into the façade by means of sign band or face mounted sign. Many of the downtown's buildings are designed to include a storefront cornice or bulkhead which serves as a primary location for signage. The location and size of a sign shall be designed to be compatible with the overall composition of the building facade and complement the building's architecture. In general, the number of signs per storefront should be kept to a minimum. Limit signage to the number necessary to effectively communicate the business message. Too many signs in one storefront can be visually distracting to the overall appearance. Signs can consist of colors and typefaces which are designed to complement the unique character of a building facade or they can creatively add visual interest without altering the architectural style. Lettering and type fonts should be legible. Signs should have artwork, icons, logos and simple messages that represent the business. Illumination of a sign shall be integral to the design of the sign or be compatible with the architectural style of the building.

### *Not Recommended:*

- Too many signs that are confusing to read, and hamper wayfinding
- Covering building elements such as windows, cornices or distinct architectural features
- The use of long, complicated messages or small, difficult-to-read typefaces
- Flashing signs or lighting that is other than general illumination of the sign
- 



*Typical Sign Types and Locations*



*The hallmark of downtown Clinton is the projected sign. Refer to the Clinton City Code for Sign Ordinance.*

## Lighting

The use of lighting can enhance the appearance of the building facade as well as contribute to the safety and security of pedestrians. Lighting can be used to draw attention to items of display within the individual building storefronts. Lighting can also be used to highlight the building's architectural details and design elements. Exterior lighting fixtures shall be selected to complement the style and composition of the building facade. Building lighting may be for general illumination, decoration or illumination of signage. The placement of exterior light fixtures shall be carefully considered to prevent uneven illumination, avoid glare onto streets and public ways and to avoid glare onto adjacent properties.

### *Not Recommended:*

- Use of flashing, pulsating, moving or other dynamic lights
- The use of lighting that is overly bright for the surroundings or that produces glare onto sidewalks, streets or adjacent properties
- Use of lighting fixtures which are incompatible with the architectural style and character of the building facade
- Use of lighting that attracts attention to itself, such as framing display windows with neon tubing

## Security Grilles

The use of solid, roll-down security grilles is strongly discouraged. If a store owner determines that a security grille is necessary, an "open-mesh" style grille should be utilized. It would be strongly recommended that any security grille be installed on the interior of storefront doors and windows. The boxes, or hoods, for security grilles should be recessed or concealed. Security grilles should be completely concealed and not visible during regular business hours.

## **Streetscape**

Any building improvement, renovation, addition or new construction project should consult the Downtown Clinton Master Plan for recommendations and information pertaining to the property's street frontage and public right-of-way spaces. It is recommended that any project within downtown Clinton implement streetscape beautification, and any work that is intended to be completed within the right-of-way should follow the master plan recommendations for paving, accessories, and other appurtenances.



**400 BLOCK SOUTH 2ND STREET - EAST SIDE OF STREET**  
**C L I N T O N , I O W A**



**EXISTING STREET VIEW LOOKING SOUTH**



**POSSIBLE FACADE IMPROVEMENT**

**400 BLOCK SOUTH 2ND STREET - WEST SIDE OF STREET**  
**CLINTON, IOWA**



**EXISTING STREET VIEW LOOKING NORTH**



**POSSIBLE FACADE IMPROVEMENT**



**400 BLOCK SOUTH 2ND STREET - WEST SIDE OF STREET**  
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## CLINTON ECONOMIC DEVELOPMENT PLAN

Completed by: Elizabeth Darnall, Munkhshur Erdenebat, Michael Farley, Luke McClanahan  
May 2018

Faculty Advisors: Dr. Haifeng Qian, Dr. Steven Spears  
Course: Field Problems in Planning | School of Urban & Regional Planning

*In partnership with*  
**East Central Intergovernmental Association & the City of Clinton**







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# Strategic Economic Development Plan Clinton, Iowa Micropolitan Area

Elizabeth Darnall | Munkhshur Erdenebat | Michael Farley | Luke McClanahan

May 9, 2018



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We want to extend our thanks and gratitude to all who have assisted our project. Your guidance, support, and wisdom is found in every page of this plan. A special thank you is deserved by the following individuals and organizations who dedicated their time and experience to help make the City of Clinton and the Clinton, IA micropolitan region a better place for all who live, work, play, and visit there.

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Ann Eisenman – Clinton Community College

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Chad Jensen – Lyons Business & Professional Association

Cody Seely – Clinton City Council

Dennis Lauver – Howes & Jefferies Realtors

Gary DeLacy - Clinton Community School District

Julie Allesee – City of Clinton

Mark Schroeder – Iowa State University

Tim Clark – Zirkelbach Home Appliances

## EXECUTIVE SUMMARY

The Executive Summary includes a brief overview of the Economic Development Plan for Clinton, Iowa which was adopted in (insert date). The purpose of this summary is to provide an overview of the plan and to guide readers where to look in the plan for more information. This plan is not the end product of this project, rather it is the first step towards a coordinated and strategic future for the Clinton area. This future will be more stable, with a more diverse economy, a better quality of life for its residents, and a workforce that meets the needs of industry.

The City of Clinton was settled as a lumber community and grew into a thriving manufacturing center. Jobs after high school were easy to obtain with competitive wages and benefits package. Over the past few decades, Clinton has experienced a hollowing out of the downtown, a decrease in the livability from wages at manufacturing jobs, and an overall population decline.

This community, together with its hopeful new leadership, has elected to confront the challenge of creating an economic development plan to establish a clear vision into the future. The prospect of restoring opportunity to a community is as inspiring as it is challenging. A properly executed economic development plan will ensure that generations to come will have more opportunity than the current residents of the Clinton area.

The purpose of this plan is to serve as a foundation economic development of the Clinton Micropolitan Statistical Area, which is the whole of Clinton County, with emphasis on the city of Clinton, Iowa. This will be done by supporting area businesses and workers, while simultaneously enhancing quality of life for residents. This requires the plan to capitalize on Clinton's assets and simultaneously overcome its weaknesses. In doing so, the plan will identify courses of action to provide greater opportunity and thereby prosperity, which are the ultimate goals of economic development initiatives.



This plan provides a set of economic development goals tailored to the future needs of Clinton. Strategies and action items to guide progress accompany each goal, and each action item is assigned to specific organizations to oversee implementation. Performance metrics are also included to measure progress towards the goals.

A variety of organizations in Clinton are tasked with promoting economic development. These include the City Administrator's office, the Clinton Regional Development Corporation (CRDC), the Clinton Chamber of Commerce, the Downtown Clinton Alliance (DCA) (the city's self-supported municipal improvement district, or SSMID), and the Lyons Business & Professional Association. The plan intends to maximize the impact of economic development by coordinating efforts between local organizations.





## TABLE OF CONTENTS

ACKNOWLEDGMENTS .....	II
EXECUTIVE SUMMARY .....	III
CHAPTER ONE: INTRODUCTION .....	10
Background.....	11
Economic development planning.....	14
Planning process and report organization.....	14
CHAPTER TWO: RESEARCH.....	17
History of Clinton.....	18
Demographics.....	20
Economic indicators.....	22
Quality of life profile.....	24
Transportation infrastructure .....	31
Self-supported municipal improvement district.....	34
Land use and zoning .....	36
Existing plans .....	36
Comparable cities .....	40

Chapter summary .....	46
CHAPTER THREE: ASSESS .....	48
Industry analysis.....	49
Manufacturing sector .....	55
Retail Sector .....	57
Business Districts.....	61
Small businesses.....	63
Labor force analysis.....	66
Occupational projections.....	69
Chapter Summary.....	70
CHAPTER FOUR: OUTREACH .....	71
Interviews with community members.....	72
Survey .....	74
Strategic Planning Workshop .....	76
Individual prioritization results .....	79
CHAPTER FIVE: SYNTHESIZE .....	80
Challenges and existing assets.....	81
Guiding principles.....	83

Prioritization process.....	83
Feasibility process.....	84
Alignment of existing plans.....	84
CHAPTER SIX: DELIVER.....	86
Goal 1: Reinforce economic development efforts through coordination, cooperation, and of economic development organizations. ....	90
Goal 2: Support businesses through strategic funding and fostering a more accessible and accommodating environment. ....	95
Goal 3: Support workers by providing appropriate training and education opportunities. ....	110
Goal 4: Increase the quality of life for residents of Clinton by identifying housing needs and enhancing the downtown.....	114
Long-term action items.....	129
CONCLUSION .....	135

## TABLE OF FIGURES

Figure 1. The Geographic Extent of this Plan. Data source: ESRI, Iowa DOT. ....	13
Figure 2: 45-Year Population Change. Data source: ACS. ....	21
Figure 3: Clinton Age Groups Comparison. Data source: US Census... ..	21
Figure 4: Education Attainment Comparison. Data source: US Census. ....	22
Figure 5: Median Household Income Comparison. Data source: US Census. ....	22
Figure 6: Median Property Value Comparison. Data source: US Census. ....	23
Figure 7: Unemployment Comparison. Data source: Bureau of Labor Statistics. ....	23
Figure 8. Economic Social Profiles Highlights. Data source: ACS and Bureau of Labor Statistics. ....	24
Figure 9. Occupations that have the highest growth rate in the region and related programs that are offered at the EICC. ....	26
Figure 10. Access to full-service restaurants based on Manhattan distance, or the distance that would have to be travelled along the street network. ....	27
Figure 11. Housing data for Clinton County. Data source: US Census. ....	29
Figure 12. Bus service availability in Clinton, Iowa. Image source: City of Clinton. ....	30
Figure 13. Local transportation infrastructure. Data source: Iowa DOT. ....	32
Figure 14. Downtown street network in Clinton, IA. Data source: Iowa DOT. ....	33
Figure 15: Clinton Municipal Airport. Image source : Clinton Municipal Airport. ....	34
Figure 16. Boundary of the local SSMID boundary, the Downtown Clinton Alliance. Data source: Iowa DOT, ESRI, DCA. ....	35
Figure 17: Photo of "A guide to Starting a Business in Burlington, Iowa" ....	43
Figure 18. Leading Employers in Clinton County. Data source: Clinton Regional Development Corporation. ....	49
Figure 19. 2016 Location Quotient of Clinton County. ....	50
Figure 20. 2010 to 2016 Shift-Share Analysis of Clinton County. Data source: BLS, Quarterly Census of Employment and Wages. ....	52
Figure 21. Wage comparison, Source: Bureau of Labor Statistics. ....	53
Figure 22. Compound annual growth rate of Clinton industries, Source: Bureau of Labor Statistics. ....	54
Figure 23. manufacturers in Clinton, Iowa showing the number of employees and location. Data source: CRDC. ....	56
Figure 24. Annualized Data for Manufacturing Industry, Source: NAICS Data, 2017. ....	57
Figure 25: Pull Factor, Source: Retail Trade Analysis Report FY 2016-Clinton and Clinton County, Iowa State University ....	58



Figure 26: Taxable Retail Sales Per Capita, Source: Retail Trade Analysis Report FY 2016 - Clinton and Clinton County, Iowa State University .....	58
Figure 27. Locations of retail businesses in the City of Clinton by type. ....	60
Figure 28. Businesses in Clinton County by Employment (U.S. Census Bureau, 2017).....	63
Figure 29: Labor Force Summary, Clinton County; Source: Bureau of Labor Statistics .....	66
Figure 30. Jobs by Worker Race, Source: US Census Bureau 2015.....	67
Figure 31. Unemployment Rate; Source: Bureau of Labor Statistics...	67
Figure 32. : Earnings of Clinton county employees, Source: US Census Bureau 2015. ....	67
Figure 33. Work locations, Source: On The Map, US Census Bureau. .	68
Figure 34. Home locations, Source: On The Map, US Census Bureau. .	68
Figure 35. Summary of SWOT analysis. ....	77
Figure 36. Prioritization results from planning workshop attendees. .	79
Figure 37. Guiding Principles. ....	83
Figure 38: Prioritization Process .....	83
Figure 39: Feasibility Process.....	84
Figure 40. Umbrella organization chart.....	94
Figure 41. Image source: Iowa EDA. ....	97
Figure 42. White box retail space at Edge District in Memphis, TN. Spaces are rented at low-cost for one-month limit to encourage	

tenants to then move into other spaces within the Memphis Medical District, which is undergoing revitalization efforts. Image source:.....	98
Figure 43. Location map of the suggested block. ....	100
Figure 44. A view of 5th Avenue South facing east towards the Mississippi River. The riverfront is less than two blocks away. Image source: Author.....	101
Figure 45. Building evaluation method. Source: Dubuque City Code. ....	105
Figure 46. Proposed two-way streets. ....	109
Figure 47. Upper story residential rendering. Image Source: Jeffrey Cole Architects. ....	118
Figure 48. Mural on side of downtown building in Dubuque, Iowa. Image source: Hive Miner.....	120
Figure 49. Building improvements using the HPCED Tax Credit in Burlington, Iowa. Image source: The Hawk Eye.....	121
Figure 50. "Blade" signage installed perpendicular to building, which is more pedestrian friendly than traditional signage. Image source: Downtown Iowa City Signage Guide. ....	122
Figure 51. "Blade" signage installed perpendicular to building, which is more pedestrian friendly than traditional signage. Image source: Downtown Iowa City Signage Guide. ....	122

Figure 52. "Blade" signage installed perpendicular to building, which is more pedestrian friendly than traditional signage. Image source: Downtown Iowa City Signage Guide.....	122
Figure 53. Example of facade improvement program results. Image source: Downtown Beloit. ....	123
Figure 54. Proposed location of the river boardwalk connection to downtown. Image source: Google maps. ....	129
Figure 55. Rendering of the proposed Discovery Trail boardwalk. Image source: Author. ....	129
Figure 56. Location of current community center in relation to downtown. Image Source: Google maps. ....	130
Figure 57. Merge Co-working Space in Iowa City, Iowa. Image source: Little Village Magazine. ....	131
Figure 58. A business in downtown Clinton. Image source: Author..	132

## CHAPTER ONE: INTRODUCTION

- Background
- Economic Development Planning
- Planning Process and Methodology





## BACKGROUND

This strategic economic development plan was commissioned as a result of a partnership between the Eastern Central Intergovernmental Association (ECIA) on behalf of the city of Clinton and Clinton County, and the Iowa Initiative for Sustainable Communities (IISC) and the University of Iowa School of Urban & Regional Planning. The plan has been developed and written by a team of Master's candidates from the School of Urban & Regional Planning. The goal of the commission was to create a comprehensive economic development plan for the Clinton micropolitan region, with an emphasis on the city of Clinton. This plan represents the fulfillment of that goal. The plan examines the history and present conditions of the city of Clinton and the surrounding region, analyzes the statistical data and community input, and synthesizes empirical findings with best practices to create recommendations based on the priorities of the community's economy development needs.

There has been a recent response by elected city officials and civil servants to the strong desire in the community for more proactive leadership. These individuals have emphasized the need for breaking from current practices and for adopting a more comprehensive economic development plan.

---

### **"An economic development strategy of luring in big manufacturers won't cut it"**

---

Part of this movement towards a more proactive approach may be in response to recent negative portrayals of Clinton by national and regional news coverage of Clinton. In March 2017, the *Des Moines Register* published an article about mid-size cities that have struggled due to the loss of manufacturing jobs caused by overseas competition, and the population decline that followed (Kilen, 2017). Clinton was featured in this article as one of those manufacturing communities that have been left behind: an increasing level of automation and shifts in the global economy, along with the weakening of local workers unions, have challenged the city's identity as a manufacturing hub. The article discussed the city's need to reinvent itself yet again, just as it had after a slowdown in the Upper Midwest lumber industry at the turn of the 20<sup>th</sup> century. The article concludes that "an economic development strategy of luring in big manufacturers

won't cut it" as increasing automation and globalization are imminent (Kilen, 2017).

Additionally, *The New York Times* published an article in October 2017 using Clinton as the example of the phenomenon dubbed "brain drain". The article attributed the city's shrinking and aging population to its inability to retain college-educated workers, who often move to other areas where their respective skillsets are in greater demand (Tackett, 2017). As a city with an economic base dominated by manufacturing and only a community college, many of Clinton's students who leave the area to obtain a four-year college degree or higher elsewhere do not return (Tackett, 2017).

In 2016, Ashford University, an online university which once had its only brick-and-mortar location in Clinton, closed its doors. The university is still in operation, but moved its headquarters to California. Just as the loss of manufacturing jobs and population has left many houses and storefronts vacant, Ashford's closing left an unoccupied campus with many buildings and facilities. This has also resulted in the loss of educational and administrative jobs in Clinton, as Ashford was one of the city's major employers (Geyer & Wellner, 2015).

Despite the concerning trends that affect the local economy, the Clinton region has many assets to reinvest in and promote to make the community more attractive for workers, businesses, and residents. The central downtown neighborhood has rich character, large sidewalks, historic commercial buildings and access to the Mississippi riverfront. The Mississippi River is not only the most important natural feature in the city but in the county. The great river offers a scenic riverfront with recreation opportunities and several commercial shipping ports. The area has the educational infrastructure to prepare the local workforce for jobs within the community and mitigate the effects of "brain drain". Existing infrastructure, including a Certified Site, is well-suited to support future manufacturing firms or other heavy industry. All these assets and more can serve as a foundation for economic development efforts.

There are many different ways to pursue economic development—this plan seeks to utilize the community assets, build upon earlier strategies and efforts expended by many different organizations in order to prioritize the best way forward. This will allow Clinton's economy to maximize the benefits of its investments in the community while economizing

its use of the limited available resources, as well as help the various organizations join forces in a coordinated effort.



Figure 1. The Geographic Extent of this Plan. Data source: ESRI, Iowa DOT.



## ECONOMIC DEVELOPMENT PLANNING

A recent survey conducted by the American Planning Association found that “two-thirds of Americans believe their community needs more planning to promote economic recovery” (APA Economic Development Task Force, 2015).

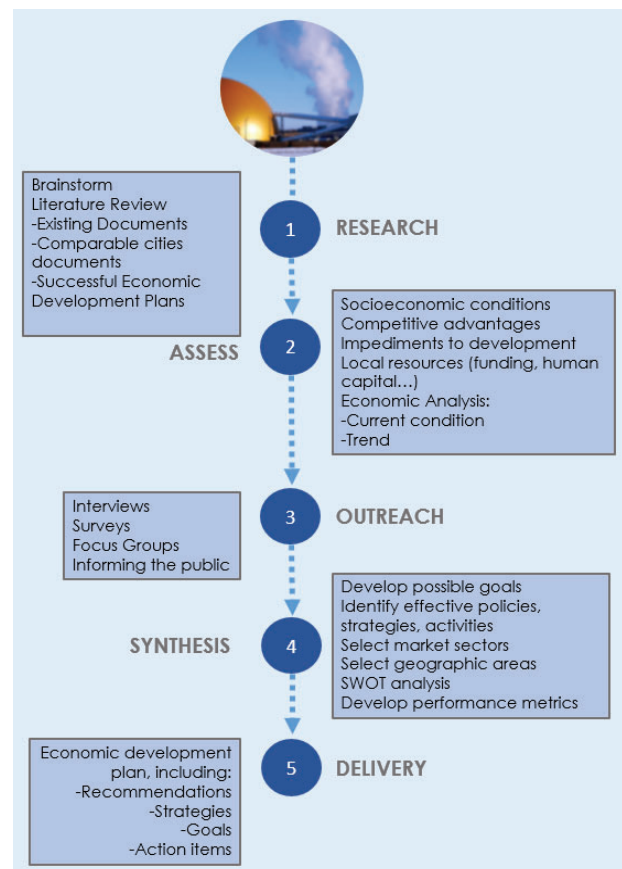
Economic development planning is critical to the long-term success of communities. Primary outcomes of economic development planning include:

- Job creation
- Industry diversification
- Business retention and expansion
- Increased tax revenue
- Improved quality of life

All outcomes are critical to a successful economy and community (Roche, 2017).

## PLANNING PROCESS AND REPORT ORGANIZATION

The planning process for the Clinton Economic Development Plan consisted of five major steps and this report is organized accordingly, shown in the figure.



## **STEP 1 – RESEARCH | CHAPTER TWO**

The first step was to conduct a review of the current economic situation, current efforts of local organizations, best practices of comparable cities, and to learn from successful economic development plans.

During plan development, the planning team sought to identify a number of cities sufficiently comparable to Clinton. This list was developed by looking at similarly sized communities, ideally with river proximity, which were located in the Upper Midwest. By examining the successes and/or failures of these communities, our team was better poised to determine how Clinton should orient its economic development efforts going forward.

We also reviewed a number of award winning economic development studies from communities such as Marlboro, Massachusetts and New Braunfels, Texas, as well as documented economic development success stories in places like Galena, Illinois and Owensboro, Kentucky.

## **STEP 2 – ASSESS | CHAPTER THREE**

Based on the literature review conducted in the first step, we assessed the socioeconomic situations, economic conditions and

trends in each industry, and identified local competitive advantages.

## **STEP 3 – OUTREACH | CHAPTER FOUR**

Community engagement played a significant role by assisting the planning team to understand community needs, priorities, undocumented issues that residents and businesses face on a day to day basis, as well as to initiate a discussion about the future development of Clinton with the public.

The community engagement part of the plan included four main components: (1) interviews, (2) surveys, (3) a strategic planning workshop, and (4) focus groups. Project partners and local organizations, such as the City of Clinton (the City), Downtown Clinton Alliance (DCA), Clinton Regional Development Corporation (CRDC), and Clinton Community College (CCC), have assisted in organizing the community engagement activities.

## **STEP 4 – SYNTHESIZE | CHAPTER FIVE**

After completing the literature reviews, assessment of current situations, and community engagement component, the planning team developed a list of issues that may impede economic development in Clinton. From the list, we identified

the issues that need to be addressed directly related to economic development and secondary issues.

Based on the prioritization, potential goals, strategies, and action items were developed and finalized with input from local experts and community members.

In order to allow the City to evaluate progress on the planning objectives, performance metrics were established at this stage.

#### **STEP 5 – DELIVER | CHAPTER SIX**

The plan followed the 2016 Smart Growth Economic Development guidelines that were developed by the United States Environmental Protection Agency. These guidelines identify the main objectives of an economic development plan as supporting businesses, workers, and the quality of life. The guiding principle of Smart Growth Economic Development is a place-based approach which focuses on properly harnessing the existing assets of a city (Environmental Protection Agency, US, 2016).

Finally, the report includes recommendations, goals, strategies, and action items tailored for Clinton to support workers, businesses, and quality of life.



## CHAPTER TWO: RESEARCH

- History of Clinton
- Demographics
- Economic indicators
- Quality of Life Profile
- Transportation Infrastructure
- Self-Supported Municipal Improvement District
- Land Use and Zoning
- Existing Plans
- Comparable Cities
- Current Economic Development Efforts
- Summary



*Research for the Clinton Economic Development Plan involved three areas: an analysis of the Clinton micropolitan region, an assessment of current plans from the City of Clinton and the East Central Intergovernmental Association (ECIA), and a review of economic development projects and initiatives in three comparable Iowa cities. The analysis of the Clinton micropolitan region includes basic demographic information, an overview of transportation infrastructure, and major industries and economic indicators, as well as a summary of the city's self-supported municipal improvement district (SSMID). The assessment of current plans includes the City of Clinton 2032 Comprehensive Plan, the ECIA's 2015-2019 Comprehensive Economic Development Strategy, the 2014–2015 City of Clinton Strategic Plan, and the Lyons Business District. The three Iowa cities used as qualitative comparisons are Muscatine, Burlington, and Dubuque.*

## **HISTORY OF CLINTON**

The history of the City of Clinton—and to an extent Clinton County—can be seen through four eras of industry. While the history of the land goes further back than the 19<sup>th</sup> century, and there is more to a region's past than the types of businesses that were established there, dividing the history of the region into

eras dominated by different industries does well to inform other aspects of the region's history. The first era was the initial founding and settlement of the towns that would become modern-day Clinton and Camanche. The second era was marked by the arrival of the railroads and the first economic boom, brought on by Clinton's involvement in the lumber industry. The third era starts with the shift from the lumber industry to manufacturing, which was fiercely prosperous until the 1970s. The fourth era, the current era, is defined by the loss of manufacturing jobs and changes in the city's characteristics and perceptions of itself. Beyond the industries of an era, there are also facets of the Clinton region stretching throughout time, such as agriculture, the Mississippi River, baseball, organized labor and transportation. These themes are affected by the commercial and industrial endeavors happening around them, but for the most part they have lasted as institutions in the community. Such institutions have also shaped Clinton's history.

## **FOUNDING AND EARLY YEARS**

Strategically located on a bend in the Mississippi River at Iowa's easternmost point, the city and region have long been driven by the natural and geographic features of the land. Initially platted in 1836 as the town of New York, its name was changed to Clinton

in the 1850s to honor DeWitt Clinton, an early governor of New York. The rail lines are responsible for Clinton's name, for in 1855, the Chicago, Iowa, & Nebraska Railroad decided that its rail line would cross the Mississippi River south of the settlement, then known as New York. This now strategically located site was soon bought by the Iowa Land Company and renamed Clinton.

As the United States expanded further westward, Clinton, along with the villages of Lyons and Camanche, served as the gateway to Iowa for many settlers who would cross the Mississippi River from Illinois. In its first few decades, the entire county saw an influx of migrants coming from the eastern United States. American settlers and European immigrants alike flocked to the Clinton region to take advantage of Iowa's rich topsoil and there they established farming homesteads.

Agriculture was the first economic cornerstone of the Clinton region, and while today the industry's impact on the job market is less due to technological advances in farming, it remains an integral cultural component of Clinton today. This is most visible during harvest season when a line of trucks can be seen rolling down US Highway 30 on their way to food product manufacturers such as Archer Daniels Midland and Nestle Purina. Grain produce (mostly corn) is shipped in to the plants via train or truck

from surrounding farms and processed into base products such as corn syrup or feed. These base products are then shipped off from the food processing plants by rail or barge to other parts of the county.

The strong presence of rail yards and barge docks in Clinton and Camanche is due to the strategic location the cities have on a bend in the Mississippi River. Rail and river transportation, while still important to the flow of goods today, were the only two methods of mass transportation in the mid-19<sup>th</sup> century. Rail lines have always served as an important mode of transportation for the Clinton, bringing both goods and people in and out of the city. As Clinton became a junction for rail lines, it also became a natural stop for river traffic. The result was that by 1860 there was convergence of goods and people passing through Clinton.

### **THE RISE OF THE LUMBER INDUSTRY**

Lumber would become the first industry to define Clinton, a fact still reflected in the name of the city's minor league baseball team – the LumberKings. The city's location on a bend in the Mississippi River, with major roads and railroad lines coming into the town, made it ideally located as a transportation hub. Numerous sawmills were established, supplied by raw timber floated down the river from the forests of Minnesota and



Wisconsin (Clinton Area Chamber of Commerce, 2012). Profits from cutting raw timber into usable planks brought wealth to the city, which at one time, made it home to thirteen millionaires—more per capita than any other American city. This remains a source of pride among locals. (Parbs, 2016)

### THE AGE OF MANUFACTURING

The rise of manufacturing in Clinton came in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. To complement the lumber mills, manufacturing soon became the predominant economic force as the lumber trade diminished. However, Clinton's ideal location for lumber milling similarly made it a popular spot for manufacturing and heavy industry. The river and railroad lines provided affordable and comparatively rapid transportation of raw goods and finished products.

## DEMOGRAPHICS

This section provides an overview of the people who live in the Clinton micropolitan area. Through this data, an overall picture of the community can be used to inform economic development decision making and for comparison purposes to other benchmarks, including state and national demographic trends. The data also provide a basis for metrics to evaluate goals and strategies of the community that are identified in this plan.

### POPULATION

As of 2016, Clinton County has an estimated 47,972 residents, while the city of Clinton has an estimated 26,148 residents (U.S. Census Bureau, 2016). Both the city and county have lost a significant amount of their population over the past five decades. From 1970 to 2015, the county lost 15% of its population, while the city lost 24%. During the same period, the state of Iowa's population increased by 10%. Population projections for the city of Clinton are as follows: an estimated population of 26,853 in 2020, a population of 26,852 in 2030, and 26,803 in 2040. (East Central Intergovernmental Association, 2014).

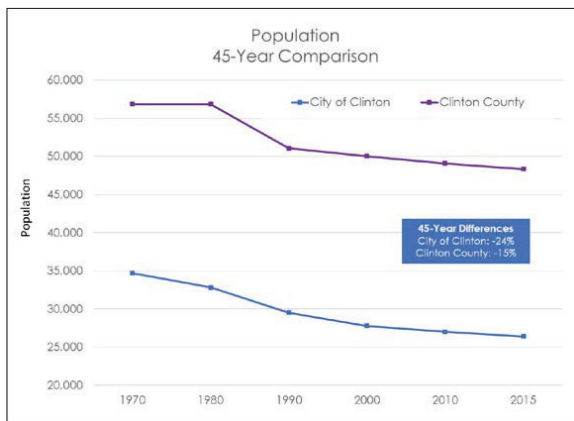


Figure 2: 45-Year Population Change. Data source: ACS.

## AGE

Along with the decline of population, the City of Clinton has grown older. From 2011 to 2015, the number of individuals 50 years and older in Clinton grew by 15.1%, while those 19 years and younger decreased by 12.9%. The largest decrease in population in the age group of individuals between 40 and 49 years old, with a decrease of 17.9%. These findings present both challenges and opportunities for the community, and must be taken into account for when considering different economic development strategies.

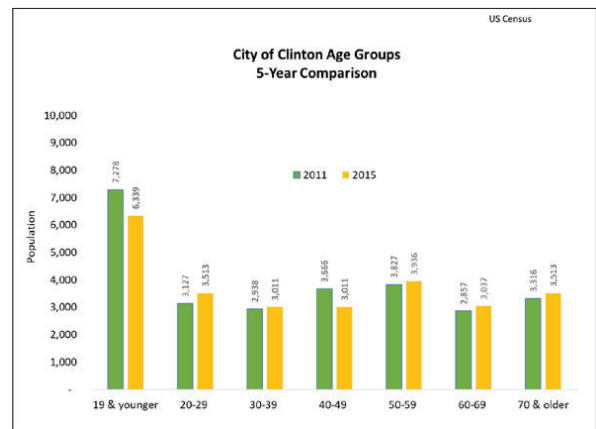


Figure 3: Clinton Age Groups Comparison. Data source: US Census.

## POVERTY

Based on 2015 Census data, the poverty rate for the City of Clinton was 17.3%, while the County was 13.9%. For 2015, the poverty rate for the State of Iowa was 12.5%.

## EDUCATIONAL ATTAINMENT

Overall, the City of Clinton has proportionately fewer individuals who hold four-year, graduate, and professional degrees, when compared to the State of Iowa and U.S. The percentage of individuals in Clinton who have attained a bachelor's degree is 13.9%. Clinton's percentage of individuals who have completed a graduate or professional degree is 5.6%. The national average

for individuals with advanced degrees is twice that of Clinton. However, Clinton has a higher percentage of individuals who have attained associate's degrees (11.4%) when compared to the state and country.

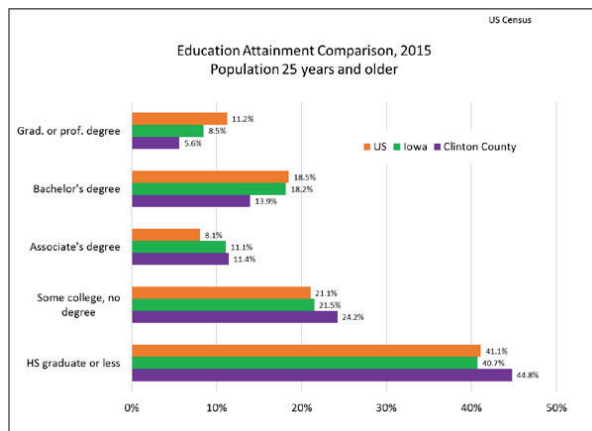


Figure 4: Education Attainment Comparison. Data source: US Census.

## ECONOMIC INDICATORS

### MEDIAN HOUSEHOLD INCOME

Based on Census data from 2011 to 2015, the City of Clinton has a lower median household income compared to the State of Iowa and U.S. In addition to Clinton's being approximately \$10,000 to \$12,000 lower than the state and national levels for median

household income, it did not experience steady growth during the five-year period. In the same period, the County's median household income has steadily declined.

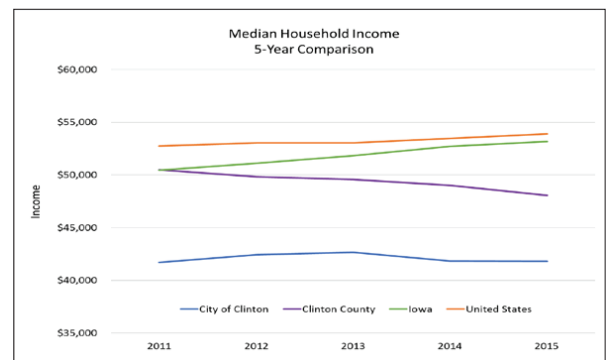


Figure 5: Median Household Income Comparison. Data source: US Census.

### MEDIAN PROPERTY VALUES

Based on median property values from 2015, both the City and County of Clinton are home to lower value properties than neighboring counties. This is also true with respect to property values for the state and country.



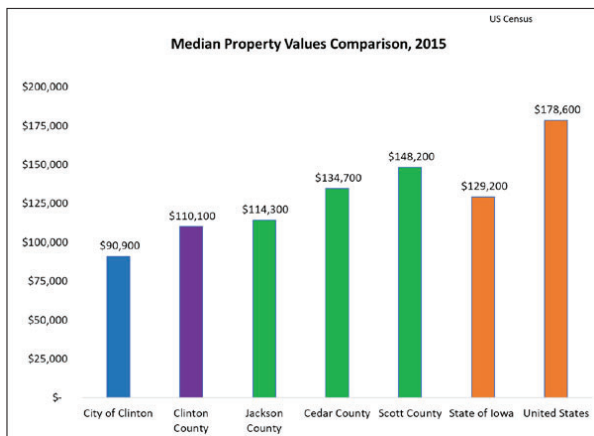


Figure 6: Median Property Value Comparison. Data source: US Census.

## UNEMPLOYMENT

From 2011 to 2015, unemployment in the City of Clinton and County has gradually declined, a trend that mirrors the decline experienced by the State of Iowa and the U.S. during the period. However, the unemployment rate in the City and County has consistently been higher than that of the state, but lower than that of the nation.

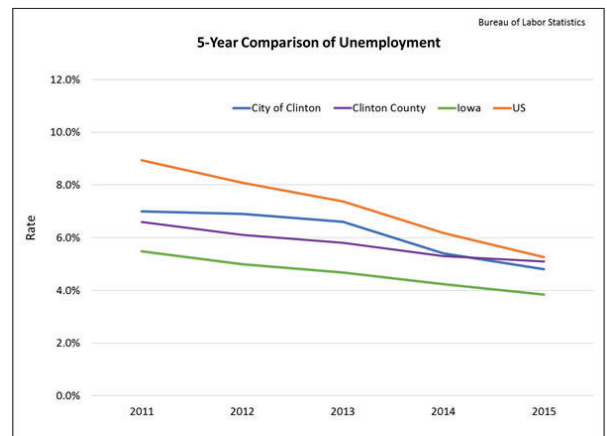


Figure 7: Unemployment Comparison. Data source: Bureau of Labor Statistics.

Highlights from the 2016 economic social profiles, Clinton County, IA		
	Clinton County	
	Number	Percent (%)
<b>Population Characteristics</b>		
Total population	47,972	100.00
Male	23,508	49.00
Female	24,464	51.00
Median age (years)	42.2	(x)
18 years and older	36,930	76.98
25 years and older	33,105	69.01
65 years and older	8,787	18.32
High school graduate or higher (25 years and older)	(x)	91.60
Bachelor's degree or higher (25 years and older)	(x)	19.40
Disability status (25 years and older)	2,919	8.82
<b>Household, Family, and Individual Characteristics</b>		
Average household size	2.37	(x)
Average family size	2.92	(x)
Families below poverty level		
Individuals below poverty level	3,462	7.22
<b>Housing Characteristics</b>		
Total housing units	21,781	(x)
Occupied housing units	19,871	91.23
Owner-occupied housing units	(x)	74.00
Renter-occupied housing units	(x)	26.00
Vacant housing units	1,910	8.77
Median value	110,900	(x)
Median of selected monthly owner costs	(x)	(x)
With a mortgage	8,450	(x)
Not mortgage	6,253	(x)
<b>Economic Characteristics</b>		
Median household income	50,067	(x)
Per capita income	27,116	(x)
Population 16 years and older	38,188	79.60
In labor force	24,020	62.90
Employed	22,913	60.00
Unemployed	1,105	4.60
Not in labor force	14,168	37.10

Figure 8. Economic Social Profiles Highlights. Data source: ACS and Bureau of Labor Statistics.

## QUALITY OF LIFE PROFILE

Quality of life is an essential aspect that potential residents consider when determining where to reside. Improving quality of life can be tremendously helpful for local businesses to recruit quality employees. It can also help to retain residents within the community, as well as draw back young professionals who grew up in but have since left the community. Increasing quality of life, in turn, supports businesses and workers. The following factors were chosen to profile the quality of life in Clinton, as they are considerations that most impact people's choices of where to locate (Weil, 2009). Housing is the most important of these amenities, so an extensive examination of that is included (Weil, 2009).

## COST OF LIVING

The cost of living in the City of Clinton is 78.7% of the national average, while the figure for the county rises to 85.4%. The average cost of living in the state of Iowa is 87.5% of the average cost in the United States. This figure is based on costs of housing, transportation, utilities, groceries, health care, and services/entertainment (Sperling's Best Places, 2017).

## **EDUCATION**

### **ELEMENTARY AND SECONDARY**

There are two K-12 education options in Clinton: Clinton Community School District and Prince of Peace Catholic Schools. The public school district contains five elementary and two middle schools, as well as one high school. According to US News and World Report, Clinton Community High School is the sixteenth-best ranked in the state with an 85% graduation rate (US News and World Report, 2016). Iowa's overall high school graduation rate in 2016 was 91.3%, which placed it first in the nation (Ryan, 2017).

## **HIGHER EDUCATION**

Clinton Community College, part of the Eastern Iowa Community College consortium, is a two-year institution offering Associate of Arts degrees, college transfer courses, and certain technical skills training. Enrollment is approximately 1,700 students. The EICC is committed to preparing its graduates for the future by equipping them with skills for jobs that are needed now and in the future. See the following table for information about job training programs for occupations with projected long-term needs that are offered at CCC and its sister campuses.



Figure 9. Occupations that have the highest growth rate in the region and related programs that are offered at the EICC.

IWD Region 9 Occupational Projections						
Long Term (2014-2024)						
Occupational Title	Related Program	Degree	CCC	MCC	SCC	EICC
1 Speech - Language Pathologists	-	Bachelor's				
2 Physical Therapists	Physical Therapy Aide	Certificate				+
3 Computer - Systems Analysts	Programming	AAS, Diploma	+	+	+	
4 Computer - Controlled Machine Tool Operators	-					
5 Industrial Machinery Mechanics	Electromechanical	AAS	+	+	+	
	Mechanical Design Technology	Certificate	+	+	+	
6 Medical & Clinical Laboratory Technicians	EKG Technician	Certificate				+
7 Medical & Health Services Managers	Medical Office Manager (CPM)	Certificate				+
8 Marketing Managers	Marketing	Certificate	+	+	+	
9 Machinists	CNC Machining	AAS			+	
	CNC Manual Machining	Certificate			+	
10 Registered Nurses	Nurse Aide Program	Certificate	+	+	+	
	Nursing	AAS	+		+	
	Practical Nursing	Diploma	+	+	+	
11 Roofers	-					
12 Electricians	Basic Electronics	Certificate	+	+	+	
	Electrical Systems	Certificate	+	+	+	
13 Bus & Truck Mechanics & Diesel Engine Specialists	Truck Electrical	Certificate			+	
	Truck Driving	Certificate			+	
14 Computer User Support Specialists	-					

\*CCC – Clinton Community College

\*MCC – Muscatine Community College

\*SCC – Scott Community College

\*EICC – Courses offered online

## ENTERTAINMENT

The City has various entertainment options. There are several walking and biking trails throughout the community, which offer opportunities for exercise and recreation along the one of the widest portions of the Mississippi River. Other riverfront amenities include a newly revamped marina and nearby restaurant, campground, and opportunities for fishing. Eagle Point Park, including its recently constructed Lodge, available to rent for events, offers stunning views of the Mississippi. There are several museums throughout Clinton that highlight its rich history, as well as a nationally recognized arboretum and several eco-tourism centers. The local minor league baseball team, the LumberKings, hosts roughly 70 games each spring and summer. The area supports several local bars, restaurants, and shops, spread amongst the Clinton and Lyons downtowns. The Wild Rose Casino and Resort and Valley Oaks Golf Club, both on the southwest side of town, offer additional entertainment and recreational options. Wide River Winery, located just north of Eagle Pont Park in unincorporated Clinton County, is another destination, offering daily wine tastings and seven acres of vineyards.

## RESTAURANTS

The following map shows the accessibility of full-service restaurants based on driving distance.

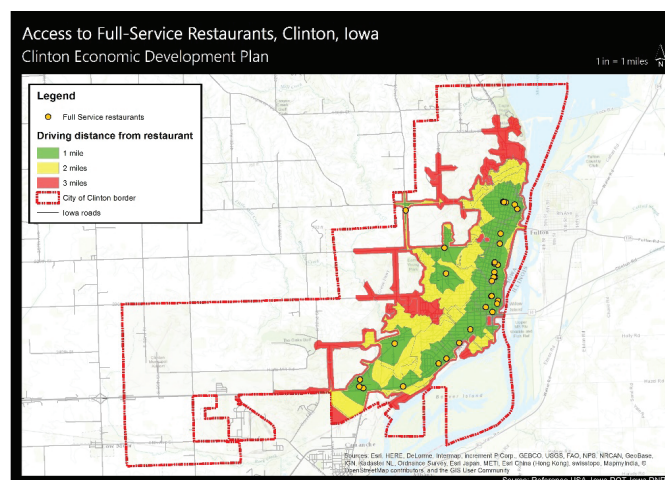


Figure 10. Access to full-service restaurants based on Manhattan distance, or the distance that would have to be travelled along the street network.

