City Council Communication

Department: Community Development CASE #MIS-22-003(M) Applicant/Property Owner: Lakin Family Campus 1515 Avenue J Council Bluffs, IA 51501	Resolution No. _____ Ordinance No. _____	City Council: 5/22/2023 Planning Commission: 5/9/2023

Subject/Title

Request: Public hearing on the request of the Lakin Family Campus, represented by Clarrissa Newman, to amend the site-specific development plan for Lots 1-7, Legacy Family Campus Subdivision Phase 1, Lot 2, Legacy Family Campus Subdivision Phase 2, and Lots 1-3 and Outlot 'A,' City of Council Bluffs, Pottawattamie County, Iowa, relative to architectural standards and bicycle parking.

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

Background/Discussion

The Community Development Department has received an application from the Lakin Family Campus, represented by Clarrissa Newman, to amend the site-specific development plan for the property legally described above (herein referred to as the Lakin Campus), relative to architectural standards. A zoning/location map is included as Attachment 'A.'

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 with three new buildings: an early education center, a food pantry/administrative building, and an office building for Heartland Family Services.

The City Council adopted a site-specific development plan for the Lakin Campus via Resolution No. 22-176 on June 27, 2022. The development plan established campus-wide standards for site development, off-street parking, architecture, landscaping, and signage. As part of this development plan, the applicant provided architectural renderings for the future food pantry/administrative building and the future Heartland Family Services office building. The City Council adopted the architectural renderings as presented, including the exterior materials. The original renderings for the food pantry/administrative building showed the façade walls of the upper floors and portions of the ground floor consisting of glass (Attachment 'B').

Since the development plan's adoption, Lakin Campus leadership has put additional consideration into construction details and costs, as well as long-term energy costs for the future nonprofit tenants of the food pantry/administrative building. This has caused the applicant to propose a new design for the building, with much of the exterior glazing materials replaced with an exterior insulation finishing system (EIFS) with punched openings (Attachment 'C'). According to the applicant's letter of intent (Attachment 'D'), this change will lead to a significant cost savings during construction and will provide additional exterior insulation that will help reduce the long-term energy costs for future tenants. The Community Development Department has worked with the applicant and their architectural team to ensure that, despite the loss of the previously approved glass on the upper floors, the ground floor façade of the food pantry/administrative building continues to contain brick and

wood-like paneling, as well as enlarged ground floor windows to promote transparency on the ground floor façade facing North 14th Street.

The applicant is requesting approval of the above-mentioned architectural modifications. The Community Development Department understands the financial constraints that led to the requested architectural modifications, and finds that the proposed modifications will provide transparency and higher quality exterior materials along the main floor street-facing facade in exchange for the introduction of EIFS materials on upper floors.

The Community Development Department also wishes to amend language regarding bicycle parking to reflect minor modifications that have previously been approved administratively. Instead of the original ratio of 1 bicycle parking space per 3,000 square feet of gross floor area, the Community Development Department and applicant have agreed to the following new bicycle parking amounts: 4 spaces for the early education center, 12 spaces for the food pantry/administrative building, and 8 spaces for the Heartland Family Services office building.

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

- The **Fire Department** stated it has no comments.
- The **Public Works Department** stated it has no comments.
- **Council Bluffs Water Works** stated it has no comments.
- **Black Hills Energy** stated they have no concerns.
- **MidAmerican Energy** stated they have no concerns.

Development Plan—Amendments

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, and the City Council adopted a site-specific development plan for the subject property via Resolution No. 22-176 on June 27, 2022. The applicant has submitted a request to amend the development plan relative to architectural standards. The Community Development Department also wishes to update language regarding bicycle parking to reflect a minor change previously approved administratively.

The proposed development plan changes are shown below (additions in red, deletions struck through).

A. Site Development

1. 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.
2. 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.
3. 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 and shall be constructed according to the site plan adopted in Resolution 22-176 ~~(see attachment 'D')~~.
4. The maximum building height for principal structures on the Lakin Campus shall be fifty (50) feet.
5. The maximum building height for accessory structures shall not exceed eighteen (18) feet.
6. Maximum combined lot coverage for all structures shall not exceed 50% of the total campus area.

7. 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.
8. Outdoor storage shall not be permitted on the premises. This includes the temporary and/or permanent placement of inter-modal storage containers.
9. 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.
10. 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).
11. 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.
12. 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.

B. Off-Street Parking

1. 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.
2. 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.
3. Accessible parking spaces shall be provided in quantity and design consistent with Iowa State Code.
4. Designated bicycle parking areas shall be located within ~~50~~ 100 feet of, and clearly visible from, ~~the main~~ a public 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 minimum rate of ~~one (1) bicycle parking space per 3,000 square feet of gross floor area~~ four (4) bicycle parking spaces per building. Bicycle parking for new buildings shall be provided upon construction in the following amounts: four (4) spaces for the early education center, twelve (12) spaces for the food pantry/administrative building, and eight (8) spaces for the Heartland Family Services office building. 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.

5. 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.
6. All grading and drainage activity for this development shall be completed in accordance with the approved final plans.

