

CITY OF FAIRFIELD
COMPREHENSIVE PLAN
1995-2015

Office of Planning Administrator
118 South Main Street
Fairfield, Iowa 52556

RESOLUTION NO. 1520

A RESOLUTION ADOPTING THE COMPREHENSIVE PLAN
1995 - 2015 FOR THE CITY OF FAIRFIELD

WHEREAS, a Comprehensive Plan is a statement of goals and guidelines of the community; and

WHEREAS, the 1975 - 1995 Comprehensive Plan may no longer reflect the present or anticipated conditions of Fairfield; and

WHEREAS, the Planning and Zoning Commission and the City Council have held public meetings and studied changes which may have taken place within the community since adoption of the 1975 - 1995 Comprehensive Plan; and

WHEREAS, these bodies have found that the general goals and policy directions contained herein are appropriate for the community.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FAIRFIELD, IOWA THAT:

The Comprehensive Plan 1995 - 2015 for the City of Fairfield be adopted by the City Council of Fairfield as a guide to foster and direct growth into the 21st century.

PASSED AND APPROVED this 14th day of March, 1994.

MAYOR Robert L. Rasmussen

ATTEST:
ADMINISTRATIVE COORDINATOR J. P. B.

The vote on the foregoing Resolution was as follows:

	AYES	NAYS	ABSTAIN	ABSENT
Young	<u>X</u>	_____	_____	_____
Sutherlin	_____	_____	_____	<u>X</u>
Schneider	<u>X</u>	_____	_____	_____
Malloy	<u>X</u>	_____	_____	_____
Dimmitt	<u>X</u>	_____	_____	_____
Frakes	<u>X</u>	_____	_____	_____
Silverman	<u>X</u>	_____	_____	_____



City of Fairfield

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Office of the Mayor

Fairfield Plan and Zoning Commission
Honorable Mayor and City Council
City of Fairfield
Fairfield, Iowa 52556

March 14, 1994

Ladies and Gentlemen:

We are pleased to present to you the **Comprehensive Plan for the City of Fairfield, 1995-2015**. This document is the end result of more than twelve months of research, study, and public meetings involving the staff of the Office of the Planning Administrator and the Citizen Task Force.

This Comprehensive Plan continues the planning tradition begun in Fairfield in the 1960s, continued through the 1970s and 1980s, and now, with this document, into the 21st century.

It has been our pleasure to create this document and we hereby submit it to the citizens of the City of Fairfield by way of the Plan and Zoning Commission and the City Council of Fairfield. Without the help of all of them, this document would not have been possible.

Respectfully submitted,


Ronald J. Moore, Planning Administrator


Charles Kuester, Planning Intern


Bingrong Shan, Planning Intern

FAIRFIELD, IOWA
COMPREHENSIVE PLAN
1995-2015

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CHAPTER ONE INTRODUCTION

CHAPTER ONE: INTRODUCTION

Fairfield is a city of about 9,768 persons in southeast Iowa. It is the county seat of Jefferson county and lies at the intersection of U.S. Highway 34 and State Highway 1. Burlington Northern Railroad serves Fairfield on an east-west route. Ottumwa is 26 miles to the west and Mount Pleasant lies 22 miles east. The Iowa-Missouri state boundary is 30 miles south and Iowa City (with Interstates 80 and 380) is about 60 miles northward.

The city of Fairfield has a diverse economic base, comprising more than 45 manufacturing plants, a growing services industry, retailing establishments, and an accredited college, Maharishi International University.

This Comprehensive Plan is intended to be a thorough inventory of Fairfield, including an in-depth look at its population, economic base, land use, housing stock, recreational facilities, public facilities, schools, the university, and physical infrastructure. In addition, broad city goals are outlined and policy guidelines are recommended to achieve those goals.

This plan looks to a definable future, to 2015, and attempts to provide a framework for growth and development during that period. Implicitly, it defines an image for the city 20 years hence. While this plan establishes no new ordinances or legislative mandates, it does establish a set of policy directions designed to guide future growth and development.

Fairfield completed its first comprehensive plan in 1958. Changes in the community, especially with the growth of Parsons College, led to updates to the plan between 1963 and 1966. By 1973, the city felt a need to review and update the plan. Stanley Consultants of Muscatine, Iowa, produced the Comprehensive Plan for Fairfield 1975-1995. In the spring of 1993, an update of that Comprehensive plan was begun by four University of Iowa students (David Rodebaugh, Cole Runge, Elizabeth Canzoneri, Sean O'Connor) in the Urban and Regional Planning Program. Beginning in the summer of 1993, two student interns, Charles Kuester and Shan Bingrong, also Urban and Regional Planning students, undertook the production of this Comprehensive Plan for Fairfield for the years 1995-2015.

The process of completing this plan took nearly a year of research; interviews with public officials, business people, and concerned citizens; meetings with the mayor, representatives of the community constituting the Citizen Task Force; and through the coordination and consultation with R.J. Moore, the city's Planning Administrator.

The Citizen Task Force, assisting with the development of the community's goals and directions, included Norma Bogner, James Dimmitt, Floyd Gourley, Dennis Heaton, John Kelley, Roy Lamansky, Tom O'Keefe, James Scherman, and Jay Silverman. They met regularly with the two interns during the summer and fall of 1993 and their assistance was immeasurably helpful. Recognition goes, also, to those many other interested citizens who offered their views or attended the various meetings of the Planning and Zoning Commission and City Council.

This is not a static document. As Fairfield develops in anticipated and unanticipated ways, updates to this document may be needed. A thorough review and updating will undoubtedly be necessary by 2015.

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CHAPTER TWO: POPULATION

INTRODUCTION

No single numeric datum is more important to a community than its population. The number of inhabitants in a city will, to a large extent, lead to expectations about the city's: number and sizes of industries; number and sizes of retail establishments; availability of certain services or specialties; number of schools; and the size of the local government.

Closer examination of population data will determine: the ethnic composition of the city; which population groups are migrating into or out of the city; whether or not the population is aging; whether growth trends are mirroring state and national trends; and the growth of the city relative to the county.

Projections for the future, drawn from population figures and trends, will help the city plan for: economic growth and development; changing school needs; and a reallocation of resources affecting growing or declining segments of the community, be they age, ethnic, or poverty based.

HISTORIC AND CURRENT POPULATION

Historic population trends

The population of Fairfield, at least since 1950, has increased during each decennial census. Jefferson County has remained relatively stable with the most recent decade (1980-1990) seeing a decline of less than one half of one percent. The state increased its population in the period 1950 to 1980, but lost nearly 5 percent in the 1990 census. Table 1 shows the populations of Fairfield, Jefferson County, and Iowa, from 1950 to 1990, and the change in percent from each prior census. The table also shows the percent of Jefferson County's population that lives in Fairfield. These percentages reflect a trend toward the urbanization of the state's population.

