City Council Communication

Department: Community Development CASES #ZC-22-005 and #MIS-22-003 Applicant: Heartland Family Services 1515 Avenue J Council Bluffs, IA 51501 Property Owners: Legacy Family Campus Inc. 815 N. 16th Street Council Bluffs, IA 51501 Heartland Family Services 2101 S. 42nd Street Omaha, NE 68105 Boys-Girls Club of the Midlands 2610 Hamilton Street Omaha, NE 68131 The Salvation Army 28 N. 7th Street Council Bluffs, IA 51503 Charles E. Lakin Foundation inc. 705 N. 16th Street Council Bluffs, IA 51501 Micah House Corporation 1415 Avenue J Council Bluffs, IA 51501 Architect: Slate Architecture 3624 Farnam Street Omaha, NE 68131 Engineer: Olsson 2111 S. 67th Street, Suite 200 Omaha, NE 68106	Resolution No. _____ Ordinance No. _____	<u>City Council</u> CASE #ZC-22-005 1st Consideration: 5/23/2022 2nd Consideration: 6/13/2022 3rd Consideration: 6/27/2022 CASE #MIS-22-003: 6/27/2022 Planning Commission: 5/10/2022

Subject/Title

Request: Combined public hearing on the request of Heartland Family Services, represented by Clarrissa Newman, for the following requests:

1. To rezone property legally described as Lots 1-7, Legacy Family Campus Subdivision Phase 1, and Lots 1 and 2, Legacy Family Campus Subdivision Phase 2, City of Council Bluffs, Pottawattamie County, Iowa, from P-C/Planned Commercial District and R-3/Low Density Multifamily Residential District to A-P/Administrative-Professional District.
2. To adopt a site-specific development plan for the Charles E. Lakin Human Services Campus on the property legally described above.

Location: Southwest corner of 14th Street and Avenue J.

Background

The Community Development Department has received applications from Heartland Family Services, represented by Clarrissa Newman, to rezone property legally described at Lots 1-7, Legacy Family Campus Subdivision Phase 1, and Lots 1-2, Legacy Family Campus Subdivision Phase 2, City of Council Bluffs, Pottawattamie County, Iowa, from P-C/Planned Commercial District and R-3/Low Density Multifamily Residential District to A-P/Administrative-Professional District, and to adopt a site-specific development plan for the Charles E. Lakin Human Services Campus (herein referred to as the Lakin Campus) on the property legally described above.

The Lakin Campus contains approximately 13.48 acres of land bounded by North 14th Street, Ruth Nelson Road, North 15th Street, Avenue G, North 16th Street, and Avenue J. The campus currently contains the Charles E. Lakin Foundation and four other human services organizations. The Lakin Campus has plans to expand to include a new building with a food pantry and at least two new nonprofit agencies that will complement the services of the existing agencies on campus. Another new building will be used by Micah House as a childcare center. A third new building will house Heartland Family Services, allowing the organization to consolidate its current Council Bluffs-area programs into one facility. All facilities on the Lakin Campus utilize shared parking lots as well as green space and pedestrian pathways.

All City departments and local utilities were notified of the proposed rezoning and site-specific development plan. The following comments were received:

- The Fire Department stated the access road behind the Salvation Army building that proceeds around the roundabout and into the Micah House parking lot was constructed as a fire lane. The Fire Department has historically wanted this fire lane to remain unobstructed for fire truck access. However, the Fire Department stated the applicant's plan appears to provide sufficient access to the rear of the building for firefighting efforts and will allow the applicant to do away with the fire lane behind the Boys and Girls Club and still be code compliant. The fire hydrant behind the Boys and Girls Club building will need to remain. This fire hydrant must also be flow tested to ensure its functionality, and any required repairs shall be made.
- The Parks and Recreation Department stated that sugar maple trees shall not be planted along sidewalks, as the size and root system of this tree species may cause heaving and breaking of pavement over time. The Parks and Recreation Department also stated that honey locusts are very common throughout the city. In order to promote a diverse urban tree canopy, it is recommended that the applicant consider planting a different tree species other than honey locust. Suitable alternatives could include dogwood, Japanese pagoda, black gum, lilac, or golden rain trees.
- MidAmerican Energy stated they have no conflict with either case. The property owner should contact MidAmerican Energy directly to identify any costs associated with relocation or extension of electric facilities that may be necessary to accommodate the future development of the campus.

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The Lakin Campus consists of nine parcels of land that form one cohesive human services campus with shared parking, green space, and pedestrian paths between buildings. Several nonprofit human service agencies are housed on the campus, each of which offers services that provide a high level of value to the Council Bluffs community.

