

PLAN AND ZONING COMMISSION MEETING

PZ_AF_02-25-2019

Commissioner Crowley called the regular meeting of the Plan and Zoning Commission to order at 5:30 p.m. on Monday, February 25, 2019, in the Council Chambers of the West Des Moines City Hall, located at 4200 Mills Civic Parkway, in West Des Moines. Chairperson Erickson and Commissioner Costa joined the meeting as roll call was being taken.

Roll Call: Andersen, Costa, Crowley, Erickson, Hatfield, Southworth.....Present
Drake.....Absent

Item 1 - Consent Agenda

Item 1a - Minutes of the meeting of February 11, 2019

Chairperson Erickson asked for any comments or modifications to the February 11, 2019 minutes.

Moved by Commissioner Crowley, seconded by Commissioner Andersen, the Plan and Zoning Commission approved the February 11, 2019 meeting minutes.

Vote: Andersen, Costa, Crowley, Erickson, Hatfield, Southworth.....Yes
Drake.....Absent

Motion carried.

Item 2 – Public Hearings

There were no Public Hearing items to address.

Item 3 – Old Business

Item 3a – Amendment to City Code, Title (Zoning), Chapter 1 (Entitlements – Process and Procedures), Chapter 2 (Zoning Rules and Definitions), Chapter 4 (Zoning Districts and Maps), Chapter 5 (Agricultural/Open Space and Residential Zoning District), Chapter 7 (Setback and Bulk Density Regulations), Chapter 10 (Performance Standards), and Chapter 19 (Landscaping) to update regulations pertaining to building setback and separation requirements and bulk density regulations – City Initiated – AO-003581-2017

Development Coordinator Linda Schemmel presented a PowerPoint to illustrate some of the proposed changes and listed postage stamp homes as an example of an item with clarified language. Changes regarding residential homes on footprint lots were specified. Examples included the Heatherwood PUD and Cluster Development Subdivisions. (*attach PowerPoint to Minutes*)

Ms. Schemmel continued with a summary of the updates to Performance Standards for Architecture listing densities with required performance standards, and explaining variations based on building size...

Ms. Schemmel summarized requirements being applied by surrounding metro jurisdictions. Several metro communities have recently updated their comp plan and are now updating their zoning ordinance and intend to include more specific architectural requirements in the update. Ms. Schemmel provided illustrations of varying masonry cladding and then summarized the proposed changes to City code.

Commissioner Hatfield asked if non-stone or non-brick materials would be accepted. Ms. Schemmel said they would require review, and if Staff felt they met the same performance standards, they would be approved.

Chairperson Erickson said 100% clad brick could be ugly, and he had a concern about a proposal being enforceable and may sacrifice creative attractiveness. Ms. Schemmel agreed. She stated if minimum percentages are included, likely no one would go past the minimum amount required. Staff wants to

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provide developers with a realistic expectations of what the City's expectations at the beginning of the process.

Chairperson Erickson asked if a provision could be included that if the developer didn't meet the minimums with a really good looking building, it could be allowed with the approval of the Commission without having to go through a zoning Board of Adjustment. Ms. Schemmel said that might be possible, however she would prefer some type of limit to the reduction. Any time you allow more flexibility, regulations get more complex. The proposed language is not out of line with the metro for expectations and general requirements.

Chairperson Erickson asked Commissioner Hatfield for his opinion on the percentages as related to the increasing building size. Commissioner Hatfield stated he believes there's too much use of "lick and stick", primarily in residential construction, and it doesn't last as long. He added that he prefers the word masonry because it's a more enduring product. In terms of the percentages, he recommended hitting a happy medium of 20%-40%, or 40%-60%. People won't use more unless they have a client willing to spend more money. Ms. Schemmel inserted that 3 of 4 metro jurisdictions don't allow the "lick and stick" product.

Chairperson Erickson asked whether Staff felt this this allows enough flexibility. Ms. Schemmel agreed that it does, and that a reduction request that could be approved by Council would help.

Ms. Schemmel asked Chair Erickson his preference for crafting language. He directed her to craft the language as this moves forward, stating she understood the balance between prescriptive and creative. He felt a developer could build whatever style they preferred as long as they did a good version of that style.

Ms. Schemmel noted that Commissioner Southworth had questioned Section 1, where approval by the "City" is listed as project completion. The City has different departments who make that decision. She informed the Commission that she ran that idea past all the departments who are part of the project completion review, and their preference was to keep it as City approval because of the number of departments involved.

