



Roll Call Number

Agenda Item Number

32B

Date July 9, 2012

Receipt of the Ingersoll and Grand Avenue Revitalization Strategy as amended by City staff and the Ingersoll and Grand Avenue Planning Committee.

(Council Communication No. 12- 314)

MOVED by _____ to receive, file, and refer the attached report to the Neighborhood Revitalization Board and Plan & Zoning Commission for review and recommendation.

FORM APPROVED:

Roger K. Brown
Assistant City Attorney

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

MOTION CARRIED

APPROVED

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.

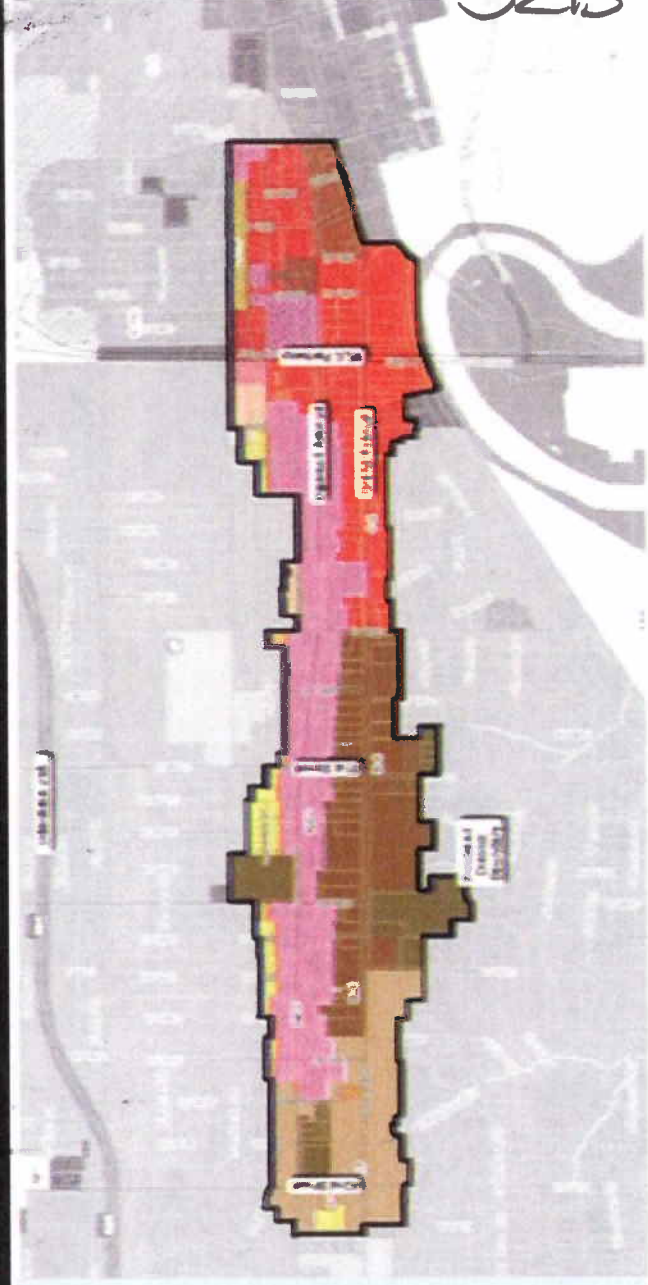
IN WITNESS WHEREOF, I have hereunto set my hand and affixed my seal the day and year first above written.

City Clerk



Ingersoll and Grand Avenue Revitalization Strategy

Des Moines, Iowa



Prepared by the Ingersoll and
Grand Avenue Planning Committee

JUNE 2012

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The Ingersoll and Grand Avenue Revitalization Strategy recognizes the symbiotic relationship among the high density residential development along Grand Avenue, support commercial uses along Ingersoll Avenue and the ten adjoining residential neighborhood associations. This document, Revitalization Strategies, is a long-term planning document by nature and the vision is achieved over time. While this plan includes numerous general and specific recommendations, it is recognized that implementation of all recommendations are subject to future consideration and decision by the Des Moines City Council, funding availability and legal authority. Additional research, funding sources and implementation strategies may be necessary. No representation is made herein that any particular site is suitable for a particular purpose as site conditions or constraints must be assessed on a case-by-case basis as part of a zoning, subdivision, site plan and/or construction permit process.

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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) 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)
- 3) 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)
- 4) The City of Des Moines maintain high standards of the code enforcement program within the District. (Section 3.1.3)
- 5) 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)
- 6) Bus Rapid Transit be developed along Ingersoll, ideally in conjunction with the proposed streetscape and sewer improvements. (Section 3.3.1)
- 7) 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)
- 8) Completion of sewer separation work on Ingersoll be undertaken in conjunction with Ingersoll streetscape improvements. (Section 3.4.1)

Summary of Recommendations (Continued)

- 9) Completion of the Ingersoll streetscape improvements occur as soon as possible. (Section 3.5.1)
- 10) 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)
- 11) 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)
- 12) 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)
- 13) A Tax Increment Financing (TIF) District be created for the Ingersoll and Grand District, located west of MLK. (Section 4.1).
- 14) The new TIF District and the existing Downtown TIF District be used to proportionately contribute to streetscape improvements on Ingersoll. (Section 4.1)
- 15) The new TIF District be used to contribute to the financing of any future streetscape improvements on Grand Avenue that are located within the public realm as funding permits. (Section 4.1)
- 16) 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)
- 17) 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)
- 18) 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; of which the focus area is located between 15th and 43rd Streets. The southern boundary of the Ingersoll and Grand Avenue 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.

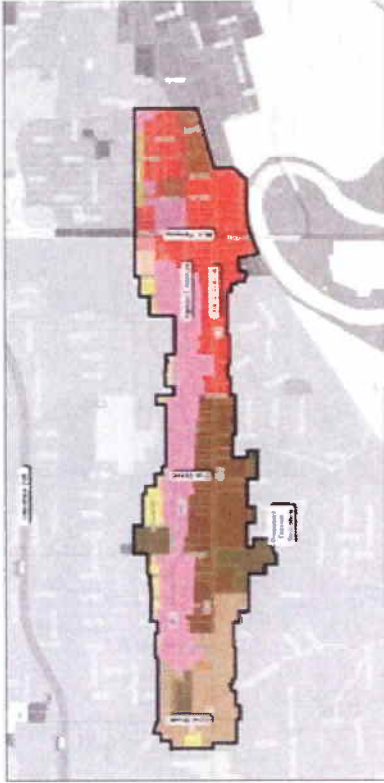


FIGURE 1: Current Ingersoll and Grand Ave. Zoning



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

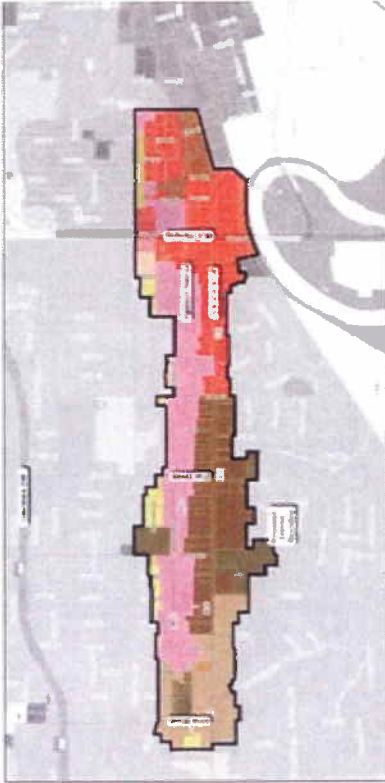
Both Ingersoll and Grand function as major arterials, accommodating traffic between the Downtown and points west.