Part of the Lakin Campus is currently zoned P-C/Planned Commercial District and another part is zoned R-3/Low Density Multifamily Residential District (see Attachment 'A' for a zoning/location map). The applicant has proposed to rezone the entirety of the campus for zoning consistency purposes. The applicant has requested a zoning designation of A-P/Administrative-Professional District, as the intent and allowed uses of this district more accurately fits the uses within the Lakin Campus than those of the current zoning designations. Additionally, a conditional use permit was issued for the property at 1415 Avenue J in 2018 to allow All Care to operate a medical and dental clinic within the Micah House (a 'business, professional office less than 2,000 square feet'). This type of use would be allowed by-right in the A-P District.

Rezoning the property to A-P/Administrative-Professional District will also allow the applicant to adopt a site-specific development plan for the Lakin Campus as per Section 15.13.050, Site Development Standards, of the Municipal Code (Zoning Ordinance). The applicant has submitted signed statements from representatives of all human service agencies currently on campus indicating their support for the proposed rezoning and development plan (attachment 'B').

Land Use and Zoning – The following zoning and land uses surround the subject properties:

North: A bail bonds business, a residence, and two vacant lots, which are zoned C-2/Commercial District, and five residences, which are zoned R-3/Low Density Multifamily Residential District.

South: A food market and dentist office, which are zoned C-2/Commercial District, and a series of vacant City-owned lots that make up part of the Avenue G viaduct corridor, zoned R-3/Low Density Multifamily Residential District.

East: Several residences zoned R-3/Low Density Multifamily Residential District.

West: A convenience store, a party equipment rental/residential window repair service, the Gale Wickersham Athletic Complex, and a residence, all zoned C-2/Commercial District, and several more residences zoned R-1/Single-Family Residential District.

The future land use plan of the Bluffs Tomorrow: 2030 Comprehensive Plan designates the subject properties as Public/Semi-Public.

Public notices were mailed to all property owners within 200 feet of the request. The following comments were received:

1. Vickie Ludwick (1324 Avenue H, Council Bluffs, Iowa 51501) contacted the Community Development Department with general questions about the rezoning. Ms. Ludwick also stated concerns related to property values, crime, and litter. Ms. Ludwick expressed a preference for a fence to be built around the campus and for security patrols to be provided on the campus at night.
2. Michael Carey (1322 Avenue H, Council Bluffs, Iowa 51501) contacted the Community Development Department with general questions regarding the Lakin Campus rezoning.
3. David Andersen (1428 Avenue J, Council Bluffs, Iowa 51501) contacted the Community Development Department with general questions regarding the Lakin Campus rezoning.

Discussion

1. The Community Development Department finds that the A-P/Administrative-Professional District is a more appropriate zoning classification for public/semi-public land uses that occupy large areas than either the R-3 or P-C Districts. If approved, the proposed rezoning will provide one consistent zoning classification for the entire campus.

2. The subject properties exceed the minimum lot size requirements of the A-P/Administrative-Professional District.
3. Per Section 15.13.050, Site Development Regulations, if the proposed rezoning is approved, the applicant will be allowed to adopt a site-specific development plan for the Lakin Campus, as the campus contains 13.48 acres of land (more/less). The proposed new buildings and any future alterations on the subject property shall meet the site development, off-street parking, landscaping, architecture and signage standards established in the site-specific development plan for the Lakin Campus (see Case #MIS-22-003 below).
4. The Bluffs Tomorrow: 2030 Comprehensive Plan designates the subject properties as Public/Semi-Pubic under the Section of Public Land Uses. The Public/Semi-Public designation is intended for institutional uses that occupy larger areas and which support activities for the benefit of the general public. Such uses include schools, places of worship, libraries, government offices, social service providers, etc. (the Lakin Campus contains social service providers). The A-P District is generally consistent with the intent of the Public/Semi-Public land use designation.
5. Adequate utilities (e.g., water, sanitary sewer, storm sewer, electric, etc.) are available for the subject property to accommodate the uses permitted in the A-P District.

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As per Section 15.13.050 of the Council Bluffs Municipal Code (Zoning Ordinance), "any property, or combination of contiguous properties owned by the same person or entity, that are zoned A-P District and contain a minimum of one and one-half acres of total land area, shall be allowed to adopt a site specific development plan in accordance with the procedures stated in Section 15.28.060 of this Title." The subject properties meet these criteria and are eligible to adopt a site-specific development plan. The applicant has submitted a request for development plan approval. Attachment 'C' contains the applicant's letter of intent.

