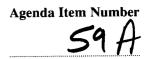
Roll Call Number



September 28, 2009

Date....

RESOLUTION CLOSING HEARING ON PROPOSED AMENDMENT TO THE ZONING ORDINANCE TO CREATE A NEW "VDL" VEHICLE DISPLAY LOT OVERLAY DISTRICT

WHEREAS, on September 14, 2009, by Roll Call No. 09-1642, it was duly resolved by the City Council that the proposal to amend the Zoning Ordinance by adding and enacting a new Division 32 - Vehicle Display Lot Overlay District, to Article III - Districts, to establish an new "VDL" Vehicle Display Lot Overlay District wherein the creation of new vehicle display lots and expansion of existing vehicle display lots would be generally prohibited, be set down for hearing on September 28, 2009, at 5:00 p.m., in the Council Chambers at City Hall; and

WHEREAS, due notice of the hearing was published in the Des Moines Register as provided by law on September \mathbf{M} , 2009; and

WHEREAS, in accordance with the notice, those interested in the proposed amendment, 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:

That upon consideration of the facts, statements of interested persons and arguments of counsel, the objections to said proposed amendments to the Zoning Ordinance be and the same are hereby overruled, and the hearing closed.

MOVED by ______ to adopt and approve, subject to final passage of the enacting ordinance.

FORM APPROVED: Roma K 1

Roger K. Brown Assistant City Attorney G:\SHARED\LEGAL\BROWN\Ch134\VDL Overlay\Ord & RCs.doc

COUNCIL ACTION Y	YEAS	NAYS	PASS	ABSENT	
COWNIE					CERTIFICATE
COLEMAN					
HENSLEY					I, DIANE RAUH, City Clerk of said City hereby certif
KIERNAN					that at a meeting of the City Council of said City of De
MAHAFFEY					Moines, held on the above date, among othe
MEYER					proceedings the above was adopted.
VLASSIS			-		F
TOTAL		1			IN WITNESS WHEREOF, I have hereunto set my hand
MOTION CARRIED		•	APPRO	OVED	and affixed my seal the day and year first above written
					City Clerk

September 10, 2009

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 September 3, 2009, the following action was taken:

COMMISSION RECOMMENDATION:

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

Commission Action:	Yes	Nays	Pass	Absent
Leisha Barcus	X	•		
JoAnne Corigliano	Х			
Shirley Daniels	Х			
Jacqueline Easley	Х			
Dann Flaherty	Х			
Ted Irvine	Х			
Jeffrey Johannsen	Х			
Greg Jones	X			
Frances Koontz				Х
Jim Martin	Х			
Brian Millard				Х
Mike Simonson				Х
Kent Sovern		Х		

APPROVAL of the proposed amendment to Chapter 134 of the City Code to establish a Division 32 - Vehicle Display Lot Overlay District which generally prohibits the creation of new vehicle lots or expansion of existing vehicle display lots. (10-2009-5.04)

By separate motion Commissioners recommended 10-0 as follows:

Commission Action:	Yes	Nays	Pass	Absent
Leisha Barcus	Х			
JoAnne Corigliano	Х			
Shirley Daniels	Х			
Jacqueline Easley	Х			
Dann Flaherty	Х			
Ted Irvine	Х			
Jeffrey Johannsen	Х		-	
Greg Jones	Х			
Frances Koontz				X
Jim Martin	Х			
Brian Millard				X
Mike Simonson				X
Kent Sovern	Х			

APPROVAL to find the proposed rezoning is in conformance with the Des Moines' 2020 Community Character Plan.



CITY PLAN AND ZONING COMMISSION ARMORY BUILDING 602 ROBERT D. RAY DRIVE DES MOINES, IOWA 50309 –1881 (515) 283-4182

> ALL-AMERICA CITY 1949, 1976, 1981 2003

By separate motion Commissioners recommended 10-0 as follows:

Commission Action:	Yes	Nays	Pass	Absent
Leisha Barcus	X			
JoAnne Corigliano	Х			
Shirley Daniels	Х			
Jacqueline Easley	Х			
Dann Flaherty	Х			
Ted Irvine	Х			
Jeffrey Johannsen	Х			
Greg Jones	Х			
Frances Koontz				Х
Jim Martin	Х			
Brian Millard				X
Mike Simonson				Х
Kent Sovern	Х			

APPROVAL to rezone properties fronting the East 14th Street and Southeast 14th Street Corridor within the corporate limits to add the "VDL" Vehicle Display Lot Overlay District. (ZON2009-00139)

STAFF RECOMMENDATION TO THE P&Z COMMISSION

Part A) Staff recommends approval of an amendment to Chapter 134 of the City Code to establish a Division 32 - Vehicle Display Lot Overlay District, which generally prohibits the creation of new vehicle lots or expansion of existing vehicle display lots.

