



City Council
Study Session
September 28, 2020

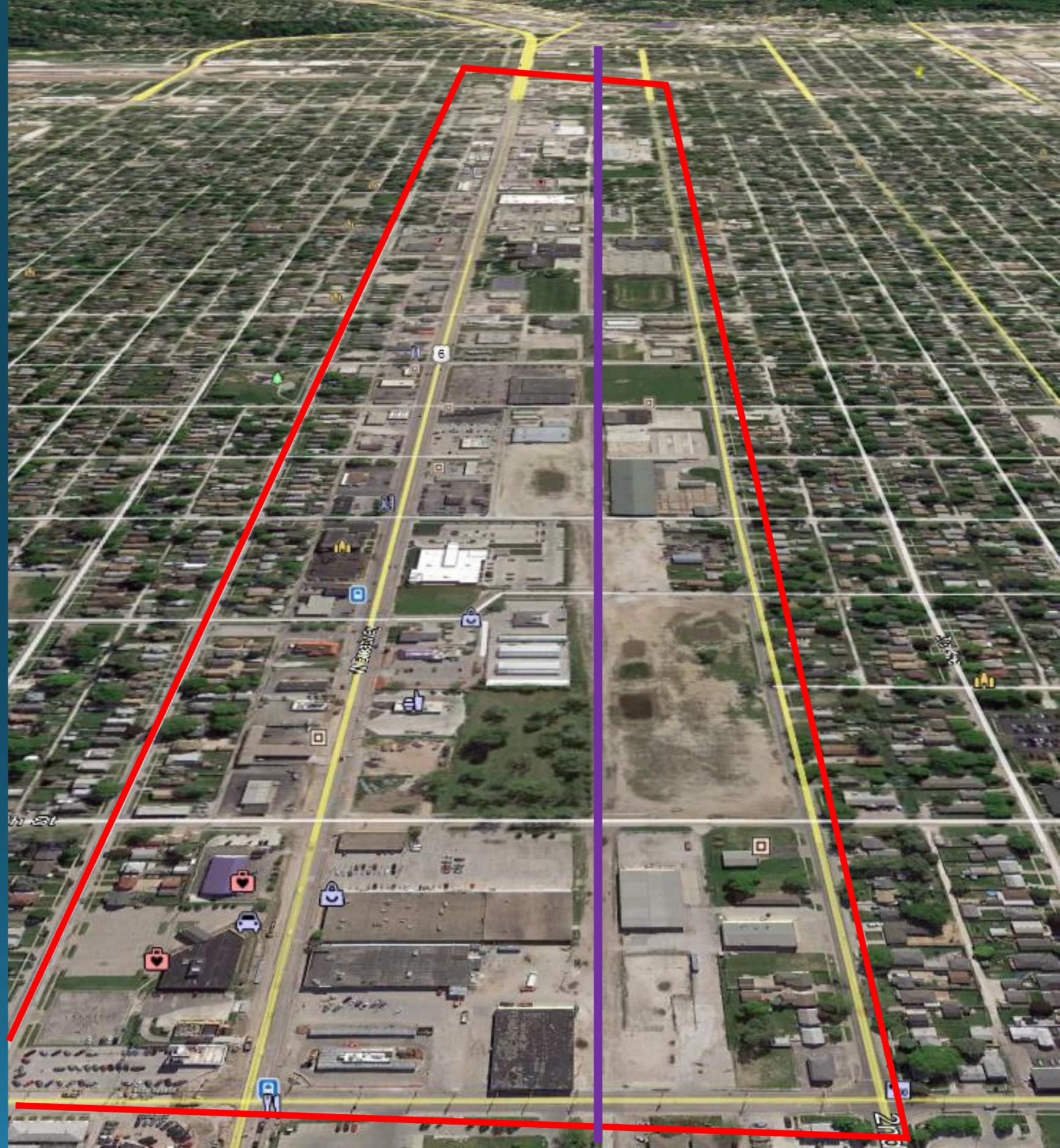
Our Mission:

*To continuously improve
the quality of life and
attractiveness of the City
of Council Bluffs.*



1st Avenue

- Former railroad; tracks removed
- 1 block south of W. Broadway
- 66' wide
- 1.8 miles from 16th to 35th
- City-owned ROW



North/South Crossings of 1st Avenue

- A flat and highly-accessible corridor for the whole West End
- Conducive to walking, biking, and micro-mobility options





Furthering
Interconnections,
Revitalization,
Streetscapes,
Transportation, and
Aesthetics for a
Vibrant
Economy





FIRST AVE Advisory Committee

City Staff

Matt Cox, Public Works Department
Brandon Garrett, Community Development Department
Christopher Gibbons, Community Development Department
Courtney Harter, Community Development Department
Justin James, Fire Department
Ashley Kruse, Communications Officer
Matt Mardesen, Mayor's Chief of Staff
Vincent Martorello, Parks and Recreation Department
Matt Walsh, Mayor
Haley Weber, Community Development Department

Coordinating Omaha Partners

Court Barber, MAPA
Scott Dobbe, Omaha by Design
Mike Helgerson, MAPA
Steve Jensen, consultant
Derek Miller, City of Omaha Planning Department
Stephen Osberg, Omaha Chamber

