2019
MID-CITY CORRIDOR
URBAN RENEWAL PLAN

CITY OF COUNCIL BLUFFS, IOWA

ADOPTED _____ 2019

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CHAPTER I
BACKGROUND

The early development of Council Bluffs was intimately tied to the rapid expansion of the railroad system. By the 1890s, Council Bluffs was served by 15 lines operating 90 trains per day. For many decades, these railroads generated significant employment, which allowed Council Bluffs to grow and prosper. The physical development of the community was also significantly impacted by the railroad. With the construction of the railroad corridor, business and industrial uses that desired railroad transportation followed. Residential areas also developed in the corridor and around larger employers. As a result, the corridor was developed with a variety of conflicting land uses.

The continued evolution and consolidation of the railroad industry has required less land to be used for support transportation purposes but the tracks still remain and continue to be some of the busiest lines in Council Bluffs. As a result, the community can reasonably expect continued changes in land use in this corridor over the next 20 years.

In order to address these changes, the City of Council Bluffs prepared and adopted a Neighborhood Revitalization Strategy Area (NRSA) for the City's Community Development Block Grant Program (CDBG), which includes the Mid-City Corridor. Several problems that are associated with the corridor have been identified including railroad trackage problems, floodplain problems, traffic circulation issues, and neighborhood isolation. Residential neighborhoods in and adjacent to the corridor are also blighted.

In 2004, the City adopted the original Mid-City Corridor Urban Renewal Plan and designated a portion of the corridor as an urban renewal area appropriate for blight remediation. At that time, the City found that 87 of 168 (52%) structures in the designated area were substandard or deteriorated. From 2004 to 2015, the City acquired and demolished blighted properties in the designated area; assembling parcels for redevelopment, park space and green space. The City did not adopt a Tax Increment Financing ("TIF") ordinance with respect to the property included in the original urban renewal area created in 2004.

Though significant headway has been made in removing blighted structures in the corridor, there are still blighted properties and other blighting influences within the corridor that require remediation to allow for redevelopment of the area. For example, according to the 2016 US Census data, households located in Census Tract 307 earn $4,350 less per year than the average median household income for Council Bluffs and 20.9% live at or below the federal poverty line. According to the HUD Affirmatively Furthering Fair Housing Tool, 53.66% of the total households experience one or more housing burden. "Housing burden" is defined as households living with one or more of the following: cost burden for which housing cost is greater than 30% of household income, overcrowding, housing unit lacks complete kitchen facilities and housing unit lacks complete plumbing facilities. As such, the City has determined that a new urban renewal plan must be adopted to continue the redevelopment of the corridor. Because the footprint of the new urban renewal area differs from the original area created in 2004, the City has decided to rescind the 2004 plan and adopt this new 2019 Mid-City Corridor Urban Renewal Plan in its place.

Urban renewal powers will assist the City in the acquisition and site clearance of slum and blighted properties within the new urban renewal area, and the redevelopment thereof. Assistance in the form of

an urban renewal area, conforming to Chapter 403 of the Iowa Code, is necessary to acquire land, remove blight, incompatible or undesirable land uses; improve regulatory control; improve public infrastructure and facilities; and allow for private development or redevelopment on cleared or vacant land. This Plan is to be called the 2019 Mid-City Corridor Urban Renewal Plan ("Plan" or "Urban Renewal Plan") for the Mid-City Corridor Urban Renewal Area ("Area" or "Urban Renewal Area"), and its purpose, objectives and project proposals are described within this document.

CHAPTER II
DESCRIPTION OF URBAN RENEWAL AREA

LEGAL DESCRIPTION

The Urban Renewal Area designated by this 2019 Mid-City Corridor Urban Renewal Plan is situated in the City of Council Bluffs, County of Pottawattamie, State of Iowa, upon a tract of land, the boundaries of which are described as follows:

Beginning at the intersection of the centerline of Avenue 'B' and the centerline of North 10th Street; south along the centerline of 10th Street to the centerline of West Broadway Avenue; east along the centerline of West Broadway Avenue to the centerline of 8th Street; South along the centerline of 8th Street to the centerline of 1st Avenue; West along the centerline of 1st Avenue to the centerline of South 10th Street; South along the centerline of South 10th Street to the centerline of 4th Avenue; West along the centerline of 4th Avenue to the centerline of South 12th Street; South along the centerline of South 12th Street to the centerline of 6th Avenue; West along the centerline of 6th Avenue to the centerline of the right-of-way of Indian Creek; North and Northeasterly along the centerline of the right-of-way of Indian Creek to the centerline of 13th Street; North along the centerline of 13th Street to the centerline of Avenue B; East along the centerline of Avenue B to the Point of Beginning.

GENERAL DESCRIPTION

The general location and boundaries of the Mid-City Corridor Urban Renewal Area are shown on Illustration 1. The Urban Renewal Area is an approximately 28-block area encompassed on the north by Avenue B; on the south by 6th Avenue; on the west by Indian Creek and 13th Street; and on the east by 8th Street. Illustration 1 shows the location map for the project area. This area contains portions of Bayliss 2nd Addition, Beer's Addition, Beer's Subdivision, and McMahon, Cooper and Jefferies Additions to Council Bluffs.

b. Environment

Topography and Drainage – The topography of the Area is generally characterized by very slight slopes of zero to two percent. As such, the natural drainage pattern of the area is poor. The project area lies in the Indian Creek Drainage Basin. The northern portion of the area lies within the 100-year floodplain and the southern portion of the area lies within the 500-year floodplain.

Floodplain – The Flood Insurance Rate Maps (FIRM) #19155C0413E, dated February 4, 2005, prepared by the Federal Emergency Management Agency (FEMA) show that the northern portion of the project area is located in Zone AH. The area designated as Zone AH is considered to be a Special Flood Hazard Area, which is characterized by shallow flooding of depths between 1 to 3 feet. The southern portion of the project area is located in Zone X. The area designated as Zone X is considered to lie in the 500-year floodplain and is protected by a levee from the 100-year floodplain. Illustration 2 shows the floodplain map.

Historic Properties – A review of the list of properties on the National Register of Historic Places and locally designated landmarks and historical districts indicates that there are no historical properties within the proposed boundaries of the Urban Renewal Area. Properties surrounding the proposed Area may have historical potential. These properties include the Mynster Street and South 8th Street

neighborhoods.

Noise – The yearly day night average sound level (DNL) indicates that the northerly section of the Area is bordered by the 65 DNL contour of the Omaha Eppley Airfield noise corridor indicating an anticipated slight impact of noise. The remainder of the Area either does not border or is outside of the 65 DNL threshold. Railroad traffic is also a concern with noise. Active lines with significant train movement increase the noise levels. Additionally, the vehicular traffic on West Broadway, also known as U.S. Highway 6, increases noise within the Area. As a result of air, rail, and vehicular traffic, the Mid-City area is prone to significant noise issues.

ZONING AND LAND USE/CONFORMANCE WITH COMPREHENSIVE PLAN

Existing Zoning – Currently, land within the Urban Renewal Area is zoned A-2/Parks, Estates and Agriculture, C-2/Commercial District, I-1/Light Industrial, and R-3/Low Density Multi-Family Residential. The Area consists primarily of A-2/Parks, Estates and Agricultural District, I-1/Light Industrial District, and R-3/Low-Density Multifamily Residential District. The Southeast portion of the Area is zoned R-3/Low Density Multi-Family Residential. A majority of the property that is zoned A-2/Parks Estates and Agricultural District is owned by the City of Council Bluffs and is intended for future development, which would most likely require the land to rezoned to an appropriate district. Illustration 3 shows the existing zoning map.

Existing Land Uses –The Urban Renewal Area consists of approximately 178 parcels, of which 81 (46%) are vacant parcels and 97 (54%) are developed. Of the developed parcels, 108 are residential uses, 6 are light industrial uses, and 16 are commercial uses. Illustration 4 shows the existing land uses for the project area.

Adjacent Land Uses – The properties surrounding the Urban Renewal Area include primarily residential neighborhoods, with industrial uses to the North and Southwest, and commercial uses primarily along the West Broadway corridor. The residential properties contain a varied mix of single-family and multi-family conversion homes. The property to the north of the proposed Area consists of railroad trackage yards. The properties to the east consist of residential uses and the downtown district. The properties to the south and west consist of primarily residential uses.

Non-Conforming Uses – The Urban Renewal Area contains one main area of nonconformance. From North 11th to North 12th Streets and from Avenue B to West Broadway, this block is currently zoned I-1/Light Industrial and A-2/Parks, Estates and Agricultural District. Current uses are single-family houses and a commercial building. Other areas of nonconformance are single family residential within C-2/Commercial District and single family in A-2/Parks, Estates and Agricultural District. Illustration 5 shows the current non-conformances.

Conformance with City Comprehensive Plan -The City of Council Bluffs has a general plan for its physical development, as a whole, which is its Comprehensive Plan known as “Bluffs Tomorrow: 2030 Plan”. This Urban Renewal Plan and the urban renewal projects described herein are in conformity with the City’s Comprehensive Plan. The need for improved traffic, public transportation, public utilities, recreational and community facilities, or other public improvements within the Urban Renewal Area is set forth in this Plan. As the Area develops, the need for public infrastructure extensions and upgrades will be evaluated and planned for by the City.

STRUCTURAL CONDITIONS

In December 2018, the Community Development Department conducted a field survey to identify existing structural conditions within the proposed Mid-City Corridor Urban Renewal Area. The survey was conducted by observing the exterior conditions to determine the structural quality of each building. Each building was classified in one of four conditions: above standard, standard, substandard, or deteriorated.