TABLE 1 FORTY YEAR TRENDS

	1950	1960	1970	1980	1990
Fairfield					
population	7,299	8,054	8,715	9,428	9,768
% change	...	10.3%	8.2%	8.2%	3.6%
Jefferson Co.					
population	15,696	15,818	15,774	16,316	16,310
% change	...	0.8%	-0.3%	3.8%	-0.04%
Iowa					
population	2,621,073	2,757,537	2,825,368	2,913,808	2,776,755
% change	...	5.2%	2.5%	3.1%	-4.7%
Percent of Co. in Fairfield	46.5%	50.9%	55.2%	57.8%	59.9%

Source: U.S. Census Bureau

Of Jefferson County and its six neighbors, only one county (Henry) experienced population growth during the 1980s. Jefferson County's loss was minimal, only six persons. The others (Davis, Keokuk, Van Buren, Wapello, and Washington) lost at least 500 persons each, with Wapello County losing nearly 5,000 persons.

Since 1950, however, three counties (Jefferson, Henry, and Washington) have had a net gain in population. The other four counties have had substantial drops in numbers. The seven county total, from 1950 to 1990, has suffered a drop of

20,674 persons, or nearly 15 percent. Table 2 displays the Census Bureau figures for these seven counties from 1950 to 1990, as well as the seven county totals.

TABLE 2 SEVEN COUNTY REGIONAL POPULATION 1950 TO 1990

COUNTY	1950	1960	1970	1980	1990
Jefferson	15,696	15,818	15,774	16,316	16,310
Davis	9,959	9,199	8,207	9,104	8,312
Henry	18,708	18,187	18,114	18,890	19,226
Keokuk	16,797	15,492	13,943	12,921	11,624
Van Buren	11,007	9,778	8,643	8,626	7,676
Wapello	47,397	46,126	42,129	40,241	35,687
Washington	19,557	19,406	18,967	20,141	19,612
TOTALS	139,121	134,006	125,777	126,239	118,447

Source: U.S. Census Bureau

Age and sex characteristics

Compared to the state, Fairfield has a slightly older population. Table 3 shows that the median age of Fairfield is higher, the percentage of elderly persons is higher, and the percentage of persons under 20 years old is lower. Also, the higher percentage of women in Fairfield is indicative of the greater longevity of women.

TABLE 3 AGE AND SEX CHARACTERISTICS 1990

	Fairfield	Iowa
Median Age	37.5	34.0
% less than 20	25.5%	29.0%
% over 65	15.7%	15.3%
% over 75	8.6%	7.2%
% Male	47.6%	48.4%
% Female	52.4%	51.6%

Source: U.S. Census Bureau

Racial Characteristics

Fairfield has a less diverse racial and ethnic population than the state. However, both the state and Fairfield have broadened, if ever so slightly, their racial

composition since the 1980 census. Table 4 shows the 1980 and 1990 racial characteristics for Fairfield and Iowa.

TABLE 4 RACIAL CHARACTERISTICS 1980 AND 1990

Fairfield	1980		1990	
White	9,248	98.1%	9,513	97.4%
Black	64	0.7%	82	0.8%
Native	14	0.1%	16	0.2%
Asian, Pacific	30	0.3%	133	1.4%
Other	72	0.8%	24	0.2%
Total	9,428	100%	9,768	100%

Iowa	1980		1990	
White	2,839,225	97.5%	2,683,090	96.6%
Black	41,700	1.4%	48,090	1.7%
Native	5,455	0.2%	7,349	0.3%
Asian, Pacific	11,577	0.4%	25,476	0.9%
Other	15,851	0.5%	12,750	0.5%
Total	2,913,808	100%	2,776,755	100%

Source: U.S. Census Bureau

Findings

A review of the recent census data leads to these findings for Fairfield and Jefferson County.

An increasing city population, albeit with a declining rate of growth.

A stable county population.

A declining state population.

A general aging of the city population.

A broadening of the racial and ethnic diversity of the city.

POPULATION PROJECTIONS

Population projections can be useful predictors of future demographic changes if their methodologies, assumptions, and limitations are understood. Some population projection techniques simply use basic arithmetic methods to extend past demographic trends into the future. Other projection techniques examine economic trends to predict employment gains or losses, which are then extrapolated into a figure for the population.

In the preparation of this Comprehensive Plan, we undertook our own population projection, based on a computer model at the University of Iowa's Urban and Regional Planning Program. Our projection technique relies on past fertility, mortality, and migration rates. It applies these rates to 5 year age cohorts, analyzing changes in five year increments. This technique takes into account natural changes (births and deaths) as well as changes due to migration patterns. What it (and other projections) cannot take into account are unexpected natural calamities and economic disasters or booms.

University of Iowa Planning Program Projections

Technique and assumptions: A computer program created by the Urban and Regional Planning Program at the University of Iowa uses a cohort component method to examine fluctuations in 5-year age groups between 1980 and 1990. The factors of change in the total population are examined; birth and death figures are entered; migration rates are determined; local fertility rates for females aged 10 to 49 are adjusted with state and U.S. fertility rates; resulting in projections of the population for 1995 to 2010.

For the Fairfield projection, population numbers for males and females (by five year age groups) were obtained from the U.S. Census Bureau. The number of births (110 in 1990), and the number of deaths (105 in 1990) were obtained from the Iowa Department of Public Health. The assumptions we applied to the projection were: that there would be no major natural or man-made disaster that would significantly affect population; that there would be no significant change

in the fertility of women or the birth rate; that life expectancy and mortality rates would not change much in the next twenty years; and that there would be no major economic upheaval or boom that would cause a major change in migration patterns.

Findings: Our projections indicate that Fairfield will slightly decrease in population over the next twenty years. Table 5 shows census figures for 1980 and 1990 and our projections for 1995 to 2010 (by five year increments).

TABLE 5 POPULATION PROJECTIONS

	1980	1990	1995	2000	2005	2010
Fairfield	9,428	9,768	9,603	9,427	9,277	9,132

Source: U.S. Census Bureau; U of I Urban and Regional Planning Program

As stated earlier, Fairfield has managed to gain population every census period since 1950. However, that rate of increase is slowing. With a declining state population in the 1980s and a generally declining population in the seven county region since 1950, Fairfield's growth has been singular.

Table 6 shows how these future population projections are broken down along age and gender lines. The 0 to 19 age groups are expected to drop from 24 percent to 20 percent of the city's population by 2010, while the elderly age groups show little fluctuation. Of interest, however, is the increasing proportion of women in the population, expected to rise to 55 percent in 2010.

TABLE 6 AGE GROUP PROJECTIONS

	1995	2000	2005	2010
# of 0-19	2,327	2,162	1,925	1,790
% of 0-19	24%	23%	21%	20%
# of 65+	1,465	1,355	1,248	1,324
% of 65+	15%	14%	13%	14%
# of 75+	860	814	753	680
% of 75+	9%	9%	8%	7%
% Male	47%	47%	46%	45%
% Female	53%	53%	54%	55%

Source: U of I Urban and Regional Planning Program

Implications: A change in any of the assumptions of this projection will, of course, alter the results. Since the net natural increase (births minus deaths) is so small (5 persons in 1990) and unlikely to be significantly altered, change in the population would need to come through a change in migration patterns. Economic opportunities, housing opportunities (both discussed in later chapters), and increased enrollment at Maharishi International University would tend to lead to increased migration into Fairfield. Conversely, a major plant or business closing or a major loss of enrollment at MIU would lead to an opposite effect.

CHAPTER THREE

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CHAPTER THREE: ECONOMIC DEVELOPMENT

INTRODUCTION

The vitality of any city depends a great deal upon the economic activity generated in that city. Fairfield is blessed with a rich diversity of business sectors: heavy and light manufacturing, service industries, retail establishments, construction industries, and educational services. These businesses have contributed much to the economic successes of Fairfield.

