

# City of Preston, Iowa 2043 Comprehensive Plan

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## Acknowledgements

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*Cover Page Photo: Downtown Preston Mural. Photo by ECIA.*

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# Chapter 1. Introduction

## Community Overview

Preston is a community of 949 people located in eastern Iowa. The city is located in Jackson County on Iowa Highway 64 about eleven miles west of the Mississippi River. Preston is fifteen miles north of Clinton and about 12 miles east of Maquoketa.

## Purpose

The City of Preston 2043 Comprehensive Plan provides City leaders with a twenty year guide for future decision making. The comprehensive plan establishes the community's vision for the future and identifies a recommended set of actions that the community can take to realize that vision. The comprehensive plan focuses on all issues relevant to the development of the community, including land development, housing, economic growth, and infrastructure maintenance. The comprehensive plan is not a regulatory document. Instead, it is a roadmap for the future of the community that has been agreed upon by its residents and leaders.

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

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

## Iowa Smart Planning

The Iowa Smart Planning Act was signed into law by the Governor in 2010, as a way to guide and encourage the development of local comprehensive plans. The bill articulates ten smart planning principles and thirteen comprehensive plan elements for application in local comprehensive plan development and public decision making. These guidelines are intended to improve economic opportunities, preserve the natural environment, protect quality of life, and ensure equitable decision making processes. In developing the comprehensive plan, the City of Preston considered all Iowa Smart Planning principles and elements, and each is addressed in a way that best fits the City of Preston's needs.

### Iowa Smart Planning Principles

1. Collaboration
2. Efficiency, Transparency, and Consistency
3. Clean, Renewable, and Efficient Energy
4. Occupational Diversity
5. Revitalization
6. Housing Diversity
7. Community Character

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8. Natural Resources and Agricultural Protection
  9. Sustainable Design
  10. Transportation Diversity

### Comprehensive Planning Elements

- A. Public Participation
- B. Issues and Opportunities
- C. Land Use
- D. Housing
- E. Public Infrastructure and Utilities
- F. Transportation
- G. Economic Development
- H. Agricultural and Natural Resources
- I. Community Facilities
- J. Community Character
- K. Hazards
- L. Intergovernmental Collaboration
- M. Implementation



## Chapter 2. Community Vision

The purpose of the comprehensive plan is to present a vision for the future of all activities that affect the growth and development of the community. Community engagement is critical to the development of that vision and to the comprehensive planning process. Members of the community played an important role in the creation of the City of Preston 2043 Comprehensive Plan. This chapter outlines Preston's vision for the future and summarizes the community engagement process used to develop it.

### Community Engagement

#### Steering Committee

At the beginning of the planning process, the Preston City Council appointed a project steering committee. The Comprehensive Plan Steering Committee consisted of community members and was the primary contributor to the planning process. The committee members served as representatives of the broader community. The committee met throughout the process and all meetings were open to the public. At its meetings, the committee reviewed plan progress, worked on vision statements, identified issues, and provided feedback on draft documents.

Early in the process, the committee participated in brainstorming sessions to identify ideas for the future of the community. As the planning process moved forward, the committee's role shifted to reviewing and providing feedback on draft chapters.

#### Community Survey

A community survey was used to collect input for the comprehensive plan. The survey was conducted between June and August 2022. The Steering Committee developed a list of questions that focused on existing and desired future conditions in Preston. The online survey questionnaire was published on the City website and paper forms were made available at City Hall. A total of 51 people responded to the survey. Following the completion of the survey, the Steering Committee used the report as a guide for developing the comprehensive plan. Appendix A includes a report that summarizes the results of the survey.

#### Public Input Meeting

The City of Preston hosted a public input meeting for the comprehensive plan on December 8, 2022. People at the meeting, held at Preston Town Hall, discussed a variety of topics including: infrastructure, housing, population retention, options for getting more community input, and planning for new commercial and industrial growth.



*Comprehensive plan public input meeting, December 8, 2022*

## Preston Community Vision

The City of Preston has established the following vision statement for the future of the community. The vision statement will guide the development of the Preston 2043 Comprehensive Plan by describing the community that Preston's residents would like to have twenty years from now. The recommendations included in the comprehensive plan will focus on moving the city closer to achieving its vision.

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*Preston is a safe, tight-knit, and welcoming community where people know their neighbors and help each other. Preston is the center of social and economic activity for its residents and people living in the surrounding area. The community takes pride in its appearance and takes good care of its infrastructure, facilities, and buildings. Preston celebrates its history and traditions, while looking to the future to find creative solutions to problems, and take advantage of new opportunities.*

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## Future Priorities

To help Preston achieve its vision for the future, the community has identified the following list of priorities. The priorities highlight the most important topics that emerged through the comprehensive plan development process.

### Small Town Character

Most people who live in Preston do so because they like the small town lifestyle and have close ties with friends and family in town. Preston residents want to make sure the small town character of the community is preserved. Future community projects should not look to transform the town into something completely new and different, but should focus on making steady, incremental improvements that strengthen the community and make Preston a better version of its current self.

### Housing Options

The community needs additional housing units. All types of housing are needed but senior housing is especially important. Many older people want to stay in Preston, but a lack of senior housing units may require some to move out of town to find housing that fits their needs. The City should continue to encourage construction of new housing units and maintenance and modification of existing residential units as needed to meet the needs of the community.

### Support Local Businesses

Preston's business community provides the goods and services that keep the community running. Preston prides itself on having everything you need available in town. Many of these businesses are locally-owned and employ residents of Preston and the surrounding area. Starting a new business or running an existing business can be difficult, especially in a small town. The City should continue to make efforts to support existing small businesses and assist people who are interested in starting a business.

### Room to Grow

People in Preston love to support locally-owned businesses, and as that support helps those businesses grow, they will need room to expand. The city's industrial park and main street are nearly full. The community has established a business incubator to help startups, but once a business gets past the



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startup phase, they can have difficulty finding adequate space to expand into. The community's plans should identify locations for future commercial and industrial development and for the redevelopment of existing buildings and properties.

### Connectivity and Walkability

One of the benefits of small town living is that many of the places people want to go during the course of the day like work, school, the park, and the grocery store are all within easy walking or biking distance from home. Continuing to improve and expand the community's network of sidewalks and trails will help people get where they need to go while being outdoors and enjoying their community.

### Support Community Volunteers

Preston's fire department, public library, and other important community institutions rely on the hard work and dedication of volunteers. The spirit of volunteerism is an important resource that the community needs to achieve its vision for the future. To implement the recommendations contained in the comprehensive plan, the City should continue to engage and support the people that give their time and talents to make the community work.

### Maintain and Improve Infrastructure

Preston's streets, water, and sanitary sewer systems are critical to everyday life in the community. Maintaining these systems in good working condition in the most cost efficient way possible is a key priority for the community's future. All future development plans should consider the long-term impacts on these important systems.

## Chapter 3. Community Character

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

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

Throughout the input process many Preston residents listed the small town atmosphere, the closeness of the people, and the willingness of neighbors to help each other out as things they liked most about their community. The goal of this chapter is to identify and build on the community's unique characteristics.

### Population Demographics

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

#### Population

Total population is the most important piece of demographic information for a city. A basic count of people helps city leaders understand the community's needs for infrastructure and services. Throughout its history as a city, Preston has experienced periods of steady population growth and periods of very little growth or slight declines in population.

Figure 1 charts Preston's historical population between 1890 and 2020. The trend has been upward growth that leveled off around 1980. Since 1980 the population has fluctuated some, but overall, the city has maintained its population.

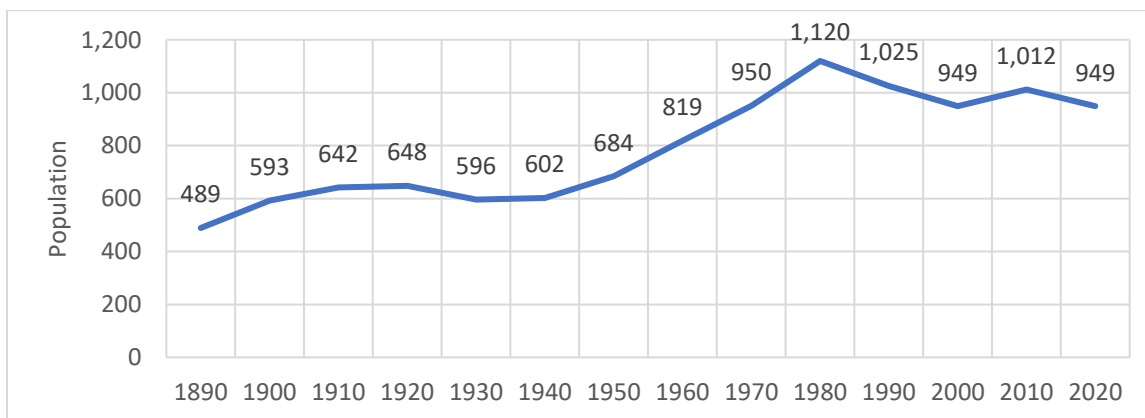


Figure 1. Preston Historical Population

Source: US Census Bureau, Decennial Census. Data compiled by the State Data Center of Iowa.

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

Having the ability to maintain population is important for small communities. Population growth encourages economic growth by creating demand for housing and expanding the customer base for local businesses. Local employers also depend on the area's population to fill their workforce. Population growth can also help the city financially by increasing economic activity and ultimately leading to a larger tax base that allows the community to expand services while keeping tax rates low.

### Population Growth Factors

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

For a period from 1940 to 1980, the Preston's population grew steadily. But beginning in the mid-1980s, economic conditions halted the city's population growth. During this time an economic recession hit the agricultural and manufacturing sectors of the economy. Known as the Farm Crisis, this recession led to high unemployment and population decline in many communities across the Midwest. Today, the region's economy has diversified, economic conditions have improved and are now having a positive effect on the city's population.

Agriculture and manufacturing are still very important, but many area workers are now employed in the service, technology, and tourism industries.

In recent years, lack of new housing construction has limited the city's ability to expand its population. Jackson County Assessor's records indicate that only a handful of homes have been constructed in Preston since 2010. Limited housing supply has resulted in a tight housing market that can inflate prices and prevent people from moving into the community. The community has taken action to address the housing issue with the Harvest Heights Subdivision project and other initiatives that are intended to give the city the additional housing it needs to grow.

Changing household demographics is another trend that has increased demand for housing and limited Preston's ability to grow. In general, broad demographic

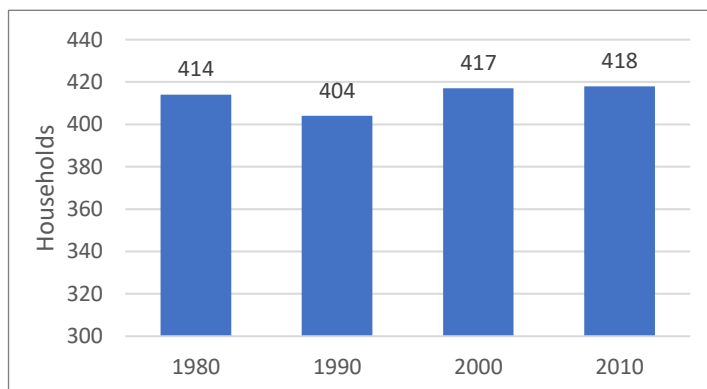


Figure 3. City of Preston Households

Source: US Census Bureau, 1980-2010 Decennial Census

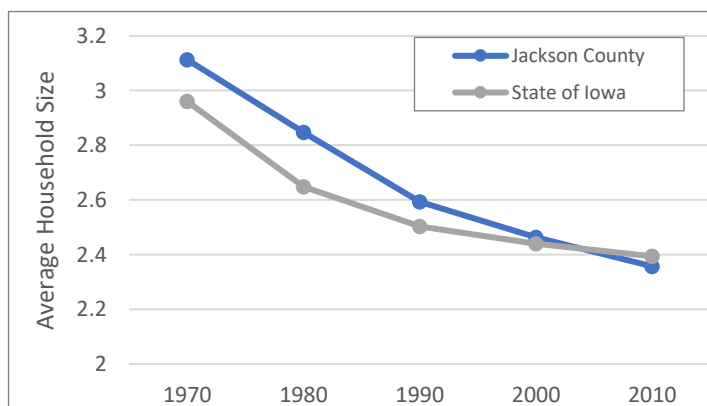


Figure 2. Average Household Size

Source: US Census Bureau, 1970-2010 Decennial Census

trends including the population getting older on average and people having fewer children have caused the average household size to shrink. This trend, of fewer people living in each household has been observed across the county, but is especially prevalent in small towns and rural areas. Figure 2 shows the total number of households from 1980 to 2010 in Preston. Figure 3 shows the change in average household size for Jackson County and the State of Iowa over the same time period. The charts show that the number of households grew slightly between 1980 and 2010, but the number of people living in each household decreased. In 1970 the average Jackson County household contained 3.1 people, but by 2010, the average had dropped to just under 2.4 people.

### Population and Housing

Demographers expect the trends of lower birth rates and aging population to continue over the long term, so it will be important for Preston to consider these factors when assessing future housing demand and the types of housing needed. For example, with an increasingly older population, the city may need to consider adding more assisted living units. In addition, with fewer people in each household, the community's population may go down even if all its available housing is 100% occupied. To maintain its population, the city will need to look for ways to add more housing units to allow people to move into the community and maintain the City's population.

### Quality of Life

In addition to adding housing, improving the quality of life for residents is essential for maintaining the city's population. For many people, location of work determines the general area of where they live, but the exact location they choose to make their home is often decided based on quality of life factors. A unique community identity along with well-kept properties, parks, community events, and recreational activities can please current residents and help attract new people to the community. The City of Preston and existing community organizations like Preston Growth and Development and the Lions Club can help improve the quality of life in the community by engaging residents of the community organizing events, and promoting the economic development of the community

### Active Resident Retention and Recruitment

Efforts to improve the quality of life can be reinforced by efforts to promote the city's unique aspects and encourage new people to move to the community. Many communities have established programs to attract employers, but few have implemented similar programs to recruit new residents. University of Minnesota Extension has conducted research on rural migration and resident recruitment. The researchers have compiled a list of resident recruitment strategies implemented by various communities.

