



FORT MADISON

COMPREHENSIVE PLAN

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INTRODUCTION & SUMMARY..... I-VII

1 PLAN PURPOSE & GOALS..... 1-6

2 HISTORY & PEOPLE 7-12

3 LAND USE, ENVIRONMENT, & NATURAL HAZARDS 13-38

4 ECONOMIC DEVELOPMENT,
HOUSING & REVITALIZATION..... 39-66

TABLE OF CONTENTS

5 PARKS & COMMUNITY SERVICES 67-80

6 TRANSPORTATION & INFRASTRUCTURE 81-98

7 GOVERNANCE & IMPLEMENTATION..... 99-114

APPENDIX 117

INTRODUCTION & SUMMARY



As you make your way through Fort Madison – from the ever-present River in the south, through the traditional downtown, to the impressive bluffs hovering up north - there's a feeling of tremendous historic significance. A long history of commitment to community investment is clear, through well-preserved historic homes and downtown stores, large parks on the Riverfront and the bluffs, and recent investments like the new library, Middle School, and the budding Recreation complex. This is a community that cares about its past and its future. This is a community that not only offers good jobs, schools and neighbors, but also offers an intriguing array of unique “bragging rights”: the oldest prison west of the Mississippi, the Tri-State Rodeo, Old Fort Madison, and the world's longest double deck swing-span bridge, just to name a few. Fort Madison has a lot to be proud of, and many assets to build on as we continue moving forward.

Over the past few decades, Fort Madison has seen some challenges. Population has been declining since 1960, and recent job losses have been sorely felt. The role of downtown has shifted over the years, and organizations like Main Street are trying to help retailers navigate the changing waters. As workers commute longer distances and competition for residents increases, Fort Madison must work even harder to offer both the necessities and the amenities that its people seek. Fort Madison has seen many changes over the years, but many challenges have remained the same: a 1946 Fort Madison planning committee cited the need to address substandard houses and public infrastructure support for new development, issues which came up again in 2013 through this comprehensive planning process.

In the past few years, Fort Madison has done a lot of planning for the future: plans for parks, a recreation complex, annexation, housing, historic neighborhoods, and more. Residents are clearly looking ahead with big ambitions. Yet at the same time, community history and a commitment to small-town personal connections remain an important part of the conversation. Residents of Fort Madison know that the future rests on embracing both the traditional and the innovative, and drawing on a strength that has been here since the very beginning – our people.

This plan covers a wide array of topics, but its main objectives are easily distilled: to maintain its vitality, **Fort Madison must provide a high quality of life for residents, and a supportive, engaging environment for business.** While these objectives are straight-forward, their execution is complex, involving a tremendous variety of actions and investments ranging from parks to housing to public safety. This plan takes a wholistic view of how Fort Madison can invest in its future, showing many possibilities for enhancing the community. Here are a few primary examples of how the recommendations throughout the plan connect to each other and to these primary objectives:

Attract and Retain Residents by providing a high quality of life

- ↗ Provide diverse, quality housing options by investing in housing rehabilitation (p.64-66), zoning for varying densities (p.29), and working with developers to help fill gaps in the range of offerings (p.62)
- ↗ Provide entertainment and recreation options through updates to Riverview park (p.48-53), strategies for downtown retail (p.45), and a proposed “greenway” trail system that injects recreation and nature into neighborhoods (p.28)
- ↗ Make it easy to get around by planning a well-maintained, interconnected street system with multi-modal features like sidewalks and bike lanes (p.86-91).
- ↗ Keep the community safe by ensuring that police and fire have the facilities they need (p.77), reducing flood risk through natural stormwater management and development guidelines (p.28 & 96), and keeping our waters clean with up-to-date infrastructure operations (p.94).
- ↗ Keep existing neighborhoods healthy by encouraging redevelopment of abandoned parcels (p.54), making strategically timed investments in visible infrastructure like streets and parks (p.46 & 56), supporting historic preservation (p.57), and encouraging residents to organize and advocate for their own neighborhoods (p.57).



Attract and Retain Quality Businesses by providing a supportive, engaging environment

- ↗ Attract and maintain good workers by implementing the recommendations at left and partnering with the school system (p.79).
- ↗ Keep taxes low by making efficient infrastructure decisions – locating new development close to existing pipes and roads (p.24-27), waiting to annex new land until development is imminent (p.32), and coordinating timing on related infrastructure improvements, such as pairing water main replacements with new sidewalks (p.86)
- ↗ Make it easy to do business by providing consistent, high quality infrastructure (p.86-97), providing new land for development in strategic areas, such as the bypass (p.33), and removing any unnecessary impediments to development (p.34).
- ↗ Work as a region with the county and nearby towns to increase tourism, provide a wider variety of options for both businesses and their workforce, and plan for economic development (p.43, 45 & 100).

The following five pages present a summary of the main points of this plan.

Chapter Summary: 1 & 2 - Purpose, History & People

City officials worked with local leaders and members of the public to establish 7 goals for the plan.

1. Economic Development

- Fort Madison will attract, retain and grow quality businesses by investing in infrastructure and community amenities, and supporting education and workforce development.

2. Quality of Life

- Fort Madison will attract and retain residents of all ages by providing cultural and recreational amenities such as parks, supporting a thriving downtown and riverfront, and offering high quality jobs and public services.

3. Infrastructure

- Fort Madison will encourage economical, efficient expansion and rehabilitation of infrastructure, such as streets and sewers.

4. Housing

- Fort Madison will partner with the private sector to encourage a wide variety of quality, affordable housing choices and support re-investment in the existing housing stock.

5. Land Use and Environment

- Land use policies will encourage revitalization of existing neighborhoods and quality development in economically strategic areas. Land will be developed with consideration for Fort Madison's unique environmental features, such as the bluffs and the river.

6. Governance and Civic Participation

- Public policy and investment decision-making processes will be conducted so as to encourage collaboration and understanding between the city and public.

7. Hazard Mitigation and Public Safety

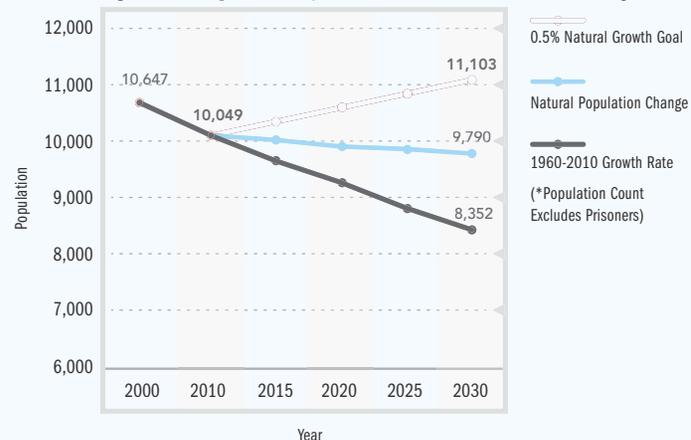
- Growth and development policies should minimize the risk of injury or property damage due to natural hazards or other public safety threats.



Fort Madison's population has been declining and aging in recent years.

The goal for 2030 is to raise the population back up to 11,103, where it was in the 90s.

Figure 1.4 – Population Projection Scenarios for Fort Madison through 2030



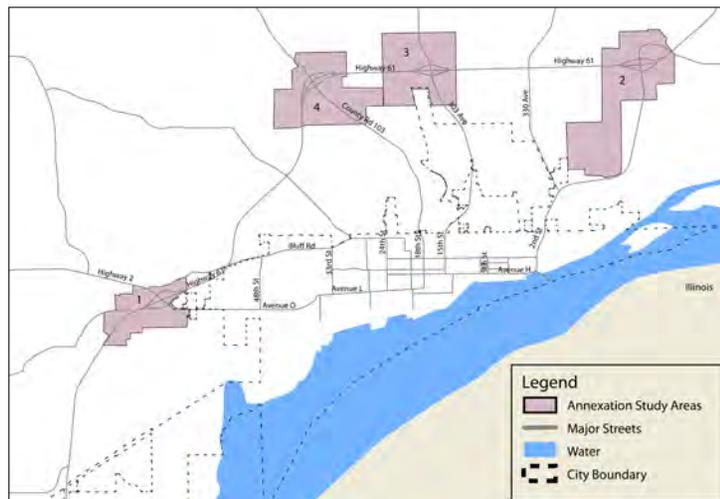
Chapter Summary: 3 - Land Use and Environment

If Fort Madison reaches its population goal of 11,103 by 2030, it would need approximately 500 new housing units, 270 acres of residential land and 25 acres of commercial land.

Unique natural features, such as the bluffs and floodplains along the river, need to be considered in future land use and development decisions.

Four areas have been established for annexation using a 6-point annexation strategy:

- 1) Pursue Voluntary Annexation
- 2) Initiate Outreach to Property Owners
- 3) Negotiate Development Agreements
- 4) Wait to Zone Land until it is annexed
- 5) Prioritize Contiguous Parcels for development
- 6) Use Extra-Territorial Zoning selectively, in priority areas

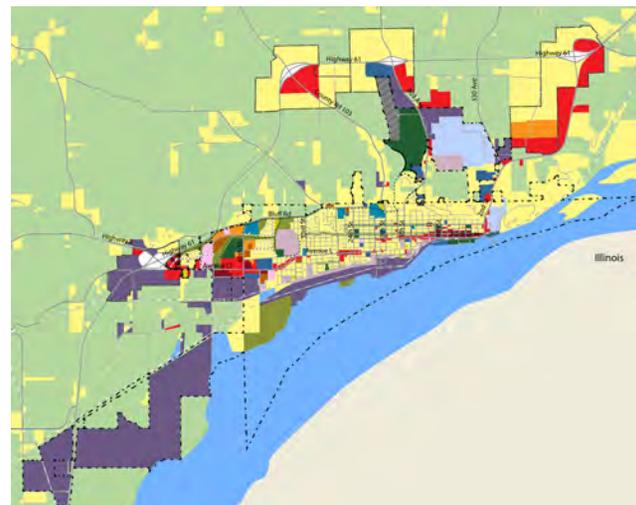


10 principles for land use and development

1. Encourage compact, contiguous, and fiscally responsible development
2. Support and revitalize existing neighborhoods
3. Preserve sensitive environmental features
4. Promote diverse housing choices
5. Plan for community amenities such as parks
6. Provide a multi-modal and continuous transportation network
7. Enhance public safety and minimize hazard risk
8. Develop balanced neighborhoods that enhance community character
9. Encourage private investment to promote economic development
10. Make decisions in a transparent and collaborative manner



The development concept for the 48th street growth area illustrates the 10 principles of land use and development - Page 27



Left: The Future Land Use Map serves as a guide for land use decisions - Page 35

Far Left: Four areas have been identified for possible annexation - Page 31



Chapter Summary: 4 - Economic Development & Housing

Fort Madison faces economic challenges:

- Lee County has the highest unemployment rate in the state
- Fort Madison's median income and retail sales are lower and growing more slowly than peer cities, while educational attainment levels are lower than the state-wide average.
- The majority of jobs in Fort Madison are filled by individuals who live elsewhere.

The city should invest in strategic opportunity areas:

- Downtown & Niche retail
- Riverfront/Riverview Park
- Old Sante Fe Town
- Old Highway 61 Corridor
- Neighborhoods with existing public investments, such as those around parks or schools
- Historic neighborhoods



Housing quality and options are a key concern:

- Residents are concerned about housing quality and the lack of availability of certain types of housing, such as high quality rentals.
- The vacancy rate is high, the housing stock is aging, and almost half of Fort Madison renters are “housing burdened”
- Fort Madison should initiate housing programs (and take advantage of existing programs) that focus on rehabilitating existing housing and encouraging construction of under-supplied options, like rental units.

Investment opportunity areas for the core of the city - p.46



Chapter Summary: 5 - Parks & Community Services

Fort Madison has a fairly strong parks system, though some gaps exist:

- Fort Madison has a high number of park acres per resident, but more than 80% of that land is in Rodeo Park, which is currently only accessible by car.
- Parks are fairly well distributed geographically, though portions of some neighborhoods are underserved: Figure 5.1
- The new recreation complex will fill many of the existing needs for recreation facilities, such as soccer fields, though additional tennis courts and multi-purpose practice fields may also be needed.

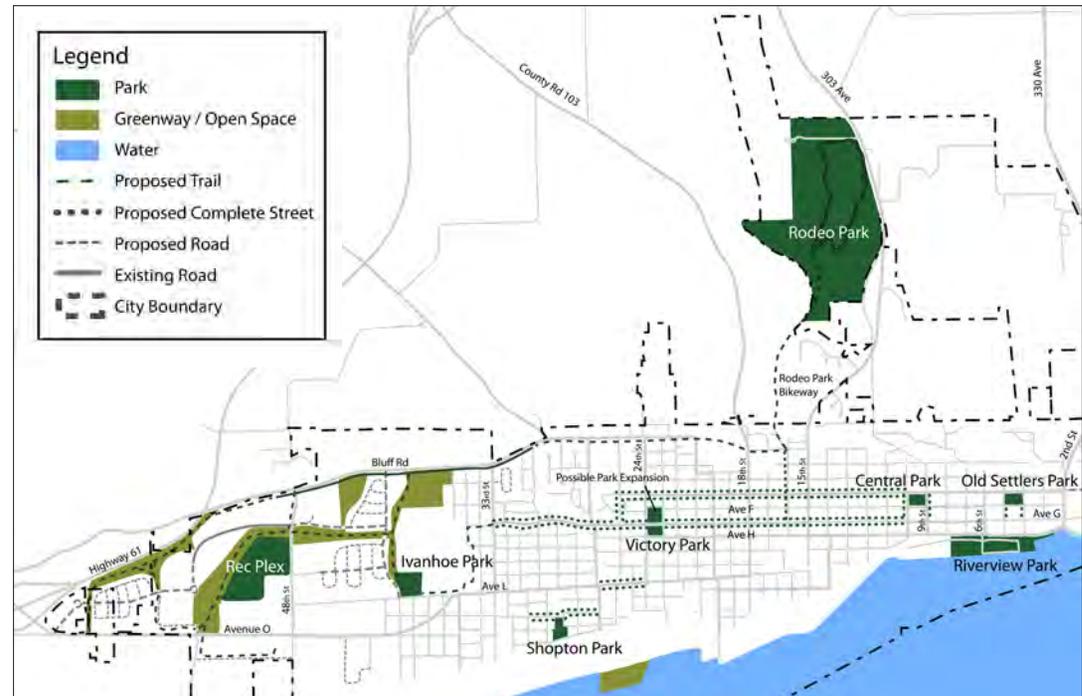
The city should pursue the following to enhance its parks system:

- Update and prioritize the parks master plan and adopt it as part of this plan
- Explore expanding Victory Park, enhancing Riverview Park, and providing a new neighborhood park as part of the new Recreation complex.
- Support the creation of a “greenway” system with recreation trails that connect Fort Madison’s parks, including a critical trail connection up to Rodeo Park.
- Establish a funding mechanism for park acquisition and trail construction

Most of Fort Madison’s public facilities (fire station, library, etc.) are in good condition, though staff expressed several needs that should be explored, such as a new fire station and city hall improvements. Old Fort Madison has a number of issues, including structural problems and flooding risk.



The future parks concept shows expansion of Victory Park, a new trail connection to Rodeo Park, and a “greenway” system in the western growth area that connects the parks and helps manage stormwater runoff - p.75



Chapter Summary: 6 - Transportation & Infrastructure

It's important for Fort Madison to provide a wide variety of transportation choices:

- 11% of Fort Madison households do not have access to a vehicle and depend on walking, biking, or on-call transit to get around.
- Streets in Fort Madison should be “complete streets,” that is, streets that accommodate vehicles, pedestrians and bicyclists with a continuous network of sidewalks and strategically located bikeways.
- Fort Madison businesses thrive on the variety of transportation options including water, rail air, and un-congested street traffic

Other proposed enhancements to the transportation system include:

- Circulation changes for Highway 2 and Avenue G
- Reserve right-of-way for new streets in undeveloped areas to ensure a continuous, well connected system, rather than haphazard extensions

The future transportation concept shows locations for streets in new growth areas and priority routes for “complete streets” (streets that offer sidewalks and other features for pedestrians & bicyclists) - Page 89



The condition of Fort Madison’s infrastructure varies by system:

- The new water treatment plant is functioning better than expected and plenty of capacity is available for the foreseeable future.
- Sewer separation is an inevitable and costly need for Fort Madison, particularly on the east side of town.
- Stormwater system is in fair condition, and new technology will allow better maintenance in the future.
- The landfill is facing challenges with expansion due to FAA restrictions regarding the proximity of airports and landfills. They are currently seeking a waiver.
- Fort Madison can improve local water quality, avoid combined sewer overflows, avoid environmental damage and mitigate flooding by encouraging natural stormwater management practices, such as: establishing the proposed greenway system, performing stream and wetland restoration and constructing bioswales and naturalized infiltration basins.

Chapter Summary: 7 - Governance & Implementation

The plan will be implemented with support from more than the city:

- Collaboration with Lee County, neighboring towns, the school district and Fort Madison Partners is essential
- Participation and leadership from Fort Madison residents can be facilitated by city staff efforts to increase public engagement and enhance communication with residents

Tools for implementing the plan:

- Implementation schedule in Table 7.1: provides time frame and assignment of responsibility for all recommendations of the plan.
- Annual review process by the Planning & Zoning Commission and City Council to make updates and review progress.
- List of funding options provided in Table 7.2

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1 PLAN PURPOSE & GOALS



What is a Comprehensive Plan?

This plan lays out a vision for the future of Fort Madison, Iowa, with a focus on the priorities for public investment and policy over the next 20 years. The plan identifies issues and opportunities for Fort Madison's land use, infrastructure, public facilities, and natural resources, among other areas. These findings are paired with community input to provide a vision for the city's future and a set of prioritized action steps that can improve quality of life and make the city more attractive for potential growth.

Comprehensive planning is a transparent public process in which residents create a shared vision to promote the health, safety and prosperity of the community. This plan is meant to establish that shared vision, set public priorities, and provide a guide for public policy and investment.

The plan should serve as a guide for the decisions and actions of City staff, the Planning & Zoning Commission, City Council, and other City boards and commissions (see page 5).

The plan serves two fundamental roles:

Community Building Role

- ↗ The plan presents a unified and compelling vision for a community and establishes the specific actions necessary to fulfill that vision. A comprehensive development plan defines a shared vision and presents a unified action program that will implement the city's goals. The plan is designed as a working document that both defines future goals and provides a flexible implementation program that can respond as demographic and economic environments change over time.

Legal Role

- ↗ The plan provides a legal basis for land use regulations. Section 414 of the Code of Iowa enables cities to adopt land use regulations such as zoning and subdivision ordinances, to promote the "health, safety, morals or general welfare of the community." These regulations govern how land is developed within a municipality and its extra-territorial jurisdiction. Land use regulations recognize that people in a community live cooperatively and have certain responsibilities to coordinate and harmonize the uses of private property. The Iowa Code requires these regulations to be in conformance with the city's comprehensive plan. The Fort Madison Comprehensive Plan therefore provides a legal basis for the city's authority to regulate land use and development.

Planning Process and Public Outreach

The Fort Madison comprehensive plan was created using a participatory process, led by a steering committee of Fort Madison residents and city staff, with the support of a private consulting team. The timeline and public participation elements are outlined below. The results of the public participation were used to create the plan goals, and are integrated throughout the plan. Summaries of the results of the community survey and community meetings are included in the appendix.

Public Participation Overview

Steering Committee

- 12 Fort Madison citizens and 2 city staff members led the planning process by identifying planning issues and goals, supervising the plan's progress and directing the work of the consulting team.
- 7 meetings were held on a monthly basis.
- All committee meetings were open to the public.

“Community Report Card” survey

- Approximately 100 responses, both online and paper/pencil
- Ranked perceptions of the City and potential policy priorities.
- Survey results for the committee and for the community at large were very similar, indicating diverse committee representation.

Stakeholder Meetings

A series of small group meetings were held in June to gather input from the following interest groups:

- City/County Staff and Elected Officials
- Business and Industry Leaders
- Downtown Business Owners
- Realtors and Developers
- Civic/Community Group Leaders and Members



Community Visioning Workshop

- 30 community members attended a session in June 2012 to identify the top issues that Fort Madison must plan for, and specific accomplishments wanted in the next 10 years.

Design Studio: 2-day participatory workshop to create a development concept, including:

- Public open house where residents could work alongside the consultants to create the concept (~20 participants)
- Public presentation of the results of the studio, followed by Q&A session (~20 participants)

Public Review of Draft Plan

- Online Review: December 2012 - April 2013
- Public Open House and Presentation: April 2013

Project Website

- Provided updates for duration of project
- Online feedback form

TIMELINE

Spring 2012

City of Fort Madison issues request for proposals for the comprehensive plan project; city staff and city council select consulting team.

May 2012

First steering committee meeting.

June 2012

Stakeholder meetings and Community Visioning Workshop.

August 2012

Public Meeting & Design Studio

Sept - Feb 2013

Draft document written and submitted for committee & public review

March 2013

City Council and P&Z workshop to review plan

April 2013

Community open house to review plan

Plan Goals

The Fort Madison comprehensive plan was created using a participatory process, led by a steering committee of Fort Madison residents and city staff, with the support of a private consulting team. Through the public participation process, several issues emerged as vital to the future of Fort Madison. The appendix provides a list of all public participation components, notes from public meetings, and the results of the community survey. Based on this information, the following goal statements were established for the comprehensive plan:

1. *Economic Development*

- Fort Madison will attract, retain and grow quality businesses by investing in infrastructure and community amenities, and supporting education and workforce development.

2. *Quality of Life*

- Fort Madison will attract and retain residents of all ages by providing cultural and recreational amenities such as parks, supporting a thriving downtown and riverfront, and offering high quality jobs and public services.

3. *Infrastructure*

- Fort Madison will encourage economical, efficient expansion and rehabilitation of infrastructure, such as streets and sewers.

4. *Housing*

- Fort Madison will partner with the private sector to encourage a wide variety of quality, affordable housing choices and support re-investment in the existing housing stock.

5. *Land Use and Environment*

- Land use policies will encourage revitalization of existing neighborhoods and quality development in economically strategic areas. Land will be developed with consideration for Fort Madison's unique environmental features, such as the bluffs and the river.



6. *Governance and Civic Participation*

- Public policy and investment decision-making processes will be conducted so as to encourage collaboration and understanding between the city and public.

7. *Hazard Mitigation and Public Safety*

- Growth and development policies should minimize the risk of injury or property damage due to natural hazards or other public safety threats.

Iowa "Smart Planning"

In 2010, the State of Iowa established a set of "Smart Planning" principles and plan elements that cities may include in their comprehensive plans. These guidelines are intended to promote actions and policies that improve economic opportunities, protect natural resources, enhance quality of life, and ensure equitable decision-making processes. The goals of this comprehensive plan, as described above, are in agreement with the Iowa smart planning principles. This plan includes all of the recommended elements of a comprehensive plan. The 10 Smart Planning Principles and 13 comprehensive plan elements, as established in the 2010 Smart Planning Act, are included in the appendix.

Fort Madison Governance Overview

City Council and Mayor

Fort Madison is governed by a mayor and 7-member city council. The mayor and council are elected by the public to set city policies, approve the budget, and determine the tax rate. The council hires a city manager to carry out policies and direct the daily activities of the city. At the writing of this plan, these positions are filled by the following individuals:

- ↗ Mayor – Brad Randolph
- ↗ 1st Ward – Chris Greenwald
- ↗ 2nd Ward – Brian Wright
- ↗ 3rd Ward – Travis Seidel
- ↗ 4th Ward – Jason Huppert
- ↗ 5th Ward – Mark lair
- ↗ At Large – Neal Boeding
- ↗ At Large – Kevin Rink
- ↗ City Manager – Byron Smith

City Staff

The city manager, with oversight from the city council, manages a diverse support staff. City staff members are split into the following departments:

- ↗ Building Department
- ↗ Cemeteries
- ↗ City Clerk
- ↗ Docks & Marina
- ↗ Finance Department
- ↗ Fire Department
- ↗ Library
- ↗ Management Analyst
- ↗ Old Fort Madison
- ↗ Parks & Recreation
- ↗ Police Department
- ↗ Public Works
- ↗ Retired Senior Volunteer Program
- ↗ Zoning

Boards and Commissions

A variety of boards and commissions are appointed to advise the city council on topics of public importance. Any policy recommendations from the commissions are subject to approval by the council. Board and commission members are volunteers appointed by the Mayor, subject to approval by city council. All residents of Fort Madison who are 18 years-of-age and older are eligible to apply for commission positions, though certain qualifications apply for some positions. Fort Madison has the following commissions:

- ↗ Airport Commission
- ↗ Band Commission
- ↗ Board of Adjustment & Appeals
- ↗ Civil Service Commission
- ↗ Construction Board of Appeals
- ↗ Fort Madison SIRRC Commission
- ↗ For Madison Sister City Commission
- ↗ Fort Madison Tourism Commission
- ↗ Historic Preservation Commission
- ↗ Human Rights Commission
- ↗ Library Board of Trustees
- ↗ Old Fort Commission
- ↗ Parks, Recreation & Docks Board
- ↗ Planning & Zoning Commission
- ↗ RSVP Advisory Council

City Code

Ordinances and policies governing the city of Fort Madison are detailed in the City Code. The code includes rules regarding zoning, traffic, police, health, fire, boards and commissions, business operations, building codes, and city administration. The code is available electronically through the city website (<http://fortmadison-ia.com/>) or in paper copy at city hall (811 Avenue E).

Contact

Contact information for the mayor, city council, and all city staff can be found on the Fort Madison website at <http://fortmadison-ia.com/> or by calling (319) 372-7700. The website also lists all current members of Fort Madison boards and commissions.

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2 HISTORY
& PEOPLE



Fort Madison boasts a wide variety of assets, including water and rail access, amenities such as the parks system and the historic downtown, a diverse base of employers offer good-paying jobs, and a low cost of living.

As Fort Madison plans for its future, a first step in the process is to understand its history, culture and population demographics. This chapter examines these trends and makes population projections for the future, thereby providing a solid foundation for subsequent components of this Plan.

A Brief History of Fort Madison

Fort Madison was opened for settlement in 1833, shortly after the land was acquired by the U.S. government in the Black Hawk Purchase of 1832. The original town plat of 1836 included 18 blocks east-west along the Mississippi River (what is now 1st to 18th streets), and 9 blocks north of the river. Old Settlers Parks and Central Park were designated as public squares as part of the original plat. The city was incorporated in 1838, and throughout the next decade Fort Madison established a post office and newspaper, created ferry service across the river, and secured the Iowa State Penitentiary and the position of county seat. By 1850, Fort Madison was home to 1,500 people, making it the 6th largest city in Iowa.

In the 1850s, rail service came to Fort Madison, along with an influx of German immigrants, leading to a nearly doubled population

by 1860 (2,886). Three new residential areas were platted during this decade, including a large addition from 10th to 18th street, south of Avenue L, and two more to the west, near the river. Construction slowed down in the early 1860s, due to the Civil War, but three more additions were platted during this period that continued the extension of Fort Madison along the river and railroad tracks to the west. When the war ended in 1865, Fort Madison entered a period of post-war prosperity. More new businesses and industry began, including basic goods and services in today's downtown district, and lumber and brick-making industries. In 1869 new rail connections opened to the north and south, and in 1870 a new depot was built at the foot of 9th street, both of which encouraged increased business activity.

Fort Madison continued to experience moderate growth throughout the 1870s and early 1880s, but the 1887 arrival of the Sante Fe railroad and its associated bridge across the River kicked off significant growth, taking Fort Madison from 5,000 in 1885 to 9,000 in 1900. A streetcar line was built to connect the east end of Fort Madison to the west end, facilitating the development of the Sante Fe shops and Ivanhoe Park, which became a central community at-

traction, featuring a bandstand, a lake, an amusement park, and a zoo. By 1889, new additions were platted out to 33rd Street south of Avenue G and to 40th street south of Avenue L. Many of these western additions had narrower, less expensive lots geared toward railroad workers. Although Fort Madison was growing west, the downtown business district continued to be the city's primary retail and commercial area.

In the early part of the 20th century, new business and residential development continued in the original town plat and in western additions. The completion of the hydro-electric dam in Keokuk in 1912 reduced electric costs significantly and spurred industrial growth, particularly industry related to the agricultural base. Fort Madison capitalized on its supply of flat, drained land, the Sante Fe Rail and Burlington Rail lines, steamboat service, and the dam to become a manufacturing and shipping center. Sheaffer Pen Company opened in 1906, and by 1917, employed 100 workers (it would eventually grow to 1,800 workers in 1950, and become the largest pen company in the world).

New residential neighborhoods were established throughout the early 1900s to accommodate railroad and industrial workers, including a large addition in 1914 called "Factoria" that extended to the western boundary of town at 36th to provide additional lots for industry and nearby worker housing. When temporary workers were hired for expansions of buildings and rail lines during World War I, many of the workers and their families found permanent homes in Fort Madison, including many Mexican immigrants. By 1920, the population had reached approximately 12,000, and would continue to grow until peaking in 1960.

Steady economic growth continued throughout the 1920s, with the majority of residential development occurring in the western part of town, and prime real estate beginning to occur on top of the bluffs. During the Depression, large employers like Sheaffer Pen and the Railroad helped keep the economy afloat, but construction was limited throughout the 30s and 40s, and population growth

slowed. As automobile use increased, more business development occurred outside downtown, primarily to the west. During World War 2, much of the industry in Fort Madison converted to war-related production.

After World War 2, Fort Madison saw some more development, but population did not increase significantly during this period. In 1946, the Mayor's Civic Planning Committee was formed to plan for future growth, recommend improvements for town, and prioritize capital improvement projects. Their recommendations included plans to address substandard houses, public infrastructure support for new development, and zoning for developing areas. Sante Fe Rail and Sheaffer Pen remained top employers during this time, and many new residential additions were platted (Storms Court, Richards Drive, and others), most of which were concentrated west of 26th and north of Avenue G. Rodeo Park developed in 1947 and began annual rodeos the next year, which continue today. US 61 was rerouted to Avenue H in 1952, which remained the official highway until the bypass was constructed in 2010. In 1960, Fort Madison's population was at its peak, and the town offered 3 banks, 2 movie theaters, the Cattermole Library, 2 railroads, 3 bus lines, 204 retail establishments and a wide variety of industry.

Over the past several decades, Fort Madison has experienced a population decline similar to many small towns across the state, as more people moved to larger cities, farming and industry mechanized to require fewer workers, and highways replaced water and rail as the country's favored means of transport. Despite a population decline, Fort Madison still boasts a wide variety of assets, including water and rail access, amenities such as the parks system and the historic downtown, a diverse base of employers offer good-paying jobs, and a low cost of living. This plan will examine these and other assets, along with the challenging issues of today, to inform recommendations for the next chapter of Fort Madison's history.

Population Trends and Demographics

This section presents changes in the characteristics and dynamics of Fort Madison’s population. A basic understanding of these dynamics is essential to inform recommendations for public policies and investments.

Fort Madison’s population has been steadily declining for the past 50 years (Figure 1.1). Some nearby cities, such as Keokuk and Burlington, have experienced similar rates of decline, while other cities, such as Oskaloosa and Pella, have grown (Table 1.1). For this analysis, the population of Fort Madison has been adjusted to exclude the prison population.

Fort Madison experienced a net out-migration of population from 2000-2010. This was calculated by comparing expected population (based on applying average birth and death rates to 2000 census numbers) to the actual 2010 population. This comparison provides an indication of whether the city experienced growth (or decline) beyond natural population change (births and deaths). The actual 2010 population is - 4.1% lower than predicted, which indicates out-migration (Table 1.2).

Table 1.1 Population Change for Fort Madison and other Iowa cities

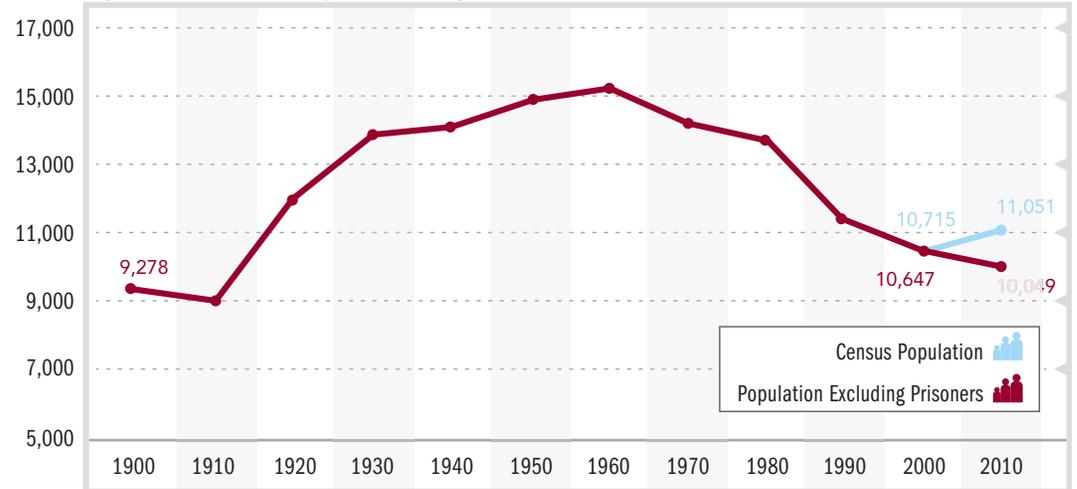
City	2010 Population	% Change 1960-2010	% Change 2000-2010
Fort Madison*	10,049	-34.1%	-5.6%
Oskaloosa	11,463	3.7%	4.8%
Keokuk	10,780	-33.9%	-5.7%
Newton	15,254	-0.8%	-2.1%
Muscatine	22,886	15.5%	0.8%
Mt Pleasant	8,668	18.1%	-0.9%
Pella	10,352	99.2%	5.3%
Burlington	25,663	-20.9%	-4.4%

* Population adjusted to exclude prison population
Source: U.S. Census Bureau 2010

Table 1.2
Expected & Actual Population 2010



Figure 1.1 – Historical Population Change in City of Fort Madison, 1900-2010



Fort Madison experienced an upward shift in the age distribution of its population from 2000-2010 (Figure 1.2) as the baby boomer generation (ages 45-64 in 2010) moved through the life-cycle. This generation represents a large portion of the population, and their aging can have important socio-economic implications, including demand for new services and housing.

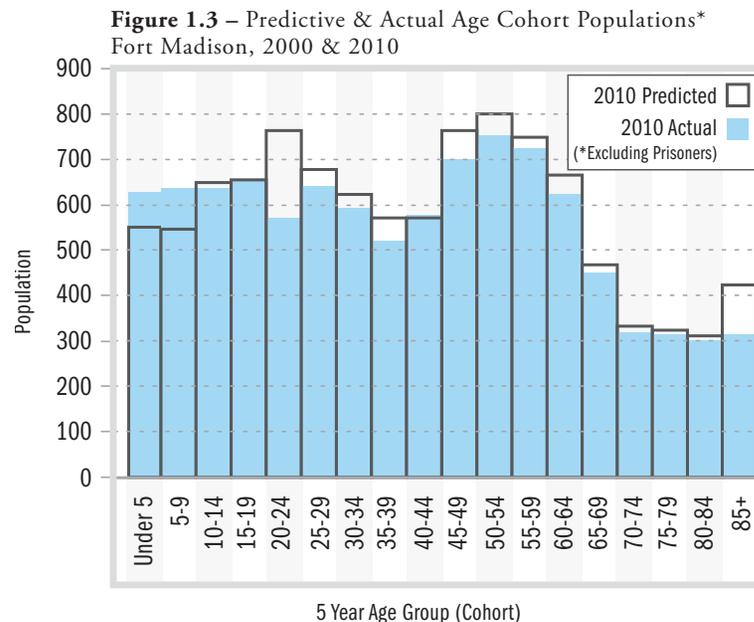
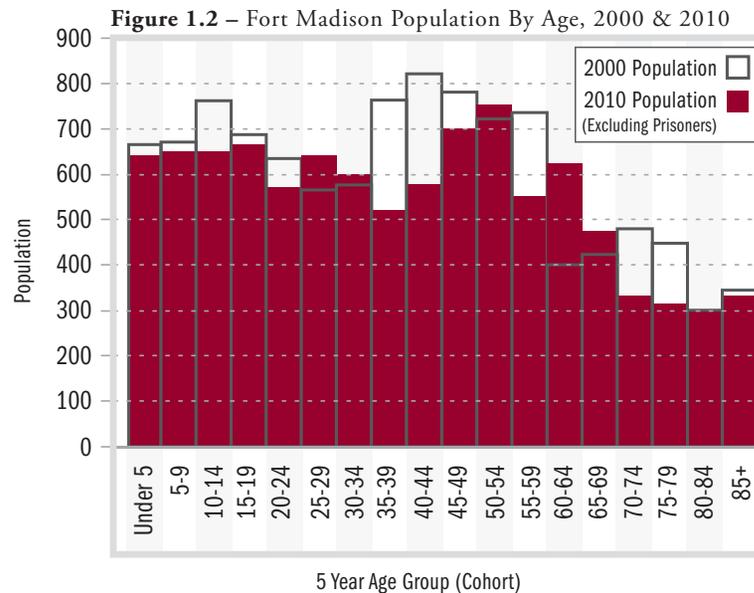
Fort Madison's population loss is most pronounced in the 20-29 age group. Figure 1.3 shows that the expected (predicted) population for this group in 2010 is much higher than the actual population, indicating an out-migration. Surprisingly, the 0-9 age group population was higher than expected, even though the young adults (20-39 year-olds) most likely to have young children were migrating out. This could indicate that adults in the community are having more children than averages would predict.

The proportion of minority residents in Fort Madison increased slightly from 2000-2010, in keeping with state-wide trends. Although total population decreased by 6%, individuals identifying as black, multi-racial or Hispanic increased (Table 1.3).

Table 1.3 - Selected Race and Ethnicity Distribution, 2010

	Fort Madison*	Iowa	% Change 2000-2010 Fort Madison	% Change 2000-2010 Iowa
TOTAL POPULATION	10,049	3,046,355	-6%	4%
RACE				
White	91.7%	91.3%	-7%	1%
Black	2.8%	2.9%	2%	44%
Two or More Races	2.7%	1.8%	101%	68%
Some Other Race	1.8%	1.8%	-27%	50%
ETHNICITY				
Hispanic/Latino	6.7%	5.0%	16%	84%
Not Hispanic/Latino	93.3%	95.0%	-7%	2%

*Adjusted to exclude prison population



Population Projections

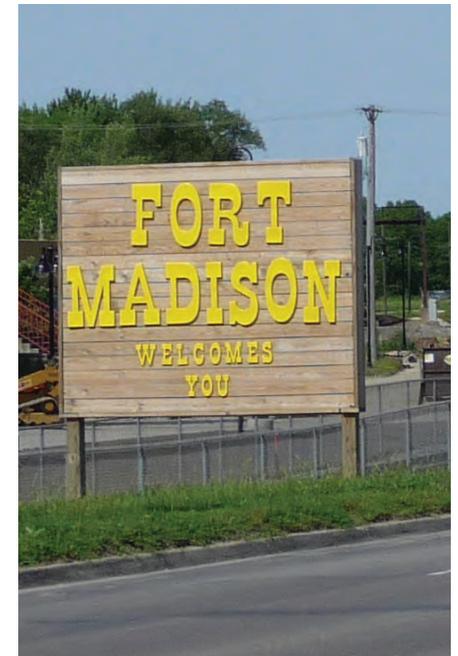
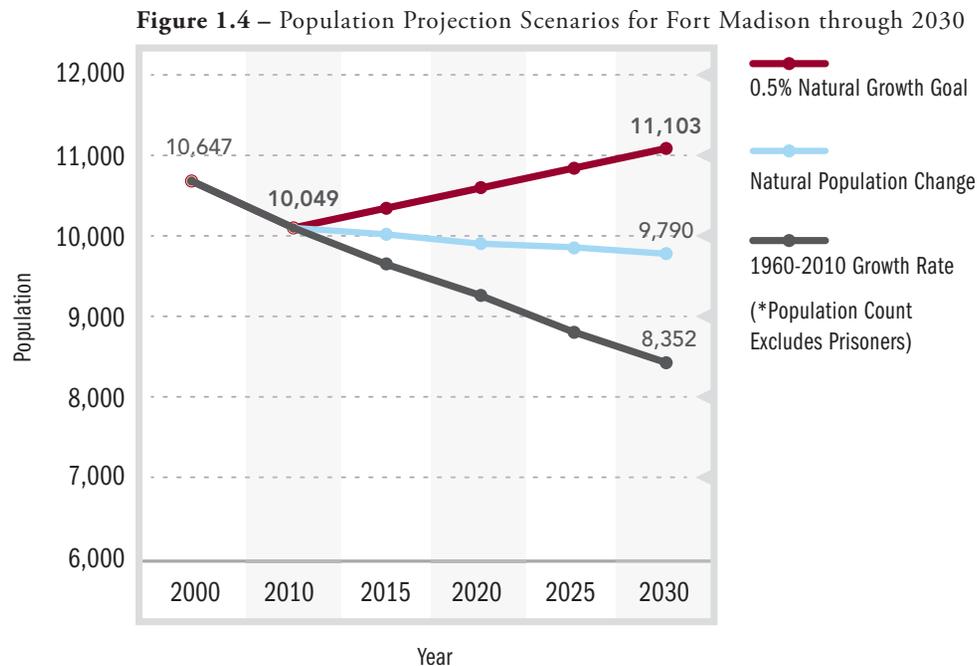
Population projections can help Fort Madison plan efficiently for future land use and community service needs. Projection scenarios are typically formed by evaluating historical trends in population and construction activity, and then projecting these trends out toward the future. However, due to the history of decreasing population, the steering committee chose to add a population goal scenario, rather than projecting a continued decline.

Figure 1.4 presents the following growth scenarios:

Natural population change: The expected population based solely on births to deaths (does not include migration). This is not a realistic growth scenario - it is shown for comparison purposes only.

1960-2010 Growth Rate: Expected population if decline continues at the rate of the past 50 years.

0.5% Annual Growth Goal: Reflects Fort Madison's goal to reverse population decline by attracting and retaining residents. **The subsequent projections in this plan are based on the 0.5% annual growth goal for Fort Madison, which predicts a 2030 population of 11,103.** It is important to keep in mind that this growth rate is a goal, and can therefore potentially overstate future needs for land, housing and public services. However, since citizens of Fort Madison have stated that population increase is a goal, it is important to understand the impacts that scenario would have.



A decorative background featuring a large, stylized, light gray floral or scrollwork pattern that frames the text. The pattern consists of intricate, symmetrical designs with swirling lines and leaf-like motifs.

3 LAND USE,
ENVIRONMENT
& NATURAL
HAZARDS



Land use is the central element of a comprehensive plan because it establishes the overall physical configuration of the city, including the mix and location of uses and community systems. The land use plan is a statement of policy, and public and private decision makers depend on it to guide individual actions such as land purchases, project design, and land review processes. This chapter reviews existing land use and environmental features in Fort Madison, projects future land needs, presents a concept for a new development area, and provides a future land use map.

