



City of Bellevue, Iowa Comprehensive Plan



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Page reserved for city council resolution

Chapter 1

Introduction



Overlooking city of Bellevue from the west, 2021 (Source: Bellevue Video LLC)

Community Overview

The City of Bellevue is Jackson County's second largest community with a 2020 decennial census population of 2,363 residents. The community is 1.41 square miles on the west bank of the Mississippi River in east central Iowa. The city is located in Bellevue Township along US Highway 52 about 23 miles south of Dubuque.

Meaning "Beautiful View," Bellevue is home to spectacular panoramic views up and down the Mississippi River. Nestled between towering wooded bluffs and bordered by the mighty Mississippi, the town offers an assortment of venues to relax with nature, enjoy shopping and dining experiences, and participate in festivities throughout the year.

Bellevue is rich in history and culture, is surrounded by scenic natural beauty, and is home to a strong arts community. The community's identity is intertwined in these qualities and is enhanced by the close-knit, small-town feel.

Incorporated in 1851, Bellevue's history has been well preserved in a number of historic homes and structures. The city and surrounding area are home to a number of sites and buildings listed in the National Register of Historic Places.

In addition to the Mississippi River and its scenic bluffs, the community boasts many unique natural features and opportunities for outdoor recreation including Bellevue State Park, Felderman Park, and Riverview Park. Bellevue's cultural facilities include the Great River Gallery, the Young Museum, and a collection of public art installations.

Purpose

The City of Bellevue Comprehensive Plan provides

the City Council with a twenty-year guide for future decision making. The Comprehensive Plan establishes the community's vision for the future and identifies a recommended set of actions that it can take to realize that vision. The Comprehensive Plan focuses on all issues relevant to the development of the community including land development, housing, economic growth, and infrastructure maintenance. The Comprehensive Plan is not a legal regulatory document. Instead, it is a roadmap for the future of the community that has been agreed upon by its citizens and leaders.

To achieve the vision set forth in the Comprehensive Plan, the community must actively work to incorporate the recommendations of the plan into its budgets, policies, and ordinances. Many of the recommendations listed in the plan will require additional research, analysis, public input, and consideration from the City Council before they can be implemented. When choosing how to implement the Comprehensive Plan, the City Council should consider all relevant factors and weigh the public good with the cost and impact on the community.

Once adopted, the Comprehensive Plan is not an infallible or unchangeable document. The Plan should be updated every five to ten years, or when necessary, so that it continues to provide an accurate picture of how the community wishes to grow, develop, and prosper.

Iowa Smart Planning

The Iowa Smart Planning Act was signed into law in 2010, as a way to guide and encourage development of local comprehensive plans. The bill articulates 10 Smart Planning Principles and 13 Comprehensive Plan Elements for application in local comprehensive plan development and public decision making. These guidelines are intended to improve economic

opportunities, preserve the natural environment, protect quality of life and ensure equitable decision-making processes. The Bellevue Comprehensive Plan addresses all Smart Planning principles and elements, but is organized in a way that best fits the City of Bellevue's needs.

Iowa Smart Planning Principles

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

Comprehensive Planning Elements

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

Community History

The fertile valleys of the Bellevue area were settled by indigenous people during the prehistoric Woodland period (1000 BC to AD 1000). Later the Blackhawk tribe settled in the Bellevue area. The European pioneers arrived as fur traders, farmers, and merchants looking to settle new land beginning in 1833. These early settlers formed Bell View, the oldest city in the county and one of the five oldest cities in Iowa. The spelling was later changed to the French, Belle Vue and in time the two words were united and the town became Bellevue.

Platting of the Town of Bell View began as a part of Dubuque County, Wisconsin Territory, in 1836. Jackson County along with Jones and Linn Counties were established in 1837 and Bellevue was the named the county seat for all three. The Iowa Territory was created in 1838, and the State of Iowa was created in 1846. In 1849 the county seat was moved to Andrew, then moved back and forth between Bellevue and Andrew from 1851 to 1861. Maquoketa became the county seat of Jackson County after the railroad reached that city in 1873.

Planning History

Over the years Bellevue has completed a number of plans that focused on a variety of topics. The Bellevue Comprehensive Plan will seek to update and build off of the goals established in these plans.

The Bellevue City Council adopted the community's first comprehensive plan in January 1977. *Bellevue: A Comprehensive Plan*, developed with assistance from East Central Intergovernmental Association (ECIA), included three major sections: Background Data, Future Land Use, and a series of appendices to facilitate the implementation of the plan. The City amended the plan in May of 1977 to add an updated recreation element.

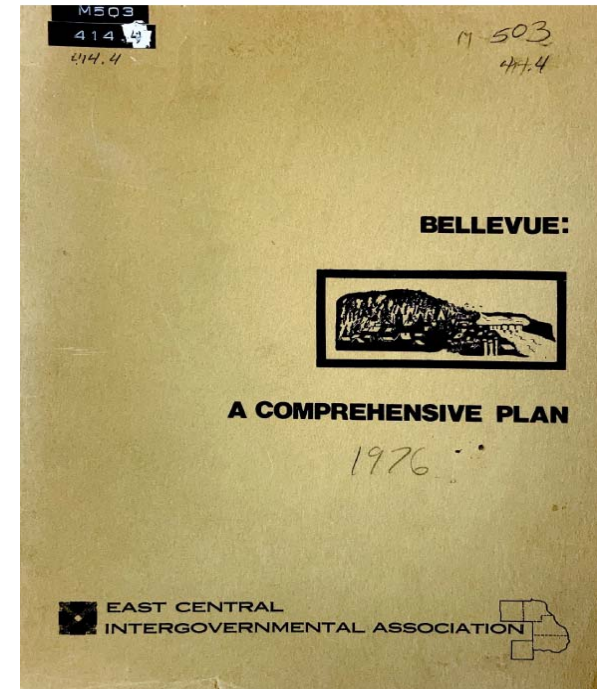
The City of Bellevue adopted its initial Zoning Ordinance in 1961 and initial Subdivision Ordinance in 1979. The City revised the Subdivision Ordinance to include extraterritorial subdivision review authority, among other amendments, in 1981. The Zoning Ordinance had its first major revision in 1984.

With the assistance of ECIA, the City adopted the *Bellevue Community Economic Preparedness Program* in 1994. In 1997 the community completed the *Bellevue Housing Needs Assessment* with the assistance of an Iowa State University (ISU) graduate student. This document was updated in 2005 with the assistance of ECIA. Another group of ISU graduate students helped the City create *Bellevue: Visualizing Tomorrow* in 1998. Also during 1998, ECIA assisted the City with developing the *Bellevue Strategic Plan Element*. In 2007 the City adopted an update to its future land use plan and map.

ECIA assisted Bellevue with developing the *Hazard Mitigation Plan – Bellevue, Iowa*, in 2001 and the *City of Bellevue Pre-Disaster Mitigation Plan* in 2002. The hazard mitigation plan has been revised several times with the most recent update completed in 2019.

In 2015, the City participated in the development of a county-wide housing needs assessment called *Housing Needs Assessment, Jackson County, Iowa*.

In 2016 Bellevue, along with partners in Dubuque, Jackson, and Jones Counties, completed the *Grant Wood Loop Master Plan* (GWLMP). The GWLMP is a roadmap for collaboration toward a shared vision within the region to enhance, promote, sustain, and connect our region's cultural, natural, and parks and other recreation assets over the next 20 years.



Bellevue: A Comprehensive Plan 1977



Grant Wood Loop Master Plan

Bellevue Heart and Soul

In 2016 Bellevue began working with the Community Foundation of Greater Dubuque to implement the Community Heart and Soul process. A program of the non-profit Orton Family Foundation, Community Heart and Soul is a community engagement process that reconnects people with what they love most about their town and translates those personal and emotional connections into a blueprint that serves as the foundation for future community decisions.



Over a multi-year process the Bellevue Heart and Soul committee engaged the community using a variety of methods including collaboration with schools, community events, facilitated community engagement sessions, and surveys. The committee used the information it collected to create a list of seven statements. The Bellevue Heart and Soul Statements reflect the community's most important values. The Bellevue City Council has adopted the Heart and Soul Statements and they have been adapted as vision statements for this Comprehensive Plan.

The Bellevue Heart and Soul Committee remains active and continues to work to improve the community. During the COVID-19 pandemic the group and the City of Bellevue helped bring people together and organize number of programs and activities to help the community through a truly difficult time.

Bellevue Helping Hands FREE Community Group

If you are in **NEED of assistance**, OR **know someone who is**, please
call or text 563.513.1620 or **send request to public FB Group:**
Bellevue Helping Hands
<https://www.facebook.com/groups/225804478790830/>

Let us know how we can help, such as rides to appts, pick up/delivery of household needs, meds, or meals, light household maintenance or cleaning, WFH computer needs, someone to talk to, whatever it is just ask. **AS FREE AND P&C AS POSSIBLE**

Food Needs the Community Offers:

- 1) Food and Household Community Cupboards located at Mobile Home area, 2nd St across from Pharmacy, First Presbyterian Church 872-4853
- 2) Meals on Wheels - call 872-4666
- 3) Bread Basket - call 563-879-3438
- 4) Bellevue MS/HS school has a cupboard and pantry - email tommeyer@bellevue.k12.ia.us or leave a message on the school office phones 872.4001
- 5) Bender's Grocery local Delivery - call 872-3212



Examples of Bellevue's Response to COVID-19

Chapter 2

Community Vision



Mississippi River at Bellevue (Source: Dave Eischeid)

Introduction

The purpose of the comprehensive plan is to present a vision for the future of all activities that affect the growth and development of the community. Community engagement is critical to the development of that vision and to the comprehensive planning process. Citizens of Bellevue played a key role in the creation of the Bellevue Comprehensive Plan. This chapter outlines Bellevue’s vision for the future and summarizes the community engagement process used to develop it.

Community Engagement

Steering Committee

The Steering Committee, consisting of community members appointed by the City Council, was the primary contributor to the planning process. The Committee met regularly throughout the planning process. Meetings were open to the public. At its meetings, the Steering Committee reviewed plan progress, worked on vision statements, identified issues, and provided feedback on draft documents.

The Committee members served as representatives of the broader community. Early in the process, the committee participated in brainstorming sessions to identify ideas for the future of community. As the planning process moved forward, the Committee’s role shifted to reviewing and providing feedback on draft chapters.

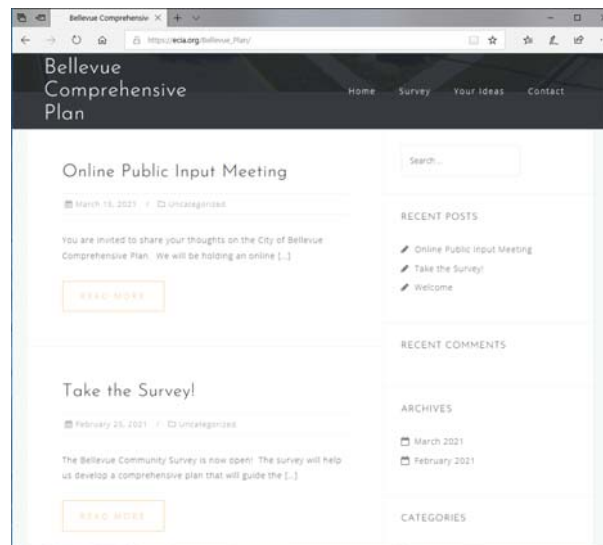
The Steering Committee helped design public engagement activities like the Bellevue Community Survey. Committee members developed survey questions and helped promote and distribute survey forms across the community. Following the completion of the survey, the Steering Committee reviewed the results and worked to incorporate survey information into the community’s vision for the future.

Community Workshops

A community-wide workshop was held on March 23, 2021. Because of the COVID-19 pandemic, the workshop was held virtually via Zoom. Residents were invited to review draft sections of the plan and provide their input on the future direction of the Community. The steering committee held an in-person public input meeting at the Bellevue Community Center on October 20, 2021.

Project Website

The project website was used to distribute information about the planning process and collect community input. Surveys, meeting information, reports and other information were posted on the website. The website also included a feature that allowed people to submit input on the plan.

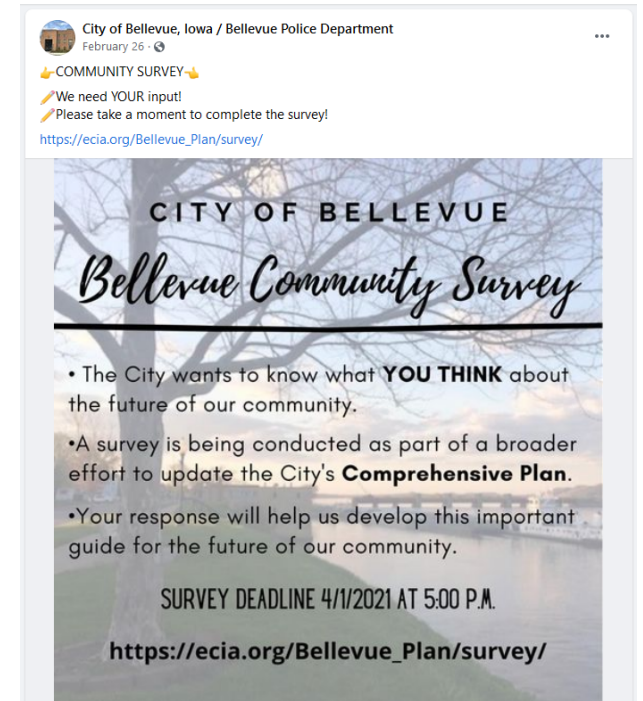


Project Website

Plan Promotion

Promotion activities for the plan included presentations to City Council and other community groups, public notices, and social media posts. The plan also received coverage from various local media outlets

including newspaper, radio, and local access TV. The City of Bellevue promoted the comprehensive plan using its Facebook page.



City of Bellevue Facebook post promoting the community survey

Community Survey

A community survey was used as a method for collecting community input for the Comprehensive Plan. The survey was conducted by ECIA between February 23 and April 1, 2021. ECIA worked with the City of Bellevue and the Comprehensive Plan Steering Committee to develop a list of questions that focused on existing and desired future conditions in Bellevue. A total of 406 people responded to the twenty-nine-question survey.

The City of Bellevue and the members of the Steering Committee used various communications channels to publicize the survey including word of mouth,

The online survey form was published on the project website and the City of Bellevue made paper forms available at City Hall. City staff and committee members distributed notices to interested individuals and community groups.

Following the completion of the survey, ECIA developed a report summarizing the results. The Steering Committee used the report as a guide for developing the Comprehensive Plan. The *City of Bellevue Community Survey Final Report* is included as Attachment A to the Comprehensive Plan.

Vision Statements

After considering all the input collected from the community through the planning process, the City of Bellevue and the Comprehensive Plan Steering Committee developed a vision for the future of the community.

The Bellevue Comprehensive Plan builds on the work completed through the Bellevue Heart and Soul program. The Bellevue Heart & Soul team heard from hundreds of people in Bellevue about what makes the community special and developed seven statements that reflect its most important values. Bellevue can use these statements to guide its future decisions and prioritize actions that will make our town even better.

The City of Bellevue and the Comprehensive Plan Steering Committee have chosen to adopt the Heart and Soul statements as vision statements for the Comprehensive Plan. The City and the Steering Committee have used the following Heart and Soul statements to guide the development of the comprehensive plan.

Active Community

We value our vibrant community which has evolved from the many volunteers, annual events, local organizations, and businesses which provide activities for residents and tourists of all ages.

Neighborhoods Pride

We value our clean, well-kept town which creates a positive visual experience for tourists and residents alike.

Hometown Traditions

We value our close-knit community where traditions and relationships create an environment that feels like home.

Natural Beauty

We value the natural beauty of the Mississippi River Valley. This environment bonds the community together, drawing in tourists and encouraging outdoor recreational activities.

Small Town

We value the unique character of our small town. We have a rich heritage and historic buildings that house distinctive locally owned businesses and entertainment.

Youth

We value the support our community has for our youth by recognizing they are the future of our community. We have excellent public and private schools, strong extra-curricular programs, and many youth activities.

Community Well-Being

We value the collaboration of local government, private and public organizations, volunteers, and those in uniform that provides a safe community for residents and visitors.

Chapter 3

Community Character



View of Bellevue from the Mississippi River, 2021 (Source: Bellevue Video LLC)

Introduction

Community character is determined by the people, characteristics, landmarks, and intangible elements that make the community a great place to live. While there is no exact formula for community character, a community’s unique characteristics are often a key reason of why people choose to live where they do or why they choose to visit to certain locations.

Having a particular community identity, especially in terms of what the community looks like, is becoming even more important in a world where everyplace tends to look like everyplace else. Places with strong community character break the trend of blandness and sameness, giving the community a strong sense of place and identity. Communities with unique, identifiable characteristics are more attractive to people and businesses.

The goal of the Community Character chapter is to identify and build on the unique elements that make Bellevue a special place.

Demographics

A fundamental part of understanding a city is understanding the people that make up the community. The field of demography is the statistical study of human populations. Analysis of demographic information and understanding trends revealed by that information is key to understanding the community and planning for its future needs.

Population

Total population is the most important piece of demographic information for a city. A basic count of people helps city leaders understand the community’s needs for infrastructure and services. Throughout its history as a city, Bellevue has experienced extended periods of steady population

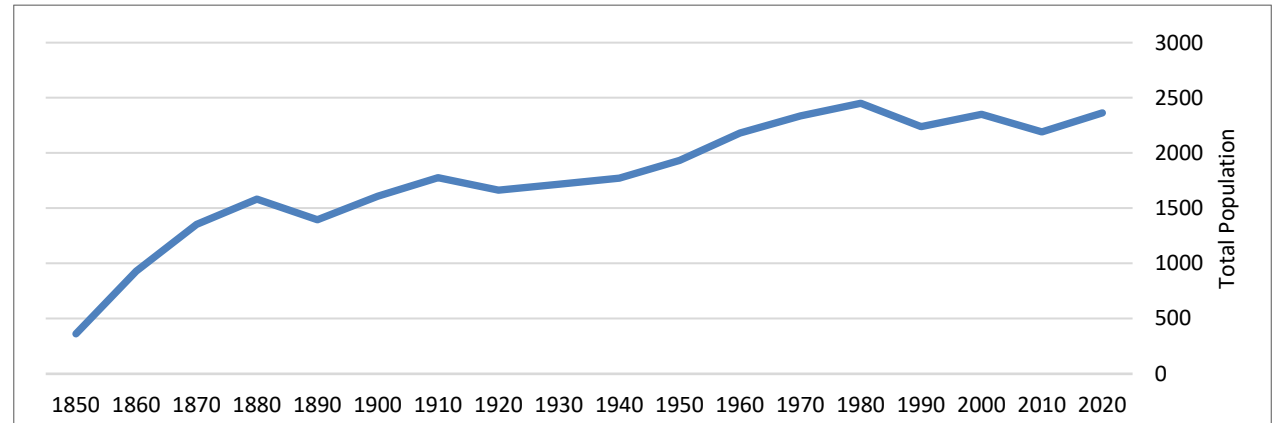


Figure 3-1. Bellevue Historical Population, 1850-2020
 Source: US Census Bureau, Decennial Census, 1850-2020

growth, followed by periods of decline or very little growth. Historical decennial census counts in Figure 3-1 reveal that Bellevue is currently in a slow growth period.

Bellevue’s population peaked at 2,450 in 1980. Since then, the city’s population has fluctuated a bit, but for the most part has remained around 2,200 to 2,300 people. The 2020 census count for the city of Bellevue is 2,363 -- a population increase of 172 from the 2010 census.

Lack of population growth is not a problem that is unique to Bellevue. Across Iowa and the United States small and medium sized cities are dealing with the challenges related to slow population growth or decline. In general, small town and rural populations are getting smaller while metropolitan area populations continue to grow larger.

Having the ability to attract new residents and maintaining population is important for small communities. Population growth encourages economic growth by creating demand for housing and expanding the customer base for local businesses. Local employers also depend on the area’s population to fill their workforce. Population growth can also help the

city financially. Increased economic activity ultimately leads to a larger tax base that allows the community to expand services while keeping tax rates low.

Population Growth Factors

A city’s population growth or decline is often the result of several factors. For Bellevue, economic conditions, changing household demographics, and lack of room to grow have had an important effect on the community’s ability to grow over the last forty years.

For a period from 1920 to 1980, the Bellevue’s population grew steadily. But beginning in the mid 1980’s, economic conditions likely put a stop to the city’s population growth. During this time an economic recession hit the agricultural and manufacturing sectors of the economy. Known as the Farm Crisis, this recession led to high unemployment and population decline in many communities across the state. Today, economic conditions have improved and are now having a positive effect on the city’s population. The region’s economy has diversified. Manufacturing is still important, but many area workers are now

employed in the service, technology, and tourism industries.

In more recent years, lack of physical space for the community to expand has also had a limiting factor on the city's population. The Mississippi River and surrounding bluffs give Bellevue a beautiful natural setting and make it a desirable place to live. But the area's natural features also limit the city's ability to expand its supply of housing and commercial space. The combination of the desirability and limited housing supply has resulted in low vacancy rates and a tight housing market that can inflate prices and prevent people from moving into the community. In recent years, the community has taken action to open new areas for development with the intent of giving the city room to grow.

Changing household demographics is another trend that has increased demand for housing and limited Bellevue's ability to grow. In general, broad demographic trends including the population getting older on average and people having fewer children have caused the average household size to shrink. This trend, of fewer people living in each household has been observed across the county, but is especially prevalent in small towns and rural areas.

Figure 3-2 shows the total number of households from 1970 to 2010 in Bellevue. Figure 3-3 shows the change in average household size for Jackson County and the State of Iowa over the same time period.

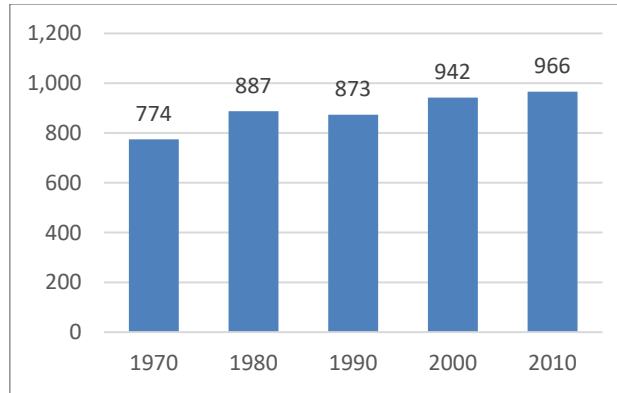


Figure 3-2. City of Bellevue Households

Source: US Census Bureau, 1970-2010 Decennial Census

The charts show that the number of households has grown, but the number of people living in each household has decreased. In 1970 the average Jackson County household contained 3.1 people, but by 2010, the average had dropped to just under 2.4 people.

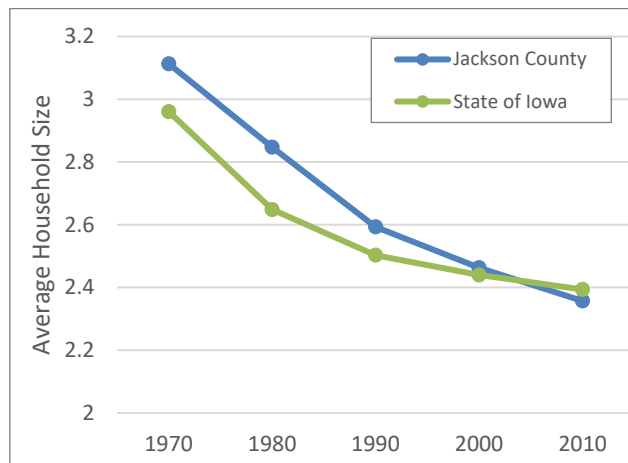


Figure 3-3. Average Household Size

Source: US Census Bureau, 1970-2010 Decennial Census, IPUMS NHGIS, University of Minnesota, www.nhgis.org

Demographers expect that the trends of lower birth rates and aging population to continue over the long term, so it will be important for Bellevue to consider

these factors when assessing future housing demand and the types of housing needed. For example, with an increasingly older population, the city may need to consider adding more assisted living units.

Looking to the future, telecommuting is a factor that could have a positive effect on Bellevue's population. During the Covid-19 pandemic, many employers invested in remote work technology and implemented work from home policies. Some businesses found that this large-scale remote work experiment did not negatively impact productivity and many workers enjoyed the additional flexibility in their work schedule.

People enjoy lower cost of living and improved quality of life in a smaller community like Bellevue. Bellevue residents and businesses rely on internet connections for work, education, and entertainment. Bellevue is the first city in Iowa to construct and operate a fiber-to-the-home (FTTH) network. Refer to Chapter 7. Infrastructure and Facilities for more information.



Cable Head End (Source: City of Bellevue)

People and Population

According to the 2019 American Community Survey (ACS) 5-Year estimates, the median age of Bellevue residents is 40.2 years, slightly higher than the U.S. median age of 38.1 years. Figure 3-4 shows that about 7% of Bellevue’s residents are under the age of 5, nearly 16% are ages 5-17 years, and over 77% of the population is 18 years or older. Nearly a quarter of the Bellevue community is age 65 and above.

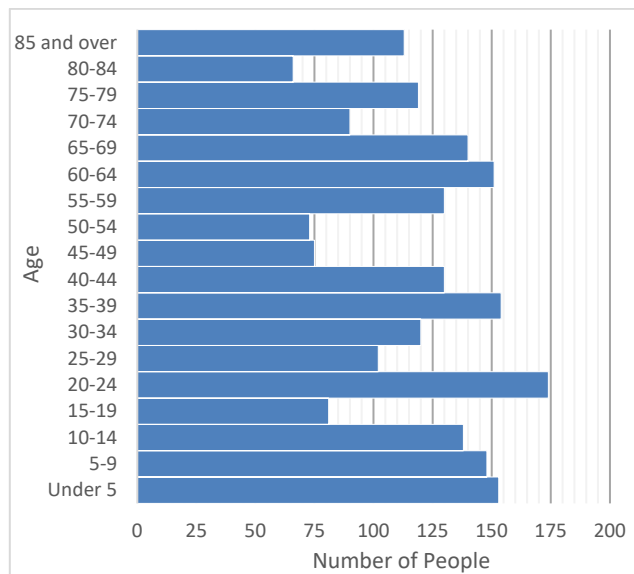


Figure 3-4. Population by Age in Bellevue
Source: US Census Bureau, ACS Estimates 2019

Veterans

Approximately 9.5% of the Bellevue community is comprised of veterans, a higher percentage than the 7.3% share of the U.S. population that is veterans. Of the veterans living in Bellevue, the breakdown by gender is 93% male and 7% female.

Language Spoken at Home

English is the most prevalent language spoken at

home in Bellevue at 99.6%. Only 0.4% of residents speak a language other than English at home. Nationally, 21.6% of the population speaks a language other than English at home.

Race

According to the 2019 ACS 5-Year estimates, the racial composition of Bellevue’s population is less diverse than in Iowa and in the nation. The White alone population is 99.0% in Bellevue, 89.9% in Iowa, and 72.0% in the United States.

Health

Approximately 9.7% of Bellevue’s population has a disability, compared to 12.6% of the U.S. population. Figure 3-5 lists the types of disabilities experienced by Bellevue residents. Many of these disabilities can be linked to an aging population.

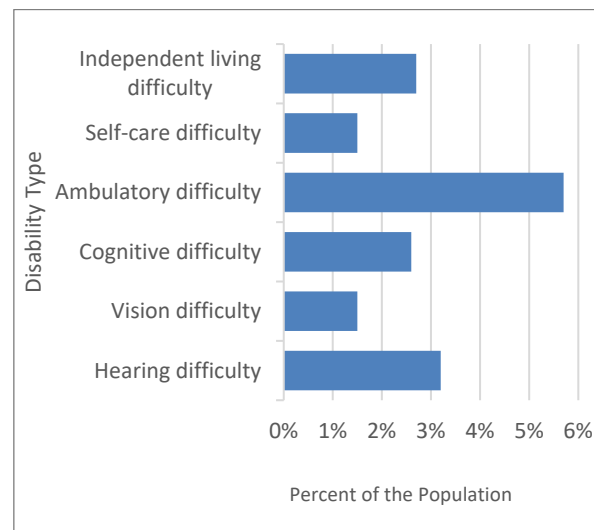


Figure 3-5. Types of Disabilities in Bellevue
Source: US Census Bureau, ACS Estimates 2019

Education

In Bellevue, 90.7% of the population is a High School graduate or higher, slightly above the 88.0% in the U.S., but below Iowa’s 92.6%.

Figure 3-6 indicates the education attainment in Bellevue for High School graduate or equivalent degree at 37.5% is higher than 31.0% for Iowa, and much higher than 26.9% for the US. However, Bellevue has a lower percentage of residents attaining higher education levels in comparison with the State of Iowa or the United States.

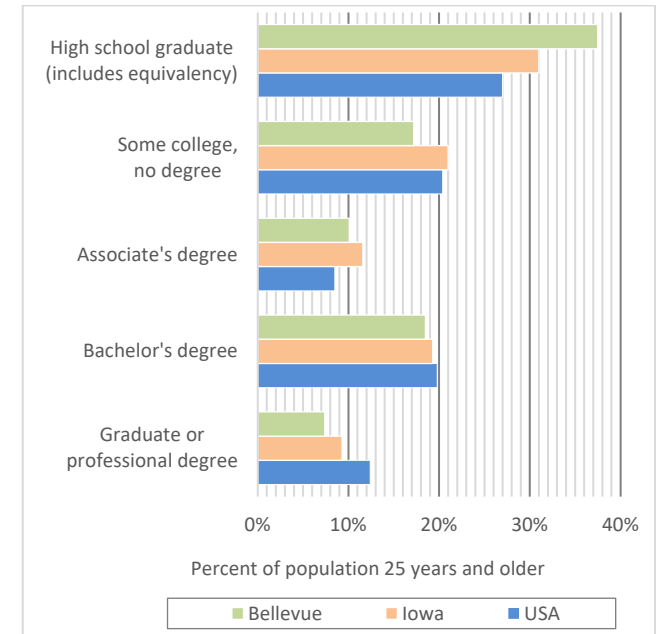


Figure 3-6. Education Attainment Comparison
Source: US Census Bureau, ACS Estimates 2019

Income and Poverty

According to the 2019 ACS 5-Year estimates, the median household income in Bellevue is \$61,701 and the poverty rate is 9.6%. These ACS estimates also indicate that female median year-round, full-time earnings are \$44,219 in Bellevue, which is slightly higher than \$43,022 for the United States. In comparison, however, male median year-round, full time earnings in Bellevue are higher than females at \$47,348.

Arts and Entertainment

Public Art

Public art can be a key factor in establishing a unique and culturally active place, and can be used by communities to gain cultural, social and economic value. Public art can create civic icons, but it can also transform everyday spaces like playgrounds, hospitals, water treatment facilities, and streets into expressions of culture and creativity. Bellevue has a number of public art installations, located primarily along the community's riverfront. "Living, Flowing, Ever Changing" is one of the community's most prominent public art pieces. The 2018 dedication of the riverfront sculpture with steamboat stacks and colorful fish was the culmination of a multi-year community input process.



"Living, Flowing, Ever Changing"

"Source: Byways of Iowa Foundation¹)"

Bellevue Arts Council

The Bellevue Arts Council is a community organization dedicated to offering ways to share love of the arts with others. The Council's mission is to Bellevue Arts Council is to create, foster and promote our unique regional arts environment by supporting the arts, art education and artists of eastern Iowa. By providing funding, advocacy and support services to the region's arts organizations and artists we strive to build a strong arts community now and for the future. The Council puts on a variety of activities throughout the year including elementary arts programs, poetry readings, and a number of art shows. The Council's annual Fishtival Arts Festival celebrates the community's heritage through art and showcases a wonderful variety of artists.

Community Festivals and Events

Throughout the year Bellevue hosts a series of events that provide entertainment and bring the community together. Events include Bellevue Heritage Days, Ski Bellevue Water Ski Show Team, the Fishtival Arts Festival, and several others.



Ski Bellevue Water Ski Show Team (Source: ECIA)

Community History

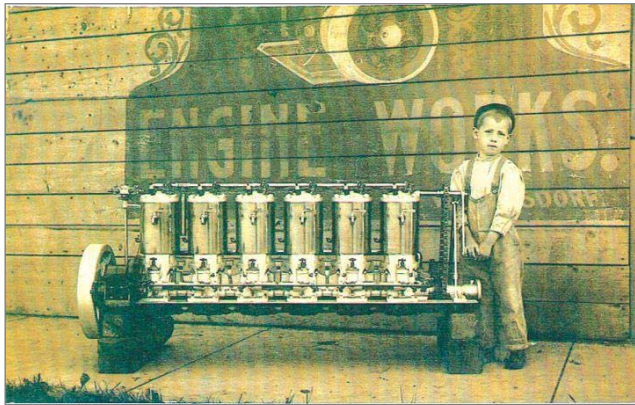
Over the years, Bellevue has developed a rich culture that makes the city an interesting and unique place. Today, evidence of the community's history can be found throughout the city. Historical buildings, museums, and landmarks all serve as a reminder of the important people and events that have shaped Bellevue into the community we know today.

The City of Bellevue takes its name from the community's earliest European settler, John D. Bell, who settled on land within the village limits in 1836. Bellevue was established as the first county seat of Jackson County, a role it retained until 1841 when it was moved to Andrew, then back to Bellevue in 1848 where it remained until 1861 when it was moved to Maquoketa, a more centralized location in the county.

Mills were an important part of Bellevue's early economy. In the 1860s Bellevue was home to two large flour mills. Bellevue's sawmills provided lumber to furniture factories in Galena and other nearby cities. Over time the city's collection of industries expanded to include a pearl button factory, iron foundry and lime kiln.

Around 1900, Bellevue earned a reputation for boat building. The Iowa Marine Engine and Launch Works, located at the corner of Chestnut and South Second Streets, built boats and motors that were known for their fine quality. Most of the engines were one-cylinder models that were popular with fisherman, but the company was also known for its eight-cylinder racing engines. One of the company's racing boats set a world speed record of 37 miles per hour on the Mississippi River in 1912. Many of the machines from the Iowa Marine Engine and Launch works have been restored and are on public display

as part of the River of Innovation exhibit at the National Mississippi River Museum in Dubuque.²



Young Darby Brandt, son of Joseph Brandt, is pictured here in 1914 with a new racing boat engine, ready for installation at the Iowa Marine Engine and Launch Works in Bellevue. (Photo courtesy of the Brandt and Brinker families and the Bellevue Herald-Leader)



River of Innovation Exhibit. National Mississippi River Museum and Aquarium. (Photo by Stephen Gassman, Telegraph Herald)

Historic Preservation

Preserving and celebrating Bellevue’s unique historical features is an important part of the city’s future plans. Historical buildings and neighborhoods give the community a strong sense of place that sets

Bellevue apart from other similar cities.

