# CITY OF WEST DES MOINES
# STAFF REPORT COMMUNICATION

**Meeting Date:** October 17, 2022

**ITEM:** Comprehensive Plan Land Use Map – Provide direction to staff which land use classification(s) to apply - McKinney Property – CPA-005748-2022 ***Deferred from September 13, 2022***

**ACTION:** Provide Staff Direction and Recommend Appropriate Land Use Designation(s) to Apply

*Information below the double line below is as presented in the September 12, 2022, Planning and Zoning Commission staff report. The information provided above the double line summarizes the Planning and Zoning Commission's action and staff's response to the Commission's direction.*

See maps starting on page 3 of this report.

| | Property Owner's Request | Planning & Zoning Recommendation |
|---|---|---|
| Land Use Desired | 421 acres of Multi-Use High (MUH) (dark purple) | 395 acres of Multi-Use High (MUH) (dark purple) -and- 26 acres Multi-Use Medium (MUM) (medium purple) |
| Reason | Prior to meeting it was indicated "want the same as have today"<br><br>At the meeting Multi Use High was requested | Property owner wants and provides the greatest amount of flexibility |
| Map | Map A = Original request to match current<br><br>Request at meeting was not anticipated therefore, no map | Map E |

Staff disagrees for the following reasons:

- Counter to land use placement criteria which provides "MUH shall not be located adjacent to Detached Residential" – single family detached residential exists to the west (Napa Valley) and to the east (Stonewood) and is the applied land use classification for area immediately to the north.
- Counter to land use placement criteria which provides MUH should be located with service from highways and major arterial roadways
- Current Business Park classification has not been identified as compatible to MUH classification.
- Multi Use High is intended as a high activity area that draws from the region – such as big box retail and Jordan Creek Town Center type development: another Town Center is neither needed nor desired for this area.
- Sufficiently sized commercial area to serve the residential within this area has already been identified for ground immediately adjacent to the NE corner of the subject property.
- The current developed portion of the city is estimated to contain approximately 600 acres of regional commercial land use which is equivalent to the Multi Use High classification. Approximately 750 acres of the undeveloped portion of the city has been assigned Multi Use High. The assignment of 395 additional acres above the planned 750 is an approximately 53%

increase and is not needed.

- Of the 28,000 buildings that have been constructed in the developed area of the city, only 134 buildings or 0.48% necessitate MUH land use due to square footage or height not otherwise mitigated, thus enforcing the premise that acres of Multi Use High are not needed.
- Roadway, sanitary sewer and water infrastructure should be evaluated prior to assignment of a land use different than that currently assigned.

Staff stands behind the original recommendation as follows and depicted in map C:

- 215 acres of Industrial Low classification between Booneville Rd and future Thorne Dr.
- 180 acres of Detached Residential classification between future Thorne Dr and future Stagecoach Dr.
- 26 acres of Multi Use Low classification for the SW corner of Booneville Rd and S Grand Prairie Pkwy.

To assign land use consistent with what is adopted for the property today, 395 acres of Industrial Low could be assigned to the subject property north of Booneville Rd, and approximately 26 acres as Multi Use Low south of Booneville Road.

If allowed as Multi Use High the adjacent Multi Use Medium commercial node on the property adjacent to the NE corner of the subject property should be changed as the subject property would be providing sufficient enough acres.

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**Background:** The currently adopted Comprehensive Plan Land Use Map has 24 land use classifications and associated colors. The proposed new land use map has the following land use classifications and colors:

| | |
|---|---|
| Open Space (OS) | Green |
| Detached Residential (DR) | Yellow |
| Mixed Residential (MR) | Orange |
| Multi Use Low (MUL) | Light Purple |
| Multi Use Medium | Medium Purple |
| Multi Use High (MUH) | Dark Purple |
| Industrial Low (IL) | Light Grey |
| Industrial High (IH) | Dark Grey |

All properties within West Des Moines' Comprehensive Plan planning area will ultimately have the new classifications ("colors") applied. However, at this time, these new colors are only being applied to the 'undeveloped areas' as indicated on the map on page 81 of the main document. For the next few months, the currently adopted Comprehensive Plan's land use designations and colors will remain on the 'developed areas' of the city as indicated on page 79. It is staff's intention over the next few months to continue to evaluate every developed parcel to determine which of the new land use designations best represents the built environment for a parcel. It is not anticipated that any developed property will undergo a change in zoning unless appropriate to bring the property into conformance with zoning. A table that identifies which 'old' Comprehensive Plan Land Use classifications are encompassed in each of the 'new' land use classifications is included in this report. This table assists in determining the appropriate new classification to apply.

