



Council Communication

Office of the City Manager

Date

September 24, 2007

Agenda Item No. 67

Roll Call No. 07-

Communication No. 07-596

Submitted by: Richard A. Clark, City Manager

AGENDA HEADING:

Approval of the Beaverdale Mixed-Use PUD Final Development Plan for a mixed-use commercial and residential development at 3001 Beaver Avenue.

SYNOPSIS:

Recommend approval of the Beaverdale Mixed-Use PUD Final Development Plan for a mixed-use commercial and residential development at 3001 Beaver Avenue. The subject property is currently owned by the Des Moines Public School District. The contract purchaser and developer is Rice Development Partners LLC (Richard R. Clark, Member) 206 6th Avenue, Suite 1200, Des Moines, Iowa 50309.

The Beaverdale Mixed-Use Final Development Plan contains residential and commercial uses. The mixed-use building fronting Adams Avenue has 7,250 gross square feet of retail first floor space and 7,250 gross square feet of office space on the second floor. The mixed-use building fronting Beaver Avenue with underground parking for 22 vehicles contains 8,400 gross square feet of retail use on the first floor and a total of 14 apartment units on the second and third floors. In addition, 16 row-house units and 9 townhome units will be built for owner occupants.

Staff recommends approval of the Beaverdale Mixed-Use PUD Final Development Plan as presented, subject to the following conditions:

1. The project must be served by a public storm sewer to be constructed within the Wallace Lane right-of-way. No construction shall be commenced pursuant to the Final Development Plan until adequate provision has been made to the City's satisfaction for the financing and construction of the public storm sewer.
2. The architecture of the nine (9) townhome units shall be amended to include the following additional architectural details:
 - a. Brick wainscoating shall be provided along the bottom two (2) feet of all sides of each building.
 - b. All garage doors shall have multi-light "craftsman" style windows in single or double rows.
 - c. All windows shall be double-hung with a multi-light over single pane "craftsman" style.
 - d. All exterior entry doors shall have multi-light "craftsman" style windows.
 - e. All windows and doors shall have wide wood surrounds of at least 4-inches in width.
 - f. Gables shall include exposed rafters, and decorative beams or braces.
3. The Developer shall install a traffic island in the Adams Avenue entrance drive to discourage left turns for traffic exiting from the site onto Adams Avenue. The developer shall also install 5-foot

wide “neck-downs” on the north and south sides of Adams Avenue east of the Adams Avenue entrance drive to discourage cut-through traffic into the residential neighborhood. No traffic signal will be required at the intersection of Beaver Avenue and Adams Avenue at this time. However, the City Traffic Engineer is directed to monitor the future traffic flows on Beaver Avenue and Adams Avenue and to submit a CIP request to install a traffic signal should it be warranted in the future.

4. The Wallace Lane Storm Sewer shall accommodate contributing drainage areas east of Beaver Avenue.
5. Existing overhead utilities along the east side of Beaver Avenue shall remain overhead on the east side of Beaver Avenue unless under-grounded at the developer or utility’s expense.
6. Stuc-o-flex high performance coating applied to the concrete foundation wall is acceptable as noted on the submitted building elevations.
7. The Landscape Plan is approved as submitted on September 17, 2007, subject to provision of screen plantings around the trash enclosure structure at the southeast corner of the site and the provision of two additional over-story trees around the commercial parking lot north of the mixed used buildings.
8. The chain link fence along the east and north boundaries of the site shall remain unless the adjoining property owners request that it be removed.
9. The diagonal sanitary sewer across the southwest portion of the site shall be televised by the developer after construction on site to document that no damage has occurred during construction.
10. Pole-mounted lighting shall have a maximum height of 20-feet in parking lots and 15 feet for all other areas.
11. All building and pole mounted light fixtures shall have down-directional, sharp cut-off fixtures or shields that prevent light from spilling onto adjoining properties.
12. A sidewalk shall be installed along the south side of the entrance drive from Beaver Avenue.
13. Commercial uses of the subject property shall be limited to uses permitted in the “C-1” Neighborhood Retail Commercial District, except gas stations, boarding houses, shelters for the homeless, and financial service centers that provide check cashing and loans secured by post dated checks or payroll guarantee as their primary activity. Package good stores for the sale of alcoholic beverages will not be permitted, except for the sale of alcohol specifically related to the wine industry. Restaurant uses will be limited to no more than 50% of the retail square footage.

