



3 Community Profile

Understanding a community's existing conditions brings to light various issues and opportunities that can be addressed throughout the Comprehensive Plan. This chapter highlights Council Bluffs' existing plans, policies, and zoning regulations, and provides an overview of the City's demographic and market conditions, existing land use development, community facilities, transportation and infrastructure, environment and natural features, and parks and open space.

Existing Zoning Regulations

Zoning regulations are the most direct influence on how land can be developed, dictating both how it can be used and how buildings and sites should be designed. The following is a summary of the current zoning regulations in Council Bluffs.

Residential Districts

The current ordinance includes six residential zoning districts:

- » R-1E Single Family Residential Estates (typically served by individual waste treatment)
- » R-1 Single Family Residential
- » R-1M Single Family Manufactured Housing District
- » R-2 Two Family Residential
- » R-3 Low Density Multi-Family Residential
- » R-4 High Density Multi-Family Residential

Generally, the zoning map identifies district boundaries that are aligned with current development, however, there are some inconsistencies. For example, west of 16th Street and north of Avenue G, there is a large area of residential development that is zoned as R-1. Most of these lots do not meet the minimum lot area requirement.

The Subdivision Ordinance regulations allow for clustering of units within a subdivision to preserve other areas of the site. However, this option is left to the applicant to initiate. There are several portions of the community where the City may want to be proactive about requiring clustering in order to preserve topography, ecosystems, or other natural amenities.



Commercial Districts

The current zoning ordinance includes six commercial zoning districts:

- » P-C Planned Commercial
- » A-P Administrative-Professional
- » C-1 Neighborhood Commercial
- » C-2 General Commercial
- » C-3 Central Business
- » C-4 Downtown Business

The P-C district is generally used for casinos and regional shopping centers. The benefits of this district can be seen in the landscaping and building design in new commercial development near the I-80/I-29 interchange. However, there are some areas where the zoning regulations do not adequately address important issues. Much of the downtown area is zoned as either A-P, C-3, or C-4. These districts lack the specificity to ensure that development character is consistent with the vision articulated in the Downtown Plan. Additionally, the C-2 district, which includes many of the City's commercial corridors, lacks site access management controls to ensure the efficient and safe operation of the corridors, especially where alleys or side streets are available for alternative points of access. Finally, the regulations require fencing, but do not adequately address screening. This is especially true where commercial development closely abuts residential development in the older parts of the City.

Industrial Districts

The current zoning ordinance includes four industrial zoning districts:

- » P-I Planned Industrial
- » I-1 Light Industrial
- » I-2 General Manufacturing
- » I-3 Heavy Industrial

The P-I district is intended for industrial or office parks that are developed in a coordinated manner with shared points of ingress and egress. The I-1 district allows for low-impact industry that is generally compatible with commercial or residential development. This district is often used as a buffer between heavier industrial areas and non-industrial uses. The I-2 district is perhaps the most impactful, due to the permitted uses and close proximity to many residential areas. The current zoning regulations do not adequately address buffering and screening against residential and commercial properties. As a result, several of these areas have seen deterioration as a result of industrial impacts. The I-3 district is applied only to the most intensive and noxious industrial uses.

Open Space Districts

The current zoning ordinance includes three open space zoning districts:

- » A-1 Open Space Conservation
- » A-2 Parks, Estates, and Agriculture
- » A-3 Riverboat Docking

The open space districts include regulations that address specific issues within each area. The A-1 district is the most restrictive, while the A-2 district allows low-impact uses. The A-3 district is specifically designed to accommodate the docking of riverboats and other craft used for casinos, recreation, and outdoor sporting.

Overlay Districts

In addition to the base zoning districts described above, the Council Bluffs zoning code includes a series of overlay districts. Overlay districts are intended to provide a specific set of regulation for a focused area in addition to the base regulations applicable to that area. The current ordinance includes four overlay districts:

- » PR Planned Residential
- » RO Recreation-Tourism
- » AZ Airport Hazard
- » CDO Corridor Design Overlay

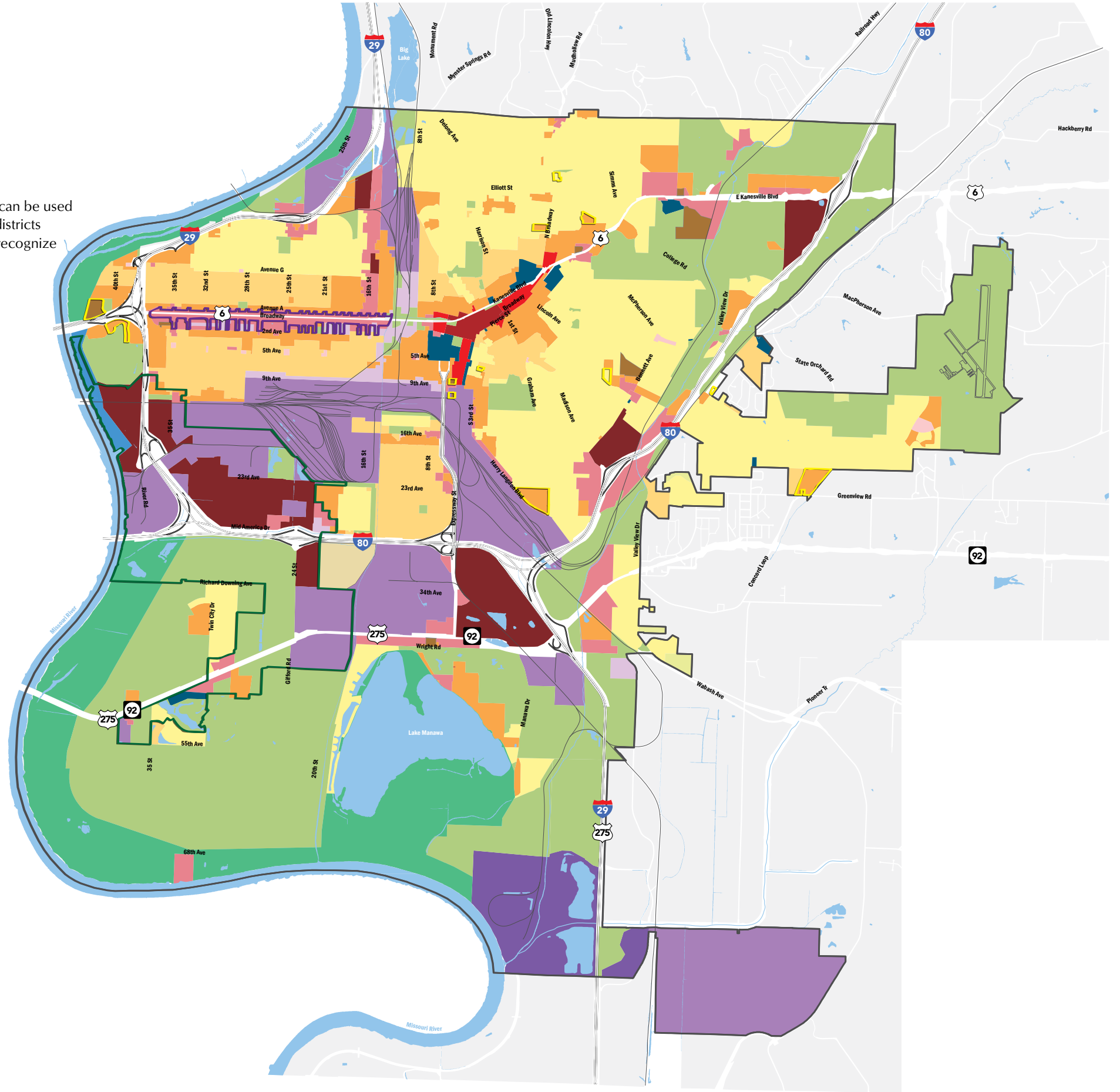
The PR district is designed to provide flexibility regarding the mix of housing types, supporting non-residential uses, site design, open space provisions, parking management, and building design. The RO district is designed to enhance the aesthetic character of and mitigate the impacts of uses in areas around the National Historic Trails Center and casino developments by prohibiting inappropriate or adult uses. The AZ district is intended to prevent airspace obstructions in approach areas and surrounding portions of the community. The CDO district is designed to improve the quality of development along the West Broadway corridor, including access management, pedestrian access, landscaping, screening and buffering, signs, lighting, and building design and materials.

BLUFFS TOMORROW 2030 EXISTING ZONING

Zoning regulations are the most direct influence on how land can be developed, dictating both how it can be used and how buildings and sites should be designed. Council Bluffs' zoning ordinance includes a series of districts aimed at ensuring appropriate land use and preserving community character. The ordinance and map recognize the importance and uniqueness of the Downtown area, and allows for appropriate flexibility and creativity in planned commercial areas along important waterways or in areas of frequent flooding. The West Broadway Overlay establishes additional requirements for site design, access, and landscaping in order to create an attractive gateway area to the community.

