



PEOSTA

FORWARD!

COMPREHENSIVE PLAN PARKS & TRAILS MASTER PLAN

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PEOSTA *FORWARD!* GUIDING PRINCIPLES



INTRODUCTION

The purpose of a comprehensive plan is to frame the community's vision for future growth and development. A vision for the plan captures all things that make Peosta a thriving community as the residents of Peosta identified through a yearlong engagement process in 2020-2021. Through the vision, the plan provides goals and action steps to achieve the vision over time, with incremental implementation each year. The intent of the plan and its action items are to:

- Identify priorities for growth and development areas for different land uses.
- Identify the decision-making principles for development proposals throughout the city that meet the vision of the plan.
- Maximize return on both public and private-sector investments through connected, cohesive, and community-focused improvements.
- Provide an ongoing road map for future implementation and amendments as conditions change.
- Encourage broad public engagement and support throughout the community.

Additionally, Iowa Code 18B (adopted in 2010) lists 13 items that may be included in a comprehensive plan, in addition to 10 smart planning principles used as the overarching values that inform each of the 13 plan elements.

While Peosta *Forward!* does not include a separate chapter devoted to each element, the Plan incorporates all elements throughout, and they are interrelated.

10 Smart Planning Principles

1. Collaboration
2. Efficiency, Transparency, and Consistency
3. Clean, Renewable, and Efficient Energy
4. Occupational Diversity
5. Revitalization
6. Housing Diversity
7. Community Character
8. Natural Resource and Agricultural Protection
9. Sustainable Design
10. Transportation Diversity

13 Comprehensive Plan Elements

1. Public Participation
2. Issues and Opportunities
3. Land Use
4. Housing
5. Public Infrastructure and Utilities
6. Transportation
7. Economic Development
8. Agriculture and Natural Resources
9. Community Facilities
10. Community Character
11. Hazards
12. Intergovernmental Collaboration
13. Implementation

A Community Plan

The Guiding Principles for *Peosta Forward!* emerged from the public input process in 2020-2021. While the COVID-19 pandemic changed the way the community gave input, the process garnered robust public involvement and excitement for the future of Peosta. The following engagements occurred throughout the creation of *Peosta Forward!*.

Peosta *Forward!* Steering Committee. The steering committee met regularly during the process to provide direction and make decisions on plan actions.

Project Website. A project website advertised project information, all public events, and the online survey.

Online Survey. The online survey was available throughout the project to gain insights into the future of Peosta. The full results are in the Appendix. Relevant results are spread throughout the plan.

Kick-off Webinar. A video conference webinar involved a short presentation and interactive discussions among the consultant team and attendees.

Listening Session Discussions. The video conference meetings targeted stakeholders involved in activities within Peosta. The meetings were informal conversations about assets, challenges, and future needs in Peosta. Some were complete with the housing study in early 2020. Additional discussions occurred in the summer of 2020 to capture groups outside of housing topics.

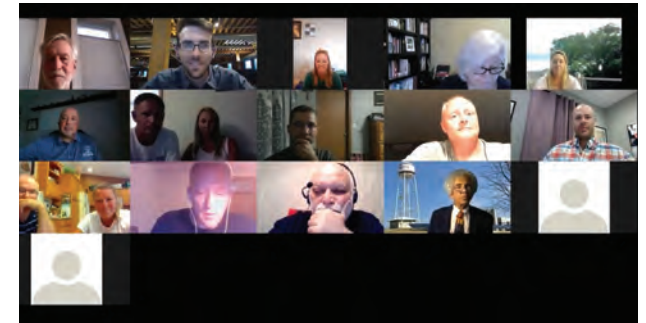
Student Discussions. The team met with students from Western Dubuque High School in October 2020 to discuss what they would like to see in a community.

Design Workshop. In November 2020, the planning team worked out of the Community Center for two days to draw concepts for future land use and parks. During the work session, the team met individually with each council member to discuss their priorities. A video conference public session offered opportunities for people to see concepts in development and provide comments and ideas for the planning team to illustrate.

Community Meeting. A community meeting at the Community Center on March 22, 2021 displayed updated concepts for the public to view and ask questions to city staff and the planning team.

Community Open House Webinar. An open house webinar on March 24, 2021 presented the draft plans with time for questions and comments. Over 70 people were reached.

Online Feedback. The City posted the plan for public comment on April 21st for public review.



June 2020 Kick-off Webinar

Figure 1.1: Survey Response - "Please rank items that you believe should be the city's top priorities"



PEOSTA *FORWARD!* GUIDING PRINCIPLES

The foundation of the plan lies in the values of the people that live in Peosta. The community vision and guiding principles capture these values. Several big ideas further define the principles in the context of the action items that *Peosta Forward!* presents for the future growth of Peosta.

Community Vision

Leaders set the community vision in a 2019 goal-setting session. The vision aligns with the community voices in the *Peosta Forward!* planning process.

VISION: The City of Peosta will be a self-sustaining community of engaged leaders, providing a safe and productive environment for all residents and businesses, supported by an innovative City Council that is committed to growth and efficiently providing superior municipal services and quality of life amenities that promote the health, wellness, livelihood, and resiliency of Peosta and its residents.

Guiding Principles

The guiding principles for *Peosta Forward!* apply to all actions of the plan. When evaluating and amending the plan, these guiding principles show the overall intent, determined by the Peosta Community.



1. PROACTIVELY MANAGE GROWTH

Peosta welcomes growth. Development should not happen sporadically or at the expense of direct transportation connections, public space, environmental adaptation, or high public costs relative to the public benefit. Contiguous and compact development helps create a character for Peosta as it grows while reducing the cost of extending infrastructure.



2. CREATE COMMUNITY CHARACTER

Peosta lacks a widespread and identifiable identity of the community. This is not to say that Peosta is not a great place to live with many amenities. Instead, there are not indications or feelings of being in a community when traveling through Peosta. Peosta should be a community with distinct character in its transportation corridors, neighborhoods, parks, and commercial business areas. *Peosta Forward!* is a blueprint for creating this image, gradually by focusing on the most prominent entryways for visitors. The image of Peosta applies to all elements of *Peosta Forward!*



3. SUPPORT MOBILITY FOR ALL

People of Peosta want a transportation system that supports all age groups, abilities, and mode choices. Specific streets that connect destinations should adapt into vibrant corridors that accommodate pedestrians, bicyclists, public transit, and motorists with regional partnerships to solve gaps like transit and trail connections proactively.



4. ENCOURAGE COMMUNITY VARIETY

Peosta should be a place where everyone feels valued and part of the community. Variety for everyone means different but not competing qualities. Peosta *Forward!* will encourage and proactively seek ways to apply policy fairly and invest in providing for everyone's needs, including but not limited to public safety, housing, recreation, arts, mental and physical health, and underserved communities.



5. BALANCE MARKET FORCES

Peosta is rapidly growing. Development proposals of all types will consistently be sent in during the short term. Peosta should efficiently and equitably distribute resources to respond to market needs in a manner that respects the character and values of Peosta *Forward!* Public policies need to support legitimate market forces, and when appropriate, incentives to promote/ensure vibrant and high-character developments. External forces change, and Peosta *Forward!* must remain flexible to ensure it reflects market realities.



6. OUTDOORS FOR EVERYONE

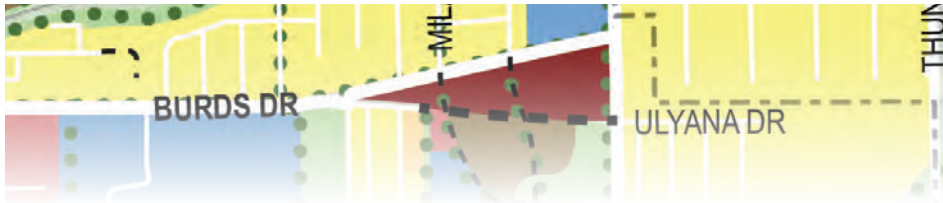
The landscape favors Peosta to create a truly unique way to experience the outdoors. Developing areas and existing greenways will include ways to enhance park options, offer space for trail connections, protect existing natural features, and avoid short-term rewards with long-term costs to the environment.



7. LEAD COLLABORATIVELY

Land use decisions or changes to the plan will occur through a transparent process, with an opportunity for input from all citizens and affected entities, such as the county or school district. Creation and implementation of land use decisions should be shared responsibilities that promote quality living environments and efficient use of fiscal resources.

BIG IDEAS



Identify and develop a central community district.



Protect the environment.



Ensure all neighborhoods and growth areas feel like part of the community.



Safely expand the industrial base.



Build new park spaces and create a trail system



Create commercial mixed-use nodes.



Offer new types of housing opportunities.

External Forces

Several external forces influence the vision for Peosta's future and create precedents for planning proactively rather than reactively. Regularly monitoring these forces should inform amendments to the plan over time. These forces include:

1. The growth of Dubuque and land use transitions to Peosta.
2. The continued ability to absorb a share of regional growth in population and employment.
3. Rising construction prices and increasing affordability concerns.
4. The unpredictability of the 2020 pandemic relief and extended impacts on communities.
5. Changes in household preferences in housing types and community amenities.



PEOSTA 2020



FIRST IMPRESSIONS OF CHARACTER

From its start as a rural hamlet at the crossing of a road and the railroad, Peosta is emerging as a significant growth center in the Dubuque metropolitan area. As such, Peosta will move past a bedroom community. Peosta today resembles a family-oriented, white-collar resident base.

PEOSTA TODAY SNAPSHOT

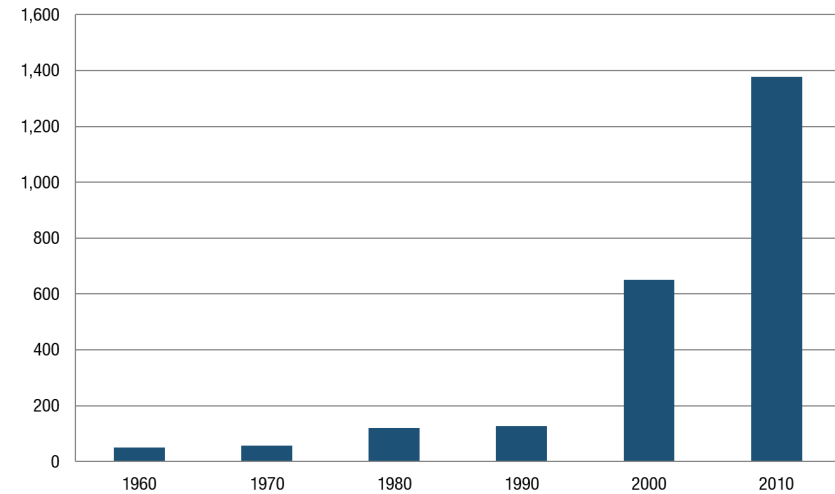
Population

The 1990s represented a sea change in the city's growth – its transition into a growing community at the intersection of Dubuque's urban environment and the rural and very small-town environment to the west. That growth has continued, as the city's population nearly tripled since 2000. Note that the annual growth rate slows because the calculated base is much larger.

Based on 2019 Census estimates, the attraction patterns of the first decade changed significantly. Since then, growth appears to be dominated by younger households, with a broader range of age groups. Northeast Iowa Community College also contributed to the city's ability to retain younger people. On the other hand, according to these estimates, middle-aged and older age groups appeared to be moving away into different settings in the region.

Population Snapshot

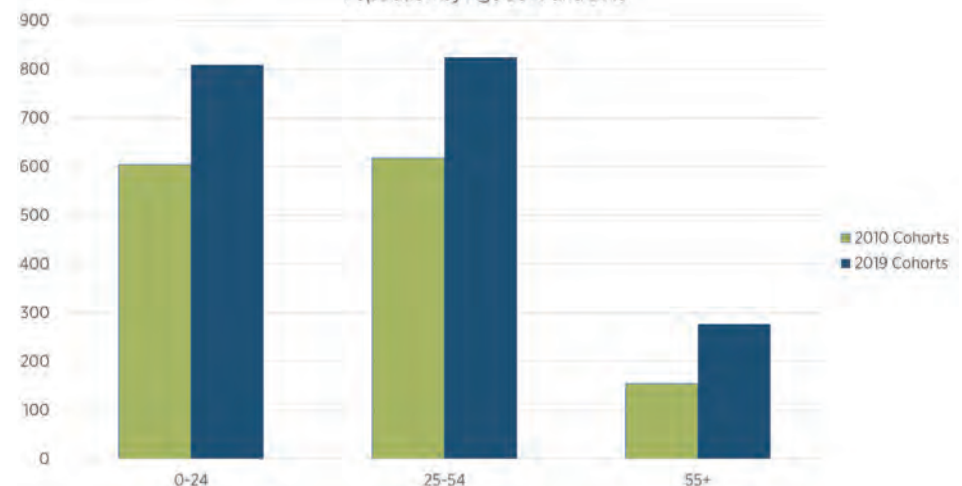
City Historic Population Change



1,910
TOTAL POPULATION IN 2019

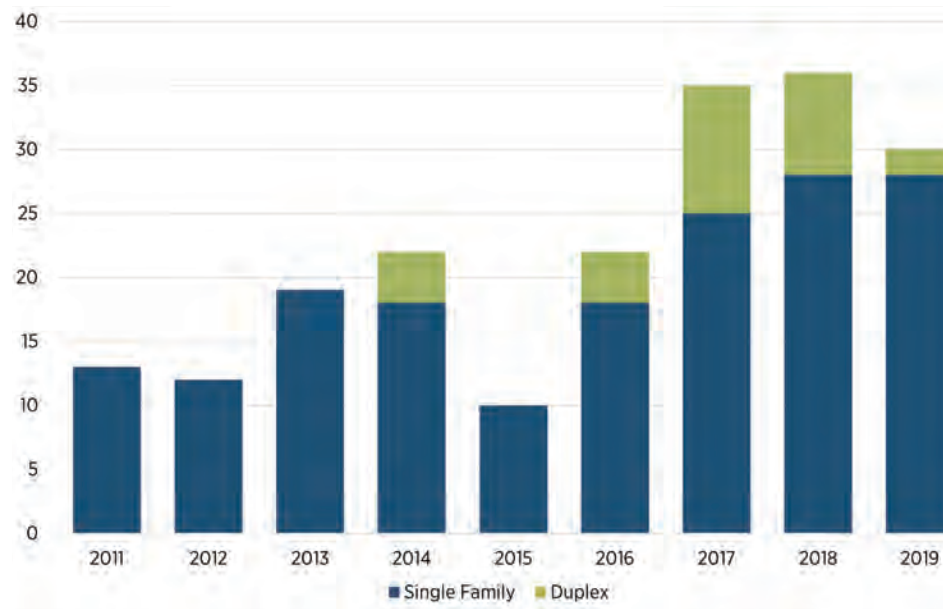
Source: American Community Survey

Population by Age 2010 and 2019



Housing

Single-family owner-occupied housing dominates the market in Peosta. However, the number of rental units has increased over time from 15% in 2010 to 22% in 2019. The number of newly constructed units in the past ten years contributes to a much higher median house value than Dubuque and the state of Iowa. Demand for housing remains high in Peosta with low vacant rates and increasing housing construction nearly every year since 2010.



RESIDENTIAL CONSTRUCTION ACTIVITY

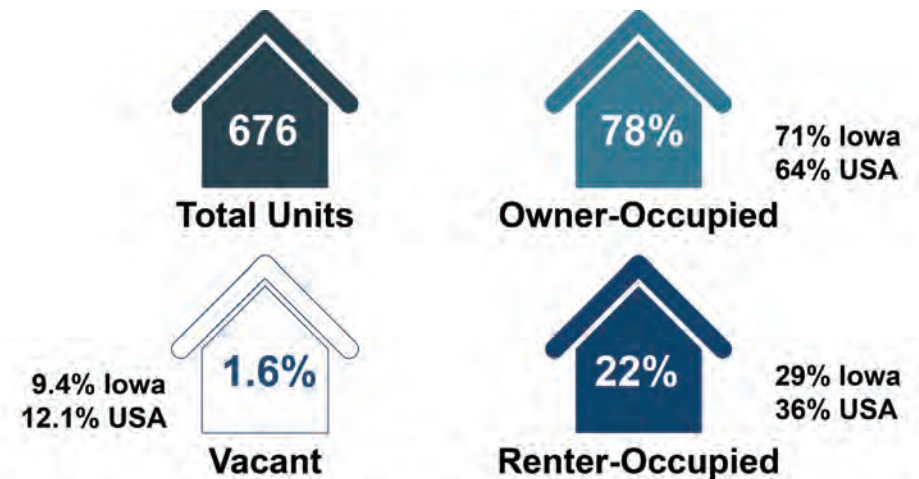
Source: City of Peosta

Housing Snapshot



MEDIAN HOUSE VALUE IN 2019

Source: American Community Survey



HOUSING OCCUPANCY IN 2019

Source: American Community Survey

Income

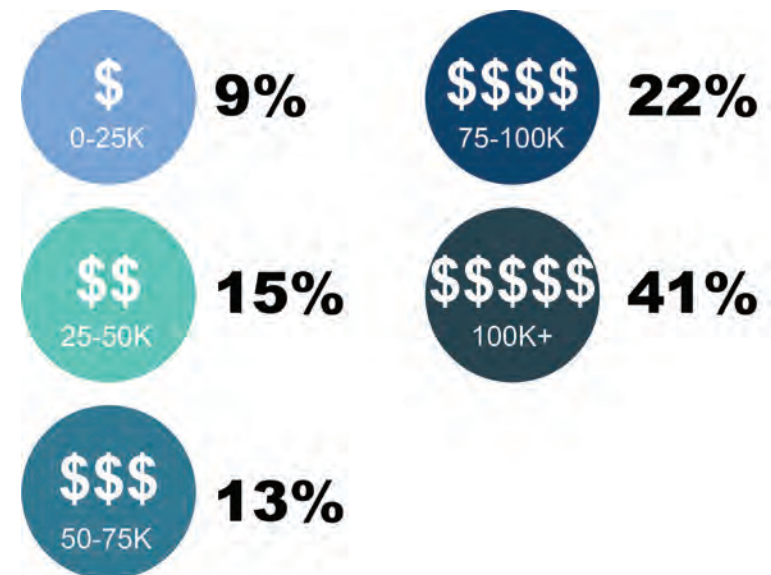
Higher home values typically translate to higher household incomes. Peosta residents have higher incomes than other areas, partially due to households moving from elsewhere to build new homes in Peosta. Over 60% of households make more than \$75,000 a year.

Income Snapshot



MEDIAN HOUSEHOLD INCOME IN 2019

Source: American Community Survey



ANNUAL HOUSEHOLD INCOME RANGES IN 2019

Source: American Community Survey

Employment

The industrial park is the primary employment driver in Peosta, with nearly 80% of all jobs in Peosta. However, not many people that live in Peosta work in Peosta. Only about 20% of Peosta residents work in manufacturing or wholesale trade. About 34% work in retail trade, educational services, or health care. (On-the-Map Data)

Estimates show that about 950 employed residents work outside of Peosta, and only about 67 work in Peosta. Almost all of Peosta's workforce lives outside of Peosta. More people that work in Peosta live in Asbury and Dubuque rather than in Peosta. This could create issues in the future to attract the workforce if the reason many workers do not live in Peosta is because of housing costs or availability of housing.

Employment Snapshot



TOP EMPLOYMENT INDUSTRIES IN 2019

Source: American Community Survey

TABLE: Jobs County by Places Where Workers Live

Place	Count	Share
Dubuque	593	31.8%
Asbury	76	4.1%
Peosta	57	3.6%
Dyersville	53	2.8%
Epworth	52	2.8%
Farley	45	2.4%
Cascade	37	2.0%
All Other	940	50.5%

Source: U.S. Census, On the Map



INFLOW & OUTFLOW OF WORKERS IN 2018

Source: U.S. Census, On the Map

Population Forecast

Assuming a regular market, Peosta will continue to be a growth leader in the Dubuque area. The county appears to be experiencing an average annual growth rate of about 0.5%, which is in itself a significant improvement over a previous period of decline. In contrast, Peosta appears to be growing at an average annual rate of 4%, still very high because of its relatively small population base. Data and local knowledge indicate a 4% annual growth rate is sustainable over the next decade to 2030. A decline to a 3% annual growth rate is used from 2030-2040 to adjust for unforeseen economic conditions and naturally lower annual growth as a city grows. The forecast ultimately produces a population of 4,000 people in 20 years, or by 2040.

2040 Land Needs for Population

Based on the city's forecasted population growth and the number of housing units needed to support that growth, the periods shown in Figure 2.2 and 2.3 illustrate how policies should accommodate future growth needs.

Figure 2.1: Population Forecast

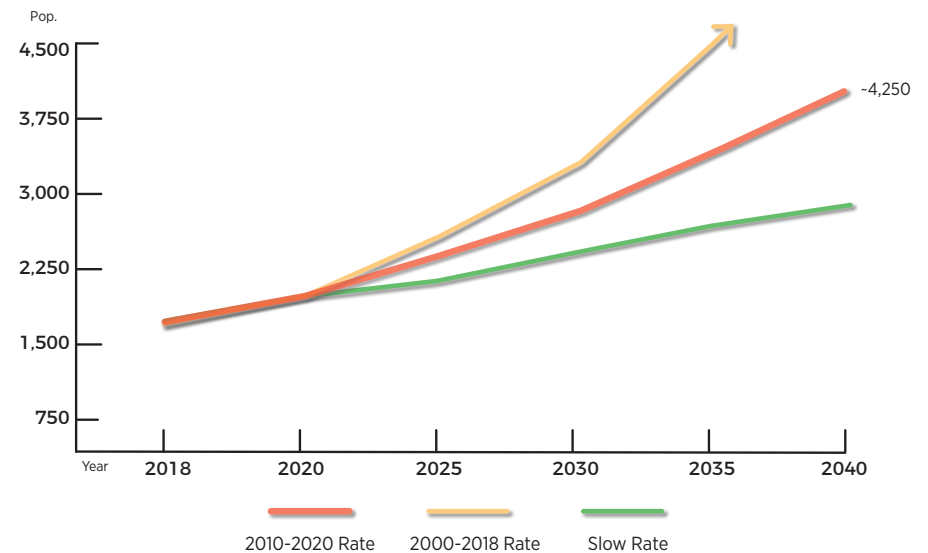


Figure 2.2: 2020-2030 Scenario

Conventional Single-Family

- % of Demand: 36%
- Units: 127
- Gross Density: 3 unit/ac

Small Lot Residential (<7,500 s.f.)

- % of Demand: 37%
- Units: 129
- Gross Density: 5 unit/ac

Attached & Townhome Residential

- % of Demand: 21%
- Units: 73
- Gross Density: 9 unit/ac

Townhome & Multi-Family

- % of Demand: 6%
- Units: 23
- Gross Density: 14+ unit/ac

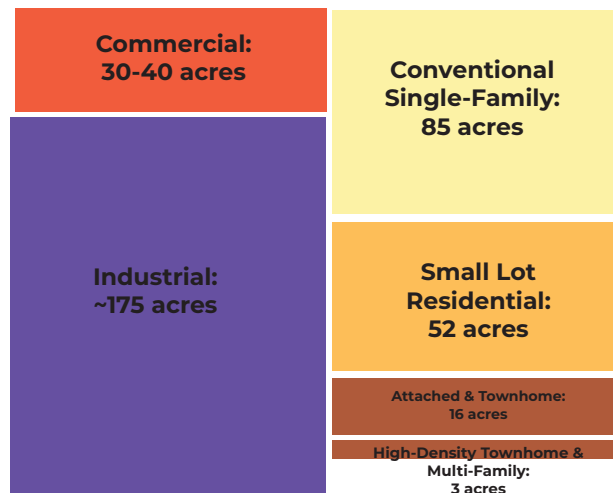


Figure 2.3: 2030-2040 Scenario

Conventional Single-Family

- % of Demand: 36%
- Units: 202
- Gross Density: 3 unit/ac

Small Lot Residential (<7,500 s.f.)

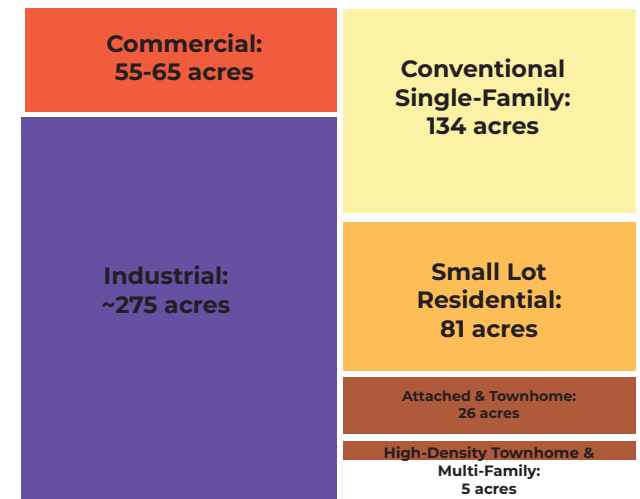
- % of Demand: 37%
- Units: 202
- Gross Density: 5 unit/ac

Attached & Townhome Residential

- % of Demand: 21%
- Units: 116
- Gross Density: 9 unit/ac

Townhome & Multi-Family

- % of Demand: 6%
- Units: 37
- Gross Density: 14+ unit/ac



Land Use Inventory

Existing land uses provide the foundation for plans in any city. The plan needs to consider existing natural conditions as a good starting point in the planning process. **Figure 2.4 and 2.5** shows the existing land use mix. The land use pattern in Peosta includes a strong residential emphasis with a sizeable civic core of uses with room to grow. The location along Highway 20 plays a significant role in Peosta's land use mix as well. Industrial uses dominate western Peosta, with highway commercial as the main entryway into the city.

Nearly one-fourth of developed land is residential, with almost all of this as single-family residential. The amount is less than other suburban communities in the Midwest. However, some residential outside of city limits influences Peosta traffic and functions. These areas are annexation possibilities in the future.

Land used for commercial uses is low at around 2.5% of total developed land. Suburban communities tend to vary on commercial uses depending on their proximity to metro commercial nodes and location. However, commercial land use at 5-8% of developed land is more in line with other larger suburban cities.

Peosta has a market cluster of industrial land at about 28% of the city. The amount is much higher than in other suburban communities. Industrial land as a percentage of total city land will drop as Peosta continues to grow. This is not a bad thing and would not indicate a declining success of the industrial park.

At about 2.2% of total land and 0.97 acres per 100 people, park space is about in line with National Park and Recreation Association standards. However, the amount tends to be low compared to other suburban communities. Also, the parks are not spatially distributed and have a limited variety of amenities, detailed more in Chapter 3.7.

Figure 2.4: 2020 Current Land Use

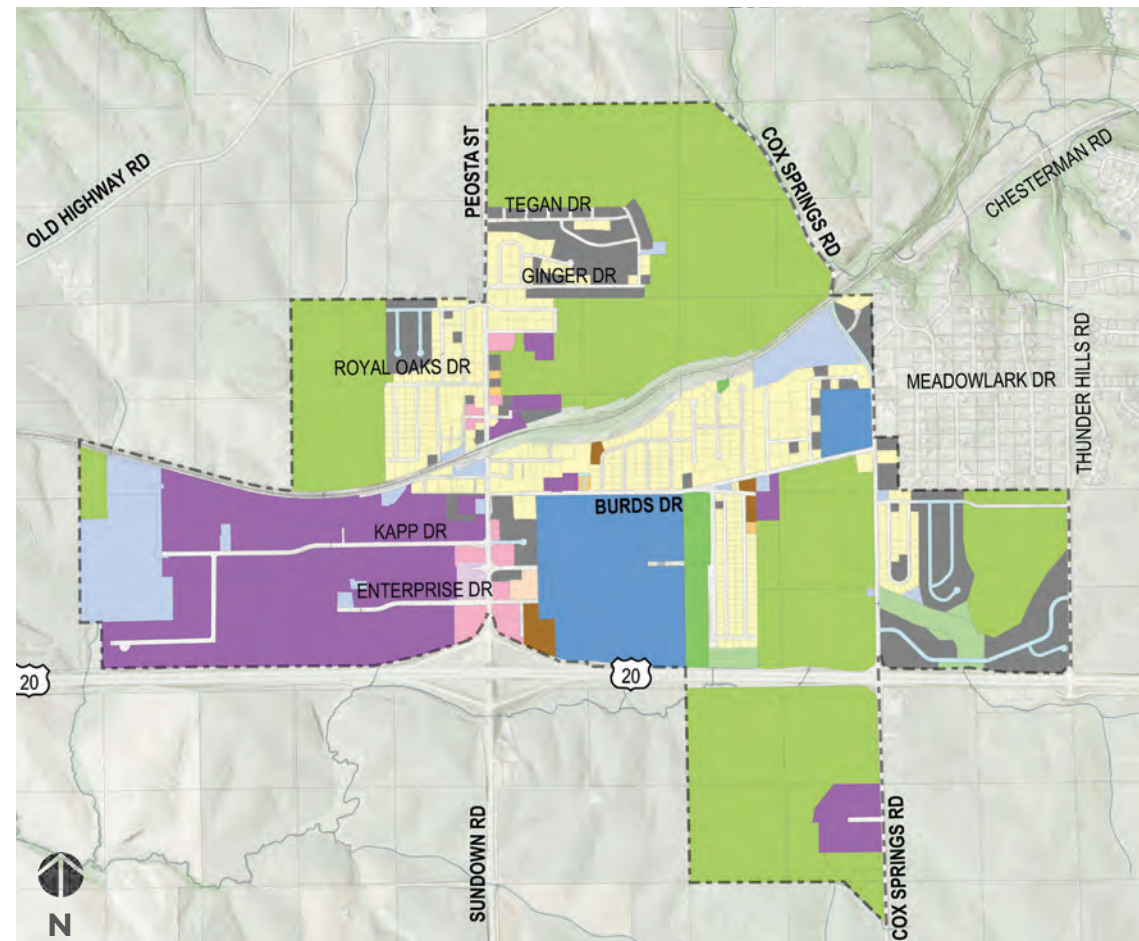
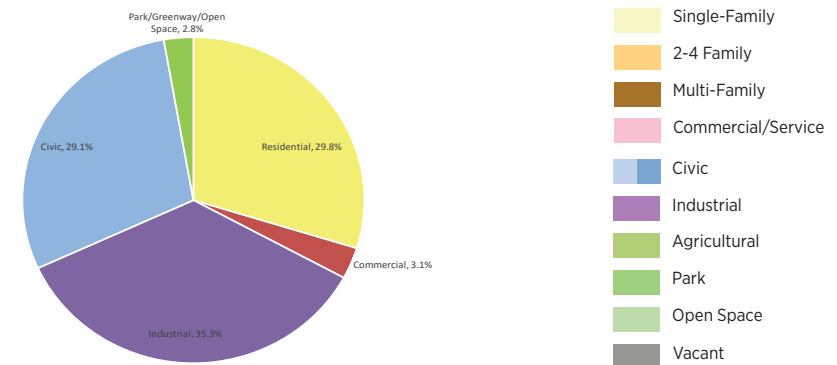


Figure 2.5: Split of Developed Land



Economic Mix

Peosta is in a unique position where the number of households grew rapidly in the last ten years, but commercial growth has not. However, the population is now at a critical mass where commercial development becomes more feasible from a business owner standpoint. Evidence shows from several commercial development proposals being submitting during the Peosta *Forward!* planning process.

