

.....
Date June 11, 2012.....

**RESOLUTION SETTING DATE OF PUBLIC HEARING ON THE PROPOSED
URBAN RENEWAL PLAN FOR THE INGERSOLL-GRAND COMMERCIAL URBAN
RENEWAL AREA**

WHEREAS, the City Council desires to consider the use of its urban renewal powers to enhance private development through the provision of infrastructure improvements and economic development assistance within the proposed Ingersoll-Grand Commercial Urban Renewal Area generally consisting of the properties along and between Ingersoll and Grand Avenues, from Martin Luther King Jr. Parkway to 42nd Street; and,

WHEREAS, the City Manager has prepared a proposed Urban Renewal Plan for the Ingersoll-Grand Commercial Urban Renewal Area (the "proposed urban renewal plan") which is on file and available for inspection in the office of the City Clerk, and

WHEREAS, the proposed urban renewal plan seeks to enhance private development within the proposed Ingersoll-Grand Commercial Urban Renewal Area through provision of infrastructure improvements and economic development assistance that will be provided in part with tax increment financing revenues to be generated in the urban renewal area; and,

WHEREAS, the Urban Design Review Board is schedule to review the proposed urban renewal plan at its regular meeting on June 19, 2012, and should be prepared to submit its report and recommendation to the City Council before the date proposed for public hearing by the City Council;

WHEREAS, the City Plan and Zoning Commission is schedule to review the proposed urban renewal plan at its regular meeting on June 21, 2012, and should be prepared to submit its report and recommendation to the City Council before the date proposed for public hearing by the City Council;

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

1. A public hearing shall be held before the City Council to consider the proposed Urban Renewal Plan for the Ingersoll-Grand Commercial Urban Renewal Area at 5:00 p.m. on July 9, 2012, in the City Council Chambers.
2. The City Clerk is authorized and directed to publish notice of said public hearing in the form attached hereto as Exhibit "A" in the Des Moines Register on June 21, 2012.
3. The proposed urban renewal plan is hereby submitted to the City Plan and Zoning Commission for its review and recommendation as to the plan's conformity with the Des Moines 2020 Community Character Land Use Plan, as revised to date, with said written recommendation requested to be received by the City Council prior to the date of public hearing.
4. The proposed urban renewal plan is hereby submitted to the Urban Design Review Board for its review and recommendation, with said written recommendation requested to be received by the City Council prior to the date of public hearing.

Date May 21, 2012

5. The City Manager or his designee is hereby designated as the City's representative to the consultation proceedings with the Des Moines Independent School District, Polk County and the Des Moines Area Community College. The consultation meeting shall be held prior to the date of public hearing at a time and location to be determined by the City Manager in accordance with Iowa Code Section 403.5(2). The City Manager shall cause notice of the consultation meeting, a copy of the Notice of Public Hearing (Exhibit "A"), and a copy of the proposed urban renewal plan to be mailed to each such affected taxing entity.

MOVED by _____ to adopt.

(Council Communication No. 12-304)

FORM APPROVED:



Roger K. Brown
Assistant City Attorney

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Exhibits:

"A" - Notice of Public Hearing

"B" - Urban Renewal Plan

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-Grand Commercial Urban Renewal Plan

Des Moines, Iowa

Adopted: July 9, 2012

Roll Call No. 12-_____

Urban Design Review:	06/19/12
Tax Increment Consultation Meeting:	06/20/12
Plan & Zoning Commission Review:	06/21/12

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I. PROJECT DESCRIPTION

The purpose of the Ingersoll-Grand Commercial Urban Renewal Plan is to enhance private development within this urban renewal area through provision of infrastructure improvements and economic development financial assistance that may be provided, in part, with the tax increment revenues generated in the urban renewal area.

