SPECIAL PLANNING BOARD MEETING
Monday, February 24, 2014 - 7:00 P.M.
City Hall - 950 Locust St., Carter Lake, Iowa

Roll Call

1. Review proposed Comprehensive Plan Update

Adjourn

02/21/14
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Carter Lake Plan Update

The Comprehensive Development Plan for Carter Lake, Iowa

Prepared with the City of Carter Lake

By

RDG Planning in Design (2006)

Updated by MAPA (2013)

Table of Contents

Section One-Introduction……. page 2
Section Two- Carter Lake Community Profile…… page 13
History…… page 14
Environmental Features…… page 14
Population…….. page 19
Land Use…… page 27
Section Three- Carter Lake Infrastructure……. page 49
Transportation……. page 50
Housing……. page 60
Facilities and Utilities…….. page 87
Parks and Open Space…….. page 96
Section Four-Implementing the Plan…… page 106
Time Table for Implementation……. page 107
Development Policies and Actions…… page 107
Plan Maintenance…… page 107
Section Five-Carter Lake Smart Planning…… page 120

Maps

Figure 2.1: Carter Lake Soils Map……. page 18
Figure 2.2: Council Bluffs Community School District Map…… page 21
Figure 2.3: Existing Land Use Map…….. page 47
Figure 2.4: Carter Lake Development Concept Map…… page 48
Figure 3.1: Street Paving Map……. page 60
Figure 3.2: Street Conditions Map…….. page 61
Figure 3.3 Sidewalk Conditions Map……. page 63
Figure 3.4 Housing Conditions Map…… page 79

SECTION I: INTRODUCTION

The Comprehensive Plan for Carter Lake

Carter Lake is unique among Iowa's cities, a lake front community surrounded by a metropolitan area. This status as an island in a metropolitan area creates a rare and unusual opportunity for the city.

The Carter Lake Plan is designed to provide a comprehensive vision of the city's future. It is a future that is based on taking community actions that will improve the lives of the city's residents and make the city uniquely attractive for continued investment.

Carter Lake finds itself in a situation unlike that of any other community in the state. The city is surrounded by water on three sides and grew as a resort community. A resort community atmosphere is not unique to Iowa but what makes Carter Lake unique is its access to a metropolitan area of over 500,000 residents. Carter Lake residents enjoy the atmosphere of a small community in the middle of a metropolitan region.

In July of 1877, the Missouri River meandered around the west edge of Carter Lake creating an oxbow around the city. Then in the late 1800's, the Missouri River naturally altered its direction to align directly south, thus abandoning the oxbow and leaving it as an isolated lake. This altered river path distributed enough sediment to separate Carter Lake by 1,300 acres from the State of Iowa.

Gradually, Omaha's dynamic growth extended to Carter Lake. Since its founding in 1930, the city's population has grown to over 3,200. In addition, recent growth in northeast Omaha has created exciting new opportunities for Carter Lake.

Carter Lake's distinctiveness is one of the city's most important resources. Carter Lake is conveniently located in the center of the area, convenient to major traffic ways, commercial and cultural resources, and the other advantages of the Omaha region. Yet, it has maintained its independence.

THE COMPREHENSIVE PLAN FOR CARTER LAKE

The comprehensive development plan for Carter Lake has two fundamental purposes. The first provides an essential legal basis for land use regulation such as zoning and subdivision control.

Second, a modern comprehensive plan presents a unified and compelling vision for a community, derived from the aspirations of its citizens; and establishes the specific actions necessary to fulfill that vision.

• The Legal Role

Communities prepare and adopt comprehensive plans for legal purposes. Section 414 of the Code of Iowa enables cities to adopt zoning and subdivision ordinances to promote the "health, safety, morals, or general welfare of the community". Land use regulations such as zoning ordinances recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality and its extra-territorial jurisdiction.

However, in Iowa as in most other states, cities may not adopt land use ordinances without first adopting a comprehensive development plan. This requirement derives from the premise that land use decisions should not be arbitrary, but should follow an accepted and reasonable concept of how the city should grow. The Carter Lake Plan provides the ongoing legal basis for the city's authority to regulate land use and development.

• The Community Building Role

A comprehensive development plan has an even more significant role in the growth of a community. The plan establishes a vision of Carter Lake's future, based on the participation of residents in the planning of their community. This vision is particularly crucial at this time in the community's history, as development in the region flourishes the community will be challenged to maintain its community character while capitalizing on the growth occurring around it. Beyond defining a vision the plan presents a unified action program that will implement the city's goals. The plan is designed as a working document – a document that both defines the future and provides a working program for realizing the city's great potential.

• The Planning Process

The Carter Lake Plan is the result of a planning process that involved citizens of the city to define its future. A planning Advisory Committee, representing a wide variety of interests in the community, coordinated this process in 2006. The first part of the process involved a three-part strategic planning program, designed to assess the city's current position; establish visions and goals for Carter Lake's twenty-year future; and consider an action program necessary to achieve that vision. Members of the community were invited to participate in the strategic planning process through a series of community workshops. For the 2013 Carter Lake Comprehensive Plan Update, questionnaires were answered by citizens of Carter Lake that defined areas of improvement in the city. In November of 2013 a joint session of the Planning Commission and City Council prioritized these projects based on the questionnaire response from citizens.

COMMUNITY ASSESSMENT

Identification of Community Strengths and Weaknesses

Participants in the planning process rated important community services and facilities using a one-to-five scale. Services with an aggregate score of 3.0 or above are viewed favorably; those with scores below 2.5 represent areas requiring additional attention. Chart 1.1 identifies those key areas for Carter Lake.

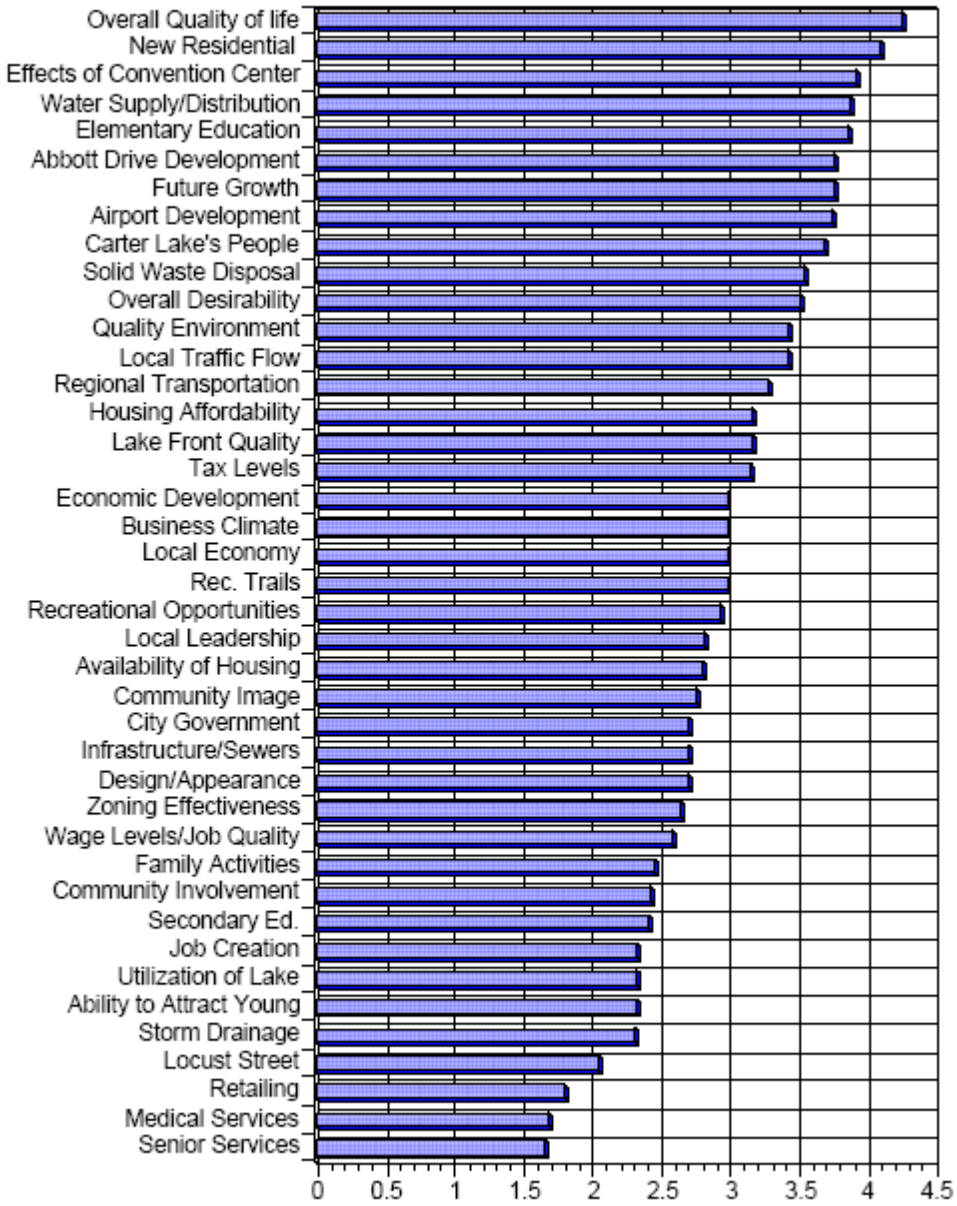
In addressing these vital issues, participants in the planning process identified the following as key community strengths:

- Overall quality of life
- The quality of new residential development
- The effects of the convention center on the future of Carter Lake.
- The city's water supply and distribution system.

On the other hand, participants identified the following issues as important liabilities or problems:

- Availability of senior services.
- Availability of medical services.
- Retail services.
- Locust Street corridor.

Chart 1.1: Carter Lake Community Report Card



The issues identified through the strategic planning process become guiding themes of the Carter Lake Plan. Specific priorities, goals and actions for each of these broad issue areas were outlined to provide the foundation for this detailed comprehensive plan document.

Identification of Major Issues

Members of the 2006 Plan Coordinating Committee were then asked to define the goals and tactics for issues identified in the survey. Participants were then divided into the three focus areas of Community and Social Issues; Economic Development; and Small Town Atmosphere.

Each of these groups then developed goal and tactical statements for each of these issue areas. These statements are listed below.

1. Community and Social Issues

- Identifying services needed to serve citizens with special needs and finding the volunteers willing to help.
- Developing senior services, including housing and transportation.
- Identifying additional emergency shelters and planning for community emergencies.
- Expanding the community's role within Pottawattamie County.
- Expand the school board to include a representative from Carter Lake.
- Create greater community cohesion between newer residents and long time residents.
- Develop a broader vision for the community.
- Encourage residents to spend their volunteer time within Carter Lake.
- Focus future development within both existing districts and new development areas.
- Sell the city's unique geography and strengths including the lake and proximity to the convention center.
- Identify target audiences for marketing the community with a clearly defined theme.
- Encourage service clubs such as the Optimists.

2. Economic Development

- Identify redevelopment opportunities in blighted areas, both commercial and residential.
- Develop a community center/town square.
- Expand transportation opportunities.
- Review existing and future zoning districts as they relate to economic development.
- Encourage expanded retail services.
- Create additional multi-family and senior housing.
- Encourage development on infill lots.
- Address appearance and traffic flow issues on Locust, 13th, 9th, and Avenues Q and H.
- Look at buffer zoning along Avenue K.
- The city will need to be aware of land economics effect on values.
- Create links to the river front development and the Omaha parks system.

- Tax rebate from Coronado Keys can be used to address low/moderate income needs. The city should establish guidelines for use of the money.
- The city should strive to maintain the small town image and build on it.
- The city will need to carefully assess industrial and commercial businesses that wish to locate within Carter Lake.
- The city needs to aggressively review the sewer system.
- The city should work to separate storm and waste water systems.
- The city should create a filter or catch basin to control what goes into the lake from storm water runoff.
- The streets should be paved with curb and gutters.
- The city will need to evaluate traffic issues including turning movements onto Locust and traffic flow through the community.
- Thirteenth Street should be expanded from Locust to Avenue H.
- Evaluate the utilization of a trolley along Abbott Drive.
- Develop a community center that could include a gym, pool, and meeting rooms.
- Organize a full-time, paid fire department.
- Expand the police force with additional officers and a canine unit.

3. Small Town Atmosphere

- A redesign of Locust Street that would include landscaping, thematic lighting and signs. These same themes should extend along 13th and 9th Streets.
- Development of a recreation center/community center as a central gathering place for the community.
- Shoreline improvements including lighting and benches and an upgrade of the Broadwalk and piers.

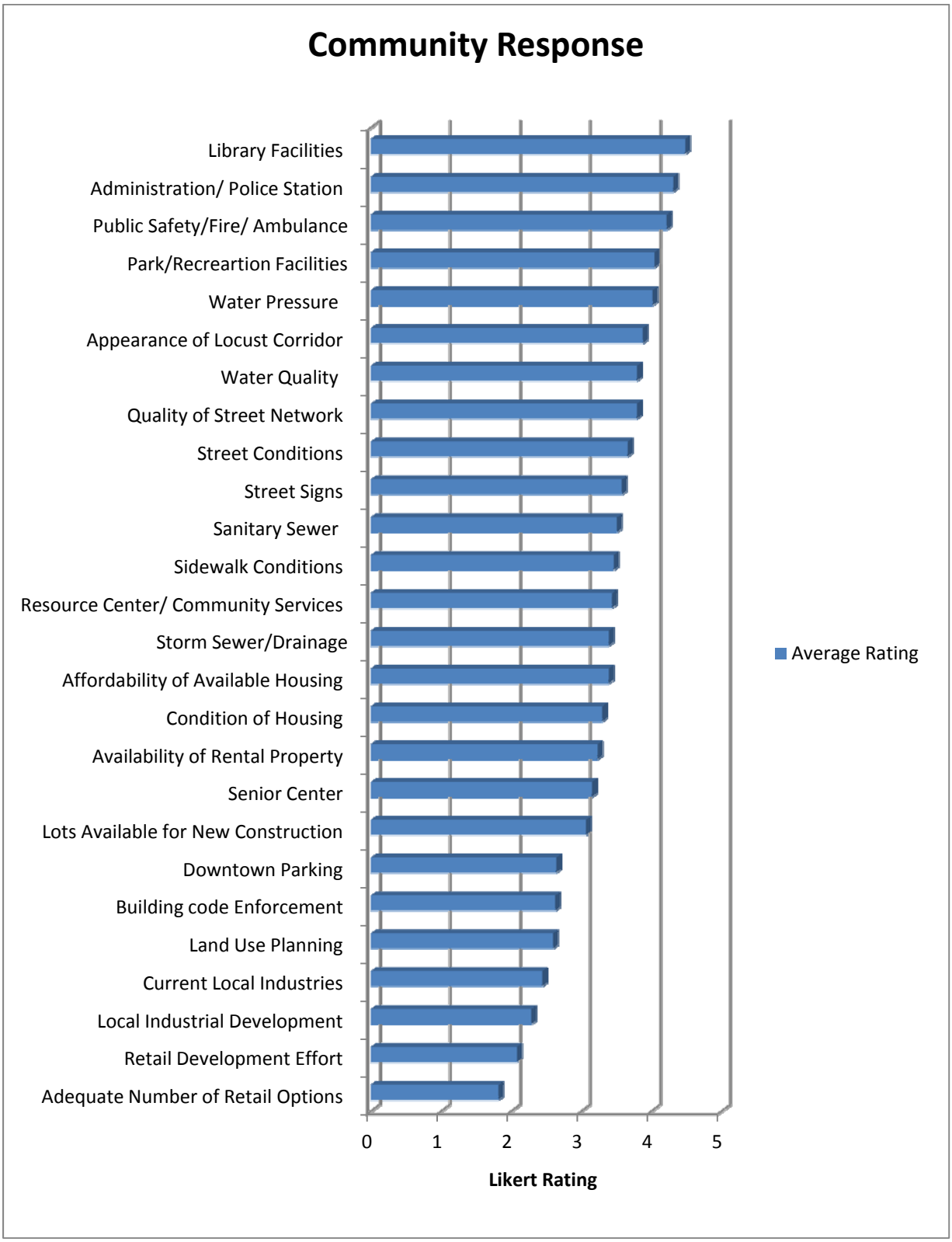
Continue upgrading of active use parks that would include soccer and football fields.

The 2013 plan update provided the opportunity for citizens to amend the issues that Carter Lake had identified in 2006. Citizens were able to voice their opinion on what had improved and what still needed work.

Throughout the month of August of 2013, citizens of Carter Lake were provided couple of options when completing a Community Assessment Survey in order to update Carter Lakes Comprehensive Plan. The first was to go to a link on the City of Carter Lake's Website homepage. This link took each individual to Survey Monkey, where citizens were able to fill out the survey and voice his or her opinion. The second option was to fill out a paper survey either at Carter Lake City Hall or the Carter Lake Library.

The Survey consisted of Likert scale questions asking citizens to rank certain categories as being “very poor”, “poor”, “neutral”, “good”, and “very good”. Chart 1.2 ranks the response by the each questions average score. As one can see “Adequate Number of Retail Options”, “Retail Development Effort”, and “Local Industrial Development” ranked towards the bottom.

CHART 1.2: COMMUNITY ASSESSMENT REULTS



In that same survey, citizens of Carter Lake were given a Categorical Needs Assessment. Each respondent was to go through each category and rank “more needed” if the respondent believed more was needed in Carter Lake, “less/not needed” if the respondent believed less was needed in Carter Lake or wasn’t needed at all, or “don’t know” if the respondent wasn’t sure. Table 1.1 illustrates these results. As one can see, a majority of the respondents believe that Carter Lake needs more after school programs, extension of the trail system, industrial development, new housing, recreational facilities, retail development, and senior/nursing/assisted living. The only category that the respondents felt were needed less of or not needed was population growth.

Table 1.1: Needs Assessment Breakdown

Need Category	More Needed	Less/Not Needed	Don't Know
After School Programs	**38.30%**	**25.53%**	**36.17%**
Extension of Trail System	**55.32%**	**25.53%**	**19.15%**
Industrial Development	**40.82%**	**38.78%**	**20.41%**
New Housing	**40.82%**	**42.86%**	**16.33%**
Population Growth	**16.33%**	**55.10%**	**28.57%**
Recreational Facilities	**72.34%**	**12.77%**	**14.89%**
Retail Development	**89.80%**	**6.12%**	**4.08%**
Senior/Nursing/ Assisted Living	**65.31%**	**6.12%**	**28.57%**

Identification of Major Issue and Project Prioritization

At a joint session of the Carter Lake Planning Commission and City Council, each of the members were asked to prioritize projects based on what citizens, city staff, and city officials viewed as projects that needed to be addressed in Carter Lake. Table 1.2 shows the list of projects and each projected timeline.

Table 1.2 Project Prioritization List

	2 Years	5-10 Years	10-15 Years
· ***Public Input***			
o Need for full-service grocery store	x		
o Senior Center		x	
o Senior Housing	x		
o Trail Extension		x	
o Recreational Facilities	x		
· ***Water Lines***			
o Update cast iron lines on:			
§ 9th Street		x	
§ 13th Street		x	
§ Q Street		x	
· ***Storm Sewers***			
o Install storm water pump south of Avenue J	x		
· ***Sanitary Sewers***			
o Update new lines from Locust to south to PVS (**North of H)**	x		
o Update new lines from Locust to south to PVS (**South of H)**		x	
o Update two pump stations (13th and K; 13th and P) (**North of H)**	x		
o Update two pump stations (13th and K; 13th and P) (**South of H)**		x	
· ***Parks Department***			
o Soccer field and track adjacent to elementary school	x		
o Outdoor exercise equipment[2]			x
· ***Senior Center/Community***			
o Provide Human Services at facility	x		
o New Housing and Assisted living options	x		
o Improved medical serviced (for all citizens)	x		

SECTION II: CARTER LAKE COMMUNITY PROFILE

History

Carter Lake, Iowa is uniquely located on the West Side of the Missouri River. It is a city surrounded on three sides by Omaha, Nebraska, and its fourth boundary is the Missouri River. The oxbow shaped lake is approximately 323 acres with the city being approximately 1,236 acres.

In 1853, Edmond Jefferies filed a claim on 30 acres of land, which today is known as Carter Lake, Iowa. During the next 14 years, the Missouri River slowly shifted its channel, enlarging Mr. Jefferies' original 30 acres into 78 acres. In 1877, flooding and shifting of the Missouri River created an oxbow lake, originally called Cut-Off lake and later Lake Nakomis, and left about 2,000 acres belonging to the State of Iowa, bounded on three sides by the State of Nebraska.

After extensive litigation between Iowa and Nebraska, in 1892 the United States Supreme Court finally ruled that Carter Lake belonged to Iowa (145 U.S. 519). In 1930, Carter Lake became an officially incorporated city in the State of Iowa and today the Missouri River has stabilized.

Today, Carter Lake continues to grow and thrive paradoxically, as a small Iowa community surrounded by Omaha, Nebraska. To accommodate recent growth in Carter Lake, the city has become the home of several commercial and governmental operations to service residents. Some of these operations include banks, post office, churches and various retail establishments. The city operates under a Council/Mayor form of government.

Location

The City of Carter Lake is surrounded on three sides by Omaha, Nebraska. To the south of Carter Lake is the city of Council Bluffs, Iowa; while to the northeast of Carter Lake is Eppley Airfield, which is the major airport serving Eastern Nebraska and Southwest Iowa. Part of what makes Carter Lake unique is that it is located on the Nebraska side of the Missouri River, but is considered to be an Iowa city.

Environmental Features

Climate

The climate of the area is continental with relatively warm summers and cold, dry winters. The land area is situated between the humid east and dry west; therefore it experiences wide climactic fluctuations. The fluctuations between the two zones produce weather conditions for periods that are characteristic of either zone, or a combination of both. Low-pressure systems commonly affect the weather by causing periodic and rapid changes, especially during the winter months.

Most rain falls during the evening as sharp showers or thunderstorms, which occur mostly during the growing season of April to September. About 75 percent of the total precipitation falls

during that period. Although winters are relatively cold, precipitation is light, with only 10 percent of the total annual precipitation. Sunshine is plentiful, from around 50 percent of the possible in the winter to 75 percent in the summer.

Historically Carter Lake's highest average monthly high temperature occurs in July and is 87 degrees and the lowest average monthly low occurs in January and is 10 degrees. The record high temperature of 110 degrees occurred in 1974 and the record low temperature of –23 degrees occurred in 1982.

Soil and Topography

The following are the various soil types found within Carter Lake. Figure 2.1 shows the location of the soil types within Carter Lake. Each number on the map corresponds with the type of soil described in the section. The letter "W" on the map indicates the location of water. Soil and Topography information was obtained through the 1989 Soil Survey of Pottawattamie County.

137-Haynle silt loam, 0 to 2 percent slopes. This nearly level, well drained soil is at the higher elevations and on short escarpments in areas of recent deposition on bottom land. It is occasionally flooded for very brief periods on the river side of levees, but in other areas it is protected. Areas generally range from 5 to more than 100 acres in size and are irregularly shaped.

Typically, the surface layer is very dark grayish brown silt loam about 7 inches thick. The substratum to a depth of about 60 inches is dark grayish brown and grayish brown, mottled, calcareous, stratified silt loam. In some places the surface layer and the upper part of the substratum are silty clay loam. In other places silty clay or sand is at a depth of about 30 inches.

Permeability is moderate, and runoff is slow. Available water capacity is high. The substratum generally has a very low supply of available phosphorus and a high supply of available potassium.

Most areas are cultivated. This soil is well suited to corn, soybeans, and small grain. The occasional flooding is a hazard in some areas. Good tilth generally can be easily maintained. Returning crop residue to the soil or regularly adding other organic material helps to maintain tilth, improves fertility, helps to prevent surface crusting, and increases the rate of water infiltration.

This soil is well suited to grasses and legumes for hay and pasture. Overgrazing, however, reduces forage production.

156-Aibaton silty clay, 0 to 2 percent slopes. This nearly level, poorly drained soil is in swales and other low areas of recent deposition on bottom land. It is occasionally flooded for brief periods on the river side of levees, but in other areas it is protected. Areas generally range from 5 to more than 100 acres in size and are irregularly shaped.

Typically, the surface layer is very dark grayish brown, calcareous silty clay about 9 inches thick. The substratum to a depth of about 60 inches is dark gray, dark grayish brown, and

grayish brown, mottled, calcareous, stratified silty clay. In places the lower partof the substratum is coarser textured.

Permeability is very slow, and runoff is slow. Available water capacity is moderate. The soil has a seasonal high water table. The substratum generally has a very low supply of available phosphorus and a high supply of available potassium.

Most areas are cultivated. This soil is moderately suited to corn, soybeans, and small grain. A drainage system is needed to reduce the wetness and provide good aeration and a deep root zone for plants. Land grading and surface drains reduce the wetness in most areas. Tilth generally is poor in the surface layer. Large cracks and clods form when the soil dries out. Returning crop residue to the soil or regularly adding other organic material and deferring tillage when the soil is wet improve tilth and fertility, help to prevent surface crusting, and increase the rate of water infiltration.

This soil is moderately suited to grasses and legumes for hay and pasture. Overgrazing or grazing during wet periods, however, causes surface compaction and poor tilth and reduces forage production.

237-Sarpy loamy fine sand, 0 to 3 percent slopes. This very gently sloping, excessively drained soil is in areas of recent deposition on bottom land. It is frequently flooded on the river side of levees and rarely flooded where it is protected. Areas range from 5 to more than 100 acres in size and are irregularly shaped.

Typically, the surface layer is very dark grayish brown loamy fine sand about 6 inches thick. The substratum to a depth of about 60 inches is dark grayish brown and grayish brown, calcareous, stratified fine sand. In places the surface layer is fine sandy loam.

Included with this soil in mapping are some small areas of the somewhat excessively drained Grable soils. These soils are at elevations similar to those of the Sarpy soil. They have a silt loam surface layer and a moderate available water capacity. They make up less than 10 percent of the unit.

Permeability is rapid in the Sarpy soil, and runoff is slow. Available water capacity is low. The substratum generally has a very low supply of available phosphorus and a high supply of available potassium.

Most areas are cultivated. This soil is poorly suited to corn, soybeans, and small grain and to grasses and legumes for hay and pasture. The low available water capacity is the main limitation. Also, soil blowing is a hazard. It can be controlled, however, by windbreaks; by artificial barriers, such as snow fences; by mulch tillage; and by a cover of crop residue. Tilth generally is poor in the surface layer. Returning crop residue to the soil or regularly adding other organic material improves tilth and fertility.

A cover of pasture plants or hay is effective in controlling soil blowing. Overgrazing, however, greatly increases the susceptibility to soil blowing.

4237-Sarpy-Urban land complex, 1 to 3 percent slopes. This map unit occurs as areas of a very gently sloping, excessively drained Sarpy soil intermingled with urban land. The unit is on bottom land in and around Council Bluffs. Areas are irregularly shaped and are as much as 500 acres in size. They are about 50 percent Sarpy soil and 40 percent urban land. The Sarpy soil and urban land occur as areas so intricately mixed or so small that separating them in mapping is not practical.

Typically, the Sarpy soil has a surface layer of dark grayish brown loamy fine sand about 6 inches thick. The substratum to a depth of about 60 inches is dark grayish brown and grayish brown, calcareous, stratified fine sand.

The Urban land is covered by streets, parking lots, buildings, and other structures that so obscure or alter the landscape that identification of the soil series is not feasible.

Included in this unit in mapping are some small areas of the somewhat excessively drained Grable soils. These soils are at elevations similar to those of the Sarpy soil. They have a surface layer of silt loam and a moderate available water capacity. They make up about 10 percent of the unit.

