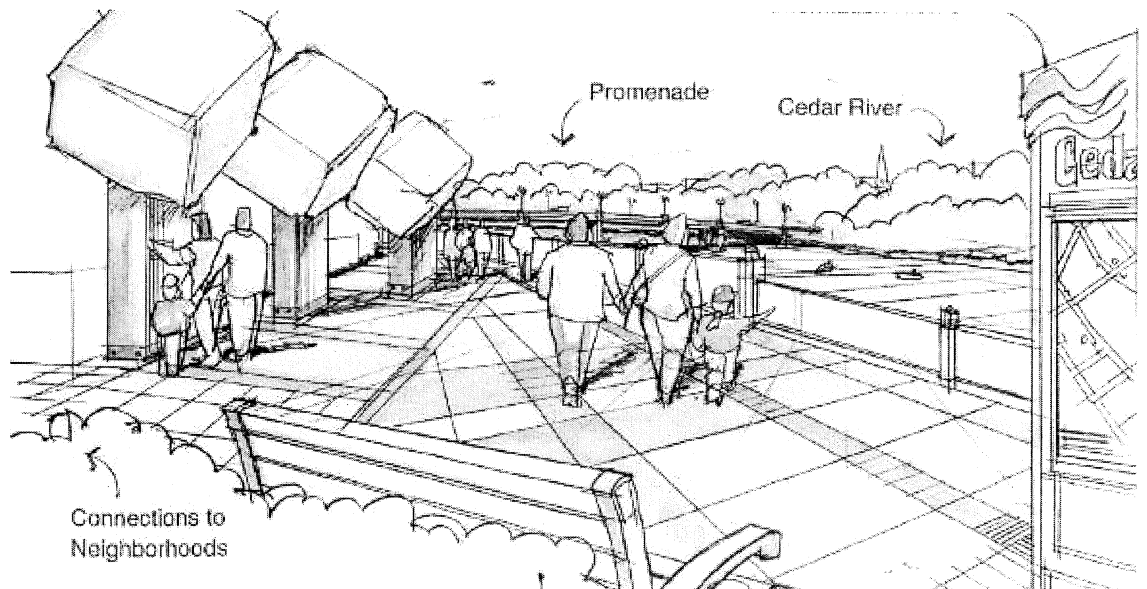
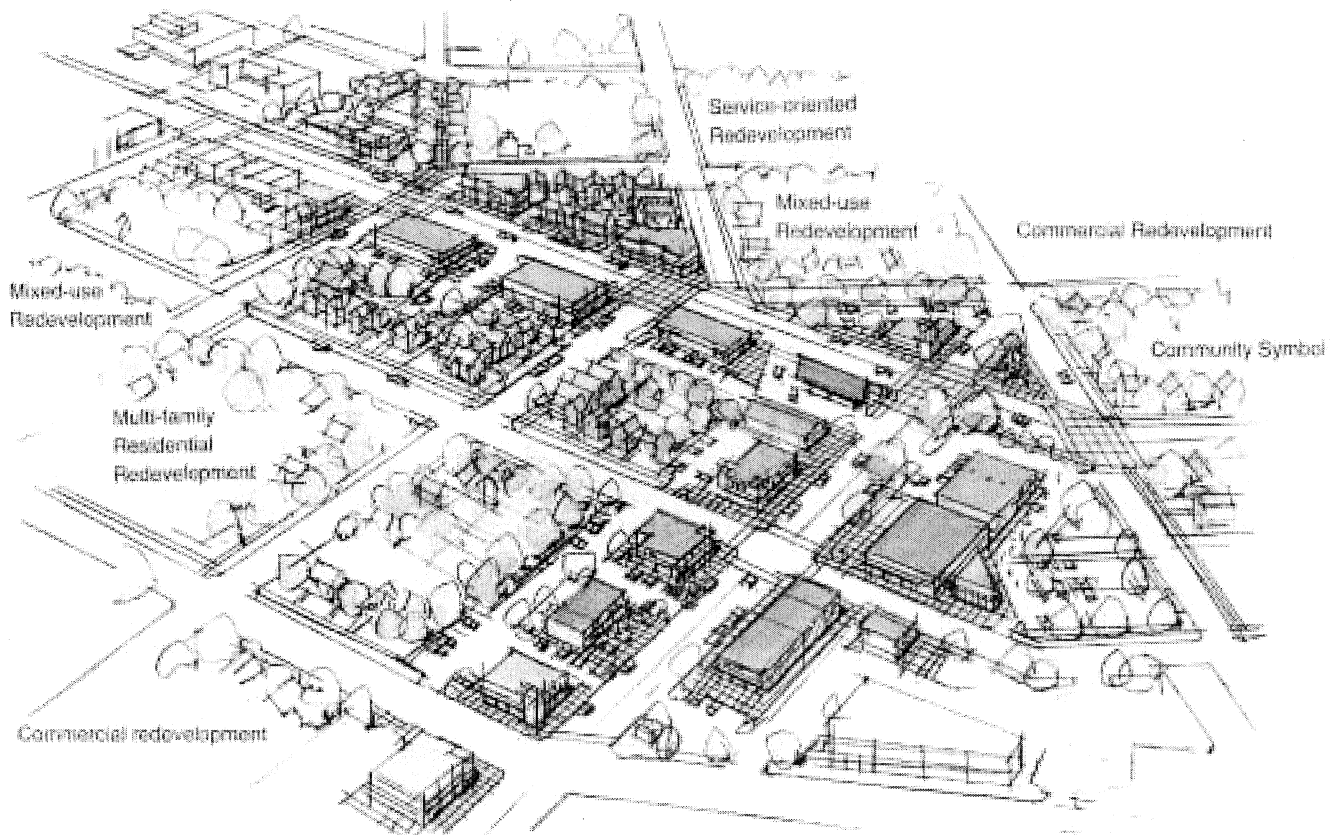


# City of Waterloo

## *Rath Area Neighborhood Plan*

Revised Draft: November 12, 2001



Prepared by:



Connections to  
Neighborhoods

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## INTRODUCTION

The Rath Area Neighborhood Plan has been created as part of a model planning process that encompassed environmental assessment, planning, and comprehensive public participation. In 2000, the City of Waterloo, Iowa commissioned three professional firms, Howard R. Green Company, VANDEWALLE & ASSOCIATES, and Public Involvement Unlimited, to complete a health and safety plan, a revitalization and redevelopment land use plan, and to facilitate community participation and support. (See Table 1 for the role and expertise of each of these firms.)

**TABLE 1: CONSULTANT TEAM**

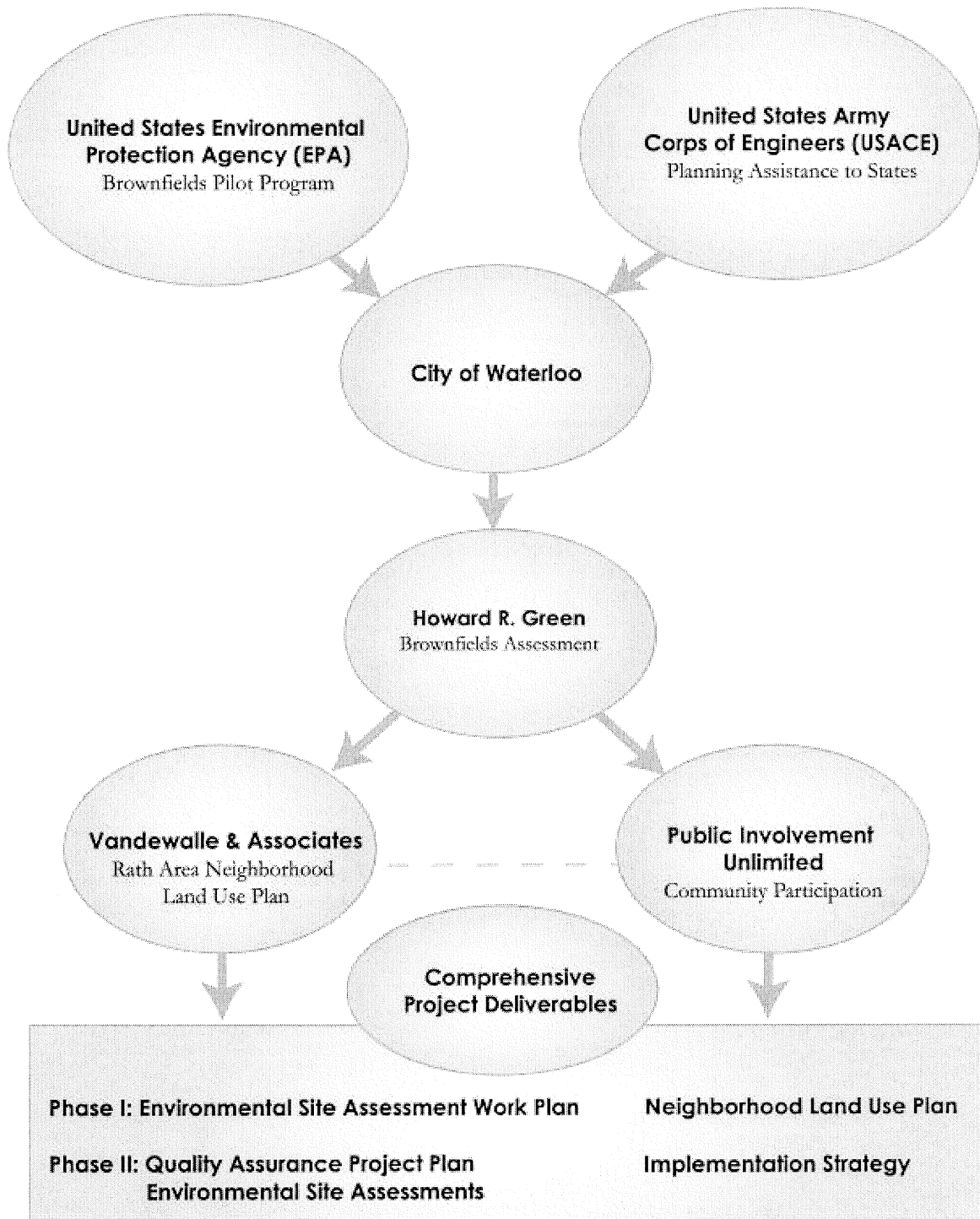
Consultant firm	Expertise	Mission
Howard R. Green Company	A Cedar Rapids-based planning, architectural, engineering, and environmental firm	Complete a health and safety plan for the designated pilot area
VANDEWALLE & ASSOCIATES	A Madison, Wisconsin-based economic development and urban design firm	Complete a neighborhood land use plan for the study area to provide a framework for revitalization and redevelopment
Public Involvement Unlimited	A Cedar Rapids-based public facilitation firm	To engage and facilitate community participation and feedback throughout the process

Under the leadership of the U.S. Army Corps of Engineers, the City of Waterloo and these three firms have developed a model approach to the future redevelopment and revitalization of an economically struggling and physically blighted inner city neighborhood. (See Figure 1 for a chart depicting the relationship of the entities and their role in the Waterloo Brownfields Pilot Project.)

This document is divided into the following sections:

- Introduction
- Neighborhood Recommendations
- Implementation
- Background, Public Participation, and Inventory
- Appendices

FIGURE 1: WATERLOO BROWNFIELDS PILOT PROJECT TEAM



In February of 2000, the City of Waterloo was awarded funding through an EPA Assessment Demonstration Brownfields Pilot Program to help the city achieve the goals of its overall redevelopment initiative by conducting environmental assessments, developing cleanup and reuse plans, and fostering stakeholder support in the Rath Area Neighborhood. The city's objective in obtaining this funding is to make the study area safer for residents and more attractive to developers and businesses by addressing contamination concerns, developing financial incentives, improving infrastructure, and adopting a community consensus-based strategy for redevelopment.

The ultimate goal of Waterloo's brownfields redevelopment initiative is to create a model for stimulating economic redevelopment, and to apply that model to the Rath Area Neighborhood and eventually throughout the city. On a larger scale, the Cedar Valley community will be designated as a showcase community as well as an innovative model for brownfields redevelopment in smaller metropolitan areas as well as across the nation. The major objectives in developing this brownfields model include:

- Adoption of a community consensus-based strategy for redevelopment
- Making project area properties more attractive to developers and businesses by addressing and eliminating contamination concerns
- Developing financial incentives
- Improving infrastructure
- Identifying and prioritizing properties for assessment, cleanup, and redevelopment
- Conducting Phase I and Phase II environmental assessments on selected properties
- Communicating with and seeking input from the community, private industry, and state and federal organizations relating to the targeted brownfields
- Enrolling qualified sites into Iowa's Land Recycling Program to obtain "certificates of no further action" from the Iowa Department of Natural Resources and develop plans for cleanup and redevelopment at the targeted sites

The Waterloo project is a USEPA "pilot program" like several hundred similar projects sponsored by the USEPA across the nation, the purpose of which is to provide a model for testing, cleanup, and redevelopment. The pilots explore innovative approaches to solving brownfields problems and provide a growing knowledge base to help direct the brownfields initiative. The EPA Brownfields Assessment Demonstration Pilots have been testing redevelopment models, directing efforts to remove regulatory barriers, and bringing together community groups, investors, lenders, developers, and other affected parties to address brownfields issues.

## DESCRIPTION OF THE STUDY AREA

The Rath Area Neighborhood is a 350-acre mixed-use tract located immediately south of Waterloo's central business district. The study area is bounded on the northwest by 6<sup>th</sup> Street and Martin Luther Drive, by Linden Avenue and Dunham Place on the east, and the Cedar River on the southwest (see Map 1: Study Area and Neighborhood Association Boundaries). The Rath Area Neighborhood includes four active neighborhood associations:

1. Cedar River
2. Lane and Fowler (LAFNOW)
3. Northeast Side
4. Neighbors for Life (partially included in the study area)

MAP 1: STUDY AREA MAP AND EXISTING NEIGHBORHOOD ASSOCIATIONS BOUNDARIES



The Rath Area Neighborhood, one of the city's historic neighborhoods, is an ethnically and economically diverse neighborhood that has the following characteristics<sup>1</sup>:

Community Health Indicators	Rath Area Neighborhood	City of Waterloo
Minority Population	37% (total population 2,413)	13% (total population 66,407)
Poverty Rate	45%	9.9%
Unemployment Rate	15%	4.9%
Housing Vacancy Rate	22%	7%
Deteriorated/Dilapidated Housing	93%	25%

## PURPOSE

The purpose of the Rath Area Neighborhood Plan is to provide a guide for the future redevelopment of the Rath Area Neighborhood, with a particular emphasis on land use, infill redevelopment (infill redevelopment is the reuse of existing building and sites based on market feasibility), greenspace, streetscaping, linkages to downtown, the Cedar River and surrounding neighborhoods, and the creation of a sustainable, "livable" neighborhood. The success of the recommendations and redevelopment strategies laid out in this document relies on the commitment of city council, city staff, economic development facilitators, and neighborhood residents to guide redevelopment and implementation into the future. The Rath Area Neighborhood Plan will be adopted by the City of Waterloo as an official neighborhood plan to guide future efforts.

## GOALS OF THE RATH AREA NEIGHBORHOOD PLAN

The focus of the Rath Area Neighborhood Plan is to provide a guide and redevelopment recommendations toward the following goals:

### Enhance Community Image

- Preserve and strengthen the unique sense of place in the Rath Area Neighborhood
- Enhance the visual image of the Rath Area Neighborhood
- Buffer industrial uses from residential, commercial, and institutional uses
- Improve public access to the Cedar River through improvements in traffic circulation, pedestrian circulation, parking, and community wayfinding
- Improve the overall visual quality of Rath Area Neighborhood entryways and the built environment
- Create a more pedestrian-friendly environment throughout the study area with streetscaping, lighting, wayfinding, landscaping, and traffic-calming improvements
- Encourage remediation of environmental problems
- Reduce blight

### Improve the Land Use Mix

- Recommend the development character of future land uses,



<sup>1</sup> Rath Area Neighborhood Redevelopment Proposed EPA Brownfields Pilot Application, 2000

including density, building design, setbacks/building orientation, parking, landscaping, signage, and site layout

- Recommend future land use including opportunities for mixed-use development, transportation options, and relationships between the downtown and adjacent neighborhoods
- Identify opportunities for infill housing
- Enhance recreational opportunities



### **Promote Economic Development**

- Identify highest and best uses for redevelopment sites
- Identify opportunities for expansion and growth of existing businesses
- Create an environment attractive for new development
- Identify funding resources for recommendations

## **DESCRIPTION OF PROCESS**

The planning process included the following steps (see Figure 2 for the planning process):

### **Discovery**

In the spring of 2001, VANDEWALLE & ASSOCIATES set up a system to effectively coordinate with the consultant teams involved in the brownfields pilot program. County, city, and private development plans and data were collected and reviewed; this information was analyzed through mapping, as well as a visual study area assessment. With the assistance of the steering committee, VANDEWALLE & ASSOCIATES prepared for the community forum.

### **Community Forum**

VANDEWALLE & ASSOCIATES facilitated the Rath Area Neighborhood community forum on June 28, 2001 at the Waterloo Center for the Arts. The goal of the forum was to gain an understanding of the community's vision for the future and foster community support for the plan. The forum was well received by the community and was covered by the local media. Approximately 68 people attended this 2½-hour event.

### **Preliminary Recommendations**

VANDEWALLE & ASSOCIATES presented preliminary recommendations to the Steering Committee in regards to land use, character/design, redevelopment sites, transportation, streetscaping and wayfinding, parks/recreation/open space and housing infill.

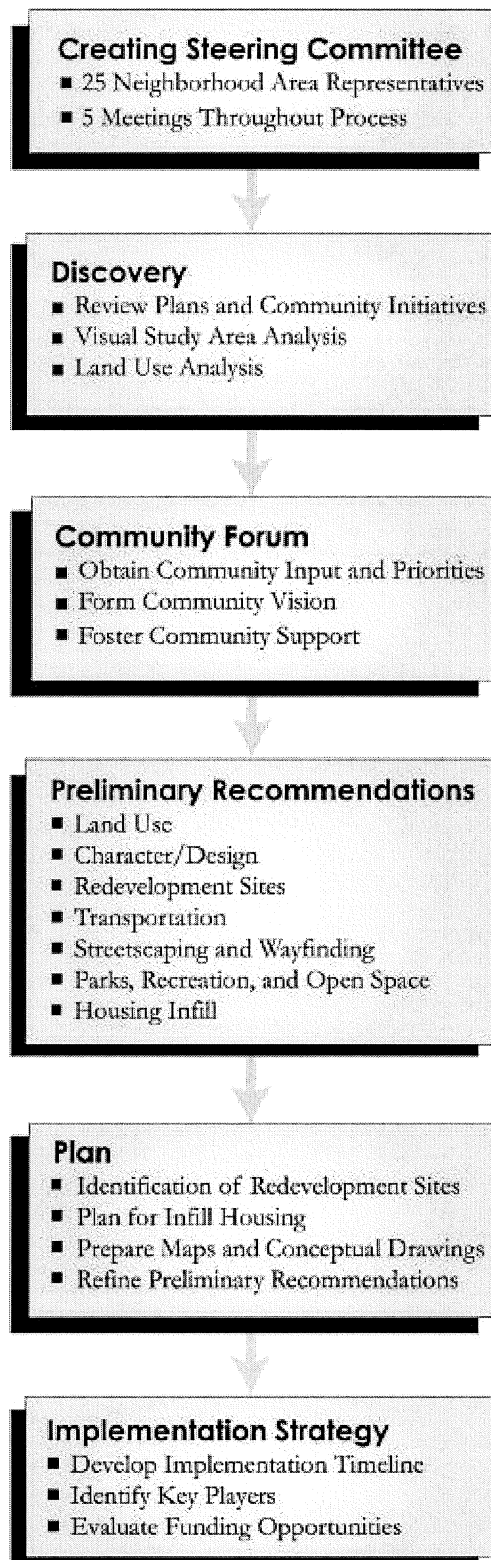
### **Neighborhood Plan**

Based on Steering Committee input, VANDEWALLE & ASSOCIATES refined the preliminary recommendations, identified redevelopment sites, developed recommendations for infill housing, and prepared plan graphics and maps.

### **Implementation Strategy**

VANDEWALLE & ASSOCIATES developed an implementation timeline, identified key players, and evaluated funding opportunities.

FIGURE 2: PLANNING PROCESS



## NEIGHBORHOOD RECOMMENDATIONS

The objective of this plan is to build upon the significant history, rich diversity, and strong neighborhoods in the Rath Area Neighborhood. Through public improvements and private redevelopment, the Rath Area Neighborhood will maintain its current assets while building upon the wealth of opportunities through implementation of the plan recommendations.

VANDEWALLE & ASSOCIATES' strategy for the revitalization of the Rath Area Neighborhood is based on the following concepts:

- Separation of residential and industrial land uses, both physically and visually
- Concentration of commercial and retail uses within a neighborhood commercial district
- Maintenance and development of a strong neighborhood job base
- Strategic infill development of dilapidated housing, vacant lots, and brownfields
- Strategic location of parks, recreational uses, and river access dispersed evenly throughout the neighborhood and designed to meet the needs of different user groups (children, teenagers, employees)
- Improvement of the transportation system and neighborhood connections for both vehicles and pedestrians

### OPPORTUNITIES

Based on the Rath Area Neighborhood location, existing conditions, assets and other city projects, there are a number of opportunities, which if strategically utilized, will facilitate the revitalization of the neighborhood.

#### Proximity to Downtown and the Government Campus

The neighborhood has the opportunity to capitalize on its location adjacent to the central business district and the future employee and expansion needs of city and county government. The planned redevelopment of downtown, both the east side and the west side, will provide a growing job base for residents of the Rath Area Neighborhood. Current property ownership records and vacant land between the existing government campus and the Rath Area Neighborhood create the opportunity for the development of an integrated government campus.



#### Strong Neighborhood Industries

The existence of a number of strong local industries within the neighborhood, including Crystal Distribution Services, Powers Manufacturing, and Quality Mat, creates a strong job base, future expansion possibilities, as well as the leadership capacity for the future redevelopment of the neighborhood.



#### Neighborhood Housing Stock and Pattern of Development

The historic housing stock (83 percent built before 1923), much of which is listed as

deteriorated, creates the opportunity for not only infill development, but also the rehabilitation of the historic structures that can still be salvaged. This type of housing is particularly appealing to the young, urban workforce that is needed to meet the future workforce needs of Cedar Valley. In addition, the existing pattern of development, i.e., smaller lots, houses sited close to the street, and alleyways with parking in the rear, is what many developers are patterning their “New Urbanism” neighborhood developments after. The Rath Area Neighborhood is, in fact, an existing New Urbanist neighborhood.



### **Brownfields Initiative**

Activities such as the current Phase I investigation of the seven sites within the neighborhood and the future Phase II investigations of three of those sites, coupled with MidAmerican’s progress on its National Priorities List (NPL) site, create imminent redevelopment potential for those sites. In addition, the investigation and remediation of those sites will improve the neighborhood in terms of quality of life and will remove some of the barriers for future investment potential. The completion of this plan, in conjunction with the brownfields initiative, creates the opportunity for additional local, state, and federal investment.

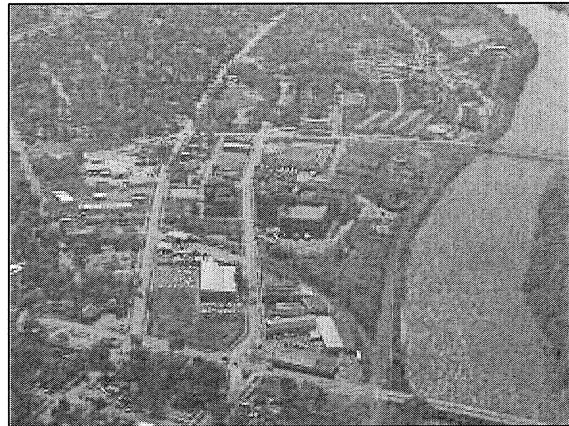
### **Planned Infrastructure Improvements**

There are a number of infrastructure improvements that are currently planned or under consideration that will create opportunities for the Rath Area Neighborhood, particularly with regards to access and recreation. Those infrastructure improvements include the following:

- New 18<sup>th</sup> Street Bridge: Creates better access to and from Highway 218.
- Cedar River Bike Path: Creates recreational opportunities for neighborhood residents and improves pedestrian and bicycle connections to downtown and the Cedar River Valley.
- Proposed improvements to the Cedar River: Levy improvements, construction of a public riverwalk, and community amphitheater.

### **Cedar Valley Riverfront Renaissance**

The economic repositioning of the Cedar Valley and the redevelopment of the downtown will create job opportunities for neighborhood residents and will spur investment in the Rath Area Neighborhood. The proposed Depot District and Riverfront Housing projects will attract new investors and new residents to the neighborhood. The relocation of UNICUE to the restored Depot will provide neighborhood residents with easy access to its continuing education and training programs.



### **Rail**

The long-term goal of introduction of commuter rail to the Cedar Valley will complement the current and proposed pattern of development and will create the opportunity for additional future reinvestment in the neighborhood.

## **ALTERNATIVES**

The two areas within the Rath Area Neighborhood for which alternatives were considered were the Riverfront industrial area and the CMC site. These areas were analyzed within the context of both the

current and future needs and uses for the neighborhood as well as the intrinsic opportunities and constraints of the sites.

### **Riverfront Industrial Area**

The residential character of the surrounding neighborhood, coupled with the natural asset of the Cedar River, creates the potential for a transition from industrial uses to residential uses. Based on the need to maintain a strong job base within the Rath Area Neighborhood, however, VANDEWALLE & ASSOCIATES determined that the existing industrial uses within this highly industrial zone should, in fact, continue and other industries should be encouraged to locate and grow in this area. Thus, except for the development of riverfront housing between 7<sup>th</sup> and 11<sup>th</sup> streets, the industrial uses within the area should continue and should be used, thematically, to define the character of the district through streetscaping and signage.

### **CMC Site**

Due to the previous industrial use of the CMC site, its current condition, and its proximity to residential land uses, the potential reuse of the site for multi-family housing was considered. Although, due to the potential extent of environmental contamination, direct access to rail, and street frontage on Martin Luther King, VANDEWALLE & ASSOCIATES determined that the CMC site should remain industrial. The future user of the site, however, should engage in light manufacturing activities that do not negatively affect the surrounding neighborhood in terms of noise, light, or air pollution. Access to the site should occur on the north or east side of the site. The rear of the site that abuts residential uses should be adequately screened with landscaping and fencing.

## **DESCRIPTION OF NEIGHBORHOOD DISTRICTS**

Recommendations for the study area are divided into the following land use districts (see Figure 3):

- Franklin & 11th Commercial District
- Employment District
- Government/Institutional Expansion
- Cedar River Neighborhood Infill
- North Neighborhood Infill
- East Neighborhood Infill

The districts are defined as follows:

### **Franklin & 11<sup>th</sup> Commercial District**

The primary commercial center for the study area, from the river to Franklin Street and from 6<sup>th</sup> to 11<sup>th</sup> streets. This district will be urban in design, maintaining a pedestrian scale. Locally owned and operated small businesses will be encouraged to develop in this area, providing for the commercial needs of the neighborhoods, the central business district, government campus, and Employment District.

### **Employment District**

The light industrial business center along the Cedar River and the existing CMC site, provides a proximal location for Rath Area Neighborhood residents to walk to work. This district will be designed to represent the history of industry in the Rath Area Neighborhood. Community art, streetscaping, and access to open space will provide the connection between the industries and the study area.

### **Government/Institutional Expansion District**

Expansion space for existing governmental and institutional users with access to the Franklin & 11<sup>th</sup> Commercial District. Capitalizing on the proximity of the city/county municipal campus, these district areas will build upon the existing services and provide for neighborhood needs.

### **Cedar River Neighborhood Infill District**

Higher density residential, pedestrian-oriented neighborhood. This low to medium-density residential

area will take advantage of the riverfront amenities. This district will also provide a built-in market for the Franklin & 11<sup>th</sup> Commercial District.

#### **North Neighborhood Infill**

Residential district with both single-family and multi-family homes. Infill development that maintains the district's historic qualities will be encouraged, capitalizing on the existing new urbanism design that includes smaller lots, houses sited close to the street, and alleyways with parking in the rear.

#### **East Neighborhood Infill**

This district will transition from industrial and commercial uses to primarily residential. The East Neighborhood District has a number of infill opportunities.

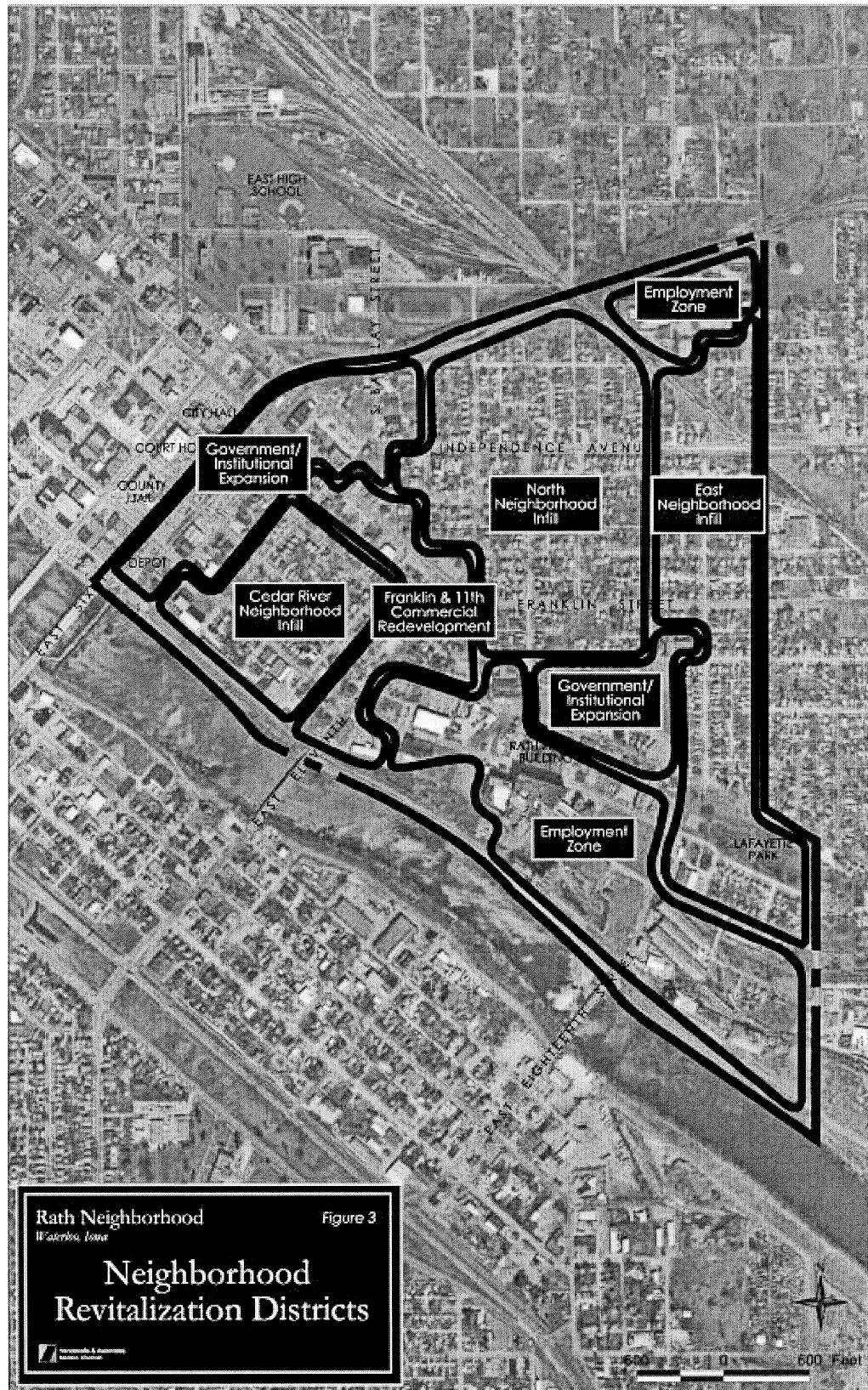
Recommendations are made for each district for the following categories:

<b>Character/Design</b>	Overall appearance of the district, including the appearance of building facades.
<b>Redevelopment</b>	Rehabilitation, reuse, or expansion of a building or site.
<b>Transportation</b>	Parking, automobile or pedestrian patterns, and street redesign.
<b>Streetscaping and Wayfinding</b>	The visual image of a street, signs, lighting, street furniture, and plantings.
<b>Parks/Recreation/Open Space</b>	Parks, recreational areas, areas of open or green space for public use.
<b>Land Use Mix</b>	Highest and best land use for sites.

