Manchester
Strategic Growth Plan

2021

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Picture - City of Manchester downtown. Source: Authors

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Executive Summary

Overview

The Manchester Strategic Growth plan involves strategies and actions that prevent disorganized and sprawling growth within the two-mile buffer area (i.e., outside the city's corporate limits) of Manchester, all while accommodating the needs of the projected population changes within the city. The efforts of this plan focus on important opportunities to advance growth through the year 2030.

This plan contains information essential for planning the two-mile area surrounding Manchester as well as within the city boundary. Overall, the plan promotes growth in appropriate areas to protect against sprawling development and the loss of prime farmland and natural areas. It identifies two groups of land as undesirable for development. First, the land with a high Corn Suitability Rating (CSR), that should be preserved for agricultural uses, and second, the land that falls within the 100-year floodplains that put properties and their residents at risk. Following that, the Planning Team first investigates the existing opportunities for infill development & redevelopment within the city to accommodate its growth, where the city services and infrastructure already exist, and when land in the city is not available, the plan then provides suggestions for future beneficial annexations that address the city's needs.

This plan also provides policy recommendations to prevent disorganized development in the two-mile buffer area beyond the city limits through establishing extraterritorial zoning power.

The Manchester Strategic Growth Plan will serve as a guide for future planning and development to manage growth and make the most efficient use of the area's resources.

Purpose and Scope of the Study

The overarching purpose of this plan is to ensure efficient growth within the city, and the two-mile buffer area, while shaping the direction of the community's development within the next 5-10 years. Three main goals guide the purpose of the Manchester Strategic Growth Plan. The first is to promote *Sustainable Growth*, the second is to make an *Efficient Use of Public Funds*, and the third is *Preserving Farmland and Open Spaces*. To achieve these goals, the plan explores three approaches to manage growth in Manchester: Infill Development & Redevelopment, Annexation, and Extraterritorial Zoning.

Major Findings

1. New housing is being built at a faster rate in areas just outside Manchester as compared to areas within the city.

2. Manchester's population has been declining since 2000, however, recent studies show that there is a growing demand for diverse housing options.

3. There are 110 residential vacant parcels that are suitable for development in Manchester that can accommodate 158 housing units (considering the current Zoning Ordinance).

4. After identifying all developable lands within the city, the Planning Team found that there is not enough land within the City to accommodate current and future housing demand (415 units). Adding to the existing projected demand there are 51 units located within the floodway that the City must take into account for possible relocation, within the city.

5. The city is experiencing peripheral disorganized development beyond its limits. This includes the development of housing, commercial and industrial uses, concentrated animal feeding operations (CAFOs), which research suggests can cause loss of prime farmlands and environmental pollution, lowering property value and quality of life.

6. Extraterritorial zoning power currently cannot prevent the development of CAFOs due to the state preemption code 335.2.

Recommendations

Infill Development & Redevelpment
The City of Manchester should make infill a top priority because there are vacant lands within the City with existing infrastructure that can acommodate part of the projected housing demand. The strategies proposed by the Planning Team will help increase not only housing units, but also allow residents with different economic status to access housing, increase private investment, and City's tax revenue:

1. Zoning Considerations
2. Developer's Incentives
3. Tax Increment Financing
4. Housing Summits

Annexation
Given the results of the fiscal impact analysis, this plan suggests the City of Manchester prioritize the annexation of the Southwest Growth Area. Due to developments in this area, it would economically benefit the city. Annexation of the Southeast area with the current condition of land use as well as the suggested use in Future Land Use Map of agriculture is not economically beneficial for the city. Therefore, if the city decides to annex the Southeast Growth area to accommodate the future needs of the community, this plan recommends revisiting the future land use of the Southeast Growth Area, or annexing in response to unanticipated development opportunities.

Extraterritorial Zoning
As cities have legal power to establish extraterritorial zoning, Manchester should adopt the extraterritorial zoning after consulting with the county. Establishing extraterritorial zoning will help Manchester to preserve the prime farmlands and prevent disorganized development in the two-mile buffer area beyond the city limits. This plan outlines how and why Manchester should pursue extraterritorial zoning to guide and control growth on the periphery of the city.

The plan also includes a preliminary zoning map of the extraterritorial zoning area, along with detailed guidance on the process, and recommendations on how to inform the property owners of a proposed ordinance. To formulate the map, the prime considerations were the CSR rating of lands, 100 year-floodplain, existing zoning densities inside the city, and the current land use and development density in the two-mile buffer area.

Other alternatives for preventing disorganized and unwanted development include:

1. Restrictive covenants formed by contiguous property owners in the county
2. Fringe area agreement with Delaware County
3. Involuntary annexation if necessary, for public purpose

How to use the Plan

The intended audience for this plan are planners, City staff, and County staff involved in Manchester's growth efforts, all current and future citizens and elected officials of Manchester, as well as landowners and developers. This plan serves to:

Encourage Infill Development & Redevelopment Activity

Although government has a role to regulate through zoning and other means, the intent of this plan is also to cast a coordinated vision for future city growth that can be achieved in congruence to the Iowa Smart Planning Principles (see Infill Development - Chapter 4). Through addressing the principle of Revitalization, the Strategic Growth Plan prioritizes infill development, in the areas of the city where infrastructure already exists, over new development. The City may use this plan to inform citizens and developers about the opportunities for residential, commercial, and industrial development opportunities within Manchester.

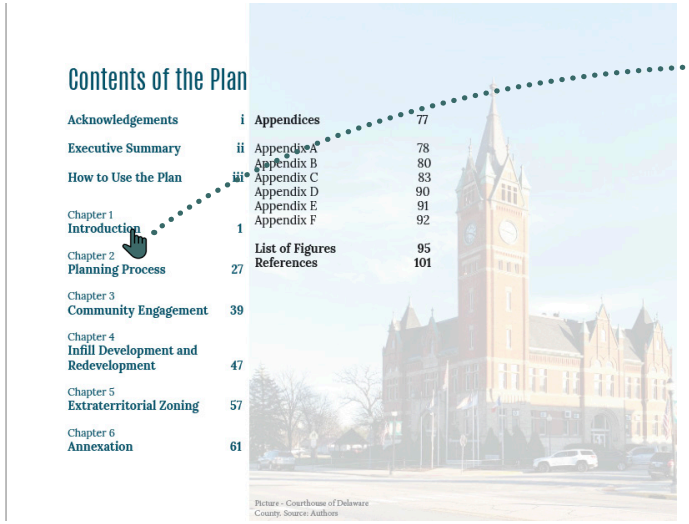
Provide Guidance on the Process of Pursuing Annexation

All the owners of land in a territory adjoining a city may apply in writing to the council of the adjoining city requesting annexation of the territory. These can be voluntary, voluntary 80/20, and involuntary (see Annexation - Chapter 5). Since the city accepted voluntary annexation requests in the past, due to various reasons, it is important to understand how future annexations will impact the City's service and infrastructure capacities. This plan will provide a fiscal impact analysis to help planners and city officials (current and future) determine whether proposed annexation areas are fiscally beneficial to the City or otherwise. Landowners and city staff may also use this plan to understand and adopt a consistent process for pursuing annexation.

Provide Recommendations for Implementation of Extraterritorial Zoning

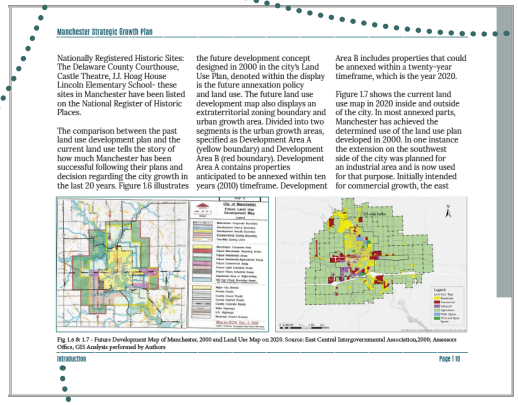
The State of Iowa's Code allows cities in the state to have control over a two-mile buffer area, if zoning in the county does not exist. This rule gives authority to Manchester to promote smart planning principles relevant to the protection of natural resources and agricultural lands. This right, if pursued and implemented, may prevent potential negative outcomes for the city caused by disorganized development within the two-mile buffer area around the city limit. As this plan emphasizes on the importance of having extraterritorial zoning, planners and City staff may use it to initiate the process of its adoption and continue seeking legal guidance that will enable implementation of the new regulation. The plan also informs landowners about the new regulation and how it impacts them.

Navigating the Plan



Hover over content titles and go directly to the page you want

All chapters have distinct colors to help you remember where you are in the plan and we recommend reading in two-page view.



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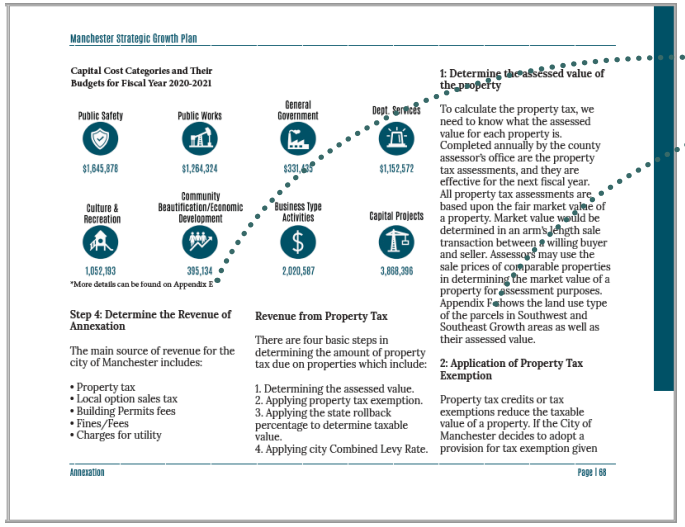

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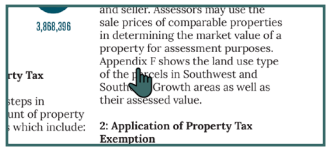

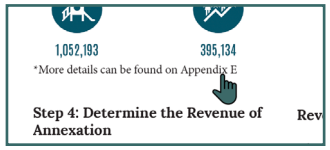

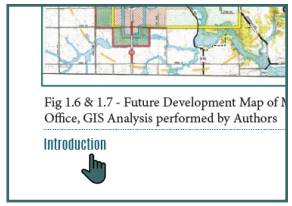

Organization of the Manchester Strategic Growth Plan

Chapter 1

Introduction

Chapter 2

Planning Process

Chapter 3

Community Engagement

Chapter 4

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Chapter 5

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Extraterritorial Zoning

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Contents of the Plan

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Introduction

Picture - Manchester Whitewater Park.
Source: Google

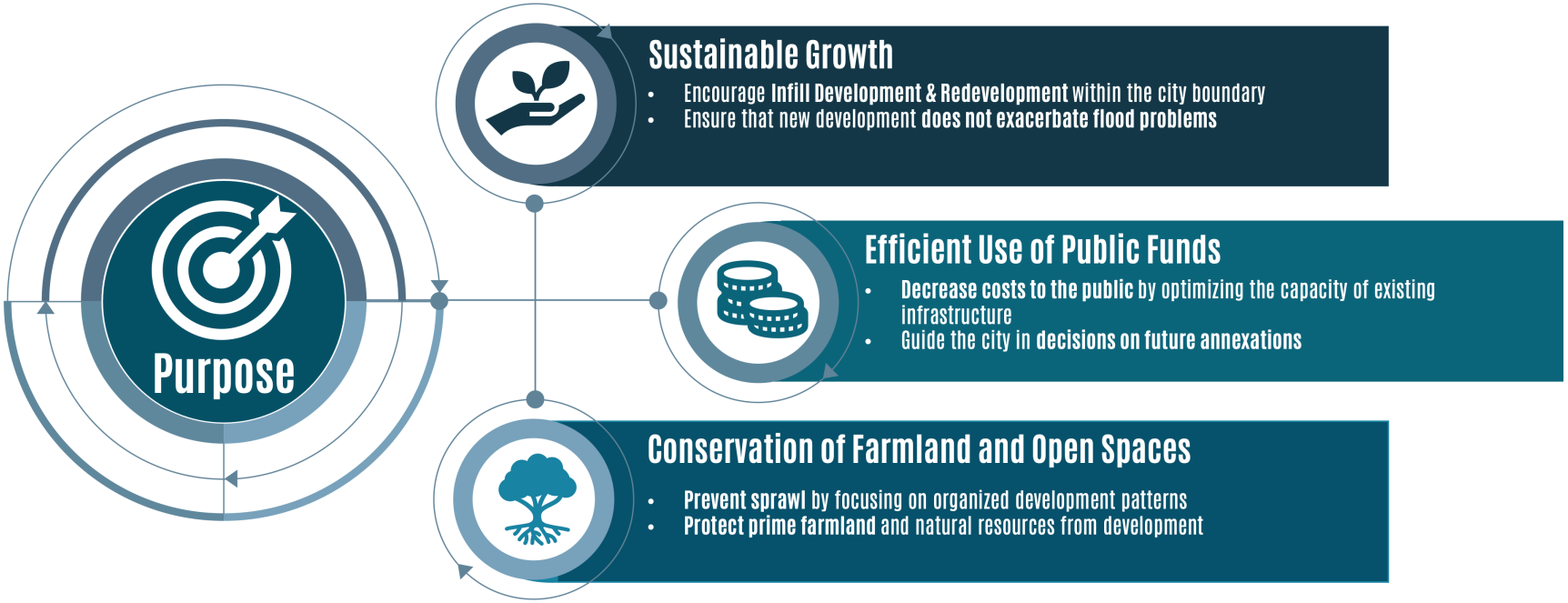
The **Vision** for the plan is that

Manchester provides ample opportunities for growth while optimizing land use and adhering to principles of sustainability.

Purpose of the Plan

This plan seeks multifaceted growth management, helping the city make decisions about projects and investments within the next 5-10 years.

The overarching goal of this plan is to ensure strategic growth within the city, and the two-mile buffer area around the city, while shaping the direction of the community's development. This plan aligns with the Iowa Smart Planning Principals (See Chapter 2, Planning Process, page 31). Three main goals guide the purpose of the Manchester Strategic Growth Plan. The first goal is to promote *Sustainable Growth* by encouraging Infill Development & Redevelopment within the city, ensuring that development addresses and is proportional to a real need for it, and also to guarantee that new development does not exacerbate flood problems. Secondly, the plan helps ensure *Efficient Use of Public Funds* by optimizing the capacity of existing infrastructure and guiding the City in future annexation decisions. And finally, the plan helps promote *Conservation of Agricultural Land* by emphasizing the need to promote organized development patterns, while preventing sprawl and protecting prime farmland and natural resources from development.



Scope of the Plan

The scope of the Plan is to help the City make decisions about projects and investments within the next 5-10 years, therefore it covers three main themes to help address the goals previously stated.

Firstly, *Infill Development & Redelopment* which encourages sustainable growth, consists of identifying opportunities for new development within the city. For Infill Development the plan identifies vacant and developable parcels to accomodate a projected housing demand for Manchester, while for Redevelopment, the plan identifies dilapidated housing that should be considered for demolition or upgrades. Based on the findings, recommendations for types of development are provided, in accordance to existing and future housing demands.

Secondly, *Annexation*, which encourages Efficient Use of Public Funds, consists of guiding the City in future annexation decisions, by conducting a fiscal impact analysis of two specific proposed areas outside city limits.

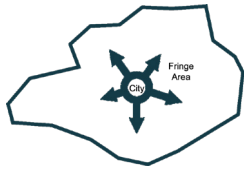
Thirdly, Extraterritorial Zoning, encourages Conservation of Farmland and Open Spaces and consists of highlighting the advantages of establishing a zoning ordinance for the two-mile buffer area outside city's boundary, while also guiding the City on its implementation.

Infill Development & Redevelopment

- Conducting a spatial analysis to identify suitable lands for infill development
- Conducting a spatial analysis to identify current housing conditions for redevelopment purposes
- Identifying the capacity of existing infrastructure to accomodate current and future housing demand
- Calculating the number of housing units the City can currently acommodate to meet the projected housing demand

Annexation

- Conducting a fiscal impact analysis for the annexation of specific proposed areas outside the city limits.
- Providing a document that explains the process of pursuing annexation.
- Analyzing the impact of annexation on property owners within the city limits, and those in the proposed annexation areas.
- Identifying the capacity of existing infrastructure.
- Studying potential areas for annexation to optimize existing infrastructure capacity.



Extraterritorial Zoning

- Understanding the advantages and disadvantages of exterritorial zoning for the two-mile buffer area outside city's boundary.
- Identifying areas that should be protected from development.
- Identifying development trends in surrounding areas.
- Guiding the implementation of extraterritorial zoning.
- Guiding the city and county on the process of informing property owners in the two-mile buffer about the new regulation.

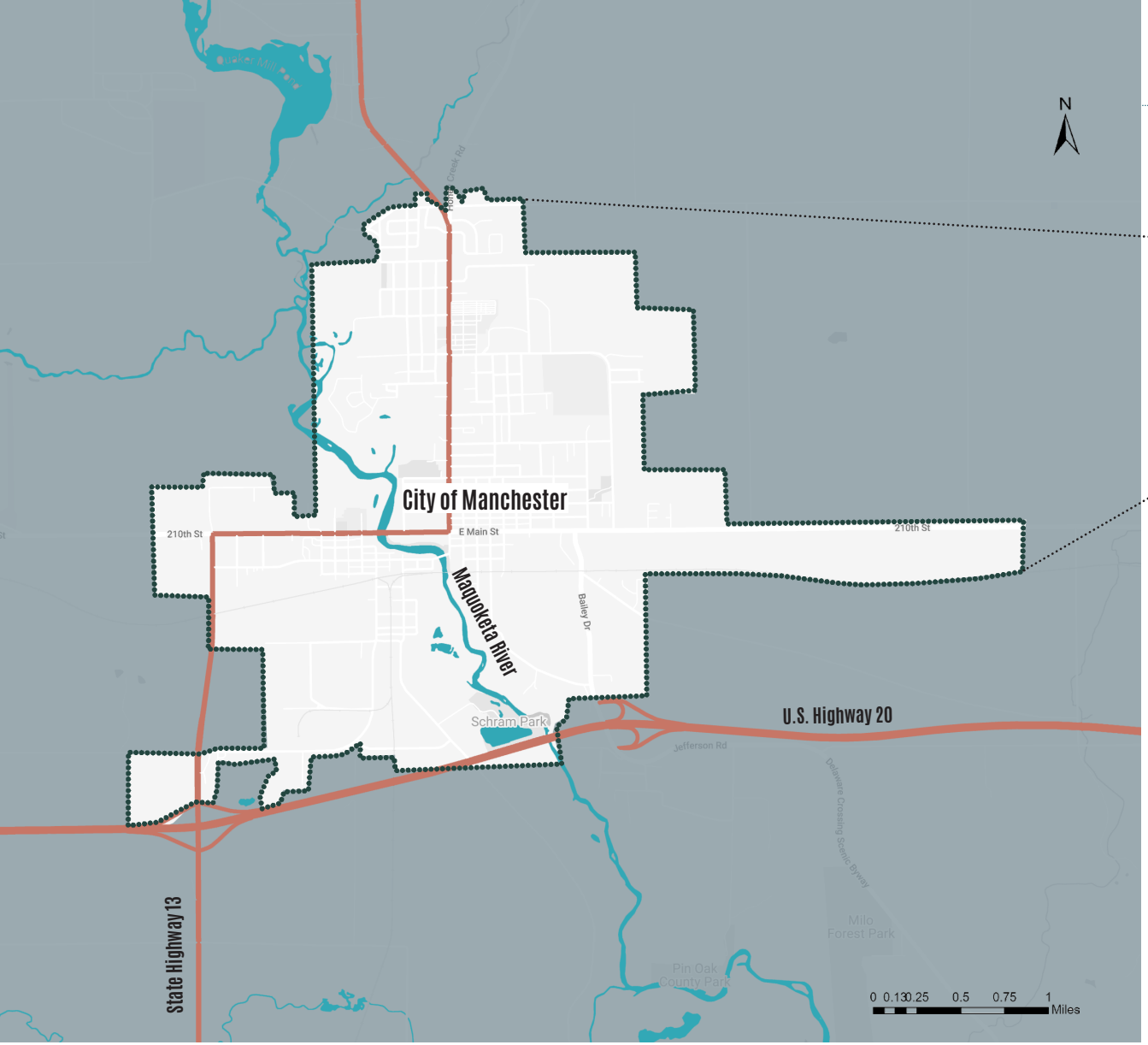
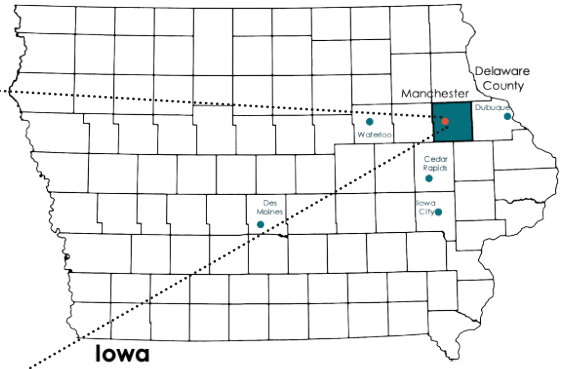


Fig 1.1 - Location of Manchester and current city limits. Source: Google Maps, edited by authors



Location

Manchester is the county seat of Delaware County, Iowa. It is situated along the Maquoketa River, near the crossroads of US Highway 20 and State Highway 13.

The city has a total area of 4.86 sq. miles, including 0.015 sq. miles of water bodies.

Locally, Manchester is referred to as the "heart of the golden triangle," due to its central location between three major cities: Cedar Rapids (46 miles to the south), Dubuque (40 miles east) and Waterloo (45 miles west).

Total Area
4.86 sq. miles

Water Bodies
0.015 sq. miles

History of Manchester's Growth and Development

Introduction

Like most of the small cities in Iowa, the past few decades have come with many changes in Manchester. Examining the past trends in land use, annexation, new construction of housing, major employers in the city, and employment patterns helps assess the existing conditions of the city. It will also help plan for the future of infill development and redevelopment, annexation, extraterritorial zoning, and floodplain preservation.

City Growth and Annexation Over-Time

To recognize the City of Manchester's annexation pattern, looking over the growth that occurred for the last four decades is important. After 1980, the city has annexed lands on all four sides. In 1990, the city annexed some lands on the east and west side.

In 2000, there was some more land annexed in the north. In 2010, the city annexed a long portion with some other lands on the east side and some other on the south-west side. In 2020, the city annexed lands in the south-west and west side. Figure 1.2 shows the current boundary of Manchester. According to the City of Manchester's record, all annexation in the past was voluntary. Most of these annexations occurred because property owners wanted to connect with the city's utility services, especially sanitary sewer systems.

Trend of Housing-Construction

Looking over the trend of how and when housing was built is imperative to the plan. It helped the Planning Team understand whether there is a correlation between the age of housing stock and population decline.

Figure 1.3 and 1.4 show that 92% of Manchester's total housing stock was built before 2000, meaning the existing housing stock is relatively old. A few newer homes were constructed in the northwest and southeast after 2000.

The table and maps also show that in the last decade, more houses were built in the 2-mile area outside than within the city, which wasn't true in in any earlier decade.

From the map, it appears that the city has developed from the center gradually towards the outside. One interesting observation here is the early development (before 1980) of the subdivisions on the southeast and northwest corners, outside

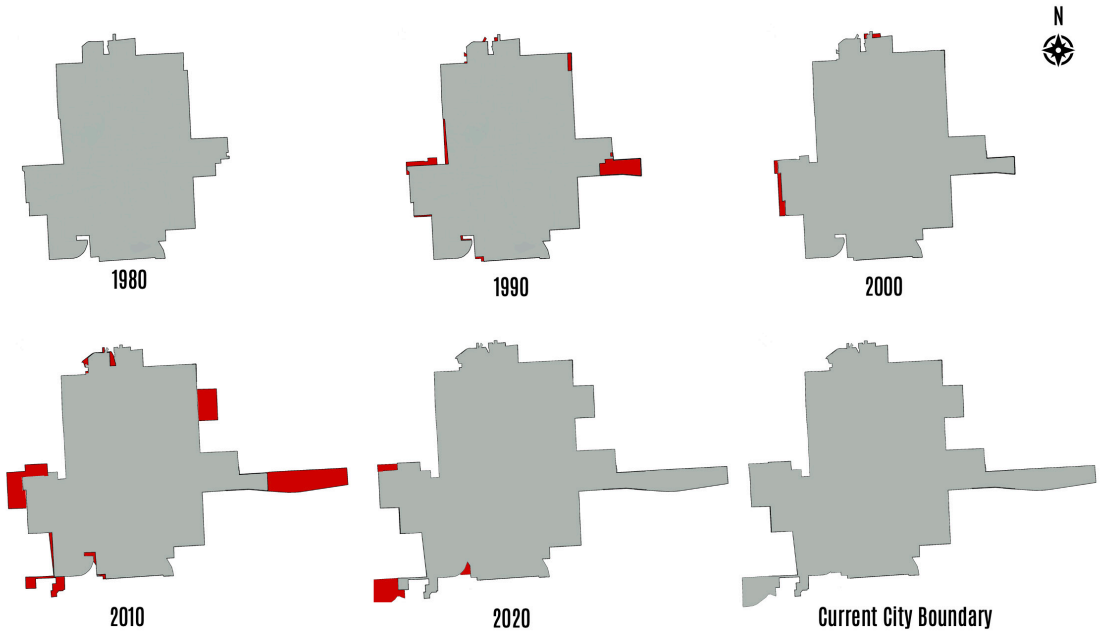


Fig 1.2 - City of Manchester Boundaries from 1980 until 2020. Source: Assessors Office, GIS Analysis performed by Authors

of the city boundary. On the northwest side, many houses were built within 1950, and the rest were built after 1990 (Figure 1.3 provides more accurate statistics). On the southeast side, most houses are built after 1990, so these houses are comparatively newer than houses on the northwest side. There are very few houses scattered on the northeast and southwest sides of the city.

Figure 1.3 and 1.5 illustrates that 32% of the total housing units outside of the city boundary are built after 2000. This percentage is higher than the housing units built inside the city (7.6%) after 2000. Manchester is already planning to annex land located on the southeast side in the half-mile buffer zone. So, there will be a change in the percentage of new housing units outside the city limits in the future. Figure 1.3 explains the trend of new housing construction in depth. Around 44% of the total housing stock in the city was built more than 70 years ago. Only 7.6% of housing units were built in the last 20 years (since 2000).

In the last ten years, there were 40 housing units constructed inside Manchester, whereas the housing units built within two miles outside Manchester's boundary were 69 units. There was a gradual drop in the number of housing-unit construction in Manchester from 2000. According to the city manager, there is a possibility that some people have moved from the city to the two-mile buffer area and built new housing.

Figure 1.3 also demonstrates another interesting statistic. The number of housing units built beyond the one-mile buffer is higher than inside the one-mile buffer area since 2000. Currently, there are more than 500 units of housing within two miles outside of the city boundary which is 25% of the total number of units in Manchester.

Year	Within the City	0.5-Mile Buffer	0.5-1 Mile Buffer	1-2 Mile Buffer	Total in 2 Mile Buffer
(1845 - 1950)	890	19	17	19	55
(1951-1960)	172	4	15	2	21
(1961-1970)	237	19	21	6	46
(1971-1980)	275	53	41	54	148
(1981-1990)	101	15	5	16	36
(1991-2000)	208	16	21	51	88
(2001-2010)	115	16	45	51	112
(2012-2019)	40	14	24	31	69
Total	**2038**	**156**	**189**	**230**	**575**

Fig 1.3 - Number of housing units built over the years inside and outside of Manchester. Source: Assessors Office, Analysis performed by Authors

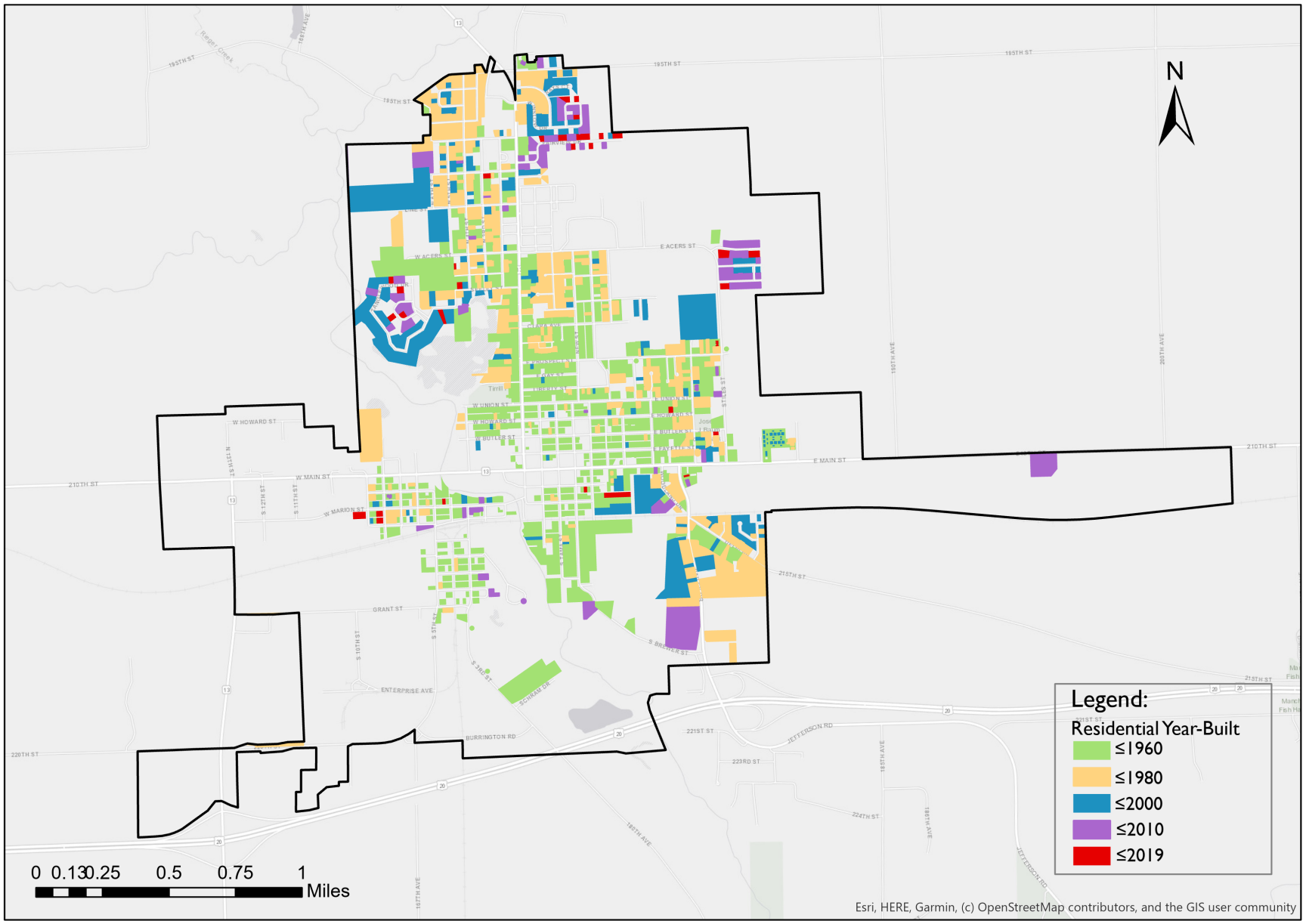


Fig 1.4 - Trend of housing construction inside the city. Source: Assessors Office, GIS Analysis performed by Authors

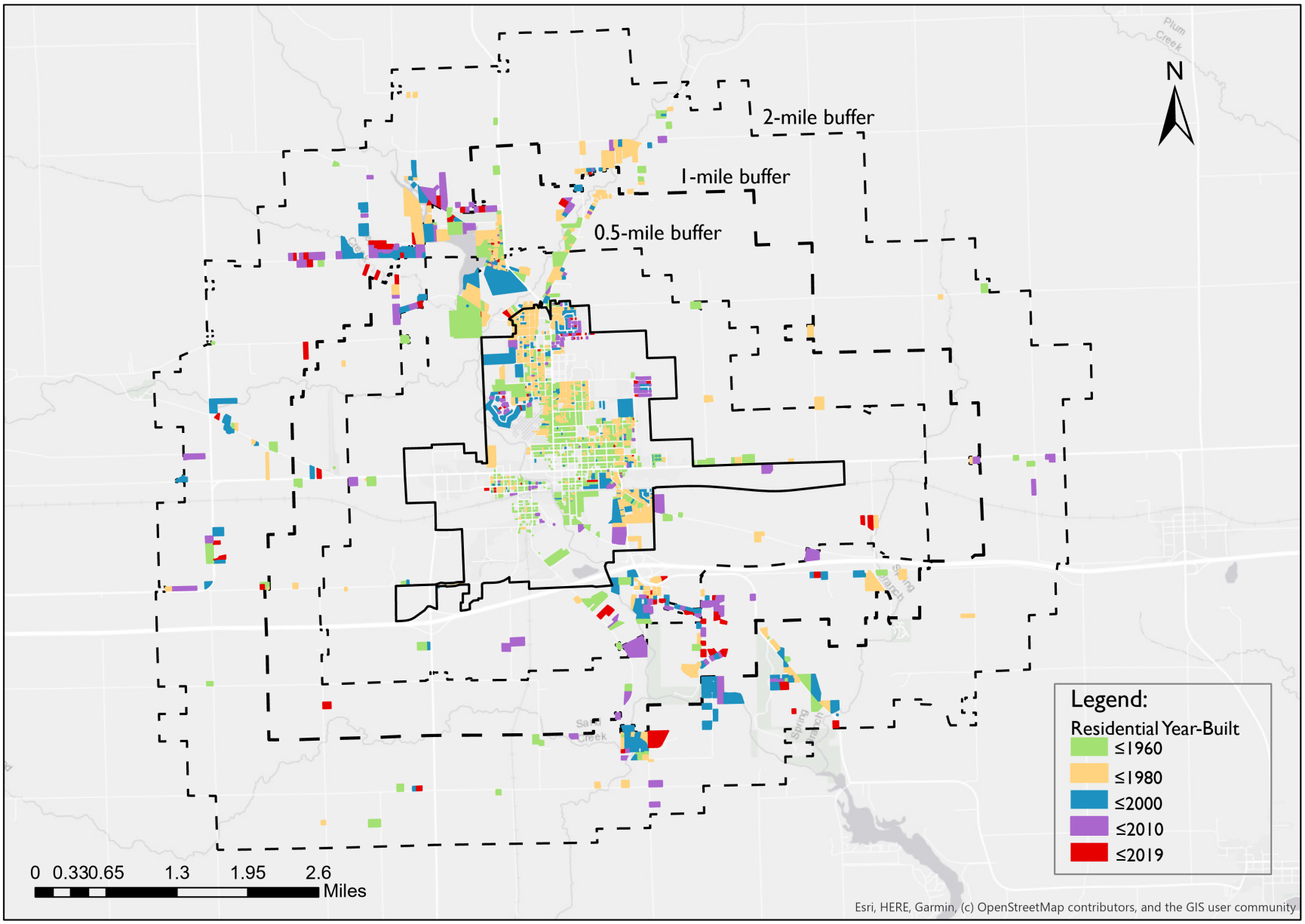


Fig 1.5 - Trend of housing construction half, one and two miles outside the city boundary. Source: Assessors Office, GIS Analysis performed by Authors

Housing

Manchester has 2,334 total housing units with 2,151 (92.2%) being occupied and 183 (7.8%) being vacant (ACS 2018).

At the county level, a larger share of the housing units are vacant. 85.6% of housing units are occupied and 14.14% are vacant (ACS 2018). Of the housing units in Manchester, 78% are 1-unit detached structures, less than the county's share of 86.9%, but more than the State's figure of 73.3%.

Manchester is primarily a community of single-family homes, with small amounts of multi-family housing. 1,820 of the 2,334 (78%) total housing units in 2018 were single family while 410 out of 2,334 (17.6%) were multi-family housing units. 75.2% of Manchester's housing units are owner occupied, with 24.8% being renter-occupied. The county has a higher share of owner-occupied housing units with 82.9%. Statewide, renter-occupied units are more common with 28.9% renting and 71.1% of housing units being owner-occupied. Manchester has a higher share of its population renting than the county, but less than the state.

Affordable Housing

Looking at rental housing in Manchester, over a third of all rental households spend more than 30% of their income on rent. In other words, 34.9% of occupied rental housing in Manchester has a significant cost burden to its tenants.

Statewide, 43.5% of rental householders are cost burdened, while in Delaware County, 32.4% are cost burdened - slightly less than in the city of Manchester.

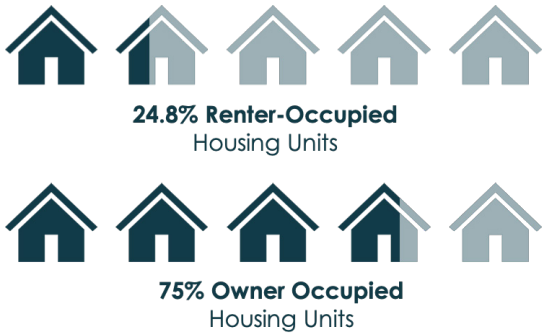


Fig 1.6 - Owner and Renter-Occupied Households in Manchester. Source: ACS 2018

Fig 1.7 - Affordable Housing in Manchester. Source: ACS 2018

Historical Sites and Landmarks of Manchester

The historical sites and landmarks are symbols of the city's culture and identity. This section describes the historical places of Manchester along with images displaying them.

These are the places that make a city more visually appealing for the residents and tourists.

Manchester City Hall: Built in 1885, City Hall houses Council Chambers, offices for city staff and elected officials, conference rooms, records storage, water department offices, lab, and equipment testing.

Public Library: The library was initially built in 1903, with an addition and remodeling completed in 1993. (RDGPlanning&Design, 2012)

West Delaware High School: This school was established in 1877 and is the only high school in the city.

Manchester White Water Park: This park is one of Manchester's major attractions. It is located near the city's downtown and open year-round and is free of cost to visit. The park has access to the Maquoketa River, bike trails, and open spaces that allow the visitors to kayak, swim, fish, raft, bike, or gather.

Tirrill Park: The park offers canoe access

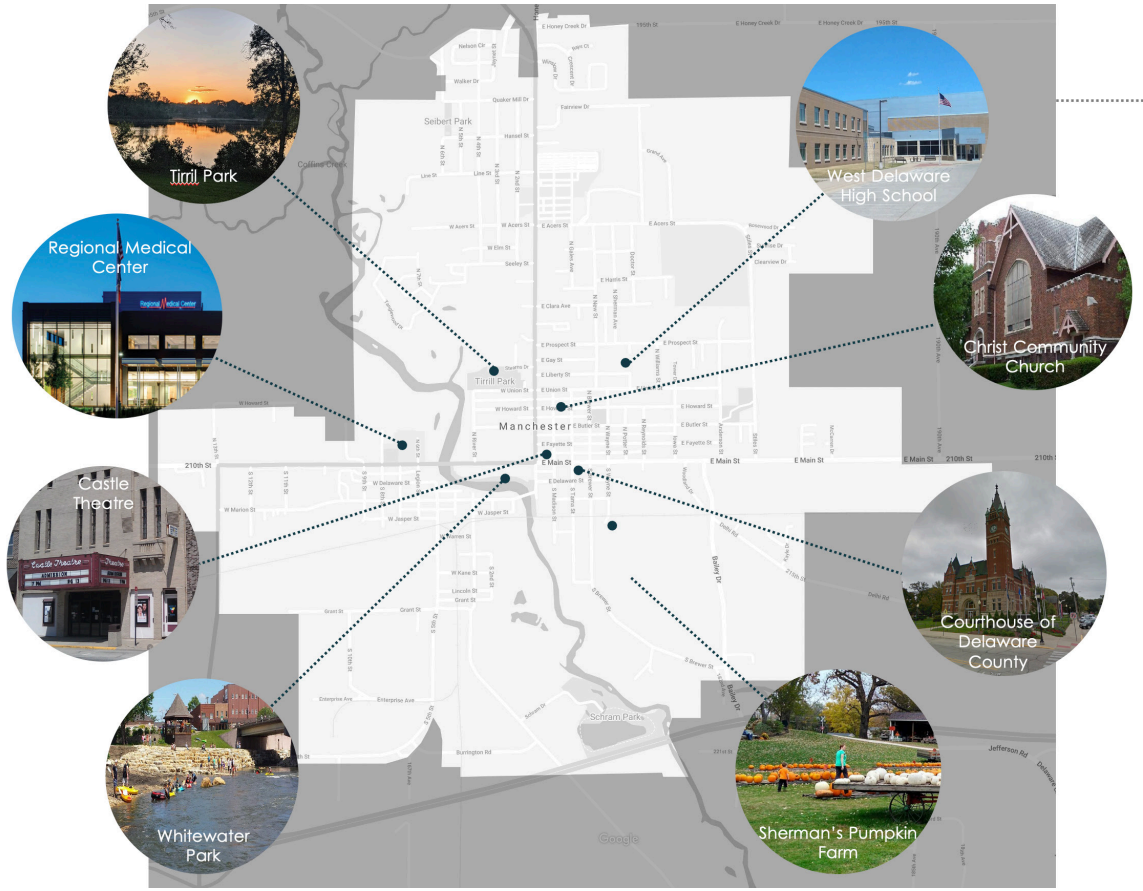


Fig 1.8 - Historic sites/buildings of Manchester (Source: Google and Author, 2020)

to the Maquoketa River on the west end of the park. On the east end of the park is the Tirrill Rose Garden, and in the center is the Manchester Family Aquatic Center. Tirrill Park has a playground area, two shelters, a bandshell, restrooms, lighted tennis courts, grills, and opportunities to fish.

Nationally Registered Historic Sites: The Delaware County Courthouse, Castle Theatre, J.J. Hoag House, Lincoln Elementary School - these sites in Manchester have been listed on the National Register of Historic Places. The city should conserve these places while considering redevelopment.

