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COUNCIL BLUFFS

PLAN FOR HISTORIC PRESERVATION

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COUNCIL BLUFFS
A PLAN FOR HISTORIC PRESERVATION

Prepared by
JENNINGS, GOTTFRIED, CHEEK/PRESERVATIONISTS

October 1982

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financed by the City of Council Bluffs
and a grant to the Iowa Historic
Preservation Office from the
Department of the Interior.

PREFACE

The development and preparation of this Historic Preservation Plan was conducted by consultants JENNINGS, GOTTFRIED, CHEEK/PRESERVATIONISTS for the Heritage Preservation Commission of the City of Council Bluffs. Preservation planning was begun in December 1981 and consisted of two components--the development of a Settlement History for Council Bluffs and a Historic Preservation Survey conducted by citizens of Council Bluffs and supervised by the consultants. These components of the preservation program and an explanation of the research methods are recorded in a separate document, Council Bluffs--A Settlement History and Survey Findings.

The Historic Preservation Survey results became the comprehensive inventory whereby evaluations of buildings, sites, structures, objects, and districts were measured by the consultants in terms of their architectural, historical, or cultural significance and their historical and present context in Council Bluffs. This technical document summarizes the results of the comprehensive inventory by district categories, evaluates the inventory, outlines policies and goals for achieving a preservation program in Council Bluffs, recommends methods of accomplishing the objectives, and suggests roles for public agencies and private organizations for the achievement of the goals and objectives.

This Preservation Plan is a report to the community of Council Bluffs. It outlines a four year comprehensive preservation program for the City, and as such, will act as the primary communicator of preservation advocacy. It is the consultants' hope that the Preservation Plan generates discussion of the advantages and impacts, acts as a source of information of the possibilities, and stimulates interest in the economic and cultural potentials of a historic preservation program.

Jan Jennings
Herbert Gottfried
October 1982

decision making process. Federal laws require that agencies thoroughly consider environmental factors in the planning stage of their projects. While two of these review processes, the National Environmental Policy Act and the A-95 process, have been frequently used, Section 106 of the National Historic Preservation Act has been the most widely and successfully employed legal tool.

Under this authority, federal agencies must afford the Advisory Council on Historic Preservation opportunity to comment upon federal, federally-assisted, and federally-licensed undertakings that affect properties included in or eligible for the National Register of Historic Places. The Section 106 process has been extremely effective in mitigating the impact of federal projects such as highways, urban renewal, and public works upon historic properties and neighborhoods.

Historic District Ordinances

The historic district ordinance establishes the overall preservation framework for the community. It creates a landmark or historic district commission, prescribes its membership, manner of selection, functions, and operating procedures. The ordinance establishes a designation process for individual properties and for historic districts.

Formal establishment of a historic district outlines district boundaries, land use, development standards, preservation criteria, and maintenance standards in order to regulate demolition, alteration, and construction of new buildings within the districts. The local historic district commission issues "certificates of appropriateness" for construction. No physical development or substantive alterations within the district can proceed without review. Powers of these individual boards vary but they are able to prohibit changes. There are over 700 communities empowered to create historic districts.

Council Bluffs' Historic Preservation Ordinance, adopted in 1980, created a Heritage Preservation Commission of seven appointed members who serve without compensation. Its powers include the preparation of a preservation plan for each historic district and states a list of design guidelines to be considered. The ordinance also establishes a relationship to zoning; the regulations of the historic district will supercede the regulations of a zoning district in the event of conflict between the two.

HISTORIC PRESERVATION AND PLANNING STRATEGIES

Preservation strategies ranging from legal mechanisms to funding devices are effective in meeting neighborhood needs. Easements, revolving funds, and historic district ordinances can be used by ordinary citizens who operate on their own initiative at the local level. These preservation strategies have become an integral part of a broader urban conservation policy, one which views buildings in a larger context of social and economic life. While the value of historic preservation techniques has been proved in many cities, they fail to achieve their full potential without adequate information coupled with a community preservation program to achieve overall preservation goals. The strategies available can be classified into two types--legal and financial. A number of these is briefly described in this chapter.

LEGAL AND GOVERNMENTAL MECHANISMS

Historic Registration: National Register of Historic Places

The National Register of Historic Places is the United States' official list of properties worthy of preservation for their historical, architectural, or archeological value. The National Register is maintained by the National Park Service, United States Department of the Interior. The Historic Preservation Act of 1966, as amended, provides that undertakings executed, licensed or financially assisted by the federal government and adversely affecting properties on the National Register cannot be carried out except after review at the national level. This requirement provides some protection for National Register properties but still allows the private owner with private (non-federal) monies to control his property. The prestige of listing may add to property value and reinforce preservation efforts. Individual landmarks and historic districts may both be listed on the National Register. Register programs are implemented on the state level by the Iowa State Division of Historic Preservation.

Federal Environmental Review

Preservationists have been effective in using federal environmental impact laws to protect historic resources and to introduce local citizen input into the government's

city. The encyclopedia then becomes a living testament to the power of people to affect the mundane, to the power of dreams and compromises to co-exist over time. In one neighborhood the mansion house suggests the big money gambles and successes that some Iowans wrung out of the city's sporadic economic development. In another area, often not far from the mansions, a row of cottages is no less significant in its ability to reflect the dreams of a new life in a new state, where workers and clerks became the foundations for the financier's speculation.

Each resource, no matter its size or shape, becomes a landmark, perhaps a placemark, where residents and visitors alike can note the presence of time. The linked placemarks, says design critic Gordon Cullen, create a silent language that works against the unemotional but awesome power of the grid of plats and streets that constitute any city. To use the language we must be willing to continue to examine our resources, to agree to the value, to use them to mutual advantage, and to carry on conservation. The process must be ongoing. Yesterday's speculation may in fact be tomorrow's cultural resource. The more we overlay the heritage on our current activities the richer we become.

from the single dwelling, to the neighborhood, to the section, and ultimately to the city at large and the city's place in the history of the state.

Not all ties to the past are worth maintaining, but those that seem the richest to us now, those that serve us as a living past rather than a dead one, these are worth conserving. Buildings have the unique capacity to live out their lives through several of our lifetimes or at least through several phases of our family life. Buildings can be adapted to meet a range of needs, so that various kinds of attitudes toward living, toward society, toward enterprise, toward methods of building and uses of materials, all this can be suggested by the appearance and use of a building, be it a house, a store, a warehouse or a business tower.

Not all buildings are worth preserving and/or conserving. We can take a number of postures in relation to the built environment. We can conserve energy by not using energy to make new construction materials, we can decide that the styles of buildings are worth noting, or that a building's role in the life of a city may take on special meaning, or that the occupants of buildings are important or that the events associated with buildings are significant. Whatever posture we adopt, even it requires several postures, we need many kinds of buildings and groups of buildings to reflect accurately the history of any city. If we look at a map of Council Bluffs and assume that conservation can be carried out across the board from one corner to the next, then we also assume that we can maintain a sense of historical continuity at various levels of society and government. It also means that the city's resources can be integrated to fashion a fabric strong enough to serve as an underpinning for the drama of everyday life.

Lastly, the conservation of a whole range of styles, objects, and structures creates a cultural resource encyclopedia that serves as a reference tool for everyone. The encyclopedia contains most of the variations on basic themes that have been played out during the city's life. For example, most of Council Bluffs' buildings share common materials. The dimensioned lumber, hardware, wall and floor finishes have much in common, but no reference book would be complete if we only listed the kinds of materials used. We would overlook the great variety with which these materials were utilized. We would miss the ingenuity of designers and owner-builders alike. We would not capture the spirit of free enterprise that underlies every neighborhood in all sections of the

Association Survey showed that 81 percent of their members named sightseeing as a major recreational activity. They come singly or in groups for celebrations, markets, sales, tours, and other special events springing from preservation projects. Obviously, these visitors boost the local economy by spending money in local restaurants, shops, lodging establishments, and cultural enterprise.

Because of increased publicity from tourism, a positive town attitude, and strengthened aesthetics, many communities find that preservation programs can also be credited with making their towns more appealing to new industry. Through the rehabilitation effort the community also adds increased employment and added investment in older areas. As property values and land values rise, property taxes increase. With additional revenues, city governments can better support public services to the area. Studies have shown that the costs of public improvements spent to revitalize historic districts are more than offset by the increase in tax revenues.

The cultural benefits center upon the city government, and by implication the public at large, and the residents mutually agreeing as to the cultural value of a specific building or an entire area. For example, the Elks Hall building in the Central Business District may be of value culturally in that section of downtown, whereas the East Central Business District area may be significant because of its relationship to the city at large.

Such agreements put the resources into a context that can be clearly defined. The context is often historical. That is, we say publicly that this building or that group of buildings has a special place in the life of this city as viewed over time. This kind of public recognition allows for current events to be played out in the presence of history rather than as isolated events.

The neighborhood that practices preservation and conservation usually generates a different image. It looks at itself differently, and the perception of everyday reality takes on larger meaning. The evolution of culture is an ongoing process and if a neighborhood can understand its participation in the development of that culture, then life in Council Bluffs becomes something more broadly defined. Life is less local. With an expanded viewpoint, it is possible for the homeowner and the businessman to get a different sense of scale. One's sphere of influence expands

HISTORIC PRESERVATION PHILOSOPHIES AND BENEFITS

Preservation and conservation are linked in many ways, and often they share related goals and related methods of attaining goals. Preservation, in general, focuses on the maintenance of a structure or group of structures in the same physical condition as they are "discovered", that is, identified as significant cultural resources. Thus the act of preserving means sustaining the existing form, the integrity, and the materials of a building, including the form of the site and the landscaping.

Conservation goes one more step. It implies some kind of intervention in order to protect or to nurture the cultural resource. In the conservation of a building we might stabilize the structure or improve on the foundation. In a neighborhood, conservation can be a strategy that protects the existing neighborhood against the encroachment of blight or commercial development. Conservation also usually means the improvement of the area's amenities, say better lighting or the development of a park. Conservation may also mean the organization of the residents and the enforcement of codes.

The benefits of preservation and conservation are economic, social, cultural, aesthetic, and historical. Economic benefits are obvious in that property values remain constant or increase when structures are maintained or improved. This is especially true when there appears to be a conservation ethic at work throughout an area. In city after city, the designation of a property, and to a greater extent, an historic district, as a landmark defines the future of the property. The immediate effect is stabilization. As the quality of the area improves, property values begin to rise, and long-term investment becomes more attractive.

One of the most prominent aspects of conservation activity is the rehabilitation of historic properties and whole areas. Rehabilitation is energy conservative, less expensive than new construction, and labor intensive. Because some older buildings were built with energy conservation as a primary consideration, they may cost less to heat and cool than contemporary buildings.

Active preservation programs also strengthen the local economy by wooing tourists, attracting new industries, increasing employment, stimulating investment, and adding tax revenues. Tourists' visits to historic sites, museums, and districts are increasing each year. An American Automobile

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Easements

An easement is a limited ownership right in a piece of real property, granted by the owner to a public body either to restrict use or to require a specific type of use. The owner retains possession but foregoes the right to certain kinds of development of the property. Easements are voluntarily created by the owner and the public body and are generally acquired from the owner by cash purchase or donation. The result is a direct cash benefit or a tax deduction for the donation. The value of a donation to a non-profit, tax-exempt organization may be deducted from taxable income in accord with the Internal Revenue Service regulations. The easement is granted in perpetuity and accompanies the title to the land through successive ownerships.

A Facade Easement protects external features of significant buildings and usually prohibits the owner from altering the exterior appearance of a building without approval of a specified authority. Scenic Easements preserve the immediate environment of historic properties or secures open spaces and scenic vistas that enhance a historical site.

There are many benefits. The property remains in productive private use, the public body continues to collect revenues on the portion retained by the owner, and responsibility for maintenance rests with the owner. In neighborhoods, easements control development and guarantee maintenance of the building exterior. Sale of an easement can generate needed cash for owners who are unable or unwilling to fix up their property.

Although the pioneering easement effort was in Annapolis, Maryland, many cities have used easement programs successfully. The Facade Easement Program for historic structures in the Dallas Central Business District establishes the City as the eligible recipient of charitable donations and designates the Director of the Department of Urban Planning as the program's administrator. The Council Bluffs' Historic Preservation Ordinance gives the Heritage Preservation Commission the power to acquire landmarks (with Council approval) through purchase, donation, or condemnation.

Restrictive Covenants (Deed Restrictions)

A covenant is a legal restriction on the use of a property and not a right of ownership. Restrictive covenants forming part of a deed transferring the land, may bind owners and their successors to particular practices with regard to their property. Frequently such covenants have a time limit, such as 99 years. Typically, covenants used in historic preservation stipulate that no alteration to an exterior may be made without the consent of a designated body, that the body may sue the owner if he violates the agreement, and that the body has first option to purchase the property for a period if it is to be sold.

This strategy is particularly useful when an individual or group is purchasing and rehabilitating numerous old buildings in one area; then effective covenants can become conditions of the resale of the properties. Extensive use of this device has been made in Savannah's historic district and in the Strand in Galveston. They may also be used to protect potential National Register buildings or districts from demolition.

Code Enforcement and Rehabilitation Code

Restrictive requirements of local ordinances and codes, especially building codes, can be a serious impediment to preservation and rehabilitation. Rehabilitation projects are often slowed down or abandoned because of unnecessarily strict code requirements designed for new construction. However, some cities and states have modified their codes in order to make rehabilitation projects more financially attractive.

National building codes such as the Southern Building Code Congress International and the Building Officials and Code Administrators International (BOCA) have a provision making historic landmarks eligible for waiver of certain code standards at the discretion of the building inspector. Indianapolis, Baltimore, Oregon, and Virginia have adopted clauses from these model codes.

In addition to historic property exceptions, some places are in the process of developing rehabilitation codes. The goal of the Massachusetts Rehabilitation Project was to develop a state-wide code that responds to adaptive use and rehabilitation of older buildings. It eliminated restrictive

and costly restraints on building rehabilitations that do not have a sound technical basis. This document has suggested the possibility of a national rehabilitation code.

Property Maintenance Ordinance

Property maintenance, deterioration and blight are frequent problems that have been addressed through a property maintenance ordinance. An anti-neglect ordinance in New Orleans prevents the owner of a historic property from allowing it to deteriorate. Seattle has a minimum maintenance ordinance that requires owners to bring properties up to current code requirements. In Seattle the Department of Buildings inspects structures and notifies property owners, through the historic preservation board, to fix up their buildings. The preservation board has the power to order the city to do the repair work and bill the owner, but in actual practice, the ordinance has been flexibly applied to avoid putting pressure on low-income tenants and owners.

The Council Bluffs' Historic Preservation Ordinance is similar to Seattle's. It stipulates the procedures for maintenance or the lack of maintenance through a notification process. If the owner will not comply, the commission (after a public hearing), may order the work to be done at the owner's expense.

Transferable Development Rights

The development rights transfer technique is used primarily to protect privately owned landmark buildings located on prime downtown sites in an urban area. It was outlined by John J. Costonis in Space Adrift: Landmark Preservation and the Marketplace. His "Chicago Plan" involves government purchase of a landmark's unused development potential and subsequent sale, in the form of "development rights," to a developer who can then make his new building larger and more profitable than zoning regulations normally allow. The transfer of development rights, carried out under strict urban design controls, shifts preservation costs from the city landmark owner to the downtown development process itself.

The dilemmas of protecting landmark structures are brought about by zoning which permits high intensity development

accompanied by high land values, high tax and maintenance costs, and speculation. The transfer concept is one of the major strategies recently developed to provide an incentive for the preservation of landmarks threatened by redevelopment in the form of high-rise offices or apartment buildings. The transfer of development rights provides an equitable and economic alternative to these market forces.

Down-Zoning and Use-Exception Zoning

Over zoning has been a major contributing factor in the deterioration of older residential and commercial areas in cities. When a significant building sits on land that is zoned for a higher use, the historic structure must pay the taxes that the higher use demands. If the zoning can be lowered, or down-zoned, to a use commanding a lower tax rate, the tax burden and the pressure to develop the property for a higher use can be reduced.

Sometimes a zoning ordinance that was originally designed to protect the residential character of an area becomes repressive and unrealistic. For example, economic changes have made it impossible for many large mansions in Denver's Capitol Hill neighborhood to be preserved as single-family houses. In 1973, the Denver zoning ordinance was amended to permit certain adaptive uses in residentially-zoned landmarks. The use-exception ordinance specifies occupancy limits, sign restrictions, and parking requirements.

Design Guidelines

Many cities have adopted design guidelines to assure the quality of exterior alterations, to guide orderly change, to promote visual order, and to define relationships between new construction and older existing buildings. Guidelines may be developed for voluntary use or adopted by city government as ordinances. They often include commercial sign standards, public sector improvements, and architectural or aesthetic standards.

The best guidelines are those that are general; they should not dictate every design detail but should enforce the characteristics of relatedness that the majority of buildings share. The criteria used by the Dallas Swiss Avenue Historic District's Ordinance provide an excellent guide for aesthetic qualities. The Council Bluffs Historic Preservation

Ordinance gives a list of guidelines to be considered when each historic district's plan is prepared.

FINANCIAL TECHNIQUES

Revolving Funds

Revolving funds, which may be private or public (for example, Community Development Block Grant monies), begin with a sum of money raised in whatever manner may be feasible. This money is then invested in projects which are expected to repay the investment and perhaps make a profit. Usually the proceeds come from rentals, sales, and interest. After the initial funding commitment, the pool becomes relatively self-sustaining.

Revolving funds are generally administered by a tax-exempt nonprofit organization to buy, renovate, and sell buildings; to provide loan guarantees for prospective owners and developers; to fund public maintenance of privately-owned property when owners fail to make required repairs; to purchase options on threatened properties to provide time to attract a willing buyer, and to fund publications.

The revolving fund is adaptable for numerous aspects of a community preservation program including neighborhood conservation. Recent rulings by the Internal Revenue Service have confirmed their tax-exempt status. The Pittsburgh History and Landmarks Foundation purchases buildings, rehabilitates the exterior and/or interior, and then rents the buildings. Their program provides housing at a variety of rental rates, some subsidized, in an effort to maintain a stable mixed-income population.

