

FUTURE osceola

An aerial rendering of a city center, likely Osceola, Florida. The image shows a mix of modern and traditional architecture, including a prominent white water tower, several multi-story buildings, and a large green park area in the foreground. The scene is set against a backdrop of residential neighborhoods and lush greenery.

COMPREHENSIVE PLAN
2025-2045



Foreword

This comprehensive plan, Future Osceola 2025-2045, provides a vision and a road map for the next two decades of growth and development in the City of Osceola. However, many of the future forecasts related to population trends and growth in residential, commercial, and industrial development remain subject to the development of additional raw water inventory in south-central Iowa. The City of Osceola remains committed to its current role as a member of the Clarke County Reservoir Commission and the long-term goal of delivering a new drinking water supply reservoir to Clarke County. Additionally, the City of Osceola remains invested in supporting and exploring the delivery of short- and medium-term alternatives to alleviate the current pressure on existing drinking water supplies. While the work of the Clarke County Reservoir Commission is not specifically incorporated into the Future Osceola 2025-2045 planning document, the goal of delivering additional drinking water supply to south-central Iowa remains a top priority of the City of Osceola.

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West Des Moines

A photograph of a two-story house with light-colored siding and a gabled roof. The house has a front porch with a white railing and a set of concrete steps. To the left of the house, there is a tall white flagpole with an American flag flying. The house is surrounded by green trees and a well-maintained lawn. A large, semi-transparent white number '01' is overlaid on the house. At the bottom of the image, there is a green banner with the word 'INTRODUCTION' in white capital letters.

01

INTRODUCTION

VISION

**OSCEOLA
STRIVES TO
GROW ITS
POPULATION,
REVITALIZE ITS
DOWNTOWN,
EXPAND ITS
ECONOMY, AND
CONNECT ITS
PARKS.**



About the Plan

Future Osceola provides a road map for the next 10-20 years. The Plan's vision for the future was designed in partnership with residents of the community sharing their aspirations for the City's future.

The City of Osceola is experiencing a water crisis during the development of this plan. It is understood that this water crisis is resolved as a priority for the successful implementation and integration of this plan.

The City of Osceola completed its last comprehensive plan in 2011. Since then, Osceola, and the world, have changed in many ways. Future Osceola seeks to build upon the success of the previous plan, while meeting new realities and opportunities with innovative and common sense solutions.

What's a comprehensive plan?

A Comprehensive Plan is an important tool that provides guidance to community leaders and decision-makers for sound and efficient community growth patterns based on the vision of the community.

Future Osceola is not a static document but lives through constantly changing conditions and input that drives decision making. Informed plan making, data gathering, and analysis techniques provide a basis for the community to establish key principles or goals within the plan.

Osceola's Comprehensive Plan evaluates prior goals, current data, and projected conditions to provide recommendations when making decisions for the City of Osceola. Land use, community feedback, and policy are often cornerstones for the growth and development of any community. Strong infrastructure, attractive amenities, and quality affordable housing are common key aspects for attracting and retaining residents.

Why plan?

When cities have roads to fix, parks to maintain, and traffic to keep moving, why take the time to plan?

- Comprehensive Plans are required by Iowa code Chapter 414 if municipalities want to regulate land use and development. A comprehensive plan helps guide future development and land use decisions to ensure non-arbitrary decisions and continuity as city officials and staff change over time.
- Plans allow a community to step back and observe where they have come and where they want to go. The planning process fosters discussions about larger ideals and for proposing meaningful actionable steps to reach those ideas.
- Many competing interest within a community. Comprehensive planning allows for some balancing of these interests and resources.

Notable Past Planning Efforts

2025 COMPREHENSIVE PLAN

The previous comprehensive plan provides a historical context for planning efforts and strategies. Evaluation of this plan highlights areas for improvement in strategy building and implementation. When a community has formulated goals and strategies, it is possible to visualize progress. The 2025 Comprehensive Plan prioritized the following topics based on survey results -

- Economic Development
- Public Infrastructure
- Land Use

Specific strategies for addressing these topics were provided and have been evaluated based on overall relevancy to the current plan. Along with determining key aspects from recent community input, several of these prior goals for growth have been expanded upon and integrated in the plan for 2045.

OSCEOLA COMMERCIAL HISTORIC DISTRICT

Historic buildings are entwined throughout the community. This 2021 plan looks to preserve and restore buildings in the downtown area. Design guidelines for architectural features are given in this referenced document.

INTERSTATE-35 CORRIDOR STUDY

The I-35 Corridor Study provides specific section details that illustrate land use concepts with the intent to connect and enliven Osceola. This plans reference streetscape improvements and housing floor plans for multifamily living units. Among efforts to improve the quality of life for residents include goals specific to:

- Casino Employee Housing
- Interstate Warehouse Concepts
- Gateway Bridge
- Creation of a “Hub”
- A variety of residential housing plans
- Interchange Improvements

OSCEOLA RECREATION CENTER

The plan for the Osceola Recreation Center provides a cost estimate for the new construction of a recreational facility.

Although the recreational center has not been completed, this effort shows value in offering this amenity to current and future residents and that additional planning efforts are needed.

Public Input

Understanding the community's ideas and concerns helps create a vision for the future. The public engagement process included three key milestones - beginning, middle, and end.

The Plan launched in Fall 2022 and was completed in Winter 2023. Initial meetings helped the project team understand the program for designing future initiatives. Meetings in the middle of the process helped the team understand the public's reaction to emerging ideas for an enhanced mobility network, places for growth and reinvestment, and parks and recreation. As a capstone to the process, the plan was presented at a Final Open House.

Resident involvement is the cornerstone of Future Osceola. A successful plan is created not only by the public officials, but by the entire community who will help draft ideas and want to see this plan followed and maintained. The Osceola community plays an important role in the comprehensive plan. Through various community engagement methods, residents, business owners, employees, and students shared their insights, lived experiences, and dreams for the future of their community.

ADVISORY COMMITTEE

A group of stakeholders met at key milestones to provide direction and review materials as they were produced for the plan.

INTERACTIVE MAPPING

A project website provided information about the plan and was readily available for the public at any time. The website an interactive map for users to drop pins and annotate with their concerns and ideas.

DESIGN WORKSHOP

The Design Workshop focused on designing a development concept, complete with a future mobility network, land uses, and parks and open spaces. Participants were able to interact with planners, asking questions and commenting on emerging ideas.

COMMUNITY OPEN HOUSE

An Open House was held at the end of the process, providing the community an opportunity to offer final feedback before the draft of this plan was released.



Vision and Principles

**OSCEOLA
STRIVES TO
GROW ITS
POPULATION,
REVITALIZE ITS
DOWNTOWN,
EXPAND ITS
ECONOMY, AND
CONNECT ITS
PARKS.**



The principles in this plan guides the City of Osceola's vision and can be achieved by balancing resources - time and funding. This plan serves as a guide for decision-makers and many of the actions in this plan overlap, particularly for initiatives for connecting the city with new streets. These should be prioritized.



ENSURE CONTINUITY FOR A COMPLETE TRANSPORTATION NETWORK

Osceola has convenient access to Interstate 35 and is located at the crossroads of Highways 34 and 69. Like many communities, Osceola has a traditional street grid system that offers options to move around town, creating a solid foundation for becoming a more walkable community. The Interstate interchanges at Highway 34 and County H33 (Clay Street) broaden regional access and opportunities to attract visitors and commerce.



IMPROVE HOUSING OPTIONS

Osceola's housing stock is majority single family structures. For any community, aging homes are some of the most affordable options and if routine maintenance and repair are done can help keep these houses in the market. Ensuring new housing units contain a diversity of styles can help ensure various price points to help meet needs.



ESTABLISH SIGNATURE DESTINATIONS

Lakeside Hotel Casino and Revelton Distilling Company are unique destinations that pull visitors from the surrounding region, while some major retailers and restaurants attract people in and around Osceola. To attract visitors and new residents, Osceola must complete initiatives that influences people's perception of the community, including strengthening its downtown and highway corridors.



ENHANCE RECREATIONAL OPPORTUNITIES

Osceola's prime geography offers many lakes and trail systems to the region. The golf course, disc golf, and recently updated neighborhood park spaces encourage active families. There is both City and county momentum for growing the indoor recreation system to supplement the natural outdoor recreational opportunities.



02

CONDITIONS & TRENDS

Conditions and Trends

Contents

The Conditions and Trends Chapter provides an overview of the physical conditions and projections for the future. The following elements need to be considered when preparing recommendations in this plan.

- Population Trends
- Population Forecasts
- Housing Forecasts
- Workforce Characteristics
- Land Use Forecasts
- Land Context Maps
- Mobility Context Maps

POPULATION FORECASTS

**OSCEOLA
COULD
GROW TO
7,000
PEOPLE
BY 2045**

Growth is dependent on public/private partnerships for making land developable.

HOUSING FORECASTS

**OSCEOLA
WILL
NEED TO
PRODUCE
~450 UNITS
BY 2045**

Housing options to be more diverse in the future, including more multi-family and townhomes.

LAND USE FORECASTS

**OSCEOLA
NEEDS TO
PLAN 250+
ACRES TO
SUPPORT
FUTURE
HOUSING**

Land includes roads and open space. Not all land will be developed as some land owners may not want to develop.

Population Trends

Osceola’s population is growing, and employment opportunities attract many workers to the community. This growth places the city in a position to shape a bright future.

OSCEOLA IS GROWING

A GROWING POPULATION

In 2020, Osceola had a population of 5,412, representing an increase of 483 from its 2010 population of 4,929.

- Between 2010 to 2020 the population grew by 10%, representing an annual growth rate of 0.4%.
- Since 1960, Osceola’s population has become a greater percentage of Clarke County’s overall population, as seen by the black line in Figure 2.1.

RACE & ETHNICITY

Osceola has increased in diversity over the past decade. In 2020 Osceola’s population was:

1. 24.4% BI-POC (Black Indigenous Person of Color). Compared to 7.4% in 2010

AGE OF POPULATION

Population by age and sex, as seen in Figure 2.2, shows how Osceola’s population change over time and indicates potential trends moving forward.

- Higher than anticipated residents 20 to 39 years, representing an immigration of younger adults.
- Growth of children under 10 years. This relates to the growth in 20 to 39 year olds. Strengthening education and recreation

opportunities may increase the attraction and retention of families.

- Lower than anticipated residents age 50 to 64 may indicate that residents have moved away. It may also indicate limited higher-level job opportunities or a gap in diverse amenities and leisure activities.
- To retain residents over 65, it is important to have affordable, lower maintenance housing options and additional, quality healthcare services.

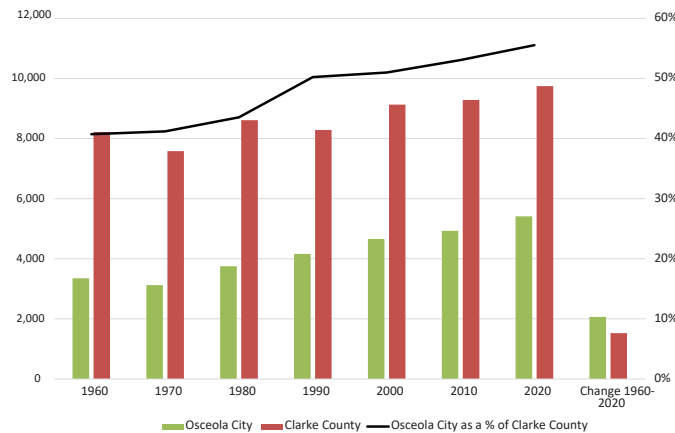


FIGURE 2.1: HISTORIC POPULATION GROWTH

| Source(s): US Census Bureau 2021 ACS 5 Year Estimates

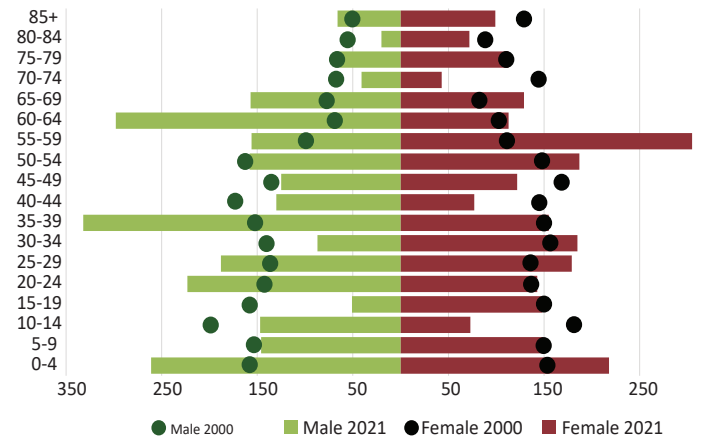


FIGURE 2.2: POPULATION BY AGE AND SEX

| Source(s): US Census Bureau 2021 ACS 5 Year Estimates

Population Forecasts

OSCEOLA REPRESENTS HALF OF THE COUNTY'S POPULATION

Osceola's population growth and employment opportunities are influenced by multiple factors from locally made decisions to the national economy and housing market; both outside of Osceola's control. Having a plan that functions through different scenarios can help Osceola respond in a way that provides the highest quality of life for residents in the current circumstance.

Planning for future land use considers three population scenarios. These

scenarios allow flexibility for leaders to make decisions based on current trends and development priorities. Osceola's future will see periods of high and low growth as conditions evolve at the local, state, and national level.

A positive outlook and momentum within the community shows potential for greater growth than typically projected. Peer city growth rates shown below in Figure 2.3 are for reference to regional

trends and potentials. Peer cities are identified based on similar community amenities, population size, and geographical location.

These scenarios are not mutually exclusive scenarios for the entire planning horizon. These projections should be continuously updated based on varying assumptions.

- 0.75% growth scenario.
- 1.1% growth scenario.
- 1.75% growth scenario.

FIGURE 2.3: PEER CITY PROJECTED GROWTH BASED ON HISTORICAL GROWTH RATE

	2000-2020 Annual % Change	2020	2025	2030	2035	2040	2045
Clarke County	0.33%	9,748	9,910	10,075	10,242	10,412	10,585
Osceola	0.75%	5,415	5,622	5,838	6,061	6,294	6,535
Knoxville	-0.09%	7,595	7,561	7,527	7,493	7,459	7,426
Glenwood	-0.27%	5,073	5,005	4,938	4,871	4,806	4,714
Winterset	0.58%	5,353	5,510	5,672	5,838	6,009	6,186

| Source(s): US Census Bureau 2021 ACS 5 Year Estimates

Population Forecasts (continued)

**OSCEOLA COULD
GROW TO 7,000+
PEOPLE BY 2045**

1.75% GROWTH SCENARIO

Osceola's population increases due to its ability to maximize planning efforts to retain and attract population at a greater rate than its historical average. An aspirational growth of 1.75% could achieve a population of 8,355 by 2045. If the City grows to ~6,400, then the City should must update this plan.

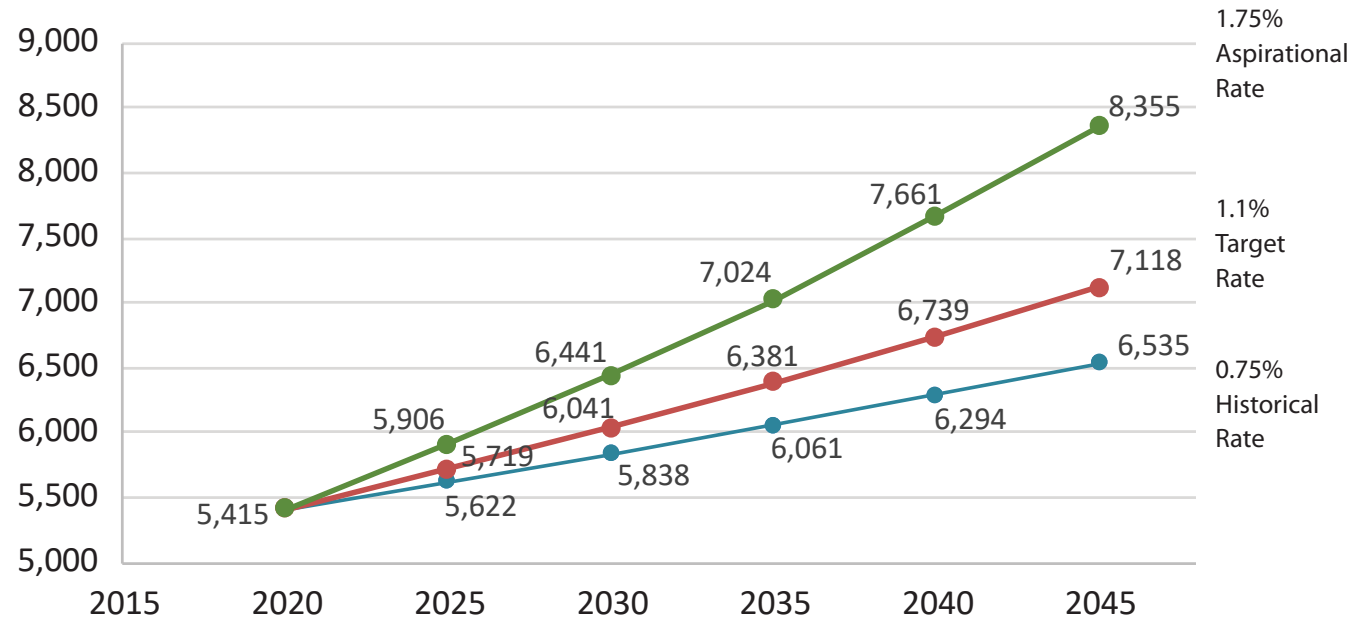
1.1% GROWTH SCENARIO

Osceola's population increases due to its planning efforts to retain population at a greater rate than its historical average. A growth of 1.1% could achieve a population of 7,118 by 2045.

0.75% GROWTH SCENARIO

Using Osceola's historical growth rate between 2000 and 2020 of 0.75%, Osceola would be projected to grow from 5,415 to 6,535 in 2045.

FIGURE 2.4: 2045 PROJECTED POPULATION: 3 SCENARIOS



| Source(s): US Census Bureau 2021 ACS 5 Year Estimates; RDG Planning & Design

Housing Forecasts

The population projection and housing demand analysis builds on the demographic and economic trends.

Several housing models were run to understand varied population growth scenarios and shown in the Housing and Neighborhood Chapter.

- 0.75% annual growth
- 1.10% annual growth
- 1.75% annual growth rate

The housing demand model suggests that the City of Osceola needs to produce 662 units by 2045 at a 1.1% targeted growth rate and even more units if the City grows at a faster rate. Housing studies should be updated every 10 years at a minimum and the forecasts are informative, not prescriptive.

The following assumptions were made in these projections:

- Vacancy rates will slightly decrease.
- Units loss, demolition or conversion.
- Alternative living arrangements will remain stable.

See Housing Chapter for more information.

