



Date October 3, 2022

**RESOLUTION SETTING HEARING ON REQUEST FROM CITY OF DES MOINES FOR A
CERTIFICATE OF APPROPRIATENESS FOR WOODLAND CEMETARY AT 2019
WOODLAND AVENUE**

WHEREAS, City of Des Moines, Owner of real property known as Woodland Cemetery, located at 2019 Woodland Avenue, (the “Property”) have made application for a Certificate of Appropriateness regarding the following items pertaining to work at Woodland Cemetery, 2019 Woodland Avenue:

- A) Replacement of two existing brick retaining walls on the west and south sides of the cemetery, with new segmental block gravity walls.
- B) Full brick reconstruction of the north half of the traffic circle along road 13.
- C) Full depth reconstruction of roads 10, 11, and 15a.
- D) New mill and overlay of roads 1-9, 12, 14, 15, and 16.
- E) Removal of roads 2, 3, 4, 5, 10, 14, 15, 16, and a small segment of road in front of the city receiving vault.
- F) Pavement cores on all proposed mill and overlay roadways to confirm no brick paving under the asphalt. If brick is found, conduct brick reconstruction instead of mill and overlay.
- G) If road proposed for removal must be retained, rehabilitation of those roads in accordance with requests C, D, or F; and

WHEREAS, on September 6, 2022, after notice, the Landmark Review Board considered the application for Certificate of Appropriateness and Board’s consensus was to recommend that the Certificate of Appropriateness should be granted subject to the following conditions:

1. Replacement retaining walls shall match the general scale and size of the historic walls.
2. Replacement retaining walls shall be constructed with materials that match the texture, size and color of the historic material to the extent possible. However, the characteristics of the selected material, such as the color, shall be representative of the selected material and not altered to appear brick-like if the product is not brick.
3. A cap element should be avoided to duplicate the simplicity of the historic walls.
4. The salvage of retaining wall bricks shall be explored to the satisfaction of the Planning & Urban Design Administrator.



Date October 3, 2022

5. Road 16 can be removed if coring samples do not identify any brick paver material. The remaining roads shall be retained.
6. The applicant shall review the coring results noted in conditions 5 with the Planning & Urban Design Administrator before proceeding.
7. Replacement curbing shall match the design of the curb style associated with the historic pavement material. For example, brick roads traditionally had square edge curbs. If a limited amount of curbing is being replaced, then it should match the adjoining curbing style regardless of the historic roadway surface.
8. Review and approval of any conflicts identified with road rehabilitation, curb rehabilitation, and nearby features such as gravesites, trees, or other significant markers by Planning & Urban Design Administrator as needed.

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 Landmark Review Board is hereby received and filed.
2. That the meeting of the City Council at which the application for issuance of a Certificate of Appropriateness is to be considered, and at which time the City Council will hear both those who oppose and those who favor the proposal, shall be held at the Council Chambers, City Hall, 400 Robert D. Ray Drive, Des Moines, Iowa, at 5:00 p.m. on October 24, 2022.
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 of the Iowa Code.



Roll Call Number

Agenda Item Number

28

Date October 3, 2022

Moved by _____ to adopt. Second by _____.

APPROVED AS TO FORM:

/s/ Lisa A. Wieland

Lisa A. Wieland

Assistant City Attorney

COUNCIL ACTION	YEAS	NAYS	PASS	ABSENT
COWNIE				
BOESEN				
GATTO				
MANDELBAUM				
SHEUMAKER				
VOSS				
WESTERGAARD				
TOTAL				
MOTION CARRIED		APPROVED		

CERTIFICATE

I, LAURA BAUMGARTNER, Acting 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

Acting City Clerk

CITY OF DES MOINES LANDMARK REVIEW BOARD
STAFF REPORT AND RECOMMENDATION
 Tuesday, September 6, 2022

AGENDA ITEM #1

CAHP-2022-000044

Applicant: Request from the City of Des Moines, represented by Christopher Kuhl, (Civil Engineer).

Location: 2019 Woodland Avenue.

Requested Action(s): A) Replacement of two existing brick retaining walls on the west and south sides of the cemetery, with new segmental block gravity walls.

B) Full brick reconstruction of the north half of the traffic circle along road 13.*

C) Full depth reconstruction of roads 11 and 15a with concrete.*

D) New mill and overlay of roads 1, 6-9 and 12, with asphalt. If coring reveals brick pavement the road will be reconstructed with brick. *

E) Removal of roads 2, 3, 4, 5, 10, 14, 15, 16, and a small segment of road in front of the city receiving vault. If roads must be retained, they will be rehabilitation in accordance with the map of page 6 of the staff report.

**Please see map on page 6 of this report.*

I. GENERAL INFORMATION

The subject property is located along the north side of Woodland Avenue from 24th Street to Martin Luther King Jr Parkway, and along the west side of Martin Luther King Jr Parkway from Woodland Avenue to Olive Avenue. The site is approximately 54 acres in size, and consists of four interconnected cemeteries – Woodland, St. Ambrose, Emanuel, and International Order of Odd Fellows Cemeteries. The cemetery was established in the 1850's around the early settlement of Des Moines. The cemetery, excluding the Emanuel section, was designated as a local landmark in 1986.

The Landmark Review Board is charged with reviewing proposed alterations to the exterior of locally designated landmarks and makes recommendations to the City Council. All Certificates of Appropriateness for local landmarks that are not located in a local historic district are issued by the City Council.

II. APPLICABLE DESIGN GUIDELINES

In reviewing COA requests, the Landmark Review Board shall consider standards for rehabilitation promulgated by the Secretary of the Interior. The Secretary's Standards for Rehabilitation of Historic Buildings consist of the following:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations or related new construction will not destroy historic materials, features and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

III. ANALYSIS

1. **Retaining Walls (Part A):** Many of the requests will feature noticeable changes to the overall character to the cemetery. Unfortunately, some of the changes cannot be avoided without eminent impact to other more significant features and spatial relationships within the cemetery, specifically existing gravesites. Staff finds that avoiding the impact to these gravesites exceeds the importance of the visual impacts of altering those features. In the case of the retaining walls, both planning and engineering staff have determined that the deterioration of these walls is to a point where replacement is the only viable option.

City Engineering staff submitted a copy of the Woodland Cemetery Infrastructure: Phase IA Archaeological and Architectural/Historical Reconnaissance Survey performed by Tallgrass Archaeology. That survey determined that there were two types of retaining walls within the cemetery, "both of which are historic and would be considered contributing to the historic district either as structures or as part of the contributing landscape as a site."

The Secretary's Standards for Rehabilitation acknowledge that sometimes deterioration may be so severe that replacement is the only reasonable option. In those instances, every possible instance to minimize the visual appearance or impacts to other historically significant features shall be pursued. During the review, the same Archaeological Survey also concluded that "[s]ome replacement is likely necessary in order to maintain public safety, but replacement should be carefully considered before undertaking."

Engineering staff noted that replacement walls matching the height of these walls are typically constructed in one of two types: key/heel/toe (cast in place), or a segment block gravity wall. Both options have positive and negative impacts. Cast in place walls allow the possibility of introducing a brick façade to the walls, which will retain visual appearance satisfying standards 6 and 9. However, these walls require a wide foundation and "toe" that will greatly impact the existing roadways and gravesites near the walls, which would contradict standards 2 and 8. Additionally, they would impact public utilities and street trees in the right-of-way outside the cemetery.

Gravity walls do not require a large foundation or "toe", which allows installation without impact to surrounding features, satisfying standards 2 and 8, but does not allow the introduction of alternative visual façade materials. It may be possible to alter the visual look on one side of the gravity block to provide a more appropriate visual appearance, either by scoring, coloring, or texturing. Planning staff does not have a set alternative in mind to recommend but encourages advice and dialogue from board members and Engineering staff at the meeting.

2. **Cemetery Roads (Parts B-E):** Per the Archeological Survey, other aspects of the cemetery that were identified as significant to the character include "the curvilinear plan of the narrow carriage lanes that were first paved with cinders and then with brick; the storm sewer/drainage system that includes the concrete curb and gutter system installed around the same time that the lanes were paved with bricks, the many sets of stairs and lot boundary markers that are incorporated into the curbing and retaining walls..." The report also indicates that while the overlaid streets appear to have started as early as the late 1920's, it is likely that the asphalt has been patched and/or replaced well into the modern era, and with the current status of the asphalt overall in poor condition, the asphalt should either be removed or replaced.

Based on the conclusions of the report, the following should be considered when considering which roads could be removed:

- Is the underlying foundation of the road of a brick construction?
- Does the road feature elements of the concrete curb and gutter systems installed circa 1910-1912?
- Does the landscape of the cemetery feature visual cues or elements that relate to the road. For example, are there any stairs, plot boundary markers/walls, or mausoleums, tombs, individual/family headstones oriented towards that road, or a spatial relationship to any other significant feature within the environment?

Planning staff finds that if a roadway has any of the above items, it is likely significant to the design and layout of Woodland Cemetery and should be preserved. Based on multiple visits to the site, and without the ability to truly verify the foundation of all roads, planning staff finds that of the roads proposed for potential removal, roads 2, 4, 5, 10, and the road leading to the city receiving vault outright feature evidence of visual cues or elements that create a spatial relationship with the cemetery and should be preserved. These cues include visual confirmation of curb and gutter, stairwells built into curbs or retaining walls along the road, family plots with walls and headstones facing that road, and monument layouts that create a symmetry with the road.

However, if the road does not feature any of the above items, or evidence can be provided to prove the road was installed at a later date and merely mimics the original design, it is possible that road may be eligible for removal. Based on a visit to the site and without the ability to verify the foundation of all of roads, it is likely that if any roads qualify for removal, it would be roads 3, 14, 15, and 16, as clear indication of curb and gutter systems, steps, headstone orientation, or other visual elements to provide spatial relationships were not present or appeared constructed at a later date.

The applicant has submitted a map that illustrates all proposed work and/or removal intentions throughout the cemetery. A copy of this map is located on page 6 of this report. Roads identified for removal would be reconstructed if removal is not approved. Additionally, engineering staff noted that for all roads proposed for milling and overlay treatment, there is intent to conduct pavement coring to determine if brick roads exist under the asphalt. Should the coring determine that brick does exist underneath the asphalt, that road will be considered for brick restoration and removal of the overlay, if possible. Planning staff finds this both an acceptable and preferred plan of action and encourages support of this recommended plan of action.

