Mid-City Area-Wide Plan December 2015



Sponsored by the City of Council Bluffs & the U.S. Environmental Protection Agency Brownfield Area Wide Planning Program



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SECTION 1: INTRODUCTION

The City of Council Bluffs received a U.S. Environmental Protection Agency (EPA) Brownfields Area-Wide Planning Grant to prepare a revitalization plan for Mid-City. The Brownfields Area-Wide Planning Program is designed to assist communities confront local environmental and public health challenges related to brownfields, and benefit under served or economically disadvantaged communities. Area-wide planning for brownfields encourages community-based involvement in site assessment, cleanup and reuse planning, as well as overall neighborhood revitalization.

This study will provide an in-depth analysis of existing conditions and identify opportunities, with an emphasis on the identification of strategic sites that are catalysts for revitalization.

Public involvement will be a key component of this study, with input to be gathered from residents, property owners, business owners, and various other stakeholders. In addition, an Advisory Committee comprised of key local stakeholders will guide the process.

The outcomes of this project include:

- 1. A comprehensive land use assessment and analysis.
- 2. An economic and market trends analysis of regional and local forces.
- 3. Identification and description of all brownfield sites with an emphasis on the reuse and redevelopment potential.
- 4. Recommendations for future uses and actions to redevelop strategic sites and revitalize the community.

Multi-Disciplinary Approach

"The impact of brownfields is not just on that one parcel of land but on the surrounding neighborhoods as well. These sites need to be cleaned up, redeveloped and put back into productive use. We need to make our neighborhoods healthy and vibrant where jobs are located in the communities where people live."

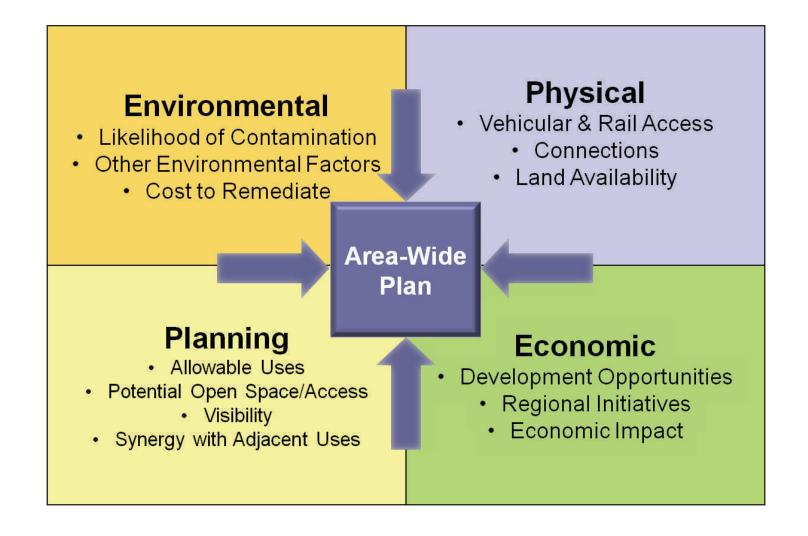
Harvey Johnson
Mayor of Jackson, MS
Co-Chair, Brownfields Task Force, US Conference of Mayors

The term "brownfields" is often defined as an abandoned or underutilized property where expansion or redevelopment is complicated by either real or perceived environmental contamination. This description can apply to a wide variety of sites including, but not limited to, industrial properties, old gas stations, warehouses, or even residential buildings which could contain lead paint and asbestos. They represent pockets of disinvestment, neglect, and missed opportunities. Many times these brownfield sites are found in communities and neighborhoods in need of economic investment and job creation.

The City of Council Bluffs recognizes the obstacles to brownfield redevelopment such as lack of cleanup funds, liability, and the need for environmental assessments to determine the extent of potential contamination. However, the City also realizes the broad benefits when these areas become redeveloped and integrated back into the community fabric, including tax base growth, job creation, neighborhood renewal, recreational enhancements, and environmental protection.

The City, working in partnership with a project team led by Elan Planning, Design & Landscape Architecture, utilized a multi-disciplinary approach to develop an Area Wide Plan for revitalization of Mid-City. The Plan incorporates the disciplines of environmental analysis, physical engineering, land use planning and design, and economic and real estate analysis to arrive at a realistic, comprehensive plan for redevelopment. Project team members include Chroma Design, Ehrhart Griffin & Associates, Thiele Geotech, Felsburg, Holt & Ullevig, and The Williams Group.

Redevelopment Roadmap



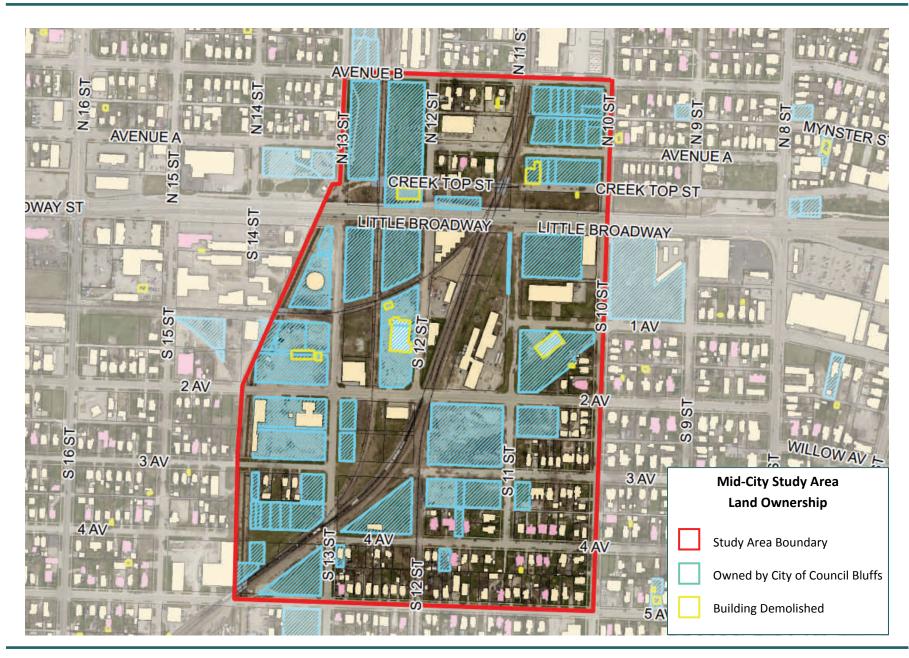
Study Area

The Mid-City project area is characterized by an established, low-to-moderate income neighborhood that transitions westerly into a combination rail corridor, as well as existing and former industrial sites, including the former Katelman Foundry site. Over time, many of the industrial businesses that operated in this area either closed or moved to areas that are more conducive to manufacturing operations. The railroad, which serves as the line of demarcation between the industrial district and residential area raises significant concerns about noise, traffic congestion along area roadways, and safety concerns for children living in the area. This situation has resulted in numerous underutilized properties exhibiting signs of disinvestment and a general lack of maintenance which presents a poor image of the community.

The project study area (shown to the right) covers approximately 70 acres. The area is bound by Avenue B to the north, 14th Street to the west, 10th Street to the east and 5th Avenue to the south. A full size Study Area Map is provided in *Appendix A*.

As illustrated in the Land Ownership Map provided on page five, a large percentage of the properties located within the study area are owned by the City of Council Bluffs. When the majority of properties in a study area are held in public ownership, it makes it easier for a municipality to implement its vision for area-wide revitalization. A full size Building Inventory Map is provided in *Appendix A*.





Northern Section of Study Area

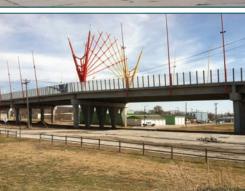


The northern portion of the study area is characterized by a mix of vacant city-owned properties, the Lightning Bowl bowling alley, and single-family residential units. Other features include the Creek Top Community Garden located at Avenue B and 12th Street, the paved Mid-City Trail located between North 13th and 12th Streets along with the Canadian National Railroad (CNRR), and West Broadway's "Gateway Bridge".

The Broadway Skate Park (1300 West Broadway) is located just outside the study area boundary. The skate park features a snake run and 4' bowl, fun box, rail, stairs, and 1/4 pipe. The park, which serves the recreation needs residents living in the study area, also includes a rock climbing wall, playground equipment, and plans are in place to convert an existing vacant, brick structure into an open air shelter.













Mid-Section of Study Area

The mid-section of the study area includes a mix of commercial and vacant properties, Indian Creek, along with the Canadian National Railway Company (CN) and the Union Pacific Railroad (UPRR) rail lines. The major thorough fares in this section of the study area include 2nd Avenue, 10th, 12th and 13th Streets. Existing businesses include:

- Railway Inn & Sand Volleyball Courts
- Decker Plastics
- Mag Welding
- Southside Press
- Dick Dean Service

This portion of the study area also includes the former American Recycling site. This property was historically utilized as a salvage yard that led to significant contamination of the on-site soils by heavy metals. The site has been capped with approximately two feet of compacted clay covered with 6-inches of topsoil. The eastern half of the site is currently under an Administrative Order by the lowa Department of Natural Resources (IDNR) that restricts future property reuses without further environmental remediation.















Southern Section of Study Area



The southern-portion of the study area includes the former Katelman Foundry site, numerous vacant city owned properties, former City Public Works offices, the CN and UP rail lines, and residential properties located in the Bayliss West Neighborhood.

The Katelman property, which is comprised of approximately 3.8 acres and consists of eight vacant parcels spanning several City blocks, has been identified as a catalytic site to spur redevelopment in the Mid-City project area. The property was historically used as a foundry for many years that potentially would have led to significant contamination of the on-site soils by heavy metals. The site is not under any mandated environmental monitoring, but before potential redevelopment activities are conducted on the site, consultation with the lowa Department of Natural Resources (IDNR) should be done to verify compliance with any applicable regulations permitting to the property's reuse.





SECTION 2: EXISTING CONDITIONS

In order to better understand the existing conditions of the project area in the City of Council Bluffs, it was important for the project team to conduct an inventory of the existing plans and ordinances. The materials reviewed and considered look at a wide range of issues affecting not only the project area but also the greater community. The components of these plans deal with land use conditions, local and regional initiatives, and the presence and preservation of natural resources. The understanding of these past initiatives will aid in the development of a new plan for the project area which will best serve the needs of the city and its residents.

Existing Resources

As part of the planning process, the project team reviewed the following local and regional planning studies, and necessary local legislation:

- 1994 Comprehensive Plan
- CB-21: A New Community for a New Century
- Bluffs Tomorrow 2030 Land Use Plan
- Historic Preservation Ordinance Code
- Council Bluffs Pre-Disaster Mitigation Plan Revised June 2010
- Bluffs Tomorrow 2030 Kanesville-Tinley Sub-Area Plan
- Urban Renewal Plan Mid-City Corridor May 2004
- Bluffs Tomorrow 2030 West Broadway Sub-Area Plan-East Section
- University Nebraska—Lincoln Indian Creek Study
- West Broadway Corridor Plan
- Subdivision Ordinance
- Zoning Ordinance

Assessment of Land Use and Structures

Existing Land Use Patterns

Land use and development patterns illustrate how people manage and develop the land. Efforts for achieving successful and efficient municipal planning, economic development, and growth management rely on understanding trends and relationships among land uses and development patterns.

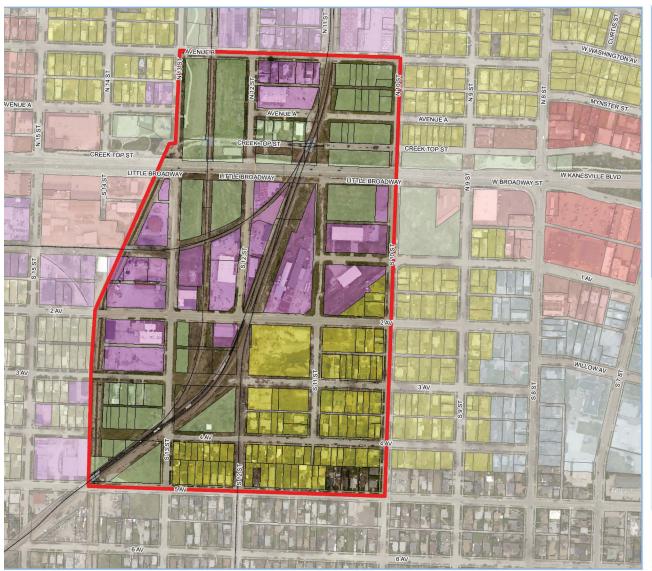
The Mid-City study area is predominantly a built environment, with a mix of lands dedicated to commercial, industrial and residential uses. Figure 3—Land Use Map illustrates that the majority of commercial and industrial properties are located centrally in the study area. Residential uses are located in the northern portion of the study area, between North 12th and 10th Streets, and in the Bayliss West Neighborhood which occupies the southeast corner of the study area.

Existing Zoning

As illustrated in *Figure 4—Zoning Map*, the Mid-City study area includes a mix of properties zoned A-2: Parks, Estates and Agriculture, I-1: Light Industrial, and R-3: Low Density Multi-Family Residential.

To build the local tax base, provide employment opportunities, and increase services for local residents, it is important to find ways to increase available space for commercial and light industrial uses within the study area. Opportunities exist to create employment through the redevelopment of the former Katelman Foundry site, as well as other strategic sites located along 2nd Avenue.







Assessment of Infrastructure

Traffic and Rail

Existing Conditions

The study area for the Mid-City Brownfield project is generally bounded by Avenue B on the north, 5th Avenue on the south, 10th Street on the east and 14th Street on the west. The roadway network within the study area is disrupted by the presence of the Union Pacific Railroad (UPRR) double mainline tracks and a single Canadian National Railway (CN) track that generally runs north/south in this area. Another UPRR single line track also runs in the middle of the 12th Street right-of-way, beginning north of 3rd Street and running to the south. The location of Indian Creek also impacts the street network, as it travels in a structure east/west just north of the West Broadway Viaduct, then turns to the southwest and south, where a concrete lined ditch carries the creek along what would be the 14th Street alignment. Structures are provided over Indian Creek at most of the major and local streets.

Street Network

The street network is basically on a grid pattern, with some interruptions in connections as described above (presence of rail lines and Indian Creek). East/west streets that provide connectivity through the entire study area are limited to Avenue B, 2nd Avenue and 5th Avenue. West Broadway spans the study area on an elevated

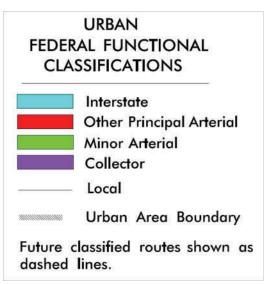
bridge structure. The north/south streets that provide connectivity through the study area are limited to 10th and 13th Streets. Just beyond the study area limits, 8th Street to the east and 16th Street to the west provide connection to West Broadway as illustrated in *Figure 5: Urban Federal Functional Classifications Map* found on page 18. A brief description of the key street segments are provided in the following sections.

<u>Avenue B</u>

Avenue B begins at the intersection with North 8th Street on the east, and continues west to North 37th Street where it is interrupted by I-29. Avenue B is a two-lane urban roadway with a width of 30 feet and parking is permitted on the north side of the street. Between North 8th Street and North 16th Street, Avenue B is classified as a "collector" street. The speed limit on this segment is 30 mph and trucks are prohibited. The 2012 traffic counts provided by the Metropolitan Area Planning Agency (MAPA) indicate that this segment of Avenue B carries approximately 2,700 vehicles per day (vpd).



Figure 5 - Functional Classifications



Sidewalks are provided on both sides of Avenue B, with the exception of the one block segment between North 10th Street and North 11th Street, on the south side. The sidewalk does continue across the Union Pacific Railroad (UPRR) mainline tracks located immediately east of North 11th Street, however, to the east of the track crossing, the sidewalk pavement only extends approximately 20 feet.

A stop sign is provided on Avenue B for the eastbound approach to the intersection with North 8th Street. A traffic signal is provided at the intersection with 16th Street. Within the study limits, all of the cross streets have Stop signs provided at their intersections with Avenue B. At-grade railroad crossings are provided at both the Union Pacific Railroad (UPRR) double mainline tracks and the single Canadian National Railroad (CN) track. Crossbucks, crossing gate arms, flashers and pedestrian bells are provided at the Union Pacific Railroad (UPRR) crossing, while the Canadian National Railroad (CN) crossing provides flashers, crossbucks and pedestrian bells.

2nd Avenue

2nd Avenue begins at the intersection with South 8th Street on the east, and continues west to South 37th Street. 2nd Avenue passes under I-29 to provide access to the residential area on the west side of the interstate. 2nd Avenue is a two-lane urban roadway with a width of 40 feet and on-street parking within the study area.

Between South 8th Street and South 35th Street, 2nd Avenue is classified as a Collector street.

The speed limit on this segment is 25 mph. The 2012 traffic counts provided by Metropolitan Area Planning Agency (MAPA) indicate that this segment of 2nd Avenue carries approximately 4,600 vehicles per day (vpd).

Sidewalks are provided on the south side of 2nd Avenue throughout the study area. Sidewalks are not provided on the north side, with the exception of a short segment from 10th Street west to provide access to a single residence. At the railroad crossings, pedestrian access is provided only on the south side of the street.

A stop sign is provided on 2nd Avenue for the eastbound approach to the intersection with South 8th Street. A traffic signal is provided at the intersection with South 16th Street. Within the study limits, all of the cross streets have Stop signs provided at their intersections with 2nd Avenue. At-grade railroad crossings are provided at both the Union Pacific Railroad (UPRR) tracks (2 mainline and the 12th Street connection) and the single Canadian National Railroad (CN) track. Crossbucks, crossing gate arms, flashers and pedestrian bells are provided at the Union Pacific Railroad (UPRR) crossing, while the Canadian National Railroad (CN) crossing only provides crossbucks and a yield sign.

5th Avenue

5th Avenue begins in a residential neighborhood at the intersection with Glenn Avenue on the east, and continues west beyond South 36th Street, ending at the right-of-way for I-29. 5th Avenue is a two-lane urban roadway with a width of 33 feet and on-street parking provided on the north side of the street within the study area. Between Bluff Street and South 35th Street, 5th Avenue is classified as a Minor Arterial street.

The speed limit on this segment is 30 mph and trucks are prohibited. The 2012 traffic counts provided by Metropolitan Area Planning Agency (MAPA) indicate that this segment of 5th Avenue carries approximately 4,900 vpd. Sidewalks are provided on both sides of 5th Avenue throughout the study area.

A stop sign is provided on 5th Avenue for the eastbound approach to the intersection with South 8th Street. A traffic signal is provided at the intersection with South 16th Street. Within the study limits, all of the cross streets have Stop signs provided at their intersections with 5th Avenue. At-grade railroad crossings are provided at two separate Union Pacific Railroad (UPRR) tracks. At the 12th Street crossing with a single track, crossbucks, flashers and pedestrian bells are provided. At the Union Pacific Railroad (UPRR) double mainline crossing, which is located between South 13th Street and South 15th Street, crossbucks, crossing gate arms, flashers and pedestrian bells are provided.



5th Avenue looking east toward 13th Street.



UPRR double main line crossing 5th Avenue. (Source: Google Maps)

West Broadway

West Broadway, also designated as US Highway 6, is a Principal Arterial street that travels east/west through the heart of the Council Bluffs area. Within the study area, West Broadway carried 28,700 vehicles per day (vpd). The recently constructed viaduct between 8th Street and 16th Street spans the entire study area. The viaduct provides four travel lanes and a separate pedestrian sidewalk on the north side. West Broadway plays an important role by providing connections to the study area via signalized intersections with 8th Street and 16th Street.

8th Street

8th Street is an important north/south roadway that provides continuity through the majority of the City of Council Bluffs. On the south, it begins immediately north of I-80/I-29, south of 28th Avenue. 8th Street continues north to Avenue I, where it turns to the northwest and north, and it finally turns into Mynster Spring Road north of the City limits. 8th Street is designated as a Minor Arterial street from 9th Avenue north to Avenue G. North of Avenue G, the designation changes to a Collector street to its intersection with Big Lake Road.

From Avenue B to West Broadway, North 8th Street is a 38 foot-wide, three-lane roadway, with two northbound lanes, one southbound

lane, and no on-street parking allowed. The speed limit is posted at 25 mph and is a designated truck route. Sidewalks are provided on both sides of the street. Traffic volumes on this segment were 4,800 vpd in 2012.

From 1st Avenue to 5th Avenue, South 8th Street is a 40 foot-wide, two-lane roadway with parking permitted on both sides of the street. The speed limit is posted at 25 mph and it is a designated truck route. Approaching the intersection with West Broadway, South 8th Street widens to a four-lane section. Sidewalks are provided on both sides of the street. Traffic volumes on this segment were 8,700 vpd in 2012.

10th Street

10th Street is one of the two north/south streets within the study area that provides uninterrupted access from north of Avenue B to beyond 5th Avenue. Within the project limits, 10th Street is a 30 foot wide, two-lane roadway, designated as a Local street. Parking is permitted on both sides of the street, and no speed limit signs are posted, which means the default speed limit of 25 mph in an urban area applies. Sidewalks are provided on both sides of the street from Creek Top to 5th Avenue, and on the east side only from Avenue B to Creek Top. Stop sign control is provided on 10th Street at the intersections with Avenue B, 2nd Avenue and 5th Avenue.

13th Street

13th Street is the other local street that provides continuous north/south continuity through the study area. The entire segment is designated as a Local street. No speed limit signs are posted, which means the default speed limit of 25 mph in an urban area applies. From Avenue B to the West Broadway overpass, North 13th Street is a 26 foot wide two-lane roadway with no on-street parking permitted. A sidewalk is provided on the west side of the street, and the Mid-City Trail is provided on the east side, and currently terminates immediately south of Avenue A.

Between the West Broadway Viaduct and 2nd Avenue, South 13th Street provides a 28 foot wide asphalt roadway with no curb. No signage prohibiting on-street parking are located on this segment, however, it is in an industrial area with no need for on-street parking. Speed limit signs are not posted on this segment of South 13th Street and no pedestrian access is provided.

From 2nd Avenue to 5th Avenue, 13th Street is a 32 foot wide, two-lane roadway with parking permitted on both sides of the street. Sidewalks are provided on the west side of the street from 2nd Avenue to 4th Avenue, and on both sides of the street from 4th Avenue to 5th Avenue. Speed limit signs are not posted on this segment of South 13th Street.

Stop signs for traffic on 13th Street are provided at the intersections with Avenue B, 2nd Avenue and with 5th Avenue. A yield sign is provided at the railroad crossing between West Broadway and 2nd Avenue, even though the tracks leading up to the crossing have been removed and the rail line is out of service. The crossing panels and the rails remain in the street. An active at-grade railroad crossing is located immediately north of the intersection with 4th Avenue. This crossing of the UPRR double mainline tracks and the beginning of the Canadian National Railroad (CN) single track, provides crossbucks, crossing gate arms, flashers and pedestrian bells.



Intersection of 2nd Ave. and 13th St looking east toward UPRR track

16th Street

16th Street is a key north/south roadway that provides continuity through the majority of the City of Council Bluffs. On the south, it begins immediately north of I-80/I-29 at the intersection with 28th Avenue. 16th Street continues north through the City, where it eventually provides direct access to I-29. 16th Street is designated as a Minor Arterial street from 23rd Avenue north to West Broadway. North of West Broadway, the Iowa Highway 192 designation is on North 16th Street and the federal classification changes to a Principal Arterial street to its interchange with I-29.

From Avenue B to West Broadway, South 16th Street is a four-lane divided roadway with a raised median. Separate left turn lanes are provided at the intersection with Avenue B, along with traffic signalization. The lane configuration between Avenue A and West Broadway was recently reconfigured to provide dual southbound right turn lanes, a shared southbound through/left turn lane and another separate southbound left turn lane. Only one lane is provided in the northbound direction on this block. The speed limit is posted at 35 mph and is a designated truck route since it is a state highway. Sidewalks are provided on both sides of the street. Traffic volumes on this segment were 9,000 vpd in 2012.

From West Broadway to 5th Avenue, South 16th Street is a 32 foot-wide, two-lane roadway and no on-street parking is allowed. The speed limit is posted at 30 mph and it is a designated truck route. Sidewalks are provided on both sides of the street. Stop signs are provided on South 16th Street at the intersections with 2nd Avenue and 5th Avenue. Traffic volumes on this segment were 7,200 vpd in 2012.

Multi-Modal Facilities

The sidewalk facilities mentioned above provide adequate pedestrian access throughout the study area. In addition to the sidewalks described above on the key street network, there are other local streets that also provide sidewalks. Some gaps have been identified throughout the area. Future development scenarios should consider filling those gaps as appropriate to provide a safe and complete pedestrian network.

Trail System

In addition to the sidewalk network, the area is served by some existing segments of a trail system, with plans for future connections. The recently constructed Mid City Trail is located immediately east of 13th Street, and extends from approximately Avenue G to just past Avenue A. The Council Bluffs Recreation Trails Master Plan (see *Figure 6— Trail Master Plan*) indicates a future connection or extension of this trail to the south to tie into the trail along Indian Creek near 14th Avenue. The Trail Master Plan also shows a future east/west trail that would extend along the abandoned railroad right-of-way on the 1st Avenue alignment. This future trail would ultimately tie into the future extension of the Mid City Trail.



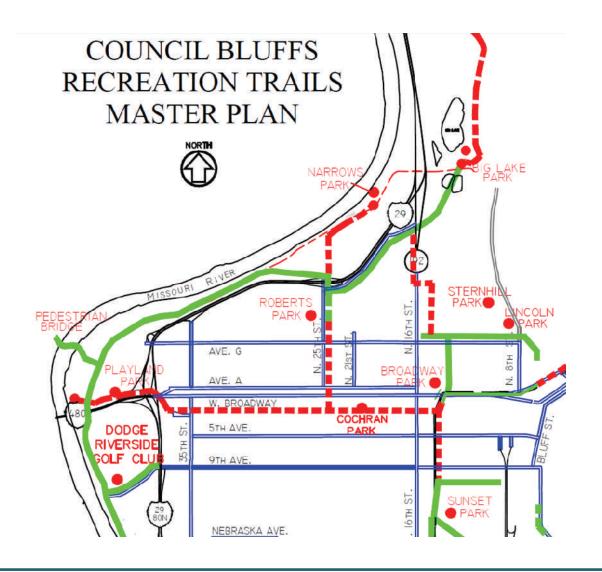


Figure 6 - Trail Master Plan



Transit System

This part of the City is served by two bus routes that operate on the fringes of the study area (see *Figure 7—Metro Bus Route Map*). The Yellow Route provides connectivity to/from downtown Omaha, along West Broadway, to the downtown Council Bluffs area and south to the Mid America Center. A loop is provided north of West Broadway, traveling on 8th Street, Avenue G and 16th Street. Bus stops are provided on 8th Street and on 16th Street, near West Broadway and near Avenue B.

The Blue Route also provides a connection to/from downtown Omaha, along West Broadway. It also provides a loop up to Avenue G via 8th and 16th Streets. However, the Blue Route continues east on West Broadway, along Kanesville Boulevard. It loops through lowa Western Community College and south to the Mall of the Bluffs. Bus stops are provided at the intersections of West Broadway at 8th Street and at 16th Street.

Park & Rid K Carter Lake Missouri River Kanesville Blvd E. Locust St **Council Bluffs** Open Door Mission College Rd Pedestrian srie Campus: Pierce Bluffs 23rd Avenue Lauritzen Mid America Gardens Center Bancroft 30th Ave I-29/80 A Mid America Dr 1-80 Deer Park 35th Ave

Figure 7—METRO Bus Route Map

The Bluffs Tomorrow 2030 plan includes a West Broadway Subarea Plan that discusses the potential for a Bus Rapid Transit (BRT) line that would run along the abandoned rail line located on the 1st Avenue alignment. This proposed BRT line would turn north at 16th Street to utilize the West Broadway Viaduct to cross the CN and UPRR rail lines. The subarea plan also identifies the opportunity to link together regional bike trails from this BRT stop at 16th Street. The proposed trail would extend along the 1st Avenue alignment and tie into the Mid City Trail segment previously discussed.

Rail Infrastructure

Council Bluffs is a center of rail transportation and activity. There are several rail lines that provide service to the industries within and adjacent to the study area, in addition to the mainline traffic that passes through the region. Several rail classification yards are located to the north and south that impact rail operations on these lines.

UPRR Facilities

The primary rail line passing through the study area is the Union Pacific Railroad (UPRR) double main line tracks that provide service to the Chicago area, with traffic originating in the Kansas City area. This line is also a coal route, with long unit trains hauling coal to power plant customers. The tracks enter the study area on a

southwest/northeast diagonal alignment, crossing 5th Avenue between 13th Street and 15th Street. The tracks continue northeast and provide an at-grade crossing with 2nd Avenue and Avenue B. According to the Federal Railroad Administration (FRA) Crossing Inventory, this UPRR double mainline track carries approximately 34 trains per day, including 10 switching operations. The maximum time table speed for the trains is 10 miles per hour (mph). This is a "restricted access" line, which means they do not permit switches off of the mainline to provide local rail service.



In addition to the double mainline tracks, Union Pacific Railroad Company (UPRR) also has a single line track that runs north/south in the middle of the 12th Street right-of-way. This track provides access to the two UPRR classification yards located to the south and west. It also provides a direct connection to the automobile loading facility south of 16th Avenue. The tracks merge onto the 12th Street alignment immediately north of 10th Avenue, and continue north past 3rd Avenue where it merges onto the Union Pacific Railroad Company (UPRR) mainline. North of 9th Avenue, 12th Street is a local street, traveling through a primarily residential area. Access to the adjacent houses and cross streets is provided by means of two narrow roads, separated by the railroad tracks. On the east side of the tracks, the roadway is approximately 16 feet wide, which provides enough width for two way travel. On the west side, the roadway width is only around 8 feet wide, which can only accommodate one direction of travel. However, there are no oneway signs posted on either side of the tracks, which indicates vehicles can travel in either direction. Stop signs are provided in each direction on both roadways at all of the cross street intersections. Four to six trains per day currently operate on this 12th Street line.

CN Facilities

The Canadian National (CN) Railway Company also operates rail facilities within the study area. Their single track line begins near the intersection of 13th Street with 4th Avenue where it ties into the UPRR double track mainline. It curves to the north and runs in between the 12th Street and 13th Street alignments. North of Avenue B, additional siding tracks are added, providing a maximum of four tracks between Avenue E and Avenue G. The tracks continue north of Avenue G, providing access to a classification yard. This line carries approximately two through trains per day, and six switching operations, however, the volume can fluctuate based on the needs of UPRR.

The CN is not interested in abandoning any portion of this line. It used to be a very busy route, and they want to be prepared should conditions change. They have recently spent millions of dollars on the yard facilities located to the north and they want to protect that investment.

Opportunity for Changes in Rail Facilities

A stakeholder meeting with Union Pacific Railroad Company (UPRR) was held to discuss their rail operations throughout the study area. They indicated that the double mainline track is part of the east/west route providing service to the Chicago area. Much of the traffic originates in the Kansas City area, and some traffic terminates in Council Bluffs. The tracks are "restricted access", which limits the opportunity to add switches from the mainline to provide local service. UPRR indicated that at a minimum, a power operated switch would be required, along with the construction of "drop and pull" tracks to provide acceptable access. These installations would likely cost in excess of \$2.0 million.

There might be some opportunities to connect to the 12th Street line, should the area north of 4th Avenue and east of the tracks redevelop. Union Pacific Railroad Company (UPRR) suggested light manufacturing that requires transfer loads or shipping container businesses as potential candidates. They have previously evaluated relocation of the 12th Street tracks and determined that the relocation costs would be cost prohibitive due to the amount of developed area that would be impacted and for the length of the rail line that would need to be constructed.

The single line Canadian National (CN) track on the west side of the study area may present some opportunities for either relocation or

rail service access. Local service is currently provided to Ray's Transfer, located between Avenue B and Avenue E, and switching operations occur further to the north. Since no customers are present on the segment south of Avenue B to the connection with the Union Pacific Railroad Company (UPRR) mainline tracks near 4th Avenue, there may be an opportunity to relocate this section of track. It would require providing the connection to the Union Pacific Railroad Company (UPRR) mainline tracks further north, between Avenue G and Avenue E. Service to Ray's Transfer would be modified to a "dead end" line that would only have access to and from the north. This potential modification in service will be discussed with CN and Ray's Transfer to determine the feasibility of this relocation.

If the Canadian National (CN) track remains, there may be some limited potential to provide local service on this line, but it would likely be limited to the area on the east side of the tracks. The area would be limited by 12th Street, unless a larger area of redevelopment is considered, which could extend the limits up to the Union Pacific Railroad Company (UPRR) double mainline tracks.



Assessment of Infrastructure

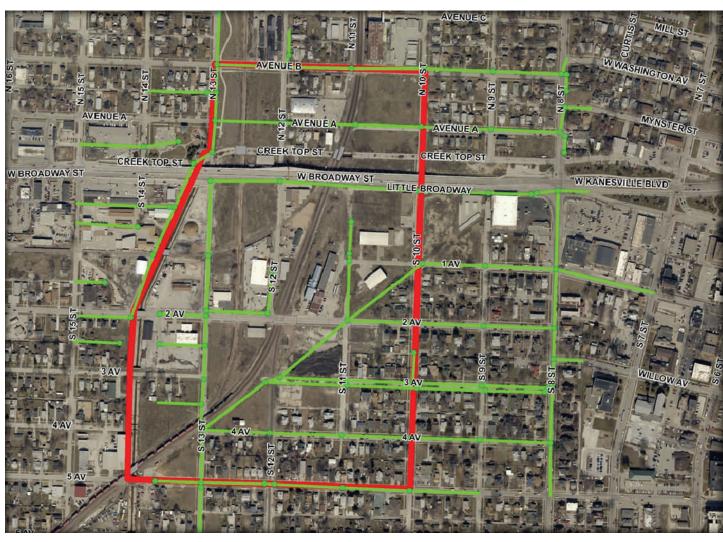
The City has not programmed to replace any of the existing infrastructure within the project area. Depending on the types and locations of redevelopment within the project area, main extensions and new services will be needed to provide utilities to the new buildings. Existing utility information was obtained from the City of Council Bluffs and utility providers throughout the project area; maps of the approximate utility locations are included (*Figures 8—11*). Summaries of the existing utilities, potential infrastructure needs for future redevelopment, and areas that may need to be upsized to accommodate development are summarized below for each utility type.