- Organizing volunteers to welcome new people to the community. This could be as simple as taking new residents out to lunch as a way to welcome them to the community and learn about their interests and talents.
- Working with local community organizations, clubs, and other groups to involve new residents and match up their talents and passions with community needs.
- Building housing for the elderly to free up single-family homes, which would then be matched with young families moving to the community.
- Offering newcomers free passes to municipal recreation facilities, discounts from local merchants, and several months' free utility service.
- Courting alumni at school reunions by informing them of retiring businesses and homes for sale.

- Use marketing to promote the positive aspects of living in a small community like Preston vs. living in a larger city.
- Ensure that high-quality childcare opportunities are available and affordable to all residents.

In 2018 a group of students working through the University of Iowa's Iowa Initiative for Sustainable Communities (IISC) completed a strategic plan entitled: *Jackson County Tomorrow: Attracting and Retaining Young Families in Jackson County Iowa*. The plan provides a series of strategies aimed at helping communities in the county address population issues. It includes recommendations to improve the quantity and quality of housing, increase the availability of child care in the county, and guidelines to protect its economy through youth entrepreneurship, marketing, and business succession planning. The full plan is available at <https://iisc.uiowa.edu/projects/attracting-young-families-jackson-county>.

## Community Events

Throughout the year Preston hosts events that are attended by many community residents and visitors. These events are anticipated by residents and bring money into the local businesses. Most of these events are organized by community groups and volunteers with the support of the City of Preston.

### Preston Holiday Festival

Preston hosts a holiday festival the first weekend in December. The three-day event features a variety of activities including: the Parade of Trees at Town Hall with decorated trees and displays sponsored by local businesses, businesses open houses with refreshments, craft and décor sales, live music, and a lighted Christmas parade around town.

### Community Events

In addition to the Holiday Festival, the community hosts many events throughout the year including:

- Oly's Garage hosts a car show every August. The event features classic cars, music, and food. The show brings visitors to the community and raises money for charitable causes.



Lighted Christmas Parade



Lions Club Breakfast



Volunteers Working in Westside Park



Fireman's Celebration Parade



Oly's Car Show



Halloween Party in Westside Park



- Every June the Preston Firemen’s Celebration (Preston Days) is an important date on the community’s calendar. The festivities include a parade, steak supper, street dance and many other activities sponsored by other organizations in the community.
- Every October the community holds a Halloween party in Westside Park. The party, sponsored by Preston Growth and Development and the Preston Lyons Club is free and includes a costume parade, bounce house, and Halloween treats.
- Fundraisers for community projects such as the park improvements or for community organizations like the fire department or ambulance services.
- Benefit events for community members facing health challenge.
- Volunteer park clean up events.
- Summer Reading Program at the library.



*Preston American Legion Building*

## Community Organizations

None of events listed above would be possible without hours of planning and hard work provided by members of Preston’s community organizations. Organizations like the American Legion, the Manna Center Food Pantry, the Riverhawk Backpack Program, the Preston Fire Department Women’s Auxiliary, the Preston Lion’s Club, and the Red Hat Society provide leadership in the community and are one of its most valuable resources. The following section highlights a few of the organizations that are making a positive impact on the community.

### Preston Growth and Development

Preston Growth and Development is a community organization that is committed to the promotion of the community’s economic development through continual improvement of the business environment, the provision for opportunities for growth, and the enhancement of the quality of life for current and future residents. Preston Growth and Development works closely with the City of Preston to organize community events, promote local businesses, and bring the business community together to develop strong social networks.

### Hometown Pride

Since 2017, Preston Growth and Development has been serving as Preston’s Hometown Pride committee. The Hometown Pride program, sponsored by Keep Iowa Beautiful, enhances the communities while giving local residents the skills and desires to make their communities better. Since 2017, the Hometown Pride program has helped Preston with several projects including: Two Good and Westside Park improvements, downtown incentives, and establishing a city administrator position.

### Preston Lions Club

The Preston Lions club is a service organization that provides a place where individuals join together to give their valuable time and effort to improve their community. Events hosted by the club, such as the annual omelet and pancake breakfast, bring the community together and help raise money for worthy causes.



## Churches

Religious organizations are an important part of the Preston community. The city is home to Preston United Methodist Church, Saint John's Lutheran Church, and Saint Joseph Catholic Church.

## Community History

The City of Preston's history dates to the mid-1800s, but archeological evidence suggests that humans have lived in the area for much longer. Early settlers noted large groups of Sauk, Meskwaki, and Ho-Chunk groups in the area, and prehistoric archeological sites found in the area have been found to be around 13,000 years old.

The first official settlements and farmsteads were built in the area that would become Preston around the time the Territory of Iowa was organized in 1838. Settlers continued to arrive in the area and the population began to grow steadily as the State of Iowa was admitted to the Union in 1846. The arrival of the railroads accelerated growth and ultimately led to Preston's creation. Planning for a rail line heading west from Sabula and a new town that would eventually become Preston began in 1860s. The town was platted and the first train arrived at the Preston depot in 1870. The railroad was so important for the community that it was named for Issac M. Preston, one of the leading promoters of the railway company that built the railroad and platted the city.<sup>1</sup>

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



*Preston Times Building*



*Old City Hall and Fire Station*



*Preston Town Hall*



*Preston Light and Power*

<sup>1</sup> Kunau, Dick, et al. *Preston Iowa: 150 Years of Life and Times*. 2022

older buildings so that these important structures will continue to be around for many years to come. Examples of these efforts include the Old City Hall and Fire Station that has been restored by its owner, and the Preston Times Building that is currently being renovated with help from an Iowa Economic Development Authority Community Catalyst Grant. The Preston Light Plant building and the Preston Town Hall building are additional examples of structures that are an important part of the city's history. The Light Plant building has been recently refurbished and the City recently received grant funding to make improvements to Town Hall.

## **Community Character Recommendations**

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

- Identify and enhance the elements that give the community its sense of place and identity.
- Leverage the city's unique culture, historic elements, and contributions from artists for economic development, community marketing, and resident attraction and retention.
- Establish a resident recruitment program focused on promoting Preston, welcoming newcomers, and attracting people to live in the community.
- Encourage the creation of the housing needed to maintain the city's population.
- Support community organizations that help improve the community, serve people, and organize the events that bring the community together.
- Safeguard Preston's historic sites, buildings, and cultural resources.
- Rehabilitate existing buildings in a way that preserves their historic significance while allowing their use for modern purposes like office space, retail, or housing.
- Encourage community events like community clean-up day that bring people together and build community pride.

## Chapter 4. Economic Development

A vibrant economy is a critical part of a community's foundation. Good jobs that pay a living wage and access to goods and services are important quality of life factors for community residents. This chapter describes current economic conditions in Preston and identifies the organizations, projects, and policies that will help the community address issues of employment, industry, and commerce in an effective way.

### Economic Indicators

The information presented in this section provides a snapshot of current economic conditions in Preston and the surrounding area. Iowa Workforce Development (IWD) is the primary source for economic data in the state of Iowa. IWD provides data on total employment, labor force size, and unemployment rates. IWD does not report numbers for non-metropolitan cities, so for communities like Preston, county-level data provides the best picture of the current employment situation.

#### Employment

Prior to the Covid-19 pandemic, the level of employment in Jackson County was fairly stable. Figure 4 charts Jackson County employment from January 2012 to August 2022. The top chart shows total nonfarm employment and the bottom chart shows annual employment growth. Note that the data in Figure 4 is not seasonally adjusted, so the employment numbers fluctuate up and down in a regular pattern during the year as seasonal businesses bring more workers on board in the warmer months and lay them off during the winter.

From 2014 to early 2020 total county employment stayed between about 6,000 and 6,500. The charts indicate that the pandemic-related job losses began in early 2020 with total employment dropping sharply in the first half of the year and remaining below normal through early 2021. The charts show employment beginning to grow again in the spring of 2021 with continued growth into 2022. In mid-2022, Jackson County had regained most of the jobs lost during the pandemic, but not all. Peak summer employment in June 2022 was 6,200 compared to 6,400 in 2018 and 2019.

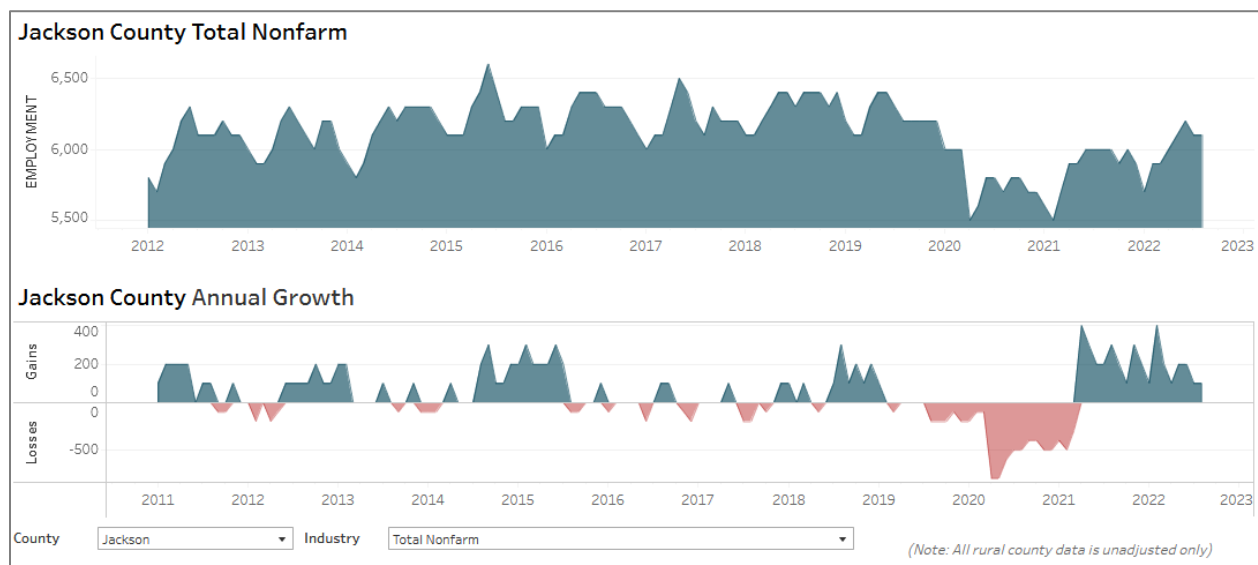


Figure 4. Jackson County Total Nonfarm Employment and Annual Employment Growth

Source: Iowa Workforce Development

## Unemployment

The unemployment rate is another key economic indicator for Preston. The unemployment rate can give us an idea of how many people in the area are looking for work, but are unable to find employment. Figure 5 charts the Jackson County and Iowa statewide rates from January 2012 to September 2022.

As with total employment, the impacts of the Covid-19 pandemic are evident in the unemployment chart. After trending downward for several consecutive years, unemployment rates spiked in the spring of 2020 topping out at 10.7 percent in April of that year. After falling quickly from the peak, unemployment remained elevated for the rest of 2020 and most of 2021. Unemployment fell to 2.5 percent in May 2022, which was slightly higher than the pre-pandemic rate of 2.1 percent in October 2019.

In addition to pandemic impacts, the unemployment chart also shows the Jackson County unemployment rate following a similar seasonal pattern to the statewide unemployment rate, with Jackson County's rate tending to be around one percentage point higher in the winter months. This indicates that Jackson County has a higher proportion of its workforce employed in seasonal positions when compared to the rest of the state.

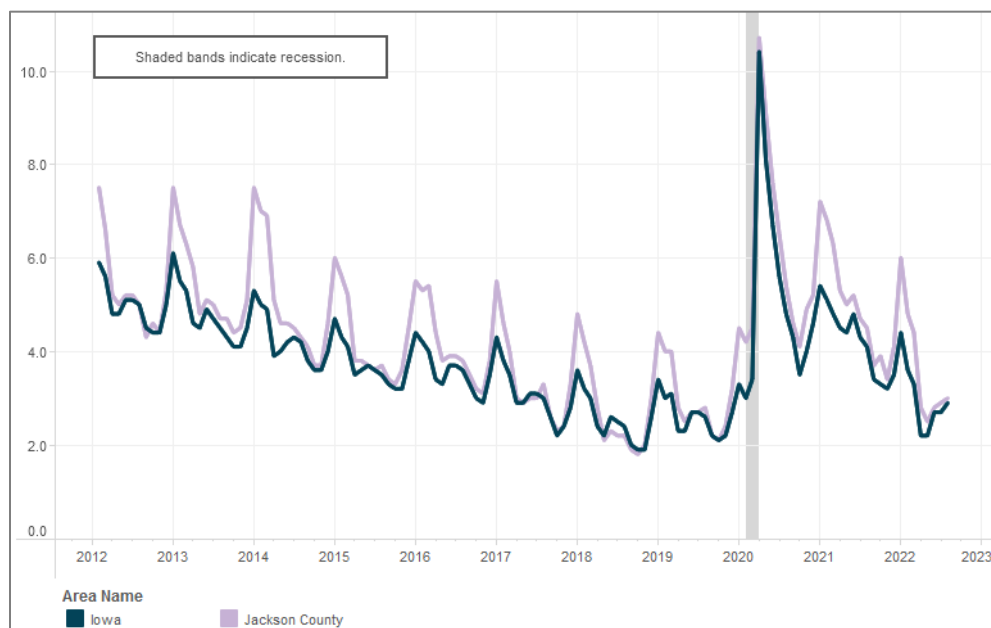


Figure 5. Unemployment Rate (%) by Month (Not Seasonally Adjusted)

Source: Iowa Workforce Development

## Labor Force

The size of the area's labor force, defined as the total number of people sixteen years of age and older who are either employed or unemployed and looking for work. While the Jackson County's total employment and unemployment rate have almost fully regained the pandemic related losses, the area's labor force has not bounced back as strongly. Many workers left the labor force during the pandemic and did not come back to work. This is a possible long-term concern as local employers will need to find workers to fill open positions. Figure 6 shows that the county has not regained the labor force lost during the pandemic.