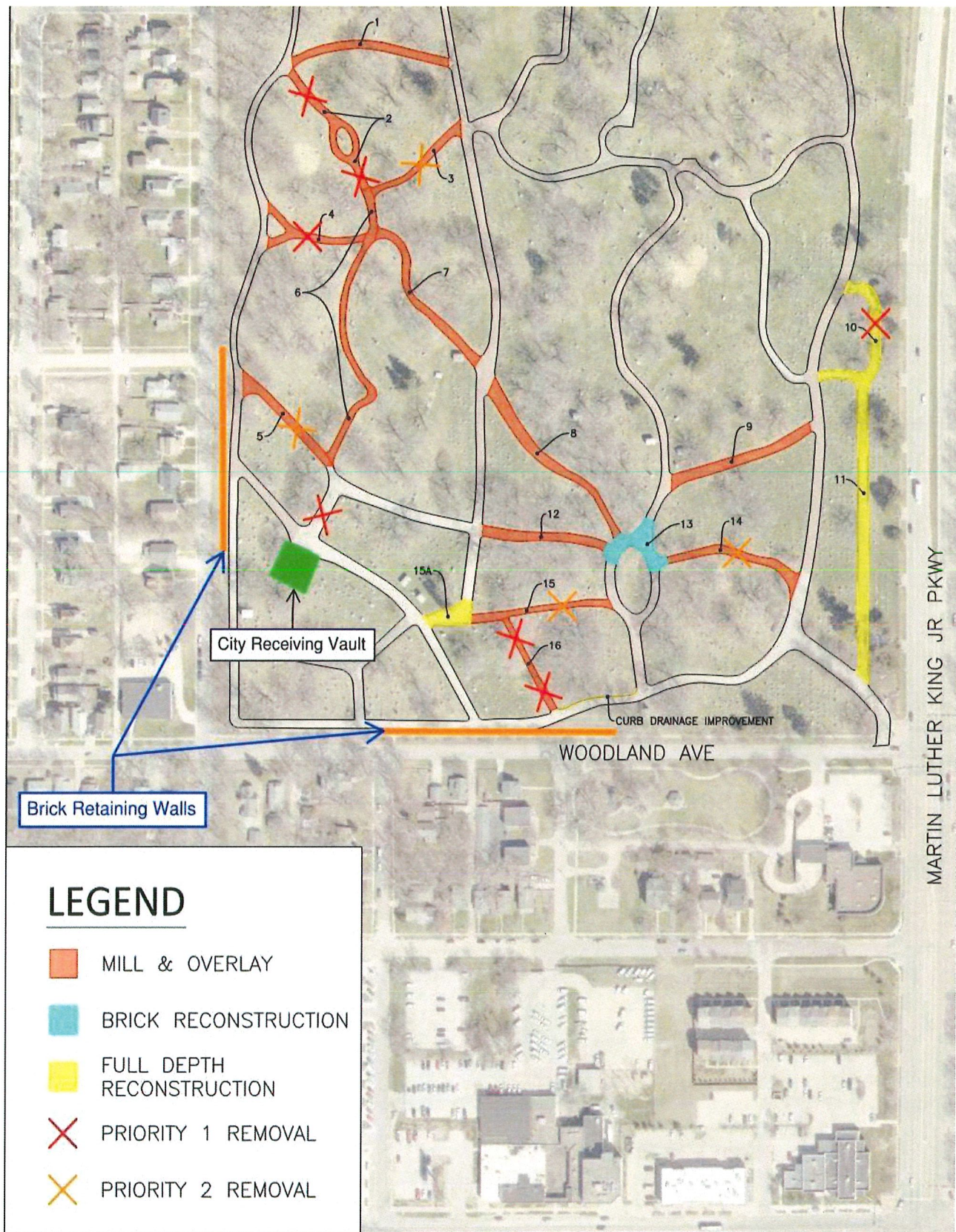
The submitted survey identified the location of curb and gutter in some areas as a potential issue. In some instances, existing curb and gutter in need of rehabilitation is in extremely close proximity to existing gravesites and other significant landscape elements. This is a concern that was confirmed during site visits. As with the retaining walls, priority should be given to avoid disturbing the gravesites at all costs. The rehabilitation should also avoid or minimize impact to other significant landscape elements as much as possible. As these locations are sporadic and circumstances at each conflict point differ for each location, it is likely more

conversation with planning staff and engineering will be required to provide an appropriate remedy when and if they present themselves as an issue.

IV. STAFF RECOMMENDATION

Staff recommends approval of the requested Certificate of Appropriateness, subject to the following conditions:

- 1) The salvage of retaining wall bricks shall be explored to the satisfaction of the Planning & Urban Design Administrator.
- 2) Roads 2, 4, 5, 10, and the road leading to the City Receiving Vault shall be retained and reconstructed with brick pavers should coring identify underlying brick pavement.
- 3) Roads 3, 14, 15, and 16 shall be preserved should coring reveal brick pavement underneath the existing asphalt. They can be removed if coring does not reveal brick pavement.
- 4) The applicant shall review the coring results noted in conditions 2 and 3 with the Planning & Urban Design Administrator before proceeding with construction.
- 5) Review and approval of any conflicts with road rehabilitation, curb rehabilitation, and nearby features such as gravesites, trees, or other significant markers by Planning & Urban Design Administrator as needed.



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STAFF REPORT AND RECOMMENDATION
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C) Full depth reconstruction of roads 11 and 15a with concrete.

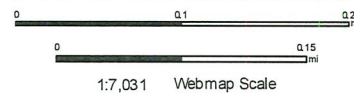
D) New mill and overlay of roads 1, 6-9 and 12, with asphalt. If coring reveals brick pavement the road will be reconstructed with brick.

E) Removal of roads 2, 3, 4, 5, 10, 14, 15, 16, and a small segment of road in front of the city receiving vault. If roads must be retained, they will be rehabilitated in accordance with the map on page 6 of the staff report.

Des Moines Webmap



Description



Coordinate System: WGS 1984 Web Mercator Auxiliary Sphere
 Projection: Mercator
 Auxiliary Sphere Datum: WGS 1984
 False Easting: 0.0000
 False Northing: 0.0000
 Central Meridian: 0.0000
 Standard Parallel 1: 0.0000
 Auxiliary Sphere Type: 0.0000
 Units: Meter

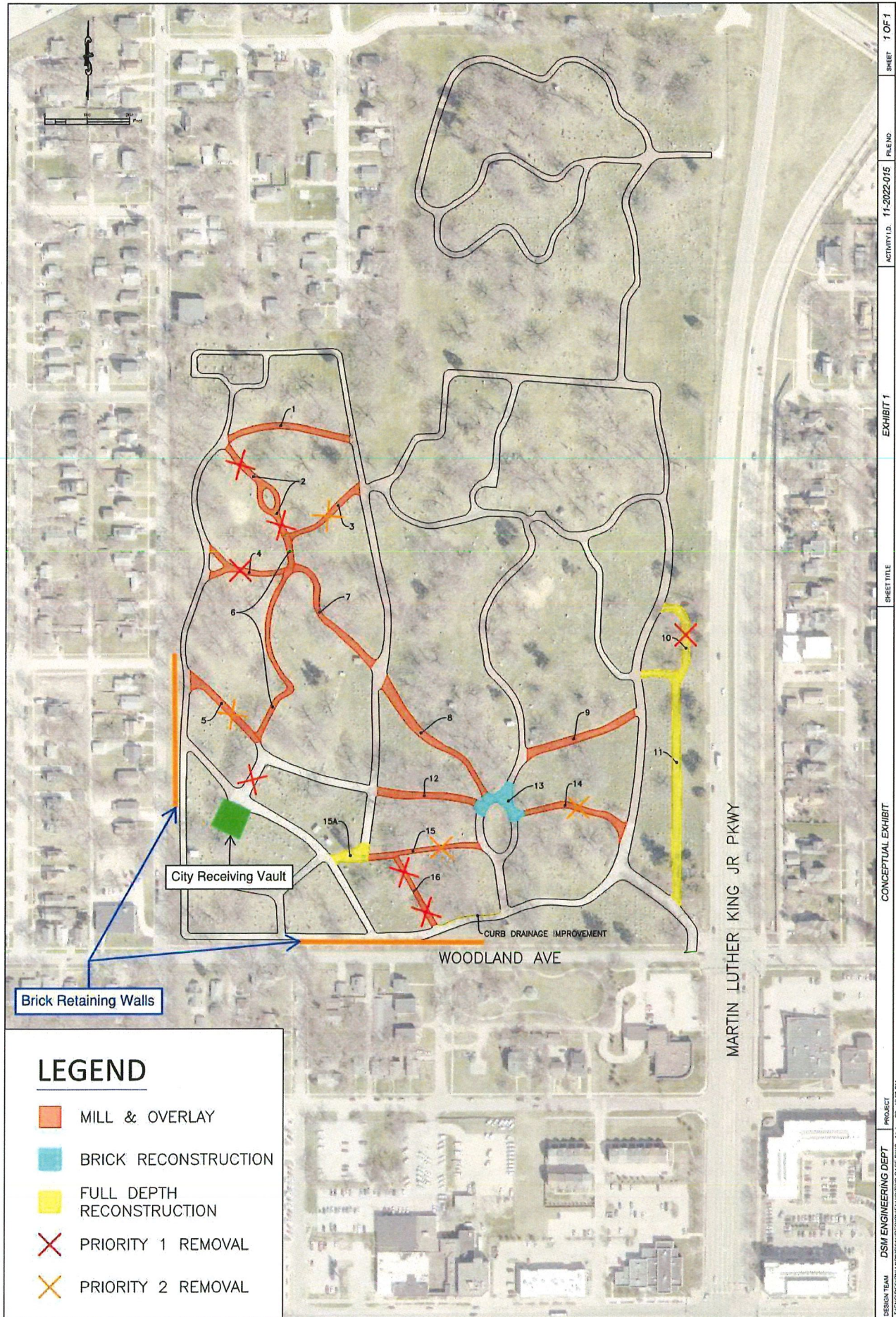
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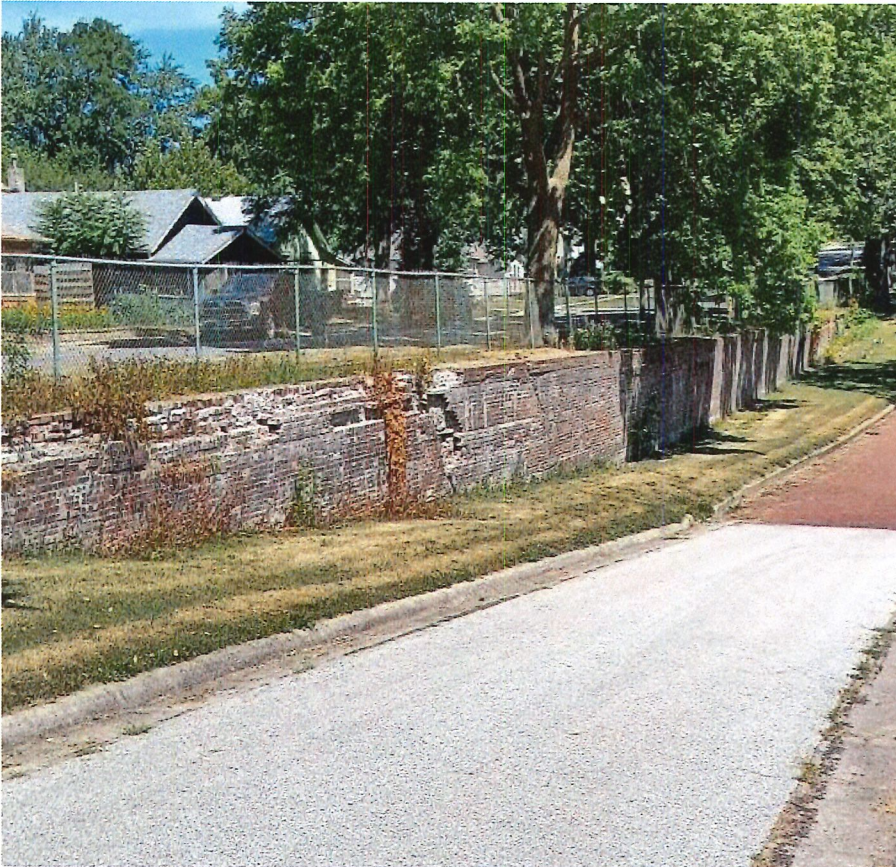
Date: 9/1/2022
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Disclaimer: This map is approximate and may not be complete.
 City assumes no liability for accuracy. Consult sources listed to verify information. Sources: City of Des Moines