## HEALTH CARE

According to Iowa's County Health Rankings, Clinton County ranks 96<sup>th</sup> of Iowa's 99 counties in demonstration of healthy behaviors (Clinton County Board of Health, 2016). Overall poor community health can result in high costs for healthcare services and can contribute negatively to the image of the community. The 2016 Clinton County Community Health Needs Assessment and coexisting Health Improvement Plan listed suicide, diabetes, coronary artery disease, nutrition, smoking, substance abuse, teenage pregnancy, physical activity/obesity, and mental illness/health as priority problems to address (Clinton County Board of Health, 2016). However, residents of Clinton County have access to two hospitals in the county, Mercy Medical in Clinton and Genesis Medical Center in Dewitt.

## HOUSING

The number of housing units in Clinton County was 21,718 in 2016. Of those, 91.2% are occupied and 8.8% are vacant. Vacancy rates for homeowner units is only 1.1%, which is considered unhealthy and can lead to an unaffordable market because the supply is low and prices tend to increase (Kasulis, 2016). This can

also cause people to locate elsewhere, rather than pay more for a unit because there are fewer available. Vacancy rates for rental units is 8.1%, which is considered much healthier (Kasulis, 2016). The number of cost-burdened owners, meaning they spend more than 30% of the area median income (AMI) of \$50,067 on housing, in the county is 2,631 people or 34.4% of all owners. 23.2% of owners are paying more than 35% of the AMI on housing. There are also 2,312 renters, or 50.4% of renters, who are cost-burdened. 41.2% of renters are paying more than 35% of the AMI on housing. Of the 198 homes in Clinton County advertised on Zillow.com in February of 2018, only 37 units are within the \$100,000-149,999 range, which makes up 22.1% of the overall housing stock. Additionally, only 15 units are within the \$150,000-199,999 range, which makes up 12.5% of the overall housing stock. However, 71 units of those for sale fall within the \$50,000-\$99,999 range, which makes up only 31.7% of the overall stock.



## TRANSIT

Clinton's public transportation system, the Municipal Transit Administration (MTA), has six routes serving all schools and commercial-industrial areas. Buses operate six days a week on half hour frequencies, from 6 AM to 6 PM on weekdays and 8 AM to 3:30 PM on Saturdays (Transit and Fleet Maintenance, 2016). The fixed route buses are complemented by a para-transit service. Walk Score designates the City of Clinton as a car-dependent city, or a city where general errands cannot be accomplished by walking (Walk Score, 2017).

Housing in Clinton County				
Total housing units				
Housing units	21,718	100%		
Occupied	20,105	91.2%		
Vacant	1,480	8.8%		
Vacancy rates				
Homeowner		1.1%		
Rental		8.1%		
Owner costs as percentage of household income in 2016				
Percent of income spent on housing	Number of owners	Percent of owners	Percent change since 2000	
30-34.9%	861	11.2%	93.0% increase	
35%+	1,770	23.2%	61.2% increase	
Owner costs as percentage of household income in 2000				
Percent of income spent on housing	Number of owners	Percent of owners		
30-34.9%	466	3.6%		
35%+	1,098	9.0%		
Gross rent as percentage of household income in 2016				
Percent of income spent on rental	Number of renters	Percent of renters	Percent change since 2000	
30-34.9%	424	9.2%	35.0% increase	
35%+	1,888	41.2%	45.0% increase	
Gross rent as percentage of household income in 2000				
Percent of income spent on rental	Number of renters	Percent of renters		
30-34.9%	314	6.2%		
35%+	1,302	25.6%		

Figure 11. Housing data for Clinton County. Data source: US Census.

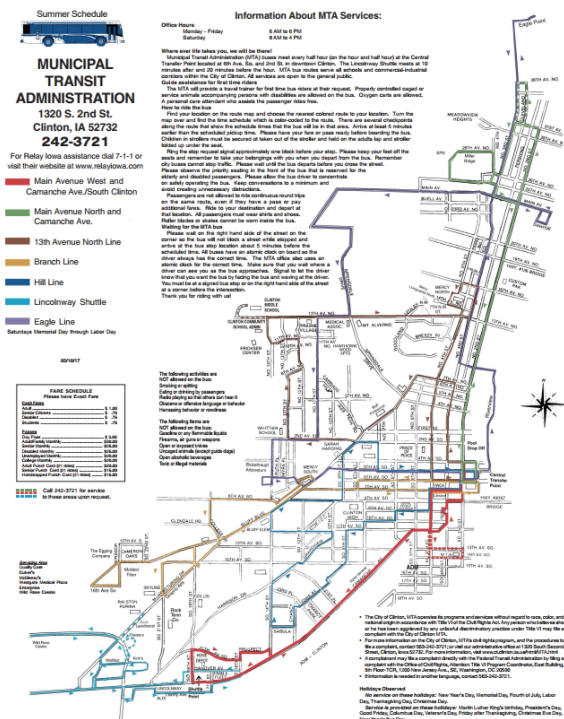


Figure 12. Bus service availability in Clinton, Iowa. Image source: City of Clinton.

## TOURISM

Key tourist attractions in Clinton include:

- LumberKings Baseball team
- Riverfront
- Eagle Point Park
- Wild Rose Casino
- Downtown stores
- Bickelhaupt Arboretum
- Clinton Area Showboat Theater
- Sawmill Museum
- Clinton County Historical Society and Museum
- Felix Adler Children's Discovery Center
- Lyon's Shopping District

Clinton's Visitors Bureau is primarily responsible for managing and marketing tourism efforts throughout the area.

## HIGHLIGHTS OF QUALITY OF LIFE

Regarding metrics of quality of life, Clinton does well in some categories and has room for improvement in others. There are significant housing development projects in various stages in the previously undeveloped western parts of the city, yet the majority of the housing stock is over 50 years old, while one-third

of the total stock is over 80 years old. Elementary and secondary education is competitive in the state and the nation, but there is only one higher education institute in the county, Clinton Community College, which provides limited educational programs. The city also faces a paradox when it comes to health: there are two hospitals serving a county of less than 50,000, yet Clinton County ranks nearly last in Iowa in several health metrics. Grocery store food is accessible to most residents, but those seeking restaurants or other forms of entertainment often drive to Dubuque or Davenport for more options.

### **TRANSPORTATION INFRASTRUCTURE**

The existing infrastructure offers many infrastructures that supports economic activity in the Clinton area. Although Clinton does not have direct access to an interstate highway, two U.S. highways serve the area. Railroad lines and river ports provide essential transportation support to Clinton's industrial firms. Additionally, the Clinton Municipal Airport can accommodate large private aircraft.

### **ROADWAYS**

Two major highways, U.S. Routes 30 and 67, run through the city boundaries. U.S. 30 connects Clinton to the Sterling-Rock Falls, Illinois area thirty miles to the east, and to Cedar Rapids, eighty

miles to the west. U.S. 67 runs parallel to the Mississippi River and connects Clinton to the Quad Cities to the south. Together, they support a high volume of truck traffic.

Twenty one miles to the west of Clinton is U.S. 61, which connects to the Quad Cities and Dubuque. Access to interstate 88, to the southeast of Clinton, is a 16-mile trip on local roads. Clinton is just over 140 miles from downtown Chicago, via U.S. 30 and I-88, or approximately two hours and twenty minutes by car travel.





Figure 13. Local transportation infrastructure. Data source: Iowa DOT.

5<sup>th</sup> Avenue South is the primary commercial thoroughfare of downtown Clinton. Many historic buildings line the street, which features a (non-barricaded) bicycle lane in the center. Other major streets in the downtown include South 3<sup>rd</sup> Street, 4<sup>th</sup> Avenue South, 6<sup>th</sup> Avenue South, and 7<sup>th</sup> Avenue South. It is noteworthy that in 2012 Clinton received \$2.7 million grant from the U.S. Department of Transportation to improve its downtown streets. Improvements include resurfacing, centered bike lanes, and sidewalk upgrades.





Figure 14. Downtown street network in Clinton, IA. Data source: Iowa DOT.

There are two major streets on the west side of Clinton that serve as bypasses to Highways 30 and 67. Manufacturing Drive/Bluff Boulevard runs parallel to U.S. 30 for a 3.7 mile stretch. As its name suggests, there are several manufacturing businesses located along this road. Further west and parallel to Manufacturing Drive is Mill Creek Parkway, a five mile road located away from Clinton's downtown core. New development, both commercial and residential, lines Mill Creek Parkway. Although these bypasses have helped generate new development in Clinton, they have decreased the City's density.

## RAIL

Clinton has long been a railroad town, with rails running north and south along the Mississippi River, as well as east to west. There are three Class I railroads in Clinton, which service heavy manufacturing operations. Lincolnway Industrial Rail and Air Park, located fifteen minutes west of downtown, is adjacent to U.S. 30 and located near multiple manufacturing sites (CRDC, 2017). The existing rail bridge crosses the Mississippi to the east just south of 8<sup>th</sup> Avenue. There has been talk since 2013 of replacing this bridge, Union Pacific has acquired property as of August 2017, which may signal this process has begun (Moffit, 2017).

### CLINTON MUNICIPAL AIRPORT

Directly north of the Lincolnway Industrial Park lies the Clinton Municipal Airport. The airport, located on the opposite side of U.S. 30. A 2009 economic study conducted by the Iowa Department of Transportation estimated that over 15,000 aircraft takeoffs and landings occur annually at the airport. As the airport does not handle commercial flights, it primarily accommodates small planes, including corporate jets and chartered flights.



Figure 15: Clinton Municipal Airport. Image source : Clinton Municipal Airport.

### RIVER PORTS

Clinton has two major river terminals. These terminals are critical to the area because they provide direct access to the Mississippi River. With a nine-foot channel depth, these terminals are large enough to accommodate products that are shipped by barge to be uploaded to trains and trucks (CRDC,

2017). However, these terminals are privately owned by manufacturing firms.

### SELF-SUPPORTED MUNICIPAL IMPROVEMENT DISTRICT

#### DOWNTOWN CLINTON ALLIANCE

Like many mid-sized or large cities in Iowa, Clinton has a self-supported municipal improvement district (SSMID). A SSMID is a defined area within a city, typically in the downtown, zoned for commercial, industrial, and historic purposes. An additional tax, usually property tax, is levied on the designated properties within the SSMID's boundaries. Residential and non-profit owned properties are exempt from the additional tax. The revenue collected is then used to enhance the designated area through various initiatives.

The organization governing Clinton's SSMID is known as the Downtown Clinton Alliance (DCA). The DCA is a non-profit organization and operates separately from the municipal government (City Ordinance, Chapter 2465.) The DCA is designed to provide capital improvements, maintenance, and special programs to its businesses and properties.

The DCA includes approximately 60 businesses, although it does not cover the entire downtown area. Properties within the



SSMID include commercial, service, and retail organizations, as well as bars and restaurants. There are no industrial properties within its boundaries.

Specific examples of programs supported by Clinton's SSMID include sign and façade grants. Each year, the DCA sets goals, develops a budget which is approved by the City, and applies for grants or other sponsorships. The DCA also supports its member businesses through monthly meetings of its Advertising and Events Committee and conducts regular correspondence through social media (Rowell, 2017).

### SSMID BOUNDARY

Clinton's SSMID is bordered on the north by 3rd Avenue South, on the east by South 1st Avenue, on the south by 8th Avenue South, and on the west by South 4th Avenue. (Rowell, 2017)



Figure 16. Boundary of the local SSMID boundary, the Downtown Clinton Alliance. Data source: Iowa DOT, ESRI, DCA.

## LAND USE AND ZONING

### ZONING

The current zoning ordinance for the City of Clinton allows for primarily commercial and industrial development along the riverfront, with some residential development north of downtown near Riverfront Park. There is another industrial zone on the southwest side of the city, where much of the city's newer development is centered. There are multiple commercial areas designated, specifically in the Clinton and Lyons downtown areas, Liberty Square (which is located adjacent to U.S. 30), the aforementioned southwest part of town, along North 2<sup>nd</sup> Street, and a variety of other spots. The remainder of the area is zoned residential, primarily single family, but with some areas of two-family and multi-family zoning near the central business district.

### EXISTING PLANS

Existing plans were reviewed to understand where economic development efforts in Clinton have been focused in the past and how this plan may align with those efforts.

### CITY OF CLINTON 2032 COMPREHENSIVE PLAN

Clinton's current comprehensive plan was adopted in January 2014. The vision statement established by the plan reads: "The

City of Clinton envisions a community that encourages healthy active living, promotes economic development and redevelopment and preservation of existing housing stock."

Advantages identified in the economic development chapter of the comprehensive plan include the close proximity to Chicago, the presence of Fortune 500 manufacturers, and the quality and availability to access rail, barge, and air service. It also discusses the commuting patterns in Clinton. More people commute into the city for work than commute out, meaning that an opportunity exists to both increase the city's tax base and better retain dollars that are presently exported from the community. The chapter also considers quality of life as an economic development metric. The survey revealed that 64% of residents are satisfied with the quality of life offered in Clinton. Measurable information included the City's landscaping efforts (tree plantings and flowers), overall building appearance in downtown and Lyons, and city signage. It should be noted that satisfaction with other amenities was not measured. The survey also revealed that the following strategies should be given special attention in the comprehensive plan: employment opportunities (94.5% of respondents), development of vacant downtown buildings (85.2%), and neighborhood redevelopment (82.7%).

The overall economic development goals established in the plan are:

- Promote Clinton as a tourist destination
- Reduce unemployment, achieve economic stability and increase the standard of living for all citizens
- Increase the number of small firms by fostering local entrepreneurship

The remainder of the economic development goals are divided into four areas.

#### **LYONS BUSINESS DISTRICT:**

- Encourage redevelopment along eastern portion of Main Avenue corridor
- Plan for appropriate and compatible future land uses
- Improve the aesthetic quality of the corridor through façade improvements and streetscape projects
- Preserve the traditional “Main Street” appearance and pedestrian orientation of the corridor
- Use the City of Clinton zoning regulations to implement planning policies
- Expand the amount of existing space within the study area

- Maximize visibility and use of the riverfront
- Identify and prioritize necessary public infrastructure improvements

#### **MILL CREEK PARKWAY AREA:**

- Improve transportation and access
- Guide and control future growth through public infrastructure extensions and expansions
- Create an attractive corridor to serve as a gateway into the community
- Review zoning regulations
- Develop park land to serve future residential growth
- Consider future land use

#### **LIBERTY SQUARE AREA:**

- Create a successful model for stimulating economic development
- Create high-wage quality jobs that attract quality workers and enhance the health and wellbeing of its citizens
- Develop a plan and strategy for investment and funding opportunities for redevelopment



- Create a comprehensive redevelopment plan for Liberty Square area with a method to implement plan recommendations
- Integrate urban design that: develops a safe, efficient transportation corridor; maintains existing commercial enterprises while maximizing opportunities for redevelopment; enhances the community's visual character; and maximizes opportunities for future development

#### **DOWNTOWN:**

- Encourage redevelopment of existing buildings
- Encourage mix business type development
- Create an identifiable downtown image
- Make downtown easily accessible

A final point is made to expand and enhance employment opportunities through business recruitment and attraction and an ultimate strengthening of the labor force.

The following peer cities (all of which are in Iowa) are listed in the plan:

- Boone

- Burlington
- Fort Dodge
- Indianola
- Marshalltown
- Mason City
- Muscatine
- Newton
- Oskaloosa
- Ottumwa

#### **COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY (CEDS) 2015-2019**

The CEDS for the ECIA-defined five county area (which includes Clinton, Cedar, Delaware, Dubuque, and Jackson counties) establishes a “process” for regional development. It identifies several S.M.A.R.T. goals (Smart, Measurable, Achievable, Relevant, Time-based) for the region to grow a skilled workforce, improve transportation infrastructure, increase housing to meet demand, and enhance community and business development.

The goals include:

1. Improving the quantity and quality of the region's workforce to address employer demands (advanced manufacturing; healthcare; and professional, scientific,

technical services) by expanding the number of participants in regional training programs by 10% and increasing the number of trained skilled employees in these sectors by 10% by January 2020.

2. Improving highway and bridge transportation infrastructure funding to attract, retain, and expand business in the region by increasing the State and Federal funding to the region by 10% by January 2020.
3. Increasing the number of workforce rental and single-family housing units in the region by 2% to accommodate the industry demands by January 2020.
4. Enhancing community and public facility infrastructure and increase access to community services and amenities to meet the demands of regional employers and their employees by increasing the number of public and private funds to the region by 20% and completing 15 projects by January 2020.
5. Remaining economically competitive by retaining businesses, encouraging expansion, and attracting new industry in the region by increasing SBA and RLF loan activity by 10%; increasing annual business retention calls to regional employers by 5%; increasing the total

regional labor force by 0.5%; increasing commercial construction by 10%; and increasing entrepreneurial start-ups by 5% total by January 2020.

The CEDS document also discusses challenges and opportunities for the region. Like Clinton, much of east central Iowa faces a shortage of skilled workers. Over 50% of the jobs in the state are for “middle-skilled” workers (requiring more than a high school diploma but less than a two-year degree), but only 38% of the state’s workers fall into that category. Bridging that gap is crucial to having a more robust economy. Other challenges faced by the region are an aging population, a slowdown in the issuing of building permits, supply chain disconnect, plateauing farmland values, inadequate transportation funding, lagging innovation and entrepreneurship, and the negative impact of state property tax reform on city and county governments.

#### **CITY OF CLINTON STRATEGIC PLAN 2014-2015**

Clinton’s strategic plan states that it will be focused on providing opportunities for businesses, residents, and visitors – an objective that is reflected in the plan’s vision and mission statements. These statements focus on tourism and economic development. The following goals (objectives and action items

have been omitted) are included in the strategic plan and have a direct impact on economic development efforts:

**Goal 1:** Maintain and improve the strong financial position of the City

**Goal 2:** Maintain and enhance communication with citizens, employees, and other stakeholders

**Goal 3:** Contribute to a healthy physical, economic, and community environment

**Goal 4:** Continually improve the City's organization and structure

### LYONS BUSINESS DISTRICT MASTER PLAN

The Lyons Master Plan was adopted in 2011 and includes an extensive look into the neighborhood's business district. The goals from the plan were incorporated into Clinton's most recent comprehensive plan. These include improving aesthetic and infrastructure, incorporating the riverfront, and encouraging new businesses in the area.

### SUMMARY

The goals and strategies of the community plans in this section can be referenced and checked for consistency as new economic development initiatives are introduced.

Important findings from these existing plans that help inform the comprehensive approach of this Strategic Economic Development Plan include:

- Enhancing the aesthetics of commercial properties
- Addressing housing needs
- Improving the accessibility of the downtown
- Increasing the visibility and use of the riverfront
- Strengthening the institutional capacity of the city
- Investing in transportation infrastructure
- Improving the skills of the area's workforce

### COMPARABLE CITIES

The criterion for comparable cities was developed in order to select cities that have similar demographics and location to Clinton, yet demonstrate a recent growth in their population, per capita income, and pull-factor ratio (an indication of the region's ability to attract outside money to the region through retail trade). Pull factor represents a region's ability to attract outside money through retail trade (H. Frederick Gale, 1996). A pull factor is calculated by dividing the estimated trade area capture (the amount of shopper-equivalents there are in a population) by the area's population total. A pull-factor number greater than 1.0 indicates captured transactions from outside communities as

influx of consumers from outside the area are purchasing products from local businesses. This also proves that the sector or the whole region is producing a surplus of goods and services. A pull-factor number less than 1.0 indicates that local residents are going to businesses outside of the area for products and services; this may signal that there is a need for more and/or certain types of businesses in the area.

The purpose of using comparable cities is to analysis the strategies that have helped each city maintain a positive trend over the roughly past decade, which may in turn provide Clinton with viable examples of economic development projects that have proved to be accomplishable by a city with major characteristics similar to that of Clinton. Comparable cities were chosen based on similar geography, demographics, and economic factors similar to Clinton.

#### **IMPROVED QUALITY OF LIFE BEST PRACTICES – MUSCATINE, IOWA.**

The City of Muscatine is similar to Clinton by way of its population and its proximity to the Mississippi River. Muscatine’s population has remained remarkably steady since 1990, hovering right around 23,000 during this time. Compared to Clinton, Muscatine has demonstrated an increasing retail pull factor over the years

(See Chapter 5 – Retail Sector Analysis). Even though both cities experience competition from neighboring Metropolitan areas, Muscatine has successfully captured residents outside the city and maintained a pull factor of 1.48–1.61 between 2007 and 2016 (Iowa State University, 2016). These trends are reflective of Muscatine’s quality of life improvement efforts, such as its Complete Streets Policy and Capital Improvements Plan.

#### **COMPLETE STREETS POLICY**

Muscatine’s Complete Streets policy was ranked among the top ten in the nation in 2013. Complete Streets policies provide equal safety for all types of users regardless of their mode of transportation, thereby improving the quality of life for everyone. By 2013, a total of 610 communities in the United States had adopted the Complete Streets policy (Smart Growth America, 2013). Other Iowa communities also ranked among the top fifteen in the country were the sister cities of Cedar Falls and Waterloo.

#### **CAPITAL IMPROVEMENTS PLAN**

Muscatine adopted its Capital Improvements Plan in 2014, which spans a five-year period ending with fiscal year 2018. The plan adopted a scoring mechanism to prioritize capital improvements



projects, as the resources available to the city are limited. The scoring mechanism included nine questions regarding the benefits, need, and cost for each project. For example, a project which has an operating budget of less than \$10,000 would receive a higher score than one whose budget exceeded \$25,000. If the project directly benefits all Muscatine residents or is projected as necessary to maintain current quality of life levels, it receives a higher score. This prioritization helped the city to distribute different projects over the five year period based on the weighted score. Such a mechanism could be used for Clinton to prioritize economic development related projects.

#### **STRONG DOWNTOWN BEST PRACTICES – BURLINGTON, IOWA.**

Burlington has maintained a relatively steady population over the last decade, with a 2015 total of 25,663 persons. However, this figure is 7.4% lower than the 1990 level, a trend similar to but less drastic than that of Clinton (United States Census Bureau, 2015). The City of Burlington's median household income in 2015 increased by 6.4%, while the number of jobs increased by 3.24% (United States Census Bureau, 2015). Burlington has an extensive collection of examples of historic architecture and has been investing in its existing developments. By putting money into its

downtown, the city has attracted both more businesses and consumers, and has improved the perception of its downtown. Additionally, the website of the Greater Burlington Partnership is a one-stop shop for prospective and existing business owners, it includes a range of information from a guide to starting a business to applications for various grant programs and tax credits. Furthermore, Burlington has been a Main Street Iowa community since 1986, enabling it to receive additional funding throughout the state.

#### **DOWNTOWN BUILDINGS**

In 2013 Burlington started a Façade Improvement Project with Community Development Block Grant funding from the U.S. Department of Housing and Urban Development, by way of the Iowa Economic Development Authority (D.Myers, 2016). The project included façade improvements for thirty three properties in the Courthouse Square Historic District, and was completed in 2016 (Klingner Associates, 2016).

#### **SUPPORTING SMALL BUSINESSES**

Burlington's sign grant program offers up to \$500 to applicants for blade signage, which is a sign mounted to a building façade or surface that is placed perpendicular to the flow of foot traffic.

The purpose of the signage grant is to highlight the downtown's small businesses, free up spaces for pedestrians, enhance the neighborhood's historic character, and make wayfinding easier in downtown for locals and visitors (Greater Burlington Partnership, 2016). The City of Burlington offers various grant programs, and has utilized its website to make it easier for business owners to locate information about potential programs.

#### THE SMALL BUSINESS DEVELOPMENT CENTER

The Small Business Development Center (SBDC) is located in Burlington and offers free consulting and assistance to small business owners who are planning to set up shop in Burlington. The SBDC created a guidebook for new business owners in the area with important information, such as checklists for starting a new business, a contact list of City inspectors, utility services, attorneys, and market research firms.

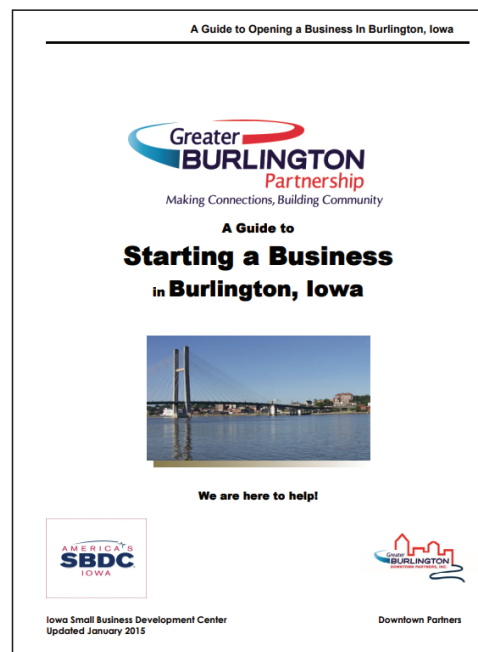


Figure 17: Photo of "A guide to Starting a Business in Burlington, Iowa"

## **COMMUNITY-DRIVEN PLANNING BEST PRACTICES – DUBUQUE, IOWA.**

Historically known as a manufacturing hub, the City of Dubuque has taken many steps since the turn of the century to diversify the economy that supports its nearly 60,000 residents. Today, the most common job groups are Administrative, Sales, Food & Serving, Production, Management, and Education Training & Library. Together, these sectors are responsible for 56% of the total jobs in Dubuque. Manufacturing remains the city's biggest industry, providing 14.1% of the total jobs (Deloitte, 2015). However, retail trade (13.5%), healthcare & social assistance (13%), and educational services (11.6%) have all increased their share of jobs in the city over the years, diversifying the economy in the process. Since 1990, the city has been successful in its community-driven planning efforts, specifically Vision 2000 and Envision 2010.

### **VISION 2000**

Vision 2000 was adopted in 1993 with input from 5,000 residents who were asked to project their vision for the economic future of Dubuque (US Environmental Protection Agency, 2015). One of the successful projects that resulted from this effort was the riverfront revitalization project along the Mississippi. Dubuque

invested in its river walk pathway, museum and aquarium, resorts, river center, and brewery complex using combination of municipal, state, federal, and private funding. The investment made to the riverfront has resulted in heightened quality of life for Dubuque residents, including improved access to parks and recreation, and an increase in tourism options to support local businesses.

### **ENVISION 2010**

Envision 2010 was the second and larger phase of Vision 2000. The plan reached out to the Dubuque residents in order to come up with high-impact community projects. The planning team received about 3,000 ideas from 20,000 people and selected ten high-priority projects. The selected projects included a health center, arts center, passenger train service, and trail systems (US Environmental Protection Agency, 2015). Over the years Dubuque has received many awards related to these efforts, and the EPA has stated that the "city's success can be attributed to the citizen-driven planning process with a strong focus on long-term sustainability for the economy, environment, and community."

	Development directors & assistants	Planners, zoning administrators	Economic development specialists	Inspectors, code enforcement	Office support	Other (e.g. Engineers, GIS)	Total
Clinton	0	0	0	4	2	0	6
Muscatine	1	2	0	6	1	0	10
Ft. Dodge	1	2	1	3	3	6	16
Burlington	1	1	0	4	1	0	7
Marshalltown	1	0	0	5	1	2	9
Mason City	2	1	0	5	3	0	11

#### PLANNING AND DEVELOPMENT STAFF

A staffing analysis of planning and development staff was performed to reveal how the City of Clinton compares to five of its peer cities in Iowa. Muscatine, Ft. Dodge, Burlington, and Marshalltown, which were used for the basis of comparison, all have more planning and development personnel than Clinton. These cities also have dedicated planning or development departments.

#### COMPARABLE CITIES HIGHLIGHTS

There are several planning policy takeaways from these cities' successes. The City of Muscatine has improved the quality of life for its residents by adopting a complete streets policy and through its capital improvement projects. Burlington has revitalized its downtown through façade grants, and supporting the small businesses that locate within the area. In Dubuque, the City has revitalized its economy through high-impact community projects identified by residents and selected by city leaders. It is also important to consider the staffing capacity of development personnel at the City of Clinton compared to a few of its peer communities.

The economic development solutions each city takes shows that there is no single correct approach or project to make a city prosperous. Given the concerns of Clinton's socio-economic trends, attempting the programs that have helped other communities could benefit Clinton.

The staffing capacity of the City of Clinton to conduct planning and development initiatives also has a significant effect on accomplishing economic development.



## CHAPTER SUMMARY

As a community founded primarily on a manufacturing-based economy, Clinton, Iowa has experienced decline in recent years. As a result of the decline of the manufacturing industry and other issues affecting the community, both the County and City of Clinton have significant challenges to address. Important social and economic trends affecting the community include:

- population loss
- aging population
- high poverty rate
- low percentage of individuals with four-year and professional degrees
- low median household income
- low property values

Manufacturing continues to be the largest employment base for the area. It is the only industry with a significant comparative advantage. However, findings suggest that Clinton is losing its overall competitive advantage in manufacturing.

Clinton has a range of amenities and quality of life aspects that are relevant to economic development. These include a low cost

of living, a highly ranked high school, the local community college, a variety of recreational options, and tourist attractions. Although the community has been assessed to have an overall poor health rating, the area is served by major healthcare facilities. The crime rate and its perception is another important factor.

The Clinton area has extensive, existing transportation infrastructure that supports the local economy. Although there is no direct access to interstates, highways 30 and 67 serve Clinton's vehicular traffic, connecting the City to larger regional economies nearby, including Dubuque and the Quad Cities. Other important transportation infrastructure include three Class I railroads, a municipal airport, and two private river terminals.

Another asset of Clinton is its Downtown Clinton Alliance, which supports a vital part of the downtown business district. The DCA provides supplemental services and programs to support the 60 businesses within its boundary.

Zoning regulations for the City of Clinton permit commercial and industrial development along the Mississippi River, which is one of the region's prominent assets. Other commercial zones are

designated for the downtown and Lyon's district, on the west side and northwest corner. Industrial zones are also present in the southwest part of Clinton. Residential and agriculture zones cover most of the other areas.

Existing community plans provide important insight into the economic priorities of the community. From the City of Clinton's 2032 Comprehensive Plan, the overall location and geography are listed as a strong asset of Clinton. The Plan also indicates the need to address employment opportunities, downtown vacancies, and neighborhood redevelopment, as well as supporting local entrepreneurship.

The 2015-2019 CEDS Plan, a regional plan, similarly indicates the importance of improving the local workforce. Other concerning trends revealed by the CEDS Plan include aging infrastructure, aging population, less development, and little entrepreneurship and innovation.

A significant goal of the City of Clinton's Strategic Plan 2014-2015 is to "continually improve the City's organization and structure." The organizational capacity of the City is important to consider when working on economic development initiatives.

The Lyons Master Plan from 2011 emphasizes the importance of improving infrastructure and incorporating the riverfront more into the business area.

As seen through comparable cities, different opportunities exist that Clinton could pursue in a similar manner. Programs such as façade grants, and high-impact community projects, could potentially benefit Clinton.

## CHAPTER THREE: ASSESS

- Industry analysis
- Industrial sector
- Retail sector
- Commercial sector
- Small businesses
- Labor force analysis



A thorough assessment of the city of Clinton and the micropolitan region is necessary in order to understand the business, labor, and economic characteristics. This chapter will give an in-depth look at the state of manufacturing, retail, and small businesses in the city and county, as well as provide an overview of the business districts within the city of Clinton. Finally, a labor force analysis shows the distribution of workers in Clinton County along the lines of gender, race, and earnings in order to better understand the existing pool of workers.

## INDUSTRY ANALYSIS

### LARGEST PRIVATE EMPLOYERS

Clinton has long been an industrial community, with an economy that remains centered on manufacturing. Today, manufacturing employs nearly 12% of the local workforce (BLS 2016), an area that includes both Clinton and its neighbor across the Mississippi River, Fulton, Illinois.

Excluding public organizations, such as the local school district, there are nine companies in Clinton that employ 200 or more people (CRDC, 2017).

Employer	Industry Type	Number of Employees
<b>Mercy Medical Center</b>	Healthcare	950
<b>Custom-Pak Inc</b>	Manufacturing	675
<b>ADM</b>	Manufacturing	600
<b>Rock-Tenn</b>	Manufacturing	400
<b>Equistar Chemicals LP</b>	Manufacturing	360
<b>Wild Rose Casino &amp; Resort</b>	Service/Entertainment	340
<b>Data Dimensions</b>	Digital Imaging	300
<b>Collis Inc</b>	Manufacturing	281
<b>Nestle Purina PetCare</b>	Manufacturing	260

Figure 18. Leading Employers in Clinton County. Data source: Clinton Regional Development Corporation.

On the Illinois side of the river, Timkens Drives, a major manufacturing firm in Fulton, is the largest employer with 400 people on staff. Additionally, the Administrative United States Penitentiary, formerly known as the Thomson Correctional Center, is located nine miles north of Fulton. Currently, the facility employs nearly 240 people, although it is anticipated that it could hire an additional 300 employees as early as 2018 (DeWitt, 2017).

### LOCATION QUOTIENT ANALYSIS

Location quotient analysis is a method used to evaluate a region's comparative advantage in producing a specific product or service. This analysis indicates a region's share of employment in a specific industry in comparison to the national share of



employment in that industry. Furthermore, location quotient reveals “basic” and “non-basic” industries. Basic industries, or export based industries, bring dollars into a region by providing services or goods outside of the region. Non-basic industries, or residentiary industries, provide services or goods primarily to the region itself.

In the location quotient equation, a quotient that is much greater than 1 indicates that the region’s industry is basic and is strongly export oriented. A quotient of less than 1 means that the region’s industry is non-basic. A location quotient equal to 1 indicates that the region’s industry is in balance, or self-sustaining.

Location quotients above 1 does not necessarily mean that an industry is basic or export-based. Construction, utilities, and transportation and warehousing are prime examples of industries that are not considered basic because they primarily serve the internal needs of the local economy. However, these industries play an important role in the economic conditions of a region.

Based on the location quotient analysis, Clinton has few industries with comparative advantages, with manufacturing

being the only industry with strong comparative advantage. Industries in 2016 with location quotients above the national average include manufacturing (2.40) and education and health services (1.17). Information (1.03) is trending towards becoming a basic industry for Clinton, when compared to previous years. Industries in Clinton with low location quotients in 2016 include financial activities (0.65) and professional and business activities (0.63).

Location Quotient by Industries	2016, Clinton County, IA
<b>Manufacturing</b>	2.40
<b>Education and health services</b>	1.17
<b>Information</b>	1.03
<b>Trade, transportation, and utilities</b>	0.99
<b>Service-providing</b>	0.89
<b>Leisure and hospitality</b>	0.84
<b>Construction</b>	0.83
<b>Natural resources and mining</b>	0.77
<b>Other services</b>	0.67
<b>Financial activities</b>	0.65
<b>Professional and business services</b>	0.63

Figure 19. 2016 Location Quotient of Clinton County.

## SHIFT-SHARE ANALYSIS

In addition to location quotient analysis, a shift-share analysis can reveal an area’s overall regional competitiveness. Shift-share analysis show how an area’s different industries have performed,

based on national trends and unique factors of the region. While a location quotient captures a snapshot of a region's industry health in a particular year, a shift-share analysis is a dynamic indicator that shows growth or decline of a region's industries, as measured by the number of jobs.

There are three key components of a shift-share analysis:

- National share
- Industry mix
- Regional shift

The *national share* reveals how much of the employment growth of industries in a region can be attributed to the national employment growth. *Industry mix* indicates how many jobs were created, or not created, from the difference between the national industry growth rate and the national overall growth rate. *Regional shift* reveals how many jobs are created, or not created, due to the region's competitiveness. The national effect, industry mix, and competitive effect can be combined to help illustrate the overall economic growth of a region based on employment figures.

Evaluation of the shift-share analysis reveals that the existing competitive advantages of the Clinton area are diminishing.

From 2010–2016, *service-providing* and *professional and business services* are the two industries with the greatest loss in competitive advantage. The only industry with significant growth in competitive advantage is *information* (86). However, these industries are small portions of the area's economy.

While manufacturing continues to be the county's only significant competitive industry, the magnitude of that competitiveness has decreased from 2010–2016. The shift-share analysis indicates that overall national growth in that six-year window is the only potential source of growth in manufacturing jobs in Clinton County, and that regional draw of the county, when isolated from the changes in the national economy or the manufacturing industry nation-wide, would have resulted in a loss of 780 manufacturing jobs. Similarly, the regional shift for the total of selected sectors in Clinton County in 2016 is -7,753, meaning that the region's competitiveness would have lost Clinton County 7,753 jobs if it had not been for the national growth and industry changes from 2010–2016.

Industry	2016, Clinton County, IA			
	Job Change	National Share (NS)	Industry Mix (IM)	Regional Shift (RS)
Total for selected sectors	(2,521)	5,432	(200)	(7,753)
Gross-producing	(734)	841	(147)	(1,428)
Natural resources and mining	10	28	(19)	1
Construction	(310)	154	96	(560)
Manufacturing	(434)	659	(313)	(780)
Service-providing	(526)	1,875	78	(2,479)
Trade, transportation, and utilities	90	533	(117)	(326)
Information	97	45	(34)	86
Financial activities	(36)	110	(49)	(97)
Professional and business services	(41)	262	125	(428)
Education and health services	(376)	565	111	(1,052)
Leisure and hospitality	(178)	290	134	(602)
Other services	(83)	71	(66)	(88)

Figure 20. 2010 to 2016 Shift-Share Analysis of Clinton County. Data source: BLS, Quarterly Census of Employment and Wages.

## EMPLOYMENT INDUSTRY

The economy of Clinton supported 22,026 jobs in 2015 and 47.5% of the total jobs were concentrated in three major sectors. As the manufacturing sector is the only export base of the county, 22.1% of total jobs were supported in the sector, followed by the Health Care and Social Assistance sector at 15%, and Educational Services at 10.4%. However, the compound annual job growth rate in Table 13 shows the slow increase in manufacturing jobs and decrease in health care and educational services sectors between 2010 and 2015. Whereas, sectors that comprise a small share of the total employment showed higher compound annual growth rate, e.g., Information, Professional, Scientific and Technical Services. Overall, the total jobs in Clinton County has decreased by 1.6% between 2010 and 2015.

Average weekly wage in Clinton County was \$737 in the second quarter of 2017, which is lower than both the Iowa State average wage of \$853 and the national average wage of \$1020. When compared to neighboring counties, Muscatine and Scott County have higher average weekly wage and Jackson County has the lowest in the region (Bureau of Labor Statistics, 2017).

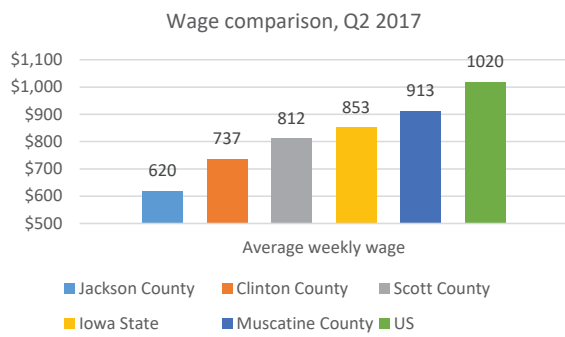


Figure 21. Wage comparison, Source: Bureau of Labor Statistics.



Figure 22. Compound annual growth rate of Clinton industries, Source: Bureau of Labor Statistics.

	Jobs by NAICS Industry Sector	Count 2010	Count 2015	Share	% Change 2010- 2015	2010-15 ΔAGR	2010-2015 Iowa Statewide ΔAGR
1	Information	353	457	2.1%	29.5	5.30	-1.6
2	Professional, Scientific, and Technical Services	332	421	1.9%	26.8	4.86	4.0
3	Transportation and Warehousing	766	947	4.3%	23.6	4.33	2.5
4	Wholesale Trade	383	471	2.1%	23.0	4.22	0.5
5	Accommodation and Food Services	1,416	1,689	7.7%	19.3	3.59	2.1
6	Agriculture, Forestry, Fishing and Hunting	105	122	0.6%	16.2	3.05	4.9
7	Manufacturing	4,233	4,864	22.1%	14.9	2.82	2.0
8	Admin. & Support, Waste Mgmt., and Remediation	1,603	1,614	7.3%	0.7	0.14	1.6
9	Real Estate and Rental and Leasing	127	127	0.6%	0.0	0.00	2.3
10	Public Administration	788	766	3.5%	-2.8	-0.56	-1.0
11	Health Care and Social Assistance	3,417	3,310	15.0%	-3.1	-0.63	0.9
12	Finance and Insurance	744	716	3.3%	-3.8	-0.76	0.6
13	Construction	1,195	1,066	4.8%	-10.8	-2.26	6.1
14	Other Services (excluding Public Administration)	566	503	2.3%	-11.1	-2.33	1.7
15	Utilities	77	67	0.3%	-13.0	-2.74	-1.0
16	Educational Services	2,728	2,297	10.4%	-15.8	-3.38	0.4
17	Retail Trade	2,678	2,161	9.8%	-19.3	-4.20	0.7
18	Mining, Quarrying, and Oil and Gas Extraction	144	108	0.5%	-25.0	-5.59	0.7
19	Management of Companies and Enterprises	103	62	0.3%	-39.8	-9.65	7.5
20	Arts, Entertainment, and Recreation	631	258	1.2%	-59.1	-16.38	-1.0
	Total Jobs	22,389	22,026	100%	-1.6	-0.33	1.4

## MANUFACTURING SECTOR

### PROFILE OF MAJOR MANUFACTURING EMPLOYERS

The manufacturing industry is the largest employer in the city of Clinton, and manufacturing firms make up 6 of the 10 largest employers in the city. The brief profiles below highlight some of the local plants, demonstrating both the diversity of manufacturing sectors that exist in Clinton as well as emphasizing the significant number of workers they employ.