The site development, off-street parking, architectural, landscaping and signage standards outlined in this development plan shall be applicable to all future construction at this site.

1. Site Development

a. Site development standards for existing buildings shall match those established in the original development plan for the Lakin Campus (planning case #PC-07-004). New structures on the Lakin Campus, expansions of existing structures, and renovations valued at greater than 50% of the building's assessed value shall be subject to the standards in this development plan.
b. Any construction valued at greater than 50% of the assessed value of the properties comprising the Lakin Campus shall require the entire campus to be brought into compliance with this development plan.
c. All structures on the Lakin Campus shall be setback a minimum of ten (10) feet from the outer boundary of the Lakin Campus. All proposed buildings shown on the preliminary plan conform to this standard (see attachment 'D').
d. The maximum building height for principal structures on the Lakin Campus shall be fifty (50) feet.
e. The maximum building height for accessory structures shall not exceed eighteen (18) feet.
f. Maximum combined lot coverage for all structures shall not exceed 50% of the total campus area.
g. All trash receptacles visible from a public right-of-way shall be enclosed on three sides with a masonry, wood, or vinyl fence and shall be have a lockable gate that, when closed, completely eliminates view of the dumpster.
h. Outdoor storage shall not be permitted on the premises. This includes the temporary and/or permanent placement of inter-modal storage containers.
i. All utilities shall be installed underground. Any cost to remove, relocate, modify, and/or extend utilities to this site shall be at the sole cost of the developer and not the City.
j. All outdoor light poles at this site shall not exceed 25 feet in height measured from the existing grade. All exterior lighting shall conform to Section 15.24.050, Lighting Controls, of the Council Bluffs Municipal Code (Zoning Ordinance).

k. Each building on the Lakin Campus shall provide paved sidewalks a minimum of five (5) feet wide that connect building entrances to the campus walkway system.
l. Each building on the Lakin Campus shall have a clear and direct pedestrian pathway offering an accessible connection from all main building entrances to the public sidewalk. Such pedestrian pathways shall be clearly marked with pavement marking, landscaping, change in surface material, curb separation, and/or grade separation.

2. Off-Street Parking

a. Standards for existing parking areas shall match those established in the original development plan for the Lakin Campus (planning case #PC-07-004). As part of the development plan approved in 2007, the individual agencies on the Lakin Campus identified a total need for 193 vehicle parking stalls. The project's architect determined that the Zoning Ordinance would have typically required 500 stalls to accommodate all of the proposed uses on campus. In 2007, development plan review determined that "due to the nature of the operations on the campus with little overlap between high volume demand and the shared parking opportunities, adequate parking can be met with the 300 spaces shown on the site plan." The 2007 plan thus included a requirement for 107 additional parking stalls beyond the need identified by the social service providers on campus.

   The preliminary site plan (attachment 'D') shows the provision of 153 new parking spaces. This number shall be the required minimum number of parking stalls for the three proposed buildings. The minimum number of parking stalls provided for the three proposed buildings may be reduced upon submittal of a parking study to the Community Development Director or his/her designee justifying a lower need for off-street parking.
b. All off-street parking areas shall comply with the design standards in Chapter 15.23, Off-Street Parking, Loading and Unloading, of the Council Bluffs Municipal Code (Zoning Ordinance) unless otherwise specified in the development plan.
c. Accessible parking spaces shall be provided in quantity and design consistent with Iowa State Code.
d. Designated bicycle parking areas shall be located within 50 feet of, and clearly visible from, the main entrance of each building. Bicycle parking areas shall contain secure bicycle racks similar in style to existing bicycle racks on the Lakin Campus. Bicycle racks shall be secured to the pavement in a location that does not conflict with pedestrian or vehicular circulation routes. Bicycle parking may alternatively be provided in a publicly accessible indoor location within a convenient distance of the main building entrance. Bicycle parking shall be provided at a rate of one (1) bicycle parking space per 3,000 square feet of gross floor area. Bicycle parking for new buildings shall be provided upon construction. Bicycle parking for existing buildings shall be brought into conformance with these standards upon building expansion or renovation valued at greater than 50% of the building's assessed value.
e. A parking lot permit must be submitted with the building permit submittal and shall include information about the number, location, and dimension of all drive aisles and spaces, pedestrian ways, islands, landscaped areas, loading areas and lighting.
f. All grading and drainage activity for this development shall be completed in accordance with the approved final plans.