As a result of outreach to explain to developers and landowners the new land use map approach, Staff became aware of five situations in which the property owner and staff disagreed on the land use to be assigned to their respective property. Knowing of this disagreement, the meeting to consider adoption

of the overall Comprehensive Plan Update was set up with each of these areas to be discussed independently after consideration for adoption of the overall "undeveloped area" land use map. Contained in the staff report for each of these areas is information on the current land use, which new classifications would be equal to what is assigned today, staff's recommendation and rationale for such, and, if applicable, background on discussions had with the property owner(s). In light of the suggestion at the August 29th Planning and Zoning Commission meeting that the property owners did not want the overall Undeveloped Area Land Use Area Map adopted with a change in land use from what they currently have and/or desired for their property, staff has removed any land use designation from the respective properties. This will allow a recommendation on adoption of the overall "Undeveloped" Land Use Area Map first and then the Commission and subsequently Council determining what they believe is appropriate for land uses in each of the five situations. With this approach, there is no approval or denial of an "amendment" action but rather an approval motion providing direction to staff as to what land use classification or 'color' to apply in each situation. Based on these motions, the overall map will subsequently be updated to reflect the Council's direction.

In developing the proposed new land use map, staff considered several factors in determining the best land use classification for the city's undeveloped areas. Included within this report is a list of general criteria considered in determining the assignment of land use classifications.

## McKinney Property

**Location:** west of S Grand Prairie Pkwy; east of S 115th Street/V Place; south of future Stagecoach Drive; north of Grand Ave

In 2010, land use was changed from residential as part of a city-initiated amendment to accommodate an economic development project which was deemed to be a positive impact for the city. The project never materialized, and the property remains undeveloped.

The area generally south of the subject site was changed from Office and Business Park in 2021 to Light Industrial to allow for a Microsoft data center.

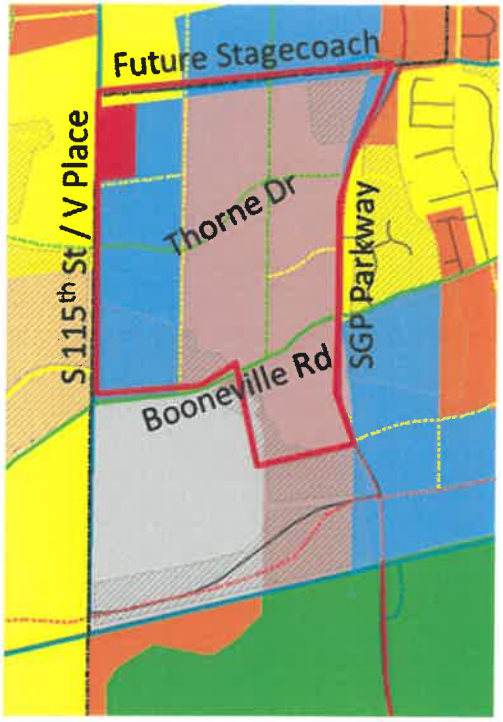
**Current Adopted Comprehensive Plan Land Use & Compatible New Land Use:**

| **Current** Land Use Classification(s) | Color | Approx. # of Acres |
|---|---|---|
| Business Park | Mauve | 282.5 |
| Office | Blue | 124 |
| Neighborhood Commercial | Red | 14.5 |
| | | |

**Map A:**

**Current Adopted Comprehensive Plan reflected with compatible New Land Use**

| Compatible **New** Land Use Classification(s) | Color | Approx. # of Acres |
|---|---|---|
| Industrial Low | Light Grey | 395 |
| Multi Use Low | Light Purple | 26 |




Commercial node was relocated from NW corner to southeast corner of Booneville Road & S Grand Prairie Parkway intersection