FISCAL IMPACT: NONE

ADDITIONAL INFORMATION:

On March 26, 2007, the City Council voted 7-0 to amend the Des Moines' 2020 Community Character Plan Land Use Plan to rezone the subject property from the "R1-60" One-Family Low-Density Residential District classification to the "PUD" Planned Unit Development District classification. Council also approved the Rice Development Partners "PUD" Conceptual Plan subject to the following conditions (*compliance or variation with each condition is noted in italics*):

1. The Final Development Plan shall be presented to the City Council for review and approval. *Condition satisfied.*
2. All building architecture, including building footprints and materials shall be subject to review and approval of the final development plan by the City Council. *Condition satisfied.*
3. Stormwater from the development shall be discharged to the existing storm sewer within 40th Place right-of-way through an 8" pipe under Wallace Lane. *Condition satisfied. Stormwater from the site will discharge into a new 24" stormsewer in Wallace Lane. The stormsewer in Wallace Lane will also have inlets that will collect stormwater that currently flows in the street during rain events.*
4. The diagonal sanitary sewer across the southwest portion of the site shall be televised by the developer after construction on site to document that no damage has occurred during construction. *Condition satisfied. See condition 9 of the Final Development Plan approval.*
5. A note shall be added to the plan stating that the 6'-tall screen fence at the east end of the east/west access drive across the site shall be 100% opaque and constructed with wood materials. *Condition satisfied.*
6. A note shall be placed on Sheet 4 identifying brick as the predominant siding on the 2-story mixed-use structure oriented toward Adams Avenue. *Condition satisfied. The Final Development Plan building elevations are the result of significant neighborhood input and staff review. The Final Development Plan elevations were approved by the Urban Design Review Board.*
7. The bases of all monument signs will be constructed with masonry materials that match the masonry materials used on the mixed-use structures. *Condition satisfied. No monument signs are proposed.*
8. Lighting for monument signs shall be indirect or downward (not internally illuminated) and shall not operate between the hours of 10:00 PM and 6:00 AM. *Condition satisfied. No monument or pole signs are proposed.*
9. A note shall be added to the plans stating that all site lighting shall be directed downward and shielded from adjoining properties and that lighting for the pedestrian areas shall be provided on poles with a maximum height of 15'. *Condition satisfied. See Final Development Plan condition 10.*
10. The single-family semi-detached structures shall be 1 to 1-½ stories and sided predominantly with brick. *Condition satisfied. See Final Development Plan condition 2.*

11. Commercial uses on the subject property shall be limited uses permitted in the “C-1” Neighborhood Retail Commercial District, except gas stations, boarding houses, shelters for the homeless, and financial service centers that provide check cashing and loans secured by post dated checks or payroll guarantee as their primary activity. Package goods stores for the sale of alcoholic beverages will not be permitted, except for the sale of alcohol specifically related to the wine industry. Restaurant uses will be limited to no more than 50% of the retail square footage. *Condition satisfied. See Final Development Plan condition 13.*
12. Vinyl siding shall not be used as an exterior material. *Condition satisfied. No vinyl siding is proposed on any of the buildings.*
13. The use of traffic calming measures shall be considered at the Development Plan stage. *Condition satisfied. See Final Development Plan condition 3.*
14. The sustainability of the development and the application of the Leadership in Energy and Environmental Design (LEED) Green Building Rating System shall be considered at the Development Plan stage. *Condition satisfied. LEED principles were considered during the design of the Final Development Plan, but certification is not economically feasible for the project without significant public financial assistance.*
15. The Developer shall participate in two neighborhood meeting to be facilitated by City Staff prior to review and consideration of the Development Plan by the City Council. *Condition satisfied. Staff and the developer met with a focus group of neighbors on the evenings of April 18 and May 30, 2007. Both meetings were open to the public and comments were collected by all and transmitted to the developers. Staff met again with the focus group of neighbors on the evening of September 17, 2007. The City Manager’s Office and the Beaverdale Neighborhood Association hosted another public meeting regarding the development on September 18, 2007. The Final Development Plan reflects numerous changes that were made to address comments received at these meetings.*

The following Traffic, Sanitary Sewer and Storm Sewer information has also been prepared during the review of the Final Development Plan:

Traffic:

As identified in the traffic analysis for the Rice School site, the proposed mixed-use development on this site will have a minimal impact on traffic flow on Beaver Avenue. The 2004 traffic volume on Beaver Avenue in this area was 13,300 vehicles per day (vpd), and the proposed development is expected to increase that volume by only three or four percent. This increase is on a base condition of a vacant site, but the previous Rice School generated a significant amount of daily traffic, so the net increase from the previous land use is very minimal.