RECOMMENDATIONS SUMMARY

- ✔ Use the “principles of future land use and development,” along with the future land use map, as criteria for reviewing new subdivisions and other land use proposals (p.24 & p.34-35)
- ✔ Use the 48th street development concept as a guide for land use and transportation decisions in that area (p.26-27)

- ✔ Require the preservation of floodplains and other sensitive natural areas to create a system of greenways that enhances flood mitigation, recreation, and the environment (p.28)
- ✔ Encourage new residential developments to apply the core principles of connectivity, strategic location, and housing diversity (p. 29)
- ✔ Consider prohibiting new development in the 100-year floodplain, with exclusion for low intensity uses such as trails & parks (p.30)
- ✔ Continue to pursue Annexation Area 1 (Highway 2/61 interchange) as the top priority for annexation (p.31)
- ✔ Base all annexation efforts on this six-point strategic, market-oriented strategy (p.32-33):
 - ◆ Pursue voluntary annexation (including 80/20 rule)
 - ◆ Initiate outreach to property owners in target areas
 - ◆ Negotiate development agreements
 - ◆ Wait to zone future land uses until annexation is imminent
 - ◆ Prioritize contiguous parcels for annexation
 - ◆ Use extra-territorial zoning selectively to zone the annexation areas as “Agriculture” in the next year.
- ✔ Use the Future Land Use Map (Figures 3.12-3.13), the Land Use Criteria Table (Table 3.4), and the Land Use Compatibility Table (Table 3.5), along with the Land Use Principles on page 24, as criteria for reviewing new subdivisions and other land use proposals (p. 34)
- ✔ Revise zoning ordinance and subdivision regulations to remove any unnecessary impediments to development or the implementation of this plan, per the zoning review in the appendix (p.34)

EXISTING LAND USE

This section presents an existing land use inventory, which classifies parcels of land in Fort Madison according to their use. About 76% of Fort Madison’s total land area in city limits is developed. The character of each land use category is described in Table 3.1, followed by a map of existing land use in Figure 3.1 and an overview of the amount of land in city limits by category in Table 3.2.

Compared to other Iowa cities of similar size, Fort Madison has a higher percentage of its developed land devoted to industrial uses (2-3 times that of several comparison cities), due in part to the minimally developed industrial areas along the river, and the existing stock of vacant industrial land. The amount of land devoted to commercial activity is relatively low compared to comparison cities. The appendix includes tables that provide detailed numbers of land use distribution for Fort Madison and comparison cities such as Oskaloosa, Pella, and Manchester.



Table 3.1 – Land Use Categories

Category	Description
Residential 33% of developed land	<ul style="list-style-type: none"> ↗ Low density (single family and duplex) residential is the most prevalent residential use. ↗ Multi-family housing accounts for 3.5% of residential land use (by acreage). ↗ Average residential density is approximately 6.7 persons per developed residential acre.
Commercial 4% of developed land	<ul style="list-style-type: none"> ↗ Includes uses such as offices, restaurants, services, and retail stores. ↗ Primary commercial areas are downtown, Old Sante Fe (Avenue L, 23rd to 27th), and Avenue O (west of 48th)
Industrial 19% of developed land	<ul style="list-style-type: none"> ↗ Includes warehousing and general industrial (e.g. - manufacturing). ↗ Most Industrial uses concentrated along the Railroad/River and the far Southwest corner of town, in addition to the DuPont campus north of Ivanhoe Park.
Civic 4% of developed land	<ul style="list-style-type: none"> ↗ Includes public buildings and lands, public school property, health facilities (hospital), and civic uses such as cemeteries and churches.
Parks and Recreation 6% of developed land	<ul style="list-style-type: none"> ↗ Includes parks such as Rodeo Park, Ivanhoe Park and Riverview Park.
Utilities, Misc. 14% of developed land	<ul style="list-style-type: none"> ↗ Includes utilities, airport, and prison property
Right-Of-Way (ROW) 20% of developed land	<ul style="list-style-type: none"> ↗ Includes roads and rail lines and the right-of-way along their edges
Agricultural, Natural Areas 23% of total land area in city limits	<ul style="list-style-type: none"> ↗ Includes land used in productive agriculture, agricultural residential (farmsteads) and undeveloped natural areas (not including water). ↗ Mostly located in the northwest and the industrial area in the far southwest.

Table 3.2: Land Use in Fort Madison, 2012

Land Use Category	Acres	% of Developed Land	Acres per 100 people
DEVELOPED LAND	4,549.7		
Residential	1497.6	32.9%	14.90
Low Density	1420	31.2%	14.13
Medium Density	31.6	0.7%	0.31
High Density	21.4	0.5%	0.21
Mobile Homes	24.6	0.5%	0.24
Commercial	172	3.8%	1.71
Industrial	840.7	18.5%	8.37
Civic/Public	194.8	4.3%	1.94
School	79.1	1.7%	0.79
Health Facilities	41.8	0.9%	0.42
Churches and Cemeteries	73.9	2.0%	0.74
Public	43	0.9%	0.43
Parks and Recreation	279.4	6.1%	2.78
Utilities, Misc.	657.1	14.4%	6.54
Utilities	42	0.9%	0.42
Airport	126.5	2.8%	1.26
Prison	366.9	8.1%	3.65
Rail Yard	121.7	2.7%	1.21
Right-Of-Way (Roads, Rail)	908.1	20%	9.04
UNDEVELOPED LAND (excluding water)	1,425.3		14.18
Agriculture & Ag Residential	1,179		11.73
Vacant Urban Land	73.1		0.73
Open Space	173.2		1.72
Water-bodies	2,533.2		
TOTAL LAND (excluding Water)	5,975		50.46

Sources: Fort Madison GIS data; Lee County Assessor; RDG Planning and Design 2012

LAND NEED ANALYSIS AND PROJECTIONS

Chapter 2 presented a population goal of 11,103 people for the year 2030 (0.5% annual growth rate), an increase of 1,054 over the 2010 population. If this growth is realized, it will increase the need for residential, commercial and industrial land. The planning team used current population and household trends to estimate the number of housing units that would be needed to accommodate the 2030 population goal. Based on the projected need for housing units and existing land use patterns, the team then estimated the amount of residential, commercial and industrial land that should be reserved to accommodate the goal population growth. These projections are shown in Table 3.3.

The estimates in Table 3.3 should be viewed as the high end of how much land development Fort Madison could experience. The actual need may prove to be lower, since the estimates reflect a growth goal that is significantly higher than what current trends would suggest. Also, Fort Madison already has a supply of vacant Industrial land that could be used for new development, thereby diminishing the potential need for new industrial land. It's important for Fort Madison to consider all these factors in order to most accurately anticipate land needs. While too little land can limit growth, designating too much land can produce inefficient land patterns, scatter development, restrict other land uses, and require residents to travel excessive distances.

Table 3.3 – Additional Housing and Land Need Projections for 2030, Assuming a 0.5% Annual Growth Goal (from 2010-2030)

Number of Housing Units	496 units (Average 25/year)
Residential Land	269 Acres
Commercial Land	23-27 acres
Industrial Land	113-132 acres
Total Potential Land Need	428 acres

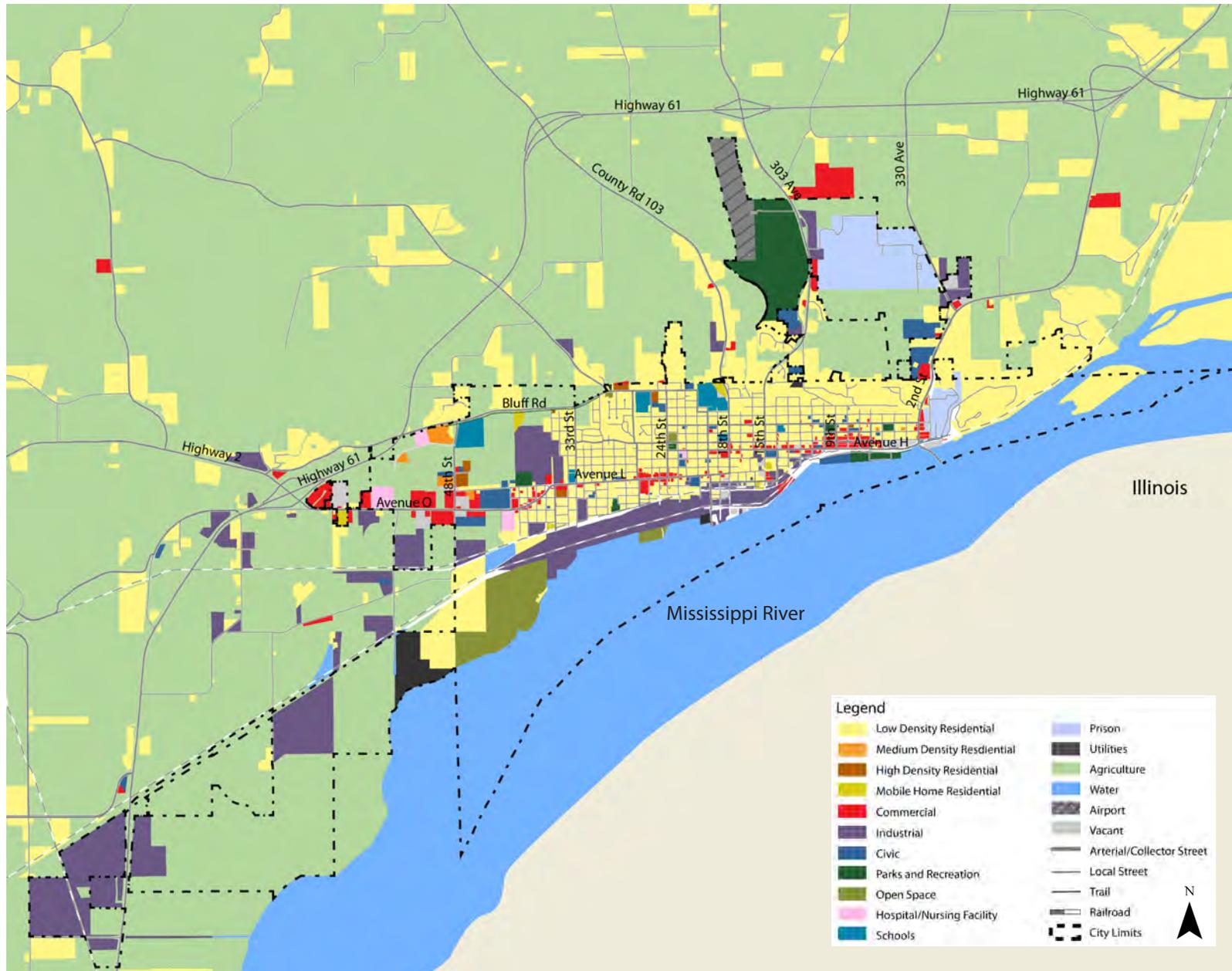


Figure 3.1 - Existing Land Use in Fort Madison

There are approximately 1,180 acres of agricultural land and 70 acres of vacant urban land in existing city limits, however, much of this land is in the southwest industrial area and is not suitable for residential or commercial uses. The development concept later in this chapter will show options for where potential land needs can be fulfilled.

The projections in Table 3.3 use the following assumptions:

- ↗ Average people per household = 2.26 (Average was 2.27 in 2000 and 2.26 in 2010).
- ↗ Housing vacancy rate will decline from 11.2% to 8.8%. An optimal rate is between 5-8%. The projected decrease reflects an intention to encourage greater use of the existing housing stock.
- ↗ Demolition = 6 units per year (based on age of housing stock)
- ↗ Housing mix and gross densities will be:
 - ◆ Single Family Detached: 75% of total units; 3 units per acre
 - ◆ Single Family Attached (townhomes, duplexes): 7% of units , 6 units per acre
 - ◆ Multi-family (Apartments and Condos): 18% of units, 12 units per acre. This represents a moderate increase in single family attached/duplex and multi-family housing. Multi-family and attached single-family options such as townhomes, condominiums and apartments are expected to grow in popularity nation-wide as the Millennial generation looks for affordable options and baby boomers look to retire to smaller homes or condos. Given Fort Madison's high growth among the baby boomer generation, and its expressed desire to attract the younger Millennials, it is practical to plan for an increase in housing diversity.
- ↗ Designated residential land is twice the area needed for construction to provide market choice and prevent artificial inflation of land cost. Designated commercial/industrial land is 1.5 times the need.

- ↗ Population growth and new residential development correspond directly with additional commercial and industrial development.
- ↗ Commercial projections consider neighborhood and community-oriented commercial development but do not fully consider regional retail facilities. Because regional commercial development is not closely related to changes in a community's population, it is difficult to accurately estimate future demand. Some regional development could be expected at the new bypass interchanges, but the presence of significant commercial opportunities 20 miles to the north (Burlington) makes regional commercial development less likely for Fort Madison.

Additional explanation regarding the projection methodology and detailed tables of the projections are provided in the Appendix.

A Note on Industrial Land Projections:

The demand for industrial development is linked in part to industrial attractors such as infrastructure capacity and labor force characteristics, rather than exclusively to population growth. In contrast to residential or commercial uses, a single major corporate decision can dramatically increase (or decrease) the projected industrial demand. Active recruitment of industrial development or expansion of existing facilities can affect land needs beyond those dictated by population growth. All these factors make it difficult to predict industrial land need accurately.



NATURAL RESOURCES AND ENVIRONMENT

Each community has natural assets and features that affect how it can develop and grow. Before determining a future land use plan, a comprehensive plan should consider how to preserve natural resources and work with, rather than against, natural systems. A town's environmental structure helps define a sense of place and has a tremendous impact on quality of life. This plan will consider potential impact on Fort Madison's natural resources when making recommendations.

WETLANDS, HYDRIC SOILS AND WATERSHEDS

Fort Madison has large areas in the floodplain along the river, and smaller strips of flood threatened areas along minor creeks and drainage areas. Figure 3.2 shows all water bodies, the 100 and 500-year floodplains, wetlands and hydric soils in the Fort Madison area. The development concept shown later in this chapter preserves many of these hydrologically significant areas as greenways (i.e. natural areas), to preserve their natural stormwater management function, provide natural habitat, enhance the parks system, and mitigate flooding.

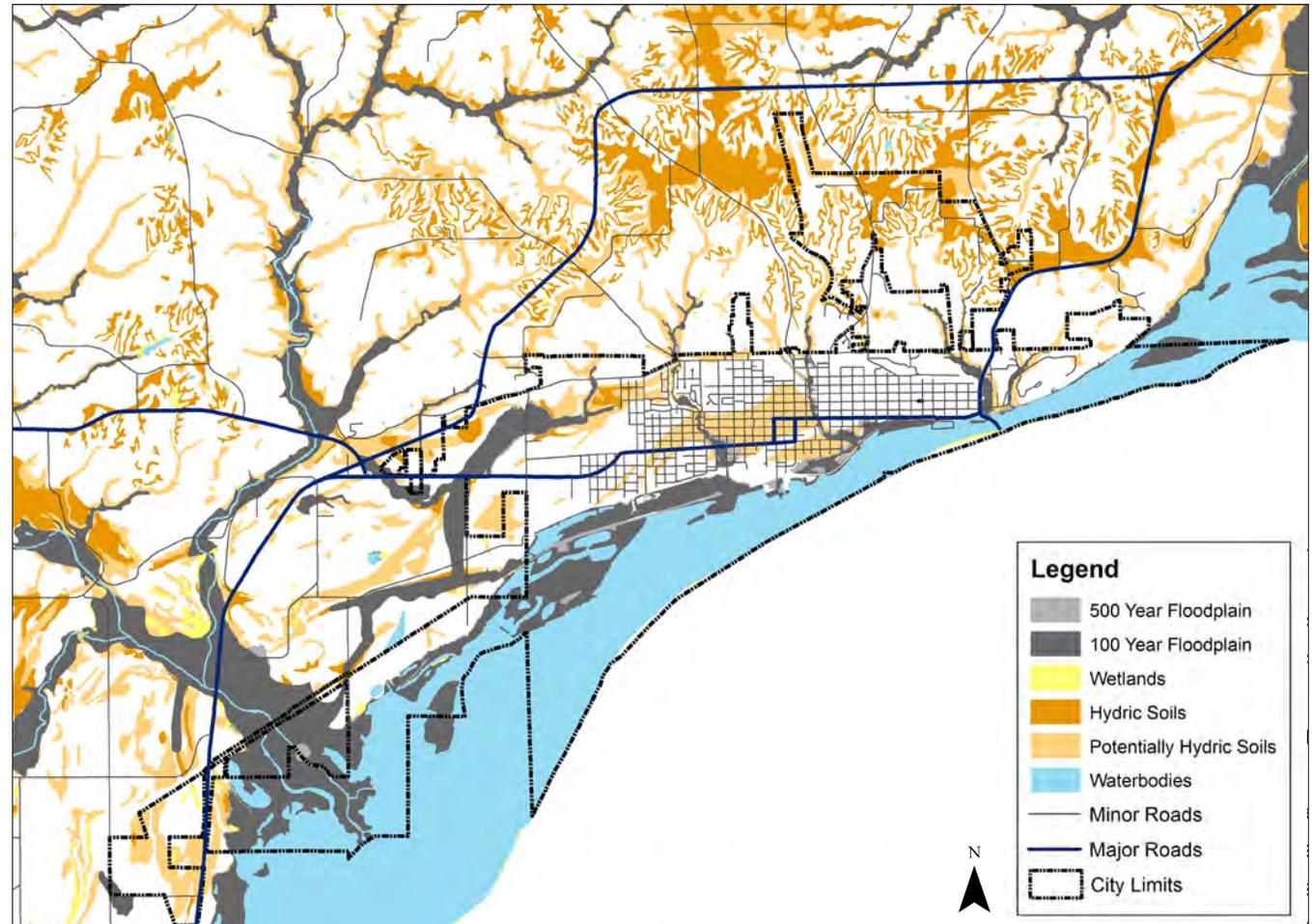


Figure 3.2 – Fort Madison Hydric Soils and Floodplains

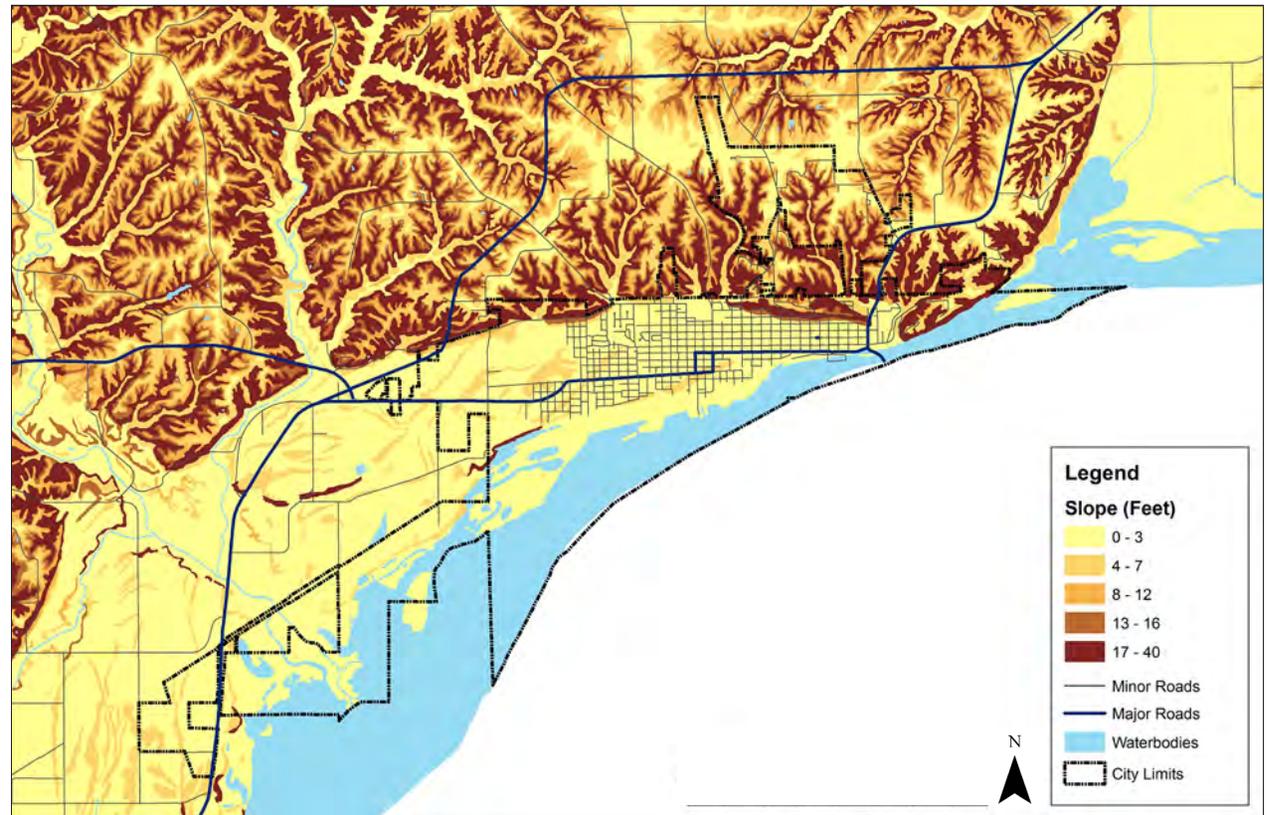
Wetlands are areas of poorly drained soils characterized by permanent or temporary soil saturation and occasionally standing water. Wetlands perform an important ecological function by absorbing and slowing floodwaters, and providing a unique habitat for plants and animals. Wetlands are protected by state & federal law and should be preserved as part of any new development.

Hydric soils are soils that have a high capacity to detain water. Hydric soils capture and detain rainwater, releasing it more gradually into Fort Madison's minor drainage-ways, which mitigates stream bank erosion and flash flooding. Allowing hydric soils to perform this function is an important part of a stormwater management plan.



Figure 3.3 - Flint-Henderson Watershed. Source: Iowa DNR Interactive Mapping

Figure 3.4 – Fort Madison Topography



WATERSHED

Fort Madison is part of the Flint-Henderson watershed, which includes Burlington, Keokuk, and portions of 11 counties in Iowa and Illinois (Figure 3.3: note - the Figure does not show the Illinois portion of the watershed). A watershed is an area of land in which all water drains to the same place. Communities which share a watershed often have inter-related or shared water issues, and may have an interest in collaborative efforts related to water quality and flood control.

TOPOGRAPHY

Topography is the form of the earth’s surface, including changes in elevation. Topographic analysis helps determine areas where development should be avoided or where potential constraints may exist. It’s important to protect steep or otherwise erodible slopes because their disturbance will result in environmental problems such as soil erosion. Fort Madison has dramatic topographical changes (Figure 3.4) ranging from flatter areas near the river, to the bluffs north of town. The development concept in Figure 3.7 favors developing where topographical barriers to infrastructure provision are minimized.

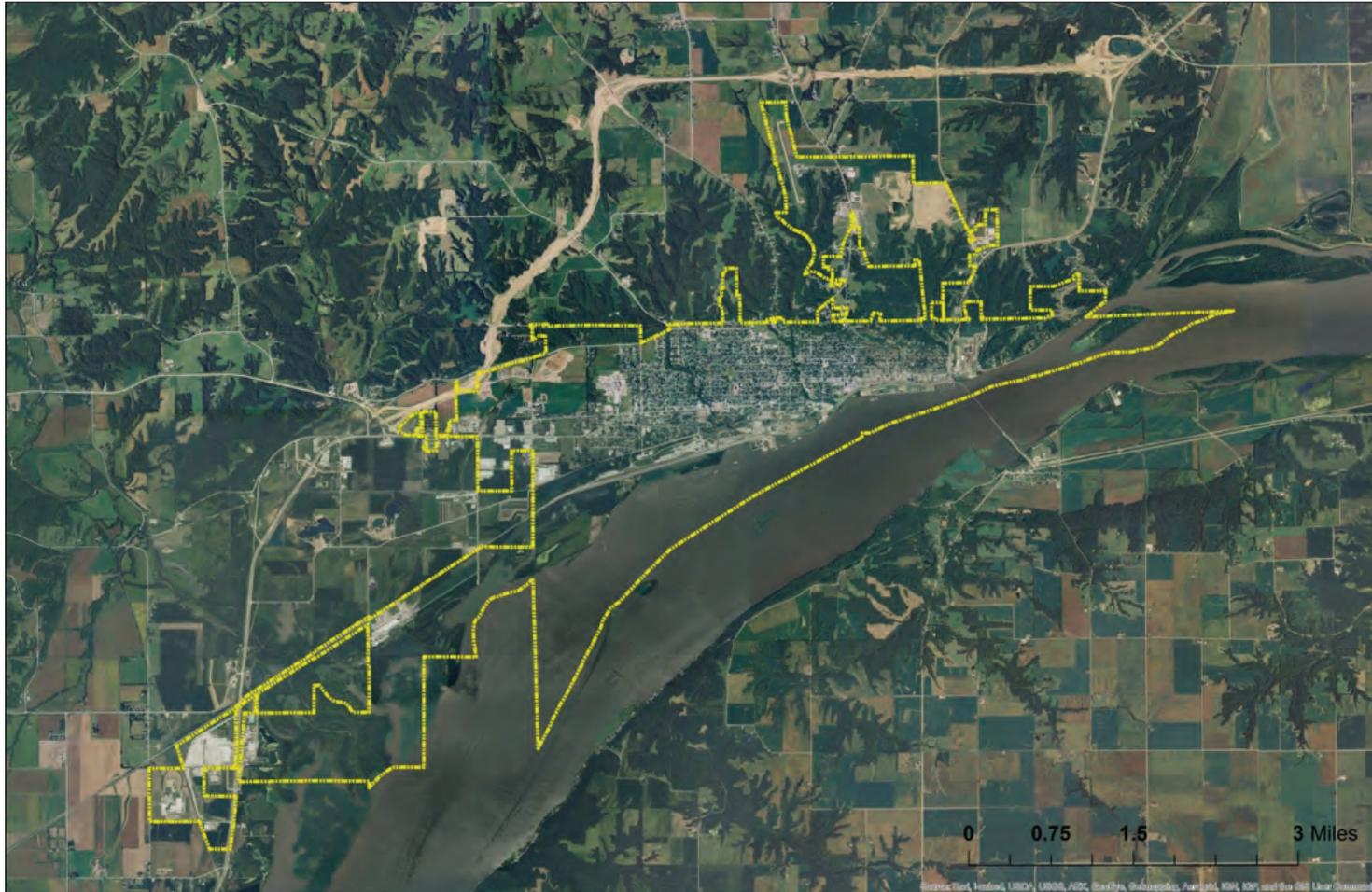


Figure 3.5 – This Aerial of Fort Madison shows forested and other natural areas.

NATURAL AREAS

Natural Areas include resources such as rural forest lands, native forest communities, woodlands, conservation areas, areas of biological diversity, plantations, and urban forests. The bluffs area immediately north of Fort Madison is heavily forested, while undeveloped flatter land closer to the river is generally cleared for

agricultural uses (Figure 3.5). Developmental impacts on natural areas should be considered as new land uses are established, with detrimental impacts minimized. Because natural areas are present in small areas throughout the city, impacts will need to be considered on a case by case basis, as properties are developed.

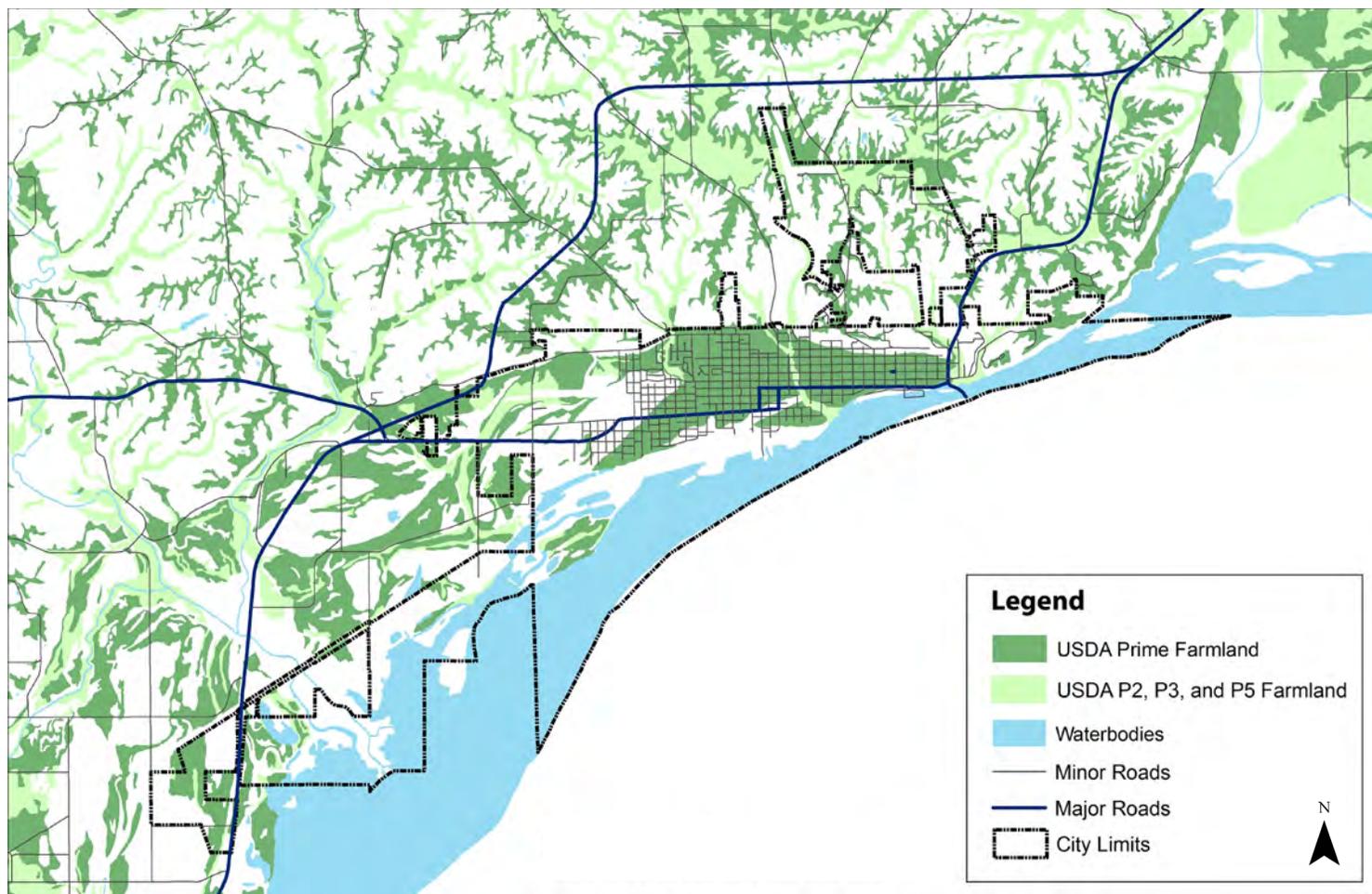


Figure 3.6 - USDA Prime Farmland Ratings in Fort Madison area

PRIME AGRICULTURAL LANDS

Agriculture is an important part of Fort Madison’s landscape and character, and prime agricultural lands can be exposed to development pressure as a city grows. The USDA defines certain soils as “prime” agricultural land. As Figure 3.6 illustrates, the largest section of prime farmland is in the core of the developed area of the city, where it is obviously used for non-agricultural purposes.

Because of the extreme topography of the area, land that is flat enough to be prime farmland will likely also be a target for urban development. However, the development concept later in this chapter presents a concept for contiguous development that uses new land as efficiently as possible, thereby reducing the amount of prime farmland that is taken out of production. Infill development, discussed in chapter 4, will also limit the amount of farmland that is lost.

NATURAL HAZARDS

The City of Fort Madison Pre-Disaster Mitigation Plan (updated 2010) identifies natural hazards that are most relevant to the Fort Madison area, such as Tornado, Winter Storms, and Flooding, and provides strategies for hazard mitigation. Some of the strategies that relate most directly to land use and the natural environment include:

- Relocate water treatment plant out of the floodplain – completed in 2010
- Maintain and enforce citywide zoning (protects against flood, fire)
- Public education on natural hazards (all hazards)
 - ◆ Requirements of floodplain ordinance
 - ◆ Precautions to take during severe weather



DEVELOPMENT & LAND USE RECOMMENDATIONS

Fort Madison's Land Use Plan should establish a development vision, identify directions for future growth, maintain and enhance the quality of existing development, and provide a sound basis for public and private decisions. This section of the document outlines the principles that underlie Fort Madison's future land use and environmental preservation, provides an overall development concept for new growth areas, recommends future land uses, and discusses annexation options. This land use framework is guided by the goals of the comprehensive plan (Chapter 1).



PRINCIPLES OF FUTURE LAND USE AND DEVELOPMENT RECOMMENDATION: Fort Madison should use the following 10 principles of land use development as criteria for reviewing new subdivisions and other land use proposals.

These land use principles are illustrated through the recommendations of this plan, particularly chapters 3-6. These principles can be used in conjunction with the future land use map to evaluate development proposals.

1. Encourage compact, contiguous, and fiscally responsible development

Fort Madison can reduce costly infrastructure extensions such as water, sewer and roads by developing on under-utilized infill properties or in strategic areas adjacent to existing development. Compact, contiguous development can enhance quality of life by reducing travel distances, preserving open spaces, and encouraging development that is "human-scale" rather than designed solely for the car. By reducing the physical footprint of the city, Fort Madison can minimize its intrusion onto natural areas and farm land.

2. Support and revitalize existing neighborhoods

Infill development supports the economic and social value of Fort Madison's existing neighborhoods by promoting investment in established areas, rather than solely at the fringe. Fort Madison must balance new growth with support of its established neighborhoods in order to preserve community character, respect all residents, and make full use of existing infrastructure.

3. Preserve sensitive environmental features

Preserving key natural areas can protect plant and animal habitats, increase property value for adjacent development, enhance and connect the park system, and reduce flash-flooding by providing natural stormwater drainage. A network of natural areas, or "greenways," would enhance community character and make Fort Madison more attractive to new residents. The greenways protect wetlands, hydric soils, floodplains, drainage-ways, and wooded areas.

4. Promote diverse housing choices

Housing needs and preferences are changing. The mortgage crisis and economic downturn of 2008-2009 has inspired a greater preference for affordable and/or rental options. At the same time, the baby boomer and Millennial generations are demonstrating a growing preference for smaller lot homes and multi-family housing. Fort Madison can increase its appeal to potential residents by providing housing options for a diverse population.

5. Plan for community amenities such as parks

Parks, open spaces, schools, and other public places can serve as neighborhood focal points that promote community activity, personal interaction, and a sense of place. Fort Madison's parks and greenways can serve as an attraction for potential residents and encourage new development around their perimeter.

6. Provide a multi-modal and continuous transportation network

A network of streets, bikeways, and pedestrian paths should provide connectivity throughout Fort Madison and accommodate a diverse set of mobility needs and preferences. Street networks should promote safe, livable neighborhoods by providing a hierarchical street structure that channels traffic onto the appropriate avenues, while providing well connected routes that make both private travel and public service provision more efficient. Providing walking and bicycling options encourages wellness, independence, energy conservation, and Fort Madison's "small town feel."

7. Enhance public safety and minimize hazard risk

Preserving floodplains and natural drainage-ways to manage storm-water minimizes the risk of injury and property damage due to flooding. A well-connected and multi-modal transportation network promotes better emergency service provision and evacuation routes in case of large-scale hazards. A mixture of land uses within neighborhoods enhances security by creating activity and "eyes on the street" throughout the day.



8. Develop balanced neighborhoods that enhance community character

Balanced neighborhoods provide residents with easy access to a variety of places to live, shop, work, play and engage in community life. Mixing compatible uses, such as a corner store or school in a residential neighborhood, creates dynamic and resilient communities that promote efficiency in infrastructure provision and travel times. Balanced neighborhoods provide a variety of housing options, access to open space, and contain activity centers such as parks, schools, civic centers, or commercial areas that are well connected to surrounding neighborhoods. Appropriate transitions should be made between higher intensity uses, such as industry, and lower intensity uses, such as homes.

9. Encourage private investment to promote economic development

Fort Madison's public investments in streets, water and sewer infrastructure, parks and schools can be leveraged to promote private investments. When strategically located, a new park or school can inspire private residential development, while targeted infrastructure improvements can attract new industry.

10. Make decisions in a transparent and collaborative manner

Land use and environmental decisions should be made through a transparent process, with opportunity for input from all citizens and affected entities, such as the county, neighboring towns or the school district. Creation and implementation of land use decisions should be a shared responsibility that promotes the equitable distribution of development benefits and costs.

DEVELOPMENT CONCEPT

All new development should be guided by the principles of the previous section. This section provides specific recommendations for following those principles, using development concept for the 48th street area as an illustration.

The 48th Street development concept in Figure 3.7 shows priority locations and configurations of new residential, commercial, park/natural areas, and streets. The comprehensive planning team worked with city staff and residents to determine the most likely and desirable pattern for development in this area, if-and-when the current property owners decide to sell or develop the land.

The need to create a strategic concept for this growth area arises from several factors:

- Setting priority growth patterns helps the city plan for public investments such as infrastructure, and provides property owners with a potential future scenario that can help them make buying and selling decisions.
- Local developers and residents expressed that there is a lack of developable lots in city limits.
- A land need projection based on a population goal for the year 2030 (p.5, Table 3.3), estimated a need for approximately 270 acres of residential land and 25 acres of commercial land for growth.

This particular area was targeted for the development concept based on the land use principles defined above, and several key factors:

- Infrastructure: Connections to existing infrastructure (water, sewer, streets) already exist or extensions are financially feasible
- Environment: The land is relatively flat and there are available areas with low or zero flood risk.
- Location: The area is close to several new growth magnets, including the new high school, sports complex, bypass, and hospital. The land is adjacent to existing neighborhoods and is already in city limits.

The development concept shows proposed location of greenways, trails, parks, streets, residential, and commercial development. These components are described in greater detail below. The concept exemplifies many of the “principles of future land use and development” described above. This concept shows 190 acres of residential development, 12 acres of commercial, and 40 acres of mixed use (commercial & office mix).

RECOMMENDATION: City decision-makers and private developers should use the 48th street development concept in Figure 3.7 as a guide for development in this strategic growth area, and draw on the principles of this concept (detailed on the following pages) for all new growth areas.



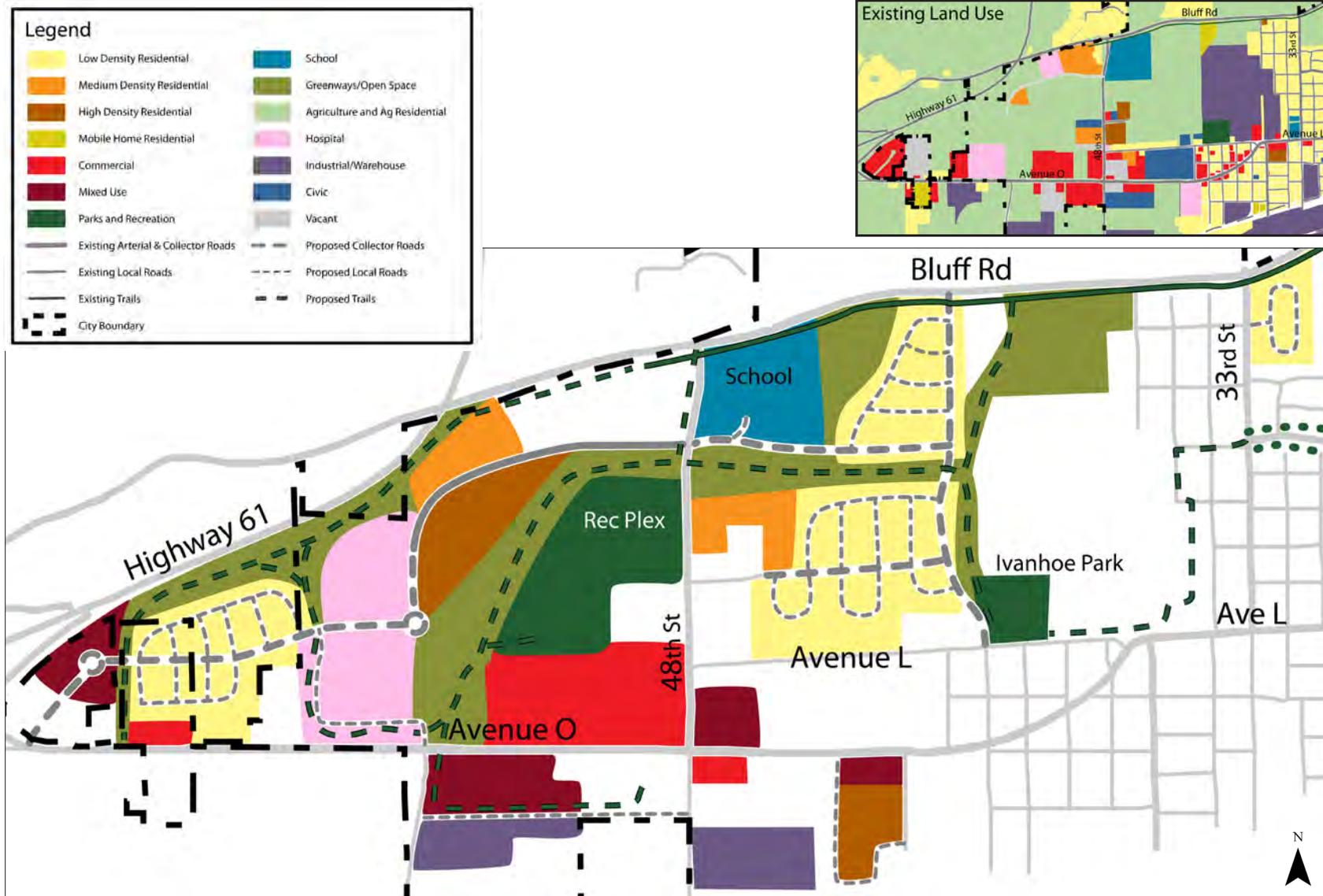


Figure 3.7 – Development Concept for 48th Street Growth Area: This concept shows a strategic and feasible pattern for new land use, streets and trails on undeveloped land in the Northwest part of Fort Madison. The implementation of this concept will depend on the decisions of private land owners, developers and the city (White spaces on the map indicate areas that would not change use.)

Greenways, Trails, and Parks

The 48th Street development concept works with the natural environment by preserving a connected system of natural areas, or “greenways.” Figure 3.2 established the framework for this greenway system by mapping Fort Madison’s wetlands, hydric soils, floodplains, and waterways. If these sensitive hydrological areas are protected from development, as shown in the concept in Figure 3.7, it will produce a variety of benefits:

- **Stormwater & Flood Management:** As mentioned previously, greenways help reduce the risk of flooding by giving stormwater a place to infiltrate into the ground and re-enter waterways.
- **Park Connections:** A greenway and trail could connect the new sports complex to the new middle school, and then to Ivanhoe Park. This provides a safe pedestrian/bicycle connection between the new complex and Fort Madison’s existing neighborhoods and schools.
- **Hazard Mitigation and Public Safety:** Preserving floodplains as natural areas reduces the risk of property damage and public endangerment due to flooding. This concept avoids placing new structures directly in the floodplain.
- **Transportation Safety:** The off-street trail connections shown in the greenways would allow children to travel more safely between park and school destinations, by avoiding busy streets.
- **Increased Property Values:** The greenway provides a natural amenity that, if properly maintained, can raise adjacent property values
- **Water Quality:** Greenways can reduce water pollution by filtering contaminants out of rainwater runoff before it re-enters the water supply.
- **Plant and animal habitat preservation**
- **Enhanced community/neighborhood identity**

RECOMMENDATION: The City’s subdivision and development review processes should require preservation of floodplains and other sensitive natural areas (such as wetlands) to create a system of greenways that enhances flood mitigation, recreation and the environment.

Sports Complex

New residential development in the 48th street growth area will create a new demand for a neighborhood park. This plan recommends that the sports complex reserve 3-5 acres of the site for neighborhood park amenities, such as a playground, picnic tables, and open play space. Discussion of this recommendation and other aspects of the park system are covered in chapter 5.

A stream corridor surrounded by greenway helps manage stormwater from an adjacent residential development. The greenways proposed for the 48th street growth area would serve this function. ▼



Residential Development

RECOMMENDATION: The City’s subdivision and development review processes should encourage new residential developments to apply the 3 core principles described below, as demonstrated in the development concept.

1. Connectivity

New residential growth should create quality neighborhoods that are well connected to each other and the rest of the town. Isolated pods of residential development should be avoided. Figure 3.7 shows new residential areas that are connected to the existing city through a network of local streets, trails and greenways. These connections create access to a variety of amenities and services, such as parks, commercial and civic spaces.

