

**Agenda Item Number** 

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**Date** February 22, 2016

#### RESOLUTION SETTING HEARING ON REQUEST FROM QUIK TRIP CORPORATION TO REZONE PROPERTY LOCATED IN THE VICINITY OF 1930 INDIANOLA AVENUE FROM "C-1" NEIGHBORHOOD RETAIL COMMERCIAL DISTRICT AND LIMITED "C-2" GENERAL RETAIL AND HIGHWAY-ORIENTED COMMERCIAL DISTRICT TO "PUD" PLANNED UNIT DEVELOPMENT AND TO APPROVE PUD CONCEPTUAL PLAN

**WHEREAS**, the City Plan and Zoning Commission has advised that at a public hearing held on February 4, 2016, its members voted 12-0 in support of a motion to recommend **APPROVAL** of a request from Quik Trip Corporation (purchaser), represented by Mike Talcott (officer), to rezone real property located in the vicinity of 1930 Indianola Avenue ("Property") from "C-1" Neighborhood Retail Commercial District and Limited "C-2" General Retail and Highway-Oriented Commercial District to "PUD" Planned Unit Development to allow the construction of a QuikTrip convenience store with 12 fueling locations, and to approve the proposed PUD Conceptual Plan subject to conditions set forth in the communication from the Commission; and

WHEREAS, the Property is legally described as follows:

#### 1930 INDIANOLA AVE .:

LOTS 8, 9, 10, 11 AND 12 IN FIRST PLAT OF CLIFTON HEIGHTS, AN OFFICIAL PLAT, NOW INCLUDED IN AND FORMING A PART OF THE CITY OF DES MOINES, POLK COUNTY, EXCEPT THAT PART OF SAID LOTS WHICH IS NOW INCLUDED IN INDIANOLA AVENUE.

#### 1942 INDIANOLA AVE:

LOTS 6 AND 7 IN FIRST PLAT OF CLIFTON HEIGHTS, AN OFFICIAL PLAT, NOW INCLUDED IN AND FORMING A PART OF THE CITY OF DES MOINES, POLK COUNTY, IOWA.

#### **1941 SOUTH UNION STREET:**

LOT 13 IN FIRST PLAT OF CLIFTON HEIGHTS (EXCEPT THAT PART DEEDED TO THE CITY OF DES MOINES BY QUIT CLAIM DEED RECORDED IN BOOK 852 AT PAGE 52) AND THAT PART OF LOT 4 LYING SOUTH OF AND ABUTTING INDIANOLA AVENUE OF OFFICIAL PLAT OF THE WEST 1/2 OF SECTION 10, TOWNSHIP 78 NORTH, RANGE 24, ALL NOW INCLUDED IN AND FORMING A PART OF THE CITY OF DES MOINES, POLK COUNTY, IOWA.

#### 1954 INDIANOLA AVENUE:

LOT 1 AND THE EAST 1/2 OF THE NORTH/SOUTH ALLEY RIGHT-OF-WAY LYING WEST OF AND ADJOINING LOT 1 IN FIRST PLAT OF CLIFTON HEIGHTS, AN OFFICIAL PLAT, NOW INCLUDED IN AND FORMING A PART OF THE CITY OF DES MOINES, POLK COUNTY, IOWA, (EXCEPT PART DEEDED TO CITY OF DES MOINES, AS RECORDED IN BOOK 814, PAGE 290).

&

AN IRREGULAR PART OF LOTS 4 & 5, FIRST PLAT OF CLIFTON HEIGHTS, AN OFFICIAL PLAT, DESCRIBED AS BEGINNING AT A POINT 16.64 FEET WEST OF THE NORTHEAST CORNER OF LOT 5 THENCE WESTERLY ALONG THE NORTH LINE OF LOT 5 A DISTANCE OF 100 FEET,



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THENCE SOUTHERLY TO A POINT ON THE SOUTH LINE OF LOT 4 WHICH POINT IS 117.8 FEET WEST OF THE SOUTHEAST CORNER OF LOT 4 THENCE EASTERLY ALONG THE SOUTH LINE OF LOT 4 A DISTANCE OF 100 FEET, THENCE NORTHERLY TO A POINT ON THE NORTH LINE OF LOT 4 WHICH POINT IS 16.83 FEET WEST OF THE NORTHEAST CORNER OF SAID LOT 4, THENCE CONTINUING NORTH TO THE POINT OF BEGINNING, ALL INCLUDED IN AND FORMING A PART OF THE CITY OF DES MOINES, IOWA. PARCELS A AND C OF THE PLAT OF SURVEY FILED NOVEMBER 5, 2003: PARCELS A AND C OF THE PLAT OF SURVEY FILED IN THE OFFICE OF THE RECORDER OF POLK COUNTY, IOWA, ON NOVEMBER 5, 2003 AND RECORDED IN BOOK 10252 PAGE 873, SAID PARCELS BEING A PART OF LOT 4 OF THE OFFICIAL PLAT OF THE WEST HALF OF SECTION 10, TOWNSHIP 78 NORTH, RANGE 24 WEST OF THE 5TH P.M., AND BEING PART OF THE SW ¼ OF THE SW ¼ OF SECTION 10, TOWNSHIP 78 NORTH, RANGE 24 WEST OF THE 5TH P.M., AND BEING A PART OF THE SE ¼ OF THE SE ¼ OF SECTION 9, TOWNSHIP 78 NORTH, RANGE 24 WEST OF THE 5TH P.M., AND BEING PART OF LOTS 8, 9, 10, 11, 12, 13 AND 14 OF FIRST PLAT OF CLIFTON HEIGHTS, AN OFFICIAL PLAT, ALL NOW INCLUDED IN AND FORMING A PART OF THE CITY OF DES MOINES, POLK COUNTY, IOWA.

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

- 1. That the attached communication from the Plan and Zoning Commission is hereby received and filed.
- 2. That the meeting of the City Council at which the proposed rezoning and PUD Conceptual Plan are to be considered shall be held in the Council Chambers, City Hall, Des Moines, Iowa, at 5:00 p.m. on March 7, 2016, at which time the City Council will hear both those who oppose and those who favor the proposal.
- 3. That the City Clerk is hereby authorized and directed to cause notice of said proposal in the accompanying form to be given by publication once, not less than seven (7) days and not more than twenty (20) days before the date of hearing, all as specified in Section 362.3 and Section 414.4 of the Iowa Code.

MOVED BY \_\_\_\_\_ TO ADOPT.