Economic Strengths & Threats

STRENGTHS

- Direct access to the Highway 20 corridor
- Strong industrial park with room and demand for growth
- An active and interested development community
- Rapid housing growth
- Access to Dubuque workforce and services

THREATS

- Limited commercial retail options
- Limited hospitality options
- Pandemic influences – short and long term
- Cost of construction
- Proximity to Dubuque commercial centers



Environments

Peosta's natural resources are plentiful as part of the Dubuque region. These features make Peosta's landscape conducive to create attractive amenities for residents and businesses alike. Fortunately, floodplains do not significantly restrict Peosta's growth. However, growth patterns dictate the flow of water from even the smallest development projects across the community, provide a habitat for wildlife, and play a role in determining the severity of flood events. Figure 2.6 shows floodplains, wetlands, and poor soils on land in Peosta.

Environmental Strengths & Threats

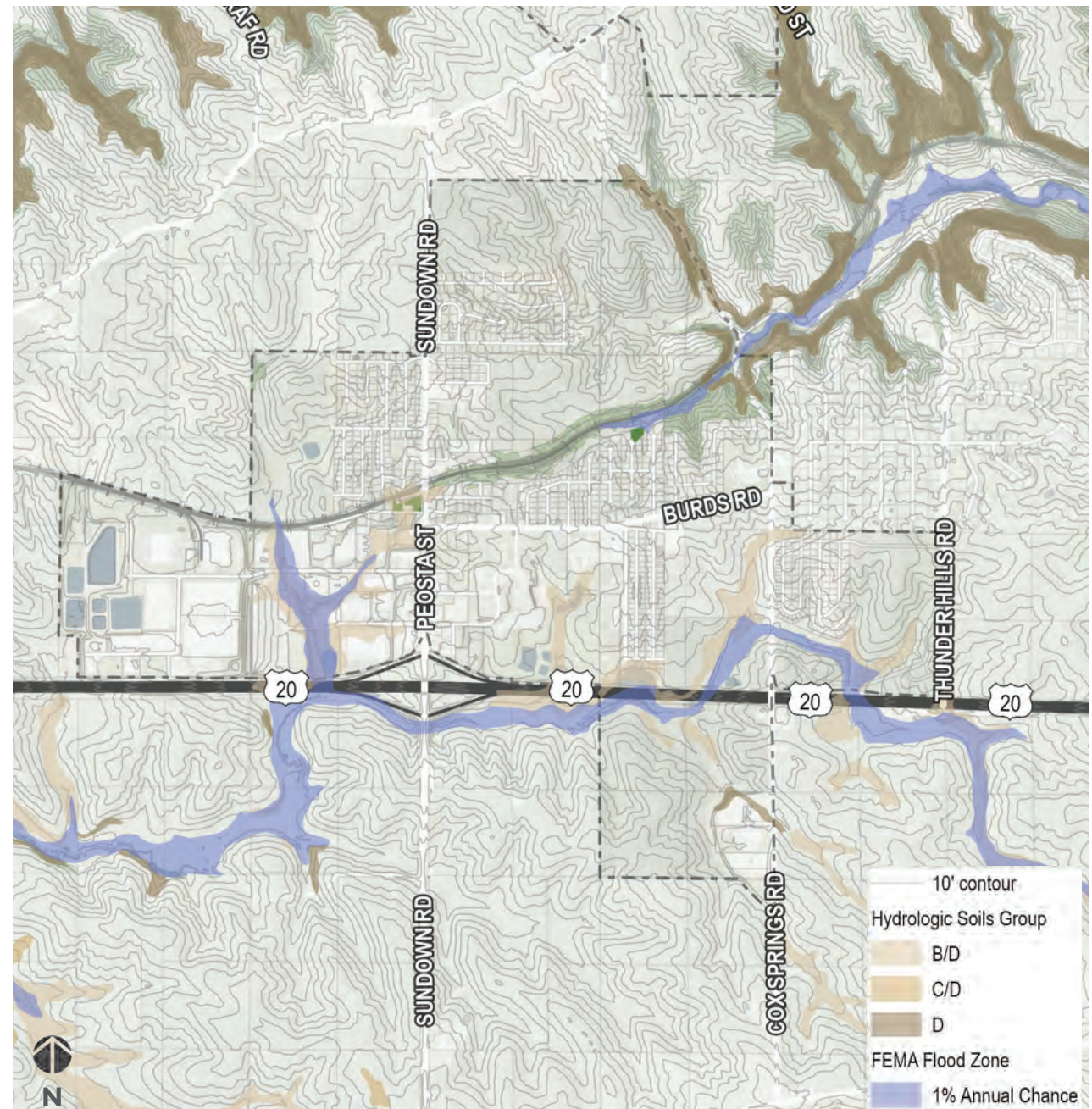
STRENGTHS

- Existing greenways
- Planning in undeveloped areas

THREATS

- Expansion of flood boundaries or events
- Stormwater control from the rapid development

Figure 2.6: Development Suitability



Growth Opportunity Areas

Future land use needs and growth areas must account for land possible for development within the city limits. These areas also supply usable land to satisfy growth demands. **Figure 2.7** shows about 720 acres of vacant land not burdened by environmental features. This land can fulfill much of the development need in the near term. However, there are pressures for more growth and potential annexation to the east, including already developed land.

Growth area considerations:

East

1. Near-term market for subdivision growth immediately east of Lezlie Drive and up to Burds Road.
2. Near-term market interest and applications for subdivision development east along Cox Springs Road.
3. Existing rural residential subdivisions that function as existing neighborhoods today, including the Thunder Hills Country Club. These could be annexed in the future.

North

4. Near-term subdivision growth east of Sundown Road, at Ginger and Tegan Drive.
5. Mid-term market for development north of Tegan Drive up to Old Highway Road.
6. Mid- to Longer-term development toward Cox Springs Road.

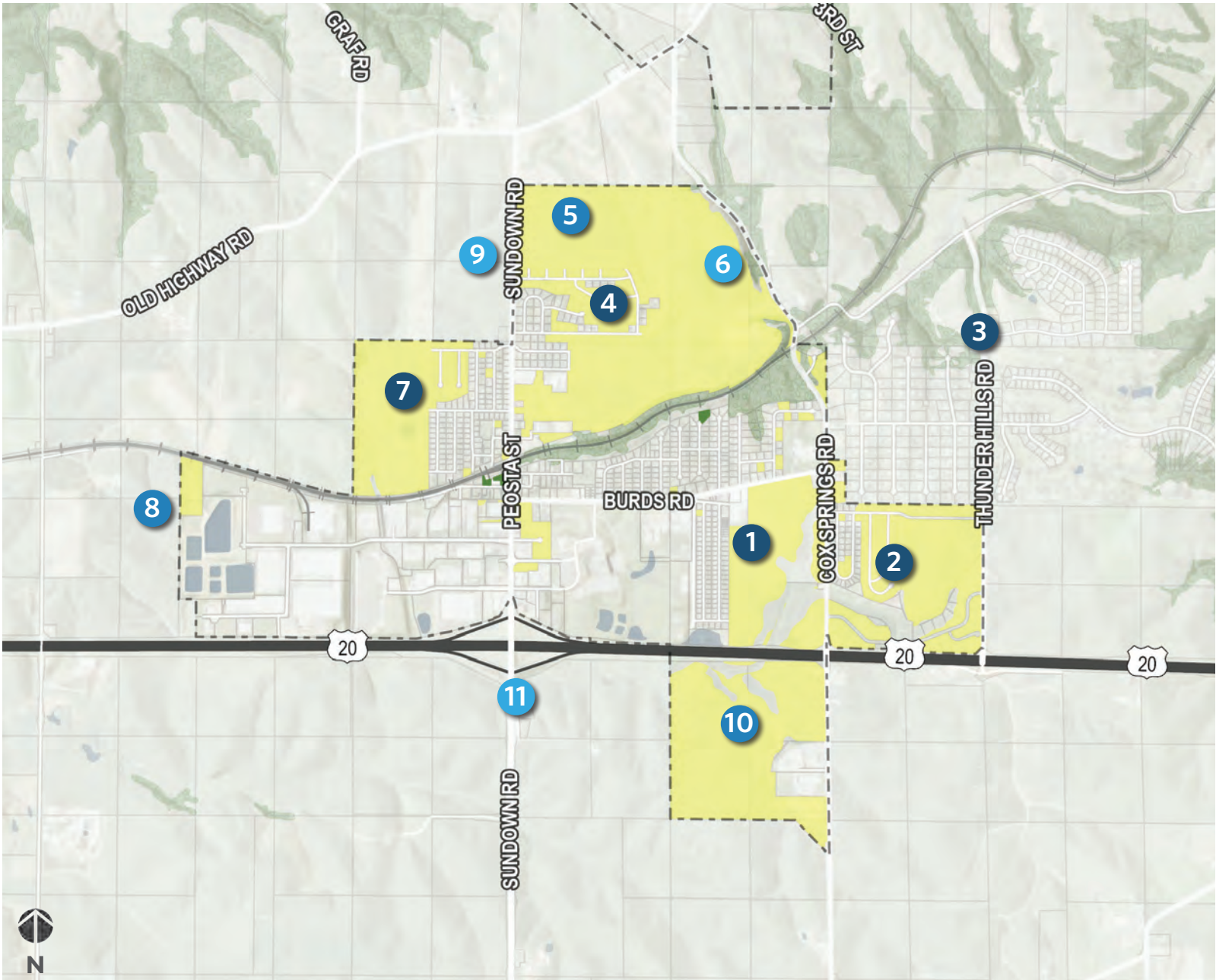
West

7. Near- to Mid-term growth where street extensions are already reserved, such as Melinda Drive, Royal Oaks Drive, and Cashel Drive.
8. Mid-term expansion at the Industrial Park. Annexation of land required for significant land growth.
9. Mid- to Longer-term development opportunity west of Sundown Road where annexation is required. Development here could happen sooner pending landowner/developer interest.

South

10. Near- to Mid-term new development south of Highway 20 along Cox Springs Road. Development suited for industrial or city facilities where access to the Highway is essential.
11. Mid- to Longer-term development at the Highway 20 interchange at Peosta Street. Annexation preferred to maintain quality development and provide city services.

Figure 2.7: Growth Opportunity Areas



MOVING THROUGH PEOSTA TODAY

Streets, sidewalks, and pedestrian paths serve a variety of functions. Peosta's existing transportation adapted over time to accommodate Highway 20 influences and expanded to support new neighborhoods. However, there has never been a master transportation plan for vehicles, bicycles, and pedestrians in the city. Existing neighborhoods are self-contained subdivisions that link to two streets, Peosta Street and Burds Road. Most trips within and outside of the city involve travel on one of these two streets, but other interconnections between neighborhoods are rare. Connectivity is further complicated by the east-west railroad, with two grade crossings, Peosta Street and Cox Springs Road, one mile apart.

Streets in the system include:

Arterials (Principal and Minor). Arterial streets serve major activity centers or highly developed residential or commercial areas. Highway 20 is an example of a principal arterial.

Collectors (Major and Minor). Streets that connect local streets to arterial streets and carry a higher traffic volume than local streets. Old Highway Road north of Peosta is a minor collector.

Local Streets. Neighborhood and other streets that carry low traffic volumes. Their primary purpose is to provide access to adjoining properties. Most of Peosta's transportation system are local streets with adequate width for on-street parking and neighborhood character.

Traffic Flow

Many Peosta residents commute to work east and west, loading traffic on Peosta Street to access Highway 20. Traffic flow is currently stable but is increasing year after year, especially between Burds Road and Highway 20. Almost all traffic from Northeast Iowa Community College (NICC) and all traffic from the industrial park filter onto this street section. As development continues, this street section will drop in the level of service. Additionally, only one access to the industrial park presents safety concerns for truck traffic and business function should Kapp Drive become unpassable.

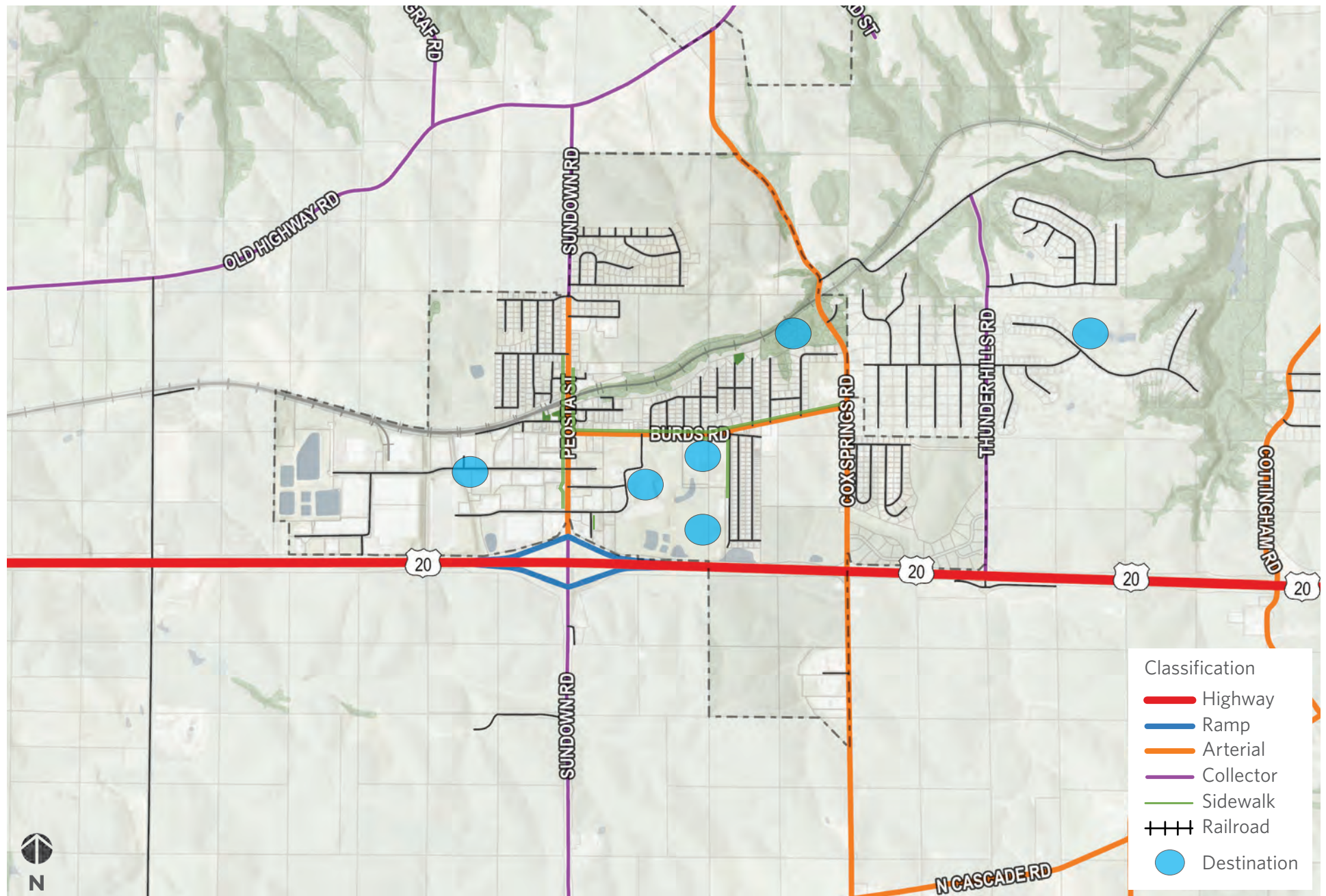
The railroad also influences the function of traffic in Peosta. A rail line splits the community horizontally with an at-grade crossing on Peosta Street and Cox Springs Road. A greenway buffer does shield the rail line from residential uses in the center of town. However, these are the only two crossings in the city, limiting pedestrians' ability to access neighborhoods to the north easily.

Bicycles and Pedestrians

Peosta has limited sidewalks, with most neighborhoods having no sidewalks. There is no trail system in Peosta, meaning standard 10-foot-wide paths.

- **Peosta Street** - A sidewalk on one side of Peosta Street provides a route to the north and across the railroad, but the path switches between sides of the street, and there is no separation from the street. The conditions on Peosta Street is not comfortable for walking in many areas.
- **Burds Road** - A sidewalk on one side of the street provides access to eastern neighborhoods, the school, and the Community Center. However, the sidewalk is on the north side of the street. Crossings to reach the school and community center on the south side of Burds Road include signage and painted crossings.
- **Kapp Drive and Industrial Park** - There are no sidewalks. While sidewalks may not seem necessary in industrial areas, they offer employees a safer opportunity to walk to work or take a comfortable walk over breaks and lunchtime.

Figure 2.8: 2020 Street Transportation System



LIVING IN PEOSTA TODAY

The existing stock and mix of housing in Peosta reflect a growing community of new neighborhoods and single-family housing. A housing study in 2020 for the City provides data and strategies to meet housing demand. Peosta *Forward!* incorporates those data and findings.

Building Activity

Figure 2.9 shows major new development from 2013-2020. Peosta's housing construction maintained a relatively steady rate of about 15 units annually through 2016 but kicked into another gear afterward to increase the average to 19 units annually, with developments like Thunder Valley, Royal Oaks, and Oak Park annual construction rates doubled. These more recent years also saw increasing interest in single-family attached or duplex development.

Peosta over-performed in single-family development between 2010 and 2019 against Dubuque County, accounting for about 8% of construction with less than 2% of the population. This share of construction jumped considerably since 2016 and 2019. Peosta now accounts for between 15% and 20% of the county's new single-family homes.

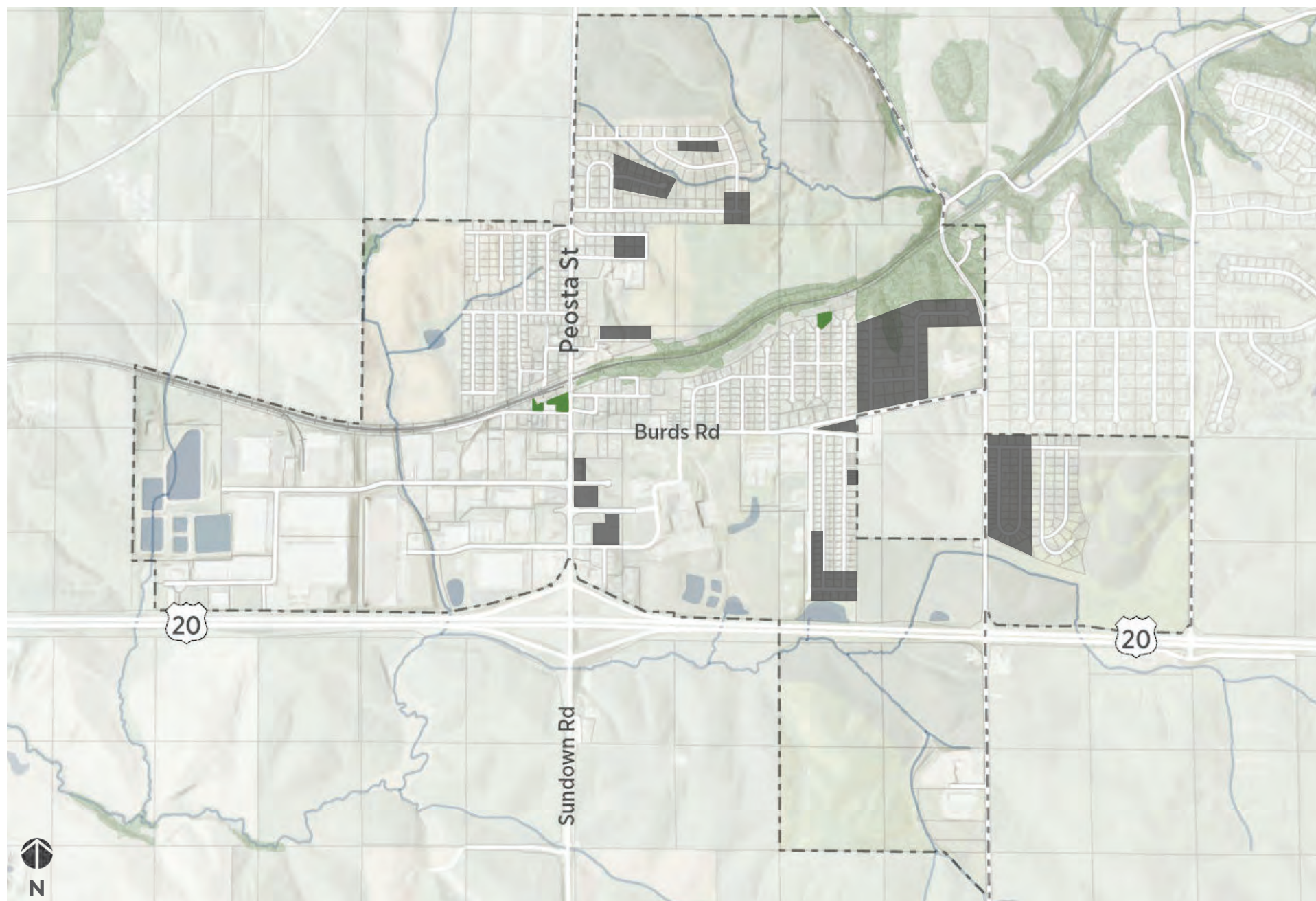
Occupancy

New residents will sometimes look to rent before buying a home, desiring to understand the community and its neighborhoods before settling. Owner-occupied housing dominates the housing stock. However, rental units have increased in recent years. Nonetheless, owner-occupied units still make up 78% of the stock, higher than state and national averages.

Housing Costs

Housing affordability is a primary concern for quality of life because a home is typically the single most considerable regular expense. Peosta fits within this spectrum. The median home in Peosta requires an annual income approaching \$100,000. This suggests a focus on products priced somewhat below the typical home being built in the city.

Figure 2.9: Areas with Development 2013-2020

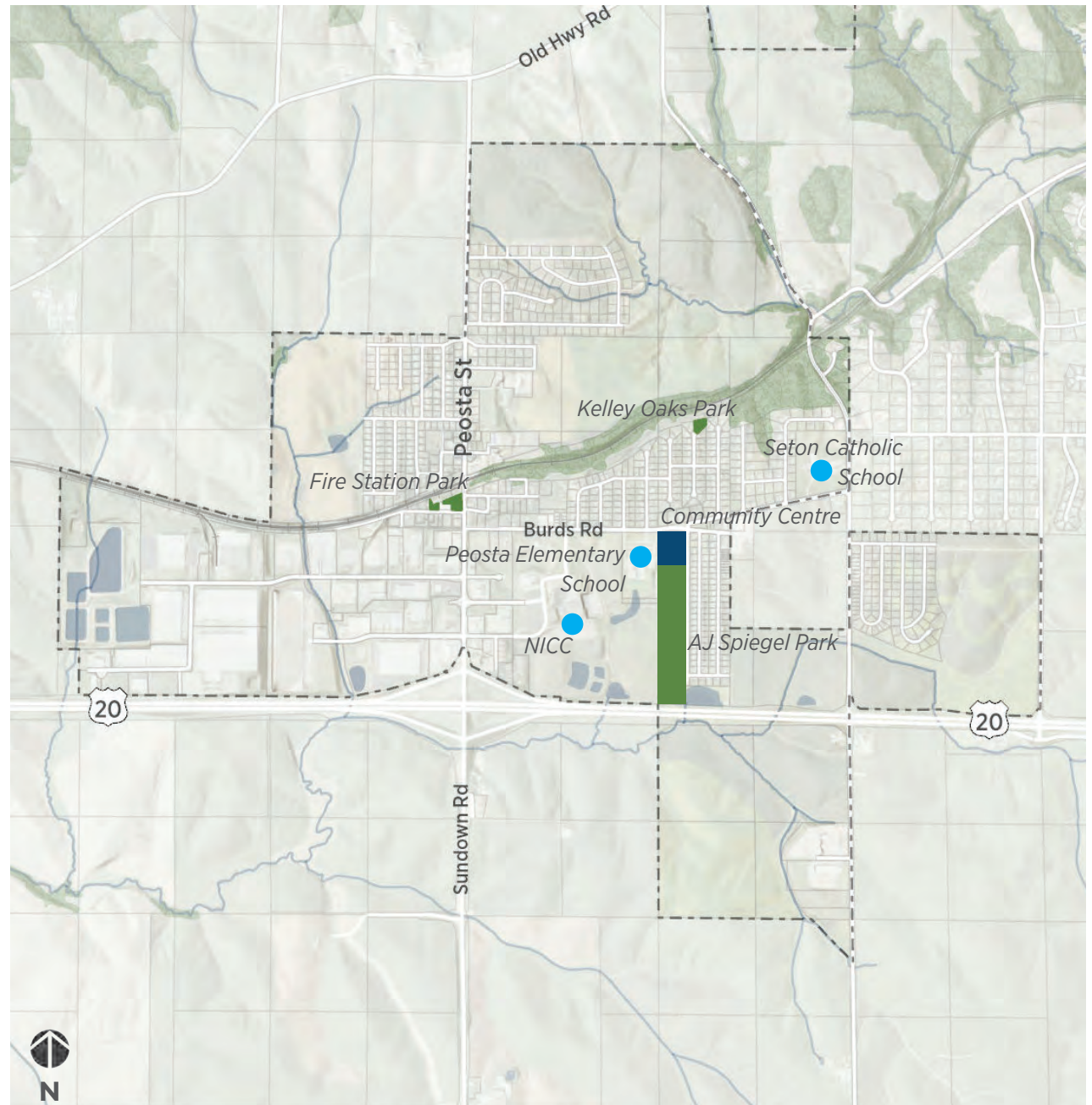


AMENITIES IN PEOSTA TODAY

Quality of life includes all parts of the community. Features like parks and quality housing, many consider essential services. If these are taken care of, people decide where to live based on other amenities like schools, commercial services, and other recreational opportunities.

- **Schools** - Most people engaged in the Peosta *Forward!* process identified schools as Peosta's most significant asset. These facilities, including Peosta Elementary School, Seton Catholic School, and Northeast Iowa Community College (NICC), run the gamut from early to continuing education.
- **Commercial Services** - While Peosta's commercial base is still small and the city lacks a traditional core district, the new Fareway added a significant commercial asset with a regional draw. The population is reaching the capacity to support many new commercial ventures, such as coffee shops, breweries, and personal services like salons, gyms, and medical offices.
- **Recreation** - Parks and trails are essential components required by residents and detailed in an earlier section. However, other recreational opportunities like the Community Centre and NICC nature walk are significant assets for residents today. Chapter 3.7 discusses existing parks in more detail.

Figure 2.10: 2020 Public and School Facilities



SERVICES IN PEOSTA TODAY

The provision of health, safety, and welfare are chief responsibilities for the local government. Community facilities and services are often overlooked and misunderstood amenities for residents in a community. That is until they fail or deteriorate. Peosta's city government has defined a program of major goals and programs to help create a complete, connected community. Selected items include:

- The development of a wastewater management facility that will replace the lagoons on the west edge of the industrial park.
- The park/trail master plan included in *Peosta Forward!*
- Reprogramming of the Community Center for space allocation and uses.
- The recognition of the importance of both public space and connectivity.
- An updated street replacement plan.
- City Hall space study and plan.



ASSETS AND OPPORTUNITIES

Highlights of assets and opportunities for future planning based on the conditions in Peosta today include:

ASSETS

Peosta's Place in the Region

Peosta benefits from its location directly on the Highway 20 corridor, providing major transportation benefits for industries, and placing its residents within minutes of Dubuque's urban assets and the Mississippi River.