The entrepreneurial spirit of many of Fairfield's residents has kept the buildings surrounding the town square generally full with commercial tenants. Even with the expanding commercial strip west of downtown on Highway 34, the town square has yet to develop any long-term vacancy problem.

Yet, along with continued commercial success comes some associated problems. As noted in the land use chapter, downtown commercial space is at a premium. Commercial uses have taken over most of the square's top floors, replacing residential uses and aggravating parking problems. Around the immediate downtown area, commercial uses are competing with residential uses for some of the housing units. Frequently, non-retail professional offices and personal service establishments are seen occupying what once were single family dwellings.

Manufacturing has consistently provided a strong economic base for Fairfield, employing large numbers of workers and paying generally good wages. And recently, a number of service oriented companies have opened, broadening the diversity of Fairfield's economic base. Maharishi International University has contributed much to Fairfield's success. MIU brings in more than 600 students from around the U.S. and the world, and attracts many others to the general meditating community.

This chapter will briefly describe the economic history of Fairfield, analyze the economic and employment characteristics of the city, and outline goals and objectives to guide further growth.

HISTORY

Early history

Throughout its history, Fairfield has experienced economic growth both through the influx of new industries and the expansion of existing ones. New industries have developed from within Fairfield and, more recently, from national and multi-national corporations migrating into the city.

The emergence of Fairfield as a regional center of manufacturing began in 1881, when William Loudon formed Loudon Machinery Company to manufacture overhead hay carriers, door hangers and tracks. By 1900 it was employing 60 persons. Expansion into overhead monorail conveyor systems allowed the firm to expand into national and international markets. The Loudon Machinery Company, though sold in 1953 and again in 1966, still survives under the aegis of American Chain and Cable Company.

The first industry to move into Fairfield was Joel Turner's wagon works, moving from nearby Mt. Pleasant in 1887. Located in a new brick building, by 1902 it was employing 80 persons and was the largest industrial employer in Fairfield.

Fairfield's proximity to agricultural markets, its available work force, and access to adequate transportation (in 1901, Fairfield was served by the Chicago, Burlington & Quincy railroad and the Chicago, Rock Island & Pacific railroad) led to the formation of Harper Brush Company, Iowa Malleable Iron Company, Fairfield Glove Company (now Fairfield Line, Inc.) in Fairfield, and the movement of Dexter Company into Fairfield in the first dozen years of the Twentieth century.

After the First World War, industrial growth began again. Industries that rose during this time were the Thoma Glass Company (manufacturing paints, oils, and glass), Speeder Machinery Corporation (which moved its excavating equipment plant to Cedar Rapids in the 1930s), and Universal Producing Company (theatrical productions and training). This latter company eventually moved into

production of plastic products and in 1968 became a subsidiary of Perfect Film and Chemical Corporation. None of these three companies now exist. Further expansion of Fairfield's economy had to wait until the end of the Second World War.

Post-war history

The general post-war boom brought new industries to Fairfield. Fairfield Engineering and Manufacturing began with the design and production of agribusiness, lawn, and garden tools and equipment. Fairfield Aluminum Castings Company (FALCO), founded in 1946 by former employees of Iowa Malleable Iron, produces aluminum castings for industrial and consumer goods uses. Iowa Malleable continued producing iron castings until its closure in the fall of 1993.

By the mid-1950s, national firms were beginning to look at Fairfield. The Ford Motor Company acquired Dexter and at one point employed more than 800 persons. Ford has since relenquished Dexter which now produces washing machines, dry cleaning machines, and iron castings. American Chain and Cable (ACCO), a division of Babcock Industries Inc., began operations in Fairfield in 1956, supplying cable controls for farm implement, automotive, and aircraft industries. In 1966 ACCO acquired Louden and now produces cranes and conveyors.

In 1961, Rockwell-Standard Corporation built a universal joint plant, expanding it in 1970. Now a division of Rockwell International, the Fairfield plant serves the driveshaft and driveline component needs of the farm implement and automotive industries.

Three firms constitute the plastics industry in Fairfield. They are J & B Plastics, Agri Industrial Plastics, and Plexco. J & B produces extruded plastics, Agri Industrial manufactures blow molded products, and Plexo produces plastic pipe and fittings.

Parsons College and its successor, Maharishi International University, have had a large economic impact on Fairfield. Founded in 1875, Parsons College grew rapidly in the 1960s, reaching a peak enrollment of 4,859 in 1967. Unfortunately, Parsons lost its accreditation in 1968 and was forced by bankruptcy into closing in 1973.

However, by the fall of 1973, Maharishi International University had occupied the Parsons College campus and had begun classes with an initial enrollment of nearly 470 students. MIU is a learning center for traditional sciences and humanities as well as Vedic sciences. The enrollment in 1993 was 628 students.

A hearty manufacturing base exists in Fairfield, yet since the early 1980s a trend toward an increasing number of service oriented businesses has been developing in Fairfield. Although still relatively young members of Fairfield's business community, their growth and diversity will strengthen the local economic base. U.S. Bureau of the Census data for 1990 indicate more than 500 persons in service occupations (not including those in administrative, managerial, clerical or sales positions) in Fairfield.

WORK FORCE

Categories of employees

The 1990 U.S. Census for Fairfield counted 4,658 employed persons living in Fairfield. Of these, the greatest number (2,881 persons) were employed in private, for-profit business. The second largest source of employment (756 persons) was in private, not-for-profit business. Six hundred forty-two persons are self employed.

**TABLE 1 SOURCES OF EMPLOYMENT 1990 (Persons 16
 Years and Over)**

<u>Source of employment</u>	<u>Number of employees</u>
Private, for profit	2,881
Private, not for profit	756
Local government	198
State government	109
Federal government	37
Self employed	642
Unpaid family workers	35
TOTAL	4,658

Source: U.S. Census Bureau

Classification of employment by industry shows that manufacturing and retailing are important employers in Fairfield. Nearly 20 percent of workers living in Fairfield (901 persons) are employed in manufacturing firms producing durable and non-durable goods. Almost the same number (899 persons) are employed in firms conducting retail sales. Another one sixth of Fairfield's employment (759 persons) lies in educational services. Table 2 lists total employment by Industrial Category.

Classification of employment by occupation shows that over 35 percent (1,647 persons) of Fairfield's employed persons are in managerial and professional positions. Almost 22 percent (1,010 persons) are employed in traditional blue collar trades of production, assembling, handling, and laboring positions. Table 3 describes employment by Occupational Category.