Permeability is rapid in the Sarpy soil, and runoff is slow. Available water capacity is low. The substratum generally has a very low supply of available phosphorus and a high supply of available potassium.

The Sarpy soil is used for parks, building site development, lawns, and gardens. It is moderately suited to flowers, vegetables, lawns, trees, and shrubs and is poorly suited to building site development.

**Information derived from Soil Survey of Pottawattamie County, Iowa, issued by the United States Department of Agriculture Soil Conservation Service in September 1989*

Figure 2.1 Carter Lake Soils Map

*Source: USDA NRCS

http://websoilsurvey.nrcs.usda.gov/app/WebSoilSurvey.aspx

Population History

In 1960 Carter Lake 2,287 residents and grew to a population of 3,438 in 1980. In 1990 the population of Carter Lake began to decline and became stagnant through the year 2000. 2010 saw an increase in population to 3,789 people. This growth can be attributed to an increase in total housing units for 1,292 in 2000 to 1,481 in 2010 (see Table 3.3). A sharp increase in housing construction in 2004 of 50 units attributed significantly the increase of units for 2000 to 2010. There was also an increase in the total number of people employed in Carter Lake from 1,656 in 2000 to 1,831 in 2010.

TABLE 2.1 : Population Change: Carter Lake and Other Metropolitan Communities, 1960-2010

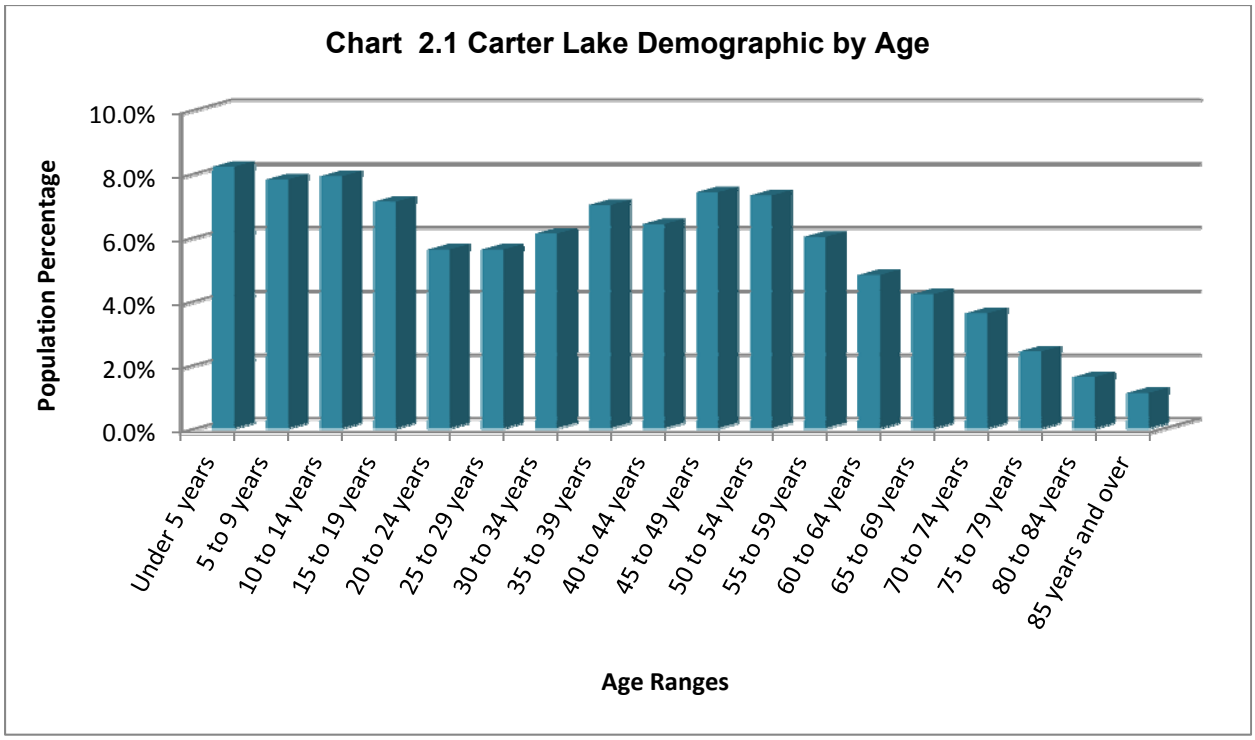
	1960	1970	1980	1990	2000	2010	% Change 1980-2000	% Change 2000-2010
Carter Lake	2,287	3,268	3,438	3,200	3,248	3,789	-5.5%	16.7%
Omaha	301,598	346,929	313,929	335,795	390,007	408,958	24.2%	4.9%
Council Bluffs	55,641	60,384	56,449	54,315	58,268	62,230	3.2%	6.8%
Bellevue	8,831	21,953	21,813	30,982	44,382	50,137	103.5%	13.0%
Papillion	2,235	5,606	6,399	10,372	16,363	18,894	155.7%	15.5%
La Vista	-	4,858	9,588	9,840	11,699	15,758	22.0%	34.7%
Ralston	2,977	4,731	5,143	6,236	6,314	5,943	22.8%	-5.9%

Source U.S Census Bureau

Population Characteristics

General Demographics

According to the 2010 Census Carter Lake had a population of 3,789. There were 1,388 households with an average of 2.73 persons per household. The median age of the population was 37.3 years in 2010, the Iowa median age was 38.1 and the national median was 37.2 years. In general, there is a fairly even percentage in across each age group, with a consistent decline of those 55 and over. However, the large percentage of residents in the 45-54 age groups indicates a need for more retirement housing in Carter Lake in the future as well as other programs to assist an aging population. The large percentage of the population under 19 years of age (31%) also indicates a need for more affordable housing choices as those demographic groups age. Carter Lake's demographic breakdown shows that of a bedroom community with growing needs.



Source: US Census Bureau

Income

The median household income is lower when compared to state and national figures (in 2011 according to the U.S. Census). The median household income in Carter Lake was $47,333 compared to $50,451 for the State of Iowa and $52,762 for the nation as a whole. Table 2.2 shows the income distribution in Carter Lake and a comparison with Iowa and the United States. The Carter Lake per capita income of $23,947 also falls below the state figure of $26,110 and the national figure of $27,915. This can be indicative of a number of population dynamics, but most likely indicates the presence of dual-income households. This appears to indicate a need for higher paying jobs in the region. The 2011 U.S. Census figures show that 9.8% of the families in Carter Lake are considered to be living under the poverty level, compared to 7.6% for the state and 10.5% for the nation.

TABLE 2.2: 2011 Income Distribution for Households by Percentage

	Under $10,000	$10,000 to $14,999	$15,000 to $24,999	$25,000 to $34,999	$35,000 to $49,999	$50,000 to $74,999	Over $75,000	Median HH Income
Carter Lake	3.3%	8.4%	8.1%	12.3%	22.2%	18.8%	27.0%	$ 47,333.00
Iowa	6.1%	5.7%	11.2%	11.2%	15.3%	20.6%	29.9%	$ 50,451.00
USA	7.1%	5.4%	10.6%	10.4%	13.8%	18.3%	34.3%	$ 52,762.00

Source: US Census Bureau

Education

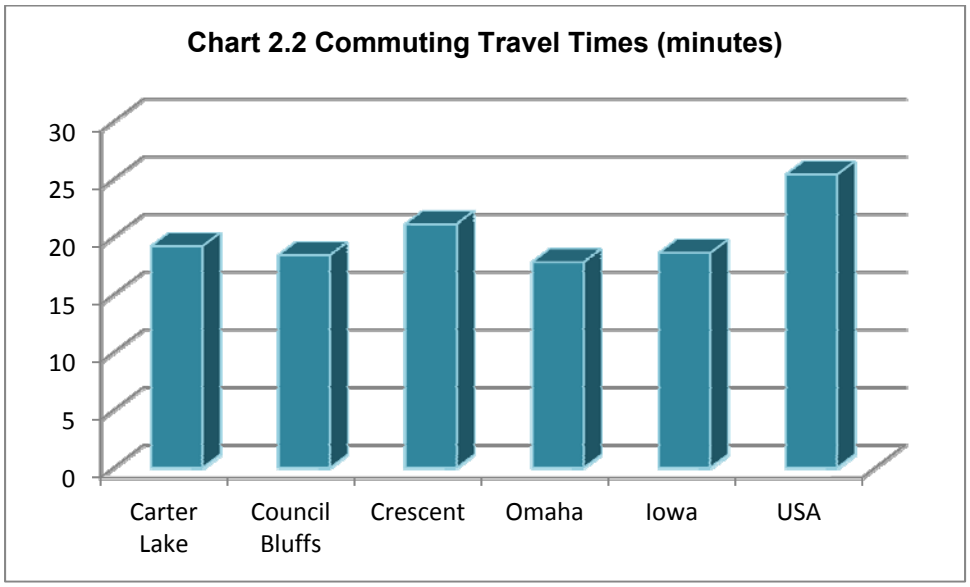
Carter Lake is a fairly educated community with 89.1% of the population having obtained a high school diploma, 11.8% have an associate's degree and 6.5% a bachelor's degree or higher. This is very close to the State of Iowa figures of 90.3% had obtained a high school diploma and 10% obtaining an associate's degree. Iowa has higher percentage of individuals with a bachelors' degree at 17.2%. Carter Lake is part of the Council Bluffs Community School District. Figure 2.2 shows the district map and schools located in this district. The number of high school diplomas attainment is higher than the national average (85.4%) and are attributable to a quality school district. Carter Lake is also fortunate to have a premier community college in Iowa Western and Metropolitan Community College, as well as, University of Nebraska Omaha and Creighton University. The availability and diversity of educational opportunities provides Carter Lake residents accessible educational attainment. Having such a quality community college and universities within such short distance bodes well for economic development, as employers look for pools of well-trained, educated individuals.

Figure 2.2: Council Bluffs Community School District Map

Source: Council Bluffs Community School District

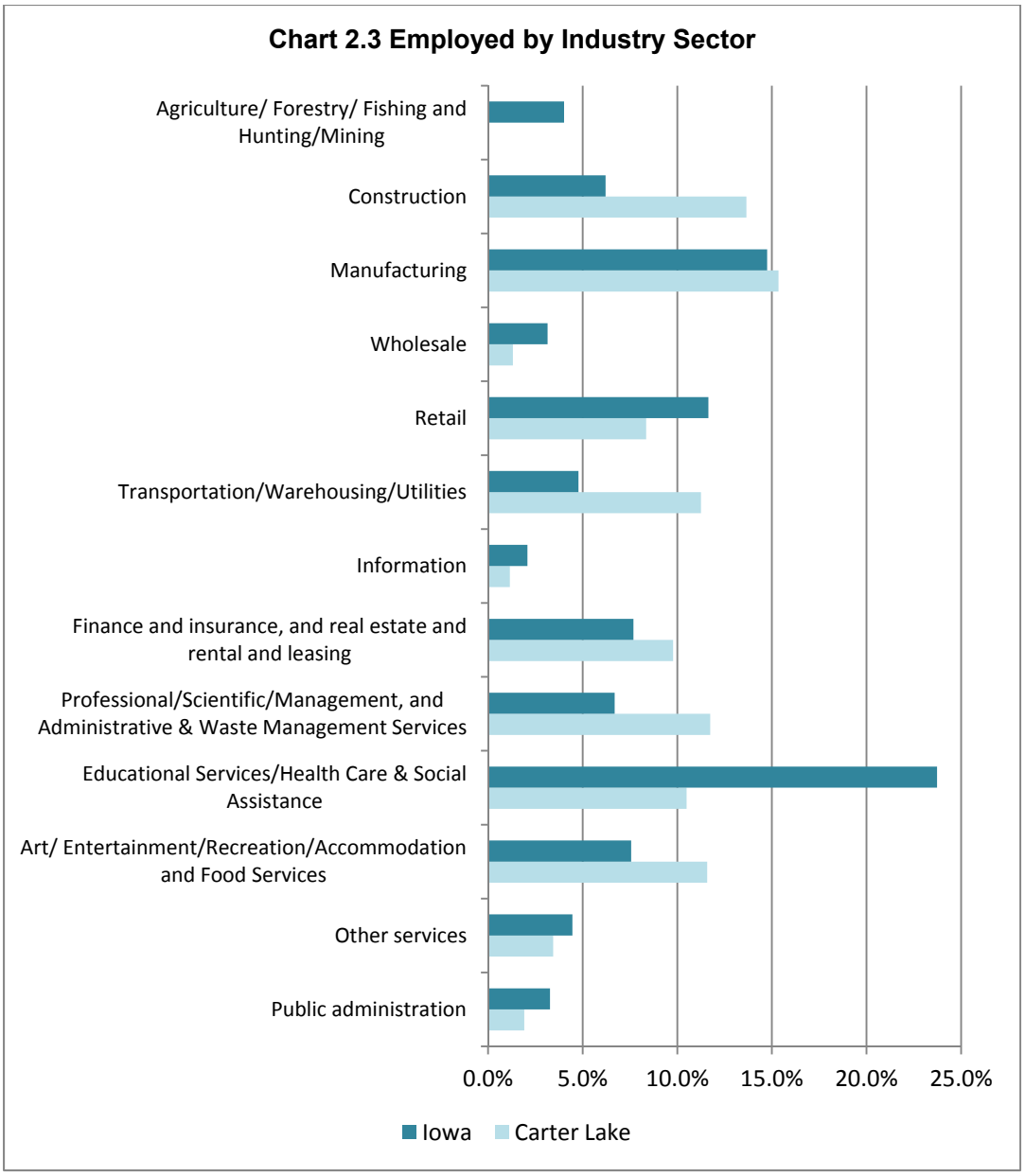
Employment

As mentioned previously, individuals in Carter Lake earn less on average than the State of Iowa and national averages. Most of the labor force is engaged locally in construction and manufacturing jobs or work in the Omaha-Council Bluffs metro. Of residents aged 16 and over 73.3% were engaged in the labor force, above the national average of 64.8% and the state average of 68.8%. In families with children under 6 years of age, 24.3% had both parents engaged in the labor force. Of those residents aged 16 and over engaged in the labor force, 89.7% commute to work out side of Carter Lake with an average commute time of 19.2 minutes (see Chart 2.2).



Source: US Census Bureau

The breakdown of occupation types suggests a bedroom community demographic trend; the largest employment sector is sales and office occupations at 28.2%, with management, business, science, and arts occupations for the next greatest percentage at 18.5%. Production, transportation and material moving employ 17.5% of the work force. Service occupations make up 17.9% of the labor force and Natural resources, construction, and maintenance occupations account for 18% of the labor force. It was reported that 15.3% of the labor force is employed in the manufacturing sector, 13.7% in the construction sector, and 11.3% in the transportation and warehousing, and utilities sector (see Chart 2.3). These figures, more than any other, elucidate the role that Carter Lake plays in the region. The vast majority of the work force is employed in jobs that are not found within Carter Lake, and about 40.3% are employed in traditional blue collar sectors. New job creation in Carter Lake will likely need to focus on a variety of industries, because over 50% of the employed individuals in Carter Lake do not work in traditional blue collar jobs.



Source: US Census Bureau

Taxable Retail

About 8.4% of Carter Lake's workforce is employed in retail trade. However, Carter Lake's pull factor, a figure used to determine the relative strength of retail trade within a city is .41. A pull factor of greater than 1 shows that a city draws consumers from other areas, a pull factor of less than 1 shows that people are traveling outside of a city to shop. A great deal of retail sales is lost to both Council Bluffs and Omaha. As the result of deficient retail options within Carter Lake, the city has a pull factor of less than 1. The average number of per capita sales in Carter Lake was $3,904 in 2010, compared with a county average of $10,684. Likewise sales per firm was about 1/2 of the county average. Carter Lake could continue to position itself for capturing

more retail sales, not only from residents, but from other surrounding neighborhoods in Omaha with higher retail sales leakage numbers.

Table 2.3 Taxable Retail Sales for Pottawattamie County Municipalities

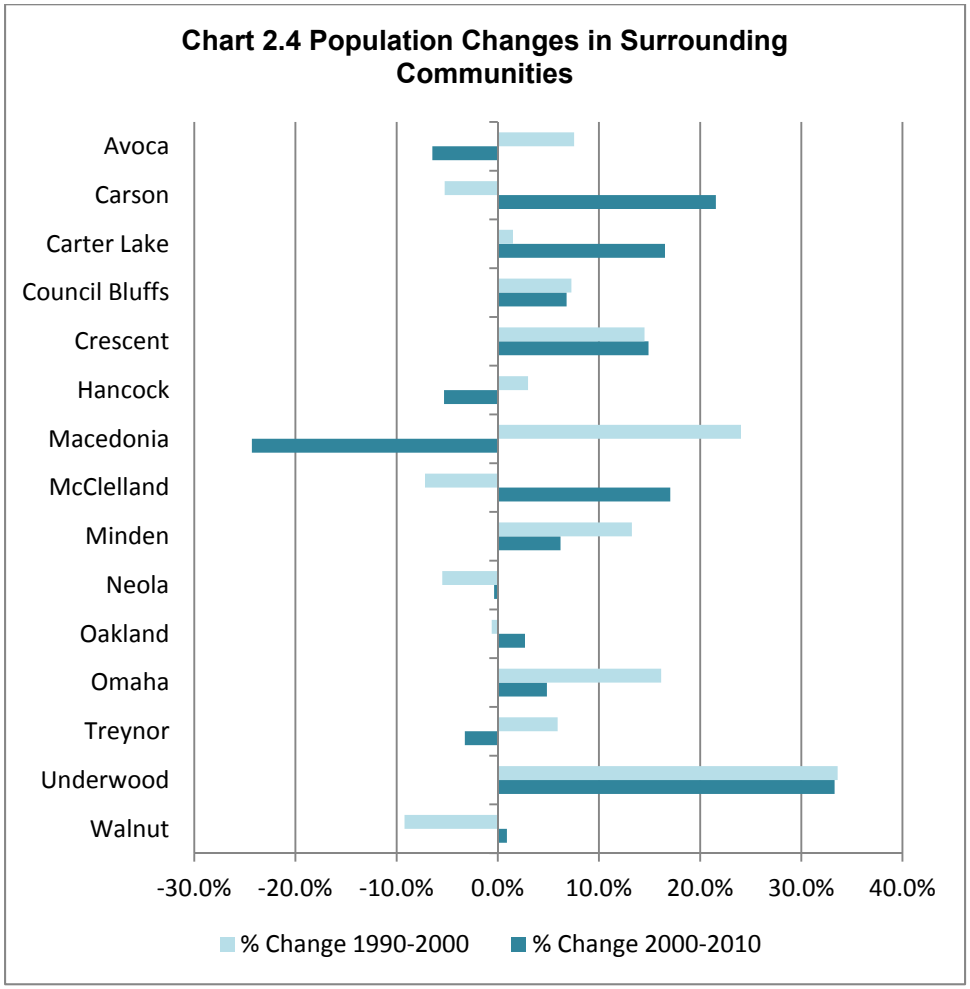
City	FY2010 Population	Retail Sales ($ mil)	Reporting Firms	Sales Per Firm	Per Capita Sales	Pull Factor
Avoca	1,502	24.2	75	$ 322,667	$ 16,112	1.39
Carson	822	2.5	34	$ 73,529	$ 3,041	0.29
Carter Lake	**3,817**	**14.9**	**59**	**$ 252,542**	**$ 3,904**	**0.41**
Council Bluffs	62,449	905.1	1,347	$ 671,938	$ 14,493	1.46
Crescent	627	6.7	45	$ 148,889	$ 10,686	0.76
Hancock	195	1.7	13	$ 130,769	$ 8,718	-
McClelland	152	0.7	11	$ 63,636	$ 4,605	-
Minden	601	2.1	21	$ 100,000	$ 3,494	0.33
Neola	842	5.6	40	$ 140,000	$ 6,651	0.67
Oakland	1,529	8.8	59	$ 149,153	$ 5,755	0.56
Treynor	919	3.7	37	$ 100,000	$ 4,026	0.34
Underwood	930	6.1	48	$ 127,083	$ 6,559	0.80
Walnut	783	7.8	51	$ 152,941	$ 9,962	1.02
Pottawattamie Total	93,340	997.2	1,884	$ 529,299	$ 10,684	

Source: US Census Bureau

Population Projections

The basic assumption of population projection is that the growth and development of Carter Lake is related to the growth and development of the larger area of which it is a part. The United States Census Bureau estimated the 2010 population of Carter Lake to be 3,817. The 2000 decennial census showed a population of 3,248. The census in 1990 showed a population of 3,200. The population in Carter Lake is on a steady increase, a 19.28% increase from 1990 to 2010. In-migration occurs as more housing choices become available within the community, creating a bedroom community, drawing high and middle-income residents. The continued growth in the Omaha-Council Bluffs metro will continue to increase housing development in Carter Lake where space is available, however Carter Lake is surrounded by Omaha and the Missouri River at its borders. The likely hood of continued expansion of housing is limited. Chart 2.4 shows that many of the smaller cities in the area had gained population between 1990 and 2000, while a few experienced small declines between 2000 and 2010 projections. The gain

between 1990 and 2000 in most cities is largely due to new housing development.



Source: US Census Bureau

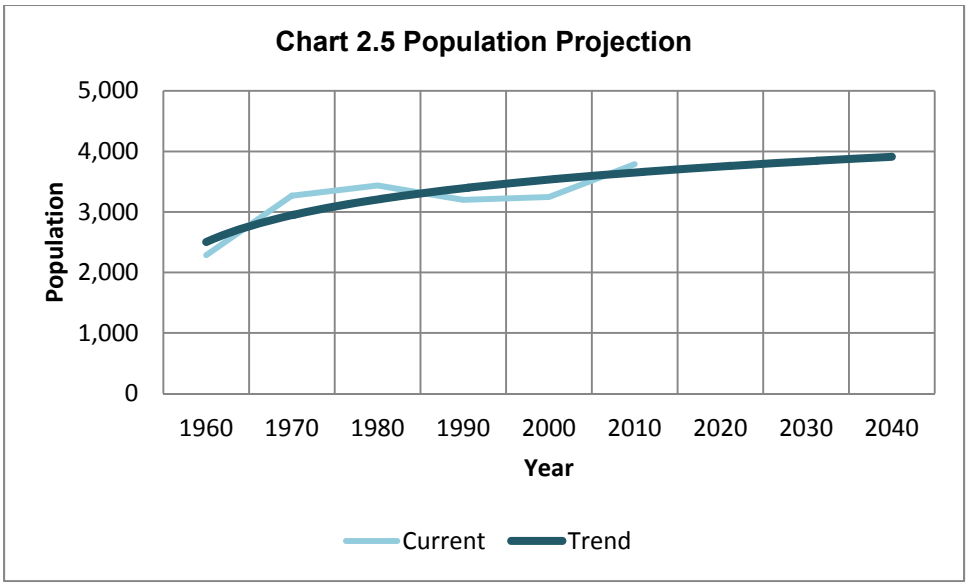
While some of the towns in Pottawattamie County saw slight decreases in 2010, Carter Lake grew in population from 2000 to 2010. The continued planning of residential developments in the community contributed to the increased population for Carter Lake. The annual growth rate during the 1990's was 33.6%. Chart 2.5 shows Carter Lake's population projection curve over time. The curve predicts what Carter Lake's population would be in 2010 to 2040. The logistic growth method was chosen for this population forecast, because Carter Lake has continuous population growth in an environment where resources are limited; it is density-dependent growth.

Table 2.4 Population of Surrounding Cities

City	Population	
	2010	**2000**
Avoca	1,506	1,610
Carson	812	668
Crescent	617	537
Hancock	196	207
Macedonia	246	325
McClelland	151	129
Minden	599	564
Neola	842	845
Oakland	1,527	1,487
Treynor	919	950
Carter Lake	**3,785**	**3,248**
Walnut	785	778
Council Bluffs	62,230	58,268
Underwood	917	688
Omaha	408,958	390,007

Source: US Census Bureau

The average persons per household (2.73 according to the 2010 U.S. Census) multiplied by the number of housing permits (169 new homes from 2000 to 2010) verify the validity of 3,785 residents in 2010 (see Table 2.4). This is similar to the growth experienced from 1990 to 2000. This is extremely rapid expansion, which is causing the City to react. However, with limited infill land available to residential development, another significant housing increase is unlikely.



Land Use

The arrangement and location of future land uses should be determined before the basic services for Carter Lake, such as utilities, community facilities and streets can be planned. Land use classifies land according to the way an area is utilized – residential, commercial, industrial, agricultural or public. Establishing suitable areas of town in which certain types of land use are acceptable is one of the foundation principles of planning and also is primary to the development of efficient, safe and economically sound cities. This section of the Plan analyzes current land use patterns and existing regional development trends. From this information and information obtained from members of the community, city officials and staff, this section also presents a Community Growth Plan, which is intended to guide land use decisions and become the basis for land use regulation in Carter Lake.

Existing Land Use

Planning for future uses can be completed only after the existing land use patterns have been determined. The predominant land use in Carter Lake is residential with commercial, industrial and agriculture uses accounting for the remainder of non-civic land uses in the city. Carter Lake is surrounded by Omaha and the lake. All potential development and redevelopment will include infill lots and currently vacant lots. There is no room for possible expansion of city limits.

- Residential Land Use

The main land use in Carter Lake is residential and it is found mainly north of Locust St . The town has continued to see new single residential units constructed. These units were constructed on the west side of Carter Lake, East of the Shoreline Golf Course. There is limited available space for residential uses, due to the inability of the City of Carter Lake to expand beyond its boundaries.

- Commercial and Industrial Land Use

The commercial and industrial uses in Carter Lake are located predominantly south of Locust Street. Commercial development is seen mainly along Locust St. and in the southeast corner of Carter Lake. Industrial uses are largely collected at the southwest end of Carter Lake. The buffer and commercial uses separates most of the industrial areas for the residential areas.

- Agricultural and Open Space Land Use

The Agricultural and Open Space uses in Carter Lake are located predominantly on the east side of Carter Lake. A large portion of the agricultural land is located on the east side of Abbott drive on the southeast corner of town.

Land Use Projections/Current trends

Residential uses are currently the primary use in the City of Carter Lake. Table 2.5 shows that 30.55% of the land use distribution is dedicated toward residential uses. Civic and Industrial uses are second and third at 26.32% and 20.23% respectively. The relatively large amounts of

land use area dedicated to civic use include the City's extensive park system and gold course. The lowest percentage of area as it pertains to land use distribution in Carter Lake is Commercial. Lacking a town center much of this development is related to the visitor services along Abbott Drive and Locust Street.