- Custom-Pak, a plastics design and production company, is the largest manufacturing employer in Clinton, providing jobs for some 675 employees at its plant. Custom-Pak also has plants in DeWitt, Iowa (also in Clinton County), as well as in Walnut Ridge, Arkansas. (Custom-Pak, Inc., 2017).
- Archer Daniels Midland (ADM) is an “agricultural processor ...and food ingredient provider.” (Archer Daniels Midland, 2017). ADM has eight river terminals, two of which are located along the Mississippi River in Clinton County (one in Clinton and the other six miles downriver in Comanche). (Archer Daniels Midland, 2017). The firm, which reports to employ approximately 600 workers, is easy to spot from U.S. 30, as the gold

dome structure on its campus has become synonymous with the Clinton cityscape.

- WestRock (formerly known as RockTenn after merging with MeadWestvaco in 2015) is a paper and packing manufacturer headquartered in Georgia. According to the WestRock website, the Clinton plant specializes in manufacturing and folding cartons. (WestRock, 2017). In the most recent report made available, the plant had about 400 employees.
- Equistar Chemicals, LP is a chemical manufacturing company owned by multinational plastics, chemicals, and refinery giant, LyondellBasell. Known as the Equistar Clinton Complex, their plant sits on a 239-acre campus in south Clinton and is one of the largest chemical plants in the state of Iowa. The company provides jobs to 442 employees and contractors.
- The Nestle Purina Corporation has had a plant in Clinton since 1969. With more than 260 employees, the plant

has a daily production capacity of 720,000 pounds of dry pet food and pet treats. (Nestle Purina, 2017).

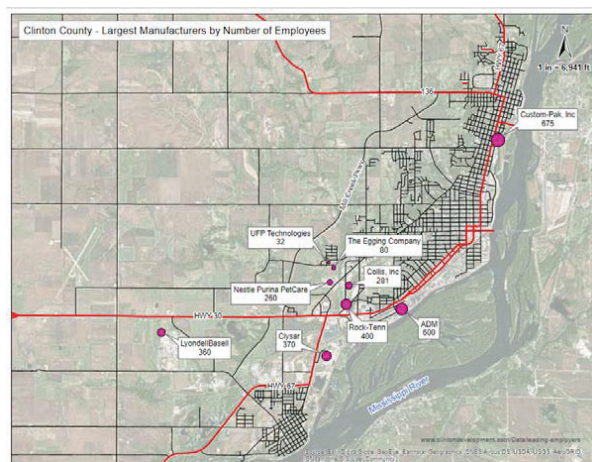


Figure 23. manufacturers in Clinton, Iowa showing the number of employees and location. Data source: CRDC.

## ROLE IN THE ECONOMY EMPLOYEES

Of the fifty two manufacturing companies in Clinton County, thirty four are considered small business, defined as employing less than 50 workers. (U.S.Census Bureau, 2017). As of March 12, 2015, there were 4,493 workers employed by all manufacturing companies in the county. In the first quarter of 2015, total payroll

for all manufacturing firms was \$62.9 million. This averages out to \$14,000 per employee per quarter, or \$56,000 per year.

## TYPES OF MANUFACTURING IN CLINTON

Industries in Clinton County are subdivided into manufacturing types by the North American Industry Classification System (NAICS), which allows for more specific identification of the products and services such industries provide. As seen in Table 1, employers from seven different NAICS manufacturing types are located in Clinton County. Food product manufacturing accounts for the most employees, with 1,227 reported employees in 2016 (27% of all manufacturing jobs in Clinton County). Close behind is the plastics & rubber products manufacturing sub-industry with 1,134 reported employees in 2016 (25% of all Clinton County manufacturing jobs).

NAICS Code	Manufacturing Type	Employees	% of Total Manufacturing Employees (QCEW data)
311	Food	1,227	27.4%
312	Beverage & tobacco product	-	-
315	Apparel	-	-
316	Leather & allied product	-	-
321	Wood product	54	1.2%
322	Paper	377	8.4%
324	Petroleum & coal products	-	-

325	Chemical	575	12.8%
326	Plastics & rubber products	1,134	25.3%
327	Nonmetallic mineral product	399	8.9%
331	Primary metal	-	-
332	Fabricated metal product	491	11.0%
333	Machinery	-	-
334	Computer & electronic product	-	-
336	Transportation & equipment	-	-
337	Furniture & related product	-	-
339	Miscellaneous	-	-
<b>Total</b>		<b>4,257</b>	<b>95.1%</b>
<b>Total manufacturing jobs from annualized QCEW 2016 data</b>		<b>4,477</b>	
<b>-</b>			
<b>Difference [suppressed data]</b>			<b>(220)</b>

Figure 24. Annualized Data for Manufacturing Industry, Source: NAICS Data, 2017.

## RETAIL SECTOR

This chapter will discuss the current role of the retail sector in Clinton's economy, including the degree of retail leakage. Improving Clinton's retail sector can strengthen the economy by decreasing retail leakage.

### ROLE OF RETAIL SECTOR IN THE ECONOMY

The retail sector is a non-basic sector in the County, which means that it largely provides goods and services to the local community. Thus, retail sales are directly related to population, household income, household spending patterns, and the

characteristics of neighboring communities. As of 2016, Clinton County had the lowest average sales per capita within its 17 peer counties identified by Iowa State University (Iowa State University, 2014). One of the major factors contributing to low retail sales is competition from neighboring metropolitan areas, such as Dubuque and the Quad Cities. According to the U.S. Census, the median household income of Clinton County steadily increased from 2011 to 2015. In contrast, taxable retail sales per capita in Clinton County decreased from \$10,079 to \$9,775 during that period (Iowa State University, 2014). This means that this rise in household income is being spent outside the county. Further supporting this is the fact that the location quotient of Clinton's retail sector is 0.78, meaning that retail in Clinton County has 22% less employment than would be expected based on the national average.

Another way to illustrate the performance of retail sector is to look at the pull factor. A pull factor indicates a region's ability to attract outside money through retail trade (H. Frederick Gale, 1996). A pull factor equal to 1 indicates that the sector is producing goods and services that are sufficient for the region. A pull factor greater than 1 indicates that the region is capturing transactions from outside communities. The pull factor of Clinton



County in 2015 was 0.84, meaning that the retail sector was not providing a level of goods and services commensurate with the needs of its population (Iowa State University, 2016). At the city level, the pull factor was 1.16 as of 2016, although this represents a marked drop from its 2007 level of 1.48.

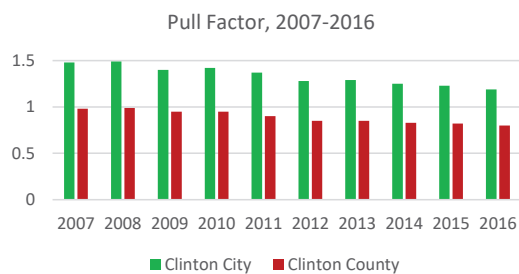


Figure 25: Pull Factor, Source: Retail Trade Analysis Report FY 2016- Clinton and Clinton County, Iowa State University

“Leakage” refers the deficit that arises between the actual sales in an area and the potential total sales if all residents fulfilled their retail needs in the area. The Retail Trade Analysis report from the Iowa State University Department of Economics shows a sustained increase in leakage for Clinton County over the ten year period ending 2016. According to the study, the estimate of retail leakage was \$4,978,000 in 2008, but had skyrocketed to

\$114,576,000 in 2016. Real total taxable sales per capita also decreased at both city and county level during this time.

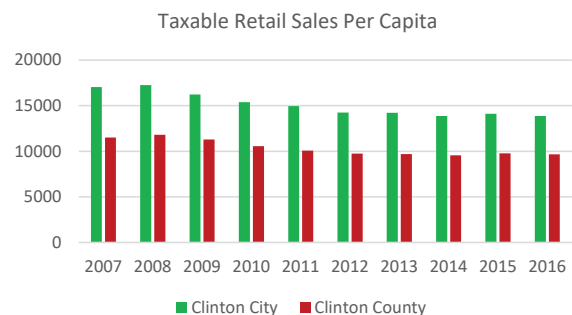


Figure 26: Taxable Retail Sales Per Capita, Source: Retail Trade Analysis Report FY 2016 - Clinton and Clinton County, Iowa State University

Considering the perpetual decrease in pull factor and taxable retail sales, it is important to address the opportunity for import substitution policies that may help to stem such a trend.

There are numerous opportunities in Clinton’s retail sector to attract people (and dollars) from surrounding communities. For example, 8,869 people in-commute to Clinton County (US Census Bureau, 2015), which could be a potential source of new dollars flowing into the community. Improving the health of retail sector,

specifically via superior options for shopping, eating and drinking, improving the quality of life for them and current citizens.

### **LAND USE AND ZONING**

Five percent, or 988 acres, of the total land within Clinton County is designated for commercial use. In the 2032 Comprehensive Plan, the City projected that a total of 1,122 acres of land would be needed for future commercial use (East Central Intergovernmental Association, 2014). Retail sales and service sector businesses are permitted in the following nine zoning districts:

- PUD
- C-1 – Local Commercial District
- C-2 – Retail sales and service, entertainment, restaurant and recreation trade
- C-2M – General Commercial/Light Manufacturing
- PWC – Parkway Commercial District
- C-3 – Central Business District
- SP – Special Purpose Commercial and Historical Overlay districts
  - CBD – Overlay zone
  - LSO – Liberty Square Overlay Zone
- C-4 – Planned Commercial District
- C-R – Commercial Recreation District

### **RETAIL BUSINESSES**

In 2015, the retail trade sector of Clinton County counted 190 establishments with 2,835 employees on payroll. This comprises 16.6% of total private sector entities and 14.9% of private sector jobs county wide (United States Census Bureau, 2015). The average annual wage per employee in the retail trade sector was \$22,661 in 2015. The average wage per employee across all sectors was \$35,507. By March 2017 the number of retail establishments has shrunk by 19 and the number of employees by 299 (Bureau of Labor Statistics, 2017).

Map 9 shows the high concentration of retail businesses along the Lincoln Highway and South 2<sup>nd</sup> Street.

# Location map of Retail Businesses Clinton Economic Development Plan

1 in = 1 miles

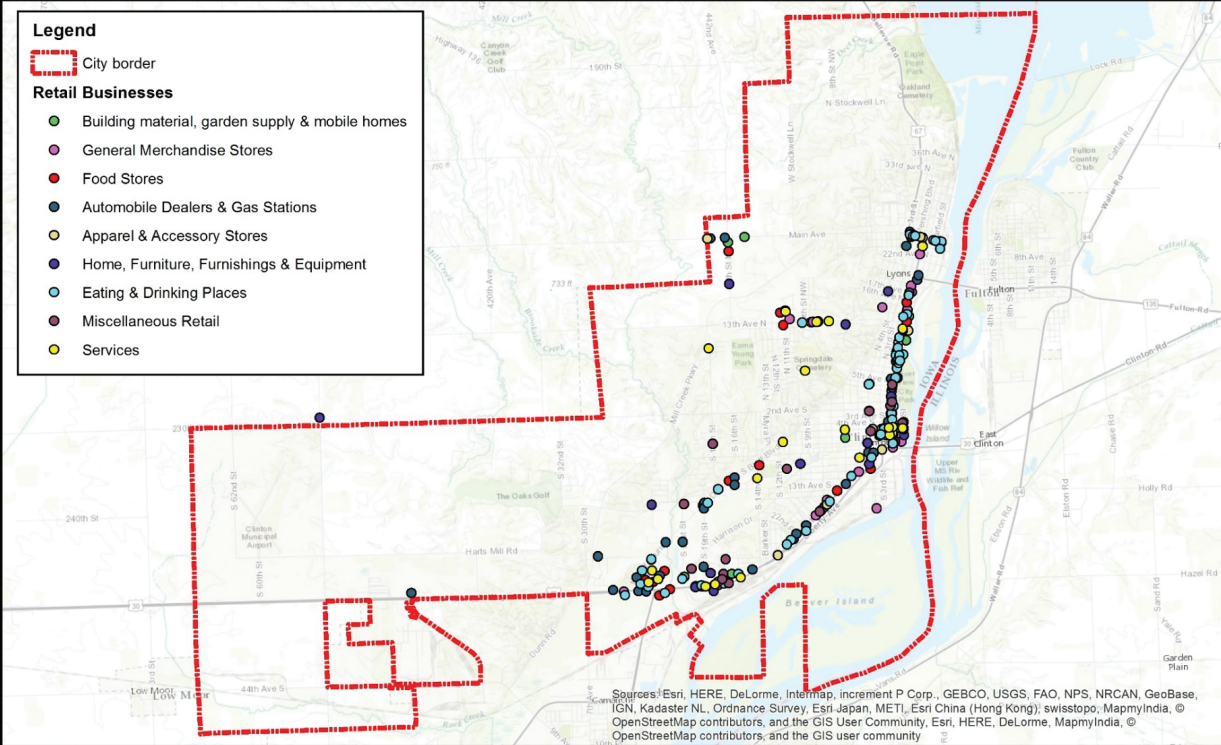


Figure 27. Locations of retail businesses in the City of Clinton by type.

## BUSINESS DISTRICTS

### INTRODUCTION TO THE BUSINESS DISTRICTS

Commercial businesses are defined as those that sell a product or service either to another business or directly to the public. These businesses typically do not include operations such as farming, utilities services, and other government operations, but typically do encompass the wholesale goods market. Commercial businesses serve a vital role in the local economy, both internally and externally. Internally, commercial businesses can be a large source of employment for residents, and fulfilling the professional and personal needs of residents and other businesses. Externally, commercial businesses can be an avenue for outside money to enter a micropolitan economy. An influx of outside money is important, because a community cannot sustain itself if the same supply of dollars merely circulates among resident households and firms. There are several clusters of commercial businesses in Clinton, particularly in the downtown area and the Lyons Business District and Technology Park.

### DOWNTOWN CLINTON

The Downtown Clinton Alliance reports on its website that there are ten different commercial businesses in the downtown area

that are registered members. The businesses are subdivided into the following commercial categories: antiques, collectibles & consignment; jewelry; apparel; and crafts, home décor & gifts. (Downtown Clinton Alliance, 2017). The DCA also counts five restaurants as members (Downtown Clinton Alliance, 2017).

Based on a preliminary survey conducted by the DCA in the summer of 2017, the vacancy rate of downtown storefront is approximately 27%. This rate, however, does not fully capture the magnitude of the vacancy, due to many large properties being empty. The DCA also identified key areas of the downtown that need significant improvement (Rowell, 2017). These include:

- Buildings in poor condition, some of which have been neglected.
- First floor commercial spaces of many properties in the downtown are too large for small retailers or service shops.
- Several large, historic buildings require major capital improvements, such as new roofs, HVAC, and electrical upgrades.
- Some of the buildings in good condition are currently priced too high for investors or entrepreneurs.



- Compliance to code regulations by retrofitting buildings to install new sprinkler systems discourages property development because expenses can be \$30,000 or greater.
- Lack of nightlife amenities and an inconsistency of business operating hours, which can confuse or discourage shoppers.

#### **LYONS BUSINESS AND TECHNOLOGY PARK**

The Lyons Business and Technology Park is a step towards fostering technology and other service based firms in the City of Clinton. Phase One of the project included the development of twenty five acres and saw the arrival of businesses such as Data Dimensions, the Ashford University Call Center, and the Winkel, Parker, Foster CPA group. In 2015, First Wealth Financial Group moved into the technology park, completing the leasing out of the first phase of the park. Phase Two is now underway, with lots along a new extension of 19<sup>th</sup> Avenue Northwest being developed and marketed (City of Clinton, 2017). The ultimate plan for the technology park includes the development of 109 acres, although it is unclear how this will be portioned among phases. The sale and development of all technology park land is

overseen by the Board of the Lyons Business District and Technology Park (City of Clinton, 2017).

#### **CREATING RETAIL SPACES**

It is hardly a matter of debate that business conditions in Clinton need to improve before there can be a reasonable expectation of attracting more commercial businesses to the city. This is already occurring in the Lyons Business District and Technology Park, where lots are being sold and developed in a manner that keeps maintains business clusters, which are generally seen as beneficial because of the professional and social networks that emanate from them. In the eyes of a potential new commercial business considering locating in Clinton, the Lyons Business District and Technology Park is an example of a move-in ready, business oriented location. However, Clinton's traditional hub of commercial activity, the downtown area, is not at all in the same position. The downtown is in effect overbuilt, as its stock of buildings and infrastructure exceed the quantity demanded by current and prospective businesses. Many of the would-be spaces are too big, in too dire a state of disrepair, or both. Consequently, better communication between commercial property owners and business proprietors needs to take place to ensure that mutually beneficial property transactions can take

place. Clinton's recent prioritization of development of along its fringes has proven to be detrimental to its downtown, which now suffers from a lack of commercial, retail, and residential tenants.

### MAINTAINING CURRENT COMMERCIAL BUSINESSES

Number of Employees	Number of Businesses (Per Size Group)	Total Number of Businesses	Percentage of Total Business	Total Percentage of Businesses
All Businesses	1,148	-----	100.0%	----
Less than 4	611	611	53.2%	53.2%
5-9	237	848	20.6%	73.7%
10-19	133	981	11.6%	85.5%
20-49	98	1,079	8.1%	94.0%
50-99	31	1,110	2.7%	96.7%
100+	38	1,148	3.3%	100%

Figure 28. Businesses in Clinton County by Employment (U.S. Census Bureau, 2017).

Previous generations in Clinton were able to enjoy a vibrant downtown, one that thrived by employing mixed-use development among the edifices of the city's core. However, an attempt to re-implement this model of development will not be successful if a sufficient customer base is not present. Consumers are more likely to shop at a retail outlet if others exist alongside it, which is to say, within walking distance. Thus, by promoting dense and compact commercial business districts within Clinton,

instead of sprawling outward toward western fringes, the City can facilitate the retention of retail dollars within the community, and even possibly attract outside dollars in the process. The city of Galena, Illinois, located just fifty miles north of Clinton, has been particularly successful at employing such a strategy, as its retail businesses now enjoy a catchment area substantially larger than a town of 3,250 people would traditionally support.

### SMALL BUSINESSES

#### CURRENT STATUS OF SMALL BUSINESSES IN CLINTON

Small businesses are typically defined as those that employ less than fifty workers. This is the standard to which we will adhere in this report when referring to such businesses in Clinton County.

Small businesses lie at the heart of the Clinton County business landscape. Of the 1,148 registered businesses within Clinton County, 1,079 (94%) fall under this designation. Nearly 75% (848) employ less than ten workers, and over half (611) have less than five. In fact, just thirty eight businesses in Clinton County (one out of every thirty) employ more than 100 workers. (U.S.Census Bureau, 2017).

There are three industries in Clinton whose location quotients are currently greater than 1.0: Manufacturing (2.40), Education

& Health Services (1.17), and Information (1.03). Such industries already possess a competitive advantage, and therefore should receive heightened attention when assessing optimal areas for economic development in Clinton. In the manufacturing sector, where large companies predominate, 34 of the county's 52 firms (65%) employ less than 50 workers. In both the information sector (eighteen of twenty) and education & health services sector (120 of 133), this figure reaches 90%. (U.S.Census Bureau, 2017).

### **COMPETING AGAINST BIG BOX STORES**

Many national retail and restaurant chains have come to Clinton in recent years, although nearly all have opened along the Lincoln Highway. Such expansion has left pedestrians with limited access to the city's newest businesses and disconnects these businesses from both the downtown and the Lyons Business District. Retail expansion in this manner has pulled consumer dollars away from downtown and into the outer reaches of the city, but at the same time has done nothing to enhance or shape Clinton's identity. This sentiment was reflected in our discussions with current and former Clinton residents, who claimed that the city's sense of cohesion was progressively eroding.

In the past several years, however, the tide appears as if it may have begun to turn with respect to consuming goods and services in Clinton. Perhaps more aware of the effects national chains have on local businesses, residents appear to have made a greater effort to shop local. One small business of a boutique shop in Lyons theorized as to why. "I think everybody got in that big-box store craze and now they're getting tired of it and want a quiet atmosphere to shop," said Rhoni Hardstock, owner of Rockin' Rhoni's. (Moffitt, 2017). According to Hardstock, the store is attempting to differentiate itself from larger retailers by offering an upscale atmosphere with reasonable prices, as well as free gift wrapping for all purchases.

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*Five businesses in Clinton County have been certified by the Iowa Economic Development Authority as targeted small businesses, which are those "owned, operated, and actively managed by a female, a minority person, a person with a disability or a service-connected disabled veteran." (Iowa Economic Development Authority, 2017). Two of those businesses are based in Clinton.*

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## RESOURCES FOR BUSINESS SPACES

One concern that is having an outsized effect on both existing and potential small businesses is the lack of move-in ready space. Factors that affect where business locates include the amount of space available, price per square foot, location (in relation to other businesses and proximity to customers), and the degree to which the space is currently outfitted with fixtures and utility access.

Connecting commercial property owners and business owners is one of the first and easiest ways to combat the issue of business-ready space. The Clinton Regional Development Corporation (CDRC) has assembled list of properties available for rent by businesses, although it is unclear how many prospective businesses know about this resource. (Clinton Regional Development Corporation). As of December 2017, there were eight properties listed, primarily industrial, and ranging from 11,000 to 300,000 square feet. Of these, only five had buildings already assembled, further limiting the options for what could be considered move-in ready business space.

## DOWNTOWN SPACE

However, for most small businesses, 11,000 square feet is too large and too expensive of a space to begin operations in. In fact, businesses in the retail and service sectors generally prefer smaller spaces in an area with heavier foot traffic. While downtown Clinton possesses retail infrastructure in the form of its historic buildings, a significant degree of rehabilitation is necessary before many can be considered “move-in ready”.

However, there are some issues that need to be addressed in order to revitalize downtown Clinton. The first issue is that Clinton lacks a critical mass of businesses in its downtown. There are not enough businesses in on one single block in the downtown that they naturally attract are large amount of shoppers who, although they only came downtown intending to visit one store, end up visiting more because those stores are close by and appealing.

The second issue is that the building owners are not actively or effectively advertising the availability of ground floor space to potential tenants. While the information on the CDRC’s website is a step in the right direction, there is not yet a centralized and comprehensive list that advertises available business space in the



city and the county to potential new businesses or to local businesses looking to expand.

One potential remedy to these problems is to offer an initial period of discounted rent for businesses that elect to locate in spaces in need of restoration. It is possible that the City would need to provide some degree of financial support in order to help realize such an option, although the extent of such is unknown absent further fact finding.

Lastly, the process of white-boxing seems to be an especially attractive option for attracting business tenants to downtown Clinton. This technique involves erecting interior, freestanding walls that divide a larger open floor plan into smaller areas, which can then be rented out individually as office space for small businesses. This could possibly be instituted in conjunction with the establishment of a co-Lab in Clinton, as mentioned earlier.

## LABOR FORCE ANALYSIS

Labor force refers to the sum of employed and unemployed population. In 2016, total of 23,910 people were in the labor force of Clinton County, of which 22,710 were employed. During the last ten years, the unemployment rate of Clinton County has been lower than the national average. However, the National

unemployment rate has been decreasing rapidly and reached closer to Clinton County's rate of 4.9% in 2016.

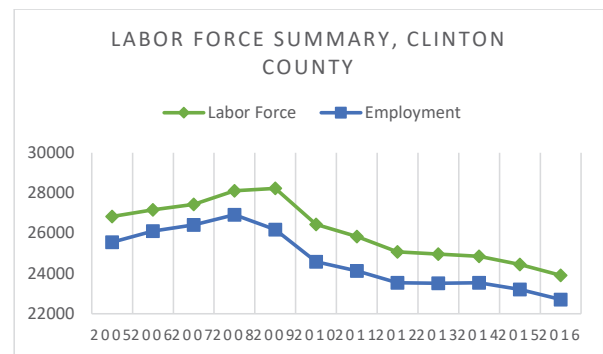


Figure 29: Labor Force Summary, Clinton County; Source: Bureau of Labor Statistics

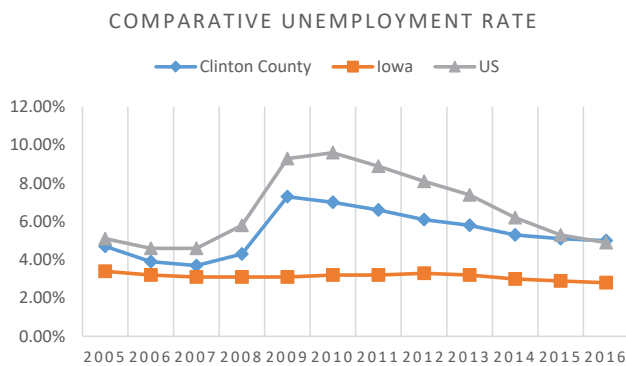
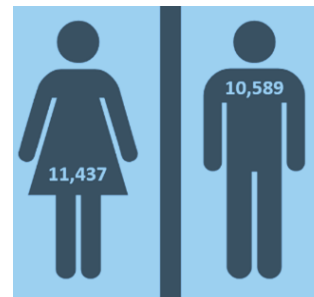


Figure 30. Jobs by Worker Race, Source: US Census Bureau 2015

Jobs by Worker Race	2015	
	Count	Share
White Alone	21,026	95.5%
Black or African American Alone	633	2.9%
American Indian or Alaska Native Alone	63	0.3%
Asian Alone	134	0.6%
Native Hawaiian or Other Pacific Islander Alone	9	0.0%
Two or More Race Groups	161	0.7%

Figure 31. Unemployment Rate; Source: Bureau of Labor Statistics.

## EMPLOYMENT DEMOGRAPHICS



By 2015, 51.9% of the total employed were female and 48.1% were male. 51.8% of the employed population is between the ages of 30 – 54 years.

Earnings	Count	Share
\$1,250 per month or less	6,141	27.9%
\$1,251 to \$3,333 per month	7,576	34.4%
More than \$3,333 per month	8,309	37.7%

Figure 32. : Earnings of Clinton county employees, Source: US Census Bureau 2015.

## INFLOW/OUTFLOW JOB ANALYSIS OF CLINTON COUNTY

According to the inflow-outflow analysis from On the Map, 13,157 workers are both living and working in Clinton County. An additional 8,869 people are employed within the county, but live outside, while 10,950 people live in the county and work outside.

Home locations of people who are employed in Clinton County

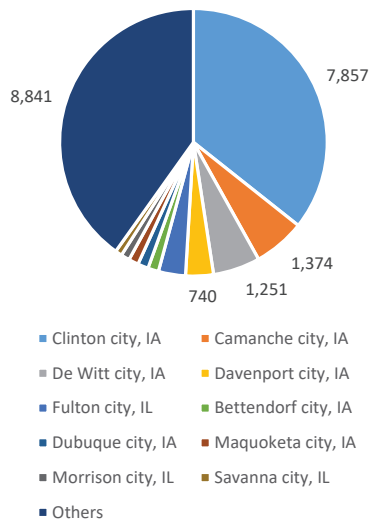


Figure 34. Home locations, Source: On The Map, US Census Bureau.

Work locations of Clinton County residents

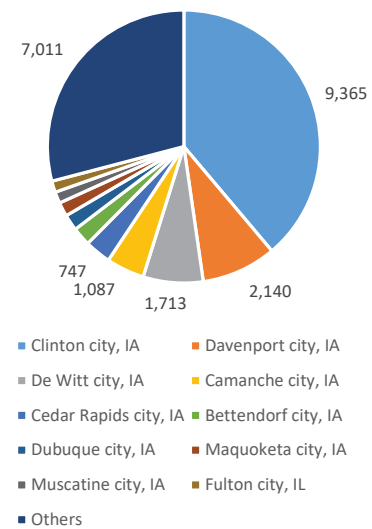


Figure 33. Work locations, Source: On The Map, US Census Bureau.

In terms of home locations, 36% of the employed population of Clinton County live in the City of Clinton, followed by Camanche (6.2%), De Witt (5.7%), Davenport (3.4%), Fulton (3.3%), and other cities. Similarly, most of the Clinton County residents live in the City of Clinton (39%), followed by 8.9% in Davenport, 7.1% in De Witt, 4.5% in Camanche, and other cities.

We determined the move-in probability of workers if a new company is established in Clinton. The data obtained from On the Map is used to account the move in probability and suggests that approximately 49.25% of the workers at the new company will move into the city. The probability percentage is subject to change due to the attractiveness of the job. For example, if the proposed wage at the company is higher than the average earnings of the County, the possibility of move in will increase.

## OCCUPATIONAL PROJECTIONS

The Iowa Workforce Development publishes annual profile report for each region in the State of Iowa. Clinton County is part of the Iowa Workforce Development Region # 9, which includes Jackson, Scott, and Muscatine County (Iowa Workforce Development, 2014). The report identified top growing industries by employment, list of prospective jobs and jobs that have the highest number of annual openings in the region.

### TOP INDUSTRIES

The Ambulatory Health Care Services industry is listed as number one growing industry with a 27.8% projected increase between

2014 and 2024 in Region 9 (Iowa Workforce Development, 2014). Management of Companies and Enterprises (24.9%) and Warehousing and Storage industry (23.1%) followed. Even though the Health Care industry is expected to grow in the region, Table 13 showed that the current Health Care sector of Clinton County lost 16% of its employment between 2010 and 2015, with a compound annual growth rate of -3.38%. Therefore, it is important that the Economic Development goals address these issues, as well as developing strategies on how Clinton should put its' efforts to promote and flourish the listed top industries.

### HOT JOBS

The occupation that has the highest growth rate in the region is Speech language pathologist, with annual growth rate of 2.8% (Iowa Workforce Development, 2014). Currently, Saint Ambrose University in Davenport, University of Northern Iowa, The University of Iowa, and the Iowa State University offers Speech-Language Pathologist program. There is a lack of data to check if Clinton has the required number of professional with "hot-jobs". In other words, additional detailed workforce analysis is need to be conducted to identify the deficiencies of local skilled workforce.

For example, as part of the growing health care industry, registered nurses are identified as one of the "Hot Jobs" in the region with an annual growth rate of 1.8% (Iowa Workforce Development, 2014). The Clinton Community College offers Nursing – Associate Degree and Practical Nursing – Diploma at the Clinton Campus. However, we learned from our interviews that the supply of nurses are usually lower than the demand,



resulting in lack of registered nurses at the medical clinics in Clinton. Therefore, it is important to address the gap between supply and demand of nursing professionals and the other associated professionals in the industry both in the short and long term.

#### CHAPTER SUMMARY

Clinton's long history as a predominantly manufacturing community has shaped the City in both positive and negative ways. Manufacturing continues to employ the largest number of employees (nearly 4,500 workers) in the region. Today, there are over 50 manufacturing firms in Clinton County. As Clinton's only industry with a significant comparative advantage, manufacturing has been declining in the region in recent years. Its overall competitive advantage also appears to be diminishing, as seen through the shift-share analysis.

Other industry sectors in Clinton, such as retail, are non-basic or self-serving to the community, due to competition from other regional economies, such as the Quad Cities and Dubuque. Although these industries are important to serve the local population, they do not bring in significant outside dollars to the community that impact the economy.

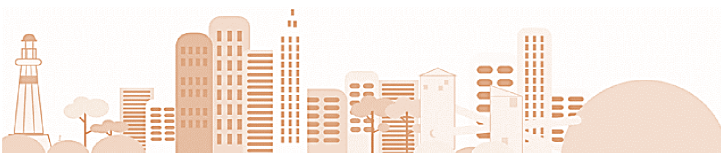
Clinton has three primary clusters of commercial areas: downtown, Lyons, and the Technology Park. These areas, with their existing infrastructure and commercial base, can accommodate new businesses.

Most of the businesses in Clinton County can be classified as "small businesses."

Many of the new businesses that have arrived in Clinton are located on the west side of the City. These businesses are not typically within walking distance for most residents, requiring a personal vehicle to access the area. The western development has also led to neglecting the downtown. However, one of the major issues with recruiting small businesses in the downtown area is the lack move-in ready commercial spaces that are small enough to accommodate modern businesses.

## CHAPTER FOUR: OUTREACH

- Interviews with community members
- Survey
- Strategic Planning Workshop



*Community outreach is essential to any plan, and economic development is no exception. Because an economic development plan has the potential to affect many aspects of a community, it is critical that a be guided by outreach and community feedback. Outreach for this plan consisted of interviews with community members, a college student survey, and a strategic planning workshop. Interviewees included business and community leaders, city officials, and students at Clinton Community College. In addition to interviews, Clinton residents attending CCC were given a survey that addressed local young professionals' views of the city. The strategic planning workshop brought together over a dozen leaders representing various organizations and businesses to share their insights and concerns about Clinton, providing invaluable input into the planning process.*

#### **INTERVIEWS WITH COMMUNITY MEMBERS**

Interviews were conducted to better understand the perceptions within the community about the city, advantages and disadvantages related to economic development, and current gaps in existing businesses and services. The interviewees included the City of Clinton, Clinton Regional Development Corporation, Clinton Area Chamber of Commerce, and the Downtown Clinton Alliance.

The following is are major points that were discussed during these interviews:

- The Clinton campus of Eastern Iowa Community Colleges does not offer the skills most in demand within Clinton's economy, and consequently does not effectively retain the individuals that it educates. For some programs, students go to Scott Community College (SCC) in Davenport, a commute of approximately forty minute each way. In many instances, students tend to remain in the Quad Cities after completing their studies at SCC. Interviewees also mentioned that there is a lack of people trained in working with chemicals, a trade highly sought after by local manufacturing companies, as well as a deficit of skilled workers such as welders, electricians, medical assistants, nurses, paramedics, and phlebotomists.
- One-way streets near the downtown, as connections to the Lincoln Square District, make finding and accessing downtown businesses difficult.
- There are no activities or places to congregate for young adults. The current public recreation center is located on the west side of the city, out of reasonable walking

distance from many neighborhoods. Opening a new youth center in downtown would be an asset to the community.

- The empty downtown storefronts create an unwelcoming feeling, and city administration should help small businesses.
- The economy needs to be diversified. Supporting small businesses is one way of doing that.
- The riverfront is a great community asset and it is free to access. However, it severely lacks amenities such as bathrooms, retail shops, and food and beverage vendors.





## SURVEY

The surveys we distributed were designed to collect information about the factors that are causing a decline in the proportion of young people in Clinton, as well as their willingness to stay in the area if better opportunities existed. The target group of the survey were students attending Clinton Community College (CCC) who are residents of the city.

Approximately 1,700 students are enrolled at CCC (Clinton Community College, 2017). As of 2017, 343 students from Clinton proper were enrolled at the college, and were the population of the survey. A combination of electronic and paper surveys were distributed in November 2017. In total, seventy three responses were collected, for a survey response rate of 21%. Of the respondents, 73% were female, 23% were male, and 4% preferred not to disclose their gender.



## Overview of the survey results



44.4% of the total respondents said they are planning to obtain job in Clinton area after graduating the Clinton Community College.

57.5% of the total respondents picture themselves living in the area.



Family ties to the community, cost of living and a good place to raise a family are the most important factors to stay in Clinton.



Career opportunities offered in other places were selected as the biggest reason to leave Clinton.

**80%**

of the respondents said that they would be extremely likely or somewhat likely to live in Clinton if quality career or business ownership opportunities were available.



26% rated the ability to walk or bike in town as extremely good, followed by access to parks and recreation and access to healthcare.



15% of people rated maintenance of local streets, utilities, and public buildings as extremely bad.

The lack of activities for young adults and young families was considered as the top category that needs improvement.



## STRATEGIC PLANNING WORKSHOP

The Strategic Planning Workshop was held on November 8, 2017 at the Clinton Chamber of Commerce office. The purpose of the workshop was to engage elected officials, community leaders, local business owners, and other key stakeholders in a discussion about the current state of the economy and future economic development priorities of Clinton. The workshop was focused on four main economic themes: Industry/Large Employers, Retail, Small Businesses, and Tourism. These themes were identified, through research, as main sectors that boost economic development through increased export sales or import substitution. 25 individuals were invited, and twelve people from the following organizations attended the workshop:

- City of Clinton
- Downtown Clinton Alliance
- Clinton Community College
- Clinton Regional Development Corporation
- Zirkelbach Home Appliances
- Clinton Community School District
- Clinton City Council
- Lyons Business and Professional Association
- Iowa State University

- Howes & Jefferies Realtors

The workshop was divided into two main activities: a SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats) and Cost-Benefit analysis. The following table summarizes and highlights key points revealed from the SWOT analysis. (Items in **bold** were the most cited areas in each category.)

Strengths	<b>Parks &amp; Recreation</b>   Multi-use trails   <b>Rail Park</b>   Business/TechPark   Fortune 500 Companies   Coordination of City, CRDC, Chamber of Commerce, and Downtown Alliance   <b>Educational System</b>   <b>Long-term local businesses</b>   <b>Mississippi river</b>   Appearance of the Downtown   Manufacturing   Committed People   Affordable   Medical facilities   Young Professionals   Cultural Opportunities   Good retail stores   Existing Infrastructure   Tourists   Attractions   Proximity to Chicago, Des Moines, Quad Cities   Low cost of land & infrastructure   Cohesive Lyons business district	Weaknesses
	<b>Aging Population</b>   Population Loss   Small Business Support   <b>Public Perception/Attitudes</b>   Arts & Leisure   Entrepreneurship Support/Education   Workforce   Housing   <b>Few Business Ready Properties (Retail)</b>   Infrastructure   Volatile Economy   Little Outside Traffic   Highway 30 in Illinois   Brain Drain   Lack of Job Development   No Appeal to 20-somethings   Lack of Progressive Vision   Aging Infrastructure   High Property Taxes   Loss of Jobs   Lack of Qualified Employees   Poor Aesthetics   Lack of Volunteers	
Opportunities	Tourism   Liberty Square   Multiple Business Districts   <b>Many Developers &amp; Grants</b>   <b>Great River Road</b>   <b>Mississippi River Bike Trail</b>   Blue Collar/Good-Paying/Better Jobs   Selection of Retail Businesses   Business Development   Business District Cooperation   <b>Ashford University</b>   Low Cost Land   Trainable Workforce   Affordable Homes   Connections   <b>History &amp; Scenery</b>   Regional Branding   Airport   Railroads   Location on Highways   Rail Park   Proximity to Chicago   Attractive to Western Illinois Businesses/Residents   Economic Conglomeration (from Fortune 500 companies)   Spaces to Upgrade to New Retail Concepts   Development in the East End of the Lyons Business District   Small Business Capital   Growth through Taxes	Threats
	<b>Changes in the Iowa State Budget</b>   Workforce Attraction   Retention of Youth   <b>Low-to-Moderate Income Population</b>   Higher Education   Housing Stock   Businesses Outside of Clinton   Empty/Unmaintained Buildings & Housing   <b>Declining Population</b>   Volatile Economy   Outside Perceptions   Clean Waters Act   Unpredictable Weather   National & Local Funding Sources   Online Shopping   Internal Pessimism   Past History   Lack of Jobs for Younger Generation   Monolithic Industry   Economic Inadaptability   Municipal Financial Instability   Loss of Tourism Income	

Figure 35. Summary of SWOT analysis.



## **STRENGTHS**

Through the strategic planning workshop, it was indicated that the Mississippi River is one the community's biggest assets. The river's ports to shipping routes are essential for industries. Its natural features contribute to the beautification of the landscape. The Mississippi also gives Clinton a distinct identity that separates it from other similarly-sized towns in Iowa. It also serves as tourist attraction.

Aside from the Mississippi, the "big three" themes—businesses, employees, and quality of life—were discussed at the workshop. The presence of long-term, small businesses represents the past economic strength of the city. Employees and their families benefit from the strong local education system, including a strong primary and secondary education is important to the growth of a community, and the need for access to proper job training and retraining has been brought up throughout information gathering. The community's parks and recreation infrastructure also support the quality of life of its residents, which is important in attracting both skilled workers and employers to Clinton.

## **WEAKNESSES**

During the SWOT analyses and workshop discussions, the most frequently cited weakness was the negative perception that Clinton residents have of their own city. This problem, however, cannot be directly solved by simply fixing roads or attracting new businesses. The other two most commonly cited negative issues include the aging population (and associated problems of lack of young professionals/families, rising healthcare costs, and ownership succession for small businesses) and lack of business-ready retail space. The concern over retail space is especially prominent in downtown, where many ground floor spaces sit vacant because they are too large, too expensive, or in a state of disrepair.

## **OPPORTUNITIES**

The biggest opportunities that Clinton's leaders see are the number of developers that want to work in the city, along with the availability of development funding through regional, state, or national sources. Clinton has a large amount of vacant properties with potential for development in its downtown and historic neighborhoods, as well as developable open space. Renovating current buildings, however, is preferred to new

developments. Similarly, the campus of the former Ashford University is vacant, containing historic architectural features.

## THREATS

An uncertainty regarding how much future funding will be available for communities like Clinton is a major concern. Diminishing populations and wealth were similarly discussed as concerns of the community. These trends can negatively impact the local economy unless interventions occur.

## INDIVIDUAL PRIORITIZATION RESULTS

After the SWOT analysis was completed, the participants were presented with a list of subthemes that consisted of economic development strategies. Participants then discussed the costs and benefits of each strategy. From the discussion, priorities started to emerge. The activity also facilitated discussion among participants about the costs and benefits of each strategies of improving the economy, along with the capacity of the City to implement them.

At the end of the session, all participants had a chance to rank his or her top three priorities, through a voting process. Three points were awarded if an option was a participant's first choice, two for a second choice, and one for a third choice. The rankings of

all those options which received votes are shown in the following table and assorted by descending amount of total points. Business Attraction collected the highest score, receiving four and one half first place votes. Marketing and Branding (of Clinton) and Business Retention ranked second. Quality of Life (Amenities, Parks and Recreation) ranked third.

Subthemes	1st Choice	2nd Choice	3rd Choice	Total Points
<b>Business Attraction</b>	4.5	0	0	13.5
<b>Business Retention</b>	2	2	0	10
<b>Marketing &amp; Branding</b>	0	2	6	10
<b>Quality of Life: Amenities:</b>	1	2	1	8
<b>Parks &amp; Rec</b>				
<b>Business Expansion</b>	1.5	1	0	6.5
<b>Workforce Training</b>	0	2	2	6
<b>Residential</b>	0	2	1	5
<b>Development/Improvements</b>				
<b>Small Business Capital</b>	1	0	0	3
<b>Ashford Redevelopment</b>	1	0	0	3
<b>Downtown Revitalization</b>	0.5	0.5	0	2.5
<b>Lyons Business District</b>	0.5	0.5	0	2.5
<b>Revitalization</b>				
<b>Small Business Support</b>	0	0	1	1
<b>Entrepreneurialism</b>	0	0	1	1

Figure 36. Prioritization results from planning workshop attendees.