TABLE 2 EMPLOYMENT BY INDUSTRY 1990

<u>Category of Industry</u>	<u>Number of Employees</u>
Agriculture, forestry, fisheries	28
Mining	0
Construction	205
Manufacturing (non-durable)	299
Manufacturing (durable)	602
Transportation	87
Communications and other Public Utilities	82
Wholesale Trade	120
Retail Trade	899
Finance, Real Estate, and Insurance	206
Business and Repair Services	298
Personal Services	149
Entertainment and Recreational Services	87
Health Services	381
Educational Services	759
Other Professional and Related Services	343
Public Administration	113
TOTAL	4,658

Source: U.S. Bureau of the Census

TABLE 3 EMPLOYMENT BY OCCUPATION 1990

<u>Category of Occupation</u>	<u>Number of Employees</u>
Executive, Administrative, Managerial	812
Professional Specialty	835
Technicians and Related Support	171
Sales	558
Administrative Support including Clerical	657
Private Household Service	46
Protective Service	51
Service, not including Household and Protective Service	512
Farming, Forestry, Fishing	6
Precision Production Craft and Repair	427
Machine Operators, Assemblers, Inspectors	344
Transportation and Material Moving	102
Handlers, Equipment Cleaners, Helpers, and Laborers	137
TOTAL	4,658

Source: U.S. Bureau of the Census

These 4,658 employees are divided into 2,564 males and 2,094 females in Fairfield.

TABLE 4 EMPLOYMENT BY SEX 1990

<u>Sex</u>	<u>Number of Employees</u>
Female	2,094
Male	2,564
TOTAL	4,658

Source: U.S. Census Bureau

These 4,658 persons do not reflect the total number of persons working in Fairfield. They are identified by the U.S. Census in 1990 as the number of residents of Fairfield who are employed, in Fairfield or elsewhere. A survey by the Fairfield Chamber of Commerce indicated about 1,200 persons commute into Fairfield from elsewhere daily to work.

Unemployment rate and unemployed

Figures released by the Iowa Department of Employment Services show that, at least from 1980 to 1992, Iowa has had an unemployment rate generally lower than that of the United States as a whole. Only in 1985 and 1986 was the U.S. unemployment rate equal to or lower than Iowa's rate. Since 1989, the difference between the U.S. unemployment rate and the Iowa unemployment rate has been increasing. In 1989, Iowa's unemployment rate was 4.3 percent, one percentage point lower than the U.S. rate of 5.3 percent. In 1992, that difference increased to 2.8 percent (Iowa 4.6%; U.S. 7.4%). Jefferson County's unemployment rate has tended to be greater than the state's rate during this 13 year period. This has been true for most rural counties in Iowa. A comparison of Jefferson County's unemployment rate with other southeast Iowa counties is shown below.

Table 5 shows the differences among the national, the state, and the county unemployment rates for the period 1980 to 1992. Also shown is the size of the Jefferson County labor force and its yearly percent change. Since 1990, the total

labor force in Jefferson County has been increasing. Total employment has also been increasing since 1990. A 1990 labor force size of 8,940 persons and an unemployment rate of 4.3 percent gave Jefferson County 8,556 employed persons that year. In 1991, total employment increased to 8,654 persons and in 1992, that figure rose to 8,921. However, despite an increase in total employment, job opportunities have not kept pace with the increase in the labor force, resulting in a rising unemployment rate (one full percentage point, 4.3% to 5.3%) from 1990 to 1992.

TABLE 5 UNEMPLOYMENT RATES AND LABOR FORCE SIZE

Year	Unemployment rates			Labor Force	Change
	U.S.	Iowa	County		
1980	7.1%	5.8%	6.0%	7,840	--
1981	7.6%	6.9%	7.0%	7,720	-1.5%
1982	9.7%	8.5%	10.3%	7,750	-1.9%
1983	9.6%	8.1%	8.3%	7,490	-1.1%
1984	7.5%	7.0%	6.4%	7,980	6.5%
1985	7.2%	8.0%	7.2%	8,080	1.3%
1986	7.0%	7.0%	8.0%	8,530	5.6%
1987	6.2%	5.5%	7.0%	8,470	-0.7%
1988	5.5%	4.5%	4.8%	9,180	8.4%
1989	5.3%	4.3%	4.8%	9,200	0.2%
1990	5.5%	4.2%	4.3%	8,940	-2.8%
1991	6.7%	4.6%	4.8%	9,090	1.7%
1992	7.4%	4.6%	5.3%	9,420	3.6%

Source: Iowa Department of Employment Services

Of the seven county region, Jefferson County has fared comparatively better. Ranking their unemployment rate from highest to lowest by county, Jefferson County has never placed higher than fourth. In 1985 it was seventh (the lowest rate). Twice it ranked sixth; seven times it ranked fifth; and three times it ranked fourth. Table 6 shows Jefferson County's historic performance in comparison with the six counties (Davis, Henry, Keokuk, Van Buren, Wapello, and Washington) adjoining it.

TABLE 6 UNEMPLOYMENT RATES FOR SEVEN COUNTY AREA

<u>Year</u>	<u>Jefferson</u>	<u>Davis</u>	<u>Henry</u>	<u>Keok.</u>	<u>VanB.</u>	<u>Wape.</u>	<u>Wash.</u>
80	6.0	5.4	5.9	8.5	7.5	7.9	5.3
81	7.0	8.1	7.7	10.5	8.0	11.6	5.9
82	10.3	10.4	8.1	10.6	10.7	12.3	6.7
83	8.3	11.5	8.1	9.7	9.7	12.7	7.3
84	6.4	8.3	7.4	7.8	7.9	10.1	6.1
85	7.2	9.9	7.4	8.4	10.0	11.9	8.2
86	8.0	10.9	5.9	8.2	9.5	13.5	8.0
87	7.0	8.5	5.0	6.2	9.0	10.2	6.0
88	4.8	6.9	3.8	5.6	7.5	7.4	4.6
89	4.8	5.5	3.9	5.0	7.7	6.8	4.1
90	4.3	4.2	3.1	5.2	5.3	6.4	3.6
91	4.8	7.0	4.0	5.7	7.0	8.0	4.1
92	5.3	6.5	4.2	6.8	7.4	7.5	4.3

Source: Iowa Department of Employment Services

EMPLOYERS

A study of the changing sources of employment is useful in identifying trends in employment and projecting future labor needs. Increases in employment in certain business sectors will have a greater multiplier effect on the local economy than other business sectors. Generally, increased employment in the manufacturing sector will lead to more export oriented production (export here means export out of the local economy), more inflow of money into the local economy, and a greater recirculation of that money.

Having a local economy comprising mostly basic industries indicates an export driven economy. While generally favorable to the community, it also leaves the local economy vulnerable to declines in the national economy; even more so if those basic service industries are dominated by one or two large firms. Fairfield's economy is diversifying by broadening the scope of its basic sector industries, and by maintaining a diverse employment base in each sector.

Table 7 shows the percentage of the non-farm county, state, and national workforce employed by major industry groups in 1980 and 1990. The data show interesting patterns of change over the decade 1980-1990, and differences in the relative importance of industry groups at the national, state, and county levels.

Whereas in 1980, manufacturers employed the largest percentage of people in the state and county, by 1990 the service sector had become the largest employer. At the state level by 1990, even the retail sector had grown to surpass manufacturing in number of employees. At the national level also, manufacturing employment experienced a decline during the decade, while the service sector experienced healthy growth.

Jefferson County still has a strong manufacturing base, comprising 28.1 percent of county employment, yet its service sector has grown to 31.9 percent. Of some concern are those sectors of the economy where employment share is well below the national or state share. Chief among them is the construction industry.

Comprising only 1.7 percent of employment (compared to 4.1% for the state and 6.9% for the nation), this sector should be strengthened to allow the county to produce a higher proportion of its own needs.

