



BUILD Capital Grant: Merit Criteria

Merit Criteria Narrative

Dyersville (City) has evolved from its agricultural roots into a diverse rural community with growing industrial, tourism, and recreation opportunities. Despite repeated flooding, the City has taken a proactive approach to planning for a more resilient and connected future. The Connections for Economic Freedom Project (Project) reflects this vision by incorporating targeted engagement with at-risk road users, such as seniors and children to shape east-west and north-south multimodal connections and trail linkages. These improvements advance Better Utilizing Investments to Leverage Development (BUILD) grant program priorities by enhancing safety, improving mobility, and ensuring broad access for all residents and visitors.

Today, the City's transportation network contains significant gaps that increase travel times, restrict access to essential services, and limit safe non-vehicular travel. The Project closes these gaps to create a complete, reliable network that maintains connectivity during emergencies and flood events. New and improved routes will strengthen and safeguard the roadway system, while adding bicycle and pedestrian facilities and wayfinding enhancements that support economic competitiveness, improve quality of life, and foster mobility and community connectivity.

Safety

Safety is a primary purpose of the Project by delivering clear, direct, and data-driven benefits to address documented safety risks. This Project will eliminate at-grade rail crossings, facilitate the separation of freight and passenger traffic, protect motorized and non-motorized travelers from safety risks, reduce crashes in the area, and incorporate Iowa Department of Transportation (Iowa DOT) safety risk plan improvements.

Preventing Fatalities and Serious Injuries

The current roadway system lacks adequate primary and secondary routes for safe travel between different areas of the city. As a result, local traffic is often forced onto U.S. Highway 20 (US-20) and Iowa Highway 136 (IA-136), which serve as principal freight corridors for eastern Iowa. This reliance on high-speed, high-volume routes compromises both safety and efficiency. US-20, located along the southern edge of Dyersville, is a four-lane divided highway with a 65-mph speed limit and average daily traffic exceeding 15,000 vehicles per day. The Iowa DOT Crash Analysis Tool reports that Dyersville had 194 crashes from 2015–2020 that resulted in 46 injuries. Seven crash locations in the City along US-20 and IA-136 are ranked among the top 18 crash locations in rural Dubuque County. The proposed enhancements to the local roadway network are expected to avoid approximately 1.37 crashes per year (on average) due to additional vehicle routes and mode-shifting, as documented in the Traffic and Safety Study, linked as [Appendix B](#).

Elimination of At-Grade Crossings and Separation of Rail and Roadway – This Project facilitates the separation of freight on the Canadian Nation (CN) Railway Lines and passenger vehicle traffic. Existing at-grade railroad crossings in the city disrupt traffic flow and create safety risks for vehicles, bicyclists, pedestrians, and trains. On average, seven daily train movements halt traffic on US-52 for up to 10 minutes. Extended closures for repairs and stalled trains have caused significant delays, including complete 7-day shutdowns in both 2020 and 2021 for maintenance. When these blockages occur, emergency response access is also cut off due to the lack of alternate routes.

Additionally, 35 percent of freight on CN is chemicals and allied products (fertilizer).¹ Eliminating the at-grade crossing will reduce the risk of railcar spills and collisions involving vehicles carrying hazardous materials.

The North-South Connection will provide the City's first and only grade-separated railroad crossing, eliminating queuing and delays at the existing at-grade crossing and significantly improving emergency response times to the north side of Dyersville. This improvement also ensures that residents of the Crimson Leaf Estates Mobile Home Park will no longer be cut off from essential community services and amenities due to train blockages or traffic congestion on Beltline Road.

Protection of Motorized and Non-Motorized Users from Safety Risks

Vulnerable Road Users – The City's existing transportation network is discontinuous for motorists and even more so for pedestrians.

Figure 1. Dyersville's Disconnected Transportation Network



Many streets lack sidewalks or bike lanes, forcing people walking or biking into traffic and increasing crash risk and potential loss of life. The City Council's 2020 Goal Setting Report, Issues and Concerns Section, lists "Many streets have no sidewalks – especially needed on major pedestrian routes (6th Street, 8th Avenue SE)" and "Most existing sidewalks are non-compliant with ADA – many are so bad pedestrians prefer to walk in the street." The Dyersville fire chief noted that the frequency of on-street pedestrian traffic has affected emergency responders' routes and

speeds to areas in town, increasing response times. The Project addresses these risks by adding wide sidewalks, trails, buffered bike lanes, Americans with Disabilities Act (ADA)-compliant ramps, and wayfinding signage, all of which protect pedestrians, cyclists, and micromobility users, including seniors, children, and thousands of annual visitors to the *Field of Dreams* site.

¹ Iowa DOT, <https://iowadot.gov/iowarail/pdfs/cn.pdf>, accessed December 11, 2024.

