



# DYERSVILLE DOWNTOWN PLAN

ADOPTED | **JULY 16, 2018**

# ACKNOWLEDGMENTS

The project team would like to thank the residents who invested their time providing valuable input to guide the concepts in this plan. Dyersville is truly a unique place with pride that can be seen throughout the community and evident in this planning process. Plans like this can be a catalyst for new investment beyond the heart of the city, and help the community provide a more memorable experience for the people who live and visit Dyersville.

Thank you again for the opportunity to help shape the future of downtown and continue Dyersville's status as a premier community in the Midwest.

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# INTRODUCTION

## Downtown's Role

When thinking about cities across the country, downtown is often the first image to come to mind. The same can be true for Dyersville. Downtown Dyersville represents the core of civic and cultural activity. While Dyersville has multiple commercial districts, Downtown remains the metric for community life and vitality. City Hall, the Basilica, museums, restaurants, nearby parks and trails, and environmental features make downtown a place for all and an asset to be proud of. A bustling and prosperous downtown is the barometer to visitors that Dyersville is a place to be.

## A Subset of the Comprehensive Plan

The downtown plan is developed and will function in concert with the comprehensive plan. In fact, much of the energy behind the creation of the comprehensive plan for the City of Dyersville grew from an interest in the continued revitalization of downtown. Due to the interconnectedness of downtown and the remainder of the city, these plans are fully integrated.

## Past Community Planning Efforts

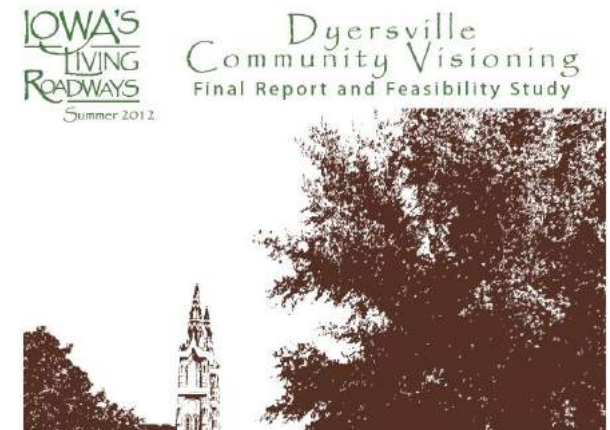
Dyersville's has pursued many planning efforts in recent years. This Downtown Plan focuses on consolidating ideas from recent plans and providing new ideas for a cohesive and successful downtown district.

### Comprehensive Plans

- › 1961: Comprehensive Plan
- › 1974: Comprehensive Development Plan
- › 1975: Comprehensive Development Plan Supplement
- › 1997: Community Builder Plan
- › 2018: Plan Dyersville Comprehensive Plan

### Other Planning Documents

- › 2003: Annexation Plan
- › 2009: Northwest Traffic Study
- › 2011: Dyersville Hazard Mitigation Plan
- › 2011: Highway 20 Interchange Environmental Assessment
- › 2012: Community Visioning Park and Transportation Plan
- › 2013: Dubuque County Hazard Mitigation Plan
- › 2013: Dubuque County Regional Comprehensive Plan
- › 2017: Community Housing Assessment Team



## Planning Process

The recommendations in this plan take hold of the broader community interest in downtown. Undoubtedly, those that live and work in Dyersville know downtown the best. The planning process began with a outreach to the people that live, work, and visit Dyersville.

The public engagement process was ongoing concurrently with the Comprehensive Plan update and followed the momentum of the community housing assessment completed in the spring of 2017. The process included a series of opportunities to participate on-site and online.

**Ad Hoc Steering Committee.** The Steering Committee met at key points during the planning process to review the progress of the plan and make revisions to the draft concepts.

**Website.** A project website provided updates, advertised meetings, and gathered input throughout the planning process.

**Community Survey.** A community survey was launched at the kick-off meeting and made available online throughout the project. The survey targeted input for both the Comprehensive Plan and Downtown Plan. Information from the survey provided valuable insight into the vision of Dyersville residents and are incorporated throughout the plan. Full results were provide to the public in a separate document.

**Stakeholder Discussions.** The planning process began by meeting with stakeholder groups that included business owners, developers, retailers, city leaders, and residents on May of 2017. The meetings provided discussions about the emerging issues and challenges facing Dyersville and an in-depth understanding of the community's issues.

**Goals Workshop.** The steering committee met in June of 2017 to discuss the goals and priorities for Dyersville, including the downtown district.

**Design Studio.** A design studio took place over two days in July of 2017 to engage residents, business owners, and other stakeholders directly in conceptual planning for downtown. Participants shared their ideas, issues and concerns informally with the design team, and helped define and test concepts for the future of the planning area.

**Design Refinement.** The steering committee convened in September of 2017 to discuss concepts from the design studio that were developed more by the design team.

**Open House.** A public open house occurred on October of 2017. The open house provided the public an opportunity to review and comment on the development plan before further development and adoption.



## Goals and Priorities for Downtown

Dyersville residents and business owners want a vision for downtown that creates new opportunities to increase business, unite the community around the district, create a unique shopping and business environment, and make spaces for people to gather, all while preserving the small town atmosphere and history that characterizes downtown.

The recommendations for Downtown are based on the following goals were developed under the overarching development principles of the comprehensive plan. The downtown goals emerge through a market analysis, the public input planning process, and past planning efforts. It is with these goals and principles that an implementation plan can be developed for the future of downtown.

## PLANNING GOALS

- › **Establish downtown Dyersville as one of several regional destinations in the community.**
- › **Create a business environment that supports a variety of businesses types and uses, including residential.**
- › **Establish programming that keeps downtown “active”.**
- › **Provide connections to downtown and public gathering spaces near and within the district.**
- › **Continue to invest and maintain downtown as a high priority.**







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## DOWNTOWN TODAY

Downtown is both a symbolic and functional space. It provides the emblem and the lasting image for the community while also operating as a living commercial district. These roles are mutually beneficially and the strength of one serves to benefit the other. Understanding the framework of Downtown today is critical for developing a program for improvement.

# DOWNTOWN TODAY

This chapter examines the existing conditions and opportunities for Dyersville's downtown and adjacent activity areas. The downtown has many unique and distinctive features that create a sense of place to add value to the community.

## Defining Downtown

When asked to define the extent of Dyersville's downtown, most think of City Hall, the 1st Avenue storefront, or the Basilica of St. Francis Xavier. For the purposes of making recommendations in this plan, downtown expands to the area bounded by 6th Street East, 3rd Street West, Beltline Road, and 3rd Avenue South, shown in Figure 1.1: Development Framework.

The downtown environment consists of the physical buildings, transportation network, and natural environment. Downtown is the central location for events, gatherings, and civic activities.

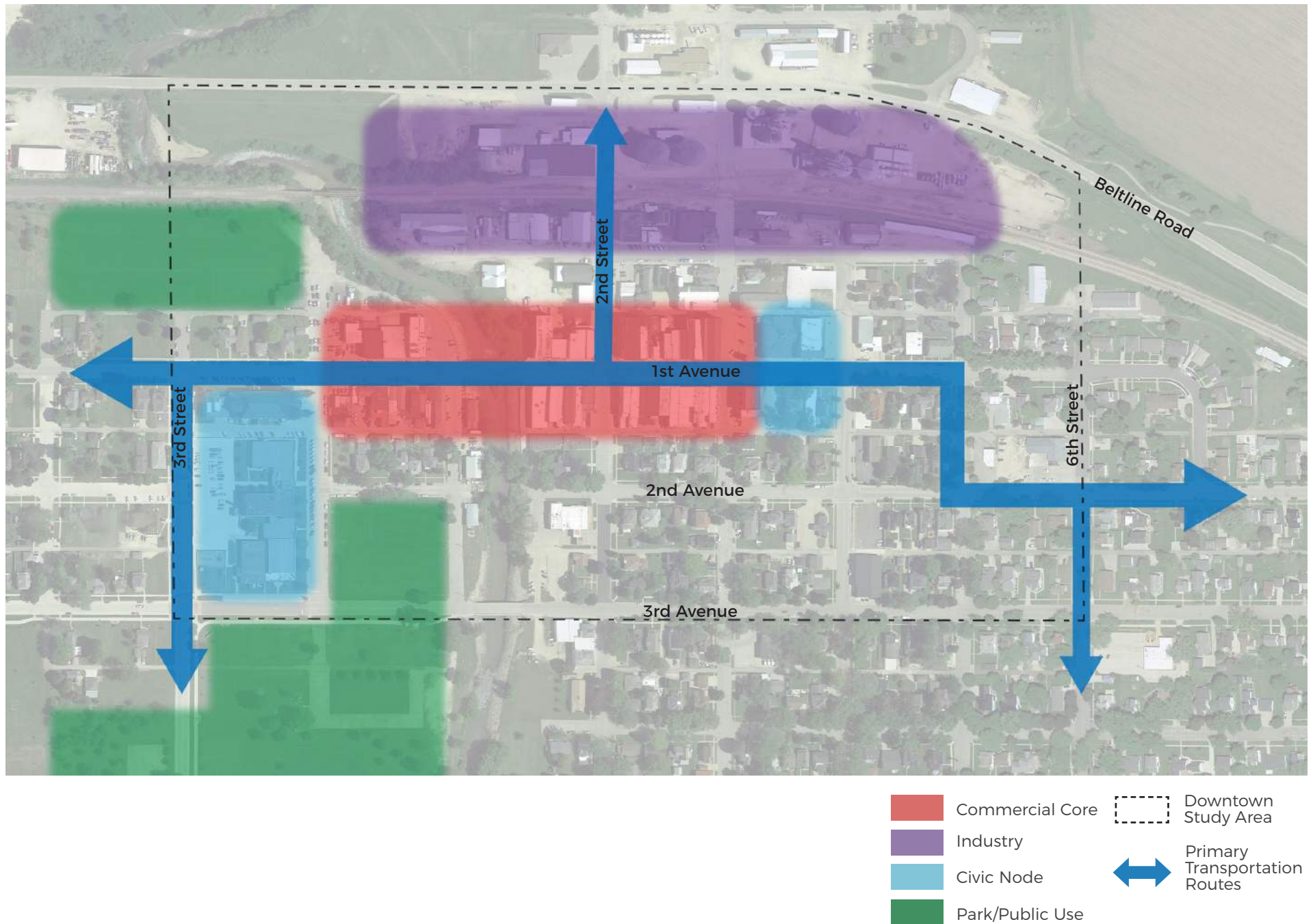
- Commercial core - the main avenue through downtown where commercial activity is located.
- Industry - a transition area from the downtown core to industrial areas along the railroad and Beltline Road.
- Civic node - areas of public uses and activities including church, schools, city hall, the library, and museums.
- Park/Public Uses - area reserved for recreational activities, greenspace, and general public use.

Those that live in Dyersville cherish the stories within the buildings and character of the district. It will be important in developing concepts for downtown to understand the character framework and what elements will impact the future of downtown.

The elements of Downtown Today evaluated to understand and plan for include:

- Building use
- Building history and condition
- Transportation - vehicle, bicycle, and pedestrian
- Infrastructure - streets and sidewalks
- Parking
- Public spaces and programming

Figure 1.1: Downtown Framework



## Buildings: The Framework

When thinking of downtowns, the buildings themselves are the framework. Downtowns developed around buildings and the activities within them as gathering places and everyday

### Building Use

A mixed-use downtown includes a variety of uses, typically with active uses at the street level and residential uses on upper floors. Figure 1.2 shows the building use inventory along 1st Avenue from 2nd Street SW to 4th Street SE, and the entire study area, also illustrated in Figure 1.3. Single-family residential uses and industrial uses north of the railroad are excluded from the study area.

- Service uses comprise about 39% of first floors in the downtown core, while retail and restaurant uses comprise about 27% of first floor building uses.
- Vacant space represents about 11% of first floors in the core.

Another major component of downtown are the upper story spaces. These areas can be used for additional retail or services space, but are often use in historic downtowns as residential space. Downtown Dyersville has a number of buildings with adaptive reuse potential on upper levels.

- In Dyersville's core residential accounts for 27% of upper story uses. However, 26% of upper floor uses are unknown, meaning there was not a clear indication on the upper floor use. Many of these spaces may be used for storage, vacancy, or residential uses not identifiable from the street.

- Upper story vacant space accounts for 17% of the core, an opportunity to leverage. Broaden building use beyond the downtown core shows that service uses remain the most at 28%.
- Civic uses and storage/industrial uses increase with the inclusion of the Basilica/St. Francis Xavier School and areas around the rail line.



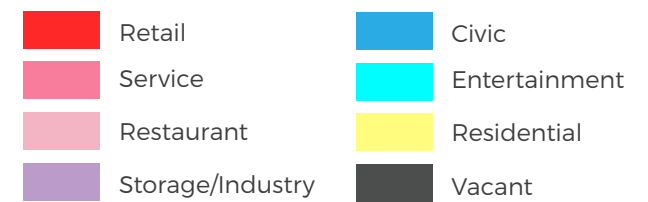
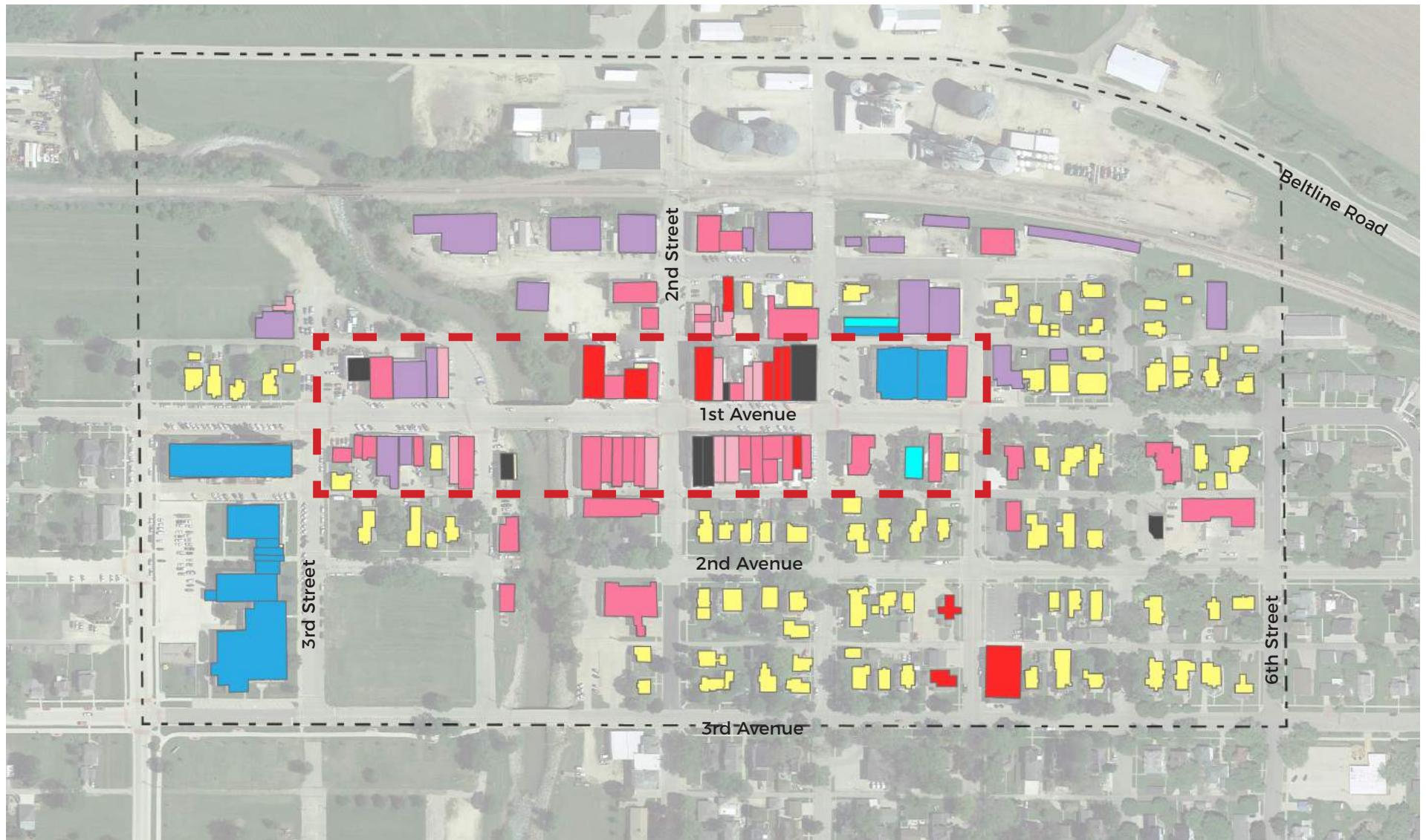
**FIGURE 1.2:** Building Use, 2017

	1ST AVENUE (2ND STREET SW TO 4TH STREET SE)				STUDY AREA*	
	1ST FLOOR	%	UPPER FLOORS	% UPPER FLOORS	TOTAL ALL FLOORS	%
Service	58,377	39%	13,087	12%	151,375	28%
Retail	21,482	16%	6,640	6%	41,826	8%
Restaurant/bars	19,331	11%	2,574	2%	24,843	5%
Civic	16,888	11%	7,040	7%	91,297	17%
Entertainment	2,714	2%	2,714	3%	12,014	2%
Storage/Industry	14,916	10%	-	0%	103,453	19%
Vacant/Unknown	16,256	11%	45,302	43%	76,374	14%
Residential*	0	0%	28,595	27%	32,691	7%
Total	149,965		106,953		531,838	

\*Single-Family homes and industrial uses north of the railroad excluded

Source: RDG Planning & Design

Figure 1.3: First Floor Building Use



## Historic Style and Quality

Downtown contains buildings of a time past with few vacant lots. The downtown developed in the late 1800s and early 1900s as Dyersville grew into a center for commerce and regional shopping. Two buildings are listed on the National Register of Historic Places, City Hall (memorial building) and the Basilica, but none of the downtown is in a designated historic district.

Over time many buildings underwent exterior renovations, some historically accurate while others not. Some non-period buildings are present as demolition and/or construction on vacant lots became desirable. The most populous building style downtown is the typical two story brick building with a storefront on the first floor and (historically) residential on the second floor. Buildings have been customized over time with variations in cornice, window, entryway, transom, and brick treatments. This practice was common in many downtowns across the country in the 1970s and 1980s.

Using historic preservation techniques to restore, repair, and update facades will only add to the charm and uniqueness of downtown over other commercial areas. The character of the district should be maintained appropriately to respect the history of development in Dyersville and create a unique, enjoyable place for people to walk and businesses to thrive.