2. Strategic Location

Residential growth in this area is centered around greenways, the sports complex, and the new school, since these areas typically increase demand for housing on the land surrounding them, and can serve as neighborhood focal points.

3. Diversity of Densities and Housing Types

A variety of residential densities are shown in the development concept. Low density areas would feature single family detached homes or duplexes (3 dwelling units (du) per acre), medium density areas

would have townhomes (6 du/acre), while the high density areas would accommodate apartments (12 du/acre).

Fort Madison’s current mix of housing is relatively heavy on single family detached homes, with 78% of homes in this category, 5% single family attached or duplexes, and 17% apartments. However, changing housing trends (described previously in the “principles” section) suggest that Fort Madison will want to provide more medium and higher density homes in the future than it currently does. The development concept reflects this reality by proposing a mix of high, medium and low density housing areas. The concept still provides for majority single-family development while accommodating more diversity. The concept is designed to respect the city’s character, while allowing Fort Madison to reach its full potential by recognizing changing market demands. Medium and higher density residential units could include both housing for the general population and housing targeted to seniors. A variety of lot sizes should be permitted in new neighborhoods, ranging from 60 ft. wide lots to 80-90 ft. lots, to allow developers to respond to what the market demands.

In addition to housing in the new growth area, a portion of new housing can and should go in infill areas within the city (see discussion in chapter 4). There will also be room for new residential development in the areas surrounding the highway interchanges.



◀ *To attract and retain residents, Fort Madison should offer a diverse range of quality housing options, from large-lot single-family homes to multi-family apartments.*

Streets

Detailed recommendations for streets and other aspects of the transportation system are discussed in Chapter 6.

Street investments play an influential role in development, and should therefore be driven by land use goals. The development concept proposes transportation expansions that maximize connectivity and open up strategic areas for new growth. The key expansions are:

- New collector street providing an east-west connection roughly parallel to Avenue O, to open up areas for new residential development. The street connects an existing street stub past the north end of the hospital over to a cul-de-sac off of Avenue O.
- Northern extension of 39th street to Bluff road and eastward expansion of Avenue J and the new middle school street access to meet the extended 39th street. This would open up agricultural land south and east of the middle school for low density residential development.
- New local roads for residential developments. The placement of local roads on the development concept shows one possibility, though the exact placement will depend on the design of the lots when they are platted. However, the idea of connectivity and multiple-access routes that is portrayed in Figure 3.7 should be preserved.

Commercial Development

Detailed recommendations for commercial development opportunities, including the downtown and Old Highway corridor, are discussed in Chapter 4.

The 48th street development concept proposes expansions to existing commercial areas along Avenue O, on vacant and under-used sites surrounding the 48th street intersection, southeast of the 53rd street intersection, and immediately east of the bypass. In Figure 3.7, the areas marked as “commercial” would be retail focused, while the “mixed use” areas could be a mixture of retail and office. Focus areas for commercial development should be on the Avenue O/Old Highway 61 corridor, the downtown, and the bypass interchanges. The following section provides guidance for development at the bypass interchanges.

Flood Mitigation

New development needs to be protected against flooding. One of the best methods for flood mitigation is to protect floodplains and hydric soils from high intensity development. If preserved, the natural areas shown in Figure 3.2 can mitigate flooding by allowing the natural stormwater drainage system to function. Figure 3.7 shows these areas as greenways and park land. Preventing development in the floodplain tremendously reduces the risk of public endangerment and property damage during flooding events.

RECOMMENDATION: The city of Fort Madison should consider prohibiting new development in the 100-year floodplain (with exclusions for low intensity uses such as trails and parks).

This action could be achieved by revising the floodplain management district in the city zoning code. Currently, Fort Madison requires a special approval process for structures (such as houses) to be built in the floodplain, provided the lowest occupied floor is elevated to one foot above flood levels.

HIGHWAY INTERCHANGE ANNEXATION

The construction of the Highway 61 bypass has significant implications for where new development is likely to occur in the Fort Madison area. Commercial, industrial, and some residential uses will be drawn to the bypass interchanges, which are all outside of existing city limits. Fort Madison is in a position to maximize development potential by providing infrastructure and services to these areas. Development at the bypass interchanges should occur in a coordinated fashion, making efficient use of public infrastructure. While the stated time frame for this plan is twenty years, the annexation areas contain large amounts of land that will likely develop over a significantly longer time frame. This section builds on previous studies to provide an annexation strategy for these important areas.

Fort Madison has recently undertaken several annexation studies:

- Annexation Survey 2010, prepared by Southeast Iowa Regional Planning Commission (SEIRPC) - Collected base information for development of an annexation strategy.
- Report on Annexation Study Fort Madison, Iowa; December 2011, prepared by Veenstra & Kim, Inc. – Identified, evaluated, and prioritized specific areas for annexation according to a detailed cost-benefit analysis.
- City of Fort Madison Extraterritorial Zoning Study, May 2011, prepared by SEIRPC - Explained the extraterritorial zoning powers available to cities in Iowa, identified the unincorporated areas adjacent to Fort Madison to which the city's zoning powers can be extended, and presented an extraterritorial zoning strategy for consideration.

The Veenstra & Kim Annexation Study established four target areas for Fort Madison future annexation, at the sites of the four bypass interchanges (Figure 3.8). The study analyzed infrastructure extension feasibility, and estimated costs and revenues associated with annexation.

As recommended in the 2011 annexation study, the annexation areas should be prioritized as follows:

- Consider Area 1 ready for immediate annexation.
- Consider Area 2 suitable for annexation in the 3 to 5 year time frame (the new Wever fertilizer plant may drive development in this area in the near term)
- Consider Area 3 for annexation beyond 5 years.
- If a strategic opportunity arises in Area 3, consider Area 3 for annexation in preference to Area 2.
- Consider Area 4 to be the lowest priority for annexation of the four areas.

RECOMMENDATION: The City should continue to pursue Annexation Area 1 as the top priority for annexation, using the 6-point approach outlined on the following page.

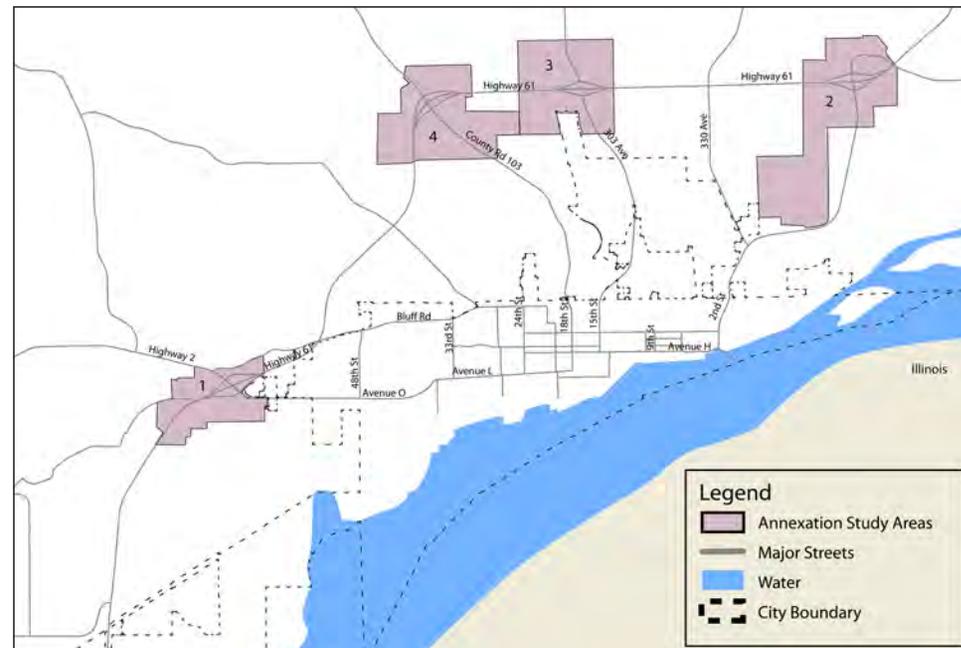


Figure 3.8 – 4 annexation study areas were established around the Highway 61 interchanges.

Six-Point Annexation Strategy

RECOMMENDATION: All annexation efforts should be based on this six-point strategic, market-oriented strategy.

1: Pursue Voluntary Annexation

Fort Madison should utilize “voluntary annexation” provisions of Iowa annexation law (including the 80/20 rule, see below) and not annex areas under “involuntary” procedures. The drawbacks of involuntary annexations include:

- More complex annexation process
- Confrontation with land owners
- Susceptibility to court challenges, which add delays and expense
- Costly extension of city services are mandated within a short time period, even if development is not eminent

In contrast, the benefits of voluntary annexation are:

- Allows city to promote areas for development without having to install costly infrastructure ahead of that development. The annexation/infrastructure extension plan becomes a negotiated process between the property owner, interested developer and the city.
- Does not require the city to “pick winners and losers” among potential annexation areas. Instead, the private market determines development timing and location.
- Simpler process, less controversial

To make the voluntary annexation approach work the city must:

- Enact Parts 2-6 of this strategy
- If necessary, use the 80/20 rule for voluntary annexation, which allows up to 20% of the *total* annexed area to be included without consent from property owners. This allows for the “squaring off” of annexation areas to logical boundaries to avoid the creation of unincorporated “islands”, which are not permitted by state law. While full consent from property owners is ideal, there may be situations where the 80/20 rule is necessary to follow state laws.

2. Initiate Outreach to Property Owners

Initiate ongoing communication with owners of targeted area properties. Communicate the potential benefit of annexation: The extension of city services/infrastructure greatly enhances the development potential of the land and maximizes its sale value.

3: Negotiate Development Agreements

Development opportunities in the annexation priority areas should be pursued on a “negotiated development agreement” basis, with zoning, infrastructure extensions, and any applicable development incentives as part of the negotiation process. The Future Land Use Map (Figure 3.13) and Figures 3.9-3.11 should serve as the guide for location of particular uses within the annexation areas.

4. Wait to Zone

Annexation areas should not be zoned for future land uses until the areas are voluntarily annexed and a negotiated development deal is accomplished. Discussion of appropriate zoning, consistent with Figure 3.13, should be a part of the negotiation process.

5. Prioritize Contiguous Parcels

All four annexation areas should be promoted for development, but priority should go to parcels contiguous to current city boundaries.

6. Use Extra-Territorial Zoning Selectively

Extraterritorial zoning (zoning applied to areas outside of city boundaries) should be applied to the priority areas in Figure 3.8. Without exercising zoning control, lower quality development can occur in these areas under no zoning regulations. Once such development occurs, there is very little chance that the development will voluntarily annex into the city. The annexation areas should be zoned “Agriculture” by the city of Fort Madison within the next year. This interim zoning designation acts as a “holding zone” and limits development to agricultural uses until there is demand to annex and develop more intensively. The Agriculture district should restrict single-family homes to lots of 10 acres in size or larger.

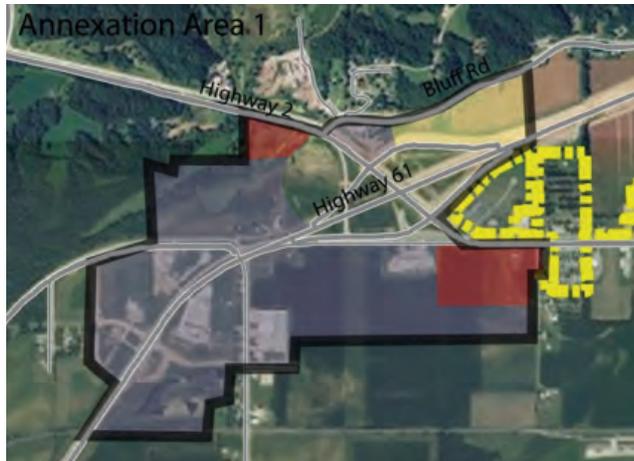


Figure 3.9 – Annexation Area 1



Figure 3.11 – Annexation Areas 3 and 4

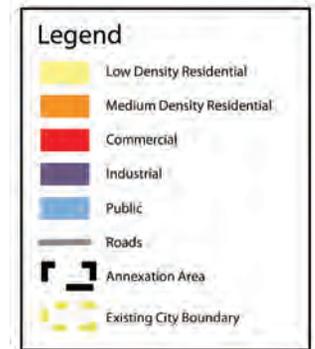


Figure 3.10 – Annexation Area 2



Figure 3.12 – This figure from the 2011 extraterritorial zoning study shows the full extent of the extraterritorial zoning jurisdiction allowed by Iowa law. The city should *not* apply zoning to this entire area, but only to the annexation priority areas identified in Figure 3.8. Zoning non-priority areas is not necessary for two reasons: 1) Bluffs to the north of city boundaries limit potential to extend infrastructure and develop non-priority areas. 2) Development will occur in areas with good access to existing streets, specifically at the four bypass interchanges.

FUTURE LAND USE REVIEW

RECOMMENDATION: The Planning & Zoning Commission and the City Council should use the Future Land Use Map (Figures 3.12-3.13), the Land Use Criteria Table (Table 3.4), and the Land Use Compatibility Table (Table 3.5), along with the Land Use Principles on page 24, as criteria for reviewing new subdivisions and other land use proposals.

The map includes current land use and proposed uses described earlier in this chapter. Some existing uses are shown as changing to new uses that are more in-line with the character of the surrounding neighborhood. Changes to existing properties are expected to happen slowly as those properties turn over, and may not reach the point depicted on the map for many years. Table 3.4 defines the characteristics of each land use category in Figure 3.13.

This map should be interpreted generally at the block level and is not intended to provide specificity at the individual property level. For example, minor variations in land use, such as a small civic use on a primarily residential block, are not reflected in this generalized map, though they may still be permitted per zoning regulations. The future land use map is not a zoning map, though it should guide zoning decisions.

RECOMMENDATION: To implement the land use recommendations in this chapter, the zoning ordinance and subdivision regulations should be revised to remove any unnecessary impediments to development or the implementation of this plan. The zoning review in the appendix provides a list of recommended changes for review by the Planning & Zoning Commission.

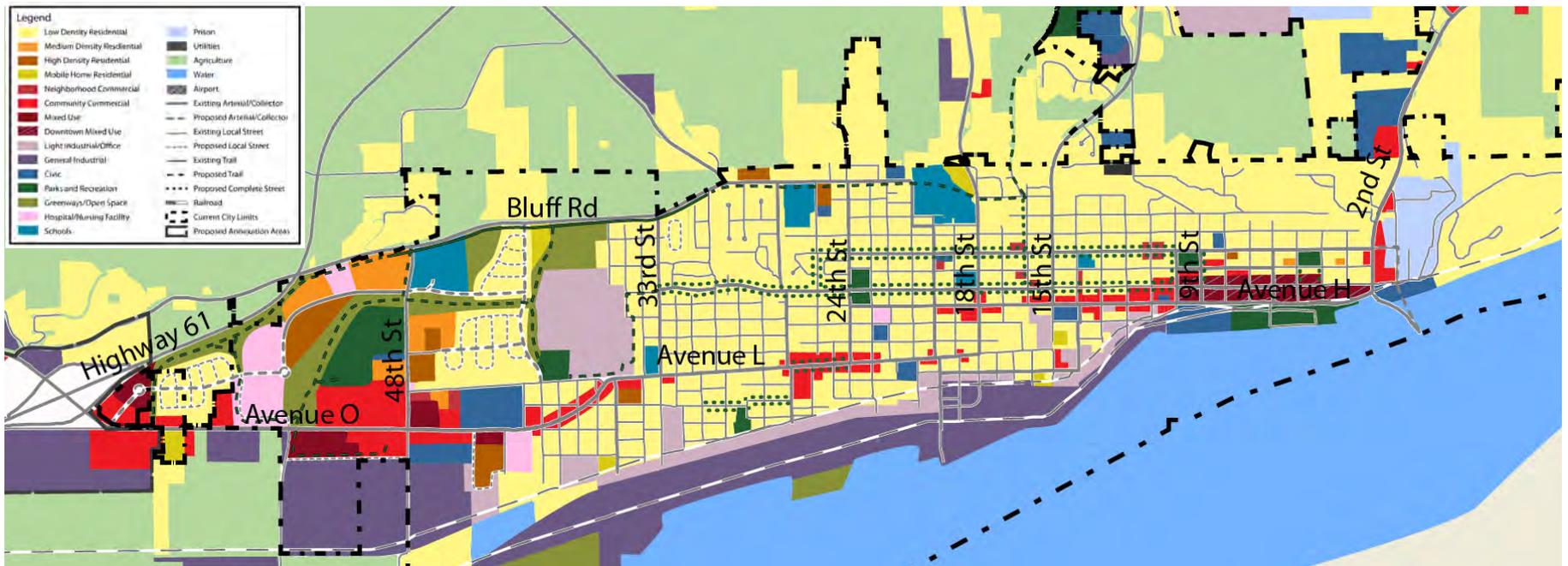


Figure 3.13 – Fort Madison Future Land Use (City Core Detail)

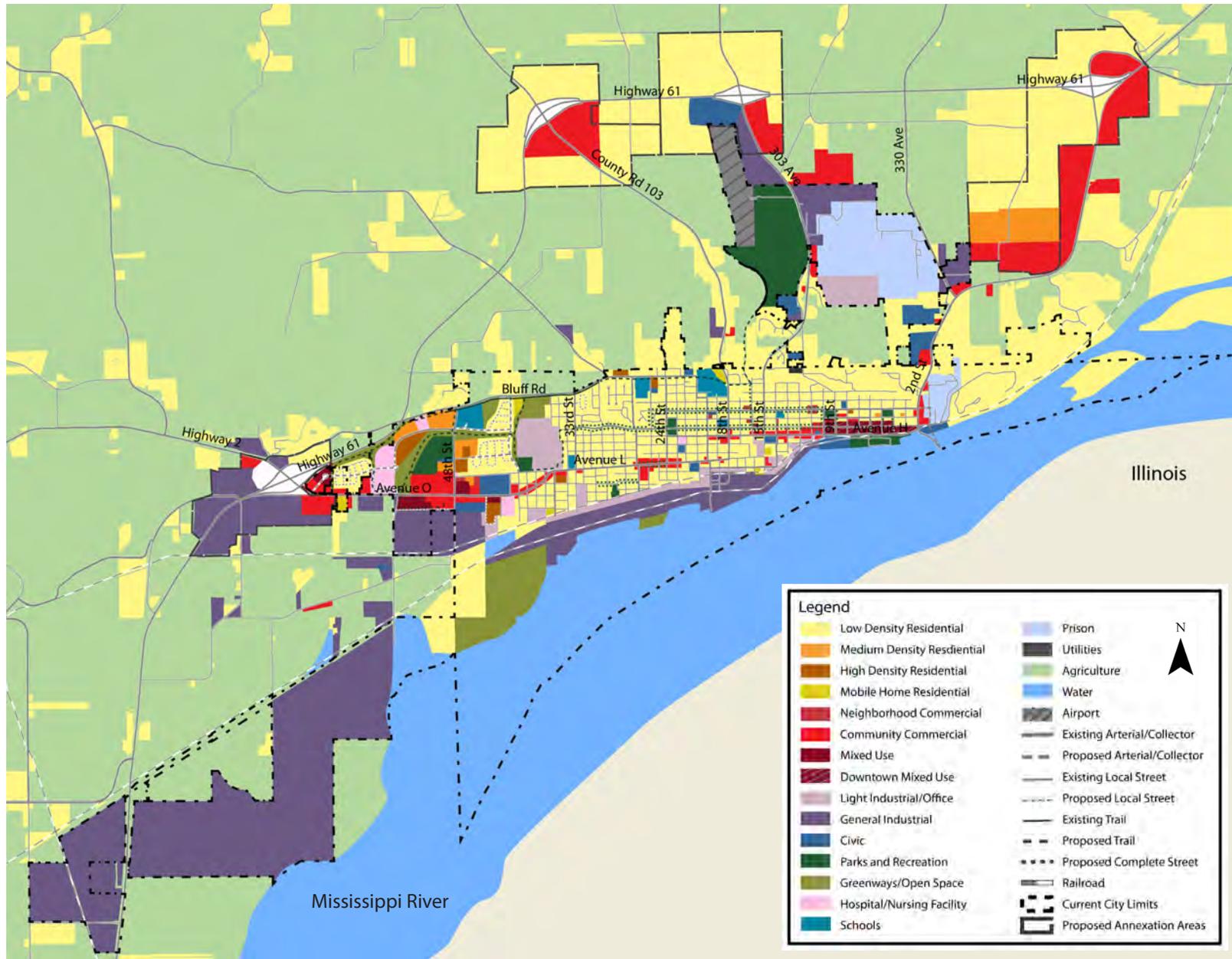


Figure 3.14 – Fort Madison Future Land Use (Full City)

Table 3.4 – Land Use Category Characteristics and Location Criteria		
Land Use Category	Use Characteristics	Features and Location Criteria
Agriculture	<ul style="list-style-type: none"> ➤ Generally in agricultural use ➤ Agriculture uses will remain the principal use during the planning period. ➤ Used as holding zone until extension of city infrastructure to permit urban development ➤ Extremely low residential densities, typically below 1 unit per 20 acres, may be permitted. 	<ul style="list-style-type: none"> ➤ Areas should remain in primary agricultural use. Urban encroachment, including large lot subdivisions, should be discouraged. ➤ Areas may be designated for conservation, including floodplains and steep topography
Parks and Greenways/Open Space	<ul style="list-style-type: none"> ➤ Traditional park and recreation areas including both passive and active recreation uses. ➤ Environmentally sensitive areas and crucial scenic corridors that should be preserved and possibly incorporated into the city's trail system. 	<ul style="list-style-type: none"> ➤ Parks should be centrally located with easy access for both pedestrian and auto users. ➤ Residents should be within approximately a half mile of a neighborhood park. ➤ All parks should be connected through the city's trail and greenway system. ➤ Environmentally sensitive areas, including wetlands, native prairies and drainage channels should be protected and incorporated into the city's greenway network.
Low Density (Single Family) Residential	<ul style="list-style-type: none"> ➤ Restrictive land uses, emphasizing single family detached development, although innovative single family forms may be permitted with special review. ➤ Civic uses are generally allowed, with special permission for higher intensity uses. ➤ Developments will be provided with full municipal services. 	<ul style="list-style-type: none"> ➤ Densities range from 1 to 4 units per acre, although individual attached projects may include densities up to 6 units per acre in small areas ➤ Primary uses within residential growth centers. ➤ Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution. ➤ Should provide a framework of streets and open spaces.
Medium Density Residential	<ul style="list-style-type: none"> ➤ Restrictive land uses, emphasizing housing. ➤ May incorporate a mix of housing types, including single family detached, single family attached, and townhouse uses. ➤ Limited multifamily development may be permitted with special review and criteria ➤ Civic uses are generally allowed, with special permission for higher intensity uses. 	<ul style="list-style-type: none"> ➤ Density is 4 to 12 units per acre, typically in a middle range. ➤ Applies to established neighborhoods of the city which have diverse housing types, and in developing areas that incorporate a mix of development. ➤ Developments should generally have articulated scale and maintain identity of individual units. ➤ Tend to locate in clusters, but should include linkages to other aspects of the community. ➤ Innovative design should be encouraged in new projects. ➤ Projects at this density may be incorporated in a limited way into single family neighborhoods. ➤ May be incorporated into mixed use projects and planned areas.
High Density Residential	<ul style="list-style-type: none"> ➤ Allows multifamily and compatible civic uses ➤ Allows integration of limited office and convenience commercial within primarily residential areas 	<ul style="list-style-type: none"> ➤ Density is in excess of 12 units per acre ➤ Locate at sites with access to major amenities or activity centers ➤ Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low density uses ➤ Traffic should have direct access to collector or arterial streets to avoid overloading local streets ➤ Requires Planned Unit Development designation when developed near lower intensity uses or in mixed use developments ➤ Developments should avoid creation of isolated compounds ➤ Attractive landscape standards should be applied ➤ May be incorporated into mixed use projects and planned areas
Mobile Home Residential (MHR)	<ul style="list-style-type: none"> ➤ Accommodates mobile homes that are not classified under State law as "manufactured housing." ➤ May include single-family, small lot settings within planned mobile home parks. ➤ Manufactured units with HUD certification that comply with other criteria in State statute may be treated as conventional construction. 	<ul style="list-style-type: none"> ➤ Develop in projects with adequate size to provide full services. ➤ Generally locate in complexes, but should include linkages to other aspects of the community. ➤ Typical maximum density is 8 units per acre.

Table 3.4 – Land Use Category Characteristics and Location Criteria (continued)

<p>Neighborhood Commercial</p>	<ul style="list-style-type: none"> ➤ Includes a range of low impact commercial uses, providing a variety of neighborhood services. ➤ Accommodates service related commercial uses. ➤ Allows residential units above commercial development, and may incorporate planned residential uses, typically at medium densities ➤ Includes low to moderate building and impervious coverage 	<ul style="list-style-type: none"> ➤ Should be located along major streets and in areas close to residential growth centers. ➤ Should emphasize pedestrian scale and relationships among businesses, and accommodate automobile access without being dominated by automotive scale. ➤ Traffic systems should provide good internal traffic flow and safe pedestrian/bicycle access to businesses. ➤ Negative effects on surrounding residential areas should be limited by location and buffering. ➤ Good landscaping and restrictive signage standards should be maintained. ➤ Good pedestrian/bicycle connections should be provided into surrounding areas.
<p>(Community) Commercial</p>	<ul style="list-style-type: none"> ➤ Includes a variety of commercial, office and high density residential uses ➤ Establishes larger buildings and parking facilities than neighborhood commercial ➤ Serves as focus of retail activity ➤ Includes freestanding commercial uses and shopping centers on larger lots. 	<ul style="list-style-type: none"> ➤ Typically located on arterials at major intersections (nodes) or in established commercial areas along arterial. ➤ Should be accessible to transit and should supply an adjacent amount of off street parking. ➤ Traffic systems should provide alternative routes and good internal traffic flow. ➤ Negative effects on surrounding residential areas should be limited by location and buffering ➤ Good landscaping and restrictive signage standards should be maintained. ➤ Good pedestrian/bicycle connections should be provided into surrounding residential service areas.
<p>Downtown Mixed Use</p>	<ul style="list-style-type: none"> ➤ Traditional downtown district ➤ Includes mix of uses, primarily commercial, office, and limited upper level residential. ➤ Should be the primary focus of major civic uses, including government, cultural services, and other civic facilities. ➤ Developments outside the center of the city should be encouraged to have “downtown” characteristics, including mixed use buildings and an emphasis on pedestrian scale. 	<ul style="list-style-type: none"> ➤ Establishes mixed use pattern in the traditional city center. May also apply to planned mixed use areas. ➤ Recognizes downtown development patterns without permitting undesirable land uses. ➤ District may expand with development of appropriately designed adjacent projects. ➤ New projects should respect pedestrian scale and design patterns and setbacks within the overall district. ➤ Historic preservation is a significant value. ➤ Good pedestrian and bicycle links should be provided, including non-motorized access to surrounding residential areas.
<p>Mixed Use</p>	<ul style="list-style-type: none"> ➤ Incorporates a mix of office and limited commercial uses. 	<ul style="list-style-type: none"> ➤ Developments should emphasize relationships among parts. ➤ Pedestrian traffic should be encouraged and neighborhood scale retained when applicable ➤ Projects should avoid large expanses of parking visible from major streets. ➤ Signage and site features should respect neighborhood scale when appropriate. ➤ Commercial and office development in mixed use areas should minimize impact on housing by locating at intersections of major streets.
<p>Light Industrial/Office</p>	<ul style="list-style-type: none"> ➤ Light Industrial areas may combine office, business parks, and warehouse uses. These areas can also include supporting commercial activity. ➤ Provides for users that do not generate noticeable external effects. 	<ul style="list-style-type: none"> ➤ Signage, landscaping, and design standards should be established, with more restrictive controls for locations nearer to low intensity uses. ➤ Uses that involve substantial peak traffic should locate near major arterials and regional highways. ➤ Site design should encourage multiple access points,
<p>General Industrial</p>	<ul style="list-style-type: none"> ➤ Provides for a range of industrial enterprises, including those with significant external effects. 	<ul style="list-style-type: none"> ➤ General industrial sites should be well-buffered from less intensive use. ➤ Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas. ➤ Developments with major external effects should be subject to review.
<p>Civic</p>	<ul style="list-style-type: none"> ➤ Includes schools, churches, libraries, and other public facilities that act as centers of community activity. 	<ul style="list-style-type: none"> ➤ May be permitted in a number of different areas, including residential areas. ➤ Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.
<p>Utilities</p>	<ul style="list-style-type: none"> ➤ Includes facilities with industrial operating characteristics, including public utilities, maintenance facilities, and public works yards. 	<ul style="list-style-type: none"> ➤ Industrial operating characteristics should be controlled according to same standards as industrial uses. ➤ When possible, should generally be located in industrial areas. ➤ Facilities like the wastewater treatment plant should be well buffered from residential uses.

Land Use Compatibility

Some of the most difficult issues in plan implementation arise when more intensive uses are proposed adjacent to less intensive uses. Table 3.5 provides a land use compatibility guide that indicates which land uses are compatible, and which land use combinations will create significant conflict. Several of the indicated conflicts are already present in the existing land use pattern and may be changed over time as property turns over. The creation of new conflicts should be avoided moving forward. **This chart should be used to assess the relationship between land uses and provide a basis for development proposal review.** The compatibility of each pairing is rated 1 to 5, based on the following key:

- ↖ **5:** Uses are completely compatible. Development should be designed consistent with good planning practice.
- ↖ **4:** The uses are basically compatible. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.
- ↖ **3:** The uses may have potential conflicts that may be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable.
- ↖ **2:** The uses have significant conflict. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.
- ↖ **1:** The uses are incompatible. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.

Table 3.5 – Land Use Compatibility Matrix

	Agriculture	Parks, Greenways, Open Space	Low Density Residential	Medium Density Residential	High Density Residential	Mobile Home	Neighborhood Commercial	Community Commercial	Downtown Mixed Use	Mixed Use	Light Industrial/Office	General Industry	Civic
Agriculture	-	3	3	3	2	3	3	3	3	3	3	3	3
Parks, Greenways, Open Space		-	4	4	4	3	4	3	4	4	3	2	5
Low Density Residential			-	4	3	3	2	2	3	3	1	1	4
Medium Density Residential				-	5	4	4	2	4	5	2	1	4
High Density Residential					-	5	4	2	5	5	2	1	4
Mobile Home						-	4	3	3	4	2	2	4
Neighborhood Commercial							-	5	5	5	4	3	4
Community Commercial								-	4	4	4	3	3
Downtown Mixed Use									-	5	2	2	4
Mixed Use										-	3	2	4
Light Industrial/Office											-	4	3
General Industry												-	1



4 ECONOMIC
DEVELOPMENT,
HOUSING &
REVITALIZATION



Economic Development involves every facet of the community, from housing, to industry, to transportation. Fort Madison must attend to all these facets in order to support existing businesses, maintain a quality workforce, and foster new economic ventures. Public sector investments, such as those discussed in this plan, should be targeted to stimulate private sector investment, in order to bring more jobs and commercial opportunities to Fort Madison.

This chapter starts with an overview of the existing economic conditions in Fort Madison, followed by a discussion of strategies for downtown and riverfront enhancements, Old Highway 61 revitalization, annexation, neighborhood revitalization, and housing rehabilitation and construction. All of these pieces fit together with the recommendations in the rest of the plan to form a strategy that will support a vibrant, enduring economy.

RECOMMENDATIONS SUMMARY

- Create a 5-year Regional Economic Development Plan (p.43)
- Build on retail strengths and explore potential to fill market gaps identified in retail analysis (p.45)
- Encourage the development of niche retail businesses with a regional (or national) customer base (p.45)
- Focus tourism efforts on key assets (River, Rail, History) and tie into tourism collaboration opportunities with nearby cities (p.45)
- Establish the Riverfront/Downtown district, as shown in Figure 4.7, as a priority area for civic and public investments (such as those suggested in this chapter) (p.48-53)
- Undertake a detailed planning process for the downtown/riverfront area, to help implement the recommendations of the Riverfront/Downtown development concept and generate additional recommendations (p.48-53)
- Identify vacant and under-used commercial parcels and approach owners to encourage development (p.54)
- Develop a commercial revitalization strategy for Old Highway 61 (p.54)
- Focus commercial rehabilitation and infrastructure investments in the Old Sante Fe Town to build on existing assets and strengthen the area as a commercial node (p. 54)
- Concentrate neighborhood and housing revitalization efforts in targeted geographic areas on a rotating basis every few years, starting with those identified in Figure 4.6 (p.56 & p.46)
 - ◆ Housing rehabilitation is likely to provide the best return on investment in areas that are highly visible, or neighborhoods that are otherwise strong except for a few poor houses.
- Encourage the formation of neighborhood associations to promote and sponsor neighborhood improvements (p.57)
 - ◆ Work with neighborhood associations to create neighborhood plans (p.57)
- Develop historic preservation strategies for the Park-to-Park and Richards Drive neighborhoods (p.57)
- Ensure that land use regulations, such as the zoning code or future land use plan, allow for a wide range of housing types (p.62)
- Establish a City housing commission or committee to create and implement a comprehensive housing strategy for Fort Madison (p.62)
- Initiate conversations with private developers to identify partnerships or policy changes that can help overcome barriers to providing under-served housing options (p.62)
- Take full advantage of existing housing programs available through SEIRPC and State agencies (p.63)
- Initiate city housing programs, such as those on p. 64-66, that:
 - ◆ promote housing rehabilitation
 - ◆ increase availability of diverse housing, particularly rentals

ECONOMIC CONDITIONS OVERVIEW

EMPLOYMENT

The **industries offering the highest employment** in Fort Madison are Manufacturing (27% of jobs), Health Care and Social Assistance (17%), Retail Trade (13%) and Public Administration (13%). The first three of these industries are also the highest employing industries in the State of Iowa. The above industries, along with Transportation and Warehousing, added the most jobs in Fort Madison from 2002 to 2010.

In keeping with state-wide trends, the **total number of jobs available in Fort Madison increased by approximately 4%** from 2002 to 2010. However, in a similar time frame (2000-2010), the **total number of employed residents in Fort Madison declined from 49% to 47%**. This discrepancy between increased number of jobs and decreased number of employed residents could indicate that jobs are being taken by non-residents (the number of jobs in Lee County decreased by -6% from 2002-2010), that residents are taking multiple jobs and/or that the population has aged and a higher percentage of residents are retired. According to a 2011 laborshed analysis of Fort Madison, 7% of workers in the Fort Madison laborshed are working multiple jobs, and 7% are under-employed.

Lee County had the highest unemployment rate in the state of Iowa as of August 2012, when unemployment was 8.9% (down from 9.7% one year earlier). The recent layoff of 400 workers at Siemens, equivalent to approximately 6% of all jobs in Fort Madison, may raise that rate even higher. By comparison, unemployment in the State of Iowa was 5.5% in August 2012, while neighboring Des Moines County was 6.4%. A new fertilizer plant in nearby Wever is expected to bring new jobs to the area.

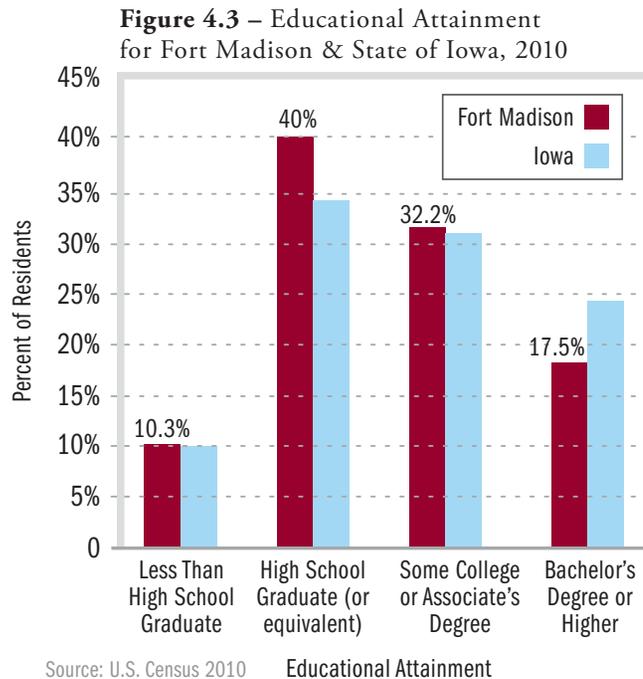
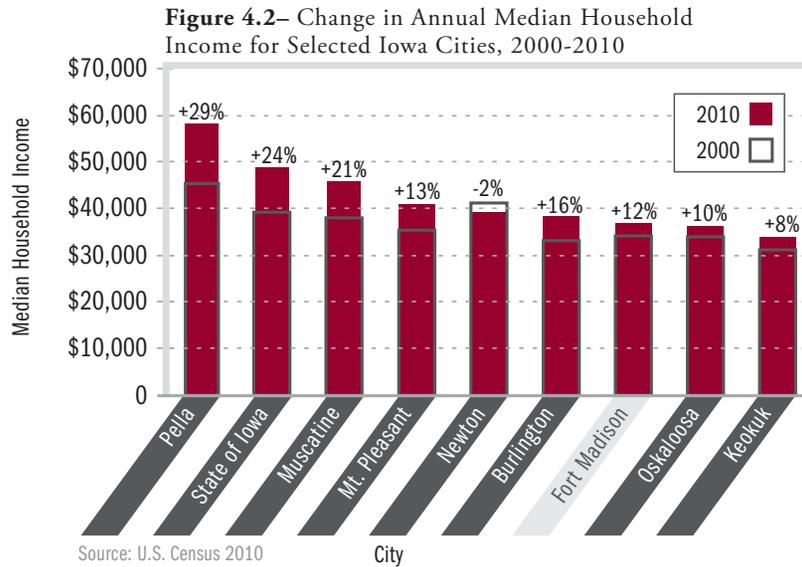
WORKER COMMUTING PATTERNS

67% of jobs in Fort Madison are filled by individuals who do not live within city limits (Figure 4.1). Of those who live in Fort Madison, 46% also work in the city, while the remaining 54% work in surrounding towns. This dynamic is not uncommon, but has several implications:

- If new jobs are added in or near Fort Madison, such as the aforementioned jobs in Wever, it is unlikely to lead to a proportional increase in Fort Madison population, because:
 - ◆ There is a tendency for workers to live outside of the city.
 - ◆ Those jobs may be filled by individuals who already live in Fort Madison, and are currently commuting elsewhere for work.
- There may be an opportunity to alter the commuter balance. As new jobs are added, Fort Madison can try to ensure that more of those new workers choose to live in Fort Madison, by adding and maintaining desired amenities such as diverse housing choices (particularly transitional/rental housing for new workers), strong schools, and cultural/entertainment opportunities.



Figure 4.1
– This figure shows the flow of workers into, out of, and within Fort Madison.
Source: U.S. Census 2010



INCOME

Fort Madison’s median household income of \$38,310 (2010) is lower than the state of Iowa and many other cities in the region, and is growing more slowly (Figure 4.2). Median household income increased approximately 12% in Fort Madison from 2000 to 2010, while the State of Iowa experienced approximately double that percent increase.

The proportion of Fort Madison households in the highest income brackets grew from 2000-2010, while households in the lowest income brackets decreased (Table 4.1). However, Fort Madison has a much higher proportion of households in the lowest income brackets (\$25,000 and below) than the state as a whole.

EDUCATION

Fort Madison has fewer residents with advanced degrees (Bachelor’s degree or higher) than the State of Iowa (Figure 4.3). The number of residents without a high school degree is roughly equivalent for Fort Madison and the State.

Table 4.1 - Distribution of Household Income in Fort Madison, 2000-2010

	2000	2010	Change	State of Iowa, 2010
Total Households	4,617	4,403		
Less than \$10,000	10.4%	8.8%	-1.6%	3.5%
\$10,000 to \$14,999	7.3%	7.1%	-0.2%	2.8%
\$15,000 to \$24,999	17.2%	16.5%	-0.7%	7.7%
\$25,000 to \$34,999	16.2%	11.1%	-5.1%	9.6%
\$35,000 to \$49,999	17.0%	20.3%	3.3%	15.5%
\$50,000 to \$74,999	21.5%	17.8%	-3.7%	23.8%
\$75,000 to \$99,999	6.7%	10.9%	4.2%	16.2%
\$100,000 or more	3.8%	7.4%	3.6%	20.9%

Source: U.S. Census 2010

PLANNING & SUPPORT

Fort Madison already has a good deal of organizational support for economic development. Fort Madison Partners is an umbrella group for a number of organizations that promote economic development in the community. These organizations work together in a several ways, including using a consistent branding system that conveys a united and positive message for Fort Madison.

- Fort Madison Area Chamber of Commerce: supports the business community through networking and educational opportunities.
- Fort Madison Main Street: supports revitalization and enhancements in the downtown district.
- Fort Madison Economic Development Corporation: promotes retention of existing industry and works with prospective new businesses.
- Fort Madison Southeast Iowa Regional Riverboat Commission Corporation: administers a grant program for Fort Madison area not-for-profits (funded by casino money)

Regional support for economic development is also provided by the Keokuk and Lee County economic development organizations, which have some collaboration with the Fort Madison Economic Development Corporation.

RECOMMENDATION: Fort Madison Partners should work with the City, Lee County and Keokuk Economic Development, and other interested organizations and individuals to create a strategic 5-year economic development plan for the Region. This will help increase coordination between the groups, in order to help resources go farther.

The Southeastern Community College Center for Business in Burlington provides economic support through continuing education for business-owners and the local workforce. The Fort Madison K-12 system also provides crucial support. Additional discussion of the school district is provided in chapter 5, page 79.



RETAIL OPPORTUNITIES

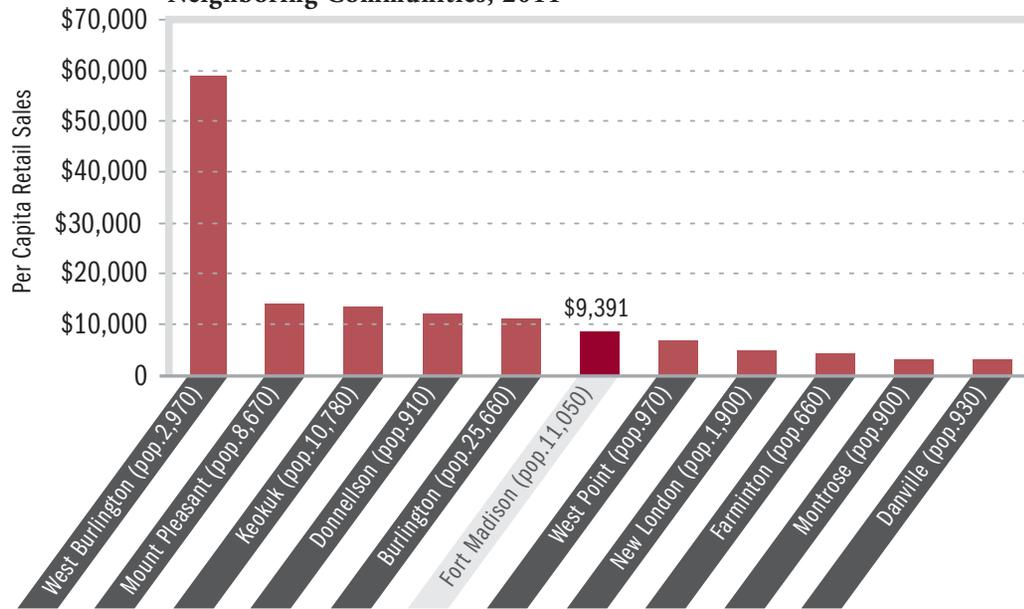
Fort Madison retail sales are falling behind those of peer cities (cities of similar size and character) and neighboring cities. Iowa State University Department of Economics releases an annual Retail Trade Analysis Report for all cities in Iowa. 2011 findings include:

- Among 17 peer cities, Fort Madison ranked last in per capita sales for fiscal year 2011 and was 13% lower than the State of Iowa. Fort Madison also had lower per capita sales than neighboring cities (Figure 4.4), and that number has been declining, from \$10,631 in 2002 to \$9,391 in 2011.
- Fort Madison retail has a weaker “pull” than its 17 peer cities. Since 2002, Fort Madison’s pull factor has hovered just below the “break even” point of 1, indicating that it is neither attracting nor losing retail spending (Figure 4.5)

Although Fort Madison’s pull factor and per capita sales are low, data from Claritas Site Reports show that Fort Madison retail is attracting some consumer spending from outside city borders. (This seeming incongruence is likely due to lower than average consumer spending by Fort Madison residents). Retail categories that are attracting spending include:

- Food and Beverage
- Health and Personal Care
- General Merchandise
- Restaurants and Drinking Places
- Motor Vehicle Sales and Gas Stations

Figure 4.4 – Per Capita Retail Sales for Fort Madison & Neighboring Communities, 2011



Source: ISU Retail Trade Analysis Report, 2011

City

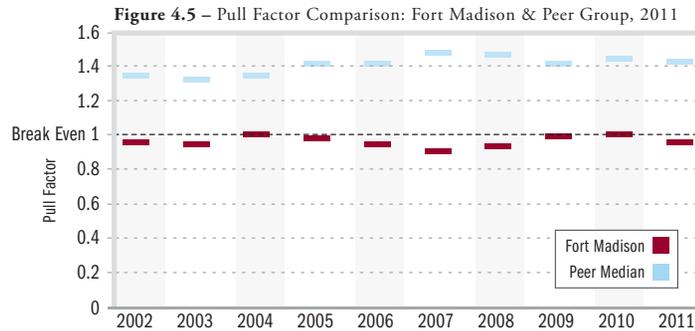
Note: Population numbers are from 2010 census

These categories indicate retail strengths that Fort Madison could potentially build on in the future. For example, a city that is known for having many restaurants can be well poised to add more, since patrons already associate that city as a place to go out to eat.