## CHAPTER FIVE: SYNTHESIZE

- Guiding Principles
- Prioritization Process
- Feasibility Process
- Alignment of Findings



*Given the different challenges affecting the economic environment in Clinton, along with limited resources, a focused approach is essential to improve economic development. Key findings from the research are identified here to inform proposed economic development efforts. The tools and overall approach to formulate solutions are also discussed. Furthermore, the information presented, along with the recommendations and actions included in the following chapter, are essential first steps toward establishing a foundation that will enable future, more traditional, economic development activities to occur.*

*Goals for the plan began as general, overarching ideas. As more research and analysis was conducted, specific details began to emerge, while key issues need to be addressed. This chapter introduces the framework and processes used to develop subsequent recommendations for the plan. Using the data collection and research findings, information was assessed and synthesized to identify the most effective recommendations that will achieve both short- and long-term economic development goals.*

## **CHALLENGES AND EXISTING ASSETS**

Underutilizing the downtown business district and low-density developing on the west side of Clinton have profound impacts on

the local economy. The general perception of a community is often associated with its downtown. Clinton's downtown vacant properties and overall aesthetics are challenges to address. Recruiting small businesses in Clinton's downtown area is difficult due to the lack of move-in ready commercial spaces that are in appropriate condition for small businesses. Also contributing to the downtown area being neglected is the new development occurring on the west side of the City, where land is readily available at a lower cost.

Despite the current condition of the downtown area, it has the potential to benefit from many of its positive aspects. The downtown has extensive historic character and many of the buildings could accommodate new commercial and residential tenants. Transportation infrastructure readily serves the area. The proximity to the Mississippi River also makes the downtown an attractive area for redevelopment.

A major factor impacting Clinton's social and economic trends is the lack of different types of businesses to create a robust economy. This can be attributed, largely, due to the local economy being based primarily on the manufacturing sector. As seen in the industry analysis of this report, Clinton's manufacturing sector has experienced a diminishing competitive



advantage in recent years, which is problematic because it is the only industry in the area that brings in outside revenue, in a significant amount, to the region.

Although there has been a decline in the manufacturing sector, it remains a strength of the community. For example, the proximity and large presence of manufacturers in the area can potentially support new firms that supply materials and support services to the manufacturers. The infrastructure also exists for new manufacturers to locate to the area.

Based on the research conducted for the plan, a skills gap exists between the qualifications of the local workforce, and the skills needed by local employers. Clinton Community College is poised to help alleviate this issue. However, its programs offered do not fully align with the skills needed by the employers, and an opportunity for adjusting programs exists. However, before educational and training programs are adjusted or added, additional research about industry needs would be beneficial.

Clinton faces competition to compete for businesses, workers, residents, and amenities from other regional economies. Dubuque and the Quad Cities, for example, tend to offer more perks to potential business owners, customers, or residents.

Making Clinton more business accessible and appealing to individuals is critical for future economic success. Quality of life aspects and amenities that Clinton could leverage to attract new businesses and residents include its low cost of living, a highly ranked high school, Clinton Community College, a variety of recreational options, and tourist attractions, such as the riverfront. Its existing transportation infrastructure (highway, rail, air, and water) can also appeal to new businesses.

Institutional capacity is a fundamental issue to address for economic development. The opportunity for more collaboration between economic development agencies exists to prevent duplication of efforts and more efficiently serve local businesses. Also, the City of Clinton is understaffed and could benefit from adding new planning and development staff members. Additional development personnel would allow the city to complete the foundation necessary before moving with other more traditional economic development efforts.

The Clinton Progress Coalition is a new collaboration between the DCA, Chamber, Lyons Business and Professional Association, County Board of Supervisors, School District, business owners, nonprofits, and others local organizations. This partnership is a step in the right direction towards a comprehensive approach to

economic development in Clinton. However, the Coalition is “looking for a facilitator” to implement its goals strategies (Covey, 2018).

## GUIDING PRINCIPLES



Figure 37. Guiding Principles.

Derived from the EPA Toolkit, the guiding principles of *Supporting Businesses*, *Supporting Workers*, and *Supporting Quality of Life* address issues affected by economic development (2016).

### **Supporting Workers** –

Promote good-paying jobs, provide job skill training and retraining, and encourage amenities that attract workers.

**Supporting Businesses** – Communicate the availability of local and state funding, create business spaces, and revitalize the core downtown.

**Supporting Quality of Life** – Highlight Clinton’s natural amenities and create an attractive place for workers and families.

## PRIORITIZATION PROCESS

After brainstorming a list of issues that affect economic development in Clinton, a “prioritization process” was used to order the issues based on their significance. The prioritization process closely examines each issue through four steps. Once an issue has successfully passed through the process, it is prioritized and used to inform solutions that will improve Clinton’s economy.

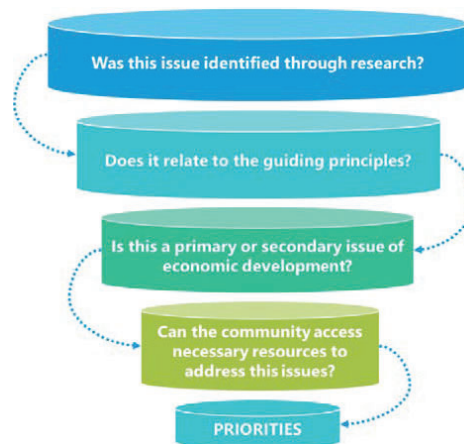


Figure 38: Prioritization Process

## FEASIBILITY PROCESS

To develop the most effective and viable action items to support long-term goals, a “feasibility process” was created and used. The process involves four steps to assess proposed courses of action. Upon sufficiently meeting the criteria of the feasibility process, an action item is then attached to a strategy that supports economic development.



Figure 39: Feasibility Process

## ALIGNMENT OF EXISTING PLANS

### BUSINESS ATTRACTION/RETENTION

- The Comprehensive Plan highlights Clinton’s proximity to the Chicago market as economically beneficial, along with the logistical advantages of air, barge, and rail access.
- The Comprehensive Plan stresses the importance of creating a “downtown image.”

- The Comprehensive Economic Development Strategy (CEDS) says to retain and attract (and expand) businesses by increasing SBA and RLF loan activity by 10% by 2020.
- The 2016-18 Strategic Plan indicates the need for the City to continue to work with the Chamber of Commerce and CRDC to market/improve the image of the city.

## WORKFORCE DEVELOPMENT

- One goal of the CEDS plan is a 10% increase the number of trained, skilled employees in the region by 2020 in the following fields: advanced manufacturing; healthcare; and professional, scientific, & technical services.

## QUALITY OF LIFE

- A survey conducted for the Comprehensive Plan indicated that 64% of residents were “satisfied” with the quality of life in Clinton.
- 82.7% of survey respondents for the Comprehensive Plan stated that neighborhood redevelopment should be given special attention by the community.
- One of the overall economic development goals in the Comprehensive Plan is to improve the standard of living for all residents.

- The Comprehensive Plan states that the downtown should be more accessible to individuals.
- The CEDS plan highlights the need to increase workforce housing (of the rental and single-family varieties) by 2% in the region to meet demands by 2020.
- The Strategic Plan states that the City should explore programs to rehabilitate housing.

Based on the comparison of existing community plans to the outreach initiatives and data collection in this report, it is evident that many commonalities exist. The similarities between previous plans and efforts of this economic development plan provide guidance to move the community forward through a collective vision. Furthermore, the consistencies seen between the previous plans and this plan can help bolster the community's future economic development efforts when applying for grants, for example.



## CHAPTER SIX: DELIVER



*The recommended action items of this economic development plan are divided into four goals, informed by the three guiding principles. Each goal is organized into one or more strategies. Every strategy is made up of one or more action items, which are specific, implementable recommendations. Action items that are naturally connected—either one action item must be completed before the other can be implemented or it is best practice for two or more action items to occur simultaneously—are clustered under a single strategy. The action items are arranged in an intuitive, easy-to-follow format that identifies the key administrator of the item, timeline for implementation, sources of funding and cost estimate, as well as a description of the action item and a quick outline of the implementation process.*

The following table is a summary of the action items by goal and strategy. Indicator is the metric by which the action items should be evaluated. Source is the organization that can provide data for the indicator.

Action item		Indicator	Source
<b>Goal 1: Support institutional capacity to increase economic development functions.</b>			
Increase staffing capacity to guide strategic growth and development.			
1.1.1	Hire planning and development personnel to address new and immediate planning needs.	Number of planning, development staff in city.	City of Clinton Human Resources
Strengthen the coordination of economic development efforts.			
1.2.1	Create an umbrella organization for DCA, CRDC, and the Clinton Area Chamber of Commerce in order to better communicate with the city and developers and potential or current business owners.	Existence of charter with mission statement, vision and organizational structure chart.	New organization
<b>Goal 2: Support business through strategic funding and fostering a more accessible and accommodating environment.</b>			
Strategically attract, retain, & expand key industries in the area.			
2.1.1	Leverage the Renewable Chemical Tax Credit and target biochemical production firms.	Number of biochemical production firms.	CRDC
2.1.2	Facilitate the availability of "white box" spaces in downtown through loans for construction to building owners for building rehabilitation.	Number of business-ready spaces within DCA boundary.	DCA
2.1.3	Create and utilize a revolving loan fund (RLF) for gap financing towards targeted businesses.	Number of businesses utilizing RFL in DCA boundary.	DCA
2.1.4	Adopt a city resolution to concentrate initial redevelopment of a core block within the downtown neighborhood.	Approval of resolution.	City council
Make the local business environment more accommodating to manufacturers in the area and small businesses in the downtown.			
2.2.1	Provide alternative options to address high renovation and sprinkler installation costs.	Number of businesses utilizing fire safety renovation funds.	City planning department
2.2.2	Pass business license city ordinance, complete with a processing, renewal, and enforcement structure.	Business licenses ordinance adopted and enforced.	City
2.2.3	Advertise business resources and create an inventory of grant and funding sources.	Information added to all organizations websites.	City, CRDC, CACC, DCA
2.2.4	Develop a start-up guide for businesses.	Existence of start-up guide (hard copy and online).	CACC
2.2.5	Convert city owned one-way streets near downtown to two-way.	Decrease in number of one-way streets.	City Streets Department
<b>Goal 3: Support workers by providing appropriate training and education opportunities.</b>			
Align workforce skills as industry needs evolve through local education training programs.			
3.1.1	Increase the number of courses for relevant and immediately useful skills and degrees at the Clinton community college.	Increase of programs at CCC campus matching jobs needed by area employers.	CCC, CRDC

3.1.2	Use internship and externship programs to link high school and Clinton Community College students with businesses.	Number of participants in internship/externship programs.	CDRC, CCC, area high schools
<b>Goal 4: Increase the quality of life for residents of Clinton by identifying housing needs and enhancing the downtown.</b>			
Analyze housing needs and promote infill housing to reduce sprawl and minimize future infrastructure costs.			
4.1.1	Complete a comprehensive housing needs assessment.	Completion of housing needs assessment.	City planning office
4.1.2	Rezone neighborhoods immediately adjacent to downtown to allow for higher density housing development.	Changes in zoning map for more dense residential development.	City zoning map
4.1.3	Incentivize and encourage upper story residential properties in the downtown.	Number of properties with fees reduced.	City planning office
Pursue new programs to improve the image of the downtown.			
4.2.1	Establish an art mural program in downtown Clinton.	Number of murals located within DCA boundary.	DCA
4.2.2	Leverage the Historic Preservation and Cultural & Entertainment District Tax Credit.	Number of square feet of space created by utilizing the credit for rehabilitation expenses.	DCA
4.2.3	Update design guidelines for downtown signage.	Number of new signs that meet new established criteria.	DCA
4.2.4	Establish a façade improvement program to upgrade the facades of downtown commercial businesses.	Number of storefronts improved by this program.	DCA
4.2.5	Apply to become a member of Main Street Iowa.	Acceptance of community into Main Street Iowa program.	DCA



**Goal 1: Reinforce economic development efforts through coordination, cooperation, and of economic development organizations.**

*From the synthesis of research and findings of this report, it was revealed that the City of Clinton does not have planning and development personnel that exist in Clinton's peer communities. The opportunity to enhance coordination between local economic development organizations also exists. This section provides key recommendations to improve Clinton's capacity for economic development.*

**GOAL 2: SUPPORT BUSINESSES THROUGH STRATEGIC FUNDING AND FOSTERING A MORE ACCESSIBLE AND ACCOMMODATING ENVIRONMENT.**

**GOAL 3: SUPPORT WORKERS BY PROVIDING APPROPRIATE TRAINING AND EDUCATION OPPORTUNITIES.**

**GOAL 4: INCREASE THE QUALITY OF LIFE FOR RESIDENTS OF CLINTON BY IDENTIFYING HOUSING NEEDS AND ENHANCING THE DOWNTOWN.**



**STRATEGY 1: INCREASE STAFFING CAPACITY TO GUIDE GROWTH AND DEVELOPMENT.**

*Based on a review of peer community websites, the City of Clinton's lack of planning and development personnel puts it behind its peer communities with the capacity to address these needs.*

STRATEGY 2: STRENGTHEN THE COORDINATION OF ECONOMIC DEVELOPMENT EFFORTS.

### **1.1.1. Hire planning and development personnel to address new and immediate planning needs.**

*Lead Actor – City of Clinton*

*Supporting Organizations – N/A*

*Timeline – 2 years for initial establishment, 5-6 years to reach full strength*

*Funding – City budget*

*Cost Estimate – \$150,000 to \$250,000 annually based on three additional staff members*

**Context** – The staffing analysis of Clinton’s planning and development staff indicates a critical need to hire a city planner and economic development coordinator. Cities in Iowa of comparable size to Clinton, such as Muscatine, Fort Dodge, Burlington, and Mason City, all have community/economic development or equivalent planning departments. These communities of have planning/development departments ranging from 7 to 16 personnel. Additional support, such as administrative staff, may be needed in the long-term. It is also recommended that the City consider establishing a community/economic development department to address long-term planning.

**Implementation** – In advance of the FY 2019-2020 City budget, begin to discuss the costs of hiring a new planner. Construct a job description and advertise the position.

STRATEGY 1: INCREASE STAFFING CAPACITY TO GUIDE STRATEGIC GROWTH AND DEVELOPMENT.

**STRATEGY 2: STRENGTHEN THE COORDINATION OF ECONOMIC DEVELOPMENT EFFORTS.**

*An opportunity exists to further strengthen the coordination and communications between economic development efforts in Clinton. Strategic coordination will reduce duplication of efforts and improve the effectiveness of services.*



### 1.2.1. Create an umbrella organization for DCA, CRDC, and CACC in order to better communicate with the city and developers and potential or current business owners.

*Lead Actors – DCA, CRDC, CACC*

*Supporting Organizations – City*

*Timeline – 5 years for initial establishment, 10 years to reach full strength*

*Funding – Organization's budgets*

*Cost Estimate – Unknown*

**Context** – The findings of the research for this plan, as seen in the synthesis section, suggests that coordination between economic development organizations in Clinton can be improved. Greater coordination between the organizations could also eliminate duplication of efforts. Furthermore, the November 2017 strategic planning workshop identified marketing and branding efforts as a priority, which could be a consolidated effort between local organizations through a shared organizational structure. Establishing an umbrella organization for economic development could address these concerns. An umbrella organization consisting of a consolidated staff and board could:

- Provide a uniform approach to marketing and branding
- Serve as a single point of contact for all types of businesses
- Coordinate with the City, County, and ECIA to work towards a unified vision for the local business environment
- Support local businesses through technical expertise and resources

- Develop recommendations collaboratively to solve problems that the DCA, CRDC, and CACC face

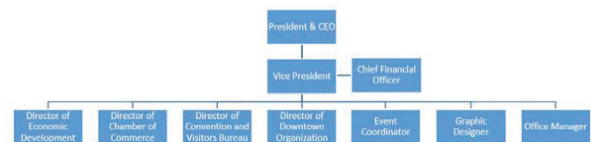


Figure 40. Umbrella organization chart.

**Implementation** – The Clinton Progress Coalition should consider serving as the board to a new umbrella organization. As aforementioned, the group is looking for a facilitator. The umbrella organization should develop a charter, mission statement, and guiding policies to serve as its framework. Clear roles and responsibilities for economic development functions should be defined, such as large business attraction, large business expansion and retention, workforce development, education, small business startups and emerging business development, tourism, infrastructure, housing, quality of life amenities, and downtown development. The umbrella organization would function best by locating all offices in the same space. Several models of economic development organizations exist. The organization should consult these models and discuss what would work best for combining the existing staffs of the current organizations.

#### Examples of other economic development umbrella organizations:

[Greater Burlington Partnership – Burlington, Iowa](#)

[Mount Pleasant Area Chamber Alliance – Mount Pleasant, Iowa](#)

GOAL 1: REINFORCE ECONOMIC DEVELOPMENT EFFORTS THROUGH COORDINATION, COOPERATION, AND OF ECONOMIC DEVELOPMENT ORGANIZATIONS.

**Goal 2: Support businesses through strategic funding and fostering a more accessible and accommodating environment.**

*Economic development cannot happen without businesses nor the people who support them. However, the barriers to starting or expanding a business, or for a customer to shop at a business can be impaired by lack of funding or physical restrictions. The city and state both can make easier the process of starting, attracting, expanding, or visiting a business through funding sources directed at targeted businesses and by physical changes to the city that send signals encouraging customers to shop at local businesses.*

GOAL 3: SUPPORT WORKERS BY PROVIDING APPROPRIATE TRAINING AND EDUCATION OPPORTUNITIES.

GOAL 4: INCREASE THE QUALITY OF LIFE FOR RESIDENTS OF CLINTON BY IDENTIFYING HOUSING NEEDS AND ENHANCING THE DOWNTOWN.



**STRATEGY 1: STRATEGICALLY ATTRACT, RETAIN, & EXPAND KEY INDUSTRIES IN THE AREA.**

Local government should balance its efforts between supporting the local businesses already in the community as well as attracting new businesses that are compatible with the community. By focusing on key industries, local government can better play to the strengths and current economic structure of the region. A strategic focus also provides the most return for each dollar spent in business recruitment, development, and expansion.

STRATEGY 2: MAKE THE LOCAL BUSINESS ENVIRONMENT MORE ACCOMMODATING TO MANUFACTURERS IN THE AREA AND SMALL BUSINESSES IN THE DOWNTOWN

### 2.1.1. Target renewable chemical production firms to locate at the certified site in the Lincolnway Industrial Rail and Air Park.

*Lead Actor – CRDC*

*Supporting Organization – N/A*

*Timeline – 6 months*

*Funding – Utilize new Iowa EDA Renewable Chemical Production Tax Credit as an incentive*

*Cost Estimate – Staff time*

**Context** – Clinton’s manufacturing sector is the largest industry in the region. Much of the area’s existing infrastructure is suited for manufacturing, especially heavy manufacturing. Economic analysis data show, however, that Clinton is losing its competitive advantage in manufacturing. To maintain and improve the strength of manufacturing in the community, it would be highly advantageous to use a new funding option provided by the State of Iowa.

One program that should be utilized as soon as possible in Clinton to attract new, sustainable manufacturing firms is the Iowa EDA Renewable Chemical Production Tax Credit. Renewable chemicals are building block chemicals with at least 50% bio-based content, that is not food, feed, or fuel, and are produced from corn and soybeans, both of which Iowa is a leading world producer. This tax credit is the first of its kind in the nation. The USDA says the credit is the “strongest incentive package for the bio-based chemical industry” (Iowa Economic Development Authority, 2018).

The Clinton area can leverage its strong manufacturing and corn processing industry cluster, existing infrastructure and supply of

biomass to capture the renewable chemical industry by using state funding. The tax credit offers up to \$1,000,000 annually and incentivizes production, based on pounds of product.

**Implementation** – The CRDC should actively recruit renewable chemical manufacturers by promoting the Iowa EDA Renewable Chemical Production Tax Credit. This tax credit should be marketed along with the shovel-ready Lincolnway site that is ready immediately for new manufacturing firms to build upon. The strength of Clinton’s manufacturing cluster, existing transportation and utility infrastructure, and location in an agricultural region should also be emphasized when promoting the tax credit.

### TURNING BIOMASS INTO BUSINESS

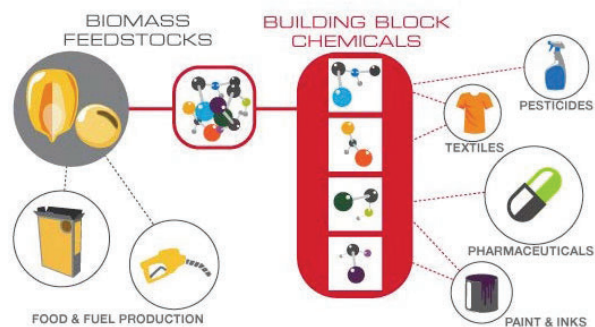


Figure 41. Image source: Iowa EDA.

### 2.1.2. Facilitate the availability of "white box" spaces in downtown through loans for construction to building owners for building rehabilitation.

*Lead Actor – DCA*

*Supporting Organization – CACC*

*Timeline – 2-5 years*

*Funding – Apply for CDBG Downtown Revitalization Fund through Iowa EDA*

*Cost Estimate – Approximately \$30/square foot of finished space*

**Context** – Based on interviews with community leaders, it was identified that there is inadequate commercial space to accommodate small businesses. There is a large availability of vacant storefronts in downtown for businesses to move in to. However, most small, local businesses and start-ups do not require large amounts of space, and so the entire first floor of a building is often far more than a business needs. White-boxing is a method of creating "business-ready" spaces where improvements are made before delivery to business owner. These improvements may consist of installing heating and cooling units with delivery systems, a dropped ceiling with white tiles and lighting, electrical to meet required code, adequate restrooms (ADA-friendly), sheetrock walls ready to be painted, and a concrete floor. In the recent past it has been easier for businesses to locate in newer properties on the western half of the city than the downtown, as they provide small, move-in ready spaces. Encouraging infill in the downtown storefronts "can help improve the overall quality of life for existing and future residents, workers, and visitors. This improved quality of

life also translates into a competitive advantage for local businesses and is critical for strengthening the local economy" (EPA Smart Growth for Small Towns).

**Implementation** - Along with white boxes, low-rent and short-term agreements and revenue-based leases should be encouraged to provide flexible opportunities for retailers, culinary services, and other service providers. Several cities have introduced the white box program, such as Grand Rapids, MI, Detroit, MI, Paducah, KY. These places have utilized CDBG funds, as well as local banks, private donations, and foundation support for financing (Town of Orange, 2015). The DCA and the supporting organizations should collaborate and incentivize existing landlords/building owners to create these spaces in downtown Clinton and to attract variety of local businesses.

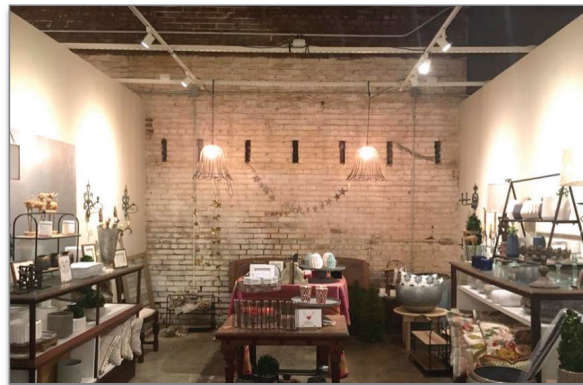


Figure 42. White box retail space at Edge District in Memphis, TN. Spaces are rented at low-cost for one-month limit to encourage tenants to then move into other spaces within the Memphis Medical District, which is undergoing revitalization efforts. Image source:



### **2.1.3. Create and utilize a Revolving Loan Fund (RLF) for gap financing towards targeted businesses.**

*Lead Actors – Clinton County*

*Supporting Organization – ECIA*

*Timeline – 2 years for initial establishment, reviewed and adjusted annually*

*Funding – ECIA, County budget*

*Cost Estimate – ECIA funding ranges between \$375,000 to \$1,000,000, supplemented by local funds from the County ranging from \$100,000 to \$250,000 (recapitalized as needed)*

**Context** – A goal of Clinton’s 2032 Comprehensive Plan is to increase the number of small businesses by supporting local entrepreneurship. One method to help startups and small businesses in Clinton is to establish a new RLF that targets specific businesses. RLFs should not be used for businesses to relocate within the region. Rather, the RLFs should be used to help new businesses establish in Clinton, or for existing businesses to expand.

Dubuque County and Jackson County both have RLF programs through ECIA to create and retain jobs. Current RLF programs through ECIA targets businesses in manufacturing, high tech, and service industries. The program language also emphasizes that applicants should use the funding for fixed-asset acquisitions, such as purchasing land and equipment, or renovating existing buildings.

**Implementation** – ECIA’s existing RLF programs vary considerably and it is up to the County to work with ECIA in developing specific terms and language. Typically, though, down payments for businesses can be as low 10%. The length of repayments is 7-year

terms but can range from 5 to 15-year terms. Interest rates are generally between 4 to 8%, and maximum project size is usually \$250,000. In general, the goal is to lend out approximately \$15,000 per job created or retained but can be as high as up to \$100,000 per job.

Language of the RLF should give preference to targeted businesses that the community wants to recruit or expand, particularly in the downtown. A scorecard or evaluation matrix should be used to assess RLF applicants, with higher weights being awarded to preferred business types. A committee for the RLF should also be established to oversee the evaluation of RLF applications.

ECIA  
**Business Growth** INC.  
Financing for Growing Businesses

#### 2.1.4. Adopt a city policy to concentrate initial redevelopment of a core block within the downtown neighborhood.

*Lead Actor – City of Clinton*

*Supporting Organization – DCA*

*Timeline – 3-5 years*

*Funding – Incremental approach (Façade improvement, signage program, fire safety renovation program, upper-story residential incentives, and other local programs); TIF approach (value capture funds)*

*Cost estimate – Unknown, dependent upon programs implemented and approach chosen*

**Context** – As the traditional economic and social center of the community, the success or failure of downtown Clinton is reflected throughout the region. As mentioned in the assessment of the state of small businesses in Clinton, the downtown lacks a critical mass of businesses. The downtown is traditionally measured as the 28-square blocks between South 1st Avenue and South 8th Avenue, and between South 1st Street and South 4th Street. Within this area are historic commercial buildings, some of which hold businesses, divided up among surface-level parking lots and vacant lots. The patchwork of occupied and unoccupied buildings has the effect of decentralizing the downtown, lessening the impressiveness of century-old buildings and the aggregate effects that businesses and customers gain from having many businesses all in a close proximity and all operational and open.

A concentrated redevelopment effort in the downtown will have positive effects that spread beyond the businesses located there and

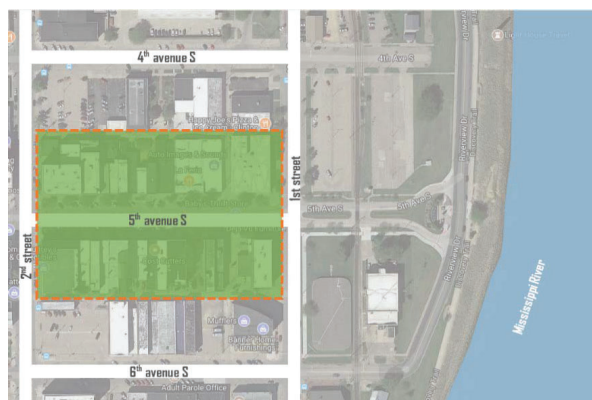


Figure 43. Location map of the suggested block.

the people who shop at them. For the residents of the current downtown apartments, more businesses will not only give them opportunities to shop conveniently close to their homes, but a greater concentration of shoppers and other downtown visitors can give an increased sense of safety to everyone. More people in the downtown will also mean more people within a short walk to the Mississippi River—Clinton’s greatest natural asset.

It is recommended that the designated core downtown zone be the block-faces on South 5th Avenue between South First Street and South 2nd Street. This block has several characteristics and current features which make it an appropriate to serve as center of downtown Clinton redevelopment and business and customer attraction. First, the block was the recipient of a relatively recent streetscape update, including curb redesign, the installation of statutes at the four corners of the intersection at South 5th Avenue

and South 2nd Street. The city has already made an effort to focus infrastructure and beautification projects on the 200 block of South 5th Avenue. Additionally, this block of South 5th Avenue also has one of the highest—if not the highest—concentrations of occupied buildings and businesses in operation in the downtown neighborhood. It is easier to build a critical mass of businesses and apartments where the starting point is set higher.

Lastly, South 5th Avenue is a natural anchor for downtown development because of its proximity to the riverfront, central location in the downtown neighborhood, and previous improvements. Just as it is easier to build a critical mass of businesses where are already existing businesses, it is easier to create a place that attracts people if there are already natural indicators that naturally attract pedestrians (and drivers) to that space.

**Implementation** – For financial and practical reasons, redevelopment in the downtown must take place incrementally. An incremental approach will be accomplished by focusing redevelopment and revitalization efforts on one or two continuous blocks. The specific needs of those designated blocks will be addressed through other recommended programs. Properties in these blocks could take priority for awards through the signage program, façade improvement program, white-boxing efforts, funding for fire safety renovation costs, and the art mural program. After 3-5 years, or when redevelopment projects will have been completed or have funding sources identified and confirmed, the City has the option to identify another block to designate for concentrated redevelopment.



Figure 44. A view of 5th Avenue South facing east towards the Mississippi River. The riverfront is less than two blocks away. Image source: Author..

There are several methods to revitalizing a downtown. Two methods are proposed below, reflecting different development approaches and funding models. Regardless of the funding source, financial incentives should be linked to desired outcomes, including but not limited to setting required hours of operation and guaranteed facade/signage improvements.

1. *Comprehensive Incremental Approach:* In this approach, funding for all projects undertaken in the designated block will be funded by pre-existing or otherwise recommended projects, such as the façade and signage improvements programs, Historic Preservation and Cultural & Entertainment District tax credits, and other economic

development funding sources mentioned in this chapter. Buildings will be revitalized in one of two ways. Either landlords need to be incentivized to make improvements, or the building could be sold to a new landlord. The City could offer to either buy the buildings itself and resell it to an improvement-minded landlord or offer to market the building to potential buyers for the current owner.

Businesses looking to locate in Clinton should be encouraged to locate in the downtown core zone, provided that business is the appropriate industry type, can effectively use the available spaces, and is compliant with zoning ordinances and policy. Locating new businesses in the downtown close to each other and existing businesses goes far to reach a critical mass of businesses; it also conveys confidence in Clinton to existing businesses, residents, and other potential businesses.

This recommendation necessarily involves the implementation of several other recommendations from the plan, including the façade program, the signage program, applying for historic building tax credits, building code and ordinance enforcement, and the inclusion of upper-story residential in the downtown.

2. *Tax Increment Financing:* Another funding approach is tax increment financing (TIF). The city of Clinton already has at least one TIF district, but to briefly summarize, a TIF freezes the amount of property tax that a designated area pays to the local taxing jurisdictions. Any increase in property taxes as a result of increased assessed property values from

improvement projects go back to the TIF district to pay for more improvement projects. The state of Iowa allows for a city to use TIF in a designated urban renewal area. An urban renewal area is one that has been declared a slum or blighted and has been reasonably demonstrated to be so. Downtown Clinton meets the requirements to be either a blighted area or an economic development area.

In practice, the City would declare a specific area of downtown as a TIF district. TIFs may last up to 20 years, but due to the small area the team is recommending be subject to TIF at a time, a designated urban renewal area should not have a TIF for more than 5 years.

STRATEGY 1: STRATEGICALLY ATTRACT, RETAIN, & EXPAND KEY INDUSTRIES IN THE AREA.

**STRATEGY 2: MAKE THE LOCAL BUSINESS ENVIRONMENT MORE ACCOMMODATING TO MANUFACTURERS IN THE AREA AND SMALL BUSINESSES IN THE DOWNTOWN.**

The state offers a variety of funding and development resources available to businesses. By making these state resources better known, as well as highlighting the natural advantages of the city and region, Clinton can create a more accommodating business environment and build a reputation as a place where companies come to do business.



### 2.2.1. Provide alternative options to address high renovation and sprinkler installation costs.

*Lead Actor – City planning department*

*Supporting Organizations – DCA, Clinton Historic Preservation Commission*

*Timeline – 1-2 years*

*Funding – Initial seed money created from city budget and/or funds from the ECIA RLF*

*Cost Estimate – \$25,000-\$75,000 annually*

**Context** – Early interviews with city officials revealed that there is a perceived gap between the city fire codes and the existing conditions of older buildings in the downtown. Many buildings are not up to code, which is one of the obstacles preventing them from being filled by ground-floor businesses and upper-floor offices or apartments. However, many of Clinton’s downtown buildings are over 50 years old and necessary renovations—especially sprinkler installation—can cost from \$30,000 –\$60,000 per building. Buildings that are not up to code are limited in their potential uses, and as a result they often sit vacant for long stretches of time. Empty storefronts in downtown represent a loss of potential local services for residents, a loss of potential property tax revenue for the city, county, and school district, as well as diminish the appeal of the downtown.

**Implementation** – The City of Dubuque has a creative and comprehensive approach to address the need for historic buildings to be updated and in compliance with city building codes while at the same time preserving the historic character of the building and keeping renovation costs reasonable for property owners.

#### Funding for fire safety renovations in Dubuque, Iowa

The city of Dubuque also faced the problem of expensive repairs to old buildings when it first began its downtown and riverfront redevelopment efforts. The city officials came up with several connected solutions to address the variety of building conditions, zoning types, and statuses as historic building. Clinton can adopt and adjust some of these solutions in order to address its own issues with redeveloping old buildings.

Dubuque provides an alternative building evaluation method to ensure life safety parameters for historic buildings still comply with the spirit of the building codes while not being too onerous or require expensive renovations. For the full ordinance, refer to Dubuque City Code §14.5.4, complete with historic building evaluation “scorecards”. While some renovations will still be necessary, the ordinance allows a property owner to choose the safety features that best suit the building, provided that the minimum fire safety, means of egress, and life safety requirements are all satisfied (i.e. each of the three categories have a total score greater or equal to zero). In addition to the historical building financial tools below, this alternative building evaluation ordinance finds a balance between preserving a historical building’s features and providing safety to visitors and occupants.

In order to incentivize updates to historic buildings for modern uses while still preserving the buildings’ character, Dubuque has created two historic preservation financial tools: a Historic Preservation RLF and a Historic Preservation Housing Grant. The RLF is limited to buildings 50+ years old and meets further historic designation status. The loan terms allow for a property owner to borrow up to \$25,000 at 3% interest to be paid back over 10 years. The housing grant is a loan for up to \$5,000 and is forgivable if the homeowner stays in the house for at least five years.

In addition to loans and grants, Dubuque also offers a 10-year property tax exemption for residential property owners in the city’s urban revitalization district on any increase due to property improvements. More information about financial tools for historic building development and other applicable local, state, and federal programs can be found at the Dubuque Department of Historic Preservation [webpage](#) on the city’s official website.

Clinton city code currently allows for a Historic Overlay District (HOD). Under this framework, the City could quickly and easily amend Dubuque's programs and adopt similar initiatives to incentivize downtown property owners to renovate their buildings. The Clinton Historic Preservation Commission could serve as the committee responsible for creating and processing applications for a building to be designated by the city as a historic building for the purposes of receiving the financial benefits. An example of the Dubuque's historic building application can be found at the Dubuque Department of Historic Preservation [webpage](#).

Although in Dubuque's version of the historic property tax exemption the exemption is limited to residential property owners living in that building, this could be expanded by Clinton. A recommended amendment would be to include property owners of multi-family residential or mixed units within the downtown in order to encourage more downtown housing.

SAFETY PARAMETERS		FIRE SAFETY	MEANS OF EGRESS	GENERAL	COMMENTS
1	NUMBER OF STORIES				
2	BUILDING AREA				
3	BUILDING SETBACK		N/A		
4	ATTIC COMPARTMENTALIZATION				N/A
5	FIRE STOPPING		N/A		
6	MIXED OCCUPANCIES		N/A		
7	VERTICAL OPENINGS				
8	HVAC SYSTEMS				
9	SMOKE DETECTION				
10	FIRE ALARMS				
11	SMOKE CONTROL	N/A			
12	EXIT CAPACITY	N/A			
13	DEAD ENDS	N/A			
14	MAXIMUM TRAVEL DISTANCE	N/A			
15	EMERGENCY POWER	N/A			
16	ELEVATOR POWER				
17	SPRINKLERS				
TOTAL SAFETY SCORE					

Figure 45. Building evaluation method. Source: Dubuque City Code.

### **2.2.2. Pass business license city ordinance, complete with a processing, renewal, and enforcement structure.**

*Lead Actor – City of Clinton*

*Supporting Organizations – Clinton Area Chamber of Commerce*

*Timeline – 3-5 years, upon acquiring additional planning personnel*

*Funding – City budget, self-supporting once fees are collected*

*Cost Estimate – Staff time for initial implementation*

**Context** – A concern brought up by various economic development organizations at the planning workshop was that it is difficult to assist and respond to business needs, when there is no formal record of them opening or closing. Requiring businesses to be licensed serves several functions. First, it allows the City to ensure that a business is operating in a properly zoned space and is meeting tax requirements. Second, it allows the city to track the number of businesses that open or close within a given period. Third, business license fees can be used to support the staff time required for administration purposes. The fee should not be used as a revenue generation tool. Every business would need to renew their license annually.

**Implementation** – The State of Iowa does not have a general business license but administers the activity of the business. Business owners need to acquire a Self-Tax Permit from the State. Specific regulations should be addressed at the local level and each municipality decide on whether to require license from all types of businesses or only from certain types of businesses.

#### **Business license structure in Davenport, Iowa**

An example business license structure can be found from the City of Davenport's [website](#), the City uses a multi-business license fee code structure.

After a business license program is established, a real estate database could be created and maintained in order to identify vacant properties and allow buyers and sellers of commercial properties to interact.

### 2.2.3. Advertise businesses resources and create an inventory of grant and funding sources.

*Lead Actor – Clinton Progress Coalition*

*Supporting Organizations – City, CDRC, CACC, DCA*

*Timeline – 1 year*

*Funding – No additional funding needed to implement*

*Cost Estimate – Staff time, all advertisement activities are incorporated into regular staff activities*

**Context** – As revealed in the research of this plan, business, particularly small businesses, often have difficulty in obtaining funds to acquire commercial property and establishing their operations. The State of Iowa, through the Iowa Economic Development Authority, provides a variety of financial resources and incentives to businesses to encourage them to stay and develop in the state, as well as to communities to make them places that attract new residents, businesses, and visitors.

**Implementation** – The following programs should be advertised and marketed by all economic development organizations, at the minimum on all area economic organizations' websites. Leveraging these programs will utilize outside dollars for economic development efforts, but they must be advertised in order to be used. The Clinton Progress Coalition is assigned as the lead actor as a check for consistency and completion.

Links to resources (see Appendix for descriptions):

[Iowa Economic Development Authority](#)

[Iowa High Quality Jobs Program](#)

[Redevelopment Tax Credits Program for Brownfield and Grayfield Sites](#)

[Community Catalyst Building Remediation](#)

[Iowa Green Streets](#)

There are additional programs and funding sources offered by local, state, and federal governments. The supporting organizations to implement this action item have specific tasks based on each party's expertise or roles.

- Clinton city government – responsible for posting the link to the Iowa Economic Development website and list of that named business resources to the city's official website; responsible for applying for the Community Catalyst Building Remediation for the 2019-2020 fiscal year.
- CRDC – responsible for posting the link to the Iowa Economic Development website and list of that named business resources to the CDRC's official website.
- CACC – responsible for posting the link to the Iowa Economic Development website and list of that named business resources to the chamber's official website.
- DCA – responsible for posting the link to the Iowa Economic Development website and list of that named business resources to the DCA's official website.

## 2.2.4. Develop a start-up guide for businesses.

Lead Actor – Clinton Area Chamber of Commerce

Supporting Organization – City

Timeline – 1-2 years

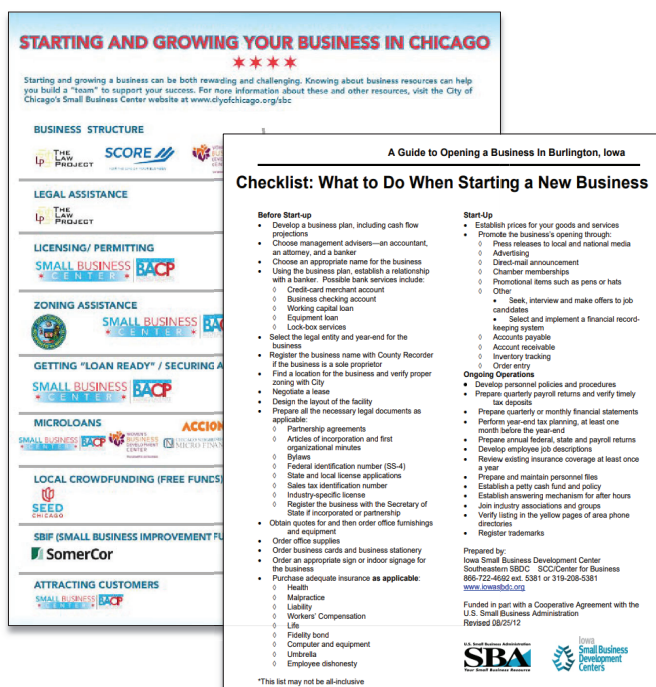
Funding – Chamber budget

Cost estimate – Staff time

**Context** – A best practice of many communities, as noted earlier in the plan with the City of Burlington, is supplying potential new business owners with information about starting a business in that community. The planning team noticed there to be disconnect between potential businesses and where to turn for information about starting a business. It is recommended that the Clinton Area Chamber of Commerce prepare a welcome package for new businesses and business start-up guide for potential businesses seeking to locate to Clinton. All resources should be available on the chamber website for easy access. Other organizations should refer anyone seeking this information to the guide.

