



PLANNING AND ZONING COMMISSION

Regular Meeting

Monday, November 14, 2016

Notice is hereby given that the **Planning and Zoning Commission** will hold a **Regular Meeting at 7:00 p.m. on Monday, November 14th, 2016**, in the Council Chambers of Johnston City Hall, 6221 Merle Hay Road, Johnston, Iowa, to discuss the following business:

AGENDA:

- 1. Call to Order**
- 2. Roll Call**
- 3. Approval of Agenda**
- 4. Approval of Meeting Minutes:** Regular Meeting of October 10th, 2016
- 5. PZ Case No. 16-31; Roughwood PUD Zoning Amendment:** The applicant, LSJT of Iowa has requested a rezoning of approximately 6.51 acres and adjoining right-of-way from Planned Unit Development (PUD) allowing limited Community Retail Commercial District uses to PUD allowing limited Community Retail Commercial District uses in addition to those of the R-4, High Density Residential District. The subject properties are located west of NW 86th Street and south of NW 54th Avenue.
- 6. Other Business**
 - Introduction of Adam Plagge, Economic Development Manager
 - Update on the Merle Hay Road Redevelopment Plan
 - Update on the New Online Tool enCode 360
- 7. Adjournment**

Next Scheduled Regular Meeting: Monday, November 28th, 2016.

Posted on or before November 10th, 2016 at: Johnston City Hall, Johnston Public Library, Johnston Post Office, Johnston Public Works, Crown Point Community Center, and Johnston Website (<http://www.cityofjohnston.com/agendacenter>)



PLANNING & ZONING COMMISSION

City of Johnston
6221 Merle Hay Road, Johnston, IA 50131

Minutes
Regular Meeting: Monday, October 10, 2016

AGENDA

1. Call to Order

Chairman Petersma called the meeting to order at 7:00 p.m.

2. Roll Call

| | Spencer | Severino | Johnson | Smith | Pavlovec | Petersma | Anderson |
|----------------|---------|----------|---------|-------|----------|----------|----------|
| Present | X | X | X | X | | X | X |
| Absent | | | | | X | | |

City Staff Present: Aaron Wolfe, Clayton Ender, Rebekah Davis

3. Approval of Agenda

Petersma called for a vote to approve the agenda.

| | Spencer | Severino | Johnson | Smith | Pavlovec | Petersma | Anderson |
|----------------|---------|----------|---------|-------|----------|----------|----------|
| Aye | X | X | X | X | | X | X |
| Nay | | | | | | | |
| Abstain | | | | | | | |

4. Approval of Meeting Minutes: Regular Meeting of September 26, 2016.

Roll Call Vote:

| | Spencer | Severino | Johnson | Smith | Pavlovec | Petersma | Anderson |
|----------------|---------|----------|---------|-------|----------|----------|----------|
| Aye | X | X | X | X | | X | X |
| Nay | | | | | | | |
| Abstain | | | | | | | |

5. PZ Case No. 16-20; Preliminary and Final Plats for Elmerodo Estates Plat 4: The applicant, Mark Shryock, wishes to subdivide the subject property into one lot, two outlots, and one street lot. Proposed Lot 1 would contain the existing home on the property. Proposed Outlot 'W' would contain the portion of the Benton Dam on the subject property. Proposed Outlot 'V' is intended for future development. Proposed Lot 'A' would be deeded to the City for street right of way.

Ender presented the staff report.

Johnson requested clarification on the property boundaries of Outlot 'W' and Lot 1. Ender specified the boundaries of Outlot 'W' and Lot 1 on the final plat and explained that Outlot 'W'

would be an unbuildable lot intended to protect the dam from being undermined by future development. He added that there will be a 50 foot overland flowage easement to accommodate water flow in the event that the spill way is crested.

Anderson inquired if there were any plans for the development of Outlot 'V'. Ender stated there have been no plans submitted for the development of Outlot 'V'.

Petersma inquired if there were any plans to subdivide Lot 1. The applicant, Mark Shryock stated that he had no plans to subdivide Lot 1. Petersma noted that subdividing Lot 1 is an option. The applicant affirmed and explained that the subdivision of Lot 1 would be a 2-4 years in future if he ever considered this option.

Petersma opened for public comment at 7:06 p.m.

Monique Van Der Heijden, 10113 NW 80th Lane, stated that at the conclusion of the City Council meeting in consideration of the rezoning of the subject property, City Council determined that there needed to be some guidance of the water flow from the dam and there had to be an agreement on the maintenance of the dam. She inquired as to how the water flow would be guided to ensure that flooding will not be an issue. She owns Lot 10 of Elmerodo Estates Plat 2 and a portion of the dam. She wants a maintenance agreement established and requested clarification on Outlot 'W' and Outlot 'V'.

Ender stated that Outlot 'W' is unbuildable lot and building setbacks for Lot 1 will begin from the boundary of Outlot 'W'. Outlot 'W' is meant to provide a buffer for the dam and protect the integrity of the dam by not allowing structures to be built on or immediately adjacent to the dam. The emergency spillway will be accommodated by the overland flowage easement to the north. With the future development of Outlot 'V', grading will have to ensure that the channel of water flow from the emergency spillway to the overland flowage easement remains intact. However, water flow will only occur from the emergency spillway when the dam crests. In regards to dam maintenance, staff suggests affected parties agree upon a permanent maintenance agreement for the dam and pond. However, since the pond and dam are on private property the city should not be a party to the maintenance agreement. The City cannot require a maintenance agreement but does encourage a maintenance agreement to be established.

Smith inquired if the maintenance agreement was a recommended condition of the plat. Petersma clarified that the City cannot require that private parties to enter into an agreement. Ender explained that it is recommended that a maintenance agreement be established however, it is not a requirement. The adjacent property owners would still have responsibility for their portion of the dam and pond unless a maintenance agreement is established; sharing the responsibility.

Johnson clarified that forcing a maintenance agreement oversteps the jurisdiction of the city. Ender affirmed and explained that there are several City Council members that stated that they would like to see a maintenance agreement before approval of the plat. Johnson stated that it is not in the commission's power to mandate a maintenance agreement for the dam and pond. Wolfe clarified that the commission makes recommendations to the City Council. Johnson explained that the commission, unlike City Council is required to follow specific regulations preventing them from requiring that a maintenance agreement be accompanied with the plat.

Mrs. Van Der Heijden, believes that at the City Council meeting in consideration of the rezoning, the council established the requirement of a maintenance agreement for the final plat. Petersma explained that requiring a maintenance agreement is within the authority of City Council and our recommendation is that a maintenance agreement be established. Wolfe stated that City Council had the same objections and a few City Council members did not intend to vote for approval unless a maintenance agreement was developed between effected parties.

Smith inquired if Lot 10 of Elmerodo Estates Plat 2 and the Outlot 'W' would be parties to a maintenance agreement if one were to be established. Ender explained that the private entities involved in the maintenance agreement would have to be determined who would be included. Ender added the pond extends onto a few adjacent properties.

Gerardus Van Der Heijden, inquired about the separation for Outlot 'W' from Lot 1. Petersma responded that Outlot 'W' was created to protect the dam; to ensure that structures will not be placed near the dam and compromise the integrity of the structure. Ender stated that the City has been in contact with the Iowa Department of Natural Resources Dam Safety Program during the rezoning process and they stated that development in the area of Outlot 'W' would not likely be approved for through their flood plain development permitting process.

Wolfe noted that existing lots were platted as a part of county. With our current platting review processes, we require the boundaries of a pond to be platted on an outlot; the outlot would be owned and maintained by an association. We have required a portion of the applicants property adjacent to the dam be platted as an outlot because that is our current platting process. We cannot force the remaining adjacent property to replat a portion of their lots into an outlot and have an association maintain the pond and the dam. We can only recommend the applicant to engage in a maintenance agreement, require that he accommodate the overland flowage and ensure that properties downstream from the overland flowage are protected.

Mrs. Van Der Heijden believes that the dam has been designated as deficient because the potential for property damage. The residential properties are causing the deficiency of the dam. She discourages building more homes adjacent to the deficient dam. She explained how when the subject property was agricultural land the dam was not deficient because there was not liability of property damage.

Wolfe stated homes cannot be built on Outlot 'V' unless prior approval from the commission and City Council. The creation of Outlot 'V' allows for property transfer and not transfer of the liability of the dam. At that the platting stage, we can determine how the proposed development will be affected by the dam. However, we cannot force the property owners will come together and make a maintenance agreement.

Severino requested clarification on the Van Der Heijden's concerns regarding development of the property to the north of Outlot 'W'. Staff has stated that development in that area will not likely occur because the IDNR will not likely approve a flood plain development permit for the area. Wolfe noted that the DNR stated that homes cannot be built in the flowage area of the dam because structures cannot be built in the over flow area of the dam. There is a portion of the property that is not downstream from the dam however; it is located on a hill. Petersma stated that Lot 1 could be further subdivided. Wolfe added that if Lot 1 were to ever be subdivided it would be difficult if possible to build a structure on the hillside. However, if it were, it would be beyond the over flow part of the dam. Ender stated that if the applicant decided to further subdivide the property the DNR believes that structures could potential be built northeast of the dam. Ender stated that if the applicant decided to subdivide Lot 1 the proposal would need to be reviewed by city staff, the IDNR, the commission and City Council and comply with all zoning regulations.

Severino stated that adjacent properties owners with ownership of the dam and pond would have a greater liability if there were more development adjacent to the dam. He believes that development affecting the dam's designated status unmanaged by adjacent property owners may diminish their desire to enter into a maintenance agreement. Petersma noted that we can only review the current proposal not any probable development and we are unable to legally bind the recommendation of a maintenance agreement.

Severino inquired as to what attempts have been made by the applicant to engage in or encourage the establishment of a maintenance agreement. The applicant noted that the agreements that have been established through the rezoning stated that there will be no maintenance agreement. He stated that he cannot enter into a maintenance agreement and have neighbors dictate property maintenance requirements; such as cutting the grass and trimming the trees. He stated that the City Attorney agrees that this requirement is out of the city's authority. When he had requested to subdivide his property, the adjacent property owners became aware of the potential liability and are now requesting a maintenance agreement be established. We have designated Outlot 'W' and moved the property boundary of Lot 1 further away from the dam. He believes that there should be an outlot around the entire structure of the dam and noted that any development below the dam will go thru the flood plain development and planning and zoning application process. He considers Outlot 'W' as the maintenance agreement because it protects the dam and he believes that the adjacent property owners should subdivide their properties to create an outlot to ensure that the dam is protected.

Jeff Gaddis, Civil Engineering Consultants, the land surveyor, stated that Outlot 'W' was instituted to protect the dam. Initially, they had proposed an easement adjacent to the pond which was rejected. In the case of a catastrophic dam failure, the overflow would damage the applicant's property; the applicant's home is the structure that would be affected if the dam were to break even with the preliminary plan for Hidden Valley Estates. Potentially, Lot 1 could be subdivided; someone may see value on the west end of Lot 1 because it is above the dam. We have allowed for the 50 foot overland flowage easement. The future design engineer needs a 30 foot minimum however, they provided 20 additional feet. 25 feet is required to get the water flow around the corner. The maintenance agreement is an individual landowner contract. He asked if the agreement were established who would be financially responsible and who would enforce the responsibility. The applicant is accepting the largest portion of potential loss and the majority of the value in the land and property. An easement cannot be established on the private land of the adjacent property owners. Gaddis stated that if he had the ability he would establish an outlot around the entire pond and dam he would however; he only has the ability to do so on the subject property.

Mr. Van Der Heijden stated that he has not been contacted by the applicant to have a portion of their property be included in the outlot. Gaddis clarified that he would need to plat their entire property to subdivide a portion of it into an outlot. He clarified that he is functioning as a land surveyor on the applicant's behalf yet, this is the first time that he has heard that Van Der Heijden had a desire to be included in the new plat. Mrs. Van Der Heijden believes that the developer has the majority of the risk of financial and property loss from the deficient dam however he has all the financial benefit of the developing the residual property. She stated that there is no benefit for them however there is increased liability.

Linda Evans, 7820 NW 100th Street, stated that City Council approved rezoning with the requirement that a maintenance agreement be established before the plat would be approved. She believes that the commission should deny the request because the applicant refuses to engage in a maintenance agreement going against staff's recommendation.

Petersma clarified that the recommendation of a maintenance agreement goes to City Council. However, it seems as though many would be in favor of the recommendation. Wolfe clarified that City Council receives their recommendations from the commission. He recalls that at the City Council meeting considering the rezoning, the same topics were discussed and at that time a few council members stated that they would vote no if the plat came before them without a maintenance agreement.

Johnson asked the Van Der Heijden's what they would gain from the development of a maintenance agreement. Mr. Van Der Heijden stated that he does not believe that it is fair to put all the liability and risk of a dam failure on a single property owner. He believes that the liability should be on the city or an association. There should be something in place that creates a

shared liability. He would like to see a platting plan that portrays the plans for the entire subject property to determine the effect and potential liability. He stated that when the property was zoned agricultural there was limited liability of property damage however, the development of residences creates a greater liability. He does not believe that any private individual can accept that responsibility. Johnson clarified Van Der Heijden statement; noting that he desires a maintenance agreement from a liability perspective rather than from a dictation of property maintenance requirements such as cutting the grass and trimming the trees. Van Der Heijden affirmed.