Fort Madison showed spending “leakage” (indicating residents are leaving town for retail) in several categories:

- Building Material, Garden Equipment Stores
- Clothing and Clothing Accessories
- Sporting Goods, Hobby, Book, Music Stores
- Electronics and Appliance Stores

The gaps between sales and demand in these categories were minor, enough to support perhaps one storefront if all of the potential market were captured. See appendix for a detailed table of retail spending figures.



A market profile of downtown Fort Madison that was prepared for Main Street in 2011 concluded that some of the best opportunities for retail growth include: lawn and garden equipment and supplies stores; beer, wine and liquor stores; general merchandise stores; and electronics and appliance stores.

RECOMMENDATION: The city should work with Fort Madison Partners to explore potential to build on existing retail strengths and fill market gaps as identified in the retail analyses on the previous page and the 2011 market profile.

However, the most promising opportunities are likely in niche retail, particularly for the downtown. These businesses can supplement storefront business with regional or national online trade to maintain viability. In this type of arrangement, business owners receive the benefits of locating in a small town, such as low overhead costs, while the city benefits from strong, unique businesses anchoring its commercial districts. Fort Madison already has several examples of these type of businesses, such as The Schnitzelbank, Pendemonium, Funky Cowgirl, and Dollhouse Dreams.

RECOMMENDATION: The city should work with Fort Madison Partners to encourage the development of niche retail businesses that draw from a regional (or national) customer base.

TOURISM OPPORTUNITIES

Fort Madison attracts tourists with features such as the historic downtown, the riverfront, the Sheaffer Pen Museum, Old Fort Madison, and special events like the Tri-State Rodeo, Parade of Lights, and Balloons Over The Mississippi. Fort Madison is also close to various area tourist attractions, such as Historic Nauvoo, IL, the Lee County Speedway, and a variety of destinations in nearby Keokuk and Burlington. The Mississippi River frontage and bridge, and the connection to passenger rail are both tremendous tourism assets.

RECOMMENDATION: Fort Madison’s tourism efforts should focus on key assets like the River, the Railroad and historical assets like the downtown and Old Fort Madison. Fort Madison should also tie into regional tourism collaboration opportunities with nearby cities like Nauvoo and Keokuk.

Main Street Fort Madison has already started to employ this strategy by working on regional marketing packages.



REVITALIZATION OPPORTUNITY AREAS

Public investments in the core of the city should be a top priority for Fort Madison. These investments should be strategically targeted in order to get the best return and encourage private sector investments. Figure 4.6 outlines strategic opportunity areas for public investment and private redevelopment.

The designation of these focus areas is based on the presence of existing public investments such as parks, and capitalization on Fort Madison's top assets such as the riverfront and the downtown. Recommendations for each focus area are provided in the following sections.

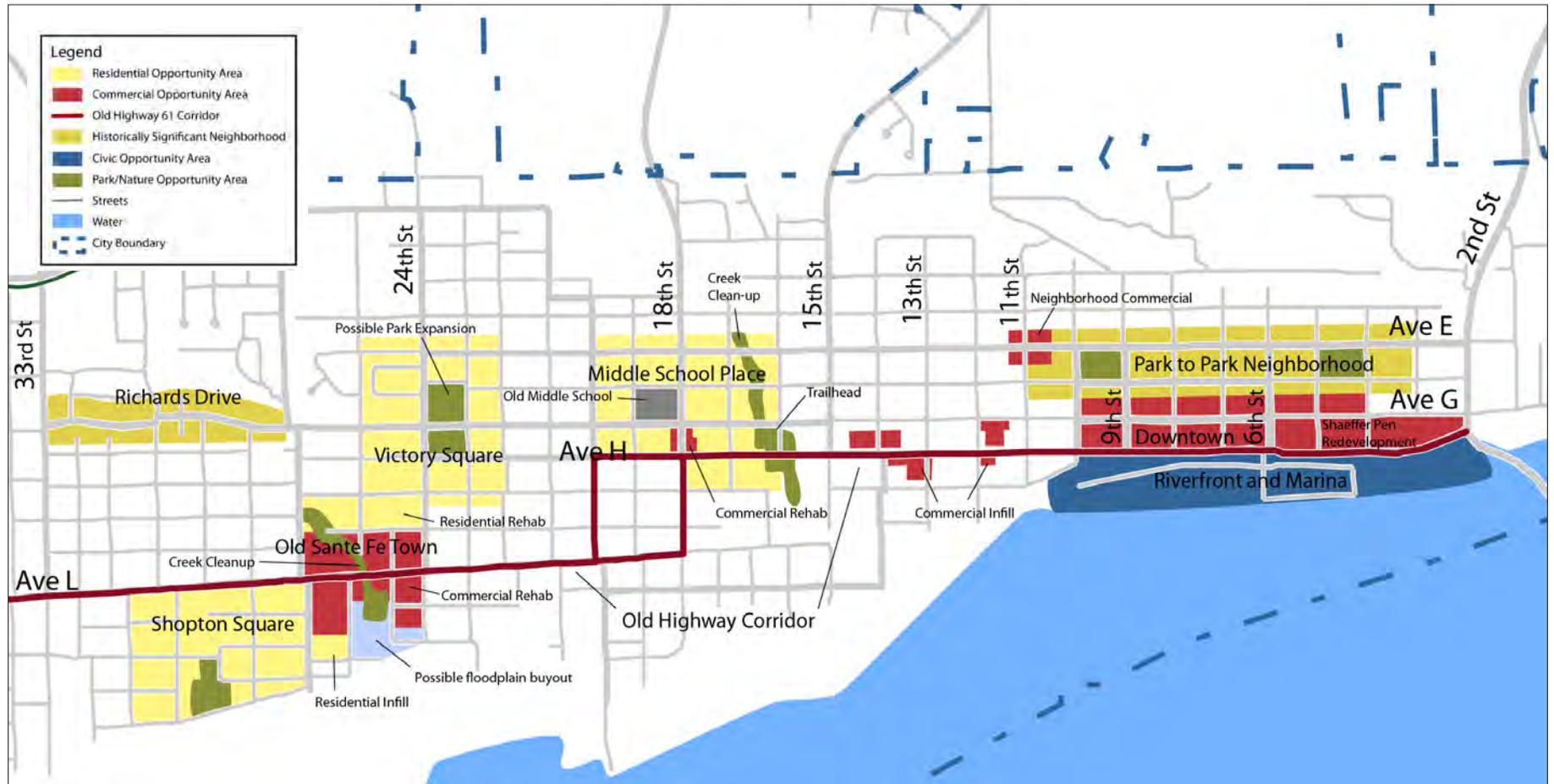


Figure 4.6 – Revitalization Opportunities Map



▲ The historic downtown is the core of Fort Madison and should be a top priority for public investment efforts.



◆ Fort Madison should continue to invest in its existing neighborhoods by making infrastructure upgrades, finding new uses for vacant sites and buildings (such as the Old Middle School), enhancing neighborhood parks, and supporting property-owner efforts to upgrade their homes or businesses. Figure 4.6 shows several strategic opportunity areas for neighborhood revitalization, and an investment strategy is described on page 56.



▲ Old Sante Fe Town is an important commercial node and has great potential for commercial redevelopment.



▲ The Mississippi riverfront is one of Fort Madison's greatest assets. Fort Madison can build on previous investments in Riverview Park and update the area to serve changing priorities and attract visitors.

RIVERFRONT & DOWNTOWN

The downtown and the Mississippi Riverfront are two of the city's greatest assets, and Fort Madison has invested major resources into Riverview Park. Many investments along the Riverfront were based in part on supporting the casino before it closed its doors. Now, with changing priorities, the concept of the park should be changed and assets repositioned to serve the city's residents, improving quality of life, and a different type of visitor. The pages that follow provide a base for re-envisioning the Riverfront and its connections to the downtown. The ideas in this section, as illustrated in Figure 4.7 can be treated as a menu of options for improvements that could be implemented incrementally over time. They include:

- 1. Reuse the Riverboat
- 2. Convert the Riverview Western Parking Lot to a Dog Park
- 3. Connect the Depot Complex to Downtown and Riverview Park
- 4. Create a Plaza Next to the Fort Diner
- 5. Create a Water Plaza at 9th St & Avenue G
- 6. Enhance the Old Fort Surroundings

- 7. Improve the 6th St Entrance
- 8. Implement a Train Quiet Zone
- 9. Reroute Riverfront Drive Circulation
- 10. Extend the Riverwalk and Pedestrian Paths
- 11. Upgrade the Marina
- 12. Add Multi-Purpose Playing Fields to Riverview Park
- 13. Establish Sheaffer Area as a Top Redevelopment Priority
- 14. Invest in Avenue G Streetscape
- 15. Continue Existing Downtown Improvement Efforts

RECOMMENDATIONS: The city should establish the Riverfront/Downtown district, as shown in Figure 4.7, as a priority area for civic and public investments (such as those suggested in this section).

As part of this commitment, the city should work with Fort Madison Partners, the tourism and historic commissions, and the public to undertake a detailed planning process for the downtown/riverfront area, to help implement the recommendations of this section and generate additional ideas.



Figure 4.7 - Development Concept for Fort Madison Riverfront and Downtown

1. Reuse the Riverboat

The riverboat has sat in the Mississippi unused since the casino closed several years ago. The boat is a unique asset for the park, and could be reused to create an attraction. The boat could be pulled in to the park shore, docked permanently and placed on a pier-supported platform. It could then be used for a museum, a welcome center, a restaurant, or a combination of several uses. Offices for the tourism bureau and/or the chamber could be housed there to help serve visitors. Such a project could be taken on by the city, or a local historic or non-profit organization.



▲ The Catfish Bend riverboat could be transformed into an attraction.

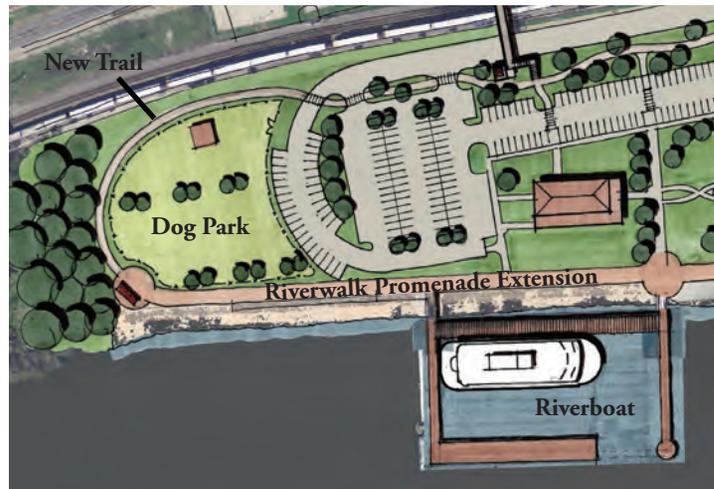
The Steamboat Ticonderoga in Vermont is an example of re-use of a riverboat: it was declared a historic landmark and became a museum that portrays life as it was on-board in the 1920s.



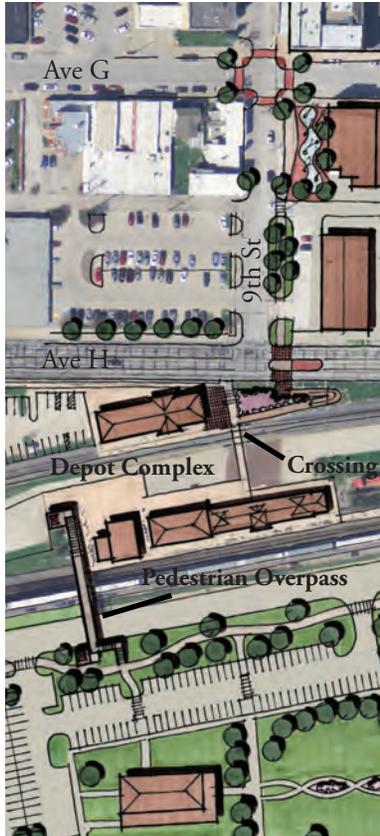
2. Convert Western Parking Lot to a Dog Park

The parking lot at the west end of the park is under-used and should be redesigned to make room for a new park amenity. With a reconfiguration of the eastern end, including a turnaround leading back to Riverview Drive, the western lot could be reclaimed as green space. The remaining lot would provide ample space for visitors.

This space would be the right size and location for a dog park. The park is accessible and has plenty of parking, and given its location between the rail yard and the parking lot, the noise and other issues associated with a dog park are not likely to create a nuisance for neighbors. Dog parks can be relatively low-cost to create – the minimum needed is an open grassy area and fencing, though more features can be added if resources are available. However, dog parks require strategic maintenance in order to keep the grass healthy, provide proper sanitation, and keep users safe. Before committing to create a dog park, there needs to be a plan for maintenance. This could either be provided by city staff, or residents could form a non-profit group to pay for maintenance through fund-raisers and permits for park use.



◀ An under-used parking lot on the western end of Riverview Park could be converted into a dog park with a walking trail along the perimeter. The eastern half of the existing parking lot would remain as parking, with a modified design.



▲ The depot complex should be well connected to both the downtown and the Riverfront. A connection up to downtown could culminate in a “splash pad” on the southeast corner of Ave G and 9th St (see picture at far right)

3. Connect Depot Complex to Downtown and Park

The depot complex is a unique asset that both interprets Fort Madison’s railroad and community history and links the riverfront to downtown. However, the facility suffers from difficult access that does not serve the needs of many of its potential patrons. It’s important to provide pedestrian access from the depot complex to the north (downtown) and south (Riverfront), to encourage visitors to visit all of these valuable attractions, particularly given the fact that the depot may soon resume its historical role as the operating railroad depot.

The existing overpass provides the southern connection to the proposed northern trail in Riverview Park. Elevator towers should be added at both ends of overpass to make this connection accessible to everyone (the stairs can be kept).

For the northern connection, the city should negotiate with BNSF to secure a controlled pedestrian crossing over the single track line adjacent to the old depot. Given traffic on this line, such a crossing should be adequate to ensure safety if properly designed and avoids the expense and difficulty of an expanded overpass. From there, a ramp east of the depot museum would bring pedestrians up to a crossing at Avenue H and 9th Street. If a controlled pedestrian crossing across the tracks is not possible, the alternative is to create an extension of the existing overpass to the old depot, with an elevator tower at the northern end. If Avenue H is converted to 3-lanes (see chapter 6), a pedestrian island could be added at the 9th street crossing to increase safety.

The city should continue to encourage complete relocation of Amtrak service to the depot complex.

4. Create a Plaza next to the Fort Diner

The site of a recently demolished building at 8th St and Ave H could be developed into a public plaza next to the diner.

5. Create a Water Plaza at 9th and G

A splash pad/water plaza at 9th and Avenue G provides an activity center on the west end of the downtown. Splash pads are water-based playgrounds/plazas that do not have any standing water (see picture below). A water feature in this spot would provide a symbolic connection to the River and generate activity on a corner that has a number of vacancies. The extra activity could help draw business to this end of the downtown, and draw visitors from the park to the downtown.

The sidewalk that connects pedestrians from the north side of Avenue H to Avenue G could be enhanced with greenspace on either side, and end at the “splash pad.” The land for the greenspace would require a purchase and conversion of existing parking spaces, through negotiation with existing owners.



6. Enhance Old Fort Surroundings

The open space surrounding the fort buildings should be strategically landscaped in order to provide a sense of the significance of the buildings, make their placement seem more purposeful, and create a more engaging visitor experience.

- Formal gardens with walking paths could be created to the northwest and southeast of the Fort complex. These could be maintained by a garden club or other community group. Fort staff or volunteers could advise on what style of gardens would be historically appropriate. This would create more noteworthy and engaging entrance to the Fort complex.
- A small pond to the west of the Fort would provide a water feature that would be a more informal complement to the existing formal fountain. A pedestrian bridge across the pond would create a nice photo-op, with either the River or the Fort in the background.
- Picnic grounds between the ponds and fountain could provide a lunch spot for Fort visitors and other park visitors. The shelters could surround a small playground space.
- An open meadow area could be used for events, assemblies, recreation and other low impact uses (picnicking, Frisbee, etc.). The area could include a bandshell or performance shelter, with the understanding that events that are sensitive to train noise would not locate here.



7. Improve 6th Street Entrance

The 6th Street entrance is currently hazardous for cars and especially pedestrians. Some minor design modifications could improve safety:

- Provide a clearer pedestrian entrance to the park with a sidewalk on the east side of 6th that connects the north side of Avenue H to the River.
- Realign Riverfront Drive to allow more stacking spaces for cars that are stopped for the train.
- Change the traffic signal at 6th and Ave H to coordinate with the train.
- Realign 6th to create a smoother path instead of the current “jog.” This realignment would provide space for a pedestrian median, which would make a train quiet zone possible (see below).
- Create a “Gateway garden” on the northeast corner of Avenue H and 6th to draw attention to the park entrance and help draw people from the downtown to the River.



8. Implement a Train Quiet Zone

The addition of a median, as recommended above, would prevent cars from circumventing the rail safety gates, and thereby allow Fort Madison to implement a quiet zone.



9. Reroute Riverfront Drive Circulation

The north side of Riverfront Drive just east of 6th Street should allow 2-way traffic, thus allowing the south side (currently east-bound traffic) to be converted into a pedestrian only riverwalk. A one-way loop would channel traffic from Riverfront Drive in and out of the marina parking lot. This may require a widening of a segment of Riverfront Drive.

10. Extend Riverwalk and Pedestrian Paths

If the above traffic circulation changes are implemented, the southern, east-bound route of Riverfront Drive can be converted into a pedestrian-only promenade. Combined with the existing promenade west of 6th Street, this would form a continuous riverfront walkway across the length of the park. Amenities could be added to the promenade, such as lighting features, small fishing piers, and a scenic overlook with a pergola at the end of the Riverwalk.

A proposed path on the north side of the park runs parallel to the train tracks, providing pedestrian access to the Fort and other park features. The path connects to the river-side promenade on both ends: in the west, via a loop around the proposed dog park; in the east, past the Veteran's memorial. The western loop provides views of both the River and the wooded area west of the park, and could include scenic overlooks.

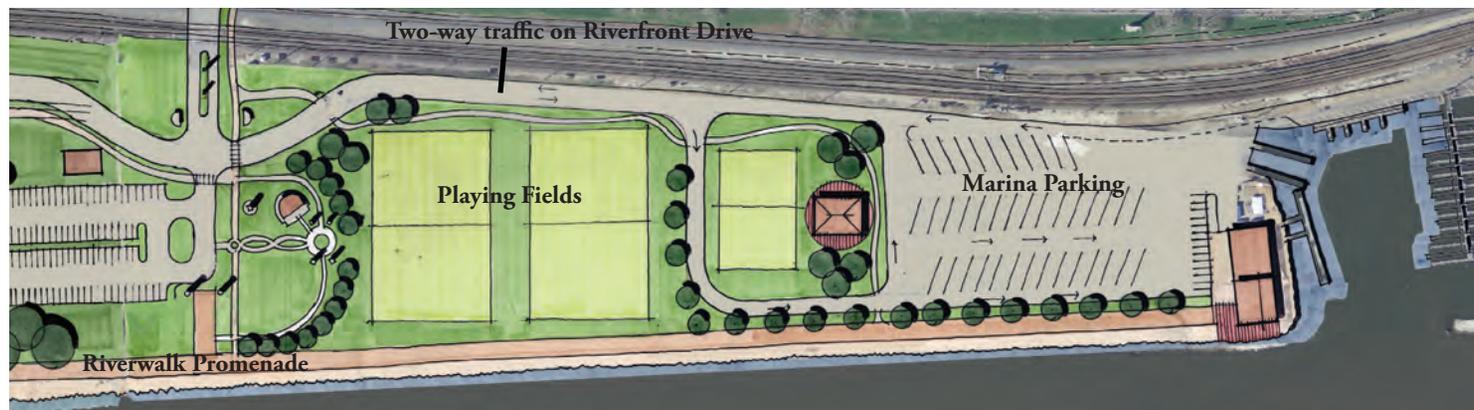


11. Upgrade Marina

The marina parking lot should be redesigned as shown in the figure for better circulation and service to its users. The café and service building are in need of upgrades.

12. Add Multi-Purpose Playing Fields

With minimal modifications, the open space east of the Veteran's Memorial could be used for multi-purpose playing fields, such as soccer. The small playing field shown on the east end could be a good location for a skate park, a need which has been discussed in Fort Madison over the past several years.



13. Establish Sheaffer Area as Top Redevelopment Priority

Components of this effort may include:

- ↗ An additional downtown hotel at Avenue H and 5th St
- ↗ Reuse of the southern Sheaffer office building as residential lofts overlooking the River
- ↗ Offices/business-incubator in old Sheaffer building on Avenue G
- ↗ Demolition of central Sheaffer building
- ↗ New medium density housing (small lot single-family and attached) along Avenue G
- ↗ Two small commercial buildings at Avenue G and 4th Street
- ↗ Internal parking circulation, to allow direct access to buildings from the sidewalk (like in the downtown area)
- ↗ Preservation of area along 4th, between Avenues G and H, as a historic battlefield site

14. Invest in Avenue G Streetscape

Avenue G is the main street spine of downtown. Public investments here should be focused at locations that most clearly make functional and visual improvements to the district.

- ↗ Re-Institute two-way traffic circulation (please turn to Chapter 6 for more detail)
- ↗ Reconstruct corner and mid block crossing nodes with new lighting, landscaping, street furnishings and public.
- ↗ Replace deteriorated sidewalk panels in high traffic areas and, if possible, replace curbs throughout the downtown district.
- ↗ Create a way-finding system to parking and key community features, including routes to the riverfront.
- ↗ Provide clear bicycle routes and parking accommodations in the district.



Sheaffer
Redevelopment Area ▲

15. Continue Existing Downtown Improvement Efforts

- ↗ Complete the current residential development program that will produce 45 units in three strategic buildings. Expand this pilot project to establish a permanent, reliably funded upper level reuse program throughout the district.
- ↗ Establish design guidelines to maintain the historic character of the district (this is currently underway)
- ↗ Build on Park-to-Park plan to create a neighborhood enhancement program that includes designation as a National Register district, an interpretive walk focusing on avenues E and F, spot rehabilitation where necessary, and neighborhood identification.
- ↗ A 2011 downtown market profile recommended that strategies to increase downtown Fort Madison's market share could be focused in three areas: 1) Local, client and convenience-oriented marketing that emphasizes local personalities, hometown customer service, local traditions and convenience 2) Extending local reach through intentional marketing, messages and events designed to appeal to lower-middle income, older residents. 3) Capitalizing on the transformation of downtown resulting from the façade master plan, and using the new branding system to build positive awareness for the downtown.



▲
These developments reflect some of the stronger retail along the Old Highway Corridor. Landscaping, like that shown in front of the Walgreens, could be required of all properties as part of a commercial revitalization plan.

MIXED USE/COMMERCIAL REDEVELOPMENT AREAS

Fort Madison has a variety of vacant parcels that could be used for commercial redevelopment. FMEDC is already tracking many of these parcels and posting available sites and buildings to the online database LOIS (Location One Information System), maintained by the Iowa Department of Economic Development.

RECOMMENDATION: Using the LOIS database and the existing land use map (Figure 3.1), the city and FMEDC should work together to approach owners of vacant parcels regarding partnerships to encourage development. A good area to start this work would be on the Old Highway 61 Corridor.

Old Highway 61 Corridor

The Highway 61 Corridor is the most heavily traveled corridor in Fort Madison, and therefore serves an important role in both economic development, and in the image that Fort Madison portrays to both visitors and residents. Although there are some areas along the corridor that are healthy and attractive, other areas are vacant, underdeveloped, or visually unappealing.

RECOMMENDATION: The city should instigate the development of a commercial revitalization strategy for Old Highway 61, focusing on the entrance from the western interchange.

Strategies for enhancement could include: signage standards or themes, redevelopment of vacant properties, reuse of vacant buildings, design standards for building architecture and site landscaping, and beautification of entryways. Several potential redevelopment parcels along this corridor are already marked in Figure 4.6. On the west entrance to town, pedestrian accommodation and landscaping are in particular need of attention.

Given its current and anticipated traffic levels, the corridor is a good candidate for a “lane diet” that would change the street from 4 lanes to 3 lanes. Chapter 6 provides detail on this possibility.

Old Sante Fe Town

Old Sante Fe Town is one of Fort Madison’s most important commercial nodes. The area, as shown in Figure 4.6, has great potential for commercial redevelopment, due to two strong retail anchors (Hy-Vee and Walgreens) and several historic-style structures. This neighborhood has existing physical assets and an identity to build on for revitalization efforts, both commercial and residential.

RECOMMENDATION: Old Sante Fe should be a focus area for commercial rehabilitation and infrastructure investments, to strengthen the area as a commercial node.

Some possibilities for work in the area include:

- ↙ Commercial Rehabilitation along the old Highway corridor
 - ◆ Historic commercial re-use
- ↙ Streetscape improvements
- ↙ Neighborhood identification/branding
- ↙ Neighborhood greenway enhancement along Creek.
 - ◆ The creek area looks unkempt, and is not living up to its potential as a neighborhood amenity. This area would be a great target for a grass-roots clean-up effort, possibly with financial or staffing support from the city.
- ↙ Residential Rehabilitation and Infill Development
- ↙ Floodplain buyout south of neighborhood Hy-Vee

Neighborhood Commercial

The intersection of Avenue E and 11th Street currently features several commercial and civic uses, and should be maintained as a “neighborhood commercial” node in the future. Neighborhood commercial areas feature small-scale, neighborhood friendly commercial uses, such as a small dentist office or hair salon. Neighborhood commercial areas should encourage pedestrian activity and encourage design of buildings that are scaled appropriately for the surrounding residential uses.



▲ Old Sante Fe Town has a number of unique assets to build on, such as these historic-looking buildings at 26th Street and Avenue L.



▲ The Hair Club on Avenue L is an example of a neighborhood-friendly commercial use



◀ There are several quality buildings in the Old Highway corridor, such as this one at 24th street, that are under-used.



▲ Some of the older development on the Old Highway Corridor reflects minimal site enhancement requirements and creates an unattractive aesthetic.

RESIDENTIAL NEIGHBORHOOD REVITALIZATION

RECOMMENDATION: Because resources are limited, and it is impossible to address all revitalization needs at once, Fort Madison should concentrate the geographic focus of neighborhood revitalization efforts on a rotating basis.

In other words, neighborhoods can “take turns” getting concentrated upgrades over the years, rather than scattering neighborhood infrastructure and housing investments throughout the city each year. The focus areas can change every few years, depending on the amount of resources available and the needs of the target neighborhoods. The city can partner with local non-profit organizations (such as Habitat for Humanity) to coordinate their where they target their investments each year. This type of geographic concentration has been shown in many communities to maximize returns on public infrastructure or housing program investments.

Figure 4.6 shows three focus areas in which to begin this strategy of concentrated residential neighborhood revitalization: Shopton Square, Victory Square, and Middle School Place. These areas were chosen due to their location near public assets – Shopton Park, Victory Park, and the Old Middle School, respectively. The designation of these neighborhoods as focus areas is not meant to suggest that other areas of town are less important or that they will not receive support from the city. Rather, the designation reflects that these areas already have public investments at their core, which provides both an asset to build on, and an incentive to prevent neighborhood decline in the areas surrounding that asset. Suggestions for each of the 3 neighborhoods are listed below. Many of the suggestions are covered in greater detail in other parts of this plan.

Shopton Square

- ↪ Park improvement and possible expansion
- ↪ Establish Avenue N as a “complete street” (street with features for biking and walking, such as sidewalks or bike lanes) (Chapter 6)
- ↪ Establish common vision for neighborhood identity (p.57)
- ↪ Residential Rehabilitation, particularly in area directly adjacent to park (p.62-66)
- ↪ Infill Residential Development on Vacant Lots (p.62-66)
- ↪ Street Upgrades
- ↪ Demolition of condemned houses – create shared green-space in the empty lots

Victory Square

- ↪ Park expansion to the north and enhancements to existing park (p.72)
- ↪ Residential Rehabilitation (p.62-66)
- ↪ Add “complete street” features on Ave E and Ave G (Chapter 6)
- ↪ Establish common vision for neighborhood identity (p.57)

Middle School Place

- ↪ Re-purpose the middle school - At the writing of this plan, a developer was seeking approval to adapt the school for residential.
- ↪ Creek Clean-up
- ↪ Establish trail head for bikeway that connects to Rodeo Park (Chapter 5)
- ↪ Improve Avenue H streetscape
- ↪ Add “complete street” features on Ave E and Ave G (Chapter 6)
- ↪ Residential Rehabilitation (p.62-66)
- ↪ Establish common vision for neighborhood identity (p.57)
- ↪ Enhance commercial sites

Neighborhood Associations and Plans

RECOMMENDATION: City officials should encourage residents to establish neighborhood associations throughout Fort Madison to promote & sponsor neighborhood improvements and serve as liaison between city and residents.

A neighborhood association is a way for residents to voluntarily come together to promote and enhance their neighborhood. Neighborhood Associations can take a variety of forms. Some may exist primarily to host an annual social event, such as a street festival. Others may advocate or raise money for improvements to the neighborhood, such as street upgrades, park improvements, or neighborhood clean-ups. Neighborhood Associations might organize a “neighborhood watch” program to reduce crime, or they may make requests to public officials to enact certain policies or allocate funding to important neighborhood projects. Associations may have official elected leadership and voluntary dues payments, or they may be more informal. Some associations have monthly or quarterly meetings, while others communicate primarily through electronic means.

RECOMMENDATION: Once established, neighborhood associations can work with the city to create detailed neighborhood plans.

Plans can include guidance for: neighborhood identity, priorities for public infrastructure/amenity improvements (curbs, sidewalks, streets, parks, etc.), residential rehabilitation priorities, identification of vacant properties for redevelopment, and establishment of neighborhood watch or clean-up programs. Examples of neighborhoods that may be interested in organizing include those identified in Figure 4.6, such as the “Park-to-Park” area or the south-side (around Shopton Park). Some informal neighborhood groups already exist, and might want to formalize.

Historic Neighborhoods

Figure 4.6 identifies two neighborhoods of historic interest: the Park to Park Neighborhood (between central Park and Old Settlers Park) and the Richards Drive area. The historic preservation commission recently commissioned an extensive study on the Park-to-Park Neighborhood, titled “Intensive Level Survey of the Residential Neighborhood from Old Settlers Park to Central Park” (June 2012). The study provided a detailed history of the neighborhood, a survey of the residential properties in the study area, and recommended historic preservation strategies for one of Fort Madison’s oldest neighborhoods. The Richards Drive area still needs to be explored in more detail. This area represents late 1940s and early 1950s construction, an era that has only recently begun to be recognized as “historic,” as its buildings pass the 60-year mark.

RECOMMENDATION: The historic preservation commission should continue working with the city to develop preservation strategies for the Park-to-Park and Richards Drive neighborhoods.

Some common enhancements for historic areas include:

- ♦ Signage, including interpretive materials and graphics
- ♦ Home Tours
- ♦ Streetscaping improvements, such as landscaping or lighting



HOUSING

In the public input process, “housing quality” was identified as one of the top issues for which Fort Madison must plan. In particular, the need for quality rental housing and the need to rehabilitate the existing housing stock were frequently mentioned. This section will provide an overview of the existing housing conditions and characteristics in Fort Madison, followed by recommendations to improve the quality and diversity of the housing stock.

A 2010 housing needs assessment for Fort Madison indicated that Fort Madison’s primary focus should be to improve the existing housing stock. The housing needs assessment also suggested that there is a need for new housing for low-to-moderate income families, rehabilitation for rental units, and higher-end new home construction.

A 2012 state-wide housing study by the Iowa Finance Authority identified the most critical issues for housing both across the state and specifically in the Southeast Iowa region. This study showed

that across the state, the population is becoming older and more diverse, households are becoming smaller, and incomes are not keeping pace with increased housing costs. The study revealed that housing industry professionals and members of the public felt that the most important housing issues for the southeast region were: shortage of moderate and low income housing, aging/deteriorating housing stock (need for revitalization), shortage of rental options, and demand for more senior housing options (not assisted living). In the southeast, 22% of new housing demand is from seniors (65+) while 19% is from ages 15-34 (2010).

Although new jobs (such as those at the Wever fertilizer plant) may be expected in the area, recent population trends paired with the high rates of vacancy, unemployment, and commuting in Fort Madison make it unlikely that the total demand for housing units will significantly surpass the current supply. As indicated in the aforementioned studies, rehabilitation/maintenance of the existing housing stock (rather than new construction) is the top priority.



General Housing Characteristics

The quality and occupancy of a community’s housing stock are key indicators of its economic prosperity. Table 4.2 and Figure 4.8 show the characteristics of the Fort Madison housing stock. Some of the key findings include:

- ↗ Median Home Value increased by 24% from 2000 to 2010 (\$53,700 to \$66,700)
- ↗ Aging Housing Stock:
 - ◆ 56% of housing units are more than 60 years old
 - ◆ Fewer than 2% of housing units were built in 2000-2009. Approximately 5% of housing units were built in 1990-1999.
- ↗ Vacancy Rate is high and increasing
- ↗ Good balance between owner-occupied and renter units
- ↗ Less than half of owner-occupied units have a mortgage: 48%
- ↗ Single-family detached units account for vast majority of housing stock (73%). This is common for towns like Fort Madison.

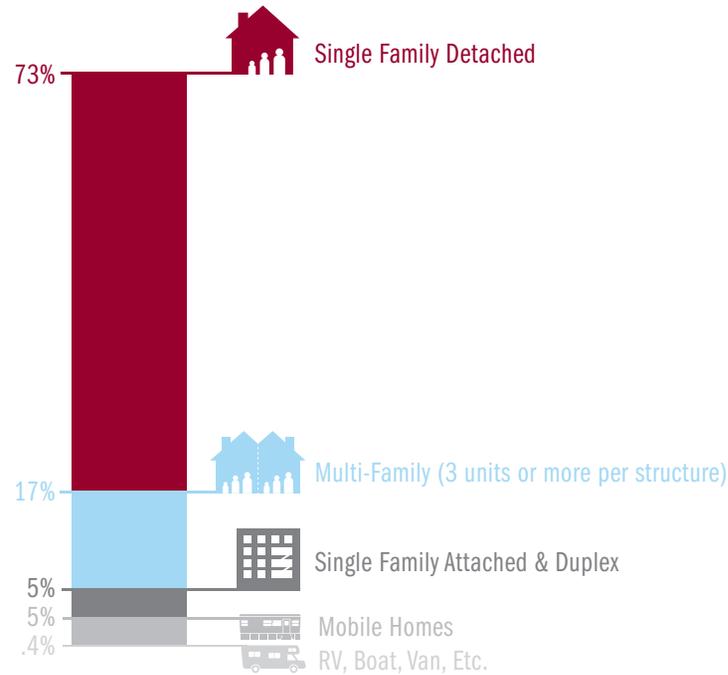


Figure 4.8 - Fort Madison Housing Units by Units in Structure, 2010

Table 4.2 - Change in Key Housing Indicators for the City of Fort Madison, 2000 to 2010

	2000	2010	Change 2000-2010	% Change 2000-2010
Total Housing Units	5,106	4,956	-150	-2.9%
Total Occupied Units	4,617	4,403	-214	-4.6%
Owner Occupied Units	3,212	3,026	-186	-5.8%
% Owner Occupied	69.6%	68.7%	-0.9%	--
Renter Occupied Units	1,405	1,377	-28	-2.0%
% Renter Occupied	30.4%	31.3%	0.9%	--
Vacant Units	489	553	64	13.1%
Vacancy Rate (%)	9.6%	11.2%	1.6%	--
Median Value (Owner-Occupied)	\$53,700	\$66,700	\$13,000	24.2%
Persons Per Household	2.27	2.26	-0.01	0.0%

Affordability

The price of a community’s housing supply in relation to the income of its residents helps determine whether the city’s housing is affordable to its citizens. Households that spend a disproportionately large share of their incomes for basic housing have less money for other essentials and fewer resources to maintain their homes and neighborhoods. A housing affordability analysis for Fort Madison showed that:

- ↪ 14% of homeowners and 45% of renters are “housing burdened,” meaning that they are paying more than 30% of their household income for housing.
- ↪ There appears to be a shortage of homes in the middle and upper income price ranges (\$50K annual income and higher). That is, there are more people demanding homes that fit that income level than there are homes available.
- ↪ The greatest shortage is in the \$50K-\$74,999 income affordability range (\$100K-\$150K homes and \$800-\$1250 monthly rents)
- ↪ Although there appears to be enough low cost housing to accommodate households in lower income brackets (\$0-\$49,999 annual income), much of this housing is likely taken by individuals in higher income brackets because of the shortage of middle and higher income housing. This can make it difficult for lower income residents to find the low cost housing they need.

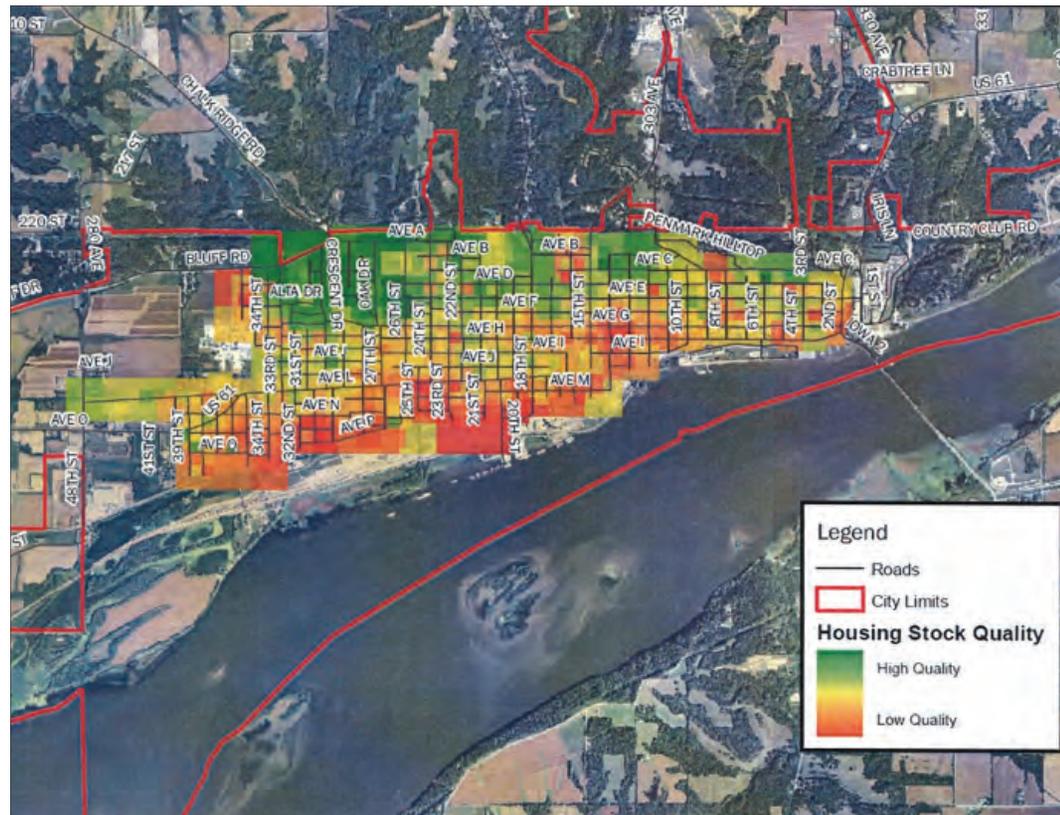


Figure 4.9 – Results of Housing Conditions Survey performed as part of 2010 study.
Source: City of Fort Madison Housing Needs Assessment, Southeast Iowa Regional Planning Commission, 2010

This affordability analysis assumes that an affordable owner-occupied unit is valued at no more than 2 times a household’s annual income, while an affordable rental unit costs no more than 30% of a household’s monthly income. A detailed chart showing the affordability analysis results is located in the appendix.

Conditions

Dilapidated homes can affect the value of properties in their vicinity, and adversely affect the character of a neighborhood and the overall perception of the town. A 2010 housing study performed by the Southeast Iowa Regional Planning Commission (SEIRPC) found that approximately 22.7% of homes in Fort Madison (1 in 4) were either in poor or dilapidated condition (that is, either in need or major repairs, or possibly un-repairable). Figure 4.9 shows a generalized map of the housing conditions survey, revealing parts of town with the lowest housing quality, such as areas near the railroad.

Once target areas are chosen for revitalization and rehabilitation efforts, it can be useful to look at housing condition data in more detail, on a parcel-by-parcel level. The comprehensive plan project team performed a housing conditions survey for the three focus neighborhoods established in the previous section (“residential neighborhood revitalization”). Figures 4.8, 4.9 and 4.10 show the results of those surveys. For the purposes of the survey, houses were rated on a scale of 1 to 4. Where 1 was excellent and 4 was dilapidated. The presence of houses in need of major repairs, 3s and 4s, is marked on the Figures.

The results show a wide variation, from blocks with just one poor condition house, to blocks where nearly all houses need attention. Typically, the best return on investment comes from focusing rehabilitation assistance on repairing a few bad cases on an otherwise strong block.

This type of analysis can help form the basis of a neighborhood revitalization program or plan, as it can help guide where resources are focused on a block by block basis. Rehabilitation programs and community efforts can provide the best return on investment when they focus on areas that are fairly strong, with small pockets of problematic housing. If there is an outside reason for housing dilapidation, such as the railroad in the Shopton Park neighborhood, public investments in housing in such areas may not yield maximum returns unless the negative external factor is mitigated (such as with a visual/noise buffer). Public efforts for housing rehabilitation should also consider focusing on areas that are highly visible to visitors, potential investors, and other members of the community. For example, dilapidated homes on heavily traveled corridors, such as the Old Highway 61, may have a greater effect on the perception of the community than a household that is hidden away on a residential street. The next section includes recommendations for possible programs for housing rehabilitation and construction. These recommendations should be used in conjunction with housing condition data to determine target investment areas.