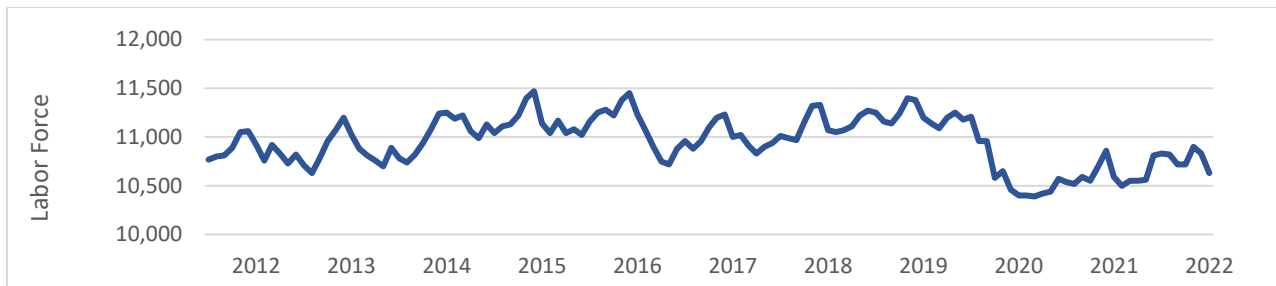


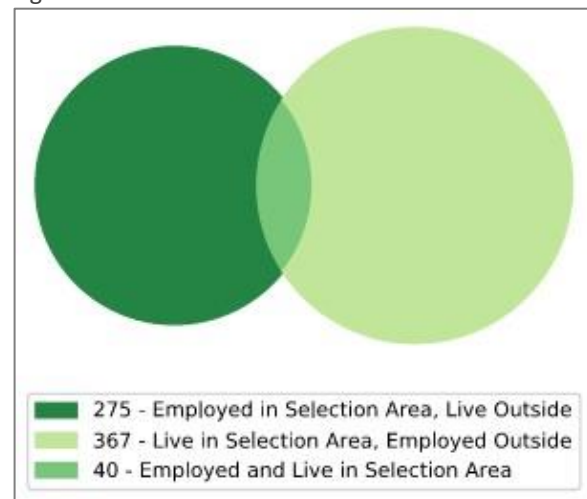
Figure 6. Jackson County Labor Force  
Source: Iowa Workforce Development

## Commuting

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

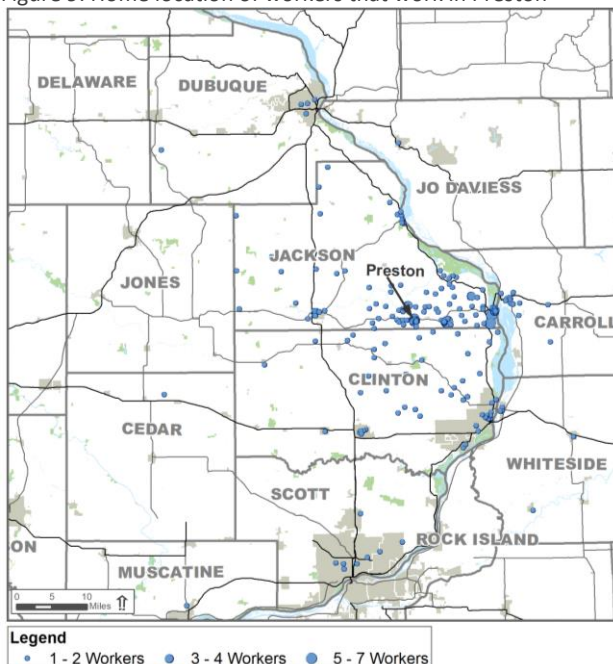
As with many small communities, many of the workers that live in Preston commute to nearby communities for work, but Preston is also home to several employers that bring people into the community from outside. Figure 7 illustrates the

Figure 7. Preston Worker Flows



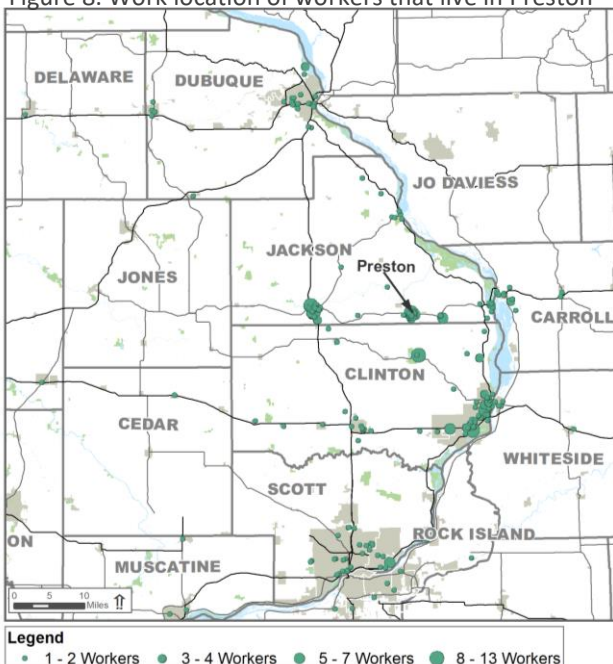
Source: U.S. Census Bureau's OnTheMap <http://onthemap.ces.census.gov>

Figure 9. Home location of workers that work in Preston



Source: U.S. Census Bureau's OnTheMap <http://onthemap.ces.census.gov>

Figure 8. Work location of workers that live in Preston





number of workers commuting into and out of Preston. The figure shows that a large number of the community's workers commute out of town for work, and a smaller number of workers commute in. The figure shows that a relatively small number of workers both live and work in the city of Preston.

Workers leaving Preston for work are likely driving ten to thirty minutes to other nearby communities like Maquoketa, Miles, Sabula, and Clinton, or to larger urban areas such as Dubuque or the Quad Cities that are forty-five minutes to an hour away. Figure 9 shows the home location of workers who work in Preston. Figure 8 shows the work location of workers who live in Preston. Each dot on the maps represents a Census Block. The larger the dot, the more workers at that location.

While total employment in Jackson County has not expanded much over the past ten years (apart from pandemic-related changes), total employment in some of Preston's top commuting destinations, Dubuque and Scott counties, has continued to increase. According to the US Bureau of Labor Statistics, between July 2012 and July 2022 the two counties combined to add a total of 6,300 jobs.

### Retail

Retail sales are an important measure of economic activity in a community, and many people consider access to retail businesses like shops restaurants as central to their quality of life. Iowa State University Extension produces annual retail sales reports for every community in the state. The chart in Figure 10 compares sales levels in Preston to expected values based on sales in similar sized cities in Iowa. The blue rectangles illustrate the range of expected values and the red lines show actual per capita sales in Preston. The chart shows that Preston's actual retail sales exceeded the expected range every year from 2010-2019.

The strength of Preston's retail sales can be attributed to its diverse business community. Preston is home to several retail businesses including a grocery store, pharmacy, and several other small businesses that allow Preston residents shop local. The community is also home to businesses like Kunau Implement that bring in retail spending from a broader region.

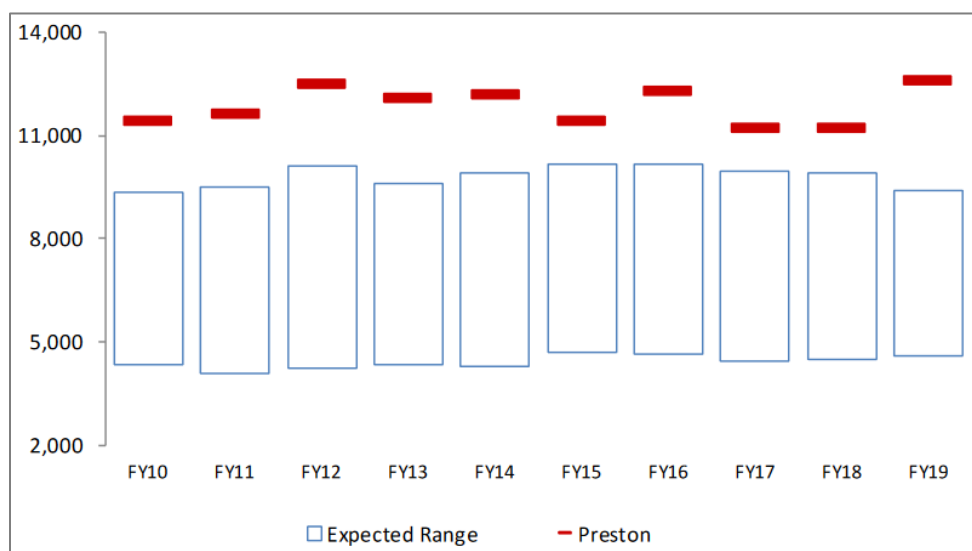


Figure 10. Preston Expected and Actual Sales Per Capita

Source: Iowa State University Extension, 2019.



The retail sales data indicates that retail sales are a strength that Preston can build on in the future. Preston residents pointed out that the community serves as a retail and service center, not just for its own residents, but also the residents of the surrounding area.

## Economic Development Partners

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

### Preston Growth and Development

Preston Growth and Development is a community organization that is committed to the promotion of the community's economic development through continual improvement of the business environment, the provision for opportunities for growth, and the enhancement of the quality of life for current and future residents. Preston Growth and Development works closely with the city of Preston to organize community events, promote local businesses, and bring the business community together to develop strong social networks.

### Jackson County Economic Alliance

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



### Community Foundation of Jackson County

The Community Foundation of Jackson County, an affiliate of the Community Foundation of Greater Dubuque, is an organization that works to create a strong, thriving, and vibrant region by inspiring community members to give, making grants to strengthen nonprofits, and investing in long-term community initiatives. The Community Foundation manages a number of funds that are specifically focused on improving the Preston community including: Preston Area Betterment Fund, Preston Area Betterment Fund Endowment, the Preston Public Library, and the Preston Public Library Endowment Fund.



### East Central Intergovernmental Association

East Central Intergovernmental Association (ECIA) manages a number of economic development programs. ECIA Business Growth Inc., a non-profit corporation formed in 1982, provides low-interest loans to businesses for expansion that creates new or retains current jobs. ECIA Business Growth, Inc. operates business loan programs including the U.S. Small Business Association (SBA) 504 Program and the Jackson County Revolving Loan Fund. Since 1983, the ECIA Business Growth Board of Directors has approved 283 loans totaling \$84,038,699, resulting in the creation or retention of 4,917 jobs.



### Prosperity Eastern Iowa

ECIA also manages Prosperity Eastern Iowa (PEI). PEI is a partnership of economic development stakeholders that



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

## **Downtown Incentive Programs**

The City of Preston and the Jackson County Economic Alliance have developed a unique, multi-pronged incentive package to encourage redevelopment of the downtown area in Preston. The Downtown Incentive Programs offer businesses in the designated area financial incentives to make improvements to their properties that will increase market value and provide housing opportunities through upper story development. A Design Committee and the City Council review and approve all incentive applications. The following section includes a brief description each program.

### **Acquisition Assistance**

This program assists buyers in acquiring downtown or commercial property. Anyone who purchases a downtown or commercial property that will be used by the new owner for their own business, qualifies to be reimbursed for up to \$5,000 of costs (realtor fees, abstracting, attorney fees and closing costs).

### **Signage**

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

### **Commercial Interior Grant**

This program helps retail business owners or renters expand or remodel commercial space in the designated downtown and commercial business area. The applicant pays two-thirds, while the City pays one-third of costs associated with improving the real estate value (lease hold improvements). Maximum funding allowed is \$7,500.

### **Consultant Assistance**

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

### **Facade Grant**

This program provides financial assistance to business and property owners for the restoration or rehabilitation of facades on downtown or commercial buildings in the designated area. The grant requires a dollar for dollar match for approved exterior renovations to the building façade. Maximum funding is \$7,500 per building. Extra funding may be allowed if the building has exposed sidewalls. The Design Committee reviews all projects, which must comply with Design Guidelines.

### **Upper Story Renovation**

This program helps owners renovate space on the upper stories of commercial buildings in the downtown urban renewal district. The grant requires a dollar for dollar match for up to \$7,500 of grant funding per residential unit created or renovated.

### **Conversion of 1st Floor Residential to Commercial**

This program assists in converting first floor residential space to commercial space. The grant requires a dollar for dollar match. Up to \$7,500 of grant funding per building.

### **Low Interest Bank Loan**

This program is available in any downtown district in Jackson County. The maximum loan will be \$250,000 per project with a minimum loan amount of \$5,000. Interest rate of these loans are fixed at one half a percentage point below prime on the date of closing for the term of the loan. Projects eligible for this program include façade and/or interior renovation, upper story renovation, additions, new construction, leasehold improvements, refinancing and/or acquisition of commercial property.

## **Future Economic Development Priorities**

The City of Preston's business community is important for the city's future development. Preston has identified the following priorities that will guide the community as it works to encourage economic growth.

### **Create More Commercial Space**

One of Preston's biggest challenges for business development is lack of commercial space, especially in the downtown area. The downtown area is the center of retail activity in the community and is home to several businesses, but there is limited room to grow. The community has identified the need for more space for new businesses and for existing businesses to expand. The community's business incubator project has been successful. The space at 12 W Gillet St was first home to a boutique and now a coffee shop. The boutique was successful and needed more space. It could not find the space in Preston and eventually found a new location out of town.

Preston can continue to support its business community by working to expand the city's supply of available commercial space. The existing Downtown Incentive Programs and the Jackson County Downtown Low Interest Loan Program can help revitalize existing commercial spaces. The State of Iowa also makes funding available through programs like the Community Catalyst Building Remediation Program. The program assists communities with the redevelopment, rehabilitation, or deconstruction of buildings to promote economic growth or reinvestment in the community.

### **Identify Land for Commercial and Industrial Development**

In addition to improving existing commercial properties, identifying areas for new commercial development is another important way Preston can assist local businesses. Preston has some space in its existing industrial park, but like downtown, it is almost full. The community has identified the area along Iowa Highway 64 on the community's west side as an area where new business development could occur. The Future Land Use Map in the Land Use chapter of this plan will map the areas of the community fit for future commercial development.

### **Improve Community Appearance**

Businesses may be more willing to invest in a community, if the community is willing to invest in its appearance. Preston Growth and Development, Preston Hometown Pride, and other community groups have organized volunteers to take on community beautification projects. State programs like the Iowa Department of Natural Resources' Derelict Building Program could also help the community address neglected buildings that have sat vacant for more than six months.

## Community Marketing

Preston is doing a lot of great things and it is important for people to know about them. The community and its partners have taken on a number of marketing activities including a recent project utilizing students from the University of Iowa. Marketing teams in the Tippie College of Business Marketing Institute developed multiple options for new branding, including logos and taglines, for the City of Preston.