Figure 2. Proposed Typical Cross-Section – 7th Street SW



A 10-foot-wide side-path trail will be constructed along the north side of 12th Avenue SW, creating a physical separation from vehicles with a curb and grassed setback and concrete barrier on proposed bridges.

Along 7th Street SW, a 6-foot-wide sidewalk will be constructed along the east side of the street, and on-street bike lanes will also be present to fill in sidewalk and bike trail network gaps that currently mix modes of traffic. This

will enhance multimodal transportation by creating a safer method of travel through this corridor. Safer travel options for pedestrians and cyclists could result in fewer injuries and fatalities and reduced greenhouse gas emissions in rural Iowa.

Emergency Response Times – Gaps in the City’s transportation network create significant challenges for the community, especially during floods that sever access between the east and west sides of town and isolate neighborhoods in the northwest from emergency services, as shown in Table 1. The key gap is the lack of a direct route between the fire and emergency medical services (EMS) station in the southeast and the neighborhoods in the northwest.

"I walk 5 miles a day, but I have to plan my path very carefully to make sure I have sidewalks and safe places to cross. I'd walk more places, but things aren't connected."

-Resident of Ellen Kennedy Senior Living Center

Southwest Dyersville is home to a disproportionate number of senior residents; 25 percent of Dyersville’s residents live in the quadrant, but more than 42 percent are more than 65 years old. Southwest Dyersville is also the location of the area hospital, MercyOne Medical Center, which is a 20-bed

critical access hospital that serves 17 rural communities in Dubuque County. The City’s fire department and EMS provider, Bi-County Ambulance, are 100 percent staffed by volunteers who drive to the station on Dyersville’s southeast side before deploying to emergency call sites. In 2023, the fire department and EMS team responded to a total of 212 emergency calls. Of the 112 EMS responses, 94 involved transportation to MercyOne. **The average response time from southeast to southwest Dyersville is 12.8 minutes. The proposed East-West Connection will reduce this response time by nearly 50 percent and improve response times throughout the community.**

The proposed improvements create new and reliable links between neighborhoods while maintaining access during floods. In addition, the new sidewalk and trail routes will reduce pedestrian conflict with emergency service vehicles. The multimodal connectivity components of this Project will also increase direct access to the City’s Federal Emergency Management Agency (FEMA) shelter, located at Dyersville Elementary School.

Table 1. Emergency Response Times in Dyersville

Bi-County Ambulance 2023 Average On-Scene Response Time ^{1, 2} (in Minutes)				
Emergency Call Location (Quadrant)	Target ³	With Current Existing Infrastructure	With Proposed Infrastructure	Reduction
SE Dyersville	9	8.3	7.8	-6%
NW Dyersville	9	10.0	6.0	-40%
SW Dyersville	9	12.8	6.8	-47%
NE Dyersville	9	8.8	4.8	-46%

¹ Data provided by Bi-County Ambulance as reported in ESO's EMS Software Suite.

² On-scene response times include time for volunteer-responder travel to ambulance service station.

³ National Fire Protection Association's Standard for Volunteer Emergency Services for communities with 1,000 residents/square mile for 90 percent of calls (2020 NFPA 1720). Target time includes call answer and processing time, volunteer travel, EMS turnout time, and response time.

Strategic Solutions

The Project incorporates engineering solutions consistent with the National Roadway Safety Strategy and the Safe Systems Approach, supporting Iowa DOT's Strategic Highway Safety Plan and the statewide goal of zero roadway deaths.

Environmental Sustainability

Environmental sustainability is a primary purpose of the Project. This Project offers clear, direct, and significant benefits to the resilience of at-risk infrastructure.

Flooding Resiliency

Dyersville has a mix of land uses, compact and walkable development patterns, accessible green space, and neighborhood centers, but Bear Creek and the North Fork Maquoketa River are natural barriers between these areas. A regulatory floodway (Flood Zone AE) runs along these waterways through the center of the City, highlighting the risk of economic and public safety impacts when floodwaters overtop roadways, damage infrastructure, and endanger motorists.

Figure 3: 2023 Dyersville Flooding



The proposed bridge and trail projects remove these flood-related access barriers. The bridges are designed to remain traversable during a 100-year flood event and will provide a critical and reliable connection for the community when flooding overtops nearby roadways.

According to the FEMA Resilience Analysis and Planning Tool,² Dyersville has a “relatively high” risk of expected annual losses due to weather-related hazards. This designation is well justified,

² U.S. Department of Homeland Security. [FEMA Resilience Analysis and Planning Tool](#). Accessed February 3, 2026.

