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# GLENWOOD

## COMPREHENSIVE PLAN

2045

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**PREPARED BY**  
SOUTHWEST IOWA  
PLANNING COUNCIL



# TABLE OF CONTENTS

<b><u>1</u></b>	COMPREHENSIVE PLANNING
<b><u>2</u></b>	THE VISION
<b><u>3</u></b>	COMMUNITY PROFILE
<b><u>4</u></b>	ECONOMIC DEVELOPMENT
<b><u>5</u></b>	LAND USE
<b><u>6</u></b>	PUBLIC SERVICES
<b><u>7</u></b>	TRANSPORTATION
<b><u>8</u></b>	HOUSING
<b><u>9</u></b>	RECREATION
<b><u>10</u></b>	CONCLUSION

# COMPREHENSIVE PLANNING

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A comprehensive plan is an official public document that sets forth the City's major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern and devise strategies and recommendations the city can follow to achieve these goals.

This comprehensive development plan for Glenwood has two fundamental purposes. The first, is to provide an essential, legal basis for land use regulation such as zoning and subdivision control. And, second, to present a unified vision for a community, developed with input from citizens that establishes specific actions necessary to achieve it.

Communities undertake comprehensive planning to accomplish both specific and broad objectives. In Iowa, comprehensive plans are typically developed to perform one or more of the following functions:

## **01**

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### **Consensus Building**

The development of a sound plan necessitates broad public involvement. The very process can create new and productive links among individuals and groups. It is through these new communication channels that issues or problems can be resolved.

## **02**

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### **Goal Setting**

Based on collective goals, the plan can act as the formal documentation and direction of the public's vision for future development and change.

## **03**

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### **Decision Making Guide and Implementation**

Economic development, public investment policies, and other expenditure decisions can be guided by a comprehensive plan. The principal effort in completing the plan is to ensure the final product includes policies and methods for achieving these outcomes. In doing so, the plan becomes a dynamic vehicle for action and decision-making.

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The formal comprehensive planning process in Glenwood began in the late summer of 2021. Over the course of the fall and winter of 2021/2022 SWIPCO staff gathered background information on the city, and City staff put together a planning committee to help oversee the planning process. In September 2021 the planning committee met with SWIPCO staff and developed the timeline for public participation, and laid out the schedule for public meetings



on various planning topics. Each planning committee member was encouraged to attend the planning meetings, and personally invite other attendees.

There were three planning meetings, covering a wide range of topics:

- September 20, 2021: Kick-off meeting with the planning committee
- October 21, 2021: Community SWOT Analysis
- December 6, 2021: Open House Meeting | Visioning and Goal Setting

There were also various community outreach events in which the comprehensive plan was introduced and discussed among residents. One is the Farmer's Market in the square, another being a local basketball game. After the public engagement finished and the plan was written, the draft went before Glenwood's planning and zoning committee to review , make revisions, and then proceed to forward the draft to the City Council for final review and approval.

All of the aforementioned meetings occurred at Glenwood City Hall.

# THE VISION

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In order to transform the comprehensive plan from just another document to a working plan for the City of Glenwood, a vision of where the city wants to be and how to get there had to be established. A vision statement, goals, and objectives are all tools established throughout the planning process by residents, steering committee members, and city officials to assist the city in becoming the city desired.

During the planning process, residents had opportunities to contribute to visioning and goal setting for the city. By answering questions such as "In 2045, Glenwood is..." and "What amenities do you want to see in Glenwood", residents were able to provide critical input into city planning.

A vision statement was developed first to provide a better understanding of the direction the city wanted to go. Using that statement and comments received during the planning process, the steering committee was then able to develop goals and objectives to accomplish those goals.

"In 2045, Glenwood is an inviting community attracting new residents, visitors, and businesses by providing opportunities for all. Residents take pride in their community, visitors admire the beauty and unique attractions, and businesses thrive in the environment.

**01**

**Promote enhanced recreation and entertainment opportunities for all ages**

**02**

**Support a growing population**

**03**

**Promote the growth and development of the downtown**

**04**

**Increase the visual appearance of Glenwood**

**05**

**Increase the walkability of the community**



An implementation matrix visualizes the city's priorities and how the city can work towards completing each objective established by detailing responsible party, cost estimates, priority level, potential funding sources, and a rough timeline of how long it would take to complete. Cost estimates are broken down by minimal, low, moderate, and high. Estimated timeline for completion is broken down into ongoing (continuous project), short-term (0-3 years), mid-term (4-6 years), and long-term (more than 7 years).

<b>Goal #1—Promote enhanced recreation and entertainment opportunities for all ages</b>					
<b>Objective</b>	<b>Responsible Party</b>	<b>Cost Estimate</b>	<b>Priority</b>	<b>Funding Sources</b>	<b>Timeline</b>
Create more park space	City, Park Board	High	Medium	Wellmark, Mills County Community Foundation, Iowa West Foundation	Long
Trail connection to the Wabash Trace	City, Mills County Trails	High	High	TAP, REAP, Wellmark, Iowa West, State Rec, Federal Rec, Iowa Living Roadways	Short
<b>Goal #2—Support a growing population</b>					
<b>Objective</b>	<b>Responsible Party</b>	<b>Cost Estimate</b>	<b>Priority</b>	<b>Funding Sources</b>	<b>Timeline</b>
Provide more quality housing affordable at various income <a href="#">levels</a>	City	High	High	CDBG	Ongoing
Rehabilitate existing housing to ensure its longevity and promote infill <a href="#">development</a>	City, create board	Mod-High	Medium	CDBG, Rural Housing Readiness, Homes for Iowa	Mid, Ongoing
Create upper-story apartments in <a href="#">downtown</a>	Building owners	Minimal	Low	CDBG	Ongoing
Annexation	City	Mod-high	Medium	CDBG (infrastructure), USDA, City	Long
Rehabilitation of current infrastructure to support current and growing population and tie into GRC <a href="#">infrastructure</a>	City, GMU	High	High	CDBG, USDA, bonding, Federal, DOT Rise	Ongoing

Construct new fire station	City	High	High	USDA, GO Bonds, private, Iowa West Community Foundation	Ongoing
Library Expansion	City	High	Medium	GO Bond, Private, Library Foundation	Mid
<b>Goal #3—Promote the growth and development of the downtown</b>					
<b>Objective</b>	<b>Responsible Party</b>	<b>Cost Estimate</b>	<b>Priority</b>	<b>Funding Sources</b>	<b>Timeline</b>
Hold more events on the <a href="#">square</a>	Community Organizations, City and County (support)	Low	High	Iowa Great Places	Ongoing
Implement a vacant building ordinance to reduce the number of buildings used for <a href="#">storage</a>	City	Low	High	City	Short
Recruit more <a href="#">businesses</a>	Chamber, Economic Development	Moderate	High	Public/private partnership	Ongoing
<b>Goal #4—Increase the visual appearance of Glenwood</b>					
<b>Objective</b>	<b>Responsible Party</b>	<b>Cost Estimate</b>	<b>Priority</b>	<b>Funding Sources</b>	<b>Timeline</b>
Establish a rental inspection <a href="#">program</a>	City	Low-Mod	High	City, rental owners	Ongoing
Curb appeal loan/ grant program	Glenwood Beautification and Betterment Committee	Low-Mod	High	Bank	Short
Increase code <a href="#">enforcement</a>	City	Mod	High	City	Ongoing
Implement wayfinding signage throughout <a href="#">town</a>	City, Glenwood Beautification and Betterment Committee	Low-Mod	High	Community Foundation, Great Places	Short
Complete city beautification projects	City, Glenwood Beautification and Betterment Committee	Low-Mod	High	Community Foundation, Great Places	Short



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Goal #5—Increase the walkability of the community					
Objective	Responsible Party	Cost Estimate	Priority	Funding Sources	Timeline
Install sidewalks connecting residential areas to school (safe routes to school)	City	Moderate	High	TAP, city, property owners	Short, ongoing
Work with property owners to install sidewalks throughout town to create a complete <a href="#">network</a>	City, property owners	Moderate	High	City, property owners	Short, ongoing

# COMMUNITY PROFILE

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Glenwood grew as a direct result of its location along the Missouri River. Early outposts in Mills County were established just to the north of Glenwood by Colonel Peter A Sarpy. While commanding the outpost at Bellevue, he made numerous investments in the area, including part ownership in a Glenwood store. Glenwood quickly developed as an outpost for those traveling westward. The arrival of the railroad in the 1860s lessened the city's role as an overland outpost. The railroad did bring more settlers to the area, securing Glenwood's position as a retail and service center for Mills County.

Upon receiving its charter in 1868, Glenwood became the official name for the community

after being known as Coonville by the early settlers to the area.

Location continues to be of major importance for Glenwood. Its proximity to the intersection of Interstates 29 and 80 and the Omaha/Council Bluffs metropolitan area will continue to make Glenwood an ideal location for development.

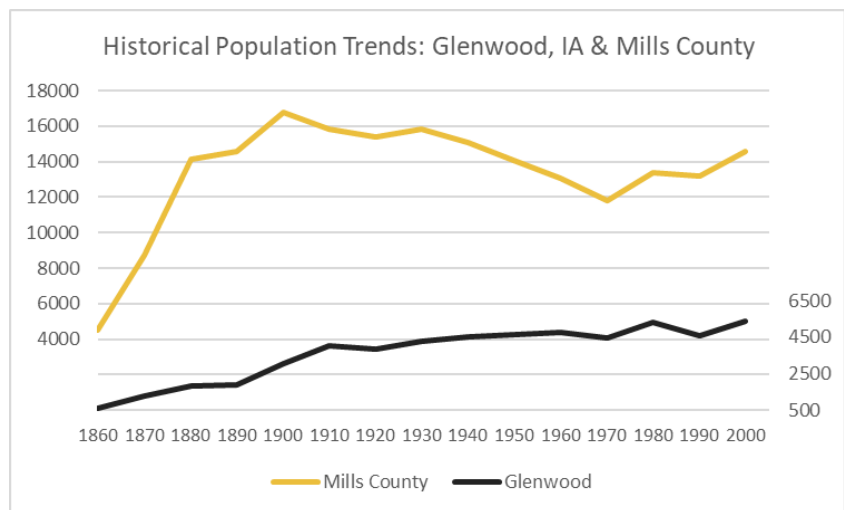
Glenwood's population has experienced steady growth and has continued relatively unaffected by depression, wars, or other major national events. The population in 1900 was 3,040 and had reached 4,664 by 1950. The city's population peaked in 1980 at 5,280. Since then, the city's population declined slightly to 4,960 in 1990.



# OUR CURRENT STATE

According to the 2020 Decennial US Census, the current population of Glenwood, IA is 5,145. This is a 2.35% decrease in population from the city's 2010 population of 5,269.

Glenwood, historically, has experienced a steady rise in population. While the graph to the right shows occasional, small fluctuations in population, Glenwood did not experience the same population decline as the surrounding Mills County in the years between 1900 and 1970 and has managed consistent growth throughout the years.