**Implementation** – The guide should include all information and contacts or where to look for information that someone looking to open a business in the area would need to know. Including a checklist is an easy way to format the document. Often these guides include information about the development process and licensing, utilities, taxes, financial assistance, and more. The document should be as informative as possible without becoming overwhelming and therefore discouraging potential new start-ups. The Greater Burlington Partnership in Burlington, Iowa has a guide that includes

a step-by-step process of starting business, contact details, and other important information. That document can be found [here](#).



### Other examples of start-up guides:

[Steps to Opening a Business in Galesburg, IL](#)

[Starting and Growing Your Business in Chicago](#)



### 2.2.5. Convert city owned one-way streets near downtown to two-way.

*Lead Actor – City Streets Department*

*Supporting Organizations – N/A*

*Timeline – 2 years*

*Funding – City budget*

*Cost estimate – Unknown*

**Context** – City staff indicated that out-of-town visitors find it difficult to drive around the downtown area and access businesses due to one-way streets. Converting South Third and South Fourth Streets from 7<sup>th</sup> Avenue South to 7<sup>th</sup> Avenue North would increase access to businesses, simplify navigating through the area, and make the street safer and more pedestrian friendly. Cars tend to move quickly along one-way streets, increasing the risk to bikers and pedestrians. Two-way streets mitigate this and increases visibility for businesses along those streets (Road Design).

**Implementation** – After completing a preliminary site plan for redirecting traffic, the City of Clinton should host public discussions about converting the identified streets. Feedback from property owners with businesses and housing along these streets should be taken into consideration before any major changes occur. Once plans have been finalized, then the conversion can take place.

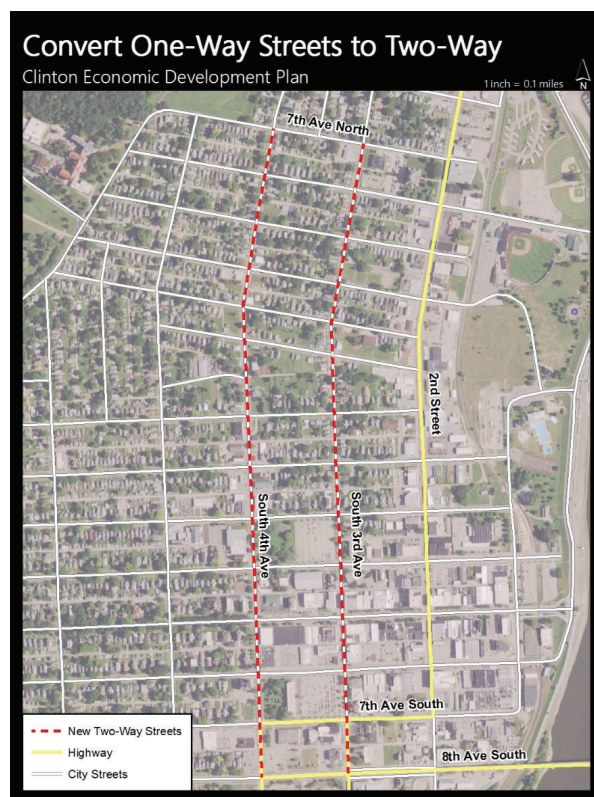


Figure 46. Proposed two-way streets.

GOAL 1: REINFORCE ECONOMIC DEVELOPMENT EFFORTS THROUGH COORDINATION, COOPERATION, AND OF ECONOMIC DEVELOPMENT ORGANIZATIONS.

GOAL 2: SUPPORT BUSINESSES THROUGH STRATEGIC FUNDING AND FOSTERING A MORE ACCESSIBLE AND ACCOMMODATING ENVIRONMENT.

**Goal 3: Support workers by providing appropriate training and education opportunities.**

*A top priority that emerged from the November 2017 strategic planning workshop was to address workforce training in Clinton. Similarly, a goal of the CEDS Plan is to increase the number of trained, skilled workers in Clinton and the greater region by 10%. This section introduces a new strategy and two action items intended to increase the number of skilled workers in Clinton.*

GOAL 4: INCREASE THE QUALITY OF LIFE FOR RESIDENTS OF CLINTON BY IDENTIFYING HOUSING NEEDS AND ENHANCING THE DOWNTOWN.



#### **STRATEGY 1: ALIGN WORKFORCE SKILLS AS INDUSTRY NEEDS EVOLVE THROUGH LOCAL EDUCATION TRAINING PROGRAMS**

Based on research findings of the plan, there is a demand for an increased number of skilled workers in the Clinton area. This presents an opportunity to establish new training and education programs, or redesign existing ones, to contribute to the local workforce needs. However, additional research and data collection would help inform the design of education and training programs offered in the region.

### **3.1.1. Increase the number of courses for relevant and immediately useful skills and degrees at the Clinton Community College.**

*Lead Actor – CCC*

*Supporting Organization – CRDC*

*Timeline – 2-5 years*

*Funding – CCC annual budget*

*Cost estimate – Unknown*

**Context** – In the November 2017 strategic planning workshop, the Clinton region was identified as having the advantage of a “trainable workforce.” Furthermore, based on interviews with Clinton’s community leaders, there is a shortage of locally available skilled workers. The Clinton Community College has the opportunity to help address the skills gap of the local labor pool by adjusting the programs it offers.

Examples of programs that do not exist at the Clinton campus, but offered by the Eastern Iowa Community College system elsewhere include electrical repair, CNC machining, and truck driving. Because these programs and others are offered at the Scott County or Muscatine campuses but not at the Clinton campus, Clinton residents interested in those programs attend classes at the other campuses and are more likely to find a job and stay in the Quad Cities or Muscatine upon graduation. By adding programs for jobs and skills that better match the local industry needs, Clinton natives and CCC graduates will have more opportunities to stay in Clinton, while at the same time businesses will have greater access to local talent.

However, there are currently several degrees at Clinton Community College that do address large area employers, including nursing and

other degrees in the medical field that address the needs of Mercy Hospital.

**Implementation** – To inform the creation or revisions of programs offered by CCC, a customized workforce analysis report with relevant information about occupations can be requested through the Iowa Workforce Development Department.

Unlike the CRDC’s labor shed analysis, which is conducted every two years, an annual workforce analysis for the Clinton micropolitan region would provide analysis and specific recommendations to align industry needs with skilled labor and education programs. The workforce analysis report should summarize how the existing education and training capacity within Clinton (mainly at CCC) aligns with occupation demands for the manufacturing and healthcare sectors, which are the two largest industries in Clinton. Provided [here](#) is a useful example of a workforce analysis report that can be used as a template.

CCC should work closely with local businesses and the CRDC to tailor its educational programs to meet workforce needs. CCC should also work closely with Eastern Iowa Community College to restructure and finance its programs accordingly.

The “IWD Region 9 Occupational Projections” table in Chapter 2 shows the top 14 occupations that are expected to have a high growth rate in the Iowa Workforce Development – Region 9, which covers Jackson, Muscatine, Scott, and Clinton County. The related programs that are offered at the different campuses of Eastern Iowa Community Colleges are shown with a plus sign.

### **3.1.2. Use internship and externship programs to link high school and Clinton Community College students with businesses.**

*Lead Actor – Clinton Regional Development Corporation*

*Supporting Organizations – Clinton Community College, Employers, Clinton High School, and Camanche High School*

*Timeline – Less than 1 year (Clinton High School is in the process of adopting the Iowa Big program for the 2018-2019)*

*Funding – Iowa Student Internship Program, Iowa BIG Program*

*Cost Estimate – Unknown*

**Context** – Based on the CCC survey, the availability of jobs played an important role when deciding whether to stay in the area or not. Internship opportunities are essential to link students with available jobs and retain a larger number of skilled workers in Clinton. Exposing high school and college students to the opportunities available in high-skill industries provides them with practical information towards their academic goals and career paths. An internship or externship gives students the opportunity to experience a workplace setting, familiarize themselves with professional environments, as well as skills and training. These experiences can also serve as networking opportunities for students to connect with employers. The Iowa Student Internship Program “provides grants to small- and medium-sized companies in targeted industries to support internship programs with a goal of transitioning interns to full-time employment in Iowa upon graduation.” The state provides a matching grant for the wages of an intern at a qualifying business, up to \$3,100 per intern, with a limit for three internships per fiscal year. Targeted industries include bioscience, advanced manufacturing, or

information technology. To be eligible, a business must, among other things: have 500 or fewer employees, a significant portion of whom are employed in Iowa; pay at least twice the minimum hourly wage (no less than \$14.50/hour as of 1 April 2018); and hire students currently in a 2- or 4-year program at a college in Iowa or is a graduate of an Iowa high school enrolled in a 2- or 4-year program out of state. Applications for state fiscal year open after July 1st of the previous fiscal year (i.e. the FY 2019 application for fall 2018, spring 2019, and summer 2019 internships periods will open after 1 July 2018). All other eligibility requirements, including requirements for interns, can be found [here](#).

**Implementation** – It is best for the success of this recommendation that all interested parties reach out the other side and communicate their interest in an internship/externship program. The student counseling offices at Clinton and Camanche High Schools and Clinton Community College reach out to local employers to gauge the employers’ interest and ability to have student interns. The high schools and college should use the most recent workforce analysis report as a basis for which employers to contact, but other employers should be contacted as well, depending on the types of industries students have expressed interest in, employers whose businesses qualify for the Iowa Student Internship Program, employers’ who expressed a desire to be contacted, and personal or professional connections. At the same time, local employers interested in hosting an internship/externship program should be reaching out to the high schools and college and make their intentions known. This way there will be duplicated avenues of communication and there will be less of a chance that a student or employer misses out.



Goal 1: Reinforce economic development efforts through coordination, cooperation, and of economic development organizations.

Goal 2: Support businesses through strategic funding and fostering a more accessible and accommodating environment.

Goal 3: Support workers by providing appropriate training and education opportunities.

**Goal 4: Increase the quality of life for residents of Clinton by identifying housing needs and enhancing the downtown.**

*The Clinton region has strong advantages in its quality of life to offer its residents. 64% of residents reported that they are “satisfied” with the quality of life in Clinton. Other research conducted for this plan indicates that the area has a low-cost of living and many natural amenities and recreation options. However, the housing stock and condition of the downtown area were highlighted by community leaders to be priorities for improvement.*



**STRATEGY 1: ANALYZE HOUSING NEEDS AND PROMOTE INFILL HOUSING TO REDUCE SPRAWL AND MINIMIZE FUTURE INFRASTRUCTURE COSTS.**

According to the CEDS plan, Clinton and the surrounding region will need to increase its housing stock by 2% by 2020. Findings from the November 2017 strategic planning workshop revealed that Clinton's existing housing stock is both a weakness and threat. Additionally, CCC survey comments mentioned that the condition of housing needs to improve. To address the housing needs of the community and to prioritize improvements needed, a housing study should be conducted for Clinton. An emphasis should also be placed on developing housing in the center of Clinton, where infrastructure already exists, as opposed to continuing to develop on the west side of the city, which causes a strain on resources.

**STRATEGY 2: PURSUE NEW PROGRAMS TO IMPROVE THE IMAGE OF THE DOWNTOWN.**

#### **4.1.1. Complete a comprehensive housing needs assessment.**

*Lead Actor – City planning office*

*Supporting Organization – ECIA*

*Timeline – 3-4 years*

*Funding – City budget*

*Cost Estimate – \$40,000 - \$80,000*

**Context** – Having the appropriate type of housing in Clinton is necessary to attract and retain residents. The CEDS Plan, Clinton Strategic Plan, and additional comments received in the CCC survey revealed that housing is a concern that needs to be addressed.

A housing needs assessment can help determine the number and type of various housing units needed in the community. The condition of housing should also be considered. From the SWOT analysis conducted at the November 2017 strategic planning workshop, the existing housing stock was identified to be a major concern of the community.

The housing needs assessment will help inform the City of Clinton and developers of the demand for certain types of housing. Long-term strategies should consider offering incentives for infill (i.e., redevelopment of the center of the city) housing development. Additionally, many grant and funding programs require communities to submit a housing needs assessment as part of their applications.

**Implementation** – With the limited personnel of the City of Clinton and technical expertise required, it is recommended that a housing needs assessment be conducted by a consulting firm. This will require an RFP to be constructed, outlining the

criteria and expectations to be met for an effective assessment. A steering committee should also be formed by the City to guide the assessment.

#### **4.1.2. Rezone neighborhoods immediately adjacent to downtown to allow for higher density housing development.**

*Lead Actor – City planning office*

*Supporting Organization – City council*

*Timeline – 2-3 years, after the City acquires planning personnel*

*Funding – N/A*

*Cost Estimate – Staff time*

**Context** – Based on the findings of the CEDS Plan and strategic planning workshop, additional housing is needed in Clinton. A wide range of housing options within the same neighborhood and close to downtown will encourage people to live in the same neighborhood with mixed incomes. These residents will also benefit from having access to services and amenities in the downtown. Developing quality neighborhoods with diverse housing options is important when firms decide to locate in an area because they want their workers to access quality, affordable housing.

**Implementation** – A major component of the comprehensive housing needs assessment should focus on rezoning the residential neighborhoods immediately outside of the downtown area. Information should be gathered from residents of the area, as well as real estate developers. Upon completing the housing assessment, the City should update its zoning ordinance accordingly.

#### 4.1.3. Incentivize and encourage redevelopment of upper story residential properties in the downtown.

*Lead Actor – City*

*Supporting Organization – City council, DCA*

*Timeline – 3-5 years, after the City acquires planning personnel*

*Funding – City budget*

*Cost Estimate – Up to \$5,000 in waived fees per property*

**Context** – As revealed in the CEDS Plan and community outreach efforts, additional housing options and improvements are essential to improve the quality of life in Clinton. The downtown area has many apartments that are vacant or in need repair. This presents an opportunity for the city to improve its housing stock and revitalize its downtown. To increase the redevelopment of upper story residential properties in the downtown, incentives could be offered to encourage developers. Incentives should be included in the housing needs assessment.

**Implementation** – Examples of incentives that the City of Clinton can offer to redevelop upper story residential properties include waiving utility connections such as water, sewer, and fire line taps, up to a certain threshold (e.g., \$5,000). Conditional requirements to be eligible for the incentives can include being a property located within the SSMID boundary, have first floor commercial property, and property taxes paid up-to-date.

#### Mixed-Use and Second-Story Residential Incentive Program Clinton, NC

This program waives water, sewer, and fire line tap fees up to \$5,000 per building for the addition of upper-story residential above first-floor commercial businesses within the business improvement tax boundary in downtown. Specific program requirements and the application can be found [here](#).



Figure 47. Upper story residential rendering. Image Source: Jeffrey Cole Architects.



STRATEGY 1: ANALYZE HOUSING NEEDS AND PROMOTE INFILL HOUSING TO REDUCE SPRAWL AND MINIMIZE FUTURE INFRASTRUCTURE COSTS.

**STRATEGY 2: PURSUE NEW PROGRAMS TO IMPROVE THE IMAGE OF THE DOWNTOWN.**

*The City's Comprehensive Plan emphasizes the significance of creating a stronger image of the downtown. Similarly, the City's Strategic Plan mentions that local development organizations should continue to improve the overall image of Clinton. In this section, several recommendations are proposed to improve the image of the downtown.*

#### 4.2.1. Establish an art mural program in downtown Clinton.

*Lead Actor – DCA*

*Supporting Organization – City of Clinton*

*Timeline – 1-5 years*

*Funding – Building owners, in-kind donations, apply for National Endowment for the Arts grant*

*Cost Estimate – \$1,500 - \$3,000 per mural*

**Context** – One concern raised by the CCC survey was the perception of poor building conditions in the downtown. Murals bring creativity and a sense of place to an area, while mitigating dilapidated or unsightly sides of buildings. The DCA should identify ideal locations for art, and work with building owners to facilitate the work by local artists or with student artists at the CCC, local high schools or universities. The City should work with the DCA and through building owners to permit the murals. Building owners or local businesses can sponsor the murals by donating funds or supplies, as well as various alliances between city and commercial or art organizations.

**Implementation** – Identify ideal locations for murals. Murals should be on buildings that are not on the historic registry, ones with large unsightly walls that would be greatly improved by a mural, and where the mural can be seen by traffic and pedestrians. Determine the mission of the project and establish an agreement with the building owner and the artist. The agreement shall address the ownership of

the art, copyright, potential covenants in the building deed from the owner, lifespan of the mural, and the maintenance responsibility.

##### **Iowa City Mural Project**

The mission of the Iowa City Mural Program is to cultivate new opportunities for local artists in the Downtown and to have a more vibrant and colorful community. The program is sponsored and marketed by the University of Iowa Community Credit Union, the Iowa City Downtown District, and other private sponsors. The program encourages collaboration and creativity, and is open to ideas beyond what is currently outlined on their website. Locations for murals are identified. Each site is funded by donations from various local businesses and private donations, which then enable a budget for each mural location, which range from \$1,500-6,000. Pictures and relevant information and criteria are posted on the website as a call for submission for artists. Final decisions for artists are made by the Iowa City Downtown District.

##### **Sioux City Mural Project**

Sioux City Downtown Partners received a \$25,000 Gilchrist Foundation grant, which was used to commission two muralists to complete two different murals. The mission was to foster creativity, innovation and continued revitalization of the arts in the community. One artist was from Des Moines, the other from Argentina. The first is a three-story work of art on the back of a building facing a parking lot and busy street, the other is a smaller mural on the street facing side of a different building, both are in the downtown.



Figure 48. Mural on side of downtown building in Dubuque, Iowa. Image source: Hive Miner.

#### 4.2.2. Leverage the Historic Preservation and Cultural & Entertainment District Tax Credit.

*Lead Actor – DCA*

*Supporting Organization – City of Clinton*

*Timeline – 5-15 years*

*Funding source – Developers or non-profits must apply through the State*

*Cost estimate – Staff time*

**Context** – As noted in the interview findings with the DCA, there are many historic buildings in the downtown that need renovation. Many of Clinton's downtown buildings would be eligible to receive funding through the Historic Preservation and Cultural & Entertainment District Tax Credit. Downtowns across Iowa have seen an increase in redevelopment projects due to this tax credit.

Once the tax credit has been introduced, improvements are kept within the community (i.e., the building does not relocate if the business or owner does). This program offers up to 25% of the qualified improvements as tax credits. In Burlington, this "has helped the old river city add new shops, restaurants and apartments to its downtown corridor" (Meyer, 2018). This effort can have a profound effect to create momentum in redevelopment, as seen in other communities. Furthermore, this credit is useful because it allows for smaller projects to obtain funding.

**Implementation** – Buildings in Clinton eligible for this program include: Ankeny Building, Cherry Bank, Clinton County Courthouse, Clinton High School and Public Library, Clinton Public Library, First

National Bank, Howes Building, Moeszinger—Marquis Hardware Co, Saint Boniface Church, Saint Irenaeus Church, Van Allen Store, and Wilson Buildings. Other buildings can be added to this list through determination by the State Historic Preservation Office.



Figure 49. Building improvements using the HPCED Tax Credit in Burlington, Iowa. Image source: The Hawk Eye.

### 4.2.3. Update design guidelines for downtown signage.

*Lead Actor – DCA*

*Supporting Organization – N/A*

*Timeline – 1-2 years*

*Funding source – Apply to the Iowa Economic Development Authority for CDBG downtown revitalization grant*

*Cost estimate – Existing signage program funds*

**Context** – Noted earlier in the plan, the best practice of many downtowns and comparable cities is incorporating pedestrian-friendly and architecturally compatible business signage. The current signage standards do not follow these practices of storefront-projecting signs and street-facing, which are pedestrian-friendly and easier to read. Standards should also ensure that signage match the style of their building, to increase the sense of place.

**Implementation** – The DCA should work with the City of Clinton to update signage regulations and its funding program. New efforts should be enforced through the Signage Improvement Program the DCA currently manages. The current program offers 60% funding (up to \$1,000) for new signage or 40% (up to \$200) for removal of invalid, unappealing, nonconforming or incorrect signage. New guidelines for the program should be updated to encourage signage that is pedestrian-friendly (blade signage as seen in the figure) and architecturally consistent with the business' building design. In the short-term, the DCA should follow the recommended city policy and focus on assisting businesses on the 200 block of South 5<sup>th</sup>

Street acquire proper signage. In the long-term, the DCA should work to increase the amount of funding covered by the program and work with the City for matching funds, rather than the business owner, which has been expressed as a possibility.

#### Business Signage Grant Program Burlington, IA

The Downtown Partners sponsors a business signage grant program to stimulate improvements to the exteriors of downtown commercial buildings. Owners or tenants of existing commercial buildings within the SSMID are eligible to apply. Funds are capped at \$500 per business with a 50% match required. The program specifically encourages "custom-designed blade signage that extends perpendicular to the face of the building." Free sign design and placement consultation can be utilized through the Downtown Partners and Main Street Iowa. Grant reimbursement is contingent upon completion and inspection by Downtown Partners. Program information, criteria, and application can be found [here](#).

#### Funds for Storefront Revitalization (Façade and Signage Grants) Milwaukee, WI

The city of Milwaukee has city-wide façade and signage grant programs to increase the physical appearance of commercial areas funded by the Department of City Development. Funding is determined by the budget. Program and design guidelines, including instructions and eligibility requirements for grant money, are clearly spelled out within the applications. Applications for façade grant found [here](#) and signage grant [here](#). Funding awards are determined by the Façade Grant Committee, which meets monthly to review applications, and are for no more than \$5,000 per storefront or 50% of total cost for projects. Total cost must exceed \$2,000 for consideration. Money is awarded after project completion and inspection that project adheres to proposal submitted with application.

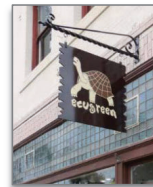
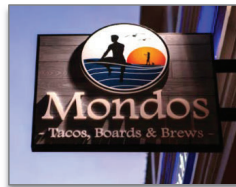


Figure 51. "Blade" signage installed perpendicular to building, which is more pedestrian friendly than traditional signage. Image source: Downtown Iowa City Signage Guide.

#### 4.2.4. Establish a façade improvement program to upgrade the façades of downtown commercial businesses.

*Lead Actor – DCA*

*Supporting Organization – City of Clinton*

*Timeline – 3 years*

*Funding source – Apply to the Iowa Economic Development Authority for CDBG downtown revitalization grant*

*Cost estimate – \$2,500 - \$5,000 per storefront*

**Context** – One concern raised by the survey was the perception of poor building conditions in the downtown. A new façade improvement program could effectively incentivize commercial business owners to improve their building fronts and enhance the overall image of the downtown. In a return on investment analysis, over 80% of business owners reported an increase in first-time customers after completion of façade improvements, over 90% of businesses reported sales increases, and landlords reported increased rental revenues (University of Wisconsin - Extension, 2015). More information on investment returns from storefront improvements can be found [here](#).

**Implementation** – Program and design guidelines, applications, and an application review committee should be considered before applying for funds. Design guidelines will ensure improvements match building architectural style. Many programs require a match from applicant. Becoming a Main Street Iowa community will allow applicants to receive free design assistance. The DCA should also follow the recommended city policy and focus on assisting businesses

on the 200 block of South 5<sup>th</sup> Street with façade improvements first. In the long-term, the DCA should work to increase the amount of funding covered by the program and work with the City for matching funds, rather than the business owner, which has been expressed as a possibility.

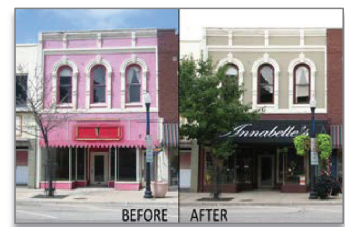


Figure 53. Example of facade improvement program results. Image source: Downtown Beloit.

#### Façade Renovation Program Design Guidelines Wilkinsburg, PA

This program through the Wilkinsburg Community Development Corporation describes standards for restoring facades in the core commercial district. Specific guidelines focus on building material restoration, window openings, window frames, signs, paint, colors, lighting, awnings, and insulation. Design guidelines can be found [here](#). Eligible applicants are property or business owners with property owner's approval with businesses that are commercial, street-facing, and within the Main Street district. For projects costing a total of \$10,000 or less, the grant will reimburse 50% of the total project cost. For projects costing more than \$10,000, the grant will provide a reimbursement of \$5,000. Renovations must be reviewed before reimbursement can take place.

#### Façade Improvement Program Grant Program Keokuk, IA

Main Street Keokuk and the City have partnered seeking to improve and preserve buildings in downtown Keokuk. Eligible properties are commercial and within 1.5 blocks from Main Street. The program offers a one-third match to building owner's or tenant's two-thirds contribution, with a maximum allocation of \$2,500. Free façade design can be requested from Main Street Iowa. Guidelines are found [here](#). They conform to "Standards for Rehabilitation" published by the Secretary of the Interior.



#### 4.2.5. Apply to become a member of Main Street Iowa.

*Lead Actors – DCA, Lyons Business & Professional Association (LBPA)*

*Supporting Organization – City, CACC, CRDC, Clinton Progress Coalition*

*Timeline – 3-5 years*

*Funding source – City budget and/or revenues from business license fees*

*Cost – \$350 (annual membership to Main Street USA)*

**Context** – Clinton has a downtown with extensive historic character, with some buildings having stood for nearly a century. This presents many challenges to redevelopment and updating structures to comply with current safety codes. However, Clinton is not alone in this challenge, and through the help of Main Street Iowa, Clinton can capitalize on its historic downtown. Main Street Iowa is a state-wide program offered by the Iowa Economic Development Authority that follows the model of the national Main Street America Program. The organization focuses on “preservation based economic development” (Main Street Iowa Fact Sheet) by offering resources and training to member cities trying to maintain an early 20<sup>th</sup>-century downtown appearance while adapting to a 21<sup>st</sup>-century economy. Main Street Iowa provides free façade improvement and signage designs to property owners in member cities, which complements the façade improvement and signage recommendations in this plan. If Clinton becomes a member of Main Street Iowa, it will join over 50 of its fellow Iowa municipalities already in the program, including Dubuque, Burlington, Fort Madison, Marshalltown, and Mason City.



For further information on the benefits that Main Street Iowa has brought to its member communities, refer to the 2013 report [Getting Results: The Economic Impact of Main Street Iowa, 1986-2012](#). The report, in many ways, complements this plan. It provides detailed analysis on the benefits of downtown businesses, upper-floor housing units, and historic preservation. The report also details the economic impact that Main Street Iowa has had on Iowa communities, including job creation, downtown property values protection, and business attraction.

**Implementation** – Due to Main Street Iowa’s focus on historic preservation of commercial business districts, a joint application bid by the DCA and LBPA would be appropriate. However, the City and other local and regional economic development organizations need to support the effort. Membership to Main Street Iowa is competitive and may take several years to achieve. Before a city government or local community organization can apply, community representatives must attend a variety of training sessions. Requirements include demonstrating support of the local business organizations and lawmakers, outline strategic short- and long-term goals, and providing proof of secured in-kind funding. However, the most important requirement for membership is that city, businesses, and volunteers commit to both preserving historic buildings and commercial business districts, and to following the Main Streets Approach to historic commercial district revitalization. For more detail information and instructions, visit the Iowa Main Street program [webpage](#).

The following table lists action items by priority. Within the high, medium, and low categories, action items are listed again by priority.

ACTION ITEMS BY PRIORITY					
Lead actor	Action Item		Timeline	Supporting Organizations	Priority
City	1.1.1	Hire planning and development personnel to address new and immediate planning needs.	2 years initially, 5-6 years to reach full strength	N/A	H
CCC	3.1.1	Increase the number of courses for relevant and immediately useful skills and degrees at the Clinton community college.	2-5 years	CRDC	H
DCA, CRDC, Chamber	1.2.1	Create an umbrella organization for DCA, CRDC, and the Clinton Area Chamber of Commerce in order to better communicate with the city and developers and potential or current business owners.	5 years for initial establishment, 10 years to reach full strength	City	H
City	2.1.3	Adopt a city resolution to concentrate initial redevelopment of a core block within the downtown neighborhood.	3-5 years	DCA	H
DCA, LBPA	4.2.5	Apply to become a member of Main Street Iowa.	3-5 years	City, Chamber, CRDC, Clinton Progress Coalition	H
CRDC	2.1.1	Leverage the Renewable Chemical Tax Credit and target biochemical production firms.	6 months	N/A	H
City	2.2.1	Provide alternative options to address high renovation and sprinkler installation costs.	1-2 years	DCA, Clinton Historic Preservation Commission	M
Clinton County	2.1.2	Create and utilize a revolving loan fund (RLF) for gap financing towards targeted businesses.	2 years for initial establishment, reviewed and adjusted annually	ECIA	M
Clinton Progress Coalition	2.2.3	Advertise business resources and create an inventory of grant and funding sources.	1 year	City, CRDC, Chamber, DCA	M
Chamber	2.2.4	Develop a start-up guide for businesses.	1-2 years	City	M

DCA	2.1.1	Facilitate the availability of "white box" spaces in downtown through loans for construction to building owners for building rehabilitation.	2-5 years	Chamber	M
DCA	4.2.4	Establish a façade improvement program to upgrade the facades of downtown commercial businesses.	3 years	City	M
DCA	4.2.3	Update design guidelines for downtown signage.	1-2 years	N/A	M
City	4.1.1	Complete a comprehensive housing needs assessment.	3-4 years	ECIA	M
City	4.1.3	Incentivize and encourage upper story residential properties in the downtown.	3-5 years	City council, DCA	M
City	2.2.2	Pass business license city ordinance, complete with a processing, renewal, and enforcement structure.	3-5 years, upon acquiring additional planning personnel	CACC	M
CRDC	3.1.2	Use internship and externship programs to link high school and Clinton Community College students with businesses.	Less than 1 year	CCC, area high schools	L
DCA	4.2.2	Leverage the Historic Preservation and Cultural & Entertainment District Tax Credit.	5-15 years	City	L
City	4.1.2	Rezone neighborhoods immediately adjacent to downtown to allow for higher density housing development.	2-3 years	City council	L
DCA	4.2.1	Establish an art mural program in downtown Clinton.	1-5 years	City	L
City Streets Department	2.2.5	Convert city owned one-way streets near downtown to two-way.	2 years	N/A	L

The following table lists the action items by the responsible lead actor for ease of implementation.

ACTION ITEMS BY LEAD ACTOR					
Lead actor	Action item		Timeline	Supporting Organizations	Priority
CCC	3.1.1	Increase the number of courses for relevant and immediately useful skills and degrees at the Clinton community college.	2-5 years	CRDC	H
City	1.1.1	Hire planning and development personnel to address new and immediate planning needs.	2 years initially, 5-6 years to reach full strength	N/A	H
City	2.1.3	Adopt a city resolution to concentrate initial redevelopment of a core block within the downtown neighborhood.	3-5 years	DCA	H
City	2.2.1	Provide alternative options to address high renovation and sprinkler installation costs.	1-2 years	DCA, Clinton Historic Preservation Commission	M
City	2.2.2	Pass business license city ordinance, complete with a processing, renewal, and enforcement structure.	3-5 years, upon acquiring additional planning personnel	CACC	M
City	4.1.1	Complete a comprehensive housing needs assessment.	3-4 years	ECIA	M
City	4.1.2	Rezone neighborhoods immediately adjacent to downtown to allow for higher density housing development.	2-3 years	City council	L
City	4.1.3	Incentivize and encourage upper story residential properties in the downtown.	3-5 years	City council, DCA	M
City Streets Department	2.2.5	Convert city owned one-way streets near downtown to two-way.	2 years	N/A	L
Chamber	2.2.4	Develop a start-up guide for businesses.	1-2 years	City	M
Clinton County	2.1.2	Create and utilize a revolving loan fund (RLF) for gap financing towards targeted businesses.	2 years for initial establishment, reviewed and adjusted annually	ECIA	M

Clinton Progress Coalition	2.2.3	Advertise business resources and create an inventory of grant and funding sources.	1 year	City, CRDC, Chamber, DCA	M
CRDC	2.1.1	Leverage the Renewable Chemical Tax Credit and target biochemical production firms.	6 months	N/A	H
CRDC	3.1.2	Use internship and externship programs to link high school and Clinton Community College students with businesses.	Less than 1 year	CCC, area high schools	L
DCA	2.1.1	Facilitate the availability of "white box" spaces in downtown through loans for construction to building owners for building rehabilitation.	2-5 years	Chamber	M
DCA	4.2.1	Establish an art mural program in downtown Clinton.	1-5 years	City	L
DCA	4.2.2	Leverage the Historic Preservation and Cultural & Entertainment District Tax Credit.	5-15 years	City	L
DCA	4.2.3	Update design guidelines for downtown signage.	1-2 years	N/A	M
DCA	4.2.4	Establish a façade improvement program to upgrade the facades of downtown commercial businesses.	3 years	City	M
DCA, LBPA	4.2.5	Apply to become a member of Main Street Iowa.	3-5 years	City, Chamber, CRDC, Clinton Progress Coalition	H
DCA, CRDC, Chamber	1.2.1	Create an umbrella organization for DCA, CRDC, and the Clinton Area Chamber of Commerce in order to better communicate with the city and developers and potential or current business owners.	5 years for initial establishment, 10 years to reach full strength	City	H



## Long-term action items

*Upon completing the foundational recommendations of this plan, the additional long-term actions presented here should be pursued. These recommendations build onto the previous recommendations and intend to have lasting impacts on economic development in the Clinton region. These long-term action items were developed based on researching best practices of other communities.*

### **Riverfront boardwalk on Discovery Trail with pop-up retail and food trucks on Riverview Drive between 4th Ave. South and 6th Ave. South to connect riverfront to core downtown.**

Near downtown Clinton, the Mississippi River is an amenity that can support increased recreation and development. The widest part of the upper Mississippi River is adjacent to Clinton and serves as a focal point for the community and its visitors. Much of the riverfront is consumed by industrial use or green space, but the connection between residential and commercial is under used.

One way to strengthen the downtown and bring more people to the area is to provide a direct connection to the riverfront. The city of Dubuque has used its riverfront as a tool for revitalization efforts. Similarly, Clinton has the potential to further develop its riverfront and downtown by providing a strong connection between the two.

There are several ways better use the riverfront and incorporate it with downtown. Creating a gathering space with a boardwalk along the riverfront would draw in additional visitors. Establishing pop-up retail spaces and allowing food trucks would generate new



Figure 54. Proposed location of the river boardwalk connection to downtown. Image source: Google maps.



Figure 55. Rendering of the proposed Discovery Trail boardwalk. Image source: Author.

economic activity. However, vehicle traffic would need to be blocked to make the area safer for pedestrians.

The City of Clinton should consider developing a site plan for the riverfront similar to the figure, hold public meetings for community feedback, and permit pop-up retail and food trucks. These efforts would help showcase the area to visitors and potential developers. In the long-term, permanent structures and mixed-use development should be considered.

### Build a Community Center in Downtown Clinton.



Figure 56. Location of current community center in relation to downtown. Image Source: Google maps.

During the public outreach events, it was revealed that there is a lack of community space and activities for young adults in the Downtown. The current public recreation facility, the Ericksen Community Center, is located beyond walking distance from many neighborhoods. In the CCC student survey, 16% of respondents selected “activities for adults/young families” as the first priority to be improved.

Community centers serve as focal points to many neighborhoods and cities. They enable residents to network with each other and build a strong sense of community, as well as support healthy, recreational environments for residents of all ages. Community centers provide

social, educational, and recreational activities, such as fitness courses, childcare center, senior center, and other uses.

In the future, with the increased number of businesses and residents, there will likely be a demand for a community and recreation center in or near the downtown. It is recommended that a new community center annex be located in or near the downtown, to supplement the potential need for gatherings and recreation space. The space can also be used as a shelter during emergency situations. Once the center is built, it can self-finance, in part, by renting out available space to various events or organizations.

### **Establish a co-working space in Downtown Clinton.**

As mentioned in the commercial sector section, there is a lack of move-in ready spaces for small businesses. The creation of white box spaces can provide the appropriate spaces for retail and service-providing small businesses that Clinton needs in the short-term, whereas a co-working space can provide office spaces for start-ups, freelancers, remote workers, and entrepreneurs to connect and collaborate. The space would support the entrepreneurial environment and encourage the creation of new, local businesses in the long-term. Rental spaces should be offered in variety of sizes, from tables to private rooms, as well as flexible lease periods.



Figure 57. Merge Co-working Space in Iowa City, Iowa. Image source: Little Village Magazine.

### **Coordinate business hours in downtown.**

Coordinated business hours of downtown businesses empowers customers to know when to shop and increases the likelihood of multiple stops in the same shopping trip, ultimately encouraging more businesses to locate downtown. Currently, there are not enough foot traffic in the downtown to coordinate open hours. A potential solution in the short-term is to incorporate coordinated hours only during the weekend. In the long term, the DCA can collaborate with its members to arrange the hours.



Figure 58. A business in downtown Clinton. Image source: Author.

### **Plan for the sustainable retention, attraction, and expansion of manufacturing firms in the long-term.**

Clinton County has a strong manufacturing base, with an LQ for 2.40 and 49 establishments providing 4,300 jobs with a total payroll of \$250 million in 2016. Because of manufacturing's importance to the economy and spirit of the region, the CRDC has identified three targeted industries related to manufacturing that play to the region's strength's and assets while also diversifying and encouraging a sustainable long-term economy. The three targeted industries are advanced manufacturing, fabricated metals, and logistics & warehousing. The CRDC should continue its focus on these three industries, and work with new and existing firms to strengthen the local business connections and working relationships between businesses in the three industries.

All three targeted industries are linked to each other and can provide many services to each other that translates into greater production, efficiency, and exportation of products and services to outside the region for all. Clinton County has one of the strongest fabricated metals clusters in the country. The many firms in the region have shipping and storage needs that could be provided by the strong logistics & warehousing industry. Fabricated metal firms have the ability to supply both logistics and advanced manufacturing firms with specific and well-crafted machine parts and tools, while advanced manufacturers offer technology that aids both logistics work and fabricated metal manufacturing processes. The linkages between these three industries allows for outside money flowing in as revenue from any firm to stay in the community as firms buy products and services from the other local firms in the targeted

industries. The end effect is that the strong the linkages and business connections are between key industries, the more outside money is kept in the region, having a multiplier effect and benefiting even local firms from all industries.

### **Convert vacant lots in the Liberty Square District into restored prairie.**

The Liberty Square Urban Renewal Area is 40 acres of relatively undeveloped land between the northeast-bound lane (Liberty Avenue) and southwest-bound lane (Lincoln Highway) of US Highway 30. Slated for future business development, Liberty Square currently lies nearly bare. Highway 30 is a major thoroughfare in the city, and so many residents and visitors alike pass by the vacant Liberty Square. As one of the first sights when entering Clinton, Liberty Square should be a positive representation of the city and community. Converting some or all of Liberty Square into restored native prairie has several economic and aesthetic benefits for the city. Having a small, natural Iowa prairie would offer an appealing entrance greeting residents, workers, and visitors, while providing a positive first impression of the city. Prairie reclamation in Liberty Square also re-emphasizes the city's commitment to business attraction and development in traditional commercial districts by reducing the availability of cheap land, which leads to sprawl and straining of resources.

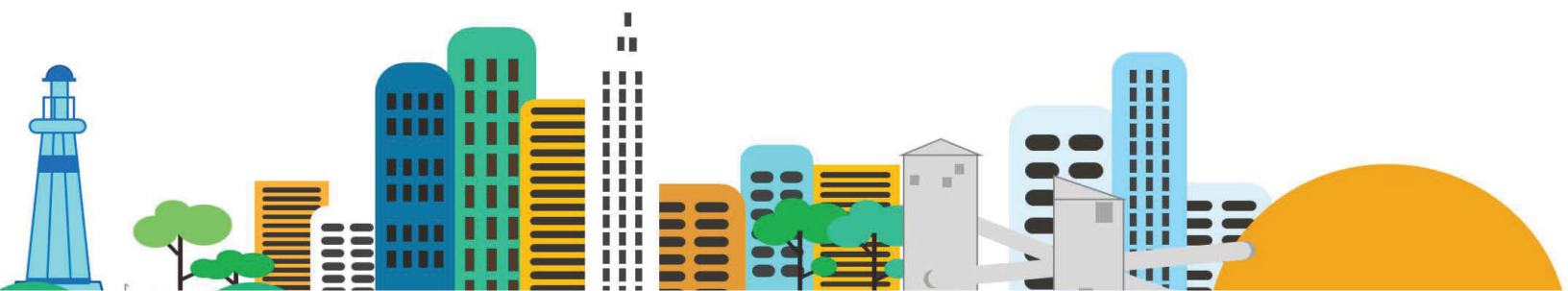
Vegetation native to Iowa requires less maintenance. Not only would this reduce maintenance costs of all 40 acres, but funding through the Iowa DNR's Resource Enhancement and Protection program is available to restore the prairie. Grant applications for funding in FY 2019 are due by June 1, 2018. Current guidelines for Living Roadway Trust Fund can be found at the Iowa Department of Transportation's [website](#).



**Develop an inventory of properties in which commercial businesses can locate.**

A complete inventory of buildings or vacant properties would be beneficial to the Clinton micropolitan region in the future. The City of Clinton should work with the Clinton County government and other municipalities in the area to compile a comprehensive list of buildings suitable for commercial properties or vacant lots zoned for commercial use. This list could be utilized in several ways. First, it is available to any municipality or business organization in Clinton County that is approached by new business wanting to relocate there. Second, the list can be updated annually and become a part of the recommended Clinton start-up business guide. Finally, the list could be a component of the proposed umbrella organization's website once up and running and combined with the inventory for industrial properties.

## CONCLUSION



The City of Clinton and Clinton County have seen many changes to the local economy over many years. As a gateway to the Western US that prospered from river and railroad transport, to being the lumber capital of the Midwest, to an industrial manufacturing town, Clinton has adapted to several changes throughout its history. Clinton is currently experiencing new changes and challenges, but as the history and culture of the city have proven, Clinton will adapt again.

The challenges to strengthen the economy of the Clinton micropolitan area must be addressed immediately, however. These challenges affect the quality of life for the residents of the area and have a profound impact on the region.

