

CLINTON ECONOMIC DEVELOPMENT PLAN

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



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Strategic Economic Development Plan Clinton, Iowa Micropolitan Area

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EXECUTIVE SUMMARY

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

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

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

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



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

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



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CHAPTER ONE: INTRODUCTION

- Background
- Economic Development Planning
- Planning Process and Methodology



BACKGROUND

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

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

“An economic development strategy of luring in big manufacturers won't cut it”

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

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

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

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

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

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

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



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

ECONOMIC DEVELOPMENT PLANNING

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

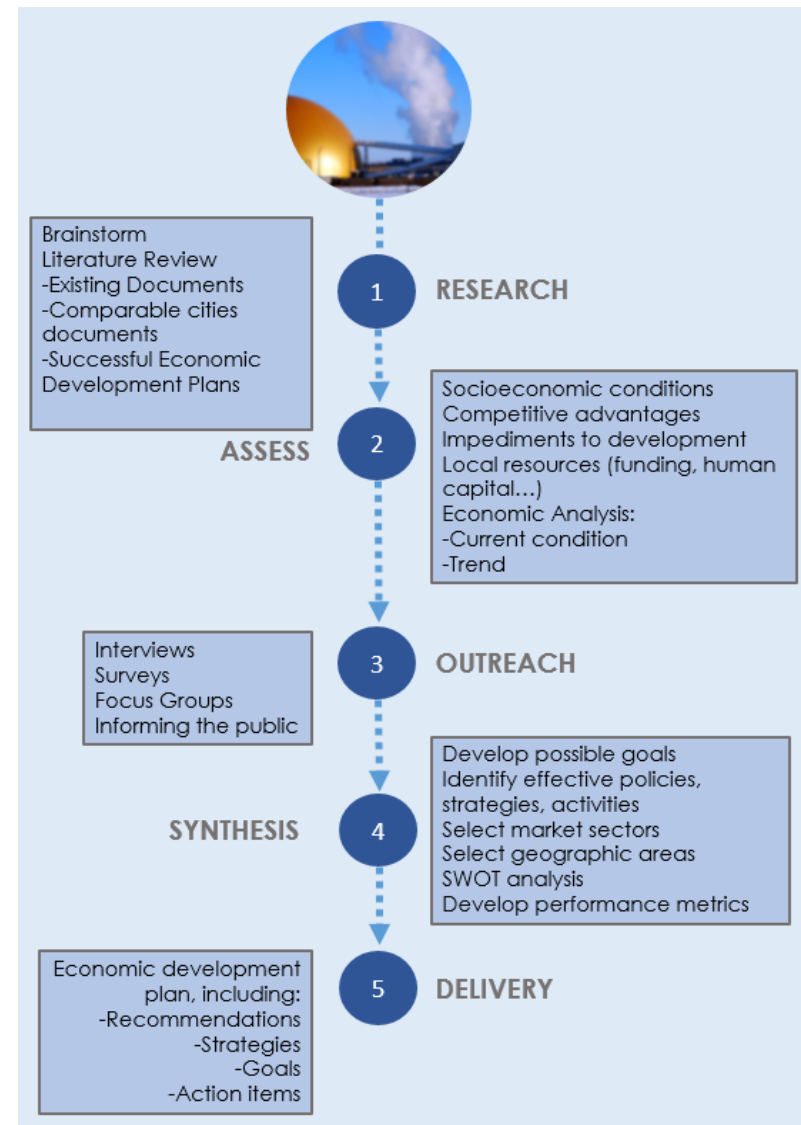
Economic development planning is critical to the long-term success of communities. Primary outcomes of economic development planning include:

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

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

PLANNING PROCESS AND REPORT ORGANIZATION

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



STEP 1 – RESEARCH | CHAPTER TWO

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

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

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

STEP 2 – ASSESS | CHAPTER THREE

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

trends in each industry, and identified local competitive advantages.

STEP 3 – OUTREACH | CHAPTER FOUR

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

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

STEP 4 – SYNTHESIZE | CHAPTER FIVE

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

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

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

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

STEP 5 – DELIVER | CHAPTER SIX

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

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

CHAPTER TWO: RESEARCH

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



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

HISTORY OF CLINTON

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

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

FOUNDING AND EARLY YEARS

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

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

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

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

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

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

THE RISE OF THE LUMBER INDUSTRY

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

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

THE AGE OF MANUFACTURING

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

DEMOGRAPHICS

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

POPULATION

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

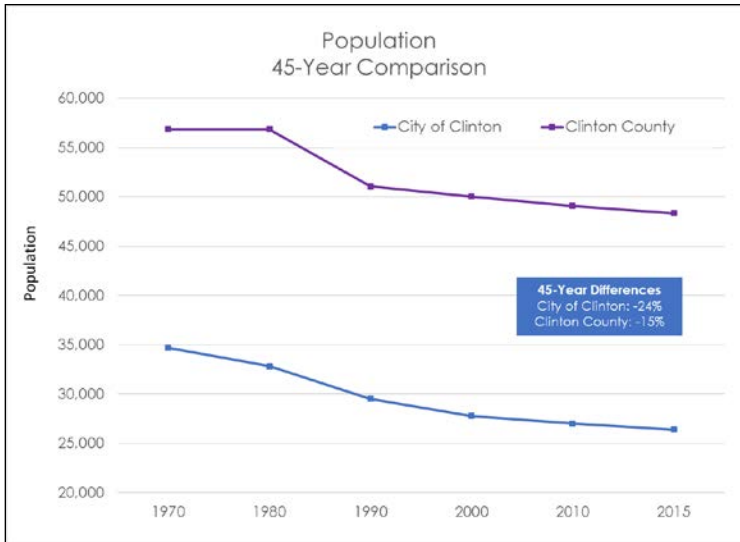


Figure 2: 45-Year Population Change. Data source: ACS.

AGE

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

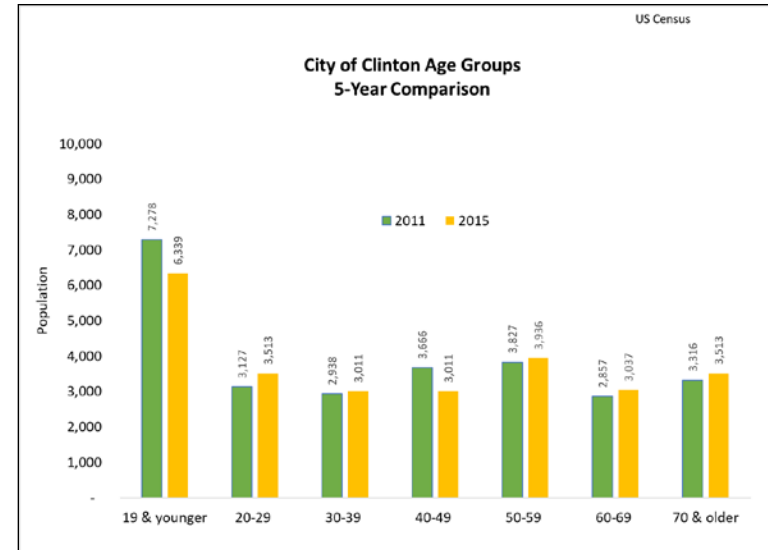


Figure 3: Clinton Age Groups Comparison. Data source: US Census.

POVERTY

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

EDUCATIONAL ATTAINMENT

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

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

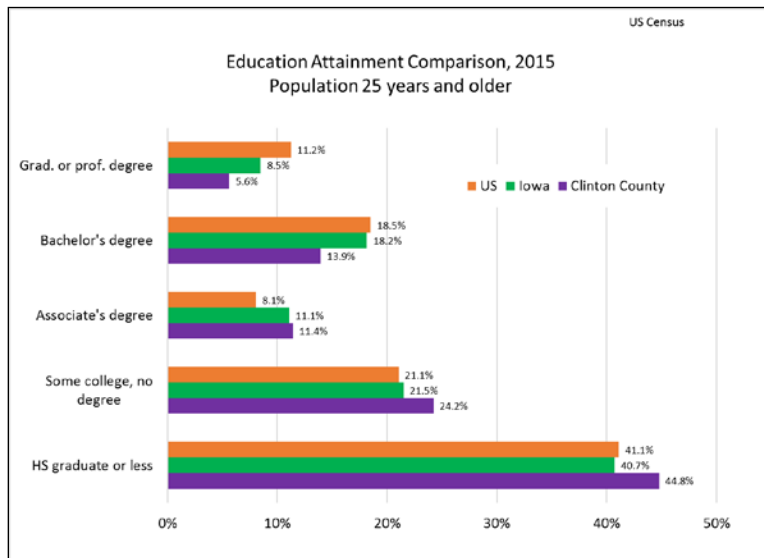


Figure 4: Education Attainment Comparison. Data source: US Census.

ECONOMIC INDICATORS

MEDIAN HOUSEHOLD INCOME

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

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

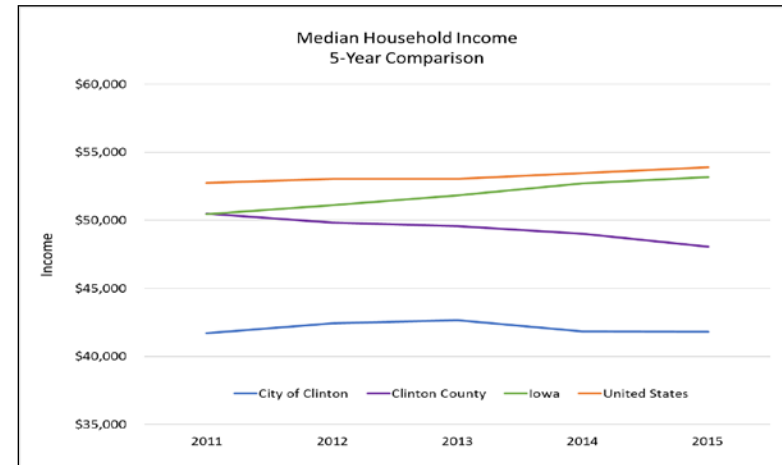


Figure 5: Median Household Income Comparison. Data source: US Census.

MEDIAN PROPERTY VALUES

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

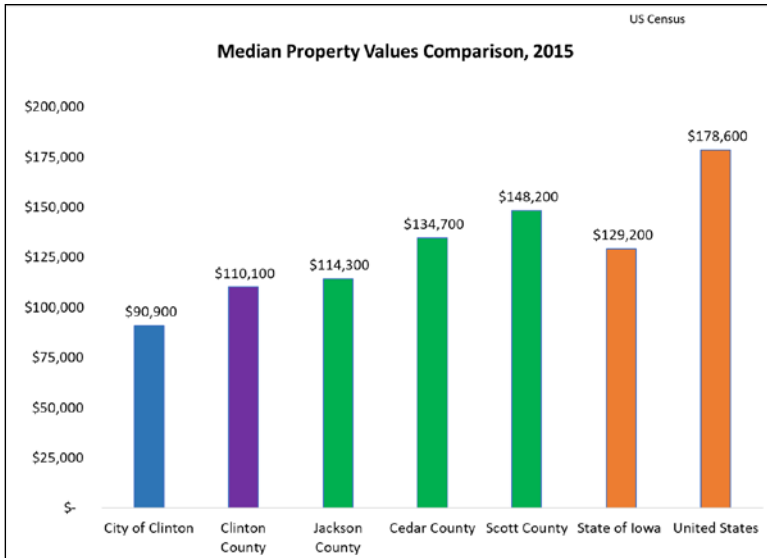


Figure 6: Median Property Value Comparison. Data source: US Census.

UNEMPLOYMENT

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

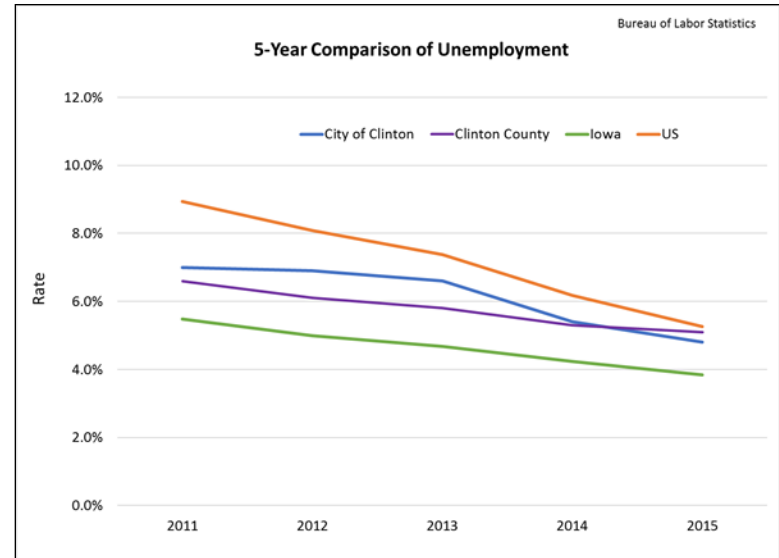


Figure 7: Unemployment Comparison. Data source: Bureau of Labor Statistics.