Chairperson Erickson commented that one of the concerns was whether a house could be built in a neighborhood with a different scale; however zoning regulations limited what the Commission could do there. He asked the Commission if they were comfortable moving this forward tonight.

The Commission concurred and had no further questions. Commissioner Hatfield thanked Ms. Schemmel for an excellent job and for answering their concerns.

Chairperson Erickson asked if anyone from the audience would like to speak to this item; seeing none, asked for continued discussion or a motion, including in that motion to ask staff to look at the material percentage language.

Moved by Commissioner Hatfield, seconded by Commissioner Southworth, the Plan and Zoning Commission adopted a resolution recommending the City Council approve the amendment.

Vote: Andersen, Costa, Crowley, Erickson, Hatfield, Southworth.....Yes
Drake.....Absent
Motion carried.

Item 4 – New Business

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4a – Raccoon River Park Boathouse, 2500 Grand Avenue – Approval of a Site Plan to construct a boathouse with boat docks on Blue Heron Lake in Raccoon River Park – City of West Des Moines SP-004184-2018

Kevin Conn, WDM Parks & Recreation Department, Landscape Architect, stated he was present to request consideration of the site plan approval for the boathouse on Raccoon River Park on Blue Heron Lake. Mr. Conn detailed the site plan, noting the location of the boat ramp and the new boathouse adjacent to the existing parking lot for the boat ramp. He detailed location of outdoor boat storage lockers; and noted that the lower level of the boathouse is built to allow for flooding; the upper level is out of the floodplain. Chairperson Erickson asked if the dock is a floating dock. Mr. Conn responded they are still examining that. He noted boats being stored onsite are non-motorized, with the exception of 1 motorized emergency vessel. Storage will be provided for 51 vessels, stand-up paddleboards, canoes, kayaks and sailboats. The upper level floor plan provides a transaction concession area, restrooms, ADA access and ramping to lower level; bike storage and rental area, parking for visitors. There is an outdoor seating area located on the upper level, with a covered area in the center providing shade. This is the first of the Five Waters Projects. Construction will begin this Spring/Summer, and completed by 2020 Spring/Summer.

Chairperson Erickson questioned consideration of a future portage between Blue Heron Lake and Raccoon River. Mr. Conn affirmed that Staff is examining that now. Staff is working with a consultant to look at allowing a connection from Blue Heron Lake to the Raccoon River that would allow portage down the river toward Des Moines and be picked up and brought back to the Boathouse. The portage may not be built at the same time, but Parks and Recreation is looking at the portage possibility.

Chairperson Erickson commented that the City is looking at a bridge and trail connection up to the Great Western Trail, and he could see this being a great Trailhead site. He asked if that had been examined for being wildly successful and whether the restrooms proposed in the boathouse will be able to accommodate. Mr. Conn responded that the current plan includes several restrooms. He introduced Joe Wallace from OPN architects to explain further.

Joe Wallace, OPN, 100 Court Ave #100, Des Moines stated that the restrooms are sized for this occupancy now. As far as new people coming in, that would be separate from this occupancy; that might be something to be considered if there's a big event or a big ride, possibly requiring temporary facilities. Mr. Conn added that the site plan allows for future expansion. Staff researched of Gray's Lake and Big Creek and determined their rental volume, storage and number of boat vessels. This number of boat vessels and storage helped determine the design for now. If the Boathouse becomes popular, there is room for expansion.

Chairperson Erickson asked if anyone from the audience would like to speak to this item; seeing none, asked for continued discussion or a motion.

Moved by Commissioner Costa, seconded by Commissioner Crowley, the Plan and Zoning Commission adopted a resolution recommending the City Council approve the site plan subject to the applicant meeting all City Code requirements and the following:

1. The applicant agreeing that any changes to the exterior building materials or design from the approved must be reviewed and approved by Planning staff prior to installation.
2. No outboard motor boats shall be stored within the boathouse except for an outboard motor boat as needed for emergency response.

Vote: Andersen, Costa, Crowley, Erickson, Hatfield, Southworth.....Yes
Drake.....Absent
Motion carried.