Structures in "above standard" condition are not in need of rehabilitation, are in new or near new condition and well maintained. Structures in "standard" condition need minor rehabilitation, possibly in need of painting or minor repair. Structures in "substandard" condition are in need of major rehabilitation, show signs of structural failure including foundation and/or roof problems and are not up to building and land use codes. Structures in "deteriorated" condition are beyond the benefit of rehabilitation and should be demolished.

The proposed Mid-City Corridor Urban Renewal Area contains a significant number of structures in substandard structural conditions. Illustration 6 shows the current structural conditions. The structural conditions table located at the end of this section outlines the conditions. Since 2004, the City has demolished structures and created greenspace on over 27 acres of land in the Urban Renewal Area. The areas from South 12th to South 13th Streets and from Avenue B to 4th Avenue are primarily vacant with the exception of three structures.

The portion of the Area from South 12th Street to the Indian Creek channel are primarily City-owned with three single-family houses along 3rd Avenue. City-owned property consists of vacant land with trail connections and structures utilized by the Public Works Department for equipment and material storage. Illustration 7 shows Public Works facilities.

The most blighted structural conditions are located within the residential portions of the Area to the east and southeast. Housing along 2nd, 3rd and 4th Avenues are pocketed with several substandard units with only a few in above standard condition.

Table 1. Structural Conditions: Residential, Commercial, and Industrial Land Uses

	Above Standard		Standard		Substandard		Deteriorated		Vacant		Known or Suspected Env Contaminants		Total
Land Use Type	**Parcels**	**%**	**Parcels**	**%**	**Parcels**	**%**	**Parcels**	**%**	**Parcels**	**%**	**Parcels**	**%**	**Parcels**
Residential	2	3%	38	49%	28	36%	10	13%	0	0%	0	0%	**78**
Commercial	1	8%	8	67%	2	17%	1	8%	0	0%	0	0%	**12**
Industrial	0	0%	0	0%	3	100%	0	0%	0	0%	0	0%	**3**
Government	0	0%	2	3%	0	0%	2	3%	51	86%	4	7%	**59**
Railroad	0	0%	0	0%	0	0%	0	0%	0	0%	26	100%	**26**
Total	**3**	**2%**	**48**	**27%**	**33**	**19%**	**13**	**7%**	**51**	**29%**	**30**	**17%**	**178**

As shown by Table 1, 97 of the 178 parcels in the proposed Urban Renewal Area are developed with structures. Residential land use account for a total of 78 parcels. Of these residential structures, 2 (2%) were noted as above standard, 38 (49%) as standard, 28 (36%) as substandard, and 10 (13%) as deteriorated. Commercial land uses occupy 12 parcels in the area. Of the commercial structures, one was noted as above standard, 8 (67%) as standard, 2 (17%) as substandard and 1 (8%) as deteriorated.

Industrial land uses occupy 3 parcels in the area. Of these, none were noted as above standard or standard, 3 (100%) as substandard, and none as deteriorated. There are also 26 railroad parcels, which are all vacant. Due to the nature of railroads and common contamination associated with lines, these sites are suspected environmentally contaminated sites. The remaining parcels are government owned. Of the four parcels with structures, 2 (3%) were noted as standard and 2 (3%) as deteriorated. The 55 parcels are vacant with 4 known to have environmental contamination. One is a lead cap and the other three have environmental covenants.

In the entire proposed Urban Renewal Area, only three (2%) of the structures had above standard condition, 48 (27%) of structures were noted as in standard condition, 33 (19%) as substandard condition, and 13 (7%) as deteriorated. Over 35% of the structures in the proposed Area are in substandard condition or below. Of the vacant land 30 (17%) of the parcels are known to have or have suspected environmental contamination.

Currently, 46% of the land is vacant. Of this, 68% is government-owned. Illustration 8 shows City-owned property.

TRANSPORTATION SYSTEMS

Illustration 9 shows the transportation network. Within the proposed Urban Renewal Area are five arterial and collector roadways. All of the arterial and collector roadways carry traffic in an east/west direction with no major roadways running north/south. West Broadway is classified as an arterial roadway by the Council Bluffs Public Works Department. West Broadway is also known as US Highway 6 and is a major thoroughfare connecting the east and west portions of Council Bluffs. West Broadway also acts as the conduit for traffic gaining access to Interstate 480 in Omaha, Nebraska. West Broadway has an average daily traffic count (ADT) of 25,000 vehicles per day (VPD). West Broadway consists of a four lane divided elevated roadway through the area.

Four east/west collector streets dissect the proposed Urban Renewal Area. These include Avenue 'G', Avenue 'B', 2nd Avenue and 5th Avenue. Currently, each street crosses the north/south rail lines at grade. Second Avenue, a two-lane roadway, has an ADT of 2,300 in between 10th Street and 13th Street. Fifth Avenue, a two-lane roadway, has an ADT ranging from 3,200 to 4,500 VPD between 10th and 13th Streets. Avenue B is also a two-lane roadway with an ADT of 3,200 VPD. Avenue 'G', a two-lane roadway, has an ADT of 2,600 VPD. Traffic statistics were obtained from the 2016 Traffic Flow map prepared by the Iowa Department of Transportation.

The Area is divided east/west by railroad trackage, which conflicts with both pedestrian and vehicle traffic. Railroad grade crossings are found on Avenue 'G', Avenue 'B', 2nd Avenue, 3rd Avenue, 4th Avenue, and 5th Avenue. Union Pacific Railroad has a major line crossing the entire Area which carries approximately 20 to 30 trains per day. Union Pacific also has a minor rail line within South 12th Street right-of-way between 3rd and 9th Avenues. The primary concern of this line is numerous at-grade crossings and its close proximity to residential uses. The Canadian National Railroad also operates a line north of 3rd Avenue between 12th and 13th Streets. This line parallels Union Pacific trackage north of West Broadway.

PUBLIC UTILITIES AND SERVICES

The proposed Urban Renewal Area has direct access to the municipal water system, sanitary sewer, and storm sewer facilities.

Water Distribution – The Urban Renewal Area is sufficiently served by municipal water. A network of municipal water mains within the Area is made up of varying sizes from 4" to 20" in diameter. Most of the water mains are in the range of 4" to 6" in diameter. The 4" water mains found within the Area are below current size standards. Also, because of the age of the existing developments, some of the water mains are in antiquated condition.

Sanitary Sewer – The Urban Renewal Area is generally served by adequate sanitary sewer facilities. The areas south of West Broadway are served with a series of interconnected sanitary sewer mains, which flow to a 30" sanitary sewer main in South 13th Street. This 30" main flows south to the 29th Avenue pump station. The areas north of West Broadway are served by a series of interconnected sanitary sewer mains which connect to a 60" sewer main located in North 13th Street and along Indian Creek. The sanitary sewer lines in this area flow to the south. The primary problem of the sanitary sewer system is its age. There are no combined sanitary sewer facilities located within the Area.

Storm Sewer – The Urban Renewal Area is generally served with adequate storm sewer facilities, with the exception of the properties immediately south of West Broadway. The Area is served with storm sewer mains ranging in size from 8" to 48". The primary storm sewer drainage for the Area is Indian Creek. Indian Creek is located immediately north of West Broadway and is within the Creek Top and South 14th Street rights of way. North of West Broadway, Indian Creek is contained in a concrete conduit and in the areas south of West Broadway it is contained within an open concrete channel. The Indian Creek channel serves as the main drainage conveyance for the Indian Creek watershed. Storm drainage for the Area is provided by a series of interconnected storm sewer mains in North 12th Street, North 11th Street, 3rd Avenue, and 5th Avenue, which all flow to Indian Creek. The primary limitation of the storm sewer system is the age and condition of some of the mains. Another problem affecting this Area is the inability of the storm sewers to discharge into Indian Creek during high rain events. During these events the water level in Indian Creek can rise quickly which prevents adjacent storm sewers from discharging into the channel. This situation can only be corrected by the construction of additional storm sewer pump stations similar to that found at 13th Street and Avenue 'A'.

URBAN RENEWAL AREA ANALYSIS AND DESIGNATION

The proposed Mid-City Corridor Urban Renewal Area qualifies as blighted under Iowa Code Section 403.17(5) because of several factors. These include the following:

a. Land Use and Zoning

The Mid-City Corridor Urban Renewal Area is comprised of light industrial, commercial, and low-density multifamily residential zoning districts. However, the Area consists of light industrial, general commercial uses, public properties and pockets of residential uses. The Area was developed in a hodgepodge fashion with industrial uses along the rail corridor and adjacent residential uses. At this time, West Broadway developed commercially and was not elevated. The construction of the West Broadway viaduct caused the deterioration of these commercial businesses. Based on building permit activity, the Area is no longer conducive to private reinvestment due to limited transportation

connectivity, floodplain issues and environmental constraints found in the area.

b. Structural Conditions and Blight

The Urban Renewal Area is one of the oldest neighborhoods in the community and contains some of the most deteriorated structures and blighted land. The Area contains a large percent (26%) of properties that are either substandard or in deteriorated conditions. Of the vacant land, 17% is known to or has suspected contamination due to railroads or previous land use. In total, 43% of the land has either physical deterioration of buildings or improvements and known or suspected environmental contamination.

c. Environment

The northern portions of the Area are located within the 100-year floodplain. As such, additional fill is necessary on new construction and flood insurance is required for properties with federally insured mortgages. Noise is an environmental concern for the area due to the concentration of rail, airplane, and vehicular traffic. Given active railroads and previous industrial uses, soil and ground water contamination is a concern. According to the 1928 Sanborn Fire Insurance Rate Maps, the Area contained a variety of uses including passenger and freight depots, warehouses and commercial uses, industrial uses, and residential uses.