**TABLE 7 EMPLOYMENT SHARE OF SELECTED
NON-FARM BUSINESS SECTORS**

1980	County	State	U.S.
Construction	2.2%	5.1%	6.6%
Manufacturing	45.2%	28.5%	23.4%
Trans/Utilities	4.6%	5.3%	6.7%
Wholesale	9.1%	8.5%	4.2%
Retail	18.5%	22.6%	17.3%
Finance/Insurance	6.2%	6.9%	6.4%
Services	12.3%	21.7%	30.6%
Other ¹	1.9%	1.4%	4.8%

1990	County	State	U.S.
Construction	1.7%	4.1%	6.9%
Manufacturing	28.1%	22.7%	18.9%
Trans/Utilities	3.8%	5.6%	7.2%
Wholesale	6.1%	7.3%	4.1%
Retail	18.2%	23.5%	17.5%
Finance/Insurance	9.1%	7.5%	7.1%
Services	31.9%	28.3%	34.8%
Other ¹	1.1%	1.0%	3.5%

¹Includes: Agriculture services, Forestry, Fishing, Mining, and Unclassified

Source: see below

A note on the data

The county and state data for Table 7 come from County Business Patterns for 1980 and 1990. Compiled by the U.S. Census Bureau, it excludes government employees, railroad employees, and the self-employed. The major industry groups are defined by Standard Industrial Classification codes. The SIC codes underwent changes in 1985, making prior years not strictly comparable. Data for the nation come from the U.S. Statistical Abstract from figures provided by the U.S. Bureau of Labor Statistics. After factoring out the Public

Administration category, figures more comparable to the CBP figures were obtained.

Data from other sources, particularly from the Iowa Department of Employment Services's Labor Market Information Unit show slightly different figures for percent of employment by industry. But, the relative rankings of industry groups are similar.

Manufacturing

Table 8 lists the top ten largest employers in Fairfield in the manufacturing sector (as determined by Standard Industrial Code classifications assigned by the Iowa Department of Employment Services). This list shows employment rankings, as of December, 1992, by total number of full and part-time employees.

TABLE 8 MANUFACTURING SECTOR EMPLOYERS

<u>Ranking</u>	<u>Employer</u>
1	Rockwell International
2	The Dexter Company
3	Iowa Malleable Iron Co.
4	Fairfield Aluminum Castings Co.
5	Fairfield Line, Inc.
6	ACCO Chain & Lifting Products
7	Agri Industrial Plastics Co.
8	M.G. Wagner
9	Plexco/Spirolite
10	Harper Brush Works

Source: Iowa Department of Employment Services

Trade

Table 9 lists the ten largest employers in Fairfield in the trade sector (food, grocery, merchandise establishments). Again, Standard Industrial Code classifications were assigned by the IDES. This list shows employment rankings, as of December, 1992, by total number of full and part-time employees.

TABLE 9 TRADE SECTOR EMPLOYERS

<u>Ranking</u>	<u>Employer</u>
1	Wal Mart
2	Hy Vee
3	Easter's Foods
4	Fairfield Foods (McDonald's)
5	Midwest Airgas
6	Copperfield Chimney Supply
7	Great River Restaurant (Hardee's)
8	Jack & Jill
9	Helig Meyers
10	Tennyson Management (Pizza Hut)

Source: Iowa Department of Employment Services

Service

Table 10 lists the five largest employers in Fairfield in the service sector (as determined by SIC classifications assigned by the IDES). This list shows employment rankings, as of December, 1992, by total number of full and part-time employees.

TABLE 10 SERVICE SECTOR EMPLOYERS

<u>Ranking</u>	<u>Employer</u>
1	Hawthorne Communications
2	Goal Oriented Solutions
3	Motel Business Corp. (Best Western)
4	Telegroup
5	Chappel Studios

Source: Iowa Department of Employment Services

PHYSICAL CAPACITY

Land

Fairfield provides for two intensities of manufacturing zoning, two intensities of business zoning, five intensities of residential zoning, and one type of agricultural zone. There are currently 564 acres of land zoned for manufacturing, 436 acres for business, and 2,449 acres for residential.

The Fairfield Economic Development Association owns the 98 acre Fairfield Business and Industrial Park in the southwest part of Fairfield. It is fully serviced with utilities and paved streets and is zoned for heavy and light manufacturing.

Utilities

Water and sewer services are supplied by the city of Fairfield. Capacity is adequate and able to supply the anticipated needs of most new businesses or industries. Electricity and natural gas service are provided by Iowa Electric and Light and Power. Telephone service is provided by GTE Iowa with its digital central office equipment and 50 miles of fiber optic cable. Further information concerning Fairfield's utility infrastructure can be found in the Community Facilities chapter.

SOURCES OF ASSISTANCE

Several government and private development agencies provide information and assistance in helping local governments generate economic growth. While not a complete reference source, the following section describes those most relevant to the Fairfield economy.

Local sources

The Fairfield Chamber of Commerce and its affiliate organizations, the Manufacturers Association and the Entrepreneurs Association, actively promote Fairfield as a place to live and work. They serve the business interests of the community by providing promotional material, by sharing resources, and by providing a voice in civic and local governmental affairs.

The Fairfield Economic Development Association is a very active participant in the economic development of the city. By providing assistance to appropriate businesses they have continued to foster a climate of growth in Fairfield. Their most recent accomplishments have been the Park Place housing subdivision, the F.E.D.A. Industrial Mall building, the U.S.D.A. building, and the Business and Industrial Park. F.E.D.A. can be expected to play a prominent role in attracting any new businesses or industries to Fairfield.

The Fairfield local government, of course, plays an important role in economic development. Its responsibilities include assuring an adequate amount of land is properly zoned and the necessary services and physical infrastructure are made available. The granting of any property tax abatements or the designation of any Tax Increment Financing districts are the reserve of the City Council. The City Council also can designate certain areas as appropriate for Urban Renewal projects and can make application for development assistance programs administered by the state.

State Sources

There are several sources of aid available from the State Department of Economic Development. Some are direct monetary grants to cities to construct new infrastructure and facilities, some are technical assistance and job training programs, and others are grants, loans, and forgivable loans offered directly to businesses that relocate into or expand existing facilities in a community.

The more likely sources of assistance available to Fairfield and the business community are Community Development Block Grants (for public facilities, housing rehabilitation, and economic development); CDBG Housing Assistance Program (for home ownership assistance); and Community Economic Betterment Account (for new, expanding, or relocating businesses). Many other programs are available and should be more thoroughly investigated for their suitability to Fairfield's needs.

The Iowa Department of Employment Services provides data on local and state work force characteristics. Such data allow the community to match the assets of the community with the needs of prospective employers. IDES also provides projections of employment demands by industry, allowing communities to identify expanding business sectors and seek out growing firms.

Iowa State University Extension Service provides assistance through its Take Charge and Strategic Planning curricula. These programs help smaller Iowa communities to generate action plans and development strategies. They sponsor Community Economic Development Workshops for local leaders. ISU Extension Service is also a source for retail trade area analyses and other data.

ECONOMIC DEVELOPMENT POLICY DIRECTIONS

Fairfield should approach city growth as a means of maintaining a healthy, thriving, diverse community.

The balance in a city depends on a mixture of new development, maintenance, and renewal. The goal of any specific economic development plan needs to ensure a balanced harmonious use of the city's natural, human, and built environment. Development is but a tool in allowing the residents of Fairfield to lead productive, fulfilling lives.