Source: US Census Bureau

	2000	2010	2020	% Change 2000-2010	% Change 2010-2020
<b>Glenwood</b>	5,358	5,269	5,145	-1.66%	-2.35%
<b>Mills County</b>	14,547	15,076	14,766	3.64%	-2.06%

Source: US Census Bureau, 2021 ACS 5-year estimates

In recent years, Glenwood's population has stayed more consistent. There was a 1.66% decrease from 2000 to 2010 and a 2.35% decrease from 2010 to 2020. Overall, between 2000 and 2020, Glenwood's population decreased by 213 people, a much smaller loss than many surrounding communities in the State.

Age and gender are two of the most important demographics of any population. Both statistics play a key role in the mix of services necessary in a community. Glenwood has a median age slightly higher than the national median age. The median age of a Glenwood resident was 38.9 at the 2020 Census, compared to 38.8 years nationally.

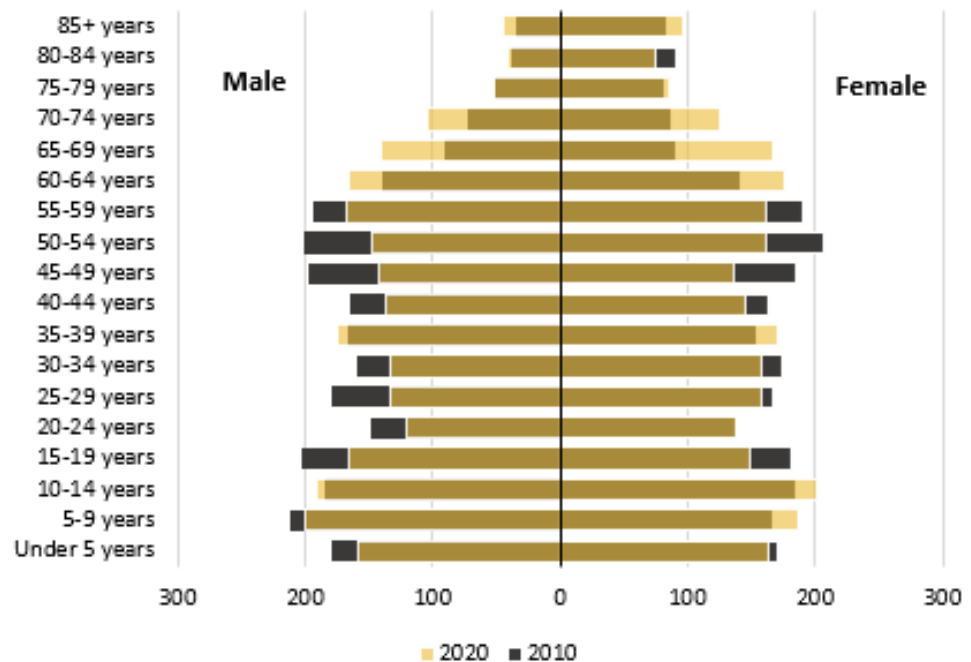
Typically, a higher median age can indicate that there are fewer young people in more

Source: US Census Bureau

rural Iowa cities. However; the 2010 Census showed that in Glenwood, 28% of the population was 19 years and under and the 2020 Census showed that number remained the same.

Compared to the 13.7% of the population that was 65 and over in 2010, and the 18.3% of the population 65 and over in 2020, this is a healthy trend for Glenwood. The 2020 population trend for Glenwood experiences a noticeable drop between the ages of 20-34, mirroring many other Iowa communities that do not have a college or university. Anecdotal evidence suggests that it is common for Glenwood residents to leave the city during their teens and twenties to pursue jobs or educational

Glenwood Population 2020



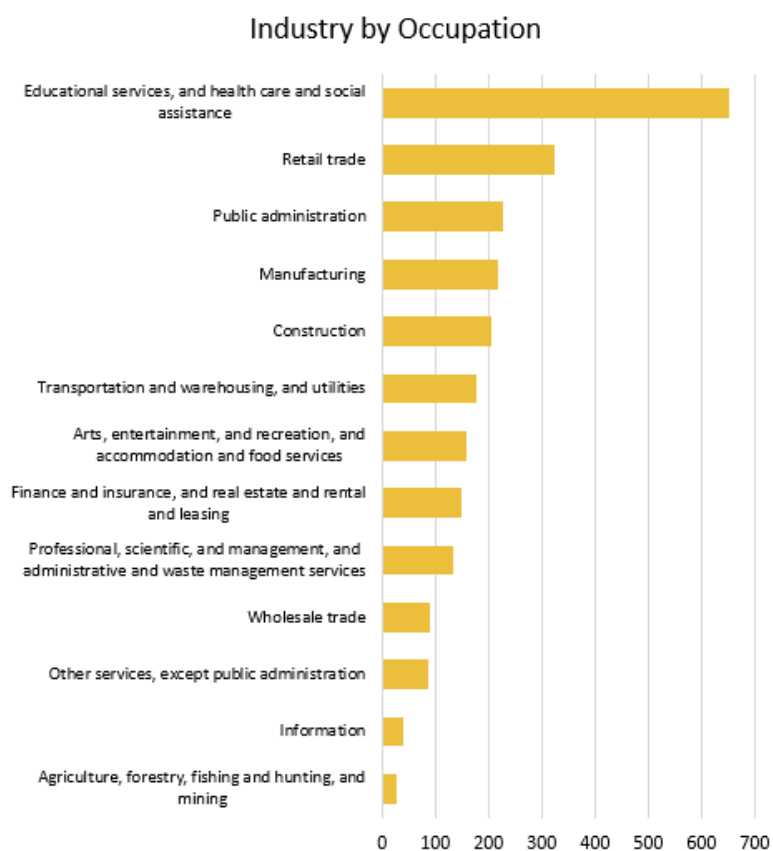
opportunities outside of the community. Many then return once they have gained experience and have started a family.

The above chart details age and gender differences of Glenwood, Iowa between the 2010 and 2020 Census. There have been significant decreases in both males and females in several age groups, especially ages 15-19 and 40-59, while there have been increases in those ages 60-75.

# ECONOMIC DEVELOPMENT

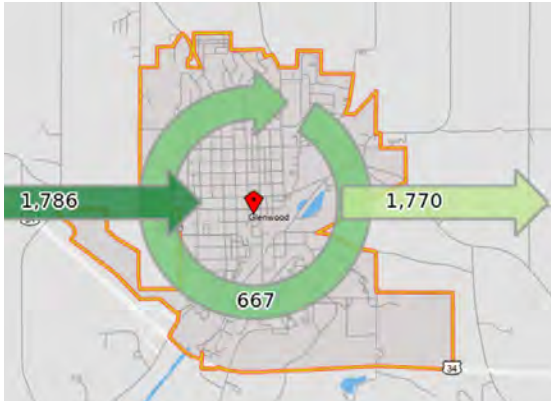
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Economic development is the process by which a community organizes and then applies its energies toward creating a business climate fostering retention and expansion of existing businesses, attracting new businesses, and developing new business ventures aligned with the community's quality-of-life goals. Success in economic development requires partnerships among government, businesses, and nonprofit organizations. It is the goal of the community to maintain existing businesses and develop diverse businesses and industries that not only provide more and/or better jobs for residents but also a greater economic choice and new opportunities for entertainment and social activities.



Source: US Census Bureau, 2021 ACS 5-year estimates

An examination of a community's labor force will provide a starting point to understanding their economic health. Glenwood's primary employment sector is Educational Services, and Health Care and Social Assistance (26%) with the next highest sectors being Retail Trade (13%) and Public Administration (9%).

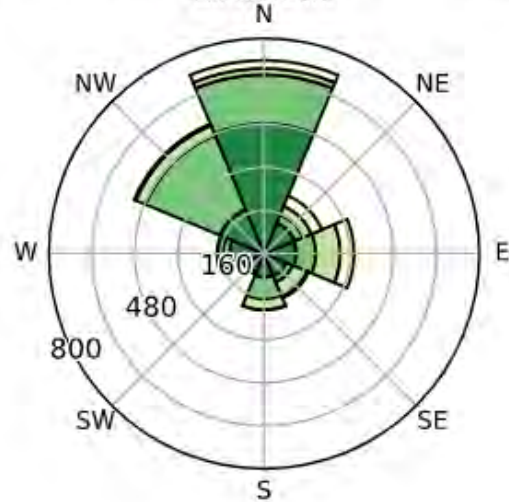


Source: US Census Bureau On the Map

As with many rural communities, there are limited employment opportunities within the city, and residents are often forced to travel outside of the community for jobs. Glenwood has a unique case as the number of people traveling into the city to work is slightly higher than those residents who work outside of the city; this can be seen in the image to the right. 1,786 non-residents travel into Glenwood for work while 1,770 Glenwood residents travel outside of the city for their employment. This leaves 667 residents that live and work in Glenwood.

The chart below shows that 52.5% of residents are traveling less than 10 miles from Glenwood for work. While the majority travel less than 10 miles to work, approximately 6.1% travel over 50 miles to work, likely to a larger city such as Council Bluffs/Omaha. Additional distance and percentages are detailed in the chart below.

Job Counts by Distance/Direction in 2019  
All Workers



Jobs by Distance - Work Census Block to Home Census Block

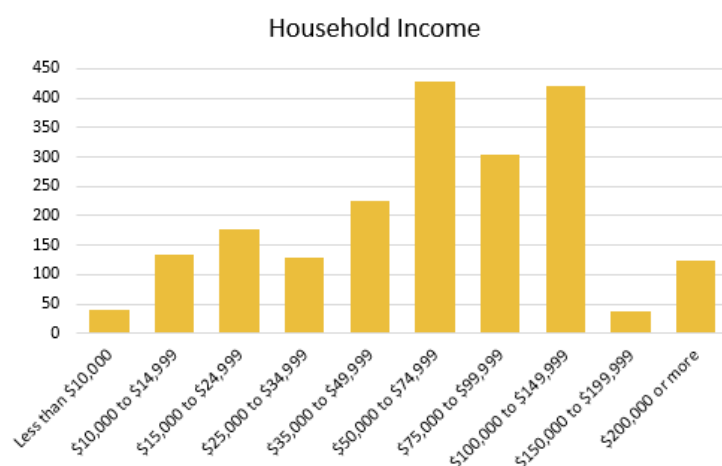
	2019	
	Count	Share
<b>Total All Jobs</b>	2,453	100.0%
■ <b>Less than 10 miles</b>	1,287	52.5%
■ <b>10 to 24 miles</b>	721	29.4%
■ <b>25 to 50 miles</b>	296	12.1%
■ <b>Greater than 50 miles</b>	149	6.1%

Source: US Census Bureau On the Map

COST OF LIVING FACTORS					
	Population 2020	Median HH Income	Median Rent	Median Home Value	Mean Travel Time to Work
Glenwood	5,073	\$ 66,691	\$ 701	\$ 161,900	20.9 Minutes
Red Oak	5,596	\$ 48,533	\$ 691	\$ 80,500	16.1 Minutes
Shenandoah	4,925	\$ 44,898	\$ 707	\$ 86,500	17.8 Minutes
Clarinda	5,369	\$ 47,154	\$ 645	\$ 95,100	15.8 Minutes
State of Iowa	3,190,369	\$ 60,429	\$ 845	\$ 160,700	19.6 Minutes

Source: US Census Bureau, 2021 ACS 5-year estimates

Individual and household incomes can be indicators of a community's economic health. Incomes in rural Iowa tend to be lower than national averages. However, the cost of living is often considered lower as well, so those with lower incomes many times have more buying power with their wages than higher-paid individuals in urban areas. Unfortunately, those in rural communities also tend to travel further for work than their urban counterparts. Increases in transportation costs will have a greater negative impact in rural America than in metropolitan areas. The household income distribution for Glenwood, characterized by the graph below, shows the majority of households make \$50,000 to \$74,999 annually. Approximately 44% of the households in Glenwood have an annual income above this range, while 35% have an annual income below this range.