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4b – Browns Woods Hollow, West Side of Veterans Parkway South of SE Browns Woods Drive – Subdivide the Property into 44 Single Family Lots, One Lot for Park Use, Two Outlots for Detention, and Four Public Street Lots – Browns Woods, LLC. – PP-003770-2018

Chris Crawford, Cooper Crawford and Associates, 475 S 50th St, Suite 800, West Des Moines informed that this is a project directly south of Brown’s Woods Estates, north of Willow Creek Townhomes. There’s a lot of coordination between the two projects. This project includes 42 lots. He concluded that he was available for questions. There were none.

Chairperson Erickson asked if anyone from the audience would like to speak to this item, seeing none, asked for continued discussion or a motion.

Kara Tragesser, Development Services, stated she had nothing to add.

Moved by Commissioner Crowley, seconded by Commissioner Andersen, the Plan and Zoning Commission adopted a resolution recommending the City Council approve the preliminary plat, subject to the applicant meeting all City Code requirements and the following:

1. The applicant providing to the City a storm water pollution prevention plan prior to any grading on the site.
2. Applicant acknowledging that the associated Final plat must be approved and released for recordation by the City and recorded with the County prior to the issuance of any building permits, including footing and foundation permits for any lot within the plat.

Vote: Andersen, Costa, Crowley, Erickson, Hatfield, Southworth.....Yes
Drake.....Absent
Motion carried.

4c – Steak N Shake, 815 S. 51st Street – Approval of Site Plan to Construct a 3,412 sq. ft. Restaurant with Drive-Thru – Steak N Shake Iowa LLC. – SP-004163-2018

Emily Harding, Civil Design Advantage, 3405 Crossroads Dr, Suite G, Grimes, presented on behalf of Steak N Shake Iowa, requesting approval of the site plan. She detailed the location, drive, parking lot, storm water and detention areas.

Commissioner Crowley asked what is located to the north of this site. Ms. Harding responded that it would be future development, adding that McDonalds is northeast and the Sleep Inn hotel is south of the Steak N Shake site.

Chairperson Erickson asked if the applicant was in agreement with the conditions. Ms. Harding affirmed that they were.

Kara Tragesser, Development Services Planner, stated that the project architect brought materials and elevations. Marty Barkley, Onsite Solutions, 9500 SE University, Suite 2112, West Des Moines, provided material samples and summarized the elevation drawings.

Chairperson Erickson asked if anyone from the audience would like to speak to this item, seeing none, asked for continued discussion or a motion.

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Moved by Commissioner Hatfield, seconded by Commissioner Costa, the Plan and Zoning Commission adopted a resolution recommending the City Council approve the site plan, subject to the applicant meeting all City Code requirements and the following:

- 1. Provide final site plan drawings prior to obtaining a building permit.

Vote: Andersen, Costa, Crowley, Erickson, Hatfield, Southworth.....Yes
Drake.....Absent
Motion carried.

4d – 8300 Mills Civic Parkway Urban Renewal Plan – Review for Conformity with the Comprehensive Plan

Clyde Evans, Director of West Des Moines Community and Economic Development, summarized the proposal, informing that this is carved out of the Coachlight Urban Renewal plan to accommodate the Sammons project.

Commissioner Costa asked what the 19M under Phase 1/Phase 2 equates to. Director Evans replied that it could be infrastructure improvements, the property tax rebate, economic development jobs incentives, and anything else associated with the City’s efforts to make this project happen.

Chairperson Erickson asked if anyone from the audience would like to speak to this item, seeing none, asked for continued discussion or a motion.

Moved by Commissioner Crowley, seconded by Commissioner Hatfield, the Plan and Zoning Commission adopted a resolution recommending the City Council finding of consistency with the Comprehensive Plan.

Vote: Andersen, Costa, Crowley, Erickson, Hatfield, Southworth.....Yes
Drake.....Absent
Motion carried.

Item 5 – Staff Reports

Item 5a - P&Z Commission Workshop to discuss the Ashworth Road Comp Plan Amendment will be held Tuesday, February 26, 2019.

Item 5b - The next scheduled meeting will be Monday, March 11, 2019.

Item 6 - Adjournment

Chairperson Erickson adjourned the meeting at 6:20 p.m.