Where applicable, recommendations are keyed to the district maps using the following system:

- R - Redevelopment
- T - Transportation
- S - Streetscaping and Wayfinding
- P- Parks/Recreation/Open Space
- U- Land Use Mix

FIGURE 3: NEIGHBORHOOD REVITALIZATION DISTRICTS



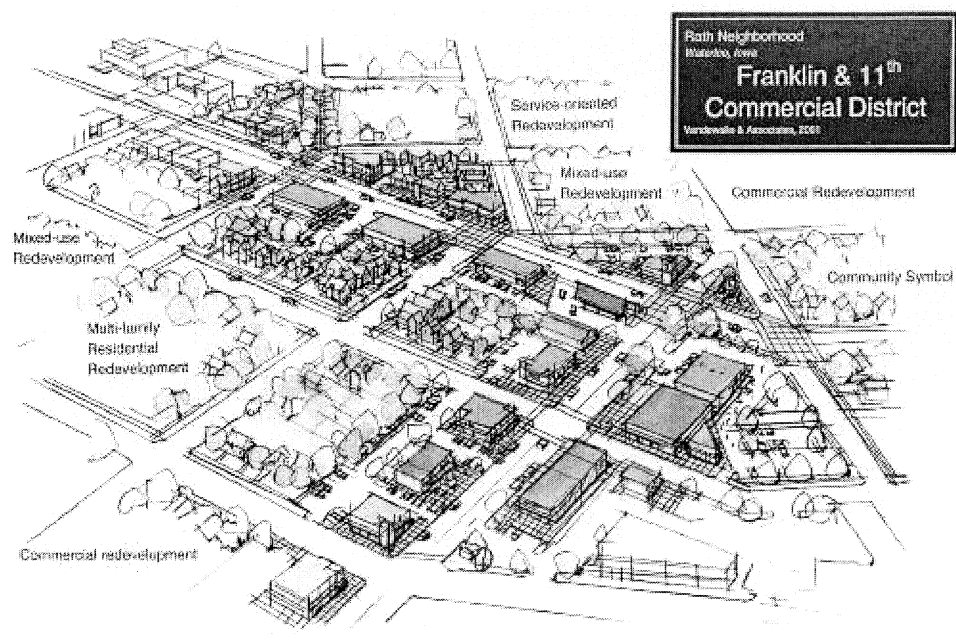
### FRANKLIN & 11<sup>TH</sup> COMMERCIAL DISTRICT

The Rath Area Neighborhood lacks a commercial center. The need for neighborhood-scale retail and services will increase with the proposed redevelopment of the study area, including higher density residential, the Employment District to the east, and the expansion of the existing government campus to the west. Franklin and 11<sup>th</sup> streets provide the location necessary for a sustainable commercial area. This district should serve as the primary commercial district for the Rath Area Neighborhood. The district should be pedestrian-oriented and reflect the historic character of the surrounding neighborhoods. This district should include adequate streetscaping and wayfinding, a dense clustering of retail activities, and unified urban design.

#### Land Use Mix

- Mixed-use retail on first floor and residential on second floors
- Dense clustering of commercial activities
- Transition uses over time to commercial and office (based on neighborhood and industrial needs, possibly accounting office, dentist office)
- Zoning along Franklin and 11th streets should accommodate commercial development on both sides of streets

**FIGURE 4: FRANKLIN & 11<sup>TH</sup> COMMERCIAL DISTRICT**



#### Character/Design

Character should be pedestrian-oriented commercial.

- The materials and colors used in commercial redevelopment should reflect the historic character of the surrounding neighborhood and complement the urban fabric of the downtown.
- Mixed-use: First floor should be retail/service-oriented business and upper floor(s) should be housing (two to three stories).
- Commercial and retail mix should serve needs of surrounding neighborhoods and Employment District workers as well as the government campus workers to the west.
- Encourage the location and retention of locally owned and operated businesses.
- Increase to urban-scale density.

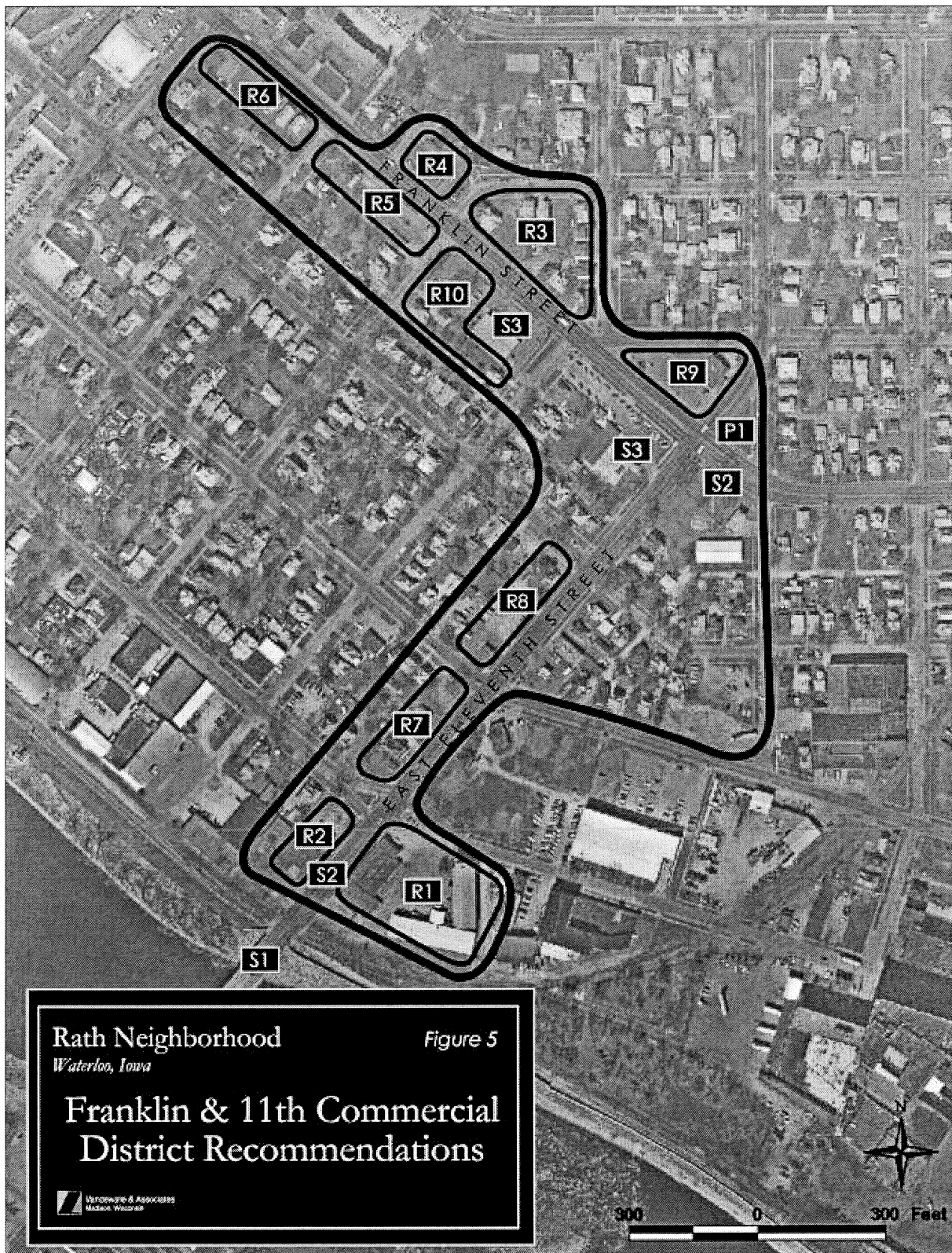
- Require buildings to develop minimal front setbacks on Franklin Street from 7th to 11th streets.
- Maintain high-quality historic character of storefronts and signs, proper heights and setbacks, accommodating sidewalks and streets, and provide key landmarks or places that orient people.
- Street facades of new infill development should be organized into two major components, the ground-level storefront and the upper architecture, with strong horizontal elements separating the two to provide a human scale for pedestrians.

### **Redevelopment Sites**

Development of these sites should include good urban design principles that complement the study area and the downtown. Design guidelines for this district should be developed for redevelopment and rehabilitation of existing uses.

- R1** - The existing food bank on this prime riverfront site should be relocated. As the gateway to the Rath Area Neighborhood from the westside of the Cedar River, development of this site should include a premier destination use along the river (e.g., riverfront restaurant). This site should be developed to capture river views and promote access to the proposed park on the MidAmerican Energy NPL site.
- R2** - This riverfront site is prime real estate and a gateway into the Rath Area Neighborhood from the west side of the Cedar River, which provides an opportunity for the alternative location of a riverfront restaurant or other gateway commercial user capitalizing on the river view and river access.
- R3** - This site should include mixed-use redevelopment, including neighborhood-oriented retail on first floor and residential on the upper floor(s). The residential component will enhance the built-in market to draw a greater variety of businesses and services to the study area commercial district. Residents who live in the area will travel the commercial district throughout the day and evening, increasing the feeling of vitality and safety.
- R4** - Potential site for daycare and other uses, which would serve the needs of the adjacent government and institutional campuses.
- R5** - Mixed-use redevelopment including retail on first floor and residential on the upper floor. Neighborhood-scale retail such as a hardware or convenience store would be appropriate.
- R6** - Potential office transitioning from the government campus to the west or mixed-use development, including retail on the first floor/residential on the upper floor. Businesses should be service oriented and may include dentists, or doctors, offices or hair salons.
- R7** - Commercial/retail redevelopment with integrated parking in the rear. Businesses may include smaller-scale cafés, bakeries, specialty food stores, book and card shops, florists.
- R8** - Commercial redevelopment and retail, including a convenience store, a neighborhood market, a drug store, and/or a dry cleaner.
- R9** - Small commercial triangle-existing Pathways organization should be relocated to the Governmental/Institutional Expansion District. This site has high visibility and great access; to capture these assets, potential use may include a carry-out food vendor (e.g., Cedar Valley Fish Market).
- R10** - Multi-family residential fronting Franklin Street, possible site for senior housing providing access to the Waterloo Senior Center (SAC's on 7<sup>th</sup>) to the west.

FIGURE 5: FRANKLIN & 11<sup>TH</sup> COMMERCIAL DISTRICT RECOMMENDATIONS



### Transportation

- Pedestrian crossings should be made safe by enhancing the visibility of the crossings through distinguishable materials and the installation of pedestrian crossing signals.
- Maintain on-street parking to provide convenience, integrate metered parking to encourage walking to the commercial district, and deter residents and workers from parking in front of the stores. Businesses may choose to engage in a parking validation program.
- Maintain Franklin & 11<sup>th</sup> streets as two-way streets to ensure circulation ease and access.
- Provide traffic-calming measures on Franklin Street to create a stronger sense of community, enhance study area identity, and provide a more pedestrian-friendly environment. Traffic-calming measures minimize through traffic and reduce travel speeds through one or more of the following elements: better signage, more visible entrances to the commercial district, textured pavements, reduced intersection radii, narrower streets, and amenities such as landscaping and ornamental lighting that cater to pedestrians.

### Streetscaping and Wayfinding

**S1/-**Coordinated gateway signage crossing the river on the 11<sup>th</sup> Street bridge into the Rath Area

**S2** Neighborhood notifying travelers of the direction of the commercial district, the Cedar River Trail and the Rath Parkway.

- Create a streetscaping and wayfinding plan that highlights Franklin & 11<sup>th</sup> streets as the urban spine that connects to the surrounding study area.
- Street trees, planters, litter baskets, and lighting should be regularly spaced and located a uniform distance from the curb.
- Establish well-defined pedestrian linkages to the downtown, surrounding neighborhoods, and the Employment District through landscaping, paths, and patterns of materials. Sidewalks should be a minimum of five feet in width. Special paving provides pedestrians with a sense of space ownership, reinforces the pedestrian system, and makes the pedestrian zone highly visible to motorists.
- Enhance landscaping and lighting of existing commercial uses and future uses to complement the historic character of the neighborhood.
- A system of signage and banners that guides people to retail shops, cultural and community amenities, and neighborhood institutions would establish a distinct sense of place for the commercial district.



### Parks/Recreation/Open space

**P1** - This triangle parcel represents the central core of the study area. To celebrate diversity and strong neighborhoods, this area should include increased landscaping and the installation of a community statue representing the culture and history of the study area.

- Promote the development of open and greenspace areas by developing integrated plazas with seating and community art displays to break up commercial uses, increase the districts comfort level, and capitalize on the district's potential as a social gathering place.

(See Figure 5 for specific locations of the Franklin & 11<sup>th</sup> Commercial District recommendations.)

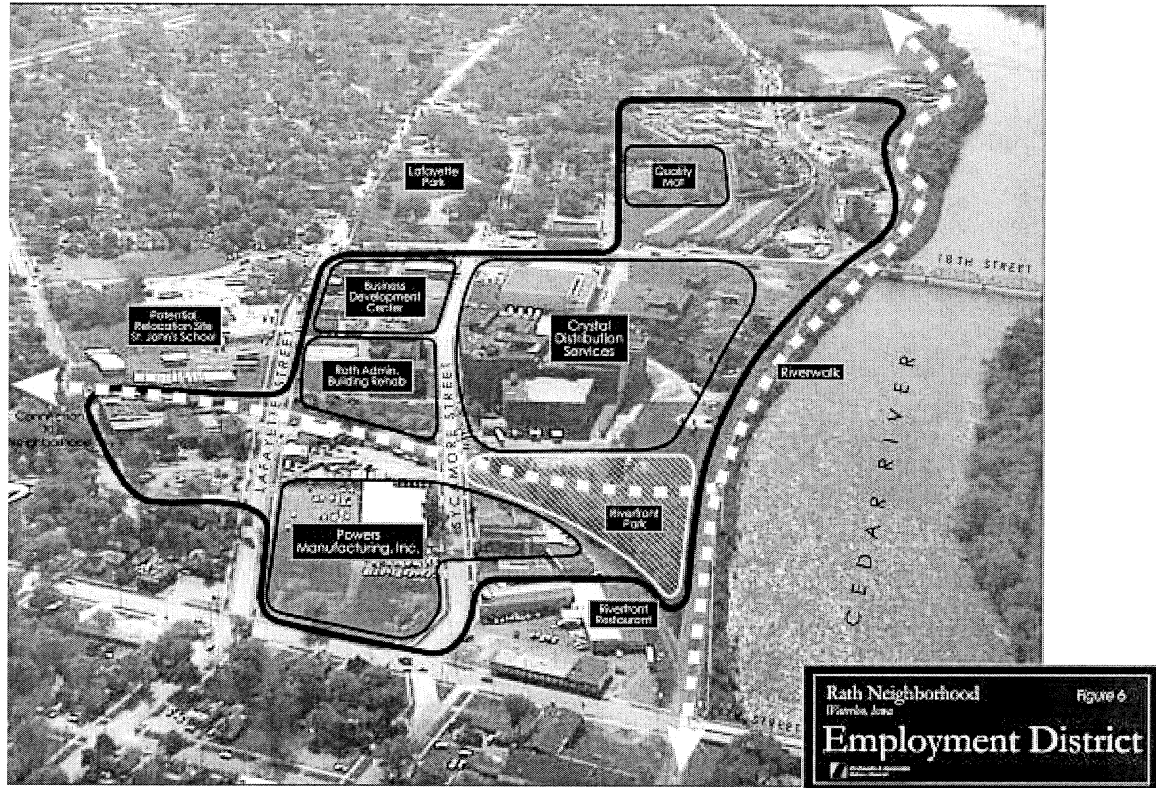
## EMPLOYMENT DISTRICT

This existing industrial area should be transitioned to a neighborhood walk-to-work urban business park. Further development of the fiber-optic network, small business development, and accommodating the expansion of existing businesses will provide a vital Employment District in a nearby location to the Rath Area Neighborhood. All residential uses should be transitioned to light industrial.

### Land Use Mix

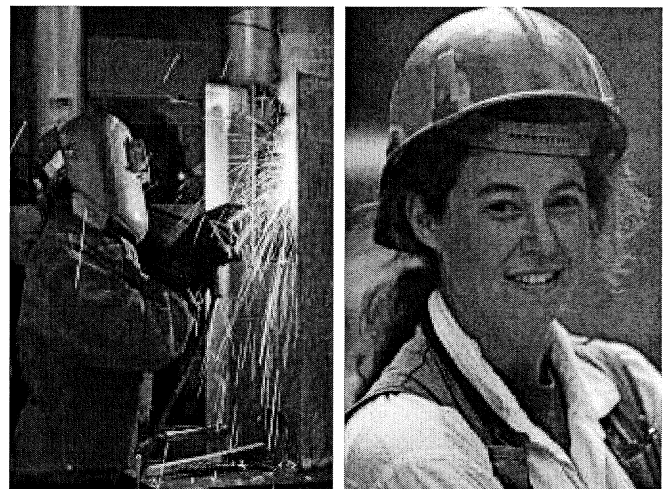
- Industrial uses.

FIGURE 6: EMPLOYMENT DISTRICT



### Character/Design

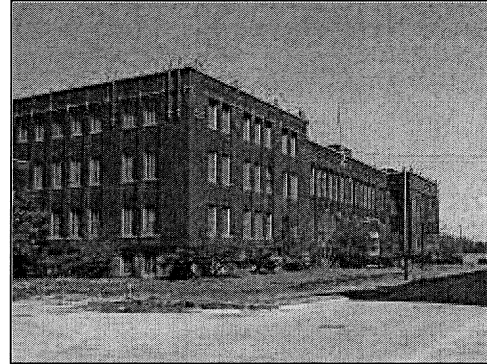
- Industrial job center with connections to the surrounding neighborhoods walk-to-work opportunities.
- City should work to accommodate expansion needs of existing businesses as well as developing businesses.
- Design should reflect current and historic uses as an industrial center while still creating an attractive environment and connections to the neighborhood through streetscaping, and banners, etc.
- Crystal Distribution Services should develop a land use master plan for its campus, including long-term expansion needs, effects of changing technology, and access and circulation changes.



### Redevelopment Sites

**R1** – Small-business development center. The city should focus on creating a business incubator to facilitate business development through financing and technical assistance. An office showroom should be developed to accommodate multiples users. Particular attention should be paid to the appearance of this development on 18<sup>th</sup>, Sycamore and Lafayette streets.

**R2** - Historic rehabilitation/adaptive reuse of the Rath Administration building for office and commercial purposes. Major industries within the Employment District should be engaged, including Crystal Distribution Services, Powers Manufacturing, and Quality Mat to identify the highest and best use of the property. Possible uses could include company headquarters or office/commercial.



**R3** - Identify rehabilitation potential of existing facilities to determine which buildings should be saved and rehabilitated and which buildings should be demolished for redevelopment.

**R4** - Redevelopment of CMC site. The city should actively recruit appropriate light industrial user that will not conflict with adjacent residential. Site should be buffered from the adjacent uses through landscaping and lighting.

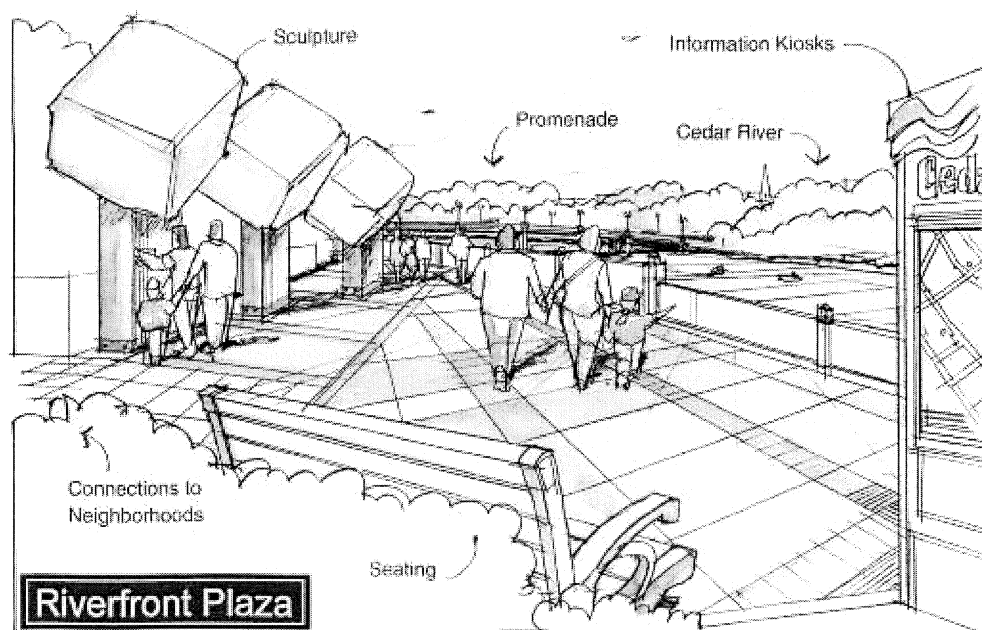
### Transportation

**T1** - Sycamore and Lafayette streets should become two-way streets to enhance circulation and wayfinding.

**T2** – Strong pedestrian connections along 18<sup>th</sup> Street to the river.

- Work with trucking companies to identify truck routes that minimally impact the surrounding neighborhood.
- Pedestrian connections should be improved through streetscaping to enhance wayfinding.

**FIGURE 7: RIVERFRONT PLAZA**



**Streetscaping and Wayfinding**

**S1** - Work with existing industries to enhance presence along all street faces, 18<sup>th</sup> and 11<sup>th</sup> streets in particular.

- Encourage streetscaping, signage, and banners which celebrate the history of the industries.
- Provide areas where employee/industry art could be publicly displayed.

**Parks/Recreation/Open space**

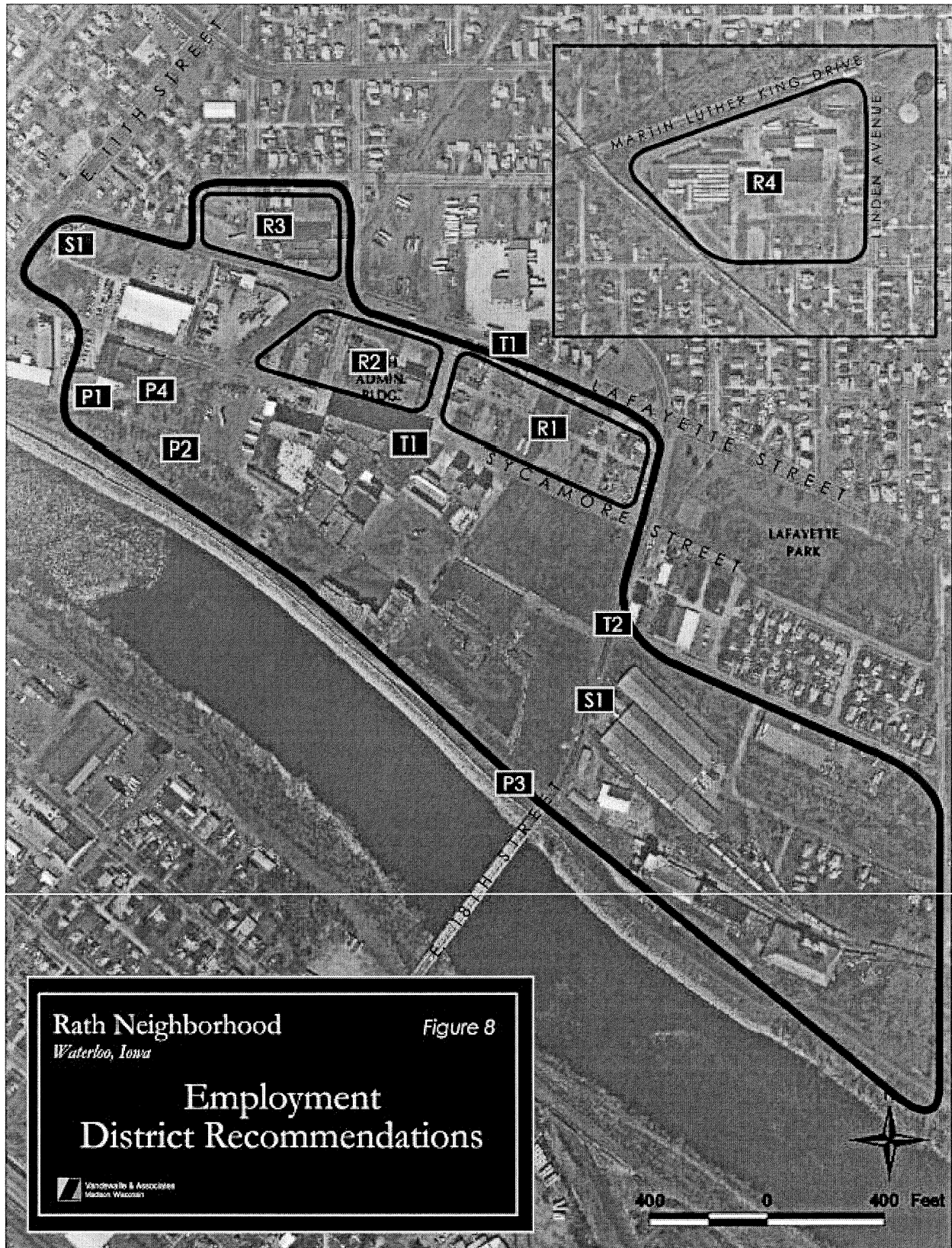
**P1** - Redevelopment of the MidAmerican Energy site as a hard-surface park to serve the needs of employees within the Employment District and residential neighborhoods, possibly including basketball or handball.

**P2** - Redevelopment of a linear park trail along the abandoned railway, providing bicycle and pedestrian connections to the neighborhoods to the north and the Employment District by the river. Each section of the recreational trail should include design that reflects the surrounding uses; the industrial section could include sculptures. Residential neighborhoods could include cultural or historical theme.

**P3** – Corner of 18<sup>th</sup> Street and riverfront developed into an open-air plaza serving as a gateway to the east side integrated with the bicycle path (see Figure 8: Riverfront Plaza).

- Capitalize on study area opportunities for public access to the water.
- Create Connections to proposed Cedar River Bicycle Trail.

FIGURE 8: EMPLOYMENT DISTRICT NEIGHBORHOOD REVITALIZATION PLAN



## GOVERNMENT/INSTITUTIONAL DISTRICT

This district provides space for government and institutional expansion. Development within in this district should complement the character of the downtown urban fabric with transitions to the Franklin & 11<sup>th</sup> Commercial District. The city should work to accommodate the needs of the proposed Catholic School Consortium to retain this institution within the study area.

### Land Use Mix

- Primarily government, institutional, and service-oriented uses.

### Character/Design

- Neighborhood institutional and service oriented (Expo School, Waterloo Senior Center-SAC's on 7<sup>th</sup>, People's Health Clinic, Quakerdale).
- Connections to Waterloo City Hall and Blackhawk County Courthouse, and other municipal buildings.
- Design should reflect the downtown urban fabric;
- streetscaping and wayfinding should reflect the history of the study area as well as the history of the City of Waterloo and Blackhawk County.
- Future redevelopment should be of civic, cultural, or neighborhood institutional uses.
- Design and architecture should reflect the district as a gateway to the Rath Area Neighborhood from the east.