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

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

QUALITY OF LIFE PROFILE

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

COST OF LIVING

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

EDUCATION ELEMENTARY AND SECONDARY

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

HIGHER EDUCATION

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

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

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

*CCC – Clinton Community College

*MCC – Muscatine Community College

*SCC – Scott Community College

*EICC – Courses offered online

ENTERTAINMENT

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

RESTAURANTS

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

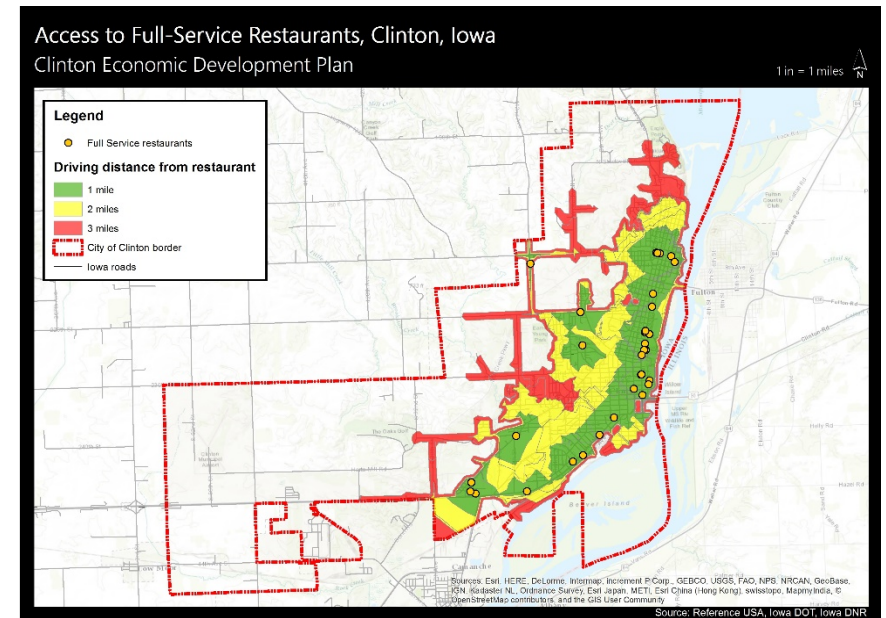


Figure 10. Access to full-service restaurants based on Manhattan distance, or the distance that would have to be travelled along the street network.

HEALTH CARE

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

HOUSING

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

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

TRANSIT

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

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

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

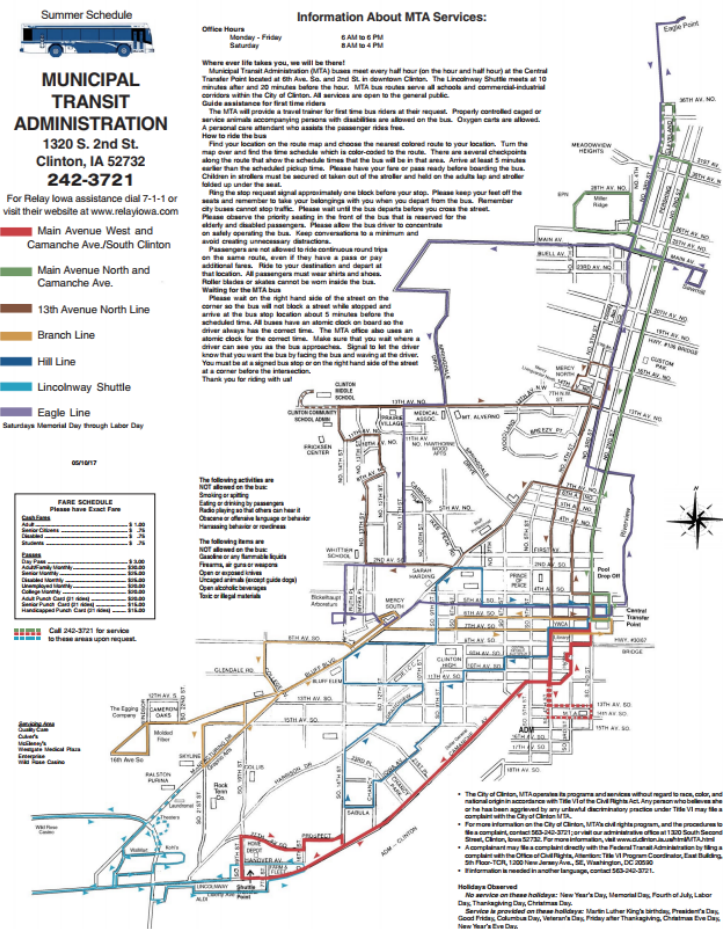


Figure 12. Bus service availability in Clinton, Iowa. Image source: City of Clinton.

TOURISM

Key tourist attractions in Clinton include:

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

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

HIGHLIGHTS OF QUALITY OF LIFE

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

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

TRANSPORTATION INFRASTRUCTURE

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

ROADWAYS

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

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

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



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

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





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

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

RAIL

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

CLINTON MUNICIPAL AIRPORT

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



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

RIVER PORTS

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

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

SELF-SUPPORTED MUNICIPAL IMPROVEMENT DISTRICT

DOWNTOWN CLINTON ALLIANCE

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

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

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

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

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

SSMID BOUNDARY

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



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

LAND USE AND ZONING

ZONING

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

EXISTING PLANS

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

CITY OF CLINTON 2032 COMPREHENSIVE PLAN

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

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

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

The overall economic development goals established in the plan are:

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

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

LYONS BUSINESS DISTRICT:

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

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

MILL CREEK PARKWAY AREA:

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

LIBERTY SQUARE AREA:

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

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

DOWNTOWN:

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

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

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

- Boone

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

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY (CEDS) 2015-2019

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

The goals include:

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

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

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

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

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

CITY OF CLINTON STRATEGIC PLAN 2014-2015

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

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

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

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

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

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

LYONS BUSINESS DISTRICT MASTER PLAN

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

SUMMARY

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

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

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

COMPARABLE CITIES

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

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

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

IMPROVED QUALITY OF LIFE BEST PRACTICES – MUSCATINE, IOWA.

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

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

COMPLETE STREETS POLICY

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

CAPITAL IMPROVEMENTS PLAN

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

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

STRONG DOWNTOWN BEST PRACTICES – BURLINGTON, IOWA.

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

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

DOWNTOWN BUILDINGS

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

SUPPORTING SMALL BUSINESSES

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

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

THE SMALL BUSINESS DEVELOPMENT CENTER

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

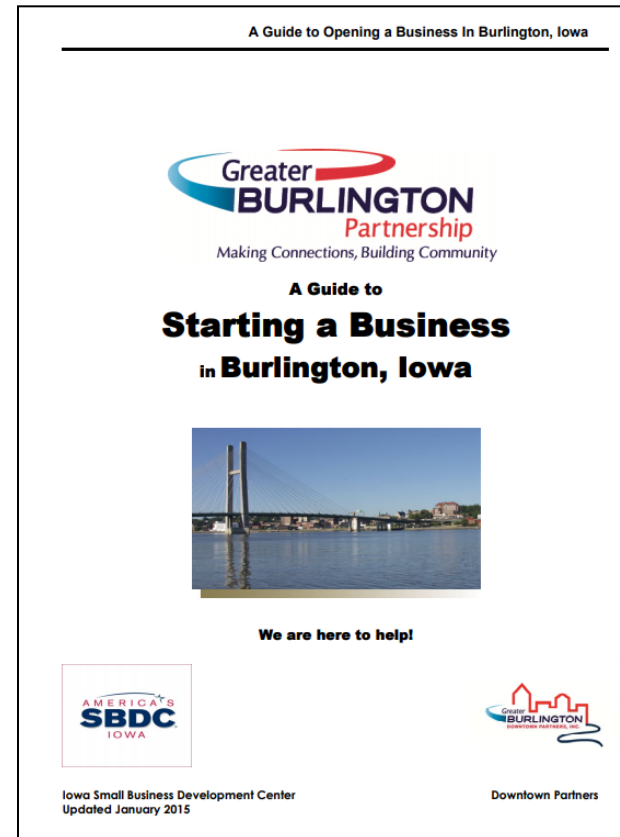


Figure 17: Photo of "A guide to Starting a Business in Burlington, Iowa"

COMMUNITY-DRIVEN PLANNING BEST PRACTICES – DUBUQUE, IOWA.

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

VISION 2000

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

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

ENVISION 2010

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

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

PLANNING AND DEVELOPMENT STAFF

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

COMPARABLE CITIES HIGHLIGHTS

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

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

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

CHAPTER SUMMARY

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

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

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

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

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

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

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

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

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

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

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

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

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

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

CHAPTER THREE: ASSESS

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



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

INDUSTRY ANALYSIS

LARGEST PRIVATE EMPLOYERS

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

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

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

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

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

LOCATION QUOTIENT ANALYSIS

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

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

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

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

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

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

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

Figure 19. 2016 Location Quotient of Clinton County.

SHIFT-SHARE ANALYSIS

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

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

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

- National share
- Industry mix
- Regional shift

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

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

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

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

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

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

EMPLOYMENT INDUSTRY

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

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

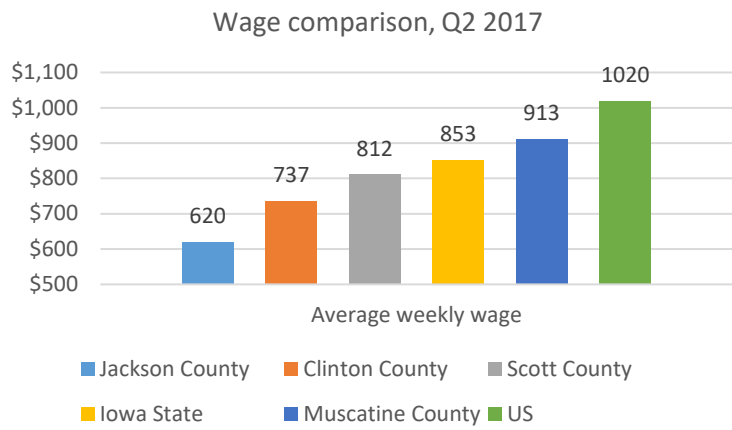


Figure 21. Wage comparison, Source: Bureau of Labor Statistics.

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

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

MANUFACTURING SECTOR

PROFILE OF MAJOR MANUFACTURING EMPLOYERS

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

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

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

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

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

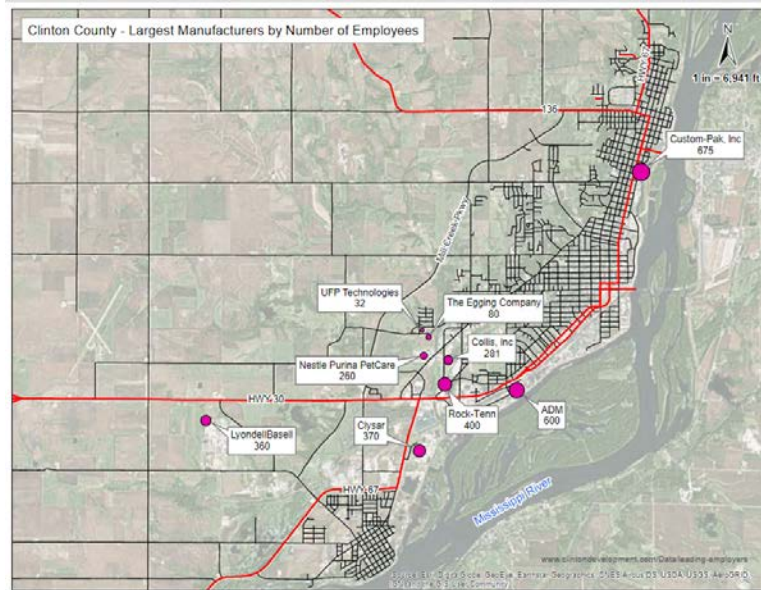


Figure 23. manufacturers in Clinton, Iowa showing the number of employees and location. Data source: CRDC.