Land Use Changes Over the Years

The comparison between the past land use development plan and the current land use tells the story of how much Manchester has been successful following their plans and decision regarding the city growth in the last 20 years. Figure 1.9 illustrates the future

development concept designed in 2000 in the city's Land Use Plan, denoted within the display is the future annexation policy and land use. The future land use development map also displays an extraterritorial zoning boundary and urban growth area. Divided into two segments is the urban growth areas, specified as Development Area A (yellow boundary) and Development Area B (red boundary). Development Area A contains properties anticipated to be annexed within ten years (2010) timeframe. Development Area B includes properties that could be annexed within a twenty-year timeframe, which is the year 2020.

Figure 1.10 shows the current land use map in 2020 inside and outside of the city.

In most annexed parts, Manchester has achieved the determined use of the land use plan developed in 2000. In one instance the extension on the southwest side of the city was planned for an industrial area and is now used for that purpose. Initially intended for commercial growth, the east side areas currently have commercial developments.

The other residential and agricultural areas are also annexed according to their land-use plan. The only change is on southwest along Highway 13; some lands were planned to be commercial, which are now planned to be annexed as residential areas.

It seems like Manchester over-estimated their annexation in the Development Area A and B as most of the lands are still under the county jurisdiction. In 2000, Manchester's total area was 4.14 sq. miles, and they planned to annex approximately 2.5sq. miles areas around the city within the two miles.

Currently, in 2020, the area of the city is 4.86 sq. miles. So, Manchester managed to annex 0.72 sq. miles around the city in the last 20 years. The lands in the southeast part and south part of the city boundary, which Manchester planned to annex within 2010, has not been annexed yet. However, Manchester annexed some properties in the northwest and west side of the areas, which was the target within 2010. Overall, Manchester has not annexed most of the lands they targeted in a 20 year time frame.

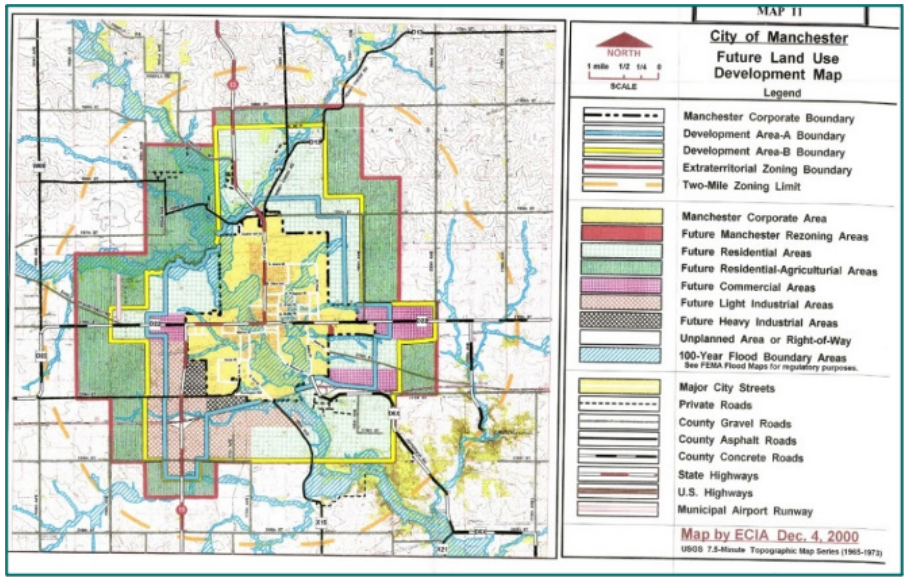


Fig 1.9 - Future Development Map of Manchester, 2000 Source: East Central Intergovernmental Association,2000

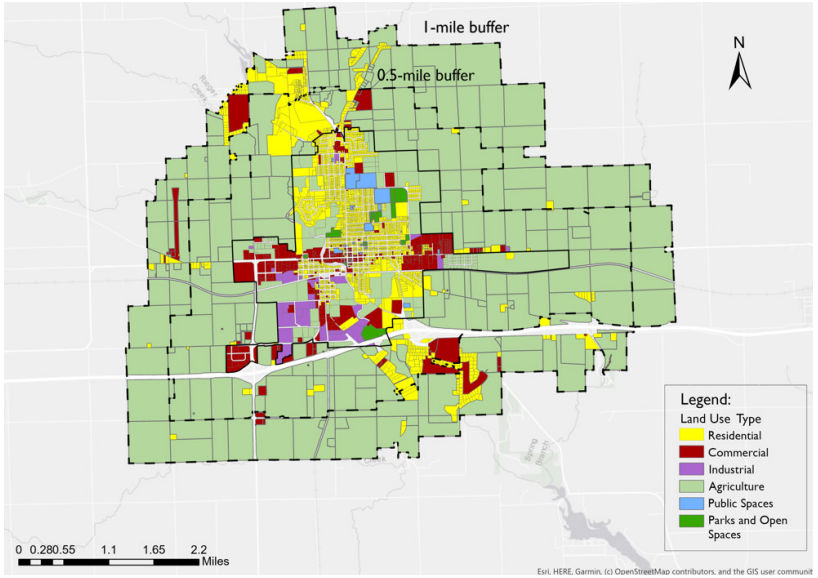


Fig 1.10 - 2020 Land Use Map. Source: Assessors Office, GIS Analysis performed by Authors

Challenges for Growth

The first challenge for the city of Manchester that limits its growth potential is that parts of the available land within the city are not suitable for development, due to lying in a floodplain. This limits the city's ability to provide enough opportunities for future growth.

To provide ample opportunities for residential, commercial, and industrial growth, the Manchester Strategic Growth Plan analyzes the suitability of available lands within the city and first provides suggestions for infill development and redevelopment. If land in the city is not available, the plan then provides suggestions for future beneficial annexations that address the city's needs.

Another challenge that the City of Manchester is facing is the development of subdivisions outside of the city's boundary (Fig. 1.11).

One of the city's main concern is that Delaware County does not have a Zoning Ordinance to regulate those developments and thus, they can occur in a disorganized manner with substandard results that have negative consequences for the city. First, when the city expands its boundary, unregulated development becomes inefficient for extending city services, utilities, and roads. Second, some developments might occur in agricultural land with a high Corn Suitability Rating (CSR), which takes out some of the high-quality agricultural lands from this use. Third, some developments occur in the floodplain which puts those structures and other downstream properties at risk (Fig. 1.12). Fourth, there is a potential for Concentrated Animal Feeding Operations (CAFOs) developing close to the residential area in the city which can lead to increased pollution and unpleasant odors. Fifth, some land along highway 20 could develop in a way that makes Manchester look unattractive to people passing by the city. Another concern is the lack of control over the time and place of new developments in the areas around the city. This may lead to an inefficient low-density pattern of growth around the city with all its negative social and environmental consequences.

The Manchester Strategic Growth Plan utilizes the city's right to control new developments within a two-mile buffer area outside the city boundary to address concerns. This plan helps the city regulate the time and place of future growth and provides a land-use map for the two-mile buffer area.

Challenge 1

- Parts of the available land within the city are not suitable for development

Challenge 2

- Lack of zoning ordinance in Delaware County
  - Development of disorganized subdivisions outside city boundaries
  - Some developments might occur in agricultural land with high CSR
  - Some developments occur in the floodplain
  - Development of CAFOs near residential areas
  - Disorganized developments might make Manchester look unatractive to people passing along highway 20
  - Lack of control over the time and place of new developments in the two-mile buffer area

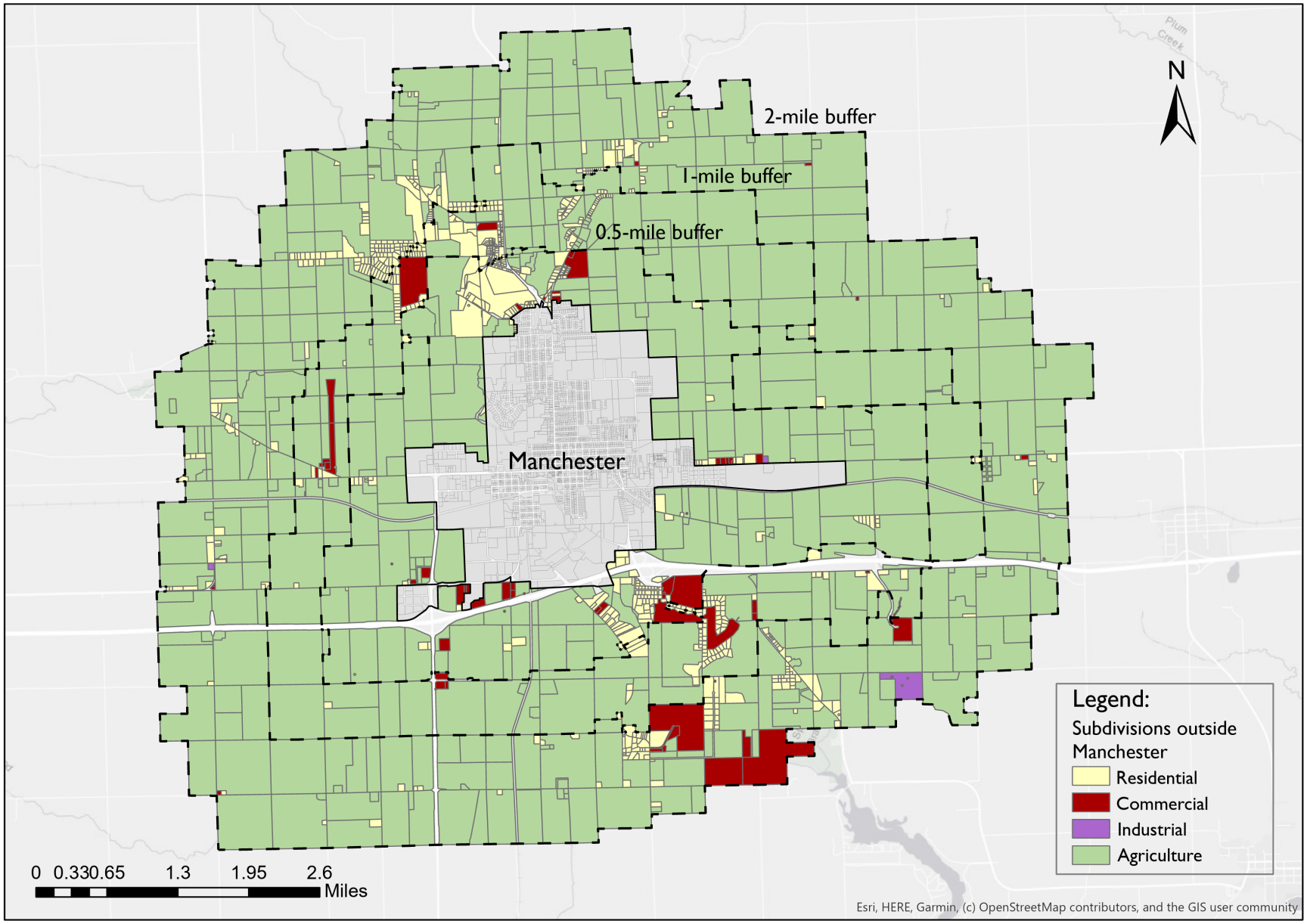


Fig 1.11 - Subdivisions outside of Manchester. Source: Assessors Office, GIS Analysis performed by Authors

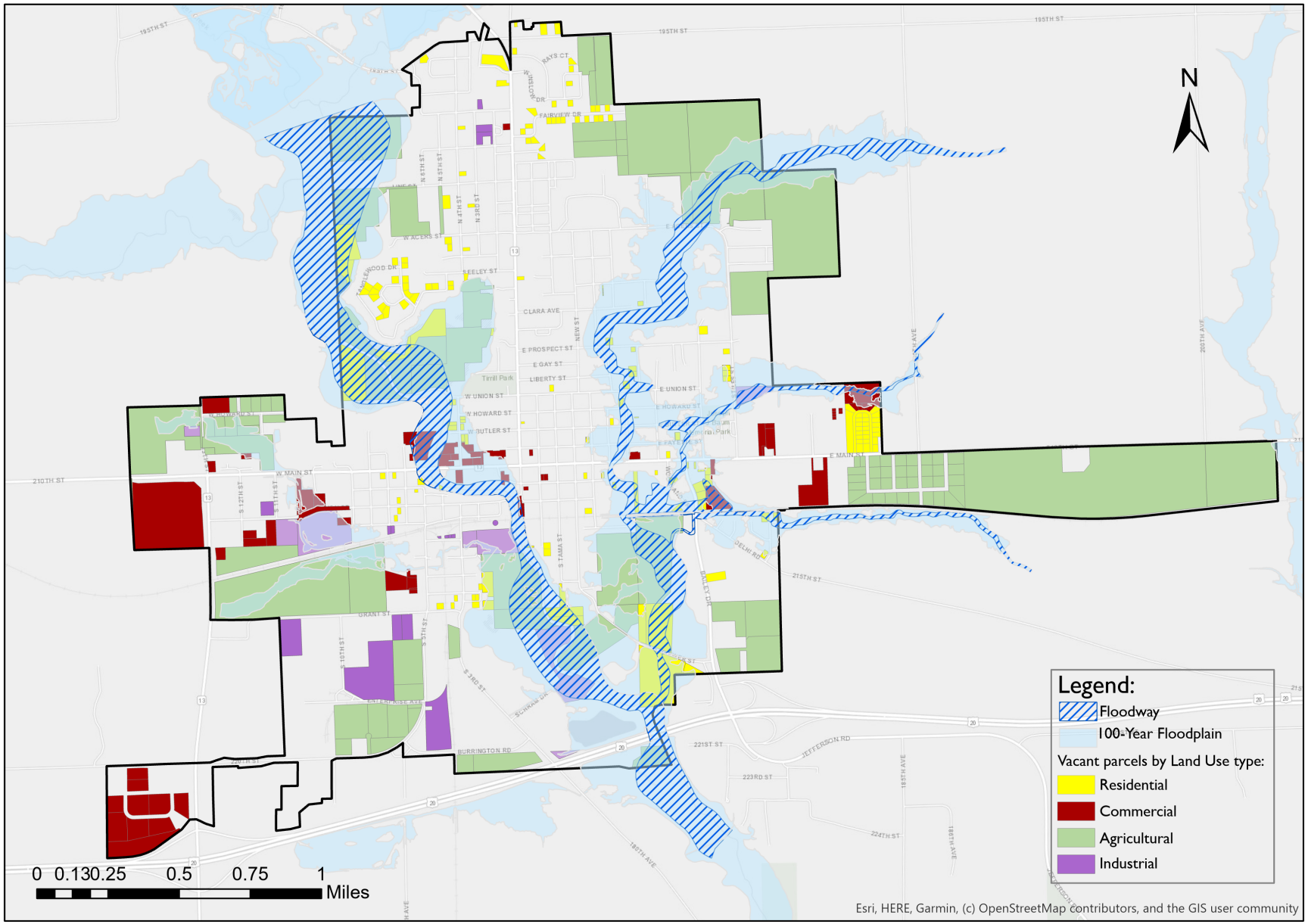


Fig 1.12 - Vacant lands within Manchester, by zoning type. Source: Assessors Office, GIS Analysis performed by Authors

Fig 1.13 - New subdivisions and housing developments appearing in the surroundings of Manchester. Source: Google Maps Imagery

Fig 1.14 - Residential area in Manchester that is lying within the 100-year floodplain. Source: Authors

Demographic Overview

Throughout most of the 20th century the city of Manchester steadily gained in population.

By 2000 Manchester's population peaked at 5,257, and through the following two decades the population gradually declined to the 2019 estimate of 5,019 people. The county-wide population has been decreasing since 1980.

Some of the population loss may be due to new residential construction in the buffer area in the last two decades, as was shown in the history of growth and challenges. Additionally, new construction in the two-mile buffer means it is possible that the population of the greater Manchester area is slightly growing.

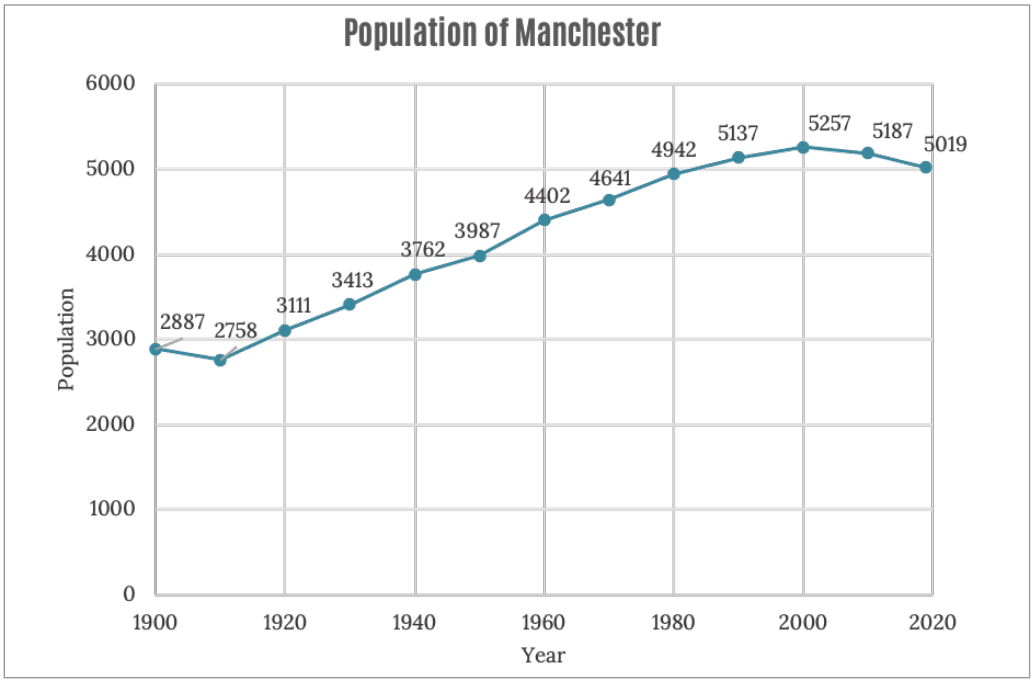


Fig 1.15 - Manchesters' population from 1900 until 2019. Source: Census and ACS

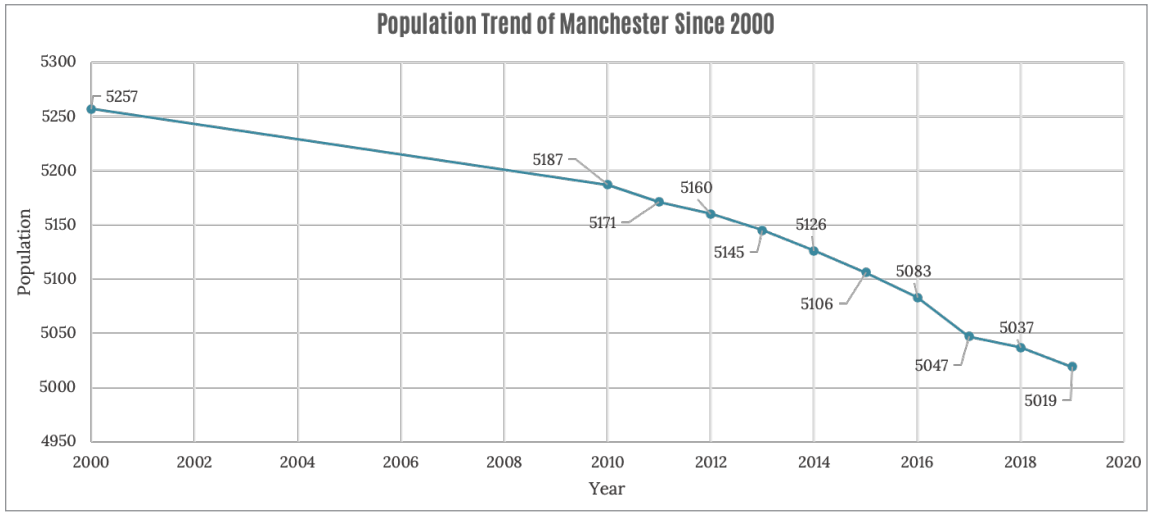


Fig 1.16 - Manchesters' population from 2000 until 2019. Source: Census and ACS

Population **peaked at 5,257** in 2000.

Estimate of **5,019 people in 2019.**

Age

The median age in Manchester is 46, but when broken down by sex it is 49.4 for women and 42.8 for men. The median age in the state of Iowa is 38.1, with the female and male median ages being 39.3 to 36.9.

Comparatively, Manchester has a higher median age overall and for both sexes.

In 2010 Manchester's population was younger with a median age of 40.5. Over 8 years, the city grew in median age by 5 and a half years, while the state remained at relatively the same median age of 38.2.

Figures 1.17 and 1.18 display population pyramids for Manchester in 2010 and 2018. The distribution in 2018 seems to have tightened in the middle age ranges when compared to 2010, with there being fewer people in the young adult age range of 20 to 39 years of age.

Race

Manchester is a predominantly white community. The 2018 American Community Survey found that 98.4% of the city described themselves as being white, the remaining 1.6% being nonwhite. Delaware County is similar, with 97.7% of its population being white. The state of Iowa is relatively more diverse with 90.3% of its population being white, with Black or

98.4% of Manchester described themselves as being white.

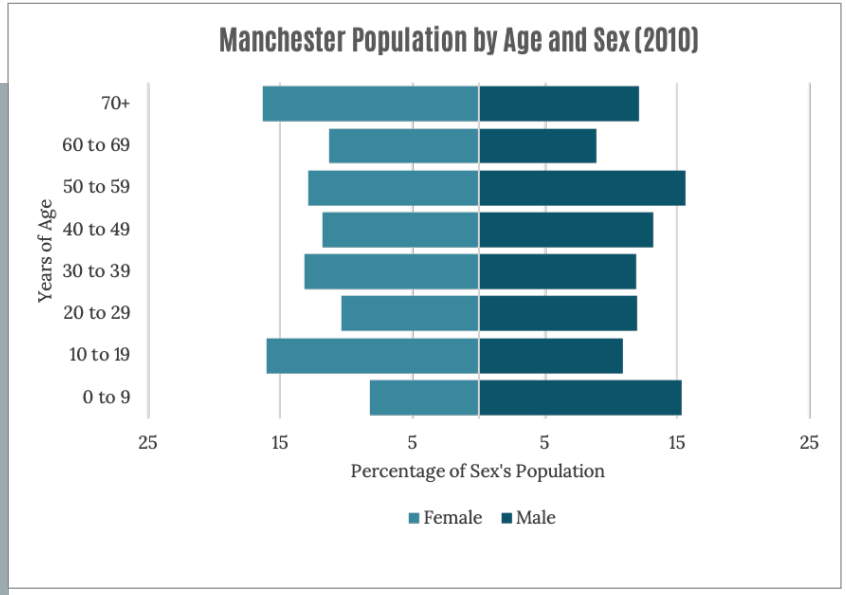


Fig 1.17 - Manchesters' population by Age and Sex. Source: ACS 2010

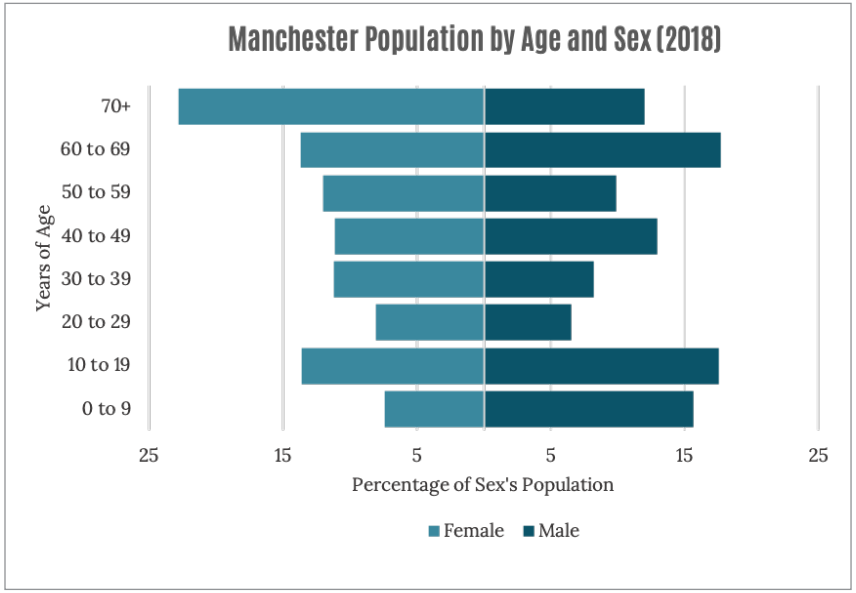


Fig 1.18 - Manchesters' population by Age and Sex. Source: ACS 2018

African American being the second largest race with 3.5% of the population.

Educational Attainment

Figure 1.19 shows that Manchester is mostly comprised of those holding a high school diploma as their highest level of educational achievement with 37.5% of its population over 25. Compared to the state, that proportion is 6.4% higher, but 5.6% lower than Delaware County's figure of 43.1%. Those with an associates degree as their highest level of attainment are 15.2% of the population, higher than the state and the county share. 10.1% of Manchester's population has earned as high as a bachelors' degree compared to 19% of the statewide population.

Delaware County is similar to Manchester with 11.9% of its population earning a bachelors as its highest degree.

Those holding a bachelors degree earn more on average than the high school graduate with a salary of $48,063 (see Fig. 1.22), greater than the average high school graduate who earns $33,284. For those holding a graduate degree, the average earnings is $59,891, an increase from only holding a bachelors degree.

Generally in Manchester, the higher level of degree you hold the more you can expect to earn.

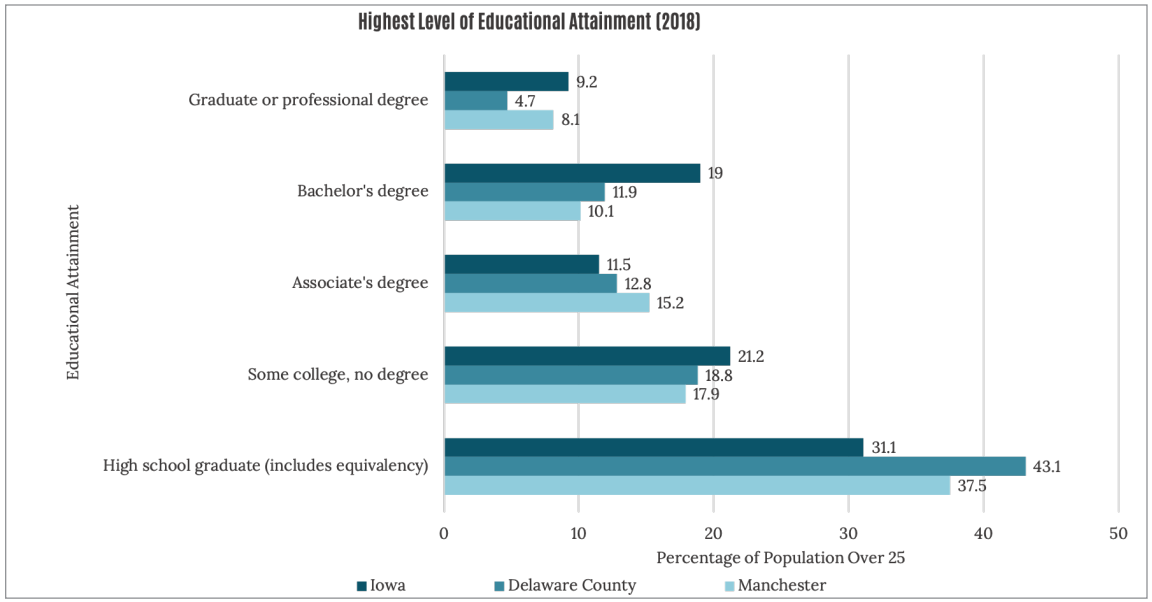


Fig 1.19 - Highest Level of Educational Attainment. Source: ACS 2018

Income

Of the ranges shown in Figure 1.20, the income range with the greatest proportion of households is $50,000 to $74,999 for Manchester, the county, and the state.

The second most common range for Manchester is $15,000 to $24,999 with 16.1% of households. That is more than the county and state's share of 9.9% and 9.5%. In the two highest income ranges, Manchester is lower than both the state and county, while being similar in the middle-income ranges. Manchester has a smaller percentage of its population earning in the highest income ranges, while having the largest share in one of the lowest ranges, compared to the county and the state of Iowa.

Household Earnings (2018)	Manchester	Delaware County	Iowa
Median Household Income	$52,612	$61,179	$58,580
Mean Household Income	$74,278	$76,802	$75,951

Fig 1.20. Manchester Household Earnings. Source: ACS 5-Year Estimates 2018

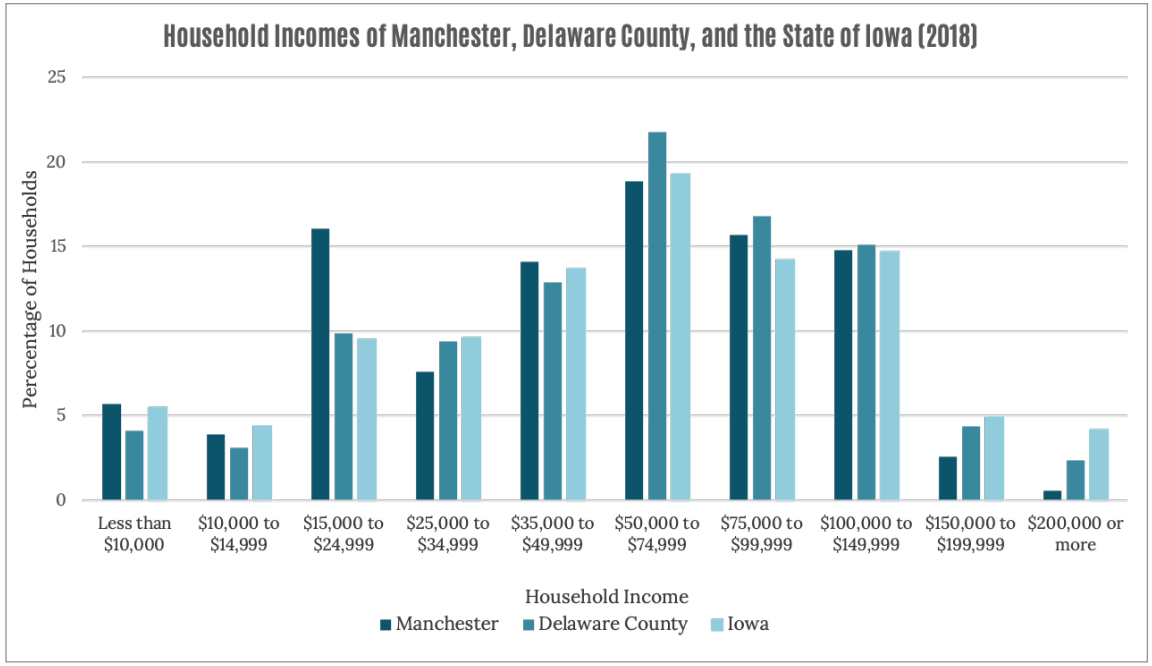


Fig 1.21 - Household Incomes of Manchester, Delaware County, and the State of Iowa. Source: ACS 2018

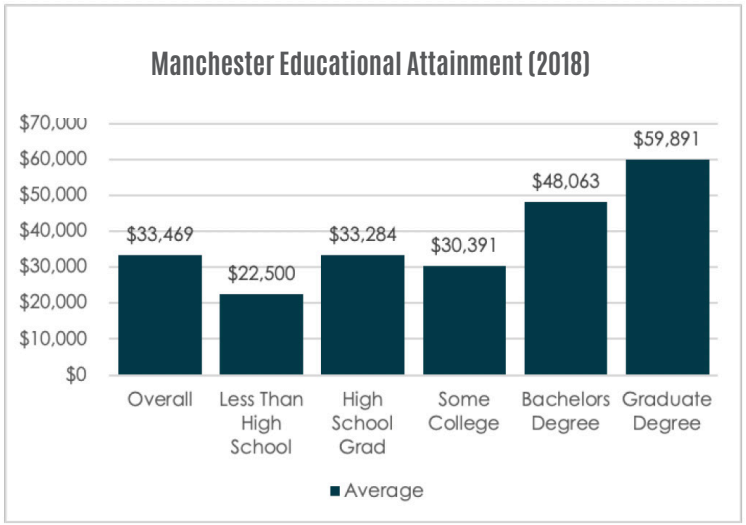


Fig 1.22 - Manchester Educational Attainment and Earnings. Source: ACS 2018

Employment

Of the 5,257 people that resided in Manchester in 2018, 3,963 of the citizens are over 16 years of age and eligible to work. Of that number, 68.2% (2,704) are in the labor force. For the state of Iowa, the share in the labor force is similar at 67.5%. Of those in the workforce in Manchester, there are a few industries that employ a significant number of citizens. “Educational services, and health care and social assistance” is the top industry for the city, employing 674 residents which is 25.1% of the working population. Second is Manufacturing employing 595 residents at 22.1% of the workforce. The third biggest industry is

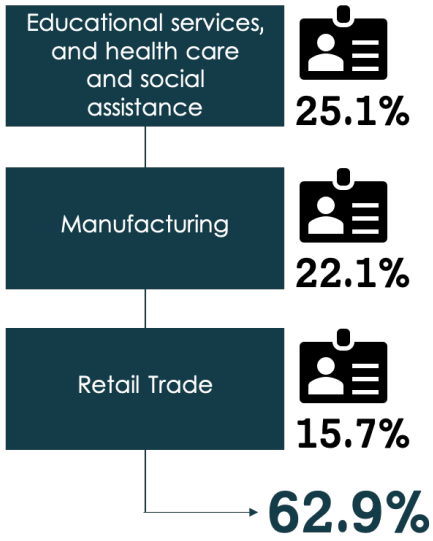


Fig 1.23 - Employment in major industries. Source: ACS 2018

Retail Trade with 423 working in this field at 15.7% of the workforce. These three industries make up 62.9% of the workforce with 1,692 employees.

Manchester's unemployment rate in 2019 was 0.6%, less than the county's rate of 2.0% and the state's rate of 3.7%. In the 2019 fiscal year, 320 business establishments within Manchester filed sales tax returns (see Figure 1.24). The number of retail businesses gradually increased from 306 in 2010 to 320 in 2019.

As shown in Figure 1.25, Manchester has a net inflow of workers with 2,147 employed in the city and commuting from outside, and 1,172 living within the city and commuting elsewhere. 629 of those employed in Manchester live within the city.

Major Employers

To plan any further economic development and commercial expansion, it is important to know about the current major employers located in Manchester. A few of the city's major employers were consulted to evaluate the potential for future growth and expansion of their operations and workforce. Figure 1.26 shows the year founded and the number of current employees in these companies.

Employment Trend

After 2011, Manchester experienced a decrease in the number of employees among its residents. For the following three years it kept decreasing, then it started increasing gradually. Figure 1.26 shows this trend of contraction and expansion of workers in Manchester, where Health Care & Education, Professional services are expanding over the years. The rest of the industries contract or expand following the same trend of total working residents over time.

Figure 1.26 represents the thriving sectors and the total number of employees in Manchester from 2010 to 2018.

Paid Employment Trend in Delaware County (2014-2018)

Over the years, the different industries in the county have been accommodating more employees. Several sectors have grown over time in the county.

The two largest industries in Delaware County are Health Care and Manufacturing. The number of employees in the manufacturing sector grew significantly between 2014 and 2018. The details of all sectors for the county's employment trend is listed in Figure 1.28. (See Appendix A for more detail on Employment Trends)

There is an opposing trend between the available jobs in Delaware County and working residents of Manchester in different sectors; the number of available jobs in Professional Services, Health Care is decreasing in the whole county over time. But the number of workers in this sector is increasing among the City residents. Still,

Fig 1.24 - Number of Retail Establishments in Manchester. Source: FY 2019 Retail Trade Analysis Report for Manchester, Iowa State University Department of Economics

their residents work elsewhere more in this sector. The County and the City can pay attention to this issue to respond the housing and job imbalance in Manchester. To provide new employment opportunities, this employment trend of the residents will help plan for the future.

Fig 1.25 - Inflow and Outflow of Workers in Manchester. Source: Census, On The Map

Manchester Industries	Founded	No. of Employees
Regional Medical Center	1950	490
Henderson Products	1958	305
Exide Technologies	1974	298
Stanley, Black & Decker	1964	254
Collins Aerospace	1977	188
XL Specialized Trailers	2005	161
Animal Health International	1985	96
Laddawn	2004	69
Hutchison Incorporated	1952	40
Don & Walt	1945	17
LEWISBins+	1969	10
Baumgartner Gate Factory	1920	4

Fig 1.26 - Major Employers in Manchester with their foundation year and current number of employees. Source: Delaware County Economic Development, 2020

Industry	2010	2012	2014	2016	2018
Professional, scientific, and management, and administrative and waste management services	84	167	163	129	141
Educational services, and health care and social assistance	621	587	616	674	674
Manufacturing	493	492	604	617	595
Civilian employed population 16 years and over (Total)	2,582	2,509	2,492	2,583	2,687

Fig 1.27 - Employment trend in total and the thriving sectors over the years of the residents in Manchester. Source: ACS, 2010-2018

No. of workers by year / Industry	2014	2015	2016	2017	2018
Accommodation & Food Services	262	275	291	259	299
Construction	275	260	271	274	305
Health Care & Social Assistance	1,123	1,133	1,169	1,152	1,046
Manufacturing	1,846	1,908	2,319	2,233	2,338
Retail Trade	658	673	664	655	686
Wholesale Trade	406	408	426	426	473

Fig 1.28 - Delaware County's Paid Employees/workers number by year (employees in the total establishment in County). Source: Annual Economic Surveys, 2014-2018

Key Findings

Manchester has changed significantly in recent decades. The city has an opportunity in how it chooses to grow, and its decision is crucial in determining the path forward for the community. Here are the key findings:

Declining population since its 5,257 peak in 2000
- Large increase in median age from 2010 to 2018
- Smaller share of young and middle aged adults from 2010 to 2018
- While population is declining, the number of retail business establishments has slightly increased since 2010
- Manchester is mostly comprised of people earning a high school diploma as their highest level of educational attainment
- Smaller share of bachelors degree holders than the county and state
- Smaller median household income than the county and state
- Three industries comprise of almost two-thirds of the workforce
- Nearly twice the amount of people commute into Manchester for employment than those who live in the city and commute outside
- Predominantly a single-family home community with a large share of home owners.

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2

Planning Process

Methodology Overview

The Planning Team used Strategic Planning to identify and assess the potential growth of residential uses within the city of Manchester and its two-mile buffer area, as well as the potential of annexation for specific proposed areas right outside the city limits.

Gathering Initial Information

The Planning Team began its assessment with site visits and an analysis of the history and demographics of the city. Then, the Planning Team synthesized all the past planning efforts to ensure that the goals of the plan align with existing documents. The past planning efforts that the Planning Team studied were the Manchester Comprehensive Plan (2012), Land Use Ordinance (2000), Good to Great Plan (2009), Comprehensive Housing Market Analysis for Manchester (2015), and Placemaking Plan (2019), and Delaware County Floodplain Ordinance.

Following this step, the Planning Team studied Iowa's regulatory frameworks guiding the Manchester Strategic Growth Plan. These frameworks include the Iowa Smart Planning Principles (Chapter 18B), Division and Subdivision of Lands (Chapter 354) which describes the regulation to plat the parcels, City Zoning (Chapter 414) which describes the city authority of establishing extraterritorial zoning power over the two-mile buffer area beyond the city limits, and City Development (Chapter 368) which explains three types of annexation and the procedure needed for each of them.

Public Engagement

After gathering the initial information, participation from the public was sought. To ensure the engagement of all the affected stakeholders, the plan pursued two different methods of participation. First, a community workshop with city residents to understand their vision for their community. Second, the administering of a survey to residents within the two-mile buffer area to understand why they chose to live in the county rather than the city. The purpose of the survey was to understand how the city can attract prospective county residents to live within the city, rather than outside the limits.

As part of an effort to make the process more inclusive and accessible to the public, the Planning Team developed an interactive website making it easy for residents to have access to the documents and let them take part and include their ideas into the plan. This website provides a platform in which residents can continue to interact with planners.

Analysis

Three types of analyses address the issues described in the Challenges for Growth section. Those analyses include spatial analysis, SWOC analysis (Strengths, Weaknesses, Opportunities, Challenges), and a fiscal impact analysis of the potential areas for annexation.

First, the spatial analysis encompassed observing the current development

Fig 2.1 - Planning Team with Project Partners on site visit to Manchester. Source: Authors

conditions within the city for Infill and Redevelopment and in the two-mile buffer area outside city limits for Extraterritorial Zoning. Then, a floodplain analysis helped identify the areas that need to be protected from development, both within the city and outside, within the two-mile buffer area. Next, the Planning Team collected the Corn Suitability Rating (CSR) map to recognize areas that should be preserved as prime agricultural lands in the two-mile buffer area.

Second, the performance of a SWOC analysis to recognize opportunities for residential, commercial, and industrial growth within the study area. By conducting the SWOC analysis on available lands within the city and the two-mile buffer area, the study identifies the strengths, weaknesses, opportunities, and challenges for growth. Through data analysis, spatial analysis, and community engagement suitable lands for development were identified. The analysis assessed the attributes of lands in different areas within the city and its two-mile buffer area, to identify the best use of those lands. Completing a SWOC analysis after the community workshop ensured public comments are included in the analysis.

Third, a fiscal impact analysis explored the fiscal benefits and costs of annexations on two proposed areas outside the city limits. The plan uses its own proposed model, referencing existing literature, as the tool to analyze the fiscal impact of potential areas of annexation for the city of Manchester. In this model, the total of capital and operating service costs is calculated and compared to the revenue. Then the present net value of annexation is calculated for both areas in ten years.

Defining Strategies and Actions

The plan contains three sets of Strategies and Actions to guide in the implementation of Infill Development and Redevelpment, Annexation and Extraterritorial Zoning.

For Infill Development the Planning Team describes strategies for the City to provide diverse housing to acommodate current and future projected housing demand for several sectors of the population. Additionally, strategies to enhance dilapidated structures are also considered to address Redevelopment. In this section, Funding Sources that can be used to fulfill some of the recommendations are also identified.