Msr. Van Der Heijden would like a maintenance agreement that disperse the liability amongst all affected parties. She believes that a maintenance agreement would clarify the responsibility and liability of the dam and pond. She requested that the platting process be delayed until there is a comprehensible maintenance agreement established.

Motion by Severino, second by Spencer to approve PZ Case No. 16-20, the Preliminary and Final Plats for Elmerodo Estates Plat 4, with the following conditions:

1. The project shall be in conformance and in accordance with the requirements, standards and regulations of the City of Johnston, and any other requirement of state or federal law or administrative rule.
2. Due to the lack of an existing maintenance agreement, the property owner of the proposed Outlot 'W' will have ownership/maintenance responsibilities for their portion of the existing dam/pond. It is recommended that the affected parties develop a permanent maintenance agreement and begin to take steps to ensure that the Benton Dam is no longer classified as a deficient dam by the Iowa Department of Natural Resources. Any modifications to the dam shall be permitted and inspected by the Iowa DNR and should give consideration to potential future development downstream of the dam.
3. Submission of all legal documents prior to City Council action on the Final Plat.

Roll Call Vote:

| | Spencer | Severino | Johnson | Smith | Pavlovec | Petersma | Anderson |
|----------------|----------------|-----------------|----------------|--------------|-----------------|-----------------|-----------------|
| Aye | X | X | X | X | | X | X |
| Nay | | | | | | | |
| Abstain | | | | | | | |

6. Other Business

7. Adjournment

Meeting adjourned at 8:05 PM.

Chair

Secretary



Planning & Zoning Commission
COMMUNITY DEVELOPMENT DEPARTMENT

November 14, 2016

Consider recommending approval of Ordinance 951 amending the Ordinance 836, establishing the Roughwood PUD to expand the allowed uses of the PUD to include those of the R-4, Multiple Family High Density Residential District in addition to limited C-2, Community Retail Commercial District uses. The property is located west of NW 86th Street and South of NW 54th Avenue.

SYNOPSIS:

The subject properties were rezoned in 2010 via Ordinance 836 to “Planned Unit Development” allowing uses of the C-2, Community Retail Commercial District (with exclusions as stipulated in the PUD).

The property owner wishes to expand the allowed uses to include those of the R-4, High Density Residential District in addition to those of the C-2, Community Retail Commercial District.

RECOMMENDATION:

Staff recommends approval and provides the following motion for the commission’s consideration:

The Planning & Zoning Commission recommends approval of Ordinance 951 subject to the following Conditions:

1. The Planned Unit Development Master Plan shall be amended to indicate a right-in right-out access to Parcel A in lieu of a full access.
2. The Planned Unit Development Master Plan shall be amended to relocate the right-in right-out access from NW 86th street to meet the distance warrants found in Chapter 171.05 of the City of Johnston Code of Ordinances as well as a deceleration lane as stipulated in the traffic study conducted by Foth Infrastructure and Environment, LLC dated October 25, 2016.
3. The Master Plan shall be amended to rectify errors in the parking calculations and parking table.

Attachments:

- PUD Master Plan;
- Ordinance 836 w/redline changes;

Proposed Ordinance 951;
Roughwood Sub Area Plan amendment to the Comprehensive Plan;
Neighborhood Mailing Notice and Vicinity Map;
Public Comment Received
Traffic Impact Study as prepared by Foth Infrastructure and Environmental, LLC.
MPO memo on best practices for parking management and design

PROPERTY OWNERS:

| | |
|-------------------------------|--|
| 8626 NW 53 rd Pl. | LSJT OF IOWA, LLC |
| 8652 NW 53 rd Pl | LSJT OF IOWA, LLC |
| 8684 NW 53 rd Pl. | LSJT OF IOWA, LLC |
| 8679 NW 53 rd Pl. | LSJT OF IOWA, LLC |
| 8653 NW 53 rd Pl. | Tyler Scott |
| 8627 NW 53 rd Pl. | LSJT OF IOWA, LLC |
| 5370 NW 86 th St. | North Iowa Construction Management, Inc. |
| 8686 NW 54 th Ave. | Dennis and Corrine Comer |
| 8716 NW 54 th Ave. | Dan Dishman |
| 8746 NW 54 th Ave. | LSJT OF IOWA, LLC |

BACKGROUND & PRIOR APPROVALS:

The Roughwood neighborhood was developed in unincorporated Polk County on septic systems and a private water system. In 1989, the cities of Urbandale and Johnston entered into a 28E agreement regarding the NW 86th Street area and identified the Roughwood area as being annexed by Johnston in the future if there were petitions submitted by the property owners. In 1995, the City completed an 80/20 annexation of the area with approximately 84% of the properties requesting annexation.

In 1993, the Iowa DOT opened the NW 86th Street interchange at I-35/80. Prior to that time, only a bridge over the interstate existed. This significantly changed the dynamics of the NW 86th Street corridor.

In 2000/2001, the City denied a request to change the Comprehensive Plan designation from Medium Density Residential to Commercial and to rezone the corner parcel at 5370 NW 86th Street from R-1(100) to C-2 to allow for the development of a fast food restaurant (PZ Case 01-35).

The Comprehensive plan was amended in 2009 to adopt the “Roughwood Sub Area Plan” to allow commercial/office or mixed uses for the SW quadrant of NW 54th Avenue and NW 86th Street.

A rezoning request was considered in 2010 to amend the Official Zoning Map for approximately 6.1 acres from R-1(100), Single Family Residential District to PUD, Planned Unit Development to be known as the Roughwood Planned Unit Development allowing uses of the C-2, Community Retail Commercial District (with exclusions as stipulated in the PUD). Ordinance 836, approving the rezoning, was passed by the city council on October 18, 2010.

COMPREHENSIVE PLAN:

The Johnston 2030 Comprehensive Plan designates the area as “Neighborhood Mixed Use”, and the Roughwood Sub Area Plan was incorporated into the 2030 comprehensive plan update.

EXISTING ZONING:

The subject property is currently zoned PUD via Ordinance 836 allowing uses of the C-2, Community Retail Commercial District; however, Ordinance 836

specifically restricts the following C-2 district uses:

1. Bars
2. Billiard/Pool Halls
3. Hotel/Motel
4. Fast Food or Drive-in Restaurants
5. Convenience Store
6. Gas Station

Ordinance 836 mandates the following bulk requirements for all uses and parcels within the PUD:

Lot Area: 20,000

Lot Width: 100 feet

Front Setback: 30 feet

Side Yard: 10 feet/20 feet total

Rear Yard: 35 feet

Height: 50 feet

PROPOSED ZONING:

The applicant proposes to expand previously approved uses to include those of the R-4, High Density Residential District and is agreeable to a carry-over of the aforementioned restricted uses. However, the applicant requests “drive-through” be stricken as a restricted use to allow the possibility of a coffee shop or similar use on the property, and to allow. There were also concerns about a lack of definition in the city’s code of ordinances to describe “fast food”. The applicant wants to retain the ability to lease space to a “fast casual” user. Fast casual is a class of dining options that is typically healthier than “fast food”. An attachment provided by the applicant helps to illustrate the differences.

Staff is amenable to eliminating the drive-through restriction, but believe it is therefore necessary to place additional restrictions. Proposed Ordinance 951 is written in such a way to allow drive-through service for a coffee shop or similar use, but prohibits drive-through for fast food uses in an effort to encourage development of the “fast casual” dining concept. Said language can be found in section 3.1.C of Proposed Ordinance 951:

3.1.C. Allowed uses shall include those of the C-2 and R-4 districts. Other uses that are consistent by type of use, intensity, physical characteristics, style, size and purpose of those permitted in the C-2 district are permitted subject to permission of the Zoning Administrator. The following uses are prohibited:

1. *Bars*
2. *Billiard/Pool Halls*
3. *Hotel/Motel*
4. *Convenience Store*
5. *Gas Station*
6. *Fast food restaurants that utilize a drive-through for service. For the purposes of this ordinance shops and stores that dispense coffee,*

pastries, juice/smoothies, bakeries, delicatessens, and confectioneries shall be allowed a drive-through service.

The previously approved bulk requirements are carried over to Ordinance 951 with exception to the maximum height which has been increased to 60 feet for Parcel B to accommodate a development concept provided by the applicant which depicts ground floor restaurant and retail uses with upper-story high-density residential uses:

Lot Area: 20,000 Sq. Ft.

Lot Width: 100 feet

Front Setback: 30 feet

Side Yard: 10 feet/20 feet total

Rear Yard: 35 feet

Height: 50 feet Parcels A and C; 60 feet Parcel B

UTILITIES AND
INFRASTRUCTURE:

The subject area is served by septic systems and private water utility. While the PUD language does not require the developer(s) to terminate existing private water agreements, any proposed redevelopment will be required to provide fire protection through the installation of an 8" water main at the sole cost of the developer(s). Furthermore, the main must be extended to the future public right-of-way at the terminus of NW 53rd Place (see rezoning exhibit) to accommodate future westerly expansion of the utility throughout the remainder of the subdivision. A water main connection can be made at the northeast corner of the PUD.

The developer(s) is also responsible for extending sanitary sewer to the future public right-of-way terminus of NW 53rd Place both to serve the redevelopment effort and also to allow for further westerly extension of the utility throughout the remainder of the subdivision. Sanitary sewer is available on the north side of NW 54th Avenue and east side of NW 86th Street.

Existing storm sewer inlets are present at the west side of NW 86th Street both north and south of NW 53rd Place. The developer(s) will be responsible for on-site stormwater detention (to be addressed during the site plan approval process) and constructing a storm sewer outlet connecting said detention to the aforementioned existing storm sewer.

STAGING OF
DEVELOPMENT

The master plan depicts three development parcels. The developer is actively pursuing development of parcels A and B. The proposed Master Plan depicts a mix of ground floor restaurant and retail use with upper-story residential totaling five-stories of development for Parcel B. The Master Plan depicts single-story retail and restaurant uses for Parcel A. Parcel C is intended as a future development stage. Allowed uses of all parcels in the PUD are described above under "Proposed Zoning".

TRAFFIC ACCESS

The proposed Master Plan indicates two full-access points, one on Parcel C

providing access from NW 54th Avenue and a second on Parcel B providing access from NW 86th Street. As development of Parcel C is anticipated to be a later phase of development, the applicant is requesting the access depicted on Parcel A be a temporary full-access until such point in time that traffic dictates the need for full access to be restricted. A right-in right-out access is depicted near the north end of Parcel B.

A traffic study was conducted on the redevelopment area by the City's consulting engineer, Foth Infrastructure & Environment, LLC with the initial rezoning request in 2010 and revisited with the current request (see attached). The study analyzes the access points described above and, while the locations of proposed full-access points depicted on Parcels B and C are supported by the traffic study, a temporary full-access to Parcel A is not recommended now or in the future. Proximity to the left turn taper on NW 54th Avenue is cited as the reason for such. Staff recommends a condition of approval requiring the applicant revise the Master Plan to indicate a right-in right-out access to Parcel A.

A right-in right-out access to Parcel B from NW 86th Street is supported by the traffic study provided all distance warrants for entrance and intersection spacing are met as defined and stipulated by Chapter 171.05 of the City of Johnston Code of Ordinances. Toward this end, the traffic study recommends the location of said access be relocated approximately 70 feet north (closer to the intersection). In addition, the study recommends said access be preceded by a 50' deceleration lane to reduce traffic conflicts. Staff recommends a condition of approval requiring the applicant revise the Master Plan to indicate a relocation of the right-in right-out access from NW 86th street as described above the meet the distance warrants found in Chapter 171.05 of the City of Johnston Code of Ordinances as well as the above-mentioned deceleration lane. It should be noted that construction of said deceleration lane shall be at the developer's cost and not a cost of the City.

The traffic study also suggests exploring a connection between the redevelopment area and the adjacent Northpark Business Center to the south in the City of Urbandale. Such a connection would aid traffic circulation on this and the adjacent commercial site. The PUD language requires the developer to explore such a connection with submittal of a site plan.

TERMINATION OF
NW 53RD PLACE:

The PUD allows the construction of either full access at any point during redevelopment, but requires the developer terminate NW 53rd Place according to City specifications when access to the redevelopment area is created from NW 86th Street.

PARKING:

While a site plan for any structure to be built on any parcel of the PUD would be subject to additional review and approval by the Planning Commission and City Council, it is important to address any special

considerations up front with the drafting of Ordinance 951. Toward this end, the applicant has provided a development concept depicting a mixed use structure on Parcel B (retail restaurant and housing), retail and restaurant uses on Parcel A, and Parcel C is depicted as a future development parcel. The development concept illustrates use of both surface parking and enclosed second-level parking for a total of 343 parking stalls.

The parking requirement based upon city ordinance would be configured as follows:

- Multi-family residential: two parking spaces per housing unit and one additional unreserved parking space per 10 units for multifamily residential properties. The development concept depicts 85 housing units.

85 units x 2 spaces per unit + 9 spaces (1 per every 10 units) = 179 spaces required.

- Retail: Multi-tenant shopping center requires one space per 175 s.f. up to 10,000 s.f. Parcel B exhibits 9,730 s.f. of retail space for a requirement of 56 spaces required. Parcel A exhibits 3,200 s.f. of retail space for a requirement of 19 spaces. 75 total spaces are required to account for retail space between Parcels A and B.
- Restaurant: One space per 50 square feet devoted to patron use and one space for each person regularly employed on the premises. The development concept indicates 7,000 s.f. of restaurant space total will be devoted to patron use for a total of 140 spaces required (additional spaces will be required for employee use).