FORM APPROVED:

/ Glenna K. Frank, Assistant City Attorney

(ZON2016-00003)

#### 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.

Mayor

City Clerk



February 16, 2016

Honorable Mayor and City Council City of Des Moines, Iowa

Members:

Communication from the City Plan and Zoning Commission advising that at their meeting held February 4, 2016, the following action was taken regarding a request from Quik Trip Corporation (purchaser) represented by Mike Talcott (officer) to rezone property located at 1930 Indianola Avenue. The subject property is owned by City of Des Moines, Stratford Holding, LLC, Kevin Dubay, and Jo Elaine Felice Revocable Trust.

### **COMMISSION RECOMMENDATION:**

Commission Action:	Yes	Nays	Pass	Absent
Dory Briles	Х			
JoAnne Corigliano	Х			
David Courard-Hauri	Х			
Jacqueline Easley	Х			
Tim Fitzgerald		Х		
Jann Freed	Х			
John "Jack" Hilmes		Х		
Greg Jones				Х
Sasha Kamper	Х			
William Page	Х			
Mike Simonson	Х			
CJ Stephens				Х
Greg Wattier	Х			

After public hearing, the members voted 9-2 as follows:

**APPROVAL** of staff recommendation Part A) that the proposed rezoning would <u>not</u> be in conformance with the existing Des Moines' 2020 Community Character Plan; **APPROVAL** of Part B) to amend the Des Moines' 2020 Community Character Plan current future land use designation from Commercial: Pedestrian-Oriented Commercial Corridor to Commercial: Auto-Oriented Small-Scale Strip Development; **APPROVAL** of Part C) to rezone the subject property from "C-1" Neighborhood Retail Commercial District and Limited "C-2" General Retail and Highway-Oriented Commercial District to "PUD" Planned

Unit Development; and **APPROVAL** of Part D) the proposed PUD Conceptual Plan subject to the following revisions: (ZON2016-00003)

- 1. Any access drive from Indianola Road must consist of a right-in/right-out configuration in conjunction with the construction of a raised median in the street or other alternative approved by the City Traffic Engineer.
- 2. A left turn lane shall be provided on Indianola Avenue for north bound traffic turning into the site or other alternative approved by the City Traffic Engineer.
- 3. Provision of direct pedestrian routes from the Indianola Avenue and Indianola Road sidewalks to the building to the satisfaction of the Planning Administrator.
- 4. Addition of a note that states "landscaping shall be provided in accordance with the "C-2" District Standards or exceeded as illustrated on the Conceptual Plan."
- 5. Addition of a note that states "an enhanced level of landscaping shall be provided along South Union Street to the satisfaction of the Planning Administrator."
- 6. Any monument sign shall have a solid opaque base constructed of brick, stone, concrete block or other durable material that is no less than 2 feet in height as approved by the Planning Administrator and to be more compatible with the neighborhood. The base shall extend from grade to the bottom of the sign face across the entire width of the sign face.
- 7. The developer work with staff towards creating a place at the intersection of Indianola and Hillside and not just a stormwater detention basin.
- 8. City staff to work with the Traffic and Transportation Department for some type of signage on South Union Street.

### STAFF RECOMMENDATION TO THE P&Z COMMISSION

Part A) Staff recommends that the Commission find that the proposed rezoning would not be in conformance with the existing Des Moines' 2020 Community Character Plan.

Part B) Staff recommends approval of the proposed amendment to the Des Moines' 2020 Community Character Plan current future land use designation from Commercial: Pedestrian-Oriented Commercial Corridor to Commercial: Auto-Oriented Small-Scale Strip Development.

Part C) Staff recommends approval of rezoning the subject property from "C-1" Neighborhood Retail Commercial District and Limited "C-2" General Retail and Highway-Oriented Commercial District to "PUD" Planned Unit Development.

Part D) Staff recommends approval of the proposed PUD Conceptual Plan subject to the following conditions:

- 1. Any access drive from Indianola Road must consist of a right-in/right-out configuration in conjunction with the construction of a raised median in the street or other alternative approved by the City Traffic Engineer.
- 2. A left turn lane shall be provided on Indianola Avenue for north bound traffic turning into the site or other alternative approved by the City Traffic Engineer.
- 3. Provision of direct pedestrian routes from the Indianola Avenue and Indianola Road sidewalks to the building to the satisfaction of the Planning Administrator.
- 4. Addition of a note that states "landscaping shall be provided in accordance with the "C-2" District Standards or exceeded as illustrated on the Conceptual Plan."
- 5. Addition of a note that states "an enhanced level of landscaping shall be provided along South Union Street to the satisfaction of the Planning Administrator."
- 6. Any monument sign shall have a solid opaque base constructed of brick, stone, concrete block or other durable material that is no less than 2 feet in height as approved by the Planning Administrator. The base shall extend from grade to the bottom of the sign face across the entire width of the sign face.

### Written Responses

- 5 In Favor
- 2 In Opposition

## STAFF REPORT TO THE PLANNING COMMISSION

### I. GENERAL INFORMATION

- 1. Purpose of Request: The proposed PUD Conceptual Plan would allow the construction of a "QT" convenience store with 12 fueling locations. A portion of the site is excess right-of-way that is proposed to be sold to the applicant. The proposed vacation of right-of-way was heard by the Commission on October 1, 2015. The Commission's recommendation of approval was received and filed by the City Council on October 12, 2015, by Roll Call Number 15-1690. This action also referred the request to the Engineering Department, Real Estate Division for review and recommendation regarding sale of property. The proposed rezoning and PUD Conceptual Plan are a part of the negotiation process.
- 2. Size of Site: 2.43 acres or 105,850 square feet.
- **3. Existing Zoning (site):** "C-1" Neighborhood Retail Commercial District, Limited "C-2" General Retail and Highway-Oriented Commercial District, "FSO" Freestanding Sign Overlay District, and "GGP" Gambling Games Prohibition District.

- **4. Existing Land Use (site):** Vacant land, a single-family dwelling and two small commercial buildings.
- 5. Adjacent Land Use and Zoning:

*North* – "C-1"; Uses are St. Anthony's Church and Columbus Park.

South – "C-1" & "R1-60"; Uses are single-family dwellings.

East - "C-1"; Uses are Columbus Park and a restaurant.

*West* – Limited "C-1" & "R1-60"; Uses are a large vacant lot and a single-family dwelling.

- 6. General Neighborhood/Area Land Uses: The subject site is located at the intersection of Indianola Avenue, Indianola Road and SE 1st Street. The area contains a mix of commercial and residential uses in addition to St. Anthony's Church and Columbus Park.
- 7. Applicable Recognized Neighborhood(s): The subject property is located in the McKinley School/Columbus Park Neighborhood and in the Indianola Hills Neighborhood. The neighborhood associations were notified of the meeting by mailing of the Preliminary Agenda to all recognized neighborhood associations on January 15, 2016 and by mailing of the Final Agenda on January 29, 2016. Additionally, separate notifications of the hearing for this specific item were mailed on January 15, 2016 (20 days prior to the hearing) and on January 25, 2016 (10 days prior to the hearing) to the neighborhood associations and to the primary titleholder on file with the Polk County Assessor for each property within 250 feet of the site.