Lead contamination is an environmental concern within the Area. Known lead contamination exists at 1207 West Broadway. Additionally, the previously operated Katelman Foundry site located at South 13th Street and 3rd Avenue. This site was partially cleaned up but due to depths of contamination, environmental covenants were placed on the three contaminated sites to close the project. Clean soil was never reached.

d. Transportation

The amount of railroad trackage found within the Area is seen as the largest obstacle for neighborhood development. A portion of the Canadian National Rail Yard (formally the Illinois Central Railroad) is located along 13th Street north of Avenue 'B' and immediately north of the Area. The former Chicago Northwestern rail yard (now operating as Union Pacific) is located north of Avenue 'G' from 10th Street to 13th Street. The Area is dissected by several rail lines. Union Pacific operates a set of rail lines in the North 11th Street right-of-way. This line runs in a north/south direction south of Avenue 'G'. The rail lines continue in a southwest/northeast direction to the Union Pacific yards south of 9th Avenue. The Canadian National operates a set of tracks which connect to the Union Pacific trackage at South 13th Street and 4th Avenue. This track runs in a north/south direction from 4th Avenue to Avenue 'G' and then to the Canadian National rail yard. The frequent at-grade crossings and train traffic obstructs circulation between neighborhoods. This effectively isolates individual neighborhoods from the community and creates dangers for both vehicular and pedestrian traffic. Therefore, there is a need to reduce the number of at-grade rail crossings.

Other transportation issues within the Area include restricted east/west traffic through the community due to the railroad corridor and Indian Creek. Currently, there are viaducts at West Broadway and Avenue 'G' which provide elevated crossings over rail lines. Illustration 10 shows the proposed transportation network.

e. Private Investment

A review of the Building Permit Records shows that the Area has had little to no private investment within the past decade. A review of the assessed values from 2003 to 2016 shows a decrease in the assessed values of 20% from $12,094,857 in 2003 to $9,651,414 in 2016. The main cause of the decrease is the decrease in residential value (21%) and industrial value (512%). The increase of government-owned vacant land increased 89%, which attributes to the reduction in industrial. Table 2 below details the assessed values for 2003 to 2016. From the standpoint of tax base, the Area is becoming less relevant to the overall community tax base.

Table 2: Assessed Values for Urban Renewal Area for 2016

	2003	2016	Percent Change
Mid-City Corridor Urban Renewal Area	$12,094,857	$9,651,414	(20%)
Mid-City Residential	$6,092,554	$4,811,202	(21%)
Mid- City Commercial	$612,600	$2,531,520	76%
Government	$159,987	$1,450,892	89%
Industrial	$5,255,916	$857,800	(512%)
City of Council Bluffs	$2,502,459,652	$4,658,908,187	46%
Mid-City Area as a portion of Council Bluffs	0.48%		

f. Public Investment

The main activity related to public investment in the last ten years has been acquisition and demolition of private properties. Since 2004, the City has acquired over 30 private properties utilizing Community Development Block Grant (CDBG) entitlement funds. The City also owns approximately 11 acres dedicated to Public Works facilities to house equipment and road salt.

Additional investment in 2017 included the replacement of the Indian Creek box culvert between 9th and 10th Streets along Creek Top Road. The project included the 10th Street intersection on the boundary of the Mid-City Urban Renewal Plan.

Illustration 8 shows City property within the Area.

Based upon all of the above information, the Area qualifies as blighted under Iowa Code Section 403.17(5) and is hereby designated as appropriate for continued blight remediation activities.

CHAPTER III
URBAN RENEWAL OBJECTIVES, ACTIVITIES AND PROJECTS

URBAN RENEWAL POWERS

The proposed actions in the Area under the 2019 Mid-City Corridor Urban Renewal Plan will consist of one or more of the following actions as outlined by Chapter 403 of the Iowa Code.

a. To undertake and carry out urban renewal projects within the Area; to make and execute contracts and other instruments necessary or convenient to the exercise of its urban renewal powers; and to disseminate blight clearance and urban renewal information.

b. To arrange or contract for the furnishing or repair by any person of services, privileges, works, streets, roads, public utilities or other facilities for or in connection with an urban renewal project; to install, construct, and reconstruct streets, utilities, parks, playgrounds, and other public improvements; to agree to any conditions, that it may deem reasonable and appropriate, attached to federal financial assistance in the undertaking or carrying out of an urban renewal project; and to include in any contract let in connection with such a project, provisions to fulfill such of said conditions as it may deem reasonable and appropriate.

c. To enter into any building or property in order to make inspections, surveys, appraisals, soundings or test borings, and to obtain an order for this purpose from a court of competent jurisdiction in the event entry is denied or resisted; to acquire by purchase, lease, option, gift, grant, bequest, devise, eminent domain or otherwise, any real property, or personal property for administrative purposes, together with any improvements thereon; to hold, improve, clear or prepare for redevelopment any such property; to mortgage, pledge, or otherwise encumber or dispose of any real property; to insure or provide for the insurance of any real or personal property or operations of the municipality against any risks or hazards, including the power to pay premiums on any such insurance; and to enter into any contracts necessary to effectuate the purposes of this Plan.

d. To borrow money and to apply for and accept advances, loans, grants, contributions and any other form of financial assistance from the federal government, the state, county, or other public body, or from any sources, public or private, for the purposes of this Plan, and to give such security as may be required, and to enter into and carry out contracts in connection therewith. This may include in any contract, for financial assistance with the federal government for an urban renewal project, such conditions imposed pursuant to federal laws as the City may deem reasonable and appropriate and which are not inconsistent with the purposes of the Plan.

e. To make or have made all surveys and planning necessary to the carrying out of the purposes of this Plan, and to contract with any person in making and carrying out of such planning, and to adopt or approve, modify and amend such planning. Such planning may include that outlined by Chapter 403 of the Iowa Code.

f. To plan for the relocation of persons, including families, business concerns and others, displaced by the plan, and to make relocation payments to or with respect to such persons for moving expenses and losses of property for which reimbursement or compensation is not otherwise made, including the making of such payments financed by the federal government.

g. To appropriate such funds and make such expenditures as may be necessary to carry out the purposes of this Plan, and to levy taxes and assessments for such purposes; to zone or rezone any part of the Area or make exceptions from building regulations; and to enter into agreements.

h. To close, vacate, plan or replan streets, roads, sidewalks, ways or other places; and to plan or replan any part of the Urban Renewal Area.

i. To sell and convey real property in furtherance of objectives in this Plan.

j. To acquire by purchase, gift or condemnation real property within the Area for any purpose set forth is this Plan, including but not limited to the relocation of railroad, tracks, yards, and other railroad facilities and to sell or exchange and convey such real property to railroads.

k. To acquire or dispose of by purchase, construction, or lease, or otherwise to deal in air rights, and facilities or easements for lateral or vertical support of land or structures of any kind.

l. To accept contributions, grants, and other financial assistance from the state or federal government to be used upon a finding of public purpose for grants, loans, loan guarantees, interest supplements, technical assistance, or other assistance as necessary or appropriate to private persons for the Urban Renewal Area.

m. Cause administrative and other services to be furnished by or to the City.

n. The City shall have the right to acquire by condemnation any interest in real property, including a fee simple title thereto, which it may deem necessary for or in connection with this Plan.

o. To make or have made surveys and plans necessary for the implementation of the Urban Renewal Plan or specific urban renewal projects.

p. To borrow money and to provide security therefor.

q. To use any or all other powers granted by the Urban Renewal Act to develop and provide for improved economic conditions for the City of Council Bluffs and the State of Iowa.

AREA OBJECTIVES AND ACTIVITIES

The City has analyzed the Area and determined best use of the region is in three ways: (1) redevelopment, (2) greenspace and (3) park space. Illustration 11 shows proposed land uses. The City intends to undertake several actions necessary to achieve the objectives of this Plan. In 2015, the City completed the Mid-City Area-Wide Plan that outlined a community-driven reuse plan as outlined in Illustration 12. The City anticipates engaging in the following activities:

a. Installation of Infrastructure - The City may remove, improve or install public improvements and facilities in accordance with the objectives of this Plan. Such public improvements may include, but are not limited to the following: utilities, streets, sidewalks, transit stops, park and recreational facilities, parking and landscaping.

Municipal Code requires that all building sites have direct access to an open city street that has been improved and maintained by the City and is regularly used by the general public. Public sidewalks are also required for building sites that abut a city street. Building sites are required to have direct access to the municipal sanitary sewer system and adequately handle storm water run-off without adversely affecting abutting property owners with an increase in run-off. All sites must have direct access to city water or be serviced by a well in such a capacity to satisfy not only the needs of the structure, but also to provide fire protection.

b. Acquisition, Relocation, and Demolition of Property – Any property acquired by the City within the Area will be acquired consistent with federal, state and/or local codes or ordinances. The City may clear property or structures and other improvements in preparation for open space or recreational land uses. Clearance will be accomplished in accordance with the objectives of this Plan, and in concert with other actions to insure timely improvement of the cleared land. This could also include actions associated with environmental mitigation. The City may assist in the relocation of those residents and businesses displaced by public action. Residents and businesses displaced may be provided with the opportunity of relocation to accommodations which are decent, safe, sanitary, and are within their financial means, in accordance with established relocation practices.