Advisory Committee

Kristen Blum, CHI
Ramon Calzada, Centro Latino
Donna Dostal, Pottawattamie County Community Foundation
Benny Foltz, Heartland Bike Share
Dania Freudenburg, Thomas Jefferson High School
Sheryl Garst, 712 Initiative
Tim Hamilton, Council Bluffs Community School District
Melissa Head, City Council
Matthew Henkes, Iowa West Foundation
Jason James, Heartland Properties
Drew Kamp, Council Bluffs Chamber of Commerce
Fiona Kennedy, Heartland Bike Share
K.C. Knudson, Knudson Development
Donald Mandel, CHI
Delaney Nelson, White Lotus
Lindsey Flanigan, HyVee W. Broadway
Drew Rowe, NP Dodge and Mode Shift Council Bluffs
Mitch Streit, HyVee
Pete Tulipana, Iowa West Foundation
Dan Van Houten, City Planning Commission
Dean Wilson, Council Bluffs Community School District





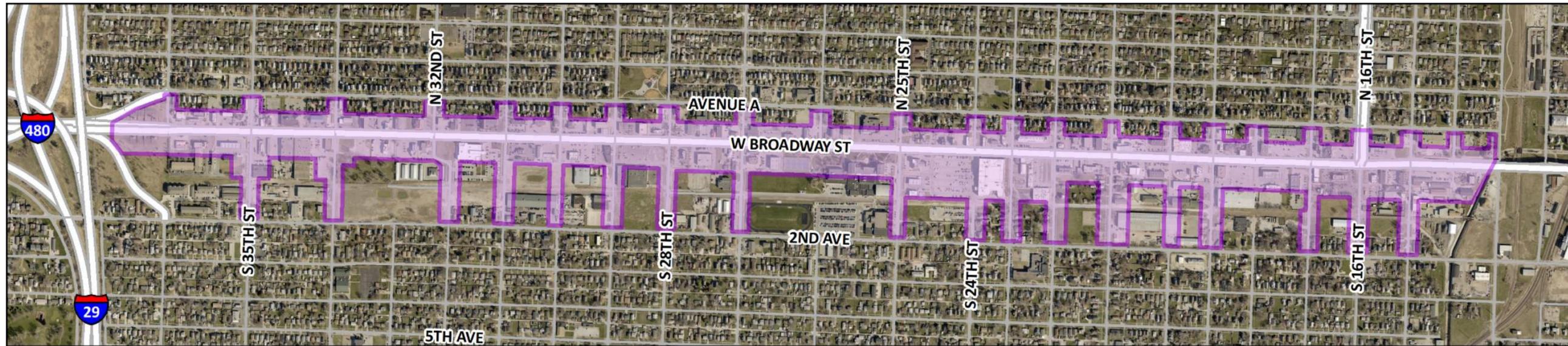
CDO BACKGROUND

An architectural rendering of a vibrant, walkable urban street scene. The scene is set during the day with soft lighting. On the left, a multi-story building with balconies and large windows is visible. The street is lined with lush green trees and manicured bushes. In the foreground, a woman is walking a dog on a leash, followed by a woman pushing a stroller. Further down the sidewalk, a woman is walking a child. In the center of the street, a man is riding a bicycle with a basket, followed by a woman on a bicycle. On the right side of the street, a woman is walking, and a car is parked. The overall atmosphere is one of a safe, active, and community-oriented neighborhood.

HISTORY: HIGHWAY CORRIDOR



WHAT & WHERE IS THE CDO?



- Established in 2002 in partnership with the Iowa West Foundation and Chamber to beautify and unify the appearance of West Broadway
- CDO applies to all properties with frontage on West Broadway and intersecting north/south streets from I-29/I-480 to Indian Creek and then from Avenue 'A' to 2nd Avenue
- Adopted zoning standards to address: architecture, curb cuts, landscaping, lighting, pedestrian access, screening, and signage within the corridor

GOOD



...COULD WE DO BETTER?

NEW CONSTRUCTION



RETROFITTING EXISTING SITES



before



after

WEST BROADWAY CORRIDOR PLAN (2015)



Acquisition of Grain Elevators (2012) resulted in:

- **Removal of 1st Avenue railroad tracks**
- **Allows holistic approach to Plan and redevelop a 3 block wide corridor 2 miles in length**
- **Combined with other industrial relocations the City owns 22 acres of land**
- **Jurisdictional transfer of West Broadway**

WEST BROADWAY CORRIDOR PLAN ZONING RECOMMENDATIONS

- **Create incentives for higher densities and parking reductions due to multi-modal transportation options in the Corridor**
- **Allow for mixed-use development throughout the Corridor**
- **Rezone industrial properties to allow compatible commercial and mixed-uses**
- **Provide form-based design standards for street frontages**
- **Manage parking types and locations to the sides and rear of buildings**
- **Consolidate access points and limit service to alleys and rear lanes**

WHY UPDATE CDO?