Sanitary Sewer

There are a number of sanitary sewer mains within the study area. The majority of the pipes range in size from 8 to 18 inches in diameter. Most of these mains are located along the roads. There are also sanitary sewer mains along the old railroad right-of-way (ROW) that bisects the site diagonally. It is anticipated that these mains will have to be relocated to allow redevelopment in these areas. Some of these mains are significant with diameters up to 30 inches. The redevelopment efforts may include realigning 13th Street south of West Broadway. There is a 30-inch sanitary sewer along this route that would have to be relocated if the street is realigned. A 27-inch diameter main runs east-west just south of the West Broadway Viaduct would also be affected if 13th Street is realigned because it feeds into the 30 inch.

The City's GIS data indicates that street and sewer improvements were made in 1983 along South 13th Street from 2nd to 5th Avenue. There were also improvements made in 1988-89 near North 13th Street and Avenue B and in 2001 on 2nd Avenue from 8th to 13th Street. The mains that may need to be relocated were constructed around 1950 based on the City's GIS data. Based on communication with the City, most of the sanitary sewer main should be considered for replacement if major roadway projects are undertaken due to the age of the system.

Figure 8—Sanitary Sewer



Storm Sewer

There are a number of storm sewer pipes within the study area. These pipes range in size from eight to sixty inches in diameter and most of them are located along the roads. The storm sewer map also shows Indian Creek, which is a covered concrete channel from the east line of the project area to 13th Street. The creek is an open concrete channel at the intersection of 13th and West Broadway as it continues south.

The GIS data indicates that much of the storm sewer infrastructure was built from 1950 to 1980. The same areas that were mentioned in the Sanitary Sewer section also had storm sewer improvements in the 1980's and 2001. In addition, storm sewer improvements were completed in 1991 near Willow Avenue and South 8th Street and in 1996-97 along North 13th Street from Avenue B to just north of West Broadway. Similar to the sanitary sewer system, the City recommends considering replacement of storm sewers for any street projects completed in the area due to the age of the infrastructure.

It is anticipated that the proposed redevelopment will include additional storm sewer infrastructure to convey the stormwater from the redevelopment areas to the existing storm sewer system. Due to the City's post-construction stormwater requirements for water quality and detention, it is assumed that the existing infrastructure will be able to convey the proposed stormwater flows. The detention requirements include controlling the 5 year through 100 year storms to pre-development rates.

Based on the City's GIS data, the storm sewer infrastructure along South 13th Street in the vicinity of the potential realignment is relatively small with pipe sizes ranging from twelve to twenty-one inches. The asset data does not show storm sewer along South 13th Street from West Broadway to 2nd Avenue.

Figure 9—Storm Sewer



Water

The water pipes in the project area range from four to twenty inches and are generally located within the City right-of-way. The four-inch and potentially some of the six-inch pipes may have to be increased to convey the fire flows for the redevelopment areas. In addition, new services will be needed based on the building configuration and layout.

Gas

Gas service to the project area is provided by Black Hills Energy. There are two and twelve inch pipes within the study area. The twelve inch line is located along 2nd Avenue. It is anticipated that some of the two-inch lines will need to be increased to accommodate the demands for the new buildings.

Telecommunications

Telecommunications information was obtained from Sprint, CenturyLink, Windstream, and AT&T. The telecommunications map shows buried and aerial utility locations, when provided.

Sprint fiber runs along 1st Avenue and then northeast along an old railroad route. Since this bisects a portion of the site diagonally it could be a concern for proposed development and may need to be re-routed.

CenturyLink has buried and aerial communications throughout the study area.

Windstream underground fiber runs along 2nd Avenue and Avenue B. There is also aerial fiber east and west of the project area along an alley between Avenues A and B and Mynster Street.

AT&T is located along 2nd Avenue through the extent of the project area.

Additional connections/services to the new buildings may be required but the existing telecommunications do not appear to pose any constraints to the Mid-City redevelopment.

Figure 10—Gas and Water

KEY N Gas → Water

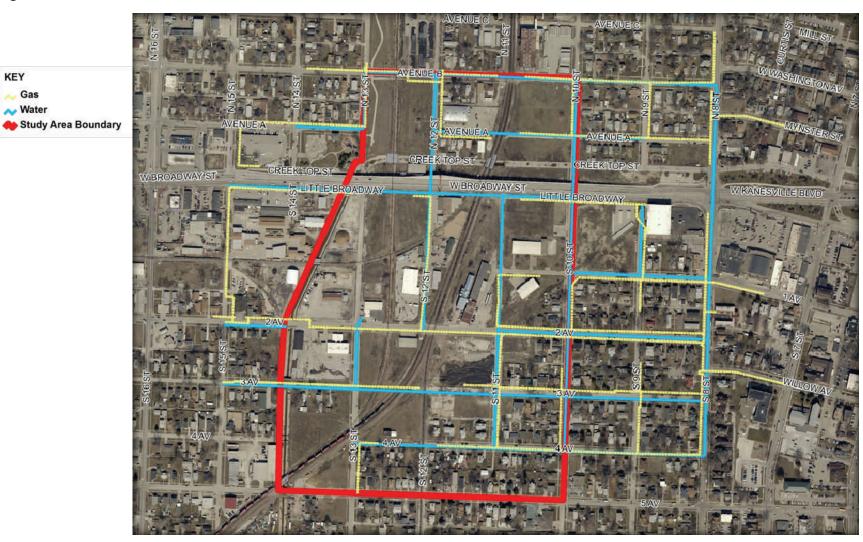


Figure 11—Telecommunications

KEY

Century Link - Aerial

Century Link - BuriedWindstreamStudy Area Boundary

AVENUE B AVENUE A CREEK TOP ST CREEK TOP ST W BROADWAY ST. W BROADWAY ST W KANESVILLE BLVD LITTLE BROADWAY

Capital Improvement Program Targets

The City's adopted Capital Improvement Program for 2014-2015 through 2018-2019 includes two projects within the study area. The City 's Department of Public Works is currently rebuilding the Creek Top Bridge and removing the steel stringer bridges over Indian Creek at 9th and 10th Streets.

Un-Programmed Infrastructure Needs

Indian Creek runs along the west side of the project area (see *Figure 12—Natural Resources Map*). The Indian Creek basin has been the subject of several hydrologic and hydraulic studies because of historic flooding and complex drainage issues. When considering any potential alterations to the channel location and/or section, it is important to address all of the constraints within the system. Potential alterations to the Indian Creek system within the project area include modifications to the cross section to provide additional conveyance capacity and the addition of dry cells for water storage.



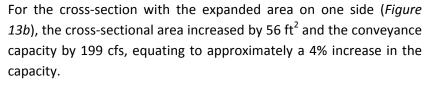








The typical section for the open channel section is shown below (*Figure 13a*). The section was adjusted to increase the cross-sectional area on one side or both sides, potentially allowing for a walkway along the channel.



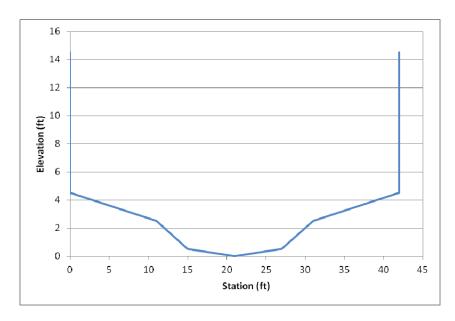


Figure 13a: Design cross-section for Indian Creek south of the intersection of West Broadway and 13th Street

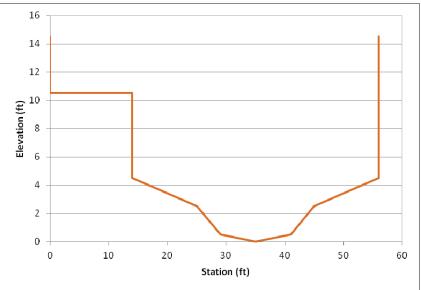


Figure 13b: Indian Creek cross-section with expansion on one side

For the cross-section with the expanded area on both sides (*Figure 13c*), the cross-sectional area increased by 112 ft² and the conveyance capacity by 439 cfs, approximately an 8.6% increase in the capacity.

To determine the potential effect of dry cell storage on the Indian Creek system, an area between South 12th and 13th Streets just south of West Broadway was estimated and the resulting volume calculated for a system approximately 4 feet deep. The estimated volume of the storage area was approximately 3.6 acre-feet. The 10-year peak runoff rate for the Indian Creek basin is about 4,400 cfs — to reduce this flow rate by 1% or about 40 cfs and the required storage is approximately 5.9 acre-feet. In addition, approximately 38 acre-feet of storage is needed to reduce the 10-year peak discharge by 5% or about 220 cfs.

Although the storage and conveyance options considered in this analysis have a relatively minor impact on the overall water volume in the system, they may have significant benefits to the drainage basin when combined with the rehabilitation efforts and other future projects in the watershed. The City does have long-term plans for rehabilitation of the Indian Creek channel. These projects are anticipated within the next 20 years.

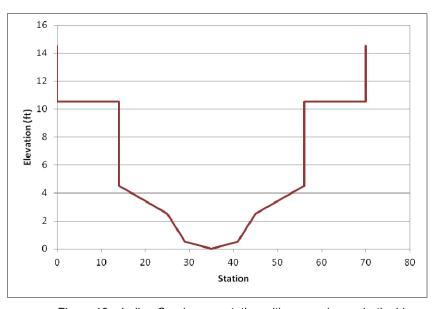


Figure 13c: Indian Creek cross-station with expansion on both sides

Health Assessment

Local Health Issues

The Environmental Protection Agency states on their website, epa.gov, "While Brownfields generally are considered sites that pose no or limited health risks to communities, many have contamination that requires some form of cleanup, cap and engineering or institutional controls that restrict land use to prevent environmental or human exposures. In addition, in many communities, brownfields may have broader health impacts of concern to the community too, including safety, social and economic factors, and environmental health."

Residents, business owners and Steering Committee members expressed concern that Mid-City has experienced social and economic problems such as blight, crime, vagrancy and a reduction in the local government tax base due, in part, to the high concentration of brownfield, abandoned and vacant site present in the study area. It is anticipated that the revitalization of Mid-City will increase recreation opportunities to encourage physical activity and encourage public and private sector investment which will create jobs and return blighted properties to the tax rolls — all of which will improve public health for neighborhood residents.

Environmental Justice Concerns

As defined by the USEPA, environmental justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Throughout the development of this plan, environmental justice considerations have been taken into account for all potential programs, policies and projects. One of the most important considerations for the resident's located within the study area includes how new efforts will create improved economic opportunities for the people already living within the area.

The recommendations made here have integrated principles of equitable development into the cleanup and redevelopment of brownfields to the greatest extent practical. Some of these recommendations include: the creation of affordable housing, creating a first source hiring ordinance (connects dislocated workers and economically disadvantaged individuals with entry level jobs), ensuring jobs with living wages, and redeveloping brownfields into commercial properties, as well as nonprofit uses including clinics and parks that improve resident's quality of life. These principles help to ensure that low- and moderate-income families are not displaced following redevelopment and that the current residents of the City of Council Bluffs experience the benefits of cleanup.

Environmental Conditions

The study area contains several properties which were identified as priority sites by the City of Council Bluffs. These sites may be brownfields, abandoned or vacant properties. In addition, some sites may contain active businesses. In those instances, the City wished to include the property to provide assistance to the existing businesses to remain or expand, if desired.

Two of the priority sites are known brownfields: Site 7—Former American Recycling property and Sites 25, 26 and 28 —the former Katelman Foundry. If redevelopment is planned for any of these sites, careful consideration with regard to the previously identified impacted soils should be done to limit potential exposure to future habitants or the general public.

Please refer to the Figure 14—Strategic Sites Map provided on the following page for the location of these properties within the study area.

It is envisioned that when redeveloped each of these priority sites will greatly contribute to revitalize the community, while improving environmental outcomes. The status of these sites is important for identifying current challenges and future opportunities for development, redevelopment or business retention and/or expansion.

Table 2 - Strategic Sites provides a summary of those sites identified by the Steering Committee whose redevelopment has the potential to serve as a catalyst for area-wide change. A summary of each priority site, including a property overview, site history and environmental background, and potential use is provided in *Appendix B: Strategic Site Profiles*.

Strategic Sites Map



Summary of Strategic Sites

Table 2: Strategic Sites					
ID	Tax Map ID	Ownership	Current Use	Size (Acres)	
1	754426487003	Private	Vacant/Billboard	0.37	
2	754426491009	Private	Bowling Alley	0.86	
3	7544264930017 54426505013	Public	Vacant	0.38	
4	754425365001	Public	Vacant	0.83	
5	754425366001	Public	Vacant	0.11	
6	754435226004	Public	City DPW	0.88	
7	754435502001	Public	Vacant	0.86	
8	754435227001	Public	Vacant	0.99	
9	754435232002	Public	Vacant	0.06	
10	754425369001	Public	Vacant	1.19	
11	754425369010	Private	Wholesale/Dist.	0.30	
12	754436101001	Private	Vacant Bldg	1.19	
13	754436102002	Public	Vacant	2.30	

ID	Tax Map ID	Ownership	Current Use	Size (Acres)
14	754435228-001, 002,003, 005	Public	Vacant	0.71+
15	754435229001 754435229002	Private	Manufacturing	0.90
16	754435230001 754435230002	Public	Vacant	1.36
17	754435231002	Private	Auto Service	0.28
18	754435232001	Private	Manufacturing	2.20
19	754436104001	Public	Vacant Bldg	1.46
20	754435233001	Public	DPW Office	1.91
21	754435234001 754435234002	Public	Vacant	0.40
22	754435235001	Private	Vacant Bldg	0.32
23	754435505015	Private	Vacant	0.24
24	754435238001	Public	Vacant Bldg	0.81
25	754435236001	Public	Vacant	2.06
26	754435239-001, 002, 003	Public	Vacant	0.91
27	754436107001	Public	Vacant	0.54
28	754435276001	Public	Vacant	0.64

Economic Development

A Market Analysis, which is provided in *Appendix C*, was conducted as part of the Mid-City Area-Wide Plan. The goal of the Market Analysis was to analyze the economics, demographics and real estate market for Mid-City to determine areas of development opportunity, and issues that need to be addressed and mitigated in order to support positive economic and real estate development.

As illustrated in the figure provided on page 46, in its current state the Mid-City has superior locational logistics and some existing business clusters. The City of Council Bluffs is strategically located in the <u>center</u> of the United States with short truck delivery times to major markets including the large Chicago market. This makes Council Bluffs an attractive location for manufacturers, distributors and consumer products producers. Existing business clusters include agricultural related consumer products, agricultural specialized equipment products, health care and some other high growth industries.

The analysis also identified several weaknesses that will need to be addressed including a "mismatch" in the local skilled workforce with growing industries, the need to strengthen incentive packages, and local crime rates. To address the mismatch in workforce (the fact that the local population lacks the educational level and skills to match the industries that are growing) additional training and education are recommended.

The real estate analysis identified an opportunity for market rate housing with retail services, light industrial including small flex space and small distribution centers, and entrepreneur development to support unique, non-traditional retail.

To advance Mid-City to a desired future, some of the gaps that should be addressed include:

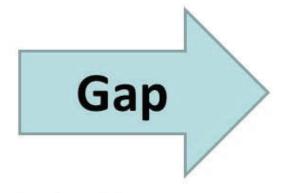
- 1. Invest in workforce development and education to re-skill the local workforce.
- 2. Support as-of-right* long term substantive property tax abatements to support business attraction.
- 3. Develop market rate housing with retail services (mixed-use).
- 4. Encourage 24/7 activity and destination activities to grow the local economy and deter criminal activity in the area.

^{*} Tax abatements are pre approved.

Market Analysis Summary—Closing the Gap

Current State

- Superior locational logistics
- Strong State economy and many growing business sectors
- Strong Multi-Family housing demand
- Retail specialty sector demand year round farmer market
- Distribution and warehouse demand
- Slow County economic growth lost jobs
- Local skilled workforce mismatch with growing State industries
- Lower education levels in local population does not support growing industries looking to relocate to region
- Crime issues
- Business attraction limited by incentives and tax abatements



- 1. Invest in re-skilling and education to match high growth industries short on labor (advanced manufacturing, logistics IT, health care, engineering)
- 2. As-of-right long term substantive property tax abatements to support business
- 3. Market rate housing with retail services
- 4. 24/7-activity and destination attraction activities

Future State

- Market supportable mixed use development that supports economic development
- Additional commercial activity and residents to support services and offset crime
- Recreation and amenities to attract residents and employers
- Commercial development and new jobs to occupy new space
- Sense of safety and security at site
- Development that sparks more private investment
- Commercial longevity

SECTION 3: PUBLIC PARTICIPATION

"Community building" involves the community leadership, the general public, the private sector, and other organizations that are involved with community betterment and revitalization. Having the support of residents and business owners when developing an Area-Wide Plan will ensure its long-term success and may unearth a wealth of ideas and resources that could prove critical to the future of Mid-City. The goal of public participation during this project was to foster communication, create a sense of ownership and build trust between the public and the City of Council Bluffs. Citizen participation provides an opportunity to compile the public's knowledge of the community and understand the public's hopes, concerns and desires for the future of the City.

To gather public input, the project team worked closely with the Steering Committee. Public outreach methods included:

- Steering Committee
- Project Website
- Stakeholder Interviews
- Attendance at Community Events
- Multi-Day Design Charrette

Steering Committee

In the Spring of 2014, a Steering Committee comprised of representatives from local government and nonprofit organizations was assembled. This committee was tasked with overseeing development of the Mid-City Area-Wide Plan. Committee members include:

- Matthew J. Walsh, Mayor
- Donald D. Gross, Community Development
- Matt Cox, Department of Public Works
- Donn Dierks, Department of Health
- Larry Foster, Parks and Recreation
- Chris Gibbons, Community Development
- Tina Hochwender, Community Development*
- Geoff Hubbard, Parks and Recreation
- Sandy Hull, Live Well Council Bluffs*
- Greg Reeder, Department of Public Works

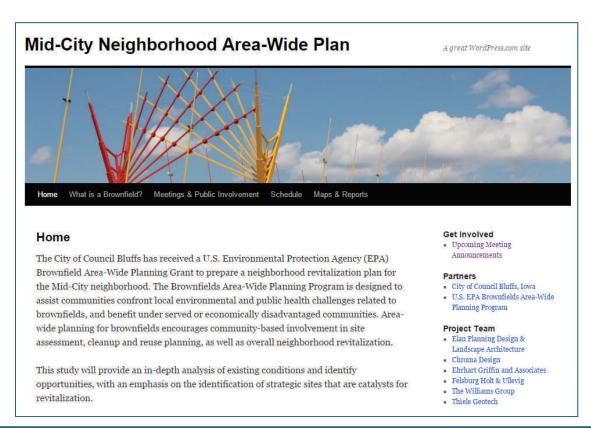
* Former



Project Website

The Steering Committee recognized that not everyone would be able to attend the public outreach events, including the multi-day charrette. In response, a project website was created to provide those with busy schedules or limited mobility an opportunity to stay informed and provide project feedback.

https://revitalizemidcity.wordpress.com/



Stakeholder Interviews

To kick off the public outreach process, the project team worked with the City of Council Bluffs Community Development Department to identify key stakeholders. The project team met with individuals from the following groups to learn more about the study area, identify issues and concerns, and discuss potential redevelopment opportunities:

- Existing Businesses
- Union Pacific Railroad
- City Officials and Department Heads

Existing Businesses

Representatives from the following businesses located within the study area were invited to attend a project kick-off meeting on April 9, 2014.

- Decker Plastics
- D.E.W. Manufacturing
- Kelly's Carpet
- Lightning Bowl
- Mag Welding
- Railway Inn
- Southside Press

During the interview, property owners were asked to describe the nature of their business, talk about if Mid-City was conducive for doing business, and if they had plans to expand their business. Some of the issues or concerns raised by existing businesses were the need to address transients hanging out underneath the viaduct, crime, the environmental condition of the brownfield sites, the need for additional parking near the Railway Inn, truck access, and problems associated with the rail lines (safety, noise and traffic).

In addition, concern over the City's recent acquisition of a number of properties within the study area was voiced. It was noted during the meeting that the City of Council Bluffs recognizes the important role these existing businesses play in the economy, and that the City acquired these properties on a voluntary basis. The City has never used its powers of eminent domain or condemnation to acquire property in the Mid-City so far.

Union Pacific Railroad (UPRR)

There are two railways that operate within the study area: Union Pacific (UPRR) and Canadian National (CN). According to UPRR representative interviewed, approximately 30-50 trains travel on the UPRR east/west main line which runs through the center of the study area, and is considered a restrictive access corridor because of the amount of traffic. Businesses on this site would probably be too small and servicing them would negatively affect Union Pacific's main line operation connecting to Chicago.

Canadian National Railway (CN)

The CN's 12th Street line carries approximately four to six trains per day. Relocating the CN spur line may be possible if a new rail connection to the main line can be made north of Avenue B.

City Officials and Department Heads

The project team met with Department Heads from several city offices. What follows is a summary of key points derived from these stakeholder interviews.

Public Health

The Health Department becomes involved in City owned properties if "contamination" is involved. In addition to the known brownfield, some of the public health issues identified in the study area include lead-based paint in homes built before 1978, accumulating trash and unused vehicles, people not paying trash and recycling fees, and self-inspection of properties.

Because the American Recycling property is under an Administrative Order by the Iowa

Department of Natural Resources (IDNR), the Department of Health will have to review uses recommended for the capped site.

Public Works

In addition to maintaining public water and sewer systems, street lighting and signal systems, and the City's streets and sidewalks, the Public Works maintains the portion of Indian Creek that runs through Council Bluffs. Ideally, improvements to the creek could turn it into an open space amenity, improve flood conditions—possibly easing flooding to the west by opening a channel into a park space on the Brownfield site, and replace the aging concrete channel infrastructure.

In general, the channel has a ten-year storm capacity, which has resulted in some flooding over the years. Flood data shows two peak flows from each storm whose timing does not coincide. One peak is from the upper "rural" watershed which is slow in reacting, and the other is from the lower "urban" watershed which is quick and

"flashes". Streets flood several times a year as Indian Creek fills and there is backpressure on storm outlet gates in the creek channel. When preparing an area wide plan for the study area, flood resiliency measures should be factored into the design.

Live Well Council Bluffs

The goals of Live Well Council Bluffs are to promote healthy eating, active living and litter prevention among Council Bluffs residents. The organization is responsible for the development of the Creek Top Community Gardens located in the northern section of the study area.

The group would like to expand their efforts to create an adjacent Children's Garden that would include space for gardening and cooking classes, meetings and children's education. The facility could be a destination used to educate the community about all things sustainable. Potential partners could include IWCC, Golden Hills Resources, and other private and nonprofit opportunities.

Parks and Recreation

Larry Foster, Parks and Recreation Department Director, views the Mid-City as "the hub"; it is central to the City and needs to be tied to the riverfront, downtown Council Bluffs and the 100 Block of West Broadway by a trail and open space.

The properties located between Indian Creek and the UPRR would be an ideal location for a park. It needs to be "big, ambitious and unique." Non-traditional, self-directed recreation that should be considered include a BMX Race Bike Park, a Trick Bike Park, Frisbee Golf, and a dog park. Development of an "Art Park" would provide emerging artists and cultural groups the opportunity to engage the community through the creation of graffiti walls along the edges of the park or public art installations. Other options to consider include a hard edge spray water play area and an urban forest with an edible nut and/or fruit orchard.

In Council Bluffs, bicycles are the preferred mode of transportation for some individuals. Therefore, regional trail connections to existing Omaha and Pottawattamie County trails are critical from this site. An opportunity exists to create a trail head at the 1st Avenue trail intersection that features a seating area, interpretive signage, and special lighting establishing the architecture vision for 1st Avenue.



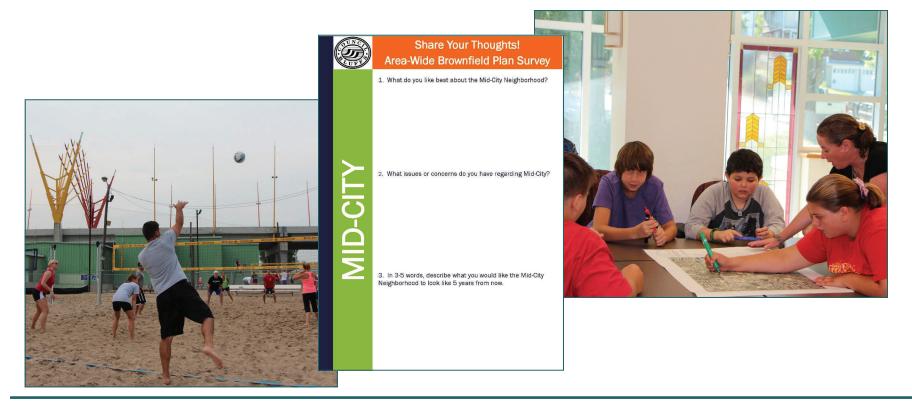




Community Events

To gather additional public input, representatives from the City of Council Bluffs and Elan Planning and Design went "mobile" and attended a number of community events to collect input from residents and visitors alike. The project team manned a booth at the 2nd Annual Family Wellness Fair, the Council Bluffs YMCA, and the Railway Inn. The team also conducted a visioning session with approximately 20 youths aged 13 and up from the YMCA Teen Discovery program. Many of the attendees live in or near the Mid-City study area.

A summary of the key findings, with particular relevance to the future of Mid-City, is provided on the following pages.



Wellness Fair

On Saturday April 26, 2014, City staff attended the 2nd Annual Family Wellness Fair held at the Thomas Jefferson High School in Council Bluffs. The event, which featured activities focusing on fun and fitness, healthy eating, workshops, and health screenings, was organized by Live Well Council Bluffs.

Nineteen of the families that stopped by the table completed an Area-Wide Brownfield Plan Survey*. When asked, "What do you like most about the Mid-City neighborhood" the most common responses included sand volleyball, parks and bike trails, and historic homes.

The biggest issues or concerns respondents had regarding Mid-City included safety, transient activity, vacant/run down properties and environmental contamination.

When asked to describe what they would like Mid-City to look like five years from now, respondents stated:

- Bright, new, colorful and fun
- Cleaned up
- Active, thriving, serving the community, the place to be!
- Mix of shops and living areas
- Clean, safe more vibrant
- Community garden, jobs of some type and walking/biking trail
- Flowers, clean and family oriented
- Bright and cheerful like the rest of Council Bluffs





^{*}EPA funds were not used to design, distribute or collect Mid-City Area-Wide surveys.

Council Bluffs YMCA

Representatives from Elan Planning and Design set up a table in the lobby of the Council Bluffs YMCA located on South 4th Street. Patrons of the YMCA were invited to learn more about the Mid-City Area-Wide Plan and provide input by filling out a survey.

Survey respondents stated that what they liked most about Mid-City was its location close to a variety of services, the new Viaduct Bridge, and the start to trails for walking and exercise.

The biggest issues or concerns centered around crime, the need to fix or replace existing homes, the need to clean up "leftover eye sores from the past" and the railroad lines cutting off areas to new services offered.

When asked to describe what they would like to see Mid-City look like in five years, responses were mostly focused around health and recreation. Responses included: bike trails, trees, dog park, basketball courts, tennis courts, a fitness course on a trail with 10-15 agility stations, and a Farmers' Market.

Some of the YMCA patrons elected to skip the survey, but did stop by the table to learn more about the project and talk about their concerns and identify potential projects. Comments included:

- Local teenagers make visitors to the neighborhood feel uncomfortable/unsafe
- There is a need for a dog park similar to those located in Omaha
- A tot-lot/parking area near the new bike path would be nice so that kids could play while parents where getting bikes ready for a ride
- The area needs trees.
- Would be nice if the area was like Dodge Park
- There aren't any tennis courts in the area a tennis park would be nice
- There is a large Latino population in the adjoining neighborhood



YMCA members tell the project team what they like about Mid-City

The Railway Inn

The Railway Inn, located on 12th Street in the study area, is a grill and bar that features three sand volleyball courts. Volleyball is very popular in the Midwest, and it is estimated that 500 people per week travel to the study area to participate in over 100 volleyball leagues and tournaments at the Railway Inn during the months of May through September. During the month of October, this number drops to approximately 250 people per week. In total, approximately 11,000 people are traveling to Mid-City each year to play volleyball. The league coordinator stated that the leagues have become so popular that she has had to turn away teams for the last three years.

To learn more about sand volleyball and the impact of the Railway Inn on the study area, the project team set up a table in the bar to survey patrons and volleyball players. Twenty-eight people completed the Mid-City Area-Wide Brownfield Plan Survey. When asked, "What do you like best about the Mid-City neighborhood?" the most common responses include: the Railway Inn, volleyball, family-owned small businesses, close to work, and people/neighbors.

The most commonly identified issues or concerns regarding Mid-City include:

- Not well taken care of
- Theft and crime near 8th Street and 2nd Avenue

- Drug use, vagrants, traffic
- Safety of the children in the neighborhood, especially near railroad tracks
- Loss of jobs and economic growth
- Low-income housing not kept up

Respondents were asked to describe, in three to five words, what they would like Mid-City to look like five years from now. A list of the most common responses is provided below:

- Just like it does now, leave it alone
- Flowers, nice roads, no junkies
- More like 100 block, downtown, Old Market or Bayliss
- Cleaned up!
- More stores and jobs in the neighborhood
- Uplift "Mid-City"
- Family Friendly Recreation

A summary of all Intercept Survey responses is provided in *Appendix D*.

Images from the Railway Inn













YMCA Teen Discovery

As part of the planning process, the project team met with approximately twenty area youth enrolled in the Teen Discovery summer camp run by the Council Bluffs YMCA. The teens, ages 13 and up, participated in visioning and mapping exercises designed to identify what they want Mid-City to be like.

When asked to describe Council Bluffs in one word, the groups responses ranged from "boring" and "needs more fun things for kids to do" to "not feeling safe" and the "need for more security in the neighborhood." Overall the kids wanted to feel protected and have a variety of recreation and entertainment options available to them.

When asked to discuss their issues and concerns, the most common responses included:

- Drugs, fighting and violence
- Homeless people and grown-ups who are a bad influence
- Fear of getting shot

The teens were asked, "What would you like to see happen on the vacant and underutilized parcels in the study area?". Their responses were focused primary on recreation and entertainment. Recommendations included: the world's biggest water slide, a movie

theater, family fun center, amusement park, pool, chain restaurants and an ice cream shop.



Teens participate in a mapping exercise to illustrate their vision for Mid-City

When asked, "What do you want the Mid-City neighborhood to be like in ten year?" the teens were positive and responded:

- Awesome
- Safer
- "Funner"
- "A place where everyone wants to be"

Mid-City Design Charrette

The City of Council Bluffs hosted a multi-day charrette in July of 2014. The charrette was designed to provide multiple ways in which the public could share thoughts, ideas, and concerns regarding the future of Mid-City.

Charrette components included:

- First Night Public Workshop
- Two-Day Design Studio
- Final Evening Work-in-Progress Presentation

To publicize the event, flyers were also posted by local businesses and not-for-profit organizations, a series of email blasts were distributed to various community organizations and a press release was sent to all media outlets. A copy of the charrette flyer is provided on the following page.

Public Workshop

On Monday, July 8th, an open house and public workshop were held in the Council Bluffs Public Library from 5:00—8:00 pm. Over 110 community residents and business owners participated.

The workshop included a brief presentation by Elan Planning and Design that outlined the project approach, a review of existing conditions, and a summary of initial public outreach. This was followed by an interactive workshop where participants were divided into small groups and then invited to participate in two exercises.

For the first exercise, each group elected a facilitator to record responses to the following questions:

- 1. In one word, describe the Mid-City neighborhood.
- 2. What issues/concerns need to be addressed?
- 3. What would you like to see happen on the vacant and underused parcels?
- 4. What does the Mid-City neighborhood look like in ten years?

The following pages summarize the community input received during this exercise.







EVITALIZE MID-CIT

DESIGN CHARRETTE

Join your neighbors in planning the future of Mid-City. This workshop is a chance to bring everyone to the table.

You have a vision for your neighborhood. Share it!

Date: July 8-10, 2014

Place: Council Bluffs Public Library, Meeting Room B

Schedule:

Tuesday, July 8

Open House (5 - 6:00 pm) and Public Workshop (6 - 8:00 pm)

Wednesday, July 9

Drop in Hours (10:00 am - 2:00 pm) Community Hall, 205 S. Main St.