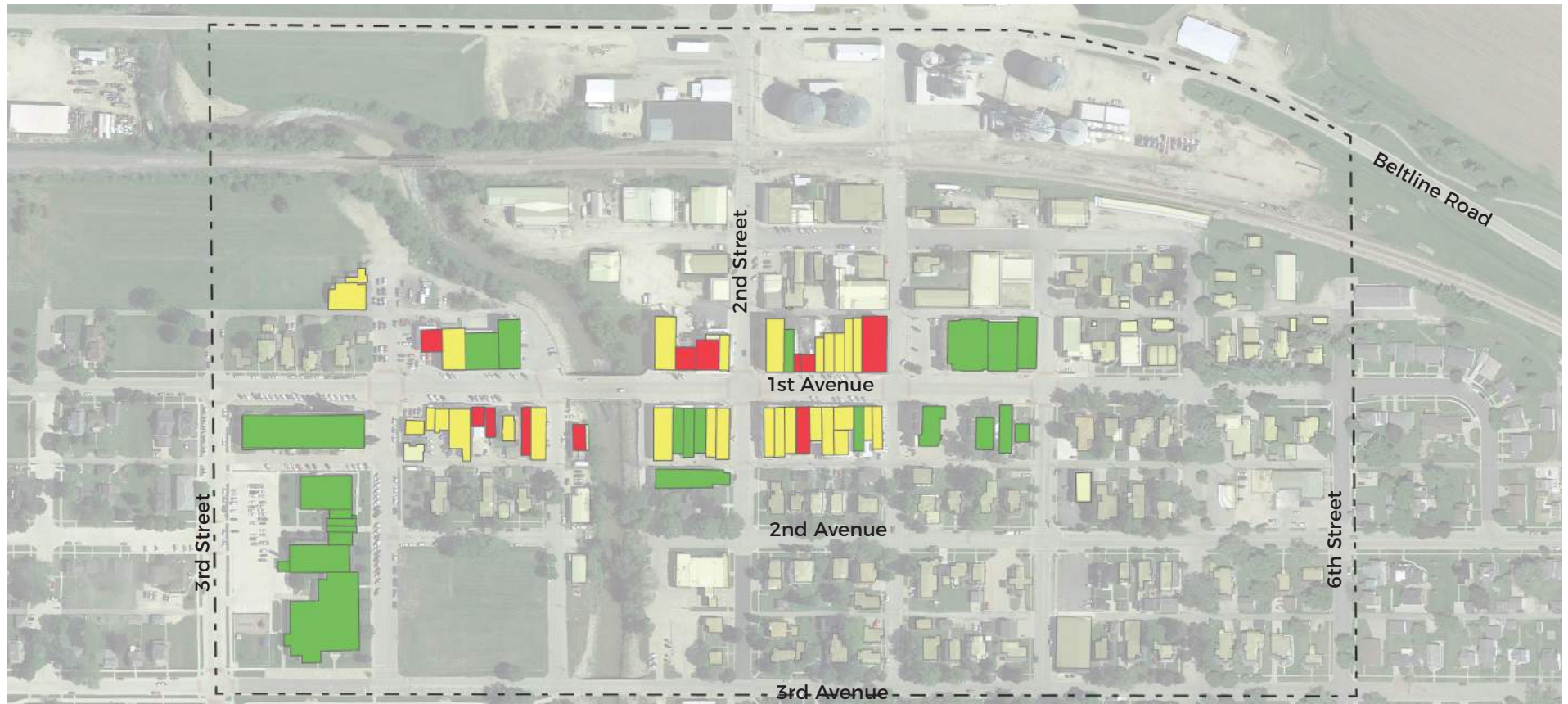
## Building Conditions

Dyersville downtown is largely intact. However, building uses and architectural style mean little for the downtown environment if the structures themselves are in disrepair and unsightly. Overall, commercial buildings in the downtown core are in average condition with only a handful of facades considered in relatively poor condition.

Figure 1.4 shows the condition of facades within the commercial core, excluding single-family homes. Classifications from below average to above average identify which facades to target as first candidates for rehabilitation or repair. It is likely that transforming these facades would significantly influence the perception of the block and reinforce the streetscape/storefront character of downtown.



Figure 1.4: Building Conditions



Facade Condition

- Good Condition
- Minor Repairs
- Potential Rehabilitation

## Transportation

The transportation environment affects all aspects of downtown life and activity. Downtown should be easy to access from all directions in Dyersville. A comfortable walking, bicycling, and driving environment reduces stress on patrons and is one aspect of a positive experience.

### Traffic Conditions

1st Avenue is the main east-west street through downtown with a posted speed limit of 25 mph. The street is significantly busier than other streets in the downtown district. Traffic counts on 1st Avenue range from 2,000-5,000 Annual Average Daily Traffic (AADT). Similar traffic volumes occur on 3rd Street SW and 1st Street SW to reach destinations in western Dyersville, Westside Park, and St. Francis Xavier School. Traffic from the north is primarily along 2nd Street NE for residences and traffic from industries needed to reach Highway 20. Transportation conditions are affected by a few notable elements:

- The rail line bordering the downtown district on the north adds additional safety and access considerations when trains are present, important for reaching residential and industrial areas.
- Any traffic north of Beltline Rd must go south to 1st Avenue to reach either Highway 20 or 136.
- The North Fork Maquoketa River acts as a divider between the east and west portions of downtown. The river is a great asset to downtown and the community, but becomes a transportation barrier during flood events.
- The Basilica of St. Francis Xavier attracts large attendance during mass, forcing people to park on the street, sometimes double parking on the street.

## Pedestrian Conditions

Not all visitors to downtown will arrive by vehicle. Proper design can encourage people to bicycle and walk from throughout the community by making alternative transportation modes an easy choice rather than a hindrance. Pedestrian conditions include:

- Trail connections are proposed to downtown including the Heritage Trail, Beltline to 2nd Street, and Westside Park south.
- Crossing safety at railroads and key intersections lacks signage or marked crossings
- Once downtown pedestrians are faced with sidewalks in good condition and size. For example, a 10' sidewalk is sufficient for outdoor dining, sidewalk merchandising, and the installation of street furniture such as bicycle racks, benches, and trash receptacles..
- Colored crosswalks and bump-outs increase safety for pedestrians crossing the street and are located at every intersection along 1st Avenue.
- Existing street lighting, trash receptacles, seating, and decorative monuments all add to a positive experience for pedestrians.

## Bicycle Conditions

Many of the streets in Dyersville are appropriate and comfortable for people to ride bicycles. The City has a plan for off-street trail improvements and an on-street network. From the popularity of the Heritage Trail and input from the community, many are interested in connections to downtown. Bicyclists are faced with several barriers:

- The Beltline trail ends abruptly before reaching downtown
- Crossing safety at railroads and key intersections lacks signage or marked crossings
- Few bike racks or notification for bicyclists in the downtown area.

## Infrastructure

The city invested significantly in downtown infrastructure in the past decade. Bump-outs, colored crosswalks, lighting, monuments, and planters are all in good condition with only minor repair work needed. Streets and sidewalks are intact in downtown.

Public infrastructure maintenance and improvement should remain a high priority as redevelopment concepts and plans for downtown come to fruition.

Figure 1.5: Active Transportation Conditions



- High Pedestrian/Bicycle Use
- Crossing Barrier
- Connection Priority
- Existing Trail/Bike Route
- Planned Trail/Bike Route
- Proposed On-Street Bike Route
- Railroad

## Parking Conditions

Parking in any downtown district presents the challenge of trying to balance perceived versus actual parking needs. Parking location and supply are a key component for undertaking downtown planning.

### Existing Parking Supply

- There are 418 off-street parking spaces and 308 off-street spaces, counting both public and private lots.
- Parking is provided mostly through on-street diagonal stalls with select locations of parallel parking.
- Within the downtown core along 1st Avenue public off-street parking is limited with most areas for customers only.

The count is conservative as off-street stalls for employees are difficult to identify. Additionally, the counts do not consider un-painted on-street parking areas that may be available in the downtown core or on-street parking in primarily residential areas. Overflow parking on residential streets is not desirable nor should be relied upon to support downtown parking needs.

Figure 1.7 shows downtown parking surpluses/gaps by block. Using a general parking demand based on square footage of building uses shown in Figure 1.6. Total parking need is around 818 spaces for the entire district.

The amount of parking needed to serve downtown uses varies by location.

- The downtown core sees the largest gap of parking supply versus demand.
- Different uses have different peak times for parking need. For example, the Basilica sees most parking needs on the weekends whereas St. Francis Xavier has high parking needs during the week. These uses are next to each other and each can be supplied with the same parking areas.
- Parking needs to be available to all users. Areas designated as employee only or private lots limit areas near businesses for visitors to use.
- People expect to parking in front of their destination. Area of surplus may not help fill gaps if people are not willing to walk further to destinations.

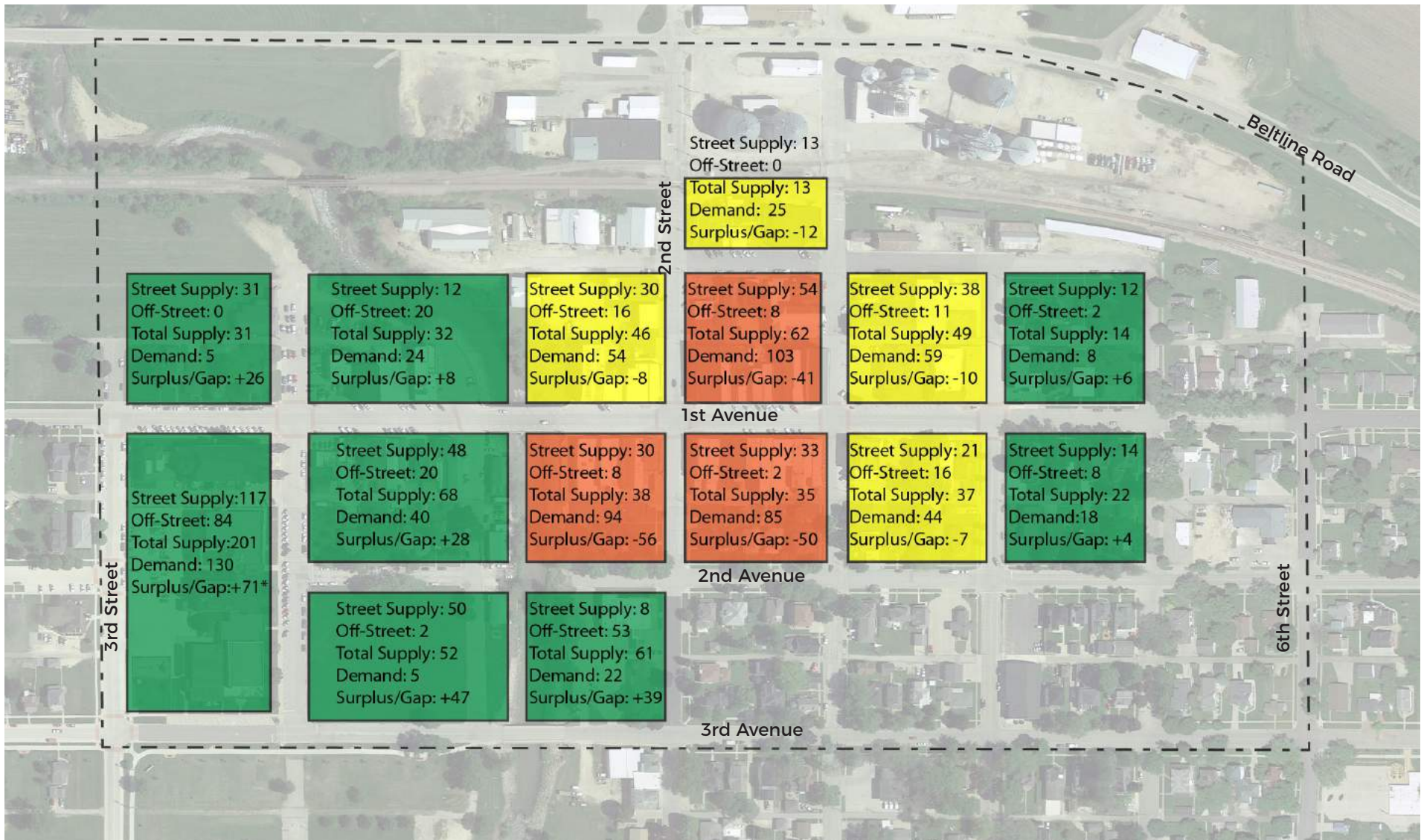


**FIGURE 1.6:** Parking Demand, per 1,000 sq. ft.

Civic	2
Entertainment	2.5
Residential	1.5
Restaurant/bars	4
Retail	2
Service	2.5
Storage/Industry	0.25
Vacant	0

\*Demand for schools may be more than a typical civic use  
Source: RDG Planning & Design

Figure 1.7: Parking Gaps/Surpluses



Parking Supply versus Demand

Surplus

Neutral

Gap

## Environmental Conditions

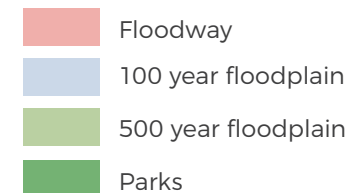
Dyersville's natural environment is one of the city's charming assets, yet it presents some challenges, historically and still today.

The North Fork Maquoketa River flows through the center of downtown. The river was the focal point of downtown development and is a desirable amenity today. However, occasional flooding decreases development opportunities and creates connectivity issues for emergency services.

Figure 1.8 shows the floodway and floodplain. Almost all of the western portion of downtown lies in the 100-year floodplain. Eastern downtown remains isolated from flood risk.

Areas designated as floodways are meant to take on normal flood waters without adding to the height of flood levels. Generally, floodways should be undeveloped without new buildings or changes in elevation. Any changes to the riverfront needs to be sensitive to the impacts from flooding.

Figure 1.8: Flood Areas



## Public Events and Programming

Dyersville is a popular tourist destination, but also offer an assortment of events and festivities. These events and activities give Dyersville another element in the quality of life toolbox to attract and retain residents and occasional visitors. Further, the way these attractions interact with one another and the community often brings to light opportunities to improve the overall benefit between the community and the attraction/event.

### Public Events/Programming

- › **Movies in the Park.** Westside Park hosts outdoor movies with other activities for families and children during the summer months.
- › **Farmer's Market.** The farmer's market is held on Thursday's from May through October at Commercial Club Park. The market opens at 2 pm. and closes at 5:30 p.m.
- › **Downtown Friday Nights.** Every Friday evening from 6:30 - 10:00 p.m. the Chamber of Commerce and local businesses sponsor music, food, and activities for all ages.
- › **Christmas Retail Promotion.** Beginning in November every year shoppers can shop at participating local businesses for prizes and local promotions. The program generates over 16,000 participants.
- › **Battle of the Businesses.** Local businesses compete for a traveling trophy through various activities. The annual event brings local businesses and employees together for fun and networking, but also is widely promoted throughout the community.

## Tourist Attractions

What makes Dyersville especially unique are its nationally known tourism attractions. Opportunities to further leverage and enhance these venues should continue to be a priority.

- › **Basilica of Saint Francis Xavier.** A 125+ year old church and one of 53 basilicas in the United States, a designation that can only be made by the Pope.
- › **National Farm Toy Museum.** A museum featuring over 1,000 toys and displays that attracts collectors and farm enthusiasts from across the country.
- › **Field of Dreams Movie Site.** Perhaps the most well know attraction in Dyersville, the Field of Dreams movie site preserves the famous setting of the 1989 film, offering tours and attracting thousands of visitors a year.
- › **Other Museums.** Several museums including the Dyer – Botsford Doll Museum and Becker Woodcarving Museum add to the cultural attractions in Dyersville.
- › **Heritage Trail.** Trails are a growing economic development tool and community amenity. The 26-mile Heritage Trail runs from Dyersville to Dubuque and offers an opportunity for bicycle tourism from a large regional population.

Several smaller communities in Iowa see economic benefits from regional trails. Solon (pop. 2,587) and Cumming (pop. 408) are two examples. Regional trail systems from larger metropolitan areas attract hundreds of riders on the weekends and evenings during the spring, summer, and fall. These casual riders stop for food, drinks, and rest facilities. However, often the town serves at the destination such as the Tuesday evening taco ride to Cumming. Dyersville could promote similar events for shorter distances that are comfortable for most riders, such as between Dyersville and Farley or Epworth.

There are many attractions and events that are held in Dyersville. Each brings a unique audience to their events and this is an opportunity to expose more patrons to the downtown district. In a community the size of Dyersville, each event and attraction must play a role in promoting the community, the downtown, and other attractions to meet its potential benefit. This means that each facility should host marketing materials for other attractions or that employees be trained to actively promote other amenities in the community.

It can be difficult and labor intensive to market local events like a farmer's market or a band concert but, it may be appropriate for multiple events to be held on the same day or night and to market these events together; this would increase the exposure and attendance for both events.

# OPPORTUNITY FRAMEWORK

Dyersville is a community that is well-received by visitors and loved by residents. The downtown embodies the quality and character of Dyersville, in proximity to natural features, civic features, cultural attractions, and recreational areas. In general, the downtown conveys the care that residents have for their community and reminder of historic Dyersville.

Figure 1.9 shows the opportunities for downtown which are built upon in the downtown development concept.

## Opportunities to Leverage

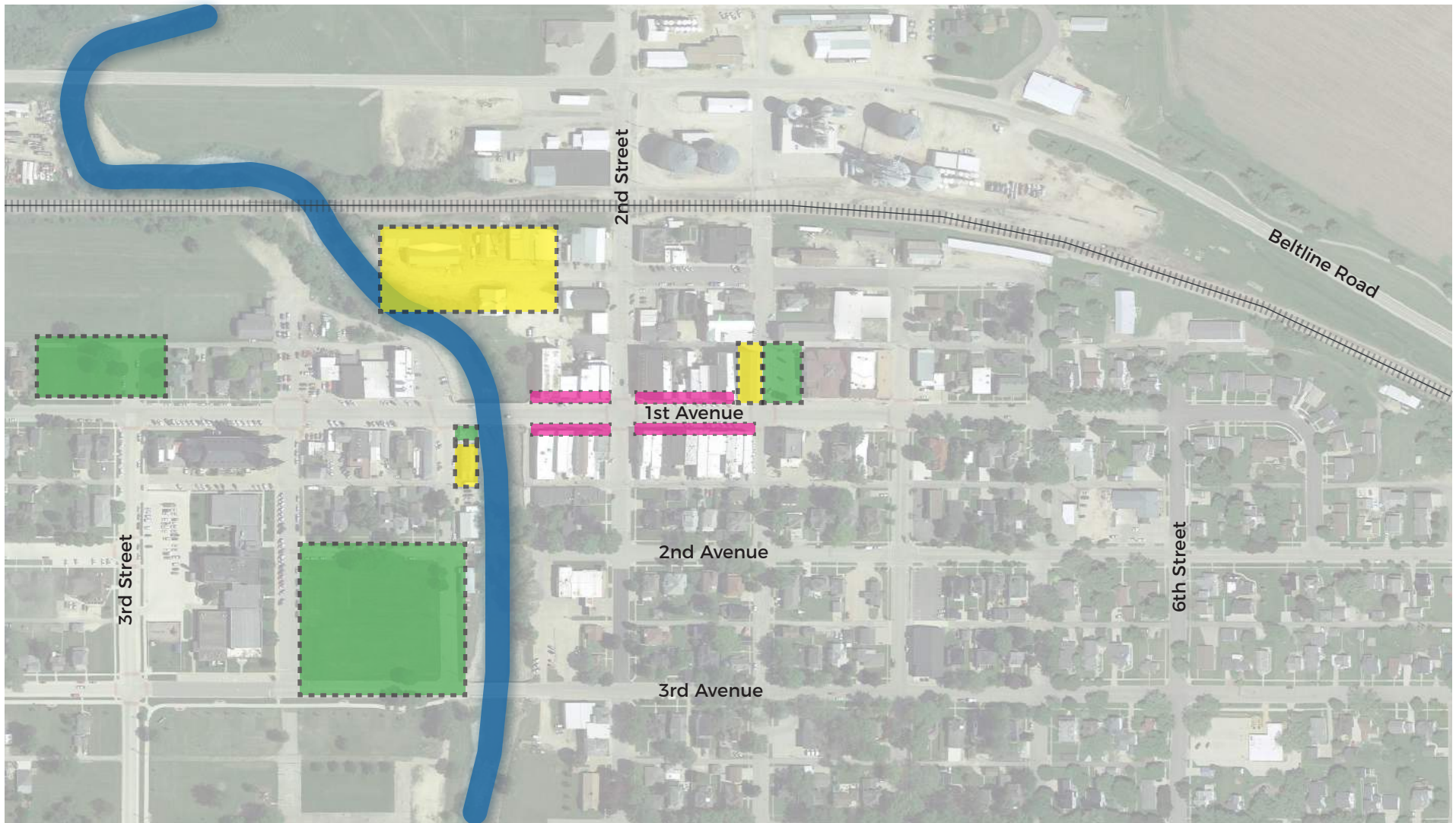
- **Strong Civic Features.** As noted in other studies, Dyersville maintains a high degree of community cohesion focused around institutions such as the Basilica and schools.
- **Iconic Resources.** While not all located in the downtown, tourist attractions throughout the community bring people to Dyersville and the opportunity to attract them downtown.
- **Adequate Traffic Flow.** Traffic flows smoothly through downtown without over capacity except during some special events and mass at the Basilica as expected.
- **Pedestrian Safety.** Downtown core is a safe environment for pedestrians with adequate sidewalks, street crossings, and lighting. The blocks on 1st Avenue have generous sidewalks that allow for pedestrians, storefronts, and activities to interact gracefully if desired.
- **Quality Infrastructure.** Streets and infrastructure are in excellent condition and show a commitment by the city to the success of downtown that can spur property owners to reinvest in their properties.

- **Natural Beauty.** The North Fork of the Maquoketa River is a blessing for Downtown that provides a natural element to capitalize on. While flooding will remain a concern for future development, the river is the focal point of downtown.
- **Events and Activities.** Potential to bring more regular programming and events to the downtown district such as the farmer's market during Saturday's. Other benefits can be realized from promoting downtown businesses/ attractions at all community events.