All agendas and notices are mailed to the primary contact(s) designated by the recognized neighborhood association to the City of Des Moines Neighborhood Development Division. The McKinley School/Columbus Park Neighborhood Association notices were mailed to Jim Post, 224 E. Livingston Avenue, Des Moines, IA 50315. The Indianola Hills Neighborhood Association notices were mailed to Libbie Willert, 626 Pleasant View Drive, Des Moines, IA 50315.

- **8. Relevant Zoning History:** On December 22, 2008, the City Council approved Ordinance Number 14,826, which rezoned a portion of the site from "C-1" District to a Limited "C-2" District subject to the following conditions:
  - a) Only permitted uses of the property shall be those uses as permitted in the "C-1" District and garage for general motor vehicle repair as permitted in the "C-2" District.
  - b) The site, including landscaping, shall be brought into conformance with an approved Site Plan.
  - c) Striping of the off-street parking in accordance with the approved Site Plan or in accordance with a newly submitted plan for review indicating the current parking pattern.
  - d) Any inoperable vehicles on the site shall be kept indoors when kept on premises for more than a 24-hour period in an inoperable condition.

- e) Hours of operation shall be limited to those allowed in the "C-1" District for any "C-1" District use and between 6:00 AM and 10:00 PM for any garage for general motor vehicle repair.
- f) No materials or equipment related shall be stored outside of a building.
- g) The trash and waste oil tank enclosure is made of significant construction (concrete block, brick) with steel gates.
- **9. 2020 Community Character Land Use Plan Designation:** Commercial: Pedestrian-Oriented Commercial Corridor.
- **10. Applicable Regulations:** The Commission reviews all proposals to amend zoning regulations or zoning district boundaries within the City of Des Moines. Such amendments must be in conformance with the comprehensive plan for the City and designed to meet the criteria in §414.3 of the Iowa Code, and taking into consideration the criteria set forth in Chapter 18B of the Iowa Code. The Commission may recommend that certain conditions be applied to the subject property if the property owner agrees in writing, in addition to the existing regulations. The recommendation of the Commission will be forwarded to the City Council.

The application, accompanying evidence and Conceptual Plan shall be considered by the Plan and Zoning commission at a public hearing. The Commission shall review the conformity of the proposed development with the standards of this division and with recognized principles of civic design, land use planning, and landscape architecture. At the conclusion of the hearing, the Commission may vote to recommend either approval or disapproval of the Conceptual Plan and request for rezoning as submitted, or to recommend that the developer amend the plan or request to preserve the intent and purpose of this chapter to promote public health, safety, morals and general welfare. The recommendations of the commission shall be referred to the City Council.

#### II. ADDITIONAL APPLICABLE INFORMATION

1. Drainage/Grading: All grading is subject to an approved grading permit and soil erosion control plan. The applicant is required to demonstrate compliance with the City's Stormwater Management requirements to the satisfaction of the City's Permit and Development Center during the review of the site plan. A stormwater detention basin is shown on the Conceptual Plan in the southeast portion of the site near the Hillside Avenue and Indianola Avenue intersection.

Development of the site must comply with the Tree Preservation and Mitigation Ordinance contained in Chapter 42, Article X, of the City Code.

2. Utilities: To construct a building in the proposed location the applicant must reroute an existing sanitary sewer line. The Engineering Department has indicated that the proposed realignment must provide a 30-foot wide easement and greater separation from an existing water main.

- **3. Street System:** A traffic study was prepared by the development team. The City Traffic and Transportation Division has reviewed the report and has the following comments:
  - A full access drive approach on Indianola Road is not supported. A right-in and right-out configuration would be supported if a raised median is constructed in Indianola Road.
  - A left turn lane should be provided in Indianola Avenue that allows for the queuing of north bound vehicles wishing to turn left into the site.
- **4. Parking:** The City's standard off-street parking requirement for retail uses with fuel sales is 1 parking space per 300 square feet. This would require a minimum of 20 spaces for a 5,858-square foot building. A total of 64 parking spaces are proposed.
- **5. Design Guidelines:** The Conceptual Plan includes a note that states the proposed convenience store project will be developed in accordance with the City's Gas Station/Convenience Store Site Plan Design Guidelines. The following are the guidelines as listed in Chapter 82 of the City Code (Section 82-214.8) with staff comments as appropriate in italics.

#### Site Design

- A. The optimal layout of any individual site requires an in-depth understanding of local context and a thorough site analysis. The components of a gas station and convenience store to be considered in site design include, but are not limited to:
  - (i) Primary structure/retail sales building/single or multiple tenant;
  - (ii) Pump island, canopy structure, and lighting;
  - (iii) Refuse, service and storage area;
  - (iv) Circulation systems and parking;
  - (v) Service bays;
  - (vi) Ancillary uses such as car washes, drive through uses, ATMs and telephones.

Staff believe the proposal meets this guideline. The site is irregularly shaped, has an extensive amount of street frontage and is located at the base of a hill. This limits the possible number of site configurations that could be considered.

B. Maximum size of site should not exceed two (2) acres without a rezoning to a PUD Planned Unit Development pursuant to Chapter 134, Division 13 of the Municipal Code of the City of Des Moines and site review under a Conceptual Plan approved by the Plan and Zoning Commission and City Council.

The proposal complies with this guidelines as the site measures 2.43 acres and the applicant is proposing to rezone the property to a "PUD" District.

C. Minimum open space should be 20% of the site or 1,000 square feet per vehicle fueling location, whichever is greater.

The site measures 105,850 square feet and would contain 12 fueling locations. A minimum of 21,170 square feet of open space is required to meet this guideline. The submitted Concept Plan shows that the site would have at least 43,573 square feet (41.2% of site) of open space. This meets and exceeds this guideline.

- D. All development proposals should show evidence of coordination with the site plan as well as arrangement of buildings and planning elements of neighboring properties by:
  - Responding to local development patterns and the streetscape by use of consistent building setbacks, orientation and relationship of structures to the street and linkages to pedestrian facilities;
  - (ii) Seeking shared-access with adjoining commercial uses where feasible to minimize curb cuts and enhance pedestrian and vehicular circulation;
  - (iii) Minimizing cross traffic conflicts within parking areas.

Staff believes that dedicated pedestrian routes should be provided from the Indianola Avenue and Indianola Road sidewalks to the building.