TABLE 2.5: Land Use Distribution: Carter Lake, 2010			
	Area (acres)	**Acres/100 People**	**Percent of Area**
Residential	**263.07**	**6.95**	**30.55%**
Single Family	218.8	5.78	25.41%
2-4plex/Townhouses	7.51	0.20	0.87%
Multi-Family Residential	-	-	0.00%
Mobile Home Residential	36.76	0.97	4.27%
Commercial	**49.41**	**1.31**	**5.74%**
Office	16.44	0.43	1.91%
Downtown	-	-	0.00%
Retail and General Use	17.43	0.46	2.02%
Auto Services	15.54	0.41	1.80%
Industrial	**174.17**	**4.60**	**20.23%**
Warehousing/Distribution	46.44	1.23	5.39%
General Industrial	116.24	3.07	13.50%
Salvage	11.49	0.30	1.33%
Civic	**226.62**	**5.99**	**26.32%**
Schools	2.9	0.08	0.34%
Public Facilities and Utilities	5.43	0.14	0.63%
Other Civic Uses	175.69	4.64	20.40%
Parks and Rec	42.6	1.13	4.95%
Road Right of Way	**147.75**	**3.90**	**17.16%**
TOTAL URBAN OR DEVELOPED	**861.02**	**22.75**	**100.00%**
Open Space/Water	155.34	4.10	
Vacant Urban Land	153.81	4.06	
Vacant Dwellings	5.27	0.14	
TOTAL AREA	**1175.44**	**36.19**	

Source: US Census Bureau

Goals

Land use goals are based on identified community assets and values, and to some extent, deficiencies that the community wishes to overcome. Carter Lake's greatest assets include the lake, the City's connection to Abbott Drive and proximity to downtown Omaha. Carter Lake's demographic make-up likewise makes the community an attractive place for new employers as well as a potential grocery store. It is extremely important that the city continue to plan to meet the needs of its citizens and businesses and provide and improve upon services needed by all entities.

- *Expand Job Opportunities and the Tax Base*

  The encouragement of commercial facilities, office, and mixed-use developments along Locust Street from Abbot Drive to North 5th Street is a goal of this plan. By capitalizing on the well-trained labor force, Carter Lake could draw jobs, particularly distribution centers, warehouses and retail. Adequate space should be dedicated to expansion of these particular use types. WIDA would be a resource for job creation.

  - *Industrial Park*: Carter Lake has a unique opportunity with its location and transportation corridors that make it an extremely appealing location. The community has already had high interest from companies. The restoration of Avenue H should provide better trucking lanes and provide an attractive opportunity for future business.

  - *Encourage More Retail*: A goal of this plan is to revitalize the downtown commercial district, giving the community that Main St. feel. Currently, there is and has been a need for the town to regain an area with this designation. The need for more commercial services has been identified as a goal. A general store and other services that would be utilized could locate in the downtown mixed use district, which would contribute significantly to the quality of life in Carter Lake. However, the City's extreme close proximity to Council Bluffs makes supporting basic commercial services a challenge. Through surveys done in the 2013 Comprehensive Plan Update, citizens have expressed strong interest for a grocery store.

- *Expand Senior Services and Housing*

  Provide senior housing and improving services for a growing senior population is a goal of this plan. Affordable senior housing is a need in Carter Lake due to a growing senior population. Capitalizing on open space between Locust and Avenue K would provide seniors with a high density housing option with easy pedestrian access to needed services on Locust St.

  - *Senior Services:* This is one of the biggest service needs in the community. Currently Carter Lake has no pharmacy that is easily accessible to its senior

citizens. Furthermore, there is no doctor's office with walking distance in the community. The ability to provide a pharmacy and space for a doctor to (full or part-time) would benefit the community tremendously. A potential mixed-use district along Locust St. could provide the space and opportunity for both a pharmacy and doctor to be present in the community.

- *Senior Center:* Currently, the Senior Center in Carter Lake is beyond its useful life. A new senior center on Locust St. or a Senior Center be incorporated into the high density senior housing would provide an easily accessible option activities for seniors .

Community Growth Plan

By establishing proactive community development policies and adhering to a vision of how the community should grow, Carter Lake can successfully attract residential and commercial development, sustain a stable tax base and continue to provide quality public services to all. The sum of all community development policies and the strength of community development principles will determine, to a great extent, future land use in the city. The city lacks the ability to expand in area to accommodate growth. Massive redevelopment is neither in the interest of its residents nor consistent with the goals of the town. Citizens of Carter Lake find its small community quality in the middle of massive development to be one of its most precious features. The overall goal of this plan is to determine ways in which Carter Lake can take best advantage of the opportunities growing around it without changing its fundamental character. This means identifying and developing opportunity areas that can make the city intrinsically better for its citizens and increasingly desirable to prospective residents. Ultimately, few other small towns are five minutes each from a major airport, jobs in a growing metropolitan downtown, and a significant national convention center, while still retaining the intimate character of a small town. Yet, this unlikely mix of big city surroundings and small town independence is precisely what makes Carter Lake unique.

The Carter Lake 2006 Comprehensive identified general concepts to guide future development of Carter Lake. The vision of the future of Carter Lake has not changed, however some of the surrounding environment has. It is important to update the general concepts to identify the current environment and how these changes are advantageous to the future of Cater Lake.

GENERAL CONCEPTS TO GUIDE CARTER LAKE'S FUTURE

The introduction to the 2006 Carter Lake Comprehensive Plan described the strategic planning process, identifying a series of concepts that can guide the community's strategic future. Through collaboration with the citizens of Carter Lake, City Officials, and RDG Planning and Design; these concepts included:

- A Resort Community in the Center of Everything
- A Unique Lakefront
- Service Community to Downtown and the Convention Center

- A Town Center
- Water-Oriented Residential Development
- Preservation of Unique Neighborhoods
- Quality Civic Spaces
- A Mixed Use Business Address

These general concepts are the guiding principles for the Carter Lake 2013 Plan and are as follow:

A RESORT COMMUNITY IN THE CENTER OF EVERYTHING

- **Promote development that reflects the character of the community.**
- **Reinforce the themes of a community oriented to the lake and river.**
- **Maintain a small town distinctiveness that is nevertheless marketed around the metropolitan area.**

The Carter Lake Club District was originally developed with in-town vacation homes for metropolitan area residents and the sense of a "resort" continues to permeate the town. Residential Carter Lake is an intimately scaled town, with a residential core that is only about one mile from east to west (17th Street to the east edge of Shoreline Golf Club) and about 1.4 mile from north to south (Locust Street to the lakeshore). New canals cut in from the original shore at the Shoals and Coronado Keys developments bring water even closer into the center of town. Because of this, all parts of Carter Lake have relatively close contact with water. In addition, much of Carter Lake's waterfront is recreational in nature – Mabrey Park, Wavecrest, and Shoreline Golf Course serve active recreation needs, the marina area on the northeast serves boating, and Lakefront Park bordering the Club District. The combination of intimate scale, water, and recreation preserves the city's traditional resort quality. The accelerating development of the Convention Center area, the Missouri Riverfront, and Eppley Airfield make the existence of this small-scaled community in the middle of a burgeoning metropolitan hub particularly valuable.

A UNIQUE LAKEFRONT

- **Develop a circumferential pedestrian system that links the lakefront and open spaces.**
- **Create special features on the lakefront that reinforce the community's resort theme.**
- **Maximize potential for boating and water sports.**
- **Bring water into the center of the community.**

Growth in Carter Lake during the 2000's was substantial in comparison to the history of growth in Carter Lake, with an increasing number of metropolitan area residents discovering what Carter Lake residents have known for years – that one of the area's most valuable water resources is literally located outside of the front door of the region's airport and within five minutes of Downtown Omaha. Much of the lakefront is in public, nonprofit, or other

recreational or civic use. Even those areas that are in private ownership have a high degree of public exposure. Taking full advantage of the city's unique lakefront resource will be critical to increasing the value and desirability of the entire community. Capitalizing fully on the lakefront requires:

- Increasing public access and enjoyment of the lake by providing a necklace of resources, connected by a lakefront pedestrian system and greenway.

- Increasing opportunities for boating and water sports, the city's most unusual recreational attraction.

SERVICE CENTER FOR DOWNTOWN OMAHA REDEVELPMENT

- **Emphasize Carter Lake as a service venue for Downtown Omaha, the Convention Center, and Eppley Airport.**
- **Develop commercial facilities, including Health and Human services, grocery stores, and related retailing, that serves the needs of this market.**
- **Link the city into the Back to the River development program.**

Because of its defined nature, Carter Lake's growth is finite and based on using land resources in town to their fullest degree. However, trends in the Omaha area outside of Carter Lake are having an increasing impact on the town. These trends include:

- *The growing business travel market in Downtown Omaha.* This has helped expand the area's lodging market, an expansion that has seen the construction of numerous hotel rooms in Carter Lake along Abbott Drive. This continued to increase with the completion of the Gallup campus along the riverfront and the consolidation of Union Pacific Railroad operations in Downtown Omaha.
- *The increasing regional importance of Eppley Airport.* While not a hub airport, Eppley's variety of airlines and competitive fares to a number of destinations has elevated its status to that of a major regional airport with a service radius extending as far as 200 miles or more in some directions. This has increased overnight stays and visitor service needs for passengers who travel to Omaha from the airport's service market. This trend has also fueled the growth of hotels and other visitor facilities along the Abbott Drive corridor.
- *The Omaha Convention Center/Arena.* This 385,000 square foot facility opened in 2003 and vastly increased consumer service demands in the immediate area.
- *The riverfront development program.* Riverfront development began as a dream in 1973, the completion of the Convention Center, Gallup Campus, National Park Service, the Missouri River Trail, Riverfront Condos, and Lewis and Clark Landing have made many of these dreams come to fruition. The development of the riverfront provides an enormous opportunity for Carter Lake and one the city must prepare for.
- *TD Ameritrade Park.* The new home of the NCAA College World Series has brought a

huge tourism market to Downtown Omaha. Hotels in Carter Lake benefit from the large amount of people that come to Omaha for the World Series. Carter Lake has a unique opportunity to promote the city and city events for tourists to enjoy.

- *Residential development in Downtown Omaha.* Downtown Omaha has developed over 3,000 new housing units since 1980, creating a significant market for local services. Residents often shop in Council Bluffs or other parts of Omaha for routine goods.

Carter Lake can emerge as a service center for these growing markets while, in the process, increasing the level and quality of services to its own residents. This can provide opportunities for real economic growth, as well as increasing the city's retail and service economy.

A TOWN CENTER

- **Develop a town center, with a pedestrian scale but capable of accommodating automobiles successfully, at 13th and Locust.**
- **Use the town center to serve the retail needs of Carter Lake's residents.**
- **Relate the town center to neighboring visitor services.**
- **Extend the town center west along Locust Street, reinforcing the street's role as a "community street."**

Despite its population of about 3,000, Carter Lake has not sustained local commercial services such as food stores, pharmacies, or other local service retailers. The city's growing popularity and the expanded service role discussed above opens new commercial development opportunities. A logical focus for this new growth is the 13th and Locust intersection, the crossing of Carter Lake's two principal streets. In addition to its importance to the city's street system, it is also strongly related to the Abbott Drive corridor and to surrounding visitor services. Two large open sites on the northeast and southeast corners provide good development opportunities.

Commercial development as it occurs should develop in a "town center" configuration, designed for pedestrians as well as for cars. Buildings should be strongly oriented to the intersection, with parking wrapping around the back. Site planning should link internal pedestrian circulation to the Locust and 13th Street sidewalks. The new town center should also be connected to the Abbott Drive corridor and its hotel and visitor facilities to take full advantage of market opportunities.

Finally, the town center should be part of a revitalized Locust Street entrance corridor, establishing Locust as a mixed use community street. The concept of community street implies a street that unifies a city, a corridor that people gravitate toward. The 13th and Locust intersection should be designed as a significant urban place, with attractive streetscape and pedestrian features extending east to the city entrance and west to the city limits. This can create incentives for further private investments and commercial upgrades.

WATER-ORIENTED RESIDENTIAL DEVELOPMENT

- **Emphasize water and canal connections with new residential growth.**
- **Relate existing infill lots to the lakefront where possible.**
- **Strengthen the Carter Lake Club district.**

Carter Lake can continue to add value to itself and its property by maximizing the percentage of its housing sites that are linked to water.

Projects like the Shoals and Coronado Keys have created an entirely new and unique housing setting for the Omaha metropolitan area, and have succeeded handsomely as a result. Access to water has attracted people and investment to Carter Lake. Therefore, the city should support the canal and waterway system that Coronado Keys has started, increasing the number of lots with water access provided that such development does not compromise the integrity of the Lake.

However, canal communities are not the only opportunities for water-oriented residential development. Infill sites in the Sandy Point area on the northeast side of the city should relate to the waterfront promenade system, providing them with water linkages if not direct frontages. Older water-oriented neighborhoods such as the Carter Lake Club district also provide direct linkages to the lake; their preservation and revitalization also provide critical opportunities to increase the percentage of the city's houses that have direct connections to water.

PRESERVATION OF UNIQUE NEIGHBORHOODS

- **Support the unique Carter Lake Club District with a major amenity development and rehabilitation program.**
- **Incorporate Neptune Circle into the lakefront promenade system.**
- **Continue rehabilitation efforts in other city neighborhoods.**

Carter Lake offers some of the metropolitan area's most unique city settings. The Carter Lake Club area, with its pedestrian greenways and walks, looped rear-access alleys, small lots, and public lakefront access, includes design features that are at the cutting edge of contemporary urban design practice. In another part of the city, Neptune Circle provides a focus for community life and forms a centerpiece for another unique urban neighborhood.

Yet, some of these significant resources face threats. About 25% of the Club District's houses need at least moderate rehabilitation. As a significant part of Carter Lake's housing stock approaches the half-century mark in age, reinvestment and rehabilitation become growing needs.

The Club District faces perhaps the greatest housing problems of any of the city's established neighborhoods, yet provides the greatest opportunities for revitalization because of its unique design character and water access. Carter Lake should initiate a program to revitalize the public environment of this unique district, elements of which includes:

- Revitalizing the Broadwalk, the diagonal walk extending from 9th and Avenue Q northeast to the Shoals.
- Enhancing Lakeshore Park, the public open space bordering the Club District and the Lake, with continued walkway improvements, pedestrian lighting, and new amenities such as fishing and boating piers and interpretive information on the rich history of the Club area.
- Developing a community gateway to identify the district.
- Improving other public rights-of-way, including the walks and alleys.
- Encouraging rehabilitation and reinvestment in the Club District's residences.
- Creating a special zoning district that recognizes the design characteristics of the District, such as setbacks and street orientation.

However, some of these strategies are applicable to other residential neighborhoods. Rehabilitation and neighborhood identification programs should be continued on a citywide basis. An example of these efforts is Carter Lake's innovative program of investing added tax proceeds from the development of houses in Coronado Keys into rehabilitation of existing housing. Special neighborhood features and public spaces, such as Neptune Circle, should also be enhanced and incorporated into the community-wide greenway system. Amenity development and linkages can help reinforce the special qualities of Carter Lake, and reinforce the value and security of individual investment and homeownership.

QUALITY CIVIC SPACES

- **Develop a Civic Center, with expanded city hall and improved public service facilities.**
- **Create a town square as a public space in the center of Carter Lake.**
- **Expand and enhance the school/library campus, linking it to the town square and the Lakefront Promenade.**
- **Continue the development of Locust Street as a civic parkway.**

In a city as oriented to water, the outdoors, and public life as Carter Lake, quality public spaces and public facilities are key components of community development. Of the city's public facilities, city hall most seriously needs expansion to accommodate administrative and public service needs. An improved city hall should be related to the creation of a public square in the center of the community– a place for events as well as open space for more unstructured activity. An ideal site for such a development is north of city hall along the east side of 9th Street. The proposed civic green and an expanded city hall can provide a front lawn for other types of development, including high-quality senior housing.

The square should connect on the north to an expanded education and culture campus, made up of the public school and library between Willow Avenue and O.C. Redick Boulevard from 9th to 13th Streets. This campus should be connected to the Lakefront Promenade through Neptune Circle and can have access to a senior housing development and small lake area west of 9th Street. Together, these features can create a procession of civic facilities that provides special qualities for the parts of the city that lack direct access to the lakefront.

In addition to its role as a major street, Locust Street should also be viewed as a public space. It represents the first impression of Carter Lake for most visitors and, ideally, should function as the city's showcase community street. This strategic space currently functions as a civic parkway, incorporating such features as a landscaped median, sidewalks or parallel trails, street furniture, and graphics. The Locust Street parkway might incorporate some of the patterns and materials used along the Abbott Drive corridor. Continued development and maintenance along Locust Street is suggested.

A MIXED USE BUSINESS ADDRESS

- **Encourage mixed-use business park development south of Locust Street.**
- **Screen and eventually phase out salvage yards.**
- **Maintain general industry west of 9th Street.**
- **Expand development in Owen Parkway, linking this to other major development along the Missouri River.**

In addition to being a residential community, Carter Lake has traditionally hosted a major heavy industrial base. While this pattern will continue, radical changes in the surrounding areas will cause a gradual transition to other patterns of land use. For example, along the Abbott Drive corridor, the new Omaha arena/convention center has replaced railroad yards; the Gallup Organization's corporate campus supplanted large salvage yards and the City Dock; and other transitions are taking place as the riverfront increasingly becomes an area of extremely high value. These changes will also affect land use and industrial character in Carter Lake.

However, Carter Lake will retain a significant employment and industrial base. In general, a mixed- use corridor along Locust Street will separate residential uses to the north from major employment and non-residential use on the south. These areas to the south will increasingly take on the character of a business park, combining office, limited industrial, and distribution space as a substitute for the heavy industries and open storage that have marked the area in the past. Development along Avenue H west of Abbott Drive is already establishing this character. Generally, these evolving mixed business park uses should extend west from Abbott drive to 5th Street, providing opportunities for redeveloping large underused parcels.

Even in industrial districts, the increasing value of strategic locations near Downtown Omaha and the airport will encourage a gradual upgrading of uses. Large salvage yards located south of Avenue J should initially be screened and ultimately redeveloped with higher value business park and industrial uses. General and heavy industry should be concentrated west of 5th Street. Ninth Street should be a landscaped street corridor, acting as a seam between general industry and more limited business park uses.

The Missouri Riverfront is also a key development opportunity for Carter Lake. Development of the first phase of the Owen Parkway office park will accelerate as major riverfront projects emerge. Owen Parkway East, between Abbott Drive and the river will allow multi-tenant office and business development to extend into Carter Lake. This development should be integrally tied to the Omaha riverfront; linkages should include street and trail extensions to create a

continuous circulation and recreation system. The Back to the River Trail should be connected to Abbott Drive and the lakefront promenade through the edge of the Owen Parkway development area.

THE DEVELOPMENT CONCEPT

The Carter Lake Development Concept is designed to put these principles into action to guide the city's development during the next twenty years. Carter Lake must make effective use of its limited available land resources and special characteristics to create maximum value for the city. The Development Concept and its accompanying patterns and objectives provide a unified diagram establishing the policy framework and integrating the various systems that make up the community of the future. This summary of the Carter Lake Development Concept includes:

- Land Use Concepts, considering more specific elements of land use policy and regulation.
- Park and Open Space Concepts.
- Transportation Concepts.

LAND USE CONCEPTS

- Locust Street Mixed-Use "Seam"
- Industrial and Business Park Locations
- Commercial Development Focuses
- Residential Development Areas
- Appropriate Development Regulations

LOCUST STREET MIXED USE "SEAM"

- Locust Street should develop as a mixed-use corridor that separates residential use to the north from industrial and business park uses to the south. A mixed-use character will reinforce Locust Street's traditional role as the Main Street of Carter Lake.
- Major development features along the corridor should include:
  - *A town center district,* providing a primary commercial development for the town, located at the13th Street intersection. The town center will include community commercial facilities that serve the city, the growing Downtown Omaha residential community, and visitors to the convention center and airport. Typical community commercial uses may include a grocery store, pharmacy, hardware store, personal services, specialty retailing, restaurants, and related facilities. Buildings in the town center should be oriented to the intersection, with parking surrounding buildings on the east, north, and south. The town center should incorporate existing commercial uses on the west side of 13th Street. Streetscape and intersection design features should be used to reinforce the distinctive character of this commercial focus.

  - *Multi-family housing,* potentially oriented to seniors, east of the Civic Center between

Locust and Avenue K. This site adds a residential component to the town center concept and can provide a senior housing area convenient to the services in the proposed commercial center, City Hall, and the existing Senior Center.

- *Commercial and business park uses* on the south side of Locust between 5th and 13th Streets. Marginal commercial uses or existing residential uses along the south side should gradually be upgraded to higher value, community commercial uses. Auto-oriented commercial development, including repair shops, used car lots, and similar facilities, should be upgraded to better sign, landscape, and site design standards where they remain.

- *New residential development of varying densities* between Locust and Avenue K from 5th to 9th Streets. Higher density housing is probable within this development area.

- *Upgraded commercial uses* between 5th and 9th Streets on the south side of Locust.

- *Commercial uses* west of 5th Street.

- Maintain the streetscape and design elements of Locust Street that reinforce the character of a mixed-use Main Street. These elements include:
  - The continuation of Locust Street as an urban street, with curb and gutter, and a paving surface maintained in good repair.
  - Maintain continuous sidewalks on both sides of Locust Street.
  - Maintain street landscaping in selected areas.
  - Maintain the improved street lighting, street furniture, and graphics.
  - Buildings with clear and direct connections from public sidewalks along Locust Street to the primary entrances of community commercial centers or stores.

INDUSTRIAL AND BUSINESS PARK LOCATIONS

- Business park and industrial uses should be located south of the Locust Street Corridor. Business park uses include a combination of office space, distribution facilities, and limited industrial use, often combined within “flex” buildings. Business park uses are generally distinguished by good landscape and design standards and controlled signage. Office uses and higher quality finishes are usually oriented to the street, with industrial and truck access areas located to the back of structures. In particular, the Avenue H corridor from Abbott Drive to 5th Street should be marketed and developed as a technology and incubator corridor, encouraging development which promotes the establishment of new business. The limited residential uses that occur south of locust should be gradually replaced by business park and industrial

uses.

- Fifth Street should serve as a boundary between business park facilities and general and heavy industrial uses.

- The absorption of Owen Parkway East and West as a quality office/business park should be encouraged. Owen parkway should emerge as a prime business location at the front door of the metropolitan area. Owen Parkway East should be developed with trail and street connections to other riverfront projects, including the Gallup campus and the National Park Service riverfront office project.

- Large salvage yards south of Locust should be subject to improved screening standards through proposed modifications in the zoning ordinance. Gradually, these salvage uses should be replaced by higher value, business park and limited industrial uses.

COMMERCIAL DEVELOPMENT FOCUSES

- Commercial development in Carter Lake should be focused along the Locust Street mixed-use corridor and Abbott Drive.

- Locust Street commercial development includes the City Center, proposed at 13th and Locust and upgraded commercial development along the balance of the corridor. The city should use redevelopment tools, including Tax Increment Financing (TIF) to encourage City Center commercial development.

- Characteristics of the City Center should include community commercial uses marketed to Carter Lake residents, the Downtown Omaha community, and visitors to the area; pedestrian-orientation which nevertheless provides good auto access; bicycle access; and a strong street orientation.

- Characteristics of other commercial development along the Locust Street corridor include:
- Commercial upgrades or enhancement of existing commercial uses.

- In some locations, replacement of existing single-family residential uses along the street with commercial or mixed use development.

- Good direct access from Locust Street sidewalks.

- Consolidation or limiting of driveway cuts to improve street function and appearance and sidewalk continuity.

The Abbott Drive Corridor from Owen Parkway north should be oriented to visitor and hospitality services. In order to preserve its character as a front door to the city,

Carter Lake should establish performance standards and quality requirements for development along the corridor. The city should form partnerships to market its hospitality services to airport users and visitors to the metropolitan area.

RESIDENTIAL DEVELOPMENT AREAS

- A mixture of senior housing and owner-occupied housing should be provided surrounding the existing lake west of 9th and north of Willow. Access should be provided to the lake along the Lakefront Promenade maintaining the water access theme.

- Moderate density housing, including both single-family attached and detached forms, should be used on infill sites near the lakefront.

- Mixed density and multifamily housing should be developed along the north side of the Locust mixed use corridor, between Locust Street and Avenue J. This should include development focused on the older adult market adjacent to the proposed City Center.

- Existing single-family uses along the south side of the Locust Street corridor should be gradually replaced by commercial and mixed-use development.

- The Club District and Neptune Place should be identified as special design districts, with development regulations and supporting public investments appropriate to their conservation. The city should encourage upgrading of housing in the Club district, including rehabilitation and new construction sympathetic to the area's special urban design quality.

- The City should continue to emphasize residential rehabilitation as a means to conserve its neighborhoods, and should enforce good property maintenance standards.

APPROPRIATE DEVELOPMENT REGULATIONS

- Carter Lake should implement development regulations that encourage innovative development patterns and help implement the concepts of the land use plan. Special contexts that should be reflected in Carter Lake's land development regulations include:
  - A special Carter Lake Club District, reflecting the small lots and unusual setbacks of this unique area. In this neighborhood of walks, greenways, and local alleys offering rear access to residential lots, traditional zoning regulators are irrelevant and can in fact prevent desirable redevelopment of lots or reinvestment in existing houses.

- A Locust Street Corridor Mixed Use District, permitting a mixture of uses along Carter Lake's main street, and providing for a strong orientation to the street and for good access for pedestrians.

- A Carter Lake Town Center District, providing regulations to encourage the development of a mixed-use city center at 13th and Locust.

- An Abbott Drive Corridor District, providing special standards and incentives to encourage innovative design along the city's principal entry corridor.

- A Business Park District, encouraging "flex" development with good landscaping and sign standards in the area south of Locust between Abbott Drive and 5th Street.

- An overlay district, encouraging the development of water-oriented residential areas like Coronado Keys, encouraging innovative design that incorporates water elements such as canals by viewing density on a development-wide rather than individual lot basis.

These special districts are designed to help Carter Lake capitalize on the benefits of its unique location.

- Carter Lake should establish improved overall standards for signage and landscaping. These should at least provide parity with standards in use in Omaha's zoning ordinance. Landscaping should be required along property lines, in the interior of large parking lots, and in buffering conditions between potentially incompatible land uses.

DECISION MAKING FRAMEWORK

- The Future Land Use Plan for Carter Lake should provide a context that helps decision-makers, including City administrative officials, the Planning Commission, and the City Council, make logical decisions which implement the plan's overall principles. The Land Use Plan establishes a number of categories of land uses, some of which provide for single primary uses while others encourage mixed uses. Two tables are included in this section to help approving agencies interpret the intentions of the Land Use Plan. The Decision Framework Table (Table 2.6) presents and defines the various categories proposed in the plan and establishes criteria for their application. Table 2.7, Land Use Compatibility Guide, assesses the relationships between adjacent land uses and provides a basis for review of land use proposals based on their surroundings. These tables form a framework for findings by the Planning Commission and City Council to provide both needed flexibility and consistency with the plan's overall objectives.

Table 2.6: Land Use Decision Framework

Land Use Category	Characteristics	Location Criteria
Low-Density Residential	• Restrictive land uses, emphasizing single-family detached and attached development, although innovative single-family designs may be permitted in planned developments. • Civic uses are generally allowed, with special permission for higher intensity uses.	• Primary uses within residential growth centers. • Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution. • Should provide a connected framework of streets and open spaces. • Should integrate some higher density housing in the form of moderate density attached units. • Neighborhood commercial may be integrated at major street nodes. • Typical densities range from 2 to 6 units per acre.
Medium Density Residential	• Restrictive land uses, emphasizing housing. • May incorporate a mix of housing types, including single-family detached, single family attached, townhouse uses and senior housing developments with fewer than 10 units per acre. • Limited multi-family development may be permitted with special review and criteria. • Civic uses are generally allowed, with special permission for higher intensity uses.	• Applies to established neighborhoods of Carter Lake that have diverse housing types, and in developing areas that incorporate a mix of development. • Developments should generally be small in scale and maintain the identity of individual units. • Develop in projects with adequate size to provide full services. • Up to 30% of units may be medium density, multi-family. • Neighborhood commercial may be integrated at major street nodes. • Typical maximum density is 6 to 10 units per acre. • Innovative design should be encouraged in new projects.
Mobile Homes	• Accommodates mobile homes which are not classified under State law as "manufactured housing" • Single-family, small lot settings within planned mobile home parks.	• Develop in projects with adequate size to provide full services. • Tend to locate in complexes, but should include linkages to other aspects of the community. • Typical maximum density is 8 units per acre. • A new zoning district and updated regulations should be established to govern development of mobile home facilities.