Historical Buildings

In Bellevue and the surrounding area, 11 buildings are listed in the National Register of Historic Places. Most of the buildings listed in the National Register date to the late 19th and early 20th centuries. Bellevue grew rapidly during this time, and as a result, the city is home to many examples of commercial and residential architecture from this period. Prominent listings include Potter’s Mill, the Bellevue Herald Building, Spring Side House, and the former Jackson County Courthouse, which is currently used as an elementary school. In addition to its national register listings, the city also has many historically significant buildings and structures.

Downtown Historic District

Downtown Bellevue may soon be recognized as a Historic District on the National Register of Historic Places. The Iowa State Nomination Review Committee approved the historic district application prepared by the Jackson County Economic Alliance and Heritage Works in October 2021. Heritage works is a Dubuque-based non-profit that works on historic building preservation and rehabilitation. The National Parks Service is reviewing the application with approval expected in 2022. Once the Historic District is established, owners of historic properties that contribute to the historic district will be eligible for State and Federal Historic Tax Credits and certain grants when rehabilitating their buildings.³

Young Museum

The Young Museum is housed in a two-story limestone 19th-century Gothic Revival home, that was donated to the City of Bellevue by Joseph Albert Young in 1959 to be used as museum. The museum opened in 1966 and operated for 48 years, primarily

focused on the Youngs’ antique collection. The museum was closed in 2014 after its trust fund was expended. In 2018, the nonprofit, Friends for Preservation of Bellevue Heritage (FPBH), acquired administrative rights to the Young trust and began working to revise and reopen the museum to a broader audience. Under its agreement with the City, FPBH has the authority and responsibility to administer the museum, and the City of Bellevue retains ownership, as beneficiary of the trust.

Financial Resources

Preserving the community’s important historical features requires effort from the community and funding. Several programs are available to help the community with its preservation efforts.



Potter’s Mill (Source: Bellevue Herald-Leader)

Tax Incentives

Tax credits and exemptions are available to encourage the reuse of historic properties while retaining historic character-defining features. The State Tax Credit, Federal Tax Credit and County Tax Exemption programs contribute to the revitalization and preservation of historic properties across Iowa. These programs use the Secretary of the Interior’s

Standards for Rehabilitation of Historic Buildings and the Guidelines for Rehabilitating Historic Buildings, Often, projects will use multiple tax incentive programs in combination.⁴

STATE TAX CREDIT

The State Historic Preservation Office (SHPO) of Iowa administers the State Historic Preservation and Cultural and Entertainment District Tax Credit Program (HPCED) in partnership with the Iowa Economic Development Authority (IEDA). The program has a multi-part application process which offers a fully refundable and transferable tax benefit for up to 25% of the qualified rehabilitation expenses for the sensitive rehabilitation of historic buildings.

FEDERAL TAX CREDIT

The SHPO partners with the National Park Service (NPS) and the Internal Revenue Service (IRS) who administers the Federal Historic 20% Rehabilitation Tax Credit. The amount of credit available under this program equals 20% of the qualifying expenses of the rehabilitation.

COUNTY TAX EXEMPTION

The SHPO administers the County Historic Property Tax Exemption Program in partnership with County Boards of Supervisors. The program offers a local property tax incentive for the sensitive “substantial rehabilitation” of historic buildings. It includes a four year “freeze” on property tax increases, followed by increases of 25% per year for the following four years to adjusted value post rehabilitation.

JACKSON COUNTY LOW INTEREST BANK LOAN

This program is available in any downtown district in Jackson County. The maximum loan will be \$250,000 per project with a minimum loan amount of \$5,000. The interest rate shall be fixed at one half a percentage point below prime on the date of closing for the term of the loan. Projects eligible for this

program include facade and/or interior renovation, upper story renovation, additions, new construction, leasehold improvements, refinancing and/or acquisition of commercial property.

Downtown Incentives

The City of Bellevue’s Downtown Incentive Programs offer businesses financial incentives to improve their properties in the downtown urban renewal district shown in Figure 3-7. There are Design Guidelines for the programs listed below. Refer to Chapter 4. Economic Development for complete program descriptions.

ACQUISITION ASSISTANCE: This program helps business owners acquire commercial space.

BLADE SIGNAGE: This program helps businesses replace signs.

COMMERCIAL INTERIOR GRANT: This program helps owners or renters expand and/or remodel commercial space.

CONSULTANT ASSISTANCE: Commercial properties are eligible for design assistance to meet Design Guidelines.

FACADE GRANT: This program helps business and property owners restore or rehabilitate facades of commercial buildings.

UPPER STORY RENOVATION: This program helps owners renovate space on the upper story for residential units.

CONVERSION OF 1ST FLOOR RESIDENTIAL TO COMMERCIAL: This program assists in converting first floor residential space to commercial space.

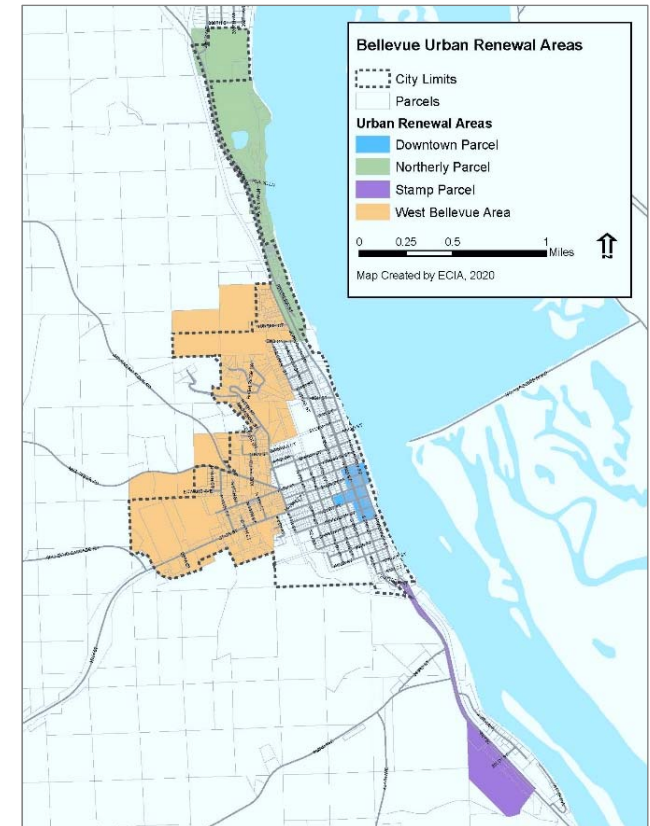


Figure 3-7. Downtown Urban Renewal District

Source: ECIA

Recommendations

The following recommendations are intended to guide the City of Bellevue in strengthening the elements that make the city a unique and wonderful place.

Community Character

- Enhance the quality of life of Bellevue by identifying and enhancing the elements that give the community its sense of place and identity.
- Leverage the city's unique culture, historic elements, and contributions from artists for economic development, community marketing, and resident attraction and retention.

Population Growth

- Encourage the creation of the housing needed for the continued growth of the city's population.

Arts and Entertainment

- Work with community organizations to provide festivals and events that bring the community together.
- Support community organizations that provide arts education and venues for artistic performances.
- Look for opportunities to expand the City's collection of public art.

Community History

- Safeguard Bellevue's historic sites, buildings, and cultural resources.
- Rehabilitate existing buildings in a way that preserves their historic significance while allowing their use for modern purposes like office space, retail, or housing.

Community Connections

- Ensure the fair, equitable, and uniform

enforcement of rules, regulations, and laws.

- Use community activities, partnerships, and outreach to foster positive relationships, good citizenship, and cooperation with public safety efforts.
- Encourage community events like Heritage Days that bring people together and build community pride.

Chapter End Notes

1. See "Living, Flowing Water, Ever Changing."
2. See Namanny, David.
3. See "Bellevue and Maquoketa one step Closer to Historic District Status."
4. See "Tax Incentives."

Chapter 4

Economic Development



Downtown Bellevue, Riverview Street (Source: Bellevue Chamber of Commerce)

Introduction

A diverse and vibrant regional economy is a critical component of a strong community. Good jobs that pay a living wage and access to goods and services are important factors in measuring a community’s quality of life. Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. The nature of economics is cyclical, based on a combination of factors, including product life cycles, applications of technology, and government policy changes. Communities with a good economic development strategy in place are able to successfully respond to constantly changing economic conditions, and remain competitive during down economic cycles.

Economic Development is a broad term that that encompasses anything that improves economic conditions in the community. Directly or indirectly, all the projects and polices recommended in the Comprehensive Plan have some economic impact. Economic development can include anything from a water and sewer project that allows a new manufacturer to locate in the City’s industrial park, to a new park project that improves quality of life and helps the community attract new workers.

This chapter describes current economic conditions in Bellevue and identifies the organizations, projects, and policies that will help the community address issues of employment, industry, and commerce in an effective way.

Economic Indicators

This section provides a snapshot of key economic indicators for Bellevue.

Employment

Since 2011, Bellevue has experienced some fluctuation in total employment. Employment peaked at 1,170 jobs in 2012, fell to 983 in 2014, and was at 1,066 in 2019. Figure 4-1 illustrates the total employment trend in Bellevue for 2011 to 2019 according to the US Census Bureau’s 5-year American Community Survey (ACS) data.

Unemployment

The unemployment rate in Jackson County has fluctuated over the years. In most cases the county unemployment rate has mirrored the State of Iowa rate. Unemployment spiked during the recession of 2008. Jackson County’s rate peaked at 9.8% in February and March of 2009. Both county and state unemployment rates have been steadily trending down since their peak in 2009. Both county and state rates trend below the US unemployment rate. Figure 4-2 provides a comparison of the average annual unemployment rates for the United States, State of Iowa, and Jackson County in 2000, 2010 and 2020.

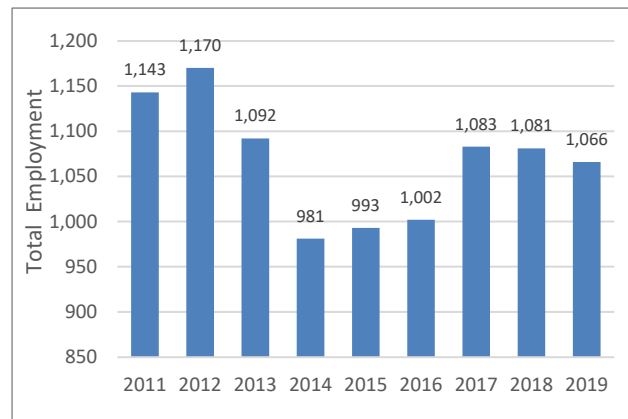


Figure 4-1. Bellevue Average Annual Employment
Source: US Census Bureau, 5-year ACS, 2011-2019.

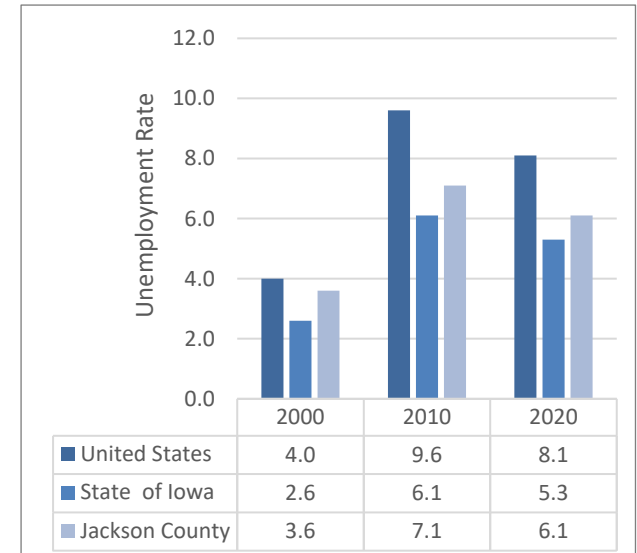


Figure 4-2. Comparison of Unemployment Rates
Source: US Bureau of Labor Statistics



Water Street Landing, 305 S Riverview St. \$1.8 million renovation of historic button factory completed in 2020 for office and retail space, business incubator, center for school and civic programs, public restrooms, public dock amenities, and parking. (Source: ECIA)

Economic Prosperity

Growing the number of good quality jobs is a top priority for Bellevue. Bellevue is focused on increasing the number of good paying jobs, attracting new employers to town, and improving the attractiveness of the community to workers.

In addition, Bellevue is focused on improving occupational diversity -- the types of occupations available in a community such as sales or office jobs. Communities with diverse economies that include a good mix of industries and types of jobs are less vulnerable to national economic volatility and more likely to experience economic growth. Achieving job growth and economic prosperity will require a creative and comprehensive approach.

Employment by Industry

Employment by industry in Bellevue is led by the Education, Health Care, and Social Assistance category with 222 employees. The Manufacturing and Retail Trade industries employ the next largest number of laborers, at 178 and 126 respectively. As shown in Figure 4-3, another 287 workers are employed collectively by these industries:

- Professional, Scientific, and Management
- Finance, Insurance, and Real Estate
- Arts, Entertainment, Accommodation, and Food Services

Employment by Occupation

Workers in Bellevue were employed in a variety of occupations. In 2019 employment was spread among several sectors as shown in Figure 4-4.

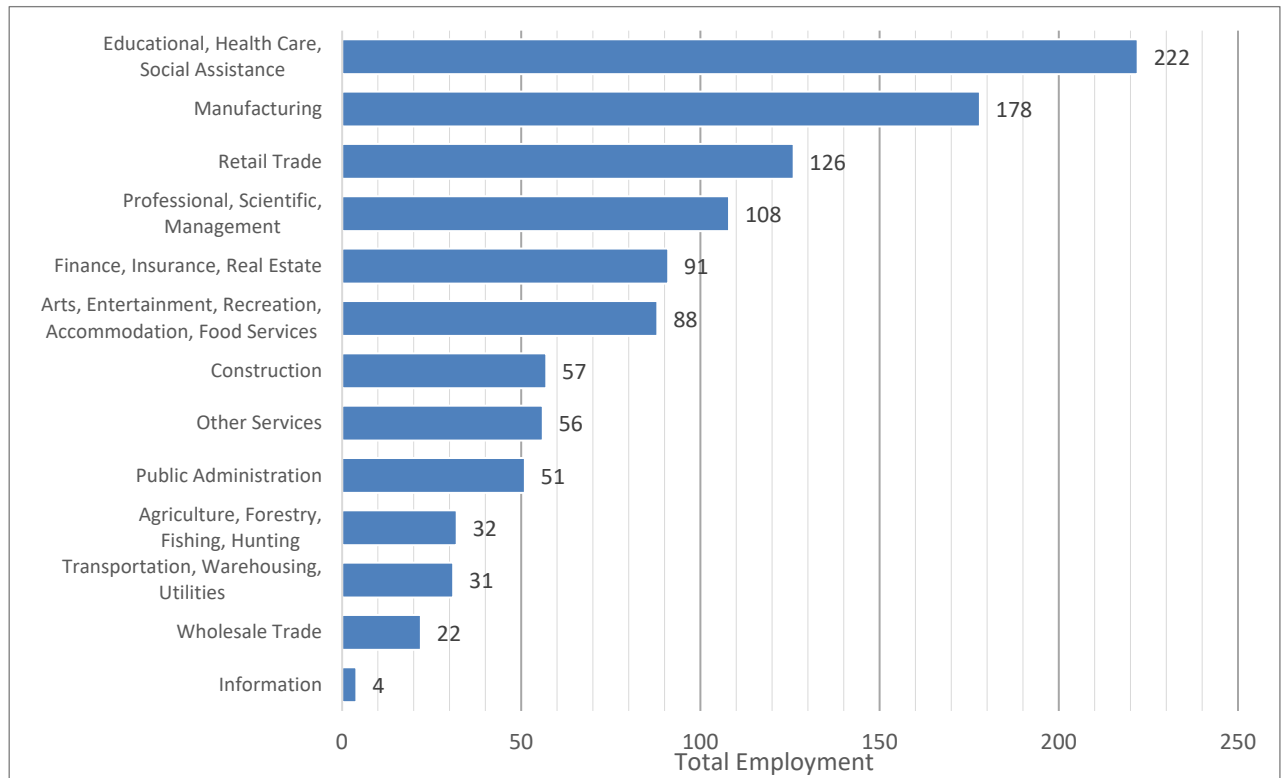


Figure 4-3. Employment by Industry in Bellevue, 2019

Source: US Census Bureau, 5-year ACS, 2019

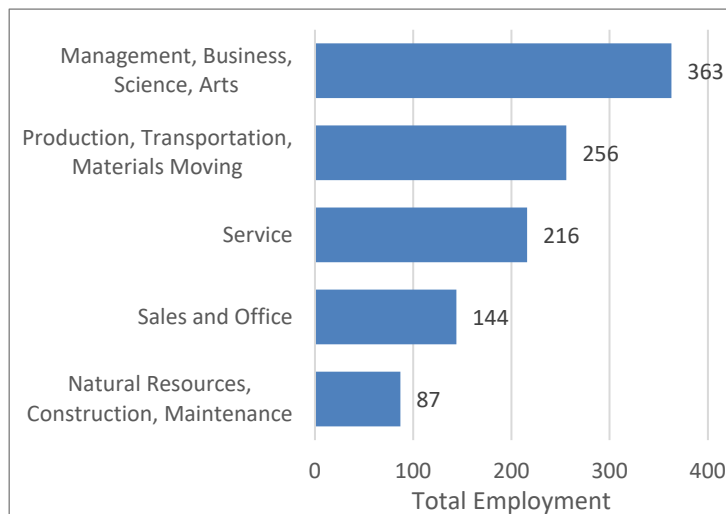
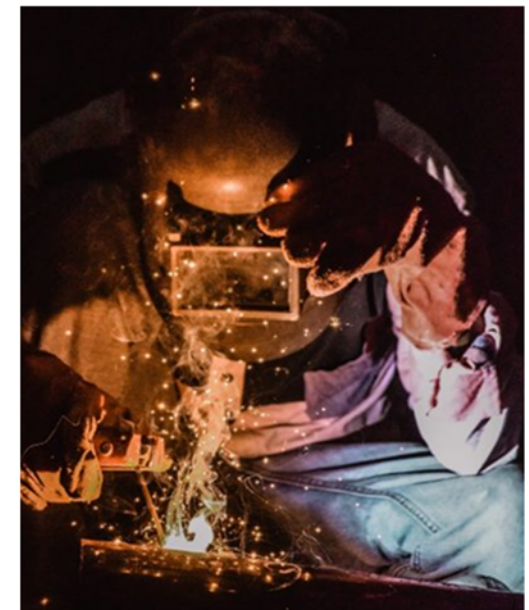


Figure 4-4. Employment by Occupation, 2019

Source: US Census Bureau, 5-year ACS, 2019



Source: Prosperity Eastern Iowa

Commuting

The relationship between where people live and where they work is a significant issue that impacts economic development, transportation, and housing. People choose where to live based on a complex series of factors that are unique to each individual or family. However, it is likely that the location of work and transportation to work are important factors for many people. Understanding regional commuting patterns will help Bellevue map out its future land use patterns and guide the City's future policy decisions.

Workers leaving Bellevue for work are likely commuting to other communities within Jackson, Dubuque, Clinton and Scott Counties or to larger urban areas such as Dubuque or the Quad Cities. Many workers likely commute to Bellevue from nearby communities and surrounding rural areas.

Economic Development Partners

The City of Bellevue partners with several public and private organizations to help improve the local and regional economy. These organizations provide aid to small businesses, administer state and federal programs, and help create and implement effective local policies to foster economic growth and prosperity.



Jackson County Economic Alliance

Jackson County Economic Alliance (JCEA) is a private non-profit economic development resource for the county, businesses, and communities in Jackson County. JCEA's mission is to facilitate, lead and promote organized economic growth to improve the quality of life and to protect and create jobs. JCEA's areas of emphasis are business, community, and workforce development.

Bellevue Chamber of Commerce

The Bellevue Chamber of Commerce plays an important economic development role in Bellevue. The Chamber is an organization of businesses that works to further the needs of other businesses and promote tourism activities. The Chamber works to bring businesses together and develop strong social networks. The Chamber also works with the city, county, and other organizations to help create pro-business initiatives.

Community Foundation of Jackson County

The Community Foundation of Jackson County, an affiliate of the Community Foundation of Greater Dubuque, is an organization that works to create a strong, thriving and vibrant region by inspiring community members to give, making grants to strengthen nonprofits, and investing in long-term community initiatives. In 2018 the Foundation awarded more than \$375,000 in grants and scholarships to support projects and organizations across Jackson County. The Community Foundation manages a number of funds that are specifically focused on improving the Bellevue Community including: the Bellevue Education Endowment, the Bellevue Public Library Endowment, and the Bellevue Rotary Scholarship.



East Central Intergovernmental Association

East Central Intergovernmental Association (ECIA) manages a number of economic development programs. ECIA Business Growth Inc., a non-profit corporation formed in 1982, provides low-interest loans to businesses for expansion that creates new or retains current jobs. ECIA Business



Growth, Inc. operates business loan programs including the U.S. Small Business Association (SBA) 504 Program and the Jackson County Revolving Loan Fund. Since 1983, the ECIA Business Growth Board of Directors has approved 283 loans totaling \$84,038,699, resulting in the creation or retention of 4,917 jobs.

Prosperity Eastern Iowa

ECIA also manages Prosperity Eastern Iowa



(PEI). PEI is a partnership of economic development stakeholders that leverage financial and human resources to achieve efficiencies, utilizing our natural, cultural, and physical assets to strive for the economic prosperity of the region. PEI covers a four-county region including Delaware, Dubuque, Jackson, and Jones Counties and the city of DeWitt.

Business Development

Business development is the core function of community economic development efforts. Business development efforts are divided into two broad categories, business retention and expansion and business attraction.

Business Retention and Expansion

Business retention and expansion programs are designed to support existing businesses and prevent them from leaving the community or going out of business. It is estimated that 85% of new employment within a community is generated by the existing businesses. Existing businesses form the foundation of the community's employment opportunities and stabilize the tax base. JCEA uses the Synchronist survey program to gather information from businesses and respond to their needs. This program assists existing businesses as they encounter challenges or opportunities.

Business Attraction

Business attraction activities are designed to encourage businesses that are expanding or planning to relocate, to choose your community. New businesses enhance and diversify the economic base, and improve the quality of life.

While business attraction efforts have historically targeted manufacturing businesses, today communities also seek to attract retail, tourism, technology, service sector, and entertainment venues to diversify and expand their business clusters and community. JCEA manages the County’s Location-One profile to market available buildings and sites.

Incentive Programs

In most cases, the goal of the community’s business development efforts is to make the community attractive to investment by reducing the cost of doing business in the community. Bellevue has a variety of programs available to help encourage business growth. In some cases, the city administers these incentive programs directly, in other cases incentive programs are managed by other organizations like JCEA or ECIA.

Marketing

In order to attract new businesses, a community must provide a competitive and attractive environment. The City of Bellevue can use marketing to promote the positive business climate, environment, and services available for targeted businesses.

There are a wide range of marketing and promotion activities that can be used to reach a target audience and attract potential investors. The City should work with partners such as JCEA and the Chamber to develop a marketing strategy that displays a consistent message and image of the community. Bellevue has many features that could serve as the subject of a

marketing campaign including tourist attractions, shopping, historic downtown, available commercial properties, and many others.

Economic Incentive Programs

This section lists of some economic incentive programs available in Jackson County. JCEA maintains an updated inventory of available incentive programs at www.thejcea.org.

Tax Increment Financing

Tax Increment Financing (TIF) is an incentive program which captures the increased property taxes a business pays from improving its property. This incentive can be used to help pay for needed infrastructure improvements or to provide grants or rebates to the business for up to 20 years, as shown in Figure 4-5. Incremental Property Tax Revenues are produced by multiplying the consolidated property tax levy (city, county, school, etc.) times the incremental valuation of the property, then subtracting debt service levies of all taxing jurisdictions, subtracting the school district physical plant and equipment levies and subtracting any other levies which may be exempted from such calculation by Iowa Code.

Low Interest Loans

Loans for building improvements are available if a qualified project locates within certain areas of the community. Locally, loans may be available through US Small Business Administration (SBA) or Jackson County Revolving Loan Fund (JCRLF).

The JCRLF is available in any downtown district in the County. The maximum loan is \$250,000 per project and the minimum loan is \$5,000. The interest rate is fixed at one half a percentage point below prime. Projects eligible for this program include facade and/or interior renovation, upper story

renovation, additions, new construction, leasehold improvements, refinancing and/or acquisition of commercial property.



State of Iowa Programs

High Quality Jobs, Certified Sites, Revitalize Iowa’s Sound Economy (RISE), and the Economic Development Set-Aside (EDSA) are available from the State of Iowa for qualifying projects.

Jobs Training

The State of Iowa’s 260E and 260F programs provide employee training through Iowa’s 15 community colleges. 260E provides training to businesses that are expanding their Iowa workforces, and 260F provides training to existing Iowa businesses. Eastern Iowa Community College assists businesses with training programs.

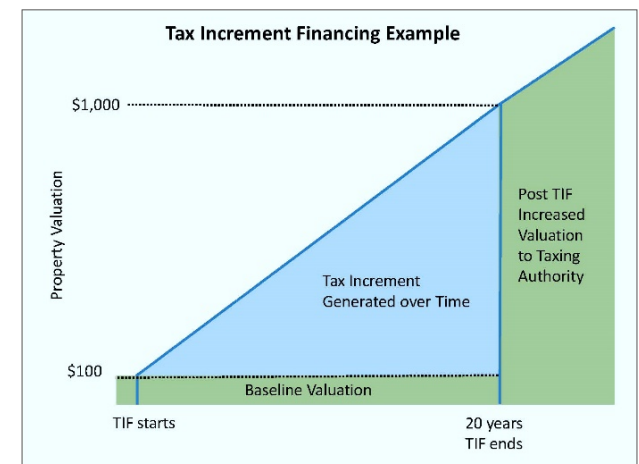


Figure 4-5. Tax Increment Financing Example
Source: City of Dubuque



City of Bellevue Incentives

The City of Bellevue offers a variety of incentive programs aimed at generating local economic activity. Some of these programs are targeted to a specific area, such as downtown or entrance corridors while others can be applied anywhere in the community.

Bellevue Urban Renewal Plan

The Bellevue Urban Renewal Plan was adopted in 1991 and has been amended in 1997, 2007, 2013, 2019, and 2020 for expansion of the original Urban Renewal Area and support of specific projects. The original Urban Renewal Area and all amendments were designated as economic development areas appropriate for the promotion of commercial, industrial, and housing developments. Iowa Code allows the City of Bellevue to collect incremental property tax revenues in the urban renewal area for no more than 20 years. If that period has expired, the City may reinstate the property to enable incremental property tax collection for another 20 years. The Plan’s urban renewal areas and projects are listed in Table 4-1 and shown in Figure 4-6. The Plan also includes professional consultant fees, such as planning and engineering fees to support urban renewal development.

Table 4-1. Bellevue Urban Renewal Plan

Urban Renewal Area/Project	Purpose/Need
Downtown Renovation Area	Rehabilitation for commercial and upper story residential units
West Bellevue Area	Develop residential lots
North Bellevue Area	Housing and commercial development
Jackson Subdivision	Develop residential lots
Stamp Farm Development	Housing and commercial development
Button Factory Development	Match for State Catalyst Grant
Off Shore Resort Development	Commercial expansion and renovation

Source: City of Bellevue

Downtown Renovation Incentives

The Downtown Renovation Incentives urban renewal area allows the City to use TIF to target property tax dollars to finance projects within the area. The City of Bellevue and the JCEA developed a unique, multi-pronged incentive package for redevelopment of the downtown area. The Downtown Incentive Programs offer businesses in the designated area financial incentives to make improvements to their properties that will increase market value and provide housing opportunities through upper story development. In 2019, the City Council approved funding for six years (2019-2025) at \$100,000 per year, not to exceed \$600,000 in total for this program area shown in Figure 4-7.

Work may not begin prior to approval by the Design Committee and City Council. Work must commence within 180 days of approval from the City Council and be completed within 365 days. Extensions may be granted. There are design guidelines for the downtown programs described below.

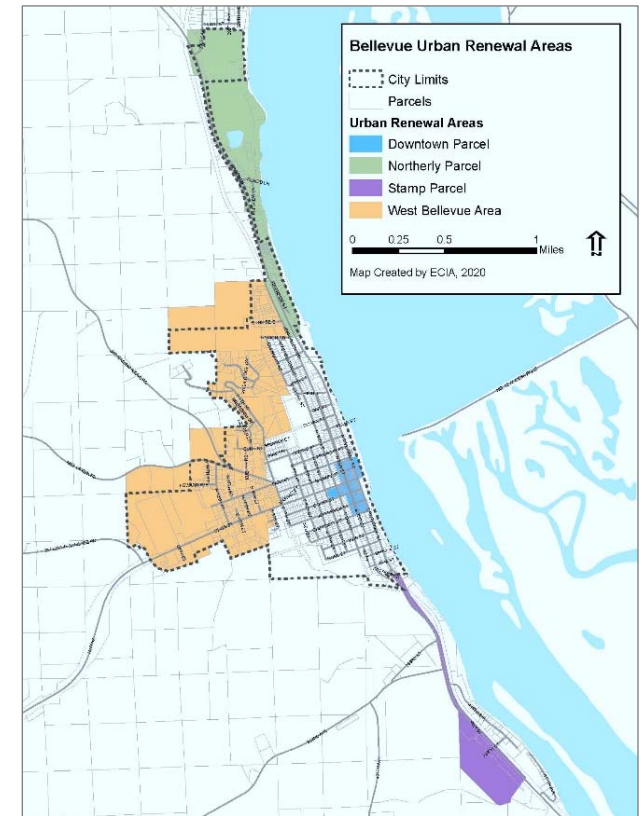


Figure 4-6. Bellevue Urban Renewal Areas

Source: ECIA

ACQUISITION ASSISTANCE

This is a grant program to assist business owners in acquiring commercial space in the downtown urban renewal area. Applicants must also show substantial improvements to the property or also apply for another incentive program to further enhance each building. The applicant can be reimbursed for 50% of eligible costs up to \$5,000.



Figure 4-7. Downtown Urban Renewal Area

Source: City of Bellevue, Jackson County GIS

BLADE SIGNAGE

This program helps businesses replace signs in the downtown urban renewal area. The applicant pays one-half of the costs associated with approved sign replacements. Maximum grant funding allowed is \$1,000.

COMMERCIAL INTERIOR GRANT

This grant program helps owners or renters to expand and/or remodel commercial space in the downtown urban renewal area. The applicant pays two-thirds and the City pays one-third of costs associated with approved interior renovation. Maximum

grant funding allowed is \$5 per square foot or \$7,500 whichever is less. Any proposed in-kind labor must be identified upfront.

CONSULTANT ASSISTANCE

Commercial properties located in the downtown or commercial business district are eligible for design assistance. Design services provided must meet design guidelines. Maximum funding is 50% of the total cost, not to exceed \$5,000.

FACADE GRANT

This grant program provides financial assistance to downtown business and property owners for restoration or rehabilitation of facades on commercial buildings. The resulting restoration and rehabilitation work will enhance the economic viability of Bellevue's downtown urban renewal area and help maintain the architectural integrity of the community.

UPPER STORY RENOVATION

This is a program to assist owners to renovate space on the upper story in the downtown urban renewal area. The grant requires a dollar-for-dollar match for up to \$7,500 of grant funding per residential unit created or renovated. Residential units for short-term stays are not eligible. Any proposed in-kind labor must be identified upfront.

CONVERSION OF 1ST FLOOR RESIDENTIAL TO COMMERCIAL

This program is designed to assist in converting first floor residential space to commercial space. The grant requires a dollar-for-dollar match, with up to \$7,500 of grant funding per building.

Workforce

Bellevue needs an educated workforce to stay competitive, to keep existing businesses strong, to keep young people in the community, and to raise residents' quality of life.

Education and Training

Building a skilled workforce starts with education and training. Education starts with the basic skills developed as part of an individual's elementary and middle school education and builds to include the "hard" technical and analytical skills needed to do specific jobs and the "soft" interpersonal skills needed to navigate the workplace. According to a 2018 Iowa Workforce Needs Assessment, 14.8% of employers in the region perceive a lack of basic skills among job applicants, 33.0% perceive a lack of hard skills, and 25.7% perceive a lack of soft skills.¹ Addressing workforce related issues will require a partnership that includes the Bellevue School District, Marquette Catholic Schools, Clinton Community College, the City of Bellevue, and local economic developers.

Housing

Housing presents a challenge for the area's efforts to expand its workforce. As documented in Chapter 6. Housing, a primary factor in a community's ability to attract workers is quality housing that is affordable to middle income households. Bellevue's current housing supply has a limited supply of good options available for working families. The community's median household income is \$61,071 according to 2019 ACS estimates. Based on the affordability analysis in Chapter 6, this median income household would be able to afford a house priced \$100,000 to \$160,000.

There were very few residential sales in this price range in Bellevue from 2018 to 2020, however, according to East Central Iowa Association of Realtors

statistics. The challenge for the Bellevue community will be to provide a supply of housing units in the \$100,000 to \$160,000 price range.

If the community wishes to expand its resident workforce, it must find ways to add housing units that meet the needs of the workforce and are affordable. Housing strategies include: new subdivision development, new construction in existing neighborhoods, rehabilitation of existing units, and redevelopment of existing buildings into housing. Programs such as the Downtown Upper Story Renovation Program were created as a way to boost the City's supply of workforce housing.

Quality of Life and Resident Recruitment

In addition to education and housing, addressing quality of life and new resident recruitment will be essential for expanding Bellevue's workforce. The City should continue to leverage its unique character, parks, arts, and tourist attractions to attract new residents to the area. The community can maximize these resources by creating programs that promote the benefits of living in Bellevue and actively recruit workers to move to the community and become long-term residents. With the rise in remote work, the community may consider developing programs targeted specifically at recruiting remote workers to live in Bellevue.

Jackson County Tomorrow

In the spring of 2018, The Iowa Initiative for Sustainable Communities, part of the University of Iowa's School of Urban and Regional Planning, published a report entitled *Jackson County Tomorrow*. Jackson County Tomorrow is a strategic plan focused on attracting young families to live in Jackson County. A team of University of Iowa students spent several months engaging community leaders and speaking directly with local families to develop a list of

recommendations for young family attraction and retention.²

Tourism

Tourism is an important part of Bellevue's local economy. According to the 2019 report from the Iowa Tourism Office on the Economic Impact of Travel on Iowa Counties, tourism expenditures in Jackson County totaled \$34.52 million in 2019. Tourism spending supported 2,400 jobs in the county with a payroll of \$4,760,000 and generated \$720,000 in local taxes in 2019. This report outlines the impact of U.S. resident (domestic) traveler spending in Iowa. Figures were generated by the U.S. Travel Association's Travel Economic Impact Model.³

Attractions

Bellevue can use continued investment in local attractions as an important economic development strategy. Attractions are the engine that drives the tourism economy. Local attractions draw in tourists and infuse money into the local economy. People do not usually leave home and travel some distance just to stay in a hotel or eat at a restaurant. Most of the time, the desire to go to a destination is stimulated by its attractions.