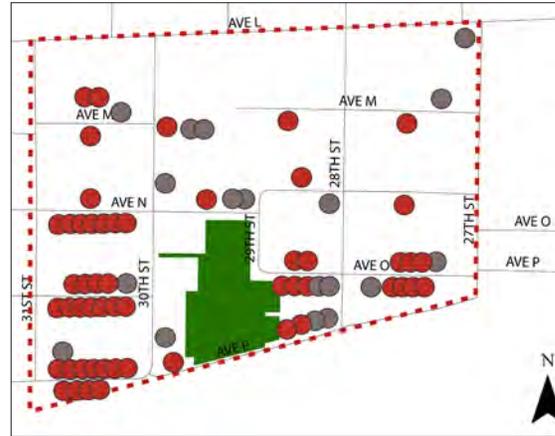


Figure 4.8 – Shopton Park Neighborhood



Figure 4.10 – Victory Park Neighborhood

Legend

- House in Need of Major Repairs*
- Vacant House
- Park
- Old Middle School

Please note: The exact locations of these houses are not shown for privacy reasons. Dots are shown in the center of the block-face on which the house is located. The conditions survey was based on an exterior assessment only. Houses rated “in need of major repairs” had significant visible structural issues such as a crumbling foundation or a warped roof.

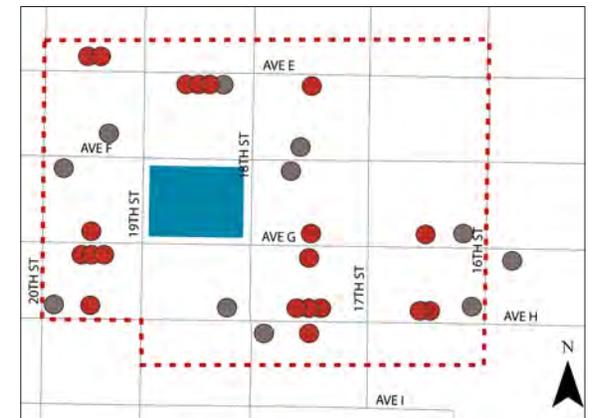


Figure 4.9 – Old Middle School Neighborhood

RECOMMENDATIONS FOR SUPPORTING HOUSING REHABILITATION AND CONSTRUCTION

The stated housing goal for this comprehensive plan is to encourage a wide variety of quality, affordable housing choices and support reinvestment in the existing housing stock (Chapter 1). Another goal of the plan is to attract and retain residents of all ages, a task which can be supported by investing in a quality housing stock. Taking all this into account, the policies and programs recommended below aim to address the following goals for housing in Fort Madison:

- Rehabilitate deteriorated housing and invest in existing neighborhoods
- Provide affordable housing options
- Provide a diversity of housing types, particularly rental housing
- Support a well-maintained, high quality housing stock

These strategies should be used in conjunction with the residential neighborhood revitalization strategies detailed in the previous section.

Working With Developers

RECOMMENDATION: The housing commission and/or city officials should initiate conversations with private developers to identify partnerships or policy changes that can help overcome barriers to providing under-served housing options, such as quality rentals and infill housing (new homes on vacant lots in existing neighborhoods).

“Infill” development refers to the use or re-use of vacant lots in existing neighborhoods for housing or any other purpose. Infill lots like this one on Avenue E are an efficient development choice, since they make use of existing roads and infrastructure.



Land Use Regulations

RECOMMENDATION: Fort Madison should ensure that land use regulations, such as the zoning code and future land use plan, allow a wide range of housing types.

The future land use map in chapter 3 shows diverse densities of housing throughout Fort Madison. If this plan is used as a guide for private developers it will encourage the provision of a diverse range of housing, as demanded by residents and potential residents. As Fort Madison grows and changes, City staff and the planning & zoning commission should continue to identify locations appropriate for designation as higher density areas. The zoning code review provided in the appendix recommends revisions to the code that will ensure that a wide range of homes can be built in Fort Madison, including more affordable, smaller homes.

Housing Commission

RECOMMENDATION: Fort Madison should establish a housing commission or committee to create and implement a comprehensive housing strategy for Fort Madison.

A housing commission could be appointed by and make recommendations to the city council. Alternatively, a housing committee could be set up as part of an existing organization, such as the Fort Madison Partners. The commission/committee would be responsible for identifying housing programs to pursue from those listed in the following sections and other available options. The group would then advocate for the implementation of the selected programs, advise on management of programs, oversee neighborhood revitalization, and help identify funding sources to support housing programs.

Existing Programs

The city of Fort Madison and its residents already have access to a number of programs that can help them invest the housing stock, through organizations such as the Southeast Iowa Regional Planning Commission (SEIRPC), Iowa Economic Development Authority (IEDA), Iowa Finance Authority (IFA), and Federal Home Loan Bank of Des Moines (FHLB Des Moines).

- ↗ Great River Housing Trust Fund – grants and low interest loans for down-payment assistance and rehabilitation for low-to-moderate income residents (SEIRPC)
- ↗ Housing Fund, IEDA – Funding for rehabilitation, new rental housing construction, home buyer assistance, tenant-based rental assistance, and/or administrative costs related to such programs (IEDA). Typically the city or a local nonprofit organization applies for funding for a specific project of their choosing, then distributes to homeowners and/or renters. Income limitations apply.
- ↗ FirstHome and FirstHome Plus - Fixed rate mortgages and down-payment assistance for first-time home buyers (IFA)
- ↗ Main Street Mortgage Loan Program – Low-interest loans for downtown upper story housing rehabilitation (Main Street Iowa, IFA, FHLB Des Moines)
- ↗ Affordable Housing Program – grants for government or non-profit sponsored projects that create or rehabilitate affordable housing (rental or owner-occupied) for low income individuals (FHLB Des Moines)
- ↗ Section 42 (Low-Income Housing Tax Credit) - investment tax credit for projects that reserve a specific percentage of units for low income residents.
 - ◆ Fort Madison would need to actively pursue this by approaching private developers with a plan that designates where projects could be (development concept in chapter 3 could be used for this)
- ↗ Housing Enterprise Zones - The City established two housing enterprise zones, one downtown and one at the end of River Valley Road, that offer tax credits for construction and rehabilitation.

RECOMMENDATION: Fort Madison should take full advantage of these available programs by actively pursuing available grant and loan opportunities.

City staff can work with the housing commission (as described on the previous page) to take a proactive role in getting the word out to residents about programs they can apply to directly, and prioritizing the pursuit of programs by the city.

Additionally, SEIRPC may provide an administrative structure through which assistance could potentially be expanded if funds were raised through other means. If Fort Madison does not have the will or the means to create its own housing authority, residents could partner with the city to raise funds for housing projects and approach SEIRPC for assistance in administration.



New Program Options

RECOMMENDATION: Fort Madison should initiate city-supported programs that promote housing rehabilitation and programs that increase availability of diverse housing, particularly rental housing. Several options are described below.

Lender's Consortium

Fort Madison should investigate creating a lender's consortium to develop needed housing types. Through the consortium, local lenders come together to share the risk of lending to higher risk or unconventional projects. The city can use dedicated housing funds to insure the projects as well. Several communities in Iowa have already generated local funds in support of housing rehabilitation through the establishment of Lender's Consortium. The central missions of the consortium would include:

- Construction and long-term financing of key project types that are identified as high priorities for the community.
- Construction lending to private builders of affordable housing.
- Mortgage financing to low and moderate-income buyers who fall outside of normal underwriting standards for institutions.
- Rehabilitation financing for existing neighborhoods

The consortium and its programs can be funded by a combination of:

- Proportionate funding by lenders (proportional to overall assets).
- Corporate contributions and investments.
- State Community Development Block Grants (CDBG) and other housing funding programs.

Rental Property Compliance Strategies

Fort Madison recently adopted a Residential Rental Housing Inspection Program to ensure that rental properties are providing livable conditions. Under this program, all rental properties must be registered, pay a modest fee, and be subject to inspection by the city. As a supplement to this new program, Fort Madison can encourage voluntary compliance with community standards through strategies such as:

- Preparation and distribution of a Property Standards Manual. This should be a friendly and clear document that sets out the community's expectations for individual building and property maintenance. It can provide useful information, such as sites to dispose of/recycle unwanted household items. This manual can encourage standards above and beyond the bare minimum for passing inspection.
- Organizing voluntary efforts through church and civic groups to assist seniors and disabled people with property maintenance.
- Backing up the property maintenance standards program with rehabilitation financing (discussed in following section).
- Establish a "Better Landlords Bureau," a voluntary investor association/peer group that can provide a seal of approval for quality rental properties.
- Encouraging voluntary compliance will reduce the amount of staff that must be devoted to dealing with violations.



Comprehensive Rehabilitation Program

As established previously, there are a number of housing units in Fort Madison that could use repairs or rehabilitation. A coordinated rehabilitation strategy, operated by the city on a reliable, multi-year basis, could help ensure preservation of exiting housing by taking advantage of existing funding sources. The strategy could include:

- ↖ Emergency repair program: An emergency repair program provides grants or forgivable loans to very low income homeowners, usually from CDBG funds.
- ↖ Direct rehabilitation grant programs: This program provides forgivable loans and grants to low income homeowners, from CDBG funds.
- ↖ Leveraged rehabilitation program: This approach leverages private loan funds (often through the FHA Title 1 Homes Improvement Loan program) by combining private loans with CDBG or other public funds to produce a below-market interest rate for homeowners. The program works best in moderate income neighborhoods with minor rehabilitation needs. Loans in a leveraged program can be originated through individual lenders or through the proposed lenders' consortium.
- ↖ Energy efficiency loans: Funding is leveraged through the utility to provide loans that improve the energy efficiency of older homes. These low interest loans or no-interest loans could be used by anyone in the community to replace windows, heating and cooling systems, or other energy related upgrades.

If resources are not available to run this program through the city, SEIRPC can provide assistance to communities in administration of these programs.

As mentioned previously, rehabilitation programs can provide the best return on investment when they focus on areas that are highly visible and/or neighborhoods that are fairly strong except for small pockets of problematic housing.

Tax Abatement

Reports in Fort Madison and around the state indicate that there is a need for workforce housing, both rental and owner-occupied, for households in the 80-120% of median income category (\$30,648-\$45,972 for Fort Madison). This income group is not typically eligible for state-funded programs, but may still find it difficult to afford market prices. A gap exists where the market is not providing housing opportunities. The City of Fort Madison could offer tax abatement to encourage the construction or rehabilitation of houses and apartments that would help close that gap. The program should be aimed at those developing housing for middle income residents, particularly rental housing, which was identified as a significant gap in the public participation process. However, other cities in the state have established tax abatement for all new renter and owner-occupied housing to encourage development.



Affordable Lot Supply

A lack of developable lots was identified as an issue through the community participation process. The city can employ a number of strategies to assure a supply of affordably priced lots, including:

- Infrastructure Bank: The city provides front-end financing for public improvements by reimbursing the homebuilder or developer for these costs. The value of these improvements then becomes a subordinated mortgage, due only on sale of the property. This technique is primarily a private market program that finances items in the public domain and provides a payback to the city at the point of sale.
- Public or shared risk initial financing of urban infrastructure for subdivisions through benefit fee district and special assessment districts. This strategy reduces the front-end risk of lot development to the sub-divider.
- Utilization of Tax Increment Financing to fund infrastructure improvements and bring down lot improvement costs to the developer.
- Infill Lot Re-Use: Any program should also include redevelopment of existing lots that begins with a site assessment and definition process that maps vacant sites and lots, seriously deteriorated buildings, and current reinvestment efforts. A TIF mechanism can be used to make necessary infrastructure improvements to target redevelopment areas.

Downtown Housing

Communities of all sizes have proven the popularity of downtown housing and its ability to play an important role in the health of a downtown. Downtown housing can take advantage of incentives such as historic tax credits. Downtown Fort Madison has upper level building resources that offer opportunities for adaptive reuse. At the writing of this plan, Main Street Fort Madison is supporting the conversion of three buildings to provide 45 apartments downtown. Building code restrictions should be reviewed to identify any part of the code that inhibits occupancy on upper floors. Appropriate revisions should be made as necessary.

Downtown housing can take advantage of programs such as:

- Historic Tax Credits. This program offers an investment tax credit of up to 20% to qualified investors for rehabilitation of buildings on or eligible for listing on the National Register of Historic Places. Rehabilitation is subject to certain standards and is overseen by Iowa's State Historical Office.
- Tax Increment Financing (TIF). TIF uses the added taxes created by a redevelopment project to finance improvements related to the project. Fort Madison recently approved a TIF district for the downtown area.

HAZARDS AND HOUSING REHABILITATION

The City of Fort Madison Pre-Disaster Mitigation Plan (updated 2010) identified concerns regarding structural failure in the event of severe storms, fire or other hazard. The housing rehabilitation strategies provided in this plan will help address these concerns by improving the structural integrity of Fort Madison's housing stock.



5 PARKS &
COMMUNITY
SERVICES



In order to thrive, a city must provide quality public amenities such as parks, cultural facilities, schools, public safety, and healthcare. This chapter examines these services and provides recommendations for continued enhancement, with the goal of helping Fort Madison retain and attract residents, businesses and visitors.

RECOMMENDATIONS SUMMARY

- ↖ The parks and recreation commission should work with city staff to update and prioritize the recommendations of the Parks Master Plan (p. 72)
- ↖ Add 2-3 tennis courts and repair existing courts at Victory Park (p.72)
- ↖ Consider acquiring part or all of the property north of Victory Field for use as practice fields (p.72)
- ↖ Consider developing a re-use plan for Victory Park (p.72)
- ↖ Create an enhancement plan for Rodeo Park (p.72)
- ↖ Work with Sports Complex management to reserve 3-5 acres of the Complex land for a neighborhood park (p.73)
- ↖ Strive to offer neighborhood parks within 1/4-1/2 mile walking distance of all residences (p.73)
- ↖ Preserve an interconnected system of natural areas to create greenways and trail corridors to connect the park system (p.74)
- ↖ Initiate construction of new trails as indicated in Figure 5.3, with priority given to the Rodeo Park trail connection and the Sports Complex-to-Ivanhoe Park connection (p.74)
- ↖ Actively pursue funding for trail construction using the following 3-point strategy (p.76):
 - ◆ 1. Establish an ongoing budget item for trail construction and improvement.
 - ◆ 2. Identify and take advantage of available grant funding from local, state and federal agencies and from non-profit foundations.
 - ◆ 3. Use budgeted trail funds as a match for grants
- ↖ Implement a mechanism for park acquisition and trail construction, to ensure reservation of well-located and appropriately sized spaces (p.76)
- ↖ Review staff-generated recommendations for public facilities/services annually during the budgeting process to determine priority needs (p.77)
- ↖ Foster continued partnerships between the city, the school district, and the business community (p.79)
- ↖ Adopt the Fort Madison Hazard Mitigation Plan as an official part of the Comprehensive Plan (p.79)

PARKS AND RECREATION

Fort Madison offers a variety of park options, from small neighborhood parks such as Old Settlers, to large community parks such as Rodeo and Riverview Parks. This chapter examines Fort Madison’s existing park and recreation facilities, and provides recommendations for new parks and trails, including funding options.

Park Inventory

Overview

The amount of parkland in Fort Madison appears to be more than adequate, however, new parks may be needed as the western end of town grows, and increasing access to Rodeo Park is important.

- ↖ 283 acres of parkland in Fort Madison
- ↖ Approximately 28 acres of parkland per 1,000 residents (4.6 acres per 1,000 without Rodeo Park)
- ↖ Acreage exceeds traditional park area guidelines set by the National Recreation and Park Association (NRPA), which suggest 10 acres of parkland per 1,000 residents. (Without Rodeo Park, the acreage only reaches about half the suggested amount.)

Park Classifications

Park areas are classified according to the National Recreation and Park Association (NRPA) classification system, as described in Table 5.1. Table 5.2 lists park facilities by category and Figure 5.1 shows the location of these facilities.

Level of Service Analysis

Level of Service is determined by both the number of acres of park land and the geographic distribution of that land. Fort Madison has a high number of park acres per resident, however more than 80% of park acreage is on the north edge of town in Rodeo Park, where access is limited for those traveling by foot or bike (such as children). The core area of town has just 46 acres of parkland, or 4.6 acres per 1,000 residents.



Table 5.1 - NRPA Park Classification Descriptions

Classification	Function	Size	Service Radius	Suggested Level of Service	Fort Madison Example
Neighborhood	Basic unit of a community’s park system, providing a recreational and social focus for residential areas; Accommodate informal recreational activities	5-10 acres	¼ - ½ mile (walking distance)	1-2 acres per 1,000 residents	Ivanhoe Park
Community	Meet diverse community-based recreation needs, preserve significant natural areas and provide space for larger recreation facilities. May include special attraction such as pool, trails, or sports complex.	30-50 acres	½ - 3 miles	5-8 acres per 1,000 residents	Rodeo Park
School	Help meet neighborhood park needs, particularly in areas not served by a neighborhood park	Varies	Varies	--	Lincoln Elementary

Table 5.2: Park Inventory, Fort Madison 2012	
Facility	Acres
COMMUNITY PARKS	
Riverview Park	20.1
Rodeo Park	236.8
Total Community Parks	256.9
NEIGHBORHOOD PARKS	
Ivanhoe Park	10.0
Central Park	3.2
Shopton Park	3.9
Old Settlers Park	3.2
Victory Park	2.2
Total Neighborhood Parks	22.5
Sub-Total City-Owned Parks	279.4
SCHOOL PARKS (serving as neighborhood parks)	
Lincoln Elementary	0.9
Richardson Elementary	1.6
Old Middle School	1.3
Total School Parks	3.8
TOTAL PARKS	283.2

Table 5.3 identifies the existing level and service (LOS) and the additional park land that would be needed to maintain that LOS if the 2030 population goal of 11,103 is achieved. The addition of the new sports complex will serve a large part of park need, however, much of this land will be specialized for ball games, and not open for general use. A new neighborhood park or expansion of an existing park may still be needed if/when Fort Madison experiences significant residential growth.

Figure 5.1 illustrates the location of Fort Madison’s parks and the service radius for neighborhood and community parks, the core of the park system. The map shows a service radius of 1/4 - 1/2 mile, which is considered a reasonable walking distance. There are some small gaps in service, including a strip of homes between Victory and Central Parks, and south of Bluff Road at Crescent Lane. If new residential neighborhoods develop in the 48th street area, (Figure 3.7) a new neighborhood park will be needed to serve this area. This could be incorporated into the proposed sports complex.

Table 5.3: Parkland Level of Service and Future Needs (In Acres)			
Park Type	Existing Acreage	Acres per 1,000 Residents (Level of Service - LOS)	Additional Acres Needed to maintain LOS if 2030 growth goal achieved
Neighborhood	22.5	2.2	2.4
Community	256.9	25.6	26.9
Total Parks (includes schools)	283.2	28.2	29.7
Total Parks Without Rodeo Park	46.4	4.6	--

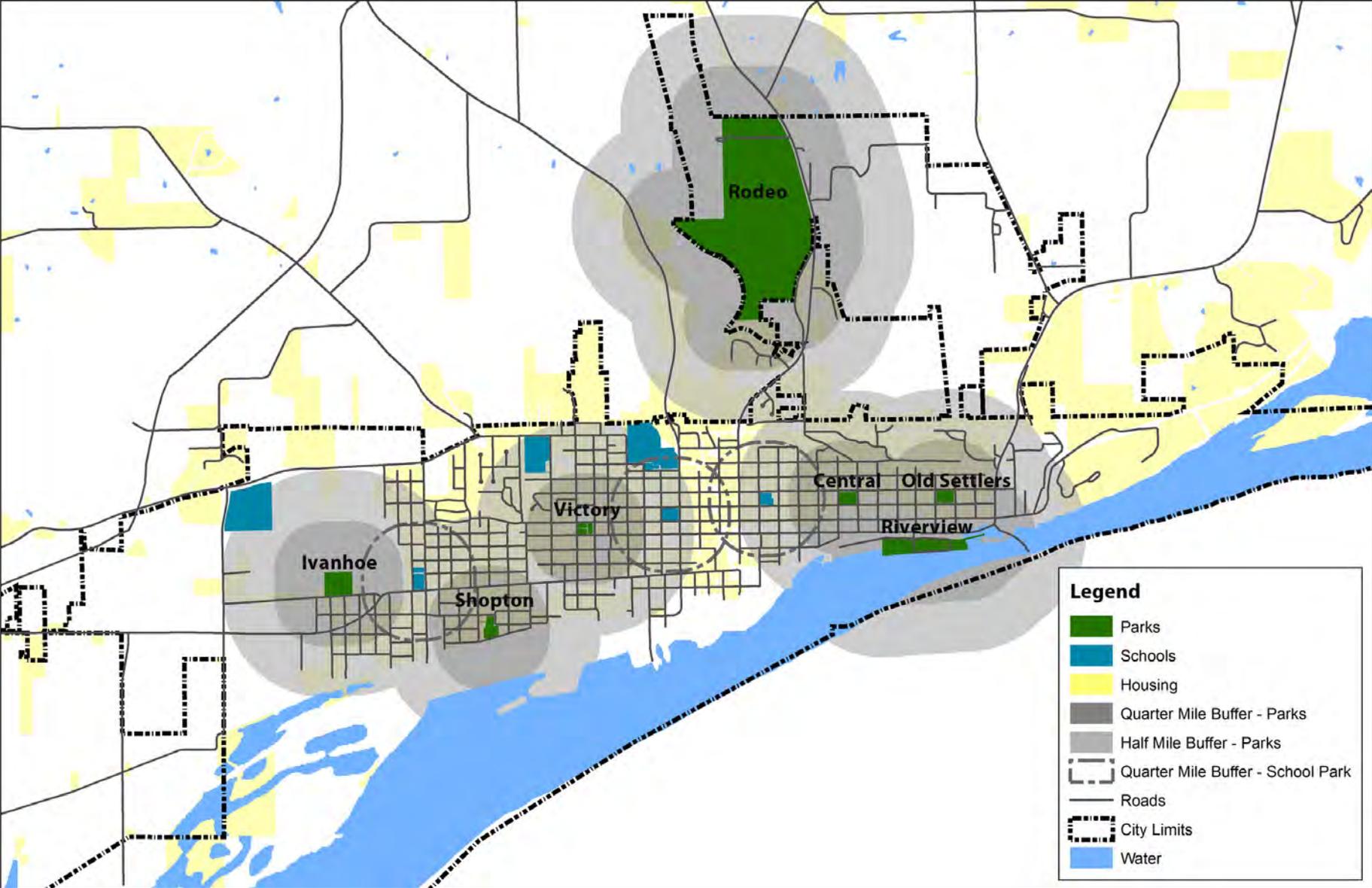


Figure 5.1 – Fort Madison Park System, with geographic service areas

Recommendations for Existing Parks and Facilities

Parks Master Plan

The “Parks Master Plan for the City of Fort Madison” (2009) provides detailed recommendations for repairs and additions to the park system. Since the writing of this plan, several new factors have emerged, including the new Sports Complex.

RECOMMENDATION: The parks and recreation commission should work with city staff to update and prioritize the recommendations of the Parks Master Plan, with consideration of the new Sports complex and the recommendations of this plan.

Recreation Facility Needs

RECOMMENDATION: Fort Madison should consider adding 2-3 tennis courts, in addition to repairing existing courts at Victory Park.

Fort Madison has only 2 tennis courts, and those courts are currently in relatively poor condition. Plans are already in place for repairs to the existing courts. Adding 3 courts would bring Fort Madison up to the guideline provided by the National Recreation and Park Association (NRPA) of 1 court per 2,000 people. Victory Park is one potential location.

Fort Madison also has no formal soccer field, but 3 fields are planned for the proposed sports complex and several are proposed for Riverview Park in chapter 4. The field north of Victory Park is currently used informally for soccer, and there has been discussion of officially turning this space into a park. According to NRPA guidelines, Fort Madison should have at least 1 soccer field. A full facilities review is in the appendix and in the Parks Master Plan.

Though Fort Madison has an adequate number of ball fields for the population (based on NRPA guidelines), existing facilities were not built to tournament specifications. The fields at the new sports complex will allow Fort Madison to bring in larger tournaments.

Victory Park

RECOMMENDATIONS: Fort Madison should consider expanding Victory Park to include part or all of the property north of the existing park. The parks & recreation commission should consider developing a re-use plan for the entire park.

Nearly 4 acres of open land are available just across Avenue G for potential expansion. The 2009 Parks Master Plan recommended that the land be used for additional ball fields, but the pending construction of the Sports Complex could make that addition unnecessary. The space could be used as a soccer/football practice field (it is already informally used for this), expanded playground, tennis courts, or open space.

A re-use plan for Victory Park may be needed regardless of whether an expansion occurs. In a 2009 survey, citizens ranked Victory Park as one of the worst condition parks in town. Key concerns included upgrades to the bleachers and ball field, and the use of the Jefferson School site immediately to the north. Once the sports complex is built, the Victory Park ball field may be used differently by the community. A re-use plan would help this park better serve the surrounding neighborhood. One possibility for re-use would be to add tennis courts, as mentioned in the previous section.

Rodeo Park

RECOMMENDATION: The parks and recreation commission should create an enhancement plan for Rodeo Park that includes enhanced connection to the city core (see trails section on p.74). Rodeo Park provides the majority of Fort Madison’s park land and should therefore be a target for investment.

Riverview Park

A detailed strategy for Riverview Park is included in Chapter 4.

Recommendations for New Parks

Sports Complex

A new 60 acre sports complex is planned for construction in the area off of 48th street, just west of the new Middle School. The complex, as shown in the rough sketch in Figure 5.2, will include 3 baseball/softball fields, 3 soccer/football fields, paved parking, concessions, restrooms, and a small children's play area. The sports complex will be managed and maintained by an independent organization with a board of directors and a facility manager (the City will not provide any maintenance). As of the writing of this plan, the sports complex committee was still raising the funds for construction of the complex.

RECOMMENDATION: The city should work with the sports complex management to reserve 3-5 acres of the complex for neighborhood park amenities, such as playground equipment and informal play space, to serve the surrounding residential neighborhood, if and when it develops.

The western residential growth area, as shown in Figure 5.1, is not currently served by a neighborhood park. The sports complex management could partner with the city for development and maintenance of this section of the park.

Neighborhood Parks

RECOMMENDATION: Fort Madison should strive to offer neighborhood parks within a comfortable walking distance of approximately one-quarter to one-half mile for all residents.

Neighborhood parks should offer informal open play space as well as more structured facilities such as playground equipment. As new residential development occurs, new demand for neighborhood parks will emerge (see previous recommendation).



Figure 5.2 – Proposed Fort Madison Sports Complex on 48th street

Greenways

RECOMMENDATION: As new areas develop, an interconnected system of natural areas should be preserved to create greenways and trail corridors to connect the park system, as shown in Figure 5.3 (see also p.28)

The purpose of the greenway system is to protect sensitive natural areas, such as wetlands and floodplains, from development. Greenways provide open space within developed areas, separate incompatible uses, buffer busy roadways and accommodate natural drainage to mitigate flooding. Residential neighborhoods, activity centers, commercial areas, schools, parks and open spaces can be linked by a comprehensive and continuous greenway system. These greenways play an important role in the parks system, by linking the parks system together. The greenways proposed in Figure 5.3 provide critical connections between the new growth area, the Middle School, Ivanhoe Park and the existing core of the city. (Refer to chapter 3, p.28 for more details on greenways and proposed new growth areas.)

An interconnected system of natural areas, or 'greenways', could provide corridors for recreational trails that connect the park system. Greenways are also beneficial for stormwater management and flood prevention, and help connect developed neighborhoods with nature.



Trails and Complete Streets

Greenways provide a natural route for shared bike/pedestrian trails. The proposed trails in Figure 5.3 would serve both a recreational purpose, and provide important non-motorized linkages between neighborhoods, schools, and parks, thus creating a safe transportation environment for a wider variety of residents.

RECOMMENDATION: The parks and recreation commission should work with city staff to initiate construction of new trails shown in Figure 5.3, with priority given to the connections listed below:

- Ivanhoe Park to the new Middle School to the Sports Complex. Given the significant investment that the community is making in the Sports Complex, it is important that it be well connected to existing neighborhoods, in order to maximize accessibility to Fort Madison residents. This off-street connection provides a safe route for children traveling between home, school, and the parks.
- Bikeway to Rodeo Park. This connection would run from 16th street up an existing drive and provide the only safe bike or pedestrian access between Rodeo Park and the core city. This connection is critical to providing accessibility to the park system, as Rodeo Park provides 80% of Fort Madison's park land.

“Complete Streets” can provide connections that link the park system together when off-street trails are not feasible. A complete street is a street that accommodates multiple modes of transportation by offering features, such as sidewalks or bike lanes, that allow walkers, bikers and drivers to safely share the road. Chapter 6 discusses the proposed complete streets in more detail. With respect to the park system, the priority complete street connections are:

- Richard's Drive/Avenue G: 33rd Street to 10th Street - connects trails in western growth area to older neighborhoods in the east.
- 16th Street: Avenue H north to proposed Rodeo Park bikeway trailhead - facilitates access to Fort Madison's largest park asset.

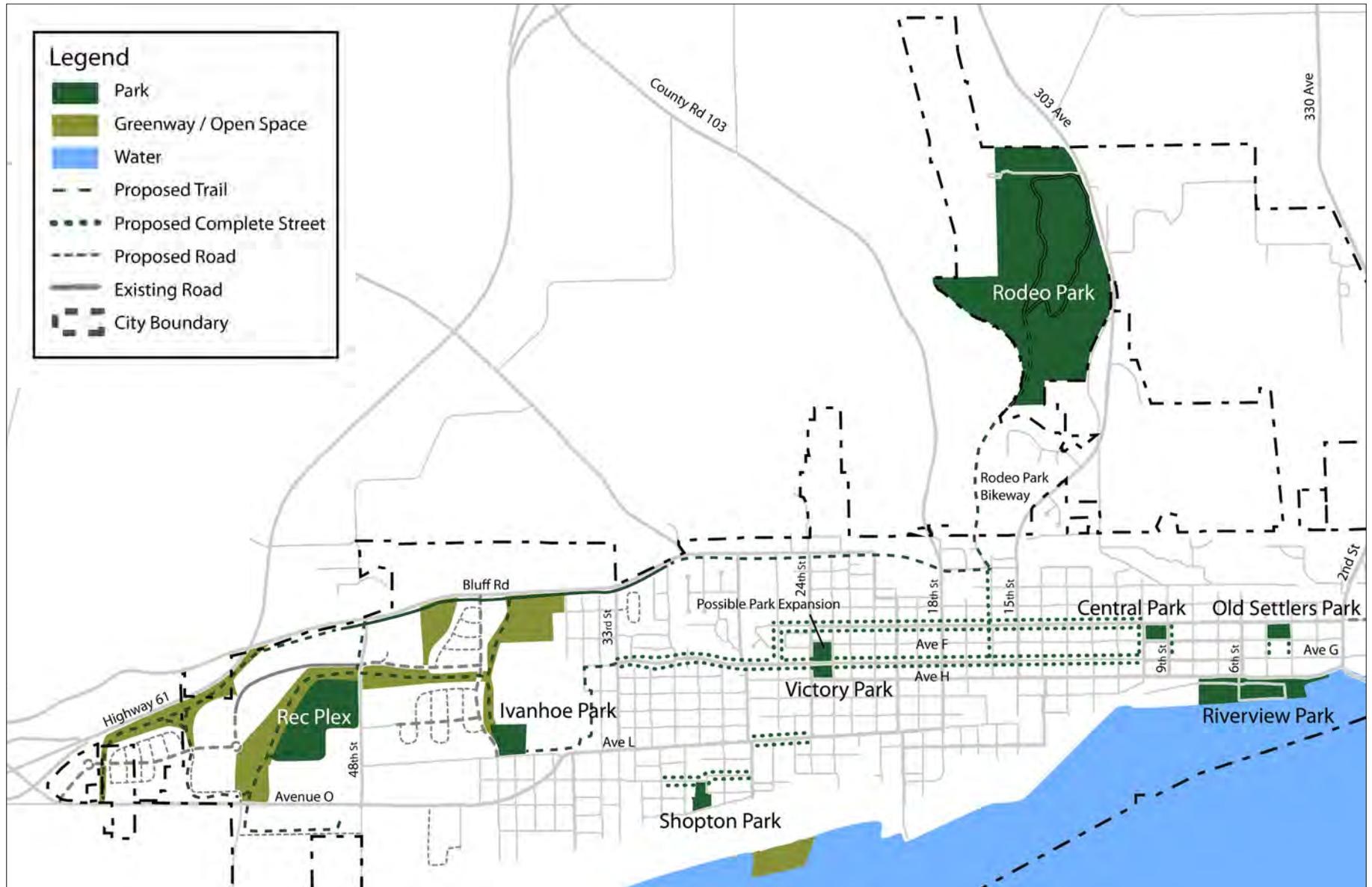


Figure 5.3 – Proposed Park and Greenway System for Fort Madison. As a whole, the proposed system of greenways, trails, and complete streets would provide a continuous route for residents and visitors to travel safely by foot or bike across the full length of the city (from the Avenue O/Highway 61 interchange to downtown).

PARK DEDICATION AND FUNDING MECHANISMS

RECOMMENDATION: Fort Madison Parks and Recreation staff should actively pursue funding for trail construction using the following 3-point strategy:

- 1. Establish an ongoing budget item for trail construction and improvement.
- 2. Identify and take advantage of available grant funding from local, state and federal agencies and from non-profit foundations.
- 3. Use budgeted trail funds as a match for grants

RECOMMENDATION: Fort Madison should implement a mechanism for park acquisition and trail construction, to ensure reservation of well-located and appropriately sized spaces.

Park acquisition may take place through required dedication of appropriate parcels by developers. Construction of planned trails can also be required as part of subdivision development. To require dedication of land or construction of trails by developers, Fort Madison should establish a policy for all new developments that would be implemented through the City's land development ordinances.

The obligation for land dedication is typically a function of:

- Acres in the development
- Development density established by the development's zoning
- Number of people per housing unit, differentiating between single and multi-family residences
- The City's desirable level of service standard for acres of neighborhood parkland per 1,000 residents (based on data presented in Table 5.3)

Due to the piecemeal nature of development, the required amount of land dedication for any single development may be smaller than the ideal neighborhood park size. One strategy to assemble larger pieces of land is to request that developers locate dedicated land at the edges and corners of the development, so that adjacent developments can combine several small parcels of dedicated land to form one larger parcel.

Note: Some Iowa cities also allow payment of cash in lieu of dedication of land by developers. While the law is clear that a city cannot mandate a payment in lieu of dedication, cities such as Ankeny, Johnson and Iowa City have provisions in their dedication ordinance that allow payment of cash in lieu of dedication, only at the request of the developer. Other cities, such as West Des Moines and Clive, prohibit such dedication. The payment in lieu of dedication approach to park financing requires local processes to track expenditures to the direct benefit of those areas that pay the fee. Fort Madison park officials should consult with the Fort Madison city attorney to determine their approach on this issue.



COMMUNITY SERVICES

Fort Madison offers a wide variety of community services, from public safety services like the police and fire departments, to cultural services like the library and historical society. This section offers an evaluation of conditions and needs for these services, and provides an overview of the proposed improvements to public facilities and services from the Fort Madison Pre-Disaster Mitigation Plan.

PUBLIC FACILITIES

This section presents an inventory and evaluation of public facilities, and proposes changes that may improve their service to the community. The evaluations and recommendations are based on interviews and survey results from facility operators and city staff. Additional research and public input will be needed to determine Fort Madison’s priority recommendations.

RECOMMENDATION: Staff and council should review the staff generated recommendations annually during the budgeting process to determine priority needs.

Fire Department	
Location	2335 Avenue L
Age; Size	53 years; 5,208 sq ft
Functions	Service for city of Fort Madison
Features	Parking; Handicap accessible; 1 garage bay; 3 vehicles 911 communication center is operated by Lee County
Staff	Full time
Condition	Some structural issues
Positive Assets	Location
Challenges	Too small to serve current demands
Recommendations	New station will be needed in the long term

Police Department: Facility and Staff	
Location	811 Avenue E
Age	Half of building built in 1800s; Half in the 1960s
Functions	Police work and human officer duties
Features	Handicap accessible, off-street parking,
Staff	18 officers
Condition of Building	Usable
Challenges	Small staff leaves limited time for routine patrol, particularly given Fort Madison’s unique geography (city is 5 miles long); slow response times; will be difficult to patrol bypass interchanges (proposed annexation areas) without hurting response times to areas in the core city
Recommendations	Increase staff from 18 to 20 officers; Increase minimum staff level from 2 to 3.

City Hall	
Location	811 Avenue E
Age	Built in the 1880s, with additions in 1930s and 1970s
Functions	Municipal offices, city council chambers
Features	Handicap Accessible, Off-street parking,
Condition	Good. Some maintenance needed.
Assets	Near downtown. Energy efficient.
Challenges	Floor plan is not ideal. Multiple-levels hinder accessibility of some areas.
Recommendations	↪ Short term: Maintenance such as painting, landscape upgrades ↪ Long term: Add an accessible and professional conference room; improve efficiency and layout

Historical Society	
Location / Age	810 10 th St. / 51 years
Functions	Historical artifacts display; Community events
Features	17,000 historical items; Meeting space for 30-50; Handicap Accessible; Ample Parking; Research Library; Gift Shop
Condition	Brush College: Good ; Old Lee County Jail: Good ; Depot: Good ; AT&SF Complex: Good
Assets	Great displays, knowledgeable docents, tourist resources, 200 members, no admission fees
Challenges	Volunteer availability and funding
Recommendations	<ul style="list-style-type: none"> ↪ Get CB&Q facility on National Historic Register; ↪ Restore lighted AT&SF logos; ↪ New roofs for AT&SF west building and Brush College; ↪ Develop relationship with Amtrak and NLCHS (if Amtrak relocates to a portion of AT&SF complex); ↪ Add more displays and special events

Public Library	
Location	1920 Avenue E
Age, Size	5 years; 16,500 sq ft
Functions	Materials lending, community programs, reference, public meeting room, public internet access
Features	Parking lot, Handicap accessible, Public meeting room
Collection/Circulation	67,946 / 58,927: Collection includes print materials (65%), eBooks (21%), and audio/video materials (11%). 70% of service goes to city residents, 15% to county, and 13% other
Staff	3 full time and 4 part time
Facility Condition	Very good. New building with routine maintenance.
Assets	Great space, centrally located, no structural problems, technology is up-to-date
Challenges	Grounds maintenance, Limited staff/hours
Recommendations	<ul style="list-style-type: none"> ↪ Add small group meeting room (preliminary plans made, waiting for funding); ↪ Maintain facilities technology

Old Fort Madison	
Location	716 Riverview Drive
Age	~20 years
Functions	Tours and demonstrations; special events
Features	Ample parking, Handicap accessible (fort only, not buildings); open April-October
Condition	Poor. 20 years of exposure to harsh weather and flooding has caused deterioration; settling issues. Heat and air conditioning do not work well due to deteriorated walls.
Assets	4,500-5,000 visitors per year; historical accuracy in size, construction and location of the Fort
Challenges	Flooding risk; Facility located on an old landfill, which can cause settling/structural issues; railroad causes noise and blocks park entrance; maintenance of log buildings
Recommendations	<ul style="list-style-type: none"> ↪ Recent findings on historical appearance of the fort should be addressed through renovation and rebuilding; ↪ Physical repairs to buildings (replace rotting logs, windows, doors, guard rails, floor planking, new chinking); ↪ Add climate controlled gift shop/office to allow Fort to display artifacts and stay open year round; ↪ Add accurate reproductions of furnishings; ↪ Build additional historic buildings

Cemetery	Condition	Needs/Recommendations
City	Fair	Fence and headstone repair; signage
Elmwood	Good	Signage
Oakland	Good	Road maintenance
Sacred Heart	Good	Road replacement
All Cemeteries		Additional landscaping; Signage
Staff Recommendations	Staff does not foresee a need for new cemeteries at this time. All cemeteries have at least 10-15 years of capacity left, and several have more. The city is currently digitizing the cemetery maps.	

SCHOOLS/EDUCATIONAL FACILITIES

The quality of the K-12 school system is a critical part of a city's appeal, particularly for young families. The Fort Madison community school district consists of the High School (9-12), the Creative Learning Center (10-12), the Middle School (4-8), Richardson Elementary and Lincoln Elementary. Total enrollment as of fall 2012 was approximately 2,050. Construction of a new Middle school at 48th St and Bluff Road was completed in the fall of 2012. The district still owns the old Middle School and the old Jefferson school site, but intends to sell both.

One issue that was raised repeatedly during the public outreach process was the need for greater partnerships between the K-12 system and the business community. Members of the public and the plan steering committee suggested establishing a formal internship program for high school students at local businesses. Others suggested that the schools collaborate with local business leaders to establish a workforce skills class that covers "soft" job skills such as reliability, job search skills such as interviewing, and life skills such as personal finance.

RECOMMENDATION: The city should foster continued partnerships between the city, the school district, and the business community to identify opportunities for mutual support.

MEDICAL FACILITIES AND NURSING HOMES

Fort Madison Community Hospital offers emergency, surgical, women's health, maternity, rehabilitation, cosmetic and home health care services. Specialty clinics are available for cardiology, dermatology, otolaryngology, cardiology, urology, neurology, pulmonology, and oncology. The hospital has been in its current location since 1987, though the roots of the organization began in 1901.

Fort Madison is 90 minutes from the University of Iowa Hospital and Clinics (UIHC) and Veteran's Hospital in Iowa City. UIHC provides specialty services not available in Fort Madison. Public shuttles are available to Iowa City hospitals.

Sunnybrook Assisted Living provides private apartments with assistance available 24/7 and a variety of personal care, health and transportation services for its residents. Fort Madison Health Center is a long-term care facility that provides 24-hour care for older adults, including those suffering from Alzheimer's. FMHC also offers hospice services. The Kensington provides another option for assisted living, with a variety of services, including a secured memory care residence called Primrose Path.

HAZARDS AND COMMUNITY SERVICES

The City of Fort Madison Pre-Disaster Mitigation Plan (updated 2010) provides a wide variety of recommendations to protect against potential natural and man-made hazards.

RECOMMENDATION: The Mitigation Plan in its entirety should be adopted as an official part of the comprehensive plan.

The Mitigation Plan recommendations that are directly related to community facilities and services include:

- Regionalize public safety communications ability through enhanced technology and infrastructure and dispatch capacity
- Ensure generator backup is available in critical facilities, including schools and shelters
- Establish tornado safe room locations
- Provide generators for shelter locations in case of energy disruptions due to severe storms
- Implement a fire awareness campaign during dry conditions to discourage leaf/yard waste burning
- Educate the public on the disposal of household, commercial, and industrial hazardous waste
- Continue to fund Drug Task Force efforts to ensure cleanup and disposal of meth labs
- Educate the public on communicable diseases and outbreaks, conduct mass immunization drills, and conduct a disease surveillance and awareness program

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6 TRANSPORTATION
& INFRASTRUCTURE



This section presents an inventory and evaluation of Fort Madison’s infrastructure systems, including transportation, water distribution and storage, sanitary sewer collection and treatment, storm water conveyance, and solid waste management.

