RESOLUTION NO. 04-05

A RESOLUTION to amend the 1994 Council Bluffs Comprehensive Plan to incorporate the "Amended South 24th Street Master Plan".

WHEREAS, the South 24th Street Master Plan was adopted as an amendment to the Comprehensive Plan in November 2000. The purpose of the plan amendment was to address changes due to recent development in the area, as well as to further control haphazard industrial development without adequate supportive infrastructure in place; and

WHEREAS, currently much of the area north of Highway 275, adjacent to Indian Creek, is designated as one and two family residential and agricultural open space, with lesser amounts designed for commercial, industrial, and multi-family;

WHEREAS, the Planning Commission has reviewed the proposed amendments to the South 24th Street Master Plan, as shown on Attachment "B", and recommends approval by the City Council.

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

That the 1994 Comprehensive Plan is hereby amended to incorporate the "Amended South 24th Street Master Plan.

ADOPTED
AND January 12, 2004
APPROVED

THOMAS P. HANAFAN Mayor

Attest: Cheryl Punteney
Cheryl Punteney City Clerk

CP-03-002

AMENDED SOUTH 24TH STREET MASTER PLAN

REVISED 1/12/04

PREPARED BY THE COMMUNITY DEVELOPMENT DEPARTMENT

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Section I - Introduction

Area Boundary and Description

The South 24th Street/Highway 92 Plan encompasses the southwest portion of the City of Council Bluffs. The area is bounded by Interstate 29/80 on the north, the Missouri River on the west and south, and Indian Creek on the east. (See Illustration 1) The area contains approximately 9 square miles or 5,760 acres. The area is primarily vacant ground with scattered developments of various sizes and land uses. These developments include the Western Historic Trails Center, Harveys Recreation Complex, Bluffs Acres, Twin City Addition, Malmore Acres, Fox Run Golf Course and Addition and a scattering of individual residential, commercial and industrial uses.

Purpose of the Plan

The plan area has been the focus of several recent developments. These developments include the Western Historic Trails Center, Harveys Recreational Complex, Bluffs Acres and Fox Run Golf Course and Addition. Moreover, the City has been approached by several individuals and groups, which have expressed interest in developments in this area. These developments have included additional housing and manufacturing uses.

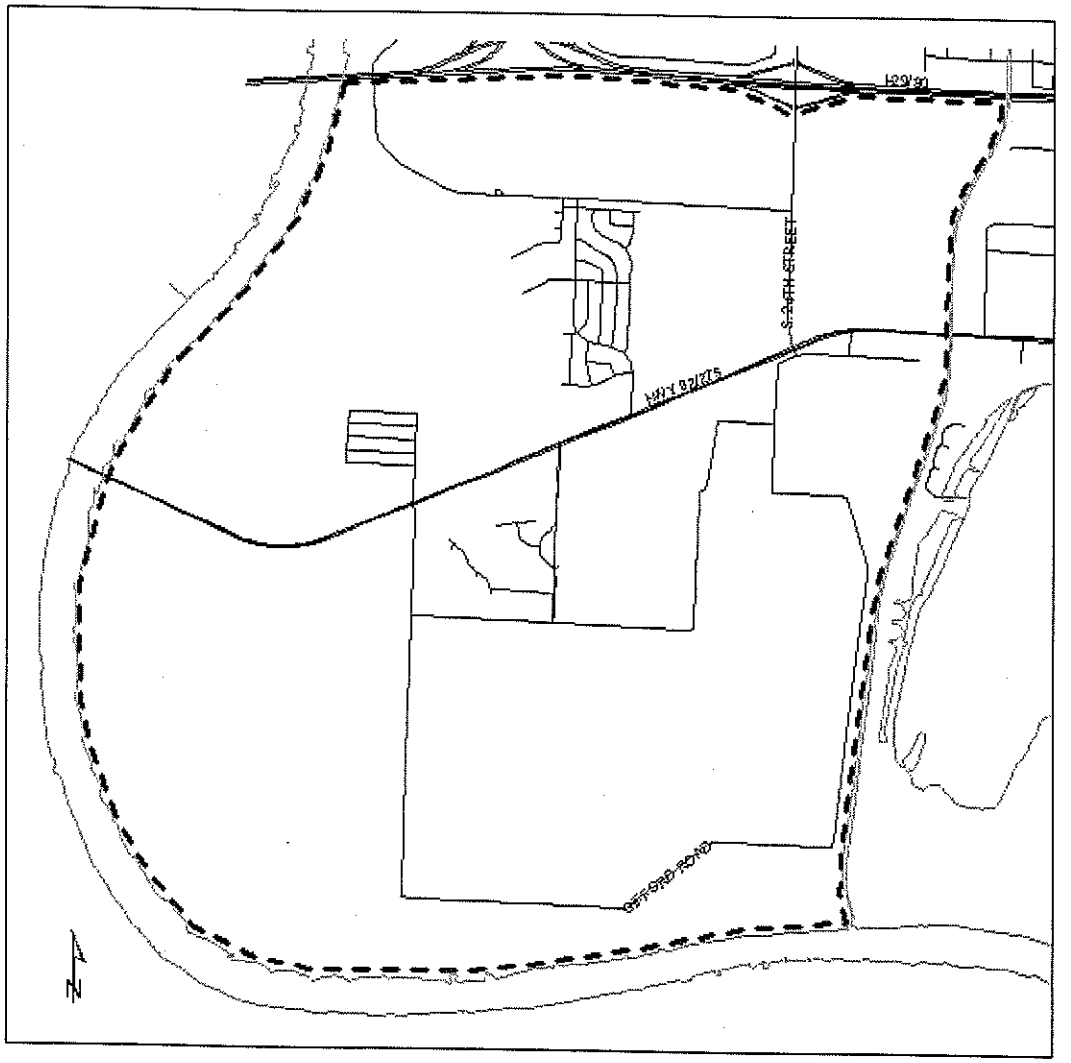


ILLUSTRATION 1 – AREA BOUNDARIES

New growth in this area pushes for improvements along the West South Omaha Bridge Road corridor and 24th Street. With these improvements, developers are taking advantage of the areas recreational attractions and accessibility to transportation facilities, major Council Bluffs employers and downtown Omaha. These advantages have increased development interest in an area of Council Bluffs that has significant development opportunities. However, all of these projects would require the extension and coordination of infrastructure, transportation and roadways, rezoning, subdivision or other related City actions. In addition, many of the proposed projects have land use conflicts with existing developments and other proposed projects. Consequently, a plan of the area is necessary to coordinate future development projects with capital improvements, land use planning and development policies. The intent of this plan is to address these issues by developing guidelines and visions to insure proper development of infrastructure, land use and aesthetics. This plan would serve as a subarea plan of the southwest portion of the City and an amendment to the 1994 Comprehensive Plan. The plan has been developed using development assumptions over a 20 year period.

Section II - Existing Area Conditions

This section is intended to describe the environmental conditions of the planning area. This includes information on soil types and conditions, slopes and drainage, flood plains, floodways, noise impacts and environmentally sensitive or protective areas, land use and zoning and infrastructure.

Soils and Slope

The soil classification of the area is Albaton-Haynie-Sarpy. These soil classifications are alluvial fill and range from sandy to gray silty clay soils. Perc rates range from very low for clays and extremely high in the sandy regions. In addition, there is a high ground water table. All these factors make it difficult for compaction for developments. Consequently, surcharging larger developments may be necessary.

The area is characterized by slopes of 0-2%. The highest elevation is 980 feet around the recycling center located south of South 24th Street and Highway 92 intersection. The lowest elevation is 970 feet on the west and south boundaries. The levee is at 986 feet.

Considering the above factors, the area is prone to poor drainage, which will require developments to surcharge for larger buildings and elevate development areas to establish positive drainage. In addition, the construction of on-site detention basins will be necessary for addressing stormwater runoff. A U.S.G.S. map of the area is shown on Illustration 2.

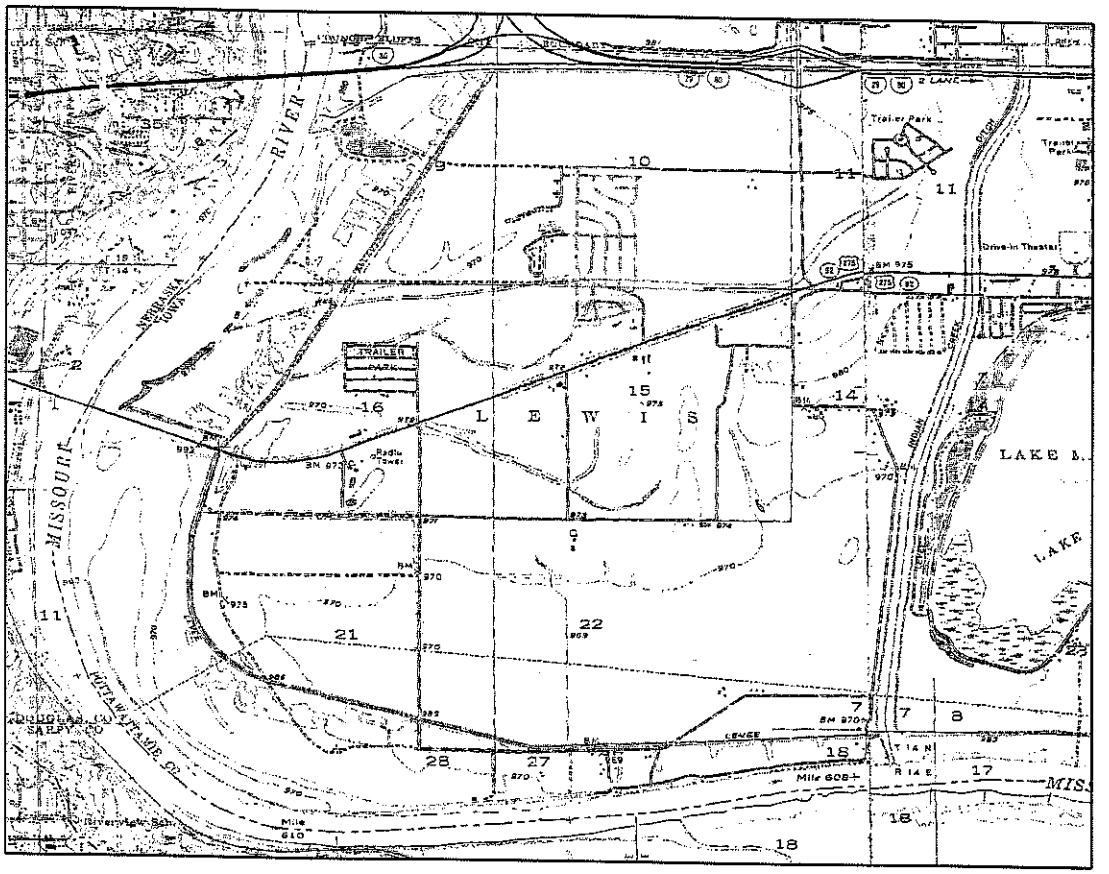


ILLUSTRATION 2 – U.S.G.S. MAP

Floodplains and Floodways

The entire area is located in Zone X and is protected by flood control levees on the Missouri River and Indian Creek. Zone X does not require floodplain building restrictions. The area between the levee and Missouri River is located in the floodway or Zone AE. The AE Zone restricts structures that would affect floodwaters. Consequently, areas located in the AE Zone should be used for passive recreational opportunities, which are consistent with the floodplain ordinance or remain as open space. A floodplain/floodway map of the study area is shown on Illustration 3.

Noise

The area is located outside of the Epply Air Noise Corridor. However, the area is bounded by Interstate 29 and 80 on the north that produces significant noise levels. In addition, South 24th Street and Highway 92 carry significant volumes of traffic and it is anticipated to experience an increase in traffic during the planning period. However, adequate set backs and land use planning should mitigate existing and future noise levels.

Environmentally Sensitive or Protected Areas

Environmentally sensitive or protected areas include land and water masses that are important to maintain and preserve. These areas could be publicly or privately owned areas with agriculture or passive recreation uses that are not harmful to its content. Future development will need to take into the account environmental issues and control pollution sources while protecting unique areas.