The total number of spaces required across Parcels A and B is 394 spaces. As previously indicated, the development concept depicts 343 parking spaces provided between Parcels A and B for a deficit of 51 spaces. The applicant has requested Ordinance 951 address the issue by allowing a parking adjustment factor based upon the mixed use character of the development. The applicant cites a December 2015 memo developed by the Des Moines Area Metropolitan Planning Organization (MPO) which outlines best practices for parking management and design (see attached). In the memo, the MPO asserts cities should consider implementing a shared parking factor when calculating parking for mixed use developments. The concept acknowledges that mixed use developments accommodate uses that require parking at different times throughout the day. For instance, when apartment residents are at work, those parking spaces can be utilized by patrons of the retail and restaurant uses. The assertion is that requiring the maximum number of spaces for each use in total (or planning for a worst case parking scenario) leads to domination of surface parking which is

costly, reduces open space, and generates additional stormwater. The memo provides a table suggesting a shared parking factor of 1.2 for residential/retail mixed uses. In this instance, 254 (sum of residential and retail spaces required) is divided by the shared parking factor of 1.2 for a new total of 212 spaces. When added to the required number of restaurant spaces listed above (140 spaces), the total number of spaces required between Parcels A and B is 352 total spaces. Please recall from earlier in this section, the total number of spaces shown on the development concept is 343 (not including spaces shown on undeveloped Parcel C).

Staff is supportive of utilizing the above-described shared parking factor. The City Council does have the ability to waive or modify the parking requirement per City of Johnston Code of Ordinances Chapter 166.33.4. Staff has written Ordinance 951 to accommodate a shared parking factor of 1.2; however, the development concept is still short of parking by at least 9 parking spaces. At this point it is important to remember the development concept does not constitute an approved site plan. The applicant must furnish a site plan at a later date which must provide sufficient parking to accommodate all uses when the shared parking factor is utilized. This could mean reducing the number of residential units constructed or sacrificing a portion of Parcel C for parking (among other possible solutions).

It should be noted the number of parking stalls shown on the master plan does not coincide with the number of stalls listed in the parking table on the master plan. Further, the number of required parking stalls is not tabulated correctly on the master plan. Staff has provided accurate numbers in this staff report and recommends a condition of approval to amend the master plan to rectify errors in the parking calculations and parking table.

**BUFFER
REQUIREMENTS:**

Chapter 166.34 of the City of Johnston Code of Ordinances requires a 50' buffer between residential and higher-intensity commercial uses. Code requirements for such a buffer include a mix of shrubs, evergreens, understory and overstory trees to provide multiple levels of screening.

In addition to the buffer area planting list prescribed by city code, the buffer within the Roughwood PUD will offer the following additional protections:

- An 8' privacy fence to help block noise and litter;
- The buffer will be widened to 60' in areas where residential homes on NW 53rd Place are closest to the commercial redevelopment effort;
- A four-foot berm will be installed along the entire length of the easternmost residential lots.

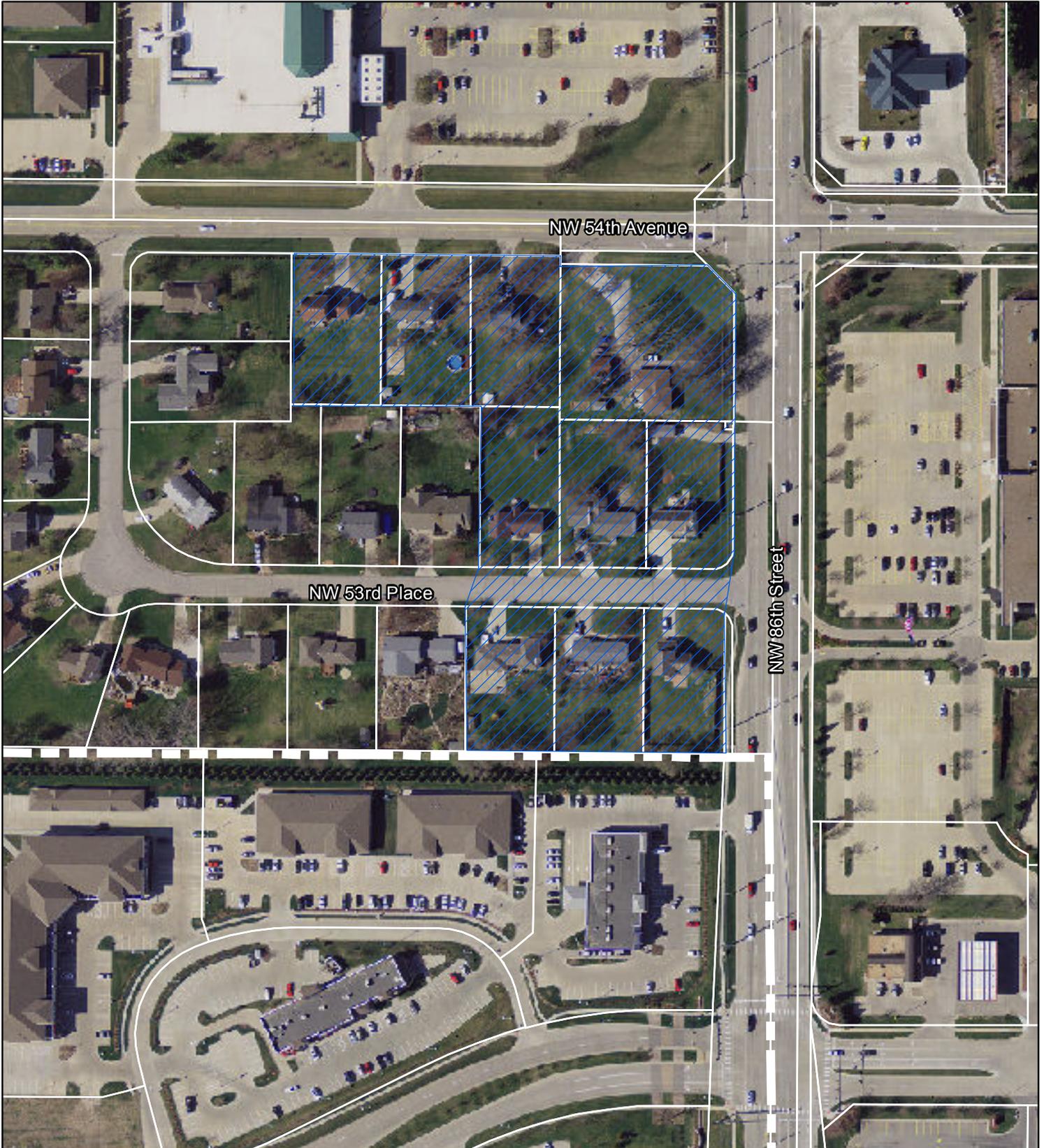
ADJACENT
NEIGHBOR
COMMENTS:

A notice has been mailed to notify property owners within 320' of the proposed rezoning area of the P&Z meeting. A sign has also been posted on both the NW 54th Avenue and NW 86th Street frontages as notice of the proposed zoning change.

Public comment received has been included as attachments to this staff report.

The Original PUD ordinance incorporated suggestions from the residents that go beyond those we normally require for commercial development. For instance, the necessary buffer width was increased and a berm was required in certain buffer locations. In addition installation of a fence was required within the buffer area, and staff incorporated a list of restricted businesses. Nearly all of these requirements are carried over to the current ordinance.

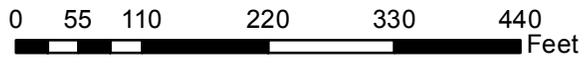
Roughwood PUD Rezoning Area



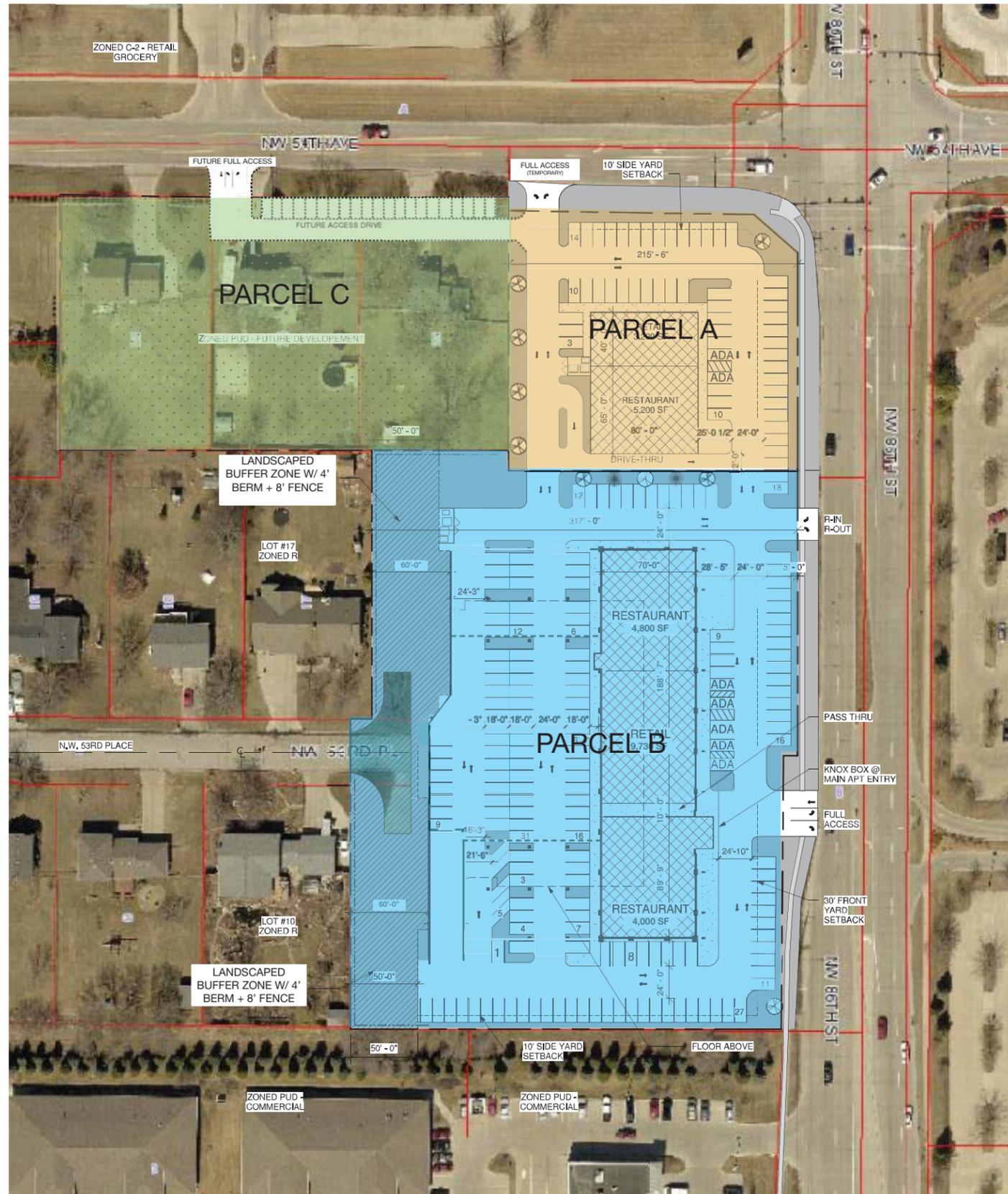
NW 54th Avenue

NW 53rd Place

NW 86th Street



ROUGHWOOD PUD MASTER PLAN



PARKING CALCULATIONS:

RESTAURANT: 14,000 SF
 14,000 SF x .5 = 7,000 SF (Dedicated Patron Use)
 $7,000 / 50 = 140$
 $140 + 15 = 155$
RETAIL: 12,930 SF
 $12,930 / 175 = 74$
APARTMENTS: 85 units
 $85 \times 2 = 170$
TOTAL:
 $155 + 74 + 170 = 399$
 $399 / 1.2 = 333$

| PARKING | | |
|-------------------|------------|------------|
| USE | REQUIRED | PROVIDED |
| RETAIL | 62 | 62 |
| RESTAURANT | 129 | 117 |
| APT | 142 | 141 |
| APT- SURFACE | | 29 |
| APT- ABOVE GROUND | | 112 |
| ADA ACCESSIBLE | 7 | 7 |
| TOTAL | 340 | 327 |

| SOUTH LOT SITE DENSITY | | | |
|------------------------|-------------------|------------------|-------------|
| LEVEL | TYPE | SQUARE... | QUANTITY |
| 1 | RETAIL/RESTAURANT | 18,530 | |
| 2 | APT | 20,900 | 13 |
| 3 | APT | 33,200 | 32 |
| 4 | APT | 33,200 | 29 |
| 5 | APT | 14,380 | 11 |
| TOTAL | | | 85 |
| UNITS PER ACRE | | 3.2 ACRES | 26.5 |

PROPOSED ADDITIONAL USES

ALLOWED USES IN THE ROUGHWOOD PUD WILL INCLUDE, IN ADDITION TO THE ALLOWED USES UNDER THE EXISTING PUD ORDINANCE 836, THE FOLLOWING USES:
 MULTI-FAMILY RESIDENTIAL IN A MIXED-USE BUILDING WITH DENSITY UP TO 28 UNITS PER ACRE.

