*	Roll	Call	Number
	*******		

Agenda	Item	Number
	5	7.

Date January 28, 2008

WHEREAS, on January 7, 2008, by Roll Call No. 08-036, it was duly resolved by the City Council, that the City Council consider a proposal from Foods, Inc. (owner) to rezone certain property located in the vicinity of 3425 Ingersoll Avenue, Des Moines, Iowa 50312 from the NPC and R1-60 District classification to the PUD Planned Unit Development District classification, and to approve the proposed PUD Conceptual Plan for such property, and that such proposal be set down for hearing on January 28, 2008, at 5:00 P.M., in the Council Chambers at City Hall; and,

WHEREAS, due notice of said hearing was published in the Des Moines Register on January 17, 2008, as provided by law, setting forth the time and place for hearing on said proposed amendment to the Zoning Ordinance; and

WHEREAS, the Legal Department has prepared an amendment to the Zoning Ordinance of the City of Des Moines to rezone the property located in the vicinity of 3420 Ingersoll Avenue, Des Moines, Iowa 50312, more fully described as follows (the "Property"):

Lots 9, 10 and 11 Crescent Place, an Official Plat; and Lots 16, 17, 18 & 19, Stratford, an Official Plat (Except a portion of Lot 19 beginning at the NW corner of said Lot 19, thence S89°20'55"E, 79.89 feet along the North line of said Lot 19 to a point, thence S89°27'48"W, 69.88 feet to a point; thence S45°24'33"W, 14.06 feet to a point on the West line of said Lot 19; thence N00°00'03"W, 20.04 feet along said West line to the Point of Beginning), all now included in and forming a part of the City of Des Moines, Polk County, Iowa.

from the NPC and R1-60 District classification to the PUD Planned Unit Development District classification; and,

WHEREAS, the Plan and Zoning Commission has recommended that the proposed rezoning and PUD conceptual plan be approved, subject to the conditions identified in the attached letter from the Planning Administrator; and,

WHEREAS, in accordance with said notice those interested in said proposed rezoning, both for and against, have been given opportunity to be heard with respect thereto and have presented their views to the City Council: NOW, THEREFORE,

BE IT RESOLVED by the City Council of the City of Des Moines, Iowa, as follows:

- I. Upon due consideration of the facts, statements of interested persons and arguments of counsel, the objections to said proposed rezoning and PUD Conceptual Plan are hereby overruled and the hearing is closed.
- 2. The proposed rezoning and PUD Conceptual Plan are hereby found to be in conformance with the Des Moines 2020 Community Character Land Use Plan, subject to the conditions identified below.

Roll Call Number	Agenda Item Numbe
Date January 28, 2008	
3. The PUD Conceptual Plan for the Property describ Community Development Department, is hereby approved, subject satisfy the following conditions, and subject to the Community De conditions have been satisfied by the amendments to the plan:	t to the plan being first amended to
The Conceptual Plan shall be amended as set forth in	the attached letter from the
Planning Administrator. (Counc.	il Communication No. 08-037
MOVED by to adopt and Plan, subject to final passage of the rezoning ordinance.	approve the rezoning and Conceptual
FORM APPROVED:  Michael F. Kelley Assistant City Attorney	

COUNCIL ACTION	YEAS	NAYS	PASS	ABSENT
COWNIE				L.
COLEMAN				
HENSLEY				
KIERNAN				
MAHAFFEY				
MEYER	45			
VLASSIS				
TOTAL				
MOTION CARRIED	-		A	PPROVED

Mayor

## CERTIFICATE

I, DIANE RAUH, City Clerk of said City hereby certify that at a meeting of the City Council of said City of Des Moines, held on the above date, among other proceedings the above was adopted.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my seal the day and year first above written.

	City Cler

52

## Rauh, Diane I.

From: Atkins, Debra F.

Sent: Tuesday, January 15, 2008 10:27 AM

To: Rauh, Diane I.

Subject: FW: to P & Z committee re Dahl's grocery store proposal

Diane:

Please include this in the packet for the January 28, 2007 Council Hearing on Dahl's. P&Z already reviewed the item.

Thank you!

Deb

From: dkoethe@mchsi.com [mailto:dkoethe@mchsi.com]

Sent: Tuesday, January 15, 2008 9:15 AM

To: Atkins, Debra F.

Subject: to P & Z committee re Dahl's grocery store proposal

Please forward this to the members of the Plan & Zoning Commission as we discussed on the phone.

Thank you so much!

Sarah Koethe

Dear Plan & Zoning Commission Member:

The North of Grand Neighborhood Association, as you know, is very concerned about the new Dahl's grocery store at 35<sup>th</sup> and Ingersoll. One of their concerns that they have expressed over and over again is that they would like to preserve the house that Dahl's recently purchased on 34<sup>th</sup> Street.

Neighbors, members and the president of NOG, Kimberly Hansen, have asked me if I would consider preserving the house by moving it to another site, since I have done that three different times in this same neighborhood already.

I have responded to their request by telling them that I would be more than willing to move the house. Since Dahl's has not responded to my concerns or NOG's concerns in willingness to allow the house to be moved, we are concerned that they may not respond affirmatively.

Therefore, it is my request that you would consider making it a stipulation that they must preserve the house by allowing it to be moved, when approving Dahl's PUD Concept Plan.

I have a property lot for the house to be moved to in the Woodland-Wilke Neighborhood. The house could be moved before it would interfere with their construction, and I am a proven, qualified mover. I have been responsible for preserving 2 of the houses that the City of Des Moines and NOG wanted preserved from the St. Augustine Church & Plymouth Congregational Church expansions in 2001 on 41<sup>st</sup> street between Grand and Ingersoll. I am also responsible for preserving a house from the DOT that was scheduled for demolition on 31<sup>st</sup> street by the freeway in 2004.

I sincerely appreciate your time concerning this matter. Please give me a call if you have any further questions.

Duane Koethe Four Seasons Apartments 3003 Woodland Ave Des Moines IA 50312

P.S. I am also the owner of Four Seasons II property directly north of Dahl's store at the corner of 35<sup>th</sup> and Woodland. In my request, just like Dahl's request, I also asked for less than a 30 foot setback from Woodland Avenue. My request was denied and I had to adhere to the 30-foot setback. It would seem appropriate that Dahl's would be required to meet the same standards. Notwithstanding the fact that their north facade at the corner of 35<sup>th</sup> and Woodland is 29 feet tall and continues east to a height of 34 feet tall. This certainly would create a "tunn el" effect on Woodland which is a street of only 17-1/2 feet wide.





# NORTH ELEVATION



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INGERSOLL STORE DES MOINES, IA #00686-1 DAHL'S FOODS



## BOUTH ELEVATION



EAST ELEVATION

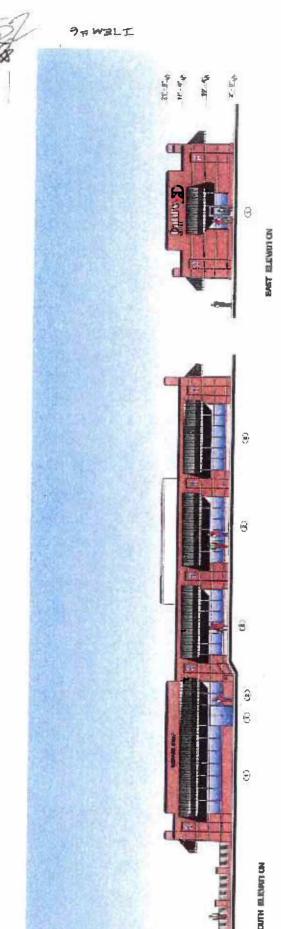
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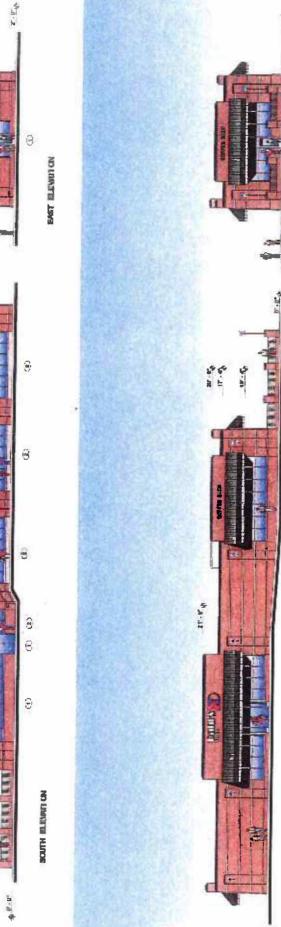
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File # Request from Foods, Inc. (owner) to rezone property located at 3425 Ingersoll Avenue. ZON2007-00039 Rezone property from "NPC" Neighborhood Pedestrian Commercial District & "R1-80" Description One-Family Low-Density Residential District to "PUD" Planned Unit Development and of Action approve a PUD Conceptual Plan for Dahl's Foods Ingersoll Avenue for an approximately 69,885 square foot supermarket grocery store, a 5,600 square foot gas/convenience/coffee shop store with 12 vehicle fueling locations, and associated off-street parking and loading агвая. Commercial: Pedestrian-Oriented Commercial Corridor 2020 Community Character Plan Horizon 2025 No Planned Improvements Transportation Plan "NPC" Neighborhood Pedestrian Commercial District & "R1-60" One-Family **Current Zoning District** Low-Density Residential District "PUD" Planned Unit Development **Proposed Zoning District** Undetermined % Opposition **Consent Card Responses** in Favor Not in Favor Inside Area <20% Outside Area 4 Plan and Zoning Approval 9-1 Required 6/7 Vote of Yes the City Council Commission Action No X Denial

Foods Inc. - 3425 Ingersoll Avenue

ZON2007-00039

MOOD AND AVE

RIDERSOLL AVE

January 7, 2008

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Honorable Mayor and City Council City of Des Moines, Iowa

## Members:

Communication from the City Plan and Zoning Commission advising that at their meeting held December 20, 2007, the following action was taken:

## **COMMISSION RECOMMENDATION:**

After public hearing, the members voted 9-1-1 as follows:

Commission Action:	Yes	Nays	Pass	Absent
Leisha Barcus	X			
David Cupp	X			
Shirley Daniels	X			
Dann Flaherty	X			
Bruce Hellman				X
Jeffrey Johannsen	X			
Greg Jones		X		
Frances Koontz				X
Kaye Lozier	X			
Jim Martin				X
Brian Millard			X	
Mike Simonson	X			
Kent Sovern				X
Tim Urban	X			
Marc Wallace	. X			

APPROVAL of a request from Foods, Inc. (owner) to rezone property located at 3425 Ingersoll Avenue from "NPC" Neighborhood Pedestrian Commercial District & "R1-60" One-Family Low-Density Residential District to "PUD" Planned Unit Development. (ZON2007-00039)

By separate motion members voted 7-3-1 as follows:

Commission Action:	Yes	Nays	Pass	Absen
Leisha Barcus		X		
David Cupp	X			
Shirley Daniels	X			
Dann Flaherty		X		
Bruce Heilman				X
Jeffrey Johannsen	X			
Greg Jones		X		
Frances Koontz				X
Kaye Lozier	X			
Jim Martin				X
Brian Millard			X	
Mike Simonson	X			
Kent Sovern				X
Tim Urban	X			
Marc Wallace	X			



CITY PLAN AND ZORING COMMISSION ARMORY BUILDING 602 ROBERT D. RAY DRIVE DES MODINES, KOWA 50308 --1881 (515) 283-4182

> ALL-AMERICA CITY 1949, 1976, 1961 2003

to recommend APPROVAL of a PUD Conceptual Plan for Dahl's Foods Ingersoll Avanue subject to the following conditions:

1. Provision of a 25' minimum setback for the grocery store building from the west

property line (35th Street).

 Provision of a minimum 20' setback from the southern back of curb along Woodland Avenue a minimum 30' minimum setback for the grocery store building from the 34<sup>th</sup> Street right-of-way.

3. Placement of the grocery store building to the furthest point north on the site to allow a

maximum amount of space for parking to the south.

4. Limitation of the grocery store to a maximum of 60,000 square feet unless the applicant is able to provide 75% of the normal C-2 parking requirement for the applicable building square footage.

5. Limitation of the convenience store and coffee shop building to a maximum of 5,000

square feet.

6. The southernmost entrance from 35<sup>th</sup> Street is moved north to line up with east/west drive aisle north of the fuel pump canopy.

7. Prohibition of fuel pump canopy signage.

- 8. Enclosure of fuel pump canopy support columns with a masonry product that generally matches the convenience store.
- 9. The minimum clearance height under the canopy shall be no less than 13 feet 9 inches and the maximum canopy height shall not exceed 17 feet.
- 10. All gas canopy lighting (including lenses) must be recessed within the canopy ceiling and the side fascia shall extend 12-inches below the canopy ceiling.
- 11. Provision of a scored concrete Class "A" sidewalk and 12 street trees along 35th Street.
- 12. Dahl's is responsible for providing Ingersoll Streetscape improvements along Ingersoll Avenue.
- 13. Provision of an additional 11 overstory trees along the boundary of Woodland Avenue between the sidewalk and the back of curb.