RECOMMENDATIONS SUMMARY

- Add “complete street” features to existing roads, particularly those indicated as complete streets in Figure 6.4 (p. 86 & 89)
- Prioritize repair of existing roads based on highest needs established in planned DOT study (p. 86)
- Coordinate street work with other infrastructure improvements, such as water (p. 86)
- Investigate opportunities to reduce to 3-lanes on Highway 2 through town (p. 86-87)
- Add traffic signal at 6th and Ave H (see also Ch.4) (p.86)
- Investigate restoring two-way traffic to Ave G (p. 86-87)
- Locate new streets strategically to maximize connectivity (p. 88-89)
- Reserve right-of-way for new collector streets in 48th street area (as shown in Figure 6.4), and construct streets as development occurs (p. 88-89)
- Provide multi-modal features on collector & arterial streets (p. 88)
- Re-route the bridge entrance to 1st Street (p.88)
- Create a bicycle/pedestrian plan, building on the recommendations in this chapter (p. 90 & Figure 6.4)
- Require sidewalks on both sides of all new streets (p. 91)
- Identify missing/substandard sidewalks on existing streets and retrofit to provide continuous sidewalk on at least one side of the street. Priority areas for construction and repair are: (p.91)
 - ◆ Arterial and collector streets
 - ◆ Streets within a quarter mile radius of schools and parks
 - ◆ Areas identified in the 2011 “Safe Routes to School” study
 - ◆ Proposed “complete streets” in Figure 6.4
- Continue support for the relocation of the Amtrak passenger rail station to the historic depot (p.92)
- Annually review staff-generated recommendations for water, sewer, and stormwater to identify priorities for funding (p.93)
- Develop a plan to separate combined sewers over time (p.94)
- Improve flood protection for the sanitary sewer plant (p.94)
- Encourage natural stormwater management practices through amendments to stormwater and zoning regulations, and city-wide water management policies (p.96)
- Support landfill appeal for FAA waiver to allow expansion (p.97)

The strength of Fort Madison's transportation system lies in its diversity: Street options range from the historic brick avenues in the heart of town (below) to the new Highway 61 bypass (bottom right). The sidewalk system provides safe travel for pedestrians, while rail lines and the river provide a transportation asset for local industry.



TRANSPORTATION

The Fort Madison transportation system provides a basic structure on which the city operates. Proper street development should move traffic efficiently, provide multiple routes to destinations and accommodate multiple modes of transportation, including cars, bikes and walking. Transportation decisions should be fully integrated with land use planning, as transportation investments have a significant impact on how growth occurs.

Existing Streets - Analysis

Figure 6.1 classifies Fort Madison’s Streets according to the US Department of Transportation Federal Functional Classification System. The classification system divides roadways into five categories (Table 6.1). The City periodically recommends these designations to the Iowa Department of Transportation, who must review and accept the designations.

Level of Service (LOS) Analysis

Fort Madison does not appear to have any significant street capacity constraints. A capacity analysis compared the actual traffic volumes on Fort Madison’s street segments with the capacity of those segments. The ratio of volume over capacity corresponds to a “level of service” (LOS) rating, which provides a rough measure of speed and

smoothness of traffic flow. A LOS analysis of Fort Madison’s arterial and collector streets, using 2010 DOT traffic counts, showed that all streets were level of service A, indicating free-flowing operation. A detailed table of LOS rating descriptions, and ratings for Fort Madison streets, are included in the appendix. (Note: LOS A is not necessarily the ideal, since it may indicate that a road is overbuilt and the city is paying for more traffic lanes than necessary. LOS C can be considered optimal, as it allows good traffic flow while avoiding overspending on excess road capacity.)

Cautions about the LOS System

LOS does not measure many important values, including: Neighborhood preservation, Environmental quality, Economic vitality, Energy conservation, Efficient development, Bicycle & Pedestrian accommodation. Efforts to improve LOS at the exclusion of other values can negatively affect the community and the travel experience. For example, low density development patterns meant to improve traffic flow may simply spread traffic over a larger area, resulting in longer driving distances and greater dependence on car travel. Widening roads and adding lanes may quicken traffic flows, but increased traffic speeds may diminish safety. LOS is a useful tool, but should not be used to the exclusion of other values. The transportation system should serve the community, not dominate it.

Classification	Description	Example
Interstates	Fort Madison does not have any interstates	--
Major Arterials	Principal Arterials serve regional needs and connect major activity centers. These roads provide long distance connections and relatively high travel speeds with minimum interference to through movement.	Hwy 61
Minor Arterials	Minor Arterials connect with and complement the principal arterial system by linking activity centers and connecting various parts of the city together. As a general rule, these streets are spaced at 0.5 to 1.0 mile intervals.	Ave H
Collectors	Collector streets link neighborhoods together and connect them to arterials and activity centers. Collectors are designed for relatively low speeds (<35 mph), and provide unlimited local access. Collectors in urban areas are “Major Collectors” and those in rural areas are “Minor Collectors.”	33 rd St
Local	Local Streets serve individual properties within residential or commercial areas. These streets provide direct, low-speed access for relatively short trips, have the least stringent design standards, and are typically narrower than collectors or arterials.	12 th St

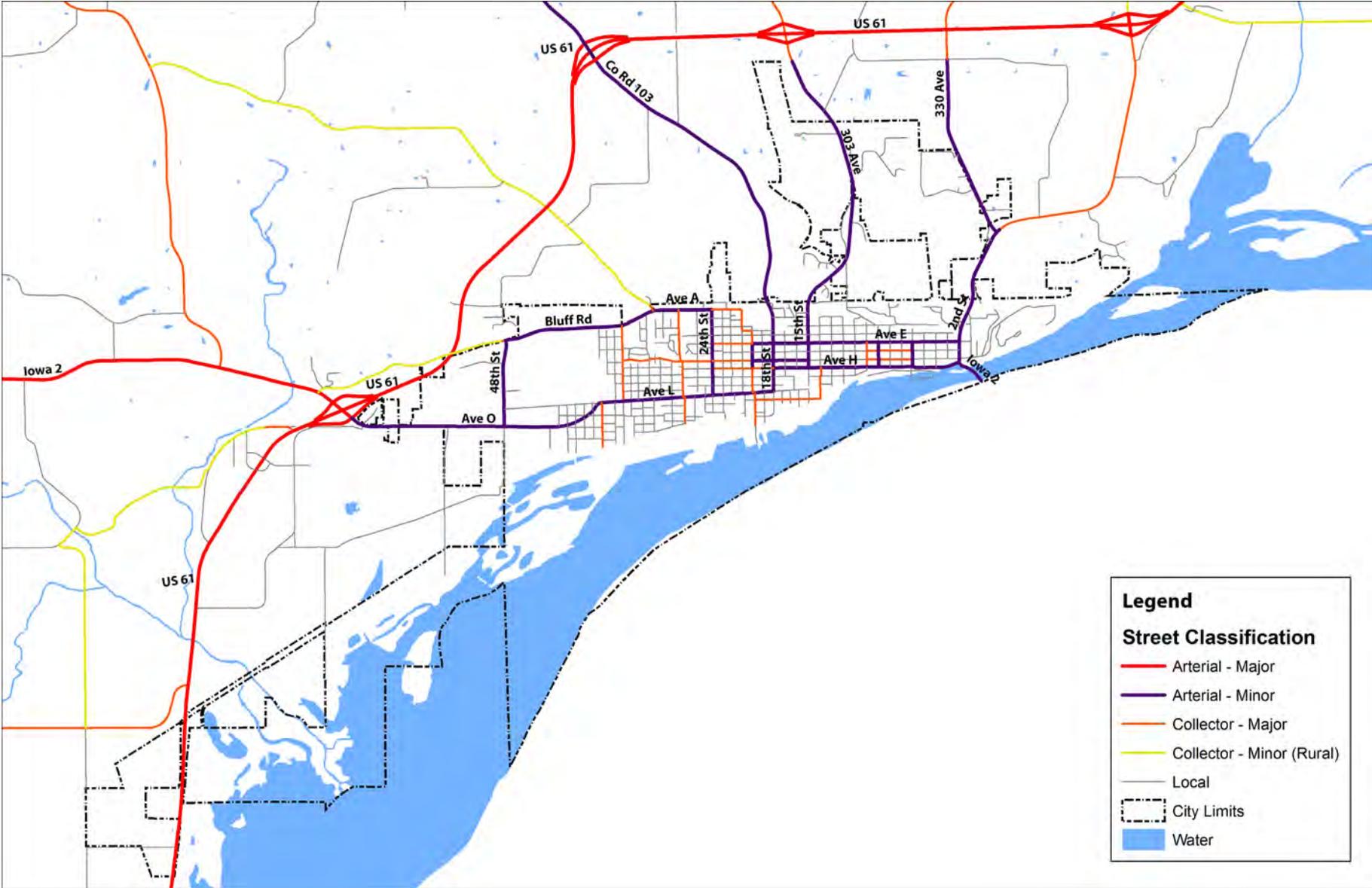


Figure 6.1 - Fort Madison Existing Street Network



▲
“Complete streets” accommodate both motorized and non-motorized travel. This street provides a sidewalk for pedestrians and a bike lane alongside the vehicle travel lanes.

Existing Streets - Recommendations

Fort Madison residents indicated that street infrastructure was one of the top issues for the city, and improvements were needed for both streets and sidewalks.

RECOMMENDATIONS:

- **Add “complete street” features to existing roads, particularly those indicated as complete streets in Figure 6.4.** Complete streets are those that accommodate both motorized and non-motorized travel (biking and walking). The streets indicated in the figure are of particular importance for inclusion of features such as sidewalks, bike lanes, and bike pavement markings and signage. However, these features should be considered for all streets, with sidewalks as a basic requirement.
- **Prioritize repair of existing roads based on highest needs established in DOT study.** The DOT is performing a detailed analysis of the conditions of Fort Madison streets. The results of this study should form the basis of a street repair plan. Street conditions were indicated as a top priority in the comprehensive plan public meetings.
- **Coordinate street and sidewalk improvements with other infrastructure improvements, such as water or sewer.** This will avoid ripping up the same street more than once.
- **Investigate opportunities to reduce to 3-lanes on Highway 2 through town (from bypass to bridge).** Given its existing and expected traffic levels, Highway 2 could be converted from 4-lanes into a 3-lane road with two travel lanes and a center turn lane. A lane reduction, or “road diet,” has the potential to increase traffic safety, reduce maintenance costs, and provide more space for “complete street” features. Figure 6.2 shows an example diagram of what a 4-to-3-lane conversion could look like.
- **Add traffic signal at 6th and Ave H** (see also Ch.4).
- **Investigate opportunity to restore two-way traffic to Avenue G.** This recommendation is discussed in more detail at right.

Restore Two-Way Traffic to Avenue G

Avenue G has been one-way for several decades, and at one point was part of a system that helped efficiently direct traffic coming in and out of the Sheaffer plant. Over the years, there have been discussions about converting to two-way. Benefits would include:

- Reduced confusion and frustration for visitors and residents trying to access downtown businesses
- Enhanced exposure for downtown businesses
- Increased pedestrian safety, as a result of slowed traffic
- Increased motorist safety (eliminates danger of driving wrong way)
- Easier access for emergency vehicles
- Reduced travel times (eliminates having to “loop” around)

Challenges associated with changing to 2-way circulation include:

- Delivery vehicles can no longer double-park on Avenue G
 - ◆ Alternative options for delivery vehicles include: parking in a stall, loading from alley (not possible for all businesses), loading during off-peak hours, providing a “loading only” stall at mid-block, parking on side streets.
- 2-way streets can slow down traffic
 - ◆ This is not likely to be a problem for Fort Madison due to low traffic volumes on Avenue G and the availability of Avenue H one block to the south for faster thru-traffic. Slower traffic can benefit a downtown, since it increases pedestrian safety.

Given the benefits of converting to 2-way in a downtown district, and the ability to surmount the challenges, this plan recommends converting Avenue G to 2-way east of 10th street. Figure 6.3 shows a diagram of how this could work without expanding the street.

Conversion to 2-way west of 10th street is a possibility, but the need is less clear than in the downtown. The street is narrower (34’-36’), so a 2-way street would be a tight fit if parking were allowed on both sides of the street. If parking were limited to one side of the street, there would be more than enough room to convert to 2-way traffic.

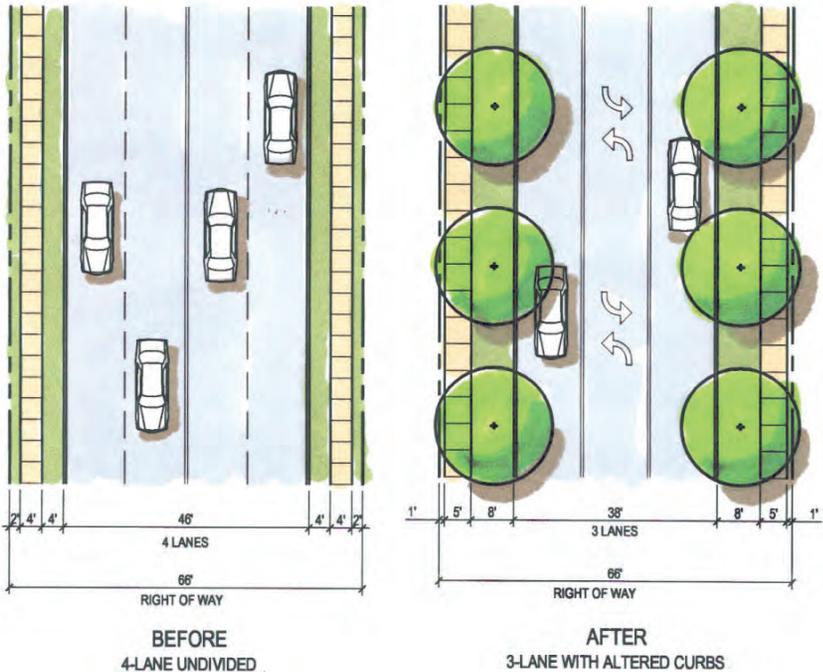


Figure 6.2 - This plan recommends investigating opportunities to reduce Highway 2 through town from 4-lanes to 3-lanes. The diagrams at left, taken from the “Green Streets for Omaha” plan (2007), show how a street could make such a conversion, without changing the width of the total Right-Of-Way. The lane reduction has the potential to increase traffic safety, reduce maintenance costs (due to less pavement), and make Highway 2 less of a pedestrian barrier between the north side and south side of town.

The width of the travel lanes on Highway 2 varies from 42’ - 46’ throughout town (the diagram shows a conversion from 46’ travel lane width to 38’). The option shown in this diagram, or a variation of it, could work for Highway 2. Extra right-of-way left over from the conversion could be used to expand the buffer area between the sidewalk and vehicle lanes (as shown in the diagram), add/widen sidewalks, or add a bike lane. Note: It is not advisable to widen the vehicle lanes so that 3-lanes would take up the entire existing right of way (14-15’ per lane), as wider lanes would encourage motorists to speed.



Above: Avenue G today, with one-way traffic and street parking on both sides
Right: Two-way option

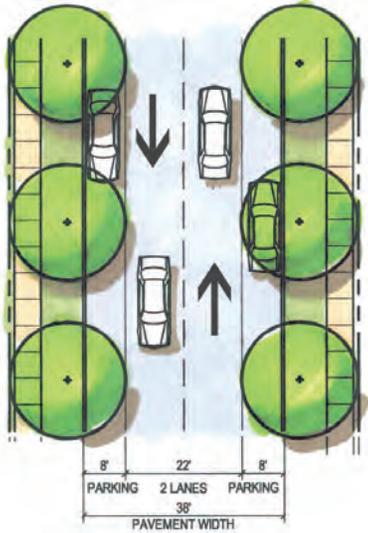


Figure 6.3 - This plan recommends investigating options for converting Avenue G from one-way to two-way east of 10th Street. The street width in this area ranges from 40’ in the residential area to 44’ in the downtown area. This would allow room for parking on both sides and two lanes of traffic, one in each direction, as shown in the diagram. The diagram shows a narrower street than what Avenue G current is - the extra width available could be used for wider parking lanes, sidewalks, or sidewalk buffers (wider travel lanes are not advised as they would encourage higher speeds, which could be less safe for downtown pedestrians).



New Streets - Recommendations

Figure 6.4 shows the proposed transportation network. Proposed streets, trails, and “complete streets” provide connectivity and accessibility between existing development and proposed growth areas. To address current transportation challenges and open up new strategic areas for growth, recommendations for new streets are as follows.



This graphic shows an alternative entrance route for the Mississippi bridge that avoids the existing dangerous intersection on Avenue H, and could better accommodate truck traffic.

RECOMMENDATIONS:

- **Locate new streets strategically to maximize connectivity.**
 - ◆ New streets should line up with existing streets.
 - ◆ New developments should have multiple entrances that connect to existing neighborhoods and collector/arterial streets.
 - ◆ The loop street pattern shown in residential growth areas provides the benefit of a low-traffic street while avoiding the decreased connectivity of a single-entrance street (cul-de-sac).
 - ◆ The exact location of local streets may vary somewhat from what is shown in Figure 6.4, depending on the specifics of new developments. However, the principle of connectivity that they demonstrate should be maintained.
- **Reserve right-of-way for a collector street that provides an east/west connection from Avenue O in the west, past 48th street, to the proposed residential area east of the new Middle School.** This should be constructed as development demand arises.
- **Reserve right-of-way for collector streets that extend 39th Street north to Bluff Road, and extend Avenue J and the new Middle School access road to the east to meet the 39th St extension.**
 - ◆ These connections will open up new areas for residential growth and provide an alternate travel route to the new middle school.
- **Collector and Arterial streets should be multi-modal** (aka “complete streets”) to allow drivers, bikers and pedestrians to share the roads safely.
 - ◆ Multi-modal features include: sidewalks, bike lanes, bike pavement markings, bike signage, or traffic calming to reduce automobile speeds.
- **Re-route bridge entrance as shown in the graphic at left.** The existing bridge entrance creates a dangerous intersection and is not well suited for truck traffic. The best option for re-routing is to pass over Avenue G and meet up with existing 1st Street. From there, traffic would flow to 2nd street via Avenue E/Alta Drive. Enhancements of Alta Drive and 1st Street and adaptations for the intersection of Avenue E and 2nd Street would be needed.

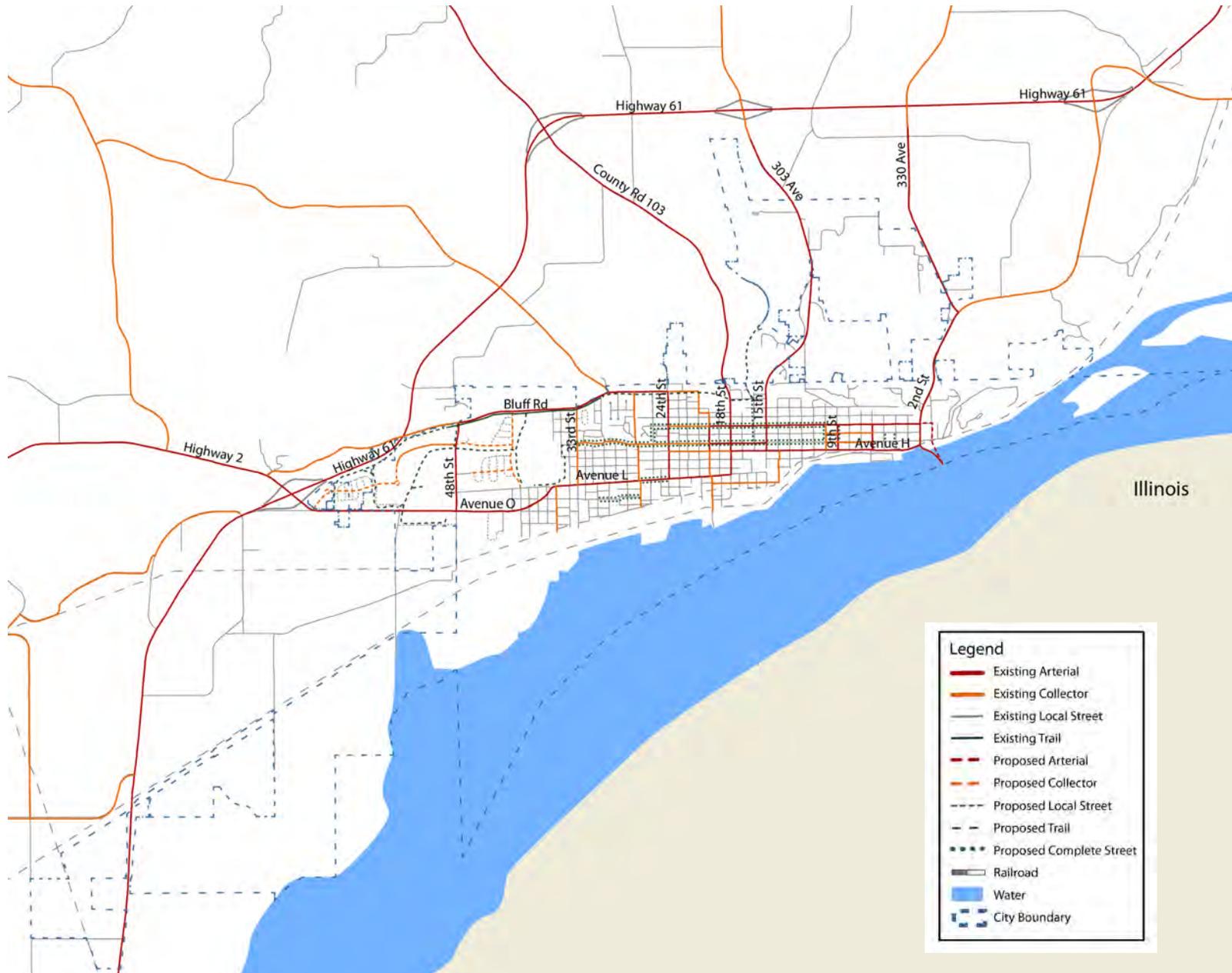


Figure 6.4 - Fort Madison Proposed Transportation Network

Pedestrian & Bicycle Transportation - Analysis and Recommendations

Demand

Bicycle and pedestrian transportation provide important options for residents who choose not to, or are unable to drive. Children, the elderly (who can no longer drive), and those who can't afford motorized transportation are a few of the key groups that can benefit from these options. 11% of Fort Madison households do not have access to a vehicle. Even residents who have the means and ability to drive may choose pedestrian and bicycling transportation options in order to save money, get exercise, or reduce pollution from car travel.

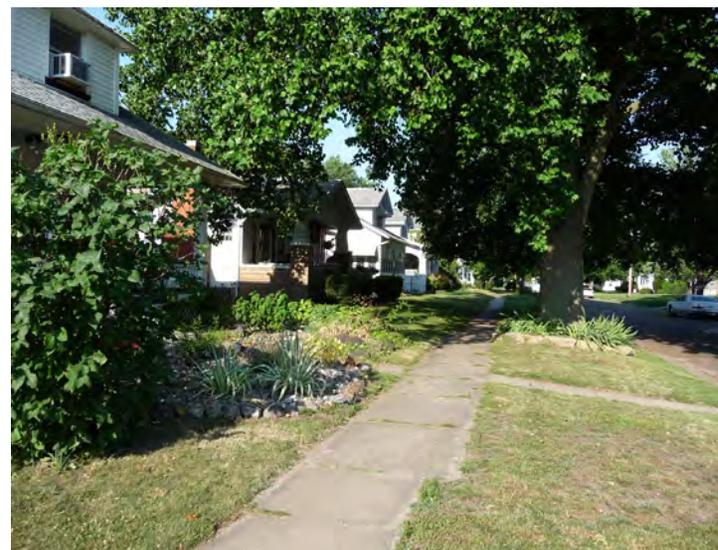
Table 6.2 compares percentage of residents who walk or bike to work in Fort Madison and other comparable communities. About 5.5% of Fort Madison employed residents regularly walk to work, and less than 1% bike to work. Higher walking and biking rates, like those seen in Oskaloosa and Pella, are often the result of tighter development patterns, continuity of the street network, and accessible pedestrian amenities such as continuous, safe sidewalks and an attractive walking environment.

Table 6.2 Commuting Patterns and Vehicle Access for Selected Cities, 2010			
	% workers biked to work	% workers walked to work	% households with no vehicle
Fort Madison	0.3%	5.5%	11.2%
Oskaloosa	1.3%	7.4%	9.5%
Keokuk	1.0%	3.4%	7.1%
Newton	0.5%	3.3%	11.0%
Muscatine	0.2%	2.6%	8.2%
Mt Pleasant	0.0%	3.4%	12.9%
Pella	0.3%	7.7%	4.2%
Burlington	0.7%	2.1%	10.2%
Source: U.S. Census, 2010 American Community Survey 5-year Estimates			

RECOMMENDATION: The city should work with local organizations and volunteers to create a bicycle/pedestrian plan for the community, drawing on the recommendations below and in Figure 6.4.

Trails and Complete Streets

Trails and complete streets enrich the transportation system by providing pedestrian and bicycle links between greenways, parks, schools and residential areas. Figure 6.4 shows the future trails and complete streets/bikeways proposed for Fort Madison. Priority trails and complete street connections are described in Chapter 5.



Sidewalks

Sidewalks are critical for pedestrian safety on busy streets and provide safe routes to school for Fort Madison’s children.

RECOMMENDATIONS:

- New streets should provide sidewalks on both sides of the street
- Identify missing/substandard sidewalks on existing streets and retrofit to provide continuous sidewalk on at least one side of the street. Priority areas for construction and repair are:
 - ◆ Arterial and collector streets
 - ◆ Streets within a quarter mile radius of schools and parks
 - ◆ Areas identified in the 2011 “Safe Routes to School” study (see below)
 - ◆ Proposed “complete streets” shown in Figure 6.4

Construction/repair can be done over time in conjunction with other street improvement projects. The city should continue its current program that provides concrete for sidewalks to property owners that are willing to pay for/provide the labor.

In 2011, Fort Madison completed a “Safe Routes to School” assessment for the area around Lincoln Elementary School, using the Iowans Walking Assessment Logistics Kit (I-WALK). As part of that assessment, volunteers performed a detailed sidewalk inventory for the area around Lincoln School. Data was collected on presence and condition of sidewalks and intersections. Figure 6.5 shows the presence of sidewalks for the eastern half of Fort Madison. The results of the study should be used as a resource to prioritize sidewalk improvements and additions. (The full report is available online at <http://www.i-walk.org/participatingSchools.php>).

A similar study for Richardson elementary would provide sidewalk inventories for the western half of Fort Madison, thereby providing a complete picture of the city-wide sidewalk system.

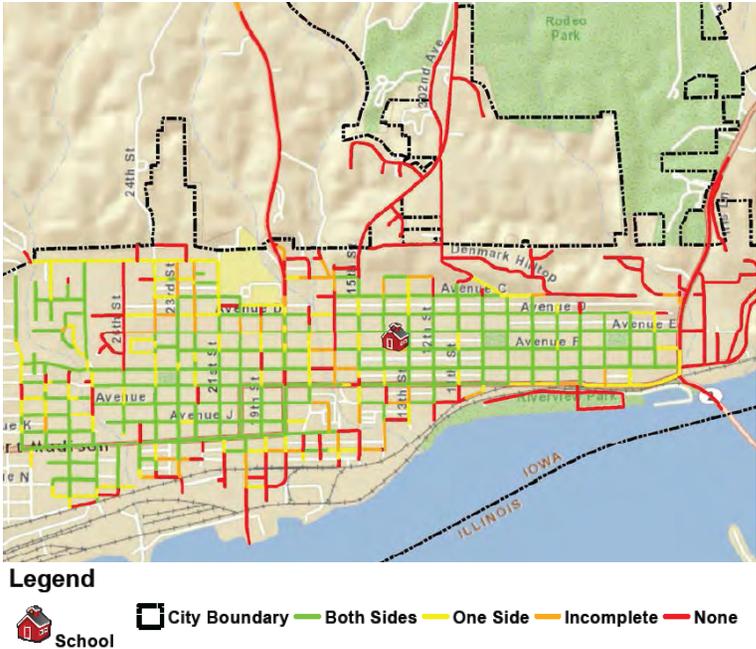


Figure 6.5 – Presence of Sidewalks in the Eastern half of Fort Madison. Source: 2011 “Safe Routes to School” Assessment for Lincoln Elementary



Old Highway 61 presents a significant pedestrian barrier in Fort Madison. The proposal to reduce the street from 4-lanes to 3-lane (p.87) could enhance pedestrian safety



Transit

The Southeast Iowa Bus (SEIBUS) provides on-call bus service for Fort Madison during limited hours on Monday, Wednesday and Friday, and a fixed schedule service to medical facilities in Iowa City on Tuesdays and Thursdays.

Rail, Water and Air Service

Fort Madison has passenger and freight rail service from the BNSF Railway Co. As part of an extensive historic renovation project, the Amtrak passenger rail station is set to be relocated to the historic depot in Riverview Park.

RECOMMENDATION: Fort Madison should continue to support the relocation of the Amtrak passenger rail station to the historic depot.

Fort Madison's location on the Mississippi provides water transport access as far south as the Gulf of Mexico and as far north as St. Paul Minnesota.

There have been recent discussions about converting the existing barge facility in Fort Madison to a barge-to-rail transfer, to facilitate the transport of industrial products such as wind-turbine blades.

Private carrier air service is provided locally by the Fort Madison and Keokuk Municipal airports. The Fort Madison Airport provides two runways: one 4,000 foot that is concrete surfaced and one 2,000 feet turf-surfaced. The Fort Madison Airport is owned by the City of Fort Madison and managed by an appointed volunteer commission of five Fort Madison residents. Commercial air service to St. Louis & Chicago is available at the Southeast Iowa Regional Airport in Burlington. The closest major airport is The Quad City International Airport (MLI) in Milan, Illinois (89 miles from Fort Madison).

WATER, SEWER & STORMWATER INFRASTRUCTURE

Existing conditions and needs for water, sewer and stormwater infrastructure are mapped and described in the following pages. Recommendations were generated by city staff.

RECOMMENDATION: City council and staff should annually review staff-generated recommendations to identify priorities for funding during the budgeting process.

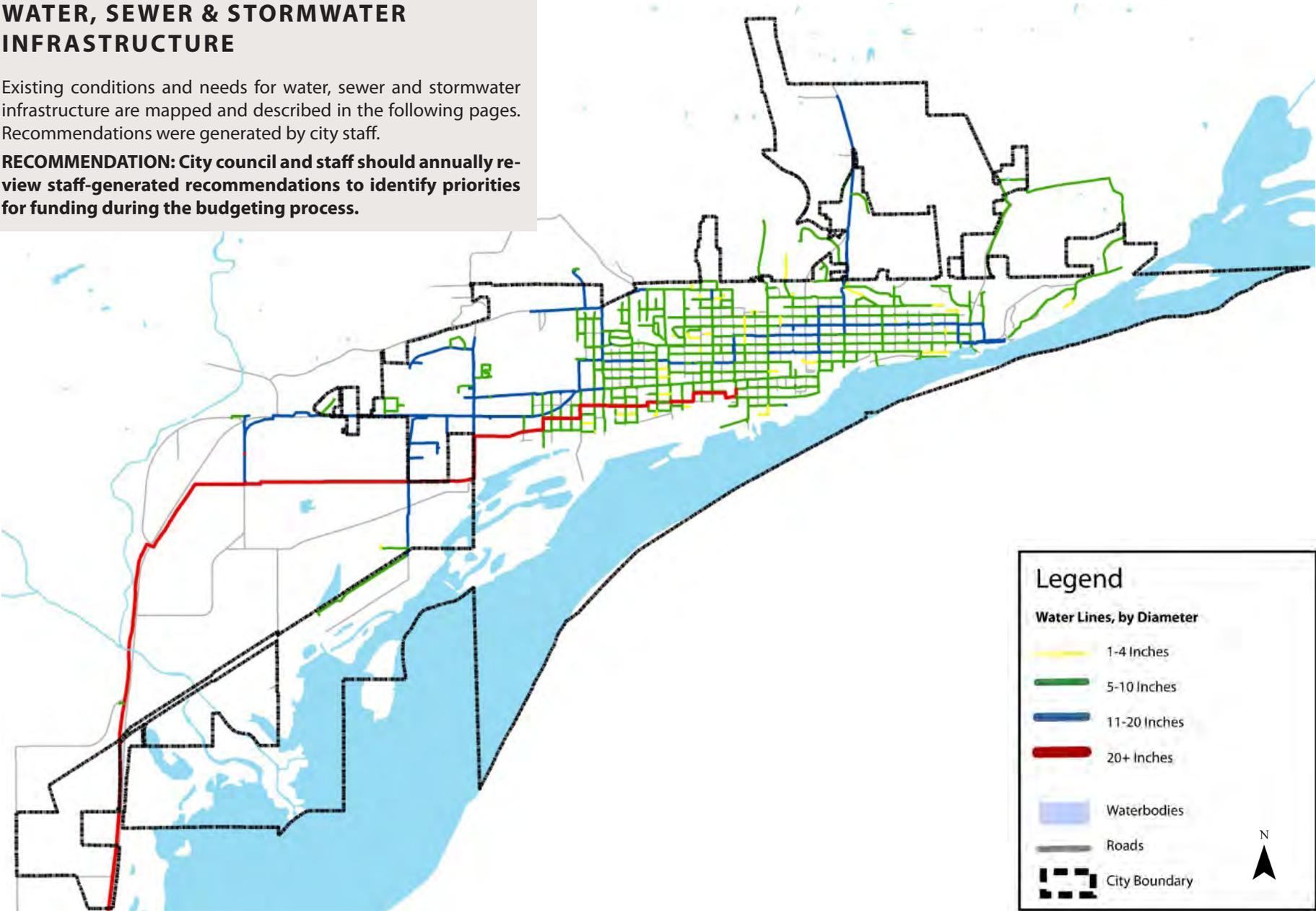


Figure 6.6 – Fort Madison Water System

RECOMMENDATIONS:

Develop a plan to separate combined sewers over time.

Improve flood protection for the sanitary sewer plant.

Table 6.3 – Water System Evaluation and Needs	
Plant	The new plant is providing excellent quality at lower than expected expenses; It should last 20-30 years without major addition or replacement
Capacity	Plenty of capacity available
Wells	All in excellent condition (const. 2010)
Storage	Existing tanks need major maintenance, will need 2 more within 5-10 years
Lines	Need estimated \$8 million of replacements in the next 10-15 years; Will need to raise rates/issue bonds to fund this
Extensions	No major obstacles to extending service to undeveloped areas in city limits

Table 6.4 – Stormwater System Evaluation and Needs	
Lines	Old but in fair condition. The department’s new camera system allows better maintenance/repair. Lines are cleaned annually, with problem areas getting more frequent service.
Natural System	The city has done a lot of bank stabilization for creeks recently. There are no known major stabilization issues right now.
Extensions	No difficulty expected for extension to undeveloped areas in existing city limits or interchanges proposed for annexation.

Table 6.5 – Sanitary Sewer System Evaluation and Needs	
Lines	No major issues or needs other than separation
Lift Stations	Both are in good condition
Plant	Equipment is very old and the plant has no flood protection. Capacity is adequate. Staff is currently working with a consultant to study what renovations are needed. Renovations to the plant may result in an increase in sewer rates.
Extensions	Western extension underway - see Figure 6.7. Black Hawk Heights is difficult to serve, and the department is currently studying this. Proposed growth areas, such as the western interchange, can be served with sewer.
Priority Issue: Separation	Separation of combined sanitary/storm sewers between 15 th and 2 nd streets is the biggest issue. Staff estimates that they experience combined sewer overflows 4 or 5 times a year. At the writing of this plan, the city was undertaking a pilot project to treat rainfall before it is released into the River, in order to delay the necessity for costly sewer separation. If the pilot project is not successful, the EPA may force separation. Regardless of the pilot project outcome, separation will be needed in the long term, and the city should have a plan for that. A detailed plan that phases in the separation over time will be needed.

Southwest Sewer Extension

The southwest sewer extension, shown here in red, is a \$3 million project scheduled to begin construction in 2013. This extension could open up new land for commercial and industrial development south of the Highway, however there are no plans to pursue annexation of these areas at this time. The majority of the extension (north of County Rd J62/Siemens) will be a force main, so there will be some limitations.

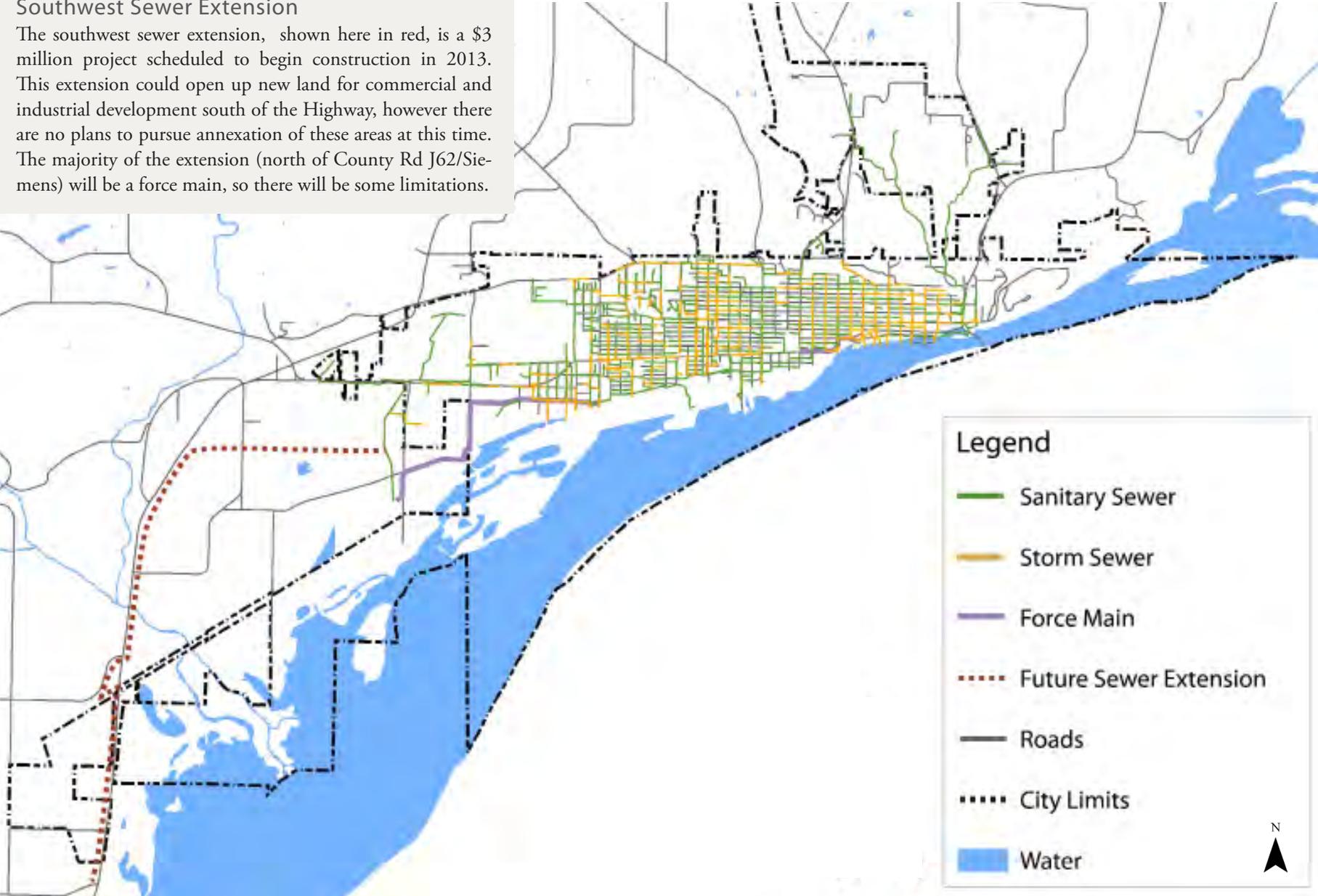


Figure 6.7 – Sanitary and Storm Sewer Systems in Fort Madison



▲ A stream corridor surrounded by greenway helps manage stormwater from an adjacent residential development. The greenways proposed for the 48th street growth area would serve this function.

A stormwater detention pond with a native vegetation buffer can provide an amenity for a park or business campus.



Natural Stormwater Management

Municipal storm-water systems have traditionally focused on collecting rainwater into networks of pipes that transport water off-site quickly to detention basins and creeks, or where combined with sanitary sewer pipes, to the wastewater treatment plant. This system can serve the purpose of getting water off-site, but can have negative side effects such as combined sewer overflows, stream bank erosion, downstream flooding, and contaminated streams.

In order to lessen these negative side effects, Fort Madison should reserve a series of greenways (natural areas) that will help manage stormwater in a way that mimics natural pre-development conditions. Greenways are preserved in strategic locations where water already naturally drains. Instead of running directly into the streams or overflowing pipes, stormwater is instead absorbed into the soil in the greenways, and released gradually into drainageways and creeks. As a result, the stormwater system requires fewer costly pipes and detention basins, and the natural soil filtration results in less erosion and contamination in the waterways. Greenways have the added benefit of contributing to the park system by providing a right-of-way for trails. A graphic of the greenway system for new development areas is shown in the development concept in chapter 3 and in the parks concept in chapter 4.

Commercial and industrial growth areas, such as at the highway interchanges, require a similar approach. Because of the large lot sizes, variable site characteristics, and unpredictable timelines for industrial and commercial land development, it is less logical to designate public greenways that cross several property lines. However, new industrial and commercial properties should have a coordinated stormwater strategy that includes best management practices (BMPs) that leverage the natural system.

RECOMMENDATION: City staff should work with city council and the planning & zoning commission to encourage natural stormwater management practices through amendments to city stormwater regulations, changes to zoning requirements and/or by implementing city-wide water management policies. Possible changes include:

1. Stormwater regulations that require/incentivize practices such as:
 - ↪ Bioswales: Infiltration trenches planted with native grasses designed to retain and temporarily store stormwater runoff.
 - ↪ Filter Strips: An area with dense native vegetation designed to filter and absorb runoff.
 - ↪ Naturalized Detention/Infiltration Basins: Like traditional basins, these store and release runoff. The addition of native vegetation on the perimeter improves water quality.
 - ↪ Permeable Pavement: Porous pavement that allows water to pass through to the soil beneath.
 - ↪ Other practices: Green Roofs, Rain Barrels, Rain Gardens and Native Landscaping
2. Zoning changes that allow greater flexibility in site design:
 - ↪ Conservation Development: Site design that preserves natural areas for drainage and detention.
 - ↪ Impervious Cover Reduction: Reducing impervious surface requirements such as streets and parking lots, through alternative site design or use of pervious pavement.
3. City-wide water management policies such as:
 - ↪ Watershed Development Ordinance: Regulates development to minimize its impacts on flooding, water quality and erosion. This policy requires collaboration with neighboring jurisdictions.
 - ↪ Conservation Easement: Allows land owners to place a voluntary conservation restriction on their land
 - ↪ Stream/Wetland Restoration: Restore deteriorated ecosystems to their natural state to improve stormwater function and habitat.

Solid Waste System

Collection

Fort Madison's solid waste collection is provided by the city, for a monthly service fee of \$10. Residents are allowed two 40-gallon containers of trash per week, and curbside recycling and yard waste pickup are provided every 2 weeks (yard waste pickup provided seasonal). City staff report that the system is in good condition with adequate staffing. Route changes are possible if new development occurs in the west.

Landfill

Waste and recycling are transported to the Great River Regional Waste Authority (GRRWA) landfill and recycling center, on 303rd Ave across from Rodeo Park. GRRWA staff reports that the landfill has at least a decade of life left without expansion, and that there is plenty of room to expand on the current site when needed. However, due to the proximity of the landfill to the airport, Federal Aviation Administration (FAA) regulations would prohibit such an expansion. The current landfill is already too close to the airport runway, according to the regulations (which went into effect after the landfill was constructed). Landfill staff is currently working with city staff to request a waiver from those requirements. Staff members expect that the waiver will be granted, but are seeking continued support in this effort. If an expansion is not allowed, a new landfill site would be needed in 10-15 years.

RECOMMENDATION: Staff should continue to support the landfill appeal for the FAA waiver for expansion on the current site.