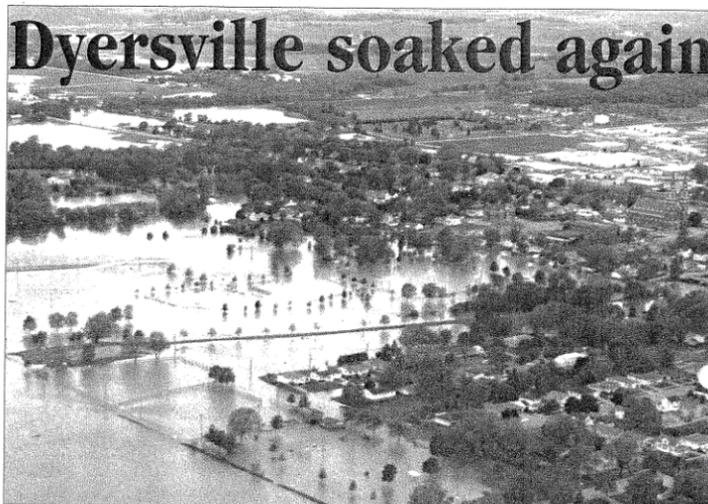
Figure 4. Existing Community Divisions During Flood Events



because the City has received six flood-related federal national disaster declarations approved by the Presidents of the United States since 2000. Frequent extreme weather events have historically caused water in the North Fork Maquoketa River to rise and overtop its banks. Flooding washes over roads and creates residential islands. The 1st Avenue W neighborhood is often cut off from the remainder of town for days until the floodwaters recede. Flood-related issues typically last 2 to 4 days, with floodwaters typically receding between 6 and 24 hours after the event, and

cleanup occurring up to 48 hours after waters recede. Neighborhoods in the southern portion of the City only have US-20 as a viable travel option. In the north side neighborhoods, the only viable route is a 4.75-mile detour along IA-136 to Floyd Road and to Christoph Road, both low-volume or gravel roads. The lack of alternative routes and accessibility alienates segments of the community, creates unnecessary hazards, and extends emergency response times considerably.

Figure 5. Newspaper coverage of one of six recent federally declared flooding disasters in Dyersville since 2000



Heavy rainfall during the early morning hours of May 30 pushed area rivers and creeks out of their banks, causing flooding throughout Dyersville. The city's Westside Park and Candy Cane Park are closed until further notice. See more photos on page 16A and at www.dyersvillecommercial.com.

The proposed improvements will create redundant, resilient routes that maintain connectivity during extreme weather events. Flooding currently impedes traffic flow, erodes soils, and accelerates pavement deterioration, while rising temperatures soften asphalt, causing ruts and potholes that shorten roadway life cycles. To address these risks, the City will use durable construction materials and design strategies engineered to withstand flooding, heat stress, and other weather-related impacts. These measures will ensure critical infrastructure remains functional and safe under increasingly severe conditions.

The Dubuque County Multi-Jurisdictional Hazard Mitigation Plan³ includes many projects in Dyersville related to flood mitigation measures, including stream realignment,

³ Dubuque County. [Dubuque County Multi-Jurisdictional Hazard Mitigation Plan](#). Accessed February 2, 2026.

wetland restoration, native riparian buffers, and in-stream practices in Bear Creek and the North Fork Maquoketa River. The City recently received funding from FEMA's Building Resilient Infrastructure for Communities program to continue its significant and extensive mitigation planning and work on these tributaries ([Appendix A](#)). The Project will complement this work and provide resilience through connectivity.

In addition to mitigation efforts, the City has planned to implement adaptation measures because flooding events are expected to become more frequent over time. These include bridge installations where floodwaters have impeded emergency response access previously. The flood mitigation and adaptation work are uniquely connected to the Project because the proposed bridges will travel over the floodplains, ensuring transportation connectivity during flooding events and protecting the recently restored wetland habitats.

Incorporating Vegetation

The City plans to incorporate native vegetation and educational opportunities into the completed project. Following recommendations from the Iowa's Living Roadways⁴ program, the finished Project plans to include vegetation to re-establish native prairie plants and other similar vegetation along new roadways to improve drainage and further address surface flooding. The Project will also provide access to wetlands and other environmental areas through the multiuse trails. As part of the prairie habitat restoration, the City will incorporate this information into the environmental education programs that are under development for the adjacent wetlands.

Quality of Life

The Project advances multiple BUILD grant program goals by enhancing transportation infrastructure with context-appropriate design, improving accessibility for families and caregivers, strengthening wayfinding through intuitive connections, and reducing household transportation costs through expanded active transportation options.

Beautifying Transportation Infrastructure

The Project includes enhancements that expand safe, affordable transportation options for both recreational and daily travel. Sidewalks and trails are designed with context-appropriate streetscape elements, such as engaging landscaping, plantings, and visually cohesive public-realm treatments, that will improve comfort and aesthetics while maintaining safety and operational efficiency. ADA-compliant sidewalk ramps will be added in the downtown district to ensure full access to local businesses and public spaces. These improvements contribute to a more welcoming and navigable transportation environment that encourages walking and biking across all age groups and abilities.