Source: 2006 Carter Lake Comprehensive Plan

Land Use Category	Characteristics	Location Criteria
High Density Residential	• Allows multi-family and compatible civic uses. • Allows integration of limited office and convenience commercial within primarily residential areas.	• Locate at sites with access to major amenities or activity centers. • Should be integrated into mixed use commercial areas, such as proposed City Center • Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses. • Traffic should have direct access to collector or arterial streets to avoid overloading local streets. • Requires Planned Development designation when developed near lower intensity uses or in mixed use developments. • Developments should avoid creation of compounds, which isolates development. • Attractive landscape standards should be applied. • Typical density is in excess of 10 units per acre.
Mixed Use	• Incorporates a mix of residential, office, and limited commercial uses.	• Applies to key corridors, including Locust Street. Corridor mixed use areas should include standards to encourage desirable design features. • Also applies to planned areas in new districts which incorporate an urban mix of residential, office, and commercial uses. • Developments should emphasize relationships among parts. Pedestrian traffic should be encouraged and neighborhood scale retained when applicable. • Projects should avoid large expanses of parking visible from major streets. • Signage and site features should respect neighborhood scale. • Commercial and office development in mixed use areas should minimize impact on housing. • A new special district for mixed uses, including residential, office and limited commercial uses should be implemented.
Town Center	• Provides a range of uses including high density residential, office, commercial and civic uses. • Emphasis should be on pedestrian orientation and linkages to civic uses.	• Applies to the 13th and Locust Street intersection. • Developments should emphasize relationships among parts. Pedestrian traffic should be encouraged and neighborhood scale retained when applicable. • Projects should avoid large expanses of parking visible from major streets. • Signage and site features should respect neighborhood scale.

Land Use Category	Characteristics	Location Criteria
Limited/Neighborhood Commercial	• Includes a range of low-impact commercial uses, providing a variety of neighborhood services. • Includes low to moderate building and impervious coverage. • Neighborhood commercial may be integrated into residential areas at key intersections, with a ceiling on total amount of floor space permitted at any one location. • May include office or office park development.	• Should be located at intersections of major or collector streets. • Should avoid a "four corners" configuration, except within designed neighborhood business districts. •Development should emphasize pedestrian scale and relationships among businesses. • Uses should be limited in terms of operational effects. • Good landscaping and restrictive signage standards should be maintained. • Good pedestrian/bicycle connections should be provided into surrounding areas. • The dominance of automobiles should be moderated by project design.
Community Commercial	• Includes a variety of commercial uses. • Establishes larger buildings and parking facilities than Limited Commercial uses.	• Should be located at intersections of arterials or other major streets, or in defined districts such as the Carter Lake City Center. Should avoid a "four corners" configuration. • Traffic systems should provide alternative routes and good internal traffic flow. • Negative effects on surrounding residential areas should be limited. • Good landscaping and restrictive signage standards should be maintained. • Good pedestrian/bicycle connections should be provided into surrounding residential service areas and to sidewalk and trail networks. • Buffering from surrounding uses may be required.
Limited Industrial/Office and Business Park	• Limited industrial provides for uses that do not generate noticeable external effects. • Business parks may combine office and light industrial/research uses.	• Limited industrial uses may be located near office, commercial, and, with appropriate development standards, some residential areas. • Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses. • Business park uses most appropriate east of 5th Street and south of Locust street; and Owen parkway east and west.

Land Use Category	Characteristics	Location Criteria
General Industrial	• General industrial provides for a range of industrial enterprises, including those with significant external effects.	• General industrial sites should be well buffered from less intensive use. • Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas. • Major sites include area west of 9th Street.
Civic	• Includes schools, churches, libraries, and other public facilities that act as centers of community activity.	• May be permitted in a number of different areas, including residential areas. • Churches should be designed into fabric of residential areas, and should manage parking and residential edges to prevent separations between buildings and neighborhoods. • Cultural and administrative buildings should generally be located in the Civic Center area or as part of the school/library campus. • Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.
Public Facilities/Utilities	• Includes facilities with industrial operating characteristics, including public utilities, maintenance facilities, and public works yards.	• Industrial operating characteristics should be controlled according to same standards as industrial uses. • When possible, should generally be located in industrial areas. • Wastewater and stormwater facilities located where required by drainage patterns.

Source: 2006 Carter Lake Comprehensive Plan

TABLE 2.7 Land Use Compatibility Guide

Proposed Land Use	Residential Units/Acre	Low Density Residential	Medium Density/ Townhome Residential	Mobile Home	High Density Residential	Mixed Use	Town Center	Limited-Neighborhood Commercial	Community Commercial	Business Park	General Industry	Civic	Utilities
Low-Density Residential	1-6	5	4	3	2	3	2	2	2	1	1	3	2
Medium-Density/ Townhome Residential	7-16	4	5	4	3	3	3	3	2	1	1	3	2
Mobile Home	7-16	3	4	5	4	4	4	3	3	2	1	3	2
High Density Residential	>19	2	3	4	5	4	4	4	3	2	1	4	2
Mixed Use		3	3	4	4	5	4	5	5	3	1	4	2
Town Center		2	3	4	4	4	5	4	4	3	1	4	2
Neighborhood Commercial		2	3	3	4	5	4	5	5	3	3	3	2
Community Commercial		2	2	3	3	5	4	5	5	4	3	3	3
Business Park		1	1	2	2	3	3	3	4	5	4	2	4
General Industrial		1	1	1	1	1	1	3	3	4	5	1	5
Civic		3	3	3	4	4	4	3	3	2	1	5	2
Utilities		2	2	2	2	2	2	2	3	4	5	2	5

Source: 2006 Carter Lake Comprehensive Plan

Key

5: Identical to pre-existing land uses or completely compatible. Development should be designed consistent with good planning practice.

4: The proposed use is basically compatible with the pre-existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.

3: The proposed use may have potential conflicts with existing adjacent uses, which may be remedied or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be

2: The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses.

1: The proposed use is incompatible with adjacent land uses. In general, proposed uses with this level of conflict will not be permitted.

Figure 2.3: Existing Land Use Map

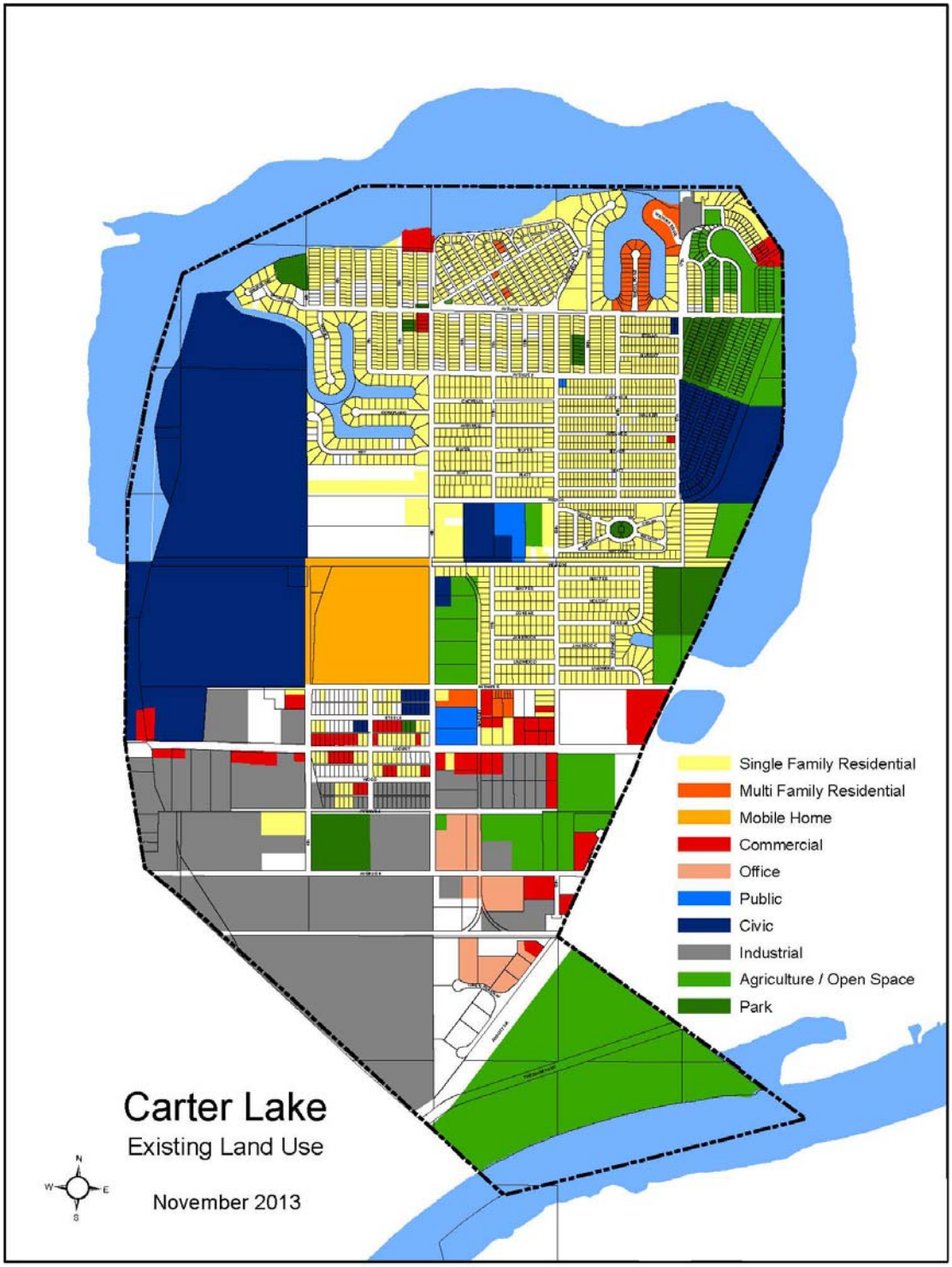
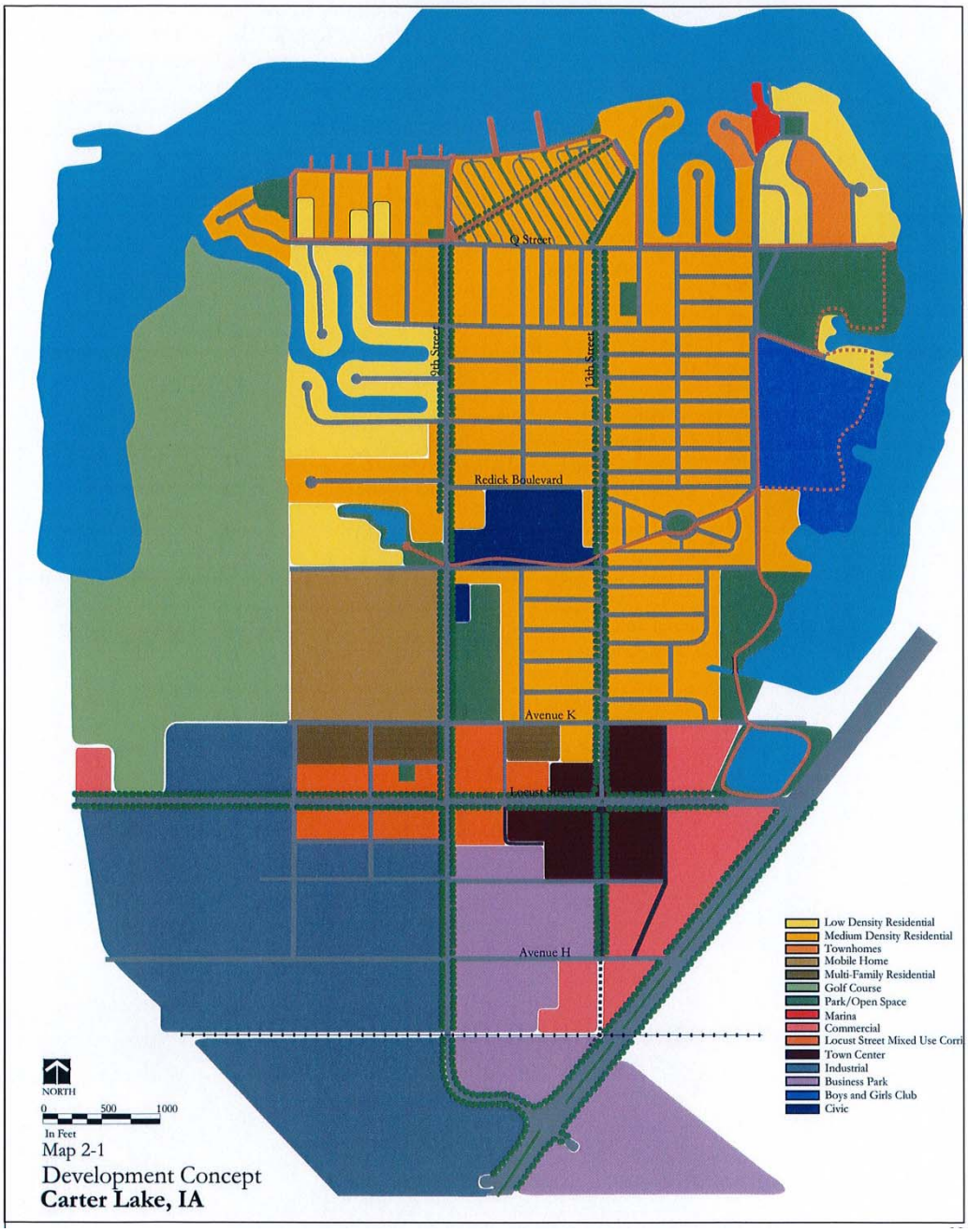


Figure 2.4 Carter Lake Development Concept



Source: 2006 Carter Lake Comprehensive Plan

SECTION III: CARTER LAKE INFRASTRUCTURE

►TRANSPORTATION

Transportation can be seen as the fabric that ties together all components of an urban area. In addition, public streets often represent the greatest percentage of publicly owned territory within a city and consequently are the most utilized and important civic spaces. The appearance and condition of public streets have a great affect on the health and value of property within the City. Quality public streets which safely and efficiently accommodate vehicular traffic, sidewalks which allow easy and universal accessibility to all, and landscaped rights-of-way which add to the quality of life are all essential functions of a transportation network. This section of the Carter Lake Plan provides an analysis of the existing transportation network in Carter Lake, examines regional trends in transportation habits and patterns, highlights existing or emerging circulation problems and provides suggestions on how to enhance accessibility options and create a transportation network that does much more than provide a paved surface to drive upon.

GOALS OF THE TRANSPORTATION SYSTEM

The Carter Lake 2006 Comprehensive identified general concepts to guide future development of Carter Lake. The vision of the future of Carter Lake has not changed, however some of the surrounding environment has. It is important to update the general concepts to identify the current environment and how these changes are advantageous to the future of Carter Lake. The goals are as followed:

- **Provide for safe movement for residents and visitors of Carter Lake.**

- **Assure that the transportation system provides good access to all of the city's features and attractions.**

- **Assure that the transportation system is adequate to meet the demands placed upon it.**

- **Assure the adequate rehabilitation or replacement of infrastructure to maintain the quality service levels expected by residents.**

- **Improve and extend streets in a manner that supports desirable development patterns.**

- **Accommodate the needs of all people in the community by providing mobility for all.**

Carter Lake's transportation system should meet the following goals:

- **Provide for safe movement for residents and visitors of Carter Lake.**

Roads and intersections that create traffic conflicts and potential collision points should be corrected. In addition, the transportation system should be easily understood and clearly identified for visitors. Since not all people traveling in Carter Lake are using motorized vehicles, good access requires improvements for pedestrians and bicyclists as well. Both young people and old people are likely to be walking or bicycling, especially in areas near schools, parks, and in neighborhoods with young families. The city should be safe for pedestrians who must cross at busy intersections as well. Hazards such as crossings at arterial streets have been addressed, but should be continually evaluated to prevent potential safety problems.

- **Assure that the transportation system provides good access to all of the city's features and attractions.**

Access means providing ways by which people can reach their destinations in the city. This includes providing alternative routes that make it easier for people to move from one point to another in Carter Lake. Providing alternate routes that are both safe and efficient to various features and attractions throughout the City addresses the needs of the users of the Carter Lake transportation system.

- **Assure that the transportation system is adequate to meet the demands placed upon it.**

People in every community expect good performance from their street and circulation systems. Internally, Carter Lake is free from many of the traffic problems that affect the metropolitan area around it. However, it is impossible to ignore these outside influences and effects. Major arterials such as Abbott Drive and Locust Street carry substantial amounts of regional traffic.

In addition, industrial, commercial and moderate residential growth planned in Carter Lake will place stress on some parts of the overall system. Anticipated growth in Carter Lake will consist of new development focused along Locust Street, Avenue H and Abbott Drive. Carter Lake's land use policies and decision-making must reinforce the long-term city development concepts.

An adequate transportation system can also create a desirable development context. Adequate local service roads can help a business location prosper. Well defined points of access for service roads, such as Avenue H, can elevate traffic on Locust St.

- **Assure the adequate rehabilitation or replacement of infrastructure to maintain the quality service levels expected by residents.**

Carter Lake is an eminently walkable community. Yet, aging sidewalks in Carter Lake and its neighborhoods need particular attention. These repairs have a direct bearing on the quality of life in Carter Lake. In addition, many parts of Carter Lake lack sidewalks. The development of a continuous pedestrian network is one of Carter Lake's most challenging goals for the next twenty years.

- **Improve and extend streets in a manner that supports desirable development pattern.**

Streets and pedestrian systems are community-building elements. Improvements to existing streets should be made in a manner that reinforces the policies of the Carter Lake Plan. Priority should be given to those new projects that provide solutions to existing problems. Additionally, the City must anticipate new development, and make necessary improvements that will encourage development in areas that provide the greatest benefits to the city. New street projects should accommodate anticipated growth and avoid the creation of new problems. The result will be a community that is more balanced physically and more economical to serve and operate.

- **Accommodate the needs of all people in the community by providing mobility for all.**

While movement of people in vehicles is the most significant objective of the town's circulation system, it is not the only need. Some of Carter Lake's people, including its old and young, do not drive or lack access to cars. A balanced system must also serve the needs of these groups. In addition, the redevelopment of north Downtown area of Omaha has brought an increasing number of people to the area, who arrive by air, and who may not always be using cars for transportation while in town. Thus, transportation must look beyond vehicular movements to examine the variety of way in which people move around the community.

CARTER LAKE'S CURRENT TRANSPORTATION SYSTEM

STREET PATTERNS: A GENERAL DESCRIPTION

Abbott Drive and Locust Street

Abbott Drive, a four-lane divided arterial is the primary connection to Carter Lake from Downtown Omaha, Interstate 480, and Eppley Airfield, passing through a small part of the town between the airport and downtown. While most of Abbott Drive is peripheral to local traffic patterns, it is the sole connection between the Owen Parkway developments and the

rest of Carter Lake. The main entry route from Abbott Drive into Carter Lake is Locust Street, a mixed-use corridor that includes commercial, industrial, and residential development. Locust Street generally separates residential neighborhoods to its north and commercial and industrial development to its south.

Changes in traffic patterns with the North Downtown redevelopment have had additional effects on Carter Lake. With the opening of the Convention Center in 2003, Abbott Drive was routed into Cuming Street; 10th Street was extended north of Capitol Avenue to a "T" intersection with the new Abbott Drive/Cuming Street alignment; the Abbott Drive viaduct was removed; and the previous Abbott Drive alignment became a local service road for the convention center. These changes have provided direct links to the convention center and the North Freeway/I-480 system.

Other Metropolitan Area Connections

While Abbott Drive is usually viewed as Carter Lake's primary outside transportation link, other streets connect the town to the rest of the metropolitan area. Locust Street continues west into the North Omaha neighborhood, crossing the Union Pacific (former Missouri Pacific) northside line to a T-intersection at 24th Street. At the western edge of town, 11th Street continues south through older heavy industrial areas to Nicholas Street. Continued to the north as Carter Lake Shore Drive, the street becomes the park road for Levi Carter Park, continuing around the Nebraska side of the lake to Abbott Drive on the north side of Eppley Airfield.

Avenue H provides crosstown access between Abbott Drive and 11th Street through Carter Lake's industrial district.

Local Street Access

Carter Lake north of Locust Street is essentially a peninsula, with a local and collector street system that serves exclusively local needs. Street patterns north of Locust Street consist of grids, with the size and spacing of streets and blocks reflecting various periods of subdivision. Ninth and Thirteenth Streets provide major north-south access through the town, while shorter east-west streets provide primarily local access. Avenue Q provides longer east-west crosstown access across the north side of the community.

The Carter Lake Club and Neptune Circle districts break the grid with street patterns that, if developed today, would represent the latest in urban design practice. The Club District, developed as a resort community, provides lot frontages along unique greenways. Access is provided by looped alleys to the rear of houses. A "broadwalk" crosses the district from 9th and Avenue Q to the end of Carolina Drive, and a walkway along Lakeshore Park establishes a public promenade along the lake. In the Neptune Circle District, streets radiate from a central, circular park, functioning as both a neighborhood common and a

traffic circle.

Recent development, especially in the north and northwestern areas of the city, consists of cul-de-sac subdivisions including Coronado Keys, Shoreline Estates, and The Shoals. These subdivisions extend cul-de-sacs from Avenue Q and 9th Street that terminate at the lakefront, and feature canal access at the rear lines of residential lots. As such, they have become particularly popular with boat owners and others who place a high value on water and lake frontage.

STREET CLASSIFICATION

The Street Classification Map shows Carter Lake's Federal Functional Classification of major streets. Streets are placed into four categories.

Major Arterials: These roads serve regional needs and connect major activity centers. They usually serve the highest traffic corridors and are designed to accommodate relatively high speeds. These streets often use access control devices such as raised medians to reduce traffic conflicts. Abbott Drive is the only major arterial street in Carter Lake.

Other Arterials: These major streets connect with and complement the major arterial system by linking major activity centers and connecting various parts of the city together. Unlike expressways, other arterials usually provide access to adjacent properties and generally accommodate extensive left-turn movements and curb cuts. These major streets are designed for speeds of 40 mph or below.

As a rule, these streets are spaced at 0.5 to 1.0 miles in developed urban areas and 2.0 miles in fringe areas. Carter Lake streets in this classification include:

- 13th Street
- Locust Street

Collectors: The collector system links neighborhoods together and connects them to arterials and activity centers. Collectors are designed for relatively low speeds (30 mph and below) and provide unlimited local access. Collectors run within residential areas and distribute trips from arterials to their ultimate destinations. They also collect traffic from a neighborhood's local streets and channel it to arterials. Collector streets in Carter Lake's current system include:

- Avenue H
- Avenue K
- 9th Street
- Redick Boulevard

- Avenue Q
- 17th Street

Local Streets: Local streets serve individual properties within residential or commercial areas. They provide low-speed access for relatively short trips. Local streets may include cul-de-sacs, which should not exceed 500 feet in length only in exceptional circumstances. Numerous cul-de-sacs exist in the north and northwestern part of the city.

STREET SYSTEM PERFORMANCE

The Level of Service System

System performance of a street is typically evaluated by evaluating the "level of service" or LOS of a street. LOS is a qualitative measure that examines such factors as speed, travel time, traffic interruptions, freedom of maneuvering, safety, convenience, and operating costs of a road under specific volume conditions. A ratio of volume to capacity (that is how much traffic the street carries divided by how much traffic the street was designed to carry) provides a short method for determining LOS. LOS categories are described as follows:

- LOS A: This describes free-flowing operation. Vehicles face few impediments in maneuvering. The driver has a high level of physical and psychological comfort. Minor accidents or breakdowns cause little interruption in the traffic stream. LOS A corresponds to a volume/capacity ratio of 0 to 0.60.

- LOS B: This condition is a reasonably free-flowing operation. Maneuvering ability is slightly restricted, but ease of movement remains high. LOS B corresponds to a V/C ratio of 0.60 to 0.70.

- LOS C: This level provides stable operation. Traffic flows approach the range in which increases in traffic will degrade service. Minor incidents can be absorbed, but a local slow-down of traffic will result. In urban settings, LOS C is a good level of service to work toward. It corresponds to a V/C ratio of 0.70 to 0.80.

- LOS D: This level borders on an unstable traffic flow. Small traffic increases produce substantial service deterioration. Maneuverability is limited and comfort levels are reduced. LOS D represents a V/C ratio of 0.80 to 0.90. LOS D is frequently used as a compromise standard in dense urban settings.

- LOS E: LOS E represents typical operation at full design capacity of a street. Operations are extremely unstable, because there is little margin for error in the traffic stream. LOS E corresponds to a V/C ratio of 0.90 to 1.00.

- LOS F: LOS F is a breakdown in the system. Such conditions exist when queues form behind a breakdown or congestion point. This condition occurs when traffic exceeds the design capacity of the street.

It is important to note that the LOS measure is essentially a measurement of traffic speed. Clearly, LOS is an important measure, because the basic purpose of streets is to move traffic efficiently. However, LOS is insensitive to other important values, including neighborhood preservation, environmental quality, economic vitality and access, energy conservation, and efficient development patterns. Indeed, a dispersed development pattern may actually improve LOS, but may also cause people to drive longer distances. This can increase the total amount of traffic, the amount of street that the city must maintain, and the length of average trips. In some situations, like downtowns, a poor LOS may be desirable from an urban or economic point of view. Thus, while LOS is a useful measurement tool, it should not be used to the exclusion of other values. The transportation system should serve, rather than dominate, the overall city environment.

Traffic Capacity for Street Settings in Carter Lake

Table 3.1 evaluates the LOS of various streets in the Carter Lake system. The evaluation is based on the ratio of volume to capacity (V/C). For example, a street with a capacity of 10,000 vehicles per day and average daily traffic (ADT) of 6,000 vehicles per day has a V/C ratio of .60. Target capacities are usually published at LOS C, which in fact represents a volume/capacity ratio of .70 to .80. The table below uses absolute maximum capacity (LOS C capacity/.75) to evaluate V/C.