Thursday, July 10

Work in Progress Presentation (6 - 8:00 pm)

For more information: www.revitalizemidcity.wordpress.com

This project is jointly sponsored by the City of Council Bluffs and the U.S. Environmental Protection Agency Area-Wide Brownfield Planning Program

Mid-City

When asked, "In one word, describe the Mid-City neighborhood" the responses from workshop participants ranged from "under-utilized" and "depressed" to "home" and "job." Despite the high number of negative adjectives used to describe the study area, it is of note that every single table also included the words "potential" and/or "opportunity" when describing the study area. Other neighborhood strengths identified by the community include:

- Existing businesses and jobs
- Easy vehicular access
- Land availability
- Community garden
- Historic
- Blank slate
- Indian Creek

- Broadway viaduct
- Rail
- Potential workforce within walking distance
- Pride and loyalty
- Railway Inn and volleyball
- Neighborhood closeness
- City owned properties







Issues and Concerns

Participants were then asked, "What issues need to be addressed in the Mid-City neighborhood?". The project team reviewed the responses and organized the issues and concerns within the following four categories: environmental, physical, planning/social/community, and economic.





Workshop participants discuss issues to be addressed

Category	Issues to be Addressed
Environmental	Future environmental health Public health and safety Threat to water quality
Physical	Poor perception of the area/blight Poor pedestrian access Vacant, bland, underutilized Security Train—noise and pedestrian safety Indian Creek—flood zone and lack of access Poorly managed properties/code enforcement Truck routing Lack of public transit access
Planning/Social/ Community	Limited recreational opportunities No trail connections Lack of green space Train noise Housing and code enforcement Cleanliness Neighborhoods Public safety/security/crime/children's safety/ drugs/violence
Economic	Loss of tax base Need to retain existing businesses and keep jobs Lack of skilled workforce/learning opportunities Lack of mixed-use

Planning for our Future

To identify a preferred future, workshop participants were asked, "What would you like to see happen on the vacant and underused parcels?". A snapshot of their responses is provided below:

Category	What do you want Mid-City to be like?
Environmental	Clean properties
Physical	Open/naturalize creek No flooding Active place—walking trails, bike trails, connections to existing trails, sports fields Parks—dog parks/linear park/water park/splash park/world's largest water slide utilizing Indian Creek Landscaping/trees Safe pedestrian crossings Gateway enhancements Remove CN line
Planning/Social/Community	Community center/police station Affordable and market rate housing Increased public safety Improved neighborhoods/image Silent rail crossing/no horn
Economic	Mixed-use development New small businesses (shops, pubs, restaurants) Destination Farmers' Market/year-round Public Market Community kitchen Job training/education/learning opportunity Light clean industry Tech center and/or incubator

Preferred Future

The last question that workshop participants were asked during the visioning exercise was, "What does the Mid-City neighborhood look like in ten years?" The Word Cloud provided below illustrates the most common responses.



Mapping Exercise

For the second exercise, each table was provided with a copy of the project Base Map, markers, and an instruction sheet. The purpose of the exercise was to get workshop participants to think about how Mid-City looks and functions today, as well as potential uses that would work in the area. Participants were asked to identify good and bad views in the community, destination and community icons (where do people visit), walking paths (where do people normally walk or where would they like to be able to walk), and those areas that are underutilized and/or need improvement.



MID-CITY AREA FEATURES

The purpose of this exercise is to get you thinking about the Mid-City Area. Using the symbols and colors listed below, please record your table's thoughts on how the Mid-City Area looks and functions today. After placing the symbol on the map, please provide a label.

Views

Show the good and bad views around the study area. Use a **red marker** to draw the symbol shown at right. Mark a "G" for good and a "B" for bad.



Destinations

Show the places in and around the study area that people go to such as a specific business, a park, gardens, etc. Label the area on the map with a green marker.



Community Icons

Show the features that you think best define the Mid-City Neighborhood. These are often highly visible items such as water bodies, historic buildings, public art, or attractive bridges. Use a blue marker and draw the symbol shown at right.



What needs improvement?

Are there areas that are not fulfilling their potential? These can be vacant land and buildings or areas that need aesthetic improvement. Use red marker and draw the symbol shown at right.



Where do people walk?

Show the ways people normally walk around the Mid-City Area. Include formal (sidewalk/roadway) and informal (across vacant land) pathways. If there are unpleasant places to walk, they should be shown as well with a brief explanation (too much traffic, bad sidewalks, etc.) Use the green marker and draw the symbol shown at right.

Mapping Exercise Instructions

MID-CITY AREA POTENTIAL USES

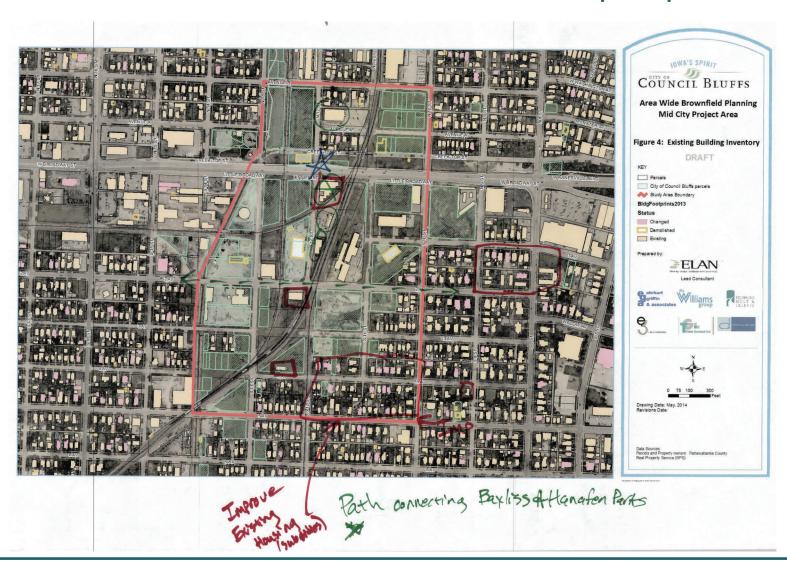
A project is something that develops or redevelops buildings or properties. Examples may include a new building or park on vacant land, or a new business in a vacant building. A list of potential projects is shown below. Use the red marker to show the ideal location for these projects by placing the corresponding number on the map. You do not need to locate all of the project types, only those you think are appropriate for the Mid City Area. For uses not listed, use the blanks provided below.

- 1. Seasonal Farmers Market
- 2. Year-Round Public Market
- 3. Crafts and Local Goods Retail Center
- 4. Park or Trail
- 5. Craft Brewery & Pub
- 6. Restaurant
- 7. Affordable Multi-Family Housing
- 8. Market Rate Multi-Family Housing
- 9. Mixed-Use Building (retail, residential, office in one multi-story building)
- 10. Advanced Light Manufacturing
- 11. Industrial Distribution
- 12. High Tech Center with Incubator
- 13. Jobs/Training Center

Other Uses: (Use the lines below for uses not listed above.)

14	
15	
16	
17	

Sample Map from Exercise



Drop In Hours

The project team recognized that not everyone would be able to attend the public workshop in the evening, and therefore, day time drop-in hours were established. During this time, the general public was invited to meet with the planners and designers to provide their input as to what they would like Mid-City to look like.

This time was also used by the project team to conduct additional stakeholder interviews with representatives from housing organizations such as Neighborworks Home Solutions, and economic development professionals.







Work-In-Progress Presentation

On Thursday, July 10, 2014, approximately sixty residents attended a public Work-in-Progress presentation to view the three design alternatives that were prepared by the design team. These conceptual plans were developed based on the information gathered during the public workshop, stakeholder interviews, surveys, market analysis, and site visits.

When preparing the conceptual plans, the design team placed a high priority on incorporating existing businesses into the design scenario. All three scenarios include an enhanced, tree-lined 2nd Avenue that opens up to the site, and a linear park that parallels Indian Creek.

A descriptive summary and conceptual plan for each of the three design scenarios, as well as the design framework, are provided on the following pages.



Design Framework

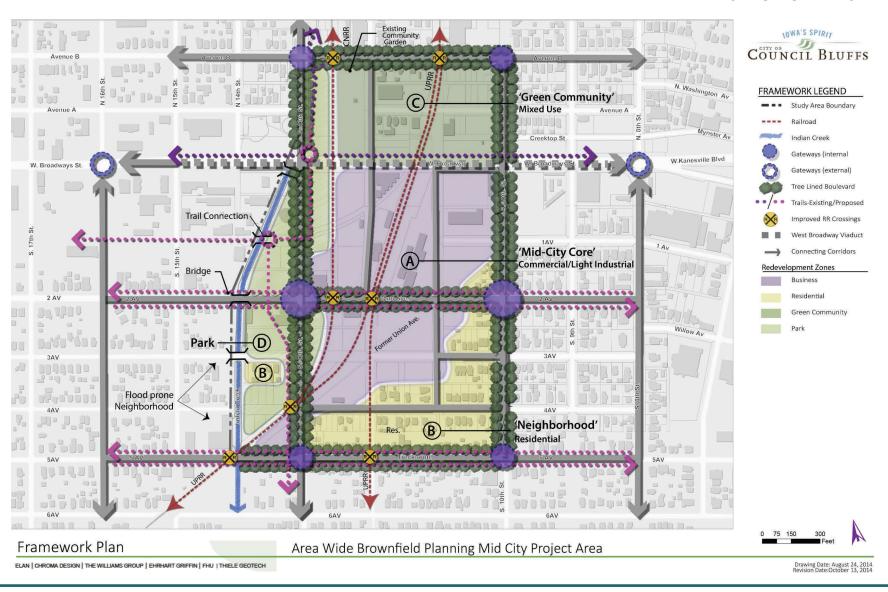
The Design Framework Plan illustrates the public improvements that will provide a framework for redeveloping the Mid-City study area, as well as the conceptual proposed land use zones.

The recommended public improvements are the first step in redevelopment and intended to improve the quality and utility of the land and to attract private development. Public improvements include:

- Indian Creek Park is proposed along the entire west edge of the study area, extending from 5th Avenue to Avenue B. Most of this land is currently in public ownership and the intent of this recommendation is to implement a redevelopment program that will improve the area's appearance, create a public amenity, open up Indian Creek for public enjoyment, and reduce the impacts of flooding.
- Neighborhood Gateways are proposed at the four corners of the study area and major gateways are proposed at the east and west ends of 2nd Avenue. The gateways are proposed to be significant symbols of the quality of the Mid-City area that announce the key entrance points to people traveling on these corridors. Monuments and/or walls with accent lighting, special plantings and paving, and enhancements to exiting bridge structures are appropriate improvements in these locations.

- Tree-line Boulevards are proposed for the major streets including 5th Avenue, 2nd Avenue, Avenue B, 13th Street, and 10th Street. These corridors connect the Mid-City to the surrounding urban grid and serve all parts of the study area. The boulevard improvements include continuous sidewalks and street trees on both sides of the street as well as development standards to control curb cut widths and the size and type of private signs, as well as requiring a landscape buffer between the street and adjacent private development, and the provision of pedestrian access to each private building. In addition, on-street bicycle trails are recommended on 5th Avenue, 2nd Avenue, Avenue B, and 13th Street.
- Trail Improvements are suggested to link existing trails to proposed trails, sidewalks, and on-street bike lanes and to create an integrated alternative transportation grid that connects to the surrounding city.
- Railroad Crossing Improvements are recommended for all onstreet crossings. These improvements are intended to improve public safety, increase compliance with crossing regulations, and reduce the noise pollution from passing trains.

Framework Plan



Design Scenario A

The Design Scenario A: The Green Community and Main Street conceptual plan features a contiguous "Green Community" redevelopment between Creek Top and Avenue B, with a "Main Street" environment featuring a tree lined boulevard and businesses along 2nd Avenue.

The "Green Community" includes the existing community gardens and redevelopment of the adjacent neighborhood and bowling alley sites to form a mixed-use neighborhood focused on gardens, parks, food and sustainable living. A Public Marketplace would be a centerpiece for the Green Community redevelopment.

"Main Street" improvements transform 2nd Avenue into a mixed-use urban neighborhood center with two-story buildings fronting the street, businesses located on the first floor with apartments above. Businesses could include restaurants, convenience stores, offices, and retail shops. The Framework Plan's boulevard improvements complement these changes, making the street attractive to pedestrians and bicyclists.

Other proposed redevelopment includes the Indian Creek Park, Bayliss West neighborhood, and a Food, Fun and Sports center on both sides of 12th Street between 2nd Avenue and Little Broadway.

Also shown are three possible locations for a proposed Council Bluffs Police Station. Each location has its advantages and disadvantages but all will have restricted access/egress from and to the west when trains are blocking the railroad crossings on Avenue B and/or 2nd Avenue.

Green Community and Main Street



Design Scenario B

Design Scenario B features an "Innovation Campus" that would transform a significant redevelopment of the east side of the study area, including the former Katelman Foundry site, into a work force training center campus. The center would be focused on training residents who are interested in developing job skills that are in demand by local businesses. Existing businesses and structures could be incorporated into this campus and its construction is suggested in three separately phased pods.

A "Commercial Recreation" redevelopment is proposed on the west side of the Union Pacific Railroad (UPRR) line between Creek Top Street and Avenue B. This would include the redevelopment of the existing residential neighborhood and bowling alley into an entertainment district focused on providing commercial recreation opportunities such as indoor and outdoor games and rides, food service, and retail sales of sporting gear.

Other proposed redevelopment includes:

- Indian Creek Park that is enlarged from Scenario A to include land on the east side of 13th Street. The park includes an enlarged creek access/wetland area at its south end.
- The Food, Fun and Sports redevelopment is shown in the same location as Scenario A.
- Redevelopment of the Bayliess West residential neighborhood is also shown in a similar location to Scenario A.

Innovation Campus



Design Scenario C

Design Scenario C features an enlarged "Food, Fun and Sports" (FSS) zone, redevelopment that extends from the south side of 2nd Avenue to West Broadway and the Union Pacific Railroad (UPRR) line to 13th Street, opening significant frontage facing Indian Creek Park. The intersection of 2nd Avenue and 13th Street is enhanced with FFS improvements on all corners. This scenario anticipates introducing sports retail destinations, commercial recreation game and ride centers, as well as sports restaurants, pubs, and competition venues.

A mixed-use redevelopment of the frontage on 2nd Avenue is proposed to couple with the FFS improvements to create an enhanced "Main Street" per Scenario A.

A Public Marketplace is proposed in a commercial redevelopment zone located north of 2nd Avenue, south of West Broadway, and west of 10th Street. The commercial redevelopment could repurpose existing buildings or maintain existing uses but the intention would be to create a pedestrian-friendly neighborhood atmosphere.

The "Green Community" recommended in Scenario A is repeated but the block of existing homes fronting on Avenue B would remain.

The small "Innovation Campus" (per Scenario B) is proposed at the corner of West Broadway and 10th Street.

Food, Fun and Sports



Design Scenario C-"Food, Fun and Sports"

Area Wide Brownfield Planning Mid City Project Area



SECTION 4: VISION & GOALS

The Steering Committee prepared a vision statement for the Mid-City Area-Wide Plan based on input received at public workshops and interviews and conversations with residents and business owners. The vision statement summarizes the neighborhood's ideal future—a future that focuses on improving environmental quality and enhancing the economy and quality of life for residents.

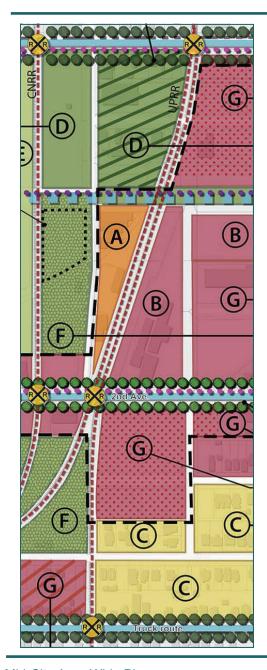
Vision Statement

Mid-City is a **thriving neighborhood** located at the heart of Council Bluffs. Opportunities for **employment & education** in this clean, safe, active neighborhood support a **sustainable diverse economy**.

The mixture of uses, including a range of housing options, small businesses, entertainment venues, and variety of recreation opportunities make it a place where everyone wants to be.

Goals to Support Vision

Category	Goals
Environmental	1. Decrease threats to environmental and human health.
Physical	1. Create safe bicycle and pedestrian connections.
	2. Reduce pedestrian/vehicular/rail conflict.
	3. Increase green space and recreational opportunities.
	4. Improve the image of Mid-City through proper maintenance, cleanliness, and physical enhancement.
	5. Increase resiliency from future storm events.
Planning/Social/Community	1. Increase public safety.
	2. Ensure land use regulations support the vision.
	3. Create safe and stable neighborhoods.
	4. Integrate sustainable practices in redevelopment opportunities.
Economic	1. Retain existing businesses.
	2. Attract new businesses.
	3. Provide innovative job training and increase job opportunities.
	4. Create a vibrant and active entertainment district.



SECTION 5: REUSE PLAN

To guide the revitalization of Mid-City, an area-wide future land use and redevelopment scenario was created. The proposed redevelopment scenario, illustrated in the Preferred Redevelopment Plan found on page 86, identifies broad areas of future land use that can support the neighborhood's vision and goals.

To arrive at a preferred plan, members of the project team conducted a two-day Preliminary Design Concept Review Workshop in October of 2014. The purpose of the workshop was to gather feedback on the draft vision statement, goals and the three design alternatives that were developed as part of Charrette Week:

- Design Scenario A: Green Community and Main Street
- Design Scenario B: Innovation Campus
- Design Scenario C: Food, Fun and Sports

The team met with representatives from three stakeholder groups: Urban Agriculture, Existing Businesses/Economic Development, and Residents/Social Service organizations. Each group brought a unique perspective to the workshop and provided the team with valuable insight into the strategies and recommendations needed to increase the number of job opportunities for local residents, improve quality of life, and encourage private investment in Mid-City.

A summary of the stakeholder comments for each proposed design scenario is provided on the following pages.

Design Scenario A: Green Community and Main Street

Focus Group	Comments
Urban Agriculture	 Like the idea of creating a mixed-use corridor along 2nd Avenue, but question the practicality of it Like the idea of building on the existing community garden—could be oriented to food, sustainable practices
Economic Development	 This design scenario offers limited recreational opportunities, no trail connections There is a lack of green space Concern about train noise Housing and code enforcement Cleanliness Neighborhoods Public safety/security/crime/children's safety/drugs/violence
Residents / Social Services	 Residents liked Scenario "A' best for neighborhoods Need to move mixed-use between railroad tracks Make sure park has amenities so people don't impact neighborhood Public safety concerns Concern for Katelman property contaminants — how healthy is it? Test Katelman site in order to protect neighborhoods, kids and spur redevelopment Do something about the loud trains at 3:30 AM, railroad overpass needed to increase pedestrian safety

Design Scenario B: Innovation Campus

Focus Group	Comments
Urban Agriculture	Like the idea of creating a mixed-use corridor along 2nd Avenue, but question the practicality of it
Economic	Maintains northern businesses and residents
Development	Provides opportunity for indoor recreation at Lightning Bowl
	Establish an incubator within the Innovation Campus
	 US Small Business Administration (SBA) and Service Corps of Retired Executives (SCORE) could provide technical assistance to potential start-ups
	Keep Bayliss West residential—add cul-de-sacs to increase safety, create row houses, town houses, and single family
Residents / Social	The Innovation Campus is too big; maybe we just need some classrooms
Services	Include residential on 2nd Ave and north-east side of 10th Street



Design Scenario C: Food, Fun & Sports

Focus Group	Comments
Urban Agriculture	 When reviewing all three proposed scenarios, the urban agriculture stakeholders stated that they preferred Design Scenario C: Food, Fun & Sports Extend the green community down to the public marketplace Public marketplace needs dock, cost storage, classroom space, and rental space for groups like garden clubs Add innovation campus to south of 2nd Ave
Economic Development	 Builds on existing strengths—parks, bikes, volleyball Green community could grow into aquaponics Raise Indian Creek to increase access Job training to support existing businesses (example, printing press). Could partner with IWCC. Viable business want to remain in the area, but concerned that they might not be a good fit with FFS theme
Residents / Social Services	 Public safety concerns Continue the street trees and sidewalks into the adjacent neighborhoods Blending toward 8th Avenue — don't forget about neighborhood outside of the study area

Preferred Redevelopment Plan

Utilizing the feedback collected during the Preliminary Design Concept Review Workshop, the project team prepared a Preferred Redevelopment Plan. The Plan follows the principles of the Framework Plan that was presented to the community during the Design Charrette, and was developed through a process of assessment by the planning team, public engagement, and review by the Steering Committee.

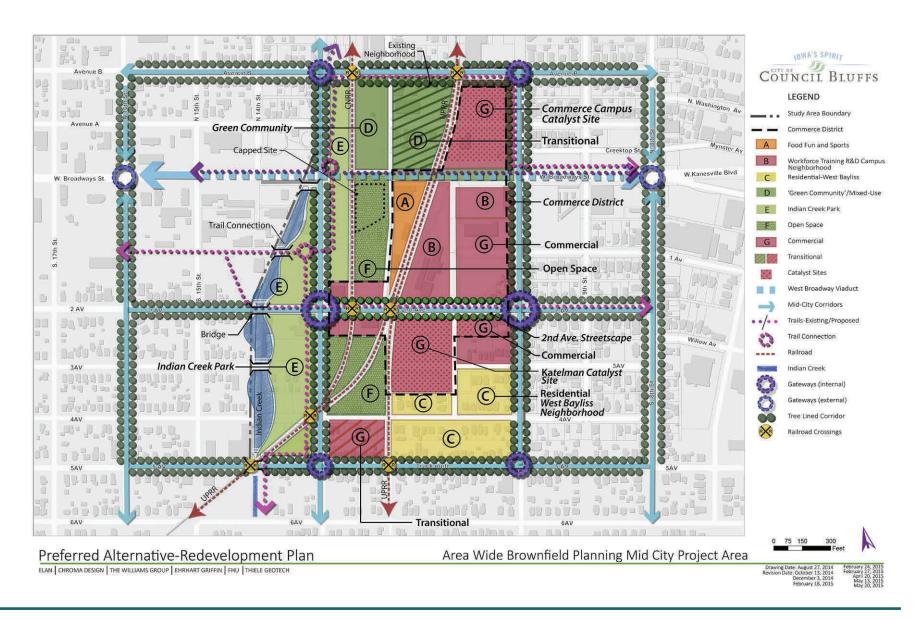
The tree-lined grid of streets, internal and external gateways, Second Avenue "Main Street", interconnecting trails, commercial heart, green community district to the north, Bayliss West neighborhood to the southeast, and community park along the western edge were all seen to have significant merit. The shapes of these zones, as proposed on the three Design Scenario plans have been reorganized to respond to discovered existing physical, social, and economic conditions while continuing to honor the initial planning objectives.

The *Preferred Redevelopment Plan* includes six proposed redevelopment areas.

A: Food, Fun and Sports. This area builds on existing businesses and tournaments and anticipates introducing sports retail destinations, commercial recreation game and ride centers, as well as sports restaurants, pubs and competition venues.

B: Workforce Training R&D Campus Neighborhood. Redevelopment Area B is recommended for the properties located to the east of the Union Pacific Railroad (UPRR). Proposed uses include a workforce training center campus that would focus on training residents who are interested in developing job skills that are in demand by local businesses.

C: Residential. The Residential Redevelopment Area includes portions of the Bayliss West Neighborhood located east and south of Mid-City. During public workshops, residents stated that they would like to see neighborhood improvements and the preservation of historic homes as single-family dwellings in these areas.



D: "Green Community"/Mixed-Use. This redevelopment area is recommended for the properties located between the Canadian National and Union Pacific rail lines, to the north of West Broadway, and includes the existing community gardens. Proposed redevelopment of the neighborhood and bowling alley sites could create a mixed-use neighborhood focused on gardens, parks, food and sustainable living.

E: Indian Creek Park. A public recreation area celebrating Indian Creek is proposed along the entire west edge of the study area, extending from 5th Avenue to Avenue B.

F: Open Space. Two properties within the study area were recommended for Open Space: the former American Recycling property, which is a capped site, and the parcel located to the east of South 13th Street, between 4th and 2nd Avenue that contains both Union Pacific and Canadian National rail lines.

G: Commercial. Five sites within the study area were recommended for Commercial use (identified with a "G" on the Preferred Alternative-Redevelopment Map). A Commerce Campus designed to increase job opportunities for local residents is recommended for the site located at the southwest corner of North 10th Street and Avenue B. Three sites, located along the south side of Second Avenue would be appropriate for mixed-use development, and a Public Marketplace is recommended for the site located to the south of Little Broadway, between South 10th and 11th Streets.

Recommended Strategies

Mid-City is poised to take advantage of many local assets and regional growth opportunities. To do so, the community must position itself to maximize its assets and existing partnerships. A series of recommended strategies are described herein that identify specific steps required to achieve the desired vision. The strategies, which start on page 90, are organized within the following four categories:

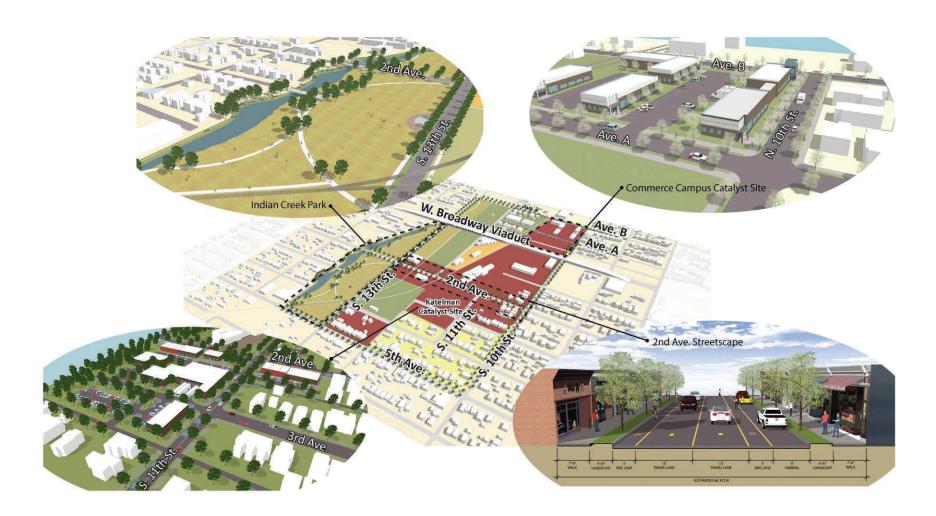
- 1. Environmental
- 2. Physical
- 3. Planning/Social/Community
- 4. Economic

Redevelopment Master Plan

During the planning process, several "catalyst" projects were identified. The redevelopment of these sites have the potential to improve the quality of life for Mid-City residents, provide reinvestment opportunities for underutilized properties, and improve the City's tax base. These "catalyst" projects include:

- Streetscape Enhancements along Second Avenue
- Creation of Indian Creek Park
- Development of a "Commerce Campus "in the northeast corner of the study area
- Major commercial or light industrial development on the former Katelman Foundry site

The proposed locations of these catalyst projects are illustrated on the *Redevelopment Master Plan* provided on the following page.



REDEVELOPMENT MASTER PLAN

Area Wide Brownfield Planning Mid City Project Area

ELAN | CHROMA DESIGN | THE WILLIAMS SROUP | EHRHART GRIFFIN | FHU | THIELE SECTECH

Environmental Strategies

The Mid-City project area is characterized by a mix of existing businesses, former industrial sites, a mainline railroad, a vacated municipal Public Works facility, and the Bayliss West Neighborhood, a residential community that is suffering from a lack of investment. During the past decade, the City of Council Bluffs has acquired numerous under-developed and blighted properties, including the former Katelman Foundry site, and secured funding to undertake remediation of contaminated sites.

Mid-City Brownfield Program

To decrease environmental threats and encourage private investment in the Mid-City, it is recommended that Council Bluffs establish a Mid-City Brownfield Program. The Mid-City Neighborhood is an area that is impacted by existing and former industrial sites, including the former American Recycling property and the Katelman Foundry site. The former Katelman property served as the impetus for the EPA Brownfields Area-Wide Planning Grant. As part of the planning process, the Steering Committee identified 28 brownfield, vacant, abandoned or underutilized sites, including the former Katelman property, that they felt were strategic, meaning that the redevelopment of these sites had the potential to serve as a catalyst for area-wide change.

To spur private investment in Mid-City, it is important that the City assess and, if necessary, prepare these strategic sites so they are "shovel ready," create incentive packages, and market the properties to businesses that will advance the Preferred Redevelopment Concept.

- 1. Identify and prioritize City owned properties for resale and private development.
- 2. Mitigate environmental contaminants and enroll the former Katelman Foundry site in the Iowa Land Recycling Program.
- 3. Prepare a more specific redevelopment concept for the former Katelman Foundry and 10th Street properties.
- 4. Partner with local and regional economic development organizations to actively market strategic sites.

Physical Strategies

In their Spring 2000 newsletter entitled *Building Blocks*, the Fannie Mae Foundation writes that one of the best ways to reimage a distressed community is to make highly visible physical improvements. According to the article, strategic physical improvements can make an immediate and visible impact that creates the perception that change is already occurring in an area.

To reverse decline in the Mid-City project area, and ultimately encourage private investment and improve the quality of life for residents, it is recommended that the City undertake a series of high profile physical improvement projects. The City anticipates that in addition to leveraging private investment, implementation of these projects will: increase green space and recreational opportunities for residents, improve the image of Mid-City, increase flood resiliency, create safe bicycle and pedestrian connections, and reduce pedestrian/vehicular conflict and encourage appropriate and compatible commercial redevelopment.

Recommended physical improvement projects include:

- 1. Indian Creek Park
- 2. Second Avenue Streetscape Enhancements/Improvements
- 3. Pedestrian and Bike Lane Improvements
- 4. City Maintenance Plan
- 5. Consolidate Rail Lines as Opportunity Arises
- 6. Encourage Keep Council Bluffs Beautiful (Live Well CB) to expand their Facilities from Avenue B to Second Avenue







Indian Creek Park

Indian Creek Park is proposed for the western edge of the project area that abuts the Indian Creek channel and it will extend north to include the existing trail and open space north of the West Broadway Viaduct. The purpose of the park will be to provide a community resource for recreation, special events, outdoor learning, and conservation. The park program will include multi-use trails, non-traditional recreation opportunities, Indian Creek access, and flood mitigation. The site is planned to function as a strategic amenity to foster redevelopment of the surrounding sites. It will also become a hub for city and regional multi-use trails, providing connections to downtown Council Bluffs, the Missouri Riverfront, and surrounding communities.

The Indian Creek Master Plan should be phased over a sufficient period so that trails, streetscapes, and at least one main use and/or conservation area can be constructed early on. The improvements to Indian Creek identified in the Master Plan can be implemented as funds become available over the coming decade.

- 1. Further explore practicality of modifying the Indian Creek corridor and clean water concepts (US EPA Urban Waters Program).
- 2. Secure funding to prepare a formal Indian Creek Park Master Plan.
- 3. Prepare a Master Plan that incorporates preliminary concepts featured in the Indian Creek Park Conceptual Plan shown on the following page, including flood resiliency and sustainable development. The Master Plan should be detailed sufficiently to provide a clear park program, to define the location of specific uses and landscapes, and be accompanied by a reliable construction cost estimate and phasing plan.



INDIAN CREEK PARK CONCEPT

ELAN | CHROMA DESIGN | THE WILLIAMS GROUP | EHRHART GRIFFIN | FHU | THIELE GEOTECH

Area Wide Brownfield Planning Mid City Project Area

December 21, 2015

Second Avenue Streetscape Enhancements/Improvements

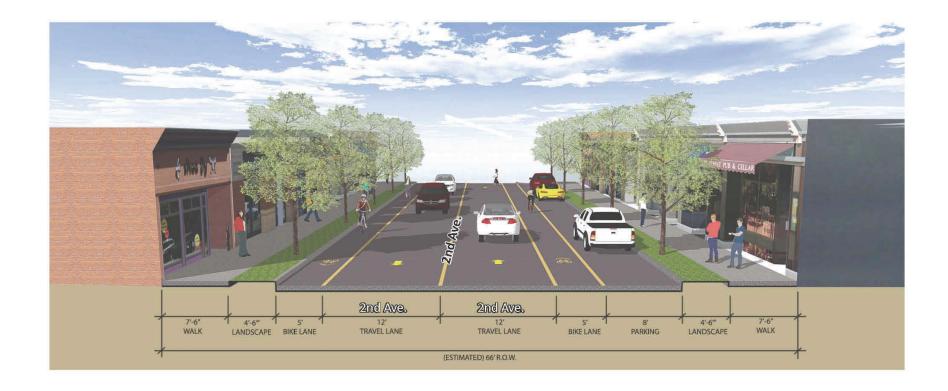
A Second Avenue "Main Street" is proposed as the central organizing corridor of the Mid-City and a catalyst in itself for connectivity and redevelopment. The avenue will be tree-lined, edged by retail and service businesses with buildings fronting the street and parking placed behind. The public right of way is reconfigured to create a "complete street" with its minimal setbacks, wide sidewalks, tree-lawn edge, on street bicycle paths, two way vehicular lanes, and parallel parking. A "complete street" is defined as one that adequately provides for all roadway users, including pedestrians, bicyclists, motorists and transit riders.

Sidewalks and bicycle trails are proposed to extend into the existing and proposed surrounding city grid of streets, parks, and open spaces to significantly improve non-vehicular mobility and connectivity between downtown and the Missouri riverfront. A conceptual illustration of the 2nd Avenue Streetscape Improvements is provided on the following page. Any streetscape improvements made to 2nd Avenue in the Mid-City Area should take into consideration this conceptual illustration and/or the recommendations made in the West Broadway Corridor Plan.

Sustainable streetscape and stormwater features could include a landscaped buffer between the bike lane and sidewalks, and the use of bioswales and rain gardens, and porous pavement for parking spaces.

The project must be phased due to budget concerns, each phase should be installed complete rather than planning to phase in other enhancements at a later date. For continuity, impact, and practicality, the project should be completed in more than two phases.

- 1. Refine streetscape concept including survey, project elements and costs.
- 2. Research and secure project funding.
- 3. Develop a Streetscape Plan and estimate costs.
- 4. Implement project and establish design vocabulary for adjacent properties.