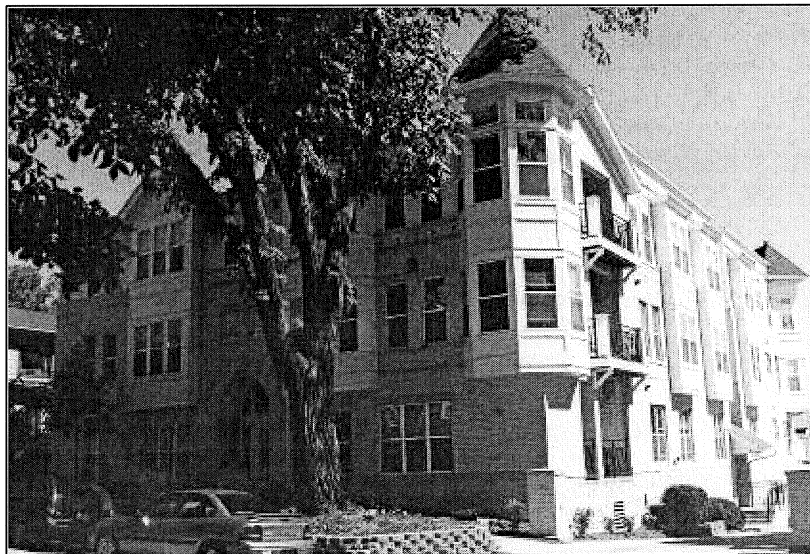
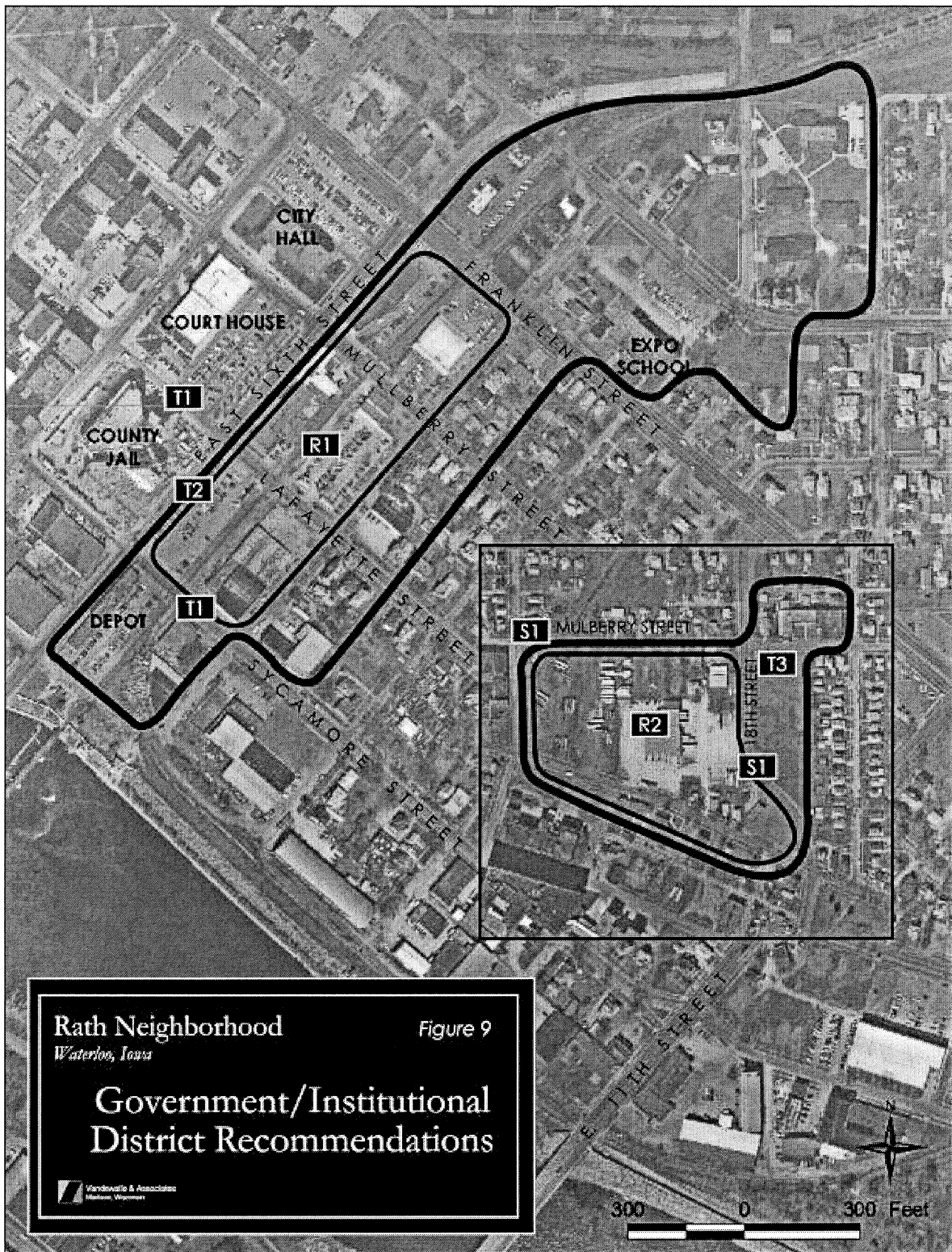


FIGURE 9: GOVERNMENT NEIGHBORHOOD REVITALIZATION PLAN



**Redevelopment Sites**

- R1** - Development of a government campus to accommodate future expansion of city and county government. 6<sup>th</sup> Street should provide a strong connection to the city/county government campus, emphasis should be on quality architecture.
- R2** - Given the opportunity for change in the Rath Area Neighborhood the city should actively work with the Catholic schools to develop this site for the Catholic School Consortium. Particular attention should be paid to the frontage on Mulberry and 18<sup>th</sup> streets.

**Transportation**

- T1** - Sycamore and Lafayette streets should become two-way streets to enhance circulation and wayfinding.
- T2** - Provide entry points to the Rath Area Neighborhood from the downtown that include directional signage, landscaping, and architectural guidelines.
- T3** - Provide safe pedestrian crossings for students at the intersection of 18<sup>th</sup> and Mulberry streets.
- Provide linkages to Franklin & 11<sup>th</sup> Commercial District, civic and cultural destinations, and the river down 6<sup>th</sup> Street.

**Streetscaping and Wayfinding**

- S1** - Establish high-quality landscaping along 18<sup>th</sup> and Mulberry streets.
- Streetscape improvements should include ornamental lighting, special pavements, street furnishings, landscaping, possibly a community fountain, and interpretive signage.
  - Provide strong streetscaping and wayfinding connections between the Catholic School Consortium site and the Rath Area Neighborhood as well as the Highland Neighborhood.
  - Provide ample lighting and landscaping that instills feelings of safety and security.

**Parks/Recreation/Open Space**

- Encourage student use of the Rath Parkway.

**CEDAR RIVER NEIGHBORHOOD INFILL**

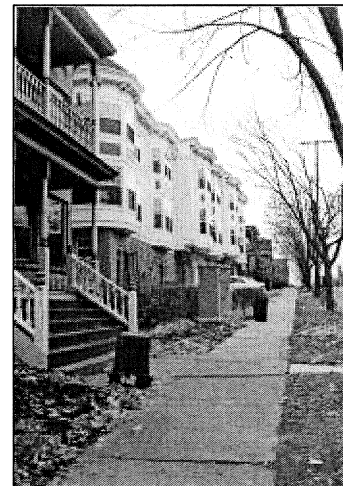
This district should be composed of a mix of low to medium density housing. This neighborhood district will provide the built-in market for the Franklin & 11<sup>th</sup> Commercial District. Rehabilitation of existing and deteriorated properties and vacant lots should be targeted for residential development.

**Land Use Mix**

- High-quality single family and multi-family residential.

**Design/Character**

- Residential density should be increased to provide a built-in market for Franklin & 11<sup>th</sup> Commercial and reinforce this district as a pedestrian-oriented area.
- Exclusively residential neighborhood with a mixture of single-family and multi-family. Safe residential neighborhood with pedestrian linkages to downtown, Government/Institutional Expansion District, Employment District, and Franklin & 11<sup>th</sup> Commercial District.
- Existing homes should be rehabilitated and dilapidated buildings and vacant lots should be targeted for infill development.
- New development should reflect and complement the existing character of neighborhood.



- The history of the train depot should be built upon and reflected in surrounding architecture.

#### **Redevelopment Sites**

**R1** - Potential multi-family or duplex site.

**R2** - Development of townhomes along Sycamore Street.

**R3** - Underground parking.

**R4** - High-quality riverfront development capitalizing on riverviews. Development should include pathways providing access to river frontage and the Cedar River Trail. Development should include underground parking.

**R5** - Single-family infill.

**R6** - Single-family infill.

**R7** - Single-family infill.

**R8** - Single-family infill.

#### **Transportation**

**T1** - Lafayette and Sycamore streets should be made into two-way streets.

**T2** - Parking improvements should be actively coordinated with redevelopment.

- Encourage pedestrian movements by enhancing pedestrian comfort.
- The visibility of pedestrian crossings should be enhanced through distinguishable materials and the installation of pedestrian crossing signals to accommodate future high levels of pedestrian use.

#### **Streetscaping and Wayfinding**

- Level of landscaping should reflect pedestrian uses on streets that connect to the various pedestrian centers, 9<sup>th</sup> Street should include heavy landscaping and lighting from river to East High School.
- Provide linkages through streetscaping and signage to the Franklin & 11<sup>th</sup> Commercial District and to the Cedar River.

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

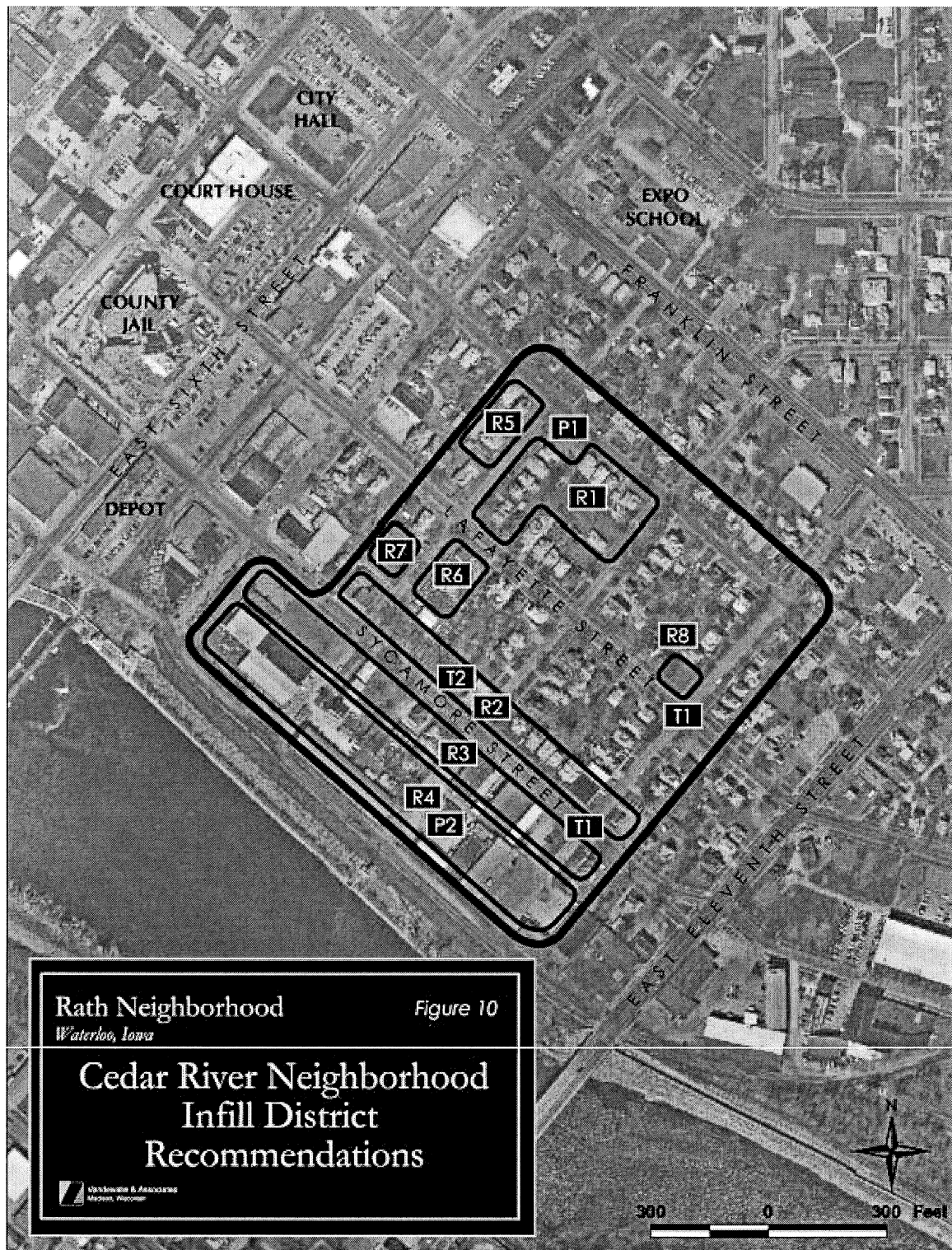
**P1** - Maintain and enhance the mini-park on the southeast corner of Mulberry and 8<sup>th</sup> streets.

**P2** - Enhance public access to the river.

- The city should develop a neighborhood tree-planting program.



FIGURE 10: CEDAR RIVER NEIGHBORHOOD REVITALIZATION PLAN



## NORTH NEIGHBORHOOD INFILL

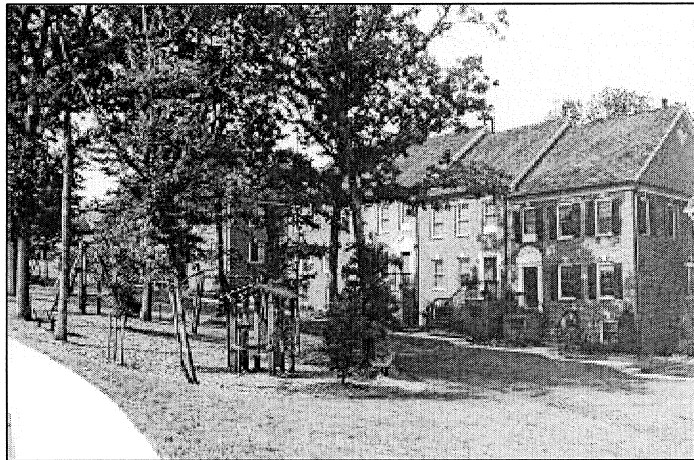
The North Neighborhood Infill District has strong residential character with a mixture of single-family and multi-family residences. Large porches and alley driveways characterize this neighborhood. The character and scale of the existing residential frontage should be preserved to maintain the integrity of the neighborhood district. Building rehabilitation of existing structures should be encouraged. Properties that are identified as dilapidated or seriously deteriorated should be targeted for new residential infill that complements the character and scale of the existing face block.

### Land Use Mix

- Single-family and multi-family residential.

### Design/Character

- Residential neighborhood with a variety of densities (single family, multi-family).
- Target dilapidated structures for infill development.
- Industrial uses should be transitioned to residential or open space/recreation.
- City should work with Habitat for Humanity and Operation Threshold to enhance the design of their developments.



### Redevelopment Sites

**R1/-**Multi-family infill redevelopment throughout the neighborhood to repair and strengthen

**R5** the neighborhood fabric by eliminating visual issues and gaps created by vacant lots and abandoned buildings.

### Transportation

**T1** – Create strong connections to Franklin & 11<sup>th</sup> Commercial District.

**T2** - Enhance pedestrian connections to Employment District and Catholic School Consortium.

**T3** - Enhance pedestrian connections to provide easy access to school faculties and the Cedar River Trail.

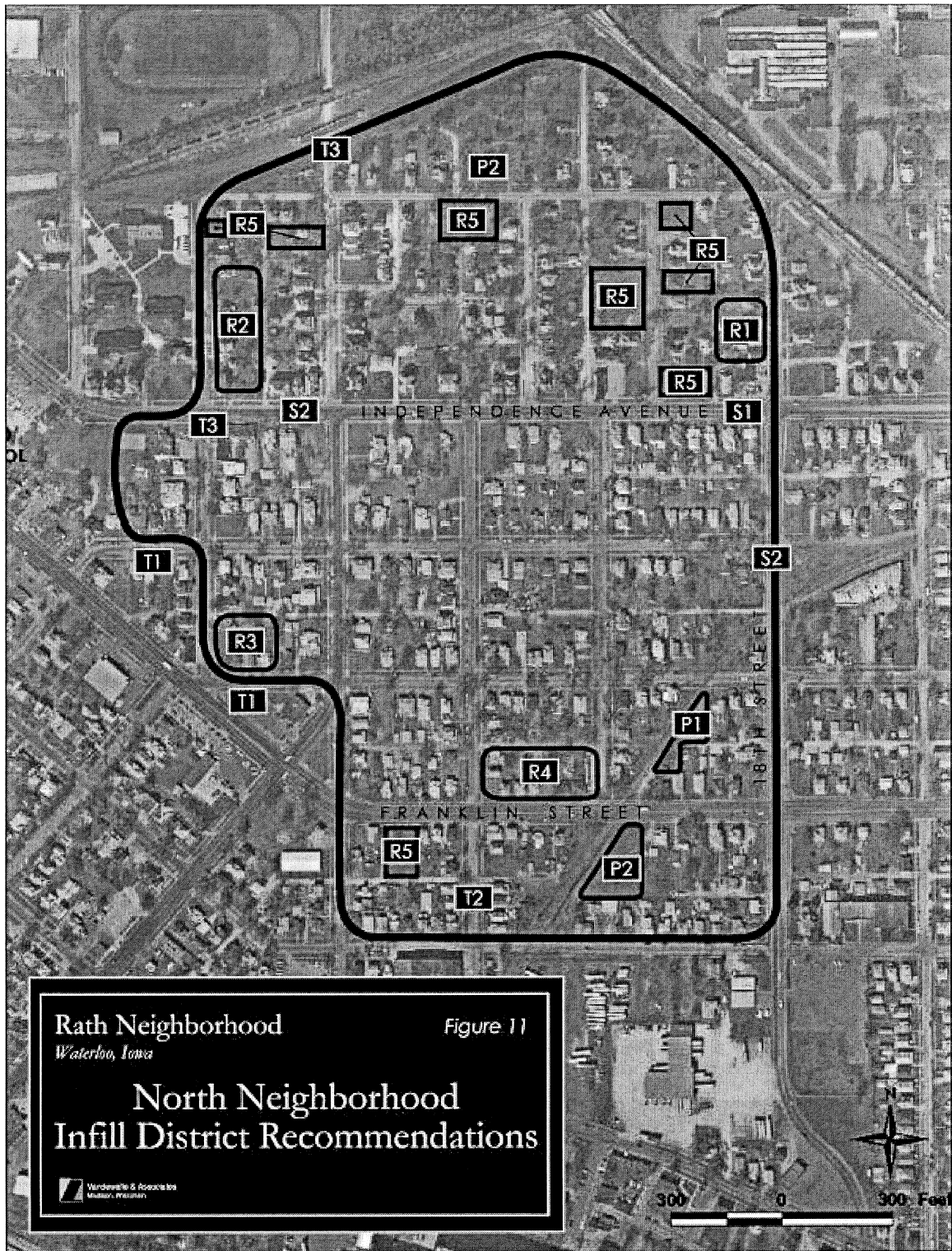
- Upgrade areas without sidewalks, particularly Glenwood Street and Linden Avenue.
- Alleys should be maintained to accommodate parking and a safe area for children to play.
- Access to alleyways should be improved through streetscaping and wayfinding techniques.
- New development should include alley parking; the city should obtain right-of-way of these alleys.
- Repair all neighborhood sidewalks to improve pedestrian access.

### Streetscaping and Wayfinding

**S1** - Wayfinding elements need to provide strong connection to Highland Neighborhood (visually and physically for pedestrian comfort).

**S2** - Independence and 18<sup>th</sup> Street boulevards should be improved through streetscaping and lighting to enhance boulevard appearance.

FIGURE 11: NORTH NEIGHBORHOOD REVITALIZATION PLAN



- Lighting should be upgraded and reflect the history of the study area.
- Lighting in alleys should be improved to promote safety and usability.
- The city should develop a neighborhood tree-planting program.
- Buffer zones should be included in the redevelopment of Glenwood, the railroad, and Lane Street which include visual screening and sound buffers, including trees and bushes.

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

**P1** - Extension of residential portion of abandoned rail corridor as park trail.

**P2** - Locations for a community garden.

- Development of pocket parks along park trail for active uses, including mini-skateboarding parks and half-court basketball areas.
- Buffer neighborhood from the railroad with fencing, plantings, and sound barriers. Potential location of a community garden.



#### **EAST NEIGHBORHOOD INFILL**

The East Neighborhood Infill District includes residences to the far east of the study area, some commercial and light industrial uses, and the underutilized Lafayette Park. A portion of this district, located between Lafayette Park and Rath Street is currently unassociated with any neighborhood association.

##### **Land Use Mix**

- Primarily single-family residential.

##### **Design/Character**

- Residential and recreational neighborhood.
- Access to Lafayette Park and Rath Parkway.
- Expand existing neighborhood association to include the residences that are currently not in an association.

##### **Redevelopment Sites**

**R1** - Infill multi-family residential development. Infill development, should, to the extent possible, reflect the scale and character of the existing residential neighborhood.

**R2** – Single infill development.

##### **Transportation**

**T1** - Provide pedestrian connections to the Employment District.

**T2** – Provide pedestrian connections to Cedar River bicycle path.

##### **Streetscaping/Street Improvement**

**S1** – Screen residential neighborhood from employment zone.

**S2** - Provide landscaping on 18<sup>th</sup> Street for wayfinding connections to the river, Cedar River Trail, and Rath Parkway.

- Buffer neighborhood from residential using fencing, plantings, and sound barriers.

**Parks/Recreation/Open Space**

**P1** - Lafayette Park should provide a southern focal point for residential areas to the north. The city should develop a pond to provide passive recreation, including benches and plantings. The other portions of park should include active recreation, including basketball and soccer.

**P2** - Redevelopment of B&G Builders into a community park. Uses in park should be determined with active participation of neighborhood and school youth.

**Housing Recommendations**

The identification of infill housing sites as well as recommendations regarding the type of housing, site plan, and architecture are one of the primary objectives of the neighborhood plan. Infill housing redevelopment as the rehabilitation of existing housing will contribute significantly to the overall revitalization of the Rath Area Neighborhood.

**Infill Site Identification**

VANDEWALLE & ASSOCIATES identified key sites within the neighborhood for potential housing infill (housing infill is the reuse of existing building and sites based on market feasibility), within the context of the surrounding dwellings. Potential sites for infill housing were evaluated based on the following six criteria:

1. Condition of housing: dwellings that were rated as dilapidated or seriously deteriorated by INRCOG in 1997
2. Vacant sites
3. Brownfields: as identified by the EPA
4. Housing tenure: renter versus owner
5. Inappropriate land use: separation of industrial and residential uses, concentration of commercial uses
6. Ownership: major property owners, particularly city and county

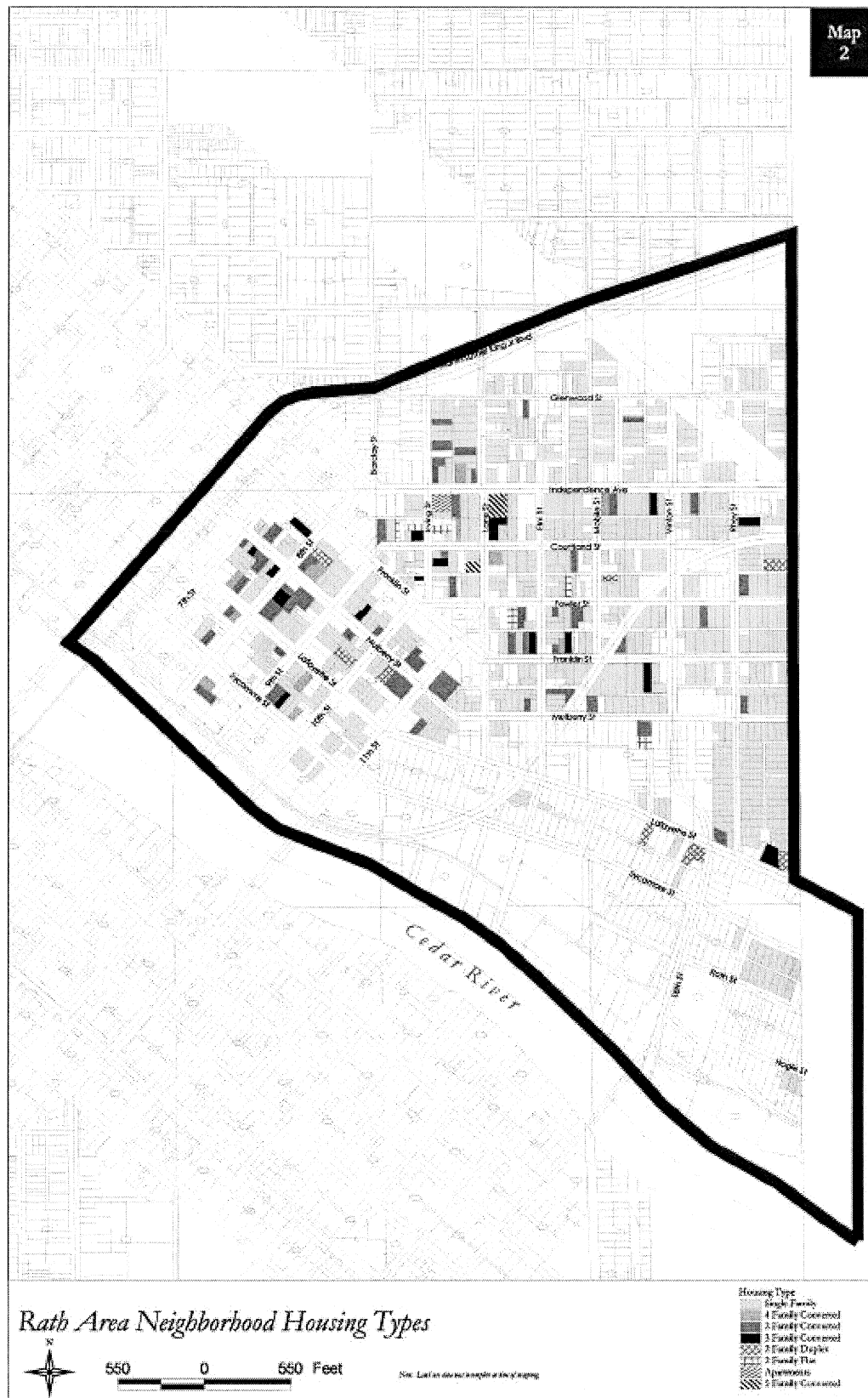
Observations by Steering Committee Members as well as the Cedar River and LAFNOW neighborhood associations were used as a comparison and validation of the selected sites.

(See Map 2 for single-family and multi-family infill housing sites throughout the neighborhood).

FIGURE 12: EAST NEIGHBORHOOD REVITALIZATION PLAN



Map 2: Single-Family/Multi-Family Housing



## TYPICAL RESIDENTIAL BLOCKS: INFILL AND REHABILITATION GUIDELINES

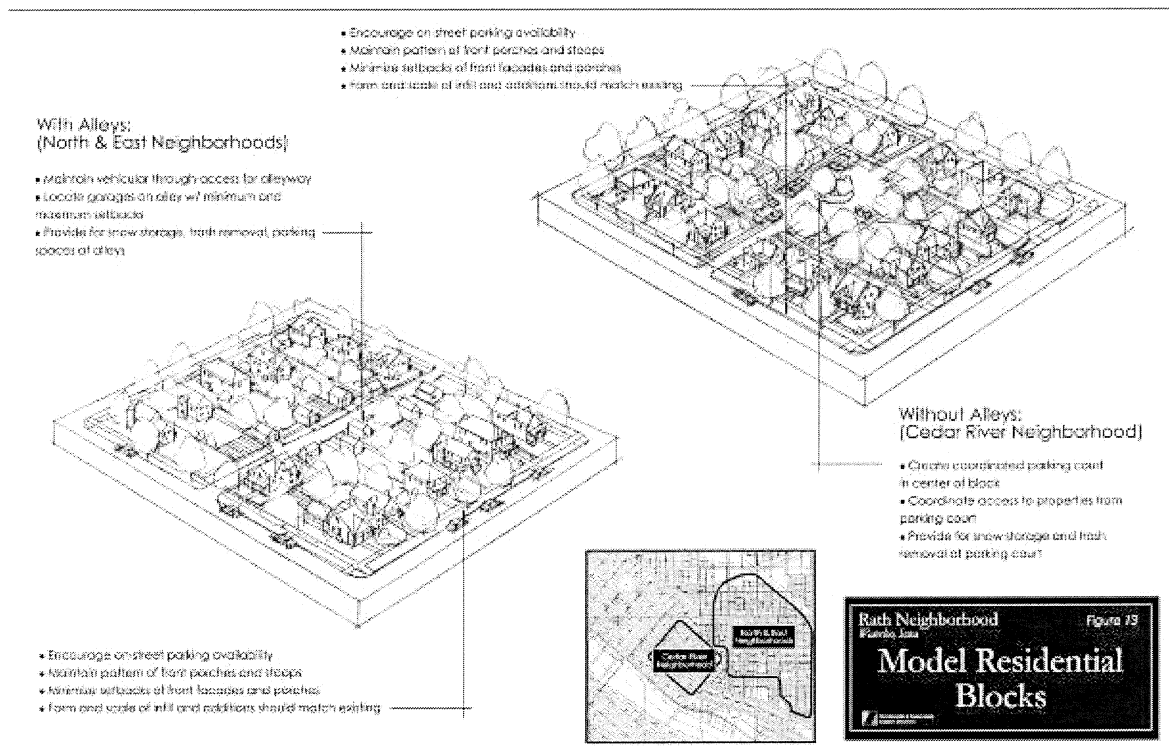
### Without Alleys (1880s to 1900s)

- Create coordinated parking area in center of block
- Coordinate access to properties from parking area
- Provide for snow storage and trash removal at parking area
- Encourage on-street parking availability
- Maintain pattern of front porches and stoops
- Minimize setbacks of front facades and porches
- Coordinate form and scale of infill and additions

### With Alleys Developed 1900s to 1930s

- Maintain vehicular through-access for alleyway
- Locate garages on alley with setback requirements
- Provide for snow storage, trash removal, parking spaces at alleys
- Encourage on-street parking availability
- Maintain pattern of front porches and stoops
- Minimize setbacks of front facades and porches
- Coordinate form and scale of infill and additions

FIGURE 13: MODEL BLOCKS



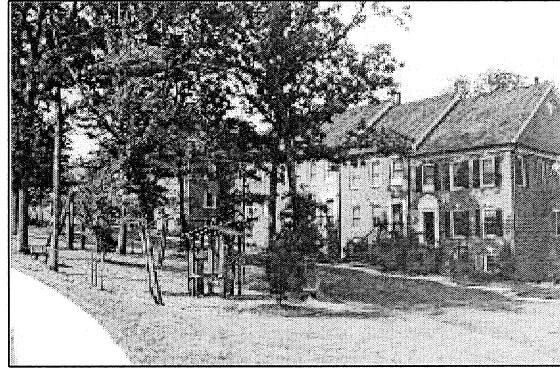
## TYPE OF HOUSING

The type of housing infill is separated into the following five categories.

1. Townhouse
2. Existing New Urbanism Neighborhood
3. Riverfront Residential
4. Landmark Residential
5. Assisted Living Medium Density

(See Figure 14 for sites identified for housing infill throughout the study area.)

Each category represents the type of housing that best fits into the context of the surrounding neighborhood.



### **Townhouse**

Attached single-family dwellings located primarily in the Cedar River Neighborhood along Sycamore Street as a transition from the riverfront housing to the historic single-family dwellings. Townhouse infill development would also be appropriate for some of the larger infill sites located in the North Neighborhood Infill and East Neighborhood Infill Districts.

### **Existing New Urbanism Neighborhood Design**

Infill development and rehabilitation of existing single-family housing. New development should be architecturally consistent with and complement the surrounding neighborhood.