Federal Tax Advantages

Recently federal tax laws have had a great impact on renovation redevelopment, particularly in the case of commercial properties. The Economic Recovery Tax Act of 1981 repealed the existing preservation tax incentives (Tax Reform Act of 1976) and replaced them with a 25 percent investment tax credit. In August 1982 a senate-initiated bill (H.R. 4961) reduced the value of the tax credit by one-half, or 12.5 percent over 15 years. In addition, it replaced the traditional system of depreciating real property over its useful life with an accelerated cost recovery system allowing

investments to be recovered in 15 years. The act, designed to encourage capital investment in historic buildings and to spur reinvestment of historic neighborhoods, is administered jointly by the National Park Service and the Internal Revenue Service.

Buildings which qualify are: buildings listed individually in the National Register of Historic Places and buildings located in Registered Historic Districts if they are certified as contributing to the significance of the district. Registered Historic Districts include: National Register historic districts and state or locally designated districts if the ordinance authoring or creating the district as well as the district itself is certified.

The existing certification process administered by the National Park Service will be used to identify eligible buildings and qualify their rehabilitations. To qualify for the investment tax credit, the building must be substantially rehabilitated. This means the rehabilitation costs must equal the greater of \$5000 or the adjusted basis of the building (actual cost minus any depreciation already taken). The monetary test to qualify for the tax credit must be met within a 2 year period or, for phased projects where architectural plans and specifications are completed before the rehabilitation begins, over a 5 year period.

The owner of a building in a historic district must have his rehabilitation work reviewed by the National Park Service to qualify for the 25% (now 12½%) credit. If the building is determined not to contribute to the historic district, the owner may be eligible for lesser tax credits.

Lessees with a lease term of 15 years or greater can qualify for the investment tax credit. The owners of buildings leased to tax exempt organizations and government entities are eligible for the investment tax credit. This provision was made retroactive to July 30, 1980.

The law also includes a 15% investment tax credit for buildings 30 years and older and a 20% investment tax credit for buildings 40 years and older. These credits apply only to commercial and industrial buildings and not to residential rental buildings. To qualify for these lesser credits, review by the National Park Service (NPS) is required only when the buildings are within Registered Historic Districts or are individually listed in the National Register.

The new investment tax credit is available for projects which begin January 1, 1982 and after. The provision was enacted with no expiration date. The 15 year accelerated cost recovery period is available for buildings placed in service January 1, 1981 or after. If the investment tax credit is elected, projects are limited to straight line depreciation over the 15 year period.

Local Tax Incentives

Many of the following local tax techniques require state enabling legislation for implementation but they represent an excellent array of strategies to encourage private sector involvement in a community preservation program.

Tax exemptions require state enabling legislation to allow municipalities to totally or partially exempt historic properties from real property taxes. An Alaska statute allows towns to totally or partially exempt residential property from real property taxes, but exemption may not exceed \$10,000 for any one residence. A pending Dallas ordinance provides a temporary tax exemption for historically designated structures within the Central Business District Historic District, freezing property at the current level for a period of eight years after completion of rehabilitation. The level of assessment for the ninth year following rehabilitation would be based on reappraisal of both the property and its improvements, and the property would then return to the tax rolls at its full value.

Tax abatements are deductions from the full amount of a tax. Some states have permitted abatement of real property taxes on designated historic properties when the tax level becomes too burdensome to owners. Connecticut authorizes municipalities to abate, in whole or in part, real property taxes on landmarks if "the current level of taxation is a material factor which threatens the continued existence of the structure."

Circuit breaker provisions are related to tax abatements. They place limits on tax liability available in neighborhoods where assessments and sales prices are increasing at a rate beyond the city average. Property owners qualify if they can demonstrate that their taxes exceed a fixed percentage of their income, usually 25 percent, and that without a tax limit, they would be forced to sell their properties.

Assessment freezes reward property owners who rehabilitate their properties. The assessment freeze is often used in neighborhoods where homeowners who have rehabilitated their home find that a substantial property tax increase threatens their ability to maintain ownership. The Oregon law allows an owner of a National Register structure the option of a 15 year property tax freeze. This allows an owner to carry out extensive rehabilitation without having assessments raised in proportion to the value of improvements. In return, the owner agrees to maintain his property according to the standards of the State Historic Preservation Office.

Reduction of assessment is an expansion of the assessment freeze strategy. In North Carolina historically designated properties are taxed on the basis of 50 percent of the property's value. The owner must make application every year. Demolition or incompatible alterations disqualify the property, and the owner must pay back all taxes saved for the prior three years plus interest. This method has also been used to entice owners to meet certain conditions such as granting easements or placing restrictive covenants on his property.

An "assessment based on actual use" allows owners of eligible properties to a property assessment based upon current use, rather than on its "highest and best" use. A designated historic property in the District of Columbia is assessed at its current value if that value is lower than its fair market value. The owner signs a 20 year covenant guaranteeing the property's maintenance and preservation.

Tax credits are offered in some states for landmarks structures or those located in historic districts. In Maryland up to 10 percent of any rehabilitation expense or up to 5 percent of any new construction (if it is compatible with the district) qualifies for a tax credit.

Tax increment financing is a method of paying for the public improvements that are usually required to spur private investment in an historic district. Improvements such as streets, sidewalks, landscaping, and lighting are paid for by the increase of taxes generated by the private development. After the area is designated, the taxes are frozen at their current level. Public improvements are provided through municipal bonds or general funds. As private development increases, the tax revenues also increase. The difference in taxes prior to development and those realized after development are used to pay the debt incurred for the

improvements. After the debt is paid, the full tax revenues reverts to the general revenue of the taxing agency.

Direct Acquisition for Public Use

It is almost always best for a historic property to be maintained in productive private use, but when such use is not possible, a final public option is direct acquisition, by purchase or by eminent domain. Decisions on public acquisition must be based not only on the architectural and historical merit of the structure but also on the potential for productive use by public agencies. Such acquisition should be considered when a significant structure is available in an appropriate location for the performance of a public function or when this is the last chance to save a really outstanding building. Public functions suitable for historic structures are: a branch library, office space for city agencies, art school, local art museum and rental gallery, neighborhood center for city services, information or tourist center, or museum.

Government Leasing

A community preservation program enacted as part of the city's overall development plan can benefit from a commitment on the part of city or other government agencies to lease space in significant structures. If space is to be leased anyway, such a commitment costs the city no more and may even cost less. At the same time it reinforces preservation activities. In Seattle's Pioneer Square, the city's commitment acted as a catalyst for further development in the area. Frequently the commitment allows developers to secure the loans needed to rehabilitate a given historic building.

Federal Assistance

There were few federal programs created to benefit historic preservation primarily, but preservationists have been effective in meeting the overall goals of many of these programs. However, with current economic cutbacks, one of the last remaining available programs is the Community Development Block Grant (CDBG). These grants provide money to communities for the improvement of urban living conditions through housing and environmental improvements. Springfield, Massachusetts has used CDBG funds to conduct a cultural

resource survey, to begin housing rehabilitation, and to administer a preservation program. Stillwater, Oklahoma used CDBG funds to rehabilitate three connecting buildings, one a register property, for public use: meeting hall and United Way/Red Cross offices.

Private Assistance

Preservation assistance will increasingly have to be channeled through private, rather than federal, sources. The National Trust for Historic Preservation, a private non-profit education corporation, conducts a range of advisory services and can provide small-scale grants. One of the Trust's major programs, the National Main Street Center, is aimed at revitalizing architecturally distinct commercial districts in small towns. The National Endowment for the Arts is also a source of funding for educational and planning projects for historic preservation. Additionally, private foundations often fund programs related to historic preservation, including building funds. In general, local foundations should be approached first, state foundations next, and foundations outside the state last.

Tourism

Cultural tourism represents a boon to the built environment by renovating vintage buildings, by improving the streetscape, access and accommodation, and by creating cultural institutions. According to research sponsored by the American Behavioral Science Corporation, and confirmed by numerous tourist surveys, the strongest motive for family pleasure travel is the anticipated educational benefit to children.

The importance of the built environment as a tourist attraction was first discovered in New Orleans. Current annual tourist revenues generated by the Vieux Carre, the city's historic French quarter, are estimated at over \$250 million. Similar lucrative ventures have been made in Savannah where the Historic Savannah Foundation grew from a grassroots organization formed in 1955. They have now rehabilitated almost all of the 1100 historic buildings originally surveyed.

Although New Orleans and Savannah have done well with cultural tourism, other towns are not as enthusiastic. The

case against encouraging a heavy influx of pleasure travelers takes two forms: the damage such visits inflict upon the structures themselves and the socio-economic damage upon the visited community. In some cases, entire adjacent historic areas have been destroyed to make way for highways, parking facilities, and hotels for already publicized historic districts. Tourism has also brought an increasing sense of annoyance to community residents in Santa Fe.

Tourism is a double-edged sword--capable of providing a vintage area with needed dollars but also capable of destroying an area's original ambience. Careful management and controlled advertising need to be addressed in an overall planning program for cultural tourism.

ASSESSMENT OF COUNCIL BLUFFS' NEEDS AND RECOMMENDATIONS FOR IMPLEMENTATION

This chapter summarizes and evaluates the results of the survey inventory by district categories, recommends legislative and financial strategies to achieve the objectives of preservation, and outlines an innovative preservation program for Council Bluffs' cultural resources that is based in large part on conservation and the development of tourism. For each mechanism the role of public agencies and private organizations is defined.

THE INVENTORY

The historic survey of Council Bluffs began in December of 1981 and concluded in September of 1982. The field survey work was carried out by citizen volunteers, some of whom also conducted historical research. The consultants selected seven areas to be targeted for survey by the volunteers. Each of the seven areas contained compatible buildings that seemed to possess architectural characteristics that might qualify them for individual or district National Register nominations. Additionally, the areas were all in or near the original Central Business District so they also represented a major historical role in the development of Council Bluffs. A more detailed account of the survey process is contained in the companion publication, Council Bluffs--A Settlement History and Survey Findings.

The inventory generated from such a comprehensive survey becomes the major data base with which to evaluate all the properties and to establish preservation goals and priorities. Of the 354 survey forms received from the volunteers, Iowa Site Inventory Forms were completed for 297; 57 were not submitted because of incomplete information or because they did not meet the criteria for evaluation.

The following National Register of Historic Places criteria were used for evaluating the Council Bluffs' Inventory:

The quality of significance in American history, architecture, archeology, and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

1. that are associated with events that have made a significant contribution to the broad patterns of our history; or

2. that are associated with the lives of persons significant in our past; or
3. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
4. that have yielded, or may be likely to yield, information important in prehistory or history.

Based on the following Iowa Division of Historic Preservation classifications, each surveyed building was evaluated as a key structure, a supporting or contributing structure, or a non-eligible structure:

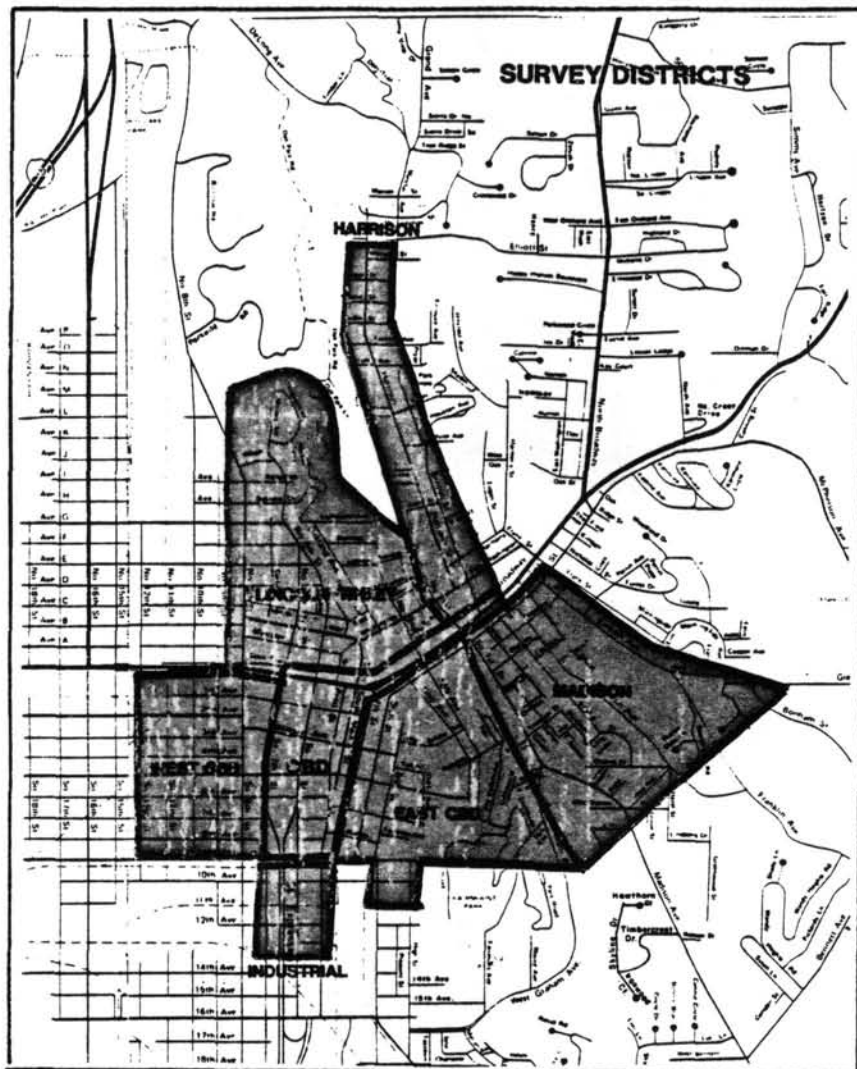
1. key structure contributes in a pivotal way to the significance of a potential historic district or alone may qualify for National Register nomination
2. background structure either supports or contributes to the significance of a potential historic district or comprises a nondetracting neutral element
3. non-eligible--a structure of no historical significance or a structure that detracts from the integrity of a potential historic district (usually recorded to identify the character of nonconforming structures within a district)

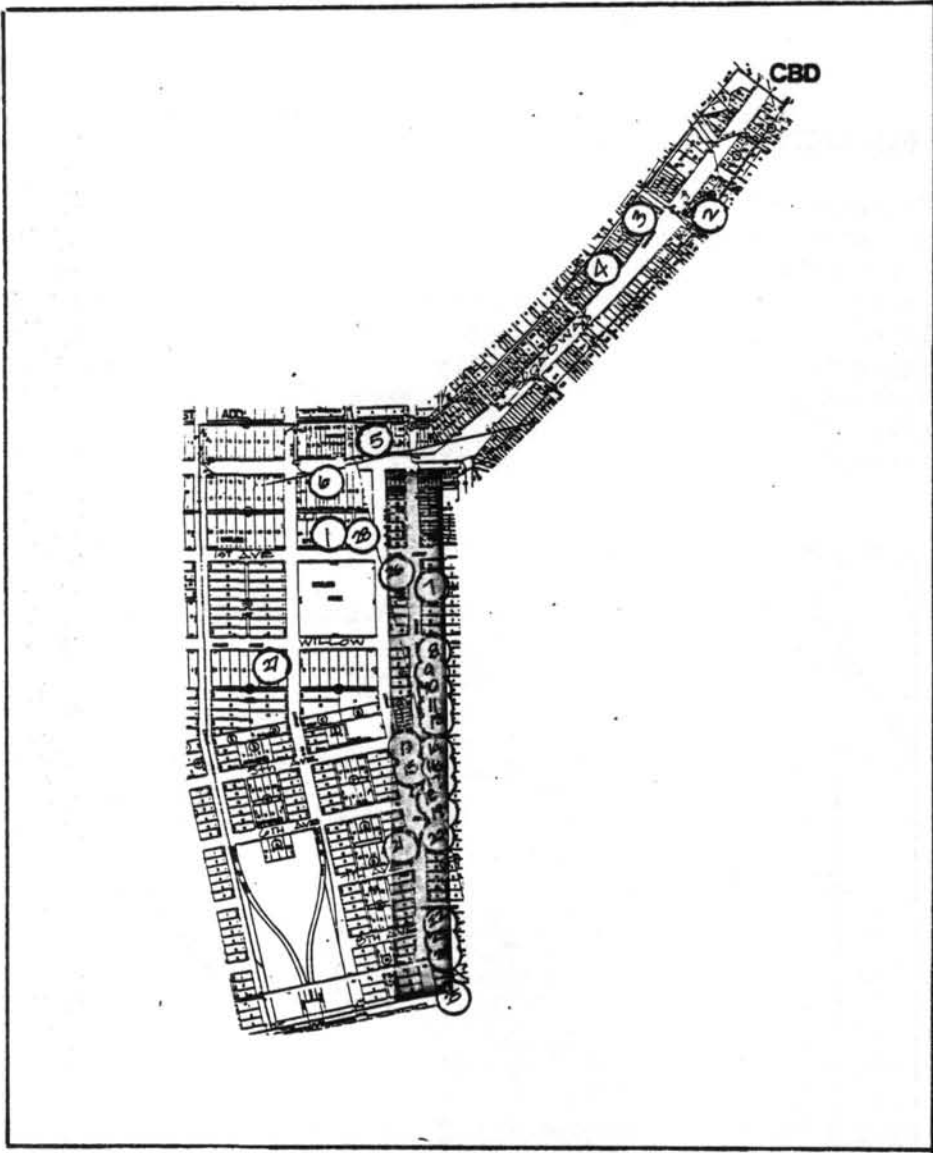
The evaluations of Council Bluffs' buildings are discussed in the context of the seven targeted survey districts in the following section.

The inventory revealed that Council Bluffs has a good assortment of residential, commercial, and industrial building types, and most of them carry more weight in terms of their historical significance rather than their architectural value. Many important historical sites have been disturbed by construction. Similarly a number of what appear to have been architecturally significant buildings have been destroyed by fire, razed for Urban Renewal projects or other commercial or civic ventures. The business and industrial buildings still standing do not, therefore, reflect the entire history of the city's growth and development. In general, residential buildings more thoroughly represent the city's cultural history.

THE DISTRICTS

In December of 1981 the consultants reconnoitered within the city limits of Council Bluffs and selected seven survey areas as potential National Register of Historic Places districts. Each of the survey areas contained compatible buildings that seemed to possess architectural characteristics that might qualify them for National Register nominations. Additionally, they were all in or near the Central Business District, and therefore, played an historical role in the development of Council Bluffs.