2ND AVENUE STREETSCAPE CONCEPT

Area Wide Brownfield Planning Mid City Project Area

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December 21, 2015

Pedestrian and Bike Lane Improvements

During the public engagement process, neighborhood residents stressed the importance of having enhanced multi-modal access for travel to work, increased connectivity to downtown, safe access for children to get to the skate park, and general recreation. The existing conditions report identified that existing sidewalks provide adequate pedestrian access throughout the study area, but some gaps have been identified that should be filled in order to provide a safe and complete pedestrian network.

In addition to the sidewalk network, the study area is also served by some existing segments of a trail system, with plans for future connections. The recently constructed Mid-City Trail is located immediately east of 13th Street, and runs from approximately Avenue G to just past Avenue A. The Council Bluffs Recreation Trails Master Plan indicates a future connection or extension of this trail to the south to tie into the trail along Indian Creek near 14th Avenue. The Trail Master Plan also shows a future east/west trail that would run along the abandoned railroad right-of-way on the 1st Avenue alignment. This future trail would ultimately tie into the future extension of the Mid-City Trail.

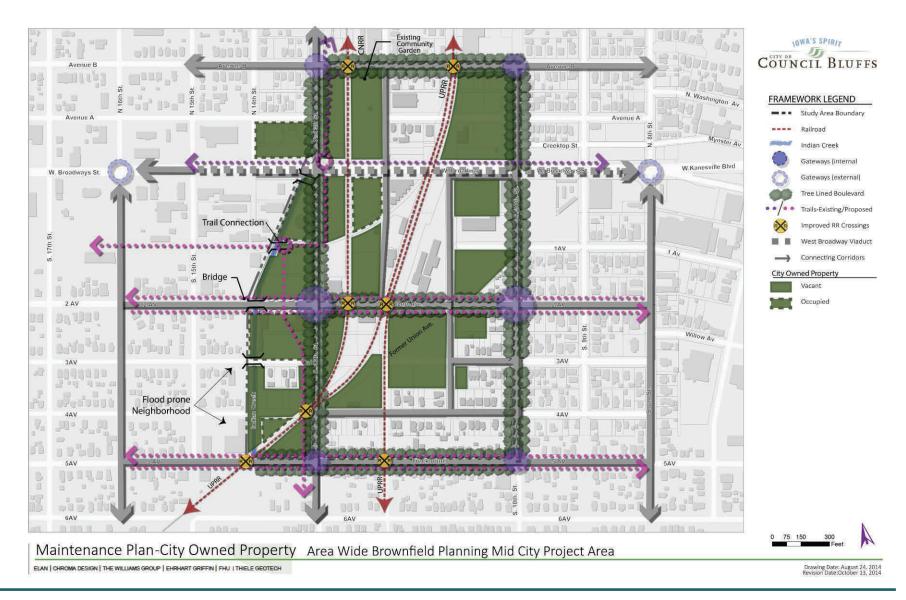
- 1. Prioritize trail improvements identified in the Plan, prepare cost estimates and implementation schedule.
- 2. Identify and secure funds (federal, state or local).
- 3. Design, bid and construct project.

City Maintenance Plan

Public improvements to the streetscapes, parks and open spaces will set the stage for redevelopment, it is also critical that public properties receive an adequate level of maintenance to provide clean, shovel-ready sites that are both visually and physically accessible. Sites should be kept free of debris. Native grass areas should be kept free from weeds and edges should be mowed. Paved areas and buildings should be kept clean, and vacant properties should not be used for the storage of vehicles, equipment or other materials. A maintenance task and schedule matrix should also be prepared. Maintenance tasks should include, (but are not limited to):

- Trash pick up during growing season
- Turf mowing during growing season
- Spring landscape cleanup, tree and shrub pruning, feeding, and mulching: yearly.
- Integrated Pest Management (IPM) for lawns and plantings: inspect biweekly during growing season. Pest and disease control as needed based on IPM inspections.

- 1. Inventory, identify improvements and prioritize sites to enhance the visual quality and improve maintenance.
- 2. Implement improvements and establish a multi-department team to define standards and develop a Maintenance Plan.
- 3. Develop a maintenance task and schedule matrix that includes the tasks outlined above.



Potential Rail Line Consolidation

There are several rail lines that run through the Mid-City project area providing service to nearby industries in addition to the mainline traffic that passes through the region. The primary rail line passing through the study area is the Union Pacific Railroad (UPRR) double main line tracks that provide service to the Chicago area, with traffic originating in the Kansas City area. The tracks enter the study area on a southwest/northeast diagonal alignment, crossing 5th Avenue between 13th Street and 15th Street. The tracks continue northeast and provide an at-grade crossing with 2nd Avenue and Avenue B.

In addition to the double mainline tracks, UPRR also has a single line track that runs north/south in the middle of the 12th Street right-of-way. This track provides access to the two UPRR classification yards located to the south and west. It also provides a direct connection to the automobile loading facility south of 16th Avenue. The tracks merge onto the 12th Street alignment immediately north of 10th Avenue, and continue north past 3rd Avenue where it merges onto the UPRR mainline.

The Canadian National (CN) Railway Company also operates rail facilities within the study area. Their single track line begins near the intersection of 13th Street with 4th Avenue where it ties into the UPRR double track mainline. It curves to the north and runs in between the 12th Street and 13th Street alignments. North of Avenue B, additional siding tracks are added, providing a maximum of four tracks between Avenue E and Avenue G. The tracks continue north of Avenue G, providing access to a classification yard.

As part of the planning process, stakeholder interviews were conducted with representatives from the Union Pacific Railroad (UPRR) to discuss opportunities for rail consolidation within the project area (see pages 50-51). As the revitalization of Mid-City advances, it is recommended that the City continue these talks.

Action Steps

1. Continue ongoing discussion with representatives from the Union Pacific Railroad (UPRR) and Canadian National Railway (CN) regarding rail consolidation within the Mid-City Plan area.

Expand Community Gardens

Community gardens increase a sense of community ownership and stewardship, foster development of community, teach youth where their food comes from, and have been shown to increase property values in the immediate vicinity where they are located. Keep Council Bluffs Beautiful has had tremendous success converting former industrial properties into urban gardens for the Mid-City area and surrounding neighborhoods. An opportunity exists for the City to partner with Keep Council Bluffs Beautiful to expand their community garden program in the open space areas located between the Union Pacific Railroad (UPRR) and Canadian Nation Railway (CN) railroad tracks.

Action Steps

1. Support Keep Council Bluffs Beautiful's effort to convert former industrial properties in the Mid-City into urban gardens as the opportunity arises.





Planning/Social/Community Strategies

The southeast quadrant of the Mid-City study area is anchored by the Bayliss West, an established, low to moderate-income neighborhood. During the Design Charrette, when asked what are your biggest issues and concerns about living and working in Mid-City, residents and business owners cited a number of quality of life issues, including train noise/horns, public safety, cleanliness of neighborhoods, poorly managed properties/code enforcement, and a poor perception of the area.

Recommended planning/social/community strategies include:

- 1. Conduct a Train Safety/Quiet Zone Feasibility Study
- 2. Review Existing Land Use and Zoning
- 3. Prepare Design Guidelines
- 4. Assist in Developing a Bayliss West Neighborhood Plan







Train Safety/Quiet Zone Feasibility Study

The study area includes two rail lines: the Union Pacific Railroad (UPRR) double mainline tracks and a single Canadian National Railroad (CNRR) track that generally run north/south in the Mid-City. The rail lines, which serve as a line of demarcation between the industrial district and the residential area raises significant concerns about noise pollution from train horns, traffic congestion along area roadways, and safety concerns for children living in the area.

In 2005, the Federal Railroad Administration (FRA) issued a Final Rule which allows local governments to enact quiet zones provided that a minimum level of safety is maintained. Quiet zones are corridors where train horns are prohibited except in the case of emergency. To assess the safety of at-grade crossings and reduce noise pollution within the Mid-City, it is recommended that a Railroad Safety Committee be established to examine feasibility of creating a FRA compliant railroad quiet zone within the study area.

- 1. Convene a Railroad Safety Committee comprised of representatives from the City Public Works Department, Community Development Department, Union Pacific Railroad, Canadian National Railroad, and neighborhood stakeholders.
- 2. Confirm safety requirements for a quiet zone within the Mid-City project area.
- 3. Discuss potential funding sources and project feasibility with representatives from the Iowa Department of Transportation and the Federal Highway Administration.
- 4. Committee to discuss local share required to prepare feasibility study with City officials.
- 5. City officials to make a decision to proceed based on required matching funds.
- 6. If the project is funded, conduct a Train Crossing Safety and Quite Zone feasibility study.

Zoning Analysis

To ensure redevelopment occurs in accordance with the Preferred Redevelopment Plan, the City should revisit the zoning for the Mid-City area. Zoning is one of the single most powerful tools a community can use to guide (re) development. If up to date regarding desired uses and density, zoning can provide the necessary framework for the private sector to undertake projects without having the burden of needing a zoning change or, in some cases, multiple variance requests.

Based on the redevelopment plan, there are a few areas that potentially conflict with the current zoning. In large measure, the areas involve disconnect between the Industrial (I-1) zoning district and the land where preferred redevelopment is either open space, 'Green Community'/ mixed-use, or Indian Creek Park. The 'Food, Fun, and Sports' area in the center of the Mid-City is also zoned I-1. The other area of potential conflict includes the Katelman property and the lands directly east along Second Avenue. The redevelopment plans calls for commercial uses however, the land is currently zoned R-3 Low Density Multifamily Residential. This same scenario exists for transitional area 'G' along Fifth Avenue.

- 1. Review existing zoning districts as compared to Preferred Redevelopment Plan.
- 2. Review district intents, allowable uses, and site development regulations for areas of potential conflict.
- 3. Make necessary changes including supplemental regulations if necessary.

Design Guidelines

Similar to zoning, design guidelines are a tool for community to ensure that (re) development occurs in accordance with the desired vision. Because Second Avenue is being envisioned as the Mid-City "Main Street" and a catalyst in itself for connectivity and redevelopment, the city should consider architectural and site design guidelines for properties along this corridor. The guidelines could be considered either mandatory or suggestions and focus on where the buildings are located on the properties, parking, landscaping, and signage among other elements.

Because this corridor is envisioned as a 'complete street' and one of the primary connector routes for pedestrians and bicyclists, buildings should be located at or near the back edge of the sidewalk, be one to one and one-half stories in height, and include interesting architectural finishes. Parking should be located behind the building. If parking is located on the side of the building an adequate buffer should be installed between the sidewalk and the parking so as to provide comfort and protection to the pedestrian. Signage should complement the building and perhaps consider a theme to the Mid-City area.

- 1. Determine site capacity and a theoretical redevelopment concept plan.
- 2. Establish design standards for commercial and industrial redevelopment parcels.
- 3. Develop site and architectural guidelines to implement the concept plan.
- 4. Implement through covenants, ordinance amendments and/or regulatory requirements with public assistance.

Bayliss West Neighborhood Plan

During the public engagement process, residents were very vocal about the problems associated with increased criminal activity and drug use in the Bayliss West Neighborhood. Specifically, they expressed concern about the safety of their children and how "dirty and run-down" the area has become. They also expressed concern about how an aging housing stock, deferral of maintenance, and absentee landlords have contributed to an increasing number of non-conforming, poorly maintained properties. Many of the homes that were originally constructed as single family units have been converted to multiple family dwellings over time. These conversions have increased the overall density and contributed to overcrowding, service problems and under-maintained rental properties.

A Mid-City Housing Task Force comprised of representatives from every agency involved in providing housing should be established. The Task Force, which could be headed by Neighborworks Home Solutions, could include representatives from neighborhood associations, a Realtor, community lending organizations, the City of Council Bluffs Police Department and Community Development and service providers including the Departments of Social Services and Welfare. Topics of discussion could include: providing safe and affordable rental units, housing affordability, illegally converted housing units, absentee landlords, and neighborhood safety.

Finally, to more fully understand the issues facing the Bayliss West neighborhood, a focused target area study should be conducted by an independent housing organization. The study should focus on ways to decrease crime, improve the quality of the housing stock, and identify strategies to remove blight in the neighborhood.

Action Steps

- 1. Establish a Bayliss West Housing and Neighborhood Task Force.
- 2. Support a Mid-City Neighborhood Watch Program.
- 3. Partner with Bayliss West Neighborhood and Neighborworks Housing Solutions to conduct a Focused Neighborhood Improvement Study.
- 4. Secure funding from local, foundation, State and Federal resources to implement the recommendations identified in the Neighborhood Study.

Economic Strategies

Throughout the public engagement process, it became clear to the project team that the community places a high value on retaining viable businesses located in the study area, creating new jobs for residents, and increasing job training opportunities. Local businesses and residents also expressed an interest in keeping a mix of business and residential uses, supporting entrepreneurial development, and building on existing assets like Indian Creek, the community garden, and volleyball tournaments at the Railway Inn.

A Market Analysis was conducted to analyze the economics, demographics and real estate market for the City of Council Bluffs and the Mid-City Neighborhood. Key findings indicate that opportunities exist within the real estate market for a unique retail establishment that could serve as a regional destination. Non-traditional retail opportunities could include a year-round, indoor/outdoor large scale Farmers' Market or festival market place with specialty food and restaurants, or an entertainment retail center that includes venues featuring indoor recreation activities such as a zip line and rock climbing wall. The market data also indicates that opportunities exist within the industrial market for small flex space, R&D, and warehousing and distribution, especially those that cater to the high growth sectors outlined in the Market Analysis. Finally, in terms of housing, the Market Analysis identified that there is a high demand for multi-family housing targeting empty nesters.

One important note, the Market Analysis states that for the Mid-City to be able to attract the types of business that are growing, support high paying jobs and enhance economic development, a locally based, skilled workforce needs to be developed, along with a package of incentives that make Council Bluffs a more attractive community to private investors than other competing cities in lowa and the Mid-west. The City should also place an emphasis on infrastructure improvements to streets, sidewalks, street lights and landscaping in the Mid-City. Public investment in the community's infrastructure and appearance demonstrates to private investors the City's commitment to revitalizing Mid-City and improves development potential.

Recommended Economic Strategies include:

- Redevelop the former Katelman Foundry site.
- 2. Develop a "Commerce Campus".
- 3. Design an Incentive Package to Support Redevelopment of Strategic Sites.

Katelman Foundry

In 2010, the City of Council Bluffs was awarded a \$200,000 Brownfield Cleanup Grant through the US Environmental Protection Agency to assist with cleanup of the former Katelman Foundry site. Located near Second Avenue and South 11th Street, the foundry was first used to manufacture farm equipment in 1925. During World War II, hand grenades and other essential war items were produced. In the 1970s, the business focused on fabricating structural, reinforcing, and other miscellaneous steel products until its closure in 2005.

Today, the remediated Katelman Foundry site, is owned by the City of Council Bluffs and presents an opportunity for retail commercial uses along Second Avenue and one major commercial or light industrial tenant to the south.

Action Steps

- 1. Continue to work with the Iowa Department of Natural Resources (IDNR) to verify compliance with any applicable regulations permitting to the property's reuse.
- 2. Finalize cleanup of the Katelman Foundry and enroll site in the Iowa Land Recycling Program.
- 3. Prepare formal redevelopment concept plan for the site and cost estimates.
- 4. Place appropriate zoning and design criteria on Katelman Foundry.
- 5. Implement remaining cleanup, grading and necessary public improvements.
- 6. Develop an incentive package to increase interest in the property by prospects willing to consider relocation to Council Bluffs.
- 7. Partner with local and regional economic development organizations to aggressively market the site.



KATELMAN CATALYST SITE CONCEPT

Area Wide Brownfield Planning Mid City Project Area

ELAN | CHROMA DESIGN | THE WILLIAMS GROUP | EHRHART GRIFFIN | FHU | THIELE GEOTECH

"Commerce Campus"

To increase job opportunities for local residents and grow the City's tax base, it is recommended that a "Commerce Campus" be developed at the southwest corner of North 10th Street and Avenue B. This vacant, catalyst site is owned by the City of Council Bluffs and is suitable for light industrial uses. City controls on building sizes and materials, streetscape, and landscape improvements will be required to produce a low rise, neighborhood friendly character with parking and service tucked behind the buildings.

Action Steps

- 1. Prepare formal redevelopment concept plan for the site and cost estimates.
- 2. Apply appropriate design standards within covenants and/or zoning ordinance.
- 3. Implement remaining clean-up, grading and necessary public improvements for site preparation requirements.
- 4. Prepare finance package designed to attract suitable businesses.
- 5. Work with local and regional economic development organizations to market site to appropriate prospects.



COMMERCE CAMPUS CONCEPT

Area Wide Brownfield Planning Mid City Project Area

ELAN | CHROMA DESIGN | THE WILLIAMS GROUP | EHRHART GRIFFIN | FHU | THIELE GEOTECH

December 21, 2015

Incentives for Redevelopment

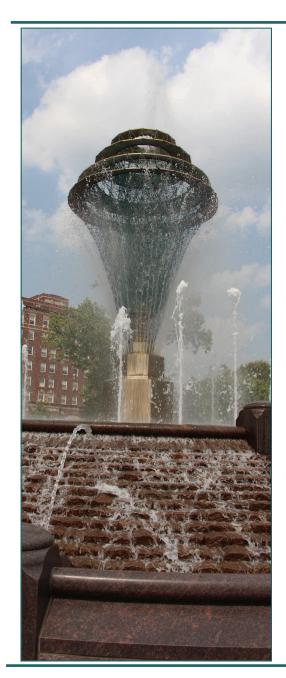
The Mid-City Neighborhood was once a center of industrial activity. Over time, many of the businesses that operated in the area either closed or moved to places that are more conducive to manufacturing operations. As a result, Mid-City is now described as "vacant, bland, and underutilized." It has also been referred to as the "Center of Blight" among the four adjacent neighborhoods.

To revitalize Mid-City and move the area so that it is known as a place that creates employment, generates wealth, and provides access to services for individuals, it is recommended that the City focus on redeveloping the catalyst sites identified in this Plan and develop an incentive package for development. In a recent survey conducted by *Site Selection Magazine*, when site selectors were asked to identify the top criteria they use to identity potential properties for relocation, the availability of incentives ranked very high (#9). Incentives that should be reviewed include:

- Improvements to infrastructure and streets
- Tax Increment Financing (TIF)
- Discounts on the sale of land offered by the City
- Other capital improvements completed by the City
- Tax Abatement through Chapter 404 of the Iowa Code (Urban Revitalization)
- State and Federal Community & Economic Development programs
- Any other State assistance, if applicable, such as Brownfield Tax Incentives, Workforce Housing Tax Credits, High Quality Jobs, etc.

Action Steps

1. Prepare a variety of incentive packages that will increase interest in strategic sites, and market to site selectors and prospects.



SECTION 6: IMPLEMENTATION MATRIX

The City of Council Bluffs has made a substantial commitment to the community, property owners and other stakeholders by undertaking this effort. In order for this strong commitment to have a positive impact, it is critical for recommended action items to be implemented. To assist in the implementation, the following implementation matrix identifies a project champion, potential funding sources and an implementation schedule.

For following time frames and priority rankings were assigned to each of the recommendations:

Time Frame

- Short Term (Year 1)
- Medium Term (Years 2-5)
- Long Term (Years 6-10)

Priority Ranking

- H = High Priority
- M = Medium Priority
- L = Low Priority

Mid-City Area-Wide Plan Implementation Matrix

	Recommendation	Project Champion	Potential Partners	Potential Funding	Short-Term	Mid-Term	Long-Term	Ongoing
_	onmental Strategies Prepare a Mid-City Brownfield Program	City Community Development Office (CDO)	PCDC, Iowa Department of Natural Resources (IDNR), Environmental Protection Agency (USEPA)	USEPA Brownfield Revolving Loan Fund (BRLF), Iowa Land Recycling Program		М		٧
_	cal Strategies Develop Indian Creek Park	City Parks & Recreation	City CDO, US Army Corps of Engineers (ASACE), City Public Works (DPW), Live Well Council Bluffs, Private Funders	Resource Enhancement and Protection (REAP), Iowa Flood Mitigation Program, Capital Improvement Program (CIP), Private Funders, Iowa Department of Natural Resources (IDNR)		М		
2	Enhance 2nd Avenue Streetscape	City Parks & Recreation	City CDO, City DPW, Property Owners, Private Funders		н			
3	Improve Pedestrian and Bike Lanes	City Parks & Recreation / City Department of Public Works (DPW)	City CDO, City DPW, Property Owners, Private Funders		н			
4	Prepare and Implement a City Maintenance Plan for Mid-City	Mayor's Office	City Department of Health, City Public Works, City Parks, City CDO, Live Well CB, Adopt-a-Street Program	Annual Budget	н			
5	Consolidate Rail Lines as Opportunity Arises	City Community Development Office (CDO) / Department of Public Works	Union Pacific Railroad (UPRR) and Canadian National Railway (CN)				М	
6	Expand Community Gardens	City Community Development Office (CDO)	Keep Council Bluffs Beautiful				М	

	Recommendation	Project Champion	Potential Partners	Potential Funding	Short-Term	Mid-Term	Long-Term	Ongoing
_	ning/Social/Community Strategies Conduct a Quiet Zone Feasibility Study	City Department of Public Works (DPW)	City CDO, Metropolitan Area Planning Agency (MAPA), Railroads, Neighborhood Association, Iowa DOT	Railroads, Metropolitan Area Planning Agency (MAPA), CIP			M	
2	Analyze Zoning	City Community Development Office (CDO)	Property Owners	In-House	Ĺ			٧
3	Create Design Standards	City Community Development Office (CDO)	City Council, Private Funders, Property Owners, City Parks Department, City Department of Public Works (DPW)	Private Funders	L	2.		٧
4	Develop a Bayliss West Neighborhood Plan	Bayliss West Neighborhood	PD via PAR, Habitat for Humanity, City Community Development Office (CDO), Live Well Council Bluffs, Neighborworks, Building Division for Housing Code and Rental Inspections	US HUD Community Development Block Grant (CDBG), Annual Budget, Neighborworks Home Solutions Funding		М		To the state of th

	Recommendation	Project Champion	Potential Partners	Potential Funding	Short-Term	Mid-Term	Long-Term	Ongoing
	nomic Development Strategies Redevelop the former Katelman Foundry site	City Community Development Office (CDO)	Chamber of Commerce, Advance Southwest Iowa Corp, SW Iowa Foundation, Pottawattamie Developers, IDNR, Advance Southwest Iowa Corporation	Community Foundations of Southwest Iowa, EPA Brownfield Revolving Loan Fund (BRLF), IDNR	н			
2	Develop a "Commerce Campus"	City Community Development Office (CDO)	City CDO, Iowa Western Community College (IWCC), MidAmerican Black Hills Energy, Workforce Development, Private Funders, Industrial Foundations, Advance Southwest Iowa Corporation	Private Funders, Utilities, Chamber of Commerce, Industrial Foundations		м		
3	Design an Incentive Package to Support Redevelopment of Strategic Sites	City Community Development Office (CDO)	City Council, City CDO, IWCC, Iowa Economic Development Authority, USEPA, Advance Southwest Iowa Corporation		н			٧

WEST BROADWAY CORRIDOR PLAN

Council Bluffs, Iowa urban design associates

SEPTEMBER 2015



West Broadway Corridor Plan

PREPARED FOR

City of Council Bluffs

CONSULTANT TEAM

Urban Design Associates HDR, Inc. SB Friedman Development Advisors



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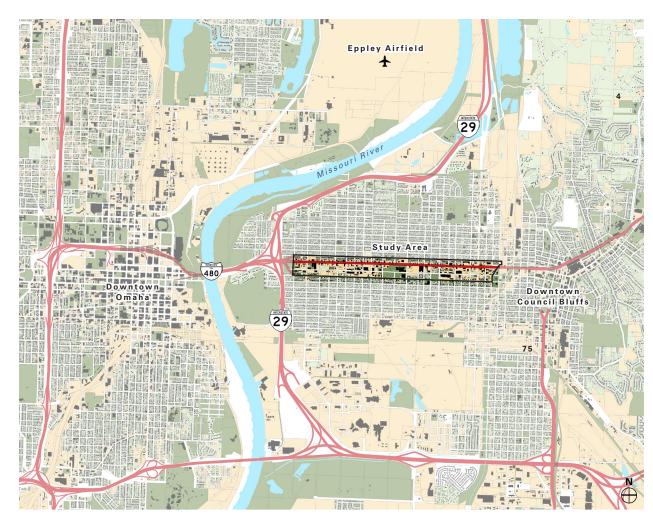
APPENDIX

Under Separate Cover

Introduction

THE CITY OF COUNCIL BLUFFS invited a team led by Urban Design Associates to develop a plan for the West Broadway Corridor in the fall of 2014. The three-step process was an intense, iterative effort involving many stakeholders and citizens, resulting in design strategies for public infrastructure and strategies for the redevelopment of large parcels controlled by the city.

This document is a summary of the analysis and design recommendations for the corridor encompassing a broad area of Council Bluffs between Avenue A to the north and 2nd Avenue to the south, the I-29/480 interchange to the west and Indian Creek to the east. The first step of work commenced in September 2014 with a factfinding trip to Council Bluffs. It brought together many key stakeholders and citizens to discuss the opportunities and challenges of the corridor and allowed the team to gather information and document the site. The second step in January centered around a public design charrette in Council Bluffs to prepare infrastructure concepts for major streets and corridors and plans for areas in the district targeted by the city for redevelopment. The final phase of work was the selection of preferred alternatives and preparation of a plan for infrastructure improvements, land use and development proposals, and implementation strategies. Although this corridor plan proposes specific design solutions, it is structured to allow flexibility in infrastructure design and redevelopment. The plan provides a strong framework of street and trail improvements and introduces the potential for accommodating public transportation that if implemented will increase development opportunities, land use densities, and livability in the district.



The West Broadway Corridor is located west of Downtown Council Bluffs, east of the Missouri River from Omaha

WEST BROADWAY CORRIDOR PLAN | SEPTEMBER 2015 | URBAN DESIGN ASSOCIATES

INTRODUCTION

Executive Summary

WEST BROADWAY is a commercial corridor serving adjacent neighborhoods, downtown Council Bluffs, and downtown Omaha. The corridor is transitioning from a mixture of retail and light industrial uses to a more dense mixed-use corridor that will include the addition of new forms of housing, pedestrian amenities, a new regional trail, and the potential for public transportation linking this corridor to both major downtowns. This is a public/private opportunity that will leverage public improvements to attract private development to create a walkable mixed-use corridor. Recommendations include the following initiatives:

- » Introduce landscape enhancements to West Broadway including a median, tree planting program, lighting, signage, furnishings, and reconstruction of certain cross streets to improve the utility and overall appearance of the corridor.
- » Introduce a new multi-use recreational trail along the 1st Avenue corridor that connects the area to the growing regional trail network.
- » Provide accommodation for a future Bus Rapid Transit corridor that will connect this area to the greater region and both downtowns.
- » Introduce multi-family housing and residential units that appeal to a broader market segment seeking an urban environment close to employment and regional amenities.
- » Continue public land acquisition in targeted areas of the corridor to increase opportunities for transformative redevelopment.
- » Encourage redevelopment of obsolete commercial properties following current design standards to enhance the appearance, safety, and functionality of the corridor.



Several neighborhood centers are envisioned for the West Broadway Corridor, including one surrounding Cochran Park



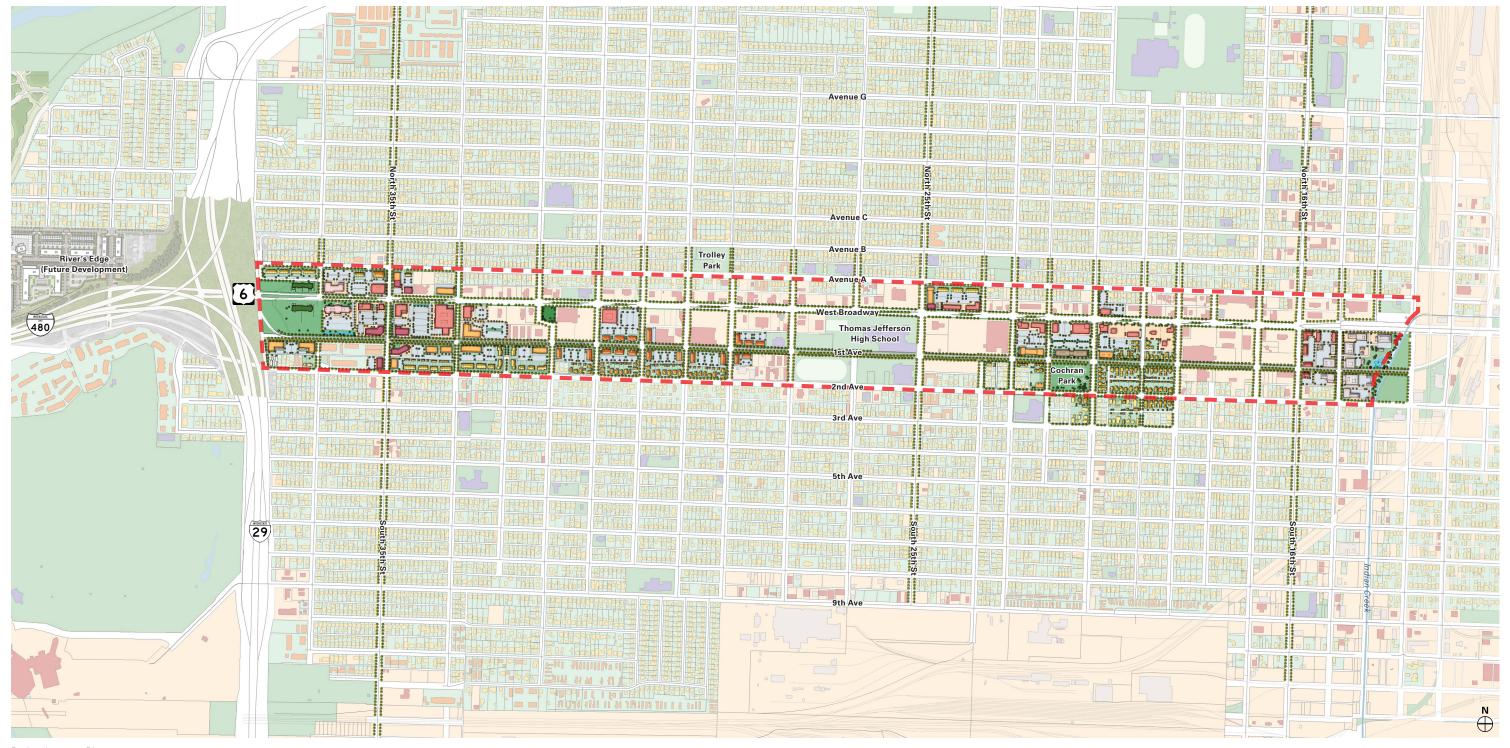
Redevelopment plan for the gateway of into the West Broadway Corridor from Omaha



The plan envisions 1st Avenue as a "Green Street" with Bus Rapid Transit and recreational trails, surrounded by transit-oriented development

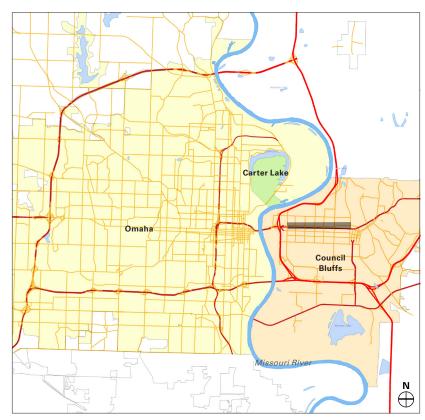
REDEVELOPMENT OBJECTIVES

- Explore solutions for Avenue A, West Broadway, 1st Avenue, and 2nd Avenue
- » Design streetscape improvements, with an emphasis on West Broadway
- » Recommend regulatory standards to enhance the corridor's appearance and encourage redevelopment
- » Identify redevelopment opportunities and appropriate land uses
- » Explore programs and incentives to encourage renovation
- » Look into transit, cycle, and pedestrian opportunities within the corridor
- » Identify ways to encourage and facilitate economic development
- » Develop a reasonable implementation strategy



Redevelopment Plan

Analysis



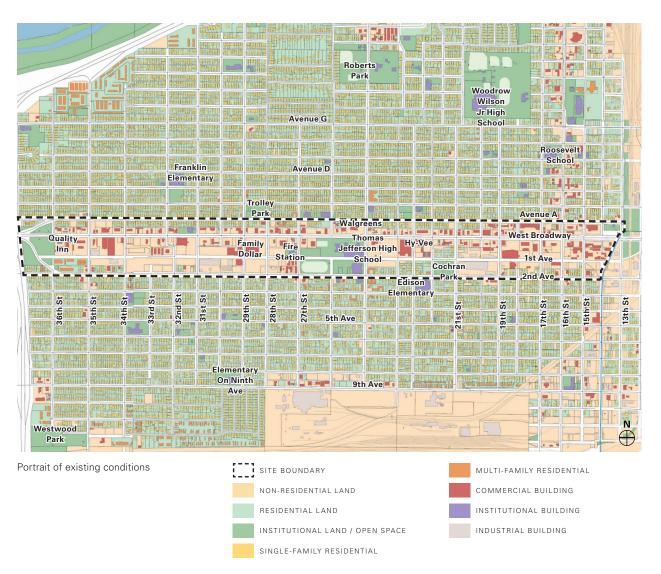
Regional portrait of West Broadway Corridor in relation to the greater Omaha metropolitan area

THE FIRST PHASE OF the West Broadway Corridor Plan was an analysis of the existing conditions for the study area and its context. This included collecting both physical information ("hard" data) and information from stakeholders ("soft" data). The concept plan is driven by core design principles that come directly out of this analysis. The design team prepared a regional map and a portrait of exiting conditions map that shows the entire study area.