14. Provision of 9 overstory street trees along 34th Street.

- 15. Prohibition of temporary and seasonal outdoor sales on the subject property.
- 16. Limitation of site lighting levels to no greater than 1-foot candle at all points along all property lines.
- 17. Provision of a pedestrian connection from the adjoining parking stalls to the north/south pedestrian walk.
- 18. Provision of 2 ornamental or overstory trees on each island at the north end of the 1<sup>st</sup> and 3<sup>rd</sup> rows of parking as counted from west to east.
- 19. Provision of a landscaped parking lot island approximately in the middle of the eastern most row of parking in the western parking lot.
- 20, Identification of all existing and proposed public easements on the PUD Concept Plan.
- 21. Addition of a stormwater management summary statement on the PUD Concept Plan.
- 22. Coordination of a bus stop location with DART and the City Traffic Engineer.
- 23. Elimination of the note referring to an "Architectural Review Committee."
- 24. Replacement of the "PUD Development Standards" notes with the following:

## P.U.D. DEVELOPMENT STANDARDS

a) Use of the property is limited to those uses allowed in the "C-1" Neighborhood Retail Commercial District and to gas stations with a maximum of 4 gas pumps (8 fueling stations).

b) The installation of decorative fencing and/or a masonry wall is required along Ingersoll Avenue and the portion of 35th Street frontage that is adjoined by the parking lot. Landscaping material is to be used in these areas that provides a

vertical edge along the streets.

- c) The installation of a masonry wall and landscaping to buffer all loading dock areas from adjoining properties and public right-of-ways is required.
- d) The use of chain link fencing is prohibited.
- e) The use of overhead utility service lines to any building is prohibited.
- f) Parking lot lighting is to be down-directional with a sharp cut-off with a pole height of not to exceed 20' in the parking lot and 15' along pedestrian paths. Fixtures are to be similar in style or complimentary to a black KIM Archetype light fixture.
- g) Bike racks are to be installed near the entrance of all buildings.
- h) The use of spandrel glass or other highly reflective glass is prohibited on any building with direct access from Ingersoll Avenue.
- Customer entrance doors must be provided and open during regular business hours on all building facades that front on to Ingersoll Avenue or face the primary parking lot of the site.
- j) Dahi's shall be responsible for improvements made to the 34<sup>th</sup> Street pavement as necessary to handle truck traffic and allow on street parking as determined at the PUD Final Development Plan stage.
- k) A public access easement must be provided for the portions of the sidewalk along Woodland Avenue that are located on private property.
- All overhead and service doors will be of a color that matches the primary color of the building.
- m) Any long-term outdoor cart storage areas must be located adjoining the building and screened with a masonry wall that is integrated with the building.
- n) Deliveries shall be limited to between the hours of 6 AM and 10 PM daily.
- 25. Reconfigure the employee parking lot area to provide vehicular circulation between customer and employee parking areas so customers can use employee parking areas as needed.
- 26. Open up access to the lower parking lot and provide pedestrian connection from 34th Street to the store entrance.
- 27. Step down the building height along the northeast corner and reduce the appearance of the building height by shifting parapet walls back from the edge of the building.
- 28. Developer to work with neighborhood for solution to landscaping and screening (species, materials) on the north side of the building.
- 29. 90% of total on-site parking stalls must be accessible to customers.
- 30. Building materials shall be predominantly consist of brick masonry.
- 31. Approval of the Final Development Plan by the Plan and Zoning Commission.

## Written Responses

4 In Favor 10 In Opposition

Opposition for this item is less than 20% and will not require a 6/7 vote of City Council.

## STAFF RECOMMENDATION AND BASIS FOR APPROVAL

Part A) Staff recommends that the Commission find the requested rezoning in conformance with the Des Moines' 2020 Community Character Plan subject to the conditions listed in Part B and C of the staff recommendation.

Part B & C) Staff recommends approval of the proposed rezoning and PUD Concept Plan subject to the following conditions:

1. Provision of a 25' minimum setback for the grocery store building from the west property line (35th Street).

- Provision of a 30' minimum setback for the grocery store building from the north (Woodland Avenue) and east (34<sup>th</sup> Street) property lines.
- 3. Placement of the grocery store building to the furthest point north on the site to allow a maximum amount of space for parking to the south.

4. Limitation of the grocery store to a maximum of 60,000 square feet.

- 5. Limitation of the convenience store and coffee shop building to a maximum of 5,000 square feet
- 6. The southernmost entrance from 35<sup>th</sup> Street is moved north to line up with east/west drive aisle north of the fuel pump canopy.

7. Prohibition of fuel pump canopy signage.

- 8. Enclosure of fuel pump canopy support columns with a masonry product that generally matches the convenience store.
- 9. The minimum clearance height under the canopy shall be no less than 13 feet 9 inches and the maximum canopy height shall not exceed 17 feet.
- 10. All gas canopy lighting (including lenses) must be recessed within the canopy ceiling and the side fascia shall extend 12-inches below the canopy ceiling.
- 11. Provision of a scored concrete Class "A" sidewalk and 12 street trees along 35th Street.
- 12. Provision of a scored concrete 8'-wide sidewalk along Ingersoil Avenue and street trees as determined appropriate at the PUD Final Development Plan stage.
- 13. Provision of an additional 11 overstory trees along the boundary of Woodland Avenue between the sidewalk and the back of curb.
- 14. Provision of 9 overstory street trees along 34th Street.
- 15. Prohibition of temporary and seasonal outdoor sales on the subject property.
- 16. Limitation of site lighting levels to no greater than 1-foot candle at all points along all property lines.
- 17. Provision of a pedestrian connection from the adjoining parking stalls to the north/south pedestrian walk.
- 18. Provision of 2 ornamental or overstory trees on each island at the north end of the 1<sup>st</sup> and 3<sup>rd</sup> rows of parking as counted from west to east.
- 19. Provision of a landscaped parking lot island approximately in the middle of the eastern most row of parking in the western parking lot.
- 20. Identification of all existing and proposed public easements on the PUD Concept Plan.
- 21. Addition of a stormwater management summary statement on the PUD Concept Plan.
- 22. Coordination of a bus stop location with DART and the City Traffic Engineer.
- 23. Elimination of the note referring to an "Architectural Review Committee."
- 24. Replacement of the "PUD Development Standards" notes with the following:

## P.U.D. DEVELOPMENT STANDARDS

- a) Use of the property is limited to those uses allowed in the "C-1" Neighborhood Retail Commercial District and to gas stations with a maximum of 4 gas pumps (8 fueling stations).
- b) The installation of decorative fencing and/or a masonry wall is required along Ingersoll Avenue and the portion of 35th Street frontage that is adjoined by the parking lot. Landscaping material is to be used in these areas that provides a vertical edge along the streets.
- c) The installation of a masonry wall and landscaping to buffer all loading dock areas from adjoining properties and public right-of-ways is required.
- d) The use of chainlink fencing is prohibited.
- e) The use of overhead utility service lines to any building is prohibited.
- f) Parking lot lighting is to be down-directional with a sharp cut-off with a pole height of not to exceed 20' in the parking lot and 15' along pedestrian paths. Fixtures are to be similar in style or complimentary to a black KIM Archetype light fixture.
- g) Bike racks are to be installed near the entrance of all buildings.

- h) The use of spandrel glass or other highly reflective glass is prohibited on any building with direct access from Ingersoll Avenue.
- i) Customer entrance doors must be provided and open during regular business hours on all building facades that front on to Ingersoll Avenue or face the primary parking lot of the site.
- j) Improvements will be made to the 34<sup>th</sup> Street pavement as necessary to handle truck traffic as determined at the PUD Development Plan stage.
- k) A public access easement must be provided for the portions of the sidewalk along Woodland Avenue that are located on private property.
- All overhead and service doors will be of a color that matches the primary color of the building.
- m) Any long-term outdoor cart storage areas must be located adjoining the building and screened with a masonry wall that is integrated with the building.
- n) Deliveries shall be limited to between the hours of 6 AM and 10 PM daily.
- 25. Approval of the Final Development Plan by the Plan and Zoning Commission.

## STAFF REPORT

On May 3, 2007 the Commission continued the applicant's request to rezone portions of their site from "R1-60" One-Family Low-Density Residential District to "NPC" Neighborhood Pedestrian Commercial District. On August 2, 2007 the Commission indefinitely continued the applicant's revised request to rezone their entire site from "NPC" and "R1-60" to "PUD" Planned Unit Development District.

## I. GENERAL INFORMATION

- 1. Purpose of Request: Dahl's is proposing to redevelop their existing store located at the northeast corner of the Ingersoll and 35<sup>th</sup> Street intersection. The development proposal includes the construction of a grocery store building towards the rear of the site with a second building along Ingersoll Avenue containing a coffee shop and convenience store with 12 fueling stations. The proposed development would include a total of 75,485 square feet of commercial space. The existing store would remain partially open during the construction of the new grocery store.
- 2. Size of Site: 245,260 square feet or 5.63 acres.
- 3. Existing Zoning (site): "R1-60" One-Family Low-Density Residential District and "NPC" Neighborhood Pedestrian Commercial District.
- 4. Existing Land Use (site): Grocery store.
- 5. Adjacent Land Use and Zoning:
  - North -- "R-4" & R1-60"; Uses are multiple-family and single-family residential.
  - South "NPC"; Use is a bank.
  - East "NPC" & "R1-60"; Uses are a bank, multiple-family residential and single-family residential.
  - West "NPC", "C-0" & "R1-60"; Uses are Walgreen's Pharmacy, a beauty salon, and single-family and two-family dwellings.

- 6. General Neighborhood/Area Land Uses: The subject site is located on the northeast corner of the 35<sup>th</sup> Street and Ingersoll Avenue intersection. The surrounding area generally consists of single-family dwellings to the north, west and east with multiple-family residential, commercial and institutional uses along the Ingersoll Avenue and Grand Avenue comidors.
- 7. Applicable Recognized Neighborhood(s): North of Grand Neighborhood.
- 8. 2020 Community Character Land Use Plan Designation: Commercial: Pedestrian-Oriented Corridor.

The 2020 Community Character Plan states the following regarding this land use designation.

<u>Commercial Pedestrian Oriented</u>: Site orientation is balanced between the needs of the pedestrian and the convenience of the motorist. The development is compact and walkable connections to adjacent areas exist via public streets and sidewalks.

<u>Commercial Corridor</u>: Small-to-moderate scale commercial serving adjacent neighborhoods and specialty retail and services needs. Generally consisting of a cumulative building total of 75,000 to 100,000 square feet.

9. Applicable Regulations: The Commission reviews all proposals to amend zoning regulations or zoning district boundaries within the City of Des Moines. Such amendments must be in conformance with the comprehensive plan for the City and designed to meet the criteria in §414.3 of the lowa Code. The Commission may recommend that certain conditions be applied to the subject property if the property owner agrees in writing, in addition to the existing regulations. The recommendation of the Commission will be forwarded to the City Council.

## II. ADDITIONAL APPLICABLE INFORMATION

- 1. PUD Standards: The following are standards from Section 134-704 of the City Code that provide the foundation that all PUD Concept Plans should be based on.
  - A) All uses proposed in a PUD planned unit development district plan shall be in harmony with the existing or anticipated uses of other properties in the surrounding neighborhood and shall generally be in conformance with the city's land use plan. The design of a PUD development shall be based on harmonious architectural character, compatible materials; orderly arrangement of structures and open space; and conservation of woodlands, streams, scenic areas, open space and other natural resources.

Staff believes the proposed uses match the development pattern in the Ingersoll Avenue area. The grocery store, convenience store and coffee shop are uses that are allowed in the "C-1" Neighborhood Retail Commercial District. Staff believes that it is reasonable to allow other "C-1" uses should one of the identified uses need to be replaced. The "C-1" District does not allow for some of the more intense uses that both the "C-2" and "NPC" Districts allow. Staff believes that uses should be limited to "C-1" uses given the depth of the site and its extension into the residential neighborhood to the north.

The architectural character and site design are discussed in Section II, subparagraph 2 of this report.

B) Setbacks and other appropriate screens shall be provided around the boundary of a PUD development to protect the adjoining district properties. Only in exceptional circumstances shall such a setback be less than the amount of the setback which the adjoining district is required to maintain from the PUD development.

The subject site has frontage on Ingersoll Avenue, 35<sup>th</sup> Street, Woodland Avenue and 34<sup>th</sup> Street. Ingersoll Avenue generally contains a mix of commercial and multiple-family residential uses. The subject site is deeper than most sites along Ingersoll Avenue and extends into the residential portion of the neighborhood to the north. Substantial portions of the east, north and west property lines are bounded by residential development. The Concept Plan shows the grocery store building setback 23' from the west property line, 10' from the east property line and 18' from the north property line. These three sides of the building are bound by "R1-60" and "R-4" Districts. These Districts require front yard setbacks of 30'.

Staff believes that the grocery store building should have a minimum setback of 30' from the north and east property lines and a minimum setback of 25' from the west property line. Staff believes a 25' setback from 35<sup>th</sup> Street is appropriate given that this section of 35<sup>th</sup> Street consists of a mix of commercial and residential uses and is wider than Woodland Avenue and 34<sup>th</sup> Street. The "C-2" District would require a 25' minimum setback from this property line. Staff believes the proposed convenience store and coffee shop building implements goals of the existing NPC, Neighborhood Pedestrian Commercial zoning district that would not be satisfied by a stand alone grocery store on the northern portion of the lot.

C) A PUD development shall comply with all applicable city ordinances, specifications and standards relating to all dedicated street, sanitary sewer and storm sewer facilities and to surface drainage and floodwater retention.

No additional streets are necessary as part of this development. The submitted concept plan indicates that storm water will be handled by an underground storm water detention system. The Concept Plan needs to include a storm water management discussion. All existing and proposed public easements need to be identified on the plan as well.

