

FAIRGROUND



Neighborhood Action Plan



Approved by Full Council
April 2008



February 2008

The Fairground Neighbors Planning Process



Fairground Neighborhood Planning Committee

David Minor, Chair
 Eric Chamberlain
 Mike Gibson
 Bob Hamilton
 Carmen Holcomb
 Dawn Jorgensen
 Susan Kinter
 Cindy Minor
 Bette Morris
 Bill Morris
 Mary Ann Smith

City of Des Moines Neighborhood Revitalization Board

City of Des Moines Plan and Zoning Commission

City of Des Moines Community Development Department Staff:

James M. Grant, AICP, Director

Kathy M. Kahoun, Neighborhood Development Administrator
Overall Plan Development

Gary Lozano, AICP, Planning Administrator
Land Use Development

Erik M. Lundy, AICP, Assistant Planner
Project Lead and Plan Development

Susan Minks, Assistant Planner
 Anthony J. Montgomery, Assistant Planner
 Nancy Welch, Assistant Planner
Neighborhood Planning Team

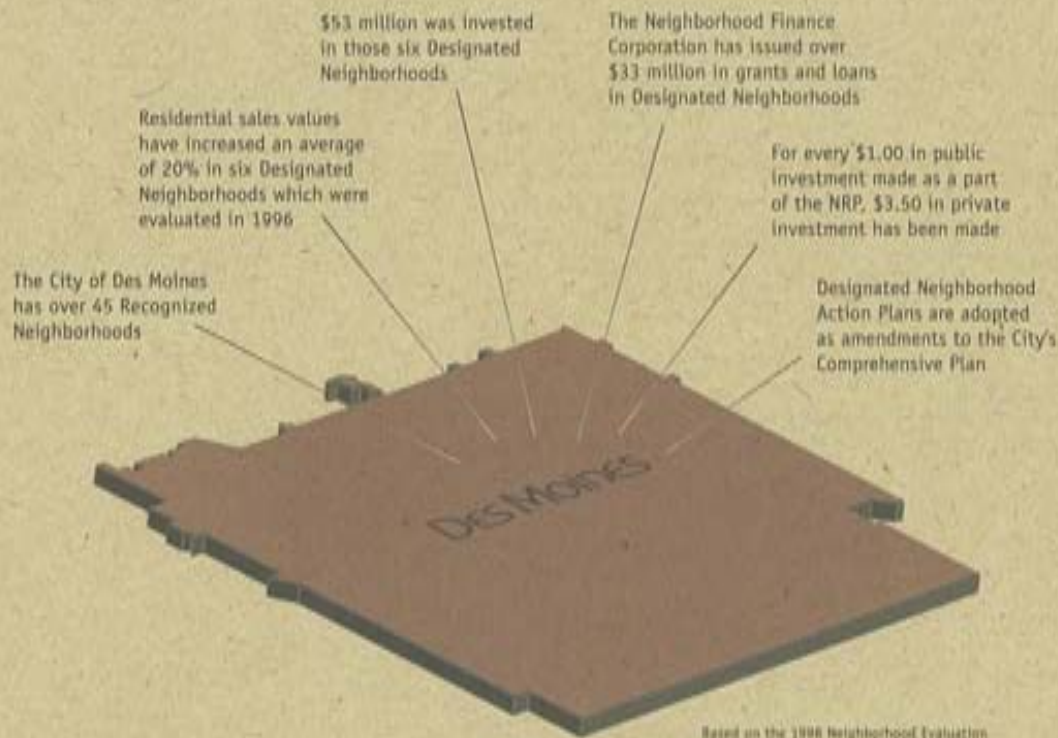
Richard Dressler, Planning Technician
Design, Layout, and Production

Morgan Allers, Planning Intern
 Paul Doucette, Planning Intern
Research and Data Collection

TABLE OF CONTENTS

Introduction	2
Description	3
History	4
Demographics	6
Racial Composition Graph	6
Population By Age Graph	7
Median Income Graph	7
Housing	8
Housing Condition Graph	9
Land Use	10
Existing Land Use Map	11
Future Land Use Map	11
Zoning Map	12
Action Plan	13
Housing Goals	14
Community Enhancement Goals	16
Commercial Goals	19
Physical Environment Goals	21
Implementation	24
Glossary	27
Associated Materials	28

INTRODUCTION



In 1990, the Des Moines City Council and the Polk County Board of Supervisors initiated a Neighborhood Revitalization Program (NRP) based on "Housing Improvement and Neighborhood Revitalization" prepared by the nationally recognized consulting firm of Stockard and Engler, Inc. In order to coordinate this program, the City's Community Development Department created the Neighborhood Development Division.

The NRP is based on a strategy which calls for neighborhood residents, the City of Des Moines, Polk County, and local business leaders to develop a public/private partnership that addresses the critical housing and neighborhood revitalization issues within the metropolitan area. To participate in the NRP, recognized neighborhood associations must submit an application and make a presentation to the Neighborhood Revitalization Board (NRB) (formerly the Neighborhood Advisory Board).

The neighborhood planning process component of the NRP relies on active participation by the selected neighborhood associations in identification of critical issues which affect their neighborhood areas. Neighborhood Development Division staff work with a planning committee consisting of residents appointed by the neighborhood

association to develop appropriate goals and a feasible plan of action. These neighborhood action plans provide a set of activities to implement for each goal and designate the responsible parties for their implementation. The success of the revitalization effort depends upon continued coordination of efforts between the neighborhood association, the City, the County, the NFC, and other private entities.

Since the inception of the NRP, 13 neighborhoods have completed the action planning process. Of those 13 neighborhoods, 5 have successfully completed the program by accomplishing most of the goals in their action plans. They are capable of continuing implementation activities with less support from the City and have graduated to "Charter" Status.

This plan was prepared through a joint effort by the City of Des Moines Neighborhood Development Division and the Fairground Neighbors for Community Improvement (FNCI). This final approved action plan is an amendment to the City's Comprehensive Plan by its addition and becomes an ongoing guide affecting future policy decisions for the Fairground Neighborhood area and the Fairground Neighbors for Community Improvement.

DESCRIPTION

DESCRIPTION

The Fairground Neighborhood encompasses approximately one square mile located in east-central Des Moines, lying immediately west of the Iowa State Fairground. The western and southern boundaries are formed by the Union Pacific Railroad; the eastern and northern boundaries are defined by East University Avenue and East 30th Street respectively.

The neighborhood is made up of a traditional grid street pattern with access into the area provided off the major arterials of East University Avenue to the north and East 30th Street to the east. The major traffic collectors of East Grand Avenue, East Walnut Street, and Dean Avenue run east to west through the neighborhood.

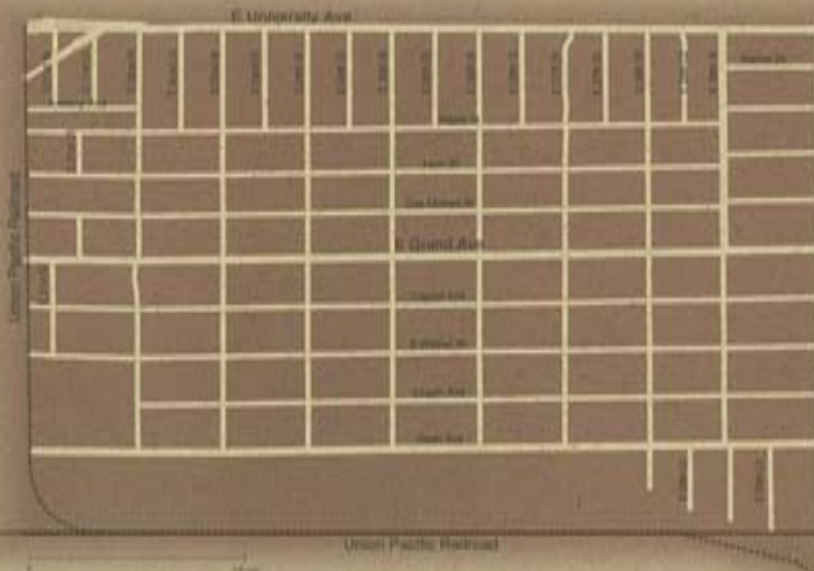
As part of the planning process all residents were invited to a general meeting to share opinions about the neighborhood in which they live. The following describes the major strengths and weakness of the Fairground Neighborhood as interpreted from the input of an exercise conducted at the meeting:

Strengths

- Affordable housing for working class
- Pride in homes and yards
- Proximity to schools, stores, the freeway, and downtown
- It is a showcase to the State Fair
- Good and friendly neighbors
- Good churches and schools
- Family oriented: with stable homes and families with a good work ethic
- Dedicated neighborhood association
- Strong volunteer efforts for schools

Weaknesses

- Homes need improvement and repairs
- Street infrastructure is deteriorating
- Trash and junk cars in yards
- Speeding on main streets
- Need more entertainment, shopping and dining choices
- Need more police presence
- Drug Activity



IOWA
STATE
FAIR
GROUNDS



Fairground Neighborhood
location within the
City of Des Moines

HISTORY

The Fairground Neighborhood has been defined over the years as the area which was bounded on the west by the old east river side of the central city and on the east by the State Fairground. The Iowa State Fair and Exposition Ground was purchased in 1885 and still stands today retaining its featured collection of late nineteenth century and early twentieth century fair and exposition buildings and most of the original land-use pattern. The Grandstand is the most prominent structure of the grounds, making the site one of the most well recognized landmarks in the state.