Access to and from this site, as identified on the proposed site plan, consists of a driveway directly onto Beaver Avenue and a driveway onto Adams Avenue. On Adams Avenue, two traffic calming features have been developed to minimize the impact and intrusion of traffic farther east into the neighborhood: a traffic island in the driveway to discourage exiting traffic from turning left onto Adams; and on Adams, a traffic “choker” to help identify the change from mixed use to residential only and to reduce vehicle speeds. Traffic control at the intersection of Beaver and Adams is proposed to remain with stop signs on Adams. The existing and proposed traffic volumes on Adams

are well below the volumes that would warrant installation of traffic signals, and installation of a signal would provide the opposite effect of the desired traffic calming by attracting additional trips from the neighborhood east of Beaver Avenue to use Adams Avenue.

The existing pedestrian/school signal located south of Adams Avenue is well-placed to serve both Holy Trinity School students as well as the elderly housing on the east side of the street, and can also be used for pedestrians going to or from the proposed Rice Development who need to cross Beaver Avenue. City Traffic and Transportation Division staff will monitor traffic operations at this intersection after the proposed Rice Development is completed, and if future traffic conditions at the intersection warrant installation of traffic signals, the signals can be considered for inclusion in the City’s Capital Improvements Program. They could be installed within the existing right-of-way without requiring any additional intersection modifications.

Additionally, staff reviewed the collective traffic impacts of several proposed or potential developments along Beaver Avenue, including the proposed HyVee Store, Rice Development and Joe’s Square, plus a potential redevelopment of the Boesen’s site. Traffic from the proposed Rice Development was identified through a traffic impact study, as is the proposed HyVee site. For the proposed HyVee site, only 33% of the total trips are expected to use Beaver Avenue, with the majority of the trips using Douglas Avenue and a small percentage using Euclid Avenue west of the site.

The Joe’s Square proposed development would replace the previous 13,000 sq. ft. retail space with 11,000 sq. ft. of retail and 10,000 sq. ft. of office space. Staff estimated that the new retail space would simply offset the traffic generated by the previous retail space, and that the new office space will generate an additional 250 trips per day. For the Boesen’s site, no current development is proposed, but has been considered in the past. Staff assumed a possible 20,000 sq. ft. mixed use development, which would generate 800 trips per day, partially offset by 310 trips per day from the existing 20,000 sq. ft. greenhouse/retail operation, for a net increase of 490 trips per day.

While many of these developments might have traffic distribution of very nearly 50/50 in each direction on Beaver Avenue, staff assumed a maximum distribution of 60% in one direction, which results in somewhat higher total additional traffic on Beaver than the 50/50 split. Based on these assumptions, the total additional traffic on Beaver is as follows:

<u>Development</u>	<u>Vehicles Per Day</u>
Joe’s Square (proposed)	150
Boesen’s (possible)	300
Rice Development (proposed)	570
HyVee (proposed)	<u>610</u>
Total Net New Trips	1,630
Existing Traffic Volume	<u>13,300</u>
Total Beaver Avenue Volume	14,930

Rounded to 15,000 vehicles per day, this new traffic represents a total increase of approximately 12.8%. It is unlikely that the peak periods would experience an increase quite this high, as the different types of uses will generate peak trips at different times of the day. With an overall traffic capacity of 18,000 vehicles per day, the additional traffic will not cause undue congestion or delays, and could accommodate an additional 20% increase in traffic before reaching full capacity.

Sanitary Sewer:

The Beaverdale area is served by two subsystems of the sanitary sewer collection system of the City of Des Moines. The Closes Creek Sanitary Trunk Subsystem serves the area generally lying south of Urbandale Avenue and the Beaver Avenue Sanitary Trunk Subsystem serves the area generally lying north of Urbandale Avenue. Both subsystems were analyzed for sources of infiltration and inflow and for the adequacy of trunk capacity in the late 1970's. Several federally funded projects were completed in the early 1980's to rehabilitate the sewers in both of these areas. The rehabilitation work included replacement of numerous brick manholes, the sealing of sewer joints, sewer spot repairs, the construction of storm sewers as a part of storm inlet removal, and the construction of large diameter relief sanitary trunk sewers. This work was performed with a design criteria that would support flows from the planned commercial areas and an R-2 density from the residential areas.