Central Business District's Boundaries

North: both sides of Broadway, east to Franklin and west to South 7th Street

East: both sides of South Main Street

South: 9th Avenue

West: east side of South 7th Street

Major Subdivisions and Plat Dates

Bayliss 1st, 1853

Jackson's, 1857

CENTRAL BUSINESS DISTRICT (CBD)

Description

In this area twenty-eight buildings were surveyed with ten being judged Key Structures, fifteen as Contributing Structures, and three as Not Eligible. Research has been most productive in this survey district as construction dates and historic uses for most of the properties have been ascertained.

This portion of the CBD was built from 1879-1900. Many of these buildings, no doubt, replaced earlier commercial structures. The oldest building surveyed was built in 1856 and the youngest was built in 1900. Nineteen of the sites surveyed are two stories high with six at three stories. Thus one can see that the scale of these buildings has always been domestic. Since most historic business uses were retail the scale is logical.

The major material used in these buildings was brick with many buildings having load bearing walls, at least on the exterior, and the others employing brick veneers over frame construction. Geographically, South Main Street has the largest concentration of historic commercial buildings in the city. Nineteen buildings were surveyed between the 100 block and the 900 block. Other streets include 1st Avenue, 1st Street, W. Broadway, Pearl, and Willow.

Commercial uses include several retail grocery stores, saloons, three hotels, wholesale grocery, dry goods, drug merchant, harness shop, agricultural implements, liquor store, business offices, and an apartment house. While these reflect the general economic development of Council Bluffs as a wholesaling and retailing center, there is much more to be gleaned from research on particular buildings. Each of these buildings could ultimately be tied more precisely to specific periods of economic activity.

Stylistically the structures are for the most part vernacular commercial buildings of the kind found in the Plains states with storefront designs, including wide display windows, clerestories above those, and a decorative conice of brick or tin. There are also some iron front buildings whose columns and beams are still visible. There are also a few high style buildings all of which are well conceived but none of which has enough architectural significance to be listed in the Register.

Key Structures

(numbers correspond to map)

1. 520 1st Ave.
2. 11 S. 1st St.
3. 102-104 W. Broadway
4. 138 W. Broadway
5. 516 W. Broadway
7. 117-19 S. Main
13. 504-06 S. Main
14. 509-11 S. Main
17. 519-21 S. Main
18. 525-27 S. Main
21. 620-22 S. Main
22. 801-03 S. Main
28. 38 Pearl St. (Bluff
Towers)
26. 103 Pearl St.

Specific Sites Needing Research

Most Key Structures

6. 537 W. Broadway
8. 213 S. Main
9. 215-17 S. Main
10. 219 S. Main
11. 223 S. Main
15. 512 S. Main
16. 513 S. Main
23. 807 S. Main
24. 811 S. Main
27. 609 Willow

Significance

According to the 1879 Sanborn Fire Map, the main business area of Council Bluffs began to shift during the early 1880's from Broadway, to First Street and to Main Street from Washington south to Tenth Street. Numerous substantial business blocks appeared at the corner of Main and Broadway and south to Willow Avenue in the 1870's and 1880's. They included the Everett, Bennett, and Whitney Blocks in 1875; the Shugart Block with the Empkie Shugart Hardware in 1882; the Sanborn Block in 1885; the Mariam Block in about 1888-1889; the Sapp Block which housed the Chicago and Northwestern Ticket Office in 1889; the Eiseman Building or beno Store, originally erected as a department store, in 1889; and the Baldwin Block with the Baldwin Implement Company in 1890-1891. By the 1890's, the boundaries of the business or congested area expanded along Main south to Sixteenth Street with the northern boundary remaining at Mill Street. Along Broadway, it extended from Benton to Eleventh Avenue.

Many architecturally significant commercial buildings have been destroyed by fire or razed. The commercial buildings surveyed reflect a partial history of Council Bluffs' development, but those that remain demonstrate the town's last economic surge in the Nineteenth Century.

It is apparent from looking at a map of surveyed buildings that South Main is the commercial district's outstanding street. It contains the greatest number of architecturally significant buildings and presents the most intact view of the 1870-1900 commercial period. The 500-900 blocks of South Main are locally referred to as the Haymarket area because prior to 1885 and sometime after 1898, the city's hay scale was located at Main and Pearl.

Recommendation

A National Register nomination should be prepared for a linear district to be named Haymarket, approximately bounded by both sides of South Main Street from possibly the 100 to the 900 block. Even though these boundaries extend further than what is locally identified as Haymarket, they should be considered. The consultants recommend that the nomination begin immediately because it would be the easiest in terms of time and effort to prepare and it would hopefully stimulate the most excitement and anticipation of a historic district network in Council Bluffs. It would also be a timely nomination because owners have expressed interest in the available tax credits for rehabilitation.

We cannot overemphasize how a successful model project area, such as Haymarket, can spark rehabilitation and preservation/conservation interest city-wide. Haymarket seems to be an excellent area for this purpose because of its small size, because it is already identified locally as an important area, because it is visually distinguishable from the rest of downtown, because it does not require major rehabilitation, and because a few inexpensive facade improvements would make a big difference. The consultants urge the Heritage Preservation Commission and all concerned to be light-handed in its application of the ordinance for this model project. Encouragement to follow the Secretary of the Interior's Standards for Rehabilitation should be the major guidelines. There is nothing worse than for a city to make its first historic preservation project into a nightmare of red tape, controls, and tedious rules--in those cases, the city can rarely rally enough support to try the second project.

The consultants recommend that the Heritage Preservation Commission assume the primary role for the nomination, with professional, clerical, and drafting assistance from the Planning and Community Development Office. The first step

should be to obtain a large scale map of the area and mark all intrusive buildings (those whose late construction dates or irreversible facade alterations that disqualify them from receiving tax credit benefits). After careful study of this map, a district boundary can then more accurately be drawn. The survey has already identified all buildings that will be listed as "significant or contributing" on the National Register form. The survey photographs can also be submitted as part of the nomination. We recommend that streetscape views of the area be photographed for submission with the nomination.

The consultants recommend that as soon as possible the Planning and Community Development Office and the Heritage Preservation Commission begin the preparation of an Historic District Plan for the Haymarket District. This process will enable the area's other issues, needs, and problems to be addressed in a comprehensive package of preservation and conservation planning and design. Land use, zoning, parking, traffic, building and housing codes, and signage, as well as elements that could assist guidelines for new construction such as set-backs, maximum lot coverage, intensity (the size of a building on a lot), and density can all be addressed. If need be, existing city ordinances can be modified or the enforcement procedures altered to solve Haymarket's particular problems and needs.

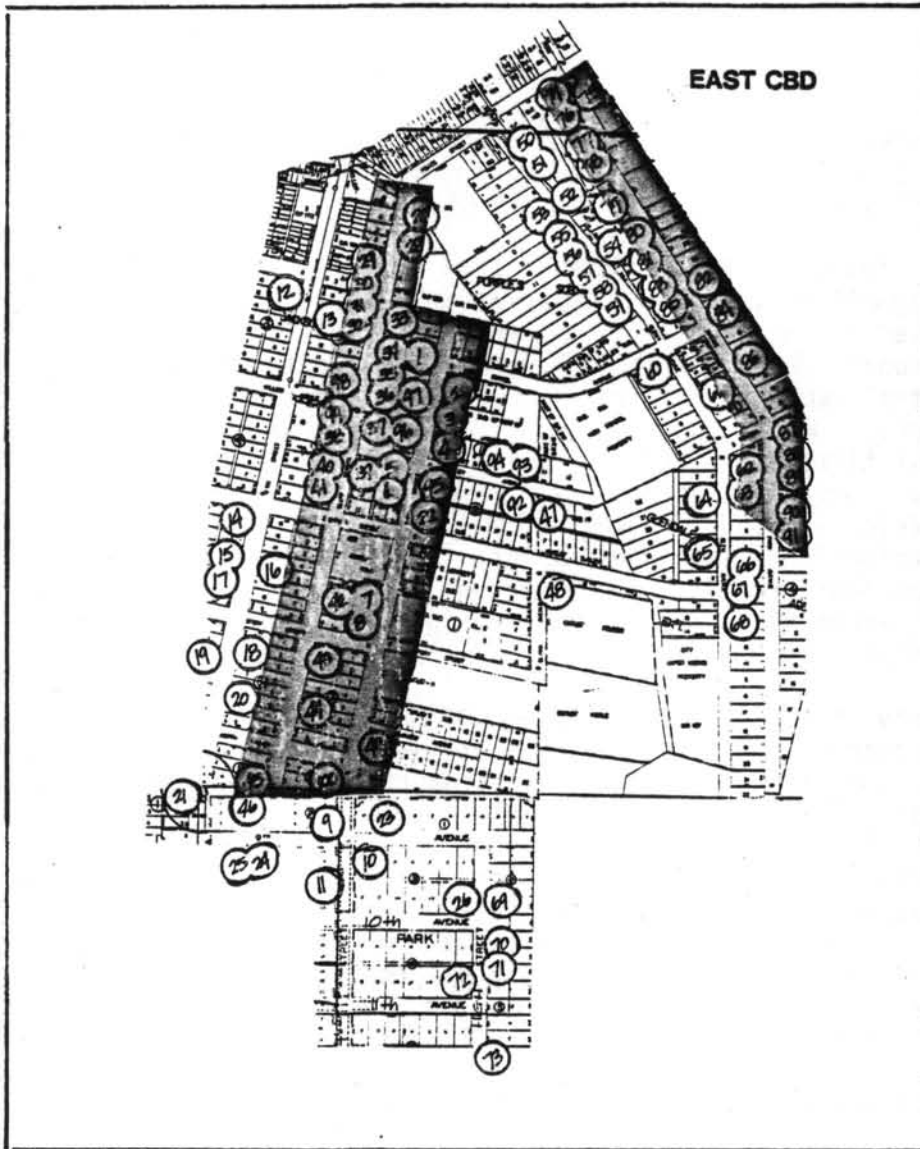
The designation of Haymarket District suggests a range of streetscape applications such as landscaping, signage systems, street furniture, and street lighting, in addition to facade improvements and rehabilitation. These elements should also be studied as part of the planning and design process of the Historic District Plan. The consultants urge the city to be straight-forward in the application of streetscape elements by not imitating an earlier style or period or fixing-up the area to a greater extent than it was originally. The Haymarket name alone recognizes that the area was one where the ordinary resident shopped and where goods were also wholesaled.

Designation of the Haymarket District does not, nor should it, speak as the entire historic preservation objective in the Central Business District. However, the remainder of significant downtown buildings are distributed on a more scattered basis. Many of the key structures such as the Elks Hall at 520 1st Avenue; the Phoenix Block at 102-104 West Broadway; the business blocks at 138 and 516 West Broadway; and the apartment building at 609 Willow; and possibly

others, should be nominated individually to the National Register of Historic Places in an effort to increase the overlay of an historic Council Bluffs.

The consultants recommend that a few months after the designation of the Haymarket District and its Historic Preservation Plan is underway, that the Planning and Community Development Office designate the remainder of the Central business District as a Conservation District. This process would enable the city to develop sensitive regulations tailored to meet the needs of the commercial area. It would address the impact of the Haymarket Historic District and the surrounding Historic Districts; new construction and development; and traffic, parking, and accommodations for a potential tourist trade. Existing ordinances would be studied and new plans drawn to meet the special problems and needs of the Central Business District.

County histories from 1882, 1891, and 1907 reveal many residences interspersed with commercial trade (for a list, see Council Bluffs--A Settlement History and Survey Findings). The scale of the commercial buildings, the Central Business District's close proximity to older residential districts, and its low crime rate suggest that downtown living can be achieved and should be encouraged. The consultants believe that this is a desirable goal. It would fill vacant second story spaces, generate more activity after the five o'clock office and commercial workers leave, and encourage other close-in neighborhood-scaled services such as a grocery and another movie theater (also services necessary for tourist trade in historic districts).



East Central Business District's Boundaries

North: both sides of West Pierce Street
East: both sides of Park Avenue
South: 11th Avenue
West: both sides of South 4th Street

Major Subdivisions and Plat Dates

Jackson's 1854	Park, 1884
Glendale, 1856	Well's Park, 1890
Williams 1st, 1857	Turley & White, 1895
Purples, 1881	

EAST CENTRAL BUSINESS DISTRICT (EAST CBD)

Description

One hundred and one survey forms were filed for this large area of which sixteen were considered Key Structures, sixty as Contributing Structures, and twenty-five as Not Eligible. Streets in the area and the number of sites on each street (noted in parenthesis) were: Bluff (20), Clark (2), Fairview (1), Glen (19), High (5), Park (16), E. Pierce (1), Turley (3), Worth (1), Willow (4), 3rd St. (10), 4th St. (10), 5th Ave. (1), 9th Ave. (3), and 10th Ave. (1). Bluff and Park may be the most significant streets architecturally. South 4th and South 3rd, flanking Bluff on both sides, are also strong contributors.

House types along the east side of the Central Business District are an assortment of cottage types and the typical house of this area is larger than the typical house of most of the districts of Council Bluffs. Because of their size, a number of these buildings have been converted to multi-family use. Almost half of the houses surveyed are two story, with another 25 two-and-a-half stories.

In the use of materials, clapboard cladding is used on half of the buildings. There are a number of brick clad houses and most of these are brick veneer on frame construction. There are a few houses with shingle siding, although shingles are also used as decorative elements. Stucco has little use as cladding. Because the houses are cottage types, they display a good range of window types and window arrangements, some gable, porch, and eave ornamentation, and general stickwork including turned posts, friezes of various sorts, and Tudor treatments. Other architectural elements include various porch types, bay and oriel windows, porticos, dormers, brickwork, and decorative sills and lintels.

Key Structures

(numbers correspond to map)

37. 203 Bluff
52. 135 Glen
58. 170 Glen
67. 445 Glen
74. 102 Park
77. 126 Park
79. 150 Park

84. 231 Park
99. 333 Willow
3. 137 3rd St.
10. 903 3rd St.
13. 109 4th St.
12. 98-110 S. 4th St.
19. 612 S. 4th
24. 327 9th Ave.
48. 509 Clark

Specific Sites Needing Research

- 40. 220 Bluff
- 54. 137 Glen
- 72. 1014 High St.
- 82. 223 Park
- 15. 516 4th St.

Significance

Some of this survey area was not included on the available Sanborn Fire Maps of 1885 and 1891. Although historical research is incomplete on all sites, area residents included retail businessmen who lived along "merchants row" (Bluff Street): a pastor, bookseller, real estate, dealers, dentists, a jeweler, cattleman, a horticulturist, architect, grocer, widow, politician, corporate officers, a cabinet maker, store manager, banker, and an oculist. The biographies of East Central Business District's residents from the 1883, 1891, and 1907 county histories also list many merchants (see Council Bluffs--A Settlement History and Survey Findings). The great variety in commercial types suggests quite directly the goods and services that Council Bluffs could offer to its residents and to those who passed through heading west.

Known construction dates for buildings in this area suggest several periods of building activity and most of them appear to parallel closely periods of economic development in the city. According to the settlement history Council Bluffs experienced residential expansion during the 1870's through the 1890's. A view of the city executed in 1868 showed that settlement reached to the bluffs at 3rd Street. Particularly high concentrations of the wealthy between 1870-90 were located at either end of Bluff Street and on Park Avenue. The earliest group of surveyed buildings clusters between 1880-1888 with eight buildings. The largest construction periods are two: twenty-one buildings built from 1890-07, and twenty-three buildings dated 1898-1922. When you add these two periods together you see a consistent development of parcels within the subdivisions from 1890-1922.

Several houses from this area have already been placed on the National Register of Historic Places. They include: the August Beresheim House at 621 South 3rd Street, the Grenville M. Dodge (General Dodge) House at 605 South 3rd Street, and the Lysander W. Tulleys House at 151 Park Avenue.

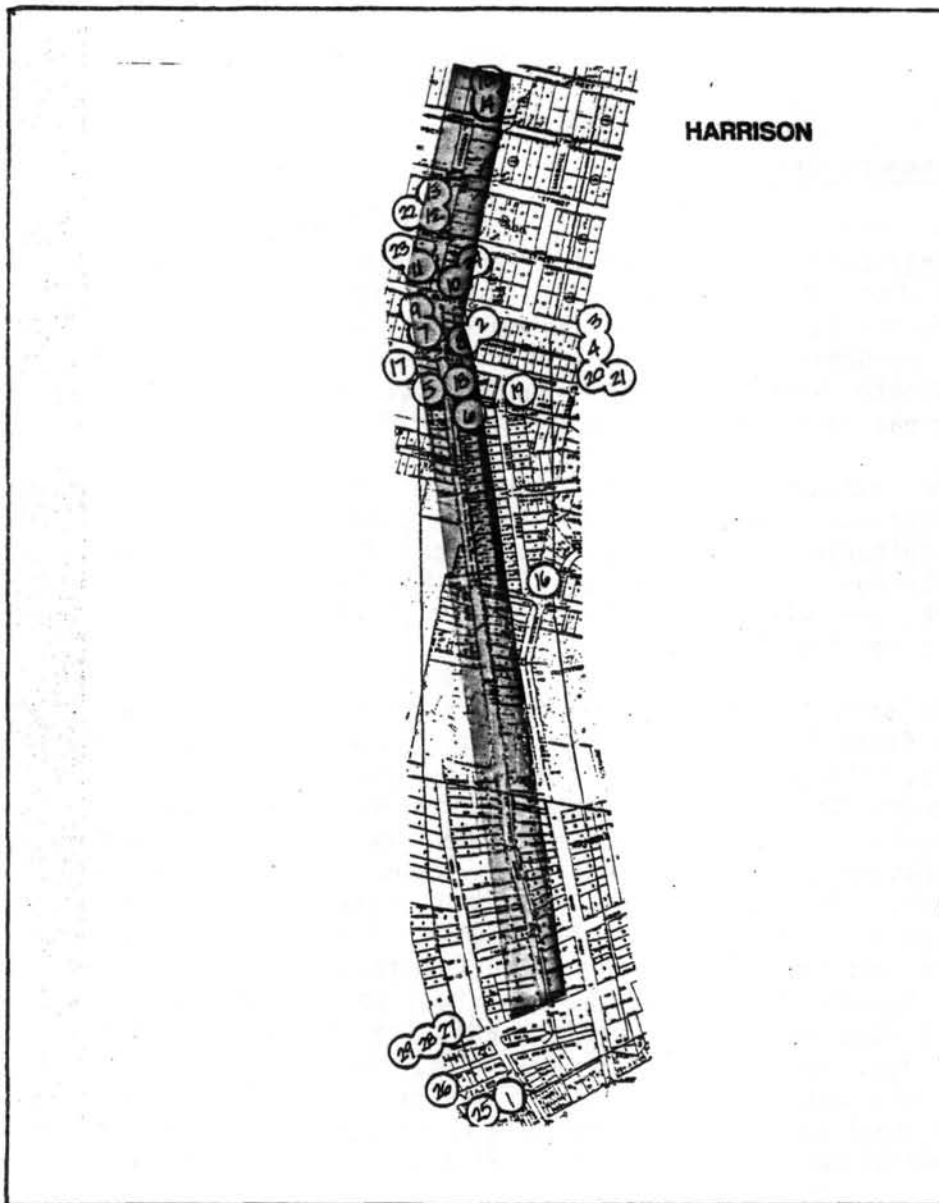
Recommendation

The fluent distribution of old and architecturally significant houses along Bluff, South 3rd, South 4th Streets, and Park Avenue; the range of construction dates of the structures; and the resident merchant's obvious relationship to economic development in the Central Business District indicate that this area would make an excellent district nomination to the National Register of Historic Places.