Source: 2021 ACS 5-year estimates

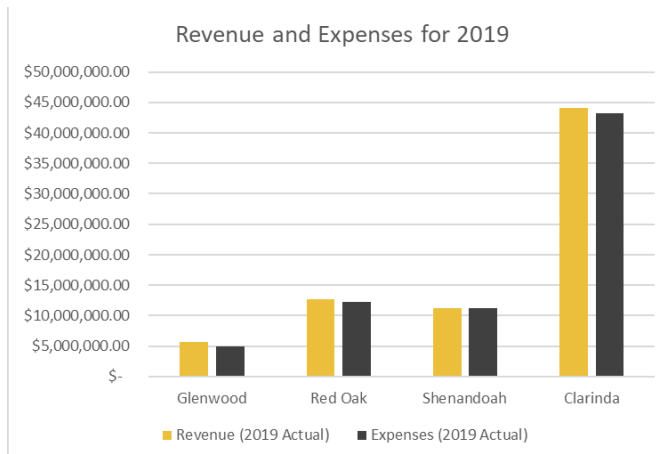
Another cost of living factor can come from water and sewer expenses. The below tables compare the water and sewer rates, as well as the bill for an average two-person household for Glenwood and three other cities of similar size or location. The average bill for sewer is very similar among all of the cities.

Water and Sewer Rates		
Water		
	Base	Per 1,000 Gallons
Glenwood	\$ 20.00	\$ 5.50
Shenandoah	>135 CF 21.64, <135 CF \$15.46	\$11.74/100 CF over 135
Clarinda	\$ 21.00	\$ 11.50
Red Oak	\$ 7.45	\$2.55/100 CF 4,000+ gal \$1.95/100 CF
Sewer		
Glenwood	\$ 31.15	\$ 10.00
Shenandoah	\$ 14.01	\$5.56/100CF over 135
Clarinda	\$ 26.00	\$ 11.5
Red Oak	\$ 8.60	\$3.12/100CF

Average Bill For 2 Person Household (6,000 gal.)	
Water	
Glenwood	\$ 42.00
Shenandoah	\$ 100.09
Clarinda	\$ 78.50
Red Oak	26.31
Sewer	
Glenwood	\$ 71.15
Shenandoah	51.16
Clarinda	\$ 83.50
Red Oak	33.62



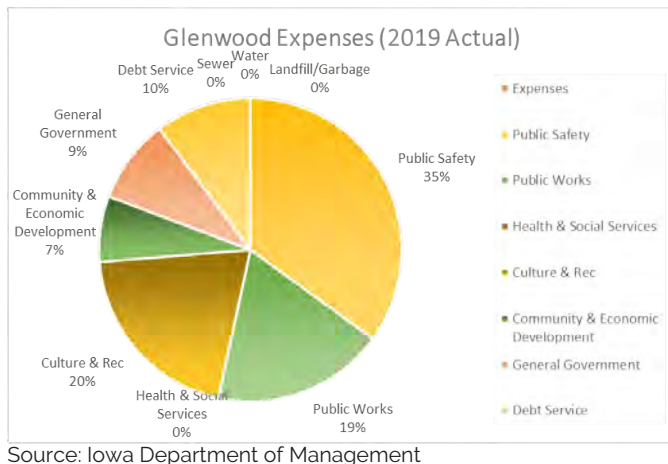
Comparing the City of Glenwood's finances with cities of similar size and location gives an important insight into how money is earned and spent for city resources. To best do this, numbers for the most recently completed and adjusted budget for the fiscal year 2019 will be examined. When these numbers for peer cities of comparable size in southwest Iowa are compared, it is noted that the City of Glenwood has a mid-range amount of revenue and expenses.



This can be attributed to a number of factors including lower tax rates, less debt, and less income from sources such as hotel/motel tax or road use tax. For the fiscal year of 2019, the City of Glenwood reported a total of \$5,652,490 in revenue and \$5,020,425 in expenses, resulting in a gain of \$632,065.



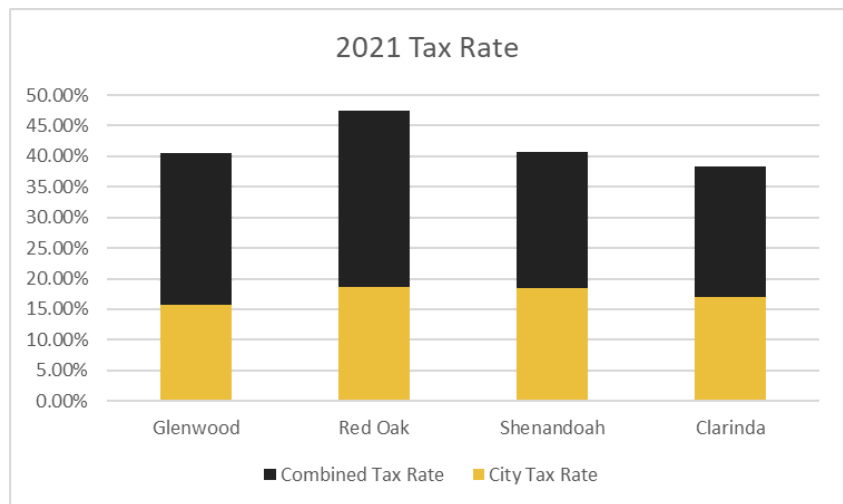
Revenues come from various sources with the highest percentage (42%) coming from property tax. Intergovernmental revenues and local taxes make up an additional 31% of the total revenues for the city. These revenues were spent on items required for city function. The highest expense for Glenwood was Public Safety at \$1,498,796 or 35% of total expenses.



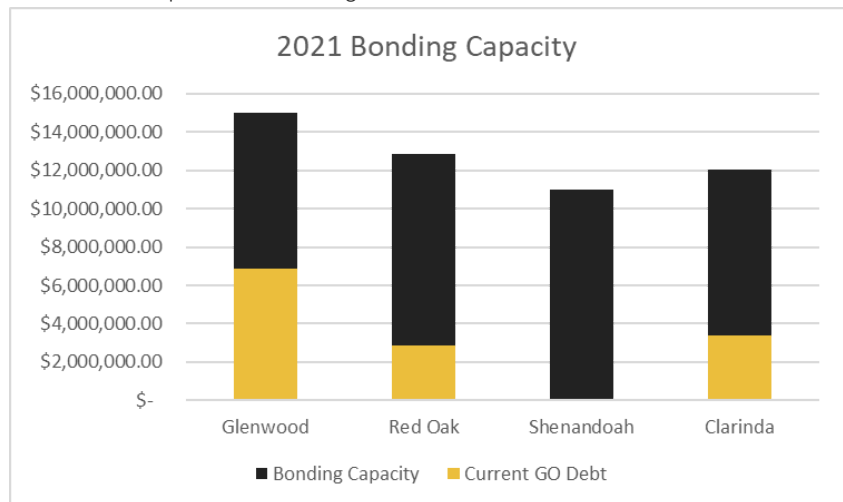
In order to properly plan for the future, the most recent estimates from the fiscal year 2021 budget must be examined in order to account for any recent financial changes. Comparing city and combined tax rates (city, county, and school taxes) between the peer cities shows that Glenwood is the lowest in both categories. City tax rates cover expenses related to city employee benefits, street repair, insurance, and more. As noted above, this revenue source accounts for approximately 42% of Glenwood's total revenue.

General Obligation bonds allow for a city to bond for up to 5% of their total property valuation which would be approximately \$14,983,836 for Glenwood. This would provide the city with the funds necessary to complete

large projects such as road repair or utility improvements. This debt would be spread out over several years, allowing for current and future users of the service to pay for the improvement through increased taxes. As seen in the graph above, Glenwood has utilized General Obligation bonds in recent years to complete city projects and is bonded at approximately 45% of their capacity.



Source: Iowa Department of Management



Source: Iowa Department of Management

Tax Increment Financing (TIF) is another tool the city has at its disposal. Through an Urban Renewal Plan, the city can create TIF districts. Properties within a TIF district pay taxes as usual, but a portion of the tax revenue goes towards the TIF fund that can then be used to fund a project determined as a high need by the city, usually in a blighted area. The City is utilizing TIF on multiple housing projects including the Arbor Hills subdivision, Burr Oak apartments, and Maplewood.

# LAND USE

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Comprehensive plans are first and foremost concerned with land use. Land is the basic input necessary for almost any development decision and its use can be readily regulated by zoning. Zoning establishes areas within a community where certain land uses are permitted and others not. The appropriate application of zoning helps to ensure incompatible land uses are not placed next to each other, thereby increasing the usefulness of the land, property values, and the overall health and welfare of the community.

This comprehensive plan is not a zoning ordinance, nor is it a zoning map. The zoning ordinance is a separate public document adopted by a separate procedure. However, under Iowa law, zoning must be done in accordance with a comprehensive plan. To that end, this plan designates certain areas within the community for specific future land uses. These designations in no way commit the community to acquiring or developing any property. They do not guarantee that any particular property will eventually be



developed. These designations are merely suggestions that if at some point, the zoning map is adjusted or land acquired, it be done in the general spirit and goals of the comprehensive plan.

This section will examine the current zoning of Glenwood and future land use patterns desired to help achieve the goals of the city. Establishing a future land use map will help city officials in land use-related decision making processes such as locating potential businesses, residential developments, or manufacturing companies.

The current zoning map classifies parcels of land in Glenwood according to their use. The land use categories are described below.

**AR Agricultural Reserve**- Preserves the agricultural and rural use of land while accommodating very low density residential development generally associated with agricultural uses. Land annexed into the city is automatically given this designation to prevent premature or inappropriate development.

**RR Rural Residential**-Accommodates very low and low density residential developments that are unlikely to receive urban water and sewer services. Accommodates developments that merge urban and rural living.

**R-1 Single-Family Residential**-Intended to provide for residential development characterized by single-family dwellings on lots 8,400 square feet or larger.



**R-2 Single-Family Residential**-Intended to provide for residential development characterized by single-family dwellings located on relatively small lots with an area of 6,000-8,400 square feet.

**R-3 Urban Family Residential**-Intended to provide medium density development characterized by single-family dwellings on small lots along with low-density multi-unit residential structures such as duplexes or townhouses.

