



**Roll Call Number**

**Agenda Item Number**

30A

Date December 17, 2018

**RECEIVE AND FILE COMMUNICATION FROM THE PLAN AND ZONING COMMISSION REGARDING REQUEST FROM CS FAMILY PROPERTIES, LLC FOR VACATION OF NORTH/SOUTH ALLEY ADJOINING 1900, 1904, 1912 AND 1914 SOUTHWEST 1<sup>ST</sup> STREET**

WHEREAS, the City Plan and Zoning Commission has advised that at a public hearing held on December 6, 2018, its members voted 8-0 to recommend **APPROVAL** of a request from CS Family Properties, LLC, represented by Cory Steiner (officer), to vacate the north/south alley between Southwest 1<sup>st</sup> Street and Southwest 2<sup>nd</sup> Street from Edison Avenue to Columbus Avenue, adjoining 1900, 1904, 1912 and 1914 Southwest 1<sup>st</sup> Street, to allow for assemblage with the adjoining properties and redevelopment for senior living apartments, subject to reservation of easements for any utilities in place or any necessary relocation of such utilities at the expense of the developer as part of any redevelopment of the property.

**MOVED** by \_\_\_\_\_ to receive and file the attached communication from the Plan and Zoning Commission, and refer to the Engineering Department, Real Estate Division.

FORM APPROVED:

  
Glenna K. Frank, Assistant City Attorney

(11-2018-1.26)

COUNCIL ACTION	YEAS	NAYS	PASS	ABSENT
COWNIE				
BOESEN				
COLEMAN				
GATTO				
GRAY				
MANDELBAUM				
WESTERGAARD				
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

Date December 17, 2018  
 Agenda Item 30A  
 Roll Call # \_\_\_\_\_

December 12, 2018

Honorable Mayor and City Council  
 City of Des Moines, Iowa

Members:

Communication from the City Plan and Zoning Commission advising that at their December 6, 2018 meeting, the following action was taken regarding a request from CS Family Properties, LLC (owner) represented by Cory Steiner (officer) for vacation of the north/south alley between Southwest 1<sup>st</sup> Street and Southwest 2<sup>nd</sup> Street from Edison Avenue to Columbus Avenue.

**COMMISSION RECOMMENDATION:**

After public hearing, the members voted 8-0-1 as follows:

Commission Action:	Yes	Nays	Pass	Absent
Francis Boggus				X
Dory Briles	X			
Chris Cutler				X
David Courard-Hauri				X
Jacqueline Easley	X			
Jann Freed	X			
John "Jack" Hilmes				X
Lisa Howard	X			
Carolyn Jenison				X
Greg Jones	X			
William Page	X			
Mike Simonson			X	
Rocky Sposato	X			
Steve Wallace				X
Greg Wattier	X			

**RECOMMEND APPROVAL** of the requested to vacate the north/south segment of public alley subject to reservation of easements for any utilities in place or any necessary relocation at the expensed of the developer as part of any redevelopment of the property.  
 (11-2018-1.26)

Written Responses

- 1 in Favor
- 1 in opposition



## RECOMMENDATION TO THE P&Z COMMISSION

Staff recommends vacation of the north/south segment of public alley subject to reservation of easements for any utilities in place or any necessary relocation at the expensed of the developer as part of any redevelopment of the property.

## STAFF REPORT TO THE PLANNING COMMISSION

### I. GENERAL INFORMATION

- 1. Purpose of Request:** The rezoning would allow the property to be redeveloped for senior living apartments at a density of up to 40 units per acre. The applicant submitted a development concept for a 4-story, 46-unit senior living complex.
- 2. Size of Site:** 22,639 for the rezoning area. Approximately 51,142 square feet or 1.17 acres for the proposed redevelopment site, including 2,919 square feet of the north/south alley requested for vacation.
- 3. Existing Zoning (site):** "R-3" Multiple-Family Residential District, "GGP" Gambling Games Prohibition Overlay District, and "FSO" Freestanding Signs Overlay District
- 4. Existing Land Use (site):** The subject property is developed with two single-family dwellings.
- 5. Adjacent Land Use and Zoning:**
  - North** – "R-3", Use is St. Anthony's School bus garage.
  - South** - "R-3", Uses are a daycare center and a single-family dwelling.
  - East** – "R-3", Use is surface parking lot for St. Anthony's Church and School.
  - West** – "D-R", Use is a warehouse.
- 6. General Neighborhood/Area Land Uses:** The subject property is located in the area south of the confluence of the Des Moines and Racoon Rivers and north of the Indianola Road corridor. It contains a mix of residential, commercial, industrial, institutional and educational uses.
- 7. Applicable Recognized Neighborhood(s):** The subject property is located within the McKinley School/Columbus Park Neighborhood. All neighborhoods were notified of the hearing by mailing of the Preliminary Agenda on November 16, 2018. Additionally, separate notifications of the hearing for this specific item were mailed on November 16, 2018 (20 days prior to the hearing) and November 26, 2018 (10 days prior to the hearing) to the affected neighborhood association and to the primary titleholder on file with the Polk County Assessor for each property within 250 feet of the site. A Final Agenda was mailed to all the recognized neighborhood associations on November 30, 2018.