The area making up the Fairground Neighborhood was developed and marketed shortly after 1900, primarily for residential development which was affordable for home ownership to the working population. The land was sold quickly to investors, but was slow to develop with most housing developing as infill bungalow and cottage forms. Featured plats in the neighborhood developed in this early part of the 20th century included Sunnyside Addition, Farwell Place, Grant Park, and Timmons Place.

After this early development, residents that eventually lived or set up business in the Fairground Neighborhood relied on the Walker Street and Walnut Street extensions of the street car line for their primary form of transportation to and from shopping, business, or their place of employment. Most retail and services were provided by small establishments located within the neighborhood and those concentrated along the street car lines.

Because of the type of housing developed in Fairground, the neighborhood still remains strong as a place where families are able to find modest-sized affordable housing of good construction. The neighborhood has maintained a cohesive residential character which has been enclosed by commercial and industrial uses due to the development of two major state highway routes on the north and east edges and railroads to the south and west edges. Over time, the neighborhood has been somewhat isolated creating a fairly large homogenous pocket of homes which epitomizes the City's east side.

GRANT PARK LOTS ON DEAN AND LINCOLN AVENUES
BETWEEN 6TH AND 10TH STS.
SUNNYSIDE ADDITION EVERY 10 DAYS, IN 1900, 1901 AND 1902.



6 lots on the ground (each 1/2 acre) in 1/2 block, in 1900, 1901 and 1902.



IOWA LOAN & TRUST CO.

SUNNYSIDE
South of the American Park
Just Thence With The Future City, Are Left



Big Sale On Today
This Is the Last Day
138 SOLD—44 OPEN

IOWA LOAN & TRUST CO.

Farwell Place



WILL BE SOLD THIS SPRING

468 Fine 50-Foot

CE AND BUSINESS LOTS

own—\$1 Per Week

NO INTEREST

Every 4½ Minutes

GROUND AND GRAND VIEW LINES.

Papers for Date of Sale

INES TRUST COMPANY

(At) Pres. GUY D. BROWN, Secy.
11th St. Phone 2037 Walnut

Pride in the east side and in school and church traditions has always been strong in the Fairground Neighborhood. In recent years the neighborhood has kept a good housing base in its center, maintaining two elementary schools, several churches and small businesses. However, it has begun to show signs of decline along the perimeter where the influence of commercial and industrial activity has occurred.

The Fairground Neighbors for Community Improvement formed with the assistance of the non-profit organization, Citizens for Community Improvement (CCI), in 1996. The formation was brought about by resident concern over an apparent decline in maintenance of homes and property, lack of neighborhood pride by some residents, and an increase in crime and harassment of other neighbors. The organization became recognized by the City on June 22, 1996.

Significant accomplishments of the group to date include cleaning up junk and debris accumulated in the neighborhood by pushing for more aggressive zoning enforcement by the City and sponsoring several clean-up efforts using CDBG funds. Also, the neighborhood association worked closely with Iowa State Bank in 1996 to establish a Designated Investment Fund (DIF), which allows customers to earmark their deposits for use in a loan pool only for home improvements, home purchase, and small business assistance in a specified area of the east side which includes the Fairground Neighborhood and adjoining areas. Application to the Neighborhood Advisory Board for designation in the City's Neighborhood Revitalization Program was made in spring of 1997 with actual designation coming on July 7.

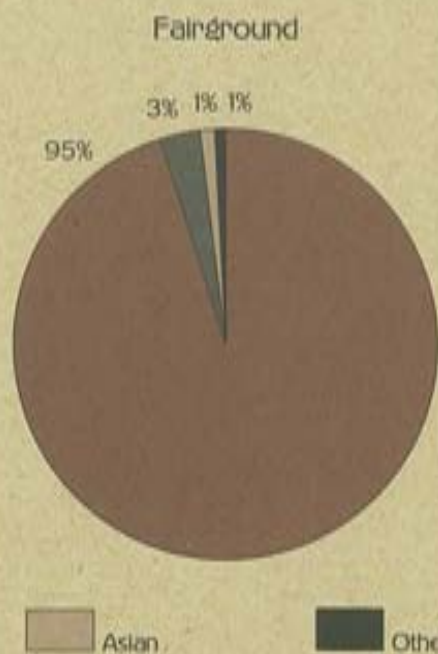
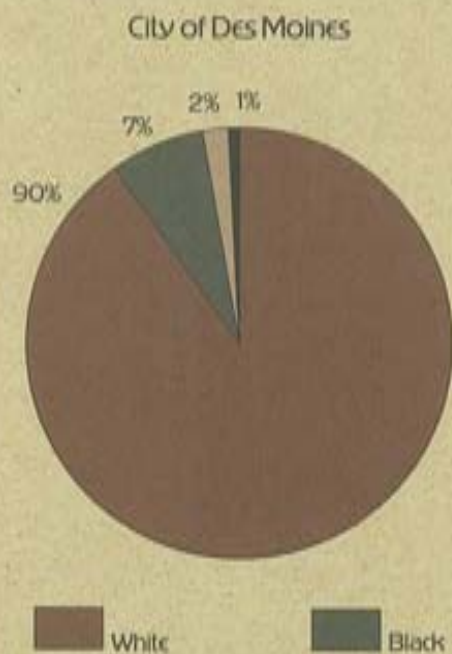


DEMOGRAPHICS

The total population for the Fairground Neighborhood, which encompasses the same boundaries as Census Tract 21 for Des Moines, was 4,836 residents in 1990 according to the U.S. Census Bureau figures. This was nearly a two percent (2%) decrease from the same figure for 1980. The City of Des Moines population increased one percent during that same period, largely due to annexations on the Southwest and Southeast sides. The population decrease can be attributed to a more than three percent (3%) drop in the number of housing units from 1980 to 1990.

Other characteristics of the Fairground Neighborhood population revealed by the U.S. Census show about four percent (4%) of Fairground residents listed themselves as part of a minority population in 1990. This made for a more homogenous population than the City of Des Moines as a whole, which had about 11% by comparison. The neighborhood experienced about a one percent (1%) increase in the Asian population from 1980 to 1990. The number of persons declaring a Hispanic origin increased nearly one percent (1%), during the same period. It is probable that both of these groups have continued to increase as a percentage of the neighborhood population since 1990.

Racial Composition

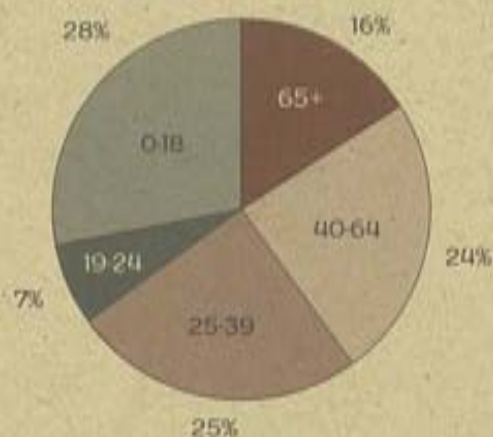


Source: 1990 U.S. Census



The age of residents of the Fairground Neighborhood has gradually become younger since 1970. According to U.S. Census data, the median age dropped from 34.6 to 31.6 years from 1980 to 1990. The median age for City of Des Moines actually increased during the same period from 29.6 to 32.2 years. This trend in the neighborhood is important to recognize because it indicates a transition towards younger families moving into the housing stock which previously maintained a healthy balance of all age groups in 1990.

