



January 10, 2011


Date.....

COMMUNICATION from the City Plan and Zoning Commission advising that at a public hearing held on December 16, 2010, the members recommended by a vote of 11-1-0 to recommend that the City Council initiate the following:

- A. Amendment to the Des Moines 2020 Community Character Plan and rezoning of property in the Market District. Any proposed changes the *Des Moines 2020 Community Character Plan* and zoning will be subject to a neighborhood meeting and future public hearings by the Plan and Zoning Commission and the City Council.
- B. Evaluation of view corridors and possible regulations that preserve views to the State Capitol.
- C. Consultation with other planning efforts including the consolidation of City municipal services and relocation of the Public Works Fleet Services Center and other existing uses incompatible with the plan.
- D. Collaboration with the District Court of Southern Iowa on relocation of the Federal Courthouse.
- E. Potential acquisition of the railroad R.O.W. to create the open space framework in the plan.
- F. Study of public investments in the Market District -- incentive structures and infrastructure investments -- that support sustainability initiatives.

MOVED by _____ to receive and file.

FORM APPROVED:



 Michael F. Kelley
 Assistant City Attorney

COUNCIL ACTION	YEAS	NAYS	PASS	ABSENT
COWNIE				
COLEMAN				
GRIESS				
HENSLEY				
MAHAFFEY				
MEYER				
MOORE				
TOTAL				

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.

MOTION CARRIED

APPROVED

Mayor

City Clerk

December 20, 2010

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 16, 2010, the following action was taken:

COMMISSION RECOMMENDATION:

After public hearing, the members voted 11-1-0 as follows:

Commission Action:	Yes	Nays	Pass	Absent
Leisha Barcus	X			
JoAnne Corigliano	X			
Shirley Daniels	X			
Jacqueline Easley	X			
Dann Flaherty	X			
John "Jack" Hilmes	X			
Joel Huston	X			
Ted Irvine				X
Greg Jones	X			
Jim Martin	X			
Brian Millard		X		
William Page	X			
Mike Simonson	X			
Kent Sovern				X

APPROVAL of a recommendation that the City Council initiate the following in regards to the Market District Plan:

- A. Amendment to the Des Moines 2020 Community Character Plan and rezoning of property in the Market District. Any proposed changes the *Des Moines 2020 Community Character Plan* and zoning will be subject to a neighborhood meeting and future public hearings by the Plan and Zoning Commission and the City Council.
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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

STAFF RECOMMENDATION TO THE P&Z COMMISSION

Staff recommends approval of a communication from the Plan and Zoning Commission to the City Council recommending initiation of the following:

- A. Amendment to the Des Moines 2020 Community Character Plan and rezoning of property in the Market District. Any proposed changes the *Des Moines 2020 Community Character Plan* and zoning will be subject to a neighborhood meeting and future public hearings by the Plan and Zoning Commission and the City Council.
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STAFF REPORT

I. BACKGROUND

This month, a new bridge across the Des Moines River will open and Martin Luther King Jr. Parkway (MLK) will extend to SE 9th Street. Recognizing the development opportunity this poses, the City Manager's Office hired Jeffrey Morgan Architecture Studio to conduct an Urban Design Study for the area, which is generally defined by East Court Avenue on the north, MLK on the south, the Des Moines River on the west and Southeast 7th Street on the east.

Newly accessible, adjacent to a thriving neighborhood, and with plenty of area for redevelopment, the Market District of the East Village holds promising potential to be a vibrant area in downtown Des Moines. The Market District has been planned to build from the successes of the adjoining East Village, a revitalized and bustling mixed-use downtown neighborhood, while responding to its proximity with a major new Parkway. With the opening of the first new downtown Des Moines River bridge in nearly a century, this 45-acre area is much more accessible than ever. Once the back door to the east side of downtown, with the completion of the Martin Luther King Jr. Bridge and Parkway, the Market District serves as a downtown entry from southern and eastern parts of metropolitan Des Moines.

The area is currently a workhorse for the city, occupied by the City's Public Works facility, the main Police Station, the Federal Courthouse, warehouses for the local utility, a salvage yard and a collection of industrial and warehouse uses. This plan envisions use of the existing city blocks for new and revitalized structures that house offices, residential, a new market, retail, and Federal Courts uses. Open spaces, gardens, parks, trails, connections to the river and State Capitol grounds, access to multi-transit modes, and a commitment to

sustainability premise the plan. The vision presented in the Market District Urban Design Study shows a thriving section of downtown that adheres to urban principles for the proposed development pattern, while imagining development types and configurations that are unique to downtown Des Moines. With its dearth of constraints, the Market District is a rare opportunity to create a new district with an array of desirable and progressive contemporary amenities that is tightly knit into the city's urban fabric.