## Challenges to Address

- **Varying Building Conditions.** Many buildings are showing their age and need façade repair or full rehabilitation. Special attention to storefront features, upper story windows, awnings, and signage, could significantly improve the character of downtown.
- **Parking Distribution.** There are shortages of parking in the downtown core and surpluses on the fringe of the downtown district. With limited additional areas for parking, strategies to increase the distance people are willing to walk to destinations.
- **New Gathering Spaces.** Westside Park provides a great public space near downtown that services the entire community. However, there are few developed public spaces within the downtown district for people to sit and relax or for public events that would complement businesses. Vacant greenspace in flood buy-out areas offers an opportunity for programming and recreation.
- **Missing Connections.** Pedestrians and bicyclists trying to get to downtown are faced with barriers from natural features, lack of system connectivity, and safety considerations. Motorists are faced with similar connectivity concerns not only from adequate road connections, but also directional signage to get downtown.
- **Underutilized Upper Stories.** Some upper stories are used for residential uses. However, the quality of these units varies. While limitations exist to opening the upper stories of downtown buildings for occupancy, the addition of residents and office/service tenants on the upper floors represents an opportunity to bring more life to the district, to add more long-term revenue to building owners and businesses, and to create downtown as a district where people can live, work, and play.

Figure 1.9: Project Opportunity Framework



➤ **Vacant Storefronts.** There are vacant storefronts in downtown at critical locations that impact the impression of the district. These spaces represent a major opportunity for bringing additional businesses (or other uses) that will complement the overall function of the downtown district.

➤ **Welcome Visitors to Downtown.** Discussed more throughout the entire Comprehensive Plan, installation of gateway features would improve the first impression for those visiting Dyersville and serve to welcome people back to the community.

- Development Possibilities
- Building Improvements
- Public Space Opportunity





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# 2

## MARKET ANALYSIS

A sound downtown development program must be based on market potential. A review of important demographic and market characteristics will guide planning for the future of the downtown.

# MARKET ANALYSIS

Many factors combine to create the economic reality for downtown Dyersville. Beyond Dyersville, many residents throughout the region look to Dyersville for goods, services, and an experience. This chapter explores the character of the areas on which downtown relies, how they are changing, and what market opportunities exist for downtown Dyersville.

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## Why a Market Analysis?

The physical conditions relate to the look and experience people feel downtown, not necessarily the forces themselves that create activity downtown. A market review of both retail and housing demand evaluates what needs and opportunities exist for development projects in the city and subsequently, in downtown. Indicators from past and current trends in retail spending give insights into the types of businesses Dyersville can and should be supporting. Dyersville's unique tourist attractions create an interesting market. Key concepts for downtown should build on these attributes and explore new avenues to set downtown apart from other districts in the city.

The same goes for housing. Insights developed from the Community Housing Assessment Team (CHAT) report completed in the spring of 2017 indicate the demand for housing in Dyersville, a portion of which could be absorbed downtown. The housing and retail analysis encompasses the entire city to identify recommendations appropriate for downtown, how much additional residential and retail space downtown can support, and indicators for types of redevelopment projects for the future. A certain percentage of city demand can and should be absorbed downtown.

The market analysis is organized into five sections:

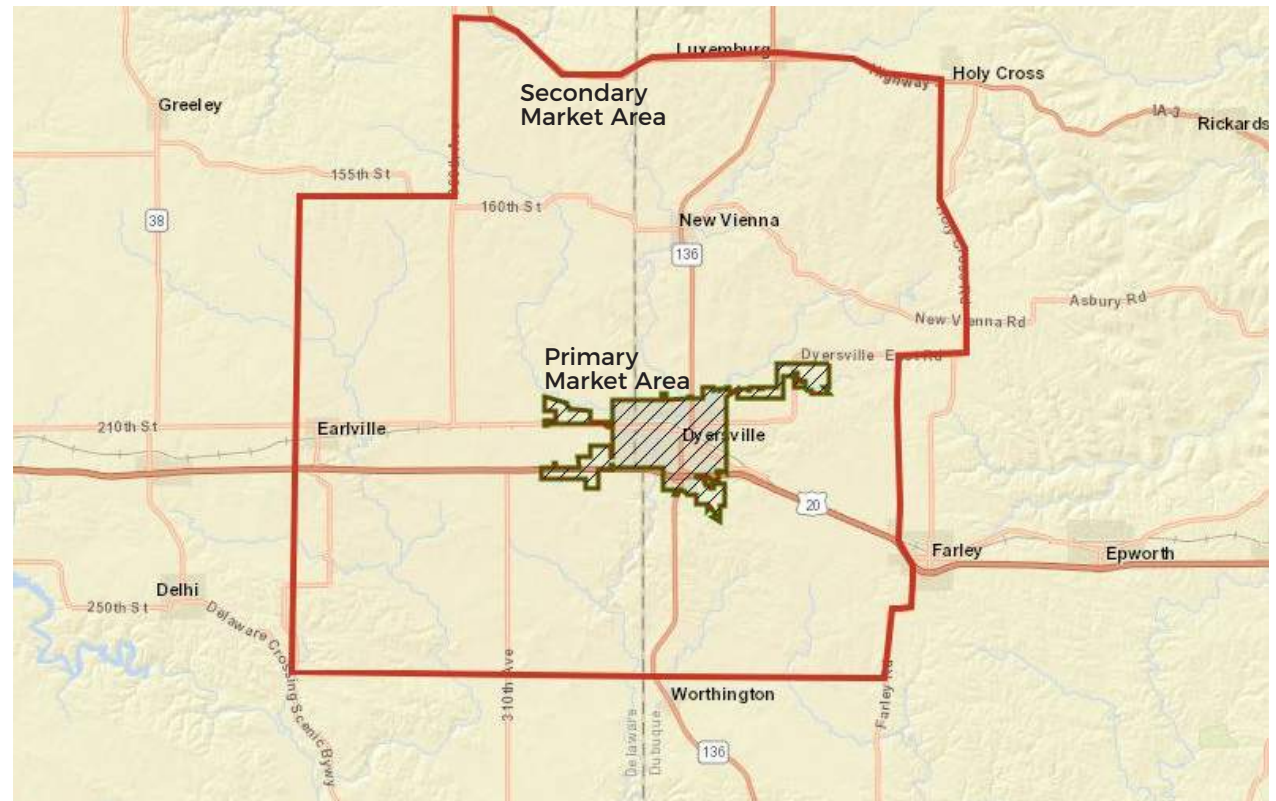
- › Population and Demographics
- › Business and Employment Character
- › Retail Spending Patterns
- › Retail Gaps and Opportunities
- › Housing

## Defining the Economy

Dyersville draws employment and customers from larger economic regions. Defining these regions is crucial to understand where strongholds in the local economy are and where gaps exist. The markets for Dyersville are developed considering regional economic centers and where people are most likely to shop given the travel time, variety of shopping choices, and other attractions. These markets fall under the primary, secondary, and tertiary market area.

- **Primary Market.** The City of Dyersville corporate limits. The area where residents will look first for retail and service opportunities before looking elsewhere.
- **Secondary Market.** The regional area surrounding the City of Dyersville, ranging from 5 to 15 miles from city limits, identified through an analysis of where it makes sense for people to consider Dyersville first for retail and service opportunities. For example, Dubuque has a strong regional pull and limits the eastern pull of Dyersville, especially with Highway 20 providing easy access through the region.
- **Tertiary Market.** The area where people may come to Dyersville for special events, attractions, of specialty shopping items. The tertiary market is much harder to define with attractions such as the Field of Dreams drawing visitors from across the country.

Figure 2.1: Dyersville Market Areas



Generally, the primary and secondary market areas are considered convenience areas, meaning the ease of access to retail goods in Dyersville. Whereas the tertiary area is a tourist or comparison shopping area. Most in the tertiary trade area will not come to Dyersville to comparison shop because there simply is not enough variety and selection to make longer trips worthwhile especially with Dubuque nearby. Therefore, people within the tertiary area are drawn to Dyersville for other reasons (attractions, sport tournaments, etc) and happen to make retail purchases while in town. Figure 2.2 shows characteristics of the primary and total market areas in 2017.

FIGURE 2.2: Market Area Characteristics, 2017

	PRIMARY MARKET (DYERSVILLE)	TOTAL MARKET AREA (PRIMARY AND SECONDARY)
Population	4,270	9,037
Households	1,798	3,546
Median Disposable Income	\$41,215	\$42,508
Per Capita Income	\$25,660	\$25,949
Total Businesses	275	
Total Employees	3,516	

Source: ESRI

## Population and Demographics

Population projections help to plan efficiently for future land use and community services, along with market demand needs. It is helpful to plan for a slightly optimistic growth rate which can be reasonably achieved with pro-active policies and investments to support and encourage action from the private market. This chapter includes the demographic and population trends provided in the 2018 Comprehensive Plan to forecast future market needs and opportunities.

Overall, Dyersville has experienced growth since 1960 but flattening out in the early 2000s. In recent years the population rebounded to historic growth rates, shown in Figure 2.3. Overall, the population of Dyersville almost doubled since 1960 with an average annual growth rate of 0.74%.

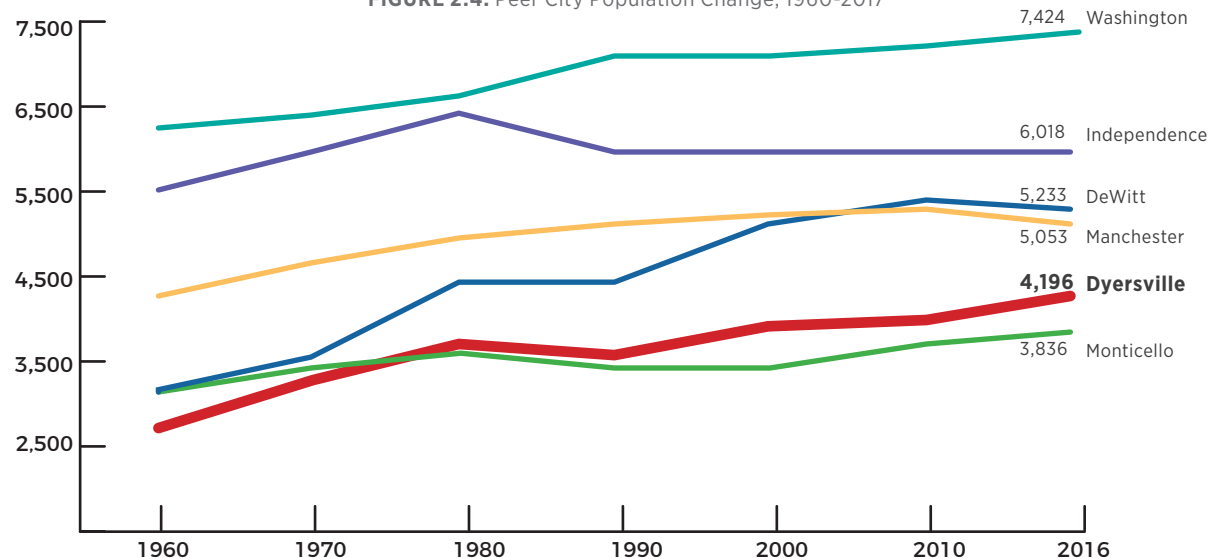
Regional population changes since 1960 vary by comparable peer communities, shown in Figure 2.4. Dyersville has historically positive growth along with Monticello, DeWitt, and Washington. Whereas Oelwein and Manchester have experienced population declines in recent years. Dyersville appears positioned to continue growing, attributed to a number of factors described in this chapter.

**FIGURE 2.3:** Market Area Characteristics, 2017

	POPULATION	PERIOD POPULATION CHANGE	% CHANGE DURING PERIOD	AVERAGE ANNUAL GROWTH
1960	2,818			
1970	3,437	619	22.0%	2.0%
1980	3,825	388	11.3%	1.1%
1990	3,696	(129)	(3.4%)	(0.3%)
2000	4,035	339	9.2%	0.9%
2010	4,058	23	0.6%	0.06%
2015 (ACS Estimate)	4,214	156	3.84%	0.76%
1960-2015		1,240	49.5%	0.74%

Source: U.S. Census Bureau

**FIGURE 2.4:** Peer City Population Change, 1960-2017



## Age Cohort Growth

Equally important to overall population growth is growth within different age cohorts. People at different points of their lives have different preferences for housing, parks, amenities, and employment. Furthermore, the future population can be forecasted by examining the ages of today's population and extrapolating into the future using standard birth and death rates. When this analysis is applied to the past decade and compared to actual change, the amount of people moving to and from Dyersville can be addressed. Figure 2.5 summarizes absolute population changes from 2000-2010 and Figure 2.6 shows the actual versus predicted population change more recently from 2010-2015.

- Based on the 2015 ACS estimates, Dyersville is successfully attracting and retaining family formation aged households.
- Dyersville has a large 75+ population who tend to want to stay living in Dyersville.
- The population of Dyersville was projected to have a slight population loss from 2010 to 2015 but actually gained 201 residents from the predicted amount, thus indicating migration occurred and more people moved to Dyersville than left. The most notable changes occurred in the following cohorts:
  - Loss: Late adolescents and young adults aged 15 – 24. A loss of 174 residents
  - Gain: Children and babies under the age of 15. A gain of 180 residents
  - Gain: Seniors aged 75-84. A gain of 55 residents
  - Gain: Middle aged adults 45 - 54. A gain of 79 residents

**FIGURE 2.5:** Population Change by Age Cohort, 2000-2010

	2000		2010		CHANGE 2000-2010
	NUMBER OF RESIDENTS	PERCENT OF RESIDENTS	NUMBER OF RESIDENTS	PERCENT OF RESIDENTS	
0-15	931	23.1%	848	20.9%	(83)
15-19	287	7.1%	224	5.5%	(63)
20-24	183	4.5%	199	4.9%	16
25-34	540	13.4%	487	12.0%	(53)
35-44	634	15.7%	503	12.4%	(131)
45-54	427	10.6%	573	14.1%	146
55-64	319	7.9%	427	10.5%	108
65-74	364	9.0%	355	8.7%	(9)
75-84	254	6.3%	310	7.6%	56
85+	96	2.4%	132	3.3%	36
<b>Total</b>	<b>4,035</b>		<b>4,058</b>		<b>23</b>
Median Age	36.1		40.3		

Source: U.S. Census Bureau

**FIGURE 2.6:** Predicted versus Actual Population Change, 2010-2015

	2010 ACTUAL	2015 PREDICTED	2015 5-YEAR ESTIMATE	DIFFERENCE	% VARIANCE
0-15	848	781	961	180	23.0%
15-19	224	291	169	(130)	(44.6%)
20-24	199	223	179	(44)	(19.7%)
25-34	487	466	538	72	15.5%
35-44	503	457	447	(10)	(2.2%)
45-54	573	505	584	79	15.6%
55-64	427	519	519	0	0%
65-74	355	344	339	(5)	(1.5%)
75-84	310	268	323	55	20.5%
85+	132	161	155	(6)	(3.7%)
<b>Total</b>	<b>4,058</b>	<b>4,013</b>	<b>4,214</b>	<b>201</b>	<b>5.0%</b>

Source: U.S. Census Bureau; American Community Survey; RDG Planning & Design

## Population Projection - Where we can expect to be?

Based on several demographic, economic, and housing indicators, a series of population growth scenarios are presented in Figure 2.7, as developed in the CHAT study.

All scenarios project population growth over what would be expected from a natural growth rate, meaning growth (decline) only occurring through standard birth and death rates to the current population.

- By 2020 using the average of all methods, Dyersville population will grow to 4,343
- By 2040, Dyersville population will grow to 5,064

A variety of reasons drive people to move to and from communities (such as jobs, housing, and quality elder care). To maintain the projected growth Dyersville will need to continue to enhance and provide amenities while supplying quality facilities and housing opportunities discussed throughout the plan. In addition, Dyersville is well regarded as a place where people want to live and want to visit. Growth should not detract from the character of the community and follow the development principles described in the Comprehensive Plan.

**FIGURE 2.7:** Population Projection

	2010	2015	2020	2025	2030	2035	2040
Actual	4,058	4,214					
8% decennial in-migration, high birthrate	4,058	4,173	4,324	4,513	4,774	4,842	4,873
10% decennial in-migration, high birthrate	4,058	4,214	4,408	4,645	4,960	5,282	5,582
25 year annual growth rate	4,058	4,166	4,277	4,390	4,507	4,628	4,752
50 year annual growth rate	4,058	4,209	4,365	4,527	4,695	4,869	5,049
<b>Average of four methods</b>	<b>4,058</b>	<b>4,190</b>	<b>4,343</b>	<b>4,518</b>	<b>4,734</b>	<b>4,905</b>	<b>5,064</b>

Source: RDG Planning & Design



## Income and Employment

An individual's personal and household wages impact the amount of income available for necessities and monies spent in the community. Dyersville has a median household income of \$49,392, above and increasing more than most peer cities shown in Figure 2.8.

Stable incomes in Dyersville can partially be attributed to the strong workforce within the community and region. In Dyersville, the unemployment rate has fallen from 4.2% in 1990 to 2.8% in 2015. Figure 2.9 shows changes in unemployment from 2000-2015, slightly increasing in Dyersville but still at a healthy rate.

The ability and convenience of commuting to employment opportunities in Dubuque is a secondary reason for the lower unemployment and higher incomes. The proximity can be seen as competition, or an opportunity to attract new residents looking for the pleasures of a small town but nearby amenities of a larger city.

Consequently, Figure 2.10 shows commuting patterns:

- 684 live and work inside Dyersville
- 1,785 live in Dyersville but work outside of the city
- 2,573 work in Dyersville and live outside the city



**FIGURE 2.8: Regional Household Incomes**

	POPULATION	MEDIAN HOUSEHOLD INCOME (2010)	MEDIAN HOUSEHOLD INCOME (2015)	PERCENT CHANGE
<b>Dyersville</b>	<b>4,214</b>	<b>43,017</b>	<b>49,392</b>	<b>15%</b>
Manchester	5,106	42,036	45,616	9%
Monticello	3,800	42,518	47,083	11%
Independence	5,986	46,589	50,036	7%
Washington	7,348	46,566	45,013	-3%
DeWitt	5,283	49,295	58,750	19%
Dubuque County	95,906	48,573	54,605	12%
State of Iowa	3,093,526	48,872	53,183	9%

Source: American Community Survey

**FIGURE 2.9: Percent of Labor Force Employed**

	2010	2015
<b>Dyersville</b>	<b>1.5</b>	<b>2.8</b>
Manchester	5.4	3.8
Monticello	2.3	4.3
Independence	4.5	2.4
Washington	6.7	6.2
DeWitt	8.3	3.1
Dubuque County	4.8	4.3
State of Iowa	5.3	4.9

Source: American Community Survey

## Business and Employment Character

Dyersville is home to several major businesses. These businesses employ people that live in and outside of Dyersville. Understanding the business and employment mix helps identify strengths, weaknesses, and opportunities not just for downtown, but the entire city. Figure 2.11-2.14 illustrates the current business and employment mix in the primary and secondary market areas. Obviously, downtown is not conducive for certain businesses such as manufacturing where other areas of the city are.

## DYERSVILLE

### Business Character

Businesses in Dyersville are tailored around services and industry. Services provide local needs for residents. Services in Dyersville vary with the most number of businesses in health care and social assistance. Industry largely focuses around manufacturing, wholesale trade, and construction.

### Employment Character

Similar to the number of business, most employed in Dyersville work in services and industry. These businesses require skilled tradespeople and attract employees from outside the community to fill these jobs. The total number of people employed in Dyersville is 3,516 whereas the population in Dyersville between the ages of 16 to 64 is 2,391.

## SECONDARY MARKET

### Business Character

The secondary market also reflects focuses in services and industry. The market area is primarily rural. Industries focused in construction shows the strength of the economy as highway and development occurs within the market area and other economic trade areas such as Dubuque.

### Employment Character

Nearly half of employment in the secondary market are in industrial related businesses, mostly in manufacturing and wholesale trade. This reflects the strength of the economy in the region for the skilled trades. Similar to Dyersville, those employed in services fall within healthcare and social assistance and food services.



## Highlights for Dyersville

Dyersville and the surrounding region are strong in industrial production linked to manufacturing and skilled trades positions. These are stable businesses overall, but some industries such as construction can fluctuate based on the local economy. It will be important to sustain these businesses and provide opportunities for expansion. People employed in the local industrial sector are a group to target in Dyersville, to both live and spend money in the community.