ROLE IN THE ECONOMY EMPLOYEES

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

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

TYPES OF MANUFACTURING IN CLINTON

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

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

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

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

RETAIL SECTOR

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

ROLE OF RETAIL SECTOR IN THE ECONOMY

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

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

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

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

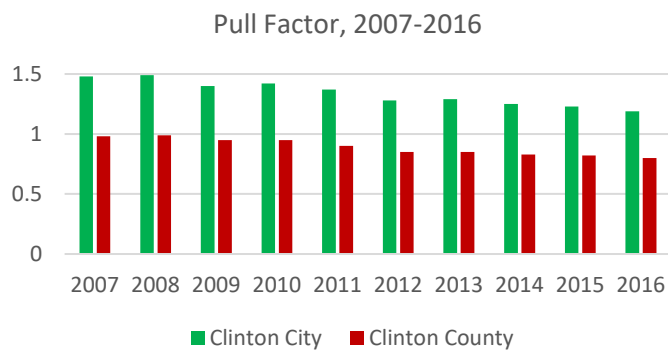


Figure 25: Pull Factor, Source: Retail Trade Analysis Report FY 2016- Clinton and Clinton County, Iowa State University

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

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

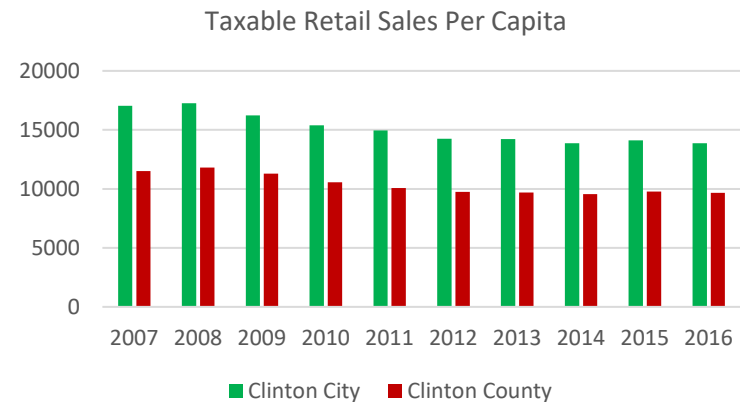


Figure 26: Taxable Retail Sales Per Capita, Source: Retail Trade Analysis Report FY 2016 - Clinton and Clinton County, Iowa State University

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

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

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

LAND USE AND ZONING

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


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

RETAIL BUSINESSES

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

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

Location map of Retail Businesses Clinton Economic Development Plan

1 in = 1 miles 

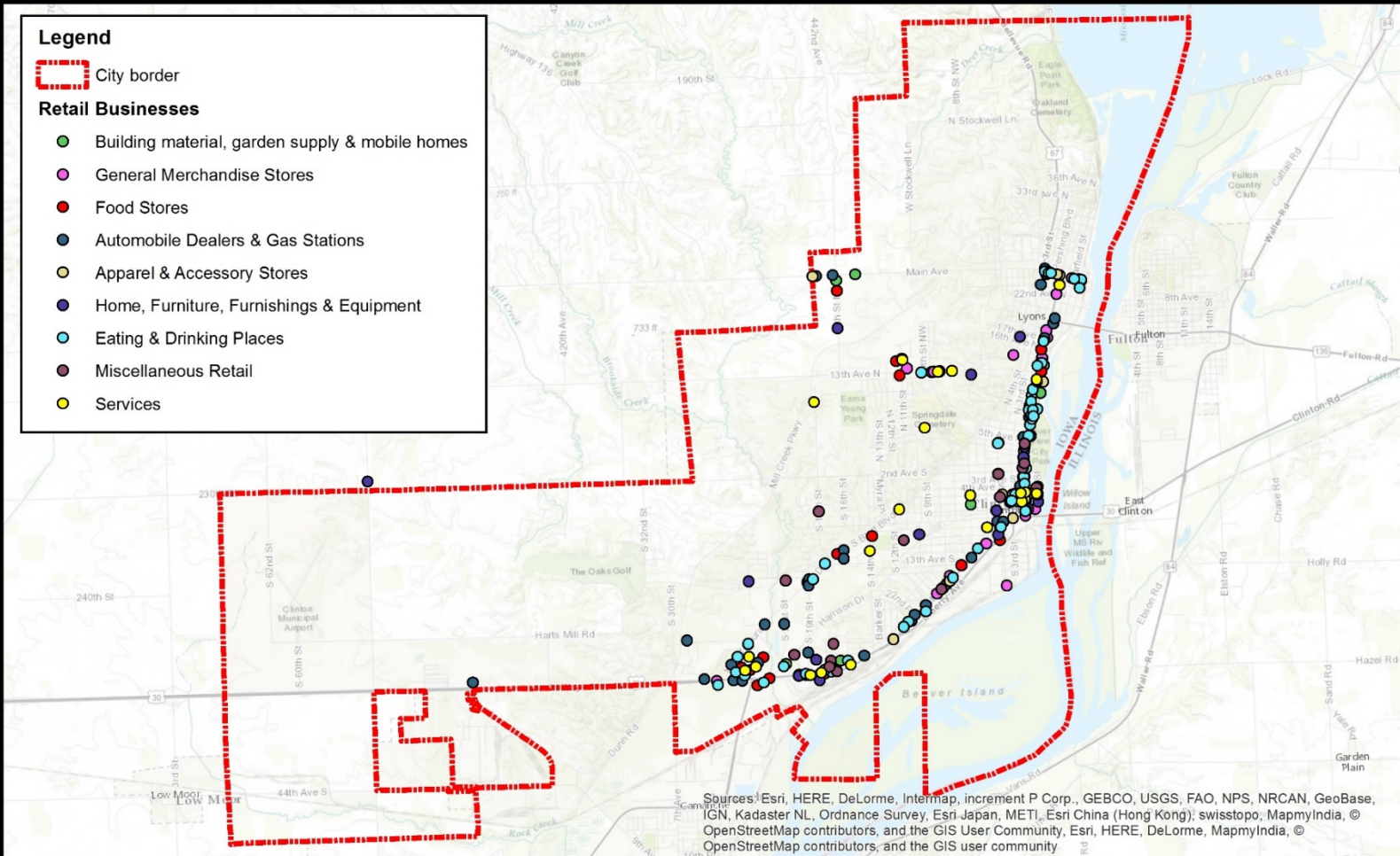


Figure 27. Locations of retail businesses in the City of Clinton by type.

BUSINESS DISTRICTS

INTRODUCTION TO THE BUSINESS DISTRICTS

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

DOWNTOWN CLINTON

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

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

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

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

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

LYONS BUSINESS AND TECHNOLOGY PARK

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

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

CREATING RETAIL SPACES

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

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

MAINTAINING CURRENT COMMERCIAL BUSINESSES

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

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

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

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

SMALL BUSINESSES

CURRENT STATUS OF SMALL BUSINESSES IN CLINTON

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

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

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

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

COMPETING AGAINST BIG BOX STORES

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

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

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

RESOURCES FOR BUSINESS SPACES

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

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

DOWNTOWN SPACE

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

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

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

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

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

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

LABOR FORCE ANALYSIS

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

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

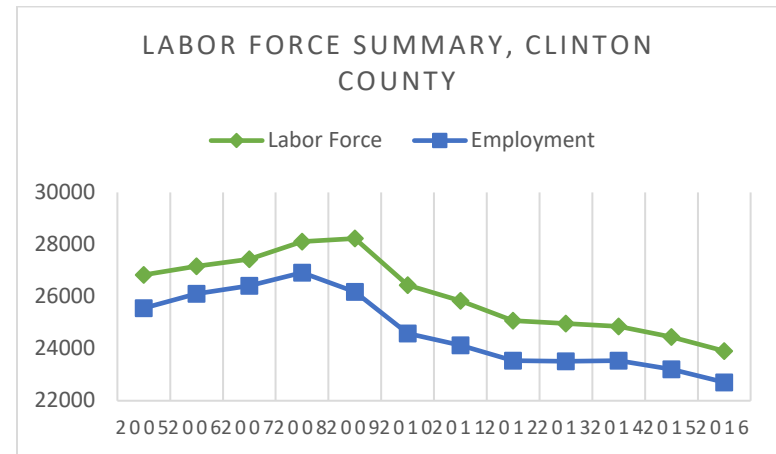


Figure 29: Labor Force Summary, Clinton County; Source: Bureau of Labor Statistics

COMPARATIVE UNEMPLOYMENT RATE

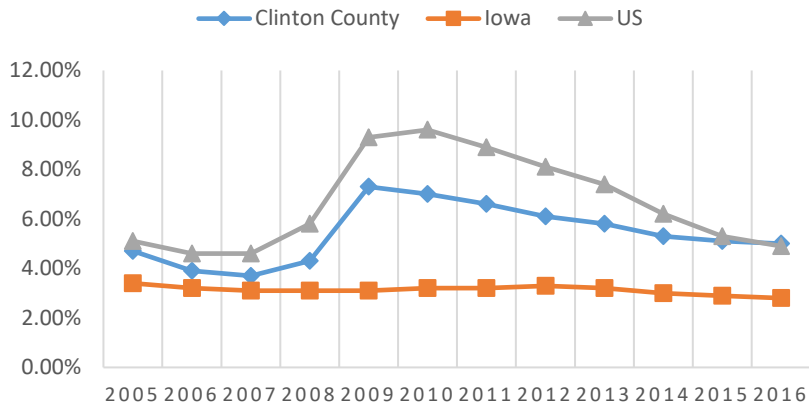
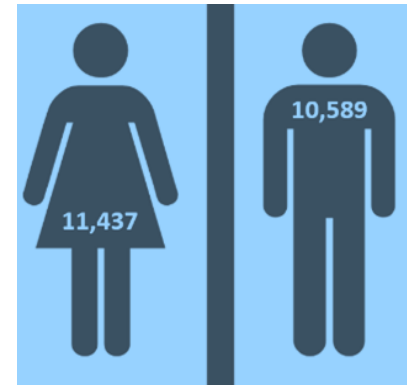


Figure 30. Jobs by Worker Race, Source: US Census Bureau 2015

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

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

EMPLOYMENT DEMOGRAPHICS



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

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

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

INFLOW/OUTFLOW JOB ANALYSIS OF CLINTON COUNTY

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

Home locations of people who are employed in Clinton County

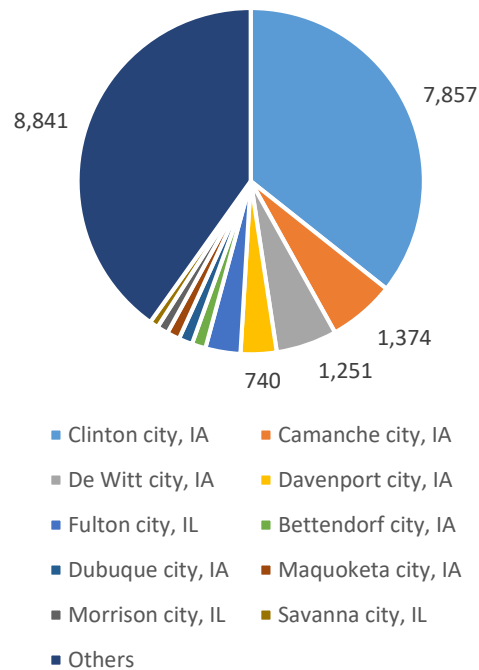


Figure 34. Home locations, Source: On The Map, US Census Bureau.

Work locations of Clinton County residents

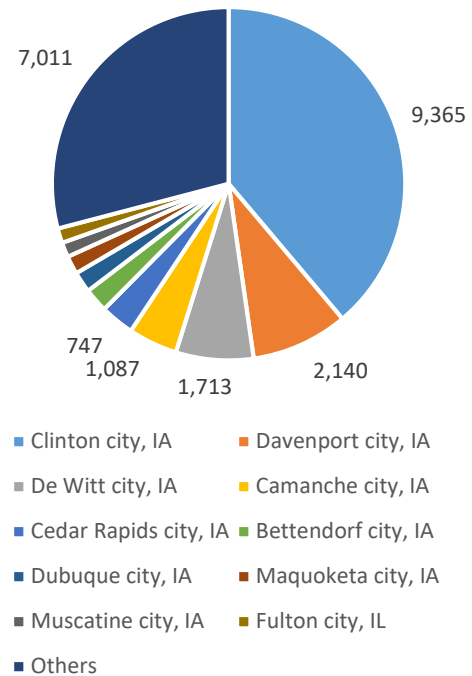


Figure 33. Work locations, Source: On The Map, US Census Bureau.

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

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

OCCUPATIONAL PROJECTIONS

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

TOP INDUSTRIES

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

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

HOT JOBS

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

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

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

CHAPTER SUMMARY

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

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

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

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

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

CHAPTER FOUR: OUTREACH

- Interviews with community members
- Survey
- Strategic Planning Workshop



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

INTERVIEWS WITH COMMUNITY MEMBERS

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

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

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

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

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



SURVEY

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

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



Overview of the survey results



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

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



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



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

80%

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



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



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

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



STRATEGIC PLANNING WORKSHOP

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

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

- Howes & Jefferies Realtors

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

Strengths

Parks & Recreation | Multi-use trails | **Rail Park** | Business/TechPark | Fortune 500 Companies | Coordination of City, CRDC, Chamber of Commerce, and Downtown Alliance | **Educational System** | **Long-term local businesses** | **Mississippi river** | Appearance of the Downtown | Manufacturing | Committed People | Affordable | Medical facilities | Young Professionals | Cultural Opportunities | Good retail stores | Existing Infrastructure | Tourists | Attractions | Proximity to Chicago, Des Moines, Quad Cities | Low cost of land & infrastructure | Cohesive Lyons business district

Opportunities

Tourism | Liberty Square | Multiple Business Districts | **Many Developers & Grants** | **Great River Road** | **Mississippi River Bike Trail** | Blue Collar/Good-Paying/Better Jobs | Selection of Retail Businesses | Business Development | Business District Cooperation | **Ashford University** | Low Cost Land | Trainable Workforce | Affordable Homes | Connections | **History & Scenery** | Regional Branding | Airport | Railroads | Location on Highways | Rail Park | Proximity to Chicago | Attractive to Western Illinois Businesses/Residents | Economic Conglomeration (from Fortune 500 companies) | Spaces to Upgrade to New Retail Concepts | Development in the East End of the Lyons Business District | Small Business Capital | Growth through Taxes

Weaknesses

Aging Population | Population Loss | Small Business Support | **Public Perception/Attitudes** | Arts & Leisure | Entrepreneurship Support/Education | Workforce | Housing | **Few Business Ready Properties (Retail)** | Infrastructure | Volatile Economy | Little Outside Traffic | Highway 30 in Illinois | Brain Drain | Lack of Job Development | No Appeal to 20-somethings | Lack of Progressive Vision | Aging Infrastructure | High Property Taxes | Loss of Jobs | Lack of Qualified Employees | Poor Aesthetics | Lack of Volunteers

Threats

Changes in the Iowa State Budget | Workforce Attraction | Retention of Youth | **Low-to-Moderate Income Population** | Higher Education | Housing Stock | Businesses Outside of Clinton | Empty/Unmaintained Buildings & Housing | **Declining Population** | Volatile Economy | Outside Perceptions | Clean Waters Act | Unpredictable Weather | National & Local Funding Sources | Online Shopping | Internal Pessimism | Past History | Lack of Jobs for Younger Generation | Monolithic Industry | Economic Inadaptability | Municipal Financial Instability | Loss of Tourism Income

Figure 35. Summary of SWOT analysis.