Created by City of Des Moines Information Technology Department, GIS Division
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Applicant Scope of Work

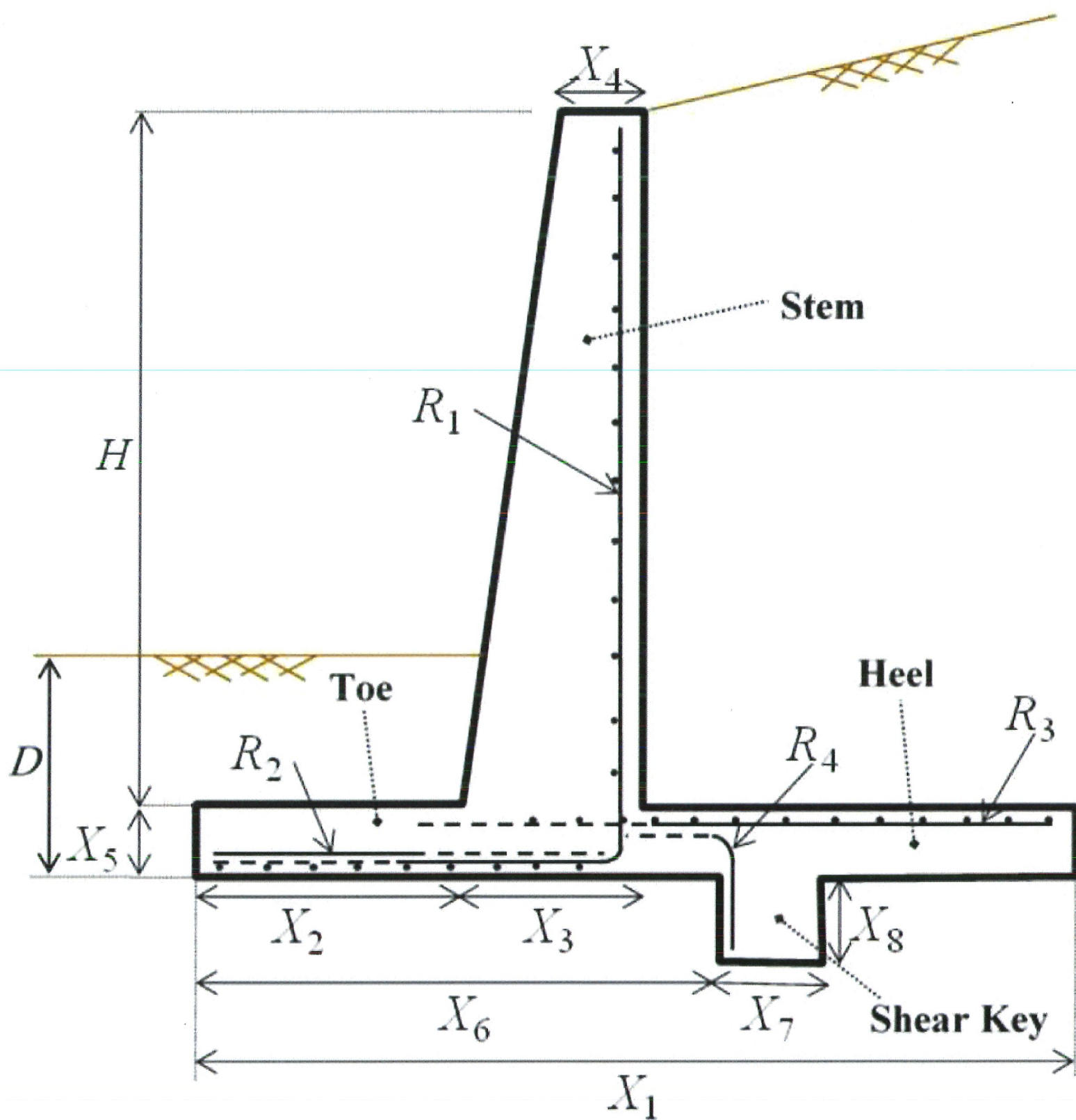




RETAINING WALL - 24th AVENUE



RETAINING WALL - WOODLAND AVENUE



$\phi = 40^\circ$ over 26" CRUSHED STONE BACKFILL REPLACING SILTY or CLAYEY SAND

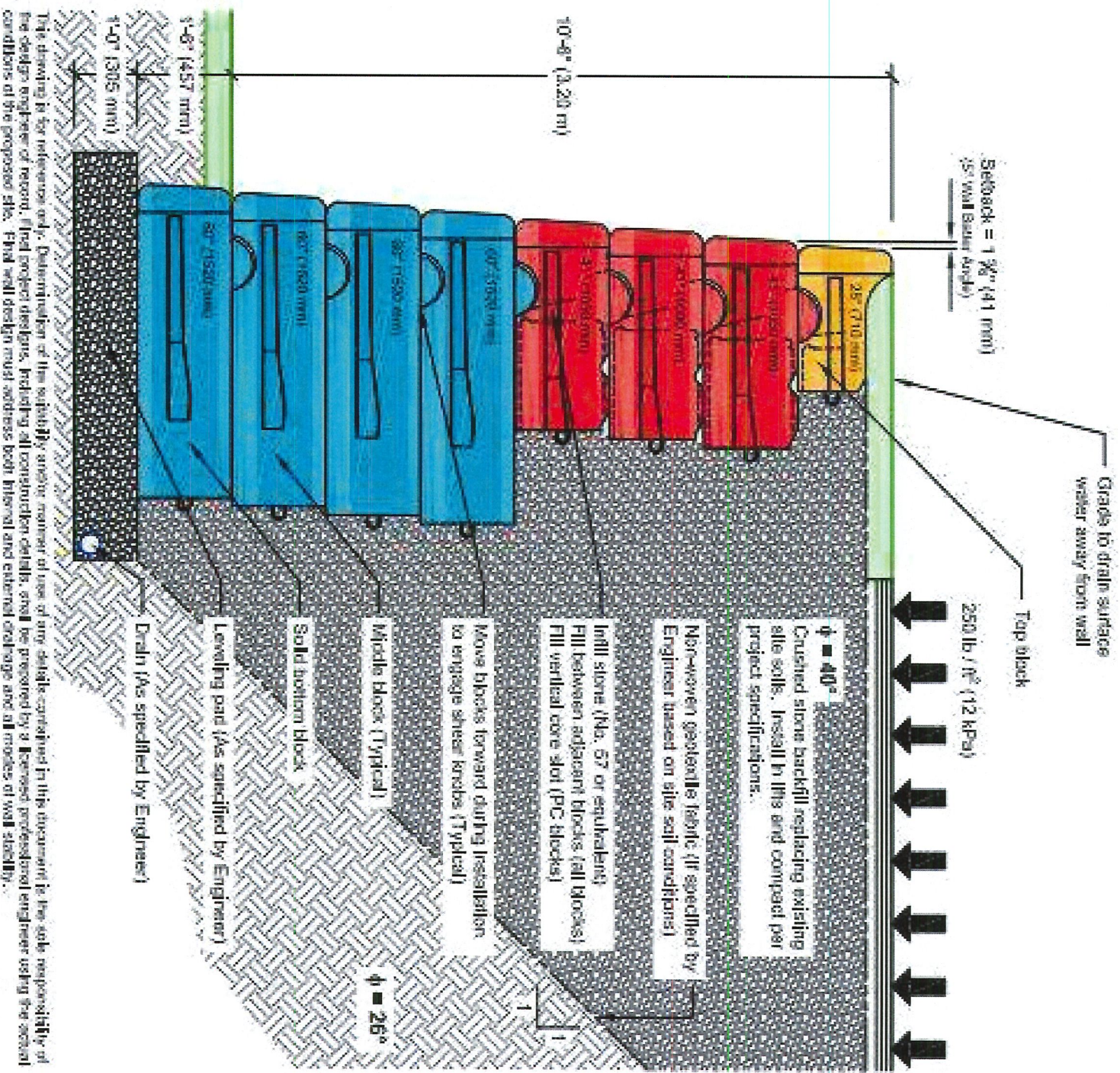
LOAD CONDITION B | 250 lb/ft² (12 kPa) LIVE LOAD SURCHARGE, NO BACK SLOPE, NO TOE SLOPE