D) The streets surrounding a PUD development must be capable of accommodating the increased traffic that would be generated by the new development. The development shall be designed to provide maximum feasible separation of vehicular traffic from pedestrian ways and recreational areas. If turning lanes or other forms of traffic controls within or adjacent to the development are deemed necessary by the city council, the developer shall provide the necessary improvements.

Please refer to the attached report from the City Traffic Engineer.

E) Off-street parking and loading spaces shall be provided as appropriate to the size and character of the development. Each off-street loading space shall be not less than ten feet in width and 25 feet in length. All off-street parking spaces shall be provided in accordance with the requirements of subsection 134-1377(g).

The submitted Concept Plan includes 215 off-street parking spaces. Twenty-seven (27) are generally associated with the convenience store and coffee shop leaving 188 spaces for the grocery store. The City's parking standards for "C" Districts would require 339 spaces for the 69,885 square feet grocery store, 13 spaces for the 3,600 square feet convenience store and 9 spaces for the 2,000 square feet coffee shop for a total of 361 spaces. Most of the Ingersoil Avenue corridor is zoned "NPC" District, which allows for a 40% reduction in the amount of required off-street parking. Below is a chart comparing the number of off-street parking spaces that would be required by the City's standard requirement for commercial districts ("C" District), the "NPC" District and varying percentages.

Chart 1: Parking - Based on Proposal

	"C" Districts 100%	85%	80%	75%	70%	"NPC" District 60%
Number of Spaces	361	307	289	271	253	217

The 40% reduction allowed in the "NPC" District is based on the premise that pedestrian traffic, on-street parking, mass transit, and shared parking arrangements offset the demand for off-street parking. Staff believes that a modern supermarket does not fit the small-scale development pattern that the reduced parking requirement was designed for. However, the proposed development will enjoy some of the benefits of the high level of pedestrian traffic and mass transit that are associated with the Ingersoll Avenue area.

Staff believes the grocery store building should be reduced to a maximum 60,000 square feet in size, and the convenience store and coffee shop building should be reduced to a maximum 5,000 square feet in size. Below is a chart illustrating the range of off-street parking requirements based on these recommended building sizes.

Chart 2: Parking - Based on Staff Recommended Square Footages

	"C" Districts 100%	85%	80%	75%	70%	"NPC" District 60%
Number of Spaces	306	260	245	230	214	184

The Concept Plan includes 215 spaces, which is generally 70% of the "C" District requirement. The reduction in building area will allow for additional parking spaces that would increase total parking spaces provided to the 75-to-80% level. Staff believes that is an appropriate range given the nature of the area and staff's belief that the convenience store and coffee shop will add to the NPC character of the Ingersoll Avenue corridor.

F) Where appropriate to the size and character of a PUD development, provision shall be made therein for open space for recreation and other outdoor uses, and for places of worship, convenience shopping and other community services.

The PUD will provide convenient commercial services for the surrounding area.

2. Urban Design: Most of the Ingersoll Avenue corridor is zoned "NPC" Neighborhood Pedestrian Commercial District. This district includes specific design guidelines to ensure that new development blends with the area's existing character. Staff believes elements from the NPC District should be incorporated into the proposed development. The following are the NPC District Design guidelines from the City Code and a discussion of the proposed development's architectural and site design elements.

## Section 82-214. Design Guidelines within NPC Districts

- A) Buildings should frame the street and maintain a minimal setback from the street.
- B) Building frontage should occupy at least 50% of the primary street frontage.
- C) The front entrance should be oriented to the street. On a corner lot, the building should have a well-defined entrance on the primary commercial street.
- D) The front facade of the first floor of the building on the primary commercial street should have a ratio of at least 40 percent window and window display area to total street facade.
- E) Materials should be brick, stone, tile, stucco, or horizontal wood clapboard with a maximum width of six inches. Two-story buildings are encouraged.
- F) Commercial buildings with over 50 feet of building frontage should have the appearance of being broken into separate bays of between 20 to 35 lineal feet using

structural elements, fenestration patterns, protruding or recessed bays, or architectural details

- G) The following bulk regulations should be observed:
  - 1. Minimum Lot Area for a multiple dwelling structure: Minimum of 10,000 square feet and 2,000 square feet per dwelling unit.
  - 2. Front yard: minimum of zero feet.
  - 3. Side yards: minimum of zero feet.
  - Rear yard: None required, except when adjoining any R or C-0 district or portion of a PUD designated for residential use, in which case ten feet.
  - 5. Height: minimum of 15 feet, maximum of 45 feet.
  - 6 Number of stories:
    - Residential uses, a maximum of four stories.
    - All other permitted uses, a maximum of two stories.
- H) Signs, which are attached or projecting from the building and designed for the character of the building, are preferred. Monument signs are allowed.

The applicant is proposing to construct the grocery store building at the north edge of the site backing to Woodland Avenue with the convenience store and coffee shop building at the south edge of the site along Ingersoll Avenue. Staff believes this arrangement is preferable. It allows the grocery store building to shield the neighborhood from the activity of the site while the convenience store and coffee shop building provide an edge along Ingersoll Avenue that is vital for the development to fit in with the neighborhood pedestrian commercial character of the area. The Concept plan also includes fencing and pedestrian elements that provide an edge along the streets and direct connections to the grocery store with limited interruptions by vehicle traffic.

The proposed grocery store building would generally be constructed of precast concrete panel walls with brick columns all of a traditional red brick color. The design also includes a series of light color horizontal bands of brick to visually reduce the height of the building. Ornamental columns are used on all facades to breakup the length of the building. The building includes a green metal and glass atrium feature and matching roof top mechanical screens. The building would generally be 25'-tall with the atrium on the south side of the grocery store extending to 41' in height.

The proposed convenience store and coffee shop building would be constructed of red brick with horizontal stripes and columns that match the grocery store building. The upper portions of the building that contain signage would be red colored EIFS material. The applicant is proposing a mix of tinted and spandrel windows. Staff believes that spandrel glass should not be used on this building and that an alternative could be found that would meet the applicant's needs without giving the appearance of a false window. Staff also believes that a pedestrian entrance to the convenience store portion of the building along the Ingersoll Avenue façade is necessary. The building would be 18'-taff with 5 parapet walls for signage with a maximum building height no greater than 22'

The Concept Plan identifies a monument sign located to the west of the ingersoll Avenue entrance and to the north of the northern entrance from 35<sup>th</sup> Street. The grocery store building includes a wall sign on the south and west facades. The convenience store includes a wall sign on the east and north sides. The coffee shop includes a wall sign on the south, west, and north facades. The proposed signage appears to be appropriate to the development and the area. Signage will be evaluated further at the PUD Final Development Plan stage.

3. Site Improvements & Landscaping: Staff believes the proposed buildings are too large as previously discussed in this report. In addition, staff believes too many fuel pumps are being proposed for the size of the site. Staff believes the number of pumps should be limited to 4 (a total of 8 fueling stations). This should allow for proper vehicle circulation.

The Concept Plan includes a significant amount of landscape elements including a heavily landscaped pedestrian path from Ingersoll Avenue to the grocery store building. Staff suggests several additions to the landscape plan as outlined in the staff recommendation section of this report. These recommendations generally involve street trees, parking lot plantings, and decorative fencing and walls. The recommendation also includes the requirement that additional pedestrian access points be provided to the north/south pedestrian walk to allow use of the sidewalk by those that have parked near it.

The Concept Plan shows an 8'-wide scored sidewalk along Ingersoll Avenue and 4'-wide scored sidewalk along 35<sup>th</sup> Street. The Concept Plan also identifies other streetscape elements that might be installed as part of a future phase of streetscape improvements to Ingersoll Avenue. Staff recommends a condition that the 8'-wide walk portion of the streetscape improvements and street trees be installed by the developer. The exact number, species and location of the street trees on Ingersoll Avenue will be determined at the PUD Final Development Plan stage.

Staff believes the proposed 4'-wide sidewalk along 35th Street is not adequate. Staff also believes that street trees should be provided along 35th Street. The available space between the west property line and the curb is 10 feet. Staff believes a Class A sidewalk should be installed along 35th Street with street trees in planter beds.

## SUMMARY OF DISCUSSION

Brian Millard abstained from discussion and voting and left the meeting at 7:35 p.m.

Jason Van Essen: Presented staff report and recommendation. Indicated one email comment was received from the MetaBank expressing concern regarding the number of fuel pumps and how it would impact traffic. Presented the Concept Plan, which shows some of the elements of the streetscape project and explained Phase II of the streetscape project would include 31<sup>st</sup> to 35<sup>th</sup> Streets. Indicated some elements such as the planter beds would have to wait for the streetscape project. Presented elevations and noted there would be a screen wall for the loading dock. He deferred to the applicant for more detailed information as a result of recent changes made due to staff concerns relative to the height of the screen wall.

Jim Martin left the meeting at 7:47 p.m.

Leisha Barcus: Asked about a prospective study on the existing sewer system that runs through the site.

Jason Van Essen: Explained the City is putting storm sewer in along Woodland Avenue, which relates to 1-235 improvements that include a variety of placements either around or through the subject site and explained that if it goes down Woodland it would need a very deep trench. Indicated the preferred route as he understood it would be through the Dahl's site since coming through Woodland would require the deep trench as a result of the grade differences. They are waiting to see what happens with the Dahl's proposal before proceeding with the storm sewer design.

Mike Ludwig: Explained the proposed storm sewer is not dictating the placement of the proposed grocery store building.

David Cupp: Asked how big the storm sewer is.

Jason Van Essen: Indicated he did not know the size, but further explained the existing sewer system would not be removed, it would only be converted to a sanitary sewer. The question is purely a storm water issue. As they are making improvements during the I-235 construction the opportunity exists to separate the sanitary and storm sewer flows. The timeframe is unknown at this time, as they are waiting to see what happens with the Dahl's project so they can work around that, although one does not dictate the other. Dahl's does not have to wait on the storm water because there are various options. The storm water project is a City project that will happen whether Dahl's builds a new store or not. If Dahl's moves forward there is an opportunity to coordinate with Storm Water for cost savings.

Tim Urban: Asked what formula was applied to determine required parking.

Mike Ludwig: Explained with a 30' setback from Woodland and 25' from the 35th Street, if they removed 18' of depth from the store (thus moving the front of the store 18' to the north) they would be eliminate approximately 9,000 square feet from the store. The 18' foot reduction in depth would add two additional stalls to each row of parking at a 9' wide stall, which would be an addition of nearly 20 parking spaces.

Dann Flaherty: Asked how many spaces could be added if the gas station were removed.

<u>Larry Hulse</u>: Explained it would be considerable more parking spaces or more square footage to the building or a little of both.

<u>Jason Van Essen</u>: Indicated there needs to be balance on the site and having some retail fronting Ingersoll Avenue provides the balance. Noted there are things in the proposal that are give and take and staff believes given the character of the area it is appropriate to have less parking than the normal C-2 standard.

<u>Dann Flaherty</u>: Suggested some of the concern is relative to the size of the store and another large concern being traffic flow. Suggested placing a gas station would add a significant amount of traffic.

<u>Jason Van Essen</u>: Indicated the applicant provided a traffic report that Engineering looked at. As a result of discussion regarding the internal movement, staff determined fewer pumps would be necessary to provide the internal flow.

Paul Tyler, 699 Walnut St., Suite 1600: Introduced Larry James and noted the designer, Brad Johnson from CEC, was in attendance as well. Responded to the concerns relative to the sanitary sewer project and explained the combination storm and sanitary sewer currently runs under the existing building. His understanding was the City would put a sleeve inside it and convert it so it would only be a sanitary sewer with no intention of moving it. He noted a statement he'd made at neighborhood meetings that they could not build on top of it and suggested neighbors took exception to that and brought City staff in who explained that people have been allowed to build on top of sanitary sewers in certain circumstances. He did not think anyone said it was a good idea and he thought the proposed contractor on the site shed more light on it by explaining the type of soil on the property, the compaction, the need for footings and drilling pylons into it and if that is done over an old sanitary sewer it is not likely a good idea, which is part of what led the developer to think the back of the lot was the place to be. Noted another issue with moving the building to the back is the opportunity to work with the City to put in a storm sewer adjacent to the sanitary sewer, which could potentially save the City a significant amount of money. Explained Dahl's is willing to leave the Cedar trees along the back and work around them or they can add landscaping with new, overstory trees if that is preferable. Indicated that decision will be somewhat determined

by what happens with the storm sewer. If the storm sewer is installed in Woodland Avenue and they tear up Woodland and 35th Street the City will be destroying the trees not Dahl's. Presented a 2004 study of the Ingersoll corridor with a photo of the Dahl's site as anticipated in that study, which showed the store at the back of the lot and the recommendation was that the store would be at the back of the lot with a small store of some sort at the front of the property just inside the southwest comer. Noted Dahl's has gone beyond that and out more of a presence on Ingersoll to fit into the design for Ingersoll Avenue. Indicated there have been three neighborhood meetings and the neighborhood has had three additional meetings with Dahl's representatives attending. Dahl's has met with the Ingersoll Restoration people and with Janice Ruan, who offered ideas to make Dahl's a showplace facility. The presented plan has been the result of all that input. He indicated Dahl's has been able to work with and agree with a majority of the staff recommendations. One key is to keep the existing Dahl's store open and operating. To get the new store up behind it will require working through a very tight schedule to continue to serve the community and keep the employees working. Explained the loading dock on the easterly side of the building needs to be screened from the residents on 34th Street. They are trying to come up with something that will meet that need and the needs of the store. He suggested a 17' retaining/screening wall by the loading dock would effectively screen the entire loading area from view at the street level on 34th Street. South of the front of the building the wall could drop down considerably and still provide screening for view from across the street. Noted they can provide the 30' setback requirement back by the store with the taller wall and make it work, but as they get further south they run into the problem with trucks needing to get in there and turn around to back into the area. He asked that the Commission let them be closer to the street with the screening wall in that area than the 30' suggested by staff. Noted the higher wall was shown with the 30' setback and the lower wall jogs over to move it out to a 10' setback. Explained staff has asked that all lighting over the pumps be recessed, but on the canopy over the pumps they have shown a light with a fisheye lens that focuses light onto the pumps to help people with reading the pumps. They were hopeful staff would go along with that. He presented a video tour around the building and responded to questions. Noted staff asked them to provide access to the sidewalk from the parking area and he explained they could accomplish that.