As funding becomes available, the City may acquire additional properties. In order to accomplish the acquisition process, the City has divided the area into high, medium, and low areas of priority. High areas are anticipated to be acquired first followed by the properties designated as medium and then low. The low priority area is located to the southeast of the project area and primarily consists of residential uses. The priority acquisition areas are depicted on Illustration 13. The City may utilize both voluntary and involuntary acquisition in high priority areas, and reserves the right to do so in other areas.

c. Rehabilitation and Development of Structures - The City may participate in and support efforts to preserve and rehabilitate structures to achieve a long-term, sound condition. Determination of the City's effort in this area will be made based on an analysis of the historic, architectural, and/or cultural merit of the structure, its condition, the condition of surrounding structures, lot size, layout, accessibility, usefulness, and competing and conflicting land uses. The City should not rehabilitate property in the medium and high priority acquisition areas. The goal of property rehabilitation is to provide safe, sanitary, functional, and attractive conditions, which are compatible with the intended use of the area in which buildings are located, and to eliminate the blighting influence, which such buildings may have on their surrounding environment. Although the fundamental goal is the creation of open space, the residential structures in the southern and southwest portions of the area are likely to be rehabilitated.

d. Subdivision and Vacation of Right-of-Ways - As allowed by law, the City may subdivide, vacate, resubdivide, or otherwise change the recorded arrangement of property in its control to accomplish the objectives of this Plan.

e. Continued Area Planning - As allowed by law, the City may participate in planning efforts with other public and private interests where these will further help to accomplish Plan objectives. The City may review planning proposals and coordinate such proposals to implement the objectives of this Plan. The City may seek to bring zoning and other regulations and plans for public facilities into conformance with the objectives of this Plan.

As part of the City's goal to eliminate blight in the Area, the City expects to continue efforts to assess and respond to the problems, needs, and opportunities of the Urban Renewal Area through additional technical studies, through the preparation of more detailed plans, through discussion with prospective developers, citizens, and public officials, and through various engineering, parking, landscaping, economic, design and related studies. This effort may result in the publication from time to time, of additional reports, regulations, guidelines, project plans, or other documents that aid in defining the objectives of this Plan.

f. Provision of Public Services - The City will endeavor to provide appropriate levels of public services throughout the Area to support and encourage achievement of Plan objectives. These may include such things as police, fire, health, social, recreational, insurance, counseling, and other types of services.

g. Trail and Open Space Development - The City anticipates creating open space and recreational development in the Area in accordance to the development concept developed with the assistance of an EPA technical assistance grant. This development concept outlined the creation of a new park to the west of the railroad tracks and to the east of Indian Creek. The park is anticipated to have a number of amenities including a trailhead, open space and dog park. Illustration 14 shows the conceptual design.

h. Creation of two new business parks – The City anticipates creating two new business parks on the former Katelman Foundry site at 13th Street and 2nd Avenue and at 10th Street and Avenue B. Illustration 15 shows potential a potential layout. This will utilize two large portions of the Area and create a barrier between the residential properties and railroad tracks.

i. Relocation of Public Facilities – Currently, Public Works Department facilities are spread throughout the City. Facilities within the Area include the salt dome and overflow equipment storage. The Public Works building located at South 13th Street and 2nd Avenue is currently used for storage as well. The City has plans to consolidate all Public Works facilities to one location; however this project will require acquisition and construction of a new salt dome on its campus. A depiction of the Public Works properties is located on Illustration 7.

j. Land Use and Zoning – Future land use of the Area is anticipated to consist of three distinct areas: (1) redevelopment east of the railroad tracks, (2) green space between the railroad tracks and (3) park space to the west of the railroad tracks. This was determined by adjacent land use and safety. Ensuring the space between the tracks is not an attraction will increase overall safety to the area. Utilizing the space adjacent to Indian Creek will allow for a buffer between development and a potential flooding hazard should the channel overflow. Anticipated future land use of the Area is depicted on Illustration 10.

PROPOSED URBAN RENEWAL PROJECTS AND FINANCIAL DATA

Although certain project activities may occur over a period of years, the eligible urban renewal projects under this Plan include:

Project	Date	Estimated Cost*	Rationale
Acquisition and demolition of 901 West Broadway	2019-2020	$900,000	The mini storage unit business is in substandard condition and does not fit the end use proposed by the City of Council Bluffs
Acquisition and renovation of 825 West Broadway	Undetermined	$1,500,000	Kelly's Carpet is an existing business in a large potentially historic building. The building is in standard condition and renovations will enhance the overall use and feel of Mid-City. The proposed project will convert the space to multi-purpose to create a new multi-family housing project.
Construction of new park and trailhead	Undetermined	$500,000	The proposed project shall reuse existing government structures and create a park space within one of the more economically challenged areas. The project will also provide a use for vacant land that all citizens can benefit from.
Construction of two new business park areas	Undetermined	$1,000,000	The proposed project shall construct two new business-type parks on currently vacant, blighted land. The first location at South 11th Street and 2nd Avenue is known to have significant contamination from a previous foundry and the standing environmental covenant only allows the parcels to be utilized as greenspace, commercial or light industrial. The second space at North 10th and Avenue B is a cleared lot. The City proposes using similar models of development on the parcels.
Acquisition and demolition of additional properties as available	Undetermined	$500,000	As additional blighted properties become available through interest in selling or foreclosure, the City shall acquire and demolish the properties to remove blight from the corridor.
Future City Council approved development agreements providing tax rebate or other incentives to third parties to incentivize	Undetermined	$1,000,000	Remediation, stabilization, and removal of blight, and the return of properties to useful condition for public facilities or private development, which private development of commercial, retail and/or residential projects would generate increased taxable valuation.

redevelopment activities			
Planning, engineering fees (for urban renewal plans), attorney fees to support urban renewal projects and planning	Undetermined	$250,000	Necessary services related to planning and administration of urban renewal program and projects and to carry out the purposes of Iowa Code chapter 403.
TOTAL		**$5,650,000**	

*Note: It may be that the above costs will be reduced by the application of state and/or federal grants or programs; cost-sharing agreements with other entities; or other available sources of funds. If any TIF funds are to used for a project that includes a public building, this Plan will be amended to provide the analysis required by Iowa Code Section 403.5(2)(b)(1).

Debt:

1.	July 1, 2018 constitutional debt limit:	$174,368,928
2.	Current outstanding general obligation debt:	$62,540,000
3.	Proposed amount of indebtedness to be incurred: A specific amount of debt to be incurred for the Proposed Urban Renewal Projects has not yet been determined. This document is merely for planning purposes. The estimated project costs in this Plan are estimates only and will be incurred and spent over a number of years. In no event will the City's constitutional debt limit be exceeded. The City Council will consider each project proposal on a case-by-case basis to determine if it is in the City's best interest to participate before approving an urban renewal project or expense. It is further expected that such indebtedness, including interest on the same, may be financed in whole or in part with tax increment revenues from the Urban Renewal Area. Subject to the foregoing, it is estimated that the cost of the Proposed Urban Renewal Projects as described above will be approximately as follows:	$5,650,000

URBAN RENEWAL FINANCING

The City of Council Bluffs intends to utilize various financing tools such as those described below to successfully undertake the proposed urban renewal actions. The City of Council Bluffs has the statutory authority to use a variety of tools to finance physical improvements within the Areas. These include:

A. Tax Increment Financing

Under Section 403.19 of the Iowa Code, urban renewal areas may utilize the tax increment financing mechanism to finance the costs of public improvements or economic development incentives associated with redevelopment projects. Upon creation of a tax increment district within the Area, by ordinance, the assessment base is frozen and the amount of tax revenue available from certain taxes paid on the

difference between the frozen base and the increased value, if any, is segregated into a separate fund for the use by the City to pay costs of the eligible urban renewal projects. The increased taxes generated by any new development, above the base value, are distributed to the taxing entities, if not requested by the City.

B. General Obligation Bonds

Under Division III of Chapter 384 and Chapter 403 of the Iowa Code, the City has the authority to issue and sell general obligation bonds for specified essential and general corporate purposes, including the acquisition and construction of certain public improvements within the Area or incentives for development consistent with this Plan. Such bonds are payable from the levy of unlimited ad valorem taxes on all the taxable property within the City of Council Bluffs. It may be the City will elect to abate some or all of the debt service on these bonds with incremental taxes from this Area.

The City may also determine to use tax increment financing to provide incentives such as cash grants, loans, tax rebates or other incentives to developers in connection with urban renewal projects for commercial or industrial development and/or blight remediation or redevelopment or other urban renewal projects. In addition, the City may determine to issue general obligation bonds, tax increment revenue bonds or such other obligations, or loan agreements for the purpose of making loans or grants of public funds to private businesses located in the Area for urban renewal projects. Alternatively, the City may determine to use available funds for making such loans or grants for urban renewal projects. In any event, the City may determine to use tax increment financing to reimburse the City for any obligations or advances.

Nothing herein shall be construed as a limitation on the power of the City to exercise any lawful power granted to the City under Chapter 15, Chapter 15A, Chapter 403, Chapter 427B, or any other provision of the Code of Iowa in furtherance of the objectives of this Urban Renewal Plan.

CHAPTER IV
LAND DISPOSITION SUPPLEMENTS

Land Use and Zoning – This plan may be amended to add additional land use controls and regulations for development of sub-areas within the Area. These additional land use controls and regulations will provide the basis for control by the City of Council Bluffs for any and all real property disposed of by the City for private development within the Area and control of public projects and improvements.

CHAPTER V
EFFECTIVE TERM OF URBAN RENEWAL PLAN

This Plan will become effective upon its adoption by the City Council and will remain in effect until it is repealed by the City Council.