The study area is located between residential neighborhoods to the north and south. Downtown Council Bluffs is to the east and the Missouri River, and Downtown Omaha is to the west. The corridor is strategically located as a critical link between the two downtowns with nearby interstate access.

The existing land uses within the designated study area are mostly commercial and industrial zoned uses with some institutional and residential uses. The corridor provides commercial services for the adjacent neighborhoods as well as the two downtowns. Commercial uses are in transition, and most industrial uses have been discontinued.

The properties within the study area are in transition. The presence of West Broadway and three other east/west street corridors and the frequent north/south intersecting streets provides a powerful grid of streets and superior access. The existing 1st Avenue corridor is a former rail line and is unused. This corridor in combination with large vacant tracts of property sets the stage for creative redevelopment in the study area.



UDA X-Rays®

Understanding the fabric of the site is a key part of the design process. This is accomplished through a series of diagrams called UDA X-Rays® which pull apart information so that the site can be more clearly understood. Each x-ray describes not only a physical element of the area but also potential issues to be resolved.

REGIONAL X-RAYS

Regional Aerial Map

Aerial imagery of the study area shows the close relationship between downtown Omaha west of the Missouri River and the West Broadway Corridor east of the river. The corridor passes through a large intact residential area with downtown Council Bluffs visible on the eastern end.

Highways and Arterials

The study area is well served by interstates. I-80 passes through the area on a northeast/southwest diagonal and remains east and south of the study area. I-29 follows a north/south trajectory and is located along the eastern shore of the Missouri River. I-480 and I-29 intersect at Council Bluffs at the western end of the West Broadway Corridor. I-480 connects to downtown Omaha and I-80 to the south.

Building Patterns

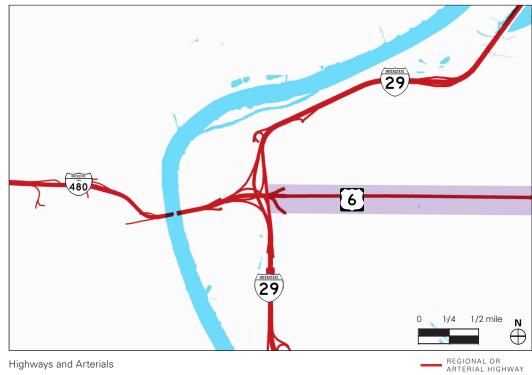
Downtown Omaha is clearly the dominant commercial core of the region. Strong residential building patterns are clearly visible north and south of the West Broadway Corridor.

Land Uses

The West Broadway Corridor is primarily commercial in land use; however, the residential neighborhoods north and south of the corridor are largely intact with connected street grids and building patterns.

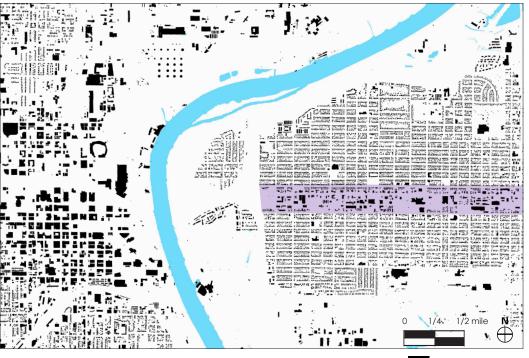






Regional Aerial Map

Highways and Arterials





WEST BROADWAY CORRIDOR PLAN | SEPTEMBER 2015 | URBAN DESIGN ASSOCIATES

SITE SCALE X-RAYS

Arterials and Streets

The study area benefits from a consistent grid of neighborhood streets with interstate access to the north and west. This grid of streets intersects with four primary east/west street corridors in the commercial and industrial areas.

Parks, Open Space, and Institutions

An emerging regional trails system situated along the Missouri River presents great opportunities for the community and corridor. Parks and institutional grounds are located in the neighborhoods, but little open space is within the designated study area.

Neighborhoods

Large intact residential neighborhoods are located north and south of the West Broadway Corridor. These neighborhoods have mostly single-family housing with limited apartment developments. The neighborhoods are over 100 years old, and the housing stock is aging. These homes are great for young families and quite affordable, given their strategic location so close to the two downtowns.

Retail and Commercial Uses

Commercial uses are clustered along West Broadway and convenient to the neighborhoods and two downtowns. Commercial development is mixed in quality with some important new retail and office buildings developed to current standards with attractive landscaping and parking areas, older commercial structures with limited parking and landscaping, and several vacant buildings and parcels.





0 1/4 1/2 mile

O 0 1/4 1/2 mile

COMMERCIAL LAND

COMMERCIAL LAND

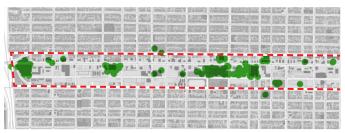
COMMERCIAL BUILDING

Public Outreach

The first step in the West Broadway Corridor Plan design process consisted of detailed analysis of existing conditions, collection of statistical data, mapping, development of analytical X-Ray diagrams, site documentation, and site and precedent topography. In addition to this 'hard' analysis, the 'soft' analysis presented a picture of the perceptions and aspirations of the community and the stakeholders. This part of the process included meetings with the client group, Steering Committee, focus groups, interviews, and a public meeting. At each of these meetings, participants were asked the same three questions:

- 1 What are the Strengths of the West Broadway Corridor?
- 2 What are the Weaknesses of the West Broadway Corridor?
- 3 What are the Visions and Opportunities for the West Broadway Corridor in the future?

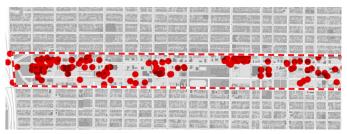




STRENGTHS OF STUDY AREA

- » New, high-quality development along the corridor (Hy-Vee, Walgreens, Allegiant Healthcare, etc.)
- » Good highway access and connections to Downtown Omaha
- » Good range of services and businesses
- » Excellent schools, including Thomas Jefferson High School
- » Neighborhood-serving retail, including grocers
- » Opportunities to own and develop commercial businesses
- » High traffic counts and visibility on West Broadway
- » City-owned property and commitment to the corridor
- Strong anchors on the east and west (Downtown Council Bluffs)

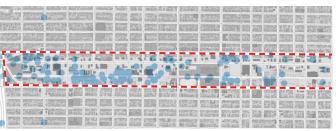




WEAKNESSES OF STUDY AREA

- » Lack of places for people to spend time (nice restaurants, shops, etc.)
- » Stormwater and drainage issues
- » Vacant lots and properties, underutilized buildings
- » Inconsistent frontage and setbacks along West Broadway
- » Safety issues for pedestrians
- » West Broadway is not a nice front door
- » There is not a direct connection from I-29/480 onto West Broadway
- » Too many car-oriented services and lots
- » Multiple property owners makes development difficult
- » Land uses that aren't desired by the community (adult stores, billboards, etc.)





OPPORTUNITIES IN STUDY AREA

- » Create more opportunities for restaurants, shops, housing, and entertainment in a mixed-use, walkable area
- » Improve public transit to connect to Downtown Omaha, possibly along the 1st Avenue alignment
- » Provide a range of residential options, including market rate housing, condos, and townhouses
- Provide better connections and walkability for pedestrians
- » Improve streetscapes with landscaping, lighting, and street furniture
- » Create a common aesthetic by developing design guidelines
- » Enhance the beautiful gateway
- » Connect to the regional open space system of parks, trails, and amenities, especially along the River
- » Explore making Avenue A a two-way street

Development Catalysts

A number of concurrent initiatives and planning efforts are emerging that have a positive influence on the future of the West Broadway Corridor. The City together with the Iowa West Foundation has implemented substantial infrastructure improvements in the corridor including gateway treatments, light standards, street fixtures and furnishings, and landscaping. These have already had a transformative impact on the appearance of the corridor.

River's Edge (located at the site of the former Playland Park) is a major mixed-use development currently underway located on the bank of the Missouri River just west of the West Broadway Corridor. Access improvements planned for the reconstruction of the interchange at West Broadway and I-29 will improve connectivity to River's Edge and the adjacent neighborhoods.

Recent developments along West Broadway including the Alegent Health Clinic and the HyVee Grocery Store have illustrated the value of high-quality commercial development and landscaping standards to the appearance of the district. The future reconstruction of West Broadway will also serve as a catalyst for development along the Corridor.

Omaha is studying the creation of a new light rail system that will connect the western suburbs to the downtown along the Dodge Street corridor. This system could be extended across the Missouri River into Council Bluffs. The possibility of tying the two cities together with transit service is worth considering in this corridor plan because the presence of transit stations in the study area could influence redevelopment density and the mix of uses.



River's Edge adjacent to the Western Gateway will bring more residents and jobs to the surrounding area.



The Western Gateway to Council Bluffs features several well-lit pier monuments with accompanying sculptural walls.



The Alegent Health Clinic along West Broadway uses high-quality materials and does not have an excessive setback.

Summary of Market Analysis

SB Friedman Development Advisors ("SB Friedman") has performed a preliminary real estate market analysis for various uses in the West Broadway Corridor Study Area (the "Study Area"). This section identifies the competitive supply and context for market-driven residential, retail, hotel, and office uses within the Study Area and outlines potential development opportunities. To arrive at our recommendations, we performed the following work steps:

- » Evaluated existing conditions within the Study Area;
- » Assessed competitive supply, including planned projects, for residential, retail, hotel and office development within the relevant market areas;
- » Evaluated demand for these uses;
- » Considered the potential impacts of catalytic infrastructure improvements within the Study Area; and
- » Identified potential development opportunities, including product types and scale.

DEMOGRAPHICS OF STUDY AREA

- » Median Household Income (2015): \$39,115
- » Median Home Value (2015): \$109,832
- » Total Population (2015): 18,822
- » **2015 Housing Units:** 8,345 Units
- » Owner Occupied Housing Units: 55.5%
- » Renter Occupied Housing Units: 37.0%
- » Vacant Housing Units: 7.5%

COMPETITIVE SUPPLY AND PLANNED PROJECTS

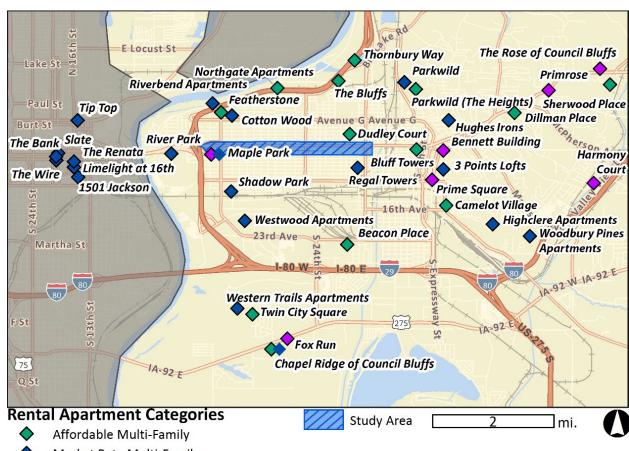
The competitive supply and development context for each of the four product categories/uses is summarized below. Our findings include the following:

Residential

Single-family housing for sale around the Study Area is primarily composed of smaller detached houses; there are no condominium or townhouse developments in this area. A majority of these are owner-occupied. Housing prices in the immediate area are generally lower than those in other parts of Council Bluffs, with a median home value of about \$110,000.

The majority of both market-rate and affordable multi-family rental housing within Council Bluffs consists of low-rise apartments of two to three stories with surface parking. However, the planned River's Edge neighborhood just west of the Study Area is anticipated to include new housing types, including mixed-use residential rental apartments in a more urban format. There are few market-rate senior housing facilities in the city, but there are a number of affordable senior housing developments, which are also typically in low-rise structures of two to three stories. Figure 1 describes the competitive pattern for market-rate and affordable rental apartments and some senior housing product.

FIGURE 1



Market Rate Multi-Family

Senior Affordable and Market Rate

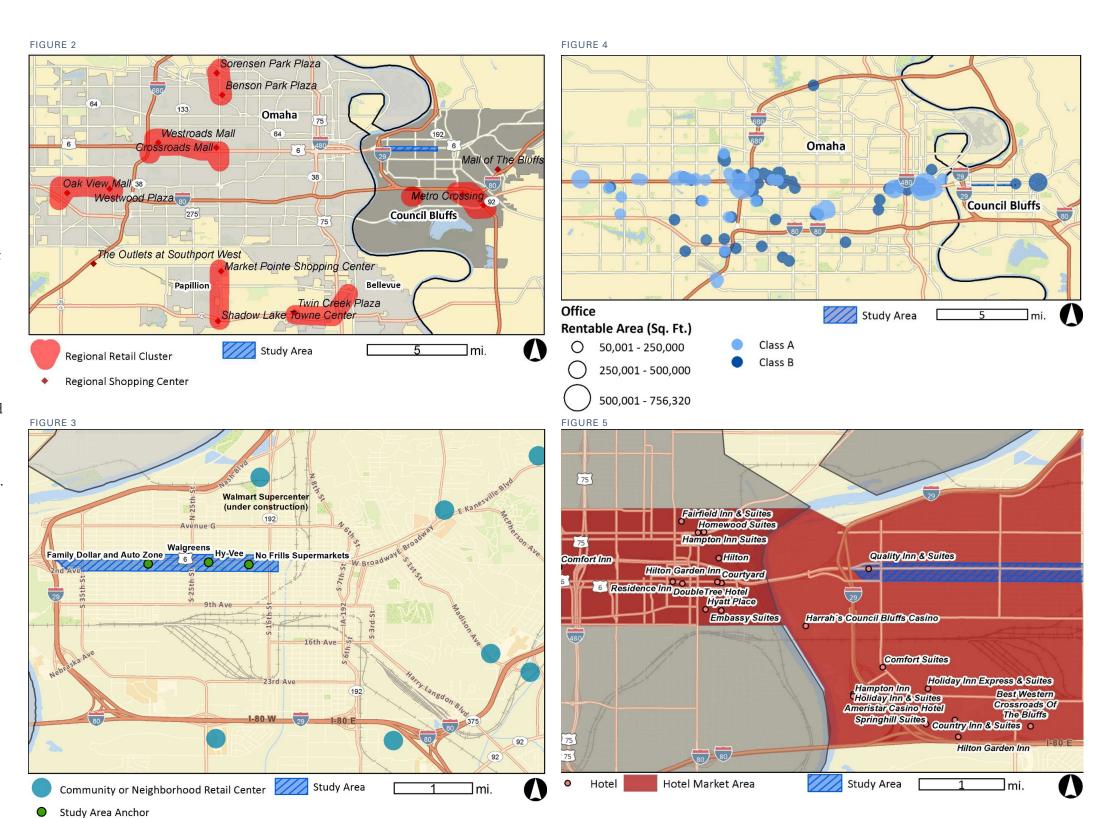
Around the Study Area, there are several key shopping clusters that compete for consumer spending. Figure 3 summarizes the location of the nearby clusters as well as some key anchors within the Study Area.

Office

Regionally, larger, newer Class A office buildings are located almost exclusively in Omaha, both downtown and on West Dodge Road. Council Bluffs has several large, older office buildings downtown, and Class A office development is also planned at River's Edge, the site of the former Playland Park. There is low office vacancy in Council Bluffs; the office space that is available is located in the downtown area. Figure 4 below shows the distribution of corporate office development in the Council Bluffs-Omaha market.

Hotel

The Study Area's close proximity to downtown Omaha, Eppley Airfield, I-29, the casinos and Downtown Council Bluffs are all supportive of a potential hotel. However, the lack of an I-29 exit onto West Broadway somewhat limits development potential. Figure 5 below shows the locations of newer hotels near the Study Area.



DEVELOPMENT OPPORTUNITIES

Based on our analysis of competitive supply, demographic trends, demand and existing conditions within the Study Area, SB Friedman has identified potential opportunities for near-term and longer-term development within the Study Area.

Near-term Development Potential

Within the next five years, there may be limited opportunities for development along the West Broadway Corridor. Given the challenges associated with urban redevelopment and lower rental rates than some other areas of the city and region, City financial assistance may be required to make some or all of these products financially feasible. Development products that may be feasible within this time frame include:

» Residential

- Market-Rate Multi-Family Rental Housing. One multi-family rental housing development with between 30 and 60 units, in a mid-rise building (three to four stories) may be feasible.

 This development would likely have surface parking.
- Affordable Multi-Family Rental Housing. A new affordable housing development is likely to be feasible, but may not be desirable given the existing supply of affordable housing nearby. If affordable multi-family housing is developed within the Study Area, it could be located in a mid-rise building (three to four stories) and would likely have surface parking.
- > Senior Affordable Housing. One affordable senior housing development with between 40 and 80 units, in a mid-rise

- building (three to four stories), likely with surface parking, may be feasible. It is unknown whether City TIF assistance might be required to facilitate this development.
- » Retail. This would consist of one or two new convenience centers or small neighborhood centers, with anchors such as a fitness center or discount apparel store, totaling between 10,000 and 40,000 square feet of leasable area, potentially including some relocations of current tenants to more contemporary buildings.
- » Medical and Corporate Office. Wild card office users of both sorts may come to the Study Area in the near term, but we cannot project the timing or scale due to the unique nature of such users.
- » Hotel. Once I-29 improvements have been constructed (assuming an exit onto West Broadway), a limited-service hotel of 100 to 150 keys could be feasible.

Longer-term Development Potential

Over the next 10 to 20 years, the redevelopment of the West Broadway Corridor may continue to shift perceptions of western Council Bluffs. If early redevelopment projects and large, transformative infrastructure investments, such as interstate reconfiguration and/or transit or, to a lesser extent, the construction of a pedestrian/bike trail and/or other community amenities, are successful, there may be longer-term opportunities for additional development in this area. Below is an outline of what types of longer-term development are possible.

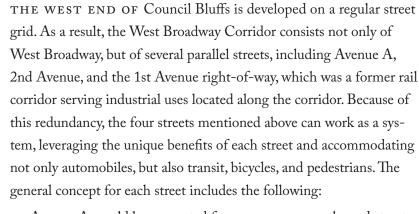
» **Residential.** As perceptions and market preferences change, there may be an opportunity to develop a larger residential neighbor-

hood, including four to six new apartment buildings with 40 to 80 units each (located near transit and other amenities), and additional residential development types, including multi-family market-rate and affordable rental apartments in mid-rise buildings, affordable senior rental housing, and townhouse or condominium units.

- » Retail. As perceptions change, corridor improvements are made, and residential density improves, there may be an opportunity to develop up to two or three neighborhood and community retail centers as part of a mixed-use district with one or more "junior box" or general merchandise retailers. New junior box retail tenants might include discount and specialty retailers, such as DSW, Burlington Coat Factory, TJ Maxx, and pet stores or office supply stores. Other new tenants might consist of expanded dining options, including fast casual and sit-down family restaurants.
- » Office. As a result of other development efforts, there may be some opportunity to integrate additional corporate and/or medical office uses into the corridor as amenities increase. New office users in the Study Area would likely be "wild card" tenants. It is, therefore, difficult to estimate the potential size of new office development. In addition, should an office user come forward, the City may elect to try to guide that development to Downtown Council Bluffs or River's Edge, given the potential for greater catalytic benefits that could result from an office project in either of this locations.
- » Hotel. There could be potential for a second limited-service hotel in the Study Area.

TT

Street and Infrastructure Opportunities



- » Avenue A would be converted from a one-way westbound street into a two-way street. This conversion will help calm traffic along the street and simplify local traffic patterns, creating a more desirable corridor for adjacent uses (primarily single-family residential) and encourage the revitalization of the adjacent housing stock, which has suffered as a result of the current traffic patterns.
- » West Broadway would be enhanced aesthetically with the incorporation of significant landscape and streetscape elements. These enhancements would be incorporated along the parkway strip located between the back of curb and sidewalk, in the median, and along the perpendicular cross-streets. The goal of the aesthetic enhancements is to improve the appearance of the corridor and act as a catalyst for future redevelopment efforts.
- » The 1st Avenue right-of-way would be transformed into a regionally unique "green street," featuring a dedicated 2-way BRT transit-way, a shared side path, and green infrastructure enhancements.
- » 2nd Avenue would be emphasized as a neighborhood street, with 2-way vehicular traffic and a cycle track connecting the riverfront trail, through the mid-city area, with Downtown Council Bluffs.

A more detailed vision of the corridor's open space, transportation, and development plans is described on the following pages.



Proposed character of the Western Gateway along West Broadway

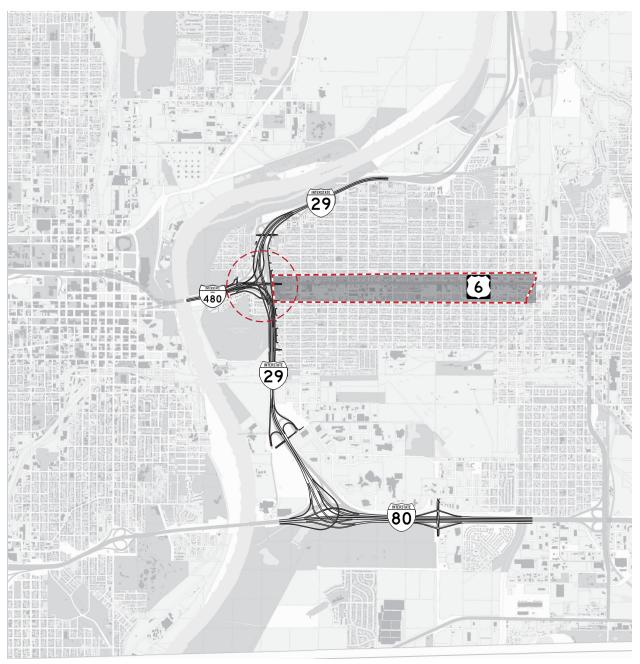


Four Street Corridors

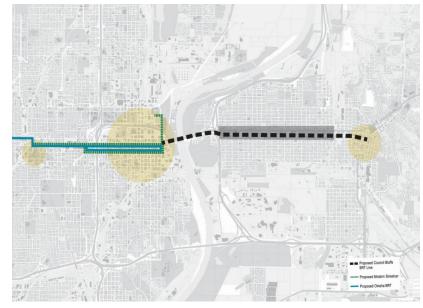
Transportation Strategy

The West Broadway Corridor is strategically located within the region. It is the primary route connecting Downtown Council Bluffs with Downtown Omaha. The corridor functions as a regional arterial, handling both local and commuter traffic between the two key nodes. In addition, it is lined with commercial and retail uses, and thus an economic and employment center for the region. Several initiatives within the region are currently underway, and will have a significant impact on the future development of the West Broadway Corridor. These initiatives include:

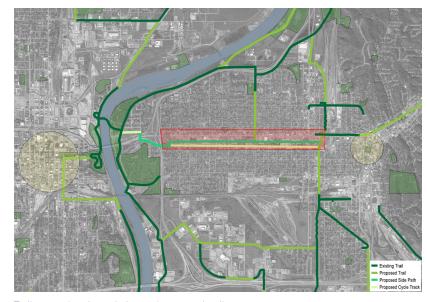
- 1 The complete reconstruction of the interstate system within Council Bluffs, including the I-29 and I-480 system interchange
- 2 The Bus Rapid Transit (BRT) and Urban Circulator (streetcar) corridor linking Downtown Omaha with UNMC/Nebraska Medicine and points west, and the potential to link into this system with a BRT corridor extending eastward from Downtown Omaha to Downtown Council Bluffs
- 3 A Regional bicycle/trail corridor linking the riverfront trail with Downtown Council Bluffs



Regional map showing the location of the reconstructed system interchange



Transit diagram showing the potential connection from Downtown Council Bluffs to Downtown Omaha via a BRT line, and tying into the proposed Omaha system.



Trails map showing existing and proposed trails

INTERCHANGE PLANS

The Interstate 29/480 system interchange, under its current configuration, does not provide West Broadway with full access to the interstate system. Although it does have direct access to and from Interstate 480, West Broadway does not connect to Interstate 29. To access Interstate 29, one must utilize Avenue G to the north, or 9th Avenue to the south. This is an inconvenience and confusion for users of one of the busiest corridors in the community.

IDOT does have plans to reconstruct this interchange as part of the on-going reconstruction of the Interstate system in Council Bluffs. The locally preferred alternative will provide West Broadway with full interstate access to both I-29 and I-480. The City of Council Bluffs desires to move the project up in the time line as it would benefit redevelopment efforts along West Broadway and job creation efforts at the River's Edge development located to the northwest of the system interchange. This development will bring new employment and residents to the West Broadway Corridor, and act as an initial catalyst for West Broadway efforts. Access to River's Edge will shift from its current location at North 41st Street to North 40th Street. Direct access to and from West Broadway will solidify the importance of West Broadway to the regional transportation system.



The preferred alternative for the I-29/I-480 system interchange along with the plan for the River's Edge Neighborhood.



The preferred alternative for reconstructed I-29/I-480 system interchange



Bird's eye photo of the existing I-29/I-480 system interchange, looking west

BUS RAPID TRANSIT RECOMMENDATIONS

A Bus Rapid Transit (BRT) line is recommended for the 1st Avenue corridor. This line would ultimately connect with the BRT and Urban Circulator (streetcar) lines that are proposed for Omaha. This combined system would create a world-class transit spine connecting Downtown Council Bluffs, west through the West Broadway Corridor, with Downtown Omaha, UNMC/Nebraska Medicine, and ultimately west past UNO to the Westroads Mall. Coordinated with Metro's repositioned bus system that will emphasize frequency over coverage, this new transit spine will be the focal point for redevelopment efforts within the region's urban core.

As an abandoned rail corridor, 1st Avenue is an ideal corridor for placement of a BRT line. A controlled right-of-way and the ability to activate signals when crossing cross-streets will allow for ideal transit headways, reducing travel times and encouraging choice users. Benefits of Bus Rapid Transit include:

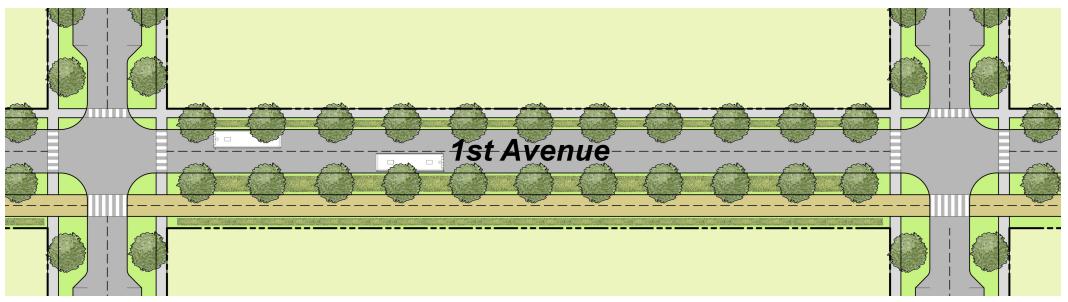
- » Advanced bus service
- » Operates in mixed traffic and/or dedicated lanes
- » Low floor, 40- to 60-foot buses
- » Bikes on front of bus (3 max)
- » Preferential treatments (queue jumps, traffic signal priority)
- » Specially branded service
- » 40 to 90 passengers per bus
- » Fewer stops and higher frequency headways between buses



Proposed 1st Avenue BRT line



San Jose, CA, showcasing bike racks on transit vehicles



Depiction of a BRT line located on 1st Avenue, with a shared-use path running parallel within the corridor

WEST BROADWAY CORRIDOR PLAN | SEPTEMBER 2015 | URBAN DESIGN ASSOCIATES

STREET AND INFRASTRUCTURE OPPORTUNITIES

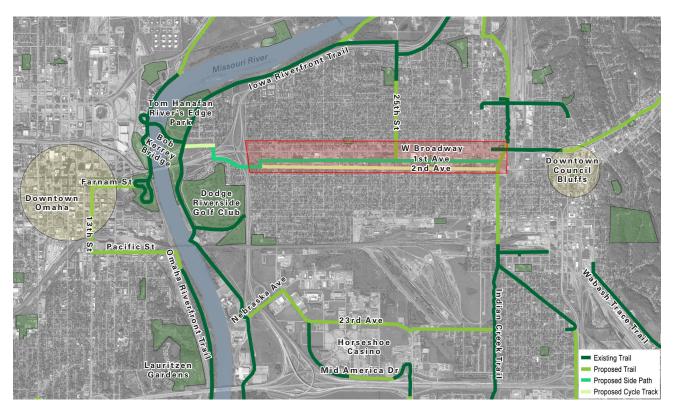
BICYCLE AND TRAIL RECOMMENDATIONS

A regional trail network currently exists along both sides of the Missouri River, with the Omaha Riverfront Trail on the west side and the Iowa Riverfront Trail on the east side. These two trails are connected by the Bob Kerrey Pedestrian Bridge, a 3,000-foot long pedestrian bridge that spans the Missouri River. On the southeast side of Council Bluffs, the Wabash Trace Nature Trail begins and runs for a distance of 63 miles southeast to the Missouri State line.

Within the City, the Indian Creek Trail runs north-south along the eastern edge of the West Broadway study area, and will eventually provide connections south to Lake Manawa and north to Big Lake Park. The West Broadway Corridor Plan recommends a side path along the 1st Avenue right-of-way, connecting the Iowa Riverfront Trail with the Indian Creek Trail and Downtown Council Bluffs. This trail segment would benefit both recreational users and bicycle commuters, and close a primary gap in the regional trail network.

Paralleling this facility would be a cycle track along 2nd Avenue. This bicycle facility would provide an alternative route for the non-recreational bicyclist, thus separating different skill levels and allowing the 1st Avenue side path to cater to more recreational pedestrians and bicyclists. Key components of the plan include:

- » An interconnected system of sidewalks without breaks or gaps, creating a continuous network throughout the study area
- » A shared path within the 1st Avenue right of way to accommodate recreational pedestrians and bicyclists
- » A cycle track along 2nd Avenue to accommodate bicycle commuters and advanced cyclists



Existing and recommended bicycle and pedestrian facilities through the West Broadway Corridor showing connections to existing bicycle and pedestrian network



Example of a cycle track in Pittsburgh



howing the West Broadway Corridor, and the recommended side path and cycle track through the study area, connecting with the lowa Riverfront Trail and Indian Creek Trail

Modal Alternative 'A'

Modal Alternative 'A' keeps West Broadway as the main vehicular and transit street within the corridor, similar to its current function. Other recommended changes under this option include:

- Avenue A will be converted to a two-way street, providing access to existing homes that front onto the street. In addition to local access, Avenue A will also act as a "relief valve" for West Broadway, taking pressure off of the street during times of heavy traffic or if/when West Broadway is reconstructed.
- 2 Transit will function on West Broadway as it currently does. As transit ridership increases, or headways begin to slow down, transit priority could be given to the outside curb lanes during peak times, giving buses lane right of way and signal preemption to speed their progression.
- 3 1st Avenue will function as a two-way street, providing local access and taking pressure off of West Broadway during times of heavy traffic or if/when West Broadway is reconstructed. In addition, the right-of-way will contain a side path for recreational use by pedestrians, bicyclists, in-line skaters, and other non-motorized users.
- 4 The 2nd Avenue right-of-way will contain a cycle track for use by non-recreational bicyclists and commuters.

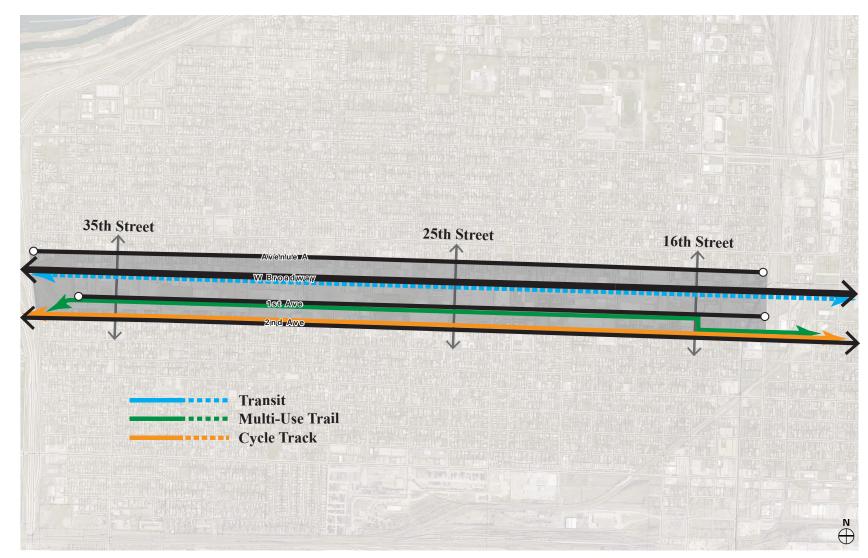


Diagram of Modal Alternative 'A'

Modal Alternative 'B'

Modal Alternative 'B' shifts transit from West Broadway to 1st Avenue. Other recommended changes include:

- Avenue A will be converted to a two-way street, providing access to existing homes that front onto the street. In addition to local access, Avenue A will also act as a "relief valve" for West Broadway, taking pressure off of the street during times of heavy traffic or if/when West Broadway is reconstructed.
- West Broadway will be used solely for vehicular use, as the transit function from the previous alternative will shift to 1st Avenue.
- 3 1st Avenue will become a transit corridor, with dedicated BRT lanes. A parallel side path for recreational bicyclists as well as pedestrians, joggers, in-line skaters, and other non-motorized users will also be part of the concept. Due to right-of-way limitations at Thomas Jefferson High School, the BRT lanes may need to shift to 2nd Avenue for a two block stretch before reconnecting with 1st Avenue
- 4 The 2nd Avenue right-of-way will contain a cycle track for use by non-recreational bicyclists and commuters.

