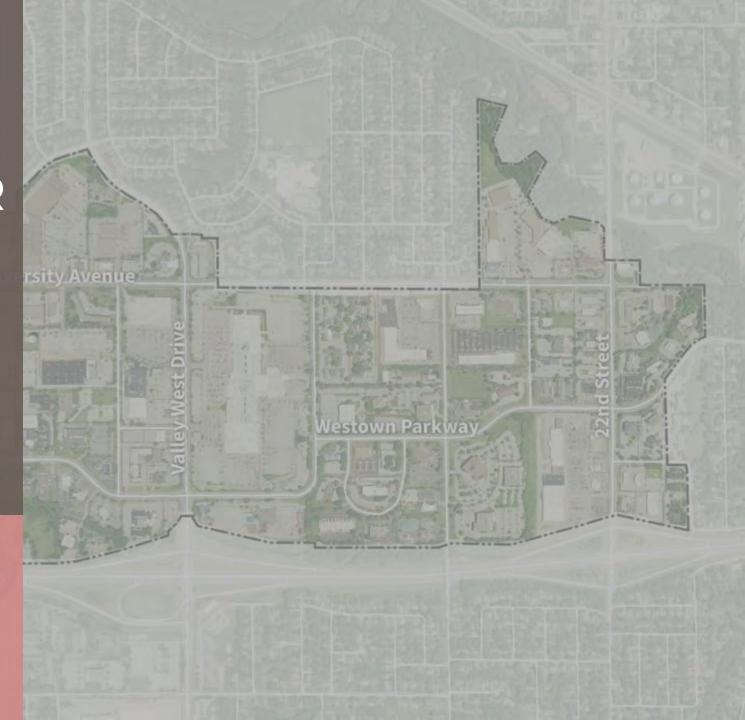
UNIVERSITY AVENUE CORRIDOR REDEVELOPMENT PLAN

City of West Des Moines
Planning and Zoning
Commission

November 14, 2022



PRESENTATION OUTLINE

- Project Scope Overview
- Plan Outline
- Draft Chapter Reviews
 - Public Input Summary
 - Zoning and Land Use Analysis
 - Market + Economic Analysis
 - Transportation + Walkability Analysis
 - Infrastructure Analysis
 - Site Development Opportunities and Analysis
 - Redevelopment Plan Equity Analysis + Equity Components
 - Corridor Action Plan
- Next Steps



Components



PROJECT GOALS

- Increase economic vitality and desirability
- Enable a vibrant and sustainable live, work, and play environment
- Incorporate new residential uses
- Generate a variety of day and nighttime uses and amenities
- Create a connected transportation network for vehicles and pedestrians
- Develop new future land use plan
- Identify
 - Redevelopment buildings and areas
 - Opportunities to improve traffic
 - Roadway enhancements to increase bike and ped safety and comfort
- Develop a master storm water management plan
- Integrate, enhance and connect green spaces
- Incorporate placemaking and arts