OSCEOLA WILL NEED TO PRODUCE ~450 UNITS BY 2045

FIGURE 2.5: HOUSING DEMAND MODEL, 0.75% ANNUAL GROWTH RATE

	2020	2025	2030	2035	2040	2045	Total
Population at End of Period	5,415	5,621	5,835	6,057	6,288	6,527	+1,112
HH Population at End of Period	5,261	5,461	5,669	5,885	6,109	6,342	
Average People Per Household	2.46	2.46	2.45	2.45	2.45	2.45	
HH Demand at End of Period	2,139	2,225	2,314	2,402	2,494	2,588	
Projected Vacancy Rate	14%	14%	12%	9%	8%	5%	
Unit Needs at End of Period	2,487	2,567	2,650	2,734	2,817	2,906	
Annual Replacement Need (lost units)		13	10	10	10	10	53
Cumulative Need During Period		86	83	87	90	94	449
Average Annual Construction		17	18	17	18	19	18

| Source(s): US Census Bureau 2021 ACS 5 Year Estimates; RDG Planning & Design

Workforce Characteristics

A GROWING WORKFORCE

- The number of workforce employees slightly increased from 2,290 to 2,460 between 2010 to 2020.
- Manufacturing employs a quarter of Osceola’s workforce. Many of the manufacturing sites are in the city’s north and southwest corners.

- *Top Employers: Hormel Foods, Paul Muller, and Boyt Harness*
- *Hormel Foods provides employee transportation from the larger metro area*

- Educational service, and healthcare and social assistance make up the second largest employment industry at 21%.
- Retail trade is experiencing an increasing share of total employment. This could be partially attributed to an increase number of in-commuters (536 more in-commuters between 2010 and 2020) spending money within Osceola.
- Production occupations are the leading primary jobs of Osceola residents at 20.2%. Construction and Extraction occupations follow at 9.8%.



Manufacturing

558 employees
22.7% of total employment



Educational Services, health care and social assistance

462 employees
21% of total employment
– *a decrease from 19.2% in 2010*



Retail Trade

430 employees
17.5% of total employment
– *an increasing proportionate of total employment since 2010, which was 12.8%*

OSCEOLA IS EXPERIENCING A GROWING WORKFORCE

INCOME

Osceola has a lower median household income and a higher proportion of households making significantly low incomes compared to the state median.

- Osceola does have a higher percentage of households making between \$50,000 and \$74,999 range compared to the state.

Osceola has more households earning less than \$25,000 a year compared to the State.



Figure 2.6: Income Compared to Iowa

Workforce Characteristics (continued)

EDUCATION

Education is an important indicator of community vitality, civic engagement, and future economic development. Osceola has a lower percentage of residents with a high school degree than the State of Iowa or the Nation. Higher educational opportunities are limited with Osceola. The Southwestern Community College's Osceola Campus offers dual enrollment courses, ESL classes, and the High School Equivalency Test for adult learners.

The Clarke District School District has one elementary school location and a combined middle school and high school location in Osceola.

COMMUTE TIMES

Osceola is a regional economic hub. Osceola attracts workers from surrounding communities to commute in for work. Twice as many commuters commute into Osceola for work than Osceolans commute out of the city for work.

Short commute distances for most Osceolans. In 2019, 41.6% of Osceola working residents commuted less than 10 miles to work.

- 24.7% commuted between 25 and 50 miles
- 18.5% commuted more than 50 miles*

**This commuting range includes the Des Moines metro area, which is the top city Osceola residents commute out to for employment*

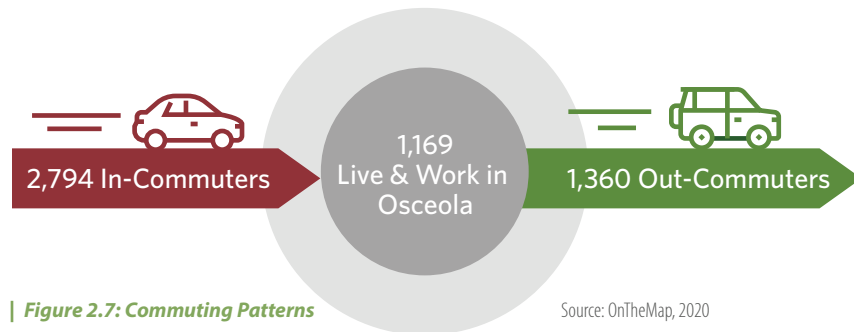
OPPORTUNITIES

Osceola has opportunities for continued economic growth by maximizing on its current position as a regional workforce hub.

Osceola has limited geographical constraints. With that, development should continue to focus on infilling existing sites along industrial and commercial corridors. Revitalizing downtown remains a priority.

Osceola should continue focusing on initiatives to improve the City's quality of life. Osceola can capture a percentage of in-commuters by providing affordable housing and offering attractive living, working, and playing environments

Osceola needs to improve their public facilities. Improved facilities, particularly water, will enable population and economic growth. Improved educational (pre-k through 12th grade and technical education), recreational, social capital, and infrastructural facilities can attract and retain more people and employers



| Figure 2.7: Commuting Patterns

Source: OnTheMap, 2020

GROWING RETAIL

Retail trade in Osceola employs 430 regional residents. Based on the FY21 Retail Trade Analysis by Iowa State University, real total taxable sales increased by 4.1% from FY 2020.

201 Total Firms.

- Average sales per firm \$428,272
- Average sales per capita \$15,846

Customers. Estimated customers exceeds the City's population

- Pull factor ratio of 1.24
- Ranks 3rd in per capita retail sales from the 10 nearest cities

Trade Surplus. Trade surplus of \$16.8 Million

Land Use Forecasts

OVERALL DEMAND

The forecasted land needs through 2045 at 1.1% annual population growth rate, include:

- Commercial = 329 acres
- Industrial = 476 acres
- Residential = 298 acres

COMMERCIAL = 329 A

The methodology for future commercial uses considers the current ratio of existing population to existing commercial land. Applying the current ratio, 0.33, a growth of 1,703 people by 2045 results in 329 acres. For planning purposes, the demand is doubled as some land in the Future Land Use Map may not develop in the planning horizon, yet wants to be reserved for commercial use.

INDUSTRIAL = 476 A

The methodology for future industrial uses considers the current ratio of existing population to existing commercial land. Applying the current ratio, 0.48, at a growth of 1,703 people by 2045 results in 476 acres. For planning purposes, the demand is tripled as some land in the Future Land Use Map may not develop in the planning horizon, yet wants to be reserved for commercial use.

RESIDENTIAL = 298 A

The methodology for future residential uses considers the results of the housing model and splits the units into various housing types. These types are measured in units per acre. For example, low-density residential includes 6 units per acre. The higher the density the more units can be served by infrastructure. At a 1.1% growth rate the results indicate:

Low-Density: Conventional Single-Family (199 acres)

- Percentage of Demand: 45%
- Units ≈ 298
- Gross Density: 3-6 units/acre

Medium-Density: Small Lot, Attached, & Townhome (77 acres)

- Percentage of Demand: 35%
- Units ≈ 232
- Gross Density: 6-12 units/acre

High-Density: Townhome & Multifamily (22 acres)

- Percentage of Demand: 20%
- Units ≈ 132
- Gross Density: 12+ units/acre

The future land use map is based on the projected population model. The growth areas are more than the projected need to allow for unexpected changes and to ensure flexibility as new circumstances occur. It should be noted that a portion of the planning area must remain undeveloped based on floodplains, steep elevations, and other natural features. Adjustments are anticipated as new scenarios arise.



FORECAST FUTURE LAND NEED THROUGH 2045
(1.1% ANTICIPATED GROWTH RATE)

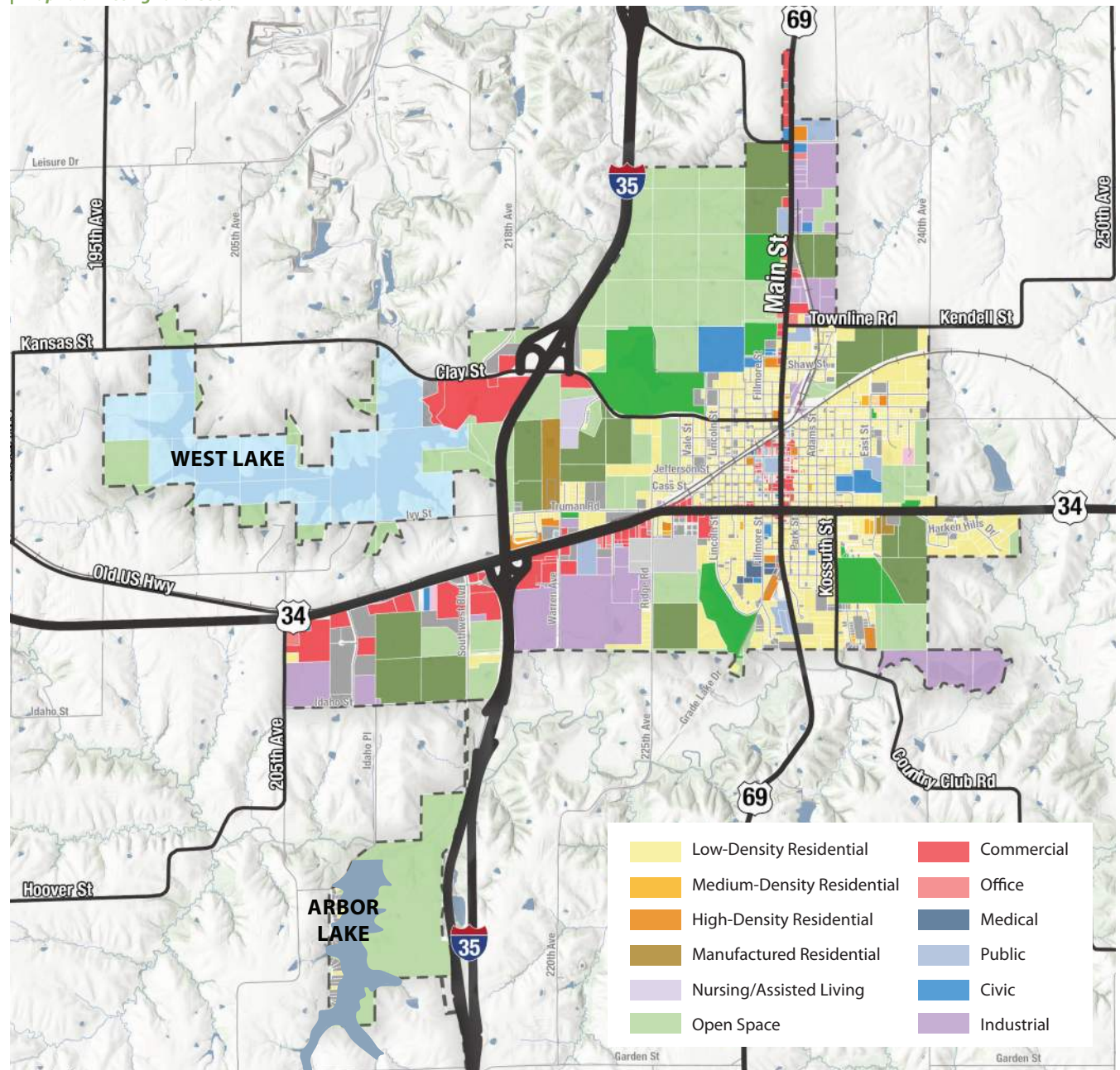
Land Context

EXISTING LAND USE

Osceola's largest developed land use category is residential.

- **Residential** uses represent nearly 32% of the city's developed area. This is normal for Midwestern cities of similar populations as Osceola. Single family residential makes up 88% of all residential land use.
- **Industrial** land makes up ~16% of land use. Smaller industrial parcels are located in the north along Main Street. The city's industrial and commercial hubs are located adjacent to the highways.
- **Commercial** land makes up ~11% of the city. Commercial areas are concentrated in downtown area and along the southwestern portion of Highway 34.
- **Parks, civic and public, and West Lake** are categorized into developed land and make up the remaining 41%. Vacant, open space, agricultural land, and right of way contribute to the remaining area in Osceola and is considered undeveloped.

Map 2.1: Existing Land Use



Source(s): City of Osceola; RDG Planning & Design

Land Context

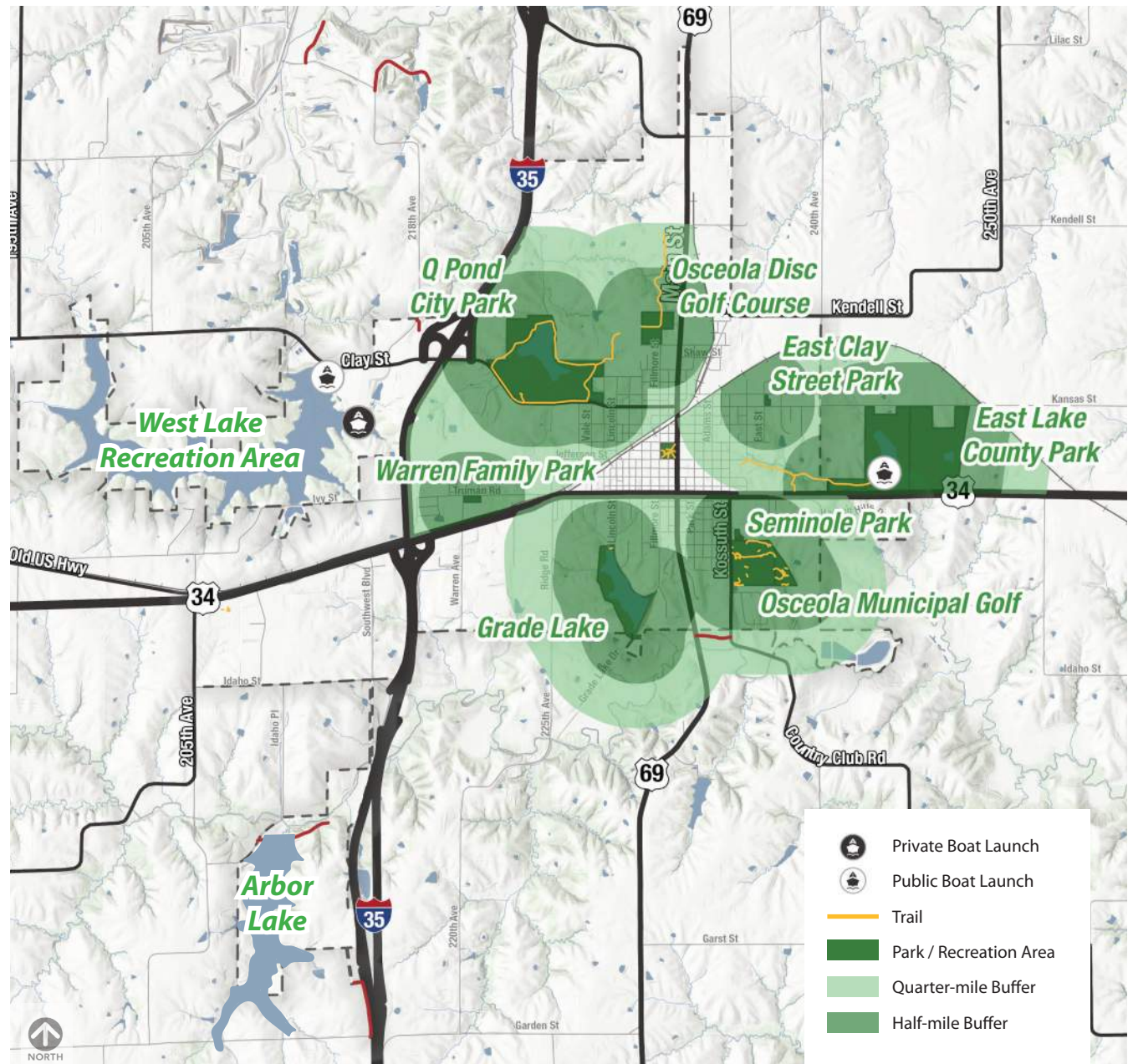
PARKS & TRAILS

Osceola's parks serve each quadrant of the community. Map 2.2 shows a quarter-mile distance, which indicates a good serviceability.

While trails exist in the community, they do not connect to each other and to the City's key destinations like downtown, casino, employment areas and key service centers.

Expanding the trails system and creating on-street connections can create a network allowing people to move around their city easier.

Map 2.2: Osceola Parks and Trails



Source(s): City of Osceola

Land Context

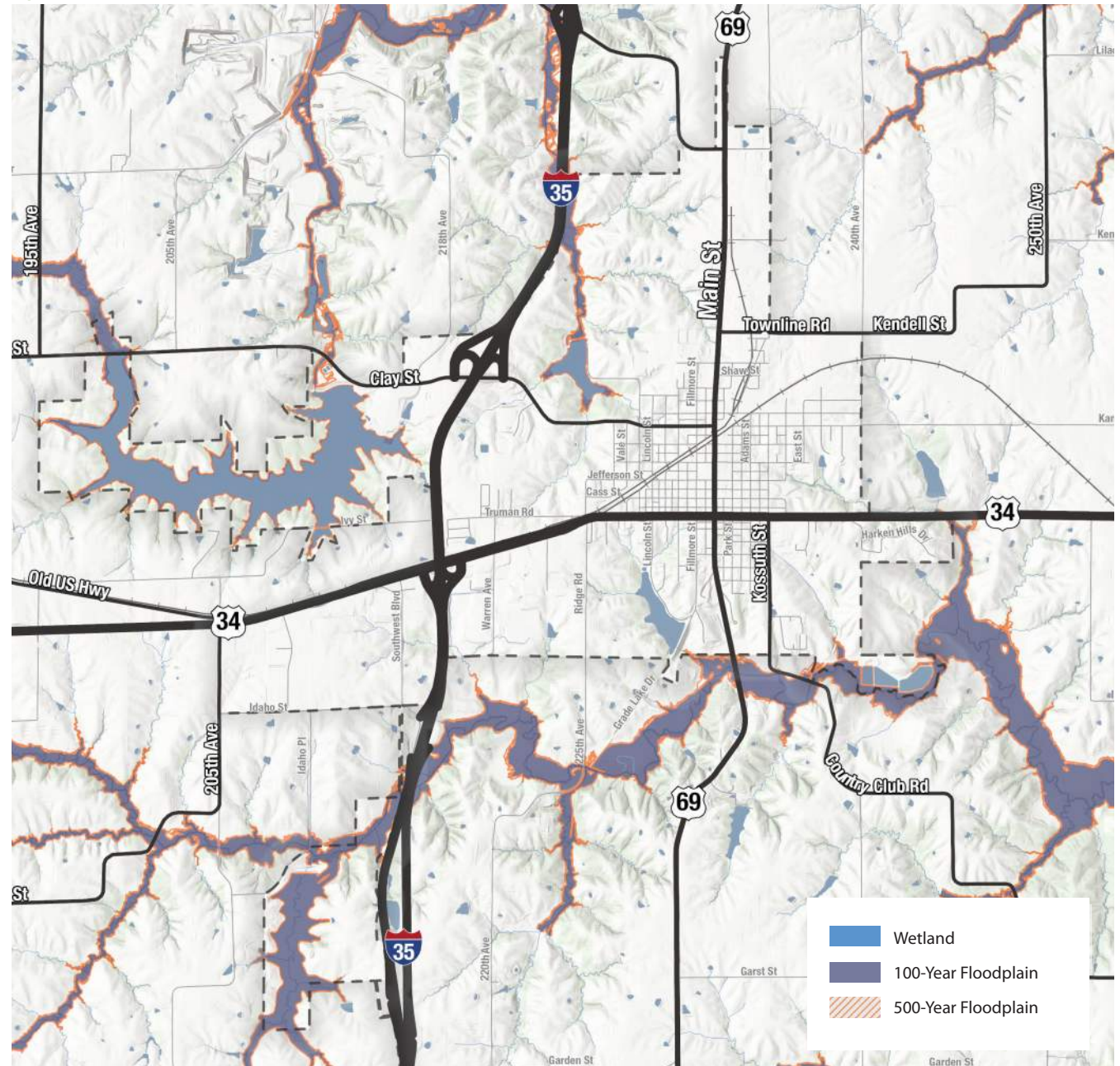
FLOOD ZONES & WETLANDS

Many of the most sensitive areas in Osceola should be preserved for their ecosystem services, biodiversity, recreational opportunities, and natural beauty.