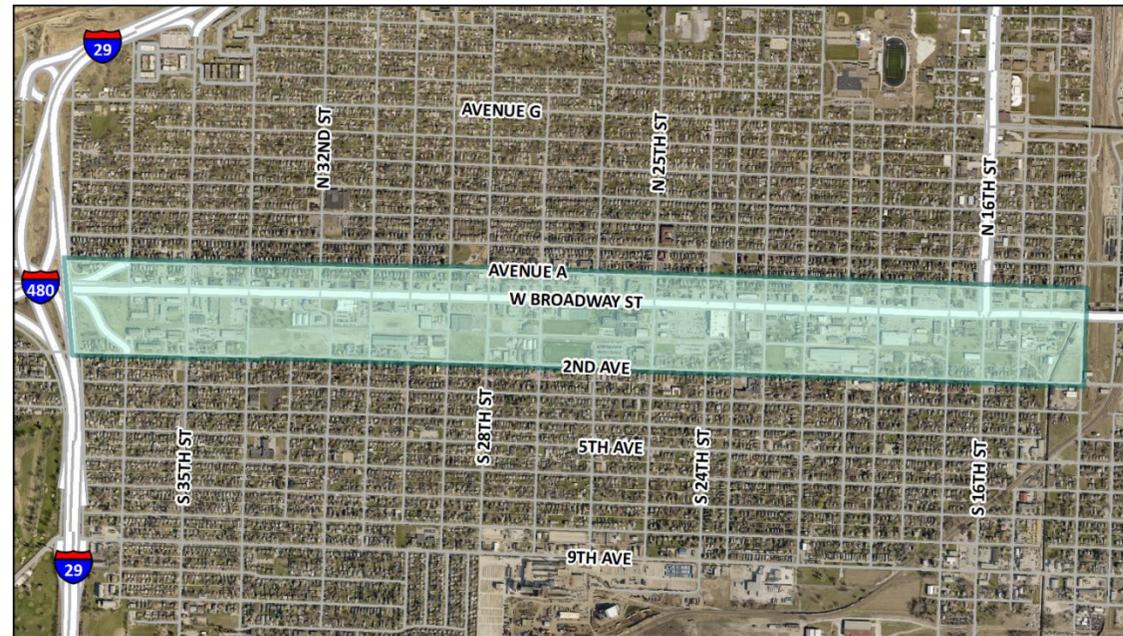
IMPLEMENT VISION AND RECOMMENDATIONS



PROMOTE AND PROTECT NEW INVESTMENT



ESTABLISH UNIFIED BOUNDARY



ENCOURAGE QUALITY DESIGN





CDO ZONING MAP CHANGES

STREAMLINED BOUNDARY

EXISTING:

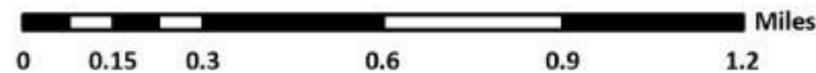


PROPOSED:





Industrial Properties in West Broadway Corridor Design Overlay



Re-Zoning Effort



- I-1 to C-2
 - Would create some legal non-conforming uses
 - Transition to commercial/mixed-use/residential over time with redevelopment



Re-Zoning Effort



PROPOSED CHANGES

REZONE INDUSTRIAL PROPERTIES



(Continued)

Land Uses in the C-2 and I-1 Zoning Districts			
Use	C-2	I-1	CDO
Adult Entertainment	C*		X
Agricultural Sales and Service		P	
Auction (Indoor)		P	
Auction (Outdoor)		P	
Automobile Repair (Major)	C	P	X
Automobile Repair (Minor)	P	P	
Automobile Sales and Rental	C*	P	X
Automobile Service Establishment	P	P	
Building Material, Retail Sales Only	P		X
Building Material, Sale and Storage		P	
Business Professional Office	P	P	
Business Service Establishment	P	P	
Club or Lodge	P		
Commercial Recreation (Indoor)	P		
Commercial Recreation (Outdoor)	P		
Commercial Storage	C	P	X
Consumer Fireworks Sale	P*	P*	
Consumer Service Establishment	P	P	
Contractor Shop	P	P	X
Communications Tower	C		
Cultural Service	P		
Correctional Placement Residences		C	
Day Care Services	C	C	
Detention Facility		C	
Equipment Repair		C	
Equipment Sales or Rental		P	
Financial Service	P	P	

(Continued on next page)

Key

P - Permitted Use

C - Conditional Use (requires approval by Zoning Board of Adjustment)

X - Prohibited Use

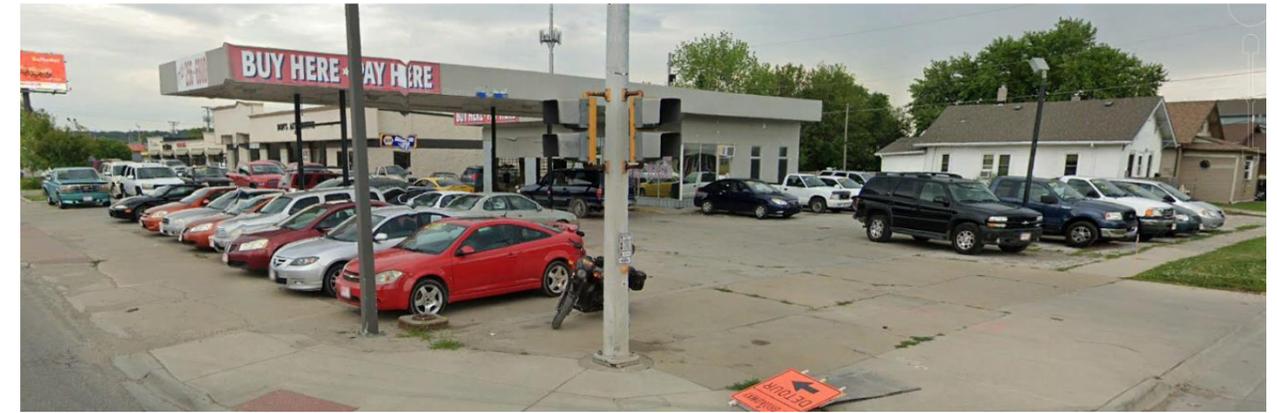
* - For additional regulations, see Chapters 15.15 (C-2 District) and 15.20 (I-2 District)