Part B) Staff recommends that the proposed rezoning be found in conformance with the Des Moines' 2020 Community Character Plan.

Part C) Staff recommends approval of the City Council initiated request to rezone properties fronting the East 14th Street and Southeast 14th Street corridor within the corporate limits to add "VDL" Vehicle Display Lot Overlay District.

STAFF REPORT

I. GENERAL INFORMATION

On June 2, 2008 the City Council held a workshop to discuss the site plan regulation and zoning enforcement of vehicle display lots. The City Council expressed concerns regarding the concentration of vehicle display lots along various corridors in the City and the appearance of legal non-conforming vehicle display lots throughout the City. The Council directed staff to prepare ordinances that included, but were not limited to, the creation of an overlay district that would prohibit the creation or expansion of vehicle display lots. The Council also directed staff to identify specific commercial corridors where the concentration of vehicle display lots has reached a level that has discouraged investment and reinvestment in other uses in the area and where such concentration is detrimental to the objectives of the 2020 Community Character Plan.

Staff presented a draft of the proposed Vehicle Display Lot Overlay District and corridor analysis to the City Council on July 27, 2009. The Council directed staff to prepare final ordinances establishing a Vehicle Display Lot Overlay District and rezoning E 14th Street / SE 14th Street for their consideration.

"VDL", Vehicle Display Lot Overlay District

Staff worked with the Regulation and Ordinance Subcommittee of the Plan and Zoning Commission to draft the proposed "VDL", Vehicle Display Lot Overlay District (see Exhibit A). The ordinance would generally prohibit the creation or expansion of vehicle display lots within the district. It is expected that over time the concentration of vehicle display lots will decline through attrition and conversion to other uses, and the detrimental impact of the remaining vehicle display lots will decline as vehicle display lots are upgraded over time to the current landscaping and setback standards.

Properties could be zoned to the Vehicle Display Lot Overlay District when the City Council determines that either the concentration of vehicle display lots along a corridor has reached a level where it is discouraging, or with any increase is likely to discourage, further investment and reinvestment in other uses along the corridor; or that use of the required front yard for vehicle display is contrary to the predominant character of the corridor and would detrimentally impact that character and property values along the corridor. Properties in the "VDL" District would continue to be subject to all the zoning regulations applicable to the underlying zoning district.

No vehicle display lots shall be created or expanded and no site plans shall be approved for the creation or expansion of vehicle display lots within the VDL District unless each of the following conditions exists:

- 1. The vehicle display lot was a lawful use when the property was rezoned to the VDL overlay district and has not been discontinued for more than six (6) months or abandoned;
- 2. The redevelopment or expansion is limited to the property where the existing vehicle display lot is operated and adjoining land that was "owned of record" by the owner of the property where the existing vehicle display lot is operated as of the date the property is rezoned to the VDL overlay district; and
- 3. The entire vehicle display lot as so redeveloped or expanded conforms to current zoning and site plan requirements.

After review and recommendation by the Plan and Zoning Commission, the City Council can consider removal of the Vehicle Display Lot Overlay District designation from a specific parcel if it determines that the conditions above no longer exist or that the proposed use demonstrates provision of exceptional setbacks, landscaping and other site amenities that mitigate the visual impact of the vehicle display lot from the corridor.

Rezoning of E 14th Street / SE 14th Street

The 2020 Community Character Plan identifies E. 14th Street / SE 14th Street as a "gateway corridor" as it runs through a large expanse of the City. The 2020 Community Character Plan states that gateway corridors should be welcoming and distinct and should express community identity and display civic pride. Gateway corridors can be enhanced by the relationship of buildings (not parking) to the street and landscaping.