Kaye Lozier. Asked what is on the second floor and if the northeast ends of Dahl's could be lowered.

Paul Tyler: Indicated there is not a second floor, it is a change in topography and the ceiling is level so he didn't think they could lower the building on that end.

Greg Jones: Asked how tall the parapet is from the floor.

Paul Tyler. Indicated it is 24'.

Greg Jones: Confirmed it is 24' from grade to the top of the wall, plus the grade change, which is why it looks so high.

Tim Urban: Asked if the building will be 20' back as well, if the lower wall is moved 20'.

Paul Tyler: Indicated the loading dock area is narrower.

Brad Johnson, CEC, 2400 86<sup>th</sup> Street: Explained the building has been back to the 30' setback along 34<sup>th</sup> Street so the screening wall and the building are both 20' further back than where they were previously. The retaining wall varies from 8' in height to 12' in height as it runs along the 34<sup>th</sup> Street and is 10' off the right-of-way line. They took out 20' of the loading dock area. Originally they had a break room in that area but have moved it to the back side of the building so they could still have the truck access on the front. Indicated the loading dock extension off the main part of the building is part of the total 69,000 square feet. They have not done a calculation of just the loading dock area but guessed it to be 6,000-7,000 square feet.

<u>Dann Flaherty</u>: Asked what the square footage of the grocery store itself and what the average square footage of a typical store is.

<u>Brad Johnson</u>: Indicated the subject store is 69,885 and the stores get larger with each one they do, but that the last one was around 65,000 or 66,000.

<u>Paul Tyler</u>. Noted the other stores are rectangular and the loading dock does not have to be built off one side like is required in this one. Explained transportation costs have a lot to do with why stores are getting increasingly larger due to the need to be competitive and bring in full loads to stock and not have the expense of several smaller trips.

Dann Flaherty: Asked how much square footage they had for the "back room" space.

Paul Tyler. Did not know the square footage, although it was included in the total space.

Dann Flaherty: Asked what percentage of the store is currently devoted to back room space.

<u>Brad Johnson</u>: Indicated they did not know the exact percentage, but explained there are coolers for refrigeration, direct delivery storage and guessed it would be 15% of the total square footage for storage.

David Cupp: Asked what the distance between the screened wall and the storage area is.

Brad Johnson: Indicated it is roughly 90' to 100' in length north/south.

<u>Paul Tyler</u>: Noted a number of changes had been made as a result of working with the neighbors and staff. Explained they shrunk the store by about 3,000 square feet and noted comparing the store volume to the property with Walgreen's next door, the Dahl's takes up less of the land mass by percentage.

Greg Jones: Asked what he did and did not agree with staff recommendations and which ones they could and could not live with.

Paul Tyler: Indicated Item #2 providing a 30' minimum setback from the north and east could not be done and make the store fit. They were able to get the 30' along where the building is but would not be able to make the retaining wall 30' back without requiring trucks to jockey around to get into the facility. Explained on the north side of the store they have moved it back 30' where it is across from houses that face it. Moving westerly there is an apartment complex on the corner of 35<sup>th</sup> & Woodland and one house facing 34<sup>th</sup> Street where the building is not 30' back. It is 10' and then jogs. Noted they have tried to have some dimensions to the back wall, which causes differing distances from Woodland. Indicated the 25' on 35<sup>th</sup> Street was not a problem.

<u>Brad Johnson</u>: Clarified the 10' setback along the north is in the very northwest corner of the site along Woodland and the right-of-way actually jogs north 10' because of the intersection. As soon as the intersection area is cleared the building is more like 20' off the right-of-way line as a result.

Greg Jones: Asked how far apart the existing curb line and the right-of-way line along Woodland for the majority of it, not the corner.

<u>Brad Johnson</u>: Explained they are not parallel and noted there are some points up into the 10' jog where the curbing may actually be on the Dahl's property but on towards the east there is some separation between the right-of-way line and the back of curb line. Indicated the right-of-way line as it appears at some points it is on the curb line and at other points there is clearance between the right-of-way line and the curb line. At the closest point on the west side where the 10' setback

is, the curb line is roughly 8' north of the right-of-way line so from the curb they are roughly 18' off the curb line.

Kaye Lozier: Asked about a sidewalk at the back of the building.

Brad Johnson: Affirmed a sidewalk is being proposed along the south side of Woodland.

Tim Urban: Asked about the trees along Woodland.

Brad Johnson: Indicated it is tight for the pine trees, but the trees along 35<sup>th</sup> Street can be saved on that side of the street, but the pines along the north are more questionable although they will do all they can to save them.

Greg Jones: Noted the subject trees are Scotch pines, which are not on the recommended plant list. They are short timers and he'd prefer to see something put back in that has a future and suggested the Scotch pines should be ignored at this point.

Paul Tyler. Indicated Item #10 relative to the gas canopy lighting, they will be ok with his prior suggestion, but technically they would be in violation so they wanted clarification. Also, #19 they were talking about taking one parking stall away and since it is already tight for parking they asked if they cared if one of those parking spots was filled in to break up the line of parking spots.

Kave Lozier: Asked if they were amenable to Item #4, which was a limitation of the grocery store to a maximum of 60,000 square feet.

Paul Tyler. Indicated they were not amendable to Item #4 and responded to Item #5 noting they may be able to shrink the 5,000 down but they thought they were doing what people wanted by making it the size they did. Explained the 60,000 limitation recommended by staff was a definite problem. Noted they have already reduced the building envelope by 3,000 square feet and they think that's all they can do. Indicated the building began at 72,000+. Noted on items #13 & #14 they would plant overstory trees but the question raised was whether they really wanted that due to concerns of the residents regarding safety and darkness and those types of trees would block out more of the artificial lighting but they would be very flexible on that. Explained on Item #24 a) four pumps would not be enough. Noted they started out wanting 8 pumps but think the site will work with 6 pumps. Indicated having the extra 2 pumps actually would make it less congested rather than more, although Dahi's site will be unique and will be the only one that has the pumps behind the store. The pumps will be hidden from Ingersoll Avenue. He added Dahl's is one of the few vendors that does and will be offering E85 fuel, which takes a separate dispenser and two of them will be E85, which is why they want 6. Commented on #24 j) regarding 34th Street pavement and truck traffic. Noted Dahl's would be responsible and have discussed having the City come across Dahl's property with the sewer and they will work with the City regarding that. Indicated deliveries (#24 n.) were planned to be all done by 3:00 p.m. However, they received their inventory from Minneapolis and if a truck gets there late they would like to get it unloaded. Responded to Item #25 regarding the final development plan returning to the Commission and indicated they have a schedule to get the project done and prefer the more usual and accepted route of working with staff if the Commission and City Council approve it.

## CHAIRPERSON OPENED THE PUBLIC HEARING

The following individuals spoke in favor of the request:

Frank Scallione, 3663 Grand Avenue, #907 & #906: Tired of the postponements and wants Dahl's to start breaking ground.

<u>Bill Bartine</u>, 4320 California Dr.: Pleased Dahl's will provide a capital investment to build a new store for the neighborhood, as it is needed.

Betty Vander Wiel, 664 34<sup>th</sup> Street: Believed the new store is needed and expressed hope the surrounding neighbors would support it.

The following individuals spoke in opposition:

<u>David Cupp</u>: Asked if Dahl's has an estimate of increased employment with the larger store.

<u>Paul Tyler</u>. Indicated there would be a slight increase but he did not know an exact number.

Elizabeth Hicks, 642 33<sup>rd</sup> Street: Board member of the North of Grand Neighborhood Association. Distributed architectural renderings that were put together on behalf of the neighborhood association and offered a brief history of the meetings with the neighborhood association and Dahl's and the North of Grand Neighborhood Association's concerns relative to the development.

<u>Leisha Barcus</u>: Asked if there had ever been a movement of the building facing different ways and if there was any difference in the orientation of the building.

<u>Elizabeth Hicks</u>: Indicated there were no changes to the orientation of the building or the loading dock area.

<u>David Cupp</u>: Referred to the rear of the building and asked if the new structure is an improvement over what currently exists.

<u>Elizabeth Hicks</u>: Was not arguing that there were not pieces or elements that were definite improvements, but the concerns of the neighborhood association is the footprint size of the store and the proximity to Woodland and the residential area.

<u>Jim Stavneak</u>, 637 41<sup>st</sup> Street: Expressed concerns with the parking, the increased size of the building and increased vehicle traffic and wanted gas pumps eliminated. Encouraged City staff to conduct a more in-depth analysis requirement of grocery stores and rethink the recommendation.

Mark Siegfried, 4105 Woodland Avenue: Board of Directors for the North of Grand Neighborhood Association. Expressed concern that the employee parking lot was included in the ratio of parking but was inaccessible to customers. Also concerned the scale of the store is inappropriate for the pedestrian-oriented business character of the corridor.

Ben Malloy, 627 39<sup>th</sup> Street: Member of the North of Grand Neighborhood Association Board. Expressed concern for the storm sewer. The neighborhood association would prefer that the storm sewer does not cross Dahl's property. Feared sometime in the future it may impede development.

Susan Houts, 3325 Crescent Drive: Expressed concern for safety regarding commercial truck traffic in conjunction with pedestrian traffic.

<u>Brian Wicks</u>, 727 36<sup>th</sup> Street: On the North of Grand Neighborhood Association Board. Noted the neighborhood is on the national historic registry and their concern is the scale and proximity of the store to historical housing is not a good fit.

Trena Braafhart, 3317 Woodland Avenue: Member of the North of Grand neighborhood association. Expressed concern with the location of the store and suggested reducing the size of the store would help solve this concern. Also concerned with the location of the store being set back so close to Woodland; feel it will create an alley. Where the store is now discourages undesirable individuals and activity but pushing the store all the way to the back will increase more undesirable activity along Woodland Avenue.

Leisha Barcus: Asked how Dahl's has responded to the security issues relative to the undesirable activity.

Trena Braafhart: Indicated they had not responded very well.

Noted the neighborhood association and co-chair of the Restoration Ingersoll committee. Noted the neighborhood association is not opposed to Dahl's or to the expansion. Clarified to the Dahl's representatives that the RDG study was not commissioned by the City of Des Moines. The plan was actually commissioned by the North of Grand neighborhood association, the businesses and the City as a whole; the neighborhood association and the Restoration Ingersoll group asked the City to help cover some of the costs. It was a conceptual plan; nothing was approved by the City or by neighborhood associations or businesses along the street. Indicated the neighborhood association had not approved or even seen the list Dahl's had in their PowerPoint presentation and she would like an opportunity to see the list before they acknowledge approval. The neighborhood association acknowledges and celebrates the Dahl's store, but they don't want any additional traffic onto 34 streets.

Patty Iseminger, 654 34<sup>th</sup> Street. Expressed concern for the traffic congestion and opposed of the size of the building. Asked the Commission to deny the rezoning request. Suggested the building be built at least 50' back from Woodland and have an access from the north that would be open to pedestrians.

Brian Bonnano, 648 33<sup>rd</sup> Street: Expressed concern that the proposed store is suburban and doesn't fit the character of the neighborhood and is not pedestrian-friendly.

Ann Bonnano, 648 33<sup>rd</sup> Street: Challenged Dahl's to buy property that could possibly address the issue of the 34<sup>th</sup> Street bottleneck.

Sally Watson, 4105 Woodland Avenue: Expressed concern that the proposed building is not unique to the character of the neighborhood.

Colleen Kinney, 632 40th Street: Submitted her written concerns.

Deborah Peak, 1808 Woodland Avenue: Member of the Sherman Hill Neighborhood Association. Expressed concern that the proposed store is not pedestrian friendly. Also concerned about security issues and opposed to the overall design. She read the written comments and concerns from Bob Mickle, which was previously made available to the Commission.

<u>Duane Koethe</u>, Owner of the Four Seasons #2 apartment complex at 35<sup>th</sup> & Woodland: Expressed concern that Woodland Avenue from the 3400 to the 3500

block is only 18 ½' wide. Questioned how much narrower the street would be made. Noted there are two homes proposed for demolition, which he moved at the request of the North of Grand neighborhood association. The two homes are now sitting between 36<sup>th</sup> & 37<sup>th</sup> and Woodland Avenue. He is qualified and willing to move the home for preservation if Dahl's is willing to work with him.

<u>Tim Urban</u>: Asked if there are other lots that might be suitable other than Dahl's land and what the residents of the subject home would think.

<u>Duane Koethe</u>: Indicated if Dahl's doesn't want the house on their property there are other lots available, but the North of Grand neighborhood association wants the house put in to soften the look of the 34' high wall. Explained the open space is much larger than the square footage required by the City of Des Moines. Putting the house there would devalue it to some degree because of the high wall there, but it would soften the wall. Indicated he would be the owner of the home and would rent it out.