This analysis indicates that the Carter Lake system has more than adequate street capacity to meet current and probable future needs. An eventual three-lane section on Locust Street will further meet any projected volume requirements

TABLE 3.1: Level of Service Evaluation of Carter Lake's Major Street System							
Segment Setting Type	Setting Typee	Capacity at LOS C	Absolute Capacity (LOS C/.75)	AADT*	AADT**	V/C	LOS
Abbott Drive, North of Locust	4-Lane Divided; Principal Arterial	28,400	37,000	5,400	15,000	0.15	A
Abbott Drive	4-Lane Divided; Principal Arterial	28,400	37,000	18,000	18,000	0.49	A
Locust Street and Abbott Drive	2-Lane; Principal; Arterial, CBD	9,400 w/o turn lanes; 12,800 w/ turn lanes	12,500 w/o turn lanes; 17,000 w/ turn lanes	8,600	7,700	0.51	A
Locust, 13th to 9th Streets	2- Lane; Principal; Arterial CBD Setting	9,400 w/o turn lanes; 12,800 w/ turn lanes	12,500 w/o turn lanes; 17,000 w/ turn lanes	7,600	5,400	0.61	B
Locust Street, West of 9th Street	2-Lane; Principal Arterial; non-CBD Setting	10,400 w/o turn lanes; 14,000 w/ turn lanes	13,800 w/o turn lanes; 18,600 w/ turn lanes	6,800	6,000	0.49	A
13th Street, Locust to Avenue K	2-Lane Minor Arterial, CBD Setting	7,500 w/o turn lanes; 8,600 w/ turn lanes	10,000 w/o turn lanes; 11,000 w/ turn lanes	8,400	5,100	0.84	C
13th Street, Avenue P to Avenue Q	2-Lane Minor Arterial, non-CBD Setting	8,400 w/o turn lanes; 9,400 w/ turn lanes	11,200 w/o turn lanes; 12,500 w/ turn lanes	3,100	1,500	0.28	A
9th Street, Locust to Avenue K	2-Lane Minor Arterial, CBD Setting	7,500 w/o turn lanes; 8,600 w/ turn lanes	10,000 w/o turn lanes; 11,000 w/ turn lanes	3,700	4,000	0.37	A
9th Street, Avenue P to Avenue Q	2-Lane Minor Arterial, non-CBD Setting	8,400 w/o turn lanes; 9,400 w/ turn lanes	11,200 w/o turn lanes; 12,500 w/ turn lanes	900	800	0.08	A
Avenue H & Locust Street	2-Lane Collector; non-CBD Setting	6,500 w/o turn lanes; 8,600 w/ turn lanes	8,600 w/o turn lanes; 11,400 w/ turn lanes	3,300	4,000	0.38	A
Avenue H, West of 9th Street	2-Lane Collector; non-CBD Setting	6,500 w/o turn lanes; 8,600 w/ turn lanes	8,600 w/o turn lanes; 11,400 w/ turn lanes	2,900	1,200	0.34	A

*Data from 2006 Comp Plan

**Data collected in 2010

LOS: Level of Service

ADT: Average Daily Traffic

V/C: Vehicles divided by Capacity

Source: Iowa Department of Roads

Qualitative Traffic System Issues in Carter Lake

While quantitative capacity is not a significant issue in Carter Lake, the city does have several issues of concern. These include:

Internal traffic flow from employment areas. The Owen Parkway developments can only be reached from the rest of Carter Lake by using Abbott Drive. Local connections between this area to Carter Lake's residential neighborhoods can provide better access and relieve some trips on Abbott Drive.

Local service in developing areas. Developments in the Abbott corridor south of Locust Street must have clear local circulation because of access limitations on Abbott Drive.

Signalization on Abbott Drive. Traffic at the Owen Parkway and Abbot Drive should be monitored for a signalized intersection. Drive include Avenue H and Owen Parkway. Traffic at these intersections should be monitored. However, frequent signals will compromise the functioning of Abbott Drive.

A functional internal system can reduce the requirements for additional controlled accesses to this principal arterial.

STREET AND SIDEWALK CONDITIONS

The preparation of this plan included a citywide survey of residential and collector street and sidewalk condition in the Spring of 2001. Maps addressing street and sidewalk conditions summarize the results of this survey, highlighting significant street condition problems facing the city now and into the planning period.

Street Conditions

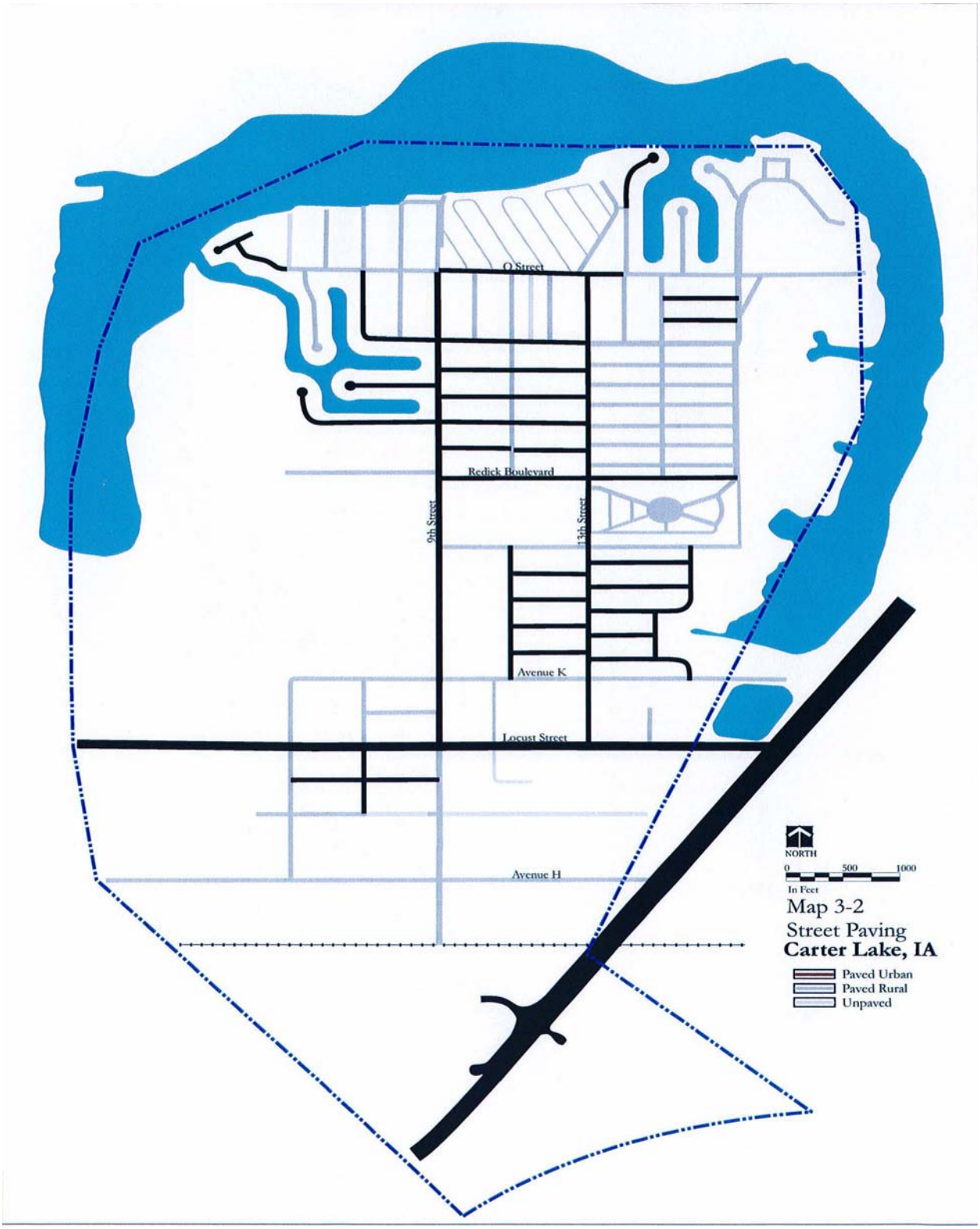
In general, the streets of Carter Lake are in good condition. Major roadways are paved with curb and gutter, while significant portions of residential streets are hard surfaced without curb and gutters. Several segments of older residential streets are in good condition with some curb work needed, including:

- Stella Avenue
- Murray Avenue
- Avenue P
- Cachelin Drive
- Walker Street
- Avenue O
- Silver Lane

- Hiatt Street
- Dorene Boulevard
- Lindwood Drive

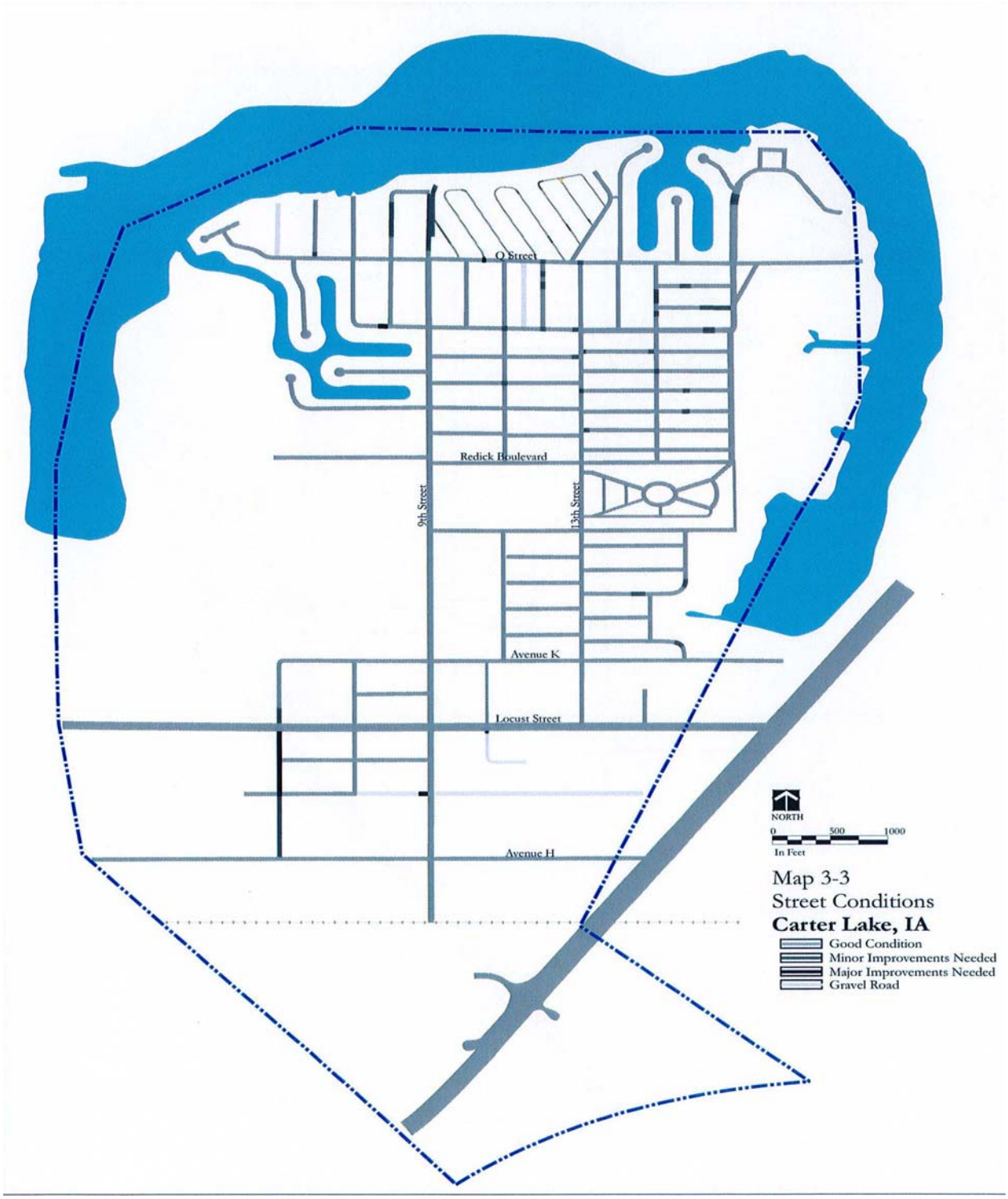
In addition, Carter Lake has several streets that service industrial properties. These streets experience heavier traffic than their residential counterparts and will require more frequent repair. Figure 3.1 shows the Street Paving Map. This map depicts how streets are paved in Carter Lake. Figure 3.1 depicts the Street Conditions Map. This map illustrates the current condition of each street in Carter Lake.

Figure 3.1: Street Paving Map



Source: 2006 Carter Lake Comprehensive Plan

Figure 3.2: Street Conditions Map



Source: 2006 Carter Lake Comprehensive Plan

Street Repair Criteria

Programs aimed at correcting deficiencies must be targeted to specific priority areas, with goals, options, and funding priorities identified. Typically in a city, priority should go to projects that:

- Relieve traffic congestion problems along urban streets.
- Connect newly developing areas to existing collector streets and Locust Street.
- Help to open significant new areas for new commercial and industrial development.
- Improve or eliminate safety problems caused by configuration, site distance, or other condition-related problems.
- Are located in key areas critical to the improvement of neighborhoods.
- Are requested by property owners who voluntarily work to establish special assessment districts to finance improvements.

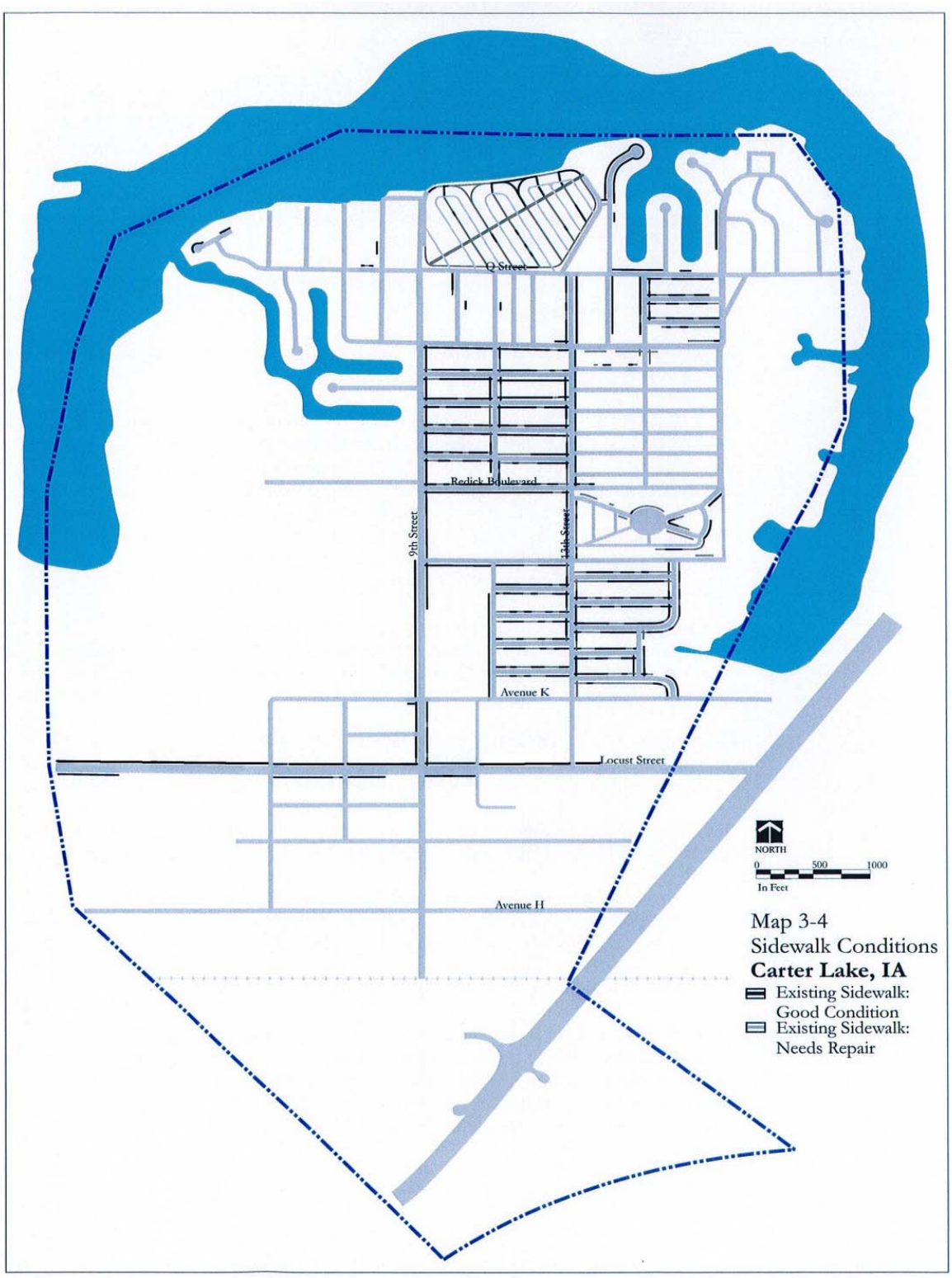
In general, Carter Lake should invest largely in projects that correct community-wide problems.

High priority should be given to neighborhood street improvements that improve the city's traffic circulation patterns, and that encourage development and redevelopment in areas that are most beneficial to the city and its' existing infrastructure.

Sidewalks

A network of sidewalks adjoining streets is also an important part of a local transportation system. This is particularly true in Carter Lake, where the relative compactness of residential areas, water and recreational features, and a level terrain combine to create a very walkable city. Indeed, residents who increasingly walk for transportation and exercise demand safe walking environments. Yet, Carter Lake lacks a continuous sidewalk system in many areas. In addition, recent gated residential developments in the northern part of the city were not required to provide sidewalks. Figure 3.3 shows the current condition of the sidewalks in Carter Lake, where improvements are needed, and where sidewalks are in excellent condition.

Figure 3.3 Sidewalk Conditions Map



*source 2006 Carter Lake Comprehensive Plan (updated in 2013)

The following discussion evaluates sidewalk conditions in each of Carter Lake's major developed areas.

Coronado Keys. Sidewalks were not designed in this subdivision plan and are absent in this neighborhood.

Club District. The Club Subdivision has an excellent network of sidewalks, a product of its unusual design that oriented the front doors of houses to a system of walks and greenways. However, several improvements are needed. The broadwalk, a concrete walk that runs diagonally through the district from 9th and Avenue Q to the eastern end of Lakeshore Park at Carolina Drive, needs landscaping. Sidewalks extending from the broadwalk are deteriorated and need improvement, as well. Portions of the Club sidewalks were recently improved. However, significant portions remain in poor condition.

Neptune Circle. Sidewalks exist only sporadically throughout the neighborhood. A majority of these sidewalks need to be improved. Neptune Park, located in the center of the subdivision, has a gazebo surrounded by excellent sidewalks.

The Shoals. The Shoal Drive cul-de-sac has sidewalk coverage. The sidewalks that exist along Shoal Drive and along Avenue Q are in excellent condition. Both gated streets (Shoal Pointe and Waters Edge) were not designed with sidewalks.

Developed Neighborhoods. In addition to the Club District, three sections of Carter Lake have well- developed sidewalk networks. These districts include:

- Avenue K to Willow Avenue, from Mabrey Park to 9th Street.
- Redick Boulevard to Avenue P, 9th to 13th Streets.
- Avenue P to Avenue Q, 14th to 17th Streets.

Each of these areas include sidewalk segments that need repair.

Locust Street. Locust Street recently installed sidewalks along Locust St. from Abbott Drive on the east side to Carter Lake Drive in the western end of the city and are still in excellent condition. Sidewalk extension and improvements were incorporated into an overall streetscape improvements project.

Shoreline Estates. Sidewalks were designed in the Shoreline Estates subdivision plat and are being installed as houses are built.

Sidewalk Repair Criteria

Similar to street improvements, efforts aimed at correcting sidewalk deficiencies must be

targeted to specific priority areas, with goals, options, and funding priorities identified. High priority improvement should be those that:

- Improve pedestrian connections to schools and parks.
- Provide sidewalk access between residential and commercial areas.
- Improve safety along busy arterials by constructing separate walkways for pedestrians.
- Connect newly developing areas to existing Carter Lake neighborhoods.
- Are located in key areas critical to the improvement of neighborhoods.
- Are requested by property owners who voluntarily work to establish special assessment districts to finance improvements.

As a general rule, Carter Lake should provide a sidewalk network that includes a continuous sidewalk on at least one side of every street in the city.

TRANSPORTATION POLICIES

Transportation and access around town is important to the city's structure, quality of life, and intimacy. More than moving people and vehicles around, transportation in Carter Lake can help create a sense of unity and commonality that will benefit the city in many ways. This section present the policies and actions that will enable Carter Lake to accomplish its overall goal of assuring good, safe access to all parts of town.

STREET CLASSIFICATION SYSTEM

The city and the Iowa Department of Transportation use Federal street classification systems to identify streets for potential federal aid participation (TEA-21). The current TEA-21 system for Carter Lake remains valid and is identified in the previous section on street classification. However, the following additions should be included:

- 13th Street extended as a collector south from Locust Street to the Abbott Drive frontage road; and the frontage road as a collector to Owen Parkway West.
- 9th Street and Owen Parkway West as a collector from Avenue H to Abbott Drive.

STREET SYSTEM DEVELOPMENT PROGRAM

While Carter Lake's predominately local street system functions generally meets community needs, the city should implement a Street System Development Program to address the issues identified in this section. This program includes continual maintenance and

upgrades to the newly redeveloped Locust Street and development of improved connections and service accesses to commercial and industrial development. Detailed components of the program follow:

Locust Street

- Locust Street was redesigned as an urban main street, capable of accommodating turning movements. This was accomplished by upgrading the street as a three-lane urban section, with curb and gutter. A program to consolidate and minimize access cuts with redevelopment or property upgrades should be implemented to highlight the new street design.
- Locust Street provides continuous sidewalks. The sidewalk on the north side of the street was widened as a sidewalk trail, accommodating bicycles and pedestrians and connection to the proposed Lakeshore Promenade system.
- The city implemented a corridor enhancement program along Locust Street, adding landscaping, special lighting, street furniture, and graphics. Gateway design features installed at Abbott Drive and 11th Street (Omaha) mark key entrances into the community. With the city center development, 13th and Locust should be designed as a special community node, using design elements and paving patterns to mark this potential center of the community.
- Locust Street provides a parkway section with landscaping between Abbott Drive and the western state line. This can support enhanced land uses and developments along this increasingly strategic corridor segment. Design of projects and interim street improvements should reserve right-of-way for this ultimate street design.

Commercial/Industrial Links and Internal Circulation

A major part of the Street Development Program should serve new non-residential development south of Locust Street, providing a local circulation and connecting major commercial and employment facilities internally to the rest of Carter Lake. This type of system reduces the traffic load on Abbott Drive and reduces the amount of traffic using Abbott Drive intersections. Street segments necessary to create a well-functioning internal circulation system include:

- An extension of 9th Street from Avenue H to Owen Parkway west. The alignment should avoid rail sidings serving Paxton & Vierling Steel.
- An extension of 13th Street south of Locust Street to Avenue H, continuing south across the Illinois Central track to connect Abbott Drive frontage road to Owen Parkway.
- Developing 14th Street as a local circulator between Avenue K and Avenue H should be further analyzed. This will provide clear access to new development between Locust Street and Avenue H and would be the primary vehicular access to the proposed City Center commercial development. In the past there has been concern regarding traffic levels in adjacent residential areas. This should be clearly evaluated before construction and any construction project should include design standards that would reduce the impact to

adjacent residents.

TRAFFIC SIGNAL MONITORING

A traffic signal has been installed at Avenue H and Abbott Drive (officially within the City of Omaha). However, the city should monitor traffic volumes at Owen Parkway and Abbott Drive for future volumes warranting a traffic signal. A goal of the internal circulation network should be to avoid excessive signalization along Abbott Drive.

SIDEWALK DEVELOPMENT PROGRAM

Carter Lake should establish a goal of developing a continuous sidewalk on at least one side of every street. This program involves three elements:

- Development of a basic pedestrian system along major street and other routes that serve all residents of the city.

- Repair of sidewalks in areas that currently have them.

- Installation of sidewalks in areas that lack them.

All sidewalks in the network should provide barrier-free intersection ramps, consistent with the requirements of the American with Disabilities Act.

Basic Pedestrian System

Sidewalks along major streets, on school routes, and along the Lakeshore Promenade should be viewed as public utilities rather than special benefits. As such, they should be funded by public funds, bonds, and grants (such as TEA-21 Enhancement Funds or foundation grants for special amenities or historic neighborhoods). Segments that require special attention as part of a community-wide system include:

- Willow Drive, between 9th Street and 13th Street;
- Avenue Q, between Shoreline Drive and 17th Street;
- Avenue P, between 13th Street and 17th Street;
- Avenue K, between 13th Street and 11th Street;
- 17th Street, between Willow Drive and Avenue Q; Locust and 13th Streets;
- The Lakeshore Promenade, including walkway systems in the Club and Neptune Circle districts;
- Walker Street, between 13th Street and 17th Street.

Sidewalk Repair Districts

Central Carter Lake neighborhoods that currently have nearly complete sidewalk coverage

include:

- Avenue K to Willow Avenue from 9th Street east to the lake.
- Redick Boulevard to Avenue P from 9th to 13th Streets.
- Avenue P to Avenue Q from 13th to 17th Streets.

Sidewalks in these areas should be in a state of good repair to reduce the possibility of injury and liability and to provide good service to residents. Areas for repair should be defined, with repairs financed either by property owners or through special assessments.

New Sidewalks in Residential Areas

A continuous sidewalk system should be provided along both sides of all public streets in residential areas. This sidewalk construction should be financed through special assessments. New subdivision regulations for Carter Lake require continuous sidewalk installation and should reduce future breaks in the system.

TRAIL DEVELOPMENT

Trail and pedestrian development is a key part of the Development Concept and provides a basic amenity for the city. In addition, internal trail development will have significant transportation benefits. The proposed system uses a variety of techniques, including multi-use trails along certain segments of the Lakeshore Promenade, sidewalks and sidewalk trails, and share-the-road joint routes, alerting motorists to the presence of bicyclists in the areas.

Components of the system include:

- The Lakeshore Promenade, with multi-use trails around Kiwanis Park Lake, through Mabrey and Hamilton Parks, along the Boys' and Girls' Club lakefront property if feasible, and along Lakeshore Park. Other segments include sidewalks with parallel designated share-the-road bicycle routes.

- Connections to the Promenade through Neptune Circle, the school and library site, and the proposed Town Commons on the west side of 9th Street. Multi-use trails can be accommodated through the school site.

- Connections to the sidewalk trail on the north side of Locust Street.

- A multi-use trail link to Back to the River Trail, via Owen Parkway East and Abbott Drive, with a signalized crossing at Locust Street (or Avenue H or Owen Parkway when provided)

- Share-the-road designations along 17th Street, Avenue Q, Willow Drive, 9th Street and 13th Street. Share-the-road designation should not relegate bicycles to specific routes. However, they do help direct bicyclists to certain routes and notify motorist that bicycles are likely to be in the area. In addition to share-the-road signage, these routes should use bicycle friendly sewer inlet grates, with openings that run perpendicular to the direction of travel.

PROJECT FUNDING

Roadways are eligible for federal funding when designated as a collector or arterial in the Comprehensive Plan.

- *Federal Transportation Funding:* In order to vie for federal funding, the City must work with Pottawattamie County and the Regional Planning Affiliation – Region 18. Member jurisdictions (Pottawattamie, Harrison, Mills and Shelby Counties, IDOT and the cities of Harlan and Glenwood) approve distribution of federal transportation funds, including projects in smaller cities within member counties.

- *Federal Disaster Mitigation Funds:* Funds may also be available through the Federal Emergency Management Agency for projects mitigating the impact of flood on a community. The Flood Mitigation Assistance (FMA) and Pre-Disaster Mitigation (PDM) programs can provide technical and funding assistance for projects minimizing the impact of disasters – in this case, flood. Priority is given to projects, which address repetitive loss properties and projects, which protect critical facilities.

- *RISE Program:* Revitalize Iowa's Sound Economy (RISE) is another funding option offered by the State of Iowa through the Iowa Department of Transportation. RISE offers grants and loans with a variable local match to both speculative and non-speculative economic development projects, such as industrial park creation.

- *Local Funding Options:* Given the cost of constructing new roads, it would be difficult for Underwood to program Road Use Tax dollars for new roadway construction and continue to upgrade existing streets. Bonded indebtedness is another option for new roadway construction. A voted Capital Improvements Levy of $.675 per $1,000 of taxable value ($67.5 per year on a $100,000 home) can also help to plan for the costs of new infrastructure and maintenance of existing facilities.