**R-4 Multiple-Family Residential**-Intended to provide locations primarily for multiple-family housing. It also permits some non-residential uses such as offices through a special permit procedure.



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**MH Mobile Home Residential**-This district provides the opportunity for mobile home development within planned parks or subdivisions along with supporting services necessary to create quality residential neighborhoods.

**UC Mixed Use Corridor**-This district recognizes the mixed use character of major urban corridors, most notably Locust Street. Accommodates a combination of residential, commercial and office use.

**CC Community Commercial**-Permitted commercial and office uses are generally compatible with nearby residential areas with development standards designed to minimize the effects of traffic and operating characteristics.

**DC Downtown Commercial**-Provides appropriate development regulations for Downtown Glenwood and promotes mixed use development.



**GC General Commercial**-Accommodates a variety of commercial uses, some of which have significant traffic or visual effect. Districts may create land use conflicts with adjacent residential areas, requiring provision and adequate **buffering**.

**HC Highway Gateway Commercial**-Designed to provide high quality commercial development at major community gateways and highway environments, specifically relating to interchanges or intersections of major community arterials such as Locust Street and Highway 34.

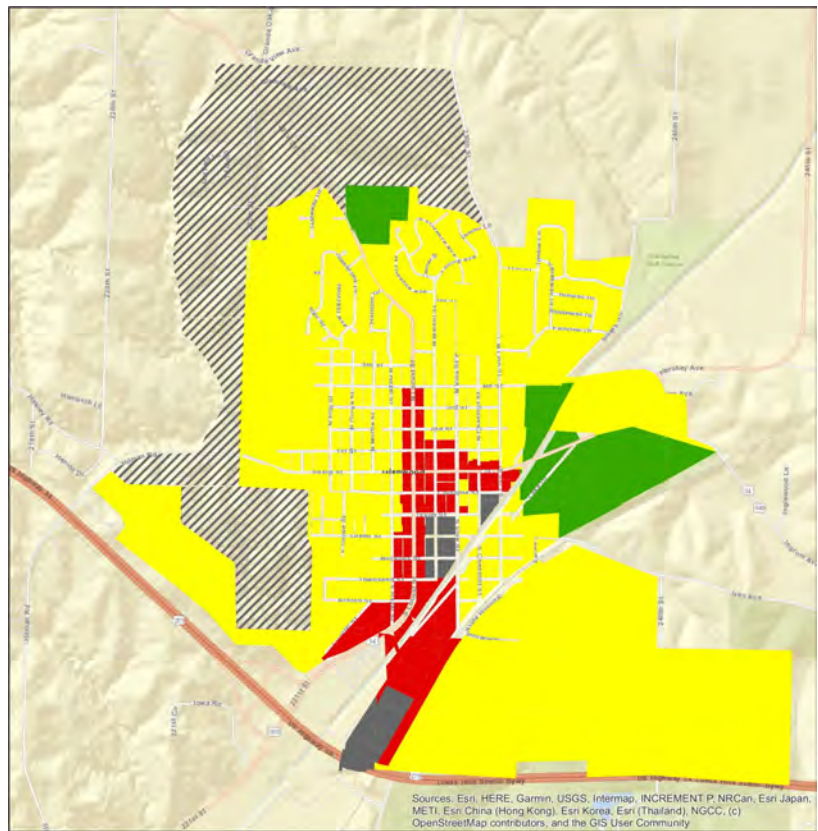
**BP Business Park**-Designed to promote the development of planned business parks that accommodate corporate offices, research facilities, and structures which can combine office, distribution, and limited industrial uses.

**LI Limited Industrial**-Intended to reserve sites appropriate for the location of industrial uses with relatively limited environmental effects.

**GI General Industrial**-Intended to accommodate a wide variety of industrial uses, some of which may have significant external effect. These uses may have operating characteristics that create conflicts with lower-intensity surrounding land uses.

The Future Land Use Map is considered to be a guiding tool for the Planning & Zoning Commission. The emphasis is on development and minimizing the conflicts arising from opposing land uses. The issue of appropriate residential density is not something that is addressed within the map. While potential annex areas are identified in the future land use map, this plan seeks to make the most of the existing land and resources within the current city limits of Glenwood.

The city is in a unique position for upcoming redevelopment. Located towards the bottom right of this map the Glenwood Resource Center is a State-owned facility that has provided supportive care for individuals with intellectual disabilities since the late 1800s. Due to a number of factors the facility is set to permanently close in 2024. Currently, the State has authorized a market study to be completed in order to determine the best use for the campus which could entail land rights being transferred to the city or some other entity that is created.



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The campus encompasses a large area, approximately 235 acres of which is around the main campus. This is a huge redevelopment opportunity as well as a major challenge for the City. The City, in conjunction with Iowa Economic Development Authority, is currently going through the process to create a plan for the campus to help identify potential redevelopment areas. Until that plan is done, the future use of the site is unknown. It will likely be a mixed-use area featuring residential, educational and healthcare services.

Along with this opportunity are several obvious challenges from a land use perspective. The Glenwood Resource Center started out as an orphanage before evolving over time into a residential treatment facility for individuals with disabilities. Due to the type of use and long history at the site there is a large cemetery on the grounds that is the resting place for over 1,300 people who once resided at the facility. Another important issue to consider is the presence of Native American archeological sites near the grounds. Additional concerns for the site include the very specific nature of some of the facilities that might not lend themselves well to conversion to other uses, the current condition of the utilities located there as well as the hilly topography.





# PUBLIC SERVICES

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## **Solid Waste**

The Loess Hills Regional Landfill is located in Malvern was established in 1972 to serve Mills County. This landfill grew from 40 acres in size at establishment to 170 acres by 1998. The landfill currently accepts waste from areas across Mills and Pottawattamie Counties. Accepted materials include municipal solid waste and construction and demolition waste from household and commercial sites. Contaminated soil, asbestos, and special waste can be accepted if accompanied by an analytical and an Iowa Waste Services Generator Waste Profile Form and approval from Iowa Waste Services engineer.

## **Telecommunications**

Due in part to the recent COVID-19 pandemic, quality internet has become a necessity for many employers and schools. Glenwood is serviced by multiple private internet providers including Century Link, Mediacom, and Western Iowa Networks. These providers are able to offer a variety of speeds to meet the needs of users. Speeds from these providers vary from 15mbps up to 1Gig ensuring they can meet the needs of all users. The higher speed capability can

allow for more devices to be utilizing internet at exceptional speeds for a variety of reasons including home based businesses, remote workers, and e-learning.



## **Healthcare**

There is no full service hospital in Mills County, but there are three healthcare clinics, two of which are located in Glenwood. CHI Health Clinic Family Medicine and Methodist Physicians Clinic are both located in Glenwood and provide comprehensive care to adults and children as well as OB/GYN services. Nearby hospitals include Shenandoah, Red Oak and Council Bluffs.

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### **Water**

Glenwood Municipal Utilities utilizes three wells to supply water to approximately 2,535 customers including customers in Pacific Junction. The current system has capacity available to support some residential growth, but not a large-scale development which has been discussed recently by city leaders. Currently, the largest user of the system is Glenwood Resource Center which will be closing in 2024.

Repairs, updates and routine maintenance have been completed on the system's infrastructure to ensure quality water is provided to all customers. The two water treatment plants were built in 1965 and 1973. While repairs have been done, the plants are still aging and will need to be replaced in the near future.



### **Sewer**

Like water services, sewer services are managed by Glenwood Municipal Utilities. GMU provides sewer service to approximately 2,108 customers in Glenwood. The current system has a capacity of 1.2 MGD with an average daily use of 0.80 MGD. This shows that there is room for some development under the current system, but a large-scale development would require system modifications to increase capacity.

The sewer treatment plant was built in 1983 and the collection system dates from the early 1900s to present. Repairs and updates have been made over the years to ensure the adequate removal and treatment of waste. In future years, GMU will need to consider the replacement and/or expansion of the current treatment plant due to aging infrastructure and the possibility of increased demand.

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### **Fire Department**

The Glenwood Fire Department was founded in 1876 and has grown with the city over the years. The department consists of 24 members, both volunteer and paid, that respond to approximately 2,000 calls annually. The department has a fleet of various vehicles to serve a wide range of needs including 3 ambulances, 2 utility trucks, a ladder truck, a fire engine, a command vehicle, and a UTV. With this fleet, the department is able to provide emergency service that includes fire suppression, emergency medical services, and technical rescue (ice rescue, rope rescue, water rescue and confined space). The department currently has an ISO rating of 4 on a scale of 1-10 with 1 being the best.



### **Police Department**

The Glenwood Police Department is comprised of 10 officers, each with their own squad car, and contracts with Mills County for dispatcher services. The department operates a K9 Unit and has a school liaison.

### **Emergency Management**

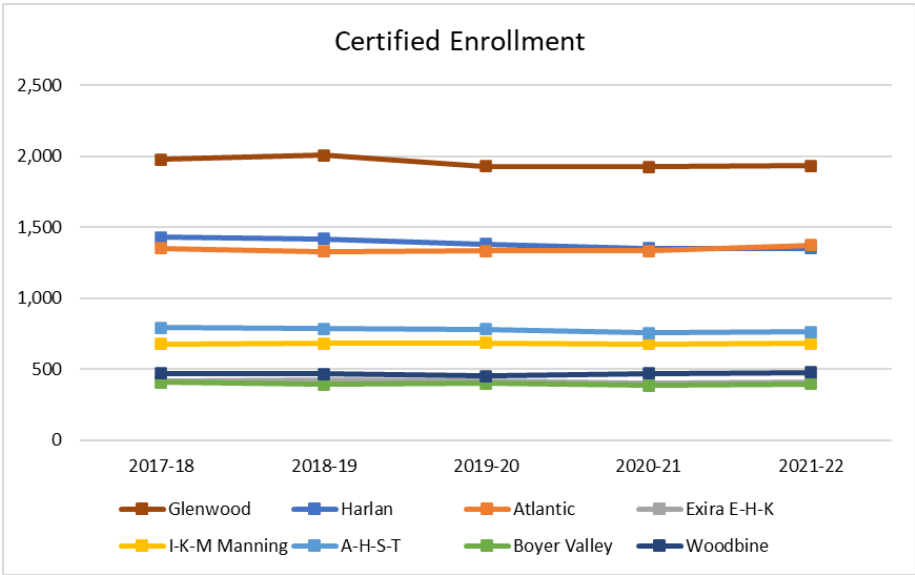
The Mills County Emergency Management Agency (EMA) is the chief county agency responsible for disaster planning and preparedness, response, recovery and mitigation. Emergency management is a coordinated effort between local, state and federal agencies as well as volunteer organizations and businesses. While all hazards can't be prevented, these entities work together to ensure the risks are minimized and life and property are protected. In 2019, the County worked with the Metropolitan Area Planning Agency in Omaha to complete an update to their countywide Hazard Mitigation Plan which evaluated various natural and man-made hazards and established goals to mitigate the effects of those hazards.