Land Uses in the C-2 and I-1 Zoning Districts			
Use	C-2	I-1	CDO
Funeral Service	P		
General Government Use	P	P	
Government Maintenance Facility		P	
Greenhouse (Commercial)		P	
Hotel/Motel	P	P	
Kennel, Commercial	P	P	
Local Utility Services	P	P	
Manufacturing (Light)	C	P	X
Park and Recreation Services	P		
Parking Lot - Private	P	P	
Parking Lot - Public	P	P	
Pawn Shops	P		
Printing, Binding, and Mail Operation (50,000 square feet or less)	P		
Public Safety Services	P	P	
Religious Assembly	P		
Restaurant	P		
Restaurant (Drive-In/Fast Food)	P		
Retail Shopping Establishment	P	P	
School	P		
Secondhand Store	P		
Small Alcohol Production Facility	P*	P*	
Tattoo Parlor	P		
Tavern	P*	P*	
Truck Service Establishment		C	
Truck Terminal		C	
Veterinary Service	P		
Warehousing and Distribution, Limited	P*	P	X

WEST BROADWAY CDO

PROPOSED PROHIBITED USES

- Uses permitted, conditional, or accessory shall be same as underlying zone
- Prohibited Uses
 - Adult Entertainment
 - Automotive repair (major only)
 - Automotive sales and rental
 - Building material, retail sales only
 - Cemeteries
 - Commercial storage
 - Contractor shop
 - Juvenile detention facility
 - Industrial and manufacturing
 - Warehousing and distribution



WHAT DOES THE REZONING MEAN FOR NONCONFORMING PROPERTIES?

Uses that exist today that are not allowed once the CDO updates and proposed rezoning (I-1 to C-2) become effective may continue to operate as legal nonconforming uses under the following conditions:

- The use may not enlarge or expand
- If the use ceases for a continuous period of more than six months, any subsequent use shall comply with C-2 Standards
- If the structure containing a nonconforming use is damaged to an extent of 50% or less of the replacement cost—the use may continue if the repair is within six months

Impact of Proposed Rezoning and Update to the West Broadway CDO

Owner	Address	Business/Establishment	Current Land Use	Current Land Use Conformity Status	Land Use Conformity Status if Requests are Approved
Chicago Central & Pacific Railroad Company			Vacant/Undeveloped		
Chicago Northwestern Railroad			Vacant/Undeveloped		
Timothy P. and Anna M. Varn	1426 2 nd Avenue	Montang Body Shop	Automobile Repair, Major	Conforming	Legal Nonconforming
Lawanya Morgal	1422 2 nd Avenue		Dwelling, Single-Family Detached	Legal Nonconforming	Legal Nonconforming
GMB Investments LLC	108 S 15 th Street		Dwelling, Single-Family Detached	Legal Nonconforming	Legal Nonconforming
Southside Auto Supply Inc.			Vacant/Undeveloped		
TK3 Enterprises LLC	20 S 15 th Street	Creative Auto Solutions/Smart Start Ignition Interlock	Automobile Service Establishment/Automobile Repair, Minor	Conforming	Conforming
Value Foods LLC	16 S 15 th Street	Red Wheel Fundraising	Manufacturing, Light	Conforming	Legal Nonconforming
Valley View-Broadway Stores	1801 W Broadway	Retail Rebel	Retail Shopping Establishment	Conforming	Conforming
McIntosh Properties LLC	110 S 18 th Street	Iowa Rigger's Loft/Chad & Tracey Construction LLC	Equipment Repair/Contractor Yard	Lawful Conditional Use/Legal Nonconforming	Legal Nonconforming
Michael S. May	1824 2 nd Avenue	Council Bluffs Work Staffing	Business Service Establishment	Conforming	Conforming
John R. and Brenda L. Way	16 S 19 th Street	J & B's Lounge	Tavern	Conforming	Conforming
Pamela M. Bogardus	20 S 19 th Street	Bogardus Plumbing Co.	Contractor Shop	Conforming	Legal Nonconforming
David L. and Karen J. Wilson	15 S 20 th Street	Jeff's Body Shop/American Auto Care, Inc.	Automobile Repair, Major	Conforming	Legal Nonconforming
S H S Properties	2030 2 nd Avenue	Katelman Steel Fabrication Inc.	Manufacturing, General	Legal Nonconforming	Legal Nonconforming
John M. and Beverly A. Roth	29 S 21 st Street		Commercial Storage/Contractor Shop/Communication Tower ^{TO}	Conforming	Legal Nonconforming/Legal Nonconforming/Conforming
Dennis E. and Diane M. Garrison	21 S 21 st Street		Dwelling, Single-Family Detached	Legal Nonconforming	Legal Nonconforming
Verizon Wireless LLC	2731 1 st Avenue		Communication Tower ^{TO}	Conforming	Conforming
Kathy S. Scott	2735 1 st Avenue		Communication Tower ^{CUP} /Storage Yard	Lawful Conditional Use/Legal Nonconforming	Lawful Conditional Use/Legal Nonconforming
Curtis E. Slama			Vacant/Undeveloped		
Michael L. Scott	2714 2 nd Avenue	Affordable Storage	Commercial Storage ^{CUP}	Lawful Conditional Use	Lawful Conditional Use
Richard Rosas	119 S 28 th Street	M & R Welding	Manufacturing, General	Legal Nonconforming	Legal Nonconforming

