



**Roll Call Number**

**Agenda Item Number**

49

**Date** May 21, 2012

Receipt of the Ingersoll and Grand Avenue Revitalization Strategy as presented by the Ingersoll and Grand Avenue Planning Committee.

Moved by \_\_\_\_\_ to receive, file, and refer the attached report to the City Manager for review and recommendation.

FORM APPROVED:

*Roger K. Brown*

Roger K. Brown  
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

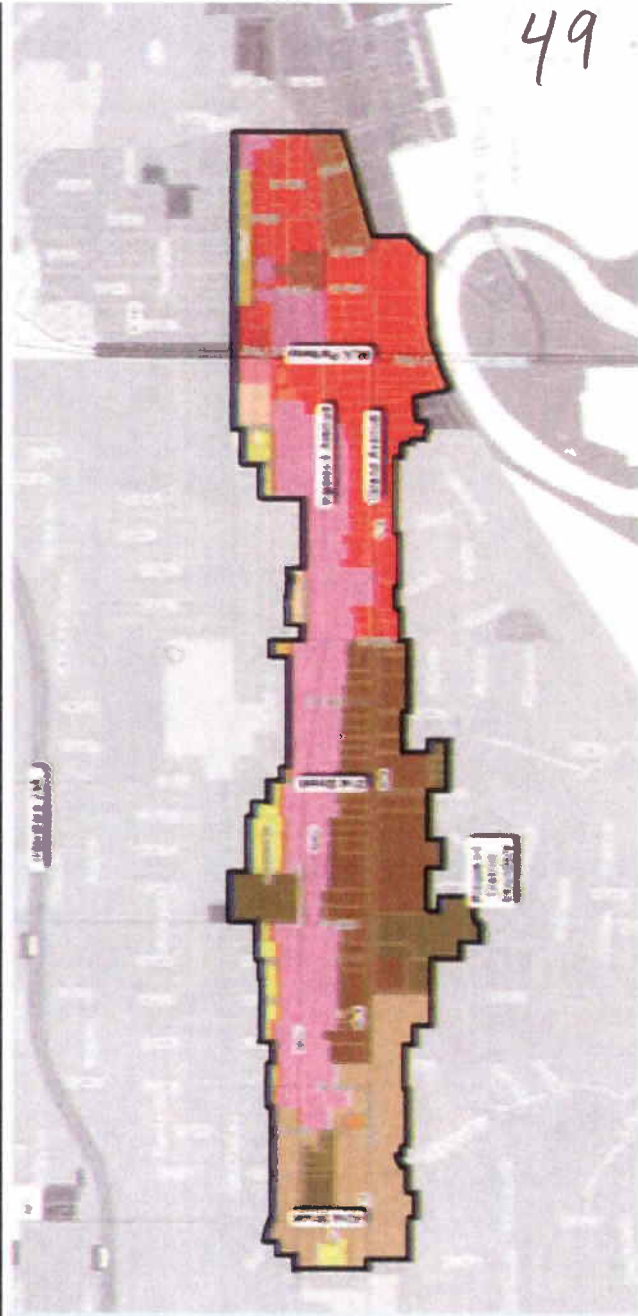
\_\_\_\_\_  
City Clerk

# Ingersoll and Grand Avenue Revitalization Strategy

Des Moines, Iowa

Prepared by the Ingersoll and  
Grand Avenue Planning Committee

APRIL 2012



# Ingersoll and Grand Planning Committee

## **Marketing and Communications**

Mike Woody (Co-Captain)  
Soozie McBroom (Co-Captain)  
Doug McBride  
Connor Flynn  
Jason Bruce  
Bob and Vicky Krause  
Steve Hilmes

## **Finance and Economic Development**

Dave Nagel (Captain)  
Steve Jacobs  
Bob Beh  
Kevin Grimm  
Doug Reichardt  
Mike Hutchison  
Ted Irvine  
Glenn Lyons (Advisor)