PROPOSED BULK REQUIREMENTS

LOT AREA: 20,000 SF
 LOT WIDTH: 100 FT
 FRONT YARD SETBACK: 30 FT
 SIDE YARD SETBACK: 10 FT
 50 FT LANDSCAPED BUFFER BETWEEN COMMERCIAL AND EXST RESIDENTIAL USES
 ABUTTING LOTS #10 AND #17:
 60 FT BUFFER WITHIN 25 FT OF RESIDENCE
 4 FT HEIGHT BERM
 REAR YARD DEPTH: 35 FT
 HEIGHT LIMIT: 60 SF
 ROUGHWOOD SUB AREA PLAN:
 8' TALL PRIVACY FENCE
 IN AREA OF BERM, FENCE MUST SIT ATOP HIGHEST POINT, CREATING 12' TALL SCREEN

GENERAL BUILDING INFORMATION

RETAIL: 12,930 SF TOTAL
 RESTAURANT: 14,000 SF TOTAL
 APARTMENTS: 67 2-BEDROOM UNITS
 18 1-BEDROOM UNITS

BUILDING WILL CONSIST OF A TYPE 1A PODIUM CONSTRUCTED WITH PRECAST CONCRETE COLUMNS AND FLOOR PLANKS THROUGHOUT THE PARKING GARAGE AND FIRST STORY RETAIL. ATOP THE PODIUM WILL BE FOUR STORIES OF TYPE VA WOOD CONSTRUCTION. BUILDING WILL BE FULLY SPRINKLERED WITH AN AUTOMATIC SYSTEM.

OVERALL HEIGHT: 60 FT

BUFFER MATERIAL REQUIREMENTS

10 FT WIDE:
 4 UNDERSTORY DECIDUOUS TREES, 16 SHRUBS PER 100 LINEAR FT
 50 FT WIDE:
 BERM, 4 EVERGREEN TREES, 2 OVERSTORY DECIDUOUS TREES, 4 UNDERSTORY DECIDUOUS TREES, 16 SHRUBS PER 100 LINEAR FT
 60 FT WIDE:
 BERM, 4 EVERGREEN TREES, 2 OVERSTORY DECIDUOUS TREES, 6 UNDERSTORY TREES, 24 SHRUBS PER 100 LINEAR FT

A4 SITE PLAN
 AS00 1" = 50'-0"

0' 25' 50' 100'
 SCALE: 1" = 50'-0"



UNITS PER FLOOR

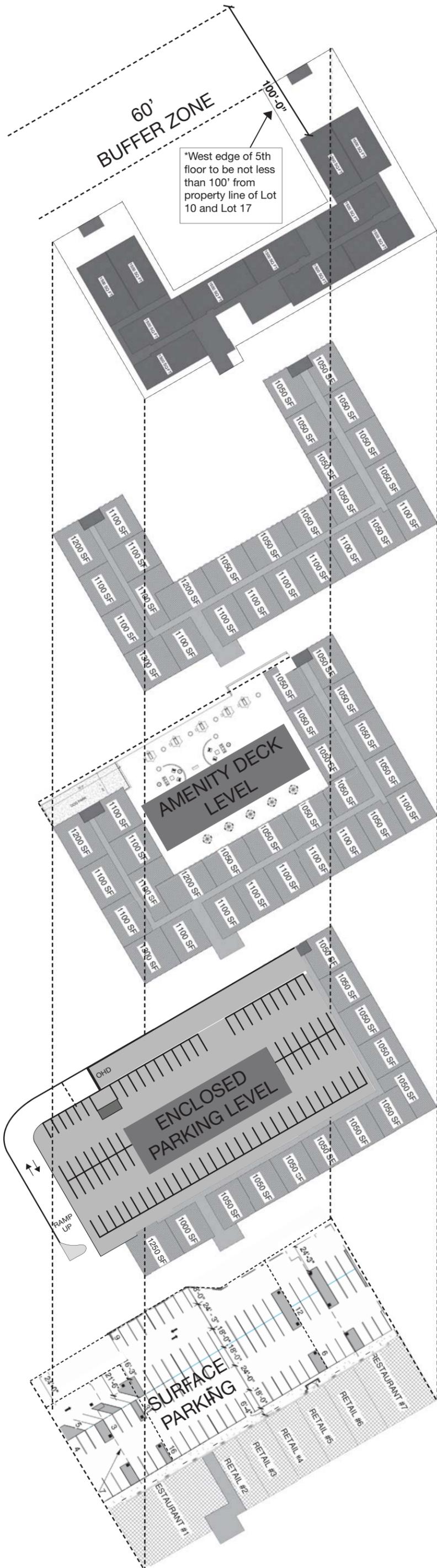
FIFTH FLOOR: 11 UNITS

FOURTH FLOOR: 29 UNITS

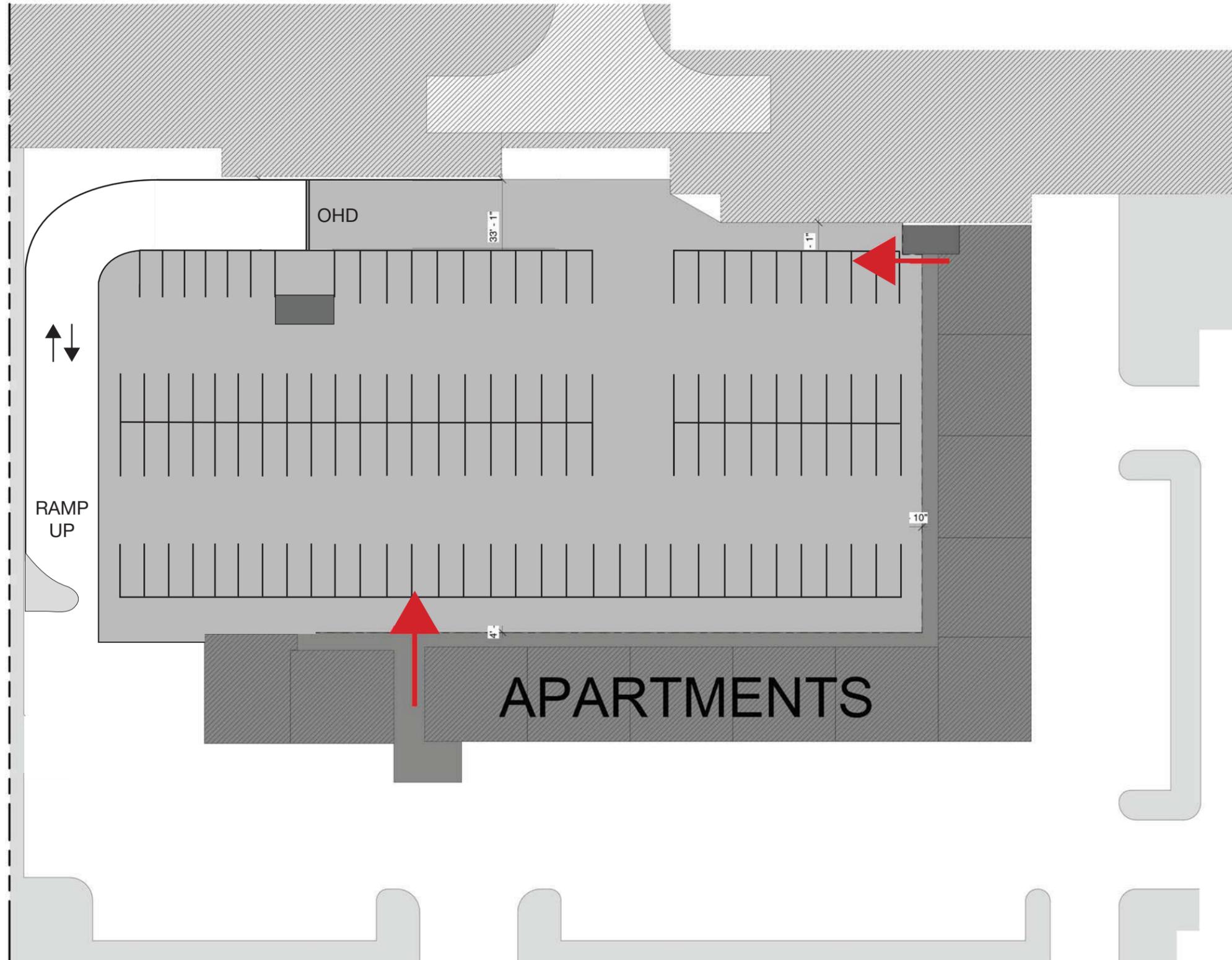
THIRD FLOOR: 32 UNITS

SECOND FLOOR: 13 UNITS

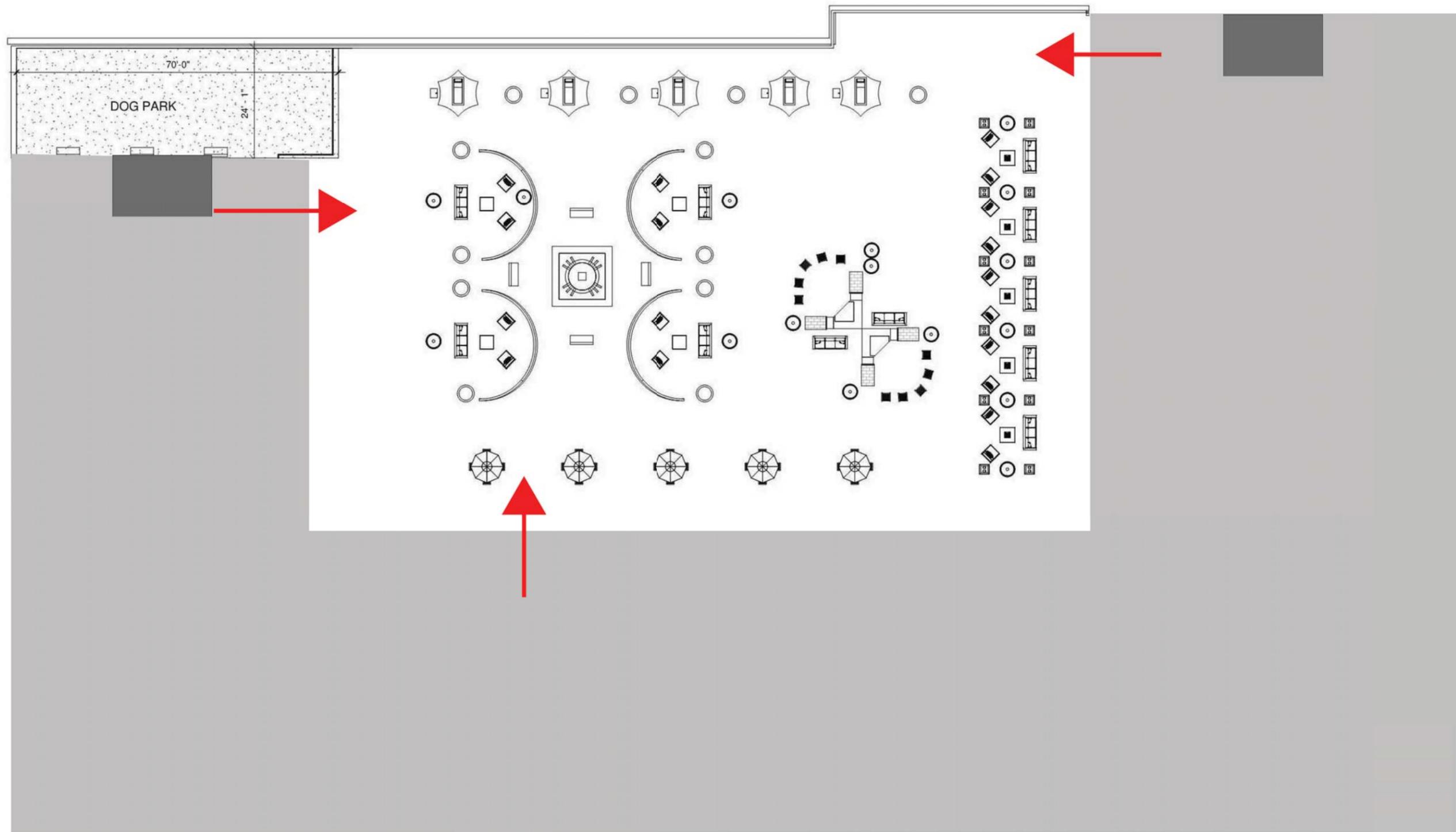
FIRST FLOOR: 9,370 SF RETAIL
8,800 SF RESTAURANT



SECOND FLOOR PARKING



THIRD FLOOR OUTDOOR PLAN



MAIN ENTRY RENDERING LOOKING WEST



3RD FLOOR AMENITY DECK LOOKING SOUTH



PERSPECTIVE LOOKING SOUTHWEST



PERSPECTIVE LOOKING EAST



ORDINANCE NO. 951

AN ORDINANCE TO AMEND THE ROUGHWOOD PUD (ORDINANCE 836) TO EXPAND THE ALLOWED USES OF THE PUD TO ALLOW USES OF THE R-4, HIGH DENSITY MULTIPLE FAMILY RESIDENTIAL DISTRICT IN ADDITION TO LIMITED C-2, COMMUNITY RETAIL COMMERCIAL DISTRICT USES. THE PROPERTY IS LOCATED WEST OF NW 86TH STREET AND SOUTH OF NW 54TH AVENUE

WHEREAS, the Planning and Zoning Commission reviewed this item at their regular meeting on November 14th, 2016 and recommends approval of PZ Case No. 16-31.