►HOUSING

Carter Lake's housing stock can be viewed as critical infrastructure and the maintenance, enhancement and continual development of it are essential to sustaining and improving upon the level of service and quality of life that residents currently enjoy. The housing supply

represents the city's largest capital investment and the value of the housing stock largely determines the fiscal health of the City. This section of the Plan analyzes current housing conditions, examines regional trends in the housing development market, sets goals based on identified community needs and provides policy solutions to ensure that quality housing is available for all residents.

GOALS

These goals developed in the 2006 Carter Lake Comprehensive Plan begin with the assumption that Carter Lake's neighborhoods have special, unique qualities that demand individualized actions to:

- **Create an environment in Carter Lake that offers better housing opportunities for all.**

- **Create community connections that will unite neighborhoods of the city.**

- **Assure that each neighborhood provides a good residential environment for its residents.**

- **Conserve the city's existing building stock.**

The goals conceived in the 2006 plan are still relevant to the 2013 plan update

HOUSING CHARACTERISTICS IN CARTER LAKE

Housing Cost and Affordability in Carter Lake

Carter Lake experienced a significant increase in housing cost during the 1990's. During this booming decade the median value of a home increased from $39,800 in 1990 to $70,400 in 2000, a 77% increase. Despite this jump Carter Lake still remained more affordable then Omaha or Council Bluffs with median home values of $94,200 and $78,200 respectively. Median contract rent also increased substantially during this period. The 61% increase to $537 meant that Carter Lake was comparable to Omaha, also at $537, but still less than Council Bluffs with a 2000 median of $550. Overall Carter Lake provides some of the most affordable housing in the metro area with over 23% of owner- occupied units valued below $50,000.

Table 3.2 shows the housing market in Carter Lake from 2005 to 2012. Sale prices during this period have decreased due to the lack of new construction that brought about a housing boom in the late 1990's and early 2000's. However, the new units have created a parallel new home market to Carter Lake's older established residential market. The market has addressed the need for additional move-up housing therefore, continued support of the older housing market and providing new affordable housing will be a priority for the city during the coming years.

TABLE 3.2: Carter Lake Commercial Sales, 2005-2012			
Year	Number of Homes Sold	Median Sale Value	Average Sale Value
2005	174	$85,326	$38,552
2006	207	$90,000	$38,885
2007	174	$95,000	$39,259
2008	150	$73,430	$39,654
2009	141	$85,000	$39,988
2010	129	$80,000	$40,351
2011	124	$90,750	$40,729
2012	151	$66,000	$41,078

Source: Pottawattamie County Assessor, 2013

Occupancy Characteristics

Further analysis of Carter Lake's housing in Table 3.3 indicates an overall increase in the number of housing units located within the city. The increase occurred solely within the owner-occupied market with an increase of 115 renter occupied units from 2000 to 2010. Carter Lake's vacancy rate has increased by approximately 2 percentage points but still remains strong with a greater selection of housing available to new residents of the community.

TABLE 3.3: Carter Lake Housing Occupancy, 1990, 2000, 2010			
	1990	2000	2010
Total Housing Units	1,149	1,292	1,481
Owner Occupied	942	1,058	1,110
Renter Occupied	168	163	278
Vacancy	3.39	5.50	6.30

Source: US Census Bureau

Housing Conditions

Table 3.4 summarizes the results of a citywide housing conditions survey that was conducted in January, 2001. With changes in development within the previous ten years, an updated housing survey would be beneficial to the City of Carter Lake. Structures in the 2001 survey were placed in one of the following categories:

- Dilapidated – A residence that has at least two structural failures and is judged beyond repair.

- Deteriorating – A residence that has no more than one structural deficiency and possibly some minor non-structural deficiencies; primarily the residences shows signs of structural failure and/or extensive repair is required.

- Minor deficiencies – A residence that is structurally sound, but some minor repair is required; primarily four and or more minor non-structural deficiencies.

- Sound – A relatively new residence that is well maintained with three or fewer minor non- structural deficiencies.

- Excellent – A new residence with no discernible deficiencies.

The survey includes 992 single-family units as well as 33 multi-family and mobile home units (not including Lakeside Mobile Home Park). The overall survey indicates that Carter Lake has a good overall housing supply. About 10.18% of the city's housing stock exhibits a need for substantial rehabilitation. The majority of houses have at least four minor non-structural deficiencies but are structurally sound.

Most of Carter Lake's housing stock was constructed after World War II. Housing condition problems generally occur in homes built between 1950 and 1980. Of the 721 single-family units that were constructed during this time period 55% display at least minor deficiencies.

Most of Carter Lake's duplexes and townhomes are newer and therefore in very good condition. Almost 82% of the duplexes and townhomes are in excellent condition. The city currently has no large multi-family developments and few mobile homes outside of Lakeside Mobile Home Park. Providing additional multi-family development could become increasingly important as the city looks to develop a base of future homeowners who are invested in the community.

TABLE 3.4: Housing Conditions - City of Carter Lake, 2001								
Single Family								
Condition Rating	**Pre- War**	**%**	**Post-War**	**%**	**Post 1980**	**%**	**Total**	**%**
Dilapidated	10	5.32	2	0.28	0.00	0.00	12	1.21
Deteriorating	43	22.87	46	6.38	0.00	0.00	89	8.97
Minor Deficiencies	99	52.66	347	48.13	0.00	0.00	446	44.96
Sound	36	19.15	321	44.52	16.00	19.28	373	37.6
Excellent	0	0.00	5	0.69	67.00	80.72	72	7.26
Total	188	18.95	721	72.68	83	8.37	992	100
Other Residential								
Condition	**2-4 Units**	%	**5+ Units**	%	**Mobile Home**			
Rating								
Dilapidated	0	0.00	0	0.00	0			
Deteriorating	0	0.00	0	0.00	0			
Minor								
Deficiencies	2	6.90	0	0.00	0			
Sound	3	10.34	0	0.00	2			
Excellent	24	82.76	0	0.00	2			
Total	**29**	**100.00**	**0**	**0.00**	**4**			

2006 Carter Lake Comprehensive Plan

Housing Planning Areas

In order to assess housing conditions and develop appropriate policies on a more fine-grained basis, the plan assesses housing quality and characteristics for five planning areas. These areas include:

1. South Carter Lake, south of Locust Street to the city limits.

2. East Carter Lake, east of 13th to the city limits. This area includes Neptune Circle and The Shoals.

3. Central Carter Lake, bound by Q, 13th, Locust and 9th Streets.

4. West Carter Lake, west of 9th, north of Locust to the city limits. This area includes the Coronado Keys and Shoreline developments.

5. Club Area, north of Q Street, west of 13th and east of 9th Streets.

Figure 3.4 identifies each of these districts and illustrates housing conditions within the city.

TABLE 3.5: Housing Conditions - South Carter Lake, 2001								
Single Family								
Condition Rating	Pre- War	%	Post-War	%	Post 1980	%	Total	%
Dilapidated	1	5.56	0	0	0	0	1	5
Deteriorating	8	44.44	0	0	0	0	8	40
Minor								
Deficiencies	9	50	0	0	0	0	9	45
Sound	0	0	1	50	0	0	1	5
Excellent	0	0	1	50	0	0	1	5
Total	18	90	2	10	0	0	20	100
								2.02% of city total
Other Residential								
Condition Rating	**2-4 Units**	**%**	**5+ Units**	**%**	**Mobile Home**			
Dilapidated	0	0.00	0	0.00	0			
Deteriorating	0	0.00	0	0.00	0			
Minor	0	0.00	0	0.00	0			
Deficiencies	0	0.00	0	0.00	0			
Sound	0	0.00	0	0.00	0			
Excellent	0	0.00	0	0.00	0			
Total	0	0.00	0	0.00	0			
		0.00% of city total		**0.00% of city total**	**0.00% of city total**			

2006 Carter Lake Comprehensive Plan

South Carter Lake

As seen in Table 3.5 South Carter Lake is dominated by industrial development and has the fewest residential units with 20 single-family homes. About 90% of these homes date from before World War II and are in deteriorated or dilapidated condition. A significant majority of the homes in this district are in need a major repairs and rehabilitation. The Land Use Plan recommends that the area south of Locust Street be phased into commercial and industrial uses.

TABLE 3.6: Housing Conditions - East Carter Lake, 2001								
Single Family								
Condition Rating	**Pre-War**	**%**	**Post-War**	**%**	**Post 1980**	**%**	**Total**	**%**
Dilapidated	3	7.50	2	0.61	0	0.00	5	1.23
Deteriorating	10	25.00	30	9.15	0	0.00	40	9.88
Minor Deficiencies	22	55.00	137	41.77	0	0.00	159	39.26
Sound	5	12.50	157	47.87	10	27.03	172	42.47
Excellent	0	0.00	2	0.61	27	72.97	29	7.16
Total	40	9.88	328	80.99	37	9.14	405	100
								40.83% of city total
Other Residential								
Condition Rating	**2-4 Units**	**%**	**5+ Units**	**%**	**Mobile Home**			
Dilapidated	0	0.00	0	0.00	0			
Deteriorating	0	0.00	0	0.00	0			
Minor	0	0.00	0	0.00	0			
Deficiencies	1	4.00	0	0.00	0			
Sound	0	0.00	0	0.00	0			
Excellent	24	96.00	0	0.00	0			
Total	25	100.0	0	0.0	0			
		86.21% of city total		**0.00% of city total**	**0.00% of city total**			

2006 Carter Lake Comprehensive Plan

East Carter Lake

Table 3.6 shows that East Carter Lake contains one of the most diverse mix of housing styles in the city. A majority of the housing was constructed since the 1950's and is in sound condition. The East district also has 86% of the city's 2-4 unit structures. These structures have generally been built during the 1990's and are found mostly in The Shoals development.

TABLE 3.7: Housing Conditions - Central Carter Lake, 2001								
Single Family								
Condition Rating	**Pre-War**	**%**	**Post-War**	**%**	**Post 1980**	**%**	**Total**	**%**
Dilapidated	0	0.00	0	0.00	0	0.00	0	0.00
Deteriorating	0	0.00	15	4.44	0	0.00	15	4.04
Minor Deficiencies	10	52.63	187	55.33	0	0.00	197	53.10
Sound	9	47.37	136	40.24	4	28.57	149	40.16
Excellent	0	0.00	0	0.00	10	71.43	10	2.70
Total	19	5.12	338	91.11	14	3.77	371	**100**
								37.40% of city total
Other Residential								
Condition Rating	**2-4 Units**	**%**	**5+ Units**	**%**	**Mobile Home**			
Dilapidated	0	0.00	0	0.00	0			
Deteriorating	0	0.00	0	0.00	0			
Minor Deficiencies	0	0.00	0	0.00	0			
Sound	1	100.00	0	0.00	0			
Excellent	0	0.00	0	0.00	2			
Total	1	100.0	0	0.0	2			
		3.45% of city total		**0.00% of city total**	**50.00% of city total**			

2006 Carter Lake Comprehensive Plan

Central Carter Lake

Table 3.7 shows that Central Carter Lake is one of the city's most established neighborhoods with few vacant lots. The district, bounded by Locust, 13th, Q and 9th Streets, includes the city's elementary school and library. Almost all of the area's housing is single-family built after 1950. While the housing stock of Central Carter Lake is generally sound, about half displays minor external deficiencies, such as roofing that is weathered, fascia that is rotted or windows that are missing glass.

TABLE 3.8: Housing Conditions - West Carter Lake, 2001								
Single Family								
Condition Rating	**Pre-War**	**%**	**Post-War**	**%**	**Post 1980**	**%**	**Total**	**%**
Dilapidated	3	11.54	0	0.00	0	0.00	3	3.16
Deteriorating	3	11.54	1	2.70	0	0.00	4	4.21
Minor Deficiencies	17	65.38	16	43.24	0	0.00	33	34.74
Sound	3	11.54	18	48.65	2	6.25	23	24.21
Excellent	0	0.00	2	5.41	30	93.75	32	33.68
Total	26	27.37	37	38.95	32	33.68	95	**100**
								9.58% of city total
Other Residential								
Condition Rating	**2-4 Units**	**%**	**5+ Units**	**%**	**Mobile Home**			
Dilapidated	0	0.00	0	0.00	0			
Deteriorating	0	0.00	0	0.00	0			
Minor Deficiencies	1	0.00	0	0.00	0			
Sound	1	100.00	0	0.00	0			
Excellent	0	0.00	0	0.00	0			
Total	1	100.0	0	0.0	0			
		3.45% of city total						

2006 Carter Lake Comprehensive Plan

West Carter Lake

West Carter Lake, located west of 9th Street, contains an evenly distributed age range of homes. The area contains some of the city's newest homes in the Coronado Keys and Shoreline Estates subdivisions. However, according to Table 3.8, over 34% of the homes in the Western district display minor deficiencies. The area also contains the most vacant land for future residential development.

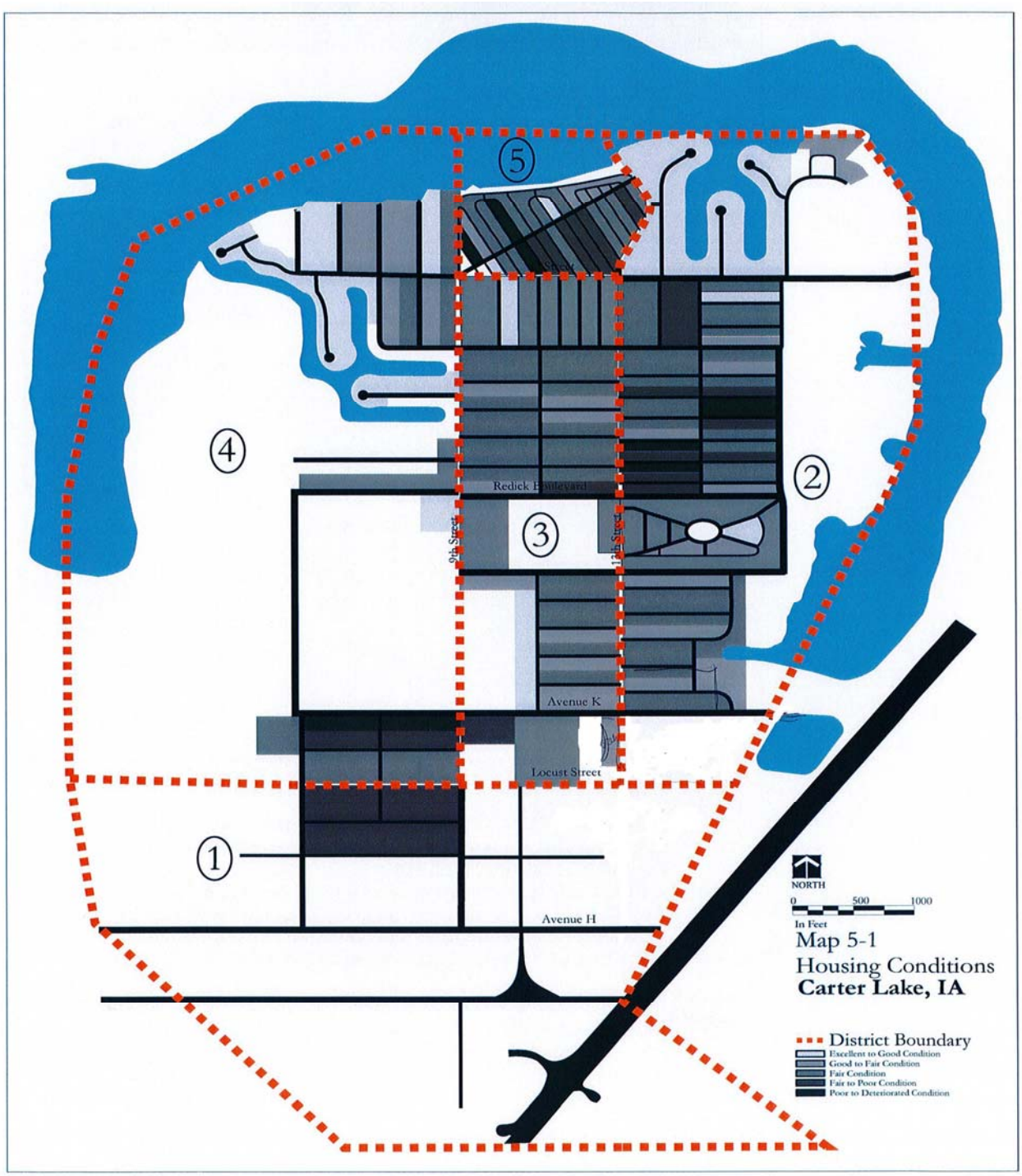
TABLE 3.9: Housing Conditions - Club District, 2001								
Single Family								
Condition Rating	**Pre-War**	**%**	**Post-War**	**%**	**Post 1980**	**%**	**Total**	**%**
Dilapidated	3	3.53	0	0.00	0	0.00	3	2.97
Deteriorating	22	25.88	0	0.00	0	0.00	22	21.78
Minor Deficiencies	41	48.24	7	43.75	0	0.00	48	47.52
Sound	19	22.35	9	56.25	0	0.00	28	27.72
Excellent	0	0.00	0	0.00	0	0.00	0	0.00
Total	85	84.16	16	15.84	0	0.00	101	**100**
								10.18% of city total
Other Residential								
Condition Rating	**2-4 Units**	**%**	**5+ Units**	**%**	**Mobile Home**			
Dilapidated	0	0.00	0	0.00	0			
Deteriorating	0	0.00	0	0.00	0			
Minor Deficiences	0	0.00	0	0.00	0			
Sound	2	100.00	0	0.00	2			
Excellent	0	0.00	0	0.00	0			
Total	2	100.0	0	0.0	2			
		6.90% of city total			**50% of city total**			

2006 Carter Lake Comprehensive Plan

Club District

The Club District is one of Carter Lake's most unusual and historic neighborhoods. The district's unique combination of greenways, pedestrian paths, lakefront open spaces, and looped service roads provides an intimate, pedestrian-scaled environment with excellent lake access. The unusual combination of lake access, a special neighborhood design, and a location near the metropolitan area's major investment center provide the Club district with special value and attraction. However, this former resort neighborhood has experienced significant decline over the last twenty years. According to Table 3.9 almost 22% of the homes are in a deteriorated condition and another 48% have minor deficiencies. Future policies in the Club district should preserve the area's unique character and best housing to help the area take advantage of its unusual potential.

Figure 3.4 Housing Conditions Map



*source 2006 Carter Lake Comprehensive Plan

HOUSING AND DEVELOPMENT POLICIES

Preservation of existing housing and development of new housing to support new growth are vital elements of Carter Lake's community development strategy. While land use and community investment strategies are important to housing planning, specific efforts are needed to address housing priorities. This section considers initiatives which, if combined with existing programs, can help address these major priorities.

The city's primary housing challenges include:

1. **Preserving and upgrading Carter Lake's existing stock of generally sound, affordable housing.**

2. **Using the city's relatively few remaining sites available for new housing development to their best advantage.**

3. **Developing new housing for the senior and older adult market.**

4. **Encouraging new housing investment in unique neighborhoods, specifically the Club District and the Neptune Circle area,**

5. **Increasing the quantity and quality of rental housing available to Carter Lake's present and prospective residents.**

6. **Developing an effective, multi-faceted neighborhood conservation and rehabilitation program.**

Increased awareness of the need for upgraded, affordable housing along with increased demand for lakeside housing led to the development of an innovative housing partnership involving the City of Carter Lake, Pottawattamie County and a local developer. In this program, the developer of Coronado Keys provided front-end financing for infrastructure in the development. Over a ten-year period, the project's property tax increment is allocated to the developer for reimbursement of public improvement costs and to the City of Carter Lake. The city's share, amounting to 43% of the incremental tax revenues generated by Coronado Keys, is used for development and rehabilitation of affordable housing throughout the city. This program is particularly notable for its linkage of new housing development and conservation of the existing housing supply.

Carter Lake's housing and neighborhood development policy should build on the foundation of the Coronado Keys housing development program by implementing the following policies:

- **REHABILITATION AND HOUSING CONSERVATION**
- **NEW HOUSING DEVELOPMENT FOCUSES**
- **RENTAL HOUSING PRIORITIES**
- **SENIOR HOUSING**
- **REVITALIZATION INVESTMENT IN STRATEGIC AREAS**
- **FUNDING LINKAGES**

REHABILITATION AND HOUSING CONSERVATION

Carter Lake should expand existing rehabilitation and code enforcement efforts into a comprehensive, multi- faceted rehabilitation and neighborhood development program.

Housing rehabilitation is a particularly important priority for Carter Lake. Much of the city's housing stock was developed between 1950 and 1975. While the condition survey presented in this chapter indicates that the housing supply is in generally sound condition, it also indicated that about half of the city's housing displayed needs for at least minor rehabilitation and maintenance repairs. The Coronado Keys tax increment program provides some local funding for rehabilitation activities. This program should be augmented by the following Initiatives:

A Property Maintenance Standards Program

The best conservation programs combine increased demands and awareness of the need for reinvestment with the tools to finance home repairs and rehabilitation. The strategy begins with a Property Maintenance Standards Program, an effort that encourages voluntary compliance with community standards while also establishing a legal basis for code enforcement. Components of this program include:

- *Preparing and distributing a Property Standards Manual.* This should be a friendly, clear, engagingly written document that sets out the expectations that Carter Lake as a community has for individual building and property maintenance. It can also help to provide useful information, such as sites to dispose of or recycle unwanted household items.

- *Organizing voluntary efforts through church and civic groups to assist seniors and disabled people with property maintenance, including fix-up items, painting, routine repairs, and disposal of trash and other items.*

- *Review and modify the city's current Property Maintenance Ordinance,* assuring that the ordinance clearly addresses those items that have the greatest impact on life safety, visual quality, and preservation of community maintenance standards.

- *Creating a code enforcement mechanism capable of administering city ordinances.* A staff person administering maintenance codes should be a helper as much as an "enforcer" – that is, the position should involve finding ways to assist people with voluntary code compliance without resorting to legal action.

- *Backing up the property maintenance standards program with rehabilitation financing.*

Comprehensive Rehabilitation Programs

A majority of Carter Lake's housing units require at least moderate repairs or rehabilitation. A coordinated rehabilitation strategy, operating on a reliable, multi-year basis, is vital to ensure preservation of the area's critical supply of existing housing. A comprehensive rehabilitation program, appropriate to the respective needs of individual residential areas and towns, should include three program types. These include:

- *Direct rehabilitation loan programs.* This program would make direct forgivable loans and grants to homeowners from Community Development Block Grant (CDBG) funds. The program is most appropriate to homeowners with low incomes who are not otherwise bankable.

- *A leveraged rehabilitation loan program.* This approach leverages private loan funds (often through the FHA Title I Home Improvement Loan program) by combining private loans with CDBG or other public funds to produce a below market interest rate for homeowners. The program works most effectively in moderate income neighborhoods with minor rehabilitation needs and some demand for home improvements. It is effective in expanding the amount of work completed by a fixed amount of public funding. Loans in a leveraged loan program can be originated through individual lenders or through the proposed lenders' consortium. The experience of local lenders with FHA Title I can help expedite implementation of this program.

- Acquisition and rehab programs. Acquisition and rehabilitation programs are particularly useful in adapting older houses to the preferences of contemporary, moderate income buyers. These programs can take two forms:

- A program for homebuyers that combines home purchase and rehabilitation into a single mortgage loan. This concept is similar to the FHA 203k mortgage insurance program. The FHA program has received criticism for overly complex procedures. A local program may involve the cooperation of lenders active in the city, along with the use of some of the proceeds of the current housing TIF program.

- A program by which a community development corporation purchases and rehabilitates existing houses, selling them at moderate price to new homebuyers. An agency like the Family Housing Advisory Service, already active in the county, may be a vehicle for such a program. In the metropolitan area, Holy Name Housing Corporation has successfully implemented this program concept for about 20 years.

Primary funding for these rehabilitation activities includes:

- Community Development Block Grant (CDBG) or HOME funds, administered by the Iowa Department of Economic Development.

- Continued funding through Tax Rebate created by Coronado Keys and other new upper- income housing development projects.

In addition the city should aggressively promote tax abatement as a housing rehabilitation incentive. Under this program property taxes are reduced or eliminated for a set period of time on new improvements to property. This allows a homeowner to make improvements to their homes without incurring increased property taxes for up to ten years.

NEW HOUSING DEVELOPMENT FOCUSES

Carter Lake should concentrate particular attention on specific housing development types that take best advantage of opportunities. These include water-related residential development; senior housing; multi-family development along the Locust Street corridor; and infill development opportunities.

Because Carter Lake has limited places to put new housing, it must take advantage of those opportunities that present themselves. City policy, whether through financing, land assembly, or regulatory functions, should take advantage of these specific opportunities. Focuses should include:

- Water-related housing. The Shoreline Estates and Coronado Keys projects have demonstrated the strong attraction of housing development with water access or exposure. Sites for development with relatively good access to the lake include a site at Lagoon Drive and Avenue Q; and scattered locations north of Avenue Q and east of

Wavecrest Park. While not proposed by this plan, a redesign of Shoreline Golf Course that permits additional canal type development on land currently occupied by the course would also be consistent with this policy.

- Senior housing. Senior housing is an important priority for Carter Lake and is discussed later in this section. The plan identifies senior housing as a desirable use in the corridor between Locust Street and Avenue K. This corridor will experience improving urban services and is convenient to the senior center. Senior housing may also be developed as part of the Town Square concept, with new housing having front access to the proposed park.

- Multi-family development. Carter Lake has a shortage of contemporary apartment development. Recommended sites include the north side of the Locust Street mixed use corridor, including potential redevelopment between Locust and Avenue K from 9th to 5th Streets. Multi-family development may also be incorporated into the proposed Carter Lake Town Center, oriented to the 13th and Locust intersection.

- Infill development. The city should encourage new single-family development on open infill sites in various neighborhoods. The Club District provides significant opportunities for new infill construction. In some cases, the city may act as an agent for redevelopment, acquiring properties, establishing design standards for new development, and conveying them to private homebuilders or homeowners who are committed by contract to construction according to design standards. The proposed Town Square west of 9th Street also provides a potential opportunity for new single-family as well as senior housing.

RENTAL HOUSING PRIORITIES

Development of new, affordable rental housing is an important development priority for the community. When possible, new development should provide a transition to owner-occupancy and avoid a large project orientation.

The conservation of existing rental housing and development of new rental resources are important objectives for Carter Lake. Priorities for rental housing development include:

- *Affordable rental housing.* Development for low-income households can utilize HOME funds, TIF, and Section 42 tax credits for financing. A Community Development Corporation (CDC) may act as a general partner assembling limited partnerships to help promote needed housing for the city's low income population. Rent-to-own development, outlined as a potential CDC project, can provide avenues for low-income people to transition from renter occupancy with greater economic self- sufficiency.

- *Market rate rentals.* Carter Lake also presents opportunities for market rate rental development, particularly on sites with a strong relationship to the surrounding lake.

SENIOR LIVING

Carter Lake should encourage construction of independent living residential development for seniors.

Carter Lake can provide an excellent living environment for senior citizens. Its water amenities, small town atmosphere and easy access to metro health services can attract retirement age residents from the surrounding region. This increases the demand for housing, which is already pronounced among young family households and low-income households. The city should encourage more new market-rate senior housing developments, within the constraints of the market.

The small lake north of Willow and west of 9th Street provides an excellent opportunity for senior a housing development. It also is an opportunity to utilize the tax rebate program that was used in the Coronado Keys development to support an affordable senior housing development.