A. Background

The Ingersoll-Grand neighborhood initially began developing when Greenwood Park was incorporated and platted as a suburban town to Des Moines in 1881. The town of Greenwood Park was initially incorporated within the area that is now bounded by Center Street on the north, 28th Street on the east, Raccoon River on the south, and 42nd Street on the west. Early development was limited to large rural estates, particularly along Greenwood Avenue which is now Grand Avenue. The West Motor Line, built in 1887, ran electric streetcars along Ingersoll Avenue. This began a period of commercial and residential development radiating out from the streetcar and interurban trolley lines. Grand and Ingersoll Avenues continued as major arterial streets for automobiles as the streetcar systems disappeared in the 1920s.

Commercial and retail development occurred along Ingersoll and Grand Avenues to serve the adjoining residential areas. These streets, with their wider lanes, permitted higher traffic volumes than the adjacent residential streets while still allowing easy pedestrian access by neighborhood residents.

The overall appearance of the commercial area on Ingersoll Avenue reflects a mixture of old and new components. Grand Avenue is characterized more by conversion of larger mansions and estates to office uses with scattered contemporary multiple-family apartments and condominiums filling in amongst historic residential flats.

The older commercial areas on Ingersoll Avenue from the 2700 block extending west to about the 3800 block, have clusters of pedestrian-oriented structures built in a compact and contiguous manner. These are primarily one-story in height with storefronts close to the sidewalk and parking typically on the street or in the back of the building. The post-World War II commercial areas are much more auto-oriented with single story, larger linear buildings, often without connecting sidewalks and with parking on the property in front and or back of the structure. These areas are scattered in between the pedestrian-oriented clusters and also extend east from 28th Street into the west edge of downtown.

The continued viability of the Ingersoll-Grand commercial area is a testament to the vitality of the adjoining neighborhoods as well as the businesses' ability to adapt and change to meet the residents' needs.

The following neighborhoods within and adjoining the urban renewal area have been selected as "Designated Neighborhoods" by the Council in the respective year given: Woodland Heights (1990), North of Grand (1997), and Greenwood Historic (2001). Being designated required these areas to have a City Council-approved neighborhood action plan developed with assistance from staff that addressed neighborhood issues and prepared for the future. The City then provided limited financial assistance and staff support to improve these areas' residential stock and

infrastructure in accordance with the action plan. The action plans establish residential, commercial, and public improvement goals for these neighborhoods. Below is a summary of relevant goals by each respective neighborhood for the Commercial and Physical Environment categories.

Woodland Heights

Commercial – Develop a strategy to involve local business owners in the neighborhood revitalization process and continue to preserve and promote the recent revitalization and beautification trends along the Ingersoll Avenue Business District.

Physical Environment – Support the construction and creation of landscape and urban design elements and green spaces to beautify the area and enhance major entrances.

North of Grand

Commercial – Retain and support neighborhood sensitive commercial development, work with surrounding neighborhoods to develop a commercial district plan for Ingersoll Avenue and provide adequate parking on Ingersoll Avenue to enhance and retain commercial businesses.

Physical Environment – Provide for safe and moderate traffic flow within the neighborhood and update storm and sanitary sewer systems designing for future needs and mitigation of existing problems.

Greenwood Historic

Commercial – Develop a plan for the Ingersoll Avenue commercial corridor.

Physical Environment – Improve streets and sidewalks in the neighborhood, improve drainage and storm water in the neighborhood, and improve the appearance of utility poles and lighting systems in the neighborhood.

The Ingersoll-Grand commercial corridor is experiencing physical change with the aging of its building stock and infrastructure, as well as increased competition from other retail areas within the City of Des Moines, the greater metropolitan area and e-commerce. The physical changes have included some demolition of existing underutilized structures for redevelopment on an increasingly intensive basis.

In response to these physical changes, the Ingersoll Business Association, in cooperation with the City, worked with RDG Planning and Design to prepare the Ingersoll Area Improvement Plan for the Ingersoll Corridor in 2004 (the "2004 Improvement Plan"). The 2004 Improvement Plan cited residents' concerns for lack of parking, poor utilization of existing parking, physical deterioration of buildings, perceived safety concerns, poor bicycle accommodation, lack of a unified appearance, unattractive business signage, and lack of design standards. The 2004 Improvement Plan further identified that neighborhood residents want to maintain a vibrant business community in the area. While there are few commercial vacancies in the area, the overall physical environment could be improved through provision of parking at certain locations, the addition of improved lighting and signage, and installation of streetscape and pedestrian elements such as wider sidewalks, planters, trees, benches, bike parking.