PROJECT SCOPE OVERVIEW

PHASE 1

PROJECT KICK-OFF, RESEARCH & ANALYSIS

PHASE 2

VISION, INPUT + DIRECTION

PHASE 3

DRAFT PLAN + EVALUATION



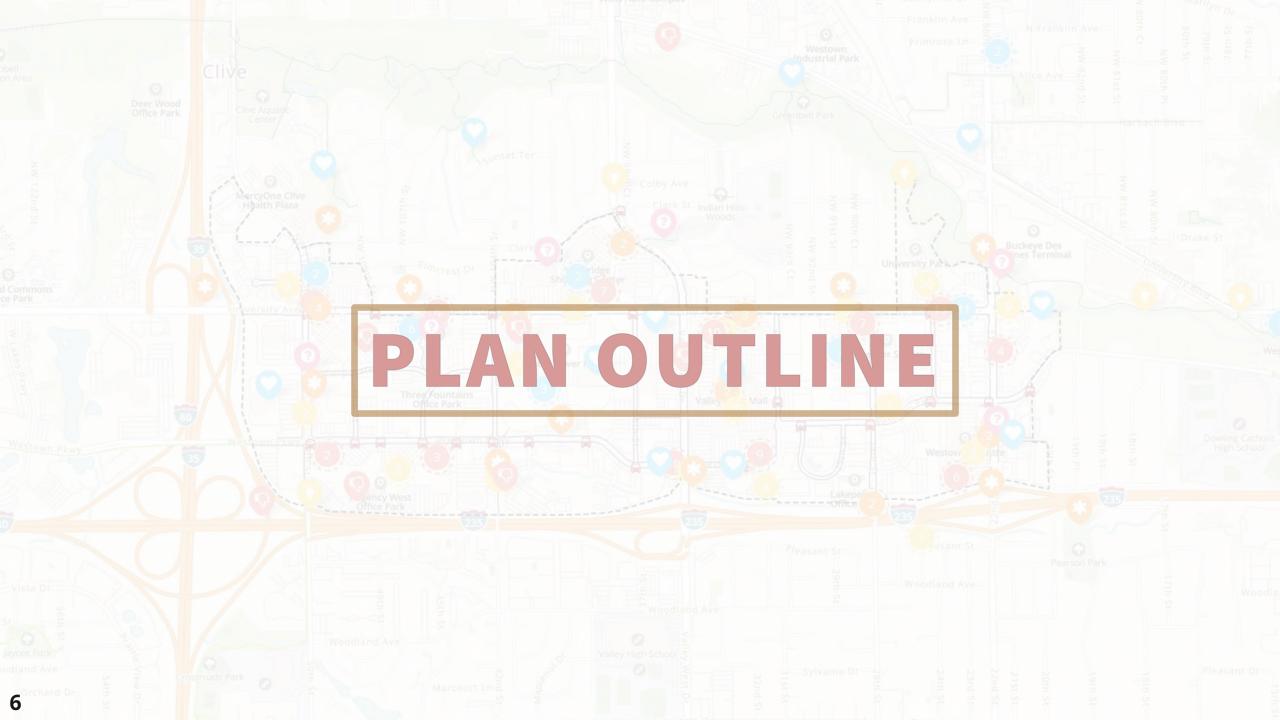


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PHASE 4

FINAL DRAFT PLAN + ADOPTION





PLAN OUTLINE

INTRODUCTION

PUBLIC AND STAKEHOLDER INPUT SUMMARY

ZONING AND LAND USE ANALYSIS

MARKET AND ECONOMIC ANALYSIS

TRANSPORTATION AND WALKABILITY ANALYSIS

INFRASTRUCTURE ANALYSIS

SITE DEVELOPMENT
OPPORTUNITIES AND ANALYSIS

REDEVELOPMENT PLAN EQUITY
ANALYSIS AND EQUITY
COMPONENTS

CORRIDOR ACTION PLAN

PUBLIC AND STAKEHOLDER INPUT SUMMARY

PUBLIC AND STAKEHOLDER INPUT SUMMARY

- Corridor Plan Advisory Committee
- Logo + Branding
- Stakeholder Interviews
- Interactive Project Website
 - Mapping Activity
 - Survey
 - Budget Exercise
- Key Takeaways



Demographics are favorable

The demographics of the area are great - lots of nearby rooftops with income to spend. The demographics of the market area generally is good.



Retail Competition

Area has struggled with regional competition for retail and entertainment space, mainly due to commercial activity in the Jordan Creek Town Center area in West Des Moines.



Excellent Location

The location of the University Avenue Corridor within the Des Moines metro area is excellent. It has a combination of central location, interstate access / frontage as well as a large number of nearby rooftops with plenty of disposable income.



Stormwater Management is Lacking

The University Avenue Corridor developed with minimal stormwater management capabilities and the area has been playing catchup ever since. The high cost of stormwater remediation that would be triggered by any redevelopment or reinvestment of corridor parcels has discouraged some activity.



Auto-Focused Environment

The University Avenue Corridor was developed with car focused design - pedestrian and bicycle infrastructure is lacking in the area. People would like to see improvements in the user experience and safety of walking and bicycling in the corridor.



Valley West is Key

Valley West is the keystone of the corridor (original catalyst for development of the entire area) - as it transforms, so does the corridor. Many felt the future of the corridor lies in the long-term health and resiliency of the mall site.



Multi-Family Residential Needed

It was generally agreed that more multi-family could be supported in the area - bringing housing options closer to employment for area residents.



Mixed Success

Some areas of the University Avenue corridor have thrived while others have declined in recent years - its a mix of struggling centers (high vacancies, decreasing valuations) and thriving individual developments.



Hotel / Motel Market

Hotels in the University Avenue corridor have suffered due to lifecycle trend of hotel construction (aging over time unless heavily reinvested and redeveloped into a more modern facility). The extended stay motels in the areas were identified as needing redevelopment.