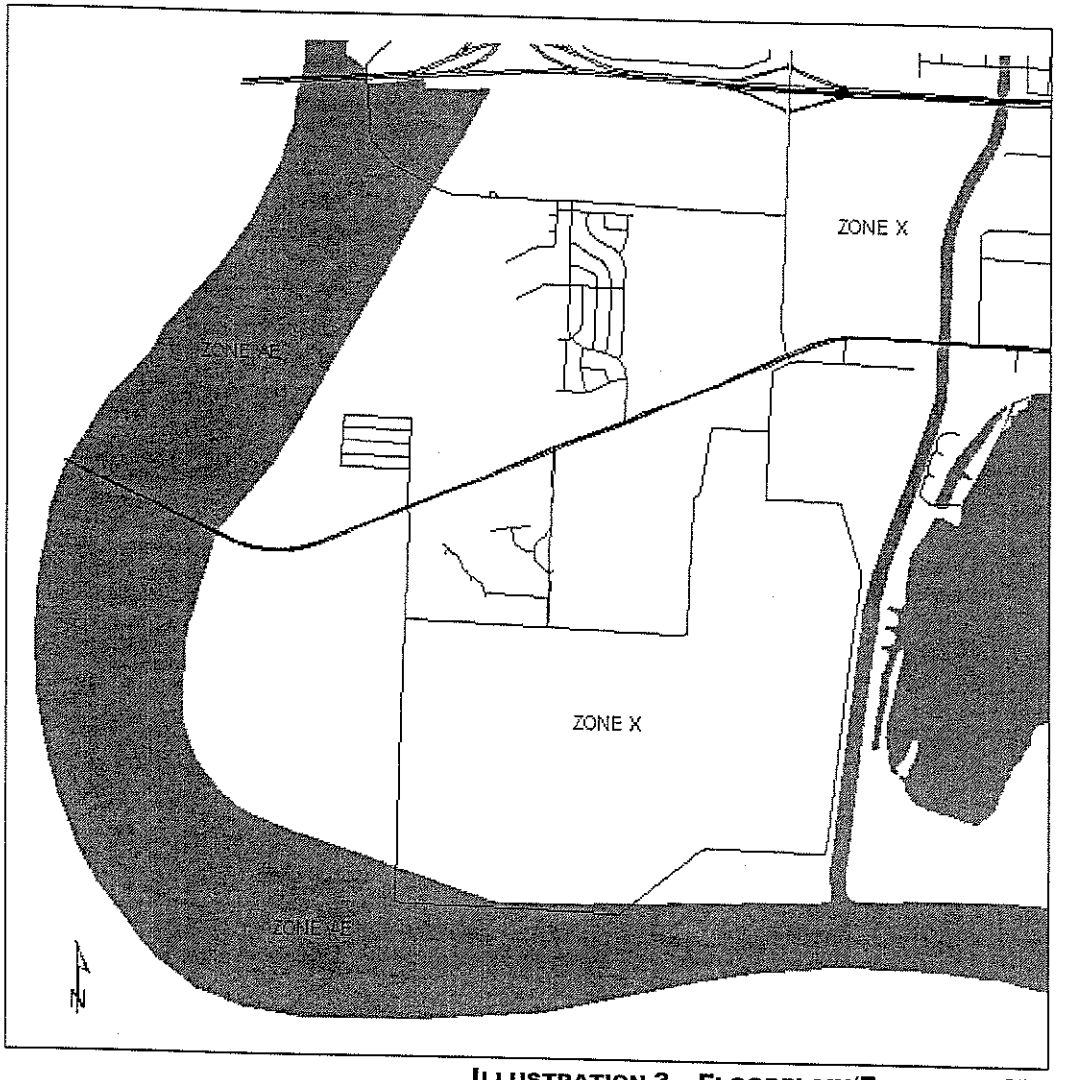


ILLUSTRATION 3 – FLOODPLAIN/FLOODWAY MAP

Wetlands - Wetlands are protected by Section 404 of the Federal Clean Water Act, which is administered by the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency. Under 404 it is necessary to secure a permit from the Corps to discharge dredged or fill material into waters (includes wetlands) of the United States. This process should be incorporated into the City land use regulatory system to reduce time and energy in the development process. This will allow for identification of wetlands as an important consideration in the land use.

However, due to agricultural improvements and the construction of roadways, the area may have few wetlands left. Although no map was available identifying existing wetlands, numerous low areas exist which may be classified as a wetland. These areas will need to be addressed as development of the area occurs.

Ponding Areas - The U.S. Army Corps of Engineers has specified certain areas that are a necessary part of the levee system. Areas used for ponding in connection with pumping plants or for temporary storage of interior runoff during flood periods shall not be allowed to become filled with silt, debris or dumped material. These areas are also specified for no construction of structures that may limit its ability for ponding.

Protected Areas - Gifford State Forest Area is a located in the NE ¼ NW ¼ of Section 21-74-44. This managed forest area is approximately 40 acres and is regulated by the State of Iowa Parks Service.

Existing Land Uses and Developments

The study area contains six existing developed areas. These areas include Bluffs Acres, Twin City, Malmore Acres, Fox Run, Western Historic Trails Center and Gifford Road.

Bluffs Acres – The Bluffs Acres development is a single-family manufactured home development with no basements. The private development has adequate infrastructure to serve its needs. Roadways in the first phase of the development are in poor condition due to limited drainage. Private structures are in fair to excellent condition. There are approximately 530 lot spaces in this land-leased community. The area is currently zoned R1M/Single Family Manufactured Housing District.

Twin City – The Twin City Addition is a single-family subdivision of homes primarily constructed in the 1960's. The structural conditions of the neighborhood are in fair condition. However, an increasing number of structures are in need of rehabilitation. In addition, the neighborhood has seen numerous utility and street improvements. As a result, the neighborhood has improved drainage with newer public infrastructure. Immediately east of the Twin City neighborhood is a large green house facility which conflicts with the residential uses of the neighborhood.

Malmore Acres - This development is mobile home subdivision zoned R-1M/ Single Family Manufactured Housing. It consists of 218 lots, a park and other outlots for manufactured homes. There is no storm drainage and the streets have an asphalt surface. The subdivision is served with municipal water and sanitary sewer. Although improved, the structural condition of many units is poor.

Fox Run – The development of Fox Run entails a plan for a development with 197 single-family homes and 46 townhomes next to the existing golf course. The area also includes future commercial and multi-family uses adjacent Highway 92. The preliminary plan was approved in March of 1998 and has had two extensions for final plat approval for Phase I. Primary access for the development will be at 31st Street of Highway 92. Construction began during the summer of 2003 on the Fox Run Assisted Living Community. This 66 unit assisted living facility is located just north of Fox Run Landing Subdivision on Council Pointe Road.

Western Historic Trails Center – The Center is a planned open space area with native prairie grasses and trees for passive recreation and education. An 11,500 square foot building houses exhibits, educational tools and administration offices. Harveys Recreation Complex is located immediately south of the trails center. This complex contains a series of baseball, softball and soccer fields, which have been constructed during the last five years.

Gifford Road - The Gifford Road area, adjacent to the Missouri River is a development consisting of single-family homes and cabins, which have been constructed over the years. The area has no municipal utilities and is located in the floodway. As a result, the development is subject to significant flooding and property damage. Structural conditions range from poor to fair. Other scattered developments of commercial, residential and industrial exist on Highway 92 and along Gifford Road. Since these developments are scattered throughout the study area, many are not served with municipal services.

Land Use Comparisons

In the 1994 Comprehensive Plan, it identifies the existing land uses in Council Bluffs by type and acres per 100 people. It references a planning standard for acres per 100 people. Illustration 4 shows the use of land by percentages for the City of Council Bluffs. The Vacant/Agriculture land is almost half of the total land within the corporate boundaries of Council Bluffs with 44%. The Vacant/Agriculture category represents those areas that are also undevelopable because of slope. Another large part of this category is the South 24th Study Area that is relatively undeveloped and agriculture. Residential land is the second largest land use with 29.2% of the total. Illustration 5 demonstrates how Council Bluffs land uses compares to other cities.

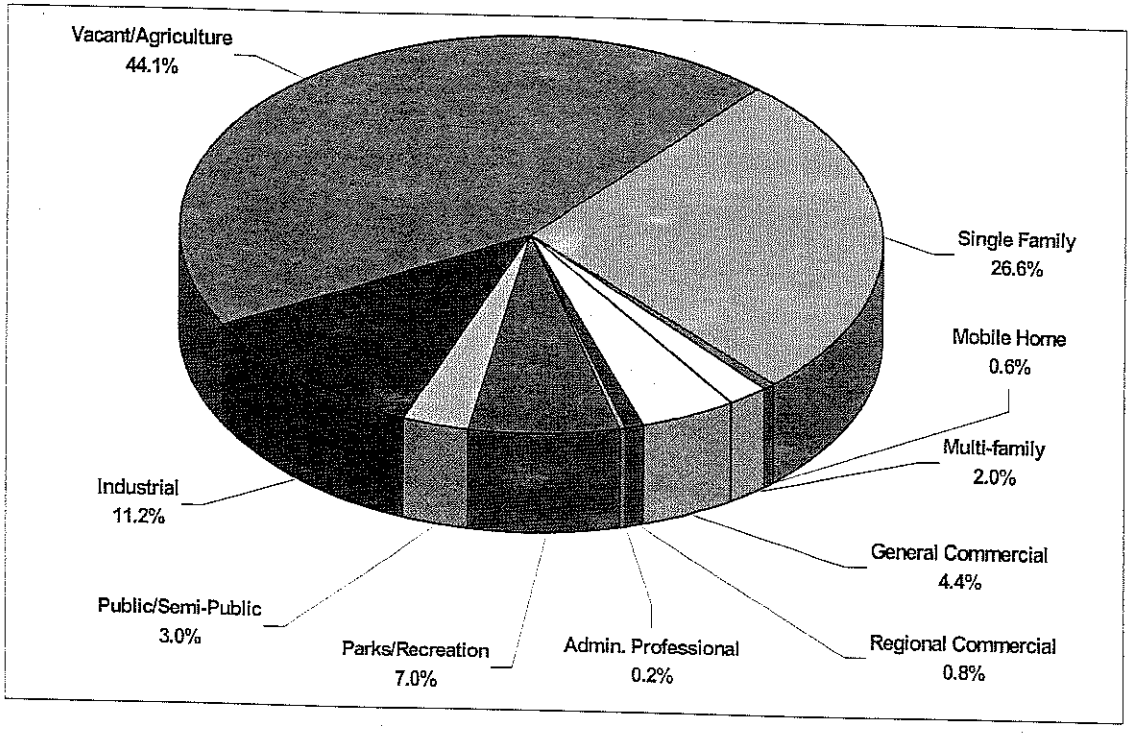


ILLUSTRATION 4 – COUNCIL BLUFFS LAND USE BY PERCENTAGE

Zoning Classifications

The area is presently zoned by the City in eight zoning districts with two separate overlay zones. These districts and overlay zones are shown on Illustration 6 and include the following.

A-1	Open Space Conservation District
A-2	Parks, Estates and Agricultural District
R-1	Single Family District
R-1M	Single Family Manufactured Housing District
R-3	Low Density Multi-family District
R-4	High Density Multi-family District
C-2	Commercial District
I-2	General Industrial
PR	Planned Residential Overlay
RO	Recreation Tourism Overlay

A majority of the planning area is zoned A-1 and A-2. The A-1 district is intended to restrict development in the flood way and the A-2 district is designed to preserve open space/farmland for eventual development or for park uses. With the exception of Bluffs Acres, all exiting residential developments are appropriately zoned R-1, R-1M, R-3 and R-4. These districts provide for the regulation of single family, manufactured housing and multi-family development.

A PR Overlay established on the northern edge of Fox Run Golf Course was repealed when Fox Run Landing was subdivided. Commercial zoning has been established for developments south of Twin City and north of Fox Run Golf Course. Several additional areas along South 24th Street and Highway 92 are zoned C-2. With the exception of vacant property along South 24th and the eastern part of Highway 92, all existing C-2 zoning is developed with commercial uses.