All agendas and applicable 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 mailings were sent to Jim Post, 224 East Livingston Avenue, Des Moines, IA 50315.

The applicant held the required neighborhood meeting on November 6, 2018, and will be available to provide a summary at the hearing.

8. **Relevant Zoning History:** On February 27, 2011 by Ordinance No. 14,997, the City Council rezoned the western portion of the proposed redevelopment area to "D-R" Downtown Riverfront District. This was in furtherance of the 2006 adoption of the 2 Rivers District Plan, a neighborhood planning effort.
9. **PlanDSM: Creating Our Tomorrow Plan Land Use Plan Designation:** Medium Density Residential. This is defined as "areas developed with a mix of single family, two-family and multi-family residential up to 17 units per net acre."
10. **Applicable Regulations:** The Commission reviews all proposals to amend zoning boundaries or regulations 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 make recommendations to the City Council on conditions to be made in addition to the existing regulations so long as the subject property owner agrees to them in writing. The recommendation of the Commission will be forwarded to the City Council.

The Commission, considering the criteria set forth in Chapter 18B of the Iowa Code, reviews all proposals to vacate land dedicated for a specific public purpose, such as for streets and parks, to determine whether the land is still needed for such purpose or may be released (vacated) for other use. The recommendation of the Commission is forwarded to the City Council.

## II. ADDITIONAL APPLICABLE INFORMATION

1. **PlanDSM: Creating Our Tomorrow Plan Land Use Plan Designation:** The subject property is designated as Medium Density Residential. The proposed 46-units of senior living residential would calculate to 40 units per net acre. At 17 units per net acre maximum intended by the PlanDSM designation, the property would reach maximum density at 19 total units on site. Staff believes that the future land use designation and the zoning for the subject property should reflect the applicant's property to the west in order to accommodate the proposed senior living project. The "D-R" District would not have a maximum density.

The western portion of the proposed redevelopment site is in a Community Mixed Use designation which provides for "Small- to medium-scale mixed use development, located on high capacity transit corridors or at the intersection of transportation corridors. Community mixed use areas include both a mix of medium density residential and a mix of retail and service establishments designed to attract customers from a large service area encompassing multiple neighborhoods and may include specialty retail that attracts regional customers."



Because of the proximity of the church and school in this instance, staff does not believe taverns and nightclubs should be permitted with any rezoning to a "D-R" District. Also the density of multiple-family residential should not exceed 40 units per acre.

**2. Permit and Development Center Comments:** Any redevelopment to a senior living multiple-family residential use must be in compliance with the City's Site Plan regulations, including those regarding storm water management; off-street parking grading and soil erosion protection; tree removal and mitigation; landscaping and buffering, pavement design; and traffic and fire access. Conversion to a multiple-family dwelling will also require review of the Site Plan under design guidelines for multiple-family dwellings by the Plan and Zoning Commission. With the proposed rezoning to the "D-R" District the Commission would also review the Site Plan under design guidelines applicable to that District.

### **3. Design Guidelines for Multiple Family Dwellings:**

In acting upon any site plan application which includes a multiple family dwelling, boardinghouse or roominghouse, the plan and zoning commission shall apply the design regulations in section 82-213 and the additional design guidelines set forth below. The decision to approve, approve subject to conditions or disapprove a proposed site plan shall be based upon the conformance of the site plan with such design regulations and the following guidelines.