8 BLOCK HIGH SECTION

- (1) 26" (710 mm) Block
- (3) 41" (1030 mm) Blocks
- (4) 80" (1520 mm) Blocks

PRELIMINARY
Professional Engineering Design
Restricted for Construction

28



DESIGN BY:	C. Kruger	TITLE:	Preliminary Wall Section
APPROVED BY:	J. Johnson		Crushed Stone Backfill Replacing Silty or Clayey Sand
DATE:	June 17, 2015		250 lb/ft ² (12 kPa) Live Load Surcharge
SHEET:	1 of 1	FILE:	B_4026_B_60_144_cad.dwg

REDHROCK

10401 US 51 SOUTHW. CHANDLER, AZ 85020
 (480) 200-8888 ext 300 • engineering@redrock.com
www.redrock.com



Figure 2 - Proposed replacement wall texture (ReCon Wall Systems rustic block texture)

LEGEND

- MILL & OVERLAY
- BRICK RECONSTRUCTION
- FULL DEPTH RECONSTRUCTION
- PRIORITY 1 REMOVAL
- PRIORITY 2 REMOVAL

WOODLAND AVE

MARTIN LUTHER KING JR PKWY

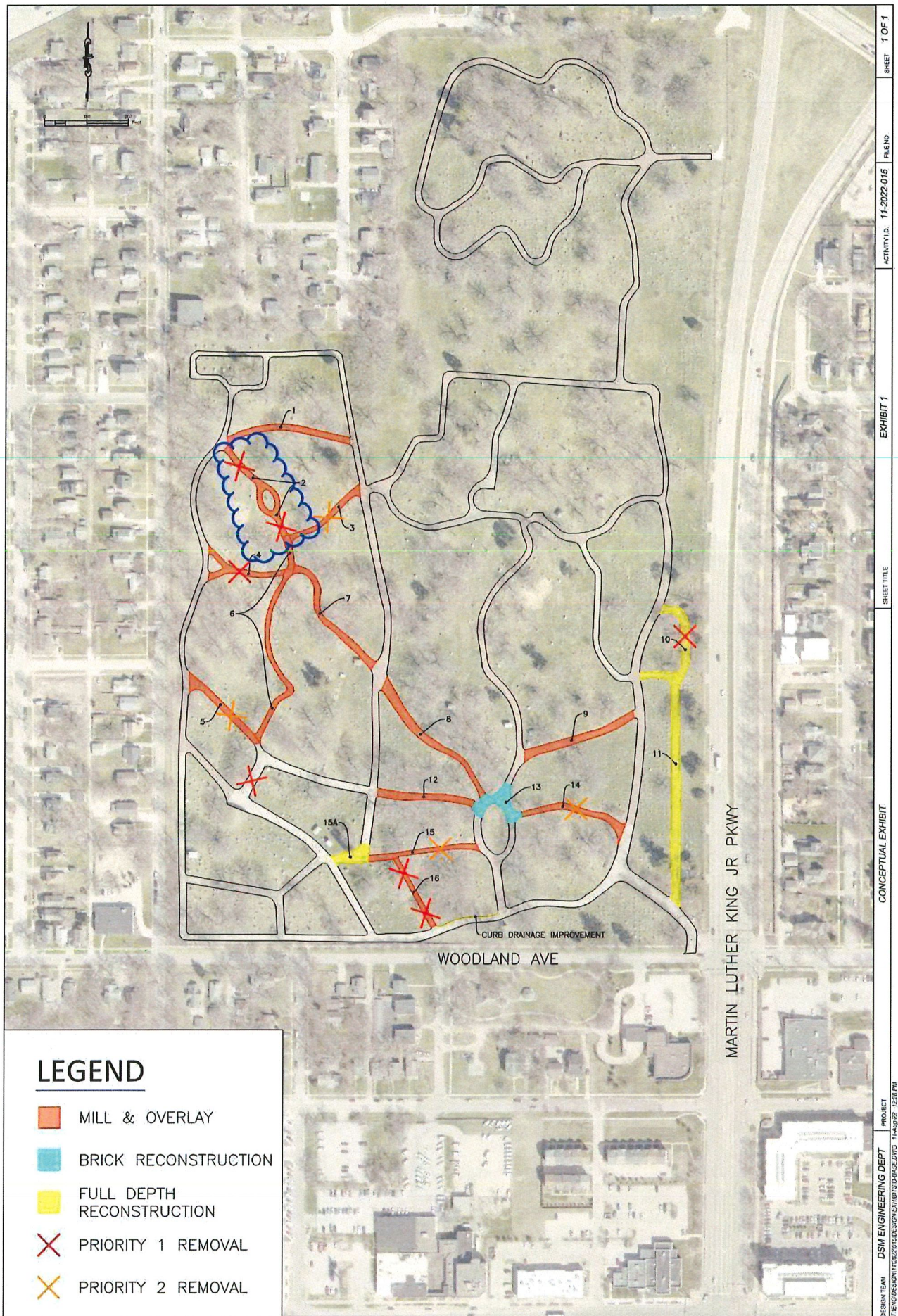
CURB DRAINAGE IMPROVEMENT

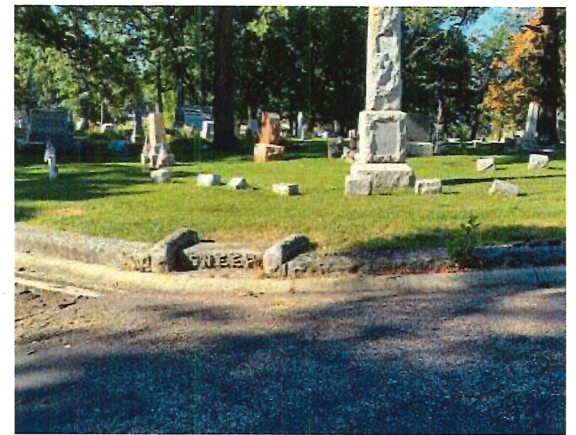
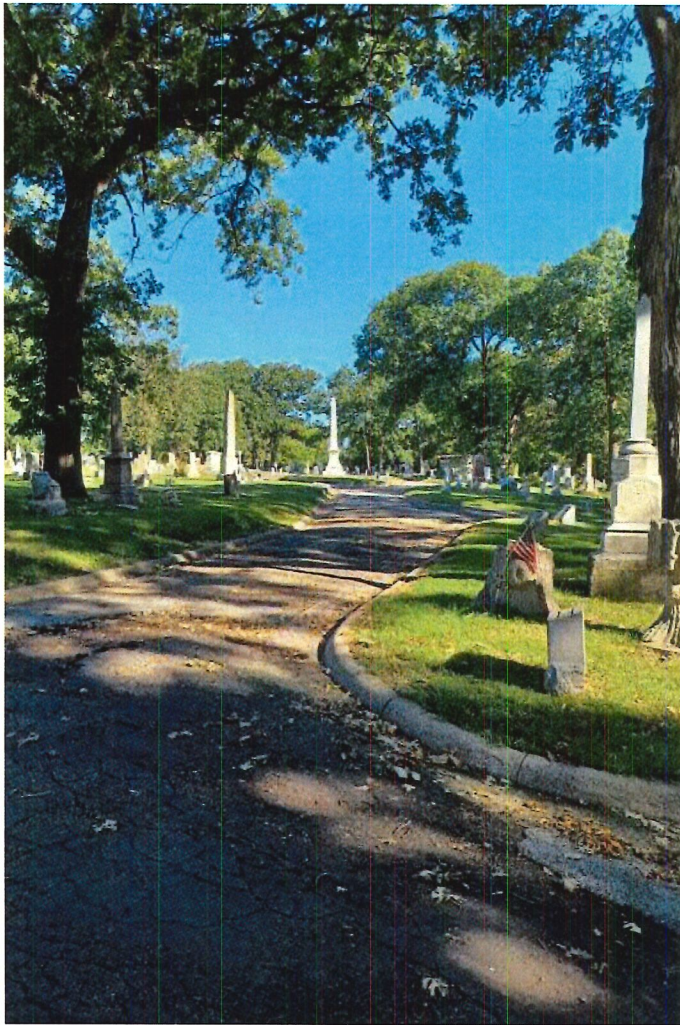
15A

1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16

DESIGN TEAM	PROPERTY	PROJECT TYPE	EXPIRY DATE	NO. OF PAGES	NO. OF 1
DSM ENGINEERING DEPT		CONCEPTUAL EXHIBIT	11-2022-015		1 OF 1

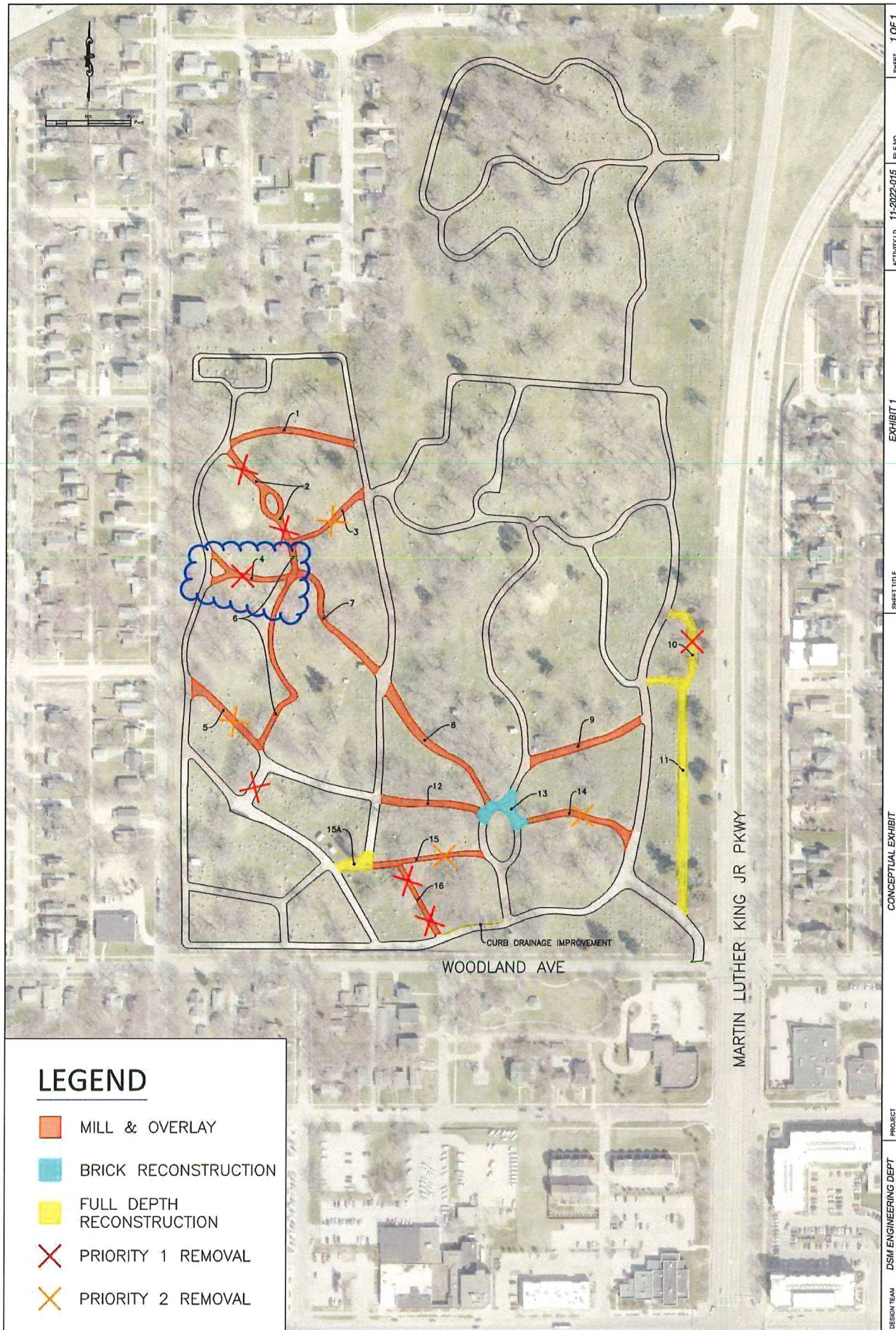
ROAD 2 - RECOMMENDATION: TO BE PRESERVED