- Floodplains along the south will limit residential growth in the future.
- Small ponds and lakes are scattered in and around Osceola. Development near and around these areas needs to be attuned to this to ensure the stability of the natural environment.



Map 2.3: Flood and Wetland Areas



Source(s): Iowa Department of Natural Resources

Land Context

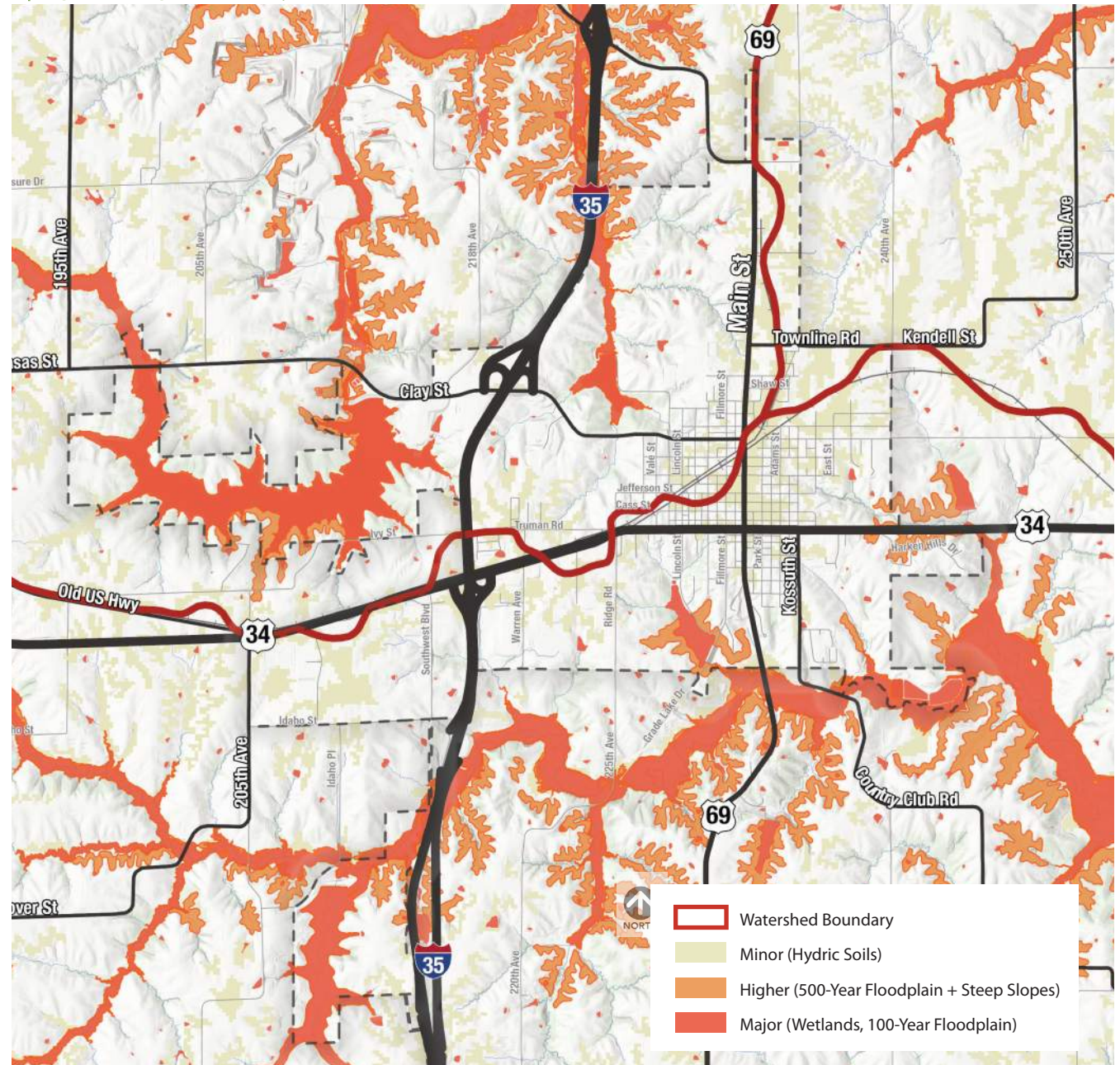
DEVELOPMENT SUITABILITY

Areas with floodplains, wetlands, and steep slopes are best left reserved for preservation, recreation, or agriculture. Wetland areas, in particular, should focus on preservation to help retain ecosystem services, promote biodiversity, and protect development.

- Suitable land is available to allow the expansion of industrial and commercial corridors along Highway 34 and Highway 69. These areas have strong transportation access to the highway and railroad allowing customer and products to move to and from Osceola.
- Most residential neighborhoods have suitable land that avoids flood plains and steep slopes to continue development.



Map 2.4: Development Suitability



Source(s): US Census Bureau 2021 ACS 5 Year Estimates

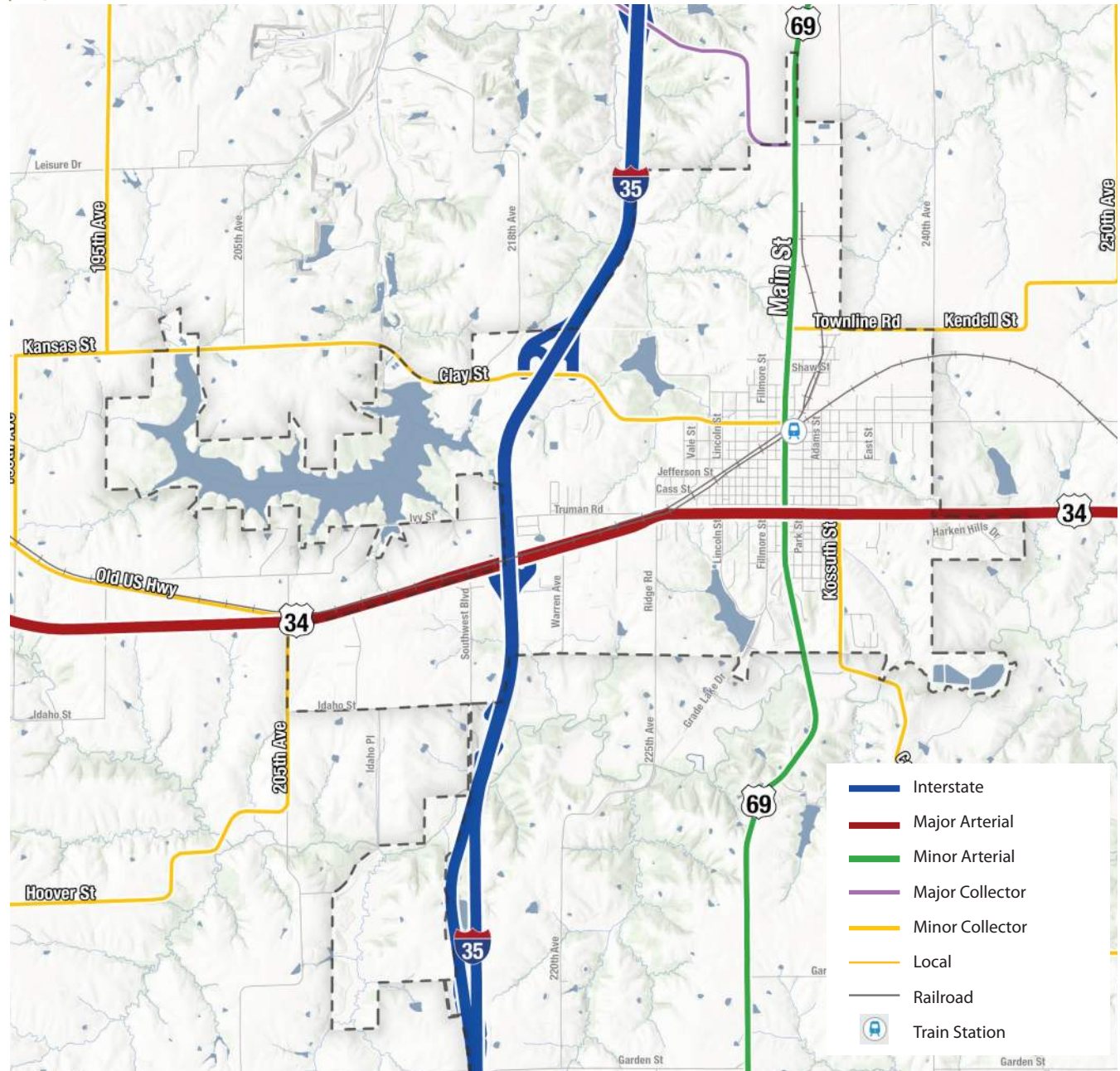
Mobility Context

STREET NETWORK

Osceola has strong regional road connections with Interstate 35, Highway 34, and Highway 69 moving through the City.

- Highway 69 is the principal north/south route, while Highway 34 is the principal west/east route. Clay Street provides a good connection to Interstate 35.
- Railroad track bisects the city, creating barriers between neighborhoods and limited options for roads to cross.
- Osceola has a strong neighborhood grid system, yet limited routes for crosstown traffic.

Map 2.5: Street Classification



Source(s): Iowa Department of Transportation

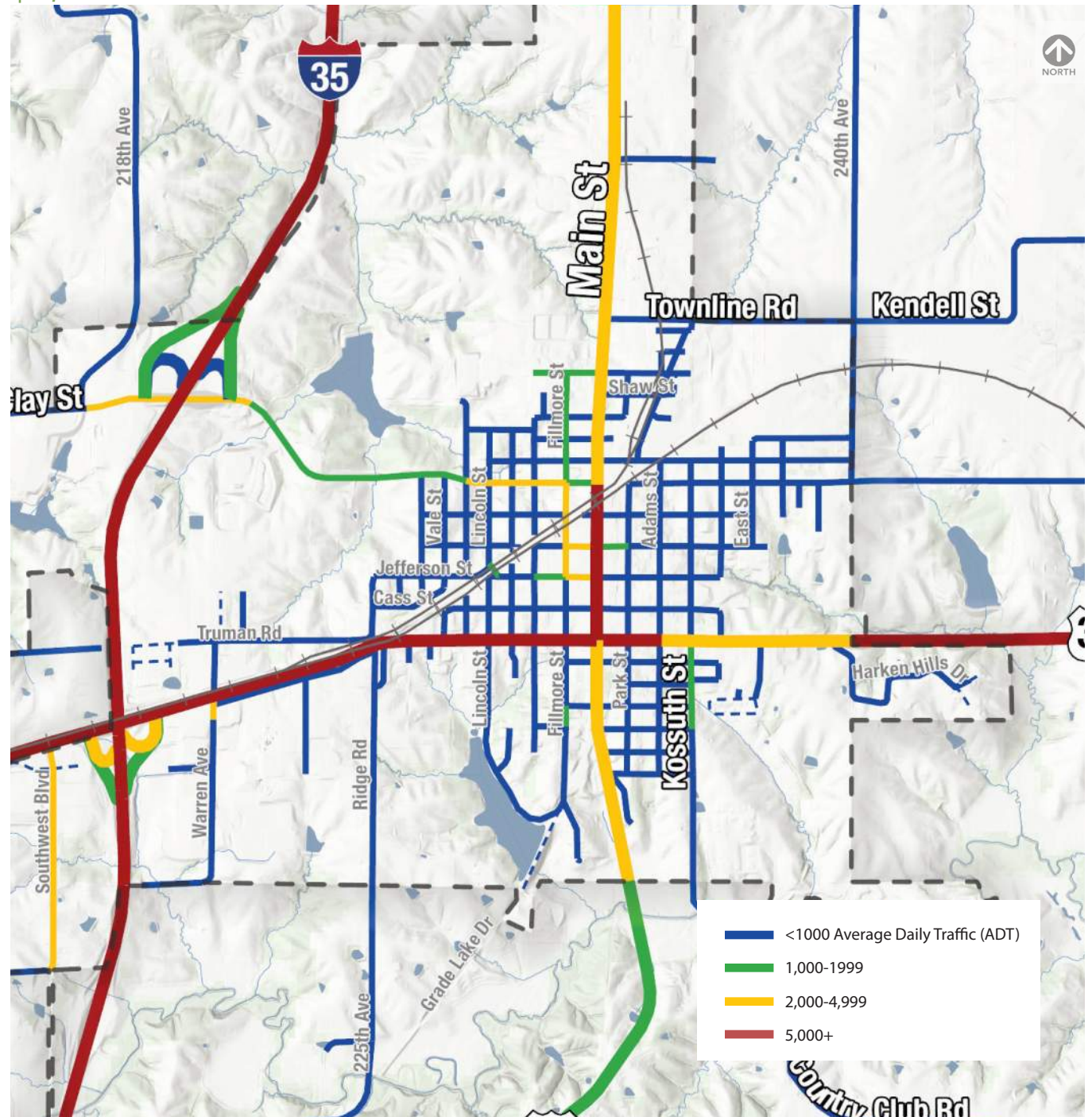
Map 2.6: Annual Traffic Count

Mobility Context

AVERAGE DAILY TRAFFIC

Transportation is important to allow people and goods to move throughout Osceola.

- Highway 34 carries the bulk of traffic, followed by Main Street (downtown) between Highway 34 and Clay Street.
- The crossroads of Highway 34 and Highway 69 (downtown) experiences the highest intensity of traffic, which creates some relative traffic congestion.
- The limited crosstown routes directs local traffic to the highways. As more development occurs in the future, the level of traffic will continue to increase on these roadways.



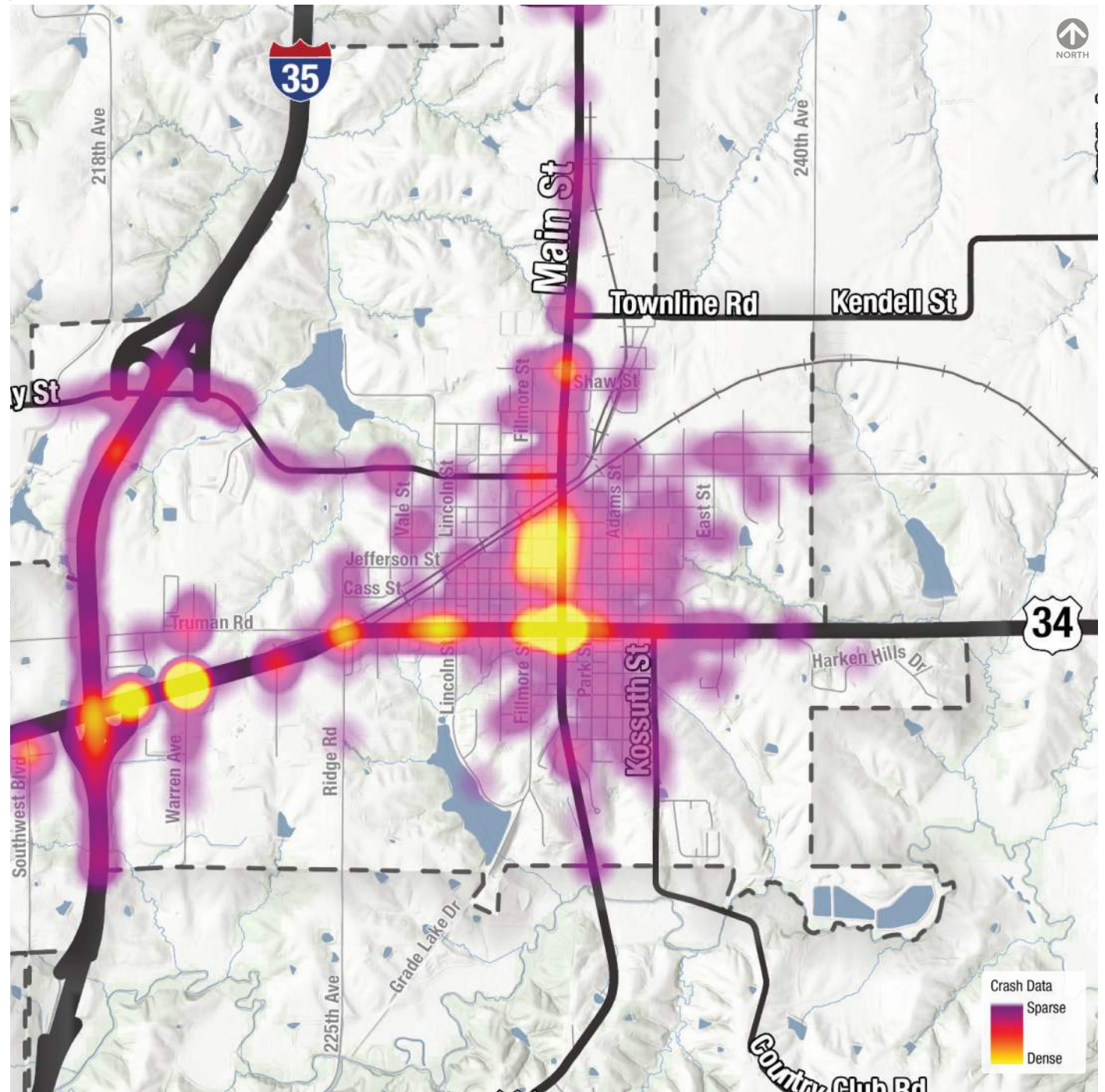
Mobility Context

VEHICLE CRASHES

Safety is important to the transportation network of a city, and Osceola has several crash hot spots within the city limits. Hot spots for crash incidents include:

- Downtown roads are a major hot spot of vehicle crashes. The street lane widths are very wide for a downtown setting, vehicle parking is allowed in the middle of three streets, and the four main intersections do not meet at right angles. This combines to create an unsafe intersections.
- Intersection of Highway 34 and Highway 69.
- Intersection of Highway 34 and Warren Avenue.
- Interstate 35 and Highway 34 east exchange.

Map 2.7: Crash Hotspots





POLICIES & STRATEGIES

Vision 2045

Contents

The future land use map is based on the projected population model. The growth areas are more than the projected need to allow for unexpected changes and to ensure flexibility as new circumstances occur. A portion of the planning area must remain undeveloped based on floodplains, steep elevations, and other natural features. Adjustments are anticipated as new scenarios arise.