For the Annexation section, the Planning Team produced a model to guide the City in the decisions about future annexation and provided a framework that can be used to evaluate the viability of incorporating new territory to Manchester.

Finally, in the Extraterritorial Zoning section the Planning Team provided some legal recommendations for the city to prevent disorganized development in the two-mile buffer areas. A Zoning Map was also produced to guide future intentions of the City establishing an Extraterritorial Zoning Ordinance.

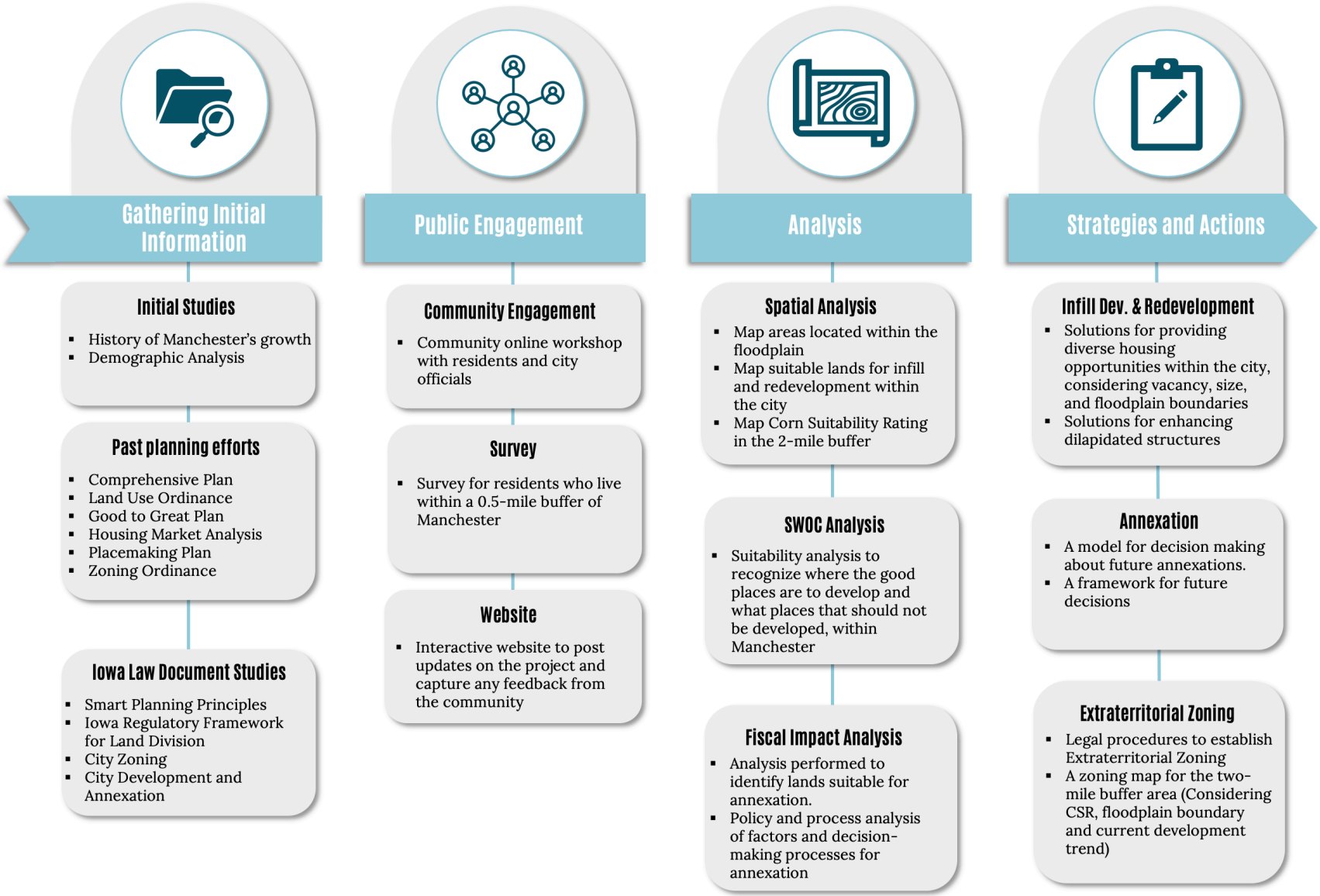

Fig 2.2 - Methodology Diagram. Source: Authors

Project Timeline

The elaboration of the Manchester Strategic Growth Plan initiated in August of 2020 and was completed in May 2021. It was divided into two phases.

In the first phase the main purpose was to understand the history and profile of the community through research, and define the vision, scope and purpose of the plan. A community engagement was also conducted to collect public input on the vision for Manchester by exploring topics related to community needs, perception of Manchester, public safety, dennsity preferences, and community diversity diversity.

The second phase was a consolidation of the findings previously obtained where the Planning team focused on elaborating recommendations and strategies to achieve the goals the plan outlines for Manchester.

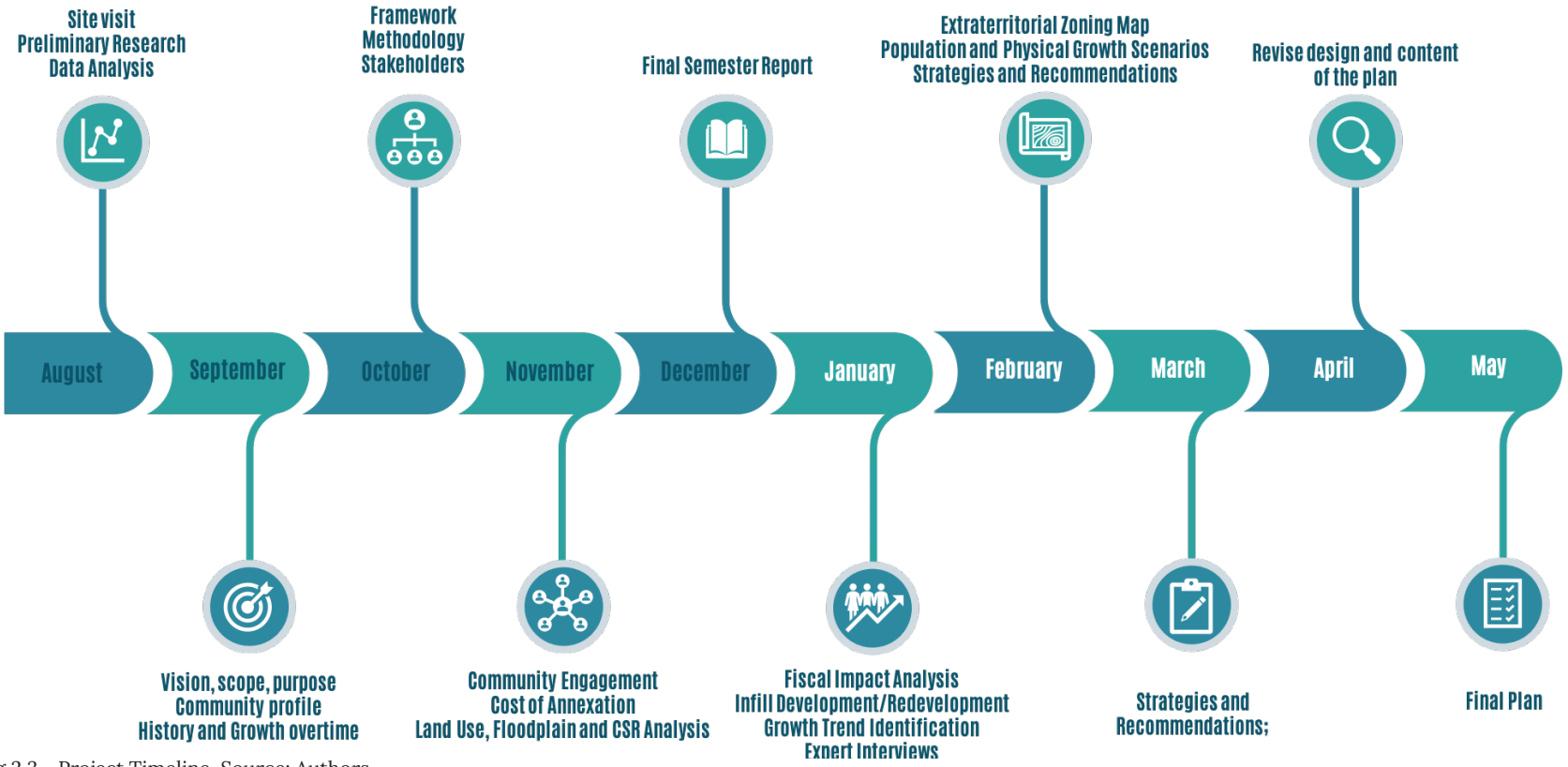

Fig 2.3 - Project Timeline. Source: Authors

Framework

Previous Planning Efforts

In the previous two decades, Manchester has conducted five major plans and studies.

The Land Use Plan developed in 2000 was an update to the 1978 comprehensive plan. It identified needs within the city and recommended solutions for addressing them. Housing was one of the focuses of the plan; it identified a deficiency in rental units and moderately priced housing. To address this need, the plan recommended providing incentives for developers to help cover the infrastructure costs to encourage reasonably priced housing.

As for more rental units, the city encouraged downtown building owners through incentives to lease rooms in the upper levels of the building above the businesses below. Another challenge the plan addressed was development in the urban fringe, the land immediately outside of the city boundary. The Land Use Plan recommended establishing zoning controls over the extraterritorial area, by doing so mitigating the negative impacts of incompatible land uses.

In 2001, the City adopted the DREAM Plan. A coalition between the City of Manchester, the Manchester Area Chamber of Commerce, and the Manchester DREAM Plus Committee worked together to produce this guiding document. Initially, the Plan's scope was just downtown, but over time it widened to include other parts of the city. Some goals of the plan were to rehabilitate dilapidated buildings, provide more housing opportunities, and address vacant buildings across the community.

Fig. 2.4 - Good to Great strategic planning process used to define the vision for the Manchester Comprehensive Plan of 2012. Source: Manchester Comprehensive Plan 2012

In 2008 the City of Manchester initiated a strategic planning process that aimed to determine how to move Manchester from a "Good Community" to a "Great Community". This process, which involved an extensive public participation process, resulted in the "Good to Great" Strategic Plan of 2009 that was used to set the vision for the Comprehnsive Plan of 2012.

In 2012 Manchester adopted the Manchester Comprehensive Plan, which had a similar focus as the 2000 Land Use Plan. Some goals of the plan included: establishing a land use plan for future growth, developing sustainably, preventing innefficient extensions of city services, preserving floodplains and mitigating impacts of flooding, and promoting an increased diversity of employment and business opportunities. Housing was again identified as being a deficiency in the community and the plan conducted a housing analysis as part of the study to measure housing demand. The analysis identified a need for a diversity of housing options to accommodate people of all age groups.

Shortly following the Comprehensive Plan was the Comprehensive Housing Market Analysis in 2015. This study focuses on assessing the demand for various types

of housing within Manchester. The study supports the Comprehensive Plan's recommendation for housing diversity. A major finding of the study points towards a large demand for age-restricted housing for older residents who are looking to sell their home and downsize. Rental housing was also identified as being in high demand, at the time of the study only three vacancies existed among the general occupancy rental units. Overall, the study goes into greater depth on housing within the community and identifies the need for 415 housing units to accomodate current and future demand. Most recently was the Manchester Placemaking Plan, developed in 2019. The City of Manchester collaborated with a private planning firm, McClure, to build a practical action plan helping Manchester achieve growth in its economy and population. Like the previous plans, the Placemaking Plan has a focus on housing. By simulating various scenarios that account for multiple futures in Manchester, the plan lays out what opportunities Manchester has in the future if certain conditions are present. The scenarios include where commuters become residents, an expansion in the employment of businesses in Manchester, and a scenario where newer units replace dilapidated housing. These models show the city what is likely to happen to their population and workforce if specific changes occur. The main takeaway from the Placemaking Plan is that there is a lack of housing options.

The development of guiding plans for Manchester has become more common in the last decade.

Housing is a repeated issue that the city faces and pursuing opportunities to address this is a priority of the Manchester Strategic Growth Plan. In addition to housing, the plan examines how to best grow the city and identify prospective areas to annex.

Maxfield Reasearch Housing Demand for Manchester	
General Occupancy Product Type	**Number of Units**
Market Rate Rental	71
Affordable Rental	11
Subsidized Rental	25
For-Sale Single-Family	31
For-Sale Multi-Family	35
Age-Restricted Product Type	
Active Adult Ownership	31
Active Adult Market Rental	36
Active Adult Affordable	48
Active Adult Subsidized	33
Congregate	45
Assisted Living	25
Memory Care	24
Total Housing Demand	**415**

Fig 2.5 - Housing demand projected in the Maxfield Housing Demand Study

Placemaking Plan Scenarios		Number of Units
Scenario One	Conversion of Commuters to Residents	140
Scenario Two	Housing for New Employees of Expanding Businesses	185
Scenario Three	New Units Created to Replace Dilapidated Housing	60

Fig 2.6 - Summary of the housing demand projected in Manchester Placemaking Plan.

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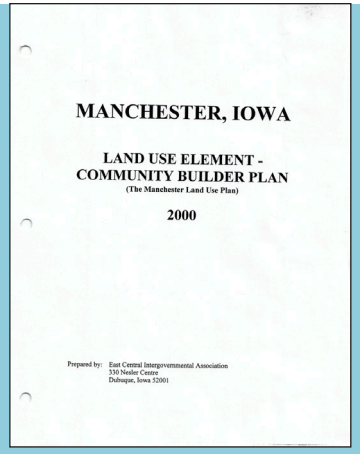

MANCHESTER, IOWA

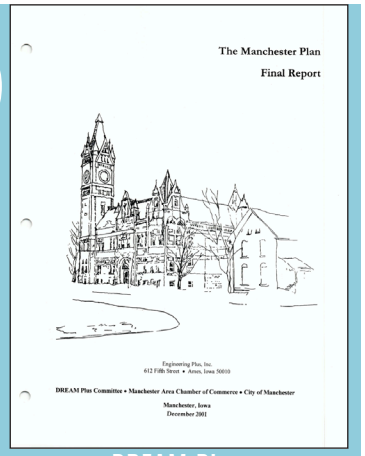
LAND USE ELEMENT -
COMMUNITY BUILDER PLAN
(The Manchester Land Use Plan)

2000

Prepared by: East Central Intergovernmental Association
330 Nesler Centre
Dubuque, Iowa 52001

Land Use Plan
2000

2


The Manchester Plan
Final Report

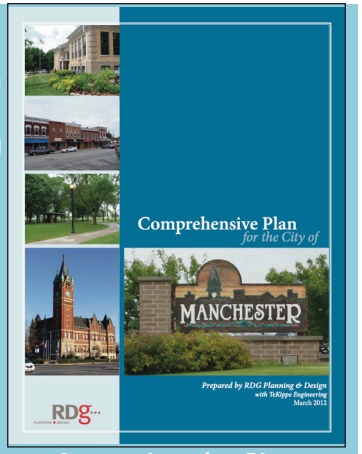
Engineering Plus, Inc.
612 Fifth Street • Ames, Iowa 50010

DREAM Plus Committee • Manchester Area Chamber of Commerce • City of Manchester

Manchester, Iowa
December 2001

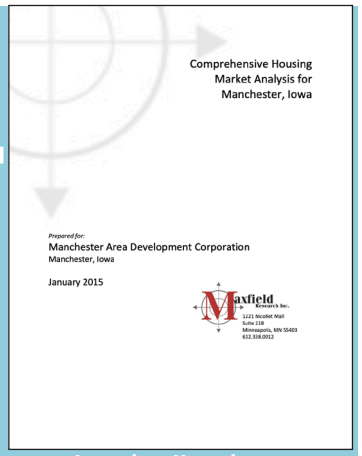
DREAM Plan
2001

3



Comprehensive Plan
2012

4


Comprehensive Housing
Market Analysis for
Manchester, Iowa

Prepared for:
Manchester Area Development Corporation
Manchester, Iowa

January 2015

Maxfield Research Inc.
1221 Nicollet Mall
Suite 218
Minneapolis, MN 55403
612.338.0012

Comprehensive Housing
Market Analysis 2015

5

MANCHESTER
PLACEMAKING

https://manchesterplacemaking.com

Placemaking Action Plan
2019

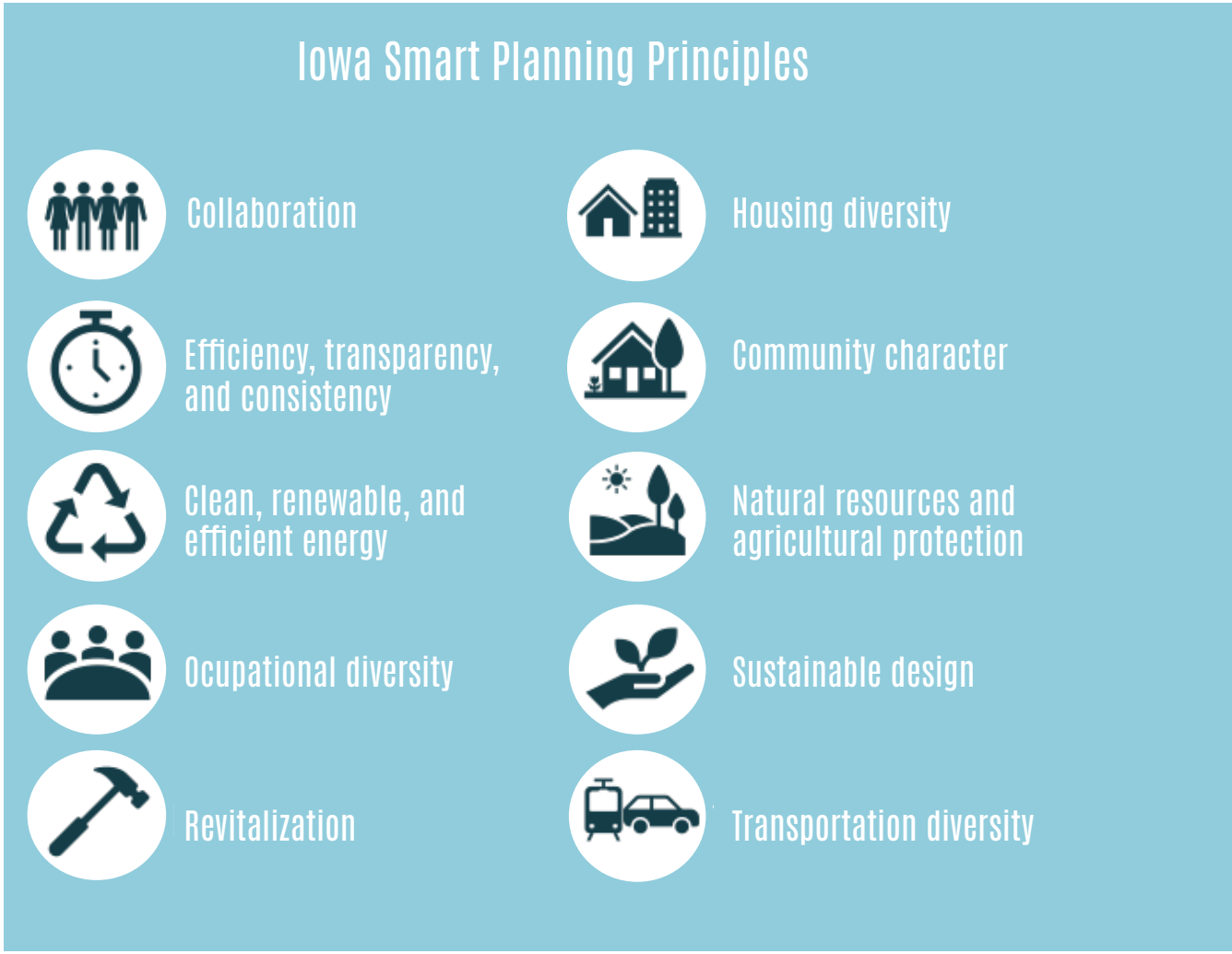
State Guidance for Manchester Strategic Growth Plan

The Iowa Smart Planning Principles (Chapter 18B)

Iowa Legislature adopted the Iowa Smart Planning Act in 2010, to guide and encourage the development of local comprehensive plans. Listed below are the ten Smart Planning Principles that guide the Manchester Strategic Growth Plan, along with how the plan incorporates each.

Collaboration
The plan encourages the affected stakeholders and community members to take part and have an active voice in the creation of the plan. The Manchester Strategic Growth Plan team collaborated with Manchester residents, Delaware County residents who live within the 2-mile buffer around the city, and other stakeholders to ensure that the vision and the goals would consider the community's concern.

Efficiency, transparency, and consistency
The Manchester Strategic Growth Plan identifies the optimal land use for developable parcels, and to follow this principle the plan keeps the community involved and informed.



Clean, renewable, and efficient energy
The Manchester Strategic Growth Plan guides growth in areas that city infrastructure already exists to increase the level of efficiency in utilizing resources and energy. To follow this principle the plan's focus is on infill development and redevelopment rather than new development. This plan addresses sprawl and prevents the excessive use of energy and resources. Moreover, this plan reduces fuel consumption by controlling new developments in the areas that are farther from other developments.

Occupational diversity
This plan identifies the opportunities within the city for different types of residential land uses, commercial and industrial growth to provide diverse range of job opportunities.

Revitalization
This strategic growth plan prioritizes infill development and redevelopment over new development, in the areas of the city where infrastructure already exists.

Housing diversity
The Manchester Strategic Growth Plan promotes diversity in the type of housing sought for future developments and works toward identifying areas that have the potential for such diversity.

Community character
The plan follows the community's character and emphasizes activities or developments that help to strengthen local identity and culture. It also emphasizes on the image of the city along the highways.

Natural resources and agricultural protection
The Manchester Strategic Growth Plan protects rich agricultural farmland from development by restricting development on agricultural lands that have high Corn Suitability Rating (CSR).

Sustainable design
By prioritizing alternatives for expansion, development, and redevelopment this plan considers the principles of sustainability. The plan also proposes alternative uses for the lands located within the flood plain to mitigate flooding losses.

Transportation diversity
The Manchester Strategic Growth Plan promotes development in areas where there are alternative methods of transportation.

City Zoning (Chapter 414)

Iowa Code 414.23 grants the city to extend its zoning ordinance to the area up to two miles beyond the limits of such city, where the county doesn't have any zoning ordinance. This code exempts the properties used for agricultural purposes from zoning regulation according to Iowa Code 335.2. Code 414.23 also enlists the legal procedures to establish the extraterritorial zoning power over the two-mile buffer area.

By using this law/code, Manchester can attempt to regulate the disorganized development beyond the city limits up to a two-mile buffer area. This code also provides an opportunity to preserve the prime agricultural lands and floodways in the two-mile buffer area.

Division and Subdivision of Land (Chapter 354)

The Code 354.9(2) of this chapter elaborates that if any part of the plat is within two miles of a city, then the entire plat would be subject to city review when a city has a zoning ordinance or has adopted an extraterritorial zoning ordinance.

By and Large, Iowa Code 354.9 states that if a subdivision lies within an area of review by a city, then the subdivision plat or plat of survey for the division or subdivision must be submitted to both the city and county for approval, even if the county has a zoning ordinance. If any part of a subdivision is within two miles of a city, then the whole subdivision plat is subject to review unless the agreement between the city and county says different.

City Development, Annexation (Chapter 368)

According to Chapter 368 of the Iowa Code, there are three types of annexation for the city of Manchester:

Voluntary annexation, when a county resident requests to become a city member.

Voluntary 80/20, when property owners representing 80% of the land agree to become a member of the city while 20% disagree. To avoid creating an island, the city can acquire adjacent property, so long as it is only 20% of the total landmass.

Involuntary annexation, when a landowner does not want to become a member of the city, but the city needs to acquire the land for valid reasons.

All three types of annexation require a public hearing, and for the voluntary annexation and voluntary 80/20, property owners have 3 days to change their minds. During the process, all the related commissions and boards get notified and have a chance to consult or comment.

This chapter allows the city to impose fees and taxes on utility services. All the tax and change in services should be set up before the final approval of annexation. However, they shall become effective sixty days after the effective date of the annexation. Chapter 368 also allows the City to adopt a provision for a transition for the imposition of city taxes against properties within an annexation area. The provision can allow for an exemption from taxation of the following percentages of assessed valuation according to the following schedule:

- For the first and second years, seventy-five percent.
- For the third and fourth years, sixty percent.
- For the fifth and sixth years, forty-five percent.
- For the seventh and eighth years, thirty percent.
- For the ninth and tenth years, fifteen percent.

The provision can also allow for the partial provision of city services during the time in which the exemption from taxation is in effect. If the city provides for a transition for the imposition of city taxes against property in an annexation area, all property owners included in the annexation area must receive the transition upon completion of the annexation.

Stakeholders

Throughout the development of the Manchester Strategic Growth Plan, the Planning Team made deliberate efforts to consider various stakeholders. As a part of the initial steps in planning, identification of stakeholders is a crucial step in the planning process which ensures the involvement of a wide range of special interests and decision-makers.

Methodology for Stakeholder Identification

There were two steps to identifying the stakeholders. First, the Planning Team identified the parties, within and beyond city limits, that would be directly or indirectly affected by the plan. Then, the Plannign Team mapped out the identified stakeholders according to their power over the plan and their interest in it, on a Power/Interest Grid. (See Appendix B for more regarding Stakeholder Methodology)

List of Stakeholders

The Planning Team placed the stakeholders into tiers that correspond to the Power/Interest Grid. As seen in Figure 2.7, tier 1 (T1) represents groups with high power and high interest (Manage Closely), tier 2 (T2) represents groups high power, less interested people (Keep Satisfied); tier 3 (T3) represents low power, highly interested people (Keep Informed); and tier 4 (T4) represents low power, less interested people (Monitor).

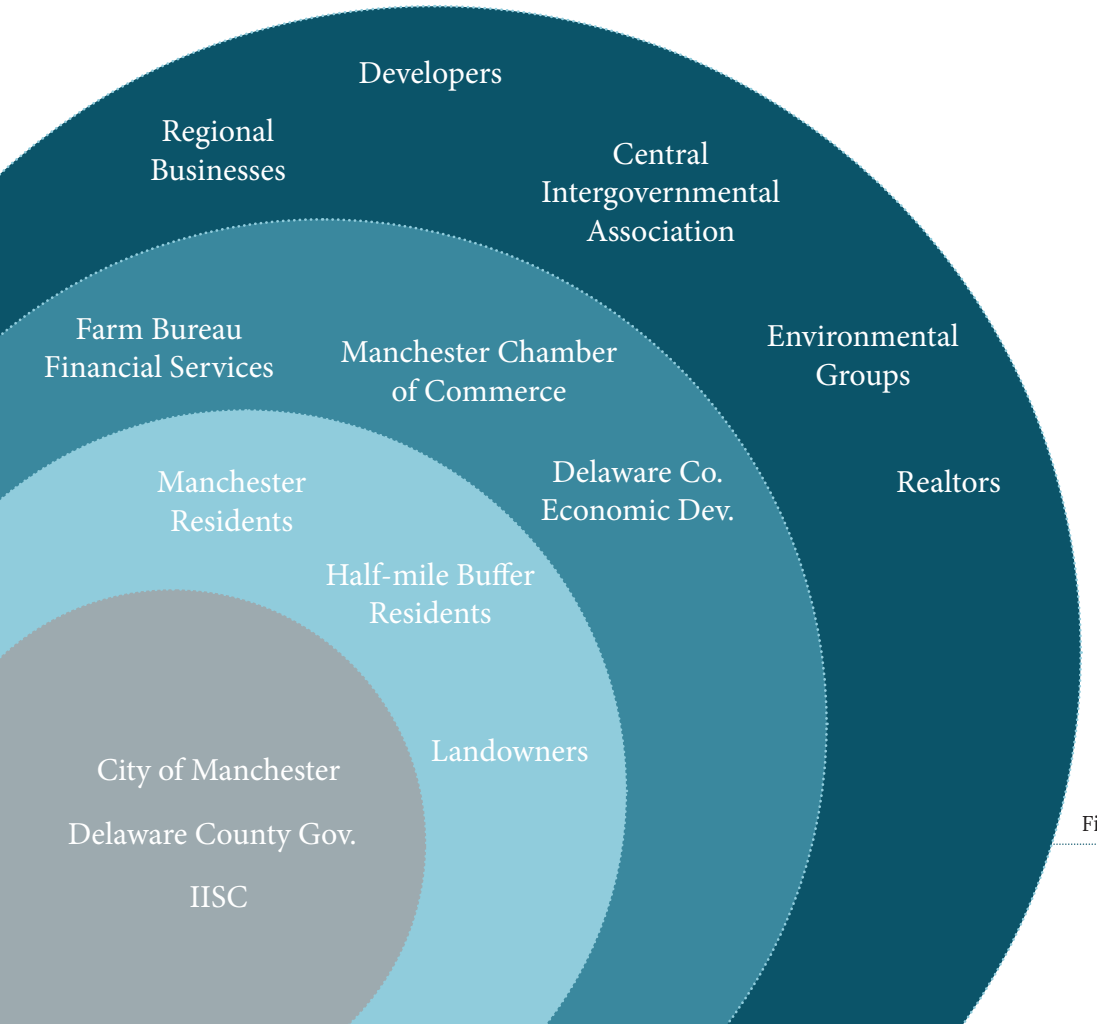


Fig 2.7 - Stakeholders by Tiers. Source: Authors

3

Community Engagement

Introduction

Including public participation in the planning process is identified as one of the American Planning Association's best practices and having an engaged public throughout the process results in a tailored plan that has the community's support.

The primary goal with public engagement was to better understand residents' thoughts and needs regarding infill development and redevelopment, floodplain preservation, and community diversity. Another priority of the community engagement was to understand the residents' visions for future growth. The engagement also sought to capture the reasons why residents are living within two miles outside the city boundary rather than within the city.

This section describes the methods of public engagement and results. Note, it was not possible to collect any response for the survey disturbed among the residents of the half-mile buffer area beyond the city limits.

Methodology

Due to the limitations presented by the COVID-19 pandemic, meeting in person was not possible. To reach out to the entire community the Planning Team arranged a virtual workshop with community members. At the workshop, the Planning Team presented preliminary findings and held discussions with residents.

Another way input was sought was through the administration of a survey for residents living within two miles outside the city boundary, as well as a survey for all residents about their perspectives on a more diverse community. The surveys were available in both paper and online format. A website was also designed to post updates on the project and capture any feedback from the community throughout the duration of the planning process.

Public Workshop

The Planning Team informed city residents of the workshop by distributing flyers in the city, announcing on the local radio station, releasing press-content in the newspaper, and posting information to the city's website. The advertisement processes started two weeks before the event.

The Planning Team hosted a public workshop session on November 19, 2020, via a zoom meeting from 6 pm to 7:30 pm. Based on the plan's scope, the event was divided into major themes. The guest speaker, Connie Behnken, a city councilperson, delivered a short speech on the benefits of living in Manchester and the challenges the city faces. After that, the Planning Team discussed the

Fig 3.1 - Virtual public workshop conducted by the Planning Team. Source: Authors

community's needs with the participants in a smaller group. The Planning Team also discussed with the participants their perception of the community, what they would want the city's first impression to be to those passing by. The discussions about the community needs and the perception of it were facilitated to address the community's priorities and implement them while suggesting infill development and redevelopment. A discussion surrounding the buyout of properties in floodplains was started to understand the city residents' perspective on voluntary relocation from floodplains. This was necessary to identify lands for suitable residential lands outside of floodplains, and what their desired housing preferences are so the city can offer them desirable housing to relocate to. The residents were also asked about their preferences regarding housing density and diversity, which indicates a healthy community.

Another goal of this discussion was to know whether they were aware of the needs and values of having a diversified community. Lastly, the Planning Team asked the residents what city benefits they value the most from living in Manchester.

The event concluded with a drawing for local gift card vouchers. The vouchers acted as an incentive to attract people to the event and collect their contact information if follow up is desired.

Survey

The Planning Team aimed to survey the residents living within two miles outside the city boundary to understand the reasons behind living in the county instead of the city. This survey was distributed through mail among 300 households who live in the two-mile buffer area of the city with the help of city staff. The Planning Team wanted to understand the satisfaction/dissatisfaction about living within two miles of the city of Manchester. The survey asked for the household's general demographics information, workplace, length of residence, ownership status, and the perceived attractive qualities for living in the buffer area. Finally, these residents had questions about their preference for living between the county and the city, given the choice between identical homes. Included in the appendices is the questionnaire. Responses to the survey were collected over a month-long span.

Website for Ongoing Public Input

The Planning Team designed a website (*https://manchester-sgp.wixsite.com/home*) for the project to provide information regarding the plan and updates throughout the planning process. As there was a limitation to engage with the community due to the pandemic, the Planning Team decided to collect comments, questions, and opinions from the city residents via this website. An online survey version of the public workshop was live until the project's final draft preparation.

More details to the Methodology section can be found on Appendix C.

Fig 3.2 - Gift card spinning wheel during public engagement. Source: Authors

Results of Public Engagement

The public workshop was a success for the planning process. Fifteen community members participated in the event with input collected from most of the participants. Residents conversed and shared ideas amongst the small groups in breakout rooms, as well as in the main room where all participants are present.

It should be noted that the event attracted some local and county government officials.

Community Needs

To begin the workshop, community members shared thoughts about what they believe the community is missing. The question of "what are the biggest needs in your community, that the city should immediately address?" was asked. Implementing the responses of this question into a word cloud generator created the graphic in Figure 3.3. The most common needs of the community were for housing, affordable housing, and restaurants. In addition to that bicycle trails, community diversity, and a dog park were mentioned.

Fig 3.3 - Word cloud with residents' responses about community needs. Source: Authors

Perception of Manchester

In the first breakout room the question of "what do you think people perceive about Manchester when they are passing by Highway 20?" and "what would you want them to perceive?" were discussed. Most groups mentioned that most passing by on Highway 20 would not think much at all about the city, let alone even realize that there is a city there. Highway 13 on the other hand was seen as an opportunity by two groups to promote the city since it acts as the main artery through the city where the downtown and whitewater rafting park are. Another group mentioned that they believed that it would be a good idea to locate some residential developments near highway 20 to increase the visibility of the community to those passing by.

Public Safety

Two questions were asked regarding relocating out of floodplains, the first was a yes or no poll that asked "if your house was in a floodplain area, would you be willing to have the city buy-out your property and relocate you to a safer area, voluntarily?". The poll received eleven responses with

nearly three-quarters saying they would be open willing to have their property bought out.

Following up that question residents were split into small groups once again and discussed the question of "if you would have to move to another house what would you be looking for in that house?". This question intended to give the Planning Team an idea of what the housing preference of the residents would be if they were relocated.

Nearly every group mentioned a desire to have access to recreational opportunities and connections to parks and the downtown through the trail system. The preference for a wide variety of housing options was also mentioned to accommodate people at all stages of life. One group also mentioned a preference for new single-family homes having smaller lot sizes while offering parks nearby, since that is the demand of younger prospective homebuyers.

Density Preferences

Following up on the discussion of housing preferences, the Planning Team asked the participants how dense of a residential development they would prefer to see in Manchester (Figure 3.5). Development pattern C, the high-density neighborhood with a variety of housing options was the most common response with 36% of the vote, the lower density patterns A and B received 29% of the vote each and the high-density option representing apartments resulted in 7.0% of the vote.

Community Diversity

Administering another poll to the residents in the workshop captured their feelings towards ethnic, racial, and socio-economic diversity in their community. The question "How important is diversity to the growth of Manchester?" was asked to the participants in order to address the need to accommodate diverse housing types in Manchester, which may attract diverse populations. From the residents, 86% of residents said that it was important to various degrees, only 14% of the residents said that it was not important.

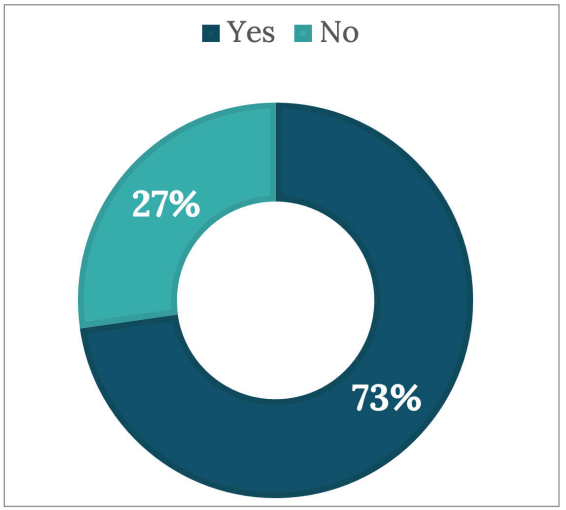


Fig 3.4 - Percentage of particpants willing to relocate due to floodplains. Source: Authors

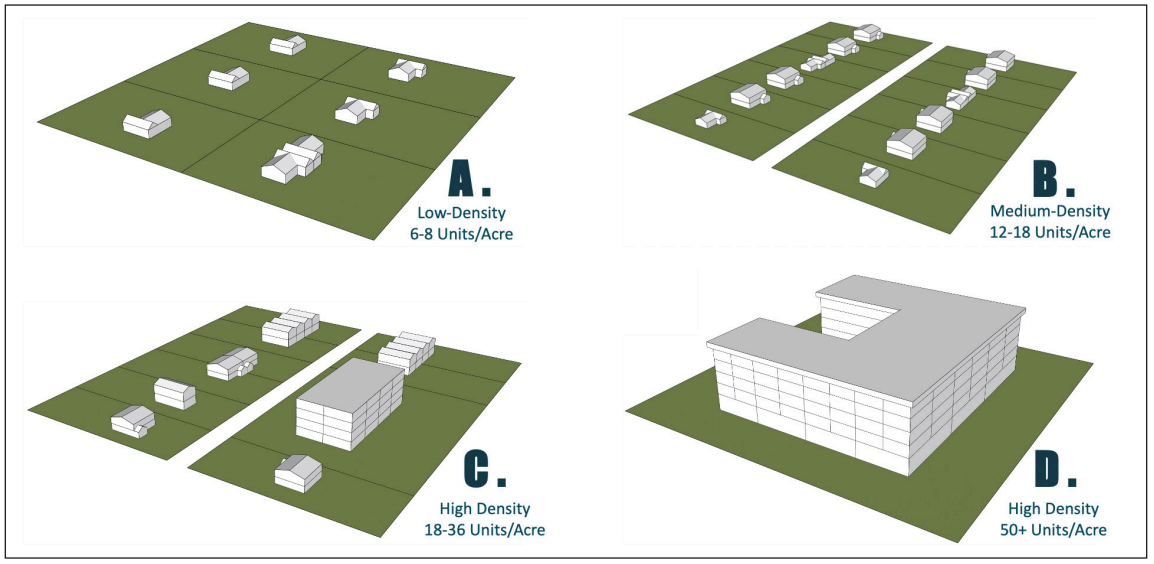


Fig 3.5 - Density options proposed to residents during public engagement. Source: Authors

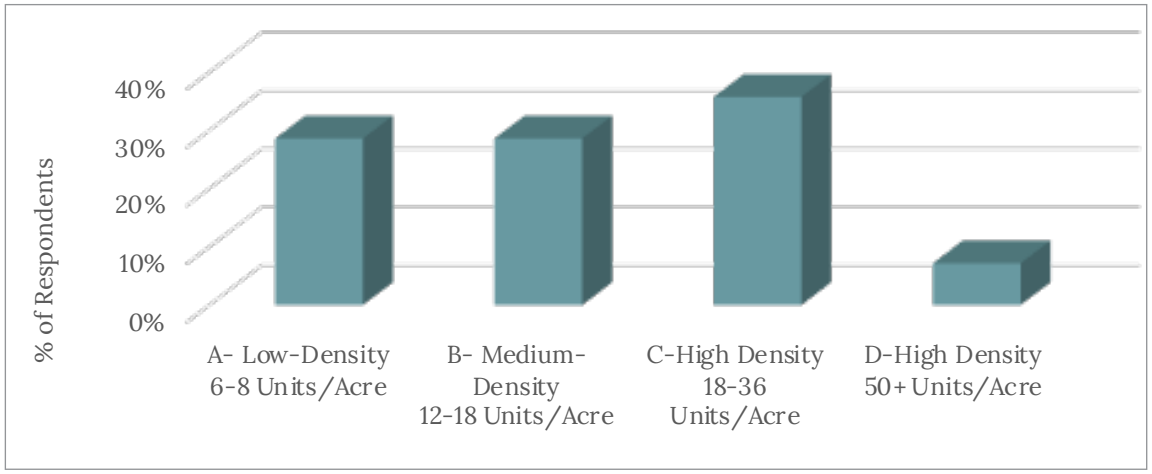


Fig 3.6 - Responses from residents regarding density preferences. Source: Authors

City Benefits

The last question asked to the city residents was about the benefits they get as a city resident. Specifically, "What are the benefits of living in Manchester compared to the county?" A poll was administered which listed various benefits and the poll taker could select as many options as they would like. Roughly 85% of residents included access to city amenities as a benefit of being a city resident, and access to city utilities was also valued highly with 77% of residents selecting it. House prices was the least selected option with 15% of the responses (See response results in Appendix C).

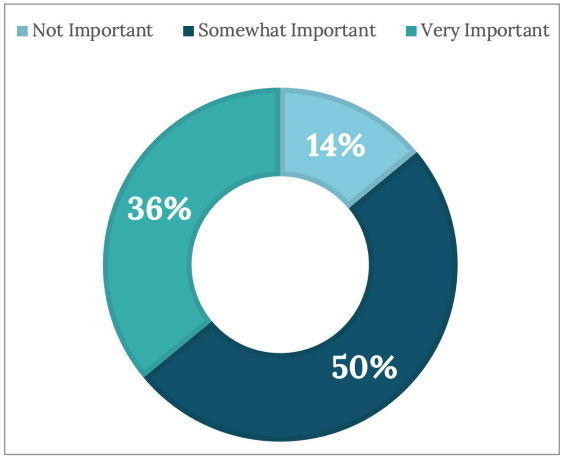


Fig 3.7 - Responses from residents regarding community diversity. Source: Authors

Workshop Findings

Overall, the workshop provided the plan guiding input from residents within the city. They identified a major strength of the community as being their parks and recreational offering, and many see a need for offerings diverse housing choices.
This is crucial information to consider when the plan makes recommendations regarding infill development and redevelopment.