ROAD 2
RECOMMENDATON: TO BE PRESERVED

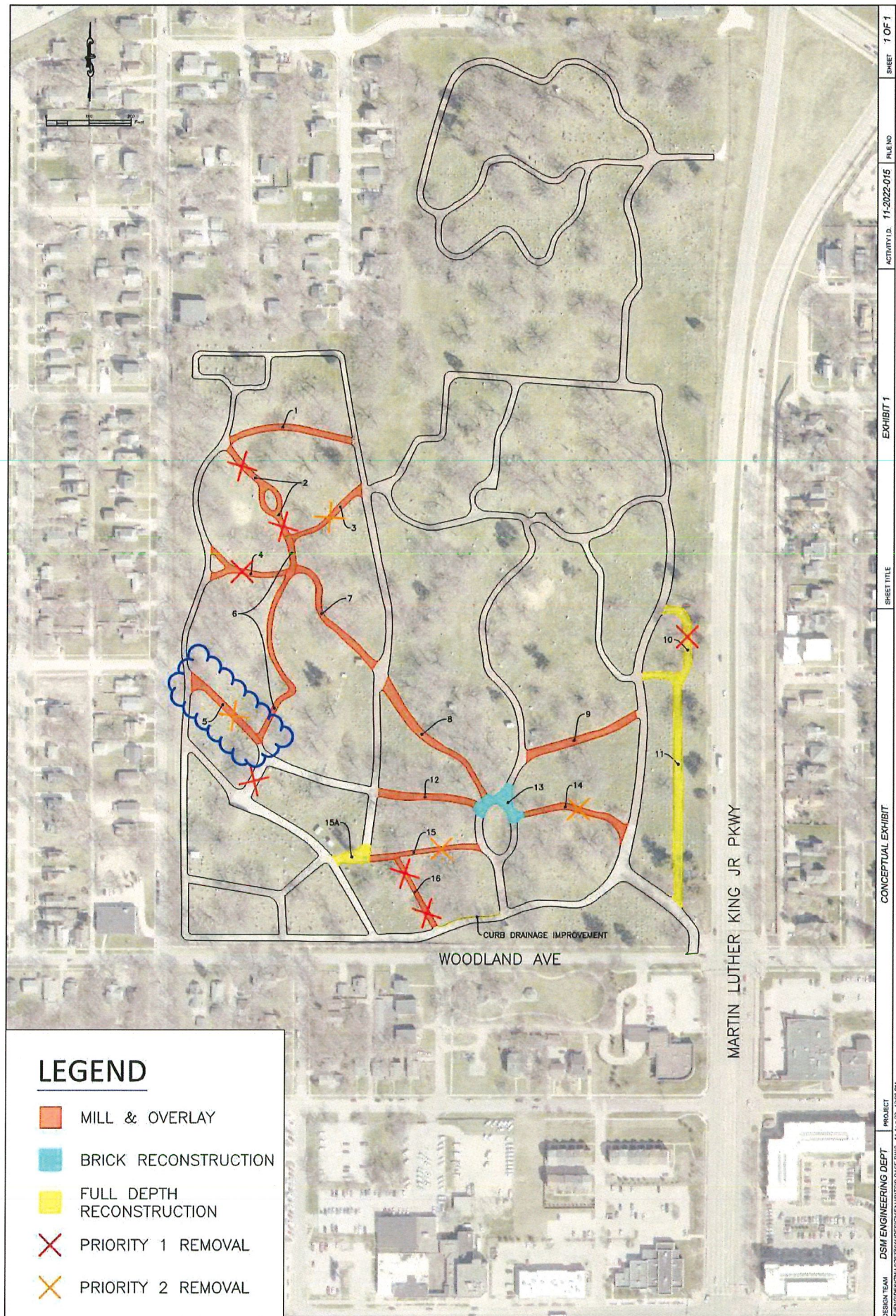
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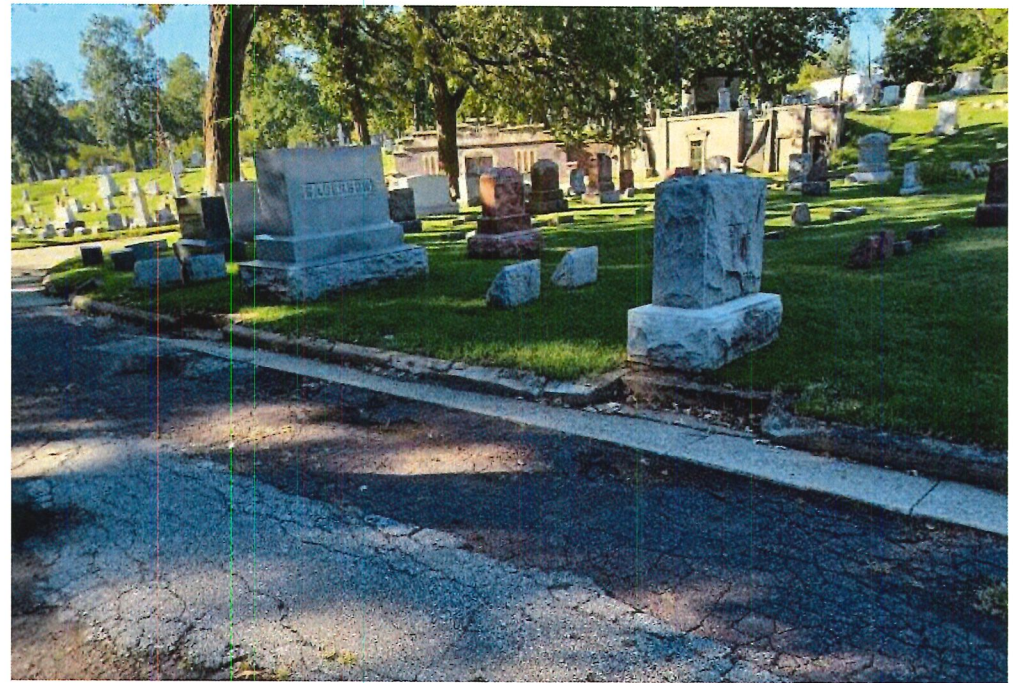
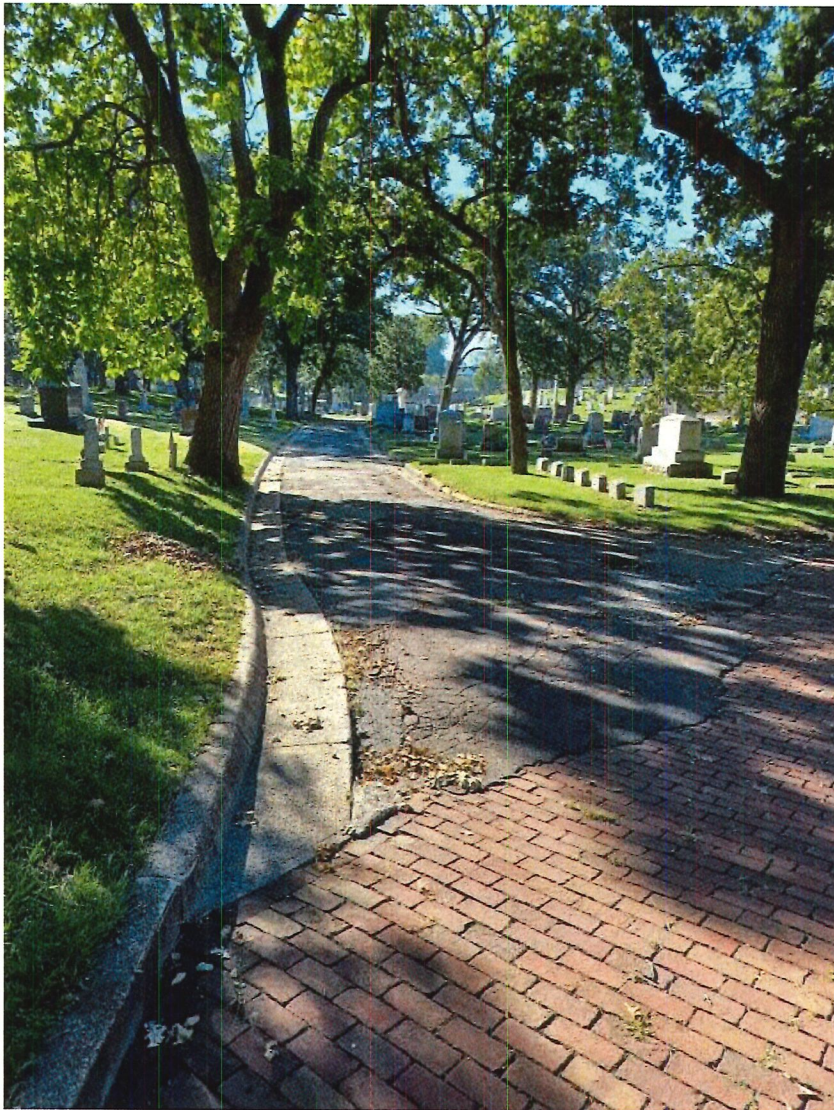