Because this Urban Renewal Area contains slum or blighted conditions, should a TIF ordinance be adopted to allow for the use of incremental property tax revenues, or the "division of revenues," as those words are used in Chapter 403 of the Code of Iowa, the division of revenue shall not be subject to a statutory or voluntary expiration date or sunset.

CHAPTER VI
PROCEDURES FOR AMENDMENT OF THE URBAN RENEWAL PLAN

In accordance with Section 403.5 (5) of the Code of Iowa, this Plan may be amended or modified at any time; provided, that if modified after the lease or sale by the municipality of real property in the Area, such modification may be conditioned upon such approval of the owner, lessee or successor in interest as the municipality may deem advisable, and in any event such modification shall be subject to such rights at law or in equity as a lessee or purchaser, or a lessee's or purchaser's successor or successors in interest, may be entitled to assert.

CHAPTER VII
OTHER

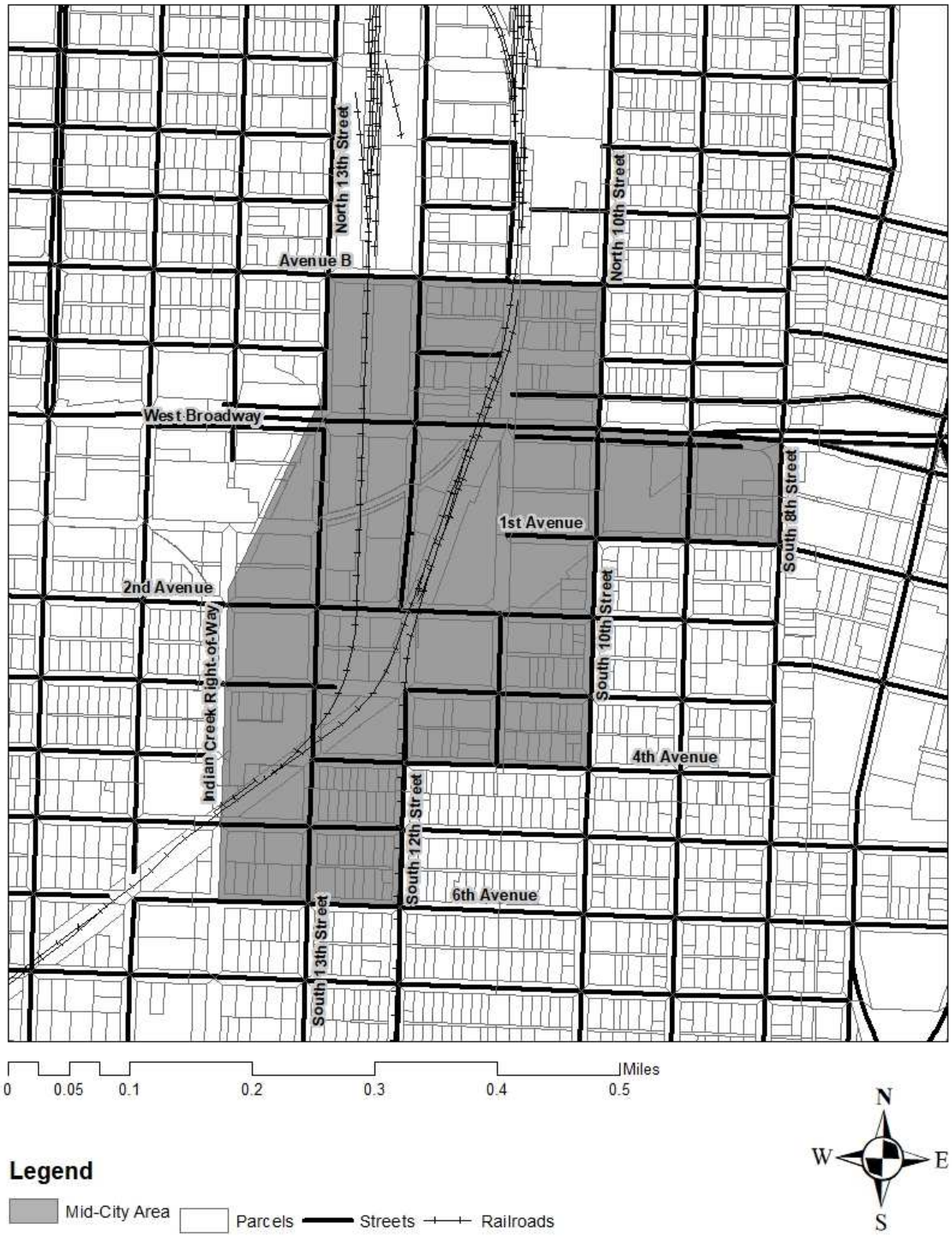
Base Value- If the Urban Renewal Plan is legally established and a TIF ordinance is adopted and debt is certified prior to December 1, 2019, the taxable valuation of the portion of the Area included within the TIF ordinance as of January 1, 2018 will be considered the "base valuation." If debt is not certified until a later date, the "base valuation" will be a different date as described in Iowa Code Section 403.19.

Severability Clause- If any part of the Plan is determined to be invalid or unconstitutional, such invalidity or unconstitutionality shall not affect the validity of the Plan as a whole, or any part of the Plan not determined to be invalid or unconstitutional.

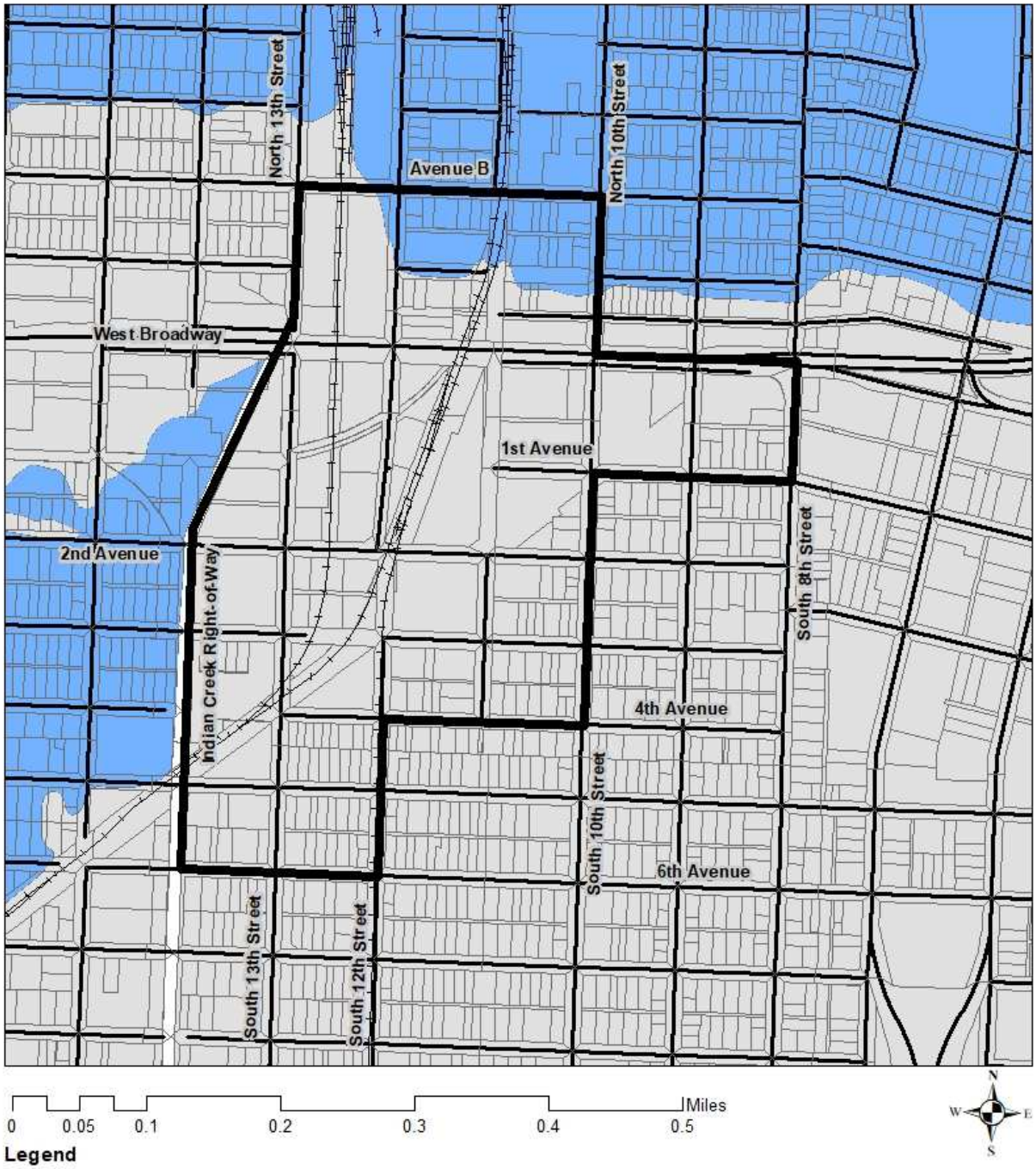
ILLUSTRATIONS

1. Location Map
2. Floodplain Map
3. Existing Zoning Map
4. Existing Land Use Map
5. Nonconforming Land Use Map
6. Structural Condition/Blight Map
7. Public Works Facilities Map
8. City Property Map
9. Iowa DOT Road Classification Map
10. Proposed Transportation Network Map
11. Proposed Land Use Map
12. Mid-City Area-Wide Plan Reuse Plan
13. Priority Acquisition Areas Map
14. Development Plan – Mid-City Park
15. Development Plan – Katelman Business Park