This area was the subject of past planning efforts, including *Des Moines: Capitol Gateway East Urban Design Plan* (September 1997) and *What's Next, Downtown?* (March 2008). The Market District Urban Design Study is consistent with both of these previous plans and advances recommendations made in both plans. The Market District Plan respects the Capitol view corridors that were recommended in the *Capitol Gateway East* plan (which led to the Capitol Dominance Overlay district in current zoning) and proposes a development pattern of the area as recommended in *What's Next, Downtown?*

The project was led by City staff in Community Development and the City Manager's Office. Jeffrey Morgan Architecture Studio, and their subconsultant, Confluence, worked with City staff in many City departments throughout the process to gather input and review draft material. A developer roundtable was assembled from developers working in the East Village early in the process. They were asked about their success and challenges in their urban development work and they provided input on general parameters for the plan. A neighborhood meeting was held on November 16, 2009 to review the draft findings in the plan. They enthusiastically received the findings and requests to name the area the "Market District" were honored.

Late in 2009, the Plan and Zoning Commission and Urban Design Review Board received informational presentations and reviewed a draft of the Market District Plan (at that time referred to as the "Lower East Village"). On May 24, 2010 the City Council reviewed the study during a Council Workshop, where they directed staff to review implementation measures and proceed with the approval process.

II. LAND USE AND ZONING ANALYSIS

The *2020 Community Character Plan* shows this area as mostly support commercial with the area on the south side of MLK as traditional industrial. This study suggests that areas on both sides of MLK should be support commercial. To support the vision of this plan, staff recommends that the support commercial designation extend south to Scott Avenue.

Zoning in this area represents the transitioning nature of the district and is a combination of "M-1" Light Industrial, "M-2" Heavy Industrial, "D-R" Downtown Riverfront, "C-2" General Retail and Highway Oriented Commercial, "C-3B" (limited) Central Business District Mixed Use and "R-2A" General Residential. Staff believes zoning changes will be necessary to implement the vision of the Market District Urban Design Study. Further study is needed to assess the appropriate zoning districts; the likely mix will include C-3B and/or D-R district(s).

SUMMARY OF DISCUSSION

CHAIRPERSON OPENED THE PUBLIC HEARING

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

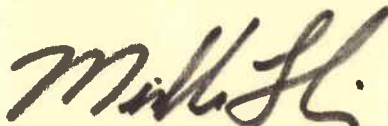
COMMISSION ACTION

Greg Jones moved staff recommendation that the City Council initiate the following:

- A. Amendment to the Des Moines 2020 Community Character Plan and rezoning of property in the Market District. Any proposed changes the *Des Moines 2020 Community Character Plan* and zoning will be subject to a neighborhood meeting and future public hearings by the Plan and Zoning Commission and the City Council.
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- F. Study of public investments in the Market District -- incentive structures and infrastructure investments -- that support sustainability initiatives.

Motion passed 11-1-0. (Brian Millard voted in opposition)

Respectfully submitted,



Michael G. Ludwig, AICP
Planning Administrator

MGL:clw

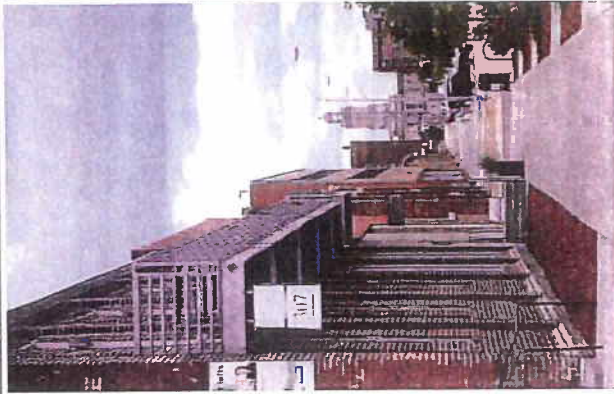
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- SUMMARY -



Market District of East Village | Urban Design Study

May 2010



City of Des Moines
Jeffrey Morgan Architecture Studio
Confluence

Process and Purpose Statement

OVERVIEW

Newly accessible, adjacent to a thriving neighborhood, and with plenty of area for redevelopment, the Market District of the East Village holds promising potential to be a thriving area in downtown Des Moines. The Market District has been planned to build from the successes of the adjoining East Village, a revitalized and bustling mixed use downtown neighborhood, while responding to its proximity with a major new Parkway. With the opening of the first new downtown Des Moines River bridge in nearly a century, this 45-acre area is soon to be much more accessible than ever. Once the back door to the east side of downtown, with the completion of the Martin Luther King Jr. Bridge and Parkway, the Market District will soon serve as a downtown entry from southern and eastern parts of metropolitan Des Moines.



The area currently serves as a workhorse for the city, occupied by the City's Public Works facility, the main Police Station, the Federal Courthouse, warehouses for a local utility, a salvage yard and a collection of industrial and warehouse uses. This plan envisions use of the existing city blocks for new and revitalized structures that house offices, residential, a new market, retail, and Federal Courts uses. Open spaces, gardens, parks, trails, connections to the River and State Capitol grounds, access to multi-transit modes, and a commitment to sustainability premise the plan. The vision presented in the following pages of the Market District of the East Village Urban Design Study shows a thriving section of downtown that adheres to urban principles for the proposed development pattern, while imagining development types and configurations that are unique to downtown Des Moines. With its dearth of constraints, the Market District is a rare opportunity to create a new district with an array of desirable and progressive contemporary amenities that is tightly knit into the city's urban fabric.