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 locally destined 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.¹

¹ 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

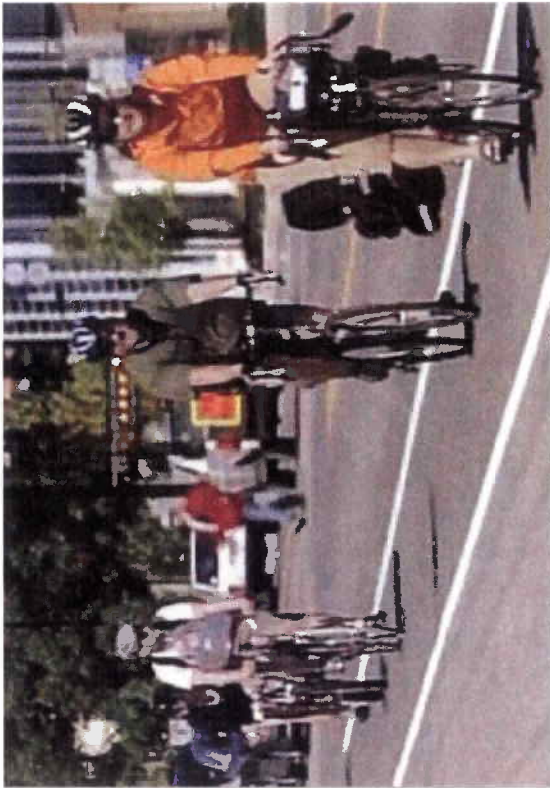
The City of Des Moines has been working to separate the sanitary and storm sewers along Ingersoll and Grand for a number of years. Some work has already been undertaken in concert with the first phase of the Ingersoll sidewalk improvements (i.e. 28th to 31st Streets). Additional sewer work needs to be 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

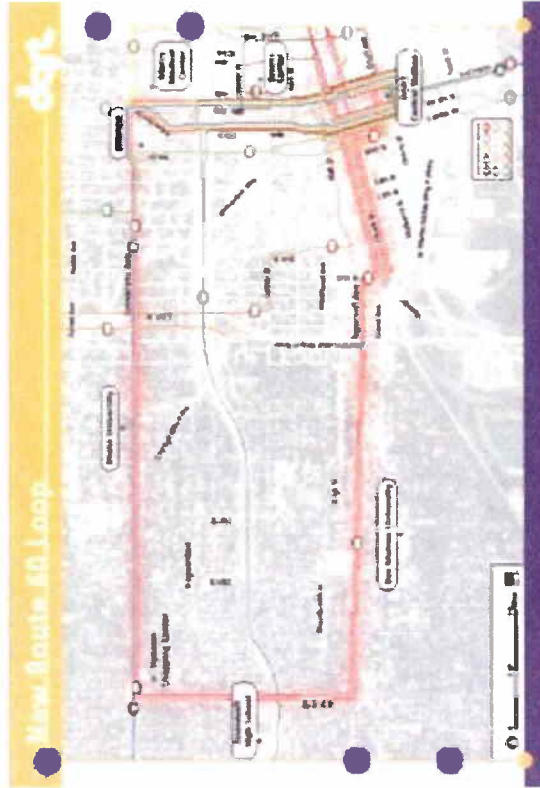
DART is in the process of establishing the new bus Route 60 which will be a bi-directional loop that will connect Ingersoll and Grand with University Avenue and the Downtown, as shown in the map to the left. DART expects Route 60 to be operating before the end of 2012. It will connect many destination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



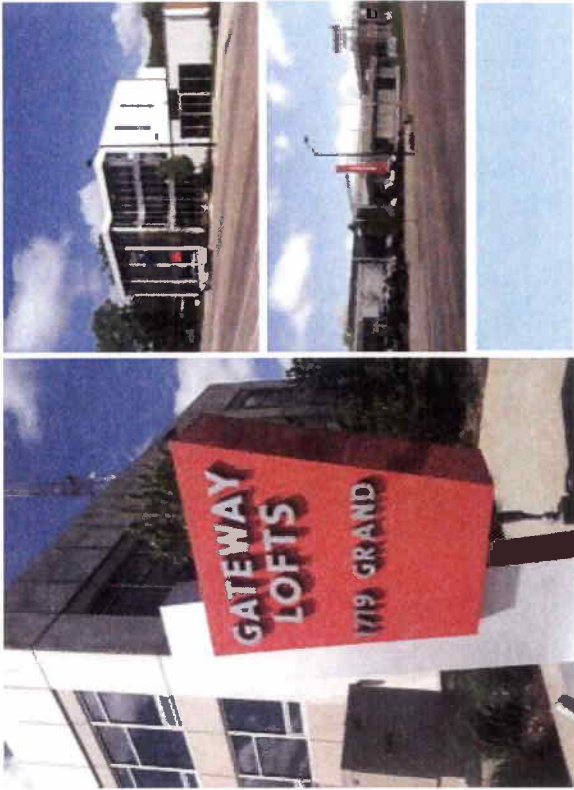
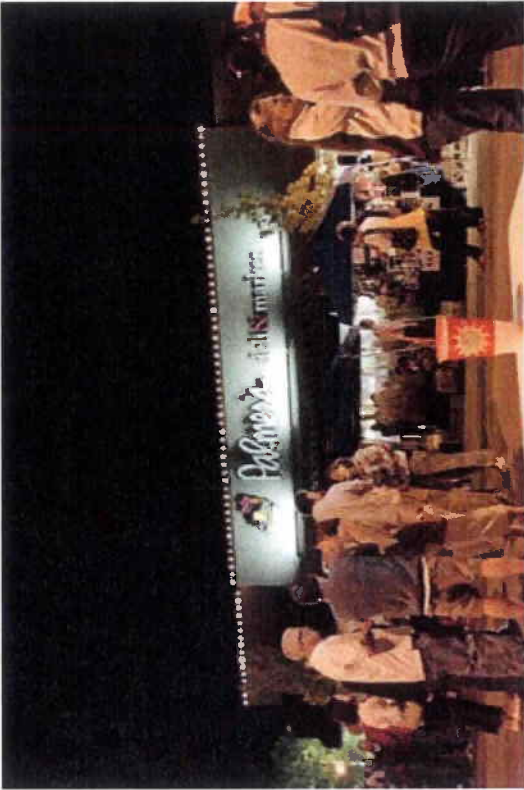
Proposed Route 60 Loop - Image Credit: DART

2. Recent Revitalization Efforts (Continued)

2.4 Recent Urban Development

There has been considerable redevelopment along Ingersoll and Grand over the last decade. This includes commercial development on Ingersoll, the most significant of which has been the \$15 M Dahl's grocery store. Other recent Ingersoll developments include: the ADIO Building, Palmer's, Ingersoll Square, Gateway Market, Simonson & Associates at 1717, Gateway Lofts, renovations to seven commercial properties at 28th Street. A four restaurant development project is currently under construction by Christiansen Development just east of Mediacom, and the High Street Brickstones are currently underway at 17th and High.