**Map B: Property Owner's Desired Land Use (reflected with New Land Use Classification):**

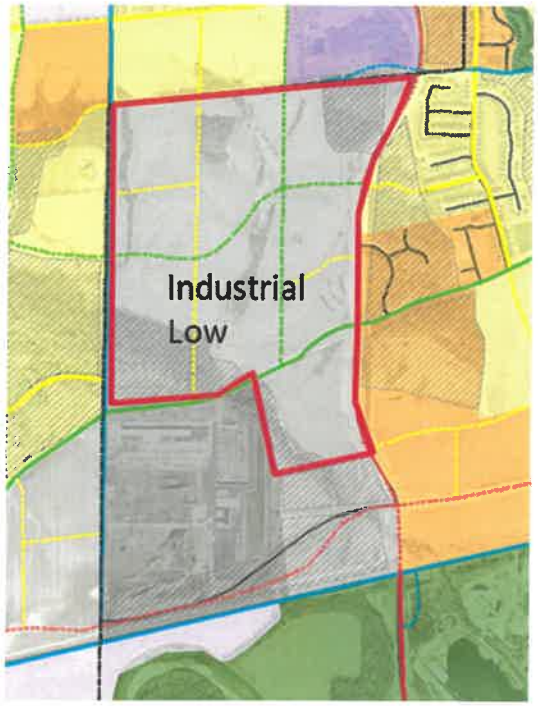
*Update: at the Sept 12th Planning and Zoning Commission meeting the property owner indicated they no longer wanted Business Park and now wanted Multi Use High land use.*

| **New** Land Use Classification(s) | Color | Approx. # of Acres |
|---|---|---|
| Industrial Low | Light Grey | 421 |

Rationale:

Property owner has indicated they want the Business Park and Office land uses they currently have

Note: The Commercial was removed from illustration to provide new land use compatible for Business Park and Office development across all McKinney ground

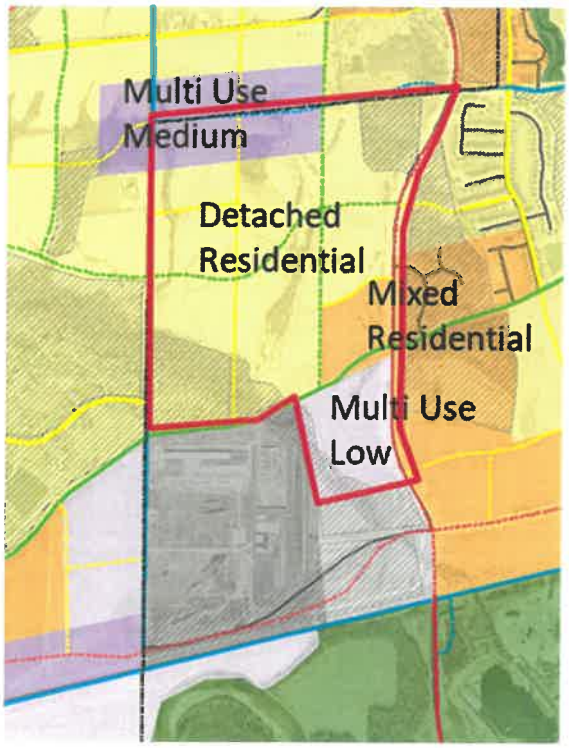



**Staff's Original (12/18/2020) Recommended New Land Use Classification:**

| Land Use Classification | Color | Approx. # of Acres |
|---|---|---|
| Detached Residential | Yellow | 321 |
| Mixed Residential | Orange | 31 |
| Multi Use Low | Light Purple | 26 |
| Multi Use Medium | Medium Purple | 43 |

Rationale:

1. residential prior to change in 2010 and residential is developing to the east – anticipated will continue to move west
2. no inquiries to staff to develop with business park or office
3. incorporated commercial nodes to serve surrounding residential & provide walkability