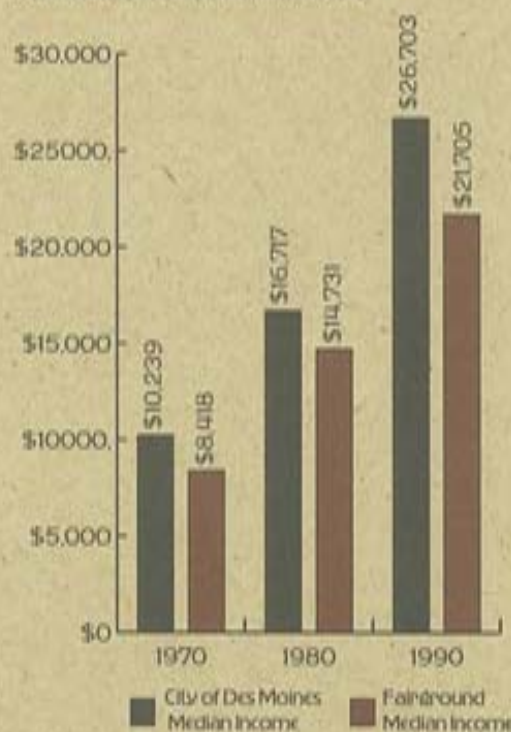
Fairground: Population By Age Group



Source: 1990 U.S. Census

The median income for the Fairground Neighborhood in 1990 was \$21,705 which was slightly over 81% of the median income for the City. Although the neighborhood's median income has increased over time, it has fluctuated slightly as a percentage of the City of Des Moines median since 1970 according to the U.S. Census. For the most part however, the median income has generally followed the trend of the City as a whole.

Fairground Median Income



Source: 1970, 1980, and 1990 U.S. Census



HOUSING

As of 1990, the Fairground Neighborhood contained 1,960 residential structures according to U.S. Census data. At least 81% of the residential structures standing in 1990 had been constructed prior to 1950. Half of the housing structures in the Fairground Neighborhood were built before 1939 making a majority of the current housing nearly 60 years old. By comparison, only 44% of the housing structures existing in the City in 1990 had been built by 1950.

According to City Assessor data gathered in 1997, the Fairground Neighborhood is predominantly a single-family residential area with about 88% of the residential structures being single-family in use and the remainder being multi-family structures scattered throughout the area. The housing stock in the neighborhood is primarily owner-occupied with only eleven percent (11%) of the structures assigned legal rental certificates. When compared to the City at thirty-six percent (36%) rental, the neighborhood has a considerably higher rate of owner-occupancy.

Because a majority of the homes in the neighborhood were built prior to World War II, the housing stock of the neighborhood is a major asset due to the high quality of pre-war construction. Although the homes in the neighborhood are predominantly modest in size, primarily bungalow and cottage types, there are some scattered homes which exemplify the popular architectural styles of the Arts and Crafts, Colonial, and Tudor Revival periods. There may even be a few homes which reflect the late Victorian period. However, a majority of the homes were built using simple early twentieth century vernacular designs.



For this planning process, the Neighborhood Development staff have adopted a new methodology for housing condition rating. In previous planning processes, an external visual assessment was used to assign a condition of one through four (1-4) to a structure, with one being the sound condition, two being fair, three being deteriorated and four dilapidated. For this plan, the City Assessor data was selected because it takes into account additional factors which affect property value other than just exterior appearance. Also, City Assessor data is systematically updated over time while the most recent City-wide conditions data dates to a 1988 survey.

City Assessor data rates a residential structure into one of the following conditions listed from best to worst: Excellent, Very Good, Above Normal, Normal, Below Normal, Poor, and Very Poor. By adapting them to the old methodology these conditions are equated to the old system as follows:

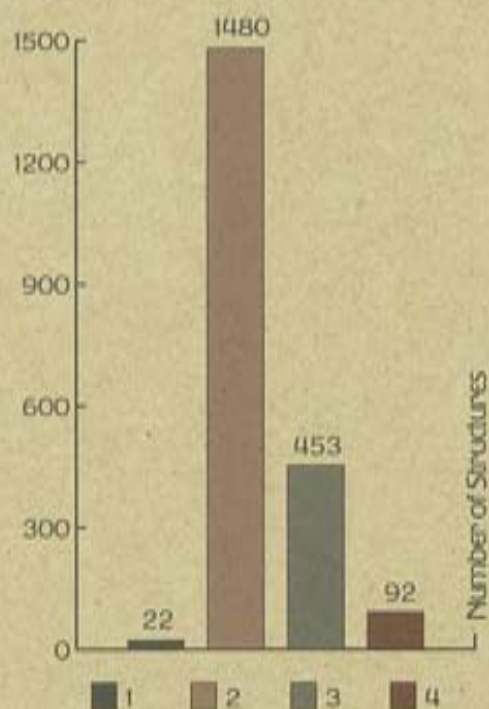
1	Excellent & Very Good
2	Above Normal & Normal
3	Below Normal
4	Poor & Very Poor

According to 1997 City Assessor data, there were 2047 residential structures in the Fairground Neighborhood. These structures were generally in a condition from normal to excellent, with seventy-three percent (73%) falling into those categories. However, seventy-two percent (72%) are strictly within the Above Normal/Normal category requiring some deferred maintenance. This means most



of the structures in the neighborhood would benefit from minor repairs and rehabilitation at very least. The remaining 27% of the structures that fall at Below Normal or worse would benefit from major structural rehabilitation. This allows for a high volume of activity using the financial tools that are in place for designated neighborhoods.

Fairground Housing Conditions



Source: Des Moines City Auditor's Office, August 1997



LAND USE

This section discusses the existing land use conditions within the Fairground Neighborhood based on visual confirmation of the land use inventory conducted by Neighborhood Development staff in August of 1997. The correlating zoning districts are also described as they existed in the City of Des Moines Zoning Ordinance upon adoption of this Action Plan. (Please refer to the Existing Land Use and Existing Zoning Maps attached.)

Residential

The existing zoning reflects the high single-family structure land use pattern, with the core of the neighborhood zoned R1-60 One-Family, Low Density Residential. However, on the north side of Dean Avenue from East 22nd to East 28th Street, the land is zoned R-3 and R-4 Multiple Family Residential intended for higher density use. The existing land use in that particular area still suggests a single-family use pattern. There are also some residential structures scattered within the fringe of the neighborhood which is commercial and industrial.

Commercial

The commercial properties in the neighborhood are concentrated on the East University and East 30th Street highway commercial corridors. The zoning is currently C-1 Neighborhood Retail along East University and C-2 General Retail and Highway Commercial along East 30th Street. The businesses located along these corridors are more likely to serve a regional retail base that includes the east central side of Des Moines and some eastern suburbs. Particular uses include restaurants, taverns, grocery stores, thrift center, discount stores, gas and convenience stores, and several automobile service and sales businesses. There is a scattering of smaller businesses in the residential area of the neighborhood with a few nodes of concentration along East Walnut Street and East Grand Avenue. A few of these intersection nodes are zoned C-1 Neighborhood Retail. These uses seem to be more neighborhood oriented in their customer base. These include a drug store, barber shop, taverns, and others.

Industrial

The current industrial uses in the neighborhood developed along the railroad lines. A concentration of these uses occurs on the south side of Dean Avenue from the railroad east to about East 28th Court as well as between the railroad on the west and East 20th Court the entire length of the western edge of the neighborhood. Many of these properties are now used for distribution and storage, low intensity manufacturing or are agribusiness based. The EMCO and Fruehauf site, by far the largest in the neighborhood, protrudes into the southwest corner of the residential portion of the neighborhood with their storm door manufacturing operation. All of these industrial use areas are zoned for M-1 Light Industrial. Some parking use for industrial operations along Dean Avenue encroaches into the residential areas on the north-side of the street.

Public/Semi-Public

The neighborhood contains two public schools, Brooks and Willard elementary schools. Both are currently in operation serving the Fairground Neighborhood as well as areas outside the neighborhood. There are also five smaller active Christian churches of varying denominations located throughout the neighborhood.

Parks/Open Space

A recent survey of the Des Moines parklands system prepared by the Park and Recreation Department identifies the Fairground Neighborhood as deficient of park and recreation space. However, the City policy has been to only create park space when an equivalent amount has been vacated. Investment by the City Parks and Recreation has been made to the playgrounds at both the previously mentioned schools in an effort to provide dual purpose recreational opportunities in partnership with DMPS. Should either school be closed in the future, agreements are in place which would give the Parks and Recreation Department first opportunity to purchase and manage the activity of those properties.