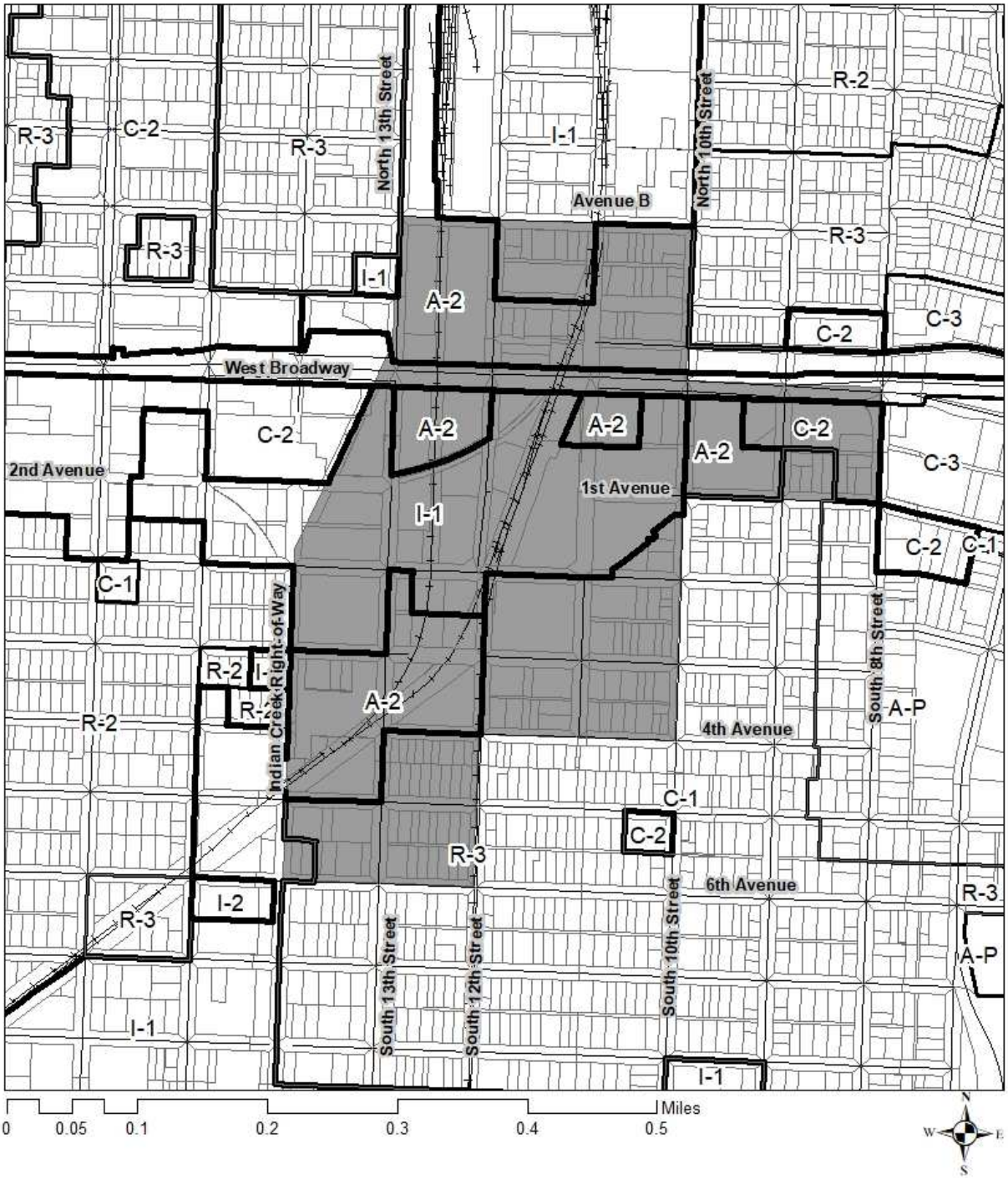
1. LOCATION MAP



2. FLOODPLAIN MAP



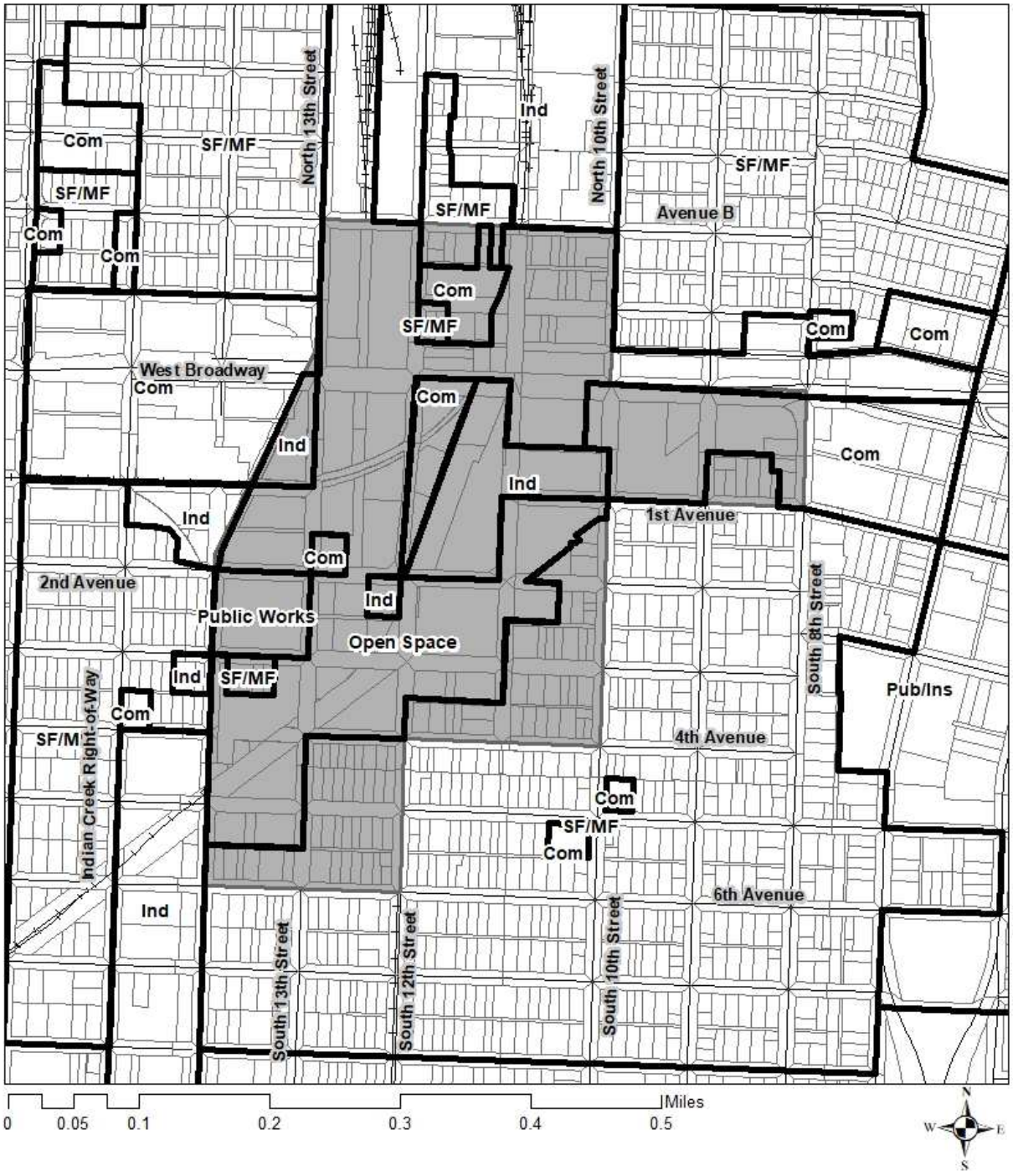
3. EXISTING ZONING MAP



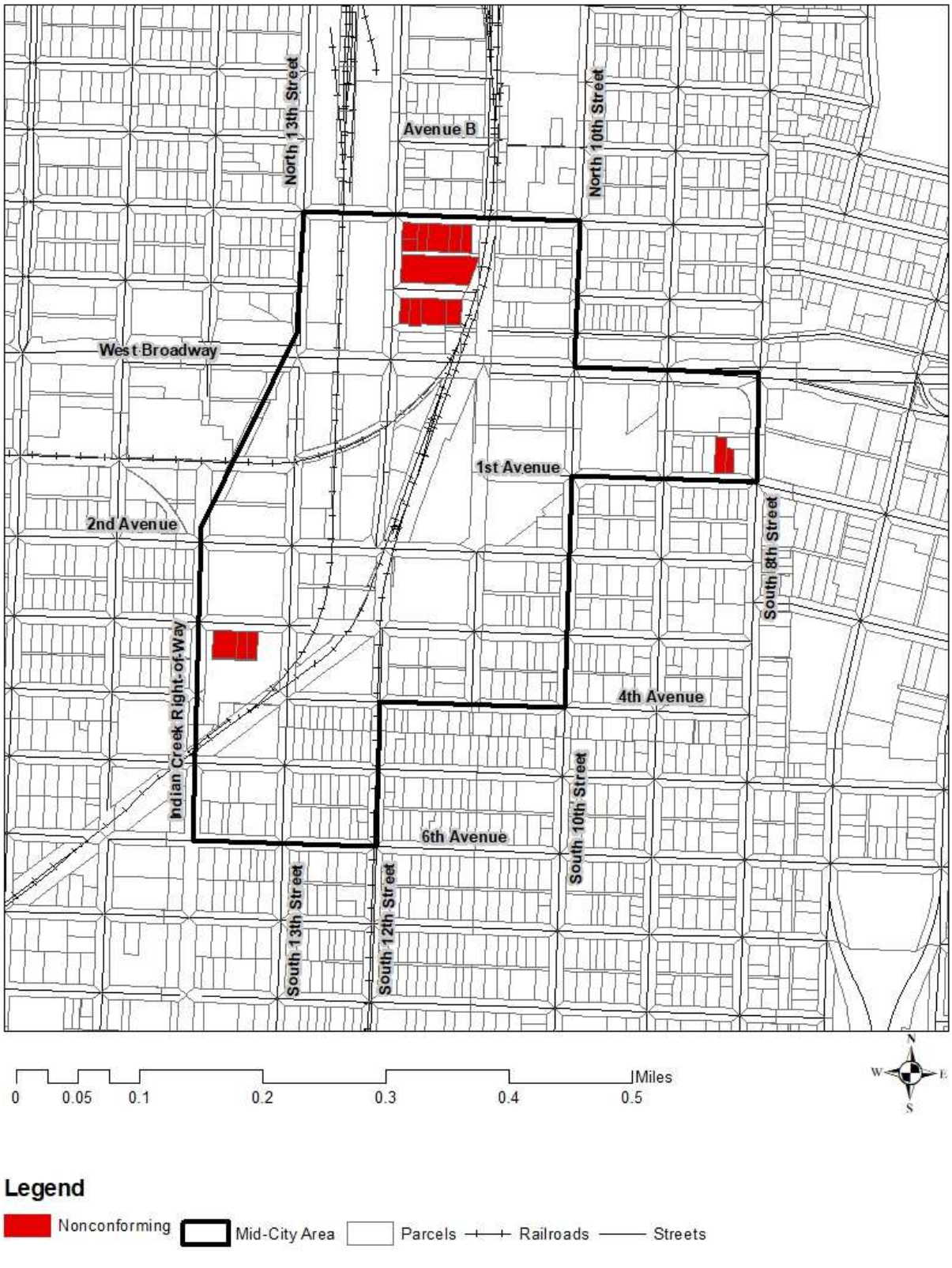
Legend

Mid-City Area Parcels Railroads Streets

4. EXISTING LAND USE



5. NONCONFORMING LAND USE MAP



6. STRUCTURAL CONDITION/BLIGHT MAP



7. PUBLIC WORKS FACILITIES MAP



8. CITY PROPERTY MAP



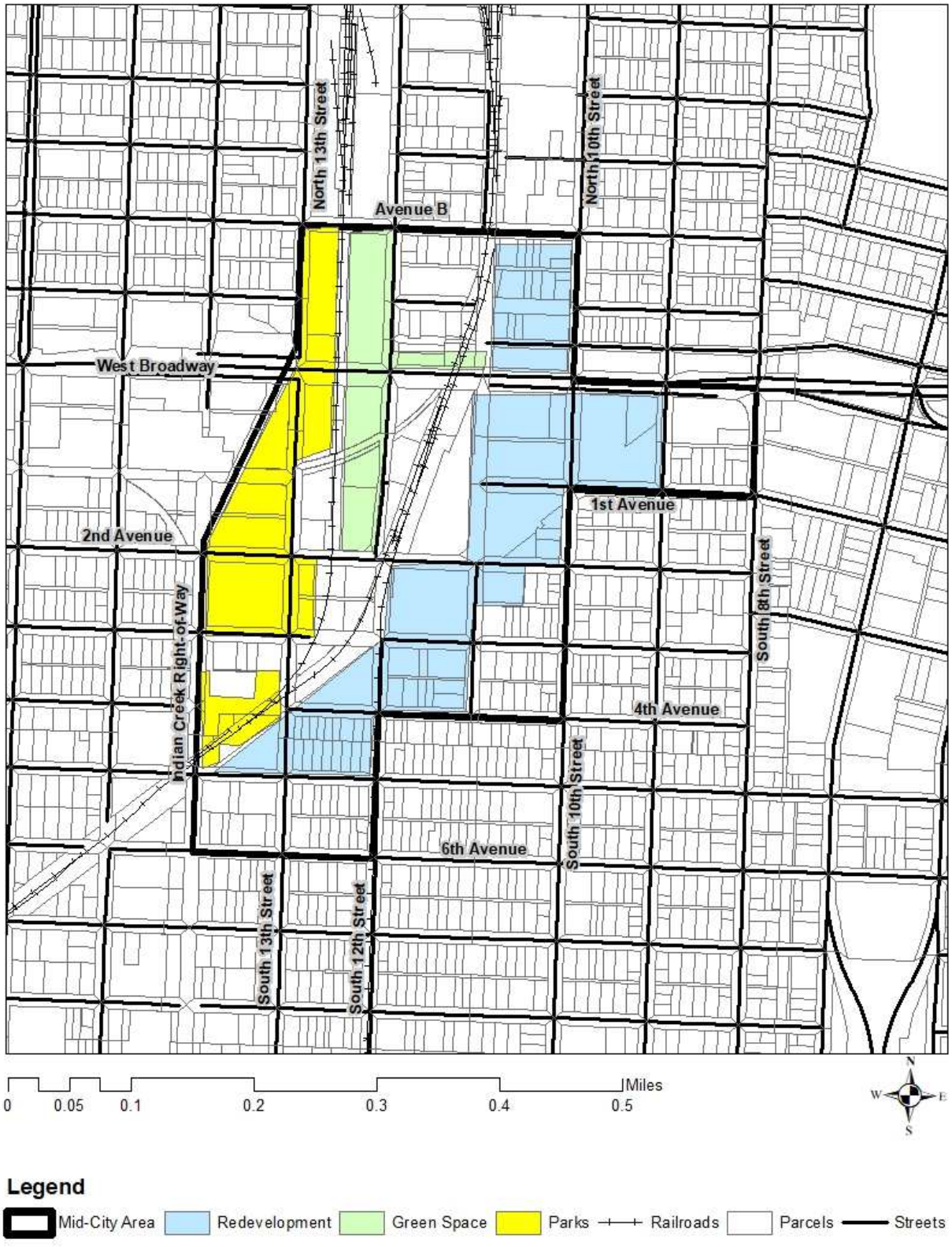