STRENGTHS

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

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

WEAKNESSES

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

OPPORTUNITIES

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

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

THREATS

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

INDIVIDUAL PRIORITIZATION RESULTS

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

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

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

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

Figure 36. Prioritization results from planning workshop attendees.

CHAPTER FIVE: SYNTHESIZE

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



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

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

CHALLENGES AND EXISTING ASSETS

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

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

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

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

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

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

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

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

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

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

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

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

GUIDING PRINCIPLES



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

Figure 37. Guiding Principles.

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

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

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

PRIORITIZATION PROCESS

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

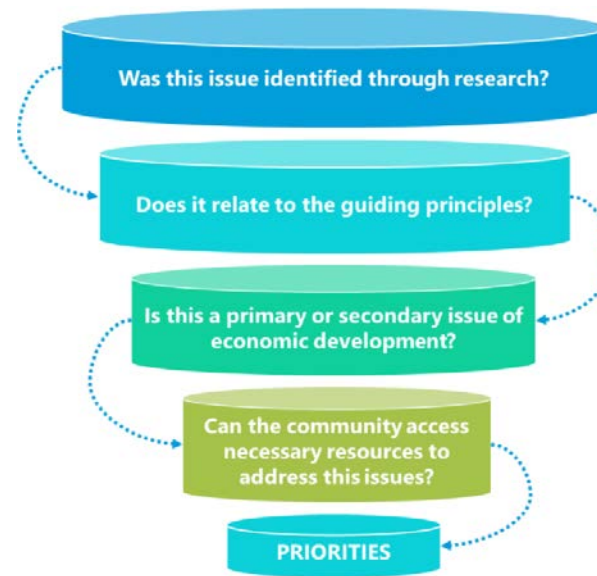


Figure 38: Prioritization Process

FEASIBILITY PROCESS

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



Figure 39: Feasibility Process

ALIGNMENT OF EXISTING PLANS

BUSINESS ATTRACTION/RETENTION

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

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

WORKFORCE DEVELOPMENT

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

QUALITY OF LIFE

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

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

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

CHAPTER SIX: DELIVER



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

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

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

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

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

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

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

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

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



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

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

STRATEGY 2: STRENGTHEN THE COORDINATION OF ECONOMIC DEVELOPMENT EFFORTS.

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

Lead Actor – City of Clinton

Supporting Organizations – N/A

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

Funding – City budget

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

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

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

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

STRATEGY 2: STRENGTHEN THE COORDINATION OF ECONOMIC DEVELOPMENT EFFORTS.

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

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

Lead Actors – DCA, CRDC, CACC

Supporting Organizations – City

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

Funding – Organization’s budgets

Cost Estimate – Unknown

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

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

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

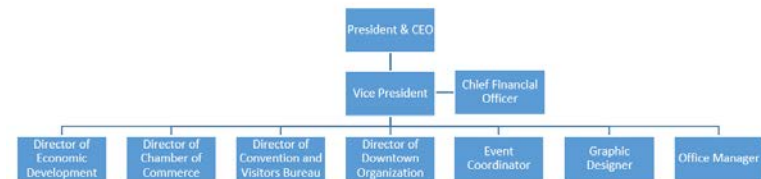


Figure 40. Umbrella organization chart.

Implementation – The Clinton Progress Coalition should consider serving as the board to a new umbrella organization. As aforementioned, the group is looking for a facilitator. The umbrella organization should develop a charter, mission statement, and guiding policies to serve as its framework. Clear roles and responsibilities for economic development functions should be defined, such as large business attraction, large business expansion and retention, workforce development, education, small business startups and emerging business development, tourism, infrastructure, housing, quality of life amenities, and downtown development.

The umbrella organization would function best by locating all offices in the same space. Several models of economic development organizations exist. The organization should consult these models and discuss what would work best for combining the existing staffs of the current organizations.

Examples of other economic development umbrella organizations:

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

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

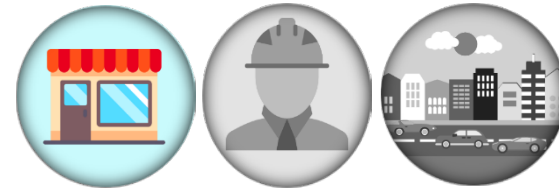
GOAL 1: REINFORCE ECONOMIC DEVELOPMENT EFFORTS THROUGH COORDINATION, COOPERATION, AND OF ECONOMIC DEVELOPMENT ORGANIZATIONS.

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

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

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

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



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

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

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

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

Lead Actor – CRDC

Supporting Organization – N/A

Timeline – 6 months

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

Cost Estimate – Staff time

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

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

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

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

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

TURNING BIOMASS INTO BUSINESS

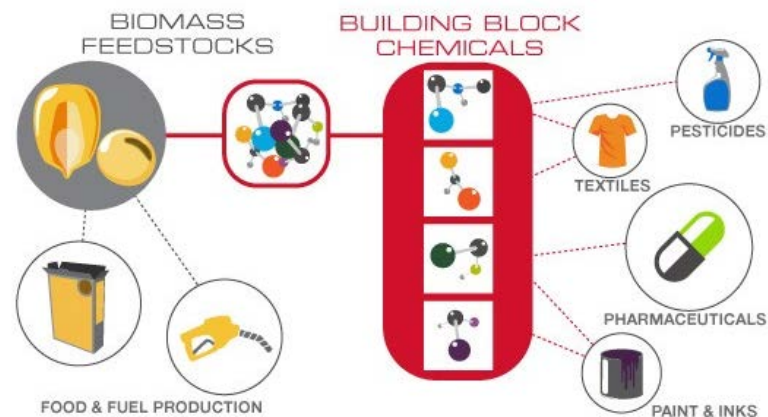


Figure 41. Image source: Iowa EDA.

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

Lead Actor – DCA

Supporting Organization – CACC

Timeline – 2-5 years

Funding – Apply for CDBG Downtown Revitalization Fund through Iowa EDA

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

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

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

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

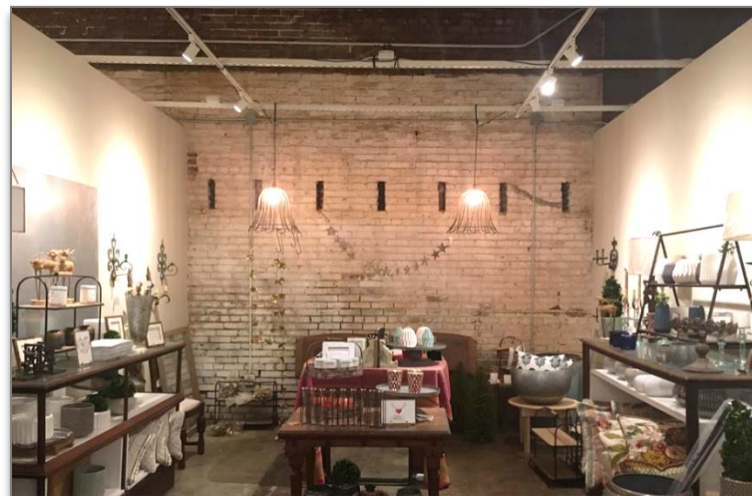


Figure 42. White box retail space at Edge District in Memphis, TN. Spaces are rented at low-cost for one-month limit to encourage tenants to then move into other spaces within the Memphis Medical District, which is undergoing revitalization efforts. Image source:

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

Lead Actors – Clinton County

Supporting Organization – ECIA

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

Funding – ECIA, County budget

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

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

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

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

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

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



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

Lead Actor – City of Clinton

Supporting Organization – DCA

Timeline – 3-5 years

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

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

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

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



Figure 43. Location map of the suggested block.

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

Lead Actor – City planning department

Supporting Organizations – DCA, Clinton Historic Preservation Commission

Timeline – 1-2 years

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

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

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

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

Funding for fire safety renovations in Dubuque, Iowa

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

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

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

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

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

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

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

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

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

Lead Actor – City of Clinton

Supporting Organizations – Clinton Area Chamber of Commerce

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

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

Cost Estimate – Staff time for initial implementation

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

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

Business license structure in Davenport, Iowa

An example business license structure can be found from the City of Davenport's [website](#), the City uses a multi-business license fee code structure. After a business license program is established, a real estate database could be created and maintained in order to identify vacant properties and allow buyers and sellers of commercial properties to interact.

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

Lead Actor – Clinton Progress Coalition

Supporting Organizations – City, CDRC, CACC, DCA

Timeline – 1 year

Funding – No additional funding needed to implement

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

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

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

Links to resources (see Appendix for descriptions):

[Iowa Economic Development Authority](#)

[Iowa High Quality Jobs Program](#)

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

[Community Catalyst Building Remediation](#)

[Iowa Green Streets](#)

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

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

2.2.4. Develop a start-up guide for businesses.

Lead Actor – Clinton Area Chamber of Commerce

Supporting Organization – City

Timeline – 1-2 years

Funding – Chamber budget

Cost estimate – Staff time

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

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

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

The image shows two overlapping documents. The top document is titled "STARTING AND GROWING YOUR BUSINESS IN CHICAGO" and features a table of contents with categories like BUSINESS STRUCTURE, LEGAL ASSISTANCE, LICENSING/ PERMITTING, ZONING ASSISTANCE, GETTING "LOAN READY" / SECURING A LEASE, MICROLOANS, LOCAL CROWDFUNDING (FREE FUNDS), SBIF (SMALL BUSINESS IMPROVEMENT FUND), and ATTRACTING CUSTOMERS. The bottom document is titled "A Guide to Opening a Business in Burlington, Iowa" and contains a "Checklist: What to Do When Starting a New Business".

Checklist: What to Do When Starting a New Business

Before Start-up

- Develop a business plan, including cash flow projections
- Choose management advisers—an accountant, an attorney, and a banker
- Choose an appropriate name for the business
- Using the business plan, establish a relationship with a banker. Possible bank services include:
 - Credit-card merchant account
 - Business checking account
 - Working capital loan
 - Equipment loan
 - Lock-box services
- Select the legal entity and year-end for the business
- Register the business name with County Recorder if the business is a sole proprietor
- Find a location for the business and verify proper zoning with City
- Negotiate a lease
- Design the layout of the facility
- Prepare all the necessary legal documents as applicable:
 - Partnership agreements
 - Articles of incorporation and first organizational minutes
 - Bylaws
 - Federal identification number (SS-4)
 - State and local license applications
 - Sales tax identification number
 - Industry-specific license
 - Register the business with the Secretary of State if incorporated or partnership
- Obtain quotes for and then order office furnishings and equipment
- Order office supplies
- Order business cards and business stationery
- Order an appropriate sign or indoor signage for the business
- Purchase adequate insurance as applicable:
 - Health
 - Malpractice
 - Liability
 - Workers' Compensation
 - Life
 - Fidelity bond
 - Computer and equipment
 - Umbrella
 - Employee dishonesty

Start-Up

- Establish prices for your goods and services
- Promote the business's opening through:
 - Press releases to local and national media
 - Advertising
 - Direct-mail announcement
 - Chamber memberships
 - Promotional items such as pens or hats
 - Other
 - Seek interview and make offers to job candidates
 - Select and implement a financial record-keeping system
 - Accounts payable
 - Account receivable
 - Inventory tracking
 - Order entry

Ongoing Operations

- Develop personnel policies and procedures
- Prepare quarterly payroll returns and verify timely tax deposits
- Prepare quarterly or monthly financial statements
- Perform year-end tax planning, at least one month before the year-end
- Prepare annual federal, state and payroll returns
- Develop employee job descriptions
- Review existing insurance coverage at least once a year
- Prepare and maintain personnel files
- Establish a petty cash fund and policy
- Establish answering mechanism for after hours
- Join industry associations and groups
- Verify listing in the yellow pages of area phone directories
- Register trademarks

Prepared by:
Iowa Small Business Development Center
Southeastern SBDC SCC/Center for Business
866-722-4692 ext. 5381 or 319-208-5381
www.sosnibdc.org

Funded in part with a Cooperative Agreement with the
U.S. Small Business Administration
Reviewed 08/25/12

U.S. Small Business Administration
Iowa Small Business Development Centers

*This list may not be all-inclusive

Other examples of start-up guides:

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

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

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

Lead Actor – City Streets Department

Supporting Organizations – N/A

Timeline – 2 years

Funding – City budget

Cost estimate – Unknown

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

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



Figure 46. Proposed two-way streets.