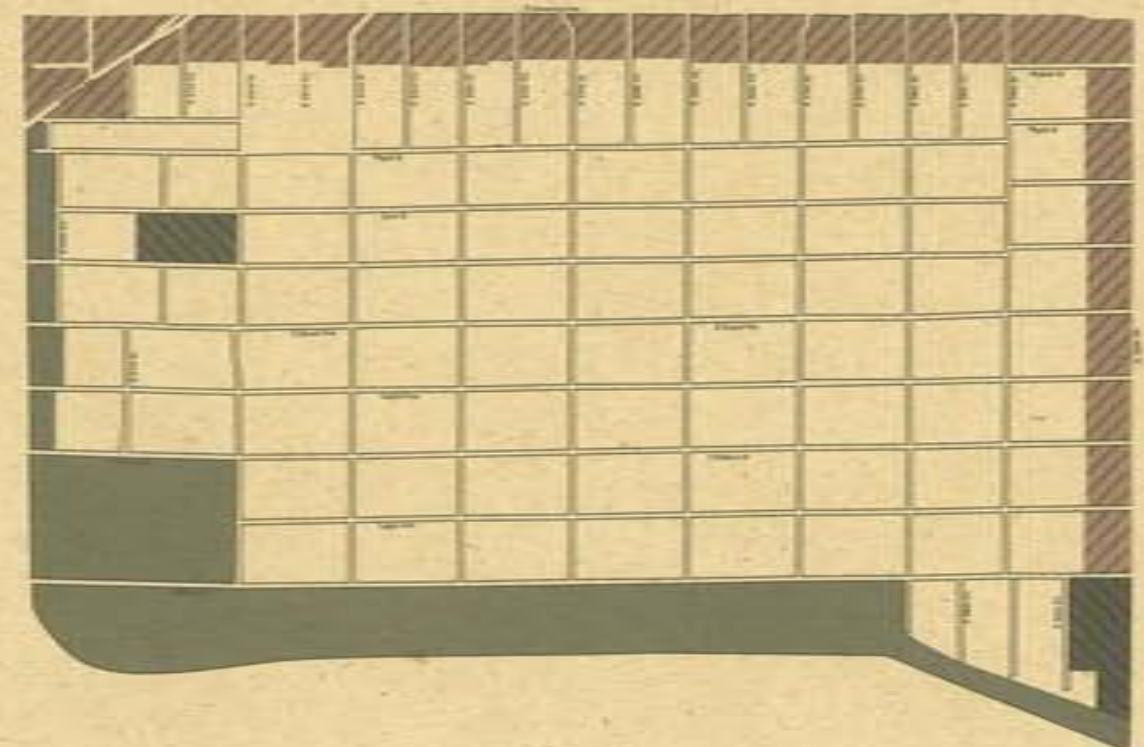


Existing Land Use

- Single Family
- Two-Family
- Commercial
- Public/Semi-Public
- Industrial
- Vacant Lot

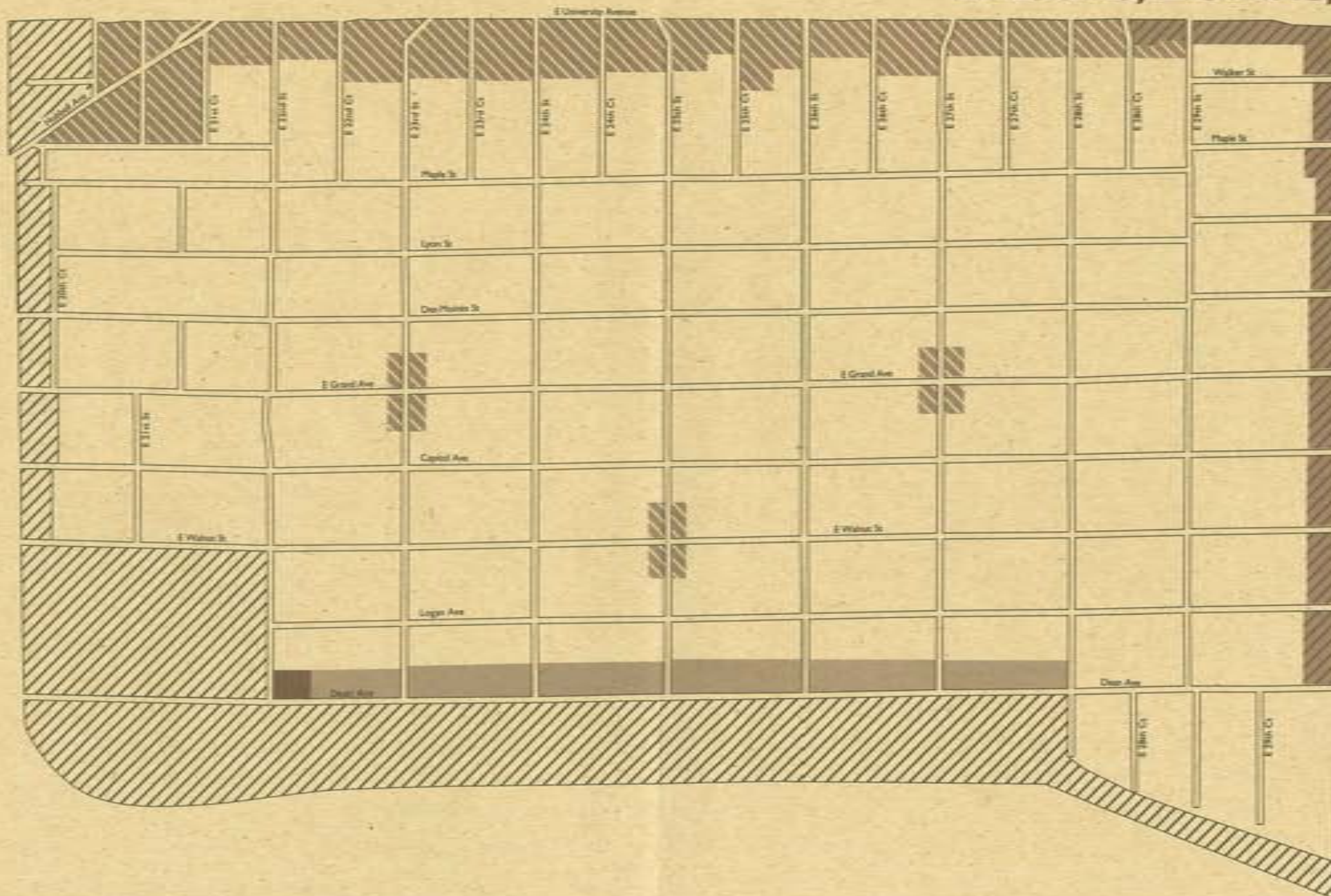
Future Land Use

- Low Density Residential
- Commercial
- Public/Semi-Public
- Industrial



- | | |
|--|--|
|  R-160 |  C-1 Neighborhood Retail Commercial |
|  R-3 Multi-Family Residential |  C-2 General Retail & Highway |
|  R-4 |  M-1 Light Industrial |

Existing Zoning



Action Plan
ISSUES
Goals
RESOURCES



HOUSING GOALS



ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Encourage maintenance of owner-occupied and rental single family structures.	1. Encourage maintenance and rehabilitation of all residential properties.	A. Provide home purchase and rehabilitation loans from NFC based on guidelines developed for the neighborhood.	FNCL, NFC, and DIF
		B. Create information sources to assist homeowners with identifying and performing necessary home repairs.	FNCL, CCI, and City
		C. Encourage key exterior repairs and/or clean-up that will promote a positive image of the neighborhood and develop a strategy that will target those repairs.	FNCL, CCI, City, NFC, Local Contractors, Trades, DMPs, Local Lending Institutions, and Housing Non-Profits
		D. Develop alternative methods to encourage and support home repair and maintenance.	FNCL, CCI, City, and NFC
	2. Support the development of financing programs to encourage home ownership.	A. Pursue alternative options to provide financial support for home improvement and maintenance.	FNCL, CCI, City, and DIF
		B. Provide information of available financing programs.	FNCL, CCI, City, and DIF
		C. Encourage homeowners purchasing on contract to refinance using conventional mortgage financing.	FNCL, CCI, City, NFC, Local Lending Institutions, and DIF
Enforce rental housing code.	3. Improve maintenance on rental properties.	A. Ensure that all rental properties have current housing certificates and are in compliance with the City's Housing Code.	City
		B. Encourage participation in the Crime Free Multi-Housing Program	FNCL, Landlords, and DMPD
		C. Provide financing incentives through rehab loan programs for investor owned properties.	City, and NFC
		D. Discourage conversions of single family structures to duplex or multi-family	City
		E. Promote enforcement of zoning codes	FNCL, and City



ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Encourage rehab of vacant structures/ discourage demo unless for safety reasons. Encourage residential infill on vacant lots. Discourage conversion of commercially constructed buildings to residential as a primary use.	4. Preserve and improve existing neighborhood context.	A. Encourage rehabilitation of vacant structures. B. Avoid demolition of properties unless absolutely necessary. C. Encourage residential infill on vacant lots. D. Support the transfer of vacant lots that are infeasible for infill to owners of adjacent properties for use as side yards. E. Discourage conversion of structures constructed as commercial buildings to a primarily residential use.	FNCL, City, and Non-profit agencies FNCL, and City FNCL, City, and Non-profits FNCL, Polk County, and City City
	5. Construct residential infill on buildable vacant lots.	A. Identify buildable vacant lots in the neighborhood B. Create incentives available to housing non-profits or private developers for housing infill on vacant property. C. Encourage the construction of infill housing that is compatible with the NH character.	FNCL, and City CDD-HCS, Non-Profits, Private Developers, and NEC Non-Profits, and Private Developers
Investigate options for residential properties under contract sale.	6. Decrease detrimental effect of properties purchased on contract.	A. Investigate ways to encourage recording of contract sales. B. Investigate financing options for residential properties purchased on contract. C. Identify potential illegal rentals and enforce housing code. D. Pursue changes to state law that will place limitations on contract sales.	FNCL, NRB, Des Moines Neighbors, City Council, CCI, and State Legislature FNCL, CCI, City, NEC, and local lending institutions FNCL, and City FNCL, NRB, Des Moines Neighbors, City Council, CCI, and State Legislature



COMMUNITY ENHANCEMENT GOALS

ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Neighborhood entrances	1. Define and enhance neighborhood entrances	A. Develop the intersection of E. Grand Avenue and E 30th Street as a neighborhood entrance, including acquisition of property to create an entry feature which complements the State Fairgrounds.	FNCL, CCI, Iowa State Fair, NHS, City, MTA, CDBG, IDOT, and Blue Ribbon Foundation
Public Library of Des Moines	2. Optimize the use of Public Library resources	A. Identify and utilize Public Library resources wherever possible	FNCL and Public Library of Des Moines
Neighborhood Youth	3. Develop and initiate activities for neighborhood youth	A. Develop outreach programs sponsored by the neighborhood, businesses, and the schools that provide positive activities for youth.	FNCL, Local Businesses, CCI, Churches, and DMPs
		B. Involve local schools in the neighborhood association's activities and initiatives.	FNCL and DMPs
		C. Identify location for youth center and activities within the neighborhood	FNCL
Fairground Neighborhood Association	4. Continue to support and enhance recognized neighborhood associations.	A. Promote the Fairground neighborhood association to increase membership and activity	FNCL, City, Churches, Schools, Businesses, Community Advisory Committee (CAC) and CCI
		B. Continue communication with surrounding recognized NHs to promote common goals.	FNCL, CAC, and CCI
		C. Conduct outreach to tenants to participate in the NH organization.	FNCL, CAC, Churches, Schools, Businesses, and CCI



ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Non-profit organizations	5. Develop and define relationships with local non-profits	A. Encourage and annually define the role of CCI in implementation of the Fairground Action Plan. B. Identify and enhance non-profit partnerships. C. Provide ongoing communication with area non-profits. D. Promote opportunities to partner with area non-profits on NH activities and initiatives.	FNCI and CCI FNCI, CCI, local churches, East Gate Lodge, Eastern Star, Behavior Technologies, Odd Fellows, DAV, Salvation Army, and Veterans of Foreign Wars FNCI, CCI, and area non-profits FNCI and CCI
Neighborhood crime and security	6. Strengthen and support an active community-based policing program* to decrease illegal activity and improve security in the neighborhood * Community-based policing as defined by the DMPD in the <i>Municipal Approach</i>	A. Maintain and strengthen the relationship between Fairground and the Police and Fire Departments. B. Continue to develop, promote, and support an active neighborhood watch plan for the neighborhood. C. Educate residents about illegal activity and how residents can assist the police with enforcement. D. Advocate for a greater police presence in the neighborhood.	FNCI Safety Committee, DMPD, and DMPD FNCI Safety Committee and DMPD-NARC FNCI Safety Committee and DMPD-NARC FNCI and CCI



COMMUNITY ENHANCEMENT GOALS



ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Neighborhood identity	7. Improve and promote the image and identity of the Fairground Neighborhood.	A. Develop a strategy to improve and promote the identity of Fairground as a livable community. B. Work with the City's Traffic and Transportation Division to examine the feasibility of renaming E. 30th Street South of University to State Fair Drive.	City, DM Register, Iowa State Fair, and FNCI FNCI, and City
Relationship with Iowa State Fair	8. Establish a working relationship with the Iowa State Fair Board	A. Develop and foster a relationship with the Iowa State Fair Board B. Involve the State Fair Board in neighborhood association activities and initiatives.	FNCI, CCI, and Iowa State Fair FNCI
Quality of education	9. Support the existing schools in and surrounding the neighborhood	A. Work with the Des Moines School District to promote and support the public schools surrounding the neighborhood. B. Involve local schools in neighborhood activities and functions. C. Advocate for the best interests of Brooks and Willard Schools, including those enrolled. D. In the event of a school closing, work with the DMP's to aggressively redevelop school property in the best interest of the neighborhood.	FNCI, City, PTA, Site Base Council (SBC), and DMP's FNCI and local schools FNCI FNCI, Parks and Recreation, DMP's

COMMERCIAL GOALS

ISSUES	GOALS	PLAN OF ACTION	RESOURCES
E. 30th Street Corridor	1. Improve the appearance of the East 30th Street Corridor; investigate the potential for including it in the ACCENT Urban Renewal/TIF	A. Promote neighborhood sensitive development on East University Avenue.	FNCI, City, and CAC
		B. Work with land owners and shopkeepers on beautification projects.	FNCI, City, CAC, and CCI
		C. Encourage the rehabilitation of existing structures and new construction where appropriate.	FNCI, City, CAC, and CCI
		D. Work with the City's Community Development Department to plan commercial projects.	FNCI, City, CAC, and CCI
		E. Develop and implement design guidelines for the corridor which complement the State Fairgrounds.	FNCI, City Engineering, CAC, CCI, CDBG, and IDOT
State Fairgrounds	2. Support the Iowa State Fairgrounds as a year-round operational facility	A. Support and promote the State Fairgrounds as a year-round operational facility.	FNCI, IDOT, Blue Ribbon Committee and Iowa State Fair
Neighborhood businesses	3. Encourage sensitive revitalization at commercial nodes surrounded by residential property	A. Work to ensure that new business locating in the area are sensitive to the character of the neighborhood.	FNCI, City, and East Side Chamber of Commerce
		B. Promote local business to the neighborhood by involving them in neighborhood activities.	FNCI
		C. Work with land owners and shopkeepers on beautification projects.	City, East Side Chamber of Commerce, and FNCI
	4. Limit the impact of commercial development along E. 30th and E. University on residential property.	A. Advocate for responsible commercial development along E. 30th and E. University while ensuring there is a transition between commercial and residential land uses which has a minimal impact on the surrounding residential areas.	City, East Side Chamber of Commerce, and FNCI



COMMERCIAL GOALS



ISSUES	GOALS	PLAN OF ACTION	RESOURCES
E. University Avenue Beautification	5. Promote the beautification of East University Avenue	A. Continue involvement with the East University Avenue Gateway Beautification Project	FNCL, City, and East University Avenue Committee, IDOT, Surrounding NH organizations
ACCENT Urban Renewal	6. Continue to support implementation of the ACCENT Urban Renewal Plan	A. Work with surrounding neighborhood organizations to facilitate the implementation of the ACCENT Urban Renewal Plan	FNCL, City, ACCENT, East University Committee, area businesses, East Side Chamber of Commerce, and Gray's Woods
Agriculture Enterprise Zone and Ag Business Park	7. Continue involvement in and monitoring of the proposed Agriculture Enterprise Zone, Ag business Urban Renewal Plan, Agriculture Park III, and Ag Business Park.	A. Increase involvement in the planning and development of the SE side as an agriculture business district. B. Work with surrounding neighborhoods on the development of the SE side as an agriculture business district. C. Advocate for development that is sensitive to the needs of the surrounding neighborhoods. D. Ensure representation on "City Good Neighbor Task Force" for the Ag Enterprise Zone E. Advocate for local control of the Ag Enterprise Zone F. Investigate adaptive reuse of former hosiery mill site that is compatible with the school and surrounding residences.	FNCL, City and CCI FNCL and surrounding neighborhoods FNCL, County, State, SE Business Association, and surrounding neighborhoods FNCL, City, and CCI FNCL, City, CCI, and State Legislature Representation FNCL, and City