This chapter combines Land Use and Transportation as these two subjects weave together when describing future growth in the community. Altogether, contents include:

- Future Land Use Policies
- Mobility Policies
- Parks and Open Spaces Policies

FUTURE LAND USE

**GUIDING
THE CITY'S
GROWTH
INTO THE
FUTURE**

RESIDENTIAL
COMMERCIAL
INDUSTRIAL

TRANSPORTATION

**CREATING
A UNIFIED
STREET
NETWORK
THAT
CONNECTS
PEOPLE TO
PLACES**

PARKS & TRAILS

**ENHANCING
THE CITY'S
EXISTING
PARKS
NEEDS AND
FUTURE
PARK
PROJECTS**

Future Land Use Policies

Future Land Use Map

The future land use map is based on population projections, economic trends, and public input. It plans for more development than projected or needed to allow for flexibility and avoid a land shortage, and provide long-term planning scenario. **The City must address its future serviceability for water and sanitary sewer for future growth.**

PROPERTY OWNERS DECIDE

The future land use map depicts new land uses for privately owned properties. The transition of these properties from their current use to the depicted use is expected to occur slowly over time in response to market demand as property owners voluntarily sell, develop, or change the use of their land.

GENERALIZED MAP

The future land use map should be interpreted generally and is not intended to be rigid like the zoning map. The boundaries between land uses on the map are “fuzzy” lines showing approximate areas of transition. Trails, collector streets, and arterial streets indicate connections that need to be made, but the exact areas will be determined by engineering studies.

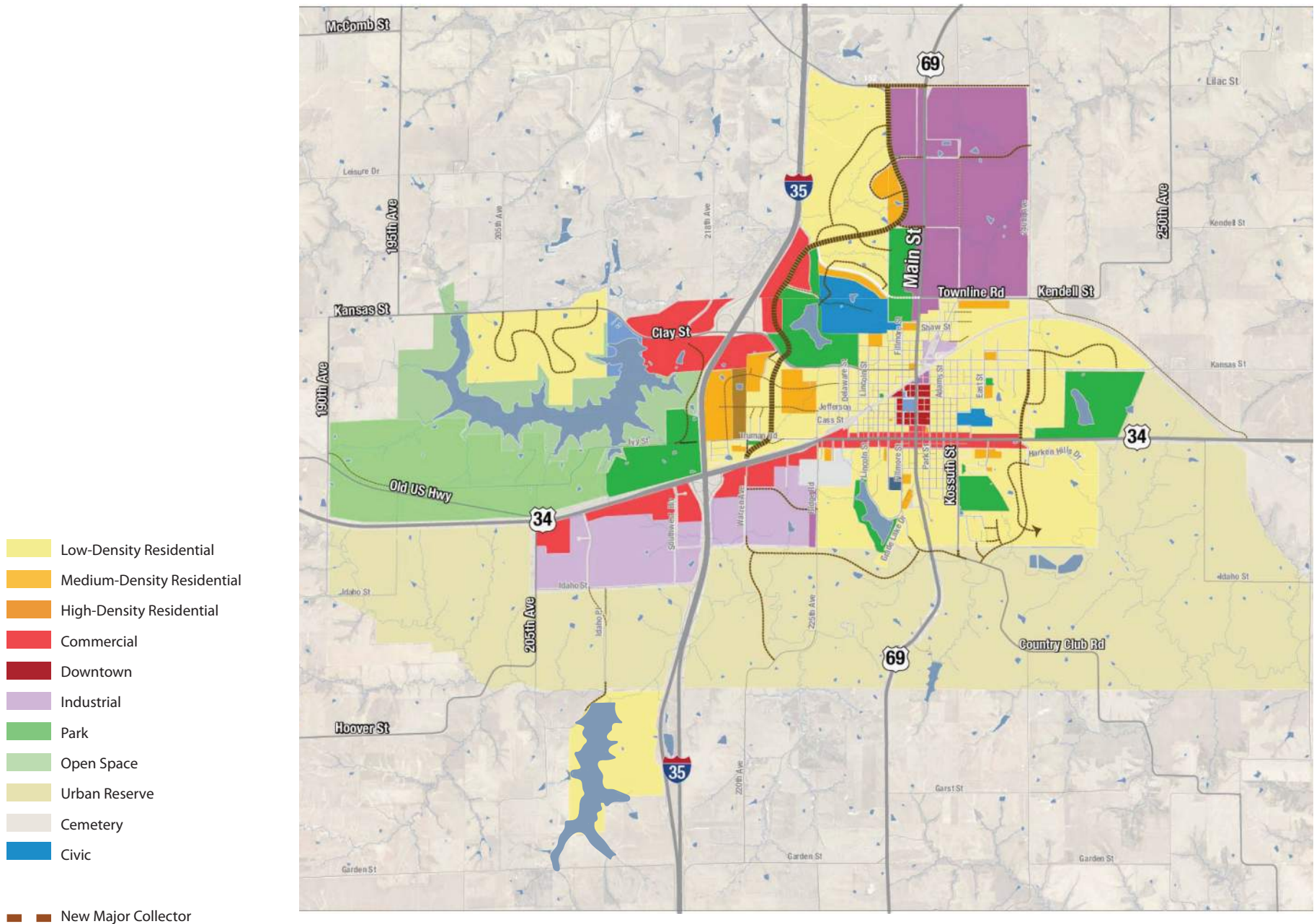
BASIS FOR LAND USE DECISIONS

The future land use map should provide the basis for decisions by the Planning and Zoning Commission, the City Council, and private developers. The map is a critical part of the approval process for development proposals and zoning request.



The following section lays out demographic changes, environmental conditions, and current land uses. The section ends going through the future land use maps and descriptions.

| Map 3.1: Future Land Use Map



| Source(s): RDG Planning & Design



(CIV) Civic and Public



(P or OS) Parks and Trails



(AG) Agricultural



(RR) Rural Residential



(C) Commercial

USES

- | | | | | |
|---|---|--|--|--|
| <ul style="list-style-type: none"> • Schools • Medical facilities • Major campuses • Cemeteries • Landfills, water plants, and major utilities | <ul style="list-style-type: none"> • to the broader area's recreational purpose • Passive recreation like trails can be permitted | <ul style="list-style-type: none"> • Farming • Agriculture | <ul style="list-style-type: none"> • Rural residences and associated uses | <ul style="list-style-type: none"> • Retail • Service-oriented commercial • Limited heavy industrial with outdoor storage • High-density residential |
|---|---|--|--|--|

FORM

- | | | | | |
|---|---|--|---|--|
| <ul style="list-style-type: none"> • Public and government facilities should have the same standards for site design and connectivity as any other private enterprise of similar intensity | <ul style="list-style-type: none"> • Traditional parks and recreation areas along with open spaces for environmental preservation • Minimal land impact | <ul style="list-style-type: none"> • No or limited city services due to its low density • Open space with environmental preservation | <ul style="list-style-type: none"> • No or limited city services available due to its low density • Rural residential development should not be planned where city services can be provided currently or in the near future | <ul style="list-style-type: none"> • Freestanding structures, attached centers, and horizontal configurations • Consider the surrounding environment, provide pedestrian walkways and connections in parking areas and between properties, and maximize positive interactions between different uses |
|---|---|--|---|--|

COMPATIBILITY

- | | | | | |
|--|---|---|--|---|
| <ul style="list-style-type: none"> • Permitted in different areas • Maintenance, operating facilities, and public works yards should be in or near industrial or undeveloped areas • General civic offices and education facilities would have fewer compatibility requirements | <ul style="list-style-type: none"> • Intense recreational use should be commercial • Development abutting floodplains should provide stormwater management practice • Park shelters, ball fields, and golf courses should be complementary | <ul style="list-style-type: none"> • Agricultural zones should not be planned in areas where city services can be provided currently or in the near future | <ul style="list-style-type: none"> • Street connections and layout should be compatible with future development and potential service expansion | <ul style="list-style-type: none"> • Located along arterial or collector streets, at higher intersections, and established commercial areas. • Should feature unobtrusive monument signs, integrate landscaping into street frontages and site designs, minimize access points from major streets, and direct traffic away from residential areas • Office |
|--|---|---|--|---|



(I) General Industrial



(LDR) Low Density Residential



(MDR) Medium-Density Residential



(HDR) High-Density Residential



(MU) Mixed Use

USES

- | | | | | |
|---|---|--|---|--|
| <ul style="list-style-type: none"> Intense uses with outdoor areas for storage, equipment and other operations | <ul style="list-style-type: none"> Civic uses are generally allowed Existing neighborhood-scale commercial uses can remain Future nonresidential uses that serve the immediate neighborhood may be allowed | <ul style="list-style-type: none"> Limited medium-scale multifamily development Civic uses generally allowed Existing neighborhood-scale commercial uses can remain Future nonresidential uses that serve the immediate neighborhood | <ul style="list-style-type: none"> Attached and small-lot detached single-family housing Civic uses are generally allowed Neighborhood services like office and commercial are allowed but limited | <ul style="list-style-type: none"> All previous uses Detached single-family is not encouraged Limited light industrial use can be permitted Emphasized parks, plazas, and quality streetscapes |
|---|---|--|---|--|

FORM

- | | | | | |
|---|--|---|--|--|
| <ul style="list-style-type: none"> Traffic routes should enhance connectivity and efficiency Higher impact industrial uses would require additional location considerations | <ul style="list-style-type: none"> Connectivity for vehicles and pedestrians Overall framework and open space create a neighborhood sense Smaller lots and attached housing should transition to other densities and uses Nonresidential uses placed along | <ul style="list-style-type: none"> Connect to commercial and civic uses while still providing a neighborhood sense Common scale across structures and maintain the identity of individual units | <ul style="list-style-type: none"> Access to major arterials and activity centers Integrated into the fabric of nearby residential areas High level of pedestrian access and connectivity | <ul style="list-style-type: none"> High density and high connectivity transportation networks |
|---|--|---|--|--|

COMPATIBILITY

- | | | | | |
|---|--|---|--|---|
| <ul style="list-style-type: none"> Lower-density residential or schools should not be located in this use Development adjacent to GI should be held to higher design standards for compatibility between uses | <ul style="list-style-type: none"> street intersections or as transition spaces for other uses Compatible with most detached single-family housing Higher density and traffic are directed to major streets and away from low density areas | <ul style="list-style-type: none"> Attached and detached single-family housing Traffic and higher intensity of uses directed to higher traffic volume routes Can start the transition into higher density or commercial uses | <ul style="list-style-type: none"> Traffic and other external effects are steered away from lower intensity uses Landscaping, buffering, and screening should be implemented to minimize adverse effects | <ul style="list-style-type: none"> Attention to traffic circulation, parking, site and building design, and on-site operations Complementary uses in one structure or a smooth transition to different land use types, both with larger structures clustered around arterials |
|---|--|---|--|---|

Growth Strategies

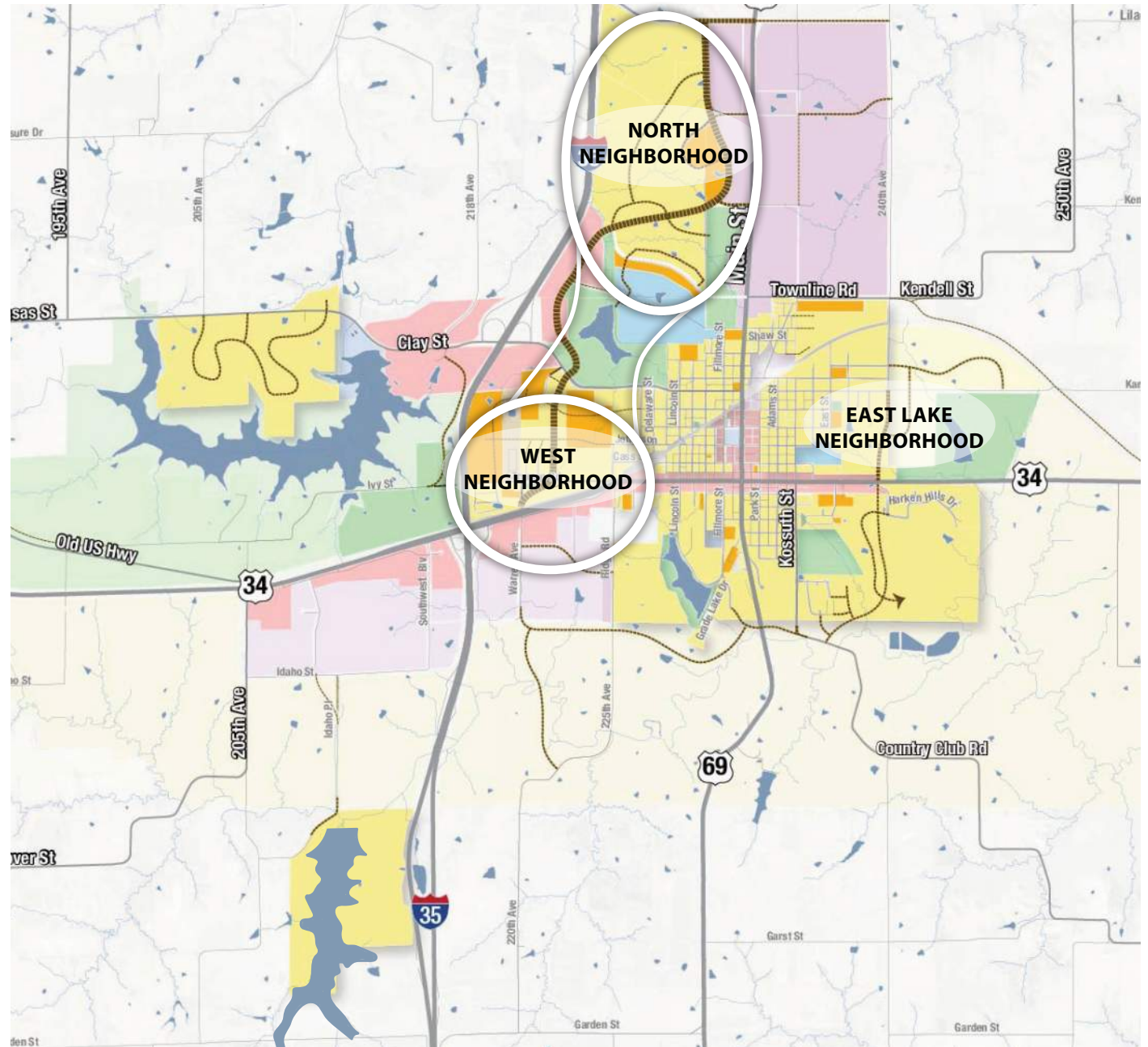
RESIDENTIAL GROWTH

The Land Use Plan identifies several growth areas for residential use in the City of Osceola. With any growth, **the City must address its future serviceability for water and sanitary sewer.**

This plan prioritizes the development of vacant lots that already exist in the community, since they are readily serviceable. Examples include Country Club Manor subdivision and open lots on E Logan Street.

While several growth areas are identified in the map, priority areas are the North and West Neighborhoods. These areas are contiguous to the City and can be serviced by the extension of Warren Street, a new major collector street, that connects the City's roads that have interchanges with Interstate 35.

| Map 3.2: Residential Growth Areas



| Source(s): RDG Planning & Design

West Osceola Neighborhood Growth

Recent subdivision development in the West Neighborhood have developed incrementally without consideration for an overall transportation network. The result is a series of subdivisions that do not conveniently tie into the City's transportation network, and create obstacles (physical barriers) that would allow convenient extensions of existing streets for logical circulation. Future development must consider establishing a street network to unify the subdivisions into a neighborhood in the future.

Land Use Concept

The area includes a mix of single-family, bi-attached and townhomes. The land south of Clay Street near Interstate 35 is reserved for commercial use. However, the demand for building higher-intensity commercial use (high visitor traffic) may be limited because of its access to arterial/collector streets.

Transportation Concept

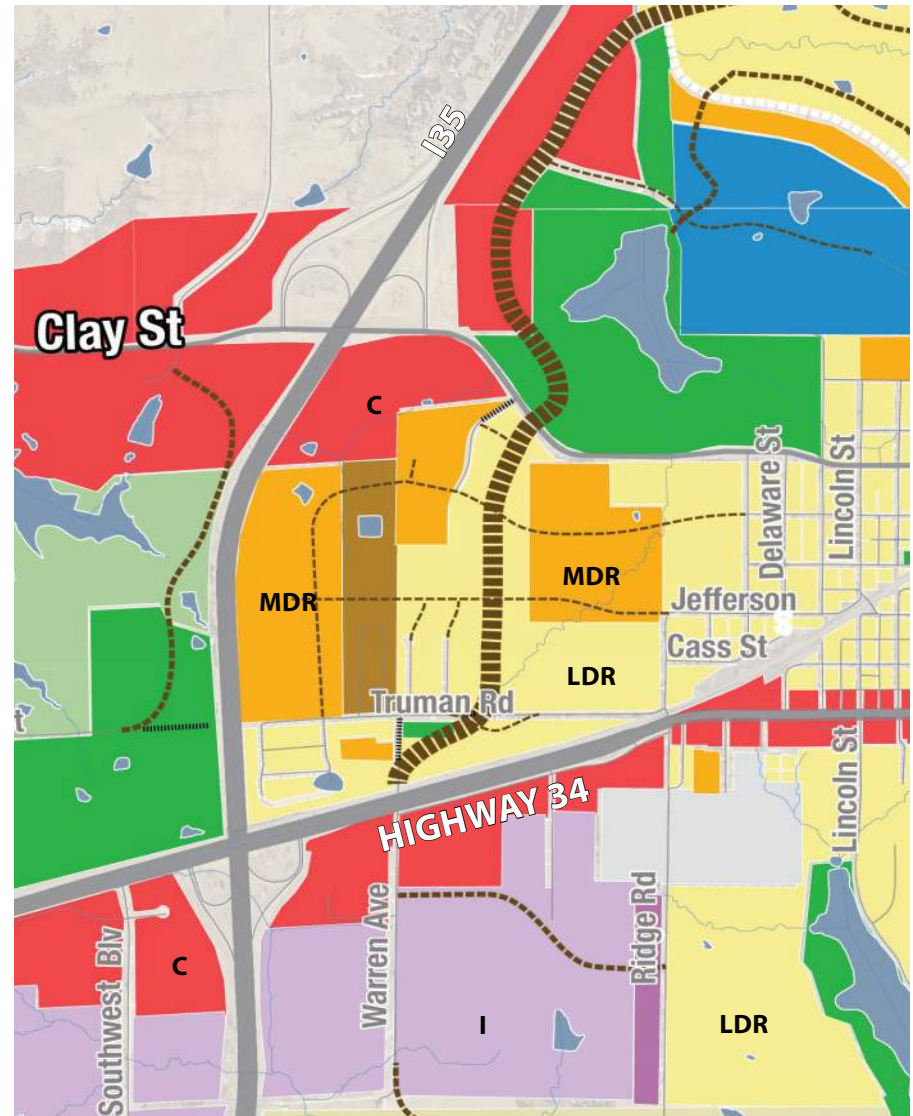
Principles for any future development of the area begin with planning a network of streets and include:

- Extension of Warren Street to become a major north/south collector street and led by the City of Osceola.
- Extending Jefferson Street and Webster Street to from existing

neighborhoods to the growth area.