Zoning Legend

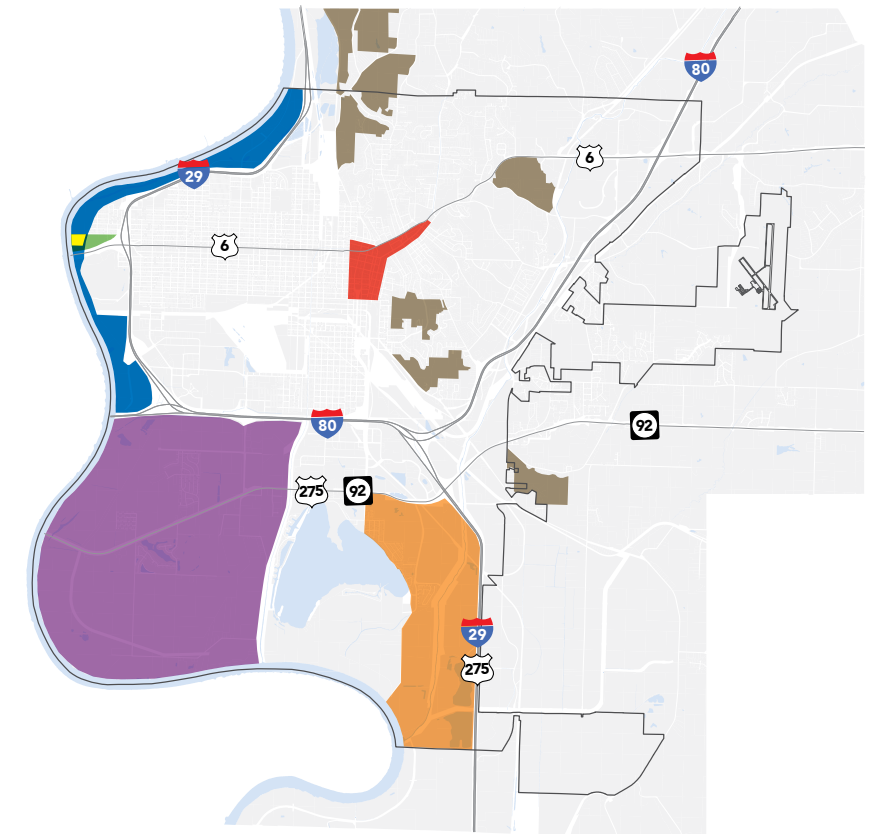
- A1 - Open Space Conservation
- A2 - Parks, Estates, and Agriculture
- A3 - Riverboat Docking
- AP - Administrative-Professional
- C1 - Neighborhood Commercial
- C2 - General Commercial
- C3 - Central Business
- C4 - Downtown Business
- I1 - Light Industrial
- I2 - General Manufacturing
- I3 - Heavy Industrial
- PC - Planned Commercial
- R1 - Single Family Residential
- R1E - Single Family Residential Estates
- R1M - Single Family Mobile Home Residential
- R2 - Two-family Residential
- R3 - Low Density Multi-family Residential
- R4 - High Density Multi-family Residential
- West Broadway Overlay District
- Planned Residential Overlay District
- Recreational-Tourism Overlay District



Existing Plans & Policies

The City of Council Bluffs has several existing plans in place. Bluffs Tomorrow 2030 does not replace these documents, but rather provides context for these plans to be implemented within the broader vision for the community. The following table includes a summary of the adopted plans and policies referenced during the Comprehensive Plan process.

Plan or Policy	Relevant Themes
CB 21: A New Community for a New Center	CB 21 includes recommendations related to infrastructure and roadway investments, railway consolidation, multi-modal systems, image and character considerations, housing and neighborhood organization, arts, recreation and culture, growth and development opportunities, jobs and local economy, corridors and gateways, and education and early childcare.
1994 Comprehensive Plan	The 1994 Comprehensive Plan includes recommendations related to demographics and socioeconomic characteristics, land use and development, housing and community development, infrastructure and community facilities, economic development, and plan implementation and maintenance.
2010 Disaster Mitigation Plan	The 2010 Hazard Mitigation Plan includes recommendations related to prioritization of potential hazard occurrences, inter-governmental cooperation and planning, local planning and preparation efforts, public awareness and education, infrastructure and facilities development, public health systems preparedness.
2003 Downtown Plan	The 2003 Downtown Plan includes recommendations related to downtown development market potential, nine distinct subdistricts, overall land use policies, site-specific redevelopment concepts, streetscaping and infrastructure improvements, development design and character, transportation and wayfinding improvements, and implementation and financing.
East Manawa Master Plan	The East Manawa Master Plan includes recommendations related to future land use, roadway improvements and extensions, sanitary and stormwater sewer and treatment, water distribution, and parks and recreation.
2009 Economic Development Strategic Plan	The 2009 Economic Development Strategic Plan includes recommendations related to sustaining existing businesses, creating more available commercial and industrial properties, enhancing the image of the city, strengthening and supporting IWCC, and redeveloping the urban core.
2001 Loess Hills Preservation Plan	The 2001 Loess Hills Preservation Plan includes recommendations related to the preservation of wildlife habitats and open spaces, the retention of natural geographic features (i.e. drainage channels, streams, ridge lines, etc.), protection of the natural visual character, protection of the public from natural hazards, preservation of public access, and land use and development practices that complement the natural terrain of the area.
Parks and Recreation Master Plan	The Parks and Recreation Master Plan includes recommendations related to new major recreation facilities, new local recreational facilities, the maintenance of the existing recreation system, proposed trails and paths, an enhanced Lake Manawa shore, and a Nature Center at Big Lake Park and Vincent Preserve.
Playland Park Master Plan	The Playland Park Master Plan recommends development of a mixed-use urban neighborhood at the landing of the Missouri River Pedestrian Bridge. Uses include street-level retail, office, apartments, condos, live-work units, and detached single family housing, focused on an urban plaza and park.
2011 Recreation Trails Master Plan	The Recreation Trails Master Plan includes recommendations related to the existing bike path network, short-term bike path enhancements, the potential alignment of long-term trail enhancements, and proposed on-street bike lanes.
2003 Riverfront Master Plan	The 2003 Riverfront Master Plan includes recommendations related to the development of passive open space, active park amenities, trails, access points, and potential housing along the Missouri River waterfront.
River's Edge Park Master Plan	The River's Edge Park Master Plan presents a plan for a regional park located between the Playland Park Master Plan site and the Missouri River, at the base of the pedestrian bridge. The park contains a large lawn with amphitheater seating suitable for large programmed community events.
2004 South 24th Street Master Plan	The 2004 South 24th Street Master Plan includes recommendations related to future land use, transportation enhancements, sanitary and stormwater sewers, water distribution, parks and open space, and general design standards.



Legend

- Downtown Plan
- East Manawa Master Plan
- Loess Hills Preservation Plan
- Rivers Edge Park Master Plan
- Playland Park Master Plan
- Riverfront Master Plan
- South 24th Street Master Plan

Demographic & Market Overview

A demographic and market analysis was conducted in order to further inform the Comprehensive Plan process. The analysis has helped to define the City's competitive position within the regional market and the influences that will shape the future of Council Bluffs. In addition to data specific to Council Bluffs, the City is compared to the larger Metropolitan Statistical Area (MSA) which includes the City of Omaha. This serves to provide context to the City's future potential and ensures that recommendations are grounded in market and economic realities.

Methodology: Using U.S. Census data and ESRI Business Analyst, a nationally recognized provider of demographic data, an analysis was conducted of existing conditions and projected changes in population, households, employment and related information.

A detailed retail market analysis was not conducted for this study. The City of Council Bluffs consists of several distinct locations or nodes, with unique potentials and corresponding market areas. The retail analysis presented in this section is intended to simply convey the level of retail supply within Council Bluffs and the overall MSA, relative to consumer expenditure projections within those same areas. To ascertain retail development of a particular site or location, a full market study would be required.

Overall Population

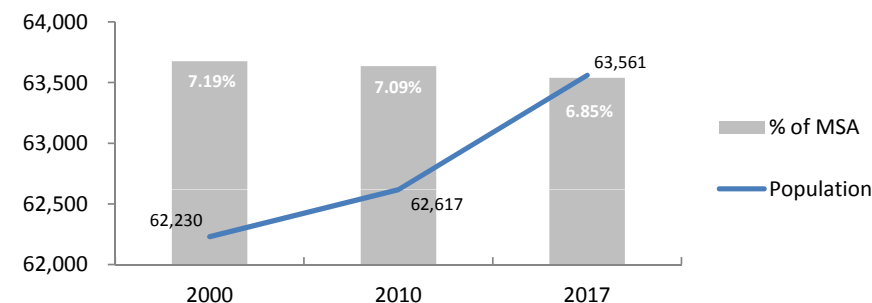
Both the City of Council Bluffs and Metropolitan Statistical Area (MSA) are projected to experience a modest increase in population over the next several years, growing to approximately 25,492 households.

Race & Ethnicity

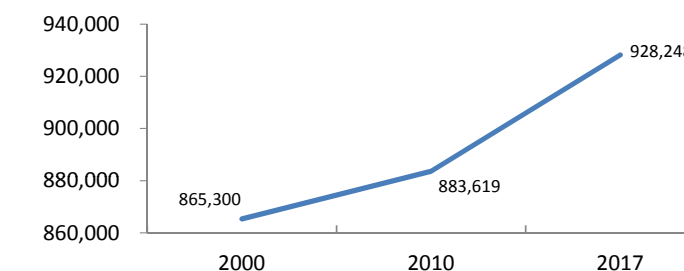
The Hispanic population is the largest growing segment of the population within both the City and MSA. It will be important to ensure that provisions are made and services are in place to support and accommodate changes in the City's demographic makeup.