4

Infill Development & Redevelopment

Introduction

Establishing desirable locations and attractive amenities through new developments is a goal of effective public management. When communities prepare for the possibility of future expansion, knowing where to grow is key to promoting sustainable growth, which is one of the main goals of this plan.

Manchester, like many other cities in the United States, has the tendency of growing outwards exacerbating issues associated with urban sprawl. This issue in Manchester's case is partly driven by the fact that parts of the available lands within the city are not suitable for development due to their location within floodplains and the regulations imposed on them, therefore limiting the availability of land for new development. In order to be consistent with the Iowa Smart Planning Principles, this plan proposes to pursue Infill Development and Redevelopment to redirect growth to existing urban and urbanizing areas. By doing so, Manchester would be emphasizing the benefits of conserving and reusing existing urban resources, such as land, building, and infrastructure while calling attention to the value of urban qualities of life. When adopted, these initiatives shed a positive light upon communities. This may establish necessary political backing for zoning changes and capital spending, in doing so gaining support for reinvestment in urban neighborhoods.

Infill Development is developing vacant or under-used parcels within existing urban areas that are already largely developed. The development of infill sites can help upgrade the quality of neighborhoods and commercial centers, possibly stimulating market interest in those areas. From an environmental perspective, developing vacant lots not only helps prevent inefficient allocation of services, but also to avoid discontinuity of established neighborhoods.

Redevelopment, in the context of this plan, refers to improvement or reconstruction on a site that has pre-existing uses to revitalize the market interest in the central city and inner-suburban locations. As mentioned in previous chapters, Manchester's housing stock is significantly old (around 44% of the total housing stock in the city was built more than 70 years ago), which can lead to a decrease in property values within the city and detract homebuyers and developers from investing in housing within the city. This chapter aims to first provide a synthesis of the existing documents and regulations that support Infill Development and Redevelopment. The intent is to ensure that the approaches being considered are built upon efforts previously made by the City, as well as to validate their applicability under the regulatory framework. It also provides a detailed methodology approach used by the Planning Team in this chapter that counted with a SWOC (Strengths, Weaknesses, Opportunities, and Challenges) and Spatial Analysis. Second, the chapter summarizes the Comprehensive Housing Market Analysis (briefly discussed in Chapter 2, Planning Process, page 28) prepared for the City of Manchester, to identify the number of residential units

Fig 4.1 – Flood resulted from heavy rains in Manchester in 2010. Source: Google Maps Imagery

needed to accommodate growth projected until 2025. The aim is to understand the criteria used by the consultant to determine the housing demand. Third, the number of housing units demanded, as assessed by the consultant, is presented and broken down into specific types, whether they are market rate, affordable, or subsidized, and if the demand is for rental or for sale. Aside from the total housing demand as presented by the consultant, the section also identifies housing units located in sensitive areas, these might have to be considered for relocation to safer areas, within the city. Fourth, the vacant and developable parcels are assessed. This section serves to inform the number of parcels the city has available for Infill Development. Fifth, dilapidated structures are identified and considered for redevelopment. In conclusion, the chapter outlines a set of recommendations and strategies to guide the City in the implementation of Infill Development and Redevelopment, in addition to incentives that the City already offers to stimulate development within Manchester. This final section also proposes alternative sources of funding streams that the City can consider to implement the recommendations proposed.

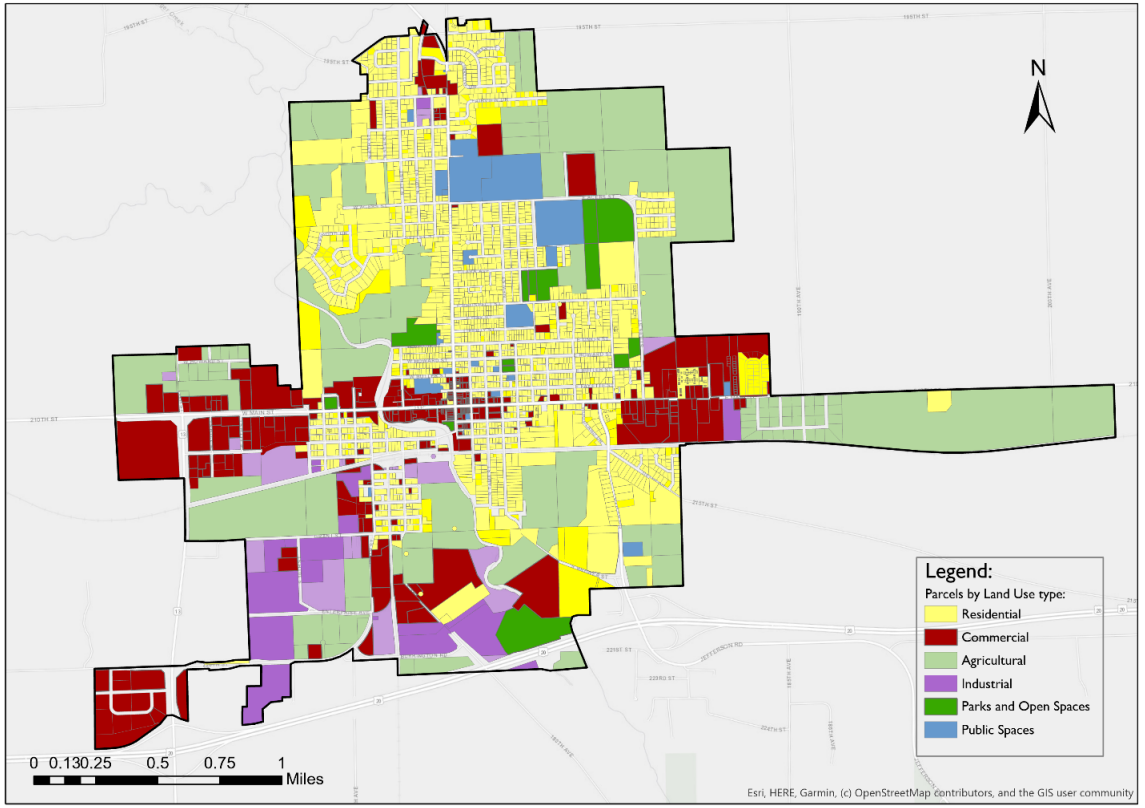


Fig 4.2 - Land Uses within Manchester - Source: Assessors Office, GIS Analysis performed by Authors.

Synthesis of Related Existing Plans

In 2010 the Iowa legislature adopted the Iowa Smart Planning Act to guide and encourage the development of local comprehensive plans. Three out of the ten smart planning principles adopted, namely Natural Resources and Agricultural Protection, Sustainable Design, and Hazard Mitigation & Public Safety, emphasize the need to accommodate the existing natural environment to prevent flooding and other adverse impacts to the built and natural environment. Smart Planning promotes the balance of development growth with the preservation of valuable natural areas.

In 2012, the City of Manchester adopted a Comprehensive Plan that incorporated and expanded upon the Iowa Smart Planning Principles in its future development framework, the Manchester Development Concept. In this framework, the Preservation of Natural Areas and Floodplains is one of the major components. The intent of this preservation approach to future land use is to help fulfill several important goals of Delaware County's Hazard Mitigation Plan which includes: (1) Enforcement of the Floodplain/Floodway Ordinance that emphasizes the need for subdivisions to minimize flood damage, have

adequate drainage, and adequate means of access; (2) Continuous monitoring of land development and the potential of hazard occurrence in the city (flooding).

Informed by the aforementioned documents, the plan identifies potential areas at the parcel level for residential, commercial and industrial developments within Manchester. In doing so the plan takes into consideration the need to avoid development of natural areas inside the city limits such as wetlands and flood prone areas. Additionally, the documents guide the elaboration of recommendations that will ensure safe growth of the community.

Aside from identifying potential areas, this analysis is crucial to illustrate the current capacity the city has to accommodate new residential developments, as well as identify the current and future housing demand according to the 2015 Comprehensive Housing Market Analysis for Manchester (CHMA). The city's zoning ordinance was also relied on to calculate the number of dwelling units that each parcel can accommodate according to the general plan density range, to finally determine whether the City would face with a housing shortage.

Synthesis of the Comprehensive Housing Demand Study

A CHMA was conducted for the Manchester Area Development Corporation in 2015, by a private consultant, Maxfield Research Inc. The Analysis delivers recommendations on the amount and types of housing, from 2014 to 2025, that should be developed in the city in order to meet the needs of current and future households who choose to live there.

It is important to highlight that the study uses the term "housing needs" and "housing demand" interchangeably, throughout their report. The planning team recognized that this may cause some confusion of interpretation as they are distinct concepts[1]. As the study assesses the consumers' desire to purchase/rent housing and willingness to pay for it, the Planning Team agreed to refer only to housing demand, wherever it may apply, to avoid misinterpretation.

The scope of the study includes an analysis of the demographic and economic characteristics of the City, a review of the characteristics of the housing stock and building permit trends, an analysis of the market condition for a variety of rental and for sale housing products, and an assessment of the demand for housing by product type in the City. The study also provides recommendations on the number and types of housing products that should be considered in the City.

As the study was performed in 2015, the Planning Team observed if there were any major shifts to the trends that relate to this plan and concluded that they were not significant enough to justify the elaboration of a new housing demand study. Therefore, the major observations are summarized, from 1 to 7.

1. Demographic Analysis

In this section of the Housing Demand Analysis, a very thorough study on the demographic profile was performed. The analysis supplements the findings drawn by the Planning Team's community profile analysis by concluding, firstly, that due to aging of the population and fewer family households, the population in the City was projected to decline. Secondly, population growth was within the older adult (55+) and senior age population, and this trend would shift to 65-74 age population through 2019. Third, as predicted, Manchester had an increase in Median Household Income, from $43,522 in 2014 to $52,612 (slightly above the value the study predicted). Finally, Manchester continues being an importer of workers, as the number of residents coming into Manchester for employment (inflow) exceed the number of residents leaving Manchester for employment (outflow). Inflow is 2,147 which is almost double than the outflow, 1,172 (See Chapter 1 - Employment).

2. Housing Characteristics

In this section, the study first emphasizes the declining number of buildings and demolition permits since 2007. Aside from the Great Recession, housing age and small lots may have also contributed to this decline, as seen in previous chapters (see Chapter 1 - History of Manchester's Growth

[1] Housing demand is the willingness and ability to purchase a house, while housing need refers to the number of houses required, given growth in households, itself derived from household size and population growth.

and Development).

Additionally, the study also compares median values of owner-occupied homes in Manchester with the surrounding cities and concludes that Manchester's home values are lower. This may detract developers and stall new construction in the city, then adding stress to the housing market.

3. Rental Housing Market Analysis

To assess market conditions for rental housing in Manchester, the demand study presents an inventory of subsidized (housing that is income-restricted to households earning at or below 30% of the Area Median Income), affordable (housing that is income-restricted between 30% and 80% of the Area Median Income) and market rate (housing that is not income-restricted) projects located in the city. The study found three market rate units vacant, whereas affordable/subsidized units had no vacancies, resulting in an overall vacancy rate of 1.7%. However, recent American Community Survey data shows a 7.8% vacancy rate, which is above the industry standard of 5% for a stabilized rental market, which promotes competitive rates, ensures adequate choice, and allows for unit turnover.

4. Senior Housing Market Analysis

The Housing Demand study identified the number of senior housing developments in Manchester and surrounding cities. It was concluded at the time that vacancy rates were very limited overall, almost nonexistent. Considering the high-rate population growth within the 70+ age cohort, paying attention to this type of housing is necessary when planning for growth.

5. Housing Affordability

At the time the study was performed, about 30% of rental households were estimated to be paying more than 30% of their income for housing costs in Manchester, in other words, cost burdened. Currenlty, almost 35% of renter householders are cost-burdened. This increase may be inversely associated with incomes - the number of cost-burdened households in Manchester increases proportionally based on lower incomes, therefore the need for affordable housing in the planning process is evident.

6. For-Sale Housing Market

This section of the study provided the minimum income required to acquire a house at the median list price, at the time of the analysis. To acquire a $124,000 house, the yearly income required would be between $35,425 to $41,300, according to the assessment made in 2015. Roughly 58% of the households in Manchester had annual incomes at or above $35,425, this indicated a relatively high percentage of the population with an ability to pay for housing. It was assumed by the Planning Team that this trend is still seen today.

7. Housing Demand Analysis

The Housing Demand Study based the criteria of analysis on the aforementioned topics. It concluded that demand for housing in Manchester exists, and it provided the number of units that would be required considering different housing types as shown in Figures 4.3 and 4.4.
Overall, the study identifies a potential demand for approximately 415 new housing units through 2025. The combination of senior housing accounted for the highest percentage as compared to general occupancy housing. Within general-occupancy product type, the market rate rental units show the highest demand.

Conclusions of the Housing Demand Study

1. Despite population decline since 2000, demographic changes in household and age, and employment patterns indicate there is a housing need.

2. Housing age, small lots, and low property values may have contributed to reduction in new building permits

3. Limited vacancy rates in senior housing development, which may be an issue in a community that has a high-rate population growth within the 70+ age cohort.

General Occupancy Product Type	Number of Units
Market Rate Rental	71
Affordable Rental	11
Subsidized Rental	25
For-Sale Single-Family	31
For-Sale Multi-Family	35

Fig 4.3 - Housing demand by type- Source: Maxfield Research Inc

Age-Restricted Product Type	Number of Units
Active Adult Ownership	31
Active Adult Market Rental	36
Active Adult Affordable	48
Active Adult Subsidized	33
Congregate	45
Assisted Living	25
Memory Care	24

Fig 4.4 - Senior Housing demand - Source: Maxfield Research Inc

4. 35% of renter householders are cost-burdened, indicating there is a need for the City to increase affordable housing options.

5. Roughly 58% of households in Manchester have annual incomes at or above $35,425, indicating the ability to pay for a house at the median list price ($124,000).

6. For general occupancy product types there is a need of 173, where market-rate rental housing is the highest (71). Overall, age-restricted product types have the highest need (242) as compared to general occupancy, where active adult affordable housing is the highest (48).

Methodology and Analysis

SWOC Analysis

This plan has identified two main challenges, one of which should be addressed through Infill Development and Redevelopment. As shown in Figure 1.12, parts of developable land lie within floodplains reduces opportunities for new development within the city. Aside from this challenge, it is also important to learn about the strengths, opportunities, and weaknesses that may affect the plan's goals.

In the context of this chapter, Strengths are based on internal factors and are viewed as helpful to the city. Weaknesses are based on internal factors and are viewed as potentially harmful to the city. Opportunities are based on external factors and viewed as potentially helpful to the city. Lastly, challenges are based on external factors and are viewed as potentially harmful to the city.

The SWOC analysis intends to recognize the strengths, weaknesses, opportunities, and challenges for growth within Manchester while considering inputs collected from the Workshop conducted by the Planning Team.

Fig 4.5 - SWOC Analysis Diagram. Source: By Authors

Spatial Analysis

Vacant and Developable Parcels

To identify the number of vacant parcels that are suitable for development in the projected housing demand, a spatial analysis using Geographical Information Systems was performed. The analysis reveals the existing conditions as well as the opportunities for residential, commercial, and industrial growth within the city. The study follows several steps which rely on current data provided by the Delaware County Assessor, and the 100-year floodplain which is derived from Flood Insurance Rating Maps (FIRM). The analysis not only includes the amount of total land available for development within Manchester, but also distinguishes the total areas for each type of current land use and their location.

Floodplain Preservation and Analysis

After analyzing the hazard mitigation regulations adopted by the City of Manchester, the Manchester Strategic Growth Plan recognizes that it will continue to carry the city's previous efforts forward. The City of Manchester has adopted and enforces its floodplain ordinance, which prevents most construction in the National Flood Insurance Program (NFIP) designated Special Flood Hazard Areas (SFHAs). To ensure that there are no increases in upstream flood elevations, Manchester's floodplain ordinance states that the floodway must be protected from developmental encroachment to allow the free flow of floodwaters. It mentions that the construction of buildings, if permitted, shall have a low flood damage potential and shall not be for human habitation. It also states that the development of parcels within the 100-year floodplain, shall have the lowest floor, including basement, elevated a minimum of one (1) foot above the 100-year flood level.

By using the Flood Insurance Rating Maps (FIRM) last updated in 2014, this plan identifies all parcels of land within Manchester that are beyond the 100-year floodplain. If vacant or dilapidated, they were primarily considered suitable for infill development and redevelopment.

Alternatives for Existing Residential Structures Located Within the Floodway

Manchester's floodplain ordinance does not encourage development within the floodway and the 100-year floodplain. This plan discourages the development of new structures in those areas. Several parcels containing residential structures fell within the 100-year floodplain boundary when Manchester adopted the NFIP. To ensure residents' safety and well-being, the City of Manchester intends to find alternatives to relocate these 51 existing structures, that are located within the floodway, to developable lands within the City, or find a way to lower the base flood elevation to remove properties from being within the floodway or floodplain.

This Manchester Strategic Growth Plan addresses the first alternative mentioned, by accounting for the 51 structures into the existing housing demand (See next section) and indicating possible parcels that could accommodate these structures.

Retaining these structures by protecting their current location or relocating them within the city limits, Manchester will be able to preserve its current population and tax base revenue from these 51 properties, which generates approximately of $73,534.68.

Fig 4.6 - Residential parcels within floodway in Manchester - Source: Assessors Office, City Manager and GIS Analysis performed by Authors.

Vacant and Developable Parcels Analysis

The Planning Team used the dataset provided by the Delaware County Assessor to recognize the types of land use for each parcel, as well as to determine whether the parcel is vacant or not. The criteria used to identify parcel vacancy was based on the value of dwellings, buildings, and improvements. If they were categorized as zero, the parcel was considered vacant. In addition, to ensure the parcels considered as vacant are accurate and best suited for development (vacant parcels, outside the floodplain boundary), the Planning Team also investigated further by analyzing the current condition of each parcel using the website Beacon, Google Maps imagery, as well as consulting with Manchester's City Manager.

Of all the vacant parcels, 198 meet the criteria to be best suited for development. This 198 comprises 110 residential, 12 commercial, 9 industrial, and 67 Agricultural. As mentioned in the introduction, the purpose of infill development is to help upgrade the quality of neighborhoods and commercial centers, thus the parcels considered as developable are zoned as residential and commercial, with a total of 122 parcels.

The agricultural uses are not considered in order to avoid discontinuity of established neighborhoods since those uses are mostly located away from the compact urban center. The industrial uses are also not considered since they are not only far from

the urban center but also incompatible to residential uses.

To see whether the number of residential developable vacant parcels can accommodate the projected housing demand (415 units), the Planning Team developed a matrix that includes Manchester's current zoning, general plan density range, dimensions, and area of each parcel. With that information, they calculated the number of units each parcel can accommodate. Considering current zoning, the 110 residential parcels available for development can accommodate approximately 158 units.

Adding up the existing projected demand - 415 - and the houses that are located within the floodway - 51 - the total housing need in Manchester is 466. Therefore, the Planning Team concluded, from the obtained results of this analysis, the City can accommodate 158 units in areas zoned for residential, which is well short of the needed 466.

Projected Housing Demand Analysis	415
Structures Within Floodway	51
Total Housing Demand	466
Total Vacant Parcels (Residential)	110
Total Housing Units Accommodated in Vacant Parcels	158
Housing Units Shortage	**308**

Fig 4.7 - Total housing shortage- Source: Assessors Office, Maxfield Research Inc, and GIS Analysis performed by Authors.

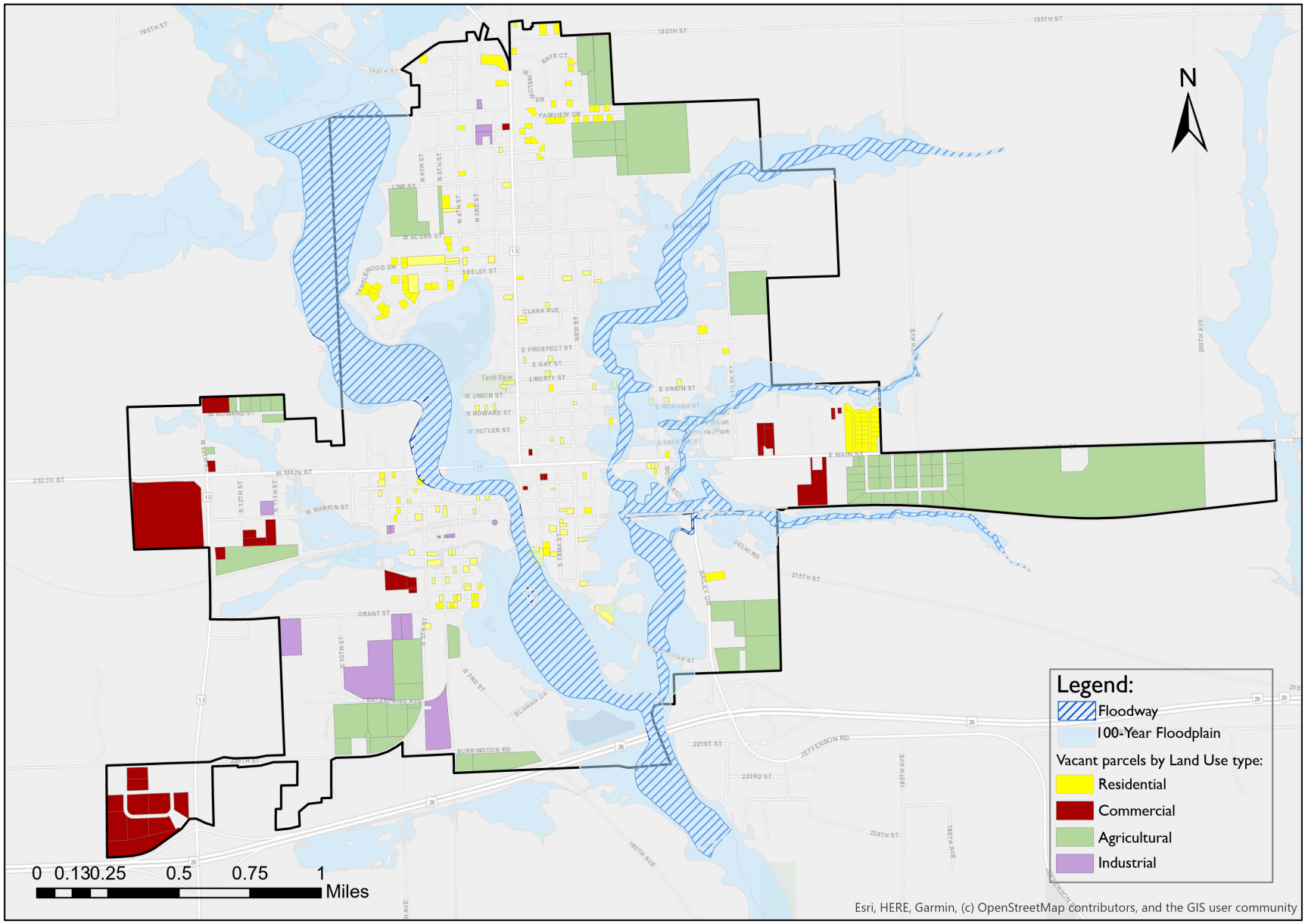


Fig 4.8 - Parcels located outside floodplain that are best suited for development- Source: Assessors Office, City Manager and GIS Analysis performed by Authors.

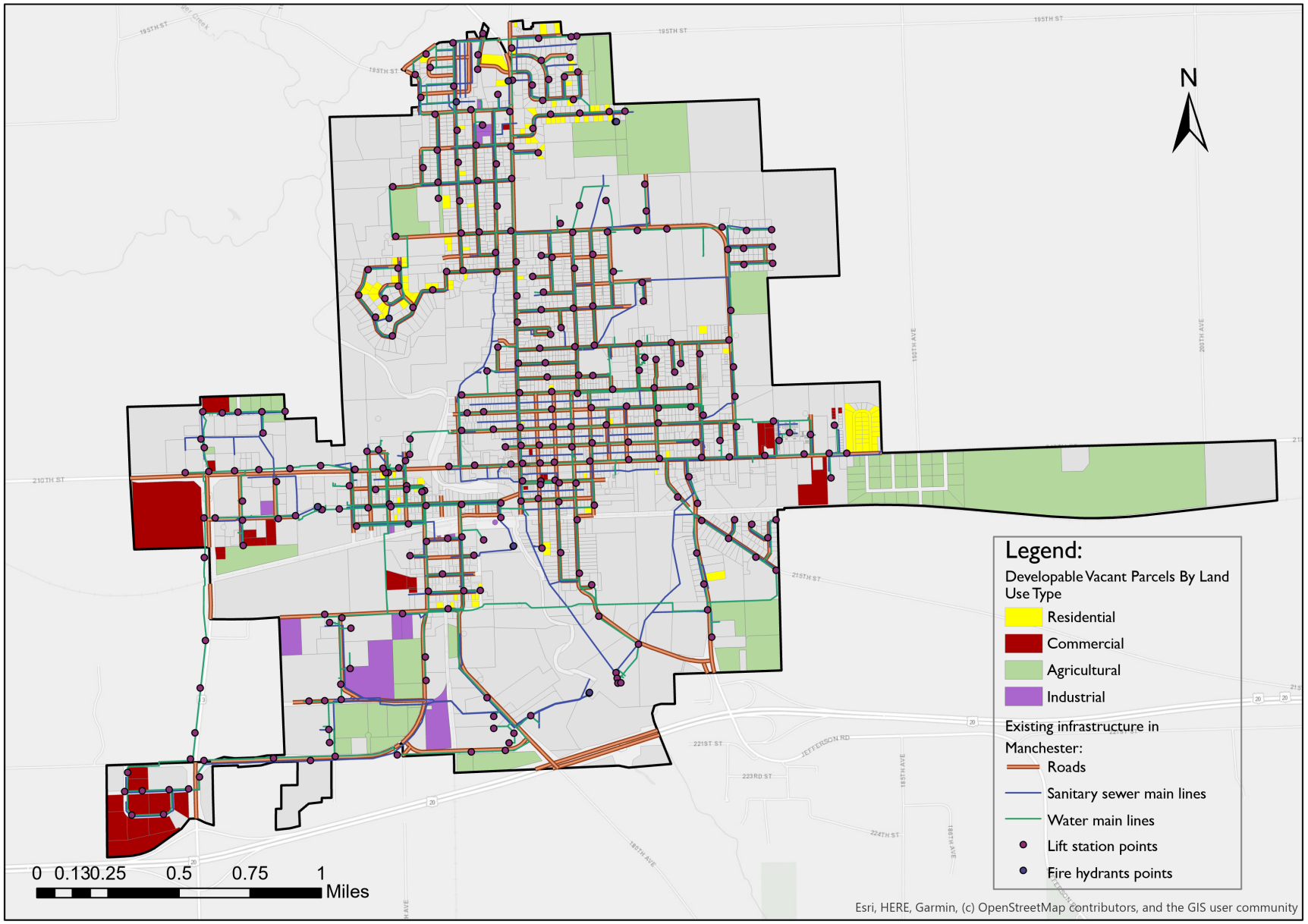


Fig 4.9 - City of Manchester vacant lots and existing infrastructure. Source: FEHR GRAHAM Engineering & Environmental. Edited by authors

Redevelopable Parcels

The existence of aging and dilapidated homes is a challenge, both to developers and those seeking affordably priced homes in Manchester, as it makes producing quality housing less economically viable. These houses are usually abandoned, or poorly maintained and impose major costs for neighbors, communities, municipalities, and society.

Besides being an eyesore for neighbors, blighted properties directly impact a community's sense of pride, lower a visitor's impression of the community, potentially contribute to increased crime rates, and decrease surrounding property values. Even though they contribute little to no property taxes, blighted properties still require equivalent city maintenance costs as other structures, including waste cleanup, pest control, police, and fire.

Analyzing the current condition of Manchester's housing stock detected the redevelopable structures, specifically the number and location of dilapidated houses within the city. The study utilized Delaware County Assessor data, the Iowa Department of Revenue's Iowa Real Property Appraisal Manual, and Geographic Information System (GIS).

Delaware County classifies the existing housing stock in the following categories: Excellent, Very Good, Good, Above Normal, Normal, Fair, Below Normal, Poor, Very Poor, and Observed. The criteria for these classifications are determined according to the Iowa Department of Revenue's Iowa Real Property Appraisal manual. Each residential structure's grade is determined by analyzing:

- Building Codes
- Quality of Construction
- Quantity of Construction (i.e. number of bathrooms, bedrooms, etc.)
- Fire Rated Construction - Framing
- Mechanical Items - Fenestration (i.e. placement of windows, doors)
- Shape
- Age of Structure

According to Delaware County Assessors data, about 37.98% of the total current housing stock of Manchester are in conditions above normal, comprising of 0.2% "excellent", 3.01% "very good", 9.67% "good", and 25.1% "above normal". Almost 50% comprises of normal and fair. The houses below normal conditions comprise of 12.07% of the total Manchester's housing stock.

Housing Condition	Number of units	Percent	Percent Condition
Excellent	4	0.20%	**37.98%**
Very Good	60	3.01%	
Good	193	9.67%	
Above Normal	501	25.10%	
Normal	901	45.14%	**49.85%**
Fair	94	4.71%	
Below Normal	162	8.12%	**12.07%**
Poor	71	3.56%	
Very Poor	8	0.40%	
Observed	2	0.10%	0.10%
TOTAL	**1996**	**100%**	**100%**

Fig 4.10 - Manchesters' housing conditions, in percentage. Source: Assessors Office, and GIS Analysis performed by Authors

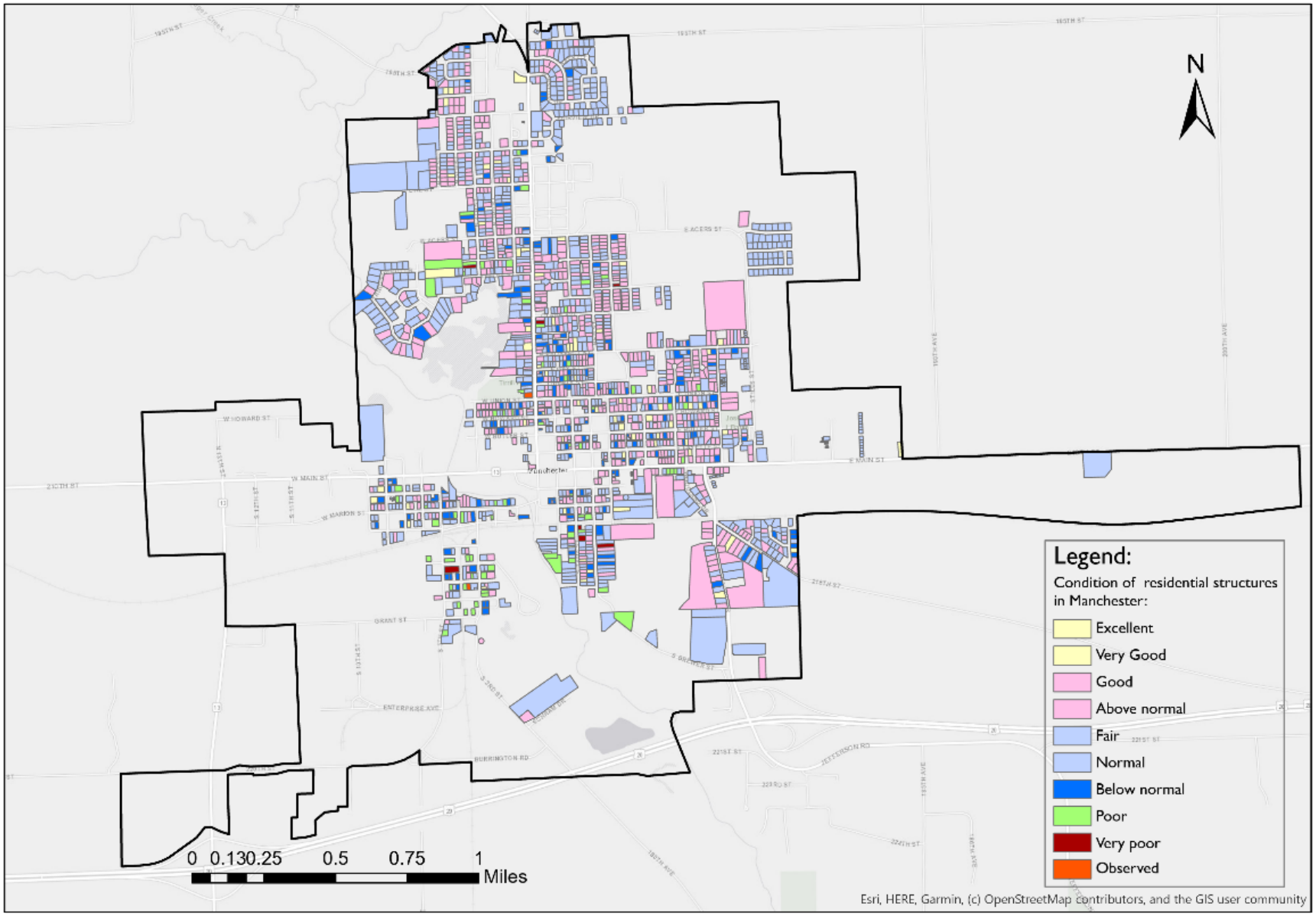


Fig 4.11 - Condition of residential structures in Manchester. Source: Assessors Office, and GIS Analysis performed by Authors.

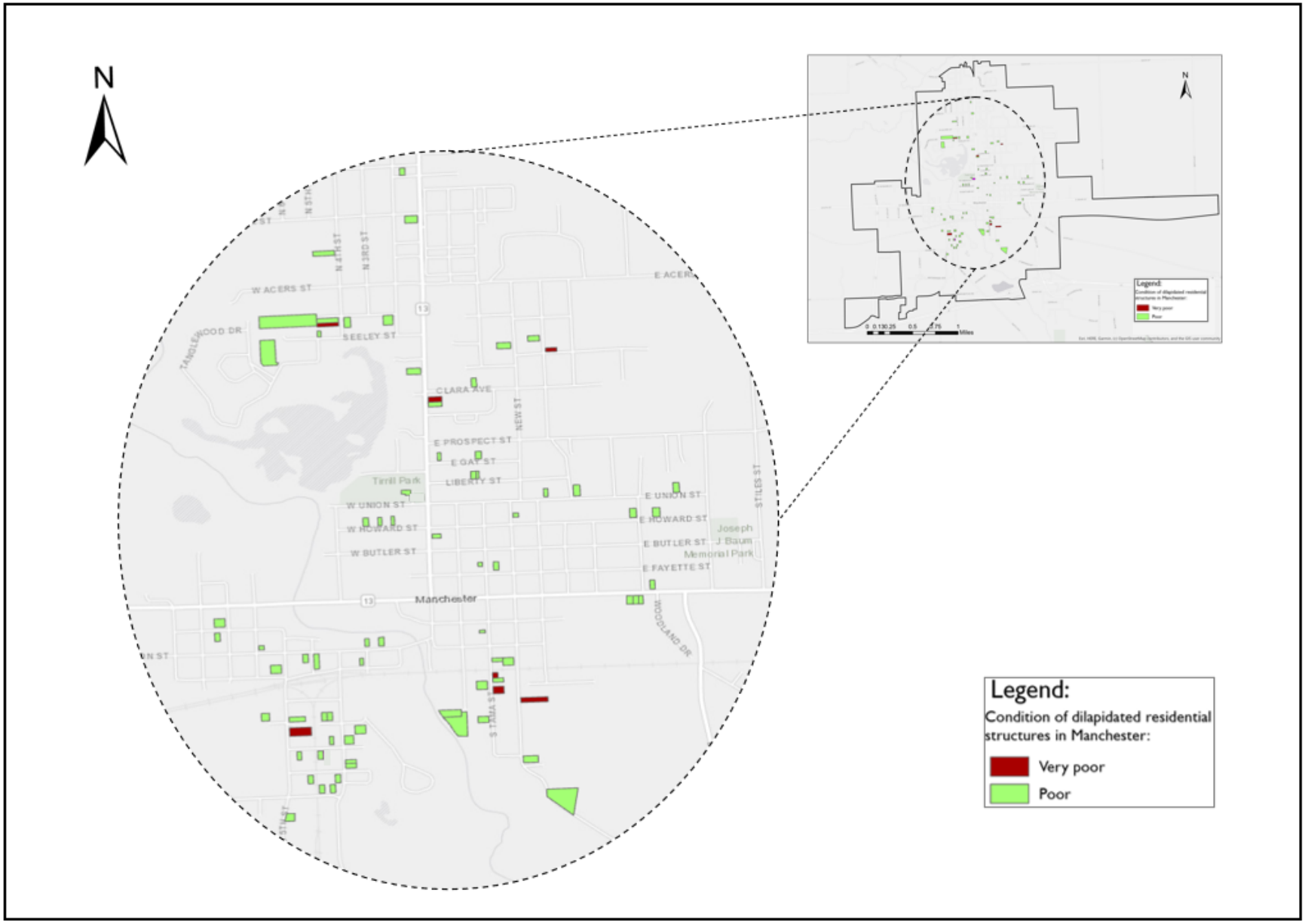


Fig 4.12 - Dilapidated structures identified and considered for Redevelopment - Source: Assessors Office, and GIS Analysis performed by Authors.

Infill Development Objectives and Strategies

Earlier sections have depicted the current characteristics of housing and land conditions. Undeveloped land is a challenge to manage, and it presents a missed opportunity for development that could alleviate the burden of cost for Manchester households (explained in more detail in Recommendation 2). It could also attract those currently employed in the community to live within its limits. Existing constraints, such as a floodplain, housing values, and zoning restrictions, impose barriers for developers to achieve a viable investment return on new construction, hence impacting the availability of low-income housing. Thus, strategies are needed to make development on these parcels viable and most beneficial for the resident's needs.

Currently Manchester provides an incentive for promoting infill development and redevelopment through the Urban Revitalization Tax Abatement Program. This program offers property tax exemptions for new construction and improvements to commercial, multi-residential, and residential properties. The exemption of property tax is based on the increase in taxable value of the property due to completed new construction or improvements by at least 7%. All properties located within the City of Manchester are eligible for this program (Appendix D shows the detail about Urban Revitalization Tax Abatement Program).

The purpose of this section is to provide the City of Manchester with additional recommendations on strategies that continue promoting infill development and redevelopment. Filling the Gap and the Placemaking Plan are the models that guide the recommendations. Three major objectives guide the recommendations proposed:

1. Promote development on vacant lots

Developing vacant lots can have economic and social benefits to Manchester. Considering the City's existing infrastructure, Manchester still has the capacity to accommodate new housing structures. Thus, by building additional housing units on vacant lots the City will not incur any extra costs associated with providing new infrastructure and hence increase tax revenue.

2. Increase supply of diverse housing types and prices

The CHMA identified a growing number of households such as professionals, particularly singles, and couples without children seeking alternative housing types such as townhouses, twin homes, and condominiums. These groups are looking for newer and affordable properties with additional and updated amenities that are not offered in other developments. To attend to this demand, the study divides types of housing into general occupancy: rental and for-sale units which may cater to new entry level homes for first-time homebuyers.

Considering the aging population, the CHMA also recognizes the benefits that the City would have from a diversified housing stock, since senior housing in Manchester is consistently occupied, with no vacancies and a waiting list. The CHMA recommends various types of housing for these age-restricted groups such as assisted living, memory care, congregate, and others to accommodate these groups.

To accommodate a diversified housing stock that caters for general occupancy and age-restricted occupancy, the City can promote housing programs that enhance the existing housing options.

3. Increase economic base through enhancement of community character

Vacant lots disrupt the continuity of established neighborhoods and drive up the cost of needed developments in those communities. Similarly, as mentioned in previous sections, housing in poor conditions impose major costs on communities, municipalities, and society. Being aware of these problems can help a city like Manchester adopt innovative approaches to enhance community character through infill development and redevelopment. A solution that improves housing conditions would be a positive step for the City.

Recommendation 1
Zoning Considerations

Zoning codes have a significant impact on how the land can be developed and may prevent optimization of the use of land. Taking into account this regulatory framework, the City can consider strategies that catalyze development without adding to its expenditures by providing incentives to developers, as explored in the next recommendation.

Diversified housing options that reflect housing demand and preserve community character can be attained through a combination of zoning strategies innovation geared towards Infill Development. Manchester's Zoning Code (Chapter 165 - Section 4) designates seven base zoning districts for residential uses namely R-1 (Single-Family Low-Density District), R-2 (Two Family Low-Density District), R-3 (Townhome Residential Moderate Density District), R-4 (Multi-Family Residential Medium Density District), R-5 (Multi-Family Residential High-Density District), and RM (Mobile Home Residential District). For Commercial uses, the Zoning Code designates three Commercial base zoning districts namely C-1 (Neighborhood Commercial District), C-2 (Community Commercial District), C-3 (Highway Commercial).

In Manchester, 198 vacant parcels were identified. Out of these parcels, the plan considers 110 residential and 12 commercial, which are suitable for Infill Development. Out of the residential parcels, 59 are zoned R-1, 6 are zoned R-2, 28 are zoned R-3, 13 are zoned R-4, and 4 of them are currently zoned commercial, but according to the City Manager, are undergoing a zoning change that will most probably shift to a residential zoning district. This analysis shows that more than 50% of the parcels are zoned for single-family low-density districts. Of the 12 commercial lots, all are zoned for highway Commercial.

Manchester has a considerable number of Moderate Density Townhome Residential and Medium Density Multi-Family Residential. This shows some potential to develop at higher densities to accommodate the housing demand projected for 2025, as well as possible relocation of household's structures within the floodway (See Alternatives for Existing Residential Structures Located Within the Floodway). Considering the current zoning designation on vacant parcels, the Planning Team concluded, from the obtained results of this analysis, that the City can accommodate

Zoning District	Number of Parcels
R-1	59
R-2	6
R-3	28
R-4	13
C-2 (future residential)	3
C-3 (future residential)	2
C3	12

Fig 4.13 - Number of Vacant Parcels According to Zoning District Designation. Source: Authors

158 units in areas zoned for residential, which is well short of the needed 466. For this calculation, only the residential zoning districts were considered. The following approaches explain tactics that can be used to lessen the aforementioned shortage and provide diverse housing options.