ZONING AND LAND USE ANALYSIS + RECOMMENDATIONS

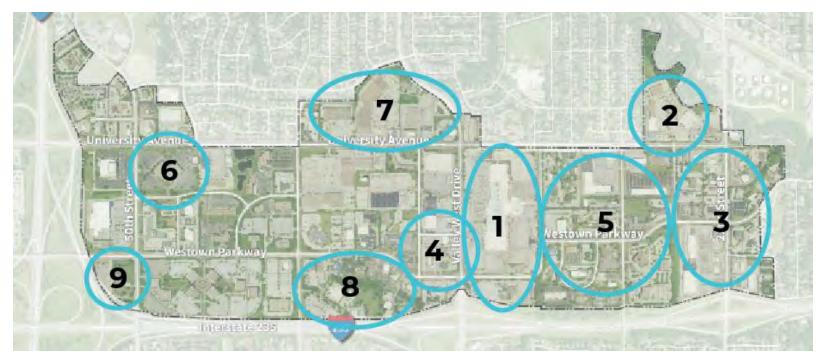
ZONING AND LAND USE ANALYSIS + RECOMMENDATIONS

- Existing Zoning Analysis for West Des Moines + Clive
- Land Use Analysis
 - Open Space
 - Sidewalks + Trails
 - Environmental Features
 - Assessed Values
- Recommendations
 - Redevelopment Locations
 - Flexibility in land uses
 - Enhancing character and brand
 - Public Open Space
 - Regional Stormwater Management
 - Multi-Family development potential
 - Hotel Conversions

ZONING AND LAND USE ANALYSIS + RECOMMENDATIONS

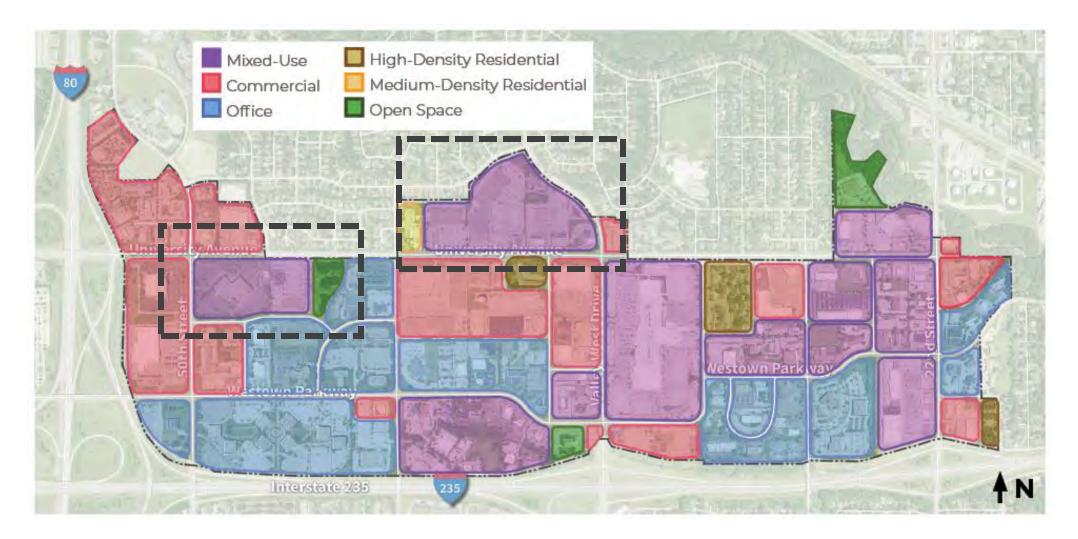
- Updated set of areas considered for redevelopment:
 - Valley West Mall (1)
 - University Park Shopping Center (2)
 - Westowne Center and existing retail/office along 22nd Street (3)
 - Existing retail/office development along Valley West Dr and Westown Parkway (4)
 - Vacant lot at NE corner of Westown Parkway and 28th Street (5)

- Palisade Building at SE Corner of 50th Street and University Ave (6)
- Westridge Shopping Center (7)
- Office development south of Westown Parkway and east of 42nd Street (8)
- Knapp Properties Building (9)



ZONING AND LAND USE ANALYSIS + RECOMMENDATIONS

- Add mixed-use future land use to Palisade Building & University Avenue Westridge Shopping Center
- Clive's **TC-3 Mixed-Use Development Area** more appropriate zoning to support redevelopment of University Park and Westridge Shopping Centers