**Major challenges in economic development include:**

- increasing the number and variety of businesses
- improving the condition of downtown properties
- retaining a strong manufacturing sector
- developing and retaining a skilled workforce
- increase the institutional capacity for planning and development

Despite the current challenges, Clinton has many existing assets that can be utilized for future economic development.

**These assets include:**

- existing transportation infrastructure
- historic character of the downtown
- educational institutions capable of supporting the workforce

- strong manufacturing base
- committed community leadership
- network of economic development organizations

Through this plan's research, analysis, and synthesis, new strategies and actions were created based on their impacts on the local economy, workforce, and residents. Priority of key issues facing the community were considered when constructing the recommendations. The recommendations are also critical steps that need to occur before additional, long-term economic development initiatives can occur.



**Key recommendations for economic development include:**

- hiring additional planning and development staff

- coordinating and collaborating between economic development organizations through an umbrella organization
- aligning educational programs with regional employment needs
- utilizing critical business resources to recruit and expand businesses, including renewable biochemical production
- incentivizing redevelopment of the downtown through a focused and block-by-block approach

This plan starts at the foundation of economic development—focusing on central commercial spaces, harnessing regional economic assets, and generating a greater sense of community—but does not end there. The success in one part of the city can spill over to others, as well as the entire region, and successes in some areas of economic development will support and strengthen other areas of economic development. By following the recommendations of this plan, the Clinton area can shift in a new direction towards greater economic success.

## APPENDIX





## INDUSTRY ANALYSIS

Industry	2010	2016
	Location Quotient Clinton County, IA	Location Quotient Clinton County, IA
Goods-producing	1.86	1.75
Natural resources and mining	0.64	0.77
Construction	1.16	0.83
Manufacturing	2.38	2.40
Service-providing	0.89	0.89
Trade, transportation, and utilities	0.90	0.99
Information	0.69	1.03
Financial activities	0.62	0.65
Professional and business services	0.65	0.63
Education and health services	1.26	1.17
Leisure and hospitality	0.93	0.84
Other services	0.68	0.67

BLS QWEC - Annualized data

Location Quotient 7-Year Comparison

$$LQ = \frac{\left( \frac{\text{Region's Industry Employment}}{\text{Region's Total Employment}} \right)}{\left( \frac{\text{U.S. Industry Employment}}{\text{U.S. Total Employment}} \right)}$$

Location  
Equation

Quotient

$$NS_{ir}^t = E_{ir}^{t-1} \times \left( \frac{E_{iUS}^t}{E_{iUS}^{t-1}} - 1 \right) \quad NS_r^t = \sum_i NS_{ir}^t$$

$$IM_{ir}^t = E_{ir}^{t-1} \times \left[ \left( \frac{E_{iUS}^t}{E_{iUS}^{t-1}} \right) - \left( \frac{E_{iUS}^t}{E_{iUS}^{t-1}} \right) \right] \quad IM_r^t = \sum_i IM_{ir}^t$$

$$RS_{ir}^t = E_{ir}^{t-1} \times \left[ \left( \frac{E_{ir}^t}{E_{ir}^{t-1}} \right) - \left( \frac{E_{iUS}^t}{E_{iUS}^{t-1}} \right) \right] \quad RS_r^t = \sum_i RS_{ir}^t$$

$$\Delta E_{ir} = NS_{ir}^t + IM_{ir}^t + RS_{ir}^t \quad \Delta E_r = NS_r^t + IM_r^t + RS_r^t$$

Shift-Share  
Equations




Analysis

Industry	Clinton County, IA					United States					Clinton County, IA		
	2010	2016	Industry Structure as of 2010	Job Change	Percentage Change from 2010 to 2016	2010	2016	Industry Structure as of 2010	Job Change	Percentage Change from 2010 to 2016	National Share (NS)	Industry Mix (IM)	Regional Shift (RS)
Total for selected sectors	40,475	37,954	100.0%	(2,521)	-6.2%	212,249,799	240,737,344	100.0%	28,487,545	13.4%	5,432	0	(7,953)
Gross-producing	6,266	5,532	15.5%	(734)	-11.7%	18,775,587	20,855,718	8.8%	2,080,131	11.1%	841	(147)	(1,428)
Natural resources and mining	208	218	0.5%	10	4.8%	1,798,592	1,872,879	0.8%	74,287	4.1%	28	(19)	1
Construction	1,147	837	2.8%	(310)	-27.0%	5,489,499	6,686,142	2.6%	1,196,643	21.8%	154	96	(560)
Manufacturing	4,911	4,477	12.1%	(434)	-8.8%	11,487,496	12,296,697	5.4%	809,201	7.0%	659	(313)	(780)
Service-providing	13,971	13,445	34.5%	(526)	-3.8%	87,425,645	99,648,903	41.2%	12,223,258	14.0%	1,875	78	(2,479)
Trade, transportation, and utilities	3,968	4,058	9.8%	90	2.3%	24,442,734	27,002,877	11.5%	2,560,143	10.5%	533	(117)	(326)
Information	337	435	0.8%	98	29.1%	2,703,886	2,796,947	1.3%	93,061	3.4%	45	(34)	86
Financial activities	818	782	2.0%	(36)	-4.4%	7,401,812	7,953,761	3.5%	551,949	7.5%	110	(49)	(97)
Professional and business services	1,954	1,913	4.8%	(41)	-2.1%	16,712,011	20,024,917	7.9%	3,312,906	19.8%	262	125	(428)
Education and health services	4,208	3,832	10.4%	(376)	-8.9%	18,656,160	21,654,265	8.8%	2,998,105	16.1%	565	111	(1,052)
Leisure and hospitality	2,160	1,981	5.3%	(179)	-8.3%	13,006,814	15,556,625	6.1%	2,549,811	19.6%	290	134	(602)
Other services	527	444	1.3%	(83)	-15.7%	4,349,563	4,387,613	2.0%	38,050	0.9%	71	(66)	(88)

BLS QWEC - Annualized data

Shift-Share Analysis

## COMMUNITY COLLEGE STUDENT SURVEY QUESTIONNAIRE

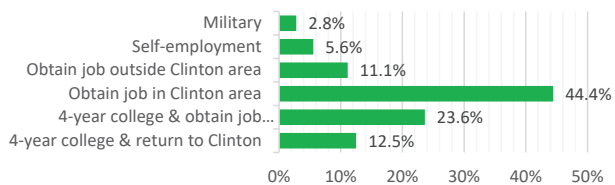
<div> </div> <h3>Clinton Economic Development Project Introduction</h3> <p>The Clinton Economic Development project started in August of 2017 as a collaboration between the University of Iowa's School of Urban &amp; Regional Planning and the Iowa Initiative for Sustainable Communities. A major component of the project is to identify strategies to enhance the social well-being of the area's residents, specifically an increase in living standards and economic opportunities. Within the scope of the project, the project team is surveying community college cohort students from the area in order to understand their perceptions about the community, along with current gaps in the community's facilities and services.</p> <p>We thank you for the time you dedicate to this survey. We will be available to answer any questions you may have regarding this questionnaire and the project it supports. Your answers are essential to provide informed data that will be used to help guide the Clinton area towards a brighter future.</p> <p>The survey has 9 questions and will take approximately 5-6 minutes.</p> <p>Thank you for your time!</p> <hr/> <h4>Consent Form</h4> <p><input type="checkbox"/> I confirm that I have read and understand the information above and have had the opportunity to ask questions</p> <p><input type="checkbox"/> I understand that my participation is voluntary and that I am free to withdraw at any time without giving reason</p> <p><input type="checkbox"/> I agree to take part in the above study. I agree to the use of anonymized quotes in publications</p> <hr/> <h4>Gender</h4> <p><input type="radio"/> Male</p> <p><input type="radio"/> Female</p> <p><input type="radio"/> Prefer not to disclose</p> <hr/> <h4>What are your plans after CCC?</h4> <p><input type="radio"/> Four-year college and return to Clinton area</p> <p><input type="radio"/> Four-year college and obtain job elsewhere</p> <p><input type="radio"/> Obtain job in Clinton area</p> <p><input type="radio"/> Obtain job outside Clinton area</p> <p><input type="radio"/> Self-employment</p> <p><input type="radio"/> Military</p> <hr/> <h4>At this time, do you picture yourself living in this area in the future?</h4> <p><input type="radio"/> Yes</p> <p><input type="radio"/> No</p> <p>55</p>	<div></div> <h3>What are some of the reasons you would picture yourself living in the Clinton area in the future?</h3> <p><input type="checkbox"/> Job or business opportunity</p> <p><input type="checkbox"/> Good place to raise a family</p> <p><input type="checkbox"/> Family ties to community</p> <p><input type="checkbox"/> Cost of living</p> <p><input type="checkbox"/> Quality schools</p> <p><input type="checkbox"/> Shopping opportunities</p> <p><input type="checkbox"/> Access to healthcare</p> <p><input type="checkbox"/> Good recreational facilities</p> <p><input type="checkbox"/> Other, please specify _____</p> <hr/> <h3>If quality career or business ownership opportunities were available, how likely is it that you would prefer to return in the future to the Clinton area to live?</h3> <p><input type="radio"/> Extremely likely</p> <p><input type="radio"/> Somewhat likely</p> <p><input type="radio"/> Neither likely nor unlikely</p> <p><input type="radio"/> Somewhat unlikely</p> <p><input type="radio"/> Extremely unlikely</p> <hr/> <h3>Please rate the the following facilities and services</h3> <table border="1"><thead><tr><th></th><th>Extremely good</th><th>Somewhat good</th><th>Neither good nor bad</th><th>Somewhat bad</th><th>Extremely bad</th></tr></thead><tbody><tr><td>a. Availability of jobs</td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td></tr><tr><td>b. Access to healthcare</td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td></tr><tr><td>c. Local shopping options</td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td></tr><tr><td>d. Access to affordable housing/rental housing</td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td></tr><tr><td>e. Wages/income</td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td><td><input type="radio"/></td></tr><tr><td>f. 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## DETAILED SURVEY RESULTS

In Question 1, we asked about the plans after graduation, in order to understand the willingness of the youth to stay in Clinton area. 44.4% of the total respondents said they are planning to obtain job in Clinton area after graduating the Clinton Community College.

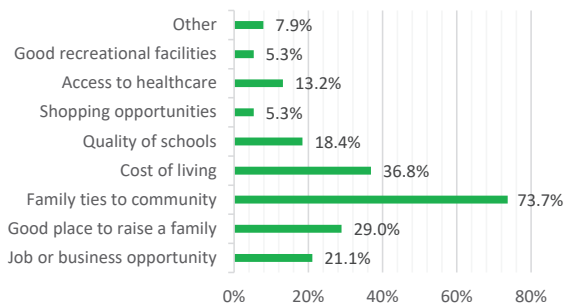
The result of Question 2 shows that 57.5% of the total respondents picture themselves living in the area.

1. What are your plans after Clinton Community College?

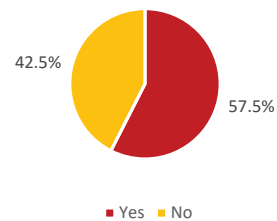


Question 3 shows that the most important factor indicated as a reason to stay in Clinton was family ties to the community, followed by cost of living and a good place to raise a family.

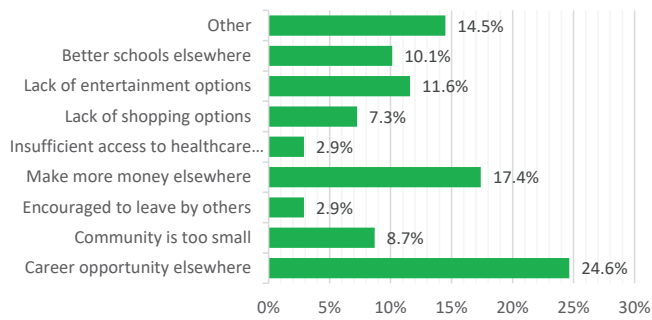
3. What are some of the reasons that you would picture yourself living in the Clinton area?



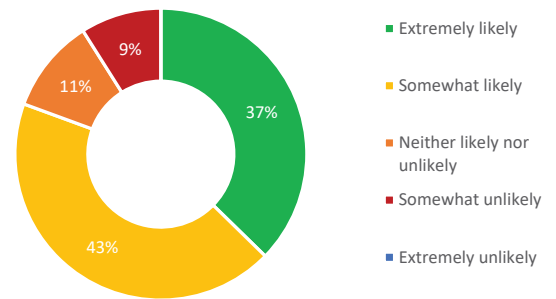
2. At this time do you picture yourself living in this area in the future?



4. What are some of the reasons you would NOT picture yourself living in the Clinton area in the future?



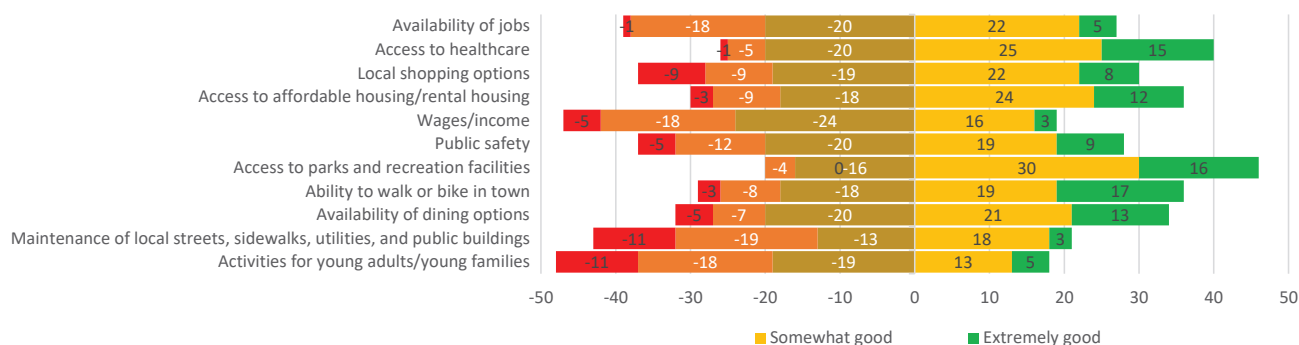
5. If quality career or business ownership opportunities were available, how likely is it that you would prefer to return



Career opportunities offered in other places were selected as the biggest reason to leave Clinton. Respondents of the Question 4 have also mentioned the climate, odors from local industry, lack of high paying jobs, and the general deterioration of the city over the last few years. In Question 5, round 80% of the respondents said that they would be extremely likely or somewhat likely to live in Clinton if quality career or business ownership opportunities were available.

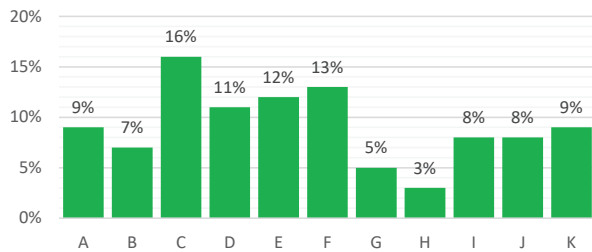
Question 6 asked the respondents to rate the existing facilities and services. 26% rated the ability to walk or bike in town as extremely good, followed by access to parks and recreation and access to healthcare. On the other hand, maintenance of local streets, utilities, and public buildings were rated as extremely bad by 11 people, as well as the lack of activities for young adults and young families.

6. Please rate the following facilities and services





7. What are the top 3 facilities/services you would most likely to improve?



**A** - Maintenance of local streets, sidewalks, utilities, and public buildings

**B** - Local shopping options

**C** - Activities for young adults/young families

**D** - Availability of jobs

**E** - Public safety

**F** - Wages/income

**G** - Availability of dining options

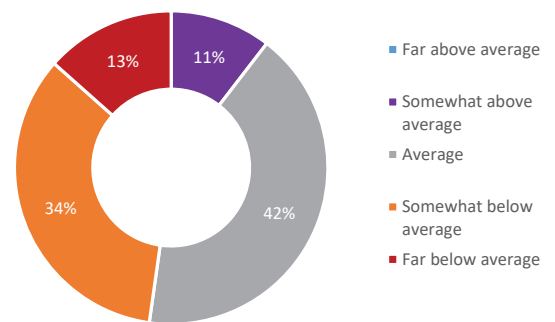
**H** - Access to affordable housing/rental housing

**I** - Access to parks and recreation facilities

**J** - Ability to walk or bike in town

**K** - Access to healthcare

8. Overall, rate Clinton as a place for young adults



Question 7 compiled respondents' top 3 facilities or services to see improved. The lack of activities for young adults and young families was considered as the top category that needs improvement. The importance of this category was raised several times during the interviews with Clinton Community College students and staff.

**Additional comments received from the survey included:**

- The lack of diversity in restaurants, retail stores (particularly clothing), and activities for young adults
- The lack of community pride
- The lack of adequate warning for road construction projects and the lengthiness of these projects
- The necessity for entertainment/nightlife options downtown and recreation opportunities
- The perception of drugs in the community and unsafe feelings due to lack of lighting downtown
- The need for improvements in housing and building conditions
- Multi-modal access to/from the city (rail, road, and river) is a key factor in business location and retention.
- Land is relatively cheap in Clinton, thus it is cost-effective for businesses to locate in the community.
- The quality of hospital services are perceived to be low.
- The adjacent community of Camanche is seen as being safer than Clinton.
- Reliable broadband internet is sorely needed. Currently, there are four internet service providers in the area and a noticeable lack of customer service.

## LIST OF BUSINESS RESOURCES

- **Iowa Economic Development Authority:** This website provides grants, funding programs, and other incentive mechanisms for municipalities and businesses through either the business development or community development divisions. To start the pre-application process or find the most up-to-date information about programs, visit their [website](#).
- **Iowa High Quality Jobs Program:** This program provides assistance for the relocation, expansion, or modernization of a facility in the state if the business meets certain requirements, including high-quality jobs as defined by state statute. These incentives include property tax exemptions, refunds on qualified construction and distribution expenses, and R&D. Applicant businesses must meet wage threshold and benefits package requirements in order to qualify, and must apply before the start of the project. All other requirements are additional information and links are available [here](#).
- **Redevelopment Tax Credits Program for Brownfield and Grayfield Sites:** This is a tax credit program that “promotes the economic health of communities by reducing environmental potential hazards, cleaning up eyesores, creating new jobs and boosting tax revenue.” Unlike most of the other programs listed, this program is restricted to individuals, LLCs, S-corporations, non-profits, or trusts or estates. Find for information and additional links [here](#). Qualifying applicants may apply through the Iowa Department of Revenue’s [CACTAS](#) ([Tax] Credit Award, Claim, and Transfer Administration System).
- **Community Catalyst Building Remediation:** This program “assists communities with the redevelopment, rehabilitation or deconstruction of buildings to stimulate economic growth or reinvestment in the community.” The city government must apply for this program. An applicant city must first pass a mandatory pre-application process (information can be found [here](#)). Funding is limited to one commercial building, with the exception that two adjacent buildings may be addressed if owned by the same party. Matching funding must be provided by the city. The most current program description, eligibility requirements, and additional information are available [here](#).
- **Iowa Green Streets:** This set of criteria helps to promote several aspects that make a community better, including public health, smart locations, operational savings, and sustainable building practices. Fulfilling Iowa Green Streets criteria makes Clinton eligible to apply to some Community Development Block Grant funds and all Main Street Iowa Challenge Grant programs, among other project-funding

sources. More information, including the Iowa Green Streets application, can be found at the Iowa Economic Development Authority's [website](#). The full Iowa Green Streets Criteria are located at this [link](#) and a quick checklist can be found [here](#).

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2016

# Downtown Parking Analysis

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# Augustana College



## **Downtown Parking Analysis**

**Spring 2016 • Sustainable Working Landscapes Initiative**

Dr. Jason Plume • Professor • Department of Political Science

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## **Acknowledgments**

Thank you to all the students in the spring POLS 331 course that contributed these solutions.

## **The Sustainable Working Landscapes Initiative (SWLI)**

The concept of the Upper Mississippi Center for Sustainable Communities (UMC) came from exploratory meetings with more than 125 on and off-campus community stakeholders between January and August of 2013. The need was clear: our area's urban and rural communities have identified many environmental and economic sustainability issues and do not have the staff, expertise, time or funding to address them. The vision of the UMC was to mobilize Augustana's faculty and students to help communities solve the social, economic, and environmental challenges facing the rural and urban landscapes of the Upper Mississippi region by integrating the study of these current, local issues into coursework taught on campus. After two pilot years, the UMC implemented a unique collaborative learning model named the Sustainable Working Landscapes Initiative.

The Sustainable Working Landscapes Initiative is modeled after the Sustainable Cities Year Program at the University of Oregon. Augustana College is the only exclusively undergraduate institution in the country to adapt this highly successful program to a residential liberal arts setting. The model creates a full one-year partnership between Augustana and a city/county partner, matching existing courses from multiple departments and other learning experiences (independent study, senior inquiry, internships) with community-identified and driven sustainability problems. The SWLI also helps cities and counties achieve their economic, social, and environmental sustainability goals while working with limited resources.

The Sustainable Working Landscapes Initiative represents a paradigm shift for service learning experiences in higher education. Instead of asking groups and communities to participate in initiatives that originate in academia, the UMC asks communities to identify their most pressing social, economic, and sustainability challenges. It then provides these groups and communities with the human and academic resources of Augustana College faculty and students to help them address the challenges. This is not a one-time group of volunteers. SWLI student and faculty participants commit to supplying three, 10 week terms of sustained research, study and work in the classroom and in the field. The UMC is establishing enduring relationships between Augustana and these constituents so they can continue to work together to find creative solutions, test and evaluate their effectiveness, and try again as challenges and problems change.

The Mississippi River city of Clinton, Iowa (pop. 26,473) was chosen as Augustana's 2015-16 SWLI partner. Students and faculty are collaborating with Clinton officials and community stakeholders to complete 15 community-identified projects. Throughout the year,

these projects are being worked on by 150 students in 15 courses in the humanities, social, and natural sciences. Because these projects are community-driven priorities, the fresh ideas, designs and products students generate address critical but unmet needs and have real-world impact.

## Project Description

In collaboration with representatives of Clinton, Iowa's city government and the Clinton Downtown Business Alliance, myself and a team of twenty-three Augustana College students enrolled in POLS 331-Public Administration assessed Clinton's downtown parking lots, signage, and accessibility. The twenty-three students were arranged into four groups, each representing a category or branch of examination pertaining to downtown parking. On March 16, 2016 the four groups of students surveyed fifteen business owners, managers, and employees asking a range of questions regarding parking availability (See Appendix 1 for questions and responses). This garnered us an original empirical data set from which to aggregate, manipulate, and analyze. The four groups were given the following titles: (1) Accessibility, (2) Communication, Involvement, and Signage (CIS), (3) Enforcement and (4) Mediation. Group 3, CIS was solely responsible for visiting every parking lot, categorizing the available parking spots, and grading the wear and tear on signage.

Responses to the surveys were aggregated and analyzed by the class as a whole. After identifying the most common and prominent responses given by business representatives, each group examined up to three problems for articulation. Following identification of prominent problems, research was conducted to find case studies of similarly populated cities with downtown parking, parking regulations and enforcement, Clinton's available resources dedicated to downtown parking, costs for repairs as well as possible innovations. Following research, each group met once a week in class and once a week outside of class time to analyze and identify the most feasible solutions to their respective problems. The following problems were identified:

<u>Group</u>	<u>Problems</u>
Accessibility	1. Employee/ Public Parking 2. Poor Management of 5 <sup>th</sup> Ave. Parking
CIS	1. Business to City Communication 2. Regulating Employee Parking 3. Repairing Signage and Line Painting

Enforcement Enforcement	1. No Incentives to Diffuse Parking Clusters 2. No Active
Customers	3. Creating Common Ground Between Employees, Tenants, and
Mediation	1. Mismanagement of Employee/ Client Parking Spaces
	2. Miscommunication between Public and Private Interests
	3. Marketing of Parking Spaces

Once each group had identified and articulated their most prominent problems pertaining to their topic, solutions were analyzed, contemplated within groups and with the entire class. Each group found what they believe to be the most viable and affordable solutions by combining tested, research-based solutions, their own analysis, and responses from the surveys. Each group then selected a primary author and presenter for their data. The following pages contain each group's set of problems, solution analysis, suggestions, possible costs of maintenance along with supporting research. You will notice that the problems identified by each group are not mutually exclusive, therefore a similar issue/ problem was studied and analyzed by multiple groups offering a wider perspective of the issue as well as alternative options/ solutions.

### **Group Name: Accessibility**

Job delegations:

Corbin Delgado: Speaker/presenter

Brandon Bauer: Visual media

Richard Butera: Visual media

Jack Asquini: Author with a focus on problem 1

Anna Tegge: Researcher with a focus on problem 2

Avery Pearl: Assistant director to problem 1 & 2



1. **Introduction:** Todd Litman, executive director and founder of the Victoria Transport Policy Institute, is dedicated to developing innovative solutions to transport problems. Litman describes that “an automobile is [typically] parked 23 hours a day and uses several parking spaces each week. Parking facilities are a major type of land use; their location and design affect the kind of development that occurs as well as how we view a building or use a street” (Litman 42). After speaking with business owners from downtown Clinton, they indicate that there is a large parking problem; however, Clinton does not have a parking supply problem, but rather a parking management problem. For discussion of accessibility it is difficult to assess with such a glaring management issue. Within two blocks of the main city drag there are more than 11 parking lots. This white paper will look at the poor management structure of Clinton’s downtown and how through best practices lifted from other comparable towns we can address the situation at hand.

1. **Problem 1- Employee parking**

- a. **Problem 1:**

As we explored downtown Clinton and talking to many shop owners, it seemed that there was not a parking problem in terms of not enough spaces for customers, but rather a parking *management* problem. Upon observing the problem firsthand, it seemed there were many stores that had employees parking directly in front of buildings. In fact, store owners could point out exactly which cars were from which business’ employees, because they were there every day. In addition to this, auto repair shops do not have their own parking lots to keep cars overnight, so these cars are taking up spaces for longer than 24 hour periods.

Employees in downtown Clinton are taking up too many premium parking spaces along the main drag. This prohibits prominent availability for consumers looking to utilize the downtown district to facilitate their shopping needs. The lack of spaces is frustrating consumers and business owners alike as the consumers are discouraged from shopping at many businesses, due to lack of parking, and business owners are seeing a dip in revenue stemming from this issue.

- b. **Solution 1:** A few solutions are available to Clinton. According to Danville, IL, a city of comparable size to Clinton, which was experiencing many similar employee parking issues. A best practice was to designate specific lots in the area to employees and have them walk to their place of employment rather than parking right in front of the business. To truly enforce this, however, it is truly up to the business owners to communicate with one another to enforce and make sure that their employees are not parking in front of the stores. Another option might be to create a committee of the business owners in order

to increase communication and cooperation between businesses, as many towns comparable to Clinton have done. There is also the option of designating a specific lot for employees, so they will be encouraged to avoid parking on the main streets of the downtown area. A final viable option is one recommended by a parking analysis and management plan done on the city of Neenah, Wisconsin. As a city with a similar population, demographic and with very similar problems to Clinton, the authors suggested the problems could be better solved if, “overall command and control was consolidated under a single responsible staff person – to include parking enforcement management and oversight” (Walker 5). This person could effectively communicate with the other business owners and see to it that there is something done about the employee parking situation in Clinton.

### 3. **Problem 2-** Poor management of parking on 5th Avenue

#### **Problem 2:**

A lack of employee awareness and a singular emphasis on one street in Clinton contribute to the city’s parking management problem. As indicated on the map below, the city of Clinton has more than 10 empty parking lots along the outskirts of 5th Avenue that employees are not utilizing. Employees should be encouraged to park in these external lots in order to ensure the most consumer traffic for local Clinton businesses.

#### **Clinton, Iowa Downtown**



**Blue horizontal line = 5th Avenue**

**Red squares = Available parking in Clinton**

After exploring Clinton, it should also be noted that much of the city's beautification efforts are limited only to 5th Avenue. Looking outward from 5th Avenue, it becomes evident that there is a lack of general upkeep, landscaping, maintenance, and preservation beginning on the streets spanning the perimeter of 5th Avenue. Located in these areas beyond 5th Avenue are additional parking lots where employers have the ability to park. According to *Concept, Directions And Practice Of City Attractiveness Improvement*, there should be an equality of attractiveness around cities. They talk about the need for whole areas to be aesthetically pleasing, and as in Clinton's case, not limited to one area (5th Avenue). Additionally, this article describes that "the attractiveness of a city is regarded as one of the most important pre-conditions for its future economic success" and help aid in long-term economic stability (Sinkienė and Kromalcas 148).



Clinton has the opportunity to use their resources for sustainable landscape design along the outskirts of 5th Avenue. Five elements that should be considered when implementing sustainable landscape design should include visual appeal, cost effectiveness, functionality, environmental impact and its ability to be maintained. The University of Minnesota's Sustainable



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*<sup>1</sup> All plants listed are native, require part sun, tolerate pollution, and are considered very adaptable; these are all features that would thrive in downtown Clinton and areas beyond. These plant beautification suggestions satisfy the five elements of sustainable landscape design and would be an effective use of the resources that indirectly contributes to solving Clinton's parking management problem along 5th Avenue.*

- *Juniperus Horizontalis- tolerates pollution and part sun, good for rocky environment*
- *Parthenocissus Quinquefolia- tolerates salt and part sun*
- *Cotoneaster divaricatus- Deciduous shrub, adaptable*
- *Hydrangea Macrophyllum Bailmer- Deciduous shrub, adaptable*
- *Potentilla fruticosa- Pink Beauty Deciduous shrub, adaptable*

## Sustainable urban landscaping suggestions

**Solution 2.** If the outskirts of 5th Avenue could be improved, employers would be more inclined to park in these newly aesthetic spaces. If beautification efforts were implemented outside 5th Avenue, this policy would free up some of the congestion in the lots adjacent to 5th avenue businesses. According to Todd Litman, “parking management helps create more attractive and livable communities” (Litman 43). With more attractive spaces, Clinton has the ability to solve the short-term parking management problems on 5th Avenue but also contribute to future economic stability in Clinton.

**5. Conclusion:** If all of our parking policies are implemented, we expect to see exponentially greater accessibility for consumers along the 5th Avenue strip in Clinton, Iowa. Employee awareness and effective parking management along the busiest street will be beneficial for shoppers, tourists, business owners, and anyone seeking to explore the quaint downtown area.

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## **White Paper Report on Clinton Communication, Involvement, and Signage**

### **Introduction**

After investigating various parking issues facing the City of Clinton downtown area, we found that the amount of available parking spaces in the downtown area was not an issue. However, the overall lack of organization, communication, and clarity pertaining to where consumers should park in regards to those spaces was creating issues of inconvenience for both consumers and vendors. We have decided that the City of Clinton should focus on three different aspects of parking and business involvement.

First, we found that improving communication and trust between city officials and businesses would help solve other parking issues more effectively, in turn promoting businesses to work together as a group. Second, we concluded that the lack of regulation pertaining to employee parking was hindering the availability of accessible parking for consumers, therefore hindering economic opportunities for various businesses. We suggest that better management of employee parking would help both vendors and consumers have a better experience in the downtown Clinton area. Third, we stress that the replacement and repair of parking designation signs would greatly improve parking organization as a whole and provide visible, accurate information telling customers where they can and cannot park. By addressing these three issues, we believe designated parking will be more clear, parking availability for consumers will improve, and Clinton businesses will have an overall better relationship with one another.

### **Communication Between Businesses**

After interviewing multiple business owners in the downtown area, it was concluded that communication between businesses and city officials was a primary concern. This concern, we believe, is a reason for why the downtown area has yet to experience significant economic growth. Because of this, public participation could significantly benefit the community as it prepares to enter a new stage in their development through policy decisions. In addition, talking to housing owners and tenants about parking in various lots will be helpful. For example, Lou at Deja Vu Antiques reported that employees from other businesses have not been told where to properly park, preventing consumers from parking near her business. Stitch-N-Stuff also reported that it is challenging for businesses to communicate with each other and to city officials. By increasing and promoting communication between business owners, parking issues would be solved quickly and

effectively by the businesses themselves. Improved communication will build trust between business owners and the city itself.

To promote and sustain proper communication between businesses in the downtown area, we propose setting up a city initiative where business owners elect a leader every year to coordinate meetings with businesses and city officials. As employed by the Dutch, urban development projects can be initiated through private and public sectors when working in tandem with one another (Heurkens and Hobma). Additionally, Mäntysalo and Saglie state that other Nordic countries have implemented ideas of private-public partnerships (Mäntysalo and Saglie). These initiatives have seen a rise in planned urban development where the parties of the local district are just as satisfied as the business owners. City officials in Clinton need to form a committee which involves all business owners in the downtown area, elect an owner that is willing to lead the committee, and task him/her with the responsibility of coordinating monthly meetings that discuss current issues, questions, and/or ideas that businesses have.

### **Regulation of Employee Parking**

We have found that, although the issue of parking in the lots is a time sensitive concern (rush hours, busy weekends, and holidays), there are a significant number of business leaders that argue employees from other businesses are utilizing key parking lot spaces that should be available to consumers only. For example, many believe that employees are parking on the street in front of businesses and in smaller parking lots that are in the central downtown area, which are key to consumer accessibility. Ronda from Old Crow Antiques and Joe Leonard from American Family Insurance reported issues with street parking in front of their businesses being taken by employers and employees of other businesses in the area. We believe that the lack of prime parking spots, due to unregulated employee parking, contributes to the issue of low consumer traffic. Communication between businesses, as mentioned previously, plays a major role in the solution to this issue as well.

We stress that specific directives from business owners to their employees is important in solving this issue. Business owners should also be willing to accept constructive criticism about their employees' parking habits from city officials and other business owners that feel their parking is being unfairly used. To back this theory, Akhavan-Tabatabaei state that quality over quantity is the key factor when looking at parking availability. Instead of providing more spaces for consumers, better management of the existing spaces will solve the issue of low consumer traffic. Finally, a common perception is that front-strip parking is the only key to their parking issue. However, Syden and Scavo argue that people are willing to walk to locations across a downtown shopping district if it is clean and accessible, with proper signage and directions. Therefore, our suggestion is not only to manage employee and

employer parking, but to also be more aware of any other potential issues unrelated to parking that could be deterring from business.

### **Replacing and Fixing Parking Signs**

After examining the available parking lots in the downtown area of Clinton, we have determined that the decaying, confusing signage in and leading to these parking lots is contributing to the overall issue of finding quality parking for consumers. While the lots themselves are adequate in terms of space, poor line painting and the lack of proper, updated signs detracts this. Upon examination of these lots and the pictures that we have taken, we believe that the current signs fail to indicate that the provided information is up-to-date and the parking lots are cared for. Without clear, quality signs, consumers might make the false assumption that Clinton is run-down and does not care enough about the area to upkeep it. Not take the existing sign issue into consideration will surely proliferate this false perception.

Therefore, we propose that the City of Clinton reevaluate the quality of signs telling customers about parking availability. This includes repainting signs with accurate and visible information of where, and when, to park, refurbishing existing signs that are generally worn down, but can still be used, and finally, for signs that have sustained heavy damage, replacing and purchasing new signs is necessary. This will eliminate obstacles to public parking as we have seen through large-scale examples like the Los Angeles area. Though the situation may seem far removed from the issue of Clinton, it must be noted that it is much harder to implement change, and be successful with that change, on larger-scales (Nelson). Hence, it is reasonable to assume that if Clinton follows through with a sign and lot project success can be achieved here as well. To further reinforce this point, we have determined that Syden and Scavo, once again, are in favor of proper signage. Of the realities that are stated in their article, this issue holds the easier solution: replace signs and improve upon existing structured lots. We believe that if news signs are put in place and existing ones are improved upon, Clinton's parking will be more organized and consumers will be more likely to follow the regulations put in place.

### **Conclusion**

In conclusion, we emphasize that Clinton's parking issues primarily derive from a lack of communication and trust between business owners and city officials. While interviewing business owners, we found that the vast majority of them mentioned how a lack of communication was hindering the overall success of the downtown area. We believe that if steps are taken to form a committee that includes all business owners in the downtown

area, as well as some city officials, parking issues will be significantly easier to solve. By combining this with the enforcement of proper employee parking and parking lot sign improvement, the City of Clinton will have a more organized, cohesive downtown area that will be attractive to both consumers and business owners.

## **Enforcement**

### **Designated Parking Zone**

#### **Problem:** No Incentive To Diffuse Parking Clusters

Citizens/ Customers have no incentive to park in the areas that are further away from their main destination and because of this, people cluster to the most popular regions of the downtown center. The clustering of the people causes parking congestion in front of businesses and leaves large swaths of street parking and the parking lots with plenty of empty spaces. FireStone employees note that there is little parking available for both themselves and for the customers. They claim that there is a struggle to find and supply parking for everyone in order to accommodate their services without disrupting other business. They have not seen much success because there is competition for parking. For example, in Chico, California, the downtown area (although a larger population) had serious parking clusters that were causing numerous problems for the citizens and the employees. Parking clusters are a problem because there is a fight between cars vying for a spot close to where they want to be, disgruntling individuals who find going downtown to be a hassle as was the case with Chico. Clinton also is suffering from parking clusters, but unlike Chico, who does not have space to work with and thus was harder to re-work, the city of Clinton has plenty of open parking spaces to work into a new parking system that can be quick and effective (Donnell).

#### **Solution:** Create Zones Through Signage

The goal for creating these parking zones is to encourage people to park in zones furthest away from the most popular areas by using meters to equalize the distribution. Employees of Deja Vu believe that signs and meters would be an effective measure to take in order to break up the parking cluster around certain places. For the city of Chico, CA the article provides that one possible solution would be beneficial. This solution would be to create zones in the downtown area that offered different costs, and would break up the clusters while providing adequate parking spaces for more people. For Clinton, this could be adapted for the zones to discern proper parking time allotments. At the most popular and clustered parts of the city, meters could be implemented as a means to provide options for

either paying or free parking amongst these zones similar to how Chico has implemented this strategy (Donnell). Because of this new signs are going to be needed in order to outline what and where these new zones are and how they will be enforced.



## **Active Enforcement**

### **Problem Two: No Active Enforcement**

When a person has disrupted the parking situation in any way, the course for getting an enforcing body involved in Clinton is a difficult and ineffective process that involves the business owner contacting the police station (sometimes multiple attempts) and waiting for someone to show up, often times there are no repercussions for the wrong-doing. For example, Lou, the proprietor of Deja Vu said that there is no enforcement for when unwelcomed cars are parked wrongly outside of her business. Other problems that are common occurrences in downtown areas, as stated by Litman, include: ignorance of regulations by motorists, a disregard of parking parameters, and time management issues on the part of the individual (Litman). This problem also has to do with signage. The people do not take heed of the rules because the signs are poorly kept in many parts of the downtown and the parking signs are not enforced by any means. Resulting in no incentive to obey the rules that the downtown has when it comes to parking. Previously, a Municipal Transit Authority employed “meter maids” for the enforcement of those vehicles that commit infractions. However, that position no longer exists. Operations Commander: Captain William “Bill” Greenwald stated that the Clinton Police are not responsible for, nor do they have the resources (equipment or staff) to carry out the position now left vacant.



### **Solution:**

Implementing a police presence in the downtown area to enforce the signage that is already established and to help deter people from parking inappropriately/for an exacerbated amount of time. If needed, the police presence could provide a means to correct the problem through enforcement intervention, either through mediation or implementing fines already established as a current form of recompense. Enforcing this issue could be done through including parking meters, timed-chalk marking of car tires, or even using new technology like License Plate Recognition to detect parking violations. Other enforcement procedures as outlined by Litman include: *“Parking enforcement officers must be given adequate training and clear guidelines concerning how to enforce parking rules. They should be friendly, considerate and helpful. Parking enforcement officials should strive to be perceived as helpful community ambassadors. They should provide maps and brochures about local parking options, as well as general directions and tourist information,”* (Litman, 39). During the phone interview with Captain Greenwald, the notion of a hypothetical city council ordinance to utilize police presence to further enforce parking violations was discussed. He claimed a need for further investigation regarding financial research data and management. Specifically, to discover if the proposition for increased police involvement in downtown parking would be the best solution by examining the previous reports when a “meter maid” was still employed. Issues he suggested investigating included: (1) how many tickets were given in a designated amount of time (2) business feedback to discover what the problem is and (3) how to effectively remedy it. Greenwald stated that, if there were minimal citations assigning a full-time officer to this job, it would not be money well spent.

### **Rules For Parking**

#### **Problem Three: Common Ground Between Employees, Tenants and Customers**

Employees and tenants parking in places that are reserved for customers is affecting businesses and the customers are not getting the parking priority in order to shop. This is happening while the majority of “free” parking lots (with no time limit) are left almost completely empty. When these issues are brought to the Clinton Police Department it typically takes more than one call for any action to happen. Cpt. Greenwald explains that on any given day there are only 4-5 officers, one of which is a supervisor, and they cover a large and elongated city area: “From Deer Creek to the Airport”. The prospect of having the ability for officers to play a more central role in downtown parking issues, Greenwald noted, would be ideal. However, when offenses such as Domestic Violence and serious Traffic Accidents

call for a minimum of 2 officers he cannot see parking being a priority with the department in its current state.

**Solution:**

Have businesses implement a parking protocol that all employees/businesses in the area can adhere to and can also be utilized for tenants living in the buildings. This would be a private sector solution. Other ideas that come from employees and store owners dealing with this problem include: (1) a downtown parking lot designated for employees, (2) offering incentives for those who park further away from businesses to leave spots for customers or (3) splitting downtown into zones with each zone having a different rate depending on that particular area's demand for parking. Any visitors of the tenants can be offered a Visitor Permit through the city, though they must comply with the regulations of the permit.

Another solution includes the idea of creating a more walkable city. One way of doing so is by simply planting more trees, "Trees make places walkable, livable, and sustainable, and these ways are so hard to monetize." A typical street tree absorbs the first half-inch of rainfall and as a nation we're paying billions of dollars in combined sewage overflows that are the result of the inability to absorb our storm water. These trees also absorb CO2 and ultraviolet rays, provide more shade, and make walking in downtown more comfortable.