FIGURE 2.11: Primary Market Business Mix

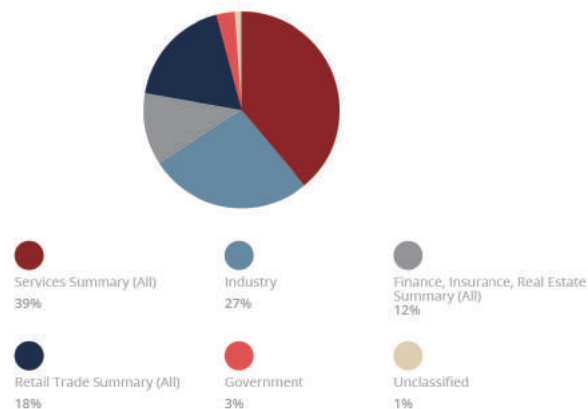


FIGURE 2.13: Secondary Market Business Mix

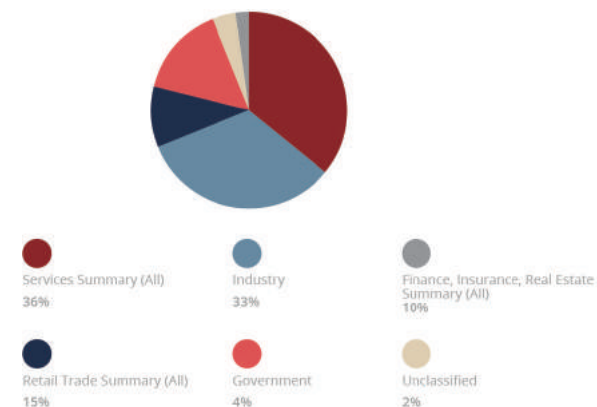


FIGURE 2.12: Primary Market Employment Mix

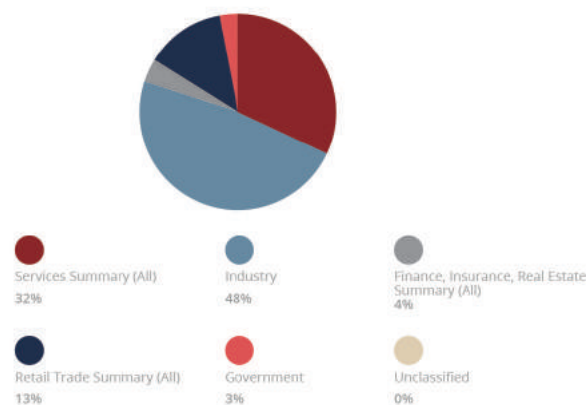
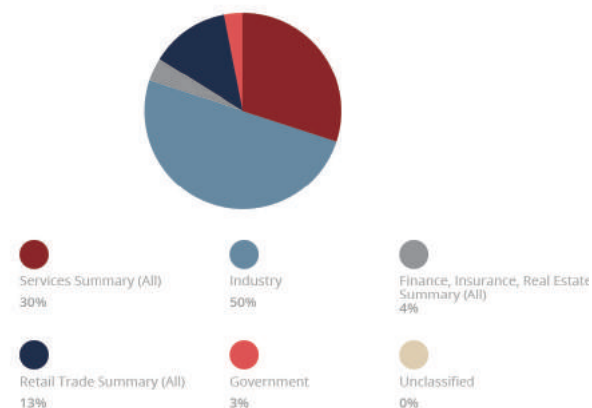


FIGURE 2.14: Secondary Market Employment Mix



## Retail Gaps and Opportunities

This section explores the spending patterns in Dyersville's Primary and Secondary Markets. The analysis compares actual spending to the amount predicted based on the population. This analysis is to identify the market sectors that attract spending into Dyersville (surplus sectors) and those market sectors where spending is not being captured (gap sectors), to interpret whether it would be possible to support additional businesses by capturing lost spending.

### Defining Market Data

One way of evaluating Dyersville's economic roles in the region is to consider spending and retail sales. Opportunities and gaps in the retail sales market can be identified by comparing retail sales and retail spending in each market area.

- **Surplus - actual spending exceeding anticipated.** In Dyersville, a surplus represents that the city is a destination for certain goods and services such as food service and drinking places. Explore efforts to expand this niche.
- **Gap - actual spending is less than anticipated.** A gap indicates that people are traveling elsewhere for a good or service. If the gap is large enough to support a new venture, efforts should be made to recruit or incubate a business to fill the gap.

Figure 2.15 on the next page indicates the total retail sales in each market area. When analyzing retail opportunities and gaps, businesses reporting sales that do not generally generate retail store space or appropriate for downtown are excluded, including gas stations, electronic sales, non-store retailers, and automotive dealerships.

As of 2017, total retail sales in Dyersville was \$81.2 million, a surplus of \$43 million over projected spending. This illustrates that Dyersville exercises its strong retail presence and is importing dollars from areas outside city limits. Similarly, the total market area (primary and secondary markets combined), also has a surplus, but much lower at \$9 million over expected sales. This can be explained by the secondary market area being mostly rural with few retail businesses. Households in the secondary market area have to travel to shop for retail goods, either in Dyersville or another adequately sized community.

### City of Dyersville Market Review

Total Adjusted Sales (Actual): \$81.2 Million  
Total Adjusted Sales (Expected): \$37.5 M

#### DYERSVILLE (PRIMARY MARKET) – MAJOR STRONGHOLDS

- **Auto parts stores.** Dyersville provides needed services for the surrounding rural areas. These businesses are established in Dyersville, some located in areas adjacent to downtown.
- **Building material and supplies dealers.** These stores are primarily located on the Highway 136 commercial corridor and not ideal in a typical downtown setting, but are an asset to the business mix in Dyersville.
- **Grocery stores.** Grocery stores are Dyersville's greatest stronghold and a necessity for all

households comprising 50% of all retail sale in the primary market.

- **Health and personal care stores.** Similar to grocery stores, pharmacies and health stores are a necessity for any community of Dyersville size. However, the surplus is not nearly as much as grocery stores.
- **Restaurants and other eating places.** A surplus of spending indicates Dyersville attracts spending from patrons outside the community to food establishments. These could be people in town for school events, community activities, tourism, and employees living elsewhere who grab a bite to eat when in town.

#### DYERSVILLE (PRIMARY MARKET) – MAJOR GAPS

- **Clothing stores.** A slight gap indicate leakage of spending to other communities. Dubuque likely accounts for a majority of the gap as people have more options where these businesses cluster.
- **Department and general merchandise stores.** Similar to clothing stores, general merchandise stores located in Dubuque attract Dyersville residents for these purchases through market clustering.

## Total Market Review

Total Adjusted Sales (Actual): \$89.4 Million  
Total Adjusted Sales (Expected): \$80.2 Million

### TOTAL MARKET – MAJOR STRONGHOLDS

- › **Auto parts stores.** People seek businesses in Dyersville for these stores in the total market area. The surplus drops slightly as household further from city limits have other communities to choose from in close proximity.
- › **Building material and supplies dealers.** These retailers continue to attract spending above what would be expected from the population alone, comprising nearly 50% of all retail sales in the market area.
- › **Grocery stores.** Rural areas in the market area seek options in Dyersville first. While the surplus is less than the primary market, grocery stores remain the greatest stronghold.

### TOTAL MARKET – MAJOR GAPS

- › **Health and personal care stores.** In contrast to the primary market, spending at health stores leaks from the total market area. Medical centers and the diversity of options in Dubuque have a strong pull in the region.
- › **Clothing stores.** The gap increases in the total market area for similar reasons as the primary market.
- › **Department and general merchandise stores.** The largest gap in the market area attributed to large stores in other communities.

## Market Themes:

- › Dyersville attracts spending from outside the city in everyday needs. Dyersville is a place where households in rural areas can quickly get supplies and also go out to eat when in town or for entertainment purposes.
- › When looking at the total market area, grocery stores, auto parts stores, and building material stores remain strong. However, more households are drawn to other cities for health/personal care stores and restaurants/other eating establishments.
- › Households in the market area go elsewhere to shop for clothing and department store merchandise. Dubuque offers a large variety of options and population base for clothing and department stores to succeed.

## Non-Store Retailers

Since the widespread use of the Internet began in the late 1990s the ability to shop online continues to increase in appeal as shipping times decrease, demand for customization increases, and seemingly busier lifestyles. Although the percentage of purchases completed online has risen at an increasing rate every year, online sales today account for about 8% of total transactions in the United States. In fact, most online retailers also have a brick and mortar store.

As a result, online shopping can be an opportunity for small towns that may not have the population base to sustain certain businesses. Programs to incubate entrepreneurs and educate existing business owners to have an online presence can help boost sales, maintain a storefront, and market Dyersville around the world.

**E-Commerce sales in the United States accounted for about 8.5% of total retail sales in 2017 versus 3.5% in 2008.**

Source: U.S. Census Bureau

**FIGURE 2.15:** Gap Analysis

INDUSTRY SUMMARY	PRIMARY & SECONDARY TRADE AREA			PRIMARY TRADE AREA			SECONDARY TRADE AREA		
	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)
<b>Total Retail Trade and Food &amp; Drink</b>	\$117,839,612	\$127,847,032	-\$10,007,420	\$54,207,144	\$102,896,854	-\$48,689,710	\$63,632,468	\$24,950,178	\$38,682,290
Total Retail Trade	\$108,153,043	\$118,016,742	-\$9,863,699	\$49,438,950	\$94,203,382	-\$44,764,432	\$58,714,093	\$23,813,360	\$34,900,733
Total Food & Drink	\$9,686,569	\$9,830,290	-\$143,721	\$4,768,194	\$8,693,472	-\$3,925,278	\$4,918,375	\$1,136,818	\$3,781,557
<b>Adjustment</b>	<b>\$80,242,662</b>	<b>\$89,393,761</b>	<b>-\$9,151,099</b>	<b>\$37,534,177</b>	<b>\$81,264,842</b>	<b>-\$43,730,665</b>	<b>\$42,708,485</b>	<b>\$8,128,919</b>	<b>\$34,579,566</b>
<b>Industry Group</b>									
<b>Motor Vehicle &amp; Parts Dealers</b>	\$24,851,654	\$16,055,823	\$8,795,831	\$10,923,751	\$14,168,853	-\$3,245,102	\$13,927,903	\$1,886,970	\$12,040,933
Automobile Dealers	\$19,505,108	\$11,885,821	\$7,619,287	\$8,558,579	\$11,138,098	-\$2,579,519	\$10,946,529	\$747,723	\$10,198,806
Other Motor Vehicle Dealers	\$3,001,308	\$0	\$3,001,308	\$1,281,113	\$0	\$1,281,113	\$1,720,195	\$0	\$1,720,195
Auto Parts, Accessories & Tire Stores	\$2,345,239	\$4,140,483	-\$1,795,244	\$1,084,059	\$3,030,755	-\$1,946,696	\$1,261,180	\$1,109,728	\$151,452
<b>Furniture &amp; Home Furnishings Stores</b>	\$2,783,787	\$2,768,080	\$15,707	\$1,393,217	\$2,573,495	-\$1,180,278	\$1,390,570	\$194,585	\$1,195,985
Furniture Stores	\$1,752,902	\$1,827,527	-\$74,625	\$878,562	\$1,705,692	-\$827,130	\$874,340	\$121,835	\$752,505
Home Furnishings Stores	\$1,030,885	\$940,553	\$90,332	\$514,655	\$867,803	-\$353,148	\$516,230	\$72,750	\$443,480
<b>Electronics &amp; Appliance Stores</b>	\$3,384,504	\$3,054,970	\$329,534	\$1,642,354	\$2,988,487	-\$1,346,133	\$1,742,150	\$66,483	\$1,675,667
<b>Bldg Materials, Garden Equip. &amp; Supply</b>	\$7,194,276	\$13,018,509	-\$5,824,233	\$3,163,154	\$10,325,986	-\$7,162,832	\$4,031,122	\$2,692,523	\$1,338,599
Bldg Material & Supplies Dealers	\$6,418,222	\$12,136,003	-\$5,717,781	\$2,840,711	\$9,768,974	-\$6,928,263	\$3,577,511	\$2,367,029	\$1,210,482
Lawn & Garden Equip & Supply Stores	\$776,055	\$882,506	-\$106,451	\$322,443	\$557,012	-\$234,569	\$453,612	\$325,494	\$128,118
<b>Food &amp; Beverage Stores</b>	\$20,468,623	\$44,141,600	-\$23,672,977	\$9,410,296	\$42,456,085	-\$33,045,789	\$11,058,327	\$1,685,515	\$9,372,812
Grocery Stores	\$18,979,995	\$42,771,998	-\$23,792,003	\$8,723,585	\$41,101,448	-\$32,377,863	\$10,256,410	\$1,670,550	\$8,585,860
Specialty Food Stores	\$887,855	\$1,369,601	-\$481,746	\$409,321	\$1,354,637	-\$945,316	\$478,534	\$14,964	\$463,570
Beer, Wine & Liquor Stores	\$600,773	\$0	\$600,773	\$277,390	\$0	\$277,390	\$323,383	\$0	\$323,383
<b>Health &amp; Personal Care Stores</b>	\$6,647,120	\$5,511,949	\$1,135,171	\$3,004,354	\$5,113,310	-\$2,108,956	\$3,642,766	\$398,639	\$3,244,127
<b>Gasoline Stations</b>	\$11,555,929	\$24,783,776	-\$13,227,847	\$5,186,841	\$8,710,240	-\$3,523,399	\$6,369,088	\$16,073,536	-\$9,704,448

FIGURE 2.15: Gap Analysis

INDUSTRY SUMMARY	PRIMARY & SECONDARY TRADE AREA			PRIMARY TRADE AREA			SECONDARY TRADE AREA		
	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)
<b>Industry Group</b>									
<b>Clothing &amp; Clothing Accessories Stores</b>	\$3,366,492	\$653,640	\$2,712,852	\$1,695,767	\$653,640	\$1,042,127	\$1,670,725	\$0	\$1,670,725
Clothing Stores	\$2,189,244	\$0	\$2,189,244	\$1,091,352	\$0	\$1,091,352	\$1,097,892	\$0	\$1,097,892
Shoe Stores	\$447,723	\$238,136	\$209,587	\$222,598	\$238,136	-\$15,538	\$225,125	\$0	\$225,125
Jewelry, Luggage & Leather Goods Stores	\$729,526	\$415,504	\$314,022	\$381,817	\$415,504	-\$33,687	\$347,709	\$0	\$347,709
<b>Sporting Goods, Hobby, Book &amp; Music Stores</b>	\$2,560,952	\$589,168	\$1,971,784	\$1,220,251	\$582,759	\$637,492	\$1,340,701	\$6,409	\$1,334,292
Sporting Goods/Hobby/Musical Instr Stores	\$2,153,278	\$589,168	\$1,564,110	\$1,018,843	\$582,759	\$436,084	\$1,134,435	\$6,409	\$1,128,026
Book, Periodical & Music Stores	\$407,674	\$0	\$407,674	\$201,408	\$0	\$201,408	\$206,266	\$0	\$206,266
<b>General Merchandise Stores</b>	\$17,965,960	\$3,924,662	\$14,041,298	\$8,513,662	\$3,732,332	\$4,781,330	\$9,452,298	\$192,330	\$9,259,968
Department Stores Excluding Leased Depts.	\$14,565,474	\$3,300,571	\$11,264,903	\$6,956,135	\$3,300,571	\$3,655,564	\$7,609,339	\$0	\$7,609,339
Other General Merchandise Stores	\$3,400,486	\$624,091	\$2,776,395	\$1,557,527	\$431,761	\$1,125,766	\$1,842,959	\$192,330	\$1,650,629
<b>Miscellaneous Store Retailers</b>	\$5,175,652	\$2,622,730	\$2,552,922	\$2,282,327	\$2,006,358	\$275,969	\$2,893,325	\$616,372	\$2,276,953
Florists	\$282,834	\$176,290	\$106,544	\$132,051	\$176,290	-\$44,239	\$150,783	\$0	\$150,783
Office Supplies, Stationery & Gift Stores	\$1,242,104	\$1,108,006	\$134,098	\$598,305	\$1,015,672	-\$417,367	\$643,799	\$92,334	\$551,465
Used Merchandise Stores	\$677,494	\$888,432	-\$210,938	\$330,883	\$814,396	-\$483,513	\$346,611	\$74,036	\$272,575
Other Miscellaneous Store Retailers	\$2,973,220	\$450,002	\$2,523,218	\$1,221,088	\$0	\$1,221,088	\$1,752,132	\$450,002	\$1,302,130
<b>Nonstore Retailers</b>	\$2,198,094	\$891,837	\$1,306,257	\$1,002,976	\$891,837	\$111,139	\$1,195,118	\$0	\$1,195,118
Electronic Shopping & Mail-Order Houses	\$1,336,511	\$891,837	\$444,674	\$643,458	\$891,837	-\$248,379	\$693,053	\$0	\$693,053
Vending Machine Operators	\$319,128	\$0	\$319,128	\$152,144	\$0	\$152,144	\$166,984	\$0	\$166,984
Direct Selling Establishments	\$542,454	\$0	\$542,454	\$207,374	\$0	\$207,374	\$335,080	\$0	\$335,080
<b>Food Services &amp; Drinking Places</b>	\$9,686,569	\$9,830,290	-\$143,721	\$4,768,194	\$8,693,472	-\$3,925,278	\$4,918,375	\$1,136,818	\$3,781,557
Special Food Services	\$209,092	\$0	\$209,092	\$97,733	\$0	\$97,733	\$111,359	\$0	\$111,359
Drinking Places - Alcoholic Beverages	\$669,933	\$514,997	\$154,936	\$354,422	\$401,225	-\$46,803	\$315,511	\$113,772	\$201,739
Restaurants/Other Eating Places	\$8,807,544	\$9,315,293	-\$507,749	\$4,316,039	\$8,292,247	-\$3,976,208	\$4,491,505	\$1,023,046	\$3,468,459

Source: ESRI

## Demand for Businesses in Dyersville

The concept of spending patterns and surplus versus gaps is relatively easy to grasp but it is less straight-forward to understand how this translates into the number of businesses that could be supported by existing demand.

This calculation figures the amount of sales per square foot required to sustain a typical retail business and also sets a realistic capture rate from the market areas, understanding that it is unrealistic to assume that 100% of a gap can be captured locally. Lastly, downtown is but one commercial area in Dyersville. Some retail space will continue to be absorbed on 9th St/Hwy 136, the main entryway off Highway 20 that has space to accommodate larger scale businesses.

For the purpose of this analysis, it is assumed that \$350 in sales per square foot is a conservative rate to calculate business viability and that 80% of total demand can be captured by the Dyersville economy. This projection suggests there are opportunities for a business to capture a viable share of the overall market demand, not that a marginal business will become viable based solely on potential demand.

Figure 2.16 shows the potential supportable square footage of new retail space **in the market area**. Most retail space would be within the city rather than the rural areas of the market area.

It is important to recognize that the square footage shown for an individual industry group is a general indication of what the market may support, not an exact indication of store sizes. In total, Dyersville could absorb 25,000 – 35,000 square feet of retail businesses based on this analysis and considering future population growth, a portion of which around 20% could be absorbed downtown.

**FIGURE 2.16:** Total Market Area Retail Space Opportunities

Industry Group	OPPORTUNITY GAP	MARKET AREA CAPTURE RATE	SUPPORTABLE SQUARE FOOTAGE**	NOTES FOR DOWNTOWN
Furniture & Home Furnishings Stores	\$15,707	80%	36	Already saturated downtown
Electronics & Appliance Stores	\$329,534	80%	753	Potential, but depends on niche
Food & Beverage Stores				Potential at smaller scale
Beer, Wine, and Liquor Stores	\$600,773	80%	1,373	
Health & Personal Care Stores	\$1,135,171	80%	2,595	Potential, could fill vacant storefront or with another business
Clothing & Clothing Accessories Stores	\$2,712,852	80%	6,201	Potential
Sporting Goods, Hobby, Book & Music Stores	\$1,971,784	80%	4,507	Potential, small scale and niche appeal
General Merchandise Stores*	\$14,041,298	20%*	8,024	Potential, everyday need items
Miscellaneous Store Retailers (florists, office supplies, etc.)	\$2,552,922	80%	5,835	Potential, targeted to wide market reach
Food Services & Drinking Places		-	-	Potential, quality and differentiation is key
Special Food Services	\$209,092	80%	478	
Drinking Places - Alcoholic Beverages	\$154,936	80%	354	
TOTAL			30,156	

\* General Merchandise Stores primarily include department stores which require significant square footage to be viable. Dubuque and other regional market clusters will fill this gap.