**Education**

The Glenwood Community School District offers educational services for over 2,000 students ages pre-school to 12th grade. These services are offered on five different campuses in Glenwood. This school district serves areas of Mills County including Glenwood, Mineola, Silver City, and Pacific Junction.

The district's mission is to develop in all students the knowledge and competencies required of responsible citizens in a global society. In order to best do this, the school has implemented a 1:1 program for all students to foster technological skills. In addition to core classes, students have the opportunity to dive deeper into certain elective subjects such as engineering, criminology, medical detection, arts, agriculture and

biomedical science. Beginning in high school, students may start taking advanced placement courses through Iowa Western Community College to earn college credits while still enrolled in high school, allowing them to get a jump start on a college degree. Over the past five years, the Glenwood Community School District has held a relatively consistent enrollment. From 2016 to 2019, the enrollment was on the rise, increasing by 51 students. Since the end of the 2018/2019 school year, the enrollment has decreased by 74 students. This decline can be attributed to the 2019 floods which caused many families to relocate when their homes were destroyed.



Source: Iowa Department of Education

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## **Childcare**

Childcare is a necessary service that's supply is oftentimes outweighed by the demand. The COVID-19 pandemic brought to light the importance of this service, and resulted in a further reduced supply as in-home providers began permanently closing. Parents of school aged children were forced to choose between continuing to go to work and staying home to care for their children while schools were closed. As parents began staying home, the effects were felt in the economy as employers were without employees. This domino effect solidified the crucial role that childcare providers play in the economy.

Kid's Place is the largest provider in the area and is run through the Glenwood Community School District. Established in 1991 as a before and after school program, Kid's Place has developed into a full time center open approximately 13 hours each day offering childcare for children age 6 weeks to 12 years. Currently, they are licensed for a capacity of 100 children, however, their current staffing only allows for 82 children.

Kid's Place has the physical capacity to take on more children, but a lack in interested, qualified employees limits how many children they can accommodate. Currently, their waitlist has approximately 50 children waiting for an open spot. The wait time can vary depending on the age of the child with spots for younger ages typically taking longer.

In Mills County, 70% of families with children under the age of 6 also have both parents actively working\*. There are approximately 983\* children under 6 years of age in Mills county, but only 453\* childcare spaces registered with Iowa Childcare Resource and Referral. A lack of available childcare can deter potential residents from Mills County and drive them to move to other locations where childcare is more readily available.

\*Iowa Resource & Referral [www.iowaccrr.org](http://www.iowaccrr.org)



### Public Library

The Glenwood Public Library has a long history in the town starting in 1896 when it was established by the Glenwood Women's Club on the square above the then Racket Store. In 1907, a new library was constructed, funded by donations from M.J. Martin and Andrew Carnegie. By 1983, a new addition to the library was finished to meet the growing demand for services. Although many changes have happened over the years, the library still strives to meet the informational and recreational needs of the community.

Today, the Glenwood Public Library serves as an important source of information and activities for the community. Their collection now includes 34,746 books, 1,107 audiobooks, 2,268 movies, an array of digital books, and computers available for public use. The library hosts various activities for all ages including weekly story time for children, game days on early out days for teens, and multiple groups for adults including a quilting club, book club, and history club.

The library is governed by a five-member board established in 1907. This board includes a president, vice president, secretary, and two trustees.

The library's budget fluctuates annually, generally falling around \$400,000. This budget must be stretched to cover all expenses and often falls short meaning that grant funding and donations can play a crucial role as they always have.

Year	Budget
FY2018	\$ 324,125
FY2019	\$ 400,928
FY2020	\$ 429,075*
FY2021	\$ 404,625
FY2022	\$ 418,625
*includes \$25,000 bequest and \$10,000 emergency fund	

The library is outgrowing its current space of 8,400 square feet. Recently, a Space Utilization Expert was hired to examine the location and determine how much space was needed. The completed assessment suggested a space of approximately 15,000 square feet would be optimal. Since the library already owns the lot next door, they are hopeful that an expansion will be possible sometime in the future.



# TRANSPORTATION

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Offering a variety of transportation choices—safe, convenient, and comfortable mobility for people walking, bicycling, taking transit, and driving—is vital to ensuring high quality of life and economic health for any town. Not only does transportation play an active role in residents' physical and mental wellbeing, but also in ensuring residents' economic well-being by providing access to jobs, attracting new businesses, and bringing tourism dollars into the community.

## **Streets**

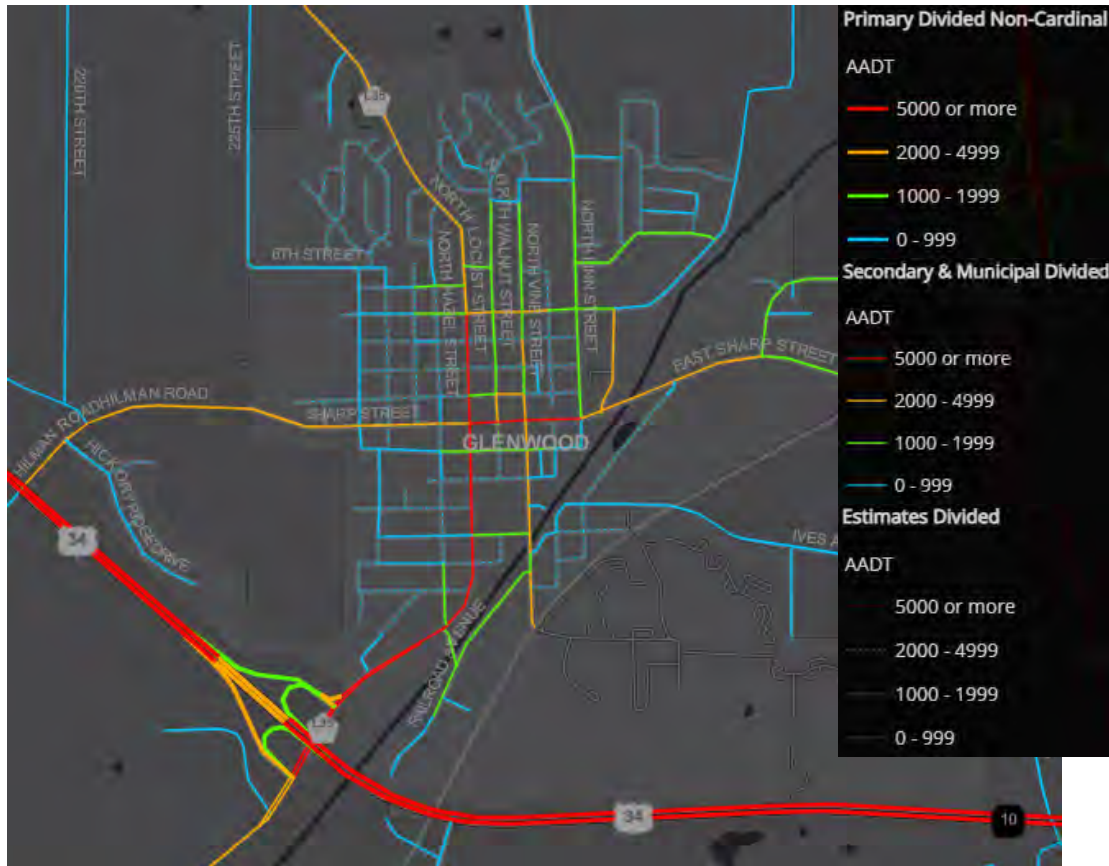
Highway 34 is a United States highway that runs from Colorado to Chicago. This highway travels along the southern boarder of Glenwood providing a continuous route across Iowa as it traverses from Colorado to Chicago. Glenwood is also approximately three miles from Interstate 35. The proximity to both of these major routes provides essential connections to the surrounding region and for the movement of people and goods in and out of Glenwood.





The annual average daily traffic count is a tool utilized for evaluating, classifying, maintaining, and improving roads. These numbers are generated by counting traffic on a section of the road and then calculated out to generate an average for any given day of the year.

The map below shows that a large amount of traffic travels along Highway 34 (7,100 AADT). Of the traffic traveling Highway 34, approximately 3,230 vehicles are exiting the highway at Glenwood each day.



Source: Iowa Department of Transportation

Analyzing AADT numbers can provide important insight into which roads may need more upkeep in comparison to others. Currently, Glenwood's street department has plans to perform various

maintenance projects on their roadways over the next several years including overlays, brick to concrete conversions, and updating outdated equipment.

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### **Public Transit**

Southwest Iowa Transit Agency (SWITA) provides various public transportation services to the Glenwood and surrounding areas. Transportation services are available to students to and from school along with a taxi service within city limits of Glenwood Monday-Friday. SWITA provides non-emergency medical transportation both in and outside of Glenwood. There are services available for elderly riders, age 60 and above, which include a weekly shopping trip. Other special trips are scheduled by calling the SWITA office. The cost for each service varies, and most route-specific details can be found on the SWITA website. SWITA can provide services 24 hours a day, 7 days a week, depending on driver availability. Transportation needs are constantly changing, and SWITA strives to adapt with them and reduce transportation barriers. All SWITA routes and services are open to the public.

### **Bicycle and Pedestrian Network**

Glenwood's bicycle and pedestrian network mainly consists of sidewalks throughout town. It is a priority of the City to work to improve the condition and connectivity of the sidewalks within the city in order to promote the walkability of the community, especially those sidewalks connecting residential areas to the school. The City of Glenwood has established a sidewalk repair program. This program allows residents to apply for a reimbursement of up to 50% of the cost of concrete, not to exceed \$250, for repairing sidewalks.

There are some trail segments within Glenwood. One connects the high school to the sports complex, another encompasses the Glenwood Lake, and the remaining ones are scattered throughout the Glenwood Resource Center campus connecting various buildings. Approximately six miles east of Glenwood is the Wabash Trace Nature Trail, a 63 mile trail running from Council Bluffs to Blanchard.



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### **Transportation Opportunities**

**Streets**-Streets within Glenwood are in generally good condition, however constant effort is needed to insure streets remain in good condition. City officials should ensure that proper maintenance is being taken on city streets to keep them in good repair and free of large holes that could damage vehicles. To do this, the city should continue to fund a street repair fund and consider increasing the amount allocated to that fund each year if needed.