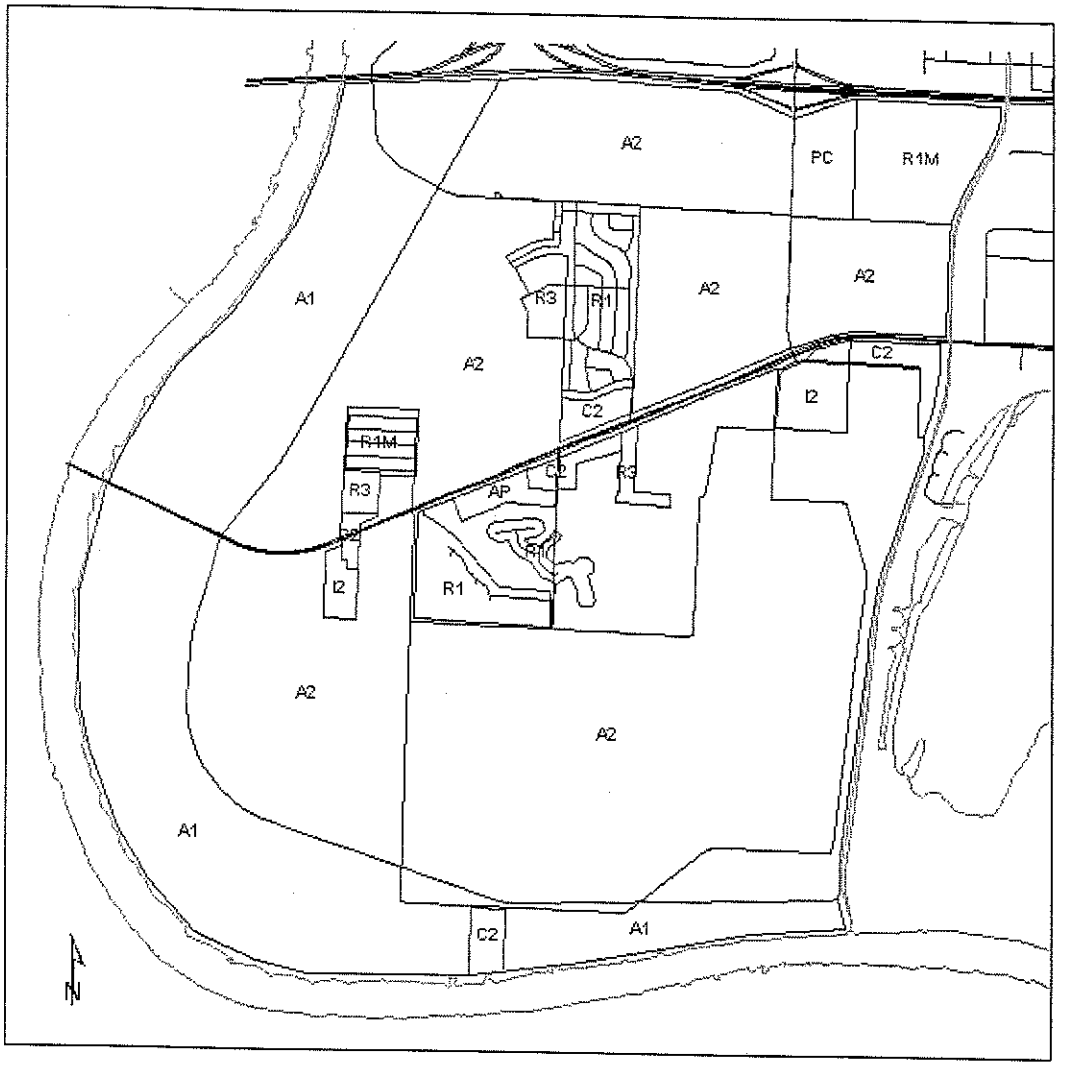
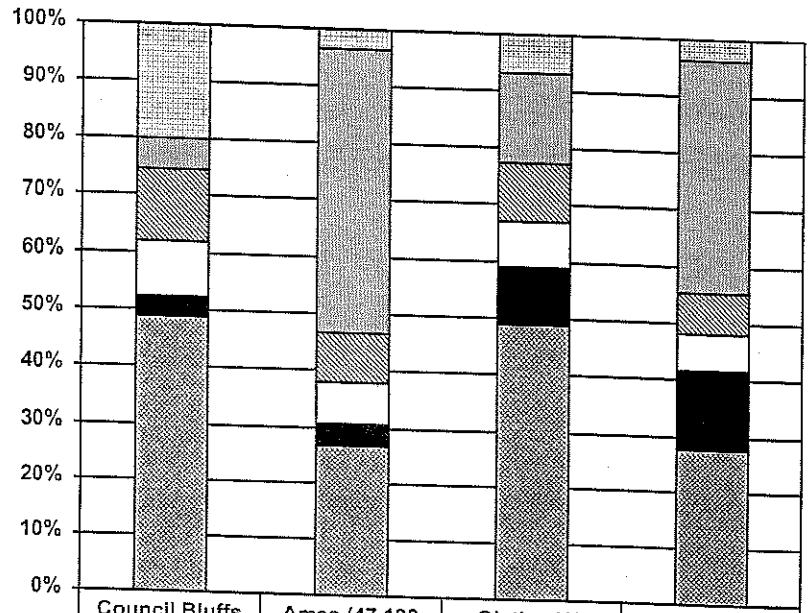


ILLUSTRATION 5 – CURRENT ZONING



	Council Bluffs (54,000 pop.)	Ames (47,198 pop.)	Olathe, KS (49,000 pop.)	Elgin, IL (72,000 pop.)
Industrial	11.2%	3.1%	6.0%	4.0%
Public/Semi-Public	3.0%	42.6%	14.0%	44.0%
Parks/Recreation	7.0%	7.4%	9.0%	8.0%
General Commercial	5.4%	6.2%	7.0%	7.0%
Multi-family	2.0%	3.3%	9.0%	15.0%
Single Family	27.2%	23.0%	43.0%	30.0%

ILLUSTRATION 6 – LAND USE COMPARISONS

Several legal nonconforming uses exist within the study area. Several areas which are zoned I-2 contain trucking, salvage and public solid waste/recycling activities. The City has also established a Recreation/Tourism Overlay along South 24th Street north of Highway 92 to prevent additional adult entertainment and salvage operations in proximity to the Western Historic Trails Center and Harveys Recreational Complex. This overlay district was recently expanded to include areas adjacent Highway 92 west of Indian Creek to the Missouri River levee.

Besides zoning, another obstacle is creating compatible designed buildings. Conventional building types have a serious flaw in mixing with like uses, let alone different uses. There is little relationship within communities that offer compatible building designs. Guidelines should be developed and implemented to address these issues. Such guidelines could offer the area character along the street frontages. Emphasis on signage should also take place and allow monumental signs and limited pole signs geared to a pedestrian scale. Additional restrictions on billboards should be developed and implemented along South 24th Street and Highway 92.

Illustration 6 identifies land use in similar sized communities land use. Though Ames, Iowa and Elgin, Illinois are college communities, there are similarities in all when comparing single family residential, commercial and parks/ recreation.

Transportation System

The planning area is immediately south of Interstate 29/80. According to 1998 MAPA estimates, the interstate carries 67,400 vehicles per day west of the South 24th Street interchange and 65,900 vehicles per day east of the interchange. Reconstruction of the Interstate and the South 24th Street interchange are needed. Highway 92 runs through the area and is considered a principal arterial street. This highway is a two-lane highway with signalization and turn lanes at South 24th Street and Twin City Drive. Highway 92 carries 10,100 vehicles per day east of South 24th Street. A total of 12,900 vehicles per day are recorded on Highway 92 between South 24th Street and Twin City Drive. South 24th Street is presently a minor arterial north of Highway 92. This street is also a two lane road with signalization and turn lanes at Richard Downing Avenue and Highway 92. South 24th Street carries 9,600 vehicles per day north and 7,400 vehicles per day south of Richard Downing Avenue. Highway 92 and South 24th Street are considered adequate for existing traffic volumes. However, additional development and traffic volumes are anticipated. Therefore, reconstruction will be necessary to increase capacity and access controls implemented during the planning period. Twin City Drive and Richard Downing Avenue are classified as collector streets which serve the Western Historic Trails Center, Harveys Recreation Complex and Twin City Addition are in excellent condition. Other remaining roadways in the study area are classified as local streets. Private streets ranging from poor to excellent serves Bluffs Acres.

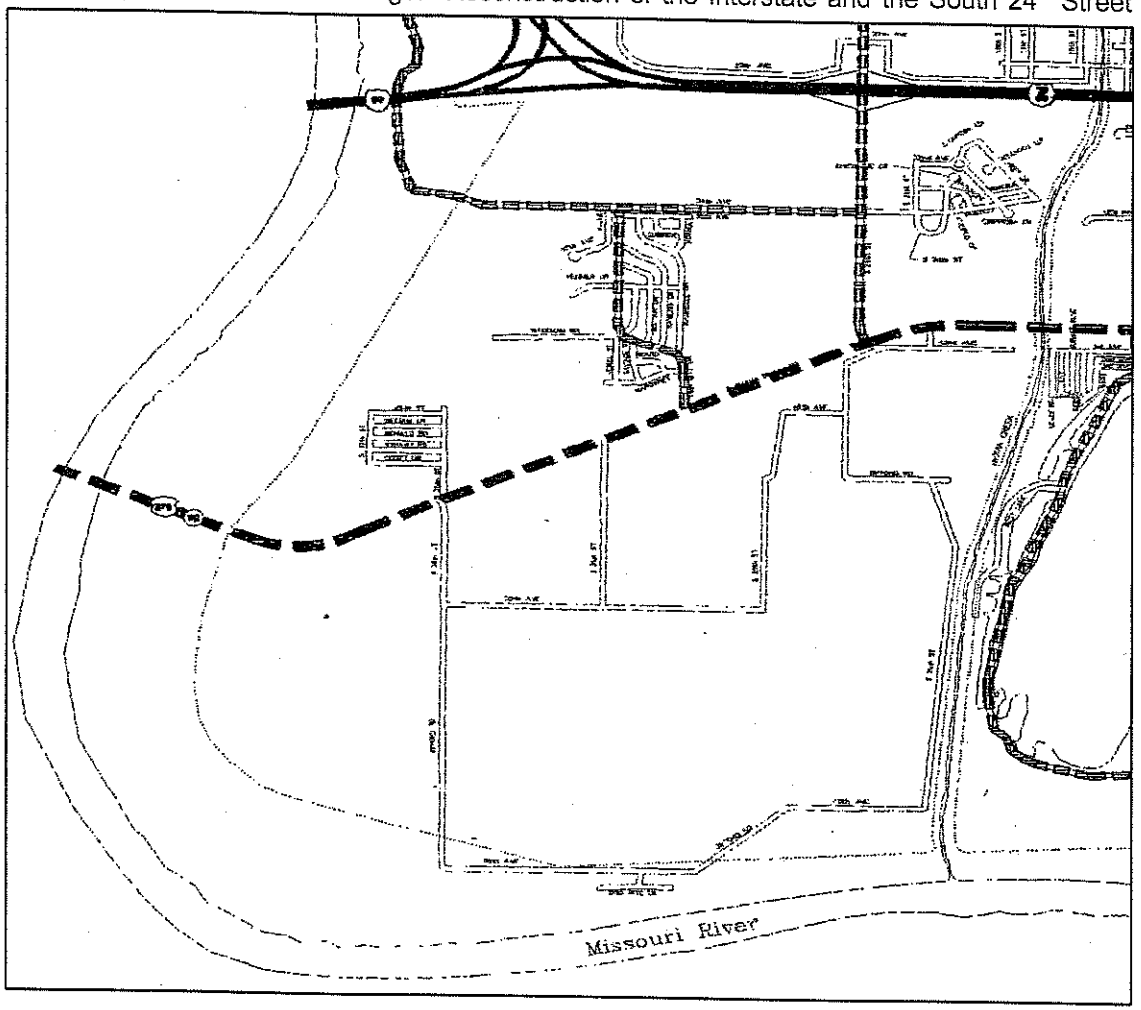


ILLUSTRATION 7 – TRANSPORTATION NETWORK

Streets within the Twin City Addition have been recently reconstructed and are in good to excellent condition. Malmore Acres is served with a public street system with an asphalt surface. Most roadways south of Highway 92 have gravel surfaces and serve existing agricultural uses and act as access to scattered residential developments along Gifford Road. Illustration 7 shows the current classification system and streets within the study area.

The visual appearance of the West South Omaha Bridge Road and South 24th Street will be a major component in the overall development of the area. The traffic circulation and land use relationship policies will have a significant impact on the functional operation of the corridors. Access control measures should be part of the roadways allowing reasonable access opportunities for developments instead of each use having direct access. The construction or reconstruction of the roadway to accommodate future traffic. The location and design of access points along the roadway will improve the safety and efficiency of both vehicle and pedestrian conflicts. Such uses as, fast food restaurants, convenience stores, service stations and high-intensity commercial developments should locate at or near the major intersections to mitigate the effects of the transportation demands. A traffic impact analyses will be necessary to gauge proposed projects full range of transportation impact.

The importance the traffic circulation and land use correlation can not be stressed enough. Often, the biggest impediment to implementing adequate driveway spacing requirements is the presence of narrow lot widths abutting the corridor. Ordinances should be set in place for larger minimum lot size requirements along the corridor. Performance standards and design guidelines should be developed to attain this goal. This should be done in a process that addresses the entire area in the corridor management plan, rather than a case-by-case basis. The plan should include street design with sidewalks, bike lanes and alternative routes. Although emphasis is placed on the auto by proposing to improve the South 24th corridor and West South Omaha Bridge Road, streets should be designed to offer options for pedestrians within developments. These developments should be able to connect with Harveys Recreational Complex and the Western Historic Trails Center. Cul-de-sacs and dead ends hinder connectivity while shorter blocks would encourage pedestrian activity.

Sanitary Sewer System

The existing developed areas of Bluffs Acres, Twin City, Malmore Acres, Fox Run and Western Historic Trails Center have sanitary sewer as shown on Illustration 8. The Twin City neighborhood is served by a series of internal mains, which flow to the south to the Twin City Pump Station. This pump station forces waste water to the west to the City's primary sanitary sewer interceptor at South 36th Street. This interceptor is a 36-inch force main which runs parallel with the levee running south and then east to the treatment plant. The Twin City Pump Station also serves the Fox Run Golf Course and development to the south of Highway 92. Upon completion, the Fox Run development will be served with sanitary sewer. Malmore Acres is also served by a series of internal public mains, which flow to the Malmore Pump Station located northeast of the development and then to the 36 inch force main.