<u>Jeffrey Johannsen</u>: Referred to the residents' concerns relative to the artificial windows at the back of the store and suggested they were proposed to make it look good for those looking toward the store, but questioned if there was concern by the residents that the house if moved would have real windows.

<u>Duane Koethe</u>: Indicated there would be no artificial windows but would be from 34<sup>th</sup> to 35<sup>th</sup> Street on Woodland to soften the wall but the corner at the east would not have any windows in it. If there were windows there regardless of whether they were real or not, would not be any different than residences that sit closer together.

<u>Dwight Stelling</u>, 662 34<sup>th</sup> Street: Expressed concern that the large 2-story wall is out of place with the craftsman style houses in the area. Noted he is a fan of Dahl's but would prefer a pedestrian-friendly development.

Mike Ludwig: Explained the City Traffic Engineer's analysis was inadvertently omitted from the mailing packets but was emailed to the Commission and to the North of Grand Neighborhood Association so at least the Board members had a copy of it.

<u>Paul Tyler</u>: Indicated the house on the corner would not fit with the presented configurations. Dahl's would be happy to see it move but not on their property. Explained to keep the existing store open, there was no other place to put the new building than where they were proposing. Indicated the topography of the ground would not allow reorienting to face toward 35<sup>th</sup> Street.

<u>Tim Urban</u>: Noted most of the objections were to the scale of the building on the rear and its proximity to the neighborhood. Asked if the developer had given any consideration to scaling down the section of the roof near the loading dock. Suggested they would only be giving up vertical storage. In terms of softening the huge high corner or lowering the entire dock element of the building and utilizing a freight elevator system to move the goods up to the main floor of the grocery. Noted they would save substantial money by doing that in terms of the fill.

<u>Paul Tyler</u>: Noted that had been discussed but they would have to have scissor lifts and the risk and problems inherent with doing that would not be something Dahl's felt could be done.

Brad Johnson: Explained the height of the building is 24' and given that they are now putting the east wall 30' off 34<sup>th</sup> Street for setback, the height of the wall on that side will be 24' as well. It gets less than 24' as it goes toward 34<sup>th</sup> Street because they are embedding the building in the ground about 5' to 6' so at the northwest corner it is more closely 19' for height. Indicated the coolers for dairy and frozen food were along the back wall.

<u>Tim Urban</u>: Indicated the artificial window and canopy at the rear of the building implied that the actual floor level used for loading in goods from trucks would have to be below that window and asked if the height was 20' from floor to parapet through that section of the docking wing of the building.

<u>Brad Johnson</u>: Noted the east wall would be 31', which was 24' from floor to parapet and the 7' is down to grade.

Greg Jones: Asked if the building material on the outside is painted precast, masonry or some combination.

Paul Tyler. Noted it is precast.

Marc Wallace: Asked if it was possible for Dahl's to build a smaller store with fewer parking spaces.

<u>Paul Tyler</u>: Indicated they could not. Explained there is more traffic in the Ingersoll store for the size relative to the size of any other Dahl's store.

Kaye Lozier: Asked if there was any compromise on the size of the store between the 60,000 the staff recommended to the 68,000 they were requesting, and if not why.

Paul Tyler: Explained the store was already shrunk 3,000 feet, which was with some difficulty. Dahl's spoke with the architect and the interior designers of the store and they thought about the needs of the customers and the services they wanted and it was determined the store needed to be the size they were requesting. Indicated the objection from people of the scale of the building from looking at it he understood, but the number of people that use it requires it be the requested size.

Kaye Lozier. Asked if inside the aisles were standard width.

<u>Paul Tyler</u>: Noted they were designed to be larger but were shrunk to reduce the size by the 3,000 square feet that they had.

Kaye Lozier: Indicated some of the more exciting grocery stores were the smaller stores with more crowded aisles.

Paul Tyler. Noted those stores are like that because that's all they can do given the land available or the costs involved.

Dann Flaherty: Asked where the office space and break room was.

<u>Paul Tyler</u>. Indicated there was not much of an office but the break room had been moved to back of the docking area.

<u>Dann Flaherty</u>: Noted when he worked for grocery stores the office areas were always on a second floor; it was elevated which was an advantage because the entire store could be seen from the office. Asked if that had been considered.

Paul Tyler: Noted there was not much office area.

<u>Brad Johnson:</u> Explained one of the signature pieces of Dahl's was having the open atrium, which conflicts with having an upper office scenario. Noted the open atrium is a theme feature that Dahl's would want to maintain, which would not facilitate an upper office area.

<u>David Cupp</u>: Asked if all HVAC was on the roof and how much of a parapet wall was above the roof.

Brad Johnson: Affirmed that all HVAC was screened on the roof, but he had not seen an architectural plan to know the height of the parapet wall.

<u>Jeffrey Johannsen</u>: Asked if the employee parking was separate or shared with the rest of the parking.

Paul Tyler: Indicated there is a separate parking area for employees currently that is on a lower grade and that is how it is shown on the proposed plan, as well. Explained there would be truck traffic in the vicinity of those parking spaces and noted there was discussion about having more parking in that area and indicated they could possibly have some overflow parking in that area but there would have to be a stairway access up to the store because of a grade difference, which is a hazard for customers both for the access and in mixing with the trucks. Dahl's knows how many carts they have and if they run out they know how many cars are there and they have very rarely run out of carts.

Tim Urban: Asked why they didn't do the plan that was shown in the pedestrian study.

<u>Paul Tyler</u>: Explained one issue to be the way it addressed dealing with the Ingersoll corridor. There are people who want stuff on the street, which they can't do but to compromise they put some stuff on the street and worked on the wide corridor through outside input. Indicated initially the plan was for NPC so nothing was shown up on the street, but through conversations and the neighborhood meetings they wanted something on the street. Dahl's had to figure out what could go up on the street that would meet what they wanted and satisfy what others wanted as well.

## CHAIRPERSON CLOSED THE PUBLIC HEARING

<u>Tim Urban</u>: Moved staff recommendation to find the requested rezoning in conformance with the Des Moines' 2020 Community Character Plan subject to the conditions listed in Part B and C of the staff recommendation.

<u>David Cupp</u>: Suggested staff has done a good job of hitting a compromise between what Dahl's wants and what the neighbors want.

Motion passed 10-0-1.

<u>Tim Urban</u>: Moved staff recommendation on "B" to approve the proposed rezoning from "NPC" Neighborhood Pedestrian Commercial District & "R1-60" One-Family Low-Density Residential District to "PUD" Planned Unit Development.

Motion passed 9-1-1 (Greg Jones was in opposition; Brian Millard abstained).

<u>Tim Urban</u>: Moved staff recommendation on "C" to approve the proposed PUD Concept Plan subject to conditions with the following revisions / additions:

- Revise staff condition #2 to state that the building must maintain at least a 20' minimum setback from the back of curb along Woodland Avenue.
- Revise staff condition #4 to state that a minimum of 75% of the C-2 parking requirement must be provided on site for the applicable building square footage.
- Reconfigure the employee parking lot area to provide vehicular circulation between customer and employee parking areas so customers can use employee parking areas as needed.
- Open up access to the lower parking lot and provide pedestrian connection from 34th Street to the store entrance.
- step down the building height along the northeast corner
- work with neighborhood for solution to landscaping and screening (species, materials) on the north side of the building.

Suggested parking issues could be solved by modifying the wide green area running through the parking lot to make it narrower and take the plant material from there and put it in the parking lot; by eliminating fuel sales on the site and only provide traditional retail use along Ingersoll; or by reducing building square footages.

Greg Jones: Offered a friendly amendment to require masonry building materials instead of precast concrete.

<u>Tim Urban</u>: Accepted the friendly amendment and noted a suggestion made by Commissioner Simonson to use different color tones on the rear of the building.

Mike Simonson: Offered the following friendly amendments:

- Revise staff condition #12 to state "Dahl's is responsible for providing Ingersoll Streetscape improvements along Ingersoll Avenue".
- Require that 90% of total on-site parking stalls must be accessible to customers.
- Reduce the appearance of the building height by shifting parapet walls back from the edge
  of the building.
- Revise staff condition #24j to state "Dahl's shall be responsible for improvements made to the 34<sup>th</sup> Street pavement as necessary to handle truck traffic and allow on street parking as determined at the PUD Final Development Plan stage."

<u>Tim Urban</u>: Accepted the friendly amendments and asked that rather than making it a condition, having staff return to the Commission regarding Dahl's being responsible for improvements on Ingersoll to provide on-street parking.

Mike Ludwig: Noted the final development plan needs to be approved before permits can be issued.

<u>Tim Urban</u>: Noted it would take them a minimum of 90 days and the burden will be on them to bring back a site plan that will incorporate the recommendations for final approval.

Mike Simonson: Noted Dahl's is in a difficult position. They are the only store in the area. He indicated he is not opposed to the fuel and would like the opportunity to buy gas there. Explained they want to keep their store open and as an architect, he indicated to keep the store open and get it as large as they want it, there is only one place to put it. He did not believe Dahl's was being realistic in the number of parking spaces.

<u>Tim Urban</u>: Noted the parking issue will not be Dahl's problem, but will be the neighbors' problem because they will be parking on the side streets or on Ingersoll.

Mike Ludwig: Restated the revisions and additional conditions noted by the Commission.

Dann Flaherty: Asked the applicant if the amended conditions are acceptable.

<u>Paul Tyler</u>: Indicated a high number of conditions have been created, some of which will add significant cost, some of which will add time such as adding masonry versus precast, and if it is all Dahl's "problem" they would take that back to Dahl's and it may effectively kill the project.

<u>Larry Hulse</u>: Explained the conditions are a set of recommendations that will go before City Council and the applicant will have some time to study them before that time. Noted before the City Council would approve it the applicant would have to sign that they agree to it.

Paul Tyler: Explained he could not answer for Dahl's.

David Cupp: Noted they could do precast with brick veneer finish.

Motion passed 7-3-1 (Greg Jones, Leisha Barcus and Dann Flaherty were in opposition; Brian Millard abstained).

<u>Mike Simonson</u>: Noted the Commission would like to see the project move forward but not all issues raised by the neighbors have been addressed and the Commission attempted to soften some of them. The motion provides the developer with some flexibility and he was pleased with that.

<u>Tim Urban</u>: Noted there are ways to approach how much square footage they need without simply deciding it can't be done.

Leisha Barcus: Felt the project was a huge disconnect with the neighbors and neighborhood and felt it was presented to the Commission too early in the process. Disappointed that based on the number of conditions in the recommendation, staff had to design the project for the neighborhood. Did not feel it to be a project that fits in character with the neighborhood. Would like to see Dahl's remain and expand in the neighborhood, but did not feel they had cooperated in finding compromise. Congratulated staff for their work on the project. Appreciated the motion but felt the list was too long and was not ready for approval.

<u>Dann Flaherty</u>: Commended the people who attempted to compromise. Did not appreciate the developer's determination that they "can't" compromise, some of the issues could have been resolved before it came before the Commission and it didn't get done, which was part of the reason he voted in opposition.

Mike Ludwig: Noted for the audience that the item would go to City Council to set the hearing on January 7, 2008 for public hearing to be held on January 28, 2008.

Respectfully submitted,

milty

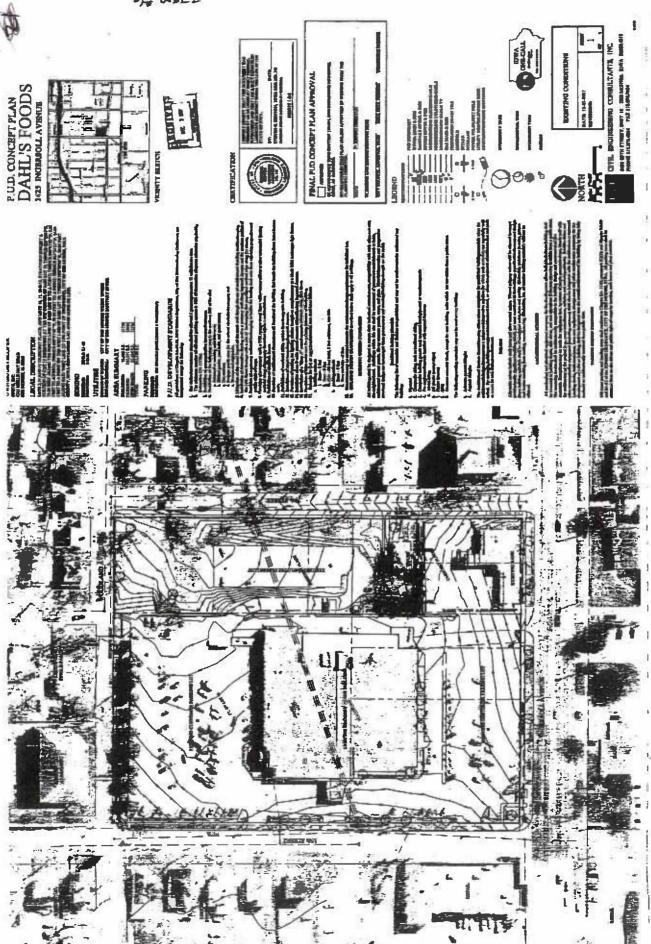
Michael Ludwig, AICP Planning Administrator

MGL:dfa

**Attachment** 

Pate
/ genda Item
Roll Call #

52



52



## Traffic Impact Study Proposed Dahl's – 35<sup>th</sup> & Ingersoll December 13, 2007

Gary L. Fox, P.E. City Traffic Engineer

We have reviewed the preliminary traffic impact study for the proposed Dahl's store on Ingersoll Avenue at 35<sup>th</sup> Street, prepared for Dahl's by Howard R. Green Company. We generally concur with the methodology and overall conclusions of the study. Specific comments on various issues addressed in the study are as follows:

## Trip Generation and Design Hour Volumes.

We concur with the methodology for the total additional daily trips generated by this proposed development. The total trips are calculated by the trips generated by a supermarket land use plus gasoline station with convenience market and coffee shop (fast food restaurant) with drive-through window. The impacts of the trips on the street network are reduced by the internal capture factor and pass-by trip factor, as well as removal of the trips from the previous supermarket land use on this site.