## **Land Use and Sustainability**

John Lorentzen (Co-Captain)  
Peter Brown (Co-Captain)  
Lyla Dozier  
Matt Coen  
Julie McGuire  
Mark Siegfried  
Ryan Howell  
Ted Irvine  
Mike Ludwig (Advisor)

## **Public Art**

Mark Holub (Captain)  
Janis Ruan  
Rosalie Gallager  
Soozie McBroom  
Claire Celsi  
Lauren Burt

## **Transportation**

Mike Hutchison (Captain)  
Claire Celsi  
Rebecca Batchellor  
Joe Willis  
Brad Edmister

## **Grand Avenue Streetscape**

Kaye Lozier (Captain)  
Barb Filer  
Brad Edmister  
Kendall Dillon  
Melissa Wilder  
Kelley Pennington  
Mike Simonson

## **Sponsors**

Christine Hensley  
Matt McCoy  
Rick Clark  
Glenn Lyons

## **Plan Advisors**

Mike Ludwig  
Erik Lundy  
Amber Lynch

# Table of Contents

## Summary of Recommendations

- 1. Ingersoll and Grand Today**
    - 1.1 General Location
    - 1.2 Land Use, Role and Function
    - 1.3 Zoning
    - 1.4 Transportation
  
  - 2. Recent Revitalization Efforts**
    - 2.1.1 Streetscape Improvements
    - 2.1.2 Sewer Replacement
    - 2.1.3 Public Transit
    - 2.1.4 Private Sector Development
  
  - 3. Recommended Development Strategies and Actions**
    - 3.1 Land Use
    - 3.2 Development
    - 3.3 Transportation
    - 3.4 Utilities
    - 3.5 Streetscape
    - 3.6 Sustainability
    - 3.7 Regional, Community and Neighborhood Context
  
  - 4. Implementation**
    - 4.1 Financing Streetscape Improvements
    - 4.2 Managing Ingersoll and Grand
    - 4.3 Development Corporation Buy Troubled Properties
- Appendix: Public Involvement Process**
- A-1 Summary of Focus Group Report
  - A-2 Planning Team Reports

## Summary of Recommendations

### It is recommended that:

- 1) The NPC zoning, located on Ingersoll, be extended: East, to MLK; and West, to 42nd Street. In the Interim, support setback and parking variances as required. (See Section 3.1.1)
- 2) In the event that Bus Rapid Transit is developed on Ingersoll, that the option of converting the NPC zoning to a Transit Oriented Development zoning district be considered at some future date. (See Section 3.1.1)
- 3) The design of new projects along Ingersoll and Grand Avenues incorporate higher standards of energy efficiency and other sustainable development principles. (Section 3.1.2)
- 4) Reuse of existing structures be encouraged where they are determined to be of a historic nature, or where their form is urban-oriented in nature and support higher density objectives. (Section 3.1.2)
- 5) The City of Des Moines maintain high standards of the code enforcement program within the District. (Section 3.1.3)
- 6) The City of Des Moines, working with local business and neighborhood associations, conduct a commercial parking study for the Ingersoll and Grand District, west of MLK. The purpose of the study would be to review expected parking demand for urban-oriented commercial and mixed-use development, establish new parking requirements as warranted, and to consider additional policies, such as off-site and cash-in-lieu parking agreements, for possible use in the District. (Section 3.3.1)
- 7) Bus Rapid Transit be developed along Ingersoll in conjunction with the proposed streetscape and sewer improvements. (Section 3.3.1)
- 8) The City of Des Moines, working with local business and neighborhood associations, and Des Moines University, conduct a traffic study to determine the best traffic configuration for Grand Avenue, and to address particular intersection-related concerns identified through this study's public involvement process. (Section 3.3.2)
- 9) Completion of sewer separation work on Ingersoll be undertaken in conjunction with Ingersoll streetscape improvements. (Section 3.4.1)