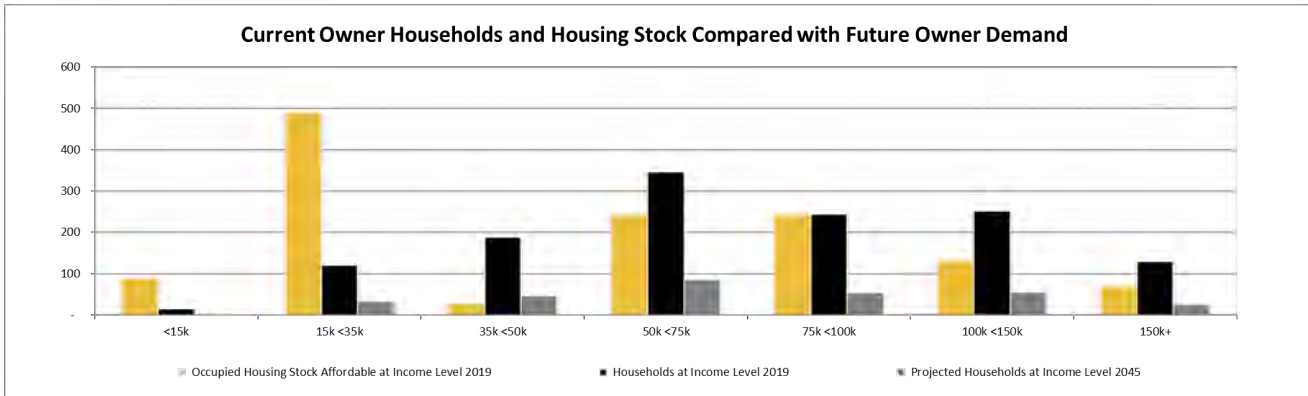
**Safe Routes to School**-The Safe Routes to School Program helps to ensure that school aged children have a safe route that they can bike or walk to school instead of driving or being driven. This program helps to promote healthy choices in young children who are then more likely to continue those choices into their adult life, leading to a healthier community. By implementing a safe routes to school program, the city would be proactively working to create healthier residents and it could aid in attracting new families to Glenwood.

**Sidewalks**-Throughout the City of Glenwood there are sections of poor condition sidewalks. To promote the walkability of the city, a map showing the location and conditions of existing sidewalks should be made. This will aid in prioritizing areas in the highest need for repairs. In order to aid in the replacement of poor sidewalk and the installation of missing segments, the city should continue to fund their sidewalk repair program as well as advertise the program more widely around the community.



# HOUSING

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Source: Envision Tomorrow Balanced Housing Model, ACS 2021 5-year estimates

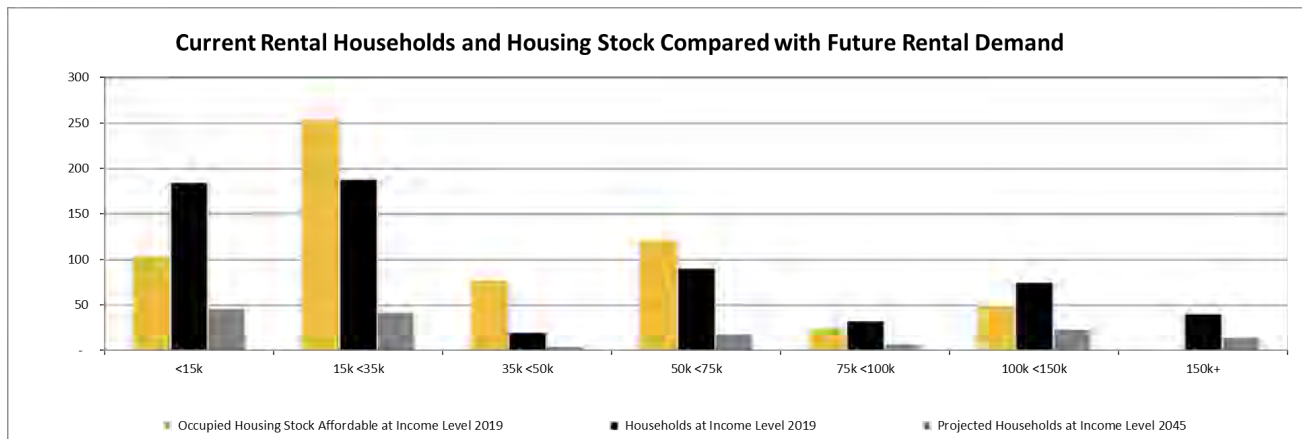
One of the biggest factors determining growth in a community is quality housing stock. A good housing stock should be comprised of a variety of housing options including style, price, location, and size. This variety will ensure that there are options for residents of all ages at different stages in life and will appeal to those looking to relocate.



The graph above depicts the current housing stock within Glenwood is affordable at various income levels compared to the current and the future number of households with the same incomes. As shown, the current housing stock affordable to households making \$35,000 and below annually far outweighs the number of households that are making that income. In comparison, the number of household making \$35,000 and above have a shortage of housing units of housing units compared to households. This means that many of the households are having to live in housing below their means and there could be a market for new development.



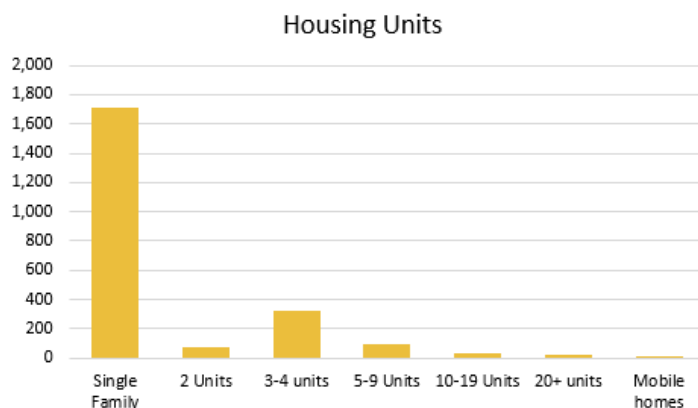
The same holds true for rental properties., Even though there is a higher demand for owning a property rather than renting, there is a shortage of affordable rental properties at the \$15,000 and below income level, which is the largest group of renters in Glenwood. This means that the majority of renters are paying rent above their means and likely having to make financial sacrifices in other everyday areas such as food or medical needs.



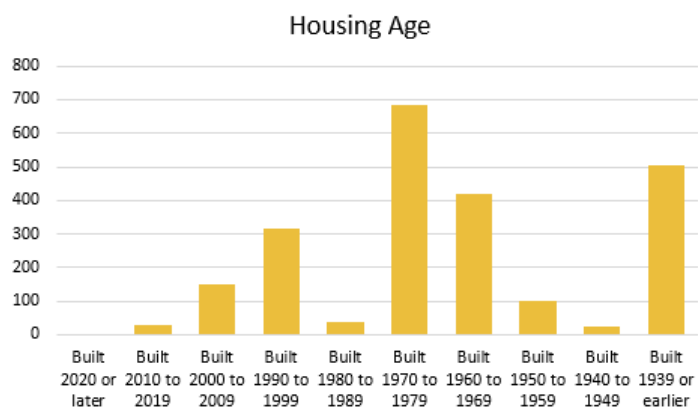
Source: Envision Tomorrow Balanced Housing Model, ACS 2021 5-year estimates

As shown in the graph to the right, the vast majority of Glenwood's housing stock is single-family units, contributing to the lack of affordable rentals.

A leading cause of the abundance of housing affordable at lower income levels is the advanced age of Glenwood's housing stock. Often, this older housing stock can become outdated, run-down, and pose hazards to those who live in and around them. It is more cost-effective to repair existing housing than to construct new, making it crucial to ensure general maintenance is provided to houses to prolong their lifespan. The graph to the right shows that over 20% of the housing stock in Glenwood was built prior to 1939 or earlier, making those houses over 80 years old.



Source: ACS 2021 5-year estimates



Source: ACS 2021 5-year estimates

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### **Housing Opportunity**

**Infill**-Promoting the construction of new houses on empty lots in established neighborhoods provides owners with new homes at a lesser cost than building in a subdivision since utilities are already in the area. Infill development not only saves money for the builder but can rejuvenate existing neighborhoods that may not have seen improvements for several years. Following the floods of 2019, four duplexes and two single-family houses will be built on infill lots.

**New Construction**-Currently, there is some limited space available within city limits for new construction of housing subdivisions but annexation may need to be considered in the future. There are currently three separate new housing construction projects taking place within Glenwood. These projects are taking place within the current city limits and will result in 40 single-family houses and 66 apartments, the last of which is set to be completed in 2026.

**Upper Story**-Upper story housing units can be found above commercial spaces, often in downtown areas. These apartments allow people to live in the heart of the town and provide a more walkable atmosphere to local amenities such as restaurants, shops, and parks. These can be desirable for any age group but are particularly desirable for young professionals wanting to be close to amenities and nightlife. Glenwood has approximately 30 two-story downtown buildings.

**Rehabilitation**-The high number of older homes provides an opportunity in the area for rehabilitation and resale of houses that are currently in a less than desirable state. Often times older homes can be purchased for a lower price because their style is considered outdated and things need repaired. In order to incentivize the rehabilitation of existing housing, the city could explore the option of tax abatement on residential areas. This would provide a tax break for homeowners that do improvements to their houses and increase the assessed value of the house by a certain amount.



# RECREATION

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Recreational amenities work to increase the quality of life a community can offer residents. These amenities work to enhance the overall aesthetics of a community while fostering a sense of civic pride and appreciation for the outdoors. Recreational amenities can promote an increase in physical and mental health, safety, and economic viability of a community. Ensuring a community has an adequate and equitable supply of recreational areas can act as a tool to draw in new residents while working to retain existing residents.

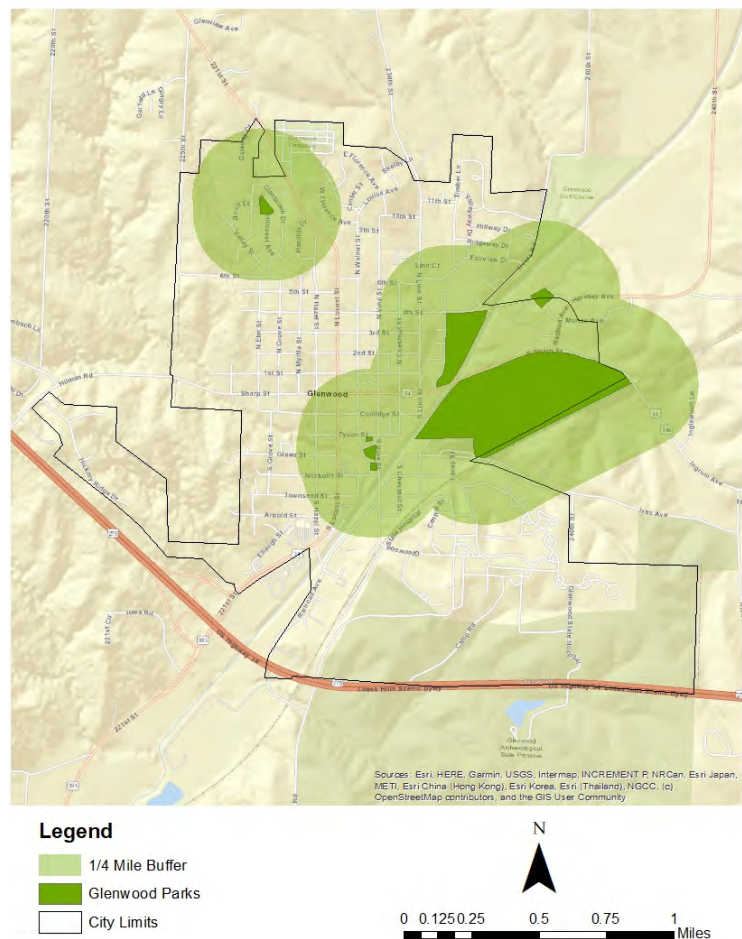
Glenwood is fortunate in that it does have multiple park areas with a range of amenities. The Glenwood Lake Park is the largest park and includes lake access for fishing, primitive and modern camping, trails, and playground equipment. In addition to the lake park, there is another small playground park, the school's activity complex, and the aquatic center all within city limits. Just outside of city limits is the golf course.