The net new trips from the proposed redevelopment are not expected to create significant traffic capacity or traffic flow issues. Traffic on 35<sup>th</sup> Street has been reduced by at least 2,000 vehicles per day (vpd) with the permanent removal of the eastbound exit from I-235 during the reconstruction of I-235. The total net new trips will not increase current traffic volumes on 35<sup>th</sup> Street back to the level that existed with the freeway ramp connection, and no major congestion or traffic flow problems occurred with that level of traffic.

Overall, the proposed site development plan shows an intense redevelopment of the site. We support a City staff recommendation to reduce the size of the supermarket and to reduce the number of gasoline pumps, which will somewhat reduce the total traffic generated by the site development and also provide opportunity for some additional parking. The final traffic impact study should reflect the final size and configuration of the proposed uses on this site.

## Trip Distribution and Assignments.

We concur with the basic assignment of trips in the preliminary study, and will review any proposed changes in the final report. Again, based on our overall knowledge of traffic conditions at this site with the current store, we do not expect significant traffic problems based on the preliminary assignment of trips for the redeveloped site.

We have also reviewed the proposed truck entrance on 34<sup>th</sup> Street. This entrance has been moved farther south from the original proposed design, which will reduce the impact to adjacent properties on 34<sup>th</sup> Street. Having trucks use a separate route from the main entrance drive on Ingersoll will substantially reduce truck movement conflicts with both vehicular and pedestrian traffic on this site. The pavement strength and curb radii at

Ingersoll should be further evaluated and improved, if necessary, in accordance with requirements of the City Engineer. The anticipated net new truck volumes should not create any significant traffic flow or capacity problems.

## Parking Requirements.

Parking should be provided on-site to meet the parking demand. We believe that the final parking requirement should be higher than regular NPC requirements, as a large supermarket with drive-up coffee shop and convenience store with gas pumps will most likely have less "non-vehicle" customers than many other NPC uses. Again, a reduction in the size of the supermarket and the number of pumps will reduce the total parking demand and provide opportunity for some additional parking spaces.

## Site Circulation.

We concur that the first drive on 35<sup>th</sup> Street north of Ingersoll (south drive of the site) is too close to Ingersoll, and would be impacted by traffic queues on 35<sup>th</sup> Street. However, rather than close this drive, we recommend moving it approximately 50 feet farther north, so it would line up with the traffic circulation aisle north of the gas pumps. This will reduce the impacts to traffic queues on 35<sup>th</sup> Street, as well as reduce vehicle/pedestrian conflicts between the gas pumps and convenience store and coffee shop, and also reduce vehicle traffic and pedestrian conflicts in the parking circulation aisles and at the north driveway near the supermarket. The final design of this driveway and internal circulation must accommodate large fuel delivery trucks, but the recommended reduction from six pumps to four should also help provide additional room to accommodate these trucks.

## Conclusions.

We have extensive experience with and knowledge of traffic flows along Ingersoll Avenue from several previous studies, including closing of Grand Avenue for construction of ML King, Jr. Parkway, diverted traffic due to reconstruction of I-235 and Ingersoll Avenue Streetscape design. Based on this experience and knowledge, along with the traffic data from the preliminary study, we believe that the surrounding street network has adequate capacity to accommodate the additional traffic from the proposed redevelopment without experiencing substantial negative impacts in level of service. In addition, the existing configuration of the intersection of 35<sup>th</sup> and Ingersoll is not expected to have any physical changes. We will review the traffic data from the final traffic impact study, and will use this information primarily to determine any needed changes in traffic signal timings or operation to provide the most efficient traffic flow.

## Item 6 Memo



To:

City of Des Moines

From:

Kim Rouse, P.E.

Subject:

Dahl's Foods Traffic Review - Ingersoll Avenue and 35th Street

Date:

December 3, 2007

## INTRODUCTION

## **Project Description**

This report identifies and evaluates the proposed changes to the existing site land uses. The study area contains approximately 5.6 acres of land located within the city limits of Des Moines. Dahl's Foods currently operates an existing supermarket type land use in the study area (located at 3425 Ingersoll Avenue). The existing structure is approximately 49,000 square feet in size. Dahl's proposes building a new facility at the same location with a supermarket land use of approximately 69,900 square feet as well as a gasoline/convenience mart and coffee shop on the premises.

## BACKGROUND

## Land Use, Site and Study Area Boundaries

The study area is located south of Interstate 35 in the City of Des Moines. It is bounded by Woodland Avenue on the north; 34<sup>th</sup> Street on the east; 35<sup>th</sup> Street on the west and Ingersoil Avenue on the south. The study area is illustrated in Figure 1.

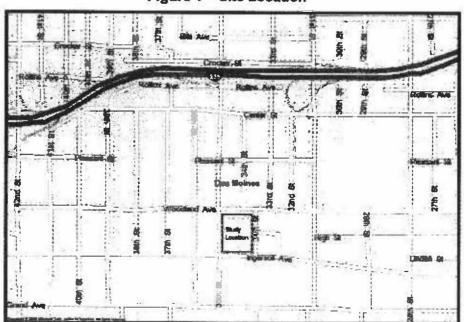


Figure 1 - Site Location

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## **Study Objective and Procedures**

This study measures the effect of the proposed changes in land use on the site. The analysis includes the review of the site plan for parking lot circulation and comparing the existing trip generation for the site to the proposed land uses. In addition, a review of the truck delivery circulation patterns will be completed. The number of trips generated by the existing and proposed uses was determined using the *Trip Generation*, 7<sup>th</sup> *Edition*, published by the Institute of Transportation Engineers (ITE).

## TRIP GENERATION AND DESIGN HOUR VOLUMES

Trip generation rates contained in ITE's *Trip Generation*, 7<sup>th</sup> Edition, were used to develop estimates of trips to and from the site based on the existing land uses. These procedures were also applied to the proposed land uses to determine the potential change in traffic for the study area. Tables 1 and 2 show the daily, AM peak hour, and PM peak hour trip generation for the existing and proposed land uses.

TABLE 1 - EXISTING USE TRIP GENERATION								
		Carling aller		BUN HOUSE	<b>技事以</b> 1.2000	<b>建盟宣讲和</b>	STATE OF THE PARTY OF	
USE	5Q FT	Entering	Exiting	Entering	Exting	Entering	Exiting	
Supermarket	49,000	2,505	2,505	97	62	261	25	

		THE RESIDENCE			<b>有事情况的解</b>	<b>经国际公司</b>	<b>建筑地上水</b>
USE	SQ FT	Entering	Exiting	Entering	Exiting	Entering	Exiting
Supermarket	89,885	3573	3573	139	89	372	358
Gasoline/Service Station with Convenience Market	acres es	977	977	60	60	80	80
Fast Food Restaurant without Drive-Through window		687	745	74	72	30	28
Total		5,237	-5.294	273	221	483	488

As is shown in the tables, the proposed additional building square footage and the addition of the convenience store and coffee shop to this site is anticipated to more than double the number of trips entering and exiting the site on a daily basis. However, given the nature of the site, the number of trips generated may be reduced by an internal capture percentage. The internal capture methodology is a procedure described in ITE's Trip Generation Handbook for use when analyzing multi-use developments. The methodology allows for the reduction of trip generation for a site based on the possibility of shared trip generation between land uses. For example, while a person's primary destination might be the supermarket land use, the person might also decide to get gas at the convenience mart and a cup of coffee at the coffee shop. Thus, while each land use had the benefit from this person, no additional trips were generated from outside the study area.

Using the methodology in the *Trip Generation Handbook*, the internal capture rate for this site was calculated at 12%. For the PM peak, the resulting number of trips entering and exiting the site are reduced to 426 and 410, respectively.

The anticipated traffic volumes on the roadways surrounding the study area will also be affected by pass-by trips. Pass-by trips are trips that are already on the roadway network. For instance, a person is traveling on one of the adjacent study roadways on their way home from work. This person decides to stop by for groceries on their way

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home. This person was already on the roadway adjacent to the site and does not represent a new trip. Pass-by-trips are made as intermediate stops on the way from an origin to a primary route destination without a route diversion. For the supermarket land use, the pass-by rate is 36% and 56% for the gas station with convenience market. While this percentage does not represent a true reduction in the trip generation of the site, it reduces the overall impact of the site on the roadway network by redirecting vehicles which were already on adjacent roadways to the proposed development.

## TRIP DISTRIBUTION AND ASSIGNMENTS

Based on the trip generation of the proposed development, the trip ends were assigned to the entrances/exits of the site. Assignments were based on assumed travel behaviors, location of trip destinations on site, and accessibility from/to various routes considering normal overall travel patterns.

It is assumed that 50% of the trips will use the north entrance on 35th Street, 15% will use the south entrance of 35th Street and the remaining 35% will use the entrance off of Ingersoll Avenue. At the time of this report, traffic counts were unavailable for use in analysis of the intersections. A more detailed look of the intersections and entrances will be provided once the pertinent traffic count data has been collected. The assumptions used to assign trips to the proposed entrance/exit locations will be revisited at that time.

According to Dahl's, this store has approximately 218 truck deliveries per week. There are no Sunday deliveries. Monday, Wednesday and Friday are the peak delivery days with 40 to 50 deliveries on each of those days. Assuming that these deliveries typically occur during normal business hours, this would equate to approximately 5-6 truck deliveries per hour. It is also assumed that these deliveries do not take place during the PM peak hour of traffic.

The truck entrance is located off of 34<sup>th</sup> Street approximately 175' north of Ingersoll Avenue. The percentage of trucks entering/exiting the site is less than 0.5% of the trips on a daily basis. Because of the location of the truck entrance and the small percentage of trucks compared to the overall trips, there should not be a significant traffic impact on 34<sup>th</sup> Street due to the truck deliveries.

Turning template analysis for truck movements was not evaluated with this report.

#### **PARKING REQUIREMENTS**

According to the P.U.D. Concept Plan, Dahl's is providing 215 parking spaces. A review of Section 134-1377 of the municipal code indicated the number of parking spaces required for this site is approximately 183. The current concept plan exceeds the required number of parking spaces for this site.

### SITE CIRCULATION

A review of internal site circulation was completed based on the concept plan, dated November 21, 2007. After review of the site for circulation, it is recommended the south driveway on 35<sup>th</sup> Street should be eliminated. This drive is less than 50' from the Ingersoll Avenue/35<sup>th</sup> Street intersection and traffic could be queued through the intersection during peak times. The current concept plan shows vehicles entering this drive between the gas pumps and the convenience mart/coffee shop store front. This

### DRAFT

could create vehicle/pedestrian conflicts in this area and lead to vehicles cutting through gasoline fill up area, an area that is likely to have congested vehicle movements by nature.

### CONCLUSIONS

This report has documented the anticipated level of impact of the proposed site development compared to the existing land uses. The proposed development is anticipated to generate higher traffic volumes due to the increased size of the supermarket land use and additional convenience mart and coffee shop land uses. The anticipated impact to the local roadway system cannot be measured until such time that traffic counts can be completed to determine existing travel patterns surrounding the study area.

December 3, 2007



Jason Van Essen, AICP
Senior City Planner
Planning and Urban Design Division
Community Development Department
City of Des Moines, Iowa
602 Robert D. Ray Drive
Des Moines, Iowa 50309-1881

Re: Dahl's-Ingersoll Ave PUD

Dear Jason,

Enclosed if the revised PUD drawings for the Dahl's site located at 3425 Ingersoll Ave.

Following are the changes that we have made to the plan from our initial meeting with the neighbors:

-Originally, the building was set on the north property line, the neighbors commented that they would like to see the building setback further from Woodland Ave to create more of a buffer zone. We have since moved the building eight feet south from the north line and also stepped the building in two locations, the first being a five foot step back and then the loading dock has been stepped an additional 45 feet (for a total of 50 feet from the original design) to provide green space and buffering along the north side of the building.

-The neighbors wanted to see a more residential feel along the north elevation of the building, so we added windows with awnings and created vertical breaks through columns to give it a human scale, along with additional landscaping to buffer the building.

-The neighbors were concerned that the trucks entering the truck dock area were to close to their neighborhood, in response to those concerns, Dahl's purchased the existing house located south of the truck dock area which has allowed us to move the truck entrance farther south towards Ingersoll Avenue, creating a greater distance from the neighborhood to the truck access.

-According to NPC zoning, buildings are to be street forward whenever possible, however, this does not work well for big box users; so in response to this, we have added some commercial to the street front along Ingersoll Avenue to conform to the Ingersoll Avenue theme.

-The neighbors wanted better pedestrian access along Woodland Avenue to the store (there currently is no sidewalk along the south side of Woodland Avenue). By moving the building south, we can provide a sidewalk along the south side of Woodland (on Dahl's property, so a public easement will need to be created) to better facilitate pedestrian traffic.