- (1) *Architectural character.* New developments and alterations to existing development in or adjacent to existing developed areas shall be compatible with the existing architectural character of such areas by using a compatible design. Compatibility may be achieved through techniques such as the repetition of roof lines, the use of similar proportions in building mass and outdoor spaces, similar relationships to the street, similar window and door patterns, and/or the use of building materials that have color shades and textures similar to those existing in the immediate area of the proposed development. Brick and stone masonry shall be considered compatible with wood framing and other materials.
- (2) *Building height and mass.* Buildings shall be either similar in size and height, or if larger, shall be articulated, setback or subdivided into massing that is proportional to the mass and scale of other structures on the same block and adjoining blocks. Articulation may be achieved through variation of roof lines, setbacks, patterns of door and window placement, and the use of characteristic entry features. To the maximum extent feasible, the height, setback and width of new buildings and alterations to existing buildings should be similar to those of existing buildings on the same block. Taller buildings or portions of buildings should be located interior to the site. Buildings at the ends of blocks should be of similar height to buildings on the adjoining blocks.
- (3) *Building orientation.* To the maximum extent feasible, primary facades and entries shall face the adjacent public street. A main entrance should face a connecting walkway with a direct pedestrian connection to the public street



without requiring all pedestrians to walk through parking lots or across driveways.

- (4) *Garage access/location.* If the prominent character of garage access and/or location is located to the rear of the properties in the surrounding neighborhood, then new construction should be compatible with such character.
- (5) *Rooftop/second story additions.* A rooftop or second floor addition, including but not limited to stairs and emergency egress, should not overhand the front or side walls of the existing building.
- (6) *Emergency egress.* All stairs and means of emergency egress extending more than 15 feet above grade and visible from the adjoining street should be completely enclosed with materials compatible in color and texture with the balance of the building.
- (7) *Parking.* Parking lots containing more than eight parking spaces should comply with the adopted landscape standards applicable to commercial development in the C-1 district.

#### 4. Design Guidelines in “D-R” Districts:

- (a) The design guidelines within the D-R downtown riverfront district are intended to support and enhance the downtown riverfront as a safe and lively people-oriented open-space spine, connecting a series of distinct destination nodes within a urban setting of high-quality buildings. The district is aimed at supporting redevelopment that will significantly enhance the downtown riverfront, attracting visitors and residents of the metropolitan region to a waterfront resource that has been underutilized for many years. These guidelines are intended to work with the D-R downtown riverfront district regulations in chapter 134 to assure that redevelopment adjacent to the river is pedestrian oriented and compatible with the new mixed-use neighborhoods, commercial and residential nodes planned for the area as further described in section 134-1035.  
The design guidelines within the C-3B central business mixed-use district are intended to establish a lively pedestrian-scaled, urban setting. These guidelines are intended to work with the C-3B central business mixed-used district regulations in chapter 134 to assure that redevelopment is pedestrian-oriented and compatible with the new mixed-use neighborhoods.
- (b) In acting upon any site plan application for property located within the D-R downtown riverfront district or C-3B central business mixed-use district, the plan and zoning commission shall apply the design regulations in section 82-213 of this article and the design guidelines in this section. The decision to approve, approve subject to conditions or disapprove a proposed site plan shall be based upon the conformance of the site plan with such design regulations and the following guidelines. These guidelines shall be applied to the entire site when a new building is constructed or an existing building is expanded by more than 50 percent of its gross floor area as of the time it became part of the D-R

downtown riverfront district or C-3B central business mixed-use district. If a building is expanded by less than 50 percent of its gross floor area as of the time it became part of the D-R downtown riverfront district or C-3B central business mixed-use district, then these guidelines shall apply only to the expansion of the building.