- Extending Wildflower Drive into an overall neighborhood street network, perhaps looping into Webster Street.
- Connecting Warren Court and West View Drive into an overall neighborhood street network.
- NW View Drive's current access may need to intersect the new Warren Avenue extension rather than Clay Street.
- Possible realignment of Truman Road to establish a traditional intersection.

Map 3.2a: West Osceola Neighborhood Growth Area



Source(s): RDG Planning & Design

North Neighborhood Growth

The land for the North Neighborhood was annexed into the City of Osceola for future development. The concept shows Warren Avenue, extending from Highway 34 to State 152, becoming a collector street that connects individual subdivisions and manages local traffic away from Highway 69.

Land Use Concept

The land use concept shows higher-intensity uses between Highway 69 and Warren Avenue extension. West of Warren Avenue, the concept shows higher-intensity housing (multi-family and townhomes) and single-family residential.

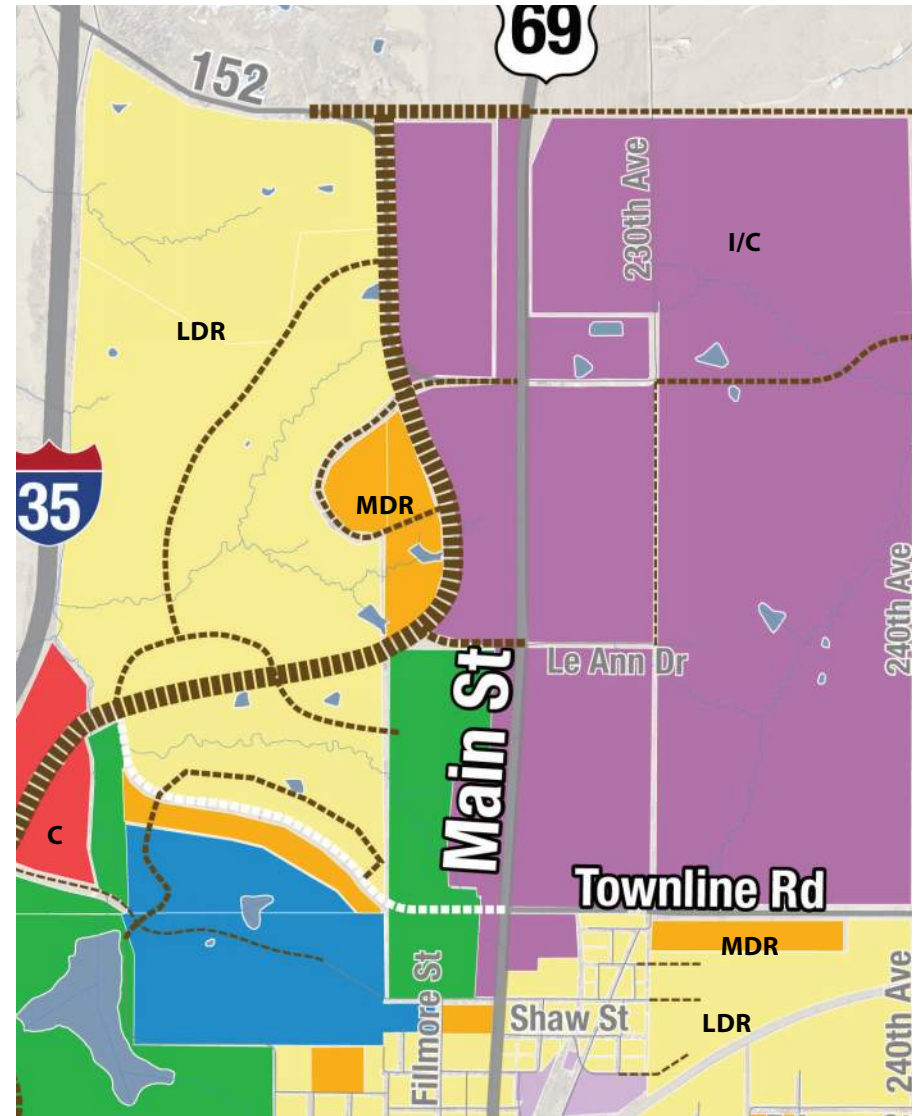
The topography and drainage of the area creates some limitations for development. Proposed projects will need to incorporate conservation development principles, which consider protecting steep slopes and drainage areas from being over developed. Smaller property sizes can be allowed to increase the number of units while preserving environmentally sensitive areas.

Transportation Concept

Principles for any future development of the area begin with planning a network of streets and include:

- Warren Avenue extension is a major north/south collector street that runs parallel between Interstate 35 and Highway 69. The roadway will need to meander to respect the topography and drainage of the area.
- Warren Avenue becomes the buffer between land uses. Establishing the street as a boulevard (landscaped median) will
- Townline Road becomes an east/west collector street and possibly signalized, if future traffic warrants.
- Leisure Drive, LeAnn Drive and Townline Road extend to the proposed Warren Avenue to provide a complete transportation network in the community.

Map 3.2b: North Neighborhood Growth Area



Source(s): RDG Planning & Design

East Lake Neighborhood Growth

The East Lake Neighborhood is outside of the City of Osceola and utilities could extend to serve the area. The area could be developed as a residential subdivision that is contiguous to existing neighborhoods.

Land Use Concept

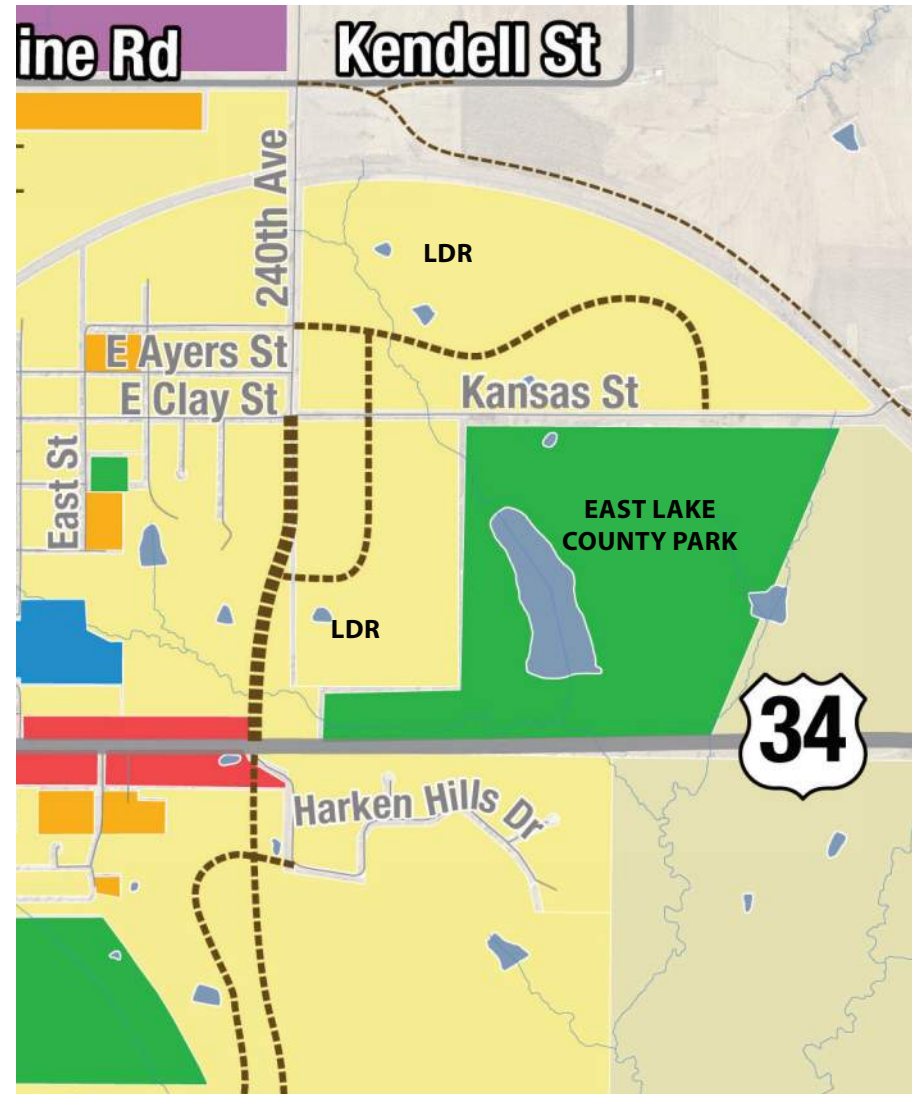
The concept shows the land north of the county's Kansas Street (Townline Road in Osceola) as future residential. This area should connect into Osceola's existing street network, possibly through an extension of Logan Street.

Transportation Concept

The concept shows 240th Street extending from Townline Road to Highway 34. This extension would provide trucks access to industrial uses to the north, diverting them away from using Highway 69.

The road extension would open vacant land for development that is otherwise inaccessible to Highway 34.

Map 3.2d: East Lake Neighborhood Growth Area



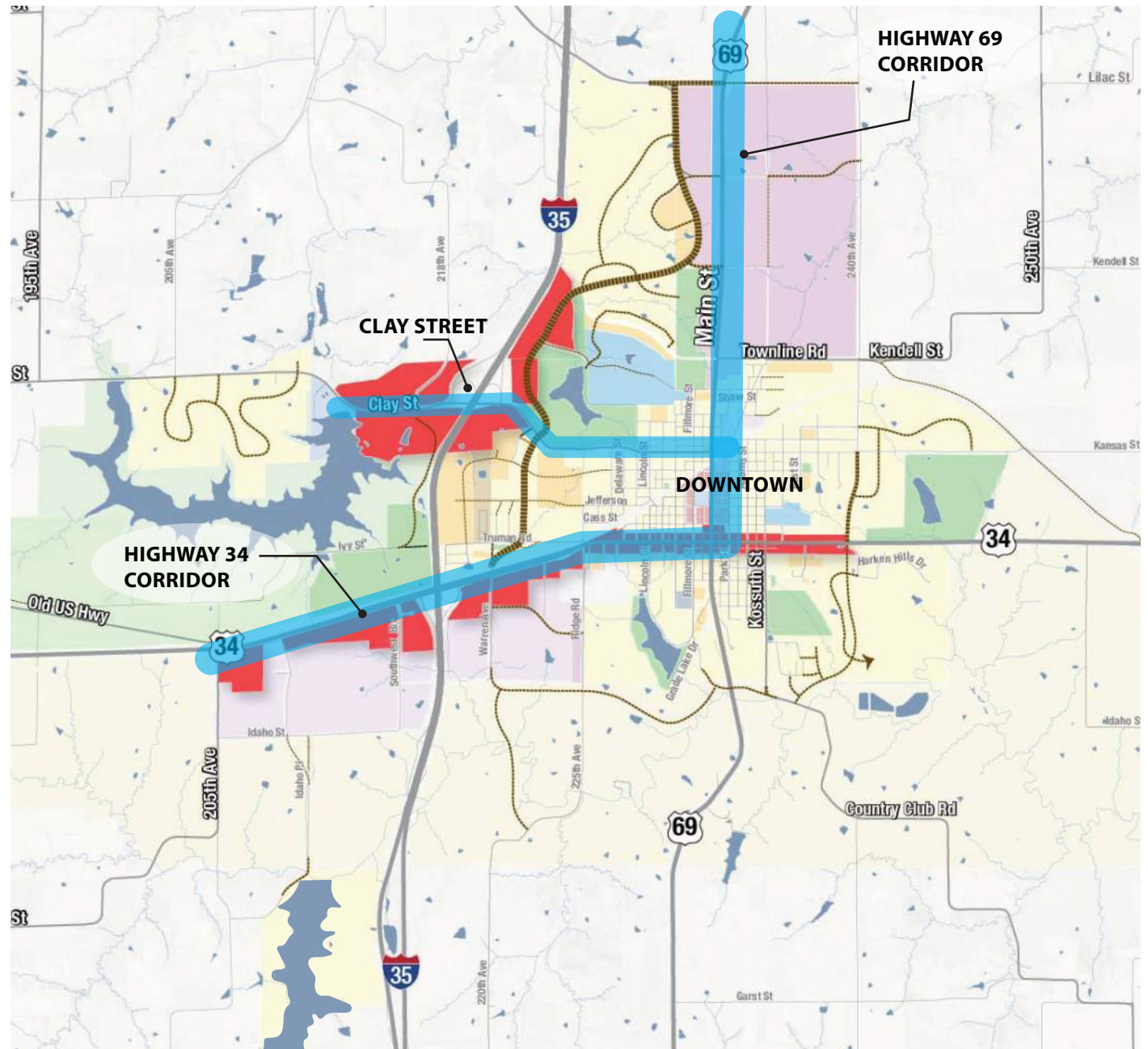
Growth Strategies

COMMERCIAL GROWTH

Map 3.3 identifies areas for future commercial development.

- 1. Downtown.** The City should continue investing into downtown as a signature destination for pedestrian-oriented businesses. Initiatives include:
 - Building a premier streetscape
 - Offering financial assistance for facade improvements
 - City taking an active role in the redevelopment on the northside of the courthouse.
 - Coordinating parking in the district.
- 2. Highway Corridors.** Commercial uses along the highways are auto-oriented with standalone businesses and dedicated parking. These corridors should continue to develop and redevelop for commercial use. Initiatives include:
 - Ensuring a complete sidewalk network with appropriate crosswalks.
 - Interconnected parking lots between developments to manage access onto the highways.

| Map 3.3: Commercial Growth Areas



| Source(s): RDG Planning & Design




Downtown Reinvestment

Downtown is the City of Osceola's signature destination. It is the geographic, civic, and commercial center for Clarke County. Updating downtown will encourage business retention and start ups to fill any current vacancies. The historic buildings provide the structure for a vibrant business environment. Business and economic development can maximize efforts for strengthening downtown through exploring partnerships, collaboration, educational and additional training opportunities.

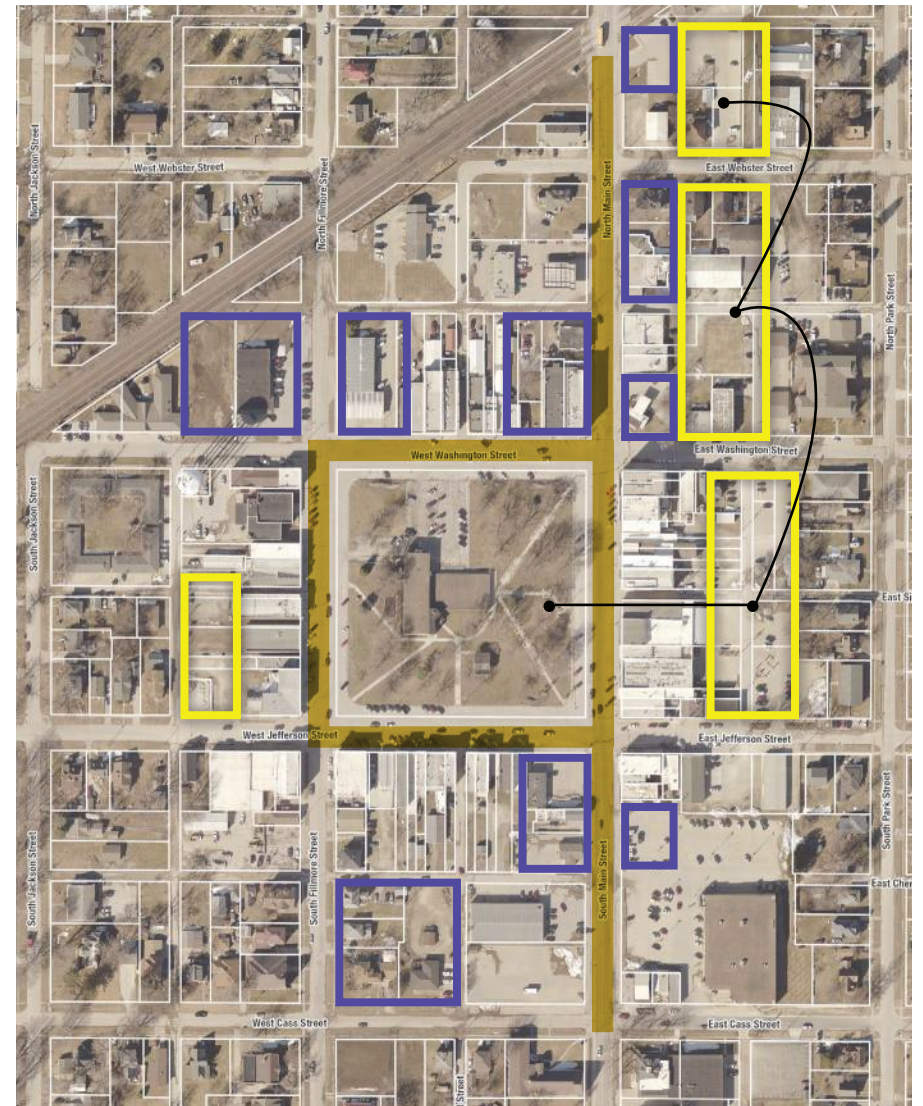
Key initiatives include:

- **Budget funds to implement the following initiatives.**
- **Downtown streetscape.** The City has a design for updating downtown's streetscape. The City should budget for its construction.
- **Shared parking.** The concept shows the property behind Main Street being assembled for a new shared parking lot. Completing the project can be a collaboration among property owners or sold to the City for implementation. A similar application was completed for Valley Junction's business district in Des Moines.

- **Infill development.** Sites shown are subject-to-change and any change on these sites are market-driven, nothing more. In the event that these sites were to redevelop, then they should include two or more stories and built to the property line.
- **Upgrade Facades and Design Guidelines.** The design guidelines, prepared in 2021, provides a foundation for retrofits to existing buildings and new construction. The document prioritizes rehabilitation over new construction.
- **Relocating County Parking.** The County's parking lot in the square can be redesigned to create a central gathering space, while screening the county's jail.

-  Infill Opportunities
-  Shared parking possibilities
-  Streetscape Improvements

Map 3.3a: Downtown Reinvestment Commercial Growth Areas



Source(s): RDG Planning & Design

Highway Corridors

Older commercial corridors cannot dwell and must adapt to consumer expectations – both for patrons and prospective businesses. Highway 34 and Highway 69 are major gateways into the community, as well as Clay Street. The appearance and function of these corridors must continue to evolve. Initiatives for these corridors include:

- Re-imagine the appearance of pathways with streetscape improvements.
- Provide incentives and/or enforce codes to stabilize and activate the foundation of private property.
- Offer adequate and safe pathways, roads and walkways.