^{TO} Existing communication tower approved through the City's former Tower Overlay ordinance

^{CUP} A conditional use permit was granted by the Zoning Board of Adjustment for the current use

Katelman Steel Fabrication, Inc. (2030 2nd Avenue) (Manufacturing, General)



EXAMPLE SCENARIO #1 – CEASE TO OPERATE

- Ceases to operate for period more than six months – ‘manufacturing, general’ use cannot be reestablished
 - Only uses listed as ‘principal’ or ‘conditional’ in C-2 District **AND** not expressly prohibited in West Broadway CDO allowed

EXAMPLE SCENARIO #2 – SELL PROPERTY

- Owner sells property, successor allowed to use for ‘manufacturing, general’ as long as new establishment begins operating within six months of Katelman Steel Fabrication, Inc. closing

NONCONFORMING
USES

EXAMPLE
SCENARIOS

An architectural rendering of a vibrant, pedestrian-friendly city street. The scene is filled with people: a woman walking a dog, a family with a child, and several cyclists. The street is lined with multi-story buildings, lush green trees, and well-maintained sidewalks. The overall atmosphere is one of a modern, walkable urban environment. Two horizontal yellow bars are positioned above and below the main text.

CDO DESIGN STANDARDS

PROPOSED CHANGES TO WEST BROADWAY CDO CHAPTER

Current Chapter 15.32 – CDO/Corridor Design Overlay

- 15.32.010 Statement of Intent
- 15.32.020 Establishment of A Corridor Design Overlay
- 15.32.030 Overlay Boundaries
- 15.32.040 Curb Cuts
- 15.32.050 Pedestrian Facilities
- 15.32.060 Planting
- 15.32.070 Screening and Buffering
- 15.32.080 Signs
- 15.32.090 Architecture
- 15.32.100 Lighting

Proposed Chapter 15.32A – West Broadway CDO/Corridor Design Overlay

- 15.32A.010 Statement of Intent
- 15.32A.020 West Broadway Corridor Design Overlay Boundary
- 15.32A.030 Definitions**
- 15.32A.040 Applicability
- 15.32A.050 Permitted, Conditional and Accessory Uses**
- 15.32A.060 Prohibited Land Uses**
- 15.32A.070 Build-to-Zone**
- 15.32A.080 Architecture
- 15.32A.090 Landscaping and Streetscapes
- 15.32A.100 Pedestrian and Vehicular Access
- 15.32A.110 Outdoor Lighting
- 15.32A.120 Screening and Buffering
- 15.32A.130 Fences and Walls**
- 15.32A.140 Signs
- 15.32A.150 Adoption of a Development Plan**

APPLICABILITY

Existing Ordinance

- New construction of commercial, industrial, and multi-family
- Substantial rehabilitation equal to 50% of assessed value of structure(s)
- Re-occupancy of 50% of any structure vacant for 6 months
- New signage (only in conformance with CDO chapter)
- Exterior modifications equal to 50% of structure's total street facade

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- New signage (only in conformance with CDO chapter)
- Exterior modifications equal to 50% of structure's total street facade

Proposed Ordinance

- New construction (commercial, mixed use, multi-family) comply with all standards
- Modifications
 - 50% or more of total assessed value of *structure* = entire structure compliance ONLY
 - 50% or more of total assessed value of *property* = entire site compliance (structure + site)
- Screening of new drive-through lanes
- Exceptions
 - Existing or expanding one and two family uses
 - Minor, equivalent deviations may be granted by Community Development Director

Godfather's 3020 W Broadway – Remodel Scenario

Total Assessed Value (Land + Building) (2020) - \$589,100 *(\$294,550 – 50 Percent Threshold)*

Total Assessed Building Value (2020) - \$196,700 *(\$98,350 – 50 Percent Threshold)*



EXAMPLE
SCENARIO

PROPOSED
APPLICABILITY

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Total Assessed Value (Land + Building) (2020) - \$589,100 *(\$294,550 – 50 Percent Threshold)*
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**EXAMPLE
SCENARIO**