Staff analysis indicates that the highest concentration of vehicle display lots in the City limits exists along E. 14th Street / SE 14th Street. Approximately 65 of 589 (11%) of the total parcels fronting this corridor are occupied by vehicle display lots. Approximately 3,780 lineal feet of 48,921 lineal feet or 7.7% of the frontage on the west side of the corridor is occupied by vehicle display lots and

approximately 6,716 lineal feet of 48,921 lineal feet or 13.7% of the frontage on the east side of the corridor is occupied by vehicle display lots.

Staff believes that the existing presence of numerous legal, non-conforming vehicle display lots with little or no landscaping along the corridor is detrimental to the objectives of the 2020 Community Character plan. Staff also believes that the concentration of vehicle display lots has reached a level where it is discouraging, or with any increase is likely to discourage, further investment and reinvestment in other uses along the corridor.

By applying the Vehicle Display Lot Overlay designation to this corridor, it is expected that the concentration of vehicle display lots will decline over time through attrition and conversion to other uses, and the detrimental impact of the remaining vehicle display lots will decline as they are upgraded to the current landscaping and setback standards. Staff believes that the proposed rezoning is in conformance with the 2020 Community Character Plan.

Staff held a public information meeting with property owners along the E 14th Street and SE 14th Street corridor on August 18, 2009 to explain the proposed district and impact of the rezoning. The City Council has requested that the Plan and Zoning Commission hold a public hearing and make a recommendation to the City Council regarding the proposed text for the Vehicle Display Lot Overlay District and its application to the E. 14th Street and SE 14th Street corridor.

II. ADDITIONAL APPLICABLE INFORMATION

The display or storage of merchandise for sale or rent is generally prohibited in the required front yard in all commercial and industrial districts. However, a special exception to this prohibition has been allowed for the display of vehicles for sale, rental or hire. This exemption may no longer be reasonable as applied to certain commercial corridors where a concentration of vehicle display lots crowding the street frontage exists in sharp visual contrast with the apparent setbacks observed by most other commercial uses. While other commercial uses may have a parking lot with a setback equal to that of a vehicle display lot, the typical daily use of the lots creates a fundamentally different view from the street. The most desirable parking spaces in a vehicle display lot are those fronting the street, and consequently the street frontages of vehicle display lots are typically occupied all hours of every day. The most desirable parking spaces in a parking lot are typically those parking spaces closest to the building entrances, and the parking lot is typically empty when the business is closed. When the concentration of vehicle display lots along a corridor has reached a certain level, the appearance of the corridor is fundamentally changed.

SUMMARY OF DISCUSSION

Jason Van Essen presented the staff report and recommendation.

<u>Dann Flaherty</u> asked if an application was submitted for the lifting of the overlay district from a property would the request be reviewed by the Commission before it was considered by the Council.

Jason Van Essen stated yes, that the process would be identical to the standard rezoning process were the Commission forwards a recommendation to the City Council.

Larry Hulse stated that the proposed overlay district is the result of the concern that certain portions of certain streets have too many vehicle display lots to the point that it is a detriment to the health of these areas. The overlay district allows for site by site determinations to be made if a proposed display lot is an appropriate use in that area. Staff studied the East University Avenue, Army Post Road and East/SE 14th Street corridors, which are known for having numerous vehicle display lots. It was found that the East/SE 14th Street corridor has the highest percentage of vehicle display lots of the three

corridors. The City Council directed staff to draft ordinance language that would create the Vehicle Display Lot Overlay District and to apply it to the East/SE 14th Street corridor.

Leisha Barcus asked if there is a certain percentage point that is the rational for where to apply the overlay district.

Larry Hulse stated that the rationale for only selecting the East/SE 14th Street corridor was that it has the highest concentration of display lots.

Jason Van Essen Clarified that the portion of Highway 69 that is not technically SE 14th Street is a part of the proposed overlay district. Stated that the owners of the 589 parcels along the corridor were notified and that 7 cards representing 16 parcels were received in support and 13 cards representing 16 parcels were received in opposition. Noted that some of the cards in opposition included comments that they were opposed because they did not want more vehicle display lots or that they were opposed because they did not understand the purpose of the ordinance.

Leisha Barcus asked if an informational meeting was held to educate the public on the proposed ordinance.

Larry Hulse stated that staff held an informational meeting in August.

<u>Robert Burnett</u>, 3586 East Pine Avenue, asked if the overlay district includes mobile homes and trailers.

Larry Hulse indicated that it does.

Chris Barnes, 4101 NE 14th Street, asked if the overlay district includes rental vehicles.

Larry Hulse stated that it includes vehicles on display for sale, lease or rent.