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

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

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

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

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



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

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

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

Lead Actor – CCC

Supporting Organization – CRDC

Timeline – 2-5 years

Funding – CCC annual budget

Cost estimate – Unknown

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

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

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

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

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

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

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

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

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

Lead Actor – Clinton Regional Development Corporation

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

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

Funding – Iowa Student Internship Program, Iowa BIG Program

Cost Estimate – Unknown

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

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

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

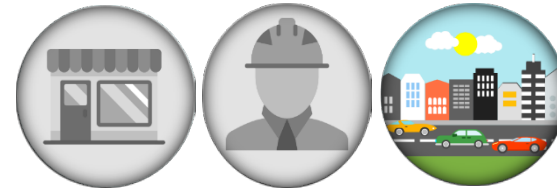
Goal 1: Reinforce economic development efforts through coordination, cooperation, and of economic development organizations.

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

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

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

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



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

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

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

4.1.1. Complete a comprehensive housing needs assessment.

Lead Actor – City planning office

Supporting Organization – ECIA

Timeline – 3-4 years

Funding – City budget

Cost Estimate – \$40,000 - \$80,000

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

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

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

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

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

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

Lead Actor – City planning office

Supporting Organization – City council

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

Funding – N/A

Cost Estimate – Staff time

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

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

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

Lead Actor – City

Supporting Organization – City council, DCA

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

Funding – City budget

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

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

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

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

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



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

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

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

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

4.2.1. Establish an art mural program in downtown Clinton.

Lead Actor – DCA

Supporting Organization – City of Clinton

Timeline – 1-5 years

Funding – Building owners, in-kind donations, apply for National Endowment for the Arts grant

Cost Estimate – \$1,500 - \$3,000 per mural

Context – One concern raised by the CCC survey was the perception of poor building conditions in the downtown. Murals bring creativity and a sense of place to an area, while mitigating dilapidated or unsightly sides of buildings. The DCA should identify ideal locations for art, and work with building owners to facilitate the work by local artists or with student artists at the CCC, local high schools or universities. The City should work with the DCA and through building owners to permit the murals. Building owners or local businesses can sponsor the murals by donating funds or supplies, as well as various alliances between city and commercial or art organizations.

Implementation – Identify ideal locations for murals. Murals should be on buildings that are not on the historic registry, ones with large unsightly walls that would be greatly improved by a mural, and where the mural can be seen by traffic and pedestrians. Determine the mission of the project and establish an agreement with the building owner and the artist. The agreement shall address the ownership of

the art, copyright, potential covenants in the building deed from the owner, lifespan of the mural, and the maintenance responsibility.

Iowa City Mural Project

The mission of the Iowa City Mural Program is to cultivate new opportunities for local artists in the Downtown and to have a more vibrant and colorful community. The program is sponsored and marketed by the University of Iowa Community Credit Union, the Iowa City Downtown District, and other private sponsors. The program encourages collaboration and creativity, and is open to ideas beyond what is currently outlined on their website. Locations for murals are identified. Each site is funded by donations from various local businesses and private donations, which then enable a budget for each mural location, which range from \$1,500-6,000. Pictures and relevant information and criteria are posted on the website as a call for submission for artists. Final decisions for artists are made by the Iowa City Downtown District.

Sioux City Mural Project

Sioux City Downtown Partners received a \$25,000 Gilchrist Foundation grant, which was used to commission two muralists to complete two different murals. The mission was to foster creativity, innovation and continued revitalization of the arts in the community. One artist was from Des Moines, the other from Argentina. The first is a three-story work of art on the back of a building facing a parking lot and busy street, the other is a smaller mural on the street facing side of a different building, both are in the downtown.



Figure 48. Mural on side of downtown building in Dubuque, Iowa. Image source: Hive Miner.

4.2.2. Leverage the Historic Preservation and Cultural & Entertainment District Tax Credit.

Lead Actor – DCA

Supporting Organization – City of Clinton

Timeline – 5-15 years

Funding source – Developers or non-profits must apply through the State

Cost estimate – Staff time

Context – As noted in the interview findings with the DCA, there are many historic buildings in the downtown that need renovation. Many of Clinton’s downtown buildings would be eligible to receive funding through the Historic Preservation and Cultural & Entertainment District Tax Credit. Downtowns across Iowa have seen an increase in redevelopment projects due to this tax credit.

Once the tax credit has been introduced, improvements are kept within the community (i.e., the building does not relocate if the business or owner does). This program offers up to 25% of the qualified improvements as tax credits. In Burlington, this "has helped the old river city add new shops, restaurants and apartments to its downtown corridor" (Meyer, 2018). This effort can have a profound effect to create momentum in redevelopment, as seen in other communities. Furthermore, this credit is useful because it allows for smaller projects to obtain funding.

Implementation – Buildings in Clinton eligible for this program include: Ankeny Building, Cherry Bank, Clinton County Courthouse, Clinton High School and Public Library, Clinton Public Library, First

National Bank, Howes Building, Moeszinger—Marquis Hardware Co, Saint Boniface Church, Sain Irenaeus Church, Van Allen Store, and Wilson Buildings. Other buildings can be added to this list through determination by the State Historic Preservation Office.



Figure 49. Building improvements using the HPCED Tax Credit in Burlington, Iowa. Image source: The Hawk Eye.

4.2.3. Update design guidelines for downtown signage.

Lead Actor – DCA

Supporting Organization – N/A

Timeline – 1-2 years

Funding source – Apply to the Iowa Economic Development Authority for CDBG downtown revitalization grant

Cost estimate – Existing signage program funds

Context – Noted earlier in the plan, the best practice of many downtowns and comparable cities is incorporating pedestrian-friendly and architecturally compatible business signage. The current signage standards do not follow these practices of storefront-projecting signs and street-facing, which are pedestrian-friendly and easier to read. Standards should also ensure that signage match the style of their building, to increase the sense of place.

Implementation – The DCA should work with the City of Clinton to update signage regulations and its funding program. New efforts should be enforced through the Signage Improvement Program the DCA currently manages. The current program offers 60% funding (up to \$1,000) for new signage or 40% (up to \$200) for removal of invalid, unappealing, nonconforming or incorrect signage. New guidelines for the program should be updated to encourage signage that is pedestrian-friendly (blade signage as seen in the figure) and architecturally consistent with the business' building design. In the short-term, the DCA should follow the recommended city policy and focus on assisting businesses on the 200 block of South 5th

Street acquire proper signage. In the long-term, the DCA should work to increase the amount of funding covered by the program and work with the City for matching funds, rather than the business owner, which has been expressed as a possibility.

Business Signage Grant Program Burlington, IA

The Downtown Partners sponsors a business signage grant program to stimulate improvements to the exteriors of downtown commercial buildings. Owners or tenants of existing commercial buildings within the SSMID are eligible to apply. Funds are capped at \$500 per business with a 50% match required. The program specifically encourages “custom-designed blade signage that extends perpendicular to the face of the building.” Free sign design and placement consultation can be utilized through the Downtown Partners and Main Street Iowa. Grant reimbursement is contingent upon completion and inspection by Downtown Partners. Program information, criteria, and application can be found [here](#).

Funds for Storefront Revitalization (Façade and Signage Grants) Milwaukee, WI

The city of Milwaukee has city-wide façade and signage grant programs to increase the physical appearance of commercial areas funded by the Department of City Development. Funding is determined by the budget. Program and design guidelines, including instructions and eligibility requirements for grant money, are clearly spelled out within the applications. Applications for façade grant found [here](#) and signage grant [here](#). Funding awards are determined by the Façade Grant Committee, which meets monthly to review applications, and are for no more than \$5,000 per storefront or 50% of total cost for projects. Total cost must exceed \$2,000 for consideration. Money is awarded after project completion and inspection that project adheres to proposal submitted with application.



Figure 51. "Blade" signage installed perpendicular to building, which is more pedestrian friendly than traditional signage. Image source: Downtown Iowa City Signage Guide.

4.2.4. Establish a façade improvement program to upgrade the façades of downtown commercial businesses.

Lead Actor – DCA

Supporting Organization – City of Clinton

Timeline – 3 years

Funding source – Apply to the Iowa Economic Development Authority for CDBG downtown revitalization grant

Cost estimate – \$2,500 - \$5,000 per storefront

Context – One concern raised by the survey was the perception of poor building conditions in the downtown. A new façade improvement program could effectively incentivize commercial business owners to improve their building fronts and enhance the overall image of the downtown. In a return on investment analysis, over 80% of business owners reported an increase in first-time customers after completion of façade improvements, over 90% of businesses reported sales increases, and landlords reported increased rental revenues (University of Wisconsin - Extension, 2015). More information on investment returns from storefront improvements can be found [here](#).

Implementation – Program and design guidelines, applications, and an application review committee should be considered before applying for funds. Design guidelines will ensure improvements match building architectural style. Many programs require a match from applicant. Becoming a Main Street Iowa community will allow applicants to receive free design assistance. The DCA should also follow the recommended city policy and focus on assisting businesses

on the 200 block of South 5th Street with façade improvements first. In the long-term, the DCA should work to increase the amount of funding covered by the program and work with the City for matching funds, rather than the business owner, which has been expressed as a possibility.



Figure 53. Example of facade improvement program results. Image source: Downtown Beloit.

Façade Renovation Program Design Guidelines Wilkinsburg, PA

This program through the Wilkinsburg Community Development Corporation describes standards for restoring facades in the core commercial district. Specific guidelines focus on building material restoration, window openings, window frames, signs, paint, colors, lighting, awnings, and insulation. Design guidelines can be found [here](#). Eligible applicants are property or business owners with property owner's approval with businesses that are commercial, street-facing, and within the Main Street district. For projects costing a total of \$10,000 or less, the grant will reimburse 50% of the total project cost. For projects costing more than \$10,000, the grant will provide a reimbursement of \$5,000. Renovations must be reviewed before reimbursement can take place.

Façade Improvement Program Grant Program Keokuk, IA

Main Street Keokuk and the City have partnered seeking to improve and preserve buildings in downtown Keokuk. Eligible properties are commercial and within 1.5 blocks from Main Street. The program offers a one-third match to building owner's or tenant's two-thirds contribution, with a maximum allocation of \$2,500. Free façade design can be requested from Main Street Iowa. Guidelines are found [here](#). They conform to "Standards for Rehabilitation" published by the Secretary of the Interior.

4.2.5. Apply to become a member of Main Street Iowa.

*Lead Actors – DCA, Lyons Business & Professional Association (LBPA)
Supporting Organization – City, CACC, CRDC, Clinton Progress Coalition*

Timeline – 3-5 years

Funding source – City budget and/or revenues from business license fees

Cost – \$350 (annual membership to Main Street USA)

Context – Clinton has a downtown with extensive historic character, with some buildings having stood for nearly a century. This presents many challenges to redevelopment and updating structures to comply with current safety codes. However, Clinton is not alone in this challenge, and through the help of Main Street Iowa, Clinton can capitalize on its historic downtown. Main Street Iowa is a state-wide program offered by the Iowa Economic Development Authority that follows the model of the national Main Street America Program. The organization focuses on “preservation based economic development” (Main Street Iowa Fact Sheet) by offering resources and training to member cities trying to maintain an early 20th-century downtown appearance while adapting to a 21st-century economy. Main Street Iowa provides free façade improvement and signage designs to property owners in member cities, which complements the façade improvement and signage recommendations in this plan. If Clinton becomes a member of Main Street Iowa, it will join over 50 of its fellow Iowa municipalities already in the program, including Dubuque, Burlington, Fort Madison, Marshalltown, and Mason City.



For further information on the benefits that Main Street Iowa has brought to its member communities, refer to the 2013 report [Getting Results: The Economic Impact of Main Street Iowa, 1986-2012](#). The report, in many ways, complements this plan. It provides detailed analysis on the benefits of downtown businesses, upper-floor housing units, and historic preservation. The report also details the economic impact that Main Street Iowa has had on Iowa communities, including job creation, downtown property values protection, and business attraction.

Implementation – Due to Main Street Iowa’s focus on historic preservation of commercial business districts, a joint application bid by the DCA and LBPA would be appropriate. However, the City and other local and regional economic development organizations need to support the effort. Membership to Main Street Iowa is competitive and may take several years to achieve. Before a city government or local community organization can apply, community representatives must attend a variety of training sessions. Requirements include demonstrating support of the local business organizations and lawmakers, outline strategic short- and long-term goals, and providing proof of secured in-kind funding. However, the most important requirement for membership is that city, businesses, and volunteers commit to both preserving historic buildings and commercial business districts, and to following the Main Streets Approach to historic commercial district revitalization. For more detail information and instructions, visit the Iowa Main Street program [webpage](#).

The following table lists action items by priority. Within the high, medium, and low categories, action items are listed again by priority.