PURPOSE

The 2008 downtown plan (What's Next, Downtown?) identified the emerging potential of the "Lower East Village". This Urban Design Study was commissioned to build from the basic ideas that were proposed in the downtown plan and identify a set of planning ideas that capture the enthusiasm for the area and depict the desired long-term vision for the district. Significant investments are being made and changes are being considered in the area, including:

- Construction of a new bridge across the Des Moines River that extends Martin Luther King Jr. Parkway east to E. 14/15th Streets. This extension is part of a multi-year plan to connect Des Moines International Airport, Interstates 80 and 235, Highway 65/69 through downtown Des Moines.
- Emergence of the East Village, a collection of new and revitalized buildings that house a vibrant mixed use district with thriving businesses, retail shops, and restaurants. East Village residents occupy an array of housing including market rate condominiums and affordable and market rate apartments.
- Construction of the Riverwalk, a multi-use trail loop and pedestrian promenade along the Des Moines River that includes an array of civic and recreation amenities and new pedestrian bridges and touches the northwest corner of this district
- Commission of a feasibility study by the General Services Administration to understand the long-term future of the Federal Courthouse and the physical needs of the Southern District of Iowa Federal Courts.
- Award of federal funding to IDOT to study passenger rail service to downtown Des Moines on active rail lines that pass through this district
- Completion of a tram feasibility study that shows electric trolley lines bordering two edges of this district
- Consideration of relocating the City of Des Moines' Public Works facilities that occupy ~15 acres in this district.



PROCESS

Guiding Principles/Goals

1. **Build on the strengths of the area including:**
 - a. Identity of the East Village
 - b. Successful existing businesses that complement the desired mix of uses
 - c. Grid of streets and moderate block sizes
 - d. Viable buildings recently renovated
 - e. Buildings with extant character and potential historic value to be retained for public or private uses.
 - f. Buildings with adaptive reuse potential

 2. **Complement and foster the existing districts in the area and make connections to adjacent areas and neighborhoods:**
 - a. Historic Civic Center along the Des Moines River
 - b. Historic East Village
 - c. State of Iowa Capitol Complex
 - d. Italian area to the south including proposed River Point District
 - e. West Central Business District
 - f. Riverpoint West / Gray's Landing / Gray's Lake Office Park
 - g. Court Avenue Entertainment District
 - h. South East Neighborhood

 3. **Create a vibrant live, work, play district as an extension of the East Village**

 4. **Provide recreation and public space opportunities and amenities:**
 - a. Connection to the Des Moines River and the Principal River Walk
 - b. Develop neighborhood/district park amenity
 - c. Develop opportunity and potential for a year-round farmer's market area
 - d. Provide connections to regional trails and amenities
 - e. Foster long-term vision for a white water recreation area near the confluence of the rivers
 - f. Compliment open space programming offered in downtown

 5. **Create a mix of uses throughout the study area with a mix of urban building types including:**
 - a. Multi-family residential of varying models/price points as well as mixed income levels that complement the stock of housing in downtown – both apartment and condominium.
 - b. Speculative commercial office
 - c. Retail & service-oriented commercial amenities
 - i. To support residential, office, and civic proposed in the district (eateries, coffee shop, daycare, delivery/copy center, cleaners)
 - ii. To enhance offerings in downtown

 - d. Entertainment venues such as bars, nightclubs and restaurants.
 - e. Adaptive re-use of existing civic buildings, warehouses and other complimentary buildings that provide character to the district
 - f. Signature civic and cultural uses on significant site(s) in the district and unique identity in downtown
 - g. Plan all development uses at a scale and density that is commensurate with the envisioned urban character and investment in and around the district
-
6. **Preserve Historic Buildings**

 7. **Infrastructure:**
 - a. An integrated system for pedestrians, bicycles, vehicles, buses, tram, and regional rail transportation
 - b. Phased approach to private parking utilizing surface parking in accessible relationship to buildings and uses that can be phased over time to private structured parking.
 - c. Public structured parking for district visitors and that supports development on multiple blocks by multiple owners
 - d. Respect existing brownfield conditions in their current preliminary definition
 - e. Coordinated, collaborative, efficient, environmental approach to providing the basic infrastructure needs – streets, curbs, lighting, storm water management, sewers, utilities, flood mitigation measures that are currently inadequate to serve new development in the district
 - f. Systemic, collaborative (public-private) approach to meeting development infrastructure needs in an environmentally-friendly manner through aspects such as:
 - i. district geothermal,
 - ii. coordinated storm water management that meets on-site detention needs.
 - iii. coordinated storm water management that improves water quality in the Des Moines River watershed
 - iv. alternative power sources – wind and/or solar

 8. **District-wide sustainable development plan using LEED-ND (Neighborhood Development) or other as a guide.**

 9. **Identify a planning framework that:**
 - a. Creates enthusiasm for development in this district
 - b. Generates commitment from the public and private sectors to ensure that expectations are realized
 - c. provides flexibility for long-term evolution of the area