-The neighbors were concerned about noise and site issues associated with the truck dock area, in response to these concerns, we have provided a screen wall with landscaping on the east side of the wall to provide a noise and site barrier for the neighbors.

-The neighbors were wanting the site to blend in with the Ingersoll Avenue restoration/streetscape program, so we met with their board to get details and additional information about their planting and lighting designs and we will carry those themes into our site through a pedestrian corridor extending from Ingersoll Avenue through our site to the entrance to the store.

-The neighbors were wanting the site to be eco-friendly in design, so we have added an underground detention facility which will reintroduce storm runoff back into the groundwater and we are also going to be adding an outlet treatment structure to our site which will treat the releasing stormwater for hydrocarbons and pollutants from the parking lots.

-The neighbors wanted to see more landscaping and green space within our site, so by reconfiguring our layout, we have been able to add more green space and landscaping to soften the parking areas.

-The neighbors felt that the building was too large for the site, so we were able to shrink the building by about 3,000 square feet.

-The neighbors were concerned about lighting and security along the north side of the store, we will be providing downcast lighting along the north along with security carnera(s) in the northeast area of the site where there is a large open space/buffer to the neighborhood.

-The neighbors were saying their was not enough parking, through redesign we are currently at 215 parking stalls which equates to 56.9% of what would be required under C-2 zoning. NPC zoning requires 60%, so we are now very close to conforming to that requirement (we would need an additional 12 stalls to fully comply, which could be done, but at the expense of green space/landscaping within the parking lot).

-The neighbors wanted the building to more closely match what the Walgreens building did for building colors, so we changed our building colors to tie into what has already been done at Walgreens.

In response to having the trucks enter our site from Ingersoll Ave and drive through our site to the truck dock area, the elevation difference between the upper parking area and the loading dock area make this extremely difficult to transition, in addition, there would be the problem of how the truck traffic and the customer traffic would interact as the trucks would be coming up from the dock area at a steep grade and at a difficult angle to the other vehicular traffic in the customer parking area.

If you have any questions, or require additional information, please let me know.

Sincerely,

Brett Johnson, P.E.



a.la

Civil Engineering Consultants, Inc.

Brett Johnson, PE Civil Engineering Consultants 2400 86th Street, Suite #12 Des Moines, Iowa 50322

Phone: 515-276-4884 Fax: 515-276-7084

Email: johnson@ceclac.com
Web: www.ceclac.com



North of Grand Neighborhood Association

North of Grand Neighborhood Association (NOG)
Review of Dahl's
Proposed Ingersoll Site Plan
Respectfully Submitted to Des Moines City Staff
and P&Z Commissioners
12/11/07

## 1. Meeting History

- NOG members, neighborhood residents and Dahl's Foods representatives met April 25, 2007 for the first time to discuss Dahl's new site proposal. Dahl's Foods presented a 72,000 square foot building plan for their 5.6 acre site, and Dahl's president stated that the site would not include fuel pumps. Although there was discussion on many issues relevant to the site plan such as: semi truck traffic on 34th street on a residential street, traffic flow in the parking lot, lack of north entrance for pedestrians to enter when walking, the northern wall and its proximity to the street, no design on the northern side of the building and building scale compared to the current building size. The main concern from NOG was on the size of the building footprint relative to the available land and the building location on the site. These two items were stressed as the main concern for the fact that the rest of the issues can not be resolved until the building size and location are determined. NOG emphasized that the building footprint was oversized for the available land. The neighborhood concerns were presented to the Planning & Zoning Commission on May 3, 2007.
- NOG members, neighborhood residents and Dahl's Foods representatives met on October 29 & Nov 12, 2007 to review Dahl's revised site proposal. At the Nov 12<sup>th</sup> meeting Dahl's presented a 70,000 square foot (reduced by 2,000 square feet) building plan now based on PUD zoning, plus 12 fuel pumps, a convenience store and another store front were added to their site plan. Although there was discussion on the same issues relevant to the site plan, the main concern from NOG continued to be on the size of the building footprint relative to the available land, especially now that the revised site plan included more land use elements. NOG emphasized that the building footprint was oversized for the available land and the location of the store.
- NOG members, Dahl's representatives and neighborhood residents met with city officials
  on November 20, 2007 to address NOG's concerns on the proposed site plan. At this
  meeting, NOG continued to emphasize the many on-going concerns: building size,
  building location and zoning, livability/pedestrian access, traffic, architecture, gas
  station/convenience store/another store front, and saving the house at 616 34th street.

NOG has identified an individual that is willing to purchase the home at 616 34<sup>th</sup> and move it the NE corner of Dahl's property to save original housing stock, keep property tax dollars viable in our community and to break up the commercial encroachment to the homes on 34<sup>th</sup> & Woodland Avenue. NOG presented empirical data supporting its position that the building footprint was oversized for the available land. Attachment A documents NOG concerns.

- Analysis of Dahi's proposed Grocery Store Footprint
   Attached to this report are charts showing analysis of the Dahi's & HyVee stores obtained from the Polk County Assessor's web site. Below are short summaries of the data.
  - Chart 1: This chart shows store size and lot size for all existing Dahl's stores in Polk County. This data shows that as store size increases, land size required to support the store also increases. The only major exception to this trend is the Fleur store, which is located in a strip mall and has shared parking adjacent to the store from other tenants. The proposed Ingersoll site is surrounded by city streets and has no shared parking available to it. This chart clearly shows that the planned Ingersoll store (far left bar) runs contrary to Dahl's established formula for building size/land size relationships of their existing stores. Based on the trend line of Dahl's data, 9+ acres are needed for a 69,885 square foot store.

The current Dahl's Ingersoll site consists of 5.6 acres; however, with Dahl's proposal including gas pumps, a convenience store and another store front, the net acres available to support just the grocery store are 5.0 acres. With only 5.0 acres available, the store size should be in the range of the existing store.

- Chart 2: This chart shows store size and lot size for all HyVee stores in Polk County.
   This data shows that as store size increases, land size required to support the store also increases. The only exception to this trend is the WDM 35<sup>th</sup> Street store, which is located in a strip mall and has shared parking adjacent to the store from another tenant. This chart clearly shows that the building size/land size relationship for the planned Dahl's Ingersoll store runs contrary to HyVee's established formula for building size/land size relationships of their existing stores.
- Chart 3: This chart shows the ratio of building square footage to land square footage for existing Dahl's stores in Polk County. Dahl's "Building Size as a % of Land Size" ratios show that the majority of stores are in the 17%-22% range, with the majority of stores having ratios under 20%. The Dahl's Beaverdale store (their smallest store) has a high ratio, but this store was built back in 1947 when traffic patterns were very different than today's patterns, so one would not be surprised that its ratio is different from mid-size to larger stores. The Fleur store has a high ration but, again, it's located in a strip mall with shared parking from other tenants. The existing Dahl's Ingersoll store has a 19.7% ratio which is squarely in the range of most other Dahl's stores, so one could/should question whether any expansion of Dahl's existing store can be justified. The proposed Ingersoll Dahl's store has a "Building Size as a % of Land Size" ratio of 32.1%, which is clearly out of the range relative to other Dahl's stores.

- Chart 4: This chart shows the ratio of building square footage to land square footage for existing HyVee stores in Polk County. HyVee's "Building Size as a % of Land Size" ratios show that the majority of stores are in the 21%-24% range, so HyVee's ratios are slightly higher than Dahl's ratios. The recently approved HyVee store in Beaverdale has a 23.9% ratio, which is in an acceptable range relative to other HyVee stores but above the range for most Dahl's stores. By approving the HyVee Beaverdale store, P&Z has established that a 24% building size to lot size ratio is appropriate for a grocery store in a residential neighborhood setting such as Beaverdale. The Dahl's proposed Ingersoll store has a "Building Size as a % of Land Size" ratio of 32.1%, which is clearly out of the range relative to other HyVee stores, including the recently approved Beaverdale store. The Ingersoll neighborhood and Beaverdale neighborhood share many of the same in-town neighborhood characteristics.
- Proposed Dahl's Ingersoll Store Comparison to Approved HyVee Beaverdale Store (both in-town store sites:

Site Element	Proposed Dahl's Store	Approved HyVee Beaverdale Store	Comments
010 20110111			Dahl's store is 9.4% bigger than HyVee's
Building Size (Sq. Ft)	69,886	63,880	Store
Lot Size (Acres)	5.0	8.1	Dahl's lot size is 18% smaller than HyVee's lot size
Parking Spaces Bidg Size as % of Lot	215	349	Dahl's store has 38% less parking spaces than HyVee's store P&Z considers a 24% ratio to be reasonable for Beaverdale
Size	32.0%	23.9%	neighborhood HyVee grocery store

## 3. Sewer Project

The proposed storm water sewer project does not have to be placed diagonally across the Dahl's site. This was confirmed by City staff and staff from Veenstra & Kimm at our meeting on November 20<sup>th</sup>. The North of Grand Neighborhood Association feels that the sewer project should not be a deciding factor in the location of the building on the lot.

# 4. Semi truck traffic on 34<sup>th</sup> Street

The North of Grand Neighborhood Association is concerned for pedestrian safety and further commercial encroachment on this residential side street. The apartment building on the corner of 34<sup>th</sup> & Ingersoll Avenue was built before the turn- of- the -century and contains 33 apartments. Due to the time period that this apartment building was built, the parking lot behind the apartment building is not large enough to provide adequate parking, forcing residents to park on 34<sup>th</sup> street. The design of the parking lot forces vehicles to back out of the lot. The semi truck traffic would further increase the likelihood of pedestrians being struck by a truck or vehicle turning in from Ingersoll or backing out of the parking lot. Residents have reported that truck deliveries are not limited to Monday-Friday 8 am to 5 pm. The delivery times as report by Dahl's are not consistent with what residents are reporting.

## 5. Historic District

The Middlesex Plat is listed on the National Register of Historic Places as the result of the implementation of the North of Grand Neighborhood Action Plan. This historic district

is bound by Woodland Avenue on the south, Center Street on the north, 31<sup>st</sup> Street on the east and 35<sup>th</sup> Street on the west. The neighborhood association has worked hard in educating the residents of this area on the uniqueness of the housing stock. The residence on the corner of 34<sup>th</sup> & Woodland Avenue received one of the City of Des Moines annual historic preservation awards presented by the Des Moines City Council on September 10, 2007. The neighborhood association embraces the continued support of residential revitalization and the preservation of the neighborhood. The suburban design of the proposed Dahl's store is the exact opposite of the goals of a historic district area.

Oahl's has recently purchased the property at 616 34<sup>th</sup> and plans to demolish for site development. NOG has identified and supports an individual resident and his willingness to save the home. NOG believes that the house should be moved to the NE corner of the Dahl's property which is designated in the Dahl's plan as green space. This will save original housing stock in the neighborhood, keep property tax dollars for the City and provide a buffer for the commercial encroachment for the homes on this area.

## 7. Summary of Points

- NOG wants to continue working with Dahl's to develop a site plan that can be endorsed by both parties.
- NOG supports the development of a comprehensive site plan that has land use characteristics consistent with other Dahl's stores, but with design features that are consistent with the Ingersoll commercial district and the surrounding residential neighborhood.
- NOG supports zoning that includes land use development consistent with the overall Restoration Ingersoll efforts and meets the intent of the neighborhood pedestrian commercial district.
- NOG supports saving the house at 616 34<sup>th</sup> Street and negotiating with Dahl's to relocate
  the house at the NE comer of the Dahl's property. This will maintain the residential feel to
  the comer of 34<sup>th</sup> & Woodland Avenue.
- NOG is concerned with the design of the northern and eastern sides of the lot. Proper setbacks, lighting and landscape are needed to deter crime, vandalism and graffiti.
- NOG strongly believes that <u>until</u> the building size is properly scaled for the 5.6 acres there can be no constructive progress on other site-related issues, since building size ultimately drives what can and cannot be done on issues such as building location on the site, customer traffic flow, delivery truck traffic, pedestrian flow, architectural design, landscaping, etc. (Attachment A). From day one, Dahl's has been unwilling to size the building so that it is appropriate to the size of their lot. As a result, the meetings to-date have been one-sided and of little value in trying to develop a plan supported by both parties.
- NOG opposes the proposed site plan which includes a 69,886 square foot grocery store,
   12 fuel pumps, a separate convenience store plus another store front because 1) the proposed site plan exceeds an acceptable land use plan for the existing 5.6 acres, 2) the

size and design of the grocery store results in an oversized "Big Box" suburban store in the Ingersoll neighborhood, and 3) the proposed site plan will result a substantial increase in traffic (based on the traffic report) at an already busy intersection.

- NOG opposes the addition of gas pumps on the site because: 1) increased traffic congestion, 2) safety concerns, 3) light pollution, 4) noise pollution, and 5) overly dense site plan.
- NOG wants to continue to use the North of Grand Neighborhood Action Plan (1998) to guide development. It was approved by the Neighborhood Revitalization Board, the Planning and Zoning Commission, the City Council and the Polk County Board of Supervisors and states the following:
  - o Control of commercial encroachment into residential areas of the neighborhood
  - o Improve and promote the unique character of the neighborhood
  - o Retain and support neighborhood sensitive commercial development
  - Preserve existing character in areas of the neighborhood which are single family residential by preventing encroachment of more intense uses
  - o Provide for safe and moderate traffic flow in the neighborhood
  - o Provide safe street lighting on the neighborhood's residential streets which also meets needs at a pedestrian scale

# 8. NOG's Recommendation to P&Z

The North of Grand Neighborhood can not support the current request from Dahl's for rezoning and site plan proposal. NOG requests time to further identify and develop the plan between the two parties.