\*\*Assuming \$350 of sale per square foot needed for retail space

Source: ESRI, RDG Planning & Design

## Housing

Population trends, past construction activity, and current housing types show the demand and affordability for housing in the future, and what proportion can be absorbed downtown. Vibrant downtowns have a mix of different uses. Mixed uses create activity day and night. People that live downtown spend more of their disposable income at restaurants and shops in downtown.

### Housing Characteristics

The housing assessment conducted in 2017 analyzed housing conditions and identified recommendations for the City. The following are key points from the Dyersville CHAT Report.

- A majority of housing in Dyersville is owner-occupied, around 82%.
- The vacancy rate has dropped 1.1% since 2000. This can be contributed to 311 new dwelling units being constructed 2000 - 2016 and 33 homes demolished through the flood buyout program.
- The most construction activity occurred in 2005 with 28 single-family units 6 duplex units being built.
- Compared to other communities in the region, Dyersville has the highest median household value, at \$141,700 but the lowest median gross rent, at \$550.
- With a value/income ratio of 2.87, Dyersville has an affordable, self-sustaining housing market, with adequate values or revenues to support market rate new construction.

**FIGURE 2.17:** Dyersville Occupancy Characteristics

	2000	% OF OCCUPIED UNITS	2015 ESTIMATE	% OF OCCUPIED UNITS
Owner-Occupied	1,298	82%	1,454	82%
Renter Occupied	280	18%	314	18%
Total Vacant	91		82	
Vacancy Rate	5.5%		4.4%	
Total	1,669		1,850	

Source: U.S. Census

**FIGURE 2.18:** Income Distributions and Housing Affordability Ranges

Income Range	HOUSEHOLD INCOME RANGE	AFFORDABLE RANGE FOR OWNER UNITS	# OF OWNER UNITS	AFFORDABLE RANGE OF RENTER UNITS	# OF RENTER UNITS	TOTAL AFFORDABLE UNITS	BALANCE
\$0-25,000	311	\$0-50,000	99	\$0-500	145	244	-67
\$25,000-49,999	601	\$50,000-99,999	245	\$500-799	80	325	-276
\$50,000-74,999	350	\$100,000-149,999	441	\$800-999	63	504	+154
\$75,000-99,999	256	\$150,000-199,999	328	\$1,000-1,499	18	346	+90
\$100,000-149,999	232	\$200-\$299,999	225	\$1,500-1,999	0	225	-7
\$150,000+	18	\$300,000+	116	\$2,000+	9	125	+108
Median Income:	\$49,392						

Source: U.S. Census, American Community Survey; RDG Planning & Design

## Housing Demand

The demand for future housing construction shows a need for slightly more residential construction than current levels. The forecasted demand is based on the projected future population growth, annual replacement need of 2 demolished units a year, a decreasing household size over time, and a need for more rental units to meet affordability gaps. To support this growth the city will need to add approximately 299 units, or 30 units annually, through at least 2027, shown in Figure 2.19.

### HOUSING DEMAND SUMMARY

- These units include both single-family, townhomes, and multi-family units.
- Rental units should comprise 40% of new units through 2027 to meet affordability and demand for quality housing units.
- Most new construction will probably cost more than \$130,000, causing demand for lower-cost units to be met by existing housing.
- Single-family annual need is relatively consistent with actual average construction since 2000 (18 units versus 16 units)
- Multi-family annual need is substantially above average production since 2000 (including both multi-family and duplexes)
- To reinforce the central role of the downtown district, a share of new development should be promoted in and surrounding the downtown district and with new development connected with the core of the city.

**FIGURE 2.19:** Housing Development Program

	2017-2022	2022-2027	TOTAL
Total Need	164	135	299
<b>Total Owner Occupied</b>	<b>98</b>	<b>81</b>	<b>179</b>
Affordable Low: 60,000-100,000	11	9	20
Affordable Moderate: 100,000-130,000	25	21	46
Moderate Market: 130,000-200,000	25	21	46
High Market: Over \$200,000	37	30	67
<b>Total Renter Occupied</b>	<b>66</b>	<b>54</b>	<b>120</b>
Low: Less than 500	20	16	36
Affordable: 500-800	24	20	44
Market: Over \$800	22	18	40

Source: RDG Planning & Design

# MARKET CONCLUSIONS

Downtown's are unique commercial districts with characteristics that are different from modern commercial areas of today. In fact, many cities are requiring new commercial development to occur in such a way that mimics the walkable, compact environment of older downtowns.

Downtown Dyersville is no different, providing more than simply retail, restaurant, and civic needs, but an experience that other commercial areas in Dyersville cannot match.

Nonetheless, the downtown district can only expect to absorb a portion (perhaps 30%) of the supportable retail space square footage. The strategy for downtown should leverage opportunities and address challenges, considering the CHAT recommendations, market analysis, and demographic characteristics of Dyersville.

## Opportunities to Leverage

- › **Marketing and promotion.** The community and its offerings, including downtown, is a product that needs to be marketed to attract new families and spur population growth.
- › **Growing industry.** Expanding and new businesses mean more potential for people to live in Dyersville and spend money downtown to support new businesses.
- › **Upper story square footage.** Adaptive reuse has not been widely explored in Dyersville where there are many upper story opportunities to support additional revenues for property owners and offer attractive options to younger singles and two-person households.
- › **Local market assets.** Dyersville has a local market niche in everyday services to surrounding rural areas and beyond. Continuing to capitalize on the business variety will retain Dyersville as the first choice for shopping versus other cities. This results in spin-off spending at restaurants and other one-of-a kind shops if people are directed and drawn to downtown.
- › **Regional growth.** Growth in the region presents an opportunity to attract new households to Dyersville, particularly those looking for the high quality of life that a community like Dyersville can offer.

## Challenges to Address

- › **Commercial image.** Commercially downtown is secondary to the Highway 136 corridor. Uniqueness will be key to differentiate downtown from typical commercial areas. The Plum Creek Archery is one unique example downtown.
- › **Regional growth.** While Dubuque continues to grow and expand west, Dyersville's local market area potential could diminish as travel becomes easier and quicker to other commercial areas.
- › **Promoting entrepreneurship and new businesses.** The changing retail environment and way people shop will require unique businesses that have an online presence. Incubators and training for new business owners are needed to keep up with regional and national market trends.
- › **Lack of housing variety.** Even with a demand for housing, choices for buyers remains primarily single-family dwellings. Incentive and programs for builders and property owner are needed to entice construction other than the normal housing model.





# 3

## DOWNTOWN CONCEPT

The development plan for downtown builds on the character of the district to create an enduring, economically strong district that proves sound function, form, comfort, convenience, and delight to its various users. Ultimately, in an environment of growth for Dyersville, downtown can provide a link back to Dyersville's history, celebrate its present, and look forward to its bright future.

# DEVELOPMENT FRAMEWORK

The first chapters establish the foundation of this plan – the market realities and the way the district functions today. From there, development concepts are recommended to create a feasible and realistic program for development and implementation while understanding that downtown is not isolated from other conditions in the city.

## Program for Development

The vision for downtown should be encompassed in this program. The development program identifies the ingredients of development – the amount of space that markets can absorb, present and future community needs, current projects that are pending, and other opportunities. Generally, the ingredients for success fall under the agendas for development, the community, and functional.

## Development Agenda

The development agenda is based on the development potential of retail, office, residential, and cultural uses.

**Residential development.** Dyersville will likely experience steady population growth over the next ten years, requiring 30 additional residential units annually to support growth. About 10-20%, of the unit demand in the next 10 years could be absorbed in downtown. Conversion of vacant upper floors that retain original exterior features, with possibilities for new development near the riverfront are most marketable for young professionals and seniors looking to downsize.

**Stimulate private investment.** Initial investments in the public realm can create conditions for economic growth that are unlikely to happen spontaneously. These investments will maintain

property values, increase sales tax revenues, and create a central district that adds business to the city.

**Add public spaces.** Dyersville has great public facilities throughout the community. Opportunities for new public space near and within downtown can offer spaces for people to interact, maintain active programming, and complement other civic/public uses in an attractive setting.

**Retail environment.** Dyersville's retail strength lies in everyday necessities to support surrounding rural areas. Retail spending is 11% above what the market area population could be expected to support, meaning there are opportunities for the community to absorb more retail options. Strategies in retail development should capitalize by providing more unique goods and services to create a diverse shopping experience and supporting the business community with the resources to succeed.

**Rehabilitation and reuse.** Dyersville has a strong stock of buildings from the original incorporation and development of downtown, yet many of them have been adapted over the decades. Restoring and reusing buildings should be a priority along 1st Avenue. Sites beyond repair or out of character with downtown are candidates for redevelopment.

## Community Agenda

The community agenda is based on goals and recommendations that enhance the image of the district and reflect the citizen's desired outcomes for the downtown area, making a memorable experience.

**Retain the small town atmosphere.** Quality of life ranks as a premier attraction to Dyersville and strategies for downtown should be sensitive to the small town charm of Dyersville. Development in downtown should be scaled to historical main streets that invite pedestrian activity.

**Leverage the river.** The Maquoketa River provides a second element to downtown. While the river poses flooding threats to downtown, it remains one of Dyersville's greatest assets. The river should be a memorable feature for those who live, work, and visit downtown.

**Create memories.** Downtown has a diverse mix of uses that each add an element to visitor's experience. The district should continue to have a cohesive atmosphere that creates a sense of place for downtown. Gateway and welcoming features tell visitors they've arrived and add an element of excitement for reaching the downtown destination. Adding iconic public spaces, buildings, or gateways will together craft a branding image for downtown and complement other effort in the City of Dyersville.

**Enhance undeveloped spaces.** Open spaces should be aesthetically pleasing and enhanced for their best use, including both private and public spaces. Opportunities to transform lawns or unused paved areas for gathering spaces or public art will enhance the overall atmosphere of downtown and create opportunities for people to interact.

**Celebrate the past and present.** All the elements of the community agenda respect the character of what makes Dyersville unique. Historic buildings, flood buy-out opportunities, and community tourist attractions can all complement each other for a diverse mix of Dyersville in the past, present, and future.

**Retain and attract businesses.** Improving the quality of the downtown creates an environment for business to stay downtown, while attracting new private investment. Marketing campaigns, promotion, incubator events, and efforts to bring together the business community can help create momentum to enhance downtown as a commercial center.

## Functional Agenda

The functional agenda is based on improving access to, and circulation through, the downtown area.

**Address public parking distribution.** Parking is an issue in nearly every downtown across the nation, and in many cases the availability of parking can either make or break a district. In Dyersville, the parking analysis revealed a shortage in the downtown core and surpluses in periphery areas.

### Develop a wayfinding and gateway system.

Dyersville has a consistent tourist traffic and events at venues such as the Field of Dreams, Beckman High School, and the Basilica. As people arrive to Dyersville, they should be welcomed and directed to destinations in the community. Gateway features at major corridors throughout the community convey a strong sense of care for the appearance of the community and draw visitors to downtown. Once downtown, wayfinding for pedestrians and drivers identify important destinations, parking, and public spaces.

**Connect to downtown.** Getting to downtown from regional and local transportation routes is not intuitive. In addition to wayfinding, new street connections and safety enhancements to existing connections improve the accessibility of downtown to all modes of transportation.

### Support pedestrian and bicycle transportation.

The transportation network should be multi-modal. Downtown is well served by sidewalks. Improvements to pedestrian and bicycle routes to downtown through trails, crossings, and on-street facilities complete the connections to downtown, along with pedestrian seating, bike racks, and street level maintenance.

**Respect the environment.** Occasional flooding impacts downtown functionality. While the threat of flooding will not decrease in the future, the damage from flooding can be mitigated. The city's (and federal) efforts to buy-out flood prone properties opens up opportunities for environmental preservation. This improves the quality of spaces through less run-off, more "greenery", and reduced public and private costs when a flooding event does occur.



# DEVELOPMENT CONCEPT

Figure 3.1 shows the development concepts for downtown, leveraging resources, addressing challenges, and enhancing experiences downtown.

The development concept presents a series of physical improvements. While the plan is ambitious and long-term, it can be obtained through a series of individual projects that complement the overall vision. The goal being to generate reaction in the private market that otherwise may not have occurred if not for public investments, incentives, programs, assistance, and vision.

The individual projects should be arranged (sequence) and implemented (timing) to maximize the momentum behind the revitalization efforts. Coupled with the policy recommendations and overarching vision of the Comprehensive Plan, the recommendations of this plan will strengthen downtown Dyersville.

## Leveraging resources

Dyersville's resources and assets are what make it a great place to live, work, and visit. These elements should be retained and enhanced.

### The River

1. North riverfront development
2. South riverfront enhancements

## Building Reuse

Existing building are an untapped resource that give character to the district and opportunities for new uses. However, some properties are candidates redevelopment.

3. Vacant buildings
4. Upper-story reuse
5. Schuster Building

## Gathering Spaces

These spaces stimulate interaction and community gathering. New and enhanced public spaces include:

6. City square
7. Northwest greenspace
8. Riverwalk and plaza
9. Outdoor seating/dining

## Functional Improvements

No downtown is without challenges, but each must address them based on the needs of the community for sustained success.

## Connectivity improvements

Railroads and rivers present connectivity challenges throughout Dyersville. Enhancements to better connect downtown safely to the community include:

10. Trail connections
11. Crossing improvements

## Parking

Similarly, no downtown is free of parking problems, or the perception of parking problems. Parking improvements include:

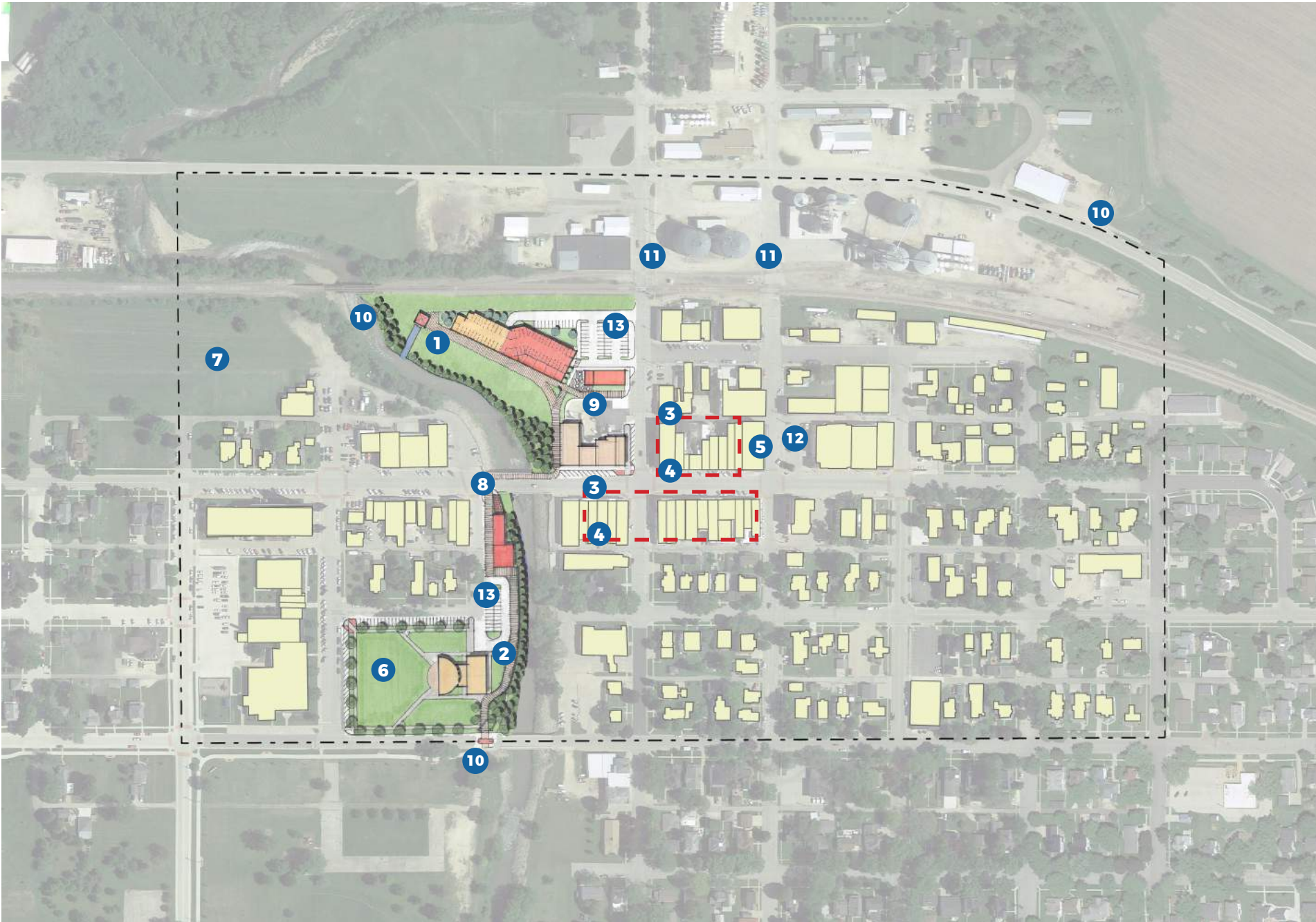
12. Library lot
  13. Riverfront development
- Bicycle parking throughout

## Enhancing Experiences

People should remember Dyersville for their positive experiences. Downtown should be at the forefront of maximizing that experience.

- Maintain streetscaping
- Building facade improvements
- Public art
- Wayfinding and gateways

FIGURE 3.1: Downtown Concept - River, Building Reuse, Gathering Spaces, Connectivity



## The River

The North Fork of the Maquoketa River infuses downtown with natural beauty and greenery. Allowing people to once again “get close” to the river will add more aesthetic appeal and attraction to downtown. With development of open space proposed by the comprehensive plan, the Riverfront could provide a unique combination of greenway and recreation that connects the entire city to 9th Street and 16th Avenue.

However, almost all areas west of the river are in the floodplain. Areas designated as floodplains are meant to take on normal flood waters without adding to the height of flood levels. Design for the riverfront will be sensitive to the potential impacts of future flooding events. Figure 3.2 on the next page shows a potential development concept considering the factors detailed below.

## Riverfront Development

The City of Dyersville has taken appropriate action as a result of flooding events to mitigate future damages from flooding. Regulations related to flood buy-out properties, the city floodplain ordinance, and National Flood Insurance Programs along with recommendations from the 2011 Hazard Mitigation Plan all place significant consideration on development in the 100 year floodplain.

The Dyersville Floodplain Ordinance identifies two flood overlay district that align with FEMA boundaries for floodways and the 100 year floodplain. These areas were shown previously in Chapter 1.

- Floodway Overlay District - “the channel of a river or other watercourse and the adjacent portion of the floodplain that must be reserved in order to discharge the one-hundred-year flood without cumulatively increasing the water surface elevation more than one foot at any point assuming equal conveyance reduction outside the channel from the two sides of the floodplain.”
- Floodway Fringe Overlay District - “the area of the flood plain, outside of the floodway, that on the average is likely to be flooded once every one hundred years (i.e., that has a one percent chance of flood occurrence in any one year).”

**This plan does not recommend changing floodplain policies or ordinances.** As recommended in the 2011 Hazard Mitigation Plan, the city should continue to enforce floodplain ordinance and NFIP regulations with review of permits overseen by the floodplain advisory board. New developments will need to be engineered to not increase upstream or downstream flows and be able to sustain flood waters during a flood event.

The development concept limits development in the floodway to a riverwalk that would be accessory to open space uses. The Iowa Department of Natural Resources can help determine necessary permitting and to ensure a construction design that does not increase the 100 year flood level.

Note that flood zone classifications are not reflective of how often a flood will occur. But rather indicate the chance of flooding in the identified area every year. Thus, it's possible that flooding in the 100- and 500-year floodplain can happen multiple years in a row.

- 100-year flood: 1% **annual chance** of a flood occurring within the boundary every year.
- 500-year flood: 0.2% **annual chance** of a flood occurring in the boundary every year.

The boundaries of the floodplain are the best estimate. They are not static and can vary with changes in surrounding topography, impervious surfaces, and new construction activity.