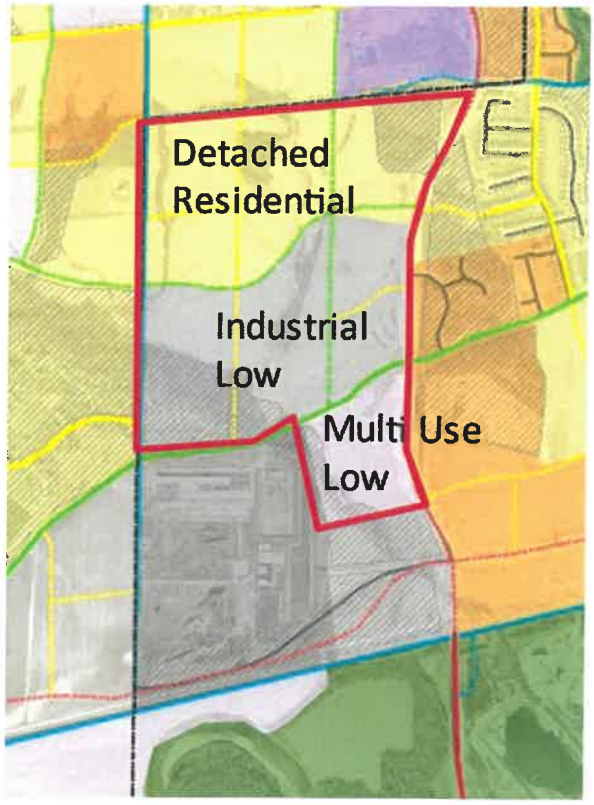
Staff met with the applicant to discuss the land use proposal reflected above and ultimately accommodated some of the applicant's desire for office and business park land uses by modifying the southern portion of the site to the Industrial Low land use and making office an acceptable place type in the Industrial Low classification. (See next illustration: "Staff's Modified (2/18/2021) Recommended New Land Use Classification".

However, with no inquiries for either office or industrial development to date for the subject property, Staff does not believe the full acreage of land in this area will develop as industrial or office. With current single-family residential development to the east staff maintained the detached residential (yellow) land use on the northern portion of the site to accommodate what is anticipated to be continued single family residential development.

To achieve better walkability coverage for the larger area, the Multi Use Medium area was relocated to the east at the intersection of S Grand Prairie Parkway and Stagecoach Dr and situated entirely on the north side of Stagecoach rather than straddling the road. The node of Multi-Use Low originally placed on the southside of Booneville Road was done so to provide walkability for this area given the higher density that could result with the adjacent Mixed Residential land use (orange area).

**Map C: Staff's Modified (2/18/2021) Recommended New Land Use Classification:**

| Land Use Classification | Color | Approx. # of Acres |
|---|---|---|
| Industrial Low | Light Grey | 215 |
| Detached Residential | Yellow | 180 |
| Multi Use Low | Light Purple | 26 |
| Multi Use Medium | Medium Purple | 43 |



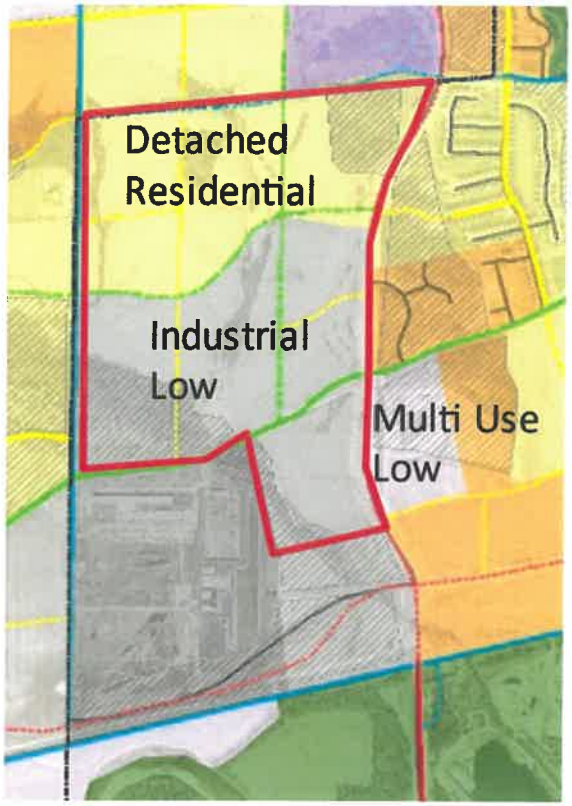

Rationale:

1. Utilized future Thorne Dr as land use division – placed Industrial Low south to Booneville Road: maintained Detached Residential north of future road due to anticipation that residential will continue to push west
2. Relocated to the east at the intersection of S Grand Prairie Parkway and Stagecoach Dr and situated entirely on the north side of Stagecoach rather than straddling the road
3. Multi-Use Low node intended to serve the residential on east side of S Grand Prairie Parkway. This node can be shifted to east side of roadway to maximize Industrial Low land use on McKinney property (see Map D).