## Summary of Recommendations (Continued)

- 10) Completion of the Ingersoll streetscape improvements occur by 2014 or as soon as possible. (Section 3.5.1)
- 11) The City of Des Moines, working with local business and neighborhood associations, and Grand Avenue property owners, develop a streetscape improvement plan for Grand Avenue. Work on the streetscape plan should be undertaken in conjunction with the Grand Avenue traffic study. Developing a landscaping concept for the privately-owned great lawns on Grand Avenue should be a focus planning work. (Section 3.5.2)
- 12) The integration of public art within major public developments, such as DART's proposed BRT project and the Ingersoll Streetscape Project, and private developments be promoted within the Ingersoll and Grand District. (Section 3.6)
- 13) An on-going dialogue among the various business and neighborhood associations involved the development of the Ingersoll and Grand District be established and maintained throughout the revitalization and future district management process. (Section 3.7)
- 14) A Tax Increment Financing (TIF) District be created for the Ingersoll and Grand District, located west of MLK. (Section 4.1)
- 15) The new TIF District and the existing Downtown TIF District be used to proportionately finance streetscape improvements on Ingersoll. (Section 4.1)
- 16) The new TIF District be used to finance any future streetscape improvements on Grand Avenue that are located within the public realm as funding permits. (Section 4.1)
- 17) The existing SSMID, located on Ingersoll between 28th and 31st Streets, be expanded to include all eligible properties along Ingersoll and Grand located west of MLK. (Section 4.1)
- 18) Funds collected in the expanded SSMID be used to support maintenance, economic development, marketing and promotion activities in the Ingersoll and Grand District, west of MLK. (Section 4.2)
- 19) The expanded SSMID work with the Downtown Community Alliance and Operation Downtown to promote revitalization of Ingersoll Avenue, east of MLK. (Section 4.2)

# 1. Ingersoll and Grand Today

## 1.1 General Location

Ingersoll and Grand Avenues are parallel streets that run along an east-west axis, the focus area is located between 15th and 43rd Streets. The southern boundary of the Ingersoll and Grand Ave. Planning District generally follows the southern property lines of Grand Avenue parcels. The northern district boundary follows higher density zoned property along High Street and in some cases north to Woodland Avenue.

Ingersoll and Grand Avenues pass through a number of neighborhoods, including: parts of the Downtown, Sherman Hill, South of Grand, North of Grand, Waterbury and Greenwood Park. Ingersoll and Grand also serve residents of other neighborhoods, including Drake, Waveland Park, Beaverdale and south Des Moines neighborhoods. Ingersoll's unique destination businesses also attract customers from all parts of central Iowa to the district.

## 1.2 Land Use, Role and Function

Ingersoll is primarily a commercial street which serves residents on Des Moines' West Side. The street offers a diverse mix of retail, restaurant, entertainment and service businesses, as well as some apartment uses. Most commercial developments are one and two stories in height.

Ingersoll's older commercial buildings are generally street-oriented (i.e. they are located immediately adjacent to the sidewalk); while some of the more modern buildings are set back from the street. Parking is generally provided for in surface lots located to the rear or side of the buildings.

Grand Avenue offers a mix of apartments and institutional uses. Des Moines University is located south of Grand Avenue and a large number of mid and high-rise apartments are located along the street. A significant number of larger historic homes are located on Grand, many of which have been converted to non-profit and commercial office uses. Grand Avenue is known for these historic houses, their great lawns and large deciduous trees.

While Ingersoll and Grand are very different streets, they have a symbiotic relationship. Grand Avenue has a large residential and student population, who patronize the commercial establishments on Ingersoll. Ingersoll offers the shops, restaurants, and commercial services which make living along Grand Avenue and in the adjacent neighborhoods so appealing. Together, Ingersoll and Grand form one of Des Moines' most urban districts.