ACTION ITEMS BY PRIORITY					
Lead actor	Action Item		Timeline	Supporting Organizations	Priority
City	1.1.1	Hire planning and development personnel to address new and immediate planning needs.	2 years initially, 5-6 years to reach full strength	N/A	H
CCC	3.1.1	Increase the number of courses for relevant and immediately useful skills and degrees at the Clinton community college.	2-5 years	CRDC	H
DCA, CRDC, Chamber	1.2.1	Create an umbrella organization for DCA, CRDC, and the Clinton Area Chamber of Commerce in order to better communicate with the city and developers and potential or current business owners.	5 years for initial establishment, 10 years to reach full strength	City	H
City	2.1.3	Adopt a city resolution to concentrate initial redevelopment of a core block within the downtown neighborhood.	3-5 years	DCA	H
DCA, LBPA	4.2.5	Apply to become a member of Main Street Iowa.	3-5 years	City, Chamber, CRDC, Clinton Progress Coalition	H
CRDC	2.1.1	Leverage the Renewable Chemical Tax Credit and target biochemical production firms.	6 months	N/A	H
City	2.2.1	Provide alternative options to address high renovation and sprinkler installation costs.	1-2 years	DCA, Clinton Historic Preservation Commission	M
Clinton County	2.1.2	Create and utilize a revolving loan fund (RLF) for gap financing towards targeted businesses.	2 years for initial establishment, reviewed and adjusted annually	ECIA	M
Clinton Progress Coalition	2.2.3	Advertise business resources and create an inventory of grant and funding sources.	1 year	City, CRDC, Chamber, DCA	M
Chamber	2.2.4	Develop a start-up guide for businesses.	1-2 years	City	M

DCA	2.1.1	Facilitate the availability of "white box" spaces in downtown through loans for construction to building owners for building rehabilitation.	2-5 years	Chamber	M
DCA	4.2.4	Establish a façade improvement program to upgrade the facades of downtown commercial businesses.	3 years	City	M
DCA	4.2.3	Update design guidelines for downtown signage.	1-2 years	N/A	M
City	4.1.1	Complete a comprehensive housing needs assessment.	3-4 years	ECIA	M
City	4.1.3	Incentivize and encourage upper story residential properties in the downtown.	3-5 years	City council, DCA	M
City	2.2.2	Pass business license city ordinance, complete with a processing, renewal, and enforcement structure.	3-5 years, upon acquiring additional planning personnel	CACC	M
CRDC	3.1.2	Use internship and externship programs to link high school and Clinton Community College students with businesses.	Less than 1 year	CCC, area high schools	L
DCA	4.2.2	Leverage the Historic Preservation and Cultural & Entertainment District Tax Credit.	5-15 years	City	L
City	4.1.2	Rezone neighborhoods immediately adjacent to downtown to allow for higher density housing development.	2-3 years	City council	L
DCA	4.2.1	Establish an art mural program in downtown Clinton.	1-5 years	City	L
City Streets Department	2.2.5	Convert city owned one-way streets near downtown to two-way.	2 years	N/A	L

The following table lists the action items by the responsible lead actor for ease of implementation.

ACTION ITEMS BY LEAD ACTOR					
Lead actor	Action item		Timeline	Supporting Organizations	Priority
CCC	3.1.1	Increase the number of courses for relevant and immediately useful skills and degrees at the Clinton community college.	2-5 years	CRDC	H
City	1.1.1	Hire planning and development personnel to address new and immediate planning needs.	2 years initially, 5-6 years to reach full strength	N/A	H
City	2.1.3	Adopt a city resolution to concentrate initial redevelopment of a core block within the downtown neighborhood.	3-5 years	DCA	H
City	2.2.1	Provide alternative options to address high renovation and sprinkler installation costs.	1-2 years	DCA, Clinton Historic Preservation Commission	M
City	2.2.2	Pass business license city ordinance, complete with a processing, renewal, and enforcement structure.	3-5 years, upon acquiring additional planning personnel	CACC	M
City	4.1.1	Complete a comprehensive housing needs assessment.	3-4 years	ECIA	M
City	4.1.2	Rezone neighborhoods immediately adjacent to downtown to allow for higher density housing development.	2-3 years	City council	L
City	4.1.3	Incentivize and encourage upper story residential properties in the downtown.	3-5 years	City council, DCA	M
City Streets Department	2.2.5	Convert city owned one-way streets near downtown to two-way.	2 years	N/A	L
Chamber	2.2.4	Develop a start-up guide for businesses.	1-2 years	City	M
Clinton County	2.1.2	Create and utilize a revolving loan fund (RLF) for gap financing towards targeted businesses.	2 years for initial establishment, reviewed and adjusted annually	ECIA	M

Clinton Progress Coalition	2.2.3	Advertise business resources and create an inventory of grant and funding sources.	1 year	City, CRDC, Chamber, DCA	M
CRDC	2.1.1	Leverage the Renewable Chemical Tax Credit and target biochemical production firms.	6 months	N/A	H
CRDC	3.1.2	Use internship and externship programs to link high school and Clinton Community College students with businesses.	Less than 1 year	CCC, area high schools	L
DCA	2.1.1	Facilitate the availability of "white box" spaces in downtown through loans for construction to building owners for building rehabilitation.	2-5 years	Chamber	M
DCA	4.2.1	Establish an art mural program in downtown Clinton.	1-5 years	City	L
DCA	4.2.2	Leverage the Historic Preservation and Cultural & Entertainment District Tax Credit.	5-15 years	City	L
DCA	4.2.3	Update design guidelines for downtown signage.	1-2 years	N/A	M
DCA	4.2.4	Establish a façade improvement program to upgrade the facades of downtown commercial businesses.	3 years	City	M
DCA, LBPA	4.2.5	Apply to become a member of Main Street Iowa.	3-5 years	City, Chamber, CRDC, Clinton Progress Coalition	H
DCA, CRDC, Chamber	1.2.1	Create an umbrella organization for DCA, CRDC, and the Clinton Area Chamber of Commerce in order to better communicate with the city and developers and potential or current business owners.	5 years for initial establishment, 10 years to reach full strength	City	H

Long-term action items

Upon completing the foundational recommendations of this plan, the additional long-term actions presented here should be pursued. These recommendations build onto the previous recommendations and intend to have lasting impacts on economic development in the Clinton region. These long-term action items were developed based on researching best practices of other communities.

Riverfront boardwalk on Discovery Trail with pop-up retail and food trucks on Riverview Drive between 4th Ave. South and 6th Ave. South to connect riverfront to core downtown.

Near downtown Clinton, the Mississippi River is an amenity that can support increased recreation and development. The widest part of the upper Mississippi River is adjacent to Clinton and serves as a focal point for the community and its visitors. Much of the riverfront is consumed by industrial use or green space, but the connection between residential and commercial is under used.

One way to strengthen the downtown and bring more people to the area is to provide a direct connection to the riverfront. The city of Dubuque has used its riverfront as a tool for revitalization efforts. Similarly, Clinton has the potential to further develop its riverfront and downtown by providing a strong connection between the two.

There are several ways better use the riverfront and incorporate it with downtown. Creating a gathering space with a boardwalk along the riverfront would draw in additional visitors. Establishing pop-up retail spaces and allowing food trucks would generate new



Figure 54. Proposed location of the river boardwalk connection to downtown. Image source: Google maps.



Figure 55. Rendering of the proposed Discovery Trail boardwalk. Image source: Author.

economic activity. However, vehicle traffic would need to be blocked to make the area safer for pedestrians.

The City of Clinton should consider developing a site plan for the riverfront similar to the figure, hold public meetings for community feedback, and permit pop-up retail and food trucks. These efforts would help showcase the area to visitors and potential developers. In the long-term, permanent structures and mixed-use development should be considered.

Build a Community Center in Downtown Clinton.

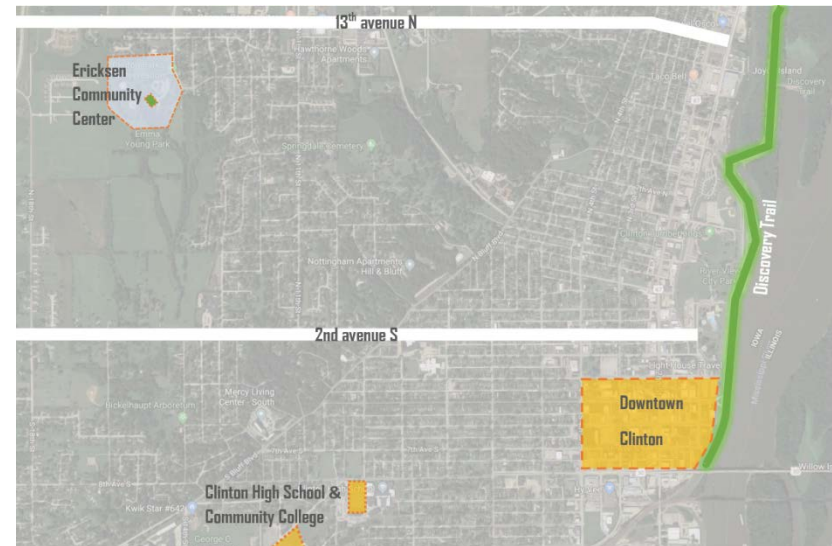


Figure 56. Location of current community center in relation to downtown. Image Source: Google maps.

During the public outreach events, it was revealed that there is a lack of community space and activities for young adults in the Downtown. The current public recreation facility, the Ericksen Community Center, is located beyond walking distance from many neighborhoods. In the CCC student survey, 16% of respondents selected “activities for adults/young families” as the first priority to be improved.

Community centers serve as focal points to many neighborhoods and cities. They enable residents to network with each other and build a strong sense of community, as well as support healthy, recreational environments for residents of all ages. Community centers provide

social, educational, and recreational activities, such as fitness courses, childcare center, senior center, and other uses.

In the future, with the increased number of businesses and residents, there will likely be a demand for a community and recreation center in or near the downtown. It is recommended that a new community center annex be located in or near the downtown, to supplement the potential need for gatherings and recreation space. The space can also be used as a shelter during emergency situations. Once the center is built, it can self-finance, in part, by renting out available space to various events or organizations.

Establish a co-working space in Downtown Clinton.

As mentioned in the commercial sector section, there is a lack of move-in ready spaces for small businesses. The creation of white box spaces can provide the appropriate spaces for retail and service-providing small businesses that Clinton needs in the short-term, whereas a co-working space can provide office spaces for start-ups, freelancers, remote workers, and entrepreneurs to connect and collaborate. The space would support the entrepreneurial environment and encourage the creation of new, local businesses in the long-term. Rental spaces should be offered in variety of sizes, from tables to private rooms, as well as flexible lease periods.



Figure 57. Merge Co-working Space in Iowa City, Iowa. Image source: Little Village Magazine.

Coordinate business hours in downtown.

Coordinated business hours of downtown businesses empowers customers to know when to shop and increases the likelihood of multiple stops in the same shopping trip, ultimately encouraging more businesses to locate downtown. Currently, there are not enough foot traffic in the downtown to coordinate open hours. A potential solution in the short-term is to incorporate coordinated hours only during the weekend. In the long term, the DCA can collaborate with its members to arrange the hours.



Figure 58. A business in downtown Clinton. Image source: Author.

Plan for the sustainable retention, attraction, and expansion of manufacturing firms in the long-term.

Clinton County has a strong manufacturing base, with an LQ for 2.40 and 49 establishments providing 4,300 jobs with a total payroll of \$250 million in 2016. Because of manufacturing's importance to the economy and spirit of the region, the CRDC has identified three targeted industries related to manufacturing that play to the region's strength's and assets while also diversifying and encouraging a sustainable long-term economy. The three targeted industries are advanced manufacturing, fabricated metals, and logistics & warehousing. The CRDC should continue its focus on these three industries, and work with new and existing firms to strengthen the local business connections and working relationships between businesses in the three industries.

All three targeted industries are linked to each other and can provide many services to each other that translates into greater production, efficiency, and exportation of products and services to outside the region for all. Clinton County has one of the strongest fabricated metals clusters in the country. The many firms in the region have shipping and storage needs that could be provided by the strong logistics & warehousing industry. Fabricated metal firms have the ability to supply both logistics and advanced manufacturing firms with specific and well-crafted machine parts and tools, while advanced manufacturers offer technology that aids both logistics work and fabricated metal manufacturing processes. The linkages between these three industries allows for outside money flowing in as revenue from any firm to stay in the community as firms buy products and services from the other local firms in the targeted

industries. The end effect is that the strong the linkages and business connections are between key industries, the more outside money is kept in the region, having a multiplier effect and benefiting even local firms from all industries.

Convert vacant lots in the Liberty Square District into restored prairie.