CHAIRPERSON OPENED THE PUBLIC HEARING

There was no one in the audience to speak in support.

The following individuals spoke in opposition.

<u>Gary Galinsky</u>, 3501 Aspen Drive, West Des Moines, stated that he owns three car lots in the City of Des Moines that he leases them to dealers, two of which are located on East/SE 14th Street. Stated his belief that the proposed ordinance if not fair and that it would discourage dealers from expanding their lots because it would cost too much. Asked how many lots are too many. Stated that there are other buildings along the street that are eye sores that are not car lots and feels that the wrong things are being picked on and that this is just creating more layers of bureaucracy. Suggested that the market would ultimately determine if the number of lots was too many.

Larry Hulse stated that the market does play into the number of display lots throughout the City but that the concern is that there are certain areas within the City were new investment is being hindered by the number of display lots in that area.

<u>Jeffrey Johannsen</u> Stated that residents of that area would love to see the corridor cleaned up. Suggested that Merle Hay Road and East University Avenue should be looked at and that maybe the overlay district should be applied citywide.

<u>Gary Galinsky</u> stated where is the opposition to car dealers coming from. There is no one here tonight to speak in support of the ordinance. Suggested that the ordinance is being driven by one City Councilman and does not reflect the opinion of the majority of people from the SE 14th Street area.

<u>Ed Garner</u>, Autorama RV Center on SE 14th Street, stated that 20 years ago you could hardly find a place to rent on SE 14th Street because it was full of businesses. Many people have since closed their businesses and moved out. Those remaining cannot afford to expand because all of the City's requirements have made it cost prohibitive.

Rob Martinson, 8075 NE 27th Avenue, Altoona, indicated that he owns a display lot on SE 14th Street. Stated that he has sold cars to many of the people that live around his lot and that no one has approached him about his lot being an eye sore. Agreed that there are a lot of buildings around him that are eye sores and that there are some car lots that are eye sores. Asked if his building were to burn down if he would have to conform to all of the new standards.

Dann Flaherty stated yes because over 50% of the building would have been destroyed.

Larry Hulse indicated that if his building burnt down that he would have the ability to seek relief to any of the requirements that would create a hardship from the Plan and Zoning Commission or the Zoning Board of Adjustment depending on if the requirement was based from the City's Site Plan Ordinance or the Zoning Ordinance.

Rob Martinson stated that he thinks it is unfair that only East 14th Street is being targeted.

CHAIRPERSON CLOSED THE PUBLIC HEARING

<u>Larry Hulse</u> explained that the ordinance that is being created could be applied to anywhere in the City but that it is being applied here first.

Roger Brown stated that there has been no dispute that there are many vacant buildings along the 14th Street corridor and that the corridor appears to be declining. Further stated that the ordinance before you is premised on the belief that this corridor has become a predominantly vehicle display lot corridor and that this perception is a significant factor in the decline of retail uses along the corridor. If the Commission agrees with that premise then it would be appropriate to follow the staff recommendation, but if the Commission does not agree that the numbers of vehicle display lots have reached a point of discouraging other retail businesses then you should not vote in favor of rezoning the corridor to include the overlay district.

COMMISSION ACTION

<u>Jeffrey Johannsen</u> moved staff recommendation Part A) to approve the amendment to Chapter 134 of the City Code to establish a Division 32 - Vehicle Display Lot Overlay District, which generally prohibits the creation of new vehicle lots or expansion of existing vehicle display lots.

Motion passed 10-0.

Kent Sovern moved to reconsider Part A as he would like to change his vote.

Motion passed 9-0-1. (Jeffrey Johannsen abstained)

Kent Sovern commented that during the R&O Committee's discussions he suggested that there are certain corridors that are gateways to downtown and that he thought they should be defined and protected by this ordinance. Stated that he has no real objection to this ordinance but believes it would be better policy to focus on gateway corridor protection.

<u>Larry Hulse</u> stated that encompassing all of the corridors at once would be difficult. Agreed with the concept of scenic corridor protect, however, the ordinance in its current form is a redevelopment tool. Noted that it may be found to be a useful tool for the redevelopment of other corridors in the future.

<u>Ted Irvine</u> stated that he was comfortable with the ordinance in its current form and with applying it a piece at a time. Asked if staff had any data that showed that car lots impede development or run off other businesses.