PHYSICAL ENVIRONMENT GOALS

ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Preservation of existing brick streets	1. Preserve the brick construction of Capitol and Des Moines Streets throughout the neighborhood using masonry materials for maintenance	A. Work with Public Works Department to develop a feasible method for providing maintenance of brick streets; investigate methods used in other communities	FNCL, Capital Improvement Budget, CDBG, and Public Works Department
Truck driving on street not designated as truck routes	2. Enforce truck traffic to driving on truck routes only	A. Ensure that neighborhood truck traffic generators follow truck routes B. Investigate and implement recommended methods to encourage and direct truck traffic to truck routes; traffic calming??	FNCL, City Engineering Department Traffic and Transportation Division, DMPD, and IDOT FNCL, and City Engineering Department Traffic and Transportation Division
Vehicular access to the west prevented periodically by trains	3. Provide for less interrupted vehicular access in and out of the west side of the neighborhood	A. Work with Engineering Department to discuss options for an over pass at Hubbell Avenue; and explore restrictions to rail traffic which might enhance vehicular access	FNCL, Engineering Department Traffic and Transportation Division, Railroads, and Capital Improvement Program
Maintenance of the railroad rights of way	4. Enforce a higher standard of maintenance for the railroads on their properties	A. Assist County Weed Inspector and Neighborhood Health and Zoning Division in monitoring the appearance of railroad right-of-ways B. Develop a relationship with the railroad to make them aware of our concern about the railroad Right-of-Way appearance	FNCL, Neighborhood Health and Zoning Inspection Division, and County Weed Inspector FNCL, and Railroads
Commercial and industrial use conflicts with residential uses	5. Preserve existing character in areas of the neighborhood which are single family residential in character while designating an appropriate amount of land for future commercial and industrial growth	A. Delineate future land use between commercial and low density residential uses and rezone areas as necessary according to those changes	FNCL, Planning and Administration Division, and Neighborhood Development Division



PHYSICAL ENVIRONMENT GOALS



ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Street infrastructure needs maintenance in various locations in the neighborhood	6. Provide safe and serviceable street and alley infrastructure which is maintained to the City standards	A. Work with Public Works Department to assess street infrastructure needs and determine where to target available resources; and implement the proposed necessary maintenance and improvements to the street infrastructure B. Encourage preservation of brick sidewalks where they exist	FNCL, Neighborhood Infrastructure Rehabilitation Program (NIRP), CDBG, Capital Improvements Budget, and Public Works Operating Budget Individual Property Owners
Zoning Code Enforcement Need for clean-ups	7. Continue to provide a level of Zoning Code enforcement which proactively identifies violations, educates offenders of the code, and ensures that property owners are responsible for keeping the appearance of their property conducive to NH living while discouraging repeat violations	A. Develop a system where the NH assoc. and City have the opportunity to educate NH property owners and residents about the Zoning Code. Work with violators one on one to develop solutions to the problem while preventing a future violation B. Develop bilingual information pamphlets available to property owners to educate them on Zoning Code provisions	FNCL, Neighborhood Health and Zoning Inspection Division, Action Center, Neighborhood Development Division, and CDBG Neighborhood Health and Zoning Inspection Division

ISSUES	GOALS	PLAN OF ACTION	RESOURCES
Vacant property scattered throughout the neighborhood	8. Encourage maintenance by adjacent property owners on vacant properties unsuitable for infill housing	A. Identify non-buildable parcels of vacant property in the neighborhood B. Develop a NH contest to encourage beautification and maintenance of side yards C. Work with owners to acquire adjacent vacant side yards	FNCI, Neighborhood Property Owners FNCI, Neighborhood Property Owners FNCI, Neighborhood Property Owners
Unpaved Streets	9. Pave streets which are currently unpaved or are not constructed with storm sewer	A. Work with affected property owners to make them aware of special assessment subsidies which may be available to assist them with street paving assessments; and work with them to encourage their support for the assessed paving projects	FNCI, Engineering Department, Property owners on unpaved streets, CDBG Assessment Subsidy
	10. Provide storm and sanitary sewer systems which are adequate in design to address needs of the neighborhood along with mitigation of existing problem areas	A. Work with City Engineering to access the current system accurately and propose necessary improvements for future inclusion in the Capitol Improvements Program budget using Storm Water Utility funds B. Advise Public Works when existing storm sewer system needs maintenance	FNCI, Capital Improvements Budget, Engineering Department, and Sanitary/Storm Water Utility Funds FNCI
Traffic safety issues involving excessive truck traffic, speeding, and excessive street parking	11. Provide for a safe and moderate flow of traffic within the neighborhood	A. Investigate the potential for traffic calming and other traffic improvements and implement recommendations B. Analyze street parking and implement recommended changes C. Specifically analyze traffic flow and patterns on East 30th Street between East University and the railroad	FNCI, and Engineering Department Traffic and Transportation Division NCI, Engineering Department Traffic and Transportation Division, CDBG, and Traffic Consultants FNCI, Engineering Department Traffic and Transportation Division, CDBG, and Traffic Consultants



IMPLEMENTATION

In order for this Action Plan to be successful, it is essential that the present collaboration between the Fairground Neighbors for Community Improvement (FNCI) and the City of Des Moines continue to exist. The following are also important requirements for the success of the Action Plan implementation:

1. Technical Assistance from Neighborhood Development staff and other City staff when appropriate
2. Inclusion in the City's Neighborhood Infrastructure Rehabilitation Program (NIRP) and Capital Improvements Program (CIP)
3. Financial Support for housing improvements from the Neighborhood Finance Corporation (NFC), the City's Housing Conservation Services (HCS) Division, and other non-profit housing organizations
4. Availability of federal funding sources such as Community Development Block Grant (CDBG) and HOME program dollars
5. Strong and active leadership from FNCI

The goal of the Neighborhood Revitalization Program (NRP) is to solve specific problems that require intensive work in returning the neighborhood to a market-based, self-sustaining area. The NRP is not intended to be a permanent commitment of resources to a specific neighborhood.

The FNCI entered their designation as a Transitional Positive rated neighborhood based on the following criteria:

1. Housing Conditions
2. Proportion of homeowners to renters
3. Change in total population
4. Public Improvement Needs
5. Median household income as compared to City-wide

FNCI have forged relationships with Citizens for Community Improvement (CCI) and other surrounding neighborhood groups. The association's commitment is to increase the quality of life by improving the housing stock and appearance of the area and enhancing the

area amenities that will serve residents and attract new families to the neighborhood.

The desire to improve the way others see their neighborhood by enhancing commercial corridors, cleaning up junk, and rehabilitating housing presents new challenges for the Fairground Neighborhood in coordinating resources and developing new partnerships in revitalization. FNCI's challenge will be to identify and promote appropriate resources for individuals and projects over a three year implementation phase of the Action Plan. The neighborhood association, in partnership with City staff, can initiate the process and define the strategy to accomplish the identified goals.

There are four additional policy elements which are integral to the implementation of this Action Plan. They are described in the following sections: Future Land Use, Neighborhood Finance Corporation Program, Housing Conservation Services and the Neighborhood Infrastructure Rehabilitation Program.

Future Land Use

Along with the adoption of this Action Plan, a more detailed future land use plan for the Fairground Neighborhood is established and included in this document, amending the City's current Land Use 2000 policy (see Future Land Use Map). Establishing the future land use is important in the implementation of the Action Plan in that a guideline is provided for future development and redevelopment. However, it should only be considered as a guideline and not a strict determinant so that it can be flexible enough to allow for changing environments in acceptable development practices and other land use needs which cannot be foreseen in the current environment. The goals of this Action Plan will provide specific implementation strategies for rezoning based on the future land use that has been established.

Neighborhood Finance Corporation (NFC) Program

A crucial part of the NRP strategy was the creation of a Neighborhood Finance Corporation (NFC) which provides financial support for neighborhood revitalization in the form of specialized lending programs. The NFC is a non-profit organization operated by an independent board of directors and their appointed staff using funds provided from the City of Des Moines, Polk County, and other private sources such as loan pool investors for programs assisting homeowners and investors with mortgage and home improvement lending in designated neighborhoods. This board sets all policy and approves all programs operated by the NFC in accordance with a shared agreement between the funding entities.