ROAD 4
RECOMMENDATON: TO BE PRESERVED

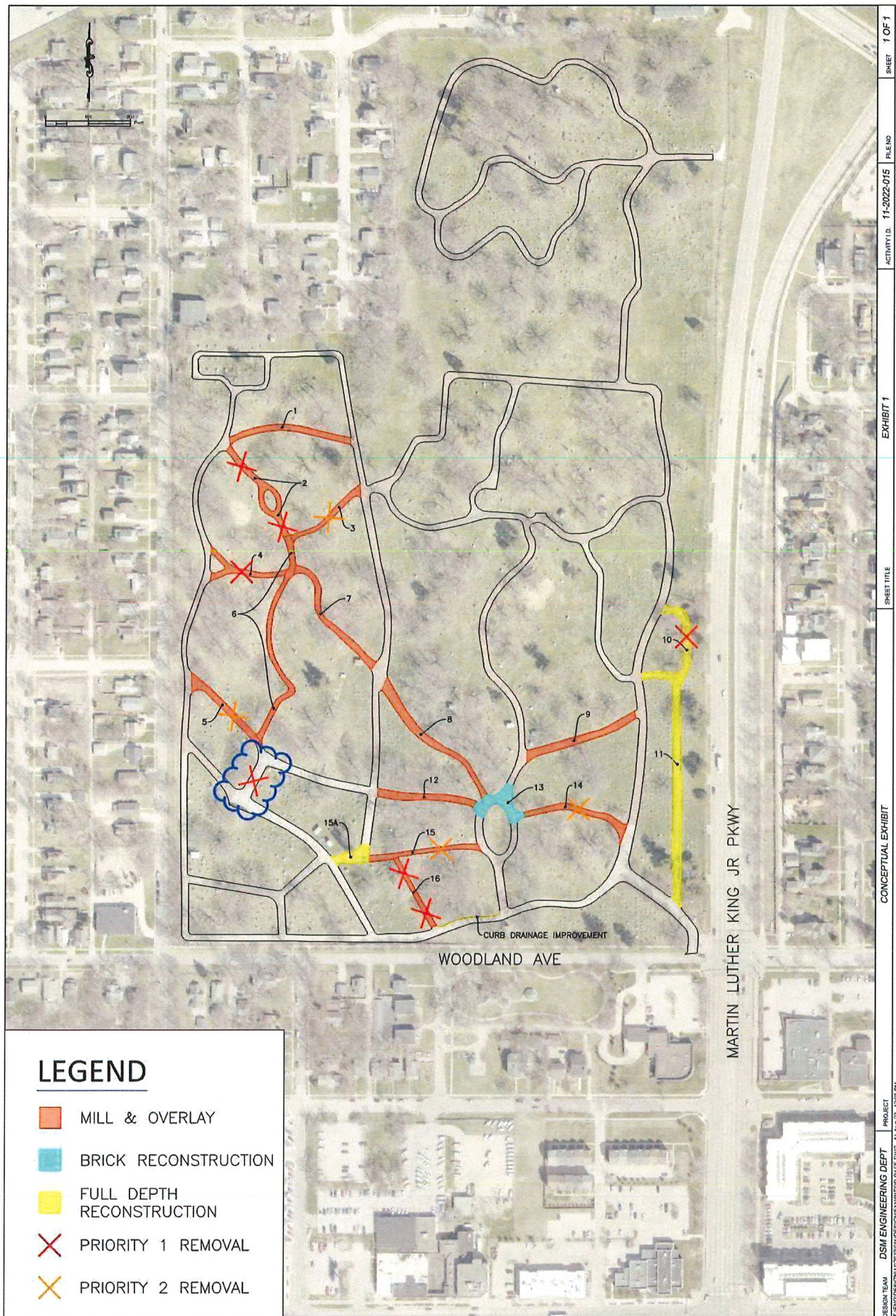
ROAD 5 - RECOMMENDATION: TO BE PRESERVED