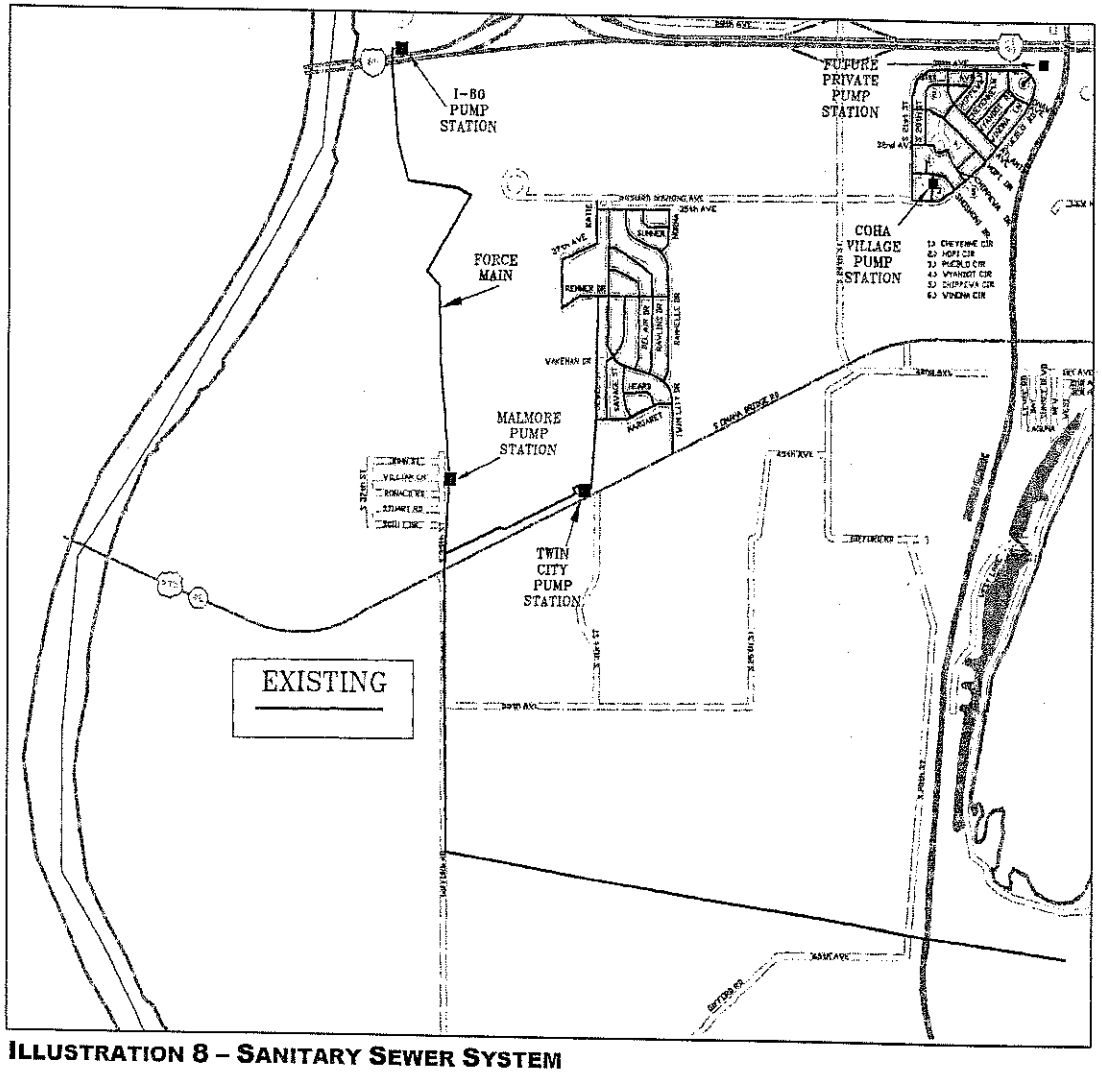


ILLUSTRATION 8 – SANITARY SEWER SYSTEM

Bluffs acres is served by sanitary sewer system which flows east and north to a private pump station which forces flow to the 29th Avenue Pump Station to the north. With the exception of these developments, the area is poorly served with sanitary sewer. Additional development will require the extension of trunk sewers and mains. In addition, several criteria should be used in determining the proposed sewer alignments. One of the main objectives should be to serve the area as much as possible by gravity sewer mains. A primary reason for this is that pump stations add a high initial cost to any project as well as increases the City's operation and maintenance costs over the life of the system. Second, the existing layout of the subdivisions and the current system should facilitate the desirable location for future lines. Adequate right-of-way and proposed future roads should be determined beforehand for accessibility of the system.

Storm Water System

Excluding the Twin City reconstruction, the majority of storm water management for the area is done by surface runoff. Twin City storm water is collected by a series of inlets within the neighborhood and flows to the west to the Twin City Storm Water Pump Station and then discharged to the Missouri River. All other areas rely on surface drainage and ditches. Storm ditches along Highway 92 and Interstate 29/80 constitutes a majority of the runoff for areas north of Twin City.

Because of the flat terrain, significant fill will be necessary to establish positive drainage for developments. In addition, detention basins and pump stations will need to be established to accommodate development. Considering the topography of the area, a centralized detention facility using wetlands should be considered. This facility could provide an environmentally sound solution to storm water management. In order to promote within this area, the City will need to plan and implement an overall storm water management strategy.

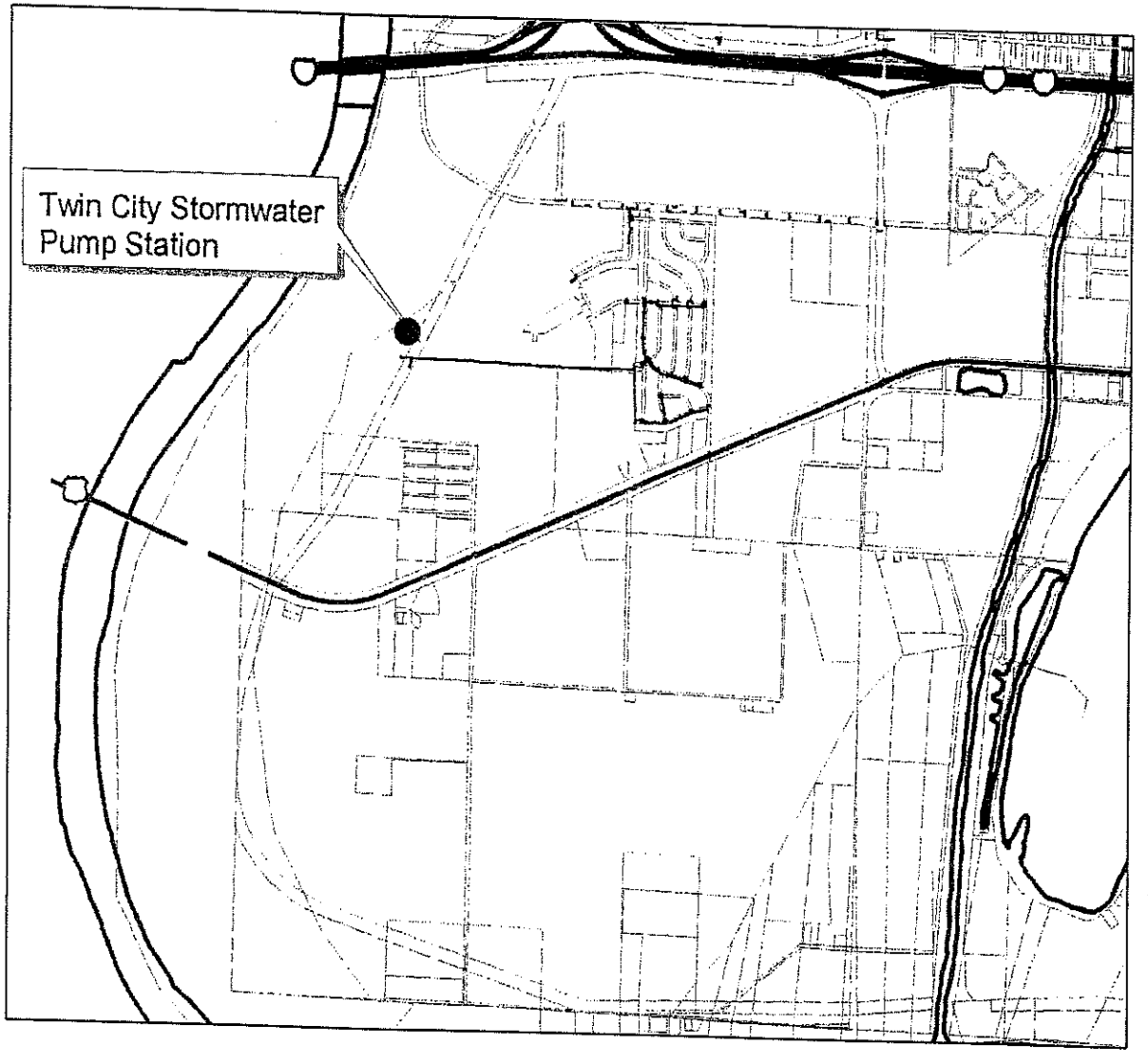


ILLUSTRATION 9 – STORM WATER SYSTEM

Water Distribution System

The water system consists of a 12-inch water main extending from the east. It runs west along West South Omaha Bridge Road up to South 36th Street. The main branches out at South 24th Street, Twin City Drive, South 31st Street and to Malmore Acres. A 16-inch main from River Road, in the northwest end of the study area, meets the 12-inch line at the north portion of Twin City to loop the system back.

Most developments within the area are served with municipal water. However, future developments will need to extend water facilities. As development proceeds, the City will need to continue to assemble a comprehensive network of looped mains surrounding developing edges of the area. These looped mains will provide the City with a framework for future growth, as well as allow for greater flexibility to prevent service interruptions in the area. A reliable transmission pattern will be necessary in this growth area.

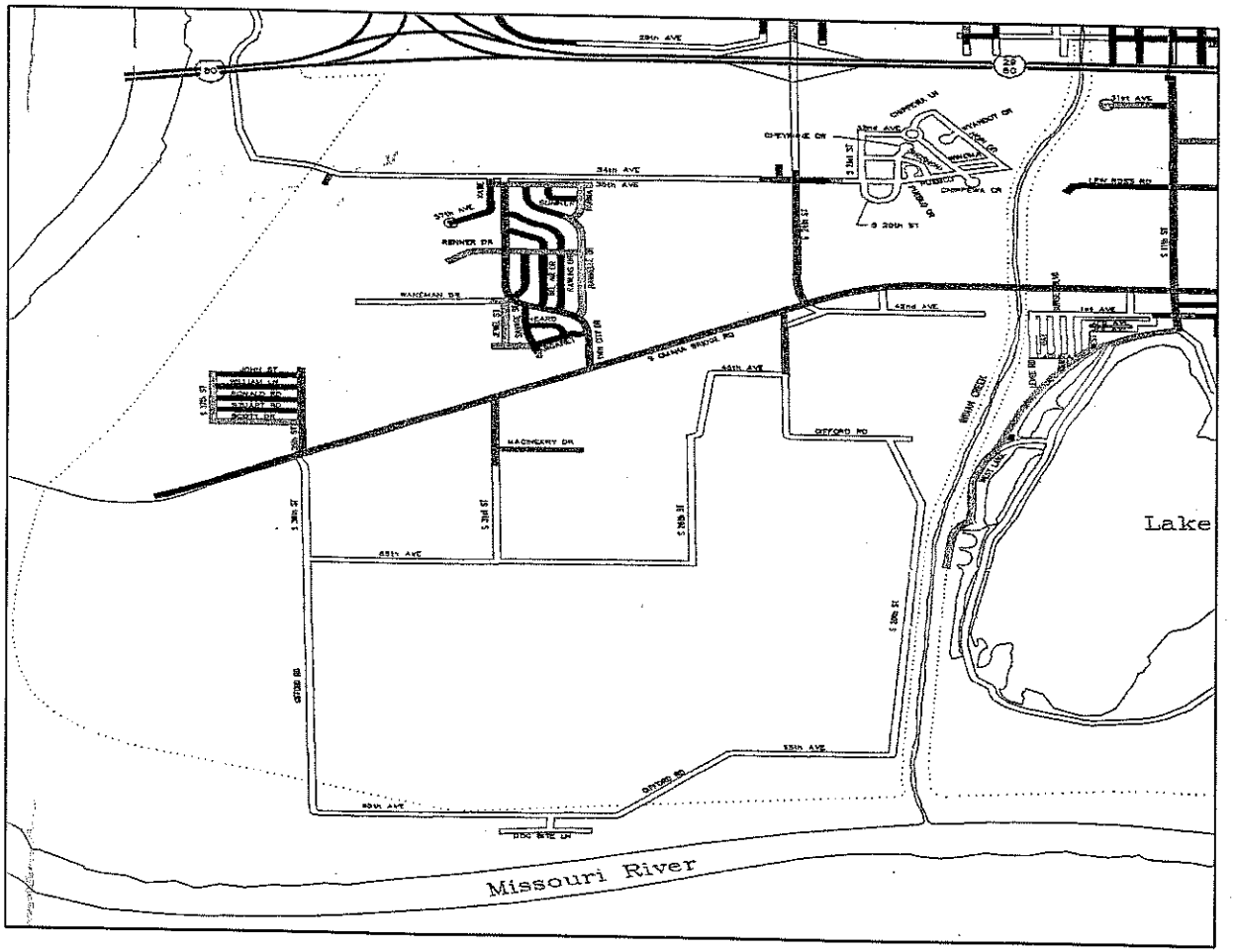


ILLUSTRATION 10 – WATER DISTRIBUTION SYSTEM

Park and Recreation System

Several neighborhood parks (Malmore and Twin City) presently serve the area, bike and pedestrian trails and Harveys Sport Complex. In addition, Fox Run Golf Course has an 18 hole course and a 9 hole executive course open to the public. The City has also developed an off-road motor vehicle area west of the Missouri River levee and north of Highway 92.