Minimum Lot Size Reductions

The Zoning Code (Chapter 165 - Section 5) establishes minimum lot area/size for different residential use types within the zoning districts. In Manchester, minimum lot sizes in these districts range from 2,000 (R3, R4, R5-Townhouse) square feet to 10,000 (R4, R5, R6 – Multifamily) square feet and they tend to decrease as the density of the district increases. The area of parcels within the city ranges from 7,000 square feet to 91,041 square feet. From the 110 residential parcels that were identified as vacant and developable, 25 have an area below 2,000 square feet. Lots that small reduce the opportunity for the city to promote new developments since they do not meet current minimum lot size or width standards. In this case, by adjusting minimum lot sizes to 1,520 square feet, in the zoning ordinance, it would allow parcels to conform to the regulatory framework and remove barriers to develop such lots. Additionally, the City should reduce the minimum lot sizes of R1, R2, R3 1-Family detached and attached housing, which currently ranges between 4,000 square feet to 9,000 square feet, to 3,000 square feet, depending on the considered development type. Furthermore, Duplexes

[1] Use types include defines the type of accommodation each zoning district can accommodate. Please refer to Zoning Code for more information.

in all residential base zones have a minimum lot size of 8,000 square feet according to Manchester Zoning Ordinance. The City should reduce this size to 4,500 square feet having into account the average size of a duplex with an area of 1,200sqft. The proposed minimum lot sizes derived from the Missing Middle Housing concept. (For more details, see Appendix I).

House Type	Area	Current Minimum Lot	Proposed Minimum Lot Size
Duplex (stacked)	1,200 sqft	8,000 sqft	4,500 sqft
Duplex (side by side)	1,200 sqft	8,000 sqft	5,000 sqft
Townhouse	1,000 sqft	2,000 sqft	1,520 sqft
Single-family	1,300 sqft	4,000 - 9,000 sqft	3,000 sqft

Fig 4.14 - Proposed minimum lot sizes. Source: Missing Middle housing

Fig 4.15 - Fourplex examples. Source: https://missingmiddlehousing.com/types/fourplex#overview

Density Bonuses

A density bonus is an incentive-based tool that permits a developer to increase the maximum allowable development on a site in exchange for either funds or in-kind contributions for specified public policy goals. They can be offered as a way to encourage higher-density residential development while also promoting an affordable housing component. With this approach lot sizes, widths, setbacks, height limits, and/or coverage based on specific conditions can be adjusted as a response to the developer's interests and willingness to supply housing units in Manchester. For example, by permitting the construction of quadplexes in place of duplexes not only the number of units could increase, but also developers could benefit from lower land costs per unit and quicker return of investment made in housing. Additionally, the benefit for a developer to do more with the same land is a cost-effective way for the City to incentivize development.

After conversations with the City Manager, the Planning Team learned that Manchester has previously approved the construction of quadplexes, however, little information providing guidelines could be found in the Zoning Ordinance aside from the mention that, in the case of Planned Unit Developments, a developer can change the use of two duplexes into a fourplex, if it represents an "insubstantial change", defeating the goals of the Strategic Growth Plan. Therefore, The City of Manchester should offer Floor Area Ratio (FAR) bonus increases to developers, in exchange for the supply of at least one affordable unit for low-income households (the more units, the higher the bonus). Diverse housing options to accommodate general occupancy and age-restricted occupancy demands, should also be considered for bonus offerings.

By Right Uses

Text amendments adjust the uses allowed by right and by special permission within base zones. The City of Manchester should consider expanding multi-family housing within an additional base on zones by right. Other communities in Iowa, for example, created a "townhouse district" which permits the construction of small single-family homes, zero-lot-line homes, duplexes, fourplexes, and townhome developments. This approach can produce an adequate mix of housing types in various price ranges.

In Manchester, Mixed Uses are allowed and encouraged within Central Business District

[1] A detached 2 to 2.5-story structure with four dwelling units. Source: https://missingmiddlehousing.com

[2] Insubstantial change is that which does not increase the density of developments or the number of dwelling units.

(Chapter 165, Section 4). Townhouses, Multiple-Family, and Downtown Residential are permitted by right, however, ground-level housing is not permitted. Taking this into consideration, Manchester should incentivize developers to build mixed-use developments to achieve the maximum height permitted in that zoning district (the Zoning Ordinance, Chapter 165, section 16, allows for 3-stories or 50 feet) and adding residential units on the upper stories. Incorporating these types of developments creates benefits to residents by adding to the quality of life (walkability, proximity to commercial establishments, and easy access to recreational areas). Figure 4.15 shows current buildings in the Central Business District with 2 stories.

Accessory Dwelling Units (ADU's), also known as granny flats, is also something that the City should consider allowing. Currently, the permitted accessory uses that may serve as "home occupations", in residential districts, are subject to several provisions provided in the Ordinance (Chapter 165, Section 25). These provisions determine rear yard maximum coverage, height, setback requirements, and type of construction, which seem appropriate to preserve the character of neighborhoods, however, they may sometimes hinder the supply of affordable rental units in a sustainable manner (i.e. by eliminating the opportunity to supply smaller and affordable housing options in already developed areas), which is in line with the Smart Growth Principles. This type of development may supplement property owners' sources of income and,

Fig 4.16 - Central Business District in Manchester. Source: Authors

considering Manchester's aging population, it would allow elderly individuals more options for independent living, reducing assisted living facility investments. Aside from creating mechanisms to permit ADU's, Manchester should offer density bonuses to developers that add units to a site with an existing house and the street-facing facade of the house remains substantially unaltered.

Rezoning

Rezoning is the process of assigning land or property to a different category of restrictions on use and development. During the elaboration of the Manchester Strategic Growth Plan, the City of Manchester was in the process of amending its Zoning Map. Until comprehensive amendments can be made, the extension and addition of R-3 zones or higher, where appropriate, are a way for the City to increase opportunities for higher density development. As seen in the example given in Recommendation 2 - Financial Assistance for Developers - increasing density not only allows for the development of additional housing units but also allows developers to supply housing at more affordable prices and still have a quick return on their investment. The increased number of units supplied also increases the amount of potential future tax revenue from the development.

The Planning Team developed a Matrix that lists all vacant parcels that can be developed and identified those that are appropriate to accommodate higher densities[1]. The criteria used was based on the (1) parcel area and current zoning designation (the larger the lot size and lower the density, the priority for zoning change increased) (2) minimum lot size requirements, and (3) existing zoning category of surrounding parcels, to ensure compatibility of uses between old and new zoning designations. This matrix can be used by City Officials as a guide to direct developers interested in investing in housing in Manchester and incentivize higher density developments.

[1] Matrix will be shared with the City as an editable excel sheet. This file can also be shared with developers as a guide of the types of developments that can occur in the vacant lots identified.

Recommendation 2
Financial Assistance for Developers

Tax Increment Financing

Tax Increment Financing (TIF) is a popular governmental finance tool authorized by Iowa Law, that the City can use to support and provide funds to both, public and private infrastructure projects. It promotes economic development opportunities and expands the future tax base. TIF was created for communities to restore blighted areas or neighborhoods that are in danger of becoming blighted. It is also designed to improve underdeveloped, or underutilized parts of a jurisdiction where development might not otherwise occur.

The incremental taxes can be used for one or more of the following: payments for bonds issued for preparing the district for development; rebates on taxes to developers meeting specific, albeit locally determined, criteria; direct spending by the local government to develop an area.
TIF enables local governments, primarily cities like Manchester, to capture the taxes collected on property valuation growth in a specified district. The City uses this tool by establishing "TIF district" boundaries and its duration, in areas that they believe require public investment in order to redevelop and revitalize those areas. Each TIF district requires an ordinance. Before that, a city needs to establish an urban renewal area by a resolution. An urban renewal area contains one or more TIF districts. Manchester has eighteen TIF districts established, out of which eight have used their increment value. Figure 4.22 shows the Manchester's Urban Renewal Area, TIF districts (2013) and Figure 4.23 shows the vacant lands within TIF districts in Manchester.

Upon the creation of a tax increment district within an Urban Renewal Area, by ordinance, the city uses the district's total property value in the year before TIF debt is certified, as a base value, to determine the property tax levy that is destined for taxing jurisdictions such as schools, cities, and counties, within TIF duration. The increment, or additional property levy above the base value is segregated into a separate fund that is designated for TIF development projects. Once the district is dissolved, the increment becomes available to affected jurisdictions. For instance, a portion of property taxes from the TIF district are set aside over a 20-year period to create a separate fund that can be used to finance a variety of projects.

Usually, TIF is used to provide public infrastructure for new developments in blighted areas, however as seen in the Figure 4.24, Manchester already has adequate infrastructure in place to develop in vacant lots. Therefore, the City should use TIF as a mechanism to develop affordable housing on vacant lands that are within TIF districts. By encouraging this type of financing method, the developers should develop affordable housing in addition to market rate housing, to recoup a portion of the money from the increased property taxes they would have incurred as a result of these new developments. This is particularly useful for communities where local leaders envision a resurgence of population and economic growth. It can help the city of Manchester increase affordable housing stock, and hence be able to provide housing for young families, workers, business owners, and the elderly according to the projected demand.

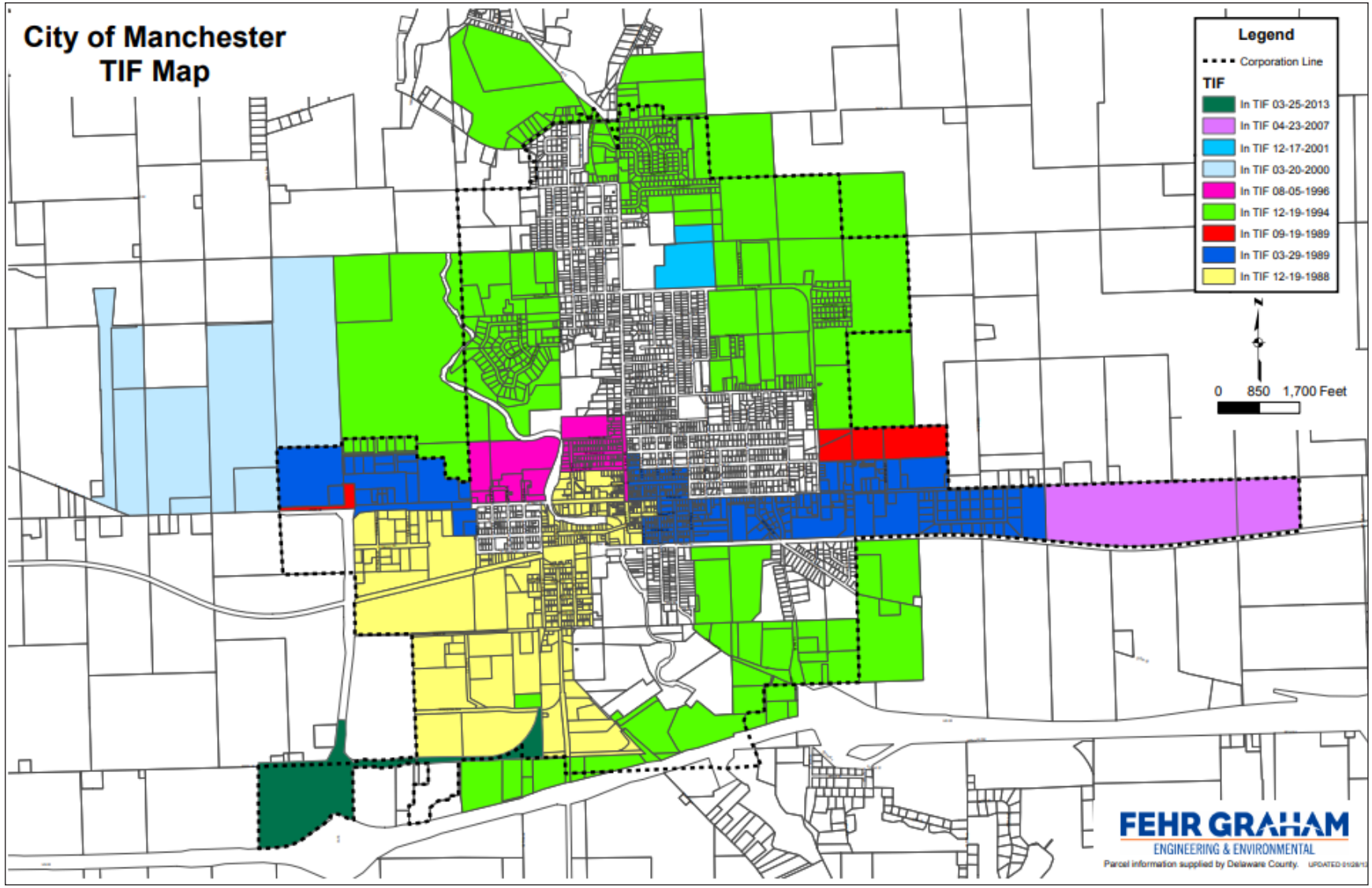


Fig 4.17 - City of Manchester TIF Districts. Source: https://www.legis.iowa.gov/tif/public

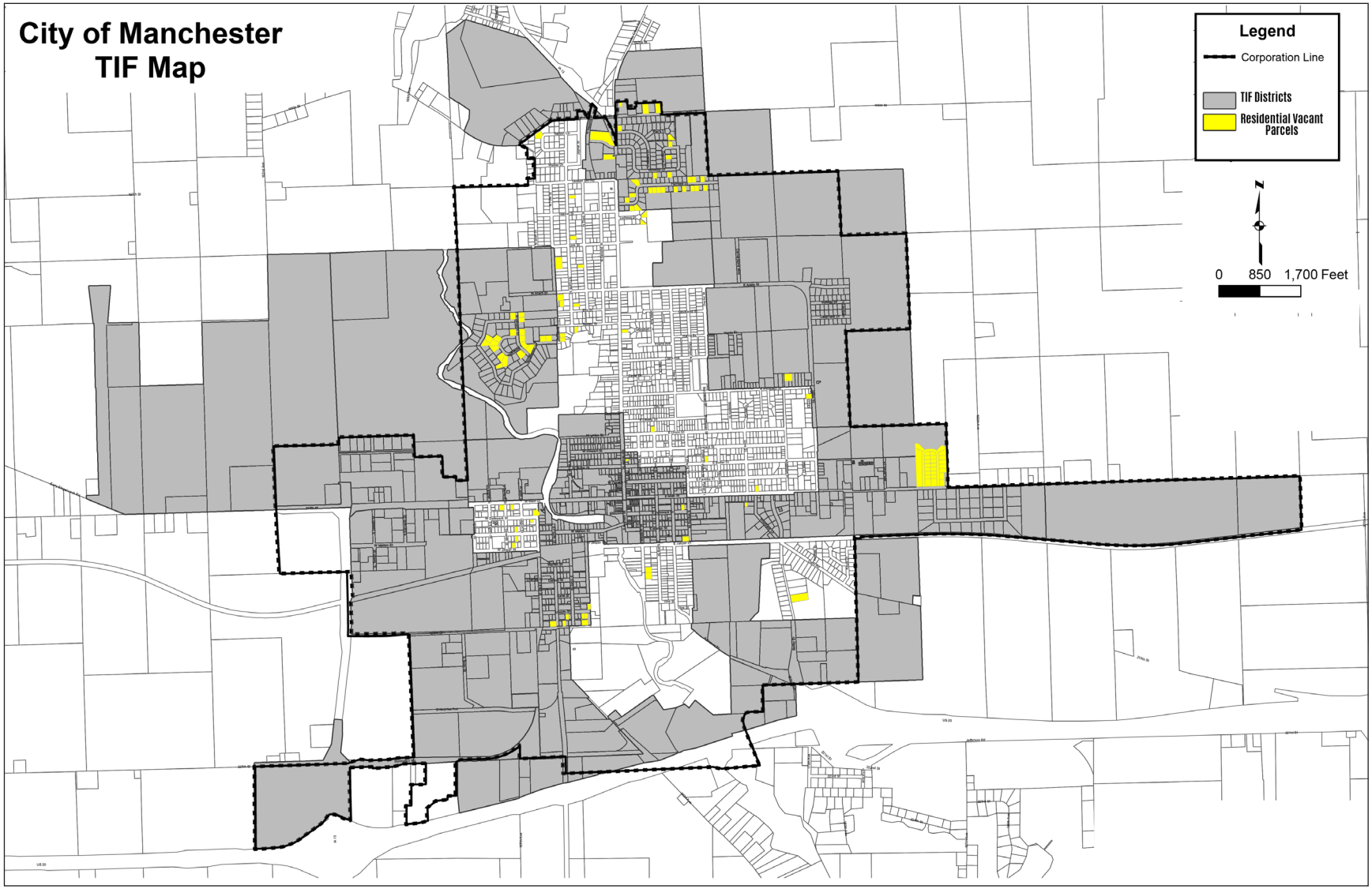


Fig 4.18 - City of Manchester vacant lots and TIF districts. Source: https://www.legis.iowa.gov/tif/public. Edited by authors

Recommendation 3
Outreach Efforts

Several communities in Iowa invest their time and financial resources in outreach and partnership expansion. The City of Manchester should continue to collaborate with the Manchester Area Chamber of Commerce to promote growth and economic success as was the Good to Great Plan (See Planning Process - Chapter 2).

Aside from advancing resident's participation in decisions around housing issues, the City should host housing summits to bring community leaders, housing agencies, businesses, and funders together to network, learn, and build solutions for housing choices in the community. Manchester should colaborate with the Delaware County Economic Development Agency to conduct these summits on an yearly basis, providing for each year focus on different housing topics.

Additionally, after conversations with a few major employers in Manchester - Stanley Black and Decker, and Stryten (former Exide) - the Planning Team realized that more efforts should be made to understand the needs of in-commuter workers in these firms. For example, in all separate interviews conducted, it was unanimous that Manchester lacks child daycare facilities to accommodate for parent's long working hours. These workers represent an opportunity to attract new residents with diverse characteristics who may want to live closer to their workplaces, hence should be encouraged to participate in the growth efforts the City decides to make in the future.

Finally, understanding the priorities and deadlines of regional funding sources is vital to accessing needed support from outside sources. It is essential the City has up-to-date information on incentives, application requirements, and deadlines in a simple form, that the developers can trust and comprehend. Future housing workshops could be scheduled based on dates for certain funding rounds or geared towards presenting information on programs that meet particular needs. The City should create a one-stop online resource with information about local, state and federal funds for developers and homeowners. This helps them learn about the existing opportunities and funds available for homeownership and new developments.

Additional Considerations

Pocket Neighborhoods are small, planned, residential communities featuring building amenities in common space. This type of development appeals to multiple buyers including seniors wanting to downsize, young families, and single professionals, which fits into Manchester's housing needs considering demographic changes. The community of Maquoketa is an example of this type of development implemented by the East Central Intergovernmental Association (ECIA). As an incentive to attract investments, the ECIA offered each buyer a $10,000 in down payment assistance. Some of the initial costs for architectural drawings, renderings, and some of the legal work were covered by a grant through the Iowa Area Development Group Community Foundation.

Summary of Recommendations and Strategies

Recommendation	Objective	Strategies
Zoning Considerations		
Reduction of Minimum Lot Sizes	1. Allow parcels that are currently below the minimum lot size allowed to conform to a regulatory framework 2. Increase number of developable lands	1. Minimum lot sizes for town homes should reduce to 1,520sqft 2. Duplex minimum lot sizes should reduce to as minimum as 4,500sqft 3. Single-family houses minimum lot sizes should reduce to 3,000sqft*
Density Bonus	1. Increase number of affordable housing units	1. Offer FAR bonus increases to developers in exchange for supply of affordable housing
By Right Uses	1. Increase number of diverse housing options in various locations	1. Incentivize developers to build mixed-used developments, in the CDB, with the maximum height permitted (3 stories or 50 feet). Could be combined with density bonuses. 2. Incentivize construction of Accessory Dwelling Units' for residential purposes
Rezoning	1. Increase the number of housing by increasing density	1. Amend zoning map, according to Planning Teams' recommendations
Financial Assistance for Develolpers		
Tax Increment Financing (TIF)	1. Attract developers and spur new construction 2. Increase investment in blighted areas	1. Prioritize new development to vacant lands that fall wthin TIF districts 2. expedite TIF documentation for developers
Outreach Efforts		
Housing Summit for Developers	1. Share information with housing agencies, businesses, and investors, about City's interest in new developments	1. Conduct yearly housing summits with information about the housing market in Manchester to inform about City's housing goals, existing programs and incentives that may attract developers
Involve employees of large companies in decision-making	1. Increase diversity through participation of prospect residents in decision-making processes	1. Inform employees of Manchester's largest companies about public meetings and offer gift cards to employees who participate
One-Stop Online Resource	1. Share information with developers and homeowners about local, state, and federal funds	1. Create an online platform with listings of existing opportunities and funds available for homeownership and new developments

Funding Resources

Several institutions and local Housing and Redevelopment Authorities (HRAs) offer programs to promote, enhance and preserve the existing housing stock. In this section, the Planning Team presents a variety of resources that are available for the community.

Federal Funding for Housing

1. USDA - Loan programs
The United States Department of Agriculture Rural Development (USDA) offers various multi-family housing grant opportunities for which the City of Manchester can apply. These sources are especially important since it is much more cost effective for the city to direct its limited funds toward multi-family ownership opportunities.

• The Multi-Family Housing Direct Loans program "provides competitive financing for affordable multi-family rental housing for low-income, elderly, or disabled individuals and families in eligible rural areas." Local governmental agencies located in cities with a population of 20,000 or less may apply. The funds must be used for construction or the purchase of multi-family rental housing for low-income families, or related activities such as purchasing land and expanding infrastructure to provide for affordable housing. Funding comes from direct, competitive loans, payable on up to 30-year terms.
- More information here: https://www.rd.usda.gov/programs-services/multi-family-housing-direct-loans

• The Multi-Family Housing Loan Guarantees program "works with qualified private-sector lenders to provide financing to qualified borrowers to increase the supply of affordable rental housing for low and moderate-income individuals and families in eligible rural areas and towns." Eligible lenders may apply as well as eligible borrowers, including local governmental agencies. Rural towns with a population of 35,000 or fewer may apply. The fund use requirements are the same as the Multi-Family Housing Direct Loan program. The Multi-Family Housing Loan Guarantees program comes with additional requirements including rent caps and a minimum number of units provided.
- More information here: https://www.rd.usda.gov/programs-services/multi-family-housing-loan-guarantees

2. Iowa Finance Authority ("IFA")
The Iowa Finance Authority offers programs to assist in community development, with affordable mortgage and entry cost assistance programs for both first-time homebuyers and experienced homebuyers. It provides a variety of programs for multi-family and single-family, including issuing tax-exempt bonds, and support for affordable housing. The organization also offers low-cost funds for drinking water and wastewater facilities in Iowa and offers Iowa Title Guaranty, which provides guaranteed title to real property in Iowa.
- More information here: https://www.iowafinance.com/about/

State-Administered Funding

The Iowa Economic Development Authority (IEDA) and Iowa Finance Authority (IFA) are two vehicles for allocating state and federal funding. Understanding state expectations and timelines to guarantee eligibility and improve the competitiveness of applicants is part of the program.

1. Community Development Block Grants (CDBG)
Provide federal funding through the Iowa Economic Development Authority (IEDA) on an annual competitive grant basis. A targeted neighborhood is selected for rehabilitation and low/moderate income owner-occupants for home improvement projects. In September 2020, awards totaling $8.8 million were announced for Community Development Block Grant (CDBG) projects in 21 communities across the state. The Iowa Economic Development Authority (IEDA) made the awards through the CDBG program.
- More information here: https://www.hudexchange.info/programs/cdbg/

2. Workforce Housing Tax Incentive Program (WHTIP) - It is administered through the IEDA as well. Developers utilizing WHTIP produce a net increase in affordable housing units in their community

of operation. In return, the Iowa Economic Development Authority (IEDA) can provide a sale and use tax refund and an investment tax credit based on qualifying new investment. WHTIP is further designed to encourage housing development where existing public infrastructure already exists – vacant lots, dilapidated properties, and mixed-use buildings to suggest a few. Communities with a severe housing need can work with IEDA to seek designation as a Distressed Workforce Housing Community, as mentioned in the 2014 Housing Needs Assessment.
- More information here: https://www.iowaeda.com/iowa-news/nearly-10-million-in-credits-awarded-to-workforce-housing-tax-credit-projects

- More information here: http://www.manchester247.com/manchester-iowa-news-story-2020-09-23-1.html

3. Housing Tax Credit Program - Low Income Housing Tax Credits (LIHTC): is the most important resource for creating affordable housing in the United States today, also offered through the Iowa Finance Authority. It provides tax credits to incentivize the development of affordable rental housing, for low-to-moderate individuals/families.
- More information here: https://www.huduser.gov/portal/datasets/lihtc.html

4. FirstHome Plus - It is a down payment assistance (DPA) program that works in conjunction with the Iowa Finance Authority's FirstHome Program, a 30-year, fixed-rate mortgage. Eligible applicants can receive up to $2,500 in the form of a grant to help cover the down payment and closing costs associated with the first mortgage. All applicants are limited to a one-time use of this program, and those who have previously used a Plus grant are not eligible.
- More Information here: https://www.fha.com/grants/iowa-firsthome-plus-down-payment

Local and Regional Resources

1. Eastern Iowa Regional Housing Authority (EIRHA) - Provides adequate, safe, and affordable housing for eligible households, as well as homeownership opportunities through Housing Choice Voucher and Public Housing Program participants.
- More information here: https://eirha.org/

Funding to Address Vacant and Abandoned Homes

The following section depicts potential funding sources which the city of Manchester can pursue to undertake programs for vacant and abandoned houses:

1. Nuisance Property and Abandoned Building Remediation - It is a program offered by the Iowa Economic Development Authority (IEDA), which provides financial assistance to communities facing the issues of dilapidated houses. This program provides financial assistance to help communities demolish or remediate buildings and structures that are a hazard to public health and safety.
- More information here: https://www.iowaeda.com/nuisance-property/

2. Rebuild Iowa Infrastructure Fund (RIIF) – Managed by the Iowa Finance Authority (IFA), it was established in the Iowa Code section 8.57(6), and is the primary funding source for public infrastructure-related expenditures. The code states that moneys in the RIIF shall be used as directed by the general assembly for public vertical infrastructure projects. Vertical infrastructure includes only land acquisition and construction; major renovation and major repair of buildings; all appurtenant structures; utilities; site development; recreational trails; and debt service payments on academic revenue bonds issued in accordance with chapter 262A for capital projects at the Board of Regents institutions.
More information here: http://www.iowahouserepublicans.com/wp-content/uploads/HF-765-House-RIIF-Budget.pdf

3. Award of title to Abandoned Property by Court – Section 657A.10B of the Code of Iowa, allows cities to be awarded title abandoned property. Under this process the city must petition the court to enter judgment awarding the title to the abandoned property to the city. The petition must include a legal description of the property and the building has to be abandoned for at least six consecutive months before the City can petition the court for the title.

- More information here: https://www.legis.iowa.gov/docs/code/2020/657A.pdf

4. Rural Housing 360 - The Rural Housing 360, Homes for America's Workers, is specifically focused on rural housing issues and opportunities in Iowa. It is a partnership initiative involving the community, the employer, financial partners. It is focused on "missing middle", which corresponds to people whose incomes are too high for them to qualify for any assistance and not high enough to afford a custom-built home. The Rural Housing 360 goal is to make high performance housing accessible, affordable, by providing established pathways for mortgage approvals.
- More information here: https://www.ruralhousing360.com/communities

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5

Annexation

Introduction

Annexation is a major method for a city to spatially grow and accommodate its future population needs. To this end, the City of Manchester may annex areas that are experiencing development or have the potential for future development. However, to meet the state statuary requirements, the city can hardly conduct annexations unilaterally, and all of the previous annexation cases started with a submission of a voluntarily request from landowners. To help the city make an informed decision about future annexations, the Manchester Strategic Growth Plan develops a model for decision making about future annexation by looking at the possible costs and revenue of annexation for the city of Manchester. This plan also determines the economic feasibility of annexing two areas to the city that were previously recognized by the city's comprehensive plan as potential areas of growth.

Synthesis of Related Existing Plans

The annexation policy should meet the requirements of the state statute for annexation, Chapter 368, which was discussed earlier in chapter two of this plan. Iowa law allows cities to proceed with three types of annexations if they meet the conditions required by each of them. However, this plan only recommends voluntarily, and voluntarily 80/20 annexation, since the involuntary annexation is difficult and time-consuming.

Considering Iowa law, Manchester's Comprehensive Plan identifies areas of annexation for the future growth of the city (Figure 5.1). The current use of those areas is mostly agriculture, but in the future land use map proposed by that plan, they are identified for different types of uses to accommodate the city's needs in the future (Figure 5.2). The Manchester Strategic Growth Plan investigates the cost-revenue of the two areas that fall into future potential growth areas and provide a recommendation to the city to decide about their annexation. The annexation areas considered by this plan are shown in Figure 5.3, called the Southeast Growth Area and the Southwest Growth Area. The future land use for the Southeast Growth Area is a combination of residential, commercial, and industrial while the Southwest Growth Area is mainly agricultural.

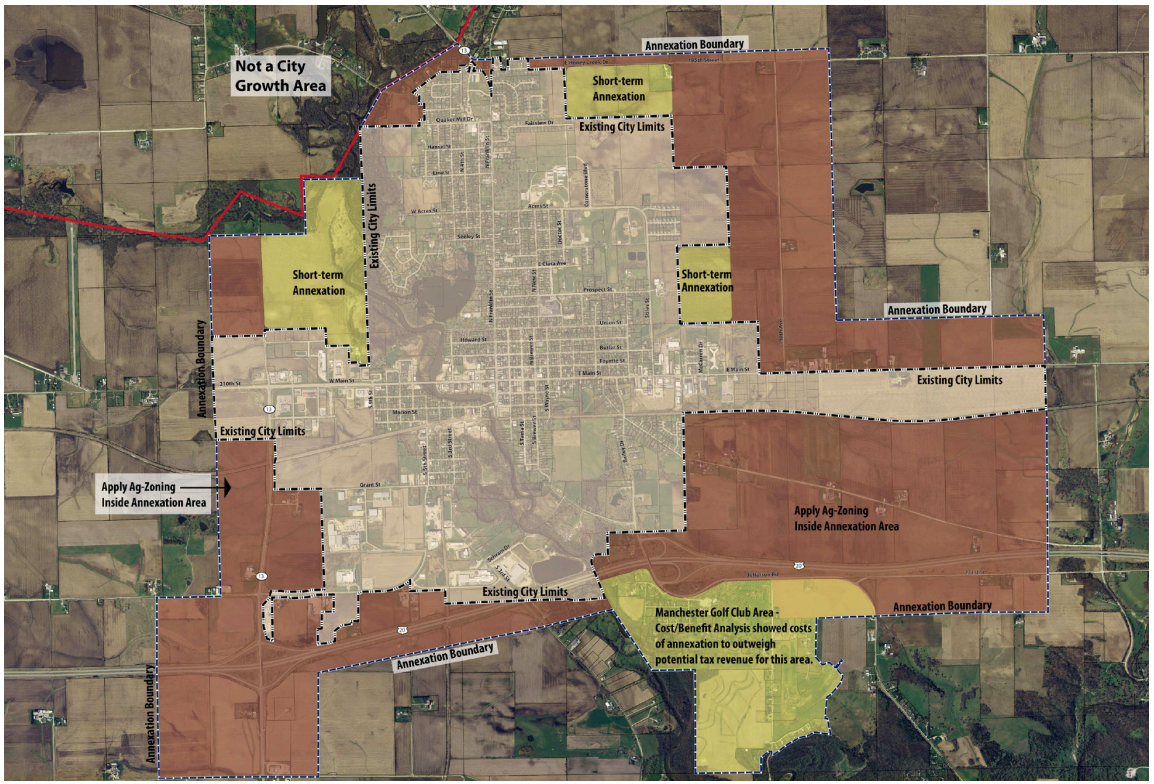


Fig 5.1 - Manchester Growth Areas, Source: Manchester Comprehensive Plan

Methodology

In what follows the Planning Team proposes a model for analyzing the fiscal impact of potential areas of annexation for the City of Manchester. The suggested methodology is in accordance with the article by (Breen, Costa, & Hendon, 1986). The form that the cost-revenue analysis takes is the identification of comparison of the additional or marginal service costs which the city of Manchester may incur and the additional forms of revenues that may gain. To do so, this model compares the cost of providing infrastructure and services to prospective areas, which includes both capital and operational costs, with the fiscal revenue that can be made by annexing them. The cost includes both capital and operational costs, and the revenue includes property tax, local option sales tax, fees, and charges for utilities. Since annexation is the acquisition of land, this model assumes per acre units are the most suitable unit for analysis.

If annexation costs the city more than the revenue it generates, it may not be fiscally desirable. To help the city make an informed decision, the Manchester Sustainable Growth Plan provides a list of the potential benefits and costs of the annexations other than economic perspective. If the annexation is not desirable from an economic perspective, the city can decide if the other potential benefits justify further consideration.

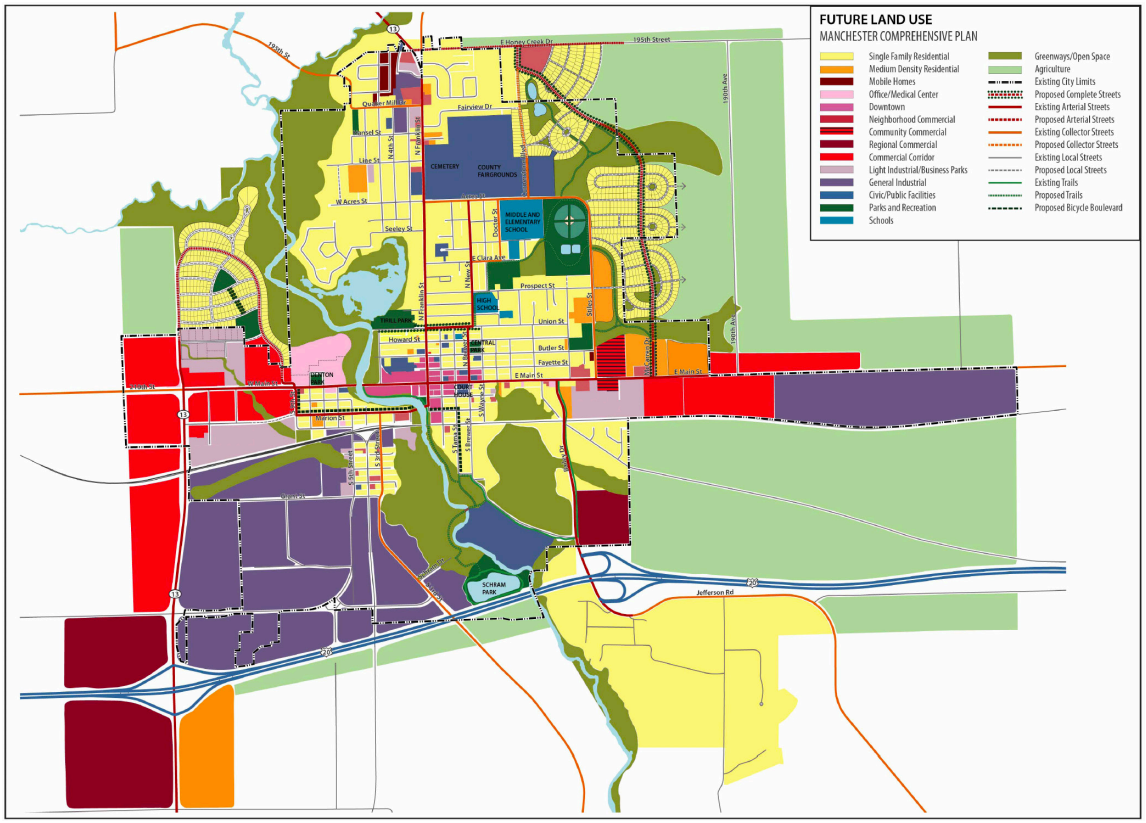


Fig 5.2 - Manchester Future Land Use, Source: Manchester Comprehensive Plan

Infrastructure Inventory and Economies of Scale

The benefits of economies of scale are one of the key considerations for the fiscal impact analysis of annexation. When a city has services with certain fixed costs already established the city has the potential to absorb additional constituents without incurring substantial additional costs. In such instances, the incremental cost of serving new constituents is significantly less than the average cost of serving existing residents. Therefore, investigating the availability of the city infrastructure is a very important issue to start the fiscal impact analysis of annexation. The primary infrastructure for the city of Manchester includes the system for water distribution and storage, sanitary sewer collection and treatment, and stormwater conveyance.

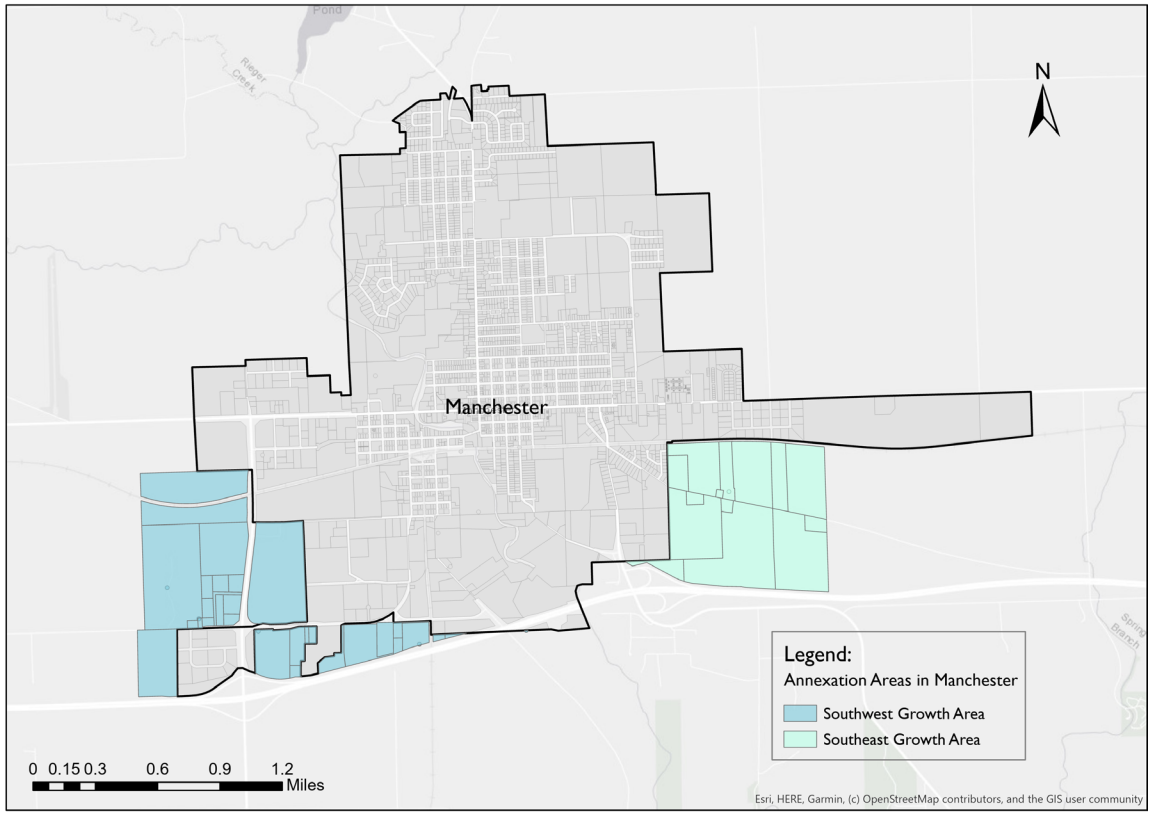


Fig 5.3 - Areas of Annexation. Source: Authors

To understand the inventory of the city's infrastructure, we studied the city's comprehensive plan. This plan analyzed the capacity of services and provides recommendations for areas of growth. Since the comprehensive plan was developed in 2012, the planning team had a meeting with the city manager, Timothy Vick, to learn about the recent condition of the infrastructure inventory of the city. According to the discussion with the city manager, the City of Manchester can enjoy economies of scale for providing water service, sanitary sewer service, and storm water conveyance service to the areas of annexation, and thus absorb additional constituents, without incurring substantial incremental capital costs for providing those services to Growth Areas. These savings mean that the average cost-per-resident for providing such services will tend to decrease as the City of Manchester becomes larger by annexing those areas. Because, where economies of scale are available, each new constituent brings with them a full share of new city revenues such as property taxes, utility taxes, etc. but the incremental cost of extending services is not as pronounced. However, to analyze the costs and revenue of annexation we need to consider all the costs including capital and operational expenditure. Therefore, in what follows we propose a model for analyzing the fiscal impact of annexation for the potential areas of growth for the city of Manchester. We also use the model to conduct a cost-revenue analysis for the two proposed areas shown in Figure 5.3.

Process for Fiscal Impact Analysis of Annexation

The proposed annexation model helps the city to decide on future annexations. In it, the net present value of annexation is computed, resulting from calculating the capital and operating service costs as well as the expected revenue from the annexation area in the following ten years.
Below is a short summary of the steps to take.

- Step 1: Define the annexation area's boundary and prepare maps of the study area.
- Step 2: Determine the types and acreage of the land parcels within the area of annexation.
- Step 3: Determine the costs of the annexation.
- Step 4: Determine the revenue of the annexation.
- Step 5: Calculate the net present value of annexation
- Step 6: Determine potential benefits and costs of the annexation.