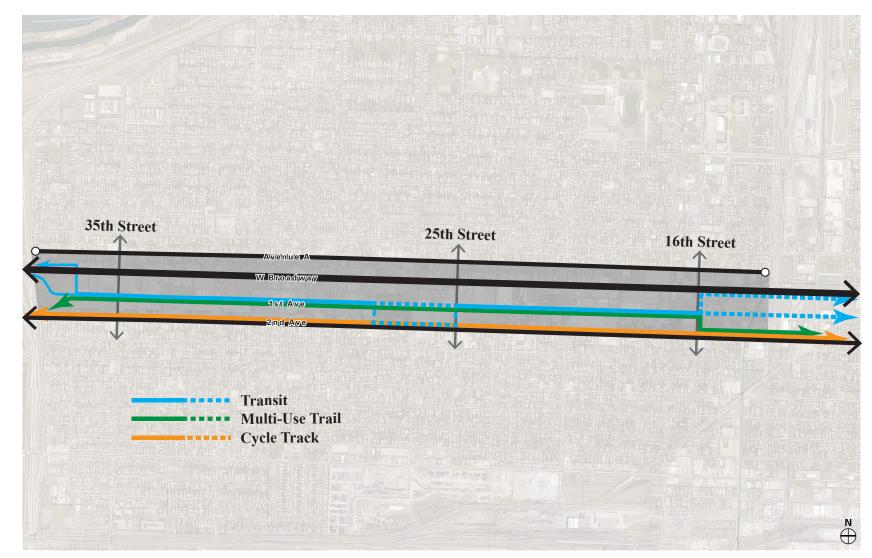


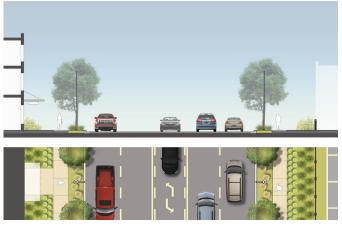
Diagram of Modal Alternative 'B'

Street Design

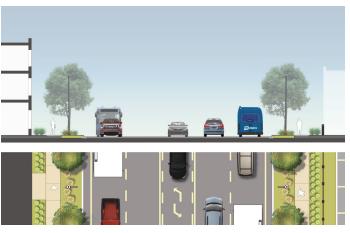
Streets within the West Broadway Corridor should be designed as Complete Streets, meeting the needs of pedestrians, bicyclists, and motorists. Drive lanes should be no more than 12 feet wide, corner radii should be minimized so as to encourage slow speed turns, and sidewalks should be generous in width. On-street parking should be encouraged to meet both parking demand and to help provide separation between vehicular traffic and pedestrians. Landscaping should emphasize the use of native trees, shrubs, perennials, and grasses. Streetscape elements should include pedestrian lights, bike racks, benches, and trash receptacles. Green infrastructure, including stormwater planters, bio-swales, and rain gardens, should be encouraged.



Avenue A



West Broadway (narrow lanes to create green landscaping)



West Broadway alternate (center median between intersections)





West Broadway (bus rapid transit in outer lanes)



1st Avenue (Transit Corridor)



2nd Avenue (with Cycle Track)



North/South Streets (48'-50' R.O.W.)



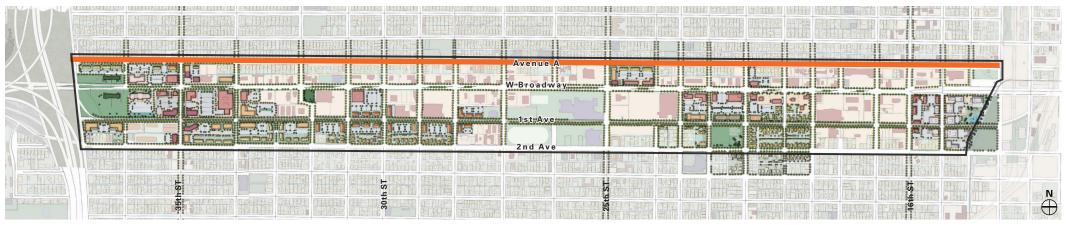
North/South Streets (60'-66' R.O.W.)



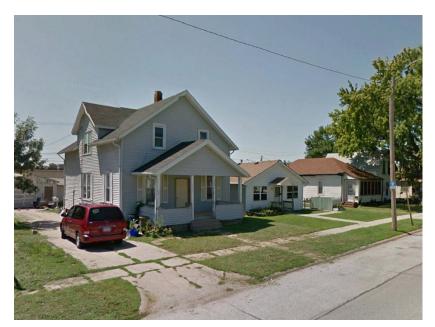
North/South Streets (75'-80' R.O.W.)

AVENUE A

Avenue A is currently a two-lane street with one-way traffic in the westbound direction. The street section consists of two through lanes with parallel parking on each side of the street. The right-of-way ranges between 60 feet and 66 feet in width. A majority of the properties fronting onto Avenue A are residential in nature, with many that are showing signs of deferred maintenance and upkeep. The condition contrasts with the generally good condition of the properties that are located along Avenue B to the north, and may be symptomatic of the recognized negative impacts that one-way streets have on property and property values.



Location of proposed Avenue A street section



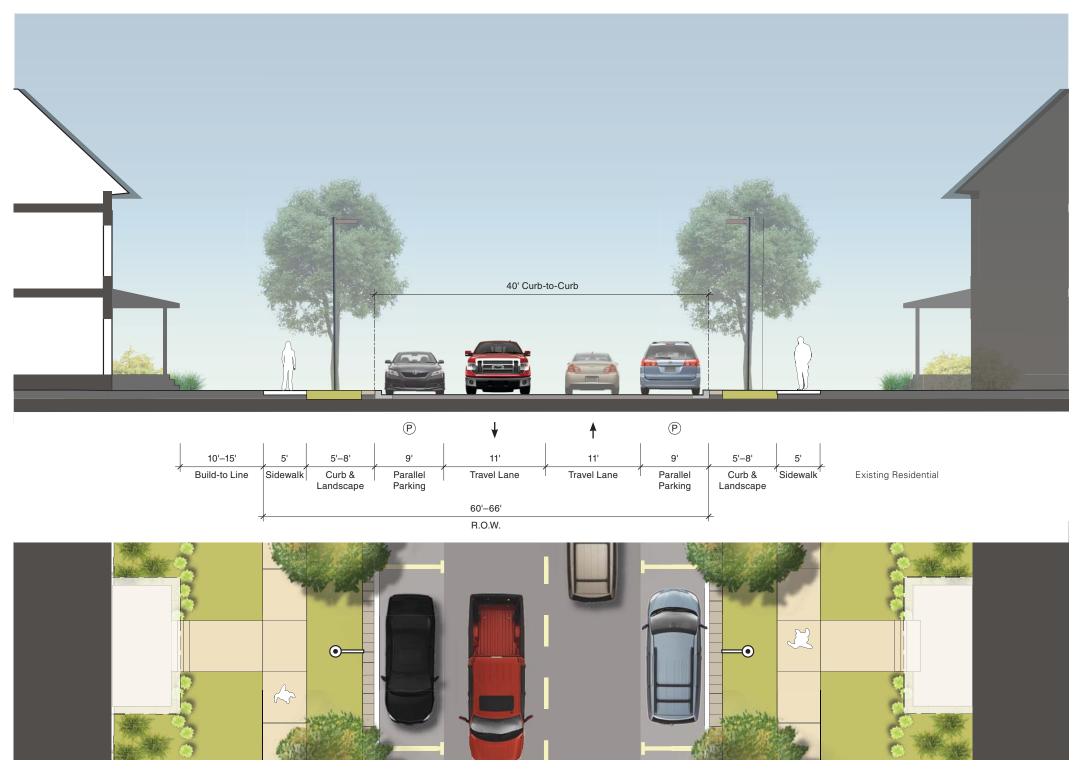
Example of housing stock located along Avenue A



Existing conditions along Avenue A, highlighting the one way condition of the street

AVENUE A

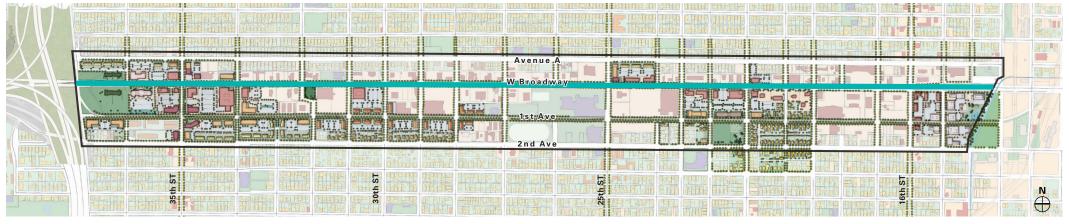
By converting Avenue A back to a two-way street, with one lane in each direction, traffic on the street will be calmed and traffic patterns in the neighborhood will be simplified. It is hoped that this change will have the desired effect of making the street more residential in character and thus sparking reinvestment in the homes that front onto it, thereby increasing their property values. The additional benefit of converting Avenue A back to two-way traffic is that it runs parallel to West Broadway and can carry traffic during peak hours, relieving potential congestion that West Broadway may experience from time to time. Parallel parking will remain on both sides of the street and will supplement the private residential parking provided in driveways and garages.



WEST BROADWAY

West Broadway is the major east-west surface route connecting
Downtown Council Bluffs with Downtown Omaha. The most recent
traffic counts from 2010 indicate that it carries between 20,000 and
32,000 vehicles per day. West Broadway also doubles as U.S. Highway
6 and is managed by the Iowa Department of Transportation (IDOT).
The current lane configuration has two lanes in each direction along
with a continuous center left turn lane. The right of way width varies
between 80 feet and 82 feet throughout the corridor.

A majority of the uses that front onto West Broadway are commercial in nature. Developed over the years, West Broadway is the embodiment of the classic, auto-oriented "strip." Beyond sidewalks, few, if any, pedestrian amenities exist. Opportunities for landscaping and streetscaping are minimal, with the exception of elements incorporated during recent redevelopment projects.



Location of proposed West Broadway street section



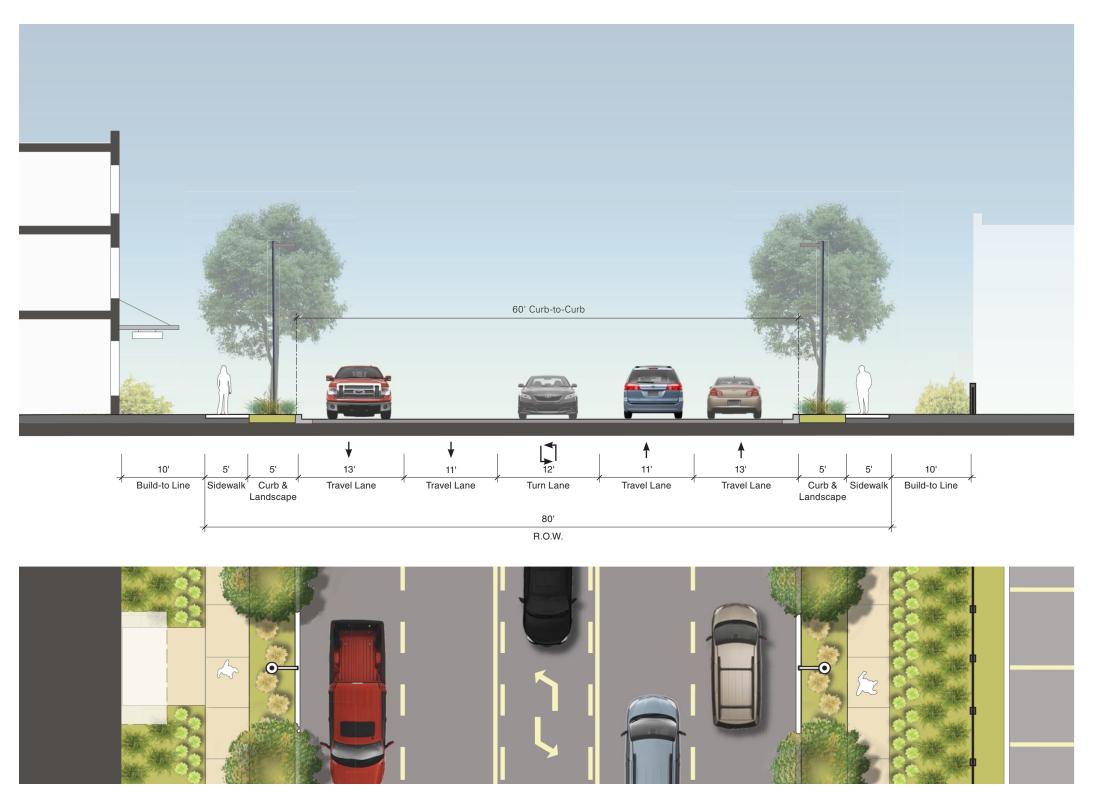
Existing conditions along West Broadway, looking east from 35th Street



Existing conditions along West Broadway, looking west from 21st Street

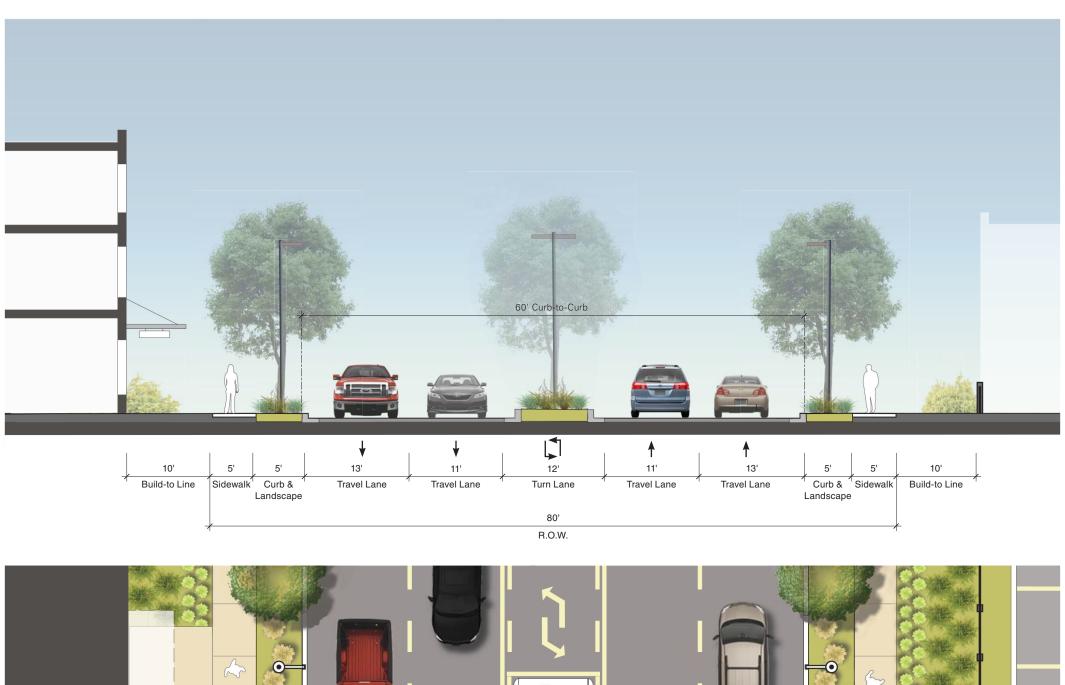
WEST BROADWAY (NARROW LANES TO CREATE GREEN LANDSCAPING)

One alternative for West Broadway is to reduce the traffic lanes to 11 feet wide (vs. the 12 feet currently required). Across the entire width of the street, this would free up 5 feet of additional space that could then be utilized for landscaping. This landscaping, incorporated in the parkway strip between the back of curb and sidewalk, would help create a safer pedestrian environment while at the same time adding to the aesthetic value of the corridor. The center turn lane would remain in place in this concept to provide access to mid-block businesses. As parcels are redeveloped along the corridor, new buildings would be encouraged to have 10-foot building setbacks and primary entrances facing the street. Over time, this would help transform the corridor, from that of a commercial strip to that of an urban neighborhood.



WEST BROADWAY ALTERNATE (CENTER MEDIAN BETWEEN INTERSECTIONS)

This additional section for West Broadway demonstrates the use of medians in key locations along the roadway. A median would be employed where there would not be an impact on mid-block businesses. These raised medians would create a safe area from pedestrians crossing the street, and would assist in the creation of a friendlier, urban neighborhood. Vegetation within the median would be chosen for its resilience against salt and snow clearing.

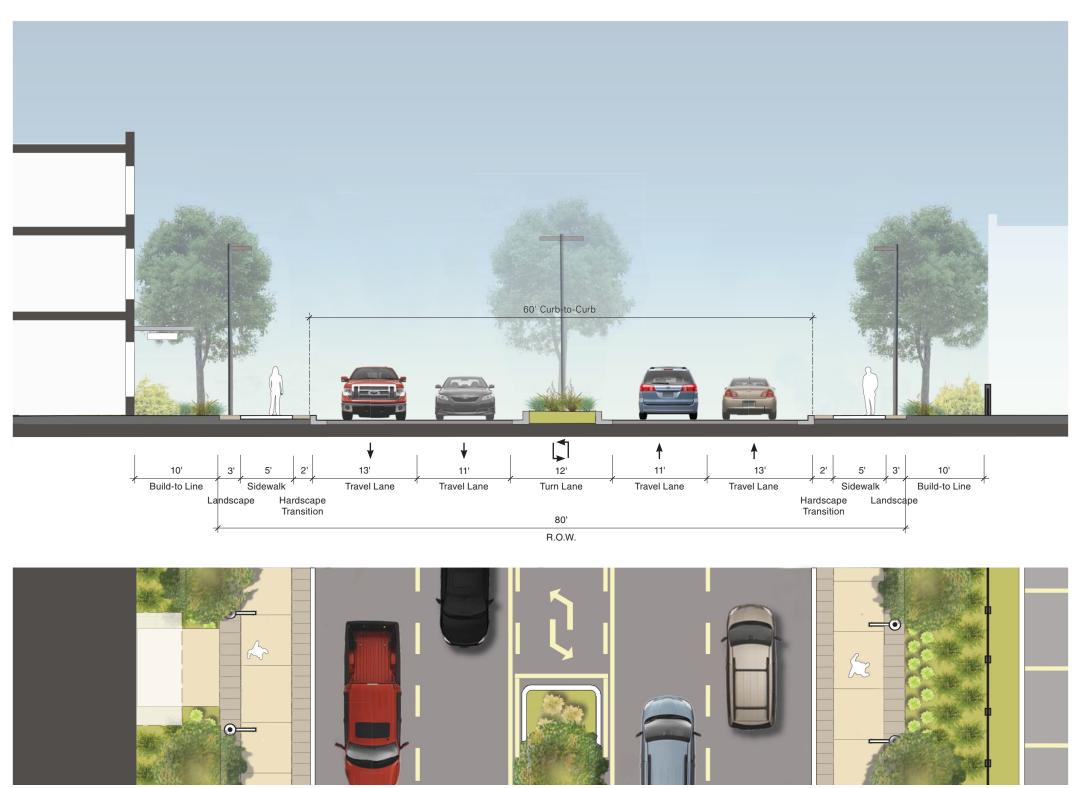




WEST BROADWAY ALTERNATE (CENTER MEDIAN WITH HARDSCAPE TRANSITION)

This section for West Broadway maintains the hardscaping behind the curb and demonstrates the use of medians at key locations.

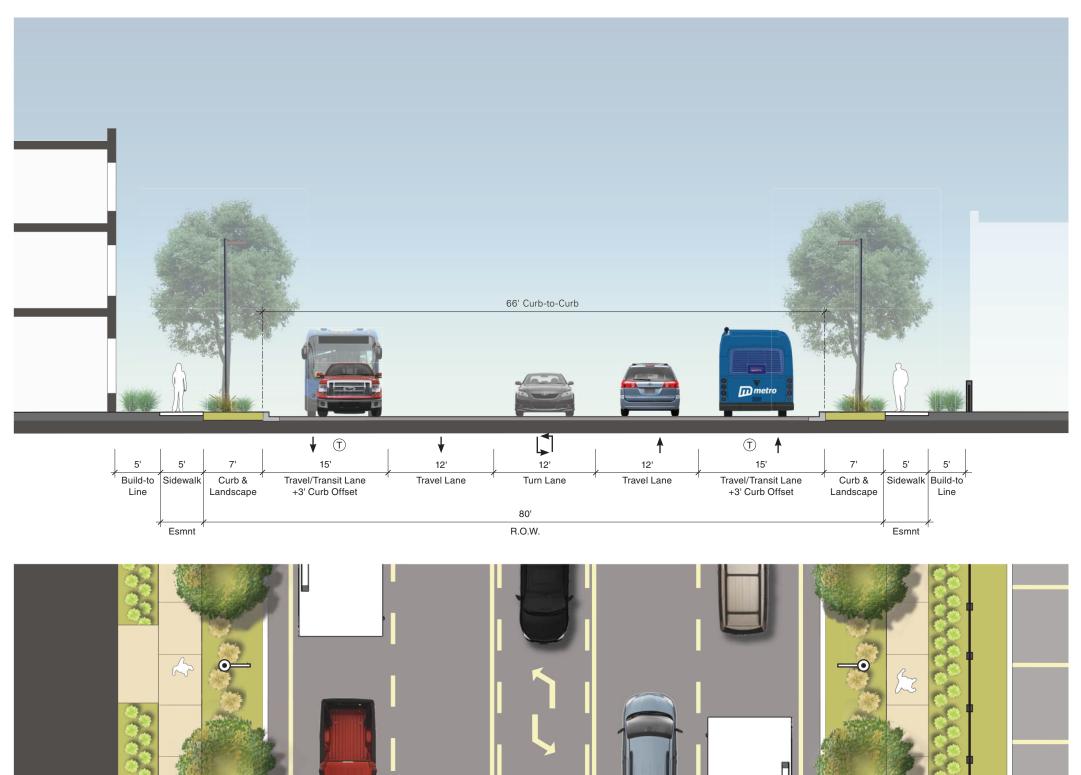
Medians would be employed where there would not be an impact on mid-block businesses, and they would contain vegetation chosen for resiliency against salt and snow.



WEST BROADWAY (BUS RAPID TRANSIT IN OUTER LANES)

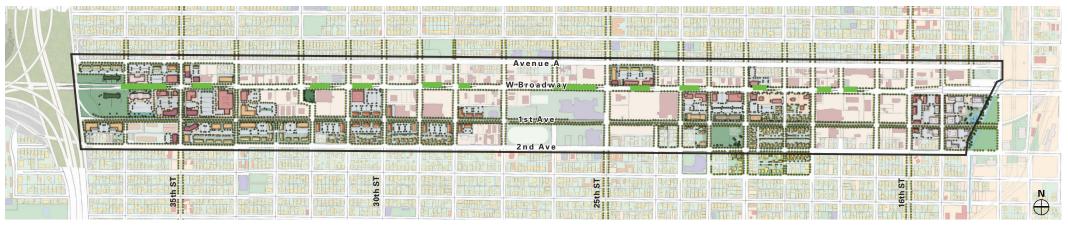
Another option for West Broadway could include BRT in the outer lanes. The street will continue to have two lanes in each direction and a center turn lane that will allow the user to access mid-block businesses. The travel lanes will remain at 12 feet in width, with an additional 3-foot curb offset along the curb required for storm sewer curb inlet placement. Buses would run along outside lanes of the street, sharing the lane with other motor vehicles.

To create separation between the roadway and the pedestrian zone, thereby creating an enlarged parkway strip for landscaping, the sidewalks would need to be moved outside of the existing right-of-way. To place the sidewalks in this new location, easements would need to be negotiated with each property owner (most likely at the time each respective parcel is redeveloped). Sidewalks would then be placed in this easement to provide pedestrian access to each property. By relocating the sidewalks — which could take years under a normal redevelopment scenario — ample space would ultimately be made available for landscape plantings between the curb and sidewalks, helping to improve the aesthetics of the corridor over a lengthy period of time.



WEST BROADWAY (INTRODUCTION OF THE MEDIAN)

Over time, as the redevelopment of the corridor continues, a sufficient amount of properties may be consolidated, and/or curb cuts removed from their mid-block locations. As this occurs, it may become possible to convert the center turn lane at these locations into a landscaped median. One location where this may currently be feasible is on West Broadway between Walgreens and Thomas Jefferson High School. Curb cuts in this location have been consolidated or eliminated, making this location an ideal candidate for the installation of a prototype median for West Broadway.



Location of proposed West Broadway street section medians



Existing conditions along West Broadway, looking east from 26th Street

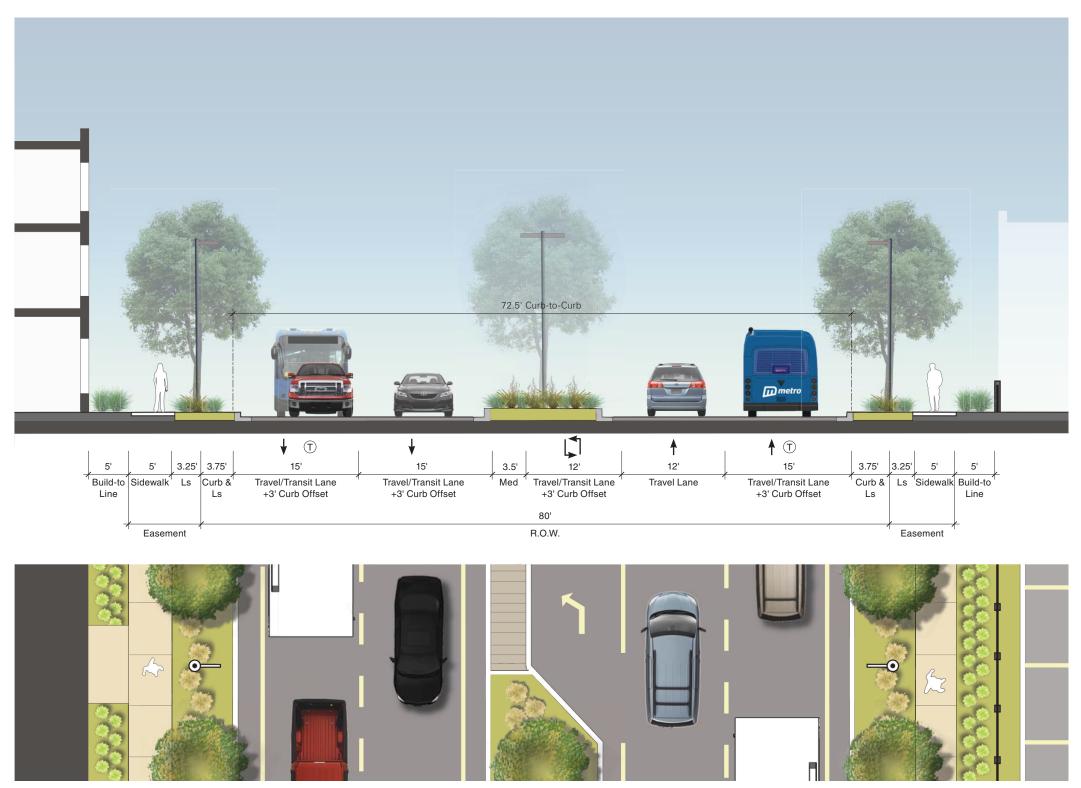


One of the few locations along the West Broadway Corridor where a median could be placed under the current roadway configurations, between Thomas Jefferson High School and Walgreens, where long stretches of the roadway are free from curb cuts

WEST BROADWAY (WITH MEDIAN AND BUFFER CURB)

Over time, there will also be opportunities to install center medians in other strategic locations along the corridor, once mid-block properties have been assembled and consolidated. In locations where this is feasible, there is still very little room to incorporate safe and comfortable pedestrian facilities given the existing curb-to-curb width of the street.

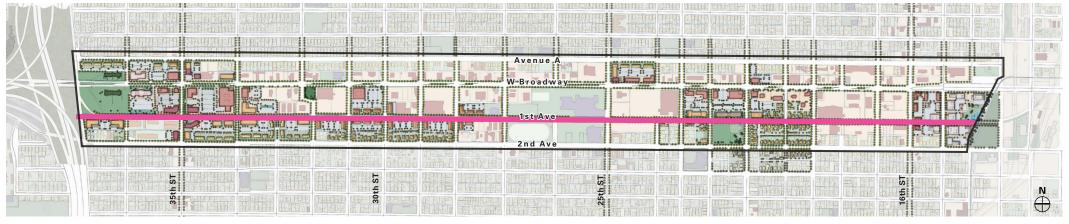
In these locations, sidewalks will need to be pushed back to easements on private property. The challenges to median placement are many, with the most limiting factors preventing them being the many mid-block curb cuts, the small parcel sizes, and the IDOT standards that designate the required length and angles of the left turn bays/lanes.



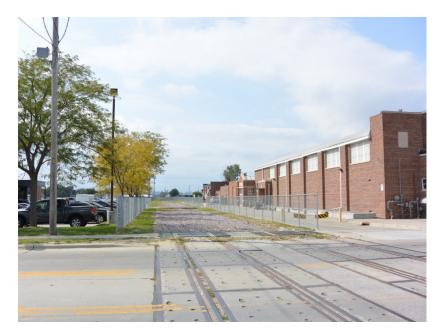
1ST AVENUE

1st Avenue is a 66-foot wide former railroad corridor that has been vacated and had its tracks removed. 1st Avenue will ultimately be converted into a "green" corridor, with transit, a shared path, and landscaping. Its primary feature would be the dedicated BRT line that runs its entire length. Ultimately, these BRT lanes would only be for use by BRT vehicles, and would efficiently move commuters and choice riders throughout the corridor at rapid headways. Prior to the implementation of BRT in Council Bluffs, this corridor could function as a local street, providing access to the new uses that will front onto it. Once BRT is implemented, the street will transition to a BRT-only corridor.

A shared-path will be constructed adjacent to the BRT line. This paved path will be for use by casual bicyclists and other recreational users, including walkers, joggers, and in-line skaters. Separating the shared path and BRT line will be a wide landscaped strip. This strip will provide separation between the two features, and could be designed to address stormwater quantity and quality through the use of various green infrastructure elements.



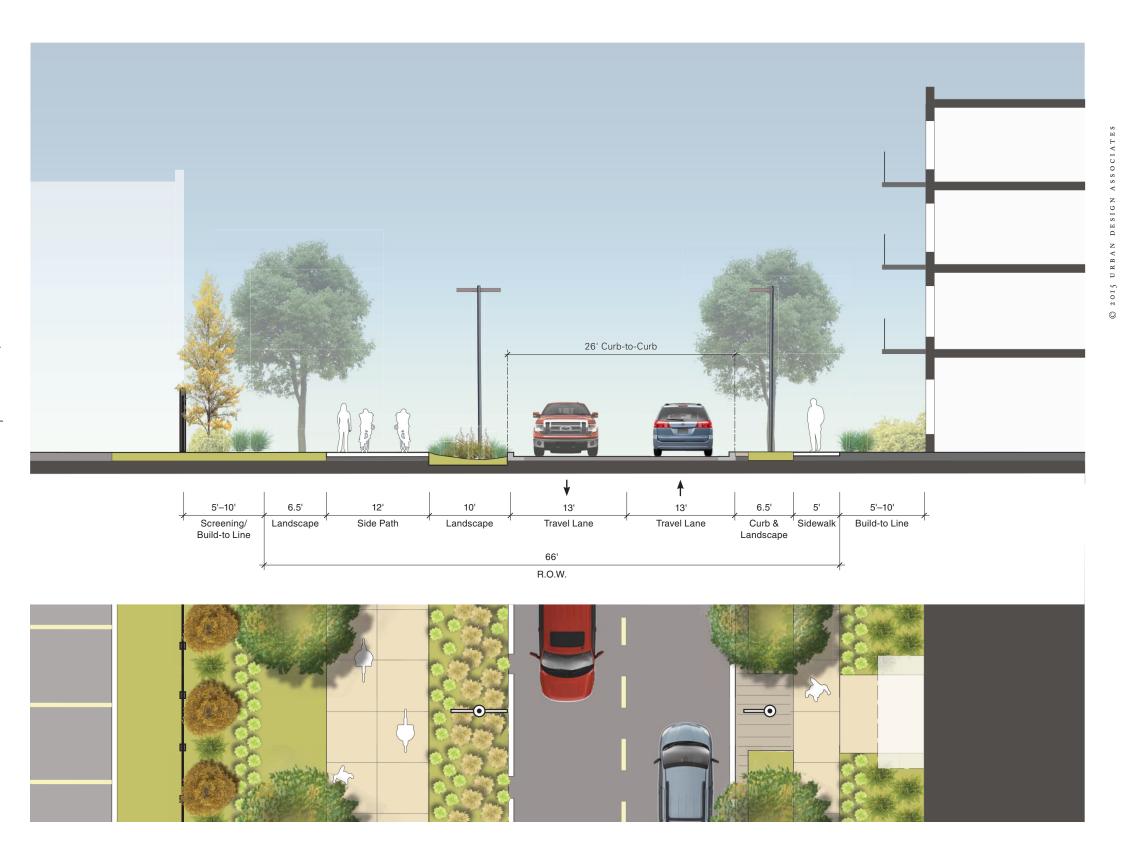
Location of proposed 1st Avenue street section



Looking west along the 1st Avenue corridor, south of Thomas Jefferson High School



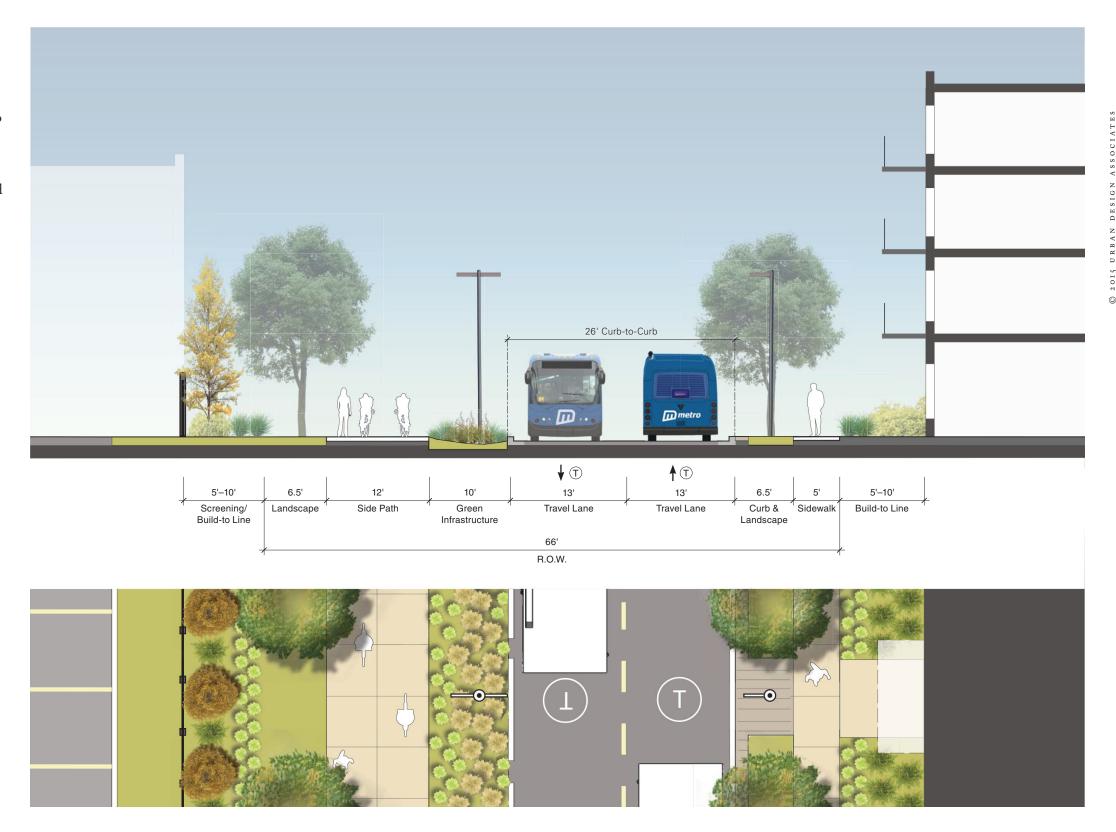
Looking west along the 1st Avenue corridor, at 34th Street



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STREET AND INFRASTRUCTURE OPPORTUNITIES

At major node intersections and station areas, street furniture, pedestrian lighting, and thoughtfully designed hardscape and land-scaping should be employed.