Safe and attractive walking and biking environments also promote community cohesion and resilience by creating opportunities for residents to interact along trails and sidewalks as they travel to school, work, parks, and neighborhood destinations. By building new connections between neighborhoods, maintaining connectivity during extreme weather events, and moving traffic more efficiently across the community, the Project reduces travel stress and supports higher quality public spaces that reflect the city's small-town character.

⁴ Iowa's Living Roadways. [Community Visioning](#). Accessed February 2, 2026.

Improving the Travel Experience for Families, Seniors, and Caregivers

The Project directly addresses mobility challenges identified by seniors, caregivers, and families, particularly those living near the Ellen Kennedy Living Center (EKLC), which serves the city's largest concentration of residents over age 65. Engagement with EKLC residents and senior exercise class participants revealed strong interest in walking for wellness and daily needs, but also highlighted barriers, including incomplete sidewalk networks, long crossing distances, limited sidewalk width for multiple users, and safety concerns at higher-speed intersections. Dyersville's population of youth under age 15 makes up 20 percent of the total, which is higher than Iowa's statewide average. Similar transportation network barriers exist for this population as they travel to and from school and activities.

To address these challenges, the Project incorporates pedestrian- and bicycle-friendly design features, such as wider sidewalks that accommodate strollers, mobility devices, bicycles, and side-by-side walking; safer and shorter crossings; and improved intersection visibility. These enhancements improve comfort, predictability, and independence for seniors, caregivers, and families while preserving safe and efficient traffic operations.

The Project will also improve access to essential services for residents without reliable vehicle access. Approximately 11 percent of households in the northwest portion of the community live below the poverty level, and more than 30 percent of clients at the Dyersville Rural Food Pantry rely on others for transportation. The proposed 7th Street SW connection provides a safer, more direct route between residential areas and the pantry's new location, making non-vehicular trips more manageable for caregivers and families.

Improving Wayfinding and User Experience

The Project will improve navigation and reduce travel uncertainty by creating intuitive, predictable connections for both motorized and non-motorized users. New east-west and north-south routes link residential neighborhoods with commercial areas along U.S. Highway 52 (US-52), Candy Cane Park, existing trail systems, MercyOne Medical Center, EKLC, Dyersville Elementary School, and downtown Dyersville. Bridge crossings over Bear Creek, the North Fork Maquoketa River, and the CN Railway grade-separation eliminate indirect routing and improve legibility for users unfamiliar with the network.

Clear signage, consistent design treatments, and logical connections will make the system easier to understand and navigate for families, caregivers, seniors, and visitors. By reducing reliance on circuitous routes and minimizing unexpected delays, the Project will enhance confidence in non-vehicular travel and support safe, efficient access to daily destinations, employment, healthcare, and recreation.

Affordability

The Project offers clear, direct, and significant benefits to increase affordable transportation choices through the expansion of vehicular and non-vehicular transportation options and access to daily destinations. This Project is projected to generate \$932,000 in annual travel time savings, based on average daily traffic volumes of 3,550 due to more efficient and reliable travel routes created by the new east-west and north-south connections. These savings affect drivers, freight operators, and

non-motorized users alike, translating into lower fuel costs, reduced vehicle wear and tear, and more predictable travel for time-sensitive trips.

Affordability benefits extend to life safety and emergency response. Benefit-cost analysis (BCA) modeling indicates that the new bridge connections and removal of the at-grade crossing will decrease response times by approximately 2-3 minutes, decreasing both emergency service costs and risks to patient outcomes. By providing reliable, direct access for emergency vehicles, the Project reduces public costs and ensures that residents, particularly older adults and vulnerable populations, maintain the highest access to critical services.

Mobility and Community Connectivity

"The number of students biking and walking to school doubled after the Candy Cane Park bridge opened."

-Dyersville Elementary School Dismissal Staff

The Project's primary purpose is to significantly improve mobility and expand connectivity for all users in the city by creating new multimodal links, increasing vehicular roadway capacity, enhancing accessibility of the transportation system for families and Americans with disabilities, removing physical barriers, and improving non-motorized travel.

Improved Roadway Capacity

The Project will improve vehicular roadway capacity by adding a new roadway and bridge connection over the North Fork Maquoketa River that links the east and west sides of Dyersville and creates a critical north-south link by connecting Beltline Road to 7th Street SW over Bear Creek. This segment incorporates a modern roundabout and delivers a grade-separated crossing at the CN Railway, eliminating a hazardous at-grade conflict and providing a reliable alternative route for local traffic, emergency responders, and freight carriers.

Enhanced Accessibility

The Project will enhance accessibility for families and Americans with disabilities by applying Universal Design principles, such as wide, ADA-compliant sidewalks, accessible ramps, and intuitive wayfinding signage along the new trail segments. These improvements will dramatically raise the quality of life for the concentration of senior residents in this area by creating predictable, intuitive routes to medical services, parks, schools, and retail. This Complete Street approach is consistent with the Dyersville Comprehensive Plan and advances the City's goals for ADA compliance, accessibility, and hazard minimization. The addition of a grade-separated Beltline Road overpass will eliminate a hazardous rail crossing, improving roadway capacity and reliability for emergency responders, freight carriers, and daily commuters, while the new bridges over the North Fork Maquoketa River and Bear Creek will provide redundant routes that maintain connectivity during floods and rail closures.

Removing Transportation Barriers and Improving Non-Motorized Travel

Two-thirds of senior residents over 80 who were interviewed during the Dyersville Transportation Access Study reported that they are limited in their ability to drive alone, making improvements to pedestrian infrastructure especially beneficial for this segment of the community. Senior residents are disproportionately located in the southwest neighborhoods where access to downtown has

depended largely on those able, comfortable, and willing to use the highway. The East-West Connection will address intersection challenges noted by EKLC residents along 12th Avenue, and the completion and upgrade of the incomplete sidewalk network to a 10-foot separated path will close a critical gap for safe, comfortable pedestrian access.

The Project's trails and bikeways will link neighborhoods to community destinations, expand options for non-motorized travelers, and foster economic vitality. These neighborhood links will create a regional connection to both the *Field of Dreams* movie site and the Heritage Trail system. The Heritage Trail covers nearly 30 miles from the Mississippi River town of Dubuque to Dyersville. The trail passes through the deeply carved valley of the Little Maquoketa River, historical sites, and small farming and former mining communities, providing a central element of travel through the region.

Last-mile Freight and Multimodal Access

The Project will support last-mile freight for the multimodal transportation network by improving directness, reliability, and safety for short-distance goods movement that sustains local businesses and services. New north-south and east-west connections will reduce indirect routing for delivery and service vehicles, which will lower fuel use, travel time, and operating costs while minimizing conflicts with pedestrians and cyclists. Eliminating the at-grade intersection will remove travel time delays and reduce operating costs for freight carriers. BCA modeling indicates that improved connectivity avoids 18,900 vehicle-miles traveled and \$21,350 in excess travel costs per year associated with indirect routing, which will improve access to local employment centers and commercial areas.

Economic Competitiveness and Opportunity

Economic competitiveness and opportunity are primary purposes of the Project. This Project offers clear, direct, and significant benefits to increase transportation reliability, facilitate tourism, and promote locally inclusive opportunities for economic development.

Promoting Economic Growth and Broader Fiscal Benefits

The Project will deliver transformative economic benefits by improving transportation reliability and reducing congestion. With regional population growth and the recent rerouting of US-52 onto IA-136 through Dyersville, traffic volumes have surged in this rural community. Transportation models forecast that these roads will operate at a level of service (LOS) D by 2040 without intervention, conditions unacceptable for a rural community. Constructing the new east-west and north-south connections will provide alternate routes for local travel, relieve pressure on US-20 and US-52, shorten trip times, and reduce delays. These efficiency gains will support local businesses, expand labor market access, and strengthen the region's tax base through increased commerce and visitor spending.

Improving Intermodal and Multimodal Freight Mobility

Eliminating the CN Railway at-grade crossing and replacing it with a grade-separated Beltline Road overpass will improve truck travel time reliability and multimodal performance. The connection between Beltline Road and 7th Street SW will enhance last-mile access to the north-side industrial area and create redundant routes that minimize rail-related dwell, directly benefiting shippers who

depend on predictable pickup and delivery windows. The Project's trail and sidewalk network will also improve first/last-mile worker access to employment centers.

Addressing a Freight Bottleneck

The existing CN at-grade crossing acts as a network choke point, generating unexpected closures and detours for freight and emergency vehicles as recently as 2024. Grade separation will remove this bottleneck, improve on-time performance for carriers, and reduce crash exposure at the highway-rail interface. By restoring reliable north-south circulation, the Project will strengthen local supply chains and support just-in-time operations for manufacturers and agricultural producers.

Supporting Growth and Expansion of American Exports

Enhanced reliability and last-mile connectivity will help regional agriculture and light manufacturing producers move goods to regional hubs and export markets more efficiently. The North-South Connection's Beltline Overpass, connecting to a light industrial park in Dyersville, is expected to unlock access to 375 acres for future development and create approximately 188 new jobs, expanding tradable output and positioning Dyersville as a competitive node within national and global value chains.

Economic Development and Private Investment

In addition to their functionality in moving people safely and efficiently during big events, new roads, bridges, and trails are critical for this major economic activity center. Enhancing access to and mobility through the city will help improve safety and spur further growth. Additionally, the Project will provide more efficient rail freight movement through the area by eliminating an at-grade rail crossing and the need for trains to slow down. Infrastructure investment and increased accessibility will improve access to vacant land for economic growth.