**PROPOSED
APPLICABILITY**

Applicable Standards	Under \$98,350 Remodel		\$98,350-\$294,549 Remodel		\$294,550+ Remodel		Entire Site Redevelopment		
	Current Ordinance	Proposed Ordinance	Current Ordinance	Proposed Ordinance	Current Ordinance	Proposed Ordinance	Current Ordinance	Proposed Ordinance	
Curb Cuts	<i>Under 50% of assessed value of structure</i>	<i>Under 50% of assessed value of structure</i>	X		X	X	X	X	
Pedestrian Facilities			X		X	X	X	X	
Planting			X		X	X	X	X	
Screening and Buffering			X		X	X	X	X	
Signs			X		X	X	X	X	
Architecture			<i>No standards apply</i>	<i>No standards apply</i>	X	X	X	X	X
Lighting					X		X	X	X
Build-to-Zone									X
Fences and Walls						X	X		

STREET HIERARCHY

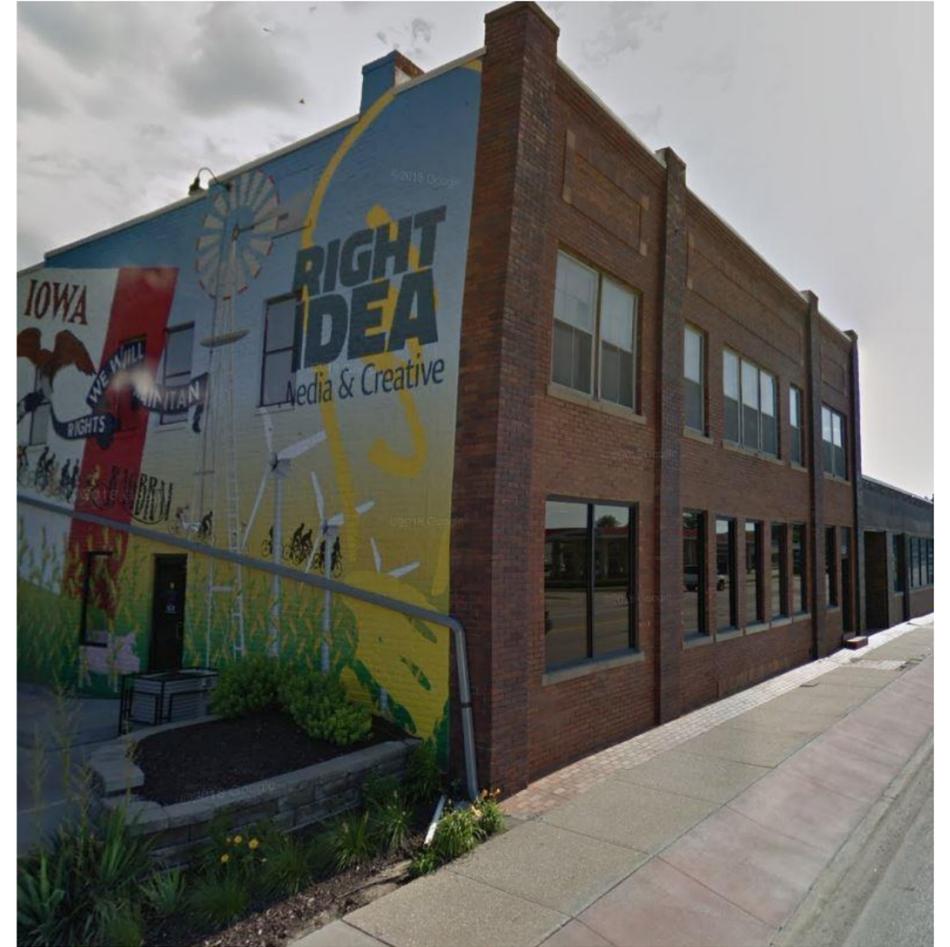
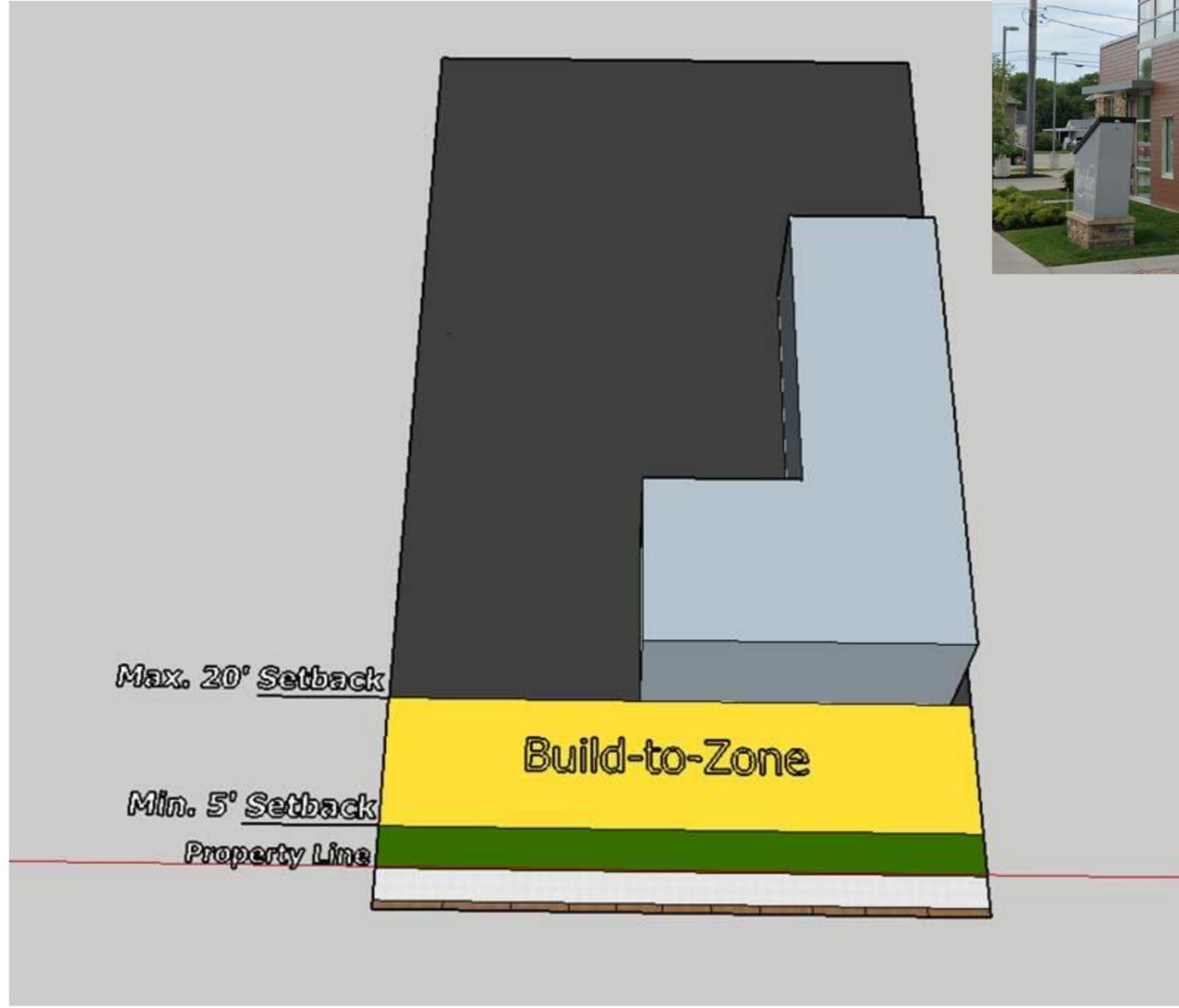