Off Shore Resort (Source: Bellevue Video LLC)

The Bellevue area is home to a variety of unique attractions that draw people from all over the United States. Top locations include: Bellevue State Park,

Bellevue Golf Club, Lock & Dam No. 12, Ice Harvest Park, Freedom Rock, Riverview Park, Cole Park, Bellevue Municipal Boat Ramp, David Ensign Memorial Park, Felderman Park, Sarge O'Neill Park, Duck Creek Park, Spruce Creek Park, Young Museum, River Ridge Brewery, Potter's Mill/Flatted Fifth Restaurant, and Off Shore Resort.

Top events include: Farmers Market, Bellevue Water Ski Show, Heritage Days, Light Up Riverview Park, Fishtival Arts Festival, Unwrap the Magic of Christmas and parade, and many other arts and culture venues and events. The Bellevue Chamber of Commerce website at www.bellevueia.com offers a free Visitor's Guide. For more information, see Chapter 3. Community Character.

Regional Marketing

Bellevue also can boost tourism by promoting the area and its attractions through a regional marketing initiative that came out of the Grant Wood Loop Master Plan. The plan highlights the importance of a formal, regional, collaborative effort to ensure the long-term survival of the area's long-term natural, cultural, and recreational resources. The plan proposes to do this through these activities:

- Develop a sustainable regional organization advocating for parks funding
- Include operating and maintenance support in all project budgets
- Develop working relationships with state parks staff, decision-makers and legislators
- Celebrate successes and build public support for parks, natural resources, and culture
- Identify funding opportunities for key projects, necessary upgrades, and operating support⁴

GWLoop.com is an interactive website that promotes the region's attractions and encourages users

to build their own experiences when traveling in the region. Continued support of this and other marketing initiatives will help Bellevue grow its tourism economy by building on its existing attractions.

Wayfinding

Improved wayfinding is also a tourism priority for the area. A coordinated system of wayfinding signs can help visitors find Bellevue's best attractions. Making the community easy to navigate will help improve the experience for visitors and encourage them to return in the future.



Entrepreneurship

Entrepreneurship, the development of new business, has become increasingly significant in economic development policy. The US Small Business Administration estimates that small businesses employ 48% of all Iowa employees.⁵

Small businesses are important for small town economies because they have the ability to innovate and respond quickly to rapid changes in the market. They also have strong ties to the community and less willingness to relocate, and high profit margins if successful. Encouraging small business development diversifies the local economy and creates new jobs.

Failure rates are high for start-up businesses. Typically, only half of start-ups survive the first five years.⁶ As a result, building an effective support system for small and emerging businesses will be important for Bellevue's economic future. This support is most effectively accomplished through partnerships with other business development resources.

Incubator, Accelerator, and Coworking Spaces

Business incubators, accelerators, and coworking facilities are strategies that a community can use to help support start-up businesses. While slightly different, all three strategies focus on providing low-cost space and support services for start-up businesses. Besides direct job creation, business incubators can foster community development by nurturing companies and building skills of local residents. In many cases incubators are created in partnership with a community college.

Business Succession Planning

The health of small businesses is critical to small town economies. They not only provide jobs but also important goods and services needed for community quality of life. Beyond their economic contribution, small businesses play a crucial role in the civic and philanthropic life of rural communities. For small business owners in rural areas, the community is not just where they conduct business, it is also

their home. The economic and civic structure of the community benefits from their success, including succession planning to keep the business in the community. The University of Minnesota Extension has conducted studies of successful business succession strategies.⁷ Steps to promote successful business successions include:

- Identify a local champion team (two or more people) to initiate business succession efforts. These champions could include paid staff of the city or chamber, local bankers, accountants, attorneys or other volunteers.
- Conduct an inventory of existing businesses to identify owners nearing retirement.
- Create awareness of the importance of succession planning.
- Promote business health prior to sale.
- Promote successful ownership transition.
- Promote successful leadership transition.



Overlooking riverfront from Bellevue State Park (Source: ECIA)

Economic Development Recommendations

The Bellevue community has identified the following Economic Development Recommendations.

Business Attraction, Retention, and Expansion

- Assist local firms in finding financing and appropriate development sites for expansion.
- Encourage access to economic incentives for quality job creation and tax base enhancement.
- Continue to work with public and private sector partners to achieve the community's economic development goals.
- Support construction and maintenance of infrastructure that supports economic development including: housing, transportation, and utility systems.
- Promote business succession planning.

Workforce

- Coordinate with local businesses and educational institutions to ensure access to necessary job skills training.
- Cooperate with local businesses and educational institutions to ensure that training and skills requirements meet the needs of local employers.
- Support construction of homes needed to house an expanded workforce.
- Attract new residents and retain existing residents by continuing to improve quality of life in the community.

Downtown

- Encourage continued revitalization and redevelopment of downtown buildings.
- Encourage businesses to locate and expand in Downtown Bellevue.
- Encourage residential development in Downtown Bellevue.

Tourism

- Support continued investment in the area's tourist attractions.
- Continue to market the area's attractions.

Marketing

- Work with community partners such as JCEA and the Chamber to develop a marketing strategy that displays a consistent message and image of the community.
- Identify community features that could be features of a regional marketing campaign.

Entrepreneurship

- Cooperate with other agencies and educational institutions to identify programs and services to assist in the creation of new small businesses.
- Promote programs that provide start-up businesses with financial and technical assistance.
- Promote business succession planning.



Discover Bellevue Brochure

Chapter Endnotes

1. See "Workforce Needs Assessment"
2. See Azness, Brooke, et al.
3. See "The Economic Impact of Travel on Iowa Counties."
4. See "The Grant Wood Loop Master Plan" p. 25.
5. See "2020 Small Business Profile, Iowa"
6. See "Do economic or industry factors affect business survival?"
7. See "Supporting Rural Business Succession" for more details on how to promote successful business succession.

Chapter 5

Outdoor Recreation and Environment



Felderman Park Trail (Source: Bellevue Video LLC)

Introduction

The Bellevue area is home to a picturesque natural landscape that includes rolling hills, limestone cliffs, forests, and rich farmland. These natural features drew people to the area long before Bellevue was incorporated as a city in 1836. Native American artifacts discovered in the area indicate that people have been in the Bellevue area for hundreds, if not thousands of years. In the City of Bellevue's early days, the Mississippi River attracted people to the area and was vital to its development.

While Bellevue has changed significantly since it was founded, the area's natural features are still critical to the city's culture and economy. Bellevue is one of the most scenic destinations along the Great River Road, a 3,000-mile network of roads that parallel the Mississippi River on both sides, from Canada to the Gulf of Mexico. Bellevue State Park attracts thousands of visitors every year.



Mississippi River at Bellevue

The natural environment is an important resource for Bellevue, but it also can be something people take for granted. The Outdoor Recreation and Environment chapter will focus on three main areas:

- 1) Protect the natural environment and ensure that all Bellevue residents have access to clean air, water, and soil.
- 2) Plan for and mitigate damage from natural hazards, especially flooding.
- 3) Build and maintain the facilities that allow residents and visitors to gather and enjoy the area's unique natural features.

Air Quality

Overall, Bellevue has very good air quality. Because of its rural setting, the city tends to have better air quality than heavily populated urban areas.

The 2010 Climate Change Impacts on Iowa Report include Air Quality and Respiratory Problems as climate change contributors to negative consequences for public health in Iowa. Poor air quality is unhealthy for everyone, especially children, the elderly, and people with respiratory conditions like asthma. Clean air requires local and regional efforts. To maintain the area's good air quality and to reduce the number of poor air quality days, community members will need to work together and with the Iowa Department of Natural Resources (DNR) and the US Environmental Protection Agency (EPA) to create workable solutions for air quality issues.

Air pollution comes from a combination of different sources including forest fires, cars and trucks, wood burning stoves, open burning, and industrial sources. Weather is also an important factor. Winds can quickly disperse smoke from a fire, but stable wind conditions can keep smoke close to the ground for an extended time. Wind can also carry air pollution over long distances. In recent years, Iowa has seen

several poor air quality days caused by wild fires in California and Canada.

The Clean Air in the River Valley (CLE4R) program is a collaborative between the University of Iowa and East Central Intergovernmental Association (ECIA) to improve air quality in the Upper Mississippi Valley. The goal of CLE4R is to use technology and education to improve air quality, which makes for healthier living and can attract businesses to the area.

- CLE4R suggests several actions that can be taken to address air quality issues including:
- Know where to find information about air quality such as the Air Quality Index (AQI) www.airnow.gov.
- Know and watch out for sensitive groups including people with heart and lung disease, the elderly, children, and pregnant women.
- Limit backyard burning and follow all local ordinances.
- Use water or other dust control on construction sites.
- Support street sweeping programs and dust suppression on dirt roads.

The City of Bellevue protects air quality by limiting open burning of wood pallets, cardboard, and shipping materials in the city for only property zoned C-2 Highway Commercial and meet a certain distance from an adjoining building. The City's ordinance prohibits burning except for specific instances such as recreation and cooking, and limits other types of burning to times when weather conditions are favorable. Outdoor cooking or burning of wood is permitted if performed in a container of steel, brick, or masonry and the fire cannot be larger than four feet in diameter. Open burning of trash, refuse, garbage, junk, yard waste, leaves, and tree trimmings is prohibited within the city limits.

In addition to addressing sources of air pollution directly by limiting burning and protecting sensitive groups, Bellevue can prevent air quality issues over the long-term through land use planning. The City's Future Land Use Map is an effective tool for mitigating air emissions exposure. When identifying areas for commercial and industrial development, the City should consider the air quality impact of potential future development on adjacent residential areas.

Zoning is another effective tool for addressing air quality issues. The City can use zoning to prevent emissions producing uses and residential uses from locating next to each other. The City could also work with property owners through the zoning approval process to design facilities in a way that mitigates air quality risks.

The Iowa DNR lists several examples of solutions to reduce air quality impacts on its website:

- Placing a process vent away from the direction of the local playground.
- Requiring setbacks between the project fence line and the population center.
- Limiting the hours of operation of a facility.
- A dry cleaner could open a storefront operation in a community with actual cleaning operations performed at a remote location away from residential areas.
- Enhanced building ventilation or filtering systems in schools or senior care centers can reduce ambient air from nearby busy arterials.
- Landscaping and regular watering can be used to reduce dust at a building construction site near a schoolyard.¹

Water Quality

Clean water is important to human health but is also necessary for many other reasons such as aquatic

life, recreational use, wildlife habitat, economic value, and aesthetic value. Water quality is measured by various standards, but primarily involves studies concerned with excessive sediment and nutrient deposits or bacteria levels. Clean and clear waters ultimately limit aerobic bacteria, which consume dissolved oxygen. Higher dissolved oxygen levels within aquatic habitats allow for a more diverse range of aquatic life and a healthier atmosphere for the land animals and humans who frequent these environments.

Within Bellevue, stormwater runs into small streams and creeks like Mill Creek that eventually flow into the Mississippi River. The land area drained by streams and rivers is called a watershed.

The area's watersheds play critical roles in protecting water quality. As rainwater or snow melt runs through the watershed, it can pick up pollutants and deposit them in streams, lakes, or groundwater.



Felderman Park Pedestrian Bridge over Mill Creek (Source: Bellevue Video LLC)

Addressing sources of pollution throughout a watershed is key because most sources of pollution are widespread across a watershed area.

Soil Quality

Water quality is often closely tied to soil quality. Soil contamination from old industrial sites or old storage tanks causes problems when it leaches into groundwater or rivers. The soil itself can also contaminate water. Increased sediment in rivers and lakes caused by erosion can have adverse effects on water quality. The community can help improve soil quality by identifying and mitigating soil contamination and by preventing soil erosion.

Soils and vegetation can act as a water filter. As storm water slowly percolates through good quality soil, pollutants and sediment are filtered out before they can contaminate ground water.

Geology

Bellevue is part of a larger territory known as the Driftless Area, a 16,000 square mile region that includes portions of Iowa, Illinois, Minnesota, and Wisconsin. Over thousands of years, multiple continental glaciers expanded and receded flattening the landscape in most of the upper Midwest. During this ice age period, from about 2 million years ago to about 13,000 years ago, most of North America was covered repeatedly by huge glaciers, but they all missed the Driftless Area. With no glaciers to smooth the landscape, the area retains a rugged terrain that supports unique habitats, soils, and ecosystems. The name “driftless” refers to the lack of glacial drift, the dirt and rocks left behind when continental glaciers melted thousands of years ago. Geologists know that glaciers never made it to the area glacial drift is not present in the area’s soils, hence the name driftless.

Karst topography is one of the geologic characteristics found throughout the driftless area and in Jackson County. This terrain is characterized by the presence of easily dissolved bedrock (limestone and dolomite) near the ground surface. Because these rocks can be dissolved by groundwater, karst areas are often characterized by sinkholes, springs, and losing streams where some surface flow is lost to groundwater. The dissolvable bedrock present in the area led to the formation of the caves in Maquoketa Caves State Parks and the limestone bluffs and outcroppings found along the area’s rivers.

Hazard Mitigation

A key step in developing future community plans is identifying potential hazards and ensuring that the community grows in a way that mitigates the impacts of those hazards. Hazard mitigation is a multi-jurisdictional process that includes federal, state,

and local governments, volunteer organizations, and businesses. Jackson County Emergency Management Agency (EMA) coordinates these efforts. In Jackson County, the EMA and partner jurisdictions, including the City of Bellevue, lay out the area’s hazard mitigation strategies in the *Jackson County Multi-Jurisdictional Hazard Mitigation Plan* (MJHMP).²

The Jackson County MJHMP assesses the risks to communities from natural hazards and identifies actions that can be taken in advance to reduce future losses. The law requires all local governments and districts to have an approved MJHMP to be eligible for federal disaster assistance and hazard mitigation funding programs. The plan identifies risks from a wide range of hazards. It lists infrastructure failure, river flooding, severe winter storm, tornado / wind-storm, and transportation incident as the top hazards for the City of Bellevue.

Flooding

Floods are among the most frequent and costly natural disasters in terms of human hardship and economic loss. Eastern Iowa has experienced numerous flood events and the loss of millions of dollars in property and crop damage over the past 25 years.

The two primary types of flood events are river flooding and flash flooding. River flooding is typically the result of a large amount of rainfall or snow melt that causes river levels to rise and overtop their banks. Flash flooding is usually caused by intense thunderstorms that dump a large amount of rain on an area in a short amount of time.

River flooding is typically more predictable than flash flooding. River flooding usually occurs in flood plains that have been previously mapped, and the National Weather Service monitors and forecasts river levels and issues flood warnings. Flash flood events tend

to be faster moving and less predictable. During intense thunderstorms, dam failure, or ice jams, flooding can occur in a matter of minutes creating very dangerous situations.

Floodplain areas susceptible to river flooding are also at risk of flash flooding, but flash flooding can occur in areas outside the floodplain. During heavy rain events, stormwater can overwhelm drainage systems causing flash flooding. The Jackson County MJHMP identifies Bellevue locations with a history of flash flooding such as: US Highway 52 near Mill Creek, and the intersection of Second Street and Park Street.

Mississippi River Lock & Dam No. 12 is adjacent to the City of Bellevue. In the event of failure of this low hazard Federal dam, ability to navigate that portion of the Mississippi River could be impacted. This could also impact industry water intakes and other water intakes if the failure caused the water level to go below the intake level. According to the Jackson County MJHMP, the only low-lying area that would be affected by failure of this dam may be a 39-site campground located south of the City of Bellevue.

FLOOD MAP

Figure 5-1 shows the City of Bellevue’s 2017 flood map as determined by the Federal Emergency Management Administration (FEMA)³. This map is for illustrative purposes only. FEMA published preliminary updates to Jackson County’s floodplain maps in 2018. In January 2022, FEMA plans to provide finalized official flood maps.

FLOODPLAIN MANAGEMENT ORDINANCE

FEMA’s official Flood Insurance Rate Map (FIRM) for Jackson County will identify all flood hazard areas within the 1% flood risk zone (100-year floodplain) and 2% flood risk zone (500-year floodplain) in and around Bellevue.

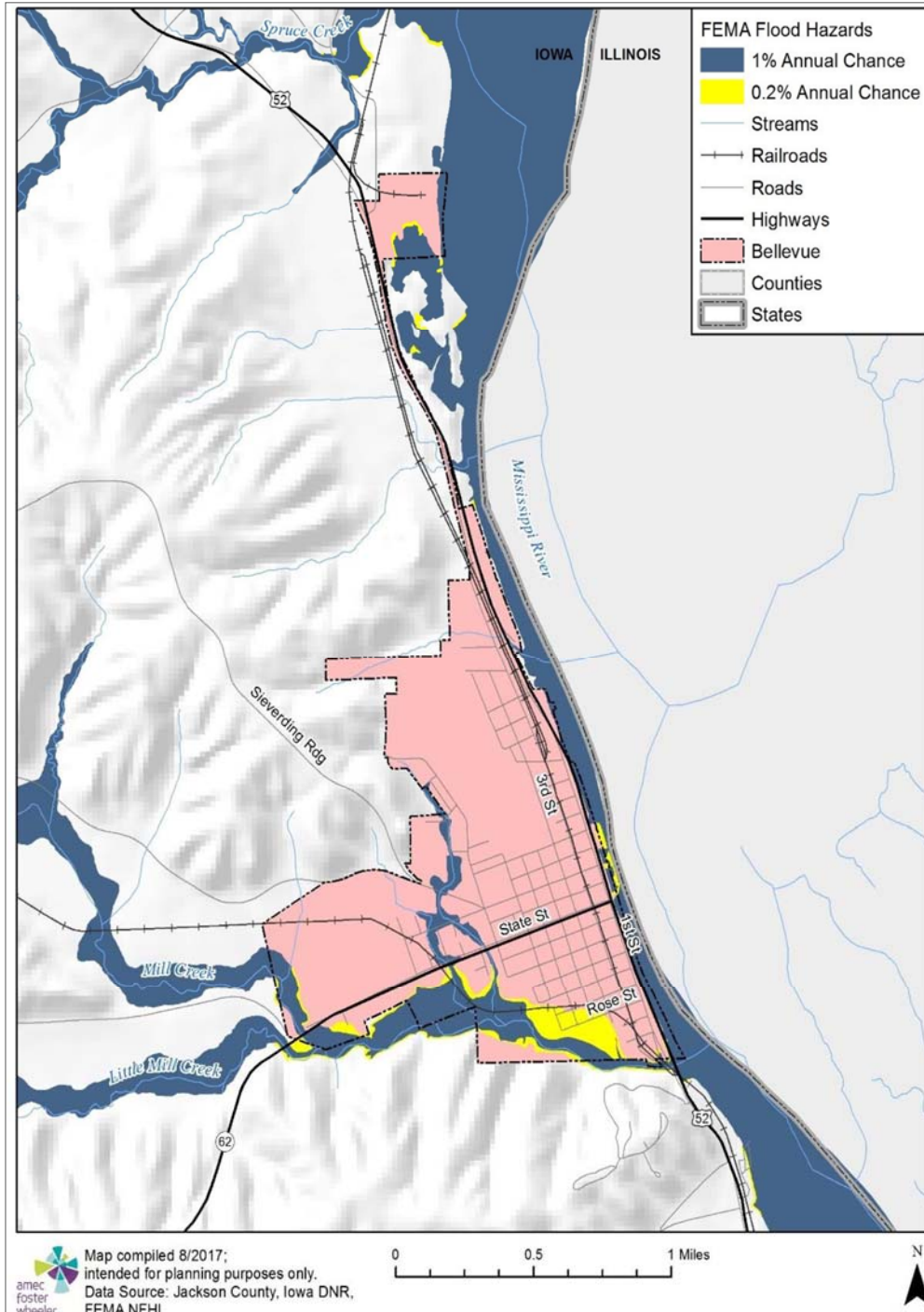


Figure 5-1. 2017 Bellevue FEMA Flood Map

The City of Bellevue has adopted a floodplain management ordinance that applies to all lands and uses which are within FIRM flood hazard areas. The ordinance regulates construction on all flood hazard areas to protect life and property; and to promote the orderly development and wise use of Bellevue’s floodplains.

Sinkholes and Landslides

Sinkholes and landslides are common in areas with karst topography where the rock below the surface is limestone, dolomite, or other rock that is easily dissolved by ground water. As the rock dissolves, void spaces and caverns develop underground. The sudden collapse of the land surface can be dramatic and range from broad, regional lowering of the land surface to a localized collapse or sinkhole.

Karst landscapes are very common in Bellevue and the surrounding area and so too are sinkholes and landslides. The area’s bluffs and steep slopes also make landslides more common. While common, sinkholes and landslides have not historically caused significant damage to existing development in the area. Because of the low number of previous occurrences, the Jackson County MJHMP classifies sinkholes and landslides as low-level hazards.

While the risk may be low relative to other hazards, sinkholes and landslides still have the potential to be dangerous and costly. Once a sinkhole opens up, it can be very difficult to fill in. Given the prevalence of karst terrain and steep slopes, sinkholes and landslides should be an important consideration when planning for future development in the Bellevue area.

Stormwater Infrastructure

Managing stormwater within a city requires a well-designed and maintained storm drainage system. Stormwater management is necessary because the city’s buildings, streets, and parking lots create impervious surfaces that do not allow rain water to soak into the soil as it would if it fell on a natural landscape. A good stormwater management system can help reduce flooding and protect water quality.

Engineers design storm drainage systems based on the amount of rain runoff expected from the land. Runoff quantity is determined by several factors including the amount of rain expected, soil conditions, vegetation, and the percent of the area covered by impervious surfaces.⁴ A parcel of land’s runoff coefficient estimates the amount of water falling on the surface that will not be absorbed. Downtown areas may have a runoff coefficient as high as 95 percent while forested areas may have a runoff coefficient as low as 5 percent.⁵

A typical city storm drainage system consists of street gutters and storm sewers that carry water to a natural channel, ditch, stream, or river. The system may also include detention basins or ponds that collect stormwater during a rainstorm and release it slowly to prevent flooding and to allow some sediment and other pollutants to settle out.

Stormwater Management Ordinance

The City of Bellevue has adopted a stormwater management ordinance to comprehensively manage and control stormwater runoff from developing areas and in the community as a whole. The City requires a stormwater management plan as part of all development proposals. The City also requires stormwater detention basins where appropriate. The City works with developers to install storm drainage infrastructure as land is subdivided and developed. The City is then responsible for maintaining the system after the development is complete, with some exceptions.

Detention basins in single-family residential developments are owned and maintained by the City. Detention basins that served commercial development are privately owned and maintained. Maintenance of stormwater infrastructure is a challenge for all cities, Bellevue included. Many of the City’s existing

storm sewers in the downtown area are very old and made of old brick and clay. These old storm sewers continue to be replaced in connection to projects by the area or when a storm sewer collapses. The City should include stormwater infrastructure in its budget process and look for opportunities to combine it with other infrastructure projects.

Green Infrastructure

In addition to a well-designed and maintained storm sewer system, Bellevue can look to improve water quality and reduce flooding by managing stormwater through natural processes. In the stormwater management world, natural features like soils and vegetation are often referred to as “green infrastructure.” Green infrastructure can include landscapes such as wetlands, forests, and prairies. These natural features hold the soil, slow the flow of runoff, filter out pollutants, and promote infiltration and evapotranspiration. Green infrastructure can also include human-built features that mimic natural processes (see Figure 5-2).

Many green infrastructure strategies serve multiple purposes. For example, the Hurstville Interpretive Center’s pond, prairie, and wetland areas provide great recreation and education opportunities while serving as green infrastructure that helps manage stormwater. Bellevue can choose from a wide variety of green infrastructure strategies such as:

- Acquiring land and conserving natural features like wetlands.
- Planting trees.
- Including green infrastructure elements in the design of buildings and streets.
- Providing training and incentives for residents to install rain gardens, permeable pavements, or rain barrels on their property.



Figure 5-2. Green Infrastructure Examples

Parks

Parks provide opportunities for residents and visitors to have fun outdoors and enjoy the area’s unique natural features. Parks can also serve as gathering spaces. From a small family celebration at a local park to a summer concert on the riverfront, community parks allow people in the community to interact and build relationships that are the foundation of a strong community.

City of Bellevue Parks

Bellevue has five parks that offer a variety of recreational amenities as shown in Table 5-1 and mapped in Figure 5.2.

COLE PARK

Cole Park is located at the corner of Park and Sixth Streets. The park hosts the City’s public swimming pool, two basketball courts, a tennis/pickleball court, baseball and softball fields, soccer fields, public restrooms, pavilion, and Little Free Library box. In the summer of 2018, new Miracle playground equipment was installed after a year of fundraising. The new equipment is ADA compliant with a poured rubber surface. The equipment has two separate areas, one geared toward younger children ages 2-5 and another area geared towards children ages 5-12. There are also two sets of swings and a ten-spin geared for all ages. A pavilion is available to rent for family gatherings, reunions, birthday parties, etc.

DAVID ENSIGN MEMORIAL PARK

Revamped in 2017, David Ensign Memorial Park is located on Ensign Street at the end of Washington Street. This park is home to baseball and softball fields where the Bellevue Ball Association hosts their seasonal games and tournaments. The fields hosted the 2017 Babe Ruth 10 & Under Midwest Plains Regional Tournament and 2016 10 & Under and 12 & Under State Tournaments.

Table 5-1. City of Bellevue Park Amenities

Name	Location	Acres	Picnic Tables	Restrooms	Pavilion	Benches	Fountain	Memorials	Boat Ramp	Playground Equipment	Swimming Pool	Basketball Hoop/Court	Baseball Field	Batting Cage	Softball Field	Tennis Court	Disc Golf	Bike/Hike Trail	Soccer Field	Pickleball
Cole Park	Park & Sixth Streets	7.82	x	x	x	x	x	x		x	x	x			x	x		x	x	x
David Ensign Memorial Park	Ensign & Washington Streets	2.92	x										x	x	x					
Felderman Park	Eighth Street	13.59	x		x	x		x									x	x	x	
Riverview Park	Riverview Street (US52)	6.20	x		x	x	x	x	x									x		
Sarge O'Neill Park	Vine & Third Streets	0.71				x				x		x								



Cole Park (Source: Bellevue Video LLC)

FELDERMAN PARK

Felderman Park sits at the end of South Eighth Street along the City’s south border. The park hosts a walking trail that runs parallel to Mill Creek, disc golf course, soccer fields and pavilion. A key component linking Felderman Park and Bellevue State Park is the Mill Creek pedestrian bridge. The bridge project was completed in 2017 as part of the Grant Wood Loop Master Plan’s priority initiatives under the State of Iowa’s Parks to People program. Felderman Park’s walking trail not only connects municipal and state recreation sites and completes about 10 miles of pedestrian/bike trails around Bellevue, but it also connects Bellevue’s parks and



Figure 5-2. Bellevue Parks and Trails (Source: City of Bellevue)

trail system to Dubuque's Mines of Spain State Recreation Area, 22 miles to the north.

RIVERVIEW PARK

Located along the Mississippi River adjacent to Riverview Street (US Highway 52), Riverview Park becomes part of the trail system that connects Bellevue's parks to Dubuque's Mines of Spain State Recreation Area. The park offers picturesque views of the river north and south of Lock and Dam No. 12. Along the bike/hike trail in the park are memorial benches and picnic tables along with a memorial water fountain, gazebo, and pavilion. There are also memorials dedicated to firefighters and veterans, including the Freedom Rock. The trail provides access to the City's municipal parking lot with a public boat ramp to launch boats and to view Lock and Dam No. 12's sea wall, and for fishing.

SARGE O'NEILL PARK

Locally referred to as Piggy Park, Sarge O'Neill Park is located at the corner of Vine and Third Streets. This small park hosts playground equipment and swings, geared towards children ages 2-5. It is a short, two-block walk from the Riverview Trail located in Riverview Park. Park updates in 2019 included new memorial benches and the addition of some pieces of playground equipment from Cole Park that were no longer being used.

BELLEVUE MUNICIPAL BOAT RAMP

The Bellevue Municipal Boat Ramp is a boat launch on the Mississippi River accessed from the Bellevue Municipal Parking Lot in Riverview Park. In 2020, the City of Bellevue partnered with the Iowa DNR to improve boat launching and boater safety by extending the existing boat ramp with new concrete, repairing damage from high river levels.

Jackson County Parks

Jackson County Conservation manages 38 sites

totaling 2,200 acres in the county. Jackson County Conservation's parks, natural areas, timber preserves, historic sites, river accesses, and campgrounds provide recreational opportunities in the county and the region. The Jackson County parks listed in this section are within five miles of Bellevue.

BALD FORTY PRESERVE

Bald Forty Preserve is located five miles west of Bellevue on County Road D57. Access to this 40-acre tract is by walk-in only for hiking and forested hunting. This area is named from the clearing done on the property in the 1940s. Since that time, the area has reforested itself into a well-established mixed hardwood forest. The preserve adjoins the 700-acre state-owned Big Mill Wildlife Area.

BIG MILL HOMESTEAD

Built circa 1845, this two-story limestone farmstead was probably built as a dormitory for Paradise Farm owned by the Potter family. It was listed in the National Register of Historical Places in 1991. Big Mill Homestead is located five miles west of Bellevue on County Road D57 on the north side of the road. It has a picnic area and is available for self-guided viewing daily. Guided tours and building access are by appointment only.

DUCK CREEK PARK

This 3-acre park is at the mouth of Duck Creek on the Mississippi River. A long river frontage not only provides beautiful scenery, but excellent bank fishing and picnicking. Duck Creek Park is located two miles south of Bellevue on US Highway 52.

SPRUCE CREEK PARK AND MARINA

Spruce Creek Park is located two miles north of Bellevue on US Highway 52, and then one mile north on 395th Ave. Situated on the banks of the Mississippi River, this park offers a variety of outdoor recreation opportunities: boating, fishing, camping and

scenic views of the Mississippi River.



Spruce Creek Park and Marina (Source: Jackson County Conservation)

This 43-acre park offers a boat marina with a boat ramp, 85 dock slips, and five transient docks; over 80 modern camping sites with 50-amp electric service; modern restroom and shower facilities; firewood; dump station; facilities for persons with disabilities; free wireless internet; shelters (available by reservation); and playground equipment. Pets are allowed (must be on leash).

Iowa State Parks

The year 2020 marked the 100th anniversary of the Iowa state parks system. Iowa hosted a yearlong celebration to commemorate the centennial. Two of Iowa's 70 State Parks are located in Jackson County.

BELLEVUE STATE PARK

Located on the southern edge of the city limits, Bellevue State Park is rich in archaeological, historical, and natural beauty. The park is split into two separate areas, the Nelson Unit, adjacent to the Bellevue city limits, and the Dyas Unit, farther south along US Highway 52.



Bellevue State Park - Nelson Unit (Source: Iowa DNR)

NELSON UNIT

Visitors can learn about the park’s plants, animals and geology at the South Bluff Nature Center, open by appointment. The three miles of hiking trails offer scenic views of the Mississippi River and restored prairie. The paved Nelson Unit Trail leads to the Butterfly Garden. The Quarry Trail leads to a primitive lime kiln. The trail from the main overlook leads up to Pulpit Rock. The park’s trail system connects to the City of Bellevue’s Felderman Park Trail via the Mill Creek pedestrian bridge. Two open shelters and an air-conditioned day-use lodge are available through reservation. Hunting is allowed on 220 acres of public hunting land adjacent to the Nelson Unit.

DYAS UNIT

Visitors can hike four miles of trails leading to scenic overlooks and a stream. The Deer Trail is a short, easy trail near the campground. Visitors can camp at one of 46 camping sites in the Dyas Unit, containing electric and non-electric sites, modern restrooms and showers, a sanitary dump station, and small playground equipment. There are two open shelters available through reservation.

MAQUOKETA CAVES STATE PARK

With more caves than any Iowa state park, Maquoketa Caves is one of the state’s most unique outdoor attractions. Enormous bluffs tower throughout the park, and a six-mile trail system winds through geologic formations and forests brimming with natural beauty. As one of the earliest state parks, Maquoketa Caves has been a popular destination for picnickers and hikers since the 1860s.

GREEN ISLAND WILDLIFE MANAGEMENT AREA

The Green Island Wildlife Management Area is a 4,000-acre state-managed area located about eight miles south of Bellevue on US Highway 52 just south of the Maquoketa River’s confluence with the Mississippi. The area includes a mix of mostly wetlands with some wooded uplands and is a popular location for bird watching, duck and deer hunting, and paddling. In recent years Green Island has seen an increase in use by paddlers. Jackson County Conservation Board leads organized paddling events for paddlers of various skill levels. The Iowa DNR partnered with the U.S. Army Corps of Engineers, U.S. Fish and Wildlife Service, and Ducks Unlimited to help design and develop the area.

Upper Mississippi Wildlife Refuge

The US Fish and Wildlife Service manages the public lands along the Mississippi River as part of the Upper Mississippi Wildlife refuge. Located in parts of Minnesota, Wisconsin, Iowa, and Illinois, the refuge covers over 240,000 acres along 261 river miles between the Chippewa River in Wisconsin and Rock Island, Illinois. About 15,500 acres of the refuge are located within Jackson County. The refuge



Figure 5-3. Grant Wood Loop Master Plan – Priority Initiatives

encompasses one of the largest blocks of floodplain habitat in the lower 48 states. Bordered by steep wooded bluffs that rise 100 to 600 feet above the river valley, the Mississippi River corridor and refuge offer scenic beauty and productive fish and wildlife habitat unmatched in the heart of America.

State of Iowa’s Parks to People Initiative

In September 2014, the State of Iowa selected Jackson, Jones, and Dubuque Counties to serve as the pilot region for the Parks to People Initiative – a program created by the Governor’s Green Ribbon Commission - which aims to create a long-term, sustainable strategy to revitalize Iowa State Parks in connection with their surrounding regions. As the pilot program, the Grant Wood Mississippi River Region (GWMRR) was the only region to receive an implementation award - \$1.9 million allocated by the legislature to the Iowa Parks Foundation for parks infrastructure projects.