**Map D: Staff's Modified (8/29/2022) Recommended New Land Use Classification:**

| Land Use Classification | Color | Approx. # of Acres |
|---|---|---|
| Industrial Low | Light Grey | 241 |
| Detached Residential | Yellow | 180 |

As suggested in Map B above, to maximize amount of Industrial Low, the 26-acre Multi Use Low node has been moved to southeast corner of S Grand Prairie Pkwy and Booneville Road




It is noted in the Comprehensive Plan text document that land uses may shift with the developed location of a street if used as a transition in land use assignment. In all of the previous illustrations, should the alignment of either future Thorne Drive or Stagecoach Drive shift, the amount of the respective land uses on each side of the roadway would adjust accordingly.

To aid the Commission and Council, the following motion options are available (see associated map illustration on following page):

**Motion to:**

(1) Assign Land Use Classifications consistent with current adopted land use as depicted in Map A illustration below; or

(2) Assign Land Use consistent with Property Owner's desired land use of entire property designated as Industrial Low classification as depicted in Map B illustration below; or

(3) Assign Land Use Classifications consistent with Staff's February 18, 2021 Modified Recommended New Land Use Classification as depicted in Map C illustration below; or

(4) Assign Land Use Classifications consistent with Staff's August 29, 2022 Modified Recommended New Land Use Classification as depicted in Map D illustration below; or

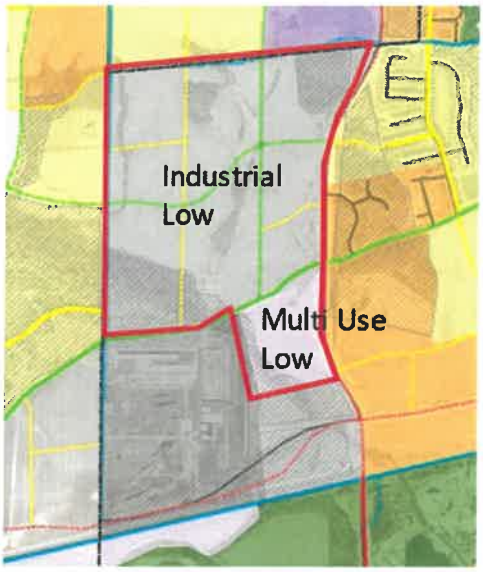
(5) Assign Land Use Classifications as follows: (*Commission and Council providing directions on what land uses to apply to each area indicated in Map E).*

- area #1 as _____ land use
- area #2 as _____ land use
- area #3 as _____ land use