The neighborhood believes future discussions need to be based on a site plan that has a combined building foot print that does <u>not to exceed</u> a 24% building/land utilization ratio (same ratio as the approved HyVee Beaverdale store) on the 5.6 acres and not larger than 58,500 square feet.

We would appreciate guidance from the Planned and Zoning Commission to address other site development issues such: as building location on the site, customer / parking lot traffic flow, delivery truck traffic, lighting, pedestrian flow, architectural design, landscaping, etc.

**3**4 52.

#### Attachment A

Document Prepared for Informal November Meeting with Des Moines City Officials. Meeting occurred on 11/12/07

Statement by the North of Grand Neighborhood Association in reference to a new Dahl's store

North of Grand Neighborhood Association appreciates Dahl's willingness to meet with us and discuss their plans for a redesigned store in our neighborhood. Redevelopment in established neighborhoods like ours can create exciting New Urbanism opportunities if done properly, and we are committed to working together with Dahl's towards a mutually agreeable solution.

However, our previously expressed core concerns about the site plans brought forward to Dahl's remain unaddressed, and if not addressed adequately will result in a site plan that runs contrary to the revitalization of Ingersoll effort already taking place. The site must be livable, not just drivable, and urban, not suburban.

The core concerns are: 1) Major problems of building scale for the existing site, 2) Proposed site plan violates the letter and intent of the existing (NPC) Zoning, and 3) Several additional concerns such as livability, pedestrian access, traffic/safety, architectural scale/massing, fuel stations, etc.). Summarizing each point:

- 1) Scale Dahl's originally proposed a 72,000 square foot building for this site, and their current plan proposes a 69,306 square foot building. Based on considerable data gathered, we will show that Dahl's current proposal represents a "big box" building footprint that is oversized and unworkable for the realities of this urban 5.6 acre site, and for this established, residential neighborhood. We will review our supporting data shortly but here are the overall findings:
  - The proposed building is larger than any other Dahl's store in Polk Co, including suburban stores.
  - The Ingersoll site is smaller, i.e. less acreage, than most of their other store sites.
  - The proposed building is larger than the vast majority of Hy-Vee stores, including their suburban sites.
  - The proposed building is almost 10% larger than the proposed Beaverdale Hy-Vee store, but the Dahl's store would sit on fewer acres.
  - The proposed footprint is more than twice as big as the next largest retail
    building footprint in the Ingersoll business corridor which is the Office
    Max/Dollar store building, and the Office Max/Dollar Store is over twice as big
    as the next largest retail building, which is G&L Clothing.

We have examined existing store sizes and corresponding lot sizes for all Dahl's stores and Hy-Vee stores in Polk County, and compared that data to the Ingersoll site. The data

strongly suggests that the store footprint for the Ingersoll site should be no more than a maximum 53,000 square feet. Again, this conclusion was reached after examining actual data of existing store size/lot size ratios. NOG is frustrated that Dahl's initially proposed a site plan that was 35% greater in size, and their current plan is still 30% greater in size than what their other store/lot ratios represent. Although NOG wants to work with Dahl's on a mutually agreeable solution, Dahl's has not put forth a proposal that can be considered reasonable for the site and for the neighborhood.

2) Location/Zoning - We cannot support a change from NPC Zoning if it is at the expense of the neighborhood, and would create negative precedent for future development in neighborhood. It opens the door for more large scale commercial development in a corridor that is reinventing its future. NPC intent is to protect the livability and pedestrian character of the neighborhood - Unless the footprint is reduced and placed somewhere other than at the back of the site, and unless Dahls follows other NPC requirements, we cannot support a change in zoning to PUD.

3) Other Considerations

a) Livability/Pedestrian access - The site plan must adequately address pedestrian connections to the neighborhood, and safe, human scale lighting, building massing and articulation, and park-like landscaping that integrates with Ingersoll corridor improvements.

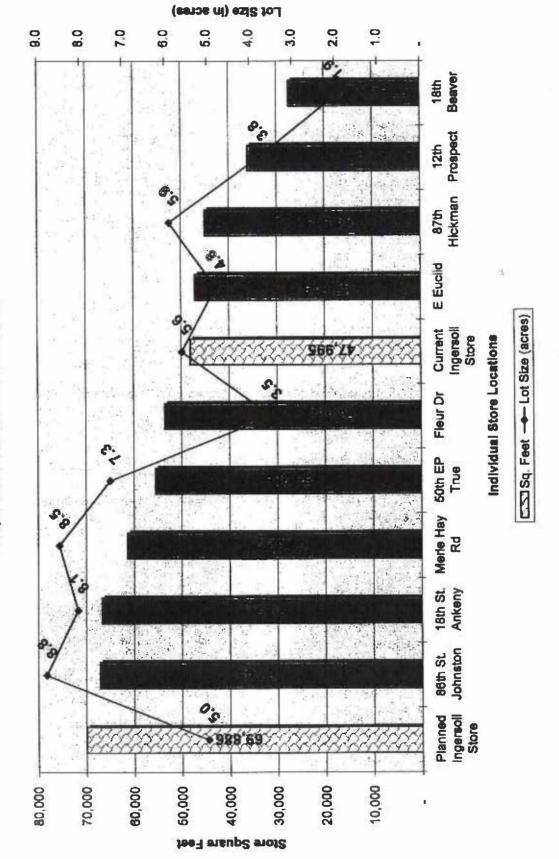
b) Traffic - Concerns remain about the safety and function of 34th Street semi-trailer traffic, how commercial truck routes would be changed and controlled, the loading dock screening details, and how a fuel station would impact 35th/Ingersoll traffic.

c) Architecture - Concerns remain that the large building proposed so far presents identical problems-lack of human/urban scale, lack of adequate pedestrian access, aggressive intrusion of suburban architectural language, lack of surface articulation/building massing/human scale detailing/variety of materials relating to context, over scaled atrium.

d) Fuel station/Front lot buildings - We cannot support this component of the plan. Dahl's officials specifically told us in their initial meeting that there would not be fuel stations on this site, and our data supports the fact that the site is too small for fueling stations as an additional land use.

e) Existing house – NOG supports moving home to NE corner of the Dahls property.

Comparison of Proposed Dahl's Ingersoll Store to Existing Dahl's Stores (Building Size is Bar Graph and Lot Size is Line Graph)



Page 1

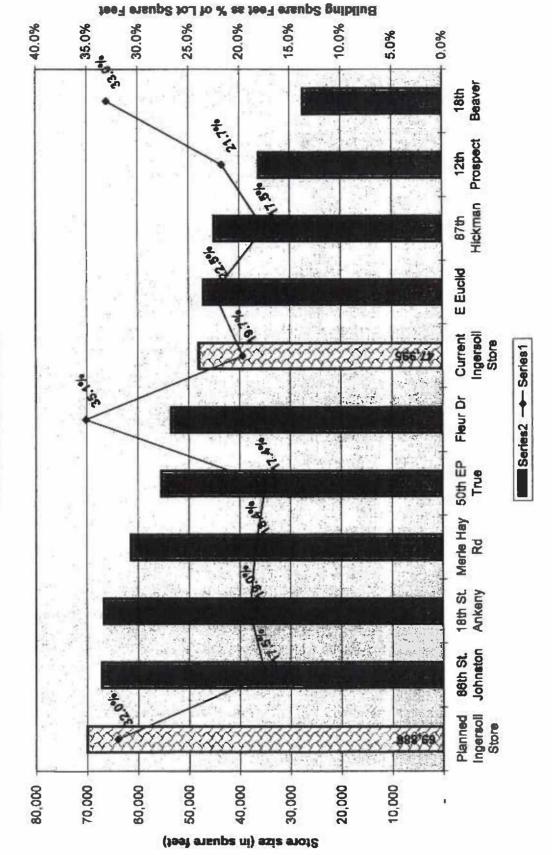
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Store Size (in Square Feet)

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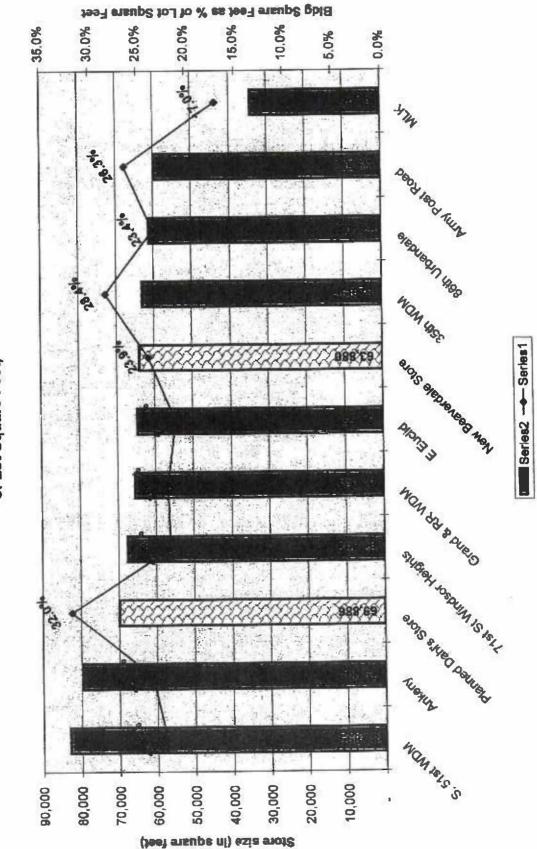
Lot Size (in Acres)

Comparing Planned Dahl's Store to other Polk County Dahl's Stores (Building Square Feet as a % of Lot Square Feet)



Page 1

Comparing Planned Dahi's Store to Polk County Hy Vee Stores (Building Square Feet as a % of Lot Square Feet)



Page 1

## December 12, 2007



Dear City of Des Moines Plan and Zoning Commission members:

Dahl's plans for a grocery expansion would create a giant swath of asphalt along Ingersoll Avenue, just as the city is moving ahead with its plans to give the thoroughfare more of a Main Street feel. How can the Plan and Zoning Commission move ahead with a pedestrian-friendly, attractive streetscape plan while also permitting a development more fitting of Urbandale than a leafy neighborhood of central Des Moines?

As a resident of the North of Grand neighborhood, my family and I shop at Dahl's several times a week, mainly because it feels like a neighborhood store. We like the store and want the company to succeed. But its success can't come at the expense of the neighborhood it serves.

I disagree that the neighborhood should compromise its character, community cohesiveness, and sense of place in exchange for Dahl's to build a one story, windowless concrete slab that aesthetically is unlike the other structure in our neighborhood in terms of size and design. I specifically oppose the generic big box design and large parking lot that would border Ingersoll. I am also opposed to the proposed gas station and convenience store. This combination will lower the value of other commercial and residential property, and subsequently reduce public revenues.

Again, Dahl's proposed site plan runs counter to the goals and investments that the private individuals and businesses, in addition to the City of Des Moines and State of Iowa have made toward improving Ingersoll Avenue. The last thing we need is deterioration in our older, established community. Ingersoll is a street that is composed mainly of NPC elements and should remain so.

The Plan and Zoning Commission and Dahl's have the opportunity and the responsibility to make a great architectural contribution on Ingersoll Avenue. I urge you to deny Dahl's proposal. If Dahl's would like to make a future request, could Plan and Zoning officials please provide guidelines to Dahl's to come up with a site plan that ensures NPC components and direct store officials to continue to meet with the North of Grand neighborhood association and nearby businesses to discuss alternatives?

Sincerely,

Colleen Kinney
632, 40<sup>th</sup> Street

Des Moines, Iowa 50312

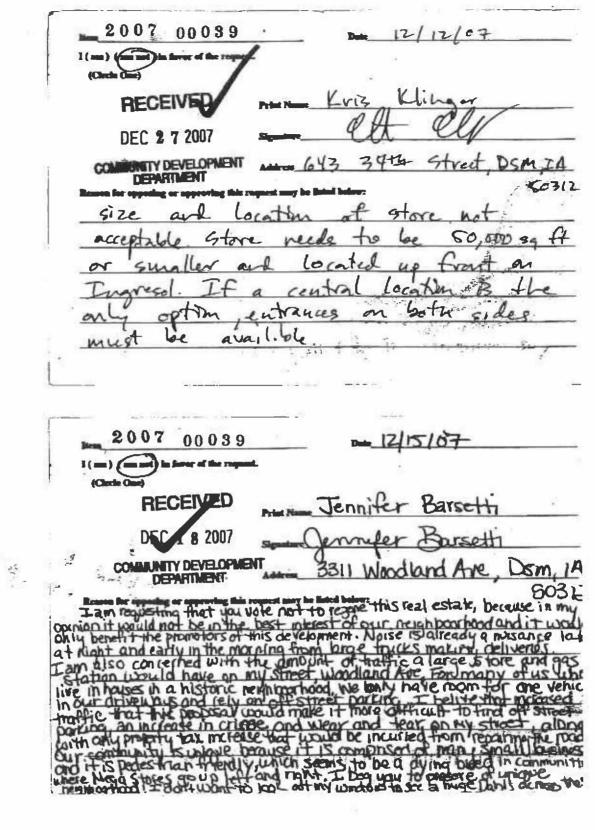
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3 Dahl's	Ingersoll Site Proposal #2	ô.	75,485	215	356	(141)	Includes pumps, convenience store, another store. Traffic report said (141) vehicle traffic will double
4 Dahl's	Ingersoll Site Staff Recommendation	5.6	65,000	230	306	(76)	Includes pumps, convenience store, another store. Vehicle traffic will (76) increase by 50%+??
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