- Existing Corridor Retail and Demographic Analysis
- Market Area Analysis
 - Commutership
 - Existing Residential Stock + Quality
 - Potential for Adaptive Reuse
 - Market demand for office, retail, and industrial
- Recommendations
 - Push for horizontal mixed-use redevelopment
 - Create mixed-use developments that are authentic with a sense of place and well-developed corners
 - Focus on the pedestrian environment
 - Require complete sidewalks for redevelopments
 - Consider structured parking for new mixed-uses
 - Potential projects and project types
 - Subsidize or incentivize development when certain criteria are met
 - Incentive or Assistance
 - Valley West Mall Site
 - University Park redevelopment evaluation

ADAPTIVE REUSE BEST MANAGEMENT PRACTICES

- Added language about adaptive reuse financing

Forgivable Loan or Grant Program to provide financial assistance for these building conversions including new construction on vacant or cleared office land.

Option 1: Per Dwelling Unit Grant

Offer a **one-dollar grant** for every four-dollars of private investment **(4:1 match)** up to a total of **\$25,000** for each **new dwelling unit** created as part of the conversion of an existing, vacant office building.

Option 2: Per Bedroom Grant

Offer a one-dollar grant for every four-dollars of private investment (4:1 match) up to a total of \$15,000 based on the total number of bedrooms in each new dwelling unit created as part of the conversion of an existing, vacant office building. Basing the grant amount on number of bedrooms may help to create more 2- and 3-bedroom units.

- Funding can be set annually and provided on a first-come basis and include criteria
- Funding sources may include the city's general fund, Tax Increment Financing (TIF) funds, CDBG funds (if for qualifying units), and a partnership such as the Polk County Housing Trust Fund.
- Income restrictions for the new housing units can be established

ADAPTIVE REUSE BEST MANAGEMENT PRACTICES

- Added language about adaptive reuse financing

Forgivable Loan or Grant Program to provide financial assistance for these building conversions including new construction on vacant or cleared office land.

Option 3: Existing Workforce Housing Program

The City of West Des Moines' existing Workforce Housing Program which can provide up to \$20,000 for each new residential dwelling unit that is restricted to residents that meet the low and moderate income (LMI) standard. This program is intended to support multifamily developments that include a mix of market rate and LMI units.

RECOMMENDATION: Incentives or Assistance

- Added language about incentive program options

Option 1: Office/Retail Enhancement Grant Provide a grant of one-dollar for every eight-dollars of private investment (8:1 match) up to a total of \$100,000 for existing office or retail buildings or sites making building and/or site improvements that will make the property more competitive to lease.

Option 2: Office/Retail New Tenant Grant Provide a grant of one-dollar for every eight-dollars of private investment (8:1 match) up to a total of \$25,000 to a new tenant moving into an existing office or retail space. The tenant should be new to the corridor and not currently located within the study area.

Option 3: TIF Rebate

Provide a **TIF rebate for up to 5 years and 100%** of the increased value of an existing office or retail site that is substantially redeveloped or improved. The incentive should be limited to projects making significant investment in an existing property, such as more than \$1-million, and generate a large enough increase in assessed valuation to warrant establishing the TIF rebate.

University Park Redevelopment Evaluation

High-level redevelopment analysis for the University Park Shopping Center

Based on vision of the current commercial property being purchased by a private developer, demolished, and then replaced by a mix of rental apartments and for-sale townhomes





University Park Redevelopment Evaluation

Potential Purchase Price

- Estimated based on land use program, recent land purchases made by multi-family developers in Clive / WDM, and recent townhome sales
- Land values per unit are raw land

Housing Type	Units	Land Value / Unit	Total Vaue	Net Dev. Area (Ac.)	Density
Apartments	160	\$15,700	\$2,512,000		
Townhomes	26	\$28,700	\$746,200		
Total	186		\$3,258,200	11.6	16.0

Redevelopment Calculation

Potential Purchase Price

(-)

Demolition and Preliminary Site Prep Cost

(-)

Current Property Value

=

Feasibility Surplus or Gap

Feasibility Surplus or Gap per Unit

University Park Redevelopment Evaluation

Potential Purchase Price: Apartment Comps

- Reviewed recently-built apartment projects near the subject site to identify price developers paid for raw land on three projects
- Most comparable example is Lillis Lofts (2.5 miles away with density of 25 units per acre)