NOW THEREFORE, BE IT ENACTED BY THE CITY COUNCIL OF THE CITY OF JOHNSTON, IOWA THAT:

SECTION 1. PURPOSE. The purpose of this ordinance is to amend and replace Ordinance 836 establishing the Roughwood PUD.

SECTION 2. OFFICIAL ZONING MAP AMENDED FROM PLANNED UNIT DEVELOPMENT ALLOWING LIMITED C-2, COMMUNITY RETAIL COMMERCIAL DISTRICT USES, KNOWN AS THE ROUGHWOOD PUD, TO PLANNED UNIT DEVELOPMENT ALLOWING LIMITED C-2, COMMUNITY RETAIL COMMERCIAL AND R-4, HIGH DENSITY RESIDENTIAL DISTRICT USES, TO BE KNOWN AS THE ROUGHWOOD PLANNED UNIT DEVELOPMENT. The following legally described property is hereby rezoned:

All of Lots 11, 12, 13, 14, 15, 16, 23, 24, 25 and Lot “B” Road, and part of Lot “A” Road, that is adjacent to and directly North of Lots 23, 24, and 25, and part of Lot “C” Road, that is adjacent to and directly North of Lots 11, 12, and 13 of Roughwood IV, an official plat, City of Johnston, Polk County, Iowa

And

The North 245 feet of the East 267 Feet of the NE ¼ Section 15-79-25, included in and forming a part of the City of Johnston, Polk County, Iowa.

SECTION 3. MASTER PLAN PROVISIONS. In accordance with Section 168.11(3) adopted herewith is the PUD Master Plan for the above-described area being rezoned to Planned Unit Development consisting of the following development policies:

1) General Provisions:

- a) PUD Master Plan: The rezoning exhibit as prepared by GTG Consultants, and dated 6/30/2016 is hereby adopted as the PUD Master Plan. The master plan and those additional guidelines as identified herein shall constitute the zoning requirements of the property.
- b) In the administration of these guidelines, any item not addressed specifically will be governed by the Johnston Municipal Code, including Chapters 165-172, Zoning Ordinance.

c) Allowed uses shall include those of the C-2, Community Retail Commercial District as well as other uses that are consistent by type of use, intensity, physical characteristics, style, size and purpose of those permitted in the C-2 district are permitted subject to permission of the Zoning Administrator. The following uses are prohibited:

1. Bars
2. Billiard/Pool Halls
3. Hotel/Motel
4. Convenience Store
5. Gas Station
6. Fast food restaurants that utilize a drive-through for service. For the purposes of this ordinance shops and stores that dispense coffee, pastries, juice/smoothies, bakeries, delicatessens, and confectioneries shall be allowed a drive-through service.

d) Uses of the R-4, High Density Multi-Family Residential District are also allowed on Parcel B only and only as upper-story uses. R-4 uses are limited to 16 units per acre for a maximum of 88 units when multiplied by the total land area of the PUD.

2) Traffic Access and Right-of-way Provisions:

a) Dedication of right-of-way:

Additional right-of-way is required along NW 86th Street to accommodate a future third lane for southbound traffic. Additional right-of-way is also required for future widening of NW 54th Avenue. Said right-of-way shall be dedicated to the city at no cost at the time of development of each lot.

b) Access:

As stipulated in the traffic study prepared by Foth Infrastructure and Environmental, L.L.C. and dated October 25, 2016, two full-access points are allowed upon full development, one to be located approximately 480 feet west of the centerline of NW 86th Street on NW 54th Avenue and one approximately 460 feet south of the centerline of NW 54th Avenue as shown on the PUD Master Plan. Each ingress/egress access must be wide enough to accommodate three lanes of traffic (including a left turn storage lane and through/right lane).

Two right-in right-out access points will also be allowed as shown on the PUD Master plan, provided all distance warrants for entrance and intersection spacing are met as defined and stipulated by Chapter 171.05 of the City of Johnston Code of Ordinances. In addition, the right-in right-out access on NW 86th Street shall be preceded by a 50' deceleration lane to reduce traffic conflicts as recommended by the aforementioned 2016 traffic study. Construction of said deceleration lane shall be constructed at the developer's cost.

If the PUD is developed in stages or as separate lots or parcels, ingress/egress easements shall be required across said parcels or lots to ensure adequate access and circulation is provided through the development. Upon development of Parcel B, the developer shall explore the implementation of an ingress/egress cross-access easement with the south-

adjacent property owner that would facilitate a connection of the two sites to aid circulation and traffic mobility.

c) Closure of NW 53rd Place:

Commercial access from NW 86th Street is prohibited without first terminating through access of NW 53rd Place. The NW 53rd Place terminus may include a cul-de-sac, hammer head or similar design and shall be constructed by the developer to the standards and specifications of the City.

The following measures are required to address the potential phasing of development, (where the entire PUD area is not redeveloped concurrently):

1. Development of Parcels A or C shall require the installation of at least one full access point. Both accesses may be required as determined by future site plan review or further traffic study.
2. The development of the full access point on NW 86th Street to serve commercial development may occur at any time, and must occur with development of Parcel B. If development of all parcels does not occur concurrently, the following is required:
 - i. The closure of NW 53rd Place and the construction of a turnaround at the terminus of NW 53rd Place, is required as described in Paragraph c above, however, said turn around may be constructed utilizing a temporary configuration.
 - ii. Temporary ingress/egress measures must be developed that allow all existing and remaining residential properties to have access either to NW 53rd Place or the new commercial access point to NW 86th Street.

3) Parking

The required number of parking stalls shall be calculated according to the provisions of Chapter 166.33 of the City of Johnston Code of Ordinances except that a shared parking factor of 1.2 shall be utilized for residential and retail uses. The number of required parking stalls for restaurant and retail uses shall be calculated independent of each other according to the provisions of Chapter 166.33. The sum of required stalls for both uses shall be divided by 1.2 to determine the required number of stalls. Restaurant uses shall not be subject to a shared parking factor.

4) Orientation of Development

- a) Active portions of the development sites shall be oriented away from adjacent single family residential uses. Toward this end, traffic movements, parking lots, lighting and other active uses shall be oriented toward NW 86th Street or NW 54th Avenue to the best extent possible while open spaces and landscaping shall be oriented toward existing residential uses.

5) Utility Provisions:

- a) Water: This PUD area is currently served by a private water system, while the City and Developer may explore termination of this system for the commercial properties that are

redeveloped, nothing in this ordinance shall require the redeveloped properties to connect to the City’s public water system. However, the Developer shall be responsible for the full cost of all eight (8) inch diameter water mains for fire protection as determined necessary by the City and shall extend a public main to the new NW 53rd Place terminus at the west property boundary of the PUD to accommodate a future westerly extension.

b) Sanitary Sewer: The Developer shall construct the necessary sewer mains as required by the City’s subdivision regulations, in the size and locations determined by the City, and connect all lots to the public sanitary sewer system. The Developer is responsible for extending sanitary sewer to the future public right-of-way terminus of NW 53rd Place. Said sewer shall be of sufficient size and depth to accommodate future westerly extension.

6) Land Use Provisions: The property shall be developed utilizing the following bulk regulations (required buffer area stipulated in paragraph 6 takes precedence over setbacks):

| Use | Lot Area | Lot Width | Front Yard Setback | Side Yard Setback, Least Width on Any One Side | Sum of Both Side Yard Setbacks | Rear Yard Depth | Height |
|-----------------|--------------------|-----------|--------------------|--|--------------------------------|-----------------|---------|
| Parcels A and C | 20,000 square feet | 100 feet | 30 feet | 10 feet | 20 feet | 35 feet | 50 feet |
| Parcel B | 20,000 square feet | 100 feet | 30 feet | 10 feet | 20 feet | 35 feet | 60 feet |

7) Buffers:

a) Pursuant to the Roughwood Sub Area Plan within the Comprehensive Plan and Chapter 166.34 of the City of Johnston Code of Ordinances, a 50’ landscaped buffer is required between commercial and existing residential uses. The buffer may be installed in phases as each development parcel is constructed, provided temporary measures are taken to buffer residential uses that are otherwise identified as future commercial uses within the PUD.

b) A minimum 6’ privacy fence shall be incorporated into the landscape buffer. The fence shall be opaque and constructed of treated wood (required with ground contact), cedar, redwood, Polyvinyl Chloride (PVC), stone, brick or other material approved by the City Council. Posts shall be anchored appropriately for material used, and designed to support fence height. Location of the fence will be established during the site plan approval process. Fence height shall not exceed 8’.

c) Lots with side yard lot lines abutting the redevelopment area require additional buffer protection to offset closer proximity of housing to commercial development; therefore, the buffer shall be widened to sixty feet (60’) along the east edge of lots ten (10) and seventeen (17) of Roughwood Plat IV for areas within twenty-five feet (25’) of a residence. Furthermore, a four foot (4’) high minimum berm shall be incorporated into the entire length of the buffer area along the east edge of lots ten (10) and seventeen (17) of Roughwood Plat IV. The fence required in section 6(b) of this ordinance shall be

located on top of the berm, the total height of which (fence and berm in combination) shall be at least twelve feet in height.

- d) All required buffers shall contain the appropriate quantity of landscaping as specified in Chapter 166.34 of the City of Johnston Code of Ordinances.

SECTION 4. REPEALER. All ordinances or parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION 5. SEVERABILITY CLAUSE. If any section, provision, or part of this ordinance shall be adjudged invalid or unconstitutional, such adjudication shall not affect the validity of the ordinance as a whole or any section, provision or part thereof not adjudged invalid or unconstitutional.

SECTION 6. WHEN EFFECTIVE. This ordinance shall be in full effect from and after its final passage, approval, and publication as provided by law, and upon the filing of the annexation of this property with the Secretary of State.

Passed and approved by the Council this 3rd day of January, 2017.

PAULA S. DIERENFELD, MAYOR

ATTEST:

CYNDEE RHAMES, CITY CLERK

1st Reading:

2nd Reading:

3rd Reading:

Passed:

Signed:

Published:

| ROLL CALL VOTE: | 1st Reading | | 2nd Reading | | 3rd Reading | |
|-----------------|-------------|-------|-------------|-------|-------------|-------|
| | Aye | Nay | Aye | Nay | Aye | Nay |
| Clabaugh | _____ | _____ | _____ | _____ | _____ | _____ |
| Cope | _____ | _____ | _____ | _____ | _____ | _____ |
| Temple | _____ | _____ | _____ | _____ | _____ | _____ |
| Brown | _____ | _____ | _____ | _____ | _____ | _____ |
| Lindeman | _____ | _____ | _____ | _____ | _____ | _____ |

ORDINANCE NO. 951836

AN ORDINANCE AMENDING THE JOHNSTON REVISED ORDINANCES OF 2007 BY AMENDING THE OFFICIAL ZONING MAP TO REZONE APPROXIMATELY 6.1 ACRES LOCATED WEST OF NW 86TH STREET AND SOUTH OF NW 54TH AVENUE TO BE KNOWN AS ROUGHWOOD PUD FROM R-1(100) TO PUD, AN ORDINANCE TO AMEND THE ROUGHWOOD PUD (ORDINANCE 836) TO EXPAND THE ALLOWED USES OF THE PUD TO ALLOW USES OF THE R-4, HIGH DENSITY MULTIPLE FAMILY RESIDENTIAL DISTRICT IN ADDITION TO LIMITED C-2, COMMUNITY RETAIL COMMERCIAL DISTRICT USES. THE PROPERTY IS LOCATED WEST OF NW 86TH STREET AND SOUTH OF NW 54TH AVENUE

WHEREAS, the Planning and Zoning Commission reviewed this item at their regular meeting on ~~August 30th, 2010~~ November 14th, 2016 and recommends approval of PZ Case No. ~~40-18, 16-31.~~

NOW THEREFORE, BE IT ENACTED BY THE CITY COUNCIL OF THE CITY OF JOHNSTON, IOWA THAT:

SECTION 1. PURPOSE. ~~The purpose of this ordinance is to change the Official Zoning Map of the City of Johnston, Iowa, under the provisions of Chapters 165 to 172 (Zoning Ordinance), and Section 166.02 (Zoning District Boundaries and Official Zoning Map) of the Johnston Municipal Code. The purpose of this ordinance is to amend and replace Ordinance 836 establishing the Roughwood PUD.~~

SECTION 2. ~~OFFICIAL ZONING MAP AMENDED FROM R-1(100) SINGLE FAMILY RESIDENTIAL TO PUD.~~ ~~The following legally described property is hereby rezoned from R-1(100) to PUD:~~ **OFFICIAL ZONING MAP AMENDED FROM PLANNED UNIT DEVELOPMENT ALLOWING LIMITED C-2, COMMUNITY RETAIL COMMERCIAL DISTRICT USES, KNOWN AS THE ROUGHWOOD PUD, TO PLANNED UNIT DEVELOPMENT ALLOWING LIMITED C-2, COMMUNITY RETAIL COMMERCIAL AND R-4, HIGH DENSITY RESIDENTIAL DISTRICT USES, TO BE KNOWN AS THE ROUGHWOOD PLANNED UNIT DEVELOPMENT.** ~~The following legally described property is hereby rezoned~~

All of Lots 11, 12, 13, 14, 15, 16, 23, 24, 25 and Lot "B" Road, and part of Lot "A" Road, that is adjacent to and directly North of Lots 23, 24, and 25, and part of Lot "C" Road, that is adjacent to and directly North of Lots 11, 12, and 13 of Roughwood IV, an official plat, City of Johnston, Polk County, Iowa

And

The North 245 feet of the East 267 Feet of the NE ¼ Section 15-79-25, included in and forming a part of the City of Johnston, Polk County, Iowa.