Step 1: Define the annexation area's boundary

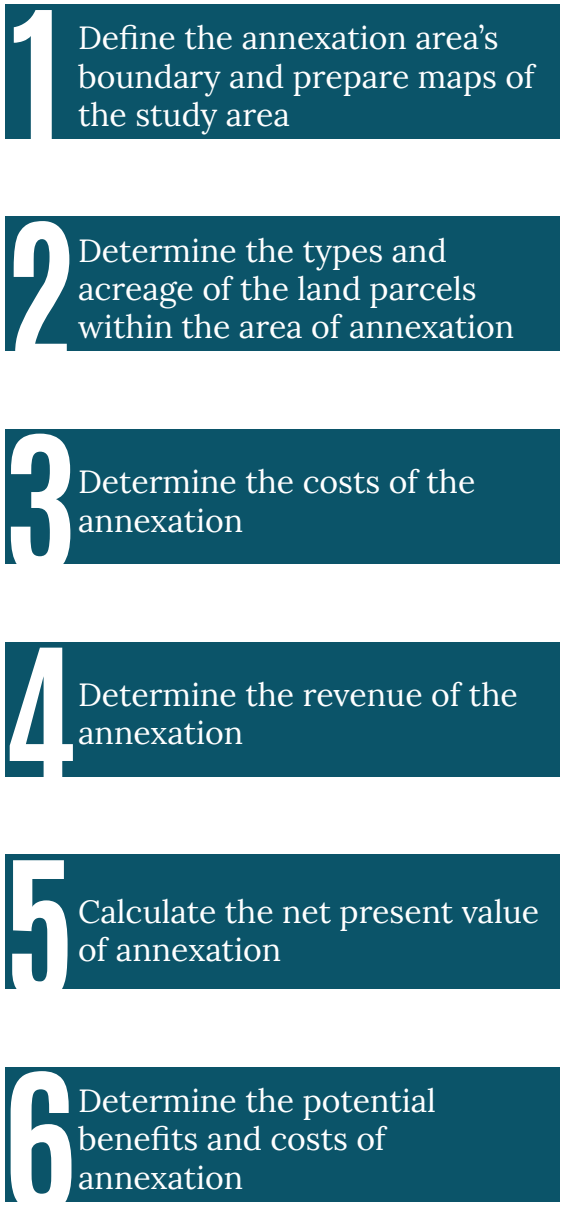
Identifying the area's boundary is the first step to collect data on revenue and expenditures. The boundary of each area begins at a point where the proposed boundary line touches the existing city limits line and continues around the proposed annexation area by general cardinal directions. The following two maps (Figure 5.4 and Figure 5.5) show the two areas of annexation and the current land use types.

Step 2: Determine the Type and Acreage of the Land Parcels

The model considers that the costs of city service vary for different types of land uses as their revenue is different. Thus, the methodology for calculating the costs and revenue of the annexation is based on the type of land use.

In the model, combined are all types of similar land uses to give four land use categories: residential, commercial, industrial, agricultural and open spaces. Figure 5.6 displays a table of the four land use type categories considered by the model and their share of total land in Manchester.

To determine the type and acreage of the parcels the same process was utilized for the prospective areas of annexation. Figure 5.7 and Figure 5.8 convey this information for the Southwest Growth Area and Southeast Growth Area, respectively. Of the 440.31 total acres of land in Southwest Growth Area, 4.15 acres are residential, 37.51 acres are commercial, and 398.65 acres are agricultural and open spaces. The Southeast Growth Area contains a total of 340.60 acres of land, that of which 13.99 acres of residential, 0.18 acres of commercial, and 326.43 acres of agricultural and open spaces



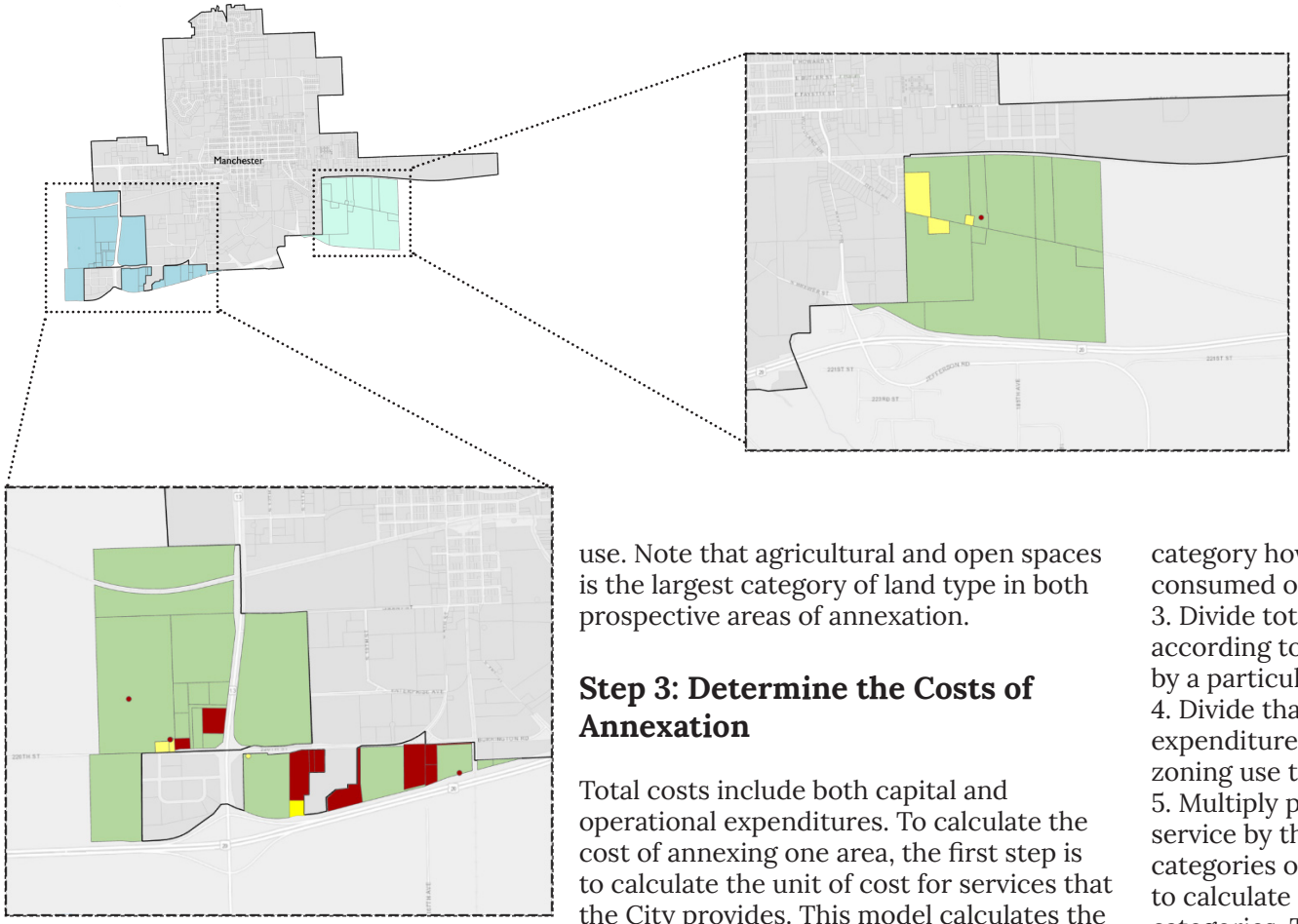


Fig 5.5 - Southeast Growth Area. Source: Assessors Office, GIS Analysis performed by Authors

Fig 5.4 - Southwest Growth Area. Source: Assessors Office, GIS Analysis performed by Authors

use. Note that agricultural and open spaces is the largest category of land type in both prospective areas of annexation.

Step 3: Determine the Costs of Annexation

Total costs include both capital and operational expenditures. To calculate the cost of annexing one area, the first step is to calculate the unit of cost for services that the City provides. This model calculates the per acreage cost of the city services for each of the land use categories for determining the cost of the annexation.
Below is a summary of the steps that should be taken for calculating the cost of services that the city of Manchester provides:

1. Choose a particular service.
2. Allocate to each particular zoning category how much of that service is consumed or required.
3. Divide total expenditure for that service according to the proportions of use taken up by a particular zoning use.
4. Divide that proportional cost of total expenditure by the number of acres in that zoning use to get a per acre cost.
5. Multiply per acre cost for a particular service by the acreage of land for all categories of land in the annexation area to calculate the cost for each of those categories. Then, sum all those costs to calculate the total cost for that service.

Figure 5.9 represents the services that the city of Manchester provides as well as their respective budget for Fiscal Year the 2021-2022. It is important to be aware that that the costs for city services might be different in the future.

Having established the type and acreage of the parcels within areas of annexation, and the total cost for city services, an assessment of various public services and their costs attributed to per acre of each land use type can be conducted.

In this model the costs are allocated to the land uses based on the property value of each land use type relative to total property value. Per-acre costs are then computed based on total acres of land in each land use category. The assumption in this approach is that city services are distributed proportionally to assessed value. Note that capital improvement costs are included in the analysis using existing debt service costs, which reflect an average annual expense for capital improvements, as well as additional ongoing capital expenditures that are not captured in debt service costs. Figure 5.10 illustrates per-acre operational costs and per acre capital costs for each land use type in the city.

Figure 5.10 shows that residential land is the costliest for the City of Manchester at $4,899.92 per acre operational cost and $974.93 per acre capital cost. Conversely, agricultural land is the least expensive at $21.91 per acre cost operational cost and $4.36 per acre capital cost. It costs about $5,848 less to serve an acre of agricultural land relative to an acre of residential land.

Having determined the per-acre cost for each land use type, the model now calculates the cost for each of the annexation areas. Figure 5.11 shows the

Type	Number of Acreage	Percent of Total Land in Manchester
Residential	854.67	27.44
Commercial	499.11	16.02
Industrial	227.32	7.30
Agricultural and Open Spaces	1017.13	32.66
Total land in Manchester	**3,114.73**	

Fig 5.6 - City of Manchester Land Use Categories and their proportions. Source: Authors

Type	Number of Acreage	Percent of Total Land
Residential	4.15	0.94
Commercial	37.51	8.52
Industrial	0	0.00
Agricultural and Open Spaces	398.65	90.54
Total land in Southwest	**440.31**	

Fig 5.7 - Southwest Growth Area Land Use Categories and their proportions. Source: Authors

Type	Number of Acreage	Percent of Total Land
Residential	13.99	4.11
Commercial	0.18	0.05
Industrial	0	0.00
Agricultural and Open Spaces	326.43	95.84
Total land in Southeast	**340.60**	

Fig 5.8 - Southeast Growth Area Land Use Categories and their proportions. Source: Authors

amount of total operational costs is $150,567.40 for Southwest Growth Area, and figure 5.12 shows the total capital costs of $24,994.99 for the area.

Figure 5.13 and 5.14 show the operational costs and capital costs for the Southeast Growth Area which are $87,237.73 and $14,149.21 respectively.

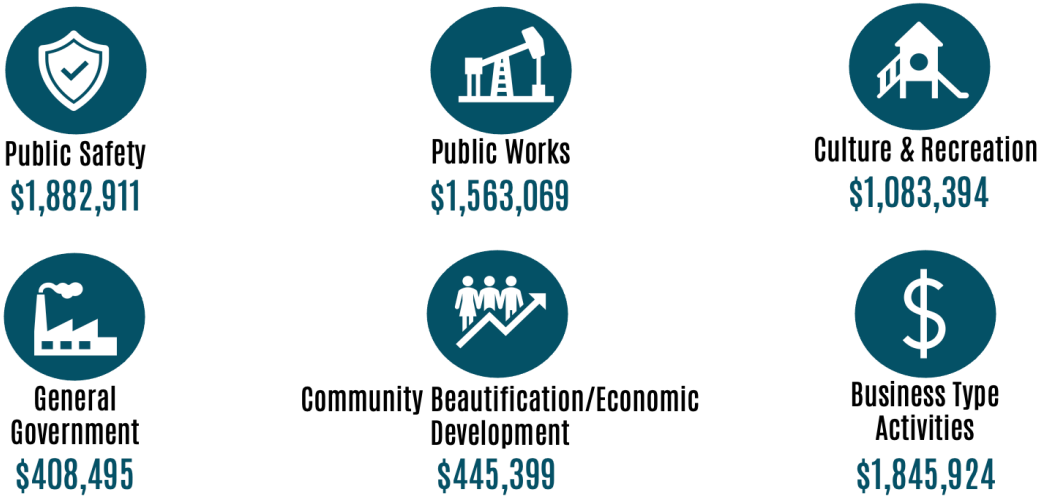


Fig 5.9 - City of Manchester Services and their budget (FY 2021-2022)
*More details can be found on Appendix E

Land Use	Total acres of each land use type	Assessed value share of each land use type	Total Capital Cost	Operational Cost Per Acre	Capital Cost Per Acre
Residential	$854.67	72.62%	$4,187,821.77	$4,899.92	$974.93
Commercial	$499.11	22.28%	$1,284,752.99	$2,574.10	$512.16
Industrial	$227.32	4.72%	$272,077.70	$1,196.87	$238.14
Agricultural and open spaces	$1,017.13	0.39%	$22,283.54	$21.91	$4.36

Fig 5.10 - Per-acre costs for each land use type in the city of Manchester. Source: Authors

Function	Agricultural	Residential	Commercial	Industrial
Public Safety	$2,548.90	$5,934.58	$28,179.03	$0.00
Public Works	$1,728.01	$4,023.32	$19,103.84	$0.00
General Government	$2,386.79	$6,071.16	$25,384.78	$0.00
Culture & Recreation	$1,534.73	$3,573.31	$16,967.05	$0.00
Community Beautification/Economic	$417.08	$971.08	$4,610.95	$0.00
Business Type Activities	$1,886.36	$4,392.00	$20,854.43	$0.00
Total Costs by Land Use Type	**$10,501.87**	**$24,965.45**	**$115,100.08**	**$0.00**
Total Costs	**$150,567.40**			

Fig 5.11 - Costs by Land Use Type for Southwest Growth Area. Source: Authors

Land Use	Total acres of each land use type in Southwest Area	Capital Cost Per Acre	Total Capital Costs of each land use type
Residential	$4.15	$974.93	$4,045.95
Commercial	$37.51	$512.16	$19,211.31
Industrial	$0.00	$238.14	$0.00
Agrecultural and open spaces	$398.65	$4.36	$1,737.73
Total	$24,994.99		

Fig 5.12 - Capital Costs by Land Use Type for Southwest Growth Area. Source: Authors

Function	Agricultural	Residential	Commercial	Industrial
Public Safety	$612.78	$20,005.97	$135.22	$0.00
Public Works	$415.43	$13,562.95	$91.67	$0.00
General Government	$573.81	$20,466.41	$121.81	$0.00
Culture & Recreation	$368.97	$12,045.92	$81.42	$0.00
Community Beautification/Economic	$100.27	$3,273.59	$22.13	$0.00
Business Type Activities	$453.50	$14,805.80	$100.07	$0.00
Total Costs	**$2,524.77**	**$84,160.62**	**$552.33**	**$0.00**
Total Costs	**$87,237.73**			

Fig 5.13 - Operational Costs by Land Use Type for Southeast Growth Area. Source: Authors

Land Use	Total acres of each land use type in Southeast Area	Capital Cost Per Acre	Total Capital Costs of each land use type
Residential	$13.99	$974.93	$13,639.25
Commercial	$0.18	$512.16	$92.19
Industrial	$0.00	$238.14	$0.00
Agrecultural and open spaces	$95.84	$4.36	$417.77
Total	$14,149.21		

Fig 5.14 - Capital Costs by Land Use Type for Southeast Growth Area. Source: Authors

Step 4: Determine the Revenue of Annexation

So far, the costs of annexation for both prospective areas of annexation have been calculated, but costs are only one aspect. The total expected revenue from annexation must also be taken into account, by considering the size of various parcels and their land use in the two areas.
The main sources of revenue for the City includes:

•Property tax
•Local option sales tax
•Fines/Fees
•Charges for utility

The calculation of total revenue is in two parts. First the revenue from property tax which is site specific and uses the assessed value of land and structures on them, state rollback percentage, and the city Combined Levy Rate for FY 2021-2022.
Second is the calculation of revenues from local option sales tax, fines/fees, and charges for utilities. The calculation of the revenue from these sources follows the same process and assumption that was implemented for calculating the costs. Therefore, since the cost elements were based on average present cost and the assumption that annexed land will incur the same level of costs for the community for similar types of land uses, the calculation of revenue from these sources on average present revenue and the assumption that annexed land will generate the same level of revenue for similar types of land uses.

Revenue from Property Tax

There are four basic steps in determining the amount of property tax due on properties which include:

1.Determining the assessed value.
2.Applying property tax exemption.
3.Applying the state rollback percentage to determine taxable value.
4.Applying city Total Levy Rate.

1: Determine the assessed value of the property

To calculate the property tax, we need to know what the assessed value for each property is. Completed annually by the county assessors are the property tax assessments, and they are effective for the next fiscal year. All property tax assessments are based upon the fair market value of a property. Market value would be determined in an arm's length sale transaction between a willing buyer and seller. Assessors may use the sale prices of comparable properties in determining the market value of a property for assessment purposes. Appendix F shows the land use type of the parcels in Southwest and Southeast Growth areas as well as their assessed value.

2: Application of Property Tax Exemption

Property tax credits or tax exemptions reduce the taxable value of a property. If the City of Manchester decides to adopt a provision for tax exemption given to properties in an area to be annexed, it should follow the Iowa law framework. The provision can allow for an exemption from taxation of the following percentages of assessed valuation according to the following schedule:

1. For the first and second years, seventy-five percent.
2. For the third and fourth years, sixty percent.
3. For the fifth and sixth years, forty-five

percent.
4. For the seventh and eighth years, thirty percent.
5. For the ninth and tenth years, fifteen percent.

3: Application of Rollback Percentage

The rollback is a statewide factor that is applied to a class of property to control the total increase in the taxable value. Figure 5.15 shows the rollback percentage for a different class of property for the Fiscal Year 2021-2022.

Land Use Type	Rollback Percentage
Agricultural	84.0305%
Residential	56.4094%
Commercial	90%
Industrial	90%

Fig 5.15 - Rollback percentage for Fiscal Year 2021-2022

4: Application of the City Total Levy Rate

To determine the amount of tax due on a property, the taxable value is multiplied by the levy rate. The levy rate is expressed in dollars of tax per $1,000 of taxable value. The City of Manchester total levy rate for FY 2021-2022 is $15.58 per $1,000 of taxable value.

Southwest Growth Are	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Total Assessed Valuation (Southwest Growth Area)	$732,200	$555,900	$0	$2,840,700	$0
Total Assessed Valuation (Southeast Growth Area)	$760,300.00	$587,000.00	$0	$11,100.00	$0
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58

Fig 5.16 - Requirements for Property Tax Calculation by the Model. This table shows the assessed value of different land use type in Southeast growth area and Southwest growth area.

How the Model Calculates the Revenue from Property tax

To calculate the total property tax for the area of annexation, the model needs the total assessed value for each of the land use type in the area of annexation, the rollback percentage attributed to each of the land use type and the city tax rate for the fiscal year that the city would annex an area (Figure 5.16). By receiving those inputs, the model calculates the total revenue that the city would gain by annexation.

Appendix G shows the results of the model property tax calculation for the Southwest Growth Area and Appendix H shows these calculations for Southeast growth Area. The model calculates the immediate revenue the City would gain by annexing each area in the first year with or without tax exemption as well as the total revenue of annexation with or without tax exemption in 10 years. It also calculates how much money the City should not consider by providing tax exemption during the 10 years of the provision. This helps the City to decide whether to provide a tax exemption to an area of annexation or not. Figure 5.17 and Figure 5.18 show the total revenue from property tax in ten years with or without the provision of tax exemption for Southwest Growth Area and Southeast Growth Area.

	Southwest Growth Area									
	1	2	3	4	5	6	7	8	9	10
Present value of property tax revenue in ten years with provision of tax exemption	$13,309.75	$13,048.78	$12,792.92	$12,542.08	$12,296.16	$12,055.05	$11,818.68	$11,586.94	$11,359.75	$11,137.01
Present value of property tax revenue in ten years without provision of tax exemption	$53,239.02	$52,195.11	$51,171.68	$50,168.31	$49,184.62	$48,220.22	$47,274.72	$46,347.77	$45,438.99	$44,548.03

Fig 5.17 - The Comparison of Total Revenue During Ten Years With/Without the Provision of Tax Exemption for Southwest Growth Area.

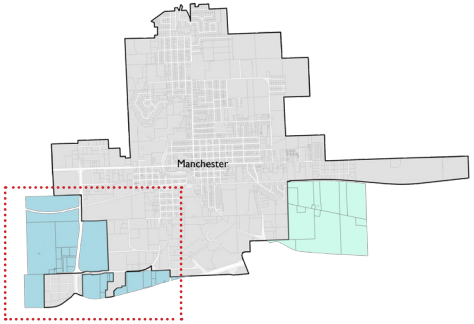
	Southeast Growth Area									
	1	2	3	4	5	6	7	8	9	10
Present value of property tax revenue in ten years with provision of tax exemption	$3,742.24	$3,668.87	$5,755.08	$5,642.24	$7,605.96	$7,456.82	$9,304.41	$9,121.98	$10,859.49	$10,646.56
Present value of property tax revenue in ten years without provision of tax exemption	$14,968.97	$14,675.46	$14,387.71	$14,105.60	$13,829.02	$13,557.86	$13,292.02	$13,031.39	$12,775.87	$12,525.36

Fig 5.18 - The Comparison of Total Revenue During Ten Years With/Without the Provision of Tax Exemption for Southeast Growth Area.

Revenue from Local Option Sales Tax, Fines/Fees, and Charges for Utilities

At this step, the model calculates the revenue that the city of Manchester can expect from the annexation of the Southwest and Southeast Growth area through local option sales tax, fines/fees, and charges for utilities. In the results shown in Figure 5.19 and 5.20, the major assumption is that the revenue from local option sales tax, fines/fees, and charges for utilities for annexed areas will be the same as the existing average revenue that the city gains given various land uses.

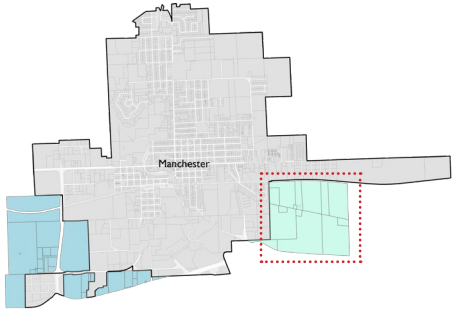
Revenue from Property Tax by Annexing the Southwest Growth Area



Function	Agricultural	Residential	Commercial	Industrial
Public Safety	$602.27	$1,402.26	$6,658.31	$0.00
Public Works	$1,724.05	$4,014.09	$19,060.00	$0.00
Community Beautification/Economic	$182.11	$424.01	$2,013.32	$0.00
Business Type Activities	$3,091.13	$7,197.05	$34,173.58	$0.00
Local Option Sales Tax	$0.00	$0.00	$28,477.27	$0.00
Total Revenue by Land Use Type	$5,599.56	$13,037.40	$90,382.48	$0.00
Total Revenue	$109,019.43			

Fig 5.19 - Revenues from local option sales tax, fines/fees and charges for utilities by Land Use Type for Southwest Growth Area. Source: Authors

Revenue from Property Tax by Annexing the Southeast Growth Area



Function	Agricultural	Residential	Commercial	Industrial
Public Safety	$144.79	$4,727.13	$31.95	$0.00
Public Works	$414.48	$13,531.83	$91.46	$0.00
Community Beautification/Economic	$43.78	$1,429.38	$9.66	$0.00
Business Type Activities	$743.14	$24,261.85	$163.99	$0.00
Local Option Sales Tax	$0.00	$0.00	$136.65	$0.00
Total Revenue by Land Use Type	$1,346.20	$43,950.18	$433.72	$0.00
Total Revenue	$45,730.10			

Fig 5.20 - Revenues from local option sales tax, fines/fees and charges for utilities by Land Use Type for Southeast Growth Area. Source: Authors

Step 5: Net Present Value of Annexation

Next, the net present value of costs and revenue for all types of land uses in the areas of annexation have been determined, and then by subtracting the costs necessary to serve these land uses from the revenues generated in those areas, we get the net present value of annexation for ten years. Note, the costs and revenue factors have been determined based on the Fiscal Year 2021-2022 and current levels of service, and in the calculation of costs and benefit only those affected by adding new areas to the city were included in the analysis. In this analysis, the discount rate used for bringing future cash flow of the cost and revenue of annexation back to their present value is 0.8%.

Southwest Growth Area		1	2	3	4	5	6	7	8	9	10
	Capital	Operating									
Cost	-$38,072.57	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40
Benefits		$122,595.38	$122,595.38	$122,595.38	$122,595.38	$122,595.38	$122,595.38	$122,595.38	$122,595.38	$122,595.38	$122,595.38
Discounted costs	-$38,072.57	$149,372.42	$148,186.92	$147,010.83	$145,844.08	$144,686.59	$143,538.28	$142,399.09	$141,268.94	$140,147.76	$139,035.47
Discounted benefits		$121,622.40	$120,657.14	$119,699.55	$118,749.55	$117,807.09	$116,872.12	$115,944.56	$115,024.36	$114,111.47	$113,205.83
Net present value	-$38,072.57	-$27,750.02	-$27,529.78	-$27,311.29	-$27,094.53	-$26,879.50	-$26,666.17	-$26,454.53	-$26,244.57	-$26,036.28	-$25,829.65
Total net present value		**-$305,868.88**									

Fig 5.21 - Net Present Value of Annexing Southwest Growth Area in Ten Years with Provision of Tax Exemption. Source: Authors

Southwest Growth Area		1	2	3	4	5	6	7	8	9	10
	Capital	Operating									
Cost	-$38,072.57	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40	$150,567.40
Benefits		$163,323.23	$163,323.23	$163,323.23	$163,323.23	$163,323.23	$163,323.23	$163,323.23	$163,323.23	$163,323.23	$163,323.23
Discounted costs	-$38,072.57	$149,372.42	$148,186.92	$147,010.83	$145,844.08	$144,686.59	$143,538.28	$142,399.09	$141,268.94	$140,147.76	$139,035.47
Discounted benefits		$162,027.01	$160,741.08	$159,465.36	$158,199.76	$156,944.21	$155,698.62	$154,462.92	$153,237.02	$152,020.85	$150,814.34
Net present value	-$38,072.57	$12,654.59	$12,554.16	$12,454.52	$12,355.68	$12,257.62	$12,160.34	$12,063.82	$11,968.08	$11,873.10	$11,778.86
Total net present value		**$84,048.21**									

Fig 5.22 - Net Present Value of Annexing Southwest Growth Area in Ten Years without Provision of Tax Exemption. Source: Authors

Southeast Growth Area		1	2	3	4	5	6	7	8	9	10
	Capital	Operating									
Cost	-$21,552.18	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73
Benefits		$49,547.19	$49,547.19	$51,837.44	$51,837.44	$54,127.69	$54,127.69	$56,417.95	$56,417.95	$58,708.20	$58,708.20
Discounted costs	-$21,552.18	$86,545.36	$85,858.50	$85,177.08	$84,501.07	$83,830.43	$83,165.11	$82,505.07	$81,850.26	$81,200.66	$80,556.21
Discounted benefits		$49,153.96	$48,763.85	$50,612.99	$50,211.30	$52,013.60	$51,600.79	$53,357.27	$52,933.79	$54,645.45	$54,211.75
Net present value	-$21,552.18	-$37,391.41	-$37,094.65	-$34,564.09	-$34,289.77	-$31,816.83	-$31,564.32	-$29,147.80	-$28,916.47	-$26,555.21	-$26,344.46
Total net present value		**-$339,237.20**									

Fig 5.23 - Net Present Value of Annexing Southeast Growth Area in Ten Years with Provision of Tax Exemption. Source: Authors

Southeast Growth Area		1	2	3	4	5	6	7	8	9	10
	Capital	Operating									
Cost	-$21,552.18	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73	$87,237.73
Benefits		$60,998.45	$60,998.45	$60,998.45	$60,998.45	$60,998.45	$60,998.45	$60,998.45	$60,998.45	$60,998.45	$60,998.45
Discounted costs	-$21,552.18	$86,545.36	$85,858.50	$85,177.08	$84,501.07	$83,830.43	$83,165.11	$82,505.07	$81,850.26	$81,200.66	$80,556.21
Discounted benefits		$60,514.34	$60,034.06	$59,557.60	$59,084.92	$58,615.99	$58,150.79	$57,689.27	$57,231.42	$56,777.21	$56,326.59
Net present value	-$21,552.18	-$26,031.03	-$25,824.43	-$25,619.48	-$25,416.15	-$25,214.43	-$25,014.32	-$24,815.79	-$24,618.84	-$24,423.45	-$24,229.62
Total net present value		**-$272,759.73**									

Fig 5.24 - Net Present Value of Annexing Southeast Growth Area in Ten Years without Provision of Tax Exemption. Source: Authors

Findings of the Fiscal Impact Analysis

As discussed earlier in this chapter, the City of Manchester is in a position to absorb additional constituents without incurring significant incremental capital costs of service from annexation. That is because the system for water distribution and storage, sanitary sewer collection and treatment, and stormwater conveyance already has the capacity to serve the areas of annexation. However, since capital costs are not the only costs from annexation, the operational costs should also be examined before deciding whether or not to annex.

According to the results of the analysis with the current condition of land use types in the Southwest and Southeast Growth Area, fiscally it would not make sense for the City of Manchester to provide the provision of tax exemption to any of the areas of annexation. Without the provision of tax exemption, the net present value of annexing the Southwest Growth Area in the first year after annexation would be $12,655, and the net present value in ten years would be $84,048 which suggests that the annexation of this area would generate revenue from the first year and is beneficial for the city. In contrast, if the city provides a tax exemption, the annexation of this area would cost the city $305,869 in ten years, although from the eleventh year onwards it will generate revenue ($11,685). Given that, it will take 39 years until the total revenue generated by the annexation of Southwest Growth Area will offset the total cost.

By looking at the future land use map, one can realize that this area would generate more revenue for the city in the future because the future land use map recognizes this area to be used as a combination of residential, commercial, and industrial. These land use types would generate more revenue than agricultural land which is the dominant current use in this area.

Although for Southeast Growth Area, even without the provision of tax exemption, the annexation would incur cost to the fiscal budget of the city. The reason for this result is that the majority of lands in this area are agricultural (87.12%) which have the least positive impact on the city's fiscal position. In addition, the future land use map represents this area as agricultural land. This makes it clear that by preserving all the land in this area as agricultural land use, even in the future this area will not generate enough revenue to justify the costs.

Given the results of the analysis, the City will need to consider the timing and sequencing of annexing the areas as it moves forward. The City of Manchester should prioritize the annexation of the Southwest Growth Area. Because according to the current level of development in this area it would economically make sense for the city. Moreover, for the Southwest Growth Area, the development has been established in the Future Land Use Map which could bring more economic benefits. However, since the current land use type of this area is mainly agricultural, the annexation of this area would have a modest immediate economy of scale for the city. The fact that the current land use of this area is mainly agricultural, would also help the city to build this area according to the overall development pattern of the city. This plan recommends the City of Manchester revisit the future land use of

the Southeast Growth Area and consider whether it should continue to be preserved as agriculture or if it should be developed to accommodate the future needs of the community. Chapter 6 of this plan proposes land use types to guide and stimulate future development in Southeast Growth Area which would be more economically beneficial for the city.

Findings Summary

This plan suggests the City of Manchester prioritize the annexation of the Southwest Growth Area. Due to developments in this area, it would economically benefit the city.

Annexation of the Southeast area with the current condition of land use as well as the suggested use in Future Land Use Map of agriculture is not economically beneficial for the city. Therefore, if the city decides to annex the Southeast Growth area to accommodate the future needs of the community, this plan recommends revisiting the future land use of the Southeast Growth Area.

Step 6: Determine the potential benefits and costs of the annexation

Annexation generally provides numerous benefits to all parties that are involved. From a city's standpoint, annexation creates a mechanism that allows for accommodating future growth. It also allows the city to plan for providing public services. In addition, annexation can guarantee that the city gets compensated for the services it provides. By adding unincorporated territory to the City, Manchester will acquire more land and provide opportunities for future residents. Failure to plan for providing enough residential, commercial, industrial opportunities for future residents might lead to losing population. For example, lack of enough residential opportunities might affect the decisions of people who work within Manchester to locate their housing outside of the city boundary and in the county. This would mean that the City provides some services such as employment to county residents without receiving the full benefits of counting them in its population. However, the City of Manchester should be cautious in decision-making regarding the area of annexation to direct the growth in an efficient way that is also fiscally beneficial.
Through annexation, the City of Manchester will be able to concentrate development in desirable areas. This prevents the extension of infrastructure in different directions which will directly affect the city budget and tax rate for the residents. If annexation happens appropriately, it can also prevent urban sprawl by encouraging development in urban areas where adequate public facilities already exist or where such facilities can be more efficiently provided. Annexation can decrease the level of the underdeveloped area and prevent development on unsuitable lands such as those lying in a floodplain or agricultural land with a high Corn Suitability Rating (Cooper, Nicholas, 2004).

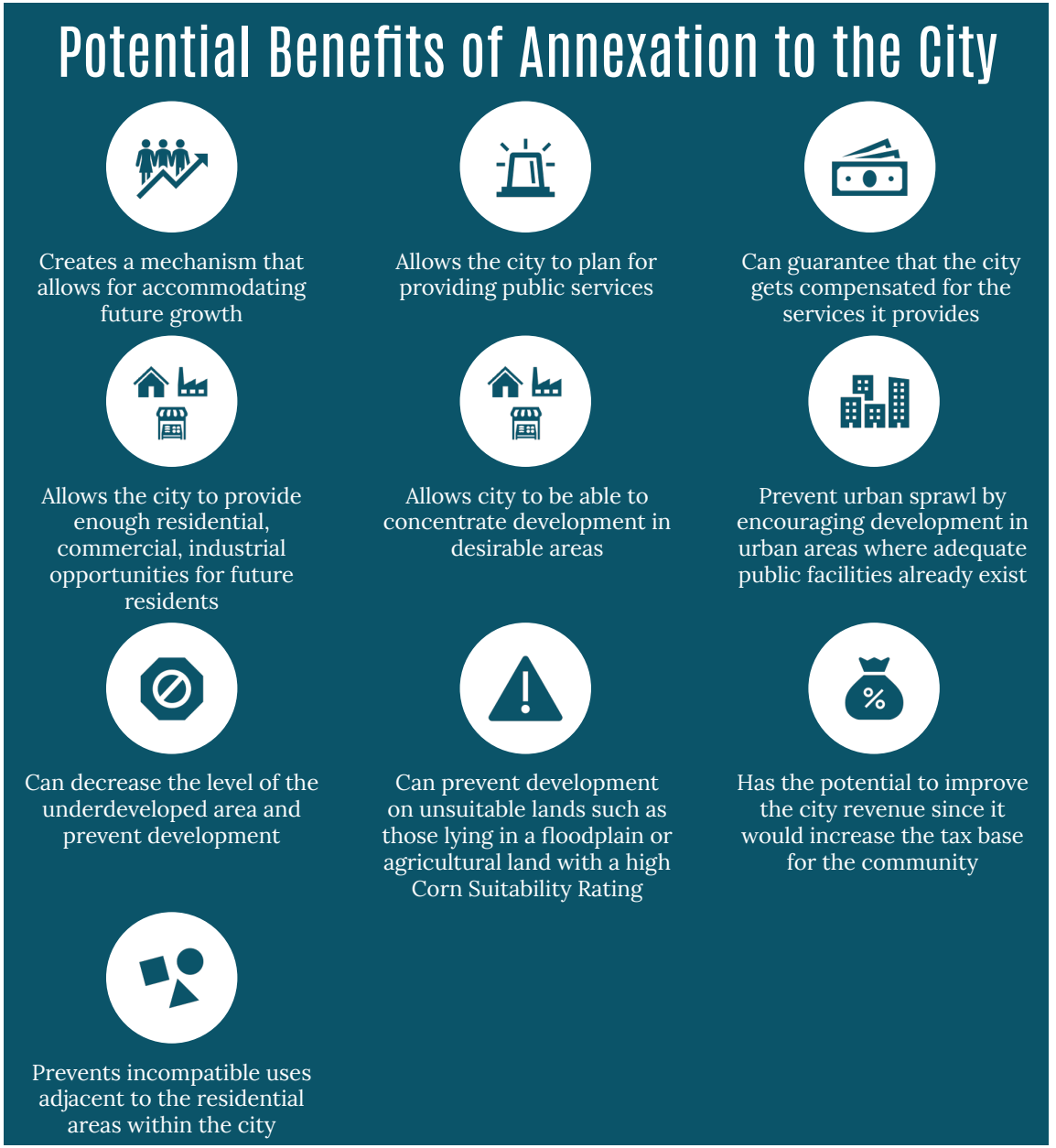
In addition to the value that annexation would have as a growth management tool, it has the potential to improve the city revenue since it would increase the tax base for the community. Increased city revenue can improve existing services, add new services, or decrease the existing tax rates for the residents. The other benefit that residents of the adjacent land to the annexation area would gain through annexation is preventing incompatible uses adjacent to the residential areas within the city. Without annexation, there is no guarantee that CAFOs or other incompatible uses with residential development would not happen in the future.

A landowner also receives several benefits from annexation. Benefits may include but are not limited to, tax incentives including tax exemption and tax abatement, land valuation increases, and public service benefits. A common motivation from people in a potential annexation area for annexation is to obtain a service that the county cannot provide but the city can. Among those services, water and sewage services are frequently cited. Another benefit of

annexation for the residents of the area of annexation is being able to vote for the officials in the city whose decision has an impact on their surroundings.

Annexation can also provide benefits from a county's perspective. For example, now Delaware County is not able to provide adequate public safety services to some areas, and to fill the gap it is paying the City of Manchester over a contract to provide this service to the unincorporated area around the city. In this case, the annexation of these areas by the City of Manchester can alleviate these types of problems for the County.

Independent of all the stated benefits, annexation still may come at a cost. First, if annexation is happening in an economically undesirable area, it would incur some costs to the city budget and consequently would increase the property tax for the current residents of the city. Annexation also might affect residents who already live within the city, by putting more pressure on city services such as public safety, public works, and culture and recreation services. More demand for public services without incoming cash flow would decrease the level of access for current residents. From a county's viewpoint, annexation can create problems in future planning of services and infrastructure and eliminate agricultural land and services.



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6

Extraterritorial Zoning

Introduction

Extraterritorial zoning is used by cities to exercise land use and zoning regulation in an area that is outside of the city's jurisdiction. According to Iowa Code 414.23, cities can control the land use and development "to the unincorporated area up to two miles beyond the limits of such city, except for those areas within a county where a county zoning ordinance exists" (Iowa.gov, 414.23 Extending beyond city limits., 2001). This section focuses on:

- the importance of the application of extraterritorial zoning
- development trends in surrounding areas that are within a two-mile buffer area outside city limits
- guiding the implementation of extraterritorial zoning, identification of areas for preservation from developments
- the creation of a preliminary future zoning map for the two-mile buffer area, and
- recommendations to guide the city on the process of informing property owners in the two-mile buffer area.

Importance of The Application of Extraterritorial Zoning

This plan already addressed that the development of subdivisions outside of the city's boundary is one of the major challenges for the City of Manchester. Delaware County does not have a zoning ordinance, which can result in unsuitable and disorganized developments (i.e., CAFOs, sprawl development of new homes) around Manchester. Any development in the floodplain can result in the loss of life and property during a flood occurrence.

The different types of development can result in the loss of agricultural land and promote sprawl, which is an inefficient way of providing infrastructure facilities. Again, the developments of CAFOs can create environmental pollution (pollute groundwater, air, and river) and loss of agricultural land with high CSR. Any unwanted development around a property can negatively impact the property values and quality of life around them. However, Manchester cannot prevent the development of all types of CAFOs due to the exemption law of agricultural lands from the zoning ordinance. (Iowa.gov, 414.23 Extending beyond city limits., 2001).

A downside of exercising extraterritorial zoning to control land use is that Iowa Code 335.2 applies to this type of zoning. This section of code exempts farms from county zoning regulation, Iowa Code 414.23, which provides extraterritorial zoning, states that "exemption from regulation granted by section 335.2 to property used for agricultural proposes shall apply to such unincorporated area (Iowa.gov, 2001)". Zoning in the extraterritorial area is limited by this section of code, but there is still capacity to regulate certain agricultural activities.

Synthesis of Related Existing Plans

Extraterritorial Zoning

The 2000 Land Use Plan stated that the city should monitor urban fringe development to minimize the potential negative impacts of incompatible land use by conducting a study of Manchester's two-mile buffer area to evaluate the current level of development, and the potential and desirability of future development.

The Land Use Plan also mentioned developing a land use plan and policies for establishing zoning controls for an area of up to two miles beyond Manchester's boundaries. The 2012 Manchester Comprehensive Plan recommends that extraterritorial zoning should be Manchester's primary tool to ensure that inappropriate interim development does not occur in future city growth areas. Establishing an extraterritorial zoning ordinance will also work as a tool for the protection of property owners from undesirable future development in the nearby rural area surrounding the city.

Following the Delaware County Comprehensive Plan, this section sets out to grow Manchester and its periphery in an orderly manner as detailed in the County's plan. Delaware County's plan has a goal to plan for a future of orderly development while protecting viable land for agriculture.

In addition, the plan discourages future growth from occurring in agricultural soils in non-fringe areas. Establishing extraterritorial zoning would allow for Manchester and its periphery to grow in a way that is in congruence with the Delaware County Comprehensive Plan.

Iowa law provides for the extension of municipal zoning up to two miles into adjacent unincorporated areas where the county does not have zoning regulations. This rule applies to Manchester as Delaware County does not have a zoning ordinance.

The purpose of Manchester's zoning ordinance is to serve the public health, safety, and welfare of the city and its jurisdiction. The zoning ordinance classifies properties to its suitable and specific uses, protecting environmentally sensitive areas, enabling compatibility of adjacent land uses, providing sound and attractive development within the city and its jurisdiction, and reflecting all the objectives of Manchester's Comprehensive Plan. However, in the area of extraterritorial zoning, Manchester can maintain the existing zoning density or can apply different zoning density from the city.

Figure 6.1 shows the development densities for different land use categories.