The Malmore Park has developed within the last several years and contains modern equipment. The Twin City Park is in need of upgrading and expansion to serve additional development areas west of Twin City. Additional neighborhood parks and open spaces will be necessary as the area develops. In addition, the continual expansion of the City's trail system will need to be coordinated with future development along Highway 92 west of South 24th Street to insure proper right-of-way and compatible land uses.

Section III - Plan Area Analysis

Development Constraints

Based on an analysis of the existing conditions of the area, a variety of development constraints can be identified. These constraints will need to be addressed in order for development to occur. This may require the development and implementation of regulatory efforts on private development and the investment of capital improvements in the study area by the city and others. These efforts will need to be coordinated to facilitate and control additional private development. The development constraints that have been identified include the following:

- *The flat terrain and soil suitability.* Considering the factors outlined in the previous section, the area is prone to poor drainage because of the terrain. This combined with a high water table will require surcharging of larger development sites and significant fill to establish positive drainage.

- *Existing wetlands.* Several areas within the study area contain wetlands. Wetlands are protected by Section 404 of the Federal Clean Water Act administered by the Corp of Engineers. Although existing wetland areas are not seen as a significant obstacle to development, some mitigation efforts may be required on individual developments. Therefore, the City will need to incorporate wetlands review processes into its land use regulations.

- *Poor drainage combined with a lack of a storm water system.* Most of the area is not served with storm sewers and rely on surface drainage and open ditches along the transportation routes. In order to accommodate development, significant fill will be necessary to establish positive drainage. In addition, a system of pump stations and detention basins will need to be developed to remove storm water generated from individual development projects. The coordination of these developments with an overall storm water management plan is essential for the area to be fully utilized.

- *Inadequately developed areas.* Several areas (Malmore Acres and Gifford Road) within the study area were developed haphazardly and/or without adequate infrastructure. Therefore, these areas have deteriorated and are blighting influences on adjacent properties. Although these areas are distinct and separate developments within the area, improvements will be necessary to encourage additional private investment on adjacent properties. In addition, the Gifford Road development is located in the Missouri River floodway. A flood mitigation plan involving the acquisition and removal of structures should be developed and implemented utilizing flood mitigation funds from State and Federal resources.

- *Inappropriate land uses.* Several areas in the study area contain land uses, which will deter development. These include adult entertainment and motel uses immediately south of the Twin City neighborhood, a salvage yard at the intersection of Highway 92 and South 24th Street, commercial greenhouses to the east of the Twin City neighborhood, and trucking and vacant commercial structures along Highway 92 west of Malmore Acres. These uses will need to be removed or appropriately screened to encourage residential and commercial development. Outright acquisition of these uses, screening and buffering, and/or redevelopment are actions that should be considered.

- *Inappropriate zoning of vacant land not adequately served by infrastructure.* Numerous parcels in the study area are inappropriately zoned. These include parcels along Highway 92 east of South 24th Street and west of South 36th Street. Since infrastructure and utilities do not adequately serve these areas, development could occur on a haphazard basis. If allowed to occur, these developments will limit the ability to develop the area in an appropriate and planned manner. Therefore, the strategy to rezone these parcels to an open space or holding zone should be developed and implemented. This would allow these areas to be preserved until the extension of utilities and infrastructure can be completed to adequately serve

future development. Requiring individual developments to be rezoned will assist the City in requiring the installation of utilities by the private sector and coordinating development with adopted land use and utility plans.

- *The capacity and condition of South 24th Street and Highway 92.* The enlargement and reconstruction of South 24th Street and Highway 92 are essentially to accommodate any additional development in the area. Anticipated increases in traffic volumes on these roadways are expected to exceed existing traffic capacities. As development occurs in the area, additional arterial streets will be necessary to accommodate anticipated traffic flows. Access to arterial streets will be controlled and limited to specific locations.

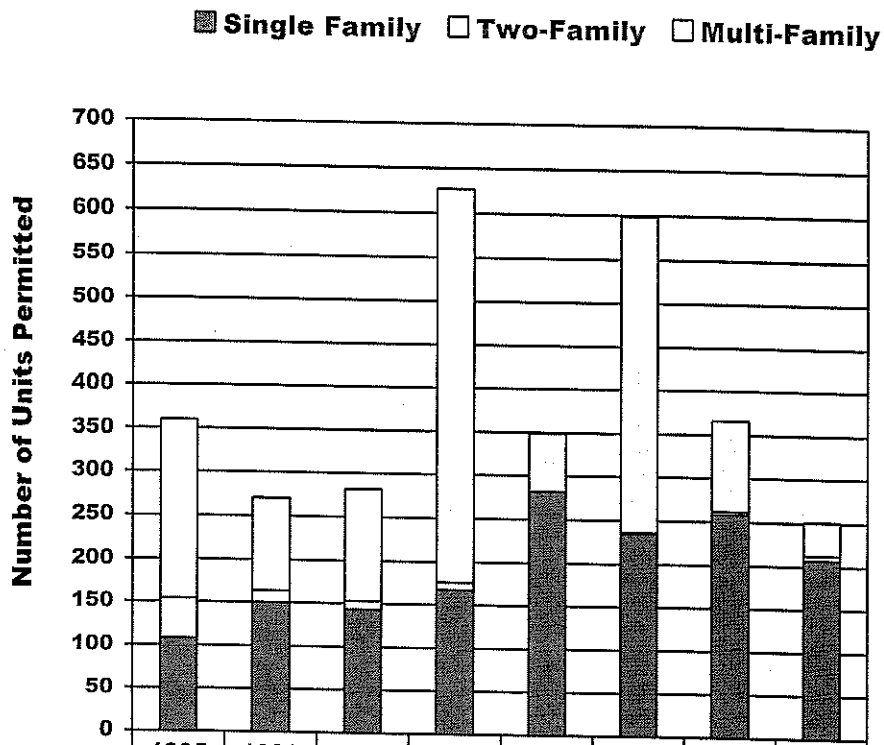
- *Lack of sanitary sewer service.* As outlined in the previous section, Bluffs Acres, Twin City, Malmore Acres, Fox Run, and Western Historic Trails Center are served with sanitary sewer. However, with the exception of these developments, the area is poorly served with sanitary sewer. Future development will require the extension of new trunk lines and mains. Due to the flat terrain of the area, additional pump stations will need to be construction. Because of the construction and maintenance cost of these facilities, gravity sewers should serve the area as much as possible. Again, coordination of sanitary sewer with individual developments will be necessary to reduce private and public costs.

Development Potential and Projects

Although constraints to development exist, the study area has a significant potential for additional residential, commercial and industrial development. The study area, combined with Lewis Central and the northeast sections of the community, are the only undeveloped areas within or adjacent to the corporate limits which are capable of accommodating anticipated future development. Since this area is viewed as a potential for development, growth assumptions and projections are necessary to establish a basis for future land use and utility planning. The following paragraphs of this report outline the anticipate growth in the community based on existing activity and projects anticipated development that could occur within the study area.

Residential

During the period of 1995 through 2002, a total of 3,104 residential units have been permitted within the community. Based on this number, the City has averaged 388 residential units per year for the last eight years. Of this average amount, 206 or 53% were one and two-family dwellings and 182 or 47% were multi-family dwellings. This level of residential construction is projected to continue in the community and will be used as the basis for planning projections.



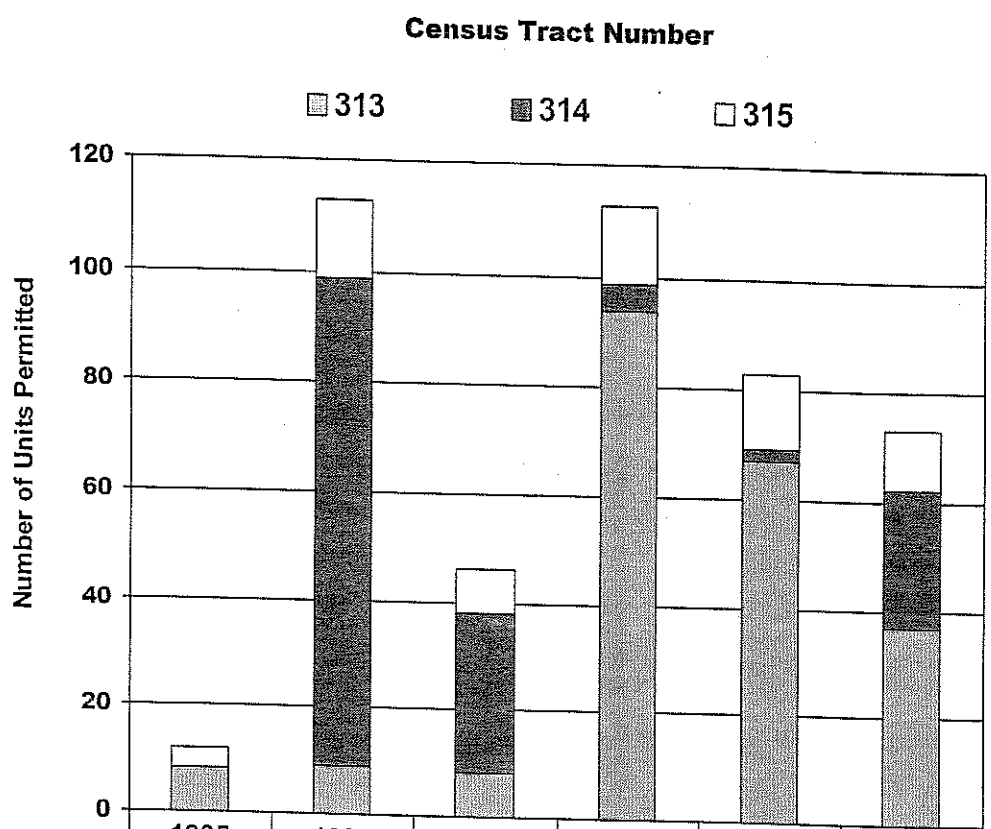
	1995	1996	1997	1998	1999	2000	2001	2002
Multi-Family	206	106	129	451	67	362	104	37
Two-Family	46	14	10	8	0	2	4	6
Single Family	108	150	143	168	282	235	258	208

ILLUSTRATION 11 – NEW RESIDENTIAL CONSTRUCTION BY UNITS IN COUNCIL BLUFFS

Given the constraints, the number of residential permits in the study area have not been as positive as the entire City. Illustration 12 depicts the number of residential permits issued in three census tracts located in the southwest area of the City. These census tracts include 313, 314, and 315.

Although the land area contained within these census tracts exceeds the study area, the numbers are an indication of permit activity. See Illustration 13 for a map of census tracts 313, 314 and 315. From 1995 through 1999, 367 residential permits were issued. Therefore, an average of 73 units were issued within the southwest section of the community on an annual basis. Since this amount reflects permit activity in the 23rd Avenue and Lake Manawa areas, the actual number of permits within the study area would be less.

As previously indicated the potential for development in the area could exceed past permit activity. This assumes that many of the development constraints associated with the area can be addressed. It also assumes that permit activity within the community will continue to average approximately 400 new units per year.



	1995	1996	1997	1998	1999	Avg.
315	4	14	8	14	14	11
314	0	90	30	5	2	25
313	8	9	8	94	67	37

ILLUSTRATION 12 – NEW RESIDENTIAL CONSTRUCTION BY UNITS IN TRACTS 313, 314, AND 315

Based on the level of permit activity in the community and the limited areas for development, the South 24th Street area is viewed as an area, which has not fully achieved its potential. It is believed that if the constraints outlined previously are addressed, development can and will occur in the study area. The level of interest expressed by existing and proposed developments supports this belief further.

In order to plan for appropriate land use and utility needs, growth projections within the study area are required. Given past trends, development constraints, the ability to invest in public capital facilities and interest by the development community, it is expected that approximately 15% of all permits issued in the community in the next twenty years would be located in the study area. Based on an average of 400 permits citywide, 60 residential units are anticipated annually within the study area. This would result in 1,200 units over a 20-year period. The unit mix is expected to be 60% one and two-family residential and 40% multi family. Illustration 14 outlines this growth scenario by unit type and projects the amount of land necessary to accommodate projected growth levels.