The site is separated from other commercial properties by streets. Therefore, shared driveways and circulation points are not necessary.

- E. The site plan shall mitigate the negative impacts from site activities on adjoining uses as follows:
  - (i) Service areas, storage areas and refuse enclosures should be oriented away from public view and screened from adjacent sites;
  - Drive-through windows, menu boards and associated stacking lanes should be oriented away from residential areas or screened from public view;
  - (iii) Auto repair bay openings and car-wash openings should be oriented away from residential uses;
  - (iv) Lighting should be non-invasive to adjoining residential use.

The proposed trash and can crusher enclosure would be located at the rear of the site and in the lease visible portion of the site.

F. The site plan shall provide identifiable pedestrian access from adjoining public pedestrian routes through the site to the primary building and from accessory functions within the site. This can be accomplished by use of special paving colors or textures and appropriately scaled lighting.

Pedestrian routes to the building are not identified on the Conceptual Plan. Staff believes dedicated pedestrian routes should be provided from the Indianola Avenue and Indianola Road sidewalks to the building.

### Architecture

- A. The following architectural guidelines encourage creative response to local and regional context and contribute to the aesthetic identity of the community.
- B. Building design should consider the unique qualities and character of the surrounding area and be consistent with the city's 2020 Character Area Plans. Where character is not defined by 2020 Community Character Plan, building design should be of a high quality with primary use of durable materials such as masonry, block, or stone.
- C. A facility occupying a pad or portion of a building within a larger commercial center should be designed to reflect the design elements of that center.
- D. Drive-through elements should be integrated into the building rather than appear to be applied or "stuck-on" to the building.
- E. All sides of a building should express consistent architectural detail and character, with a primary use of durable materials such as brick, masonry block, or in special instances a predominant material found in the surrounding commercial area. Columns should be designed to minimize visual impact.
- F. Walls, pump island canopies and other outdoor covered areas should be compatible with the building, using similar material, color and detailing.
- G. To encourage visually interesting roofs, variations in the roof line and treatments such as extended eaves and parapet walls with cornice treatments are encouraged.
- H. Perceived height and bulk should be reduced by dividing the building mass into smaller-scaled components. Examples of treatments that could be used to avoid excessive bulk and height include:
  - (i) Low-scale planters and site walls.
  - (ii) Wainscot treatment.
  - (iii) Clearly pronounced eaves or cornices.
  - (iv) Subtle changes in material color and texture.
  - (v) Variation in roof forms.
  - (vi) Covered pedestrian frontages and recessed entries.
  - (vii) Deeply set windows with mullions.

The three street facing facades of the proposed building would be sided with brick and porcelain tile and would have aluminum cornices and entrance canopies. The rear façade would be sided with brick. The proposed building design includes wall plane variation and parapet wall height on the three street facing facades.

- I. Canopies:
  - (i) Integration of materials on canopies that are similar or compatible to those used on the building or site walls is desirable (e.g., wrap the canopy columns with brick that matches the building). Multiple canopies or canopies that express differing masses are encouraged.

The proposed fuel pump island canopy would be sided with metal and supported by columns wrapped in brick to match the building.

(ii) Canopy height should not be less than 13'-9" as measured from the finished grade to the lowest point on the canopy fascia. The overall height of canopies should not exceed 18'.

The submitted information indicates the total canopy height would range from 18 feet, 6 inches to 23 feet due to grade. The height of the underside of the canopy would range from 15 feet to 19 feet.

J. All display items for sale, excluding seasonal items (i.e., sand, salt, pop, firewood) should be located within the main building. All outdoor display of seasonal items shall be identified on the site plan and be located outside of any required setbacks. No display of seasonal items should exceed 5' in height.

The Conceptual Plan includes a note that addresses this guideline.

#### Landscape Design

- A. Landscaping is integral to the overall design concept and should be carefully planned to enhance the overall appearance and function of the site.
- B. Landscape buffers with screen fencing should mask the site from adjacent residential uses. Plantings that exceed the minimum Des Moines Landscaping Standards may be required.
- C. Dense landscaping or architectural treatments should be provided to screen unattractive views and features such as storage areas, trash enclosures, utility cabinets and other similar elements.
- D. A site design for projects located at a street intersection should provide special landscape treatments, including by way of example perennial plant beds, site walls, native grasses, decorative sign foundations and housing.
- E. Proper maintenance and timely replacement of plant material is required and will be enforced based on the approved site plan.
- F. Monument signs are encouraged and are required when the site adjoins a residential district.

The Conceptual Plan shows a mix of trees and shrubs throughout the site. Landscaping would be fully evaluated at the site plan stage. Staff believes that a note should be added that landscaping shall be provided in accordance with the City's "C-2" District Landscaping Standards or exceeded as illustrated on the Conceptual Plan. In addition, staff believes that enhanced landscaping should be provided along South Union Street to buffer the residences to the southwest.

The Conceptual Plan includes a note that states "the required landscaping shall be maintained for the life of the certificate of occupancy or certificate of zoning compliance."

The submitted Conceptual Plan includes two (2) monument style signs. Each sign would be 7 feet, 4 inches tall by 11 feet, 1 inch wide. The City has adopted the "FSO" Freestanding Sign Overlay District and amended the monument sign design

requirements. Below are the relevant portions of Section 134-1276 and Section 134-3 of the Zoning Ordinance.

#### Sec. 134-1276. General regulations.

- (p) *Sign exceptions*. The regulations applicable to signage in this chapter, including the district regulations, shall be subject to the following exceptions:
  - (4) FSO Freestanding sign overlay district. The intent of the FSO freestanding sign overlay district is to decrease visual clutter along city corridors, streetscapes, and throughout the entirety of the city by requiring height restrictions for freestanding signs and encouraging the use of monument signs. The FSO freestanding sign overlay district applies to all land within the city or hereafter annexed into the city. The following regulations supersede any less restrictive regulations established in the district regulations:
    - (a) Pole signs are prohibited.
    - (b) Any on-premises advertising sign that is a freestanding sign shall be a monument sign, and shall comply with the following height restrictions measured from grade to the highest point on the sign:
      - (1) If located at or within 25 feet from the front lot line, the sign shall be no more than 8 feet in height.
      - (2) If located more than 25 feet from the front lot line, the sign shall be no more than 15 feet in height.

#### Sec. 134-3. Definitions.

The following words, terms and phrases, when used in this chapter, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

Sign, freestanding means a sign not attached to any building and is further defined as follows:

(2) *Sign, monument* means a sign affixed to a structure built on grade, having a solid opaque base, constructed of brick, stone, concrete block or other durable material matching the exterior of the primary building and extending from grade to the bottom of the sign face across the entire width of the sign face. The height of the sign base must be not less than the larger of 2 feet or 25 percent of the total sign height. Monument signs are sometimes referred to in this chapter as monumental signs.