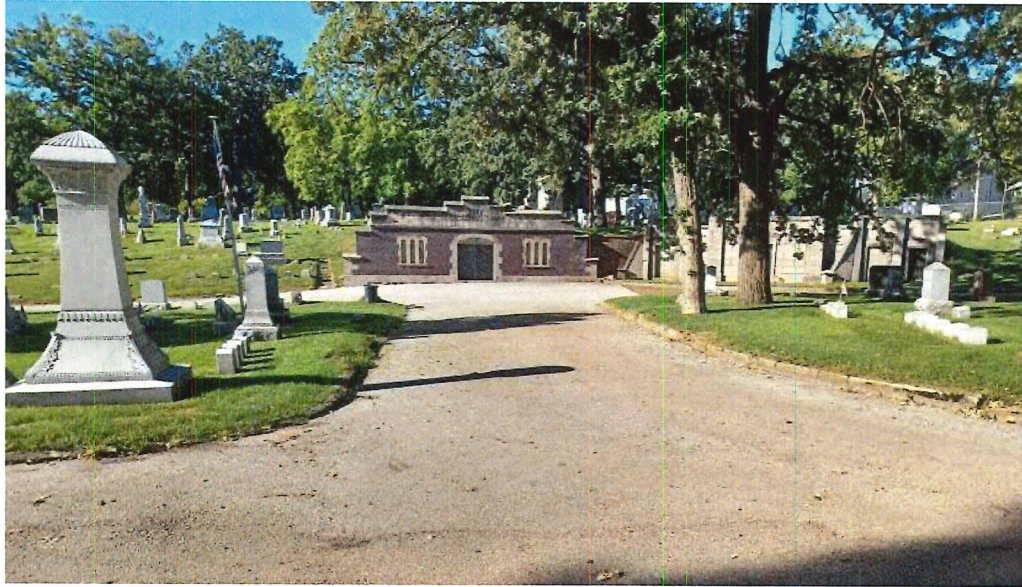




ROAD 5
RECOMMENDATION: TO BE PRESERVED

VAULT ROAD - RECOMMENDATION: TO BE PRESERVED

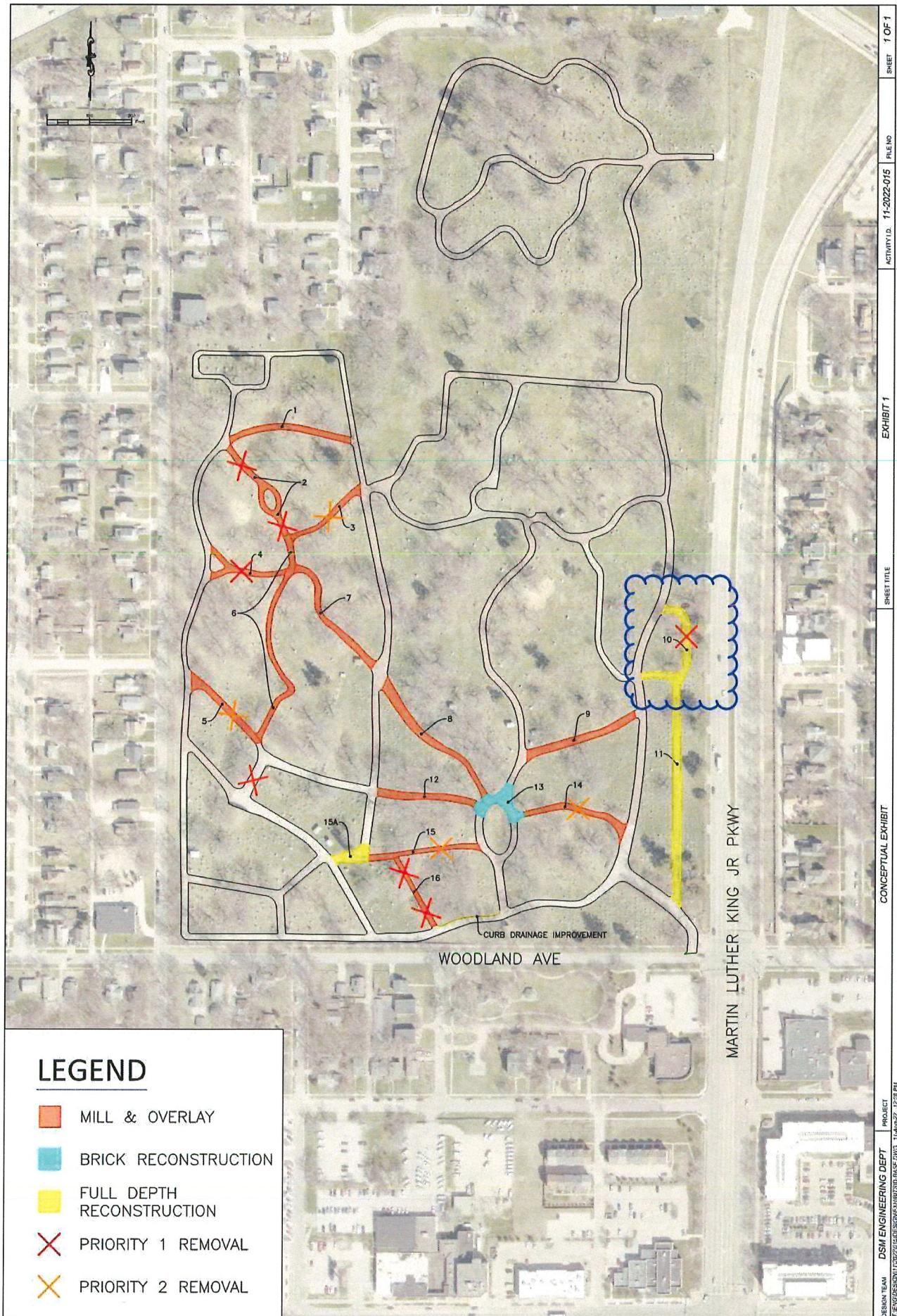




VAULT ROAD
RECOMMENDATION: TO BE PRESERVED

ROAD 10 - RECOMMENDATION: TO BE PRESERVED

28



LEGEND

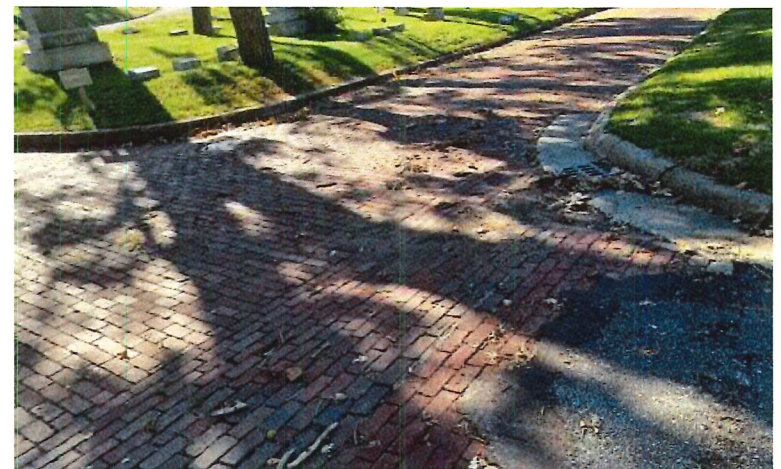
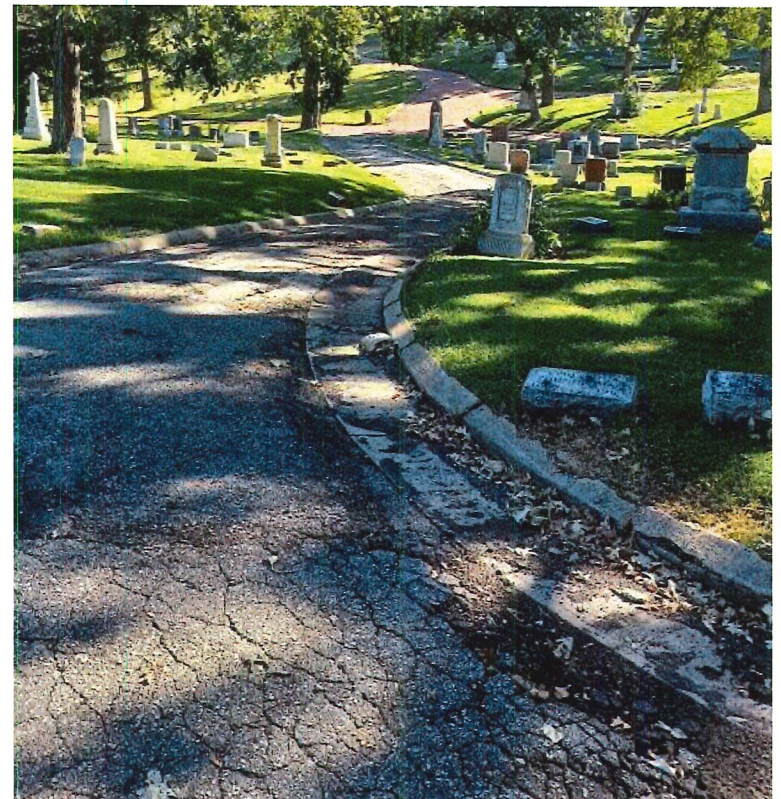
- MILL & OVERLAY
- BRICK RECONSTRUCTION
- FULL DEPTH RECONSTRUCTION
- ✕ PRIORITY 1 REMOVAL
- ✕ PRIORITY 2 REMOVAL