Des Moines University also continues to invest in its facilities on Grand Avenue, as does Wesley Acres. A new senior's complex was recently opened at 3801 Grand, and there have been numerous residential rehabilitation projects on the Avenue.



3. Recommended Development Strategies and Actions

Both the planning team members and those who attended focus group session identified Ingersoll and Grand Avenues as being among Des Moines' most urban of streets. While each street has its own district character, their futures are inseparable.

- Ingersoll is the slower moving commercial street with a growing mix of amenities and attractions, which serves West Side residents and visitors from throughout Greater Des Moines.
- Grand Avenue is the faster moving street with a university, high school, churches, non-profit associations, and apartments all located within an arboreal setting containing grand old houses and great lawns.

Ingersoll and Grand Avenue have a symbiotic relationship. The residents living on Grand, students attending DMU, and the employees working in the converted houses and small office buildings, patronize Ingersoll restaurants and shops. Ingersoll's restaurants and shops, in turn, provide part of the attraction to living, working, or attending school on Grand Avenue.

Ingersoll has a similar relationship with the adjacent neighborhoods. The neighborhoods provide the largest share of the people who patronize Ingersoll's commercial shops and restaurants. Ingersoll, in turn, and in combination with Grand Avenue, provides part of the attraction to living in these neighborhoods.

Planning team members agreed that, as we move forward, steps must be taken to ensure that Ingersoll and Grand become more urban, without losing their special charms.

- Ingersoll must attract new commercial and mixed use development; attaining even higher levels of pedestrian and commercial activity, while maintaining its 'urban village' atmosphere; and
- Grand Avenue must attract new multi-residential and institutional investment, while preserving its historic homes, great lawns, and grand trees.

Ingersoll and Grand Avenue must also continue to serve the surrounding neighborhoods, each of whom both claim and share a piece of the urban corridor. New developments and any transportation changes contemplated must be designed to protect the adjacent residential properties from excessive traffic, over-flow street parking, and other potential negative effects associated with growth along the corridor.

3. Recommended Development Strategies and Actions

There also is a strong sense that Ingersoll and Grand Avenue's time is now. The first phase of the street improvements and the Complete Street conversion on Ingersoll, have been well received by the public and the neighborhoods. The new streetscape has been a rousing success, even in unfavorable economic times.

Expansion of the streetscape along Ingersoll from 15th to 43rd streets will provide the catalyst for planned, targeted growth in the district; and if a tax increment financing (TIF) district is put in place, such growth could provide much of the funding to pay for the streetscape improvements.

There is evidence of potential for increased progress in the Ingersoll and Grand District; for example:

- Patronage of existing restaurants and shops along Ingersoll is already strong;
- Interest in living along the corridor and in the adjacent neighborhoods is already high; and
- With a solid urban development plan and completed streetscape plan in place, the prospects for new commercial and multi-residential investment will be great.

Members of the planning committee are looking forward to experiencing everything that Ingersoll and Grand can offer in the future, such as:

- More compatible infill development.
- A greater mix of uses.
- More shops and services.
- More local residents.
- More walkable sidewalks.
- More complete streets.
- Better public transit service.
- More pedestrian amenities.
- More public art.
- More historic and neighborhood preservation.
- Continued neighborhood safety.

The following recommendations are offered to attempt to achieve these goals.

3. Recommended Development Strategies and Actions

3.1 Land Use

3.1.1 Zoning

It is recommended that planning committee work with property owners and neighborhoods to extend the Ingersoll NPC zoning as follows.¹

- East, to MLK; and
- West, to 42nd Street.

No zoning changes are recommended on Grand Avenue.

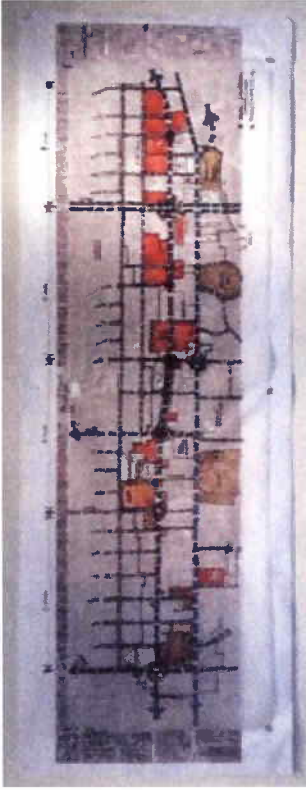
3.1.2 Sustainable Design

It is recommended that the design of new projects along Ingersoll and Grand Avenues incorporate higher standards of energy efficiency and other sustainable development principles. It is also recommended that reuse of existing structures be encouraged where they are of a historic nature, or where their form is urban-oriented in nature and supports higher density objectives. It is anticipated that the private sector shall lead this effort making use of contemporary design and development standards. It is also anticipated that the City of Des Moines will play a role in encouraging sustainable development in the District using available means.

3.1.3 Minimum Maintenance of Properties

Proper building and property maintenance are important in older districts; even more so, when districts have the special character that Ingersoll and Grand has. It is important on Ingersoll, in particular, to not only maintain the building fronts, but also to ensure that proper maintenance standards are maintained on the side and rear yards of buildings, where these properties abut adjacent residential development. Regular, enhanced code enforcement is called for along Ingersoll and Grand. The district is too important to rely solely on a complaint-based code enforcement system.

1 If the proposed Bus Rapid Transit (BRT) route is established on Ingersoll, as proposed by DART, conversion of the NPC district to some form of Transit Oriented Development (TOD) zoning may be appropriate. A decision to pursue such a change in zoning could be considered at a later date.



3. Recommended Development Strategies and Actions

3.2 Development

Creation of a new Economic Development Tax Increment Financing (TIF) District for Ingersoll and Grand; and extension of the existing Self-Supported Management Improvement District (SSMID) along Ingersoll and onto Grand are recommended in Section 4 of this report. The amount of funding generated from these two financing vehicles is, to a large extent, dependent upon the amount of future development that will occur within the district. An expansion of the Enterprise Zone where appropriate in the district is also recommended to enhance both residential and commercial investment.

There are many potential development sites on Ingersoll and Grand Avenues. Their development would lead to a transformation of the area, resulting in increased densities, a greater mix of uses, as well as increases in property and assessment values. Key development sites include:

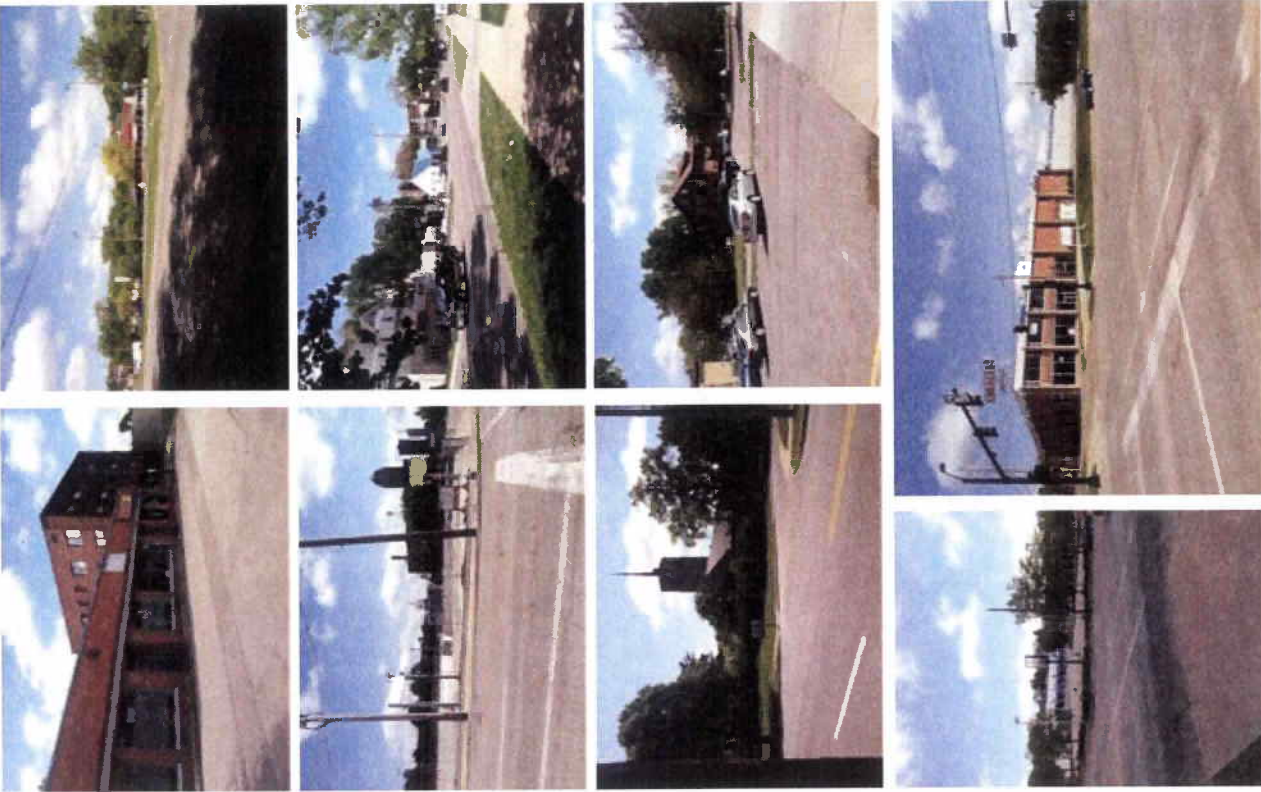
Ingersoll Avenue

- 1500 Block of Ingersoll & High Street
- 555 17th Street - Former Crescent Chevrolet Site
- 525 17th Street - Former Iowa Paint Site
- 1825 Ingersoll - Former used car lot
- 1905 Ingersoll - Completion of Ingersoll Square Block at MLK & Ingersoll
- 2301 Ingersoll - Complete city block
- 2315 Ingersoll - Grand Trees site, develop northern portion of the site facing Ingersoll
- 2625 thru 2706 Ingersoll
- 2700 Ingersoll
- 3111 thru 3209 Ingersoll
- 42nd and Ingersoll - Plymouth Place Renovation

Grand Avenue

- 1623 Grand Ave. - Former Iowa Paint Site
- 2200 Grand Ave. - Vacant
- 2700 block of Grand Ave.
- Intersection of 28th and Grand Ave.
- 3101 thru 3117 Grand Ave.
- 3750 Grand Ave.

In addition to these larger development sites, many redevelopment opportunities also exist using the existing building stock.



3. Recommended Development Strategies and Actions

3.3 Transportation

3.3.1 Transportation Issues on Ingersoll

Parking

A balance must be established between providing too little and too much parking on Ingersoll as commercial infill development occurs. If too little parking is provided, patrons will be obliged to park on adjacent residential streets. If, however, too much parking is provided, these new commercial developments will resemble the lower-density, auto-oriented, strip-commercial developments that we are trying to avoid on Ingersoll. As a general rule, parking provision should be sufficient to meet typical daily demands, but not extreme seasonal or event-related demand.

Parking regulations must also be enforced in a flexible and intelligent manner. Each new development will have its own unique characteristics and every development location will have a different set of existing supply and demand circumstances. Parking requirements for new developments or conversions of existing buildings could be reduced by any of the following means:

- Relaxations of the amount of required parking, where the reduced parking provision allows for a more urban-oriented building design, and where the parking provided is considered to be sufficient to meet the needs of the project;
- Off-site parking arrangements, where the necessary parking cannot be provided on site, but can be provided in a near-by location;
- Voluntary cash-in lieu of parking contributions, where the necessary parking cannot be provided on site, but could be provided in the form of public parking near-by.

It is recognized that other options may also exist and that some recommendations, such as cash in-lieu of parking, may require changes to state code.

Off-Site Parking

Off-site parking arrangements can be particularly useful with restaurants and entertainment establishments. Under such arrangements, the development's on-site parking requirement would be reduced in exchange for access to existing off-site parking that would otherwise not be available to the new development's patrons.

Restaurants and entertainment establishments have high evening demand for parking, while neighboring retail and office uses are generally closed during those hours. Private arrangements¹ to open retail and office parking lots to restaurant patrons in the evening, can achieve two ends:

- Utilization of existing parking can be maximized; and
- The amount of land dedicated to parking in the district can be reduced, thereby permitting more urban forms of development to occur.

While such arrangements most commonly involve existing adjacent retail and office parking, they can also be made with certain public or quasi-public uses (e.g. schools, churches, etc.) when they are located in close proximity to the restaurant or entertainment establishment.

Cash In-Lieu of Parking

Another possible arrangement used in other states, designed to achieve the same end as off-site parking, could involve a voluntary 'cash-in-lieu of parking' payment. Under such arrangements, the development's on-site parking requirement would be reduced in exchange for a cash contribution that would be used to provide off-site parking within the general area.

The contributions would be held until sufficient funds were available to provide the additional parking. The most likely means of providing this parking would include: increased on-street parking through changes in adjacent streets & existing lots; parking structures; or development of surface parking lots.

Parking Study

It is recommended that a commercial parking study be undertaken by the city of Des Moines 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 policies, such as off-site and cash-in-lieu parking, for possible use in the District.

¹ For example, such arrangements could involve a restaurant leasing evening parking from a neighboring retail or office establishment for remuneration. Maintaining this lease, or an alternate lease of equal benefit, would become part of the conditions of development for the restaurant.

3. Recommended Development Strategies and Actions

Commercial Traffic Overflow

As commercial development continues to occur on Ingersoll, it will be important to monitor traffic volume and speed on the adjacent residential streets. Ingersoll and Grand are major thoroughfares; they are accessed from the north and south by major streets such as: MLK, 31st Street, and 42nd Street. Any increases in traffic should be directed onto these streets, not the adjacent residential streets.

Should traffic volume and speed on adjacent residential streets become a problem, steps should be taken to ameliorate the situation. This could include changes in traffic control measures on the residential streets. Traffic volume and speed on the adjacent residential streets should be monitored on a regular basis; appropriate steps should be taken should any significant problems emerge.

Public Transit

DART will begin Route #60 service on Ingersoll by the end of 2012. The initiation of Route #60 service will be of major benefit to the West Side and Downtown.

Route #60 Service is seen as a precursor to future Bus Rapid Transit (BRT) service. DART intends to apply for federal funding to develop the proposed \$25 Million BRT loop. DART is currently attempting to secure pledges for the local 20% matching funds required to apply under the U.S. Department of Transportation's Very Small Starts program.

BRT provides many of the amenities of light rail transit, including enhanced stations and stops, at a fraction of the costs.