**Motion Illustrations:**

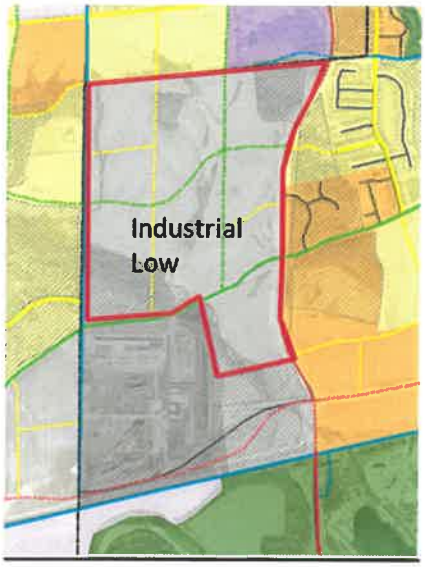
**Map A**

**Match to current adopted land uses**



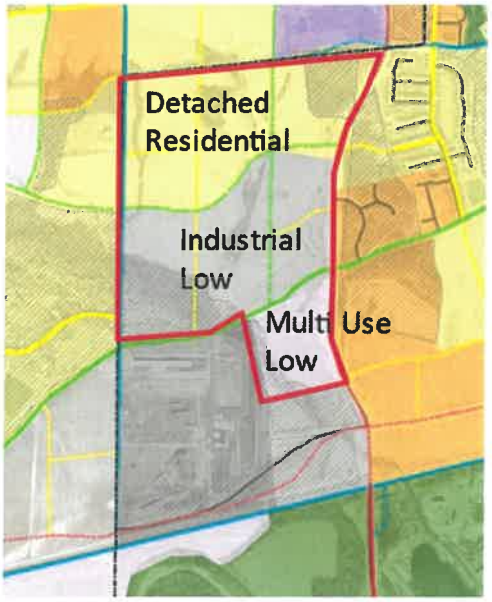

**Map B**

**Assign entire McKinney property Industrial Low land use**



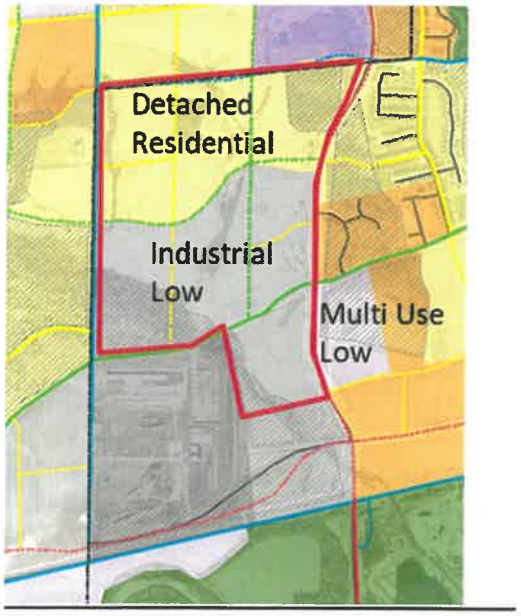

**Map C**

**Staff's Feb 18, 2021 recommendation: Industrial Low south of future Thorne Drive to Booneville Road & Detached Residential north of Thorne Drive & Multi Use Low south of Booneville Road**

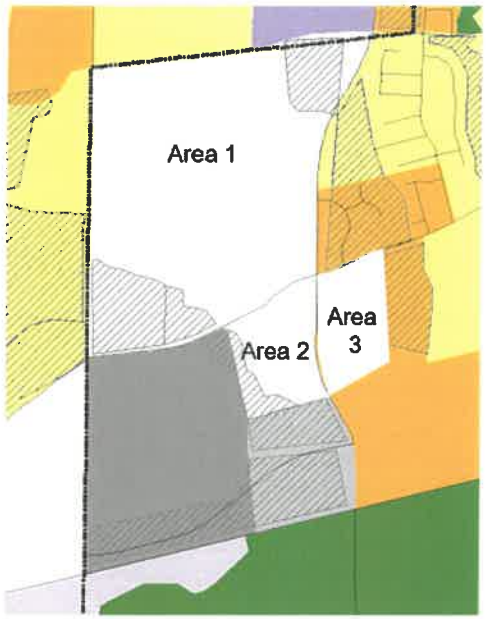



**Map D**

**Staff's August 29, 2022 recommendation: Detached Residential north of Thorne Drive & Industrial Low south of future Thorne Drive & Relocate Multi Use Low to east side of S Grand Prairie Pkwy**



**Map E:**
**Commission/Council directed land use assignment**
***(provide land use assignment for each defined parcel)***




**Lead Staff Member:** **Karen Marren**

**Approval Meeting Dates:**

| | |
|---|---|
| Planning and Zoning Commission | August 29, 2022 & September 12, 2022 |
| City Council | September 13, 2022 (deferred)<br>October 17, 2022 |

**Staff Report Reviews:**

| | | |
|---|---|---|
| Planning & Zoning Commission | ☐ Development Coordinator (or)<br>☒ Director | ☒ Legal Department |
| City Council | ☒ Director<br>☐ Appropriations/Finance | ☒ Legal Department<br>☐ Agenda Acceptance |

**Publications (if applicable)**

| | |
|---|---|
| Published In: | Des Moines Register Community Section |
| Date(s) Published | P&Z: 8/19/2022 & 9/2/2022<br>CC: 8/26/2022 & 9/2/2022 & 9/30/2022 |
| Date(s) of Mailed Notices | N/A |