Property Name	Address	City	Sale Price	Units	Price / Unit	Site Area (Acres)	Price / SF	Density (U/Ac)	Year Built
Lillis Lofts	6313 Douglas Ave	Urbandale	\$676,540	43	\$15,733	1.7	\$9.20	25	2021
Canary Lofts	2530 University Ave	Des Moines	\$1,450,000	135	\$10,741	1.0	\$33.29	135	2021
Strathmore Apartment Homes	1260 S Jordan Creek Pkwy	West Des Moines	\$4,000,000	522	\$7,663	39.9	\$2.30	13	2019
Subject Site (based on Lillis Lofts)					\$15,700				

University Park Redevelopment Evaluation

Demolition and Preliminary Site Prep Cost

- Estimated cost of building demolition (approx. \$6 / SF)
- Does not include other "preliminary site preparation costs" such as transforming site to shovel ready

Gross Building Area (GBA) 165,653

Demolition Cost / SF

\$6

Total Demolition Cost

\$995.000

Current Property Value

- Estimated based on tax assessor data
- However, commercial property values can vary widely based on factors such as rent / SF, vacancy / occupancy rates etc.

Address	Land Value	Building Value	Total Value
8801 University Ave	\$3,920,000	\$460,000	\$4,380,000
8801 University Ave Bldg	\$795,000	\$695,000	\$1,490,000
8747 University Ave	\$2,010,000	\$190,000	\$2,200,000
Total	\$6,725,000	\$1,345,000	\$8,070,000

University Park Redevelopment Evaluation

Redevelopment Analysis - Option A

Potential Purchase Price

- Option A results in a significant feasibility gap

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Preliminary Program

\$3,358,200

-

Demolition and Preliminary Site Prep Cost \$995,000

-

Current Property Value \$8,070,000

Feasibility Surplus or Gap -\$5,806,800

Feasibility Surplus or Gap per Unit -\$31,219

Option A Preliminary Program

Housing Type	Units	Land Value / Unit	Total Vaue	Net Dev. Area (Ac.)	Density
Apartments	160	\$15,700	\$2,512,000		
Townhomes	26	\$28,700	\$746,200		
Total	186		\$3,258,200	11.6	16.0

University Park Redevelopment Evaluation

Redevelopment Analysis - Option B

Potential Purchase Price

- Option B, which assumes significantly more housing, appears achievable but further analysis needed to determine if demand exits for additional units

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LCG Program

\$6,432,000

-

Demolition and Preliminary Site Prep Cost \$995,000

-

Current Property Value \$6,456,000

Feasibility Surplus or Gap -\$1,019,000

Feasibility Surplus or Gap per Unit -\$5,478

Option B LCG Program

Option B LCC	, , , , ,	4111			
Housing Type	Units	Land Value / Unit	Total Vaue	Net Dev. Area (Ac.)	Density
Apartments	300	\$15,700	\$4,710,000		
Townhomes	60	\$28,700	\$1,722,000		
Total	360		\$6,432,000	13.6	26

University Park Redevelopment Evaluation

Redevelopment Analysis

- Option B generates significantly more property value with less funding gap
- Funding gap could be closed by
 - Adding more residential units (with surface parking)
 - Continued decreases in commercial rents at existing center
 - More targeted development program that leaves valuable commercial properties in place
 - Increases in residential rents and sales prices (increase residential land value)
 - Grant Program or Assistance*
 - City purchase of undevelopable land (floodplain) for park or trailhead

	Option A	Option B
Potential Purchase Price	\$3,358,200	\$6,432,000
-		
Demolition and Preliminary Site Prep Cost	\$995,000	\$995,000
-		
Current Property Value	\$8,070,000	\$6,456,000
=		
Feasibility Surplus or Gap	-\$5,806,800	-\$1,019,000
Feasibility Surplus or Gap per Unit	-\$31,219	-\$5,478

University Park Redevelopment Evaluation

Action Steps and Phasing

Step 1

- Meet individually with each of the landowners and their agents to determine interest in either selling or partnering in a redevelopment plan.

Step 2

- Based on that interest, create conceptual first and second phase plan that excludes any properties not interested in participating. This plan should also consider the ultimate and best layout for future phases and an ultimate redevelopment of the center.
- Preliminary agreements on land sale prices and development incentives will be needed in this step. First phase may include the purchase and demolition of the northern buildings that are most affected by the flood plain and development of park space, a stormwater detention area, and/or a trailhead.