(Because cross-connections and runoff water/overflow is an issue in Clinton, this solution could kill two birds with one stone.

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## **Mediation**

### **Problems:**

1. Mismanaged parking spaces. Clinton, Iowa does not have a problem with parking supply; rather spaces close to storefronts fill up quickly which gives people the perception that there are not many places to park, despite there being ample spaces. Our interviews highlighted the belief among business owners that government should be responsible for addressing this problem. However, when they become disappointed with the lack of results,
2. This can cause business owners to have the perception that government is unresponsive and apathetic to their needs. From this arises a variety of community problems that encourage anti-government sentiments which can be detrimental to implementing policy. (Srinivas )

## **Solutions:**

1. (a) Business owners need to make sure their storefront parking spaces remain as free as possible. This involves encouraging employees to use private parking lots located behind businesses. Owners should be able to set or generate parking guidelines for spots directly in front of their business. Owners should refuse business to anyone that disobeys parking rules. (Litman )

(b) Encourage business owners to create their own signs in order to solve their parking problems. They understand that investing in their company can produce positive returns. Citizens cannot obey proper parking procedure if they do not know what the rules are in the first place. (Litman )

2. (a) Recruit a business liaison to coordinate information among business owners. This does not have to be a paid position, rather someone that has a high interest in maintaining best parking practices. The main concept here is to recruit people that genuinely care. This person can monitor parking spaces during high traffic time.

Despite not having much authority, a person in a government issued vest with a patch or a badge might be enough to convince certain parkers to relocate their vehicles.

(b) Many cities have a successful volunteer parking enforcement program where citizens police parking spots in their own communities. This would ultimately be the most effective option. Starting the program and developing the necessary training protocol and selection criteria may be costly however once the program is established there are no employees to pay. (Srinivas)

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## **Appendix One:**

### Survey Questions and Responses

March 16, 2016

1. What was “their” issue with parking?
2. What they thought the community’s issue with parking was?
3. What is the busiest time?
4. What solution would “they” most be willing to implement?
5. What techniques have been used in the past?
6. To what degree were these techniques effective?
7. What other techniques exist?
8. What techniques have been used in similar areas?
9. What are some incentives attempted?
10. Would positive messages help?
11. Did you see variation by location?
12. What penalties were there and how severe were they?
13. What type of business?
14. Name of the contact?
15. Day of interview?
16. Where is the business located? (On the street, on the corner)

### Responses:

1. Lou at Déjà vu antiques: problem – tenants would take up front parking spots, no deterrents to discourage them  
Rhonda at Old Crow antiques: problem – employees and owners of businesses take up front parking strips  
Joe Leonard at American Family Insurance: problem – employees and owners of businesses take up front parking strips; lots aren’t maintained, painting chipping, potholes, against parking tickets



Gifts Galore (Sally): Problem – Frustrated at the lack of parking enforcement, people take front spots and don't patronize her business

Unique and More: problem – doesn't see a parking problem, upset with poor local road conditions

Dr. Jen Petersen at Chiropractic Healthcare: problem – Elderly clientele, lacking handicap space/ ramps, poor signage, business across the street takes up spots (Firestone Tire), ambiguity in regards to parking time limits

Stitch-N-Stuff: problem – Frustrated with lack of enforcement, concerned with communication, believes 5<sup>th</sup> avenue is prioritized over other areas, unhappy with parking tickets, ambiguity in the signage, weather issues (snow buildup)

Sandra Land from the Painted Rooster: problem – wants the city to consider parking meters, car buildup in front of business

Kim Ranch: problem – not enough parking spaces, lost two of her handicap spaces

Natalie from US Bank: had no problem

Tasso from J&D Steakhouse: problem – not enough space, frustrated with how the city plows snow and allows it to pile up in front of their business, no leadership on the parking issue

Lou from Déjà vu (Group 3): problem – not a tenant parking problem (they have their own spots) their visitors take up parking for periods of time

Firestone Tire: problem – have to park across the street because they don't have any on their side,

Gorilla Dogs (also owner of Unique and More): problem – lack of consumer circulation, would like to have more business

## 2. COMMUNITY ISSUES:

Lou- two community issues first: Wilson building Second issue- lack of parking meters and enforcing

Rhonda- no meter maid- new meters on 5<sup>th</sup>

Joe- poor state of parking lots

Steakhouse- snow removal problem (piling up in front of business)

Stitch and Stuff- snow removal. No leadership. Up keep of parking lot. Communication

## 3. Busiest Time:

Keep You Sewing (Kim Ranch)- Prime time of day 11-3

Painted Rooster (Sandra Land)- Christmas time

Jacob- (alliance director) – Wed, Thurs, Fri and Lunch hours

Stitch and Stuff- Lunch hours

Steakhouse- 3-7

Lou- Lunch hours

#### 4. POSSIBLE SOLUTIONS:

Lou- Meters, New signs, parking education

Rhonda- meters and education of employees

Joe- parking education

Kim Ranch- compromise on the number of parking spaces

Steakhouse- Leadership/communication

Sandra Land- Meters to monitor parking.

Firestone- More parking

### **Appendix Two: Data from Interview with Clinton, Iowa Police Representative**

Inquiries made to “Operations Commander: Captain William “Bill” Greenwald:

He advised [our group] to look at City Ordinances if we had not. (Said to include: the blocking of private drives, parking in front of fire hydrants, essentially vehicles in private and restricted areas).

Previously, a Municipal Transit Authority employed (Greenwald was tentative to title) “meter maids” for the enforcement of those vehicles which committed infractions.

However, (as we are aware) that position no longer exists.

Greenwald continued, the Clinton Police are not responsible for, nor do they have the

resources (equipment or staff) to carry out the position now left vacant.

He further explained that even though the tasks of parking enforcement are not dealt with daily, the police have been contacted by businesses about all day parking infractions, and responded when they had officers available to chalk, and subsequently monitor vehicles violating posted parking laws.

During the conversation, the notion of a hypothetical city council ordinance to utilize police presence to further enforce parking violations was inquired upon. His response was one of need for further investigation into financial research data and management. Specifically, to discover if the proposition for increased police involvement in downtown parking would be the best solution by examining the previous reports when a “meter maid” was still employed. Pertinent areas he suggested investigating included: how many tickets were given in a designated amount of time and business feedback to discover what the problem is and how to effectively remedy it. In this regard, Greenwald stated that, if there were minimal citations assigning a fulltime officer to this job, it would not be money well spent.

To enhance the previous statements with the facts of the matter, Greenwald explained that on any given day there are only 45 officers, one of which is a supervisor, and they cover a large and elongated city area: “From Deer Creek to the Airport”. The prospect of having the ability for officers to play a more central role in downtown parking issues, Greenwald noted, would be ideal. However, when offenses such as Domestic Violence and serious Traffic Accidents call for a minimum of 2 officers he cannot see parking being a priority with the department in its current state.

### Appendix Three: Student Presentations

# Enforcement

- Jonathan Herdler
- Gus Benson
- Michael Hoover
- Ashton Snyder
- Ryan Shoemaker
- Ruth Jessee



Issue 1: No Incentive to Diffuse Parking Clusters

## Solution 1: New Signage

- Would encourage people to park further away by using a time limit and or meters to equalize distribution of traffic.
- Break up parking clusters and distribute parked cars more equally.
- Possible zones with signs offering different rates for parking.
- New signs with time allotments.
- Paying for close spots through meters.
- Research from April 2016 (Donnell) has show signage to be effective

## Issue 2: No Active Enforcement

- No current repercussions when parking limits are exceeded.
- No current patrol to see if parking limits are exceeded.
- Problems with people parking in front of businesses and staying there excessively.
- Disregard for parking parameters and ignorance of regulation by motorists.
- Research from Litman agrees that this leads to a major parking problem.

## Solution 2: Police Presence

- Implement a police presence in the downtown area to enforce signage.
- Would deter people from parking inappropriately or for an exacerbated amount of time.
- Enforce fines already established or through mediation/warnings.
- Important to educate the public as to where people can and cannot park.
- Set clear guidelines and have an informed police department to know how to enforce the regulations.
- Provide maps, brochures, etc. to educate the public.
- Research from Litman states that the solutions mentioned are effective when dealing with a lack of enforcement.

## Problem 3: Lack of Common Ground

- Employees and tenants park in spaces reserved for customers and this is affecting businesses.
- The customers do not have priority for parking where they want to shop.
- The majority of the "free" or unrestricted time limit parking areas are empty.
- Deja Vu Furniture also agreed on the lack of common ground.



## Solution 3: Establishing Common Ground

- Business-implemented parking protocol for all employees to follow.
- Downtown parking lot for employees.
- Incentives for those who park further away.
- Zones for different "rates" or "time limits" for parking.
- Making a more walkable community - such as planting more trees.
- Similar strategies stated above have been proven effective according to research from Donnell in 2016.

## Conclusion

- No incentive to diffuse parking: New signage.
- No active enforcement: Police presence and education about parking.
- Lack of common ground: parking protocol, incentives, zonage, and beautification.



## Parking Mediation Solutions for Clinton, Iowa

Group 4: Zachary Kerska, Robert Chaney, Harrison Crane Smith, Grant Stredler, Kamille Brashear

### Problem/Solution 1: Mismanaged Parking Spaces

**Problem:** Clinton, has an adequate supply of parking spaces however spaces near storefronts are used by employees. This is problematic because it takes up space for the customers. Our solutions are based on our own information and data from the Victoria Transport Policy Institute.

#### Solutions

- Making sure employers educate staff on proper means of parking etiquette.
- Promoting and maintaining that the city has a clear understanding of changes in the business environment

## Problem/Solution 2: Miscommunication between public and private

**Problem:** Business owners in Clinton do not have clear communication with city council members. Business owners feel as if there is a lack of support. Our information comes from an article by Hari Srinivas on the role of local government.

### Solutions

- Recruit business owner to volunteer as business liaison to the city of Clinton.
- Provide a business and communication liaison to business owners from the city.
- Rotation of business owners to fulfill the representative position of business owners to the city.

3

## Problem/Solution 3: Marketing

**Problem:** Relationships between business owners are not prevalent. Research comes from a study from a town. Research comes from 2 studies of situations similar to Clinton.

### Solutions

- More effort from the Clinton city government to promote the local businesses through the means of advertisements, social media, flyers, and newspapers.
- A person to mandate the public relations /marketing system in the city is needed,
- Allowing business owners to create a network with other business owners.
- Encourage business owners to create their own signage.

4

## Conclusion



The city of Clinton Iowa needs the following.

- Clear well working networks.
- Officials and managers to maintain the networks.
- Proper outreach to citizens and more investment from the city in the business district.

5



# An Accessible Clinton



...

Accessibility

By:

Corbin Delgado, Brandon Bauer, Anna Tegge,  
Jack Asquini, Avery Pearl, and Richard Butera

## The Facts...

An abundance of Clinton, IA locals acknowledge and agree that there is a parking problem.

Clinton does not have a parking supply problem...

The Downtown Clinton area has several different types of parking lots. (e.g. Timed, free, storefront)

Communication and management are absent.



2



## 10+ Parking Lots Within Two Blocks of 5th



### **Problem 1: Employee Parking**

- Employees are taking up too many premium spaces.
  - This prohibits availability and access for consumers.
  - Lack of parking frustrates consumers as well as business owners.
  - Creates a lack of revenue for businesses.



## Solutions to Employee Parking Problem

- Danville, IL
  - This city is very comparable to Clinton in size.
  - This city had similar employee parking issues.
- Designate Specific Lots in the Area to Employees
  - Have employees walk to place of employment.
  - True enforcement of this requires communication amongst businesses.
  - Create a committee of business owners.



## Problem 2: Poor Management of Parking/Beautification

Employees do not know where to park.

There are several large parking lots surrounding downtown.

Clinton has currently only placed emphasis on 5th Ave.



Areas of 5th Ave lack attention



## Problem 2 Continued: Beautification

- Management is more than just parking.
- A better aesthetic equates with more accessible parking.
- In order to increase interest we need to fix Clinton's downtown lots.



## Solution to Problem 2

### Improve the outskirts of 5th Ave

Employers, employees, and consumers would be drawn to these other areas.

Beautification of the surrounding area to 5th Ave would free up the congestion on 5th Ave.



Surrounding areas Clinton has the ability to create a new stream of downtown parking, but also create a new identity for Clinton.



## To Conclude...

- ❖ Clinton does not have a parking supply problem, but a parking management problem.



### Problem 1:

Employees are taking up too many premium spaces

### Solution:

Designate specific lots in the area to employees.

### Problem 2:

Poor management of parking/beautification

### Solution:

Improve outskirts of 5th Ave.





# Clinton Communication Issues

Presented by Jack Schwiebert

## Problem Overview

- Business & City Communication
- Regulating Employee Parking
- Repairing/Fixing Signs & Line Painting

2



## Business & City Communication

- Communication between business owners and the city was identified as an area of concern, and we believe is inhibiting growth downtown.
- Public participation could to achieve collective goals established by the city and business owners.
- The proprietor of Deja Vu Antiques reported that employees from other businesses have not been instructed where to park, resulting in less customer parking.
- Stitch-N-Stuff reported that it is difficult to communicate with other businesses and the city.

3

## Solution

- Establishing a city initiative in which business owners elect a representative
- This initiative would facilitate
  - Communication between business owners and city officials
  - Urban development projects .
- Heurkens & Hobma (2014) note that development projects can be initiated by private and public sectors.
- Mäntysalo & Saglie (2010) point out that many countries have utilized private-public partnerships.
- These private-public partnerships have improved satisfaction of business owners and city officials in development projects.

4

## Regulating Employee Parking

- Employee and employer use of parking in front of shops, and in primary lots, was seen as major concern.
- Street parking in front of shops is being used by employees of those and other businesses.
- Customers may be less willing to visit a shop if the parking availability makes shops a greater distance away and generally less accessible.



## Solution

- Employers should have open communication with employees to establish where appropriate parking is available.
- More parking spaces is not the simple solution
- Research from Akhavan-Tabatabaei shows management > quantity
- Better management of employee parking would cause a natural increase in parking spots available for public use.
- Research also indicates that customers are not always dissuaded by walking distances.
  - Cleanliness, accessibility, and general aesthetic of the downtown area is more of a factor.
  - If the environment is pleasing, people would be more willing to use less favorable parking.
- Therefore, a further suggestion is not only to manage employee and employer parking, but to also be aware of any other potential issues that could be deterring customers.

## Replacing/Fixing Signs & Line Painting

- Deteriorating and confusing signage is an evident issue.
- Parking space quantity within lots was adequate, but management of signs and line painting was poor and a possible area of confusion.
- Poor upkeep of signs and line painting may give false appearances the
  - The city of Clinton is rundown
  - City management does not care enough to invest in the upkeep.



7

## Solution

- We propose the city of Clinton replace or repair existing signs and improve upon structured lots.
- Replacing or repairing signs that have been damaged or are outdated will strategically improve the parking situation in the downtown.
- Similar problems existed in Los Angeles where parking confusion was a problem because of the multitude of different signs, some of which conflicted with each other. They utilized a graphic artist to design more user friendly signs, and saw positive results.
- This type of improved maintenance strategy has been seen to improve parking on a large-scale in Los Angeles, so it is feasible that this solution would yield similar positive results on a small-scale project such as Clinton.

- Parking lot re-stripings range from \$350-\$500.
- Cost of signage will depend on the number that need replacement or maintenance.
- Recommendation: Prioritization of signage and spaces that require replacement/maintenance, based on a 1-10 scale of disrepair



## Summary of Solutions

- Establish initiative, with elected business representative, to facilitate communication between businesses and the city.
- Employers should communicate with employees where it is appropriate to park, which would result in an increase in customer parking.
- Replace and repair existing signs, and improve upon structured lots.



## FINAL DELIVERABLE

<b>Title</b>	Jacobsen & Brown Building Remodel
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<b>Completed By</b>	David Solus, Vanessa Zaldivar, Weixi Li
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<b>Date Completed</b>	May 2019
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<b>UI Department</b>	Civil and Environmental Engineering
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<b>Course Name</b>	CEE:4850:0001 Project Design & Management Civil Engineering
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<b>Instructor</b>	Richard Fosse
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<b>Community Partners</b>	Downtown Clinton Alliance
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PREPARED FOR:

# DOWNTOWN CLINTON ALLIANCE

DIRECTOR:

KAREN ROWELL



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## Jacobsen & Brown Building Remodel

*DESIGN REPORT*

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PREPARED BY:

DAVID SOLUS | VANESSA ZALDIVAR | WEIXI LI

UNIVERSITY OF IOWA DEPARTMENT OF CIVIL AND ENVIRONMENTAL ENGINEERING  
PROJECT DESIGN AND MANAGEMENT



CEE:4850:0001

MAY 2019

# Table of Contents

Section I: Executive Summary.....	2
Section II: Organization Qualifications & Experience.....	6
Section III: Design Services.....	8
Section IV: Constraints, Challenges & Impacts.....	11
Section V: Alternative Solutions That Were Considered.....	13
Section VI: Final Design Details.....	18
Section VII: Engineer’s Cost Estimate.....	23
Appendices	
Appendix A: References and Standards.....	24
Appendix B: Tables.....	26
Appendix C: Figures.....	29
Appendix D: Hand Calculations and Specifications.....	33

# Section I

## *Executive Summary*

The Jacobsen Building, built by the great lumber baron Chancy Lamb, and the Brown Building are located at 238 and 246 5th Ave S, Clinton, Iowa. D to Z Engineering was tasked to connect the two buildings and redesigning them to be used as residential space above the existing commercial retail space. D to Z Engineering is a team made up of three senior engineering students at the University of Iowa in the capstone design course.

The historic ties that the Jacobsen Building has with the City of Clinton emphasizes the importance of preserving the original architecture and style of the buildings. One key feature of the Jacobsen Building is the ballroom on the third floor which is proposed to be preserved and used as a common space. This common space is a unique asset to the buildings and would be great for resident use as well as small community gatherings. A lock system that can be programmed to open up to the community at certain times is recommended to maintain the security of the building. The façade that currently exists on the Brown Building will be removed to reinstate the original window style into the building to restore its timeless grandeur. The way the façade is attached to the front of the Brown Building may require some additional repairs to be done to the wall once the existing tiles are removed.



Figure 1. Images of the Original Buildings and Façade

The lack of maintenance over the years has caused a lot of deterioration inside of the buildings, however, the buildings are reasonably sound, and the walls show no signs of bowing. Some cracks are visible through the brick masonry which will need to be repaired. The tuckpointing of the masonry walls is currently in good condition but future maintenance repairs and costs should be taken into account. Through a visual inspection, it can be noted that there have been recent structural repairs done on the Jacobsen Building so it was concluded that the most pressing structural concerns were taken care of. The current condition of the buildings as well as the year in which they were built create a concern for some of the hazards that are present. Before anything can

be done, it is recommended that an abatement contract is created for the removal of hazardous lead paint and asbestos as well the large amount of bird droppings found throughout the floors. This will provide a safe environment for the construction workers and subsequent residents. A roof inspection should also be completed before any work is done to ensure no leaking will occur. The recommendation is to replace all of the mechanical systems in the building. The windows are also recommended to be replaced to remove any lead based paint and improve the R-value which helps with the insulation of the windows. A complete sprinkler system will have to be installed according to the International Fire Code. The complete renovation of the buildings will be expensive as new piping, electrical systems, and ductwork will need to be installed throughout both buildings.

There is an existing elevator shaft in the Brown Building that will become a landing for an adjacent exterior elevator that will be installed so both buildings are made accessible to everyone. An outdoor elevator would be unique new feature for the City of Clinton. Retrofitting the elevator shaft that is on the backside of the Brown Building is one of the major tasks for this project. The elevator was sized to easily allow furniture to be transported by the residents up to their units. The elevator will accommodate the basement and the four floors above it. The second and third floors of both buildings align in elevation, however, the fourth floor may not. Since the fourth floor of the Jacobsen Building is proposed storage space, a step can be added to bridge any possible gap between floor elevations. A staircase will be built outside next to the elevator to provide one form of exit for the occupants. The second staircase is placed inside of the building where it will have the least impact on the load bearing walls and commercial space on the first floor. Since this staircase is to be built inside of the building, the structural modifications will have to be taken into the basement. The two stairwells are required to meet fire code standards.

The main entrance for the residential units will be on the west side of the Jacobsen Building which will require an ADA ramp and an easement from the city as the ramp will be constructed on the right-of-way of the sidewalk. In order to connect the two buildings, two openings will be cut through the adjacent walls on every floor and reinforced with a steel lintel to support the openings from the loads above it. A hallway will need to be added on the first floor to connect the main entrance to the elevator and staircases. Since the interior staircase does not directly lead to an exit, it is recommended that the hallway have higher fire rated walls. There is a security door in the design of the first floor to only allow residents and other authorized people to access to the upper levels of the building. The secondary entrance is located behind the Brown Building. The entrance will lead into the landing for the staircase and elevator. Due to the fact that this entrance is located in an alley, the entrance will need to be well lit, have a lot of signage, and have video surveillance to ensure that the residents feel safe in this area. During the winter, snow removal is important to maintain the access to this entrance. The mailboxes are proposed to be in the area by the secondary entrance as this is closest to the elevator. The back of the Brown's Shoe Store will need to be rearranged to accommodate the secondary entrance and mailboxes.

As the buildings are in the downtown district, there is no residential parking at the properties, however, a public parking lot north of the building can be used to accommodate the residents. This off-street parking option is reliable and fortunate enough to be within the 300 foot maximum distance delineated in the City of Clinton Code of Ordinances §159.065. Since this is a public city lot, there needs to be a negotiation with the city to assign the 40 required residential spots as well as

three ADA spots for the two buildings. Negotiations may also be done with the city to have ADA parking spots on the street closer to the building instead of the public parking lot. A secondary parking option is summarized in Section V but was not considered a priority due the high cost of this option.

Multiple alternative solutions that were considered are summarized in Section V. The different markets that were considered are workforce housing, market rate housing, senior citizen housing, and student housing. From these alternatives, the best design was chosen with the client to accommodate for the most demanding market. The markets that were chosen are workforce, market rate, and senior citizen housing. The apartment style will mainly include 1-2 bedrooms as this is what is in high demand whether it's for young members of the workforce or the constantly aging population. Designing the layouts for senior residents means that the apartments are also being designed for ADA needs. These units are to be metered separately and include their own washer and dryer within the unit for convenience to the residents. Based on the codes implemented in Clinton and the building constraints, the recommendation for number of dwelling units is 27 for the Jacobsen and Brown Building.

There is a window requirement in the building code that requires windows to be placed in livable areas such as the bedrooms. This constrained the design significantly as the apartments were located according to the existing window placements. Several of the existing windows were blocked up and would have to be unblocked to reinstall windows in those locations. The fourth floor of the Brown Building had new windows design for the east side and skylights were also considered as a potential option for bringing in natural light to the units that had a limited number of windows. The other floors on the east side of the Brown Building could not have windows installed as there is an existing building on that side and fire code regulations require windows to be a certain height above an existing structure. Two units on the third floor were made into lofts that extend into the fourth floor as the fourth floor would have access to windows. For units that are deeper and have access to less windows, it is recommended to utilize transom windows, high on the bedroom walls, to allow natural daylight to penetrate deeper into the unit. The custom size of the windows drastically increased the cost of the windows and installation. Having less units throughout the buildings also decreased the revenue of the buildings which highly affected the cost viability of the project.

For the areas in the building where it is not possible to have an apartment, there is much potential for mixed use. Some of these areas can be office space, storage space, mechanical system storage, and resident accommodations. The incorporation of commercial rental space within the buildings has proven to be beneficial in the past in bringing in revenue and long-term customers. Having the common space where the ballroom is located is a much needed asset to the City of Clinton as there are not many meeting spaces in the town. In order to create some privacy between the mixed use areas and the residential units, privacy doors were located strategically to avoid people from wandering into the residents living area. Walls that separate occupancy types can be made thicker and incorporate wall deadening technology to provide noise separation for the residents. The fourth floor of the Jacobsen building is predominantly made up of trusses and has part of the ballroom dome protruding into this level. Due to this, the fourth floor was considered a good space to include locked storage for the residents.



An HVAC system with three separate systems is recommended due to the design of the buildings. The commercial space on the first floor will require its own system, this is done to allow the air handler to be set at the commercial's business hours. The second system is used for the commercial and common spaces on the second and third floor and can be programmable to the needs of these spaces. All of the residential unit in the entire complex will run on system three. Each residential unit is recommended to be equipped with a two ton heat pump; this is important as each tenant will want autonomous control of the temperature in their space. The residential system loop will also include a cooling tower as well as a gas boiler. All of the heavy mechanical equipment must be placed on structural platforms whether it is located in the basement, roof, or on the fourth floor. In compliance with the International Mechanical Code, all exit/emergency signs must be generator powered, transfers must be fire rated, and dampers must be motorized in the case of an emergency which all contributes to the cost.

The renovation of these buildings will have a positive impact on the City of Clinton. The apartments have the potential of bringing more people to the downtown area which would benefit the businesses. The central location of the building could also increase the use of different modes of transportation that are more beneficial to the environment rather than driving. Overall, the buildings will maintain their historic appeal while bringing in new opportunities for the city. Some of the incorporated features are unique assets to the City of Clinton. These renovations may even be used as a model going forward for residential development in other parts of the downtown area. It is important to note that these recommendations are for the upper floors, however, in the final design deficiencies in the lower floors can be fixed while renovations are happening for the upper floors.

The cost of the renovations was found using a square-foot cost estimating technique. According to the cost estimate found in Table 1, Section VII, the total project cost is \$7,645,000. With 27 apartment units, this puts the cost to renovate each apartment at \$283 thousand. It is important to note that this cost only includes the apartments and does not take into account any revenue that can be produced by renting out the mixed use spaces. Due to this cost, this project may not be financially viable without grants or other financial incentives.

# Section II

## *Organization Qualifications and Experience*

### **1. Name of Organization**

D to Z Engineering

### **2. Organization Location and Contact Information**

Vanessa Zaldivar | Project Manager  
D to Z Engineering | Seamans Center  
103 South Capitol Street  
Iowa City, IA 52242  
(510) 935-6085  
vanessa-zaldivar@uiowa.edu

### **3. Organization and Design Team Description**

D to Z Engineering is a team made up of three senior engineering students at the University of Iowa in the capstone design course. Each member brings a unique expertise in their area of study which provides a well-rounded knowledge needed to carry out this project to completion.

Vanessa Zaldivar | Project Manager

Vanessa is the main contact for the Project Client and the bridge between the client and the project group. As project manager, her job is to coordinate projects tasks between team members and with faculty oversight. It is the project manager's job to update the client periodically about the progress of the project. Her leadership position in two student organizations has provided the practice and experience needed to navigate this position. With a focus on overall civil engineering, Vanessa can provide assistance in most aspects of the project design.

Weixi Li | Technology Services

Weixi ensures that all design and AutoCAD drawings are up to code with current regulations. The floor plans developed were done on AutoCAD to provide the client with a visual representation of the design. Weixi has a focus in structural engineering and has taken concrete, foundation, and wood design courses. His knowledge in structures allows him to provide structural analysis support.

David Solus | Report Production & Editor

David is responsible for coordinating the writing and graphics for all reports as well as making the final editing decisions. With knowledge in structure analysis, design, and

construction, David is able to help in other components of the project design on top of coordinating the writing effort.

#### **4. Description of Experience with Similar Projects**

Vanessa Zaldivar

Vanessa has had project experience through her courses which include an Apartment Building Design Project, a Highway Bypass Design Project, and a River Flow Rate and Flood Mitigation Analysis Project. The skills learned in these projects provided the foundation needed to tackle this larger Mixed Use Structure Project. From her work experience as a cashier and organization involvement as a social media manager, Vanessa has developed the skills to effectively communicate with her team through any medium necessary.

Weixi Li

Weixi has been a teaching assistant for Fluid Mechanics and Mechanics of Deformable Bodies. He has gained knowledge of structural design and analysis through his courses in Wood Structure Design and Foundations of Structures Design.

David Solus

David has done several designs and floor layouts from his courses including hydraulics and electrical. David has also worked for the City of Iowa City and understands how to communicate effectively to the public and require a certain amount of detail.

# Section III

## *Design Services*

### **1. Project Scope**

The scope of this project was to evaluate the two buildings built in the 1800's through a visual inspection to prepare a design plan and cost estimate to remodel the upper three floors of both buildings to be used predominately for residential housing. The bearing walls were identified on every floor based off of images and engineering judgement. The first floor of both buildings was kept as commercial retail space. The western (Jacobsen) building has four floors and has had 2 openings designed to enter into the eastern building. The eastern (Brown) building also has four floors and an existing elevator shaft.

The main entrance for the residential units was designed to be on the west side of the Jacobsen Building. A corridor was incorporated on the first floor from the main entrance to give access to the elevator and two stairwells on the opposite end of the building. One of staircases was placed inside of the Jacobsen Building near the elevator. An exterior elevator was attached to the back of the Brown Building behind the current elevator shaft. A secondary, exterior, staircase was attached to the elevator to meet the fire code. This staircase will serve as the secondary entrance to the building for residential use. The mailboxes were placed on the first floor into the Brown Building by the elevator for ease of access to the residents. During a visual inspection of the buildings, it was evident that structural repair has been completed. Based on this, we have assumed that the building has been structurally evaluated and any necessary structural repairs have been implemented. No additional evaluation for structural deficiencies has been performed by this design team.

The roof on the buildings was not inspected, however, due to the age of the buildings a roof inspection would be necessary to ensure there are no possible leaks and it is a secure place to place some HVAC system components.

The apartments were designed for 1-2 bedrooms units with workforce, market rate and senior housing as the market focus. The apartment layout and design were designed to meet International Building Code Standards. The historical significance of the structure's architectural design was preserved and incorporated throughout the design without pursuing National Register of Historic Preservation status; as it would limit what could be done with the building and probably make the renovation more expensive. In the same nature, the unique ballroom in the third floor of the Jacobsen was converted into a multipurpose room for the residents and the community.



Figure 2. Existing Condition of Jacobsen and Brown Buildings

Elevations and floor plans of the two buildings were developed using AutoCAD. There were 27 apartment units developed in the building. All measurements were based off the initial site visit pictures and Google Earth coordinate calibration. Mixed use spaces were incorporated on the second and third floor of the buildings to provide another source of income. These spaces may also be used for residential amenities that will attract more residents. In order to maintain privacy for the apartment units, incorporation of privacy doors will be used in the building.

Due to window requirements for bedrooms, the apartments were design around the existing windows. Windows were added to the locations where windows did not exist, or they were not blocked up to accommodate more apartment units. In the fourth floor of the Brown Building, new windows were designed on the eastern side of the building and skylights were considered as an option to bring in natural light from above.

Three different HVAC systems were considered for the design. The total amps for each unit are proposed to be 200 amps since private laundry washer and dryer will be incorporated into each unit. The HVAC system proposed for each unit would also require the use of the 200 amps.

The parking for the building was established to be the public city lot that can be seen in Figure C-1 in Appendix C. With the current design, 40 parking spots are recommended as the minimum including 3 ADA parking spots. Additional parking considerations can be found in Section V.

## 2. Work Plan

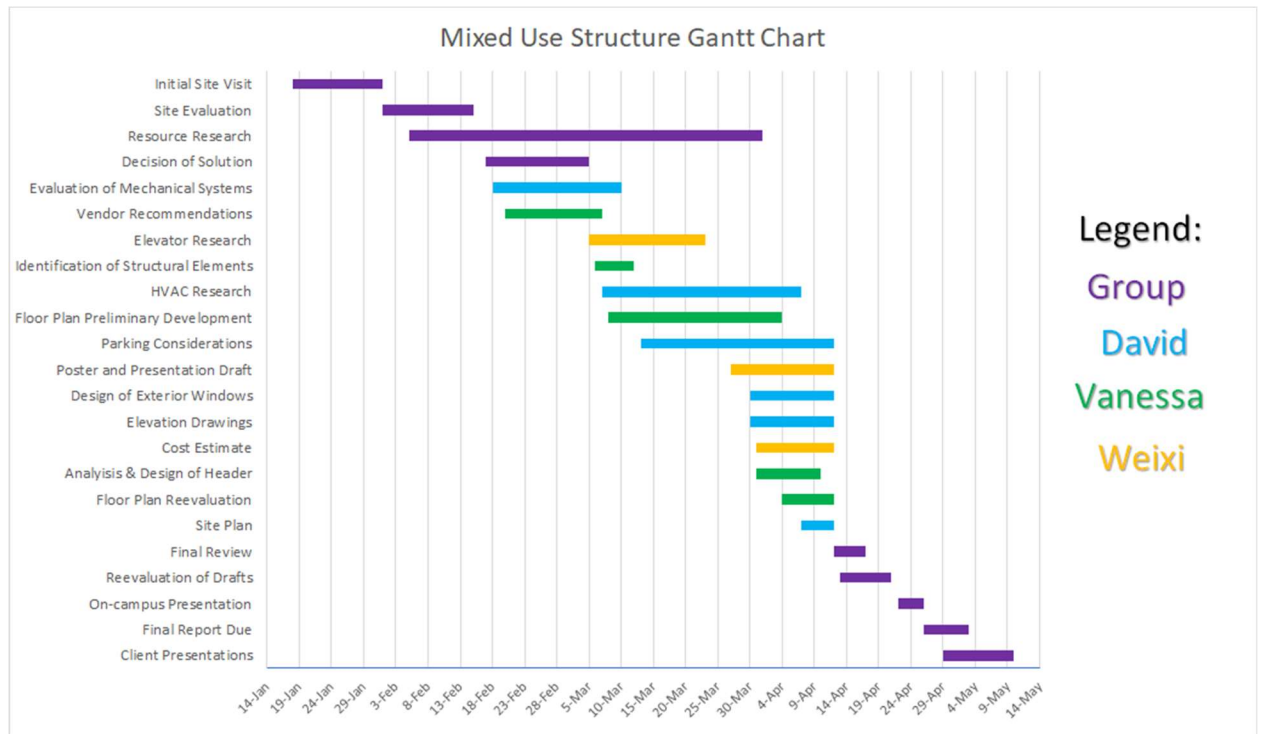


Figure 3. Major Tasks Completed Over the Span of 4 months

The Gantt chart above shows the numerous tasks that were accomplished over the course of the semester. There were some tasks to were done collaboratively amongst the group and other tasks that were led by an individual. The figure is color-coded to identify the role every team member had.



# Section IV

## *Constraints, Challenges and Impacts*

### **1. Constraints**

Several constraints impacted the final design including window placement, existing bearing walls, and parking.

The window to floor space requirement constrained the placement of the apartments as the livable spaces need to have access to windows. From the International Building Code, it is required to have a minimum 8% window area for the total livable square foot of the bedroom. Since the windows cannot be moved, the apartments and bedrooms had to be placed strategically to take advantage of the existing windows. This limited the number of units that were feasible in the buildings which would generally decrease the amount of revenue. Having to work around the windows was one of the major factors that affected the financial viability of the project.

The bearing walls and beams in the building were a constraint on the design as they are not able to be moved as they sustain the building loads throughout each floor. The placement of these walls narrowed down the locations where apartment units could be placed as well as additional structural features such as stairwells. The interior staircase location was also constrained by the businesses on the first floor which caused the second staircase to be placed outside of the building. These stairwells were required to meet IFC standards.

Since the location of the building is in the downtown district, parking is not made available directly at the site. The nearest possible parking lot was found to be a public lot located one block north of the Jacobsen Building approximately on the corner of 3rd St and 4th Ave S, and there is more information on this shown in Section V. The limited parking close to the building also limited the locations for the ADA parking spots that would need to be closest to the building.

### **2. Challenges**

Numerous challenges were overcome in the final project design, space optimization, retrofitting the HVAC system, and preserving the unique historical elements of the structure.

The preference of keeping the historical look limited the exterior of the building from changing too much. Preserving the historic style of the structure led to the repurposing of the ballroom into a space intended for multi-purpose use of the residents as well as community members that have a need for a meeting space. Although we had to work around the original look, this had an overall positive impact on the final appearance of the project.

Space optimization was considered due to the limited window access on the exterior of the building. We had to take advantage of the space on the inside to add commercial spaces and resident amenities to not waste any space. The final design reflects what we believe to be the best usage of floor spacing based on our client's criteria.

Identifying the market and the community was a challenge as we had to consider the demand and the economy of the area. The apartments were designed to best fit the needs of the markets that were identified. Workforce, market rate and senior citizen housing were chosen for the apartment units as these populations are in most need of apartments such as these.

The retrofitting of the HVAC system was also a challenge we ran into. Finding the best location for the mechanical system as well as determining the best plan of action required some thought. The building has only had radiators, so a completely new HVAC system is required for the renovation. The placement of the HVAC system components was key to help minimize the noise and vibrations of the equipment that would be experienced by the residents.

### **3. Societal Impact within the Community and/or State of Iowa**

Clinton's population is 25,480 according to most recent US census estimates. From the Table B-3 in Appendix B, the trend of the population can be seen slowly decreasing in the last 18 years. The average age of the population is 42.1 which indicates that there is a large number of residents that will be going into retirement in the next decade. The development of these apartments geared towards senior citizens would help accommodate the residents of Clinton with having a good option for living accommodations right in the heart of the downtown district.

Data USA states that the most common method of travel for workers in Clinton is driving with each household having on average two vehicles. Having these apartments located in a central part of the city may reduce the amount of people that are driving and increase the number of people that choose a different mode of transportation that is more environmentally friendly such as biking or walking. Also, a transit bus stop is available around the corner of the building which is another mode of transportation for the residents. The bus stop can be seen in the Site Plan on sheet A-2 of the drawing set.

The average homeownership rate is 69.6%. This value means that nearly 30% of the population are looking to rent. Some of these people are young individuals in the workforce that are not looking for a responsibility of homeownership. Having apartments that would attract younger people in the workforce could potentially increase the population of Clinton as well as increase the workforce to replace the large amount of people retiring in the near future. Creating these apartment buildings downtown could also benefit the businesses as it would attract more people to the downtown area.

# Section V

## *Alternative Solutions That Were Considered*

The possibilities of alternatives for this project included, parking location, stairwell location, tenant housing type, and main entrance location among a few other considerations. Each alternative was analyzed based off of what fit best for the design as well as what fit our client's needs.

### Elevator Alternatives:

An existing interior elevator shaft is located on the NW corner of the Brown Building as seen in Figure 4 below. The existing elevator shaft is currently not in use and would require major repairs and restorations to become operable. Due to the age of the elevator shaft, custom elevator machinery and components would be needed to retrofit the new elevator within the building. A custom elevator shafts would increase the cost and length of the project which would not be the best option. There also may be some structural constraints if the elevator were to be retrofitted in this location.



Figure 4. Current Elevator Shaft Found in the Brown Building

The construction of a new exterior elevator shaft was considered to cut down on cost, structural limitations, and construction time. The exterior location of the elevator was designed to be directly behind the current elevator shaft which can be seen in Figure 5. The current elevator shaft will be platformed and used as a landing to the exterior elevator shaft. The cost of an exterior elevator shaft is considerably cheaper than retrofitting the existing elevator. Construction time would also decrease since no custom components or machinery would need to be manufactured and delivered to the site. The exterior elevator will also allow a second entry/exit way into the complex. The exterior elevator was chosen for the design.

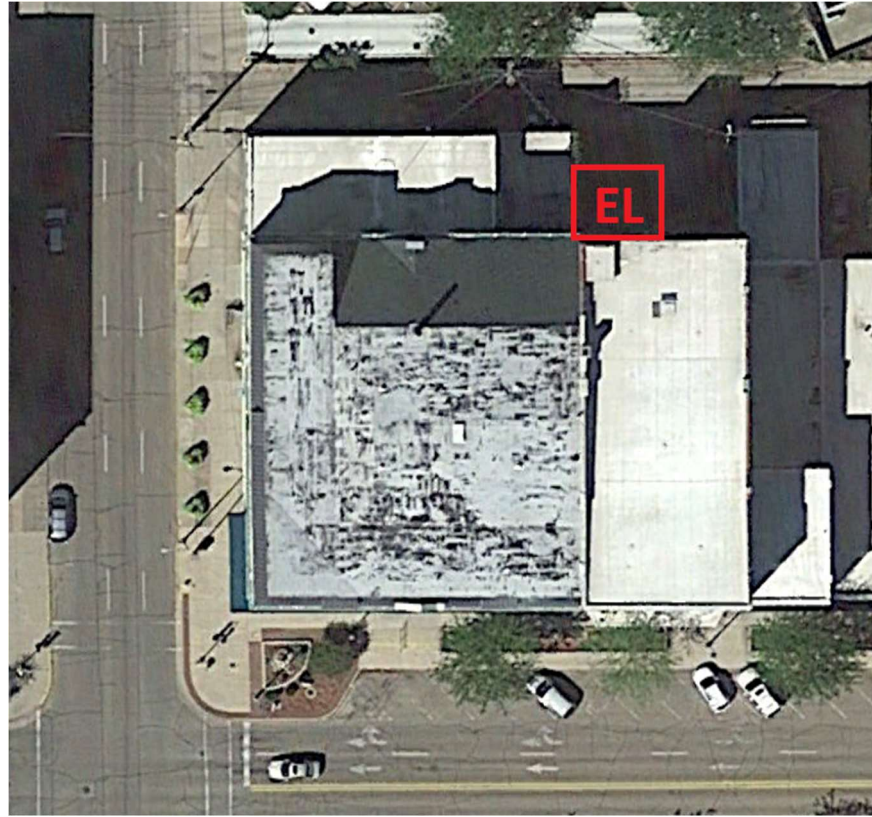


Figure 5. Exterior Elevator Alternative Location II

Main Entrance Location Alternatives:

With implementing the exterior elevator design, one of the locations of the main entrance that was considered was next to the exterior elevator structure as seen in Figure 6. This design would not impact the first floor commercial level and would provide straight access to the elevator. The downside to this location is the tenants would have to walk through an alleyway to arrive at this entrance which is not a very accessible option. An increase in lighting would be needed to ensure a safe environment for the tenants. Signage and 24 hour security cameras would be a necessary component of this design. Proper maintenance would need to be accounted for snow removal and other routine street cleaning for accessibility.