Infrastructure Systems and Hazards

The City of Fort Madison Pre-Disaster Mitigation Plan (updated 2010) identified several strategies to protect against both natural and man-made hazards. These strategies should be adopted as part of the comprehensive plan. Strategies related to infrastructure systems include:

- ↗ Relocate Willow Patch Substation – Alliant Energy
- ↗ Educate the public on precautions for severe weather travel and boating safety
- ↗ Cooperate with utility companies and residents to ensure tree-trimming around power lines and structures
- ↗ Encourage utility companies to increase the percentage of cables that are underground
- ↗ Relocate the water treatment plant out of flood plain – Completed 2010
- ↗ Implement the By-pass for Highway 61 – Completed 2010

Infrastructure recommendations included in this plan that would help with hazard mitigation include:

- ↗ Separate sanitary and storm sewer lines to prevent water contamination (p. 10-11)
- ↗ Improve flood protection for the sanitary sewer plant (p. 10-11)
- ↗ Employ natural storm-water management techniques to enhance the system and reduce flash flooding (p. 11-12)
- ↗ Repair existing streets and locate new streets strategically to maximize connectivity (p. 4-5) in order to:
 - ◆ Allow quick hazard/emergency response
 - ◆ Provide multiple entrances/exits to neighborhood in case of road closure due to flooding or other hazard
 - ◆ Improve ability to clear streets during winter storms

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7 GOVERNANCE &
IMPLEMENTATION



Fort Madison should implement the visions and actions presented in this plan through a realistic program that is in step with the resources of the community. The previous six chapters are the core of the Comprehensive Plan. This section addresses implementation to be carried out by the city of Fort Madison.

RECOMMENDATIONS SUMMARY

- Look for opportunities to collaborate with other governments or organizations to help achieve the goals of this plan (p.100)
- Pursue strategies to increase civic participation and grow human capital (p.101)
- Define an annual action and capital improvement program that implements the recommendations in this plan (p.109)
- Undertake and annual evaluation of the comprehensive plan and a full update every 10 years (p.109)

Collaboration

Chapter 1 established a comprehensive plan goal for governance and collaboration that states: Public policy and investment decision-making processes will be conducted so as to encourage collaboration and understanding between the city and public.

RECOMMENDATION: City staff and city council should look for opportunities to collaborate with other governments or organizations to help achieve the goals of this plan. Some prominent opportunities for collaboration include:

Lee County

- Schedule regular meetings between the City and the County on a quarterly or bi-annual basis to discuss issues of mutual interest and concern. These meetings could include neighboring cities as well.
- Continue to hold open discussions between the City and County regarding annexation and extra-territorial zoning. This could take place at the regularly scheduled meetings referenced above.
 - ◆ Chapter 3 provides a six-point annexation strategy intended to minimize conflict between the City and County.
- Explore possibility of establishing a joint government center with the County and school district.
- Consider sharing IT/GIS staff between City and County
- Continue existing agreements for shared services, such as fire response, the Narcotics Task Force, 911 Dispatch Center, the Sheriff, HAZMAT, and snow plowing

Neighboring Towns such as Keokuk, Burlington, Nauvoo

- Expand joint marketing efforts for tourism

Fort Madison School District

- Encourage partnerships between the school district and the business community to improve work readiness for graduates.
- Work with school district on the placement of any new facilities, using the future land use map (chapter 3) as a guide
- Continue agreement to share pool

Fort Madison Partners

- Create a regional economic development plan, as a collaborative effort between the City of Fort Madison, Lee County, Keokuk, Fort Madison Partners, the Lee County and Keokuk economic development organizations, and other interested parties in the County and neighboring counties.

Civic Participation and Human Capital

The ability to implement the recommendations of this plan will depend on commitment, direction and support from both staff and citizens. Community capacity for change is heavily influenced by both civic participation (resident actions that address public issues) and human capital (leadership ability and skills of residents).

RECOMMENDATION: The City should pursue strategies to increase civic participation and grow human capital, such as:

- ↗ Encourage Creation of Neighborhood Associations (Ch. 4) - The creation of neighborhood associations gives citizens both a formal structure in which to voice their opinions to decision-makers, and an outlet to take positive action themselves. The recommendation in chapter 4 suggests that the neighborhood associations would work with the city to create neighborhood plans.
- ↗ Work with School System to Promote Civic Education for Children and Teens (Ch. 5) – This strategy was recommended in several community forums and in steering committee discussions for the comprehensive plan. Civic education can include training for students on how to get involved in their community, how to interpret local media and city reports, and strategies for improving ability to communicate their own ideas about local issues.
- ↗ Support Leadership Training for Adults – The Fort Madison and Keokuk Chambers of Commerce are already supporting this through their recently-formed leadership program. Some cities also offer leadership training specifically for members or prospective members of public commissions/elected office.
- ↗ Increase Diverse Public Engagement, with tactics such as:
 - ♦ Provide training for staff and council/commission members on how to engage the public
 - ♦ Establish a civic engagement checklist that identifies the typical stages in any engagement process
 - ♦ Develop a community engagement committee
 - ♦ Add a mandatory community engagement section in staff reports to council/commissions
- ♦ Commit staff time to directing public engagement efforts and active outreach to under-represented parts of the population
- ♦ Work with council on a regular basis to identify areas where public input can make a difference
- ♦ Compare demographics of city commissions & boards to demographics of the entire city to identify gaps in representation
- ♦ Provide physical spaces for public discussion/forums
- ♦ Convene community forums to address public issues, including those where no immediate action is pending (e.g. – a community visioning/brainstorming session)
- ♦ Establish a volunteer clearinghouse
- ↗ Enhance Communication between City and Public, with tactics such as:
 - ♦ Go above and beyond legally mandated notification procedures for planning & zoning actions
 - ♦ Commit city staff time to promoting public relations and “earned media” for city actions (e.g. – local newspaper stories). This person can serve as a liaison between the city and local media.
 - ♦ Centralize “customer service” for city services, either online or through a central telephone line
 - ♦ Perform a citizen survey every year or every two years
 - ♦ Distribute an annual or twice-yearly city newsletter and/or e-newsletter
 - ♦ Use social media, such as facebook, to connect the city with citizens
 - ♦ Use community spaces, such as the library, for information sharing about public meetings and city activities
 - ♦ Fund and promote online knowledge hubs – the City website and the Fort Madison Partners website (FortMadison.com) are examples of these
 - ♦ Ensure that the community has places for residents to access high-quality online service. The Fort Madison public library is an example of a good internet access point.

The results of civic engagement efforts can be hard to measure concretely, but there are a number of indicators that can help track success. Fort Madison staff could choose several key indicators to track over time as the strategies above are implemented. Possible indicators include:

- Number of individuals/agencies participating in community meetings/council meetings
 - ◆ Diversity of individuals participating
- Number of individuals applying for city boards/commissions or running for elected office
 - ◆ Diversity of individuals participating
- Surveys checking public understanding of city policies/actions
- Number of references to city-provided information in media
- Amount of media coverage of city actions
- Number of formal outlets for citizen participation (such as neighborhood associations and other civic associations)
- Number of residents participating in civic associations/groups/clubs
- Voter turnout for local elections
- Rate of volunteerism for residents
- Philanthropic giving to local causes
- Number and availability of means of communication such as radio stations, local newspapers, etc.



- The number of times public input made a clear difference in council/commission decisions (subjective)
- The number of new issues/opportunities revealed through public forums (subjective)
- Trust of government and fellow residents (subjective, identified through resident surveys)

Several organizations provide nation-wide rankings on “social capital,” which use some of the measures listed above. One such study by the Northeast Regional Center for Rural Development ranked Lee County as 66 out of 99 Iowa counties for social capital (measures included the number of community organizations and clubs, civic associations, and public, recreation and religious facilities). Multiple nation-wide rankings of social capital have placed the state of Iowa toward the top in comparison to the rest of the country.

Implementation Schedule

Table 7.1 (following page) presents a concise summary of the recommendations of the Fort Madison Plan. Each recommendation is characterized according to several categories:

Type

- ↖ Policies, which indicate continuing efforts over a long time period. In some cases, policies include specific regulatory or administrative actions.
- ↖ Action Items, which include specific efforts or accomplishments by the community.
- ↖ Capital Investments, which include public capital projects that will implement features of the Fort Madison Plan.

Timing

Recommendations are classified according to their time frame: on-going, short term, medium term, or long term. Short-term indicates implementation within five years, medium-term within five to ten years, and long-term within ten to twenty years. Recommendations are categorized by their place in the plan.

Responsibility

The primary audience of this plan is City Council, City Staff, and the Planning & Zoning Commission. However, a number of other entities will need to be involved to implement its recommendations. The far right columns in Table 7.1 indicate who should take the lead in carrying out the recommendation and who will play a supporting role. The entities named in Table 7.1 are listed below, followed by the abbreviated name used in the table.

- ↖ City Entities:
 - ◆ City Council (Council)
 - ◆ Planning & Zoning Commission (P&Z)
 - ◆ Parks & Recreation Commission (P&R)
 - ◆ Historic Preservation Commission (Historic)
 - ◆ Staff (Staff)
- ↖ Fort Madison Partners: Chamber, Main Street, Etc. (Partners)
- ↖ Fort Madison School District (School)
- ↖ Lee County (County)
- ↖ Fort Madison Residents or Resident Groups (Residents)
- ↖ Private Land Developers (Developers)

Priority

Following the Implementation Table, Figure 7.1 shows priority rankings for all 63 recommendations. This prioritization was determined based on a survey of the comprehensive plan committee, city council, the planning & zoning commission and city staff. These groups will be the main users of this plan. Figure 7.1 can be used as a starting point for determining where to begin with implementation of the recommendations in this plan.

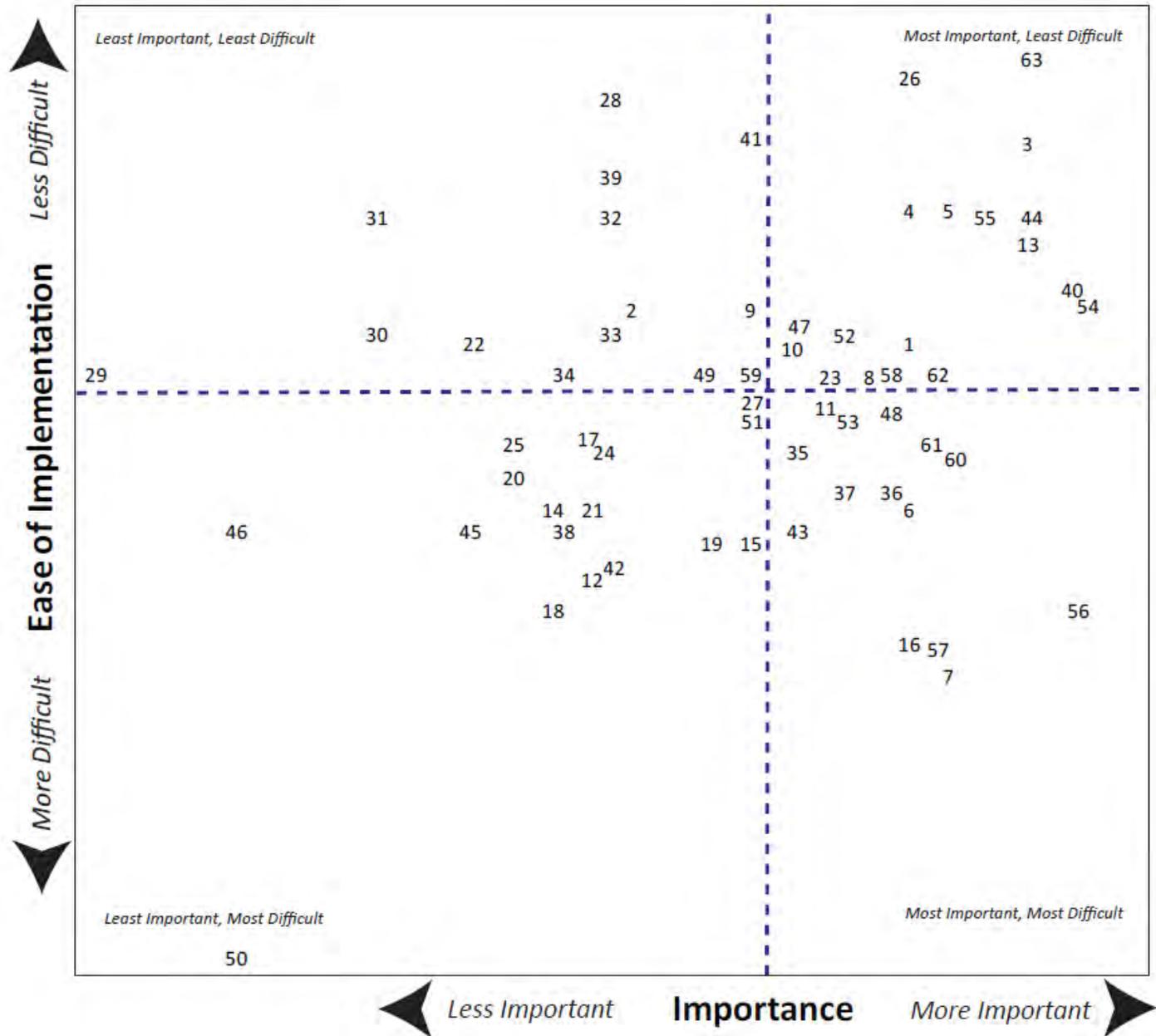
Table 7.1: Implementation Schedule					
		Type	Timing	Primary Responsibility	Supporting Responsibility
Chapter 3 - Land Use, Environment, and Natural Hazards					
1	Use the “principles of future land use and development,” along with the future land use map, as criteria for reviewing new subdivisions and other land use proposals (p.24 & p.34)	Policy	On-going	P&Z	Staff, Council, Developers
2	Use the 48 th street development concept as a guide for land use and transportation decisions in that area (p.26)	Policy	On-going	Staff	P&Z, Council, Developers
3	The city’s subdivision and development review processes should require the preservation of floodplains and other sensitive natural areas to create a system of greenways that enhances flood mitigation, recreation, and the environment (p.28)	Policy	On-going	P&Z / P&R	Staff, Council, Developers
4	The city’s subdivision and development review processes should encourage new residential developments to apply the core principles of connectivity, strategic location, and housing diversity (p.29)	Policy	On-going	P&Z	Staff, Council, Developers
5	Consider prohibiting development in the 100-year floodplain, with exclusion for low intensity uses such as trails & parks (p.30)	Policy	Short	Council	P&Z, Staff
6	Continue to pursue Annexation Area 1 (Highway 2/61 interchange) as the top priority for annexation (p.31)	Action	Short	Staff	Council, County
7	Base all annexation efforts on this six-point strategic, market-oriented strategy (p.32): <ul style="list-style-type: none"> ↙ Pursue Voluntary Annexation (including 80/20 rule) ↙ Initiate Outreach to Property Owners in Target Areas ↙ Negotiate Development Agreements ↙ Wait to Zone Future Land Uses Until Annexation Is Imminent ↙ Prioritize Contiguous Parcels for Annexation ↙ Use Extra-Territorial Zoning Selectively to zone the annexation areas as “Agriculture” within the next year. 	Policy Action	On-going	Staff	Council, County, P&Z, Developers
8	Use the Future Land Use Map (Figures 3.12-3.13), the Land Use Criteria Table (Table 3.4), and the Land Use Compatibility Table (Table 3.5), along with the Land Use Principles on page 24, as criteria for reviewing new subdivisions and land use proposals (p.34)	Policy	On-going	P&Z	Staff, Council
9	Revise zoning ordinance and subdivision regulations to remove any unnecessary impediments to development and the implementation of this plan, per the zoning review provided in appendix (p.34)	Action	Short	P&Z	Staff, Council
Chapter 4 – Economic Development, Housing, Revitalization					
10	Create a 5-year Regional Economic Development Plan (p.43)	Action	Short	Partners	Staff, County
11	Build on retail strengths and explore potential to fill market gaps identified in retail analysis (p.45)	Action	On-going	Partners	Staff, Residents
12	Encourage the development of niche retail businesses with a regional (or national) customer base (p.45)	Action	On-going	Partners	Staff, Residents

Table 7.1: Implementation Schedule (continued)					
		Type	Timing	Primary Responsibility	Supporting Responsibility
13	Focus tourism efforts on key assets (River, Rail and History) and tie into tourism collaboration opportunities with nearby cities (p.45)	Policy Action	On-going	Partners	Staff, County
14	Establish the Riverfront/Downtown district, as shown in Figure 4.7, as a priority area for civic and public investments (such as those suggested in this chapter) (p.48)	Policy Capital	On-going	Staff	Council
15	Undertake a detailed planning process for the downtown/riverfront area, to help implement the recommendations of the Riverfront/Downtown development concept and generate additional recommendations (p.48)	Action	Short	Partners	Staff, Historic, Residents
16	Identify vacant and under-used commercial parcels and approach owners to encourage development (p.54)	Action	Medium	Partners	Staff, Developers
17	Develop a commercial revitalization strategy for Old Highway 61 (p.54)	Action	Short	Staff	Partners, Historic, Residents
18	Focus commercial rehabilitation and infrastructure investments in the Old Sante Fe Town to build on existing assets and solidify the area as a commercial node (p.54)	Capital Action	Medium	Staff	Council, Partners
19	Concentrate neighborhood and housing revitalization efforts in targeted geographic areas on a rotating basis every few years, starting with those identified in Figure 4.6 (p.56 & p.46)	Policy Capital	On-going	Staff	Council, Residents
20	Encourage the formation of neighborhood associations to promote and sponsor neighborhood improvements (p.57)	Action	Short	Residents	Staff, Historic
21	Work with neighborhood associations (if/when formed) to create neighborhood plans (p. 57)	Action	Short-Long	Staff	Residents
22	Develop historic preservation strategies for the Park-to-Park and Richards Drive neighborhoods (p.57)	Action	Short-Long	Historic	Staff, Partners, Residents
23	Ensure that land use regulations, such as the zoning code or future land use plan, allow for a wide range of housing types (p.62)	Policy		Staff & P&Z	Council
24	Establish a City housing commission or committee to create and implement a comprehensive housing strategy for Fort Madison (p.62)	Action	Short	Council	Staff, Residents
25	Initiate conversations with private developers to identify partnerships or policy changes that can help overcome barriers to providing under-served housing options (p.62)	Action	Short	Staff	Developers, P&Z
26	Take full advantage of existing housing programs available through SEIRPC and State agencies (p.63)	Action	On-going	Staff	Residents, SEIRPC
27	Initiate city housing programs, such as those on p. 64-66, that: <ul style="list-style-type: none"> ↖ Promote housing rehabilitation ↖ Increase availability of diverse housing, particularly rentals 	Action	Medium-Long	Staff	Council, Partners, Historic

Table 7.1: Implementation Schedule (continued)					
		Type	Timing	Primary Responsibility	Supporting Responsibility
Chapter 5 – Parks and Community Services					
28	Update and prioritize the recommendations of the Parks Master Plan (p. 72)	Action	Short	P&R	Staff, Council
29	Add 2-3 tennis courts and repair existing courts at Victory Park (p.72)	Capital	Short-Medium	P&R	Staff
30	Consider acquiring part or all of the property north of Victory Field for use as practice fields (p.72)	Capital	Medium	P&R; Staff	Council
31	Consider developing a re-use plan for Victory Park (p.72)	Action	Medium	P&R	Staff
32	Create an enhancement plan for Rodeo Park (p.72)	Action	Medium	P&R	Staff, Residents
33	Work with Recreation Complex management to reserve 3-5 acres of the Complex land for a neighborhood park (p.73)	Action Capital	Short	P&R	Staff
34	Strive to offer neighborhood parks within 1/4-1/2 mile walking distance of all residences (p.73)	Policy Capital	On-going	P&R	Staff
35	Preserve an interconnected system of natural areas to create greenways and trail corridors to connect the park system (p.74)	Action Policy	On-going	P&Z / P&R	Staff, Developers, Council
36	Initiate construction of new trails as indicated in Figure 5.3, with priority given to the Rodeo Park trail connection and the Recreation Complex-to-Ivanhoe Park connection (p.74)	Capital	Medium	P&R	Staff, Council
37	Actively pursue funding for trail construction using the following 3-point strategy (p.76): <ul style="list-style-type: none"> ↪ Establish an ongoing budget item for trail construction and improvement ↪ Take full advantage of trail funding programs that are available ↪ Use trail funds as match for regional/state trail grants 	Policy	Short, On-going	Council, Staff	P&R
38	Implement a mechanism for park acquisition and trail construction, to ensure reservation of well-located and appropriately sized spaces (p.76)	Policy	Medium	P&R	Staff, Council
39	Annually review the staff recommendations for public facility improvements to determine priority needs for the budgeting process (p.77)	Policy Capital	On-going	Council	Staff
40	Foster continued partnerships between the city, the school district, and the business community (p.79)	Action	On-going	Staff, School, Partners	
41	Adopt the Fort Madison Hazard Mitigation Plan as an official part of the Comprehensive Plan (p.79)	Action	Short	Council	
Chapter 6 – Transportation and Infrastructure					
42	Add “complete street” features to existing roads, particularly those indicated as complete streets in Figure 6.4 (p.86)	Action Capital	Short-Long	Staff	Council

Table 7.1: Implementation Schedule (continued)					
		Type	Timing	Primary Responsibility	Supporting Responsibility
43	Prioritize repair of existing roads based on highest needs established in planned DOT study (p.86)	Action Capital	Short	Staff	Council
44	Coordinate street work with other infrastructure improvements, such as water (p.86)	Policy	On-going	Staff	
45	Investigate opportunities to reduce to 3-lanes on Highway 2 through town (p.86)	Action	Medium	Staff	
46	Investigate opportunity to restore two-way traffic to Avenue G (p.86)	Action	Medium	Staff	Partners
47	Locate new streets strategically to maximize connectivity (p.88)	Policy	On-going	Staff	P&Z, Developers
48	Reserve right-of-way for new collector streets in 48th street area (as shown in Figure 6.4), and construct streets as development occurs (p.88)	Action Capital	Short-Long	Staff	P&Z, Developers
49	Provide multi-modal features on new collector and arterial streets (p.88)	Capital	On-going	Staff	Developers
50	Re-route the bridge entrance to 1st Street (p.88)	Capital	Long	Staff	Council
51	Create a bicycle/pedestrian plan, building on the recommendations in this plan (p.90)	Action	Medium	P&R / Staff	Residents
52	Require sidewalks on both sides of all new streets (p.91)	Policy	On-going	Staff	P&Z, Council
53	Identify missing/substandard sidewalks on existing streets and establish priority areas for construction and repair (p.91)	Action Capital	Short	Staff	
54	Continue support for the relocation of the Amtrak passenger rail station to the historic depot (p.92)	Action	On-going	Historic	Council, Staff
55	Annually review staff-generated needs for water, sewer, and stormwater to identify priorities for funding (p.93)	Action Capital	On-going	Staff	Council
56	Develop a plan to separate combined sewers over time (p.94)	Capital Action	Medium - Long	Staff	
57	Improve flood protection for the sanitary sewer plant (p.94)	Capital	Medium	Staff	
58	Encourage natural stormwater management practices through amendments to stormwater and zoning regulations, and city-wide water management policies (p.96)	Action	Short	Staff	P&Z, Council
59	Support landfill appeal for FAA waiver to allow expansion (p. 97)	Action	Short-Medium	Staff	Council
Chapter 7 - Governance & Implementation					
60	Look for opportunities to collaborate with other governments or organizations to help achieve the goals of this plan (p.100)	Action	On-going	Staff	County, Council
61	Pursue strategies to increase civic participation and grow human capital (p.101)	Action	On-going	Staff	
62	Define an annual action and capital improvement program that implements the recommendations in this plan (p.109)	Action	On-going	P&Z, Council	Staff
63	Undertake and annual evaluation of the comprehensive plan and a full update every 10 years (p.109)	Action	On-going	Staff	

Figure 7.1 - This chart shows all the recommendations of this plan, as numbered in Table 7.1, prioritized by importance and ease of implementation. This prioritization was determined based on a survey of the comprehensive plan committee, city council, the planning & zoning commission and city staff. These groups will be the main users of this plan. This is a good starting point for determining where to begin with the implementation of this plan.



Plan Maintenance

The Fort Madison Plan is ambitious and long-range, and its recommendations will require funding and other continuous support. The City should implement an ongoing process that uses the Plan to develop annual improvement programs, as outlined below.

Annual Action and Capital Improvement Program

RECOMMENDATION: The Planning and Zoning Commission and City Council should define an annual action and capital improvement program that implements the recommendations in this plan.

This program should be coordinated with Fort Madison’s existing capital improvement planning and budgeting process, even though many of the Plan’s recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

- ↗ A 1-year work program for the upcoming year that is specific and related to the City’s financial resources. The work program will establish which plan recommendations the City will accomplish during that year.
- ↗ A 3-year strategic program that provides for a multi-year perspective, aiding the preparation of the annual work program.
- ↗ A 6- year capital improvement program that is merged into Fort Madison’s current capital improvement program.

Annual Evaluation

This Plan should be viewed as a dynamic changing document that is used actively by the City.

RECOMMENDATION: City staff should undertake an annual evaluation of the comprehensive plan.

This evaluation should include a written report that:

- ↗ Summarizes key land use developments and decisions during the past year and relates them to the Comprehensive Plan.
- ↗ Reviews actions taken by the City during the past year to implement Plan recommendations.
- ↗ Defines any changes that should be made in the Comprehensive Plan.

RECOMMENDATION: The City should undertake a full update of the comprehensive plan at least every 10 years.

Funding Sources

In order to implement many of the objectives described in the Plan, the City will need to consider outside funding sources. Table 7.2 presents possible funding sources available to the City of Fort Madison for projects recommended in the Comprehensive Plan. This list is not exhaustive and should be reviewed and modified each fiscal year.

Table 7.2 uses the following acronyms: Department of Natural Resources - **DNR** ; Council of Governments – **COG**; Federal Department of Housing and Economic Development - **HUD** ; Iowa Economic Development Authority - **IEDA** ; Iowa Department of Transportation - **IDOT** ; United States Environmental Protection Agency – **EPA**; Southeast Iowa Regional Planning Commission - **SEIRPC**

Table 7.2 Potential Funding Sources					
SOURCE & ADMINISTRATOR	DESCRIPTION	POSSIBLE USES	DEADLINE	AVAILABLE FUNDS	REQUIRED MATCH
Community Attraction and Tourism Program; Vision Iowa, IEDA	Funding for the development and creation of multiple purpose attraction or tourism facilities.	Creation of a major recreation facility in the city.	Quarterly; Jan 15, April 15, July 15, Oct 15	\$5 million available for 2013-2014	Encouraged
Community Development Block Grant (CDBG); HUD & State of Iowa	Federal funding for housing, public facilities, and economic development to benefit low-and moderate income residents.	Rehabilitation and infill projects, directed to projects that benefit low-and-moderate-income households or eliminate blighted areas.	Varies by funding area	Varies by funding area	No
DOT/DNR Fund; IDOT, DNR	Roadside beautification of primary system corridors with plant materials.	Landscaping improvements along key corridors in the city.	Open	Maximum of \$100,000 per applicant per year	Encouraged
Federal Transportation Enhancement Program; IDOT through local COG	Funding for enhancement or preservation activities of transportation related projects.	The following projects are funded: facilities for pedestrians and bicyclists; safety and educational activities for pedestrians and bicyclists; scenic or historic highway programs; acquisition of scenic or historic sites; landscaping and scenic beautification; historic preservation; rehabilitation and operation of historic transportation facilities; preservation of abandoned railway corridors; control and removal or outdoor advertising; archaeological planning and research; mitigation of water pollution due to highway runoff; or transportation museums.	October 1 for statewide applications; Check with local Council of Governments for regional deadlines	Dependent on allocation as part of reauthorization of TEA-21. Funding has historically been \$4.5 million annually statewide. Funds available through COGs vary by region.	Varies by region; Contact your local COG
Recreational Trails Program (Federal); IDOT	Funding for creation and maintenance of motorized and non-motorized recreational trails and trail related projects.	Recreational trail extension.	Typically October 1; pushed to January for 2013	Varies each year	20%

Table 7.2 Potential Funding Sources					
SOURCE & ADMINISTRATOR	DESCRIPTION	POSSIBLE USES	DEADLINE	AVAILABLE FUNDS	REQUIRED MATCH
Recreational Trails Program (State); IDOT	Funding for public recreational trails.	Trail projects that are part of a local, area-wide, regional, or statewide trail plan.	July 1	Varies each year	25%
Highway Bridge Program; IDOT	Funds for replacement or rehabilitation of structurally deficient or functionally obsolete public roadway bridges.	Bridge rehabilitation or replacement.	Oct 1	\$ 1 Million per bridge (one bridge per city per year)	20%
Housing Fund (HOME); IEDA, Iowa Finance Authority	Funds to develop and support affordable housing.	Rehabilitation of rental and owner-occupied homes; new construction of rental housing; assistance to homebuyers; assistance to tenants; administrative costs. HOME funds may be used in conjunction with Section 42 Low Income Housing Tax Credits. They may also be used for innovative project approaches, such as rent-to-own development.	Varies - Usually January	Varies annually	NA
Iowa Clean Air Attainment Program (ICAAP); IDOT	Funding for highway/street, transit, bicycle/pedestrian or freight projects or programs which help maintain Iowa's clean air quality by reducing transportation related emissions.	Projects which will reduce vehicle miles traveled or single-occupant vehicle trips; Transportation improvements to improve air quality.	Oct 1	Approximately \$4.7 million; Minimum \$20,000 total project cost	20%
Land and Water Conservation Fund; Iowa DNR	Federal funding for outdoor recreation area development and acquisition.	Improvements to existing recreation facilities and development of new facilities.	March 15, or closest working day	Varies annually	50%
Living Roadway Trust Fund; IDOT	Implement integrated Roadside Vegetation Management programs (IRVM) on city, county, or state rights-of-way or areas adjacent to traveled roads.	Roadside inventories, gateways, education, research, roadside enhancement, seed propagation, and special equipment.	June 1	Varies	No

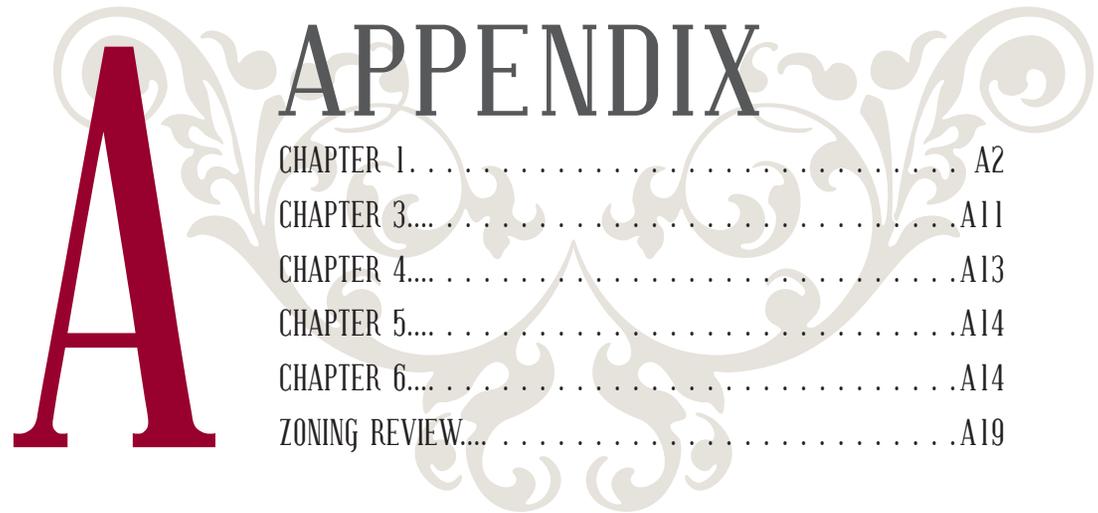
Table 7.2 Potential Funding Sources					
SOURCE & ADMINISTRATOR	DESCRIPTION	POSSIBLE USES	DEADLINE	AVAILABLE FUNDS	REQUIRED MATCH
Pedestrian Curb Ramp Construction; IDOT	To assist cities in complying with the Americans with Disabilities Action primary roads.	Construct curb ramps to ADA standards.	Accepted all year	Maximum of \$250,000 per city per year	45%
Public Facilities Set-Aside Program (PFSA); IEDA	Financial assistance to cities and counties to provide infrastructure improvements for businesses which require such improvements in order to create new job opportunities.	Provision or improvement to sanitary sewer systems, water systems, streets, storm sewers, rail lines, and airports. For Iowa Cities under 50,000 populations. 51% of persons benefitting must be low or moderate income.	Accepted all year	Varies	50%; Additional points for higher percentage
Resource Enhancement and Protection (REAP); Iowa DNR	Funding for projects that enhance and protect natural and cultural resources. Grants available in categories such as: City Parks and Open Space, County Conservation and Roadside Vegetation	Parkland expansion, multi-purpose recreation developments, management of roadside vegetation.	Varies by grant category	Varies; authorized for up to \$20 million annually until 2021	Varies by grant category; many require no match
Revitalize Iowa's Sound Economy (RISE); IDOT	Funding to promote economic development through construction or improvement of roads and streets.	Construction or improvement of roadways that will facilitate job creation or retention, such as a street system for additional business or industrial development.	Feb 1 & Sept 1 for local projects; Immediate opportunities accepted all year	\$11 million for cities and \$5.5 million for counties (annually)	Local Development: 50% Immediate Opportunity: 20%
Safe Routes to Schools; IDOT	Funding for infrastructure and non-infrastructure improvements that will result in more students walking or bicycling to school.	Sidewalk installation and improvements, pedestrian safety improvements.	Oct 1	\$1.5 million annually	No
Section 42 Low Income Housing Tax Credit; HUD	Tax credits for affordable housing developers through the State. Developments can utilize either a 4% or 9% credit, depending on the mix of low-income residents.	Multi-family housing development for low and moderate-income families.	NA	NA	NA

Table 7.2 Potential Funding Sources					
SOURCE & ADMINISTRATOR	DESCRIPTION	POSSIBLE USES	DEADLINE	AVAILABLE FUNDS	REQUIRED MATCH
Self-Supported Municipal Improvement District (SS-MID); Local Business Association	Contributions by business owners used for various business district enhancements. Note: A SSMID proposal for Fort Madison was rejected in 2010 but discussions are on-going.	Physical improvements to business district, upper-story restoration of downtown buildings.	NA	NA	NA
Surface Transportation Program (STP); Regional COG	Funding for road or bridge projects on the federal aid system.	Road or bridge projects. Trails improvements. Bicycle facilities.	Check with SEIR-PC	Check with SEIRPC	Check with SEIRPC
Tax Abatement; City of Fort Madison	Reduction or elimination of property taxes for set period of time on new improvements to property granted as an incentive to do such projects.	Available for commercial, industrial, or residential developments.	NA	NA	NA
Tax Increment Financing (TIF); City of Fort Madison	Use added property tax revenues created by growth and development to finance improvements within the boundaries of a redevelopment district.	New residential, commercial, or industrial developments, including public improvement, land acquisition, and some development costs.	NA	NA	NA
Traffic Safety Improvement Program (TSIP); IDOT	Traffic safety improvements or studies on any public road.	Traffic safety and operations at specific site with an accident history. New traffic control devices. Research, studies or public information initiatives.	June 15	Approximately \$5.4 million per year; \$500,000 maximum per project	No
Federal Transportation Bill, Federal Highway Administration, through COG	Federal transportation funding, including matching grants for major street improvements, enhancements funding for corridor design, streetscape, trail development, and transit.	Improvements to arterial and major collector streets and trail development.	TBD	TBD	TBD

Table 7.2 Potential Funding Sources					
SOURCE & ADMINISTRATOR	DESCRIPTION	POSSIBLE USES	DEADLINE	AVAILABLE FUNDS	REQUIRED MATCH
Transportation and Community and System Preservation Program; IDOT	Funding for planning and implementing strategies that improve the efficiency of the transportation system, reduce the environmental impacts of transportation, reduce the need for costly future public infrastructure investments, ensure efficient access to jobs, services and centers of trade, and examine private sector development patterns and investments that support these goals.	Innovative transportation improvements that address stated goals.	Established yearly	\$61,250,000 (annually)	No
Urban-State Traffic Engineering Program (U-STEP); IDOT	Funding to solve traffic operation and safety problems on primary roads.	Extension of a primary road; spot improvements or linear improvements.	Accepted all year	\$200,000 for spot improvements \$400,000 for linear improvements	45%
Watershed Planning Grant; IDNR for EPA (Clean Water Act Section 319)	Watershed planning grants for impaired waters in <50,000-acre watersheds.	Watershed management plan (for addressing TMDLs).	April	\$10,000 to \$50,000 per project	50% local match, with at least 20% in cash
Watershed Implementation Grant; IDNR for EPA (Clean Water Act Section 319)	Funding to put a watershed management plan into action.	Stream improvement projects; natural stormwater system improvements	October	Varies, \$1.7 million for 2013	Not required but encouraged
Five-Star Restoration Program; EPA	Focuses on partnerships to provide environmental education and training through restoration projects; the goal is to engage 5 or more partners	Wetland and stream restoration.	Late fall	Typically \$10,000 to \$40,000 per project	Minimum 50% match recommended; larger matches are more competitive

Table 7.2 Potential Funding Sources					
SOURCE & ADMINISTRATOR	DESCRIPTION	POSSIBLE USES	DEADLINE	AVAILABLE FUNDS	REQUIRED MATCH
Wetland Program Development Grants (WPDG); EPA	Assists with implementing and accelerating water pollution reduction projects.	Research, investigations, experiments, training, demonstrations, surveys, and studies relating to the causes, effects, extent, prevention, reduction, and elimination of water pollution.	Available every 2 years, starting in 2013; Check with EPA Region 7 office for deadline (IA, KS, MO, NE)	Varies according to project needs	Check with EPA, Region 7 office (IA, KS, MO, NE)
Historical Resource Development Program (State Historical Society of Iowa)	Assists with enhancement of local historical resources	Acquisition and development of historical resources; preservation and conservation of historical resources; interpretation of historical resources; professional training and educational programs regarding any of the above	May 2013	\$50,000 maximum request recommended (up to \$100,000 permissible)	Requirement varies by type of applicant; for government - \$0.50 match per \$1 requested
Certified Local Government Grants (State Historical Society of Iowa)	Assists with looking for or establishing historic buildings, sites, objects or districts. Eligibility: cities or counties with a certified local historic preservation program in good standing	Planning, survey and evaluation, registration, planning, public education, pre-development	Early fall	Total of \$84,000 available for FY2013	40% (cash + in-kind)
State Historic Preservation and Cultural & Entertainment District Tax Credit Program (State Historical Society of Iowa)	Provides state income tax credit for the rehabilitation of historic buildings	Rehabilitation of properties listed or eligible to be listed on the National Register; rehabilitation of properties designated as a local landmark by city or county ordinance; rehabilitation of barns constructed prior to 1937	Small Projects Fund applications accepted year-round; Other fund applications: Early July	Income tax credit of 25% of qualified rehabilitation costs	

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APPENDIX

CHAPTER 1.....	A2
CHAPTER 3.....	A11
CHAPTER 4.....	A13
CHAPTER 5.....	A14
CHAPTER 6.....	A14
ZONING REVIEW.....	A19

CHAPTER 1

IOWA SMART PLANNING PRINCIPLES AND ELEMENTS

10 Smart Planning Principles

Broad Guiding Values For Comprehensive Plans

- ✔ Collaboration
- ✔ Efficiency, Transparency and Consistency
- ✔ Clean, Renewable and Efficient Energy
- ✔ Occupational Diversity
- ✔ Revitalization
- ✔ Housing Diversity
- ✔ Community Character
- ✔ Natural Resources & Agricultural Protection
- ✔ Sustainable Design
- ✔ Transportation Diversity

13 Comprehensive Plan Elements

Sections to Include in All Comprehensive Plans

- ✔ Public Participation
- ✔ Issues and Opportunities
- ✔ Land Use
- ✔ Housing
- ✔ Public Infrastructure and Utilities
- ✔ Transportation
- ✔ Economic Development
- ✔ Agricultural and Natural Resources
- ✔ Community Facilities
- ✔ Community Character
- ✔ Hazards
- ✔ Intergovernmental Collaboration
- ✔ Implementation

A full description of these principles and elements is available at: https://rio.urban.uiowa.edu/sites/rio/files/Iowa_Smart_Planning_Overview_0.pdf

RESULTS OF THE COMMUNITY SURVEY

95 people responded to a community survey, both online (82 responses) and on paper surveys that were available at various locations around Fort Madison.

Question 1: On a scale of 1 to 5 (1 being Poor and 5 being Excellent) how would you rate Fort Madison in each of the following areas?

	Average Rating
Medical Resources	3.62
Public Safety Systems - Fire	3.53
Elementary Education	3.48
Services/Housing for Seniors	3.35
Historic Buildings and Resources	3.31
Regional Road Transportation	3.29
Safety	3.26
Ft. Madison's Newer Neighborhoods	3.24
Potential for Tourism Growth	3.22
Overall Quality of Life	3.20
Secondary Education	3.19
Affordability of Housing	3.11
Preschool Services	3.10
Public Safety Systems - Police	3.10
Regional Parks and Recreation Areas	3.05
Community Health and Wellness	3.03
Childcare Services	3.01
The Business Highway 61 Corridor	3.01
Quality of Ft. Madison's Environment	2.99
Housing Quality	2.84
Ft. Madison's Older Neighborhoods	2.82
Openness of Community to New Residents	2.77
Design/Appearance of Ft. Madison	2.76
Ability to Finance Infrastructure Extensions	2.67
The Downtown District	2.66
Community Involvement	2.66

[Question 1 Responses continued]

Storm Water Drainage System	2.63
Local Leadership	2.60
Tax Levels	2.60
Recreation Facilities	2.59
Community Image	2.57
City Government	2.56
Effectiveness of Zoning and Building Codes	2.56
Prospects for Future Growth	2.55
Support Services for New Businesses	2.49
Strength of Local Economy	2.47
Pedestrian Features: Sidewalks	2.47
Business Climate	2.45
Cultural Resources	2.43
Retail Services	2.41
Support Services for New Residents	2.41
Wage Levels/Job Quality	2.37
Quality of New Development	2.34
Pedestrian Features: Trails	2.34
Property Maintenance	2.32
Regional Trail Connections	2.27
Job Creation and Growth	2.15
Retailing Retention	2.14
Ft. Madison Shopping Areas	2.09
Attitudes of Teenagers Toward their Hometown	1.98
Retail Growth	1.86
Activities for Youth	1.82
Ability to Retain Young People	1.75

Question 2: On a scale of 1 to 5 (1 being the lowest and 5 being the highest) how would you rate Ft. Madison's competitiveness in the following areas?