Re-imagine pathways with streetscape improvements

- **Limit visual clutter.** Utility wires, overgrown vegetation and deteriorating conditions influence people's perspective of the community and should be resolved.
- **Updated lighting.** Activate pathways from neighborhoods through lighting improvements and enhanced sidewalks or bicycle path.
- **Well-maintained landscape.** Routine maintenance of the landscaping (turf and plantings) strengthens the image of the pathways. Adding shrubs, trees and flowers along streets add color and shade.
- **Wider sidewalks.** Assess current walkability between various locations. Walking along each sidewalk to see which services or locations are easily reached can help identify weaknesses. Widen narrow pathways that proves challenging for users and does not meet accessibility standards.
- **New wayfinding.** Design a unified wayfinding system from downtown to other services or amenities that may be accessed by traveling through neighborhoods. West Lake, Lakeside Casino, and Revelton Distilling Company's close proximity creates a synergy between these destinations. Highlighting these unique features and providing directions to them can promote Osceola as a regional attraction.
- **Introduce more public art.** Find local artists to represent Osceola.
- **Establish small gathering space.** Create quality spaces with shade, plantings, and photo opportunities - Unique spaces made for visitors and residents, such as public art plazas and gardens will enhance the image of Osceola.
- Use storm-water infrastructure as opportunities to create site features and spaces.
- Reduce high contrast facades and signage.
- Require basic maintenance of any vacant buildings and parking areas, such as managing lawn/weeds and deteriorating signs.

Provide incentives or enforce codes to stabilize and activate the foundation of private property

- Appeal to current and potential business owners through conversation and encouragement to improve the condition of their property.
- Explore educational programs to encourage residents to become local business owners.
- Identify opportunities for partnerships between private property owners and community.
- Enforce building codes if property owners do not maintain their property.

Offer adequate and safe pathways, roads and walkways

- Resurface damaged streets.
- Require shared access drives between business onto highways.
- Provide accessible and ADA compliant routes.
- City to evaluate and acquire blighted properties for demo or redevelopment.
- Ensure proper lighting, shade, seating, etc.



Highway 34 Possibilities

- Uniform corridor lighting
- Bury overhead wires
- Planting trees throughout the corridor
- Targeted landscaping near major intersections
- Wider sidewalk on southside of street
- Complete sidewalk gaps
- Consolidate access drives between businesses
- Gateway signage from east



Highway 69 Possibilities

- Upgrade intersection of Highway 34 and Highway 69
- Upgrade streetscape and crosswalks in downtown
- Uniform corridor lighting
- Planting trees throughout the corridor
- Consolidate access drives between businesses



Clay Street Possibilities

- Planting trees throughout the corridor
- Continue trail improvements between City and Casino
- Assist property owners to improve the appearance of their building and land

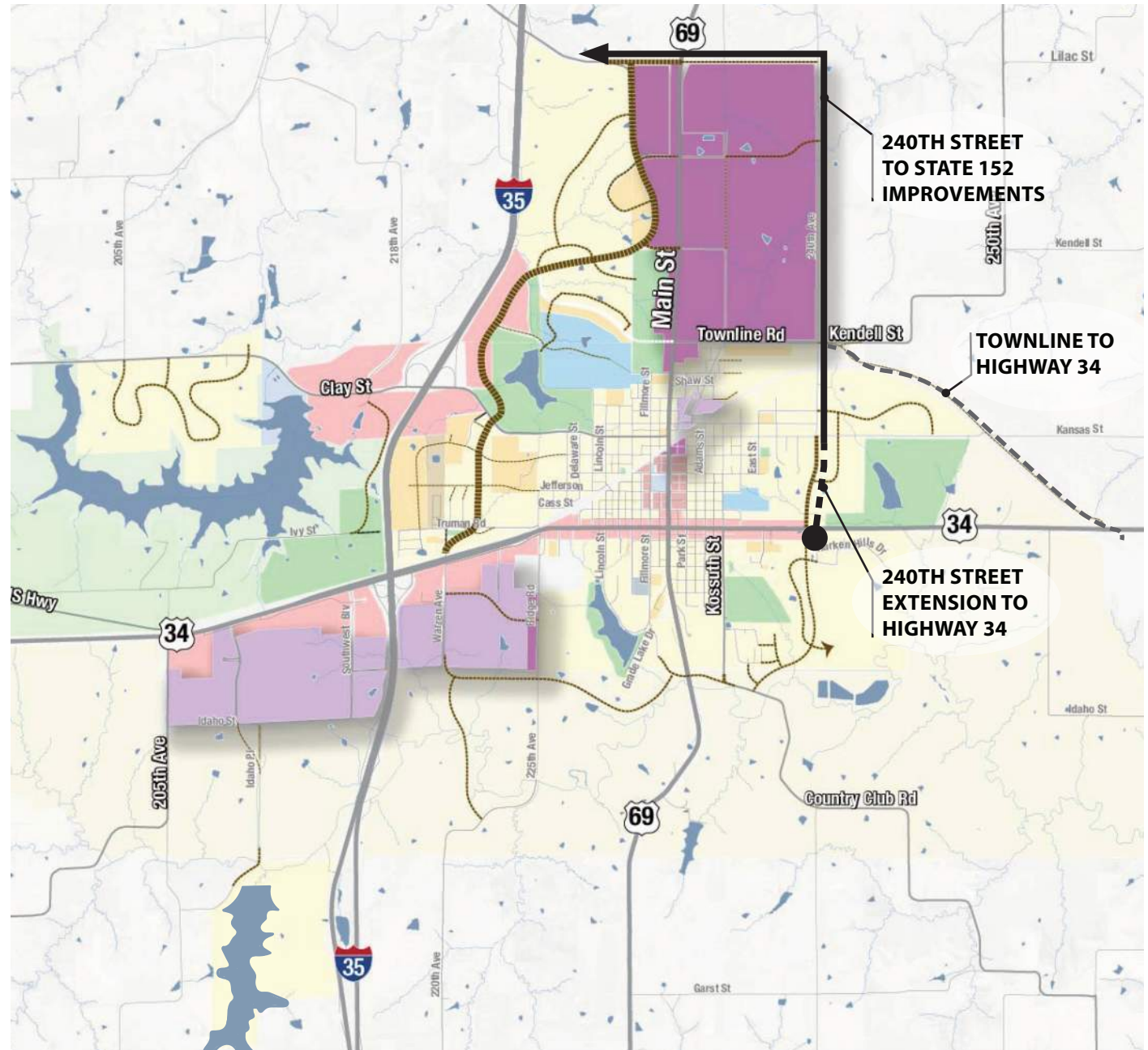
Growth Strategies

INDUSTRIAL GROWTH

Map 3.4 identifies areas for future industrial development.

1. **Northeast Area.** Targeting the placement of future industrial uses in the northeast sector of the City where uses have access to Highway 69.
2. **Highway 34 Area.** Designating industrial uses west of Interstate 35, south of Highway 34.
3. **Extend 240th Street.** Extending 240th Street to Highway 34 will relieve traffic generated by industrial uses from moving through the center of the City. Alternatively, a new road could follow the railroad tracks that connects to County H33 (Kansas Street). However, extending 240th Street provides more economic development opportunities.
4. **Realign Highway 152.** Straightening State Highway 152 to intersect with Highway 69 and eventually extending to 240th Street will keep trucks off of Highway 69.
5. **Alternative Townline Road to H33.** Possible new road following the railroad tracks, relieving rural truck traffic from Highway 34.

| Map 3.4: Industrial Growth Areas



| Source(s): RDG Planning & Design

| Map 3.5: Future Mobility Network

Growth Strategies

MOBILITY NETWORK

Map 3.5 identifies key improvements to Osceola's street network.

High Priority Projects

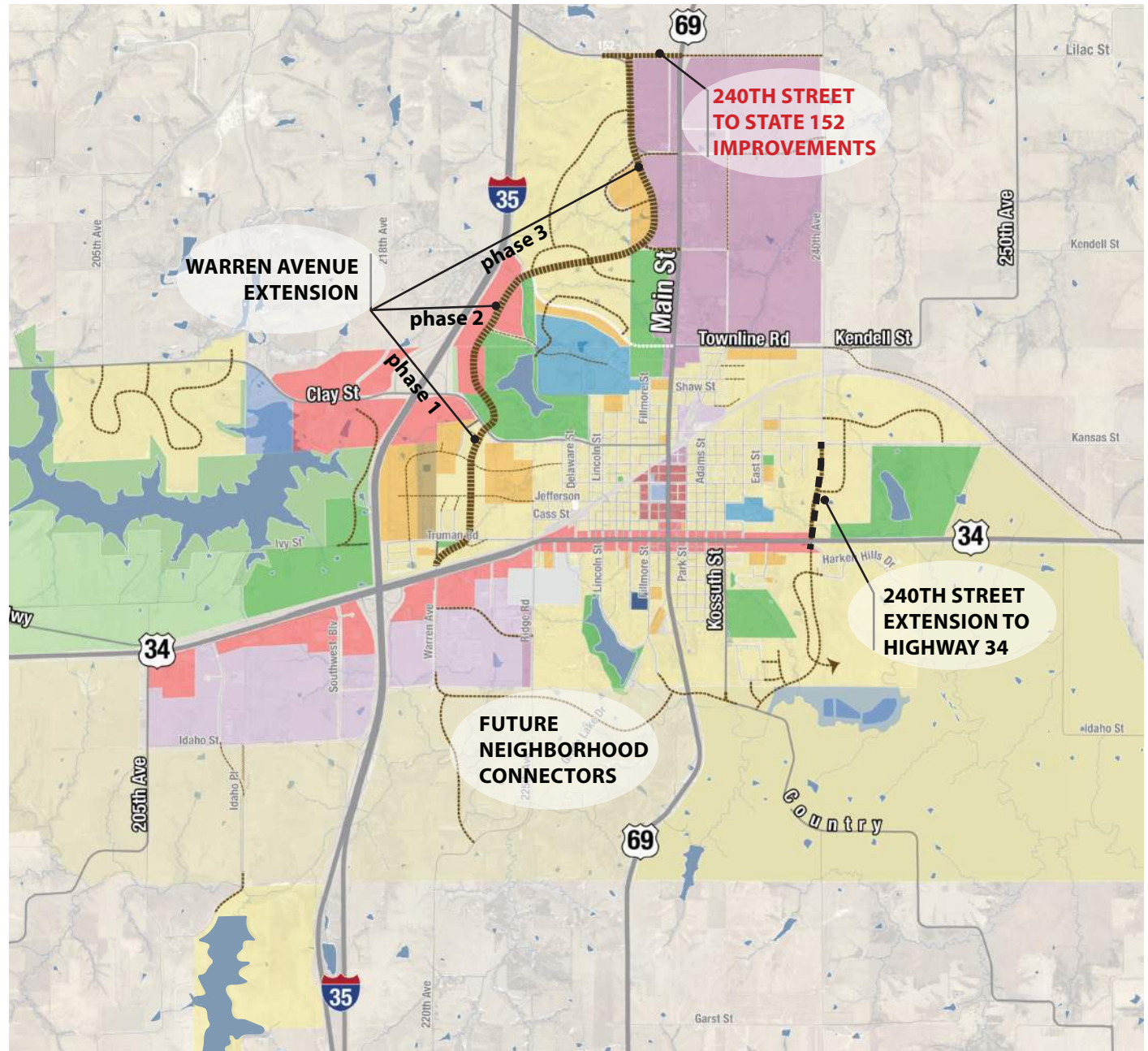
1. **Warren Avenue.** Develop a detailed design for the future alignment of Warren Avenue as a major collector street
2. **240th Street.** Develop a preliminary design for the extension of 240th Street and negotiate land acquisition

Priority Projects

3. Phase 1: Extend Warren Avenue between Highway 34 and Clay Street
4. Phase 1: Extend 240th Street from Kansas Street to Highway 34
5. Phase 2: Extend Warren Avenue north of Clay Street to connect to Townline Road
6. Phase 3: Extend Warren Avenue to Highway 152 and straighten Highway 152 to connect to Highway 69.
7. Phase 3/4: Align 152 to Highway 69

Projects (beyond 20 years)

8. Reserve land for future Neighborhood Connectors



| Source(s): RDG Planning & Design



Mobility Policies

Ensure Continuity for an Complete Transportation Network

Osceola has convenient access to Interstate 35 and is located at the crossroads of Highways 34 and 69. Like many communities, Osceola has a traditional street grid system that offers options to move around town, creating a solid foundation for becoming a more walkable community. The Interstate interchanges at Highway 34 and County H33 (Clay Street) broaden regional access and opportunities to attract visitors and commerce.

ACTION ITEMS

1. Ensure that future development does not obstruct the possible extension of streets
2. Prepare feasibility study of the Warren Avenue Extension
3. Relieve traffic at the crossroads of Highways 34 and 69
4. Improve railroad crossings
5. Manage access along Highways
6. Upgrade Streetscapes
7. Create an active transportation network that includes walking and bicycling paths

1. Ensure that future development does not obstruct the possible extension of streets

- **Refer to the Transportation Plan Map when development applications are submitted.** The plan includes several possible street extensions that can connect neighborhoods in the future. Historically, proposed development has inadvertently become obstructions for neighborhood connectivity.

2. Prepare feasibility study of the Warren Avenue Extension

- **Author and release an RFP to prepare a feasibility study of extending Warren Avenue from Highway 34 to State 152 (<3 Year).** The study should consider alignments of the roadway and phased implementation. The scope should include more detail (sections and location) of the road between Highway 34 and Clay Street. Constructing the road will require leadership from the City.
- **Manage development.** Defer approval of development applications between Highway 34 and Clay Street until the alignment of Warren Avenue is determined. In general, the extension of Warren Avenue should have limited driveways.

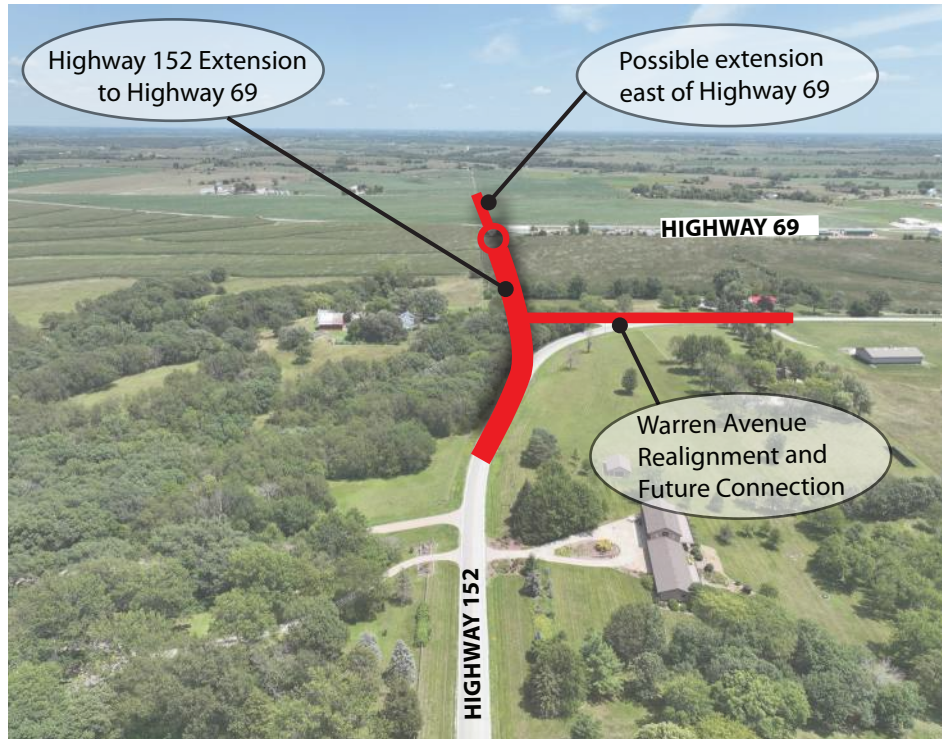
3. Relieve traffic at the crossroads of Highways 34 and 69

- **Author and release an RFP for a feasibility study to relieve truck traffic from the east (3-10 Years).** The study should evaluate the possibility of extending 240th Street to Highway 34 and building a new road from H33 to Townline Road, following the east side of the railroad tracks. This plan favors extending 240th Street since it opens nearby land for development. Ultimately, the study should include the acquisition of land.
 - *Extension of 240th Street*
 - *Road from H33 to Townline Road*
 - *Intersection enhancements at Highway 34 and Highway 69, including traffic controls.*

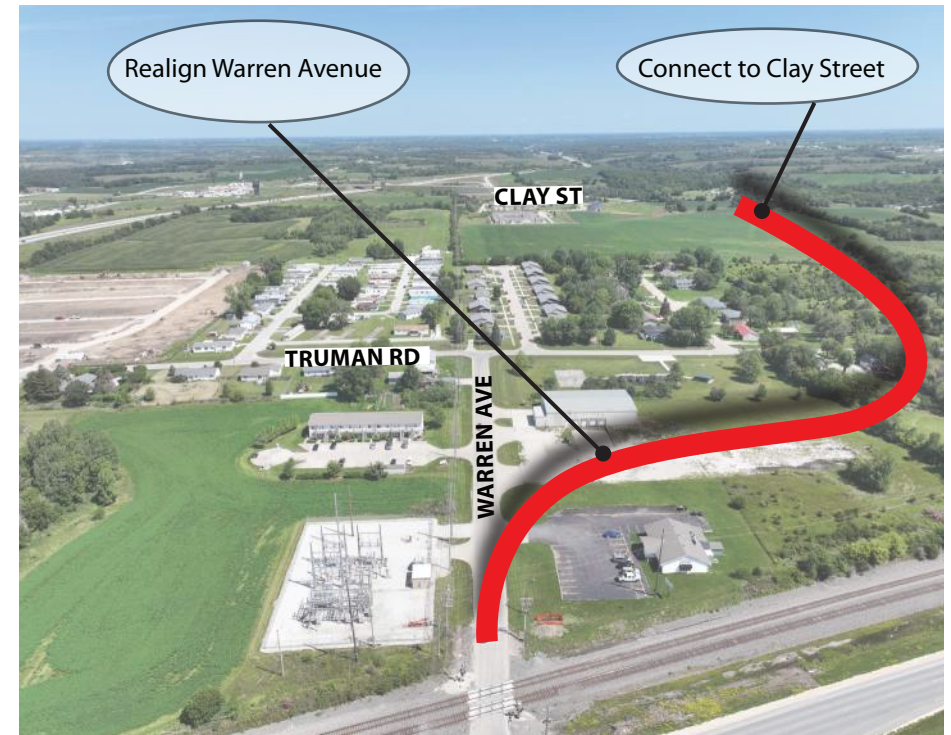
4. Improve railroad crossings

- **Redesign current crossings to be more user friendly for all traffic types (<3 Years)** - Crossing design can be made more user friendly through improved safety features that include quiet crossings, signage, lighting signals, paving differentiators, and easier access in multiple locations.

Warren Avenue Extension from State Highway 152



Warren Avenue Extension from Highway 34



Author and release an RFP to prepare a feasibility study of extending Warren Avenue from Highway 34 to State 152.

The diagrams above shows the bookends of the Warren Avenue extension, stretching from State Highway 152 to Highway 34. The purpose of the roadway provides a continuous, parallel route to Interstate 35 that connects all of the interchanges and opens land for new development.