- (1) **Building Heights.** Minimum height for all uses that are not built integral to the levee as part of the riverwalk redevelopment, should be the lesser of 36-feet or 3-stories.
- (2) **Riverfront setbacks.** Riverfront setbacks for all new construction (that is not built integral to the levee and as part of a riverfront park) should be a minimum of 100 (horizontal) feet from the high water mark of the river. Redevelopment adjacent to a riverfront park (not part of the levee reconstruction) should front a continuous public right-of-way. This could be either a road built to an urban standard, or an alternative profile of a minimum 20' width that clearly delineates a public right-of-way between new private development and the riverfront park.
- (3) **Lighting.** All new exterior lighting upon private property should be pedestrian in scale. The use of private overhead floodlighting is discouraged.
- (4) **Residential building standards.** New residential buildings should also comply with the following guidelines:
  - a. Building front entrances should face public rights-of-ways. Those buildings with river frontage should be oriented towards the riverfront (except when located above street level retail).
  - b. At least one building entrance for the residential uses should directly access the street when located above street-level retail.
  - c. Buildings should have a building frontage on the principal street of not less than 70 percent of the lot frontage on the principal street.
  - d. Buildings should have a maximum setback of 15 feet from the public right-of-way.
  - e. Service entrances, waste disposal areas and other similar uses should be located adjacent to service lanes and away from major streets and the public right-of-way adjacent to the river.
- (5) **Commercial building standards.** New commercial buildings should also comply with the following guidelines:
  - a. Buildings should have a building frontage on the principal street of not less than 70 percent of the lot frontage on the principal street.
  - b. A minimum of 70 percent of the building frontage should be set within one foot of the front lot line.
  - c. Building entrances on new development sites that have river frontage (and are not integral to the levy), should be oriented both towards the riverfront and the primary street.



- d. Service entrances, waste disposal areas and other similar uses should be located adjacent to service lanes and away from major streets and the public right-of-way adjacent to the river.
  - e. Restaurants may operate outdoor cafes on public sidewalks while maintaining pedestrian circulation subject to obtaining an areaway permit.
- (6) Storage of any and all materials and equipment should take place within completely enclosed buildings. All open areas should be paved or landscaped, properly maintained and kept free from refuse and debris. All refuse collection containers and dumpsters should be enclosed on all sides by the use of a permanent wall of wood, brick, or masonry. The enclosure, including any gates for pedestrian and/or disposal truck access, should be constructed to provide at least a 75% opaque screen of the receptacle from any street.
- (7) All open areas not used for off-street loading or parking should be landscaped in accordance with the Des Moines Landscape Standards. (See Site Plan Landscape Policies).
- (8) Access doors for any warehouse use and any loading docks should not front on any public street. That portion of a building fronting on a public street should be used in an office or other commercial use.

**5. Landscaping & Buffering:** Any development of the site will require landscaping in accordance with the City's Landscape Standards reviewed as part of the Site Plan. These standards generally include open space, bufferyard, and parking lot plantings. Future development of the site would also be subject to the City's Tree Removal and Mitigation Ordinance (Article X Chapter 42 of the City Code).

**6. Drainage/Grading:** Any additional development of the site must also comply with the City's Stormwater Management requirements to the satisfaction of the City's Permit and Development Center. All grading is subject to an approved grading permit and soil erosion control plan. The property has access to public storm sewer to an intake across the street in Southwest 1<sup>st</sup> Street

**7. Utilities:** There is an existing 8-inch water main in the Southwest 1<sup>st</sup> Street Right-Of-Way to the east. This is the only frontage providing direct access to water. There is public sanitary sewer access to mains in Edison Avenue, Columbus Avenue and Southwest 1<sup>st</sup> Street.

There appear to be overhead utilities in the north/south alley. There are also overhead utilities in the Edison Avenue and Columbus Avenue in the adjoining ROW. There are not any known underground utilities within the alley. Any utilities in place would need to be relocated if they remain necessary with the vacation of the alley and redevelopment of the block. With the redevelopment of the block in a "D-R" District, it would be the expectation that any overhead utilities which remain necessary be placed underground as part of any Site Plan review.



8. **Access or Parking:** The site has frontage to public streets on four sides. None of these streets is improved to the current standard for a cross section for a local street. In this instance the main through traffic movement for the immediate area is north/south along Southwest 1<sup>st</sup> Street. Based on that, staff believes that at a minimum Southwest 1<sup>st</sup> Street should be improved to a full urban cross section. This would also apply to any length of street necessary between Southwest 1<sup>st</sup> Street and any access to off-street parking which may be developed. Based on complete streets policy it is expected that public sidewalk would be provided on all street frontages as part of any redevelopment of the Site.

## II. ADDITIONAL APPLICABLE INFORMATION

1. **Utilities:** No utilities have been identified that would be impacted by the proposed vacation. Staff recommends approval subject to the reservation of easements for any existing utilities.
2. **Street System/Access:** The proposed vacations would have a negligible impact on the function of the Maine Street sidewalk.

## SUMMARY OF DISCUSSION

Mike Simonson recused himself from the Commission for the item represent the applicant.

Jason Van Essen presented the staff report and recommendation.

Greg Jones asked if half of this site stayed R-3, would that limit the number of units they can have?