BRT development on Ingersoll would ideally occur in conjunction with the completion of the streetscape and sewer separation projects. By combining all three projections certain costs and disruption from construction could be minimized. In addition to offering improved access to the District, BRT station areas can also serve as focal points along Ingersoll, providing visual interest, attracting additional pedestrian traffic, and certain pedestrian amenities such as benches, landscaping, waste receptacles and public art.

3.3.2 Transportation Issues on Grand Avenue

It is recommended that the City of Des Moines, work with local business and neighborhood associations, and Des Moines University, to address particular intersection-related concerns identified through this study's public involvement process. (See Appendix). The traffic study should consider a wide variety of options, ranging from continuation of the existing 4-lane operation with some intersection improvements to implementation of a Complete Street project.



Proposed Route 60 Loop - Image Credit: DART

3. Recommended Development Strategies and Actions

3.4 Utilities

3.4.1 Storm and Sanitary Sewer Improvements

The separation of storm and sanitary sewers along Ingersoll is an important environmental improvement that needs to be undertaken. The first phase of this work occurred in conjunction with phase 1 of the Ingersoll Streetscape Project (i.e. between 28th and 31st Streets in 2010) as well as the redevelopment of the Dahl's site. The City of Des Moines has included the completion of the remainder of the sewer separation project in its long spending projections.

The estimated costs of the remainder of the project are shown in the following table.

Ingersoll Avenue Storm Sewer Work Elements ¹	2014 Cost
Ingersoll Avenue from MLK to 24th Street	\$ 305,646
Ingersoll Avenue from 24th Street to 29th Street	\$ 2,181,812
31st Street from Grand Avenue to High Street	\$ 434,656
Ingersoll Avenue from 31st to 34th Street	\$ 530,452
Ingersoll Avenue from 34th to 35th Street	\$ 252,975
Ingersoll Avenue from 36th to 41st Street	\$ 1,098,063
Ingersoll Run Extension from 35th to 37th Street	\$ 1,174,547
Total	\$ 5,978,150

Storm and sanitary sewer work should be coordinated with the streetscape improvement project. Funding of the proposed work is discussed in Section 4 of this report.

3.4.2 Other Utilities

The completion of the Ingersoll street improvement project provides an opportunity to upgrade other utilities on an as needed basis. This could include: relocating electrical & communication wire lines underground, upgrading water connections to existing buildings, etc.

¹ Cost estimate of the remainder of the proposed sewer separation project along Ingersoll Avenue based on the 2007 V&K Master Plan Study.

3. Recommended Development Strategies and Actions

3.4 Streetscape Improvements

3.4.1 Ingersoll

The completion of the Ingersoll Streetscape Project is recommended. A possible funding method is discussed in Section 4 of this report. The remaining blocks, viz. between 31st and 42nd Streets and between 15th and 28th Streets, should be developed using the basic design used in phase 1. The 'density' of streetscape improvements improvements, however could be decreased along certain portions of the street depending upon the type of adjacent development and the need to conserve costs.¹

The estimated capital cost of the remainder of the Ingersoll Streetscape Project is approximately \$10 - 11 million (See section 4.1), excluding sewer costs. This assumes that certain blocks will be constructed at less than 100% streetscape density and that portions of the street (i.e. the station areas) will be paid for by DART's BRT project.

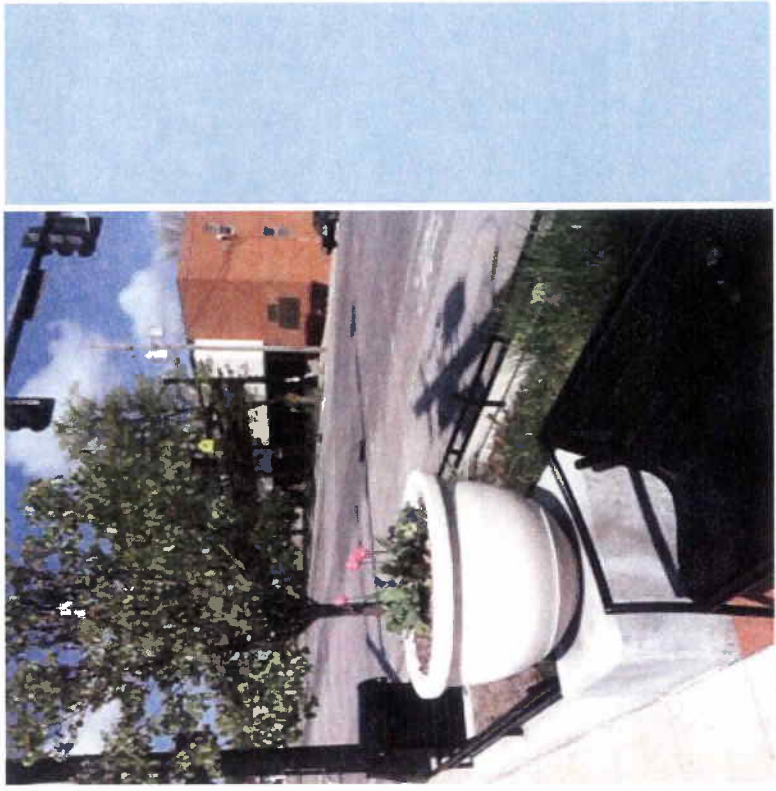
3.4.2 Grand Avenue

The development of a streetscape improvement plan for Grand Avenue is recommended. The plan should include the following elements:

- Consideration of the optimal street traffic pattern (e.g. retention of the existing four lanes or conversion to a Complete Streets format);
- Changes to problem intersections (e.g. to improve vehicular and pedestrian safety);
- A landscaping concept for the privately-owned lawns along Grand Avenue; a lighting and utilities undergrounding plan, and
- Sidewalk repair and replacement where warranted.

The intensity of work in the public realm should be expected to be far less than on Ingersoll. Grand Avenue's beauty comes from its historic homes and public buildings, great lawns and grand trees. Streetscape improvements along Grand Avenue can be focused on a few primary intersections.

¹ In this case, 'density' refers to the extent of the improvements to be undertaken. A density of 100% would refer to streetscape improvements that would match the phase 1 improvements in terms of the use of materials, fixtures and furnishings. An 80% improvement density would, for example, involve changes to that standard resulting in a 20% lower capital cost. A lesser standard could be employed in circumstances where the nature of the adjacent development suggested that the 100% design was not appropriate, or to reduce overall project costs in response to budgetary constraints.



3. Recommended Development Strategies and Actions

3.6 Sustainability

Urban neighborhoods are, because of their higher densities of development and greater mix of uses, inherently more environmentally sustainable than their suburban counterparts. The recommendations contained in this report are designed to further increase environmental sustainability in the Ingersoll and Grand district.