University Park Redevelopment Evaluation

Action Steps and Phasing

Step 3

- Seek a developer in which to partner with the City and landowners to build the second phase ideally consisting of a 150 to 300 unit apartment complex.
- Depending on timing and interest in developing an apartment complex, the construction of the first phase and second phase improvements may occur simultaneously.

Step 4

- Continue to work with the landowners to design and market the remaining property for development of a third phase which may consist of additional apartments or a 30 to 60 unit townhome development.

University Park Redevelopment Evaluation

Action Steps and Phasing



University Park Redevelopment Evaluation

Interim Redevelopment Steps

- ✓ Meet with owners to better understand lease lengths.
- ✓ Seek-out potential partners for a public-private partnership.
- ✓ To spur ideas and motivations, host and facilitate conversations between landowners and developers.
- ✓ Restrict or limit approvals of new site plan or plat applications until such time a full redevelopment plan has been created.

TRANSPORTATION AND WALKABILITY ANALYSIS & RECOMMENDATIONS

TRANSPORTATION AND WALKABILITY ANALYSIS

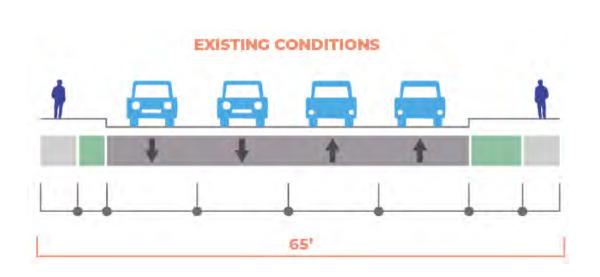
- Transportation + Walkability Overview
- Existing vehicular network
- Bicycle infrastructure
- Pedestrians + walkability
- Transit services
- Recommendations
 - Implement road diets where excess capacity exists
 - Establish a long-term plan for a more connected, balanced street network
 - Identify a system of street typologies to reinforce desired mobility goals
 - Provide dedicated bicycle infrastructure through the University Avenue corridor
 - Draw bicyclists into the Corridor with targeted amenities and land uses
 - Enhance pedestrian comfort and convenience with improved infrastructure and pavement markings
 - Improve pedestrian experience at signalized intersections through improved equipment and signal retiming
 - Design properties for improved non-auto connectivity
 - Improve transit access and the rider experience
 - Coordinate with DART about a potential future mobility hub

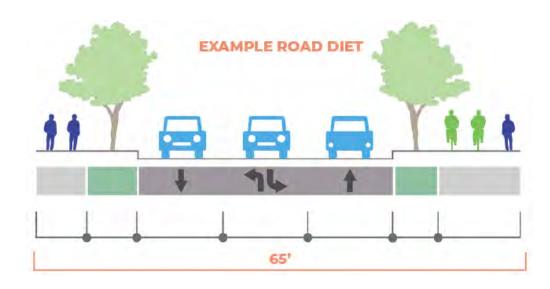
TRANSPORTATION AND WALKABILITY ANALYSIS

RECOMMENDATION: Implement Road Diets Where Excess Capacity Exists

- Added language about road diet analysis and design

"In order to further evaluate these Road Diets, it is recommended that the City of West Des Moines move to engage a consultant for a **more robust corridor analysis and preliminary engineering design**. In the meantime, the City could consider a pilot implementation along a portion of Westown Parkway or 31st Street to demonstrate the amenities that could be offered by reducing the amount of vehicular space...





TRANSPORTATION AND WALKABILITY ANALYSIS

RECOMMENDATION: Coordinate with DART about a Potential Future Mobility Hub

"...The Cities should coordinate with DART to advocate for a mobility hub with components that would best serve the area's emerging mobility trends and align with the transportation goals of the area, with consideration for serving area residents, employees, and visitors alike....

...Municipal officials would also serve as an important liaison between DART and private property owners to facilitate any property acquisition or agreements necessary to implement the desired mobility hub...."