Land Use Category	Density
Agriculture	—Extremely low residential densities, typically below **1 unit per 10 acres**, other uses **5 acres** may be permitted
Parks and Greenways/ Open Space	—Residents should be within **approximately a half mile** of a neighborhood park and all parks should be connected through city's trail and greenway system.
Low Density (Single Family) Residential (R-1-50,60,70,80)	—Typical densities range from **1 to 4 units per acre,** although individual attached projects may include densities **up to 6 units per acre** in small areas
Medium Density Residential(R-2)	—Typical maximum density is 6 to 10 units per acre, typically in a middle range
Townhome Residential Moderate Density(R-3)	—Typical maximum density is 12 units per acre
Multi-Family Residential Medium-Density (R-4)	—Typical maximum density is 17 units per acre depending on the project size.
Multi-Family Residential High-Density (R-5)	—Typical maximum density is 43.5 units per acre depending on the project size.
Downtown Multi-Family Residential High-Density (R-6)	—Typical maximum density is 43.5 units per acre depending on the project size.
Mobile Home Residential (RM)	—Typical maximum density is 8 units per acre; park area should be minimum 8 acres.
Neighborhood Commercial District (C-1)	—Same standards as for the R-3 for permitted residential uses. —No minimum requirement for the commercial use.
Community Commercial District (C-2)	—Same standards as for the R-5 for permitted residential uses —No minimum requirement for the commercial uses.
Highway Commercial District (C-3)	—Same standards as for the R-5 for permitted residential uses —No minimum requirement for the commercial use.
Central Business District (CBD)	—Per housing unit 1,000 sq ft/ per lot 5,000 sq ft for permitted residential uses. —No minimum requirement for the commercial uses.
Office/Business Park District (BP)	Minimum district size is 1 acre
Light Industrial District (I-1)	Minimum district/lot size is 5,000 sq ft.
Heavy Industry District (I-2)	Minimum district/lot size is 5,000 sq ft.

Fig 6.1 - Land Use Category Characteristics and Development Density. Source: Manchester Comprehensive Plan 2012

Identifying Development Trend in Two-mile Buffer Area

This section identifies the current land uses in the two-mile buffer area surrounding Manchester where extraterritorial zoning can be established. Figure 6.4 illustrates that most of the residential and commercial developments took place in the northwest and southeast regions outside of the city.

There are also commercial developments near the intersection of Highway 13 and Highway 20. In addition, there are some dispersed residential parcels throughout the two-mile buffer area. There are a total of 1,513 parcels, approximately 25,850 acres, in the area where Manchester has the authority to establish extraterritorial zoning. Among these parcels, 848 parcels are residential, (1,571 acres), 561 parcels are agricultural (23,444 acres), 98 parcels are commercial (793 acres), and 6 parcels are industrial (44 acres). In terms of the percentage of total area is the following: 90% agricultural, 6% residential, 3% commercial, and only 0.002% industrial. Figure 6.3 and 6.4 show the number of occupied and vacant parcels for each type of land uses, respectively.

Currently, around 75% of residential, 52% of commercial, 66% of industrial, and 31% of agricultural parcels are occupied in the buffer area. However, while looking over the land areas in acres, 77% of residential, 81% of commercial, 9% of industrial, and 35% of agricultural land areas are already occupied.

Land Use	Number of Parcels	Land Areas (in Acres)
Residential	636	1212.66
Agricultural	172	8259.80
Commercial	51	645.51
Industrial	2	4.07

Fig 6.2 - Occupied lands according to land use type in the two-mile buffer area. Source: Assessors Office, GIS Analysis performed by Authors

Land Use	Number of Parcels	Land Areas (in Acres)
Residential	212	358.19
Agricultural	389	15184.66
Commercial	47	147.37
Industrial	1	39.60

Fig 6.3 - Vacant lands according to land use type in the two-mile buffer area. Source: Assessors Office, GIS Analysis performed by Authors

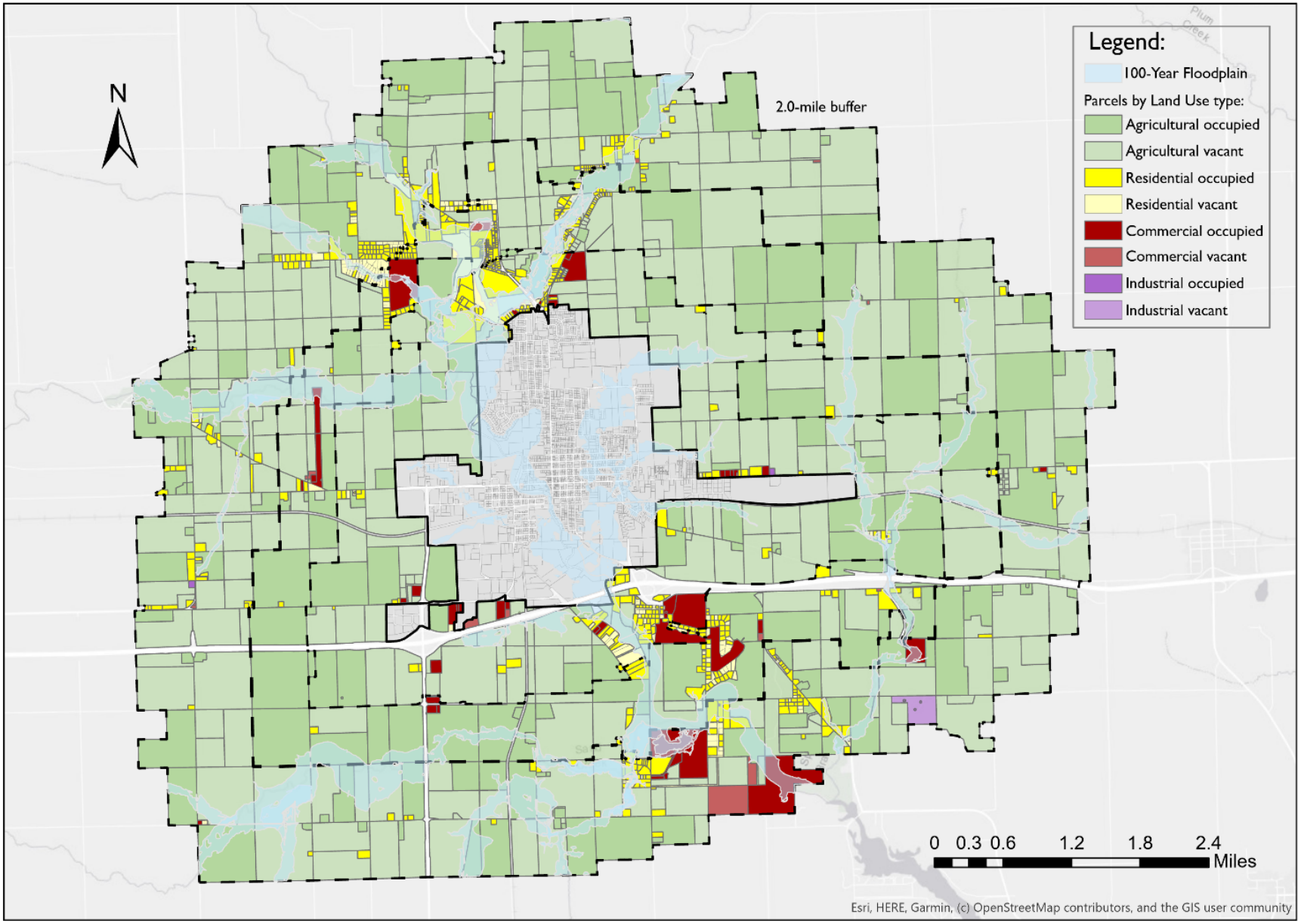

Fig 6.4 - Current land uses in the two-mile buffer area outside of Manchester. Source: Assessors Office, GIS Analysis performed by Authors

Strategies from Peer Communities

Dysart

In addition to extraterritorial zoning being a tool to control residential growth, it also brings with it the added use of regulating activities that negatively impact the environment. Recently in 2020, the City of Dysart enacted an extraterritorial zoning ordinance. Section 109-27 of the city code outlines the authority to regulate agricultural activities in or on the floodplains of any river or stream. This is allowed under Iowa Code 335.2 which states that zoning ordinances "may apply to any structure, building, dam, obstruction, deposit, or excavation in or on the floodplains of any river or stream" regarding land in the county (Iowa.gov, 2001). Manchester would have the police power to restrict certain agricultural activities in the floodplain of the Maquoketa River that runs in a Southeast direction through the region by implementing extraterritorial zoning. Among the eligible activities for regulation would be the creation of confined animal feeding operations (CAFOs). CAFO's can be detrimental to the environment and preventing the creation of these structures from the floodplain would be a method of mitigation when future floods occur. If a flood were to interact with a feeding operation upstream from the city there would be negative environmental impacts downstream, especially to Manchester.

Webster City

In 2004 Webster City established extraterritorial zoning jurisdiction. To prevent certain agricultural activities from occurring in the floodplain of the Boone River that runs south bisecting the city, a greenbelt district was implemented. This greenbelt zone was created to "accommodate open space and floodwater" (Webster City, 2021). Commercial feedlots, commercial grain storage, and drying facilities are not allowed within these zones. Manchester currently does not have a zone with a similar utility, and creating a zone modeled after Webster City's could be used to prevent CAFOs and other agricultural activities from being constructed in the floodplains surrounding the city.

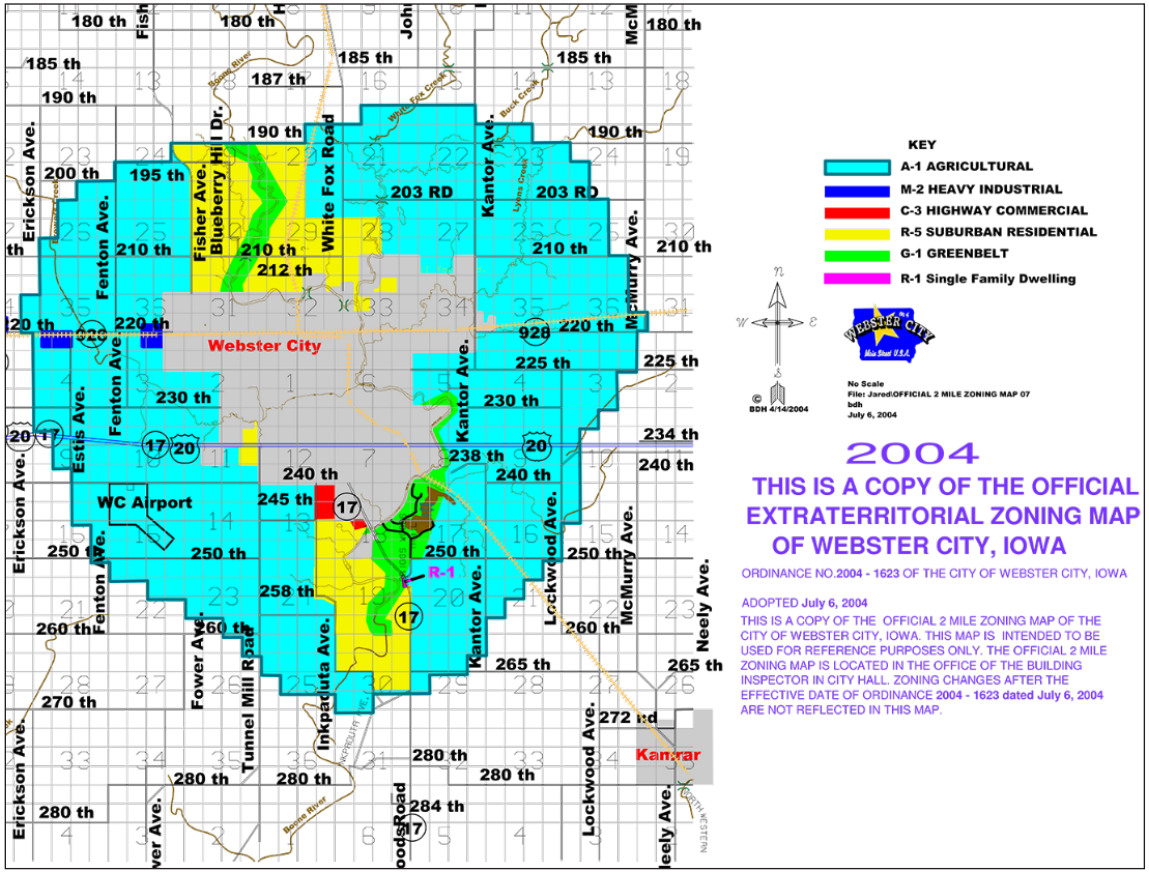

Fig 6.5 - Extraterritorial Zoning Map of Webster City, Iowa. Source: The City of Webster

Recommendations

We recommend that Manchester establish extraterritorial zoning powers that would allow it to guide and regulate growth on the periphery of the city. Before implementing this authority, the city should research the possibility of creating a greenbelt zone to prevent the creation of CAFOs and other agricultural activities from occurring in the floodplains surrounding the community. The study should determine whether the city's current floodway overlay district is sufficient or not to deter development from occurring in vulnerable areas.

Methodology

This plan used the data from county assessors in ArcGIS Pro to identify the current land uses in the two buffer areas for vacant and occupied parcels. This plan consulted a team of the Law School of the University of Iowa and the Iowa Codes related to it to identify the legal aspects for establishing the extraterritorial zoning power. To determine the legal boundaries of extraterritorial zoning, the Planning Team also processed the data through ArcGIS Pro and produced the necessary maps. The team collected the map (Corn Suitability Rating Map) from the website of the Natural Resources Conservation Service Web Soil Survey in partnership with the United States Department of Agriculture and Iowa State University while identifying the prime farmlands for preservation (USDA, 2020; Johanns, 2014). The Planning Team also used the 100-year floodway/floodplain shapefile to determine the areas under the floodplain/floodway overlay district. The developments need to follow the same guidelines mentioned in Manchester's zoning ordinance. To determine the zoning densities, the land use types in the area, and the process, the Planning Team studied a couple of cases where the cities adopted extraterritorial zoning. Besides, the existing zoning ordinance of Manchester was also used to determine the zoning densities. The Planning Team conducted an expert interview with Dr. Jerry Anthony (Professor, School of Planning and Public Affairs, the University of Iowa) to ensure the whole process is legal and legitimate for Manchester. Dr. Anthony has expertise in the fields of land use laws and growth management in the USA. In the end, the team also provided some legal recommendations for the city to prevent disorganized development in the two-mile buffer areas, which are not possible to prevent through extraterritorial zoning.

Guiding the Implementation of Extraterritorial Zoning

Legal Process of Extraterritorial Zoning

A team of Law School Students from the As part of the City of Manchester partnership with the Iowa Initiative for Sustainable Communities, a team of Law School Students from the University of Iowa researched the legal aspects of adapting extraterritorial zoning for Manchester. Their final report listed six steps to complete the process. The steps are summarized here, and details can be found in the document provided to the City titled Zoning and Land Use on the Periphery of Manchester.

Step 1
Confer with County: After contacting the Delaware County Board of Supervisors, Manchester must ensure that the county applied no zoning ordinance where the city wants to establish extraterritorial zoning. This step is required by the Iowa Code 414.23 (1).

Step 2
Appoint New Board and Commission Members: Manchester's Board of Adjustments and the City Planning and Zoning Commission (PZC) must increase by two members. The new member of the Board of Adjustments must be residents of the two-mile buffer area outside city limits. Delaware County Board of Supervisors must appoint four additional members. However, the County Board of Supervisors must appoint a designee (county resident) or one of their members to serve in PZC, and another member in PZC will be a resident of the two-mile buffer area outside city limits. According to Iowa Code § 69.16A, all the new appointments have to be gender balanced.

Step 3
Limits with Neighboring Cities for Extraterritorial zoning: Extraterritorial zoning powers can be limited by adjacent cities. In Manchester's case, the City of Delaware lies within 4 miles of the city limits. Manchester needs to consult with Delaware to decide a midpoint for future zoning activities. The Iowa code states: "If the limits of any such city are at any place less than four miles distant from the limits of any other city which has extended or thereafter extends its zoning jurisdiction under this section, then at such time the powers herein granted shall extend to a line equidistant between the limits of said cities" (Iowa.gov, 2001). In that case, when the neighboring city's boundary is less than four miles from Manchester's boundary, and that city wants to apply their extraterritorial zoning power, the midpoint will be the limit for establishing extraterritorial zoning, and that can be less than two miles beyond the city limits. However, those neighboring cities can determine a halfway midpoint that is not exactly the physical midpoint when both parties agree on it. The specific halfway/limit can be a road/highway/waterbody, which will provide a better boundary than the exact midpoint.

Delaware is on the east side of Manchester and within four miles of Manchester's boundary. Figure 6.6 depicts that Manchester and Delaware cross each other's extraterritorial zoning limits. But if the City of Delaware does not want to exercise its extraterritorial zoning power, Manchester can establish up to full two miles on the east side. In a scenario where Delaware and Manchester both want to establish extraterritorial zoning power, neither of the cities can extend up to two miles. In this instance, for Manchester, the midpoint will be roughly around one mile from the current city boundary on the east side. So, after complying with Iowa code 414.23, the updated extraterritorial zoning limit for Manchester will be the area that is determined in Figure 6.7.

Step 4
Draft an Ordinance for the Extraterritorial Zone and Update Maps: Manchester needs to draft a zoning ordinance, or the scope of the zoning, and update the zoning map with the new areas of the two-mile buffer area outside city limits. The ordinance might vary in its details.

Step 5
Give Notice to Affected Property Owners: The property owners within the area Manchester intends to establish extraterritorial zoning regulation have the same rights of "hearing, protest, and appeal" as those within the city limits of Manchester using this power. According to Iowa code 362.3, Manchester needs to publish the notice regarding extraterritorial zoning in their printed newspaper "Manchester Press" once a week and general circulation. (The section 'Guideline and Recommendations on Informing Residents' explains the process in detail, page 102)

Step 6
City Council Holds a Public Hearing and Passes the Ordinance: After providing notice to the impacted property owners, Manchester's City Council must conduct a public hearing to present the draft/summary of the zoning ordinance. Iowa Code 380.3 requires that the proposed zoning ordinance must be considered and voted at two council meetings before the meeting on which it will be passed. However, if three-fourths of the council members vote in favor of passing the ordinance in the first meeting, it does not require that additional two meetings.

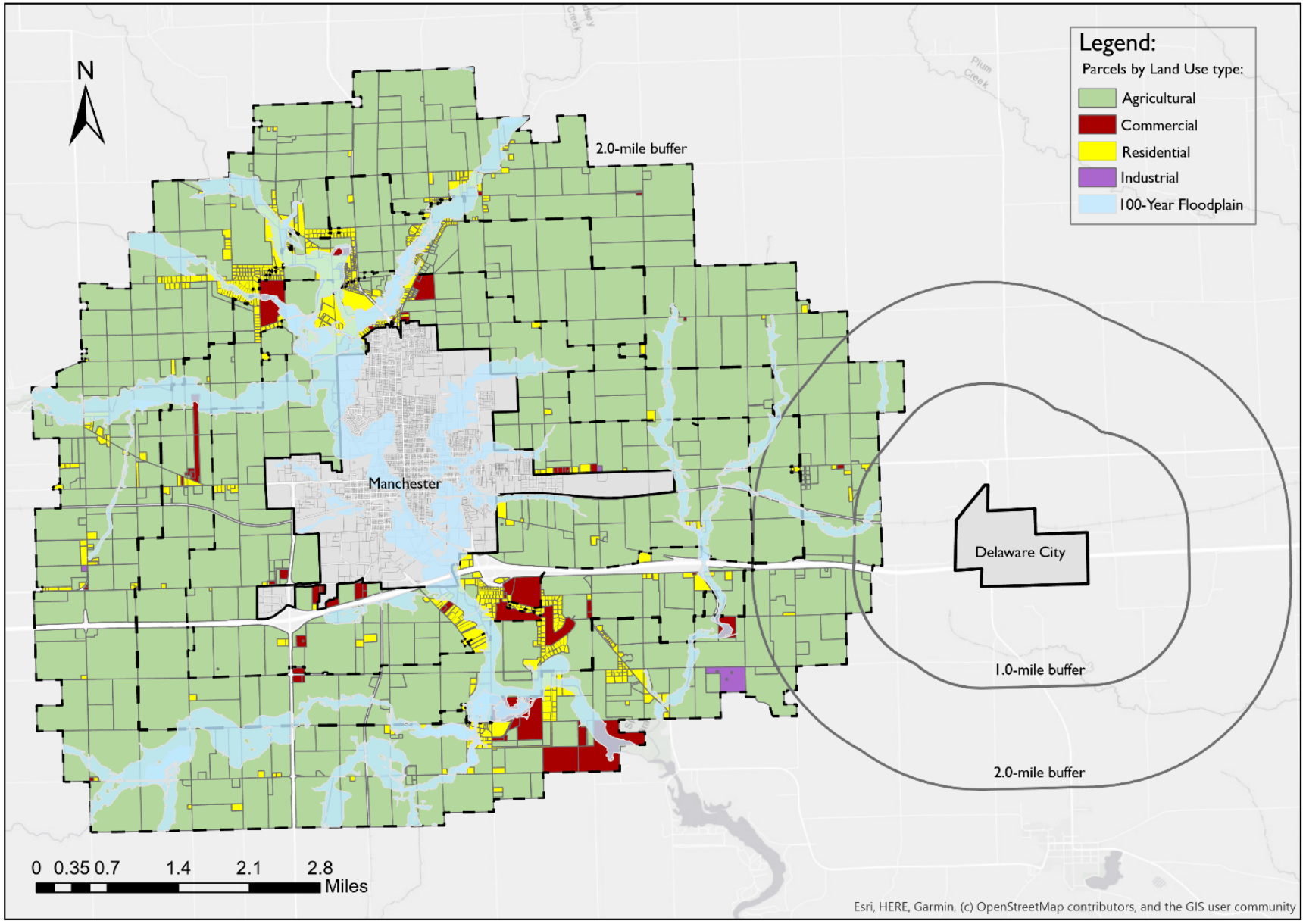

Fig 6.6 - The City of Delaware is within four miles from the existing boundary of Manchester. Source: Assessors Office, GIS Analysis performed by Authors

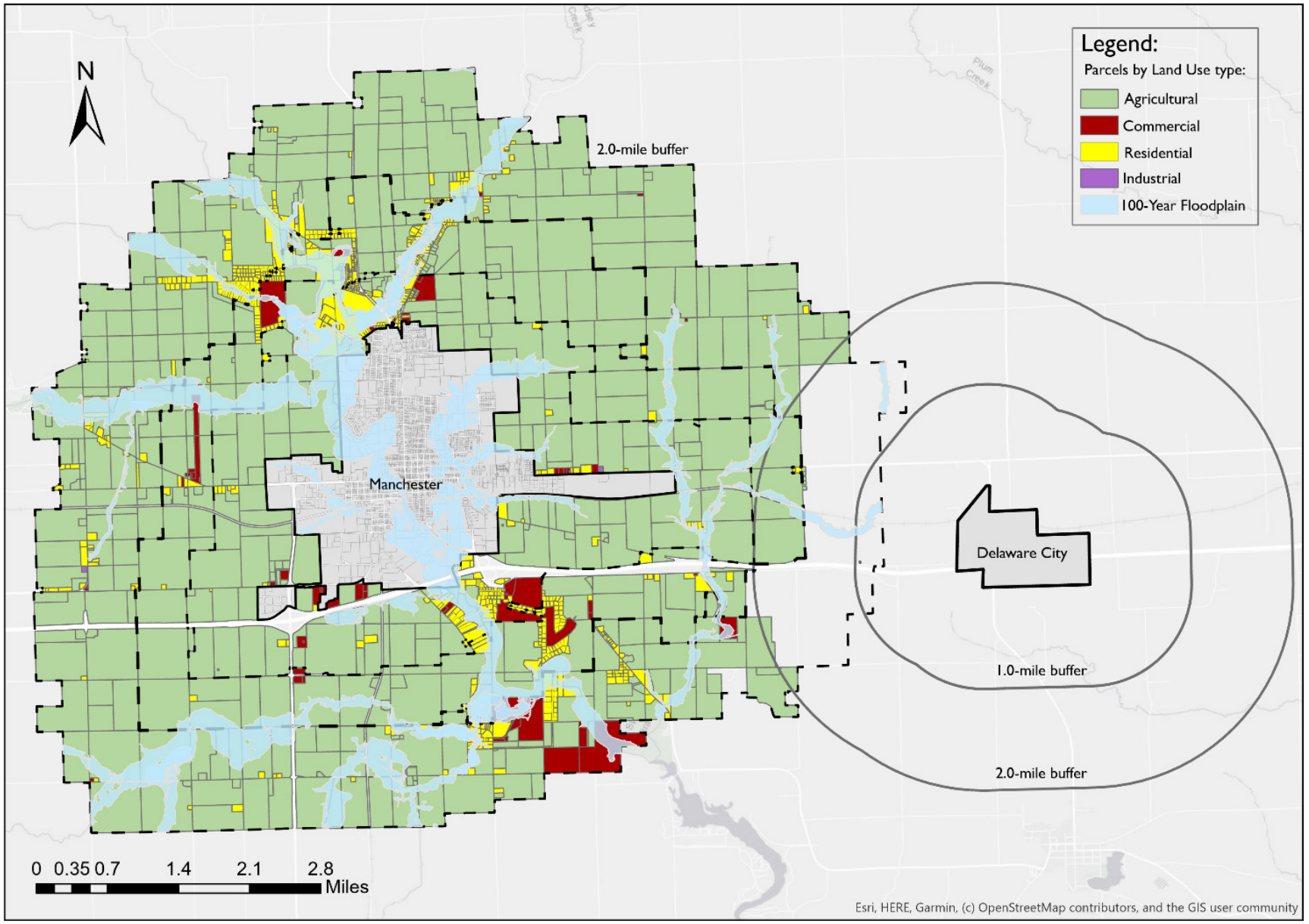

Fig 6.7 - Manchester's legal area to exercise Extraterritorial Zoning (two miles beyond city limits) Source: Assessors Office, GIS Analysis performed by Authors

Guidelines and Recommendations on Informing Residents

Prior to establishing extraterritorial zoning, a public hearing must be held. Iowa Code §414.4 states that a zoning boundary change is only effective until after a public hearing is held where citizens and parties of interest can be heard. A notice must be published in accordance with Iowa Code §362.3, where it is required that the notice must be published at least once. In addition, it is to be published no less than four, but no greater than twenty, days prior to the hearing. Although for the City of Manchester, the zoning ordinance requires a minimum of seven days prior to the hearing and the notice is to include a tentative agenda for the hearing. The method of publication is mandated to be through a newspaper that is of general circulation in the city and is published at least once weekly.

The Manchester Press is published weekly every Wednesday and is the official newspaper of Manchester and Delaware County, therefore it is considered to be in general circulation. To comply with seven days minimum notice of hearing, it is recommended that the city is to publish its notice in the paper that is published on the Wednesday that is nineteen days before the council meeting the hearing is being held on, as well as the Wednesday prior to the meeting. Giving this advance notice should allow for the hearing date to be communicated to more interested residents rather than publishing closer to the minimum notice of seven days. In addition to a greater number of people being informed of the meeting, this will increase transparency and bolster the trust between the community and the government.

Although the state and local code only require that the notice of hearing is to be published through a qualifying newspaper, the city should utilize additional methods of communication to ensure that the message is received by most of the community. Posting the notice on the City's Facebook page could sufficiently increase the dispersion of the notice. Letters could also be sent to the residents in the two-mile buffer area to ensure that the proposed ordinance does not go unnoticed by those who will now be within the city's zoning jurisdiction. (See Appendix J)

Identification of Areas for Preservation from Development

Manchester wants to ensure a good quality of life for its residents by Manchester aims to protect the prime agricultural lands and the floodway and floodplain from any unwanted development. To identify the preservable prime farm/agricultural lands, this plan considers the lands with a high score of corn suitability rating (CSR). For the floodway and floodplain preservation, the 100-year floodplain areas are the prime consideration for this plan. The prime input to prepare the CSR map was the Soil Productivity Rating System (CSR2-data without rainfall), from the Natural Resources Conservation Service Web Soil Survey in partnership with the United States Department of Agriculture and Iowa State University. Figure 6.8 illustrates the map with the CSR of the lands in the two-mile buffer area of Manchester. The CSR is indexed from 0 to 100, where 100 indicates the most productive land. As visible on the map, the orange color lands are the least productive, and the blue ones are the most productive. The lands on the northeast and southwest sides are the most productive. There are also some lands on the south and north sides. These lands are under consideration for preservation as prime agricultural lands. While considering assigning zones in this two-mile buffer area, these lands/parcels will be zoned as 'agricultural.'

Preserving floodways and protecting floodplains will possibly help to mitigate flood hazards and ensure public safety. The flood event of 2008 impacted Manchester severely. Approximately 31% of the vacant parcels (210 parcels out of 658 vacant parcels) contains the area that is under floodplain in this two-mile buffer area. Figure 6.9 shows the lands under the 100-year floodplain in the two miles buffer area of Manchester. The floodplain runs over several directions in this buffer area. There

are lands under the floodplain on the west, south, north, north-west, and south-east side of the city. However, there are 593.89 acres of land under the 100-year floodplain in the two-mile buffer area, which is around 2.3% of the total land. Manchester zoning ordinance states that "the floodway is that portion of the flood plain which must be protected from developmental encroachment to allow the free flow of flood waters" (ManchesterCityCouncil, 2015).

Manchester's zoning ordinance has a section (section 22) for the floodplain/ floodway overlay district for the lands which have significant flood hazards and are located within the 100-year floodplain. Inside the city, all uses must be consistent with the need to minimize flood damage and shall meet the performance standards mentioned on the section 22.8 and 22.9 regarding general floodplain management standards (13 specific rules) and special floodway standards (9 specific rules) respectively (see Manchester Zoning Ordinance, page 65-68).

The ordinance also states that if there is no floodway data for any specific area, the landowner should contact the Department of Natural Resources (DNR) to provide a floodway delineation. The owner/ applicant will be mainly responsible for giving sufficient technical information to DNR to make decisions " (i) whether the land involved is either wholly or partly within the floodway or floodway fringe and (ii) the 100-year flood level" (ManchesterCityCouncil, 2015). A landowner whose land falls under floodway/floodplain should follow both the guidelines mentioned in Section 22 of the city's zoning ordinance and any other rules implemented by the county to obtain a development permit once the city establishes extraterritorial zoning.

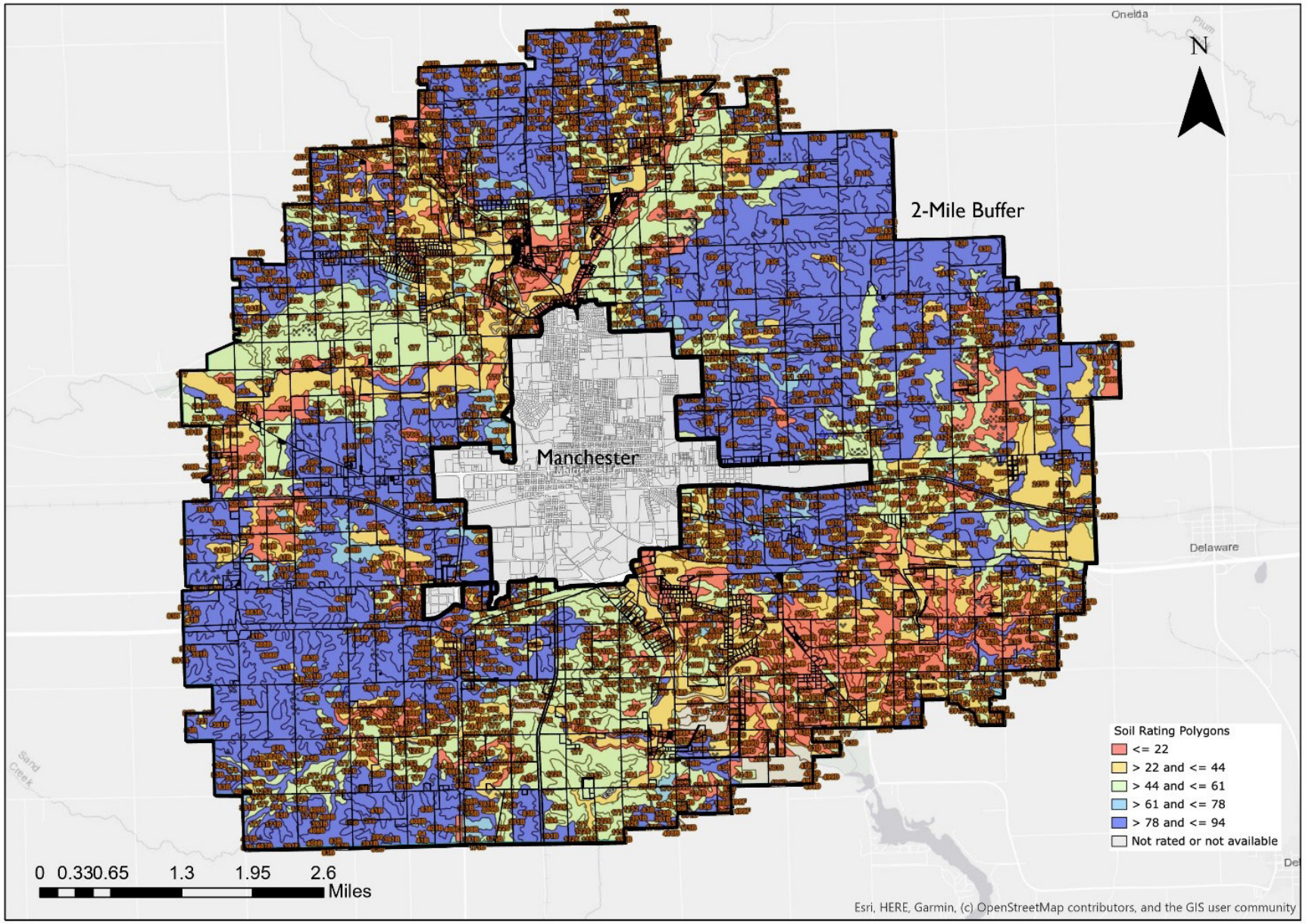

Fig 6.8 - Corn Suitability Rating (CSR) Map in Manchester's two-mile buffer area. Source: Natural Resources Conservation Service Web Soil Survey. Edited by Authors

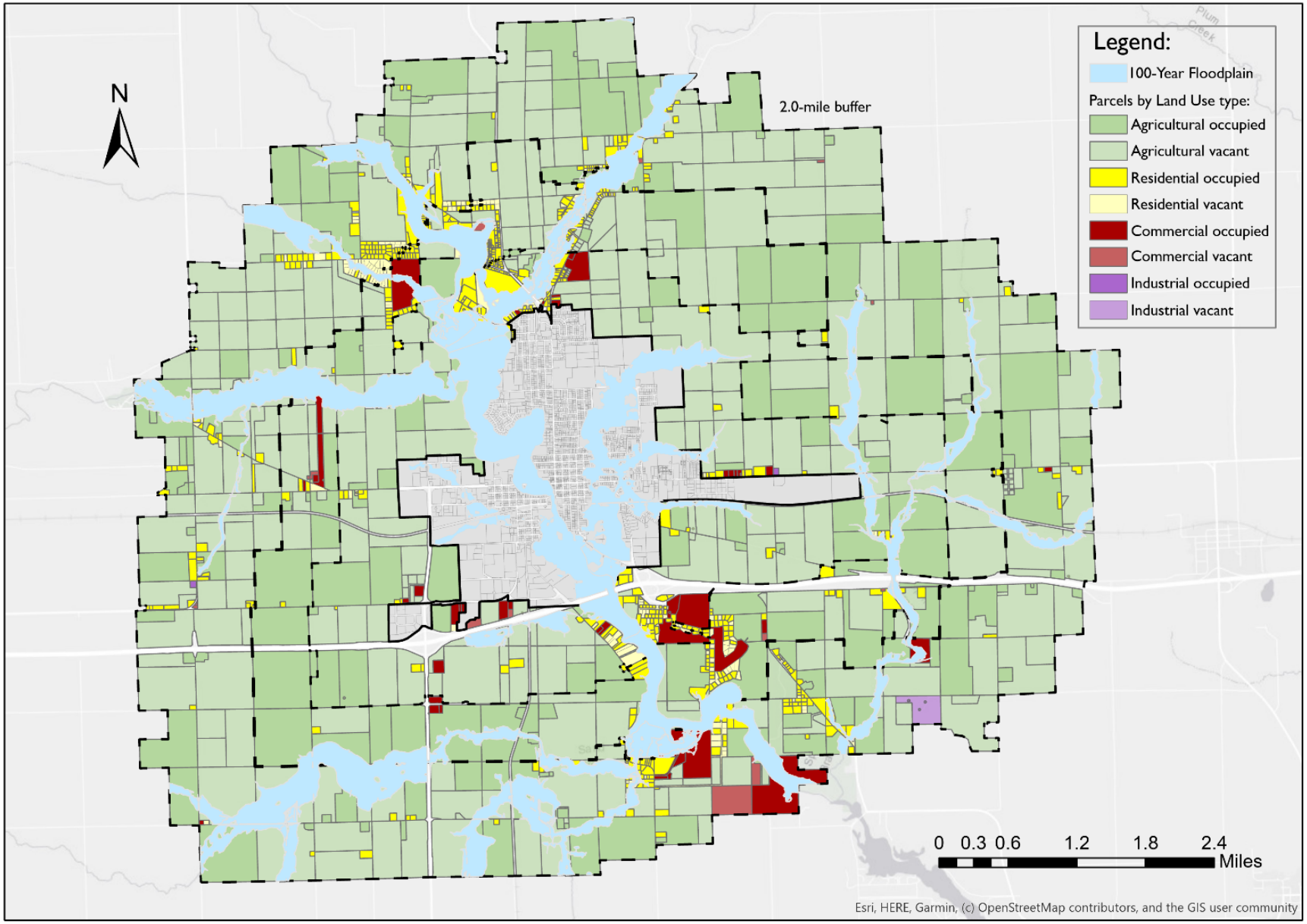

Fig 6.9 - Lands within floodplain boundary in the two-mile buffer area outside Manchester. Source: Assessors Office, GIS Analysis performed by Authors

Developing the Future Zoning Map

Figure 6.10 displays a preliminary future zoning map. Multiple factors determined the future uses. First, the parcel's proximity to the 100-year floodplain. Most of the housing developments outside of the city have already located in areas close to the floodplain, this future zoning map does not encourage more housing development in vulnerable areas. Second, the Corn Suitability Rating. Areas of high CSR ratings were predominantly kept for agricultural use in the future. These lands are vital to the region and one of the purposes of extraterritorial zoning is to protect prime agricultural lands from future developments. All occupied agriculture parcels remained as agriculture in their future use. Third, a parcel's proximity to other fractured zones. For instance, if there was a single commercial parcel by itself, the surrounding parcels were considered to have a future zoning similar to the stand-alone parcel. Determining this was in congruence with a guiding principle of the plan, that is to cluster developments together to save on costs. Lastly, a parcels proximity to Manchester's city limits where there are more services. Located closer to the city where the employers are predominantly located area some residential zones other than single-family.

Other than future zoning portrayed on the map, the areas that are being studied for future annexation by the report are marked. In addition to this, the land south of the intersection of Highway 20 and Highway 13 is an area for annexation in the future due to the high volume of traffic passing through. It may prove to be an ideal place to locate future businesses to capture those who are traveling past the city.

Recommendations to Control Growth

Extraterritorial zoning is a tool to regulate specific uses in the two-mile buffer area beyond the city limits except for any kind of agricultural uses. Iowa Code 335.2 exempts any land, farmhouses, farm barns, or any building or structure used for agricultural purposes from any ordinance that the county may implement regarding zoning, which exemption is also applicable in the extraterritorial zoning area. Establishing extraterritorial zoning will help develop cluster pattern development which will help to minimize sprawling and to protect farmlands and other sensitive areas. But to prevent some unwanted agricultural activities (CAFOs, feedlots), the city may take some additional measures which will help to some extent. Iowa Code 172D.4 states that the feedlots "shall comply with applicable zoning requirements.

The applicability of a zoning requirement shall be as provided in subsection 2 of this section (Iowa.gov, LIVESTOCK FEEDLOTS, §172D.4, 2020)" So, if there are developments of feedlots that can be challenged through this code. Discussed below are additional measures.

1. Convincing the property owners in the two-mile buffer area to make restrictive covenants - Restrictive covenants might be a helpful way to prevent unpleasant animal feeding operation developments. This procedure involves an agreement among landowners that restricts certain future uses of the property. There are two types of covenants personal covenants, and covenants that run with the land. In the context of Manchester, it is essential to have the second one because. In this case, the covenants will run with the land ensuring they last from one owner to the next and don't terminate upon the transfer of title. If the city can convince the land/ property owners to agree on the 'run with the land- restrictive covenant,' which will note prevention of future development, those are incompatible and unpleasant near the residential and commercial areas. The document "Zoning and Land Use on the Periphery of Manchester" enlists more details of the process.