	Average Rating
Safe environment to live/work	3.47
Available industrial sites	3.37
Quality of school system	3.14
Availability of skilled workers	2.95
Proximity to markets	2.85
Overall operating costs	2.84
Education levels	2.75
Competitive financial incentives	2.72
Access to transportation	2.69
Pro-business attitude	2.62
Community image and reputation	2.60
Taxes and regulatory system	2.56
Availability of technical and Professional workers	2.55
Access to research & development	2.51
Availability of good, higher education opportunities	2.46
Ability to attract talent	2.22
Availability of diverse job/career Opportunities for two earner households	2.09

Question 3: What do you believe are the three most important issues that Ft. Madison will face during the next five (5) years? Select your top three choices from the list below. (Please select three choices only)

	Percent of Respondents giving this Answer
Attracting New Businesses and industries	42.4%
Downtown Vitality	28.3%
Job Opportunities	27.2%
Declining Population	21.7%
Opportunities for Young People	21.7%
Infrastructure Condition (sewer, water, stormwater)	15.2%
Street and Sidewalk Conditions	14.1%
Annexation	13.0%
Opportunities for High Paid Jobs	12.0%
Business Highway 61 corridor development	9.8%
Support for Local Businesses	9.8%
Quality and Diversity of Workforce	8.7%
Community Image	7.6%
Attracting Quality Retail Businesses	7.6%
Developing Tax Base	6.5%
Providing Quality of Life Amenities	6.5%
Other	6.5%
Riverfront Quality	5.4%
Community Engagement and Enthusiasm	5.4%
Building Leadership Base	5.4%
City Service Quality	4.3%
Neighborhood Quality	3.3%
Infrastructure Extensions (sewer, water, stormwater)	3.3%
Growth of School District	3.3%
Programs and Facilities for Senior Citizens	2.2%
Managing Commercial, Industrial and Residential Growth	2.2%
Improving Finances and Funds	2.2%
Dormant Atmosphere	1.1%

[Question 3 Responses continued]

Developing Partnerships	1.1%
Property Management	1.1%
Protection/Preservation of the Natural Environment	1.1%
Need for Parks, Recreation and Sports Facilities	1.1%
Transportation (Traffic/Roads)	1.1%
Transportation (Multi-modal)	1.1%
Leveraging Proximity to Resources	0.0%
Development/Planning and Zoning	0.0%
Senior Housing	0.0%
Low Income Housing	0.0%
Diversity of Housing Options	0.0%

Question 4: What is your favorite place in Ft. Madison? (Please do not include your own home) *Places earning 3 or more responses are shown

Riverview Park	14
River/Riverfront	13
Rodeo Park	9
Central Park	7
Downtown	5
Parks	5
Old Settlers Park	4
Elks Lodge	3

Question 5: What is your least favorite place in Ft. Madison? *Places earning 3 or more responses are shown

South of 61	8
Business 61	8
Run down neighborhoods/properties	7
Downtown	4
West End	3
Old Sheaffer Pen Factory	3
Prison	3
Marina	3

Question 6: What do you believe should be Fort Madison’s most important goals for the next ten (10) years? Select your top four choices from the list below. (Please select four choices only)

	Percent of Respondents Giving this Answer
Attract more businesses and industries	44.9%
Downtown revitalization	34.8%
Improve streets and sidewalks	33.7%
Attract good businesses to the community	32.6%
<i>Build trust and understanding between city and public</i>	24.7%
<i>Encourage tourism</i>	23.6%
<i>Quality development and positive future growth</i>	22.5%
Neighborhood revitalization	18.0%
Lower taxes	18.0%
Enhance Riverfront	16.9%
Improve/fix infrastructure such as water, sewer and stormwater	16.9%
Improve school system/education environment	13.5%
Other	13.5%
Annexation	12.4%
Add amenities and parks/recreational facilities	9.0%
Improve amenities and parks/recreational facilities	9.0%
Increase sustainability efforts	7.9%
Develop bypass interchanges	6.7%
Highway 61 Corridor Revitalization	5.6%
Creation of better public spaces	5.6%
Increase collaborative efforts with other jurisdictions	4.5%
Encourage diverse housing opportunities	3.4%
Encourage investment in housing stock	3.4%
Extend infrastructure such as water, sewer and stormwater	2.2%
Improve transportation options	1.1%
Increase financial resources	0.0%
Enhance gateway features	0.0%

Question 7: Please answer a few questions about yourself -

Where you live:

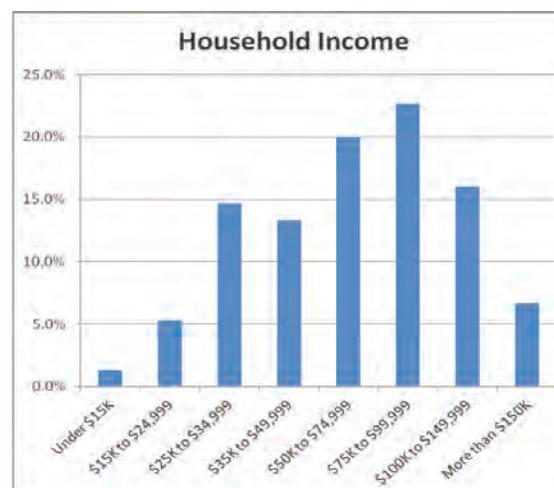
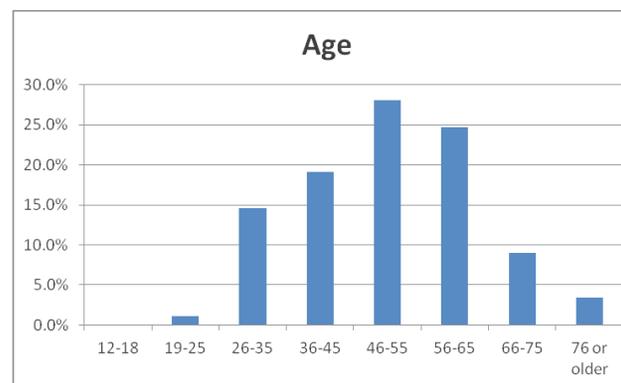
City of Fort Madison	75%
Lee County	20%
Other	5%

Race:

White	98.9%
Black or African American	1.1%
Prefer not to answer	1.1%

Ethnicity:

Hispanic or Latino (any race)	1.5%
Not Hispanic or Latino	98.5%
Prefer not to answer	17.6%



COMMUNITY WORKSHOP NOTES

Community Visioning Workshop for the Fort Madison Comprehensive Plan
Thursday, June 28

What are the top issues that Fort Madison must plan for?

Top 3 responses:

Jobs and Economic Development (large industry and small business growth mentioned)

Infrastructure – Streets

Education/Job Training

Other frequently mentioned responses:

Infrastructure – Storm and Sanitary Sewers

Aging/Declining Population

Riverfront Development

Cultural/Leisure Opportunities

Housing Quality

Other responses mentioned:

Tourism

Activities for youth and for older population

Utility rates

Lower taxes

Communication

Downtown development

Land Use

Parks/Recreation

Coordination with Lee County

Marketability of Fort Madison

Appearance/Curb Appeal

What specific accomplishments would you like to see in Fort Madison in the next 10 years?

(All suggestions are listed below)

Jobs/Economic Development

:Attract diversity of businesses and industry

:Workforce development, education and training

:Attract 4 new major industrial/service companies with 100+ employees

:Identify Incentives and property for redevelopment

Marketability of Fort Madison

:Make residents aware of what is offered in Fort Madison

:Promote Fort Madison externally, advertising

:Provide new entertainment opportunities – not only sports but movies, roller rink, etc.

Infrastructure

: Sewer improvements

: Improve streets, alleys, sidewalks, traffic lights, signage, bike trails, etc.

(need a short and long range plan)

: Lower utility rates - use alternative energy

: Separate combined sewers (stormwater and sanitary sewers)

:Enhance Information Technology

Housing

: Upgrade established housing

: Encourage improvement of historic housing

: Build new housing, particularly for seniors boomers

: Improve Code Enforcement for Dilapidated Structures

Tourism

: Develop Riverfront

: Create more cultural opportunities

: Emphasize historic aspects of Fort Madison

Education

: Get more community input on direction of education

: Increase youth activities

: Support infusion of technology into education

: Partner with community needs and take a life skills focus. Help students understand basic life systems such as finances and healthcare

: Create internship partnerships with local business & industry

Communication (between city and public)

: Identify stakeholders and means to communicate with them

: Build stronger relationship and communication with industry to be able to communicate with employees

Riverfront Development

: Make the river synonymous with Fort Madison

: Publicize trails and transportation

: Create aquatic attractions – boat rentals, tubing, etc

: Create symbiotic relationship with riverfront development and small business growth and opportunity

: Utilize the riverboat or boats for business opportunities – gambling, etc. other activities for young people

Land Use

: Update Plans

: Address annexation

- : Plan for Parks & Trails
- Aging Population
 - :Add services that this population wants, such as trails, transit and health systems
- Appearance/Curb appeal
 - :Encourage upkeep of properties
 - :Enforce rental inspections
 - :Enforce property upkeep for homeowners
- Fort Madison and Lee County consolidation efforts
 - :Identify next steps for shared/cost saving measures for water, potential sewer, etc.
 - :Work together to attract industry growth
- Aging Population/Brain Drain:
 - : Attract younger people and families to fill jobs

STAKEHOLDER MEETING NOTES

*Fort Madison Stakeholder Meetings
June 28, 2012*

On June 28, 5 stakeholder groups met, representing downtown business owners, city and county staff/officials, business and industry professionals, realtors, developers, and leaders/members of civic groups. Approximately 50 people participated. The purpose of these meetings was to gather information about Fort Madison for the comprehensive plan. The input from these meetings, along with other public outreach efforts, helped guide the creation of the comprehensive plan.

Please note: These notes are intended to provide a record of all that was said at these meetings. Because of the diversity of participants, some comments may contradict each other or may differ from the recommendations of the plan.

MEETING 1: DOWNTOWN BUSINESS OWNERS

Fort Madison needs:

- signage on bypass
 - : signage currently directs to exist at 15th but there is no signage into downtown there. West and east are the key interchanges
- Indoor event venue – possibly the old middle school auditorium. Fox theatre is up in the air.
- Streets need help, particularly Avenue I
- Parks need to look better
- Riverfront improvement: River is our “front yard” and it is full of weeds

Current Downtown projects:

- 3 large buildings are being renovated: Bank Building, Sears, and Old Metropolitan (6th and G) – funded by state grants with owner match.
- 13 façade renovations
- 45 apartments going in

Downtown needs:

- to improve infrastructure – very old, 100-year-old lines
- something open later in the evening
- a market
- improved sidewalks – if you provide the labor the city provides the concrete
- adaptations for older buildings
- to stay retail focused
- convenient parking
- a wholistic approach to its development
- a solution to truck loading: can’t alley load in some cases because of poles, tight fits, etc. there are fire access issues.
- new retail/niche retail – this will depend on out-of-towners
 - Retail is aging

Transportation Issues:

- Talk about ripping up the streets has been circulating for years:
- Main street has been 1-way since 1962 to help with Schaeffer traffic

Downtown Assets:

- very safe
- several regional attractions for retail

Importance:

- Downtown is the “face of the community,” a barometer of the health of Fort Madison
- People need to have a good experience off the bypass

Opportunities:

- Tourism:
 - Need to take advantage of presence of Nauvoo
- Been working with Main Street to do regional marketing packages
- Collaboration with Nauvoo, Burlington, Galesburg, Keokuk is possible
- Weekend transit connections?
- Tie in to the rail – there are many stops around here
- Ft Mad has a bridge across Mississippi – this is an asset
- Moving the depot back to downtown for passenger train is an opportunity
- Plenty of downtown space
- West and East interchanges. Exit 24 seems closer but it isn’t and the street would need a lot of work.
- Old Sante Fe town
- Sheaffer site needs to be redeveloped: in the TIF district
- The west end is growing

Housing:

- There is some derelict housing: 100-year old buildings

Parks:

- The new rec plex has been good

Prison:

- families moving here and staying here when released, creating a human service burden. At the same time, provides good jobs
- New prison going in

Economic Development:

- Some have seen Fort Madison as a “bedroom community” for Keokuk and Burlington

MEETING 2: CITY AND COUNTY STAFF AND OFFICIALS

Housing:

- Home values are stable
- Rental inspection program – rental certification process that requires inspection
Have had rentals that are repeat issues

Governance:

- Good city/county relationship
- There was a recent shift in district boundaries
- Cooperation is needed
- Maintenance agreements on roads with city/county, but no significant capital projects planned next to Fort Madison in the county
- City/county cooperation exists with:
communications
 - Public safety – sheriff
 - HAZMAT
 - *Experiencing financial and quality benefits
- Keokuk and Fort Madison have “cautious” cooperation
- Adapting 28E for rural fire fighting
- City is in a good financial position

Infrastructure:

- Need to coordinate infrastructure investments
- Water plant out on 61
- Sewer line hookups
- Water improvements need to happen before street improvements
- There is a sewer extension project coming soon – related to annexation
 - Sewer line to the new jail
- Need to get the rural water districts involved in planning
 - Water supply is a barrier to industry
 - Funds are all from ratepayers, not from city
 - They are willing to reprioritize if initiative is taken
- The west highway interchange has sewer

- There are 3 major projects for wastewater:

- Renovation of treatment plant – doing a study to upgrade plant
- Combining sewers: the EPA is asking for it. There is no money for the \$20M project
- Southwest sewer line - \$3M: want to acquire land, received an EDA grant and will get the rest from bonds

- pump stations are in good condition

- The new water treatment plant has been in operation 1 year

- Funded by grants, TIF \$, water & city capital fund; state revolving loan fund

Bypass:

- What goes in around the bypass? Zoning question

Parks/Rec:

- There’s a trail that doesn’t go anywhere
- The port authority is looking at some land

Economic Development:

- there is a county agency plus 2 city agencies
- some large industrial projects pending
- Ft Mad is influenced by Illinois and Missouri
- Keokuk has a good pull factor – drawing from northern Missouri
- There are 5 TIF districts in Fort Madison

Growth:

- Annexation is a big issue
- There is a lot of building activity
- Extraterritorial zoning: not exercising it, but exploring
- Yes, they do use subdivision review
- Annexation affects township tax base
- There is a perception that codes are less strict in the county

Working on getting GIS more complete

Services:

- A new fire station is likely, it is needed now.
Where will satellites go? not sure where growth is going?
- Library

Collaboration with school system
community room very highly used
funded by city and county

5 libraries in the county – they work jointly, have joint funding

- Police cannot handle added jurisdiction as this point – they would need to add staff
There is not a lot of time for traffic enforcement

Streets:

- Streets are one of the top issues

MEETING 3: BUSINESS AND INDUSTRY PROFESSIONALS

Quality of Life:

- Burlington Bees is a draw
- Small town attractiveness
- Capitalize on Recplex, YMCA, Library, healthcare, other assets

Riverfront:

- Nothing to connect downtown and river

Housing:

- need better quality
- availability of good housing an issue for recruitment, particularly for transitional rentals
- no vacancy for good homes
- aesthetics for the drive-through are important

Workforce:

- not all that employable, need more training
- those who are recruited to the area don't stay
- high school prep is important
- businesses are fine with training new employees, but graduates are not always ready, not set up for success – new workers are lacking career basics
- “burn through” the population pretty quickly
- Spouses don't want to come to FM
- Hard to recruit the young
- Programs like school-to-work are good but too dependent on one person, not institutionalized
- Work ethic and communication skills are key – some highs schoolers have, some not
- Can't find people to fill positions – yet there is a high unemployment rate
- Recruitment and retention
- Long range commuters are not long-term
- Workers not likely to stay if no ties to the midwest

Schools:

- Quality is needed for attraction
- Business feeling responsibility to tie back to high schools
- There have been connections, but educators not always receptive/perceptive

Issues:

- Keeping younger people engaged
- Change is hard here
- Perception of no diversity – people not comfortable here who are not the majority
- Internet prescence needs to be strong
- Infrastructure – police and fire
- Roads in poor condition

- Need something to pull you in from the highway
- Human Capital – people are not getting involved, volunteering (rodeo is exception)

MEETING 4: REALTORS AND DEVELOPERS

Housing Demand:

- Need affordable, new homes that are new and ready to go.
- Higher end homes aren't there
- Lack of nice rental properties, quality condos
- People that grew up here want the smaller homes : \$70k-\$100K
 - That's who's going to stay
- New people come in and want newer homes
- Houses in town need to be a lower price

Development:

- There is not a lot of spec building
- Not a lot of developable lots: 13 acres with utilities in city limits, not selling
- No one is willing to take the risk
- City willing to work with developers

Attracting Residents:

- Need hotel rooms – hard for recruiting
- Need amenities
- Facilities are lacking
- Rec-plex helps, but need more
- People are looking for a lifestyle

Riverfront:

- great opportunity to showcase, but not taking advantage of this. Marina needs improvement

Redevelopment:

- Rehabs in older neighborhoods – a lot of older homes have been renovated; no support is available, maybe just a few grants
- Need to tear things down – need programs for this
- What's the best use for infill lots once they come down?
- People less likely to reinvest in these lots
- New rental program is good

Strengths:

- Raising kids; can offer safety, grocery, banks, service, everyone is accessible, good people, “mom&apple pie”, friendly/welcoming, always something happening

Specific areas that need attention

- south side

Avenue E is a good example of private investment encouraged by public investment: can't just condemn the property.

Taxes are an issue for housing.

MEETING 5: CIVIC GROUP LEADERS AND MEMBERS

Human Capital:

- Have a number of young energetic people now, But need succession of civic leadership
- People are coming back, but we need to keep them entertained
- Very little for teens to do
- Need to develop community pride

Issues:

- There has been a rise in crime
- Need to expand the tax base through annexation
- Want to see a clean town – see this as a beautiful town; there are houses that need help
- Fort Mad has an identity crisis
- Train noise – need a quiet policy like Burlington?
- Need support for small biz: smaller rental spaces – retail incubator/mentorship program
- Retailers need to invest
- What do Burlington and Keokuk not have that Fort Madison could offer?
- Need to improve infrastructure
- Downtown closes early

Parks:

- Some parks are not maintained as well as they could be
- Rotary adopted central park; old settlers group for that park, neighborhood takes pride in that one
- Parks are a good place to start for improving community
- *RecPlex:*
 - Example of something that many people came together on; need more things like that
 - Spent a lot of money on sports complex

Opportunities:

- Marina is important
- Bypass - need to clean up highway
- Tourism is not the way to go unless it's focused on an asset like rail
- Could the old prison become a tourist attraction?

Housing:

- Rental change is good – need the right tools to enable this
- Rules and regulations keep properties in check
- CEOS (wealthier residents) do not live in town, they live in the county or in Burlington
- Shortage of rentals
- Rental a good place to start improving the community – and that has started

Strengths:

- People
- Riverfront – need to build on this
- Railroad
- Old Homes
- Downtown
- Large Employment Base
- Local retailers
- Small independent businesses
- There is a respectful relationship between the city and community groups
- No financial problems

CHAPTER 3

Table A.1 - Comparative Land Use by Percentage of Developed Area

	Fort Madison	Kalona	Pella	Man- chester	Oska- loosa	Grimes
Residential	41.1%	41.5%	31.3%	42.7%	38.4%	32.1%
Commercial	4.7%	13.9%	3.6%	8.5%	7.1%	10.7%
Industrial	23.1%	5.1%	8.5%	10.8%	6.9%	18.9%
Civic	13.0%	9.4%	31.7%	16.8%	20.5%	12.1%
Right-Of- Way (Roads)	24.9%	26.1%	25.0%	21.1%	27.2%	26.2%

Comparative Land Use by Acres per 100 Residents

	Fort Madison	Kalona	Pella	Man- chester	Oska- aloosa	Grimes
Residential	14.90	12.87	9.24	15.74	9.35	9.67
Commercial	1.71	4.31	1.06	3.15	1.73	3.22
Industrial	8.37	1.58	2.50	4.00	1.67	5.69
Civic	4.72	4.15	26.67	6.21	4.99	3.63
Right-Of- Way	9.04	8.07	7.38	7.80	6.63	7.87
Total Developed Area	36.24	30.98	39.56	36.89	26.13	30.09

Source: RDG Planning & Design, 2012

Note: In compiling the list of comparison communities, the planning team is limited by the number of communities for which comparable existing land use data is readily available. Comparison communities are therefore meant to give a rough idea of trends in land use distribution, and are not meant to imply a standard.

METHODOLOGIES FOR HOUSING AND LAND NEED PROJECTIONS

Housing

The housing demand projection is calculated through the following process:

- Household population is calculated by excluding the percentage of the population living in institutions, such as nursing homes.
- Household demand (number of housing units demanded) is calculated by dividing household population by the number of people per household.
- Household demand is added to the projected number of vacant units to determine the housing unit need.
- Replacement need is estimated based on the number of housing units expected to be demolished or converted to other uses.
- Replacement need is added to the 5-year increase in housing unit need to determine the cumulative need, which indicates the total number of housing units that must be built during the planning period.

Residential Land

Total residential land need is calculated through the following method:

- The cumulative housing unit need (see previous section) is split up by housing unit type (single family, multi-family, etc.).
- The housing unit need for each housing type is divided by the gross density for that housing type to determine the number of acres needed.
- The number of acres needed is multiplied by 2 to allow for optimal market function (see above assumption).
- Land need for each housing type is combined to determine the total land need.

Commercial and Industrial Land

Two projection methods were used to provide a projected range of acres needed for commercial and industrial development:

- **Population Proportion Method:** This projection method assumes a constant relationship between population and commercial/industrial land. As the population grows, the proportion of commercial/industrial land per 100 residents will remain the same.
- **Residential Use Proportion:** This projection method assumes a constant relationship between the amount of residential land and the amount of commercial/industrial land. New commercial/industrial development will therefore grow in proportion to residential development growth.

Table A.2: Required Residential Land 2010-2030 (0.5% Growth Rate)

	% of Demand	Units	Gross Density (du/Ac)	Land Needs	Designated Land (x2)
2010-2020					
Single Family Detached	75%	157	3	52.3	105
Single Family Attached	7%	15	6	2.4	5
Multi Family	18%	38	12	3.1	6
Total 2010-2020	100%	209		57.8	116
2020-2030					
Single Family Detached	75%	163	3	54.4	109
Single Family Attached	7%	15	6	2.5	5
Multi Family	18%	39	12	3.3	7
Total 2020-2030	100%	218		60.2	120
Total 2010-2030		427		118.1	236

Source: RDG Planning & Design, 2012

Table A.3: Required Commercial Land 2010-2030 (0.5% Growth Rate)

	2010	2020	2030	Conversion Need (Acres)	Designated Land (Acres, x 1.5)
Population Proportion Method					
Projected Population	7,266	7,638	8,028		
Commercial Use/100 Residents	1.90	1.90	1.90		
Projected Commercial Use (acres)	138.4	145.4	152.9	14.5	21.8
Residential Use Proportion Method					
Residential Land (acres)	953.0	1,011	1,071		
Commercial/Residential Ratio	0.15	0.15	0.15		
Projected Commercial Use (Acres)	138.4	146.7	155.5	17.1	25.7

Source: RDG Planning & Design, 2012

Table A.4: Required Industrial Land 2010-2030 (0.5% Growth Rate)

	2010	2020	2030	Conversion Need	Designated Land (x3)
Population Proportion Method					
Projected Population	7,266	7,638	8,028		
Industrial Use/100 Residents	3.72	3.72	3.72		
Projected Industrial Use (acres)	270.6	284.5	299.0	28.4	85.2
Residential Use Proportion Method					
Residential Land (acres)	953.0	1,011	1,071		
Industrial/Residential Ratio	0.28	0.28	0.28		
Projected Industrial Use (Acres)	270.6	287.0	304.1	33.5	100.6

Source: RDG Planning & Design, 2012

CHAPTER 4

Table A.5 compares the expenditures of Fort Madison residents (consumer demand) with Fort Madison retail sales (retail supply) for various good/service categories. When consumer demand exceeds retail supply there is a retail “gap,” indicating that Fort Madison is losing resident consumer spending. Conversely, a retail “surplus” indicates that Fort Madison is attracting spending from outside of the community.

Table A.5 – Retail Analysis, 2012 (\$)	2012 Demand	2012 Supply	Opportunity
Retail Stores	(Consumer Expenditures)	(Retail Sales)	Gap/(Surplus)
Total Retail Sales Incl Eating and Drinking Places	152,413,716	217,647,545	(65,233,829)
<i>Adjusted to exclude motor vehicles (441), gasoline (447) and non-store retailers (454)</i>	125,700,110	152,731,398	-27,031,288
<i>Motor Vehicle and Parts Dealers-441</i>	26,713,606	64,916,147	(38,202,541)
Furniture and Home Furnishings Stores-442	2,757,981	3,031,294	(273,313)
Electronics and Appliance Stores-443	3,029,142	219,931	2,809,211
Building Material, Garden Equip Stores -444	13,439,863	5,934,612	7,505,251
Food and Beverage Stores-445	21,336,675	32,684,813	(11,348,138)
Health and Personal Care Stores-446	10,400,280	17,055,446	(6,655,166)
<i>Gasoline Stations-447</i>	15,645,115	28,505,869	(12,860,754)
Clothing and Clothing Accessories Stores-448	6,032,180	1,705,794	4,326,386
Sporting Goods, Hobby, Book, Music Stores-451	2,697,443	1,258,064	1,439,379
General Merchandise Stores-452	19,863,685	29,312,505	(9,448,820)
Miscellaneous Store Retailers-453	4,117,740	9,942,210	(5,824,470)
<i>Non-Store Retailers-454</i>	11,411,675	0	11,411,675
Foodservice and Drinking Places-722	14,968,331	23,080,860	(8,112,529)

For the ISU Retail Trade Analysis, Fort Madison’s Peer City group is:

Boone.....	12,803	Indianola.....	12,998	Oskaloosa.....	10,938
Burlington.....	26,839	Keokuk.....	11,427	Ottumwa.....	24,998
Carroll.....	10,106	Marshalltown.....	26,009	Spencer.....	11,317
Clinton.....	27,772	Mason City.....	29,172	Storm Lake.....	10,076
Fort Dodge.....	25,136	Muscatine.....	22,697		
Fort Madison.....	10,715	Newton.....	15,579		

Table A.6 shows the quantity of housing units that is affordable for each income group. This affordability analysis assumes that an affordable owner-occupied unit is valued at no more than 2 times a household’s annual income, while an affordable rental unit costs no more than 30% of a household’s monthly income. A positive balance indicates a surplus of housing within the affordability range for that income group, while a negative balance indicates a shortage of housing in that range.

Table A.6 - Housing Affordability for the City of Fort Madison

Income Range	% of House-holds	# House-holds in Each Range	Affordable Range for Owner Unit Price	# of Owner Units	Affordable Range for Renter Unit (Monthly Rent)	# of Renter Units	Total Affordable Units	Balance (Supply – Demand)
\$0-25K	32.46%	1,429	\$0-49,999	926	\$0-400	724	1650	220
\$25K-49,999	31.39%	1,382	\$50K-99,999	1486	\$400-800	613	2099	717
\$50K-74,999	17.84%	785	\$100K-149,999	330	\$800-1250	0	330	-455
\$75K-99,999	10.93%	481	\$150K-199,999	212	\$1250-1500	0	212	-269
\$100K+	7.39%	325	\$200K+	76	\$1500+	41	116	-209

CHAPTER 5

Table A.7: Recreation Amenities in Relation to Population
(does not include school facilities)

Facility Type	NRPA guidelines	Present Need - NRPA	Existing Quantity (Level of Service)	Deficit	2030 Need (Existing LOS)
Baseball Fields	1 per 3,000	3.3	3	0.3	No change
Softball Fields	1 per 3,000	3.3	3	0.3	No change
Basketball Courts	1 per 5,000	2	3		No change
Soccer Fields	1 per 10,000	1	0	1	No change
Picnic Shelters	1 per 2,000	5	8		No change
Playgrounds	1 per 2,000	5	6		No change
Swimming Pools	1 per 20,000	0-1	1		No change
Tennis Courts	1 per 2,000	5	2	3	No change
Sand Volleyball Courts	1 per 5,000	2	2		No change

Source: RDG Planning & Design, 2012 *2030 Need Based on population goal of 11,103

CHAPTER 6

Table A.8 – Description of Level of Service (LOS) Categories

LOS	Description
A	Free-flowing operation. Vehicles face few impediments to maneuvering. The driver has a high level of physical and psychological comfort. Minor accidents or breakdowns cause little interruption in the traffic stream.
B	A reasonably free-flowing operation. Maneuvering ability is slightly restricted, but ease of movement remains high.
C	Stable operation. Traffic flows approach the range in which traffic increases will degrade service. Minor incidents can be absorbed, but a local slowdown will result.
D	Borders on unstable traffic flow. Small traffic increases produce substantial service deterioration. Maneuverability is limited and comfort reduced.
E	Traffic is at full design capacity of street. Operations are extremely unstable because there is little margin of error in the traffic stream.
F	A breakdown in the system. Such conditions exist when queues form behind a breakdown or congestion point. This condition occurs when traffic exceeds the design capacity of the street.

Street Name	Description	Land Use/ Lanes	Lanes	Capacity (VPD)	2010 Count	V/C Ratio	Estimated LOS
<i>Avenue O/61*</i>	<i>west of 48th</i>	Mixed	4	23,600	11,000	0.47	A
<i>Avenue O/61*</i>	<i>east of 48th</i>	Mixed	4	23,600	11,300	0.48	A
<i>Avenue O/61*</i>	<i>36th</i>	Mixed	4	23,600	11,500	0.49	A
<i>Avenue O/61*</i>	<i>35th</i>	Mixed	4	23,600	13,000	0.55	A
<i>Avenue L/61*</i>	<i>W of 20th (to 28th)</i>	Mixed	4	23,600	11,800	0.50	A
<i>Avenue L/61*</i>	<i>E of 20th</i>	Mixed	2	11,200	6,400	0.57	A
<i>Avenue H/61*</i>	<i>E of 20th</i>	Mixed	4	23,600	6,600	0.28	A
<i>Avenue H/61*</i>	<i>E of 19th</i>	Mixed	4	23,600	7,400	0.31	A
<i>Avenue H/61*</i>	<i>E of 18th</i>	Mixed	4	23,600	12,200	0.52	A
<i>Avenue H/61*</i>	<i>E of 16th</i>	Mixed	4	23,600	12,800	0.54	A
<i>Avenue H/61*</i>	<i>E of 15th</i>	Mixed	4	23,600	12,100	0.51	A
<i>Avenue H/61*</i>	<i>E of 11th</i>	Mixed	4	23,600	14,900	0.63	A/B
<i>Avenue H/61*</i>	<i>E of 10th</i>	Mixed	4	23,600	12,200	0.52	A
<i>Avenue H/61*</i>	<i>E of 7th</i>	Mixed	4	23,600	8,600	0.36	A
<i>Avenue H/61*</i>	<i>E of 6th</i>	Mixed	4	23,600	7,900	0.33	A
<i>US 61*</i>	<i>West of 2 (Bridge)</i>	Mixed	4	23,600	7,600	0.32	A
<i>US 61*</i>	<i>North of 2 (Bridge)</i>	Mixed	4	23,600	7,220	0.31	A
<i>20th St*</i>	<i>South of H</i>	Mixed	2	11,200	5,000	0.45	A
<i>20th St*</i>	<i>South of J</i>	Mixed	2	11,200	5,500	0.49	A
<i>18th St*</i>	<i>South of H</i>	Mixed	2	11,200	6,000	0.54	A
<i>48th</i>	<i>north of 61</i>	Mixed	2	11,200	2,170	0.19	A
<i>48th</i>	<i>south of 61</i>	Mixed	2	11,200	2,000	0.18	A

Fort Madison Comprehensive Plan

48 th	south of Bluff	Mixed	2	11,200	2,130	0.03	A
35 th	north of 61	Mixed	2	11,200	170	0.02	A
35 th	south of 61	Mixed	2	11,200	350	0.03	A
35 th	south of N	Residential	2	12,300	520	0.04	A
35 th	south of Q	Residential	2	12,300	260	0.02	A
33 rd	N of L	Residential	2	12,300	780	0.06	A
33 rd	N of J	Residential	2	12,300	1,390	0.11	A
33 rd	N of G	Residential	2	12,300	810	0.07	A
Bluff Rd	east of 48 th	Mixed	2	11,200	3,510	0.31	A
27 th	south of 61	Mixed	2	11,200	1,910	0.17	A
27 th	south of H	Residential	2	12,300	2,710	0.22	A
Richards Drive	W 27 th	Residential	2	12,300	2,940	0.24	A
Avenue H	E of 21 st	Residential	2	12,300	1,910	0.16	A
Avenue G	E 26 th	Residential	2	12,300	2,760	0.22	A
Avenue G	E 24 th	Residential	2	12,300	1,870	0.15	A
Avenue G	E of 20 th	Residential	2	12,300	1,250	0.10	A
Avenue G	E of 17 th	Residential	2	12,300	1,350	0.11	A
Avenue G	E of 8 th	CBD	2	9,400	1,580	0.17	A
Oak	N of G	Residential	2	12,300	1,120	0.09	A
24 th	South of G	Residential	2	12,300	1,810	0.15	A
24 th	North of G	Residential	2	12,300	2,190	0.18	A
24 th	North of B	Residential	2	12,300	990	0.08	A
Bluff Rd	W of Chalkridge	Residential	2	12,300	4,510	0.37	A
Ave A	E of Chalkridge	Residential	2	12,300	4,660	0.38	A
Ave A	W of 24 th	Residential	2	12,300	4,280	0.35	A

Chalkridge Rd	North of Bluff	Residential	2	12,300	800	0.07	A
Ave E	E of 24 th	Residential	2	12,300	3,540	0.29	A
Ave E	E 21 st	Residential	2	12,300	4,820	0.39	A
Ave E	E 17 th	Mixed	2	11,200	5600	0.50	A
Ave E	E 14 th	Residential	2	12,300	4,320	0.35	A
Ave E	E 11 th	Residential	2	12,300	4,100	0.33	A
Ave E	E 9 th	Residential	2	12,300	3,990	0.32	A
Ave E	E 3 rd	Residential	2	12,300	3,780	0.31	A
21 st	North of C	Mixed	2	11,200	2,390	0.21	A
21 st	South of C	Mixed	2	11,200	1,110	0.10	A
20 th St	North of D	Residential	2	12,300	1,020	0.08	A
20 th St	South of G	Residential	2	12,300	800	0.07	A
20 th St	South of L	Mixed	2	11,200	890	0.08	A
20 th St	South of M	Mixed	2	11,200	660	0.06	A
18 th St	South of Ave B	Mixed	2	11,200	1,250	0.11	A
18 th St	South of Ave E	Residential	2	12,300	1,520	0.12	A
18 th St	South of G	Mixed	2	11,200	1,640	0.15	A
303 rd Ave	S of Timberline	Residential	2	12,300	3,300	0.27	A
303 rd Ave	N of Old Denmark	Residential	2	12,300	3,560	0.29	A
15 th St	South of B	Residential	2	12,300	3,440	0.28	A
15 th St	South of D	Residential	2	12,300	3,610	0.29	A
15 th St	South of E	Residential	2	12,300	2,890	0.23	A
15 th St	South of G	Mixed	2	11,200	1,800	0.16	A
15 th St	South of H	Mixed	2	11,200	360	0.03	A
14 th St	South of J	Mixed	2	11,200	740	0.07	A

Fort Madison Comprehensive Plan

10 th St	South of F	CBD	2	9,400	1,180	0.13	A
9 th St	South of G	CBD	2	9,400	1,770	0.19	A
6 th St	South of 61	Mixed	2	11,200	600	0.05	A
6 th St	South of G	CBD	2	9,400	690	0.07	A
6 th St	South of F	CBD	2	9,400	540	0.06	A
6 th St	South of E	Residential	2	12,300	400	0.03	A
354 th	North of Ave C	Mixed	4	23,600	11,500	0.49	A
354 th	South of 330 th	Residential	4	25,300	8,400	0.33	A
354 th	North of 330 th	Mixed	4	23,600	8,000	0.34	A
330 th	W of 354 th	Mixed	2	11,200	690	0.06	A
330 th	E of 354 th	Residential	2	12,300	25	0.00	A
Hwy 2	Bridge at 61	Minimal Access	2	9,400	2,750	0.29	A
Avenue M	E of 17 th	Mixed	2	11,200	790	0.07	A
Avenue F	E of 10 th	CBD	2	9,400	1,420	0.15	A
Avenue F	E of 8 th	CBD	2	9,400	1,090	0.12	A
Avenue F	E of 7 th	CBD	2	9,400	900	0.10	A
Avenue F	E of 6 th	Residential	2	12,300	730	0.06	A

* These street segments have likely decreased in traffic volume since the opening of the bypass, which occurred after these traffic counts were taken. The DOT plans to perform new traffic counts for these segments in 2013.

ZONING ORDINANCE REVIEW

The Fort Madison Zoning Ordinance is a “first generation” code, which have deficiencies that modern code updates have corrected. There are two fundamental aspects of Fort Madison’s code that exemplify these deficiencies. First, the code has the traditional “pyramid” format of all first generation zoning ordinances. That is, many districts’ permitted use section starts with a reference to the previous district’s permitted uses and then goes on to specifically list the new permitted uses in that district (e.g. the B-2 District permits, as a base, all uses permitted in B-1, and then lists additional permitted uses). Thus, it “pyramids” permitted uses and districts. This approach tends to be confusing and sometimes you have to dig through several district sections to determine whether a specific use is permitted. This old style of code organization has been largely replaced by a “Permitted Use Matrix” which identifies permitted uses in all districts through one table. This reorganization, while much more user-friendly and practical, also requires the rewrite of the entire code.

The second fundamental deficiency of first generation codes is how permitted uses are defined, or rather, often not defined. Like all first generation codes, each district lists the specific uses that are permitted. For example, in the current B-1 Commercial District, Antique Shops, Art and School Supply Stores, Bookstores, etc. are all listed separately. These are all typically small retail uses that exhibit similar characteristics. A much better approach is to Define “Use Types”, for example “Limited Retail Services”, that have common impacts and to permit uses in districts by this more general classification. This approach not only streamlines the code, but also allows a new retail use that doesn’t currently exist to be accommodated without amendment to the zoning code. RDG’s zoning ordinances utilize Use Matrices reflecting permitted uses by this Use Type approach.

The Fort Madison zoning code could benefit greatly from these types of modernization revisions. However, modernizing the Fort Madison code in this fashion represents a complete rewrite of the code and constitutes a significant effort financially. While such a reformatting of the code is recommended, the following represents recommendations for revision, short of a complete rewrite, to allow for a better implementation of Fort Madison’s new comprehensive plan. These recommendations simply highlight areas of concern. A complete revision project would involve submittal of proposed text and a Planning Commission/staff review process that is beyond the scope of the comprehensive plan project.

The following recommendations are organized by code section.

10-2-1 Definitions:

- Cottage Industry: “Cottage Industry” and “Home Occupation” appear to be very similar? Cottage Industry is unrestricted as to use. Not a good idea to encourage such unrestricted uses in residential areas. Can allow current such uses to continue as Non-conforming Uses. Recommend deletion of Cottage Industry as a use.
- Planned Development: Requirements for minimum lot size should be included with regulations, not in definitions. Recommend all min. lot sizes be uniform at 2 acres.

10-5-5 Non-conforming Use, Damage and Destruction

- Typically, this provision would indicate a percentage of destruction, usually 50% of the value of the property.

10-7-2 R-2 Lot Requirements

- With a 60 ft. lot width, a 120 ft. lot depth would be typical, making lot area 7,200 s.f. With a minimum required lot area of 9,000 sf, a 150 ft lot depth is forced with a 60 ft lot width, discouraging affordable housing. Recommend changing lot area in R-2 to 7,200 sf.

10-7-8 R-3 Dwelling Standards

- Minimum lot size is larger in R-3 than R-2, but the required dwelling size is smaller? This is not very logical.

10-9-5 R-4 Lot Size

- 7,000 sf lot size, with a 50 ft. lot width, forces a 50 ft X 140 ft lot, which is too deep. 6,000 lot size would require a 120 ft lot depth, which is adequate and would encourage more affordable lots.

10-10-5 R-5 Duplex min lot size:

- B. This reads as a total lot size for both units. 3,000 sf per unit is ok, but not logical that this should be smaller total lot size than required for single-family in same zone.

- C. Would not advise conversion of single-family homes without conforming to min duplex lot size!

10-11-5C R-6 Lot Size

- Varying density allowance by number of units is not the best way to insure min quality apartments. E.g. three-story walk-up apartments will have adequate open space amenities if built at 2,500 sf per unit, but will appear cramped on a site if built at 2,000 sf per unit, REGARDLESS OF THE NUMBER OF UNITS. Recommend three multiple family zoning districts: one aimed at townhomes, one at typical three-story walk-ups, and one for high density apartments.

10-12-3 B-1 Permitted Uses

- As this is a “Limited Retail” district, recommend identifying uses on list that may be incompatible with the intent of the district. Also, see introductory general comments on definition of “Use Types”.
- Don’t fine “Grocery Stores” on the list! Again, see introductory discussion on Use Types.

10-13 B-2 Business

- All commercial and industrial districts should have “Intent Statements” tying their purpose to the land use principles established by the comprehensive plan. B-1 has a sort of an intent statement, but B-2 has nothing indicating its purpose.

10-15 B-4 Highway Business District

- 10-15-1 Permitted Uses: Pretty strange having NO permitted uses
- 10-15-2 Special Uses: What are “Places of entertainment”? Where are taverns permitted in the commercial districts? How does the city deal with “Adult Businesses”?

10-18-5 Sign Requirements: Business and Industrial Districts

- A.1. The allowance of three times the frontage for all districts is excessive. We typically recommend that much signage only in the most intense commercial district and much less (1 ½ times the frontage) in

neighborhood commercial districts.

- B.2. Very unusual for a city to allow ANY private signage in the public r.o.w.!
- These sign regulations are very permissive and very minimal! Regulations do not seem to control the NUMBER of signs or the TYPES of signs permitted. This would account for the unsightly excessive number of signs evident on the west Business 61 corridor! Should expand sign regs to cover these typical areas of sign controls.

10-19-3 Additional Parking Regulations

- B. Joint Parking Facilities: Discourages mixed-use developments by requiring compliance with full requirements for each use – does not recognize “shared parking” provisions that can encourage mixed-use developments.
- D. Size: 18 foot length of parking stall is standard and adequate. Requiring 20 ft. length adds to cost of parking unnecessarily.

10-19-5 Schedule of Parking Requirements

- B.1. Retail stores and banks: Requiring minimum of 5 spaces per 1,000 sf of floor area is excessive. Most minimums are at 4 per 1,000. Same comment for C. Offices.

10-20-5 Variances

- C. Standards for variances: The standards for granting of variances have been established by state law and court precedence. City should have their attorney review these standards for compliance. Under the standards, a variance should rarely be granted. If the Ft. Madison Zoning Board of Adjustment (or Appeals) grants a lot of variances, there are ways to add to their powers that will allow them to avoid the granting of variances that do not meet the standards. This can be accomplished by creating a new “class” of appeals that can be called “exceptions” to the regulations. If the Ft. Madison Board is not very active and variances are not being granted, this is not necessary.
- Where is the Zoning Board of Adjustment described in the ordinance?

10-21-3 Public Hearings (Amendments)

- There is a provision in state law that requires a super-majority vote of the Council if a certain percentage of opposition on the rezoning is received. The city must comply with this provision and it should be added to the code.

10-22-9 Planned Developments

- Planned Unit Developments (PUD) is a useful tool for cities to provide for mixed use projects and to tie down design requirements for major projects. An entire revision of the planned development section of the code is needed to provide a workable version of this regulatory tool.

Additional comments on Zoning Ordinance deficiencies:

1. Need a specific “Downtown Commercial District” B-1 should be crafted as a true “limited retail” or “Neighborhood Commercial” District. The uses permitted in a Neighborhood Commercial district are different than those that should be permitted in a Downtown district. Bulk regulations are also quite different.
2. A Limited or Neighborhood Commercial district should accommodate a historical business district like “Santa Fe Town” where there are no front yard setbacks.
3. A “Landscaping and Screening” section should be added to the code. Typical landscaping requirements include: Provision of street trees for commercial developments; open space percentage requirements for commercial properties; front setback and parking lot peripheral and interior landscaping for commercial properties; and screening and buffering requirements for all intense commercial and industrial uses when bordering a less intense use.
4. Discussion should take place on the need for additional controls over development in Ft. Madison’s entrance corridors: Business 61 west and “Burlington Hill”. If so, corridor overlay zoning districts should be crafted with design guidelines/standards intended to improve the visual quality over time.

5. Zoning Map: Should be reviewed for instances of over-zoning or inappropriate zoning. Examples:
 - Should Ave. H downtown be zoned “B-3 Service and Wholesale District”?
 - Should the entire development area west of 48th Street be zoned for apartments?
 - Is B-1 an appropriate zoning for downtown. Are the boundaries of that district appropriate?
 - Is R-6 an appropriate zoning district for the historical area north of downtown? Does it provide adequate protection for the historic buildings in the area?

Title 11: Subdivisions: The main concerns are:

- Park dedication requirements. These requirements should be established as recommended in the comprehensive plan.
- Infrastructure improvement standards: Sidewalks should be required for all plats on both sides of all public streets. Standards for storm water management should be referenced in subdivision ordinance. Standards for street right-of-way and pavement widths are not included in the city code and therefore have not been reviewed.