Fairfield should attempt to diversify and increase the local property tax base by retaining and expanding existing industry and by attracting new industry.

A large manufacturing and commercial base in the city would increase property tax revenues, allowing an increase in services provided by the city and permitting a reduction of the property tax burden on residential properties. A policy of offering tax abatements or other financial incentives to new, relocating, or expanding plants, if done judiciously, would provide a net return to the community.

Expansion and diversification of the manufacturing and commercial base would also lower the region's unemployment rate and attract new residents into Fairfield (stimulating a rise in housing construction, an increase in tax revenues, and a greater demand for retail services). This broadening of the employment base would also provide protection against a downturn in any given sector in the national economy.

Fairfield should attempt to attract new business consistent with the city's image, compatible with current business, and which can utilize the diversity of the city's labor force.

Fairfield has a diverse labor force. Its long history as a center of industrial activity in southeast Iowa has given rise to a well-trained, productive labor force and the presence of MIU has attracted a labor pool consistent with many college towns, able to provide full and part-time workers for many of the city's service and trade establishments. Others attracted to MIU bring with them entrepreneurial skills, creating employment opportunities in many business sectors. The diversity of skills, the strong educational programs offered in Fairfield and at Indian Hills Community College, and the stability of the population are all assets the community can use to attract new businesses.

Fairfield should emphasize the broad shopping opportunities available in the city to strengthen its position as a regional shopping center.

Fairfield has a wide variety of retail establishments. Larger general merchandise and grocery stores are located on West Burlington Avenue. The area around the town square offers unique specialty shops, restaurants, and general retailers. The city is attracting a number of shoppers, but has an opportunity to attract even more among area residents who might otherwise go to Ottumwa, Iowa City, or Mt. Pleasant.

Fairfield should encourage the return of the central business district to more retail and residential uses.

A relatively dense central business district, with a diversity of retail, commercial, and residential uses, is important for an active, healthy downtown. Displacement of housing units by commercial space compounds parking problems and removes convenient, affordable housing from the market. By providing professional services parks in more outlying areas, the city can return upper floor downtown space and Central Business District peripheral areas to residential use. A policy to free up downtown space for more retail space would enhance specialty shop development on the square and enhance the quality and diversity of shopping opportunities.

Fairfield should promote itself as a tourist center.

Tourism is the largest industry worldwide and a growing one in Iowa. Fairfield and nearby areas offer many historic sites, recreational areas, and state and local parks. Active promotion of these and other assets would spur tourism-based development. The city, by itself or in conjunction with Maharishi International University, could sponsor festivals, art shows, concerts, or other activities on the town square, on campus, or in the city parks. A new lake to enhance the city's water supply would also increase recreational opportunities and encourage more tourism-based development.

Fairfield should maintain an adequate supply of physical infrastructure available for future industrial, commercial, and residential expansion.

The city is not a large owner of land suitable for development, nor should it become one. However, the city's policies of zoning and provision of services can do much to promote land sales and development. In the land use chapter, areas have been identified as being appropriate for future industrial, commercial, and residential development, both on the city's periphery and in infill areas.

The city can encourage proper development by having services readily available for expansion into those areas. Such services need adequate capacity for near-to medium-term usage and should be expandable as long-term need warrants. Planning for them should be a vital part of the city's capital improvements agenda.

Fairfield should work closely with existing local organizations in promoting the city and attracting new businesses.

The Fairfield Chamber of Commerce and its affiliate organizations, Manufacturers Association and Entrepreneurs Association, provide general promotional material and information. In cooperation with the Fairfield

Economic Development Association, they have done much research into the specifics of the city's labor force, industrial expansion and relocation possibilities, and in promotion of economic development projects. Public/private cooperation in economic development will reduce risks to all sides and provide a larger pool of resources vital to future growth.

Fairfield should strengthen channels of communication and coordination with Maharishi International University to achieve common goals of economic development.

MIU's commitment to the Fairfield area has been well-demonstrated in the construction projects undertaken on campus since the university was opened in 1974. The growth of the meditating community has led to increases in residences, businesses, and industries. A large, new development north of town will encompass a health spa, hotel, and residences.

The city and the university share the goals of an active, thriving community, providing jobs, good incomes, affordable housing, and a pleasant living environment. Some formal or informal mechanism to allow for a free exchange of ideas, goals, and policies and to coordinate development activities would be of mutual benefit to both parties and the whole community.

Fairfield should work with state and regional organizations and agencies to help promote economic development.

Fairfield should avail itself of the services provided by certain departments of state government mentioned earlier in this chapter. The information that Iowa's Department of Economic Development and Department of Employment Services makes available to cities is the same information sought after by firms in making location decisions. Should Fairfield seek actively to target established firms for relocation or expansion into Fairfield, such information, properly collected and collated, would be helpful to decision makers.

Area XV Regional Planning Commission is another resource of which the city should avail themselves. This council of governments, based in Ottumwa and comprising ten counties, provides useful data on economic development, population, housing, and a variety of other concerns to southeast Iowa cities.

Fairfield should develop, with the help of appropriate institutions, a Five Year Economic Development Action Plan to provide a more focused and specific strategy of attracting and maintaining growth.

With the help of FEDA, Chamber of Commerce, Iowa Department of Economic Development, or other state, federal, or private institutions, a strategy to identify local troubled industries for assistance, or to target other industries for relocation to Fairfield could be developed. Such an Action Plan would provide more detailed plans of the assistance the city would be willing to grant an identified or targeted industry.

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CHAPTER FOUR: TRANSPORTATION

INTRODUCTION

The transportation network provides traffic mobility and access to land. As transportation patterns change, transportation facilities need to be changed or improved correspondingly.

1975 Comprehensive Plan

The transportation plan presented in the 1975 Fairfield Comprehensive Plan is summarized below:

Goals and Objectives:

Transportation system to serve Fairfield residents.

By 1985, relocate Route 34 south of Fairfield.

By 1980, relocate Route 1.

By 1978, obtain Amtrak service for Fairfield.

By 1980, upgrade Fairfield municipal airport.

The Plan:

Future improvement to the highway and street system will be needed.

The highway commission plans no improvements in Jefferson County in the next 18 months. Local efforts must be made to ensure the improvement of Route 34 through southeastern Iowa.

Discussion should be held with county officials concerning the upgrading of highways leading into Fairfield.

The municipal street system is generally adequate. Widening of existing streets to meet standards is generally not recommended. The removal of on-street parking should provide sufficient width to handle future traffic.

A collector running south from Route 34 will be necessary to service the new industrial tract west of College Addition.

A collector between Stone Avenue and Sixteenth Street should be considered to relieve industrial traffic congestion.

Consideration should be given to the elimination of Route 1 truck traffic on Route 34. Corners would be widened as necessary to provide increased turning radius.

Community efforts must be made to continue rail service in Fairfield. Consideration should be given to obtaining Amtrak service in Fairfield.

Over the past twenty years, transportation facilities in Fairfield have been improved and changed. The following update will reflect those changes and plan for the next twenty-year period.