- More information here: https://iisc.uiowa.edu/sites/iisc.uiowa.edu/files/project/files/final_report_-_city_of_manchester_extraterritorial_zoning_study.pdf

2. Fringe area agreement with Delaware County - A fringe area agreement refers to an agreement between the county and the city for orderly and efficient development in the two-mile buffer area beyond the city limits. Iowa code 28E requires the duration,

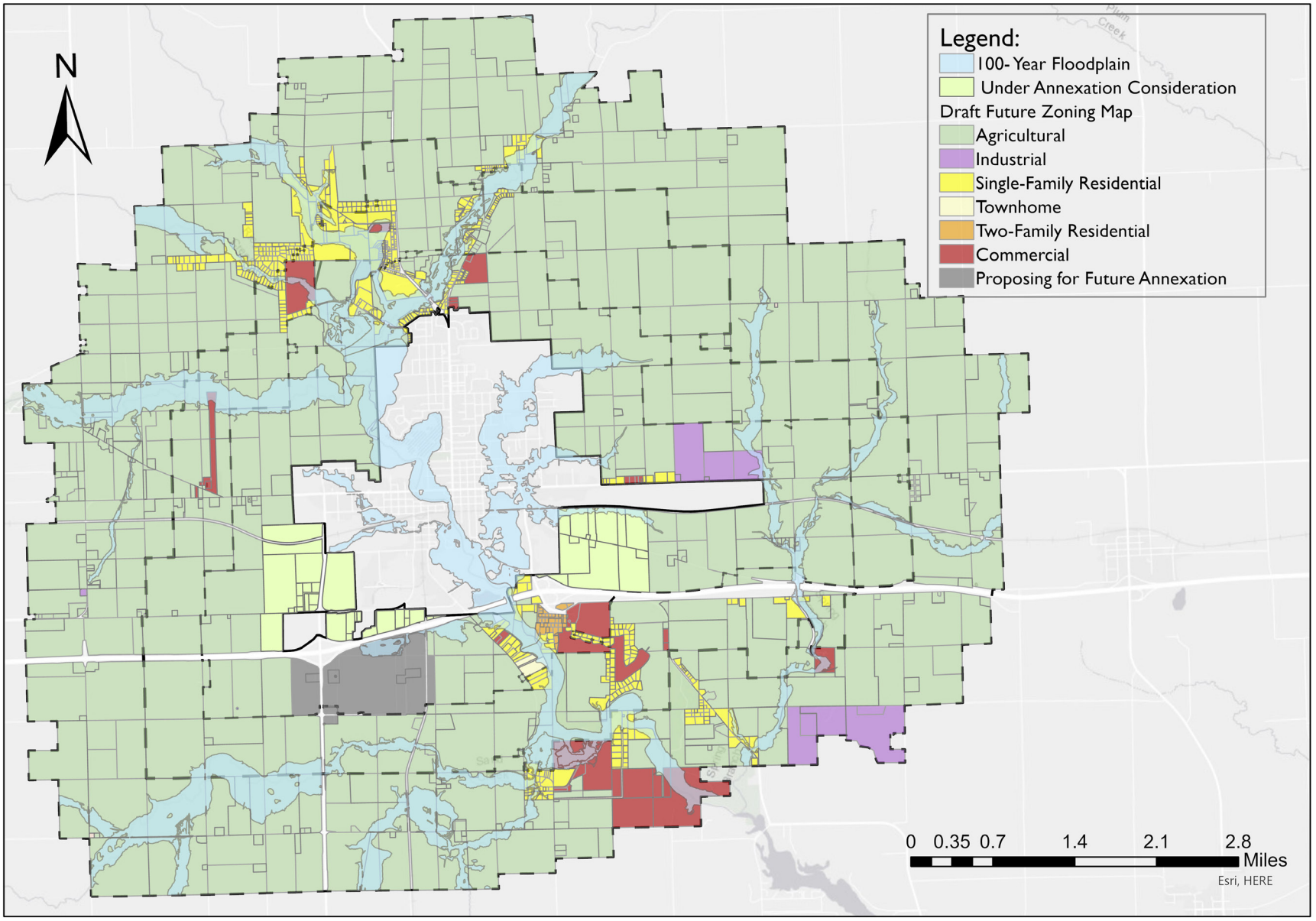

Fig 6.10 - Preliminary future zoning map for two-mile buffer area outside Manchester. Source: Authors

involved parties, purpose, funding source, termination, and other essential matters of the agreement mentioning explicitly in the agreement.

An interview with Professor Jerry Anthony, a Land Use Law expert, suggested convincing the county to regulate the development of the CAFOs within the at least one and a half-mile buffer area beyond the city limits and place them further from residential development for the sake of the welfare and economic health of the county as a whole. But it is important to know for the city that this agreement cannot prevent all types of CAFOs development in the two-mile buffer area due to the rights of farming imposed by Iowa Code 335.2.

3. Involuntary annexation if necessary, for public purpose - Iowa code 368 allows three different forms of annexation, voluntary or unanimous annexation, 80/20 annexation, and involuntary annexation. Iowa code 368.11 governs the process of involuntary annexation, which states that "A petition for incorporation, discontinuance, or boundary adjustment may be filed with the board by a city council, a county board of supervisors, a regional planning authority, or five percent of the registered voters of a city or territory involved in the proposal.

Notice of the filing, including a copy of the petition, must be served upon the council of each city for which a discontinuance or boundary adjustment is proposed, the board of supervisors for each county which contains a portion of a city to be discontinued or territory to be incorporated, annexed or severed, the council of a city if an incorporation includes territory within the city's urbanized area, and any regional planning authority for the area involved (Iowa.gov, CITY DEVELOPMENT, §368.11, 2020)." The detailed legal procedure is noted on the document "Zoning and Land Use on the Periphery of Manchester". However, our expert interview denoted that the process of involuntary annexation can be successful when the purpose of the annexation involves a valid public purpose related to the health, safety, and welfare of the citizens. Manchester should exhaust all the other options before proceeding with involuntary annexation.

However, CAFOs can place their manure pits anywhere near the residential areas in the two-mile buffer area. The CAFO might be located outside of the two-mile buffer area but the pit can be near or inside the two-mile area. So, the county can apply some more manure pits placement regulations with the existing ones within the county area.

Conclusion

It is in Manchester's best interest to establish extraterritorial zoning. Doing so would ensure that future development in the area occurs in an orderly manner, unlike the growth that has occurred in the periphery in the past. Once extraterritorial zoning is put into effect it will remain effective until the county enacts its own zoning ordinance. Note, once extraterritorial zoning is established there is no control beyond the two-mile area where future growth may occur. For residents living in the extraterritorial area, they will need approval from both the city and the county for future development and changes to their property. If Manchester is to successfully guide its growth in the future, establishing extraterritorial zoning is crucial to have control over the developments that occur outside of its own limits that can negatively affect the city if they occur in a disorderly manner.

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Appendices

Employment trend

Industry	2010	2011	2012	2013	2014	2015	2016	2017	2018
Agriculture, forestry, fishing and hunting, and mining	58	42	36	48	38	28	73	64	43
Construction	178	193	177	231	160	96	77	119	97
Manufacturing	493	514	492	529	604	696	617	630	595
Wholesale trade	55	50	78	52	64	54	31	13	34
Retail trade	460	495	494	356	303	320	382	351	423
Transportation and warehousing, and utilities	59	73	34	50	69	114	121	145	124
Information	75	15	25	14	14	11	23	17	31
Finance and insurance, and real estate and rental and leasing	66	68	70	79	71	109	92	79	64
Professional, scientific, and management, and administrative and waste management services	84	105	167	150	163	139	129	104	141
Educational services, and health care and social assistance	621	595	587	579	616	637	674	716	674
Arts, entertainment, and recreation, and accommodation and food services	204	217	162	162	239	212	231	220	240
Other services, except public administration	83	88	56	46	61	90	96	105	128
Public administration	146	171	131	100	90	56	37	64	93
Civilian employed population 16 years and over (Total)	2582	2626	2509	2396	2492	2562	2583	2627	2687

Fig. A.1 - Employment trend over the years of the residents in Manchester ((US_CensusGoV, 2010-2018)

Employment trend

No. of workers by year / Industry	2014	2015	2016	2017	2018
Accommodation & Food Services	262	275	291	259	299
Administrative & Support & Waste Management Services	100 to 249	232	234	216	189
Agriculture, Forestry, Fishing & Hunting	0 to 19	4	6	3	3
Arts, Entertainment, & Recreation	50	52	55	154	33
Construction	275	260	271	274	305
Educational Services	20 to 99	20 to 99	20 to 99	46	37
Finance & Insurance	269	247	290	271	281
Health Care & Social Assistance	1123	1133	1169	1152	1046
Information	52	61	53	49	53
Manufacturing	1846	1908	2319	2233	2,338
Other Services, Except Public Administration	259	265	258	247	258
Professional, Scientific, & Technical Services	113	113	118	96	82
Real Estate & Rental & Leasing	21	32	34	39	37
Retail Trade	658	673	664	655	686
Transportation & Warehousing	125	128	115	113	123
Wholesale Trade	406	408	426	426	473

Fig A.2 - Delaware County's Paid Employees/workers number by year (employees in the total establishment in County); Source: (US_CensusGov, 2014-2018)

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Stakeholders

Identification of Stakeholders and Public Engagement Overview

Before and throughout the development of the Strategic Growth Plan for Manchester, the Planning Team will make deliberate efforts to consider various stakeholders. As a part of the initiating process of planning, identification of stakeholders is one of the most crucial elements to the plan which insures involvement of a wide range of special interests and decision-makers.

Three steps taken in the identification of the stakeholders. In the initial stage, the Planning Team identified the parties, within and beyond city limits, that would be directly or indirectly affected by the plan. Secondly, the team mapped out the identified stakeholders according to their power over our work and their interest in it, on a Power/Interest Grid.

The position allocated to a stakeholder on the grid shows the actions that team needs to take with them:

- High power, highly interested people (Manage Closely): team will fully engage this group and make the greatest efforts to satisfy them.
- High power, less interested people (Keep Satisfied): team will put enough work in with this group to keep them satisfied, but not so much that they become overwhelmed our message.
- Low power, highly interested people (Keep Informed): adequately inform this group and talk to them to ensure that no major issues are arising. People in this category can be very helpful with the detail of the project.
- Low power, less interested people (Monitor): this group should be monitored but avoid providing excessive communication.

List of stakeholders:

Manage Closely

- IISC
- City of Manchester Gov.
  - Emergency Management Services
  - Land Development
  - Parks & Recreation
  - Planning and Building

Keep Informed

- Landowners
- City of Manchester Residents/Businesses
- Two-Mile Buffer Zone Residents
- City of Manchester High-School Students

Keep Satisfied

- Farm Bureau Financial Services
- Manchester Chamber of Commerce
- Delaware Co Economic Development Org

Monitor (Minimum Effort)

- Delaware County Gov.
- Environmental Groups
  - Iowa Dep of Natural Resources
  - Delaware County Conservation
  - Delaware Co Soil & Water Conservation
- Central Intergovernmental Association
- Realtors
- Developers
- Regional Businesses

For ease for understanding, we have placed the stakeholders identified into tiers which will correspond to the Power/Interest Grid. Therefore, as seen in the figure below, tier 1 (T1) represents groups with high power and high interest (Manage Closely), tier 2 (T2) represents groups high power, less interested people (Keep Satisfied); tier 3 (T3) represents low power, highly interested people (Keep Informed); and tier 4 (T4) represents low power, less interested people (Monitor).

Stakeholders

Tier 1

Tier 1 is represented by the stakeholders that will be at the core of the planning process. They have high power and a high interest in the plan; therefore, their inputs will weigh considerably while developing the plan.

The Delaware County Government is included in this group because of the extraterritorial aspect of our scope, which directly impacts them. To avoid any conflict of interests and future disagreement it is crucial to have this group as one of the primary stakeholders.

Tier 2

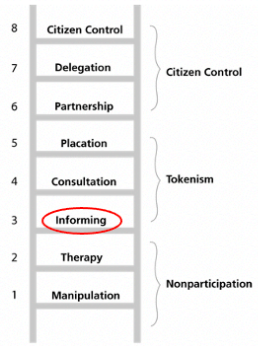
Before this project, there have been platforms arranged for community participation. The Manchester Comprehensive Plan builds on the vision and goals of the 2009 "Good to Great Plan," created as part of an extensive participatory public process. It provides a comprehensive vision for the city's future and a set of concrete action steps to improve the quality of life and make the city more attractive for potential growth.

Given the nature of the Manchester Sustainable Growth Plan, engagement with local residents and business owners (Tier 2) will have the primary goal of informing this group about the purpose of this plan. The purpose of the meeting with local residents is also to collect specific information from the residents that will help enhance the vision of the plan, identify opportunities for development and recognize the strengths within the city.

Inputs from high-school students will also be taken into account in the planning process. It is important to learn from the new generations what is it that attracts or detracts them from the city, so that the plan can, not only incorporate their views, but also consider the next generations.

Those who live within a half-mile buffer zone beyond Manchester will be included in the planning process. This engagement would have the objective of collecting primary data that would enhance the problem statement and recommended development. We would like to learn from the residents what attracted them to the area where they live now.

The engagement would mainly serve to inform the plan on its objectives for infill development and redevelopment within the city.



Arnstein's Ladder (1969)
Degrees of Citizen Participation

Tier 3

People in this group can be very helpful with the detail of the project. Despite having lower power, they need to be adequately informed to ensure that no major conflicts or issues are arising during our planning process, that may have a negative impact in the future.

Tier 4

This group will not be considered for any public engagement.

STAKEHOLDER INFORMATION NEEDS

For each stakeholder identified in the Quadrants, we have identified their specific interests which will allow the team to provide appropriate engagement opportunities. According to these interests, the team allocated the type of information that would need to be shared with each.

Tier 1

Stakeholder Needs	City of Manchester Government	Delaware County Government
Status Reports	✓	✗
Schedule of Future Activities	✓	✗
Timeline	✓	✗

Stakeholders

Notices of Public Meetings	✓	✓
Media/Press Releases	✓	✓

Tier 2

Stakeholder Needs	City of Manchester Residents/Business Owners	Half-mile Buffer Residents	High-school Students
Notices of Public Meetings	✓	✗	✗
Media/Press Releases	✓	✓	✗

Tier 3

Stakeholder Needs	Farm Bureau Financial Services	Manchester Chamber of Commerce	Delaware Co Economic Development
Notices of Public Meetings	✗	✗	✗
Media/Press Releases	✓	✓	✓

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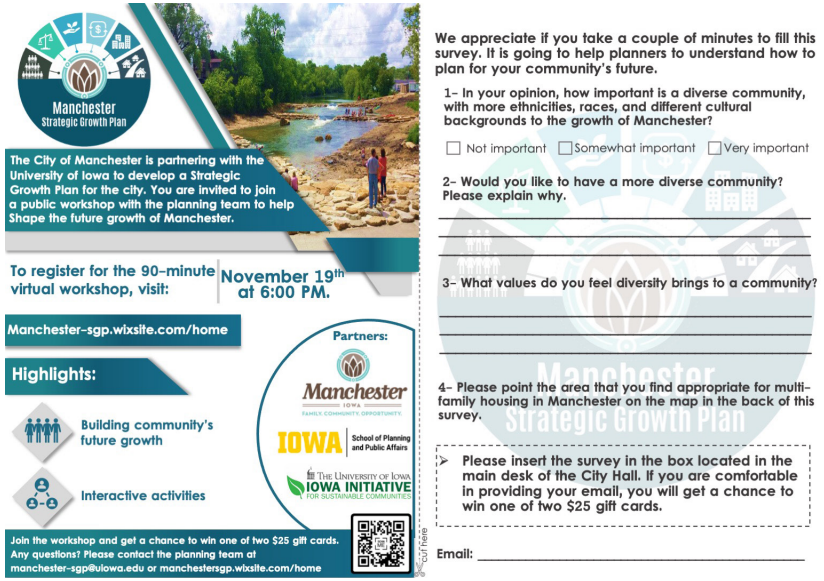
Public Engagement

Poster/Flyers shared on City's website and distributed personally



Project's Website Homepage

Public Engagement

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City holds workshop to discuss Manchester growth

Nov 11, 2020

Manchester Strategic Growth Plan

On Thursday, Nov. 19, the City of Manchester will hold a workshop to gather input from the public for the Manchester Strategic Growth Plan.

The purpose of the plan is to ensure efficient growth within Manchester and areas just outside the city boundaries. The plan continues past planning efforts and will serve as a roadmap for the city's future growth and development over the next five to 10 years. The public is encouraged to attend and let their vision for the city growth be heard.

The workshop will take place from 6-7:30 p.m. virtually through Zoom. To register for the event, visit https://manchester-sgp.wixsite.com/home. Workshop participants will have a chance to win Manchester Bucks to spend at local businesses.

The event is made possible through a collaboration between the City of Manchester and the University of Iowa's Iowa Initiative for Sustainable Communities (IISC) program. Through IISC, graduate students in the School of Planning & Public Affairs are assisting the City in the development of the plan over the course of the academic year.

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E-EDITION

Manchester Press

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+21 GALLERY 2020 HAWK STATE CC

+8 GALLERY 2020 MV STATE CC

Latest News

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Public Engagement

Survey to residents who could not attend the public meeting

Manchester Strategic Growth Plan - Survey

Thank you for giving us a few minutes of your time today. We invite you to participate in a survey being conducted by graduate students at the University of Iowa, School of Planning and Public Affairs in collaboration with the City of Manchester. The purpose of this survey is to understand the residents' perception of city challenges and future growth. Your input is very valuable and greatly appreciated!

This survey is part of a partnership between the City of Manchester and the Iowa Initiative for Sustainable Communities (IISC), a program of the University of Iowa. For more information, please visit https://iisc.uiowa.edu/

It should take about 10 minutes to complete the survey. All answers are completely anonymous and voluntary.

If you have any questions, please contact the planning team at manchester-sgp@uiowa.edu or visit https://manchester-sgp.wixsite.com/home.

Q1 - What are the biggest needs in your community, that the city should immediately address? Please describe in 3 words.

Word 1

Word 2

Word 3

Q2 - If your house was in a floodplain area, would you be willing to have the city buy-out your property and relocate you to a safer area, voluntarily?

- Yes
- No

Q3 - What do you think people perceive about Manchester when they are passing by Highway 20?

Q4 - What would you like them to perceive?

Q5 - If you would have to move to another house what would you be looking for in that house?

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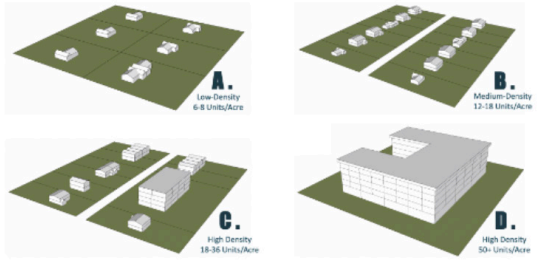
Public Engagement

Survey to residents who could not attend the public meeting

Q6 - How important is diversity to you?

- ○ Not important
- ○ Somewhat important
- ○ Very important
- ○ Prefer not to answer

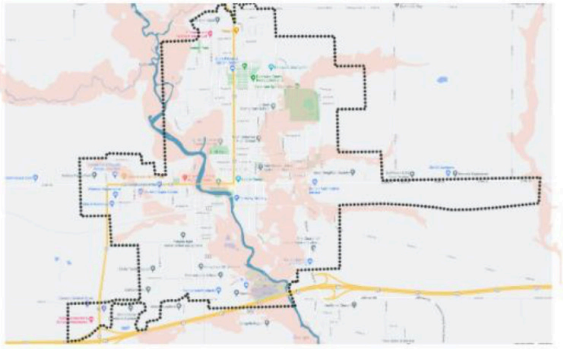
Q7 - Which of the pictures below reflect your preference regarding future housing density?



Please select your preference:

- ○ A
- ○ B
- ○ C
- ○ D

Q8 - Please point the area that you find appropriate for multi-family housing in Manchester on the map below:



Q9 - Would you like to have a more diverse community?

- ○ Yes
- ○ No
- ○ Prefer not to answer

Q10 - What values do you feel diversity brings to your community?

Q11 - What are the benefits of living in Manchester compared to the county?

- ○ House prices
- ○ Access to city amenities (city parks, library, recreation, etc)
- ○ Access to city utilities
- ○ Access to jobs
- ○ Access to restaurants
- ○ Access to retail

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Public Engagement

Survey to residents within half-mile buffer area

Manchester Strategic Growth Plan Survey

Thank you for giving us a few minutes of your time today. We invite you to participate in a survey being conducted by graduate students at the University of Iowa, School of Planning and Public Affairs in collaboration with the City of Manchester. The purpose of this survey is to understand the residents' satisfaction/dissatisfaction about living within two miles of the city of Manchester. Your input is very valuable and greatly appreciated!

This survey is part of a partnership between the City of Manchester and the Iowa Initiative for Sustainable Communities (IISC), a program of the University of Iowa. For more information, please visit https://iisc.uiowa.edu/

It should take about 10 minutes to complete the survey. All answers are completely anonymous and voluntary.

If you have any questions, please contact the planning team at manchester-sgp@uiowa.edu or visit https://Manchester-sgp.wixsite.com/home

Q1- How many people – adults and children – currently live in your household, including yourself?

- ○ 1
- ○ 2
- ○ 3
- ○ 4
- ○ 5
- ○ More than 5

Q2- How many people under 18 years-old currently live in your household?

- ○ 0
- ○ 1
- ○ 2
- ○ 3
- ○ More than 3

Q3- How many people within your household work in Manchester?

- ○ 0
- ○ 1
- ○ 2
- ○ 3
- ○ More than 3

2

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Public Engagement

Survey to residents within half-mile buffer area

Q4- Would you please give your best guess and indicate the answer that includes your annual gross household income:

- ◯ Less than $20,000
- ◯ $20,000 to $29,999
- ◯ $30,000 to $39,999
- ◯ $40,000 to $59,999
- ◯ $60,000 to $69,999
- ◯ $70,000 to $79,999
- ◯ $80,000 or $89,999
- ◯ $90,000 or $99,999
- ◯ $100,000 to $149,999
- ◯ More than $150,000

Q5- How long have you been living at your current address?

- ◯ Less than a year
- ◯ 1 - 3 years
- ◯ 3 - 6 years
- ◯ 6 - 9 years
- ◯ More than 9 years

Q6- Where did you reside before moving to your current address?

- ◯ City of Manchester
- ◯ Delaware County, outside the city of Manchester
- ◯ Somewhere else (City, State). Please specify in the space below:

Q7- From the options below please select the one that applies to your current residence:

- ◯ Purchased the house after it was already built
- ◯ Developed the land and built your house
- ◯ Rented

Public Engagement

Survey to residents within half-mile buffer area

Q8- Considering housing characteristics, select the option that best reflects the factors that attracted you to live in the county instead of living in the city of Manchester:

	Not important	Slightly important	Fairly important	Very important	Not relevant
House price	○	○	○	○	○
Land price	○	○	○	○	○
Lot size or square footage	○	○	○	○	○
Number of bedrooms	○	○	○	○	○
House age	○	○	○	○	○
Property tax	○	○	○	○	○
Preference for being far from neighboring properties	○	○	○	○	○
Access to city amenities (city parks, library, recreation, etc)	○	○	○	○	○
Access to jobs	○	○	○	○	○
Access to restaurants	○	○	○	○	○
Access to retail	○	○	○	○	○
Not paying for utility services provided by the city	○	○	○	○	○
Low crime rates	○	○	○	○	○
Other. Please specify:	○	○	○	○	○

Q9- If you had the choice between two identical homes, one within the city, and one outside in the county, which house would you choose?

- ○ Within the city
- ○ Outside, in the county

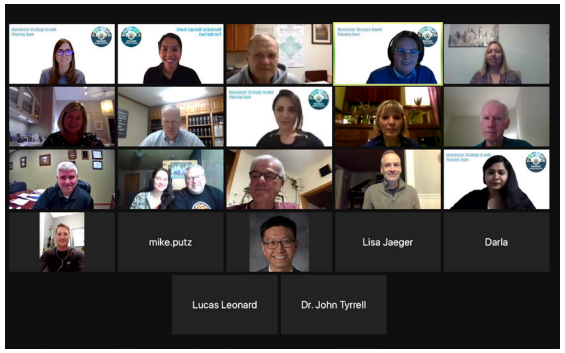
Q10- Which city services would you like to have access to?

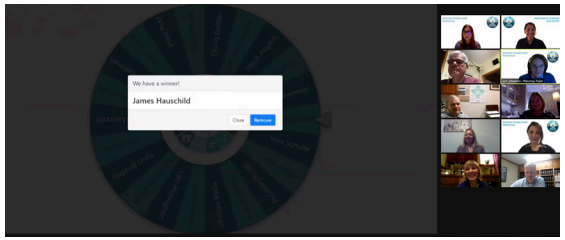
Q11- In your opinion, how important is a diverse community, with more ethnicities, races, and different cultural backgrounds to the growth of Manchester?

- ○ Not important
- ○ Somewhat important
- ○ Very important
- ○ Prefer not answer

Thank you for taking the time to complete this survey. We truly value the information you have provided. Your insights and comments are crucial to the improvement of the community!

Public Engagement





Pictures from Public Workshop

Responses from residents regarding city benefits. Generated by authors

Urban Revitalization Tax Abatement

The Urban Revitalization Tax Abatement Program offers property tax exemptions for new construction, and improvements to commercial, multi-residential, and residential properties. All properties located within the City of Manchester are eligible for this program. The expiration date for this tax abatement is February 1, 2024. Assessment class eligibility and type of tax abatement offered is based on the assessment class of the property.

Commercial Class: retail, hospitality, entertainment or office use. There is no limit on the increase in valuation to which the abatement applies.

Schedule A- Ten -Year Decreasing Value	Schedule B: Three -Year 100% Value
Year 1: 80% of the increased value	Year 1: 100% of the increased value
Year 2: 70% of the increased value	Year 2: 100% of the increased value
Year 3: 60% of the increased value	Year 3: 100% of the increased value
Year 4: 50% of the increased value	
Year 5: 40% of the increased value	
Year 6: 40% of the increased value	
Year 7: 30% of the increased value	
Year 8: 30% of the increased value	
Year 9: 20% of the increased value	
Year 10: 20% of the increased value	

Residential Class: a single-family home or a two-family home (duplex). Improvements to outbuildings (i.e., detached garage) are also eligible. The property tax abatement applies only to the first $75,000 of increased valuation.

Five -Year 100% Value	
Year 1: 100% of the increased value	
Year 2: 100% of the increased value	Year 4: 100% of the increased value
Year 3: 100% of the increased value	Year 5: 100% of the increased value

Multi-Residential Class: a building containing 3 or more dwellings, with at least 75% of the space dedicated to residential use. There is no limit on the increase in valuation to which the abatement applies.

Ten -Year Decreasing Value	
Year 1: 100% of the increased value	Year 6: 70% of the increased value
Year 2: 100% of the increased value	Year 7: 70% of the increased value
Year 3: 100% of the increased value	Year 8: 70% of the increased value
Year 4: 100% of the increased value	Year 9: 70% of the increased value
Year 5: 100% of the increased value	Year 10: 70% of the increased value

City of Manchester Services and their Budget (FY 2021-2022)

Public Safety= $1,882,911	**Culture & Recreation= $1,083,394**
• Police Department/Dispatch= $1,612,046	• Library= $527,698
• Disaster Control= $768	• Parks & Recreation= $316,544
• Fire Department= $244,816	• Aquatic Center= $167,611
• Animal Control = $25,281	• Sports Complex= $30,186
	• Holiday Decorations= $2,000
Public Works= $1,563,069	• Special Events= $12,855
• Roadway Maintenance= $519,180	• Other Parks & Recreation= $26,500
• Street Lighting= $97,500	**Community Beautification/Economic Development= $445,399**
• Traffic Safety= $33,454	
• Snow & Ice Control= $124,193	• Community Beautification= $84,833
• Street Cleaning/Storm Water= $51,627	• Economic Development= $242,700
• Airport= $422,051	• Building & Housing= $112,032
• Solid Waste= $315,064	• Planning & Zoning= $5,834
General Government= $408,495	**Business Type Activities= $1,845,924**
• Legislative= $10,427	• Water Department= $587,845
• Administration= $277,867	• Water Debt= $195,213
• Other General Government= $120,201	• Sewer Department= $666,731
	• Sewer Debt= $405,135

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Land use type of the parcels in Southwest and Southeast Growth areas as well as their assessed value

Southwest Growth Area							
Number of Parcels	Land Use	Assessed Value	Area (sqft)	Area (acres)	AV LAND	AV DWELLING	AV BUILDING
1	Ag Dwelling	$129,000	3813868	87.5543618	84500	41800	0
2	Ag Dwelling	$234,400	3569792	81.95114784	125300	93200	15900
3	Ag Land	$1,500	46395	1.065082645	1500	0	0
4	Ag Land	$121,400	3313453	76.06641414	121400	0	0
5	Ag Land	$36,800	1679104	38.54692378	36800	0	0
6	Ag Land	$12,000	411650	9.450183655	12000	0	0
7	Ag Land	$3,800	103211	2.369398531	3800	0	0
8	Ag Land	$28,700	830582	19.06753903	28700	0	0
9	Ag Land	$4,200	98065	2.251262626	4200	0	0
10	Ag Land	$6,100	152616	3.503581267	6100	0	0
11	Ag Land	$1,400	32755	0.751951331	1400	0	0
12	Ag Land	$5,200	172992	3.971349862	5200	0	0
13	Ag Land	$6,200	141060	3.238292011	6200	0	0
14	Ag Land	$6,400	165447	3.798140496	6400	0	0
15	Ag Land	$6,200	164625	3.779269972	6200	0	0
16	Ag Land	$64,300	1577917	36.2239899	64300	0	0
17	Ag Land	$64,600	1091467	25.05663453	24900	0	39700
18	Commercial	$8,700	85715	1.967745638	8700	0	0
19	Commercial	$3,200	16956	0.389256198	3200	0	0
20	Commercial	$47,700	279335	6.412649219	47700	0	0
21	Commercial	$322,800	7814	0.179384757	0	0	0
22	Commercial	$129,000	7814	0.179384757	0	0	0
23	Commercial	$12,000	7814	0.179384757	0	0	0
24	Commercial	$150,100	63101	1.448599633	39400	0	110700
25	Commercial	$188,900	216733	4.975505051	63800	0	111400
26	Commercial	$432,100	347392	7.975022957	85200	0	346900
27	Commercial	$236,900	44168	1.013957759	32500	0	204400
28	Commercial	$539,700	362009	8.310583104	172600	0	367100
29	Commercial	$569,900	87420	2.006887052	51900	0	518000
30	Commercial	$199,700	92170	2.115932048	47100	0	152600
31	Residential	$4,000	88495	2.031565657	4000	0	0
32	Residential	$164,500	56184	1.289807163	24200	0	140300
33	Residential	$322,800	28408	0.652157943	20900	0	301900
34	Residential	$64,600	7814	0.179384757	0	0	0

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Land use type of the parcels in Southwest and Southeast Growth areas as well as their assessed value

Southeast Growth Area							
Number of Parcels	Land Use	Assessed Value	Area (sqft)	Area (acres)	AV LAND	AV DWELLING	AV BUILDING
1	Ag Dwelling	$143,400.00	2113904	48.52855831	40600	131000	700
2	Ag Dwelling	$217,800.00	201278	4.620707071	3800	194800	19200
3	Ag Land	$8,900.00	339289	7.789003673	8900	0	0
4	Ag Land	$93,300.00	2449743	56.23836088	93300	0	0
5	Ag Land	$56,800.00	1564848	35.92396694	56800	0	0
6	Ag Land	$95,100.00	3357415	77.07564279	95100	0	0
7	Ag Land	$11,100.00	483126	11.09104683	11100	0	0
8	Ag Land	$2,200.00	97559	2.239646465	2200	0	0
9	Ag Land	$26,600.00	652095	14.97004132	26600	0	0
10	Ag Land	$28,400.00	1209307	27.76186869	24500	0	3900
11	Ag Land	$76,700.00	1750669	40.18983012	68800	0	7900
12	Commercial	$11,100.00	7814	0.179384757	0	0	0
13	Residential	$327,900.00	443349	10.17789256	57500	0	270400
14	Residential	$103,300.00	35624	0.817814509	22600	0	80700
15	Residential	$155,800.00	130221	2.98946281	33200	0	122600

Revenue from Property Tax by Annexing the Southwest Growth Area:

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$732,200	$555,900	$0	$2,840,700	$0
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$615,271.32	$313,579.85	$0.00	$2,556,630.00	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$9,585.93	$4,885.57	$0.00	$39,832.30	$0.00

Calculation of Property Tax for Different Land Use Type for FY 2021-2022 Without Provision of Tax Exemption for Southwest Growth Area.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$732,200	$555,900	$0	$2,840,700	$0
Tax Credit (1st an 2nd year)	75%	75%	75%	75%	75%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$153,817.83	$78,394.96	$0.00	$639,157.50	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$2,396.48	$1,221.39	$0.00	$9,958.07	$0.00

Calculation of Property Tax for Different Land Use Type for the First and Second Year After Annexation with Provision of Tax Exemption for Southwest Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$732,200	$555,900	$0	$2,840,700	$0
Tax Credit (3rd and 4th year)	60%	60%	60%	60%	60%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$246,108.53	$125,431.94	$0.00	$1,022,652.00	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$3,834.37	$1,954.23	$0.00	$15,932.92	$0.00

Calculation of Property Tax for Different Land Use Type for the Third and Fourth Year After Annexation with Provision of Tax Exemption for Southwest Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$732,200	$555,900	$0	$2,840,700	$0
Tax Credit (5th and 6th year)	45%	45%	45%	45%	45%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$338,399.23	$172,468.92	$0.00	$1,406,146.50	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$5,272.26	$2,687.07	$0.00	$21,907.76	$0.00

Calculation of Property Tax for Different Land Use Type for the Fifth and Sixth Year After Annexation with Provision of Tax Exemption for Southwest Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$732,200	$555,900	$0	$2,840,700	$0
Tax Credit (7th and 8th year)	30%	30%	30%	30%	30%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$430,689.92	$219,505.90	$0.00	$1,789,641.00	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$6,710.15	$3,419.90	$0.00	$27,882.61	$0.00

Calculation of Property Tax for Different Land Use Type for the Seventh and Eighth Year After Annexation with Provision of Tax Exemption for Southwest Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$732,200	$555,900	$0	$2,840,700	$0
Tax Credit (9th and 10th year)	15%	15%	15%	15%	15%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$522,980.62	$266,542.88	$0.00	$2,173,135.50	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$8,148.04	$4,152.74	$0.00	$33,857.45	$0.00

Calculation of Property Tax for Different Land Use Type for the Ninth and Tenth Year After Annexation with Provision of Tax Exemption for Southwest Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Additional revenue in 1st and 2nd Year	$14,378.89	$7,328.36	$0.00	$59,748.44	$0.00
Additional revenue in 3rd and 4th Year	$11,503.11	$5,862.69	$0.00	$47,798.75	$0.00
Additional revenue in 5th and 6th Year	$8,627.33	$4,397.02	$0.00	$35,849.07	$0.00
Additional revenue in 7th and 8th Year	$5,751.56	$2,931.34	$0.00	$23,899.38	$0.00
Additional revenue in 9th and 10th Year	$2,875.78	$1,465.67	$0.00	$11,949.69	$0.00
Additional revenue During Ten Years	$43,136.67	$21,985.08	$0.00	$179,245.33	$0.00

The additional revenue derived without providing tax exemption for each of the land use categories in 10 year for Southwest Growth Areas.

Revenue from Property Tax by Annexing the Southeast Growth Area:

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$760,300.00	$587,000.00	$0.00	$11,100.00	$0.00
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$638,883.89	$331,123.18	$0.00	$9,990.00	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$9,953.81	$5,158.90	$0.00	$155.64	$0.00

Calculation of Property Tax for Different Land Use Type for FY 2021-2022 Without Provision of Tax Exemption for Southeast Growth Area.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$760,300.00	$587,000.00	$0.00	$11,100.00	$0.00
Tax Credit (1st an 2nd year)	75%	75%	75%	75%	75%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$159,720.97	$82,780.79	$0.00	$2,497.50	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$2,488.45	$1,289.72	$0.00	$38.91	$0.00

Calculation of Property Tax for Different Land Use Type for the First and Second Year After Annexation with Provision of Tax Exemption for Southeast Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$760,300.00	$587,000.00	$0.00	$11,100.00	$0.00
Tax Credit (3rd and 4th year)	60%	60%	60%	60%	60%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$255,553.56	$132,449.27	$0.00	$3,996.00	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$3,981.52	$2,063.56	$0.00	$62.26	$0.00

Calculation of Property Tax for Different Land Use Type for the Third and Fourth Year After Annexation with Provision of Tax Exemption for Southeast Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$760,300.00	$587,000.00	$0.00	$11,100.00	$0.00
Tax Credit (5th and 6th year)	45%	45%	45%	45%	45%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$351,386.14	$182,117.75	$0.00	$5,494.50	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$5,474.60	$2,837.39	$0.00	$85.60	$0.00

Calculation of Property Tax for Different Land Use Type for the Fifth and Sixth Year After Annexation with Provision of Tax Exemption for Southeast Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$760,300.00	$587,000.00	$0.00	$11,100.00	$0.00
Tax Credit (7th and 8th year)	30%	30%	30%	30%	30%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$447,218.72	$231,786.22	$0.00	$6,993.00	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$6,967.67	$3,611.23	$0.00	$108.95	$0.00

Calculation of Property Tax for Different Land Use Type for the Seventh and Eighth Year After Annexation with Provision of Tax Exemption for Southeast Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Assessed Valuation	$760,300.00	$587,000.00	$0.00	$11,100.00	$0.00
Tax Credit (9th and 10th year)	15%	15%	15%	15%	15%
Rollback Percentage	84.0305%	56.4094%	67.50%	90%	90%
Taxable Value	$543,051.31	$281,454.70	$0.00	$8,491.50	$0.00
City Tax Rate /$1000	15.58	15.58	15.58	15.58	15.58
Gross City Tax	$8,460.74	$4,385.06	$0.00	$132.30	$0.00

Calculation of Property Tax for Different Land Use Type for the Ninth and Tenth Year After Annexation with Provision of Tax Exemption for Southeast Growth Area. This calculation is based on the Rollback Percentage and City Tax Rate for FY 2021-2022.

	Agricultural	Single-family Residential	Multi-Family Residential Property Tax	Commercial Property Tax	Industrial Property Tax
Additional revenue in 1st and 2nd Year	$14,930.72	$7,738.35	$0.00	$233.47	$0.00
Additional revenue in 3rd and 4th Year	$11,944.57	$6,190.68	$0.00	$186.77	$0.00
Additional revenue in 5th and 6th Year	$8,958.43	$4,643.01	$0.00	$140.08	$0.00
Additional revenue in 7th and 8th Year	$5,972.29	$3,095.34	$0.00	$93.39	$0.00
Additional revenue in 9th and 10th Year	$2,986.14	$1,547.67	$0.00	$46.69	$0.00
Additional revenue During Ten Years	$44,792.15	$23,215.05	$0.00	$700.40	$0.00

The additional revenue derived without providing tax exemption for each of the land use categories in 10 years for Southeast Growth Area.

Duplex Side-by-Side, Duplex Stacked, and Town House Specifications

Description

A small (1 to 2-story), detached structure that consists of two dwelling units arranged side-by-side, each with an entry from the street. This type has the appearance of a small-to-medium single-unit house and may include a rear yard.

Typical Specifications

Lot	Front-loaded	Rear-Loaded
Width*	55–75 feet	40–70 feet
Depth*	100–150 feet	100–150 feet
Area*	5,000–11,250 sq. ft.	4,500–10,500 sq. ft.
	0.11–0.26 acres	0.10–0.24 acres
Units		
Number of Units	2 units	2 units
Typical Unit Size	600–2,400 sq. ft.	600–2,400 sq. ft.
Density		
Net Density	8–17 du/acre	8–19 du/acre
Gross Density	6–13 du/acre	7–14 du/acre
Parking		
Parking Ratio*		
On-street Spaces	2–3	2–3
Off-street Spaces	1 per unit max.	1 per unit max.
Setbacks		
Front*	10–25 feet	

Gallery of Side-by-Side Duplexes





Description

A small-to medium-sized attached structure that consists of 2 to 16 multi-story dwelling units placed side-by-side. Entries are on the narrow side of the unit and typically face a street or courtyard. The street façades have entrances and avoid garages.

Typical Specifications

Lot	Front-loaded	Alley-Loaded
Width*	N/A	18–25 feet
Depth*		85–120 feet
Area*		1,530–3,000 sq. ft.
		0.04–0.09 acres
Units		
Number of Units	N/A	1
Typical Unit Size		1,000–3,000 sq. ft.
Density		
Net Density	N/A	11–25 du/acre
Gross Density		10–22 du/acre
Parking		
Parking Ratio*	N/A	1–3 per unit
On-street Spaces		1-2
Off-street Spaces		2 per unit max.
Setbacks		
Front*		10–25 feet

Gallery of Townhouses






Description

A small (2 to 2.5-story), detached structure that consists of two dwelling units arranged one above the other, each with an entry from the street. This type has the appearance of a small-to-medium single-unit house, may include a rear yard and fits on narrower lots than the side-by-side duplex.

Typical Specifications

Lot	Front-loaded	Alley-Loaded
Width*	45–75 feet	40–70 feet
Depth*	100–150 feet	100–150 feet
Area*	4,500–11,300 sq. ft.	4,000–10,500 sq. ft.
	0.13–0.26 acres	0.09–0.24 acres
Units		
Number of Units	2	2
Typical Unit Size	600–2,400 sq. ft.	600–2,400 sq. ft.
Density		
Net Density	8–19 du/acre	8–25 du/acre
Gross Density	7–16 du/acre	7–16 du/acre
Parking		
Parking Ratio*	1–2 per unit	1–2 per unit
On-street Spaces	1–3	1–3
Off-street Spaces	1 per unit max.	1 per unit max.
Setbacks		

Gallery of Stacked Duplexes





CITY OF MANCHESTER- NOTICE OF PUBLIC HEARING

ESTABLISHMENT OF EXTRATERRITORIAL ZONING ORDINANCE

Dear Resident,

The City of Manchester City Council will hold a public hearing on Monday, *Month Day, Year,* commencing at X:00 p.m. The hearing will take place at the City of Manchester City Hall, located at 208 East Main Street, Manchester, Iowa 52057. The purpose of the public hearing is to allow all interested parties and residents to be heard considering the establishment of extraterritorial zoning.

(Insert summary of Proposed Extraterritorial Zoning Ordinance)

Beginning *Day of week, Month Day, Year,* the agenda and materials for the hearing will be available for inspection at http://www._____.

Written testimony may be forwarded to the City of Manchester City Council at _____ or e-mailed to _____ by noon of the day of the public hearing. All interested persons will be given an opportunity to be heard. Any person with questions or planning to attend needing special accommodations in order to participate should contact _____.

Dated *Day of week, Month Day, Year,*

Name of Sender

Title of Sender

Signature

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Manchester
Strategic Growth Plan

2021

Picture - City of Manchester downtown.
Source: Authors