SECTION 3. MASTER PLAN PROVISIONS. In accordance with Section 168.11(3) adopted herewith is the PUD Master Plan for the above-described area being rezoned to Planned Unit Development consisting of the following development policies:

1) General Provisions:

- a) PUD Master Plan: The rezoning exhibit as prepared by GTG Consultants, and dated 6/30/2016 is hereby adopted as the PUD Master Plan. The master plan and those additional guidelines as identified herein shall constitute the zoning requirements of the property.
- ~~a) PUD Master Plan: The rezoning exhibit as prepared by City of Johnston Community Development Staff and dated 8/30/2010 is hereby adopted as the PUD Master Plan. The master plan and those additional guidelines as identified herein shall constitute the zoning requirements of the property.~~
- b) In the administration of these guidelines, any item not addressed specifically will be governed by the Johnston Municipal Code, including Chapters 165-172, Zoning Ordinance.
- c) Allowed uses shall include those of the C-2 district. Other uses that are consistent by type of use, intensity, physical characteristics, style, size and purpose of those permitted in the C-2 district are permitted subject to permission of the Zoning Administrator. The following uses are prohibited:
1. Bars
 2. Billiard/Pool Halls
 3. Hotel/Motel
 - ~~4. Fast Food or Drive-in Restaurants~~
 - ~~5. Convenience Store~~
 5. Gas Station
 - ~~6. Fast food restaurants that utilize a drive-through for service. For the purposes of this ordinance shops and stores that dispense coffee, pastries, juice/smoothies, bakeries, delicatessens, and confectioneries shall be allowed a drive-through service.~~
- d) Uses of the R-4, High Density Multi-Family Residential District are also allowed on Parcel B only and only as upper-story uses. R-4 uses are limited to 16 units per acre for a maximum of 88 units when multiplied by the total land area of the PUD.

2) Traffic Access and Right-of-way Provisions:

a) Dedication of right-of-way:

Additional right-of-way is required along NW 86th Street to accommodate a future third lane for southbound traffic. Additional right-of-way is also required for future widening of NW 54th Avenue. Said right-of-way shall be dedicated to the city at no cost at the time of development of each lot.

b) Access :

~~As depicted on the traffic study prepared by Foth Infrastructure and Environmental, L.L.C. and dated October 12, 2009, two full access points are allowed upon full development, one to be located directly across from the Dahl's entrance on NW 54th Avenue and one at approximately the same location as the intersection of NW 53rd Place and NW 86th Street as shown on the PUD Master Plan. Each ingress/egress access must~~

~~be wide enough to accommodate three lanes of traffic (including a left turn storage lane and through/right lane).~~

~~As stipulated in the traffic study prepared by Foth Infrastructure and Environmental, L.L.C. and dated October 25, 2016, two full-access points are allowed upon full development, one to be located approximately 480 feet west of the centerline of NW 86th Street on NW 54th Avenue and one approximately 460 feet south of the centerline of NW 54th Avenue as shown on the PUD Master Plan. Each ingress/egress access must be wide enough to accommodate three lanes of traffic (including a left turn storage lane and through/right lane).~~

~~Two right-in right-out access points will also be allowed as shown on the PUD Master plan, provided all distance warrants for entrance and intersection spacing are met as defined and stipulated by Chapter 171.05 of the City of Johnston Code of Ordinances. In addition, the right-in right-out access on NW 86th Street shall be preceded by a 50' deceleration lane to reduce traffic conflicts as recommended by the aforementioned 2016 traffic study. Construction of said deceleration lane shall be constructed at the developer's cost.~~

If the PUD is developed in stages or as separate lots or parcels, ingress/egress easements shall be required across said parcels or lots to ensure adequate access and circulation is provided through the development and between the two access points (NW 54th Avenue and NW 86th Street). In addition, the City and the developer shall work with the City of Urbandale and the adjacent property owner of Lot 4 Northpark Business Center Plat 2 to develop an ingress/egress easement and traffic connection between this development and the existing commercial development to the south.

c) Closure of NW 53rd Place:

Commercial access from NW 86th Street is prohibited without first terminating through access of NW 53rd Place. The NW 53rd Place terminus may include a cul-de-sac, hammer head or similar design and shall be constructed to the standards and specifications of the City to provide adequate turn around facilities.

The following measures are required to address the potential phasing of development, (where the entire PUD area is not redeveloped concurrently):

1. Development ~~north of current NW 53rd Place of Parcels A or C~~ shall require the ~~development installation~~ of at least one of the two full access points ~~as depicted in the traffic study.~~ Both accesses may be required as determined by further traffic study ~~once the use of the property is determined~~ with submittal of a site plan.
2. The development of the full access point on NW 86th Street to serve commercial development may occur at any time, and must occur with development ~~south of current NW 53rd Place of Parcel B.~~ If development ~~north and south of current NW 53rd Place of all parcels~~ does not occur concurrently, the following is required:
 - i. The closure of NW 53rd Place and the construction of a turnaround at the terminus of NW 53rd Place, is required as described in Paragraph c above, however, said turn around may be constructed utilizing a temporary configuration.

- ii. Temporary ingress/egress measures must be developed that allow all existing and remaining residential properties to have access either to NW 53rd Place or the new commercial access point to NW 86th Street.

3) Parking

The required number of parking stalls shall be calculated according to the provisions of Chapter 166.33 of the City of Johnston Code of Ordinances except that a shared parking factor of 1.2 shall be utilized for residential and retail uses. The number of required parking stalls for restaurant and retail uses shall be calculated independent of each other according to the provisions of Chapter 166.33. The sum of required stalls for both uses shall be divided by 1.2 to determine the required number of stalls. Restaurant uses shall not be subject to a shared parking factor.

3)4) Orientation of Development

- a) Active portions of the development sites shall be oriented away from adjacent single family residential uses. Toward this end, traffic movements, parking lots, lighting and other active uses shall be oriented toward NW 86th Street or NW 54th Avenue while open spaces and landscaping are oriented toward existing residential uses.

4)5) Utility Provisions:

- a) Water: This PUD area is currently served by a private water system, while the City and Developer may explore termination of this system for the commercial properties that are redeveloped, nothing in this ordinance shall require the redeveloped properties to connect to the City’s public water system. However, the Developer shall be responsible for the full cost of all eight (8) inch diameter water mains for fire protection as determined necessary by the City and shall extend a public main to the new NW 53rd Place terminus at the west property boundary of the PUD to accommodate a future westerly extension.
- b) Sanitary Sewer: The Developer shall construct the necessary sewer mains as required by the City’s subdivision regulations, in the size and locations determined by the City, and connect all lots to the public sanitary sewer system. The Developer is responsible for extending sanitary sewer to the future public right-of-way terminus of NW 53rd Place. Said sewer shall be of sufficient size and depth to accommodate future westerly extension.

5)6) Land Use Provisions: The property shall be developed utilizing the following bulk regulations (required buffer area stipulated in paragraph 6 takes precedence over setbacks):

| Use | Lot Area | Lot Width | Front Yard Setback | Side Yard Setback, Least Width on Any One Side | Sum of Both Side Yard Setbacks | Rear Yard Depth | Height |
|---|--------------------|-----------|--------------------|--|--------------------------------|-----------------|---------|
| <u>All uses Parcels A and C</u> | 20,000 square feet | 100 feet | 30 feet | 10 feet | 20 feet | 35 feet | 50 feet |

| | | | | | | | |
|-----------------|---------------------------|-----------------|----------------|----------------|----------------|----------------|----------------|
| <u>Parcel B</u> | <u>20,000 square feet</u> | <u>100 feet</u> | <u>30 feet</u> | <u>10 feet</u> | <u>20 feet</u> | <u>35 feet</u> | <u>60 feet</u> |
|-----------------|---------------------------|-----------------|----------------|----------------|----------------|----------------|----------------|

7) **Buffers:**

- a) Pursuant to the Roughwood Sub Area Plan within the Comprehensive Plan and Chapter 166.34 of the City of Johnston Code of Ordinances, a 50' landscaped buffer is required between commercial and existing residential uses. The buffer may be installed in phases as each development parcel is constructed, provided temporary measures are taken to buffer residential uses that are otherwise identified as future commercial uses within the PUD.
- b) A minimum 6' privacy fence shall be incorporated into the landscape buffer. The fence shall be opaque and constructed of treated wood (required with ground contact), cedar, redwood, Polyvinyl Chloride (PVC), stone, brick or other material approved by the City Council. Posts shall be anchored appropriately for material used, and designed to support fence height. Location of the fence will be established during the site plan approval process. Fence height shall not exceed 8'.
- c) Lots with side yard lot lines abutting the redevelopment area require additional buffer protection to offset closer proximity of housing to commercial development; therefore, the buffer shall be widened to sixty feet (60') along the east edge of lots ten (10) and seventeen (17) of Roughwood Plat IV for areas within twenty-five feet (25') of a residence. Furthermore, a four foot (4') high minimum berm shall be incorporated into the entire length of the buffer area along the east edge of lots ten (10) and seventeen (17) of Roughwood Plat IV. The fence required in section 6(b) of this ordinance shall be located on top of the berm, the total height of which (fence and berm in combination) shall be at least twelve feet in height.
- d) All required buffers shall contain the appropriate quantity of landscaping as specified in Chapter 166.34 of the City of Johnston Code of Ordinances.

8) Parkland Dedication:

a) Chapter 180.43 of the City of Johnston Code of ordinances requires dedication of 5 acres of public parkland for each 1,000 residents added to the community. The parkland dedication requirement for areas zoned R-4 is determined as follows:

$(\text{number of units}) \times 1.615 \text{ individuals/unit} \times .005 \text{ acres/individual}$

b) Parkland dedication fees shall be paid prior to issuance of a building permit for R-4 uses.

SECTION 4. REPEALER. All ordinances or parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION 5. SEVERABILITY CLAUSE. If any section, provision, or part of this ordinance shall be adjudged invalid or unconstitutional, such adjudication shall not affect the validity of the ordinance as a whole or any section, provision or part thereof not adjudged invalid or unconstitutional.

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SECTION 6. WHEN EFFECTIVE. This ordinance shall be in full effect from and after its final passage, approval, and publication as provided by law, and upon the filing of the annexation of this property with the Secretary of State.

Passed and approved by the Council ~~the 18th day of October, 2010;~~ this 3rd day of January, 2017.

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PAULA S. DIERENFELD, MAYOR

ATTEST:

CYNDEE RHAMES, CITY CLERK

1st Reading:
2nd Reading:
3rd Reading:

Passed:
Signed:
Published:

| ROLL CALL VOTE: | 1st Reading | | 2nd Reading | | 3rd Reading | |
|--|-------------|-------|-------------|-------|-------------|-------|
| | Aye | Nay | Aye | Nay | Aye | Nay |
| Clabaugh | _____ | _____ | _____ | _____ | _____ | _____ |
| Cope Albert | _____ | _____ | _____ | _____ | _____ | _____ |
| Brown Hibbs | _____ | _____ | _____ | _____ | _____ | _____ |
| Lindeman Kallen | _____ | _____ | _____ | _____ | _____ | _____ |
| Temple Lindeman | _____ | _____ | _____ | _____ | _____ | _____ |

Park and Open Space (P/OS)

Park and open space areas are addressed in the Parks and Recreation section of this plan.

Focus Areas

The 2030 Land Use Plan covers all of Johnston's 18+ square miles as well as areas that are intended to be annexed in the future. To better understand the unique characteristics of some of the areas addressed in the 2030 Plan, a number of focus areas were identified. These areas are being specifically called out to allow a more detailed presentation and discussion of future plans and policies. Of the seven focus areas identified below, three of them resulted from planning efforts that took place after adoption of Johnston's 1998 Comprehensive Plan and prior to this comprehensive plan update. The remaining four focus areas were identified as part of this planning process.



Figure 5.10 Roughwood

Roughwood

The Roughwood neighborhood which is generally located around the intersection of NW 54th Avenue and NW 86th Street was developed in unincorporated Polk County on septic systems and with a private water supply. It encompasses approximately 33 acres and contains 62 single family lots. In 1995, the City of Johnston annexed the area. The opening of the NW 86th Street interchange at I-35/80 significantly changed the dynamics of the NW 86th Street corridor and added traffic and congestion around the Roughwood neighborhood.

In response to the change in conditions, the city undertook a study of the area in 2009. That study included an analysis of extending utilities to the area to replace the on-site treatment systems. Public water and sanitary sewer are available immediately adjacent to the Roughwood subdivision. The neighborhood is served by private water service through Thorpe Water Development Company, which does not provide fire protection or hydrants internal to the subdivision. All of the homes in the area currently have on-site septic systems. Sanitary sewer can be extended into the neighborhood via an extension from the NW 86th Street/NW 54th Avenue intersection area. The city completed a feasibility study addressing the extension of sanitary sewer service in 2004 but to date, the required 60% support for the project has not been achieved within the neighborhood so the improvements have not been completed.