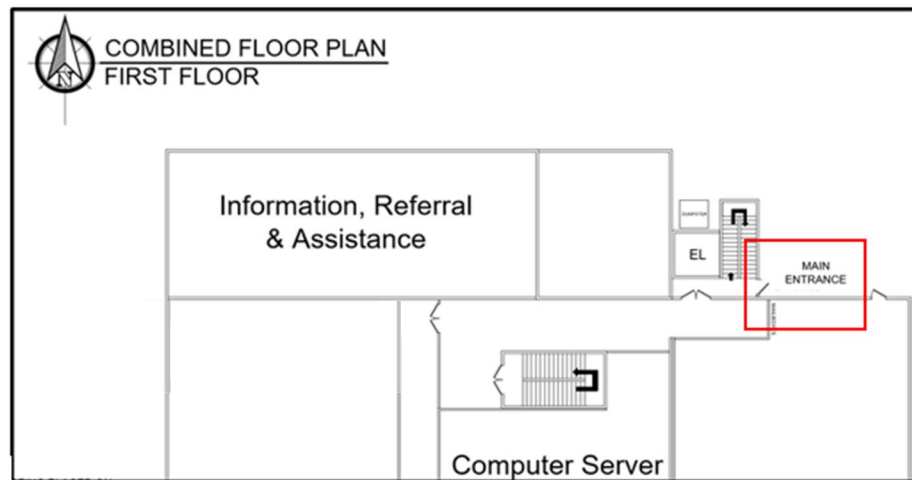


Figure 6. Main Entrance Alternative Location I

The second alternative that was considered was locating the entrance on the west side of the Jacobsen Building. This alternative extends a hallway from the first floor to the elevator as seen in Figure 7 below. Commercial space would need to be compromised for this design to make the hallway large enough to accommodate the residents. At the end of the corridor, a keypad-system door that be implemented to ensure that the public cannot access the tenant spaces other than the commercial businesses on the first floor. This alternative is better as this provides the residents with two entrances. The main entrance is more friendly to the residents as it is on a sidewalk and has a wheelchair accessible ramp that is more accessible than the rear entrance. Lighting and safety precautions would still need to be in place by the secondary entrance to ensure the residents are comfortable entering through this location. This configuration was chosen for the design.

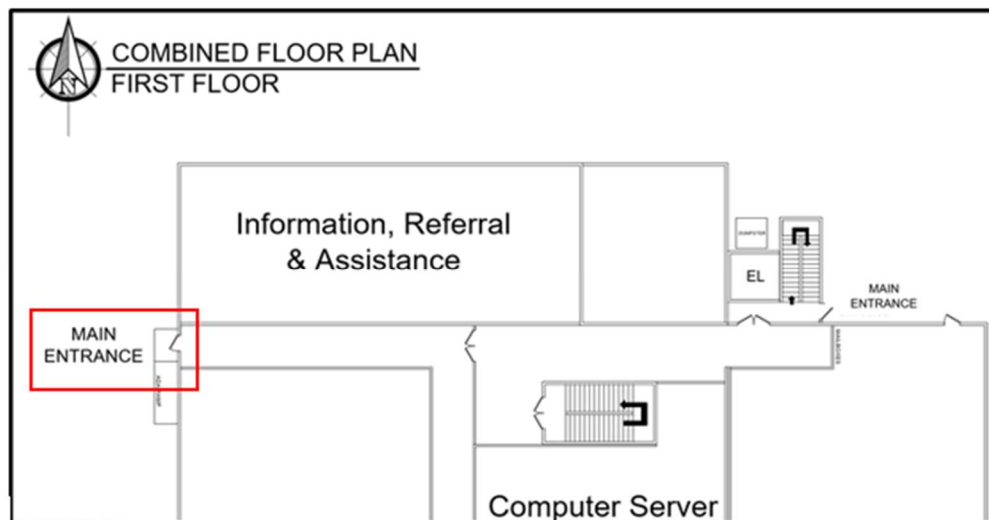


Figure 7. Main Entrance Alternative Location II



### Parking Alternatives:

The first parking lot alternative is located on the NW corner of S 3rd St and 4th Ave. S as seen in Figure 9. This location is approximately 300 ft away from the main entrance of the complex. This meets the distance requirement for parking identified in the Code of Ordinances. Currently the parking area is owned by the city and permits, or parking spots can be negotiated to be used as the complex's residential parking area. This location is not ideal for accessible residents due to the distance from the complex, however, is very convenient compared to many other downtown areas in the country. City bus stops are also nearby to both the complex and parking alternative I, which is located on the intersection of 4th Ave and 3rd St.

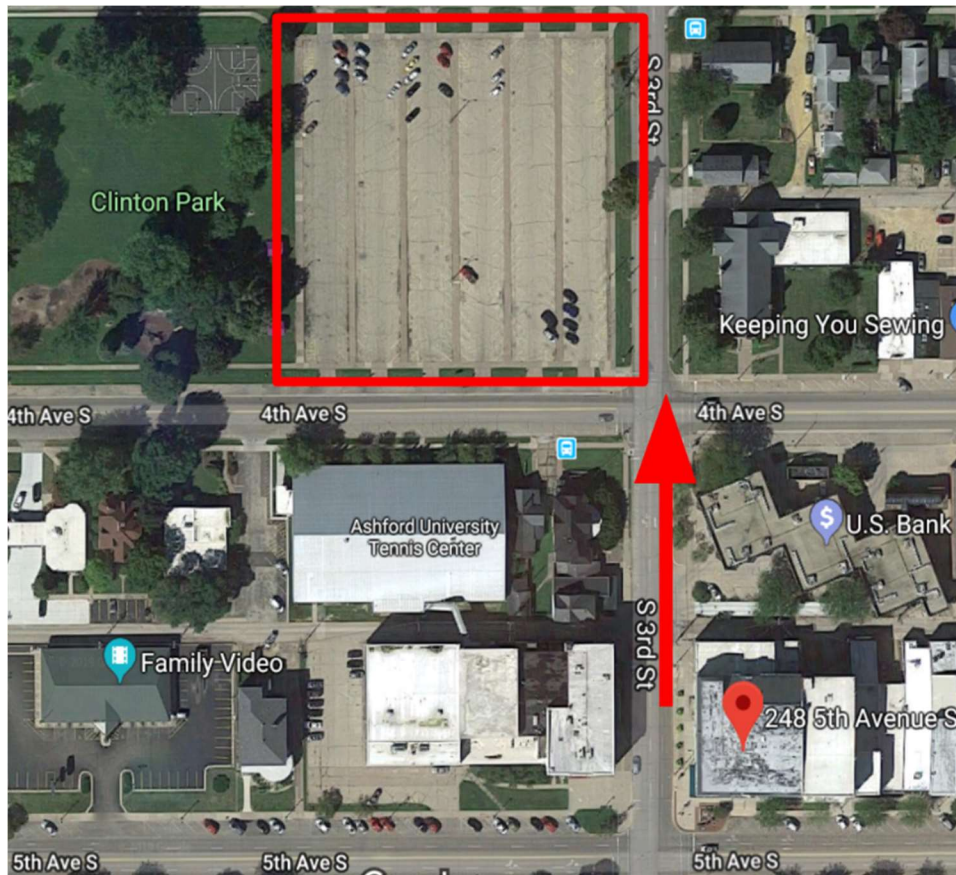


Figure 8. Parking Alternative I

A second possible alternative for a parking lot is an existing lot located on the SW corner of S 3rd St and 4th Ave. S. seen in Figure 9. This lot was made known to our team as vacant and with potential of being for sale in some future. Alternative II, is slightly closer to the complex compared to Alternative I. The city bus stop is also conveniently located on the corner of the lot. The lot location would need to include demolition of current structures located on the lot and a separate site layout for the structure design. The cost of the parking lot site development in this location rendered this to option to not be a priority. Therefore, parking alternative I was chosen.





Figure 9. Parking Alternative Solution II

#### Senior Citizen Housing:

This alternative would accommodate for the increased number of residents going into retirement within the next decade. As of 2016, the average age of a person living in Clinton, IA was 42.1. While in 2015 the average age was 40.9. Based on these predictions, a good strategy would be to plan ahead and design the residential apartments specifically towards senior residents. This includes but not limited to adding extra space for mobility, ease of access to building accessories and amenities. These accommodations can influence older generations, who would prefer a more simply and more labor free housing lifestyle. This alternative would also accommodate people with disabilities and was chosen as one of the alternatives.

#### Student Housing:

Student housing was considered as there is an estimated increase of international students at the nearby learning institution. The residential apartments can be used to accommodate for this increase in young population. This alternative would be designed with a more modern design to attract a younger crowd. This alternative was not chosen as there is not enough demand for it at the moment and would most likely not fill all of the apartments in the building.

#### Workforce & Market Rate Housing:

Workforce and Market Rate housing are similar as they would both help bring in a younger crowd. Since Clinton has been designated distressed for workforce, this alternative would be great to bring in young residents that are starting in the workforce and do not want the pressure of homeownership. This option was chosen as one of the alternatives for this project.

# Section VI

## *Final Design Details*

### **Parking**

Parking alternative I was chosen as the primary option for all tenants. This alternative provides a mixture of beneficial needs for the residents and lower cost to the client. Contacting the city will be needed to develop an agreement to ensure a fair deal for the parking spaces. Due to ADA requirements, two wheelchair accessible and one van drop off parking spots will be needed as seen in Table B-2 in Appendix B. Since there are 14 units that are 2-bedroom, this will require 28 parking spots according to the Code of Ordinances §159.065. The remaining 12 units only require 12 parking spots. The minimum required parking spots are 43 with the current design. Possible usage of a current wheelchair accessible parking spot in front of the building however will also require a negotiation with the city.

### **Elevator & Stairwells**

The exterior elevator location allows the connectivity of the two buildings at a centralized location. The exterior construction will start immediately, due to the fact it will not interfere with current projects inside the structure. The elevator structure itself was based off of a Schumacher hydraulic elevator model with a 9'0 1/2" x 7'-2" hoistway that can be seen in Appendix D. The structure was selected as a steel frame, brick veneer wall which would also enclose the staircase adjacent to the elevator. The elevator was sized to make move in for the residents easier as they can fit larger items in the elevator. The exterior masonry/concrete shaft will have a width of 6'. The recommended type of elevator is a roped hydraulic elevator with a minimum of 3,500 lb capacity. The client can use any vendor they prefer for this design. The existing elevator shaft will be used as a platform for the new exterior elevator shaft. Removal of rear exterior wall of the Brown will need to follow the demolition code of ordinance, the width of exterior masonry removal will be determined by the current status of the existing elevator and the specifications of the elevator vendor chosen.

The stairwells incorporated were done so to meet the IFC and IBC standards as well as provide access to the residents to all of the floors. The staircase on the inside of the building was made to be wider than the minimum to be comfortable for the residents to go through. This staircase was located so that it had the least impact on the commercial space on the first floor. The second staircase on the outside with the elevator will be the location of the secondary entrance. The elevator and staircase will have a small shared corridor that will lead to the opening into the building on each level. The standards and specifications for this are found in Appendix D as well as sheet S-2 of the drawing set. Both the elevator and the stairwells will service all four floors as well as the basement.

### **Bearing Walls**

Since there are no existing floor plans of the buildings, we had to recreate the floor plans based off of our best engineering judgement. From our initial site visit evaluation and exterior structural layout of the two buildings, we determined to a close degree the locations of the bearing walls. The existing

floor joist direction was the first step in determining which walls were load bearing. Our provided details of the bearing walls and beams were sufficient enough to get a rough estimate constraints mentioned previously. Locating the bearing walls was an important task as these walls help distribute the building loads and should remain where they are. If the bearing walls were to be moved, it would cost a lot of money to make that happen which is why we worked around the existing layout.

The bearing walls on the second and third floor of the Jacobsen Building were determined at four central points as shown in sheet A-14 and A-15 in the drawing set. On the second floor of the Jacobsen Building, the bearing walls were designed to hold the load of the ballroom above. The bearing structures in Brown Building were located directly down the center of the building from the second floor into the fourth floor. A y-shape beam configuration was found towards the south end of the building as it straddled the middle window. This beam configuration can be found in the drawing sets on every floor plan.

The bearing walls and beams in the building were a constraint on the design as they are not able to be moved as they sustain the building loads throughout each floor. The placement of these walls narrowed down the locations where apartment units could be placed as well as additional structural features such as stairwells. The interior staircase location was also constrained by the businesses on the first floor which caused the second staircase to be placed outside of the building.

### **Structural Header**

Since there has to be openings cut into the bearing walls, it is important to ensure that the loads are continued to transfer correctly. For this reason, we decided to use a steel lintel design from the Technical Notes on Brick Construction. Some assumptions had to be made on the loads of the buildings that would affect the area of the openings. The calculations can be found in Appendix D. The steel lintel beam with a plate was chosen to withstand the loads and be the cheapest option. The steel beam chosen was the W12x26.

### **Windows**

Due to the current conditions of the exterior windows, it is recommended to have them all replaced to remove any lead based paint and improve the R-value which helps with the insulation. The current window layout was maintained on the south and west side of the Jacobsen Building. The Brown Building has existing windows on the north and south side that are blocked up. These windows will be unblocked to be used as windows for the apartments. It is important to note that because the elevator and staircase enclose will be on the north side of the Brown Building, some windows will not need to be unblocked and other window opening will need to be made larger to become the door entrance to the building. The demolition notes can be seen in sheets D-1 to D-3 in the drawing set.

The north side of the Jacobsen Building had additional windows designed onto the wall that matched the same style as the existing ones. The fourth floor of the Brown Building was designed to have new windows installed on the eastern wall. The window layout of this wall is designed to imitate the historical look and optimize the window to floor spacing layout. The windows on the east side of the Brown Building could only be on the fourth floor as the lower floors would interfere

with future development of the neighboring commercial building. The layout of the new windows can be seen in sheet A-6

### **Mechanical Systems & HVAC**

The IFC and NFPA standards and codes were used for the selection of the water supply system for the sprinklers. The minimum size allowed for the main pipe is a 6 in diameter pipe. This minimum criterion is to ensure an adequate water supply to sprinkler systems; less than 4 in diameter pipes would require additional hydraulic calculations to determine if the pipe can handle flow of both fire systems and other non-fire demands.

Three different types of HVAC systems were incorporated in the design. The first system was designed as a separate unit to allow separate control for the commercial units on the first floor. The second system was designed to be adjustable for all mixed use spaces and will not require as much extension heating. The third system was designed for all residential spaces, including a separate condenser for each unit. An exterior cooling fan was planned to be on the roof of the structure. A mechanical room for MEP, Plumbing, and HVAC are located in the same general area, however, are isolated separately due to IFC standards. All dimension specifications are based off of Syska Hennessy's blended rate calculation for this type of mixed use design. The total amps for each unit will be 200 amps. There were 27 apartment units developed in the building.

### **ADA Ramp**

In order to make the main entrance accessible to everyone, an ADA Ramp was designed to accommodate for the building entrance elevation. We assumed there was a 12" step so the ramp was designed accordingly to be 12 feet in length in accordance to the ADA standards that are found in Appendix D. The top and bottom ramp landings were designed to meet the 60"x60" landing size requirement. The top landing was made a bit larger to accommodate the traffic at the main entrance. There is an additional step on the opposite side of the ramp to meet the maximum rise requirement for stairs which is 7".

### **Floor Layout**

All of the units were designed to be 1-2 bedroom units as this is what is most popular for the markets that were identified. Some of the units include a study as this is a popular option for more senior residents. Most units only include one bathroom as having two bathrooms does not usually benefit the overall cost of the project. All units include a washer and dryer unit for the convenience of the residents. Larger units generally have larger rooms and features which is great for accessibility.

The first floor layout was designed to impact the current commercial tenants as minimal as possible. Floor plans are shown in sheet A-7. A compromise must be made to the current computer service tenant to allow construction of the staircase that is located inside of the building. The mailboxes were placed by the elevator and the rear entrance.

The second floor layout utilized all of the window space and aligned the livable units on the outer edge of the complex. The interior space that was not designated for apartments has many uses such as a gym, common space, or commercial/office space. There is a large section in the middle of the Jacobsen Building that was designated as a Vanilla Box Finish which is a finish that results in a commercial space that is neutral, impersonal, and ready for tenant improvement once the lease or sales agreement is signed. Since there is commercial space on this level, privacy doors were placed to only let residents into the residential area. The longer units that have only access to one window such as Unit 201 benefit from the use of transom windows which would allow natural light to penetrate into the apartment. The basic floor plan and sample developed floor plan can be seen in sheets A-8 and A-11 in the drawing sheet.

The third floor layout takes advantage of the ballroom as a common space for the residents. This space could also be used for small community meetings as there is a need for this kind of space in the Clinton area. A lock system would have to be put in place to allow community members in during the meeting time as well as keep the residents safe. There is an additional lounge that serves the same purpose, however, it is for much smaller gatherings and it includes a kitchenette. Because of the common space, bathrooms were incorporated on this floor to accommodate the guests. Some mechanical rooms can be found on this floor. For units 301 and 311, the bedroom is tucked in behind the common space to take advantage of the windows. In order to reduce the noise into the bedrooms it is recommended to use wall deadening technologies along this wall. Another unique feature on this floor is the incorporation of lofts in the Brown Building. This was done to be able to have more units in this building since having no windows on the eastern wall was limiting the use of this area. The third floor has the kitchen and living area while the fourth floor has the bedrooms. The basic floor plan and sample developed floor plan can be seen in sheets A-9 and A-12.

The fourth floor of the Jacobsen building is labeled as proposed lock storage because there is not much room on this floor for development. There are a lot of trusses and the ballroom dome protrudes into this level as seen in Figure C-5 and C-6 in Appendix C. Since the fourth floor of the Jacobsen Building is proposed storage space, a step can be added to bridge any possible gap between floor elevations if the floors do not align. The second level of the loft that is found on the fourth floor of the Brown Building has some rooms with no windows. In order to meet the IBC standards, there need to be skylights installed to let in light to those rooms if they will be used as bedrooms. The new windows on the east side of the building are also found on this floor. No commercial space is found on this floor. The basic floor plan and sample developed floor plan can be seen in sheets A-10 and A-13.

## **Recommendations**

It is important to note that structural repairs have been made by the owner which allowed us to design the floor plans assuming that the most pressing structural concerns were taken care of. As stated before, a roof inspection is recommended to check for any leaks before any work is done. A hazard mitigation contract must be put in place to remove all of the hazards such as lead, asbestos, as well as bird droppings which can be harmful to the workers as well as the residents. The exterior

masonry wall is currently in good condition, however, tuckpointing should be put on the radar for future maintenance. Another note on the masonry wall is that the wall on the Brown Building where the tile façade is located probably will have damage after the tiles are removed. This is something that will need to be fixed to restore the original wall of the building. A final note is that all of the recommendations made are for the upper floors, however, in the final design it would be good to check for any deficiencies in the lower floors that can be fixed during the renovations.



# Section VII

## Engineer's Cost Estimate

Table 1. Cost estimate for project

Description	Quantity	Units	Unit Price	Total Cost
<b>Pre-Construction</b>				
Hazard Mitigation	1	Each	\$ 15,000.00	\$ 15,000.00
<b>Building Envelope</b>				
Repair Connection on Brown Building	2270	sq-ft	\$ 2.60	\$ 5,902
Roof	17940	sq-ft	\$ 3.45	\$ 61,893
Facade Demolition for Brown Building	2436	sq-ft	\$ 6.00	\$ 14,616
Window Replacement & Installation	90	Each	\$ 2,600.00	\$ 234,000
ADA Ramp for Main Apartment Access	18	ft	\$ 175.00	\$ 3,150
<b>Structural Modifications</b>				
New Window Openings	820	sq-ft	\$ 2.26	\$ 1,853
Cut Openings between Buildings	576	sq-ft	\$ 5.00	\$ 2,880
Elevator and Staircase Structure (Brick Veneer)	1525	sq-ft	\$ 165.00	\$ 251,625
Stairwell Construction	2140	sq-ft	\$ 3.22	\$ 6,891
<b>Mechanical Systems</b>				
Elevator (3,500 lb) 9'-0" x 7'-2" Hoistway	1	Each	\$ 81,350	\$ 81,350
<b>Interior</b>				
Interior Remodel (including mechanical systems)	45310	sq-ft	\$ 120.00	\$ 5,437,200
			Sum:	\$ 6,116,360
			15% Contingency:	\$ 917,454
			10% Engineering & Administration:	\$ 611,636
			<b>Total Project Cost:</b>	<b>\$ 7,645,000</b>

The cost estimate was done using cost per square foot information from the RSMeans book. Since the building is old, a lot of material removal has to be done to remove the harmful material which is accounted for in the Hazard Mitigation cost. It is important to note that the interior remodel is all inclusive which accounts for the ductwork, wiring, HVAC, plumbing, and sprinkler. A 15% contingency was added as there are a lot of unknowns with this project so this would help prevent the client from unexpected expenses that would lead to being overbudget. With 27 units, the cost per unit is \$283 thousand which may be a bit steep. It is important to note that this cost only includes the apartments and does not take into account any revenue that can be produced by renting out the mixed use spaces. Due to this cost, this project may not be financially viable without grants or other financial incentives.

# Appendix A

## *References and Standards*

## **ADA**

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BLA. (1987). *Technical Notes on Brick Construction: Structural Steel Lintels* (31B). Reston, VA: Brick Industry Association.

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## **Data USA**

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## **Schumacher Elevator Co.**

Elevator Company, S. (n.d.). *Roped Hydraulic Elevators*. Retrieved April 12, 2019, from <http://www.schumacherelevator.com/elevators/hydraulic-elevators/roped-hydraulic-elevators.aspx>

## **International Fire Code 2015**

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## **RSMeans**

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## **HomeAdvisor**

*True Cost Guide*. (n.d.). Retrieved April 11, 2019, from <https://www.homeadvisor.com/>

## **ADA Ramp & Staircase**

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Yanchulis, D. (n.d.). *Stairway*. Retrieved March 10, 2019, from <https://www.access-board.gov/guidelines-and-standards/buildings-and-sites/about-the-ada-standards/ada-standards/chapter-5-general-site-and-building-elements#504-Stairways>

# Appendix B

## *Tables*

Table B-1. Clinton IA Code of Ordinances Section 159.065 Off-street parking requirements

<i>Residential</i>	
Rooming and boarding house	1 space/sleeping room
One- and two-family dwelling	2 spaces/dwelling unit
Apartment dwelling	
Efficiency apartment	1 space/dwelling unit
One bedroom apartment	1 space/dwelling unit
Two or more bedroom apartment	2 spaces/dwelling unit
Mobile home	2 spaces/home space
Elderly and handicap apartment	1 space/dwelling unit

Table B-2. ADA parking requirements for the total number of parking spots

Total Number of Parking Spaces in Parking Facility (Lot or Garage)	Minimum Total Number of Accessible Parking Spaces Required	Minimum Number of Van Accessible Parking Spaces
1 - 25	1	1
26 - 50	2	1
51 - 75	3	1
76 - 100	4	1
101 - 150	5	1
151 - 200	6	1
201 - 300	7	2
301 - 400	8	2
401 - 500	9	2
501 - 1000	2% of total	
1001 and over	20, plus 1 for each 100, or fraction thereof, over 1000	

Table B-3. The declining population on Clinton, Iowa over the past decade  
<http://worldpopulationreview.com/us-cities/clinton-ia-population/>

Year ▼	Population	Growth	Annual Growth Rate
2017	25,480	-174	-0.68%
2016	25,654	-202	-0.78%
2015	25,856	-248	-0.95%
2014	26,104	-244	-0.93%
2013	26,348	-257	-0.97%
2012	26,605	-272	-1.01%
2011	26,877	17	0.06%
2010	26,860	-912	-0.33%
2000	27,772	-1,429	-0.50%



# Appendix C

## *Figures*

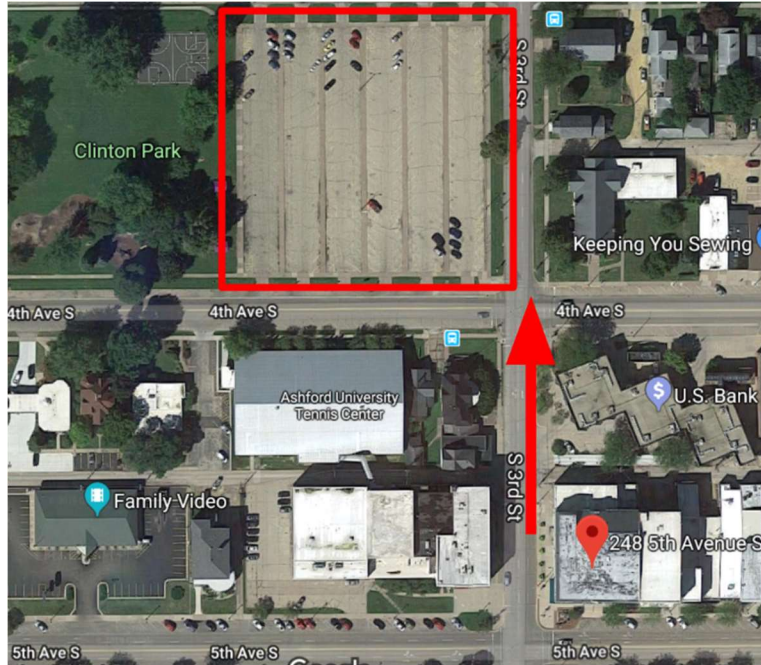


Figure C-1. Public City Lot Chosen as the First Alternative for the Apartments



Figure C-2. Exterior Elevator as the Primary Alternative for the Apartments

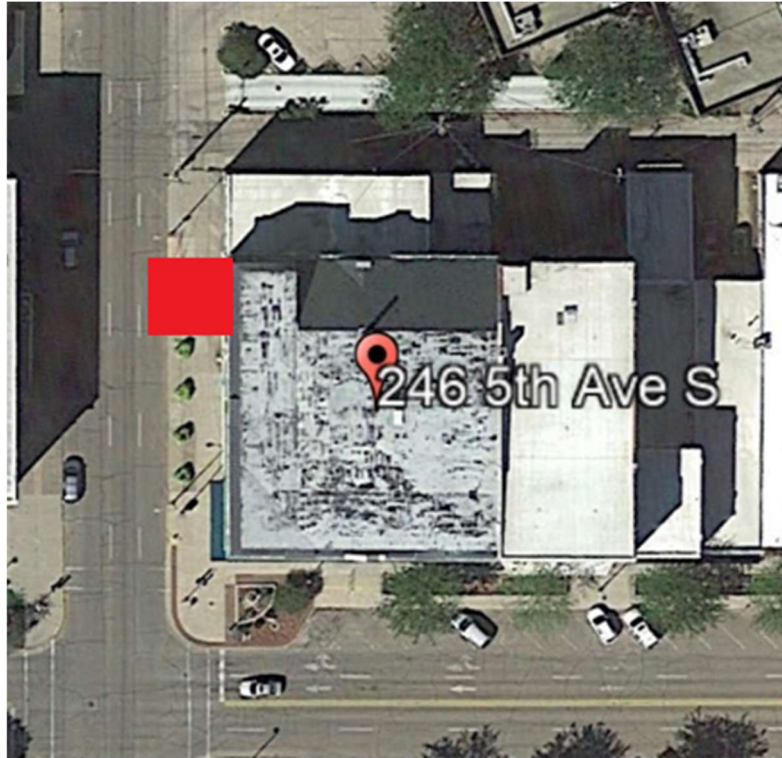


Figure C-3. Main Entrance Near Exterior Elevator

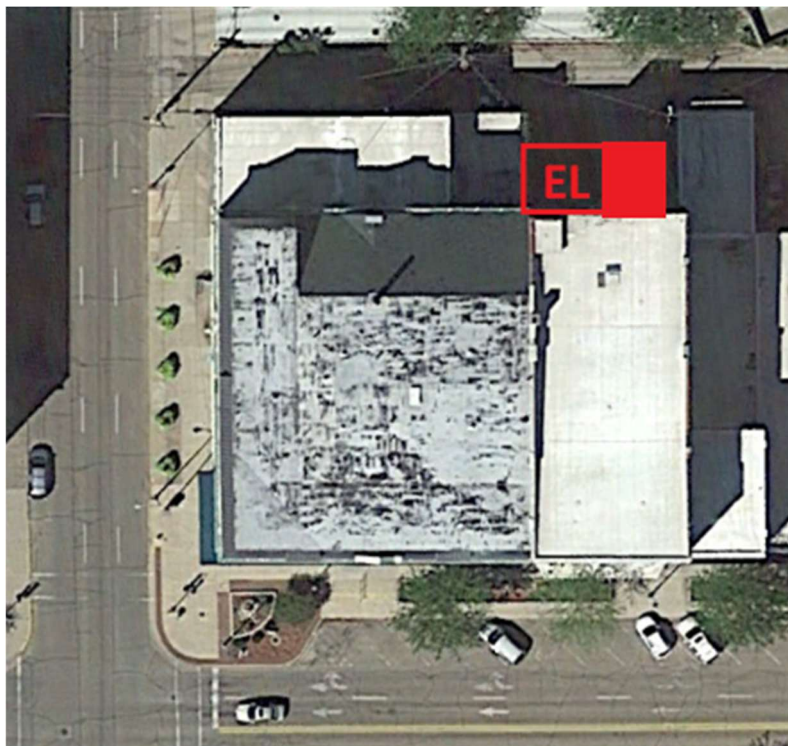


Figure C-4. Secondary Entrance on the West of Jacobsen Building





Figure C-5. Existing Ballroom Condition on the Third Floor of the Jacobsen Building

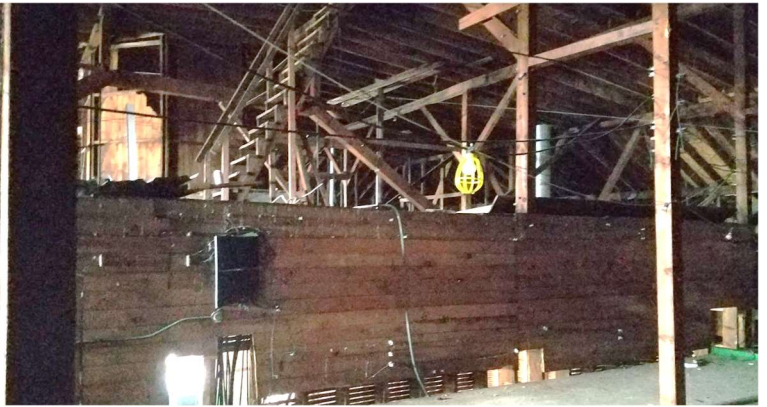


Figure C-6. Images of the Fourth Floor of the Jacobsen Building that Show the Limited Usable Space

# Appendix D

*Hand Calculations & Specifications*

## Structural Steel Lintel Design

Known:

- Solid masonry wall (1886)
- Opening through 2 bearing walls
- 8 ft corridor
- $\Delta_d < \frac{L}{600}$

Assumptions:

- Design is for opening on 1st floor
- Use a steel beam/plate lintel
- 8" extension on both sides of the lintel
- $q_{d, \text{floor}} = 25 \text{ psf}$
- 8" height of clay brick
- ASD Load combinations
- Designing for 1st floor (total of 4 floors)
- $H_{\text{wall}} := 52.75 \text{ ft}$        $H_{\text{door}} := 8 \text{ ft}$



*Steel Beam/Plate Lintel:*  
In solid walls with large superimposed loads, or in walls where the openings are greater than 8 ft.



$$w_T := \frac{(27 \text{ ft} + 24.75 \text{ ft})}{2}$$

## ASCE 7-16

### Ch. C3 Dead Loads

Assumed

$$q_{d, \text{floor}} := 25 \text{ psf}$$

Clay brick wythe: 8in (2 bearing walls)

$$q_{d, \text{walls}} := 79 \text{ psf}$$

### Ch. 4 Live Loads

Residential: Corridors servicing public rooms

$$q_{l, \text{floor}} := 100 \text{ psf}$$

$$W_{d, \text{floor}} := q_{d, \text{floor}} \cdot w_T = 646.875 \text{ plf}$$

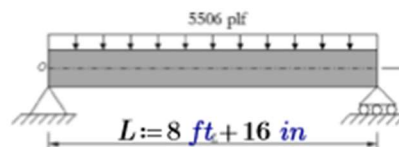
$$W_{d, \text{walls}} := q_{d, \text{walls}} \cdot (H_{\text{wall}} - (H_{\text{door}} \cdot 3)) = (2.271 \cdot 10^3) \text{ plf}$$

$$W_{l, \text{floor}} := q_{l, \text{floor}} \cdot w_T = (2.588 \cdot 10^3) \text{ plf}$$

### Ch. 2 Load Combinations: ASD

2.) D+L

$$W := (W_{d, \text{floor}} + W_{d, \text{walls}}) + W_{l, \text{floor}} = (5.506 \cdot 10^3) \text{ plf}$$





$$V := \frac{W \cdot L}{2} = (2.569 \cdot 10^4) \text{ lbf}$$

$$M := \frac{W \cdot L^2}{8} = (5.995 \cdot 10^4) \text{ lbf} \cdot \text{ft}$$

$$\Delta_{max} := \frac{L}{600} = 0.187 \text{ in}$$

$$\Delta_{max} := 0.187$$

Steel Construction Manual

Table 3-2 ( $Z_x$ ), Table 1-1 ( $I_{xx}$ )

$$E := 29 \cdot 10^6 \text{ psi}$$

Choose W8x, W12x or W16x  
for a brick height of 4 in

W12x26

$$M_R := 92.8 \text{ kip} \cdot \text{ft}$$

$$V_R := 56.1 \text{ kip}$$

$$I_x := 204 \text{ in}^4$$

$$\Delta_d := \frac{5 \cdot W \cdot L^4 \cdot 1728}{384 \cdot E \cdot I_x} = 0.159$$

$$DCR := \frac{\Delta_d}{\Delta_{max}} \cdot 100 = 84.964 \%$$

W8x58

$$M_R := 149 \text{ kip} \cdot \text{ft}$$

$$V_R := 89.3 \text{ kip}$$

$$I_x := 228 \text{ in}^4$$

$$\Delta_d := \frac{5 \cdot W \cdot L^4 \cdot 1728}{384 \cdot E \cdot I_x} = 0.142$$

$$DCR := \frac{\Delta_d}{\Delta_{max}} \cdot 100 = 76.02\%$$

W16x26

$$M_R := 110 \text{ kip} \cdot \text{ft}$$

$$V_R := 70.5 \text{ kip}$$

$$I_x := 301 \text{ in}^4$$

$$\Delta_d := \frac{5 \cdot W \cdot L^4 \cdot 1728}{384 \cdot E \cdot I_x} = 0.108$$

$$DCR := \frac{\Delta_d}{\Delta_{max}} \cdot 100 = 57.583 \%$$

**\*\*From the selected beams, the W12x26 was chosen as it is one of the lighter options \*\*  
(less expensive) and it is the least overdesigned beam based on the assumptions.**

#### Technical Notes on Brick Construction: Bearing Area

Grouted solid masonry (4500 plus psi): Type N Mortar

$$f_m := 200 \text{ psi}$$

$$A_b := \frac{V}{f_m} = 0.892 \text{ ft}^2$$

$$L_b := \frac{A_b}{16 \text{ in}} = 8.029 \text{ in}$$

## ADA Ramp Requirements [§405]:

### 405.2 Slope & 405.3 Cross Slope.

Slope represents the proportion of vertical rise to horizontal length and is specified in the Standards as a ratio (e.g., 1:12). It also can be expressed as a percentage, pitch, or in degrees. The running slope is to be uniform along a run, although slight variations may occur with certain materials such as concrete. No other changes in level other than the running slope (1:12 max.) and cross slope (1:48 max.) are permitted. Variations in slope, such as grade breaks within runs, can disrupt wheelchair travel.

### 405.5 Clear Width.

The clear width of a ramp run and, where handrails are provided, the clear width between handrails shall be 36 inches (915 mm) minimum.

### 405.7 Landings.

Ramps that do not have level landings at changes in direction can create a compound slope that will not meet the requirements of this document. Level landings are required at the top and bottom of each run. Changes in level greater than 1:48 are not permitted at landings. Landings must be designed to prevent the accumulation of water. Circular or curved ramps continually change direction. Curvilinear ramps with small radii also can create compound cross slopes and cannot, by their nature, meet the requirements for accessible routes. A level landing is needed at the accessible door to permit maneuvering and simultaneously door operation.

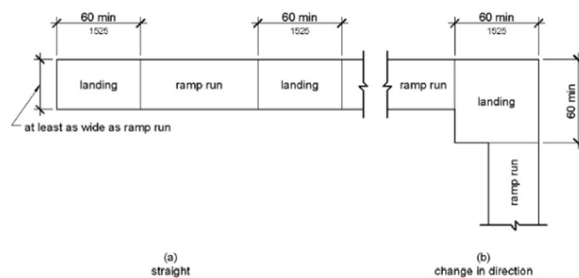
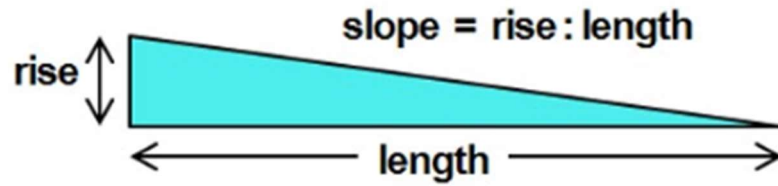


Figure 405.7 Ramp Landings

Known:

- Current rise (y) to main entrance 1 ft
- Slope = rise (y, ft) : length (L, ft)
- Width (w) > 36"



Equation:

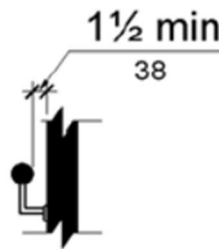
$$\frac{1}{12} = \frac{y}{L}$$

- Solve for length (L):

$$L = 12(y) = 12(1) = 12 \text{ ft}$$

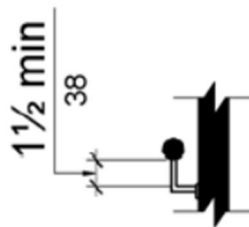
## ADA Handrail & Stairway Requirements [§504.6, §505]:

- 504.2 Treads and Risers. All steps on a flight of stairs shall have uniform riser heights and uniform tread depths. Risers shall be 4 inches (100 mm) high minimum and 7 inches (180 mm) high maximum. Treads shall be 11 inches (280 mm) deep minimum.
- 504.5 Nosings. The radius of curvature at the leading edge of the tread shall be ½ inch (13 mm) maximum. Nosings that project beyond risers shall have the underside of the leading edge curved or beveled. Risers shall be permitted to slope under the tread at an angle of 30 degrees maximum from vertical. The permitted projection of the nosing shall extend 1½ (38 mm) maximum over the tread below.
- 505.4 Height. Top of gripping surfaces of handrails shall be 34 inches (865 mm) minimum and 38 inches (965 mm) maximum vertically above walking surfaces, stair nosings, and ramp surfaces. Handrails shall be at a consistent height above walking surfaces, stair nosings, and ramp surfaces.
- 505.5 Clearance. Clearance between handrail gripping surfaces and adjacent surfaces shall be 1½ (38 mm) minimum.



**Figure 505.5 Handrail Clearance**

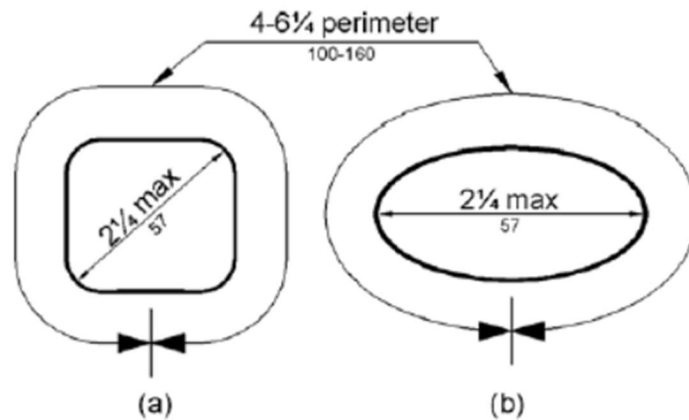
- 505.6 Gripping Surface. Handrail gripping surfaces shall be continuous along their length and shall not be obstructed along their tops or sides. The bottoms of handrail gripping surfaces shall not be obstructed for more than 20 percent of their length. Where provided, horizontal projections shall occur 1½ (38 mm) minimum below the bottom of the handrail gripping surface.



**Figure 505.6 Horizontal Projections Below Gripping Surface**

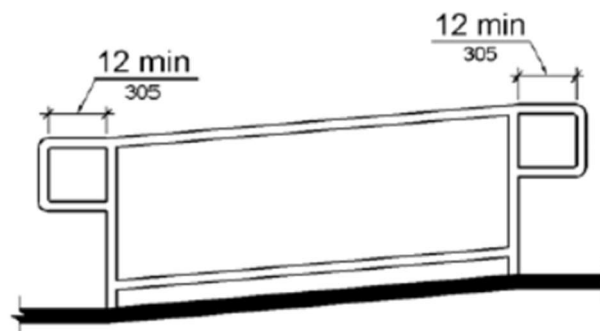
- 505.7.1 Circular Cross Section. Handrail gripping surfaces with a circular cross section shall have an outside diameter of 1¼ inches (32 mm) minimum and 2 inches (51 mm) maximum.

- 505.7.2 Non-Circular Cross Sections. Handrail gripping surfaces with a non-circular cross section shall have a perimeter dimension of 4 inches (100 mm) minimum and 6¼ inches (160 mm) maximum, and a cross-section dimension of 2¼ inches (57 mm) maximum.



**Figure 505.7.2 Handrail Non-Circular Cross Section**

- 505.10.1 Top and Bottom Extension at Ramps. Ramp handrails shall extend horizontally above the landing for 12 inches (305 mm) minimum beyond the top and bottom of ramp runs. Extensions shall return to a wall, guard, or the landing surface, or shall be continuous to the handrail of an adjacent ramp run.



**Figure 505.10.1 Top and Bottom Handrail Extension at Ramps**

Elevator specifications from Schumacher Elevator Co. that were used to layout design of shaft.