With the creation of a community development corporation, Carter Lake may also combine senior housing development with an acquisition/rehab/resale program to provide maintenance-free housing to its existing senior residents. As an example, a CDC partners with the City of Carter Lake to build one or two-bedroom attached units, with a target cost of (for example) $80,000 per unit. The CDC agrees to purchase the senior resident's current home at $50,000. That home is then rehabilitated and resold. If the rehabilitation cost of the house is an additional $25,000, total sale price for a substantially new house may be $80,000. The senior purchases the new attached unit, using the sale proceeds of the house as a substantial down payment. The balance is amortized, with an approximate monthly cost of $300. Assuming that additional costs for maintenance and utilities is $125 per month, the new housing setting costs the senior household $425 per month, a moderate price for an appropriate new ownership unit.

REVITALIZATION INVESTMENT IN STRATEGIC AREAS

Carter Lake should embark on a multi-year investment and development program to revitalize the Club District and other strategic neighborhoods.

The Carter Lake Club District is one of the metropolitan area's most unusual neighborhoods and implements many of the patterns and relationships that characterize the best in contemporary urban design. Yet the district displays significant housing condition and deterioration problems. Its greenways and parks, while undergoing gradual repair, also suffer

from relatively poor maintenance. While the Club District is very different in form from conventional metropolitan area subdivisions, its special qualities can make it a unique environment for a new generation of Carter Lake residents.

The city should implement a multifaceted program to take full advantage of this unique area's potential. Elements of this effort should include:

- A community marketing and awareness-building campaign, calling attention to the District and its special qualities. The city and District residents may pursue listing the area on the National Register of Historic Places, a step that does not limit private use of the property but calls attention to its special attributes. Interpretive signage could also be used along the promenade at Lakeshore Park.

- Continued restoration of Lakeshore Park, the Broadwalk, greenways, sidewalks, alleys, and other elements of the public environment. This restoration work should follow a specific urban design plan for the District, commissioned for the city and establishing design guidelines for the public and private environment. The establishment of an urban design plan can ensure that new pavement, lights, street furniture, and other features follow consistent themes.

- Residential rehabilitation and property maintenance standards. The Club District should be a target area for the Housing Conservation Program discussed earlier in this section.

- Infill residential development. The city may become an agent for acquisition and assembly of vacant or underused sites or properties in the Club District. It should develop design standards for new home construction, and convey properties to homebuilders or buyers for construction consistent with these standards.

This neighborhood revitalization strategy may also be applied to other strategic neighborhoods in Carter Lake, including Neptune Circle.

FUNDING LINKAGE OF NEW CONSTRUCTION AND NEIGHBORHOOD CONSERVATION

Carter Lake should continue its current program of using a portion of the property tax increment realized by high-value, new residential development to fund rehabilitation and affordable housing initiatives.

Several elements of this housing program involve public sector funding that may fall outside of the strict income regulations of the CDBG and HOME programs. Carter Lake's linkage through Tax Rebate of high-income housing development with rehabilitation and development of affordable housing gives the city an independent source of funding for residential initiatives.

This program should continue as other housing development occurs within Carter Lake.

►FACILITIES AND UTILITIES

Carter Lake's capital facilities represent major community investments which are essential to the efficient and safe operation of city government and vital to the quality of life. Residents' satisfaction with their community is tied closely to their experiences and perceptions of these facilities. Having quality public buildings and infrastructure also is needed to provide capacity for the growth of a community. This section of the Underwood Plan analyzes current condition of public facilities and utilities, sets goals based on identified community needs, and provides suggestions on how to go about accomplishing those goals.

- *Improve the City's Current Infrastructure*

  The citizens of Carter Lake generally approved of the city's infrastructure (see Figure 1.1) with lower scores focusing in on storm sewers, sanitary sewers, and sidewalk conditions. With citizens generally pleased with the infrastructure of Carter Lake, it is important for the city to maintain the standards of current infrastructure and continually find ways to improve though citizen surveys, keeping track of again infrastructure, and provide general maintenance where needed.

  - *Storm Sewers:* There is currently a storm sewer pump that is in good operating condition North of Avenue J. However, there is no storm sewer pump South of Avenue J. A pump South of Avenue J would help alleviate any potential floods during rain events. This is a project the City plans to address with the next two years.

  - *Sanitary Sewers:* There are currently some needed improvements to the sanitary sewer system. Although citizens are relatively pleased with the sanitary sewer system, improvements to the system will be needed in the near future. Update lines will need to be installed from Locust to south of the current Paxton Vierling Steel location. Update to pumps on 13th and K Streets and 13th and P Streets will also be needed in the near future. The City has planned to address sanitary sewer projects North of H Street with two years and projects South of H Street within the next five to ten years.

  - *Sidewalk Conditions:* In the 2006 Comprehensive Plan Carter Lake outlined a plan for potential side walk connections and improvements throughout the city. The improvements to the streetscape and sidewalks along Locust Street provide pedestrian friendly access to potential development. Continuing the trend a pedestrian access through the city is encouraged to continue.

  - *Power Lines:* Carter Lake currently does not burry the power lines in the city. Planning for the burying of power lines would reduce to likelihood of power failure

due to inclement weather.

Carter Lake's public services and infrastructure systems are the framework for the city's basic operation and future growth. These systems operate quietly and provide the basic municipal support for the lives of Carter Lake residents. This section of the plan looks at the city's existing facilities and discusses how they can be improved to continue the city's high level of service.

GOALS

In continuing to provide good municipal services to its taxpayers and users, Carter Lake should:

- Maintain the quality of Carter Lake's public services in the most economical way possible.
- Support new development with adequate, economical infrastructure.
- Provide for the greatest possible efficiencies in the development and operation of facilities.
- Assure the adequate rehabilitation of aging infrastructure to maintain the quality service levels expected by residents.

The following sections examine the current condition of Carter Lake's vital infrastructure and public service systems. It examines three basic components: the city's public facilities, those structures and resources which provide the home basis of major municipal operations; its infrastructure systems, including sanitary sewers, stormwater management, water distribution, and solid waste disposal; and its open space network of parks and recreational facilities.

PUBLIC FACILITY INVENTORY AND ANALYSIS

Table 3.10 through Table 3.17 presents a detailed inventory and evaluation of Carter Lake's public facilities. The assessment of each facility is based on existing conditions and potential community needs. Proposed and desirable changes in facilities and services are noted. Information for these tables were obtained through the 2006 Carter Lake Comprehensive Plan. Updates to the information in these tables were applied where appropriate.

City Hall (Table 3.10)

The City Hall was constructed in 1978 and has been the location for the city offices and the Police Department since that time. The building was recently renovated and is in excellent condition. Continued maintenance on the property is suggested.

Carter Lake Public Library (Table 3.11)

Carter Lake's existing library, constructed in 1977, was renovated in 2001 to include a large multi-purpose room. The new facility should easily meet the city's needs through the planning period. The top priorities at the library will be the need for additional staff in the larger facility

and to maintain a high level of technical service for the community.

Carter Lake Police Department (Table 3.12)

The Carter Lake Police Department is located within the City Hall at 950 Locust Street. The location provides good access throughout the community.

Carter Lake Senior Center (Table 3.13)

The existing Senior Center is located in the former city hall. The building is in good condition with a full size kitchen. The biggest concern will be providing additional meeting space for the community. Any expansion of the center should be done in conjunction with a community center that serves the entire community. Hotel tax revenue has been identified as a funding source for the community center. The city should consider locating the facility in the 9th and Locust Street area. This location would provide easy access from existing neighborhoods and a future 13th and Locust town center.

Community Resource Center (Table 3.14)

The Community Resource Center was established in 1995 and is located in the Carter Lake Elementary School. The Center provides many services including “Inside Carter Lake,” a community newsletter that is distributed to everyone in the community. This newsletter is one of the best ways the community members and the youth are connected through information about upcoming activities and general Carter Lake news. The city should evaluate the need for a more permanent location either within the school or the adjacent library.

Carter Lake Volunteer Fire Department (Table 3.15)

The Carter Lake Fire Department is centrally located just north of 9th and Locust Street. The facility and equipment are all in good condition with only routine upgrades of equipment required. The most significant concern for the community will be increasing the number of volunteers. This problem is especially acute during the day when many residents work outside the city. The city should work with the volunteer association to develop a recruitment program and assist in funding training programs.

Maintenance Shop and Yard (Table 3.16 and Table 3.17)

The 8,800 square foot maintenance shop is in excellent condition. The recent addition on the north side should meet the city’s space needs through the planning period. The city should also develop and implement a replacement program for vehicles and equipment. The maintenance yard is adjacent to the shop and provides adequate space for the city. The city should consider fencing in the entire facility.

Public Facilities Inventory

Table 3.10: City Hall, 950 Locust Street
Description - The one-story, brick structure was built in 1978. The structure contains both City Hall and the Police Department. The City Hall space has council chambers, restrooms, break room, and municipal administration offices, including mayor, clerk, deputy clerk, building inspector, and parks director offices.
Evaluation - Existing facilities are in excellent condition.
Modification/Priority - Continue routine maintenance.

Table 3.11: Public Library, 1120 Willow
Description - Brick structure was built in 1974 and contained approximately 3,000 square feet. An addition in 2001 included a multi-purpose room that is available to the public during non-business hours and provides room for 7,000 additional volumes. - The library offers various programs, including a preschool story time for kids, summer reading programs, and reading classes. - Parking space is available to the south and west of the building. - The library collection consists of 13,000 volumes with a year 2000 circulation of 14,000.
Evaluation - The existing facility is in excellent condition. - A new part-time or full-time employee is needed for computer related services.
Modification/Priority - Continue routine maintenance. - Computer training programming is needed for the new computer system. - Evaluate the need for a part-time or full-time employee.

Table 3.12: Police Department (City Hall), 950 Locust
Description - One-story, brick structure was built in 1978. The structure contains both the Police Department and City Hall. - The Police Department space includes an interview room, general office space, chief's office, sergeant's office, lobby area, squad room, evidence room, records room, and a 2-bay garage. - Currently, the department has 10 full-time staff members, 9 officers and 1 animal control officer, and 9 reserve officers. There are 7 police cars and 1 animal control vehicle. - The 911-dispatch system is operated through Council Bluffs and suspects are held in the Pottawattamie County Jail.
Evaluation - The location of the building provides adequate access to the community. More space is needed for storage, interview rooms, restrooms, training rooms, office, and temporary confinement space. - Security is a concern with easy access to other city employees in the building and a lack of protection between the lobby and front office. Additional security is also needed for personal and city vehicles. - The department will likely need 3 additional officers and two cars in the next 5-10 years.
Modification/Priority - Continue routine maintenance. - Develop and adopt an officer retention program that encourages competitive salaries, benefits, and a deferred compensation program.

Table 3.13: Senior Center, 626 Locust
Description - The one-story, 1970's, brick building was originally Carter Lake City Hall. The structure is maintained by the city and is in good condition. - The Senior Center has a full size kitchen, meeting/dining space, small storage room, restrooms, and boardroom. The meeting/dining space can accommodate approximately 50 to 60 people. - The Southwest Agency on Aging uses the site to prepare meals for other senior organizations throughout Council Bluffs. Noon meals are prepared 4 days a week and one evening meal is prepared on Thursdays. - Managing the facility is a cooperative effort between the Southwest Agency on Aging and the City of Carter Lake. The City receives aid for building utilities and the manager's salary but handles the hiring of the manager.
Evaluation - Additional community meeting space is needed for large groups. A new community center should be centrally located in the community and provide enough space to meet the needs of all ages. Financing for the new center would come from hotel tax revenue.
Modification/Priority - Continue routine maintenance. - Construct a new community center.

Table 3.14: Community Resource Center, 1105 Redick Boulevard
Description - The Community Resource Center, located in the Carter Lake Elementary school was initiated in 1995. The center's intention is to serve the community through youth leadership programs, peer mentoring, publication of Inside Carter Lake, community education and enrichment classes, Citizens Patrol, CLCRC Advisory Board, Peace Builders, parade, festival, and family events.
Evaluation - Office space is limited. Additional space is needed especially as the community continues to grow. - As programming expands additional staff will be needed, especially with the increase of youth participation. Currently, the Community Resource Center is staffed with a director, a program coordinator, and a part-time secretary. - The Inside Carter Lake newsletter is published and distributed to all residences of Carter Lake. The newsletter is the most significant source of communication with residents. Its principle goal is to inform all residents of community events.
Modification/Priority - Develop a strategic plan. - Hire additional staff to manage expanding programs. - Work with the school to meet growing space needs.

Table 3.15: Fire Department, NO ADDRESS
Description - The Carter Lake Fire Department is a one-story, brick structure that was built in 1975. The building contains meeting space/ training room, medical storage room, fire gear storage room, kitchen, officer's room, 2 storage rooms, and 4 bathrooms. - The department has 8 response vehicles, including 3 fire and rescue trucks, 2 chief's vehicles, 2 ambulances, and one water rescue. Maintenance of the vehicles is performed by the Council Bluffs maintenance garage. - The fire division has a staff of 20 volunteer fire fighters. - Pottawattamie County provides emergency dispatch services. - Parking is available along the south and east sides of the building.
Evaluation - The building is in good condition but the bathrooms will need to meet ADA standards. - The 1970's ambulance is in moderate condition and will need to be replaced. The pumpers and aerials are all in good condition and meeting the city's needs. The existing water rescue vehicle should be replaced with the existing ambulance once it is phased out of use. - The department needs an additional 15 to 20 volunteers for a total of 35 to 40 fire fighters.
Modification/Priority - Continue existing training programs. - Develop volunteer recruitment program.

Table 3.16: Maintenance Shop, NO ADDRESS
Description - The 8,800 square foot maintenance shop building is a one-story, brick structure with a metal addition. - The parks department utilizes one of the 20x60 bays for maintaining their vehicles. - The department has 4 pickups, of which two were purchased in the late 1990's.
Evaluation - The maintenance building is in good condition; however the entrances and bathrooms will need to be retrofitted to meet ADA standards.
Modification/Priority - Develop and implement a replacement program for vehicles and equipment.

Table 3.17: Maintenance Yard, NO ADDRESS
Description - A maintenance yard is located adjacent to the maintenance shop. A portion of the yard is fenced in, while the portion storing salt, dirt, and sand remains open
Evaluation - The salt, dirt, and sand are exposed to the outdoors. Screening needs to be provided for security and aesthetics.
Modification/Priority - Install fencing around the salt, dirt, and sand area.

INFRASTRUCTURE INVENTORY AND ANALYSIS

Table 3.18 through Table 3.22 presents a detailed inventory and evaluation of Carter Lake's infrastructure systems. The assessment of each system is based on existing conditions and potential community needs. Proposed and desirable changes are noted to each facility. The information for these tables were obtained through the 2006 Carter Lake Comprehensive Plan. Information was updated where appropriate.

Water Supply

The city currently receives its water through an agreement with the Metropolitan Utility District but the city is responsible for the distribution. The system is in good condition but the city will be facing some key issues as development continues. The city should also consider looping of the mains within the cul-de-sacs on the north side to increase efficiency of the system.

Storm Sewers

Storm water drainage in Carter Lake is based on a system that drains into the lake. Once the lake reaches capacity it is pumped into the river. Continued development of open spaces will require the development of a pumping system that drains directly into the Missouri River. The city should continue to monitor development closely to ensure proper drainage.

Sanitary Sewer System

The City of Carter Lake manages the sanitary sewer collection system but treatment is handled through a contract with the City of Omaha. The overall system is in good condition with routine upgrades of the oldest lines needed. There are some problems with infiltration around manhole covers. The city should explore funding opportunities for replacement of existing manhole covers.

Solid Waste and Recycling

Deffinbaugh Industries contracts with the City of Carter Lake for the collection of solid waste and recycling. The city should continue this contract and work with Deffinbaugh Industries to promote recycling within the city.

Infrastructure Priorities

1. Establish master plan for the upgrade of the storm sewer system with the assistance of the Corp of Engineers. This city should also work with the City of Omaha to maintain proper water levels.
2. Monitor development closely in relation to the storm sewer system.
3. Extend sanitary sewer from Avenue K pumping station south to Avenue H.

Table 3.18: Water Supply
Description - Carter Lake's water supply and storage systems are handled by the Metropolitan Utilities District (MUD). The city does maintain the distribution system within city limits. In 2000 MUD transferred ownership of the Locust Street main over to Carter Lake. - There are four metering pits located at: 1. Abbott Drive and Avenue H 2. Locust Street at city limits 3. 11th and Locust Street 4. Abbott Drive and Owen Parkway
Evaluation - The water distribution system is professionally maintained and operated by the city. The water is tested daily for contaminants and quality. - The Carter Lake water system is in good condition with the exception of Locust Street main. The 12 inch main along Locust Street is approximately 100 years old and should be monitored closely for replacement.
Modification/Priority - Expand the system as needed. - Establish program to complete looping of numerous cul-de-sacs.

Table 3.19: Storm Sewers
Description - Storm drainage is directed towards the lake, and then pumped into the Missouri River.
Evaluation - The storm water system is in good condition but there are some drainage concerns within the city, particularly along Avenue H. Recent development in the area has created capacity issues within the area. Pumps have been installed to address drainage problems in other sections of the city, including along Steele Avenue. Development of open spaces will increase the need to divert more run-off into the Missouri River.
Modification/Priority - Develop a new pumping system to drain water directly into the river.

Table 3.20: Sanitary Sewer System
Description - - The Carter Lake Sanitary Sewer System is over 50 years old with some improvements made in the 1990's. The lines range in size from 6" to 12" in diameter. Depending on the age of the lines, they are constructed of transite, ductile, plastic, or clay tile. The City of Omaha manages sewer treatment.
Evaluation - The sanitary sewer system is in good condition. - A TV inspection system was purchased for identifying sewer obstructions. Inspections begin in the Summer 2001. - Some infiltration is occurring at the manholes.
Modification/Priority - Continue routine maintenance. - Replace older lines as needed. - Inspect sewer pipes for obstructions. - Secure a grant for alleviating infiltration at manholes.

Table 3.21: Lift Stations
Description - Carter Lake has seven sanitary sewer lift stations, that include: 1. 5th Street and Avenue Q 2. Lagoon Drive 3. 13th Street and Avenue P 4. 13th Street and Avenue K 5. 13th Street and Steele Avenue 6. 9th Street and Silver Lane 7. 9th Street and Avenue H
Evaluation - The lift stations are in good condition with only routine maintenance needed
Modification/Priority - Continue regular maintenance and replacement as needed.

Table 3.22: Solid Waste and Recyclable Waste
Description - Deffinbaugh Industries provides solid waste collection and recycling services for Carter Lake.
Evaluation - Deffinbaugh Industries charges the city a collection fee that the city in turn charges the residents. - Curbside pickup for trash, yard waste, and recyclable material is collected on Wednesday.
Modification/Priority - Continue contracting Deffinbaugh Industries for solid waste collection and recycling.

►PARKS AND OPEN SPACE

Parks and open space are critical to the environmental, social, cultural and economic health of a city. Without adequate open space the quality of life diminishes. The environment suffers from urban land use in the form of increased storm-water runoff and lack of natural habitats that contribute to water and air quality. Open space and parks also contribute significantly cultural and social life, giving residents a place to meet and while participating in recreational activities together, creating bonds that otherwise would not have existed. Parks and open space are often listed as being one of the important parts of the "quality of life" in a community. Parks also provide space for cultural events and youth sports that not only add to the quality of life, but infuse money into local businesses. Economically, parks and open space are vital. Increased costs for water purification, among other things, can result from a lack of open space as natural habitats filter out impurities. Open space functions as storm-water infrastructure as well. Consequently, open space is best located in drainage basins and near watercourses. Parks can be a draw for tourists, bringing people into a community for restaurants or supplies. This section examines the city's park and recreation system and includes city-owned and operated recreational areas.

Tables 3.23 through Table 3.31 summarizes the parks and facilities included in this evaluation. The accompanying map locates the city's current parks and recreation areas, and provides a basis for the recommended park improvement program in this plan. Information for these tables were obtained through the 2006 Carter Lake Comprehensive Plan. Information was updated where appropriate.

Facilities are evaluated in three ways:

1. **Facilities by Classification**. Parks are classified into different categories to determine the level and area they should serve.

2. **Facilities Relating to Overall Population Service Standards**.

3. **Geographical Distribution**. The service radius of each facility is analyzed to identify

geographical gaps in service.

Facilities by Classification

In order to systemically analyze the park system, Carter Lake's municipal recreation and open space areas are classified as follows:

Overall Open Space: Carter Lake's public park system contains approximately 19 acres with an additional 11 acres in private parks and open space. Traditional park area standards recommended by the National Recreation and Park Association (NRPA) suggest one acre of parkland per 100 residents. Utilizing the 2000 population of 3,248, Carter Lake's ratio of 0.60 acres per 100 residents is significantly below the national standard. The city also maintains small open spaces along the lakefront that are undeveloped and are too small to develop for active recreation uses. A private ballfield at 9th and Avenue H is also available to Carter Lake residents. Two Omaha city parks, Levi Carter Park and the Kiwanis Park, are also within close proximity of Carter Lake. There is no direct access to Levi Carter Park, but it still provides a service to the community. These additional parks and open spaces do fill some of the gap in park needs.

The park classification system developed by the National Recreation and Park Association (NRPA) is used to classify the facilities in Carter Lake's system. These categories include:

- *Mini-Park*: Mini-Parks generally address specific recreation or open space needs. Generally, these parks are usually less than one acre in size and have a service radius below 0.25 miles. The city has four mini-parks, Watson, Neptune, Ortiz, and 14th Street Park totaling about 2.02 acres.

- *Neighborhood Parks*: Neighborhood parks are considered the basic unit of a community park system and provide a recreational and social focus for residential areas. These parks desirably provide space for informal active and passive recreational activities. The typical service radius for neighborhood parks is usually 0.25 to 0.50 miles. Neighborhood parks adequate in size to accommodate the requisite facilities often contain a minimum of five acres; 5 to 10 acres is generally considered optimal. Site selection criteria include ease of access, neighborhood location, and connection to greenways. Standards call for 1 to 2 acres of neighborhood parks per 1,000 people. Carter Lake has two neighborhood parks; Mabrey and Wavecrest Parks, totaling 10.38 acres.

Park Inventory and Assessment

Table 3.23: 14th Street Park, West of 14th Street and North of P Avenue		
Facilities		
- 2 Park benches	- Basketball court	- Glider
- 2 Swings (infant)	- Bike rack	- Merry-go-round
- 4 Springform riders	- Climber	- Spiral slide
- 4 Swings (regular)	- Drinking fountain	- Tennis court
Evaluation		
- Playground equipment is in good condition. Most of the equipment is new except for the climber, merry-go-round and springform riders.		
- Parking is available along 14th Street.		
Recommendations		
- Repair concrete on basketball courts	- Repair fence	
- Replace existing basketball posts	- Install a pavilion	
- Install a picnic table	- Repair or replace drinking fountain	
- Install new tennis court nets		

Table 3.24: Mabrey Park, Located south of Willow Drive and 17th Street		
Facilities		
- 8.12 Acres	- Asphalt trail	- Shelter
- 2 Swings (infant)	- Basketball court	- Spiral slide
- 4 Swings (regular)	- Boat ramp & dock	- Tennis court
- 3 horseshoe pits	Cook shack	- Water fountain
- 4-way teeter-totters	- Kiddy slide	- Wood play structure
- 6 permanent grills	- Restrooms	- 6 picnic tables
Evaluation		
- Playground equipment is relatively new, except for the wood play structure.		
- The restrooms are ADA compliant.		
Modification/Priority		
- Install lighting along the trail.	- Install more picnic tables.	
- Landscaping the area.	- Install more grills.	
- Construct a fishing pier.	- Construct a new shelter	
- Install benches and trash receptacles along trail.		

Table 3.25:Neptune Park, Located in Neptune Place development
Facilities - 2 park benches - Gazebo
Evaluation - The gazebo is the most significant feature of the park. - The site is served with electricity.
Modification/Priority - Install decorative benches and tables. - Expand the existing sidewalk.

Table 3.26: Ortiz Park, West of 9th Street and south of Steele Avenue		
Facilities		
- 0.44 Acres	- 4 Swings (regular)	- Play system
- 2 park benches	- Bike rack	- Volleyball court
- 2 Swings (infant)	- Picnic tables	
Evaluation		
- The playground equipment is in excellent condition. Everything is new.		
- Picnic tables are ADA compliant.		
- Parking is available along Steele Avenue.		
Recommendation		
- Install a drinking fountain.	- Construct a park identification sign.	
- Construct fencing along the east side of the park.		

Table 3.27: Watson Park, West of 9th Street and north of Avenue Q		
Facilities		
- 0.144 Acres	- 2 Swings (infant)	- Merry-go-round
- 2 Springform riders	- 4 Swings (regular)	- Spiral slide
- 2 teeter-totters	- Park bench	- Shelter
- 4 Spring animals		
Evaluation		
- The playground equipment is new and in good condition with exception to the spiral slide from 1995 and the merry-go-round from the 1960's.		
Recommendation		
- Install a bike rack		

Table 3.28: Wavecrest Park, West of Avenue Q and north of 4th Street		
Facilities		
- 2.26 Acres - 3 permanent grills - 3 permanent tables	- 4 swings - Climber - Spiral slide	- Restrooms - Shelter
Evaluation		
- The play equipment is in good condition. The equipment was installed in 1998.		
Recommendation		
- Add fishing piers. - Construct a park identification sign. - Install tables.	- Install grills. - Install additional play equipment.	

Table 3.29: Hamilton Sports Complex, East of 17th Street, between Avenue Q & Hessman Drive **Field #1**		
Facilities		
- 2 sets of 10-row bleachers - Bike Rack - Concessions stand	- Warning track - Drinking fountain - Electronic scoreboard - Restroom	- Lights - Automatic sprinkler system
Evaluation		
- Parking is available east and south of the field.		
Recommendation		
- Landscaping the area. - Install identification signs. - Install concrete beneath bleachers. - Repair dugouts. - Install phones in dugout.	- Install dugout water fountain. - Construct a new concession stand. - Construct a storage area. - Construct a meeting room - Extend asphalt trail.	

Table 3.30: Hamilton Sports Complex, East of 17th Street, between Avenue Q & Hessman Drive **Field #2**		
Facilities		
- 2 sets of 10-row bleachers - ADA restrooms - Bike rack - Concessions stand - Drinking fountain	- Electronic scoreboard - Enclosed kiddy park shared with Field #1 - Field lights - PA system	- Parking to the north - Press box - Warning track - Automatic sprinkler system
Evaluation		
- This field is in good condition.		
Recommendation		
- Install dugout water fountains. - Landscaping the area. - Install identification sign.	- Install phones in dugouts. - Replace outfield fence fabric. - Install roof top air conditioner.	

Table 3.31: Hamilton Sports Complex, East of 17th Street, between Avenue Q & Hessman Drive **Field #3**
Facilities - 4 sets of 5-row bleachers
Evaluation - This field is in good condition.
Recommendation - Continue the extension of the asphalt trail.