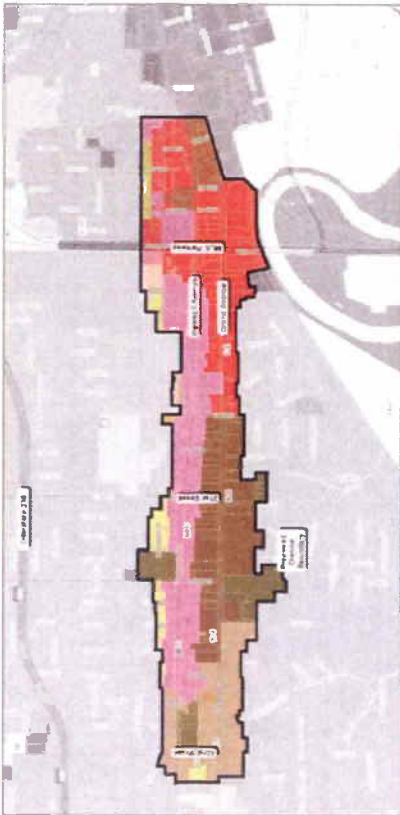


FIGURE 1: Current Ingersoll and Grand Ave. Zoning



Palmer's Deli on Ingersoll



Zanzibar's Coffee on Ingersoll



Community Foundation of Greater Des Moines on Grand Ave.



Des Moines University on Grand Ave.



# 1. Ingersoll and Grand Today (Continued)

## 1.3 Zoning

A number of different zoning districts are located the properties fronting Ingersoll. Much of Ingersoll, west of Martin Luther King Boulevard, is zoned NPC, or Neighborhood Pedestrian Commercial. The NPC zoning rules are designed to encourage street-oriented, higher-density, mixed-use developments. C-2 is the predominant zoning located east of MLK (i.e. in the Downtown).

A number of different zoning districts are also located along Grand Avenue. C-2 is the predominant zoning east of 28th Street, while R-3 and R-4 zoning predominates west of 28th Street.

## 1.4 Transportation

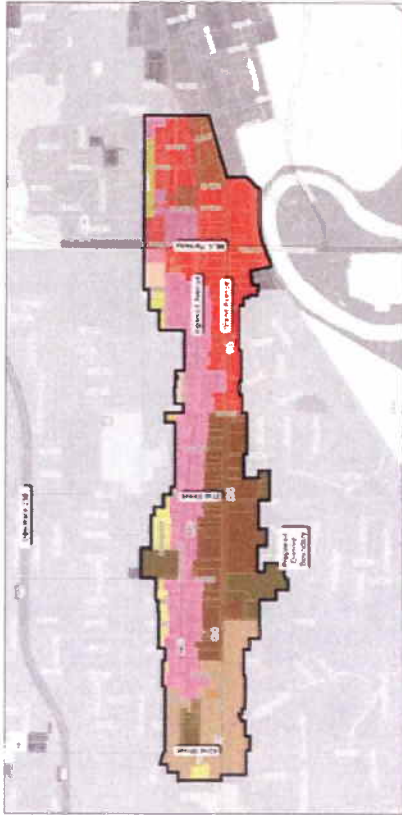
Both Ingersoll and Grand function as major arterials, accommodating traffic between the Downtown and points west.

Traffic on Grand Avenue moves quickly, with few impediments to slow it down. Grand Avenue has two driving lanes in each direction, with a small number of traffic signals. Parking is prohibited and few intersections include a dedicated left turn lane. Some intersections are off-set, which can be problematic for motorists.

Traffic moves at a slower pace on Ingersoll, which has more traffic signals than Grand, curb-side parking, and more destination-oriented traffic.