GRANT WOOD MISSISSIPPI RIVER REGION

The GWMRR is a multi-jurisdictional, bipartisan, public-private partnership intended to create exceptional places and experiences for lowans and visitors alike. This collaboration is working together to erase the boundaries and “enhance, promote, sustain, and connect” cultural, natural and park assets. The region encompasses the three counties of Dubuque, Jackson and Jones, now known as the Grant Wood Loop. Since its founding in 2015, the GWMRR has helped implement numerous projects across the region by providing financial assistance including:

- Bellevue’s Mill Creek pedestrian bridge;
- Hurstville Trail and pedestrian bridge; and
- Improvements at Prairie Creek Recreation Area, Maquoketa Caves State Park, and Hurstville Interpretive Center.

The 2016 Grant Wood Loop Master Plan is a roadmap and living document for collaboration toward a shared regional vision to enact over the next 20 years. The plan includes five priority initiatives as the kick-off to implementation, illustrated in Figure 5-3.

One priority initiative is the Mississippi Circuit trail system. The trail, shown in Figure 5-3, links regional assets via the Mississippi River Trail (MRT) and Iowa’s portion of the scenic Great River Road through shoulder widening along US Highway 52. The result: visitors can move between the City of Dubuque to Mines of Spain State Recreation Area, City of St. Donatus, Spruce Creek Park, City of Bellevue, Felderman Park’s Mill Creek Pedestrian Bridge, and Bellevue State Park.

Future Projects

Through the development of this comprehensive plan the City of Bellevue has identified key outdoor recreation and environment projects that will affect the City’s future development.

Park and Recreation Projects

City of Bellevue park and outdoor recreation projects include the following.

OFF SHORE RESORT PROJECT

The Off Shore Resort Project is 45 acres on North Riverview Street between US Highway 52 and the Mississippi River on Bellevue’s north side. Existing facilities are: 65-site recreational vehicle (RV) park and campground, 48-room hotel, restaurant, 4,200 square foot event center, and parking lot.



Offshore Resort, Summer 2021 (Source: Bellevue Video LLC)

Future phases planned by the developer, Offshore Enterprises, in 2021 and 2022, include:

- Campground expansion to more than 170 sites across northern portion of site.
- Extensive restaurant renovation and upgrade of bar and kitchen.
- Event center expansion to 7,000+ square feet.
- New aquatics center with multi-purpose swimming pool, pool deck, swim pond, jump pad/playground, shower house, snack bar, poolside bar, and resort store.
- New transient boat dock with boat fueling facilities.



Offshore Resort Pool and Lake, Summer 2021 (Source: Bellevue Video LLC)

Offshore Enterprises has an agreement with the City of Bellevue, in which the City would participate in the annual operating costs of the aquatics center in consideration for Bellevue residents enjoying a reduced admission fee. For more information about the Off Shore Resort project, refer to the Economic Development and Land Use Chapters.

COLE PARK SWIMMING POOL REDEVELOPMENT

The municipal swimming pool located in the southwest corner of Cole Park along Park Street has provided many years of summertime fun for Bellevue residents, but the existing pool is more than 50 years old and requires a significant city investment to maintain and operate. The community has discussed long-term plans for the pool in the past, including building a new pool, but the project has not moved forward, primarily because of concerns about the cost.

Through the Comprehensive planning process, the Steering Committee heard from residents, including members of the group Friends of the Bellevue Pool Committee, who were in favor of making repairs and upgrades to the Cole Park Pool. The Committee also heard from those who would prefer to close the

pool down and have the city allocate resources elsewhere. Moving forward, the City of Bellevue and members of the community should continue to work together to weigh all the relevant factors and develop a plan for the future of the pool or for possible improvement options for the pool site.



Cole Park Pool Site (Source: Jackson County GIS)

FELDERMAN PARK IMPROVEMENTS

The City of Bellevue conducted a community survey of improvement ideas for Felderman Park. However, the park is either in the floodplain or floodway of Mill Creek, which requires adherence to the floodplain management ordinance to prevent flooding. Consequently, the City is developing plans for park improvements that are both based on the survey results and that can be installed in accordance with floodplain management standards.

Outdoor Recreation and Environment Recommendations

The following recommendations are intended to guide the City of Bellevue in providing safe, healthy outdoor recreation and environmental conditions for all residents of and visitors to the community.

Clean Air, Water, and Soil

- Consider impacts of future development on air and water quality in the land use planning process.
- Use the city's zoning ordinance to prevent air quality issues by separating incompatible uses and designing facilities to mitigate risks to residential areas and sensitive populations.
- Continue to work state and regional partners watershed conservation projects throughout the area.
- Promote awareness of the effects of air quality on public health, especially for sensitive populations.
- Consider green infrastructure elements when designing buildings and infrastructure.

Hazard Mitigation

- Design buildings, parking lots, and streets that manage and minimize stormwater runoff.
- Steer development away from hazardous areas, such as flood zones, through policies, ordinances, or incentives.
- Reduce flood hazards by enhancing protective natural green infrastructure like wetlands, vegetation on steep slopes, and other natural areas that promote ground water infiltration.
- Periodically review the Jackson County Multi-Jurisdictional Hazard Mitigation Plan and work with the Jackson County Emergency Management Agency to keep the plan updated.

Parks

- Provide an integrated system of parks, trails, and gathering spaces that provide city residents and visitors with the opportunity to experience the area's unique natural features.
- Develop a long-term plan for Felderman Park and for the municipal swimming pool.
- Continue to coordinate with regional partners such as Jackson County Conservation, the Grant Wood Mississippi River Region, the Iowa DNR, the U.S. Fish and Wildlife Service, and the Army Corps of Engineers to improve the area's parks and recreation areas.
- Look for opportunities to acquire land for future parks.
- Support continuing improvement programs for park maintenance, equipment, and facilities.
- Encourage city residents to participate in community beautification through community clean-up events, gardening clubs, friend groups, and other volunteer opportunities.

Chapter End Notes

1. See "Community Land Use Planning for Air Quality" 9-11.
2. See "Jackson County Multi-Jurisdictional Hazard Mitigation Plan."
3. The flood map included in this plan is to be used for reference purposes only. Official FIRM maps should be used for insurance purposes. FEMA distributes FIRM maps through its online Flood Map Service Center. <https://msc.fema.gov/portal/home>
4. Impervious surfaces do not permit the passage of fluids. Streets, parking lots, buildings, and some types of soils like silt and clay are examples of impervious surfaces.
5. See Anderson Chapter 6 for a detailed explanation of how storm drainage systems are designed.

Chapter 6

Housing



View of City of Bellevue from the north, 2021 (Source: Bellevue Video LLC)

Introduction

Housing is a basic need for all people and is an important factor in community planning efforts. Housing is many homeowners' largest source of personal wealth and is usually their largest expenditure. According to the US Bureau of Labor Statistics, in 2010 housing accounted for more than 35% of consumer spending. Housing has a large impact on individual quality of life within a community. Here people live can affect who their friends are, where their children go to school, job opportunities, and many other aspects of daily life.

Housing is one of local government's most important issues. In cities, housing can account for 50% of land use, and residential property tax revenues make up a large portion of local government budgets. Because of its high level of importance, housing affects all other planning elements listed in this plan. Public services people require, how much those services cost, and who should pay for them all depend on where, how, and at what densities people live.

Of the services provided by local governments, transportation is one of the most impacted by housing. Individual travel behavior is greatly affected by where people live, and as a result, housing and transportation planning must be closely coordinated.

Housing serves an important role in the regional economy, as it affects employers' ability to attract and retain good quality employees. If housing costs are too high or if supply is limited, employers may lose employees to other regions. The housing sector also employs many workers within the region. Builders, lenders, construction workers, and real estate brokers are an important part of the regional economy.

Quality housing is the foundation of a stable community. To be effective, community planning efforts must be integrated into a community's housing policies. The objective of this chapter is to encourage a diverse housing stock that serves people at all income levels and at all stages of life.

Housing Occupancy

The US Census Bureau provides information on housing through the Decennial Census and the American Community Survey (ACS). The following tables from the Census and from the City and County depict the most important aspects of housing in the City of Bellevue.

Housing Occupancy

As of the 2010 Census, the City of Bellevue had 1,111 housing units, an increase of 101 units from the 2000 Census. Of the 1,111 total units, 72 were vacant, resulting in a vacancy rate of 6.5%.

Bellevue's 2010 vacancy rate was lower than the State Iowa rate of 8.6%. ACS estimates indicate that the vacancy rate may have increased since 2010. 2019 ACS data shows an 18.7% vacancy rate, though it is difficult to know for sure because of the small number of units and the margin of error in the ACS data. Table 6-1 displays Bellevue's housing occupancy data.

Housing Tenure

Of the 1,039 occupied housing units in Bellevue in 2010, 73.2% were owner occupied and 26.8% were renter occupied. Overall, the renter/owner split has changed slightly since 2000. When compared with Jackson County, Bellevue has higher rates of renter-occupied housing. In 2010 rentals made up 24.0% of all Jackson County occupied housing units. Bellevue was lower than the State, where renters accounted for 27.9%. Table 6-2 includes Bellevue's housing tenure data.

Table 6-1. Bellevue Housing Occupancy

Housing Units	2000		2010		2019	
	Number	Percent	Number	Percent	Number	Percent
Total	1,010	-	1,111	-	1,171	-
Occupied	936	92.7%	1,039	93.5%	952	81.3%
Vacant	74	7.3%	72	6.5%	219	18.7%

Source: US Census Bureau 2000 Decennial Census, 2010 and 2019 ACS Estimates

Table 6-2. Bellevue Housing Tenure

Housing Units	2000		2010		2019	
	Number	Percent	Number	Percent	Number	Percent
Total Occupied	936	-	1,039	-	952	-
Owner Occupied	611	65.3%	761	73.2%	716	75.2%
Renter Occupied	325	34.7%	278	26.8%	236	24.8%

Source: US Census Bureau 2000 Decennial Census, 2010 and 2019 ACS Estimates

Housing Stock

The majority of Bellevue’s dwelling units are in single-family structures, which make up 74.5% of the housing units. Multi-family structures account for the second largest number of units at 14.9%, which includes 44 upper story units in Downtown. Mobile homes make up 6.8% of the dwelling units, with 74 of 77 units located in mobile home parks. Table 6-3 includes a breakdown of housing units by structure type for Bellevue.

Table 6-3. Bellevue Housing Structure Type

Housing Structure Type	Units: 2021	
All Dwelling Units	1,124	-
Single Family Units	837	74.5%
Multiple Units & Apartments	168	14.9%
Mobile Homes	77	6.8%
Condominiums	38	0.7%
Townhouses	4	0.3%

Source: Jackson County Assessor and City of Bellevue

Age of Housing

According to 2019 ACS estimates, nearly half (48.8%) of Bellevue’s housing stock was built before 1950 and 76.3% was constructed prior to 1980. Pre-1940 housing comprises 41.7% of all Bellevue housing.

New Construction

Builders constructed a total of 103 new housing units between 2006 and 2020. Table 6-4 shows the number of new housing units constructed by year.

Table 6-4. Bellevue New Housing Construction

2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
32*	4	3	1	0	2	9	5	8	10	8	7	9**	1	4

*Includes 9 condominiums and 16 apartments. **Includes one duplex. Source: City of Bellevue



Examples of Existing Housing Structure Types in Bellevue. Top row: Single-family homes, S Third St. and Edward Ave. Middle row: Duplexes, Jackson Park Dr. and mobile home, Rose St. Bottom row: EIRHA Apartments, S Second St. and condominiums, N Riverview St. (Source: ECIA)

Housing Affordability

Housing costs as a percent of household income is a generally used measure of housing affordability. As a rule of thumb, spending less than 30% of income on housing is generally considered to be affordable. Households spending more than 30% are considered to be cost burdened and may have difficulty affording other necessities such as food, clothing, transportation, and medical care.

The housing affordability analysis presented in Table 6-5 was developed for the 2015 Jackson County Housing Needs Assessment. It estimates the minimum household income required to afford a home at different price levels for both 30% and 20% of income. The monthly payment was calculated assuming a good credit score and a 30-year mortgage with 4% annual interest rate and 10% down. The analysis also estimates additional housing costs including an annual 1.25% for property tax, an annual 0.5% for private mortgage insurance (PMI), and \$200 per month for utilities. Based on the affordability analysis, a majority of households in Jackson County could afford to purchase an entry level home if they are willing or able to spend 30% of their income on housing. At 20% of household income, that number drops to 47% for an entry level home.

Table 6-6 shows housing costs as a percentage of household income for housing units with a mortgage in Jackson County. The data indicates that many lower income households with a mortgage spend 30% or more of their income on housing. However, as income increases the percentage of income spent on housing goes down. 100% of households making less than \$20,000 spend 30% or more of their income on housing. For households making \$75,000 or more, only 4% spend 30% or more, while 73% spend 20% or less of their income on housing. The income divide indicates that most households would prefer to spend 20% of their income on housing if they can.

Housing affordability is a bigger issue for renters than owners as around 45% of renters in Jackson County are living below the federal poverty line. Federal programs are in place to assist families that are cost burdened by housing. In the Bellevue area federal housing programs are administered by the Eastern Iowa Regional Housing Authority (EIRHA).

Table 6-5. Jackson County Housing Affordability Based on Household Income

Housing Affordability	Entry Level	Move Up	Executive
Home Value	\$100,000	\$160,000	\$250,000
Down Payment 10%	\$10,000	\$16,000	\$25,000
Loan Amount	\$90,000	\$146,000	\$225,000
Interest rate	4.00%	4.00%	4.00%
Number of Payments	360	360	360
Monthly Payment	(\$477.42)	(\$763.86)	(\$1,193.54)
Property Tax Estimate	(\$125.00)	(\$200.00)	(\$312.50)
Monthly Utility Estimate	(\$200.00)	(\$200.00)	(\$200.00)
PMI Estimate	(\$33.33)	(\$53.33)	(\$83.33)
Subtotal Monthly Costs	(\$835.75)	(\$1,217.20)	(\$1,789.37)
Housing Cost as % of Income	30%	30%	30%
Minimum Income Required	\$33,429.95	\$48,687.91	\$71,574.86
Affordable to Households	57%	47%	34%
Housing Cost as % of Income	20%	20%	20%
Minimum Income Required	\$50,144.92	\$73,031.87	\$107,362.29
Affordable to Households	47%	35%	9%

Source: 2015 Jackson County Housing Needs Assessment

Table 6-6. Housing Costs as a Percentage of Income in Jackson County

Household Income	Households	Housing Costs as % of Income		
		Under 20%	20% to 29%	30% or more
Less than \$20,000	210	0%	0%	100%
\$20,000 to \$34,999	303	5%	33%	62%
\$35,000 to \$49,999	657	14%	45%	41%
\$50,000 to \$74,999	880	49%	31%	20%
\$75,000 or more	1,473	74%	23%	4%
Zero or negative income	8	0%	0%	0%

Source: US Census Bureau Decennial Census 2000, 2010 and ACS Estimates 2013-2017.

Housing Priorities

Bellevue should strive to have a variety of affordable, good quality housing for people at all stages of life. This includes having a range of housing types, sizes, and prices. As people move through life, their housing needs change. A single person just starting out in the workforce may only need a one-bedroom apartment. As they grow older, become more stable in their career, and start a family they will likely look for a larger home with more space. When they reach mid-life and children move out on their own, they may want to downsize to something smaller with less maintenance. As they approach the later stages of life, they may begin looking for accessible housing, assisted living, or a nursing facility.



Single-family home, S Fourth St. (Source: ECIA)

Workforce Housing

A community that has a good resident workforce will be attractive to employers, as many employers want the ability to choose from a pool of good workers. Over time, a good workforce will attract new jobs, which will attract more workers creating a cycle of economic growth and development. A primary factor in a community's ability to attract workers is quality housing that is affordable to

middle income households. Bellevue currently has a limited number of good options available for working families. The community's median household income is \$61,071 according to 2019 ACS estimates. Based on the affordability analysis in Table 6-5, a median income household would be able to afford a house priced \$100,000 - \$160,000.

Quality Rental Housing

Quality rental housing can fill some of the need for workforce housing and may be a good way to attract younger workers and their families. Younger workers have income coming in, but they may not have enough saved up for a down payment or may not have enough credit history to get a mortgage. A young worker could rent for a few years, save up some money, develop ties to the community, and eventually choose to buy a house in Bellevue. Quality rentals can also be an attractive option for older residents who do not want the responsibility of maintaining a home.



EIRHA Apartments, N Fourth St. (Source: ECIA)

New Construction

Construction of new housing will be important for Bellevue's future as new housing units will be needed to accommodate the future population growth anticipated by the community. Existing vacant units will fill some of the demand and rehab of exiting units will help, but if the City wants to grow, new construction will be necessary.

In recent years new construction has been fairly steady. Between 2006 and 2020 builders have constructed 103 new housing units in Bellevue, including nine condominiums and 16 apartment units. Based on the distribution of household income, the City should anticipate need for additional housing at all price ranges, but the most need will be in the middle income/workforce housing segment.

ECIA received State workforce housing funds from the Single-Family New Production program in 2010. Eligible homebuyers could not exceed 100% of the County median income, and at least 51% of the homebuyers had to be at or below 80% of the median income. Four homes were built in Bellevue. Each homeowner received 25% down payment assistance with a 5-year forgivable loan.

The City of Bellevue has a variety of options available to encourage new housing construction. State of Iowa programs that help cities construct more housing include the Iowa Finance Authority's Workforce Housing Loan and Iowa Economic Development Authority's workforce housing tax credit program. The Eastern Iowa Development Corporation serves as the general partner in all Low-Income Housing Tax Credits projects such as Peosta's Evergreen Meadows (32 units) and Asbury Meadows (24 units). The City of Bellevue also has the ability to use Tax Increment Financing (TIF) to finance housing related projects. Ultimately, many housing projects employ a combination of funding sources and are the result of partnerships between city, state government, private investors, and local economic development agencies.

Housing Stock Maintenance

A good portion of Bellevue's housing stock is composed of older single-family homes, with 41.7% of Bellevue's housing built before 1940. Older homes can provide excellent housing and can add to the unique character of the community. But, maintenance of older homes can be a burden.

Continued maintenance of existing housing stock will be vital to the community's future. Even with accelerated new housing construction in the future, older units will still make up a considerable portion of the area's housing stock for the foreseeable future. Most properties in the city are in good condition, but some older homes may not meet the needs and expectations of current buyers. Bellevue can employ the strategies listed below to ensure the continued quality of its housing stock.

CODE ENFORCEMENT & REVIEW

The City can address problem properties through the city code and the nuisance abatement process in Section 346.12 of the Iowa Code. A review and revision of City codes for greater flexibility within the limited size of existing lots in older areas can encourage additions and improvements.

PARTNERSHIPS

Non-profit organizations such as Habitat for Humanity can help households who would not normally be able to afford a home through new construction or rehabilitation.

EXTERNAL FUNDING

The City may need to utilize outside funding to implement some housing programs.

TRAINING

Training for contractors and homeowners to help develop the skills needed to maintain and rehabilitate the city's existing housing stock. Potential training topics include: basic maintenance skills for



South Third Street, 100-200 Blocks (Source: ECIA)

home owners, safety training for hazardous materials such as lead paint and asbestos, how to access historic preservation grants, tax credits and other funding, and navigating historic preservation rules.

Changing Housing Needs

In addition to maintaining the older housing stock, ensuring that the older stock meets the needs of today's families will also be an important priority for Bellevue. Census data shows a decrease in household size over the past several decades. Numerous factors have led to this decline including families having fewer children, an older population with fewer children living at home, and more single person households.

Looking to the future, the single-family home will continue to be the dominant housing type in Bellevue for many years to come. However, the changes in household configuration will create increased demand for other housing types. The City has several options for accommodating smaller households.

- The City could plan for additional mid-sized owner-occupied units like townhouses and smaller single-family homes. Mid-sized units provide workforce housing, and a more compact footprint can reduce infrastructure costs

like streets, water, and sewer.

- Residents may be looking to modify older homes to meet the needs of their specific household. The City could evaluate its building regulations to allow for some changes in appropriate areas of the community. Possible changes include allowing for accessory dwelling housing units or dividing larger single-family homes into multiple units. Accessory dwellings are sometimes called 'granny flats' as they are often used for elderly parent housing.
- Rehabilitation of upper story apartments above downtown businesses is another way to create smaller housing units. These units are attractive to tenants because of nearby shopping and restaurants, and increase community tax base by improving underutilized space in existing buildings. The City should continue its Downtown Incentive Program for upper story housing renovation.



Upper story housing, N Riverview St. (Source: ECIA)

Age Friendly Housing

Demographic data shows that the Baby Boomers, which make up a large segment of the City's population, are now reaching retirement age. As this trend continues, older residents will make up a larger portion of the population, and as a result, Bellevue will need to consider the needs of this population in future housing plans.

Survey data from AARP has shown that older people prefer to stay in their existing home and in their existing community as long as possible. Living independently at home is beneficial for the individual and the community. The longer seniors are able to live on their own the less they have to spend on nursing care, which keeps health care costs down and can help keep seniors out of poverty.

Age friendly home and community design are two keys to helping seniors live in their homes longer. Modifying existing homes will be the responsibility of the private property owner most of the time, but the City is directly responsible for things like transportation safety that makes it easier for seniors to live independently. Offering smaller low-maintenance housing could also be attractive to seniors looking to downsize. If good quality downsize options are available, seniors may choose to move, freeing up larger homes for new families.

The aging Baby Boomer population also signals an approaching period of accelerated renewal and change in the workforce as workers in the Baby Boomer generation are approaching retirement and employers need to find additional workers to fill their place. The increase in retirements presents a challenge for employers, who must now recruit new employees to replace retiring employees, but new worker employment presents an opportunity for a community like Bellevue. Employers in Jackson County and surrounding areas will be hiring and

bringing new employees to the area. Attracting younger workers to live in City will be especially important. If Bellevue is able to attract younger workers to live in the community, they may develop ties to the community and choose to stay long-term.

Housing Projects

The plan identifies key development areas for new housing as described below. For more information, refer to Chapter 9. Land Use.

Area 2 - Sieverding Property

Area 2 is a 4.6-acre parcel at 39192 Mill Creek Road, west of Dunn's Subdivision (Fourteenth Street). Owned by Sieverding Construction, it is zoned R-1 Single-Family Residential. The Preliminary Plat shows the potential for 10 lots.

Area 3 - Stamp Property

Area 3 is a 53.13-acre tract of land consisting of three parcels along US Highway 52 south of 362nd Avenue. The site is owned by the Bellevue Economic & Tourism Association (BETA) through an agreement with the City. A 2019 site study recommended a mix of 250 residential dwelling units, ranging from single-family and independent senior living to townhouses and apartments, with 7 acres of open space/parkland as shown in Figure 6-1.¹

Area 7 - Jackson Park Third Addition

Area 7 is 15 acres zoned R-1 Single-Family Residential, comprising the Third Addition of Jackson Park



Figure 6-1. Area 3 Development Recommendation.

Source: University of Iowa College of Engineering



Jackson Park Third Addition (Source: Bellevue Video LLC)

Subdivision. Infrastructure for utilities and the road was completed and accepted by the City in the summer of 2021. Due to need for new housing lots within the city limits, and the lack of private developers to construct the subdivision, most likely due to the risk involved with the increased construction costs, the City developed the subdivision through 15 pre-sold contracted lots that all were closed in the fall of 2021. A 1.45-acre lot will remain as open space/parkland.

Area 8 – Downtown Bellevue

Area 8 comprises the Downtown Urban Renewal District, which covers about 24.5 acres as shown in Figure 6-2. Downtown Bellevue is an important commercial and cultural center for the community. While Downtown is one of the most built-up areas of the community, it is also a key area for future development. The City has identified continued revitalization of Downtown as one of its most important goals. City incentives include upper story renovation for creation of residential units.



Figure 6-2. Downtown Urban Renewal Area

Source: ECIA, using Jackson County GIS

Housing Supply & Demand

Multiple Listing Service (MLS) statistics for average residential sale prices in Bellevue for 2018-2020 are shown in Table 6-7. There were 121 residential properties sold during this three-year timeframe.

Table 6-7. Bellevue Average Home Sale Prices

Residential	Average Sale Price
2018	\$205,801
2019	\$226,993
2020	\$205,740

Source: East Central Iowa Association of Realtors MLS

Figure 6-3 compares Bellevue’s average home sale prices for housing with 0 to 1, 2, 3, 4 and 5 or more bedrooms in 2018-2020.

Housing Affordability

Earlier in this chapter, the Housing Affordability section notes that spending less than 30% of household income on housing is generally considered to be affordable. The housing affordability analysis presented in Table 6-5 of the Housing Affordability section compares three levels of home values:

- Entry Level - \$100,000
- Move Up - \$160,000
- Executive - \$250,000

These three home values then are compared to the average MLS home sale prices for 2018-2020 in Figure 6-4.

The Entry Level home value of \$100,000 is less than the MLS average sale price for all homes in Bellevue during this timeframe.

The Move Up home value of \$160,000 is only above the MLS average sale price for homes with two bedrooms in 2019 and for homes with 5 or more bedrooms in 2020.

The Executive home value of \$250,000 is at or above the MLS average sale prices for nearly all homes in this timeframe.

The challenge for Bellevue will be to

provide a supply of housing units in the \$100,000 to \$160,000 price range that are affordable to Entry Level and Move Up households. Meeting this challenge likely will require private-public partnerships for rehabilitation and renovation of existing units as well as construction of new housing units.

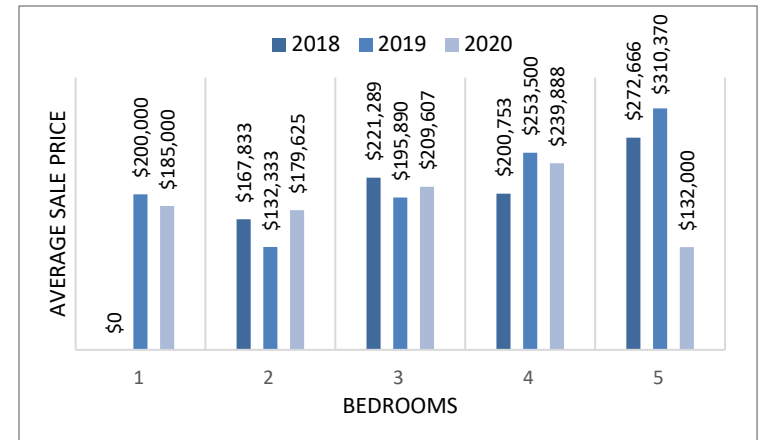


Figure 6-3. Bellevue Home Sale Prices, 2018-2020

Source: East Central Iowa Association of Realtors MLS

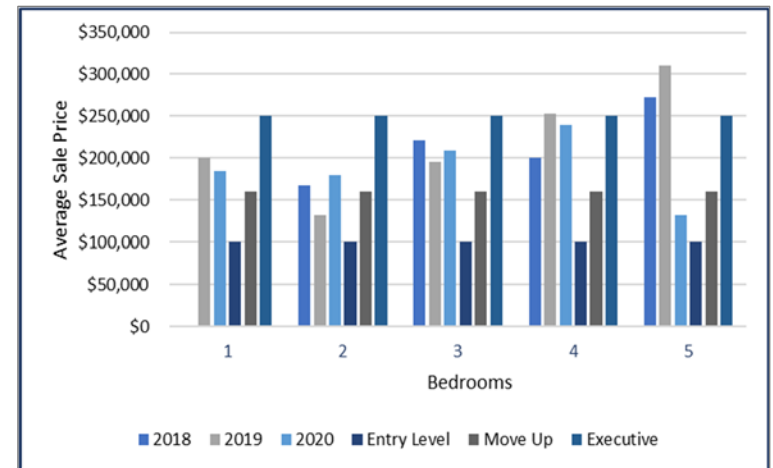


Figure 6-4. Bellevue Home Sale Prices vs Housing Affordability

Source: East Central Iowa Association of Realtors MLS

Housing Programs & Incentives

There are a number of federal, state, regional and local programs to help create affordable housing for a range of household income levels.

Federal Low-Income Housing Tax Credit

This program acts as an incentive for property owners to invest in the development of rental housing for individuals and families with fixed or limited incomes. The housing tax credit provides a dollar-for-dollar reduction (or credit) to offset an owner's federal tax liability on ordinary income for a 10-year period.

Iowa Workforce Housing Tax Incentives

This program assists the development of workforce housing in Iowa communities by providing incentives for housing projects that are targeted at middle-income households and that focus on the redevelopment or repurposing of existing structures.

Iowa Housing Tax Credit Program

This new program will address the housing need for the lowest-income Iowans. The program is expected to assist in the development of approximately 375 new rental homes each year for a total of 3,750 new rental homes by 2030.

Eastern Iowa Regional Housing Authority

Established in 1978, the Eastern Iowa Regional Housing Authority (EIRHA) operates as a division of the East Central Intergovernmental Association (ECIA), which provides staff and administrative support. EIRHA was created as a regional Housing Authority for Cedar, Clinton, Delaware, Dubuque, Jackson, Jones and Scott Counties, excluding the cities of Clinton, Camanche, Davenport and Dubuque. The goal of EIRHA is to provide decent, safe, and affordable housing for eligible households; to provide opportunities and promote self-sufficiency; create economic independence; and provide home

ownership opportunities for Housing Choice Voucher and Public Housing Program participants.

Eastern Iowa Regional Housing Corporation

In 1990 the Eastern Iowa Regional Housing Corporation (EIRHC) was organized to promote the general social welfare of eligible occupants of rental housing. The United States Department of Agriculture, Tax Credit, Tenant Based Rent Assistance and Housing Trust Fund Programs were formed under this entity. The mission of EIRHC is to acquire, construct, provide and operate rental housing and related facilities suited to the special needs and living requirements of eligible occupants.

EIRHC Housing Trust Fund

In 2014, EIRHC became a Housing Trust Fund (HTF) designee. In accordance with Iowa Code Section 16.181, a HTF is held within the Iowa Finance Authority (IFA). The intended use of the funds is for development and preservation of affordable housing for households with low income in Iowa. The mission of the EIRHC HTF is to assist in the provision of decent, safe and affordable housing, as well as access to the resources for creating housing opportunities to the families served in eastern Iowa. The emphasis is to provide economic assistance to benefit the moderate, very low, and extremely low-income residents of Dubuque, Delaware, Jackson, Cedar and Clinton Counties for a variety of housing needs.

Eastern Iowa Development Corporation

Eastern Iowa Development Corporation (EIDC) is a for-profit entity and a wholly owned subsidiary of EIRHC. The EIDC was formed to serve as the general partner in all Low Income Housing Tax Credits (LIHTC) projects.

Downtown Bellevue - Upper Story Renovation

This program helps owners to renovate space on

the upper story in the downtown urban renewal district. It requires a dollar-for-dollar match for up to \$7,500 of grant funding per residential unit created or renovated. Residential units for short-term stays are not eligible. Any proposed in-kind labor must be identified upfront.



View of Duetel Ct. area from N Seventh St. (Source: ECIA)



Single-family home, S Third St. (Source: ECIA)

Housing Recommendations

The following recommendations are intended to guide the City of Bellevue in providing safe affordable housing for all residents of the City.

Housing

- Encourage a diverse housing stock that serves people at all income levels and at all stages of life.
- Support the creation of new housing to support the community's desired population growth.
- Update Housing Needs Assessment on a regular basis.

Maintenance, Rehabilitation, and Redevelopment

- Support redevelopment of existing vacant or underutilized structures such as upper floors of downtown buildings.
- Develop an inventory of vacant and underutilized properties.
- Encourage rehabilitation of existing homes.
- Support community volunteer efforts to assist those in need with home maintenance tasks.

New Construction

- Identify areas for future housing development in the City's future land use maps.
- Encourage infill housing development in existing neighborhoods.
- Review existing development regulations and incorporate flexibility as a way to reduce development costs and allow housing types that meet the current needs of the community.

Rental Housing

- Support the development of quality, affordable rental housing.
- Support education and training efforts to improve relationships between tenants and landlords.

Chapter End Notes

1. See Maltzen, Kalley, et al.

Chapter 7

Infrastructure and Facilities



Bellevue City Hall, Public Library, and Police Department (Source: Bellevue Video LLC)

Introduction

Public infrastructure and facilities are an important element in the comprehensive planning process. Access to infrastructure has a profound impact on land development. Land that has access to municipal utilities has greater development potential and has a higher value than land without access. Good quality facilities are also key to quality of life. Potential residents and businesses will closely evaluate the community's education, safety, and health care facilities when choosing where to live or locate a business.

The City of Bellevue provides the following municipal services: water, sanitary sewer, storm water, curbside refuse and recycling collection, broadband internet and cable, and electricity.

The City of Bellevue manages much of the community's infrastructure, but important facilities can also be managed by other government agencies, private businesses, and non-profit organizations. Coordination with these agencies is fundamental to providing the best quality community facilities. Improved coordination allows communities to combine resources to eliminate duplication of services and achieve economies of scale.

This chapter will provide an introduction to Bellevue's public infrastructure and facilities and explore how these necessary systems impact the community's growth and development. The chapter includes an inventory of Bellevue's infrastructure and facilities, as they exist today, and provides a list of recommendations that will help the City provide the best quality community facilities to its residents in the future.

Public Infrastructure, Facilities and Utilities

Water

A typical municipal water supply and distribution system contains four basic components: a water source, filtration and treatment, water pressure and storage tank, and local distribution pipes. Water treatment eliminates undesirable contaminants and provides water with a desirable chemical balance. The treated water is pumped from the treatment source to a water storage tank. The purpose of the tank, which is usually in the form of an elevated water tower or reservoir, is to provide pressure to push water throughout the system. After water leaves the storage tank, a system of underground pipes delivers the water to homes and businesses.¹

Originally the Bellevue Municipal Water Works and Electric Plant was located on the Sylvan Street right-of-way along the Riverbank, on what now is River-view Park. In 1847, the first public well was dug. In 1894, voters approved bonds to erect a suitable water works system for the town. Bids were approved for a reservoir uphill from Sylvan Street and pipelaying. In 1978, the Municipal Utility Board approved construction of a water tower and new water mains.



Bellevue Water Radium Treatment Plant (Source: City of Bellevue)

The City of Bellevue's current water treatment plant has been in operation since 2019. The radium treatment plant, located at 905 Park Street, serves 135 non-residential and 1,020 residential customers. The softening treatment consists of pressure filters using hydrous manganese oxide (HMO). The facility is capable of producing 1.44 million gallons per day (MGD) of potable water.

The City of Bellevue operates two wells that supply water to the system. Chlorine and fluoride are added prior to the water entering the distribution system. The distribution system consists of approximately 17.5 miles of water mains, a water tower with a 300,000-gallon total capacity, and a reservoir with a 150,000-gallon capacity.