Craig Erickson, Chairperson

Recording Secretary

Dwellings on Footprint Lots in Single Family Zoning Districts

Proposed Change:

- Allow Footprint Lots subdivision for the following Single Family Zoning Districts: Open Space (OS), Residential Estate (RE), Residential Single Family (RS) and Single Family Residential (R-1).
 - Intent is to allow additional ownership methods in single family (if it looks and acts like a single family home, why prevent it). Footprint ownership can facilitate cluster development and possibly reduce housing costs with less land associated with unit (but association fees could offset the savings).
 - Maximum unit density, aggregate minimum lot area, minimum frontage and setbacks for the development as a whole must meet applicable zoning district requirements.
 - For example, a one acre development within RS-5 zoning (minimum 5,000 square foot lots) could be subdivided in a traditional manner into 8 lots assuming no street lot is needed ($43,560 \text{ sf} / 5,000 \text{ sf} = 8.7$). **However, a footprint lot subdivision would still need to comply with the maximum unit density for RS-5 zoning of 6 units per acre.**
 - Developments with footprint lots will require review and approval of a Site Plan Permit in addition to any other required review process.

Existing Single Family Footprint Lots

Within Heatherwood PUD (1970's)



Cluster Development

Cluster Development Subdivisions

undivided parcel
125 acres

county road

20-acre minimum lot size

1 2 3 4 5 6

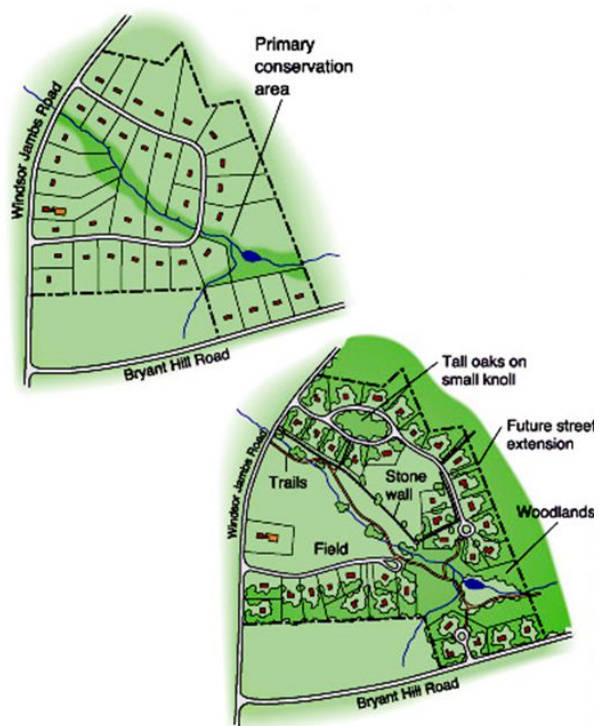
7 5 4 1
8 6 3 2

open space parcel

In a conventional subdivision (above), lots are divided to meet typical minimum acreage requirements.

A cluster development (left) may use a density bonus, allowing for extra lots if home sites are clustered and open space is preserved.

WyoFile graphic by Ruffin Pravoost
source: Park County Development Regulations



Standard vs. Footprint Lots

R-1 Zoning – 7,500 sf minimum lot size, maximum 5.8 du/ac

Plat of a 45,000 sf lot = 6 lots (Limiting factor lot size)

Footprint development = 5 lots (Limiting factor du/ac)



Standard vs. Footprint Lots

RS-15 Zoning – 15,000 sf minimum lot size, maximum 6.0 du/ac

Plat of a 185,000 sf lot = 10 lots (Limiting factor lot width)

Footprint development = 12 lots (Limiting factor aggregate lot size)