Larry Hulse stated he is aware of other cities that have limited businesses that are considered second tier due to their over concentration and impediment to investment and redevelopment in certain areas.

<u>JoAnne Corigliano</u> stated that she has no objection to the quantity of lots but rather to the quality of lots. There are some car lots on East 14th Street that are really eye sore and some that are really nice.

Leisha Barcus stated that she will vote in support of the ordinance because she sees it as a redevelopment tool for SE 14th Street. Suggested the overlay be revisited if it does not appear to be working as a redevelopment tool.

Kent Sovern stated that the vehicle display lot issues has been complex and thanked staff for the time and effort that has been put in working on the issue.

<u>Shirley Daniels</u> stated that this is the start of something big and that she will be watching very closely.

Larry Hulse thanked the Commission and the R&O Committee for their patience and stated staff will be monitoring the effectiveness of the overlay.

<u>Dann Flaherty</u> thanked previous and current R&O members and staff for their efforts in developing the ordinance language.

<u>Jeffrey Johannsen</u> thanked staff and the R&O Committee and stated he would like to see Kent's recommendation regarding corridor protection applied.

<u>JoAnne Corigliano</u> stated that this corridor is the gateway to the State Capitol and that it is a problem that it is declining. Anything we can do to put some teeth to the redevelopment effort is a good thing.

<u>Jeffrey Johannsen</u> moved staff recommendation to Part A) to approve an amendment to Chapter 134 of the City Code to establish a Division 32 - Vehicle Display Lot Overlay

District, which generally prohibits the creation of new vehicle lots or expansion of existing vehicle display lots.

Motion passed 9-1. (Kent Sovern voted in opposition)

Kent Sovern moved staff recommendation to Part B) that the proposed rezoning be found in conformance with the Des Moines' 2020 Community Character Plan.

Motion passed 10-0.

<u>JoAnne Corigliano</u> moved staff recommendation to Part C) to approve the City Council initiated request to rezone properties fronting the East 14th Street and Southeast 14th Street corridor within the corporate limits to add "VDL" Vehicle Display Lot Overlay District.

Motion passed 10-0.

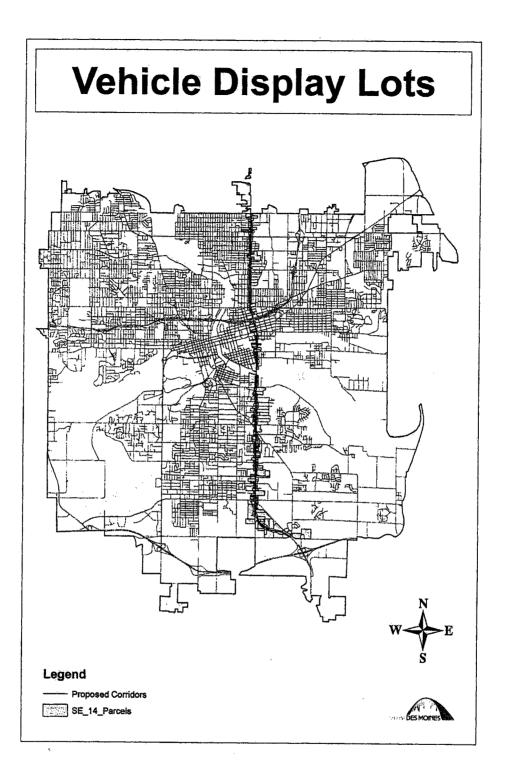
Respectfully submitted,

Jason Van Essen, AICP Senior Planner

JMV:clw

cc: File

City Council initiated request regulation of vehicle display lo Rezone properti Street Corridor v Display Lot Ove	File # ZON2009-00139								
DescriptionRezone propof Actionthe corporate	erties front limits to a	ing the Eas dd the "VDI	t 14th Street and S L" Vehicle Display	Southeast 14th S Lot Overlay Dist	Street Corridor within rict designation.				
2020 Community Character Plan	Numerou								
Horizon 2025 Transportation Plan	Numerous Improvements								
Current Zoning District	Numerous Districts								
Proposed Zoning District	"VDL" Vehicle Display Lot Overlay District								
Consent Card Responses Inside Area Outside Area	In Fa		Not In Favor 15	Undetermine	d % Opposition <25%				
Plan and Zoning App Commission Action Den	roval 10-0 ial		Required 6/7 the City Cour						



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