Overall Population

Council Bluffs

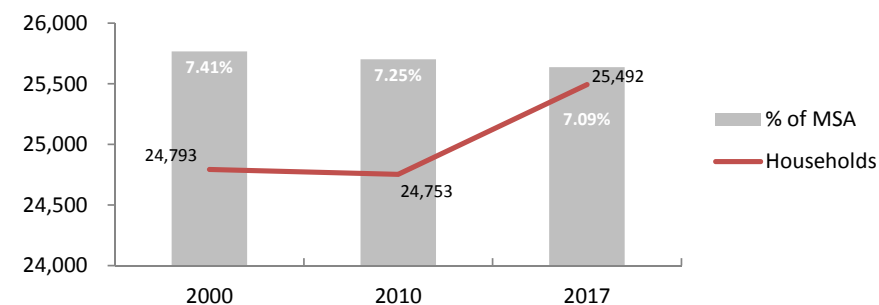


Omaha-Council Bluffs MSA

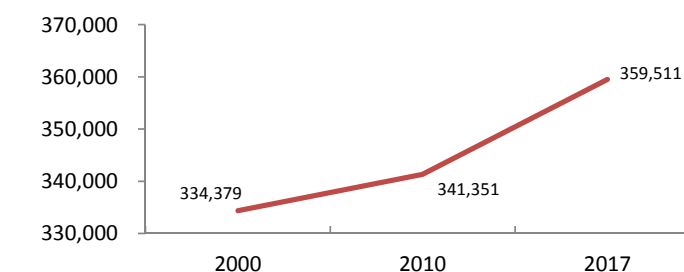


Number of Households

Council Bluffs

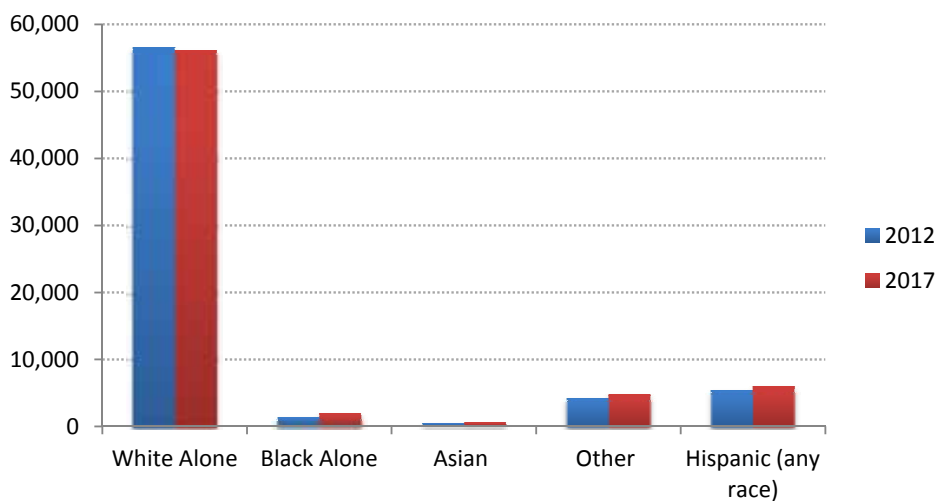


Omaha-Council Bluffs MSA

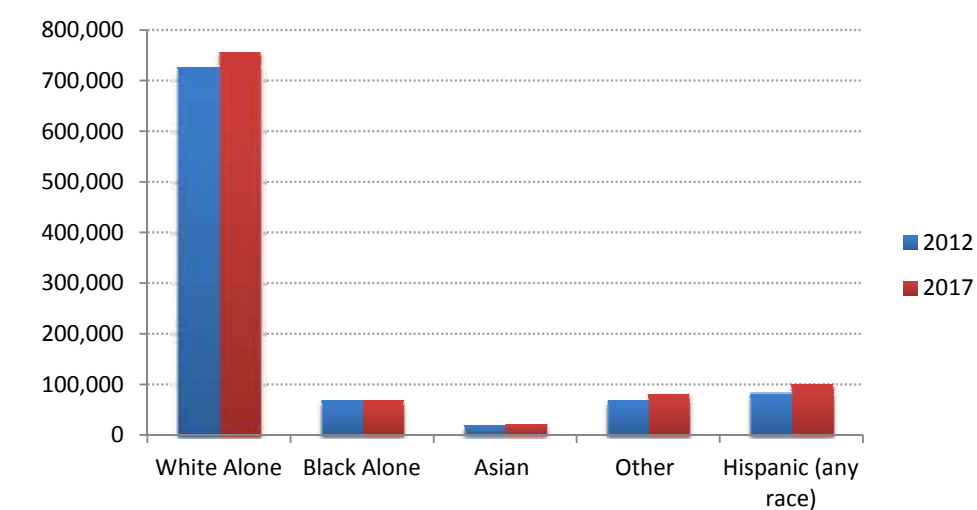


Racial Distribution

Council Bluffs



Omaha-Council Bluffs MSA



Data source for all charts: U.S. Census; ESRI Business Analyst; Houseal Lavigne Associates



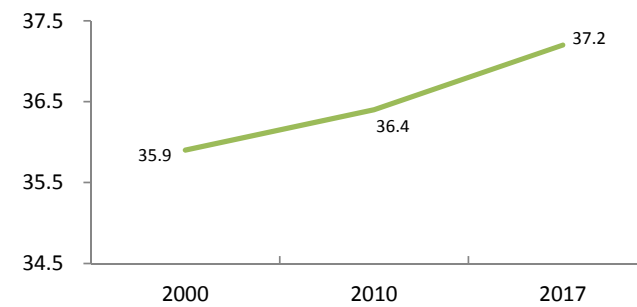
Age

The Council Bluffs population is getting older with an average age of approximately 37 compared to 35 for the MSA. Individuals age 55 and over represent the fastest growing age cohort, which will have important impacts on housing and services.

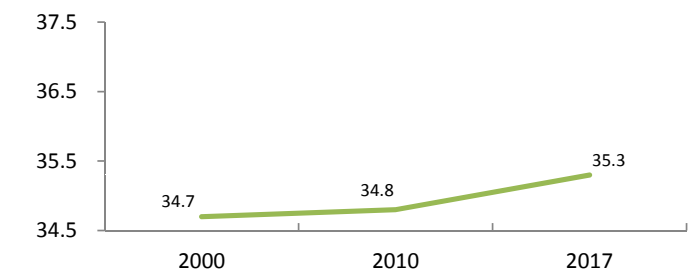
While median, average, and per capita incomes within the City continue to rise, they are approximately 80% of that of the overall MSA. Growth is expected to occur at about the same rate of the MSA.

Average Age of Population

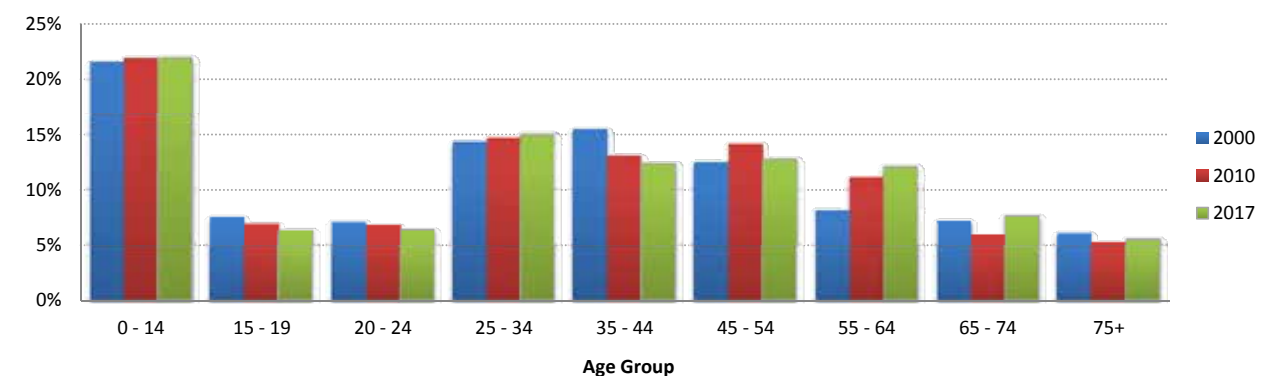
Council Bluffs



Omaha-Council Bluffs MSA



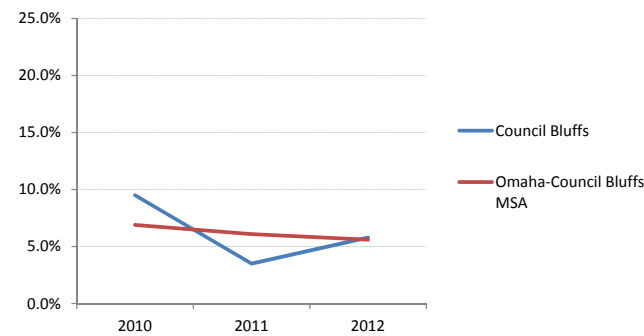
Age Distribution of Population (MSA)



Employment & Industry

The City has a relatively strong workforce with an unemployment rate lower than both the MSA and State of Iowa. A large percentage of Council Bluffs jobs are held by individuals who both live and work in the City. This is further tied to a comparatively healthy industrial market with Council Bluffs accounting for approximately 9.5% of industrial properties in the market area, but only 6% of the overall vacancy.