More research will be necessary to write a succinct significant statement for a Register nomination. The consultants suggest that historical research and dating of buildings be concentrated on Bluff, South 4th, South 3rd, Park, and Glen. Additionally, an historic area name should be given the district.

This area has also experienced a great deal of impact from the Central Business District to the west. As a matter of fact, there is not a clear physical or visual boundary between the two districts. South 4th Street acts as the fragile boundary between the two areas, displaying characteristics of both the commercial and residential areas. For this reason, the consultants recommend that the Planning and Community Development Office, in cooperation with the Heritage Preservation Commission conduct a Special 4th Street Planning and Design study to examine the impact of land use, zoning, conversion, adaptive use, rehabilitation of facades, new construction, traffic, streetscape, and signage to both districts. South 4th Street is an obvious place for the application of planning and design guidelines and the demarcation of historic areas with a signage system.

Although sixteen key structures were identified from the survey, the apartments at 98-110 South Street, The Thomas Hart Benton, Jr. House at 231 Park Avenue, and The Jeremiah Folsom House at 137 South 3rd Street should be nominated individually to the National Register of Historic Places.



Harrison's Boundaries

North: Morgan Street

East and West: roughly bounded on both sides of
Harrison Street

South: East Broadway

Major Subdivisions and Plat Dates

Galesburg, 1855

Thomas Elder, 1868

Sunnyside, 1889

HARRISON

Description

The linear Harrison survey area, east of Lincoln/Tinley and north of Madison, primarily consists of Harrison Street. The houses are not large. Half of those surveyed are one story and one-and-a-half stories, although two story buildings are common. Most construction is frame and clapboard siding is clearly the most prevalent kind used. Decorative treatments are generally less developed, although there is the usual catalog of motifs at the gable ends, entrances, and along the eaves of roofs.

There are several cottage types here and most of them are single family dwellings. Much more research is needed, but first impressions suggest that it was not as architecturally or historically significant a residential area as were other sections of the city.

Although research is inadequate in this area there appears to be no sites of National Register significance and no buildings that would serve as Key Structures. There are about a dozen houses that could serve as Contributing Structures, but that may not be enough upon which the city could build an Historic District designation. Research may elevate some structures from Not Eligible status to Contributing Structures.

Significance

There is not enough historical information to understand the role this area played in the city's development. Twenty-eight houses were surveyed of which none was deemed a Key Structure and eleven were thought of as Contributing Structures, with seventeen Not Eligible. The area was not covered by the 1885 or 1891 Sanborn Maps and few construction dates could be verified. However, with the few dates known and visual inspection suggests dates between 1891-1920.

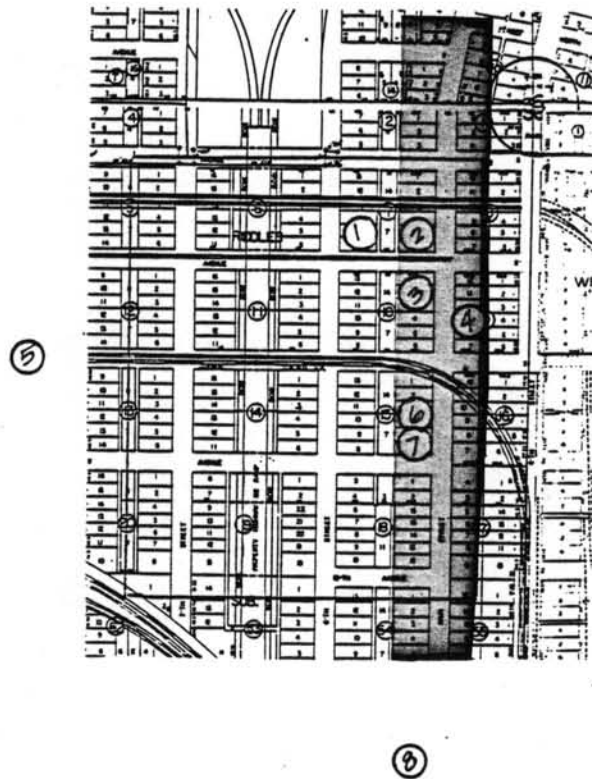
There were only ten residents from this area whose biographies appeared in the 1883 county history. However, the 1891 and 1907 histories contain biographies of some distinguished Council Bluffs' citizens including William Groneweg, wholesale grocer; Soren Jensen Hyrtve, architect; James Casady, banker and real estate dealer; Millard Rohrer,

mayor from 1887-1900; and John Tinley, attorney. For a time Cornelius Voorhis, a Council Bluffs' pioneer and its first mayor, lived at 253 Vine.

Recommendation

A local historian believes that Harrison was part of a Scandinavian residential area begun prior to 1900. Research should be pursued to confirm this, to identify boundaries, to chronicle the historical contributions its residents made to Council Bluffs, and to distinguish any Scandinavian influence in architectural style. Such research could yield another district nomination, unique from the other residential areas.

INDUSTRIAL



Industrial's Boundaries

North: 9th Avenue
East: South Main Street
South: 13th Avenue
West: South 7th Street

Major Subdivisions and Plat Dates

Riddles, 1857

INDUSTRIAL

Description

This area, south of the CBD, is large geographically but it contains few structures. Eight buildings were surveyed with two being listed as Key Structures and six as Contributing Structures. The surveyed structures were built from 1880-1905 with most in the early 90's. All of these buildings are brick with all seemingly having masonry load bearing walls, at least on the exterior. All are modest in size with half being of one story. Most of the surveyed structures are on S. Main St. Their industrial uses include a seed elevator company, an electric elevator company, an iron works, and agricultural implements warehouse and assembly building, a wire and fence manufacturer, an ice maker, and a train depot.

Stylistically they are simple functional buildings with three of them receiving more than functional treatments: Shugart and Owen Elevator, Bloomer Ice and Storage, and the Chicago and Rock Island Depot which may have had a company architect design the building.

Key Structures

(numbers correspond to map)

5. NW corner 11th Ave. and S. 9th St. (Kimball)
3. 1000 S. Main (Pioneer)
6. 1102 S. Main (Bloomer)
8. NW corner 16th Ave. and S. Main (Rock Island)

Specific Sites Needing Research

1. 1000 S. 6th St.
2. 924 S. Main
4. 1013 S. Main
7. 1120 S. Main

Significance

These buildings, like the commercial buildings further north on Main Street, represent a concerted effort to develop industry in Council Bluffs. Having been built and used about the same period as the commercial structures, they dovetail with an economic spurt in the last decade of the Nineteenth Century.

A list of historical industries that once produced goods in Council Bluffs includes a few late 19th century firms such as Key's Buggy Company, J.W. Ross Packing House, Council Bluffs Coal and Ice Company, J.F. Wilcox Greenhouses, and Superior

Scale Works. Some early 20th century firms include Waterloo Creamery, Graver's Canning, Council Bluffs Box and Basket Factory, A.C. Kellar (horse) Collar Company, and the M.E. Smith Shirt Faactory. Council Bluffs' significance as a railway center is related fully in the Settlement History. Only the Rock Island Depot remains of many railroad company depots.

Recommendation

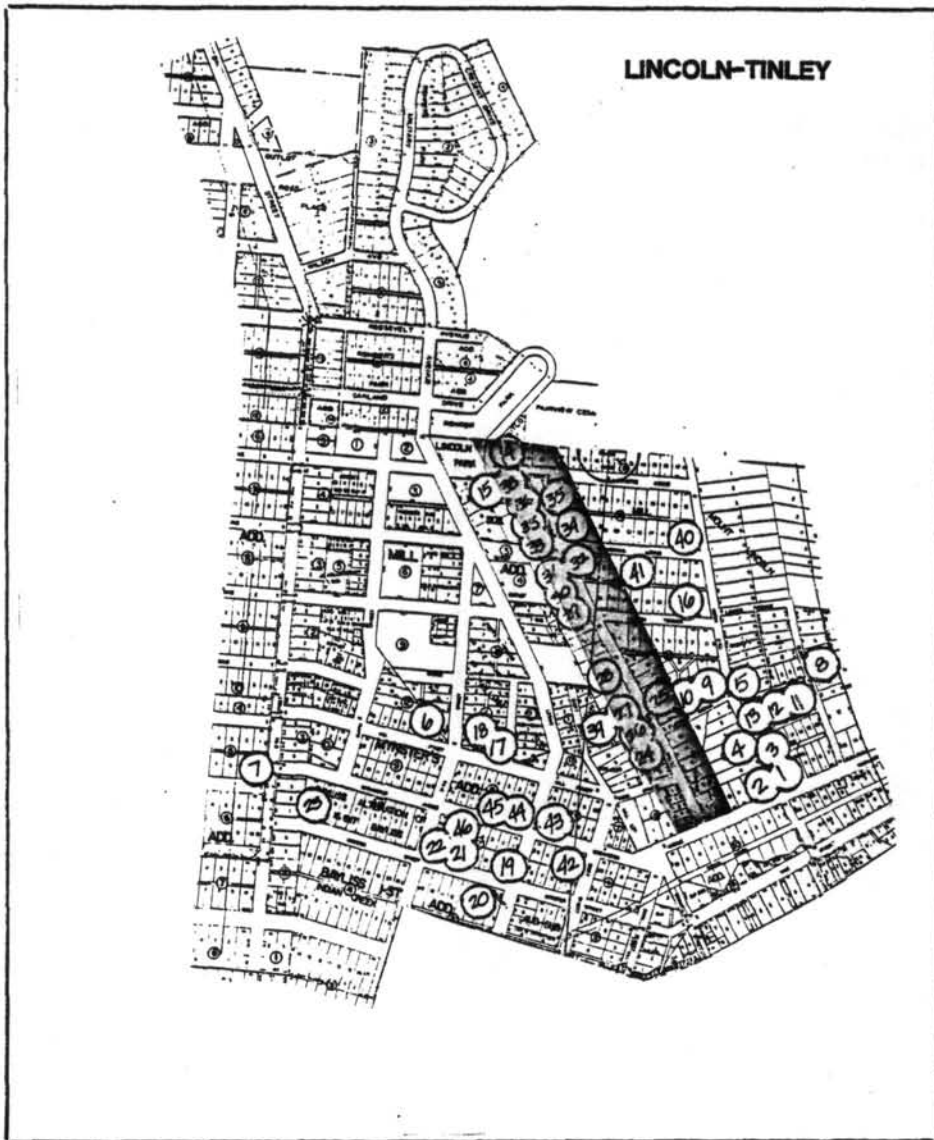
More research is needed to ascertain locations of all of the city's industries and the part the surveyed buildings played in a larger industrial context. The industrial buildings of Council Bluffs possess the architectural and historical potential for a rich thematic nomination to the National Register of Historic Places. Such structures were identified in the survey area but there are others scattered outside of an orderly defined geographic area.

Approximately fifty industrial sites were identified by the consultant's historic research and cataloged on index cards in the care of the Planning and Community Development Office. These sites should be reconnoitered. The consultants also located some potential industrial archeological sites (see Council Bluffs--A Settlement History and Survey Findings, Archeological Reconnaissance Results and Recommendations).

The Heritage Preservation Commission should convene a Task Force composed of representatives from their own commission, the Planning and Development Office, the Chamber of Commerce, the Board of Realtors, and a local lending institution to study financial strategies, market possibilities and adaptive uses for vacant or deteriorating industrial properties in Council Bluffs. It is vitally necessary that the designated industrial buildings maintain or gain economic health.

Once the properties are identified and a thematic nomination begins to take shape, the Planning and Community Development Office, in cooperation with the Heritage Preservation Commission, should conduct a Special Study, much like a conservation district study, to address land use, density, landscaping, parking, traffic, and building code issues. City ordinances should be packaged, modified, or altered to solve problems generated by the buildings, their designation, and their economic viability. A well-planned, efficient, and attractive sign system will be imperative to integrate extant

industrial buildings and archeological sites as a historical theme in Council Bluffs.



Lincoln/Tinley's Boundaries

North: roughly Lincoln Park and Fairview Cemetery
East: Elder Street
South: East Broadway
West: North 8th Street

Major Subdivisions and Plat Dates

Mynster, 1853
Mill, 1857
Evans, 1884

LINCOLN/TINLEY

Description

Seventy-five Iowa Site Inventory Forms were filled out; five were considered Key Structures, twenty-fix were Contributing Structures and nine were not eligible. In addition, six sites need special research. The Lincoln/Tinley survey area was north of the CBD and included North 2nd Street, North 7th Street, and North 8th Street, as well as Fletcher, Lafayette, Mill, Nynster, Oakland and West Washington. Again cottage house types dominate the area. On the numbered streets two story houses were the most significant and most of these displayed a variety of shapes. Given the size of the area, there are relatively few houses of architectural merit. The same is true for Fletcher and Lafayette where similar house types prevail. Oakland (highlighted on the map) is the strongest street in this survey area because of the consistency in design among the two story cottages.

As for building materials, clapboard siding is the most prevalent but brick veneer, a few brick masonry load bearing walls, shingles and stucco are also found. Although the survey recorded more two story residences, there were one story and story-and-a-half buildings as well. There are also some original duplexes and cases where single family homes have been converted to multi-family dwellings. The brick Christian Home is one of the few institutional buildings in a residential area in the city. The single family residence still outnumbered all other kinds of buildings.

Key Structures

(numbers correspond to map)

- 10. 254 Fletcher
- 18. 620 Mill
- 20. 609 Mynster
- 29. 510 Oakland
- 38. 624 Oakland

Specific Sites Needing Research

- 15. 321 Lafayette
- 6. 500 N. 7th St.
- 14. 312 Lafayette
- 27. 408 Oakland
- 31. 528 Oakland
- 39. 339 Scott
- 3. 223 N. 2nd St.
- 12. 144 Grant
- 13. 154 Grant

Significance

Madison Dagger built a grist and saw mill in 1846 on Indian Creek which is now the northwest corner of North 7th Street and Mill Street. The mill operated during the 1850's but today the Vocational Assessment Center stands on or near the site.

The Lincoln/Tinley area seems to have been platted several years before residential construction began. Known construction dates cover the period from 1874 to 1916. The 1885 and 1891 Sanborn Fire Maps recorded little of this area, but of the surveyed houses for which dates were established, ten were built prior to 1891 and twelve were constructed after 1891. Socio-economic information is very thin for this district but of what little is known, residents were tied to Council Bluffs' commercial development. According to local historians, Oakland developed as a street of wealthier residents during the Council Bluffs' growth period 1870-1890. Based on research done during the survey, the C.R. Scott House at 624 Oakland, built prior to 1874, is the oldest structure in the Lincoln/Tinley area.

Recommendation

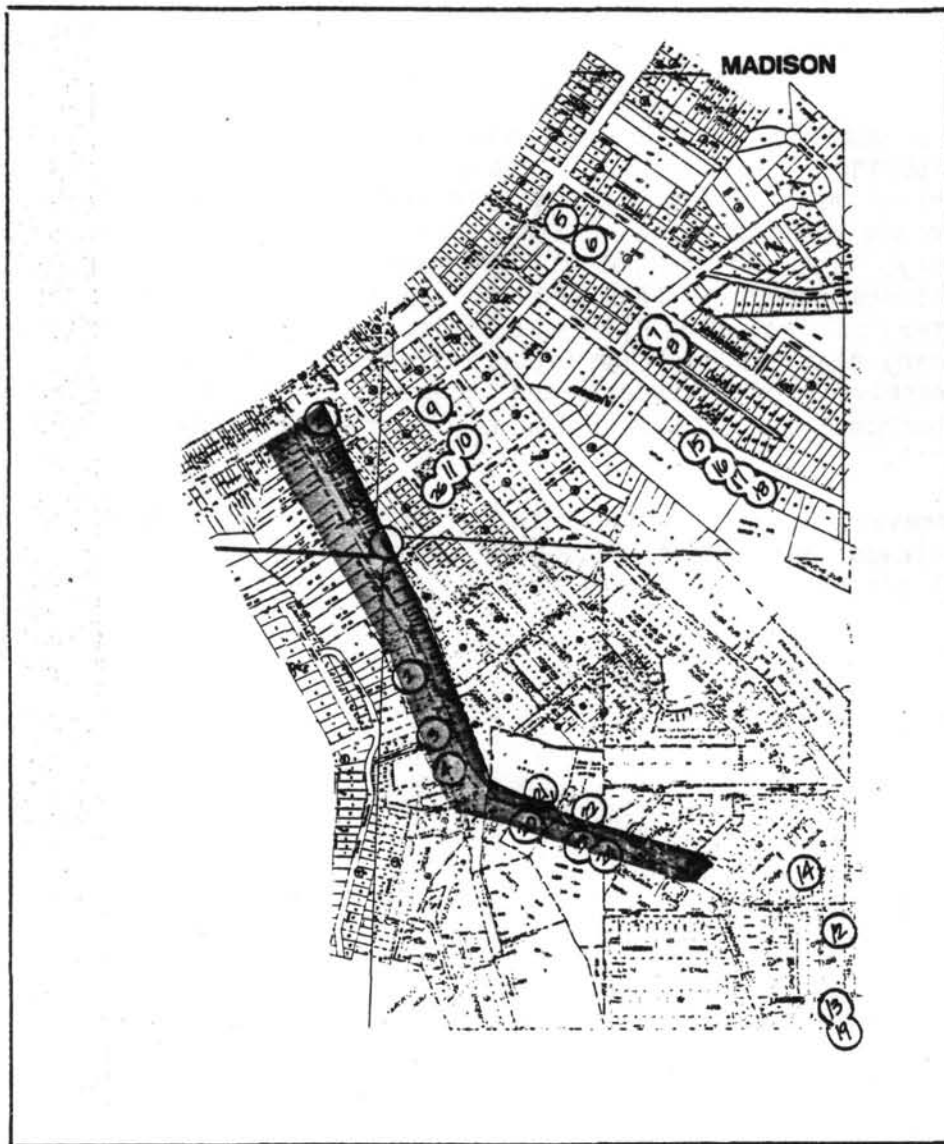
Better research in dating construction in this area is necessary; it will probably reveal the linkages between Council Bluffs' entrepreneurs and this area. The consultants recommend that the Lincoln/Tinley Residents' lists of biographies gathered from the 1882, 1891, and 1907 county histories (see Council Bluffs--A Settlement History and Survey Findings) be used to check other sites and to confirm parallels between the city's growth and neighborhood development.