### **Riverfront Residential**

Owner-occupied quality riverfront residential redevelopment, to be developed in phases. First phase of development should be pursued in conjunction with the redevelopment of the Depot District. This redevelopment has the potential to be a catalyst for the revitalization of the neighborhood in terms of both tax increment generation, needed for public improvements to the neighborhood, as well as attracting the interest of the development community for the development potential for the entire Rath Area Neighborhood. The development should allow access to the riverfront and bike path from the Cedar River Neighborhood.

### **Landmark Residential**

Rehabilitation of the landmark homes along Highland Street for both single family and multi-family uses. Rehabilitation should be consistent with historic architecture and craftsmanship.

### **Medium Density/Assisted Living**

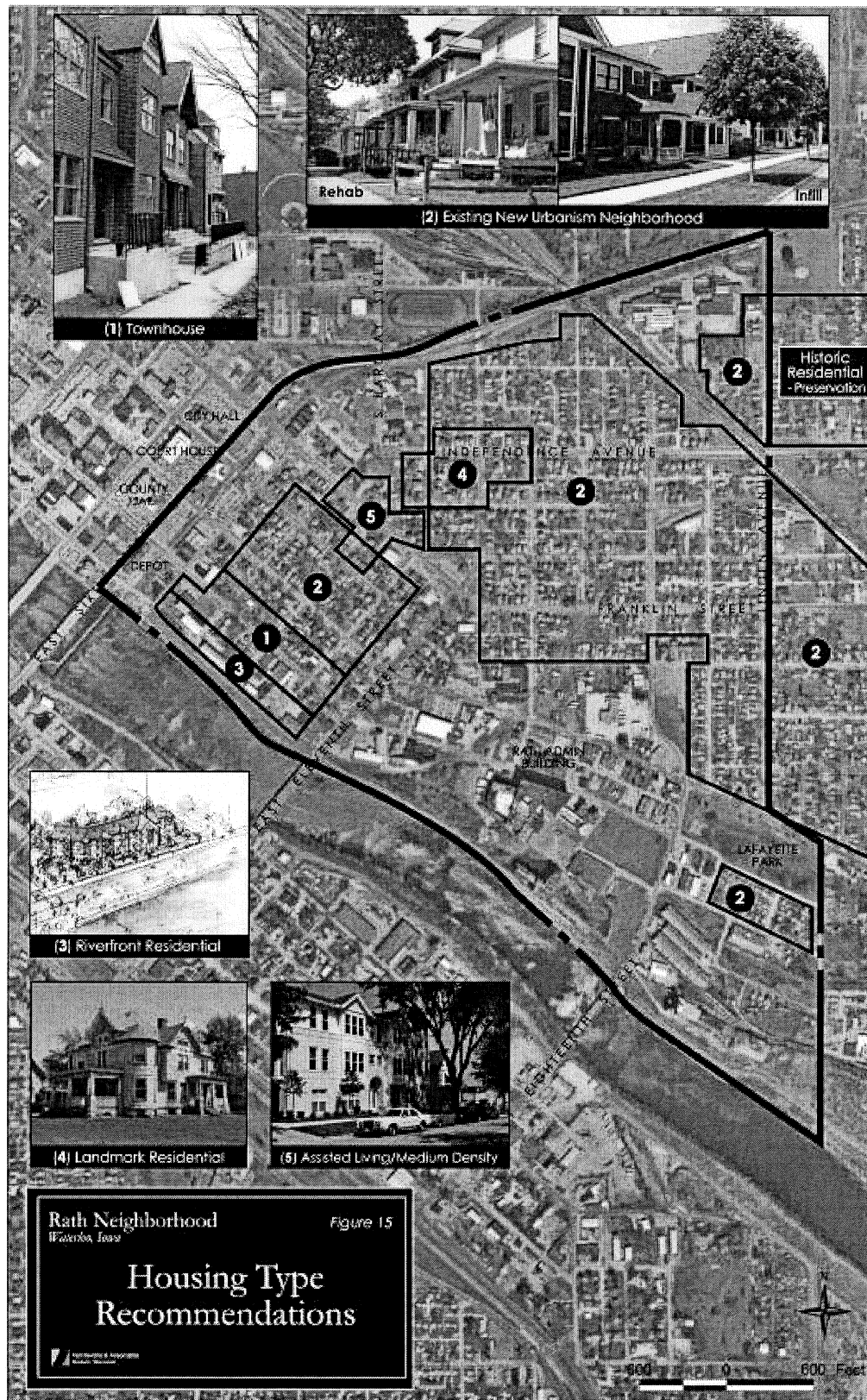
Development of a mixed-use infill development along Franklin Street to create a built-in market for retailers as well as to create a true urban feel to the commercial district. With its proximity to the government and institutional uses to the west, Franklin Street should be considered as a possible location for senior housing or an assisted living facility.

(see Figure 15 for housing type recommendations).

FIGURE 14: INFILL HOUSING SITES



Figure 15: Housing Type Recommendations



## RECREATION

Enhancing greenspace in the Rath Neighborhood Area provides a range of tangible benefits, such as mitigating air and water pollution, providing opportunities for recreation, reducing crime and fostering cohesive neighborhoods, attracting businesses, and stabilizing property values.

Residents identified parks and recreation enhancements as a priority at the Community Forum. (See Community Forum Results in Appendix C).

The following recommendations were formed based on Neighborhood Area opportunities and needs:

- **Development of Community Gardens:** Community gardens would buffer residences from the light manufacturing re-use at the CMC site. Additionally, these plantings would provide a more livable environment by controlling physical factors such as temperature, noise, and pollution, help create a community image that is perceived as positive by both residents and outsiders, and create opportunities for neighborhood area families and youth to work together.
- **Enhancement of the existing Mini-Park on 8<sup>th</sup> and Mulberry streets:** This small park should be redeveloped to include more playground equipment for young children.
- **Redevelopment of the abandoned rail corridor into the Rath Parkway:** The abandoned rail corridor represents a tremendous opportunity to be redeveloped into a pedestrian and bicycle trail. The Parkway would travel through the center of the neighborhood to the river.
- **Development of Pocket Parks along Rath Parkway:** Small parks should develop along the Parkway to enhance resident, particularly youth, access to greenspace.
- **Development of Hard Surface Park on MidAmerican Energy Site:** This site could provide a location for court games for older youth.
- **Redevelopment of Lafayette Park:** This existing park should be redeveloped to be fully utilized at one end and provide an open space pond at the other.
- **Development of a Riverfront Plaza:** Celebrating river views and access a riverfront plaza should be developed in coordination with the 18<sup>th</sup> Street Bridge reconstruction project.

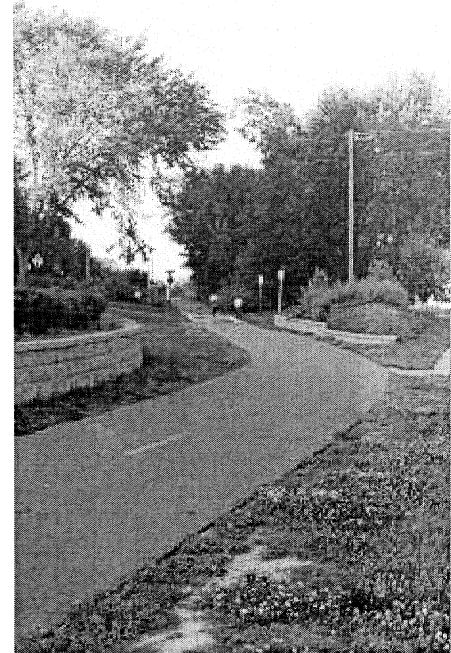
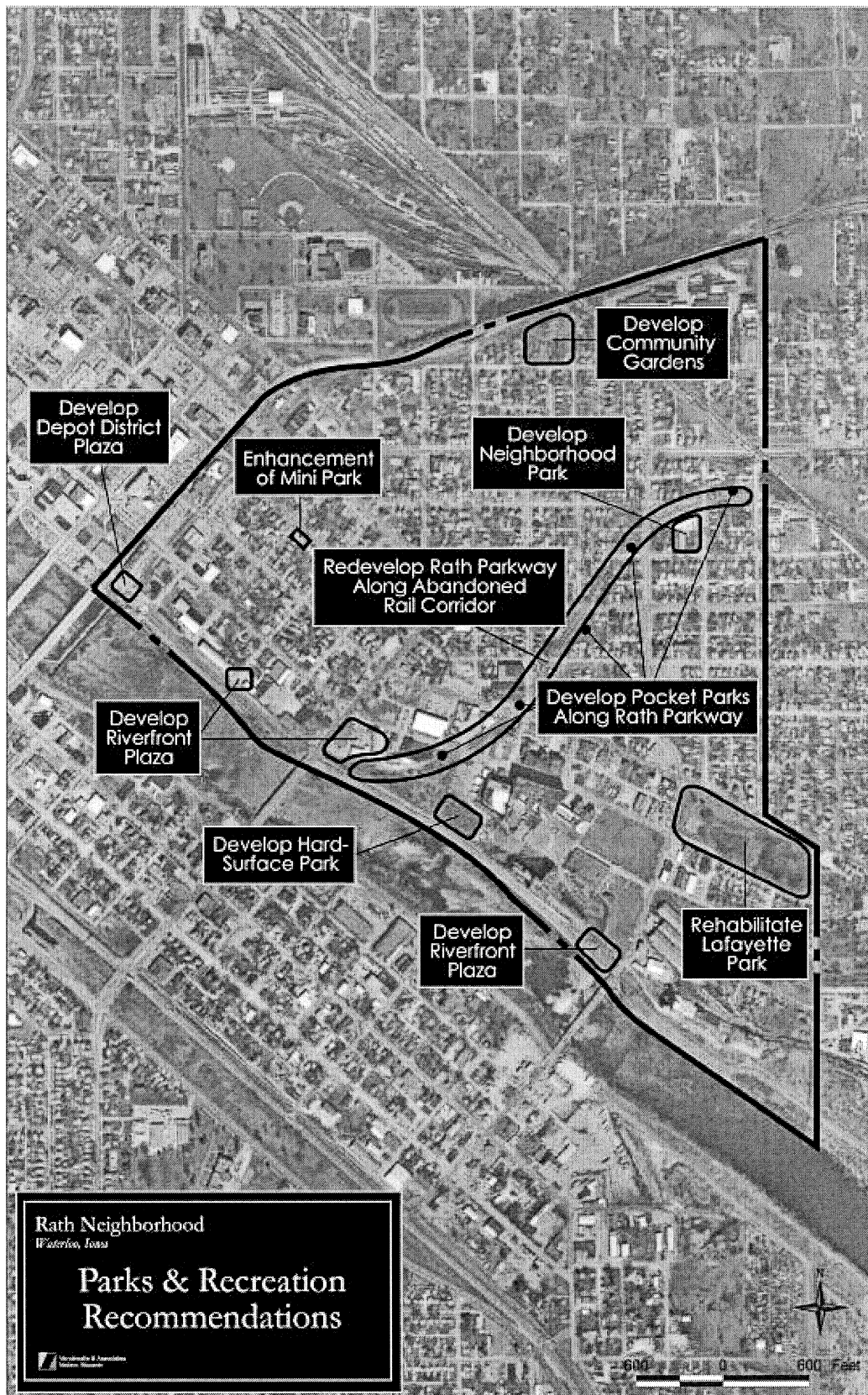


FIGURE 16: RECREATION



## IMPLEMENTATION

The goal of the Rath Area Neighborhood Plan is to provide a guide for the redevelopment of both public and private property, which will ultimately improve the quality of life for the neighborhood's residents and businesses. In the case of blighted and deteriorated inner city neighborhoods, particularly neighborhoods with such assets as close proximity to a Central Business District and natural features, and a historic housing stock, successful redevelopment will revitalize the neighborhood. The revitalization will attract more private investment, increased tax base will provide more funding for public improvements, new residents will be attracted to the neighborhood, and the neighborhood may begin to gentrify.

In order to improve the opportunities for the current residents and businesses of Rath Area Neighborhood and to maintain affordability over time, the implementation strategy must include a three-prong approach. This three-prong approach must include the following three elements:

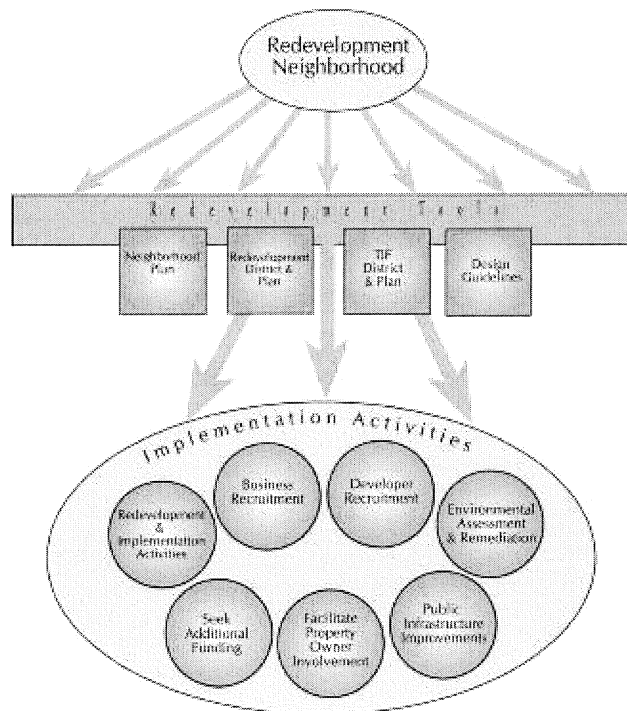
1. Private investment in redevelopment, expansion of existing businesses, and creation of new businesses
2. Public investment in infrastructure, amenities, economic development, the improvement of city services, and affordable housing programs
3. Community development initiatives designed to improve resident's job skills, levels of education, and access to jobs

The implementation of the Rath Area Neighborhood Plan should therefore address not only the physical revitalization of the neighborhood but also the social and economic revitalization.

### A COMPREHENSIVE APPROACH TO NEIGHBORHOOD REDEVELOPMENT

The redevelopment and revitalization of the Rath Area Neighborhood should be undertaken as part of a comprehensive strategy that includes planning, financing, and the creation of a systematic implementation strategy. Figure 17 describes the necessary elements of a comprehensive redevelopment strategy. Specifically, these elements include:

**FIGURE 17: REDEVELOPMENT TOOLS**



- Creation and adoption of the Rath Area Neighborhood Plan to guide the redevelopment and revitalization of the each of the Rath Area Neighborhood districts
- Creation of a statutory redevelopment plan to guide the Community Development Board
- Identification and creation of financing strategies, including tax increment finance, state and federal loan and grant programs, and private donations
- Creation of a comprehensive implementation strategy to actively pursue and coordinate public and private redevelopment, economic development, and community development

## PROJECT ADMINISTRATION

Implementation will require the talents and resources of both the public and private sectors. Each of these sectors must work together to provide the leadership necessary to tackle the successful revitalization of the neighborhood. Figure 18 displays the organizations that will be involved in implementation administration.

**FIGURE 18: ORGANIZATIONS INVOLVED IN IMPLEMENTATION**



### **CITY OF WATERLOO COUNCIL AND PLANNING & ZONING COMMISSION**

The City of Waterloo City Council will play a vital role in the implementation process. The City Council will continue to be the policy and decision makers with regards to funding and public expenditures as well as with regards to financing tools (i.e., TIF, special assessment districts, grants etc.). The Planning and Zoning Commission will continue to be the policy and decision makers with regards to land use, zoning, and development issues. Neither the City Council or the Planning and Zoning Commission will not actively participate in the day-to-day activities of the implementation process.

### **COMMUNITY DEVELOPMENT BOARD (CDB)**

The Community Development Board CDB is already established and should be engaged to actively participate in the redevelopment activities in the Rath Area Neighborhood. The CDB is necessary to establish redevelopment districts and to participate in the assemblage of property for private development. The CDB is effectively the redevelopment arm of the city. Powers of the CDB, subject to City Council approval, can include the following:

- Own, lease, sell, acquire, and operate property/housing projects
- Bond, borrow, invest, and raise funds
- Acquire, assemble, relocate, demolish, and prepare sites in relation to redevelopment sites
- Recruit developers
- Administer redevelopment projects

### **PROJECT MANAGEMENT TEAM (PMT) STAFF**

The Project Management Team (PMT) is composed of city staff and consultants. The PMT administers the day-to-day operations of the implementation process. The PMT will be responsible for the following activities:

- On-going management of business, employee, and developer recruitment programs
- On-going review of redevelopment priorities and timing of projects
- Development of public and private partnerships, within the community and between municipalities
- Securing of public and private funding sources
- Review of development proposals
- Coordination of public improvement projects

### **RATH COMMUNITY DEVELOPMENT CORPORATION (CDC)**

The Rath Community Development Corporation (CDC) will be set up as a 501(c)(3) private, non-profit organization to aid in the revitalization of the Rath Area Neighborhood. The CDC will administer programs to assist new and expanding businesses as well as work with private developers and other governmental entities to foster appropriate redevelopment opportunities and revitalization projects. The CDC will provide education and other assistance to low and moderate-income residents. Models include the Commonwealth Development Corporation in Madison, Wisconsin, the Housing Association of Non-profit Developers in Montgomery County Maryland, and Virginia's Urban Partnership.

- Provide technical assistance and low interest loans for small business development
- Provide access to job training programs – center point for programs available within area
- Assist local youth with securing part-time jobs
- Developer of affordable housing
- Potential first tenant for Small Business Center

### **RATH INDUSTRIAL DEVELOPMENT ASSOCIATION**

The Rath Industrial Development Association will coordinate the redevelopment of the Employment zone. Working with the city the Industrial Development Association will market the advantages of the Rath Area Neighborhood and assist clients with their site selection process.

- Advise the city on the coordination and management of the redevelopment and rehabilitation of the Employment Zone
- Guide long-term development and image of Employment Zone
- Facilitate community relations
- Network with CDC and other job training programs

### **RATH JOINT NEIGHBORHOOD ASSOCIATION COUNCIL**

The Rath Joint Neighborhood Association Council will be composed of representatives from the Neighborhood Associations as well as the section of the study area not included in any neighborhood association. This group will focus on issues affecting the neighborhood area as a whole and assist in the implementation of the Rath Area Neighborhood Plan.

- Advise the city on the coordination and management of the redevelopment and rehabilitation of the Franklin and 11<sup>th</sup> Commercial District, the Cedar River Neighborhood District, North Neighborhood District, and the East Neighborhood District
- Ensure on-going neighborhood participation in the revitalization process
- Facilitate communication and coordination between neighborhood associations
- Establish a larger community identity
- Assist in dissemination of available technical and financial assistance to residents

### **RATH HOUSING AFFORDABILITY TASK FORCE**

The Rath Housing Affordability Task Force should be created to ensure that an adequate stock of affordable housing is maintained in the Rath Area Neighborhood. As the Rath Area Neighborhood revitalizes there is fear that gentrification will occur, forcing out the long time residents and businesses. The role of the task force will be to identify and utilize available programs and resources to maintain a mix of housing types and rates. These programs are offered through the Federal Home Loan Bank, the Iowa Department of Economic Development, the City of Waterloo, and are described later in this section in greater detail.

- Monitor level of affordable housing throughout the neighborhood
- Research and evaluate existing and potential programs to preserve affordability (Habitat for Humanity, Operation Threshold, land trust, local developers, tax credit program).
- Advise city on establishment of appropriate programs.

## **FUNDING STRATEGIES**

The revitalization of the Rath Area Neighborhood will require creative use of public and private funds. Project funding will involve a combination of public and private investment on a project-by-project basis. The following describes general funding resources that should be used.

### **TAX INCREMENT FINANCE**

Tax Increment Finance (TIF) is a commonly used financing tool in downtown revitalization. In downtown redevelopment, typical projects that are funded by TIF include activities such as property assemblage, redevelopment financing programs, land write down, planning, and public infrastructure improvements. The general concept of TIF is to capture the new tax increment that results from the new development within the proposed district that might not have otherwise occurred without TIF. In order to create a TIF the City Council must establish a boundary and adopt a project plan that identifies all project costs within the boundary. These costs must contribute to the orderly growth of the district as well as encourage new development.

## STATE AND FEDERAL PROGRAMS

There are numerous state and federal grants available for neighborhood revitalization projects. Some of these include, but are not limited to, the Community Development Block Grant program (CDBG), historic tax credits, low interest loans, state and federal brownfields grant programs, transit funding, TEA 21 and other programs administered through the State of Iowa.

## LOCAL AND COUNTY PROGRAMS

A number of local and county programs exist which the city could take advantage in the revitalization of Rath Area Neighborhood. These programs include:

## PRIVATE DONATION PROGRAM

Private donation programs allow the private sector to participate in funding some of the improvements through the purchasing of specialty streetscape amenities in addition to larger features. The corporate community should be approached to fund the large gift items.

Table 2 lists a number of specific funding programs that the Rath Area Neighborhood should capitalize on.

**TABLE 2: FUNDING SOURCES FOR IMPLEMENTATION ACTIVITIES**

Program	Funding Source	Purpose	Funding Activities
<b>Housing</b>			
Local Housing Assistance Program (LHAP)	Iowa Department of Economic Development (IDED)	LHAP is designed to assist communities on a cooperative basis to address housing development needs. Eligible applicants include incorporated cities and counties within Iowa, housing trust funds, local housing organizations, recognized neighborhood associations and economic development organizations.	<ul style="list-style-type: none"> <li>▪ New construction / reconstruction</li> <li>▪ Rehabilitation</li> <li>▪ Conversion</li> <li>▪ Acquisition</li> <li>▪ Demolition for the purpose of housing development</li> <li>▪ Site improvements</li> </ul>
Housing Fund	Iowa Department of Economic Development (IDED) <ul style="list-style-type: none"> <li>▪ CDBG and HOME funding</li> </ul>	The Housing Fund is designed to expand the supply of decent and affordable housing for low-and very low-income persons.	<ul style="list-style-type: none"> <li>▪ Low and very low-income family</li> <li>▪ Rehabilitation</li> <li>▪ New construction</li> <li>▪ Assistance to homebuyers</li> <li>▪ Assistance to tenants</li> <li>▪ Administrative costs</li> </ul>
Affordable Housing Program	Federal Home Loan Bank (FHLB)	The Affordable Housing Program is designed to encourage member financial institutions to undertake creative efforts and increase their participation in and support for efforts directed towards increasing the district's supply of affordable housing. Affordable Housing Program funds can subsidize the construction, purchase and/or rehabilitation of owner-occupied housing for very low-, low- and moderate-income households .	<ul style="list-style-type: none"> <li>▪ Construction financing</li> <li>▪ Permanent financing</li> <li>▪ Principal reduction</li> <li>▪ Down payment assistance</li> <li>▪ Interest rate buy down</li> </ul>

Program	Funding Source	Purpose	Funding Activities
Residential Rehabilitation Forgivable Loan Program	City of Waterloo Community Development Office	The purpose of the Community Development Block Grant Housing Rehabilitation Program is to provide financial assistance to low- and moderate-income families for repair of their houses. The U.S. Department of Housing and Urban Development (HUD), through the Community Development Board, administers this program for financing the rehabilitation, improvements and repair of owner-occupied property. This loan is totally forgiven if an owner retains ownership and lives in the house for five years. The maximum amount that can be given on a forgivable loan is \$25,000.	<ul style="list-style-type: none"> <li>▪ A Rehabilitation Specialist Inspector determines what work is eligible under this program.</li> <li>▪ A Forgivable Loan is for those at the very low-income level, low or moderate-income persons over age 62, or low or moderate-income persons within a targeted neighborhood.</li> <li>▪ Income requirements: Citywide – less than 50% median Persons age 62 or older – less than 80% median Targeted Neighborhood – less than 80% median Persons with Disabilities - less than 80% median</li> </ul>
Community Investment Program	Federal Home Loan Bank (FHLB)	The CIP provides loans on a continuous basis through FHLB institutions, allowing for a flexible loan structuring, with rates 15 to 20 basis points lower than regular advance rates.	<ul style="list-style-type: none"> <li>▪ Finance home purchases by families with incomes at or below 115 percent of the area median</li> <li>▪ Finance the purchase or rehabilitation of rental housing for families at or below 115 percent of median income</li> <li>▪ Finance commercial and economic development activities that benefit low-and moderate-income families (those at or below 80 percent of median income) or activities that are located in low- and moderate-income neighborhoods</li> </ul>
Community Development Block Grant	United States Department of Housing and Urban Development	The primary objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low- and moderate-income. The State must ensure that at least 70 percent of its CDBG grant funds are used for activities that benefit low- and moderate-income persons or aid in the prevention or elimination of slums or blight. Under unique circumstances, states may also use their funds to meet urgent community development needs.	<ul style="list-style-type: none"> <li>▪ Acquisition of property for public purposes</li> <li>▪ Construction or reconstruction of streets, water and sewer facilities, neighborhood centers, recreation facilities, and other public works</li> <li>▪ Demolition</li> <li>▪ Rehabilitation of public and private buildings</li> <li>▪ Public services/Planning activities</li> <li>▪ Assistance to nonprofit entities - community development</li> <li>▪ Assistance to private, for profit entities to carry out economic development activities</li> </ul>

Program	Funding Source	Purpose	Funding Activities
<b>Parks</b>			
Resource Enhancement and Protection- City Parks and Open space	Iowa Department of Natural Resources	This money is available to cities through competitive grants. These grants are 100%, so local matching funds are not required. This grant program is very competitive. Funds are not available for single or multipurpose athletic fields, baseball or softball diamonds, tennis courts, golf courses, and other organized sport facilities. Swimming pools and playground equipment are also ineligible.	<ul style="list-style-type: none"> <li>Development of trails</li> <li>Park expansion that include natural areas</li> <li>Multiple-purpose recreation development</li> </ul>
National Recreation Trails Fund	Iowa Department of Transportation	Funding to develop a statewide trail system. Under this program, trail developers apply to the DOT or DNR for funding, and are responsible for all aspects of trail planning, design, and construction.	<ul style="list-style-type: none"> <li>Involvement of the public in all aspects of the implementation of the vision.</li> <li>Developing and constructing trails projects</li> <li>Effective operations and maintenance of trails</li> </ul>
<b>Economic Development</b>			
Revitalize Iowa's Sound Economy (RISE)	State of Iowa	The economic development initiative program is designed to attract businesses, increase jobs and improve cultural and recreational opportunities. The funding can also help cities make infrastructure improvements.	<ul style="list-style-type: none"> <li>Construction</li> <li>Improvement of public roadways</li> </ul>
Economic Development Initiative	United States Department of Housing and Urban Development	The Brownfields Economic Development Initiative (BEDI) provides funds and loan guarantees to clean up and redevelop environmentally contaminated industrial and commercial sites, commonly known as brownfields.	<ul style="list-style-type: none"> <li>Commercial development</li> <li>Industrial development</li> <li>Neighborhood development</li> </ul>
Brownfields Economic Development Initiative (BEDI)	United States Department of Housing and Urban Development		<ul style="list-style-type: none"> <li>Acquisition</li> <li>Demolition</li> <li>Remediation</li> <li>Infrastructure construction or repair</li> <li>Assistance to for-profit businesses for economic development</li> </ul>
City of Waterloo Loan Program	City of Waterloo	\$3,500 per job or 25% of project; term 10 years. 10% equity required; personal guarantee required by principal owners. Must be in City of Waterloo.	<ul style="list-style-type: none"> <li>Construction</li> <li>Land</li> <li>Build-out</li> </ul>
Waterloo Industrial Development Association Loan Program	Cedar Valley Economic Development Corporation	Low-interest; rate 75% of prime; 3-5 yr. term; up to \$50,000.	<ul style="list-style-type: none"> <li>New industrial construction in the City of Waterloo</li> </ul>

Program	Funding Source	Purpose	Funding Activities
MidAmerican Energy Loan Program	Cedar Valley Economic Development Corporation	Low interest loan based on amount awarded by public loan sources, business must be located in Waterloo or Evansdale.	<ul style="list-style-type: none"> <li>Fixed assets</li> <li>Building improvements</li> </ul>
Iowa's Enterprise Zone Program	State of Iowa	Job training assistance, extended property tax abatement over 10 years. Business must create at least 10 new full-time average wage of \$8.96/hr. and provide \$500,000 in investment, excludes retail. Positions must be maintained for 10 years.	<ul style="list-style-type: none"> <li>Value-added production or business service in downtown Waterloo, Iowa</li> </ul>
Black Hawk County EDC Loan Program	Black Hawk County	Based on available funding, rate 6-8%, term 3-5 years.	<ul style="list-style-type: none"> <li>Land</li> <li>Building</li> </ul>
The Shopstead Program	City of Waterloo	The Shopstead Program demolishes blighted structures and provides a location for new business development. Each tenant is responsible for obtaining private funds to finish the space. Shopstead operators sign agreements with the city that prohibits them from renting the space or selling for five years. If businesses fail within that time they are expected to repay the city's investment.	<ul style="list-style-type: none"> <li>Construction</li> <li>Land acquisition</li> <li>Demolition</li> </ul>
Community Economic Betterment Account	State of Iowa	The CEBA program provides financial assistance to companies that create new employment opportunities and/or retain existing jobs, and make new capital investment in Iowa. The amount of funding is based, in part, on the number of jobs to be created/retained. Funds are provided in the form of loans. The "Venture Project" component allows for longer-term job creation and investment performance periods than otherwise offered through CEBA.	<ul style="list-style-type: none"> <li>Building construction or reconstruction</li> <li>Land or building acquisition</li> <li>Equipment purchases</li> <li>Operating and maintenance expenses</li> <li>Site development-clearance, demolition, and building removal</li> <li>Working capital</li> </ul>

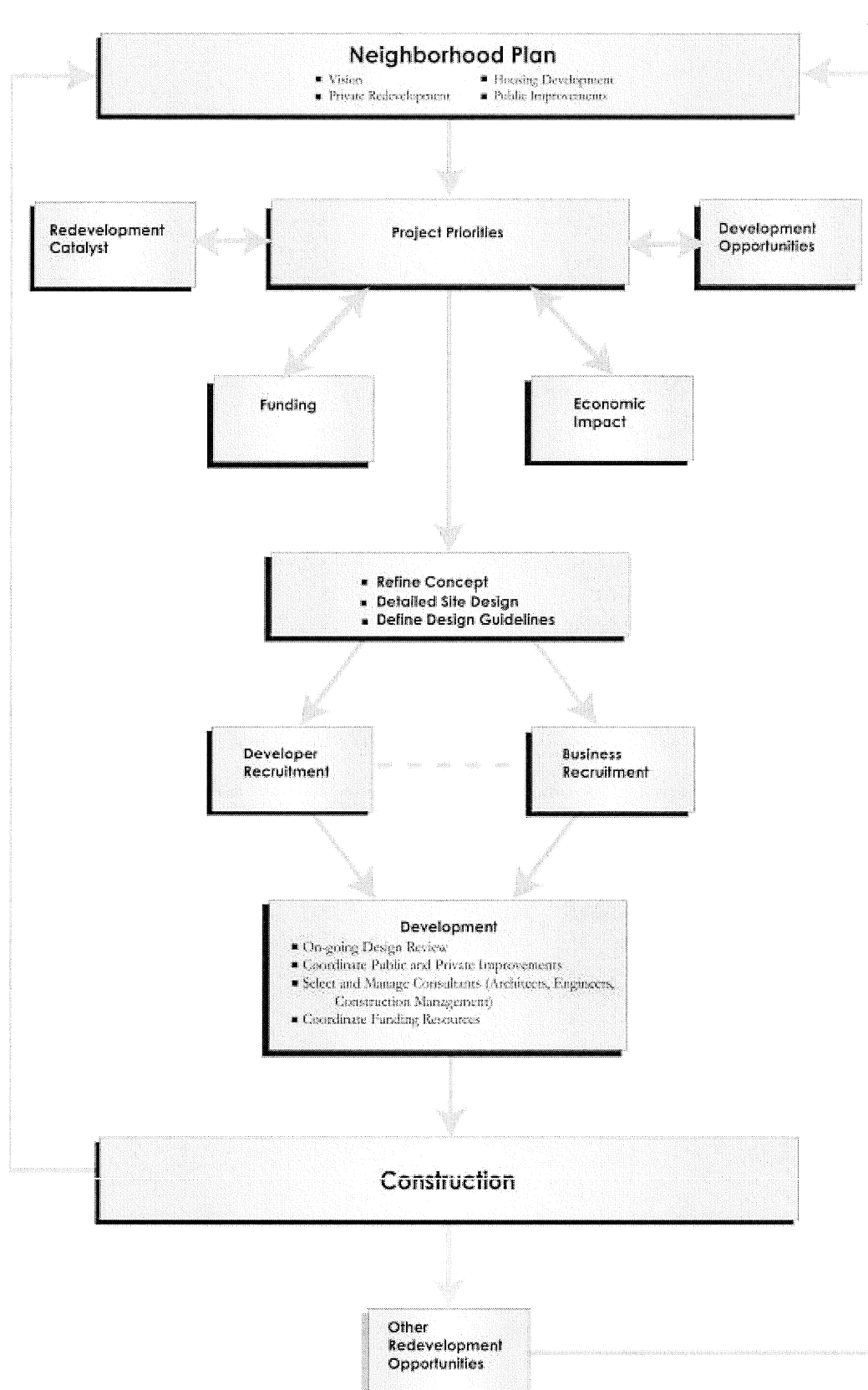
## STEPS FOR IMPLEMENTATION

Implementation of the recommendations contained in the Rath Area Neighborhood Plan will require the coordinated efforts of both the public and the private sectors over a period of years. The Neighborhood Plan is completed to determine the neighborhood vision for projects including private redevelopment, housing development, and public improvements. Priority projects will be determined based on the ability to spur additional redevelopment and development opportunities. Funding opportunities and level of economic impact will move these projects forward to a more refined concept, detailed site design, and design guidelines. Developers and business recruitment will be ongoing to move the projects to the development stage. The development stage will include design review, coordination of public and private improvements, selection and management of consultants (architects, engineers, and construction management), and coordinate-funding resources to move toward construction. These redevelopment projects will spur other redevelopment opportunities throughout the process.