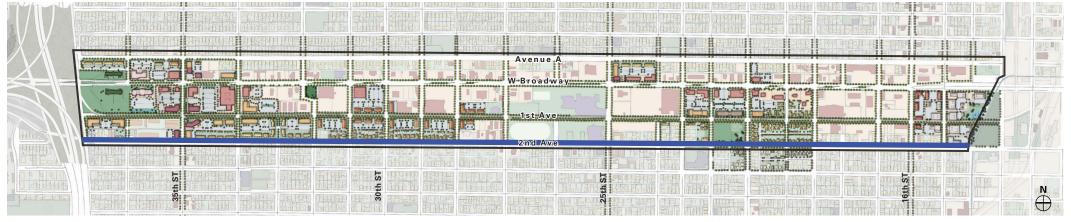


WEST BROADWAY CORRIDOR PLAN | SEPTEMBER 2015 | URBAN DESIGN ASSOCIATES

STREET AND INFRASTRUCTURE OPPORTUNITIES

2ND AVENUE

2nd Avenue is currently a two-way residential street that carries a minimal amount of traffic. The corridor plan does not change this designation but enhances the street and its function. A cycle track on the north side of the street will be constructed to provide a safe bicycle facility for advanced bicyclists and bicycle commuters riding between Downtown Council Bluffs and Downtown Omaha. The separation provided by the cycle track raises rider visibility and provides a layer of protection from automobile traffic. On-street parking will be provided on both sides of the street for use by adjacent single-family and multi-family uses. Sidewalks will also be provided on both sides of the street for a continuous pedestrian network.



Location of proposed 2nd Avenue street section



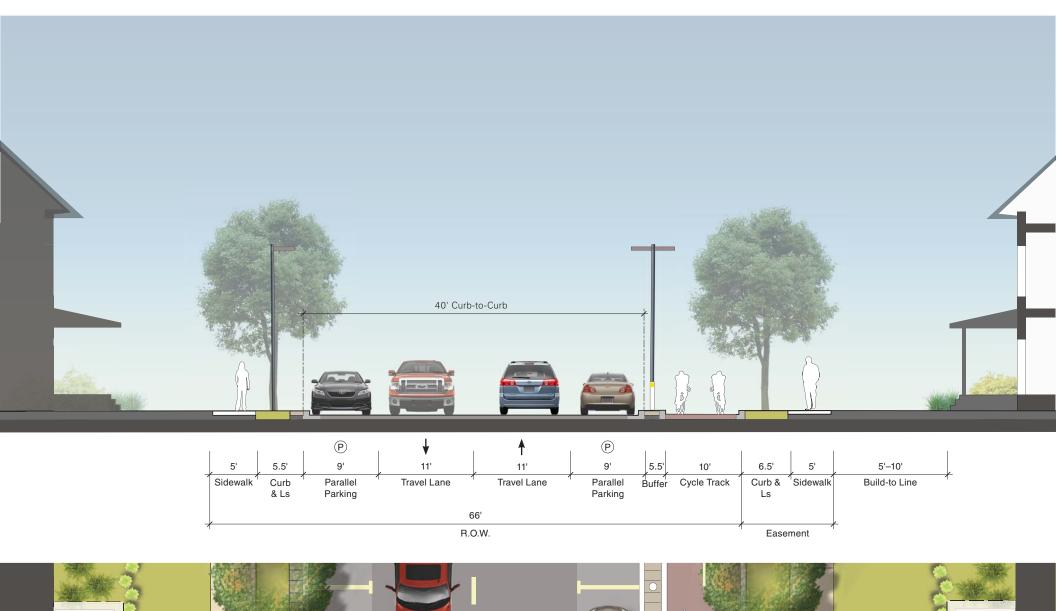
Existing conditions along 2nd Avenue, looking east from 25th Street

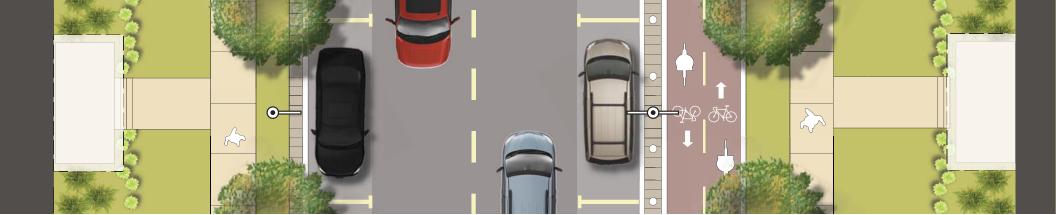


Existing conditions along 2nd Avenue, looking east from 23rd Street

2ND AVENUE (WITH CYCLE TRACK)

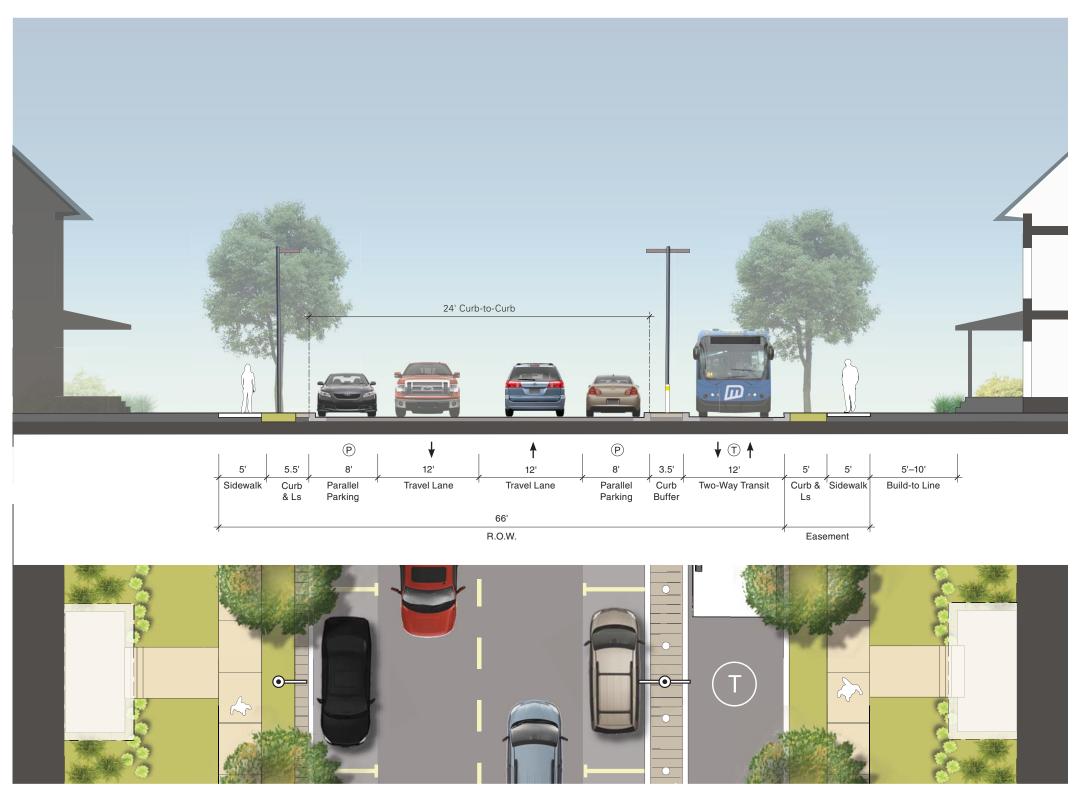
The dedicated cycle track on the north side of 2nd Avenue will provide a safe venue for advanced cyclists and commuters to travel east and west within the City of Council Bluffs and across the river into Omaha. Access easements will be necessary for sidewalks, which will be located on private property and secured with adjacent property owners as a property on the north side of 2nd Avenue is developed. 2nd Avenue will have a similar configuration to what currently exists, with one lane in each direction. The main difference is that parallel parking would be allowed in the future on both sides of the street, not just the south side, as it is today.





2ND AVENUE (WITH TRANSIT)

If BRT access through the Thomas Jefferson campus is not feasible, the transit line will need to swing from the 1st Avenue corridor south to the Second Avenue corridor. In the two block stretch between 25th Street and 27th Street, the BRT line would shift south to 2nd Avenue, where it would run in a 2-block long, bi-directional transit lane. This lane would be separated from the remainder of the 2nd Avenue corridor by an on-street buffer. To allow for emergency access along the transit lane, a portion of the adjacent parking would be replaced by a pull-off area at appropriate locations. At 25th Street and 27th Street, the BRT line would shift back to the 1st Avenue corridor. The typical section along the 1st Avenue corridor can be found on page 30.



NORTH/SOUTH STREETS

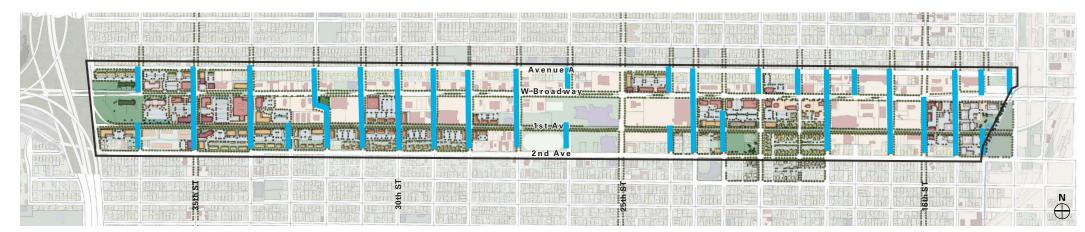
The north-south streets that cross West Broadway not only provide an opportunity to locate additional parking for the uses along the corridor, but they also provide additional space to add to the greenspace and general aesthetic character of the overall corridor.

The north-south intersecting streets fall into one of three right of way width categories:

- 1 48- to 50-foot right-of-way: Only occurs is three locations, South 20th Street, a portion of 22nd Street, and 24th Street on the north side of West Broadway.
- 2 60- to 66-foot right-of-way: A majority of the north-south streets within the corridor fall under this category. The streets have two travel lanes with some parking on the side.
- 3 75- to 80-foot right-of-way: Wider right-of-ways are found on several prominent streets like 16th, 21st, and 25th



Streets with 48- to 50-foot right-of-way



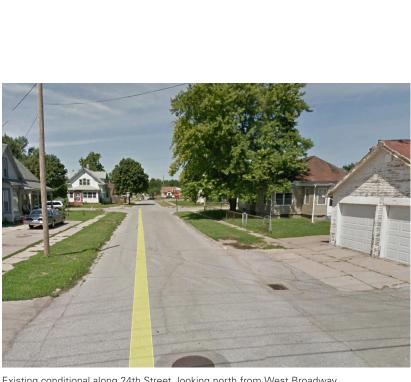
Streets with 60- to 66-foot right-of-way



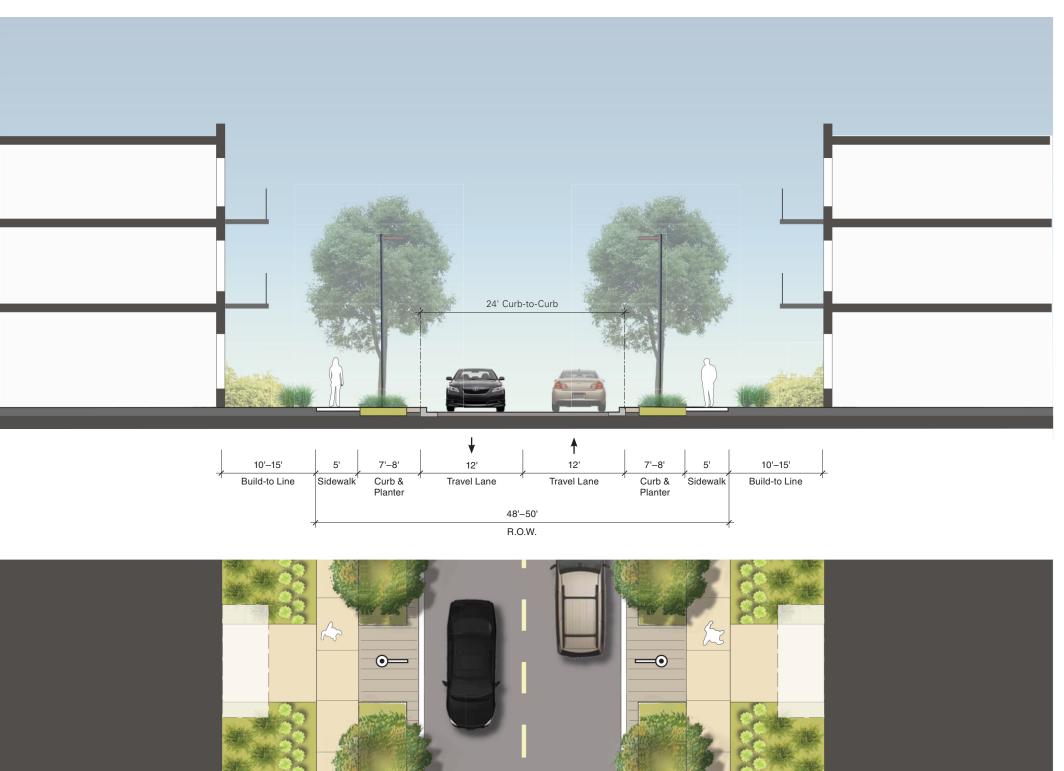
Streets with 75- to 80-foot right-of-way

NORTH/SOUTH STREETS (48'-50' R.O.W.)

On north/south streets with narrow rights-of-way, adequate space is not available for the provision of on-street parking. However; most of these streets have enough right-of-way to incorporate landscaping along the street and accommodate sidewalks for pedestrians along both sides of the streets. A key goal of the plan is to have a system of interconnected sidewalks within the study area without having gaps between segments of sidewalk.

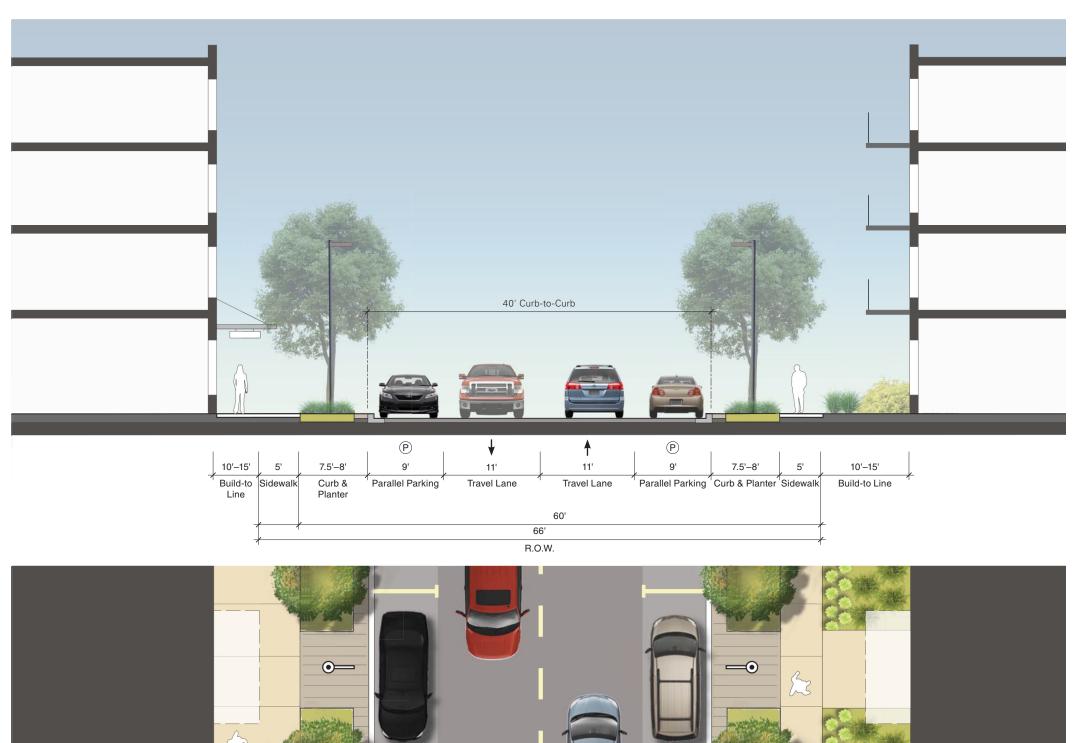


Existing conditional along 24th Street, looking north from West Broadway



NORTH/SOUTH STREETS (60'-66' R.O.W.)

A majority of the north/south cross streets have a 60- to 66-foot right-of-way, which is sufficient for parallel parking on both sides of the street. This dimension also allows space for landscaped parkway strips between the street and sidewalk. For streets with a 60-foot ROW, it will be necessary to place one of the sidewalks on an access easement. The streets with a 66-foot right-of-way contain sufficient space for both sidewalks to be included in the existing street right-of-way.





Existing conditions along 28th Street, looking north from 1st Avenue



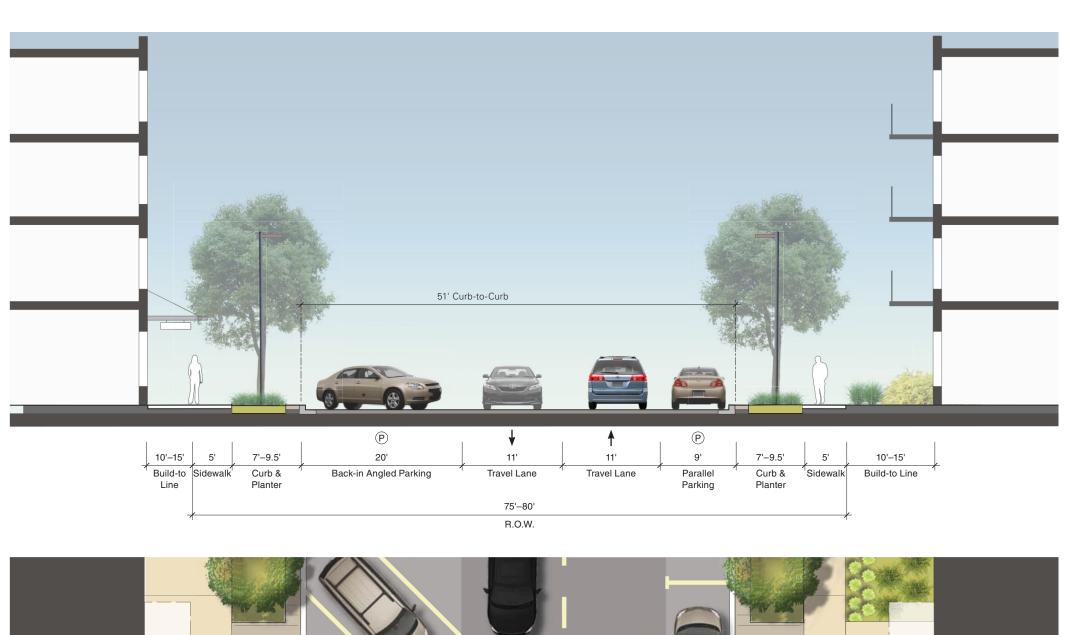
NORTH/SOUTH STREETS (75'-80' R.O.W.)

16th Street, 21st Street, and 25th Street have rights-of-way ranging from 75 feet to 80 feet in width. The width of the right-of-way for each of these cross streets allows for the introduction of back-in angled parking on one side of each street, nearly doubling the number of on-street parking spaces that can be utilized to supplement the commercial uses located along West Broadway.

This configuration allows for ample landscaped parkway strips to buffer pedestrian traffic from vehicular traffic. The desired urban condition can be created through the use of "build-to" lines and specified frontage conditions.



Existing conditions along 25th Street, looking north from West Broadway





Landscape Strategy

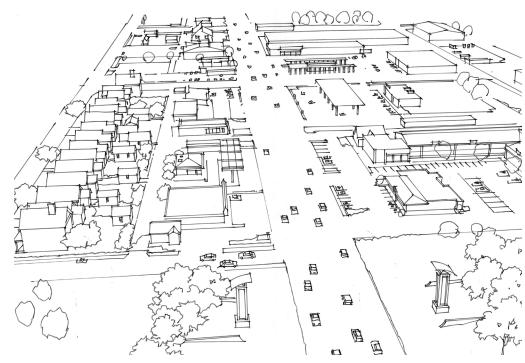
West Broadway is a busy urban arterial filled with traffic and lined with signage, parking lots, and commercial buildings. The corridor is nearly barren of trees and landscaping. The right of way of West Broadway is sufficient to accommodate driving lanes and sidewalks, leaving little room for planting along the street. Two new tree planting strategies will dramatically change the character of the street.

PLANT THE SIDE STREETS

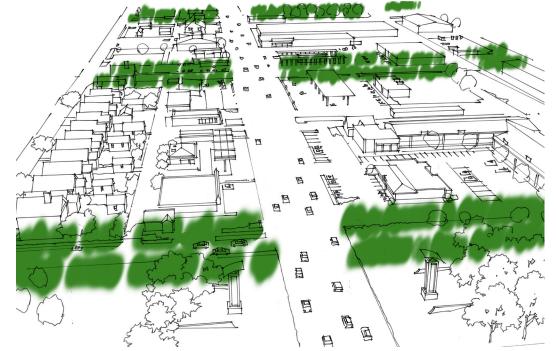
The intersecting north/south streets are typically two lane streets with generous tree lawns. Plant new street trees north and south of West Broadway on the side streets. The frequency of tree rows thus created will substantially green up the corridor. This initiative can begin immediately.

PLANT IN THE MEDIAN OF WEST BROADWAY

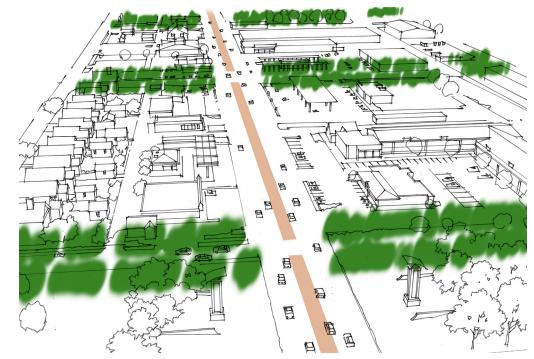
West Broadway has a continuous left turn lane. There are some locations where the lane is not needed, in those areas where turning movements are not needed, we recommend construction of elevated median planters with knee walls that protect the planting area from the street. Plant trees in the median planters. The planters will contain large soil volumes that will allow the trees to mature nicely. Enough planters can be built to create the impression of a landscaped boulevard.



Existing western gateway entrance on West Broadway



Greening of side streets



Add a median in the middle of West Broadway



Landscape strategy with redeveloped properties overlooking West Broadway

WEST BROADWAY LANDSCAPE STRATEGY

West Broadway has the great advantage of frequent intersecting streets that provide easy access to properties in the corridor. Preference should always be given to turning movements at street intersections and midblock turning movements into properties should gradually be eliminated. Some properties are located midblock and accessible only by curb cut. As West Broadway redevelops, the City of Council Bluffs should make a concerted effort to reduce the number of curb cuts by consolidating small lots into larger lots more suitable for redevelopment. Removing mid-block turning movements will create opportunities for elevated median planters. Trees and groundcover are elevated above road salt and protected from vehicles. They also provide a substantial barrier that forms points of refuge for pedestrians crossing the street. The medians will also tend to calm traffic and reduce speeding











Raised median planters along Grant Street, Pittsburgh



Potential locations for center medians

STUDY AREA BOUNDARY

LIGHTING AND STREET FURNITURE

The custom furnishings and streetscape fixtures recently installed along the street corridor have introduced a high level of quality badly needed in a commercially dominated environment. The use of these distinctive elements should be required as the corridor is rebuilt.

The final design of 1st Avenue will influence the selection of elements. If 1st Avenue contains a multipurpose trail, lighting will be an important consideration for safety and security during evening hours. The designers may wish to broaden the corridor palette by introducing bollard lighting or other techniques more suited to pedestrians and cyclists.



LIGHTED BOLLARD Lighted bollards are a wonderful addition to urban spaces, enhancing security in the evening by casting a soft glow on the pedestrian realm. Lighted bollards can be used along streets or in squares and parks.



LAMP POST AT KEY NODES Iowa West and the City of Council Bluffs has implemented a special lamp post at key nodes, such as at 25th Street near Thomas Jefferson High School. This lamp post should be used in specific nodes along West Broadway to indicate a high level of finish in development and streetscape.



LARGE-SCALE LIGHTING Currently, West Broadway is lit by highway scale lighting that is much taller than pedestrian-scale lamp posts. This type of lighting may be appropriate in places along the corridor.



PEDESTRIAN-SCALE LAMP POST At nodes that connect to transit stations or urban spaces, pedestrian-scale lamp posts should be used at cross streets and along West Broadway.



GATEWAY PILLAR lowa West has implemented beautiful pillars that mark the entrance to the West Broadway Corridor at the western edge.

PUBLIC ART

Council Bluffs is cultivating a tradition of incorporating inspiring public art throughout the city. Iowa West and the City have enhanced the West Broadway Corridor with the Broadway Viaduct and beautiful entryway structures at the western end. New development should continue this tradition. The City will work with developers to provide high-quality public spaces with public art in key locations.

Public art should be used as an opportunity to commission or involve local artists in the process and to instill a sense and pride of place. Furthermore, the art itself may be educational or demonstrative, such as the Beckoning Cistern in the photo to the right, which incorporates the stormwater management into the sculpture itself.



Broadway Viaduct by Ed Carpenter in Council Bluffs



Orion sculpture by Mark di Suvero in Ann Arbor, Michigan



Sculpture and fountain by Louise Bourgeois in Downtown Pittsburgh, Pennsylvania



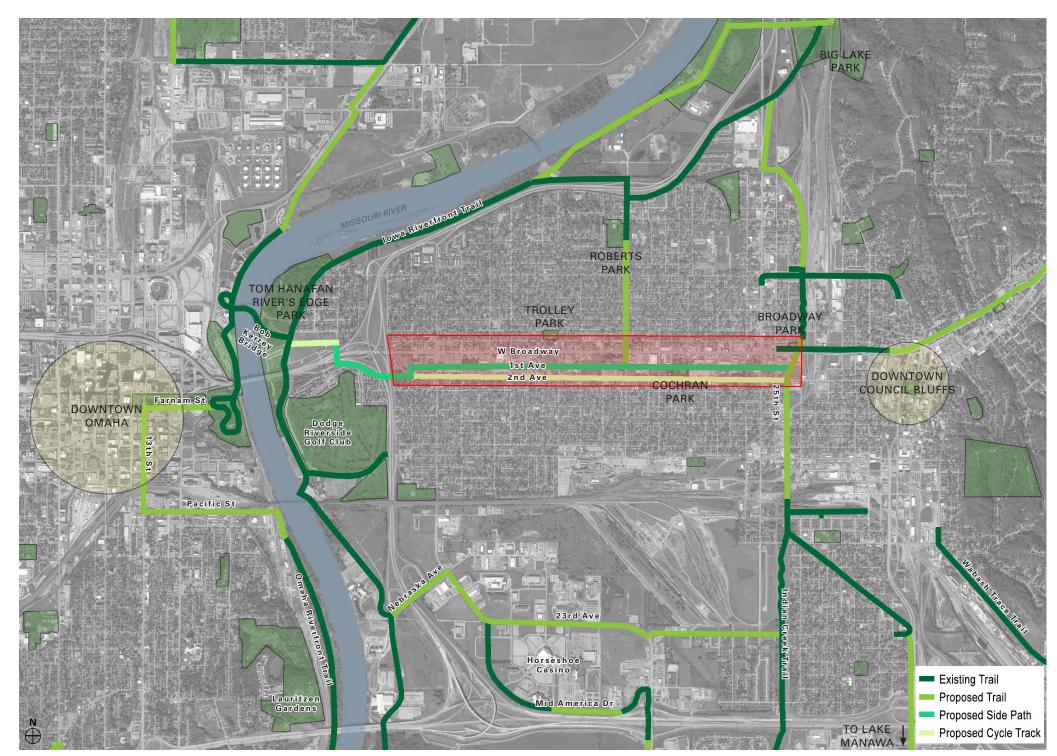
Beckoning Cistern by Buster Simpson in Seattle, Washington

Open Space and Recreation Opportunities

The open space framework developed for the West Broadway Corridor should enhance the community's liveability and provide connections between existing and proposed parks and trails within Council Bluffs. The established trail system within Council Bluffs is well-developed, and the planned extensions will create a more cohesive and interconnected trail network that can access locations on a regional scale, such as Downtown Omaha via the Bob Kerrey Pedestrian Bridge, and southwest Iowa via the Wabash Trace.

The side path along 1st Avenue will provide recreational users connectivity between adjacent neighborhoods and Downtown Council Bluffs and the Missouri River riverfront, as well as reinforce the community's healthy lifestyle. In addition, it will also provide connections to larger recreational facilities like Tom Hanafan River's Edge Park, Lake Manawa State Park, Cochran Park, and Roberts Park. The 2nd Avenue cycle track, different from the 1st Avenue side path, will provide a safe alternative to bicyclists to commute to their jobs in Downtown Council Bluffs or Downtown Omaha.

As redevelopment occurs along the corridor, development sites should provide plazas and/or neighborhood greens that will enhance the aesthetic of the neighborhood and reinforce the livability of the adjacent neighborhoods.



Regional map showing the study area, Downtown Council Bluffs, Downtown Omaha, and the open spaces and parks located in the area

REGIONAL OPEN SPACE NETWORK

The regional open space network in the Council Bluffs area is comprised of a series of trails and open spaces. One of the most visible features is the Bob Kerrey Pedestrian Bridge, which spans the Missouri River and is the longest pedestrian bridge that connects two states. It allows users to link from the Omaha riverfront near the CenturyLink Center in downtown Omaha to the Council Bluffs riverfront and Tom Hanafan River's Edge Park. Tom Hanafan River's Edge Park provides a natural welcome greenspace along the Missouri River that is in contrast to the urban plazas and hardscapes that exist on the Nebraska side of the river. The park is 80 acres in size and incorporates riparian areas, wetlands, and woodlands with a grand open space that is utilized for community events, gatherings, and festivals.

Adjacent to River's Edge Park is the Iowa Riverfront Trail, which runs along the top of the Missouri River levee. It connects to Roberts Park and Big Lake Park on the north side of Council Bluffs, and the Dodge Riverside Golf Club, Council Bluffs Recreation Complex, and Western Historic Trails Center on the south side of Council Bluffs. From the Western Historic Trails Center, the Indian Creek Trail, Lake Manawa Trail, Veterans Memorial Trail, and Wabash Trace Nature Trail are all easily accessible.



Looking west from Dodge Riverside Golf Club towards Downtown Omaha



View of the Omaha Riverfront Trail, looking north



View from Tom Hanafan River's Edge Park looking west



Plan for Tom Hanafan River's Edge Park



Bob Kerrey Pedestrian Bridge

WEST BROADWAY CORRIDOR OPEN SPACE

Within the West Broadway Corridor, there are opportunities to provide connections to the existing trail network that currently exists within Council Bluffs. Creating a dedicated cycle track on 2nd Avenue would provide a valuable east-west connection for bicyclists to connect to the Iowa Riverfront Trail on the west and the Indian Creek Trail on the east side of the West Broadway Corridor. A series of interconnected, widened sidewalks throughout the study area will safely carry pedestrians through the study area as well. Within the 1st Avenue corridor, a side path will provide pedestrians, bicyclists, joggers, and in-line skaters a safe and dedicated route to connect from east to west throughout the study area. This 12-foot wide path is two-way, and will have vegetation surrounding it that adds to the amenity value as well as separates the users from traffic.