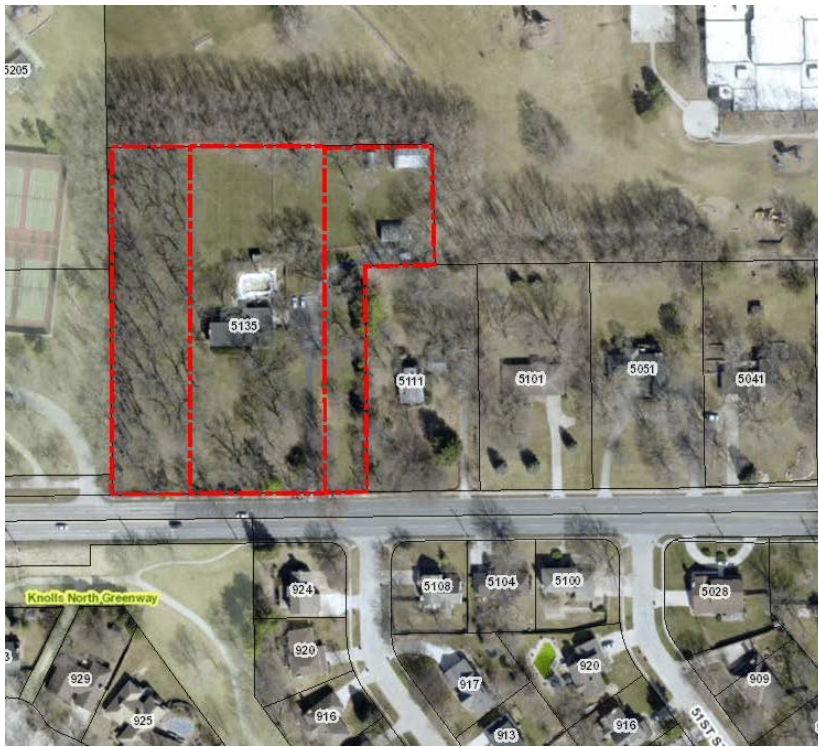


Standard vs. Footprint Lots

RE Zoning – 40,000 sf minimum lot size, maximum .91 du/ac

Plat of a 171,626 sf lot = 3 lots (Limiting factor lot width & size)

Footprint development = 4 lots (Limiting factor lot size & du/ac)



Multi-family Performance Standards Architecture

Current Language:

- Medium Density Residential District
 - No architecture requirements
- High Density Residential District
 - Architecture: Architectural design for multi-family buildings shall attempt to express a creative presentation of exterior building materials, exterior details and texture, treatment of windows and doors, and use of angles and multiplicity of planes within the wall and roof design to lessen the plainness of appearance which can be characteristic of large residential buildings. The use of brick or stone shall be incorporated into the building's architecture on all sides of the structure, and thereof design of any and all buildings within the High-Density Residential District shall be pitched or gabled and reflect a residential appearance in nature, unless the City Council, after review by the Plan and Zoning Commission shall determine that the use of alternate building materials and style, enhances the physical appearance and accomplishes a compatible structure with the residential uses in the neighborhood.

Multi-family Performance Standards Architecture

Where the new requirements would apply:

- All Multi-Family Residential Districts
- Would not apply to any new or existing Planned Unit Development or Specific Plan (PUD's) that have their own design requirements.
- Multi-family residential zoned land area (not in PUD's) is 4.3% of the total land area of the City's corporate boundary.

Multi-family Performance Standards Architecture

Metro Communities Compared:

- Altoona
 - Ankeny
 - Clive
 - Des Moines
 - Indianola
 - Johnston
 - Urbandale
 - Waukee
- 

Multi-family Performance Standards Architecture

Communities that have specific design criteria city wide:

- Altoona
 - Requires masonry on the exterior of multifamily structures ranging from 20% to 50%
- Ankeny
 - Has “informal” requirement that non-single family development have masonry materials 3-4 foot high around all sides of the building.
- Clive
 - Requires masonry on the exterior of multifamily (apartment and condo) structures of a minimum 50% of the cladding area.
- Des Moines (Pending adoption of a form based zoning ordinance)
 - Requires each street façade to have 80% of the cladding in allowed major materials (stone, full dimension brick, traditional 3-coat stucco, finished concrete, architectural metal panels, wood and composite rainscreen systems). Buildings in lower intensity residential districts include wood, composite and substantial vinyl as a major cladding material.
 - There is concern that metal and composite panels have been “over-used” in the City and restrictions are being considered.

Multi-family Performance Standards Architecture

Communities that have specific design criteria in PUD's or district areas:

- Altoona
 - Approximately 50% PUD's with residential uses have more stringent design standards than straight code.
- Ankeny
 - In general, PUD's have stronger design requirements than straight code.
 - The Prairie Trail development has design and material requirements as well as a pattern book that goes into greater detail on all aspects of building design. Review is by architectural committee.
- Clive
 - Town Center districts require masonry to be the dominant cladding material.
- Indianola
 - Corridor districts require 100% of façade facing the corridor to be masonry, EIFS or composite panels.