Wastewater Treatment/Sanitary Sewer

A typical city wastewater treatment facility collects wastewater through a network of sanitary sewer pipes that let it flow by gravity to a treatment plant. In areas where gravity flow is not possible, a lift station may be required to pump the wastewater uphill. The treatment plant separates solids (sludge) and liquids (effluent). The sludge is disposed of in a way that is economical and safe for the environment, and the effluent is tested to ensure it meets water quality standards and usually discharged into a flowing stream or river.²

Bellevue's wastewater treatment plant has been operating at 24157 US Highway 52 since 1963. Prior to 1963, wastewater was collected and then discharged untreated to the Mississippi River. New regulations caused the City to install a primary treatment system. The plant, consisted of a combination clarifier and digester, one trickling filter, two final clarifiers, and disinfection with chlorination. Frequent sludge removal was necessary.

In 1973, more restrictive regulations caused the City to upgrade the plant to provide secondary treatment and disinfection. Additional plant improvements and upgrades were completed in 2000, in conjunction with the Municipal Utility Board assuming the management of the Sanitary Sewer/Wastewater Department from the City Council. The wastewater treatment plant is operated under the supervision of a licensed Wastewater Grade 3 Operator to meet standards set by the Iowa Department of Natural Resources (IA DNR) and the US Environmental Protection Agency.

The City's current wastewater treatment uses a mechanical activated sludge plant which consists of vacuum bar screen, cyclone grit removal, two first state



Bellevue Wastewater Treatment Plant (Source: City of Bellevue)

and two second state aeration basins, two clarifiers, contact disinfection basin, two aerobic digester tanks, and a monobelt sludge press. Chemicals used at the plant include gas chlorine for disinfection.

After sludge is processed through the sludge press, sludge is stored on pads under a hoop building that was built in 2018. In the spring and fall, the sludge is hauled to a local farm field where it is immediately incorporated into the ground.

The City's sanitary sewer collection system consists of approximately 17 miles of sewer mains and nine lift stations. These facilities serve 1,029 residential and 153 commercial customers.

The collection system transports wastewater from residential and commercial users by gravity to the sewage pump station located under the US Highway 52 bridge and adjacent to Mill Creek. This station then pumps sewage to the wastewater treatment plant.

System capacity is limited to capacity of pumps and pipelines. In 1994, new pumps were installed to increase capacity to 400 gallons per minute (GPM). In 2000, two process pumps were upgraded to increase capacity to 600 GPM. The City also added two new storm pumps for capacity of 1200 GPM that are only used when needed (such as during large rainfall events). All of these pumps are located at the main headworks/lift station building adjacent to Mill Creek off Elm Street in the Third Street right-of-way.

Electricity

The City of Bellevue established a municipal electric utility in 1896 to provide electricity to Bellevue residents with appointment of an electric light committee to have full charge of the electric plant and operation. A steam power plant was built 1896 with an

addition in 1900 to meet growing capacity needs. The steam plant was replaced in 1932 with a diesel power plant.

In 1959, voters approved the proposition to place the management and control of the Municipal Electric Light & Power Plant and the Municipal Waterworks in the hands of the Municipal Utility Board of Trustees.



Bellevue Electrical Power Plant (Source: City of Bellevue)

The diesel power plant, located at 900 N. Riverview Street, has the capacity to generate 7,600 kWh of power. This plant was in operation 24/7 with additions for capacity until the late 1960s. The plant suffered a fire in 1971. The diesel plant now runs during emergency outages and when called on by the City's power provider.

Bellevue's Municipal Electric Utility supplies power to 1,481 residential, commercial, and industrial customers. The City of Bellevue owns the power plant and distribution lines. The Municipal Electric Utility purchases 100% of its electricity from Central Iowa Power Cooperative (CIPCO), which owns the transmission lines.

Solid Waste Disposal and Recycling

The City of Bellevue offers curbside collection services to all households within the city limits. The curbside collection program includes refuse collection, recyclables collection and large item pick-up.

The Bellevue Compost Site is located at the end of South Eighth street in Felderman Park. Use of the compost site is available to residential and commercial customers. Commercial/businesses or any non-city citizen (residential) must obtain an annual permit to drop items off. Compost and wood mulch are available to anyone free of charge.

Waste disposal service is provided by the Jackson County Waste Authority. The Waste Authority operates a transfer station about 16 miles west of Bellevue off Iowa Highway 62. The waste collected at the transfer station is loaded onto semi-trailers and shipped to a cooperating landfill in Illinois. Recycling collected in Bellevue is processed by Dittmer Recycling in Dubuque.

Stormwater

Managing stormwater within a city requires a well-designed and maintained storm drainage system. A good stormwater management system can help reduce flooding and protect water quality. The City of Bellevue's storm drainage system consists of street gutters and storm sewers that carry water to a natural channel, ditch, stream, or river. The system also includes subdivision detention basins that collect stormwater during a rainstorm and release it slowly to prevent flooding and to allow some sediment and other pollutants to settle out.

Refer to the Outdoor Recreation and Environment Chapter for more information about Bellevue's storm water management services.

Parks

The City of Bellevue's Park system includes: Cole Park, David Ensign Memorial Park, Felderman Park, Riverview Park, and Sarge O'Neill Park. Spruce Creek County Park is located north of the city limits. Bellevue State Park Nelson Unit, Bellevue State Park Dyas Unit, and Duck Creek County Park are located south of the city.

Refer to the Outdoor Recreation and Environment Chapter for more information about Bellevue's parks and recreation facilities.

Roadways

Jackson County is rich with historical attractions and beautiful scenery, especially along The Great River Road, which runs directly through Bellevue as its main street. Bellevue is located 23 miles south of Dubuque on Highway 52 and 20 miles northeast of Maquoketa on Highway 62.

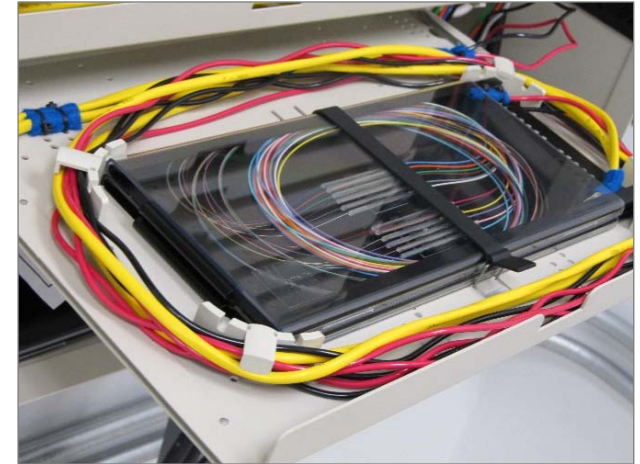
Refer to the Transportation Chapter for more information on Bellevue's roadways and street maintenance program.

Broadband Internet and Cable

Access to high-speed broadband internet plays an increasingly important role in a community's quality of life. Bellevue residents and businesses rely on internet connections for work, education, and entertainment. Bellevue is the first city in Iowa to construct and operate a fiber-to-the-home (FTTH) network. The network redefines home entertainment and business use. Streaming high definition (HD) video and music, as well as downloading and uploading large files, is available to customers. There are no data caps on the service. Customers have an unlimited download included in the price.

Fiber cable is delivered through Bellevue's fiber broadband network for top picture quality and reliability with all HD channels where available.

All wireless devices, including television, will connect wirelessly. The City offers the fastest high-speed internet in Bellevue, which means faster internet for improved streaming.



Bellevue Cable Head End (Source: City of Bellevue)

Besides streaming video and cable, Dish Network and DirectTV provide cable, and Windstream and MVlink offer internet service. MVlink is provided by Maquoketa Valley Rural Electric Cooperative and only serves internet customers outside the city limits. The City of Bellevue's telecommunication subscribers include: 606 with cable, 988 for internet, and 344 with both cable and internet.

Community Facilities

Public Works Facility

The City of Bellevue Public Works facility is located at 207 Rose Street. Operations and services provided by the Public Works Department include: curbside collection of refuse, recyclables and large item pick-up; roadway maintenance, snowplowing, and street sweeping; stormwater management; and parks maintenance.

City Hall

Bellevue's City Hall building is located at 106 North Third Street; it houses the City Clerk's Office, the Public Library, and the Police Department. It was constructed in 1939, replacing the 1872 building that housed the Clerk's Office, Council Room and a fire engine. Prior to 1939, City Hall was located at 100 North Second Street.

The 1939 City Hall building was built with restrooms, the Fire Department and fire garage (doors facing north), the Police Department and jail cells on the lower floor; and the Council Chambers, the Public Library, an auditorium, and a kitchen on the upper floor.

In 1995, a large addition and renovations were completed. The first floor now has restrooms, an elevator, the Clerk's Office, the Council Chambers, and the Police Department. The second floor became solely the Public Library and new children's library section. The third-floor attic became storage.

The 1995 addition incorporated the original outer brick wall as part of the inner walls, which makes running electricity or fiber and installing outlets difficult. The flat roof also poses a problem with leaks occurring during rainfall and snow melts.

Police Department

The Bellevue Police Department is the primary law enforcement agency for the city of Bellevue. It has been headquartered in the City Hall building, located at 106 North Third Street, since 1939. The department staff consists of the Police Chief, Assistant Chief, three full-time Officers, and three part-time Officers.

The Drug Abuse Resistance Education (DARE) program was implemented in 1991 as a part of the Police Department's focus on crime prevention and better serving the city. The DARE program has one full-time coordinator/instructor, who works closely with the School Resource Officers in providing school-based prevention and education as well as crisis intervention, conflict resolution, and enforcement activities.

The Police Reserve Officer program started in 1995 and is made up of volunteers. Reserve Officers are required to work 8 hours per month and also work at larger events in town throughout the year. Currently, there are four Reserve Officers.

Public Library

Bellevue's first library was established in 1925 with books purchased with money raised locally and donations from residents. It occupied two rooms in the First National Bank. In 1933, the City Council formed the Library Board of Trustees and the Bellevue Public Library, and the library moved to 134 South Riverview Street. In 1939, the library moved to the City Hall building at 106 North Third Street. In 1959, the library expanded within City Hall. Fundraising in 1985-1987 enabled an addition and remodel of the library space to be completed in 1995.

The Public Library has kept pace with the new formats and programming. Today the library offers

books on CD, DVDs, access to online audio books as well as classic and bestselling books. The library has five public access computer stations, three computer stations in the children's room, and three computers in the teen area. The library also offers STEAM Maker Space Kits, Craft Kits, and a variety of programming for children, teens, and adults throughout the year.

The library also has an expanding genealogy area with a reader printer and microfilm of all local papers and census data. In 2021, the library purchased a 3D printer.



Bellevue City Hall, Public Library, and Police Department (Source: City of Bellevue)

Fire and Rescue Department

Bellevue Fire and Rescue was established in 1871 making it one of the oldest fire departments in the state of Iowa. The Bellevue Fire Department consists of up to 38 members. The fire station is located at 103 North Third Street.



Bellevue Fire and Rescue (Source: Bellevue Video LLC)

In 1872, a long-handled fire pumper was purchased. It had to be dragged to fires and pumped by hand utilizing wells and cisterns to fight fires. With continued community growth and the dependency on hose carts and hand-operated equipment, the City of Bellevue extended its water mains so firefighters did not have to rely solely on wells and cisterns.

In 1908, the City of Bellevue established three fire wards on the department's recommendations. No. 1 was north of State Street and east of Fourth Street, No. 2 was south of State Street and east of Fourth Street, and No. 3 was all west of Fourth Street. In turning in an alarm, the city's fire bell was rung as follows: No. 1 - one tap, No. 2 - two taps, and No. 3 - three taps. By this method the ward location was known to all residents of the city.

The City Council approved purchase of a modified Ford Model T fire truck in 1916. This truck was an

alternate to building a fire station in north Bellevue, using this truck to reach the fire more quickly.

Bellevue received its first manufactured fire truck in 1937, a Chevrolet Peter Pirsch. This fire truck was refurbished in 1996 by members of the Fire Department to celebrate 125 years of Bellevue Fire and Rescue. This fire truck is still in use to represent the department at events and parades. In 2020, the City purchased its first ladder truck, a 1985 ladder truck from the City of Maquoketa.

In 2017, an addition to the fire station was built on a vacant lot in between the Fire Department and City Hall. The addition was paid for by a large donor. The facility includes various training areas, weight room, additional garage bays, and shower room.

Many department members are Firefighter I and Firefighter II certified, as well as having specific rescue certifications. Additionally, some members hold certification at the Emergency Medical Responder (EMR), Emergency Medical Technician (EMT) or Paramedic level.

The 100% volunteer department is responsible for protecting life and property from fire; responding to emergencies involving hazardous materials; responding to natural and man-made disasters, and providing automobile, agricultural, and river rescues. The department also is responsible for maintenance and operations of the City's fire station and ten department vehicles, one antique/parade truck, four trailers, one UTV, and two rescue boats.

Emergency Medical Services

The Bellevue Emergency Medical Services (EMS) is dispatched by the Jackson County Emergency 911 operators in Maquoketa. The Bellevue EMS team provides pre-hospital medical care and transport

with state-of-the-art equipment, ambulances, and training for Bellevue and surrounding areas.

The EMS was originally located at 109 South Second Street in a building shared with the Community/Senior Center. In 2004, a new EMS building was constructed at 204 North Twelfth Street.

The Bellevue EMS was founded in 1972 and since that time has been staffed entirely by volunteers. The 24 EMS volunteers maintain two ambulances and are available 24 hours a day, 7 days a week, 365 days a year.

In addition to the city of Bellevue, the EMS department also serves rural Bellevue. The City receives reimbursement each year for shared expenses and equipment from the Rural Fire Agency.

Many Bellevue EMS members are Emergency Medical Technicians (EMTs) and Paramedics or are training to reach these levels. All of the volunteer EMTs and Paramedics are Iowa state licensed, and some are also nationally registered.



Emergency Medical Services (Source: Bellevue EMS)

Community/Senior Center

The Bellevue Community/Senior Center originally was located at 109 South Second Street in a building shared with Bellevue EMS.

In 2003, the City purchased the current building located at 1700 State Street. Northeast Iowa Area Agency on Aging (NEI3A) leases part of the upper level of this building. This agency connects older adults, caregivers and persons with disabilities to the services they need to remain independent. NEI3A is a private, not-for-profit corporation serving individuals throughout 18 counties in Northeast Iowa.

The upper level of the Bellevue Community/Senior Center is also rented by Trio Community Meals, a private not-for-profit corporation which prepares meals. The upper level also is a meal site for seniors and offers home-delivered meals through a Meals-on-Wheels program. The Regional Transit Authority (RTA) provides daily public transit service at the Center on weekday mornings. Drivers for the RTA program are volunteers from the community. (See Chapter 8 - Transportation for more information about the RTA.)

The lower level of the Community/Senior Center is available to the public for rent and includes access to restrooms, a kitchen area, and a large gathering space furnished with tables and chairs. The Bellevue Bread Basket also utilizes the lower level's storage areas for their monthly food pantry event for the public.

Education

BELLEVUE COMMUNITY SCHOOL DISTRICT

The Bellevue Community School District (CSD) provides Kindergarten through High School grade 12 (K-12) educational services to Bellevue, as well as the surrounding countryside and cities of La Motte, Springbrook, and St. Donatus. The 2020 state certified K-12 enrollment for Bellevue CSD was 675 students, with 288 elementary school students and 387 middle and high school students.

Bellevue CSD oversees a pre-school program for 82 children 3 to 4 years old at Little Stars Preschool at Bellevue Elementary School, along with additional students at Marquette Catholic Schools.

Bellevue Elementary School is located at 100 South Third Street and serves grades PK-5. The Bellevue Elementary School was built in 1848 as the Jackson County Courthouse and was converted to a school in 1861. Over the years many additions were added to the building.

The School District has identified the need for a new elementary school building. A community meeting on a new school was held in 2017, and a draft master plan was produced in 2018. Future plans are to either renovate the current building, or build a new elementary school at the current location or on land purchased by the district near the current Bellevue Middle/High School campus.

Bellevue's Middle School for grades 6-8 and High School for grades 9-12 are part of a campus with athletic facilities located at 1601 State Street. The high school underwent significant renovations in 2010, with the addition of a second gymnasium, stage, cafeteria, student commons, locker rooms, Hall of Pride, and district offices.

The Bellevue CSD is one of the schools supported by Mississippi Bend Area Education Agency. The agency provides the services of an educational consultant, school psychologist, speech language pathologist, and other services to assist in student learning and teacher professional development.

MARQUETTE CATHOLIC SCHOOLS

Bellevue also offers one private school system accredited by the State of Iowa. The Marquette Catholic School System, located at 502 Franklin Street, serves Bellevue and the wider community of Jackson

and Dubuque Counties by offering a holistic and faith-based educational program for grades K-12. The school also operates a licensed child care center.

Marquette Catholic School traces its beginnings to St. Joseph's Elementary, established in 1868. In 1956 the catholic parishes in in Bellevue and the surrounding communities agreed to from the Maquette Catholic School. The school was opened 1957.

In 1996, the Marquette Educational Center opened, which included a gymnasium, locker rooms, auditorium, stage, and Iowa Communications network (ICN) videoconference room. In 2015, the original middle school building was razed and a large addition was constructed that included new offices, education rooms, a multi-use practice gymnasium, and parish center. In 2017, the elementary school was connected to the middle and high schools.

2020 enrollment for Marquette Catholic Schools was 201 students in grades K-12, and 36 children 3 to 4 years old at Blessed Beginnings Preschool.



Marquette Catholic Schools (Source: Bellevue Video)

Museum

The Young Museum, located at 406 North Riverview Street, is a historic limestone home donated by the trust of Joseph Young to the City in 1959 to be used as a museum. Opened in 1966, the museum closed in 2014. Its trust fund expended, sale of the building and contents was discussed.

In 2018, the nonprofit Friends for Preservation of Bellevue Heritage (FPBH) acquired administrative rights to the trust. With the museum’s importance to history of the Great River Road, FPBH is working to renovate and reopen the museum to a broader audience.

Health Care

Bellevue is within 30 miles of regional hospitals and medical facilities, including: Mercy One Medical Center, Unity Point Health Finley Hospital, Medical Associates Clinic, Grand River Medical Group, and Crescent Community Health Center in Dubuque; and Jackson County Regional Health Center in Maquoketa. Additional healthcare facilities serve the Bellevue area with dental, chiropractic, mental health, vision, assisted living, long term care, and skilled nursing services.

Assisted Living/Nursing Home

Specializing in a variety of services on one campus, Mill Valley Care Center, 1201 Park Street, offers increased levels of care as needs change. Services include: Sunrise Villa Assisted Living, skilled rehabilitation services, and long-term care.

Figure 7-1 is a map showing the location of Bellevue’s key community facilities.



Young Museum (source: ECIA)

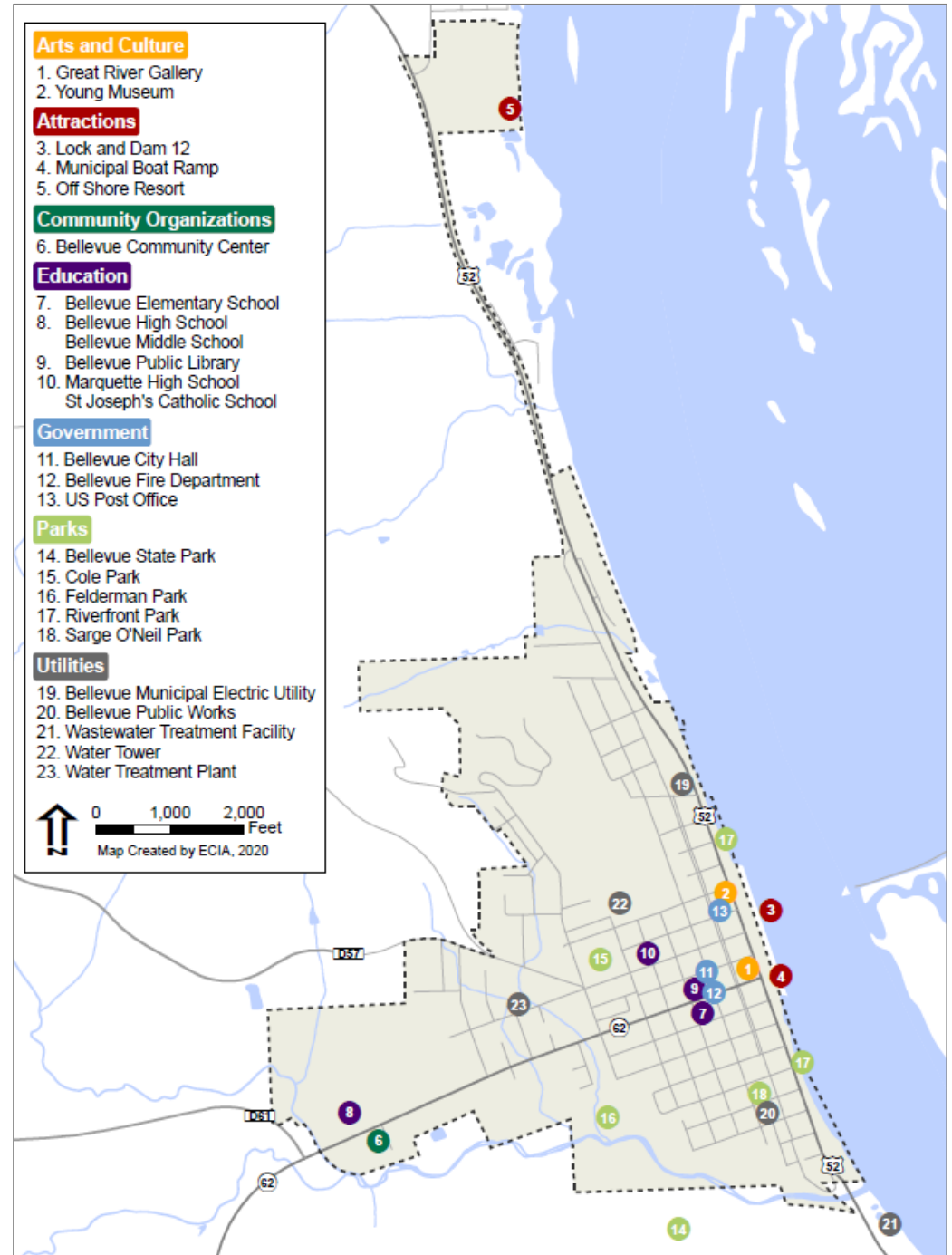


Figure 7-1. Bellevue Community Facilities

Infrastructure and Future Development

Public expenditures for infrastructure can shape a community's land use patterns, and in turn, the community's land use patterns will determine the costs and efficiency of utility service delivery. Communities invest in the installation and maintenance of infrastructure to stimulate private sector investment and development, which creates value in the local economy. The City taxes the value created and uses the tax revenue in part to pay for the maintenance of the infrastructure.

Adding new developments to the existing city spreads the system's capital costs over a larger customer base, lowering the costs of service per customer. However, when new infrastructure is built solely for new customers, maintenance costs go up and the opportunity to improve the efficiency of the existing system is lost.

Through comprehensive planning, the City can implement land use policies that guide development with the goal of keeping utility rates low and improving delivery system efficiency, effectively maximizing the community's return on its infrastructure investment. Examples of development policies include planning for new development infrastructure, new subdivision design, new subdivision lot size, in-fill development, and rehabilitation.

Plan for New Development Infrastructure

The Comprehensive Plan's future land use map is a tool for planning the extension of services to new development on the edge of the City. The future land use map identifies key development areas and assigns a planned future land uses within each area. Future land use plans allow the City to size infrastructure to serve the land being developed today, as well as development that will occur in future

years. The City can keep its costs down over the long-term by ensuring infrastructure for new development will have enough capacity to serve future developments in the area. For example, by installing a 10-inch sewer pipe today instead of the 8-inch pipe needed to serve a new subdivision, the City can avoid the costs of installing a larger pipe when additional development occurs in the future.

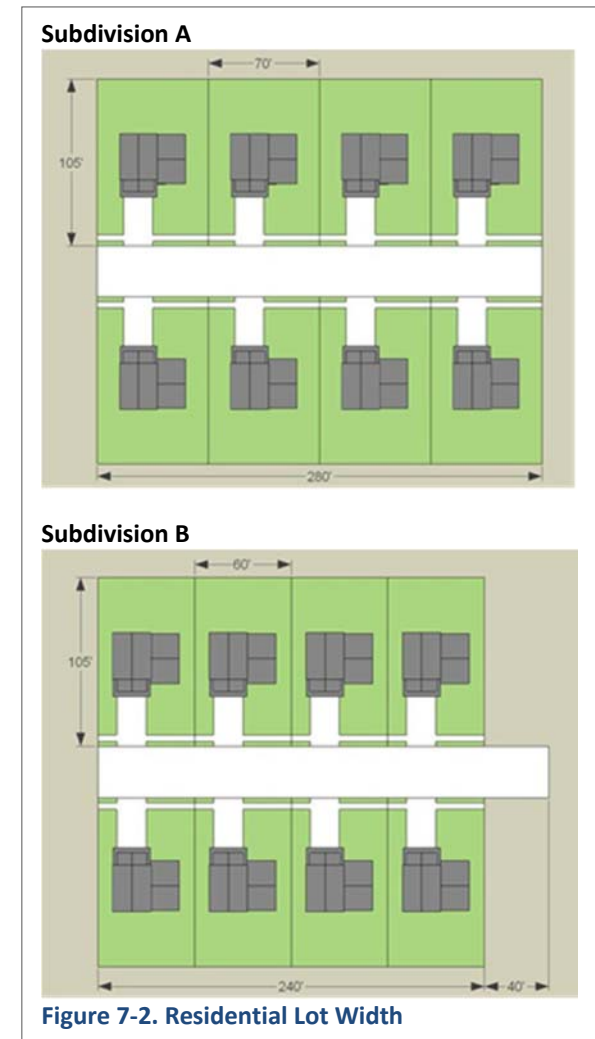
Subdivision Lot Size

Lot size in a subdivision can have a large effect on infrastructure efficiency. Subdivisions with smaller lots can have more houses per linear foot of infrastructure, spreading the cost of water mains or sewer lines over more houses and reducing the infrastructure per house.

The illustrations in Figure 7-2 show how lot size can affect the cost of providing services to a subdivision. The illustrations show two similar subdivisions, both with eight lots and identical houses on each lot. Subdivision A has 70-foot-wide lots and Subdivision B has 60-foot-wide lots. Since Subdivision B's lots are narrower by ten feet each, the City has 40 less linear feet of street, water main, sewer main, storm sewer, and electrical lines to maintain when compared with Subdivision A.

While ten feet per lot may seem like a small difference, over time the cost of maintaining the extra infrastructure will be compounded over multiple subdivisions. If the City constructed 10 new houses per year over the next 20 years at 60 feet wide instead of 70 feet wide, it could reduce its infrastructure maintenance responsibility by 4,000 linear feet.

For the most part, the local housing market will determine the size of lots in new subdivisions; e.g., land prices, construction costs, and buyer



preferences. However, rules established by the City can also contribute to lot size.

The City's zoning and subdivision ordinances may contain minimum lot sizes and building setbacks that can result in lots larger than what would be determined by the market. The City can encourage more efficient lot sizes by making sure that any rules that increase lot size represent the minimum required for

public health safety and welfare, and do not increase lot size without a compelling reason.

Subdivision Design

Poorly planned lot layout in new subdivisions can result in greater cost for roads, water, and sewer infrastructure. The City can avoid higher maintenance costs by implementing policies through its subdivision review process that encourage the orderly development of land, the efficient extension of services, and lowest maintenance cost over the long term. Good subdivision design policies include:

- Ensure that new subdivision designs are constant with future growth plans allowing the logical extension of streets, water lines, and sewer lines.
- Ensure that lots are arranged and graded to prevent storm water from collecting on residential properties
- Arrange lots in a way that reduces water, sewer, and street costs.
- Use the City's extraterritorial jurisdiction authority to ensure that development that occurs within two miles of the City is built to City standards or is annexed into the City.³

The 53.13-acre Stamp property, located south of the city, is an example of good subdivision design for mixed residential and open space/parkland uses. See the Land Use Chapter for more information.

Infill Development

Not all future development sites will be in new subdivisions on the edge of the city. Bellevue has several available sites within the city limits that could be developed. Developing these infill sites can improve the efficiency of the community's infrastructure by adding to the tax base using infrastructure that the City is already paying to maintain. Key sites for

residential infill are the Mootz property, the Sieverding property, and Jackson Park Third Addition. See the Land Use Chapter for more information.

Redevelopment and Rehabilitation

Like infill development, redevelopment and rehabilitation of existing buildings uses existing infrastructure capacity that the City already paying to maintain. A significant portion of Bellevue's existing housing stock is made up of older homes. According to the 2019 census estimates, about 41.7% of the homes in Bellevue were built before 1940. Rehabilitating under-performing properties increases their value which in turn increases the City's tax base without adding new maintenance responsibilities.

Redeveloping existing structures for a new use is another way of to increase improve properties served by existing infrastructure. Downtown Bellevue is a key area for future redevelopment and rehabilitation of upper story housing. See the Housing Chapter and Land Use Chapter for more information.

Infrastructure Maintenance

All infrastructure has a life cycle. As development occurs, new water and sewer pipes, streets, and electrical lines, are installed to serve it. This new infrastructure will remain in service for many years, but over time it will deteriorate and eventually need to be replaced. Replacement is the most expensive part of the infrastructure life cycle, and it is inevitable. But the City can maximize the life of its infrastructure through investments in routine maintenance.

While a city that defers routine maintenance projects may save money in the short-term, it will likely pay more in the long run for emergency repairs and

eventual reconstruction as the infrastructure deteriorates at a faster pace.

Capital Improvement Program

The City can plan for future infrastructure maintenance projects by Identifying and prioritizing them in its Capital Improvements Program (CIP). The CIP is a tool for scheduling, planning, and financing large construction projects and major pieces of equipment. The CIP is a written document that links together the City's comprehensive plan with its annual budget.

The City uses its CIP process to identify needed infrastructure projects and rank them based on their importance to the community. Once the projects are ranked the City uses the CIP to develop its annual budget, identify project funding sources such as grant or loan programs, and to set rates for utilities like water and sewer.

The goal of the CIP is to inform the City Council's decision-making process by providing the big picture view of all projects. With a CIP, the City Council is aware of the need for many capital projects, but they would likely have questions about how to pay for them, when to construct them, and how to rank them.

The City of Bellevue reviews and updates its CIP on an annual basis during the City Council's budget process. Completed projects are removed. New projects are added, and some projects are revised and updated as new information becomes available.

Recommendations

The following recommendations are intended to guide the City of Bellevue in providing high-quality infrastructure and facilities for all residents of the community.

Public Safety

- Monitor public safety facilities, equipment, and procedures to ensure that adequate service is provided.
- Encourage coordination, cooperation, and resource sharing among local public safety agencies.
- Coordinate with local police and fire departments to ensure that new development can be served by existing facilities and equipment.

Health Care

- Maintain quality health care facilities that promote physical and mental health, safety, and wellness for all members of the community.
- Support access to good quality, affordable care for children, the disabled, and the elderly.

Education

- Coordinate with local schools to provide adequate educational facilities and improve educational opportunities for the community's children.
- Coordinate with local schools to ensure that proposed development can be served by existing educational facilities.
- Coordinate with education partners such as the Bellevue Public Library and Eastern Iowa Community Colleges to support opportunities for lifelong learning.

Public Infrastructure and Services

- Plan for, build, and improve infrastructure systems to meet anticipated growth and development needs.
- Encourage new development to size facilities to serve the needs of future development.
- Encourage development and redevelopment in areas with access to existing infrastructure.
- Invest in infrastructure projects that will result in private sector investments that can financially sustain the maintenance of the infrastructure.
- Perform routine maintenance and support ongoing improvements that will extend the life of infrastructure systems.
- Encourage access to reliable and affordable broadband internet.
- Revise the City's Capital Improvements Program on an annual basis.

Chapter Endnotes

1. See Anderson Chapter 4.
2. See Anderson Chapter 5.
3. See the Land Use chapter for more information on the city's extraterritorial jurisdiction authority in subdivision review.

Chapter 8

Transportation



Aerial View of Bellevue from west, 2021 (Source:Bellevue Video LLC)

Introduction

The City of Bellevue’s transportation system is vital to everyday life in the community. The system facilitates the movement of people and goods within the City allowing residents to get from their homes to employment, education, medical care, and shopping. Bellevue’s local system connects to regional and national networks providing access to surrounding communities and the rest of the world. Businesses import products and raw materials from outside the region and export goods and commodities to other regions. Connections to regional transportation networks allow businesses to conduct these transactions quickly and efficiently and allow the region to compete in the global marketplace. The goal of this chapter is to provide efficient and affordable transportation to residents and businesses in the City of Bellevue.

Automobile Travel

Automobile travel is by far the most used mode of transportation in the United States and is relied on even more in smaller communities like Bellevue where the area’s population is more spread out.

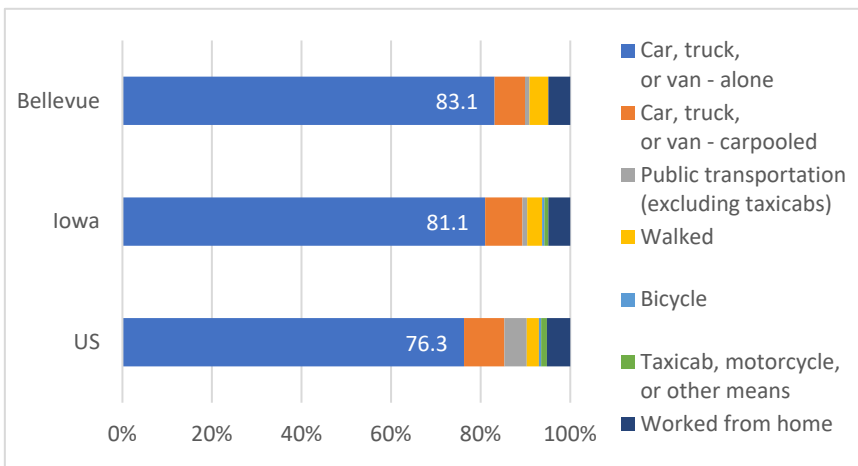


Figure 8-1. Means of Transportation to Work

Source: US Census 2019 American Community Survey (ACS) 5-Year Estimates Subject Tables

Figure 8-1 shows the US Census estimate of how people get to work in the United States, Iowa, and Bellevue. In Bellevue, 89.9% of people use a car, truck or van to get to work. These numbers illustrate the level of reliance on personal vehicles and the importance of maintaining regional infrastructure needed for personal vehicle travel.

For the City of Bellevue this means maintaining its system of local streets and bridges that allow people to access their property and travel across town. For Iowa counties, the Iowa Department of Transportation (IDOT), and the Federal Highway Administration (FHWA), this means maintaining the highways and bridges that connect communities within the region and across the country.