WEST BROADWAY 

MAJOR STREET 

MINOR STREET *All other streets*

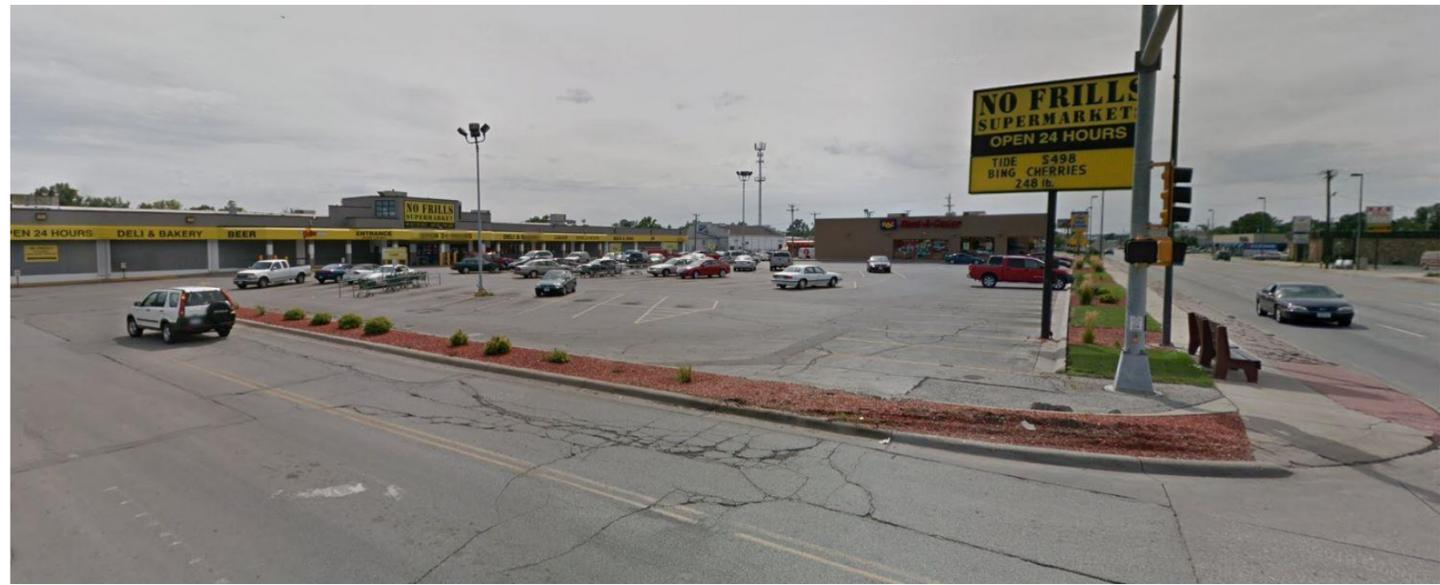
BUILD-TO-ZONE



**NO DESIGN
STANDARDS:**

**ONLY
ARCHITECTURAL
STANDARDS:**

**ARCHITECTURAL
STANDARDS +
BUILD-TO-ZONE:**



ARCHITECTURE

1 Building Materials (Enhanced)

- Durable v. Complementary
- Street Hierarchy
- Flexibility via Director Approval