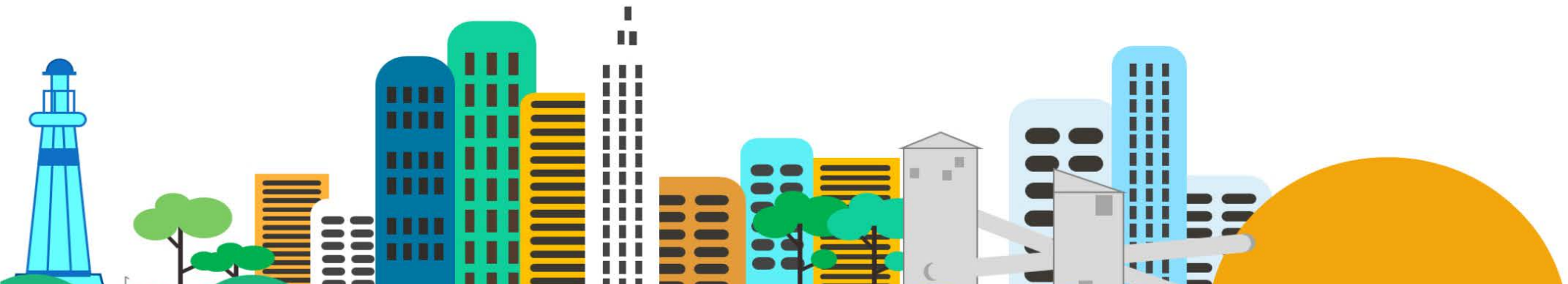
The Liberty Square Urban Renewal Area is 40 acres of relatively undeveloped land between the northeast-bound lane (Liberty Avenue) and southwest-bound lane (Lincoln Highway) of US Highway 30. Slated for future business development, Liberty Square currently lies nearly bare. Highway 30 is a major thoroughfare in the city, and so many residents and visitors alike pass by the vacant Liberty Square. As one of the first sights when entering Clinton, Liberty Square should be a positive representation of the city and community. Converting some or all of Liberty Square into restored native prairie has several economic and aesthetic benefits for the city. Having a small, natural Iowa prairie would offer an appealing entrance greeting residents, workers, and visitors, while providing a positive first impression of the city. Prairie reclamation in Liberty Square also re-emphasizes the city's commitment to business attraction and development in traditional commercial districts by reducing the availability of cheap land, which leads to sprawl and straining of resources.

Vegetation native to Iowa requires less maintenance. Not only would this reduce maintenance costs of all 40 acres, but funding through the Iowa DNR's Resource Enhancement and Protection program is available to restore the prairie. Grant applications for funding in FY 2019 are due by June 1, 2018. Current guidelines for Living Roadway Trust Fund can be found at the Iowa Department of Transportation's [website](#).

Develop an inventory of properties in which commercial businesses can locate.

A complete inventory of buildings or vacant properties would be beneficial to the Clinton micropolitan region in the future. The City of Clinton should work with the Clinton County government and other municipalities in the area to compile a comprehensive list of buildings suitable for commercial properties or vacant lots zoned for commercial use. This list could be utilized in several ways. First, it is available to any municipality or business organization in Clinton County that is approached by new business wanting to relocate there. Second, the list can be updated annually and become a part of the recommended Clinton start-up business guide. Finally, the list could be a component of the proposed umbrella organization's website once up and running and combined with the inventory for industrial properties.

CONCLUSION



The City of Clinton and Clinton County have seen many changes to the local economy over many years. As a gateway to the Western US that prospered from river and railroad transport, to being the lumber capital of the Midwest, to an industrial manufacturing town, Clinton has adapted to several changes throughout its history. Clinton is currently experiencing new changes and challenges, but as the history and culture of the city have proven, Clinton will adapt again.

The challenges to strengthen the economy of the Clinton micropolitan area must be addressed immediately, however. These challenges affect the quality of life for the residents of the area and have a profound impact on the region.

Major challenges in economic development include:

- increasing the number and variety of businesses
- improving the condition of downtown properties
- retaining a strong manufacturing sector
- developing and retaining a skilled workforce
- increase the institutional capacity for planning and development

Despite the current challenges, Clinton has many existing assets that can be utilized for future economic development.

These assets include:

- existing transportation infrastructure
- historic character of the downtown
- educational institutions capable of supporting the workforce

- strong manufacturing base
- committed community leadership
- network of economic development organizations

Through this plan’s research, analysis, and synthesis, new strategies and actions were created based on their impacts on the local economy, workforce, and residents. Priority of key issues facing the community were considered when constructing the recommendations. The recommendations are also critical steps that need to occur before additional, long-term economic development initiatives can occur.



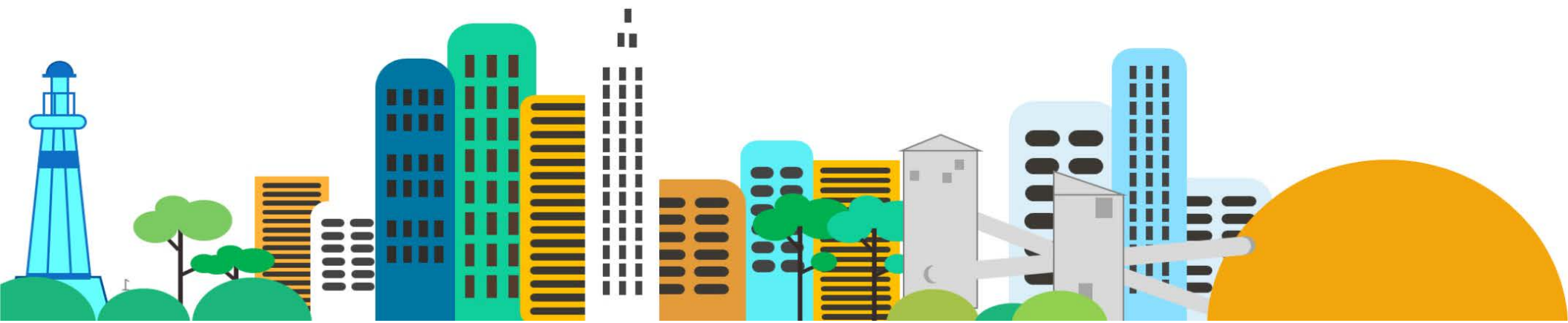
Key recommendations for economic development include:

- hiring additional planning and development staff

- coordinating and collaborating between economic development organizations through an umbrella organization
- aligning educational programs with regional employment needs
- utilizing critical business resources to recruit and expand businesses, including renewable biochemical production
- incentivizing redevelopment of the downtown through a focused and block-by-block approach

This plan starts at the foundation of economic development—focusing on central commercial spaces, harnessing regional economic assets, and generating a greater sense of community—but does not end there. The success in one part of the city can spill over to others, as well as the entire region, and successes in some areas of economic development will support and strengthen other areas of economic development. By following the recommendations of this plan, the Clinton area can shift in a new direction towards greater economic success.

APPENDIX



INDUSTRY ANALYSIS

Industry	2010	2016
	Location Quotient Clinton County, IA	Location Quotient Clinton County, IA
Goods-producing	1.86	1.75
Natural resources and mining	0.64	0.77
Construction	1.16	0.83
Manufacturing	2.38	2.40
Service-providing	0.89	0.89
Trade, transportation, and utilities	0.90	0.99
Information	0.69	1.03
Financial activities	0.62	0.65
Professional and business services	0.65	0.63
Education and health services	1.26	1.17
Leisure and hospitality	0.93	0.84
Other services	0.68	0.67

BLS QWEC - Annualized data

Location Quotient 7-Year Comparison

$$LQ = \frac{\left(\frac{\text{Region's Industry Employment}}{\text{Region's Total Employment}} \right)}{\left(\frac{\text{U.S. Industry Employment}}{\text{U.S. Total Employment}} \right)}$$

Location
Equation Quotient

$$NS_{ir}^t = E_{ir}^{t-1} \times \left(\frac{E_{iUS}^t}{E_{iUS}^{t-1}} - 1 \right) \quad NS_r^t = \sum_i NS_{ir}^t$$

$$IM_{ir}^t = E_{ir}^{t-1} \times \left[\left(\frac{E_{iUS}^t}{E_{iUS}^{t-1}} \right) - \left(\frac{E_{iUS}^t}{E_{iUS}^{t-1}} \right) \right] \quad IM_r^t = \sum_i IM_{ir}^t$$

$$RS_{ir}^t = E_{ir}^{t-1} \times \left[\left(\frac{E_{ir}^t}{E_{ir}^{t-1}} \right) - \left(\frac{E_{iUS}^t}{E_{iUS}^{t-1}} \right) \right] \quad RS_r^t = \sum_i RS_{ir}^t$$

$$\Delta E_{ir} = NS_{ir}^t + IM_{ir}^t + RS_{ir}^t \quad \Delta E_r = NS_r^t + IM_r^t + RS_r^t$$


Shift-Share
Equations Analysis

Industry	Clinton County, IA					United States					Clinton County, IA		
	2010	2016	Industry Structure as of 2010	Job Change	Percentage Change from 2010 to 2016	2010	2016	Industry Structure as of 2010	Job Change	Percentage Change from 2010 to 2016	National Share (NS)	Industry Mix (IM)	Regional Shift (RS)
Total for selected sectors	40,475	37,954	100.0%	(2,521)	-6.2%	212,249,799	240,737,344	100.0%	28,487,545	13.4%	5,432	0	(7,953)
Gross-producing	6,266	5,532	15.5%	(734)	-11.7%	18,775,587	20,855,718	8.8%	2,080,131	11.1%	841	(147)	(1,428)
Natural resources and mining	208	218	0.5%	10	4.8%	1,798,592	1,872,879	0.8%	74,287	4.1%	28	(19)	1
Construction	1,147	837	2.8%	(310)	-27.0%	5,489,499	6,686,142	2.6%	1,196,643	21.8%	154	96	(560)
Manufacturing	4,911	4,477	12.1%	(434)	-8.8%	11,487,496	12,296,697	5.4%	809,201	7.0%	659	(313)	(780)
Service-providing	13,971	13,445	34.5%	(526)	-3.8%	87,425,645	99,648,903	41.2%	12,223,258	14.0%	1,875	78	(2,479)
Trade, transportation, and utilities	3,968	4,058	9.8%	90	2.3%	24,442,734	27,002,877	11.5%	2,560,143	10.5%	533	(117)	(326)
Information	337	435	0.8%	98	29.1%	2,703,886	2,796,947	1.3%	93,061	3.4%	45	(34)	86
Financial activities	818	782	2.0%	(36)	-4.4%	7,401,812	7,953,761	3.5%	551,949	7.5%	110	(49)	(97)
Professional and business services	1,954	1,913	4.8%	(41)	-2.1%	16,712,011	20,024,917	7.9%	3,312,906	19.8%	262	125	(428)
Education and health services	4,208	3,832	10.4%	(376)	-8.9%	18,656,160	21,654,265	8.8%	2,998,105	16.1%	565	111	(1,052)
Leisure and hospitality	2,160	1,981	5.3%	(179)	-8.3%	13,006,814	15,556,625	6.1%	2,549,811	19.6%	290	134	(602)
Other services	527	444	1.3%	(83)	-15.7%	4,349,563	4,387,613	2.0%	38,050	0.9%	71	(66)	(88)


BLS QWEC - Annualized data

Shift-Share Analysis

COMMUNITY COLLEGE STUDENT SURVEY QUESTIONNAIRE



THE UNIVERSITY OF IOWA



School of Urban & Regional Planning

Clinton Economic Development Project Introduction

The Clinton Economic Development project started in August of 2017 as a collaboration between the University of Iowa's School of Urban & Regional Planning and the Iowa Initiative for Sustainable Communities. A major component of the project is to identify strategies to enhance the social well-being of the area's residents, specifically an increase in living standards and economic opportunities. Within the scope of the project, the project team is surveying community college school students from the area in order to understand their perceptions about the community, along with current gaps in the community's facilities and services.

We thank you for the time you dedicate to this survey. We will be available to answer any questions you may have regarding this questionnaire and the project it supports. Your answers are essential to provide informed data that will be used to help guide the Clinton area towards a brighter future.

The survey has 8 questions and will take approximately 3-5 minutes.

Thank you for your time!

Consent Form

I confirm that I have read and understand the information above and have had the opportunity to ask questions

I understand that my participation is voluntary and that I am free to withdraw at any time without giving reason

I agree to take part in the above study. I agree to the use of anonymized quotes in publications

Gender

Male

Female

Prefer not to disclose

What are your plans after CCC?

Four-year college and return to Clinton area

Four-year college and obtain job elsewhere

Obtain job in Clinton area

Obtain job outside Clinton area

Self-employment


Military

At this time, do you picture yourself living in this area in the future?

Yes

No

>>



THE UNIVERSITY OF IOWA

What are some of the reasons you would picture yourself living in the Clinton area in the future?

Job or business opportunity

Good place to raise a family

Family ties to community

Cost of living

Quality schools

Shopping opportunities

Access to healthcare

Good recreational facilities

Other, please specify

If quality career or business ownership opportunities were available, how likely is it that you would prefer to return in the future to the Clinton area to live?

Extremely likely

Somewhat likely

Neither likely nor unlikely

Somewhat unlikely

Extremely unlikely

Please rate the the following facilities and services

	Extremely good	Somewhat good	Neither good nor bad	Somewhat bad	Extremely bad
a. Availability of jobs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. Access to healthcare	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. Local shopping options	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d. Access to affordable housing/rental housing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e. Wages/income	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
f. Public safety	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
g. Access to parks and recreation facilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
h. Ability to walk or bike in town	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
i. Availability of dining options	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
j. Maintenance of local streets, sidewalks, utilities, and public buildings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
k. Activities for young adults/ young families	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

From the above list, what are the top 3 facilities/services you would most like to improve?