Multi-family Performance Standards Architecture

Communities that have specific design criteria in PUD's or district areas:

- Johnston
 - Mixed Use district requires 75% of cladding area to be masonry or architectural steel
 - Merle Hay Town Center requires 80% of the façade areas in full veneer brick and natural stone, glazing or thin brick/cultured stone. District guidelines also cover massing, articulation, screening, franchise architecture, fenestration, trim and roofing materials.
- Urbandale
 - The majority of new development, both multifamily and commercial, is done within a PUD. Typical requirements in these PUD's: Minimum of 30% of the exterior of any multi-family structure (apartments or condos) shall be brick veneer.
- Waukee
 - Kettlestone District: Includes an architectural design example book that includes acceptable styles, materials, building forms and detailing.
 - Downtown District: Has district guidelines with preferred materials noted.
 - Recent PUD's with residential uses have increased design standards (including conceptual building elevations) and specific material requirements and percentages.

Multi-family Performance Standards Architecture

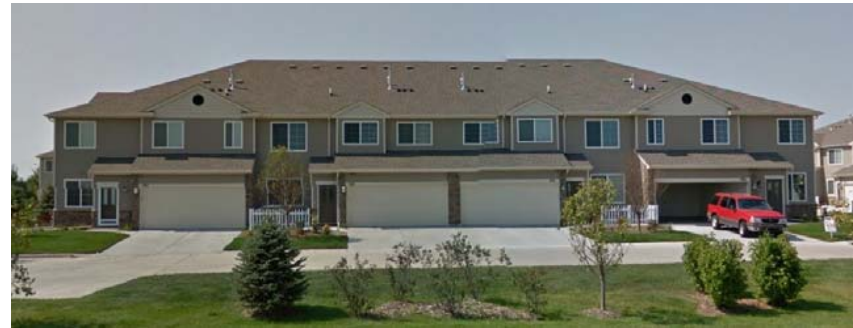
Communities that intend to include specific design requirements in anticipated zoning ordinance updates:

- Ankeny
- Indianola
- Johnston
- Waukee

Federal Project/Public Housing Authority – Exterior construction durability requirements:

- Minimum of 60% of the gross exterior area of 4" nominal masonry. The remaining 40% shall be constructed of fiber cement board siding or pre-finished aluminum metal (10 points)
- Minimum of 40% of the gross exterior of 4" nominal masonry or one hundred percent (100%) fiber cement board siding (7 points)

Design Examples 0 to 20 percent masonry cladding



Design Examples

20 to 40 percent masonry cladding



Design Examples 40 to 60 percent masonry cladding



Design Examples 60 to 80 percent masonry cladding



Multi-family Performance Standards

Proposed Architecture Standards

- Overall requirements:
 - Buildings shall express a varied but cohesive presentation of exterior building materials, details and treatment of windows and doors. All facades of the building shall be treated with the same level of architectural style and detail (360 degree architecture). Door or window openings shall be incorporated on all sides of the building. Building design that is repetitive in form and material use should be avoided.
 - Materials should change with the change in building plane and be arranged to have the appearance of three-dimensional elements. Trim and structural elements such as posts or columns shall be sized to the scale of the building.
 - Buildings that meet or exceed twelve (12) attached units shall incorporate additional design strategies to lessen the plainness of appearance and monolithic building mass characteristic of large residential buildings.
 - Garages visible from any street or adjacent property should be recessed behind the wall of the entry façade or front porch; or be designed to minimize the dominance of the garage door.
 - Multiple bay garages attached to a building or multiple bay detached garages shall be designed minimize the appearance of repetitive garage doors.
 - Detached accessory structures such as garages shall incorporate the materials, treatments and the architectural style of the principal buildings.

Multi-family Performance Standards

Proposed Architecture Standards

Overall requirements for materials:

- Use of natural materials is encouraged, composite materials such as fiber cement and wood composites are appropriate substitutions for non-masonry cladding. Vinyl or metal siding may be used only with appropriately scaled trim and not as the majority cladding material. Non-traditional materials may be utilized after review and approval of the Director.

Specific requirements for materials:

- Detached – no requirements
 - Attached, up to 2 story, 4 units attached - A minimum of two material types, 20 percent of the total cladding area of the facades facing the street shall incorporate a third material of brick or stone.
 - Attached, up to 2 story, more that 4 units attached - 40 percent of the total cladding area shall be masonry (brick or stone), incorporated on all sides of the building, predominantly on the lowest story.
 - Attached, 3 story or more - 60 percent of the total cladding area shall be masonry (brick or stone), incorporated on all sides of the building, predominantly on the lowest story.
- 