9. IOWA DOT ROAD CLASSIFICATION MAP



10. PROPOSED TRANSPORTATION NETWORK MAP

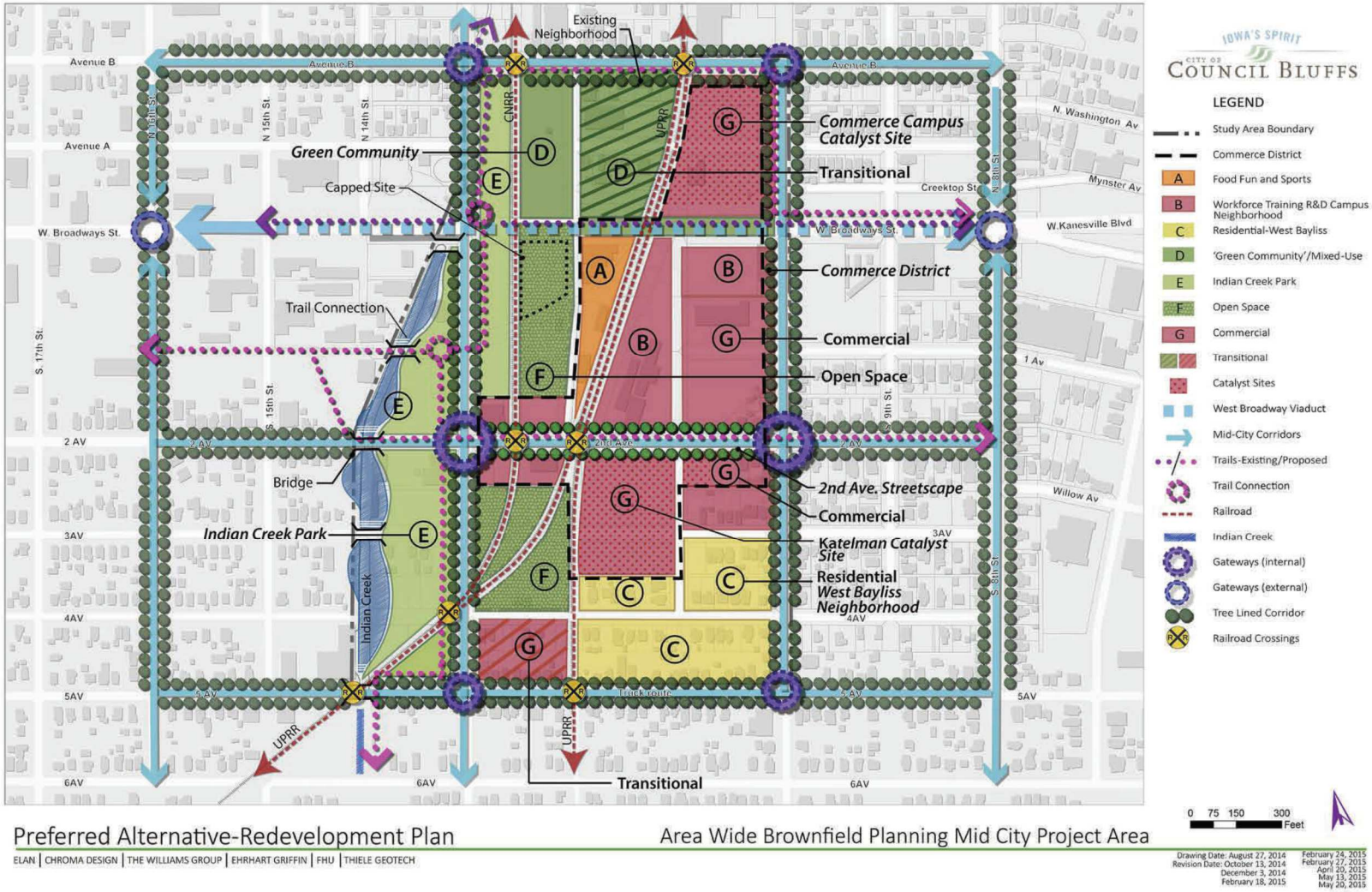


11. PROPOSED LAND USE MAP

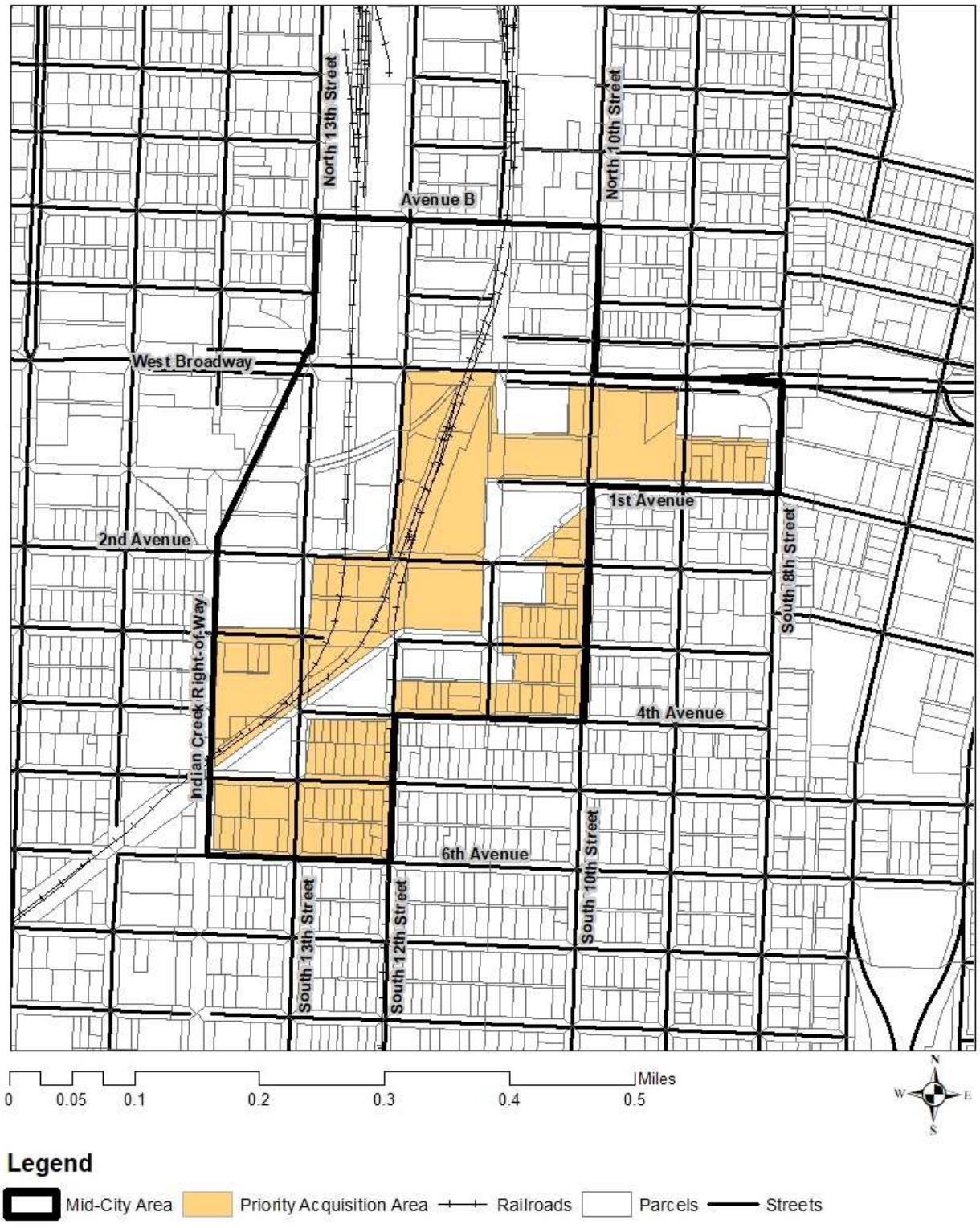


13. M ID-CITY AREA-WIDE PLAN REUSE PLAN

COMPLETED IN 2015 BY ELAN PLANNING, DESIGN AND LANDSCAPE ARCHITECTS THROUGH THE US ENVIRONMENTAL PROTECTION AGENCY BROWNFIELD AREA-WIDE PLANNING GRANT PROGRAM

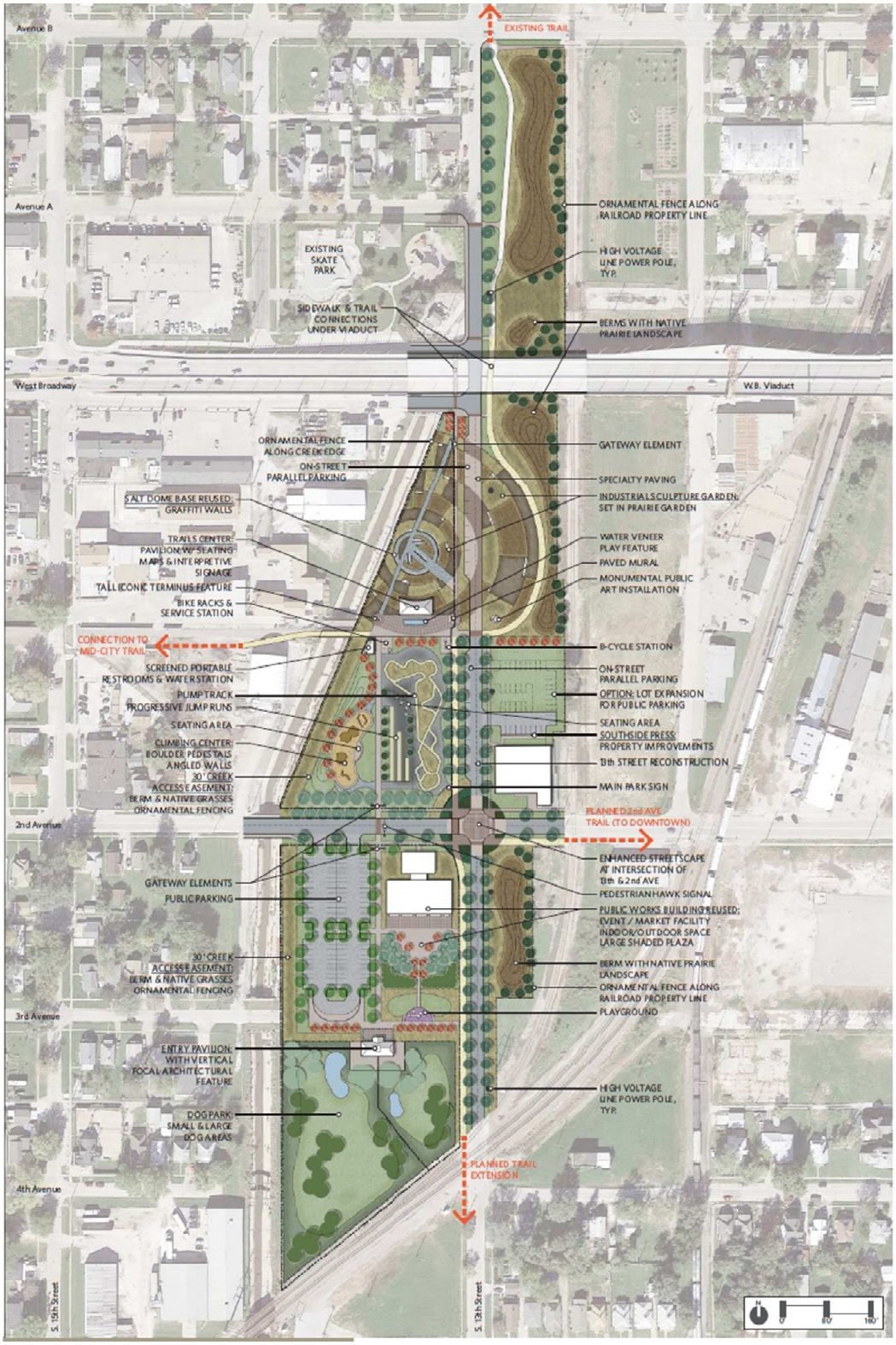


13. PRIORITY ACQUISITION AREAS MAP



14. DEVELOPMENT PLAN – MID-CITY PARK

COMPLETED IN 2016 BY HDR THROUGH THE MAKING A VISIBLE DIFFERENCE PROGRAM (MVD) THROUGH THE U.S. ENVIRONMENTAL PROTECTION AGENCY



15.DEVELOPMENT PLAN – KATELMAN BUSINESS PARK

COMPLETED IN 2016 BY STROMBERG/GARRINGAN AND ICF INTERNATIONAL THROUGH THE LAND REVITALIZATION TECHNICAL ASSISTANCE PROGRAM (LRTAP) THROUGH THE U.S. ENVIRONMENTAL PROTECTION AGENCY