Jason Van Essen stated yes, R-3 has a maximum of 17 units per acre.

Greg Jones asked if the City has plans improve streets in the area.

Jason Van Essen stated he isn't aware of any at this time.

## CHAIRPERSON OPENED THE PUBLIC HEARING

Pierce Cody stated if the project remained split zoned, they could not build 46 units on the existing D-R portion of the property. The project is not feasible without 46 units. They are currently seeking low income tax credits from the State of Iowa for senior housing.

Sally Davis 1807 SW 2<sup>nd</sup> stated she is not in favor of this project because the streets cannot support that many people and the lack of a sewer system in the area. She would like to see something with a little nicer and the only reason they are searching for section 8 housing is because they are guaranteed 100% occupancy.

Will Page asked why she enjoys living in the neighborhood.

Sally Davis stated because it's a quiet, secluded neighborhood. She also likes the bird migration the river brings.

Mike Ludwig noted that the written staff report provided to the Commission states that public sanitary sewer is in Edison Avenue, Columbus Avenue and SW 1<sup>st</sup> Street. There is public sewer in the area to support the development of this site. If you are in proximity of the public sanitary sewer and your septic system fails, you can then connect to the public sewer.

Sally Davis stated there are 2 overflow ponds and when it rains there is always a problem with flooding.

Mike Simonson Simonson and Associates, 1717 Ingersoll stated he would like to correct some information that was previously stated. This is not a dead-end street, there are full utilities, water, sanitary sewer and storm water. This building will not look like the church and it was a desire from Saint Anthony's to have a senior living facility at this site. It is important for us to have DR zoning because it allows us to meet the minimum number of units to make this project viable and will allow off street parking. Although this is income restricted, it will not be section 8 housing. This is a LIHTC program specifically for senior housing.

Jann Freed asked about the design of the project.

Mike Simonson stated it will have durable material on the exterior, exceeding the 50% minimum of brick.

Will Page asked about tree cover?

Mike Simonson stated there are a few fencerow trees and in his opinion 1 or 2 trees that are worth saving. This project will be fully landscaped, which we can discuss when the site plan is presented to the commission.

Greg Jones stated the Commission and City are not ignoring what the neighbors are saying but taking the comprehensive plan and the neighborhood plans we have before us and making the best decision based on that.

Jann Freed stated that Ms. Davis has demonstrated you can have an item pulled off consent for discussion and she should communicate that back to her neighbors.

### **CHAIRPERSON CLOSED THE PUBLIC HEARING**

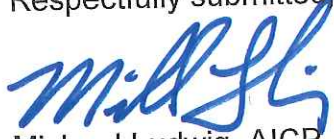
#### **COMMISSION ACTION:**

Jann Freed made a motion to recommend approval of request to vacate the north/south segment of public alley subject to reservation of easements for any utilities in place or any necessary relocation at the expensed of the developer as part of any redevelopment of the property.

Motion passed: 8-0-1 (Mike Simonson did not participate in the hearing as a commissioner)