2 Articulation

- Architectural Details
- Base
- No Blank Walls



3 Transparency

- Between 2' and 10' above grade
- Street Hierarchy



LANDSCAPING AND STREETSAPES

- 1 Frontage Landscaping
 - Reduced Area, 10 ft. → 5 ft.
 - Foundation Plantings
 - Tree and Shrub Plantings



- 2 Parking Lot Landscaping



- 3 Streetscapes
 - On-street Parking
 - Street Tree Plantings



PEDESTRIAN AND VEHICULAR ACCESS

1

Curb Cuts

- No curb cut on Broadway = allowed 2 curb cuts on intersecting street

2

Pedestrian Access

3

Drive-through Lanes

- Located to Side and Rear
- Screened if in Front of Buildings
- W Broadway Corner Lots—Ingress Taken off Adjacent Major/Minor Street

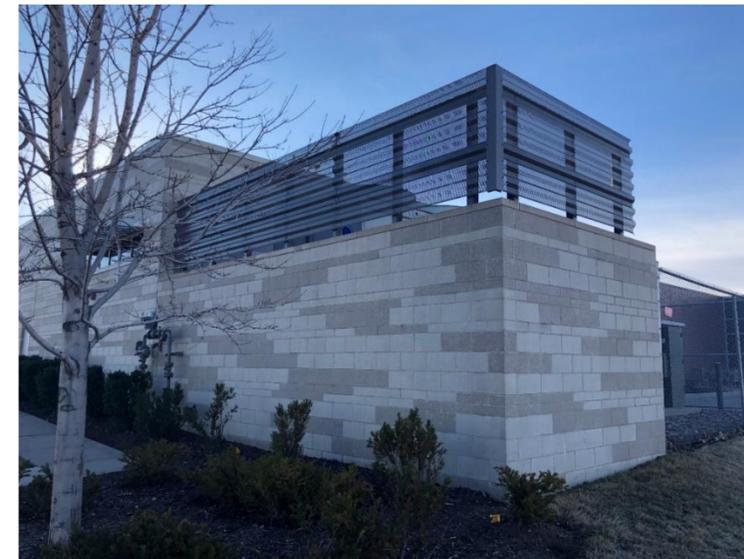


SCREENING AND BUFFERING

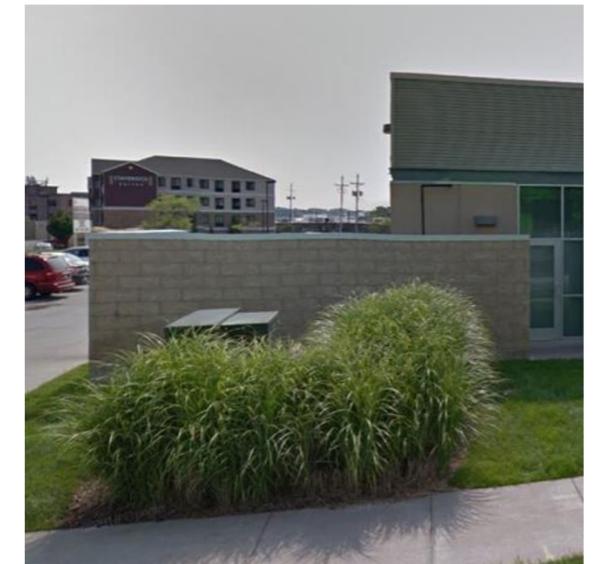
1 Roof-Mounted Equipment



2 Service/Loading and Unloading Areas



3 Ground and Wall Mounted Equipment



FLEXIBILITY

- This proposal changes the threshold on when standards will be applied



FLEXIBILITY

Community Development Director may approve:

- **Minor, equivalent deviations from standards**
- **Use of alternate building materials**
- **Use of alternate fencing or wall material**



FLEXIBILITY

- Standards not intended to prohibit creative design and development solutions that might generate a better quality development
- Certain departures from mandatory standards allowed via adoption of a development plan
 - Proposal must demonstrate departure meets intent, objectives and design principles of the design standards
 - Planning Commission \Rightarrow City Council



Timeline/Vetting Process

- January 20, 2020: Evaluation and Research Started
- April 22, 2020: FIRST AVE Advisory Committee preliminary presentation
- May 12, 2020: Planning Commission preliminary presentation
- July 21, 2020: Mayor and Chief of Staff proposal presentation
- July 28, 2020: FIRST AVE Advisory Committee proposal presentation
- August 11, 2020: Planning Commission given draft proposed changes one month in advance
- August 17, 2020: c. 1,200 notification letters sent to property owners (earliest allowable date by law)
 - 12 phone calls from property owners
 - 2 emails from property owners
- August 19, 2020: City Council was notified of the proposal letters
- August 27, 2020: c.30 people at Open House for property owners
- September 8, 2020: 8 owners at Planning Commission (10-0 vote)







FIRSTAVECB.com



FIRST AVE
council bluffs





Please contact me if you would like more information:

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