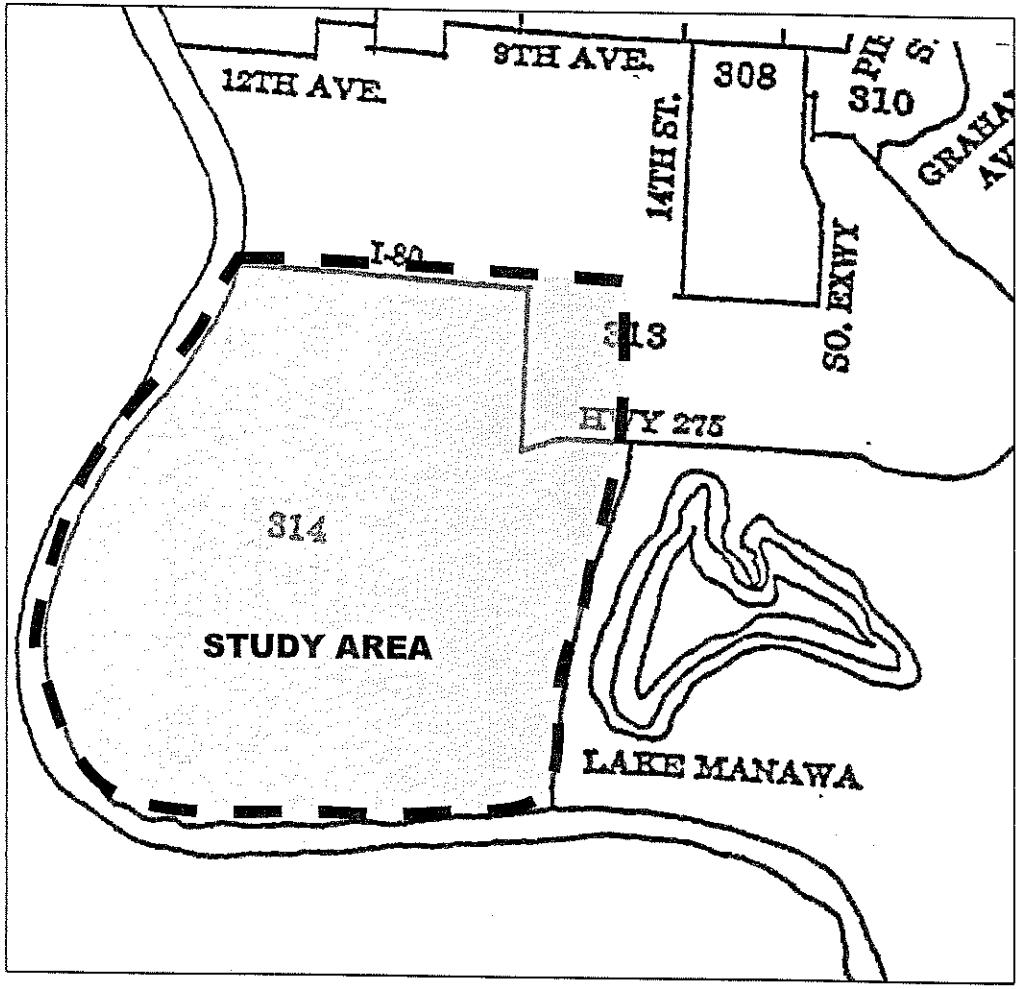


ILLUSTRATION 13 – CENSUS TRACTS 313, 314, AND 315

As shown in Illustration 14, 1,200 housing units would be added to the study area by 2020, this would require a total of 293 acres of land. The projection is based on 36 one and two family units per year using a factor of 3.0 dwelling units per acre and 24 multi-family units per year using a factor of 9.0 dwelling units per acre. Given the poor drainage of the area and the need for detention facilities, a factor of 3.0 units per acre for single family and 9.0 units per acre for multi-family were utilized. These factors are 25% less than typically used to calculate land usage. The amount of projected land usage necessary to accommodate expected growth will be utilized in determining the amount and type of residential use shown in the future land use plan which is contained in the following section of the report.

The addition of 1,200 new dwelling units is expected to result in an increase of population by 3,000 persons. Population increases are based on 2.5 persons per dwelling unit multiplied by the number of new housing units (1200 housing units x 2.5 persons per dwelling = 3,000 persons). Therefore, assuming the growth scenario above, it is expected that 3,000 persons will be added to the existing population based on the study area. However, increased population numbers are expected to have a negligible impact on commercial demand.

Year	1 & 2 Family Residential Units	Land Usage (3.0 DU Acre)	Multi-Family Residential Units	Land Usage (9.0 DU Acre)	Total Residential Land Usage
Annually	36	12 acres	24	2.67 acres	14.67 acres
2005	180	60 acres	120	13.33 acres	73.33 acres
2010	360	120 acres	240	26.67 acres	146.67 acres
2015	540	180 acres	360	40.00 acres	220.00 acres
2020	720	240 acres	480	53.33 acres	293.33 acres

Illustration 14 – Residential Growth Scenario

The study area had a population of 3,014 persons in 1990. Current population estimates based on 1990 census figures and permit activity are 3,989 persons within the study area. This amount, combined with the expected growth, would result in a total population of 6,989 by 2020.

Commercial/Industrial

The South 24th Street corridor generally compete with other development sites on a local rather than a regional basis. Basically, this means that they compete with other available properties within Council Bluffs rather than against sites in the broader Omaha metropolitan area. This is particularly true for retail and office uses. For example, a review of demographic and income factors indicates that the absence of certain upper end "mid-box" retailers in the Council Bluffs sub-market is attributable to the lack of large concentrations of upper end residential "rooftops" that are found in the western Omaha suburban area. Consequently, the South 24th Street corridor does not compete as regional retail or office locations despite their excellent interstate visibility and access.

For industrial/business park uses, especially build-to-suit users, the 24th Street corridor may sometimes compete on more of a sub-regional basis, i.e. with sites along the Southeast I-80 corridor. However, to compete in the sub-regional market has historically required that the Council Bluffs Industrial Foundation be involved in public/private partnerships to attract private investment to Manawa Business Park and other locations near the South 24th Street Corridor.

In the case of tourism/highway service/entertainment uses, the properties in the corridor definitely compete or have the potential to compete with sites throughout the region. The gaming venues, Western Historic Trails Center, and Mid America Center are evidence of sites in and around the subject property and the corridor that are "players" in the regional market.

Local and regional real estate market conditions and the resulting demand for developable land remain relatively favorable, despite the current stagnant national economic climate. Most of the industrial and business park development in the region and in Council Bluffs over the past year was build-to-suit rather than speculative construction. In the local market this was characterized by mid-sized (50,000-150,000 square foot) users who began developments in Manawa Business Park and Mid-American Commerce Park in 2002. Recent office development in the region remains concentrated in the Omaha CBD and suburban areas – Council Bluffs office development is primarily concentrated in and near its downtown area and is associated with institutions and businesses located there. Demand for retail sites in the region continued to be dominated by the western suburban portions of Omaha with new retail developments and expansions to existing centers. As in other parts of the country, retail development in the greater Omaha metro area is largely dictated by national tenants who "follow the rooftops" of targeted residential concentrations. In the local Council Bluffs market, the major retail centers, including Mall of the Bluffs and Manawa Power Centre, saw no major expansions. The most notable local retail development begun in 2002 was the 166,000 square foot The Plaza specialty retail/dining/entertainment project associated with Mid-America Center.

In fact, most of the recent non-industrial commercial development in the local market has been associated with the Mid-America Center, including retail, movie theaters, restaurants and hotel construction as well as the convention center itself. This has made the 24th Street interchange and corridor, both north and south of the interstate, a new "gateway" to the community. Consequently, the uses at the interchange and along the corridor need to be considered within the context of their gateway location and their relationship to the surrounding area's emerging tourism/entertainment/recreation focus. This means that special attention needs to be given to the types of uses appropriate for the corridor as well as to the area's design, appearance and function.

The South 24th Street corridor exhibits a variety of strengths and weaknesses that influence their competitive position compared to other development sites in their market. A few general strengths and weaknesses apply to all the potential uses. In the general "weaknesses" category, for example, inadequate sanitary sewer service exists for much of the undeveloped land in the corridor. Likewise, the flat topography will require a well-designed stormwater management system. Eventually, improvements to the interstate interchange itself will also likely be needed regardless of what type of development occurs at the subject site and within the corridor. Another critical weakness is the condition and (lack of) design of the uses on 24th Street

north of the interstate. As previously mentioned, the lack of large-scale residential concentrations in the corridor precludes large-scale retail development. The overall strengths include the site and corridor's excellent "gateway" location, the existing "critical mass" of tourism/entertainment/recreation uses, the availability of developable land, and the city's commitment to guiding development according to well-conceived plan.

The site and corridor's competitive position for retail uses is complex. It really does not compete for larger regional retail tenants, most of whom are already located or locating in the western Omaha centers accessible to large-scale demographic target populations. Likewise, the Mall of the Bluffs and the Manawa Power center already offer the anchored retail and big-box retailers. While access to the subject site and the corridor is good, the distance from target residential concentrations is problematic. Also, in terms of the 50 acre property adjacent to I-80 and South 24th Street, retail development for that site at typical densities (0.25 Floor Area Ratio) would produce approximately 544,000 square feet of retail space. The demand for that scale of retail development within the local market does not exist. However, that is not to say that there is not demand for additional retail within the local market. Smaller scale (20,000-150,000 square foot) centers in various configurations have potential. Some strip center development serving the current and future residents within the corridor is likely in the future. Likewise, another big-box retailer (another home improvement center, for example) might be supportable in the future.

Regarding industrial/business park development, the properties within the corridor should be considered well-positioned vis-à-vis the competition. While the average demand for industrial land in this sub-market may be only 5-15 acres per year, the supply is also somewhat limited. The Manawa Business Park has less than 50 acres currently available and the Mid-America Commerce Park is limited to approximately 35 acres. While the Southwest Iowa Industrial Park has almost 500 acres available, it is targeting very large- scale users who can take advantage of barge terminal facilities and other site amenities geared to that scale of industrial operation. This limited inventory of industrial/business park sites in the local market, combined with the low industrial vacancy rate in the regional sub-market suggests that the South 24th Street corridor would be well-positioned for capturing future development. Industrial/business park tenants seek properties with good access, but do not require the visibility (or cost) of interstate frontage. The recent developments by Mastercraft Furniture and Kansas City Life in the Manawa Business Park are evidence of this locational preference.

Section IV - Development Plan and Policies

This section of the plan outlines the development objectives and policies for the South 24th Street area. These objectives and policies have been categorized into sub-sections on land use, transportation, sanitary sewer, storm sewer, water, and parks and recreation. Each sub-section outlines a specific plan and lists development policies concerning the future growth of the area. The development objectives and policies contained in this section will be utilized as a basis for decision making on future developments, capital improvements, and other actions.

Future Land Use and Development

This sub-section outlines the future land uses in the area based on the development scenario outlined previously. These projections will serve as the basis of future land use planning. The land use plan is intended to be a snapshot of how the area will be developed during the planning period. The future land use plan is depicted by Illustration 15 and is divided by land use types. The following are the future land use types:

- Agriculture/Open Space
- 1 & 2 Family Residential
- Multi-Family Residential
- Commercial
- Industrial

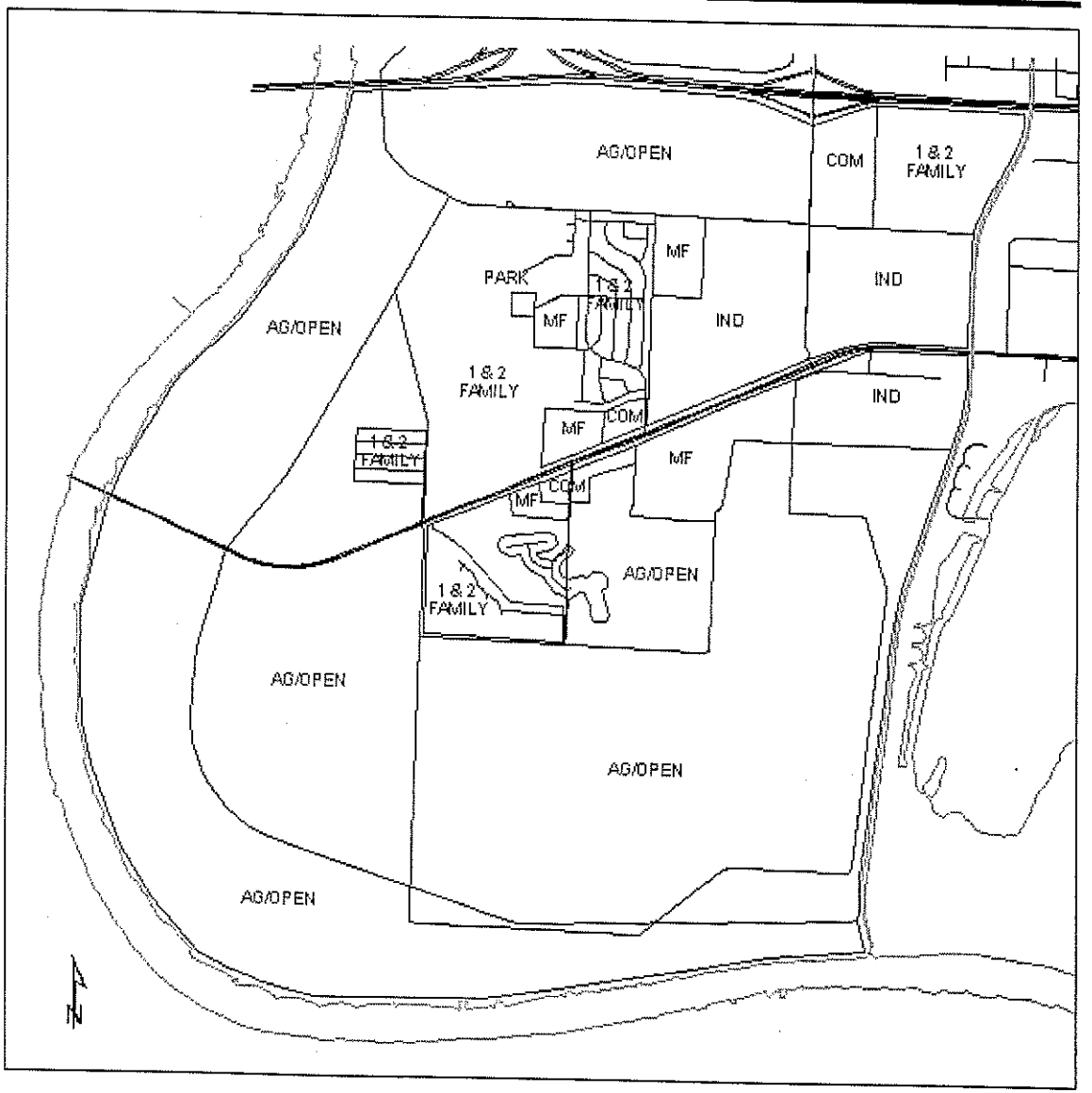


ILLUSTRATION 15 - FUTURE LAND USE MAP

The future land use plan will assist in determining the type, direction and timing of future growth. The criteria established in this plan is based on several factors, including:

- The current use of the land within and around the area;
- The desired types of growth for specific locations;
- The location and availability of utilities and roadways;
- The physical characteristics, strengths and constraints to future growth; and
- Current population and economic trends affecting the area.

Land Use Objectives and Policies

The land use objectives and policies for the South 24th Street area include the following:

- Ensure that all areas for future development are equipped with adequate infrastructure and public facilities.
- Encourage development in areas that are adequately served by transportation systems.
- Encourage appropriate commercial development along Highway 92 and South 24th Street corridors.
- Assure that the supply of industrial land in the South 24th Street area is consistent with the City's capacity and needs.
- Promote the development of a mixture of residential land use types as outlined by this plan.
- Areas that are currently overzoned and not serve with adequate public infrastructure should be rezoned to a holding zone to prohibit premature development that would be inconsistent with the land use plan.
- Ensure that all future zoning and subdivision decisions require the extension of adequate public utilities and infrastructure to serve proposed developments.
- Future zoning and subdivision decisions shall be based on the development policies contained in this plan and consistent with the land use plan as depicted in Illustration 15.
- The City shall continue to monitor trends in demand for various land use categories and determine if amendments are necessary to the land use plan.

Transportation Framework

The City will provide for the safe and efficient movement of people, goods and services throughout the planning area while minimizing the impact of the circulation system on residential and commercial neighborhoods. To accomplish this objective a convenient and clearly defined system of collector streets will be utilized to direct local traffic to existing arterial roadways and the interstate system. Illustration 16 depicts the proposed circulation system for the South 24th Street area. This circulation system is intended to guide the location of collector and arterial streets within future developments. In many cases, existing collector and arterial streets will need to be improved and extended to create proper circulation within the system. Within this framework, the street systems will be expanded to serve individual developments. The street network in residential areas will be designed with multiple connections and direct routes. These systems will be designed with clear circulation patterns that discourage through traffic and high speeds while providing access to both local residents as well as service vehicles. Primary access for higher-intensity development through these neighborhoods will be discouraged. All public and privately constructed streets will be designed to meet public street standards.

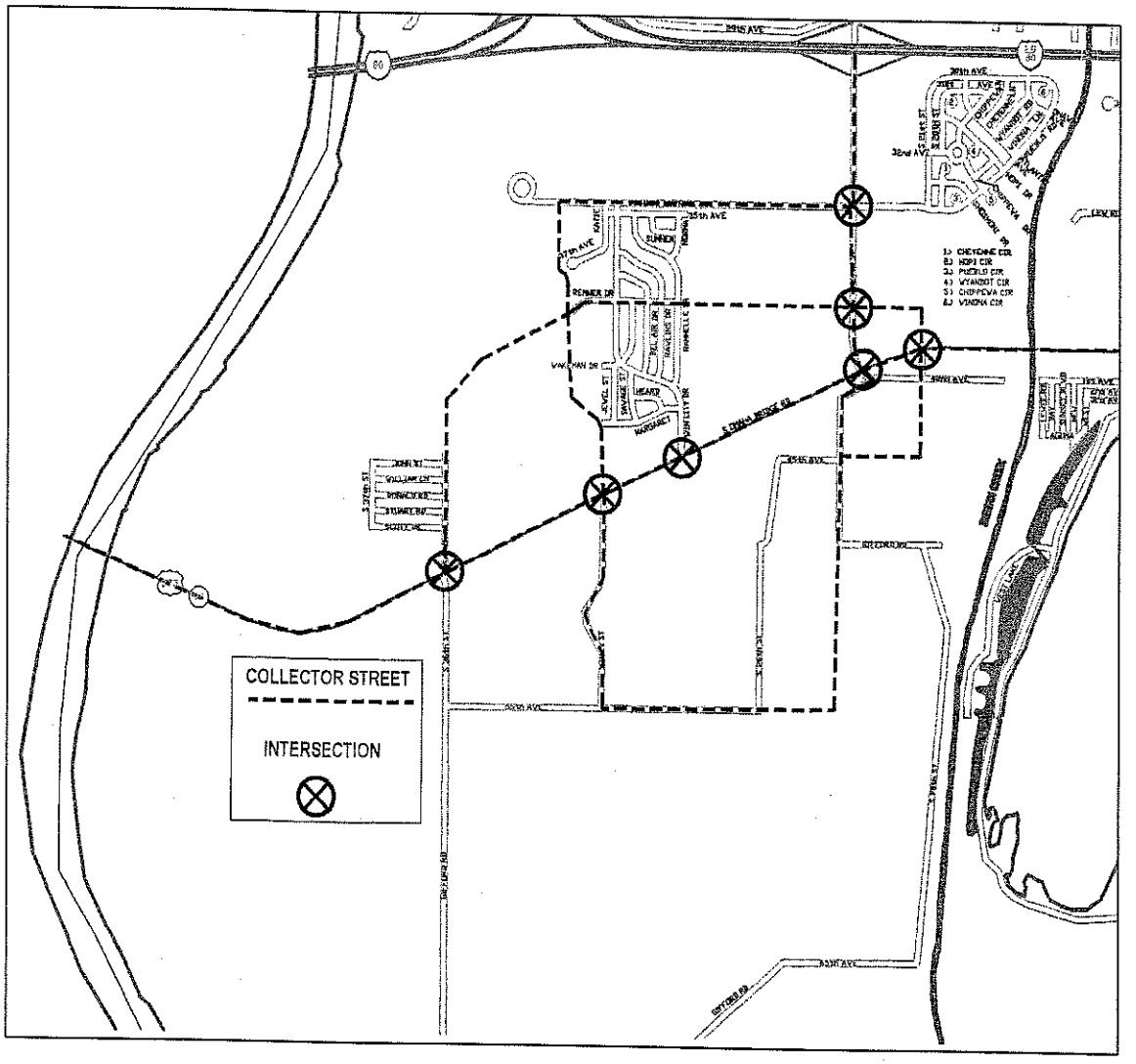


ILLUSTRATION 16 – TRANSPORTATION PLAN

Transportation Objectives and Policies

The objectives and policies for the South 24th Street area related to transportation and circulation include the following:

- Within the platting and rezoning process, the City will require that local, collector, and arterial streets to be constructed to the plat boundary so that a logical extension may be made as various parcel areas are developed.
- Public and privately constructed streets shall be designed and constructed in accordance with the adopted standards of the Public Works Department.
- Within the platting and rezoning process, the City will require that development is consistent with the transportation plan as depicted in Illustration 16.
- Roadway connections to South 24th Street and Highway 92 shall be limited and consistent with the transportation plan.
- Development projects, which generate significant traffic volumes, shall be required to complete a traffic impact analysis as part of the regulatory review process.
- To the greatest extent possible all new streets will be constructed to minimize impact on existing storm water drainage ways.
- Roadway improvements shall be designed to minimize impacts on distinctive natural and environmental features.

Sanitary Sewer Facilities

The intricate phasing of sanitary sewer projects required to meet the existing and future development needs within the planning area will require planning, reliable financing, and coordination between the City and private development entities. Well-conceived capital improvement planning and development will direct the immediate and long-term goals for the management of wastewater including necessary trunk sewers and lift stations within the planning area. It is anticipated that a majority of sanitary sewer extensions will be completed as part of the development process and developer financed. In addition, City review will ensure that sanitary sewer facilities in each development are appropriately sized and engineered. As depicted in Illustration 17, a trunk line sanitary sewer is necessary along Highway 92 and South 24th Street. This truck line is required to provide sanitary sewer services to areas east of the Twin City neighborhood. Since the cost of this project exceeds the amount that can be expected from private investment, public participation will be required. However, the City will need to examine methods to recover the cost of this improvement through the use of tap on fees or other methods.

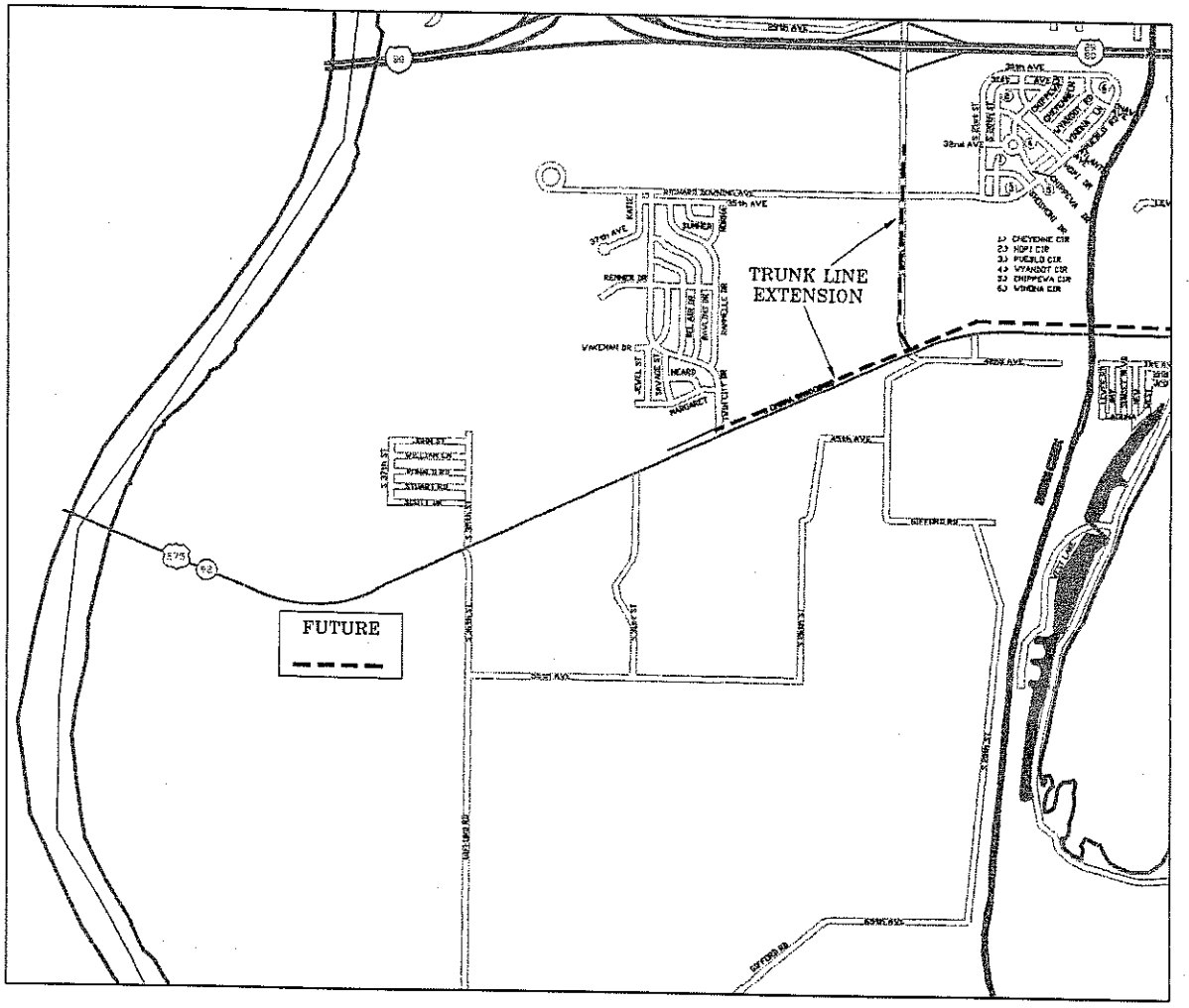


Illustration 17 – Sanitary Sewer Map

Sanitary Sewer Objectives and Policies

- The developer as a subdivision improvement will construct and pay for sanitary sewer facilities located within a development.
- Sanitary sewer facilities shall be appropriately sized and engineered to accommodate future adjacent development.
- Capital improvements planning and programming will ensure that sanitary sewer facilities constructed by the City and private sector will be sized to provide acceptable capacity for future development.
- Whenever possible, new development should be contiguous with existing development to maximize usage of public utilities.
- The extension of sanitary sewer mains to serve individual users that are financed by local tax revenue shall be recovered through the use of special assessments or other similar methods to ensure the properties benefiting from the improvement bear the cost.
- The City will utilize the sanitary sewer tap fee ordinance to provide sanitary sewer service and to recover the cost of trunk line extensions and pump stations construction. This may include the collection of fees on a per acre basis which are calculated by the cost of the improvement and land area served by the improvement. In cases where the City requires a particular development to include an oversized storm sewer main to facilitate development, various methods of cost sharing and for reimbursement will be utilized by the City.
- The extension and construction of an interconnected gravity flow sanitary sewer system shall be encouraged and the construction of private sanitary sewer force main with pump stations and treatment facilities will be discouraged.