5. Manage access along Highways

- **Require new development to share access with other businesses along highway corridors.** Limiting conflict points (drive entrances) will improve the overall safety of the corridor. Parking lots should be connected to allow customers to visit individual businesses without having to enter the highway.
- **Retrofit access points along the highway when doing major street improvement projects.** In the event of any major reconstruction of a highway, private access should be evaluated to reduce the frequency of entrances along the corridor.
- **Anticipate Highway 34 bypass.** There have been no discussions about a future realignment of Highway 34. The plan acknowledges that the State has built bypasses and with that, the urban reserve district to the south would preserve proximity of the bypass to be near the City.

6. Upgrade Streetscapes

- **Implement the streetscape concept for downtown.** The City prepared designs for improving appearance and function of downtown.
- **Upgrade the streetscape of arterial streets.** Highway 34, Highway 69 and Clay Street. The City should prepare a streetscape handbook that includes lighting, plantings and furnishings.

7. Create an active transportation network that includes walking and bicycling paths

- **Continue sidewalk construction program (ongoing).** The City has been installing new sidewalks around the community that connects neighborhoods to destinations. This program should continue.
- **Complete a Comprehensive Sidewalk Improvement Program (<5 Years).** The program should include a phased implementation strategy for repair and new construction. A walkability study can identify the condition of sidewalks and gaps. Also, it can prioritize future investments that connect neighborhoods to employers, parks and community destinations.
- **Complete an Active Transportation Plan (<5 Years).** An Active Transportation Plan includes a program of trails and

bicycle pathways throughout the community and to regional destinations. This comprehensive plan provides initial guidance, while an Active Transportation Plan can provide details, including the trail's material, width, and location. Also, it can provide funding mechanisms, such as grants and partnerships. The plan could be authored in tandem with the Comprehensive Sidewalk Improvement Program.

- **Implement the Active Transportation Plan (10 Years).** Building on and off-street pathways for pedestrians and bicyclists.
- **Require street designs that offer safer pedestrian pathways (ongoing).** Sidewalks should be setback from the curb, providing a calmer walkway for pedestrians and limiting obstructions (snow).



Park Policies

Enhance Osceola's Recreational Opportunities

Osceola's prime geography offers many lakes and trail systems to the region. The golf course, disc golf, and recently updated neighborhood park spaces encourage active families. There is momentum for growing the indoor recreation system to supplement the natural outdoor recreational opportunities.

Recommendations in this chapter are a result of public input and feedback. Their intent is to make Osceola a stronger, more desirable community to live and play.

ACTION ITEMS

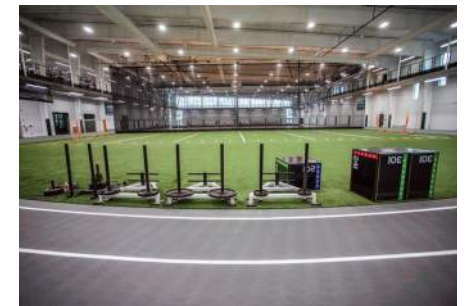
1. Build recreation trails
2. Build an indoor community recreation facility
3. Prepare a Master Plan for Q Pond and its environs
4. Maintain and upgrade existing parks

1. Build recreational trails

- **Active transportation allows people to move by their own energy and provides users with a low cost, healthy way to travel.** Trails are some of the safest and most well-liked bicycle and pedestrian facilities. The existing trail system is built internal to parks. Finding ways to connect these internal trail systems increases the usefulness of each existing segment. On-street and off-street facilities should be used to create an active transportation loop.
- Key gaps include:
 - » *City to the Casino*
 - » *Q Pond area to growth areas*
 - » *Loop around West Lake, including a series of paved and gravel trails*
 - » *Clarke County Softball Fields to East Lake County Park*
 - » *East Lake County Park to Grade Lake Park*
 - » *Grade Lake Park to Q Pond Park & Clark Community Schools*

2. Build an indoor community recreation facility

- **Identify partnerships.** The indoor recreation facility will benefit students, people of all ages and employers. Ultimately, the facility will help retain and attract people to the community and be a significant asset for the City.
- **Identify candidate locations for a community recreation facility and select site.** During the planning process, discussion leaned towards where the facility would be located rather than if a facility should be built. This plan suggests a strong partnership with the school district, which places it near the existing high school campus.
- **Program facility.** A preliminary program was conceptualized in 2021. The program should be revisited to include possible partnerships and perhaps modeled after the recreation facility in Clear Lake, a community of similar size and proximity to the Interstate. Listening sessions and community feedback during this planning process



expressed a desire for year-round activity spaces for children and teens. Practice fields, skating rinks, bowling alleys, climbing gyms, and interactive library spaces are a few examples of activity spaces that were introduced.

- **Prepare a funding strategy.** Financing the project will likely come through a referendum,

a vote by the community. With that, the benefits of the facility to each segment of the community needs to be clearly articulated to gain support. The strategy should be accompanied by an overall master plan that shows the relationship of this facility to its surroundings.

| Map 3.6: Q Pond City Park

3. Prepare a Master Plan for Q Pond and its environs

- **Budget funds for a master plan.** The City should designate funds in their Capital Improvements Program for authoring a master plan for the expansion of Q Pond Park. Elements of the plan should consider the extension of Warren Avenue into the site and future expansion of the park.

4. Maintain and upgrade existing parks

- **Routinely evaluate and improve existing parks.** The City should evaluate the needs for individual parks based on surrounding demographics. This plan provides a snapshot of needs for individual parks.
- **Improve circulation around West Lake to allow expanded programming.**



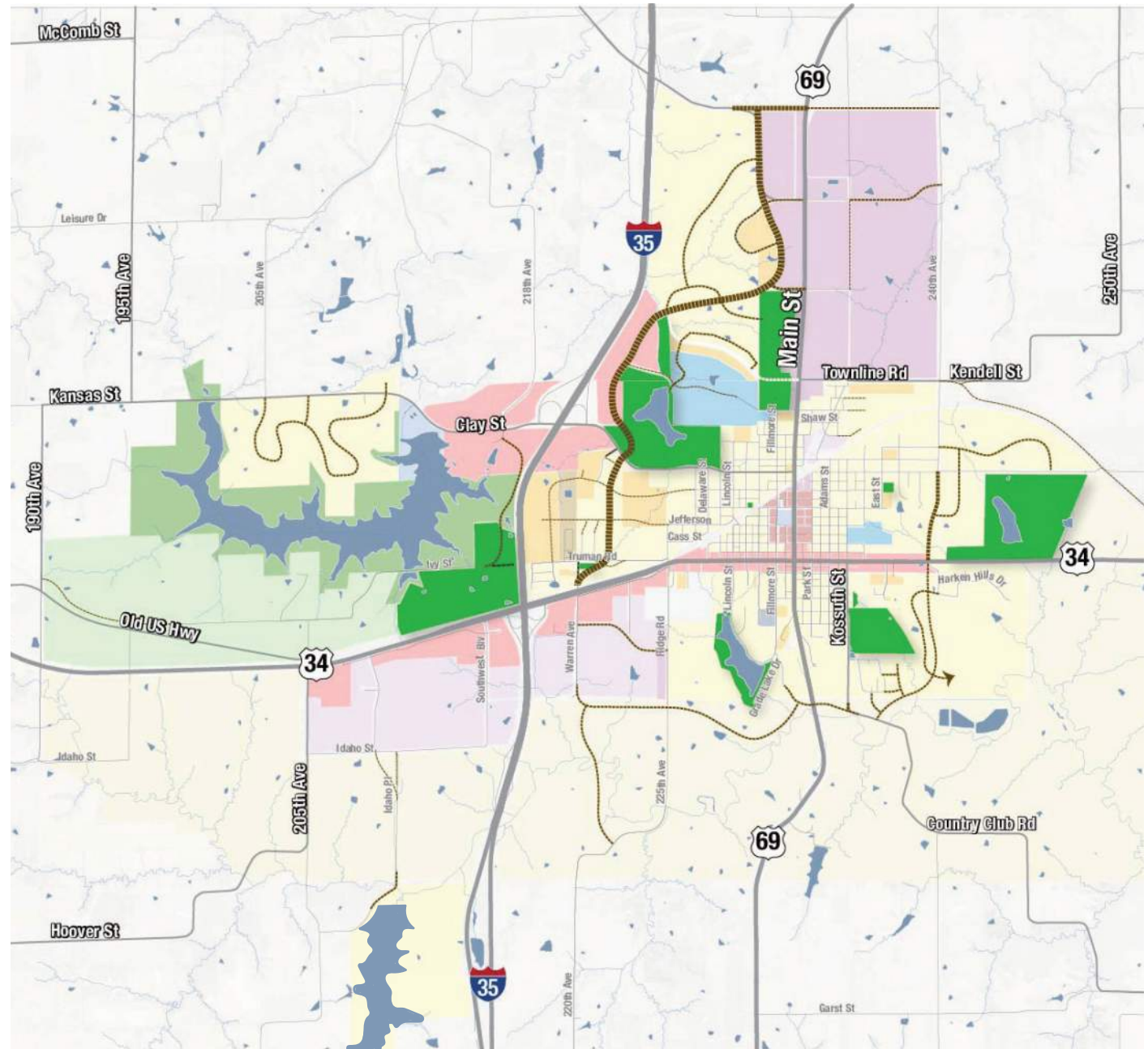
Park & Trail System Future Concept

FUTURE PARKS AND PATHWAYS MAP

Areas with floodplains, wetlands, and steep slopes are best left reserved for preservation, recreation, or agriculture. Wetland areas, in particular, should focus on preservation to help retain ecosystem services, promote biodiversity, and protect development.

1. Prepare Q Pond Park Master Plan
2. Possible recreation facility
3. Possible future recreation fields
4. As subdivision development occurs, ensure that trails and sidewalks connect to parks.
5. Trail connection between City and Casino
6. Continue sidewalk installations
7. Signed loop trail for cyclists
8. Continue to maintain and upgrade neighborhood parks

| Map 3.6: Future Park & Trail System



| Source(s): RDG Planning & Design

Park & Trail System Conditions

Open and activity spaces within the community are essential for providing residents a higher quality of life. Spaces providing opportunities for exercise, relaxation, socialization, and connection with nature are necessary for a healthy community.

Osceola has six parks and one municipal golf course. Access to parks should be relatively easy; a quarter mile to a half mile is considered the range in which residents are more likely to walk or bike to a park. Figure xx shows neighborhoods that are near parks, yet convenient connections are subject to available quality sidewalks and safe street connections.

Osceola has trails that move within many of its parks but lacks off-street trails or on-street bicycle facilities to connect these parks and other community destinations together, resulting in a disconnected park and trail system. The plan identifies new off-street and on-street pathways to connect parks, schools, downtown, and other key destinations such as places of work.

RECREATIONAL HIGHLIGHTS & NEEDS

Multiple recreational facilities and areas supplement parks and trails to improve the quality of life for residents in Osceola.

- **Golf Course.** The Osceola Municipal Golf Course and Disc Golf Course provide residents with opportunities for recreation but remain distant from each other and could be utilized more. The golf course is a county amenity. The parking lot should be paved

and regraded to reduce unwanted water flow that is causing damage to cart sheds. New cart sheds will be needed, along with a maintenance shop. The clubhouse is in poor shape, and gravel cart paths are tedious to maintain.

- **Swimming Pool.** The Fern Underwood Family Aquatic Center provides outdoor swimming opportunity for the community. Recent updates have added or revamped water slides and there are plans for re-plastering the pool shell, along with new mechanical room filters and valves. Additional

updates and replacements will be planned. A paved parking lot would benefit guests and could be shared with the youth soccer field area.

- **Recreation Complex.** Youth and adult ball fields and soccer fields are located at 1620 N. Main St. There is high trail usage and an 18-hole disc golf course runs throughout the 52-acre complex. Indoor facilities are not currently provided. Fields are starting to need some maintenance, parking remains gravel or limited, and shade structures with better bleachers can benefit the site.

OSCEOLA PARKS

Park	Acres	Amenities
Seminole Park	1.2	Small basketball court, gazebo, playground
Warren Family Park	2	Full basketball court, shelter, playground
Q Pond City Park	121	Q-Pond trail loop, department maintenance, internal trail system, park benches, two shelters, play equipment
East Clay Street Park	.85	New play structures, benches, shade structures
Grade Lake	-	2 docks and 1 boat launch
West Lake Marina	-	2 boat ramps and docks, restroom facility, walking trails
Little Indian Park	-	Small Neighborhood Park, small shelter, 1/2 basketball court, play equipment

CLARKE COUNTY PARKS

	Area	Amenities
East Lake County Park	160	Ampitheter, boat ramp, 25 electrical campsites, volleyball courts, trails, soccer and basketball courts, horseshoe courts, winter activities.

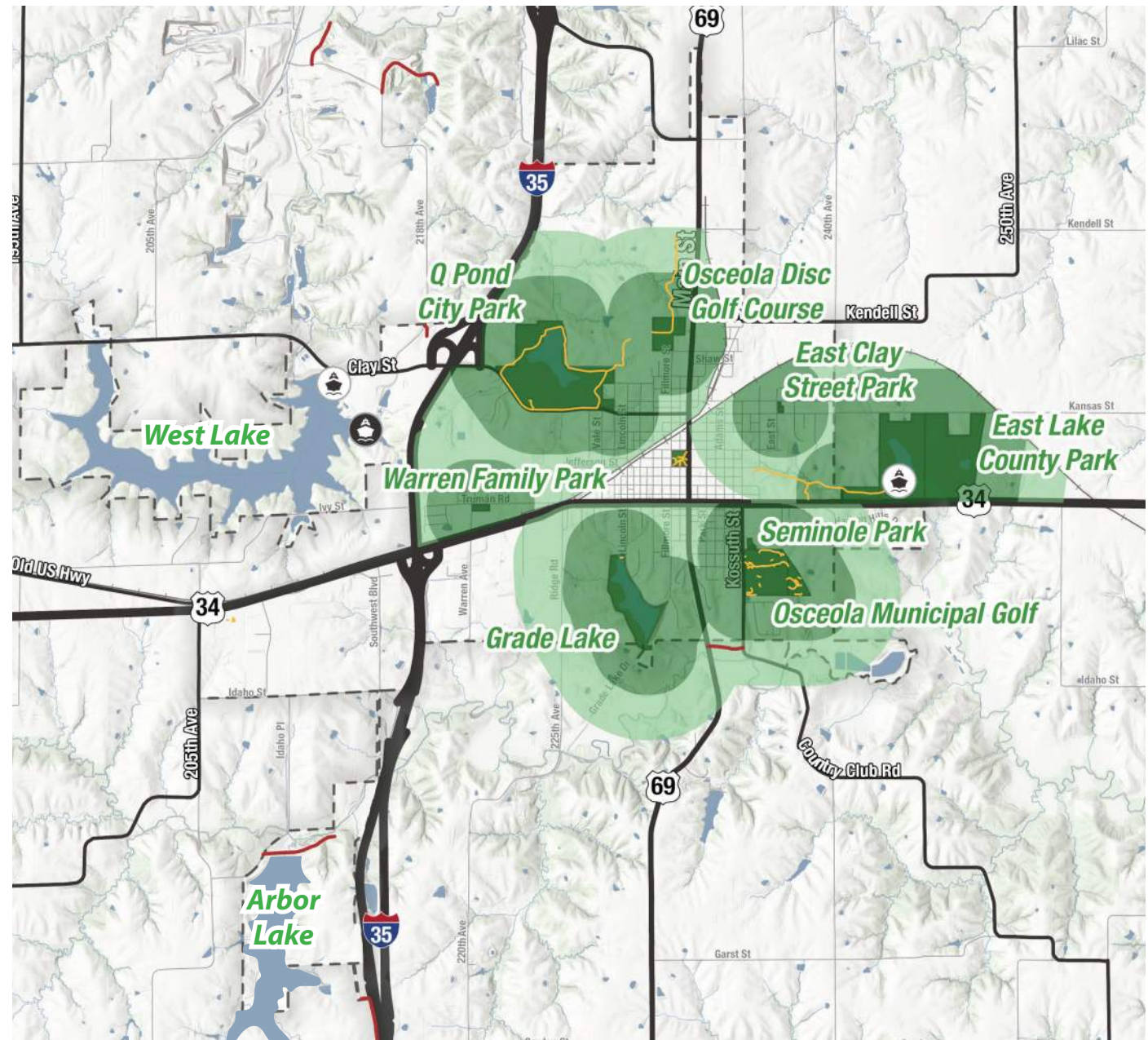
EXISTING PARKS AND PATHWAYS MAP

Map 3.7 shows the location of Osceola's existing parks and trails. Each park includes a 1/4 and 1/2 mile radius, which represents the serviceable area by foot.

The City is appropriately serviced, yet the park in downtown is primarily the County Courthouse and parking. This park does not adequately serve as a space for recreation and play.

The following page offers possible improvements to the City's existing parks. All park spaces can benefit from additional trees, landscaping, and shade structures. These recommendations may be expanded to include pickle-ball and other additional amenities based on park capacity and characteristics.

Map 3.7: Existing Park & Trail System



Source(s): RDG Planning & Design

WEST LAKE MARINA PARK NEEDS AND GRADE LAKE

814 Lake Shore

- Add additional playground equipment
- Improved shade structures or tree plantings for shade
- Tables/benches surrounding play structures
- Deck crossing improvements or replacement, Damn shoreline rip-rap, other improvements per the department of natural resources

Q POND PARK

1111 West Clay St.

- Updated playground equipment or removal
- Additional amenities

LITTLE INDIAN PARK

101 N. Temple St

- Border and surfacing needs updates
- Rubberized pebbles
- Replaced shelter

LITTLE INDIAN PARK

101 N. Temple St

- Border and surfacing needs updates
- Rubberized pebbles
- Replaced shelter

SEMINOLE PARK

1158 Country Club Drive

- Requires better or larger playground equipment

WARREN FAMILY PARK

2520 Truman Road

- Border repair and improvements
- Playground equipment updates

LAUREN'S BARK PARK NEEDS

- Additional play elements for the small dog area

Map 3.8: Grade Lake





04

HOUSING FOCUS



Improve Osceola's housing options

Osceola's housing stock has older homes and newer subdivisions. For any community, aging homes need routine maintenance and some need significant repair.

Older neighborhoods have a mix of building/property conditions and there's not a specific neighborhood that needs targeted rehabilitation. However, the condition of homes along heavily traveled roads tend to lend impression on the overall community.

Newer housing projects tend to develop on the City's fringe, offering a more contemporary setting with larger lots and attached garages.

ACTION ITEMS

1. Ensure adequate infrastructure service for existing and new development
2. Provide incentives for medium-density infill development
3. Establish a micro-TIF reinvestment program for the most vulnerable blocks
4. Apply neighborhood revitalization strategies
5. Provide gap financing to support desired housing products

Housing Strategies

1. Ensure adequate infrastructure service for existing and new development

- **Study and take action on providing adequate water.** The City needs to prepare a long-term plan for providing water to residents and businesses.
- **Ensure contiguous growth.** Services to development should be built incrementally rather than leap areas of open land.