Staff believes the proposed monument signs should comply with these standards including the provision of a solid opaque base, constructed of brick, stone, concrete block or other durable material that is no less than 2 feet in height. The base should extend from grade to the bottom of the sign face across the entire width of the sign face.

#### Lighting

- A. Lighting of gas stations and convenience stores should enhance safety and provide light levels appropriate to the visual task with minimal glare, light trespass and excess site brightness. Lighting should not be a nuisance or a hazard.
- B. Direct light trespass beyond property lines is prohibited. The maximum horizontal illuminance at grade and the maximum vertical illuminance at five feet above grade measured at the property line should not exceed Illuminating Engineering Society of

North America (IESNA) recommended practices for light trespass. (0.5 footcandles for residential, 2.0 footcandles for commercial). The site plan must contain illuminance models showing light levels throughout the site.

- C. Light fixtures mounted under canopies should be completely recessed into the canopy with flat lenses that are translucent and completely flush with the bottom surface (ceiling) of the canopy. Generally, lights shall not be mounted on the top or sides (fascias) of the canopy and internally illuminated/entirely translucent canopies should be prohibited. However, accent lighting on the sides (fascias) of the canopy may be permitted.
- D. Parking Lot and Site Lighting:
  - (i) All luminaries should be of full cut-off design, aimed downward and away from the property line;
  - (ii) Maximum pole heights should not exceed 20'.
- F. Building-Mounted Lighting:
  - (i) All luminaries should be a full cut-off design and aimed downward.
  - (ii) All luminaries should be recessed or shielded so the light source is not directly visible from the property line.

The Conceptual Plan includes a note that states "all site lighting will be in compliance with the lighting standards of City Code Section 82-214.8 to the satisfaction of the Community Development Director" and that "lighting shall consist of low-glare cut off type fixtures to reduce the glare of light pollution on surrounding area." Lighting would be reviewed in detail during the site plan phase.

6. Liquor Sales Use: The appellant is proposing to sell wine, beer, and tobacco products within the convenience store. Because the property is zoned "PUD" District, it is not required to comply with City Code Section 134-954 that otherwise regulates the sale of alcohol. However, as a baseline for consideration of alcohol sales, the Commission should apply the standards normally necessary for a Conditional Use Permit for a gas station/convenience store in a "C-2" District.

In accordance with City Code Section 134-954(b), any use of a premise for the sale of alcoholic liquor, wine and beer should be granted only where the business, when operated in conformance with such reasonable conditions, satisfies the following criteria:

 Any gas station convenience store selling alcoholic liquor, wine, and beer shall be at least 500 feet from any church, school, public park or licensed child care facility, and at least 1/4-mile from any other limited food sales establishment, limited retail sales establishment, gas station/convenience store, liquor store and tobacco store engaged in the sale of alcoholic liquor.

The subject property is within 100 feet of Columbus Park and 75 feet of the St. Anthony's Church. Staff believes the proposal is appropriate as the site is over 2 acres in size creating its own context and is separated from these two facilities by major streets that carry a significant level of traffic. In addition, the applicant is proposing to only sell beer and wine and not alcoholic liquor.

• The proposed location, design, construction and operation of the particular use adequately safeguards the health, safety and general welfare of persons residing in the adjoining or surrounding residential area.

The subject property is located along major traffic corridors and is separated from residential uses by topography. Staff believes that the sale of wine and beer at this location would adequately safeguard the health, safety and general welfare of persons residing in the area so long as it is accessory to a gas station/convenience store and comprises no more than 40% of gross revenues.

 The business is sufficiently separated from the adjoining residential area by distance, landscaping, walls or structures to prevent any noise, vibration or light generated by the business from having a significant detrimental impact upon the adjoining residential uses.

Staff believes that this site is sufficiently separated from any residential uses by topography and distance.

• The business will not unduly increase congestion on the streets in the adjoining residential area.

The subject property fronts Indianola Avenue and Indianola Road, which are major corridors. The proposed business would have minimal impact on the traffic pattern and would not likely increase congestion in the area so long as the site is developed in conformances with the recommendations of the City Traffic Engineer.

• The operation of the business will not constitute a nuisance.

Staff believes that the sale of wine and beer at this location as an accessory use to a convenience store with fuel sales would not constitute a nuisance. The proposed PUD Conceptual Plan includes a statement that the PUD Conceptual Plan shall be subject to a legislative amendment if the Zoning Enforcement Officer determines that the operation of the business becomes a nuisance.

The PUD Conceptual Plan should also reflect City Code Section 134-954(c) in its entirety, which further regulates any use of a premise for the sale of alcoholic liquor, wine and beer, as follows:

- Any parking area provided for the use of customers of the business shall be illuminated at an intensity of at least one footcandle of light on the parking surface at all times. The entire site shall be landscaped and illuminated so as to minimize hiding places for possible criminal activity.
- The business shall comply with article IV of chapter 42 of this Code pertaining to noise control. The business shall have no outside speakers or amplified sound except when used in compliance with a type E sound permit.

12

Any such business must comply with the following requirements:

- Every limited food sales establishment, limited retail sales establishment and gas station/convenience store shall display alcoholic liquor only in a locked case or behind a counter accessible only to employees. Any other business selling alcoholic liquor for off premises consumption shall either: i) display alcoholic liquor only in a locked case or behind a counter accessible only to employees; ii) employ an electronic security cap or tag system on all containers of alcoholic liquor on display; or iii) have more than one employee on duty at all times the business is open to the public.
- Conspicuously post 24-hour contact information for a manager or owner of the business near the main public entrance.
- Institute a strict no loitering policy, conspicuously post one or more "No Loitering" signs, and cooperate with police in addressing loitering on the premises.
- Not dispense alcoholic beverages from a drive-through window.
- Litter and trash receptacles shall be located at convenient locations inside and outside the premises, and operators of such business shall remove all trash and debris from the premises and adjoining public areas on a daily basis.
- The use is subject to amendment or revocation if the operation of the business becomes a nuisance or exhibits a pattern of violating the conditions set forth in the PUD Conceptual Plan.
- If the zoning enforcement officer determines at any time that the operation of such a business exhibits a pattern of violating the conditions set forth in the PUD Conceptual Plan, the zoning enforcement officer may apply to the Plan and Zoning Commission and City Council for legislative amendment to the PUD Conceptual Plan to revise the use allowances.

The proposed PUD Conceptual Plan currently includes all of these notes.

### SUMMARY OF DISCUSSION

Jason Van Essen presented the staff report and recommendation.