The Sewer Analysis Division of the Public Works Department monitors the densities of each development to assure that the proposed number of units or intended use of a new structure does not cause or increase any localized sewer problems.

The developer is proposing to bore (tunnel) a sanitary sewer within the access strip from the north side of the site to Wallace Lane and is proposing to make the connection to the existing sewer in Wallace Lane at a new manhole that they will construct.

The critical section on the existing sanitary sewer system downstream of the connection point of the development is a section of 12-inch sewer on 40th Place between Ashby Avenue and Adams Street. This section of sewer has a capacity of 680 gallons per minute and there is currently 260 gallons per minute of unused capacity available. The proposed development is expected to generate 48 gallons per minute of peak flow from the site. This will leaves 212 gallons per minute of unused capacity at the critical section. The downstream sections of sewer have capacity, and there are no plans to modify the downstream sanitary sewer system.

Storm Sewer:

There does not appear to be any change to the general drainage pattern. The existing site drains toward the existing storm drains in the northerly portion of the site that discharge into the gutter of Wallace Lane. All proposed runoff will be directed into the same drainage basin area, but will be piped in public storm sewer all the way to an existing drainage ditch farther downstream.

The three proposed detention basins are designed to hold a maximum of 17,538 cubic feet of runoff storage (equivalent to the runoff from 100 year storm event). The basins are sized to store the runoff generated by up to a 100-year storm event on the developed property with a maximum release rate equal to the runoff generated by a 5-year storm event on the existing (undeveloped) site.

The detention basins are all designed to have a maximum of approximately 3.5 feet of water depth in a 100-year storm event. The controlling elevation for the detention basin is contour 167. The proposed grades around the central detention basin are as much as 6' higher than the 167 contour. Therefore, the central detention basin is deeper. Cross section analysis shows that the side slopes of the detention basins do not exceed 1' foot of vertical change for every 3' of horizontal change in compliance with City standards.

The storm water leaves the basins through storm sewer outlets. The farthest downstream storm manhole (MH #14) has a 12-inch diameter storm sewer outlet that is restricted to 7-inch diameter to allow water to back up into the basins during heavy rain events.

The proposed public storm sewer will extend to an existing manhole behind 4029 Ashby. The stormsewer downstream from the manhole has a total capacity of approximately 40 c.f.s. There is only 7c.f.s. currently flowing in that pipe, so there is approximately 33 c.f.s. of available capacity. There is approximately 4 .c.f.s. generated by this development.

Close to the same quantity of storm water will reach the “downstream utility”, especially when the ground is already saturated during a wet season. During normal rain events the runoff will reach the “downstream utility” faster as a result of the development, but during heavy rain events the runoff will reach the “downstream utility” slower.

PREVIOUS COUNCIL ACTION(S):

Date: March 26, 2007

Roll Call Number: [07-572](#)

Action: [Hearing](#) on rezoning of the property from “R1-60” (One-Family Low Density Residential) to “PUD” (Planned Unit Development), and approve the Rice Development PUD Concept Plan for mixed-use commercial and residential development. ([Council Communication No. 07-170](#)) Moved by Vlassis to adopt and approve the rezoning and Conceptual Plan, subject to final passage of the rezoning ordinance and subject to the Conceptual Plan being first amended as set forth in the roll call, and subject to the Conceptual Plan being further amended to add the following notes: i) Vinyl siding shall not be used as an exterior material. ii) The use of traffic calming measures shall be considered at the Development Plan stage. iii) The sustainability of the development and the application of the Leadership in Energy and Environmental Design (LEED) Green Building Rating System shall be considered at the Development Plan stage. iv) The Developer shall participate in two neighborhood meetings to be facilitated by the City Staff prior to review and consideration of the Development Plan by the City Council. Motion Carried 7-0.

BOARD/COMMISSION ACTION(S): Plan and Zoning Commission

Date: February 15, 2007

Roll Call Number: N/A

Action: A motion to find the proposed zoning inconsistent with the existing 2020 Community Character Land Use Plan Map designation of Public / Semi-Public was approved by a vote of 11-0-1. Motions to approve and deny the request failed due to a lack of affirmative votes. The Plan and Zoning Commission voted 10-1-1 to recommend that any development of the site be subject to the requirements of the Planned Unit Development (“PUD”) zoning district and approval of a “PUD” Concept Plan.

ANTICIPATED ACTIONS AND FUTURE COMMITMENTS:

The City Council will be asked to approve the Beaverdale Commercial Area Urban Renewal Plan and an economic development assistance agreement with the Rice Development Partners.