Source: SANDAG (2020) San Diego FORWARD - Mobility Hubs

INFRASTRUCTURE ANALYSIS AND RECOMMENDATIONS

INFRASTRUCTURE ANALYSIS + RECOMMENDATIONS

- Infrastructure Overview
 - Stormwater overview
 - Sanitary sewer analysis
 - Broadband internet
- Recommendations
 - Implement a stormwater fee district for the Blue Creek drainage basin
 - Clive drainage basin improvements
 - Blue Creek drainage basin improvements
 - Sanitary sewer network modeling
 - Plant the speed

INFRASTRUCTURE ANALYSIS + RECOMMENDATIONS

RECOMMENDATION: Clive Drainage Basin Improvements

- Two options for Clive drainage basin improvements

Option 1: Complete improvements identified in Westown PCP Study

- Identify funding source/mechanism for estimated \$12 million in improvements
- Schedule projects based on priority identified in the study
- Design, acquire property rights, and construct improvements

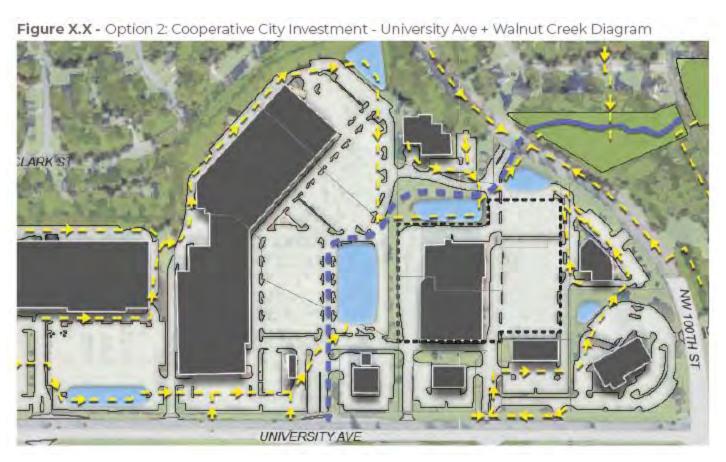
INFRASTRUCTURE ANALYSIS + RECOMMENDATIONS

RECOMMENDATION: Clive Drainage Basin Improvements

- Two options for Clive drainage basin improvements

Option 2: Cooperative City investment in drainage system between University Avenue and Walnut Creek

- Jointly identify improvements to repair and prevent degradation of the downstream channels and outlets.
- Cooperatively fund identified improvements
- Adjust peak flow restrictions from Joint Policy Agreement
- Reduce overall flows as redevelopment occurs



INFRASTRUCTURE ANALYSIS + RECOMMENDATIONS

RECOMMENDATION: Blue Creek Drainage Basin Improvements

Implement a fee district for the Blue Creek
Drainage Basin to recoup cost of public
investments in regional detention. Approx.
Fee: \$21,000/acre

Determine what level of on-site detention is needed, following construction of the regional detention, to bring the drainage basin into compliance with today's standards. Require redevelopment to detain at the new levels.

Investigate purchase of private property along Blue Creek to provide additional regional detention. Providing overall volume reduction as well as provide green amenities and pedestrian connections to the study area.





SITE DEVELOPMENT OPPORTUNITIES AND ANALYSIS

SITE 1: NW Corner of Valley West Dr & Westown Pkwy

- Currently mix of parking lot and four buildings
- One of the first things seen in corridor
- Under-utilized major corner / gateway





Figure X.X - View of block from Valley West Drive & Westown Pkwy



Figure X.X - View of Valley West Inn from Westown Pkwy



Figure X.X - View of Men's Warehouse from Valley West Dr

SITE 1: NW Corner of Valley West Dr & Westown Pkwy



SITE 1: NW Corner of Valley West Dr & Westown Pkwy



















SITE 2: SW Corner of Valley West Dr & Westown Pkwy

- North of on-ramp to I-235, prominent location
- Minimal interstate visibility not ideal for retail
- Plentiful tree cover nearby





Figure X.X - View of block from Interstate 235



Figure X.X - View of Westowne Residences from Westown Pkwy



Figure X.X - View of Valley West Corner Store from Valley West Drive

SITE 2: SW Corner of Valley West Dr & Westown Pkwy



SITE 2: SW Corner of Valley West Dr & Westown Pkwy



SITE 3: University Park Shopping Center

- Struggling shopping center on important corridor corner of University Avenue & 86th Street
- Large amount of floodplain and tree cover (north side)
- Poor layout (parking lot near street, low visibility of retail)
- Close to Clive Greenbelt Trail / Walnut Creek