In 2009, the city amended the comprehensive plan to reflect the land use pattern shown on Figure 5.11. The plan creates a Neighborhood Mixed Use area at the corner of NW 54th Avenue and NW 86th Street. The amendment also established the following specific policies and action steps for the Roughwood area.

Roughwood Area Policies:

RWP.1. Facilitate the extension of municipal utilities (water and sanitary sewer) to the Roughwood subdivision, both to the potential redevelopment areas and the existing single family residential areas.

RWP.2. Accommodate redevelopment that is consistent with the existing development and traffic patterns along NW 54th Avenue/NW 86th Street but that also maintains and protects the adjacent single family residential uses.

RWP.3. Ensure adequate traffic patterns and movements are maintained along NW 54th Avenue and NW 86th Street.

Roughwood Area Action Steps:

RWA.1. Consider the rezoning of properties within the Roughwood subdivision that would facilitate redevelopment to commercial, office or high density residential uses as depicted

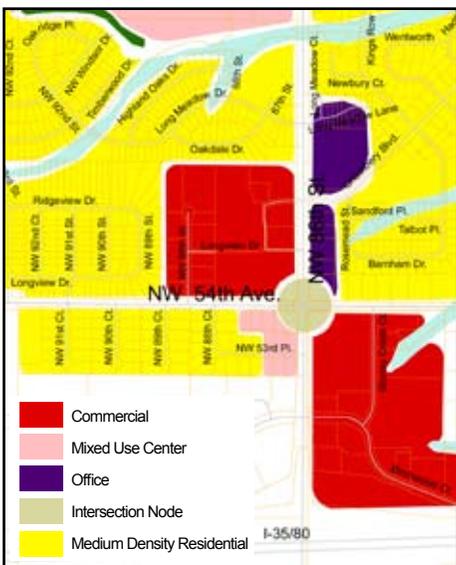


Figure 5.11 Roughwood Sub Area Scenario Adopted Planned Land Use, April 2009

in the 2030 Land Use Plan. Due to the likely phased redevelopment of the Roughwood areas, such rezonings should be sufficiently sized so as to provide sufficient developable area to meet all zoning ordinance bulk requirements, including adequate buffering, traffic access and open space.

RWA.2. As part of the rezoning of any parcels, the following items should be addressed:

- a. Specific buffer and screening standards shall be required between commercial and existing residential uses, even if such residential units are identified as commercial or office uses in the future.
- b. Commercial uses that are less compatible with residential neighbors, such as convenience stores, car washes and fast food restaurants with drive through windows shall not be permitted.
- c. Sites shall be designed in a manner which orients the active portions of the site away from the adjacent single family residential uses. As such traffic movements, parking lots, lighting and other active uses should be oriented to NW 86th Street or NW 54th Avenue while open spaces and landscaping are oriented to the boundary with existing residential uses. This type of site design may require flexibility in setbacks and other bulk requirements.
- d. A traffic study shall be conducted that analyzes the development impact on NW 54th Avenue/NW 86th Street and the overall transportation system in the area. This study should also address the appropriate locations and restrictions on any proposed driveways or street connections.
- e. The city will continue to monitor the Roughwood area in the future to determine if the impacts of traffic and other factors make it appropriate to expand the boundaries of the portion of the neighborhood currently designated as Mixed Use.

RWA.3. Any development or redevelopment within the Roughwood area shall extend and connect to the city's sanitary sewer and water systems, including fire protection.

RWA.4. Upon majority request of the property owners or other regulatory mandate, city sanitary sewer and water service, including fire protection, shall be extended into the single family residential areas. These services would be funded through traditional funding methods including property assessments or connection fees.

Northwest Area

The Northwest Area lies southwest of Camp Dodge, west of NW 86th Street and north of NW 70th Avenue. A comprehensive plan amendment in 2006 addressed the area as follows:

Background

In 1990, Polk County initiated efforts to apply new zoning within the Northwest Area. At the time, 1-acre parcels were being created which complied with the zoning then in place. The zoning was subsequently amended to a minimum of 3-acre lot size to slow growth. The result was the establishment of numerous 3-acre lots in the area. In the mid 1990s, the physical boundaries of Camp Dodge were expanded.

In 1995, Johnston and Grimes reached agreement on an annexation moratorium agreement that established NW 107th Street as the future boundary between the communities south of NW 78th Avenue and Highway 141 as the boundary north of NW 78th Avenue. The agreement specified that neither city would voluntarily or involuntarily annex on the opposite side of the dividing line.

In 1997, the city established the NW Expansion Area Water District. Establishment of the

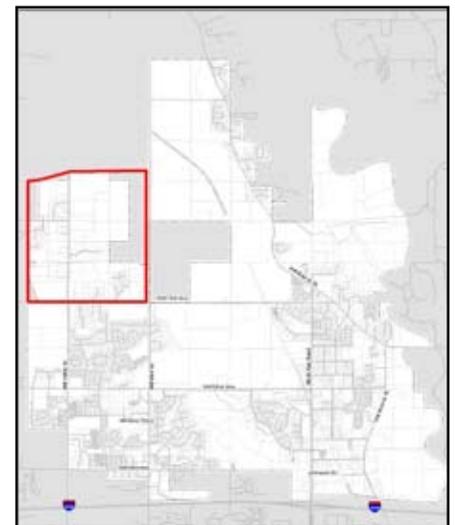


Figure 5.12 Northwest Planning Area

BEST PRACTICES: PARKING MANAGEMENT & DESIGN

December 2015

Planning for Parking

The provision of parking is an essential part of planning and site design. However, parking is often associated with negative impacts that are environmental, aesthetic, and financial in nature. These adverse impacts can be largely mitigated through increased attention to management and design. This document serves as a guide to best practices that communities can implement to ensure an adequate parking supply while creating an aesthetically pleasing public realm that is both financially and environmentally sustainable.

Parking Management

In most communities, perceived parking supply issues are actually a result of poor parking management. These perceived parking supply problems can often be addressed through parking management strategies. These strategies include:

Shared Parking

Shared parking means that two or more land uses share one parking supply. Shared parking reduces the number of parking spaces built and is particularly successful when the lot is shared by developments that need parking at different times of day, such as an office and a movie theater. Shared parking encourages a “park once” mentality and increases walking, rather than driving, between destinations. In Greater Des Moines, where every development has its own parking lot, shared parking for different land uses has major potential to accommodate growth without requiring a significant number of new parking lots. In mixed-use nodes, shared parking ratios can be set to make sure that parking does not dominate the land use of the area.

In mixed-use situations, parking requirements can be reduced using a shared parking factor. For example, in a situation where a development includes residential and office use, the residential portion may require 15 spaces while the office may require 25 spaces. Taken individually the site would need to provide 40 spaces. However, dividing that number by using the shared parking factor reduces the number of required spaces to 29 spaces.

Requiring large amounts of parking for each building can lead to urban and suburban communities being dominated by surface parking lots such as in Rochester, NY (Right).

| Shared Parking Factor | | | | |
|-----------------------|------|-----|----------|-------------|
| Function | with | | Function | |
| RESIDENTIAL | | | | RESIDENTIAL |
| LODGING | | | | LODGING |
| OFFICE | | 1 | 1.1 | OFFICE |
| RETAIL | 1.4 | 1.7 | 1.7 | 1.4 |
| | 12 | 13 | 12 | 12 |
| | | 1 | | |
| | | 12 | | |
| | | | | 1 |



Eliminate Parking Minimum Requirements

An oversupply of parking results in part from minimum parking requirements. Studies of suburban business parks have found that, while the zoning codes often demand 3-4 parking spaces per 1,000 square feet of development or one space per employee, the actual average parking utilization rate is 2.2 spaces per 1,000 square feet. This equates to a 26 percent oversupply. Removing minimums would not ban new parking from being built; it would simply allow market forces to determine the necessary amount of parking, while saving businesses and developers money.

Parking Maximums

Parking maximums place an upper limit on the number of parking spaces supplied, either on an individual site or as a parking cap on an area-wide basis. Parking maximums should replace minimum parking requirements whenever possible.

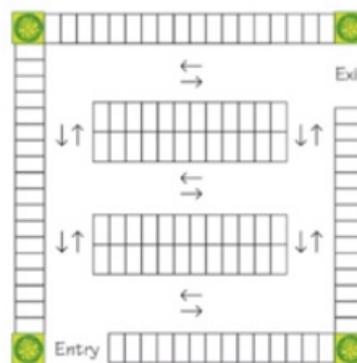


Increasing Capacity at Existing Locations

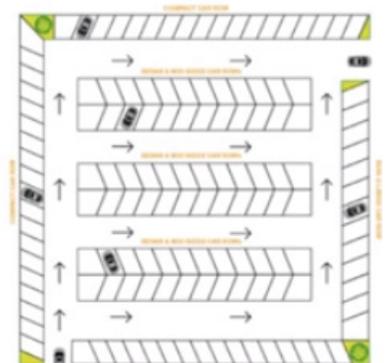
Maximizing the capacity at existing parking locations provides a way to increase parking without using more land. This can be achieved in a number of ways including:

- Underutilized space at corners and edges can be used for smaller car spaces;
- Parallel parking can be replaced with angled on-street parking where there is adequate space on the street;
- Change curb lanes to parking lanes where there is an excess of capacity; and,
- Reduce the size of existing parking spaces.

112 spaces for Cars



138 spaces that are variably sized for different Car types



23% increase in the same land area

In places that already have parking, capacity can be increased through more efficient layouts and design. This represents a much less expensive option without sacrificing more land to parking needs (Above).

Parking Pricing

Pricing parking is a way for motorists to pay for parking facilities directly. Parking rates should be based on performance-based pricing, which optimizes the amount of parking available at any time to around 15 percent of total parking spaces. Communities that wish to use performance-based pricing should invest in electronic payment systems that charge only for the amount of time a car is parked, accommodate various payment methods, and automatically vary rates based on time of day and day of week. These systems track use and turnover which can improve parking planning and administration.

Unbundle Parking

It is a common practice to include parking in the price to rent a building or apartment space. Unbundling parking means that parking is rented or sold separately from the building or housing unit. This allows occupants to pay only for parking they are going to use. Parking can be unbundled in a number of ways. Facility managers and developers can unbundle parking when renting or selling building space. Facility managers could also offer a discount to renters that use fewer space than what is included in the rental price. Unbundling parking allows building occupants to better understand parking cost and determine how they can reduce their need for parking.

Parking Tax Reform

Parking tax reforms include commercial parking taxes and per-space parking levies. Commercial parking taxes are taxes placed on parking rental transactions. Per-space parking levies are special property taxes placed on parking facilities. Placing a tax on parking helps recapture property tax revenue that is lost due to the low assessed value of parking lots, while creating an incentive to practice more efficient parking management. This strategy would require some amendments to Iowa Code to allow communities to impose a levy on parking spaces.

Residential Parking Design

There are a variety of ways to address parking needs in residential areas while maintaining a quality pedestrian environment. These can include:

Alleys/Lanes

Whenever possible, residential developments should have alleys or lanes that accommodate rear loaded parking. Alleys/lanes provide the following benefits:

- Reduces the number of curb cuts on the streets by eliminating the need for front loaded driveways. This improves the pedestrian experience along the street and allows for more on-street parking;
- Allows utilities and trash collection to be located in the rear of the lot improving street aesthetics and increasing property values;
- Allows for more consistent street tree planting in parkway creating an urban tree canopy that increases property values, reduces stormwater runoff, reduced energy bills, and prolongs pavement life;
- Allows for narrower lot widths which can be more profitable for developers while increasing the tax base for local government; and,
- Allows communities to accommodate accessory dwelling units that support aging in place and affordable housing provision.



Alleys or lanes are narrower streets that run behind buildings, providing a loading and parking area separate from the street (Above).

Alleys/lanes do create some challenges for municipalities. The main challenge is the additional maintenance costs associated with the lane/alley when it is under public ownership. Each municipality has to weight the cost and benefits when determining if this is a design solution for their community.

On-Street Parking

Residential streets should be designed with on-street parking in mind. Depending on the width of the street, parking can be located on one or both sides of the street. On-street parking should count toward parking requirements.

Platting and Parking

When platting or re-platting land in an area that is intended to be compact and walkable, lot widths should be set at increments of six feet (referred to as a rod). This will generate lot sizes that are compatible with standard parking stall sizes of 9 to 12 feet. The minimum lot width should be 18 feet, accommodating two rear loaded parking spaces and one on-street space. Platting in this manner allows developers to maximize the efficiency of their development while meeting parking requirements. Additional lot widths that maximize the efficiency of land are 24, 30, 36, 54, 72, and 144 feet. These lot sizes should be built into comprehensive plans and should be allowed by right in development codes.

| | 3 rods | 4 rods | 6 rods | 9 rods | 12 rods | 24 rods |
|--------------------|------------------------|------------------------|------------------------|------------------------|-------------------------|-------------------------|
| LOT WIDTH | 18 ft. | 24 ft. | 36 ft. | 54 ft. | 72 ft. | 144 ft. |
| LOT DEPTH | 100 ft. | 100 ft. |
| LOT AREA | 1800 sq. ft. / .04 ac. | 2400 sq. ft. / .06 ac. | 3600 sq. ft. / .08 ac. | 5400 sq. ft. / .12 ac. | 7200 sq. ft. / .165 ac. | 14400 sq. ft. / .33 ac. |
| RESIDENTIAL | 2 units max | 2 units max | 3 units max | 4 units max | 7 units max | 14 units max |
| COMMERCIAL | | | 1500 sq. ft. | 2000 sq. ft. | 3250 sq. ft. | 6500 sq. ft. |
| PARKING | 3 spaces | 3 spaces | 6 spaces | 8 spaces | 13 spaces | 27 spaces |

Platting in six foot increments allows developers to maximize the density on their development site while still meeting conventional parking standards (Above).