Evenly dispersed access to parks throughout the town allows for outdoor recreation to be enjoyed by all residents, especially in instances where communities don't have walking paths connecting residential areas to their park systems. When discussing the proximity to parks and the willingness of people to walk to them rather than drive, a standard quarter-mile distance, or a five-minute walk, is often used. When this distance is exceeded, oftentimes people are more inclined to drive to the destination. Driving isn't an option for everyone and some may consider driving more of a hassle and decide to stay home.

The majority of the parks in Glenwood are situated on the east side in close proximity to each other. This leaves a large portion of the city outside of the quarter mile walking area. Having parks in close proximity to many residents increases their quality of life and promotes the use of parks, increasing their physical and mental wellbeing.



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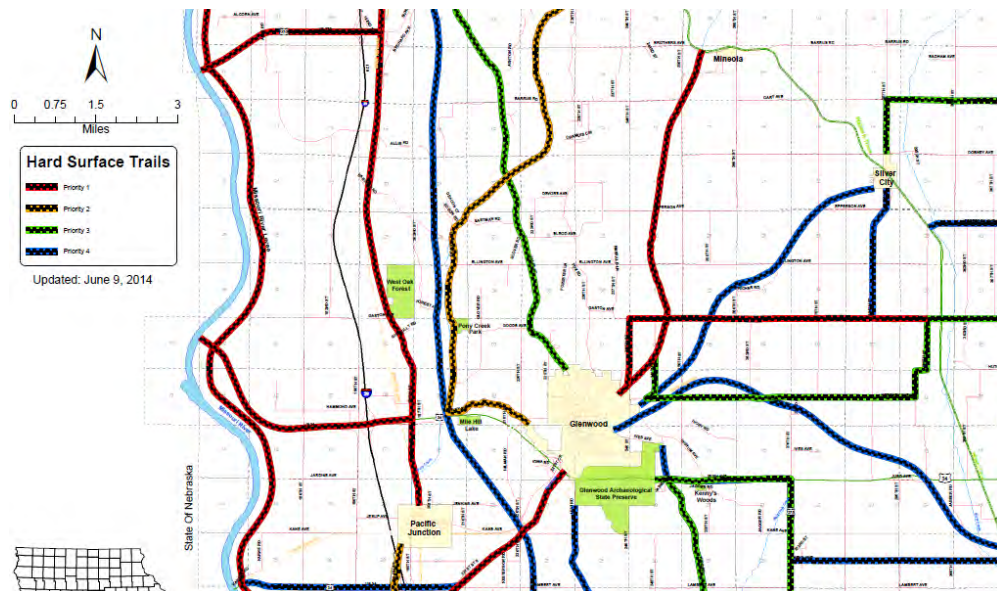
## Recreation Opportunity

**Park Development**-Currently, there are two clusters of park areas as seen on the page before leaving much of the city outside of the walkable area. Developing new park space in areas of town not already served will encourage people to visit parks, increase the quality of life for residents, and work to increase property values. When developing new parks, it is important to offer parks with a variety of amenities to appeal to the most people possible.

**Sidewalks**-Already mentioned in the transportation opportunities, sidewalks can serve as easy recreational choices for residents, allowing them to safely walk within their community. Ensuring the sidewalk network is in good repair and connected will allow residents to utilize them for recreational purposes. To ensure proper upkeep and connectivity of the network, a map showing the location and conditions of existing sidewalks should be made. This will aid in prioritizing areas in the

highest need for repairs. The city should develop a sidewalk repair funding program and encourage residents to repair or install sidewalks along their property to support a complete network.

**Trail Connections**-There are currently some small trails within the City of Glenwood, but no long distance trails leading into the community. In 2014, Mills County completed a countywide trails plan that identified various routes leading into Glenwood, some of which that would connect it to the Wabash Trace. The Wabash Trace is 63 miles long and travels through four counties and nice cities from Council Bluffs to Blanchard. This trail sees users from all over the state and the country, bringing in economic wealth for the cities it traverses. Connection to the Wabash Trace would allow for Glenwood to see an economic benefit from trail users as well as increase the quality of life for residents by offering nearby trail connections.



# CONCLUSION

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A comprehensive plan is meant to change as the needs of the city change meaning periodic reviews and updates to the plan are critical for its success. These updates should include a review of the goals established in the plan to ensure they are still relevant to the city. Updates such as these should be done annually to ensure the effectiveness of current planning activities and make corrections as needed.

After the adoption of the comprehensive plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. It is important that information pertaining to population and economic changes are reflected in updates to the plan. It is also important to review recommended policies and their relevance to the city's long-term growth. A review of the plan should be done annually.

When changes to the plan are proposed, a public hearing must be held and include the following:

- Provide citizens or developers an opportunity to present possible changes to the plan;

- Identify any changes in the status of projects called for in the plan; and
- Bring forth any issues or identify any changes in conditions, which may impact the validity of the plan.

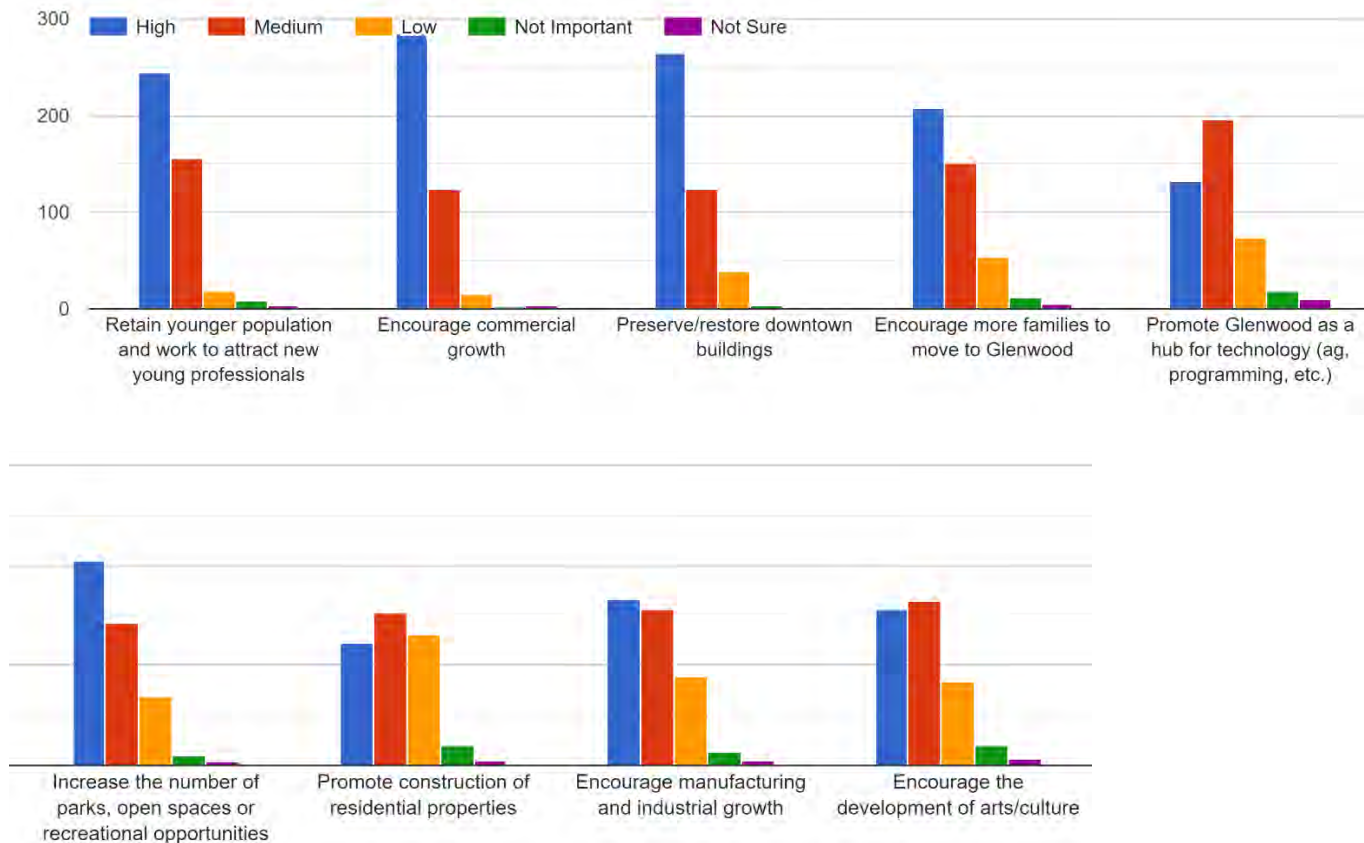
There should be a plan update after the current plan is in use for 5 years. The update process could include a forecast of a new target year, an analysis of the alternative land use plans, and a possible evaluation of alternate formats for the plan. The annual plan review, specified above, will accommodate any necessary revisions that may arise during the years prior to the next update.

It is anticipated that each year, during the annual plan review, individuals and groups may come forward with proposals to amend the plan. Those proposals should be reviewed on a case-by-case basis. Also, it is recommended that all submitted proposals be reviewed at the end of the year to analyze their cumulative impact on the comprehensive plan. The comprehensive plan amendment process should adhere to the adoption process specified in Iowa Statutes and should provide for organized participation and involvement of interested citizens.