Storm Sewer Facilities

To promote growth of the planning area, the City will cause the construction storm water sewers, drainage ways, detention basins, and pump stations to administer the flow of runoff. For planning purposes, the area was divided into two separate drainage areas. It is anticipated that a majority of storm water facilities will be constructed as part of the development process and developer financed. Individual developments will be evaluated on the impact existing drainage and adjoining property. An assessment of the impact will determine the design of storm water facilities for the development and the area. In addition to the construction of storm water piping, the City may require developers to build or contribute to either an on-site or area or detention facilities, which will help mitigate the risk of run-off from intense storms. The City's subdivision and site plan review processes should allow for detention to be accomplished in the existing drainage courses on a area basis, rather than in engineered ponds that may be located on prime development land. In addition to the storm water improvements installed by private development, a series of pump stations and trunk line storm sewers will be necessary to serve the planning area. The City will need to evaluate and participate in the development of these storm water facilities to service existing and future developments.

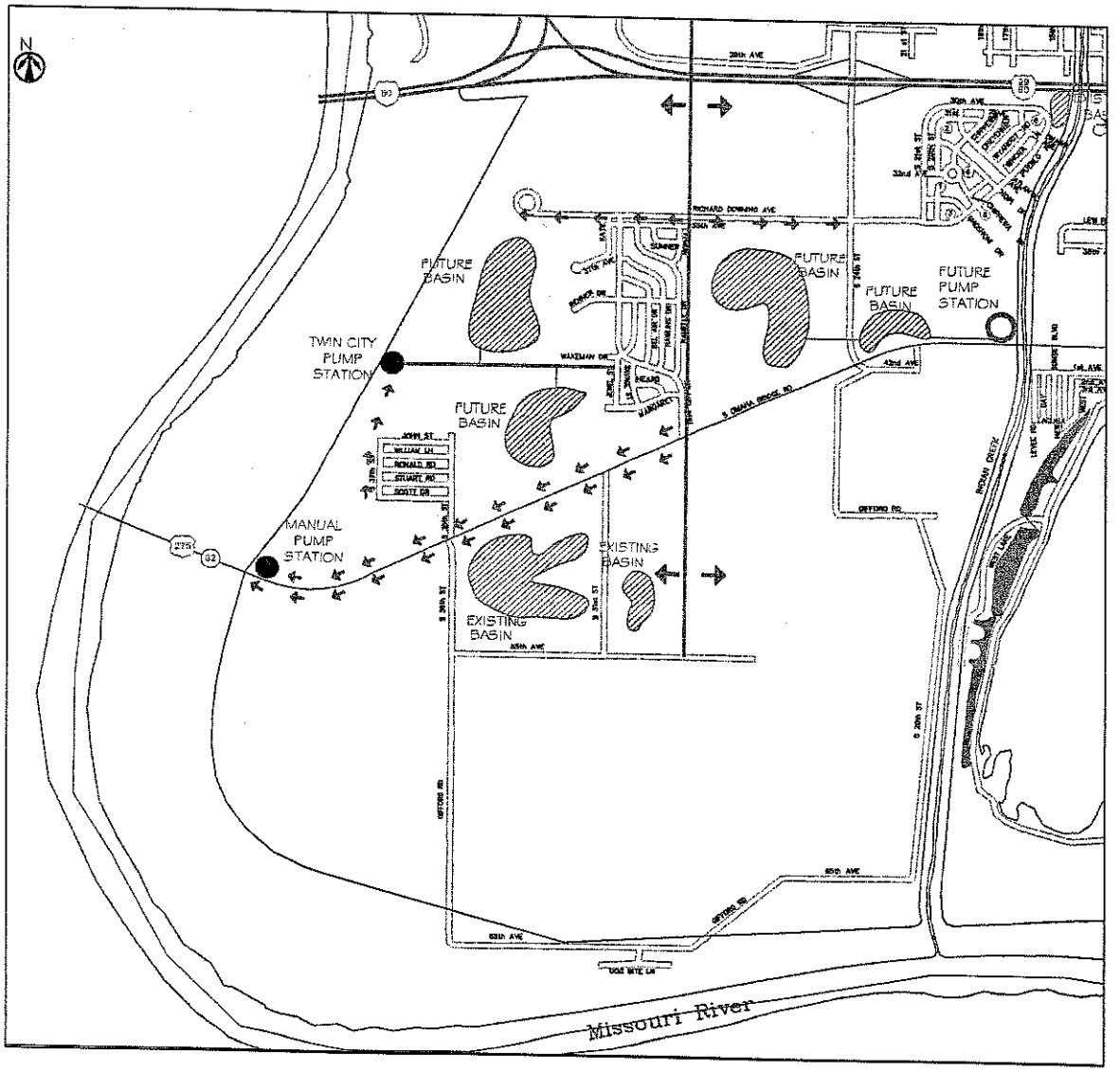


ILLUSTRATION 18 – STORM SEWER MAP

Storm Sewer Objectives and Policies

- Private development projects within the planning area shall to graded as to establish positive drainage and be coordinated with adjacent developments and storm sewer facilities.

- As a part of the platting process, the developer will be responsible for the design and method of conveying runoff. This design may require some over-sized storm sewers. The release rate from the newly developed areas will be equivalent to the ten (10)-year undeveloped release.

- Storm sewer facilities located within a development will be constructed by the developer as a subdivision plat improvement. However, in cases where the City requires a particular development to include an oversized storm water main or detention basin to facilitate development, various methods of cost sharing and for reimbursement will be utilized by the City.

- Subdivisions will be designed based upon detention ponds being dry bottom facilities that require a minimal amount of land. At the developer's discretion and cost, wet-bottom ponds may be constructed as an amenity to a development.

Water Distribution

In accordance with Council Bluffs Water Works policies and as development proceeds, the City will continue to assemble a comprehensive network of looped water mains within the planning area. These looped mains will provide the City with a framework for future growth, as well as allow for greater flexibility to prevent service interruptions in any one portion of the South 24th Street area. Since the design and construction of water facilities is under the jurisdiction of the Council Bluffs Water Works Department, this plan does not project future water facility needs. However, several basic policies are suggested to ensure continued coordination with the Council Bluffs Water Works and to ensure developments are served with water facilities.

Water Distribution Objectives and Policies

- All development will be served by adequately sized water mains and constructed by the developer as part of the subdivision and zoning process.
- The water transmission mains will be of sufficient size to provide fire protection to serve existing and future development.
- The City will continue to involve and coordinate with the Council Bluffs Water Works in the development review process.
- The City will continue to coordinate with the Water Works Department on all projects with respect to the capital improvement program.

Parks and Recreation Facilities

The Parks and Recreation Department has recently completed a Master Plan of the parks system in Council Bluffs. Future development in the study area will require expansion of parks. Within that plan six additional acres are proposed for the Twin City Park along with updating and replacing existing equipment. Other improvements include the expansion of The Council Bluffs Recreation Complex and to expand existing trails. An ATV park and forest preserve are located on the wet side of the Missouri River levee. Development should incorporate trails and parks that connect to the existing parks system.

Parks and Recreation Objectives and Policies

- The City will encourage private developers to include park and recreational facilities within individual developments and to dedicate additional land for park facilities outlined by this plan and the Parks Master Plan.
- Pedestrian and bicycle paths that connect residential areas to municipal parks and recreational amenities should be developed as a component of future roadway improvements and extensions.
- Private developments shall be reviewed for consistency with the Park Master Plan.
- Trail extension shall be incorporated in the reconstruction of Highway 92/275 and other arterial street projects.

Design Standards

The continued development of the South 24th Street area through the implementation of design standards is recommended. To ensure the new development enhances the visual quality of the area, the development and implementation of highway design standards is essential.

Design Objectives and Policies

- Screening, buffers, or additional setback requirements shall be utilized to minimize conflict between land use types and along major thransportation corridors.

- A program of visual enhancements should be developed and implemented as part of the Highway 92 and South 24th Street reconstruction combined with landscaping, signage, and site development standards of private property.

Section V – Plan Maintenance and Conclusion

Plan Amendment to Comprehensive Plan

As indicated by this plan, all of future development would require the extension and coordination of infrastructure, transportation and roadways, rezoning, subdivision or other related City actions. The guidelines and visions developed here are to insure proper development of infrastructure, land use and aesthetics. The plan will serve as a subarea plan of the southwest portion of the City and an amendment to the 1994 Comprehensive Plan. This plan should under go continual review. When an amendment is being considered the following procedures shall be used.

Impact Analysis and Review

If this plan is to have any value, methods must be devised to make sure that actions and decisions conform to and do not detract from the plan. Every significant proposal that requires action by the City Planning Commission or the City Council should be accompanied by an evaluation of its potential to implement the plan. This evaluation can be quite simple in situations where the impact is minimal, amounting to no more than a brief indication of whether the plan provides directions and whether or not the proposal conforms with the plan. Where a requested proposal is inconsistent with the land use plan, however, or is a comprehensive proposal affecting the overall plan, additional review procedures are necessary.

Land Use Proposals. Interpretation of the plan should not be based on excerpted analysis. Interpretation of the plan should be composed of continuous and related analysis, with references to the goals and policies. Moreover, when considering a proposed development, interpretation of the plan should include a thorough review of all sections of the plan. If a development proposal is not consistently supported by the plan, consideration should be given to regulating modifications to the proposal, or using the following criteria to determine if a plan amendment is justified:

- the character of the adjacent neighborhood;
- the zoning and uses of nearby properties;
- the suitability of the property for the uses allowed under the current zoning designation;
- the type and extent of impact on adjacent properties, or the community at large;
- the impact of the proposal on public utilities and facilities;
- the length of time that the subject and adjacent properties have been utilized for their current uses;
- the benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved;
- comparisons between the existing plan and the proposed change regarding the relative conformance to the objectives and policies; and
- consideration of professional staff recommendations.

Comprehensive Proposals. In more comprehensive proposals (such as a capital improvements program or a utility plan), a more extensive evaluation may be required to identify potential revisions to the proposal or to the plan. Comprehensive proposals should include an evaluation which includes the following:

- description of the proposal;
- identification of elements of the plan affected by the proposal; and
- evaluation of the effects of the proposal on the plan, by element (such as objectives and policies, land use, or public facilities and infrastructure). If the proposal supports the plan, the evaluation should indicate. If it conflicts, the conflicts should be identified and adjustments made to the plan or proposal. If adjustments to the plan are proposed, they should be undertaken and adopted per the plan amendment process before final action is taken on the comprehensive proposal.

Plan Amendment

Proposed plan amendments which may be suggested by individuals are encouraged to be compiled and reviewed once a year. By reviewing all proposed amendments at one time, the effects of each proposal can be evaluated for impacts on other proposals and all proposals can be reviewed for their net impact on the plan. If major, new, innovative development opportunities arise which impact several elements of the plan and which are determined to be of importance to Council Bluffs, a plan amendment may be proposed and considered separate from the annual review of other proposed plan amendments. The Director of Community Development shall determine if separate review is justified and prepare a report providing pertinent information on the proposal. This will include a recommended action on the proposed amendment. The plan amendment process should adhere to the adoption process utilized in the preparation and adoption of the plan.

Plan Update

The next plan update should be initiated within ten years. The next update process could be a comprehensive review, including forecasts to a new target year, analysis of alternate land use plans, and possible evaluation of alternate formats for the plan.

Conclusion

The objectives, policies, and specific action strategies contained in this plan are very challenging ones. They are worthy of a community which is concerned with broad concepts of growth, conservation, equity, and quality of life. Continued discussion is necessary to achieve these goals and policies. Implementation requires substantial dedication and commitment by both the public and private sectors. Specific actions to be accomplished during the short and mid-range future must be identified so that the City's financial, human and leadership resources can be directed toward their achievement.