Based on review of data compiled during the Action Plan process, the following policies will be in effect with the adoption of this plan in addition to the program guidelines already in effect by NFC:

- There are no limitations to lending in the Fairground Neighborhood based on condition of housing.
- Properties must be currently zoned or rezoned for residential use by the City of Des Moines Zoning Ordinance.
- Improvements to ensure health and safety along with items of deferred maintenance and exterior appearance are given priority over non-essential amenities.
- NFC programs will be available for three years upon on the adoption of the Action Plan. Any continuance from that point will be based on the Action Plan Evaluation Report approved by the City Council and Board of Supervisors.
- NFC available to rental investors upon approval of the neighborhood association.

Individuals seeking assistance from NFC must meet all down payment/closing cost requirements and all credit and underwriting guidelines established in order to receive any loan or subsidy.



Housing Conservation Services

The City Housing Conservation Division operates lending programs available to low income homeowners and investors of housing for low income for housing rehabilitation. Application for these programs must be made at the City and strict income guidelines are followed. Once application is made, City inspectors determine what improvements are eligible based on what is necessary to provide a safe standard of housing on a case by case basis. These programs consist of Federal funding and availability is based on annual allocations.

Neighborhood Infrastructure Rehabilitation Program (NIRP)

A specific program to address deteriorating infrastructure in Designated Neighborhoods has been designed by the City's Public Works Department. The Neighborhood Infrastructure Rehabilitation Program (NIRP) was developed in response to input from several neighborhood plans and the fact that the positive visual impact of the improvements has been found to be very beneficial to the revitalization effort. The current program as it exists relies on CDBG, CIP, and the City's operating budget.

The program provides a concentrated approach to making infrastructure improvements in neighborhood areas along with routine street maintenance operations to

create the maximum impact in combination with other revitalization efforts. Types of activities included in the program have been curb replacement, sidewalk replacement, street resurfacing, street surface repair, rebuilding storm sewer intakes, alley grading, street tree trimming, wheel chair ramp construction, and storm sewer cleaning.

The program has been limited in the past to Designated Neighborhood Action Plan project areas which have been selected as part of the planning process. The nature of the Fairground Neighborhood, with its revitalization needs so scattered, has not called for a project area approach to the entire revitalization program. However, the limited resources of the NIRP Program have required the selection of a limited area.

During the Action Plan process it was determined by the plan committee that to make the greatest impact to the neighborhood, all residential streets south of Maple Street within the boundaries of Fairground should be included for consideration of NIRP improvements.

The Neighborhood Development Division will conduct periodic progress assessments of the Action Plan and will request that the program be concluded once the work plan is completed. Completion of the work plan does not mean that all items have been accomplished. It is possible that certain activities may be found to be infeasible, place an unreasonable demand on resources, or require a longer term than the three year window of the NRP. Once a plan has been found to be complete, an evaluation report is prepared by Neighborhood Development staff with input from the neighborhood organization. FNCI approves recommendations to the evaluation report at a general meeting and forwards them to the Neighborhood Revitalization Board (NRB). After review by the NRB and the Plan and Zoning Commission, all recommendations are presented to the City Council and County Board of Supervisors for their approval of the phasing out of the neighborhood to Charter status along with terms of such phase out.



CAC - Community Advisory Council; a group representing neighborhood residents and businesses within the Eastside DIF which provides input to the revitalization activities of the DIF

CCI - Citizens for Community Improvement; a non-profit organization that encourages the organization of neighborhood groups and citizen participation

CDBG - Community Development Block Grant; federally funded program provided to communities for development and services which benefit low and moderate income areas and people

Charter Neighborhood - A Recognized Neighborhood which has an approved Action Plan under the Neighborhood Revitalization Program, but, after evaluation, has been moved from being a Designated Neighborhood to a status where the City and County are minimally involved in the plan implementation

CIP - Capital Improvement Program; the City's five-year budget and schedule of infrastructure projects

Crime Free Multi-Family Housing Program - A program implemented by the Des Moines Police Department designed to involve landlords and property managers and tenants in the prevention of criminal activity associated with multi-family housing.

City - City of Des Moines, Iowa; includes the City Council, City Manager's Office and all operating departments

Designated Neighborhood - A Recognized Neighborhood which has been selected to participate in the NRP

DIF - Designated Investment Fund; specifically set up through Iowa State Bank, depositors can earmark their funds to be placed in a loan pool which is restricted to a geographic area of the City's east side

DMPS - Des Moines Public School District

FNCI - Fairground Neighbors for Community Improvement

HCS - Housing Conservation Services Division; the Division of the City's community Development Department which operates federally funded housing rehabilitation programs and rental housing code enforcement

HOME - A federally funded program used in various ways to provide housing opportunities for low and moderate income individuals and families

NIRP - Neighborhood Infrastructure Rehabilitation Program; a program operated by the City's Public Works Department to improve infrastructure in Designated Neighborhoods

NRB - Neighborhood Revitalization Board; a City Council appointed citizen board charged with making policy recommendations regarding the City's NRP and Consolidated Planning process for federal funds

NRP - Neighborhood Revitalization Program; a comprehensive approach to revitalizing Des Moines' neighborhoods, initiated by the City Council based on the recommendations in a 1990 report prepared by consultant Stockard & Engler, Inc.

NFC - Neighborhood Finance Corporation; a non-profit financial corporation which provides lending for home purchase and rehabilitation in Designated Neighborhoods

Recognized Neighborhood - A neighborhood with an active association that submitted an application to the City Council and in turn was approved as having an officially recognized relationship with the City



ASSOCIATED MATERIALS

- *ACCENT Urban Renewal Plan*
- *East University Avenue Gateway Beautification Concept*
- *East University Design Guidelines*
- *Historical Residential Architecture in Des Moines 1905-1940*
- *Community Preservation Plan*
- *Parklands*
- *Land Use 2000*

All of the above materials are planning documents which have an impact on or are in some way related to the Fairground Neighborhood Action Plan. They are all available for public review and / or purchase at the City's Community Development Department Offices at the Armory Building, 602 East First Street, Des Moines, Iowa 50309.



FAIRGROUND

Statistical Summary

According to the 1990 Census, the total population of the Fairground neighborhood is 4,836 consisting of 95% White, 3% Black, 1% Asian, and 1% listed as other. The median age for Fairground is 31.6 and the median household income is \$21,705, 19% less than the City's median.

Fairground is primarily a residential neighborhood with a total of 2,047 residential structures, comprised of 88% single-family with the remaining 12% being multi-family. The majority of the residential structures are owner-occupied dwellings with only 11% renter-occupied.

The 1997 City Assessor's Office data lists the following conditions for properties within the Fairground neighborhood: 1% excellent & very good, 72% above normal & normal, 22% below normal, and 5% poor & very poor.

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Summary of Goals

Housing Goals

- Encourage maintenance and rehabilitation of all residential properties
- Support financing programs to encourage home ownership
- Improve code enforcement on rental properties
- Preserve and improve existing neighborhood context