The implementation process, as described in Figure 19, is a process that has been successfully utilized in many Midwestern cities and villages. This process will require a continuing commitment to the principals and projects laid out in the Rath Area Neighborhood Plan on the part of the City of Waterloo. The process works as follows:

- The neighborhood plan provides the vision and guidelines for the Rath Area Neighborhood's revitalization and outlines a number of specific public and private projects that will help bring about revitalization. Which project to tackle is determined by a number of factors:
  1. The capacity to be a catalyst for more redevelopment
  2. Availability of funding, i.e., Vision Iowa Program, TEA21
  3. Significant economic impact for the community
  4. Opportunity for development, i.e., willing and able property owner or developer
- Once a project is a priority, the project concept is refined in order to better guide the development community. A more detailed site design is developed and specific design guidelines are adopted to ensure that the development will be in accordance with the neighborhood plan.
- The opportunity to involve or attract a developer or business can occur at any point during the process. In fact, it is not uncommon for developers or businesses to become engaged during the neighborhood planning process when they see the opportunity for expansion, relocation, or development. If no parties have expressed interest prior to the concept refinement process, the project will be put out to bid.
- Once a developer has been secured, the city must work closely with the developer to ensure that the recommendations of the neighborhood plan are being followed, from the detailed design and engineering process all the way through construction. Once the redevelopment process gains momentum, projects identified in the neighborhood plan may stimulate other redevelopment projects as yet unidentified.

FIGURE 19: IMPLEMENTATION PROCESS



The implementation strategy is broken down into the following steps:

**COORDINATION AND MANAGEMENT**

- Engage Community Development Board
- Establish Industrial Development Association
- Create Rath Neighborhood Community Development Corporation
- Establish Project Management Team
- Establish Rath Area Joint Neighborhood Association Council
- Establish Affordability Preservation Task Force

**NEIGHBORHOOD REVITALIZATION DISTRICTS**

- Franklin & 11<sup>th</sup> Commercial
- Employment District
- Government/Institutional Expansion
- Cedar River Neighborhood Infill
- North Neighborhood Infill
- East Neighborhood Infill

**PARKS AND PATHWAYS DEVELOPMENT**

- Development of the Rath Parkway System
- Development of MidAmerican Energy Riverfront Park
- Northend Community Garden
- Rehabilitation of Lafayette Park
- Development of Riverwalk Connections

The ultimate goal of the implementation of this plan is, through the joint efforts of the public and private sector, to revitalize the Rath Area Neighborhood Area, using self sustaining funding sources (i.e., TIF) or public monies (i.e., state and federal grants). The following five year timeline describes the organizations, tasks, and timing to actively move implementation forward.

TABLE 3: FIVE YEAR TIMELINE

City of Waterloo Rath Area Neighborhood Plan Implementation Strategy		2002				2003				2004				2005				2006				Funding Source:	
Lead		1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th		
<b>COORDINATION &amp; MANAGEMENT</b>																							City; TIF
1	Engage Community Development Board																						Private fundraising; City
a.	Draft & adopt statutory redevelopment plan																						Private fundraising; City
2	Establish Industrial Development Association																						Private fundraising; City
3	Create Rath Neighborhood Community Development Corporation																						
a.	Identify state, federal, & foundation funding sources																						
b.	Private fundraising campaign																						
4	Establish Project Management Team																						City
5	Establish Rath Area Joint Neighborhood Association Council																						City
6	Establish Affordability Preservation Task Force																						City
<b>FRANKLIN &amp; 11TH COMMERCIAL DISTRICT</b>																							TIF; City
1	Analyze Business Mix																						IEPA; USEPA; HUD Economic Development Brownfields Initiative
a.	Identify necessary businesses																						
b.	Establish business recruitment strategy																						
2	Environmental Assessment & Remediation																						
a.	Prioritize potential & known brownfields																						
b.	Application of state & federal brownfields grants																						
c.	Remediation & reuse plan																						

City of Waterloo Rath Area Neighborhood Plan Implementation Strategy		2002				2003				2004				2005				2006				Funding Source: TIF, City																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																															
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<b>3 Plan Refinement - Private Redevelopment</b> CDB																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					</



City of Waterloo Rath Area Neighborhood Plan Implementation Strategy		2002				2003				2004				2005				2006				Funding Source:	
		1st				1st				1st				1st				1st					
		2nd	3rd	4th		2nd	3rd	4th		2nd	3rd	4th		2nd	3rd	4th		2nd	3rd	4th			
<b>GOVERNMENT/INSTITUTIONAL DISTRICT</b>																						IEPA, USEPA	
<b>1 Environmental Assessment &amp; Remediation</b>																							City, County
a. Prioritize potential & known brownfields																							
b. Application of state & federal brownfields grants																							
c. Remediation & reuse plan																						City, County	
<b>2 Master Planning City/County Government Campus</b>																							TEA-21, IDOT RISE Fund, TIF; City CIP, County
<b>3 Plan Refinement City/County- Public Improvements</b>																						City, County	
a. Prioritize public improvements (streetscaping, transportation, parking)																							
b. Design & engineering																							
c. Construction																						City, County	
<b>4 Property Owner Negotiations &amp; Acquisition for City/County</b>																							City, County
a. Establish a Real Estate Negotiation Team																							
b. Prioritize negotiations based on Tasks 1, 2, 3, & 4																							
<b>5 Developer Recruitment &amp; Development for City/County</b>																						Private sector; non-profit; community fundraising	
a. Prepare Request for Proposal Packet (RFP)																							
b. Market development project																							
c. Developer interviews & selection																						TEA-21, IDOT RISE Fund, TIF; City CIP, County	
d. Construction																							
<b>6 Master Planning for St. Johns School Expansion Campus</b>																							City, COE
a. Analyze rehabilitation or adaptive reuse existing school facilities																							
<b>7 Plan Refinement - Public Improvements</b>																						City, COE	

City of Waterloo		2002				2003				2004				2005				2006				Funding Source:	
Rath Area Neighborhood Plan Implementation Strategy		1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th		
a. Prioritize public improvements (streetscaping, transportation, parking)																							Private sector; non-profit; community fundraising
b. Design & engineering																							
c. Construction																							
8 Property Owner Negotiations & Acquisition																							Private sector; non-profit; community fundraising
a. Establish a Real Estate Negotiation Team																							
b. Prioritize negotiations based on Tasks 1, 2, 3, & 4																							
9 Developer Recruitment & Development																							Private sector; non-profit; community fundraising
a. Prepare Request for Proposal Packet (RFP)																							
b. Market development project																							
c. Developer interviews & selection																							
d. Construction																							
CEDAR RIVER NEIGHBORHOOD INFILL DISTRICT																							
1 Environmental Assessment & Remediation																							IEPA; USEPA
a. Prioritize potential & known brownfields																							
b. Application of state & federal brownfields grants																							
c. Remediation & reuse plan																							
2 Plan Refinement - Private Redevelopment																							TIF: City
a. Prioritize redevelopment sites																							
R4- Riverfront housing																							
R3- Townhouse																							
R1- Multi-family redevelopment sites																							
b. Establish development design standards																							
c. Develop site concept plans																							

City of Waterloo Rath Area Neighborhood Plan Implementation Strategy		2002				2003				2004				2005				2006				Funding Source:
		1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th					
3 Plan Refinement - Rehabilitation		CDB, Neighborhood Services, Neighborhood																IDED-LHAP; IDED-Housing Fund; FHLB-CIP; City Residential Rehabilitation Forgivable Loan Program				
a.	Evaluate rehab potential housing categorized as "Deteriorated"																					
b.	Target major property owners (rental units)																					
c.	Develop technical assistance program for homeowners																					
d.	Facilitate access to city & county rehab funds																					
4 Plan Refinement - Public Improvements		City: CDB																TEA-21; IDOT RISE Funds; County: CIP; TIF				
a.	Prioritize public improvements (streetscaping, transportation, parking)																					
b.	Design & engineering																					
c.	Construction																					
5 Property Owner Negotiations & Acquisition		CDB																Private sector; IDED-Housing Fund; IDED-LHAP; FHLB-CIP; TIF				
a.	Establish a Real Estate Negotiation Team																					
b.	Prioritize negotiations based on Tasks 1, 2, & 3																					
6 Developer Recruitment & Development		CDB																Private sector; IDED-Housing Fund; IDED-LHAP; FHLB-CIP; TIF				
a.	Prepare Request for Proposal Packet (RFP)																					
b.	Market development project																					
c.	Developer interviews & selection																					
d.	Construction																					
NORTH NEIGHBORHOOD INFILL DISTRICT																		IEPA; USEPA				
1 Environmental Assessment & Remediation																						
a.	Prioritize potential & known brownfields																					
b.	Application of state & federal brownfields grants																					
c.	Remediation & reuse plan																					

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<b>4 Rehabilitation of Lafayette Park</b>		City: CDB																				DNR; City; TIF; Private fundraising
a.	Community needs assessment & public input																					
b.	Preparation grant applications & community fundraising																					
c.	Design & engineering																					
d.	Construction																					
<b>5 Development of Riverwalk Connections</b>		City: CDB																				DNR; TEA-21; IDOT; State Recreational Trails Program; City; TIF; Private fundraising
a.	Community needs assessment & public input																					
b.	Grant application & community fundraising																					
c.	Design & engineering 18th Street Plaza																					
d.	Design & engineering 9th Street Plaza																					
e.	Construction																					

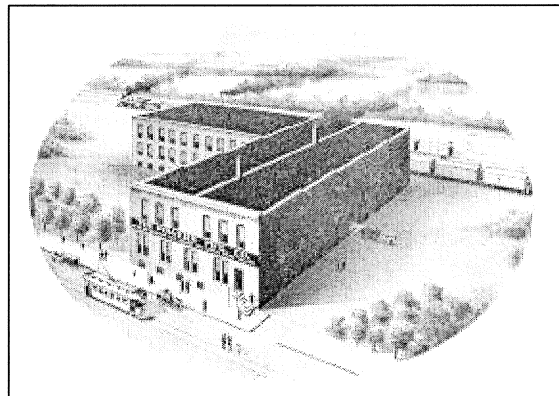
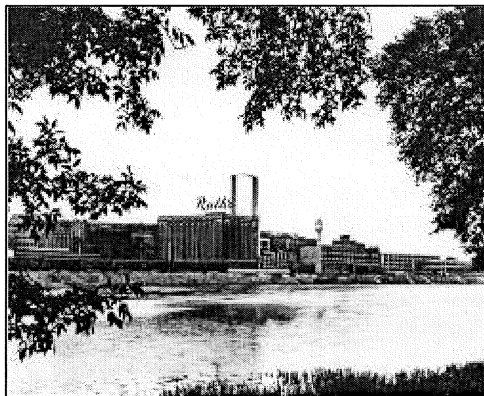
## BACKGROUND, PUBLIC PARTICIPATION, AND INVENTORY

### BACKGROUND

#### NEIGHBORHOOD HISTORY

**Industrial:** In 1910 the City of Waterloo was proclaimed the Factory City of Iowa; population growth, new factories, and new housing transformed Waterloo into an industrialized city of regional influence. The presence of the Chicago & Great Western tracks and freight depot served to extend industrial uses along the Sycamore Street corridor. Two major employers were responsible for the rapid growth, Rath Packing Company and John Deere Tractor Works. Rath and Deere workers epitomized the efforts of labor leaders to organize unions in the area in the 1930s and 1940s. Both labor forces were unionized in separate efforts in 1942. Waterloo has been known as a strong “union town” ever since.

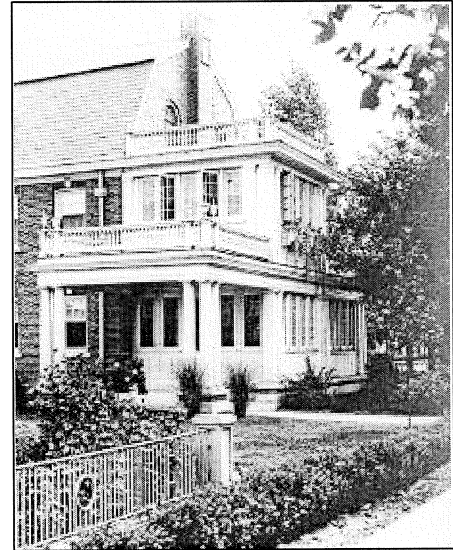
The Rath Packing Company operated at its Waterloo site in the Rath Area Neighborhood for ninety-four years, from 1891 to 1985; the company’s bankruptcy in 1985 left the neighborhood in economic decline. Adding to the demise, John Deere Tractor Works downsized its workforce by 10,000 employees. This led to economic depression and population decline that the area is still struggling to overcome. Due to the previous industrial activity, the Rath Area Neighborhood now contains brownfields sites as well as a Superfund site. Some of these sites are perceived to be contaminated while others have documented environmental impairments. Historical land uses in the pilot area included meat-packing and related operations, foundries and metal casing, well-drilling equipment manufacturing, cement tile machinery manufacturing, gas engine manufacturing, and construction machinery manufacturing.



Historical pictures: Waterloo A Pictorial History, 1994

**Residential:** Expensive housing occupied by the upper-income residents of Waterloo was located away from the factory sites. Franklin Street, a major corridor running through the center of the neighborhood study area, emerged as the most desirable east-side residential address in Waterloo during the nineteenth century. In the 1900s this area was the home to many Waterloo leaders, bank presidents, lawyers, and developers. The Franklin Street prestige spread over to adjacent streets, including Walnut and Pine, as well as Independence, Mulberry, Courtland, Lane, and Fowler streets. To complement the new factories, worker housing sprang up in this industrial corridor. Workingmen’s neighborhoods did not offer amenities like the prestigious housing built for the Waterloo elite, such as playgrounds and landscaped

boulevards, although lot dimensions were of similar size as the more upscale homes (between 40 and 60 feet)<sup>1</sup>.



Historical pictures: Waterloo a Pictorial History, 1994

### PAST REVITALIZATION EFFORTS

In the last decade the city has spent, secured, or applied for the following funds as part of its revitalization efforts for the Rath Area Neighborhood:

- The city obtained an \$850,000 grant from the Economic Development Administration for demolition of dilapidated Rath packing structures.
- Over \$800,00 in local funds spent for adjacent street and storm sewer repairs.
- State-certified Enterprise Zone in 1997 that encompasses the designated EPA Brownfields Pilot Area.
- Rath Area Development Plan, which included establishing a tax increment financing district that is part of a state-consolidated urban renewal area.
- Construction of a floodwall along the Cedar River to protect the Rath Area Neighborhood, with assistance from the U.S. Army Corps of Engineers.
- \$467,000 in federal and state funds for construction of a recreational trail along the east side of the river from East 4<sup>th</sup> Street to the Rath complex to connect a trail loop encompassing both sides of the river.
- Federal Highway Bridge Administration grant for \$1 million to renovate the 6<sup>th</sup>, 11<sup>th</sup>, and 18<sup>th</sup> street bridges, another \$800,000 in locally allocated federal highway funds for replacement of the 18th Street bridge. The city also has an application pending for \$3 million in Revitalize Iowa's Sound Economy funds from the Iowa Department of Transportation.
- \$200,000 in U.S. Army Corps of Engineers funds to study the reuse of and improved access to the Cedar River front, including potential relocation of the old Iowa Public Service Co. dam between the East 4<sup>th</sup> Street and Park Avenue bridges.
- Grant from the Department of Housing and Urban Development for \$2.5 million for CDBG programs.
- Economic Development Administration brownfields redevelopment grant of \$750,000 to remove dilapidated buildings and acquire abandoned and underutilized properties. The city has used these funds to demolish the old "vertical kill" portion of the Rath complex sites and

<sup>1</sup> Waterloo the Factory City of Iowa Survey of Architecture and History, 1986

to make repairs to Sycamore Street so this property could accommodate reuse by Crystal Distribution.

- Funding from the EPA through a cooperation agreement of \$200,000 that could be used to gain more knowledge of environmental conditions of the Rath complex sites as well as the Construction Machinery Site (CMC) in the Rath Area Neighborhood. The work plan is being performed under that agreement and is an initial step to overcoming liability concerns that would otherwise impede redevelopment in the project area.
- A \$691,750 Iowa Brownfields grant to be used for property acquisition in the vicinity of the Chicago & Great Western freight house between East 6<sup>th</sup> and East 11<sup>th</sup> streets for housing redevelopment.
- The city is applying for over \$1 million in cleanup funds for the contaminated sites in the Rath Area Neighborhood. How these funds will be applied will be determined by the redevelopment priorities identified in this plan and outcomes of the brownfields reports.

### COORDINATION WITH OTHER PLANS

This plan was developed in coordination with the USEPA Assessment Demonstration Brownfields Pilot program. Additionally, the Rath Area Neighborhood Plan will complement and build upon previous plans completed for the neighborhood and surrounding area, including the following:

- **Vision Iowa Program Application to the State of Iowa**  
This application proposes over \$261 million dollars in investment, which will provide citywide benefits. The application asks the State of Iowa to match public and private sector funding to develop the priority projects which are identified in the Downtown Redevelopment Plan below.
- **Waterloo Millennium Plan** (The Waterloo Millennium Plan includes the following goals):
  - Education and lifelong learning:** Waterloo will establish itself as a model by providing world class schools, student empowerment, and community-wide learning opportunities for children, adults, and business and industry.
  - Neighborhood and diversity:** Through diversity appreciation and education, the city will promote the sharing of cultural diversity. By promoting neighborhoods, the city will enhance housing availability and quality as well as neighborhood and overall community appearance. The celebration of community heritage and historic preservation will allow for strategic neighborhood planning.
  - Leisure and cultural opportunities:** The city will work to elevate the quality, variety and number of Waterloo's recreational, cultural and leisure programs and attractions to a level competitive on the state, regional and national scale, thereby improving local pride, improving resident's quality of life and increasing the attractiveness of Waterloo to guests and prospective residents and businesses.
  - Health and human services:** Waterloo will become a recognized leader in providing the highest quality of health and human services to its residents. The success and sustainability of the community will be maintained, in part, by the fact that all citizens will receive the best available healthcare, wellness programming and personal counseling.
  - Responsive public safety and local government:** The city will provide its residents with a safe, well-maintained living environment in which citizen and government work together efficiently and effectively to care for and protect the community. Success in establishing the most responsive and effective local government possible will be dependent upon building, strengthening and expanding the relationship between government and constituents, as well as responsible allocation and management of resources.
  - Community and economic development:** Waterloo will utilize and expand the resources necessary to take advantage of developmental opportunities to become a leader and innovator

in the changing global economy. The city will form innovative and competitive economic development strategies to serve existing industry and attract prospective development as well as excellence in workforce expansion and development.

▪ **City of Waterloo Downtown Redevelopment Master Plan and Implementation Program**

The downtown redevelopment master plan includes the following eleven priority projects:

1. Agritrade and Expo Center
2. Agritech Incubator and Commercialization Campus
3. Cedar Valley Art Mall
4. Downtown Pedestrian River Loop
5. Cedar Valley Athletic Club
6. Waterloo-Cedar Falls Intermodal Transit System
7. Depot District
8. Cedar River Condos
9. Cedar River Neighborhood Infill Development
10. Downtown Gateway Development
11. Downtown Destination Wayfinding and Signage

The Depot District, the Cedar River condos, and the Cedar River Neighborhood infill development, which are located within the study area, will have a direct impact on the Rath Area Neighborhood. These projects are described below:

**Depot District:** The old depot district will be developed as focal point for the Rath Area Neighborhood providing a location for the downtown transit center, new commercial space for neighborhood retail, and public open space with river access for community activities such as the farmers' market. The historic depot will be rehabilitated in the short term as a downtown location for the University of Northern Iowa Center for Urban Education (UNICUE), UNI's continuing education program. In 2003-2004 UNICUE will move to the Blackhawk Community Education Center and, under funding from the Transportation Equity Act, the depot will be reinstated as the downtown train station and transfer center.

**Cedar River Condos:** The industrial land located between 6<sup>th</sup> and 11<sup>th</sup> streets in the Rath Area Neighborhood will be redeveloped as high-quality riverfront condominiums. Up to 160 units will be developed in phases from 2001 to 2009. These owner-occupied units will provide the opportunity for both young professionals and retirees to live in a vital urban environment with river views.

**Cedar River Neighborhood Infill Development:** The Cedar River Neighborhood is a neighborhood in decline and thus in need of serious redevelopment. This neighborhood has the potential to provide important mixed income housing, both affordable and market rate, for downtown workers, particularly those employed by city and county government and other downtown employers.

## PUBLIC PARTICIPATION

VANDEWALLE & ASSOCIATES places a strong emphasis on public participation in all of its planning efforts. Public participation is critical to assure that the resulting plan is credible and reflects the wishes of the community. Moreover, public consensus provides elected and appointed officials with the confidence to adopt and implement plans. The public participation process, which included grassroots participation, the formation of a broad-based steering committee and a community forum,

revealed community values, local and regional trends, and identified resident priorities for revitalization.

## **GRASSROOTS PARTICIPATION**

Community input, public support, and resident involvement were critical elements in the comprehensive public participation process for the Rath Area Neighborhood. Public Involvement Unlimited, consultants for the Brownfields Pilot Project, formulated a strategy based on feasible implementation, for public involvement and community facilitation as part of the Brownfields Public Involvement Plan. In order to engage the community and ensure that the plan was community-driven

### **Brownfields Public Involvement Plan**

The strategy targeted residents that may be affected as well as others, both inside and outside the target area or have an interest in the project, as well as extensive outreach efforts to encourage participation of the entire population, including low-income and minorities. Many were apprehensive about city involvement due to difficult relations with the city in the past, so local outreach and a strategy to increase community buy-in was a focus in the public involvement plan.

Objectives of the Brownfields Public Involvement Plan include the following:

- Get to know all Potentially Affected Interests (PAI's)
- Get to see the project through the PAI's eyes
- Generate solutions

Goals of the Brownfields Public Involvement Plan:

- Realize that we are trying to understand them, their needs, their fears, their values, and their concerns
- Perception of the problem we are working on, the range of possible solutions or options, the cost, the benefits, and other impacts
- Distribution of the impacts, the fairness or unfairness of such distribution
- Realize that we are making a real effort to understand all of them
- Understand that we need their input
- Utilize any and all viable solutions; if we can not use their input, we will explain why

The four established neighborhood associations were identified; further investigation was conducted to identify who made up these neighborhoods. To further understand the concerns, opportunities, and resources in the neighborhood, monthly contact was made with each neighborhood association through attendance at the neighborhood association meetings.

### **Brownfields Project Open Houses**

Two open houses were held to present project information to all interested parties and allow an opportunity for the community to get their questions and concerns addressed. The open houses were held in locations that were easily accessible to the neighborhoods. To ensure broad-based participation, the consultant and city staff went door-to-door to hand out flyers.

The open houses were held to introduce the brownfields project to the community. Information was provided about the various efforts the city to improve the quality of life for the neighborhood area. The open houses were the first attempt to obtain incremental community buy-in for the project. A “do nothing” scenario was presented to the community in order to inform them on the potential decrease in quality of life.

### **Rath Area Neighborhood Plan Community Forum**

A community forum was held to obtain input for the Rath Area Neighborhood Plan. Sixty-eight people attended the community forum. Almost half of the participants were from the

four neighborhoods within the brownfields project area 33/68 or 49%, the other half of the participants live in Waterloo but not in the project area.

The Neighborhood Associations were represented as follows:

Neighborhood Association	Number	Percent
LAFNOW	14	21%
Cedar River	11	16%
North East Side	4	6%
Neighbors for Life	3	4%

Although the community forum provided an opportunity for community involvement and input, the consultants are diligently continuing with the public participation process. A public presentation of the Rath Area Neighborhood Plan and continuing feedback will ensue.

### STEERING COMMITTEE

The Rath Area Neighborhood Steering Committee represented a broad base of neighborhood stakeholders, including 25 representatives from neighborhood associations, community institutions, City Council, city commissions, and area businesses (see the acknowledgements page at the front of the plan for the listing of steering committee members). The Rath Area Neighborhood Steering Committee is an advisory citizen committee charged with the development of a neighborhood plan for the Rath Area Neighborhood. The committee met five times throughout the process to provide direction and feedback to the consultant team.

The Steering Committee duties included:

1. Represent diverse neighborhood interests
2. Provide leadership for the planning process
3. Identify and prioritize issues within the study area
4. Participate in the community forum as a leader
5. Review, analyze, and provide feedback on consultant recommendations
6. Communicate and disseminate information
7. Review draft neighborhood plan
8. Review final neighborhood plan
9. Build consensus
10. Recommend final neighborhood plan for adoption by Planning & Zoning

The Rath Area Neighborhood Steering Committee completed an exercise at the May 8 and May 22, 2001 meeting at which they identified perceived strengths, weaknesses, opportunities, and threats (SWOT), as well as goals for the future. The committee identified community institutions, racial diversity, neighborhood history, and proximity to the downtown and Cedar River as strengths. Some of the weaknesses identified include poor housing stock, perception as a bad neighborhood, high rate of renter-occupied housing, and drugs. The opportunities identified by the committee included the opening of recreational activities and open space, rehabilitation of affordable housing, and development of residential and commercial sectors along the Cedar River. The threats to the neighborhood identified included drugs, contaminated land, renter-occupied housing, inaction/apathy, and noise. Finally, the committee developed the following goals for the study area:

- Historic preservation
- Taking advantage of the Cedar River
- Removal or refurbishing of dilapidated structures
- Business and recreational development

- Establishing an appropriate land use mix

(Please see Appendix A for complete results from the SWOT exercise completed by the Rath Area Neighborhood Steering Committee)

## COMMUNITY FORUM

The community forum allowed neighborhood residents and stakeholders to participate in the planning process for the Rath Area Neighborhood. The forum agenda and exercises are attached in Appendix B. The forum participants completed three exercises as described below:

**Exercise I:** Participants completed exercises identifying characteristics of an ideal neighborhood and activities they would like to do in the Rath Area Neighborhood. Through Exercise I, VANDEWALLE & ASSOCIATES sought to understand what opportunities and weaknesses existed in the study area, as well as to obtain input on what the residents see as the ideal neighborhood. The responses included the following:

- |  |  |
|--|--|
| ▪ Increase commercial development          | ▪ River access/recreation                        |
| ▪ General recreation/sport activities      | ▪ Cleanup railroad area                          |
| ▪ Recreation for children                  | ▪ Enhance city services (animal control, zoning) |
| ▪ Improve housing mix/quality              | ▪ Mixed-use development                          |
| ▪ Reduce crime/drug dealing                | ▪ Reuse of vacant lots                           |
| ▪ Improve bicycle/pedestrian opportunities | ▪ Senior recreation/housing                      |
| ▪ Improve aesthetics                       | ▪ School/daycare facilities                      |
| ▪ Increase safety                          | ▪ Increase neighborhood input                    |
| ▪ Infrastructure improvements              | ▪ Open space/public greenspace                   |
| ▪ Maintain affordable housing              |  |

**Exercise II:** Participants were asked to identify areas of high priority for change. The following areas were identified:

- |   |   |
|---|---|
| ▪ Lafayette Park                        | ▪ CMC   |
| ▪ Areas of drug activity                | ▪ 11 <sup>th</sup> Street land use                              |
| ▪ Dilapidated buildings/abandoned sites | ▪ 6 <sup>th</sup> -11 <sup>th</sup> streets from Franklin-River |
| ▪ Rath parcels                          | ▪ Infrastructure improvements                                   |
| ▪ Deteriorated residences               | ▪ Traffic on Independence and North                             |
| ▪ Sycamore Street                       | ▪ Recreational areas  |
| ▪ 18 <sup>th</sup> Street bridge        |   |

**Exercise III:** In this exercise the forum participants chose the topic that most interested them. The topics included community institutions, recreation, transportation, culture, housing, streetscape/design, and economic development. These respective groups determined which tasks are required to implement change, who the players are and what they personally, can do to make change occur. Below is a general summary of each group's responses:

**Community Institutions:** Industries and high schools should form a partnership to improve the educational attainment of students. High school classes should be more technically-oriented, there should be a public elementary school in the area, and the study area needs to have a recreation center.