The 2004 Improvement Plan also prompted the hiring of landscape architects Hoerr Schaudt of Chicago in partnership with a local firm, Dunbar/Jones, to design a streetscape for Ingersoll Avenue with a pilot segment between 28th and 31st Streets which was constructed in 2008. The overall plan contemplated the future extension of the streetscape theme from the downtown to 42nd Street.

In 2011, the Des Moines Area Regional Transit Authority (DART) in furtherance of the DART Forward 2035 Transit Services Plan, began a Bus Rapid Transit (BRT) study looking at five alternative routes. A route selected for further study, known as Route 60, includes the Ingersoll Avenue and University Avenue corridors from the downtown to 42nd Street. This would include development of fixed stops along Ingersoll spaced further apart than standard transit service. Among the possible sources of funding for the development of Bus Rapid Transit along this route include the “Very Small Starts” program, administered by the Federal Transit Administration, which is targeted at BRT projects under \$50 million in total cost.

In addition to the physical improvements, other strategies suggested by this urban renewal plan to achieve the goal of a vibrant business and housing area include: encouraging retail on the street level spaces with office or service businesses or housing on upper levels, undertaking market research to determine demand for various types of businesses especially those that are compatible with the neighborhood’s family orientation, creating a promotional plan for the area, encouraging specialty food-oriented businesses, and constructing new retail space.

B. Boundaries of Urban Renewal Area

The general location of the Ingersoll-Grand Commercial Urban Renewal Area is shown on Map No. 1: Location within the City of Des Moines.

The boundaries of the Ingersoll-Grand Commercial Urban Renewal Area are shown on Map No. 2: Project Boundary. These urban renewal area boundaries are based on existing commercial use and zoning. The area generally consists of the properties fronting on and between Ingersoll and Grand Avenues, from Martin Luther King Jr. Parkway to 42nd Street and encompasses approximately 275 acres.

The boundaries of the Ingersoll-Grand Commercial Urban Renewal are more specifically described in the accompanying “Appendix A: Legal Description”.

C. Recognized Neighborhood Status

Portions of the following neighborhoods are located within the Urban Renewal Area. The following neighborhood organizations were designated as “Recognized Neighborhoods” by a formal resolution of the Des Moines City Council finding the neighborhood has met the specified minimum standards for such designation:

- Woodland Heights Organization,
- North of Grand Neighborhood,
- Ingersoll Park Neighborhood,
- Salisbury Oaks Neighborhood, and
- Greenwood Historic Neighborhood.

These neighborhood areas are shown on Map No. 3, Recognized Neighborhoods.

D. Eligibility under Iowa Law

Chapter 403 of the Code of Iowa authorizes Iowa cities and counties to designate a contiguous land area as an urban renewal area if the city or county has determined, by resolution, that such land area meets certain specified qualifying criteria. In accordance with the Code of Iowa, the Des

Moines City Council designated the Ingersoll-Grand Commercial Urban Renewal Area as an urban renewal area, on the basis that the area qualifies as an economic development area due to its appropriateness for development of commercial enterprises.

II. LAND USE AND REDEVELOPMENT

A. Conformance with the City's Comprehensive Land Use Plan

State law requires that a municipality prepare a comprehensive plan prior to adopting an urban renewal plan. On August 7, 2000, by Roll Call No. 00-3381, the Des Moines City Council adopted the Des Moines 2020 Community Character Plan and map (collectively the "2020 Plan") as the City's comprehensive land use plan.