**Council Subcommittee Review (if applicable)**

| | |
|---|---|
| Subcommittee | Development & Planning |
| Date Reviewed | N/A |
| Recommendation | ☐ Yes ☐ No ☐ Split |

| NEW Proposed Land Use | Current Adopted Land Use |
|---|---|
| **Open Space** | Open Space<br>Parks & Greenway |
| **Detached Residential** | Low Density Residential<br>Single Family Residential<br>Manufactured Homes (standard lot) |
| **Mixed Residential (Caps at 14du/ac)** | Single Family Residential<br>Manufactured Homes (park & standard SF lot)<br>Medium Density Residential<br>High Density Residential (up to 14 du/ac) |
| **Multi Use Low (Caps at 14du/ac)** | Single Family Residential<br>Manufactured Homes (park & standard SF lot)<br>Medium Density Residential<br>High Density Residential (up to 14 du/ac)<br>Neighborhood Commercial<br>Convenience Commercial<br>Valley Junction Commercial<br>Historic Business District<br>Office<br>Light Industrial<br>Mixed Use |
| **Multi Use Medium (Caps at 22du/ac)** | Medium Density Residential<br>High Density Residential<br>Neighborhood Commercial<br>Convenience Commercial<br>Community Commercial<br>Support Commercial<br>Support Office<br>Highway Commercial<br>Office<br>Light Industrial<br>Mixed Use |
| **Multi Use High (Minimum 18du/ac)** | High Density Residential (min. 18 du/ac)<br>Regional Commercial<br>Town Center Commercial<br>Office<br>Light Industrial<br>Mixed Use |
| **Industrial Low** | Office<br>Light Industrial<br>Warehouse Retail<br>Business Park |
| **Industrial High** | General Industrial |

## Land Use Assignment Considerations/Criteria

Though certainly not the only possible future, the arrangement of land uses within the undeveloped areas reflects the goals and strategies provided in the plan, basic rules of good planning, and the best understanding of existing environmental conditions and future conditions as related to roads and utility infrastructure.

a. Land Context: (Environmentally Sensitive Areas)
   i. Steep slopes (smaller footprint building types can be accommodated on steeper slopes)
   ii. Drainage and Flood Hazard
   iii. Tree canopy
b. Streets as boundaries between different intensity land use classifications
c. Street classification and access consideration for higher intensity classifications
d. Walkability (½ and ¼ mile buffer areas) from non-residential land uses
e. Community Facilities/Schools should be surrounded by residential
f. Detached Residential (DR) should have nearby access to parks and open spaces, as well as nearby neighborhood scale retail and services.
g. Mixed Residential (MR) land use areas are an appropriate transition use between the detached residential land use and non-residential use designations.
h. Mixed Residential (MR) land use will be adjacent to or surrounding areas of multi-use to provide the roof tops needed to support retail, service and office uses and provide walkability from the residential neighborhoods to daily needs and support services.
i. The Multi Use Low (MUL) land use classification is used to either provide areas for commercial nodes surrounded by residential land use areas or as a transition from higher intensity multi-use areas to residential neighborhoods.
j. Multi Use Low (MUL) land uses should be located for necessary auto access off of collectors and local streets.
k. Multi Use Medium (MUM) land use will provide larger commercial corridors or activity areas surrounded by residential land use areas or as a transition from higher intense classifications.
l. The Multi Use Medium (MUM) classification is typically used as a transition between high intensity multi use and low intensity multi use areas or residential classifications. And would typically be buffered to any surrounding detached residential land use.
m. Multi Use High (MUH) land use should be provided as either the core of a larger/urban scale activity center that draws from the broader region or as an auto oriented service and retail node located at an interchange for interstate and highway road classifications.
n. Multi Use High (MUH) land use shall be located with service from highways and major arterials.
o. Multi Use High (MUH) shall be located on one side of an interstate or highway rather than straddling major roadways to allow for interior walkability.
p. Multi Use High (MUH) and Industrial High (IH) should not be adjacent to Single Family Detached.
q. Due to the potential for truck traffic, Industrial Low (IL) land use areas are auto oriented and should be located along collector or higher classification of roadways.
r. With large amounts of truck traffic Industrial High (IH) land use areas are auto oriented and should be located along major collector or arterial roadways.