Quality Educational Assets

Demographic trends demonstrate the ability to attract families with children – the first wave of families with elementary-age children, followed by a second wave that includes younger families.

Employment Base

Dubuque County provides a large population base to draw employees for jobs in Peosta and grow local businesses.

Room to Grow

There is substantial land within the existing city limits that may eventually develop in the longer term, primarily to the north and east.

Growing Retail and Quality of Life Resources

More assets for household essentials and leisure come with more population. These resources are starting to catch up with housing growth, such as new park spaces, grocery, and food services.

Public Leadership and Planning

Peosta leaders recognize the value of planning and its influence on the community's future character. They adopted priority projects and policies in 2019, one being the creation of *Peosta Forward!*

OPPORTUNITIES

Housing Variety

The costs involved in delivering large-lot single-family housing increasingly put its prices out of the reach of many buyers. More housing variety is an opportunity to provide options for all that want or need to live in Peosta.

Town Center and Identity

Peosta has no traditional downtown or even a central place of activity. The Community Center could play this role to some extent. However, increases in development interest present an opportunity to create a town center focused on housing, commercial uses, and a central gathering place for residents and visitors.

Connectivity

Interconnections between neighborhoods are rare. Community connections influence the type of living environment that a town offers and overall quality of life.

Supporting Amenities

Peosta has significant recreation areas, primarily ballfields, but lacks a prominent public open space. The city also lacks a significant shared use path and has limited sidewalk links.

Southwest Arterial

The new Southwest Arterial (US Highway 52), connecting Highway 20 with Highway 61/151, will open broad new areas for potential development southwest of the Dubuque urban area. This potential competition reinforces Peosta's drive to improve the "product" that the community offers.

2020 Pandemic and Recession

The long-term influences of the pandemic are hard to determine. However, it appears that smaller communities are less impacted from a public finance perspective. It seems that the pandemic will have at least short-term effects on the physical preferences of housing consumers and a desire for more park spaces. Also, the crisis is pointing out the critical nature of an under-appreciated workforce and the responsibility to provide attainable housing opportunities.

PEOSTA *FORWARD!*

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3.1 LAND USE FORWARD!

Population growth must result in new places for people to live, work, and play. Therefore, population growth directly correlates to the demand for new development or redevelopment at higher densities.

A growth scenario illustrates how to accommodate population growth, as shown in Figures 3.1.1 and 3.1.2. More dense land development results in fewer acres needed to support future population growth.

Future Land Requirements

The plan designates more land for future development than the City can absorb by 2040. This allows for greater market flexibility and guides longer-term planning. Certain jurisdictional and built environment constraints limit the direction of growth in Peosta.

Figure 3.1.1: 2020-2030 Land Use Needs

2020-2030 Scenario

Conventional Single-Family

- % of Demand: 36%
- Units: 127
- Gross Density: 3 unit/ac

Small Lot Residential (<7,500 s.f.)

- % of Demand: 37%
- Units: 129
- Gross Density: 5 unit/ac

Attached & Townhome Residential

- % of Demand: 21%
- Units: 73
- Gross Density: 9 unit/ac

Townhome & Multi-Family

- % of Demand: 6%
- Units: 23
- Gross Density: 14+ unit/ac

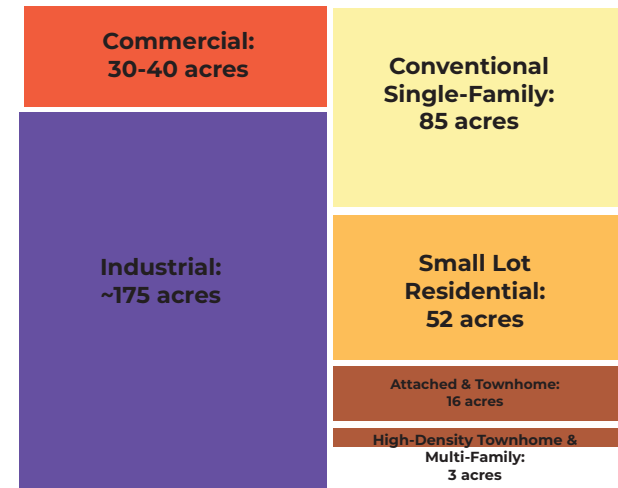


Figure 3.1.2 2030-2040 Land Use Needs

2030-2040 Scenario

Conventional Single-Family

- % of Demand: 36%
- Units: 202
- Gross Density: 3 unit/ac

Small Lot Residential (<7,500 s.f.)

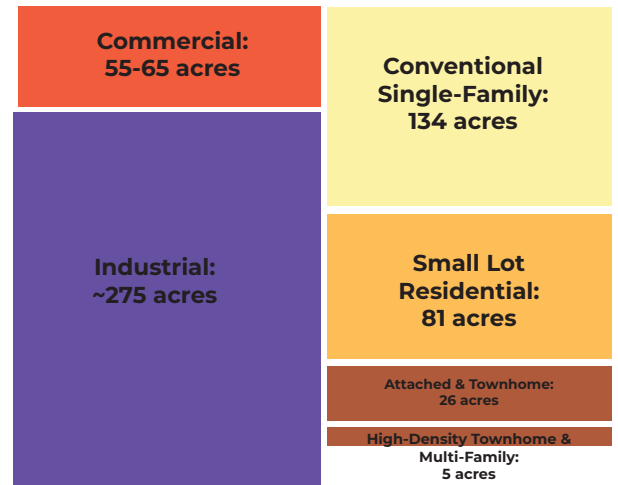
- % of Demand: 37%
- Units: 202
- Gross Density: 5 unit/ac

Attached & Townhome Residential

- % of Demand: 21%
- Units: 116
- Gross Density: 9 unit/ac

Townhome & Multi-Family

- % of Demand: 6%
- Units: 37
- Gross Density: 14+ unit/ac



DEVELOPMENT CONCEPT

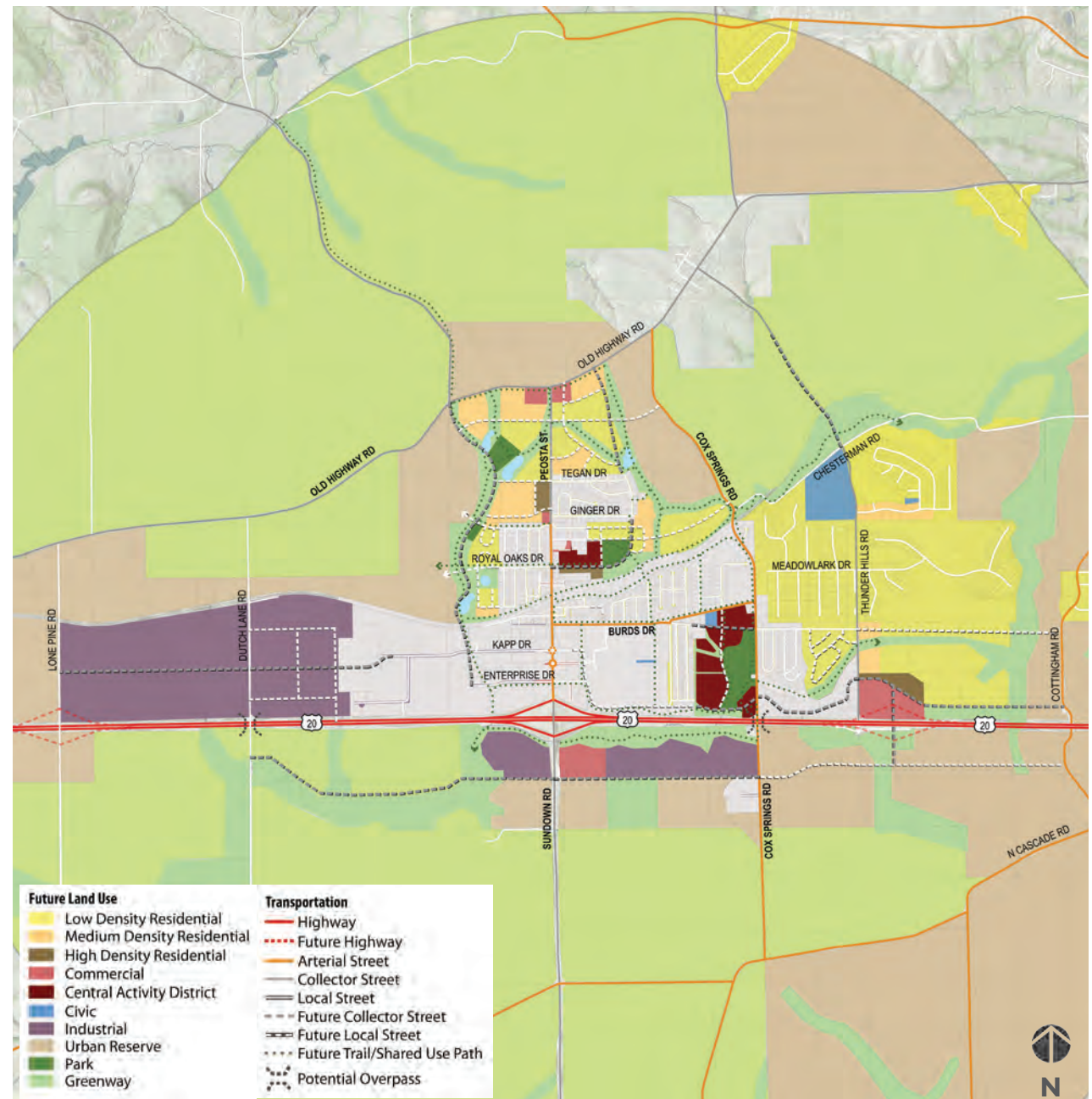
GOALS:

1. Develop strategically and not at the expense of direct transportation connections, public space, environmental adaptation, or excessive public costs relative to the public benefit.
2. Grow through contiguous and compact development where the public costs of infrastructure and facilities are fiscally sustainable.
3. Plan public improvements ahead of development to help lessen housing costs, reduce the risk for developers, and direct growth in an orderly manner where the community wants priority growth areas.

Smart Growth

Large lot housing development is not sustainable for a city to manage public costs and maintain infrastructure. Lots that are manageable size decrease the infrastructure cost per person, which translates into less city debt obligations, fewer increases in taxes, and long-term management of infrastructure maintenance.

Figure 3.1.3: Development Concept



A pillar of *Peosta Forward!* is the Future Land Use Map, **Figure 3.1.4**. The Future Land Use Map shows all land under Peosta's review authority, existing and undeveloped. The map and the policy statements that support it are the guides for decisions related to land use in and around the City of Peosta. Land use decisions by City leaders should generally reflect the intent and policy actions of *Peosta Forward!*, understanding that the Future Land Use Map is also flexible and requires regular review to ensure that it is current.

GUIDE TO DECISION-MAKING

The Future Land Use Map has three critical points when making decisions:

- The map is general.
- Property owners still decide.
- The map is a basis for land use decisions.

The map's origin comes from population projections, economic trends, environmental analysis, and public input. The amount of land designated for development is greater than the projected need through 2040. More land accounts for changes in the market avoids creating a false land shortage, designates space to incorporate community features, and anticipates long-term planning. This means that many areas shown in the maps are unlikely to develop in the 20-year time frame.

GENERALIZED MAP

Interpret the Future Land Use Map generally. The intention is not to provide the specificity or the rigidity of a zoning map or engineering document. The map should guide the zoning map and shows: Generalized land use locations and transitions. The boundaries between land uses on the map are "fuzzy" lines and are meant to show approximate areas for transition, rather than rigid boundaries. The exception to this is areas that preserve floodplains and wetlands.

- **Local, collector, and arterial street connections.** Critical arterial and collector street connections are specified on the map, though the exact routes will depend on detailed engineering studies. Local streets are shown for representative connections but will be determined as development occurs.

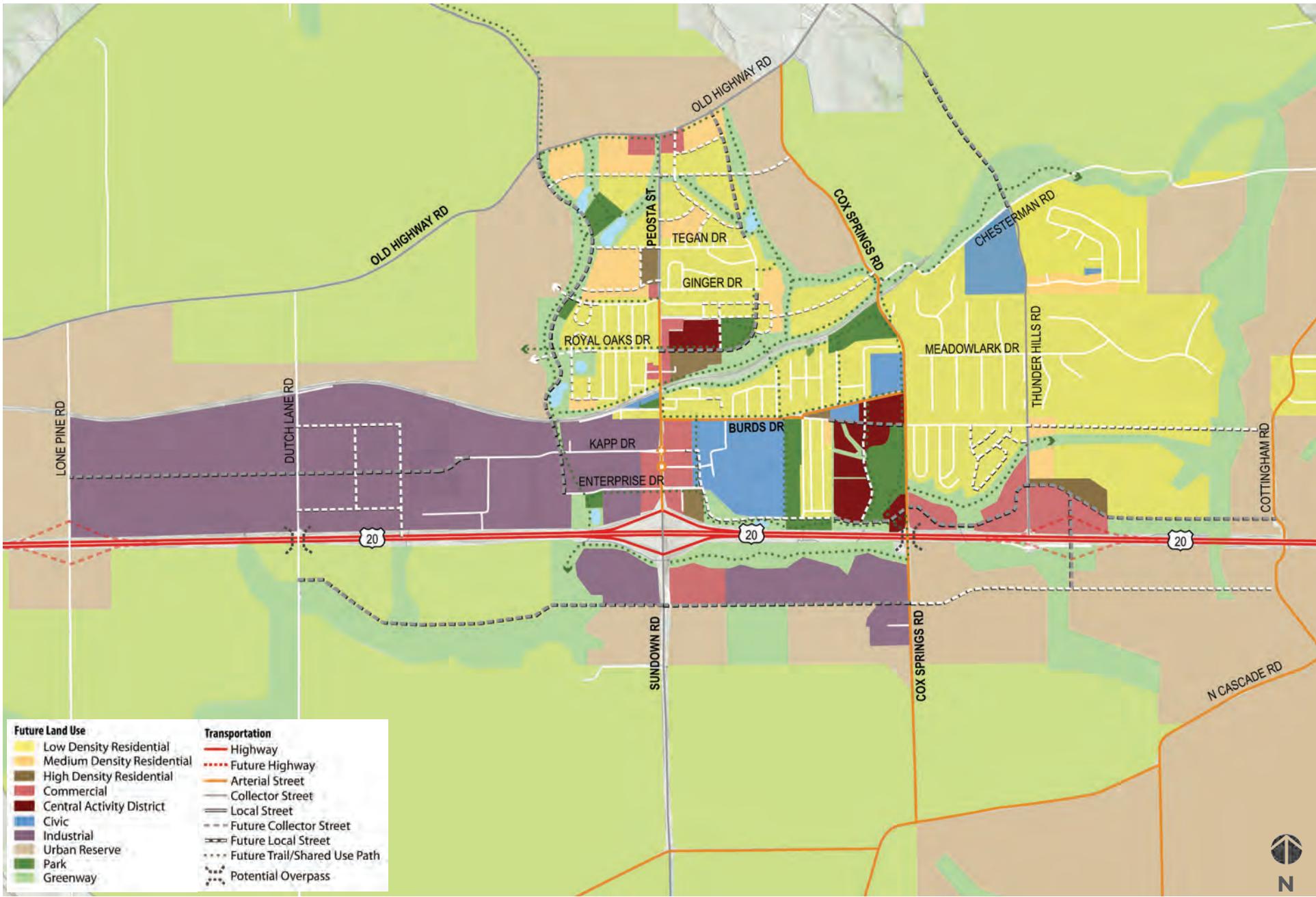
PROPERTY OWNERS DECIDE

The Future Land Use map depicts new land uses for privately-owned properties. The transition of these properties from their current use to the depicted use generally occurs slowly. Transitions respond to market demands, as property owners voluntarily sell, develop, or change their land use and are done in partnership with the City and its current land use policies.

BASIS FOR LAND USE DECISIONS

The Future Land Use Map should provide the basis for decisions of the Planning and Zoning Commission, the City Council, and private developers. The map is a critical part of the approval process for development proposals and zoning decisions.

Figure 3.1.4: Future Land Use Map





Agricultural

Description

Agricultural areas are existing farms and crop cultivation not proposed for change in the planning horizon.

Potential Zoning

- A-1 Agriculture

Intensity (DU/A)

Under one dwelling unit per acre

Uses

Restrictive land use with an emphasis on land preservation, such as crop cultivation. Residences may be on acreages with on-site utilities (septic) and not likely to connect to city services in the planning horizon.

Form

Open farms and crop fields with farmstead or rural residences. These areas will not have city services. New uses should not occur in areas where city services can be provided or are likely to have city services in the planning horizon.

Compatibility

Compatible with existing rural residential development in the county.



Rural Residential

Description

Rural residential areas are existing residential acreages not proposed for change in the planning horizon.

Potential Zoning

- A-1 Agriculture

Intensity (DU/A)

Under two dwelling units per acre

Uses

Rural residences with on-site utilities (septic) and not likely to connect to city services in the planning horizon.

Form

Not applicable. Open farmland and associated operations.

Compatibility

Compatible with existing rural residential development in the county. For new rural residential outside development reserve areas, street connections and layout should be reasonably compatible with urban land.



Low-Density Residential (LDR)

Description

Neighborhoods emphasizing homes on traditional lots and neighborhood design.

Potential Zoning

- R-1 Single-Family Residential
- R-2 Two-Family Residential

Intensity (DU/A)

2-6 dwelling units per acre

Uses

Emphasizing single-family development, although innovative single-family forms and duplexes are possible with a special review where duplexes are in the form of side-by-side attached housing with similar setbacks requirements as single-family dwellings

Form

Developments should provide connectivity within and between developments for cars and pedestrians. A framework of streets and open space should create a sense of neighborhood. Smaller lots and duplex/attached housing should be more prevalent at transition points with other more intense uses or districts.

Compatibility

Compatible with most single-family detached housing, attached single-family, and some townhome developments. Traffic and higher intensity uses should be directed away from these areas and along major thoroughfares.



Medium-Density Residential (MDR)

Description

Neighborhoods incorporate a mix of housing types, including single-family detached, single-family attached, townhouse, duplexes, and small-lot single-family.

Potential Zoning

- R-2 Two-Family Residential
- R-3 Multi-Family Residential

Intensity (DU/A)

5-12 dwelling units per acre

Uses

Emphasize a mix of housing styles, including single-family detached, single-family attached, duplexes, and townhouses. Limited multi-family development may be allowed with a special review. Generally, compatibility is achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations. Civic uses are generally allowed, with special reviews for higher intensity civic uses like schools.

Form

Create a high level of connectivity between and within developments. Connections to neighborhood commercial services and civic destinations should provide a sense of neighborhood. Developments should have articulated scale and maintain the identity of individual units—duplexes, townhomes, small-scale multifamily appropriate more at transitions points with other more intensive districts.

Compatibility

Applies to developing areas that incorporate a mix of development types. Local street systems within the neighborhoods. Uses can be adjacent to collector streets and transition to commercial or high-density residential areas. Transitions to higher intensity uses occur at street lines.



High-Density Residential (HDR)

Description

Neighborhoods that incorporate a mix of housing types, including multi-family housing. These areas may also allow small-scale office and commercial uses, but the primary use is residential. High-Density Residential (HDR) areas should be designed and integrated into adjacent neighborhoods to avoid the creation of enclaves.

Potential Zoning

- R-3 Multi-Family Residential

Intensity (DU/A)

12+ dwelling units per acre

Uses

Allows multi-family and compatible civic uses. Some limited office and convenience commercial within primarily residential areas may be appropriate.

Form

Located at sites with access to major thoroughfares and 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. High level of pedestrian access and connectivity, avoiding the creation of complexes.

Compatibility

Conflicts with low-density residential developments should 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 adverse effects. It may be incorporated into mixed-use projects or planned areas.



Commercial

Description

Includes various commercial uses, including auto-oriented developments, retailers, multi-use centers, restaurants, and other services. Small scale or more neighborhood-oriented commercial uses may integrate into mixed-use areas with additional consideration to the size and orientation of buildings near public spaces and higher traffic corridors.

Potential Zoning

- C-1 Retail Commercial
- C-2 General Commercial

Intensity (DU/A)

12+ dwelling units per acre

Uses

- Office, Retail, and Service-Oriented Commercial.
- Limited heavy commercial with outdoor storage (subject to standards for screening, traffic circulation to arterial or collector streets, and noise)
- High-density residential uses may occur in a mixed-use environment, but commercial remains the dominant use. Upper story residential allowed.

Form

May include freestanding structures, attached centers, and vertical configurations limited in height. Commercial uses should consider their surroundings, provide pedestrian walkways through parking areas, seek pedestrian connections between adjacent properties, and maximize the positive interactions possible between different uses.

Compatibility

Typically situated on arterial or collector streets, at higher traffic intersections, and in established commercial areas. Commercial uses should:

- Feature unobtrusive monument signs
- Integrate landscaping into street frontages and site designs
- Minimize the number of driveway accesses
- Direct traffic away from adjacent residential areas, including shielding parking areas, outdoor storage, and loading areas.



Industrial

Description

Areas reserved for more extensive production. These areas protect larger acreages to maximize clustering for specialization, synergy, transportation efficiency, and knowledge exchange. Industrial classifications provide areas for more intense commercial and industrial operations:

- Areas with more intense uses that have outdoor areas for storage, equipment use, and other operations. These uses are difficult to integrate with less intensive uses in commercial and residential districts.

Potential Zoning

- M-1 Light Industrial
- M-2 Heavy Industrial

Intensity (DU/A)

Residential uses generally not appropriate.



Uses

All types of industrial: manufacturing, warehousing, distribution, and office/industrial flex space.

Form

Transportation improvements should enhance connectivity, efficiency, and capacity. Higher impact industrial uses require more consideration for allowed locations but can have exceptions for less stringent aesthetic standards on:

- Highway and rail access
- Availability and capacity of water and sewer service
- Proximity to existing employment centers
- Compatibility of neighboring land uses
- Brownfield status
- Results of added employee/truck traffic to the street's level of service in the surrounding area and impact on the nonindustrial uses along those roadways.



Compatibility

Incompatible uses such as lower-density residential or K-12 schools should not be located within these areas. Development abutting a boundary, whether inside or outside the boundary, should be held to higher design standards to ensure compatibility between uses and possible adjacent residential uses. Higher impact industrial uses require additional considerations when abutting other land use categories:

- Design standards: including land buffers, architectural and site design standards, and other appropriate standards implemented through PUDs or new codes or guidelines
- Operational standards that consider traffic, noise, lighting, and air quality
- Areas adjacent to arterial streets should have a higher level of landscaping and avoid outdoor storage visible from these corridors



Business Park

Description

An area not shown on the 2020 Future Land Use map but listed for future use if needed. Business parks are areas of larger office and business development not intended for direct on-site sales. These are indoor functions that may have higher levels of outdoor loading and truck traffic. Examples could include office headquarters, warehousing, and light manufacturing.

Potential Zoning

- M-1 Light Industrial
- C-2 General Commercial

Intensity (DU/A)

12+ dwelling units per acre

Uses

Centers with major office and business uses, such as technology and research centers, corporate headquarters, and lower intensity industries with larger-scale visitor services located at the major intersections.

Form

Areas should have a strong emphasis on quality design and landscaping standards for marketability to prospective businesses. Transportation improvements should enhance connectivity, efficiency, and capacity.

Compatibility

Development abutting a boundary, whether inside or outside the boundary, should be held to higher design standards to ensure compatibility between uses and possible adjacent residential uses.



Civic

Description

Two Civic classifications provide space for educational, institutional, assembly, and other public uses, including medical facilities, major campuses, cemeteries, airports, landfills, water plants, and major utilities.

- Civic 1 (Civic and education facilities): Fewer compatibility considerations are required.
- Civic 2 (City Facilities such as water treatment facilities): Greater compatibility considerations are required due to more industrial character.

Potential Zoning

- I-1 Institutional
- Various others depending on the use

Intensity (DU/A)

Residential uses not applicable in the district

Uses

- Educational: Public, private and parochial institutions at K-12 and postsecondary level, or trade/business schools and their accessory uses
- Institutional and Assembly: Community or cultural facilities, religious institutions, public health care or human services facilities and their accessory uses
- Other: Government or non-profit organizations and accessory uses

Form

Government facilities should have the same standard for site design and connectivity as any private enterprise of similar intensity.

Compatibility

Civic uses may be permitted in several different areas, including residential areas. Maintenance, operating facilities, and public works yards should generally be in or near industrial areas. Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management. Industrial operating characteristics should be controlled according to the same standards as industrial uses.



Parks and Open Spaces

Description

Areas intended for publically owned open spaces that can have recreational features. Significant building development and impervious land are not permitted. These may include privately owned golf courses because of their open space characteristics.

Potential Zoning

Various

Intensity (DU/A)

Residential uses not applicable in the district

Uses

Limited uses that are primarily natural. Any development is recreational and low-impact in nature (such as park shelters or ball fields), while complementary to the broader area's purpose as open natural space.

Form

Traditional park and recreation areas, including both passive and active recreation that are planned for public use. The City and partners budget improvements and maintenance for lasting quality of facilities.

Compatibility

These areas are valuable for the natural character, and uses within them should have minimal impact. This requires minimal visual, auditory, and other pollutants that would reduce the pristine character of areas. Aids for compatibility may include Heavy landscaping screening, substantial buffers, height limitations, zero odor emissions, strict ambient noise requirements. More intense recreation uses, like sports complexes, should be treated like comparable commercial uses for the traffic and compatibility issues they can generate.



Greenways

Description

Areas intended to remain undeveloped and natural or recreational because of sensitive environmental features and natural hazards.

Potential Zoning

Various

Intensity (DU/A)

Residential uses not applicable in the district

Uses

Undeveloped and left natural. Any development is low-impact in nature, while complementary to the broader area's purpose as open natural space that protects floodplains, greenways, and forests.

Form

Greenways include some wetlands, floodplains, and any other sensitive areas that should be preserved and incorporated into the city's stormwater management system. The greenway areas are critical opportunities for connections among parks and neighborhoods.

Compatibility

These areas will not significantly change, although they should generally align with existing flood boundaries and greenways. All types of development can abut the use if adequate stormwater management practices are built on-site to prevent extensive runoff or erosion into natural water systems. Development on the periphery of these areas should not remove trees or other natural landscaping to the extent possible to help retain natural filtering and protection from pollutants. Preference for low-impact development or use of stormwater best management practices on-site for properties abutting these districts.



Urban Reserve

Description

Long-term growth areas assigned to areas needed beyond 20 years into the future. Development proposals in this area, including high-intensity agricultural operations, should be reviewed for their compatibility with future urban uses.

Potential Zoning

- A-1 Agriculture

Intensity (DU/A)

Under two dwelling units per acre



Uses

An emphasis on land preservation, such as crop cultivation. Not likely to connect to city services in the planning horizon.

Form

Adjacent developments should be designed for future expansion of streets, sewers, and other infrastructure facilities into the development reserve areas without cul-de-sacs and other configurations which will require future growth to leap-frog development areas.

Compatibility

Urban reserve areas should remain reasonably compatible with typical urban land uses, including residential, commercial, and industrial or business park operations. The compatibility should be determined based on the future land use identified on the Future Land Use Map. For example, an urban reserve area adjacent to an area identified on the Future Land Use Map as a business park should be compatible with the business park land use classification.



Central Activity District

Description

Vibrant, urban areas that draw residents and visitors to the immediate area. Characterized by a mix of uses and public gathering spaces that could be plazas, parks, courtyards, or similar contexts for events or general enjoyment. A mix of housing types allowed in High- and Medium-Density Residential contexts, neighborhood commercial uses, office, and service uses.

Potential Zoning

- Various
- PUD Planned Unit Development

Intensity (DU/A)

7-12+ dwelling units per acre

Uses

A mix of complementary uses, including single-family attached/detached housing, multi-family housing, mid-sized parks, commercial and service uses. Amenities such as parks, plazas, and quality streetscapes should be a prevalent feature.

Form

A high-connectivity grid pattern expands viable locations for commercial land uses and allows multiple access points and route choices between uses. As compared to LDR, MDR, and HDR areas, the Central Activity District encourages closer proximity between transportation, housing, and shopping choices.

Compatibility

Compatibility is achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Land uses are sometimes mixed vertically, resulting in complementary and alternating times of use with the ability to share parking.
- Different types of land use are positioned to create a smooth internal transition from lower to higher intensity uses; however, this transition happens over a shorter distance than within LDR, MDR, and HDR areas.
- Larger commercial or office uses should cluster around arterial streets.
- Smaller commercial uses are appropriate on any street provided that a smooth transition in the intensity of uses is maintained.

Central Activity District Details

Area 1 – Royal Oaks Drive Area

The concept builds on new development to the north on Lara Drive and the greenway to the south along the rail line. The activity center envisions the area as an entryway to northern neighborhoods. The area could be smaller in scope depending on the market build out of the Water's Edge activity district, the priority park area in this plan.