Overall, rate Clinton as a place for young adults.

Far above average

Somewhat above average

Average

Somewhat below average

Far below average

Please provide any additional thoughts that you would like to share with us:

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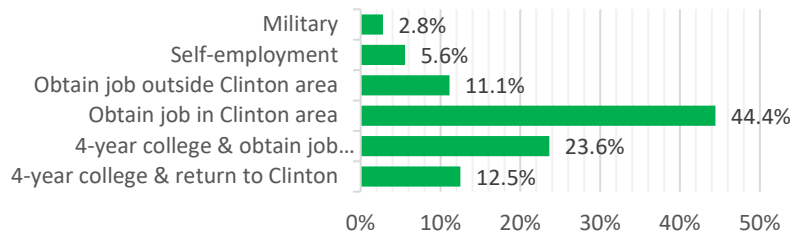
Clinton Community College student survey

DETAILED SURVEY RESULTS

In Question 1, we asked about the plans after graduation, in order to understand the willingness of the youth to stay in Clinton area. 44.4% of the total respondents said they are planning to obtain job in Clinton area after graduating the Clinton Community College.

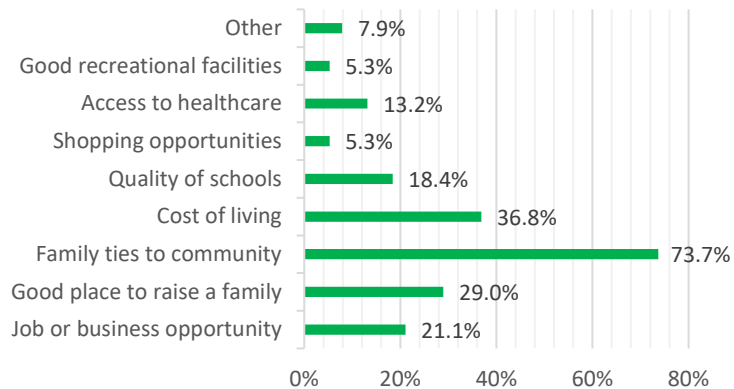
The result of Question 2 shows that 57.5% of the total respondents picture themselves living in the area.

1. What are your plans after Clinton Community College?

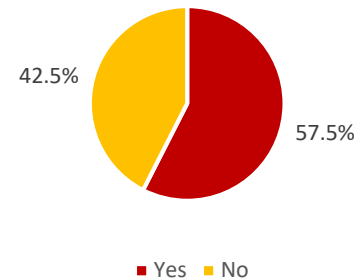


Question 3 shows that the most important factor indicated as a reason to stay in Clinton was family ties to the community, followed by cost of living and a good place to raise a family.

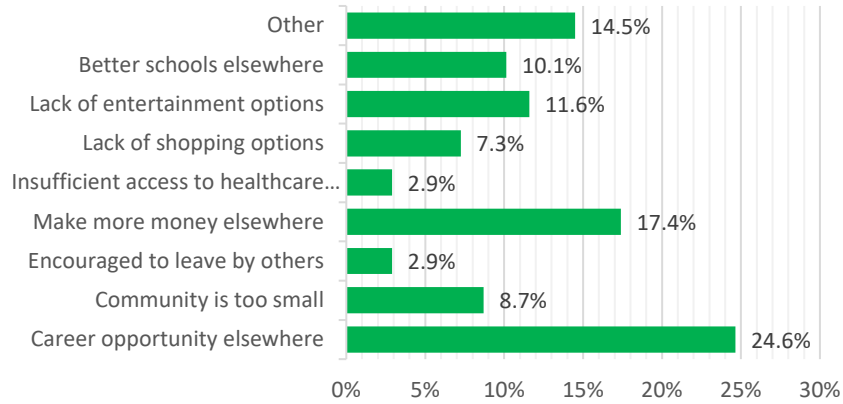
3. What are some of the reasons that you would picture yourself living in the Clinton area?



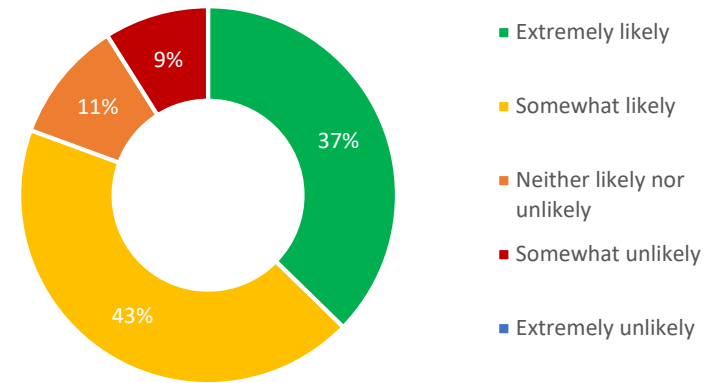
2. At this time do you picture yourself living in this area in the future?



4. What are some of the reasons you would NOT picture yourself living in the Clinton area in the future?



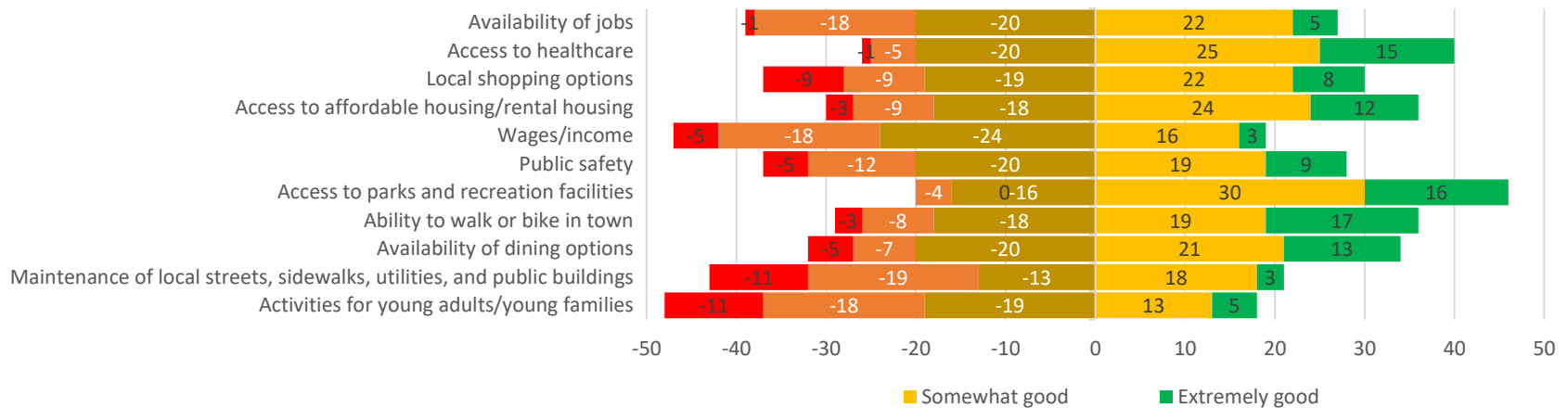
5. If quality career or business ownership opportunities were available, how likely is it that you would prefer to return



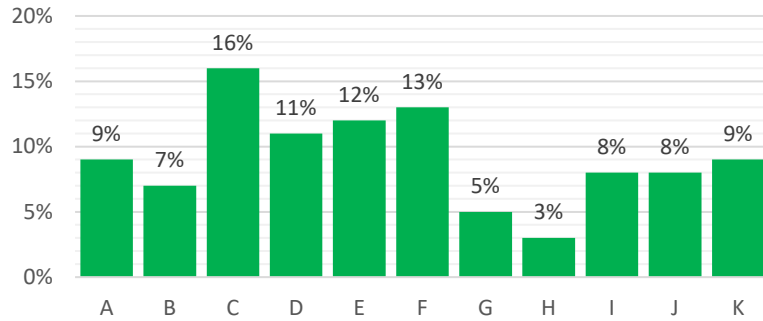
Career opportunities offered in other places were selected as the biggest reason to leave Clinton. Respondents of the Question 4 have also mentioned the climate, odors from local industry, lack of high paying jobs, and the general deterioration of the city over the last few years. In Question 5, round 80% of the respondents said that they would be extremely likely or somewhat likely to live in Clinton if quality career or business ownership opportunities were available.

Question 6 asked the respondents to rate the existing facilities and services. 26% rated the ability to walk or bike in town as extremely good, followed by access to parks and recreation and access to healthcare. On the other hand, maintenance of local streets, utilities, and public buildings were rated as extremely bad by 11 people, as well as the lack of activities for young adults and young families.

6. Please rate the following facilities and services

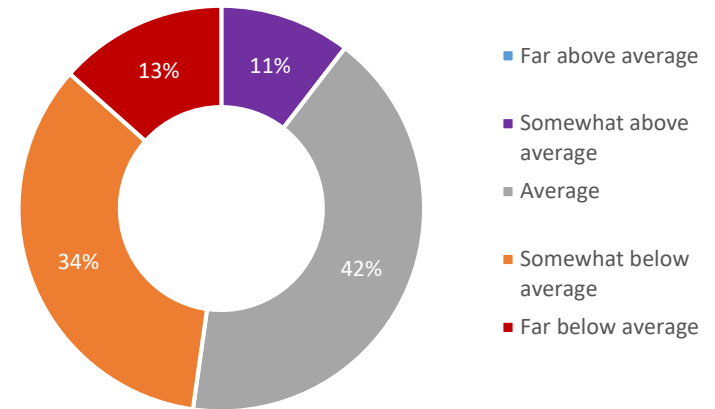


7. What are the top 3 facilities/services you would most likely to improve?



- A** - Maintenance of local streets, sidewalks, utilities, and public buildings
- B** - Local shopping options
- C** - Activities for young adults/young families
- D** - Availability of jobs
- E** - Public safety
- F** - Wages/income
- G** - Availability of dining options
- H** - Access to affordable housing/rental housing
- I** - Access to parks and recreation facilities
- J** - Ability to walk or bike in town
- K** - Access to healthcare

8. Overall, rate Clinton as a place for young adults



Question 7 compiled respondents' top 3 facilities or services to see improved. The lack of activities for young adults and young families was considered as the top category that needs improvement. The importance of this category was raised several times during the interviews with Clinton Community College students and staff.

Additional comments received from the survey included:

- The lack of diversity in restaurants, retail stores (particularly clothing), and activities for young adults
- The lack of community pride
- The lack of adequate warning for road construction projects and the lengthiness of these projects
- The necessity for entertainment/nightlife options downtown and recreation opportunities
- The perception of drugs in the community and unsafe feelings due to lack of lighting downtown
- The need for improvements in housing and building conditions
- Multi-modal access to/from the city (rail, road, and river) is a key factor in business location and retention.
- Land is relatively cheap in Clinton, thus it is cost-effective for businesses to locate in the community.
- The quality of hospital services are perceived to be low.
- The adjacent community of Camanche is seen as being safer than Clinton.
- Reliable broadband internet is sorely needed. Currently, there are four internet service providers in the area and a noticeable lack of customer service.

LIST OF BUSINESS RESOURCES

- **Iowa Economic Development Authority:** This website provides grants, funding programs, and other incentive mechanisms for municipalities and businesses through either the business development or community development divisions. To start the pre-application process or find the most up-to-date information about programs, visit their [website](#).
- **Iowa High Quality Jobs Program:** This program provides assistance for the relocation, expansion, or modernization of a facility in the state if the business meets certain requirements, including high-quality jobs as defined by state statute. These incentives include property tax exemptions, refunds on qualified construction and distribution expenses, and R&D. Applicant businesses must meet wage threshold and benefits package requirements in order to qualify, and must apply before the start of the project. All other requirements are additional information and links are available [here](#).
- **Redevelopment Tax Credits Program for Brownfield and Grayfield Sites:** This is a tax credit program that “promotes the economic health of communities by reducing environmental potential hazards, cleaning up eyesores, creating new jobs and boosting tax revenue.” Unlike most of the other programs listed, this program is restricted to individuals, LLCs, S-corporations, non-profits, or trusts or estates. Find for information and additional links [here](#). Qualifying applicants may apply through the Iowa Department of Revenue’s [CACTAS](#) ([Tax] Credit Award, Claim, and Transfer Administration System).
- **Community Catalyst Building Remediation:** This program “assists communities with the redevelopment, rehabilitation or deconstruction of buildings to stimulate economic growth or reinvestment in the community.” The city government must apply for this program. An applicant city must first pass a mandatory pre-application process (information can be found [here](#)). Funding is limited to one commercial building, with the exception that two adjacent buildings may be addressed if owned by the same party. Matching funding must be provided by the city. The most current program description, eligibility requirements, and additional information are available [here](#).
- **Iowa Green Streets:** This set of criteria helps to promote several aspects that make a community better, including public health, smart locations, operational savings, and sustainable building practices. Fulfilling Iowa Green Streets criteria makes Clinton eligible to apply to some Community Development Block Grant funds and all Main Street Iowa Challenge Grant programs, among other project-funding

sources. More information, including the Iowa Green Streets application, can be found at the Iowa Economic Development Authority's [website](#). The full Iowa Green Streets Criteria are located at this [link](#) and a quick checklist can be found [here](#).

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