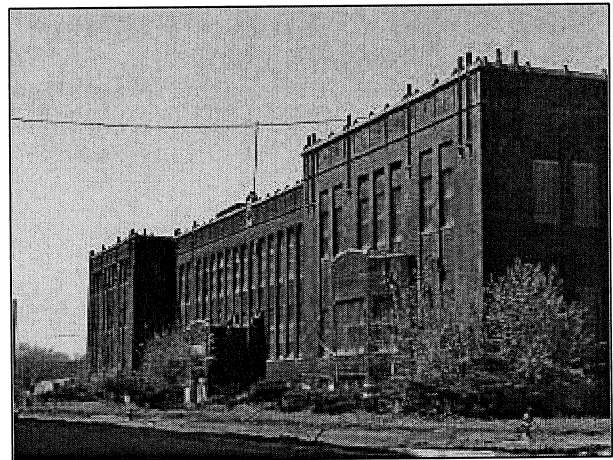
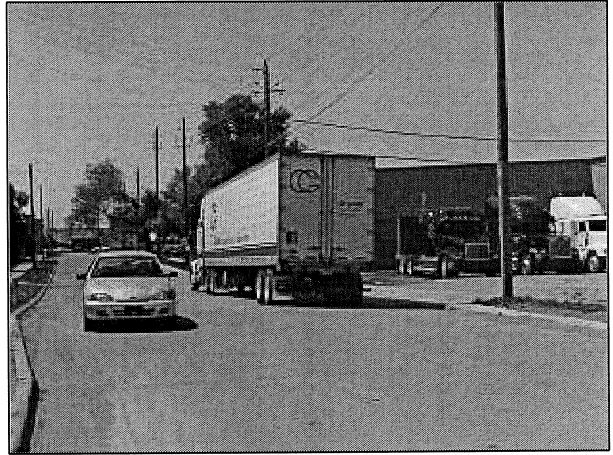
**Recreation:** The park commission needs to be engaged to develop plans for recreational opportunities demanded by the residents in the study area. The study area needs a skate park, a golf course, and a soccer field. The location and design of recreational areas should be directed with youth input and once in place should be protected and well maintained.

**Transportation:** The systems of moving goods, services, and people need to be enhanced. The bus system needs more pick-up times and the number of routes needs to be increased. Automobile traffic-calming measures need to be implemented and conflicts between train and automobile traffic addressed. Sidewalks are needed on Glenwood and Linden to Martin Luther King Drive, as well as a bicycle path network. One-way streets on Lafayette and Sycamore are a problem and truck traffic should be addressed.

**Culture:** Capitalize on and enrich the study area by promoting the existing diversity and providing cultural education. The study area should host arts events and cultural celebrations, as well as create community gardens, science and art centers, and botanical gardens.

**Housing:** The current condition of housing should be enhanced by increasing the information to citizens for reporting issues, enhancing code enforcement, and holding land owners, especially absentee landlords, accountable for the appearance of their property. Loan and grant programs should be identified to encourage homeowners to improve their properties. Neighborhood associations should be stronger, communication between neighbors should be encouraged, education should be offered to teach pride, respect, and basic courtesy, and the relationship between the city and county officials and study area residents should be improved.

**Economic Development:** A strategy to attract businesses to the area should be created, including improving the quality of streets, enhancing existing properties, and securing



funding to set up incentive programs. The city should establish consistent zoning and strategically provide infrastructure improvements.

**Streetscape/Design:** The appearance of the Rath Area Neighborhood should be enhanced through streetscaping, including decorative trees and flower gardens. Street furniture should be installed throughout the study area, including benches and trash receptacles. Issues of front-yard parking and storage, porch restoration, and the repair of curbs and gutters should be addressed.

(see Appendix C for complete results for Exercises I through III).



### PUBLIC PRESENTATIONS

VANDEWALLE & ASSOCIATES presented the Rath Area Neighborhood Plan to the public, at a City Council meeting, to obtain feedback from the community on October 22, 2001. The plan will be adopted by the city to guide future redevelopment efforts in a comprehensive fashion.

## PLANNING INVENTORY AND EXISTING CONDITIONS

The planning inventory and existing conditions analysis was conducted to identify the issues and opportunities with respect to land use, transportation, redevelopment, economic development, and urban design and to provide a vision for revitalization. The analysis included a review of the following:

- A. Review of past planning documents
- B. Regional and local connections
- C. Land use
- D. Housing
- E. Historically significant sites
- F. Brownfields
- G. Recreation
- H. Infrastructure improvements and traffic

### REVIEW OF PAST PLANNING DOCUMENTS

VANDEWALLE & ASSOCIATES reviewed the following documents:

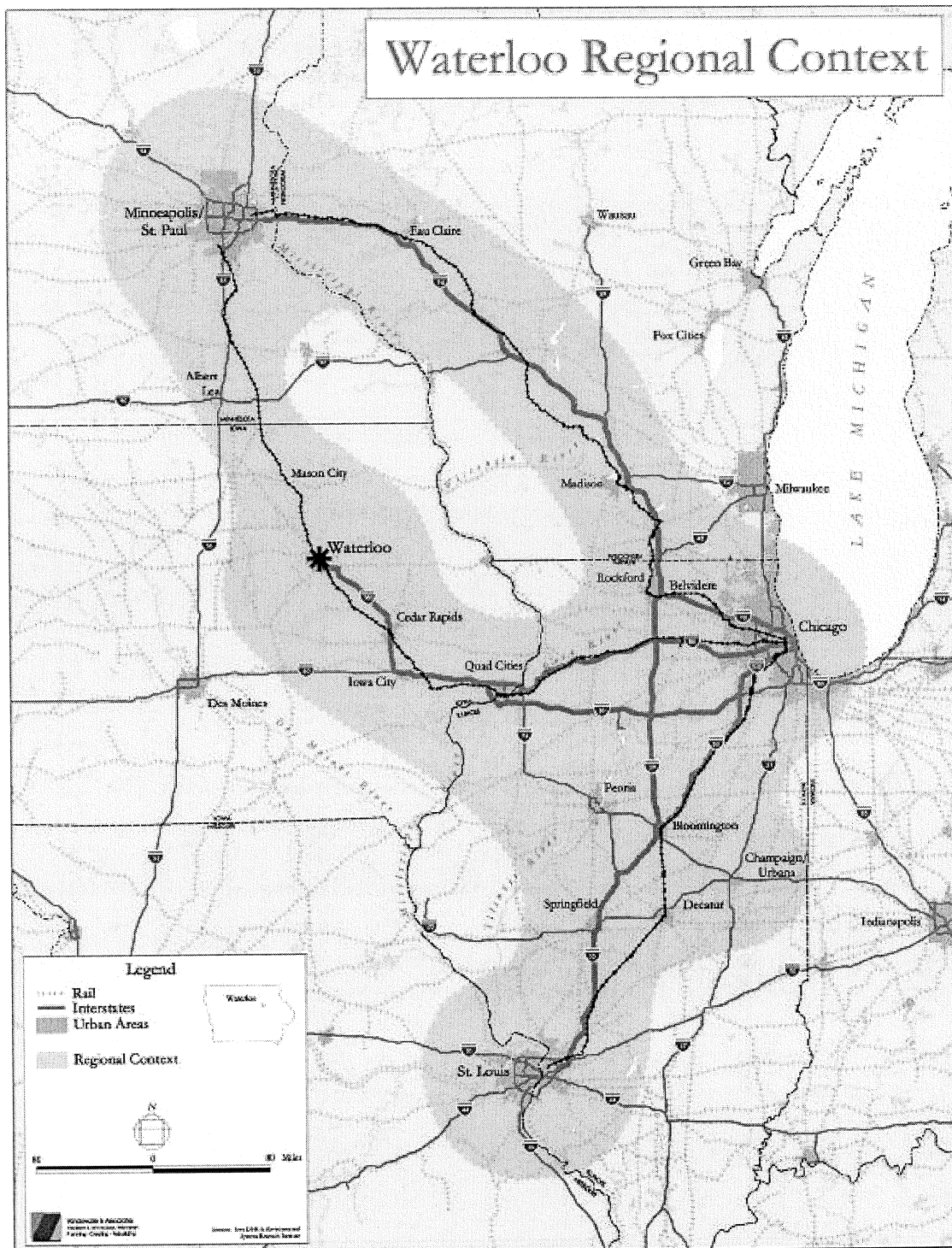
- Main Street Waterloo Design Guidelines Handbook (no date)
- Brownfields Community Policing Application, 2001
- Bus route maps, 2001
- Map of neighborhood boundaries and landmarks, 2001

- Waterloo Brownfields Zoning Map, 2001
- 18<sup>th</sup> Street Bridge Realignment Map and RISE Application, 2000
- Capital Improvement Program (CIP) Plan 2001-2005, 2000
- Downtown Redevelopment Master Plan, 2000
- Feasibility and Cost Estimate Report Transportation Enhancement Services Downtown Cedar River Bike Trail, 2000
- City of Waterloo 18<sup>th</sup> Street Bridge Brownfields RISE Application, 2000
- Brownfields Community Policing, 2000
- Waterloo Opportunity Analysis Public Forum community input summary, 2000
- Millennium Plan Public Input Sessions, 2000
- Waterloo 2010 Millennium Plan, 2000
- Housing Needs Assessment for Black Hawk County, 1999
- Federal Emergency Management Assistance (FEMA) Maps, 1998
- Condition of Housing Map, 1998
- Waterloo/Cedar Falls HOME Consortium Consolidated Plan, 1998
- Average Daily Trips (ADT) Maps, 1997
- LAFNOW Implementation Plan, 1997
- Neighbors for Life (NFL) Proposed Implementation Plan, 1997
- Site Characterization Summary Report: Former Waterloo Coal Gasification Site, 1997
- Long Range Land Use Plan Map, 1995
- City of Waterloo Census Tract Map, 1990
- Redevelopment and Reuse Report, Rath Packing Company Facilities, 1989
- Waterloo the Factory City of Iowa, Survey of Architecture and History, 1986

## REGIONAL AND LOCAL CONNECTIONS

Regionally, the City of Waterloo is located within an economic corridor that includes Minneapolis, St. Louis, and Chicago. These cities are linked together via interstate highway and rail connections. Positioned in the heart of the Midwest and bordered on the west by the Great Plains, the economy of this corridor has historically been driven by the production of agricultural commodities and manufactured goods. Most of the products produced in Waterloo move through this corridor as part of a national and international distribution network (See Figure 20: Regional Connections).

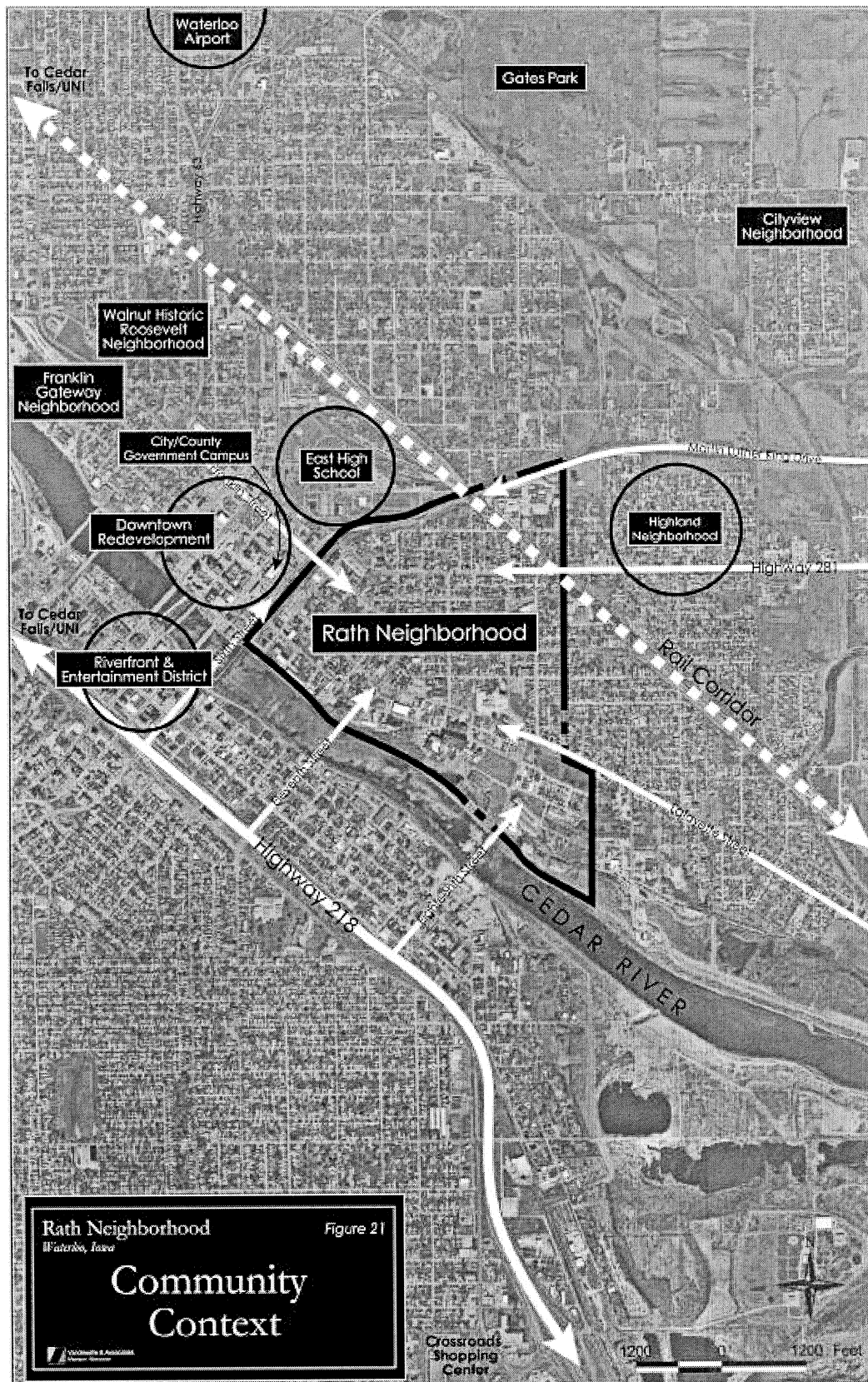
FIGURE 20: REGIONAL CONNECTIONS



Locally, the City of Waterloo is positioned within the Cedar River corridor that includes Cedar Falls, Cedar Rapids, and Iowa City. These cities are linked together via the Cedar River, the highway system (I-380), and the railway. Cedar Falls and Waterloo are closely linked both physically and economically. They share many resources including their transportation system, the marketing and coordination of events, and most recently the private sector collaboration on the Cedar Valley Riverfront Renaissance project.

The Rath Area Neighborhood is located within the historic center of the city on the northeast side of the Cedar River. It is connected to the surrounding city by Highway 281 at the north end and across the 11<sup>th</sup> and 18<sup>th</sup> Street bridges, with connections to Highway 218 to the south. The neighborhood is strategically located in direct proximity to the city's historic central business district and the existing municipal campus for the City of Waterloo and Blackhawk County. The neighborhood is currently linked to the Riverfront and Entertainment District proposed by the Cedar Valley Riverfront Renaissance project by the 6<sup>th</sup> Street bridge. That linkage will be strengthened upon completion of the Riverfront Bike Path and Pedestrian Loop. Finally, the neighborhood is surrounded on its northwest and east sides by historic residential neighborhoods, in particular the Highland Neighborhood, which is listed on the National Register of Historic Places. The Rath Area Neighborhood lacks connectivity to surrounding areas, particularly from the Highland and Cityview Neighborhoods. (See Figure 21 for the local context of the Rath Area Neighborhood.)

FIGURE 21: COMMUNITY CONTEXT



## LAND USE

The study area is a mix of land uses, including residential, commercial, and industrial (see Map 3: Existing Land Use.)

Land use categories include:

- **Single-family:** Residences housing one family
- **Duplex/Townhouse:** Residences housing two families
- **Three-family:** Residences housing three families
- **Apartment:** Multiple dwelling units
- **Industrial:** Heavy and light industrial, indoor manufacturing; equipment and storage may be visually present
- **Public/Semi-public:** Institutional uses serving a public need
- **Commercial:** Retail and service-related businesses
- **Vacant:** Land or buildings not actively used for any purpose
- **Not Available:** No information from the city was available. Please note: At the time the draft plan was developed, information for some parcels in the study area was missing; the final plan will include complete information.

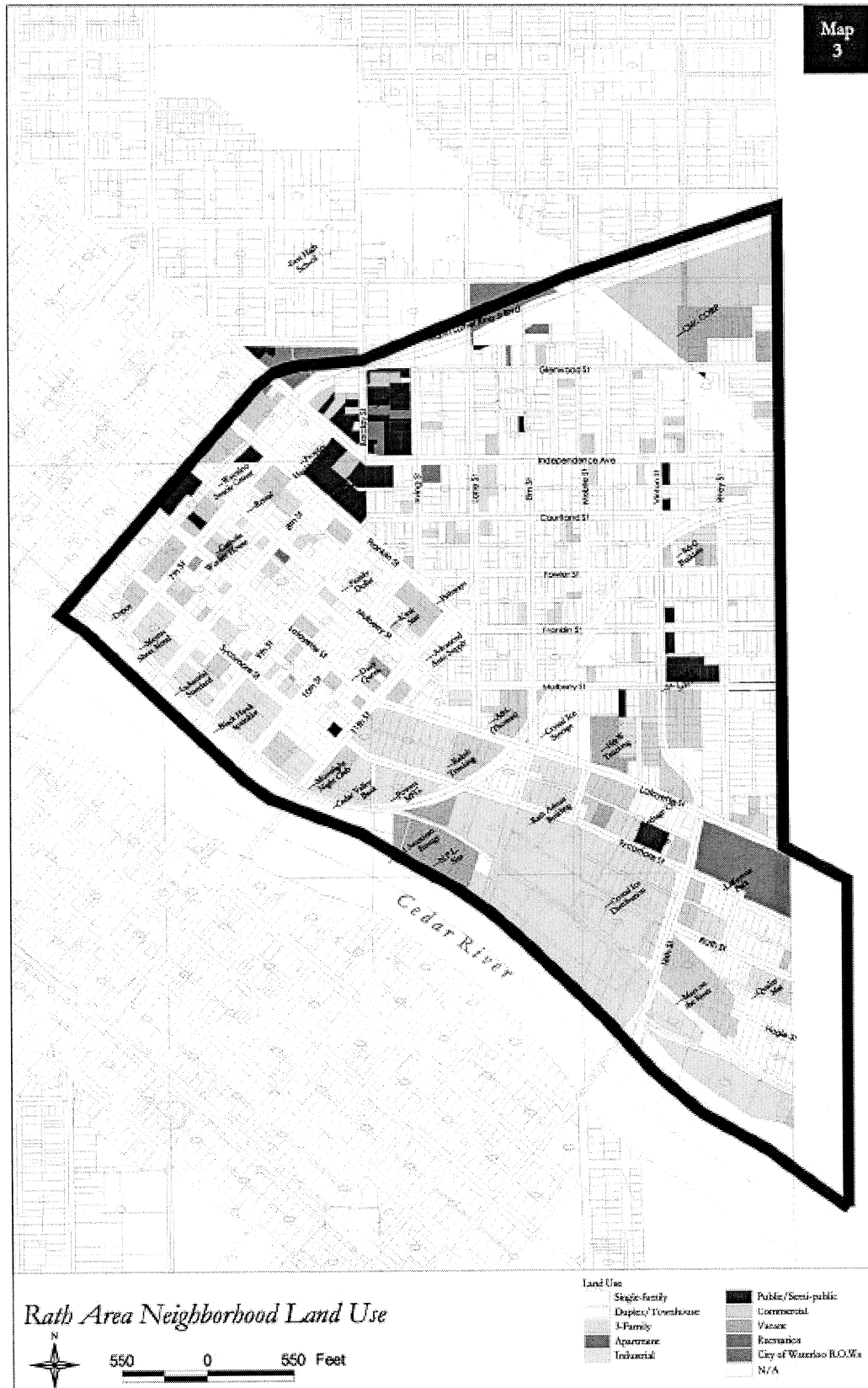
**TABLE 4: EXISTING LAND USE SUMMARY**

Land Use	Number of Parcels	Acres	Percent of Total
Single-family	511	65.3630	25%
Duplex/Townhouse	76	10.2620	4%
Three-family	27	4.5750	2%
Apartment	4	1.0560	0%
Industrial	44	35.2530	14%
Public/Semi-public	65	15.2980	6%
Recreation	2	4.876	2%
Commercial	72	26.9570	10%
Vacant	12	9.5950	4%
Not Available <sup>2</sup>	330	85.51	33%
<b>Total</b>	<b>1,143</b>	<b>258.745<sup>3</sup></b>	<b>100%</b>

<sup>2</sup> Please note: The category “not available” includes incomplete information; the final plan will include complete information and will be adjusted accordingly.

<sup>3</sup> The total acreage for the study area, including streets, is 350. The total acreage for land use does not include streets; hence the lesser acreage of 258.745.

MAP 3: EXISTING LAND USE



## LAND USE PATTERNS:

**Residential:** Residential use makes up thirty-two percent of the study area, comprised of single-family, duplex/townhouse, three-family, and apartment-style dwellings.

- Single-family residential encompasses five hundred and eleven acres, or twenty-six percent of the total study area. Single-family homes are dispersed throughout the study area with the exception of the industrial area along the Cedar River.
- Duplex/Townhouse residential exists on ten acres within the study area or four percent. Duplex and townhouses are dispersed throughout the study area.
- Three-family residential exists on four and one-half acres or two percent of the study area. Three-family dwellings are primarily located along on Lafayette, Sycamore, and 8<sup>th</sup> streets in the Cedar River Neighborhood and along Independence Avenue, Courtland Street, and Franklin Street in the LAFNOW Neighborhood.
- Apartments make up one acre and less than one percent of the total. Apartments are located on Barclay and Irving streets.

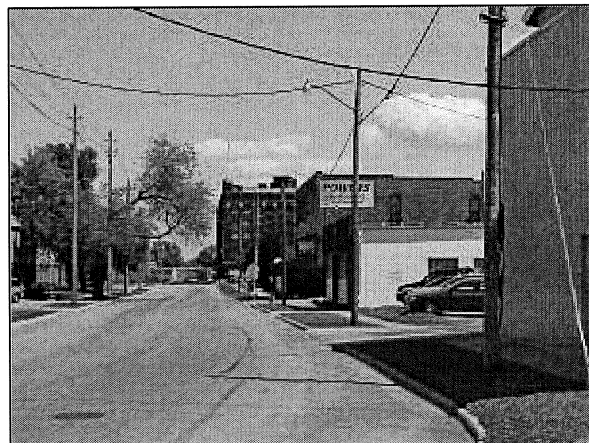


**Industrial:** Thirty-five acres or fourteen percent of the study area is industrial. Industrial uses are located primarily along the Cedar River, with the exception of CMC, which is located in the northeast section of the study area. The major industries are Crystal Distribution Services, Powers Manufacturing, Rakab Trucking, H&W Trucking, and Quality Mat.



**Recreation:** Two percent of the study area is recreational. Only two parks exist in the study area, a pocket park on the corner of 8<sup>th</sup> and Mulberry streets and Lafayette Park in between Sycamore and Lafayette Park.

**Public/Semi-public:** Fifteen acres or six percent of the study area is classified as public/semi-public use. Most of the public/semi-public uses are located near the west side of the study area close to downtown; Vinton Street also has a number of public/semi-public uses. Public/semi-public entities include the Expo School, St. John's School, the Senior Center, and Quakerdale.



**Commercial:** Commercial uses make up twenty seven acres or eleven percent of the study area. Commercial is dispersed throughout the area, but only occurs occasionally in the core of the Rath Area Neighborhood, which is primarily residential.

**Vacant:** Twelve acres or four percent of the study area is vacant. Vacant parcels occur along the Cedar River, Sycamore Street, Lafayette Street, and in the northeast corner of the study area.

**Not Available:** Eighty-five acres or thirty-four percent of the study area were classified as unavailable; this information was not available for analysis.



## HOUSING

Thirty-three percent of the study area is residential, making up a large portion of the study area. The housing stock in the Rath Area Neighborhood is a mixture of single-family and multi-family that provides affordable housing opportunities. Based on VANDEWALLE & ASSOCIATES' visual survey, several of the housing units may be historically significant. Housing deterioration, although, is a serious concern for the Rath Area Neighborhood based on the housing survey conducted by the University of Northern Iowa, as described in the next paragraph.



### Condition

In 1997, the Iowa Department of Economic Development awarded the Iowa Northland Regional Council of Governments (INRCOG) a Housing Assessment and Action Planning Program (HAAPP) grant to assess the condition of housing in Black Hawk County. INRCOG contracted with the University of Northern Iowa (UNI) Center for Social and Behavioral Research to conduct the condition of housing surveys in various communities. UNI conducted a windshield survey rating the housing parcels in the Rath Area Neighborhood based on the physical condition of five elements: roof, windows, exterior paint (or siding), foundation, and porch. These ratings were used to arrive at a total condition rating for the structure. Based on their rating, the housing parcels were divided into the following categories: excellent, good, deteriorated, seriously deteriorated, and dilapidated. (See Map 4: Housing Conditions). The following table lists the breakdown of condition of housing for the Rath Area Neighborhood as well as the City of Waterloo:

TABLE 5: CONDITION OF HOUSING<sup>4</sup>

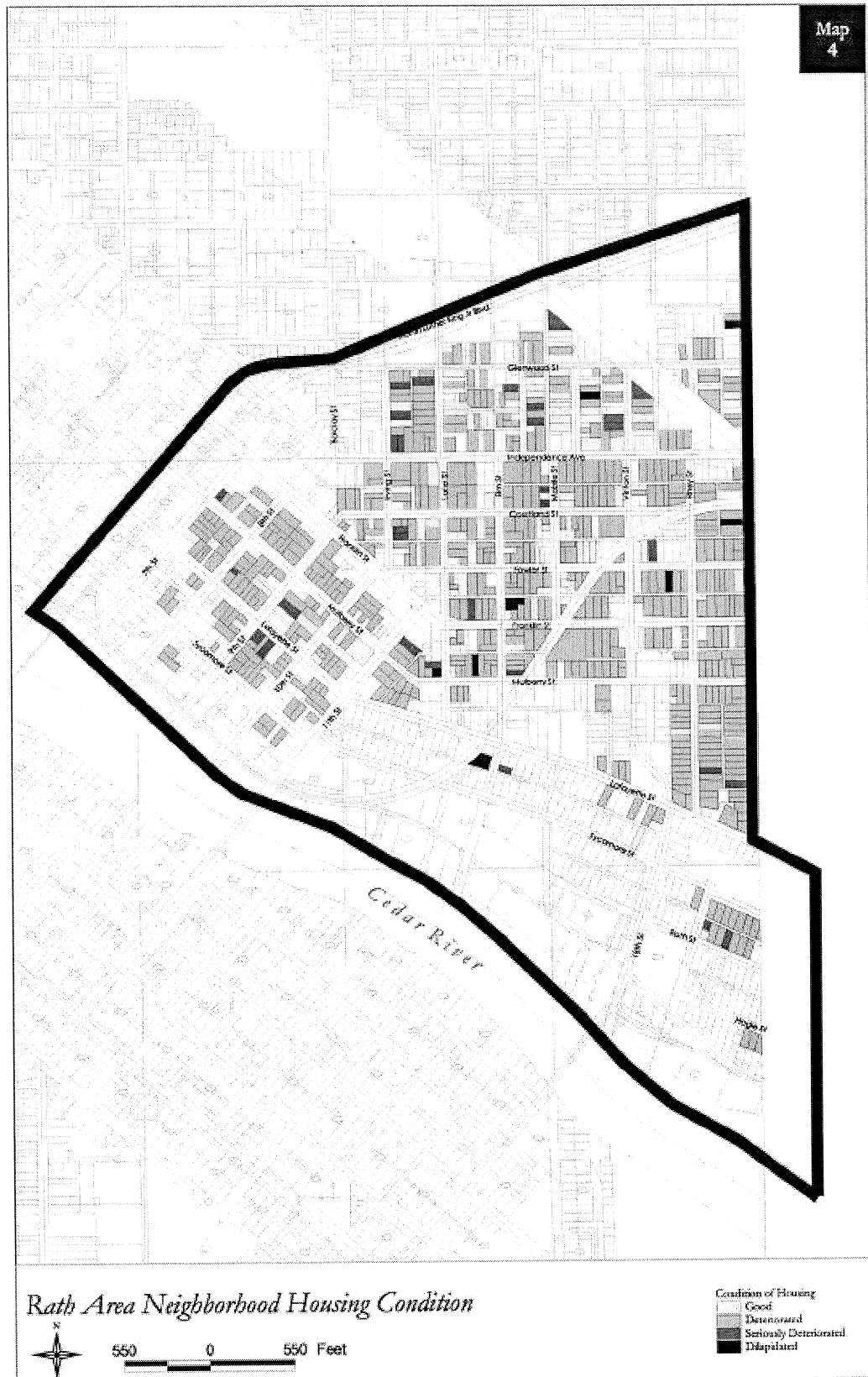
Condition	Rath Area Neighborhood		City of Waterloo	
	Number	Percent	Number	Percent
Excellent/good	48	7%	16,134	75%
Deteriorated	603	86%	4,425	20%
Seriously deteriorated	32	5%	849	4%
Dilapidated	12	2%	172	1%
<b>Total</b>	<b>695</b>	<b>100%</b>	<b>26,080</b>	<b>100%</b>

Overall the Rath Area Neighborhood has a significantly higher percentage of deteriorated housing parcels than the city as a whole. As shown in the table, only seven percent of the housing parcels were rated in excellent to good condition in the Rath Area Neighborhood, while seventy five percent of the housing in the City of Waterloo as a whole was rated in excellent to good condition. The survey found eighty six percent of the Rath Area Neighborhood housing parcels to be deteriorated while the survey found only twenty percent of the housing parcels to be deteriorated in the city as a whole.



<sup>4</sup> Data Source: University of Northern Iowa Center for Social and Behavioral Research, November 1997

# MAP 4: HOUSING CONDITIONS



### Tenure

Tenure of housing is determined by owner or renter occupancy. A unit is considered owner-occupied if it is being purchased with a mortgage or some other debt arrangement such as a deed of trust, trust deed, contract to purchase, land contract, or purchase agreement. The unit is also considered owned with a mortgage if it is built on leased land and there is a mortgage on the unit. A renter-occupied unit is rented for cash rent and is not and will not be owned by the occupier.