3. Architecture

a. Architectural standards for existing buildings shall match those established in the original development plan for the Lakin Campus (see planning case #PC-07-004).
b. Submitted architectural renderings (attachments 'E' and 'F') show the building façade walls of new buildings on the Lakin Campus will be constructed out of the following building materials:
   1. HPC Laminate
   2. Modular Brick
   3. Glazing
   4. Metal Panel

5. Fiber Cement Panel

The Community Development Department finds the arrangement of building materials for the proposed buildings as listed above and shown in attachments 'E' and 'F' to be acceptable for the development of the Lakin Campus and recommends adopting the building renderings as submitted.

c. All future buildings, building additions, and exterior renovations constructed at this site shall be designed to be compatible with the architectural materials approved as part of this development plan. Building façade walls shall be constructed primarily of a combination of the materials listed above, as shown in attachments 'E' and 'F.' Other high quality, durable materials not listed above may be used as complementary materials that enhance the primary building material, as reviewed by the Community Development Director or his/her designee. Deviations in building material used that result in a departure from the overall approved design shall require amendment of the development plan.
d. All rooftop mechanical equipment shall be screened from public view with architectural features.
e. All ground mounted mechanical equipment shall be screened with fencing or landscaping from public view.

4. Landscaping

a. Landscaping standards for previously developed parcels shall match those established in the original development plan for the Lakin Campus (planning case #PC-07-004).
b. The applicant has submitted a preliminary landscaping plan (attachment 'G') for the undeveloped parcels within the Lakin Campus. This plan shall become the standard for new development. Any future renovation of existing landscaping on the Lakin Campus shall be consistent with the species, placement, and overall design of landscaping approved as part of this development plan.
c. Landscaping shall not impede the vision of any automobile traffic entering/exiting or circulating on the subject property.
d. The applicant proposes landscaping on 12.8% of the new parking lot area, which meets the minimum 10% landscaping standard in Chapter 15.23 of the Municipal Code (Zoning Ordinance). Such landscaping includes a 5-foot landscaped buffer between the parking lot edge and the Lakin Campus boundary, as required by city code. All parking lot landscape islands shall be planted with at least one tree and covered with grass, shrubs, perennials, and/or mulch as shown in the preliminary landscape plans.
e. Not more than 10% of the landscaped area on the Lakin Campus shall be of inorganic material such as brick, stone, aggregate, river rock, metal or artificial turf. Organic mulch may be used to cover the ground between plants.
f. Sugar maple trees shall not be planted along sidewalks.
g. All disturbed areas without a specific landscape design shall be seeded with sod, turf, and/or prairie grass to match the existing grass on the previously developed areas of the Lakin Campus.
h. All landscaping shall be appropriately maintained and dead plant material replaced at a time appropriate to planting seasons but in all cases shall be replaced within one year.

5. Signage

a. As per Section 15.33.160(D)(4) of the Council Bluffs Municipal Code (Zoning Ordinance), "*any property, or combinations of contiguous properties owned by the same person or entity, that are zoned A-P District and contain a minimum of one and one-half acres of total land area, shall be allowed to adopt a site specific sign plan that is subject to review by the City Planning Commission and approval by City Council*." The subject properties meet these criteria and are eligible to adopt a site-specific signage plan.
b. *Existing Signage*
    i. There is 609.625 square feet of existing signage on the Lakin Campus (Attachment 'H'), including:
        - One (1) 11.65 square foot ground monument sign at the corner of N 16th Street and Avenue J;

- Two (2) 6.65 square foot ground monument signs at the corner of N 15th Street and Avenue J;
- Two (2) 6.65 square foot ground monument signs at the corner of N 14th Street and Avenue I;
- Two (2) 6.65 square foot ground monument signs at the corner of N 15th Street and Ruth Nelson Rd;
- One (1) 11.65 square foot ground monument sign at the corner of N 16th Street and Avenue G;
- Two (2) 6.65 square foot ground monument signs at parking lot entryways along N 16th Street (one per entrance);
- One (1) 22.66 square foot building-mounted sign on the Micah House;
- One (1) 28.125 square foot building-mounted sign on the Micah House;
- One (1) 12 square foot building-mounted sign on the Heartland Family Service building;
- One (1) 22.5 square foot building-mounted sign on the Heartland Family Service building;
- One (1) 41.09 square foot building-mounted sign on the Lakin Foundation building;
- One (1) 110.25 square foot building-mounted sign on the Salvation Army building;
- One (1) 45.5 square foot building-mounted sign on the Salvation Army building;
- One (1) 125 square foot building-mounted sign on the human services campus building;
- One (1) 90 square foot building-mounted sign on the Boys and Girls Clubs of Council Bluffs building; and
- One (1) 36 square foot building-mounted sign on the Boys and Girls Clubs of Council Bluffs building.