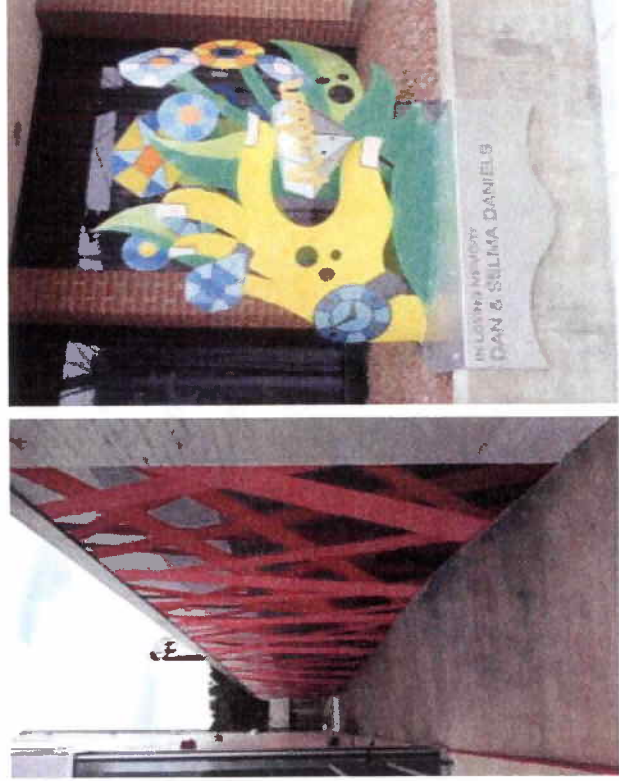
Among the more environmentally sustainable elements of the plan, are recommendations to:

- Encourage increased density and a greater mix of uses, through compatible infill development, on Ingersoll Avenue;
- Encourage increased residential densities, through compatible multi-residential development, on Grand Avenue;
- Promote design which incorporates increased environmental efficiency in all new developments;
- Encourage increased opportunities to use public transit;
- Encourage increased pedestrian amenities and safety;
- Encourage increased opportunities for safe cycling; and
- Utilize environmentally sustainable techniques in the construction of the Ingersoll Streetscape improvements.

3.7 Public Art

Public art can play an important role in the revitalization process; helping in the establishment of an area's character and identity. It is recommended that 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.

The development of a successful public art program within the Ingersoll and Grand District will require the active participation of the local business and neighborhood associations, participating local art galleries and professionals, as well as public art champions such as the Greater Des Moines Public Art Foundation.



3. Recommended Development Strategies and Actions

3.8 Regional, Community and Neighborhood Context

As one of Des Moines' most urban areas, Ingersoll and Grand play an important role at the regional, community, and neighborhood levels.

For example, on the regional level, the revitalization of the Ingersoll of Grand District as proposed in this report is reflective of:

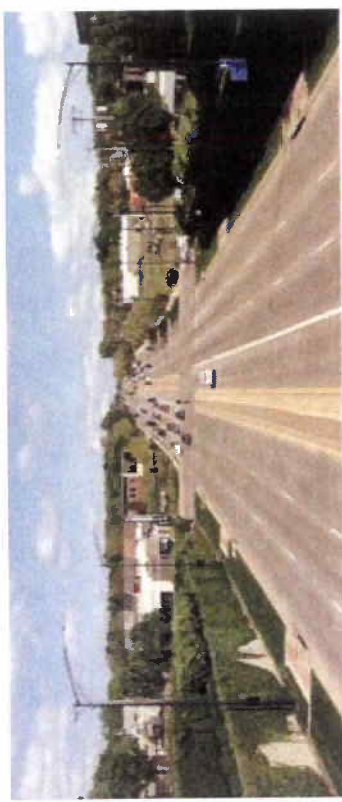
- The kind of urban neighborhood revitalization that is called for in the Capital Core section of Capital Crossroads, Greater Des Moines' most recent economic development strategy.
- The type of development along urban transportation corridors that is being discussed today in conjunction with the formulation of the Metropolitan Planning Organization's Tomorrow Plan.
- The type of transit-supportive development anticipated in DART's Forward 2035 Plan.

At the community level, Ingersoll and Grand's revitalization is great example of how urban neighborhoods in Des Moines can play new and vital roles in the City's future. Together with the Beaverdale Neighborhood, and University Avenue in the Drake Neighborhood, Ingersoll and Grand are part of a movement of people and investment back to the city.

At the neighborhood level, Ingersoll and Grand's revitalization will have a direct influence on quality of life in the adjacent residential areas.

It is important that an on-going dialogue be established and maintained between the various business and neighborhood associations involved the development of the Ingersoll and Grand District throughout the revitalization process.

It is also important that an on-going dialogue be established and maintained with other agencies in economic development and urban revitalization, including: the Greater Des Moines Partnership, the Metropolitan Planning Organization, DART, The Downtown Community Alliance, etc.



4. Implementation

4.1 Financing the Proposed Improvements

The cost to complete the proposed Ingersoll Streetscape project, i.e. involving the blocks between 31st and 42nd Streets, and East of 28th Street, is estimated to be \$11 M. This excludes the estimated \$6 million in sewer work that should be undertaken concurrently. The following funding strategy is proposed:

- The \$6 M in costs of the sewer improvements be paid for by the City of Des Moines, who may be able to utilize certain federal programs for a part of these costs.
- The costs of the proposed streetscape improvements, less DART's contribution, be paid for through a new Ingersoll TIF District to be created and the existing Downtown TIF District. The \$11 M in estimated net costs would be apportioned between the two TIF Districts accordingly. For example, the Downtown portion of Ingersoll is approximately 25% of the remaining streetscape to be improved. The Ingersoll TIF would be responsible for roughly the remaining 75% of costs.
- The costs of the sidewalk areas adjacent to BRT Stations, estimated to be approximately \$2 M, would be paid for by DART. The \$2M includes cost for BRT station construction as well as streetscape. 10 BRT stations are in the DART plan for the Ingersoll leg of Route 60. In the event that DART's BRT project does not proceed, the two TIFs would be obliged to fund the remainder of the streetscape improvements.
- Implement the Economic Development TIF district with the recommended boundaries, immediately to capture both the estimated baseline of assessed property values and to capture the increment of both underway and projected new development.
- All other financing options should be considered, including state federal and private grants.

New development in the district is predicted by this plan to meet and exceed the tax increment required to fund the streetscape improvements. Bonding with a 20-year amortization, would require \$766k of increment. New increment estimates for the district range from \$1.05m to \$2.7m annually.

Prior to the completion of the streetscape project, developers should be given the option of building the improvements on their Ingersoll frontages. In this case, the development incentives and tax abatement programs typically made available by the City of Des Moines should be offered.

Following the completion of the streetscape project, Ingersoll developers should be asked to forgo any available development incentives and tax abatement programs to a value equal to the costs of the streetscape project on their frontages.

Coordinated programs for economic development in the Ingersoll and Grand district can be administered through the Des Moines Office of Economic Development and the district organization.

Speedy development of the target properties will be key to the success of the district, both in terms of creating business investment growth along the corridors and generating the necessary TIF funds to support the financing of the streetscape projects.

4. Implementation

4.2 Managing Ingersoll and Grand

Management of the Ingersoll and Grand district and execution of this plan suggests the need to create a new, scalable organization that would work in conjunction with the West Side and Downtown Chambers, the neighborhood associations and the Downtown Community Alliance. The new organization would be similar to Operation Downtown (which operates the Downtown SSMID) in terms of providing enhanced maintenance for the district west of MLK, and it would be similar to the DCA in terms of providing economic development, marketing and programming services for the district. To fund these activities, expansion of the existing SSMID is recommended. The DCA's participation in joint economic development and marketing activities is also anticipated. The expansion of the existing SSMID to include all of the Ingersoll and Grand District west of MLK, and other funding streams under the DCA umbrella will facilitate the resources required to fund the organization.