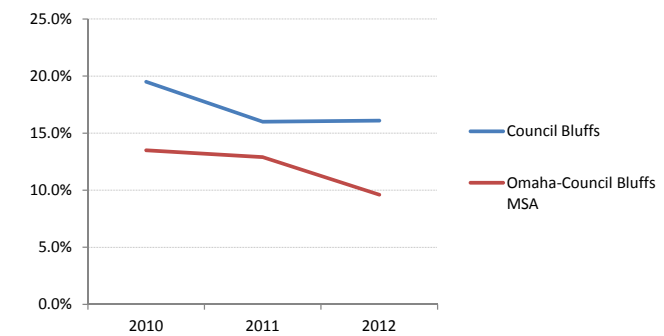
Industrial Vacancy



Retail Development Potential

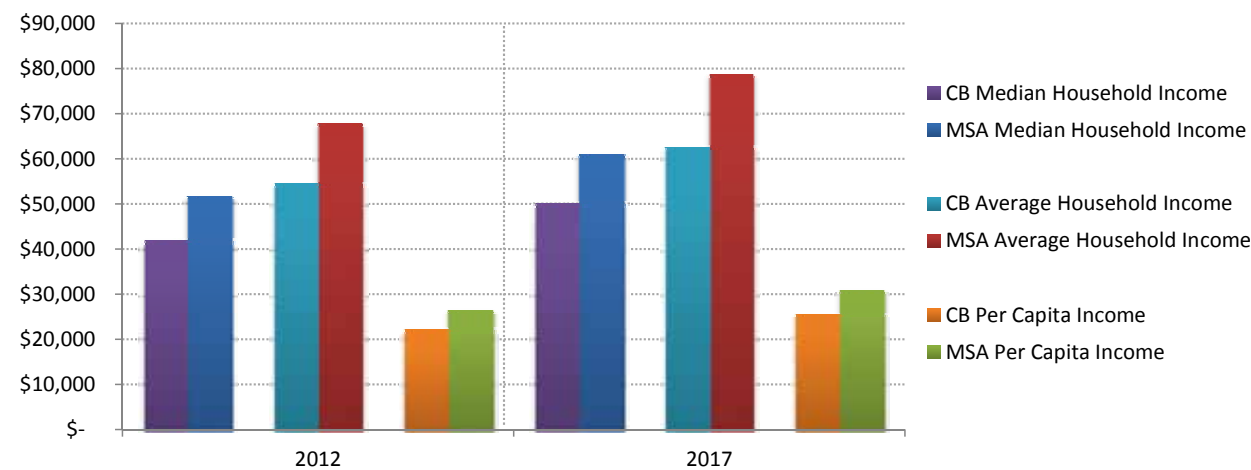
While the City accounts for 7% of the MSA population it has over 10% of the retail supply. Potential for new commercial development exist, not due as much to demand as much as to the obsolescence of many aging retail areas and properties. To that end, opportunities exist to attract reinvestment and redevelopment in key areas. Moving forward, it will be important to ensure that all areas of the City have adequate access to quality goods and services.

Retail Vacancy



The table below demonstrates that, both locally and regionally, there is an excess supply of retail square footage. However, there are opportunities to redevelop retail spaces that currently do not meet the needs of the local or regional populations.

Average Income



Source: U.S. Census; ESRI Business Analyst; Houseal Lavigne Associates

Retail Gap Analysis

Omaha/Council Bluffs MSA	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap (Demand - Supply)
Total Retail Trade and Food & Drink	\$8,758,347,495	\$10,629,966,881	-\$1,871,619,386
Total Retail Trade	\$7,511,235,285	\$9,367,872,298	-\$1,856,637,013
Total Food & Drink	\$1,247,112,210	\$1,262,094,583	-\$14,982,373

Council Bluffs	Demand (Retail Potential)	% of MSA	Supply (Retail Sales)	% of MSA	Retail Gap (Demand - Supply)
Total Retail Trade and Food & Drink	\$619,547,604	7.07%	\$1,050,868,011	9.89%	-\$431,320,407
Total Retail Trade	\$535,276,545	7.13%	\$950,930,426	10.15%	-\$415,553,881
Total Food & Drink	\$84,271,059	6.76%	\$100,037,595	7.93%	-\$15,766,526

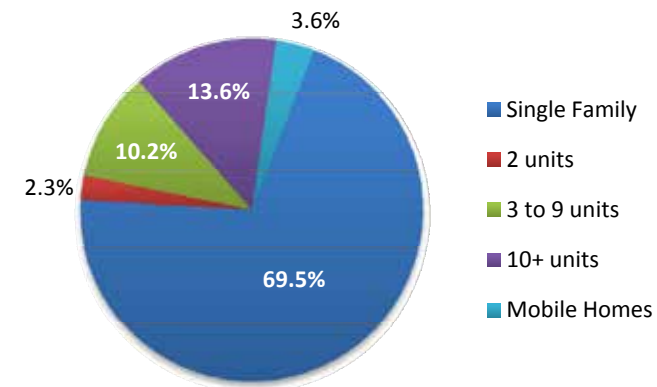
Source: Houseal Lavigne Associates; Various data sources



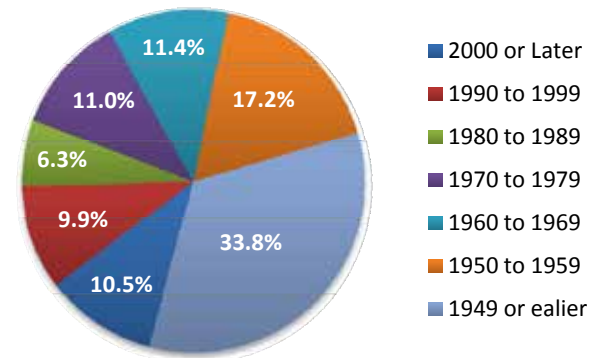
Housing

The Council Bluffs housing stock is relatively older with a majority of homes constructed prior to 1950. The most common housing type is a three bedroom owner occupied single family home. While the majority of housing units are owner-occupied, nearly 40% of the total housing units are rental.

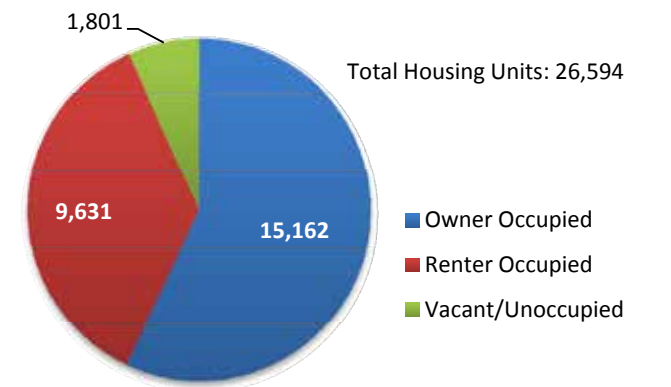
Housing Type



Age of Housing Stock



Housing Tenure



Source: U.S. Census; Houseal Lavigne Associates



Existing Land Use & Development

The City of Council Bluffs is primarily comprised of residential, parks and open space, and agricultural uses with pockets of industrial, commercial, and public/semi-public developments. This section includes a brief summary of the individual land uses that collectively create the functional framework for development throughout the community.

Residential

Council Bluffs has a diverse housing stock that varies in lot size, density, scale, and character. Several neighborhoods west of the bluffs are adversely impacted by adjacent commercial or industrial uses while other neighborhoods have housing with deferred maintenance. Recent development trends on the edge of the planning area include subdivisions with planned street and block patterns, and single family or duplex housing. Residential land uses include the following:

- » **Single Family:** Detached residential homes located on individual parcels.
- » **Duplex:** Attached residential structures, including duplexes and townhomes.
- » **Multi-Family:** Multi-family developments with structures that have 3 or more dwelling units.
- » **Mobile Home:** Residential parks for modular or manufactured homes.
- » **Rural:** Residential development on agricultural land with typically larger lots.

Commercial

Commercial land uses vary based on acres, parcel size, and surrounding land uses. They range from isolated businesses in older neighborhoods, to large retail development along the I-80 corridor. Several major centers lack a clear vision to attract future development, however, significant commercial vacancies on the north side of the City hold potential for future reinvestment opportunities. Commercial land uses include the following:

- » **Retail/Service:** Commercial structures for retail and service-oriented uses.
- » **Hotel:** Large commercial structures for temporary lodging facilities and conferences.
- » **Office:** Commercial structures for offices or professional services.
- » **Mixed Commercial:** Developments that include a combination of retail, office, and/or residential uses.

Industrial

Industrial uses in Council Bluffs tend to be closely related to adjacent neighborhoods and commercial areas. Railroad corridors that serve these industrial uses can also create disconnects between residential, commercial, and recreational uses. Several industrial sites appear to be in transition for redevelopment including the former Bunge grain elevator site on West Broadway, and the South Main industrial area. Industrial land uses include the following:

- » **Light Industrial:** Light manufacturing uses and a mix of commercial services.
- » **Heavy Industrial:** Industrial uses which have significant external effects.

Public/Semi-Public

Regional health care facilities and local clinics have a significant presence in Council Bluffs, especially along the West Broadway corridor. Schools also comprise a large portion of public/semi-public land use and tend to be well integrated into the surrounding residential fabric, with access to a robust pedestrian network. Public/semi-public land uses include the following:

- » **School:** Includes any K-12 educational institution as well as pre-school and daycare facilities.
- » **College/University:** Areas for higher education institutions.
- » **Hospital/Medical Office:** Hospitals, clinics and offices used to provide healthcare services.
- » **Government:** Local government facilities including government offices, public safety uses, public service agencies, and other uses that relate to the governmental operation and local service provisions for the City.
- » **Church:** Places used by a congregation for gathering and worship.

Open Space

Council Bluffs has several local parks that offer both active and passive recreational activities in the traditional footprint of the City. There are also a series of parks established by the City or state to preserve sensitive environmental resources, and to provide access to unique natural features. Riverfront parks offer uses ranging from preservation to entertainment. Open Space land uses include the following:

- » **Park:** Lands preserved for recreation and/or large-lot residential.
- » **Open Space/Cemetery:** Undeveloped land that is suitable for a cemetery, or for preserving natural features such as woods, wetlands, bodies of water, etc.

Other (Agriculture, Utility/Infrastructure, and Vacant)

Outside of the City boundaries, the planning area is mostly comprised of agricultural uses, although small pockets of agricultural activity can be found in areas of recent development. The highest concentration of vacant lots is located in traditional neighborhoods west of the bluffs and in transitional commercial or industrial areas. Other land uses include the following:






















- » **Agriculture:** Parcels for farming operations including groves, orchards, farms, or pastures.
- » **Utility/Infrastructure:** Areas with permanent utility infrastructure such as pumping stations, treatment plants, electrical corridors and substations.
- » **Vacant:** Empty lots that are suitable for redevelopment and host no other active use.

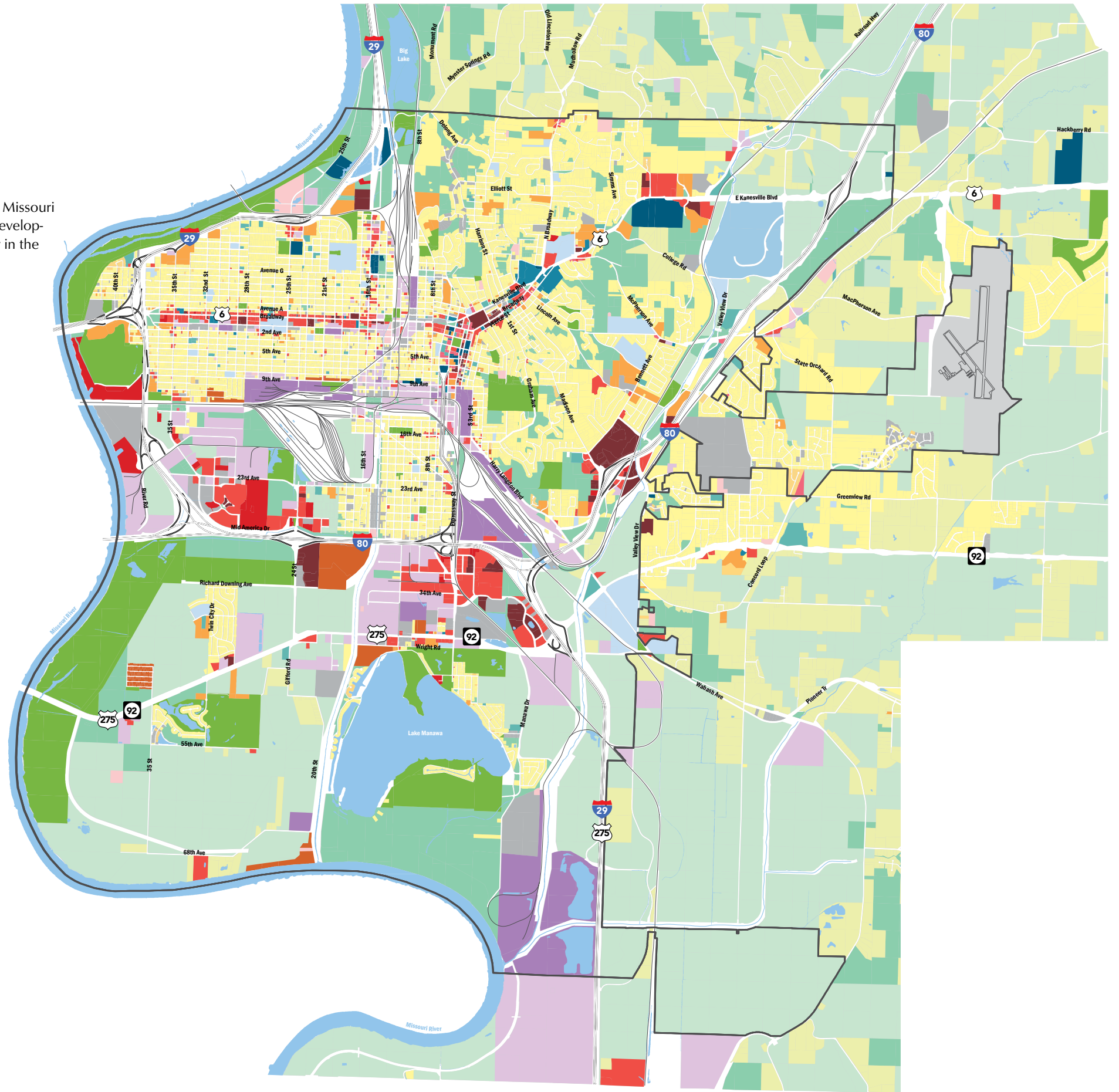


BLUFFS TOMORROW 2030 EXISTING LAND USE

The existing land use pattern in Council Bluffs is influenced by several factors, including Loess Hills, the Missouri River, long-standing rail corridors, and more recent investment in highway and interstates. Residential development varies from the traditional west end grid to meandering streets that navigate dramatic topography in the eastern portion of the community. Commercial areas include the historic downtown center, prominent corridors like West Broadway, and contemporary retail centers anchored near interstate access. Industrial uses are located along rail corridors in the center of the community, as well as in outlying areas served by interstates. Open spaces are prominent throughout the community, providing access to local recreation and natural resources. Public and semi-public uses, including government centers, institutions, religious uses, and others, are scattered throughout the City.

Land Use Legend

- | | |
|--|---|
|  Single Family |  School |
|  Duplex |  University/College |
|  Multi-family |  Place of Worship |
|  Mobile Home |  Hospital/Medical Office |
|  Rural Residential |  Government |
|  Retail/Service |  Utility |
|  Hotel |  Park |
|  Office |  Open Space/Cemetery |
|  Mixed Commercial |  Agriculture |
|  Light Industrial |  Vacant |
|  Heavy Industrial | |





Existing Community Facilities

Government

City Government & Services

City government facilities include City Hall, a recycling center, police and fire headquarters, parks and public works maintenance facilities, and an animal shelter. Council Bluff's City Hall was built in 1930 and is in need of maintenance upgrades. The police and fire department facilities are in good condition but are considering expanding their facilities to provide for more community space, storage, and offices. A new police station is desired, while efforts continue to consolidate public works facilities at South 8th Street and 10th Avenue.

County Government & Services

County Government facilities include the Courthouse, Sheriff Office and jail, Elections Building, County Care Facility, and Department of Human Services, The Annex Building, animal shelter and other various parking lots and properties are in Downtown. The Sheriff's Department is in need of more administrative space, and their current location is vulnerable to heavy flooding.

Education

Council Bluffs has a wide range of educational opportunities offered by the Council Bluffs Community School District, Lewis Central Community Schools, St. Albert's Catholic School, Iowa School for the Deaf, Iowa Western Community College, K-12 private schools, and the public library.

The Council Bluffs Community School District has 12 elementary schools, 2 middle schools, 2 high schools and 2 secondary program locations. The school district had an enrollment of 9,000 students in the 2013-14 school year. Their facilities provide adequate capacity, but there are six structures in need of major repairs. The school district is currently undergoing a Master Plan process to determine facility needs and opportunities for closures.

The Lewis Central Community Schools include 4 schools, 1 administration building, and 1 transportation facility which are all in good condition.

The St. Albert Catholic School offers infant care through 12th grade educational services on a 35-acre campus that includes 4 schools, 1 administration building, and 1 transportation facility. The primary issue for this campus is improving drop-off/pick-up traffic on Gleason Avenue.

The 45-acre Iowa School for the Deaf serves students from preschool through the age of 21. An additional 58 acres of land is used for farming across the highway. The school is currently in need of upgrades to the HVAC system and boys' dormitory. The Council Bluffs campus could become Iowa's administrative headquarters if statewide expansion occurs.

Iowa Western Community College is a 258-acre campus with more than 1 million square feet of building space. The student population is between 7,300-7,400 students (with 3,500 full-time). The primary focus for this campus is upgrading student housing, however, they are also building an engineering/technology building.

The Council Bluffs Public Library was built in 1999 and is a 65,000 square foot facility. The facility is in good condition and there are plans to expand its technology services or Downtown-related services.

Healthcare Services

The medical industry is a significant employer in Council Bluffs with approximately 3,440 employees (10.3% of total employees) in 2013. Alegent specializes in cancer treatment, women's health, heart care, and back and spine. At Mercy Hospital, Alegent has 194 certified beds. There are several smaller Alegent support clinics that offer services in family medicine, primary care, dermatology, cardiology, plastic and reconstructive surgery, and general surgery. A new clinic was recently built on West Broadway that provides primary care. The Methodist Jennie Edmundson Hospital includes Iowa's only Advanced Wound Center and cancer and breast cancer programs.

BLUFFS TOMORROW 2030 EXISTING COMMUNITY FACILITIES

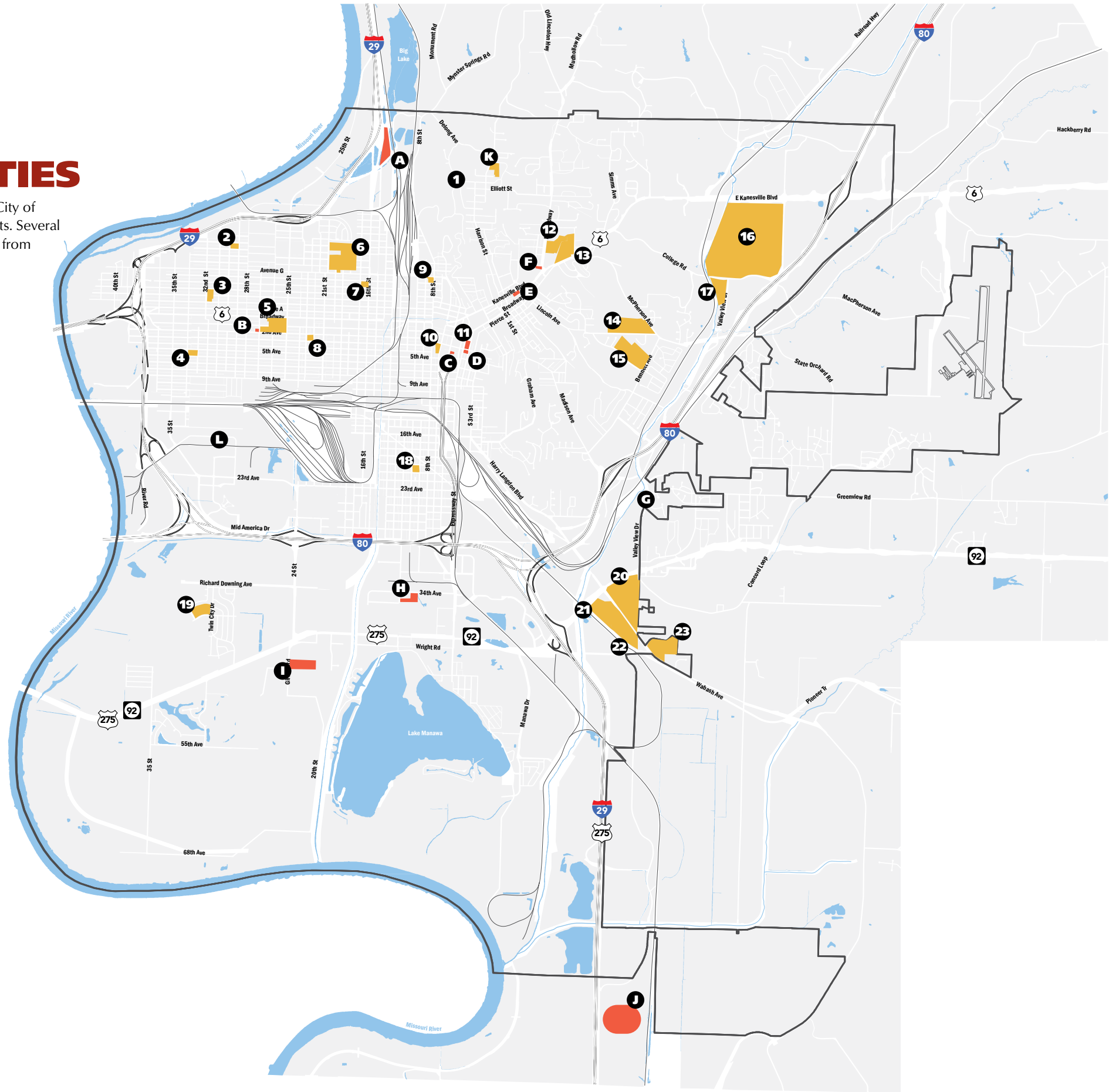
Residents and business in Council Bluffs benefit from a vast array of community facility providers. The City of Council Bluffs provides services related to administration, public safety, and public capital improvements. Several school districts and academic providers ensure that residents have access to a continuum of education from early childhood through college. Hospitals and clinics provide local healthcare services and offer a variety of specialties. Several institutions complement government programs with social services for youth families, and the elderly. Collectively, these government bodies, agencies, institutions and not-for-profits create a comprehensive mosaic of community services and facilities.

Government Facilities Legend

- A** County Sheriff/Jail
- B** Fire Station 2
- C** Police Department/County Courthouse
- D** City Hall/Fire Department Headquarters
- E** Department of Human Services
- F** Fire Station 6
- G** Fire Station 4
- H** Fire Station 5/Regional Training Facility
- I** Recycling Center
- J** Southwest Iowa Training Facility
- K** Public Works, Fleet Maintenance, & Building Maintenance
- L** Park Maintenance

Educational Facilities Legend

- 1** Lewis & Clark Elementary
- 2** Walnut Grove Elementary (to be closed)
- 3** Franklin Elementary
- 4** Rue Elementary
- 5** Thomas Jefferson High
- 6** Woodrow Wilson Middle
- 7** Roosevelt Elementary
- 8** Edison Elementary
- 9** Kanesville Active Learning Center
- 10** Bloomer Elementary
- 11** Public Library
- 12** Hoover Elementary
- 13** Kirn Middle
- 14** Saint Albert Catholic School
- 15** Abraham Lincoln High
- 16** Iowa Western Community College
- 17** College View Elementary
- 18** Longfellow Elementary
- 19** Kreft Primary
- 20** Iowa School for the Deaf
- 21** Lewis Central High
- 22** Lewis Central Middle
- 23** Titan Hill Intermediate





Existing Transportation & Infrastructure

Council Bluffs has a complex and layered system of transportation. Highways and roadways provide vehicular access to residents and businesses. I-80 and I-29 provide interstate mobility, while US 6, Highway 192, Highway 92, and a network of collectors and local streets provide local and regional access.

Transit and bicycle systems provide alternative modes of travel, while most portions of the City include comprehensive sidewalk networks.

Rail corridors support local industry and commerce, and are used for the movement of raw materials and processed goods.

Omaha's Eppley International Airport and Council Bluffs Municipal Airport, host air travel to destinations throughout the US.

Highways & Roads

The City's highway and roadway network includes a series of facilities under the jurisdiction of several entities. Expressways, US highways, and state routes are under the jurisdiction of the Iowa Department of Transportation (IDOT). Local roads within the City limits are maintained by the Council Bluffs Public Works Department, while those in unincorporated areas are maintained by the Pottawattamie County Secondary Roads Department. The Metropolitan Area Planning Agency (MAPA) coordinates major regional planning and transportation projects.

The regional roadway system can be better understood according to its functional hierarchy. The region's network includes the following functional classifications that help dictate access and related land use:

- » **Interstates**- accommodate high-speed travel with limited access at interchanges. Direct access to adjacent land uses is not provided.
- » **US/State Highways**- support regional movement and provide a moderate level of direct access to local land uses.
- » **Arterials**- support the efficient movement of travel across the City with frequent intersections or curb cuts.
- » **Collectors**- provide a link between local streets and arterials and provide a high level of access to adjacent land uses.
- » **Local streets**- typically host residential uses and offer slow travel speeds.

Interstates provide Council Bluffs with

a high level of connectivity to other portions of the Midwest. I-80 and I-29 support destination retail and entertainment development on the west and south sides of the City. IDOT is undertaking reconstruction of the interstate system that will enhance access to the Missouri Riverfront, and ensure these corridors remain effective in the long-term. The first phase is expected to be completed by 2022, with the entire project to be completed by 2035.

US/State highways include Hwy 6 (Kanesville and West Broadway), Hwy 192 (South Expressway), and Hwy 92 (Veterans Memorial Highway). These streets undergo regular maintenance. Potential capital improvements include the reconstruction of West Broadway and the removal of a portion of the grade-separated South Expressway to make it an at-grade boulevard. South Expressway is also being transferred to the City.

Local streets and alleys are maintained by






the Council Bluffs Public Works Department (CBPW). Transportation plans are guided by the local Capital Improvement Plan (CIP) which includes the East Beltway and West Broadway reconstruction and neighborhood-based projects. Future improvements are targeting the expansion of fiber-optic network and Intelligent Transportation System (ITS) technology.

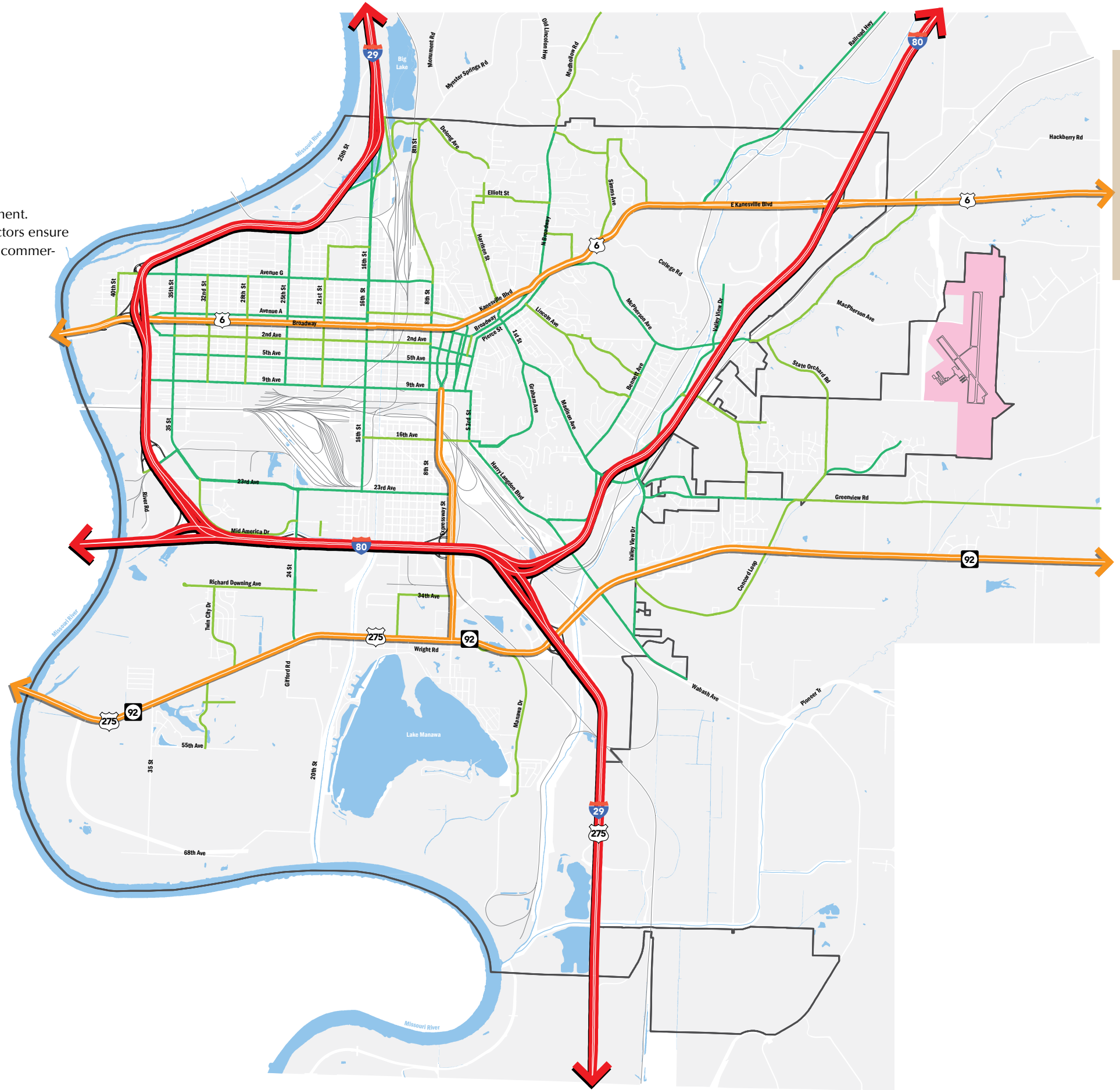
Arterials, collectors and local streets make up the local roadway system. The City and County are currently focusing on maintenance as the main priority for the system. However, potential capital improvements include a possible East Beltway, as well as several neighborhood based projects.