With its recent conversion, Ingersoll has become the first 'Complete Street' in Des Moines. The number of driving lanes on Ingersoll has been reduced from four to three, including: an east bound lane, a west bound lane, and a center lane for left turns. A new bicycle lane and parking lanes also exist on Ingersoll. Sidewalks with enhanced lighting, landscaping, and furnishings have also been developed between 28th and 31st Streets. The changes to Ingersoll have had a traffic calming effect, with no loss in vehicular traffic and improved traffic safety.<sup>1</sup>

<sup>1</sup> The four-lane to three-lane conversion re-striping project on Ingersoll was finalized in May 2010. Looking at August 2010 data, annual crashes are anticipated to be 21 per year with 9 injury related crashes per year. From 2005-2009, the average number of crashes per year was 49 with 22 injury related crashes per year. This is a reduction of nearly 60%. The project has demonstrated safety benefits while having a minimal effect on average travel speed or travel time in the corridor. (Source: City of Des Moines)





## 2. Recent Revitalization Efforts

### 2.1 Streetscape Improvements

The first phase of the Restoration Ingersoll streetscape project, between 28th and 31st Streets was completed in 2009. The 'Complete Street' lane configuration was adopted on Ingersoll in 2010.

Ingersoll's current mix of automobiles, cyclists and pedestrians is depicted in the photograph to the left.

### 2.2 Sewer Replacement

The City of Des Moines has been working to separate the sanitary and storm sewers along Ingersoll and Grand for a number of years. Some work has already been undertaken in concert with the first phase of the Ingersoll sidewalk improvements (i.e. 28th to 31st Streets). Additional sewer work needs to be undertaken and should ideally happen in conjunction with the next phase of streetscape improvements. The estimated cost of the remaining sewer upgrades is approximately \$6 Million in 2014 dollars. Complete separation to the two sewer systems would be a significant environmental improvement in the area.

### 2.3 Public Transit

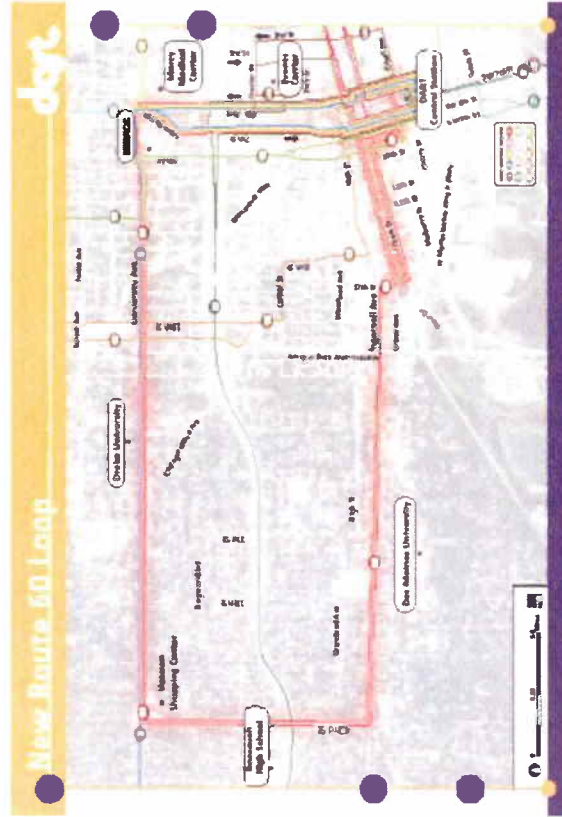
DART is in the process of establishing the new bus Route 60 which will be a bi-directional loop that will connect Ingersoll and Grand with University Avenue and the Downtown, as shown in the map to the left. DART expects Route 60 to be operating before the end of 2012. It will connect many destination points including:

- Des Moines University and other destinations on adjacent Grand Avenue,
- The Ingersoll commercial district,
- Drake University,
- The DMACC Urban Campus,
- The Mercy Medical Campus,
- Mercy College of Health Sciences, and
- Downtown Des Moines.

Route 60 is intended to become Des Moines's first Bus Rapid Transit (BRT) route. This will be discussed in Section 4 of this report. This will provide a major increase in public service not only for Ingersoll and Grand, but Downtown and Des Moines' West Side in general.



Cyclists Using New Bike Lanes - Photo Credit: Bike Iowa



Proposed Route 60 Loop - Image Credit: DART