*New City Logo*

Other community marketing activities include the City and community organization sharing information their website and social media. The community uses these channels to promote events, keep residents informed, announce business opportunities, and organize volunteers.

## Economic Development Recommendations

The following recommendations are intended to guide the City of Preston future economic development activities.

### Business Attraction, Retention, and Expansion

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

### Downtown

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

### Marketing

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

### Entrepreneurship

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

## Chapter 5. Housing

Housing is a basic need for all people and quality housing is the foundation of a stable community. Housing is many homeowners' largest source of personal wealth and is usually their largest expenditure. Housing is also one of local government's most important issues. In cities, housing can account for 50% of land uses, and residential property tax revenues make up a large portion of local government budgets. Housing serves an important role in the regional economy, as it affects employers' ability to attract and retain good quality employees, and housing sector also employs many workers within the region including builders, lenders, construction workers, and real estate brokers.

Because of its high level of importance and impacts across multiple areas, housing affects all other elements listed in this plan. Public services people require, how much those services cost, and who should pay for them all depend on where, how, and at what densities people live. This chapter explores existing housing conditions in Preston and lays out the community's top housing priorities



*An aerial view of Preston's south side, including the city's most recent residential development, City of Preston Subdivision No. 1, and a future development area, Harvest Heights subdivision. Photo by the City of Preston.*

### Housing in Preston

The US Census Bureau provides information on housing through the decennial census and the American Community Survey (ACS). The following tables from the Census provide information on key aspects of housing in the City of Preston.

This section of the plan uses data from the 2000 and 2010 decennial censuses and from the 2016-2020 American Community Survey (ACS) 5-year estimates. At the time this plan was written, housing information from the 2020 decennial census was not available. Like the decennial census, ACS estimates are based on information collected by the US Census Bureau through surveys of the local population, but ACS estimates are based on fewer surveys and have a higher margin of error than numbers from the decennial census, especially in smaller communities like Preston.

## Housing Occupancy

As of the 2010 Census, the City of Preston had 464 housing units, an increase of 31 units from 2000. Of the total units in the city, 90 percent were occupied and 10 percent were vacant. The 2016-2020 ACS estimated that the total number of housing units had fallen to 411 with a 9 percent vacancy rate. Looking at Preston today, a decrease of more than fifty housing units since 2010 does not seem accurate. This difference is likely due to the margin of error in the ACS data and not an actual decline in housing units. New housing construction in Preston has been limited in recent years, so the actual number of housing units is probably still close to the 464 number from 2010. Table 1 includes Preston's housing occupancy data from the Census.

Table 1. Preston Housing Occupancy

	2000		2010		2020	
	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	433	-	464	-	411	-
Occupied Housing Units	417	96%	418	90%	376	91%
Vacant Housing Units	16	4%	46	10%	35	9%

US Census Bureau. Decennial Census 2000, 2010 and ACS 5-Year Estimates 2016-2020.

## Housing Tenure

Housing tenure information from the Census provides the number of housing units occupied by owners and the number occupied by renters. Of the 418 occupied housing units in Preston in 2010, 76 percent were owner occupied and 24 percent were renter occupied. Overall, the number of occupied housing units had held steady between 2000 and 2010, but the proportion of renter occupied units had decreased a bit dropping from 111 to 101 over ten years.

As with the occupancy numbers, the tenure estimate from the 2016-2020 ACS shows a steep decline in the total number of housing units. Again, this is likely due to the nature of the data and not due to an actual decrease in the number of housing units. Housing construction numbers indicate that the actual number of housing units in the city is likely about the same or a little less than the number of units reported in 2010. Table 2 includes Preston's housing tenure data.

Table 2. Preston Housing Tenure

	2000		2010		2020	
	Number	Percent	Number	Percent	Number	Percent
Total Occupied Housing Units	417	-	418	-	376	-
Owner Occupied	306	73%	317	76%	261	69%
Renter Occupied	111	27%	101	24%	115	31%

US Census Bureau. Decennial Census 2000, 2010. ACS 5-Year Estimates 2016-2020.



## New Housing Construction

In recent years new housing construction in Preston has been limited. Jackson County Assessor's records show that 27 new homes were constructed in Preston between 2000 and 2021. 23 of the 27 homes were built between 2000 and 2006 with only two homes constructed since 2010. Figure 11 charts new home construction in Preston since 2000 by year.

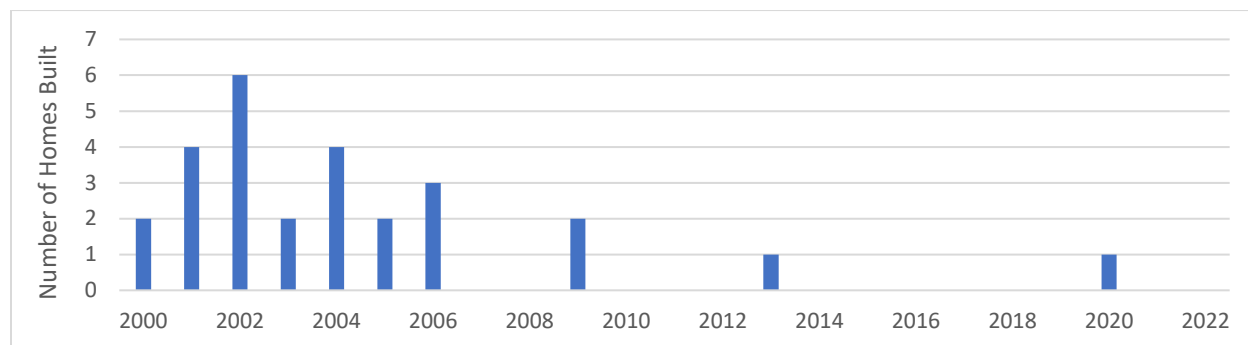


Figure 11. Preston Housing Construction 2000-2021

Source: Jackson County Assessor.

Most of the homes constructed during the twenty year period were built on the city's southwest side. Most new homes were constructed in the City of Preston Subdivision No. 1, two units were constructed in the Northview Addition on the city's far northern edge, and the remaining units were constructed on open lots at various locations within the city limits. Figure 12 maps the location of homes constructed between 2000 and 2021.

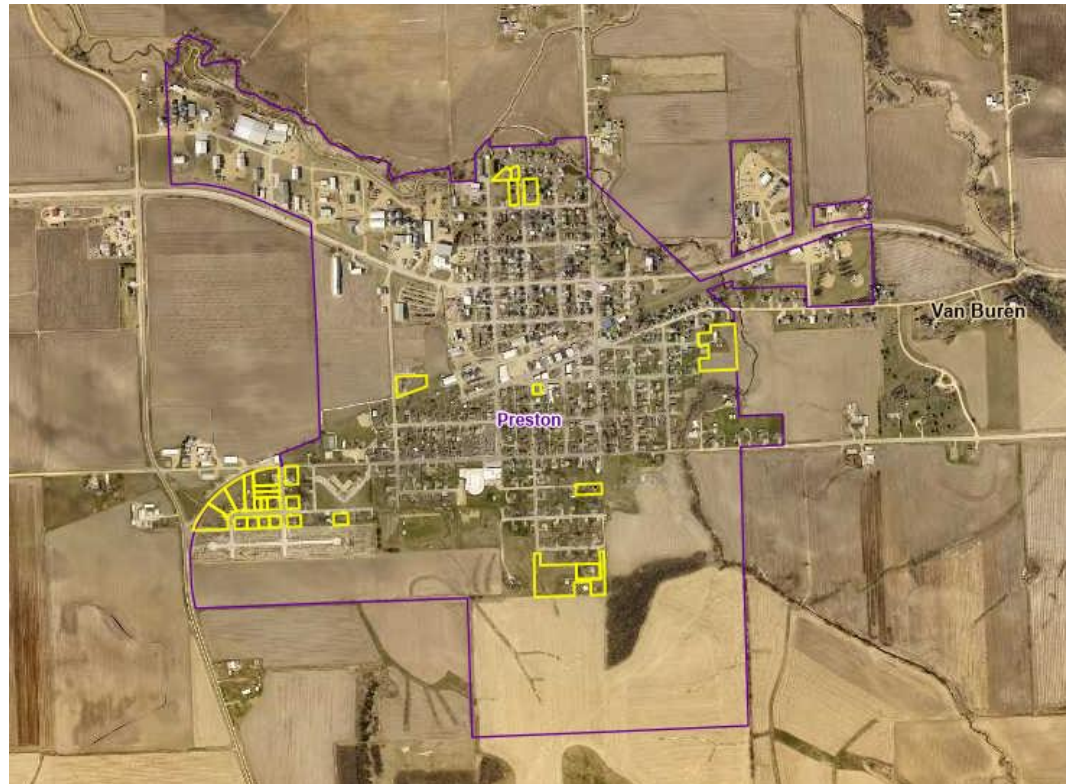


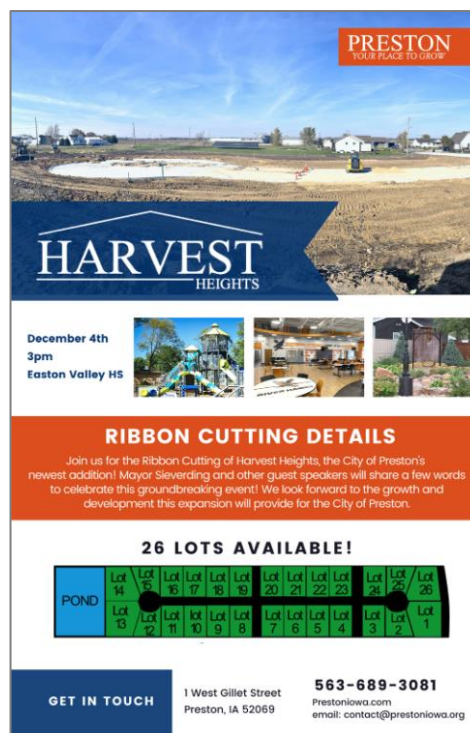
Figure 12. Map of Homes Constructed in Preston 2000-2021

Source: Jackson County Assessor

## Harvest Heights Subdivision

One of the primary factors limiting new housing construction in Preston has been lot availability. The new construction activity that occurred in the early 2000s took place primarily in City of Preston Subdivision Number 1. Most homes in the subdivision were built prior to 2006 with the last two homes built in 2009 and 2013. After the subdivision was filled, new home construction in the city almost completely stopped. The city is surrounded by many acres of agricultural land that could provide possible development sites, but as the city's supply of available lots was being depleted the global economy was hit by a major recession 2007-2009 that impacted the all sectors of the economy, especially the home building and real estate industries. The recession put a stop to many homebuilding projects across the United States, but even after the economy came out of the recession, no property owners or developers stepped forward to develop a new residential subdivision in Preston.

The community had recognized the need for additional housing units, but after a decade and only a handful of new units built, the City of Preston decided to take the lead on developing a new residential subdivision. In the spring of 2021, the City completed the acquisition of 12.7 acres on the city's southwest side to create a new residential subdivision just to the south of the City of Preston Subdivision No. 1. After several years of hard work, the City cut the ribbon on the 26-lot Harvest Heights subdivision in December of 2021.



University of Iowa students helped Preston develop a Marketing Plan for the Harvest Heights Subdivision. The ribbon cutting flyer pictured above is an example of the marketing materials developed by the students.

## Preston Housing Priorities

### Senior Housing

Preston residents identified the lack of senior housing as a key issue for the community. Many people told stories of older friends and relatives who wanted to stay in Preston, but also needed to find housing that fit their current needs. In some cases, people are looking for assisted living or more advanced nursing care, and others are looking to downsize to something smaller like an apartment or condominium that is easily accessible and requires less maintenance. Preston does not currently have a nursing home or assisted living facility and the city has a very limited supply of apartments that could serve as senior housing. The closest nursing or assisted living facilities are located in Bellevue, Clinton, and Maquoketa.

Demographic data shows that the need for senior housing is expected to grow in future years. The community's population has, on average, been getting older, and currently, the 65 and older age group makes up about seventeen percent of the city's population. The need for senior housing is expected to grow as the aging trend is expected to continue with older residents will making up a larger portion of the population in future years.

## Expand the Supply of Housing

New housing construction will be critical for Preston's future. Additional units will be needed to house new residents, replace older deteriorated housing units, and to meet the new demand created by demographic changes such as smaller households. The Harvest Heights subdivision is a good start toward achieving this objective. By adding additional residential lots, the subdivision has removed a key barrier to new home construction.

In addition to paving the way for construction of new single-family homes in Harvest Heights, Preston would also like to prioritize expanding its supply of other types of housing such as apartment units, condominiums, and townhomes. The community recognizes the need to incorporate these types of housing into its housing stock to provide good quality housing for people at all stages of life including young workers, families, and retired people.

## Maintain Existing Housing

If Preston wants to expand its housing supply, maintaining its existing housing stock will be just as important as building new homes. If existing structures are kept in good condition, they will not need to be replaced with new construction. Good maintenance practices also keep property values up, building wealth for property owners and improving the overall appearance of the community, making it a desirable place live. Existing programs that can help with home maintenance costs include:

- Lead And Healthy Homes Program - The program provides \$25,000 per home to reduce lead-based hazards in homes with young children that meet income guidelines.  
[https://www.ecia.org/programs/lead\\_program/index.php](https://www.ecia.org/programs/lead_program/index.php)
- Older Adults Home Modification Grant Program - The goal of the program is to enable low-income elderly persons to remain in their homes through low-cost, low barrier, high impact home modifications that will reduce preventable injuries, improve general safety, increase accessibility, and improve their functional abilities in their home.  
[https://www.ecia.org/programs/older\\_adults\\_home\\_modification\\_grant\\_program/index.php](https://www.ecia.org/programs/older_adults_home_modification_grant_program/index.php)

## Housing Recommendations

The following recommendations are intended to guide the City of Preston in providing safe, good quality housing for all residents of the community.

- Encourage a diverse housing stock that serves people at all income levels and at all stages of life.
- Continue to use the Harvest Heights Marketing Plan to publicize housing opportunities in Preston.
- Support the creation of new housing needed to help the community maintain its population.
- Support housing redevelopment in existing vacant or underutilized structures such as upper floors of downtown buildings.
- Encourage maintenance and rehabilitation of existing homes.
- Support community volunteer efforts to assist those in need with home maintenance tasks.
- Identify areas for future housing development in the City's future land use map.
- Encourage infill housing development on existing vacant lots in the city's existing neighborhoods.
- Support the development of quality, affordable owner, and rental housing.
- Support the development of housing for the elderly.