REGIONAL TRANSPORTATION NETWORK

From the regional perspective, Fairfield is a node of the regional transportation network designed to serve through traffic in southeast Iowa and an urban center to serve surrounding communities. The distance from Fairfield to the nearest interstate highway, I-80 running east-west, is 60 miles north. Parallel to I-80, U.S. Highway 34 goes through Fairfield. Also parallel to I-80, State Highway 92 runs between I-80 and U.S. 34. The Avenue of the Saints is currently under design and is expected to be completed between 2006 and 2010. This will connect two of the largest metropolitan areas in the Midwest, St. Louis and Minneapolis/St. Paul. U.S. Highway 218 running north-south 20 miles east of Fairfield will be upgraded to interstate highway standards and will become part of the Avenue. Interstate 35 also runs north-south through Des Moines approximately 90 miles to the west of Fairfield, while State Highway 1 goes through Fairfield north-south.

According to the functional classification proposed by the Iowa Department of Transportation (IDOT) for the state, there are three Interstate highways in the region (I-80, I-380 and I-35) which mainly serve for long distance travel to large cities and metropolitan areas within or outside the state. U.S. Highways 34, 63 and 218 and State Highways 1 and 92 serve as other principal arterials for medium distances to large and medium-sized cities in the region. Other state highways serve as minor arterials, county roads as collectors, and local roads for short distances to move, distribute and collect traffic among communities. The regional highway network has provided efficient and convenient roads for commercial or general transportation to major commercial and industrial centers in the region including Des Moines, Ottumwa, Iowa City, Burlington, Davenport, and Cedar Rapids (see Figures 1 and 2).

As regional transportation patterns have changed, Fairfield has experienced a decline in railroad transportation and an increase in highway transportation during the past 20 years. U.S. Highway 34, which goes through Fairfield east-west, is to be complemented by a four-lane, freeway-standard Bypass to be routed south

of the city. While the location study and approval have been completed, the project has not yet been programmed into the IDOT Five Year Plan. No design studies or engineering have been done and no firm start date for construction has been estimated. The highway between Fairfield and Mt. Pleasant will also be upgraded to four lanes along with the US 34 Bypass. The proposed creation of U.S. 34 Bypass south of Fairfield will help complete the larger Des Moines to Burlington highway corridor and will provide better access to southeast Iowa. Upon the completion of the Avenue of the Saints, access to the major market center and transportation transfer center of St. Louis will be improved significantly. This will exert a positive impact on Fairfield's future development. The state has no plans to reroute or upgrade Highway 1 except that Highway 1 south of U.S. 34 Bypass to the state border will be handed over to the county. Traffic volume on Highway 34 in Fairfield has been more than twice as high as that on Highway 1. The origin and destination of travel along those two highways are also different.

The Chicago, Rock Island, and Pacific Railroad (CRI&P RR) was abandoned in the early 1980s. Burlington Northern, Inc. continues to provide rail service to Fairfield for raw materials and manufactured products. But Amtrack has not added regular service to Fairfield.

The Municipal airport is located north of Fairfield and is used for general aviation. Table 1 is the summary of transportation services in Fairfield.

TABLE 1 TRANSPORTATION SERVICES

Air Service

Distance to nearest public airport...local
Type of runway...hard surface
Length of runway...4,000 feet
Unicom radio...Yes
Instrument landing system...No
Distance to nearest commercial air service...80 miles
City name...Cedar Rapids
Airlines servicing point: America West, Northwest, TWA, United,
American Eagle, Transworld Express, United Express,
USAir Express.

Motor Carrier

Highway bus service available...Yes
Number of U.S. highways serving city...1
Number of Iowa highways serving city...1
Distance to nearest interstate interchange...60 miles
Interstate number...I-80
Distance to nearest four-lane highway...50 miles
Highway number...US 218
Number of motor freight carriers serving city...24
Number of local terminals...2
Number of intrastate carriers...4
Number of interstate carriers...20

Rail Service

Community served by railroad...Yes
Frequency of switching service...demand
Piggyback ramp available locally...No
Distance to nearest piggyback service...25 miles
Name of railroad: Burlington Northern, Inc.

Municipal Service

95 percent of the city streets are paved

Source: 1992 Community Quick Reference

LOCAL TRANSPORTATION NETWORK

The roadway system in most parts of Fairfield is adequate. Major improvements in and around the city over the past twenty years include: 33rd Street outside the city limit was completed in the early 1980s by the county government, improving access to major manufacturers in the northwest quadrant; two segments of 23rd Street were constructed north of Grimes Avenue and south of Burlington Avenue; 20th Street was completed on the south side of Burlington Avenue; and Jefferson and Jackson Avenues were extended to the west providing convenient access to Fairfield's industrial park. Other roads were also constructed for new subdivisions and newly-annexed areas on the periphery of the city boundary. Parking facilities were built in the downtown area. The CRI&P railroad running north-south has been abandoned and most of the rails have been taken out since the early 1980s.

The improvement of the roadway system in Fairfield has influenced development patterns on the periphery of the city and helped open up areas where vacant land was available. Major commercial development has occurred on the west part of the city along Highway 34 allowing accessibility and high visibility by heavy traffic. Residential development has mainly occurred in the southeast and southwest parts of the city, and in rural areas in the northeast of town.

Functional classification and design standards

Functional classification groups highways and streets into classes based on services they are intended to provide and channels traffic within a network of roads in a logical and efficient way. A transportation network has double roles of providing travel mobility and access to property. The mobility of a highway is characterized by its level of service, as measured by its operating speed or trip travel time. Arterials emphasize a high level of mobility for through traffic movement. Local facilities emphasize local access. Collectors offer a compromise between arterials and local roads by collecting and distributing traffic between them. Functional classification defines the function that any particular road should serve in a roadway network.

In 1993, local officials and IDOT completed and the Federal Highway Administration (FHA) approved the Federal Functional Classification system for Fairfield as required by the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) to determine which routes are eligible for federal funding. The new functional classification is consistent with federal standards and compatible with other counties and urban areas within or outside the state (see Figure 3).

IDOT and FHA adopted five functional classifications. None of the streets in Fairfield qualify as an interstate. The following design standards for each functional classification are guidelines for street maintenance and improvements in the future to fulfill the service that each is intended to provide.

TABLE 2 FUNCTIONAL CLASSIFICATION AND DESIGN STANDARDS

	OTHER PRINCIPAL ARTERIAL	MINOR ARTERIAL	COLLECTOR	LOCAL
Function	Mobility & limited accessibility	Limited access to collector and local roads	Access to arterials, local st. & to land	Access to land
Location	Peripheral & radial	Radial & internal	Internal	Internal
Traffic Speed	35-55mph	25-35mph	20-30mph	15-25mph
# of Lanes	2-4	2	2	2
System Continuity	Yes	Yes	No	No
Drive Access	Controlled	Limited	Limited	Unlimited
# Parking Lanes	None	On one or both sides	On one or both sides	On one or both sides
Sidewalks	On one or both sides	On one or both sides	On each side	On each side
ROW Width	66-250 feet	66 feet	66 feet	66 feet

Future functional classifications for streets in Fairfield are based on population projections, regional transportation development, and major potential trip generators in Fairfield to provide access to land and travel mobility (see Figure 4).

Streets in Fairfield by functional classification are summarized in Table 3.