4.3 Establish a Private Development Corporation for the District

Distressed, blighted, or improperly maintained properties were identified as primary concern during the public meeting process. A possible solution would be to establish a private development corporation to purchase, maintain, and improve such properties in the district. This approach would allow for these properties to remain on the tax role while appropriate redevelopment options are considered. Once a strategy for redevelopment is established, such properties could be sold to developers, individuals, or businesses with proposals that comply with the strategy.



APPENDIX

Public Involvement Process

Restoration Ingersoll has worked closely the following organizations in the preparation of this plan:

- The West Side Chamber,
- The Ingersoll Business Committee,
- The North of Grand, Woodland Heights Organization, Ingersoll Park, Downtown, Sherman Hill, Salisbury Oaks, Linden Heights, Greenwood Historic, Westwood, and Waterbury Neighborhood Associations,
- The Downtown Community Alliance,
- DART, and
- The City of Des Moines' Community Development Department.

Public consultation was concentrated in two processes. A focus group was held at the beginning of the planning process to identify issues of importance. A series of planning groups were then organized to work on specific issues. The planning groups would then report to a committee of the whole in which members of the other planning groups would act a sounding board for each of the individual planning groups. Results from the public involvement process are summarized on the following pages.

APPENDIX: A-1

A-1 Focus Group Report

As part of the initiation of the planning process, members of the public were invited to attend an initial planning work shop on November 30, 2011.

Approximately 50 people attended the event. Those attending appeared to be evenly divided between people who had attended meetings about Ingersoll in the past and those who were attending a meeting for the first time. There also appeared to be a reasonable mix between those who owned or operated businesses in the area and those who lived nearby.

Following an introduction to the Master Plan by Ted Irvine, Mr. Lyons led those present through a discussion of the relevant planning issues that would be worthy of consideration in the planning process. The discussion centered around three simple questions for each street, namely:

- What do you like most about Ingersoll (or Grand)?
- What do you like least? And,
- If you could change one thing, what would it be?

Because of the number of participants, attendees were asked to fill out answers to these questions for each street on post-it notes with felt pens. Respondents were limited to two answers for each of the first two questions (vis., What do you like most and least?) and were limited to one answer for the last question (i.e., If you could change one thing. . .). The responses were then arranged in clusters of similar comments and discussed in a summary form.

Because the answering format required a limited number of words, explanations for answers in many cases required further explanation. These were provided in group discussions while reviewing the written answers to the questions.

The results of the session are summarized as follows. For the 'likes' and 'dislikes' questions, responses receiving three comments or more are listed below. For the "if you could change one thing" questions, responses receiving two comments or more are listed to the following pages.

APPENDIX: A-1 (Ingersoll Responses)

What do you like most about Ingersoll?

- Diverse array of businesses 11
- Streetscape 10
- Bike/ Pedestrian Friendly 8
- Restaurants 5
- Retail 5
- Small businesses 4
- Accessibility 4
- The 'Energy/Urban Feel' 4

There was a great deal of consensus regarding the positive attributes of Ingersoll. The general feeling was that Ingersoll was a unique urban street, with great variety of local businesses located in a pedestrian and bike-friendly setting.

What do you like least about Ingersoll?

- Rundown gas station 13
- Bike Lane / New Traffic Configuration 11
- Rundown businesses 9
- Not enough commercial/retail/services 8
- Parking 7
- Dinner Theater (owner and activities) 6
- Dahl's Parking Lot 4
- Incomplete streetscaping 3

This question generated more responses and those responses tended to be more specific in nature. The condition of certain buildings and the operation of specific businesses drew a significant number of responses. The bicycle lane also drew negative comments as there remain residents and merchants who are opposed to the change in traffic operations. Other respondents were unhappy with the limited amount of businesses on Ingersoll and hoped that this would change in the future.

If there was one thing that you could change on Ingersoll, what would it be?

- Rundown gas station 3
- More restaurants 3
- Needs more stores 3
- Bury Utilities 2
- Bus Rapid Transit 2
- Repave street 2
- Dinner Theater 2
- Nothing 2

Respondents identified a number of different changes that they thought would improve Ingersoll. The most common responses included removing certain objectionable uses, improving dilapidated buildings, increasing the number of stores and restaurants, and improving the physical environment along the street.

APPENDIX: A-1 (Grand Ave. Responses)

What do you like most about Grand Avenue?

- Trees 15
- Big/historic houses 8
- Newly paved 4 lane traffic 5
- Character 4
- Diversity of living options 4
- Grand/Stately 3
- Historical boulevard/Entrance to Des Moines 3

Respondents very clearly identified the physical environment, articulated by the large mature trees and historic houses, as the most important positive elements of Grand Avenue. In various responses, they described the importance of this street in both a neighborhood and city-wide context.

What do you like least about Grand Avenue?

- Intersection at DMU - 31st 8
- Traffic 7

While, there appeared to be far less things to dislike about Grand Avenue, traffic issues seemed to predominate. The traffic intersection at Des Moines University was particularly singled out. Other related dislikes included the 4-lane roadway, winter driving conditions, etc.

If there was one thing that you could change about Grand Avenue, what would it be?

- Streetscape 5
- Apartment building on 35th/Grand 5
- Nothing 5
- More respect for historic character 4
- Widen streets 3
- Widen sidewalks 3
- Keep fast food off of Grand 2
- More of a connection between Ingersoll/Grand 2

Respondents identified a number of changes that could be undertaken to improve Grand Avenue. Fixing up one particular apartment building on 35th and Grand was noted in particular. Beyond this most suggestions focused on improving the streetscape and pedestrian nature of the street, or protecting historic buildings along it.

In the course of the evening, other comments were offered but not discussed in any detail. In some cases, these suggestions involved areas outside of the immediate vicinity of Ingersoll and Grand (e.g. building improved bicycle and pedestrian access to Gray's Lake). In other cases, they involved creating a more lively and identifiable Ingersoll district with events, area branding, etc.

APPENDIX: A-2 Planning Team Reports

A-2 Planning Team Reports

Following the focus group session, a series of planning teams were established to work on portions of the plan. Approximately fifty people have participated on the planning teams. The teams addressed the following issues:

- Land Use and Sustainability
- Transportation
- Grand Avenue Streetscape
- Public Art
- Marketing and Communications
- Finance and Economic Development

The planning team reports have been summarized generally as follows and form the basis of the recommendations contained in Section 4.

APPENDIX: A-2 Land Use and Sustainability

Land Use and Sustainability Team Report

The Land Use Planning and Sustainability Team reviewed previous plans including the Ingersoll Avenue Improvement Plan, the proposed DART Route 60 and Bus Rapid Transit proposal.

The Land Use Planning Team identified a number of existing and potential activity nodes, which generally coincide with DART Route 60 proposed stations/stops, including:

- Existing Nodes (Located approximately every 0.25 miles)
 - MLK & Ingersoll
 - 28th and Ingersoll (Pilot Project) - Hospitality/Boutique Retail
 - 31st and Ingersoll (Pilot Project) - Hospitality/Boutique Retail
 - 31st and Grand – Neighborhood Support services/retail
 - 35th and Ingersoll – Neighborhood Support type Retail (Banks, Grocery Store, & Pharmacy)
 - 38th and Ingersoll – Neighborhood Retail

Potential Nodes:

- 24th and Ingersoll
- 17th and Ingersoll

The Land Use Planning Team identified the following challenges to development on Ingersoll and Grand:

- Condition and market appeal of existing building stock.
- Availability of large contiguous parcels for redevelopment.
- Delinquent property owners.
- Ease and availability of parking.
- The number of nodes (i.e. multiplicity of focal points)
- Lack of cohesive identity.