In the floodway fringe overlay area, approval of performance standards by the Iowa DNR will be required for new buildings and additions that contain residences and commercial uses. Buildings have to be elevated above the 100 year base flood elevation, follow flood proofing standards, among other considerations based on the use and design of the building.

FIGURE 3.2: Riverfront Concept View



## The Riverfront Concept

The development concept presented along the riverfront can be a catalyst project for downtown Dyersville, not seen in other communities. A project of this scope can be a trigger to stimulate other building and project investments downtown.

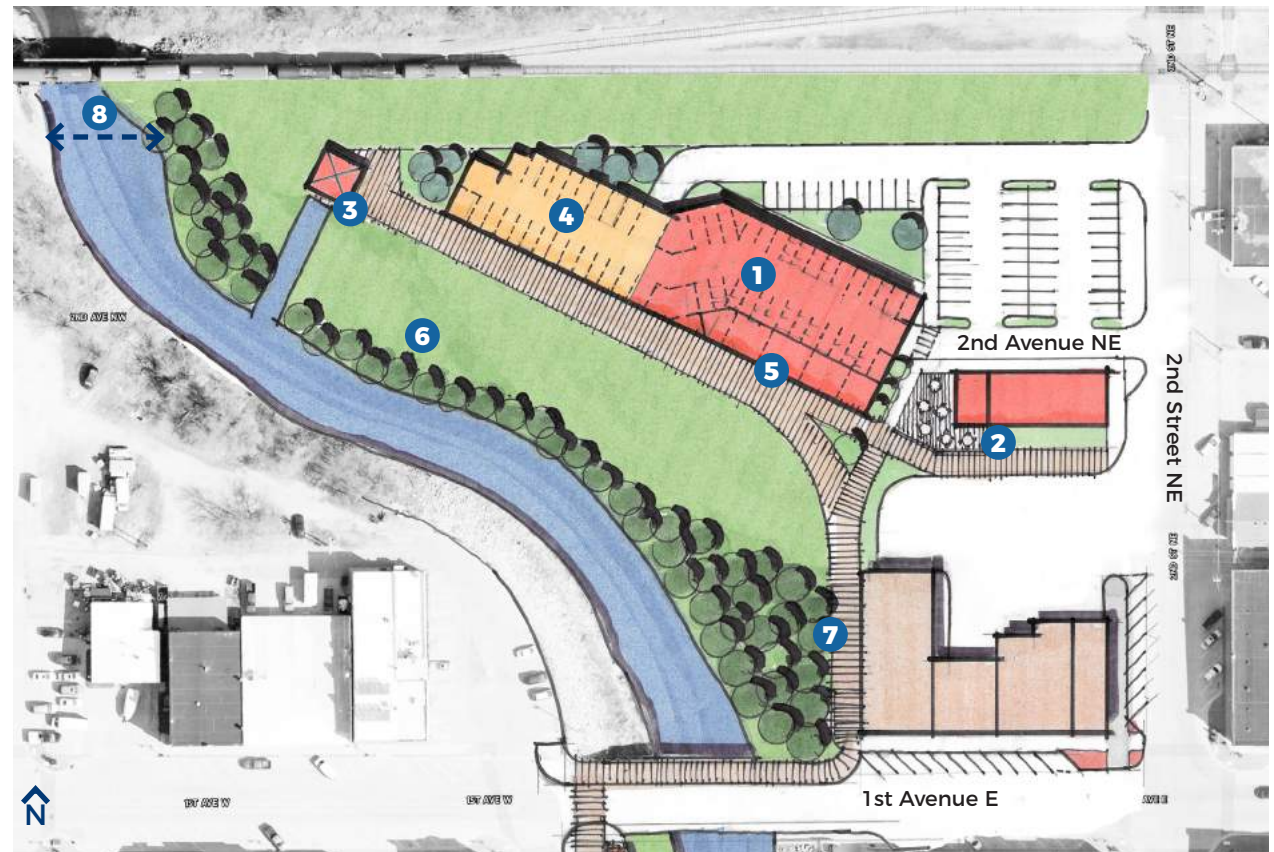
### North Riverfront

Development on the north riverfront area capitalizes on river views and greenspace preservation to offer new community attractions and residential development. Further study will be required for allowable building design and flood proofing.

- 1 New office/residential over parking
- 2 Building reuse/reinvestment, outdoor space
- 3 Kayak launch and plaza
- 4 Residential over parking
- 5 Upper deck with open ground space
- 6 Lawn in floodway
- 7 Riverwalk
- 8 West connection potential

1. **New office space.** A new building offers office space on the east wing and an opportunity to bring new employees and activity downtown. The office space would be placed over ground level parking. A third or fourth floor could be residential space.
2. **Building reuse.** The existing building is renovated and reused for commercial/restaurant space. Outdoor seating and bicycle amenities help activate the lawn and create a destination. Rear access to buildings on the south along 1st Avenue is expanded with removal a building.

FIGURE 3.3: North Riverfront Concept



3. **Kayak launch and plaza.** A proposed kayak launch offers a unique way for people to interact with the river and attraction in Dyersville. A plaza space incorporated into the kayak launch would be a place for downtown residents or the general public to relax and interact.
4. **Residential over parking.** The new mixed-use building could have a residential component. The ground floor is reserved for parking to meet resident demand and flood protection. Open areas north of the development offers space to buffer from the rail road through landscaping or other screening.
5. **Upper deck/sheltered public space.** The mixed use building includes an upper deck to complement the office and residential uses. The ground level remains open for activities along the riverwalk and parking.
6. **Lawn in floodway.** Floodway areas are unbuildable and reserved for greenspace.
7. **Riverwalk.** A riverwalk trail runs from the kayak launch south toward Westside Park.
8. **West connection.** Not illustrated above, however, a pedestrian bridge connection can be a possibility to reach new programmed park areas to the west.

FIGURE 3.4: North Riverfront Concept View



## South Riverfront

Development along the riverfront south of 1st Avenue builds on past plans and new opportunities to add parking and views the river. Figure 3.5 displays the concept for the south riverfront. Figure 3.6 on the next page shows how the site could look with a bandshell and multi-use shelter. The shelter would require further study to be constructed for floodplain suitability, allowing water to flow through during a flood event. The concept proposes several elements:

- 1 Sidewalk widening at bridge
- 2 Adaptive reuse public or commercial use
- 3 Riverwalk
- 4 Parking area
- 5 Bandshell facing proposed park
- 6 Pedestrian median

1. **Sidewalk widening at bridge.** A widened sidewalk along the 1st Avenue bridge provides a safe and comfortable route for pedestrians to reach the parks to the south or commercial areas to the north. An alternative would maintain the existing bridge width and clearly mark connections to the riverwalk.
2. **Adaptive reuse for commercial space/deck.** An existing building on the southwest end of the bridge provides a reuse opportunity to capitalize on view of the river for potential business or public space.
3. **Riverwalk.** A proposed riverwalk connects Westside Park with the downtown core, running along 1st Street SW. The riverwalk would require relocation of two buildings at the 2nd Avenue SW intersection. An alternative could shift the walkway west in lieu of additional parking on 1st Street SW.

FIGURE 3.5: South Riverfront Concept

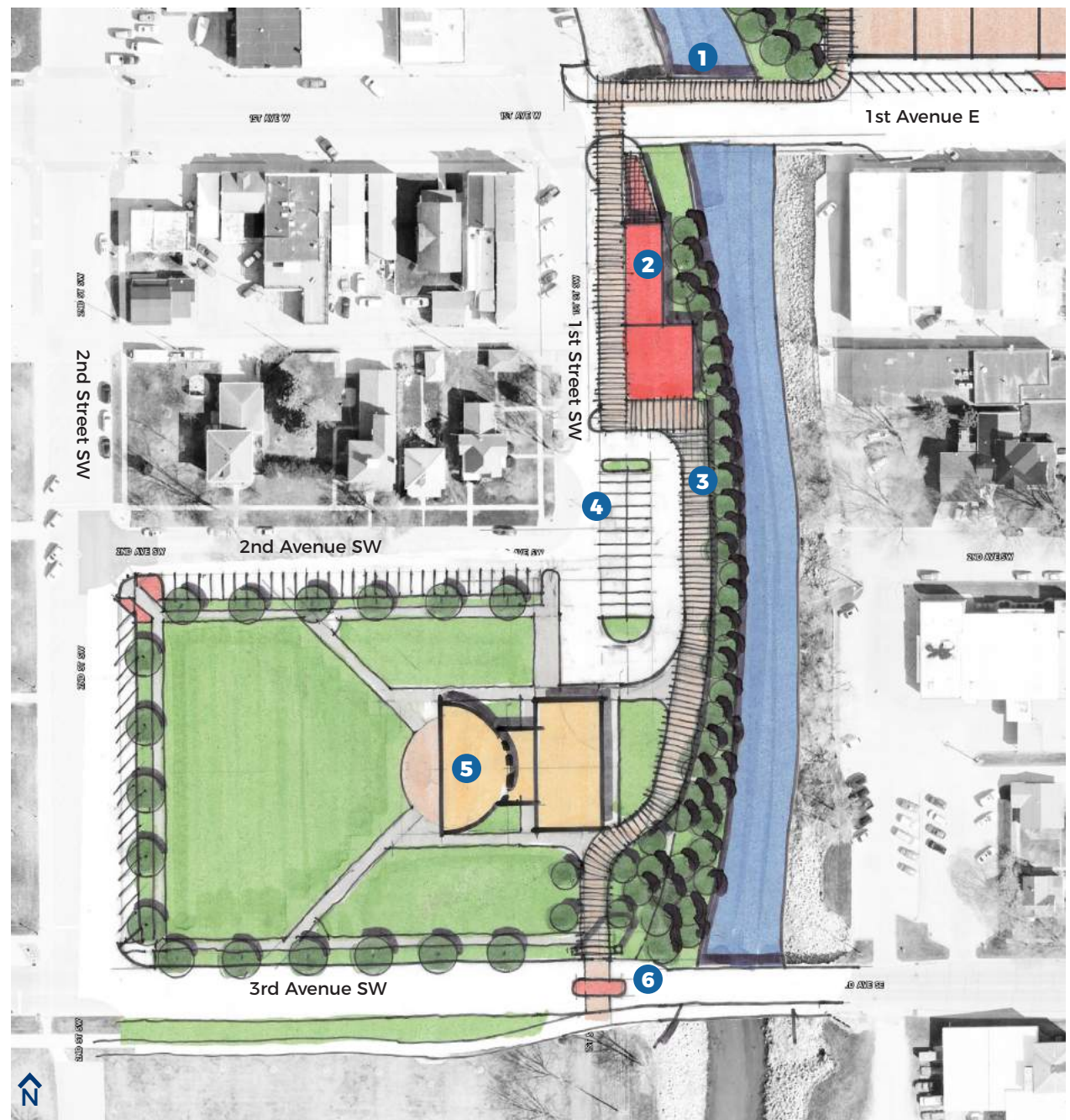


FIGURE 3.6: South Riverfront Concept View



- 4. Parking area/street closure.** Parking is not allowed on the flood buy-out properties. However, a parking area could be added by closing a portion of 1st Street.
- 5. Bandshell with event space.** A previous plan proposed an event space on the flood buy-out

properties. The concept retains the bandshell idea to create a City Square Park for event space and new public greenspace. The concept pushes the bandshell into the closed portion of 1st Street to provide more greenspace to the west. An open shelter design can meet flood requirements.

- 6. Pedestrian median.** A proposed pedestrian median where the riverwalk intersects 3rd Avenue adds safety for high pedestrian traffic between Westside Park, City Square Park, and downtown.

## Building Reuse

The buildings along the core of 1st Avenue are intact with modern buildings developed on the periphery. Buildings in the core express a unique identity often not seen in modern buildings today. However, vacant buildings do exist, facades wear over time, and buildings become unstable. A strategy should focus on reuse projects to enhance the unique building stock and streetscape.

### Approach to Building Reuse

Reuse indicates rehabilitation of existing buildings for another use. Often more sustainable, reuse of older and sometimes historic buildings is more appropriate to retain the charm of downtown versus sites appropriate for redevelopment that lack the character of buildings.

Adaptive reuse does not come without its own challenges. Historic buildings require careful maintenance, contain difficult spaces to renovate, and often require a mix of uses to be profitable for developers. In addition, mixing residential with commercial uses brings added building code regulations often increasing costs. There is often not a “one size fits all” model to approach reuse.

Most, if not all reuse projects require partnerships. Cost is often the most prohibitive element. However, technical guidance on building methods and considerations of the market are equally important for property owners and developers. The city needs to be flexible with property owners of potential sites to amend codes, attract employment, create an attractive streetscape, and provide further financial incentives when the project fits with the vision for downtown. Other essential partners to include in reuse projects are financial institutions, the Chamber of Commerce, and the media to promote the new space.

## Vacant Storefronts

Vacant storefronts are scattered throughout downtown. Strategies for vacant storefronts should focus on reoccupying with businesses to improve the overall function of the downtown. Unique sites such as the Schuster Building offer opportunities for new uses and are described in the next section.

### Policy and strategic actions for retail and service development:

- Increase the demand for retail space in the market by increasing the number of people who use Downtown as a destination, and connecting Downtown to other community attractions.
- Target public investment strategies to improve the experience of those visiting the district.
- Hold special events in downtown as a first option.
- Promote high standards of customer service to strengthen the district’s identification with local consumers.
- Explore and encourage unique mixed-use spaces such as business incubators, live-work units, and outdoor dining to add diversity to downtown and interest for a variety of people.
- Aggressively market and recruit retailers in Downtown, matching needs with available space.
- Adjust zoning regulations to encourage a walkable environment that allows outdoor dining, mixed-use development, and standards

for site/building design that can include:

- Transparent windows on the ground floor
- Quality building materials such as brick, stone, or other proven aesthetic and durable materials
- Maximum setback lines to maintain the existing streetscape
- Parking located behind buildings with feasible or with landscaping/aesthetic features
- Limitations on pole signs



## Upper-Story Housing

Originally, much of downtown was occupied and productive as live-work spaces. The upper floors would provide housing for the shopkeeper and their family, for a professional office, or to warehouse merchandise. Through the years with market fluctuations, the use of these upper floors fell mostly from fashion and many of these spaces today exist as storage space with some scattering of residential use.

By restoring productive use to these spaces – most commonly as housing or, in some cases, professional office – it is possible to bring additional life and economic viability back to downtown. While costly and challenging to bring these spaces up to current life-safety standards, the vision for downtown Dyersville should include upper stories that are alive with residential homes that will:

- Create more activity downtown
- Add additional revenue streams for building owners
- Provide housing opportunities to meet a community need.
- To achieve this longterm vision, action must be made to remove barriers to upper story reuse and willing property owners must be found.

### Case Study: Downtown Housing Initiatives, Ottumwa, Iowa

Beginning in 2010, Main Street Ottumwa and its many partners recognized that upper story housing must be a principle piece of the downtown revitalization effort. There were many barriers to the widespread conversion of the upper stories for housing development – code compliance, development costs, and the untested nature of the market – but the importance was deemed sufficient to justify action and investment. Over the next seven years, the community targeted incentive programs with a general mission to support full occupancy of its downtown buildings: by reinvigorating a downtown incentive program to offset commercial loans to zero, by targeting façade funds to ensure the building fronts have attractive and operable windows, and by eventually securing grants to assist with the development of upper story units. The financial wherewithal to drive these initiatives was cobbled together from ingenuity and thrift alone.

In concert with the financial efforts toward full occupancy, a series of creative programs were implemented to change the way the public viewed the buildings in the downtown. Once such effort was a tour known as “Upstairs Downtown” which invited people to tour the upper stories of Downtown Ottumwa in various states and condition – from completely unfinished and frozen in time all the way to newly renovated and occupied apartments – and, each year, exposed participants to the charm of its historic buildings, the district, and the realization that they can live in the downtown.

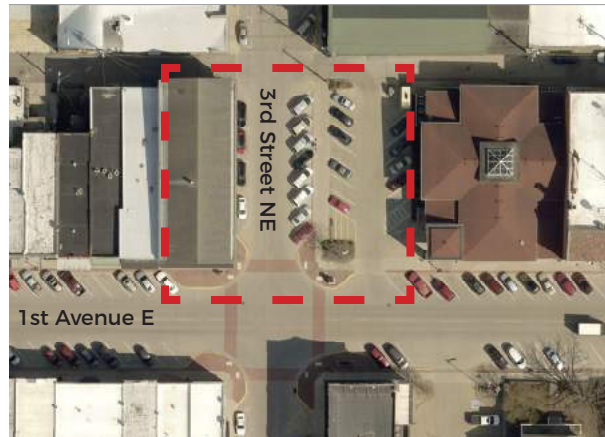


## Schuster Building

The three story building on the northwest corner of 1st Avenue E and 3rd Street NE, known as the Schuster Building, sits vacant and deteriorated at one of the most visible locations in downtown. The building presents a unique opportunity for reuse, but not without several challenges:

- The construction and floor heights in the interior of the building make rehabilitation difficult with modern day building codes.
- There is no parking for potential employees or residents if the building was reoccupied.
- The location on the intersection makes additional access points other than the alley difficult to incorporate.

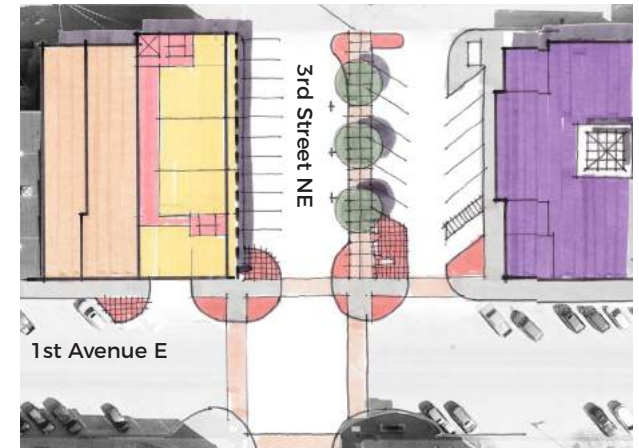
Because of these challenges and the need for parking and public space in the downtown core, demolition of the building is a valid consideration to improve downtown. However, demolition should only be considered if a development agreement ensures that the site will not sit vacant and a new use will be built on the property, parking, gathering space, and/or landscaping that fits with the vision for downtown.



Four alternative scenarios are presented for the property:

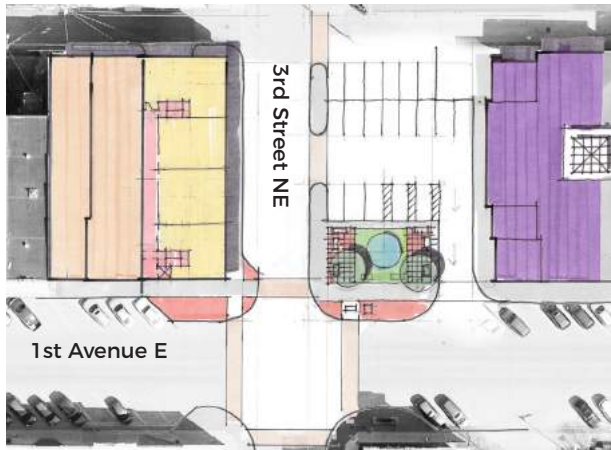
- Alternative 1: Building reuse
- Alternative 2: New construction
- Alternative 3: Open space and parking priority 1
- Alternative 4: Open space and parking priority 2

The scenarios are meant to provide choices that can blend redevelopment on the site into the existing urban fabric. These concepts are exhibits of possibilities to stimulate further discussion towards reinvestment. In responding to development opportunities for the Schuster building, different and equally valid approaches can benefit the downtown core. Therefore, each scenario provides a recommended design based on the market demand for the site.



### ALTERNATIVE 1: BUILDING REUSE

This concept provides parking at the main street level, and provides up to four units per floor. Parking access is provided from 1st Avenue and small modifications of the streetscape are proposed to minimize the impact of the additional curb cut. Parking between the library and the Schuster Building would also be revised for greater efficiency.



#### ALTERNATIVE 2: NEW BUILDING ON SITE

This concept replaces the Schuster Building with another mixed use structure on the same site. It avoids some of the compromises that are made in Alternative 1. Parking access is from the alley, using the grade change to maintain first floor retailing. It also can be built with standard ceiling heights, providing better housing units. The new building anticipates two to three levels over first floor retail. The concept at left explores a revised parking arrangement, providing a larger public green space and fountain square in front of the parking lot.



#### ALTERNATIVE 3: OPEN SPACE & PARKING PRIORITY 1

Alternatives 3 and 4 demolish the Schuster Building, placing a priority on maximizing parking and public space on this core site. Alternative 3 includes a substantial public space along 1st Avenue, similar to but larger than that in Alternative 2. It increases the amount of parking in the immediate area from about 24 stalls to about 41 stalls. It accomplishes this by curving 3rd Street slightly to the west



#### ALTERNATIVE 4: OPEN SPACE & PARKING PRIORITY 2

This is similar to Alternative 3 but orients public space in a north-south direction, providing two bays of parking separated by a significant green space.

## Gathering Spaces

Gathering spaces can sometimes be referred to as “third spaces.” In the terminology of community building, a third place (or third space) is used to describe a social setting between the two most typical social environments – home is the “first place” and the workplace is the “second place.” A third place may include environments such as cafes, coffee shops, libraries, parks, or other comfortable environments where residents and visitors can stop, enjoy themselves, and participate in their community.

Dyersville has new opportunities near downtown as a result of many homes being demolished through the FEMA flood buy-out program. However, a gathering space does not have to be a programmed park or recreational area. Successful downtowns tend to have a variety of gathering spaces including plazas, courtyards, riverfronts, or simply outdoor seating near a business.

Opportunities for gathering spaces include:

- **City Square**
- **Greenspace northwest of the Basilica**
- **Riverfront promenade/plaza**
- **Outdoor seating**

## City Square

Dyersville was selected to participate in the 2012 Iowa Living Roadways Community Visioning Program. The program offers a wide range of recommendations and concept for transportation, wayfinding, parks, and safety improvements. The recommendations of this program are still valid and the city continue to pursue funding sources to implement projects.

Figure 3.7 shows a concept proposed in the 2012 document includes a public space to the east of Xavier Elementary School, called City Square, where homes have since been demolished. The regulations on flood buy-out properties limit some of what can be done on the property.. A pavilion or bandshell is an essential piece to bring this block to life. The riverfront development concept maintains a bandshell and offering a secondary layout for parking.

## Northwest Greenspace

Similar to City Square, a greenspace is planned for the buy-out areas northwest of the Basilica between 4th Street and 3rd Street. The open fields are already being used as programmed soccer fields. The space should be a programmed activity space to supplement Westside Park. Side streets offer room for parking. The intersections are possible locations for gateway features to welcome people to downtown from the west and south.

FIGURE 3.7: City Square Concept



Source: Hall & Hall Engineers, Inc; City of Dyersville

FIGURE 3.8:: Northwest Greenspace Concept



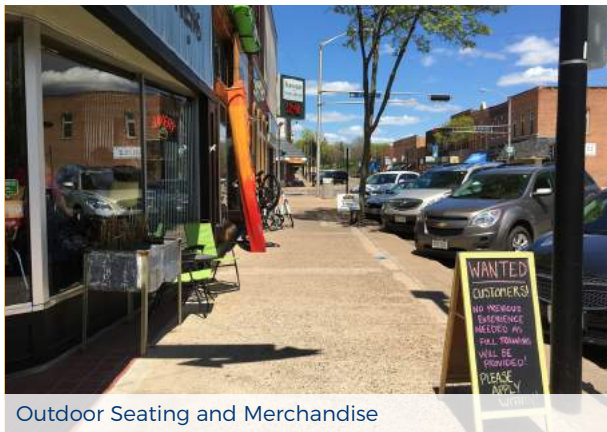
Source: Hall & Hall Engineers, Inc; City of Dyersville

## Riverfront Promenade and Plaza

A small plaza gathering space at the southeast corner of 1st Street SW and the 1st Avenue bridge currently sits as a gravel lot and vacant building. The corner is an opportunity to strengthen the appeal of the streetscape and activating a space that could include seating, a public art feature, lighting features, or other activities such as community announcements.

## Outdoor Seating

Seating where people can sit outside along the streetscapes are simple, yet effective ways to favor a pedestrian over automobile environment. There are some permanent benches installed along the streetscape currently. More seating can be provided by business owners or through a partnership with the city to make business entryways more inviting and attractive. Additionally, opportunities for outdoor dining not screened by opaque fencing displays activity in the district and expands business opportunities.



Outdoor Seating and Merchandise

FIGURE 3.9: North Riverfront Plaza Space

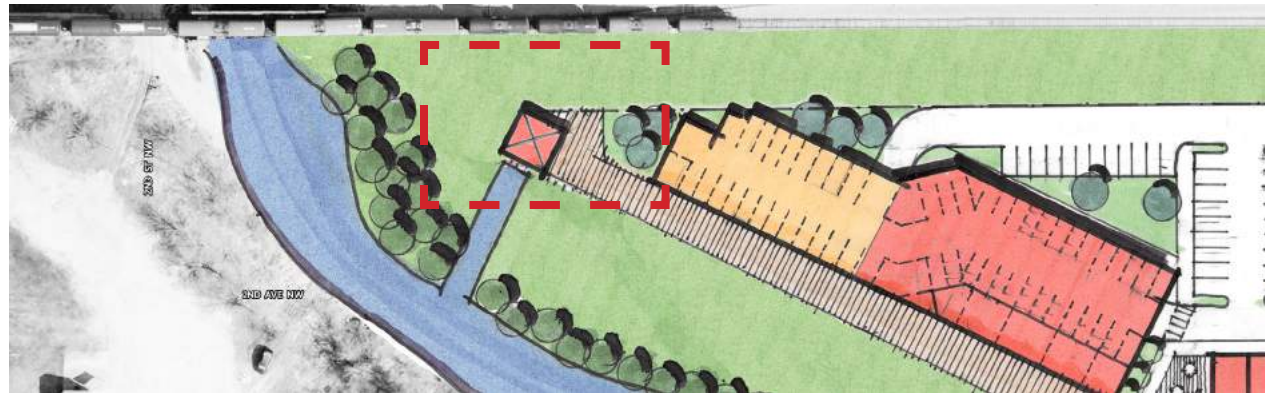
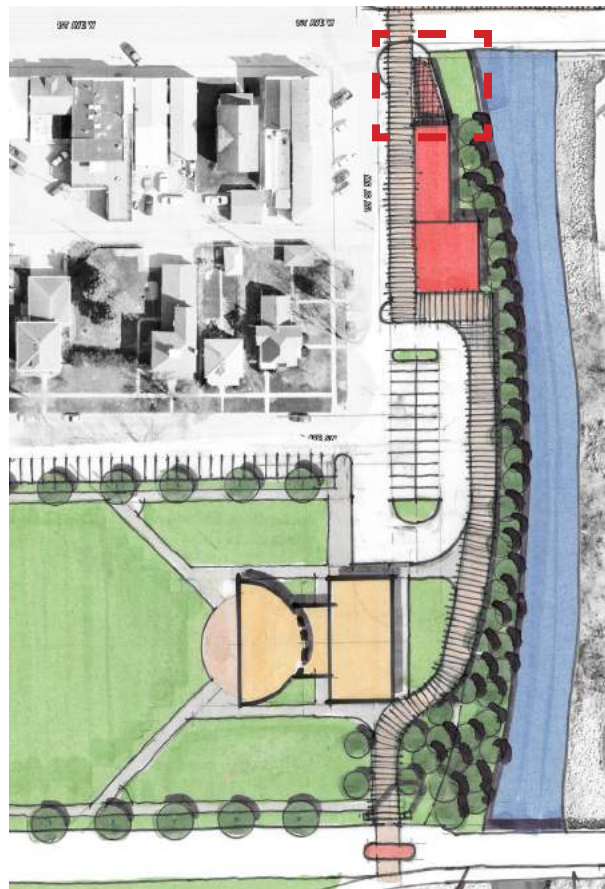


FIGURE 3.10: South Riverfront Plaza Space



Riverwalk Promenade Example



Small Plaza/Gathering Space

## Functional Improvements

All actions should reinforce the function of the downtown as a system – best visited on foot, comprised of complementary businesses, amenities worth visiting, and comfortable to shop, dine, and linger. These connections can be reinforced by policy, organization, and physical improvements that make it easier and more desirable for visitors to navigate throughout the district.

## Connectivity Improvements

Key connections need to be made to draw visitors to downtown and reduce the real and/or perceived barriers in the decision whether to make a trip downtown or not. Generally, automobile traffic flow peaks on 1st Ave with concentrated areas of traffic around Xavier Elementary and the Basilica - two major community destinations. Shown in Figure 3.11, crossing improvements should be prioritized on principle routes and trail priorities. The following improvements are recommended:

### TRAIL CONNECTIONS

Trail connections to downtown are essential for a complete trail system within Dyersville and the region. Most often people recreate on trails for the purpose of reaching a certain destination.

1. Completing the connection from the Beltline Road Trail into downtown is necessary to invite cyclists from the region.
2. Connections from Westside park to downtown encourages visitors to the park to continue toward downtown, inviting them to walk/bike instead of drive for trips to downtown. Adequate sidewalks are provided near the school, but facilities are needed at the 3rd Avenue bridge continuing east and north on 2nd Street SE.
3. A connection west from 3rd Avenue SW adds a more direct and aesthetic route for residents in western Dyersville to reach downtown.

Trails connections need to be visible, clearly identified, and easy to access. Trails can be called out with signage, pavement markings, and identified street crossings.

### CROSSING IMPROVEMENTS

Similar to completing the trail system, safety improvements at key intersections are essential to reduce barriers of active transportation. Intersections of priority include:

4. Heritage Trail Trailhead - designated at-grade crossings on Highway 136 or explore alternatives for underground or a pedestrian bridge. Signage should alert both motorists and trail users where crossing are located.
5. Commercial Club Park - painted crosswalks with flashing pedestrian signs tell motorists to slow down. Pedestrians should feel invited to continue downtown rather than the edge of Commercial Club Park being a boundary.
6. Railroad crossings - Similarly, signage and pavement markings should direct pedestrians from the north to continue downtown, however, also alerting them of train activity.

## Parking

The parking analysis revealed that parking shortages do exist, isolated primarily in the downtown core. With additional occupancy of residential and commercial spaces, parking demand is expected to increase. With limited space for new parking lot the priority for downtown should be encouraging people to park where surpluses exist.

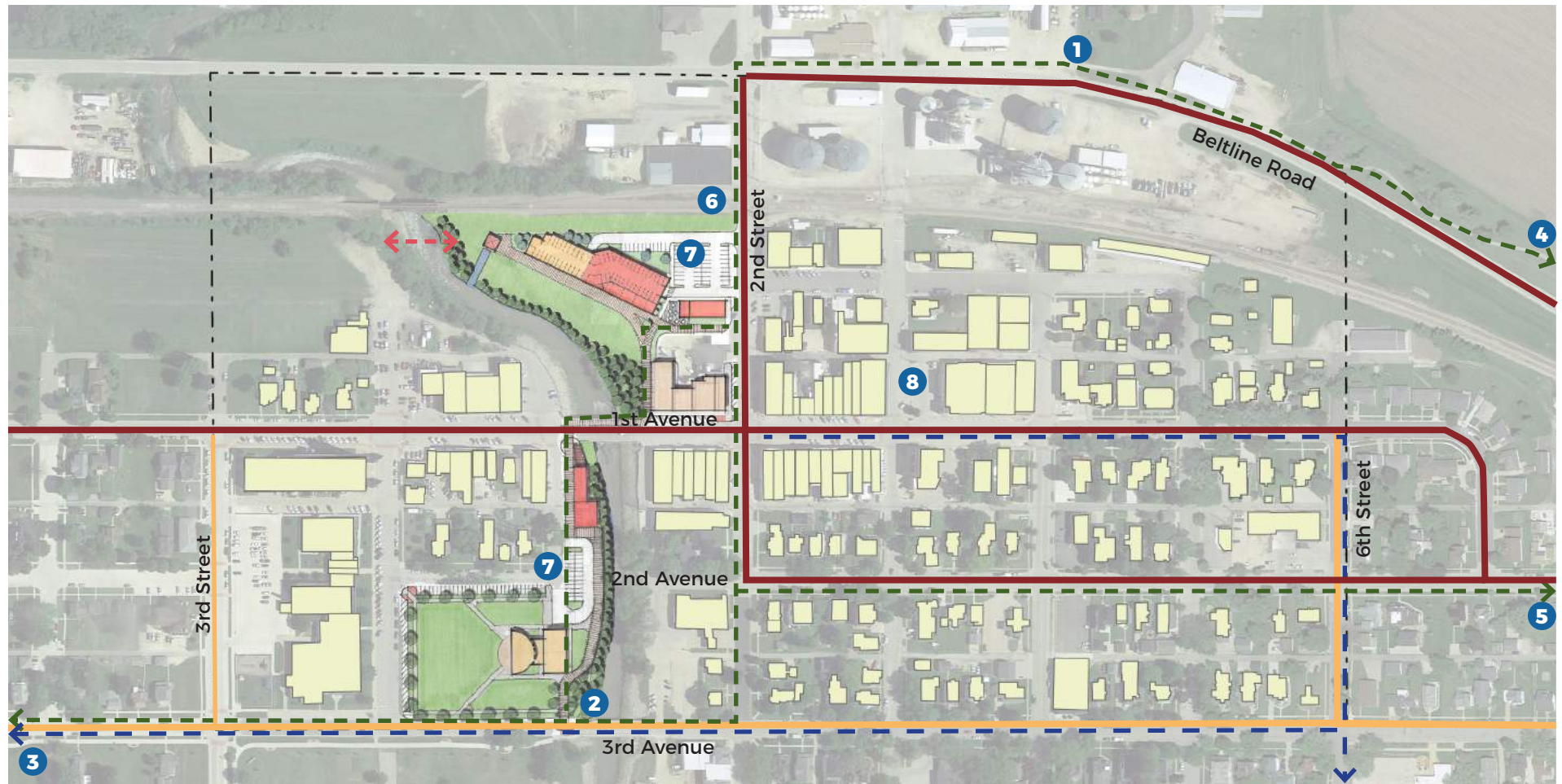
The concepts and policies in this plan provide a series of recommendations to promote walking/ bicycling to destinations by residents and reducing barriers that make people feel the need to park immediately in front of their destination. These include aesthetic and safety improvements. In terms of physical changes to the district, two concepts do increase the supply of parking.

7. Riverfront Development. The north site includes 48 outdoor, off-street parking spaces. Over 40 additional spaces are provide on the ground floor of the mixed use building. The south side adds 24 parking spaces from the closure of 1st Street.
8. Schuster Building. The four scenarios for the Schuster Building range from maintaining 24 spaces to expanding up to 41 spaces.

### BICYCLE RACKS

If more bicyclists become lured to downtown because of trail improvements, they need to be accommodated to stay downtown. The presence of bicycle racks presents an image of bicycle friendliness. Much like parking lots, bicycle racks are an expectation for bicyclists to park and walk to their destinations. Bicycle racks should be spaced along sidewalks in the district with a simple design to match the historic character of the surrounding buildings. In areas around the park and schools, racks could be more fun and reflect a creative design with the surrounding landscape.

Figure 3.11: Transportation Network



- Principle Route
- Secondary Route
- - - Trail Priority (Multi-use path or trail width sidewalk)
- - - Recommended Bike Route



5 Commercial Club Park Intersection



4 Heritage Trail Intersection

## Enhancing Experiences

People should remember Dyersville as a special place in their heart. Not just for community tourist attractions, but also for the charm and character they felt downtown. A place where visitors and residents alike want to return to in the future and tell others about their fun experiences. Dyersville wants and needs to be a unique experience for all that ultimately is a place that people will remember to tell others about us.

To make downtown memorable, and consequently the city as a whole, a cohesive and targeted approach needs to be taken that encompasses all concepts described in this plan. The goal is to provide a variety of amenities and character elements for all visitors to find something memorable. Improvements to achieve this vision include:

- › **Streetscaping**
- › **Public art**
- › **Gateways and wayfinding**
- › **Building facades**

## Streetscaping

The infrastructure in the core of downtown accommodates pedestrians well. Bump-outs, colored crosswalks, decorative lighting, and planters all enhance the pedestrian environment, slow traffic, and improve safety. A maintenance plan needs to be in place in the capital improvements budget to keep the sidewalk and street features in good condition and upgrade over time.

Other additions to the streetscape environment could include more seating, hanging flower baskets, and banner that can be affixed to light poles and display a seasonal theme downtown.



## Public Art

The addition of public art can add a warmth and welcome to a commercial district while also sharing the character of the district and the community. As the location and intent of murals and public art are designed for public consumption, these installations should be professionally conceived and implemented to ensure that the quality of the installation meets the expectations of the community.

Several concepts proposed in this plan offer the opportunity to incorporate public art. Prime locations include pocket parks, corner plazas, civic spaces, and building murals. Figure 3.12 shows an example of how a building mural can act as a welcoming feature and show a sense of community pride in a highly visible location.



FIGURE 3.12: Building Mural Example



Mural Example for Dyersville



## Case Study: Downtown Building Murals Sioux City, Iowa

Sioux City has a rich history of historic downtown buildings and “ghost” murals throughout the city. Ghost murals are faded paintings located on the exterior wall of a commercial building that historically advertised a product or service offered by the store. Over time many buildings were demolished in downtown Sioux City that left many exposed and deteriorated walls adjacent to parking lots and pedestrian areas.

The downtown business organization, Downtown Partners, saw an opportunity to build on the historic ghost murals of the past with new, modern public art murals throughout downtown. Downtown Partners secured a \$25,000 Gilchrist Foundation grant to hire professional artists and complete two new building murals. In coordination with the City of Sioux City, property owners, and Downtown Partners, sites were strategically selected based on visibility and business owner involvement. The two murals were completed in 2017. The murals add to existing public art efforts downtown including a sculpture walk with new art pieces every year.



Photo Credit: Sioux City Journal

## Gateways and Wayfinding

Gateway and wayfinding enhancements welcome visitors to the city and direct people to destinations such as downtown. People visit Dyersville for a variety of reasons. When looking for a place to eat, shop, or recreate, visitors need information to tell them where to go and when they get there, especially when routes to downtown are not as direct such as in Dyersville.. Wayfinding directs people to a destination and gateway features tell them they've arrived.

Dyersville has already begun installing gateway features at key locations and the efforts need to continue from the momentum of the 2012 Community Visioning Program. Gateway elements can be expensive, so it will be important that a consistent theme is followed as funds become available to reinforce the city's identity. Elements of the design should consider construction materials, fonts, color, and graphics.

A wayfinding system should accomplish several goals:

- › Consolidate the array of directional signs spread throughout Dyersville to accompany the gateways to the community and downtown.
- › Identify community destinations to direct visitors.
- › Be oriented and scaled for both motorists and pedestrians..
- › Be clear and legible for motorists and pedestrians



Westbound 1st Avenue



Beltline Trail



Consolidate Existing Mix of Wayfinding



Commercial Club Park Intersection

The image on the right shows an example sign layout and design that could be tailored for Dyersville. Pedestrian level wayfinding can be incorporated into the downtown district or other areas with frequent pedestrian traffic such as trails, bike paths, and parks. The figures are not all inclusive. Placement of signs should be from multiple directions and offset from intersections on the respective side of the street.



## Building Facades

A plan to enhance building facades is a key step to an attractive downtown that can create a chain reaction to other improvements. Facades create the “walls” of public spaces. An unattractive wall creates a feeling of an overall unattractive space. Described in “Dyersville Today”, buildings along 1st Avenue and throughout downtown range in condition and level of alterations.

But the importance of façade improvements goes beyond appearance. Property owners see direct benefits from increased individual property values and potential energy savings from installing correct insulation and window treatments. Benefits to the city include greater tourism possibilities, a revamped character for downtown, and an increased tax base.

This section provides recommendations for facade improvements to enhance appearance and reinforce the historic storefront. While downtown is not a designated historic district, nor are all buildings from the same period, the recommendations are meant to provide guidance and stimulate interest by private property owners and incentives by the city. Possible incentive programs are discussed in the “Implementation” section. It will be important that property owners are provided with information on potential long term energy savings, increased visitorship, and property value stabilization versus the estimated costs for various treatments.

Similar applications should also be applied to business signage. Signage can contribute to the overall character of the district or detract from it. Signs can be included in a facade improvement program discussed in the next chapter.