TABLE 3 STREETS BY CLASSIFICATION IN FAIRFIELD

FUNCTIONAL CLASSIFICATION	STREET NAME	FROM	TO
Interstate	None		
Other Principle Arterial	U.S. Highway 34* Highway 1	West Libertyville Rd.	East North of Fairfield
Minor Arterial	33rd St. Gear Ave. 9th St. 28th St. Grimes Ave	Burlington Ave. 33rd St. Burlington Ave. Burlington Ave. 28th St.	Gear Ave. 9th St. Gear Ave. Grimes Ave. 9th St.
	Burlington Ave. Kirkwood Ave. Pleasant Plain Rd 4th St. B St.	33rd St. 9th St. F St. Fillmore Ave. Burlington Ave.	East of Fairfield F St. East of Fairfield Merrill Ave. Kirkwood Ave.
	Libertyville Rd. Fillmore Ave. Madison Ave. Glasgow Rd.	Liberty Dr. 4th St. 4th St. Morgan St.	Main St. Main St. Main St. East of Fairfield
Collector	Grimes Ave. Grimes Ave. Liberty Dr. D St. Walton Rd.	33rd St. 9th St. Libertyville Rd. Fillmore Ave. Pleasant Plain Rd	28th St. D St. 4th St. Kirkwood Ave. East of Fairfield
	Madison Ave. Fillmore Ave. Park St. South 12th St.*	Main St. Main St. Fillmore Ave. Liberty Dr.	Park St. Park St. Madison Ave. Burlington Ave.
Local	All other streets that are not classified as above		

*Planned roads.

Arterials

Highways 1 and 34 were classified as other principle arterials in Fairfield to serve regional traffic movement and provide access to local places. Fourteen other street segments were classified as minor arterials based on their average daily traffic (ADT) and strategic location to complete the arterial network.

System continuity and mobility are important to the city's principal and minor arterials which provide circulation within and through the city.

Currently, Highway 34 does not provide smooth through traffic, but is rather congested due to the development of the commercial strip with its uncontrolled and non-aligned accesses. Burlington Avenue (Highway 34) has the highest traffic volume in the city. The busiest segment of Burlington Avenue, where ADT was over 10,000 in 1990, is from Main Street to 22nd Street. Upon the construction of the Highway 34 Bypass, traffic on Burlington is expected to be reduced by approximately one third, and trucks reduced by nearly half along Burlington Avenue between Main and 23rd streets. The function of Burlington Avenue will be changed to minor arterial, while the new Highway 34 Bypass will be classified as other principal arterial.

The major problem with Highway 1 has been the bottleneck at the intersection of Highways 1 and 34 where trucks have to make turns on a small turning radius. Demolition of a building to widen the corner has been proposed. If Highway 1 is not rerouted in the future, a possible solution to the increasing traffic congestion on Highway 1 could be to turn it into a one-way couple in Fairfield, e.g. southbound on 4th and northbound on Main Streets. This must be done in consultation and cooperation with IDOT.

Other busy minor arterial streets in the city, including D St., 4th St., Fillmore Ave., and Kirkwood Ave., have been able to provide adequate traffic service.

Major trip generators such as the central business district, the industrial park, the commercial strip, the university, schools, and manufacturers are mainly located on arterials or collectors which provide quick and easy access.

Other transportation facilities in each quadrant

The layout of the two highways, 1 and 34, divide Fairfield into four quadrants. Besides the arterial network for the city, collectors and local roads in each

quadrant were also classified. The primary function of these roads is to distribute and collect traffic as well as provide access to land and property. These roads are less disruptive to residential neighborhoods because traffic volume, especially truck traffic, is much lower than that on arterials.

Northeast: There are adequate collector and local roads in this quadrant. These roads provide service to mixed land uses including Maharishi International University (MIU), multi-family housing, and a major part of the central business district around the town square. MIU is a major trip generator in this quadrant during certain hours of the day and certain days of the week. Road accesses to MIU, sidewalks, and bicycle routes should be maintained and improved to meet the transportation demand and to reduce traffic accidents in the area.

North Park Street should be extended north to Pleasant Plain Road or Walton Road to improve the connection between the southeast and northeast quadrants of the city. There have not been enough parking spaces for downtown stores. The existing on-street parking has also created traffic congestion and potential hazard. Off-street parking spaces are needed.

Southeast: The road system in this quadrant is adequate. The primary land use is single-family (R-1) residences. Four collector roads, D and Park Streets running north-south, and Madison and Fillmore Avenues running east-west have proved to be very efficient. Access to the business district along Highway 1 south should be controlled in the future through the use of frontage roads and limited egress points.

Southwest: There are inadequate collector and local roads in this quadrant. The west half of the quadrant contains an industrial park, major commercial retailers, mobile homes, and multi-family residential mixed areas. The east half is primarily a low-density residential district (R-2). There is a vacuum between the two parts due to the old railroad right of way. As a result, there are a number of dead-end and circuitous roads near the abandoned railroad.

There are only two collector roads on the south edge of the quadrant, Liberty Drive and Fillmore Avenue. Another collector road is needed to distribute and collect industrial, commercial and residential traffic, and also to serve as a buffer among residential, commercial, and manufacturing districts. A possible solution would be to extend 12th Street from Highway 34 to Liberty Drive. This road would link dead ends and circuitous roads. It would also provide easy and direct access to Libertyville Road and open up areas on both sides of the abandoned railroad where vacant land can be used for potential future development. It would also provide easy and direct access to the Libertyville Road for both trucks and automobiles.

The two segments of 7th Street could be linked together by paving through the abandoned railroad to improve traffic flow, while the remainder of the abandoned railroad could be used to establish a recreational trail leading to Jefferson County Park.

Northwest: There is a fairly adequate road system in this quadrant which provides service for manufacturing on the north, business on the south, and scattered mobile home parks and residential districts. Access to North 16th Street and to the north edge of the quadrant in general needs to be improved by connecting 16th and 18th streets across the railroad, or extend 23rd Street from Stone Avenue to Brookville Road. This would provide better links between the new subdivisions on the northwest corner and major commercial stores on West Burlington Avenue, and also open up areas for future development. Truck traffic to and from manufacturing districts could be directed to North 16th Street which would significantly reduce truck disturbance to residential neighborhoods in that quadrant.

Parking for the west part of the Central Business District is needed. The city-owned lot on the corner of 3rd Street and Briggs Avenue should be improved to facilitate public parking.

COMMUTING CHARACTERISTICS

The overwhelming majority of the labor force in Fairfield as well as in other communities throughout the state commute to work on a daily basis. This has in large part determined travel patterns and traffic volume on regional and local transportation networks, and consequently they determine the need for transportation facilities.

Transportation modes

Without exception, private automobiles are the dominant transportation mode in Fairfield. However, a considerably high proportion of people worked at home or walked to work. The percentage of workers using "other means" of transportation in Fairfield was the highest of similar-sized communities in the region and was more than twice as high as the state average. MIU has contributed to the high percentages, but the thriving Central Business District has also contributed to the use of alternative transportation mode. The percentage of workers who drove to work alone and the percentage of workers who carpooled in Fairfield were less than most of other similar-sized cities (see Table 4).

At present, there is no public transit service in Fairfield except the regional X/XV transit service between Ottumwa and Fairfield, primarily serving Head Start children, handicapped, and elderly. There is only one taxi cab. There are 16 urban or regional public transit systems in the state, eight of which are in small urban areas with populations less than 50,000. X/XV transit service is one of those systems.