Local City Streets

Bellevue’s network of streets allows people to get around within the community. Bellevue has approximately 47 lane miles of local streets and 4 miles of alleys within its city limits. In most cities, local streets are a high priority with pavement maintenance, traffic speed, and safety the most common issues for residents and businesses.

Streets are also vital for future economic growth in Bellevue. Streets provide a framework for creating value in the community. The City builds streets as an investment. The money invested in streets allows people to access property. Once a piece of property is accessible, it becomes more valuable because the property owner can build on the land and people can get to the building. Accessible buildings can be used for businesses and housing.

Highways

The region’s transportation system works extremely well for the majority of users. Most commuters drive alone to work. US highways, along with a dense network of State, County, and local roads, make it possible for commuters in private vehicles to get from one part of the region to the other efficiently. Freight transportation also benefits from the region’s relatively uncongested highway facilities and other major roadways.

Bellevue radiates from the intersection of US Highway 52 (Riverview Street) and Iowa Highway 62 (State Street). From Bellevue, US Highway 52 continues north to St. Donatus and Dubuque and south to Sabula, before it enters Savanna, Illinois via the Dale Gardner Veterans Memorial Bridge.

US Highway 52 is Bellevue’s primary connection to the national highway system. The highway follows a northwest-southeast route 2,072 miles from Portal, North Dakota, on the Canadian border, to Charleston, South Carolina. In Iowa, much of the 174-mile route remains two lanes.

US Highway 52 provides Bellevue with a two-lane connection north to Dubuque and US Highways 61 and 151. The highway allows residents looking for a small-town lifestyle to live in Bellevue, but still be close to shopping, medical care, and employment opportunities in this larger city.

US Highway 52 is also important for economic growth. Businesses in Bellevue can import raw materials and export products to world markets on the highway. US Highway 52 is maintained by the Iowa DOT. The City of Bellevue should continue to communicate the importance of US Highway 52 to the Iowa DOT.

In addition to US Highway 52, the City of Bellevue is

connected to surrounding communities by a system of regional highways that include state highways, farm-to-market routes, and federal aid routes. At Bellevue, US Highway 52 runs along the city's riverfront and passes Lock and Dam No. 12, intersecting with the eastern terminus of Iowa Highway 62, which continues on to Andrew and ends in Maquoketa. Other roads coming into the city are Bellevue-Cascade Road (County D61) which terminates near Cascade, and Mill Creek Road (County D56) which terminates in La Motte.

Farm to Market Routes

A farm-to-market route is a road that is used to connect agricultural areas to distribution centers in nearby towns. Many residents of Bellevue and the surrounding unincorporated areas work in the agricultural industry or supporting industries, making a good quality farm-to-market system important for future economic growth in Bellevue. The Jackson County Secondary Roads Department maintains the farm-to-market roads that connect to Bellevue.

Federal-Aid Routes

Federal-aid routes are regional roadways that are eligible for federal funding. Federal-aid routes can be maintained by cities, counties, or the Iowa DOT.

Federal aid eligibility is determined by the roadway's functional classification. Functional classification for a given roadway is determined based on its setting (urban or rural) and whether its main role is providing connectivity, mobility, or accessibility. The number of vehicle miles traveled (VMT), average annual daily traffic (AADT), and adjoining land uses of a roadway are also considered.

Traditionally, the functional classification system has been used to describe how travel flows through the regional roadway network and to determine project eligibility for inclusion in different transportation

planning projects and grants. The arterial streets form the backbone of the network. Local roads feed the collectors, which in turn feed the arterials.

In the Bellevue area, US Highway 52 and Iowa Highway 62 are minor arterials, with AADT of 1,000 to 5,000 vehicles. Bellevue-Cascade Road (County D61) is a major collector with AADT less than 1,000 vehicles.

Bellevue Functional Classification

The functional classification categories found in Bellevue include: principal arterials, minor arterials, major collectors, minor collectors, and local streets. Table 8-1 summarizes roadways within the Bellevue city limits by functional classification. Figure 8-2 maps regional roadways by functional classification and farm-to-market routes.

Table 8-1. Lane Miles by Functional Classification

Functional Classification	Lane Miles
Principal Arterials	0
Minor Arterials	4.29
Major Collectors	0.68
Local Streets	15.98
Total	20.95

Source: Iowa DOT

Bridges

As with streets and highways, bridges are essential for a thriving local economy. There are no vehicular bridges within the city of Bellevue. Iowa DOT maintains bridges just outside city limits along US Highway 52 and Iowa Highway 62. Figure 8.1 maps the area's Bridges.

Ride Sharing

The concept of two or more people riding in a car together to keep transportation costs down or conserve fuel is not a new idea. Carpools became a

popular way to conserve fuel in the US during World War II and again during the 1970s oil crisis. What's new is that ride sharing has become more prevalent in recent years due to smartphone apps that allow people to coordinate shared rides on very short notice.

Smartphone app-based ride sharing services are becoming increasingly popular ways to get around. Two popular ridesharing services, Uber and Lyft, launched in large metropolitan areas between 2009 and 2012 and have continued to expand service into smaller communities.

Uber and Lyft began providing service in Iowa's metropolitan areas in 2016 and 2017. In a 2019 press release, Uber announced service expansion to all of Iowa. Uber stated that it may take longer to get a ride in more rural areas but they expect the wait time to come down in the future. As of 2020, Uber and Lyft service were not available in Bellevue due to lack of registered drivers. But, these and other technology-based transportation services continue to expand into smaller communities and could create new opportunities in the future.¹



US Highway 52 Bridge south (Source: Jackson County GIS)

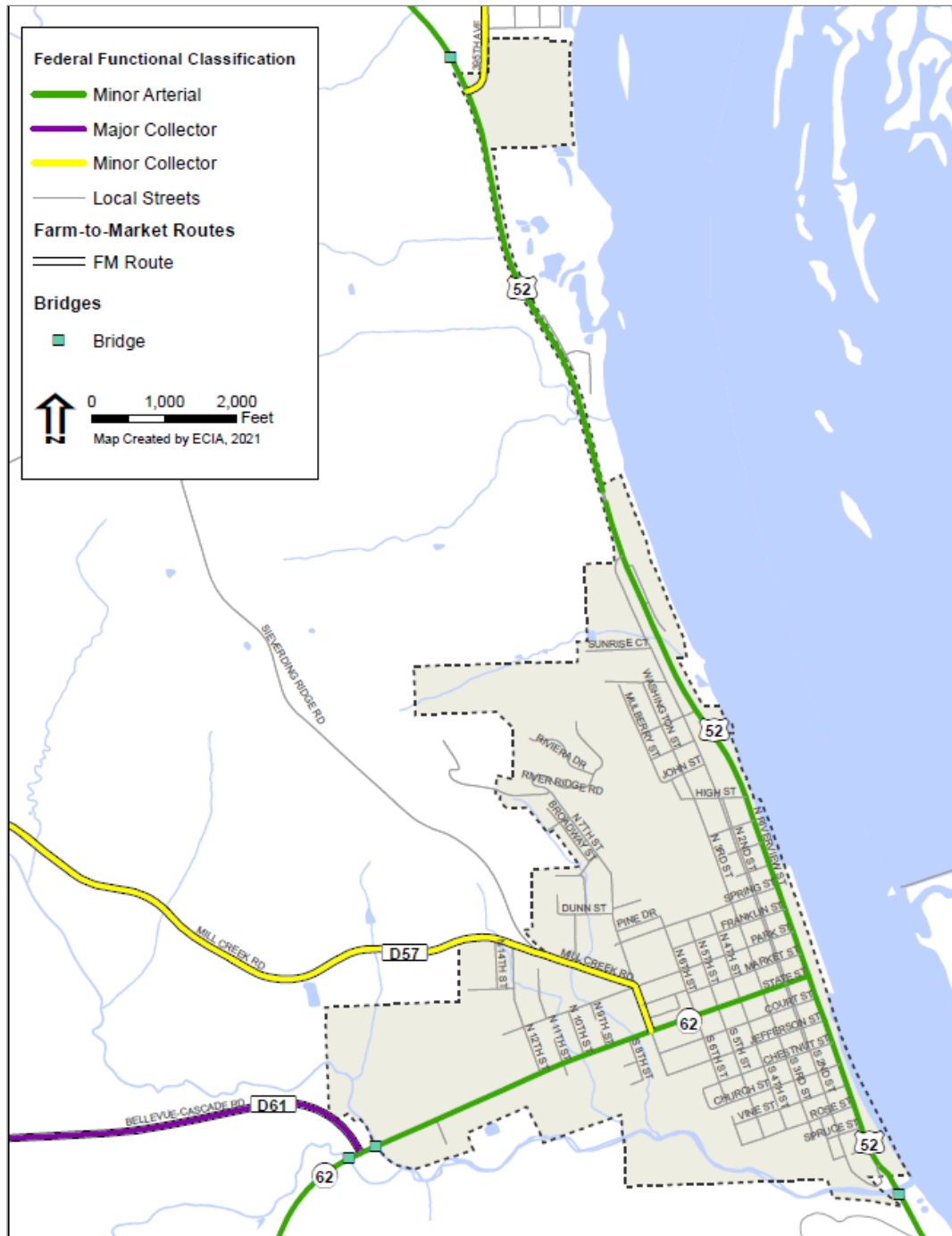


Figure 8-2. Bellevue Roads and Bridges

Source : Iowa DOT

Future Road and Bridge Projects

At this time the City of Bellevue does not have any major road or bridge projects planned that would go beyond maintaining existing infrastructure. However, as the city grows, it will need to expand its transportation network to serve new development. The Future Land Use map in *Chapter 9 – Land Use* identifies areas where this growth is expected to occur. The map identifies the expected future land use of these possible growth as well as locations where future street connections may be needed.

Public Transportation

Regional Transit Authority 8 (RTA) provides public transit service to the City of Bellevue. RTA is one of 16 regional transit systems in Iowa and is a non-profit service organization. RTA serves the public transportation needs of residents in Delaware, Dubuque, and Jackson Counties, and provides rides to Iowa City, Coralville, Cedar Rapids, Waterloo, and the Quad Cities. RTA operates a fleet of buses and standard vans, and contracts with privately owned automobiles.

RTA vehicles are equipped to accommodate all people, including children, the elderly, and persons with disabilities. All RTA routes are open to the general public. Riders must request service 24 hours in advance. The cost of rides for Bellevue is a suggested \$1.00 donation. RTA service is open to people of all income levels, but fee assistance is available for those who qualify.

RTA’s main dispatch office and garage are located in Dubuque. RTA operates three other regional garages including one in Maquoketa. RTA provides service between Bellevue and Miles, Preston, and Baldwin. Out of town services cost \$6.75 one way, depart at 6:30 AM and return at 2:00 PM. The Bellevue In-Town service costs \$1.00 one way and operates 9:00 AM to 2:00 PM on Monday – Friday, but availability ultimately depends on volunteers’ schedules.

Bicycle and Pedestrian

Walking and biking are important modes of transportation for Bellevue. Walking and biking can provide transportation for those who are unable to drive or don't have access to a car. Choosing to walk or bike instead of drive can reduce traffic congestion, improve air quality, and improve physical health. Increasingly, people are listing bike and pedestrian amenities among the features that they consider when choosing where to live. Existing bicycle and pedestrian facilities in Bellevue can be classified into three categories: off-street trails, on-street routes, and sidewalks. Descriptions of each type follows.

The City of Bellevue is connected with national, regional, county and city bike and pedestrian trail systems, often a combination of off-street and on-street routes as described below. Bicycle and pedestrian routes in the city and in Bellevue State Park are mapped on Figure 8-5.

Off-Street Trails

Bellevue and the surrounding area have several off-street trails. Most area trails are classified as multi-use trails. These trails typically are made of concrete or brick pavers and 6 to 10 feet wide. Multi-use trails are physically separated from motorized traffic by an open space or barrier and can be in an independent right of way or within a roadway right-of-way. Multi-use trails accommodate both bicyclists and pedestrians and are suitable for most age groups and abilities.

RIVERFRONT TRAIL

The City has a separated walking path that runs along Riverview Street/US Highway 52 from High Street heading south to Vine Street, then to Mill Creek Trail/US Highway 52 along Bellevue's east border.

The City has roughly a three fourths of a mile Riverview Trail in Riverview Park that runs along the Mississippi River with benches, picnic tables, gazebos, a Jackson County Veterans Memorial Freedom Rock, flowerbeds kept up by the Riverview Gardeners Club, and views of Lock and Dam No. 12.

In 2012 to 2013, the City extended a roughly 1.7 mile, 10-foot-wide Riverview Trail along US Highway 52 north to the Off Shore resort's campground. In winter, this trail is closed for use as a snowmobile route. The plan is for Jackson County Conservation to continue the trail further north into the county to the campground in Spruce Creek Park.



Riverview Trail (Source: City of Bellevue)

FELDERMAN PARK TRAIL

In 2017, the Riverview Trail was connected to Felderman Park by a roughly half-mile sidewalk connection trail. The Felderman Park Trail is a roughly three fourths of a mile of 10-foot wide concrete. There are two outlets for the trail, one to South 8th Street and a second to the trailer court.

The 2017 trail extension also included the Mill Creek pedestrian bridge connecting Felderman Park to Bellevue State Park's Nelson Unit located just south of Bellevue. This bridge was the first in Iowa to connect a city park and a state park. It was part of the Parks to People project initiated by the State of Iowa. The trail and bridge also were funded by other grants, donations, and a City General Obligation loan.

BELLEVUE STATE PARK TRAILS

Five trails within Bellevue State Park total about four miles of multi-use paths: Bellevue Scenic Overlook Trail, Woodland Culture Indian Trail, South Bluff Nature Center Trail, Quarry Trail, and Woodland Interpretative Trail. In addition, the Park has several miles of trails for hiking only; bicycles are not allowed on these trails. These hiking trails are used for recreation and are usually unpaved and narrower than a multi-use trail, and as a result, may require a relatively higher level of physical ability.

On-Street Bicycle Routes

In addition to trails, Bellevue bicyclists also have the option to ride on the streets. With an on-street route, bicyclists share the roadway with motor vehicle traffic. Many of Bellevue's local residential streets are ideal on-street bicycle routes. These streets have low vehicle traffic volume and 25 mile-per-hour speed limits or less.

Streets with higher speeds and more traffic can include specific design improvements to direct bicycles

and vehicles and improve safety for all users. Design improvements include signage, shared lane markings (sharrows), bike lanes, separated bike lanes, and protected bikeways.

The design strategy used depends on vehicle speed, traffic volume, and space available in the right-of-way. Streets with higher vehicle speeds and volumes will usually call for elements like buffered bicycle lanes or separated bikeways that offer more protection to bicyclists.

Streets with slower speeds and lower traffic volumes are generally safer for bicyclists and are good candidates for less protective elements such as bicycle signage or shared lane markings. In many cases, local streets are suitable for biking without any additional design elements.

To help smaller communities like Bellevue select bicycle design elements, the FHWA published a design guidance document called *The Small Town and Rural Multimodal Network Guide*. Figures 8-2, 8-3, and 8-4 provide examples of possible on-street improvements from the guide.²

PAVED SHOULDER

Roadway shoulders can be enhanced to serve as space for pedestrians and bicyclists. Paved shoulders are appropriate on roads with moderate to high traffic volumes and speeds.

BIKE LANE

Bike lanes provide a dedicated space for bicyclists on the edge of a moderate to high traffic speed and volume roadway. Bike lanes are similar to paved shoulders but are intended for more urban applications and have additional pavement markings and signage.

SEPARATED BIKE LANE

Sometimes referred to as protected bike lanes, separated bike lanes offer additional separation from vehicle traffic. Typically, the bike lane is separated by a vertical element such as curb, parked cars, decorative planting, or flex post.

Regional Trails

MISSISSIPPI RIVER TRAIL

The national Mississippi River Trail (MRT), currently under development, will follow the river 2,000 miles on both sides through 10 states, from its headwaters in Minnesota to the Gulf of Mexico. The MRT runs through Downtown Bellevue along the riverfront.

MISSISSIPPI CIRCUIT

The Mississippi Circuit trail system links regional assets via the MRT and Iowa’s portion of the scenic Great River Road through shoulder widening along US Highway 52 in Dubuque and Jackson Counties. The result: visitors can move between the City of Dubuque to Mines of Spain State Park, St. Donatus, Spruce Creek Park, City of Bellevue, Felderman Park’s Mill Creek Pedestrian Bridge, and Bellevue State Park.

BELLEVUE-CASCADE ROAD ROUTE

This paved shoulder route runs along Bellevue-Cascade Road/County D61 from Bernard Road, then east to Bellevue.

SPRINGBROOK, ANDREW, LA MOTTE LOOP

The loop route begins at 362nd Avenue going south-southwest from Bellevue at the MRT to Springbrook, then west to Andrew on 150th Street, then north to La Motte on 250th Street, and then northeast back to the MRT.

Sidewalks

Sidewalks are an important part of the pedestrian network. Sidewalks provide necessary walking

connections to homes, businesses, transit services, and other activities. Many streets in Bellevue have sidewalks, but gaps exist in the network. In some cases, sidewalks do not exist, in others the sidewalks are there but pedestrians are deterred by an unsafe crossing of a busy street.

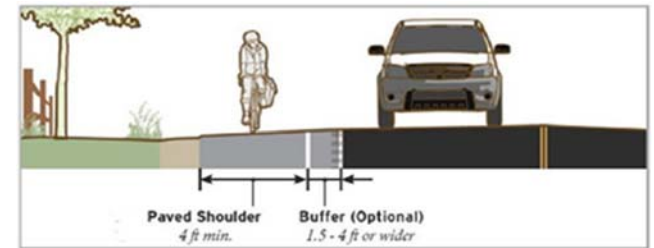


Figure 8-2. Paved Shoulder

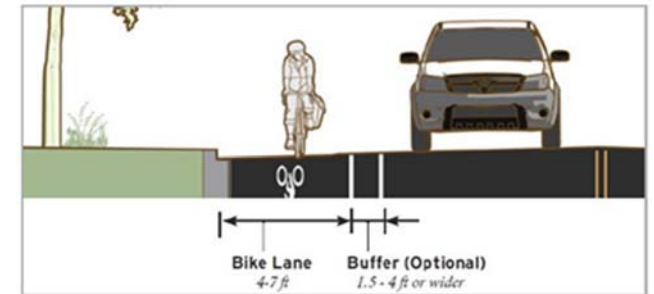


Figure 8-3. Bike Lane

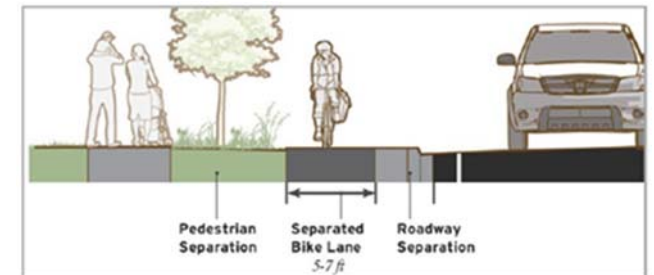


Figure 8-4. Separated Bike Lane

Sidewalk maintenance also can be an issue. Unlike trails or city streets, private property owners usually maintain sidewalks, and owners can vary greatly in their ability or desire to maintain sidewalks. The City of Bellevue’s Public Works Department will offer to remove the existing sidewalks in effort to help commercial or residential property owners with the cost of repairing or reconstructing sidewalks. The City also covers costs for where the sidewalk’s accessibility ramp meets the street.

Private ownership somewhat limits the City’s ability to address gaps in the sidewalk network. But the City does have options available to improve the sidewalk network, such as:

- Inventory the sidewalk network and identify critical gaps and safety issues.
- Work with property owners through the City’s sidewalk removal option.
- Install safety improvements at crossings, such as enhanced signs and markings.
- Develop a complete sidewalk and trail network with connections to parks, schools, attractions, and other important activity centers across the community.

Future Bicycle and Pedestrian Projects

Figure 8-5 maps the City of Bellevue’s existing bicycle and pedestrian facilities and future bicycle and pedestrian projects. The map includes future projects that are located within the existing city as well as some conceptual plans within the city’s Possible Growth Areas.

The conceptual projects are shown on the map to provide an idea what bicycle and pedestrian facilities in the Possible Growth Areas might look like once the areas are developed. Project locations shown in the map should be viewed as general concepts. The exact nature and location of the facilities that are eventually constructed in these areas may be different than what is shown in the map.

See *Chapter 9 – Land Use* for more information the Possible Growth Areas and the future development concepts for these areas.

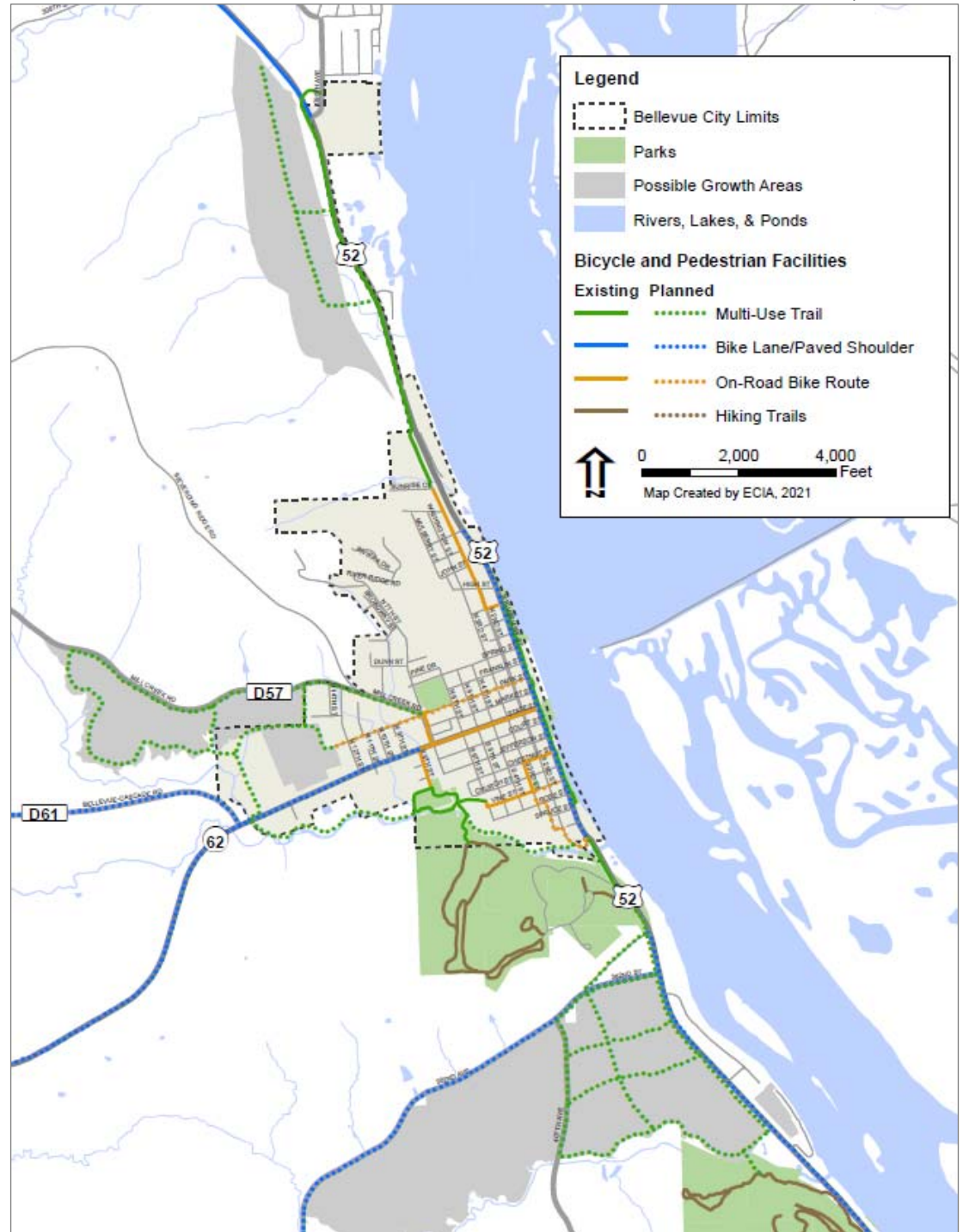


Figure 8-5. City of Bellevue Existing and Planned Bicycle and Pedestrian Facilities

Parking

For Bellevue, parking is primarily an issue in the downtown area. Higher building density and a mix of residential, office, and retail uses in downtown means that demand for parking is high, while space for parking is limited. Parking is an important element within a downtown that supports shopping, entertainment, working, and living. Bellevue's recent investments in its downtown and plans for future development have been great for the community, but have also caused concerns regarding parking.

The City allows for 72-hour parking in the Municipal Parking Lot, located in the downtown area near the Lock and Dam and Municipal Boat Ramp. The parking lot is rented from the US Army Corps of Engineers on a 25-year lease.

Because of its importance, Bellevue should take a proactive approach to downtown parking that includes developing an inventory of existing parking spaces and studying their usage. A downtown parking inventory should set out to answer the following questions:

- How many public parking spaces are available and where are they located?
- How many on-street spaces?
- How many paid reserved spaces?

Following the inventory, the City can focus on how and when available parking is used. Periodic surveys of parking usage can help the City to understand parking demand during a typical day and during special events.

Bellevue can use the information collected to better manage its existing parking supply and plan for possible future parking space additions. Potential parking solutions include:

- Add signage to direct people to available public parking.
- Provide a map of all downtown parking areas.
- Improve aesthetics of off-street lots.
- Make safety improvements to off-street lots including lighting.
- Improve pedestrian routes, sidewalks, and street crossings between parking areas and destinations.
- Provide parking for bicycles as a way to reduce demand for vehicle parking.

Freight

Regional freight transportation connections are very important for Bellevue's economic competitiveness. According to the US Census 2015-2019 American Community Survey (ACS) 5-year estimates, 24.0% of the Bellevue workforce are employed in production, transportation, and material moving occupations.

The 2018 *Eight County Freight Study*³ looked at freight transportation in a region that included four counties in eastern Iowa: Clinton, Delaware, Dubuque, and Jackson; and four counties in western Illinois: Carroll, Jo Daviess, Stephenson, and Whiteside. According to the study, the region has good access to freight but is very dependent on connections to points outside the eight counties to distribute goods within the Midwest and beyond. Local companies that ship goods outside the region may need to first send goods to regional freight facilities in Davenport, Cedar Rapids, Rochelle, Rockford, and Chicago.

Trucking

The region's road network is made up of different sub-networks including interstate highways, national highways, state highways, and county roads. The study notes that trucks carry the greatest share of the region's freight by both tonnage and value. The share of freight value carried by truck (82%) is

greater than the share of freight tonnage (73%), suggesting that trucks are being used to carry the region's higher-value, lower weight manufactured goods.

Railroads

The study notes that four Class I railroads serve the region, providing access to a wide range of locations throughout the western and southern US. Rail carries 23% of the region's tonnage, but only 7% of its value, suggesting rail shipments are being used for relatively high-weight, low-value commodities like agricultural products.

The Canadian Pacific (doing business as the Dakota, Minnesota, and Eastern) connects to the Twin Cities, Chicago, and Kansas City through Bellevue. This railroad bisects the city parallel to the Mississippi River, with eight at grade rail crossings on public streets.

With a busy rail line passing through the community, rail safety is a key issue for Bellevue. A search of Iowa DOT crash reports over the previous ten years identified one train vehicle crash. The crash occurred in 2011 and did not result in any injuries. The city should continue to monitor railroad safety issues and traffic delays at rail crossings and work with the railroad to address any problems that arise.

Barges

The study notes that the Mississippi River flows for 93 miles through the center of the region, providing a direct waterways connection to the Gulf of Mexico and international markets. The river's flow is controlled by three locks and dams in the region, including Lock and Dam No. 12 in Bellevue. The river carries 1% of the region's freight volume and value.

Airports

The Bellevue area is served by one commercial

airport in Dubuque, and municipal airports in Manchester, Maquoketa, and Clinton. Currently, the freight transportation through the region’s airports is limited, as Cedar Rapids, IA and Rockford, IL are located within reasonable driving distance and both serve as major air freight hubs for the surrounding area. However, airports could provide an opportunity for future freight expansion through projects such as the Clinton Railroad.

Regional Coordination

Building a transportation system that effectively connects communities requires local governments to work together. The FHWA administers transportation activities on a national level and the IDOT manages transportation within the state. At the regional level, Iowa has nine Metropolitan Planning Organizations (MPOs) and 18 Regional Planning Affiliations (RPAs) that conduct transportation planning activities and facilitate coordination between local governments. MPOs operate in urban areas with more than 50,000 residents and RPAs cover non-metropolitan areas of the state.

Bellevue is a member of Regional Planning Affiliation 8 (RPA 8). RPA 8 covers Clinton, Delaware, Dubuque, and Jackson counties. RPA 8 is governed by a policy board made up of representatives of its member cities, counties, and regional transportation agencies. As a city with a population under 5,000, Bellevue does not have a representative on the RPA policy board.

The 2018 *Eight County Freight Study* stresses the importance of regional coordination. Cities within the region, like Bellevue, need to work together to establish key partnerships to better understand freight system needs and work toward advancing strategies to improve the regional freight system and its connections. The study includes several recommended

projects and programs including:

- Highway improvements to address congestion and safety
- Pavement improvements
- Bridge improvements
- New/improved intermodal, transload and/or port facilities
- Lock and dam improvements

Maintenance

Ongoing maintenance of transportation infrastructure is one of Bellevue’s most important transportation priorities. Regular maintenance protects the community’s investment in its infrastructure by preventing deterioration and extending its useful life. Well maintained transportation infrastructure also supports economic development and public safety. Local residents and businesses depend on quality transportation infrastructure to get to their destination safely and efficiently.

The City of Bellevue plans transportation infrastructure maintenance primarily through its annual Capital Improvements Program (CIP). Development of the CIP includes a systematic evaluation process that allows the City to compare all potential projects and develop a maintenance plan that ensures efficient use of funding.

Maintenance planning efforts can be aided by technology. Iowa State University’s Iowa Pavement Management Program (IPMP) offers automated data collection on the condition of roads including information on cracks and the quality of the ride. The IPMP information is available for free to communities through a web portal. The IPMP also offers access to pavement management software that allows the user to develop an inventory of streets by location and to perform a life cycle cost analysis to

determine the best maintenance action for each street.

Safety

Transportation safety is an important issue that affects millions of people across the United States every year. US Centers for Disease Control (CDC) reports that more than 32,000 people are killed and two million are injured each year from motor vehicle crashes.⁵ In Iowa over the last ten years, 3,584 people have been killed and 15,755 people have been seriously injured in motor vehicle crashes.⁶

The planning team conducted an analysis of Iowa DOT crash data that looked at crashes that occurred within one mile of Bellevue city limits between 2016 and 2020. The assessment found that a total of 60 vehicle crashes occurred in five-year period. Of these crashes, one resulted in a fatality, two crashes resulted in a serious injury, and six caused a minor injury. Table 8-3 summarizes the crashes by severity.

Table 8-3. Bellevue Vehicle Crash Severity, 2016-2021

Crash Severity	No. of Crashes
Fatal	1
Serious Injury Crash	2
Minor Injury Crash	6
Possible/Unknown Injury Crash	10
Property Damage Only	41
Total	60

Source: Iowa DOT, Accessed Sept. 2021.

Table 8-4. Bellevue Area Crash Locations

Injury Crash Locations
Fatal Crash Locations
State St. and 2 nd St.
Serious Injury Crash Locations
US Hwy 52 and 308 th St – 2 crashes
Minor Injury Crash Locations
US Hwy 52 near Riverside St
US Hwy 52 north of the bridge over Mill Creek
zState St. and S 7 th St.
Jefferson St. and 2 nd St.
State St. and Beta Ct.
US Hwy 52 and 395 th Ave.
Locations with more than one crash
State St. and 2 nd St. – 4 crashes
US Hwy 52 and 308 th St. – 4 crashes
State St. and Riverview St. – 3 Crashes
Park St. and N Riverview St. – 2 Crashes

Source: Iowa DOT, Accessed Sept. 2021

With limited funding available for safety improvements, the City of Bellevue will need to target safety improvements to locations where they can have the most impact. Top priorities for safety include reducing the total number of vehicle crashes, with special consideration given to those crashes that result in injuries and deaths. To help identify priority safety locations, ECIA developed the map in Figure 8-6 that identifies the locations of fatal, major injury, and minor injury crashes that have occurred within a one-mile radius of Bellevue city limits between January 1, 2016 and December 31, 2020. Crash locations by injury severity and number of crashes are Table 8-4.

With priority locations identified, the City can conduct further studies to help identify contributing factors and identify specific improvement projects.

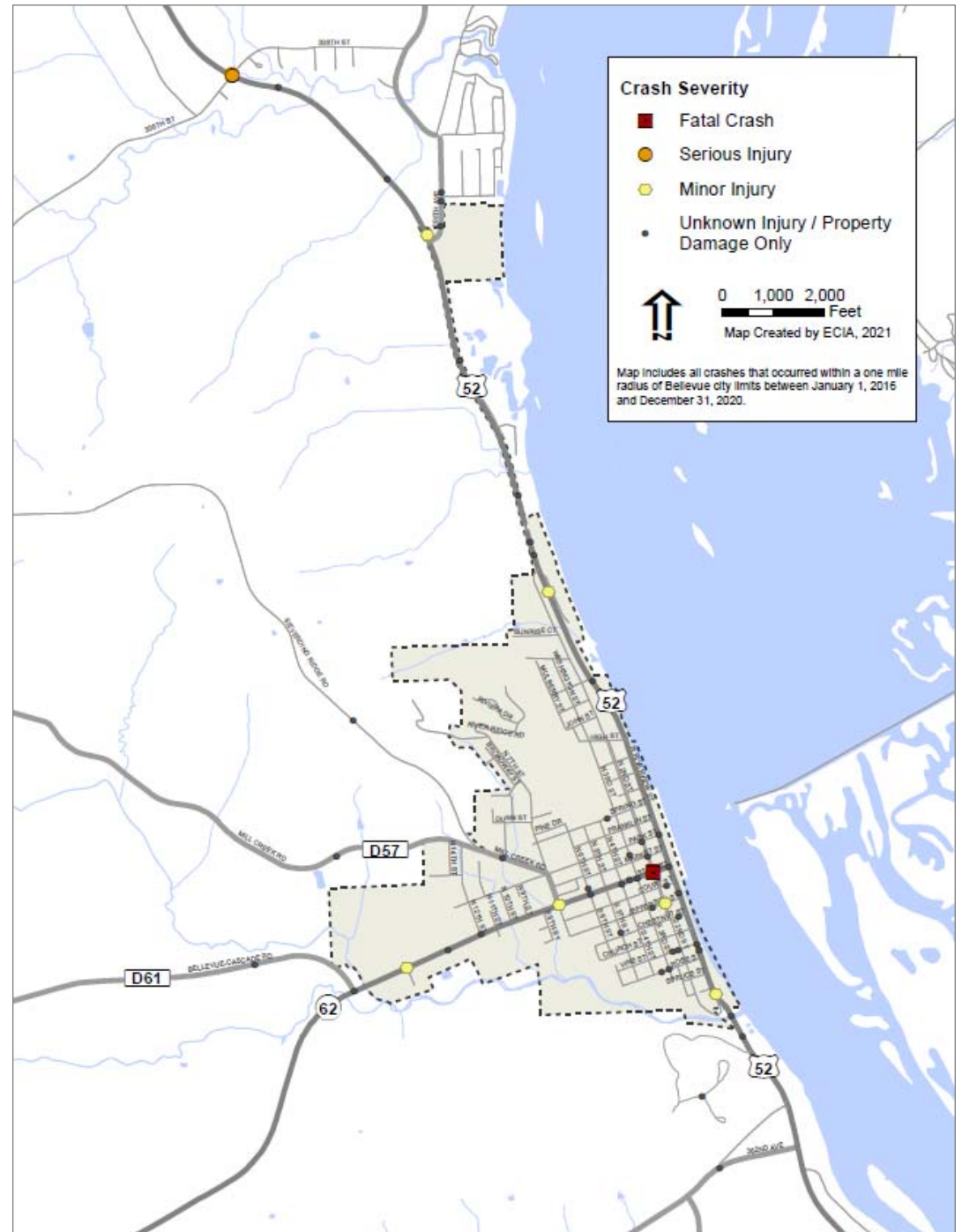


Figure 8-6. Bellevue Area Crashes 2016-2020

Crash Data Source: Iowa DOT

Recommendations

The following recommendations are intended to guide the City of Bellevue in providing safe, high-quality transportation for all residents of the City.