ROAD 10
RECOMMENDATION: TO BE PRESERVED

ROAD 3 - RECOMMENDATION: ROAD LIKELY ELIGIBLE FOR REMOVAL

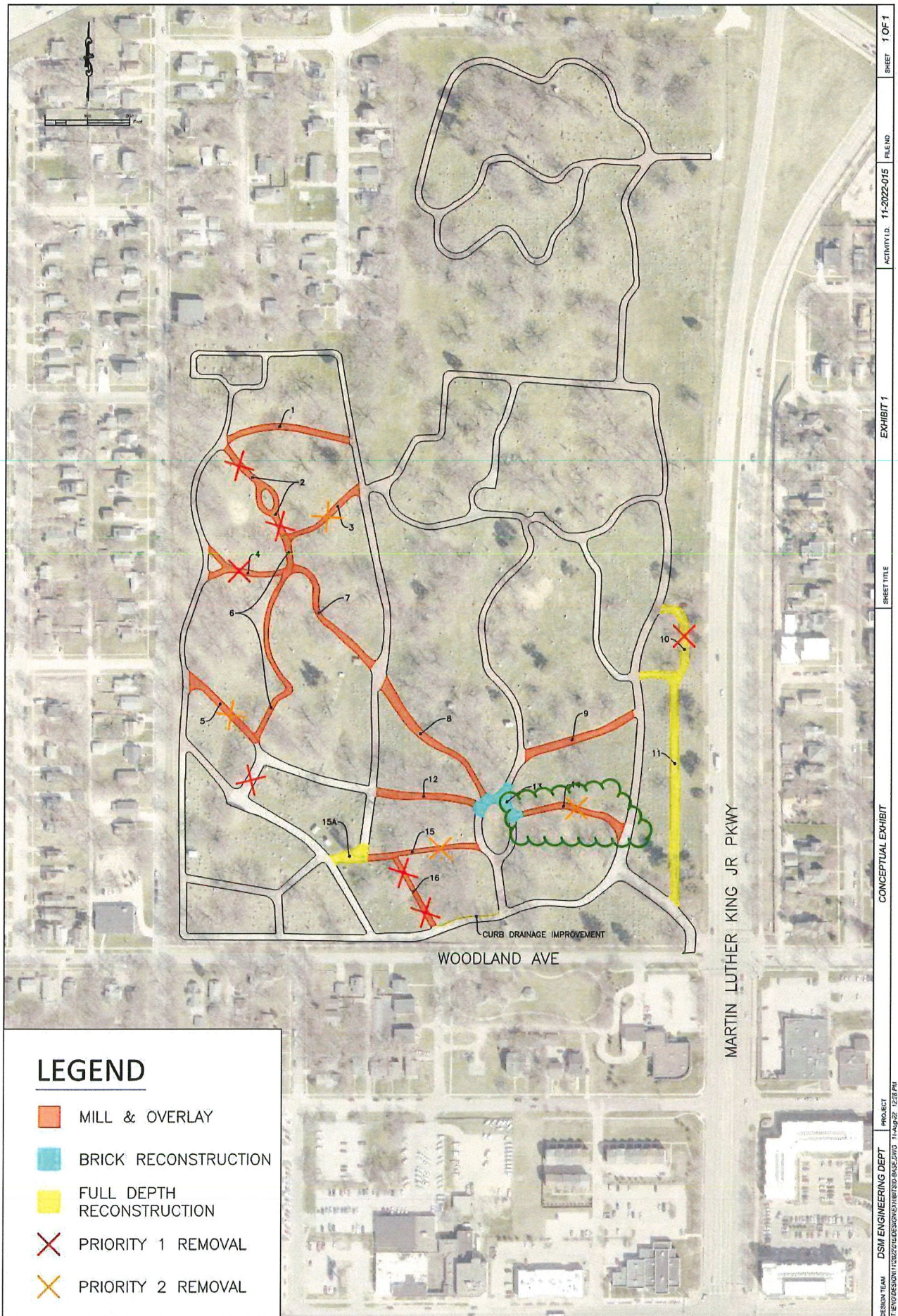


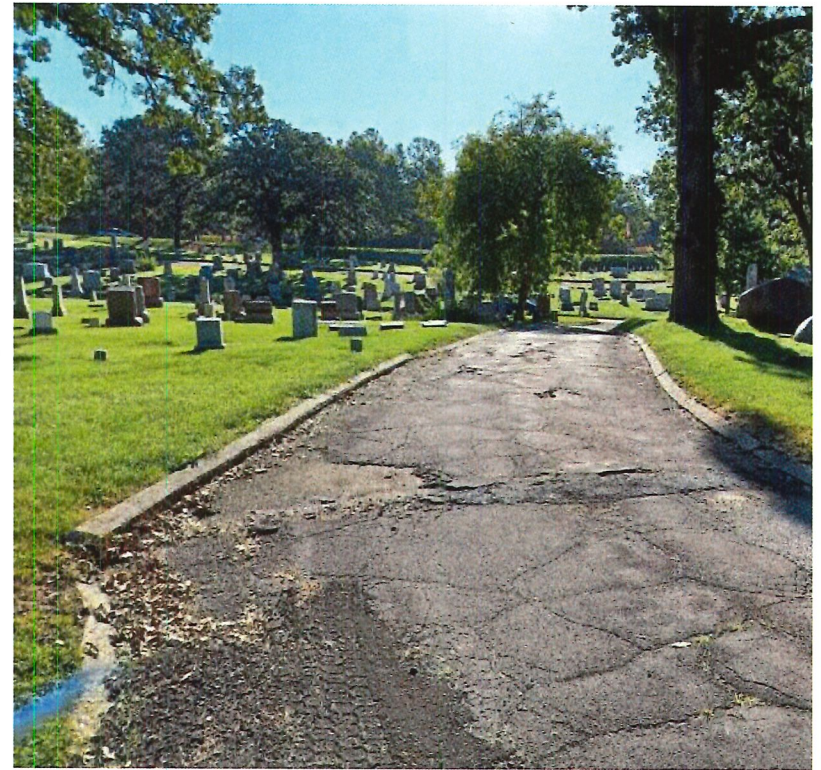


ROAD 3

RECOMMENDATION: ROAD LIKELY ELIGIBLE FOR REMOVAL

ROAD 14 - RECOMMENDATION: ROAD LIKELY ELIGIBLE FOR REMOVAL



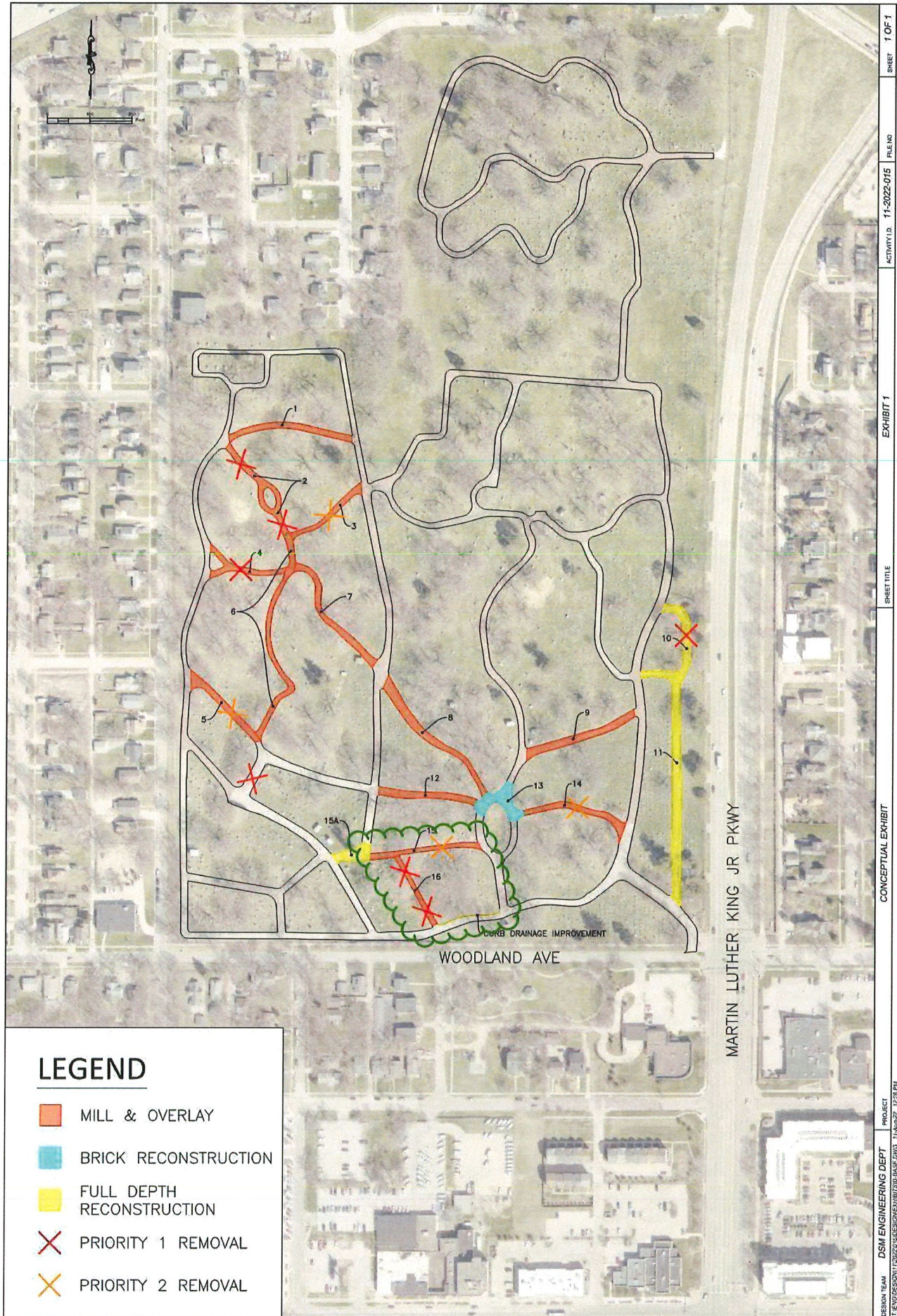


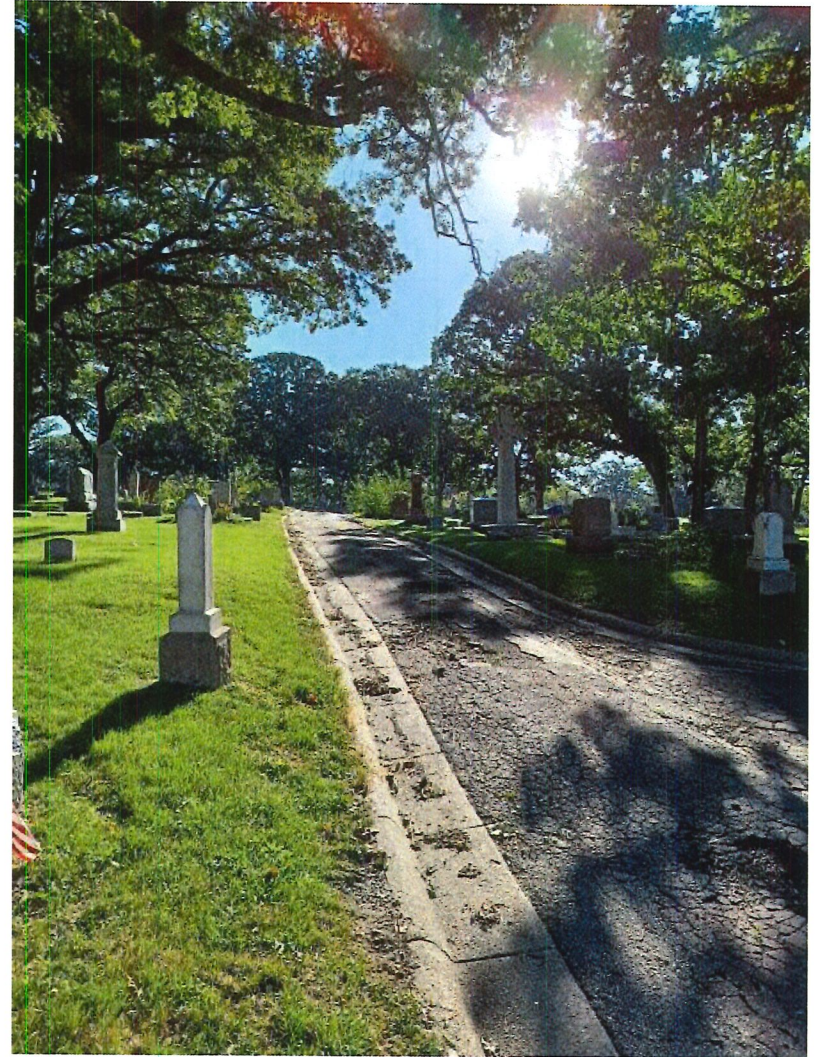
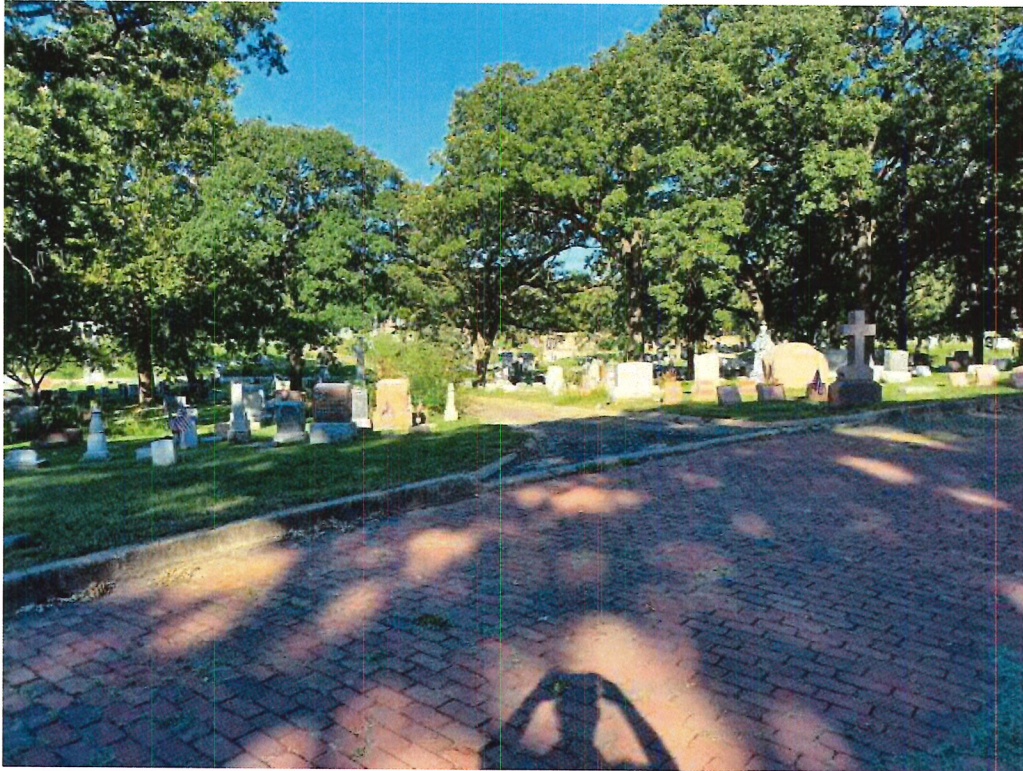
ROAD 14

RECOMMENDATION: ROAD LIKELY ELIGIBLE FOR REMOVAL

ROADS 15 & 16 - RECOMMENDATION: ROAD LIKELY ELIGIBLE FOR REMOVAL

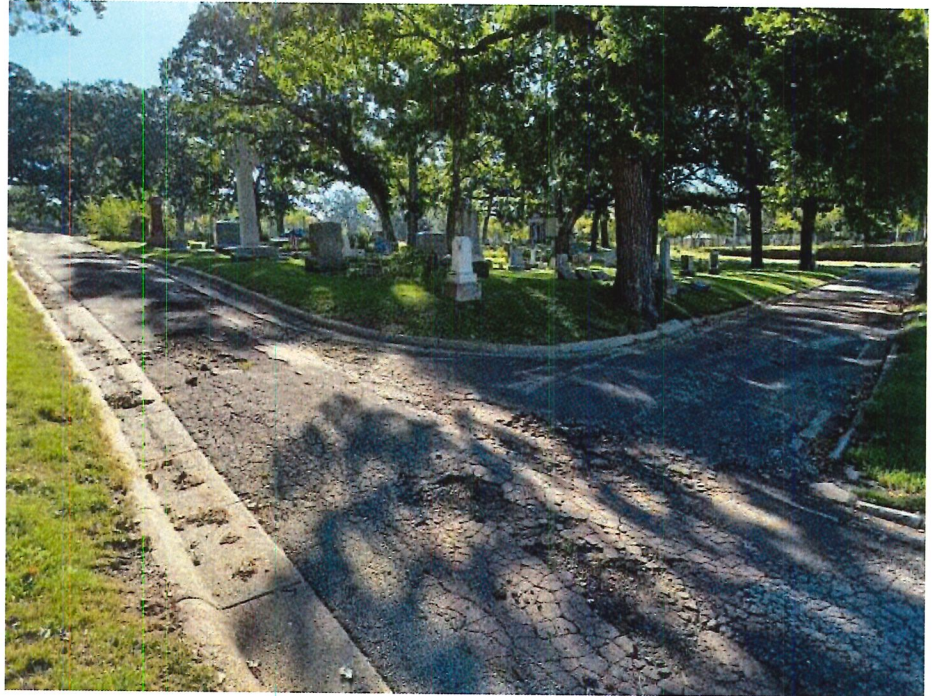
28





ROAD 15

RECOMMENDATION: ROAD LIKELY ELIGIBLE FOR REMOVAL



ROAD 16

RECOMMENDATION: ROAD LIKELY ELIGIBLE FOR REMOVAL