The 2020 Plan identifies that the Ingersoll-Grand Urban Renewal Area contains the land use designations identified in the table below. The land use designation established by the 2020 Plan for each portion of the urban renewal area is shown by Map No. 4: 2020 Community Character Land Use Map. No changes to the adopted Des Moines' 2020 Community Character Plan are proposed as part of this urban renewal plan.

Table 1. Des Moines' 2020 Community Character Plan Designations

	Use	Function In Urban Renewal Area	Permitted Uses
Commercial/ Pedestrian- Oriented	<i>Commercial Corridor</i>	Small-to-moderate scale commercial in a linear pattern that serves the adjacent neighborhood and passing motorist. Building sizes range from 2,000 to 35,000 square feet.	Commercial and residential uses as permitted in the "NPC" Neighborhood Pedestrian Commercial District as allowed by the City of Des Moines Zoning Ordinance.
		Uses such as government facilities, schools, and hospitals.	Public uses as permitted in the residentially zoned districts or by Special Permit.
Residential	<i>Intown Estates</i>	Areas developed with large lots up to 2 units per acre	Residential uses as allowed in the "R1-80" and "R1-90" Districts.
	<i>Low Density</i>	Areas developed with exclusively single-family and duplex legal as of Dec. 31, 1996, up to 6 units per acre.	Residential uses as allowed in the "R1" Districts.
	<i>Medium Density</i>	Areas developed with multi-family units up to 17 units per net acre.	Residential uses as allowed in the "R-2", "R-2A", and "R-3" Districts.

	<i>High Density</i>	Areas developed with high-rise and mid-rise buildings over 17 units per acre.	Residential uses as allowed in the "R-4" District.
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The Des Moines' 2020 Community Character Plan, describes both Ingersoll Avenue and Grand Avenue as Significant Corridors. Specifically, Ingersoll Avenue throughout the proposed urban renewal area is defined as a Design Integrity Corridor due its uniform style of pedestrian scale. Grand Avenue is described as both a Scenic Corridor and a Gateway Corridor due to the integrity of the surrounding landscape and views, and due to it serving as an approach and connection from the west corporate limit to the downtown.

In the Character Analysis section, the 2020 Community Character Plan describes the Ingersoll-Grand area by indicating that Grand Avenue is a unique major path running through the area with many landmark churches and residential buildings. Ingersoll Avenue is described as a unique major path with its pedestrian-oriented mixed-use atmosphere. The area south of Grand Avenue within the urban renewal area is defined as a "Highly Imageable Neighborhood" due to its mature tree stands, width and design of roads, as well as hilly topography.

Most of the other adjoining neighborhoods are identified by the 2020 Plan as Traditional Neighborhoods. These neighborhoods are described as recognizable and memorable. Although these neighborhoods may be varied in architectural style, physical layout, age, and size, the neighborhoods share distinguishing qualities that contributed to their success:

- A definable edge and commercial center or node;
- Walkable size;
- A variety of uses including dwellings, schools, churches, shopping, and recreation;
- A grid system of interconnecting pedestrian-friendly streets with breaks or curvilinear alignments defined by natural features;
- Amenities that provide for both the needs of the pedestrian and the needs of the automobile; and
- Special spaces that may include parks and civic buildings functioning as gathering places.

The 2020 Plan characterizes Traditional Neighborhoods as having pleasant public spaces in residential and commercial areas with a distinct sense of place. Human scale, pedestrian-friendly improvements such as on-street parking, sidewalk improvements and street trees generally provided amenities for residential and commercial uses.

Further, the 2020 Plan identifies that this approach of planning for both the automobile and the pedestrian can be a precarious balance. For the pedestrian, the sense of human scale and community must be maintained. Safe, convenient and adequate parking and traffic connections must also be provided. Some streets will necessarily be more auto-oriented and some more pedestrian-oriented. However, no street should be developed without consideration for the pedestrian. New development should be compact to promote walking and transit.

Compact development is very important in commercial development and its accommodations for the automobile. Mixed-use developments and neighborhood commercial services should be provided near residential development. Additional concepts related to development advocated by the 2020 Plan include:

