

# TWO-MILE LIMIT STUDY

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## INTRODUCTION

The City of Council Bluffs and Pottawattamie County has initiated a joint study, funded in part by the Iowa Department of Economic Development (IDED), to examine land use and infrastructure needs extending no less than two miles out from the corporate boundary.

Snyder & Associates, Inc. was retained to identify existing conditions, develop growth and population projections, and develop policy statements. These policy statements relate to a land use development scenario, a utility expansion plan, and a transportation corridor plan for the Study Area. The Study Area encompasses Little Mosquito and Little Pony Creek drainage basins along with portions of the Missouri River, Mosquito Creek, and Indian Creek drainage basins. The Study Area is depicted on the following page.

A task force that included representatives from Pottawattamie County, the City of Council Bluffs, the metropolitan planning agency, Golden Hills Resource, Conservation and Development Inc., fire departments, and other entities was formed to address land use and resource protection issues within the major drainage basins and along transportation corridors. The task force met on four occasions to discuss these issues: August 9, 2001, September 20, 2001, October 25, 2001, and April 9, 2002. Existing conditions, opportunities and constraints, growth management, rural development, subdivision design, emergency services and land uses were the focus of the discussions.

This study identified where development of urban land uses is most likely as well as areas where development should be discouraged because of flooding, steep slopes, and unique habitats. The study also identified areas for utility expansion and a network of arterial and collector street corridors.

Pottawattamie County provided base mapping for many of the exhibits in this report. Base mapping includes but is not limited to the following files: corporate limit boundary, parcels, road centerline, two-mile territorial jurisdiction boundary, township boundary, County zoning, Loess Hills, fire and school district boundaries.

## **CHAPTER 1:EXISTING CONDITIONS**

### **A. EXISTING DEVELOPMENT**

Residential development within the Study Area began in the late 1950's and early 1960's. Consequently, fringe area development has already occurred. Development began with the Pinehurst subdivision along Iowa Highway 92 and was followed by Brentwood Heights, Wilshire Heights and the Longview Terrace residential subdivisions. The Green Meadows subdivision located north of Franklin Avenue was also platted in the early 1960's and was followed by the Wildwood subdivision in the early 1970's and the Bent Tree subdivision in 2000. While the aforementioned subdivision plats are located in unincorporated Pottawattamie County, Woodhill, Green Meadows South, Tweedt's 1<sup>st</sup> Addition and Forest Glen subdivisions were platted and incorporated into the City of Council Bluffs.

More recently, the Briarwood and Ferndale subdivisions have been platted and incorporated into the City. With the most recent voluntary Briarwood annexation, the corporate boundary now extends east to State Orchard Road. The present corporate boundary extends in part into the Little Pony Creek drainage basin and generally around those residential subdivisions developed in the 1960's and 1970's. The Study Area continues to experience development pressures as evident by the number of voluntary annexations and subdivision plats. It is expected that development will continue south of the Virginia Hills and Highland Park subdivision as well as south and east of the Risen Son Retirement Community. Development is also expected along County Road G-60 (Old U.S. Highway 6) and State Orchard Road.

### **B. ENVIRONMENTAL AND PHYSICAL CHARACTERISTICS**

The Study Area is situated in the Loess Hills east of the meandering Missouri River on Iowa's western border. These unique physical features create an aesthetic and natural area for development. This community has a rich and unique heritage, dating from its first establishment.

To the benefit of Council Bluffs, the Missouri River flooded in 1881 and changed course, creating an ox bow lake—Lake Manawa. This resource has been a center of recreation and entertainment for the community since its creation.

As the community has developed, four separate drainage basins have been affected—the Missouri River, Indian Creek, Mosquito Creek, and Pony Creek water sheds. Further development to the east of the present corporate limits will affect two additional drainage basins —Little Mosquito Creek, and Little Pony Creek water sheds.

#### **1. Description of Topography**

Pottawattamie County is a part of Western Iowa covered by a thick layer of loess soil. Council Bluffs and the surrounding area are part of two general regions – the bottomland along the Missouri River and the very steep bluffs adjacent to the Missouri River Valley. The bottomland along Council Bluffs is generally no wider than 0.5 miles. The bluffs within and around Council Bluffs are characterized by catsteps, formed through slippage on the sideslopes. Narrow ridges, gullies and steep slopes of up to 75% are characteristic of this area (see Exhibit 1-1).

## **2. Loess Hills**

The majority of the built community has developed in a grid pattern along the shelf between the river and the bluffs to the east. This plain rises only 10 feet from the river bank to the base of the Loess Hills, which has created concerns among residents of the area with regard to flood damage to both the physical and natural environment.

The remainder of the Study Area is built within the soils of the Loess Hills. These glacial deposits and their ecosystems are one of two such areas that exist in the world today. These ecosystems, as well as the changes in elevation, create both opportunities and constraints for development.

## **C. MUNICIPAL SERVICES**

The City of Council Bluffs recognizes the need to consider the benefits and costs associated with extending infrastructure to serve new development. More importantly, the City recognizes the importance of providing utility and major street corridors so as to ensure that municipal services can be provided in the most cost-effective manner.

- ◆ Water supply, treatment and storage
- ◆ Sanitary sewer collection and wastewater treatment
- ◆ Street network and traffic control
- ◆ Storm water management
- ◆ Parks, open space and recreation facilities
- ◆ Land use compatibility to include a range of housing choices
- ◆ Fire protection
- ◆ Law enforcement
- ◆ Library
- ◆ Other municipal services

### **1. Sanitary Sewer**

Sanitary sewer lines exist along the northern and eastern boundary inside the City of Council Bluffs' corporate limits. The lines to the north have the capacity to extend sewer services to portions of the Missouri River, Indian Creek, and Mosquito Creek drainage basins one-half mile north of the corporate limits. The lines to the east have the capacity to extend sewer services to portions of the Little Pony Creek and Little Mosquito Creek drainage basins. The *East/Southeast Land Use and Facilities Plan*, prepared by Snyder & Associates, Inc., determined the costs associated with extending sanitary sewer to the Little Pony Creek and Little Mosquito Creek drainage basins.

Exhibit 1-1: Slope

## **2. Water Distribution**

Council Bluffs Water Works provides water to the City of Council Bluffs as well as the Study Area within unincorporated Pottawattamie County. The delineation line depicting the Council Bluffs Water Works service area from Regional Water Inc. can be found on Exhibit 4-1.

Water mains are proposed for expansion to Little Pony Creek drainage basin and a portion of Little Mosquito Creek drainage basin. The *East/Southeast Land Use and Facilities Plan*, prepared by Snyder & Associates, Inc., determined the costs associated with the water distribution system improvements outlined in Chapter 4.

## **3. Public Works**

The infrastructure system in the Study Area will be developed to provide services to existing subdivision plats, a majority of large lot acreages located along existing county roads, and undeveloped parcels. In development of the infrastructure system, consideration will also be given not only to existing conditions, but also future development.

The infrastructure system provides a framework by which to provide services to existing development and as well as new development. The proposed Little Pony Creek sanitary sewer interceptor and the existing 16-inch water transmission line are key components of the infrastructure system. Roadway improvements to accommodate increased traffic are expected to occur as new development takes place. Parks and Recreation facilities are expected to be constructed in response to demand as a result of new development. Storm water management should be provided within each drainage basin and each new subdivision plat.

The City of Council Bluffs Public Works Department is responsible for snow removal, solid waste collection, street cleaning, bridges, sanitary and storm sewers, sidewalks, and streets within the corporate boundary.

## **4. Emergency Services**

The Council Bluffs Fire Department services residents within the corporate limits.

The mission of the Police Department is to assist in the maintenance of public order and to support public welfare in the City of Council Bluffs through law enforcement, crime prevention, and public service provided in a professional, timely, and impartial manner.

The Council Bluffs Police Department is comprised of 8 major divisions and 26 squads. Currently 116 officers and 29 support personnel comprise the Council Bluffs Police Department. The current police force provides a ratio of approximately 1 police officer per 1000 resident population in Council Bluffs. Emergency response times for the police force are set at 3 minutes, while non-emergency response times are typically between 1 to 2 hours.

The City of Council Bluffs provides ambulance services to residents within the corporate limits as well as portions of unincorporated Pottawattamie County.

Mutual Aid Agreements between Council Bluffs and Pottawattamie County for shared SWAT Team and the Southwest Area Drug Task Force services will be maintained through the addition. In addition, while the basic boundary for Council Bluffs Police Department is the corporate limit for the City, the County is currently developing a countywide communications network that would allow the City Police and Fire Departments to communicate on shared towers using different frequencies.

## **D. COUNTY SERVICES**

### **1. Infrastructure**

Sanitary sewer and water distribution regulations for unincorporated Pottawattamie County are provided for in the Pottawattamie County, Iowa, Zoning Ordinance dated October 1, 1981.

#### **8.004.030 WATER SUPPLY, SEWAGE DISPOSAL AND SETBACKS:**

Every residence, business, trade, or industry hereafter established, which requires water supply and sewage disposal facilities, shall provide facilities which conform with the requirements and standards of the appropriate State, County or local agency.

For the purpose of providing adequate sewage disposal in areas serviced by onsite wastewater treatment and disposal systems, soil characteristics shall be highly instrumental in determining lot area. The minimum lot area in the various districts shall be determined by the following factors:

- .01 The ability to situate a private water well on the lot in accordance with the Private Water Well Ordinance;
- .02 The ability to situate two (2) onsite wastewater treatment and disposal systems on the lot;
- .03 The ability to meet the appropriate setback requirements for the zoning district, and
- .04 The ability to provide adequate off-street parking and off-street loading.

Pottawattamie County provides for road maintenance and snow removal on County roads. The County also maintains park and recreation facilities for the benefit of all county residents.

## **2. Emergency Services**

Four fire districts service the study area. Crescent Fire District services the Missouri River basin and the western portion of Indian Creek basin. Underwood services the eastern portion of Indian Creek basin and the western half of Mosquito Creek basin. McClelland Fire District services the eastern half of Mosquito Creek basin and the northern half of Little Mosquito Creek basin. Lewis Fire District services the southern half of Little Mosquito and all of Little Pony Creek and Pony Creek basins (These districts are depicted in Exhibit 1-2). This department includes 25 volunteer firefighters who are contacted upon notification of emergency. One fire station, located at Cypress Avenue and Highway 92, serves this district. Four emergency vehicles, including 2 pumper trucks, one tanker, and one utility truck provide assistance to the district.

## **E. SOIL/SLOPE CONDITION**

Soils within the Council Bluffs area and its vicinity are of two general types. The lower lands adjacent to the river are composed of alluvial soils, which are characterized by high-yield agricultural potential. The Bluffs, themselves, are composed of loess soils that are wind-borne deposits of glacial-era soils up to 200 feet in depth. The Missouri River has carved and deposited soils in the western section of the City, creating a landscape of rich flora and fauna. While the majority of the City is protected by a levee, a narrow area remains on the “wet” side of the barrier.

Soils within the Study Area vary from a silty loam, silty clay to clay. The area ranges from nearly level to very steep slopes with soils that are moderately to well-drained (see Exhibit 1-1). Typical soils present in the area include Ida, Hamburg, Castana, Monona, Napier, Dow, Shelby, Steinauer, Malvern, Luton, McPaul and Rawles. There are also 5 soil complexes that consist of two or more soils. They are Shelby-Adair complex, Napier-Gullied land complex, Ida-Urban land complex, Napier-Urban land complex and Castana-Urban land complex.

The five soils complexes, Shelby-Adair, Napier-Gullied, Ida-Urban, Napier-Urban and Castana-Urban consist primarily of silty loams. Slopes range from 2 to 20 percent with the Shelby-Adair having moderate erosion. Drainage ranges from poor in the Adair soils to moderately and well drained in the Shelby, Napier, Ida, Castana, Gullied land and urban land. Permeability is slow to moderately slow with rapid runoff in the Shelby-Adair complex. The Napier-Gullied, Ida-Urban, Napier-Urban and Castana-Urban land complexes have moderate permeability with variable to rapid runoff. No land capability classification is assigned to the Napier-Gullied, Ida-Urban, Napier-Urban or Castana-land complexes. The Shelby-Adair complex has very severe limitations that reduce plant choice and/or require very careful erosion management.

The bottomland along the Missouri River generally has a high water table, poor drainage and is subject to flooding. Future residential development is expected to occur in areas where such conditions are not as significant.

**Exhibit 1-2: Fire Districts**

## F. COMPREHENSIVE PLAN

Adopted in 1994, the Council Bluffs Comprehensive Plan addresses annexation of land in unincorporated Pottawattamie County both directly and indirectly. Specifically, the “*Land Use and Development*” section of the Comprehensive Plan (Chapter 4) examines future land use development opportunities and describes preferred methods for such community growth.

<u>Land Use</u>	
Goal 1	Provide opportunities for development in an orderly, efficient and environmentally sound manner
Policy 1.1	Ensure that all areas for future development are equipped with adequate infrastructure and public facilities
Goal 2	Establish and maintain land use development patterns and densities in Council Bluffs that conform to the desires and needs of the residents and emphasize improved quality of development and livability for the residents of the community
Policy 2.2	Foster development in areas that are already adequately served by infrastructure
Policy 7.1	Promote development within existing City limits and in those areas adjacent to the City limits where development could be fully serviced by public utilities and services and incorporated into the City
Policy 7.3	Encourage appropriate voluntary and involuntary annexation

Similarly, several *Housing* goals and policies described in the Comprehensive Plan describe the need to maintain the existing residential standards in Council Bluffs, and identifies methods to support the development of additional housing stock for the residents of the community.

<u>Housing</u>	
Goal 1	Maintain the current population and attract new residents to Council Bluffs by providing access to a variety of safe, decent, and affordable housing types
Policy 1.4	Promote additional housing to attract current commuter populations
Policy 1.5	Promote and encourage the development of housing with a variety of styles, prices, densities, qualities, and locations of housing in Council Bluffs
Goal 3	Encourage future residential development, which is compatible and compliments existing neighborhood areas

One of the primary reasons the City of Council Bluffs is working with Pottawattamie County to establish development policies outside the present corporate limits, is to foster continuity and efficiency in urban growth. Typically, this type of cohesive neighborhood development is not easily achieved through County planning regulations because growth cannot be regulated through infrastructure allocation. Therefore, a critical element of the City's and County's efforts to establish development policies will be the development of necessary sanitary sewer and water transmission lines, as well as the required roadways.

*Infrastructure and Facilities*

- Goal 1            Plan, program and implement the most effective, safe, and cost efficient infrastructure and public facilities systems possible for the community
  
- Policy 1.1        Annually prepare and adopt a five-year capital improvement program which is consistent with the goals and policies of this plan
  
- Policy 1.3        Maintain design standards and policies for public infrastructure and improvements
  
- Goal 3            Provide adequate, efficient, and appropriate public utilities and services to existing and future residential, commercial, and industrial areas
  
- Policy 3.1        Provide facilities and services necessary to prevent degradation of the environment, including sewage treatment, refuse collection and disposal, street cleaning and similar environmental control processes
  
- Policy 3.2        Maintain and improve existing public facilities and services and develop new facilities and services based upon need

Another primary community objective for the City and County is to enhance economic and fiscal opportunities for the City of Council Bluffs. Appropriately, several items described in the Comprehensive Plan describe the need to seek such opportunities.

*Economic Development*

- Goal 1            To maximize economic opportunity for all residents by fostering increased employment and investment to achieve balanced population and revenue growth
  
- Policy 1.1        Ensure that all economic development activities be consistent with the Comprehensive Plan
  
- Policy 1.4        Promote the development of a comprehensive retail base to capture a larger volume of sales in Council Bluffs and Southwest Iowa

## CHAPTER 2: TREND ANALYSIS AND GROWTH PROJECTIONS

The Study Area referred to in the growth scenario is the area outside the present corporate boundary where development is encouraged. The extent of the Study Area is defined by the present corporate boundary extending north one-half (1/2) mile and east two (2) miles. Refer to Page ii for a graphic representation of the Study Area. This area encompasses all or part of the following drainage basins:

- Missouri River basin (MR)
- Indian Creek basin (IC)
- Mosquito Creek basin (MC)
- Little Mosquito Creek basin (LMC)
- Little Pony Creek basin (LPC)

The Missouri River basin combined with the Indian Creek basin and Mosquito Creek basin along the northern corporate limits is referred to as City Limits North. US Highway 6 divides the Little Mosquito Creek basin into Little Mosquito Creek Basin North and Little Mosquito Creek Basin South. These areas are depicted in Exhibit 2-1 and are described in more detail on pages 2-5 and 2-6.

An average development density of 3.5 dwelling units per acre was used for residential property. Development densities will vary from 1 d.u./5 acres to 8-10 d.u./acre. A large portion of the Study Area exhibits significant physical constraints to development. Of the 7,811 acres of land that may be developed in Little Pony Creek Basin, City Limits North, Little Mosquito Creek Basin South, and Little Mosquito Creek Basin North, 2,846 acres experience significant development constraints and are expected to remain open space. Factors contributing to the development constraints include but are not limited to slopes greater than fourteen (14) percent, 100-year floodplain, or location adjacent to a stream channel. In addition, existing commercial land uses representing 89 acres were subtracted from the total 7,811 acres.

Based on a scenario of 3.5 d.u./acre, Little Pony Creek Basin, City Limits North, Little Mosquito Creek Basin South, and Little Mosquito Creek Basin North would support approximately 17,069 total dwelling units. The existing 1,689 dwelling units were subtracted from the 17,069 dwelling units total; leaving development potential for 15,380 new dwelling units in Little Pony Creek Basin, City Limits North, Little Mosquito Creek Basin South, and Little Mosquito Creek Basin North.

Exhibit 2-1: Drainage Basin Areas

**A. HISTORICAL FIGURES**

Table 2-1 illustrates the historical population change from 1970 through 2000 for the City of Council Bluffs as recorded by the U.S. Bureau of the Census.

**TABLE 2-1  
HISTORIC POPULATION CHANGE – CITY OF COUNCIL BLUFFS**

<i>Year</i>	Census Population for CB	Change	Percent
1970	60,348	-	-
1980	56,449	-3,899	-6.5%
1990	54,315	-2,134	-3.8%
2000	58,268	3,953	7.2%

Source: US Dept. of Commerce: Economic and Statistics Administration, Bureau of the Census; City of Council Bluffs

Table 2-2, illustrates the historical number of residential units constructed each year from 1980 through 2000. This data was obtained from the City of Council Bluffs Building Department.