Transportation Planning

- Continue to work with outside agencies such as Jackson County, the Iowa Department of Transportation, and Regional Planning Affiliation 8 to maintain regional highway connections.
- Follow a performance-based planning process that ensures that resources are used effectively.
- Continue to look for opportunities to fund transportation infrastructure projects through state and federal programs.

Roads and Bridges

- Evaluate the City's street system and plan future street maintenance projects through the City of Bellevue's Capital Improvement Program (CIP).
- Reduce the number of major injuries and deaths from vehicle crashes by identifying problem locations and making safety improvements at those locations.
- Develop a pavement management plan.

Public Transportation

- Coordinate with the Regional Transit Authority to improve public transit service in the Bellevue area.

Bicycle and Pedestrian

- Create a more complete bicycle and pedestrian network through the development of trails, on street bicycle routes, and sidewalks.
- Improve safety for bicyclists and pedestrians by adding improvements to on-street bicycle routes and improving street crossings.
- Encourage walking and biking as ways to get around town.

Railroads

- Coordinate with the railroad to monitor railroad safety issues and to address any problems.

Parking

- Develop a parking inventory for the downtown area.
- Manage downtown parking to complement business and residential uses.

Wayfinding

- Create wayfinding signage network to help visitors find points of interest and amenities.
- Install signage directing people to available public parking.

Chapter Endnotes

1. See "Uber Services Available Across Iowa."
2. See "Small Town and Rural Multimodal Networks" 3-5, 3-13, & 4-27.
3. See "Eight County Freight Study"
4. See "Iowa Pavement Management Program"
5. See "Motor Vehicle Crash Deaths."
6. "Iowa Strategic Highway Safety Plan 2019-2023."

Chapter 9

Land Use



View of Bellevue from the east, 2021 (Source: Bellevue Video LLC)

Introduction

Land use planning is one of the most important tasks for local governments. Developing a future land use plan allows the city to ensure that adequate land is available to allow the community to grow and meet its future development goals. The plan also encourages orderly development of land that allows the city to provide services in the most cost-efficient way possible.

The Future Land Use Map serves as a guide for future zoning, subdivision, and annexation decisions. A good future land use map provides consistency and predictability in the decision-making process that encourages and protects private investment in the community.

The goal of this chapter is to help Bellevue plan for future development by creating land use policies that promote economic development, good quality of life, and efficient provision of services.



Felderman Park (Source: City of Bellevue)

Land Development Tools

Bellevue has several regulatory tools available to promote orderly land development. The City's zoning, floodplain management, and subdivision codes give the community the ability to establish land use patterns that are logical, orderly, and attractive. Sound planning enforced by effective development codes provides the key to a well-planned city. The City can use its zoning and subdivision codes to effectively enforce its planning efforts so public resources can be expended more efficiently.

Zoning Ordinance

Combined with the comprehensive plan, the City of Bellevue uses zoning to establish an orderly land use pattern. The zoning ordinance divides the city into districts and defines how property within those districts can be used. Zoning assigns compatible uses to the same district and separates incompatible uses. Zoning also controls the height and bulk of structures, separation between buildings, and sets standards for parking, landscaping, and signage. The City of Bellevue currently has seven zoning districts:

- A-1 Agricultural District
- R-1 Residential District
- R-2 Mixed Residential District
- C-1 Central Commercial District
- C-2 Highway Commercial District
- I-1 Light Industrial District
- I-2 Heavy Industrial District

Floodplain Management Ordinance

The City of Bellevue also has adopted a floodplain management ordinance, which applies to all lands and uses which have significant flood hazards. The Flood Insurance Rate Map produced by the Federal Emergency Management Agency (FEMA) for Jackson County identifies all flood hazard areas within the

100-year flood boundary. The floodplain management ordinance regulates construction on all flood hazard areas to protect life and property. The ordinance also promotes orderly development and wise use of Bellevue's flood plains.

Subdivision Ordinance

The City of Bellevue also regulates land development through its subdivision ordinance. This ordinance establishes rules for how land is divided and developed from vacant property into residential, commercial, and industrial uses. Regulating how land is divided allows the City to ensure that all new development meets minimum safety and infrastructure standards for streets, sanitary and storm sewers, water mains, sidewalks, street lights, and storm-water management facilities.

Extraterritorial Jurisdiction

Iowa Code gives cities that have adopted subdivision ordinances the option to review subdivision plats that are located within two miles of their city boundaries. If a property owner within two miles of the city plans to subdivide their land, they must apply to both the County and City for approval. The City of Bellevue uses its extraterritorial subdivision review authority to help promote efficient and orderly development around the edge of the city by ensuring that new rural development, that could be part of the city one day, will be built to City standards.

Existing Land Use

Developing Bellevue’s future land use begins with an evaluation of existing land use within the community in 2021. Figure 9-1 maps the City of Bellevue’s existing land use in 13 categories. Figure 9-2 shows existing land use in greater detail for Downtown Bellevue.



Figure 9-2. Downtown Existing Land Use

Source: ECIA, using Jackson County GIS map data

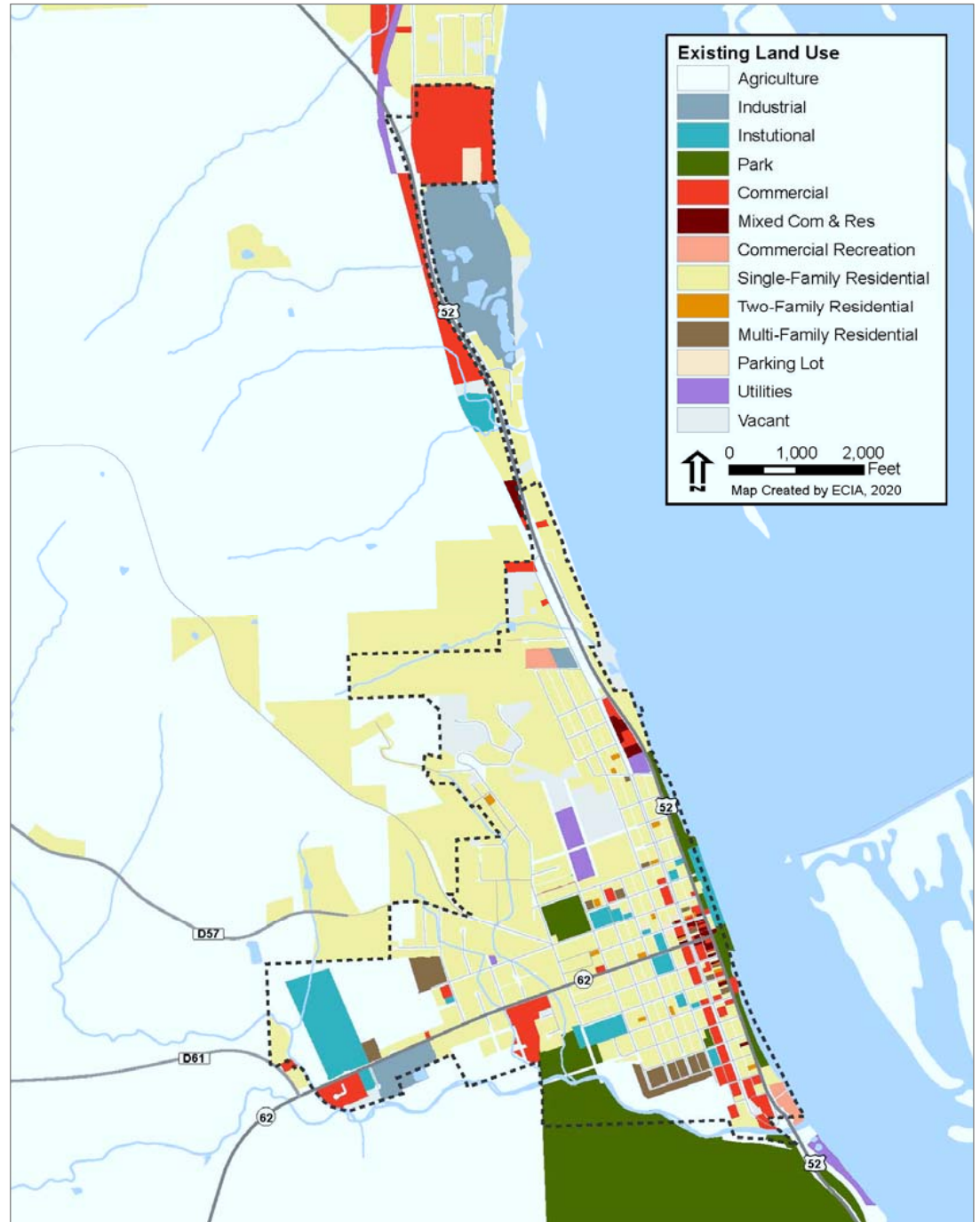


Figure 9-1. Citywide Existing Land Use

Source: ECIA, using Jackson County GIS Map data

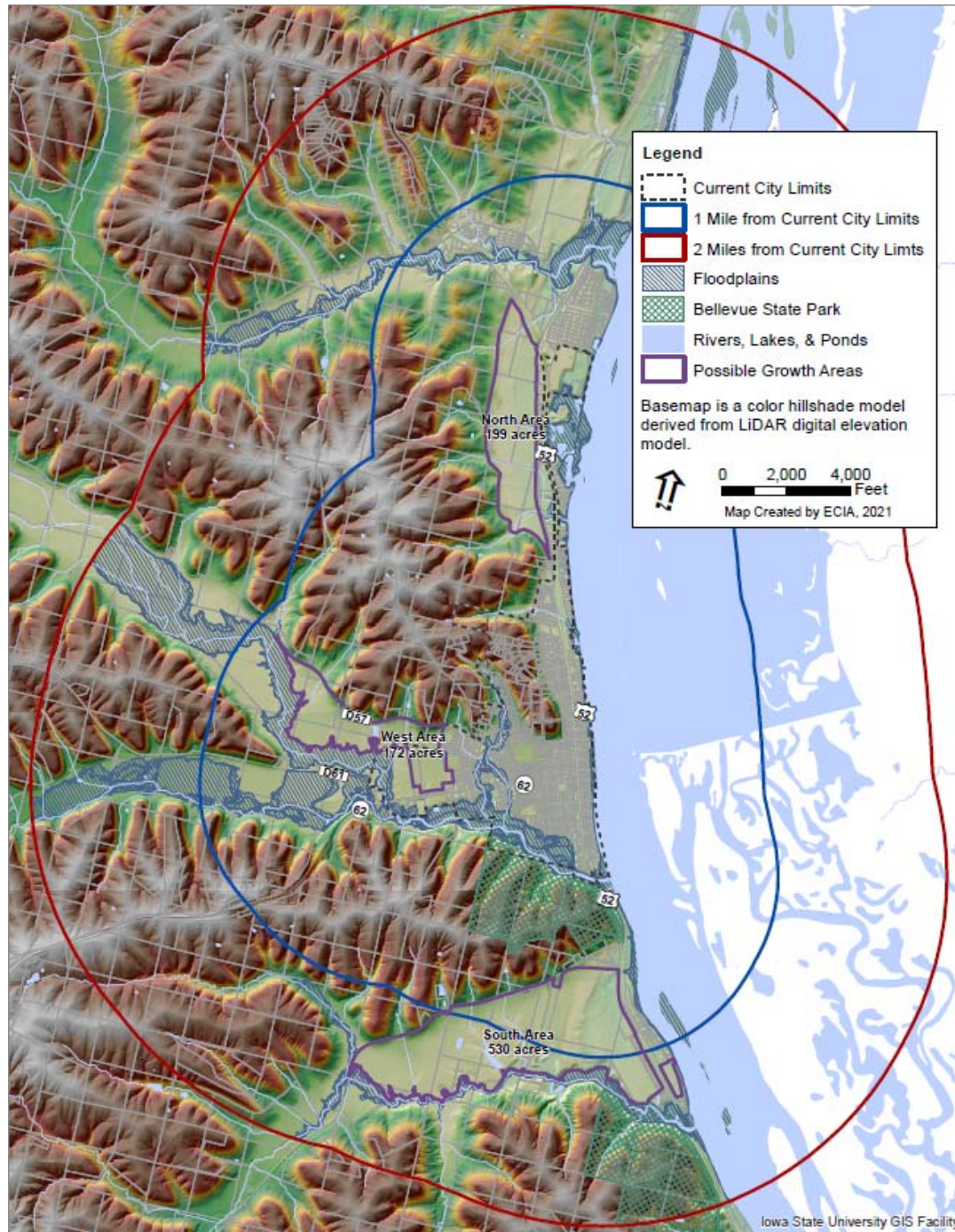


Figure 9-3. Bellevue Possible Growth Areas

Source: ECIA, using Iowa State University, Iowa DNR map data.

Land Use Priorities

Through the planning process several land use priorities emerged that were used to guide the development of the Future Land Use Map. The following section describes the City’s five land use priorities.

Identify Appropriate Areas for New Development

New land development is necessary for quality of life and economic vitality. However, it is equally important that new growth occurs in appropriate locations and in an orderly manner. The City must carefully analyze conditions and consider the type of development that is most appropriate at a given location.

- Is adequate infrastructure available?
- Will the use negatively affect surrounding properties?
- Is the topography of the land suitable for development?
- Is the land in a floodplain?

When compared with other cities, identifying appropriate areas for new development in Bellevue can be a challenge. The Mississippi River, steep bluffs, and floodplains limit the city’s options for new growth. Figure 9-3 maps Bellevue’s expansion challenges. The map includes the existing city limits and parcels with the area’s rivers, floodplains, and Bellevue State Park boundaries over a digital elevation model basemap.

Using Figure 9-3 the city was able to identify three Possible Growth Areas. The three areas are relatively flat, outside the floodplain, and are for the most part, currently used for agriculture. In total, the areas cover around 900 acres, which would be more than enough to accommodate the city’s anticipated future growth. Acres by area: 1) North Area – 199 acres, 2) West Area – 172 acres, 3) South Area -530 acres.

The Possible Growth Areas are the starting point for Bellevue’s Future Land Use Map. The City uses the Future Land Use Map to identify the appropriate type of growth for sites across the community. The map provides a conceptual development guide based on a high-level analysis of existing conditions. The map serves as a general guide, but how a parcel is developed will ultimately be determined by a more specific assessment of the development proposal and site conditions that occurs during the zoning and subdivision review processes.

Identify Areas for New Housing Development

Throughout the planning process, members of the community identified Bellevue’s limited supply of housing and limited supply of land available for new housing development as key issues to address through the comprehensive plan. Identifying areas for new residential development will be a top priority for the Future Land Use Map. The Future Land Use Map will identify locations for a variety of housing types including housing for young professionals, families, workers, and seniors.

While housing is the top priority, the community also understands that new housing development will likely increase demand for other land use types such as commercial, parks and recreation, schools, and other community facilities. The Future Land Use Map will also identify appropriate areas for these uses.

Invest in Existing Neighborhoods

In addition to developing new areas, the City must also look for development opportunities in its existing neighborhoods. Well maintained homes and businesses enable both residents and visitors to feel they are in valued and well cared for place. The City’s continued investment through infrastructure maintenance, rehabilitation of existing buildings, adaptive reuse, historic preservation, and infill development sends a signal that these places have value and encourages property owners to continue to invest in their own property. Identification of potential development sites is the first step to neighborhood investment. Existing vacant lots and buildings, empty storefronts, neighborhood parks, homes that need repair, and local streets could all be opportunities for investment. See *Chapter 4 - Economic Development* Chapter for more information about Bellevue’s incentive programs to encourage private investment.

Protect Open Space and Farm Land

Rural communities like Bellevue are integrally linked with their surrounding landscapes. Growth in rural areas requires that communities preserve the land that community members value. These include farmland, forests, and natural areas—the elements that are part of the sense of place for rural communities. With strategic and early planning, a community can prioritize which land is most important to conserve and which land can accommodate the projected need for future growth.

Encourage Mixed Uses Where Appropriate

Most of the City’s available land use tools, like zoning, are based on separation of incompatible uses; but, in some cases, mixing different types of land uses is

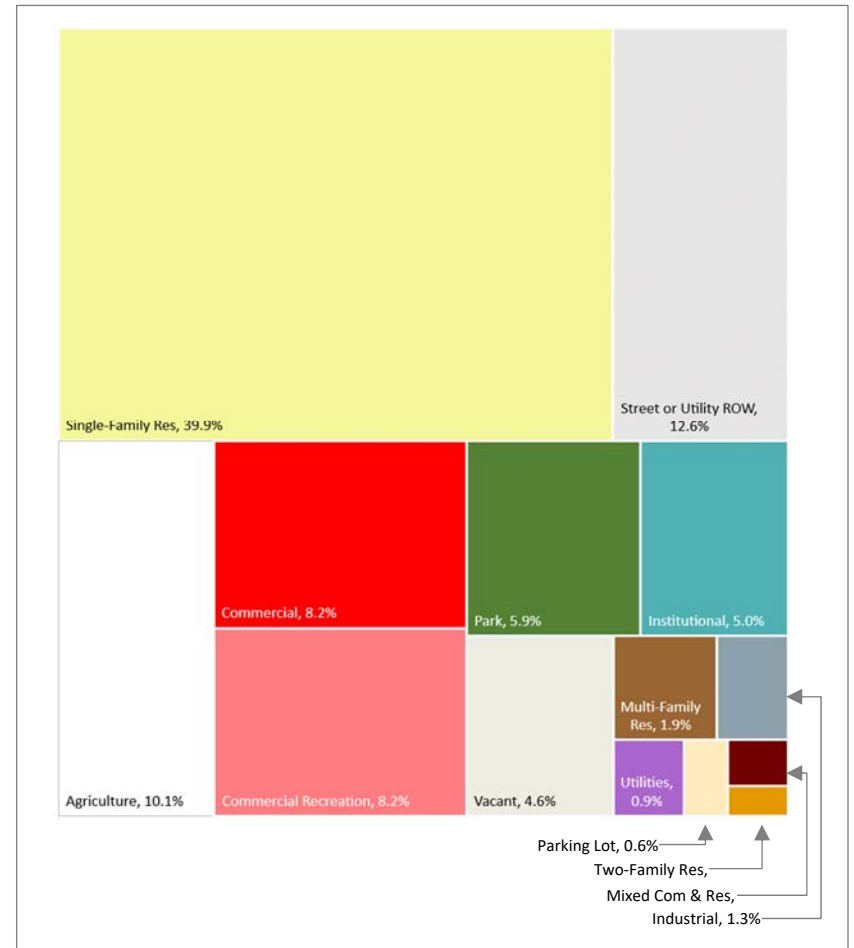


Figure 9-4. Bellevue Existing Land Use Area

In 2020 Bellevue’s city limits covered 867 acres. Figure 9-4 charts the proportion of the city’s land area occupied by each land use.

Source: ECIA, using Jackson County GIS map data

appropriate and can make the community a better place. Downtown is the primary example of a mixed-use area. Retail, residential, offices, and restaurants all coexist within a relatively small area. Mixed use areas could also include small scale commercial areas that are compatible with residential uses and primarily serve people living within the neighborhood. The City can encourage mixed use areas by identifying opportunities to incorporate flexibility into its zoning regulations to allow appropriate mixing of different yet compatible land uses.

Future Land Use

Through the comprehensive planning process the City of Bellevue has developed a future land use map that will serve as a guide for the future development of the city. The Future Land Use Map in Figure 9-5 is a development concept that provides a general guide for future development. The City should review the Future Land Use Map regularly and update the map as conditions change. Ultimately, land shown in the map is expected to transition from its existing use to its future use based on market conditions and when the property owner chooses to sell, subdivide, or develop their land.

Future Land Use Categories

The Future Land Use Map displays eight land use categories. Each category is described below.

AGRICULTURE Includes farms and land used for agricultural purposes.

COMMERCIAL areas include a variety of businesses that provide residents with desired goods and services.

LOW-DENSITY RESIDENTIAL includes low density single and two-family homes with open lawns. Typical development density is approximately 2-6 dwelling units per acre. The area also includes parks, religious and educational facilities, on and off-street trails, and interconnected streets with sidewalks.

MEDIUM-DENSITY RESIDENTIAL can include a variety of housing types like two-family homes, condos, and townhomes. Typical development density is approximately 6-12 housing units per acre. The area also includes parks, educational and religious facilities, on and off-street trails, and interconnected streets with sidewalks.

HIGH-DENSITY RESIDENTIAL can include of a variety of housing types like apartments, townhomes, and senior living facilities. The area also includes parks, educational and religious facilities, on and off-street trails, and interconnected streets with sidewalks. The area may also include some limited commercial uses that primarily serve the residents of the neighborhood like convenience stores, small retail shops, or cafés.

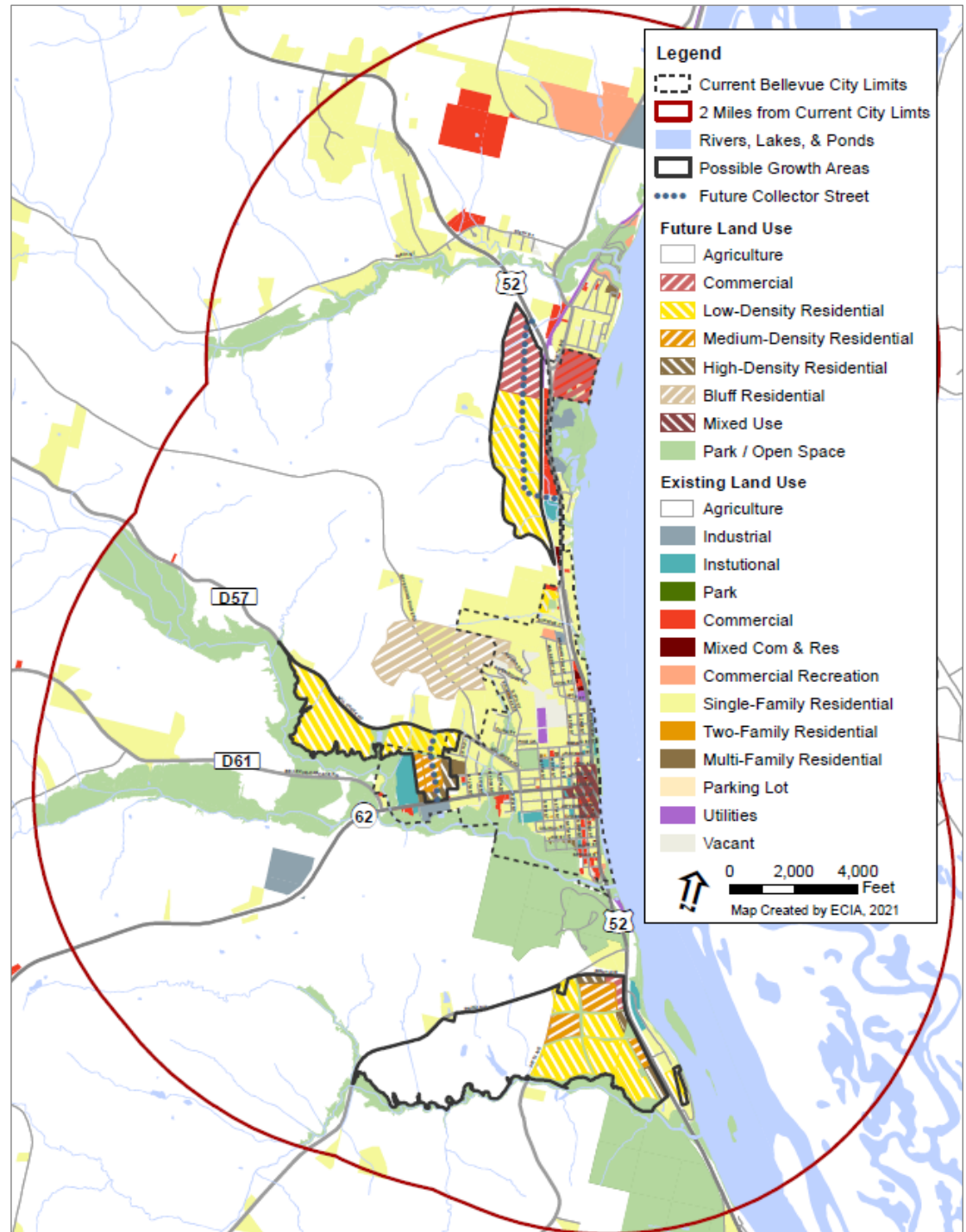


Figure 9-5. Bellevue Future Land Use Map

BLUFF RESIDENTIAL Includes single-family homes constructed in the bluff areas around Bellevue. Steep slopes limit the number and density of homes that can be constructed in these areas. The Future Land Use Map classifies an area west of River Ridge Road and Riviera Drive as Bluff Residential.

MIXED USE areas provide a flexible mix of compatible residential, institutional, and commercial land uses. Residents in mixed use areas have more opportunities to walk because jobs, shopping, entertainment, and schools are located nearby.

OPEN SPACE AND PARK areas include parks, passive and active recreation areas, and conservation areas. Land within FEMA-designated flood hazard zones has been classified as Open Space and Park. Outside city limits, flood zone area that is currently being used for agriculture will likely continue as agriculture, and would only be converted to a park or open space if surrounding land were developed.

Future Collector Streets

In addition to future land use categories, the Future Land Use Map also maps the possible locations of key street connections that will be needed as development occurs. The map does not attempt to map out the location of all future streets, but instead focuses on collector streets, or the streets that collect traffic from smaller local streets and move it on to higher-traffic arterial roads and highways. As with everything in the future land use map, streets shown on the map are meant to indicate the general location of where a street may be needed in the future. The exact location and nature of any streets that are actually built may look different.

Possible Growth Area Future Land Use

The Future Land Use Map provides a development concept for the entire area within two miles of the existing Bellevue city limits. But, because of the natural limitations on future growth discussed earlier in this chapter, most of city's new growth will likely occur within the existing city limits or within the Possible Growth Areas that have been identified. The following section discusses the development concepts that the community has developed for the Possible Growth Areas.

SOUTH AREA

The largest of the three areas, the South Area includes 530 acres of agricultural land located south of the existing city limits along US Highway 52 between the

two units of Bellevue State Park. The area includes the 53-acre Stamp Farm that has been identified as a Key Development Area for the city. Figure 9-6 maps the future land use of the South Area.

With a total area of 530 acres, the South Area encompasses more land that Bellevue would be able to develop over the next 20 years. Because of this the area west of 407th Avenue has been classified as agricultural with the understanding that this area could be developed at some point down the road.

The Future Land Use Map envisions the South Area as a primarily residential neighborhood. Low-Density Residential is the primary use, but there are also opportunities for some Medium and High-Density residential as well. Higher density development can help the city achieve its goals of providing good quality housing for people at all stages in life including young professionals, families, workers, and seniors while effectively using limited space.

In addition to a variety of residential development types, the Future Land Use Map mixes Park and Open Space areas into the development concept for the South Area. Celebrating the area's natural features and providing recreational amenities for the community is a priority for all development areas, but these items are especially important in the in the area near Bellevue State Park. The South Area's development provides an excellent opportunity to connect the two units of the park with trails and greenways, corridors of open space used for conservation or recreation purposes.

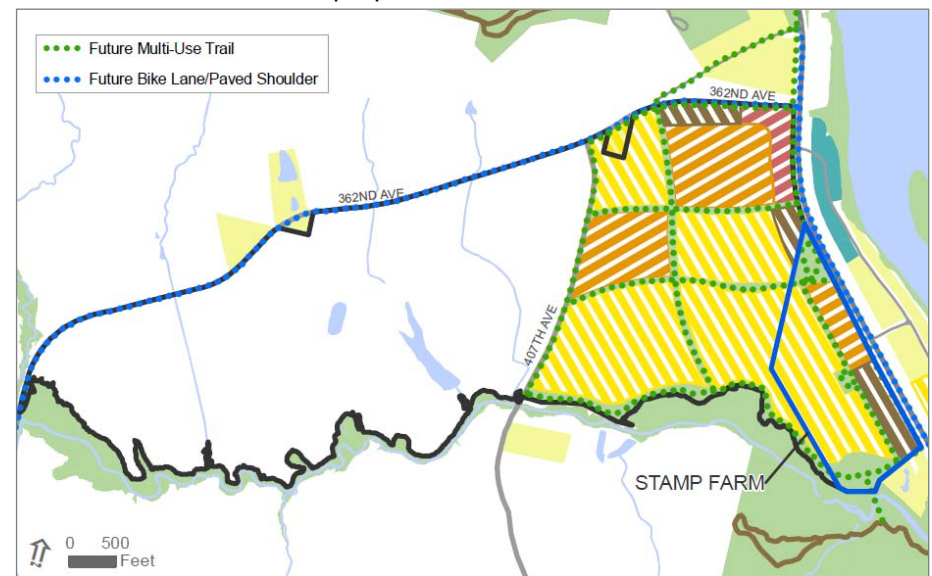


Figure 9-6. South Area Future Land Use Map

The Future Land Use Map sets aside some space near the intersection of US Highway 52 and 362nd Avenue for commercial development. The area has roadway connections that can support commercial development. The area will be somewhat separated geographically from the main portion of the city, and as the area grows there may be a need for limited commercial space for businesses that primarily serve the surrounding neighborhood such as convenience stores, retail shops, and cafes.

WEST AREA

The West Area includes 172 acres of agricultural land located between Bellevue Cascade Road and Mill Creek Road near Bellevue Middle and High School. The area includes the Mootz and Sieverding properties; two of the community’s Key Development Areas that will likely be developed over the next few years.

The Future Land Use Map sees this area as another opportunity for residential development. Most of the area’s land is classified for Low-Density Residential Development. The area to the east of Bellevue Middle and High School is shown as an opportunity for Medium and High-Density Residential development. The location has roadway connections to support higher density development and is located next to an existing senior living facility, a high-density residential use.

As with all possible future development in Bellevue, Parks and Open Space are an important part of the development concept for the West Area. The development concept includes areas for parks and recreational trails.

The Land Use Map plots out a future collector street connecting Mill Creek Road and Bellevue Cascade Road. This connection will become important as the area to the west of Bellevue Middle and High School is developed. Any Roadway connections farther west would require a bridge crossing over Mill Creek.

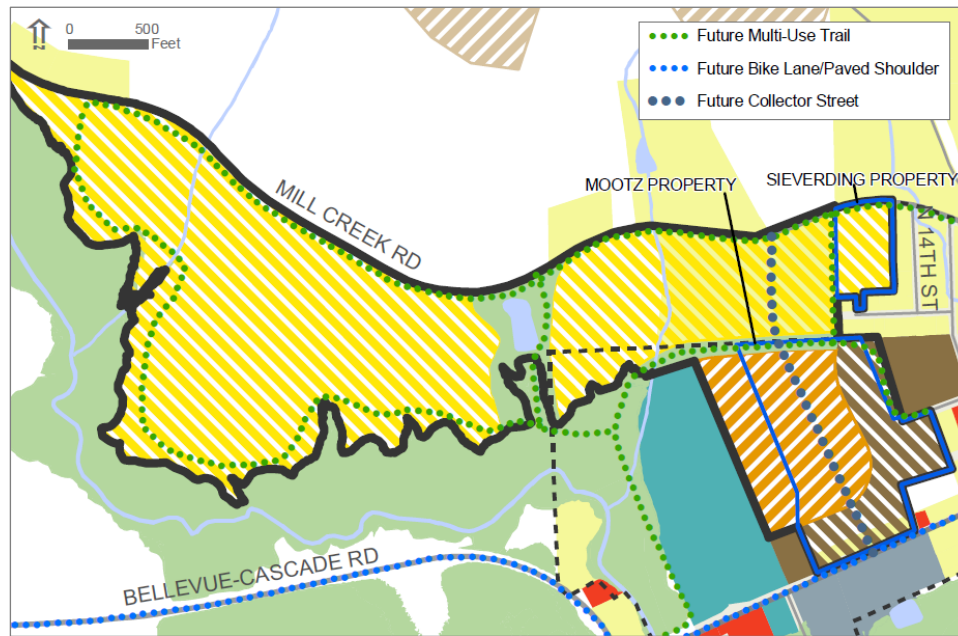


Figure 9-7. West Area Future Land Use Map

NORTH AREA

The North Area includes approximately 199 of agricultural land north of the city along US Highway 52. Of the three Possible Growth Areas, the North Area is probably the most difficult to develop because of the railroad. The railroad runs along the area’s eastern side, separating it from the existing city limits and from US Highway 52.

Development of the area would mean increased traffic and an increased number of vehicle and pedestrian railroad crossings. Development of this area would require safety upgrades at existing rail crossings and also likely require safety upgrades on US Highway 52 to accommodate increased turning traffic and traffic queued waiting for trains to pass. Highway access is better on north side of the area where the railroad curves off to the east and goes under the highway. Development in this part of the area could have direct access to US Highway 52.