Figure X.X - Flood Depth Map, 100 Year Flood - University Park Shopping Center



Source: Iowa Flood Center / IDNR



































REDEVELOPMENT PLAN EQUITY ANALYSIS AND EQUITY COMPONENTS

EQUITY ANALYSIS & EQUITY COMPONENTS

- Equity analysis and equity components overview
 - Jobs and housing
 - Resilient commercial areas
 - Transit
 - Sidewalks and trails
- Recommendations
 - Consider area median income of the retail sector
 - Adopt building design standards to reduce the stigma associated with affordable units
 - Develop units that match the average household size of minority and low-income residents
 - Diversify housing typologies
 - Maintain a strong, working relationship with the Polk County Housing Trust Fund
 - Promote and advertise vacancies to local businesses and entrepreneurs
 - Establish a bus stop hierarchy
 - Propose a north/south transit loop
 - Increase visibility and a safety of pedestrians and bicyclists
 - Increase the inner network of connections for pedestrians
 - Improve pedestrian and bicyclist infrastructure



EQUITY ANALYSIS & EQUITY COMPONENTS

Jobs + Housing

 Equitable housing provides sufficient amounts of quality, affordable housing

Resilient Commercial Area

- Supporting local businesses and entrepreneurs
- Encouraging minority-owned businesses

Transit

Access and connectivity → equitable transit system

Pedestrians + Bicyclists

Connectivity, safety and accessibility





- Recommendations are divided between West Des Moines and Clive
 - Further broken down into 3 categories
 - Zoning + Development
 - Infrastructure
 - Branding

CITY OF WEST DES MOINES

IMPLEMENTATION PRIORITIES

CITY OF CLIVE

IMPLEMENTATION PRIORITIES

ZONING + DEVELOPMENT

INFRASTRUCTURE

BRANDING

CITY OF WEST DES MOINES

IMPLEMENTATION PRIORITIES

ZONING + DEVELOPMENT



- Create a new Multi-Use zoning district that allows both vertical and horizontal mixed-use development and update the zoning regulations to restrict the conversion of existing hotels into apartments or extended stay hotels.
- 2. Adopt an updated Future Land Use Map for the corridor and pursue property owner requests to be rezoned consistent with this corridor plan, as part of a city-initiated consistency rezoning.
- 3. Adopt an incentives policy for the corridor.

CITY OF WEST DES MOINES

IMPLEMENTATION PRIORITIES

INFRASTRUCTURE



- 4. Complete the Walnut Creek basin stormwater improvements as identified within the Westown PCP Study and evaluate alternative improvements that could be made within the City of Clive that can also address the stormwater targets identified in the Joint Policy Agreement between the Cities of Clive and West Des Moines. Program these improvements into the Capital Improvement Plan (CIP).
- 5. Work towards acquiring land identified for regional stormwater management facilities and developing a stormwater fee district for regional detention improvements.
- 6. Continue to make sidewalk and crosswalk improvements throughout the corridor.
- 7. Create a bus stop hierarchy and improvement plan for existing and future bus stops within the corridor.
- 8. Work with DART to improve transit services and identify and secure a location for a mobility hub within the corridor.
- 9. Evaluate and consider creating a road diet plan for Westown Parkway.

CITY OF WEST DES MOINES

IMPLEMENTATION PRIORITIES

BRANDING



- 10. Partner with the City of Clive to create a branding and marketing plan for the corridor.
- Share costs on district signage, streetscaping, and trail improvements with the City of Clive and establish a priority schedule for deployment.



CITY OF CLIVE

IMPLEMENTATION PRIORITIES

ZONING + DEVELOPMENT



- Limit the conversion of hotels into apartments or extended stay hotels throughout the corridor.
- 2. Adopt an incentives package for the University Park Shopping Center redevelopment.
- **3.** Follow interim redevelopment steps for the University Park Shopping Center Redevelopment Phasing Plan discussed on page 129.

CITY OF CLIVE

IMPLEMENTATION PRIORITIES

INFRASTRUCTURE



- 4. Follow recommended improvements from the walkability audit and continue to make sidewalk and crosswalk improvements throughout the corridor.
- Coordinate in partnership with DART and the City of West Des Moines to identify bus route and stop improvements within the corridor. Give primary focus to existing high-use stops and expanded as needed.

CITY OF CLIVE

IMPLEMENTATION PRIORITIES

BRANDING



- 6. Partner with the City of West Des Moines to create a branding and marketing plan for the corridor.
- 7. Share costs on district signage, streetscaping, and trail improvements with the City of West Des Moines and establish a priority schedule for deployment.





NEXT STEPS

- Planning Commission Public Meetings
 - WDM: November 14th
 - Clive: January 5th
- City Council Public Meetings
 - WDM: December 5th
 - Clive: January 12th