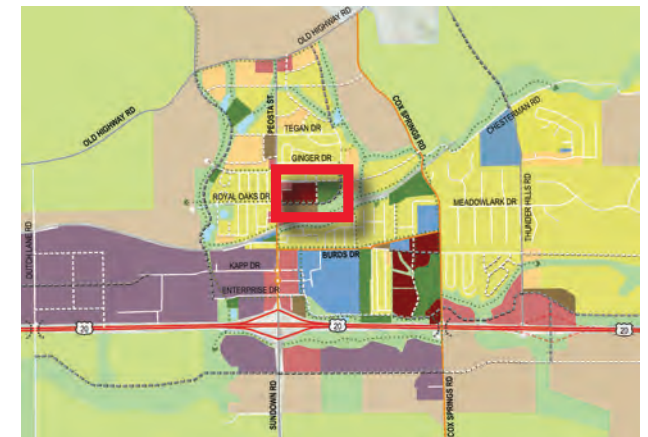
Features:

1. Transition residential from Peosta Street along Royal Oaks Drive. Duplex and townhomes on the north and multi-family on the south closer to the rail line.
2. Street-oriented commercial mixed-use at the intersection of Royal Oaks Drive and Deerwood Street.
 - › High-quality building design around three stories.
 - › Residential could be on the upper floors.
 - › Parking shielded behind buildings.
 - › Primary entries face the intersection to define the street activity.
3. Public plazas off the commercial buildings for informal gatherings, outdoor dining, or displays.
4. A central park known as Picket Fence Park (see Chapter 3.7).

Figure 3.1.5: Royal Oaks Drive Area



5. Trail connections through the park and to the community trail along the rail line. Ideally, a grade-separated trail continues across the rail line to the south, connected to Kelley Oaks Park.
6. The public environment should be landscaped, pedestrian-friendly, and focused on public gatherings, whether programmed or unprogrammed.



Map Key

Central Activity District Precedent Imagery



Central Activity District Details

Area 2 – Water's Edge Town Center

The concept uses the unique triangle of land between Burds Road and Belo Drive as a center between neighborhoods, leading to a larger park and activity center south towards Highway 20 (see Chapter 3.7)

Features:

1. Commercial tenant spaces oriented toward Belo Drive.
 - › Scale limited to three stories or less.
 - › Could include residential to supplement commercial uses.
 - › Parking in the rear and prioritized toward Burds Road. No direct access to parking lots off of Belo Drive.
2. A central park surrounded by the commercial tenants, fronting on Belo Drive. The park is an open lawn for informal gatherings, eating, or play. Programming for the space should occur with opportunities including food trucks, outdoor movies, and community events, among others.
3. Belo Drive is pedestrian-oriented with sidewalks, a narrower street width, street trees, and buildings built near the streets. A pedestrian crossing from the park should be highly visible to motorists to connect to the larger Water's Edge Park to the south (see Chapter 3.7).

Figure 3.1.6: Water's Edge Town Center

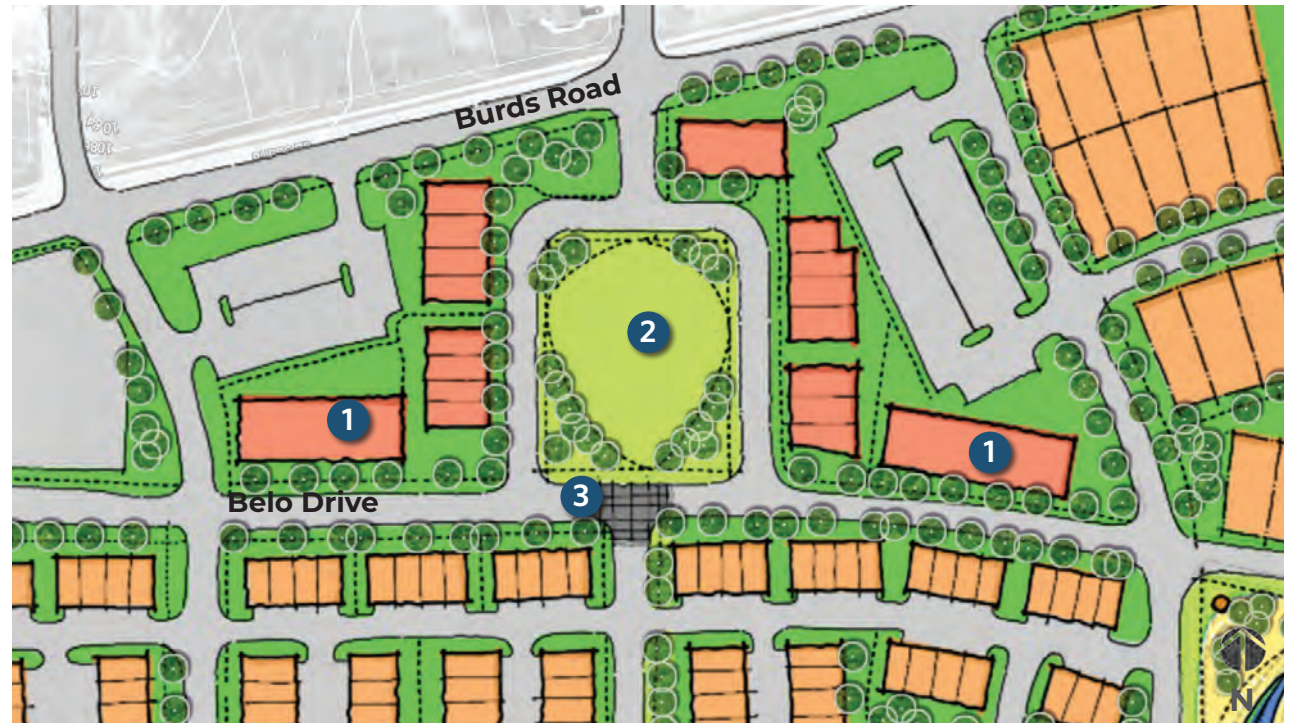


Figure 3.1.7 on the next page shows the larger concept for the central activity district south of Belo Drive. This incorporates a community park (Water's Edge) and community transportation/trail connections.

This land use plan offers many possibilities to create a significant community and regional destination in Peosta. As such, implementation should follow a more detailed land use plan that can be regulated under the zoning ordinance.



Map Key

Figure 3.1.7: Water's Edge Central Activity District

TOWN SQUARE



VILLAGE RESIDENTIAL



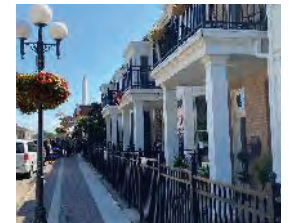
INNOVATIVE SINGLE-FAMILY



MEDIUM-DENSITY RESIDENTIAL



"TOWN CENTER" MIXED-USE



SMALL BUILDING MULTI-FAMILY



CENTRAL PARK



Sub Area Detail

Peosta Street Area

The area entering Peosta from Highway 20 is a mix of uses and the main entrance to Northeast Iowa Community College. There will continue to be development need to infill sites along the corridor. Figure 3.8 shows a high-level conceptual map of possibilities for improving mobility between Peosta Street and NICC, along with infill development. Figure 3.8 is not a development plan but rather a vision as development continues to fill in the area.

1. New frontage road running parallel to Highway 20 to connect with Cox Springs Road.
2. Trail connections along the frontage road, north to the Community Centre, and existing paths through NICC property.
3. Greenway buffer along Highway 20 with stormwater management features.
4. New development projects ranging from mixed-use residential to general commercial.
5. Potential redevelopment site for a new use.
6. Additional round-a-bout for traffic circulation.

MAP KEY

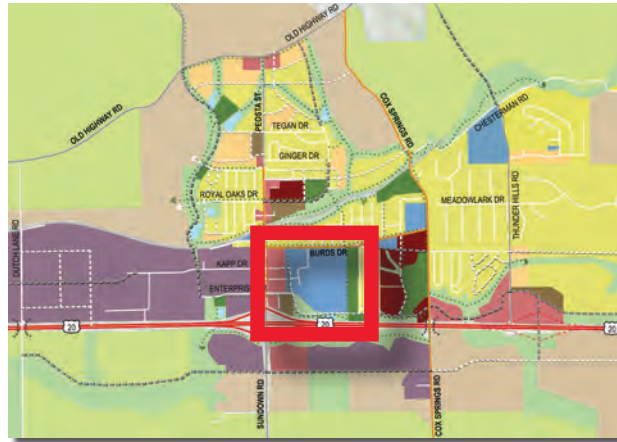
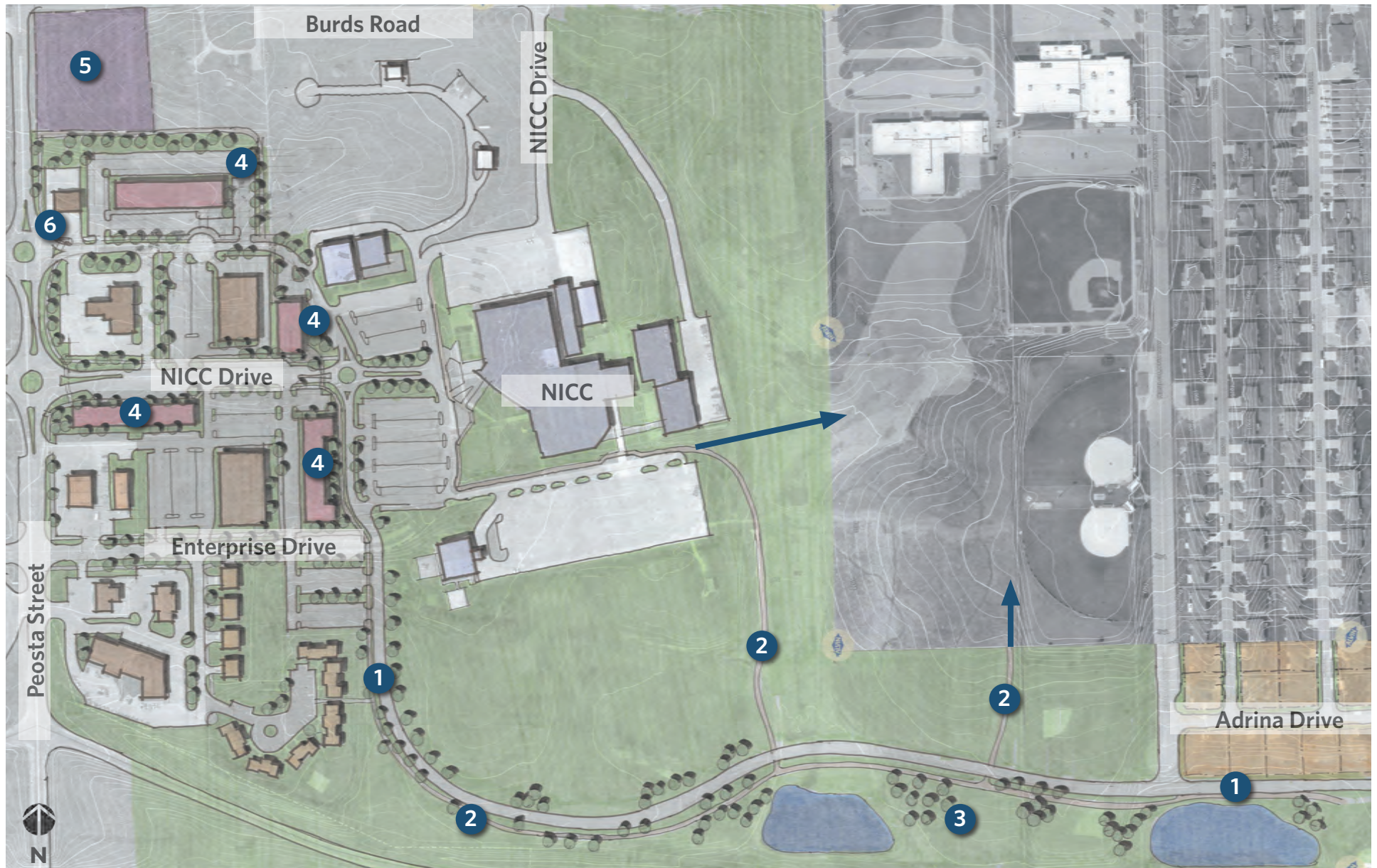


Figure 3.1.8: Peosta Street Area Concept



3.2 PLACEMAKING AND IMAGE *FORWARD!*

Implementing Peosta *Forward!* should create and enhance the elements of Peosta that make it a great and memorable place to live and visit. Community image forms by the details that influence how people feel about a place. The community's appearance through the elements in Peosta *Forward!* is essential for community spirit, the buy-in of community projects, and private business investment.

GOALS:

1. Create vibrant multi-use destinations that support activities and residential settings for multiple generations.
2. Encourage the development of places where Peosta residents can gather and socialize to build connections.
3. Establish a robust community amenities plan.
4. Promote public investment and private activities that support the beautification of entryway corridors to create a positive first impression for visitors and resident pride.

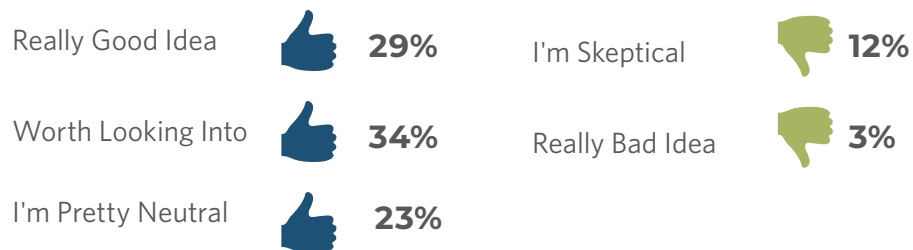
ACTIONS SUMMARY

1. Create more public gathering spaces that everyone can enjoy.
2. Develop and adopt development regulations to facilitate attractive development along Peosta Street, Cox Springs Road, and Central Activity Districts.
3. Identify and improve entryways into Peosta.
4. Develop a community wayfinding system.
5. Review all policies, ordinances, and programs for their influence on encouraging or discouraging diversity in Peosta.

ACTIONS

1. Create more public gathering spaces that everyone can enjoy.
 - Opportunities include the central activity districts and programming in new and existing parks. The areas in the central activity districts should have regular programming to keep active year-round.
2. Develop and adopt development regulations to facilitate attractive development along Peosta Street, Cox Springs Road, and Central Activity Districts.
 - The form, condition, and features of development along significantly visible areas in Peosta today and in the future have a profound impact on how visitors, residents, and prospective businesses view the community. Regulations to promote high-quality non-residential development and redevelopment along these strategic transportation corridors could include standards for:
 - › Site configuration of parking and buildings.
 - › Landscaping design of parking areas and right-of-way abutments.
 - › Limitations of certain building materials like corrugated metal.
 - › Sign quantity and location on a site.
 - › Pedestrian safety and access to buildings.

Figure 3.2.1: Survey Response - "What do you think of the idea of improved gateway streets leading from the Highway 20 interchange into the center of Peosta?"



Precedent Imagery



ACTIONS

3. Identify and improve entryways into Peosta.

- Community gateways are transportation routes where most residents and visitors first begin to experience Peosta. Today this includes mostly Peosta Street. In the future, it will also include Cox Springs Road and Burds Road.

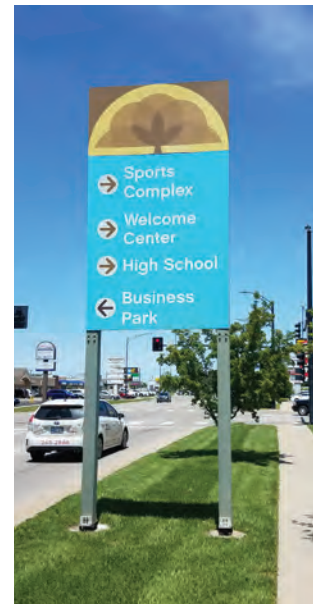
Entryway treatments may consist of:

- › Lighting features
- › Pedestrian routes
- › Landscaping
- › Public art
- › Banners or other community theming

4. Develop a community wayfinding system.

- As more amenities and parks develop in the community, wayfinding signage should direct visitors to destinations.
 - › Locations should be determined by decision points, initial entrances into the community, and at intervals along wayfinding routes.
 - › Signs should have scales for both motorists and pedestrians along critical routes.
 - › The theme for all vehicle and pedestrian scale signage should remain the same, using the Peosta brand, so travelers know they are on the right path when following the procession of sign directions.
 - › Signs should also be located on new trail systems to display destinations within about five miles.

Precedent Imagery



ACTIONS

5. Review all policies, ordinances, and programs for their influence on encouraging or discouraging inclusion and diversity in Peosta.
- How a city administers policies can create a non-visible image of the community. Urban planning, development, and other traditional policies have effects on social diversity. Research shows that some policies still influence diversity and inclusion in communities. For predominantly white communities like Peosta, the effects reduce the ability to grow as an enriching place for all people and backgrounds. Possible actions to promote diversity include:
 - › Adopt a policy to encourage diversity in local government appointments to specific boards and commissions. These policies can relate to gender, race, and ethnicity but allow exceptions for long-standing vacancies, given the City made an active effort to encourage these residents to volunteer.
 - › Seek to offer public events celebrating social and cultural diversity in the community. These could be incorporated into other events and should empower residents with different backgrounds to champion events with the city, assisting with resources.

RESOURCES AND CASE STUDIES

The following list provides some examples and guides for addressing social equity as Peosta growth.

Some may be more applicable as Peosta grows in population.

- <https://www.planning.org/knowledgebase/equity/>
- Social Equity in Dubuque: <https://icma.org/sites/default/files/Advancing%20Social%20Equity%20in%20Dubuque%20IA.pdf>
- Planning for Equity Policy Guide: https://planning-org-uploaded-media.s3.amazonaws.com/publication/download_pdf/Planning-for-Equity-Policy-Guide-rev.pdf
- Age-Friendly Cities: <https://www.aarp.org/content/dam/aarp/home-and-family/livable-communities/2013-12/3-age-friendly-cities-checklist.pdf>

3.3 MOBILITY *FORWARD!*

Cities function with people, buildings, and public spaces. How they interact determines the success of creating a comfortable and attractive community. Moving around by car, bicycle, or foot should connect destinations throughout the community safely and conveniently. Routes should also provide multiple access to high traffic areas like employment centers and schools. Mobility strategies focus on:

- Active Transportation Network – Walking and Bicycling.
- Vehicular Connectivity Network – Driving by car, bus, truck, or any motorized method.

GOALS:

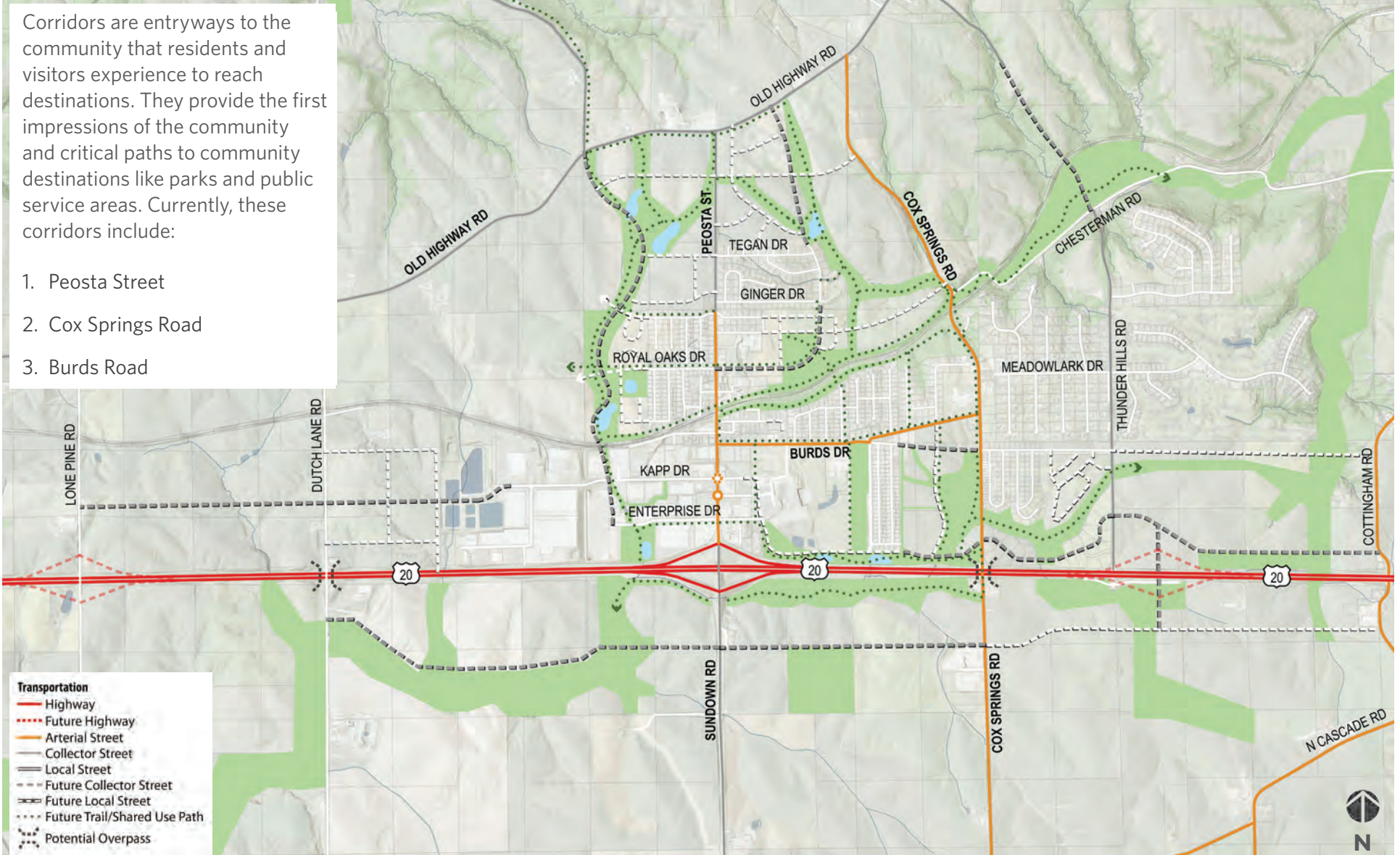
1. Develop a future mobility network that will support desirable patterns of development.
2. Provide a mobility system that is safe, convenient, and connected to destinations with accommodations for all appropriate forms of transportation.
3. Ensure that Peosta's mobility system is adequate to meet the demands placed upon it.
4. Approach barriers proactively where connections are most needed. These barriers include the railroad and high-traffic streets and crossings.

ACTIONS SUMMARY

- | | |
|---|--|
| 1. Implement a landscaping and improvement program for high-profile corridors. | designation and enhancement or off-street trail paths identified in the trails plan. |
| 2. Continue to prioritize projects and establish an annual funding schedule for street repair and maintenance. | 9. Require pedestrian accommodations and on-site sidewalks to entrances in all site designs. |
| 3. Identify a reliable funding source for trail development. | 10. Adopt site plan regulations the require bike paths/trails where aligned with Peosta <i>Forward!</i> Include regulations to install bike parking for specific commercial uses frequented by bicyclists, such as restaurants and community facilities. |
| 4. Use greenways and other natural features as opportunities for trails and connections. | 11. Arterial Streets - Provide dedicated funding sources for development. |
| 5. Require all new collector streets to have complete street components, either upon construction or designed to accommodate in the future. | 12. Arterial and Collector Streets - Acquire right-of-way to expand the arterial and collector street system ahead of development. |
| 6. Require sidewalks on at least one side of all streets in residential subdivisions with densities greater than one unit per acre. | 13. Local Streets - Prohibit developments with only one vehicle/pedestrian access point. |
| 7. Establish a dedicated funding source to address gaps and maintenance of the sidewalk system. | 14. Intersections. Enhance pedestrian connections across arterial and collector streets. |
| 8. Retrofit existing corridors for pedestrian and bicycle transportation through route | |

High-Profile Corridors

Figure 3.3.1: Future Transportation Network



ACTIONS

CORRIDORS

Streets are Peosta’s largest public land resource and should reflect a positive image and pride throughout the community. Streets provide the first impression for many visitors and have a daily impact on how residents view their community. Landscaping, street furniture, public art, and other attractive street features should be considered an investment in community character and a tool to promote tourism and economic development.

1. Implement a landscaping and improvement program for high-profile corridors.
 - › See Action 3 under placemaking and image
 - › Fill sidewalk gaps
2. Continue to prioritize projects and establish an annual funding schedule for street repair and maintenance.

TRAILS









Off-street trails and paths should be an economic development tool as well as a route between destinations. Opportunities for trails should be evaluated in all new development proposals that fit within the larger community trail plan.

3. Identify a reliable funding source for trail development.
4. Use greenways and other natural features as opportunities for trails and connections (see Chapter 3.7 for full details of the system).

Figure 3.3.2: Survey Response - "On a scale of 1 to 5 (1 being poor and 5 being excellent), please rate traffic speed and safety conditions on the following Peosta streets for all users. (walking, biking, driving)"



Top and Bottom Two Rated Pedestrian and Bicycle Facilities in Peosta

Top Two	Access to Community Centre and Ball Fields	 51%	23% 
	Access to Peosta Elementary School	 50%	24% 
Bottom Two	Overall Sidewalk and Pathway System	 19%	56% 
	Connectivity to the Heritage Trail	 6%	83% 

ACTIONS

STREETS FOR ALL USERS

Streets should accommodate multiple modes of transportation, including walkers and bicyclists. Multi-modal features include sidewalks, bicycle lanes, pavement markings, signage, ADA accessible sidewalks, and traffic calming. Streets should provide a sidewalk on at least one side of new local streets and both sides of new arterial and collector streets.

5. Require all new collector streets to have complete street components, either upon construction or designed to accommodate in the future.
6. Require sidewalks on at least one side of all streets in residential subdivisions with densities greater than one unit per acre.
7. Establish a dedicated funding source to address gaps and maintenance of the sidewalk system. Focus areas include:
 - › Arterial and collector streets.
 - › Areas within a quarter-mile of schools or parks
8. Retrofit existing corridors for pedestrian and bicycle transportation through route designation and enhancement or off-street trail paths identified in the trails plan. Priority corridors include:
 - › Enterprise Drive
 - › Burds Road
 - › Old Highway Road
 - › Cox Springs Road

Precedent Imagery



Flashing crossing signs near schools and parks



Fencing and crossing barriers at railroads



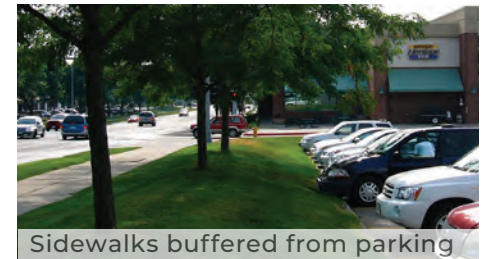
High-visibility crossing on arterials



Rest areas along high-use paths



Sidewalks buffered from streets



Sidewalks buffered from parking



Sidewalk gap on one side of Burds Road

ACTIONS

PRIVATE DEVELOPMENT

9. Require pedestrian accommodations and on-site sidewalks to entrances in all site designs.
10. Adopt site plan regulations that require bike paths/trails where aligned with *Peosta Forward!* Include regulations to install bike parking for specific commercial uses frequented by bicyclists, such as restaurants and community facilities.

CONNECTIVITY

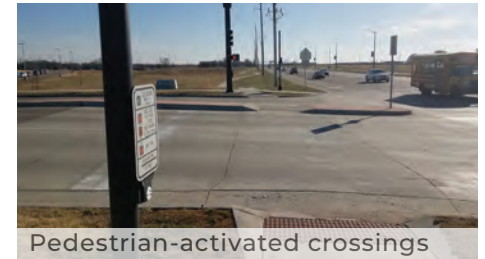
To the extent practical, new streets should provide a second access to the development. A well-connected transportation network reduces traffic by enabling pedestrian and bicycle trips while improving the community's ability to provide emergency services. Single access cul-de-sacs should not occur unless environmental factors preclude other options.

11. Arterial Streets - Provide dedicated funding sources for development.
12. Arterial and Collector Streets - Acquire right-of-way to expand the arterial and collector street system ahead of development.
13. Local Streets - Prohibit developments with only one vehicle and pedestrian access point.
 - › Exceptions should only happen to protect environmental features and where shown on the Future Land Use Map.
14. Intersections. Enhance pedestrian connections across arterial and collector streets. Priority connection improvements include:
 - › Railroad crossings at Peosta Street and Cox Springs Road
 - › Belo Drive and Burds Road
 - › Maple Ridge Street and Burds Road
 - › NICC Drive with a potential future trail connection to the north
 - › Enterprise Drive and Peosta Street

Precedent Imagery



Pedestrian network through parking lots



Pedestrian-activated crossings



Pedestrian-activated stop



Pedestrian-activated stop



High-visibility crossings at trails



Neighborhood connectivity

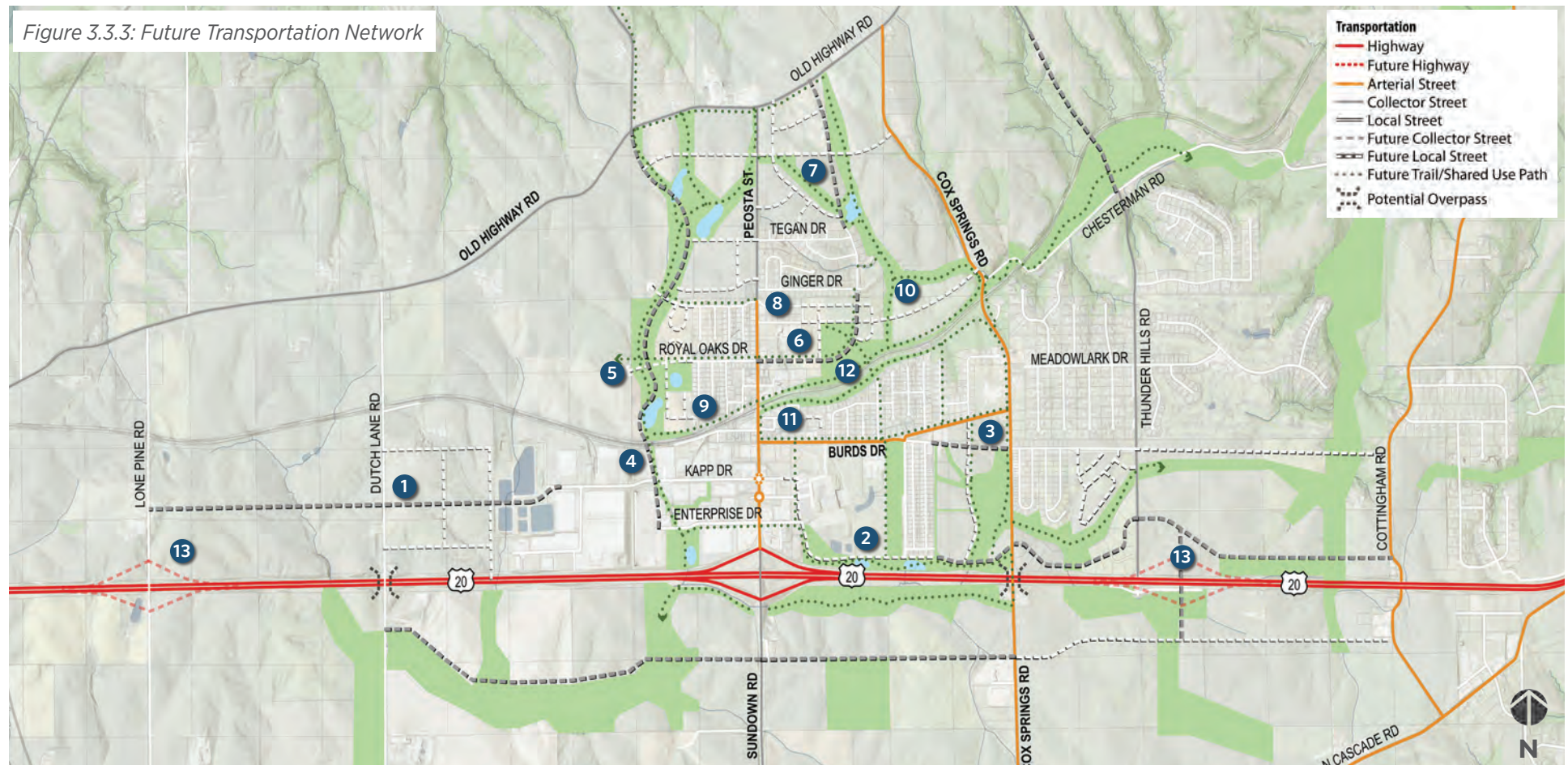


Current lack of parking lot buffer from sidewalk on Burds Road.

Critical Projects for Connectivity

1. Extension of Kapp Dr west to Dutch Land Rd
2. A new frontage road that extends east from Enterprise Dr to Thunder Hills Rd
3. Extension of Belo Dr east to connect with Cox Springs Rd
4. A new north-south corridor, extending from Enterprise Dr in the industrial park, north through undeveloped areas to Old Highway Rd
5. Continued extension of Royal Oaks Rd to the west with development
6. Extension of Royal Oaks Rd to the east from Peosta St to connect to the north with Tegan Dr
7. Extension of Tegan Dr north to Old Hwy Rd
8. Extension of Cashel Dr to the east and west with development
9. Extension of Melinda Dr to the west with development to connect with Dutch Land Rd
10. An extension of Lara Dr or another street to the east to connect with Cox Springs Rd
11. Brady St to connect with Burds Rd to the south
12. A pedestrian and bicycle grade-separated crossing at the railroad at Maple Ridge St north to new development areas
13. Interchange around Thunder Hills Rd and/or Lone Pine Rd (long-term, Iowa DOT jurisdiction)

Figure 3.3.3: Future Transportation Network



3.4 LIVING FORWARD!

Peosta has a quality housing stock and healthy demand for new housing. Meeting that demand with a range of affordable options supports economic efforts and is fundamental to providing safe and affordable workforce housing.

Needs and Priorities

A housing study completed in 2020 provides the data and recommendations to incorporate into Peosta *Forward!* The population forecast, recent construction activity, and assumptions about people per household generate a ten-year overall housing demand. A 4% growth rate for Peosta generates annual average housing production of about 35 units per year over ten years. This level maintains Peosta's 16% current share of Dubuque County's urban housing production.

GOALS:

1. Provide attainable residential opportunities for a complete life cycle of residents.
2. Create a new, planned central district(s) that can provide a place for more diverse housing types while avoiding conflicts created by perceived impacts on existing neighborhoods.
3. Build a community by providing the connections that link neighborhoods together and to major community destinations.

ACTIONS SUMMARY

1. Participate in public improvement financing calibrated to specific objectives.
2. Identify and implement sites that support diverse mixed density and mixed price housing that will avoid perceived land use conflicts.
3. Administer the Future Land Use map formed during the Peosta *Forward!* community process.
4. Form partnerships with local development corporations to execute projects consistent with community objectives.
5. Complete a demonstration project to show the success of new housing types to the community.
6. Require features in low-density developments that create a sense of community.
7. Balance urban to rural character with growth.

ACTIONS

1. Administer the Future Land Use map formed during the Peosta Forward! community process.
2. Participate in public improvement financing calibrated to specific objectives.
 - › Use an infrastructure “bank” for front-end financing, special assessments, or TIF to reduce private financing risk and exposure.
 - › The amount of assistance to a project should relate to the amount of housing in targeted price ranges needed in Peosta.

Figure 3.4.1: Survey Response - "How important is each to satisfy housing demand in Peosta?"



ACTIONS

3. Identify and implement sites that support diverse mixed density and mixed price housing that will avoid perceived land use conflicts. Such a concept could include:
 - › A planned central district, integrating a community park, trails, limited commercial, and a variety of “missing middle” development types.
 - › Gaps or underused sites in the area near the Peosta Street roundabout.
 - › Redevelopment sites in the original Peosta town plat where the oldest buildings are located.
 - › Potential mixed-use corridors like Sundown Road.
 - › Predesignated sites in new subdivisions.
4. Form partnerships with local development corporations to execute projects consistent with community objectives. A partnership could help garner:
 - › Local support - financial and marketing.
 - › Employer assisted housing. Options include a local development corporation that builds housing, financing participation, down payment assistance for workers.
 - › Collaboration with ECDC to consider establishing a shared equity program (rents on a unit generate equity to provide the down payment).

Precedent Imagery



2. Example: Somerset, Ames Iowa

ACTIONS

5. Complete a demonstration project to show the success of new housing types to the community. Opportunities include:

- › Work with a development-oriented local owner of a unified property on a unique legacy project to Peosta.
- › Identify underused or available properties in potential redevelopment areas. Then commission test-fit development concepts to demonstrate benefits to owners.
- › Consider reuse of surplus public lands or public sites that may become available following replacement projects to solicit proposals for a missing housing type.
- › Consider incentives for a demonstration project with a private developer to show demand.

6. Require features in low-density developments that create a sense of community.

- › Reserve acreage development to areas outside of the urban reserve district on the Future Land Use Map.

7. Balance urban to rural character with growth.

- › Many in the Peosta *Forward!* process recognized the growth potential but want to respect the smaller town feeling of Peosta today. Areas between Peosta and Dubuque, like the Thunder Hills Country Club area, have larger, more rural residential lots. However, it is foreseeable that Dubuque and Peosta city limits will merge in the future. Managing the character of a small town requires proper design and connections, as illustrated under the Future Land Use map districts.

Relevant Development Types



Shared Equity Housing, Omaha



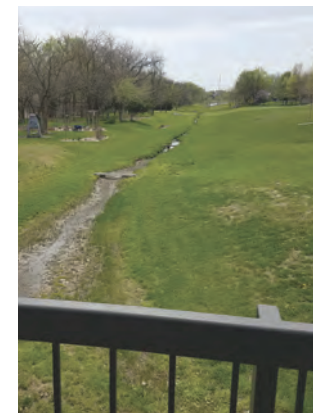
Small Lot Single-Family, Blue Springs, MO



Senior Housing Village, Omaha



Townhouses near St. Louis University



3.5 ECONOMIC DEVELOPMENT FORWARD!

“Economic development” is the term used to describe efforts used to capture a larger share of the economy. An economic development strategy is a holistic effort to improve the community, to install the required groundwork to enable development, and to retain existing businesses while incubating new businesses and recruiting outside ventures.

GOALS:

1. Encourage creating a diverse, year-round economy to attract and retain employment, young professionals, entrepreneurs, and businesses.
2. Use all elements of *Peosta Forward!* as an economic development tool important for business and workforce attraction and retention.

ACTIONS SUMMARY

1. Review zoning and building codes to identify conflicts or areas that may lack clarity and lengthy review processes. Revise regulations to align with *Peosta Forward!* and to be easily understood for developers and business owners.
2. Assign a staff contact as a new business liaison to assist with business development or partner/form an organization to handle such matters. The lead could be a new chamber organization or a local economic development group.
3. Apply development and redevelopment incentives to encourage development consistent with the Future Land Use Plan.
4. Follow the recommendations of the Future Land Use plan, transportation plan, and growth area investments.
5. Ensure that all traditional infrastructure is provided and kept in good repair to offer a high service level to current and future businesses. Support the industrial park expansion and shovel-ready sites for new industrial uses.
6. Use the recommendations of the 2020 Housing Study to increase workforce housing opportunities in Peosta. Finish a redesign of the City website.
7. Work with a newly formed chamber or economic development group to create a community marketing plan.

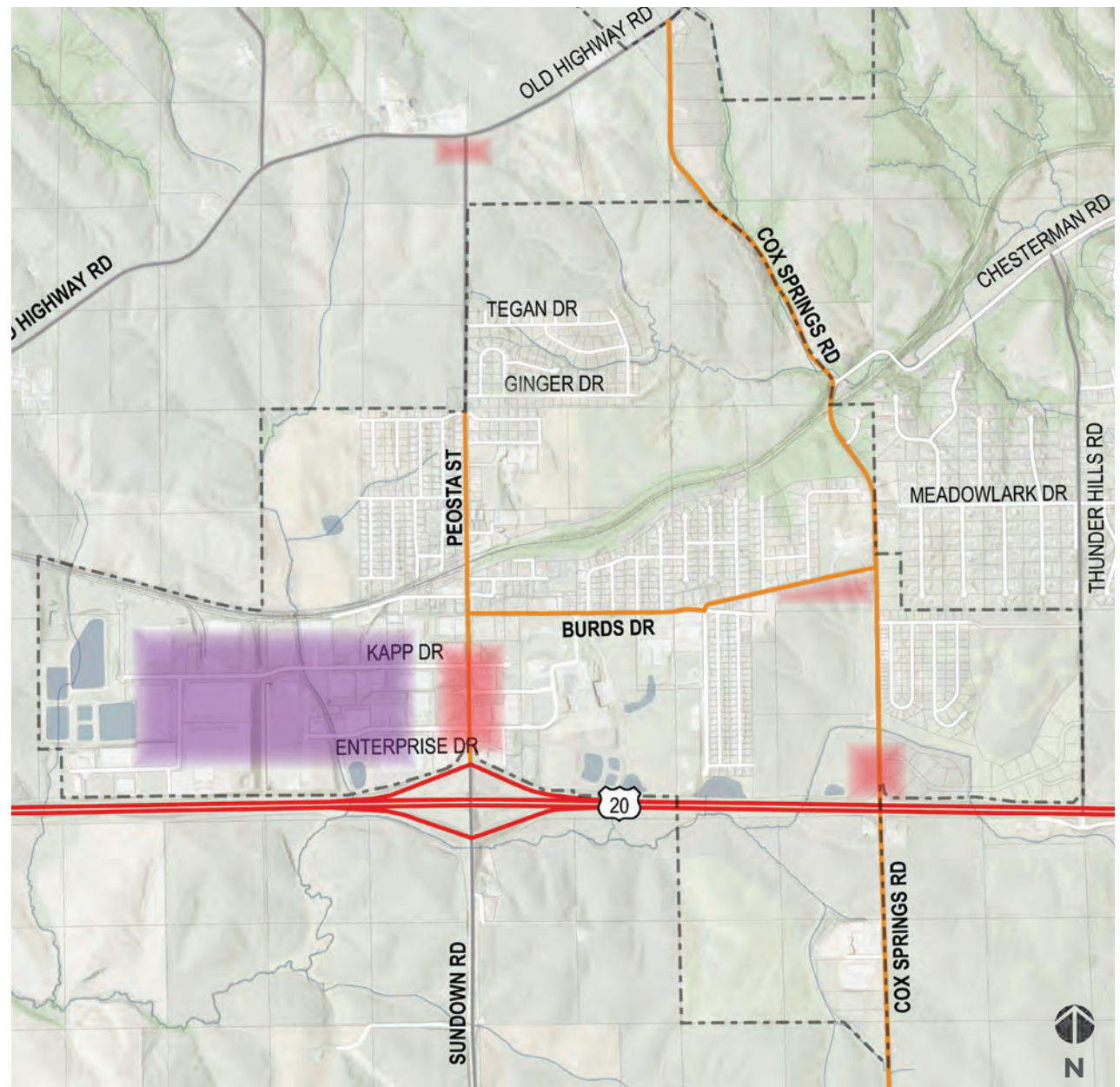
TARGET AREAS

Dubuque and its market reach directly influence Peosta. Most Peosta consumers in the short-term will be residents, in-commuting employees, and travelers passing along Highway 20. However, the tourism draw and market reach of Dubuque are an immense opportunity for Peosta to foster new commercial businesses like local restaurants, breweries, hospitality, or regional services.

Figure 3.5.1 shows areas of prime economic development potential.

- **Peosta Industrial Park.** Peosta has a robust industrial base and should provide adequate space for growth in these sectors.
- **Cox Spring Road and Highway 20.** A highly visible location approaching Peosta from Dubuque is regionally significant but also unique to Peosta.
- **Cox Springs Road and Burds Road.** The area is an intersection of neighborhoods and an intersection that will see increases in traffic volume. A commercial node of neighborhood and community scale is feasible and desired.
- **Peosta Street Corridor.** The main entryway into the city will continue to build out with a mix of uses that grow the economic base of Peosta.
- **Peosta Street and Old Highway Road.** A community node for long-term development that serves northern neighborhoods.
- **Royal Oaks Drive Town Center.** A node in northern Peosta that would function as a community and neighborhood center for retail, services, food, and a mix of other uses.

Figure 3.5.1: Economic Development Opportunities



ACTIONS

Peosta is an up-and-coming market for new business investment. For Peosta, an economic development strategy can focus on:

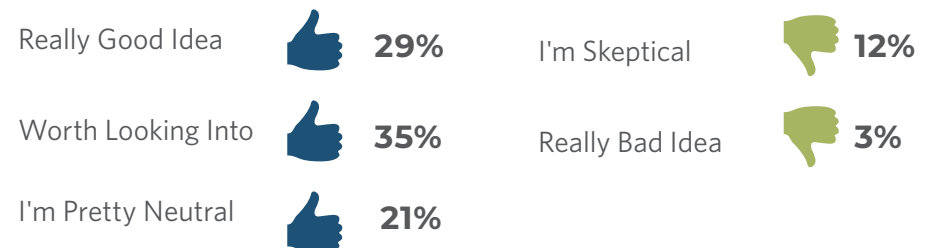
Business Friendly Policies. An assortment of government policies, quasi-public recruitment efforts, and initiatives designed to encourage and support the development or placement of new businesses.

1. Review zoning and building codes to identify conflicts or areas that may lack clarity and lengthy review processes. Revise regulations to align with *Peosta Forward!* and to be easily understood for developers and business owners.
2. Assign a staff contact as a new business liaison to assist with business development or partner/form an organization to handle such matters. The lead could be a new chamber organization or a local economic development group.
3. Apply development and redevelopment incentives to encourage development consistent with the Future Land Use Plan.

Figure 3.5.2: Survey Response - "Please rate the following economic development factors in Peosta."



Figure 3.5.3: Survey Response - "What do you think of the idea of a new town center at a location in Peosta?"



ACTIONS

Infrastructure Investment. The improvement of infrastructure to make Peosta an appealing site of economic development. This can be extending infrastructure to a development site or financial incentives to a private business for site preparation.

4. Follow the recommendations of the Future Land Use plan, transportation plan, and growth area investments. (Chapter 3.1 and 3.3)
5. Ensure that all traditional infrastructure is provided and kept in good repair to offer a high service level to current and future businesses. (Chapter 3.6)
6. Support the industrial park expansion and shovel-ready sites for new industrial uses.

Housing Development. The workforce in the region is limited. The ability to find employees for retail and service positions relies on affordable housing for this workforce.

7. Use the recommendations of the 2020 Housing Study to increase workforce housing opportunities in Peosta. (Chapter 3.4 and sidebar)

Community Marketing. Peosta is forming its brand. Community entryway signs, a logo, and a new website design all set the stage for a more considerable community marketing effort to businesses beyond Dubuque County.

8. Finish a redesign of the City website.
9. Work with a newly formed chamber or economic development group to create a community marketing plan.

A Note on Workforce Development:

Retiring baby boomers and decreasing interest by young people in the skilled trades warrants public sector action for the labor supply to meet housing demand. A workforce development program can market the career satisfaction and economic rewards that the construction industry offers young people. This does not only include needs in the construction industry, but also skilled manufacturing. Partners in the program may include:

- **Community Colleges.** Community Colleges offer a variety of programs for students to gain experience and complete hands on projects in the building trades. The ability to retain these students in the region after graduation can be achieved by developing internships while they are in school and creating communities with the desirable amenities younger populations desire.
- **Area School Districts.** Many school districts over the years have moved away from traditional building trade classes and focused more on college preparation. With the demand for skilled trades people this trend should shift but will need support from the broader community. Working with the school districts, programs should be put in place that include architecture and drawing, focuses on English/communication and math learning, construction skills, and business education.
- **The Building/Manufacturing Community.** Through internship programs students can learn first-hand experience. An introduction session may need to be developed that prepares students for their internships to create an asset to the builders rather than a burden.
- **Cities, County, and Private Sector.** Through risk sharing, resources, funding, and internships, all of these groups should play a role in expanding the area's workforce.

3.6 COMMUNITY FACILITIES FORWARD!

Community facilities provide spaces for people to gather, recreate, and enjoy Peosta. However, many facilities are critical to a functioning city, including streets, utilities, water management, and other infrastructure.

GOALS:

1. Provide public services that balance cost efficiency and service level so that service does not decrease with population and land growth.
2. Ensure land use and transportation patterns that support the efficient and cost-effective delivery of emergency services.
3. Strengthen existing public facilities and infrastructure strategically to encourage private sector investment, reinvestment, and high quality of life, including benefits for all ages and abilities.
4. Proactively research and plan for technological advancements in city development such as fiber optic, wireless communications, driverless cars/freight, and other unknown possibilities as of 2020.

ACTION SUMMARY

1. Use the Future Land Use Plan to study long-range service areas for utilities and facilities.
2. Budget to maintain all facilities in a good state and to adapt existing facilities to changing needs.
3. Partner with the school district where sharing facilities and services can benefit students and citizens.
4. Complete and implement a stormwater study.
5. Adopt stormwater best management practice regulations to help protect residents and property owners from floods or water events.
6. Evaluate and plan for opportunities to incorporate renewable energy sources into Peosta's public facilities.
7. Evaluate the need, location, and functional suitability for public buildings.

ACTIONS

1. Use the Future Land Use Plan to study long-range service areas for utilities and facilities.
2. Budget to maintain all facilities in a good state and to adapt existing facilities to changing needs.
3. Partner with the school district where sharing facilities and services can benefit students and citizens.
4. Complete and implement a stormwater study.
5. Adopt stormwater best management practice regulations to help protect residents and property owners from floods or water events.
6. Evaluate and plan for opportunities to incorporate renewable energy sources into Peosta's public facilities.
7. Evaluate the need, location, and functional suitability for public buildings. Critical projects in the planning horizon include:
 - › Highway 20 lift station upgrade
 - › Street Replacement Plan
 - › City Hall expansion or relocation

Resources

To implement many of the objectives described in the plan, the City will need to consider a mixture of funding sources. A list should be reviewed and modified each fiscal year with new opportunities added and outdated sources removed. Chapter 3.7 offers some funding opportunities that pertain to parks and trails.

3.7 PARKS AND RECREATION *FORWARD!*

This section provides a complete Parks Master Plan for the City of Peosta, including implementation and phasing. It can be pulled out separately, and thus, some information is duplicated from previous chapters.

Parks, green spaces, and trails are a high priority for anyone looking to move to a community. For Peosta, there is room to grow in terms of park facilities and locations.

Note, Chapter 3.3 shows the active transportation network in full detail. This chapter focuses on the character and design elements of the trail system.

GOALS:

1. Provide park facilities and recreation services accessible to Peosta's growing population.
2. Identify and establish an interconnected network of natural areas that provide recreation options and protect natural resources.

INTRODUCTION

Peosta's proximity to Dubuque, Highway 20, and its large industrial park has driven rapid growth in recent years. The City's low tax rates and generally high median home value have been attractive to new residents. However, as the community has grown, a need for a community-wide master parks plan has emerged.

Currently a city of just under 2,000 people, growth projections show, conservatively, that Peosta's population will more than double to approximately 5,000 people in the next 25 years. Significant investments have been made in the infrastructure that supports the community, but if growth projections are to become a reality, it will require the City to offer a whole range of amenities to residents to maintain its appeal, especially including trails and parks that are available and usable for all residents.

The National Recreation and Park Association (NRPA) indicates that a benchmark standard is 12 to 16 acres of park and trail land per 1,000 citizens of a community of this size (with significant variables including geographic location, amenities offered, and the net amount of programmed space). While Peosta technically owns approximately 35 acres of what could be called parkland, 18 acres of that land is dedicated to baseball and softball fields with specific, limited uses. Effectively, Peosta's current parkland is the 17 acres comprising Kelly Oaks Park. To align with best practices, remain attractive, and elevate the quality of life for current residents, this Master Plan targets the acquisition and development of 72 to 80 acres of park and recreation space available to the projected 5,000 Peosta community members. As the city grows its infrastructure network, there is also an opportunity to leverage stormwater management facilities to create additional park space.

This master planning project kicked off in the fall of 2020 with a November design work session in conjunction with the Comprehensive Planning effort. A steering committee of 15-20 community citizens and leaders led the process of developing plan ideas. The City Administrator and City Council reviewed recommendations and made final decisions. The planning team examined the existing parkland, surveyed community members for their input, raised issues and prompted discussions, and facilitated group planning sessions. During these work sessions, several themes emerged from their feedback, and reinforced by the public input, including a signature park and an expanded trail network.



EXISTING PARKS

Two areas in Peosta currently exist as parkland/recreational space for residents.

Kelly Oaks Park

Kelly Oaks Park encompasses approximately 17 acres of the northeast portion of Peosta, along Cox Springs Road. A disc golf course is the primary feature of this mostly undeveloped, open parkland, along with a small gravel parking area.



A.J. Spiegel Park

While not parkland per se, the A.J. Spiegel Park area includes six ball fields: a regional semiprofessional field and several community and practice fields. While these lands provide recreational space, they do not feature the services and amenities that would generally be defined as park areas in a community of this size.



PUBLIC INPUT

The Peosta *Forward!* public survey, returned by over 210 Peosta residents, gave planners illuminating input to draw on. Connectivity emerged as residents' highest priority. In a community with essentially just one sidewalk, 87% of respondents said that "more complete sidewalks and trails" would improve or greatly improve the quality of life in Peosta. Closely following this priority were "a new central park," "new recreational facilities," and "more community gathering space." Residents want their city to provide and promote parks and recreational amenities.

Community members were especially excited about the following types of services and amenities:

- Splash pad and water play
- Pavilions and gathering areas
- Natural playscape
- Gathering shelters
- Passive natural areas
- Ponds or access to fishing
- Greenways with trails
- Playgrounds



Splash Pad Example

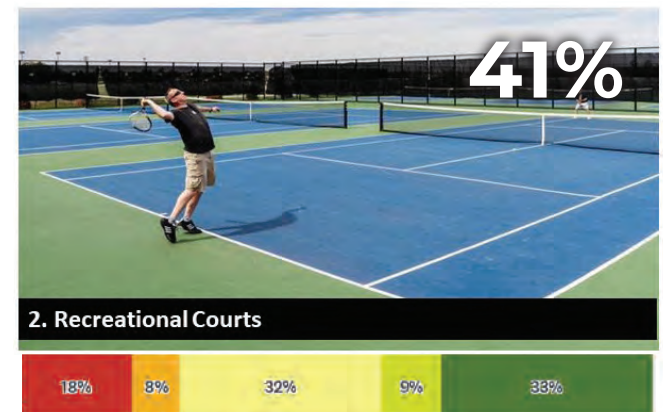
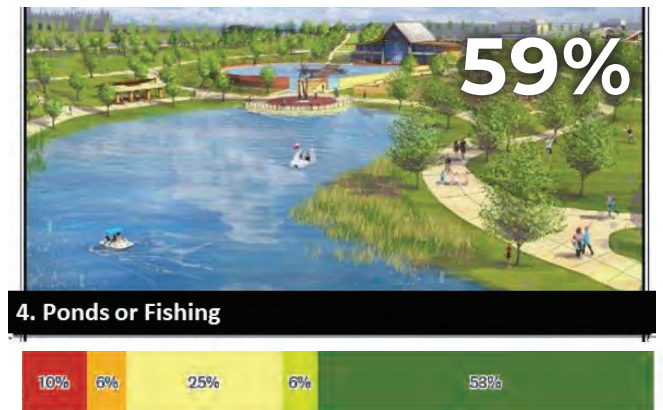
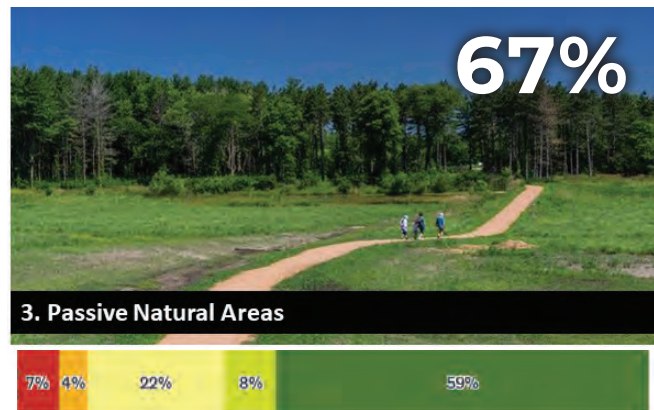
connectivity keeping Shelter path walking fields Park
green space Bike areas Pool Natural Trails
Splash pad water Walking trails access
Splash pad Gathering playground adaptive
Greenways trails nature Safety Connecting

"Please rate the images below on how much you'd like to see them in Peosta. Be careful to focus on the overall theme, and to ignore minor details such as the type of plants."



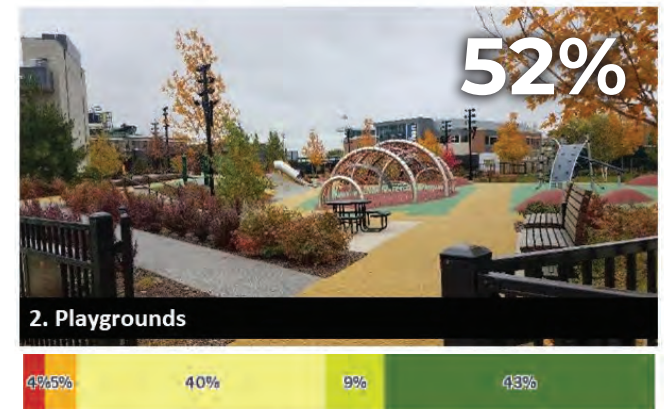
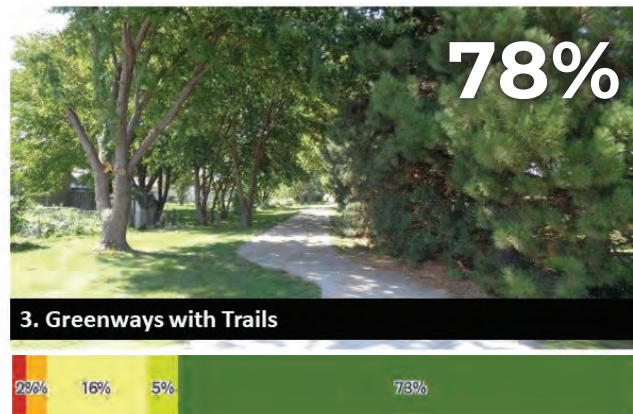
■ No Thanks
■
■
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■ Love It!

"Please rate the images below on how much you'd like to see them in Peosta. Be careful to focus on the overall theme, and to ignore minor details such as the type of plants."



■ No Thanks
■
■
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■ Love It!

"Please rate the images below on how much you'd like to see them in Peosta. Be careful to focus on the overall theme, and to ignore minor details such as the type of plants."



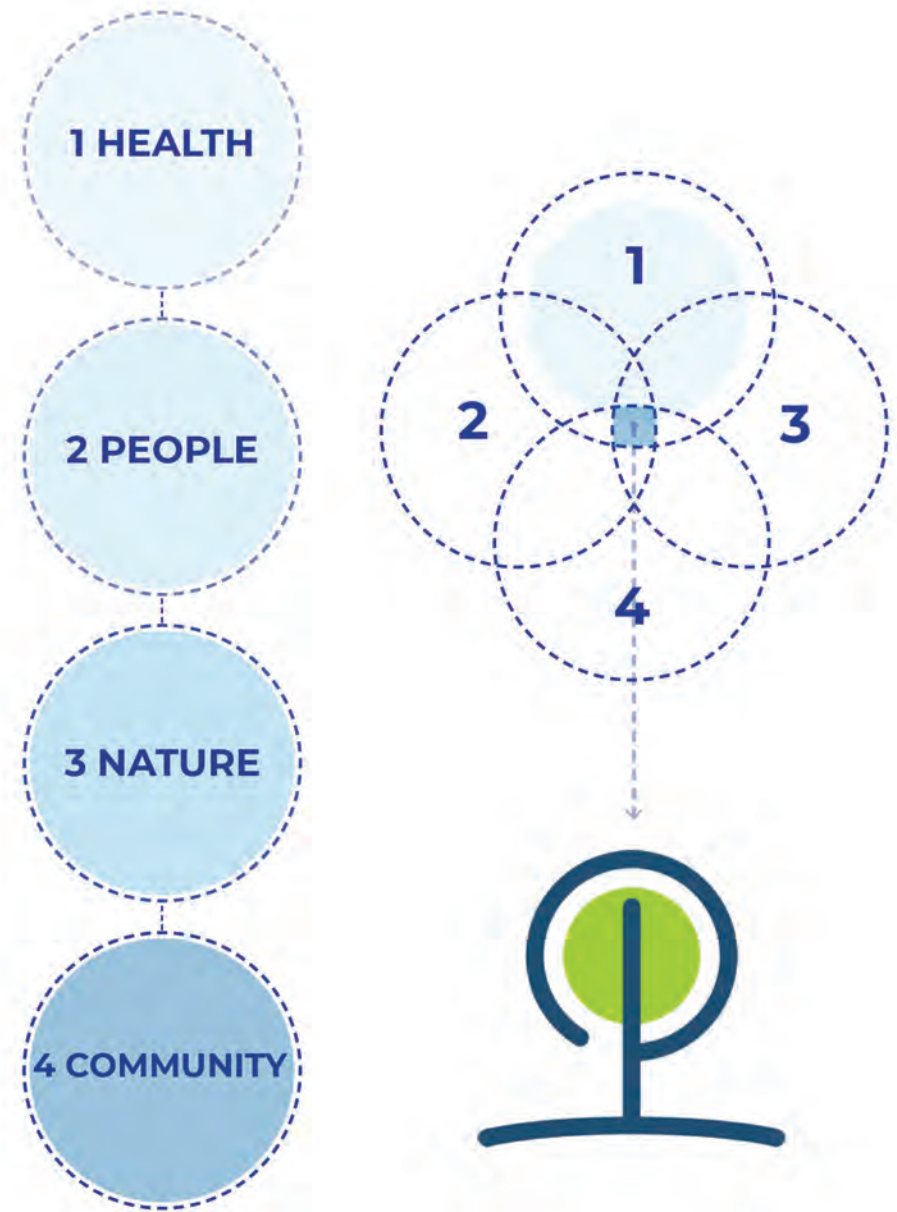
■ No Thanks
■ Not Sure
■ Like It
■ Love It!

THE VISION

Peosta is well-positioned as a center for industry, sitting at the juncture of the Little Maquoketa watershed to the north, Whitewater Creek to the south, and the south fork of Catfish Creek to the northeast. This unique geographic location provides a golden opportunity for the City to leverage its natural landscape, creating a community of greenways.

As this Master Plan developed, planners articulated a threefold vision for Peosta over the next 20 years:

1. "An active city focused on the health and wellbeing of its citizens"
 - › Trails, enhanced recreation, and quality open spaces help foster a community that is active and connected.
2. "A braided city of parks, neighborhoods, and people"
 - › Greenways connect neighborhoods and social centers, creating opportunities for physical, mental, and social health while stewarding the natural resources.
3. "A community connected to its natural resources"
 - › Using the natural topography as a key planning element, avoiding sensitive areas, and embracing a stewardship approach to stormwater management will help define the City and its brand.



PROPOSED PEOSTA PARKS MASTER PLAN

In keeping with the established Vision and in response to the priorities shared in the public survey, planners took the opportunity to devise a network of greenways connecting all areas of the community. This Master Plan coordinates proposed future land uses and greenway systems

to maximize the intrinsic value of life in Peosta and to preserve property values for those who will step forward to develop the area. Care for environmental factors such as floodplains, soil conditions, and stormwater management are woven throughout the plan, enhancing its usefulness as a road map for developing places for Peosta residents to relax and be active outdoors.



A NOTE ABOUT FLOOD PLAINS

Flood plain areas can involve higher costs for residential, retail or industrial development; however, they provide excellent opportunities for locating a connected greenway system throughout the community. Planners were cognizant of the multiple environmental, economic, and quality-of-life benefits to Peosta of creating a system of greenways and parks that manage stormwater, add beauty and amenities to the community and make productive use of floodplain areas.

Figure 3.71: Peosta Floodplain Map



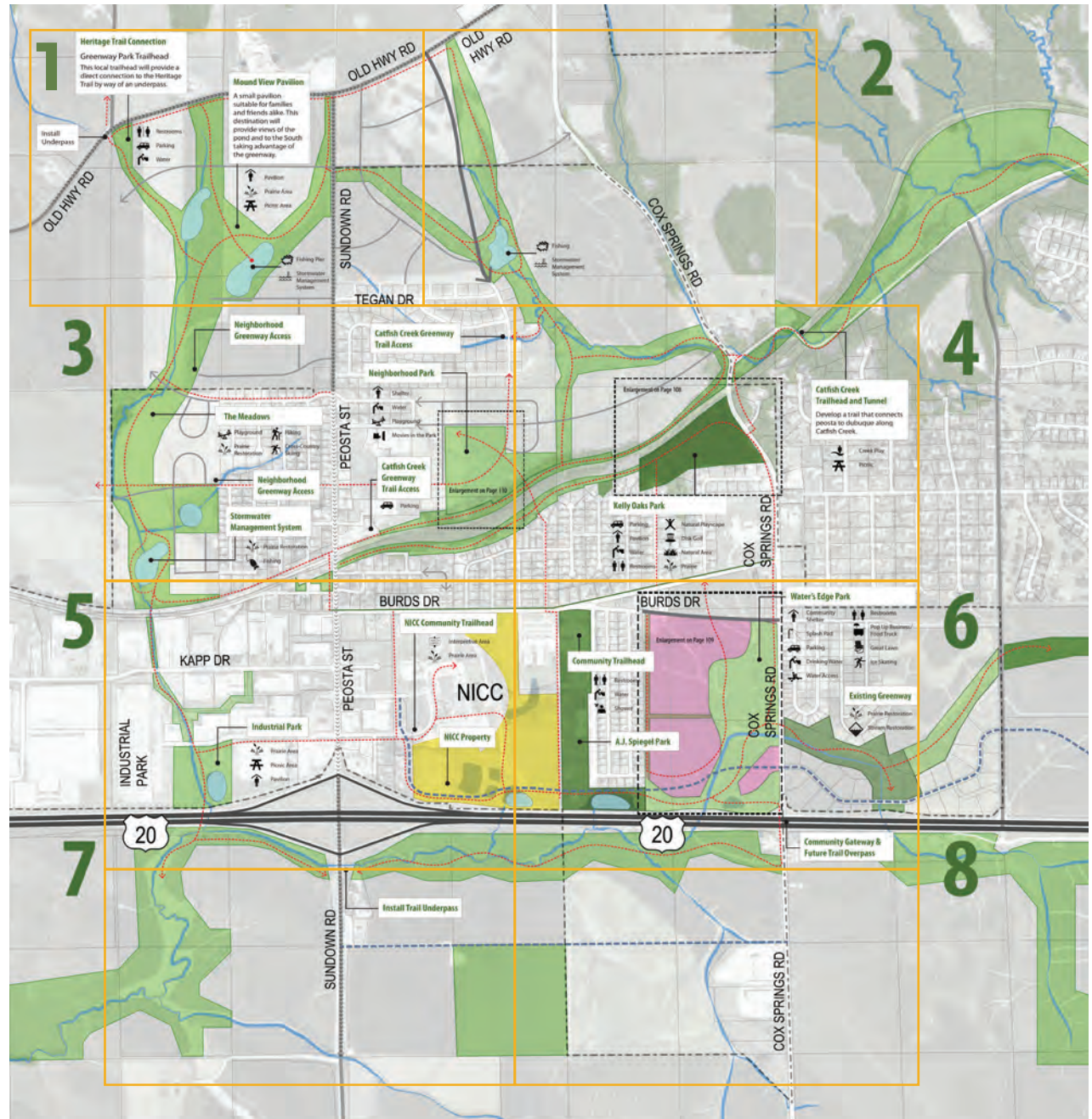
Figure 3.7.2: Peosta Hydric Soils (green) and Floodplain (blue) Map

The Peosta Parks Master Plan focuses on including these key amenities throughout the proposed system of greenways and parks:

- Trails (regional connectivity)
- Splash Pad
- Water Access & Fishing
- Wetlands/Stormwater Management
- Natural Planting
- Pavilion Structure
- Key Parking Areas
- Boardwalks
- Moments of Respite

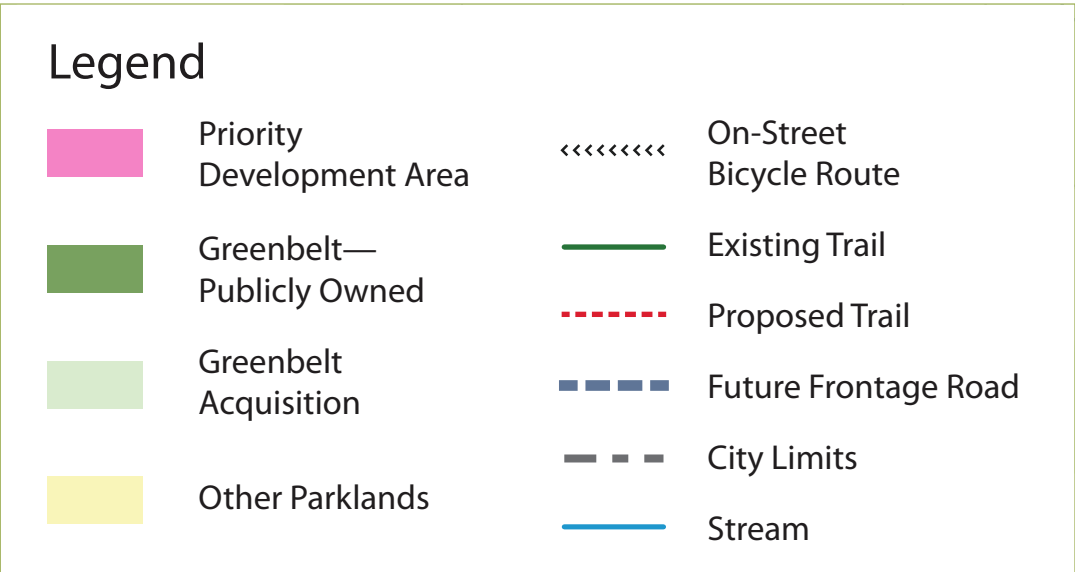
The following pages illustrate the overall parks master plan in more detail. Key program elements have been identified in relation to the existing or proposed land use noted within the Comprehensive Plan (see Chapter 3.1).

Figure 3.7.3: Parks Master Plan



TILE 1

Tile 1's area is primarily residential and will introduce what may be known as "Greenway Park" with an underpass at Graf Road and an area that can serve as a trailhead for the park system and a long-term connection to Heritage Trail. A pavilion is planned with space for 5 to 10 people, which will allow small groups to rest or picnic and take advantage of the beautiful views. A 4- to 6-acre fishing pond (also part of the City's stormwater management system) will enhance the neighborhood.



1" = 500 feet

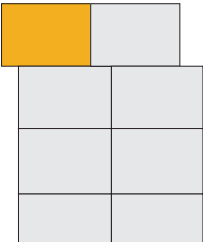
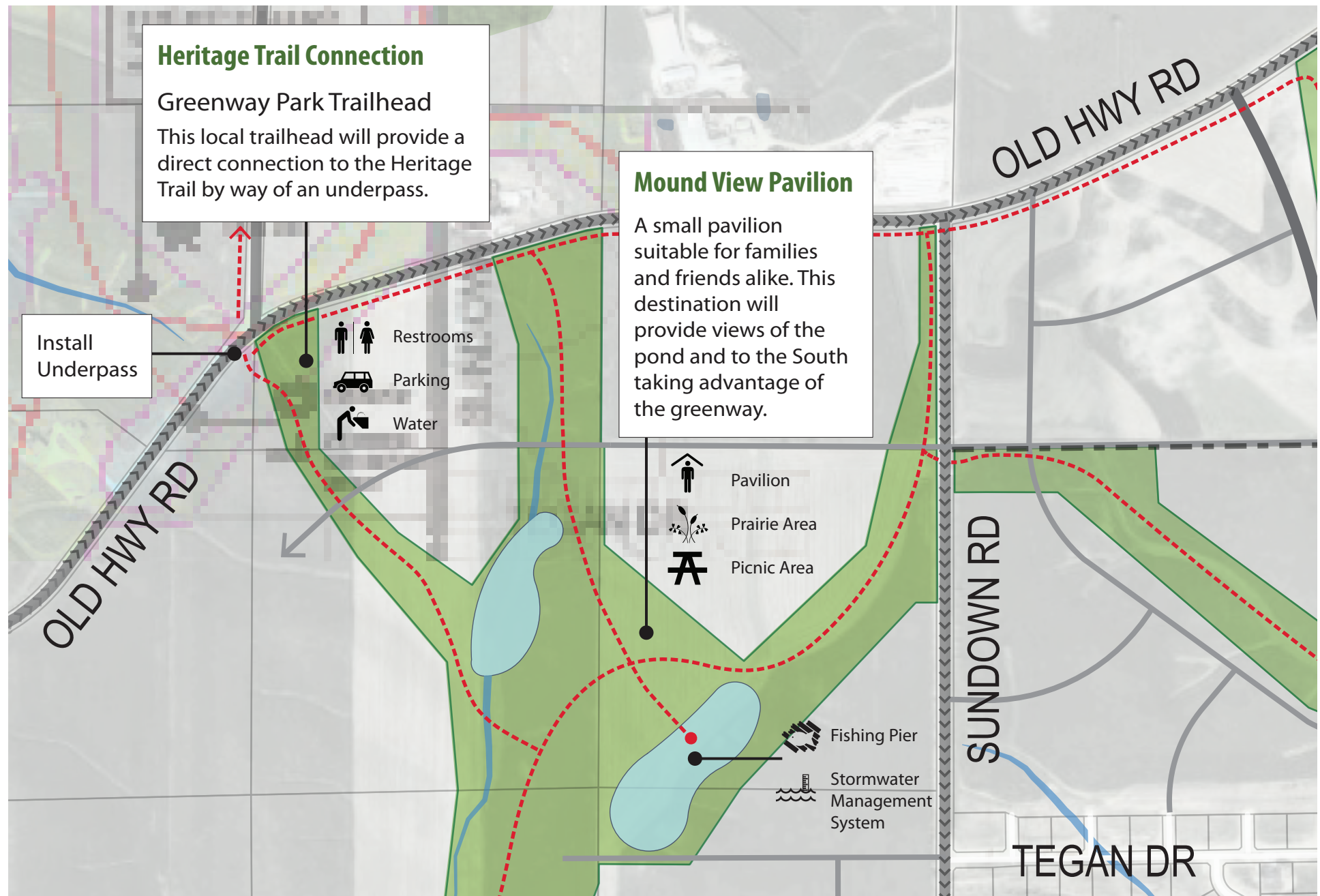
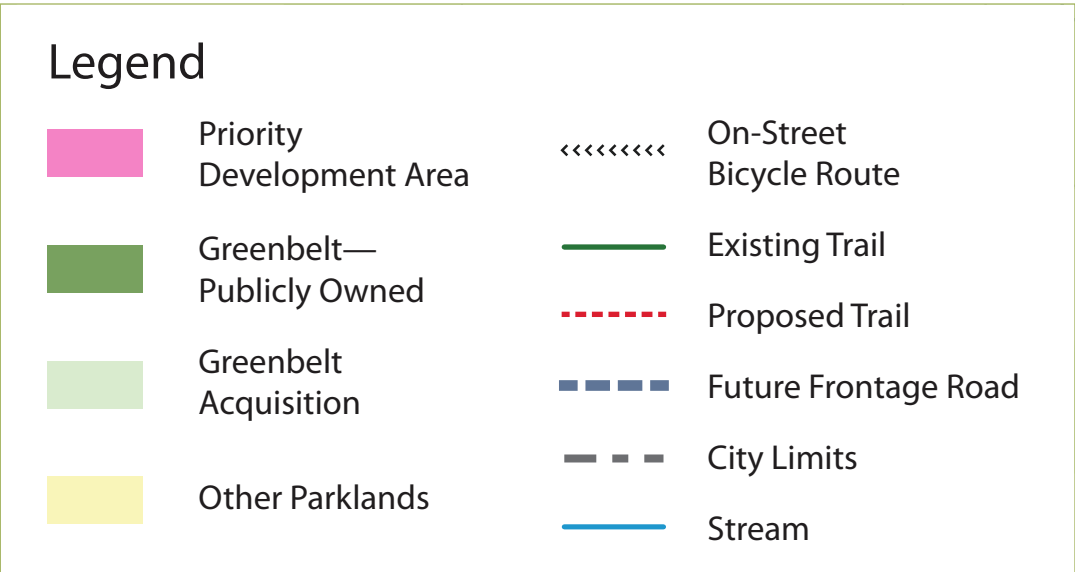


Figure 3.7.4: Parks Master Plan Tile 1



TILE 2

This area is prime for potential land acquisition in advance of development and future community growth. This plan proposes the acquisition/purchase of low-lying/flood-prone/wet areas and converting them to greenways or parkways. A meadows area of the Greenway will include a playground, prairie restoration, hiking trails, and possible cross-country skiing paths, with connections to the surrounding neighborhood.



1" = 500 feet

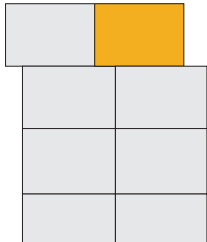
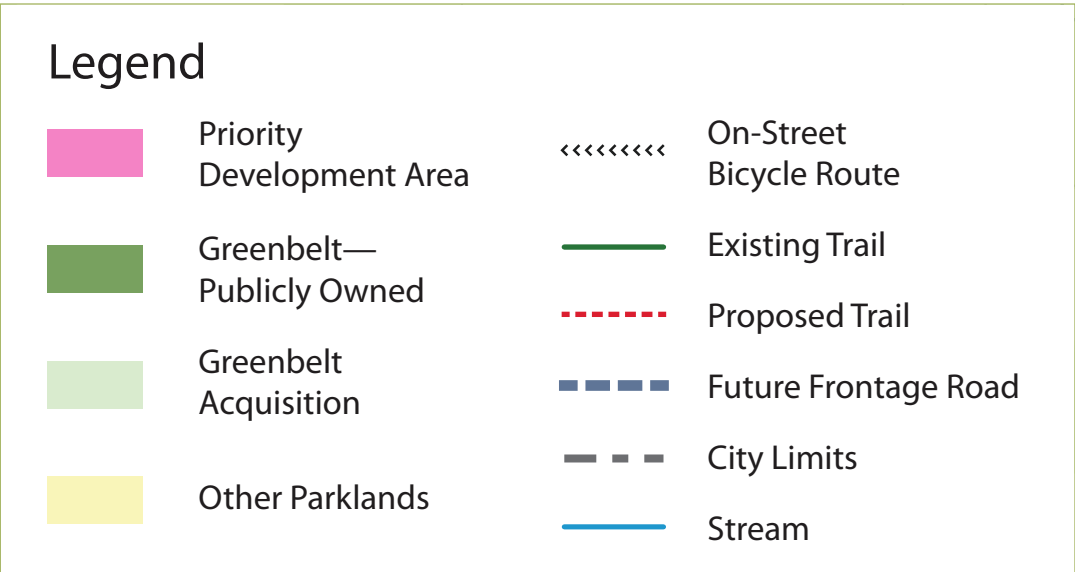


Figure 3.7.5: Parks Master Plan Tile 2



TILE 3

With good connectivity into retail areas in this section, a new pavilion will be added on the south side of the industrial park, creating opportunities for employees to escape or recharge during the day. Considerations should be given to naturalize the turf areas along Highway 20 in keeping with the City's emerging image/brand.



1" = 500 feet

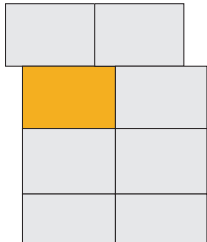
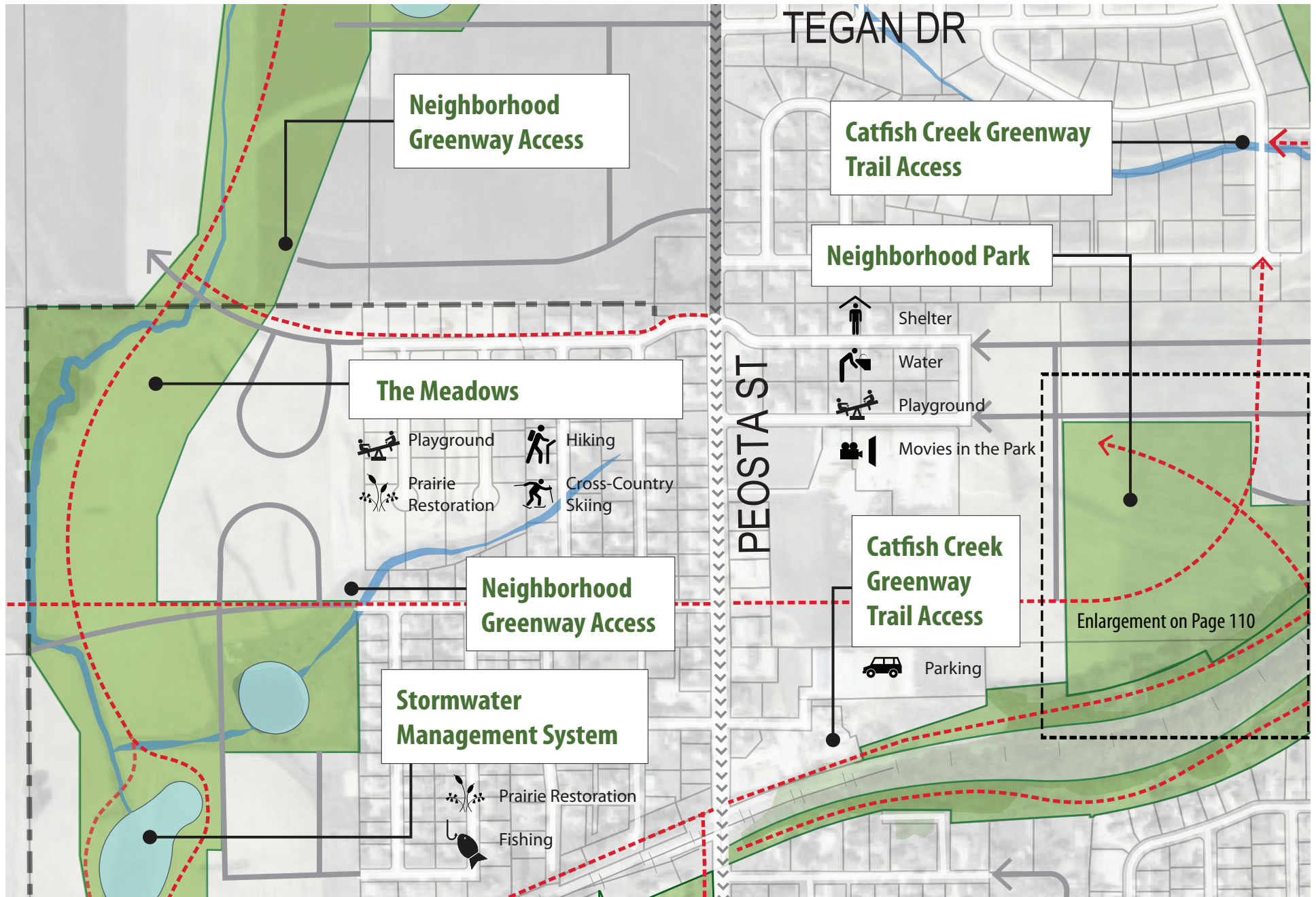
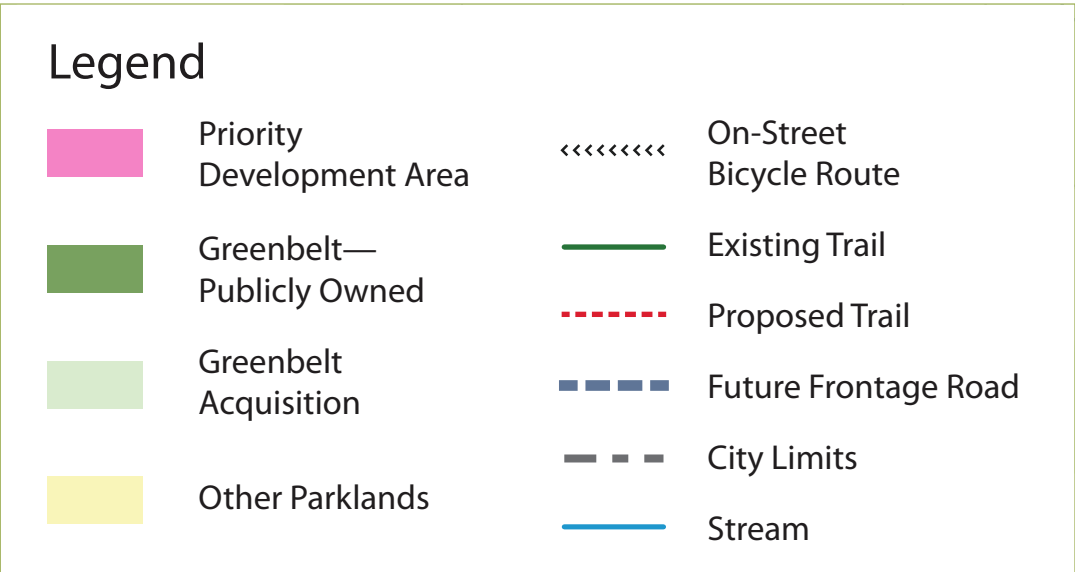


Figure 3.7.6: Parks Master Plan Tile 3



TILE 4

Future growth will likely occur in this area, so the plan includes measures to preserve and protect the floodplain (at the headwaters of Whitewater Creek). Long-term adjacent land uses will promote the development of a greenway, potentially for hotel guests or community members to use.



1" = 500 feet

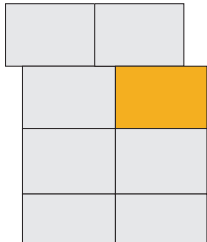
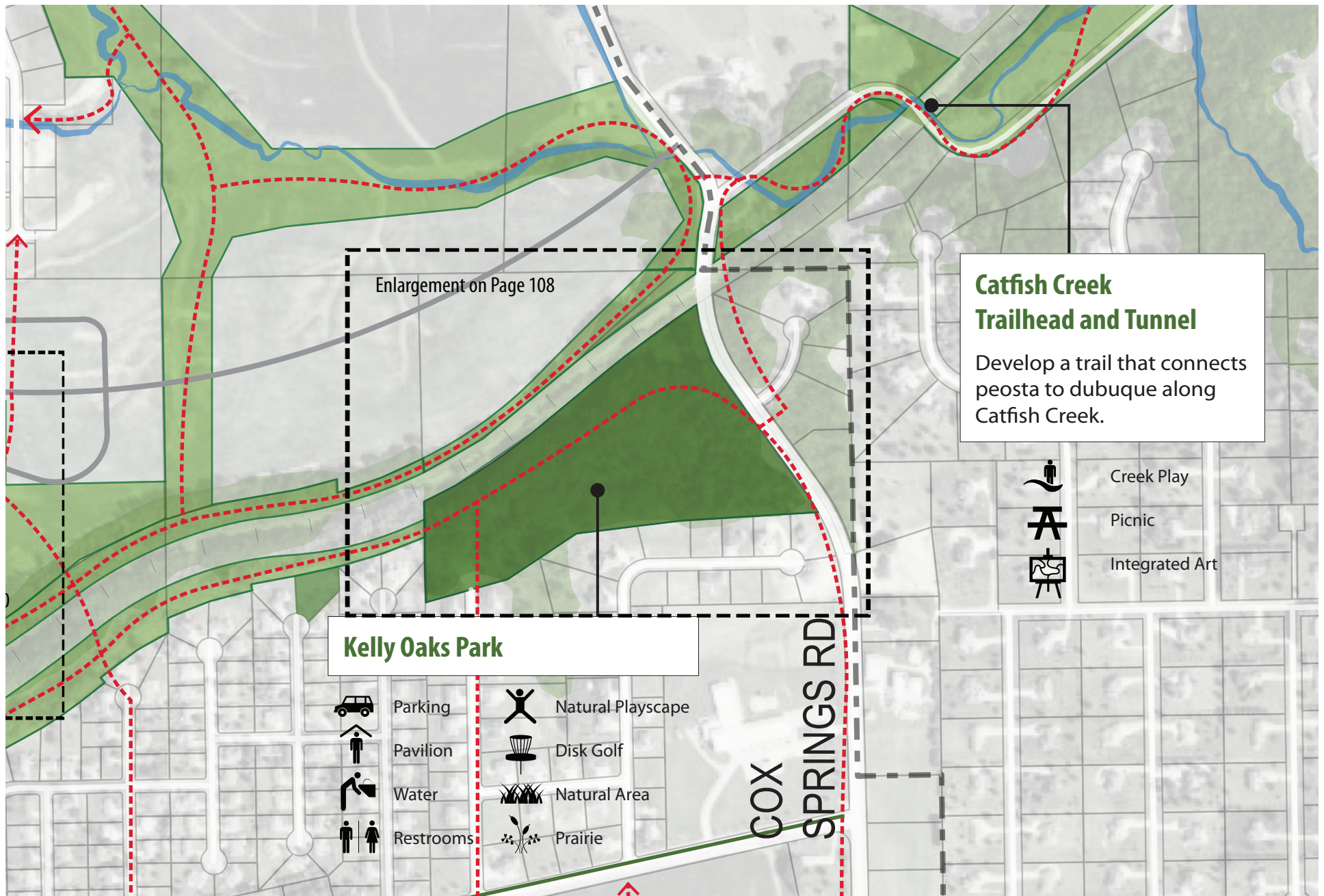












Figure 3.7.7: Parks Master Plan Tile 4



TILE 5

In this area, the proposed vision for the Catfish Creek Greenway is to establish a trail corridor into the city of Dubuque so that eventually residents and visitors can ride their bikes from Peosta to Dubuque on one uninterrupted trail.

Legend

	Priority Development Area		On-Street Bicycle Route
	Greenbelt—Publicly Owned		Existing Trail
	Greenbelt Acquisition		Proposed Trail
	Other Parklands		Future Frontage Road
			City Limits
			Stream

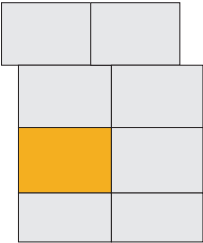
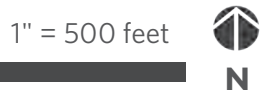
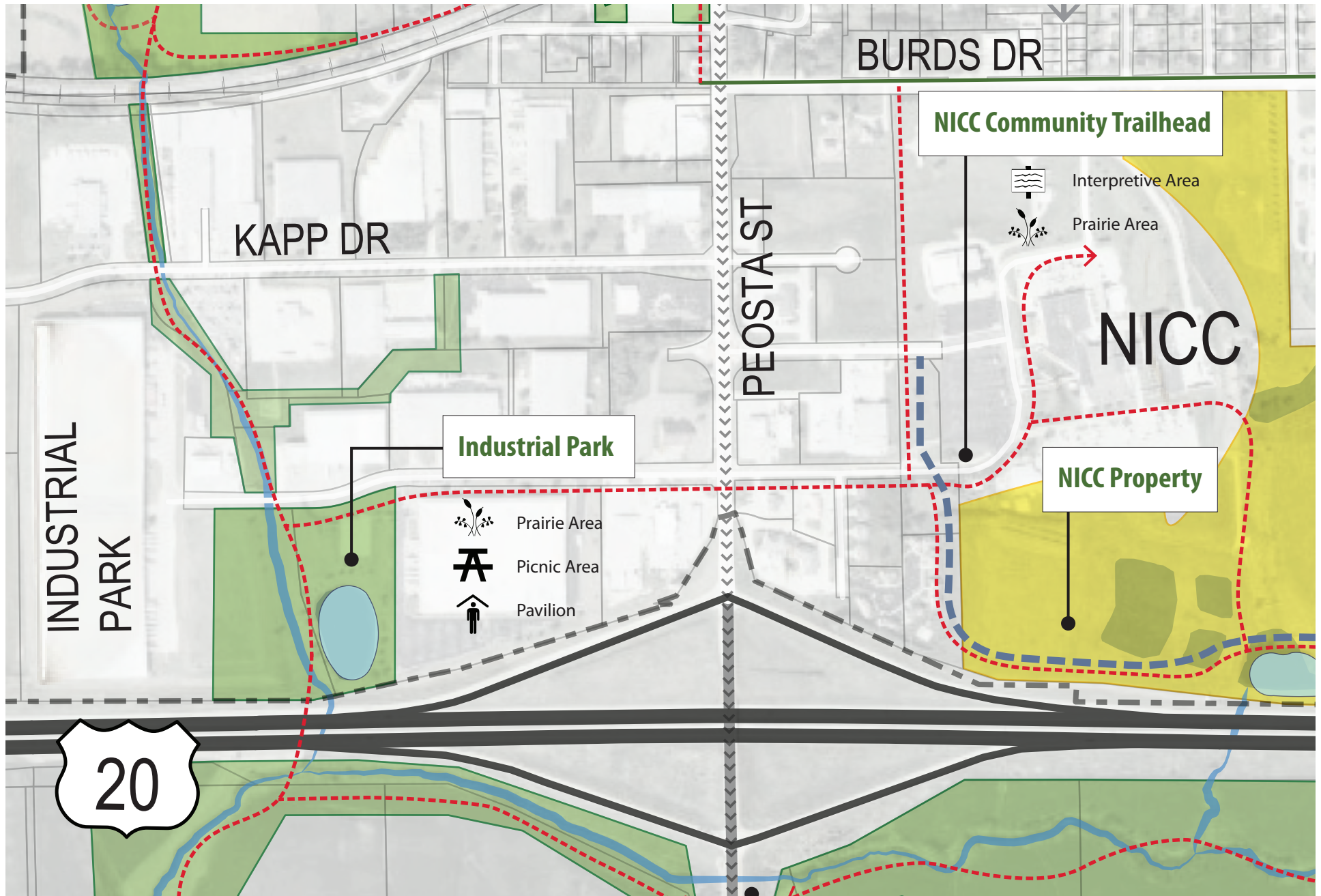












Figure 3.7.8: Parks Master Plan Tile 5



TILE 6

The Catfish Creek Greenway area will be developed in this section, along with improvements to Kelly Oaks Park (detailed below).

Legend

	Priority Development Area		On-Street Bicycle Route
	Greenbelt—Publicly Owned		Existing Trail
	Greenbelt Acquisition		Proposed Trail
	Other Parklands		Future Frontage Road
			City Limits
			Stream

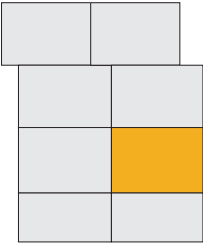
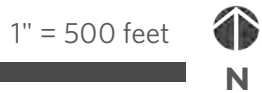












Figure 3.7.9: Parks Master Plan Tile 6



TILE 7

Development of the Greenway will continue in this section, as a lovely “threshold” to Peosta viewed from Highway 20, along with the new town center that Water’s Edge Park will become.

Legend

	Priority Development Area		On-Street Bicycle Route
	Greenbelt—Publicly Owned		Existing Trail
	Greenbelt Acquisition		Proposed Trail
	Other Parklands		Future Frontage Road
			City Limits
			Stream

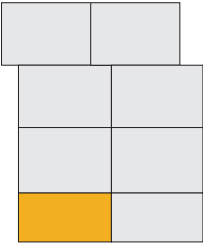
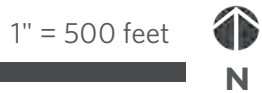
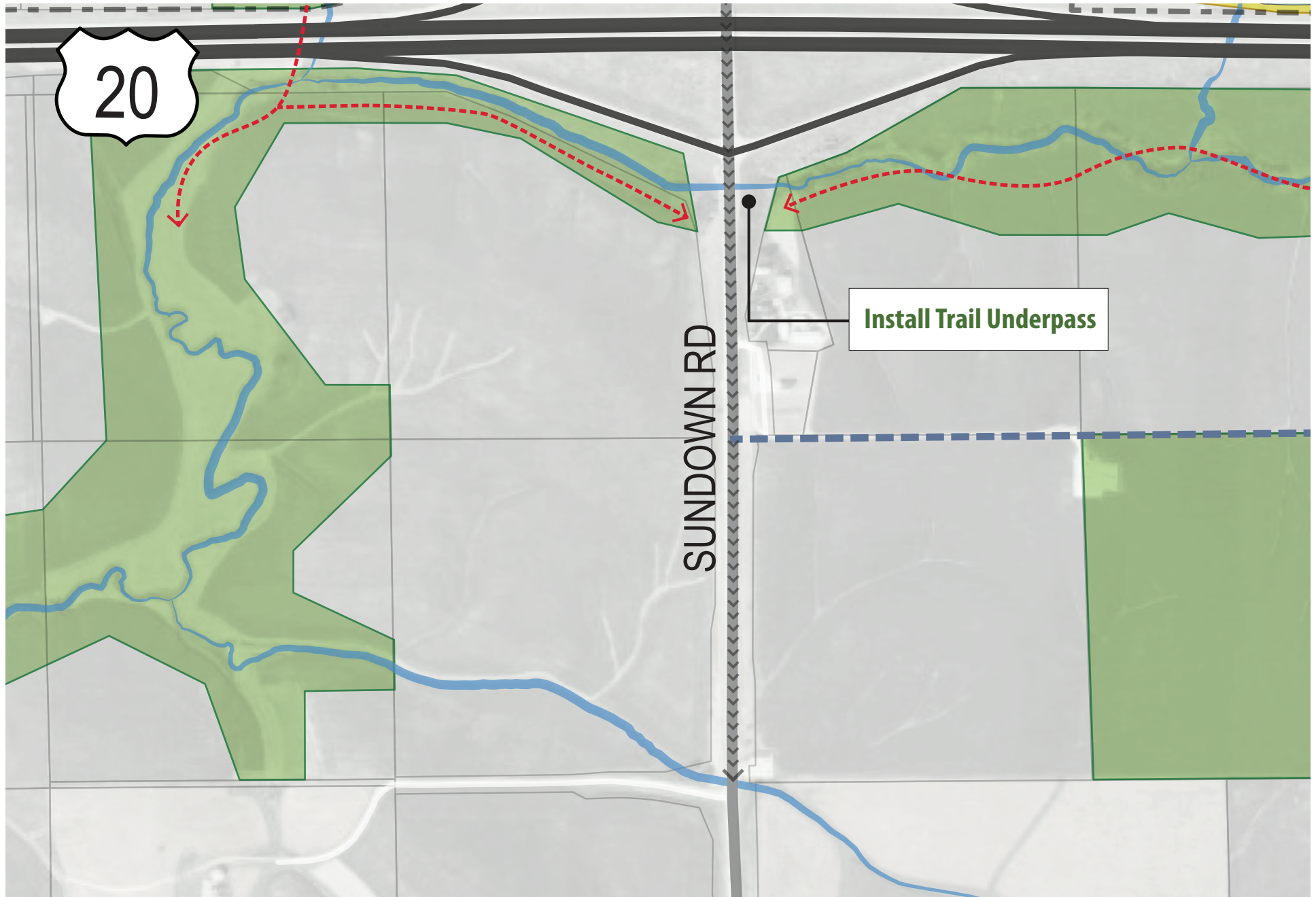


Figure 3.7.10: Parks Master Plan Tile 7



TILE 8

With future growth likely expanding in this direction, the plan includes measures to preserve and protect the environment before development and possibly adding a signature Peosta bridge over Highway 20.

Legend

	Priority Development Area		On-Street Bicycle Route
	Greenbelt—Publicly Owned		Existing Trail
	Greenbelt Acquisition		Proposed Trail
	Other Parklands		Future Frontage Road
			City Limits
			Stream

1" = 500 feet

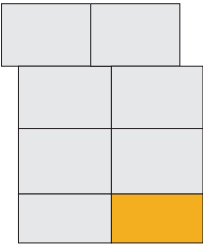
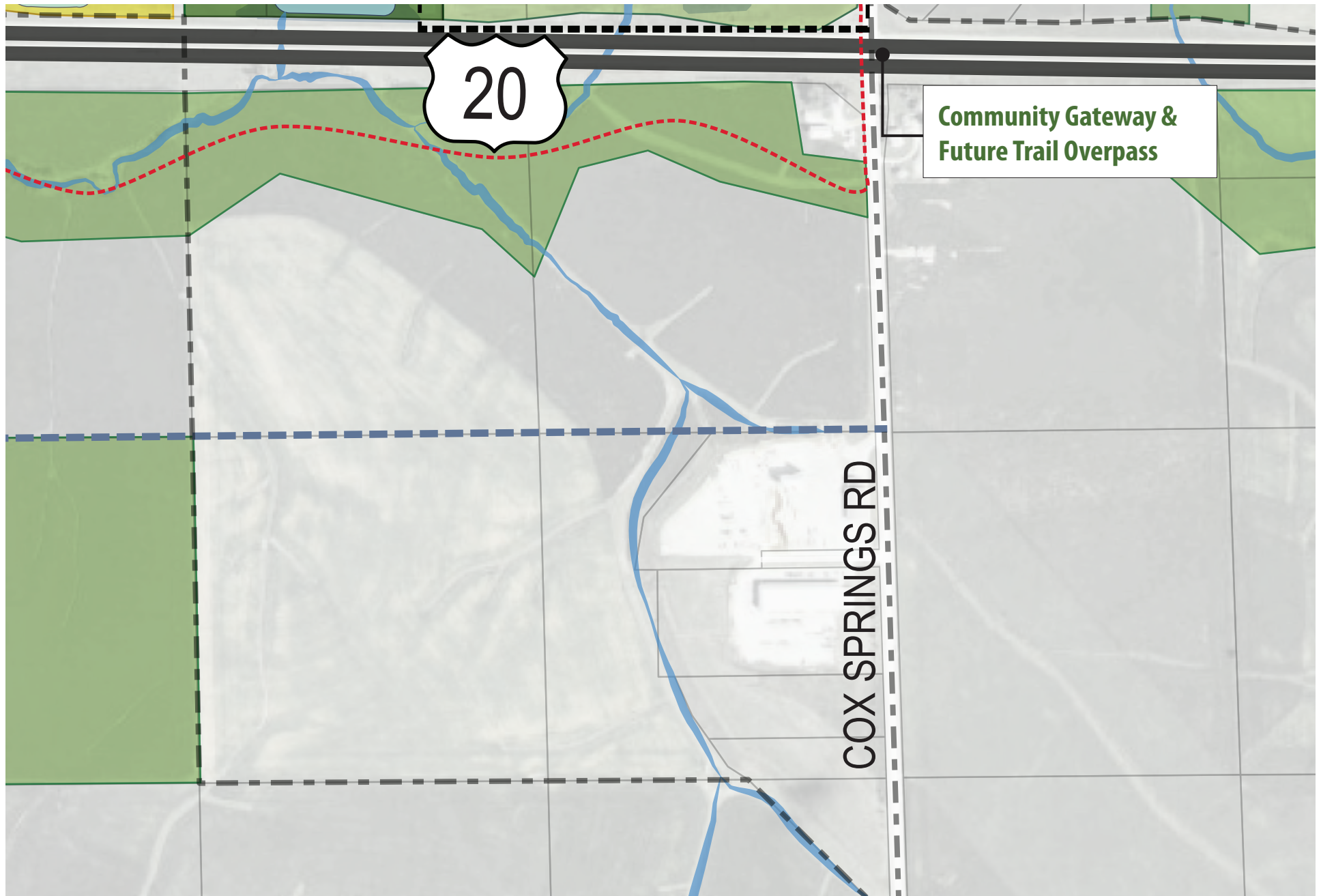


Figure 3.7.11: Parks Master Plan Tile 8



As part of the system of greenways, three larger parks will define the Peosta park system.

Kelly Oaks Park

Kelly Oaks currently exists as a 9-hole disc golf course and a small gravel parking lot, with majestic oak trees and a few picnic tables. Most of the park area is sodded with a manicured lawn. This plan re-creates Kelly Oaks Park by adding amenities to expand its appeal, add stormwater management and bioretention features and make it a destination for residents to enjoy.

An updated, expanded parking area and signage at the southeast corner of the park will draw in users. This area will include a new pavilion/community shelter with restrooms, a fireplace, and gathering space. A natural playscape will attract young people to explore and be active. The large and open “passive” activity space will include some manicured areas and expanses of natural grasses and vegetation, along with scattered small picnic pavilions. Positioning will change somewhat for two of the nine disc golf holes to allow easier access through the park for non-players, with a system of trails weaving through the park and connecting to nearby larger trails and greenways.

Figure 3.7.12: Kelly Oaks Park



Water's Edge Park

Water's Edge will become Peosta's signature park, closely connected to the larger network of greenways and trails, in easy walking or biking distance from residential and commercial areas. The 95-acre park will feature a pond with access to fishing and possibly kayaking, picnic area(s) and shelter, play space, a boardwalk and splash pad, and year-round appeal for walking, sledding, cross-country skiing and more. As a hub of Peosta's new connected system of parks and greenways, Water's Edge Park will artfully integrate stormwater management elements into its features.

Water's Edge Park's pockets of manicured lawn will give way to more natural grasses and plants along the stream and pond areas. Drivers from either direction on Highway 20 will not only see the beautiful Water's Edge Park but see beyond the park to the larger greenway network that will meander through the town. Water's Edge will become, in effect, a "town center" for Peosta – the place people think of when they envision this town.

City investment in a signature park like Water's Edge pays multiple dividends. Public respondents to our survey saw a new central park, new recreational opportunities and more community gathering spaces as enormously important to quality of life. Water's Edge offers all these. As the community grows, quality-of-life issues increasingly impact such things as preserving and increasing nearby home valuations, and decisions about locating future areas of development.

Figure 3.7.13: Water's Edge Park



Picket Fence Park

This new Peosta park will become a social hub for its neighborhood – a lovely space to meet friends for a play date or picnic. On the southern edge of the park, ornamental plantings will surround a small entry plaza and border several open “rooms” or “nodes,” perfect for lunch with a friend or two or coffee and a newspaper. Open space for play and relaxation will be bounded on the northeast section of the park by space for a community garden or perhaps a dog park.

Figure 3.7.14: Picket Fence Park



IMPLEMENTATION & PHASING

A 20-year plan is not implemented all at once. So where to start? Prioritization of projects must be strategic, practical and well supported. The prioritization was developed based on the following factors:

1. **Public Engagement:** Feedback from the public through surveys, public meetings, guidance from the steering committee and input from Council. For most individuals (more than 75%), the demand for parks, trails and open space improvements is very high on their list of “must haves” to improve Peosta’s quality of life.
2. **Impact:** Projects that align with the overall park plan’s stated vision and those that will help attract development or enhance valuations within the community.
3. **Chronological:** Projects that build on a prior improvement in incremental steps. These improvements can be phased and build on each other over the long term.
4. **Necessity:** These are the “must haves” without which we have no project. These items of necessity and those of chronological priority have much in common. However, necessity can stem from public demand, bureaucratic requirements, political realities or outside funding opportunities.
5. **Ease of Accomplishment:** Projects and approaches that can be considered “low-hanging fruit,” which can likely be achieved without risking political fallout or obtaining significant regulatory approvals.
6. **Return on Investment:** Projects that will help attract businesses and residents, stimulating the potential pace and scale of development.

With these factors in mind, three key park improvement projects have been prioritized for completion over the next two to five years.



Water's Edge Park

Throughout the comprehensive plan and park planning process, respondents stressed the importance, need and desire to have a central greenspace that has a blend of active and passive elements, including a recreational pond and community gathering areas. Building these elements into the new park will be important key visual elements that will build momentum and maximize private sector investment. In addition to meeting fundamental stormwater management needs, these will be highly visible from Highway 20, helping to build the “brand” of Peosta parks.

Central Park Splash Pad

Another element that scored as a high public priority—and also a key City Council priority—is a splash pad area located within the Central Park, creating a key community focal point, which can build momentum for funding and excitement about future projects.

Trail Connections and Greenway Acquisition

A top priority of survey respondents, this step will have immediate benefits by improving floodplain and low-lying areas with high groundwater that are prone to localized flooding. Grant funding can be sought to acquire the land, and/or some landowners might be moved to donate land. DOT funds, DNR Funds (REAP), and City funds (CIP) could be accessed for this purpose, with City/ developer collaboration. Key segments to begin with would include the Catfish Creek area and Cox Springs to Thunder Hills.

When looking at the overall plan, the following projects are anticipated to be prioritized for completion over the 3-10 years.

POTENTIAL MAGNITUDE OF COST*				
Project Name	Construction Costs	Prioritization**		
		Short	Medium	Long
WATER'S EDGE PARK	\$ 14,900,000.00			
Pond	\$ 2,500,000.00			
Trails & Greenway	\$ 2,100,000.00			
Community Pavillion	\$ 2,000,000.00			
Parking	\$ 800,000.00			
Grading / Landscaping	\$ 6,000,000.00			
General Improvements, Play Areas	\$ 1,500,000.00			
TOWN CENTER PARK	\$ 2,900,000.00			
Splash Pad	\$ 800,000.00			
Skating Ribbon	\$ 800,000.00			
Play Areas	\$ 400,000.00			
Stage & Performance Areas	\$ 900,000.00			
KELLY OAKS PARK	\$ 1,775,000.00			
Natural Playscape	\$ 200,000.00			
Neighborhood Pavillion	\$ 800,000.00			
Parking	\$ 300,000.00			
Ecological Restoration	\$ 150,000.00			
Trails	\$ 125,000.00			
Signage/ General Improvements	\$ 200,000.00			
COMMUNITY GREENWAYS				
Cox Springs to Thunder Hills RD	\$ 300,000.00			
Peosta Street - Industrial Park	\$ 200,000.00			
Heritage Trail Connection	Unknown			
Catfish Creek Extension	Unknown			
Railroad Corridor Connector	Unknown			
Community Centre Trail Head	\$ 300,000.00			

*The Cost Opinions outlined are general, based on limited site specific data and are subject to change. Opinions are developed based on relevant past projects that are similar in scope and scale, using a “design-bid-build” procurement process.

** Short, Medium and Long Term Improvements correspond to a 0-4, 4-8 and 8-12 year range. Project costs are stated in 2021 numbers and may increase by 5% per year, depending on the current economic conditions and bidding climate.

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MOVING
FORWARD!



MOVING FORWARD!

Any plan is only as good as the follow-through. Its implementation requires participation from multiple partners with a focus on capital projects, initiatives, and policies. *Moving Forward!* takes the preceding chapters' recommendations with additional guidance on making these individual actions a reality as part of a larger strategy.

IMPLEMENTATION TABLE

Table 4.1 shows a summary of the recommendations in *Peosta Forward!* Recommendations are categorized by their place in the plan. Each recommendation includes several categories for implementation:

TYPE

Policy. Continuing efforts over a long period. In some cases, policies include specific regulatory or administrative actions.

Action. Specific efforts or accomplishments by the City or community.

Capital. Investments and public capital projects that will implement features of *Peosta Forward!*

TIMING

On-going. Most of the recommendations fit into this category. These are matters related to general policy and operations and have no completion date.

Short Term. Implementation within 1-3 years.

Medium Term. Implementation in 4-6 years.

Long Term. Implementation in 7-10+ years. At ten years or before, based on the rapid growth in Peosta, an update to the entire plan will be necessary.

PRIORITY

Priority 1. Core Commitments. Priority 1 recommendations are those that the City is committing to through the adoption of *Peosta Forward!*. This includes items like the Future Land Use Map to review development proposals. It also contains recommendations that are already in progress as part of existing City policies.

Priority 2. Priority Ideas for Consideration. Priority 2 recommendations are those that will require additional discussion, consideration, and action. *Peosta Forward!* presents these ideas as priorities for the community that the City should address.

ACTION PARTNERS

The primary groups that will implement this plan are the City Council, Planning and Zoning Commission, and City Staff. However, it is crucial for these groups to partner with other entities who have an interest in implementing the recommendations of *Peosta Forward!*. **Table 4.1** recommends which group should take the lead in acting and the potential partners. This designation of “leadership” is not an exhaustive list and is not intended to exclude any group that would like to take the lead on a project or policy. The entities named in **Table 4.1** are listed below, followed by the abbreviated name used in the table:

- Peosta City Council - Council
- Peosta Planning and Zoning Commission - PZ
- Peosta Parks Board - Parks
- Peosta City Staff - Staff
- Dubuque County, Staff or Officials - County
- Peosta Residents - Residents
- Private Land Developers - Developers
- Private Property Owners - Owners
- Western Dubuque School District - Schools

MONITORING AND MAINTENANCE

Peosta Forward! includes many recommendations to help the community achieve the vision expressed by residents throughout the planning process. It becomes imperative that City staff work with the Planning and Zoning Commission and City Council to define an annual action and capital improvement program that implements the recommendations of *Peosta Forward!*. Implementation should include an annual action program and yearly evaluation.

ANNUAL ACTION PROGRAM

This program should be coordinated with Peosta’s existing capital improvement planning and budgeting process, even though many of the plan’s recommendations are not capital items. This annual process should occur before the beginning of each budget year. Generally, the program could include and be used with the City’s capital improvements program as:

- 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 address during that year.
- A 5-year strategic program provides a multi-year perspective, aiding the preparation of the annual work program.

ANNUAL EVALUATION

City staff should undertake a yearly evaluation of *Peosta Forward!*. This evaluation should include a written report that:

- Summarizes key land use developments and decisions during the past year and relates them to *Peosta Forward!*
- Reviews actions taken by the City during the past year to implement the plan’s recommendations.
- Defines any changes to make in *Peosta Forward!*. The City should undertake a full update of this plan in 5-10 years.

CHANGES TO PEOSTA FORWARD!

As stated at the beginning of the plan, *Peosta Forward!* should be viewed as a dynamic document that can adapt to changing conditions, resources, and opportunities. The public process helped create the plan. Therefore, any official changes to the plan should be made through a public process. Approving an amendment should be based on whether the amendment complies with the goals and principles as described in each chapter.

TABLE 4.1: Implementation

Reference	Action	Type	Time Frame	Leaders	Partners	Priority
Chapter 3.1 Land Use <i>Forward!</i>	Use the Future Land Use Map and design guides as a basis for decisions by the Planning and Zoning Commission, the City Council, and private developers.	Policy	On-going	PZ	Council, Staff, Developers	1
Chapter 3.1 Land Use <i>Forward!</i>	Evaluate the existing zoning and subdivision ordinance to ensure compliance with recommendations and whether new districts or overlay districts are needed to achieve the goals.	Policy	Short Term	PZ, Staff	Council	1
Chapter 3.1 Land Use <i>Forward!</i>	Maintain existing and implement new/updated site design standards in accordance with the recommendations of each land use category and design guides.	Policy	Short Term	PZ, Staff	Council, Developers	1
Chapter 3.1 Land Use <i>Forward!</i>	Guide development, redevelopment, community projects, and connectivity with the intent of the Central Activity District sub area plans on the Future Land Use Map	Policy	On-going	PZ	Council, Staff, Developers	1
Chapter 3.1 Land Use <i>Forward!</i>	Reconcile and coordinate Peosta's extra-territorial subdivision jurisdiction with Dubuque growth plans.	Policy	Short Term	Staff	PZ, County	1
Chapter 3.2 Placemaking & Image <i>Forward!</i>	Create more public gathering spaces that everyone can enjoy.	Capital	Short Term, On-going	Staff, Developers	PZ, Council, Parks	1
Chapter 3.2 Placemaking & Image <i>Forward!</i>	Develop and adopt development regulations to facilitate attractive development along Peosta Street, Cox Springs Road, and Central Activity Districts.	Policy	Short Term	PZ, Staff	Council, Developers, Residents	1
Chapter 3.2 Placemaking & Image <i>Forward!</i>	Identify and improve entryways into Peosta.	Action, Capital	Medium Term	Staff	Council	2
Chapter 3.2 Placemaking & Image <i>Forward!</i>	Develop a community wayfinding system.	Action, Capital	Medium Term	Staff	Council	2
Chapter 3.2 Placemaking & Image <i>Forward!</i>	Review all policies, ordinances, and programs for their influence on encouraging or discouraging inclusion and diversity in Peosta	Policy	Short Term	Staff	Council, Residents, Schools	2

TABLE 4.1: Implementation

Reference	Action	Type	Time Frame	Leaders	Partners	Priority
Chapter 3.3 Mobility <i>Forward!</i>	1. Implement a landscaping and improvement program for high-profile corridors.	Action	Medium Term	Staff	Council, Owners	2
Chapter 3.3 Mobility <i>Forward!</i>	2. Continue to prioritize projects and establish an annual funding schedule for street repair and maintenance.	Action	Short Term, On-going	Staff	Council	1
Chapter 3.3 Mobility <i>Forward!</i>	3. Identify a reliable funding source for trail development.	Action	On-going	Staff	Parks, Council	1
Chapter 3.3 Mobility <i>Forward!</i>	4. Use greenways and other natural features as opportunities for trails and connections (see Chapter 3.7 for full details of the system).	Policy, Action	On-going	Staff, Parks	PZ, Council, Owners	1
Chapter 3.3 Mobility <i>Forward!</i>	5. Require all new collector streets to have complete street components, either upon construction or designed for the ability to accommodate in the future.	Policy	Short Term, On-going	Staff	PZ, Council	2
Chapter 3.3 Mobility <i>Forward!</i>	6. Require sidewalks on at least one side of all streets in residential subdivisions with densities greater than one unit per acre.	Policy	On-going	PZ	Staff, Council	1
Chapter 3.3 Mobility <i>Forward!</i>	7. Establish a dedicated funding source to address gaps and maintenance of the sidewalk system.	Action, Capital	Short Term	Council	Staff	2
Chapter 3.3 Mobility <i>Forward!</i>	8. Retrofit existing corridors for pedestrian and bicycle transportation through route designation and enhancement or off-street trail paths identified in the trails plan.	Capital	Medium Term	Staff	Council, Parks, Owners, Residents	2
Chapter 3.3 Mobility <i>Forward!</i>	9. Require pedestrian accommodations and on-site sidewalks to entrances in all site designs.	Policy	On-going	PZ	Staff, Council, Developers	1
Chapter 3.3 Mobility <i>Forward!</i>	10. Adopt site plan regulations that require bike paths/trails where aligned with Peosta Forward! Include regulations to install bike parking for specific commercial uses frequented by bicyclists, such as restaurants and community facilities.	Policy	Short Term	PZ	Staff, Council	1
Chapter 3.3 Mobility <i>Forward!</i>	11. Arterial Streets - Provide dedicated funding sources for development.	Action, Capital	On-going	Council	Staff	2
Chapter 3.3 Mobility <i>Forward!</i>	12. Arterial and Collector Streets - Acquire right-of-way to expand the arterial and collector street system ahead of development.	Action, Capital	On-going	Council	Staff, PZ, Developers, County	1
Chapter 3.3 Mobility <i>Forward!</i>	13. Local Streets - Prohibit developments with only one vehicle and pedestrian access point.	Policy	On-going	PZ	Staff, Council, County	1
Chapter 3.3 Mobility <i>Forward!</i>	14. Intersections. Enhance pedestrian connections across arterial and collector streets.	Action, Capital	On-going	Staff	Council, Schools	2

TABLE 4.1: Implementation

Reference	Action	Type	Time Frame	Leaders	Partners	Priority
Chapter 3.4 Living Forward!	1. Administer the Future Land Use map formed during the Peosta <i>Forward!</i> community process.	Policy	On-going	PZ	Staff, Council, Developers	1
Chapter 3.4 Living Forward!	2. Participate in public improvement financing calibrated to specific objectives.	Action, Capital	Short Term	Staff	Council, Developers	2
Chapter 3.4 Living Forward!	3. Identify and implement sites that support diverse mixed density and mixed price housing that will avoid perceived land use conflicts.	Action	On-going	Staff	PZ, Council, Developers	1
Chapter 3.4 Living Forward!	4. Form partnerships with local development corporations to execute projects consistent with community objectives.	Action	Short Term	Staff	Developers	2
Chapter 3.4 Living Forward!	5. Complete a demonstration project to show the success of new housing types to the community.	Action, Capital	Medium Term	Staff, Developers	PZ, Council, Owners	2
Chapter 3.4 Living Forward!	6. Require features in low-density developments that create a sense of community.	Policy	On-going	PZ	Staff, Council, Developers	2
Chapter 3.4 Living Forward!	7. Balance urban to rural character with growth.	Policy	On-going	Staff, PZ	Council, Developers, County	2
Chapter 3.5 Economic Development Forward!	1. Review zoning and building codes to identify conflicts or areas that may lack clarity and lengthy review processes. Revise regulations to align with Peosta <i>Forward!</i> and to be easily understood for developers and business owners	Action	Short Term	Staff	PZ, Council, Developers	1
Chapter 3.5 Economic Development Forward!	2. Assign a staff contact as a new business liaison to assist with business development or partner/form an organization to handle such matters.	Action	Medium Term	Council	Staff	2
Chapter 3.5 Economic Development Forward!	3. Apply development and redevelopment incentives to encourage development consistent with the Future Land Use Plan.	Action, Capital	Short Term, On-going	Council	Staff	1
Chapter 3.5 Economic Development Forward!	4. Follow the recommendations of the Future Land Use plan, transportation plan, and growth area investments.	Policy	On-going	PZ	Staff, Council	1
Chapter 3.5 Economic Development Forward!	5. Ensure that all traditional infrastructure is provided and kept in good repair to offer a high service level to current and future businesses.	Capital	On-going	Staff	Council	1
Chapter 3.5 Economic Development Forward!	6. Support the industrial park expansion and shovel-ready sites for new industrial uses.	Capital, Policy	On-going	Staff	Council, PZ	1
Chapter 3.5 Economic Development Forward!	7. Use the recommendations of the 2020 Housing Study to increase workforce housing opportunities in Peosta.	Action, Policy	On-going	Staff	Council, PZ, Developers	1
Chapter 3.5 Economic Development Forward!	8. Finish a redesign of the City website.	Action	Short Term	Staff	Council	1
Chapter 3.5 Economic Development Forward!	9. Work with a newly formed chamber or economic development group to create a community marketing plan.	Action	Medium Term	Staff	Council	2

TABLE 4.1: Implementation

Reference	Action	Type	Time Frame	Leaders	Partners	Priority
Chapter 3.6 Community Facilities <i>Forward!</i>	1. Use the Future Land Use Plan to study long-range service areas for utilities and facilities.	Action	Short Term	Staff	Council	1
Chapter 3.6 Community Facilities <i>Forward!</i>	2. Budget to maintain all facilities in a good state and to adapt existing facilities to changing needs.	Action, Capital	On-going	Council	Staff	1
Chapter 3.6 Community Facilities <i>Forward!</i>	3. Partner with the school district where sharing facilities and services can benefit students and citizens.	Action	On-going	Staff	Council, Schools	2
Chapter 3.6 Community Facilities <i>Forward!</i>	4. Complete and implement a stormwater study.	Action, Capital	Medium Term	Staff	Council	1
Chapter 3.6 Community Facilities <i>Forward!</i>	5. Adopt stormwater best management practice regulations to help protect residents and property owners from floods or water events.	Action, Policy	Medium Term	Council	Staff, PZ, Residents	2
Chapter 3.6 Community Facilities <i>Forward!</i>	6. Evaluate and plan for opportunities to incorporate renewable energy sources into Peosta's public facilities.	Action	Short Term	Council	Staff	2
Chapter 3.6 Community Facilities <i>Forward!</i>	7. Evaluate the need, location, and functional suitability for public buildings.	Action	Short Term	Staff	Council, Schools	1
Chapter 3.7 Parks & Recreation <i>Forward!</i>	See Chapter 3.7					

GROWTH POLICIES

One of the critical regulatory tools that the City can use when addressing growth and development is annexation. Iowa Law prescribes the process by which communities can annex land. Annexation policies should follow the intent of *Peosta Forward!* along with the following criteria for annexation:

- **Areas with Significant Preexisting Development.** Areas outside Peosta with existing residential areas developed to urban densities (generally higher than two units per acre) are considerations for potential annexation. However, these areas should be closely considered under a cost-benefit analysis
- **Protection of Future Growth Areas.** To allow the City to guide its growth and development more effectively, future growth areas may need to be managed through annexation.

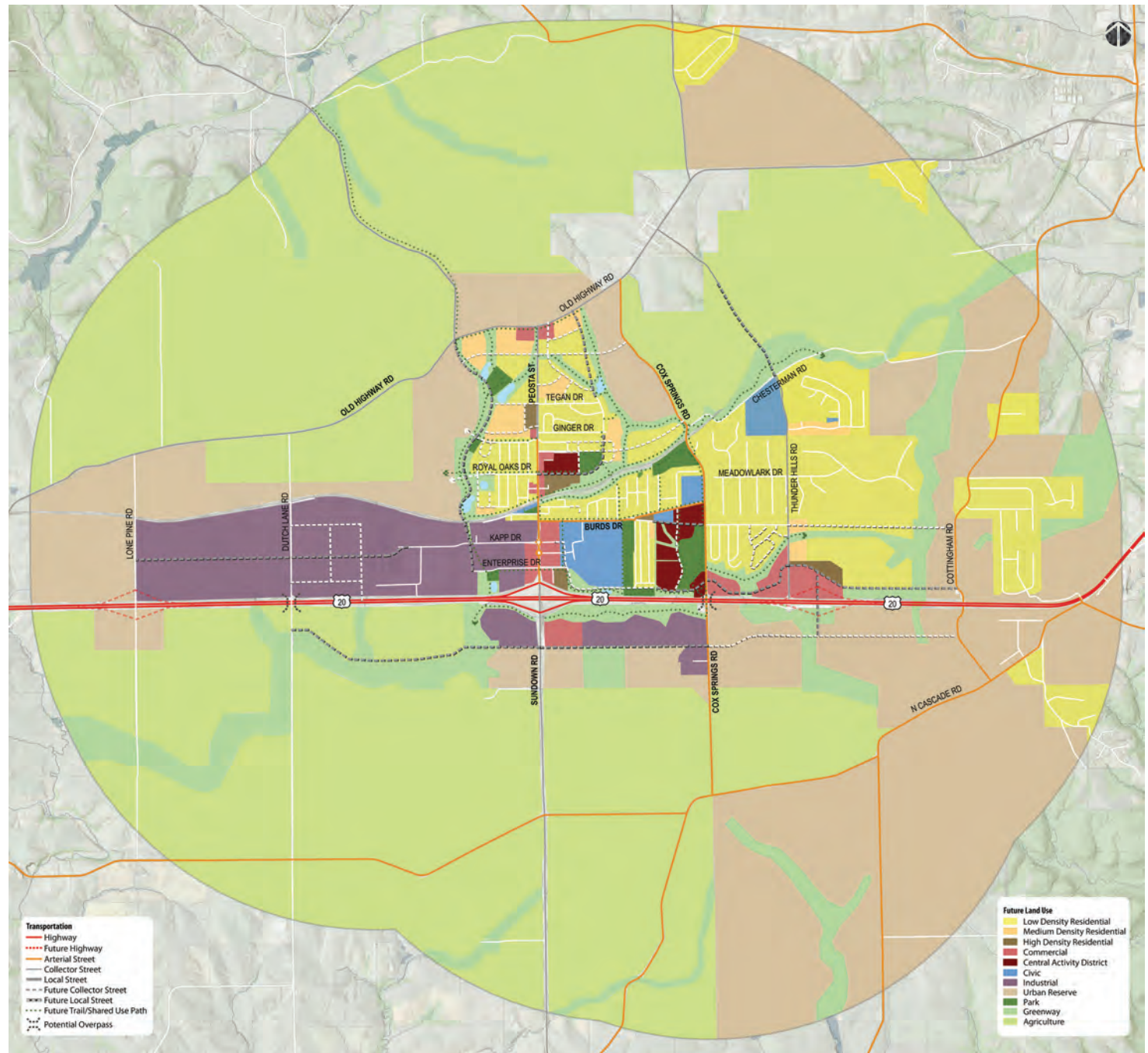
- **Public Services.** Public service issues can provide compelling reasons for annexation. Areas for consideration should include:

- › Parcels that may become surrounded by city limits but would remain outside the city limits without annexation. In general, the City should avoid these situations.
- › Areas that are served by municipal infrastructure. Peosta's sewer and water system should not be extended without an annexation agreement.

- **A Positive Cost-Benefit Analysis.** The economic benefits of annexation, including projected tax revenues, should compensate for the additional cost of extending services to newly annexed areas. The review policy for annexation should include the following:
 - › Estimated cost impact and timetable for providing municipal services.
 - › The method by which the City plans to finance the extension and maintenance of municipal services.
 - › Identification of tax revenues from existing and probable future development in areas considered for annexation.
 - › Calculation of the added annual operating costs for urban services, including public safety, recreation, and utility services, offered within newly annexed areas.



Figure 4.2: 2-mile Area Future Land Use Map



APPENDIX

PEOSTA FORWARD! COMMUNITY SURVEY SUMMARY

Q3: On a scale of 1 to 5 (1 being poor and 5 being excellent), please rate traffic speed and safety conditions on the following Peosta streets for all users. (walking, biking, driving)

	1 POOR	2 FAIR	3 AVERAGE	4 GOOD	5 EXCELLENT	DON'T KNOW	TOTAL	WEIGHTED AVERAGE
Burds Road	4% 8	16% 29	30% 56	33% 61	12% 23	5% 10	187	3.35
Peosta Street north of the rail line	8% 14	15% 27	26% 48	30% 56	13% 24	9% 16	185	3.29
Kapp Drive	2% 3	13% 24	23% 41	27% 49	4% 8	31% 56	181	3.28
Peosta Street south of the rail line	4% 7	18% 33	30% 56	32% 58	10% 19	6% 11	184	3.28
Highway 20	12% 22	13% 24	28% 52	33% 60	10% 19	3% 6	183	3.17
Cottingham Street	6% 11	8% 14	22% 40	14% 26	3% 5	48% 89	185	3.00
Thunder Hills Road	12% 22	8% 15	26% 49	24% 45	4% 7	26% 48	186	3.00
Cox Springs Road	25% 46	18% 33	28% 52	17% 32	5% 10	6% 12	185	2.58

Q4: On a scale of 1 to 5 (1 being poor and 5 being excellent), please rate pedestrian and bicycling facilities in Peosta.

	1 POOR	2 FAIR	3 AVERAGE	4 GOOD	5 EXCELLENT	DON'T KNOW	TOTAL	WEIGHTED AVERAGE
Access to Community Center and Ball Fields	7% 13	16% 29	23% 42	34% 64	17% 31	4% 7	186	3.40
Access to Peosta Elementary School	6% 12	18% 34	20% 37	34% 64	16% 30	5% 9	186	3.37
Access to North Iowa Community College	8% 14	20% 37	19% 35	31% 58	18% 33	5% 9	186	3.33
Safety of Railroad Crossings	8% 14	15% 28	28% 52	33% 61	11% 20	6% 11	186	3.26
Access to Seton High School	7% 13	18% 33	19% 35	30% 55	12% 22	15% 28	186	3.25
East to West Connections	16% 29	16% 29	25% 45	24% 43	5% 10	14% 26	182	2.85
North to South Connections	15% 27	18% 33	24% 44	23% 43	4% 8	15% 28	183	2.82
Overall Sidewalk and Pathway System	32% 59	24% 45	22% 41	14% 26	5% 9	3% 6	186	2.34
Access to Employment Centers	30% 54	19% 35	20% 36	13% 24	1% 2	17% 31	182	2.24
Connectivity to the Heritage Trail	50% 93	13% 24	10% 18	4% 7	2% 4	22% 40	186	1.66

Q5: On a scale of 1 to 5 (one being poor and 5 being excellent), please rate the following economic development factors in Peosta.

	1 POOR	2 FAIR	3 AVERAGE	4 GOOD	5 EXCELLENT	DON'T KNOW	TOTAL	WEIGHTED AVERAGE
Prospects for Future Growth	1% 2	8% 14	18% 33	40% 71	25% 45	8% 14	179	3.87
Available Industrial Sites	3% 5	6% 11	14% 25	31% 56	12% 22	33% 59	178	3.66
Support for New Business	2% 3	10% 18	28% 50	28% 50	17% 30	16% 28	179	3.57
Ability to Attract and Retain New Employees	1% 2	9% 16	28% 50	32% 56	3% 6	27% 47	177	3.37
Metropolitan Area Workforce	3% 5	10% 18	24% 43	31% 55	3% 5	29% 52	178	3.29
Retail Quality and Variety	24% 43	34% 62	24% 44	13% 24	2% 3	3% 5	181	2.33

Q6: Please rate how the following would influence your quality of life.

	1 REDUCES MY QUALITY OF LIFE	2 ALREADY GOOD/MAINTAINS MY QUALITY OF LIFE	3 IMPROVES MY QUALITY OF LIFE	4 GREATLY IMPROVES MY QUALITY OF LIFE	TOTAL	WEIGHTED AVERAGE
More complete sidewalks and trails	2% 3		12% 21	26% 44	60% 103	171 3.44
A new central park	4% 6		17% 28	41% 69	38% 64	167 3.14
New recreational facilities	2% 3		22% 38	38% 65	38% 66	172 3.13
More community gathering places	2% 3		25% 43	43% 74	30% 51	171 3.01
Preservation of environmental resources	1% 2		35% 59	35% 60	29% 49	170 2.92
More community engagement	1% 1		32% 55	50% 87	17% 30	173 2.84
Better access to Highway 20	2% 3		45% 77	24% 41	29% 50	171 2.81
More housing variety	12% 20		60% 102	19% 33	9% 16	171 2.26

Q7: Please rate how the following would influence your quality of life.

	1 REDUCES MY QUALITY OF LIFE	2 ALREADY GOOD/MAINTAINS MY QUALITY OF LIFE	3 IMPROVES MY QUALITY OF LIFE	4 GREATLY IMPROVES MY QUALITY OF LIFE	TOTAL	WEIGHTED AVERAGE
Quality Medical and Health Services	1% 2	37% 63	42% 71	20% 34	170	2.81
Improved School Facilities	2% 4	47% 77	30% 49	20% 33	163	2.68
Reliable Public Safety Services (police, fire, first responders)	0% 0	54% 93	25% 44	21% 36	173	2.67
Quality Utility Services (water, sewer, electrical, broadband, etc.)	2% 4	48% 82	36% 62	14% 24	172	2.62
More Day Care Services	1% 2	57% 92	30% 48	12% 19	161	2.52
Available Senior Services	5% 8	53% 85	30% 48	12% 20	161	2.50
Additional Industrial and Employment Development	2% 4	56% 92	33% 54	8% 13	163	2.47

Q8: How important is each to satisfy housing demand in Peosta?

	1 NOT IMPORTANT	2 LOW IMPORTANCE	3 MEDIUM IMPORTANCE	4 HIGH IMPORTANCE	TOTAL	WEIGHTED AVERAGE
Housing for young families	7% 11	12% 20	43% 71	39% 65	167	3.95
Additional Senior housing facilities	6% 10	28% 48	43% 73	22% 38	169	3.48
More affordable options for the workforce	8% 13	26% 43	45% 75	22% 36	167	3.47
More housing variety such as townhomes	18% 30	41% 70	29% 49	12% 20	169	2.76
Quality rental housing	23% 39	33% 56	32% 54	12% 20	169	2.76

Q9: Please rate the images below on how much you'd like to see them in Peosta. Be careful to focus on the overall theme, and to ignore minor details such as the type of plants.

	NO THANKS	(NO LABEL)	SURE	(NO LABEL)	I LOVE IT!	TOTAL	WEIGHTED AVERAGE
4. Splash Pad & Water Play	10% 17	5% 8	16% 27	7% 12	62% 103	167	4.05
2. Pavilions & Gathering Areas	7% 12	6% 10	34% 57	6% 10	47% 78	167	3.79
1. Natural Playscape Themed Park	13% 21	5% 9	25% 41	7% 12	50% 83	166	3.77
3. Gathering Shelters	7% 11	7% 12	34% 57	8% 13	44% 74	167	3.76

Park Elements



1. Natural Playscape Themed Park



2. Pavilions & Gathering Areas



3. Gathering Shelters

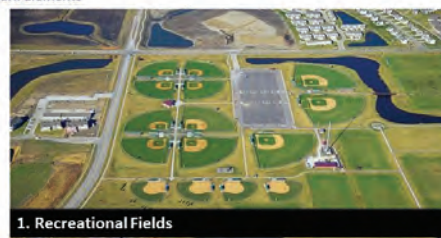


4. Splash Pad & Water Play

Q10: Please rate the images below on how much you'd like to see them in Peosta. Be careful to focus on the overall theme, and to ignore minor details such as the type of plants.

	NO THANKS	(NO LABEL)	SURE	(NO LABEL)	I LOVE IT!	TOTAL	WEIGHTED AVERAGE
3. Passive Natural Areas	7% 11	4% 7	22% 37	8% 13	59% 97	165	4.08
4. Ponds or Fishing	10% 17	7% 11	25% 41	5% 9	53% 89	167	3.85
2. Recreational Courts	15% 25	8% 13	37% 62	6% 10	34% 56	166	3.36
1. Recreational Fields	17% 28	8% 13	33% 54	9% 15	33% 54	164	3.33

Park Elements



1. Recreational Fields



2. Recreational Courts



3. Passive Natural Areas



4. Ponds or Fishing

Q11: Please rate the images below on how much you'd like to see them in Peosta. Be careful to focus on the overall theme, and to ignore minor details such as the type of plants.

	NO THANKS	(NO LABEL)	SURE	(NO LABEL)	I LOVE IT!	TOTAL	WEIGHTED AVERAGE
3. Greenways with Trails	2% 4	4% 6	16% 26	5% 8	74% 123	167	4.44
2. Playgrounds	4% 6	6% 10	39% 65	9% 15	43% 71	167	3.81
4. Public Art and Gateways	32% 54	13% 22	29% 49	6% 10	19% 32	167	2.66
1. Disc Golf	38% 63	13% 21	37% 62	2% 3	10% 17	166	2.34

Park Elements



1. Disc Golf



2. Playgrounds



3. Greenways with Trails



4. Public Art and Gateways

Q13: Example One: New Town Center. What do you think of the idea of a new town center at a location in Peosta?

ANSWER CHOICES	RESPONSES	
1. Really good idea	29%	48
2. Worth looking into – show me more	35%	57
3. I'm pretty neutral – neither for nor against	21%	34
4. I'm skeptical and need to be convinced	12%	20
5. Really bad idea	3%	5
TOTAL		164



La Vista, Nebraska, a suburb of Omaha, is building a new city center on a former Wal-mart site, adjacent to a new central park on what was once a municipal golf course.



The Somerset development in Ames includes a new town center at its core that includes both main street shops, offices, restaurants, townhomes, and even apartments.

Q14: Example Two: Diverse Housing Types. What do you think of the idea of encouraging and developing a greater variety of housing types in Peosta?

ANSWER CHOICES	RESPONSES	
1. Really good idea	14%	22
2. Worth looking into – show me more	24%	39
3. I'm pretty neutral – neither for nor against	21%	34
4. I'm skeptical and need to be convinced	26%	42
5. Really bad idea	15%	25
TOTAL		162

Q15: Example Three: Central Park. What do you think of the idea of a multi-purpose central park in Peosta?

ANSWER CHOICES	RESPONSES	
1. Really good idea	56%	90
2. Worth looking into – show me more	29%	47
3. I'm pretty neutral – neither for nor against	10%	16
4. I'm skeptical and need to be convinced	3%	5
5. Really bad idea	1%	2
TOTAL		160



Townhomes in Clear Lake. The street level of these units can either be part of a two-story residence or be used for a small business – in the case of one of these units, a cookie store.

Two and three-story apartment buildings in New Orleans, designed with porches and with a nod to local architectural styles.



Single-family homes on small lots in Raytown, Missouri.



Bayliss Park, a traditional town square in downtown Council Bluffs was redesigned with a new fountain, performance shelter that is also a public art piece, walkways, and greenspace.

Civic Center Park, under construction in La Vista, Nebraska, is part of a new city center project and includes a water feature, walking and bike paths, shelters, a pavilion, and other special features.



Thompson Park, under construction in Overland Park, Kansas, is a remade central park that combines new and historic features with seating areas, promenades, and a bandshell that reflects aviation history in the area.



Q16: Example Four: Gateway Street. What do you think of the idea of improved gateway streets leading from the Highway 20 interchange into the center of Peosta?

ANSWER CHOICES	RESPONSES	
1. Really good idea	29%	46
2. Worth looking into – show me more	34%	54
3. I'm pretty neutral – neither for nor against	23%	36
4. I'm skeptical and need to be convinced	12%	19
5. Really bad idea	3%	5
TOTAL		160



Concept for a gateway corridor into downtown Hays, Kansas. This was envisioned as a multi-modal corridor with landscape and lighting features as well as facilities for cars, bikes, and pedestrians. It is similar to 11th and 10th Avenue in width.

US Highway 6 in Coralville, Iowa uses landscaping, lighting, and a trail to make a five-lane highway into a desirable place for all users. This street is a very similar to Old Post Road.



Springdale Street in Mount Horeb, Wisconsin, a gateway street that connects the center of town with the US Highway 151 expressway. It includes bicycle and pedestrian access, attractive lighting, and a landscaped median.



Q17: Example Five: Railroad Corridor. What do you think of the idea of using the railroad and surrounding land as a trail and greenway route and providing pedestrian and bicycle crossings over or under the railroad?

ANSWER CHOICES	RESPONSES	
1. Really good idea	42%	66
2. Worth looking into – show me more	31%	49
3. I'm pretty neutral – neither for nor against	16%	25
4. I'm skeptical and need to be convinced	10%	16
5. Really bad idea	2%	3
TOTAL		159



Rail with trail proposal concept for Davenport, Iowa. Rail corridors provide continuous greenways and with adequate separation, can provide excellent places for parallel trails.



Underpasses such as this one in Boulder, Colorado can take trails safely under major streets and railroads, reducing the barrier effect and connecting otherwise divided parts of the city.

Q18: Example Six: "Old Town". What do you think of the idea of helping to develop an "Old Town" district at and around the Peosta Street railroad crossing in Peosta?



or an "Old Town" district as a railroad crossroads at Edwardsville, Kansas on the edge of the Kansas City metro area. The plan includes existing businesses including a café in an historic building, a park and walking trail along a drainageway, and a new park and walking trail along a drainageway.



Q19: Below is a list of possible community priorities or projects. Of this list, please rank items that you believe should be the city's top priorities.

	1	2	3	4	5	6	7	8	9	10	INDIFFERENT	TOTAL	SCORE
Improve and increase walking and bicycle facilities	34% 52	21% 32	16% 24	5% 8	7% 11	3% 4	5% 8	1% 1	3% 5	2% 3	3% 5	153	8.04
Create more parks and public gathering spaces	26% 39	20% 29	16% 23	9% 14	7% 11	5% 7	5% 7	5% 7	4% 6	1% 2	2% 3	148	7.57
Grow local businesses	9% 14	17% 26	11% 16	19% 29	14% 22	16% 24	4% 6	4% 6	3% 4	1% 1	3% 4	152	6.81
Develop a town center	9% 13	11% 17	19% 28	11% 16	13% 20	9% 14	9% 14	9% 14	4% 6	3% 5	3% 4	151	6.29
Improve infrastructure (streets, utilities, internet, etc.)	6% 9	7% 10	13% 20	15% 23	14% 21	13% 20	9% 14	4% 6	9% 14	1% 2	7% 10	149	5.98
Improve natural areas and flood control programs	2% 3	4% 6	14% 21	7% 11	9% 14	13% 19	11% 16	13% 19	8% 12	6% 9	14% 21	151	5.09
Increase regional commercial development	3% 4	4% 6	3% 5	9% 14	10% 15	11% 17	14% 21	16% 24	10% 15	6% 9	14% 21	151	4.63
Increase the affordability of housing	5% 7	6% 9	4% 6	7% 11	9% 13	9% 13	11% 16	11% 16	13% 19	15% 23	12% 18	151	4.45
Provide a wider variety of housing types, including apartments attached houses, and condominiums	2% 3	3% 4	3% 5	10% 16	9% 14	9% 14	12% 18	8% 13	12% 18	14% 22	17% 26	153	4.26
Increase regional transit options	4% 6	6% 9	2% 3	5% 7	5% 7	5% 7	11% 16	18% 27	13% 20	15% 23	17% 26	151	3.99



Rail with trail proposal concept for Davenport, Iowa. Rail corridors provide continuous greenways and with adequate separation, can provide excellent places for parallel trails.



Underpasses such as this one in Boulder, Colorado can take trails safely under major streets and railroads, reducing the barrier effect and connecting otherwise divided parts of the city.

Q21: How old are you?

ANSWER CHOICES	RESPONSES	
Under 19	1%	1
19-24	0%	0
25-29	8%	12
30-34	15%	23
35-39	14%	21
40-44	23%	35
45-49	13%	20
50-54	6%	10
55-59	6%	10
60-64	2%	3
65-69	10%	15
70-74	3%	4
75-84	1%	1
Over 85	0%	0
TOTAL		155

Q22: What is the total annual income of all residents living in your household?

ANSWER CHOICES	RESPONSES	
Less than \$25,000	2%	3
\$25,000 - \$49,999	2%	3
\$50,000 - \$74,999	9%	14
\$75,000 - \$99,999	18%	27
\$100,000 - \$149,999	41%	60
\$150,000 - \$175,000	8%	12
More than \$175,000	20%	29
TOTAL		148

Q23: Do you own or rent your home?

ANSWER CHOICES	RESPONSES	
Own	96%	148
Rent	3%	4
Rent-to-Own	0%	0
Live with parents (for rent or free)	1%	1
Live with grown children (for rent or free)	0%	0
Other (please specify)	1%	1
TOTAL		154

Q24: Lastly, do you think your behaviors will change over the next two years as a result of COVID-19?

	LESS LIKELY	NO CHANGE	MORE LIKELY	TOTAL	WEIGHTED AVERAGE
Participating in outdoor recreation (parks, trails, etc.)	3% 5	34% 51	63% 95	151	2.60
Shopping more online than in stores	4% 6	34% 51	63% 95	152	2.59
Eating at local restaurants more than out of town restaurants	5% 7	44% 67	51% 77	151	2.46
Eating at home more than at restaurants	5% 7	45% 69	50% 76	152	2.45
Shopping more locally rather than other regional cities	4% 6	50% 76	46% 69	151	2.42
Looking to change a job or career	20% 30	65% 97	15% 23	150	1.95
Taking a vacation out of Iowa	27% 41	52% 79	21% 31	151	1.93
Attending public meetings	26% 39	64% 96	10% 15	150	1.84
Going to entertainment events	34% 52	48% 72	18% 27	151	1.83
Looking to change place of residence (regardless of location)	27% 41	67% 101	6% 9	151	1.79