The following is a breakdown of owner and renter-occupied housing:

**TABLE 6: TENURE OF HOUSING IN THE RATH AREA NEIGHBORHOOD**

Type	Rath Area <sup>5</sup> Neighborhood		City of Waterloo <sup>6</sup>	
	Number	Percent	Number	Percent
Owner-occupied	443	62% <sup>7</sup>	17,687	65% <sup>9</sup>
Renter-occupied	260	38%	9,350	35%

(See Map 5: Tenure of Housing)

Currently, owner-occupied housing is slightly higher for the City of Waterloo as a whole (sixty five percent) than for the Rath Area Neighborhood (sixty two percent). However, recent studies of housing in the Rath Area Neighborhood indicate that the number of owner-occupied homes is decreasing<sup>8</sup>. It is generally believed that a higher rate of owner-occupied housing is an indication of neighborhood stability, safety, and better maintenance.

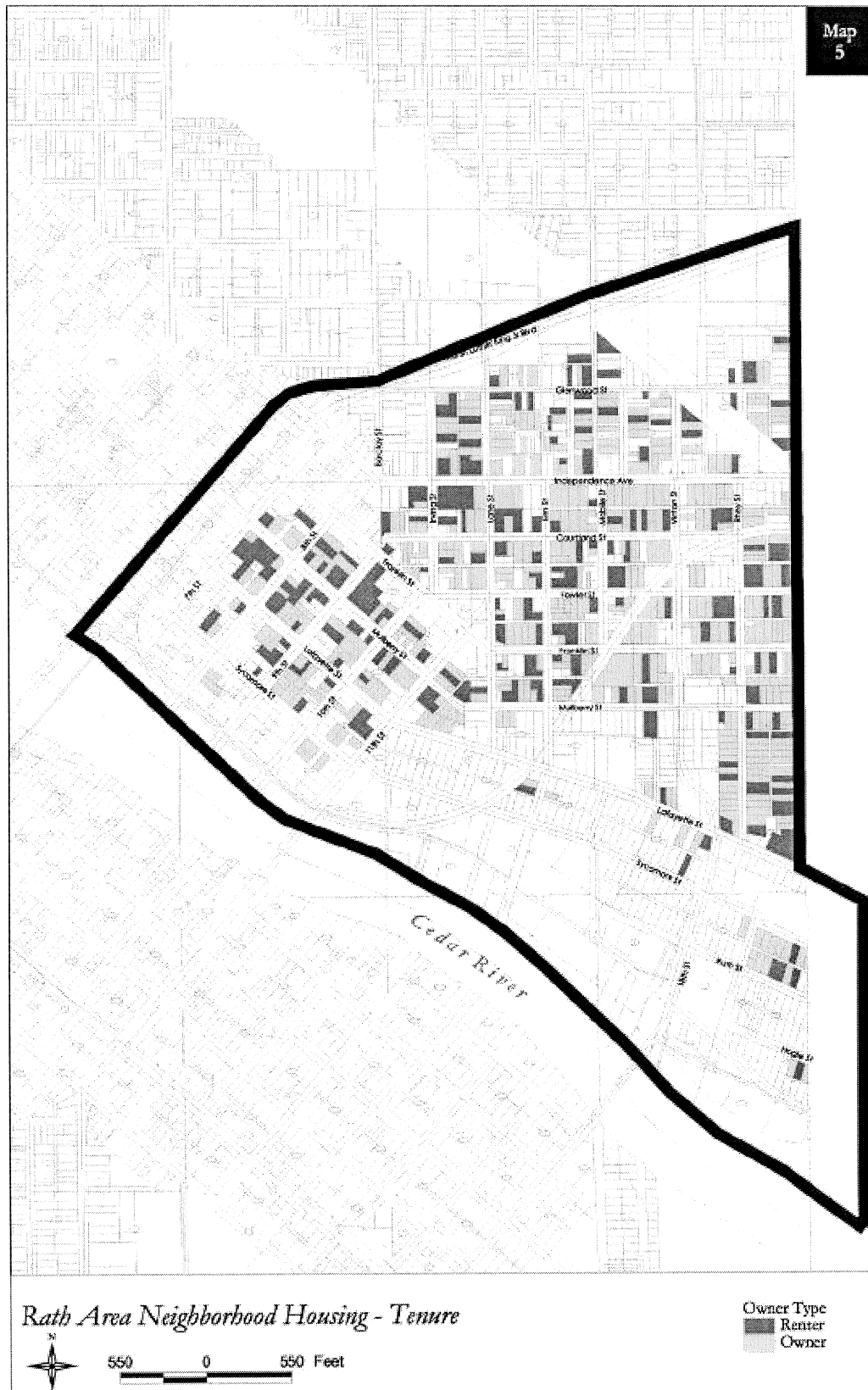
<sup>5</sup> Data Source: University of Northern Iowa Center for Social and Behavioral Research, November 1997

<sup>6</sup> Data for City is from the 1990 Census

<sup>7</sup> The number of owner-occupied includes contract buyers

<sup>8</sup> City of Waterloo Brownfield Community Policing Proposal, 2000

MAP 5: TENURE OF HOUSING



### Age

The UNI housing survey of the Rath Area Neighborhood included six hundred ninety three units. A majority of the housing was built before 1923 (five hundred seventy five or eighty three percent of the units). The age of housing units breaks down as follows:

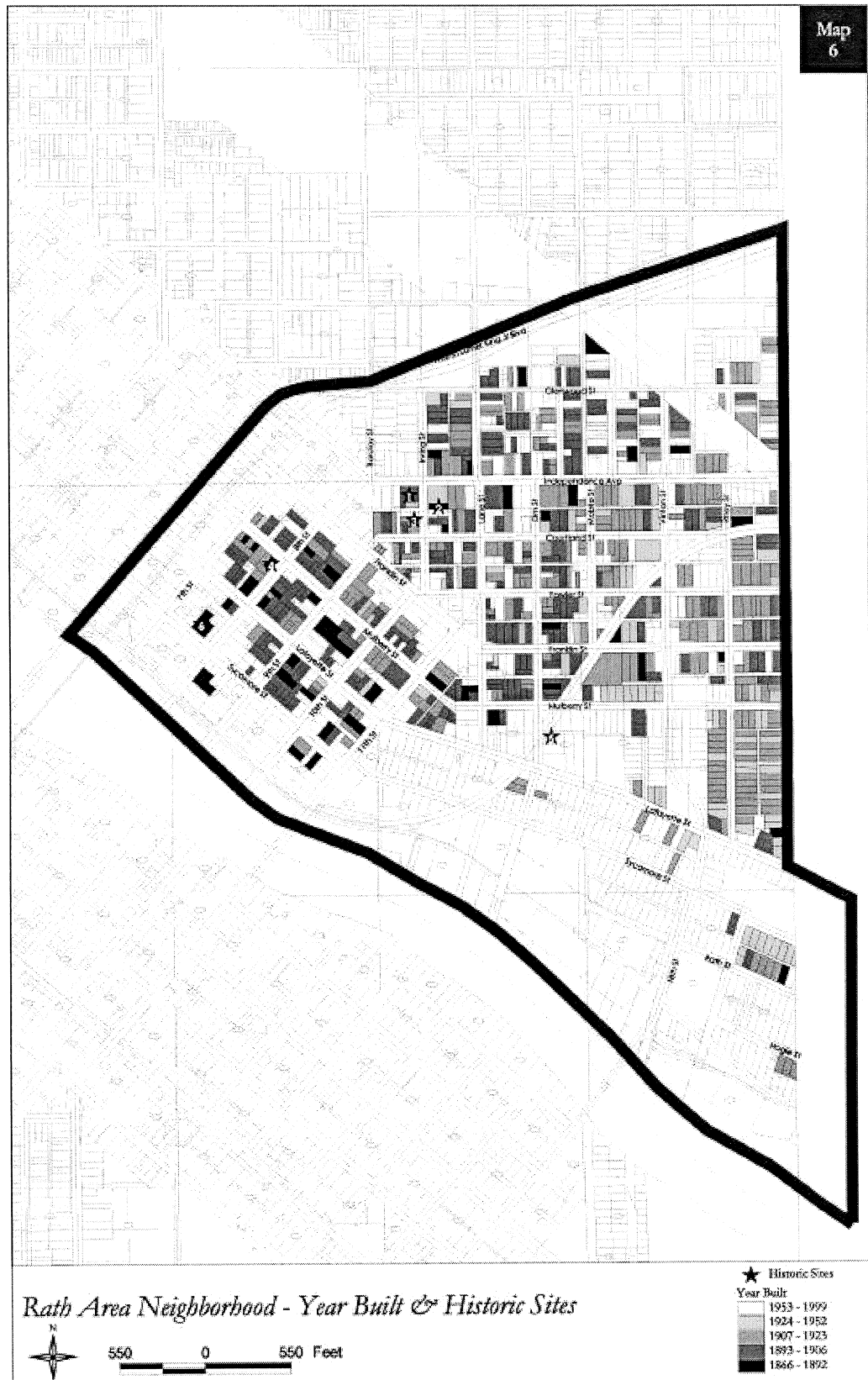
**TABLE 7: AGE OF HOUSING IN THE RATH AREA NEIGHBORHOOD**

Year Built	Number of units	Percent
1866-1892	55	8%
1893-1906	224	32%
1907-1923	296	43%
1924-1952	106	15%
1953-1999	12	2%
<b>Total</b>	<b>693</b>	<b>100%</b>



(See Map 6: Age of Housing and Historically Significant Sites)

MAP 6: AGE OF HOUSING AND HISTORICALLY SIGNIFICANT SITES

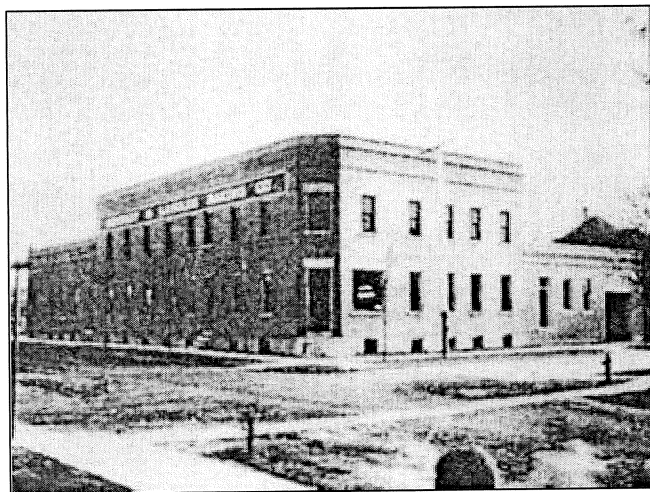


## HISTORICALLY SIGNIFICANT SITES

In 1986 Midwest Research, a consultant firm from Des Moines, Iowa, conducted a survey of architecture and history for the City of Waterloo. Structures that were found architecturally or historically significant were based on type, style, condition, and theme. The following sites were found to be eligible for the Register of Historic Sites<sup>9</sup>:

**TABLE 8: RATH AREA NEIGHBORHOOD HISTORICALLY SIGNIFICANT SITES**

Map ID #	Site	Description	Significance
1	120 Independence Street	James Black House	Architectural
2	212 Irving Street	House	Architectural
3	207-209 Irving Street	Double House	Architectural and thematic
4	928 Mulberry Street	House	Architectural
5	1428 Mulberry Street	Alstadt & Langlas Bakery	Historic and thematic
6	915 Sycamore Street	House	Architectural



Historical pictures: Waterloo A Pictorial History, 1994

(See Map 6 on previous page: Age of Housing and Historically Significant Sites)

## BROWNFIELDS

The number of brownfields within the neighborhood is both a deterrent and an opportunity for redevelopment. On the one hand, the existence of brownfields contributes to the neighborhood's air of decline and deterioration and scares off potential investors. On the other hand, the availability of state and federal funding for brownfields investigation, cleanup, and planning, if capitalized on properly by the city, creates an opportunity for redevelopment.

Table 7 below lists the sites, within or near the study area, that are part of the Brownfields Pilot Program, as well as other EPA regulated sites (see the first column for the distinction). As part of the pilot program, the first seven brownfields sites listed were targeted for Phase I investigation.

<sup>9</sup> Waterloo the Factory City of Iowa, Survey of Architecture and History, 1986

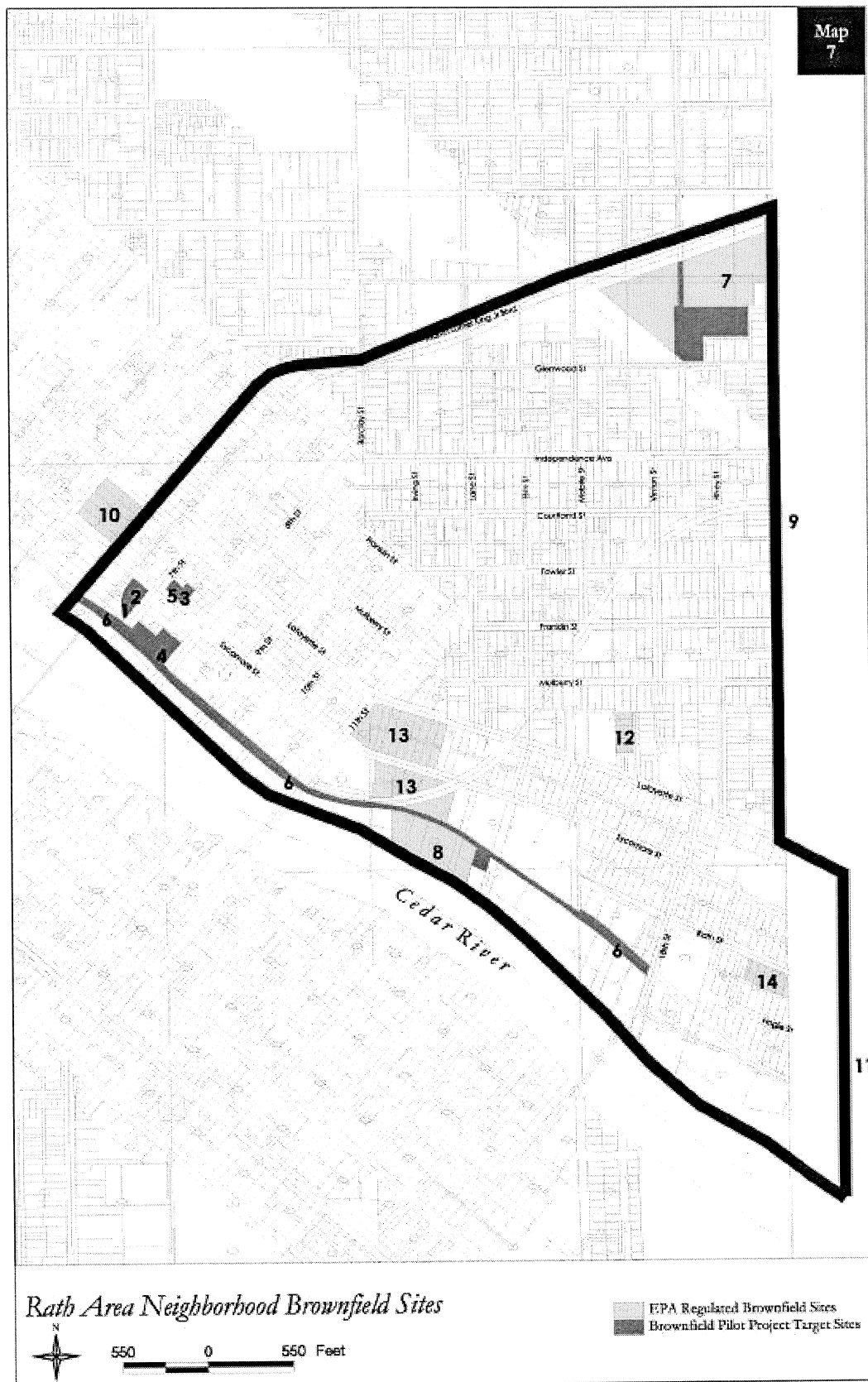
The last seven are not part of the Brownfields Pilot Program, they are however, considered contaminated and are regulated by the EPA.

**TABLE 9: TARGET PHASE I EPA INVESTIGATION SITES**

Map ID #		Site	Address	Parcel Size	Building Size
1	Pilot Program	Thomas L. Mount property	107 E. 7th Street	0.20 acres	2,678 sq. ft. building
2	Pilot Program	Daniel Redding property	820 Sycamore Street	0.34 acres	4,800 sq. ft. building
3	Pilot Program	Union Planters Bank property	910 Sycamore Street	0.65 acres	4,896 sq. ft. building
4	Pilot Program	Meyers property	Water Street (between 7th and 8th streets)	0.83 acres	25,500 sq. ft. building
5	Pilot Program	Doris Ruffridge property	SW corner of East 8th and Sycamore streets	0.41 acres	
6	Pilot Program	Chicago Central and Pacific Railroad property	northern Cedar River riverbank between 6th and 18th street)	5.5 acres	
7	Pilot Program	Former Construction Machinery Company (CMC)	625 Glenwood Street	10.79 acres	
8	EPA regulated	Mid American Energy Superfund site	3 Lafayette Street	5.0 acres	
9	EPA regulated	Aramark Uniforms	600 Linden Avenue		
10	EPA regulated	Black Hawk County Jail	225 East 6 <sup>th</sup> Street	2.05 acres	
11	EPA regulated	Marquart Block Company	110 Dunham Place		
12	EPA regulated	Murphy's Service Station	901 Franklin Street		
13	EPA regulated	Powers Manufacturing	1340 Sycamore Street	5.03 acres	
14	EPA regulated	Quality Mat Company	410 Rath Street	0.92 acres	

(See Map 7 for brownfields sites, please note that some sites listed in Table 7 are outside the study area but their proximity to the Rath Area Neighborhood makes their identification important.)

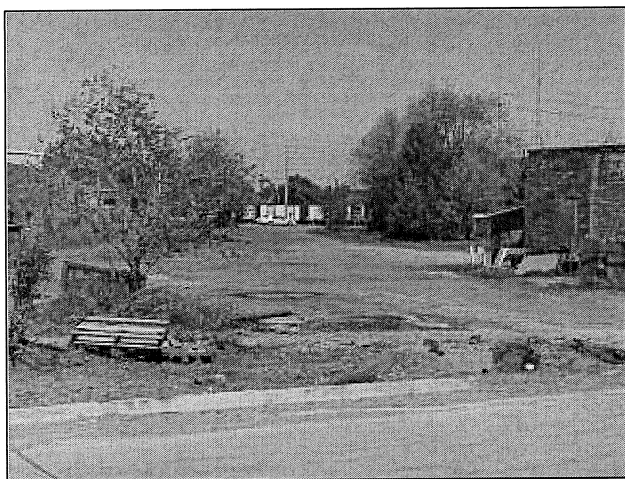
MAP 7: BROWNFIELDS



These seven sites were chosen for the Brownfields Pilot Program because they met the city's criteria for priority assessment more than the other sites within the Rath Area Neighborhood. The criteria used in selecting the seven sites included accessibility to the site, the potential utility for redevelopment of the site, improvement of public health, and perceived feasibility of environmental cleanup. The specific criteria and ratings are as follows:

**TABLE 10: PHASE I EPA SITE SELECTION CRITERIA MATRIX<sup>10</sup>**

Site	Criteria						
	Real or Perceived Impairment	Owned by the City	Prospective Access via Intent to Purchase	Necessary for Possible Infrastructure Upgrade	Current Utilization	Potential Utilization	Greater than 1 Acre
Thomas L. Mount property	Yes	No	Yes	No	Low	High	No
Daniel Redding property	Yes	No	Yes	No	Low	High	No
Union Planters Bank property	Yes	No	Yes	No	Low	High	No
Meyers property	Yes	No	Yes	No	High	High	No
Doris Ruffridge property	Yes	No	Yes	No	High	High	No
Chicago Central and Pacific Railroad property	Yes	No	Yes	Yes	Low	High	Yes
Former Construction Machinery Company site	Yes	No	Yes	No	Low	High	Yes



The MidAmerican Energy site located on Sycamore Street between Union and Elm streets was a former coal gasification plant that operated from 1901 through 1954. Details on the site history are described in the Remedial Investigation Work Plan (Barr, 1996). The site is bounded by industrial properties to the east, north, and west. A railroad right-of-way and the Cedar River are to the south. MidAmerican Energy has been requested by US EPA Region VII and the Iowa Department of Natural Resources (DNR) to commence investigation and other response actions; the property is a "National Priorities List Nominated Site" (NPL). Mid American Energy owns the majority of the original plant property. The Site Characterization Report is complete, the Removal Action Report, the Remedial Investigation Report, and the Human Health Risk Assessment Report are in the process of being finalized. Removal action activities were conducted at the site in 1994 and 1995 on portions of the site; the next step is the feasibility study. The

<sup>10</sup> Phase I Environmental Site Assessment Work Plan, Howard R. Green, 2001

feasibility study will determine the costs of cleanup and the practicality associated with the identified potential uses.

### RECREATION

Two parks are located in the Rath Area Neighborhood, Lafayette Park on the corner of 18<sup>th</sup> Street and Rath Street and a pocket park located on the southeast corner of 8<sup>th</sup> and Mulberry streets.

**TABLE 11: RATH AREA NEIGHBORHOOD PARKS**

Park	Size	Classification	Location	Description
Lafayette Park	4.77 acres	Neighborhood park	Corner of 18 <sup>th</sup> and Rath streets	The park has a small amount of playground equipment, picnic tables, and basketball courts; the size of the park would allow field or court games. The area is used as a drainage basin; the City is installing a new sewer system that will reduce the amount of overflow.
Tot-lot	.103 acres	Mini-park/play lot	Southeast corner of 8 <sup>th</sup> and Mulberry streets	Small amount of playground equipment.

Typically a neighborhood park includes areas for field and court games, areas for picnicking, and playground equipment and serves people within a one-fourth to one-half mile radius. A mini-park/play lot is a small area intended primarily for the use of children ages toddler to nine and serves people within a one-fourth mile radius.



TABLE 12: PARK CLASSIFICATIONS

Classification	General Description	Minimum Size	Acres/1,000 people	Location Criteria
Mini-park/play lots	Small areas intended primarily for the use of children to age 9. Most suited for apartments, townhouses, and trailer parks.	Between 2,500 sq. ft. and 1 acre in size	0.1 to 0.3	Less than a one-fourth mile radius in a residential setting
Neighborhood Park/Playground	Designed to provide both active and passive short-term activities. Usually located adjacent to public schools. Typically includes areas for field and court games, areas for picnicking and playground equipment.	5 to 10 acres for cities of 1,000 to 25,000; 4 to 8 acres for cities of 25,000 to 100,000	2.0 for cities of 10,000 to 25,000; 1.5 for cities of 25,000 to 100,000	One-fourth to one-half mile radius and uninterrupted by nonresidential roads and other physical barriers

Source: National Park and Recreation Standards, 1998

## INFRASTRUCTURE IMPROVEMENTS AND TRAFFIC

### Infrastructure Improvements

The city has recently completed the following infrastructure improvements:

- Sycamore Street reconstruction from 18<sup>th</sup> Street to Crystal Distribution Services
- Wastewater treatment facility construction to separate the storm water and sanitary sewer systems

The city plans to make the following infrastructure improvements<sup>11</sup>:

- Sycamore Street reconstruction from 11<sup>th</sup> to 6<sup>th</sup> streets
- 18<sup>th</sup> Street bridge reconstruction in 2002/2003 (alignment change)
- Linden Avenue from Lafayette to north end in 2002
- Sidewalk inspection and repair south of Independence in 2007
- Sidewalk inspection and repair north of Independence in 2009

**Automobile Traffic:** Average daily traffic is the traffic volume that passes a point in both directions in a 24-hour period on an average day of the year. The Iowa Department of Transportation updates the average daily traffic counts every four years; the updated numbers will be available in 2002. The last count for 1997 resulted in the following numbers:

<sup>11</sup> Sources: Eric Thorson, City Engineering, Interview (July 24, 2001) and Capital Improvement Plan (CIP) Plan 2001-2005, 2000

**TABLE 13: RATH AREA NEIGHBORHOOD AVERAGE DAILY TRAFFIC**

Street	Average Daily Traffic 1997
Lafayette Street	4,020
Franklin Street	9,000
Independence Street	8,800
Sycamore Street	980
11 <sup>th</sup> Street	12,990
18 <sup>th</sup> Street	7,700

Independence, Franklin, and 11<sup>th</sup> streets are heavily traveled. Sycamore is a one-way street heading east, while Lafayette is a one-way heading west. The city is planning on making these streets two-way. Truck routes are on Independence, Lafayette, Vinton, 11<sup>th</sup> Street, and Sycamore streets.

**Pedestrian traffic:** For the most part the Rath Area Neighborhood has adequate sidewalks. Community forum participants, although, identified Glenwood Street and Linden Avenue as areas that need improved sidewalks.

# I. APPENDICES

## APPENDIX A: S.W.O.T. VISIONING AND GOAL SETTING RESULTS

### CITY OF WATERLOO RATH AREA NEIGHBORHOOD PLAN RESULTS FROM THE S.W.O.T. VISIONING AND GOAL SETTING STEERING COMMITTEE MEETINGS MAY 8 AND MAY 22, 2001

\* An asterisk denotes more than one participant identified a particular comment

What are some of the **Strengths** of your neighborhood today and over the recent past?

- Community entities present (e.g., St. John's Church and School, Expo School, SAC's on 7th People's Community Health Clinic) \*\*
- Racial diversity\*
- History\*
- Proximity to the downtown\*
- Cedar River \*
- Location, convenience and involvement with other redevelopment programs \*
- Feeling of tradition (old grocery stores and taverns)
- Feeling of ownership-primarily by older population
- Varied housing stock.
- Grid street system
- Affordability
- Blight removal
- The formation of neighborhood associations
- Younger families moving back into neighborhood
- Generational mix helps give sense of real community and history
- New developments-?CDS?, Power, People's Clinic
- Sense of value (Rath)-especially among the 45+ crowd
- Central location to downtown
- Railroad yard-CN/IL involvement = 5 transportation co.
- Near the river-potential for parks\*
- Near the city proper and near potential shopping and restaurant opportunities
- People who care
- New development of existing businesses (Crystal, Powers, People's Clinic)
- The people that live there that own their own homes and are raising children
- The ability of groups to maintain a hope of a brighter future
- Neighborhoods
- Mixed use
- Martin Luther King St.
- East High School
- Highland Neighborhood
- Historic structures
- Support of citizens
- Accessibility to other areas of the City (transportation network)
- Diversity of land uses



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1 of 8

Created: May 16, 2001  
Updated: June 13, 2001

**CITY OF WATERLOO RATH AREA NEIGHBORHOOD PLAN**  
**RESULTS FROM THE S.W.O.T. VISIONING AND GOAL SETTING STEERING COMMITTEE MEETINGS**  
**MAY 8 AND MAY 22, 2001**

\* An asterisk denotes more than one participant identified a particular comment

- Proximity to other programs: riverfront plan/millennium plan
- Stock of historic structures
- Strength of neighborhood: Highland Neighborhood
- Businesses in area/land use: Crystal, Powers, SJ Construction
- New homeowners, rehabilitation potential
- Police protection
- Neighborhood meetings
- Historic structures
- Quiet
- Highland Neighborhood had been in existence for over 60 years
- We are 249 homes
- Strong neighborhood associations
- People work together in community projects
- Businesses improving their land image
- New homeowners fixing up dilapidated houses and land
- Police protection
- Neighborhood meetings

What are some of the **Weaknesses** of your neighborhood today and over the recent past?

- Housing stock/low-standard housing \*\*
- Perception of bad neighborhoods (east vs. west) \*
- High rate of rental units \*
- Drugs/police harassment \*
- Underused or vacant buildings-residential, commercial, and industrial \*
- Deteriorated housing conditions\*
- Crime
- Overall demographic changes
- Migration of people to other parts of the city (to the south and west)
- Perception of environmental impairments
- Employment opportunities for residents
- Lack of commercial/retail and recreational opportunities
- City code violations
- Minimal industry and other businesses
- Rath and CMC falling into disuse
- Absentee landlords
- Transportation infrastructure to accommodate commercial and industrial development



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2 of 8

Created May 16, 2001  
 Updated June 13, 2001

**CITY OF WATERLOO RATH AREA NEIGHBORHOOD PLAN**  
**RESULTS FROM THE S.W.O.T. VISIONING AND GOAL SETTING STEERING COMMITTEE MEETINGS**  
**MAY 8 AND MAY 22, 2001**

\* An asterisk denotes more than one participant identified a particular comment

- Demographics
- Old construction-run down
- Many are low-income-need help to invest in property
- Possible ground contamination
- Not enough young couples with children
- Unemployed or underemployed residents
- A lot of rental units that promotes a restless class
- Unwillingness of business to work with neighborhoods
- Abandoned businesses and railroad rights-of-way
- Lack of greenspace, open space, and recreation opportunities
- Mixed use
- CMC
- Lack of communication and cooperation with the city-unequal level of city services
- Northeast industrial site industrial noise
- Perception
  - contamination
  - crime
  - housing
  - opportunity
  - community
- Traffic (Independence from 3:15 to 5:30)/roads
- One-way streets (Sycamore St. and Lafayette St.)
- Parenting
- Schools, location to heavy traffic (safety)
- Neighborhood association maintains a strong core of dues paying members but the volunteer base is dwindling
- The number of rental properties are on the rise, reducing the pride of ownership
- Owners of rental properties not caring to improve
- Traffic wrong way
- Empty homes and empty buildings
- Run-down homes and buildings
- Parents just letting kids run
- Slumlords and slum renters
- Street cleaning

What are some **Opportunities** for your neighborhood's future?

- Opening of recreational activities and open space \*
- Refurbishing of family dwellings \*



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**CITY OF WATERLOO RATH AREA NEIGHBORHOOD PLAN**  
**RESULTS FROM THE S.W.O.T. VISIONING AND GOAL SETTING STEERING COMMITTEE MEETINGS**  
**MAY 8 AND MAY 22, 2001**

\* An asterisk denotes more than one participant identified a particular comment

- Parks and green area \*
- Rehabilitation of affordable housing \*
- Better housing and open spaces and streets \*
- Development of River: residential and commercial sectors \*
- Reclaim the riverfront
- Reconfiguring streets/streetscapes
- Willingness of government to partner
- Proximity to downtown (spillover effect)
- The Powers and Crystal site expansions, might attract other businesses, employment, and new people
- Planning for the community can be done for and by residents
- Activist population
- Time for change
- Clinic as a magnet
- New east side school
- Riverfront housing
- Historic preservation opportunities
- The money to help repair homes and promote ownership (Habitat for Humanity)
- Chance to redeem the neighborhood back to the times of Rath
- Opportunity to become more walkable community
- Aesthetic improvements and recreational opportunities
- Opportunity for employment in Rath area as well as in the CBD within walking distance of residence
- Improved or expanded retail and commercial services
- New 18<sup>th</sup> St. bridge
- Bike trail
- Density
- Development of the river: residential and commercial sectors
- Rail
- Communication with neighbors, city, people
- Land prices good for development
- Continued influx of young families: proximity of schools and parks in the area
- To create a better sense of community
- Economic revitalization: overall community and neighborhood community
- Greater sense of community
- Economic revitalization with community retail and bigger business
- The current plans for Stokes Estates may be good for Highland, if Highland increases their boundaries to include the addition, this may represent a new group of people that would like to be involved in projects and events



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- The continued influx of young families seeking a diverse, friendly, and safe place to raise their children
- Development
- Clean up properties
- Keep residential and business land uses separate

**What are some **Threats** to your neighborhood's future?**

- Drugs \*\*\*
- Contaminated land\*
- Rental rather than homeownership \*
- Doing nothing \*
- Noise (particularly boom boxes) \*
- Uncaring landlords, tenants, property owners (maintenance) \*
- Absence of Mohawk St. in study area, currently it is unregulated and serves as a "no man's land" \*
- General undercurrent in community (East/west threat)
- Courtland and Mobile drug culture area (Fowler)
- Mobility (automobile)
- Crime figures
- Current lack of private investments
- Remediation costs
- Overcoming perceptions
- Environmental justice (Lafayette, 18<sup>th</sup> St.)
- Lack of adequate funding interest to provide new construction on infill sites
- Time
- Larger community support
- Perception-too little too late
- East vs. west vs. CF
- Further decay
- Lack of funding and investment in the area
- Cost of tear down
- Youth gangs and drug dealing
- Fear of environmental liabilities
- Fear of being a victim of crime
- Decaying infrastructure
- Competition from outlying areas for homes and businesses
- Perceived contamination from heavy industrial
- Limited developers to take development risks



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**RESULTS FROM THE S.W.O.T. VISIONING AND GOAL SETTING STEERING COMMITTEE MEETINGS**  
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\* An asterisk denotes more than one participant identified a particular comment

- Crime
- Traffic
- Deterioration
- Bad lighting/safety
- Unequal services (public/city)-the way the community is treated by the city
- Perception: lack of public involvement, pessimistic view
- Although the rules and regulations of the historic preservation board are designed to keep the historic integrity intact, some of them need to be changed to allow homeowners to maintain and repair their homes in an energy-efficient and cost-effective manner
- Future development of the area on the eastern edge of Highland, could lead to some undesirable consequences if it disrupts traffic flow and the relative peace and security that our neighborhood enjoys today
- Absentee property owners/landlords
- Not controlling what comes into the area where



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**RESULTS FROM THE S.W.O.T. VISIONING AND GOAL SETTING STEERING COMMITTEE MEETINGS**  
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\* An asterisk denotes more than one participant identified a particular comment

**TOP THREE GOALS FOR THIS PROJECT**

- Historic preservation \*
- Take advantage of Cedar River (fishing, access to the River) \*
- Removal or refurbishing of dilapidated structures
- Building new structures for business and recreational purposes
- Establishing an appropriate land use mix of business, residential, and recreational (less industrial)
- Creation of a conservation district to:
  - retain historic fabric
  - promote quality infill design
  - promote a livable/greener neighborhood
- Have a more detailed picture of the Cedar Valley Mall
  - impact on surrounding areas
  - creation of artistic synergy
- Have a model for neighborhood planning
- To continue to promote and provide development of the Cedar River corridor for commercial and recreation
- To revitalize the neighborhoods in the designated areas
- Revitalization of housing stock for existing houses, spaces through incompatible uses, and new housing on vacant land
- Revitalization of commercial and industrial development and redevelopment to the area so it can regain status as premier area for community
- Reconciliation and reunion of area with riverfront and its future development for housing and recreation
- Vibrant neighborhoods with infill housing and majority of structures owner-occupied with amenities (service stations, stores, light industries, recreation)
- Refurbished infrastructure adequate to support potential growth
- Well-used public gathering places (parks, community centers, churches, schools)
- Development of riverfront into beautiful parks and green area with walking paths and riverfront housing
- Development of historic district areas with affordable housing separate from planned commercial investment
- Neighborhood Association Board to represent the Rath Neighborhood and overall plan
- New businesses (dry cleaning, auto repair, drug store)
- Promote safe play through recreational areas (school for older students, citizenship in old Rath Administration building?)
- Repair of sound structures
- More homeownership - less rental
- Quality low-income housing with amenities (i.e. greenspace, neighborhood retail)
- Further expansion and retention of new commercial/industrial development
- A place where people want to come to live, work, play, and raise a family
- Creation of an area with well-maintained and landscaped (streetscaping) streets and pedestrian walkways
- An area that is competitive with outlying areas (i.e., businesses would rather locate here in designated commercial, retail, and industrial areas) than in greenspace areas



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**RESULTS FROM THE S.W.O.T. VISIONING AND GOAL SETTING STEERING COMMITTEE MEETINGS**  
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\* An asterisk denotes more than one participant identified a particular comment

- Rehabilitate and demolish every house with infill housing replacing it
- Redevelopment of existing housing stock
- Reconnecting the Cedar River to the neighborhood from the soon to be reconstructed 18<sup>th</sup> St. bridge to UNIQUE
- Revitalize and find tenants for the Rath Industrial Complex and Administration building along with other commercial buildings at a scale and tenant choice which would serve the neighborhood residents and which they could walk to.
- Reduce negative perception to induce long-term private investment
- Improve overall look/image: rehabilitation
- Reclaim CMC site for open space/park (recreation for youth)
- Introduction of new business and upgrading of existing businesses
- Create a greater sense of community
- Improve overall look of area
- Redevelop uninhabited properties, Rath administration building and properties on Elm near building, Construction Machinery site, warehouses on 7<sup>th</sup> and the river
- Tear down or develop existing property
- Put pride back in the area
- Increase recreation



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## APPENDIX B: FORUM AGENDA AND EXERCISES

**PURPOSE OF THE RATH  
NEIGHBORHOOD PLAN**

To provide a guide for the future redevelopment of the Rath Neighborhood with a particular emphasis on land use, infill redevelopment, greenspace, streetscaping, linkages to downtown, the Cedar River, and surrounding neighborhoods, and the creation of a sustainable, "livable" neighborhood.

**STERRING COMMITTEE**

Michelle Larson, Cedar River - NA  
Bonnie Lietz, LAFNOW - NA  
Arnette Bush, Neighbors for Life - NA  
Woodrow Smith, Northeast - NA  
Elaine Ernst, Highland - NA  
Don Ernst, Highland - NA  
Leon Mosley  
Elizabeth Dierler, LAFNOW - NA  
David Goodson, Northeast - NA  
Jerry Batts, Gates Park - NA  
Ann Berry  
Curt Nelson  
Norma Jenkins, Cedar River - NA  
Mary Hutton, LAFNOW - NA  
Bernie Hutton, LAFNOW - NA  
Dave Carlson, LAFNOW - NA  
Marjorie Moorhouse, Cedar River - NA  
Deborah Berry, City Council-4th Ward  
Rose Middleton, Cultural & Arts Comm  
Jim Glaza, St. John's Church/School  
Daniel Levi, Historic Preservation  
Mary Ann Burk, Community Foundation  
Don Johnson, Crystal Distribution  
Mark Weidner, Power's Manufacturing

**STAFF AND CONSULTANTS**

Lawrence Bryant, Public Involvement Unit  
Mike Fisher, Howard R. Green Company  
Melissa Huggins, Vandewalle & Associates  
Terry Malone, City of Waterloo  
Don Tenneyer, City of Waterloo  
Heather Weise, Army Corps of Engineers

## RATH AREA NEIGHBORHOOD PLAN

### COMMUNITY FORUM AGENDA

LOCATION: WATERLOO CENTER FOR THE ARTS

DATE: THURSDAY, JUNE 28, 2001 (6:00PM-8:30PM)

<b>WELCOME</b>	<b>6:00-6:15</b>
<ul style="list-style-type: none"> <li>▶ Introduction and welcome</li> <li>▶ Overview of downtown redevelopment projects</li> <li>▶ Overview of the forum</li> <li>▶ Break into groups by agenda color</li> </ul>	
<b>EXERCISE I: WHAT IS THE RATH AREA NEIGHBORHOOD?</b>	<b>6:15-6:45</b>
<ul style="list-style-type: none"> <li>▶ Think about your ideal neighborhood</li> <li>▶ What kind of activities do you do in the Rath neighborhood?</li> <li>▶ What kind of activities would you like to do?</li> <li>▶ Choose top three activities</li> </ul>	
<b>EXERCISE II: MAPPING - WHERE SHOULD CHANGE OCCUR?</b>	<b>6:45-7:15</b>
<ul style="list-style-type: none"> <li>▶ Identify areas of change on the aerial map               <ul style="list-style-type: none"> <li>-Green-good things that should remain</li> <li>-Red-bad things that need to be removed</li> </ul> </li> <li>▶ Choose top three items to focus on for change</li> </ul>	
<b>REPORTING OUT</b>	<b>7:15-7:40</b>
<ul style="list-style-type: none"> <li>▶ Top 3 activities</li> <li>▶ Top 3 areas of change</li> <li>▶ Vote with dots</li> </ul>	
<b>Break</b>	<b>7:40-7:50</b>
<b>Exercise III: HOW CAN WE MAKE CHANGE HAPPEN?</b>	<b>7:50-8:20</b>
<ul style="list-style-type: none"> <li>▶ Choose the table topic that interests you</li> <li>▶ Table introduction (at each table)</li> <li>▶ What tasks are required?</li> <li>▶ Who are the players?</li> <li>▶ What can you do?</li> </ul>	
<b>WRAP UP AND SUMMARY OF RESULTS</b>	<b>8:20-8:30</b>
<ul style="list-style-type: none"> <li>▶ Where do we go from here?</li> </ul>	



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*City of Waterloo-Rath Neighborhood Area*

## RATH AREA NEIGHBORHOOD PLAN

### COMMUNITY FORUM - EXERCISE I

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THURSDAY, JUNE 28, 2001 (6:00PM-8:30PM)

### What is the Rath Area Neighborhood?

#### **Step 1: Sample brainstorming questions to facilitate discussion:**

*The facilitator guides the group discussion.*

*The reporter records ideas on the flip chart.*

- Think about your ideal neighborhood? (e.g. what does it have: activities, land uses, appearance, infrastructure, etc.)
- What kind of activities do you do within the Rath neighborhood, where do you like to go? (e.g., the park, the pub, SAC's on 7<sup>th</sup>)
- What would you like to do in the Rath neighborhood but cannot? (grocery shop, take the train, walk by the river)

#### **Step 2: Choose top three ideas and star**

*The facilitator reads the ideas as the group votes on their top three priorities-this means that every table member can vote three times.*

*The reporter records the items that receive the majority of votes.*



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*City of Waterloo-Rath Area Neighborhood  
Exercise I*

## RATH AREA NEIGHBORHOOD PLAN

### COMMUNITY FORUM - EXERCISE II

---

THURSDAY, JUNE 28, 2001 (6:00PM-8:30PM)

### Exercise II: Mapping: Where should change occur?

#### **Step 1: Identify areas in need of change on the map**

*The facilitator guides the group discussion.*

*The reporter records ideas on the map.*

- Green - for good things that should remain and may need to be improved (e.g. neighborhood schools, Habitat for Humanity)
- Red - for bad things that should go (e.g., unsafe intersections, brownfields)

#### **Step 2: Choose top three ideas**

*The facilitator reads aloud the areas that are identified as the table members vote-this means that every table member can vote three times.*

*The reporter records the items that receive the majority of votes in black marker.*



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# **RATH AREA NEIGHBORHOOD PLAN**

## **COMMUNITY FORUM - EXERCISE III**

THURSDAY, JUNE 28, 2001 (6:00PM-8:30PM)

### **Exercise III: How can we make change happen?**

**Step 1: Participants should go to the table topic that interests them.**

- Economic Development
- Housing
- Transportation
- Cultural
- Recreation
- Community institutions
- Design/streetscape

### **Step 2: What is involved in making change happen?**

- Identify the tasks (e.g., securing funding from the state, recruiting businesses, crime prevention)
- Identify the players (e.g., city, community Alliance of Neighborhoods, St. John's)
- Identify what you can do (writing grant applications, planting trees, picking up litter)



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*City of Waterloo-Rath Area Neighborhood  
Exercise III*

APPENDIX C: EXERCISES I-III RESULTS

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## RATH AREA NEIGHBORHOOD PLAN CITY OF WATERLOO COMMUNITY FORUM

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**“It starts in your own backyard”**

-Housing Group, Rath Area Neighborhood Community Forum 2001

**JUNE 28, 2001**



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## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

### EXERCISE I: WHAT IS THE RATH AREA NEIGHBORHOOD?

The purpose of this exercise was to allow participants to think about their ideal neighborhood and identify activities they would like to do in the Rath Area Neighborhood.

The responses are listed in the order prioritized by the tables:

#### TREND ID FREQUENCY

Increase commercial development (18)

General recreation/sport activities (16)

Recreation for children (9)

Improve housing mix/quality (8)

Reduce crime/drug dealing (6)

Improve bicycle/pedestrian opportunities (6)

Improve aesthetics (5)

Increase safety (5)

Infrastructure improvements (5)

River access/recreation (4)

Cleanup railroad area (3)

Enhance city services (animal control, zoning) (3)

Mixed use development (2)

Reuse of vacant lots (2)

Senior recreation/housing (2)

School/daycare facilities (2)

Increase neighborhood input (1)

Open space/public greenspace (1)

Maintain affordable housing (1)

### EXERCISE II: WHERE SHOULD CHANGE OCCUR?

The purpose of this exercise was to allow participants to think geographically to identify areas that are in need of change and prioritize the top three areas to focus on. Participants were asked to place dots on the map to identify areas of high priority for change (See Figure 1).

#### TREND ID FREQUENCY

Lafayette Park (20)

Areas of drug activity (19)

Improve dilapidated buildings/abandoned sites (9)

Redevelop Rath parcels (6)

Residences (3)

Sycamore Street (2)

Replace 18<sup>th</sup> Street bridge

Remove CMC (9)

11<sup>th</sup> Street land use (1)

6<sup>th</sup>-11<sup>th</sup> Street, from Franklin-River (1)

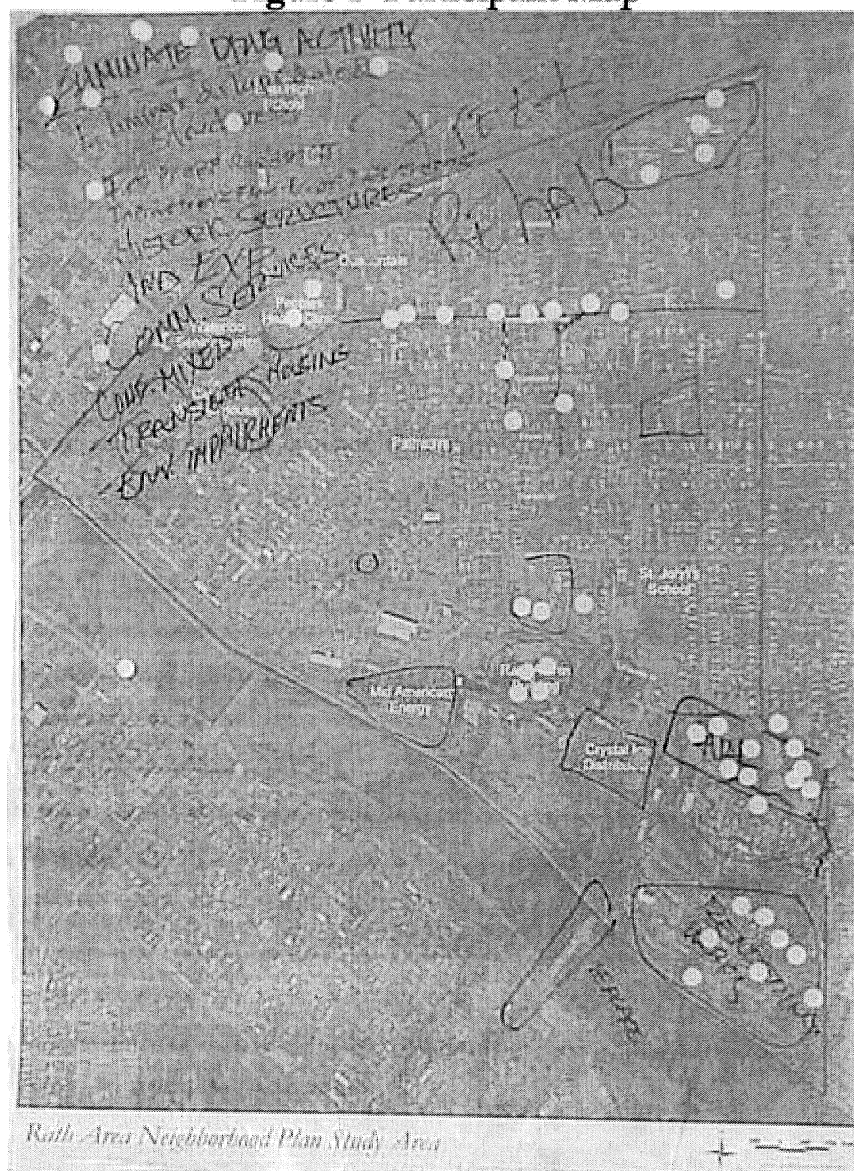
Improve overall infrastructure (1)

Traffic on Independence and North (1)

Recreational areas (1)

# RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

**Figure 1- Participant Map**



Rath Area Neighborhood Planning Forum

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July 2001

## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

### TABLE 1

- Curt Nelson
- Floyd Junken
- Larry Lavenz
- Sue Pearson
- John Pearson

### IDEAL NEIGHBORHOOD

1. Commercial uses on 6<sup>th</sup>-11<sup>th</sup> Street, from Franklin to the River
2. Play area for children
3. Clean vacant lots
4. Animal control-barking and stray dogs
5. Area for seniors

### ACTIVITIES

1. A small shopping center with a hardware store
2. Recreation-tennis, basketball, and horseshoes
3. River walk
4. Eliminate slumlords and tear down the houses that have been turned into apartments

### AREAS IN NEED OF CHANGE

1. Rath Administration building
2. Area between 6<sup>th</sup> and 11<sup>th</sup> turn into commercial
3. Overall-improve street and curb system

### TABLE 2

- Leon Mosley
- Linda Marlock
- Dwayne Eilers
- Scot Anderson
- Harold Andrews

### IDEAL NEIGHBORHOOD

1. Affordable housing and small businesses
2. Recreation for children
3. Aesthetically pleasing
4. Money for commercial development (loans, grants)
5. More lighting
6. Reduce taxes

### WHAT ACTIVITIES DO YOU DO?

1. Soccer
2. Parks
3. Citizen involvement
4. Veterans Memorial/tourist attraction
5. Skate park
6. Neighborhood committee

### WHAT WOULD YOU LIKE TO BE ABLE TO DO?

1. Walk down the street and be safe
2. Safehaven/center for kids
3. Shop at the hardware or grocery store

### RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

**TABLE 3**

- Sign-in sheet missing

**IDEAL NEIGHBORHOOD**

1. Free of crime
2. A shelter at Lafayette Park and general improvements
3. Bicycle trails
4. Mix of businesses and residences
5. A dam for boating and river recreation

**WHAT ACTIVITIES DO YOU DO?**

None

**WHAT WOULD YOU LIKE TO BE ABLE TO DO?**

1. Like to be able to use my own land-how I want, within reason
2. Ride bicycle trail with no odors
3. Be safe walking the street
4. Go grocery shopping
5. Use of inter-urban
6. Have a block party

**AREAS IN NEED OF CHANGE**

1. Remove or repair 30-50 dilapidated residential dwellings
2. Get rid of CMC
3. Change use of 11<sup>th</sup> Street liquor store and other high-crime businesses

**TABLE 4**

- Louis Shubert
- Bill Shubert
- Gene Tyler
- Nellie Tyler
- Troy Driscoll
- Nancy Rookaid
- Dan Rookaid
- Fred Lembke
- Barb Grant, Operation Threshold
- Bill Shindley, Operation Threshold

**IDEAL NEIGHBORHOOD**

1. Hardware and grocery stores
2. Ice skating at park
3. Ball diamond at park
4. No swings
5. Eliminate vandalism
6. Summertime programs for kids (arts and crafts)
7. Skate park

**WHAT ACTIVITIES DO YOU DO?**

1. Business traffic
2. Fight drugs
3. Protect (lock up property)
4. Pick up trash
5. Fix up rental property (constantly)
6. Distribute food from food bank

## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

### WHAT WOULD YOU LIKE TO BE ABLE TO DO?

1. Use the park
2. Use a wrecking ball to red tag property
3. Separate residential from commercial
4. IMAX theater
5. Par 3 golf course for kids down by the river
6. Walk down street without club

### TABLE 5

- Empty

### TABLE 6

- Mike Fisher, Howard R. Green Company
- Doris Ruffridge
- Sherry Jones, business
- Bonnie Lierz
- Georia White
- Timothy O'Connor, Fortunes Tap
- Linda Estrada
- Al Hays, UNI COPC

### IDEAL NEIGHBORHOOD

1. Very active recreational center for kids and adults that provides daycare
2. Loans and grants available for houses
3. More neighborhood-based retail activities
4. Neighborhood recreation center which is accessible to kids physically and economically
5. Nice school
6. Nice daycare
7. School yard
8. Roller and ice skating rink
9. Park
10. 4-H Club classes
11. Bigger grocery store
12. Bigger pharmacy
13. Hardware store
14. All business structures occupied
15. Better housing
16. Walkable community
17. Locally owned restaurant
18. Locally owned businesses
19. No big streets to cross for access
20. Convert vacant lots
21. Improve surface quality of roads
22. Better sewer drainage (storm sewer)

### WHAT ACTIVITIES DO YOU DO?

1. Ride bicycle in the street
2. Skateboard in the street
3. Jump rope in the street
4. Hold barbecues

### WHAT WOULD YOU LIKE TO BE ABLE TO DO?

1. Let kids play unsupervised without the riff-raff and traffic
2. Go for a walk

## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

3. Keep street signs in place

### AREAS IN NEED OF CHANGE

1. Areas of drug activity
2. Dilapidated structures
3. Abandoned commercial/industrial sites

### TABLE 7

- Barry Goodman, Neighborhood Services
- Cheryl Helmers
- Tsehaynesh Abebe
- Sana Abebe
- G.C. Green
- Renee Curson
- Larry Herzog, Crystal Distribution
- Margaret Helmers
- Thomas Jennings
- Mary Charles

### IDEAL NEIGHBORHOOD

1. Fewer people running around at night/quality of life
2. Refurbished housing
3. Safety
4. Clean streets/neighborhood
5. Safe and lighted streets, quiet (enforcement of noise ordinance)
6. Some type of activity center including businesses, markets, stores
7. Activities for everyone
8. Park
9. Reforestation along the river
10. Access to river
11. Money for housing
12. Funneling of money back to neighborhood
13. A clean railroad area
14. City to finish Sycamore Street construction (clean up construction debris, sidewalks, seeding)
15. Drug-free area - police curtail drugs

### WHAT ACTIVITIES WOULD YOU LIKE TO DO?

1. Lafayette Park
2. Church activities open to everyone
3. Demolish Rath building
4. Install park for leisure activities (soccer)
5. Encourage commercial development on both sides
6. Some type of path to ride bikes, skateboard, and walk

### TABLE 8

- Elizabeth Diestler
- O.B. Vaverka
- Juanita Vaverka
- JR Green
- Woodrow Smith
- Lynette Martin
- Susan Potwin
- David Goodson
- James Smith

## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

### IDEAL NEIGHBORHOOD

1. Reduce eyesores
2. Restoration of hope
3. Rental property
4. Well-kept houses
5. Pride
6. Maintained railroads
7. Schools
8. Economic development
9. Access to facilities
10. Grocery store
11. No drugs
12. Well-maintained park in the neighborhood
13. Money for parks
14. Mixed age groups
15. No public dumping
16. No dead animals
17. New streets
18. Improved Sycamore Street
19. Small business development
20. Recreational center for everyone
21. Security and protection
22. Clean
23. More input from the neighborhood

### WHAT ACTIVITIES DO YOU DO?

1. Youth gathering/children in the streets
2. Walking
3. Ball games
4. Block parties
5. Mowing grass
6. Painting house
7. Playing baseball

### WHAT ACTIVITIES WOULD YOU LIKE TO DO?

1. Laundry
2. Pharmacy
3. Grocery
4. Chiropractor
5. Ball park
6. Block the railroad
7. Safe recreation for kids and adults
8. Clean and safe
9. Supervise the kids
10. Police protection
11. Shopping and business plaza

### AREAS IN NEED OF CHANGE

1. Residences
2. Traffic on Independence and North
3. Recreational areas

## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

### TABLE 9

- Missing sign-in sheet

### IDEAL NEIGHBORHOOD

1. Open spaces/public greenspace
2. Strong knit community with self-initiative
3. Age diversity
4. Improved home exteriors
5. Diverse housing stock
6. Clean/maintained streets
7. Local retail providing daily necessities
8. Promote change and bring diversity
9. Subsidized senior housing

### EXERCISE III: HOW CAN WE MAKE CHANGE HAPPEN?

This exercise allowed forum participants to choose the topic that most interested them (including: Community Institutions, Recreation, Transportation, Culture, Housing, Streetscape/Design, Economic Development). The respective groups determined which tasks are required, who are the players, and what they could do to make change occur.

### COMMUNITY INSTITUTIONS

#### What needs to happen?

- Both high schools should be technical
- An elementary school in the area
- Recreation center

#### Task

- Solicit support of industries to partner on improving the education students have coming out of high school

#### Players

- Industry leaders (CEOs)
- School boards/superintendent
- Neighborhood residents throughout the entire community
- Students
- City
- Neighborhood associations
- Federal funding agencies

#### What can we do?

- Solicit support of industries for change to get a better student coming out of high school

### RECREATION

#### What needs to happen?

- Recreation center
- City neighborhood associations
- Federal funding sources

## **RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS**

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### **Tasks**

- Crystal Ice-soccer field  
-Involve other major players
- Talk to Park Commission to develop plans  
-Skate park/rollerblades  
-Par 3 golf course

### **Players**

- Crystal Ice
- City/County
- Park Commission
- Members of the community

### **What can we do?**

- Get kids input on design of new parks, etc.
- Take the necessary measures to secure/protect facilities
- Fundraisers
- Maintenance and upkeep of park and recreation areas
- Decide where to put new recreation/parks

### **TRANSPORTATION**

#### **What needs to happen?**

- Develop bicycle paths
- Move goods, services, and people

#### **Problems**

- Bus system-too much time between pickups, lack interior routes
- No traffic-calming measures (i.e. tracks on Franklin)
- From four to three lanes on Lafayette Street plus turn lane
- New bridge on 18<sup>th</sup> Street
- Martin Luther King Drive traffic not impeded by train
- Sidewalks needed on Glenwood and Linden to Martin Luther King Drive
- One-way streets on Lafayette and Sycamore

#### **Players**

- City of Waterloo Planning and Zoning Department - Don Temeyer
- City of Waterloo Planning and Zoning Department - Terry Malone
- City of Waterloo Planning and Zoning Department - Noel Anderson
- Iowa Northland Regional Council of Governments
- Residents
- Metro - Walt Stephenson
- City of Waterloo Council members
- Sandie G. (traffic)

## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

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- City of Waterloo Planning and Zoning Department
- Iowa Department of Transportation (IDOT)
- State representatives
- Metro planning organizations
- Federal transportation agencies
- City of Waterloo Engineering Department - Eric Thorson

### **CULTURE**

#### **What needs to happen?**

- Assimilate newcomers to the neighborhood
  - Overcome language barriers
  - Cultural relativism (understand other cultures)
- Establish that culture and language can be positive
- Promote diversity as an opportunity to learn about others and self
- Use food and music (material and non-material cultures)

#### **Players**

- Parents
- Schools
- Faith communities
- Social services
- Activity centers-extended family member involvement
- Associations (neighborhood associations)

#### **Tasks**

- Outreach-get out of the house
- Hold arts events (abstract art, art in the park, sculptures), rituals, and celebrations
- Enrich environment
- Create botanical centers (science/art, community gardens)

### **HOUSING**

#### **Tasks**

- Identify loan and grant programs available to homeowners (owner-occupied)
- Hold landowners and landlords accountable for upkeep and appearance of property (particularly absentee landlords)
- Enhance code enforcement
- Increase education and direction of citizens in reporting issues

#### **Players**

- Businesses
- City and county officials and staff
- Homeowners

## RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

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- Landlords
- Nonprofit services
- Financial institutions
- Federal and state government
- Tenants
- Investors

### **What can we do?**

- Build stronger neighborhood organizations
- Encourage good relationships with city and county officials
- Educate to encourage pride, respect, and basic courtesy: "It starts in your own backyard"
- Teach by example
- Participate regularly and stay informed
- Keep open communication with our neighbors

### **ECONOMIC DEVELOPMENT**

#### **Tasks**

- Attract businesses back to the area (i.e., hardware store)
- Make area presentable to potential businesses
- Improve quality of streets (i.e., improve sewer system)
- Secure funding (public and private)

#### **Players**

- City planners
- People who decide what roads get fixed
- City Council
- Neighborhood residents
- Iowa Department of Economic Development
- Small business development center

#### **What you can do?**

- Beautify storefronts and your house
- Lobby the city to establish consistent zoning
- Make Planning and Zoning officials accountable

### **STREETSCAPE/DESIGN**

#### **What needs to happen?**

- Address front yard parking
- More shade and decorative trees
- Develop flower gardens
- Restore porches

### RATH AREA NEIGHBORHOOD COMMUNITY FORUM RESULTS

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- Regulate storage out front
- House numbers should be on curb and house
- Repair curb and gutter
- Provide alternate parking
- Trash receptacle readily available

#### Tasks

- Lobby City Council and police
- Obtain grants from others
- Plant flowers and encourage others to plant
- Encourage research
- Encourage volunteering
- Encourage children
- Fix curbs
- Make garbage cans available

#### Players

- City Council
- Police
- Code enforcement
- People with front yard parking
- Neighborhood utility company
- Property owners
- Community foundations
- Street department
- Forestry Green Street
- City
- CDBG
- Neighborhood groups (Green Scene)
- Historic Preservation
- Emergency personnel