Respectfully submitted



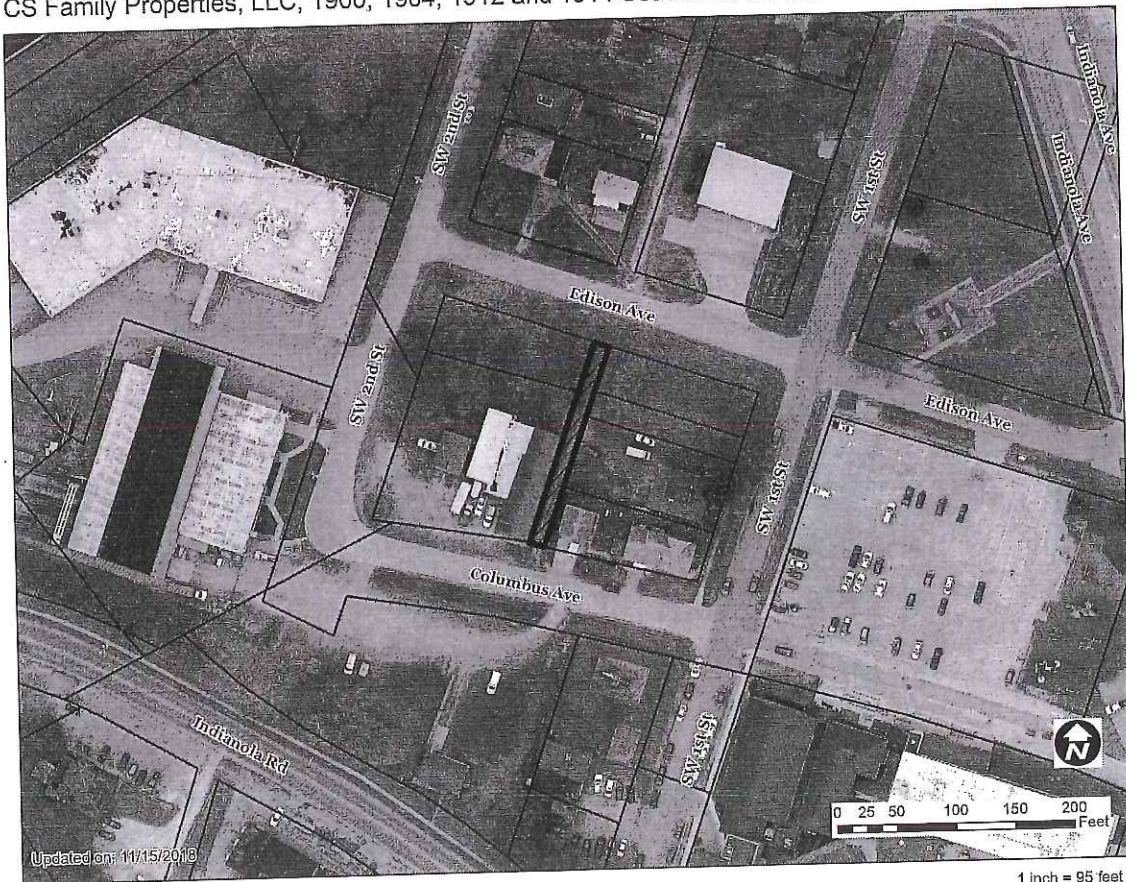
Michael Ludwig, AICP  
Planning Administrator

MGL:tjh  
Attachments

CS Family Properties, LLC (owner) represented by Cory Steiner (officer) for property located at 1900, 1904, 1912 and 1914 Southwest 1st Street.			File # 11-2018-1.26	
Description of Action	Vacation of the north/south alley between Southwest 1st Street and Southwest 2nd Street from Edison Avenue to Columbus Avenue.			
PlanDSM Future Land Use	Current: Medium Density Residential. Proposed: Community Mixed Use.			
Mobilizing Tomorrow Transportation Plan	No planned improvements.			
Current Zoning District	"R-3" Multiple-Family Residential District, "GGP" Gambling Games Prohibition Overlay District and "FSO" Freestanding Signs Overlay District.			
Proposed Zoning District	"D-R" Downtown Riverfront District, "GGP" Gambling Games Prohibition Overlay District and "FSO" Freestanding Signs Overlay District.			
Consent Card Responses	In Favor	Not In Favor	Undetermined	% Opposition
Subject Property	1	1		
Outside Area (200 feet)				
Plan and Zoning Commission Action	Approval	X	Required 6/7 Vote of the City Council	Yes
	Denial			No

CS Family Properties, LLC, 1900, 1904, 1912 and 1914 Southwest 1st Street

11-2018-1.26







Updated on: 12/6/2018

1 inch = 95 feet

30A



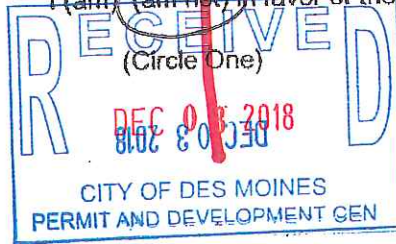
Item 11-2018-1.26

Date 12-3-2018

30A

I (am) (am not) in favor of the request.

(Circle One)



Print Name Paulette Cook

Signature Paulette Cook

Address 1817 S.W. 2nd Street

Reason for opposing or approving this request may be listed below:

This is too big a structure to fit in well here.  
They are not proposing adequate infrastructure.  
The extra traffic will add to already congested  
area due to school and big truck traffic from  
Rees and Punehi Steel.

Item ~~11-2018-1.26~~

Date 11/27/18

I (am) (am not) in favor of the request.



Print Name Cory Steiner

Signature Cory Steiner

Address 1912 SW 1st St

Reason for opposing or approving this request may be listed below:

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