## Chapter 6. Infrastructure, Services, and Facilities

Public infrastructure, services, and facilities are an important element in Preston's plans for the future. Access to infrastructure has a profound impact on land development. Land that has access to municipal utilities has greater development potential and has a higher value than land without access. Good quality utility, recreation, education, and safety facilities and services are also crucial to quality of life in a community and can be a key factor in decisions of where to live or locate a business.

The City of Preston manages many of the community's services and facilities, but other important facilities are also managed by other government agencies, private businesses, and non-profit organizations. It is important for the City to work closely with these outside organizations and agencies to provide the highest level of service to the community's residents. In Preston, community facilities are a source of community pride, as volunteers play a crucial role in providing community services. The City's fire department and emergency medical services are both staffed entirely by volunteers.

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

### Public Infrastructure and Utilities

#### Water Supply

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

The City of Preston draws its water from two wells. Well #1, drilled in 1936 and Well #2, drilled in 1965. The City's water tower has an elevated storage capacity of 300,000 gallons and is located on W Tower Street on the south side of the city. The capacity of the water system is 345,600 gallons per day with an average consumption of 83,950 gallons per day. The peak consumption is 154,200 gallons per day. The City has been working to replace low pressure lines on the east side of town and will continue to do so in the coming years.



*Preston Water Tower*



## Wastewater

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

The City of Preston operates a four-cell aerated lagoon sewage treatment system that is located north of the city. According to Iowa DNR permit information, the system is designed to handle an average dry weather flow of 106,000 gallons per day and a maximum wet weather flow of 313,000 gallons per day. The lagoon currently has an antiquated diffuser and aeration system. Future plans for the system include an aeration system upgrade and new diffusers.

## Electricity and Natural Gas

The City of Preston Municipal Utilities provides electricity and natural gas service to most commercial and residential properties within Preston city limits. Preston's mayor and city council govern Preston Municipal Utilities. Maquoketa Valley Rural Electric Cooperative and Alliant Energy provide service to the areas surrounding the city and to a handful of properties within city limits. Most of the energy consumed by Preston homes and businesses is generated by a Wisconsin-based not-for-profit power company called WPPI Energy that serves municipal utilities in Wisconsin, Michigan, and Iowa. Preston MEU has an agreement with WPPI to purchase the power that it distributes to its customers. The current system has the capacity to handle additional growth within the City of Preston.



*Preston Light and Power Building*

## Solid Waste Disposal and Recycling

The City of Preston provides curbside garbage and recycling collection service to residents. The Waste Authority of Jackson County provides waste disposal service to residents of Preston and other Jackson County communities. The Waste Authority operates a transfer station near Maquoketa. Jackson County residents can bring waste material to the transfer station where it is loaded on to trucks and shipped to a cooperating landfill in Illinois.

## Telephone, Internet, and Cable

Access to affordable and reliable communications services such as phone and high speed internet is increasingly important for all communities. Preston residents and businesses rely on communications connections for work, education, and entertainment. The Preston Telephone Company provides telephone, internet, and cable TV services to residential and business customers in Preston and the surrounding area. The company also provides wireless internet service to rural customers located within 70 miles of the home office.



## Community Services

### Law Enforcement

The Preston Police Department is the primary law enforcement agency in the city of Preston. The department also provides services to the neighboring communities of Spragueville and Miles. The department includes the police chief and one police officer. The Preston Police Department works closely with the Jackson County Sheriff's office, the primary law enforcement agency for Jackson County. All emergency responders are dispatched by Jackson County Emergency 911 operators in Maquoketa.



*Preston Fire Department*

over the next ten years and develop a plan for replacing the current station with a structure that can accommodate the department's needs.

### Fire Department

The Preston Fire Department provides fire and emergency response services within the city of Preston and the surrounding area. In addition to Preston, the department's district covers the city of Spragueville, and large portions of Fairchild, Van Buren, and Washington townships in Jackson County. The department is headquartered at 14 N Mitchell Street and is staffed by an all-volunteer team of 27 firefighters. The current fire station building has limited space to house the department's vehicles and equipment. The City will need to review the needs of the fire station

### Emergency Medical Services

Community Ambulance Service provides emergency response and non-emergency medical transportation for Preston and the surrounding area. The service is located at 42 Simpson Street in Preston. The Ambulance Service is a non-profit organization and is staffed by volunteers. Going forward volunteer recruitment will be an important priority for both the ambulance service and the fire department.

### Schools

The Easton Valley Community School District provides public Pre-K through 12 education to children in Preston, Miles, Spragueville, and Sabula and surrounding areas. Easton Valley formed in 2013 after a school district merger vote was successful in the Preston and East Central School Districts. Easton Valley has a certified enrollment of 643 students with class sizes averaging around 20 students per classroom. The school district has two buildings for students. The Easton Valley Junior/Senior High School building is located on W School Street in Preston and holds grades 7-12. The district's elementary school is located in Miles and holds grades PK-6.



*Easton Valley Jr/Sr High School*



## Child Care

Currently, the Easton Valley School District operates a childcare facility that has a capacity of 50 children and a handful of in-home daycare businesses operate in the community. While the current providers are doing a good job, more options are needed. Parents have reported that the community does not have enough daycare options. The Easton Valley daycare has a waiting list and some parents have had to go to outside the community to find child care. The community has identified expanding daycare options as a critical need for the future.

## Community Health Services

Preston prides itself on having key medical services available in town. The city is home to a doctor's office, dentist, pharmacy, and chiropractor. These privately owned and operated businesses provide necessary medical services to the residents of Preston and the surrounding area. Having these services in the community is a great benefit to residents, especially older people and people with disabilities who would have more difficulty driving out of town for these services.



*Hartig Drug Pharmacy*

## Community Facilities

### Town Hall

The Preston Town Hall is the primary community center for Preston. Located at 52 W Gillet Street, Town Hall is a historic landmark in Preston that is utilized by many residents and community groups. The community center is used for graduation, wedding, and Christmas parties and many other personal or business events. The Town Hall is the only building in Preston that can accommodate large groups of people.



*Preston Town Hall*

In 2022 the Iowa Economic Development Authority awarded a Community Development Block Grant to the City of Preston. The City will use the grant funds to make needed repairs and improvement to Town Hall including: an improved and expanded kitchen area, roof repairs, new restrooms, and heating and air conditioning upgrades.

### City Hall, Police Station, and Public Library

Preston's City Hall and Public library building is located at 1 West Gillet Street. The building, constructed in 1999, houses the city's administrative offices, police department, city council chambers, and the public library. The community has given great support to the library. When the new building was constructed in 1999 the City was able to fund the project with grants, fundraising, and donations from the community. The City did not have to raise taxes to build the library. Preston had a library as far back as the 1920s, but it was closed for a time, before reopening in the mid-1970s. The library provides access to a variety of printed and digital materials and programming including a summer reading program that is a strength for the community.



*Preston City Hall and Library*

## **Parks and Recreation**

Preston takes pride in providing recreational opportunities for the community. The City of Preston maintains three parks in the city.

### **Peppermint Park**

Peppermint Park is a triangle shaped property located at the intersection of Gillet Street and Davis Street. Park amenities include playground equipment and a gazebo.

### **Two Good Park**

Two Good Park occupies a full city block just north of downtown Preston between White Street, Anna Street, Simpson Street, and Wilson Street. Park amenities include a large playground, basketball court, two picnic pavilions, restrooms, and a lighted walking path with several memorial benches. The park also includes a large open area and several large shade trees.

### **Westside Park**

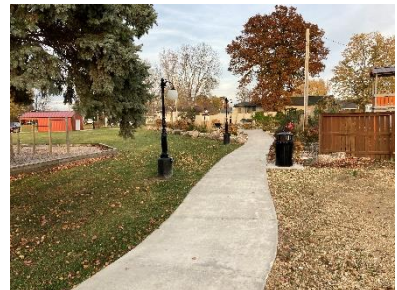
As the name implies, this park is located on the community's west side. At six and a half acres, Westside Park is Preston's largest. The park offers playground equipment, a tennis court, basketball courts, a ball diamond, restrooms, and picnic pavilion. A lighted and paved walking path encircles the perimeter of the park.



*Playground at Two Good Park*



*Peppermint Park*



*Westside Park*

## **Preston Valley Golf Course**

The Preston Valley Golf course is located north of town on 45<sup>th</sup> Street. The 9-hole course features 3,007 yards of golf and hosts several tournaments and events throughout the year.

## Copper Creek Trail

The 2.5 mile Copper Creek Trail follows old railroad right-of-way along Copper Creek between Preston and Spragueville. The trail's crushed limestone surface is great for hiking, biking, and cross country skiing. At Spragueville, the trail connects to the Bear River Recreation Trail, which continues another 3.8 miles along the Maquoketa River. The City of Preston owns and maintains about three quarters of a mile of the trail and the Jackson County Conservation Board owns the rest of the trail.

## Park Improvements

The City of Preston has completed several improvements to its city parks over the last several years including park renovations and new playground equipment at Two Good Park and a new lighted trail at Westside Park. The community is currently working on fundraising for a new FitCore Extreme Course that will be located at Westside Park. The project includes fifteen pieces of equipment that will promote strength and agility for all ages. The community also has future plans to make improvements to Peppermint Park. The goal is to reorganize the park, eliminate safety issues, and update the play equipment.



*FitCore Extreme Course*



*Peppermint Park Playground Improvements*

## Infrastructure Maintenance

All infrastructure has a life cycle. As development occurs, new water and sewer pipes, streets, and electrical lines are installed to serve it. This new infrastructure will remain in service for many years, but over time it will deteriorate and eventually need to be replaced. Replacement is the most expensive part of the infrastructure life cycle, and is inevitable but, the City can maximize the life of its infrastructure through investments in routine maintenance. A city that defers routine maintenance projects may save money in the short-term, but will likely pay more in the long run for emergency repairs and eventual reconstruction as the infrastructure deteriorates at a faster pace.

## Capital Improvements Program

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

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



The goal of the CIP is to inform the City Council’s decision making process by providing the big picture view of all projects. Without a CIP, the City Council would be aware of the need for many capital projects, but they would likely have questions about how to pay for them, when to construct them, and how to rank them. The City of Preston should review and update its CIP on an annual basis. Completed projects will be removed, new projects will be added, and some projects will be revised.

## **Infrastructure, Services, and Facilities Recommendations**

The following recommendations are intended to guide the City of Preston providing high quality infrastructure, services, and facilities for all residents of the City.

### **Public Infrastructure and Facilities**

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

### **Parks and Recreation**

- Support continuing improvement programs for park maintenance, equipment, and facilities.
- Continue encourage community residents to participate in park beautification through clean-up events, gardening clubs, and other volunteer opportunities
- Complete FitCore and Peppermint Park projects.

### **Public Safety**

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

### **Education and Child Care**

- Coordinate with local schools to provide adequate educational facilities and improve educational opportunities for the community’s children.
- Coordinate with local schools to ensure that proposed development can be served by existing educational facilities.
- Work with the school district and in-home providers to expand the childcare options available in the community.

## Chapter 7. Transportation

Transportation is vital to everyday life in Preston. The transportation system helps people move around the city allowing residents to get from their homes to work, school, shopping, and other daily needs. Transportation also connects Preston residents and businesses to other communities. Businesses import products and raw materials from outside the region, and export goods and commodities to other regions. Connections to regional transportation networks allow businesses to conduct these transactions quickly and efficiently.

### Automobile Travel

Automobile travel is by far the most used mode of transportation in the United States and is relied on even more in smaller communities like Preston where the area's population is more spread out. Preston residents and businesses rely on cars and trucks for transportation, which makes maintaining roads and bridges top priority for the future of the community.

#### Local City Streets

Preston street network allows people to get around the community. The City of Preston maintains approximately 9.1 miles of streets within city limits. Local streets are a high priority for Preston residents with pavement maintenance, snow removal, traffic speed, and safety the most common issues. Streets are also vital for future economic growth in Preston. Streets provide a framework for creating value in the community. The money the community invests in streets allows people to access property. Once a piece of property is accessible, it becomes more valuable because the property owner can build on the land and people can get to the building. Accessible buildings can be used for businesses and housing.

#### Highways

Iowa Highway 64 provides Preston with important connections to neighboring communities and to national highways such as US Highways 52, 61, and 67. Iowa Highway 64 and the broader regional highway network provide important connections for Preston residents that work in nearby communities such as Clinton, Maquoketa, and the Quad Cities. Highways also provide needed connections for local businesses and farmers who can import materials and export products because of the connection provided by the highway network. The highway system also provides direct connections to amenities in nearby cities. Residents looking for a small town lifestyle can live in Preston, but still be just a short car ride away from shopping, medical care, and employment opportunities in larger cities like Cedar Rapids, Dubuque, and the Quad Cities. The Iowa Department of Transportation owns and maintains the state and federal highway system that serves Preston and the surrounding area.

#### Farm-to-Market Roads

In addition to state and federal highways, Preston is connected to surrounding communities by a system of Farm-to-Market Roads. A Farm-to-Market Road connects agricultural areas to distribution centers in nearby towns. Many residents of Preston and the surrounding area work in the agricultural industry or supporting industries making a good quality Farm-to-Market Road System important for future economic growth in Preston. The Farm-to-Market roads that connect to Preston are maintained by the Jackson County Secondary Roads Department. North Main Street and School Street are designated as Jackson County Highway Z34 and are on the Farm-to-Market system.

## Federal-Aid Routes

Federal-aid routes are regional roadways that are eligible for federal funding. Federal-aid routes can be maintained by cities, counties, or the Iowa DOT. Federal aid eligibility is determined by the road-way's functional classification. Functional classification for a given roadway is determined based on its setting (urban or rural) and whether its main role is providing connectivity, mobility, or accessibility. The number of vehicle miles traveled (VMT), average annual daily traffic (AADT), and adjoining land uses of a roadway are also considered.

Traditionally, the functional classification system has been used to describe how travel flows through the regional roadway network and to determine project eligibility for inclusion in different transportation planning projects and grants. The arterial streets form the backbone of the network.