c. *Proposed Signage*
   i. The submitted signage plan identifies seven (7) additional signs on the Lakin Campus. The proposed signage is included in Attachment 'H' and described below:
      - One (1) 99.75 square foot ground monument with 11.65 square feet of signage at the corner of N 14th Street and Ruth Nelson Rd;
      - One (1) 225 square foot building-mounted sign on the future Heartland Family Service building;
      - One (1) 36 square foot building-mounted sign on the future Heartland Family Service building;
      - Two (2) 24 square foot building-mounted signs on the future Lakin building;
      - One (1) 245 square foot building-mounted sign on the future Lakin building; and
      - One (1) 32 square foot ground monument sign at the future Micah building.
   ii. Total new signage: 597.65 square feet
   iii. Total existing plus proposed signage: 1,207.275 square feet.

d. The maximum total permitted sign area for the Lakin Campus shall be 1,250 square feet. The Community Development Department finds the requested amount of signage to be appropriate for the Lakin Campus, based on the campus's size and its location in the city.
e. Attached building signage shall not exceed one and one-half square feet per lineal foot of the building to which it is attached.
f. A maximum of 40 square feet of new directional signage shall be permitted on the Lakin Campus. Such directional signage shall not exceed three square feet per face and three feet in height.
g. No signage shall extend beyond the edge or peak of a building.
h. The applicant shall submit a request to amend the development plan if additional signage allowances are desired.

Recommendations

The Community Development Department recommends the following:

1. Approval of the request of Heartland Family Services, represented by Clarrissa Newman, to rezone property legally described as Lots 1-7, Legacy Family Campus Subdivision Phase 1, and Lots 1 and 2, Legacy Family Campus Subdivision Phase 2, City of Council Bluffs, Pottawattamie County, Iowa, from P-C/Planned Commercial District and R-3/Low Density Multifamily Residential District to A-P/Administrative-Professional District; and

2. Approval of the request of Heartland Family Services, represented by Clarrissa Newman, to adopt a site-specific development plan for the Charles E. Lakin Human Services Campus on property legally described above, subject to the comments above and the following condition:
   a. Any modifications to the approved development plan which substantially alters the design, layout, configuration, and/or appearance of the project shall be reviewed the City Planning Commission and approved by City Council prior to such changes being made.

Public Hearing

Staff speakers for the request:

1. Brandon Siracuse, Planner, City of Council Bluffs, 209 Pearl Street, Council Bluffs, IA 51503
2. Christopher Gibbons, Planning and Code Compliance Manager, City of Council Bluffs, 209 Pearl Street, Council Bluffs, IA 51503

Speakers in favor:

1. Eric Williams, 2111 S. 67th Street, Omaha, NE 68106

Speakers against:

1. Boyd Meisel, 1325 Avenue I, Council Bluffs, IA 51501

Planning Commission Recommendations

The City Planning Commission recommended the following:

1. Approval of the request of Heartland Family Services, represented by Clarrissa Newman, to rezone property legally described as Lots 1-7, Legacy Family Campus Subdivision Phase 1, and Lots 1 and 2, Legacy Family Campus Subdivision Phase 2, City of Council Bluffs, Pottawattamie County, Iowa, from P-C/Planned Commercial District and R-3/Low Density Multifamily Residential District to A-P/Administrative-Professional District; and

2. Approval of the request of Heartland Family Services, represented by Clarrissa Newman, to adopt a site-specific development plan for the Charles E. Lakin Human Services Campus on property legally described above, subject to the comments above and the following condition:
   a. Any modifications to the approved development plan which substantially alters the design, layout, configuration, and/or appearance of the project shall be reviewed the City Planning Commission and approved by City Council prior to such changes being made.

VOTE: AYE – Bass, Danielsen, Halm, Hutcheson, Rater, Rew, Scott, Stroebele, and Van Houten. NAY - None ABSTAIN - Opperman ABSENT – None. VACANT – One. Motion: Carried.

Attachments

Attachment A: Location/Zoning Map
Attachment B: Letters of Support

Attachment C: Letter of Intent
Attachment D: Lakin Campus Development Plans
Attachment E: Lakin Campus Architectural Details (1)
Attachment F: Lakin Campus Architectural Details (2)
Attachment G: Lakin Campus Landscaping Plan
Attachment H: Lakin Campus Signage Package

Prepared by: Brandon Siracuse, Planner, Community Development Department