Community Enhancement Goals

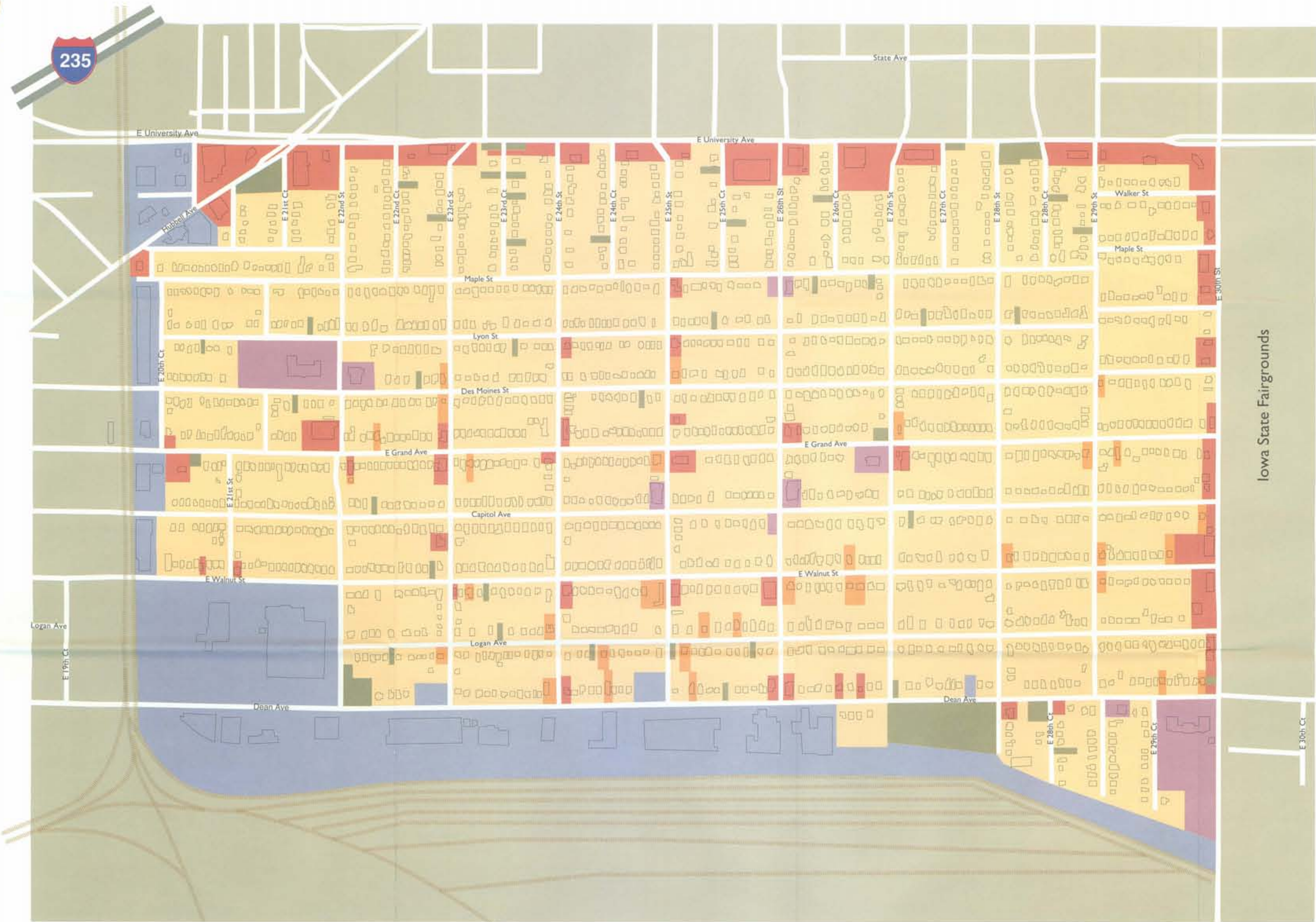
- Define and enhance neighborhood entrances
- Develop and define relationships with local non-profits
- Strengthen and support an active community-based policing program
- Improve and promote the image and identity of the Fairground Neighborhood

Commercial Goals

- Improve the appearance of the E. 30th Street Corridor
- Encourage sensitive revitalization of commercial nodes surrounded by residential property
- Promote the beautification of E. University Avenue
- Continue involvement in and monitoring of the proposed Agriculture Enterprise Zone, Ag Business Urban Renewal Plan, Agriculture Park TIE, and Ag Business Park.

Physical Environment Goals

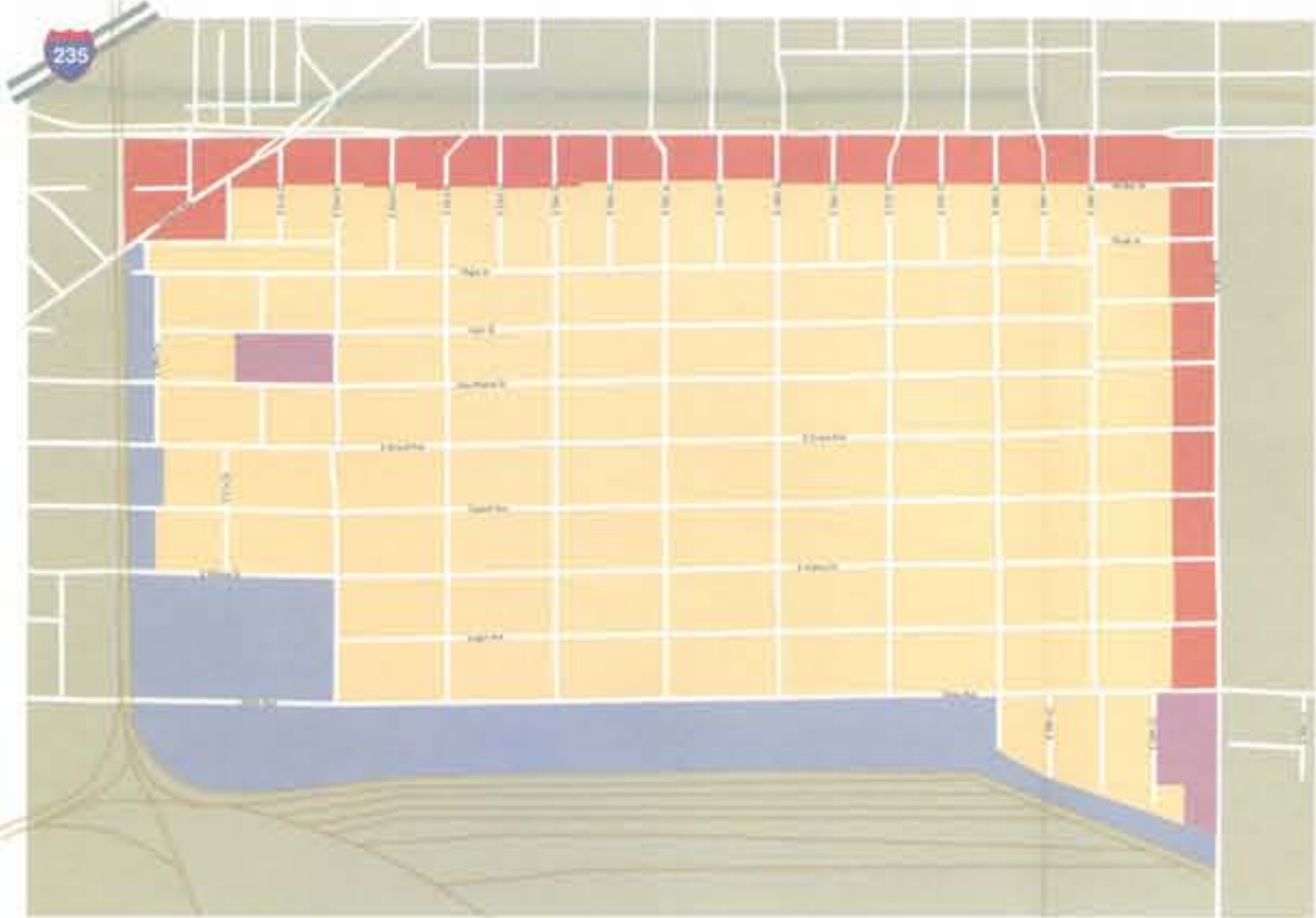
- Preserve the brick streets throughout the neighborhood
- Enforce truck traffic to driving on truck routes only
- Preserve existing single family residential character
- Provide safe and serviceable infrastructure which is maintained to the City standards
- Continue to provide proactive Zoning Code enforcement
- Pave Streets which are currently unpaved
- Provide adequate storm and sanitary sewer systems
- Provide for a safe and moderate flow of traffic within the neighborhood



Existing Land Use



Fairground Neighborhood location within the City of Des Moines



Future Land Use

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Industrial
- Public/Semi-Public
- Vacant Property

The Neighborhood Revitalization Program

In 1990, the Des Moines City Council and the Polk County Board of Supervisors initiated a Neighborhood Revitalization Program based on "Housing Improvement and Neighborhood Revitalization" prepared by the consulting firm of Stoddard and Engler, Inc. This program uses a strategy that calls for neighborhood residents, the City of Des Moines, Polk County, and local business leaders, to develop a public/private partnership that addresses critical housing and neighborhood revitalization issues within the metropolitan area. The leveraging of private funds is based on the premise that public funds will be targeted to solve neighborhood problems and provide improvements. A crucial part of this strategy was the creation of the Neighborhood Finance Corporation which provides financial support through home improvement and mortgage loans for revitalization programs. The result is the implementation of a plan developed by residents and the City that represents both consensus and an ongoing commitment.

The Fairground Action Plan was prepared through a joint effort of the City of Des Moines Neighborhood Planning Division and the Fairground Neighbors for Community Improvement. The neighborhood planning process relies on active resident groups to identify critical neighborhood issues in their area. Technical assistance and planning coordination is provided by staff from the Neighborhood Division of the Des Moines Community Development Department.