**TABLE 2-2  
NEW RESIDENTIAL CONSTRUCTION BY UNITS 1980-2000**

# of Units	Calendar Year																				
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	<u>86</u>	<u>87</u>	<u>88</u>	<u>89</u>	<u>90</u>	<u>91</u>	<u>92</u>	<u>93</u>	<u>94</u>	<u>95</u>	<u>96</u>	<u>97</u>	<u>98</u>	<u>99</u>	<u>00</u>
Single Family	66	35	22	34	61	50	61	47	53	59	45	63	72	79	96	108	150	143	168	274	235
Two-Family	4	6	6	8	24	16	22	10	30	14	8	12	6	4	10	46	14	10	8	0	0
Multi-Family	57	6	88	34	99	93	112	48	74	36	38	0	22	23	0	206	106	129	451	67	364
Total Units	127	47	116	76	184	159	195	105	157	109	91	75	100	106	106	360	270	282	627	341	599

Source: Council Bluffs Building Dept.

**B. GROWTH AND POPULATION PROJECTIONS**

Two growth scenarios were developed in Table 2-3 on the following page. Scenario I was based on the number of new dwelling units added to the community’s housing inventory within the period 1991 through 2000. Scenario II was based on the number of new dwelling units added within the period 1996 through 2000.

From 1991 to 2000, there were 2,866 new residential units added to the community’s housing inventory, or an average of 286 new units per year. From 1996 to 2000, there were 2,119 new residential units added to the community’s housing inventory, or an average of 423 new units per year. It should be noted that the population estimates in Table 2-3 reflect an average of 60 dwelling units demolished or converted to other uses each year.

For purposes of this document and the population estimates in Table 2-3, the number of persons per dwelling unit is 2.41 obtained from the 1994 Comprehensive Plan prepared for the City of Council Bluffs. This number is somewhat lower than the 2.52 persons per dwelling unit obtained from the 1990 Census and is consistent with decreasing family size.

Scenario I            286 d.u. per average year (CY 1991-2000)  
 Scenario II           423 d.u. per average year (CY 1996-2000)

**TABLE 2-3: GROWTH SCENARIOS I AND II 2000-2050  
 CITY OF COUNCIL BLUFFS**

Year <sup>(1)</sup>	Scenario I	Scenario II
2000 <sup>(2)</sup>	58,268	58,268
2010	63,714	67,016
2020	69,160	75,764
2030	74,606	84,512
2040	80,052	93,260
2050	85,498	102,008

Source: S & A Inc.

- (1) It should be noted that these figures reflect an average of 60 dwelling units demolished or converted to other uses each year.  
 (2) The year 2000 base population was taken from the 2000 U.S. Bureau of the Census.

Over the 50-year planning period (2000-2050), a population increase of 27,230 to 43,740 is forecast in the City of Council Bluffs. It is expected that sixty (60) percent of the population increase over the 50-year planning period will be located in the Study Area. This amounts to a population increase of 16,338 to 26,244 in the Study Area.

The U.S. Bureau of the Census recorded 24,340 total dwelling units in the City of Council Bluffs in the year 2000. With an average of 2,260 to 3,630 residential units added to the housing inventory each decade, the number of residential units in the City of Council Bluffs will increase by 11,300 to 18,150 units over the 50-year planning period.

**TABLE 2-4: DWELLING UNITS 2000-2050**

Year	Scenario I		Scenario II	
	Total City	Study Area <sup>(2)</sup>	Total City	Study Area <sup>(2)</sup>
2000	24,340 <sup>(1)</sup>	1,725 <sup>(3)</sup>	24,340 <sup>(1)</sup>	1,725 <sup>(3)</sup>
2010	26,600	3,081	27,970	3,903
2020	28,860	4,437	31,600	6,081
2030	31,120	5,793	35,230	8,259
2040	33,380	7,149	38,860	10,437
2050	35,640	8,505	42,490	12,615
Change 2000-2050	<b>11,300</b>	<b>6,780</b>	<b>18,150</b>	<b>10,890</b>

- (1) U.S. Bureau of the Census  
 (2) - 60 % of new housing allocated to study area  
       - 40 % allocated to existing development areas within present corporate boundary  
 (3) Calculated from parcel records obtained from Pottawattamie County Planning

It is expected that 60 percent of the new housing would be constructed within existing and future residential subdivisions located in the Study Area. Over the 50-year planning period (2000-2050), 6,780 to 10,890 new dwelling units are forecast for construction in the Study Area.

<u>Average Year</u>	<u>Total</u>	<u>Multi Family (35%)</u>	<u>Single Family (65%)</u>
Scenario I	136	48	88
Scenario II	218	76	142

In the average year 88 to 142 single family detached dwelling units may be constructed in the Study Area along with 48 to 76 multi-family dwelling units.

Based on an average dwelling unit density of 3.5 d.u. per acre, approximately 1,937 to 3,111 acres of land would be needed to accommodate the 6,780 to 10,890 dwellings.

<u>Average Year</u>	<u>Total</u>	<u>Average Year Absorption</u>	<u>50 Years</u>
Scenario I	136	39 acres	1,950 acres
Scenario II	218	62 acres	3,100 acres

There is an estimated 4,877 acres of land available for development in Little Pony Creek Basin, City Limits North, Little Mosquito Creek Basin South, and Little Mosquito Creek Basin North, or 1,777 acres more than the forecast need (see Appendix A, Development Potential chart).

### C. CONCLUSION

The three components of population change are births, deaths, and migration. Migration will have the most significant impact upon future population change in Council Bluffs and the unincorporated area surrounding the City. In-migration will create market demand for a range of housing types as well as the need for parks, open space, school sites and commercial land uses.

Given the physical constraints that exist within the Council Bluffs environs, in addition to the man-made determinants, the primary urban growth direction will extend east and, to a lesser extent, north from the present corporate boundary. The City will need to provide the required infrastructure and services to facilitate and accommodate probable development through the planning period (2000-2050). To accommodate anticipated demand, the City should direct development to those areas where urban services can most economically be provided. Urban land uses are most likely in Little Pony Creek Basin and north of the present corporate boundary one-half (1/2) mile.

**Little Pony Creek Basin:** Little Pony Creek basin (refer to Exhibit 2-1) will be provided sanitary sewer services in either Scenario I or II. The carrying capacity is 7,025 dwelling units. There are 776 existing dwelling units leaving development potential for 6,249 new dwelling units. Development under Scenario I with an average of 136 dwelling units per year can be accommodated exclusively by Little Pony Creek (LPC) basin for the 50-year planning period. For purposes of quantification and illustration, it may be stated that under Scenario II, LPC will

reach build-out in twenty-six years. This illustration is based on 100% of the growth within the Study Area being allocated to LPC.

***City Limits North:*** The Missouri River, Indian Creek, and Mosquito Creek basins north of the corporate limits one-half mile comprise City Limits North (refer to Exhibit 2-1). The carrying capacity without sanitary sewer services is 781 dwelling units. There are 363 existing dwelling units leaving development potential for 418 new dwelling units. The extension of sanitary sewer services to this area would provide the impetus for infill development to occur. The carrying capacity with sanitary sewer services is 2,371 dwelling units. Under Growth Scenario II with an average of 218 dwelling units per year, City Limits North is needed to accommodate growth during the 50-year planning period. For purposes of quantification and illustration, it may be stated that under Scenario II, City Limits North will reach build-out in ten years. This illustration is based on 100% of the growth within the Study Area being allocated to Little Pony Creek Basin and City Limits North.

***Little Mosquito Creek Basin South:*** Little Mosquito Creek Basin South - South of US Highway 6 - (refer to Exhibit 2-1) has a carrying capacity without sanitary sewer services of 1,549 dwelling units. There are 305 existing dwelling units leaving development potential for 1,244 new dwelling units. The extension of sanitary sewer services to existing development in this area would accommodate growth beyond the 50-year planning period under Scenario I. Under Growth Scenario II without sanitary sewer services and an average of 218 dwelling units per year, this area is expected to reach build-out in approximately six (6) years. The carrying capacity with sanitary sewer services is 5,422 dwelling units. Less the 305 existing dwelling units, the development potential is 5,118 new dwelling units. For purposes of quantification and illustration, it may be stated that under Scenario II, Little Mosquito Creek Basin South will reach build-out in twenty-three years. This illustration is based on 100% of the growth within the Study Area being allocated to Little Pony Creek Basin, City Limits North, and Little Mosquito Creek Basin South.

***Little Mosquito Creek Basin North:*** Little Mosquito Creek Basin North - North of US Highway 6 - (refer to Exhibit 2-1) one-quarter (1/4) mile has a carrying capacity without sanitary sewer services of 150 dwelling units. There are 19 existing dwelling units leaving development potential for 131 new dwelling units. Little Mosquito Creek Basin North may be needed to accommodate growth beyond the 50-year planning period under Scenario I. Under Scenario II with an average of 218 dwelling units per year, Little Mosquito Creek Basin North is needed to accommodate growth during the 50-year planning period if sanitary sewer services are not extended to Little Pony Creek Basin, City Limits North, and Little Mosquito Creek Basin South. For purposes of quantification and illustration, it may be stated that under Scenario II, Little Mosquito Creek Basin North will reach build-out in one year. This illustration is based on 100% of the growth within the Study Area being allocated to Little Pony Creek Basin, City Limits North, Little Mosquito Creek Basin South, and Little Mosquito Creek Basin North.