The Future Land Use Map classifies the northern part of the North Area

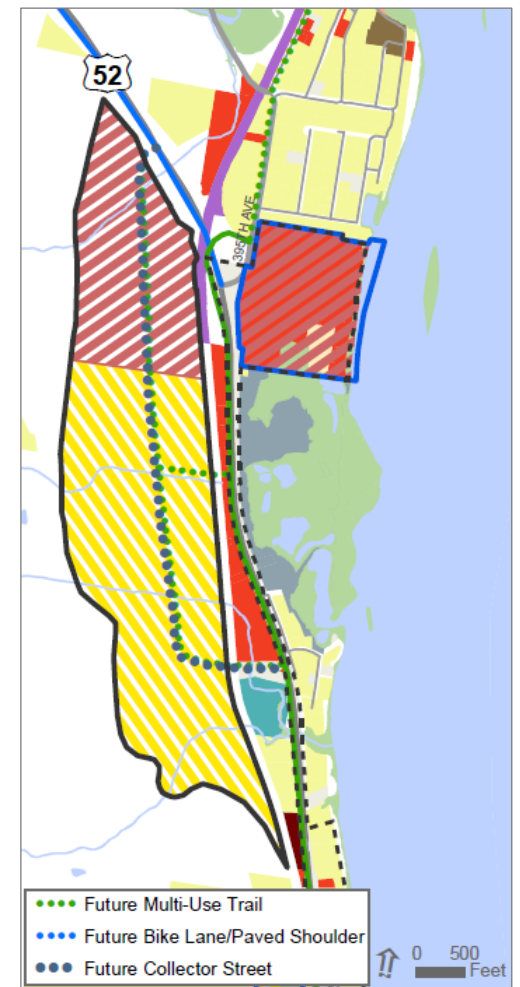


Figure 9-6. North Area Future Land Use Map

as commercial. Highway access presents an opportunity for commercial development. Commercial use would also be compatible with nearby commercial development. The southern portion of the North Area is classified as Low-Density residential. Any development of this area assumes that a safe railroad crossing can be developed. The Future Land Use Map includes locations for a future collector street and future trails.

Key Development Areas

In addition to the Future Land Use Map, the Bellevue Comprehensive Plan identifies seven key development areas. The community has identified these areas as the most important to the future development of the community and as the locations where development is most likely to occur. The seven areas are mapped in Figure 9-8. This section includes a description of the existing conditions, a map, and future plans for each area.

Area 1 - Mootz Property

Area 1 is 26.6 acres owned by FJMSIX LLC. It is comprised of an area east of the Bellevue Middle School/High School campus and north of State Street. Zoned A-1 Agricultural District, current use is agricultural. On the Future Land Use Map, the area is classified as a mixture of medium and high-density residential development. The property has access to Iowa Highway 62 and is located next to an existing senior living facility.

Area 2 - Sieverding Property

Area 2 is a 5.1-acre parcel at 39192 Mill Creek Road, west of Dunn’s Subdivision (14th Street). It is owned by Sieverding Construction, and zoned R-1 Single-Family Residential. The Preliminary Plat shows the potential for 10 lots. Current use is agricultural. On the Future Land Use Map, the area is classified as Low-Density Residential.

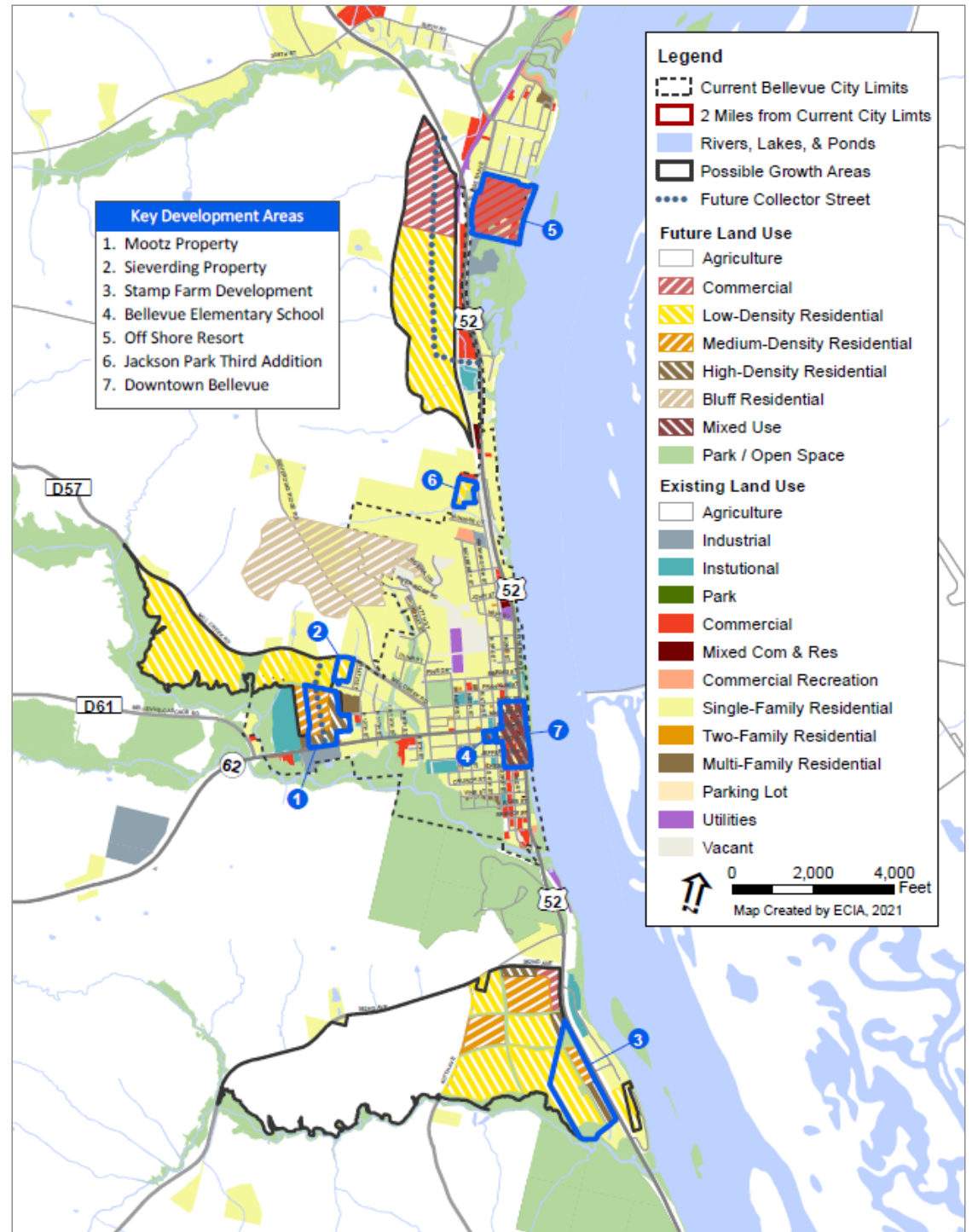


Figure 9-8. Key Development Areas

Area 3 - Stamp Farm Development

Area 3 is a 52-acre tract of land consisting of three parcels along US Highway 52 south of 362nd Avenue. The site is located outside the Bellevue city limits, but lies within a City Urban Renewal Area. Current use is agricultural. Bellevue Economic & Tourism Association (BETA) purchased the property from Stamp Enterprises in 2019 with assistance from the City of Bellevue.

A team of University of Iowa College of Engineering students analyzed land development and stormwater management design alternatives for the site in 2019. The team recommended a mix of 250 residential dwelling units, ranging from single-family and independent senior living to townhouses and apartments, with 7 acres of open space/parkland. Offsite improvements to extend City water, sanitary sewer, and trail systems were proposed. The cost estimate for land development and stormwater management was approximately \$5 million. This property is not in the Bellevue Municipal Utility's electric territory. The Future Land Use Map Classifies the area as a mix of Low, Medium, and High-Density residential development with Park and Open Space areas and recreational trails.



Area 2 - Sieverding Property (Source Jackson County GIS)



Area 3 - Stamp Property (Source: Prosperity Eastern Iowa)



Area 1 - Mootz Property (Source: Jackson County GIS)



Figure 9-7. Stamp Property Development Recommendation
Source: University of Iowa College of Engineering

Area 4 - Bellevue Elementary School

Area 4 is the 1.6-acre Bellevue Elementary School site at 100 South Third Street, owned by the Bellevue Community School District. It is zoned R-2 Mixed Residential. Current use is institutional. If a new elementary school is built, this site would become available for reuse or redevelopment. On the Future Land Use Map, the area is classified as Mixed Use.

Area 5 – Off Shore Resort

Area 5 is a 43.6-acre site on North Riverview Street between US Highway 52 and the Mississippi River on the north end of Bellevue. Current use is commercial. It is zoned C-2 Highway Commercial. Existing facilities include: campground, parking lot, hotel, restaurant, and event center.

Future phases planned by the developer, Offshore Enterprises, include: campground expansion, restaurant renovation, event center expansion, new aquatics center, and transient boat dock. For more information about the project, refer to Chapter 4. Economic Development and Chapter 5. Outdoor Recreation and Environment. On the Future Land Use Map, the area is classified as Commercial.

Area 6 – Jackson Park Third Addition

Area 6 is 6.5 acres zoned R-1 Single-Family Residential off Jackson Park Drive, comprising the Third Addition of Jackson Park Subdivision. Utility and road infrastructure was completed and accepted by the City in the summer of 2021. Due to need for new housing lots within the city limits, and the lack of private developers to construct the subdivision, most likely due to the risk involved with the increased construction costs, the City developed the subdivision through 15 pre-sold contracted lots that all were closed in the fall of 2021. A 1.4-acre lot will remain as open space/parkland.



Area 4 – Bellevue Elementary School (Source: ECIA, using Jackson County GIS)



Area 6 – Jackson Park Third Addition (Source: ECIA, using Jackson County GIS)

Area 7 - Downtown Bellevue

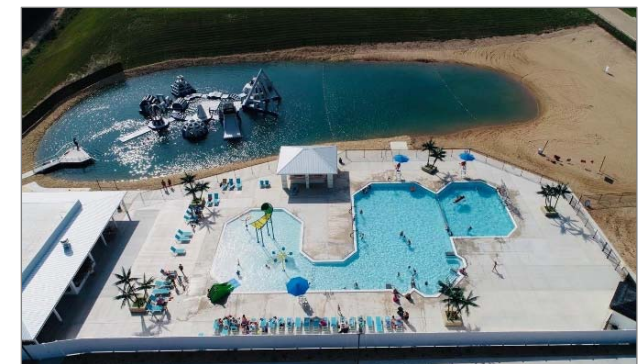
Area 7 comprises the Downtown Urban Renewal District, which covers 24.6 acres. Downtown Bellevue is an important commercial and cultural center for the community. While Downtown is one of the most built-up areas of the community, it is also a key area for future development. The community has identified continued revitalization of Downtown as one of its most important goals. Existing land use in Downtown is a mix of residential, commercial, and institutional uses. Downtown is zoned C-1 Central Commercial.



Area 5 – Off Shore Resort (Source: ECIA, using Jackson County GIS)



Off Shore Resort (Source: Bellevue Video LLC)



Off Shore Resort (Source: Bellevue Video LLC)

Moving forward, the City will continue to pursue opportunities for investment, rehabilitation, and redevelopment within Downtown. On the Future Land Use Map, Downtown is classified as a mixed-use area of commercial and residential. Figure 9-8 maps the Downtown Area.

Key Development Area Summary

Table 9-1 provides a summary of the future land uses mapped in the eight key development areas.

The table includes an approximate acreage for each future land use category in each key development area. The table also provides future land area totals for each key development area and total area for each land use category across all key development areas.

The table includes acreage for Area 7 – Downtown Bellevue, but most of the anticipated future development will come from redevelopment of existing buildings and sites.

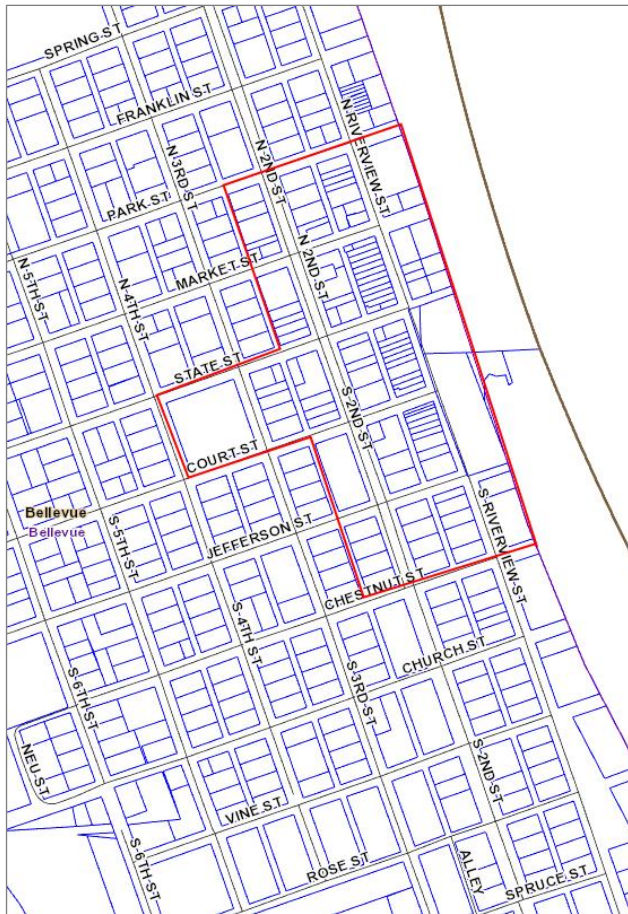


Figure 9-8. Downtown Urban Renewal Area
(Source: ECIA, using Jackson County GIS)

Table 9-1. Summary of Key Development Areas

Area	Commercial	Open Space & Park	Low-Density Res	Medium-Density Res	High-Density Res	Mixed Com & Res	Total Acres
1. Mootz Property		0.9		12.8	12.9		26.6
2. Sieverding Property			5.1				5.1
3. Stamp Property		11.9	26.3	6.9	6.9		52.0
4. Bellevue Elementary School						1.6	1.6
5. Off Shore Resort Project	43.6						43.6
6. Jackson Park Third Addition	5.1	1.4					6.5
7. Downtown Bellevue						24.6	24.6
Total Acres	48.7	14.2	31.4	19.7	19.8	26.2	160

Land Use Recommendations

Keep the Future Land Use Map current with changing growth conditions in the region.

- Review the Future Land Use Map at five-year intervals to ensure it remains a useful guide for growth and development.
- Consider prompt review and possible amendment of the Future Land Use Map between five-year intervals should development conditions significantly change.
- Review zoning and subdivision ordinances ensure compatibility with the recommendations of the Bellevue Comprehensive Plan.

Promote principles of good community design as part of all development.

- Ensure that adjacent land uses are compatible with regard to such factors as smoke, noise, odor, traffic, activity, and appearance.
- Provide adequate amounts of land in a variety of sites suitable for each type of use, and allow for anticipated change and growth based on economic forecasts.
- Plan for conservation areas that provide recreation opportunities and protect important environmental resources.

Plan for future housing development.

- Provide adequate amounts of land for new housing construction to meet the community's expected population growth.

Ensure that opportunities for commercial and industrial development are provided to support both the local and regional market.

- Encourage expansion of commercial opportunities in existing commercial corridors or nodes where infrastructure can support growth.
- Encourage continued reinvestment and redevelopment in Downtown Bellevue.
- Promote opportunities for neighborhood commercial centers that compatible with residential property.
- Promote the retention and expansion of existing, and attraction of new, industrial development opportunities in suitable locations.

Chapter 10

Implementation



Bellevue Freedom Rock (Source: City of Bellevue)

Plan Implementation

Through the comprehensive planning process, the City of Bellevue has developed a vision for the future of the community. On its own, the vision contained in the Comprehensive Plan has no legal authority; it is merely an agreed upon road map for the future of the community.

The Comprehensive Plan serves as a call to action for the City of Bellevue and its partners within the community to take the plan's vision and make it a reality.

Comprehensive Plan Review

As part of the implementation process, the City of Bellevue should review and evaluate the Comprehensive Plan on an annual basis. In its evaluation the City should review the recommendations included in the plan, decide if they are still relevant based on current conditions, and make adjustments as necessary. The City should also evaluate progress on recommended actions. The City should consider more substantial review of the plan after five years.

Recommendations

To achieve its vision, the community must actively work to put the recommendations of the comprehensive plan into action. To do this, the Comprehensive Plan establishes an implementation plan for 2040. The recommendations from each plan chapter have been organized into a table that identifies the name of the action to be taken, the project partners, and a general timeline for completion. Projects are organized by chapter and topic.

Partners

The Bellevue Comprehensive Plan establishes a vision for the entire community. With a communitywide focus, partnerships are critical for implementation. For all of the recommended actions it is assumed that the City Council and city administration will have at least some involvement in implementation. The implementation table lists entities like city departments, advisory committees, and outside organizations that the City can partner with to help it achieve the community's goals.

Timelines

Project timelines have been classified as short term (less than one year), medium-term (one to five years), long-term (more than five years), or ongoing. Projects with an ongoing timeline are those projects that require continuous action and do not have a specific end date.

Community Character Recommendations	Partners	Time
Community Character		
Enhance the quality of life of Bellevue by identifying and enhancing the elements that give the community its sense of place and identity.	Bellevue Arts Council, Bellevue HTP	S
Leverage the city’s unique culture, historic elements, and contributions from artists for economic development, community marketing, and resident attraction and retention.	Bellevue Arts Council, Bellevue Chamber, Jackson County Tourism, GWMRR, Bellevue HTP, Travel Iowa	S
Population Growth		
Encourage the creation of the housing needed for the continued growth of the city’s population.	Relators, private builders, property owners, EIRHA, rental property owners and managers	S
Arts and Entertainment		
Work with community organizations to provide festivals and events that bring the community together.	Bellevue Arts Council, Bellevue Chamber	S
Support community organizations that provide arts education and venues for artistic performances.	Bellevue Arts Council, Great River Gallery	O
Look for opportunities to expand the City’s collection of public art.	Bellevue Arts Council	L
Community History		
Safeguard Bellevue’s historic sites, buildings, and cultural resources.	Jackson County HPC, JCEA, FPBH, property owners	O
Rehabilitate existing buildings in a way that preserves their historic significance while allowing their use for modern purposes like office space, retail, or housing.	Jackson County HPC, JCEA, FPBH, property owners	L
Community Connections		
Ensure the fair, equitable, and uniform enforcement of rules, regulations, and laws.	Bellevue PD, Jackson County Sheriff	O
Use community activities, partnerships, and outreach to foster positive relationships, good citizenship, and cooperation with public safety efforts.	Bellevue HTP	O
Encourage community events like Heritage Days that bring people together and build community pride.	Bellevue Chamber, Bellevue HTP	S

Economic Development Recommendations	Partners	Time
Business Attraction, Retention, and Expansion		
Assist local firms in finding financing and appropriate development sites for expansion.	JCEA, Prosperity Eastern Iowa, IEDA, ECIA	S
Encourage access to economic incentives for quality job creation and tax base enhancement.	JCEA, Prosperity Eastern Iowa, IEDA, ECIA, local businesses	S
Continue to work with public and private sector partners to achieve the community’s economic development goals.	JCEA, Prosperity Eastern Iowa, IEDA, ECIA, local businesses	O
Support construction and maintenance of infrastructure that supports economic development including: housing, transportation, and utility systems.	Bellevue Public Works, RPA 8, Iowa DOT	O
Promote business succession planning.	JCEA, Bellevue Chamber, local businesses	O
Workforce		
Coordinate with local businesses and educational intuitions to ensure access to necessary job skills training.	JCEA, Bellevue Chamber, local businesses, Bellevue CSD, Marquette Catholic Schools, EICC, Mississippi Bend AEA	S
Cooperate with local businesses and educational institutions to ensure that training and skills requirements meet the needs of local employers.	JCEA, Bellevue Chamber, local businesses, Bellevue CSD, Marquette Catholic Schools, EICC, Mississippi Bend AEA	S
Support construction of homes needed to house an expanded workforce.	JCEA, EIRHA, Realtors, private builders, property owners, rental property owners and managers	L
Attract new residents and retain existing residents by continuing to improve quality of life in the community.	Bellevue HTP, Bellevue Chamber, JCEA	L
Downtown		
Encourage continued revitalization and redevelopment of downtown buildings.	JCEA, Bellevue Camber, local businesses, property owners	L
Encourage businesses to locate and expand in Downtown Bellevue.	JCEA, Bellevue Camber, local businesses, property owners	O
Encourage residential development in Downtown Bellevue.	JCEA, Bellevue Camber, local businesses, property owners	O
Tourism		
Support continued investment in the area’s tourist attractions.	JCEA, Bellevue Chamber, GWMRR, Bellevue HTP, Jackson County Tourism, Travel Iowa, business owners	O
Continue to market the area’s attractions.	JCEA, Bellevue Chamber, GWMRR, Bellevue HTP, Jackson County Tourism, Travel Iowa, business owners	S
Marketing		
Work with community partners such as JCEA and the Chamber to develop a marketing strategy that displays a consistent message and image of the community.	JCEA, Bellevue Chamber, local businesses	S
Identify community features that could be features of a regional marketing campaign.	JCEA, Bellevue Chamber, local businesses	S
Entrepreneurship		
Cooperate with other agencies and educational institutions to identify programs and services to assist in the creation of new small businesses.	JCEA, Bellevue Chamber, local businesses	O
Promote programs that provide start-up businesses with financial and technical assistance.	JCEA, Bellevue Chamber, local businesses	O
Promote business succession planning.	JCEA, Bellevue Chamber, local businesses	O

Outdoor Recreation and Environment Recommendations	Partners	Time
Clean Air, Water, and Soil		
Consider impacts of future development on air and water quality in the land use planning process.	Bellevue P&Z, Bellevue ZBA	O
Use the city's zoning ordinance to prevent air quality issues by separating incompatible uses and designing facilities to mitigate risks to residential areas and sensitive populations.	Bellevue P&Z, Bellevue ZBA	O
Continue to work state and regional partners watershed conservation projects throughout the area.	Jackson County Conservation, Iowa DNR	O
Promote awareness of the effects of air quality on public health, especially for sensitive populations.	Jackson County Board of Health, NEI3A, medical providers	S
Consider green infrastructure elements when designing buildings and infrastructure.	Bellevue Public Works, Iowa DNR	S
Hazard Mitigation		
Design buildings, parking lots, and streets that manage and minimize stormwater runoff.	Bellevue Public Works, Iowa DNR, private builders, property owners	S
Steer development away from hazardous areas, such as flood zones, through policies, ordinances, or incentives.	Bellevue P&Z	O
Reduce flood hazards by enhancing protective natural green infrastructure like wetlands, vegetation on steep slopes, and other natural areas that promote ground water infiltration.	Bellevue P&Z, Bellevue Public Works, Jackson County Conservation, Iowa DNR, private builders, property owners	L
Periodically review the Jackson County Multi-Jurisdictional Hazard Mitigation Plan and work with the Jackson County Emergency Management Agency to keep the plan updated.	Jackson County EMA, Bellevue PD, Jackson County Sheriff	M
Parks		
Provide an integrated system of parks, trails, and gathering spaces that provide city residents and visitors with the opportunity to experience the area's unique natural features.	Jackson County Conservation, Iowa DNR	L
Develop a long-term plans for Felderman Park and for the municipal swimming pool.	Bellevue HTP	S
Continue to coordinate with regional partners to improve the area's parks and recreation areas.	Jackson County Conservation, GWMRR, Iowa DNR, U.S. Fish and Wildlife Service, Army Corps of Engineers	O
Look for opportunities to acquire land for future parks.	Bellevue HTP	O
Support continuing improvement programs for park maintenance, equipment, and facilities.	Bellevue HTP	O
Encourage city residents to participate in community beautification through community clean-up events, gardening clubs, friend groups, and other volunteer opportunities.	Bellevue HTP, Bellevue CSD, Marquette Catholic Schools, churches	O

Housing Recommendations	Partners	Time
Housing		
Encourage a diverse housing stock that serves people at all income levels and at all stages of life.	Bellevue P&Z, property owners, private builders, JCEA, Bellevue Public Works, EIRHA	L
Support the creation of new housing to support the community’s desired population growth.	Bellevue P&Z, property owners, private builders, JCEA, Bellevue Public Works, EIRHA	L
Update Housing Needs Assessment on a regular basis.	Bellevue P&Z, property owners, private builders, JCEA, Bellevue Public Works, EIRHA	M
Maintenance, Rehabilitation, and Redevelopment		
Support redevelopment of existing vacant or underutilized structures such as upper floors of downtown buildings.	Bellevue P&Z, property owners, private builders, JCEA	M
Develop an inventory of vacant and underutilized properties.	Bellevue P&Z, property owners, private builders, JCEA, Bellevue Public Works, EIRHA	S
Encourage rehabilitation of existing homes.	Bellevue P&Z, property owners, private builders, JCEA, Bellevue Public Works, EIRHA	L
Support community volunteer efforts to assist those in need with home maintenance tasks.	Bellevue HTP, churches, Bellevue CST, Marquette Catholic Schools	S
New Construction		
Identify areas for future housing development in the City’s future land use maps.	Bellevue P&Z	S
Encourage infill housing development in existing neighborhoods.	Bellevue P&Z	S
Review existing development regulations and incorporate flexibility as a way to reduce development costs and allow housing types that meet the current needs of the community.	Bellevue P &Z, Bellevue Public Works	M
Rental Housing		
Support the development of quality, affordable rental housing.	Private builders, property owners, JCEA, Realtors,	L
Support education and training efforts to improve relationships between tenants and landlords.	Rental property owners and managers, tenants,	S

Infrastructure and Facilities Recommendations	Partners	Time
Public Safety		
Monitor public safety facilities, equipment, and procedures to ensure that adequate service is provided.	Bellevue PD, Jackson County Sheriff, Jackson County EMA, Bellevue Fire and Rescue	O
Encourage coordination, cooperation, and resource sharing among local public safety agencies.	Bellevue PD, Jackson County Sheriff, Jackson County EMA, Bellevue Fire and Rescue	O
Coordinate with local police and fire departments to ensure that new development can be served by existing facilities and equipment.	Bellevue PD, Jackson County Sheriff, Jackson County EMA, Bellevue Fire and Rescue	O
Health Care		
Maintain quality health care facilities that promote physical and mental health, safety, and wellness for all members of the community.	Jackson County Board of Health, Iowa Department of Public Health, medical providers	O
Support access to good quality, affordable care for children, the disabled, and the elderly.	Jackson County Board of Health, Iowa Department of Public Health, medical providers	L
Education		
Coordinate with local schools to provide adequate educational facilities and improve educational opportunities for the community’s children.	Bellevue CSD, Marquette Catholic Schools, Mississippi Bend AEA	O
Coordinate with local schools to ensure that proposed development can be served by existing educational facilities.	Bellevue CSD, Marquette Catholic Schools, Mississippi Bend AEA	O
Coordinate with education partners such as the Bellevue Public Library and Clinton Community College to support opportunities for life-long learning.	Bellevue CSD, Marquette Catholic Schools, Bellevue Public Library, EICC, Mississippi Bend AEA	O
Public Infrastructure and Services		
Plan for, build, and improve infrastructure systems to meet anticipated growth and development needs.	Bellevue P&Z, Public Works, BMEU, Bellevue Internet and Cable	L
Encourage new development to size facilities to serve the needs of future development.	Bellevue P&Z, Public Works, BMEU, Bellevue Internet and Cable	O
Encourage development and redevelopment in areas with access to existing infrastructure.	Bellevue P&Z, Public Works, BMEU, Bellevue Internet and Cable	O
Invest in infrastructure projects that will result in private sector investments that can financially sustain the maintenance of the infrastructure.	Bellevue P&Z, Public Works, BMEU, Bellevue Internet and Cable	O
Perform routine maintenance and support ongoing improvements that will extend the life of infrastructure systems.	Bellevue P&Z, Public Works, BMEU, Bellevue Internet and Cable	O
Encourage access to reliable and affordable broadband internet.	Bellevue P&Z, Public Works, BMEU, Bellevue Internet and Cable	O
Revise the City’s Capital Improvements Program on an annual basis.	Public Works	O

Transportation Recommendations	Partners	Time
Transportation Planning		
Continue to work with outside agencies such as Jackson County, the Iowa Department of Transportation, and Regional Planning Affiliation 8 to maintain regional highway connections.	Iowa DOT, Jackson County BOS, Jackson County Engineer, RPA 8, Public Works	O
Follow a performance-based planning process that ensures that resources are used effectively.	Iowa DOT, Jackson County BOS, Jackson County Engineer, RPA 8, Public Works	O
Continue to look for opportunities to fund transportation infrastructure projects through state and federal programs.	Iowa DOT, Jackson County BOS, Jackson County Engineer, RPA 8, Public Works	O
Roads and Bridges		
Evaluate the City's street system and plan future street maintenance projects through the City of Bellevue's Capital Improvement Program (CIP).	Iowa DOT, RPA 8, Public Works	S
Reduce the number of major injuries and deaths from vehicle crashes by identifying problem locations and making safety improvements at those locations.	Iowa DOT, RPA 8, Public Works, Bellevue PD, Jackson County Sheriff, Jackson County Engineer	L
Develop a pavement management plan.	Iowa DOT, RPA 8, Public Works	S
Public Transportation		
Coordinate with the Regional Transit Authority to improve public transit service in the Bellevue area.	RTA 8	O
Bicycle and Pedestrian		
Create a more complete bicycle and pedestrian network through the development of trails, on street bicycle routes, and sidewalks.	JCEA, Public Works, RPA 8, Iowa DOT, Iowa DNR	L
Improve safety for bicyclists and pedestrians by adding improvements to on-street bicycle routes and improving street crossings.	JCEA, Public Works, RPA 8, Iowa DOT, Iowa DNR	L
Encourage walking and biking as ways to get around town.	JCEA, Public Works, RPA 8, Iowa DOT, Iowa DNR	O
Railroads		
Coordinate with the railroad to monitor railroad safety issues and to address any problems.	Canadian Pacific Railroad	O
Parking		
Develop a parking inventory for the downtown area.	Public Works	S
Manage downtown parking to complement business and residential uses.	Public Works, JCEA, Bellevue Chamber, business owners	M
Wayfinding		
Create wayfinding signage network to help visitors find points of interest and amenities.	Public Works, Iowa DOT	M
Install signage directing people to available public parking.	Public Works, Iowa DOT	M

Land Use Recommendations	Partners	Time
Keep the Future Land Use Map current with changing growth conditions in the region.	Bellevue P&Z	O
Review the Future Land Use Map at five-year intervals to ensure it remains a useful guide for growth and development.	Bellevue P&Z	M
Consider prompt review and possible amendment of the Future Land Use Map between five-year intervals should development conditions significantly change.	Bellevue P&Z	O
Review zoning and subdivision ordinances ensure compatibility with the recommendations of the Bellevue Comprehensive Plan.	Bellevue P&Z	S
Promote principles of good community design as part of all development.	Bellevue P&Z, Public Works	O
Ensure that adjacent land uses are compatible with regard to such factors as smoke, noise, odor, traffic, activity, and appearance.	Bellevue P&Z	O
Provide adequate amounts of land in a variety of sites suitable for each type of use, and allow for anticipated change and growth based on economic forecasts.	Bellevue P&Z, JCEA	L
Plan for conservation areas that provide recreation opportunities and protect important environmental resources.	Bellevue P&Z, Jackson County Conservation, Iowa DNR	L
Plan for future housing development.	Bellevue P&Z, property owners	L
Provide adequate amounts of land for new housing construction to meet the community's expected population growth.	Bellevue P&Z, property owners	L
Ensure that opportunities for commercial and industrial development are provided to support both the local and regional market.	Bellevue P&Z, JCEA, Bellevue Chamber, Public Works	L
Encourage expansion of commercial opportunities in existing commercial corridors or nodes where infrastructure can support growth.	Bellevue P&Z, JCEA, Bellevue Chamber	L
Encourage continued reinvestment and redevelopment in Downtown Bellevue.	Bellevue P&Z, JCEA, Bellevue Chamber	L
Promote opportunities for neighborhood commercial centers that compatible with residential property.	Bellevue P&Z, JCEA, Bellevue Chamber	L
Promote the retention and expansion of existing, and attraction of new, industrial development opportunities in suitable locations.	Bellevue P&Z, JCEA, Bellevue Chamber	L

List of Partners

All partners included in the implementation chapter are listed below. If an abbreviated name is used in the table, the abbreviation is included in parentheses.

Bellevue Arts Council

Bellevue Chamber of Commerce (Bellevue Chamber)

Bellevue Community School District (Bellevue CSD)

Bellevue Emergency Medical Services (Bellevue EMS)

Bellevue Fire and Rescue

Bellevue Hometown Pride (Bellevue HTP)

Bellevue Municipal Electric Utility (BMEU)

Bellevue Planning and Zoning Commission (Bellevue P&Z)

Bellevue Police Department (Bellevue PD)

Bellevue Public Library

Bellevue Public Works Department (Bellevue Public Works)

Bellevue Zoning Board of Adjustment (Bellevue ZBA)

business owners

churches

City of Bellevue Parks Board (Parks Board)

City of Bellevue Public Works Department (Public Works)

Community Foundation of Jackson County (Community Foundation)

East Central Intergovernmental Association (ECIA)

Eastern Iowa Community Colleges (EICC)

Eastern Iowa Regional Housing Authority (EIRHA)

Friends for Preservation of Bellevue Heritage (FPBH)

Friends of Bellevue State Park

Friends of Jackson County Conservation (Friends of JCC)

Grant Wood Mississippi River Region (GWMRR)

Great River Gallery

Iowa Department of Natural Resources (DNR)

Iowa Department of Public Health

Iowa Economic Development Authority (IEDA)

Jackson County Area Tourism Association (Jackson County Tourism)

Jackson County Board of Health

Jackson County Board of Supervisors (BOS)

Jackson County Conservation Board (County Conservation)

Jackson County Emergency Management Agency (EMA)

Jackson County Engineer

Jackson County Economic Alliance (JCEA)

Jackson County Historical Preservation Commission (Jackson County HPC)

Jackson County Regional Health Center (JCRHC)

Jackson County Sheriff

local businesses

Marquette Catholic Schools

medical providers

Mississippi Bend Area Education Agency (Mississippi Bend AEA)

Northeast Iowa Area Agency on Aging (NEI3A)

private builders

property owners

Prosperity Eastern Iowa

Realtors

Regional Planning Affiliation 8 (RPA 8)

Regional Transit Authority 8 (RTA 8)

rental property owners and managers

Travel Iowa

U.S. Fish and Wildlife Service

U.S. Army Corps of Engineers

Young Museum

young professionals