<u>David Courard-Hauri</u> asked for a clarification of staff recommendation to find that the proposed rezoning does not conform to the Des Moines' 2020 Community Character Plan. However staff is recommending to amend the Des Moines' 2020 Community Character Plan. Plan.

Jason Van Essen stated that is correct.

<u>Mike Talcott</u> 5725 Foxridge Drive Mission Kansas stated he loves this site and was very excited when they got the opportunity to acquire and develop it. It really is going to look nice. The way it will sit on the corner he believes because of the grade change, which has already been challenging to figure out, the way it will terrace up with landscaping at the top. They are going to have to figure out where the solid opaque privacy fence needs to be with what landscaping to give it the best buffer.

<u>Sasha Kamper</u> asked if the size of the monument sign for this site is to be 7 foot 4 inches and sitting next door to a church is there any consideration to making the sign smaller.

<u>Mike Talcott</u> stated they can work with staff. They are proposing two signs because the site has two frontages and they are still working through maybe some traffic solutions.

Tim Fitzgerald asked if they can do something with their design to fit into that area.

Mike Talcott stated they are open to suggestion.

### CHAIRPERSON OPENED THE PUBLIC HEARING

<u>Tina Reed</u> 1956 South Union asked where the driveways would be located going into Quik Trip.

Jason Van Essen pointed out on the drawing the proposed driveways in comparison to her property.

<u>Tina Reed</u> stated she is concerned with people traveling on her road not knowing that it is a dead end, then turning around on her property tearing up her yard.

<u>Jason Van Essen</u> stated the likelihood of someone going further than the proposed entrance to get into Quik Trip is slim unless they are coming from within the neighborhood.

<u>Tina Reed</u> asked what will be her view, will it be the back of a building or the top of building. Will there be parking or just grass.

<u>Jason Van Essen</u> stated he will let the applicant speak to the building heights and the difference in grade. On the back it will all landscaped area and terraced up. He pointed out an access drive for their delivery trucks with no parking in that area, and pointed out the rear side of the building that will face the retaining wall.

Mike Simonson asked are there signs on her road informing people there is not an outlet.

Tina Reed stated she has tried to get signs and it has not happened.

Jason Van Essen noted the street connects Indianola Road to Hillside Avenue.

<u>Tina Reed</u> pointed to the drawing the part of the road that is approximately 150 feet long and she is guessing that there is another 150 feet to Hillside. Only a portion of South Union is paved and the remainder gravel and it is very narrow.

<u>Tony Colacino</u> 801 Grand Avenue, Suite 3700 representing Stratford Holdings, LLC stated they joined in the applicant and would like to see the applicant's request approved. They would like to sell the property to Quik Trip. However, there are no requirements that Quik Trip purchase this property. If Quik Trip does not purchase this property, they do not want PUD zoning overlaid on the land that Stratford Holdings, LLC owns. He asking that the Commission in their recommendation request that the applicant's request not be finalized until the applicant owns the property.

<u>Mike Ludwig</u> stated Stratford Holdings, LLC signed off on the application to be filed conditioned upon ownership. He is not sure what the purchase agreement is, but believes that the two parties can work something out. The zoning requires three readings. Maybe the two parties can work together and see if it was approved on first reading or second reading that they may close on the property or sign additional documents. The Council can rezone a property back at any time upon request.

<u>Mike Simonson</u> asked if the advantage of a PUD is there are a lot of restrictions and if the sale did not happen and somebody else wanted to develop this property that opens up the PUD again.

<u>Mike Ludwig</u> stated they would have to develop it just as the plan was approved or request an amendment.

<u>Tony Colacino</u> stated they would not want that, because they wouldn't control the other parcel.

Mike Simonson stated who's to say that Quik Trip wouldn't build it and sell it in 2 years.

<u>Mike Ludwig</u> stated he believes there is plenty of time to come up with a solution prior to the City Council hearing and he believes the two parties can work together. It seems more of a transactional issue between the two parties than a zoning issue for the City.

<u>Glenna Frank</u> stated Mr. Colacino called her and she informed him the Commission cannot make the rezoning condition stipulate their transactional issue between the two parties. The zoning is either going to happen or it's not.

Tony Colacino asked if it could be delayed for some period of time.

<u>Glenna Frank</u> stated that he may be able to talk about if we can have the ordinance have a future date. That is not something that is typically done. She believes that Mike Ludwig's suggestion that they discuss closing prior to 3<sup>rd</sup> reading by the City Council is the best.

<u>Adam Hansen</u> 2 E. Hillside stated he and his wife were approached with an offer to purchase their property. He took the contract to his attorney and was informed that the broker wanted them to pay him \$20,000.00 just for coming to them. They declined as they have equity in this house. His concerns are the following:

- Property value He believes their property value will go down.
- Burglary, drug dealers They already have an issue with these crimes. He believes that the Quik Trip will increase these activities.
- Safety He believes it will bring unwanted people in the neighborhood and make it unsafe for the children.
- Traffic He believes the traffic turning around on Ms. Reed's property tearing up her yard will increase.
- Height of the retaining wall He believes that the grade from South Union to the parking lot of where the building will sit is approximately a 20 to 30 feet difference in grade.

• Run off – His property sits at the lower point and he believes that everything will run onto his property.

<u>Will Page</u> stated he had a similar issue in his neighborhood about 10 years ago. Quik Trip made a proposal to come in and build on a corner of an arterial and a side street. They were cautious as a neighborhood association. Quik Trip promised a lot. They promised to hard surface the gravel traffic corridor. The neighbors decided they would decline that offer because they believed if it was paved they would have more traffic on it. He also shared that they have found Quik Trip to be a good neighbor. The lighting has helped keep crime out of the area. Quik Trip keeps their property well maintained.

<u>Adam Hansen</u> stated there is not enough room for the narrow gravel road to be paved. He also believes that it could happen both ways in regards to criminal activities.

<u>Will Page</u> stated he believes the City will work with Ms. Reed about coming up with some type of solution to resolve the problem.

Tim Fitzgerald asked the zoning of Mr. Hansen's property.

Adam Hansen stated Commercial.

<u>Mindy Hansen</u> 2 East Hillside stated her concerns are the increased traffic causing safety concerns for the children and the view towards the Capital.

James Rice 5 Hillside Avenue stated he currently has pretty much zero backyard. He purchased his house three years ago with the intention of knowing that it has great proximity to everything he enjoys - Walkability to baseball games, work, church and the park. Living in his area with his family, they have been accustomed to new development and it is encouraged. He was excited to hear that this property was going to be developed. However, he also bought his property knowing that it was Neighborhood Retail Commercial which made it a little more restrictive hoping for small businesses to move in and attract more people to that area increasing property value. He was not sure he was in favor or in opposition to Quik Trip's plan until he saw the plan. His concern is knowing that the awning is going to be right at his backyard causing him to be in opposition of the rezoning. The grade is wonderful because there are some mature trees that block the view of Indianola and that intersection but it still gives a great view of the Capital. He is in favor of having this property developed with the current zoning and ask that the Commission deny the applicant's request.