Soccer Fields:

- Construct soccer fields (goals & nets).
- Develop a recreational soccer program.
- *School Parks*: School parks combine the resources of schools and city agencies to provide joint recreation, social and recreational facilities. Location is based on criteria for school site selection. The city's elementary school does fill a recreational role in the city's system.
- *Community Parks*: These include areas of diverse use and environmental quality. Such parks meet community-based recreation needs and may preserve significant natural areas and often include areas suited for intense recreation facilities. Community parks generally contain between 10 and 50 acres (more typically 30 to 50 acres) and serve a variety of needs. The typical service radius of a community park is approximately .5 to 3 miles. Traditional NRPA guidelines for community park area call for 5 to 8 acres per 1,000 people. The City of Carter Lake lacks a Community Park however Levi Carter Park does fit within the Community Park standards. It should be noted that access to the park is limited.
- *Natural Resource Areas:* These include lands that preserve important natural resources, landscapes, and open spaces.
- *Sports Complex:* These spaces consolidate heavily programmed athletic fields and facilities to large sites with strategic locations. Typically, facilities have a minimum size of 40 acres. Traditional NRPA guidelines for sports complexes, which may be part of a community park or school park acreages, call for 5 to 8 acres per 1,000. Although the Hamilton Sports Complex consists of only 7 acres the park fills this role within the community and within the region.
- *Special Use Parks:* These cover a broad range of facilities oriented to a single purpose use, including cultural or social sites, or specialized facilities. Development of the lake front with addition docks and services aimed at the use of the lake would fall within this category.

Population Service Standards

Table 3.32 examines present levels of service and future parks supply. The analysis indicates that:

- Carter Lake is currently well below the national standard for community parks. The inclusion of 10 acres from Kiwanis Park (owned by the City of Omaha) and the ballfield at 9th and Avenue H would address this shortfall.
- Carter Lake's deficiency of special use parks should be addressed through further development of the lakefront.
- The future land use plan for the city includes almost 104 acres of park and open space which should meet the city needs. However, access to these recreation opportunities especially the Back to the River Trail will be an important amenity in the City's recreation system.

TABLE: 3.32 Parkland Service Standards

Park Type	Existing Acreage	Existing Acres per 1,000 Residents	2000 Need (NRPA Standards	Difference	Acres Provided for in Future Land Use Plan*
Mini-Parks	2.02	0.62	3.25	-1.23	
Neighborhoods	10.38	3.20	6.50	3.85	
Community Parks, Sports Complex	7.00	2.16	16.25	-9.25	
Special Use	0.00	0.00	16.25	-16.25	
Natural Resources	0.00	0.00	NA	NA	
Total Park and Recreation Area	19.40	5.98	42.25	-22.88	103.77

*includes all parks and open spaces in the city and surrounding area
Source: 2006 Carter Lake Comprehensive Plane

Facilities by Geographical Distribution

Geographic park service can be evaluated using the following NRPA standards for distribution:

- Mini-parks: 1/4 mile or less radius.
- Neighborhood parks: 1/4 -1/2 mile radius
- Community parks: 1 to 2-mile radius

Based on this analysis Carter Lake's excellent deployment of parks provides service coverage to nearly every part of the city. A small service gap exists in the west-central section of the city. This gap should be met through the development of the open space along 9th and Willow.

Facility Needs

Table 3.33 provides an analysis of specific facility needs for the City of Carter Lake. It indicates that Carter Lake is generally meeting and exceeding the city's needs. Deficits exist for:

- *Softball Fields.* The city currently has no designated softball fields. They should consider upgrading of the Avenue H field.
- *Trails.* The city lacks a significant multi-use recreational trail system. The sidewalks within the Club District provide public access to the water. Providing additional access to the lake and linking the community neighborhoods and public facilities should be the primary goal of the trail and broadwalk system.

Table 3.33: Park and Recreation Service Related to Population

Baseball Fields	
Standard	1 baseball diamond per 3,000 population
Need (based on Standard)	1 additional baseball diamond
Existing Facilities	Three diamonds located at Hamilton Sports Complex
Comments	Carter Lake is adequately served by baseball diamonds and is able to provide a regional service.
Softball Fields	
Standard	1 diamond per 3,000 population
Need (based on Standard)	1 additional softball diamond
Existing Facilities	Carter Lake has one shared softball and t-ball field
Comments	Carter Lake should consider upgrading the Avenue H field or Willow Avenue field.
Football Fields	
Standard	1 field per 20,000 population
Need (based on Standard)	Carter Lake requires no football field
Existing Facilities	No existing field
Comments	Based on Carter Lake's population they do not require a football field. Any need can be met by the regional market.
Running Track	
Standard	1 track per 20,000 population
Need (based on Standard)	Carter Lake requires no track
Existing Facilities	No existing track
Comments	Carter Lake's service needs can be met by the metropolitan park system.
Playground	
Standard	1 track per 2,000 population
Need (based on Standard)	Carter Lake requires 1 playground
Existing Facilities	Four play ground areas located at Ortiz, Watson, 14th Street and Mabrey Parks
Comments	Carter Lake is adequately served by playground areas.
Soccer Fields	
Standard	1 court per 10,000 population
Need (based on Standard)	Carter Lake requires no soccer fields
Existing Facilities	No existing soccer fields
Comments	There are 3 soccer fields proposed for Hamilton Sports Complex.
Volleyball	
Standard	1 court per 5,000 population
Need (based on Standard)	Carter Lake requires no volleyball courts
Existing Facilities	One volleyball court at Ortiz Park
Comments	Carter Lake is meeting the city's demand.
Basketball Courts	
Standard	1 court per 5,000 population
Need (based on Standard)	Carter Lake requires no basketball courts
Existing Facilities	Two basketball courts at 14th Street Park and Mabrey Park.
Comments	Carter Lake is adequately served by basketball courts.
Tennis Courts	
Standard	1 court per 2,000 population
Need (based on Standard)	Carter Lake requires 1 tennis court
Existing Facilities	One tennis court at Mabrey Park and one at 14th Street Park
Comments	Carter Lake is adequately served by tennis courts

Swimming Pools	
Standard	150-meter pool per 20,000 population; 1 25-meter pool per 10,000
Need (based on Standard)	Carter Lake requires no pools
Existing Facilities	No existing swimming pool
Comments	The city should consider development of a swimming pool possibly in conjunction with the City of Omaha.
Golf Course	
Standard	1 9-hole standard per 25,000 population
Need (based on Standard)	Carter Lake requires no golf course
Existing Facilities	One 18-hole Shoreline Golf Course
Comments	Carter Lake is adequately served by its golf course.
Source: Urban Land, Vol. 20, No. 5, Urban Land Institute, National Park, Recreation, and Open Space Standards, National Recreation and Park Association, 1971	

Major Park Development Issues

Based on the findings from the park and community services planning process, the following issues emerged for the Carter Lake park system:

- Maintenance, rehabilitation, or enhancement of existing park facilities where needs exist, including continual updating of the park master plan.
- Continued development of a comprehensive trail and broadwalk system, integrated into the structure of the city, and designed to provide Carter Lake with links between the parks and the water front.
- Expansion of the park system to include a new Town Common at 9th and Willow. Providing service to an existing gap and to future residential development on the west side of the city.
- The Parks Department should work with the school district to fully develop the playground equipment at the Carter Lake Elementary School and adjacent softball diamond. The central location of the school makes for an excellent school park site.

SECTION FOUR: IMPLEMENTING THE PLAN

SECTION IV: IMPELEMENTING THE PLAN

A TIMETABLE FOR IMPLEMENTATION OF THE CARTER LAKE PLAN

The three previous sections, with their narratives and maps, are the core of the Carter Lake Plan. This section addresses the scheduling of plan implementation by both public agencies and private decision-makers .These key areas include:

- **Development Policies and Actions**. This section summarizes the policies and actions proposed in the Carter Lake Plan, and presents projected time frames for the implementation of these recommendations.
- **Plan Maintenance**. This section outlines a process for maintaining the plan and evaluating Carter Lake's progress in meeting its goals.
- **Plan Support**. This section outlines possible funding sources for projects identified within the Carter Lake Plan.

In November 2013 a joint session of the Planning Commission and City Council organized a Project Prioritization List (Table 4.2). This does not affect the plan implementation schedule, but does set a time line of potential projects Carter Lake would like to complete.

DEVELOPMENT POLICIES AND ACTIONS

Table 4.1 presents a concise summary of the recommendations of the Carter Lake Plan. These recommendations include various types of efforts:

- *Policies*, which indicate continuing efforts over a long period to implement the plan. In some cases, policies include specific regulatory or administrative actions.
- *Action Items*, which include specific efforts or accomplishments by the community.
- *Capital Investments,* which include public capital projects that will implement features of the Carter Lake Plan.

Each recommendation is listed as part of its section in the Carter Lake Plan. In addition, a time frame for implementing recommendations is indicated. Some recommendations require ongoing implementation. Short-term indicates implementation within five years, medium-term within five to ten years, and long-term within ten to twenty years.

PLAN MAINTENANCE

The scope of the Carter Lake Plan is both ambitious and long-term. Each of the many actions and policies described in the plan can contribute to the betterment of the city. Yet, presenting a twenty-year development program at one time can appear daunting. Therefore, the city should implement an ongoing planning process that uses the plan to develop year-by-year improvement programs. In addition, this process should also evaluate the plan on an annual basis in relation to the development events of the past year.

Such a process may include the following features:

- *Annual Action and Capital Improvement Program*. The Planning Commission and City Council should use the plan to define annual strategic work programs of policies, actions, and capital investments. This program should be coordinated with Carter Lake's existing capital improvement planning and budgeting process, although many of the plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

  - *A specific work program for the upcoming year*. This program should be specific and related to the city's projected financial resources. The work program will establish the specific plan recommendations that the city will accomplish during the coming year.

  - *A three-year strategic program*. This component provides for a multi-year perspective, informing the preparation of the annual work program. It provides a middle-term implementation plan for the city.

  - *A six-year capital improvement program.* This is merged into Carter Lake's current capital improvement program.

In addition, this process should include an annual evaluation of the comprehensive plan. This evaluation should occur at the end of each calendar year. Desirably, this evaluation should include a written report that:

- *Summarizes key land use developments and decisions during the past year and relates them to the comprehensive plan*.
- *Reviews actions taken by the city during the past year to implement plan recommendations.*
- *Defines any changes that should be made in the comprehensive plan*.

The plan should be viewed as a dynamic changing document that is used actively by the city.

TABLE 4.1: DEVELOPMENT PRINCIPLES AND CONCEPTS

LAND USE CONCEPTS	Type	On-going	Short	Medium	Long
LOCUST STREET MIXED-USE "SEAM" *Locust Street should develop as a mixed-use corridor that separates residential use to the north from industrial and business park uses to the south.*	Policy	•			
COMMERCIAL DEVELOPMENT FOCUSES *Commercial development should be focused along the Locust Street corridor.*	Policy	•			
RESIDENTIAL DEVELOPMENT AREAS *The city should focus on key new residential developments along with reinvestment in existing residential neighborhoods.*	Policy Action	•			

PARKS AND OPEN SPACE CONCEPTS	Type	On-going	Short	Medium	Long
LAKESHORE PROMENADE *This major open space network should link Kiwanis Park with Wavecrest Park.*	Capital		•	•	
CIVIC CAMPUS *A central Civic Campus should be a central public space and complement the perimeter of the Lakeshore Promenade.*	Capital				•
9th AND 13th STREET ENHANCEMENTS *These streets should be developed as principal community streets, effectively connecting Abbott Drive to the north lakeshore through the center of the community.*	Capital			•	
BACK TO THE RIVER LINK *Carter Lake and its open space system should feature a direct link to the Back to the River Trail.*	Action		•	•	

TRANSPORTATION CONCEPTS	Type	On-going	Short	Medium	Long
13th STREET EXTENSION AND ABBOTT DRIVE FRONTAGE LINK. *13th Street should be extended from its current terminus as Locust Street south to Avenue H.*	Capital		•		
14TH STREET/CITY CENTER SERVICE ACCESS *Evaluate traffic levels and ways to protect the integrity of existing neighborhoods with the development of a new 14th Street service link between Avenues H and J*	Capital			•	•
LOCUST STREET UPGRADE *Locust Street should be upgraded as a community main street.*	Policy Capital	•			
STREET REHABILITATION PROGRAM *Carter Lake should institute a regular, predictably funded local street rehabilitation program.*	Policy Capital	•			
PEDESTRIAN NETWORK *Carter Lake should provide its residents with a reasonably complete sidewalk network.*	Capital	•			
BICYCLE ACCESS *Carter Lake should develop as a "bicycle-friendly" community.*	Capital	•			

TRANSPORTATION PLAN	Type	On-going	Short	Medium	Long
DIRECTIONAL GRAPHICS *Carter Lake should install an attractive directional graphics system, leading visitors to major community features.*	Capital		•		
STREET CLASSIFICATION SYSTEM *9th and 13th Streets should be extended and upgraded to collector streets.*	Capital		•	•	
STREET SYSTEM DEVELOPMENT PROGRAM *Carter Lake should implement a Street System Development Program.*	Action	•			
TRAFFIC SIGNAL MONITORING *Carter Lake should monitor key intersections for volumes warranting traffic signals.*	Policy	•			
STREET REHABILITATION PROGRAM *Carter Lake should establish a regular program to maintain and rehabilitate local neighborhood streets.*	Policy Action	•			

TRANSPORTATION PLAN	Type	On-going	Short	Medium	Long
SIDEWALK DEVELOPMENT PROGRAM *Carter Lake should establish a goal of developing a continuous sidewalk on both sides of every street.*	Policy Capital	•			
TRAIL DEVELOPMENT *The city should develop a trail and pedestrian system that links key community destinations with the lakeshore.*	Action Capital		•	•	

HOUSING AND NEIGHBORHOOD CONCEPTS	Type	On-going	Short	Medium	Long
REHABILITATION AND HOUSING CONSERVATION *Carter Lake should expand existing rehabilitation and code enforcement efforts into a comprehensive, multi-faceted rehabilitation and neighborhood development program.*	Action		•		
NEW HOUSING DEVELOPMENT FOCUSES *Carter Lake should concentrate particular attention on specific housing development types that take best advantage of opportunities. These include water-related residential development; senior housing; multi-family development along the Locust Street corridor; and infill development opportunities.*	Policy	•			
RENTAL HOUSING PRIORITIES *Development of new, affordable rental housing should be a development priority for the community.*	Policy Action		•		

HOUSING AND NEIGHBORHOOD CONCEPTS	Type	On-going	Short	Medium	Long
HOUSING CONSERVATION *Carter Lake should expand existing rehabilitation and code enforcement efforts into a comprehensive, multi-faceted rehabilitation and neighborhood development program*	Policy	•			
REVITALIZATION INVESTMENT IN STRATEGIC AREAS *Carter Lake should embark on a multiyear investment and development program to revitalize the Club District and other strategic neighborhoods.*			•	•	

HOUSING AND NEIGHBORHOOD CONCEPTS	Type	On-going	Short	Medium	Long
CITY HALL AND POLICE STATION *Complete facility assessment of the City Hall and Police station to determine existing and future space needs*	Action Capital		•		
COMPLETE EXPANSION OF CITY MAINTENANCE SHOP	Capital		•		
STORM SEWER IMPROVEMENTS *Establish master plan for the upgrade of the storm sewer system with the assistance of the Corp of Engineers*	Capital		•		

PLAN SUPPORT

In order to implement many of the objectives laid out within this plan the city will need to look at outside funding sources. The succeeding table lays out some of the possible funding sources available to the City of Carter Lake. These should not be viewed as a complete list but something that should be reviewed and modified each fiscal year. CE

FUNDING SOURCES		
TITLES	**DESCRIPTION**	**POSSIBLE USES**
CDBG	Federal funding for housing and economic development to benefit low- and moderate-income residents.	Rehabilitation and infill projects, directed to projects that benefit low and moderate-income households or eliminate slums and blight. CDBG funds may be used for target area rehabilitation in the Club District and other neighborhoods, and may be used for rehabilitation financing.
HOME	Funds administered by the State to provide leverage financing for new or rehabilitated rental development.	New and rehabilitated rental projects. HOME funds may be used in conjunction with Section 42 Low Income Housing Tax Credits. They may also be used for innovative project approaches, such as rent-to-own development.
Section 42	Low Income Housing Tax Credit The allocation of tax-credits to affordable housing developers through the State of Iowa. Developments can utilize either a 4% or 9% tax credit, depending on the mix of low-income residents.	Multi-family housing development for low- and moderate-income families.
Tax Increment Financing (TIF)	Uses added property tax revenues created by growth and development to finance improvements within the boundaries of a redevelopment district.	New residential, commercial or industrial developments, including public improvement, land acquisition, and some development costs.
"Coronado Keys Housing Tax Rebates Program"	Devotes a share of added taxes generated by the Coronado Keys project to housing rehabilitation and affordable housing development in Carter Lake. The other share of TIF funds are reimbursed to the developer for front-end public improvement costs. May be extended to other new development areas.	Rehabilitation financing, site and property acquisition, gap financing, and other housing-related investments.
Tax Abatement	Reduction or elimination of property taxes for set period of time on new improvements to property, granted as an incentive to do such projects.	Available for commercial, industrial or residential developments.
REAP	Resource Enhancement and Protection is a program in the State of Iowa that invest in the enhancement and protection of the state's natural and cultural resources.	Available for park land expansion; multi-purpose recreation developments; soil and water conservation; DNR acquisition and development of lands and waters; and DNR land management.
Iowa West Foundation	Community improvement grants within Pottawattamie County	Community improvement projects including corridor and lakeshore improvements.

FUNDING SOURCES		
TITLES	**DESCRIPTION**	**POSSIBLE USES**
RISE	DOT administered funds used to promote economic development in Iowa through construction or improvement of roads and streets.	DOT administered funds used to promote economic development in Iowa through construction or improvement of roads and streets.
Lodging Tax Funds	Tax revenues generated by a surcharge on rooms within Carter Lake's hotels and motels. Proceeds are divided between the state and municipal jurisdictions.	Community improvement projects, community marketing, events, and attractions and programs with appeal to visitors.
TEA-21 **(Now MAP-21)**	Transportation Equity Act for the 21st Century (TEA-21) is a federal funding law for surface transportation. Federal transportation funding, including matching grants for major street system improvements, enhancements funding for corridor design, streetscape, and trail development; and transit funding.	Improvements to arterial and collector streets, specifically Locust and 13th Streets; trail and promenade development through the enhancement program; funding for local transit and convention center shuttle system.
DOT/DNR Fund	For roadside beautification of primary system corridors with plant materials.	Landscaping improvements along key corridors within the community.
Living Roadway Trust Fund	The Living Roadway Trust Fund is to implement Integrated Roadside Vegetation Management programs (IRVM) on city, county or state rights-of-way or areas adjacent to traveled roads.	Can be used for roadside inventories; gateways; education/training; research/demonstration; roadside enhancement; seed propagation; and special equipment.
Recreational Trails Program (State)	Provides funding for public recreational trails with a 25% local match.	Local, area wide, regional or statewide trails plans.
Statewide Enhancement Funding Program	Funding for enhancement or preservation activities of transportation related projects requiring a minimum 30 percent local match.	Projects must fit at least one of the following categories: Facilities for pedestrians and bicycles; acquisition of scenic easements and scenic or historic sites; scenic or historic highway programs; landscaping and other scenic beautification; historic preservation; rehabilitation and operation of historic transportation facilities; preservation of abandoned railway corridors (including use as for pedestrian or bicycle trails); control and removal of outdoor advertising; archaeological planning and research; mitigation of water pollution due to highway runoff; safety and educational activities for pedestrians and bicyclists; historical displays at tourist and welcome centers; or transportation museums.

SECTION FIVE:

CARTER LAKE SMART PLANNING

SECTION V: CARTER LAKE SMART PLANNING

The first major section of the Iowa Smart Planning bill outlines ten Iowa Smart Planning Principles. These principles must be considered and may be applied when local governments and state agencies deliberate all appropriate planning, zoning, development, and resource management decisions. Application of these principles is intended to produce greater economic opportunity, enhance environmental integrity, improve public health outcomes, and safeguard Iowa's quality of life. The principles also address the need for fair and equitable decision-making processes. Language was included in the bill stipulating that application of Smart Planning Principles does not expand nor reduce the authority of state and local governments and other public entities to exercise eminent domain.

1. Collaboration
Governmental, community, and individual stakeholders, including those outside the jurisdiction of the entity, are encouraged to be involved and provide comment during deliberation of planning, zoning, development, and resource management decisions and during implementation of such decisions. The state agency, local government, or other public entity is encouraged to develop and implement a strategy to facilitate such participation.

2. Efficiency, Transparency, and Consistency
Planning, zoning, development, and resource management should be undertaken to provide efficient, transparent, and consistent outcomes. Individuals, communities, regions, and governmental entities should share in the responsibility to promote the equitable distribution of development benefits and costs.

3. Clean, Renewable, and Efficient Energy
Planning, zoning, development, and resource management should be undertaken to promote clean and renewable energy use and increased energy efficiency.

4. Occupational Diversity
Planning, zoning, development, and resource management should promote increased diversity of employment and business opportunities, promote access to education and training, expand entrepreneurial opportunities, and promote the establishment of businesses in locations near existing housing, infrastructure, and transportation.

5. Revitalization
Planning, zoning, development, and resource management should facilitate the revitalization of established town centers and neighborhoods by promoting development that conserves land, protects historic resources, promotes pedestrian accessibility, and integrates different uses of property. Remediation and reuse of existing sites, structures, and infrastructure is preferred over new construction in undeveloped areas.

6. Housing Diversity
Planning, zoning, development, and resource management should encourage diversity in the types of available housing, support the rehabilitation of existing housing, and promote the location of housing near public transportation and employment centers.

7. Community Character
Planning, zoning, development, and resource management should promote activities and development that are consistent with the character and architectural style of the community and should respond to local values regarding the physical character of the community.

8. Natural Resources and Agricultural Protection
Planning, zoning, development, and resource management should emphasize protection, preservation, and restoration of natural resources, agricultural land, and cultural and historic landscapes, and should increase the availability of open spaces and recreational facilities.

9. Sustainable Design
Planning, zoning, development, and resource management should promote developments, buildings, and infrastructure that utilize sustainable design and construction standards and conserve natural resources by reducing waste and pollution through efficient use of land, energy, water, air, and materials.

10. Transportation Diversity
Planning, zoning, development, and resource management should promote expanded transportation options for residents of the community. Consideration should be given to transportation options that maximize mobility, reduce congestion, conserve fuel, and improve air quality.

Iowa Smart Planning Legislative Guide, Updated May 2010

Collaboration

The Carter Lake Plan is the result of a planning process that involved citizens of the city to define its future. A planning Advisory Committee, representing a wide variety of interests in the community, coordinated this process. In the 2013 Carter Lake Plan Update. A survey was sent out for citizens to rate projects that they feel are important to the City as well as provide any feedback on city improvements. Through a joint session of the Planning Commission and the City Council, a project prioritization list was constructed (Chart 1.2) that prioritized projects based on need and project feasibility.

Efficiency, Transparency, Consistency

To foster consistency in and use of sustainable development practices, Carter Lake must have easy to use codes and regulations. The preparation and distribution of a Property Standards Manual can provide a friendly, clear, engagingly written document that sets out the expectations that Carter Lake as a community has for individual building and property maintenance.

Reviewing and modifying the city's current Property Maintenance Ordinance, assures that the ordinance clearly addresses issues that have the greatest impact on life safety, visual quality, and preservation of community maintenance standards.

The adoption of the City of Carter Lake Unified Land Development Ordinances in August of 2006 provide allow citizens and developers to see upfront the community's vision for the growth of the City.

The City of Carter Lake website provides an easy an accessible way to get in contact with Carter Lake officials and staff. The listing of telephone numbers and email addresses allow the public to get in touch with officials and staff at their convenience. Access to department

websites also provides an easy to access means of obtaining additional information of which that department specializes in.

Carter Lake is also taking advantage of social media to report success in areas of improvement. The Facebook page for the Carter Lake Maintenance Department updates the public on projects throughout the City and provides to public an opportunity to comment on the progress. Continuation of this page can further connect the people of Carter Lake with the City.

Clean, Renewable, and Efficient Energy

Carter Lake should consider a code encouraging sustainable building practices that would allow the builder to determine the most reasonable practice to meet those standards.

Occupational Diversity

Carter Lake will retain a significant employment and industrial base. A mixed use corridor along Locust Street will provide residents of Carter Lake with employment opportunities that are both diverse and close to residential areas. This mixed use area will take on the character of a business park, combining office, limited industrial, and distribution space.

Revitalization

Investment in the revitalization of Locust Street has enhanced landscaping along the right-of-way, sidewalks including a wider trail sidewalk on the north side of the street, and attractive lighting and street furniture from Abbott Drive to the western state line. A Town Center at 13th and Locust Street can provide a range of uses including high density residential, office, commercial and civic uses. Recent development along Locust Street has already begun to emphasize the encouragement of pedestrian traffic.

Housing Diversity

As it pertains to housing, Carter Lake presents itself with a set of goals that create community connections, provide a good residential environment for residents, conserve the city's existing building stock, and create an environment the offers better housing opportunities for all.

The Land Use Plan establishes a number of categories of land uses, some of which provide for single primary uses while others encourage mixed uses. Varying land uses can provide accommodation to a population in which housing preference is differentiated amongst the residents. Carter Lake incorporates land uses in their Development Concept that accommodate low density residential, medium density residential, high density residential, mobile homes, and mixed use.

Community Character

Both young people and old people are likely to be walking or bicycling, especially in areas near schools, parks, and in neighborhoods with young families. The city should be safe for pedestrians who must cross at busy intersections as well. Hazards such as crossings at arterial

streets should be addressed to prevent potential safety problems.

Correcting sidewalk deficiencies must be targeted to specific priority areas, with goals, options, and funding priorities identified. High priority improvement should be those that:

- Improve pedestrian connections to schools and parks.
- Provide sidewalk access between residential and commercial areas.
- Improve safety along busy arterials by constructing separate walkways for pedestrians.
- Connect newly developing areas to existing Carter Lake neighborhoods.
- Are located in key areas critical to the improvement of neighborhoods.
- Are requested by property owners who voluntarily work to establish special assessment districts to finance improvements.

Natural Resources & Agricultural Protection

In 2006, the cities of Carter Lake and Omaha requested assistance from environmental agencies to address water quality problems at Carter Lake. At that time, a community-based watershed planning process was initiated. As part of the planning process, a voluntary council of interested citizens was formed under the name of Carter Lake Environmental Assessment and Rehabilitation (CLEAR) Council. The CLEAR Council, with assistance from numerous local and state agencies, developed a conceptual plan to address water quality concerns.

The planning process for Carter Lake was designed to result in a community-based management plan that provided a framework for protecting water quality in Carter Lake. The qualitative goals generated by the stakeholders in the second public meeting became the foundation for quantitative water quality goals developed by the CLEAR Council and Technical Advisory Team (TAT). The qualitative goals of the Carter Lake Water Quality Project are to reduce contaminant levels in fish to safe levels and to achieve and maintain full support for aquatic life, recreation, and aesthetic use.

Sustainable Design

Providing alternative routes that make it easier for people to move from one point to another in Carter Lake can offer residents and visitors good performance from their street and circulation systems, produce relationships among neighborhoods that can lead to a more unified community, and alternative options for pedestrians and bicyclists.

Future Land Use planning has provided a set of goals that create community connections, provide a good residential environment for residents and well as accommodate mixed-use developments.

Transportation Diversity

Locust Street is currently in the process of being updated into a community main street, providing a good driving surface, curbs and gutters, and continuous sidewalks. The sidewalk on the north side of the street is designed as a sidewalk trail, with added width and geometrics capable of accommodating bicycles safely. This sidewalk trail will eventually tie into adjacent mixed-use development and the community's proposed open space system.

Carter Lake should consider a cooperative arrangement with Metro Area Transit to institute or extend a circulator service, linking a City Center development project and the city's hospitality district with the Convention Center and Downtown Omaha. Such a system can increase the ability of Carter Lake's hotels to serve growing regional lodging needs, and increases the number of rooms within easy access of the Convention Center.