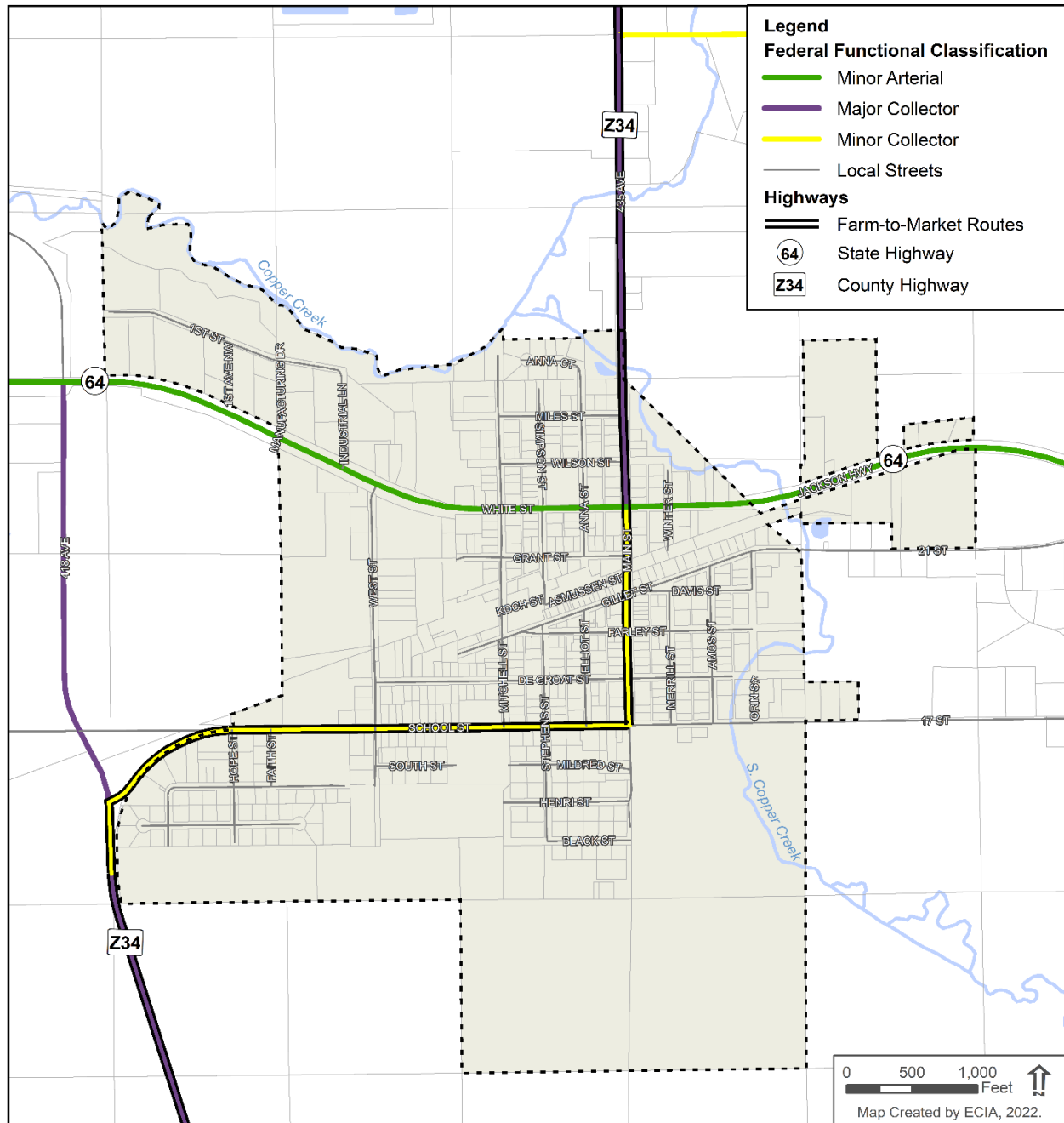


Figure 13. Preston Roadway Map

Source: Iowa DOT



Local roads feed the collectors, which in turn feed the arterials. In the Preston area, Iowa Highway 64 is minor arterial with AADT of 2,670, Main Street is a minor collector with an AADT of 1,330, and School Street is a minor collector with an AADT of 1,430. Figure 13 maps Preston's roadways by functional and farm-to-market classifications.

## **Regional Coordination**

Highways are important to the future of Preston, but these critical connections are maintained by outside agencies like the Iowa Department of Transportation and the Jackson County Secondary Roads Department. Preston should actively work with the agencies that maintain the highways and with nearby cities that also depend on them.

Preston can coordinate on regional transportation projects through Regional Planning Affiliation 8 (RPA 8). Preston is a member of RPA 8, an organization that facilitates regional coordination for transportation projects. RPA 8 covers Clinton, Delaware, Dubuque, and Jackson counties and is governed by a policy board made up of representatives of its member cities, counties, and regional transportation agencies. Preston shares a RPA 8 Policy Board representative with other small cities in Jackson County. Participation in the RPA 8 policy board gives Preston access to transportation funding and allows the community to have a seat at the table for discussions of regionally significant transportation projects.

## **Public Transit**

Regional Transit Authority 8 (RTA) provides public transit service to the City of Preston. RTA is one of 16 regional transit systems in Iowa and is a non-profit service organization. RTA serves the public transportation needs of residents in Delaware, Dubuque, and Jackson counties, and provides rides to Iowa City, Coralville, Cedar Rapids, Waterloo, and the Quad Cities.

RTA operates a fleet of buses and standard vans. RTA vehicles are equipped to accommodate all people, including children, the elderly, and persons with disabilities. All RTA routes are open to the general public. Riders must request service 24 hours in advance. RTA service is open to people of all income levels, but fee assistance is available for those who qualify.

RTA's main dispatch office and garage are located in Dubuque. RTA operates regional garages in all three of its counties including one in Maquoketa. RTA provides a scheduled service from Preston and Miles to Maquoketa. The service is offered Monday – Friday. The service departs at 6:30 a.m. and returns at 2:00 p.m. Out of town services cost \$6.75 one way.

## **Bicycles and Pedestrians**

Walking and biking are important modes of transportation for Preston. Walking and biking can provide transportation for those who are unable to drive or do not have access to a car. Choosing to walk or bike instead of driving can save money, improve air quality, and improve physical health. Increasingly, people are listing bike and pedestrian amenities among the features that they consider when choosing where to live. Existing bicycle and pedestrian facilities can be classified into three categories: trails, on-street bicycle routes, and sidewalks. The following section provides a description of each.

### **Trails**

Most trails in the area are classified as multi-use trails. These trails typically are concrete, asphalt, or packed crushed rock and are usually between 8 feet and 10 feet wide. Multi-use trails are physically

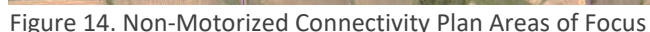
The two-and-a-half-mile Copper Creek Trail that runs north from Preston to Spragueville is a good example of a multi-use trail. The trail's crushed limestone surface is used for biking, hiking, and cross country skiing in the winter. In Spragueville, the trail connects to the Jackson County Recreation trail, a multi-use trail that runs another 3.8 miles along the Maquoketa River, ending at 435<sup>th</sup> Avenue. Scenic overlooks along the trails provide views of the Maquoketa River valley and its limestone bluffs.

## On-Street Bicycle Routes

Streets with higher speeds and more traffic can include specific design improvements to direct bicycles and vehicles and improve safety for all users. The design strategy used depends on vehicle speed, traffic volume, and space available in the right-of-way. Streets with higher vehicle speeds and traffic volumes will usually require more protection for bicyclists than streets with lower traffic speeds and volumes. Design improvements include signage, paved shoulder, bike lanes, separated bike lanes, and protected bikeways.

Sidewalks are an important part of the pedestrian network. Sidewalks provide necessary walking connections to homes, businesses, transit services, and other activities. Many streets in Preston have sidewalks, but some gaps exist in the sidewalk network. In some cases, sidewalks do not exist, in others the sidewalks are there but pedestrians are deterred by an unsafe crossing of a busy street. Sidewalk maintenance can also be an issue. Unlike trails or city streets, private property owners usually maintain sidewalks, and owners can vary greatly in their ability or desire to maintain sidewalks.

In 2021 and 2022 the City of Preston worked with a group of students from the University of



Iowa College of Engineering to develop the Preston Nonmotorized Connectivity Plan. The plan identified five areas of focus:

- A side path along Highway 64
- Safe crossings of Highway 64 on Main Street and Mitchell Street
- Pedestrian facilities along School Street
- A new sidewalk in the southwest subdivision
- A trail extension from Copper Creek trailhead south to the local park on West Street.

## **Transportation Recommendations**

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

### **Transportation Planning Process**

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

### **Roads and Bridges**

- Evaluate the City's street system and plan future street maintenance projects through the City's Capital Improvement Program (CIP).

### **Public Transportation**

- Coordinate with the RTA 8 to improve public transit service in the Preston area.

### **Bicycle and Pedestrian**

- Create a more complete bicycle and pedestrian network through the development of trails, on-street bicycle routes, and sidewalks.
- Improve safety for bicyclists and pedestrians by adding improvements to on-street bicycle routes and improving street crossings.
- Work on implementing the projects listed in the Non-Motorized Connectivity Plan

## Chapter 8. Land Use

Land use planning is one of a community's most important tasks. Developing a future land use plan allows the City to ensure that adequate land is available to allow the community to grow and meet its future development goals. This chapter will establish land use policies and a future land use map that will encourage orderly development of land that allows the City to provide services in the most efficient way possible. The chapter will also help guide the city's future land development and annexation decisions and help the city maintain an open, constant, and predictable land development process that promotes quality of life and encourages investment in the community.

### Land Development Tools

Preston has several regulatory tools available to promote orderly land development. These tools give the City the ability to establish land use patterns that are logical, orderly, and attractive. Sound planning implemented by city ordinances such as a restricted residence district ordinance, a floodplain management ordinance, and a subdivision ordinance provides the key to a well-planned city.

#### Restricted Residence District

The City of Preston's restricted residence district ordinance establishes rules for the erection, reconstruction, altering, and repairing of buildings within residential areas. The ordinance also limits uses within the residential district to residences, schools, churches, and other similar structures. The ordinance gives the city council the power to grant a special permit for other types of uses.

The restricted residence district ordinance is like a zoning ordinance that only applies to the residential areas of the city. When compared zoning, the restricted residence district gives the City less control, but is also much easier to administer and enforce. Because of this, many smaller communities in Iowa, like Preston, have chosen to adopt a restricted residence district ordinance instead of a zoning ordinance.

#### Floodplain Management Ordinance

The City of Preston has adopted a floodplain management ordinance, that applies to all lands and uses which have significant flood hazards. The Flood Insurance Rate Map produced by the Federal Emergency Management Agency (FEMA) for Jackson County identifies all flood hazard areas within the 100-year flood boundary. The floodplain management ordinance regulates construction on all flood



hazard areas to protect life and property, and promotes orderly development and wise use of the community's flood plains.

### Subdivision Regulations

The City of Preston regulates land development through its subdivision ordinance. The City's subdivision ordinance establishes rules for how land is divided and developed from vacant property into residential, commercial, and industrial uses. Regulating how land is divided allows the City to ensure that all new development meets minimum safety and infrastructure standards for streets, utilities, and drainage.

### Extraterritorial Jurisdiction

Iowa Code gives cities that have adopted subdivision ordinances the option to review subdivision plats that are located within two miles of their city boundaries. If the owner of a property within the two mile extraterritorial area wishes to subdivide their land, they must receive approval from both the county and city. The City of Preston uses its extraterritorial subdivision review authority to help promote efficient and orderly development around the edge of the city by ensuring that new rural development, that could be part of the city one day, will be built to city standards. The City of Preston may, by resolution, waive its right to review a subdivision or waive the requirements of any of its standards or conditions for approval of the subdivision in the extraterritorial area.

### Existing Land Use

Developing Preston's Future Land Use Map begins with an evaluation of existing land uses within the community. In 2022, parcels within Preston city limits covered a total of 459 acres. Figure 15 charts the proportion of the city's land area occupied by each use. Figure 16 maps the City of Preston's existing land use.