Enhancing Tourism

Tourism remains a cornerstone of Dyersville's economy. In 1988, the fantasy sports movie *Field of Dreams* was filmed in Dyersville on the century-old Lansing family farm. The movie, centered around redemption for baseball players banned from the Chicago White Sox after the 1919 World Series scandal, transformed the farm's cornfield into an iconic baseball diamond, now a renowned pop culture destination. **Despite being 35 years since the movie's release, the site still attracts more than 250,000 visitors annually.**

Capitalizing on this cultural legacy, Major League Baseball (MLB) inaugurated the "MLB at Field of Dreams" baseball game in 2021, with the first game between the Chicago White Sox and New York Yankees. The event continued in 2022 with a game between the Cincinnati Reds and Chicago Cubs. This MLB event drew more than 275,000 visitors in 2021 alone and offers significant economic opportunities for Dyersville, prompting the City to focus on downtown revitalization. Projections indicate that the annual event will generate more than \$10.45

Dyersville is the home of the *Field of Dreams* movie site and an economic hub in eastern Iowa.

In 2021, Dyersville hosted the first Major League Baseball game in Iowa and will continue to host professional games on a recurring basis at the new ballpark opening in summer 2026.

million in direct spending and support 81.6 full-time equivalent jobs annually, benefiting hotels and restaurants across eastern Iowa.

Figure 6. MLB Game at Field of Dreams, August 2021



A nonprofit group is finishing construction on a \$55 million professional ballpark, scheduled for completion in June 2026, to host an MLB game in August 2026 and beyond, as well as multiple games throughout the season. To further enhance the site’s appeal, the first phase of a multi-million-dollar youth baseball-softball complex will be completed in the fall of 2026. These enhancements aim to attract more families to the region and are estimated to generate more than \$32

million in direct spending annually and support more than 250 jobs. As tourism in Dyersville expands, the proposed mobility improvements will address increased traffic demands during both special events and the tourism season, facilitating active transportation connections.

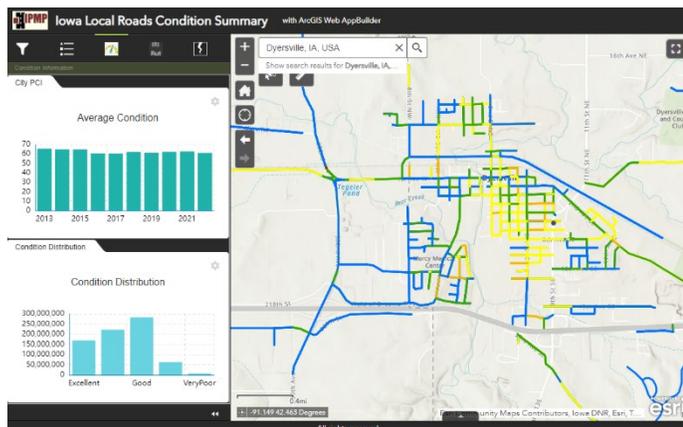
The Heritage Trail is a 29.4-mile-long recreational trail connecting Dyersville to Dubuque. The west end of the trail is in Dyersville. The city often serves as a trailhead for the start or end point of the trail experiences. Users venture into town to eat and rest and rely on the city’s biking and walking infrastructure to complete those trips. Expanding the trail system in Dyersville will enable tourists and residents to access and explore more city and regional treasures.

State of Good Repair

State of good repair is a primary purpose of the Project, which combines data-driven asset management with targeted investments that reduce transportation vulnerabilities while ensuring new infrastructure is maintained in a state of good repair.

The Project advances the City’s ongoing commitment to maintaining infrastructure and minimizing roadway deterioration through a data-driven asset management approach. The City uses OpenGov and works with a third-party consultant to collect pavement condition data and maintain a pavement management plan, which will be enhanced by integrating Iowa DOT data processed through the Iowa Pavement Management Program.

Figure 7. Dyersville Pavement Condition Data from the Iowa Pavement Management Program Web Portal



The City’s roadway network is generally in good condition, with an average Pavement Condition Index of 70/100, and regular maintenance has proven to be the most cost-effective preservation strategy. As part of this Project, the City will refine its pavement and bridge deterioration analysis, identify appropriate maintenance treatments and funding capacity, and apply these practices to new and upgraded assets. Long-standing agreements will remain in place between Iowa DOT and Dyersville regarding shared

maintenance. Specifically, Iowa DOT will maintain US-20 and US-52, and Dyersville will assume responsibility for the new 13th Avenue SE Connection, 7th Street SW Extension, and Beltline Overpass and has committed to maintaining these assets to a state of good repair.

Transportation System Vulnerabilities

The Project will directly address long-standing and projected vulnerabilities in the city's transportation system related to flooding, safety hazards, and lack of network redundancy. The City's location at the confluence of Bear Creek and the North Fork Maquoketa River routinely results in overtopping that isolates neighborhoods, disrupts travel, and limits access for emergency responders, residents, and visitors. Existing bridge crossings and indirect routes provide limited redundancy, increasing the risk of community-wide mobility disruptions during high-water events. The at-grade CN Railway crossing has experienced multiple-week closures in recent years and represents a critical safety and reliability vulnerability, creating delay, crash risk, and unpredictable access for motorists, pedestrians, cyclists, and emergency vehicles. The Project will mitigate these vulnerabilities through new bridge crossings, a grade-separated rail overpass, and a connected multimodal trail network that together provide safer, more resilient, and redundant routes.

Emergency Response Vulnerability – Dyersville's core infrastructure suffers from high costs of failure due to flood-induced isolation. There have been 7 flood events between June 2002 and June 2024, translating to a 31.8 percent annual probability of an event. In 2023, the fire department and EMS responded to 212 emergency calls, with approximately 40 percent originating in flood-impacted quadrants. The current network forces emergency vehicles into circuitous detours that add 2.2 minutes per call. This translates to 3.12 hours of additional life-safety delay per flood event for the 40% of emergency calls originating in impacted quadrants. By creating redundant, flood-resilient routes above the 100-year elevation, the Project eliminates these documented system vulnerabilities and reduces expected annual emergency response delay hours to near zero.

Rail Crossing Cost of Failure – The existing at-grade CN rail crossing represents a critical reliability bottleneck, blocked by seven daily train movements that close the roadway for nearly 5% of every day. Using a probabilistic delay model, each routine blockage incurs an estimated time cost of \$2.67 per passenger vehicle and \$2.98 per truck, costs that are exacerbated by recurring multi-day maintenance closures. Replacing this high-cost-of-failure conflict with a grade-separated overpass drives the Rail Cost of Failure Index to zero, modernizing a strategic freight asset that has met its useful life and removing a primary source of unpredictable regional delay.

By strengthening connections across waterways and rail infrastructure, the Project will reduce the likelihood that flooding, rail activity, or infrastructure failure will sever access to essential services, employment, and regional destinations, positioning Dyersville to better withstand future weather-related, safety, and demand pressures while supporting reliable daily mobility.

Partnership and Collaboration

Collaboration between public agencies, community partners, and local stakeholders has been central to the development of the Project. The City has worked closely with regional partners and the public to develop the project scope. The proposed East-West and North-South Connections are the result of a comprehensive, community-driven planning process that incorporated feedback from public meetings and interviews with public, private, and non-profit stakeholders.

Engaging Residents and Community-based Organizations

The City-led project team has made extensive public outreach efforts to ensure that the proposed improvements reflect community priorities. Engagement activities included outreach at Dyersville Elementary School, EKLC, James Kennedy Public Library, and Rural Community Food Pantry. The City also hosted multiple public meetings and stakeholder interviews to identify barriers to accessibility and gather input on solutions. To deepen its understanding of community needs, the City hired a professional public involvement consultant to analyze demographic data and ensure targeted outreach to populations with distinct mobility challenges. Insights from this analysis directly influenced project design, and the resulting Demographic Profile and Transportation Access Impacts Report is linked as [Appendix C](#). This engagement process established strong communication pathways that will continue throughout Project delivery. A critical element of the Beltline Overpass is its crossing of the CN Railway corridor. The City has coordinated with CN Railway from the earliest stages of design, sharing preliminary concepts and discussing construction requirements. CN Railway has agreed in principle to the proposed plans, as noted in the attached Letters of Support documentation.

Workforce Development Partnership: Opportunity Dubuque

Dyersville is an active member of the Greater Dubuque Development Corporation (GDDC), a regional economic development organization supporting counties in Iowa, Illinois, and Wisconsin. GDDC leads data-driven workforce initiatives that connect employers with skilled workers and expand workforce participation. A key partner is Opportunity Dubuque, a nationally recognized workforce-training initiative led by Northeast Iowa Community College. Opportunity Dubuque provides industry-aligned training for underrepresented populations, including programs directly relevant to transportation infrastructure, such as Commercial Truck Driving (CDL-A) and Construction Equipment Operator certification.

73 percent of enrolled participants completed the semitruck driving certificate.

87.5 percent of enrolled participants completed the building construction and equipment operator certificate.

The Opportunity Dubuque program benefits workers and employers. Participants receive tuition assistance and child-care support to complete industry-driven certifications, and employers who sponsor these programs have direct access to job-ready graduates. Promotion of these programs will occur throughout project development to support contractor needs and increase participation in construction trades. **Table 2** identifies project partners and parties who have been involved in the planning process and are crucial to the Project's successful implementation.

As part of the City's innovative communications strategy, the communications contractor will coordinate with GDDC to host **pre-bid informational sessions** in Dyersville highlighting Opportunity Dubuque's apprenticeship pathways and training programs, helping ensure a ready workforce for the Project.

Table 2. Project Partner Organizations and Roles

Organization	Role
City of Dyersville	Dyersville is the applicant for BUILD grant funding and the Project Applicant. The City has led all Project planning activities and will negotiate an agreement with Iowa DOT to manage the grant. The City is the source of the matching funds, will support all construction activities, and will maintain the new roadways and bridges.
Iowa DOT	Iowa DOT will manage the project and administer BUILD grant funds. Iowa DOT has the experience and capacity in grant fund administration that will allow the Project to proceed smoothly. Iowa DOT will also be responsible for National Environmental Policy Act review activities.
East Central Intergovernmental Association	This regional organization has been involved in pre-project planning activities and will support implementation.
Field of Dreams Movie Site	This attraction’s governing organization is a key Project champion with improved access across the city, supporting all activities at the park.
MLB	MLB is a supporter of infrastructure upgrades that will help fans attend annual games safely at the <i>Field of Dreams</i> site.
Regional manufacturers and businesses	BUILD investments that improve mobility and reduce shipping costs are favored highly by local manufacturers and businesses.
CN Railway	CN Railway committed to permit the construction of the multiuse overpass that will create the only grade-separated railroad crossing in the city.
Greater Dubuque Development Corporation	This organization promotes high-quality workforce development programs with supportive services to help train, place, and retain people in good-paying jobs.

A strong partnership between the City and Iowa DOT will be instrumental in successful project delivery and long-term grant management.

The project has strong cross-jurisdictional support from Iowa DOT Director Scott Marler, Dyersville Mayor Jeff Jacque, the City Council, Dubuque County Board of Supervisors, Iowa State Representative Shannon Lundgren, Iowa State Senator Carrie Koelker, Iowa Representative Ashley Hinson, and Iowa Senators Charles Grassley and Joni Ernst, among others. Letters of Support received directly by the City are included as an attachment.

In addition to the direct support for these improvements in downtown Dyersville, there is a strong partnership and investment in the *Field of Dreams* movie site, which relies on a robust transportation network in the city to succeed. This development is a collaboration between multiple public and private party investments, including Dyersville Events Inc., Dubuque County, Travel Dubuque, the Dyersville Economic Development Corporation, the cities of Dyersville and Dubuque, and the State of Iowa. These partners are advancing a shared vision for a sustainable tourism center at the *Field of Dreams* site that will drive continued visitation and regional economic growth.

Innovation

Innovative Technologies

The Project includes Dyersville’s first roundabout as part of the North-South Connection. Connecting 1st Avenue W and Beltline Road to 7th Street SW via a roundabout will reduce delays and improve traffic flow while enhancing safety for pedestrians and cyclists by simplifying decision-making and reducing conflict points. To modernize asset management, the City will utilize digital as-

builds, living electronic records that capture real-time data during construction to ensure lifecycle accuracy and safer future maintenance.

Innovative Project Delivery

The City will utilize Accelerated Bridge Construction (ABC) and high-efficiency bridge types, combined with full roadway closures and the use of imported soil directly on-site, to significantly reduce construction timelines and travel disruptions. Additionally, the City will bundle five trail segments throughout the project area for construction delivery. Based on Federal Highway Administration's Every Day Counts – Round 5 (EDC-5)⁵ benchmarks, this bundling strategy is estimated to reduce design costs by 25–50% and construction costs by 5–15% while accelerating procurement by managing one comprehensive contract.

Innovative Community Communications

The City will seek a full-service communications individual or firm for internal and external communications related to the Project. The communications strategy will ensure the following:

1. Intensive outreach to vulnerable road users, including seniors and children
2. Timely, accurate, and complete information related to multimodal detours, resident safety, and progress using multiple platforms
3. Clear communication and messaging of resident value and community impact
4. Coordinate with GDDC to host pre-bid informational sessions in Dyersville featuring Opportunity Dubuque programs related to apprenticeships, CDL-A, and Construction Equipment Operator programs
5. Education and outreach related to driver behaviors and bicycle and pedestrian safety
6. Bidirectional communication at key Project points
7. Acknowledgement and celebration of Project wins

Costs to complete the following scope of work are included in the Project budget and will include planning and strategy, content marketing and management, Project management and coordination with construction teams, community and media relations, and creative services for traditional and social media.

Innovative Financing

The City has not had the flexibility to use in-kind match previously, which is what has always kept a project of this scale out of reach. This Project budget proposes recognizing three matching elements to this Project:

1. Cash in the form of general obligation bonds
2. In-kind real property that will be incorporated into the Project limits
3. In-kind contributions to the Project from City staff

Dyersville is a rural community with limited resources, but the City is dedicated to the overall success of this Project through innovative funding mechanisms. The City will work in partnership with the U.S. Department of Transportation and the existing guidance on match flexibilities to make this Project a reality.

⁵ Federal Highway Administration. [EDC-5 Innovations](#). Accessed February 23, 2026.