BLUFFS TOMORROW 2030 EXISTING TRANSPORTATION

Council Bluffs' complex and layered transportation network is the foundation for growth and development. Interstate and regional access is provided by a series of highways and rail corridors. Arterials and collectors ensure mobility throughout the community and to other portions of the region. Local streets ensure access to commercial areas, schools, parks, and other amenities, and help define the varying character of the community's neighborhoods. The City's extensive bike trail network provide active alternatives for recreation and mobility, while transit services connect Council Bluffs to Omaha. Eppley International Airport and Council Bluffs Municipal Airport host air travel to destinations throughout the US.

Transportation Legend

-  Interstate
-  US/State Highway
-  Arterial Street
-  Collector Street
-  Railroad
-  Airport





Bicycle Mobility

Council Bluffs enjoys several miles of bike trails connecting to local and regional amenities, such as Lake Manawa and the River's Edge Park. Trails include dedicated paths, shared trails, and on-street designated paths. The City has capitalized on vacated rail rights-of-way, environmental corridors, new roadway construction, and other opportunities to expand the trail network, however, there are several gaps in key locations that limit City-wide bicycle mobility.

Pedestrian Facilities

The City's pedestrian network is generally complete and intact. Traditional grid neighborhoods include sidewalks on both sides of the streets. Tree rooting, overgrowth, and curb cuts at crossings inhibit safety in some locations. New subdivisions generally include sidewalks that allow access to the nearest collector or arterial street.

The City has done a good job of overcoming some unique local challenges to pedestrian mobility. For example, the north end of Kirn Park abuts a steep bluff that descends to High School Avenue. A stair up the bluff provides more direct access to the park than would otherwise be provided on the street network. However, the quality of crossings on state highways or arterials is generally inadequate, lacking pedestrian signalization or visible crosswalks.

Transit

Council Bluffs contracts transit service with Metro providing two routes: the "Yellow" line and "Blue" line. These routes were recently updated and operate almost hourly during the week from 6 a.m. to 10 p.m.

The Yellow Line serves the south side of the community, including regional retail centers and the Mid America Center. The Blue Line serves the eastern portion of the community, including Iowa Western Community College. Both lines originate in Omaha and allow easy transfers throughout the Metro system.

In addition to the existing local bus transit, IDOT is currently studying the viability of high-speed rail service from Chicago. Due to difficulties in crossing the Missouri River, it is anticipated that the service would include a station in Council Bluffs, though the location has not yet been determined.

Rail


There are 5 active railroad lines within Council Bluff's City borders that provide national, regional, and local access. One railway is primarily for hauling coal to the existing power plant in Council Bluffs. An ongoing rail consolidation plan is identifying needs and opportunities to improve rail access and circulation.

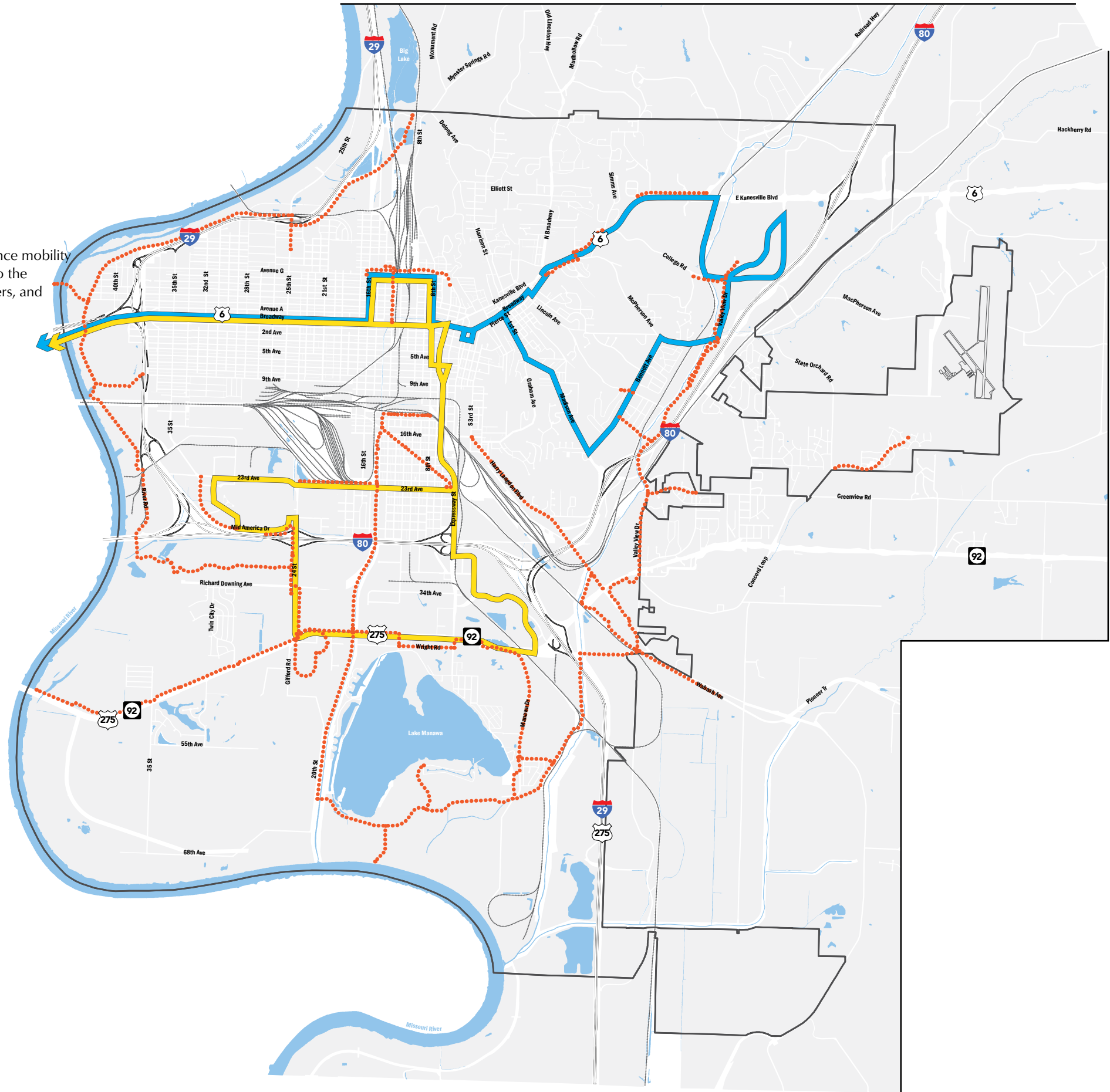
Many rail corridors result in a high number of at-grade rail crossings, creating challenges to local mobility and emergency responsiveness. For example, trains frequently double-back during staging and loading at 16th Street just north of 23rd Avenue. This results in long delays with few viable options for efficient mobility to other portions of the region.

BLUFFS TOMORROW 2030 EXISTING TRANSIT & BICYCLE MOBILITY

Council Bluffs residents have access to several miles of bike trails and regional transit service that enhance mobility and reduce reliance on private automobiles. The City's trail network connects several neighborhoods to the Missouri River, Lake Manawa, the Mid America Center, local parks and open spaces, commercial centers, and other destinations. Metro provides Yellow and Blue Line transit services that connect Downtown, Iowa Western Community College, Mall of the Bluffs, Mid America Center, development in the southern portion of the community, and Omaha. These alternative transportation options are critical for residents who are seeking active modes of travel and less reliance on driving for day-to-day needs.

Transit Legend

-  Metro Blue Line
-  Metro Yellow Line
-  Trail
-  Railroad





Utilities

Water

Council Bluffs Water Works (CBWW) obtains its water supply from the Missouri River and treats it at Narrows Purification Plant. Current delivery capacity is adequate at approximately 10 million gallons per day (MGD), but several mains are over 60 years old. A new purification plant and well field, with an initial capacity of 5 MGD, was recently built and put into service.

Wastewater & Sanitary Collection System

The Council Bluffs Public Works Department (CBPW) manages the collection and treatment of sanitary sewage. The Water Pollution Control Plan (WPCP), built in 1972, has experienced significant improvements between 1996 and 2011, including an increase in capacity. The City is planning to build a new pump station that would allow the treated effluent to be released during high river events.

The sanitary collection system is in need of replacement, as most existing pipes are over 50 years old. High groundwater on the west end of the City presents an ongoing challenge for inflow and infiltration as well as construction of new sanitary sewers.

Storm Water Collection System

The City's stormwater collection system has 11 storm sewer pump stations and over 120 miles of storm sewers. The age and capacity of the system is a concern and there is no existing program for replacing or upgrading storm sewers to ensure effective service to meet federal regulations.

Flood Management

Levee systems in Council Bluffs are in place along the Missouri River, Indian Creek, and Mosquito Creek with approximately 28 miles of federal levee (owned and operated by CBPW) and 1 mile of private industrial levee. These levees are currently under analysis to maintain their flood levy certification. In the future, a landward buffer zone may be needed to allow for proper maintenance and access.

Power & Gas

MidAmerican Energy Company (MEC) provides power to Council Bluffs and also owns and maintains most of the City's streetlights. Expansion and upgrades are primarily driven by industry or development. Black Hills Energy, a subsidiary of Black Hills Corporation, supplies natural gas for the Council Bluffs region.







Telecommunications

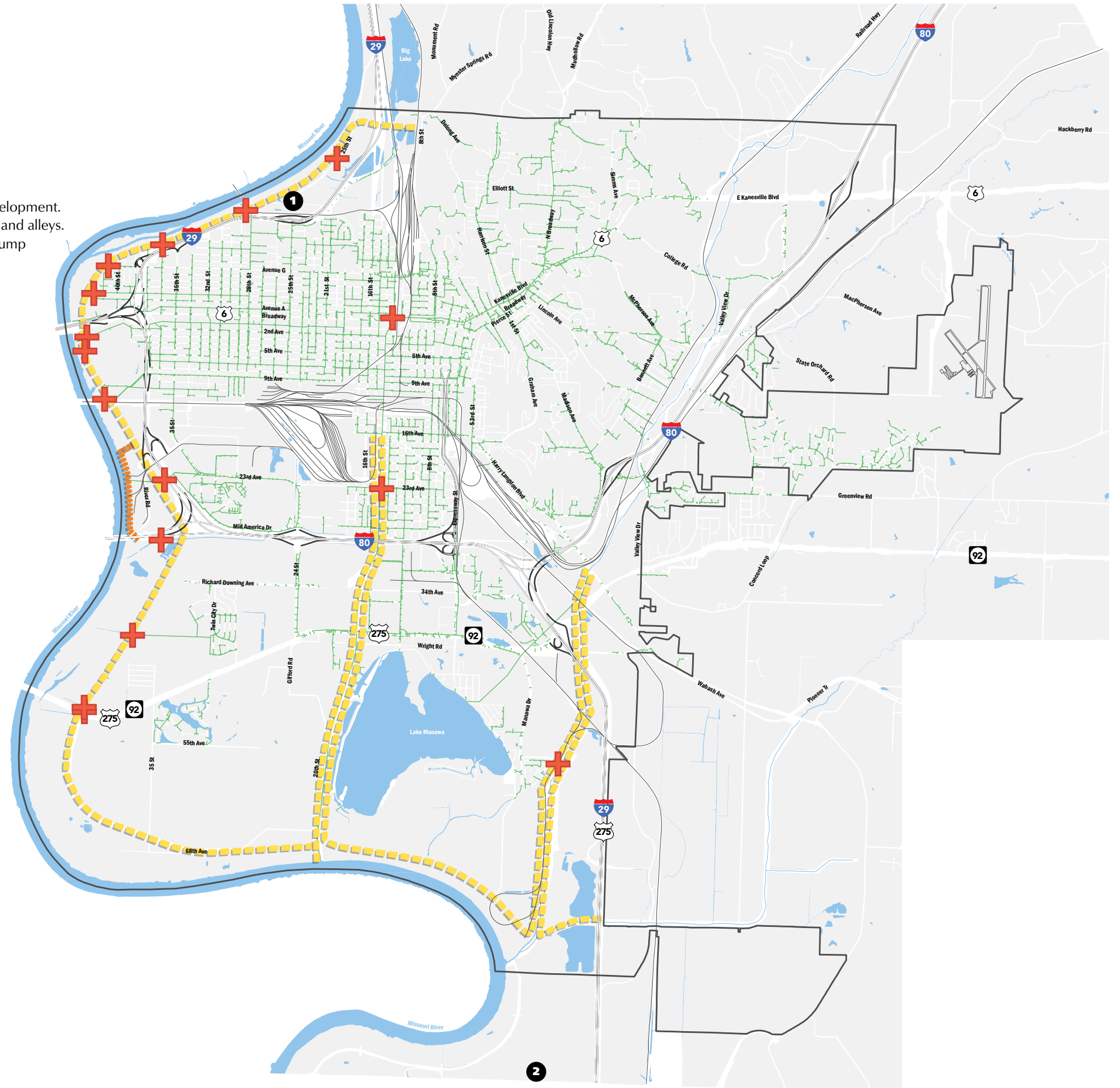
CenturyLink and Cox Communications provide telecommunication services in Council Bluffs. CenturyLink provides cloud infrastructure, hosted IT solutions, and voice using fiber-optic network and multiple data centers. Cox Communications provides bundled television, internet, and telephone services.

BLUFFS TOMORROW 2030 EXISTING INFRASTRUCTURE

Efficient infrastructure is critical in ensuring the safety of citizens and potential for new growth and development. The City of Council Bluffs maintains a vast system of sewer and stormwater lines, as well as local roads and alleys. Council Bluffs Water Works provides drinking water for residents and businesses. Federal levees and pump stations line several waterways in an attempt protect citizens from the impacts of flooding that have been experienced over recent decades. Private utility companies provide energy and telecommunications to the community. Collectively, these infrastructure systems aim to support local land use and development, and keep Council Bluffs competitive at the local, regional, and national levels.

Infrastructure Legend

-  Federal Levee
-  Industrial Park Levee
-  Storm Water Pipe
-  Storm Water Pump Station
-  Council Bluffs Water Works
-  Water Pollution Control Plant





Existing Environment & Natural Resources

Missouri River

The Missouri River acts as the western boundary of the City and state. A variety of uses line the river including regional open space and destination, entertainment, and industrial.

Big Lake

Located at the north edge of Council Bluffs, Big Lake is a popular fishing destination. Each year the lake is stocked with bluegills, largemouth bass, channel catfish, and rainbow trout.

Loess Hills

Rising several hundred feet above lower Council Bluffs are the Loess Hills which create elevated vistas, unique development patterns, and areas of undevelopable land. This area has the heaviest concentration of tree canopy in the region but is also subject to erosion and loss of tree canopy due to development and stormwater drainage.

Lake Manawa

In 1881, the Missouri River flooded, causing it to create a new path of water flow that was cut off when the flood waters receded, forming an oxbow lake. The lake is a popular destination for recreational boating and year-round fishing. It is 740-acres and bound on the south by Lake Manawa State Park.

Indian Creek

Indian Creek runs north/south through the City and feeds into the Missouri River. Most of the creek includes an open-air concrete bed with the exception of downtown and private development lots where it runs underground.

Mosquito Creek

Mosquito Creek is a popular fishing spot along the southern border of Council Bluffs. The stream flows southwesterly and feeds into the Missouri River.

Local Bodies of Water

Several local bodies of water offer a setting for parks and recreation while also providing stormwater management. These bodies of water may include significant ecological features depending on proximity to surrounding natural elements.

Parks & Open Space

City Parks

The Council Bluffs Department of Parks, Recreation and Public Property operate 39 facilities that include active and passive parks, historic properties, a 40-mile trail system, and an athletic complex. City parks offer a series of programs and recreation services run by the department and most recently a grand opening was held for the new River's Edge Park during Loessfest 2013. An updated Park and Trails Master Plan is currently being updated.

County Parks

Pottawattamie County manages the 36-acre Narrows River Park which offers a variety of recreational amenities and is home to the King Catfish Tournament, a national event held each summer. Future priorities include building a new open shelter at the archery range, and connecting the county-wide trail to the City's trail system.

State Parks

Lake Manawa State Park is a 1,529-acre park next to the south shore of Lake Manawa. There are accommodations for camping and an 8-mile mountain bike trail that connects the Western Trails Center, Council Bluffs trail system, and the Wabash Trace Trail. The park also provides access to a beach, water-based recreation and fishing, and a boat ramp to the Missouri River.

The Western Historic Trails Center offers educational exhibits and guides about four historic western trails. The most notable trail is the Lewis and Clark National Historic Trail, which traverses 11 states from Illinois to the Pacific Ocean, for more than 3,700 miles. Although the Center is sited along the Lewis and Clark National Historic Trail, it is owned and operated by the State Historical Society of Iowa.

National Parks

Located in Council Bluffs, the Lewis and Clark National Historic Trail Center is an information hub abutting the historic trail that traverses the country from Illinois to Oregon.

BLUFFS TOMORROW 2030 EXISTING NATURAL RESOURCES

Much of the character of Council Bluffs is defined by its natural features. The Missouri River and Loess Hills are the primary influences on local land use and development. These important elements support critical ecosystems, provide access to local recreation and environment education, and provide attractive vistas of the community and region. Lake Manawa, Big Lake and other local bodies of water support flora and fauna and serve as important pieces of infrastructure for managing stormwater. Floodplains impact several portions of the community, and are important factors in guiding future development and investment. Collectively, these natural resources help establish a framework for future investment in land use, infrastructure, and transportation systems.

Government Facilities Legend

- Special Flood Hazard Areas
- Park
- Areas with steep slope (20% slope or greater)

Park Facilities

- | | |
|--|---|
| <ul style="list-style-type: none"> 1 Lewis & Clark Monument Park 2 Big Lake Park 3 Narrows River Park 4 Westfair Amphitheater/County Fairground 5 Rivers Edge Park 6 Playland Park 7 Pirate Cove Water Park 8 Golden Spike Monument 9 Katleman Water Park/Sunset Park 10 Fairmount Park 11 Vincent Bluff State Preserve 12 Western Historic Trails Center 13 Harveys Recreation Complex 14 River Vally OHV Area 15 Lake Manawa State Park 16 Wabash Trailhead Park 17 Dodge Park Golf Course 18 Fox Run Golf Course 19 North Shore Park | <ul style="list-style-type: none"> 20 Roberts Park 21 Stan Bahnsen Park 22 Sternhill Park 23 Prospect Park 24 Kimball Park 25 Trolley Park 26 Cochran Park 27 Bayliss Park 28 Lincoln Park Monument 29 Cook Park 30 Graham Park 31 Kern Park 32 Westwood Park 33 Peterson Park 34 Valley View Park 35 Twin City Park 36 Malmore Park 37 Gifford State Forest 38 Manawa City Park |
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