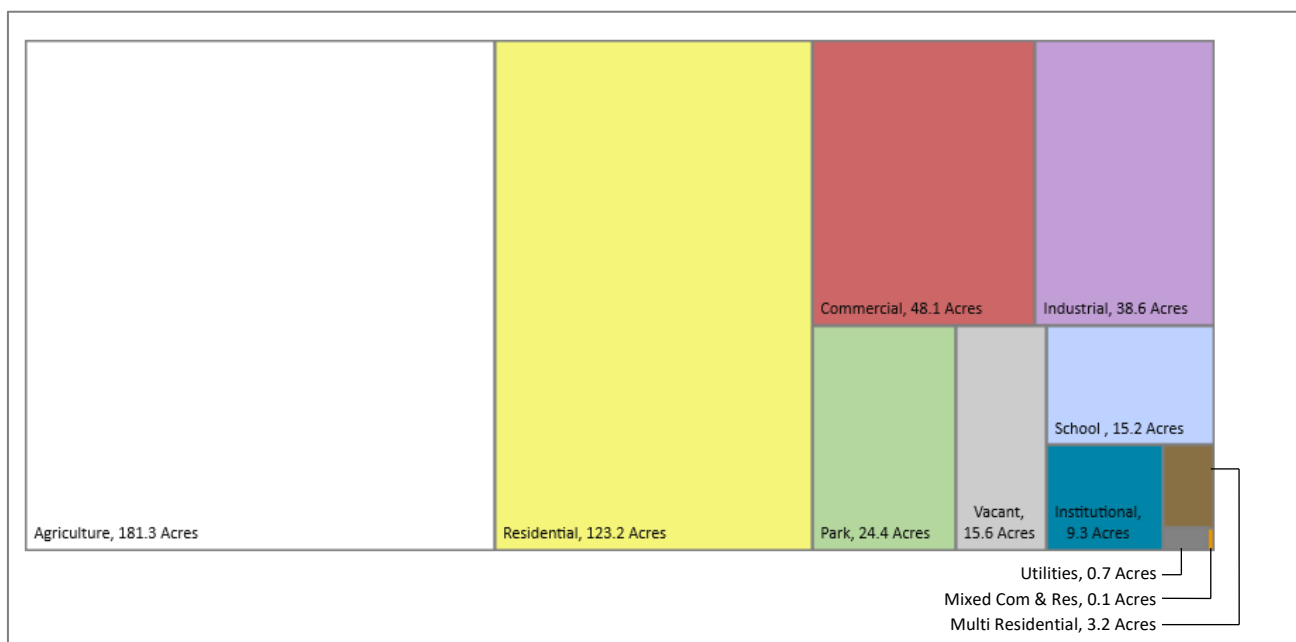


Figure 15. Preston Existing Land Use Area



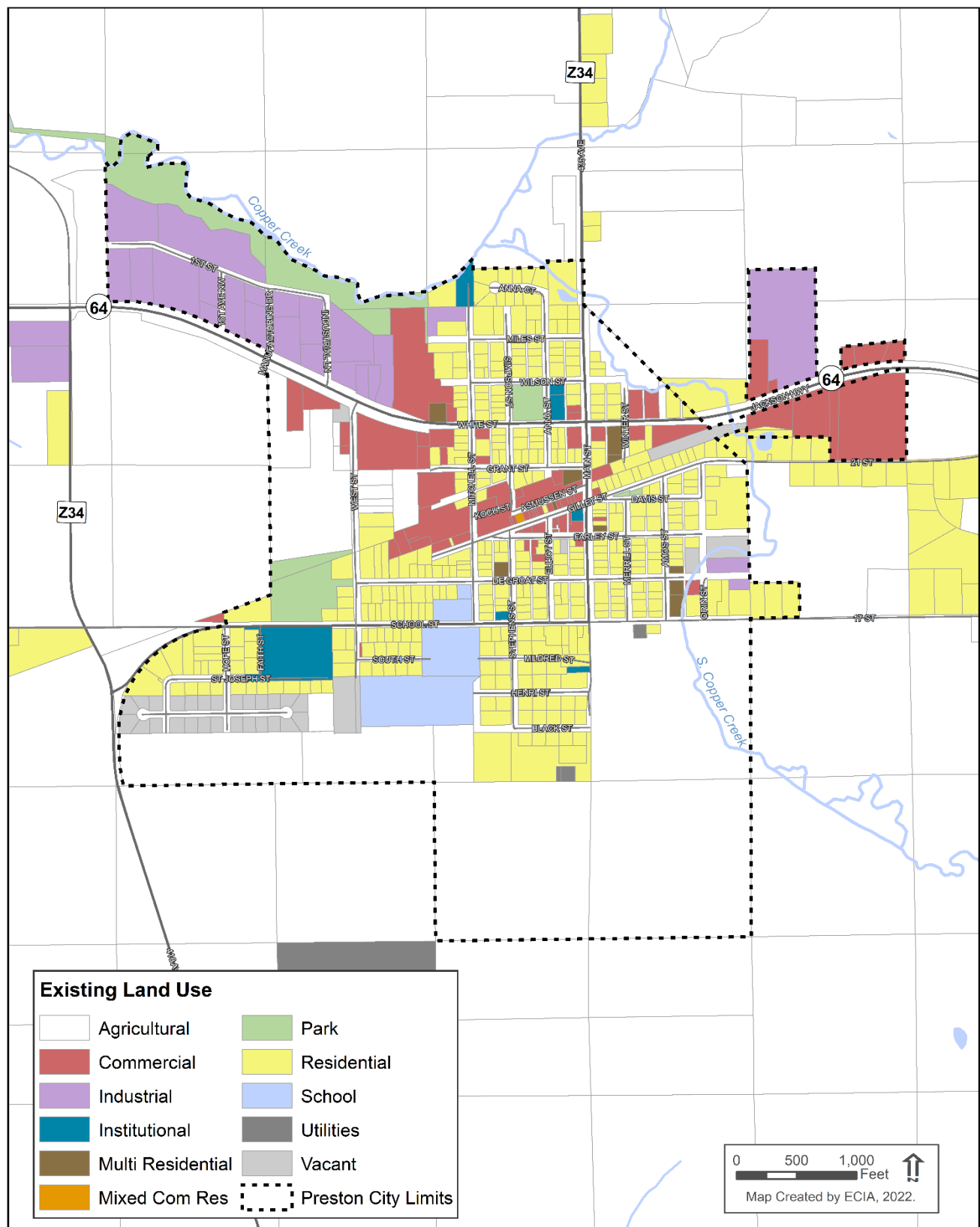


Figure 16. Preston Existing Land Use Map



## Land Use Priorities

Through the planning process several land use priorities emerged that were used to guide the development of the Future Land Use Map.

### Priority 1. Identify Appropriate Areas for New Growth

New land development is necessary for quality of life and economic vitality, but it is equally important that new growth occurs appropriate locations and in an orderly manner. The City must carefully analyze conditions and consider the type of development that is most appropriate at a given location. Is adequate infrastructure available? Will the use negatively affect surrounding properties? Is the topography of the land suitable for development?

The future land use map represents the first step in the process of identifying the appropriate type of growth for sites across the community. The map provides a conceptual development guide based on a high-level analysis of existing conditions. The map serves as a general guide, but how a parcel is developed will ultimately be determined by a more specific assessment of the development proposal and site conditions that will occur during the platting and subdivision review process.

#### *Possible Growth Areas*

To identify possible growth areas, the community first looked at the physical characteristics of the surrounding area. In Preston, flood plains and topography will have some effect on future development. Both factors are mapped in Figure 17. Copper Creek and South Copper Creek run along the city's north and east sides. Any construction in the floodplain areas is regulated by the City's Flood Plain Management Ordinance. Some development that meets the ordinance requirements is possible in these areas, but in general, the City would like to limit flood hazards and encourage new development to locate in areas outside the flood plain.

The elevation and slope of the land also plays a role in the location of new development. Most of the land within Preston is relatively flat except for a large hill on the city's southeast side. The hill is not so steep that it could not be developed, in fact, homes have already been constructed on the hill, but building in this area will likely require some additional grading that would add to the cost of the project.

Based on physical factors, Preston's best areas for new growth are located on the west side of the city. The relatively flat area bounded by Iowa Highway 64, West Street, School Street and 418<sup>th</sup> Avenue offers the best space for the future expansion of the city. In addition, the area immediately south of the Harvest Heights Subdivision also provides a good opportunity for new residential development, at some point in the future.

### Priority 2. Invest in Existing Neighborhoods

In addition to developing new areas, Preston must also look for development opportunities in its existing neighborhoods. The City's continued investment through infrastructure maintenance, rehabilitation of existing buildings, and infill development sends a signal that these places have value and encourages private property owners to continue to invest in their own property. Identification of potential development sites is the first step to neighborhood investment. Existing vacant lots and buildings, empty storefronts, neighborhood parks, homes that need repair, and local streets could all be opportunities for investment.

### Priority 3. Protect Open Space and Farm Land

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

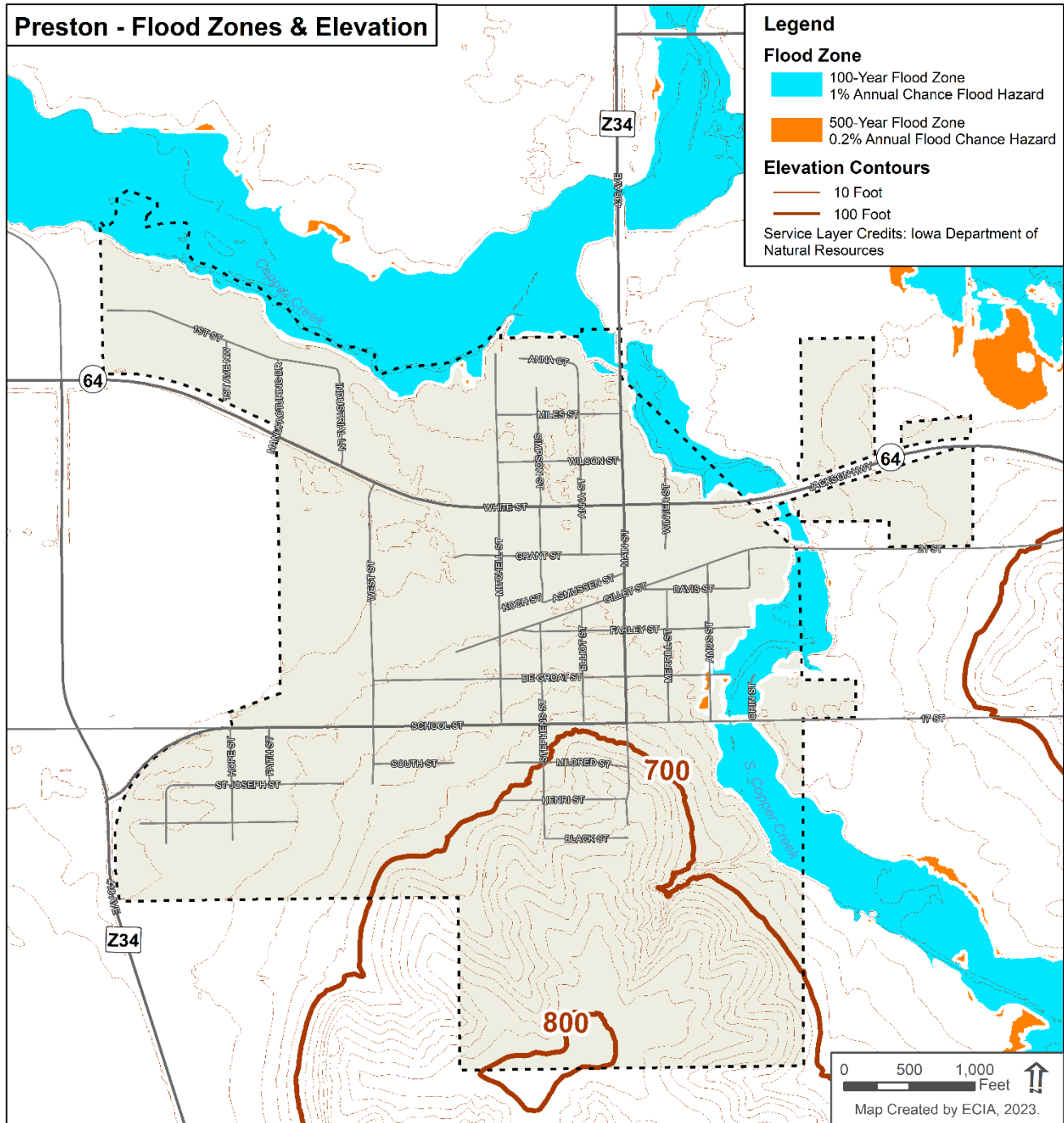


Figure 17. Preston Flood Zones and Elevation

## Future Land Use

Through the comprehensive planning process the City of Preston has developed a future land use map that will serve as a guide for the future development of the city. The Future Land Use Map in Figure 18 is a development concept that provides a general guide for future development. The City should review the future land use map regularly and update the map as conditions change. Ultimately, land shown in the map is expected to transition from its existing use to its future use based on market conditions and when the property owner chooses to sell, subdivide, or develop their land.

### Future Land Use Categories

The list below defines the land use categories used in the Future Land Use Map.

- **Agriculture** Includes farms and land used for agricultural purposes.
- **Residential** includes all types of residential development. The area also includes parks, religious and educational facilities, on and off-street trails, and interconnected streets with sidewalks.
- **Commercial** areas include a variety of businesses that provide residents with desired goods and services.
- **Industrial** provides space for a variety of uses associated with manufacturing, assembling, fabrication, warehousing, wholesaling, and commercial services.

### Future Development Areas

The future land use map identifies several key areas for future development. Preston has identified these areas as the most important to the future development of the community and as the locations where development is most likely to occur.

#### *Highway Commercial Area*

The first area is a fifty acre parcel located south of Iowa Highway 64 on the west side of the city. The Future Land Use Map classifies this area as a future commercial or industrial area. The land in this area is currently used for agriculture, but its location near the highway and next to the city's existing industrial park gives the area good potential for future commercial or industrial development.

#### *West Street Area*

The second future development area is located on both sides of West Street. The Future Land Use Map classifies this sixteen acre area as a future residential area. The land in this area is currently used for agriculture, but new homes have been constructed on adjacent parcels and a private developer has also shown interest in a residential development in the area.

#### *Harvest Heights Area*

The third future development area includes the Harvest Heights Subdivision and the area immediately to the south. The City has made development of the subdivision's 26 parcels one of its top priorities. In time, as new homes are constructed in Harvest Heights and the number of available lots decreases, the fifteen acre area to the south provides an opportunity for the next phase of residential development.