### <u>Rebuttal</u>

<u>Mike Talcott</u> stated in the time the sale would become final would pretty much line up with the contract date. The understanding between his client and Quik Trip is the sale won't be final unless they own the property. He is in favor of installing a directional sign making sure that people know how to get into Quik Trip might help Ms. Reed's concern. The retaining wall down at the base behind the store will be somewhere in between the 12 to 15 foot range and then it is going to continue to be grade out up to South Union Street. He pointed out that people living on South Union should be looking out completely over their facility.

Quik Trip is part of the Safe Place program. The store employee is trained on who to call if a youth comes in and requests help. They are well lit, always people working, they have a state of the art security system. They pride themselves on being that safe place, not just in regards to kids but customers.

<u>David Courard-Hauri</u> asked what the above ground drainage basin is. Is it a concrete basin, is it landscaped.

<u>Randy Zerr</u> with McCluer Engineering 1360 NW 121<sup>st</sup> Street in Clive stated when it rains the detention basin will hold the water and release it at a slower rate.

<u>Mike Talcott</u> stated where the detention pond is going to be is going to be all green space with landscaping around it. It is not all final as they will continue to work with the City.

<u>Greg Wattier</u> suggested the next time Quik Trip presents something like this, they bring in a couple site cross-sections. He believes that a lot of the concerns he is hearing could have been alleviated if he had. He also asked if Quik Trip could look more to an underground detention pond instead of an above ground detention pond. His concern with the above ground detention pond for this type of site is being so close to homes it can hold water for about 24 hours attracting bugs.

<u>Mike Talcott</u> stated underground is not off the table. They are never sold in the beginning on one way or the other. Looking at this site and trying to meet the green space requirements, it looks like there is a potential for the detention pond to be fairly shallow. Not a wet bottom, it is not intended to retain water all the time. It would just be in the event it would rain. If it is going to be really deep, like a pool, as they have done with some of their other sites then they would reimagine it, maybe it would become concrete wall with a safety railing around it in a smaller area. As they work through the flood study hopefully it is small, spread out and not very deep.

<u>Greg Wattier</u> asked if they would consider taking a more neighborhood approach on that corner and instead of creating a detention pond they create more green space as a token back to the neighborhood. He believes there is an opportunity to do something unique to this site without messing with their brand.

<u>Mike Talcott</u> stated he appreciates all of the Commission's suggestions and will keep it in mind in the future. He is not ruling out what's going to happen with that south side. They did meet with the two neighborhood associations and both were in unanimous support. There may have been a few neighbors that did not attend the meeting that was in opposition.

Tim Fitzgerald asked if Mr. Talcott had any insight to those other two properties.

<u>Mike Talcott</u> stated one property owner spoke tonight. He did initially approach both properties and they could not reach an agreement.

### CHAIRPERSON CLOSED THE PUBLIC HEARING

<u>Mike Simonson</u> moved staff recommendation with the following caveats. The developer work with staff towards creating a place at the intersection of Indianola and Hillside and for the City staff to work with the Traffic and Transportation Department for some type of signage on that road.

<u>JoAnne Corigliano</u> stated the Italian American Cultural Center across the street could offer up a lot of ideas of what to do with the green space.

<u>Will Page</u> asked if he could offer a friendly amendment for the monument sign to be more compatible with this site, which the developer seems to be amenable to.

Mike Simonson stated he accepts the friendly amendment.

<u>Greg Wattier</u> stated he lives in the Beaverdale Neighborhood where they have a lot of mixed zoning. Lots of beautiful homes next to gas stations, lots of different car repair shops, etc. There are lots of areas where mixed zoning and commercial uses like this up against homes can be very successful. That brings vibrancy, he was happy at the moment they are not selling liquor. He believes that something needs to be done that makes this development more engrained in this neighborhood. He believes that something needs to be done at that corner and he doesn't think that a large detention pond is the answer.

<u>Tim Fitzgerald</u> stated he is not going to support this. He likes Quik Trip but he also has to side with the neighbors. They need a voice in this.

#### **COMMISSION ACTION:**

<u>Mike Simonson</u> moved and Will Page seconded for Approval of Part A) that the proposed rezoning would <u>not</u> be in conformance with the existing Des Moines' 2020 Community Character Plan; <u>Approval</u> of Part B) to amend the Des Moines' 2020 Community Character Plan current future land use designation from Commercial: Pedestrian-Oriented Commercial Corridor to Commercial: Auto-Oriented Small-Scale Strip Development; <u>Approval</u> of Part C) to rezone the subject property from "C-1" Neighborhood Retail Commercial District and Limited "C-2" General Retail and Highway-Oriented Commercial District to "PUD" Planned Unit Development; and <u>Approval</u> of Part D) the proposed PUD Conceptual Plan subject to the following conditions:

- 1. Any access drive from Indianola Road must consist of a right-in/right-out configuration in conjunction with the construction of a raised median in the street or other alternative approved by the City Traffic Engineer.
- 2. A left turn lane shall be provided on Indianola Avenue for north bound traffic turning into the site or other alternative approved by the City Traffic Engineer.
- 3. Provision of direct pedestrian routes from the Indianola Avenue and Indianola Road sidewalks to the building to the satisfaction of the Planning Administrator.

- 4. Addition of a note that states "landscaping shall be provided in accordance with the "C-2" District Standards or exceeded as illustrated on the Conceptual Plan."
- 5. Addition of a note that states "an enhanced level of landscaping shall be provided along South Union Street to the satisfaction of the Planning Administrator."
- 6. Any monument sign shall have a solid opaque base constructed of brick, stone, concrete block or other durable material that is no less than 2 feet in height as approved by the Planning Administrator and to be more compatible with the neighborhood. The base shall extend from grade to the bottom of the sign face across the entire width of the sign face.
- 7. The developer work with staff towards creating a place at the intersection of Indianola and Hillside and not just a stormwater detention basin.
- 8. City staff to work with the Traffic and Transportation Department for some type of signage on South Union Street.

<u>John "Jack" Hilmes</u> stated he voted in opposition because he is concerned that this rationale will come back to bite them at some later date. Not on this project but with other projects with persons requesting consideration of the Commission's departure from the intention of the statutes with respect to separation of liquor, wine, beer and tobacco sales from churches, schools and etc.