Mynster's 1853 Addition is this area's oldest subdivision (bounded roughly by Avenue E, Bryant, Broadway, and South 8th), but few structures were surveyed. The consultants recommend another reconnaissance of this area because the historical significance associated with Mynster could strengthen a district nomination.

Oakland is obviously the most significant street architecturally. Sixteen Iowa Site Inventory Forms were submitted for Oakland structures, but most of these forms were incomplete in terms of placement, date, and historical research. The consultants recommend that research be concentrated on Oakland and disseminate from there.

Because most of the surveyed buildings were classified as contributing structures; because of Lincoln/Tinley's historical association with Mynster and Bayliss; because of its unique environmental setting with Lincoln Park, Fairview Cemetery, high vantage point, and steep angled streets; the consultants recommend that the area be nominated as National Register of Historic Places district. It is absolutely necessary that the Heritage Preservation Commission asks for, and receives, the support and cooperation of the Tinley Neighborhood Association. This group could also assist with research.

The present owners of the site of Dagger's Mill should be interviewed concerning evidences of the mill. Possible shovel testing may be recommended.



Madison's Boundaries

North: both sides of East Pierce Street

East: Lincoln Avenue

South: Iowa Avenue

West: South 1st Street

Major Subdivisions and Plat Dates

Stutsman 2nd, 1855

MADISON

Description

There is so little known about this survey area that summarizing the results is difficult. Much more information must be developed through research before the whole picture is clear. Twenty-five buildings were surveyed of which five were considered Key Structures, ten as Contributing Structures, and fourteen as Not Eligible. The high number of ineligible properties stems from not having enough historical information to offset the remodeling, usually in the form of new and inappropriate siding, that houses have endured.

The area has one very old house, with an unconfirmed 1864 construction date and brick masonry load bearing walls. It is the only known construction date for the area but visual inspection suggests at least a twenty year span of 1890-1910 as covering most of the houses surveyed. This area was not covered by the Sanborn Fire Maps.

Stylistically the two story cottage, derived from the picturesque Italianate, dominates. There is a fine example of a Plains Cottage in the inventory. The latter is a modest house with intersecting gables, a porch at the ell with turned porch posts, brackets and other stickwork. The Plains Cottage is found in small towns and in cities but it has a decidedly rural character. Single family, clapboard houses dominate, though one also finds a smattering of brick veneer, shingle, and stucco wall treatments.

Of the dozen or so streets surveyed, Madison is probably the strongest architecturally. There are so few Key Structures in the area that there are no easily identifiable anchors for the district. Contributing Structures do not generate a coherent architectural pattern either.

Key Structures (numbers correspond to map)

7. 310 Frank

Specific Sites Needing Research

All structures marked as Contributing Structures whether architectural or historical.

Most structures marked Not Eligible to complete the construction date profile of the neighborhood.

- 7. 310 Frank
- 8. 320 Frank
- 18. 376 Lincoln
- 22. 747 Madison

Significance

A part of the Madison area dates back to 1848 when the original Mormon townsite radiating from South 1st Street and Broadway became Kaneshville. The Latter Day Saints have heresay information that a jail built by the Mormons during this period was located at about 200 South 1st Street. Some of the area's street names reflect merchants like Stutsman and Voorhis who in 1850 were operating merchantile stores in Council Bluffs. There were few permanent citizens in the 1850's and 1860's, because Council Bluffs remained an outfitting station, but in 1850 Stutsman platted his 2nd Addition east of South 1st Street.

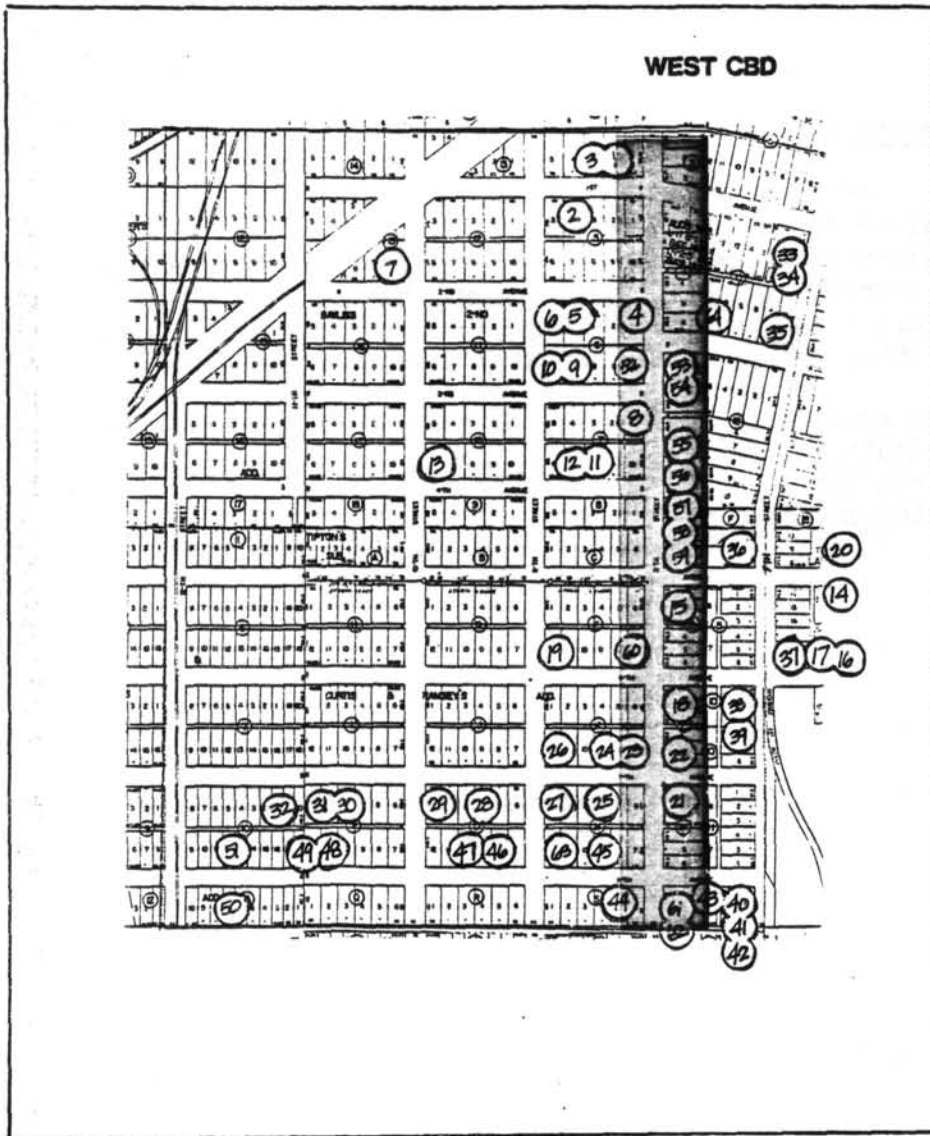
By 1868 a view of the city shows that buildings followed the ravines along Grace, 1st and 2nd Streets to the southwest. During the 1870's through the 1890's wealthier residents clustered at the intersection of Frank and Voorhis Streets. County histories from 1882 and 1891 recorded biographies for Madison residents such as builder James Wickham who built his house at 400 Franklin in 1888; merchant John Beno who lived at the northeast corner of Frank and Voorhis; lawyers Edwin Abbott, George carson, and Jacob Sims; and livery operators Fred Davis and M.E. Harle. In 1907 Andres Graham, another merchantile businessman, lived at 636 South 1st. Graham worked to establish the Council Bluffs' park system and was the president of the Board of Park Commissioners.

Madison may be the strongest street architecturally, but during the survey period, dates were not established for most structures. The Italianate house at 310 Frank has an unconfirmed 1864 construction date. If this is later verified, it would establish it as the district's oldest building. Assessing historical significance is difficult, and will remain so, until further research is conducted.

Recommendations

After research is completed, this area will probably be eligible for a district nomination to the National Register of Historic Places. Historical research and dating should be concentrated on South 1st Street, Madison, and Frank. The addresses of Madison residents whose biographies appear in the 1883, 1891, and 1907 country histories should be checked.

There appears to be no trace of the Mormon jail building near 200 South 1st Street. The area is now a residential section and residents should be interviewed to ascertain if they have located any remains.



West Central Business District's Boundaries

North: both sides of 1st Avenue
East: west side of South 7th Street
South: both sides of 8th Avenue
West: South 12 Street

Major Subdivisions and Plat Dates

Bayliss 2nd, 1853
Curtis & Ramsey, 1856
Jefferis, 1865

Description

This area is almost exclusively residential with a mixture of single family and multi-family residences. A good number of the older and larger single family houses have been converted to apartment buildings. Resources vary from a few brick houses probably built in the 1920's to modest one story cottages built between 1880-1910. Known construction dates go up to 1925. In general, the two story houses provided more opportunity for ornamentation or variation in window and wall treatments. There is some difference in the distribution of house types and styles among the various streets and avenues of the area. 5th, 6th, and 8th Avenues, especially South 8th Street, have more substantial buildings. Curiously, 7th Avenue has more modest structures. South 7th Street is a mixture of resources with older, richer buildings and newer, plain buildings, with occasional reversals of that pattern. In general then, there is not a uniform style, though most cottages would fall into the picturesque mode, while wood materials for structure, cladding and ornamentation dominate. In cladding, clapboards with shingles predominate and wood or brick walls are occasionally combined with stucco. Scattered throughout the area are older houses reclad with aluminum or vinyl, or composition siding. Scattered irregularly throughout this survey area are duplexes. Council Bluffs has a number of these in the city and some of them are well designed.

Key Structures

(numbers correspond to map)

- 2. 819 1st Ave.
- 36. 256 S. 7th
- 38. 705 6th Ave. &
608 S. 7th St.
- 59. 413 S. 8th St.

Specific Sites Needing Research

- 55. 309 S. 8th St.
- 8. 803 3rd Ave.
- 25. 815 7th Ave.
- 39. 614 S. 7th St.
- 41. 806 S. 7th St.
- 54. 301 S. 8th St.
- 58. 409 S. 8th St.

Significance

Historical information, especially construction dates for buildings, is incomplete in this area. The 1879 and 1885 Sanborn Fire Maps did not include this predominately residential area. However, the 1891 Sanborn Fire Map did assist in dating a few houses. The Settlement History also sheds some light on development west of the Central Business District. George Simon's oil paintings of Council Bluffs'

views indicate that between 1849-51 there was no settlement west of Main Street. The first major residential building boom in Council Bluffs occurred in 1856 and according to local historians, there may be a few homes from this period along or near Willow between 7th and 3rd Streets. However, the survey research was not able to confirm any from this era. The Bloomer School was built in 1866 at the southwest corner of 7th Street and Willow Avenue. (This school was torn down and replaced in 1880 by the second Bloomer School.) An 1868 map indicates that settlement had stretched west to 12th Street. Scattered houses occurred as far south as 12th Avenue but concentrated settlement ended at 7th Avenue. As in other residential areas in Council Bluffs, the West Central Business District experienced growth from the 1870's through the 1890's. Expensive homes clustered along South 8th Street between Broadway and 7th Avenue. In general, the consultants believe that more expensive and architecturally detailed houses concentrated in the Bayliss 2nd Addition (bordered roughly by Broadway on the north, South 8th on the east, and both sides of 4th Avenue on the south).

Socio-economic information for this area is limited but biographies from the 1883, 1891, and 1901 county histories reveal that this area was a mixed one, with businessmen, workers, professional people and manufacturers. Biographies from the 1883 county history reveals four professionals (a doctor, a dentist, two lawyers); two politicians (a state senator and a retired judge); six merchants (a grain dealer, a clothing retailer, two realtors, a grocer, a harness maker); and three railroad associated persons (an agent, a contractor, and an engineer). Later histories printed the biographies of some of Council Bluffs' most distinguished residents such as O.P. Wickham, John Weaver, and Dr. Donald Macrae, Sr. and some of its more interesting ones such as Henry Schoening who owned the "largest store in Iowa," Oscar Keeline who had livestock interests in Wyoming, and William Goff who was a contractor and musician.

Recommendation

The survey confirmed that the area west of the Central Business District was, and is, an important area, historically and architecturally. The consultants recommend that parts of the surveyed area be nominated as a district to the National Register of Historic Places. The designated historic district should also receive a more suitable name

than the one used for the survey, perhaps the Bayliss Historic District, even though its boundaries will probably include more than the Bayliss 2nd Addition.

We recommend that future research be concentrated in its most architecturally significant areas, particularly South 7th and South 8th Streets and in the Bayliss 2nd Addition. A great deal of research is necessary for the dating of buildings because the area is probably older than the survey results revealed. Boundaries for a Register district will be difficult to set for this nomination and a great deal of study should be given to the mixture of building types, styles, and ages in an effort to determine a fair boundary.

Because the historic district designation of the West CBD and its subsequent Historic Preservation Plan, the consultants recommend that the entire survey area be designated as a Conservation District as soon as possible so that issues and problems can be addressed by citizens and planners in a comprehensive package. The West CBC is currently receiving adverse impacts including commercial encroachment on South 7th Street. At the same time that issues of land use, zoning, and rehabilitation are being addressed on an area-wide basis, the consultants recommend that the Planning and Community Development Office, in cooperation with the Heritage Preservation Commission, conduct its own Special Study of South 7th Street. The study should focus on traffic, zoning, land use, design guidelines for new construction, and the integration of this area as part of the historic preservation district through such means as landscaping and signage. If it is impossible to conduct both the Conservation District study and the Special South 7th Street Study concurrently, then the city should take the initiative to begin the South 7th Street Study.

The West End Citizens and Neighbors association boundaries entail more area than the West CBD survey area. However, they should be consulted concerning both studies. The Conservation District study will need strong neighborhood support and a neighborhood planning committee to meet regularly with city planners.

SUMMARY OF DISTRICT RECOMMENDATIONS AND RECOMMENDED RESEARCH

Nominations to the National Register of Historic Places and continued research are vital elements in the Council Bluffs' preservation program. Much of the research, as in the past, can be conducted by volunteers but a coordinated program is absolutely necessary.

Register Designation and Planning Recommendations

Of the seven areas chosen for the survey, the following six (listed in order of priority) were recommended for a district or thematic nomination to the National Register of Historic Places:

1. Haymarket (from the Central Business District survey area), district
2. East Central Business District, district
3. West Central Business District, district
4. Lincoln, Tinley, district
5. Industrial, thematic
6. Madison, probable district

It is very important that the district nominations be written and submitted in quick succession of one another. All six Register nominations should be submitted by January 1985. We suggest that the Heritage Preservation Commission hire a part-time Coordinator for Nominations (someone who has had previous experience) and seek a major coordinator/writer for each district. The Coordinator for Nominations would assist the District Coordinators with suggestions in research, writing, documentation, mapping and graphics, keep the nominations on a prearranged schedule, and act as the final editor.

Recommendations were also made for the nomination of many individual buildings to the National Register of Historic Places. These are discussed within the individual district's sections and also coincide with the list of Key Structures listed there.

A "Summary of Recommendations by Districts" in matrix form is also provided. Of the planning recommendations, the Haymarket Historic District Plan should begin immediately, the Central Business District and the West Central Business District were recommended for designation by the city as Conservation Districts and two Special Studies were recommended for South 4th Street and South 7th Street. Both streets, flanking the Central Business District, are receiving commercially associated impacts in the form of higher zoning, commercial land use encroachments, increased traffic, and new development, to name a few. These streets deserve special attention as boundaries of residential historic districts and as the integrating factors between the commercial and residential areas. The special studies should be initiated immediately, if possible, but certainly planned into the next fiscal year's budget.

Research for Nominations

Much of the research that is lacking for district nomination centers on construction dates for individual buildings (especially those ten to fifteen buildings from each district that will be listed as "significant or contributing") and accurate construction dates for the districts themselves. District dates should be bracketed for construction periods (for example, 1870-1900). The matrix "Summary of Construction by District" was designed to indicate survey results. Future research will probably disclose that the construction periods are appreciably older than the survey research period.

Council Bluffs was platted very early, a result of speculation during the first years of settlement. Therefore, the plat dates gave very little indication of development. The consultants made copies of the 1879, 1885, and 1891 Sanborn Fire Maps for volunteer researchers to use at the planning office. These were carefully checked and proved to be somewhat useful for dating purposes. However, the 1896 Sanborn Fire Map located at the Public Library was rarely checked. Because of its later date, all the surveyed structures that are not dated should be checked against the 1896 Sanborn maps.

The Survey Findings section of Council Bluffs--A Settlement History and Survey Findings gives lists by district of residents whose biographies appear in the 1883, 1891, and 1907 county histories. Few of those residents' houses were

surveyed. To develop more fully an historic socio-economic perspective of each district, these addresses should at least be reconnoitered (remembering that addresses have been changed over time). Additionally, many addresses now have a surname associated with them so the city directory can be used to trace construction date. For example, the 1883 county history recorded a biography for Henry Eiseman, and the 1882 city directory listed his residence at 823 3rd Avenue (in the West CBD survey area). The 1880 city directory should then be consulted for Eiseman, Henry. If the address is the same, it confirms that in 1880 there was a house at 823 3rd Avenue. The back-tracking in directories should continue until Eiseman is no longer listed or until Eiseman's address changes. By this method the researcher has a better indication of the age of the house at 823 3rd Avenue and in the case of an address change, it may also yield an even earlier dwelling for the merchant Eiseman.

The indexed cards "Site Locations of Historic Significance" have been cross-referenced and now indicate a district name in the upper right-hand corner. These cards should also be reviewed for potential sites or structures overlooked in the volunteers' field survey.

It is the consultants' recommendation that research be concentrated on a street-by-street basis, beginning with those streets that have been identified as exceptionally significant. Refer to the districts' sections or the matrix "Summary of Recommendations by District."

The nomination procedure for most districts will rely on continued research. Once again, we suggest the appointment of a Coordinator of Research to act as the supervisor of resources and schedule. This coordinator should work closely with the Coordinator for Nominations. If possible, the Research Coordinator should also be paid on a part-time basis.

Future Research

In most historical surveys it is the city's most distinguished residents and leaders who emerge and whose houses and businesses receive the most attention. In addition to the contribution that these people made to the town, their buildings are often significant because they were able to afford an architectural style or elaborate detailing. Council Bluffs is not an exception to this

general rule, but perhaps the districts are more democratic than most. They seem to have been home to a fair economic distribution of citizens.

If there is one group that remains neglected it would be the "blue collar" workers. The Settlement History informs us that industrial workers were located in an area just north of the Union Pacific Transfer between South 15th and South 25th Streets to 3rd Avenue and perhaps just to the west of the Union Pacific Transfer. The Union Pacific itself built some of these houses to accommodate its workers. This area should be reconnoitered to determine if there is enough evidence of extant railroad or worker houses from the 1870-1900 period to warrant further research and designation as a survey area.

RELATIONSHIP TO PLANNING

The Historic Preservation Plan should be adopted as a component of the Council Bluffs Comprehensive Plan and be integrated with all aspects of the planning process. The Council Bluffs Historic Preservation Ordinance provides an important link with the process, but it is necessary to insure a consistent and supportive relationship between city adopted preservation goals and local government programs.

Historic, architectural, and archeological resources should be included in the city's land activity files and other data bases. Land use planning and regulatory processes should insure the protection of these resources. Preservation and conservation philosophies, rehabilitation guidelines, and in some cases, design standards, should be integrated as part of housing rehabilitation and renewal programs. The Capital Improvement Projects should be consistent with city preservation policy. Proper design of the transportation system should assure access, as well as protection, of historic sites and historic neighborhoods.

In summary, the City's role in terms of preservation will consist of cooperation with the Heritage Preservation Commission, protection of historic properties and neighborhoods, support of preservation policy, and a consistent and sensitive attitude toward the application of planning systems in historic districts.

Conservation Districts

Additionally, the consultants recommend that the Planning and Community Development Office implement a Conservation District program. The Conservation District is a flexible technique that is employed to combat negative changes in neighborhoods and to make neighborhoods more livable. The Conservation District serves as a means to develop sensitive regulations specifically tailored to meet the needs of a particular neighborhood. The range of problems and issues addressed through the Conservation District designation is usually broader than a traditional historic preservation study, but it can very easily address preservation as a vital issue.

The Conservation District designation is primarily intended for basically sound neighborhoods that are beginning to show signs of pressures that can lead to decline in the quality of the neighborhood. Among such signs would be evidence of some structural deterioration or the expansion of non-residential uses into residential areas. In addition to the signs of decline there must be strong support in the neighborhood for Conservation District designation. The issues that can be addressed are: the use of land, residential density, intensity of land use, minimum lot area, maximum lot coverage, landscaping, fences, carports, signs, animal control, parking, and building and housing and maintenance codes.

SUMMARY OF CONSTRUCTION BY DISTRICT*

DISTRICT	DOMINATE BUILDING TYPE	CONSTRUCTION PERIOD	OLDEST EXTANT BUILDING
CBD	commercial	1870-1900	Phoenix Block, 102-104 West Broadway, 1856
EAST CBD	residential	1870-1920	Thomas Hart Benton Jr. House, 231 Park Avenue, 1854-55; Jeremiah Folsom House, 137 South 3rd Street, 1855
HARRISON	residential	1890-1920	houses, 18 North 1st, 648 Harrison, 154 Vine; all by 1891
INDUSTRIAL	industrial	1880-1900	Chicago & Rock Island Depot, northwest corner of Main Street and 16th Avenue, 1880-85
LINCOLN/ TINLEY	residential	1870-1920	C.R. Scott house, 624 Oakland, before 1874
MADISON	residential	1890-1910	house, 310 Frank, 1864
WEST CBD	residential	1880-1910	house (now commercial use), 803 3rd Avenue, 1870

*Information based on research done during the survey period; many dates of extant buildings have not been confirmed; construction period dates are based on surveyed buildings.

SUMMARY OF RECOMMENDATIONS BY DISTRICT

DISTRICT	DESIGNATION	PLANNING RECOMMENDATIONS	RECOMMENDED RESEARCH
CBD	<ol style="list-style-type: none"> 1. District nomination for Haymarket (South Main), National Register, priority 1 2. Individual Register nominations of Key structures 	<ol style="list-style-type: none"> 1. Historic Preservation Plan: Haymarket 2. CBD Conservation District 	
EAST CBD	<ol style="list-style-type: none"> 1. District nomination, National Register, priority 2 2. Individual Register nominations of Key structures 	Special Study: South 4th Street Planning & Design Issues	Concentrate on Bluff, South 3rd, South 4th, Park, Glen Streets
HARRISON			Identify Scandinavian residential area prior to 1900
INDUSTRIAL	Thematic nomination, National Register, priority 5	<ol style="list-style-type: none"> 1. Task Force on Economic uses and Marketability 2. Special Study: Planning Issues 3. Signage System 	Locate all extant industrial buildings & archeological sites
LINCOLN/ TINLEY	District nomination, National Register, priority 4		<ol style="list-style-type: none"> 1. Concentrate on Oakland 2. Reconnoiter Mynster Addition
MADISON	District nomination probable, National Register, priority 6	Concentrate on South 1st, Madison, Frank Streets	
WEST CBD	District nomination, National Register, priority 3	<ol style="list-style-type: none"> 1. Special Study: South 7th Street Planning & Design Issues 2. Conservation District 	Concentrate on South 7th, South 8th, & Bayliss 2nd Addition

LEGISLATIVE DEVELOPMENT

The effectiveness of a preservation program will be dependent, in part, on some new and some traditional legislative mechanisms. The adoption in 1980 of Council Bluffs' Historic Preservation Ordinance secures a large amount of legislative development that will not have to be done. In many cases, preservation and conservation in Council Bluffs' neighborhoods and commercial areas may be strengthened with the use of existing ordinances that can be modified or the enforcement procedures altered to solve particular problems or goals. The roles of public agencies and private organizations to accomplish preservation goals are included in the following descriptions of each recommended technique.

Standards for Rehabilitation

The Secretary of the Interior's "Standards for Rehabilitation" and "Guidelines for Applying Standards for Rehabilitation" define the general and specific treatments that may be applied to National Register properties (especially those seeking certification for tax credit purposes). The Standards and Guidelines provide a sound pragmatic framework that allows for both traditional and contemporary techniques in treating historic properties. They support continuing and innovative uses of the properties. The consultants recommend the adoption of the "Standards for Rehabilitation" as a city-wide rehabilitation policy for designated landmarks, buildings within designated historic districts, and when appropriate, buildings rehabilitated under the city's housing program. The Standards should be the basis for any future design guidelines developed for specific historic districts. The Standards have been incorporated in the recommended policy statement for Council Bluffs (see the chapter, "Historic Preservation Goals and Policies for Council Bluffs").

The General Standards for Historic Preservation Projects and Standards for Rehabilitation are listed below. Guidelines for Applying Standards for Rehabilitation are included in the Appendix.

Standards for Rehabilitation

1. Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building structure, or site and its environment, or to use a property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structure, and sites shall be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site, shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project.
9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historic, architectural, or cultural material and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.
10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be impaired.

Rehabilitation Code

Council Bluffs' Uniform Building Code does not make special provisions for the rehabilitation or alteration of historic properties. As described in the chapter "Historic Preservation and Planning Strategies," a building code written for contemporary construction often causes problems when it is strictly applied to older buildings. The Council Bluffs' preservation program should encourage rehabilitation and adaptive use rather than discourage it with an inflexible city code. The consultants recommend that one or two members from the Heritage Preservation Commission and a representative from the City's Planning and Community Development Office work closely with the City's building inspection department to develop a workable Rehabilitation Code for older buildings. The code could perhaps be based on those provisions in the Southern Building Code or the Building Officials and Code Administrators International (BOCA) that address historic properties.

Design Guidelines

In addition to the Secretary of Interior's "Standards for Rehabilitation" and "Guidelines for Applying Standards for Rehabilitation," individually designated historic districts might want to consider design guidelines as part of their

planning effort. The consultants recommend that the first set of design guidelines be prepared only for new construction within historic districts rather than applied to existing older buildings. These guidelines for new construction would address an impact already occurring in Council Bluffs and prepare the way for more extensive district guidelines. Any set of guidelines should be considered carefully because even the best intentioned ordinances impose restrictions that may make compliance difficult for fixed or low-income residents. After all, the primary district goal may be rehabilitation, and for a time, that may best be accomplished with the Department of Interior's Standards and guidelines for application.

Design guidelines should be general and should not dictate every design detail. They should reinforce the characteristics of relatedness that the majority of buildings share. The following criteria from Dallas' Swiss Avenue Historic District might provide a good outline for aesthetic qualities within Council Bluffs' historic districts (even commercial districts):

Qualities of the block

- Rhythm of spaces between buildings
- Landscaping in the front yards

Qualities of the building form

- Height-width ratio
- Facade shape
- Roof forms

Qualities of building treatments

- Color
- Materials
- Horizontal projections
- Distributions and proportions of facade openings

Qualities of facade accentuation

- Porch or entrance projections
- Detailing
- Embellishment

These criteria should be closely related to other development standards such as permitted land uses, lot width, lot depth, building coverage, building height, off-street parking, signs, screening of parking, and minimum front and rear yards. Additionally, contemporary design sympathetic with the district should be encouraged--for reasons of

economically healthy areas and for accommodating the tourists that Council Bluffs has expressed interests in attraacting. The criteria should function as a guide to architects, developers, and contractors to achieve the desired relatedness. In all cases new construction should avoid imitating an earlier style or architectural period. New additions that have a contemporary function such as a drive-in bank or garage should especially avoid such imitation. Tourists will be interested in authentic older buildings and the ambience of neighborhood settings, not imitation or psuedo-historical environments.

The criteria could even isolate differences among sub-areas within the district. The Dallas ordinance states that an area with architecturally strong character conform to more stringent standards (such as eight or more of the criteria) and architecturally less strong areas comply with fewer standards. In all cases, the consultants believe that new construction be sympathetic with its immediately adjacent buildings; the block as a design element should take precedence over the district.

Certification of the Ordinance

One of the ways that a building may be qualified as a certified historic structure for tax credit purposes is to be included in a locally designated historic district, if the ordinance authorizing or creating the local district and the district is certified. Council Bluffs has an Historic Preservation Ordinance that meets the certification objectives; it should now be officially certified.

In addition to the process of certifying buildings for tax credit purposes, the ordinance certification will allow the City of Council Bluffs the right to review all National Register nominations from Council Bluffs. The City would also be able to recommend against nominations. The certification would create a review process at the City level and would further link the preservation program with the planning process. The National Historic Preservation Act Amendments of 1980 placed a requirement on the states to share 10 percent of its annual apportionment with certified local governments for use in historic preservation projects or programs. In case this condition, or a similar one, is ever implemented, Council Bluffs would be able to share part of Iowa's apportionment.

FUNDING

A preservation program cannot succeed without adequate funding for implementation and maintenance. Because of decreased federal funding and the increased demands on the remaining federal programs, such as the Community Development Block Grant, the majority of funding recommendations are for other than public sources.

Federal Tax Advantages

The federal tax credit for rehabilitation, contained in the Economic Recovery Tax Act of 1981, creates a major incentive to encourage the reuse and preservation of Council Bluffs' income-producing buildings. At an Iowa Preservation conference earlier this year, a Certified Public Accountant favorably compared certified historic rehabilitation with Money Market Certificates. A summary of the provisions is given in the chapter "Historic Preservation and Planning Strategies."

Revolving Funds

Revolving funds have been used successfully by almost all cities who have developed an extensive preservation program. They are also recommended to Council Bluffs as part of a funding package. We suggest that the first program be confined to only one district, and perhaps concentrating on even a small portion within a district. As with all long-term preservation projects, good success must be demonstrated from the beginning to develop public and private confidence.

Because it is also possible to use revolving funds in geographically scattered areas experiencing negative impacts, we also recommend that the use of revolving funds be considered for South 4th and South 7th Streets. A discussion of this strategy would be relevant as part of the streets' Special Studies. A sound method for the selection of areas to receive revolving funds entails a detailed district profile including vacancy rate, economic disinvestment, and inspection and violation reports.

Options to Cope with Disinvestment

Disinvestment refers to the reluctance of lenders as well as insurers, landlords, shopkeepers, and businesspeople, in general, to invest in areas perceived as declining. Disinvestment is often sharpened by local public policy, especially an inflexible property tax and substandard delivery of city services.

The consultants recommend that the city establish a public-private partnership role in the form of a Disinvestment Task Force of lenders, insurers, businesspeople, landlords, and planning officials. The Task Force would study the disinvestment issue in Council Bluffs and its impact on potential historic districts, devise a policy statement of needs and goals, and explore strategies on a city-wide and district basis. We can recommend a few financial options designed to cope with disinvestment. Direct incentives might include the establishment of voluntary lending pools of private lenders to provide loans to high-risk borrowers; offers to banks to become part of a low-risk, high-profit development elsewhere, in return for investing in high-risk neighborhoods; or an urban reinvestment revolving fund which would coinsure a high portion of the risk for banks and lending institutions who would make loans in marginal neighborhoods.

Options to Cope with Displacement

The opposite problem of disinvestment is displacement--the replacement of a substantial number of a neighborhood's residents by newcomers who enjoy a higher income which they use to buy and renovate houses that were once attractive but have become neglected. Existing residents, particularly renters, low-income, elderly and minorities are often displaced from their neighborhoods as they find themselves unable to compete in an inflated housing market. These people should be given the option either to remain in their traditional community or to move away.

The displacement phenomenon has received widespread attention from the media and has become a concern of neighborhood groups, preservationists, and local planners. Policy makers have not comprehensively addressed these questions because the problem is so new and scattered and because there are few data on its frequency and severity. But the problem will not go away.

The City of Council Bluffs should be aware of the problem and anticipate it as one that will arise when the historic district designation process begins. In fact, there may be some resistance to designation from residents who fear the attraction of speculators, the inflation of housing prices, and neighborhood change. The City, the Heritage Preservation Commission, and the two existing neighborhood organizations should join forces to seek local solutions and to strive for a balanced population in the historic districts that will be designated. Council Bluffs should be ahead of the problem rather than behind it.

There are at present few legal mechanisms to prevent private developers and owners using private funds from causing relocation. One financial solution may be the creation of special tax exemptions for designated districts. For example, the "circuit-breaker" tax exemption is a concept where persons of a certain age (usually 65 or older) and living on a fixed income, would be exempted from a certain portion of standard property tax assessment. It breaks the circuit of rising property assessments for the elderly.

Property Tax Incentives

Council Bluffs will more than likely have to deal with both disinvestment and displacement as historic district designation issues. The consultants recommend that property tax measures be used to combat these seemingly diametrically opposed problems. Property tax measures can help entice business into greater involvement and to decrease the likelihood of the displacement of the elderly and tenants. Although any combination of the incentives cataloged in the "Historic Preservation and Planning Strategies" chapter would be worthwhile investigating, we particularly suggest these: tax exemption on increased assessed valuation due to rehabilitation, with graduated increase to full tax after a specified number of years; special conservation neighborhood tax assessment districts allowing for resulting revenues to be used to improve amenities within the district; and a special tax abatement program to stimulate conversions of factories, warehouses, and commercial buildings to housing uses. The "circuit-breaker" tax exemption should also be considered for the elderly (see the previous section, Options to Cope with Displacement).

Easement Program

The Heritage Preservation Commission in cooperation with the City of Council Bluffs should actively initiate a Council Bluffs' Easement Program. The city benefits from easements because of the use of the building, the property tax payments, and the maintenance will all be continued by the private owner. The owner benefits because of a tax credit for the donation and the knowledge that his generosity will preserve in perpetuity a Council Bluffs' cultural resource. The legal, regulatory, and financial details should be studied, then adopted and advertised to insure this profitable financial option for the city and the private owner. (A more detailed explanation of easements is given in the chapter "Historic Preservation and Planning Strategies.")

Public Assistance

The preservation program should expect public support from the City Council and the Planning Commission. After adopting the Preservation Goals and Objectives as public policy, these two bodies should demonstrate their advocacy by directing the city agencies to budget a portion of Community Development Block Grant or other monies for planning, legal, and regulatory projects to achieve the goals and by promoting historic preservation policies in the land use and zoning decisions they make. Many of the elements recommended in this document rely heavily on the services of the Planning and Community Development Office, the Legal Department, and the Building Inspections Office. In addition, the City should consider Direct Acquisition for Public Use and Government Leasing programs described in the "Historic Preservation and Planning Strategies" chapter.

Special Projects

Projects of a specialized, topical, or pragmatic nature will surface during the implementation of the Council Bluffs' preservation program. Because these projects are usually small and because they can be developed and implemented on a short-term basis, they do not require a great deal of funding or an elaborate strategy to achieve funding. Examples of two such special projects that have been suggested in this document are the part-time employment of a Coordinator for Nominations and a Coordinator for Research and the development of a Walking Tour and a Bus Tour. These are the

kinds of projects for which private assistance can be sought. Financial donations can often be received from local individuals, businesses, and corporations; organizations such as the Chamber of Commerce and the Historical Society; community service groups such as the Rotary and Kiwanis; small (\$1000) grants from the National Trust for Historic Preservation; and perhaps assistance from local and state foundations. A preservation program can usually count on contributions of time and man-power from the Chamber, Historical Society, classroom teachers, neighborhood organizations, and church groups. Often, local graphic design, architecture, or landscape architecture firms are willing to do graphic design work for promotional brochures and tour guides, and since these materials are normally targeted for tourists, perhaps the motels in Council Bluffs would pay for their printing. Each project will be unique and will suggest its own innovative possibilities for financing. The consultants encourage this kind of community-wide participation and assistance in achieving and sustaining a preservation program for Council Bluffs.

Tourism as a financial mechanism will be discussed in the following section, A Preservation Program for Council Bluffs.

CULTURAL RESOURCES AND TOURISM

Council Bluffs has a rich cultural history, especially as that history relates to state, regional, and national economic, political, and social history. The key to having these resources impact Council Bluffs' economy favorably lies in exposing the resources in as many ways as possible, and utilizing those resources in many sectors of the city.

The process of identifying and describing cultural resources has a good foundation, but it is not complete. And the completion should be scheduled as part of the Planning and Community Development Office, Heritage Preservation Commission, and Historical Society's agendas for the next twelve month period. The initial survey of historic, architectural, and archeological resources has been reviewed and a framework for addressing the significance of resources has been established. Significance levels are important because generally sites, structures, and objects of higher significance will attract the public. For all Council Bluffs' cultural resources that might be utilized, the significance levels need to be reasonably the same. That is,

there needs to be a consistent quality among resources in order to have positive impact.

There are a number of ways to utilize the city's cultural resources, but the consultants would like to propose that the city's historic neighborhoods, commercial areas and sites be considered as installations, that is, consider the older, interior portions of the city a living museum with unique streets, buildings, business blocks and the like. Each historic resource would serve as an installation or a display. Tourists would experience the museum by taking walking tours of districts, driving tours of districts and areas outside of the city, and visiting the interiors of selected structures.

The first installation system involves properties that are currently listed in the National Register of Historic Places. These individual structures comprise a skeleton network of historic installations: the Dodge House, the August Beresheim House, the Rev. Little's Young Ladies Seminary, the YWCA Building, the Thomas Jefferis House, the Lysander Tulleys House, the O.P. Wickham House. These resources should be joined by other National Register properties listed individually. The Heritage Preservation Commission should approve a uniform plaque (the National Register rectangular bronze plaque) or develop its own signage system for the designation of National Register properties.

The second installation to help generate a circuit of resources involves large areas, those districts that are to be listed as National Register Districts. Five of these areas, four residential and one commercial, are recommended. They encompass part of the Central Business District and circle it on all sides. Signage systems should also be developed for each district; it not signs, literally, then "gates," entry markers, or landscaping at important streets to denote the districts' edges. Historic markers could also state a brief history of the area or show photographic images of the districts' most spectacular period.

The third installation involves an industrial theme. Early on, Council Bluffs attracted a great many unique industries. The consultants have recommended that a thematic nomination "Council Bluffs' Industries--1860-1910" (50 years of industry in Council Bluffs) be made to the National Register of Historic Places. This would of course involve

the railroad as an important industry. Although the nomination would involve only extant buildings, we recommend that the city also identify industrial archeology sites. All of the industrial buildings and sites would then be recalled by large signs that describe in images and narrative about the specific circumstances of the building or site.

Beyond signing information, the city could erect structures or objects that recall historic activity. For example, there are enough odd elevator parts stored in the Kimball Brothers building to erect a steel support cage and the basic elements of an elevator's mechanical system (non-operable) on a site closer to the center of town. Such a display could be accompanied by an explanatory panel describing industrial development in Council Bluffs and Kimball's role in that development. It might be possible to find other kinds of artifacts that could be developed as displays.

The fourth installation involves the dating of individual buildings. Using the 1879, 1881, 1891, and 1896 Sanborn Fire Maps as a dating reference, a list of existing buildings from these periods could be made and a signage system developed to recognize each period (regardless of National Register status). For instance, four stars for an 1879 building, three stars for an 1882 building, two stars for an 1891 building, and one star for an 1896 building. The symbol of stars scattered throughout the town would add yet another overlay to the installation of Historic Council Bluffs--Outfitter to the West. It would adapt well to walking or driving tours and it would be fun for the resident and tourist alike.

The point of all the installations is to make a circuit of various cultural assets so that tourists might walk down six blocks of a rehabilitated historic South Main, visit the Dodge House, stop to read historic displays in between, and count the number of four star buildings in a district. It would be possible to develop walking and driving tours for all these versions.

Within the city it is clear that tour loops must be accompanied by a serious conservation and preservation effort in neighborhoods and commercial areas. Tourism by the nature of the activity, requires some window dressing, so that houses and shops need to look something like what the tourist expects (real, not pseudo-historic). Buildings need to look historic, conserved or preserved, and slightly more

interesting than the buildings in the tourists' home neighborhoods.

Many of Council Bluffs' resources are not evident because they are blocked from a long perspective view by commercial development, highways, winding streets, and the bluffs themselves. Because the views are concealed it will be very hard to see Historic Council Bluffs as a complete framework. This is one reason why a unified signage system is so important. Additionally, as the consultants suggested in The Districts section of this report, much must be made of important streets, most of them oriented north and south--Glen, Park, Madison. It is very important that as much as possible, these streets be viewed as an entity. East and west connections between the north and south streets also become vital visual linkages. Willow is one of those streets that connects the West Central Business District, the Central Business District, and the East Central Business District. Willow deserves its own street treatment to enhance it as the connector. Many of these streets will become more evident during the preparation of the district plans.

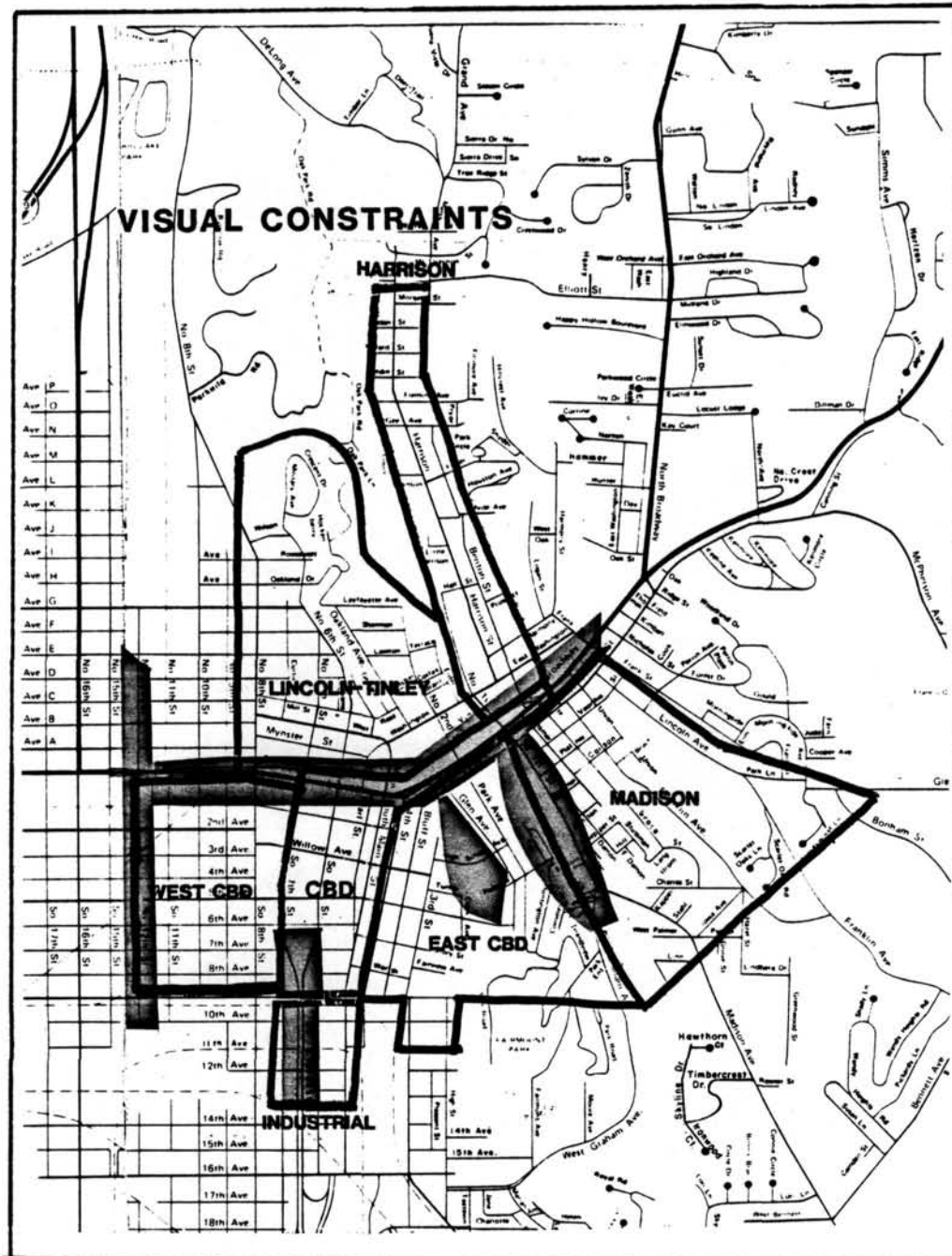
In order to provide some relief to owners of historic properties so that owners share the costs of investing in rehabilitation or conservation, we suggest the city and county consider freezing property taxes on all properties within historic districts. Such a freeze might be in effect for a five year period with the provision that improvements to the property are not assessed at full improvement values. Some kind of broad based incentives are needed to facilitate a consistent development of cultural resources. It has been documented that all public expenditures to improve older areas have been recaptured at a later date.

Historic resource tourism can also be tied to area tourism so that tourists might tour Council Bluffs and the Market Area in Omaha. Similarly, because of the Council Bluffs' historical role as an "outfitter" to the West, a visit to the museum at DeSoto Bend might be included as part of a Council Bluffs' tour.

A second spin-off from preservation activity is connecting preservation with recreation. It is our understanding that long-term planning is in effect for Lake Manawa in which the lake's recreation potential will be realized. We suggest the city consider implementing an electric trolley that would run down South Main to Lake Manawa. Such a line would be costly but it might pay for itself with tourist trade, and Council

Bluffs' residents might also use it to go swimming or boating in the summer or cross-country skiing in the winter. A natural embarking spot might be the Depot. A trolley has wide appeal and it could be strong enough to anchor the tourist business. Looking way down the road a summer season trolley that ran from Council Bluffs' Central Business District to the new sunken plaza in Omaha might also be successful.

The recommendations for installing a cultural tourism program for Council Bluffs will take a big commitment from the community in terms of policy, time, and work. The cooperation, backing, and industry of the Major and City Council, the Planning Commission, the Planning and Community Development Office, the Chamber of Commerce, the Historical Society, private corporations, business people, and residents will all be necessary at various stages. In all these matters we charge the Heritage Preservation Commission to speak as the advocates of preservation and to spearhead preservation activities including this final cultural tourism package. To implement such a scheme will require the creation of a historic preservation foundation which could expend funds to establish an easement program, to create a revolving fund, to rehabilitate buildings, to publish brochures and tours, and to initiate a historical signage system. Within Council Bluffs lies the talent and expertise to accomplish the tourism goal, in fact many of the actors are listed above. Each of the following activities also implies an important economic enterprise for the people of Council Bluffs: writing Register nominations; rehabilitating buildings; planning streetscape systems of landscaping, benches, and lighting; designing a signage system; supplying historic information; developing Historic Council Bluffs celebrations; advertising the Council Bluffs "Outfitter's to the West" image; and accommodating the visitors.



PROPOSED SCHEDULE FOR IMPLEMENTATION OF THE
PRESERVATION PROGRAM

Task	1982	1983	1984	1985	1986
Special Study: S. 4th Street		●●			
Special Study: S. 7th Street		●●			
Hire coordinators for Nomination and Research		●			
Haymarket Nomination		●●			
Haymarket Hist Pres Plan		●●			
Conservation Study: CBD		●●	●		
Design Guidelines: New Construction in CBD		●●	●●		
East CBD Nomination	●	●●	●		
East CBD Hist Pres Plan		●	●●		
West CBD Nomination	●	●●	●		
Conservation District: West CBD	●	●●	●		
West CBD Hist Pres Plan			●●	●	
Lincoln/Tinley Nomination					
Industrial Theme Nomination		●●	●●		
Task Force: Economic Uses & Marketability of Industrial Bldgs.		●	●		
Special Study: Industrial			●●		
Madison nomination			●●	●	
Nomination of Individual Buildings	●●	●●	●●	●●	●●
Design Signage System		●●	●		
Date Designation Program		●●	●●	●●	●●
Develop Walking/Bus Tours			●	●	●

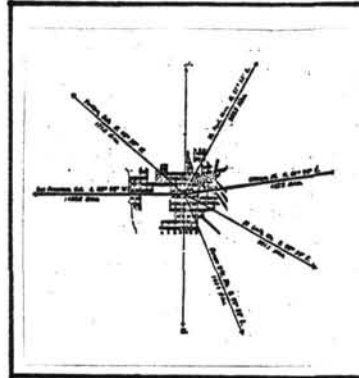
Task	1982	1983	1984	1985	1986
Adoption of Preservation Policies including Standards for Rehabilitation		●			
Tax Recovery Act Workshop		●			
Create Historic Preservation Foundation			●		
Implement Cultural Tourism Package				●●●	●●●

CULTURAL TOURISM IN COUNCIL BLUFFS

HATMARKET



COUNCIL BLUFFS,
POTTAWATTAMIE COUNTY, IOWA.



Logo? from 1887 census

OUTFITTER FOR THE WEST
San Francisco ... 1430.6 mi
Yankton, Dak. ... 171.4 mi
St. Paul, Minn. ... 289.5 mi
Chicago, Ill. ... 427.2 mi
St. Louis, Mo. ... 351.1 mi
Kansas City ... 168.4 mi

Historical Markers

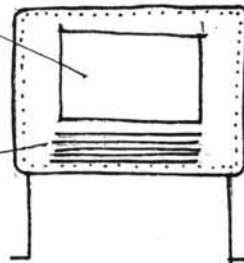


Idea for Tour Map... from
1879 Business Establishments



a 3-star house

Date Designation Plaques



Historical Markers
(Engraving of P. Lacy's
Residence & Historical
Sketch)



a street network of designated houses by Register
status and date designation

HISTORIC PRESERVATION GOALS AND POLICIES FOR COUNCIL BLUFFS

An ad hoc Strategy Committee composed of Heritage Preservation Commission members and interested citizens met with the consultant in June 1982 to review and revise an Historic Preservation Policy Statement for Council Bluffs. The proposed document is a strong policy statement and one that the consultants recommend, with the following revisions, as a component of the Council Bluffs' Comprehensive Plan.

- 1.4 The policies and programs of historic preservation should encourage neighborhood stabilization and revitalization and be sensitive to the need to create a mix of socio-economic occupants.
- 2.6.4 The individual efforts of local agencies toward historic preservation should be coordinated to achieve the most effective results. One member each from the following: the Heritage Preservation Commission, the Historical Society, the City's Planning and Community Development Office should comprise a Historic Preservation Coordination Committee with a rotating chairmanship.

The following definitions will be used in the policy statement:

Preservation is defined as the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Rehabilitation is defined as the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

Preservation policies describe a general position on preservation and outline a program for the preservation of architecturally and historically significant buildings, structures, objects, sites, and districts within the city of Council Bluffs.

PRESERVATION GOALS FOR COUNCIL BLUFFS

1. A community-wide awareness of the significant historical, architectural, archeological, and natural features of Council Bluffs in addition to an awareness and understanding on the part of residents and property owners within historic areas of their unique and significant features.
2. Realization among Council Bluffs' residents of the need for a continuing program of preservation to maintain the community's heritage.
3. Preservation and continued maintenance of those buildings and places in Council Bluffs that have historic, architectural, archeological, or natural significance and are in sound or repairable physical condition.
4. Rehabilitation which preserves the significant features of buildings and places of cultural value where their current physical status allows restoration.
5. Revitalization of those structures and areas of significance that are largely intact, but which require minor improvements to realize their full physical and cultural potential.
6. Promotion of the community's economic fabric by the encouragement of capital investment in historic building, in the reinvestment of historic districts, and in tourism activities.

PRESERVATION POLICIES

In order to promote the preservation of architecturally and historically significant buildings, structures, objects, sites, and districts within the city of Council Bluffs, the following preservation program is recommended as an element of the Comprehensive Plan. Included in the program is a list of preservation goals and preservation policies which are intended to provide the community with a framework for action to achieve those goals.

1. Position on Preservation

- 1.1 The preservation and rehabilitation of existing structures of historical or architectural significance or structures within historically or architecturally significant areas should be encouraged.
- 1.2 Where the original use of a landmark or structure within a significant area is impractical, an adaptive use of the structure, compatible with its physical characteristics, should be encouraged.
- 1.3 Efforts should be made to protect and preserve archeological resources affected by or adjacent to land development projects.
- 1.4 The policies and programs of historic preservation should encourage neighborhood stabilization and revitalization.
- 1.5 The use of positive incentives rather than governmental controls should be the principal means of implementing historic preservation.
- 1.6 Publicly owned landmarks should be used and well-maintained.
- 1.7 Public entities should seek to rehabilitate and re-use their vacant or abandoned historically or architecturally significant buildings.
- 1.8 Community residents, businesses and property owners will be given the opportunity to be fully involved in the planning and implementation of historic preservation. This includes an adequate notification of how and when participation can occur.

2. Program for Preservation

- 2.1 The preservation program shall consist of the following elements:

- (1) An ongoing program to educate citizens in the need for and the techniques of preservation.
- (2) The ongoing identification of historically, architecturally, and archeologically significant areas and structures.
- (3) The development of a series of general design guidelines which are applicable for rehabilitation or renovation of significant areas and landmarks in Council Bluffs.
- (4) The development of a set of guidelines for each identified historic district.
- (5) The incorporation of identified areas and landmarks and guidelines into the Comprehensive Plan.
- (6) The development of mechanisms for implementing the preservation policies.

2.2 A program to educate citizens should consist of providing published information on significant areas and structures, speakers for interested groups, a collection of information available to the public, and technical assistance on preservation procedures and techniques.

2.3 The identification of significant features in Council Bluffs should be based on the criteria of the National Register of Historic Places.

2.4 The following are the Secretary of the Interior's "Standards for Rehabilitation." The Standards are recommended for the rehabilitation, preservation, continued use, and adaptive use of Council Bluffs' architecturally and historically significant buildings, individually or within any historic district. The Standards are intended as guidelines, but rehabilitation plans and designs must meet the Standards for Rehabilitation and be certified (approved) by the National Park Service to receive a tax credit under the Economic Recovery Tax Act of 1981.

2.4.1 Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building structure, or site and its environment, or to use a property for its originally intended purpose.

2.4.2 The distinguishing original qualities or character of a building, structure, or site

and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

2.4.3 All buildings, structures, and sites shall be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance shall be discouraged.

2.4.4 Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

2.4.5 Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site, shall be treated with sensitivity.

2.4.6 Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

2.4.7 The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

2.4.8 Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project.

2.4.9 Contemporary design for alterations and additions to existing properties shall not

be discouraged when such alterations and additions do not destroy significant historic, architectural, or cultural material and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.

2.4.10 Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

2.5 The development of a set of guidelines for each identified historic district should be accomplished before they are included in the Comprehensive Plan. The incorporation of the identified districts and landmarks and guidelines should be a continuous process which provides ample opportunity for citizen involvement.

2.6 The implementation mechanisms should rely on both public and private actions.

2.6.1 Public improvements that will encourage the preservation, rehabilitation, and enhancement of significant areas and landmarks should be undertaken.

2.6.2 Decisions of changes in zoning should take into consideration the compatibility of the existing significant structures with proposed zoning districts.

2.6.3 The application of codes and ordinances to allow more economical historic rehabilitation without comprising individual health and safety should be implemented.

2.6.4 The individual efforts of local agencies toward historic preservation should be coordinated to achieve the most effective results. The Heritage Preservation Commission should be designated to coordinate activities and provide relevant information on historic preservation with other interested groups.

2.6.5 The use of existing incentives for historic preservation should be actively pursued.

- 2.6.6 The development and adoption of new legislation that will provide economic incentives for retention of architecturally and historically significant buildings and sites should be pursued.
- 2.6.7 Publicly acceptable legal implementation mechanisms that will help to implement the preservation program should be developed.
- 2.6.8 Provisions which require a property owner's consent for the designation of his property as a landmark and the consent of a majority of property owners in an area for the area's designation as a district are encouraged to be included in any local legal regulatory mechanism developed for historic preservation.
- 2.6.9 The development of a private historic preservation foundation which could expend funds for public education, establish an easement program, create a revolving fund, and renovate and rehabilitate significant buildings should be encouraged.

APPENDIX

PART II

GUIDELINES FOR APPLYING THE STANDARDS

The following guidelines are designed to facilitate the interpretation and application of the Secretary of the Interior's Standards for Historic Preservation Projects and to assist individual property owners formulate plans for the acquisition, development, and continued use of historic properties and buildings in a manner consistent with the intent of the standards. The guidelines may be applied to buildings of all occupancy and structures, objects, and buildings of all construction types, sizes, and materials.

Separate guidelines are given for each of the seven treatments, as defined in the Secretary of the Interior's Standards for Historic Preservation Projects (Part I). Preservation approaches, materials, and methods consistent with the standards are listed in the *Recommended* column on the left. Not all recommendations listed under a treatment will apply to each project proposal. In addition, a project may consist of more than one treatment. Preservation approaches, materials, and methods which may adversely affect a property's architectural, historical, or archeological qualities, and are therefore not consistent with the standards, are listed in the *Not Recommended* column on the right.

Every effort will be made to update and expand the guidelines as additional information becomes available.

Guidelines for Applying STANDARDS FOR REHABILITATION

Recommended

Not Recommended

The Environment

Retaining distinctive features such as the size, scale, mass, color, and materials of buildings, including roofs, porches, and stairways that give a neighborhood its distinguishing character.

Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys, and building set-backs that have traditionally linked buildings to their environment.

Using new plant materials, fencing, walkways, street lights, signs, and benches that are compatible with the character of the neighborhood in size, scale, material, and color.

Introducing new construction into neighborhoods that is incompatible with the character of the district because of size, scale, color, and materials.

Destroying the relationship of buildings and their environment by widening existing streets, changing paving material, or by introducing inappropriately located new streets and parking lots that are incompatible with the character of the neighborhood.

Introducing signs, street lighting, benches, new plant materials, fencing, walkways, and paving materials that are out of scale or inappropriate to the neighborhood.

Archeological Sites and Features

Retaining archeological resources intact, whenever possible.

Minimizing disturbances of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.

Arranging for an archeological survey of all terrain that must be disturbed by the project. If the survey reveals sites or features that might be adversely affected, the area should be avoided or an archeological investigation conducted in accordance with the Recovery of Scientific, Prehistoric, and Archeological Data: Methods, Standards, and Reporting Requirements (36 CFR 1210, formerly 36 CFR 66 Proposed Guidelines published in the Federal Register Vol. 42, No. 19, Friday, January 28, 1977).

Causing ground disturbances without evaluating the archeological potential of an area.

Failing to properly monitor all ground disturbances on a property for possible archeological data that could provide information relating to the history of the property.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

Undertaking an archeological investigation without professional guidance, or without utilizing professional curatorial techniques.

Recommended

Not Recommended

Building Site

Identifying plants, trees, fences, walkways, outbuildings, and other elements that might be an important part of the property's history and development.

Retaining plants, trees, fences, walkways, street lights, signs, and benches that reflect the property's history and development.

Basing decisions for new site work on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records. If changes are made, they should be carefully evaluated in light of the past appearance of the site.

Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.

Making changes to the appearance of the site by removing old plants, trees, fences, walkways, outbuildings, and other elements before evaluating their importance in the property's history and development.

Leaving plant materials and trees in close proximity to the building that may be causing deterioration of the historic fabric.

Building: Structural Systems

Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.

Undertaking stabilization and repair of weakened structural members and systems.

Supplementing existing structural systems when damaged or inadequate. Replace historically important structural members only when necessary.

Disturbing existing foundations with new excavations that undermine the structural stability of the building.

Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.

*Recommended**Not Recommended***Building: Exterior Features****Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar**

Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.

Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.

Duplicating old mortar in composition, color, and texture.

Duplicating old mortar in joint size, method of application, and joint profile.

Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.

Cleaning masonry only when necessary to halt deterioration or to remove graffiti and stains and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.*

Applying waterproof or water repellent coatings or surface consolidation treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.

Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.

Repointing with mortar of high Portland cement content, thus creating a bond that can often be stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

Repointing with mortar joints of a differing size or joint profile, texture, or color.

Sandblasting, including dry and wet grit and other abrasives, brick, or stone surfaces; this method of cleaning erodes the surface of the material and accelerates deterioration. Do not use chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.

*For more information consult Preservation Briefs: 1, "The Cleaning and Waterproof Coating of Masonry Buildings" and Preservation Briefs: 2, "Repointing Mortar Joints in Historic Brick Buildings." Both are available from Technical Preservation Services Division, Heritage Conservation and Recreation Service, Washington, D.C. 20243.

Recommended

Not Recommended

Building: Exterior Features

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar—continued

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Replacing missing significant architectural features, such as cornices, brackets, railings, and shutters.

Retaining the original or early color and texture of masonry surfaces, including early signage, wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.

Applying new material, which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial cast stone, or brick veneer.

Removing architectural features such as cornices, brackets, railings, shutters, window architraves, and doorway pediments.

Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and change its appearance.

Wood: Clapboard, weatherboard, shingles, and other wooden siding

Retaining and preserving significant architectural features, whenever possible.

Repairing or replacing, where necessary, deteriorated material that duplicates in size, shape, and texture the old as closely as possible.

Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrates the continuity of growth and change.

Resurfacing frame buildings with new material, which is inappropriate or was unavailable when the building was constructed, such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zinc

Retaining original material, whenever possible

Cleaning, when necessary, with the appropriate method. Metals should be cleaned by methods that do not abrade the surface.

Removing architectural features that are an essential part of a building's character and appearance and thus illustrate the continuity of growth and change.

Exposing metals that were intended to be protected from the environment. Do not use cleaning methods which alter the color or texture of the metal.

*Recommended**Not Recommended***Building: Exterior Features—continued****Roofs and Roofing**

Preserving the original roof shape.

Retaining the original roofing material, whenever possible.

Providing adequate roof drainage and insuring that the roofing materials provide a weathertight covering for the structure.

Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.

Preserving or replacing, where necessary, all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, weather vanes, gutters, downspouts, and lightning rods.

Changing the essential character of the roof by adding inappropriate features such as dormer windows, vents, or skylights.

Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.

Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.

Stripping the roof of architectural features important to its character.

Windows and Doors

Retaining and repairing existing window and door openings, including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.

Duplicating the material, design, and hardware of the older window sash and doors if new sash and doors are used.

Introducing new window and door openings into the principal elevations, or enlarging or reducing window or door openings to fit new stock window sash or new stock door sizes.

Altering the size of window panes or sash. Such changes destroy the scale and proportion of the building.

Installing inappropriate new window or door features such as aluminum storm and screen window insulating glass combinations that require the removal of original windows and doors or the installation of plastic canvas, or metal strip awnings or fake shutters that detract from the character and appearance of the building.

Recommended

Not Recommended

Building: Exterior Features

Windows and Doors—continued

Installing visually unobtrusive storm windows and doors that do not damage existing frames and that can be removed in the future.

Using original doors and door hardware when they can be repaired and reused in place.

Discarding original doors and door hardware when they can be repaired and reused in place.

Entrances, Porches, Porte-cocheres, and Steps

Retaining porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity and, wherever possible, should be retained.

Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.

Removing or altering porches and steps that are inappropriate to the building's development and style.

Stripping porches and steps of original material and architectural features such as handrails, balusters, columns, brackets, and roof decorations of wood, iron, cast iron, terra cotta, tile, and brick.

Enclosing porches and steps in a manner that destroys their intended appearance.

Building: Exterior Finishes

Discovering the historic paint colors and finishes of the structure and repainting with those colors to illustrate the distinctive character of the property.

Removing paint and finishes down to the bare surface; strong paint strippers, whether chemical or mechanical, can permanently damage the surface. Also, stripping obliterates evidence of the historical paint finishes.

Repainting with colors that cannot be documented through research and investigation to be appropriate to the building and neighborhood.

*Recommended**Not Recommended***Building: Interior Features**

Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, handrails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, parquet, or mosaic flooring.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Retaining original plaster, whenever possible.

Enclosing an important interior stairway, where required by code, in such a way as to retain its character. In many cases, glazed fire-rated walls may be used.

Retaining the basic plan of a building, the relationship and size of rooms, corridors, and other spaces.

Removing original material, architectural features, and hardware, except where essential for safety or efficiency.

Replacing interior doors and transoms without investigating alternative fire protection measures or possible code variances.

Installing new decorative material and paneling, which destroys significant architectural features or was unavailable when the building was constructed, such as vinyl, plastic, or imitation wood wall and floor coverings, except in utility areas such as bathrooms and kitchens.

Removing plaster to expose brick to give the wall an appearance it never had.

Enclosing important stairways with ordinary fire-rated construction which destroys the architectural character of the stair and the space.

Altering the basic plan of a building by demolishing principal walls, partitions, and stairways.

Building: Interior Finishes

Discovering and retaining original paint colors, finishes, wallpapers, and other decorative motifs or, where necessary, replacing them with colors, wallpapers, or decorative motifs based on the original.

Changing the texture and patina of exposed wooden architectural features (including structural members) and masonry surfaces through sandblasting or use of other abrasive techniques to remove paint, discoloration, and plaster, except in certain industrial and warehouse buildings where the interior masonry or plaster surfaces do not have significant design, detailing, tooling, or finish; and where wooden architectural features are not finished, molded, beaded, or worked by hand.*

*In cases where abrasive cleaning is contemplated, it is strongly recommended that prior approval be obtained from the U.S. Department of the Interior if the rehabilitation involves any Federal funds or where the owner intends to apply for the tax benefits for rehabilitation work under the Tax Reform Act of 1976.

Recommended

Not Recommended

Building: Interior Finishes—continued

Removing paint from wooden architectural features that were never intended to be exposed.

New Construction

Keeping new additions and adjacent new construction to a minimum, making them compatible in scale, building materials, and texture.

Designing new work to be compatible in materials, size, scale, color, and texture with the other buildings in the neighborhood.

Using contemporary designs compatible with the character and mood of the building or the neighborhood.

Protecting architectural details and features that contribute to the character of the building.

Placing television antennae and mechanical equipment, such as air conditioners, in an inconspicuous location.

Designing new work which is incompatible with the other buildings in the neighborhood in materials, size, scale, and texture.

Imitating an earlier style or period of architecture in new additions, except in rare cases where a contemporary design would detract from the architectural unity of an ensemble or group. Especially avoid imitating an earlier style of architecture in new additions that have a completely contemporary function such as a drive-in bank or garage.

Adding new height to the building that changes the scale and character of the building. Additions in height should not be visible when viewing the principal facades.

Adding new floors or removing existing floors that destroy important architectural details, features, and spaces of the building.

Placing television antennae and mechanical equipment, such as air conditioners, where they can be seen from the street.

*Recommended**Not Recommended***Mechanical Systems: Heating, Air Conditioning, Electrical, Plumbing, Fire Protection**

Installing necessary mechanical systems in areas and spaces that will require the least possible alteration to the structural integrity and physical appearance of the building.

Utilizing early mechanical systems, including plumbing and early lighting fixtures, where possible.

Installing the vertical runs of ducts, pipes, and cables in closets, service rooms, and wall cavities.

Insuring adequate ventilation of attics, crawlspaces, and cellars to prevent moisture problems.

Installing thermal insulation in attics and in unheated cellars and crawlspaces to conserve energy.

Causing unnecessary damage to the plan, materials, and appearance of the building when installing mechanical systems.

Attaching exterior electrical and telephone cables to the principal elevations of the building.

Installing vertical runs of ducts, pipes, and cables in places where they will be a visual intrusion.

Concealing or "making invisible" mechanical equipment in historic walls or ceilings. Frequently, this concealment requires the removal of historic fabric.

Installing "dropped" acoustical ceilings to hide mechanical equipment. This destroys the proportions and character of the rooms.

Installing foam, glass fiber, or cellulose insulation into wall cavities of either wooden or masonry construction. This has been found to cause moisture problems when there is no adequate moisture barrier.

Safety and Code Requirements

Complying with code requirements in such a manner that the essential character of a building is preserved intact.

Working with local code officials to investigate alternative life safety measures that preserve the architectural integrity of the building.

Investigating variances for historic properties allowed under some local codes.

Recommended

Not Recommended

Safety and Code Requirements—continued

Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.

Adding new stairways and elevators that do not alter existing exit facilities or other important architectural features and spaces of the building.

Adding new stairways and elevators that alter existing exit facilities or important architectural features and spaces of the building.

GLOSSARY OF TERMS

Adaptive Use. The conversion of buildings to new uses.

Certified Historic Structure. Any structure, subject to depreciation as defined by the Internal Revenue Code, which is listed in the National Register of Historic Places; or located in a National Register Historic District and certified by the Secretary of the Interior as being of historic significance to the district; or located in a historic district designated under a statute of the appropriate state or local government, if the statute is certified by the Secretary of the Interior.

Conservation. The protection of historical and architectural resources by a nurturing process. It is a strategy that emphasizes the protection of an existing, viable neighborhood against the encroachment of blight. Conservation usually includes improvement of the area's amenities, organization of the residents, and strict code enforcement.

Conservation District. A means of developing sensitive regulations specifically tailored to meet the needs of a particular neighborhood.

Department of the Interior's "Standards for Rehabilitation." A framework allowing for the rehabilitation, preservation, stabilization, and restoration of historic properties. The standards are the required basis for certification for tax credits for rehabilitation.

Design Guidelines. Guidelines that set standards to promote visual order the often include commercial sign standards, public sector improvements and general architectural design guidelines. They may be developed for voluntary use or adopted by city governments as ordinances.

Economic Recovery Tax Act. A tax incentive designed to make rehabilitation of historic buildings an attractive investment, involving an investment tax credit and new depreciation schedules.

Historic District. A definable area which retained its historic or architectural character. Historic district significance can be ascribed to a collection of buildings, objects, sites, structures and spaces that possess integrity of location, design, setting, materials, workmanship, feeling and association.

National Register of Historic Places. The National Register is the official list of distinction of the nation's cultural properties worthy of preservation. There are no restrictions for residential properties listed in the National Register.

National Trust for Historic Preservation. A private, non-profit education corporation chartered by the United States Congress to encourage historic preservation in the United States. Individuals or organizations may become members of the National Trust.

Ordinance. A law set forth by a governmental authority; specifically, a municipal regulation.

Preservation. The act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Preservation Easement. A right or limitation, set forth in a legal instrument, which allows the owner to keep ownership and possession of historic property while granting a historical organization the authority to protect the historical, architectural, archaeological, cultural or natural character of the property. A tax benefit may also be available to the owner.

Recycling. An activity to extend the life of an existing building through adaptive use, continued use, or new additions. It usually involves extensive interior and exterior renovation.

Rehabilitation. The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

Restoration. Often prefaced by "historical" or "architectural," it involves the careful and meticulous return of a building, usually on its original site, to its appearance at a particular period of time by removal of later work or replacement of missing earlier work.

Streetscape. A design and planning concept that focuses attention on the street setting and the streets' relationship with buildings. It often involves landscaping, street furniture, street lighting, signage, pavement and sidewalk patterns and textures.