**A RESOLUTION OF THE PLAN AND ZONING COMMISSION**
**NO. PZC-22-083**

**WHEREAS,** pursuant to the provisions of Title 9, Zoning, of the West Des Moines Municipal Code, the Planning and Zoning Commission approves the recommendation of the assignment of land uses consistent with Map E with area #1 assigned Multi Use High Land Use and area #2 assigned Multi Use Low Land Use and no change to area #3 resulting in this area retaining Mixed Residential Land Use as depicted on the motion illustration included in the staff report and/or detailed in the motion for property generally located west of S Grand Prairie Pkwy, east of S 115th Street/V Place, south of future Stagecoach Drive and north of Grand Ave; and

**WHEREAS,** the comprehensive plan amendment complies with the applicable provisions of Iowa Code Chapter 414 and City Code.

**NOW, THEREFORE,** the Plan and Zoning Commission of the City of West Des Moines recommends the City Council approve the assignment of land uses for the Comprehensive Plan and Land Use Map as provided above, (CPA-005748-2022) subject to compliance with all the conditions of approval as stated in the staff report, including conditions added at the meeting, and attached hereto as Exhibit "A", if applicable.

**PASSED AND ADOPTED** on September 12, 2022.

Jennifer Drake, Chair
Plan and Zoning Commission

I HEREBY CERTIFY that the foregoing resolution was duly adopted by the Plan and Zoning Commission of the City of West Des Moines, Iowa, at a regular meeting held on September 12, 2022, by the following vote:

AYES: Costa, Crowley, Davis, Drake, Hatfield, Shaw

NAYS:

ABSTENTIONS:

ABSENT: Conlin

ATTEST:

Recording Secretary

Prepared by: Karen Marren, City of West Des Moines Development Services Dept., PO Box 65320, West Des Moines, Iowa 50265-0320 515-222-3620
When Recorded, Return to: City Clerk, City of West Des Moines, PO Box 65320, West Des Moines, IA 50265-0320

# RESOLUTION

**WHEREAS,** pursuant to the provisions of Title 9, Zoning, of the West Des Moines Municipal Code, Development Services staff requests direction on the assignment of land use classifications for property generally located west of S Grand Prairie Pkwy, east of S 115th Street/V Place, south of future Stagecoach Drive and north of Grand Ave; and

**WHEREAS,** studies and investigations were made, and staff reports, and recommendations were submitted which is made a part of this record and herein incorporated by reference; and

**WHEREAS,** on September 12, 2022, the Planning and Zoning Commission did recommend to the City Council, by a 6-0 vote, approval of the assignment of land use(s) as depicted in motion Map E with area #1 assigned Multi Use High Land Use and area #2 assigned Multi Use Low Land Use and no change to area #3 resulting in this area retaining Mixed Residential Land Use included in the staff report; and

**WHEREAS,** on this day this City Council held a duly noticed Public Hearing to consider the assignment of land use classifications to the subject property; and

**WHEREAS,** the City Council directs the assignment of land use classification(s) consistent with map _____ as depicted on the illustration included in the staff report and/or detailed in the motion (CPA-005748-2022); and

**WHEREAS,** the Comprehensive Plan Land Use Map complies with applicable provisions of Iowa Code Chapter 414 and City Code.

**NOW, THEREFORE,** The City Council hereby approves the assignment of land use classifications consistent with map _____ as depicted on the illustration included in the staff report and/or detailed in the motion (CPA-005748-2022), subject to compliance with all the conditions in the staff report, dated October 17, 2022, including conditions added at the meeting, and attached hereto as Exhibit " A". Violation(s) of any such condition(s) shall be grounds for revocation of the entitlement, as well as any other remedy which is available to the City.

The City Council directs staff to update the 2022 adopted Comprehensive Plan Land Use Map to reflect the direction provided regarding the assignment of land use classifications.

**PASSED AND ADOPTED** on October 17, 2022.

_____
Russ Trimble, Mayor

ATTEST:

_____
Ryan Jacobson, City Clerk

I HEREBY CERTIFY that the foregoing resolution was duly adopted by the City Council of the City of West Des Moines, Iowa, at a regular meeting held on October 17, 2022, by the following vote.

**Exhibit A: Conditions of Approval**
**None**