Motion passed 9-2 (John "Jack" Hilmes and Tim Fitzgerald voted in opposition. CJ Stephens was not present).

Respectfully submitted,

Michael Ludwig, AICP Planning Administrator

MGL:clw

Attachment

Quik Trip Corporation (purchaser) represented by Mike Talcott (officer) for File #								File #		
property located at 1930 Indianola Avenue. The subject property is owned by City of Des Moines, Stratford Holding, LLC, Kevin Dubay, and Jo Elaine Felice Revocable Trust.							0N2016-00003			
Description of Action		"C-2"	of request to rezone property from "C-1" Neighborhood Retail Commercial District and C-2" General Retail and Highway-Oriented Commercial District to "PUD" Planned Unit nent.							
2020 Commun Character Plar										
Mobilizing Tomorrow Transportation Plan			No planned improvements.							
Current Zoning District			"C-1" Neighborhood Retail Commercial District, Limited "C-2" General Retail, "GGP" Gambling Games Prohibition Overlay District and "FSO" Freestanding Signs Overlay District.							
Proposed Zoni	Proposed Zoning District "PUD" Planned Unit Development, "GGP" Gambling Games Prohibition Overlay District and "FSO" Freestanding Signs Overlay District.						hibition Overlay			
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Quik Trip Corporation, 1930 Indianola Avenue

ZON2016-00003



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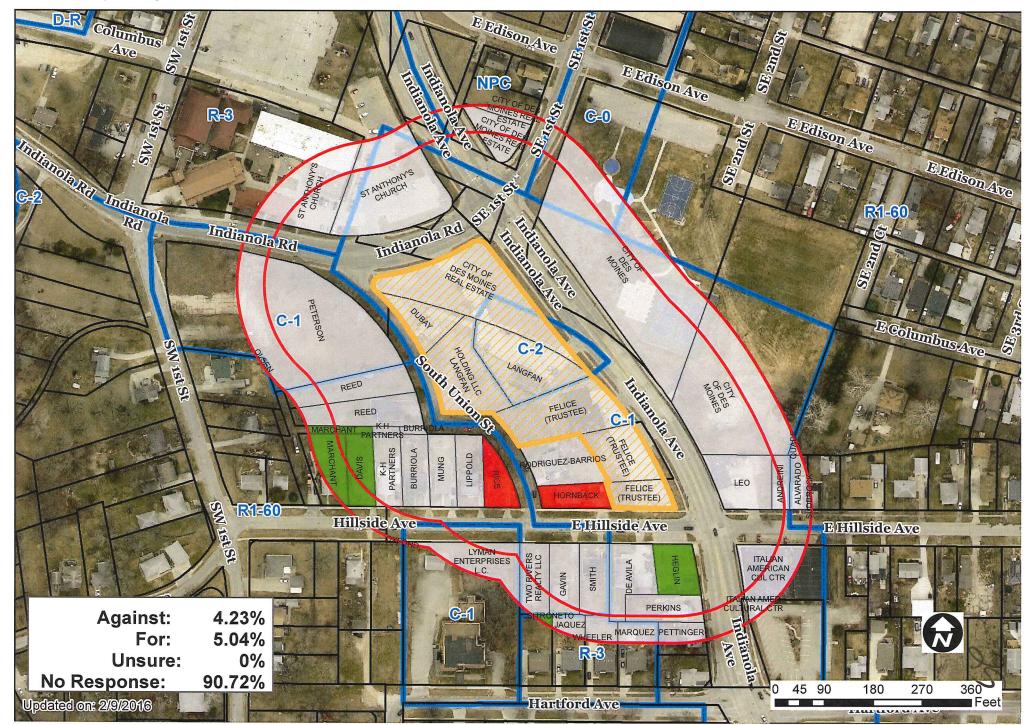
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FEB 02 2016 Signature William Davis
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COMMANDATION
FER A # 2010
DEPARTMENT Address 5 Hillside Ave, DSM
Reason for opposing or approving this request may be listed below:
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feel a gas station is not meeting the needs of the
area and that it is short-sided. I also feel that
my property value will decrease because of the
priposed development.

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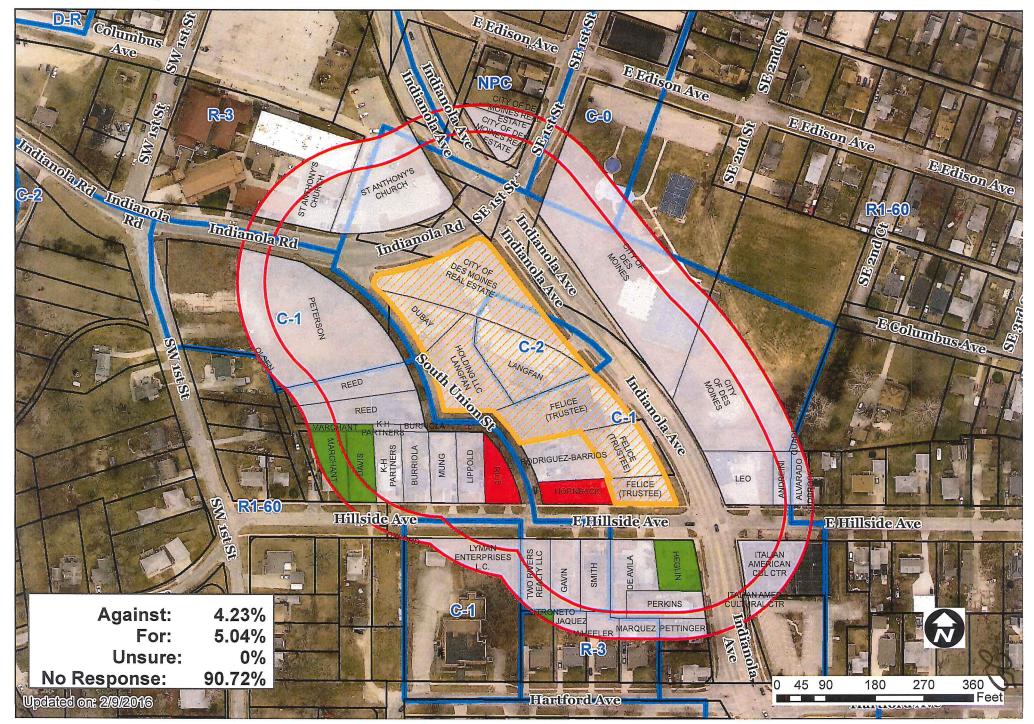
## Quik Trip Corporation, 1930 Indianola Avenue

ZON2016-00003



# Quik Trip Corporation, 1930 Indianola Avenue

ZON2016-00003



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