Within the study area are several existing parks. Cochran Park, located on South 21st Street adjacent to the proposed cycle track, will be enhanced with future development surrounding it, making it a key greenspace along the route of the cycle track. Broadway Park, at 13th Street and West Broadway, is adjacent to the Mid-City Trail, which connects to the north towards Big Lake, and will eventually connect to the south and connect to the Indian Creek Trail. Broadway Park has a skate park facility as one of its main amenities, and attracting teens that are unable to drive is crucial to the success of the park. Maintaining trail connections to the park will allow for the highest utilization of the skate park facility. Trolley Park, located at Avenue A and 28th Street, is more of a neighborhood-oriented park. It also contains a skate park as one of its amenities, as well as a playground and basketball court.



Proposed development around Cochran Park



View of Cochran Park signage and artwork



View of Trolley Park skateboard facilities



View of Broadway Park looking south



View of Cochran Park looking north



View of Trolley Park looking southwest

RECOMMENDATIONS FOR THE STUDY AREA IN THE COMPREHENSIVE PLAN

- » Establish a clear delineation between commercial development and residential areas north of West Broadway along Avenue A
- » Utilize increased block depth and multi-modal access provided by the 1st Avenue improvements recommended in this Comprehensive Plan to create townhouses, multi-family housing, and mixed-use nodes around future bus rapid transit service
- » Minimize the impacts of commercial and industrial development along West Broadway on residential areas to the south by placing housing along the north side of 2nd Avenue
- » Capitalize on strategic redevelopment areas, many of which include City-owned properties, to spur new development and spin-off development that will transform the character of the corridor
- » Improve the appearance of the West Broadway Corridor through investment in the public streetscape, enhanced design standards for commercial development, and the enforcement of building and property maintenance codes

THE VISION FOR LAND USE in the West Broadway Corridor follows the policy set in the comprehensive plan, Bluffs Tomorrow 2030 and provides greater detail and testing for the specific land uses that may be appropriate. The Bluffs Tomorrow 2030 Plan says the following about the study area:

Residential

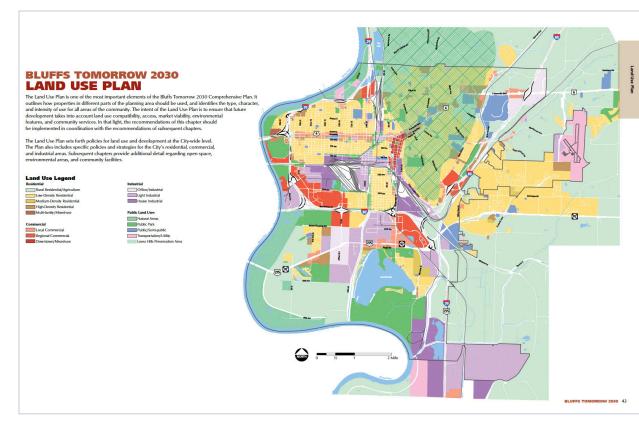
- » The residential neighborhoods north and south of the West Broadway Corridor should preserve and retain their traditional neighborhood character.
- » While neighborhoods are mostly low-density with primarily single-family houses, the areas immediately adjacent to the commercial corridor may be appropriate for medium and higher density developments.
- » Neighborhood stabilization should be important policy focus in the neighborhoods adjacent to West Broadway, including consolidating vacant lots to provide a greater range of housing options.

Commercial

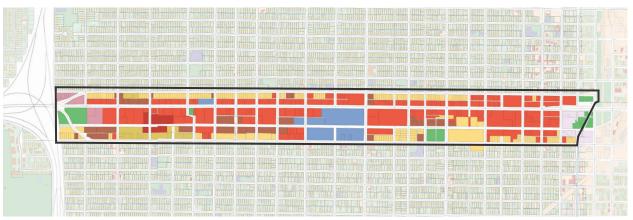
- » West Broadway is categorized as its commercial character area. The uses are mostly local serving commercial and retail.
- » The Comprehensive Plan recommends transitioning to more residential uses, in particular along the 1st Avenue and north side of the 2nd Avenue corridors.

Institutional, Industrial, and Other Uses

- » The institutional uses that are already in the West Broadway Corridor, such as Thomas Jefferson High School will remain.
- » The existing heavy industrial parcels will continue to transition to commercial, flex industrial, retail, and residential uses.



The Bluffs Tomorrow 2030 Comprehensive Plan set the large-scale policy for the land uses in the West Broadway Corridor



The West Broadway Corridor Plan builds on the policy by exploring in greater detail what uses may be most appropriate in specific locations within the corridor.



Opportunity Sites

One of the strengths of the West Broadway Corridor is the consensus that development potential exists, in particular, south of West Broadway along the 1st Avenue corridor. During the stakeholder and public engagement process, every participant indicated areas of opportunity by placing blue dots on the locations where they envisioned redevelopment occurring. The City has undertaken a substantial effort to consolidate site control on many of the former industrial sites along the former rail right-of-way. This, in combination with the ownership of the 1st Avenue right-of-way itself, is a catalyst to development.

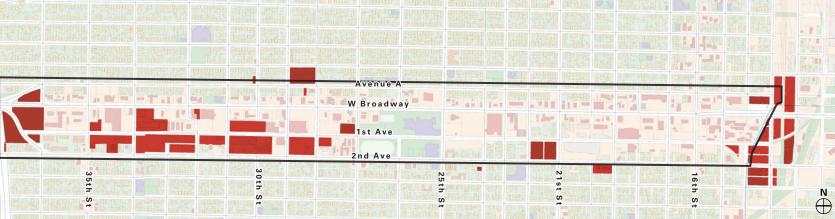






The City has been working to purchase and consolidate property, in particular along the 1st Avenue former rail right-of-way. This site control will allow the City to select and work with development teams based on the consistency with the vision.

der Input —— STUDY A



City-Owned Property

» The opportunity sites cluster into nodes where development can be concentrated in early phases.

NODAL STRATEGY

PUBLIC AND STAKEHOLDER INPUT
 The information gathering process informed where the areas of opportunity will be located.
 Many blue dots were placed

(indicating opportunity) near the western gateway to the corridor.

City-owned and/or underutilized

» Other dots were placed on

CITY-OWNED PROPERTY

parcels.

- » This concentration will help to build development and market momentum.
- » As the nodes become visibly active, it will signal to the market that the economics of the corridor have changed and later phase development should be possible with less incentives required.



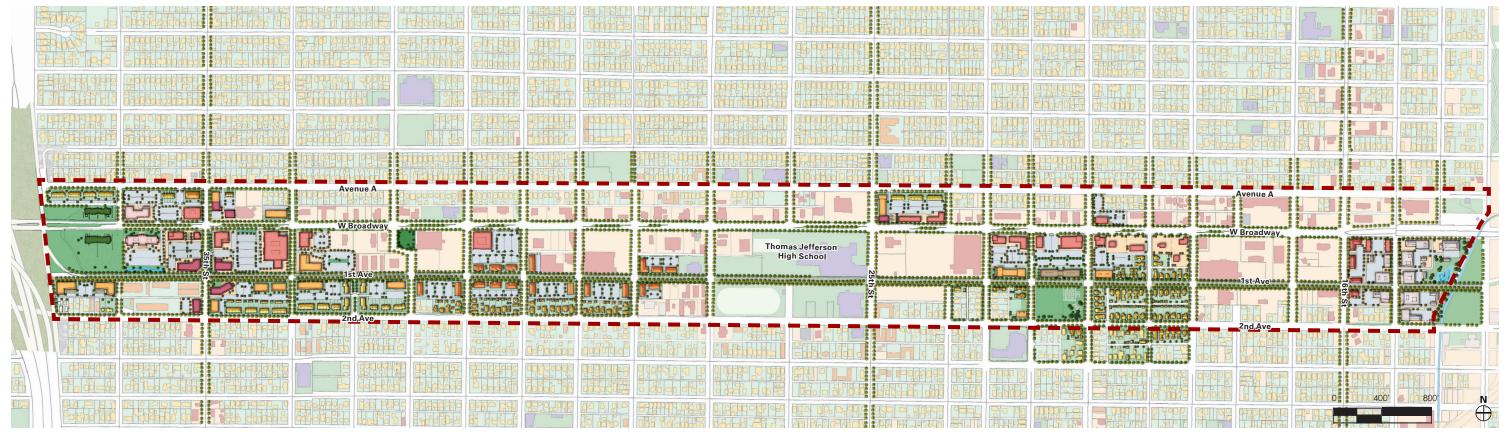
Nodal Strategy --- STUDY AREA BOUNDARY

Illustrative Master Plan

The Illustrative Master Plan demonstrates potential development patterns for the key initiative sites in the corridor. While the final development plans will depend on coordination between developers and the City, there are principles of urban redevelopment embedded in the Master Plan that should be carried throughout any proposal. These design principles are listed in the box to the right.

DESIGN PRINCIPLES

- » Front buildings onto public streets and rights-of-ways, with front doors, windows, and active uses.
- » Focus investment on the public realm in streets and urban spaces.
- » Locate parking in the interior of blocks, accessed from rear lanes or side streets.
- » Create nodes of activity at key intersections that are oriented towards pedestrian activity, such as where transit stations will be located.
- Use smaller scale residential townhouses and single-family houses to transition back to the neighborhoods to the north and south.



—— STUDY AREA

WEST BROADWAY CORRIDOR PLAN | SEPTEMBER 2015 | URBAN DESIGN ASSOCIATES LAND USE STRATEGY 48

Development Quantities

The following pages quantify the amounts of development that are feasible on each of the opportunity sites. In some cases, more development is shown in these illustrations than is market feasible in initial phases. These should be considered maximum development potentials. Phasing will be explored in greater detail in the Implementation section. The capacity of the western half of the study area appears on this page, and the eastern blocks can be found on the following page.



			DEVE	LOPMENT PRO	OGRAM				
	Block	Acres	Single-Family	Apartments	Townhouses	Commercial	Hotels	Required Parking	Parking
Western Gateway	A36	1.34			17		0	34	46
	C36	1.48		48				60	60
	A35	3.8		14	8	12,375	100	205	204
	B35	5.32		28		16,600	120	250	248
	C35	.54		8		2,000		24	24
	A34	2.14		43	3	6,500		97	98
	B34	5.33		24		69,000		209	223
	C34	4.24		60	17	4,000		132	134
	B33	4.07		52		11,000		139	166
	C33	2.83		26	24	11,500		138	143
	C32	2.53		33	22			86	108
	Subtotal	33.62		336	91	132,975	220		1,454
Thomas Jefferson	B30	3.21		54		21,000		188	162
	C30	2.64	10	54				88	92
	C31	2.64	8	34				59	72
	B29	0.43		10				13	14
	C29	2.64	7	35				58	72
	C28	2.64	8	34				59	72
	B27	1.23		24				30	30
	C27	.58		18				23	24
	A24	3.32		24	15	15,620		150	151
	Subtotal	19.34	33	287	15	36,620			689



Western Block Capacity Test

Development (Quantities ((cont.)
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DEVELOPMENT PROGRAM									
	Block	Acres	Single-Family	Apartments	Townhouses	Commercial	Hotels	Required Parking	Parking
Cochran Park	B22	2.2		26		14,940		100	142
	C22	(infill lots)	3					6	6
	B21	3.48		80		21,800		209	194
	D21	(infill lots)	2					4	4
	B20	2.6	7	27		6,000		83	90
	C20	2.76	17					34	24
	D20	(infill lots)	3					6	6
	B19	1.1	8					16	16
	C19	1.92	12					24	24
	D19	0.83	6					12	12
	Subtotal	14.89	58	133		42,740			518
Eastern Gateway	B15	3.16				41,220		138	138
	C15	2.26				15,250		63	65
	B14	5.61				39,030		131	132
	C14	4.11				29,120		98	98
	Subtotal	15.14				124,620			433
	TOTAL	82.99	91	756	106	336,955 SF	220 Keys		3,094 Spaces
		otal Residential	953						





Eastern Block Capacity Test

Redevelopment Strategy

THE VISION FOR THE West Broadway Corridor will depend on a strong infrastructure network, strategic land use policy, and high-quality vertical development forming beautiful urban space. This section will describe the redevelopment strategy for public and privately owned parcels into centers for neighborhood activity along the corridor. New mixed-use development in the corridor should achieve the following objectives:

- » Create an attractive western gateway with redevelopment of obsolete commercial property into new uses compatible with its proximity to the interstate;
- » Introduce a range of unit types including attached single-family houses and apartments to appeal to a broader market interested in an urban neighborhood environment close to downtown Omaha and Council Bluffs;
- » Develop walkable neighborhoods at higher densities around future transit stops;
- » Relocate industrial uses and strengthen the residential character around Cochran Park; and
- » Replace obsolete commercial and industrial structures with new light industrial and office buildings at the eastern gateway.
- » Combine new buildings with attractive and functional public space design in the street corridors and park spaces.



View of the gateway into the West Broadway Corridor



View down 1st Avenue corridor

Places in the Plan

The West Broadway Corridor has several areas of opportunity that act as focal points for urban transformation. The City has assembled site control on several important parcels in the western end of the corridor, ensuring ability to influence the development and bring about the community's vision. The center of the corridor at the intersection of 25th Street has seen the recent transformation with high-quality commercial development. The City can build on this momentum with a mixed-use approach to new development that is more urban and pedestrian friendly. The eastern end of the corridor is strategically located for commercial and flex industrial uses. The key places in the plan will each be described in greater detail in the following pages:

- 1 Western Gateway
- 2 Bunge Grain Elevator Site
- 3 Thomas Jefferson High School
- 4 Cochran Park
- 5 Eastern Gateway



laces in the plan



1. WESTERN GATEWAY

- » The Western Gateway helps set the character and impression as people enter Council Bluffs from the east.
- » New development in the blocks around 35th Street should be high quality and urban in character.



- » South 35th Street is an ideal location for a transit station along the 1st Street transit corridor.
- » Development around the station will include pedestrian-oriented retail and residential lofts immediately adjacent to the stop.



2. BUNGE GRAIN ELEVATOR SITE

- » The Bunge Gain Elevator site is a large site under City control, allowing transformational development to occur along the 1st Avenue corridor.
- » It is an ideal site for new residential development, including multi-family loft buildings, townhouses, and single-family houses.



3. THOMAS JEFFERSON H.S.

- » Thomas Jefferson High School is a well recognizable landmark along West Broadway. Many community members have attended or participated at the school.
- » The plan explores several solutions for routing future transit while protecting the school and recreational functions.



4. COCHRAN PARK

- » Cochran Park represents an opportunity for a community hub around an enhanced park space.
- » Parcels along West Broadway and adjacent to the park can be redeveloped with new retail, active adult cottages, and other types residential options.



5. EASTERN GATEWAY

- » The Eastern Gateway sites present stormwater management and access challenges.
- » Therefore, the Corridor plan recommended flex commercial, open space, and recreational uses.

Western Gateway

Many highly visible underdeveloped properties are located at Council Bluff's Western Gateway. A handful of commercial buildings have reached the end of their lifespan, sitting vacant or underused, damaging the appeal of the corridor. The intersection of 35th Street and West Broadway should become a focus for redevelopment. Improved access to I-480 and I-29 would enhance the market position for this intersection, including opening up an opportunity for hotels serving the downtown overflow market. Other potential uses include service retail, restaurants, and housing located on Avenue A, 1st Avenue, and 2nd Avenue. West Broadway itself can be enhanced with newly planted medians, consistent landscaped front yards for new buildings and access management. As described in the landscaping section, the side streets should be enhanced with substantial tree planting to create pedestrian-oriented nodes at the intersections.



Key Plan





DEVELOPMENT PROGRAM					
Use	Туре	Quantity			
Residential	Single-Family	-			
	Apartments	98			
	Townhouses	25			
	Subtotal	123 Units			
Commercial		28,975 SF			
Hotel		220 Rooms			

COMMERCIAL LAND	PARKING LOT
RESIDENTIAL LAND	FLEX
PUBLIC PARKS & OPEN SPACE	MIXED-USE
HOTEL	SINGLE-FAMILY RESIDENTIAL
RETAIL	MULTI-FAMILY RESIDENTIAL
	AGE-RESTRICTED



Proposed West Broadway Perspective

Western Gateway (cont.)

The 1st Avenue corridor can be designed to accommodate public transit in a variety of modes. If transit is integrated into 1st Avenue, stations will be located along the corridor in strategic locations. The intersection of South 35th Street and 1st Avenue could be one of those locations because it is surrounded by vacant land that can be redeveloped at a density suitable for transit-oriented development.

This scheme illustrates two and three story mixed use buildings forming a public square where the transit station would be located. Ground floor retail space can provide services for transit users and residents and businesses in the area.

Apartments and attached houses with surface parking are shown in the adjacent parcels. This mix of new housing created the market diversity that doesn't currently exist in the area and locates a larger number of units close to transit, on the multi-purpose trail, and close to commercial uses on West Broadway.



Key Plan





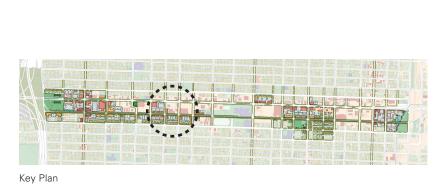
DEVELOPMENT PROGRAM	
Туре	Amount
Single-Family	_
Apartments	238
Townhouses	66
Subtotal	304 Units
Commercial	102,000 SF



1st Avenue Perspective showing the multi-purpose trail and a transit stop.

Bunge Grain Elevator Site

The grain elevator site offers another prime development opportunity for mixed-use development along the 1st Avenue corridor. This site would be ideal for a range of uses, including new retail along West Broadway, apartments along 1st Avenue and single-family houses along 2nd Avenue. Surface parking should be located mid-block and can support 2- to 4-story development. Apartments along 1st Avenue should be accessed from the north/south streets.





RETAIL

AGE-RESTRICTED MULTI-FAMILY



DEVELOPMENT PROGRAM	
Туре	Amount
Single-Family	25
Apartments	207
Townhouses	15
Subtotal	247 Units
Commercial	48,120 SF

Thomas Jefferson HS

Thomas Jefferson High School is a beautiful building located on attractive grounds in the center of the West Broadway Corridor. The student grounds extend south to 2nd Avenue with sports-related uses. For years, active rail service in the 1st Avenue right-of-way bisected the site. The school district controls the right-of-way, and they are open to the proposed trail running through the campus along the 1st Avenue alignment. If bus rapid transit from Omaha to downtown Council Bluffs is also located in the 1st Avenue corridor, two alternatives can be considered for through the campus:

- 1 Divert the transit service around the school grounds south along 2nd Avenue.
- 2 Run transit at grade through the campus and design the street space similar urban conditions in many cities.

In both alternatives, a multi-use pathway should continue down the 1st Avenue right-of-way through the campus. This will provide safe access to the campus for students and help connect to regional parks and recreational amenities.

Many university and college campuses have light rail and bus rapid transit running through very busy pedestrian areas without



Key Plan

safety conflicts. Coordination between the school and the transit provider could eliminate most or all conflicts during the school day, in particular because the hours when classes are session would be non-peak transit times. Given the importance of transit for mobility in cities in the future, the bus rapid transit could become an opportunity for integrated learning experiences for the students, as well as providing them with an equalizing and safe mode to school on a daily basis.



Alternative 1



Alternative 3



A multi-use path would run in the 1st Avenue right-of-way, providing a safe way for students to get to the school



An example of at-grade transportation near Colorado State University in Fort Collins (left) and Portland State University (middle). UCSB (right) employs a gated system to protect pedestrians.

Cochran Park

Cochran Park is one of the few existing park spaces in the study area and is partially surrounded by single-family houses. Older industrial properties are located to the east. As this corridor and the adjacent neighborhoods redevelop, industrial uses become less compatible. The rail infrastructure that served industry no longer exists and other locations in Council Bluffs are better suited for these important uses. This scheme illustrates a transformation from industrial uses to residential development with single-family housing. An age restricted development is shown on the north side of Cochran Park within easy walking distance to many commercial services.



Key Plan





DEVELOPMENT PROGRAM			
Туре	Amount		
Single-Family	58		
Apartments	133		
Townhouses	-		
Subtotal	191 Units		
Commercial	42,740 SF		



Cochran Park Perspective showing single-family and multi-family houses surrounding an upgraded park.

Eastern Gateway

Several blocks at the eastern end of the study area are currently under-utilized and unattractive. Over time, the property owners may consider redeveloping their properties into office and light industrial uses that provide more useful facilities for businesses. New parking standards and stormwater management techniques can help reduce persistent flooding in this low-lying area.

If transit is integrated into 1st Avenue, the transit may need to transition in elevation through the Eastern Gateway to cross the rail yards east of the study area, heading into Downtown Council Bluffs. If this alternative moves forward, the bridge infrastructure will influence the amount and patterns of development in this area.



Key Plan





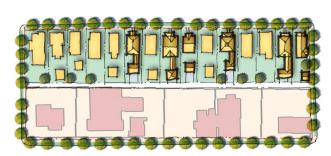
DEVELOPMENT PROGRAM				
Туре	Amount			
Single-Family	_			
Apartments	_			
Townhouses	_			
Subtotal	0 Units			
Commercial	68,150 SF			

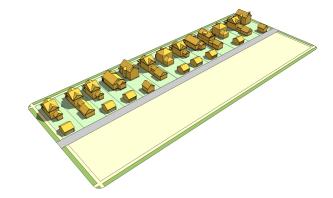
Block Typologies

The blocks on the north side of West Broadway are more narrow in depth, which has created a challenge for commercial properties. Over time, businesses have bought the lots that front onto Avenue A, creating parking lots that face the residential houses on the north side of the street. This plan recommends returning the parcels along the south side of Avenue A back to residential use, and to reinforce this as a residential street. Depending on the level of consolidation of parcels, there are four possible approaches to these blocks:

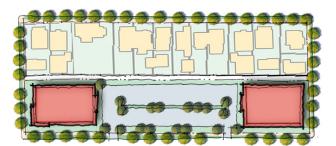
- 1 Infill Development (single lots along Avenue A)
- 2 Half-Block Development (along Avenue A)
- 3 Half-Block Development (along West Broadway)
- 4 Full-Block Development (from Avenue A to West Broadway)

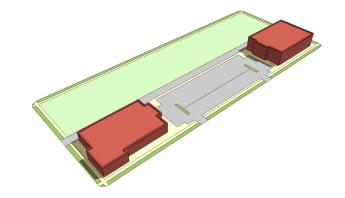
INFILL DEVELOPMENT (SINGLE LOTS ALONG AVENUE A)





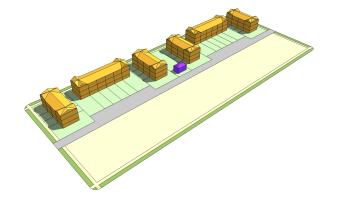
HALF-BLOCK DEVELOPMENT (ALONG WEST BROADWAY)

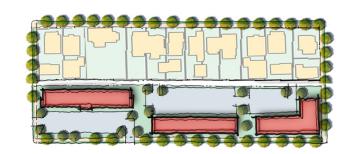


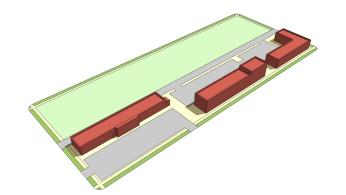


HALF-BLOCK DEVELOPMENT (ALONG AVENUE A)

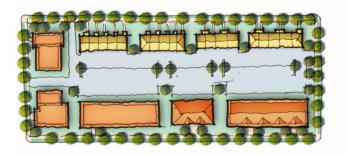


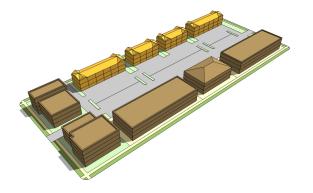






FULL-BLOCK DEVELOPMENT (AVENUE A TO WEST BROADWAY)





Off-Street Parking Typologies

In addition to on-street parking, each development will be required to provide adequate off-street parking to meet the regulations in Chapter 15.23 Off-Street Parking, Loading, and Unloading, of the Zoning Ordinance. At the point that rapid transit is present in the 1st Avenue corridor, incentives including reductions in the parking requirements may be given to developers to promote transit-oriented development.

Surface Lots

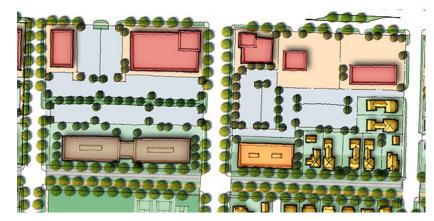
Surface lots will be the most typical off-street parking for development in this corridor. Surface parking offers easy access to shoppers and works well for low-density residential. In the future, surface parking lots should be located in the rear of blocks and accessed from secondary side streets or rear alleys.

Structured Parking

As the market evolves in the West Broadway Corridor, structured parking may become feasible for medium density residential projects.

The Corridor Standards Overlay will need to be updated to reflect the recommendations in the Plan. Greater flexibility on shared parking may be provided at the nodes in return for more urban forms. Screening will be required according to the Zoning Ordinance, especially in places where parking is visible from public streets or spaces.

ON-BLOCK SURFACE LOTS





Parking lots should be located in the centers of blocks where possible. In locations where parking will be visible from streets, it should be oriented towards minor streets and properly landscaped to maintain a pleasant pedestrian environment.

NATURALLY VENTILATED FREESTANDING GARAGES





Although the market conditions in the corridor do not support parking structures today, later phases may incorporate garages for medium density residential development. Parking structures should be located behind buildings, with easy-to-locate circulation.



Surface lots can use permeable pavers that allow for stormwater to infiltrate into the ground, decreasing runoff and flooding.



Parking for residential uses should be located behind buildings and accessed from lanes or side streets.

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WEST BROADWAY CORRIDOR PLAN | SEPTEMBER 2015 | URBAN DESIGN ASSOCIATES REDEVELOPMENT STRATEGY

Implementation

both infrastructure and mixed-use development projects. The following section will explore the strategies for implementation of these projects. While it can be tempting to think of "The Plan" as a single priority, redevelopment will more likely occur as a series of interconnected but discrete projects. Responsibility for development will be shared among some entities, land owners, and developers. The phasing of projects depends on the market strength and the infrastructure put in place in the early years of implementation.

Both the public and the private/non-profit sectors will have significant roles to play in the revitalization of the corridor. This section will outline the regulatory steps the City will need to take to put in place the appropriate incentives and guidelines. Phasing and roles of each sector help to prioritize projects that should occur in early years to build a strong basis for continued growth along West Broadway.



Zoning and Regulations

The majority of land along West Broadway is currently zoned C-2 Commercial. Additionally, there are pockets zoned I-1 Light Industrial, A-2 Parks, Estates and Agricultural, R-3 Low-Density Multi-Family Residential, and R-4 High-Density Multi-Family Residential. For the most part, these zoning districts do match the existing land uses. However, they do not represent the future vision for the corridor as a more pedestrian-friendly environment with transitoriented development.

The West Broadway Corridor is currently regulated by the Corridor Design Overlay (CDO), which coincides with the study boundary. The intent of the CDO is to ensure consistent development along West Broadway. It provides requirements for the following topics:

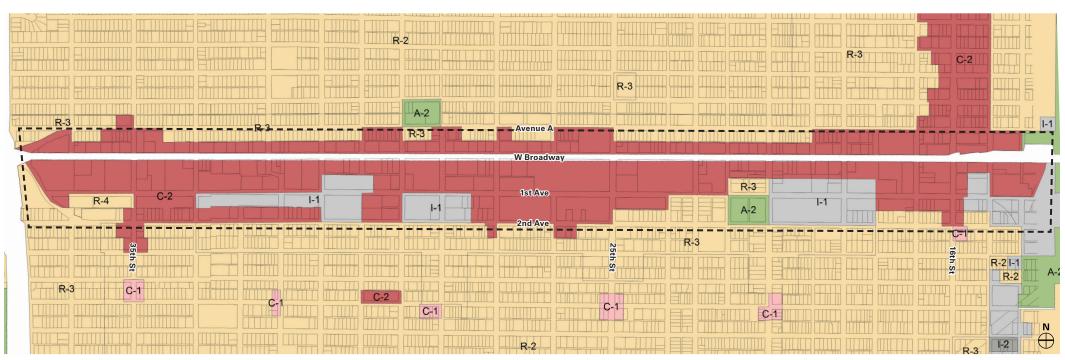
- » Limiting curb cuts
- » Requiring pedestrian access to buildings
- » Providing minimum landscaping standards on lots
- » Requiring screening and buffering for trash and service
- » Standardizing the size and types of signs in the Corridor
- » Limiting the height and materials of lighting
- » Limiting the building material palette
- » Providing screening for mechanical equipment

The establishment of the CDO enabled the creation of requirements specific to this corridor.

While the CDO requirements establish a solid baseline, many of the concepts in the West Broadway Corridor Plan will require additions and edits to the overlay. Additionally, the tools available to incentivize development in the Corridor may be enhanced. The following lists topics that may be appropriate for inclusion in the revised CDO to achieve the vision:

- » Create incentives at transit stations to allow for higher densities, reduced parking ratios, and vertical mixing of uses
- » Allow for a greater range of uses including residential and mixeduse in areas where only commercial is currently permitted

- Rezone properties south of Avenue A to residential to reflect in policy the decision to return Avenue A to a residential street
- » Rezone former industrial properties to accept a mix of uses
- » Provide form-based design guidelines for street frontages
- » Provide guidelines for appropriate massing and building elements
- » Establish guidelines for the creation of public and semi-private outdoor gathering space
- » Manage appropriate parking types and locations
- » Manage access points and limit service to alleys and rear lanes



Existing Zoning Map

Public and Private Projects

Public and private projects should be approached as coordinating elements of the same vision. Public investment in street improvements, streetscapes, and parks help to add value, enhance access, and incentivize private development. Likely, a handful of public projects will need to lead in the redevelopment process. For instance, the 1st Avenue corridor will require improvement to provide access along the corridor. Simultaneous, several City-owned parcels can be made available for development through partnerships with development teams. The following are high priority public and private projects for the early phases of corridor redevelopment.

Public Projects

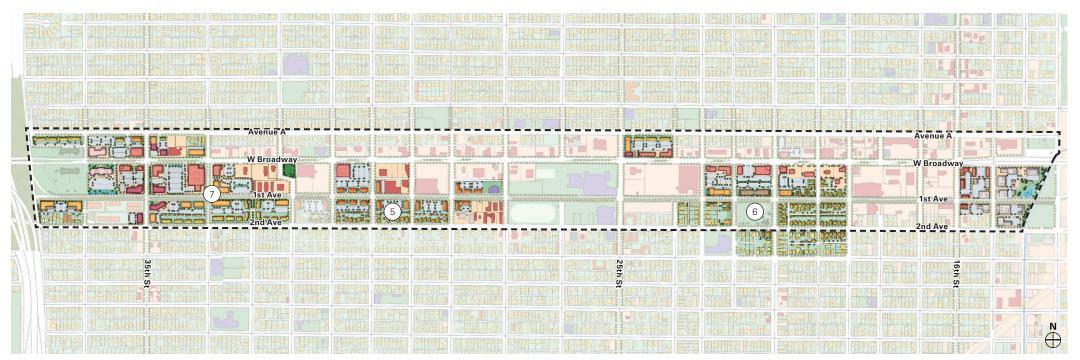
- 1 Interim improvements to the 1st Avenue corridor and transition to bus rapid transit as quickly as funding becomes available
- 2 Greening of the north/south streets at key pedestrian nodes, such as the intersection of 35th Street and West Broadway
- 3 Improved streetscaping along West Broadway, including medians in key locations such as at the western gateway
- 4 Develop a facade improvement program for West Broadway businesses

Private Projects

- 5 Mixed-use development at the intersection of 35th Street and 1st Avenue around a future transit station
- 6 Redevelopment of the former Bunge Elevator site
- 7 Development of active adult or senior housing near Cochran Park



Public Projects



Private Projects

Facade Improvement Program

The City plans to establish a program to assist private property and business owners with renovations/rehabilitation to their properties. This assistance may come in the form of grants, low-interest loans, or loan forgiveness. The goal of the program is to help existing businesses improve their curb appeal and to support the desired aesthetics for the corridor. Funding for this program would be replenished annually through TIF funding.

The program would primarily address improvements to the exterior and site. These would include façade renovations, landscaping, signage, and stormwater. Applicants would include project descriptions in the application for assistance.



Project area designated for Facade Improvement Program







Examples of businesses along West Broadway within the Facade Improvement Program area

Priority Projects

- 1 Development between West Broadway and the 1st Avenue corridor between 35th and 34th Streets
- 2 Former Bunge Grain Elevator site redevelopment
- 3 Block north of West Broadway between 25th and 24th Street
- 4 Blocks north of Cochran Park with senior housing

Later Phase Projects

- 5 Growth around the Western Gateway at 35th Street
- 6 Redevelopment of larger industrial parcels around Cochran Park for additional active adult and senior housing
- 7 Flex uses at the Eastern Gateway



PHASING PROGRAM							
Block	Single-Family	Apartments	Townhouses	Commercial	Hotels		
PRIORITY	18	256		21,000	120		
LATER PHASES	73	500	106	257,395	100		
TOTAL	91	756	106	278,485 SF	220 Keys		
Total Residential	953						