2. Provide incentives for medium-density infill development

- **Introduce missing-middle products not present in Osceola.** Builders and developers will stick to what they know best to reduce risk and financial insecurity. Several incentives can start to encourage other housing models, in addition to financing mechanisms when

appropriate for lower price point models. One method is having various example site plans and products that will get approved. This may be in the form of RFPs but can also simply be prototypical housing arrangements on typical lot that may be seen as hard to build on.

- Create a package of example site plans and products that will get approved administratively to take a level of risk off the builder.
- Provide technical assistance in application procedures and design for less experienced local builders, investors, or community members interested in a community project.
- Adjusting codes to allow these site plans.

3. Establish a micro-TIF reinvestment program for the most vulnerable blocks.

- **Establish TIF district by request.** TIF for residential

uses are limited to only public improvements like streets and would need to be updated in the Urban Renewal Plan. Improvements should be specific to replacing units with higher-density housing (duplexes and multi-family).

4. Apply neighborhood revitalization strategies

- **Target homes on heavily traveled roads.** Many case studies show that more targeted strategies do better at stimulating investment and neighborhood appeal. Set priorities on heavily traveled corridors to target first for focused investment programs. The policy should include various programs with adequate funding to allow many households in the target area to access.
- Identify eligible homes along major corridors and award assistance to 5 each year. The program can include a 1:1 match up to \$10,000 for improvements.

5. Provide gap financing to support desired housing products

- **Establish a lending consortium.** A lending consortium is a cooperative venture among lending institutions active in the market to spread individual risk. In addition, these cooperative ventures can attract the support of major employers or other agencies, like the Federal Home Loan Bank and Community Development Financial Institutions (CDFI). A lending consortium is an ideal instrument to pool funding to address the gap between costs and values, and for gap financing on desired housing products. Projects may want to target households making a certain percentage of area median income to target either the lowest income people or workforce housing ranges.

Housing Analysis

OVERVIEW & TERMINOLOGY

A primary assessment of the existing housing stock informs recommendations to emphasize more quality, affordable housing in Osceola. There are a total of 2,263 housing units in Osceola. Based on current population growth, additional housing is needed. An additional housing study analysis can expand on existing data and create a more in-depth housing plan. The following summary provides a surface level overview of housing needs in order to better guide land use.

Given the complex nature of today's housing market, several key definitions are provided:

Accessible (Housing). Housing that is physically adapted to the individuals who are intended to occupy it, including those who are disadvantaged by age, physical or mental disability or medical condition, and those who are victims of a natural disaster.

Accessory Dwelling Unit. An interior, attached, or detached residential structure that is used in connection with, or that is accessory to a single-family dwelling and is located on the same lot or parcel as such single-family dwelling (Nebraska's Municipal Density and Missing Middle Housing Act).

Affordable Housing. Housing for which the occupant is paying no more than 30 percent of

gross income for housing costs, including utilities.

Attainable Housing. Any housing that is not financially burdensome to a household in a specific income range. Financially burdensome could be housing expenses that exceed 30% of household income. However, it could also include situations where a household has high day care costs, student debt, or other expenses that limit income to spend on housing. Housing in terms of housing subsidized by Federal programs can be included in this definition.

Contract Rent. For renter-occupied units, the contract rent is the monthly rent agreed upon regardless of any furnishings, utilities, or services that may be included. Data for

contract rent excludes units for which no cash rent is paid (Census.gov).

Cost Burdened. The household spends more than 30% of HUD Area Median Income on housing.

Empty-Nester. A single or couple without children living at home. Empty-nesters can include any age range but most often refers to older adults whose children have moved out and no longer live at home.

Gap Financing. Refers to a short-term loan for the purpose of meeting an immediate financial obligation until sufficient funds to finance the longer-term financial need can be secured.

Gross Rent. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and

water and sewer) and fuels if these are paid by the renter (or paid for the renter by someone else) (Census.gov).

Market Rate. The price that the broad number of home buyers or renters are willing to pay for housing. Market rate housing does not have any restrictions on price. Generally, when the demand goes up, the market rate price will also go up; when supply goes down, the market rate price tends to go up. Note, the market rate price may also be a price buyers must pay because there are no other options for their situation, making them housing cost burdened.

Median Household Income. This includes the income of the householder and all other individuals 15

years old and over in the household, whether they are related to the householder or not. The median divides the income distribution into two equal parts: one-half of the cases falling below the median income and one-half above the median. For households and families, the median income is based on the distribution of the total number of households and families, including those with no income (Census.gov).

Missing Middle Housing. A range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood (missingmiddlehousing.com).

Mixed-Use. Mixed-use districts are areas with

two or more different uses such as residential, office, retail, and civic in a compact urban form. Typical residential uses in a mixed-use district range from medium density to very high density uses.

Naturally Occurring Affordable Housing.

Residential properties that are affordable, but are unsubsidized by any federal program.

Soft Costs. Costs that are indirectly related to materials, labor or the physical building of the project such as design fees, permitting fees, and interest payments.

Universal Design. The process of creating products that are accessible to people with a wide range of abilities, disabilities, and other characteristics. Ideally, the concept extends to neighborhoods.



FIGURE 4.1: 2020 TRENDS AND PERCENT CHANGE BETWEEN 2010 AND 2020

	Osceola	Clarke County	State of Iowa
Owner Occupied Units	59%	5,548	71.9%
% change from 2010	- 1.2%	5,417	- 0.2%
Renter Occupied Units	41%	2,40	28.1%
% change from 2010	+ 1.2%	2,257	+ 0.2%
Vacancy Rate	14%	13.8%	8.8%
% change from 2010	2,441	2,618	+ 0.2%
Median Home Value	\$101,800	30	\$160,700
change from 2010	+ \$17,100	134	+ \$41,500
Median Rent	\$545	45	\$689
change from 2010	+ \$205	45	+ \$200

| Source: U.S. Census Bureau

TRENDS - DATA FOCUSED

Housing and Neighborhoods are the building blocks of the community. Ensuring quality affordable housing for all is important for a strong quality of life. Creating policies, tools, and partnerships to help create and maintain healthy housing and neighborhoods will make Osceola a truly welcoming home for all residents. There are a total of 2,263 housing units in Osceola. Based on current population growth, additional housing is needed.

The following provides an overview of the current state of housing in Osceola.

Owner and renter occupied numbers have remained very consistent between 2010 to 2021. Osceola has 12.9% fewer owner occupied than the State of Iowa. This is partially related to having a higher percentage of low income residents than Iowa as a whole.

Median home values and median rents have increased since 2010. This is a trend that cities have been experiencing across the nation. Osceola has experienced a median rent increase by 28.4 percentage points between 2010 and 2021. Median home values increased by 20.2 percentage points between 2010 and 2021.

2021 vacancy rate is significantly higher than the State of Iowa's 9%. This suggest that units may need renovation or demolition. A vacancy rate of 7% is in general considered more desirable rate. Too many vacancies leads to improper maintenance and lower property values, whereas too few vacancies restricts movement across the housing market.



MEDIAN INCOME
\$55,149
MEDIAN RENT
\$545
MEDIAN HOME VALUE
\$101,800



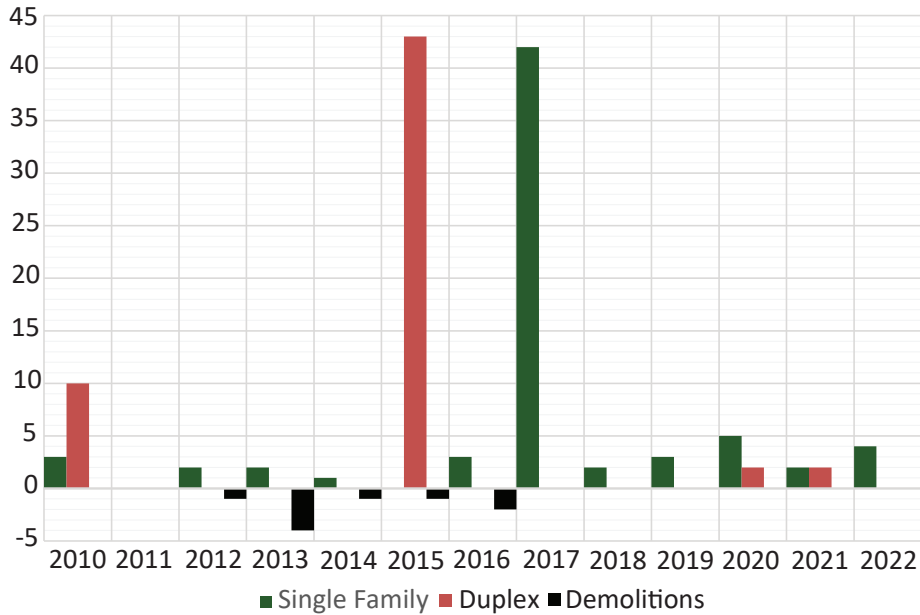
OWNER OCCUPIED
59.0% IN 2021
60.2% IN 2010
RENTER OCCUPIED
41.0% IN 2021
39.8% IN 2010



VACANCY RATE
14.0% IN 2021
9.6% IN 2010

| Source(s): US Census Bureau 2021 ACS 5 Year Estimates

Figure 4.2: Building Permit and Demolition



Source(s): City of Osceola

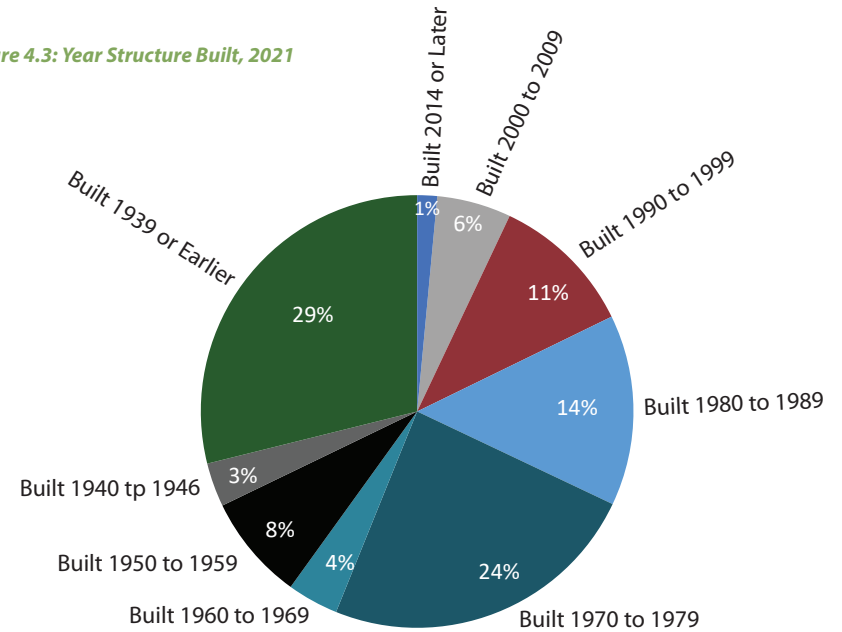
SCATTERED CONSTRUCTION ACTIVITY

New residents have created more demand in the Osceola housing market from 2010 to 2020.

Building permit activity has been sporadic across the past twelve years. In 2015, ~40 duplex permits were issued.

Osceola has not issued any permits for multi-family units in the last decade. This shortage can place pressure on the rental market. In 2021, ~51% of renters were cost burdened, a 14 percentage point increase since 2010. In 2021, ~18% of owner-occupied households were cost burdened, a 1.8 percentage point increase since 2010.

Figure 4.3: Year Structure Built, 2021



Source(s): US Census Bureau 2021 ACS 5 Year Estimates

AGE OF HOUSING

The age and condition of housing are often reflected in the cost of housing. Older housing units tend to be more affordable.

Osceola has a higher percentage of houses built before 1980s than Iowa as a whole. This older housing stock helps create more affordability, but also creates the need for more upkeep of the housing unit.

Ensuring upkeep of housing helps ensure more affordable units in the long term.

AFFORDABILITY

Osceola has a value to income ratio of 1.8.

Value to Income Ratio helps understand if household incomes can support the home values. In most instances, an affordable, self-sustaining housing market has a value to income ratio between 2.5 to 3.0.

Ratios above 3.0 present significant affordability issues, while ratios below 2.0 show undervaluation relative to income. Undervaluation can be just as challenging as an un-affordable market and indicates a focus on housing rehabilitation and preservation.

AVAILABILITY BY INCOME

Figure xx evaluates the number of housing units affordable to different income ranges in different income ranges and the quantity by price of homes.

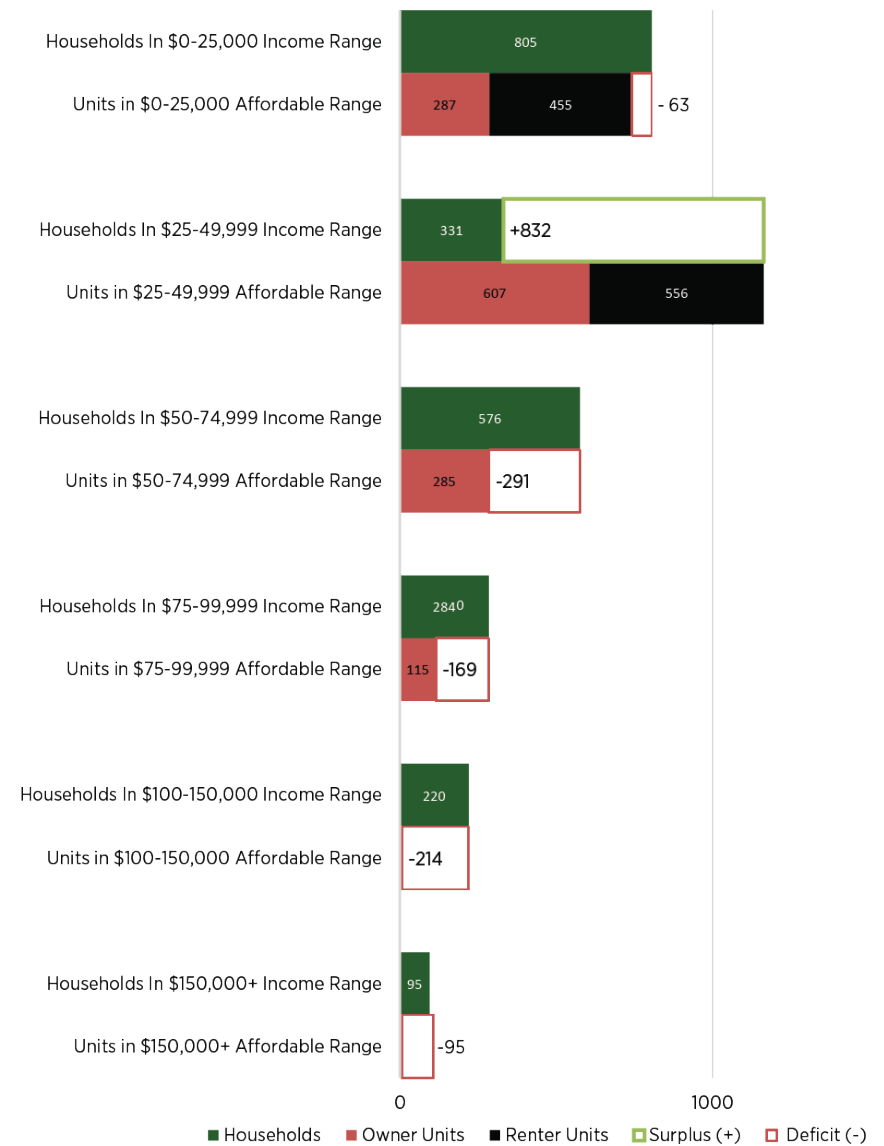
Overall, residents of Osceola are living in affordable but older homes.

- A positive balance indicates a surplus of housing within the affordability range of each

respective income group, while a negative balance indicates a shortage.

- Housing shortages typically affect the lowest income households more because of their limited choices.
- Osceola has a housing unit surplus affordable to households earning between \$25,000 and \$49,999.
- This means households earning above \$50,000 are not without housing but are living in housing units below what they could reasonably afford.
 - *The result pushes those earning less into lower quality houses and even out of the housing market all together*

| Figure 4.4: Affordability Analysis



| Source: U.S. Census Bureau

OSCEOLA WILL NEED TO PRODUCE ~450 UNITS BY 2045

PROJECTED HOUSING NEEDS

The population projection and housing demand analysis builds on the demographic and economic trends.

Several housing models were run to assess varied population growth scenarios.

1. Based on a continued steady 0.75% annual growth
2. Based on an aspirational 1.10% annual growth
3. If Osceola grows at a rate closer to 1.75%, 1,029 units would be needed to support an additional 2,940 residents

The following assumptions were made in these projections:

- Alternative Living Arrangements. The percentage of individuals not living in households (skilled nursing and incarcerated) will remain stable through 2045.
- Vacancy. Rates will slightly decrease. When the vacancy rate declines, the model assumes vacant units are being filled by new households, thus creating a slightly more conservative housing projection.
- Units Loss. Demolition or conversion to other uses will occur each year. Projections estimate ten demolished or converted units per year, the current demolition average, and will be reduced throughout the years.

0.75% ANNUAL GROWTH RATE HOUSING DEMAND MODEL (FIGURE 4.5)

	2020	2025	2030	2035	2040	2045	Total
Population at End of Period	5,415	5,621	5,835	6,057	6,288	6,527	
Household Population at End of Period	5,261	5,461	5,669	5,885	6,109	6,342	
Average People Per Household	2.46	2.46	2.45	2.45	2.45	2.45	
Household Demand at End of Period	2,139	2,225	2,314	2,402	2,494	2,588	
Projected Vacancy Rate	14.0%	13.3%	12.7%	12%	11%	11%	
Unit Needs at End of Period	2,487	2,567	2,650	2,732	2,749	2,905	
Replacement Need (total lost units)		6	9	5	5	5	30
Cumulative Need During Period		54	92	87	90	94	417
Average Annual Construction		18	18	17	18	19	18

1.10% ANNUAL GROWTH RATE HOUSING DEMAND MODEL (FIGURE 4.6)

	2020	2025	2030	2035	2040	2045	Total
Population at End of Period	5,415	5,719	6,041	6,381	6,739	7,118	
Household Population at End of Period	5,261	5,557	5,869	6,199	6,548	6,916	
Average People Per Household	2.46	2.46	2.45	2.45	2.45	2.45	
Household Demand at End of Period	2,139	2,264	2,396	2,530	2,673	2,823	
Projected Vacancy Rate	14.0%	13.3%	12.7%	12%	11%	11%	
Unit Needs at End of Period	2,487	2,612	2,744	2,877	2,905	3,169	
Replacement Need (total lost units)		6	9	5	5	5	30
Cumulative Need During Period		81	141	139	147	155	662
Average Annual Construction		27	28	28	29	31	29

| Source(s): US Census Bureau 2021 ACS 5 Year Estimates; RDG Planning & Design

FUTURE
osceola