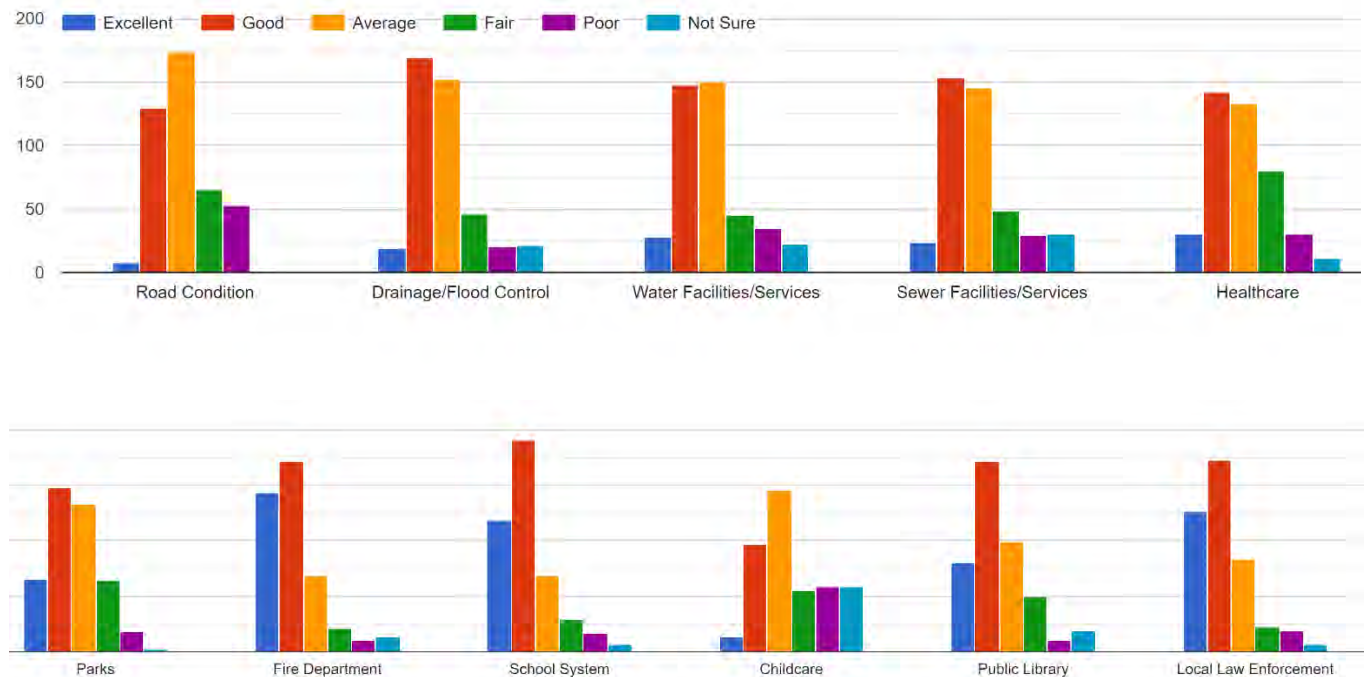
# APPENDIX A: SURVEY RESULTS SUMMARY

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**Question: Thinking about Glenwood, how important are the following for the city to thrive?**

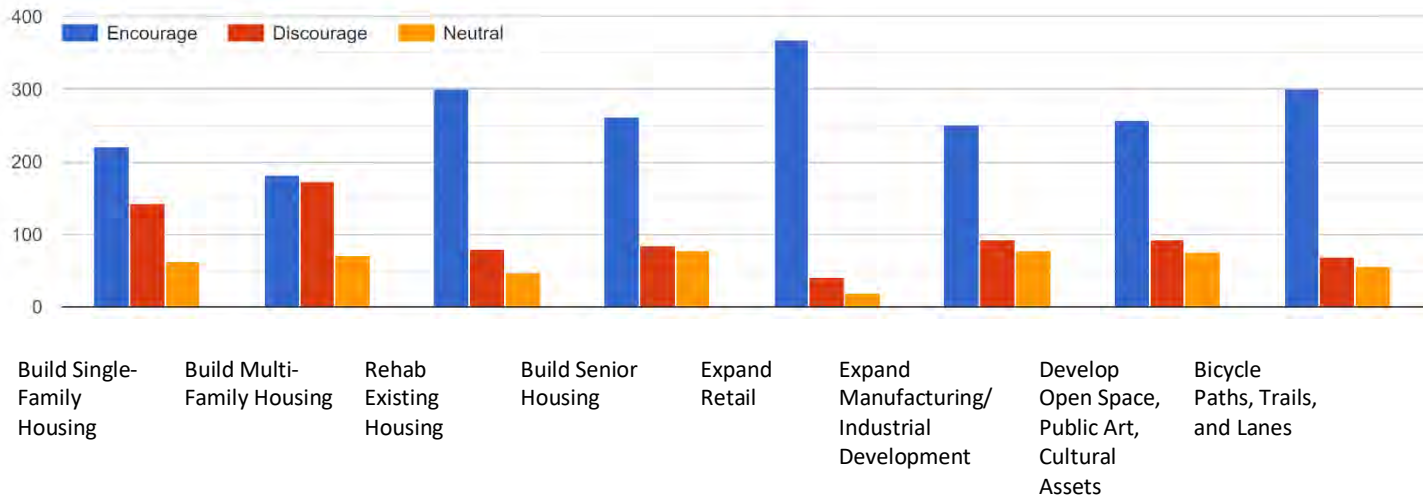


**Question: Think about Glenwood and rate the following:**



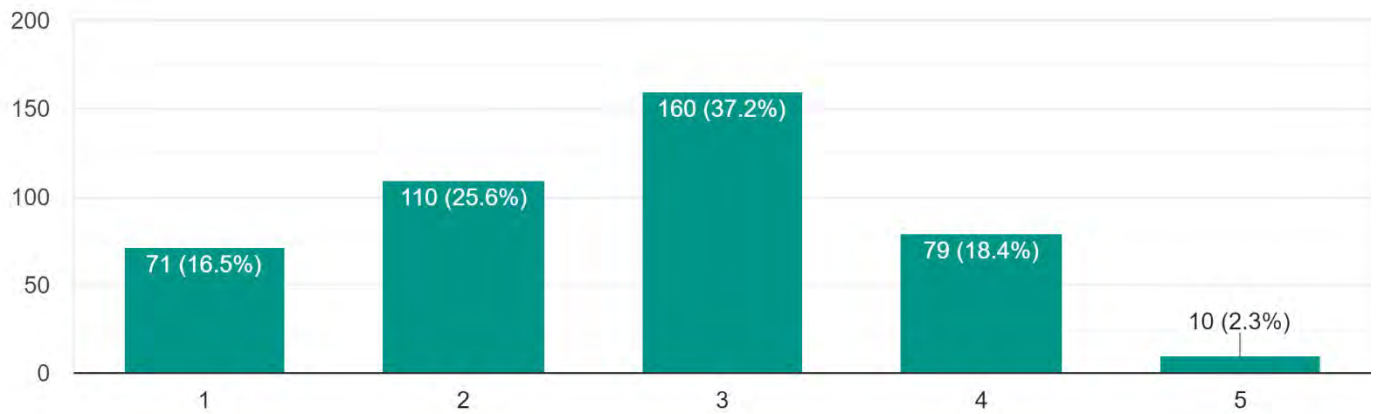


**Question: Would you encourage or discourage the City to use city resources to promote the following?**



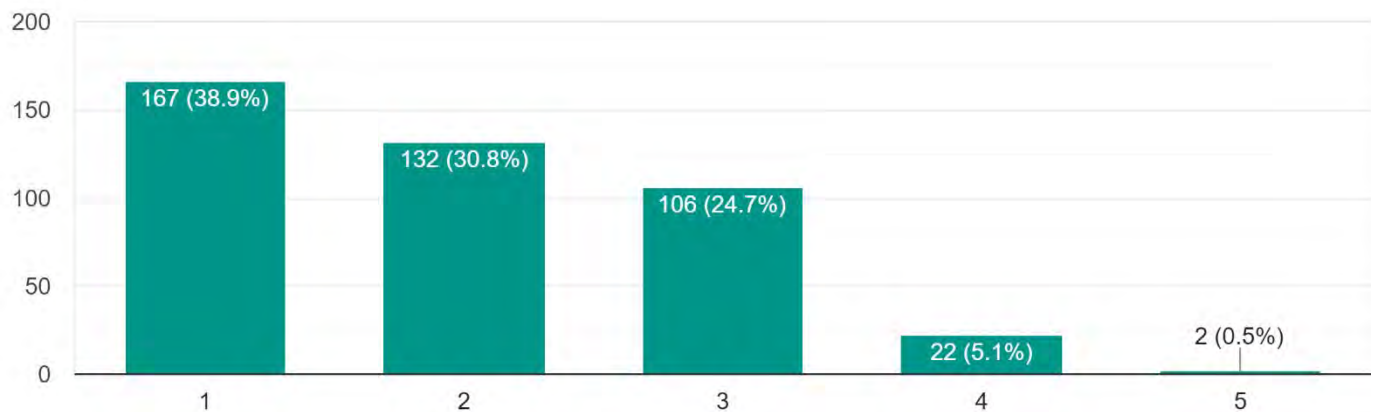
**Question: Do you feel Glenwood's housing market meets the needs of homeowners?**

1=Poor      2=Below Average      3=Average      4=Above Average      5=Excellent



**Question: Do you feel Glenwood's housing market meets the needs of renters?**

1=Poor      2=Below Average      3=Average      4=Above Average      5=Excellent





**Question: Are there other amenities that Glenwood should have? If yes, please suggest an amenity you would like to see.**

**(Top 10 Answers)**

1. More restaurants/fast food options—40
2. More retail/Department store—27
3. Youth and teen center/Something for youth to do—17
4. Better grocery store—12
5. Trails—11
6. Dog park—8
7. Theater—8
8. Urgent care/Hospital—7
9. Sidewalks—7
10. Affordable housing—7
11. Bowling alley—6

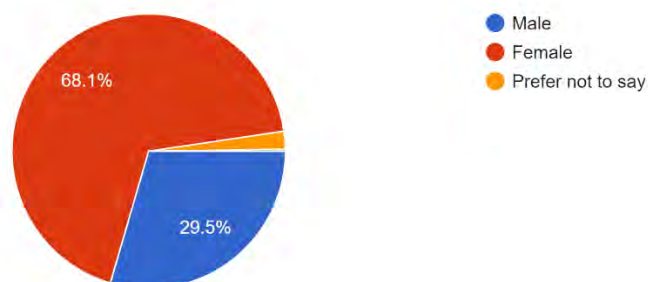
**Question: What do you like MOST about Glenwood? (Top 10 Answers)**

1. Small town living
2. The people/Friendliness/Welcoming—88
3. Safe—38
4. Schools—28
5. Location to city—24
6. Sense of community/Involvement/Pride—22
7. Small Businesses—15
8. Updated square/Historic Buildings—14
9. Its home/Raised here/Family—13
10. Parks—11

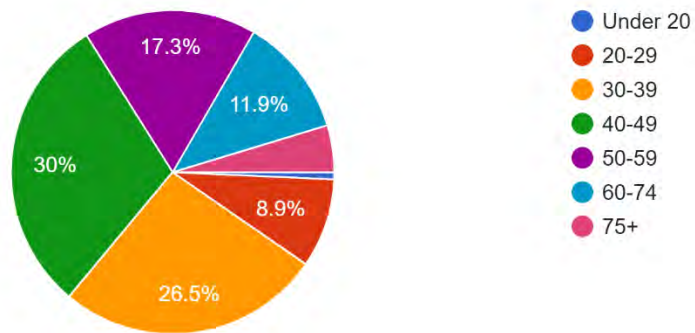
**Question: What do you like LEAST about Glenwood? (Top 10 Answers)**

1. Lack of retail—36
2. Cost of living (taxes, water/sewer)—33
3. Lack of restaurants—24
4. Grocery store (lack of fresh produce, good meat)—20
5. New construction housing not affordable—15
6. Can't get basic need items—13
7. Lack of youth entertainment—13
8. City leaders/politics (small minded, over taxing, not involved)—10
9. Clique-ish/Need right last name—9
10. Lack of sidewalks and poor upkeep—8

**Question: Select your gender.**



**Question: Select your age range.**



**Question: Select your household income range.**