C. Architecture

1. Architectural standards for existing buildings shall match those established in the original development plan for the Lakin Campus (see planning case #PC-07-004).
2. ~~Submitted~~ Recently submitted architectural renderings (attachment 'C') and those adopted by Resolution No. 22-176 show the building façade walls of new buildings on the Lakin Campus will be constructed out of the following building materials:
    a. HPC Laminate
    b. Modular Brick
    c. Glazing
    d. Metal Panel
    e. Fiber Cement Panel
    f. Exterior insulation and finishing system (EIFS)
    g. Other durable materials as determined by the Community Development Director

    The Community Development Department finds the arrangement of building materials for the proposed buildings as listed above ~~and shown in attachments 'C' and 'E'~~ to be acceptable for the development of the Lakin Campus ~~and recommends adopting the building renderings as submitted.~~
3. 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 three (3) or more 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.
4. All rooftop mechanical equipment shall be screened from public view with architectural features.
5. All ground mounted mechanical equipment shall be screened with fencing or landscaping from public view.

D. Landscaping

1. Landscaping standards for previously developed parcels shall match those established in the original development plan for the Lakin Campus (planning case #PC-07-004).
2. 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.
3. Landscaping shall not impede the vision of any automobile traffic entering/exiting or circulating on the subject property.
4. 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.
5. 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.
6. Sugar maple trees shall not be planted along sidewalks.

7. 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.
8. 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

1. 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.
2. <u>*Existing Signage*</u>
    a. There is 609.625 square feet of existing signage on the Lakin Campus ~~(Attachment 'H')~~, including:
        (1) One (1) 11.65 square foot ground monument sign at the corner of N 16th Street and Avenue J;
        (2) Two (2) 6.65 square foot ground monument signs at the corner of N 15th Street and Avenue J;
        (3) Two (2) 6.65 square foot ground monument signs at the corner of N 14th Street and Avenue I;
        (4) Two (2) 6.65 square foot ground monument signs at the corner of N 15th Street and Ruth Nelson Rd;
        (5) One (1) 11.65 square foot ground monument sign at the corner of N 16th Street and Avenue G;
        (6) Two (2) 6.65 square foot ground monument signs at parking lot entryways along N 16th Street (one per entrance);
        (7) One (1) 22.66 square foot building-mounted sign on the Micah House;
        (8) One (1) 28.125 square foot building-mounted sign on the Micah House;
        (9) One (1) 12 square foot building-mounted sign on the Heartland Family Service building;
        (10) One (1) 22.5 square foot building-mounted sign on the Heartland Family Service building;
        (11) One (1) 41.09 square foot building-mounted sign on the Lakin Foundation building;
        (12) One (1) 110.25 square foot building-mounted sign on the Salvation Army building;
        (13) One (1) 45.5 square foot building-mounted sign on the Salvation Army building;
        (14) One (1) 125 square foot building-mounted sign on the human services campus building;
        (15) One (1) 90 square foot building-mounted sign on the Boys and Girls Clubs of Council Bluffs building; and
        (16) One (1) 36 square foot building-mounted sign on the Boys and Girls Clubs of Council Bluffs building.
3. <u>*Proposed Signage*</u>
    a. The submitted signage plan identifies seven (7) additional signs on the Lakin Campus. The proposed signage is ~~included in Attachment 'H' and~~ described below:
        (1) 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;
        (2) One (1) 225 square foot building-mounted sign on the future Heartland Family Service building;
        (3) One (1) 36 square foot building-mounted sign on the future Heartland Family Service building;
        (4) Two (2) 24 square foot building-mounted signs on the future Lakin building;
        (5) One (1) 245 square foot building-mounted sign on the future Lakin building; and

(6) One (1) 32 square foot ground monument sign at the future Micah building.

b. Total new signage: 597.65 square feet
c. Total existing plus proposed signage: 1,207.275 square feet.

4. 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.
5. Attached building signage shall not exceed one and one-half square feet per lineal foot of the building to which it is attached.
6. 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.
7. No signage shall extend beyond the edge or peak of a building.
8. The applicant shall submit a request to amend the development plan if additional signage allowances are desired.

Recommendation

The Community Development Department recommends approval of the request of the Lakin Family Campus, represented by Clarrissa Newman, to amend the site-specific development plan for Lots 1-7, Legacy Family Campus Subdivision Phase 1, Lot 2, Legacy Family Campus Subdivision Phase 2, and Lots 1-3 and Outlot 'A,'City of Council Bluffs, Pottawattamie County, Iowa, relative to architectural standards and bicycle parking.

Public Hearing

Public Hearing

Staff speaker for the request:
1. Brandon Siracuse, Planner, City of Council Bluffs, 209 Pearl Street, Council Bluffs, IA 51503

Speakers in favor: None

Speakers against: None

The City Planning Commission recommended approval of the request of the Lakin Family Campus, represented by Clarrissa Newman, to amend the site-specific development plan for Lots 1-7, Legacy Family Campus Subdivision Phase 1, Lot 2, Legacy Family Campus Subdivision Phase 2, and Lots 1-3 and Outlot 'A,' City of Council Bluffs, Pottawattamie County, Iowa, relative to architectural standards and bicycle parking, as per staff's recommendation.

VOTE: AYE – Bass, Hutcheson, Knauss, Opperman, Rater, Rew, Stroebele, and Van Houten. NAY - None ABSTAIN – None. ABSENT – Bailey. VACANT - Two Motion: Carried.

Attachments

Attachment A: Location/Zoning Map
Attachment B: Previously approved food pantry/administrative building exterior architecture
Attachment C: Proposed food pantry/administrative building architectural modifications
Attachment D: Letter of Intent

Prepared by: Brandon Siracuse, Planner, Community Development Department