The Land Use Planning Team also identified the following opportunities for development:

- Community green spaces 'sprinkled, throughout the District.
- Whole Foods or Trader Joe's type retailer.
- Hardware store.
- Additional Multi-family residential.
- Strengthen links to recreation and cultural centers, including:
 - Art Center
 - Water works park
 - Area Schools and Parks
 - Gray's lake
 - Religious Institutions

The Land Use Planning Team recommended:

- Expanding the NPC Zoning.
- Establishing overlay zoning requirements, in addition to the NPC zoning, to address such issues as:
 - '4-sided' development.
 - Minimize drive-thru/fast food establishments.
 - Encourage the use of PUD Zoning on existing and potential Parcels of 1 acres or larger.
 - Creating minimum standards for large stand-alone developments.
- Providing common/public program area each ¼ to ½ mile – coincide with DART Route 60.
- Working with Marketing Committee to attract new tenants/developers.
- Enhancing linkages between Ingersoll and Grand, both pedestrian and vehicular.
- Incorporating public parking near proposed Dart Route 60 stations and at 15 minute walk intervals.
- Establishing acceptable transitional uses between commercial and residential, including row houses, multifamily dwellings, buffers, etc.

APPENDIX: A-2 Transportation Planning Team

Transportation Planning Team Report

The Transportation Planning Team report strongly endorsed the Complete Streets Policy as adopted by City Council and the partially implemented Restoration Ingersoll Project. The goal is to promote safe, convenient, and efficient travel by all modes. This includes travel by bus, automobile, bicycle, or on foot. Five areas of focus were determined to be most important in accomplishing this goal; namely:

- Adding the new Route 60 bus service to Ingersoll and introducing Bus Rapid Transit along Route 60, as proposed by DART when the opportunity arises;
- Connecting bicycle lanes, pedestrian sidewalks and trails, and public transit stops/stations, to adjacent trails, developments and amenities, including: Western Gateway Park, Gray's Lake, Water Works Parks, etc.;
- Ensuring that adequate parking is including in all new commercial and residential developments, which should be accomplished by locating parking ramps or surface lots to the rear of new developments in keeping with the NPC zoning;
- Changes to the intersection of 31st Street and Grand Avenue, which could include pedestrian and bicycle friendly markings, lighting, etc.
- Promotion of walking and cycling, through organized walks, rides, and tours.

APPENDIX: A-2 Grand Ave. Streetscape Planning Team

Grand Avenue Streetscape Team Report

The Grand Avenue Streetscape Planning Team identified the following goals for 'Grand Avenue,' which have described as 'The Walking Avenue.' They are:

- To maintain the current integrity of the street;
- To create a visually attractive and useable street with safe traffic flow and safe sidewalks for pedestrians;
- To enhance Grand Avenue's position as a major East/West connector and as a connector between Waterworks Park and Ingersoll Avenue.

To work toward the achievement of these goals, the following steps are recommended:

- Undertake a traffic study, which review of speed and safe traffic flow, especially at key intersections;
- Map the street, indicating existing sidewalks, building setbacks, lighting, etc.;
- Review current state of streetscape conditions, including sidewalks, trees, lawns, etc.
- Identify key enhancements required, including work to be undertaken at key intersections, and street lighting and tree planting required along the Avenue.

The Team recommends that strategies and programs be developed to:

- To identify changes or improvements to be made within the public rights of way on Grand Avenue, including sidewalks, street lighting, and intersection work;
- To identify changes or improvements that can be made on private property facing Grand Avenue (i.e. the great lawns); and
- To review any additional changes that may be required to improve Grand Avenue, including zoning changes, historic protection policies, and the like.

APPENDIX: A-2 Marketing and Communications Team

Marketing and Communications Team Report

The Marketing and Communications Committee focused its efforts on developing an identity for Ingersoll and Grand. The corridor covers a large geographic area and passes through a number of very different neighborhoods with diverse populations. The name must be 'easy' to say, descriptive, and for lack of a better word, 'cool.' People in their 20's and in their 50's and beyond must be comfortable using it.

Once the name has been chosen, a log and tag line would be developed. At this point, public relations and marketing efforts could begin. Social media would be an important marketing tool, with Twitter, Facebook, and Foursquare being used to help push the message out to key demographic groups. Television and radio advertising could also be used, should funding permit it. In most cases, these media will become available most often through press releases and public service announcements.

A number of potential names for the corridor have been suggested, including:

- The West End
- The West Village
- The Avenue District
- The Avenues

It will be important to solicit input from neighbors and area businesses before selecting a new name for the corridor. It is proposed that potential names be tested during the summer of 2012, with Ingersoll Live being the final opportunity for community comment.

The chosen name would then be announced at a later, more appropriate date, possibly as a holiday season 'kick-off.'

The Marketing and Communications Team also wanted to stress the importance of the holiday lights efforts in helping to define the area. More should be done in this regard in the future.

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APPENDIX: A-2 Financial & Economic Development Team

Financial and Economic Development Team Report

Costs Per Block and Assumptions

- 28 blocks minus pilot area = 25 blocks
- \$951mm full density plus sewer
- \$576m without sewer
- \$375m sewer
- 25 blocks of sewer= \$9,375,000
- Sewer work may not be required for all 25

Streetscape Density by Block and Total Costs

Funding Assumptions

- Establish 20 year Economic Development TIF for district
- Issue bond for funding project to begin concurrently with DART and sewer construction in 2014
- The County issues the bond, the City guarantees.
- East of MLK, Downtown is 20% of the project.
- Downtown pays for the first 4 years.
- Ingersoll pays for the following 16 years.
- Expand district SSMID at current rate
- DART reduces cost by \$2mm+
- Expand Enterprise Zone in district
- Promote planned growth to generate increment

TIF Value and Bonding Assumptions

- \$338mm total district value
- \$184mm adjusted value 54.4% mix rate (res=53%, com=100%, exempt=0%)
- Tax Rate 4.52816%
- District Tax Revenue = \$8.33
- Less than 10% (9.2%) Tax growth required for full funding
- Project costs streetscape + infrastructure = \$11m
- \$11m bond @ 20 years & 3.5% = \$766k per year

*Other funding sources can be used for enhanced streetscape density, enhanced public art, or other "nice to have" project elements

Other Funding Sources

- DART Route 60, 2035 plan
- West Side Chamber and Ingersoll Business Committee
- Private Fundraising and Grants
- Events
- SSMID
- Contiguous Neighborhood Associations
- Des Moines Businesses
- Voluntary Contributions from Tax exempt

Projected Development-Increment

- Newbury - 2700 Ingersoll \$50k-\$500k
- Newbury - 42nd and Ingersoll \$100k
- Christiansen - MLK and Ingersoll \$100k
- Hurd - 3121 Ingersoll \$50k - \$250k
- China One- 2301 Ingersoll \$500k-\$750k
- Vacant- 2200 Grand \$250k-\$1m
- East of MLK - Koester, Crescent, Ingersoll Sq \$1m+
- - New Increment of \$1,050-\$2,700k, east of MLK \$1m+