## CHAPTER 3: LAND USE

The Land Use Map is the illustrative representation of the City of Council Bluffs and Pottawattamie County's vision of future development. The Future Land Use Plan is depicted in Exhibit 3-1. There are numerous land uses that when combined create the character of a community. There are competing demands for land use – residential, commercial, office, industrial, open space, and public institutions such as schools, hospitals, and religious uses. How the various uses are balanced and the intensity to which each land use is developed will determine the future character of a community.

In Council Bluffs many land use decisions are influenced by the major roadways which extend through the community. Interstate 80 and 29 provide access to, from, and around Council Bluffs. Highways 92 and 6 parallel each other extending east/west through Council Bluffs. Another determinant guiding land use planning in the Council Bluffs area is the Loess Hills. The Community is growing increasingly concerned that development be sensitive to the preservation of this area.

The guiding principle behind the Land Use Plan is creating a balanced community where current and future residents have a wide range of housing choices, employment opportunities, and consumer opportunities. Residential areas should include housing for individuals and families throughout the various life-stages. Employment opportunities should include full and part-time work, provide entry-level positions, and exist in all major sectors of the economy – industrial, office/service, and retail. The consumer needs of the residents should be met by a variety of retailers in a variety of settings, including regional shopping centers, community centers and neighborhood stores.

The Land Use Plan strives to preserve the character of Council Bluffs by restricting the average development density and considering the natural resources unique to this area. The Land Use Plan encourages the protection of drainageway, steep slopes, and other sensitive environments. The Land Use Plan indicates three categories – Urban Service Area I (with full municipal services), Urban Service Area II (with partial municipal services), and Rural Service Area (with no municipal services). The three Service Areas are depicted in Exhibit 3-2. Residential development densities will vary from one unit per five acres to eight to ten units per acre. The average residential development density will be three to three-and-a-half units per acre.

Developers are encouraged to work with the City of Council Bluffs, Pottawattamie County, and other public entities, so that adequate roads, storm and septic sewer systems, schools, and public services can serve new and existing development. Thus, new development can proceed without over-extending the existing infrastructure and educational and public service systems which benefit existing residents and businesses.

This document is supplementary to the 1994 Council Bluffs Comprehensive Plan and Pottawattamie County Land Use Plan written in 1969, amended in 1974, and adopted in 1981. The Land Use Map must be used in conjunction with a zoning map. The zoning map sets forth the type of uses and densities permitted, while the general land use map depicts generalized land use characteristics. Pottawattamie County is initiating a Comprehensive Land Use Plan Update and amendments to the Zoning and Subdivision Ordinances for the unincorporated areas within

the County. This effort is expected to be completed by December 2003. The Two-Mile Limit Plan will be integrated into Pottawattamie County's Updated Land Use Plan.

## **Residential**

### **A. Urban Service Area I (with full municipal services)**

The City of Council Bluffs will provide all urban services to this area as defined by the Urban Service Area I Policies on pages 6-2 and the Minimum Level of Services (see Exhibit 6-1). This area will ultimately be incorporated into the City of Council Bluffs. Urban Service Area I is depicted as medium to high-density residential on the Future Land Use Map because topographic conditions are more favorable to large-tract development and extension of infrastructure.

Areas recommended for medium-density residential development total approximately 3,822 acres and are located in areas where City services are proposed for extension. These areas are adjacent to the present corporate limits and extend one-half mile north and approximately one and a half miles east. Highways 183 and 191 provide access to the north. Highway 92 provides access to the east. These areas would be developed with City services and annexed.

Locating 330 acres of higher density residential development near major arterials facilitates efficient traffic patterns and minimizes the amount of traffic intruding into the less densely developed areas. These areas are located adjacent to Greenview Road, Valley View Drive, Iowa Highway 92, County Road G-60 (McPherson Road), and State Orchard Road. These areas would be developed with City services and recommended for annexation.

### **B. Urban Service Area II (with partial municipal services)**

The City of Council Bluffs will provide some urban services to this area as defined by the Urban Service Area II Policies on page 6-3 and the Minimum Level of Services (see Exhibit 6-1). This area may ultimately be incorporated into the City of Council Bluffs in the future. Urban Service Area II is depicted as low-density residential on the Future Land Use Map because the cost of providing municipal services exceeds probable development densities.

Areas recommended for development in the low-density category total approximately 3,086 acres and are located in areas where this type of development has already occurred or where extending City services would be costly. These sections are located north of US Highway 6 one-quarter (1/4) mile; south of Highway 6 to Sunnysdale Road and Cedar Lane; along the southwest boundary of Little Pony Creek Basin; and along Highways 183 and 191 (see Exhibit 3-1). Large lot/estate residential development is provided for in this lowest density category. These areas would be developed with partial City services and may be annexed by the City at some point in the future.

### **C. Rural Service Area**

Pockets of residential development have occurred within unincorporated Pottawattamie County. Presently these residential developments total approximately 370 acres within the Two-Mile study boundary.

#### **Open Space/Parks**

The Land Use Plan encourages the use of residential development that utilize an open space style of subdivision which provides for open space areas and a mix of lot sizes not to exceed the density of any one residential development category. Open Space total approximately 850 acres of the Missouri River and Little Pony Creek floodways. Additional open space acreage was calculated by Traffic Analysis Zone (see Appendix A). The calculations in Appendix A were based on development constraints such as slopes greater than fourteen percent.

The Land Use Plan reflects proposed City parks and trails. Four parks are proposed within the Study Area and are depicted in Exhibit 3-3. These parks are Cardinal & Concord (P8), Neighborhood Park A (P10), Neighborhood Park B (P11), and Steven Road Park (P12).

#### **Commercial**

Commercial nodes totaling 48 acres are located adjacent US Highway 275, Valley View Drive, County Road G60 (McPherson Avenue) and State Orchard Road. These nodes, located along arterial or collector streets, will serve local residents with neighborhood commercial centers without causing an increase in through-traffic. The commercial nodes provide convenience to local residents without the larger impacts created by more intense commercial uses.

#### **Industrial/Office**

Industrial uses total approximately 1,615 acres and are located in the Missouri River floodplain along the southern County boundary. A Sewage Treatment Plant is located within the industrial area. No other uses would be suitable for location in the Missouri River floodplain.

#### **Mixed-Use/Non-Retail**

The land use plan envisions 300 acres of non-retail/mixed-uses located west of the Council Bluffs Airport on either side of Cedar Lane and north to McPherson Avenue. The location of this non-retail/mixed-use node being adjacent to the airport and the proposed US275/IA92/US6 Connector is ideal for area economic development and the creation of job opportunities. The mixed-use/non-retail node is envisioned as an area that may be developed to accommodate office complexes and light manufacturing in a campus-like setting. The proposed US275/IA92/US6 Connector would provide the necessary transportation corridor to alleviate traffic congestion and provide better access for emergency vehicles to serve existing and future development.

Exhibit 3-1: Future Land Use Concept

Exhibit 3-2: Service Areas

Exhibit 3-3: Parks/Trails

## CHAPTER 4: UTILITY PLAN

### A. Water Distribution System

The Council Bluffs Water Works provides water service to the area. The community enjoys the luxury of having an affordable and inexhaustible source of water in the Missouri River. The publicly owned plant has a capacity of 20 million gallons per day with the average consumption of 9.5 million gallons per day. The elevated storage capacity is 9.7 million gallons per day.

The water distribution system was developed based on the goal of providing water service to existing subdivision plats, large lot acreages located along county roads and new development. A major component of the water distribution system extends from the Greenview elevated storage facility to the Bent Tree Subdivision. The 16-inch water transmission line was completed in 2000. A map depicting the water service area delineation line is on the following page. The 16-inch water line is served by a booster pump located on the Council Bluffs Airport. An elevated water storage facility is proposed east of the Council Bluffs Airport. The water line may ultimately extend west to complete a loop system.

A 10-inch water main is proposed to extend from the 16-inch transmission line north along State Orchard Road to McPherson Avenue where it connects to a proposed 12-inch main extending along Sunnydale Road. A 10-inch main is proposed to extend east from the 12-inch main along McPherson Avenue to the north-south arterial roadway and then ultimately south to the 16-inch water transmission link.

A 10-inch main is proposed to extend east from the existing 12-inch line along Greenview Road to 214<sup>th</sup> Street, south along 214<sup>th</sup> Street to Iowa Highway 92 and then west to the existing 12-inch main extending along State Orchard Road. The proposed 10-inch line may be extended east along “Old Highway 100.”

A 10-inch main is proposed to extend from the existing 12-inch main at State Orchard Road and Iowa Highway 92 south along Concord Loop where it would connect to an existing 10-inch main extending along Valley View Drive.

The existing subdivisions located north of Iowa Highway 92, west of State Orchard Road, east of Valley View Drive and south of Greenview could be served by a 6-inch and an 8-inch water main extending from the existing 10-inch main located along Valley View Drive and the 12-inch Greenview Road water main. A 10-inch water main is proposed to extend east from Valley View Drive along Longview Drive.

An 8-inch water main is proposed to extend east from the proposed 10-inch Concord Loop water main east along Cardinal Lane. A second 8-inch main is proposed to extend south along Overland Trail. Nearly all of the large lot developments located along Cardinal Lane and Overland Trail would be served by water.

The Council Bluffs Water Works provides water to the Virginia Hills subdivision south of Iowa Highway 92, the Green Meadows and Wildwood subdivision plats, Bent Tree and Prairie Meadows subdivisions.

Exhibit 7: Water Distribution map

## **B. Sanitary Sewer System**

The City of Council Bluffs operates a secondary sewage treatment plant that could serve existing and future development within the Study Area. The plant has an average of 6.7 million gallons per day, with a capacity to treat 12.8 million gallons per day.

Little Pony Creek and Little Mosquito Creek are tributaries to the Mosquito Creek within which is located the existing Mosquito Creek Interceptor. The interceptor was installed in 1976 and was designed to accommodate the eastern part of the City as well as undeveloped areas located in the Mosquito Creek watershed. Existing and future sanitary sewer improvements are delineated on the following page.

The regional sanitary sewer system, consisting of gravity interceptor, trunk and sanitary sewer collector system, would ultimately operate without sanitary sewer pump stations.

- Interceptor Sewer
  - Little Pony Creek
- Trunk Sewer
  - Little Pony Creek
  - Little Mosquito Creek
- Sanitary Sewer Collector
  - Those which serve multiple parcels

In developing the Sanitary Sewer component of the *East/Southeast land Use and Facilities Plan* prepared by Snyder & Associates, Inc., reference was made to a study entitled “Mosquito Creek Basin Sanitary Sewer Extension Study” prepared in January 1993 by HGM Associates Inc. The study evaluated conditions within existing subdivisions located in the Study Area. Several parameters used to develop the proposed sanitary sewer alignments are noted as follows:

- Serve as much of the area as possible by gravity sewer mains
- Locate sewers along existing streets to facilitate maintenance and availability
- Recognize that the existing septic tanks are often in the rear yard and below street grade.
- Recommend that sewers are placed at a 5 to 7 foot depth along existing streets and dwellings located below grade are required to install individual grinder pump systems.
- Recognize that some sewers would have to be installed within easements along drainage ways as to maintain a gravity system.
- Minimize the amount of sewer line in rear yards and other inaccessible locations
- Size sewers to accommodate existing development as well as undeveloped parcels of land

The Little Pony Creek Interceptor extends from the 42-inch Mosquito Creek Interceptor through the Little Pony Creek Drainage Basin. A 10-inch trunk sewer is proposed to extend along a tributary of the Little Pony Creek to serve existing subdivisions north of Iowa Highway 92 and west of State Orchard Road. The 10-inch Little Pony Creek trunk sewer would be constructed primarily for the purpose of serving existing development north of Iowa Highway 92.

The cost associated with implementation of trunk sewers other than the Little Pony Creek Trunk and Interceptor is expected to be developer driven. The cost of sanitary sewers extending out from the Little Pony Creek Trunk and Interceptor would, in this scenario, be part of the land development cost.

The majority of homes will be able to connect to the main line by use of a gravity service. To do this the resident will have to disconnect the main building drain line from the septic tank and extend this line to the property line. As previously discussed, however, many homes have septic tanks in back yards which are much lower in elevation than the street. These homes will have to install an individual grinder pump station in the back yard and pump sewage to a pressure service line terminated at the right of way. The sanitary sewer system, consisting of gravity interceptor, trunk and sanitary sewer collector system, would ultimately operate without sanitary sewer pump stations.

**Exhibit 8: Sanitary Sewer Plan**

## CHAPTER 5: TRANSPORTATION CORRIDOR PLAN

The Study Area is accessible from the Omaha-Council Bluffs Metropolitan area via Interstate Highways 80 and 29. U.S. Highways 6 and 275 and Iowa Highway 92 provide regional access in an east-west direction. North-South movement through the area is limited. An arterial roadway corridor extending between U.S. Highway 6, Iowa Highway 92 and U.S. Highway 275 may be identified for future development. Steven Lane, Greenview Drive, Franklin Avenue and Longview Drive presently function as collector streets, while State Orchard Road provides the only north-south movement between McPherson Avenue and Iowa Highway 92. As development occurs, traffic volumes will increase. Consequently, the level of service provided by the existing street network will decrease and traffic volumes will increase.

Improvements to County Road L-43 (235<sup>th</sup> Street) are proposed in conjunction with the airport expansion and to mitigate the disconnection of McPherson Avenue. County Road L-43 is presently a gravel road. Constructing an all weather surface is proposed over the segment extending between County Road G-60 and Greenview Road. Improvements to County Road L-43 will enhance the level of service provided by the roadway and facilitate the movement of fire service vehicles. The improvements should be in place prior to the disconnection of McPherson Avenue.

The Omaha Council Bluffs Metropolitan Area Planning Agency (MAPA) has prepared roadway facility definitions based on functional classification.

### ***Freeways***

Function - Moving inter and intra-regional traffic, particularly long trips and the high traffic volume corridors.

Land Use - Providing access in major industrial and commercial developments.

Traffic Demands - Normally in excess of 20,000 vehicles per day and often over 50,000 vehicles per day.

Facility Type - High speed, divided highway with full control of access and grade separated interchanges. Number of lanes is directly related to traffic volumes with four and six-lane freeways dominant.

### ***Expressways***

Function - Serve longer trip desires and high traffic volume corridors where not served by freeways.

Land Use - Serve major centers of activity with service to abutting land uses secondary to the provision of travel service.

Traffic Demands - Generally in the range of 15,000 to 35,000 vehicles per day.

Facility Type - Divided highway with partial access control, some grade separated interchanges access only with surface street systems, and no access to abutting land uses. Number of lanes and type of median directly related to traffic volumes and abutting land uses, with four-lane and six-lane divided facilities dominant.

### ***Principal Arterials***

Function - Serve longer trip desires and high traffic volume corridors, where not served by freeways.

Land Use - Serve major centers of activity, with service to abutting land uses secondary to the provision of travel service.

Traffic Demands - Generally in the range 15,000 to 35,000 vehicles per day.

Facility Type - Divided street with major access points at intersections with the surface street system and some direct access permitted to abutting land use. Number of lanes and type of median directly related to traffic volumes and abutting land uses, with four-lane and six-lane facilities dominant.

### ***Minor Arterials***

Function - Interconnect with and augment the principal arterial system and provide service to trips of moderate length.

Land Use - Distributes traffic to geographic areas smaller than those served by the higher system, with more emphasis on service to abutting land uses.

Traffic Demands - Generally in the range of 5,000 to 15,000 vehicles per day.

Facility Type - Number of lanes and type of median directly related to traffic volumes and abutting land uses with normal standards calling for a mixture of four-lane and two-lane facilities.

### ***Collectors***

Function - Connect local streets to the arterial street systems.

Land Use - Serve residential neighborhoods, with direct access to abutting land uses.

Traffic Demands - Generally in the range of 2,000 to 5,000 vehicles per day, with some situations approaching 10,000 vehicles per day.

Facility Type - Normally two-lane streets with curb and gutters.

The remaining streets are classified as local streets designed to provide access to adjacent property.

As new development occurs, it is important that future roadway corridors be identified so that sufficient right of way can be set aside within specific subdivision plats. Of particular concern are principal arterials, minor arterials and collector streets. Typically, arterial streets should be located at one mile intervals while collector streets should be located on a one half mile grid.

A transportation corridor plan (Exhibit 5-1) is based on the Iowa Department of Transportation functional street classification. The exhibit depicts a corridor as opposed to a specific alignment. A major street plan depicting the study area can be found on page 5-5.

**TABLE 5-1  
STUDY AREA STREET CLASSIFICATION**

Street Name	Interstate	US/State Highways	Arterial	Collector	Local
220th Street				x	
Proposed US275/IA92/US6 Connector			x		
230th Street					x
235th Street (County Road L-43)				x	
240th Street (County Road L-45)				x	
250th Street					x
Applewood Road					x
Cedar Lane					x
Chestnut Road				x	
Concord Loop (corporate limits to Hwy. 92)				x	
Concord Loop (Hwy. 92 to Greenview Rd)					x
Cottonwood Road (County Road L-43)				x	
Grand Avenue					x
Greenview Road (corporate limits to Concord Loop)			x		
Greenview Road (Concord Loop to Cottonwood Rd)				x	
Greenview Road (beyond Cottonwood Rd)					x
Highway 183		x			
Highway 191		x			
Highway 275		x			
Highway 6		x			
Highway 92		x			
Hunt Avenue					x
Interstate 29	x				
Interstate 80	x				
Longview Loop					x
McPherson Avenue (County Road G-60)				x	
Monument Road					x
Mudhollow Road (County Road L-29)				x	
Overland Trail					x
Pioneer Trail (County Road G-66)				x	
Rison Son Road					x
State Orchard Road					x
Steven Road				x	
Sunnydale Road					x
Three Bridge Road					x
Valley View Drive			x		
Woodland Trail				x	

Exhibit 5-1: Transportation Corridor Plan

Exhibit 5-2: Major Street Plan

## CHAPTER 6: POLICY STATEMENTS

### A. Land Use Development

#### GOALS

To discourage sprawl, promote smart growth, and preserve natural resources and agricultural land, decision-makers will be required to balance important factors of development such as: economic impacts, community character, availability of public facilities, compatibility, and site suitability.

#### OBJECTIVES

- A. Provide a land guidance system that directs new growth to areas with the natural and man-made capacity to support the type of development being proposed. Require that adequate public or private facilities are provided at the time of development.
- B. Maintain agriculture as an integral part of the County's economy, landscape, and natural resource base.
- C. Encourage a variety of development, housing types and lot sizes to meet the needs of different age groups, family sizes, and incomes.
- D. Encourage the appropriate use of conservation subdivision design to better address incompatibilities between residential and agricultural uses and environmental concerns.
- E. Promote good accessibility to jobs, schools, and civic uses, and within the neighborhoods.
- F. Configure an interconnected network of streets within future development to allow residents and employees to choose the shortest and most direct route to local destinations.
- G. Require developments to be served by adequate water, sanitary sewer, and storm water facilities.
- H. To provide fire protection, emergency services, and law enforcement to new developments.
- I. To undertake appropriate and planned annexation of developments which are served with municipal services and utilities.

## ***RESIDENTIAL***

### ***Residential-Urban Service Area I Policies***

- A. Require that development within this area be incorporated into the City and provided a Minimum Level of Services (MLS) at the time development occurs (see Table 6-1).
- B. Promote the cost-effective extensions of municipal services to include water; sanitary sewer; storm sewer; street maintenance; street lighting; snow removal; parking maintenance and enforcement; traffic maintenance; emergency management; roads, bridges, and sidewalks; library; park and recreation services to proposed development sites.
- C. Allow a maximum density of three-and-a-half dwelling units per acre for medium-density residential and ten dwelling units per acre for high-density residential.
- D. Coordinate with law enforcement, fire, and emergency medical services to ensure that appropriate levels of services can be provided to all residents.
- E. Street widths shall be sufficient to accommodate traffic demand, dedicated and constructed to City standards.
- F. Connector streets shall be aligned to establish continuous connections at a minimum of every half-mile.
- G. Develop a 28E Agreement to address collector and arterial roadway improvements required to accommodate traffic demands generated by new subdivisions.
- H. Sidewalks shall be provided along all public streets.
- I. Curb and gutter shall be provided along all public streets.
- J. Corridor preservation shall be implemented utilizing the following techniques: purchase of easements, full title purchase, eminent domain, annexation agreements, development agreements, transferable development rights, development exactions, setback ordinances, subdivision reservations, limiting curb cuts, and reverse lot frontage.
- K. Parcel splits should be limited to parcels which have direct access to municipal water, sanitary sewer, and a public street.

### ***Residential-Urban Service Area II Policies***

- A. Require that Minimum Level of Services (MLS) are provided at the time development occurs (see Table 6-1).
- B. Development within this area may be incorporated into the City of Council Bluffs, as per the City/County Two-Mile Limit Agreement.
- C. Allow two (2) parcel splits per  $\frac{1}{4}$   $\frac{1}{4}$  section.

- D. Allow a maximum density of one residential dwelling unit per one and a half acres where cluster subdivision designs are not used.
- E. Permit an increase in the maximum density through the use of cluster subdivision designs, subject to conformance with the following open space requirements:
  - 1. At least fifty percent of the entire development area must be retained in common open space.
  - 2. The open space shall be commonly owned and controlled through a homeowner's association agreement, provided that such open space may be held by the association or a public or non-profit entity, and shall be for conservation or recreation.
  - 3. Facilities or utilities to treat and dispose of human waste, handle storm water runoff, and/or provide drinking water, irrigation, electricity, gas, telephone or other services, may be located within the open space.
- F. Coordinate with law enforcement, fire, and emergency medical services to ensure that appropriate levels of services can be provided to all residents.
- G. Street widths shall be sufficient to accommodate traffic demand, dedicated and constructed to City and/or County standards.
- H. Connector streets shall be aligned to establish continuous connections at a minimum of every half-mile.
- I. Develop a 28E Agreement to address collector and arterial roadway improvements required to accommodate traffic demands generated by new subdivisions in areas of City jurisdiction.
- J. Sidewalks shall be provided along all public streets.
- K. Curb and gutter shall be provided along all public streets.
- L. Corridor preservation shall be implemented utilizing the following techniques: purchase of easements, full title purchase, eminent domain, annexation agreements, development agreements, transferable development rights, development exactions, setback ordinances, subdivision reservations, limiting curb cuts, and reverse lot frontage.

***Residential-Rural Service Area Policies***

- A. Allow three (3) parcel splits per ¼ ¼ section.
- B. Allow for pockets of in-fill development in existing developed areas.
- C. Inhibit the establishment of non-agricultural developments which would have a negative impact on existing agricultural operations in the area.
- D. Coordinate with law enforcement, fire, and emergency medical services to ensure that appropriate levels of services can be provided to all residents.

- E. Street widths shall be sufficient to accommodate traffic demand, dedicated and constructed to County standards.
- F. Connector streets shall be aligned to establish continuous connections at a minimum of every half-mile.
- G. Corridor preservation should be implemented utilizing the following techniques: purchase of easements, full title purchase, eminent domain, annexation agreements, development agreements, transferable development rights, development exactions, setback ordinances, subdivision reservations, limiting curb cuts, and reverse lot frontage

### *Open Space*

#### GOALS

To provide for park, recreation and open space to accommodate all Pottawattamie County citizens and to satisfy the multiple needs of society with an increasing amount of leisure time, while, at the same time, preserving amenities associated with the open character of the region.

#### OBJECTIVES

- A. Conserve and protect fragile and critical natural resource areas, including flood plain areas, unique natural areas (Loess Hills), wetlands, and other sensitive areas. These areas support wildlife, enhance water quality, recharge groundwater supplies, hold storm water, and provide open space and recreational opportunities.
- B. Guide the development of park and outdoor facilities.

#### POLICIES

- A. Promote and protect park and recreational areas as designated in the Land Use Map.
- B. Utilize open space for the purposes of separating incompatible land uses, restricting infringement into floodways and floodplains, restricting development in fragile areas, and/or providing recreational opportunities.
- C. Develop a functional system of open spaces, including neighborhood, community, and regional parks.
- D. Develop areas for recreational use in a manner to maximize the advantages of existing topography and natural habitat for plants or wildlife.
- E. Preserve areas for open space where development is difficult due to unstable soils, steep slopes, poor drainage conditions, or other similar conditions.
- F. Provide appropriate access to parks, open space and recreational opportunities. Access should be provided in a manner that will protect the unique character and quality of such areas.

- G. Preserve areas for open space which have been identified by the Council Bluffs Loess Hills Preservation Plan.

### *Commercial*

#### GOALS

To provide for limited commercial and office development to accommodate the needs of the agricultural community, rural residents, and the traveling public and to support economic development activities of the City of Council Bluffs by limiting commercial uses in the unincorporated areas to those that are essential.

#### OBJECTIVES

- A. Commercial activities should be served by adequate levels of utilities and public infrastructure/services.
- B. Commercial development should be designed to ensure adequate off-street parking and loading facilities and storm water management.
- C. Commercial developments should be designed and located to minimize the flow of commercial traffic through adjacent residential areas.
- D. Office and institutional uses should be encouraged to use effective design and landscaping to buffer adjoining neighborhoods from lights, signs, noise or other activities that may conflict with adjoining residential areas.

#### POLICIES

- A. Require that Minimum Level of Services (MLS) are provided at the time development occurs (see Table 6-1).
- B. Encourage creative design incorporating smaller structures located around central open spaces.
- C. Enhance the visual impact of commercial operations through design and performance standards. Standards shall include guidelines for parking, access, orientation of buildings, lighting, signage, density, storage, display, landscaping, and buffers.
- D. New highway commercial activity shall directly access a paved street.
- E. Encourage a wide variety of goods and service providers to locate in medium-size centers which are located in areas appropriate for community-wide commercial activity.
- F. Encourage neighborhood convenience centers to locate in close proximity to residential streets as well as direct access from the collector roads in the area.
- G. Street widths shall be sufficient to accommodate traffic demand, dedicated and constructed to City and/or County standards.

- H. Connector streets shall be aligned to establish continuous connections at a minimum of every half-mile.
- I. Develop a 28E Agreement to address collector and arterial roadway improvements required to accommodate traffic demands generated by new subdivisions.
- J. Sidewalks shall be provided along all public streets.
- K. Curb and gutter shall be provided along all public streets.
- L. Corridor preservation shall be implemented utilizing the following techniques: purchase of easements, full title purchase, eminent domain, annexation agreements, development agreements, transferable development rights, development exactions, setback ordinances, subdivision reservations, limiting curb cuts, and reverse lot frontage.

### *Industrial/Office*

#### GOALS

To create a balanced, stable and economically viable business environment with an appropriate mix of employment opportunities through the attraction and retention of business enterprises in both the light industrial and non-retail sectors.

#### OBJECTIVES

- A. Industrial activities should be served by adequate levels of utilities and public infrastructure/services.
- B. Industrial and new office development should be designed to ensure adequate off-street parking and loading facilities and storm water management.
- C. Industrial and new office developments should be designed and located to minimize the flow of industrial/office traffic through adjacent residential areas.
- D. Industrial and new office uses should be encouraged to use effective design and landscaping to buffer adjoining neighborhoods from lights, signs, noise or other activities that may conflict with adjoining residential areas.

#### POLICIES

- A. Require that Minimum Level of Services (MLS) are provided at the time development occurs (see Table 6-1).
- B. Require industrial developments to locate in close proximity to major transportation facilities at sites serviced by necessary public utilities.
- C. Require all industrial uses to be appropriately buffered from residential areas through the use of landscaping and/or other design techniques.

- D. Enhance the visual impact of industrial operations through design and performance standards. Standards shall include guidelines for parking, access, orientation of buildings, lighting, signage, density, storage, display, landscaping, and buffers.
- E. Encourage campus-type development near the proposed airport development to accommodate executive office and light industrial uses.
- F. Street widths shall be sufficient to accommodate traffic demand, dedicated and constructed to City and/or County standards.
- G. Connector streets shall be aligned to establish continuous connections at a minimum of every half-mile.
- H. Develop a 28E Agreement to address collector and arterial roadway improvements required to accommodate traffic demands generated by new subdivisions.
- I. Sidewalks shall be provided along all public streets.
- J. Curb and gutter shall be provided along all public streets.
- K. Corridor preservation shall be implemented utilizing the following techniques: purchase of easements, full title purchase, eminent domain, annexation agreements, development agreements, transferable development rights, development exactions, setback ordinances, subdivision reservations, limiting curb cuts, and reverse lot frontage.

Exhibit 6-1: Minimum Level of Services for Public Improvements

## **B. Utility Development Policy**

### ***Public Water Supply***

#### **GOALS**

As development proceeds, Council Bluffs will continue to assemble a comprehensive network of looped water mains surrounding developing edges of the community, in accordance with an adopted Capital Improvements Plan. These looped mains will provide the City with a framework for future growth, as well as allow for greater flexibility to prevent service interruptions in any one portion of the community. A reliable transmission pattern will be established in all growth centers.

#### **OBJECTIVES**

- A. The Water Transmission mains will be of sufficient size to serve existing and future development.
- B. The Council Bluffs Water Works will upgrade areas where lines are undersized for adequate flows and pressure

#### **POLICIES**

- A. All water mains will be constructed by the developer as a subdivision plat improvement. However, in cases where the City requires a particular development to include an oversized transmission line to facilitate future development, various methods of cost sharing and reimbursement will be utilized including connection fees, special assessment financing, tax increment financing, and
- B. The cost to extend water mains to new and/or existing subdivisions or users shall be recovered by the Council Bluffs Water Works.

### ***Sanitary Sewer Facilities***

#### **GOALS**

The intricate phasing of sanitary sewer projects required to meet the existing and future development needs of Council Bluffs will require planning, reliable financing, and coordination between the City and private development entities. Well-conceived capital improvement planning and development will direct the immediate and long-term goals for the management of wastewater including necessary treatment facilities, trunk sewers, and lift stations where necessary.

#### **OBJECTIVES**

- A. Capital Improvements programming will ensure that sanitary sewer facilities constructed by developers will be sized to provide acceptable capacity for future development. These planning efforts will establish a formal policy that limits municipal sanitary sewer service

in Council Bluffs to those areas identified by the City as high probability development zones.

- B. The City will also evaluate and participate in the financing of wastewater facilities to ensure favorable debt structure for future annexation of the developments. Council Bluffs will explore the possibility of establishing service districts for lift stations and new trunk sewers. This organization will facilitate the creation of an impact fee system whereby a proportional share of the infrastructure costs are borne by the users.
- C. New developments in Council Bluffs will be subject to a sewage treatment plant fee. These fees are dedicated to a fund that is used for the acquisition or construction of additional sewage treatment plant capacity in the existing facility, the construction of a new sewage treatment plant or equalization basin, or the installation of appurtenances such as flow metering devices.

### POLICIES

- A. The City will develop and implement a sewage treatment plant fee.

These fees will be due at each Final Plat of subdivision for single-family lots and/or commercial lots or as each Site Plan for multi-family lot is approved by the City. These fees vary by zoning district and are based upon projected sewer flows to the treatment facility.

- B. The extension of sanitary sewer mains to serve individual users that are financed by local tax revenue shall be recovered through the use of special assessments or other similar methods to ensure the properties benefiting from the improvement bear the cost.
- C. The City will utilize the sanitary sewer tap fee ordinance to provide sanitary sewer service to drainage basins and to recover the cost of trunk sewers and pump stations constructed to existing and future development. This will include the collection of fees on a per acre basis which are calculated by the cost of the improvement and land area served by the improvement.
- D. Any sanitary sewer facilities located within a development will be constructed by the developer as a subdivision improvement. However, in cases where the City requires a particular improvement, various methods of cost sharing and/or reimbursement will be utilized by the City.

## *Storm Water Facilities*

### GOALS

To promote orderly growth the City of Council Bluffs will strive to update the existing network of stormwater trunk sewers and drainageways that administer the flow of runoff through the community, and will create new services that provide for future construction in the undeveloped areas of the community.

### OBJECTIVES

- A. In addition to modifying the trunk sewer system where applicable, the City will encourage developers to build or contribute to either regional or on-site detention facilities, which will help to mitigate the risk of flooding from intense storms. The City's Subdivision and Site Plan review processes will allow for detention to be accomplished in the existing drainage courses on a regional basis, rather than in engineered ponds that may be located on prime development land.
- B. The City will also evaluate and participate in the development of storm water facilities to ensure favorable debt servicing for future annexation of developments. Council Bluffs will explore the possibility of establishing drainage districts for the development of a storm water system. This organization will facilitate the creation of a fee system whereby a proportionate share of the development costs are borne by the users.

### POLICIES

- A. Subdivisions will be designed based upon detention ponds being dry bottom facilities that envelop a minimal amount of land. Because grading for such ponds will be kept to a minimum many of the existing natural areas will be protected. At the developer's discretion and cost, wet-bottom ponds may be constructed as an amenity to a development.
- B. As a part of the platting process, the developer will be responsible for the design and method of conveyance of the runoff. This design may require some over-sized storm sewers, however new developments will be encouraged to preserve open channel drainageway corridors, which are less costly to maintain and are more flexible for upgrading capacity. The release rate from the newly developed areas will be equivalent to the ten (10)-year undeveloped release.
- C. The detention concept will benefit virtually all properties within the drainage area; however, the cost of the ponds will be borne only by the property owners of the area set aside for the detention basins. Therefore, the city will establish a storm water detention fee so that all benefited properties share in the cost of the regional detention facilities.
- D. Any storm water facilities located within a development will be constructed by the developer as a subdivision plat improvement. However, in cases where the City requires a particular development to include an oversized storm water main or detention basin to facilitate development, various methods of cost sharing and for reimbursement will be utilized by the City.

## C. Transportation Network Policy

### GOALS

The City of Council Bluffs will provide for the safe and efficient movement of people, goods, and services throughout the community, while minimizing the impact of the circulation system on residential neighborhoods and environmentally sensitive areas.

### OBJECTIVES

- A. A convenient and clearly defined system of collector streets will be utilized in undeveloped areas to direct local traffic to existing arterial roadways and the interstate system. In many cases existing collector streets will need to be improved and extended to create proper circulation within the system. In some cases features such as ornamental lighting, landscaped medians, and additional gateway landscaping may be used with these streets to create a theme or add visual interest to an urban section of roadway.
- B. Within the framework of higher-order streets, local street systems will expand to serve individual developments. The local street network in undeveloped residential areas will be designed with multiple connections and direct routes. These systems will be designed with clear circulation patterns that discourage through traffic and high speeds while providing access to both local residents as well as service vehicles. Primary access for higher-intensity development through these neighborhoods will be strongly discouraged. Within these local routes cul-de-sacs, which can be difficult and expensive to serve, will be discouraged. All privately constructed streets will be designed to meet public street standards.
- C. To the greatest extent possible all new streets will respect the natural contours of the land and any preserved storm water drainage ways. In addition, distinctive and valuable natural features and wild areas will be spared from transportation development where possible.
- D. The City will expand upon existing transit options and will create a cost-effective, balanced, and coordinated transportation network by modifying existing alternatives and developing new modes of travel. In addition to assuring safe and effective auto circulation patterns within new developments the City will also provide pedestrian and bicycle paths that connect residential areas to municipal parks and recreational amenities.
- E. The City will update the circulation and transportation element of the Comprehensive Plan. This element includes a system of arterial and connector streets for the existing developed areas and future development areas of the community.
- F. Coordinate County transportation plans with the metropolitan area transportation planning process in the development of a regional system and the staging of improvements.

## POLICIES

- A. Within the platting process, the City will require that all arterial and collector major streets be constructed to the plat boundary so that a logical extension may be made as various parcel areas are developed.
  
- B. Within the platting and rezoning process, the City will require that development is consistent with arterial and collector street system contained in the circulation and transportation element of the Comprehensive Plan.

### **D. Two-Mile Limit Agreement Policy**

In accordance with State of Iowa statutory allowance, the City of Council Bluffs and Pottawattamie County have entered into a *Two-Mile Limit Area Agreement* that establishes policies for development of land within the two mile extraterritorial area. The current agreement will be revised as a result of new policy statements governing development.

The Two-Mile Limit Area Agreement will provide the tools needed to implement the policy statements described in Chapter 6.

## **COUNCIL BLUFFS TWO-MILE LIMIT STUDY EXECUTIVE SUMMARY**

### **PROCESS**

The City of Council Bluffs and Pottawattamie County initiated a joint study, funded in part by the Iowa Department of Economic Development (IDED), to examine land use and infrastructure needs extending no less than two miles out from the corporate boundary.

Snyder & Associates, Inc. was retained to identify existing conditions, develop growth and population projections, and develop policy statements. These policy statements relate to a land use development scenario, a utility expansion plan, and a transportation corridor plan for the Study Area. The Study Area encompasses Little Mosquito and Little Pony Creek drainage basins along with portions of the Missouri River, Indian Creek, and Mosquito Creek drainage basins.

A task force that included representatives from Pottawattamie County, the City of Council Bluffs, the metropolitan planning agency, Golden Hills Resource, Conservation and Development, Inc., fire departments, and other entities was formed to address land use and resource protection issues within the major drainage basins and along transportation corridors. The task force met on three occasions to discuss these issues: August 9, 2001, September 20, 2001, October 25, 2001 and April 9, 2002. Existing conditions, opportunities and constraints, growth management, rural development, subdivision design, emergency services and land uses were the focus of the discussions.

### ***FINDINGS***

This study identified where development of urban land uses is most likely to occur as well as areas where development should be discouraged because of flooding, steep slopes, and unique habitats. The study also identified areas for utility expansion and a network of arterial and collector street corridors.

Given the physical constraints that exist within the Council Bluffs environs, in addition to the man-made determinants, the primary urban growth direction will extend east and to a lesser extent, north from the present corporate boundary. The City will need to provide the required infrastructure and services to facilitate and accommodate probable development through the planning period 2000-2050. To accommodate anticipated demand, the City should direct development to those areas where urban services can most economically be provided.

Urban land uses are most likely within Urban Service Area I. Urban Service Area I extends one-half mile north of the corporate limits in the Missouri River, Indian Creek and Mosquito Creek drainage basins and east of the present corporate limits in the Little Pony Creek drainage basin. Urban Service Area II will accommodate development along Highways 183 and 191, east of the corporate limits in the Little Mosquito Creek drainage basin, and along the southern portion of the Little Pony Creek basin beyond the 50-year planning period. The importance of retaining as much agricultural land as possible supports the recommendation to encourage development within Urban Service Area I.

## APPENDIX A: TRAFFIC ANALYSIS ZONES

Traffic Analysis Zones (also known as Transportation Analysis Zones) were obtained from the Metropolitan Area Planning Agency (MAPA). MAPA developed demographic data at the traffic analysis zone level based primarily on the 1990 Census of the Population and the Census Transportation Planning Package (CTPP). MAPA defined the zones according to development density, homogeneity of land use, and access to the major street network. In addition, these zones were defined by the center of trip generation, and not by the geographic center of the zone. The exhibit on the following page depicts the boundaries of the zones as defined by MAPA. The tables on pages 3-7 show the socioeconomic data forecasted through the year 2060 for each of the zones.

Field descriptions for the socioeconomic data sets on pages 3-7 are as follows:

FZ	forecast zone (traffic analysis zone)
SFHU00-60	single family housing unit (2000-2060)
MFHU00-60	multi-family housing unit (2000-2060)
HU00-60	total housing units (2000-2060)
SFHH00-60	single family household (2000-2060)
MFHH00-60	multi-family household (2000-2060)
HH00-60	total households (2000-2060)
INC00-60	income (2000-2060)
SFPOP00-60	single family population (2000-2060)
MFPOP00-60	multi-family population (2000-2060)
HHPOP00-60	total household population (2000-2060)
EMP00-60	employment (2000-2060)
RET00-60	retail (2000-2060)
NONRET00-60	non-retail (2000-2060)

Snyder & Associates, Inc. further subdivided the traffic analysis zones in the Study Area according to drainage basin boundaries for carrying capacity analysis. The map on page A-8 depicts the subdivided zones. The tables on pages 9 and 10 show the carrying capacity, with and without sanitary sewer, of each evaluation area by the subdivided Traffic Analysis Zones.

TAZ Map (original zones)

## Housing Units

Households

Income

## Population

## Employment

TAZ Zones (S&A defined zones)

## Carrying Capacity by Zone w/ Sanitary Sewer

Carrying capacity by Zone w/o Sanitary Sewer

## APPENDIX B: CITY OF COUNCIL BLUFFS LAND USE

The table below illustrates the acreage per 100 people typically seen for various land uses. A comparison of Council Bluffs' land use/population ratios to the "planning standard" shown below indicates that Council Bluffs roughly parallels the typical representation of uses from around the country. Generally, Council Bluffs has a greater percentage of *Residential* uses, *Industrial* uses, and *Parks/Recreational* use, and a lesser amount of *Administrative/Professional* uses in the City.

**COUNCIL BLUFFS LAND USE, 1993**

Land Use Type	Acreage Percent	100 People	Acres per Standard	Planning
Residential	7,188	29.2	13.3	10.0
Single family	6,555	26.2	12.1	7.5
Mobile Home	150	0.7	0.3	0.5
Multi-Family	483	1.9	0.9	2.0
General Commercial	1,080	4.3	2.0	2.0
Regional Commercial	194	0.8	0.35	N/A
Admin. /Professional	52	0.2	0.1	0.4
Industrial	2,763	11.2	5.1	2.3
Parks/Recreational	1,733	7.0	3.2	2.0
Public/Semi-Public	736	3.0	1.3	0.8
Vacant/Agricultural	10,852	44.3	20.0	N/A
Total Area	24,598	100.0	45.5	-- --

Source: Hanna:Keelan Associates, P.C., 1994

The distribution of developed land areas in Council Bluffs fits the geography and road network in the community. The primary general commercial areas in Council Bluffs are West Broadway, North 16<sup>th</sup> Street, South 24<sup>th</sup> Street, Highway 6, and downtown. As expected, residential development has occurred around and adjacent these areas. The Lake Manawa commercial area services much of the residential area south of I-80. The two primary regional commercial centers, Mall of the Bluffs and Lake Manawa Centre, are appropriately located to attract local, regional, and I-80/I-29 patrons.

The primary *park and recreation* area in Council Bluffs is Lake Manawa and its environs. Big Lake, Fairmount, Lewis and Clark, Roberts Park, Harvey's Recreation Complex, Dodge Park Golf Course, and Riverside Parks are the other large park and recreational areas serving the citizens of Council Bluffs. Twenty-five additional neighborhood parks and golf course areas also exist within the community.

The *administrative/professional* land uses in Council Bluffs represent a minor land use classification. The three areas of this use include “pockets” of professional offices east and west of the central business district and adjacent to the hospital area along Highway 6.

*Public/Semi-Public* land uses include the local public and parochial schools, cemeteries, and governmental and utility operations.

## APPENDIX C: POTTAWATTAMIE COUNTY LAND USE

The following paragraphs are part of Section VI: Urban Area Development Patterns of the *Council Bluffs Metropolitan Area Planning Commission Land Use Plan – Volume II*, dated March 1, 1969, and approved by the Board of Supervisors of Pottawattamie County, Iowa on May 11, 1981.

The following tabulations represent the relative areas devoted to each of the various existing land use categories in the Council Bluffs Urban Study Area:

### COUNCIL BLUFFS URBAN STUDY AREA LAND USE, 1981

Land Use	Acres	% of Urban Area
Residential	13,806.5	38.7
Commercial	1,226.2	3.4
Industrial	1,776.5	5.1
Parks and Open Space	754.7	2.1
Schools	138.5	0.4
Other Public and Semi-Public	849.8	2.4
Agriculture and/or Vacant	14,116.0	39.6
Streets	2,971.1	8.3
<b>Total Area</b>	<b>35,682.4</b>	<b>100.0</b>

It should be noted that agricultural and vacant land uses have been combined because of their relative similarity for potential future urban development. In addition, area of actual agricultural land use below a minimum acreage were coded vacant by the existing land use survey, and in some instances, it is rather difficult to distinguish whether an area is actually vacant or agricultural. Therefore, to more realistically present these agriculturally and vacant mixed uses, they were combined on the generalized existing land use map and the preceding tabulation.

Residential land use is the next most predominant use in the Urban Study Area totaling more than 13,800 acres. The major portion of the residential land use is presently well contained within the existing corporate limits. Two major thoroughfare combinations provide the axis around which most of the intensive residential development in the Urban Study Area is concentrated. These thoroughfares are West and North Broadway (the east-west axis) and the Highway 192-375-275 combination providing the southern leg.

The industrial areas of Council Bluffs are oriented primarily in relation to the existing railroad facilities. More than 1,226 acres of commercial development are also concentrated primarily along the previously mentioned West and North Broadway Avenue axis.

There are more than 1,740 acres of publicly oriented land use in the Council Bluffs Urban Study Area including parks and open space (754.7 acres), schools (138.5 acres) and other public and semi-public land use (849.8 acres). These facilities are scattered throughout the area but are generally surrounded by large areas of vacant agricultural land use. Another major use in the Urban Study Area is the more than 2,971 acres of land devoted to streets and thoroughfares. These various land uses combine to form an Urban Study Area of more than 35,000 acres.