FIGURE 3.13: Example Facade Improvements



The facade improvement illustrations show the range of priority improvements. Treatments can range from lower budget items that do not significantly alter materials on the facade to major treatments that require alterations and repair of facade materials. The examples are not all inclusive of improvements that can or need to be made.

Figure 1.4: Building Conditions on page 15 can be used as a starting point for facade improvements.

- **Lighting.** A mistake in downtown districts is to limit lighting to only street lights. Lighting on building facades that illuminate sidewalks create a friendlier and safer feeling environment for pedestrians. Decorative lighting over building storefronts and signage promote an active streetscape in the evening and nighttime hours. Lighting should be directed downward to limit glare to upper story residential uses.
- **Windows.** Windows provide natural light to the building and provide a transparent streetscape for pedestrians. Often older building contained irregular window openings that since were covered up. Generally, first floor storefronts should consist of mostly non-tinted display windows. Window replacement should, in most cases, utilize the entire original opening.
- **Awnings.** Awnings provide shelter for pedestrians from sunlight and rain while walking along the sidewalk. Shade to the building storefront also protects merchandise from sun damage. Awnings provide space for signage, both above and hanging underneath. Building style should dictate the awning style, with cloth awning being appropriate for older historic buildings. The size of an awning should fit the window or entry opening and scaled relative to adjacent awnings.



FIGURE 3.14: Example Facade Improvements 2






FIGURE 3.15: Example Facade Improvements 3







# 4 IMPLEMENTATION

Much like the Comprehensive Plan, the plan for downtown will change over time. Property changes hands, funding sources come to light, economic forces evolve, and priority projects change. All these factors affect the implementation schedule of projects within the Plan.

# IMPLEMENTATION

The implementation of the downtown plan relies on a solid organizational structure, priority criteria to make decisions, determining costs, and being able to fund downtown concepts. This chapter summarizes the implementation process.

## Organizational Structure

This section considers organizational aspects for Downtown Dyersville and offers recommendations that can strengthen the support structure for Downtown. Successful development efforts require successful organizations, appropriate policies, and successful public/private partnerships.

### The City of Dyersville

The City of Dyersville is responsible to implement and guide the recommendations of the Plan. All city departments must be involved in day-to-day implementation and all have a role to play. The Mayor and City Council, under guidance from the City Administrator, will oversee the overall plan strategies.

#### PRINCIPLE RESPONSIBILITIES:

- Oversee the implementation of the downtown plan
- Managing downtown improvements
- Preparing requests for proposals, policy revisions, and the creation of financial incentive programs as necessary
- Assembling financial and partnership packages for revitalization projects

### Dyersville Area Chamber of Commerce

There are nearly 300 member businesses in the Chamber and around 80 businesses in the downtown study area. As implementation begins to unfold it is important that the Chamber of Commerce be involved early and throughout the process, serving its purpose to “helping solve today’s complex business and community issues.” The Chamber’s active involvement will be key to implement the projects identified in the Plan. Tourism promotions through the Chamber can focus on improvements in the downtown as a tool to attract new customers, events, meetings, or conferences to Dyersville, and subsequently, downtown.

#### PRINCIPLE RESPONSIBILITIES:

- Advocate for reinvestment in downtown for the overall benefit of the community – all residents, business, and organizations
- Design and support events in downtown to raise awareness for its attractions, its businesses, and its revitalization
- Provide business assistance and mentorship to support the long-term viability of new businesses and entrepreneurship

### Dyersville Economic Development Corporation (DEDC)

The Economic Development Corporation may be the first interaction new businesses have with Dyersville. DEDC works to recruit and retain businesses, promote tourism, and improve quality of life for the workforce. Businesses will often look at a community’s downtown when deciding where to locate. Through partnerships with the City, DEDC can help coordinate projects for downtown housing, help existing businesses find incentives, and promote downtown to businesses and potential workforce.

#### PRINCIPLE RESPONSIBILITIES:

- Promote Dyersville and the Downtown brand to outside businesses and potential employees through newsletters, press conferences, and other activities
- Partner with the city to develop downtown housing and new business ventures such as incubators and co-working spaces
- Continue efforts to attract business and industry throughout Dyersville and attracting employees to live in Dyersville by selling the high quality of life in the community, of which downtown contributes too

## Business Improvement District

A business improvement district (or other name that characterizes the downtown businesses) would provide a great way for businesses to interact, discuss new idea, and form a cohesive effort to improve downtown through the property owners that know it best. A business district is most often set up to create an additional funding source for downtown improvements. The formation of a BID as a funding source is discussed in more detail on the following page, known in Iowa as a Self Supporting Municipal Improvement District.

### PRINCIPLE RESPONSIBILITIES:

- Represent the downtown businesses and advocate on its behalf for its continued enhancement
- Unite downtown business and property owners to collaborate on improving the business environment, organizing events, and sharing ideas to generate interest in downtown
- Support infrastructure and economic development in downtown through financial and logistical support.



## Priority Criteria

The Downtown Plan establishes a concept for the downtown. The plan includes many projects that will be developed incrementally over time, and requires setting priorities, completing initial steps, and evaluating new conditions along the way.

The city and coordinating agencies should maintain a five-year plan to guide actions and investment toward the implementation of certain priority areas of the downtown plan. The action plan should be evaluated annually with the following questions considered with regard to specific priorities and actions:

- Does the project respond to specific or high profile community issues or needs?
- Does the project generate maximum private market response?
- What is the project's potential to transform the image of the area and community?
- Does the project attract both local residents and visitors, increasing business traffic and creating new reasons for people to be downtown?
- Does the project support the growth of existing businesses?

- Does the project capitalize on established, but unmet, market needs?
- Can the project be realistically implemented within a reasonable time frame with potentially available resources?
- Does the project generate substantial community support or consensus?
- Does the project incorporate and leverage outside funding sources, such as state grants or charitable contributions?

The Downtown Plan is built of many individual projects, recommendations, and actions that, over time, will create an economically strong city center that offers customers, residents, and visitors a diverse and attractive environment. However, not everything can be done at once and downtown revitalization is a process that moves forward in increments.

Public investments at the early phase of the project should create a 'chain reaction' – a strong and desirable private market response that leads to self-sustaining investment and energy. Thus, the ability of initial projects to generate positive momentum is very important.



**TABLE 4.1:** Implementation Schedule (public investments)

Description	On-Going	< 3 Years	3-10 Years	Over 10 Years	Responsible Parties & Partnerships	Funding Mechanisms
<b>RIVERFRONT PROJECTS</b>						
North riverfront public space improvements			○		Private; City; Chamber; Iowa DNR	Private; Grants; City funds; Philanthropy; Iowa housing grants
Office building		○			Private; Chamber; DEDC	Private; Grants
Riverwalk and plaza space		○			Private; City; Iowa DNR	City funds; Grants, Private & philanthropy
City Square Park band shell/shelter			○		City; Iowa DNR	City funds; Grants, Private & philanthropy
City Square Park site improvements		○			City; Iowa DNR	City funds; Grants, Private & philanthropy
<b>BUILDING REUSE PROJECTS</b>						
Schuster Building Alternatives		○				
Alternative 1: Building Reuse					Private; City; DEDC	Private; City funds (for library lot redesigns)
Alternative 2: New Building					Private; City; DEDC	Private; City funds (for library lot redesigns)
Alternative 3: Open Space & Parking (1)					Private; City	Private; City funds (for library lot redesigns)
Alternative 4: Open Space & Parking (2)					Private; City	Private; City funds (for library lot redesigns)
Upper Story Housing	○				Private; City; Business district	Private; Grants
<b>FUNCTIONAL IMPROVEMENT PROJECTS</b>						
Heritage Trail connection		○			City; Iowa DOT	City funds; Grants; Private & philanthropy
2nd Street railroad crossing improvements		○			City	City funds
<b>ENHANCING EXPERIENCE PROJECTS</b>						
Downtown maintenance program	○				City; Potential business district	City funds; Potential SSMID
Facade improvements	○				Private	Private; Grants; City facade program
Wayfinding installations (downtown/citywide)			○		City	City Funds
Downtown gateways				○	City	City Funds; Grants; Philanthropy
Public art as determined	○				City; Private; Business district	Private & philanthropy; Grants; City funds
<b>POLICIES/PROGRAMS</b>						
Facade improvement program	○	○			City; Chamber	City funds; Private matching
Business improvement district (potential SSMID)		○			City; Chamber; Property owners	N/A
Business marketing plan	○	○			Chamber; City; DEDC	City funds; Chamber

## Opinion of Probable Costs

### Riverfront Development

Implementation of the concept for the riverfront will require several phases, a variety of public and private investment, and design in accordance with flood requirements. Cost opinions are for the possible public investments, or public/private partnerships. The cost opinions are based on the concept shown in this plan to present possible investments. The concept is just that, a concept, and will vary based on market demand, components included, and engineering design. However, the overall vision and intent of the area remains.

Possible public costs for concept elements:

Full riverwalk/path (without bridge widening)

➤ \$225,000 - \$275,000

Kayak launch with shelter  
(public/private investment potential)

➤ \$130,000 - \$180,000

South riverfront concepts  
Site improvements (parking, trees, sidewalks)

➤ \$350,000 - \$375,000

Bandshell and shelter option, subject to design details and features provided.

➤ \$900,000 - \$1.2 million

### Facade Rehabilitation

Rehabilitation and repair to facade features can range in cost and effort. Often small, relatively minor repairs can exponentially improve the appearance of the streetscape. It is important to note that each building is unique. A similar project on two different buildings may vary significantly in cost depending on the underlying condition and construction of the building. A professional should always be hired for major rehabilitation projects and for buildings that may have historical significance.

#### OPINION OF PROBABLE COST

Construction cost will range depending on the project and building condition. A typical facade rehabilitation could range between \$25,000 - \$70,000 for construction costs.

Possible cost for project elements:

New signage

➤ \$1,600-\$3,500 per sign

Awnings

➤ \$150 - \$225 per linear foot for fixed and operable cloth awnings, respectively. Removal of existing awning could cost around \$55 a linear foot.

Upper-story windows

➤ Opening up a partially covered window head: \$600 each

➤ Wood window replacement: \$2,200-\$3,000 each

Masonry

➤ Cleaning or painting: \$6-\$10 a square foot

➤ Removing paint: \$16-\$20 a square foot

A Facade Improvement Program should be initiated by the city to jump-start private property improvements. More details on developing a program are included in the next section "Funding Tools."

### Building Murals

Building murals range in cost depending on the size of the building, detail of the image, and whether a local or professional artist completes the work. For example, the Sioux City case study referenced on page 63 involved a \$25,000 grant for two buildings, one being a 3 story wall.

## Funding Tools and Techniques

Available financing and policy tools are available at the local, state, and national level to help implement the recommendations for Dyersville. Some of these may have already been used by the city, others may not be appropriate at this time but should be kept in mind of future projects.

Many of these funding mechanisms are administered by governments, philanthropic organizations, not-for-profit organizations. These tools and funding sources are subject to change due to many factors. In addition to the below funding mechanisms, it is recommended additional funding mechanisms be investigated.

### Local

- Facade/Building Improvement Program
- Self Supported Municipal Improvement District (SSMID)
- City general revenues
- Downtown bond issues
- Revenue bonds
- Local tax abatement
- Revolving loan program
- Tax increment financing
- Private & foundation philanthropy

### State

- Iowa Workforce Housing Tax Credit Program
- Community Development Block Grant (CDBG)
- State Historic Tax Credits
- Community Attraction and Tourism Program
- Land and Water Conservation Fund

### Federal

- Small business administration
- Transportation enhancements (TE)
- HOME
- Rural Business Enterprise Grant Program
- Recreational Trails Aids (RTA) Program

### Local

#### SELF SUPPORTED MUNICIPAL IMPROVEMENT DISTRICT (SSMID)

A SSMID, also known as a Business Improvement District (BID), for the downtown district can provide a funding pool for projects in the district and unite property owners. Contributions are made by business owners used for various business district enhancements through an established tax or fee. Funds can generally be used for maintenance and/or improvements which can include upper story housing.

Dyersville does not have designated SSMID. A petition of property or business owners to the city would be required (at least 25%). Formation of a SSMID can take over a year. Procedures should include a determination of feasibility, formation of an oversight committee, community outreach, a formal petition to the city, and a procedure to evaluate success.

#### LOCAL TAX ABATEMENT

A local tax abatement can provide a reduction or elimination of property taxes for set period of time on new improvements to property granted as an incentive to do such projects. Abatements could be targeted toward projects such as new housing or commercial development in certain areas.

#### CITY GENERAL REVENUES

General revenues, appropriated through the city's annual budget process, can finance services, improvements, facilities and development projects. These appropriations are separate from general revenues devoted to debt service on bonds. Common uses of general revenues in downtown development programs include funding staff and organizational expenses, or projects that can be divided into smaller phases.

#### DOWNTOWN BOND ISSUES

General obligation bond issues are appropriate to finance major public projects or improvements, and are secured by general city revenues. These revenues typically include property taxes or, potentially, local option sales taxes. General obligation bonds require majority voter approval.

#### REVENUE BONDS

Revenue bonds are debt instruments that are repaid all or in part from revenues generated by the project or by other associated revenue sources. Revenue bonds typically are not secured by the credit of the community.

### REVOLVING LOAN PROGRAM

A downtown revolving loan program could provide low interest loan funds granted by the city to cover any portion of costs to convert downtown buildings into more marketable assets. Those eligible to receive funds could include for-profit and non-profit organizations.

### TAX INCREMENT FINANCING

Tax Increment Financing (TIF) permits the use of a portion of local property and sales taxes to assist funding the redevelopment of certain designated areas within your community. Projects pay their entire established tax obligation.

Taxes produced by the added value of the property caused by redevelopment or improvements may be used to finance project related improvements or other public improvements in the district. TIF may be used to pay certain costs incurred with a redevelopment project. Such costs may include, but are not limited to new residential, commercial, or industrial developments, including public improvement, land acquisition, and some development costs.

### PRIVATE & FOUNDATION PHILANTHROPY

The plan provides a variety of opportunities for individual or foundation contributions. Private philanthropy, with appropriate recognition and commemoration, is a critical part of the downtown implementation program, and is especially appropriate for public space projects.

### FACADE/BUILDING IMPROVEMENT PROGRAM

Dyersville does not currently support building façade improvements. Establishing a local façade improvement program should be pursued to stimulate private investment and require funded projects to follow design criteria to achieve an aesthetic appearance and character the city seeks to achieve.

### Program Objectives

- Provide financing assistance for the design and construction of new or renovated building facades
- Provide financing assistance for building owners to meet code requirements
- Support the renovation and improvement of the exterior downtown buildings; including but not limited to, tuck pointing, new windows, etc.

### Program Guidelines

In addition to facades, a program could be structured to fund roofs, windows/doors, tuck-pointing, structural repairs, and interior systems such as electrical, plumbing and HVAC. With a focus on facade improvements, the program should seek to support the full occupancy of the district including the upper floors, improve the appearance of buildings, and support appropriate signage for downtown businesses.

Funding decisions on individual building applications are all made at the local level by the City of Dyersville to the level that meets their program goals. The funds could be awarded to properties as a grant, grant/loan mix or a loan. Loans could be 10 year terms at 0% interest paid back to the City of Dyersville to create a reuse fund that can help with future projects. Other programs use matching grants where the city provides a public match, typically no more than 50%, for eligible projects.

Other funding mechanisms for the program to consider include TIF, capital improvement funds, local sales taxes, and General Obligation bonds. Several examples are used in similar sized cities including Washington (7,424), Garner (3,075), and DeWitt (5,233).

### Case Study: Washington Incentive Fund, Washington, Iowa

Washington, Iowa (pop. 7,424) saw an opportunity in their downtown with a vast array of historic structures in tact. Many of the buildings were deteriorated and lacking curb appeal from alterations and neglect over time. The community rallied to preserve the character of the downtown while still encouraging rehabilitation.

As part of a larger initiative to revitalize the downtown under the Main Street Iowa approach, the city completed a downtown assessment in 2004, formed a Chamber of Commerce Committee in 2005, and a subsequent eight person subcommittee to develop a facade incentive program in 2006.

With assistance from staff, the Chamber director, the State Historic Preservation Office, and discussions with business owners to identify needs, an initial program was started, but did not offer grant money. Rather, approved applicants received advice and loans from local banks at 2% below the prime interest rate. The result - improvements to 18 building in the first two years. The success led to expanding the program to offer matching grants funded by the City (through the County Riverboat Foundation). Through four grant application rounds, 39 buildings have been improved with many buildings improved independently.



Credit: Main Street Washington

## State

### IOWA WORKFORCE HOUSING TAX CREDIT PROGRAM

Managed by the Iowa Economic Development Authority, this program offers tax benefits to developers undertaking housing development projects targeted at middle income households, which can include upper story housing.

### COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)

The CDBG program is a flexible program that provides communities with resources to address a wide range of unique community development needs. The funding comes from federal sources but programs are administered by state agencies. Funding can be used to support facade improvement programs, downtown revitalization, housing improvements, and a variety of other initiatives. For additional information: <https://www.iowaeconomicdevelopment.com/Community>

### STATE HISTORIC TAX CREDITS

The Basilica of St. Francis Xavier is the only structure designated on the National Register of Historic Places. However, the State of Iowa does offer tax credits for historic properties that may be eligible for listing but are not currently listed on the National Register. The Historic Tax Credit program offers a 25% investment tax credit for certified rehabilitation of National Register or National Register-eligible buildings subject to operating procedures, the Secretary of the Interior Standards, and the availability of tax credits. Projects can include commercial or owner-occupied residential properties.

The Dyersville Historical Society can help determine whether properties can be eligible for historic tax credits and other funding tools provided through coordination with the State Historic Preservation Office. Additional information : <https://iowaculture.gov/history/preservation>

### COMMUNITY ATTRACTION AND TOURISM PROGRAM

Funding for the development and creation of multiple purpose attraction or tourism facilities, administered by Vision Iowa. While not directly attributed to recommended projects for downtown, the program could be utilized for general community promotion and tourism.

### LAND AND WATER CONSERVATION FUND

Administered by the Iowa DNR the program provides funding for park and trail improvements and land acquisition. These could include improvements to existing recreation facilities and development of new facilities.

## Federal

### SMALL BUSINESS ADMINISTRATION

The Small Business Administration (SBA) has financial assistance program which provide access to debt and equity primarily from banks or other private sources. SBA evaluates loan applications on two levels; the first is for eligibility, which varies by industry and SBA program, and second on credit merits of the application.

SBA programs and services support small business owners, connecting businesses to loans, government contracting opportunities, disaster assistance, and training programs to help your business succeed. Additional information: [www.sba.gov](http://www.sba.gov)

### TRANSPORTATION ENHANCEMENTS (TE)

The Transportation Enhancement (TE) program provides 80% federal financing for such projects as enhancements to major transportation corridors, trails and other nonmotorized transportation projects, and the preservation of historic transportation structures. The program is administered by the Iowa Department of Transportation with the assistance of a project review advisory committee.

## HOME

HOME is the largest Federal block grant to State and local governments designed exclusively to create affordable housing for low-income households. Each year it allocates approximately \$2 billion among the States and hundreds of localities nationwide. HOME provides formula grants to States and localities which communities use-often in partnership with local nonprofit groups-to fund a wide range of housing needs. The grants allow for the development, purchase, and/or rehabilitation of affordable housing for rent or homeownership or provide direct rental assistance to low-income people. For additional information [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/commplanning/affordablehousing/programs/home/](http://portal.hud.gov/hudportal/HUD?src=/program_offices/commplanning/affordablehousing/programs/home/)

### RURAL BUSINESS ENTERPRISE GRANT PROGRAM

The RBEG program provides grants that facilitate and finance the development of small and emerging private business enterprises in rural areas through establishing small business revolving loan funds, acquisition of land, buildings, and infrastructure to enhance business development or by providing technical assistance, etc. Grants range from \$10,000 to \$500,000, however, smaller amounts are given priority. Applications are due in the spring.

### RECREATIONAL TRAILS AIDS (RTA) PROGRAM

The Recreational Trails Program offers federally-funded grants through the Federal Highway Administration that are administered by the Wisconsin Department of Natural Resources. Reimbursement grant funds are available for motorized or non-motorized trail development or renovation and preservation. Reimbursements are limited to 50 percent of eligible project costs and capped at \$45,000 per grant. Applications are due in the spring. For additional information: <http://dnr.wi.gov/Aid/RTA.html>