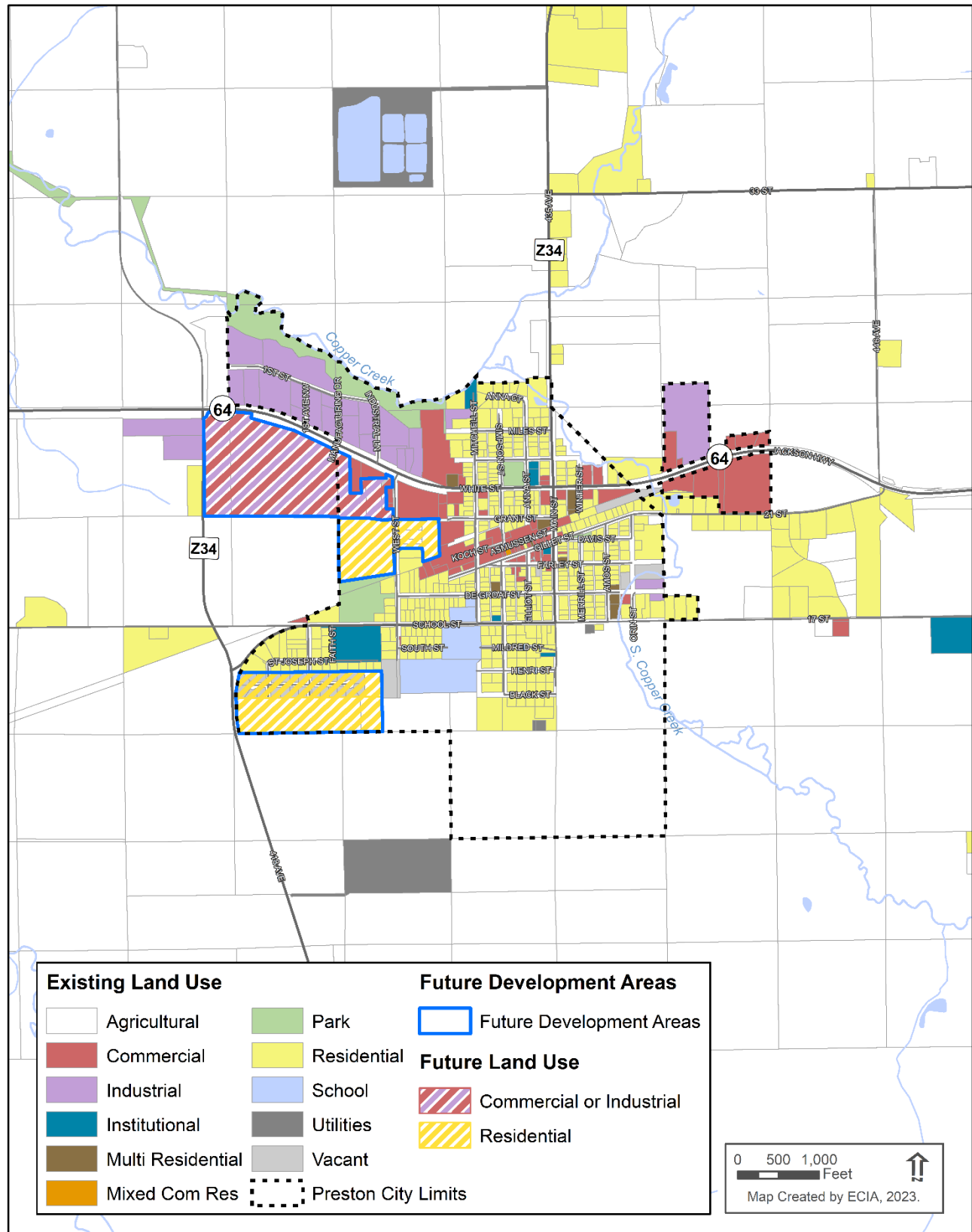


Figure 18. Future Land Use Map

## Land Use Recommendations

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

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

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

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

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

- Encourage continued investment in downtown and expansion of available commercial space.
- Promote the retention and expansion of existing, and attraction of new, industrial development opportunities in suitable locations.

Plan for future housing development.

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



## Chapter 9. Implementation

### Plan Implementation

Through the comprehensive planning process, the City of Preston has developed a vision for the future of the community. On its own, the vision contained in the Comprehensive Plan has no legal authority; it is merely an agreed upon road map for the future of the community. The Comprehensive Plan serves as a call to action for the City of Preston and its partners within the community to take the community's vision and make it a reality.

### Comprehensive Plan Review

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

### Recommendations

To achieve its vision, the community must actively work to put the recommendations of the comprehensive plan into action. To do this, the Comprehensive Plan establishes an implementation plan for 2043. The recommendations from each plan chapter have been organized into a table that identifies the name of the action to be taken, the project partners, and a general timeline for completion. Projects are organized by chapter and topic.

### Partners

The Preston Comprehensive Plan establishes a vision for the entire community. With a community-wide focus, partnerships are critical for implementation. For all recommended actions it is assumed that the City Council and city staff will have at least some involvement in implementation. The implementation table lists entities like city departments, advisory committees, and outside organizations that the City can work with to help it achieve the community's goals. A list of partners with their full names is provided after the table.

### Timelines

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

Project Timelines: S=Short-term (less than one year) | M=Medium-term (one to five years) | L=Long-term (more than five years) | O=Ongoing (requires continuous action)

2043 Recommendations	Partners	Time
<b>Chapter 3. Community Character</b>		
Identify and enhance the elements that give the community its sense of place and identity.	Preston Growth and Development, Hometown Pride	S
Leverage the city's unique culture, historic elements, and contributions from artists for economic development, community marketing, and resident attraction and retention.	Preston Growth and Development, Hometown Pride	S
Establish a resident recruitment program focused on promoting Preston, welcoming newcomers, and attracting people to live in the community.	Preston Growth and Development, Hometown Pride, Easton Valley Community School District	M
Encourage the creation of the housing needed to maintain the city's population.	Private builders, property owners, realtors, financial institutions, EIRHA	L
Support community organizations that help improve the community, serve people, and organize the events that bring the community together.	Churches, Preston Growth and Development, Preston Lions Club	O
Safeguard Preston's historic sites, buildings, and cultural resources.	Jackson County Historical Society, Jackson County Historic Preservation Commission, Library, Easton Valley Hall of Fame	O
Rehabilitate existing buildings in a way that preserves their historic significance while allowing their use for modern purposes like office space, retail, or housing.	Jackson County Historical Society, Jackson County Historic Preservation Commission, Library	L
Encourage community events like community clean-up day that bring people together and build community pride.	Preston Growth and Development, Hometown Pride	O
<b>Chapter 4. Economic Development</b>		
<b>Business Attraction, Retention, and Expansion</b>		
Assist local firms in finding financing and appropriate development sites for expansion.	JCEA, Preston Growth and Development	O
Encourage access to economic incentives for quality job creation and tax base enhancement.	JCEA, Preston Growth and Development	M
Continue to work with public and private sector partners to achieve the community's economic development goals.	JCEA, Preston Growth and Development	O
Support construction and maintenance of infrastructure that supports economic development including: housing, transportation, and utility systems.	Public Works, Preston Telephone, Iowa DOT, water plant operator	L
Support construction of homes needed to house an expanded workforce.	Private builders, property owners, realtors, financial institutions	L
<b>Downtown</b>		
Encourage continued revitalization and redevelopment of downtown buildings.	JCEA, Preston Growth and Development	L

Project Timelines: S=Short-term (less than one year) | M=Medium-term (one to five years) | L=Long-term (more than five years) | O=Ongoing (requires continuous action)

2043 Recommendations	Partners	Time
Encourage businesses to locate and expand in Downtown Preston.	JCEA, Preston Growth and Development	O
<b>Marketing</b>		
Work with community partners such as Preston Growth and Development and JCEA to develop a marketing strategy that displays a consistent message and image of the community.	JCEA, Preston Growth and Development	M
Identify community features that could be features of a regional marketing campaign.	JCEA, Preston Growth and Development	S
<b>Entrepreneurship</b>		
Cooperate with other agencies and educational institutions to identify programs and services to assist in the creation of new small businesses.	JCEA, Preston Growth and Development, Eaton Valley School District, Clinton Community College	O
Promote programs that provide start-up businesses with financial and technical assistance.	JCEA, Preston Growth and Development	O
Promote business succession planning.		M
<b>Chapter 5. Housing</b>		
Encourage a diverse housing stock that serves people at all income levels and at all stages of life.	Private builders, property owners, realtors, financial institutions	O
Continue to use the Harvest Heights Marketing Plan to publicize housing opportunities in Preston.	JCEA, Preston Growth and Development, Realtors	S
Support the creation of new housing needed to help the community maintain its population.	Private builders, property owners, realtors, financial institutions	L
Support housing redevelopment in existing vacant or underutilized structures such as upper floors of downtown buildings.	JCEA, private builders, property owners,	M
Encourage maintenance and rehabilitation of existing homes.	JCEA, private builders, property owners,	O
Support community volunteer efforts to assist those in need with home maintenance tasks.	Churches, Preston Growth and Development, Hometown Pride, Lions Club	S
Identify areas for future housing development in the City's future land use map.	Comprehensive Planning Committee	S
Encourage infill housing development on existing vacant lots in the city's existing neighborhoods.	Private builders, realtors, property owners, financial institutions	M
Support the development of quality, affordable owner, and rental housing.	Private builders, realtors, property owners, financial institutions	L
Support the development of housing for the elderly.	Private builders, realtors, property owners, financial institutions	L
<b>Chapter 6. Infrastructure, Facilities, and Services</b>		
<b>Public Infrastructure and Facilities</b>		

Project Timelines: S=Short-term (less than one year) | M=Medium-term (one to five years) | L=Long-term (more than five years) | O=Ongoing (requires continuous action)

2043 Recommendations	Partners	Time
Plan for, build, and improve infrastructure systems to meet anticipated growth and development needs.	Public Works, Preston Telephone, water plant operator	L
Encourage new development to size facilities to serve the needs of future development.	Public Works, Preston Telephone, water plant operator	L
Encourage development and redevelopment in areas with access to existing infrastructure.	Public Works, Preston Telephone, water plant operator	L
Invest in infrastructure projects that will result in private sector investments that can financially sustain the maintenance of the infrastructure.	Public Works, Preston Telephone, water plant operator	L
Perform routine maintenance and support ongoing improvements that will extend the life of infrastructure systems.	Public Works, Preston Telephone, water plant operator	O
Encourage access to reliable and affordable broadband internet.	Preston Telephone	L
Revise the City's Capital Improvements Program on an annual basis	Public Works	O
<b>Parks and Recreation</b>		
Support continuing improvement programs for park maintenance, equipment, and facilities.	Preston Growth and Development	L
Continue encourage community residents to participate in park beautification through clean-up events, gardening clubs, and other volunteer opportunities	Preston Growth and Development	M
Complete FitCore and Peppermint Park projects.	Preston Growth and Development	M
<b>Public Safety</b>		
Monitor public safety facilities, equipment, and procedures to ensure that adequate service is provided.	Police Department, Fire Department, Community Ambulance Service	O
Encourage coordination, cooperation, and resource sharing among local public safety agencies.	Police Department, Fire Department, Community Ambulance Service, Jackson County Sheriff, Jackson County EMA	O
Coordinate with local police and fire departments to ensure that new development can be served by existing facilities and equipment.	Police Department, Fire Department, Community Ambulance Service	O
<b>Education and Child Care</b>		
Coordinate with local schools to provide adequate educational facilities and improve educational opportunities for the community's children.	Easton Valley School District, Clinton Community College, Library	O
Coordinate with local schools to ensure that proposed development can be served by existing educational facilities.	Easton Valley School District	O

Project Timelines: S=Short-term (less than one year) | M=Medium-term (one to five years) | L=Long-term (more than five years) | O=Ongoing (requires continuous action)

2043 Recommendations	Partners	Time
Work with the school district and in-home providers to expand the childcare options available in the community.	Easton Valley School District, In-Home childcare providers	S
<b>Chapter 7. Transportation</b>		
<b>Transportation Planning Process</b>		
Continue to work with outside agencies such as Jackson County, the Iowa Department of Transportation, and Regional Planning Affiliation 8 to maintain regional highway connections.	Iowa DOT, Jackson County Engineer, RPA 8	L
Follow a performance-based planning process that ensures that resources are used effectively.	Iowa DOT, Jackson County Engineer, RPA 8	L
Continue to look for opportunities to fund transportation infrastructure projects through state and federal programs.	Iowa DOT, Jackson County Engineer, RPA 8	L
<b>Roads and Bridges</b>		
Evaluate the City's street system and plan future street maintenance projects through the City's Capital Improvement Program (CIP).	Public Works	O
<b>Public Transportation</b>		
Coordinate with the RTA 8 to improve public transit service in the Preston area.	RTA 8	O
<b>Bicycle and Pedestrian</b>		
Create a more complete bicycle and pedestrian network through the development of trails, on-street bicycle routes, and sidewalks.	Iowa DOT, Jackson County Engineer, RPA 8	L
Improve safety for bicyclists and pedestrians by adding improvements to on-street bicycle routes and improving street crossings.	Iowa DOT, RPA 8	L
Work on implementing the projects listed in the Non-Motorized Connectivity Plan	Iowa DOT, RPA 8	L
<b>Chapter 8. Land Use</b>		
<b>Keep the Future Land Use Map current with changing growth conditions in the region.</b>		
Review the Future Land Use Map at five-year intervals to ensure it remains a useful guide for growth and development.	Comprehensive Planning Committee	O
Consider prompt review and possible amendment of the Future Land Use Map between five-year intervals should development conditions significantly change.	Comprehensive Planning Committee	M
Review city ordinances ensure compatibility with the recommendations of the Comprehensive Plan.	Comprehensive Planning Committee	S
<b>Promote principles of good community design as part of all development.</b>		
Ensure that adjacent land uses are compatible with regard to such factors as smoke, noise, odor, traffic, activity, and appearance.	Comprehensive Planning Committee	O



Project Timelines: S=Short-term (less than one year) | M=Medium-term (one to five years) | L=Long-term (more than five years) | O=Ongoing (requires continuous action)

2043 Recommendations	Partners	Time
Provide adequate amounts of land in a variety of sites suitable for each type of use, and allow for anticipated change and growth based on economic forecasts.	Comprehensive Planning Committee	O
Plan for conservation areas that provide recreation opportunities and protect important environmental resources.	Comprehensive Planning Committee	O
<b>Ensure that opportunities for commercial and industrial development are provided to support both the local and regional market.</b>		
Encourage continued investment in downtown and expansion of available commercial space.	JCEA, Preston Growth and Development	L
Promote the retention and expansion of existing, and attraction of new, industrial development opportunities in suitable locations.	JCEA, Preston Growth and Development	L
<b>Plan for future housing development.</b>		
Provide adequate amounts of land for new housing construction to meet the community's expected population growth.	Comprehensive Planning Committee	L

## List of Partners

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

Preston United Methodist Church, Saint John's Lutheran Church, and Saint Joseph Catholic Church (Churches)	Iowa Department of Natural Resources (DNR)
	Iowa Economic Development Authority (IEDA)
City of Preston Police Department (Police Department)	In-home child care providers
City of Preston Public Library (Library)	Jackson County Board of Supervisors (BOS)
City of Preston Public Works (Public Works)	Jackson County Economic Alliance (JCEA)
Clinton Community College	Jackson County Emergency Management Agency (EMA)
Community Ambulance Service	Jackson County Engineer
East Central Intergovernmental Association (ECIA)	Jackson County Historic Preservation Commission
Eastern Iowa Regional Housing Authority (EIRHA)	Jackson County Historical Society
Easton Valley Community School District	Jackson County Sheriff
Financial Institutions – Banks and Credit Unions	Local businesses
	Preston Growth and Development

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Preston Hometown Pride	Property owners
Preston Lions Club	Realtors
Preston Telephone Company	Regional Planning Affiliation 8 (RPA 8)
Preston Volunteer Fire Department (Fire Department)	Regional Transit Authority 8 (RTA 8)
Private builders	Water plant operator