Commercial Parking Design

There are a variety of ways to address parking needs in commercial areas while maintaining a quality pedestrian environment. These can include:

On-Street Parking

Commercial streets should be designed with on-street parking in mind. On-street parking should provide direct access to shop fronts, and should count toward parking requirements.

Parking Location

In commercial areas, off-street parking should be located behind buildings and ideally should be located internally as parking courts. This means that the outer perimeter of the block is lined with buildings and the parking is located the courtyard area behind the buildings.



Putting parking behind buildings creates more walkable streets and active store fronts (Above).

Shared Access Points

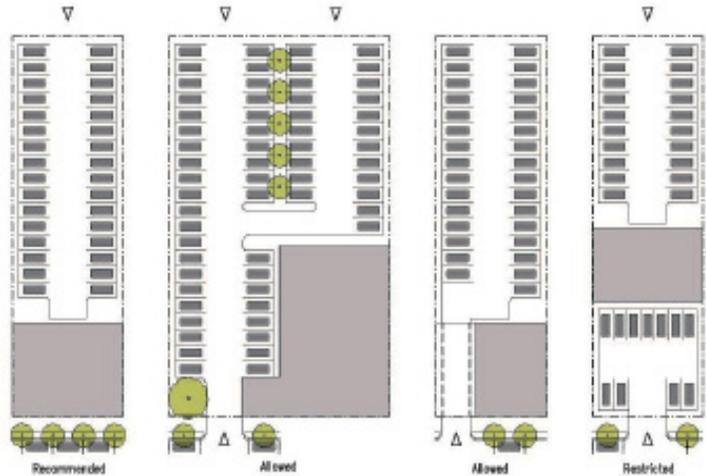
Efforts should be made to minimize the number of access points to parking lots along streets. Allowing for shared access points helps to reduce the number of conflict points along the street, while still allowing for direct access to businesses.

Structured Parking

Structure parking can be handled in a number of ways while maintaining a quality pedestrian environment. Ideally, the structure should be located in the courtyard area at the center of the block. If the structure is designed to take up the entire block, at a minimum the structure should be lined with active uses on the ground floor so that the block creates a quality pedestrian environment at street level. Parking structures should be designed with flat decks. This provides the option to convert parking structures into office or housing uses in the future.

Surface Parking

In places where surface parking is necessary, it should be screened from the main street with some type of urban edge. This could be achieved through landscaping or with high quality fencing materials like brick, stone, or cast iron. Surface parking lots should be designed to maximize the safety of the pedestrian. This should include strong connections to nearby sidewalk, crosswalks, and pedestrian walkways between the parking stalls.



Surface parking lot design options recommended, allowed, and restricted (Above).

Bicycle Parking

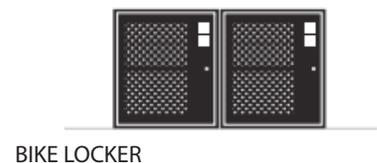
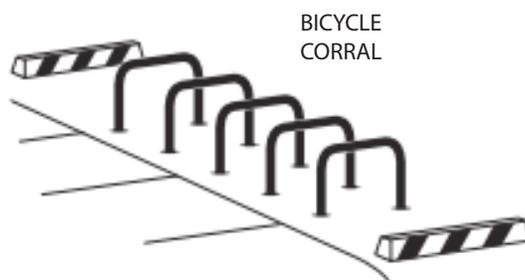
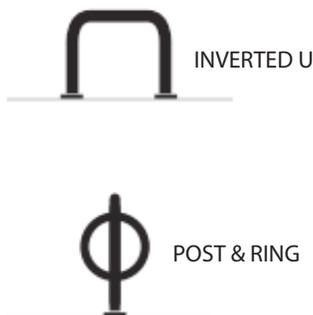
Good bicycle parking pays attention to site planning, intended duration, installation and placement. A rule of thumb is to consider users parking longer than two hours as long-term. Short- and long-term strategies include:

Short-Term

Make it visible, well-lit and less than 50' from the building entrance. Weather-protected parking will reduce the number of people bringing wet bicycles inside. Bike corrals in-street can provide safe, visible and ample bicycle parking in front of businesses without obstructing the sidewalk.

Long-Term

Long-term users may trade convenience for weather protection and security. Use signage to direct new users and ensure security through lighting, access control, and other options. Long-term is especially useful for employers, schools and institutions.



Parking Design and the Environment

There are a number of strategies that can help reduce the environmental impacts of parking. These strategies include:

Surface Materials

Permeable pavement and brick pavers can be used to help reduce the amount of stormwater runoff caused by large surface parking lots. These surface materials can be applied to the entire surface of the lot or just on the parking stalls.



Landscaping

Landscaping can be used to soften the visual impact of surface parking lots. Planting large trees periodically within the lot can contribute to decrease in stormwater runoff, and a reduction in the heat island effect caused by large expanses of pavement.



Reducing Parking

In general, reducing the amount of surface parking required can have significant environmental benefits. This can be achieved using a variety of the parking management and design strategies outlined in this document.



Memorandum

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Johnston, IA 50131
(515) 254-1393 • Fax: (515) 254-1642
www.foth.com

October 25, 2016

TO: David Wilwerding, Community Development Director, City of Johnston

CC: Aaron Wolfe, Senior Planner

FR: Molly Long, P.E.

RE: Roughwood Redevelopment TIS - Update (Gateway Plaza)

EXECUTIVE SUMMARY

The purpose of this study is to evaluate the change in traffic impacts as a result of the revised Roughwood Redevelopment (Gateway Plaza) site plan. An original traffic impact study was completed in 2009. Since then, the proposed land use has been revised and this memorandum and study identify how the change in use affects the local street network.

The Roughwood Redevelopment will replace residential homes with office/retail space, restaurants, and apartments. This memo analyzes traffic impacts for both AM and PM peaks for future 2040 traffic with both existing conditions and the redevelopment. Future proposed traffic along NW 86th Street will significantly constrain the current geometry of the roadway. It is recommended that, at a minimum, a third lane in both the NB and SB directions be added to NW 86th Street to help mitigate impacts and congestion.

DETAILED REPORT

Introduction

The Roughwood Redevelopment area is located in the southwest quadrant of the NW 86th Street and NW 54th Avenue intersection in Johnston, Iowa. A traffic impact study was conducted in 2009 based on the proposed redevelopment's projected land use and the surrounding road network to determine the impact of the additional traffic generated from the site on the adjacent street system.

The 2009 traffic impact study identified primary land uses for this location to be for a pharmacy and retail/office space. This memo reviews the 2009 traffic impact study results and updates them based on revised primary land uses for this location to be retail/office, restaurants, and residential apartments.

Project Background and Description

The primary land uses of the site are anticipated to be residential apartments, retail/office space and restaurants. The property is currently zoned single family residential. Figure 1 shows the proposed site. Figure 2 shows the proposed land use for the area directly abutting NW 86th Street during Phase 1. The remainder of the proposed site will be developed in Phase 2 and it is anticipated that phase 2 will consist of additional retail/office space.



Figure 1. Proposed Site Location

Traffic was analyzed for 2040 future conditions with and without the development occurring. The scenarios are used to determine how the proposed development will impact the roadway conditions and if there are any roadway capacity issues.

Trip Generation

Based on the revised Roughwood Redevelopment plan, a trip generation estimate was performed using the information provided in the *Institute of Transportation Engineers (ITE) Trip Generation, 9th Edition*. The proposed buildings used for the site are specialty retail centers, a high-turnover restaurant, a fast-food restaurant with drive-through window, and apartments. The weekday daily traffic, AM peak hour traffic and PM peak hour traffic were calculated based on the trip generation rates and have been listed in Table 1.

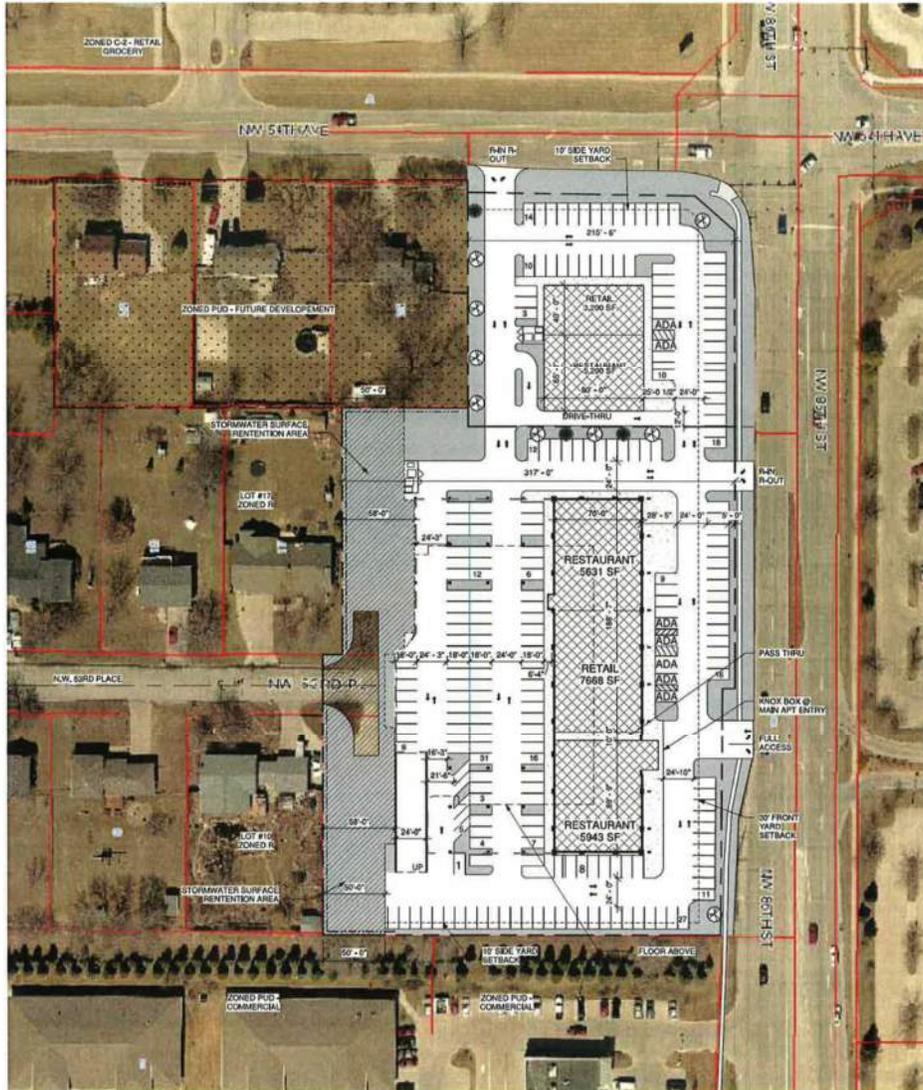


Figure 2. Proposed Site Use Phase 1

Table 1. Summary of Trip Generation for Roughwood Redevelopment Site

| Phase | Building Type | ITE Code | ITE Land Use | Quantity | Units | Daily Trips | AM Peak Hour | | | PM Peak Hour | | | | | | |
|--------------------|---------------|----------|--|----------|-------|----------------|--------------|------------|---------|--------------|----------|------------|------------|----|------------|------------|
| | | | | | | | Trips | Entering | Exiting | Trips | Entering | Exiting | | | | |
| 1 | Retail/Office | 826 | Specialty Retail Center* | 10,868 | SF | 503 | 0 | 0% | 0 | 0% | 0 | 48 | 44% | 21 | 56% | 27 |
| | Restaurant | 932 | High-Turnover Restaurant* | 11,574 | SF | 1,472 | 0 | 0% | 0 | 0% | 0 | 125 | 55% | 69 | 45% | 56 |
| | Restaurant | 934 | Fast-Food Restaurant with Drive-Through Window | 5,200 | SF | 2,580 | 236 | 51% | 120 | 49% | 116 | 170 | 52% | 88 | 48% | 82 |
| | Apartments | 220 | Apartment | 88 | Units | 657 | 39 | 20% | 8 | 80% | 31 | 66 | 65% | 43 | 35% | 23 |
| 2 | Retail/Office | 826 | Specialty Retail Center* | 16,000 | GLA | 722 | 0 | 0% | 0 | 0% | 0 | 60 | 44% | 26 | 56% | 34 |
| | Retail/Office | 826 | Specialty Retail Center* | 8,000 | GLA | 380 | 0 | 0% | 0 | 0% | 0 | 41 | 44% | 18 | 56% | 23 |
| Total Trips | | | | | | Phase 1 | 5,212 | 275 | | 128 | | 147 | 409 | | 221 | 188 |
| | | | | | | Phase 2 | 1,102 | 0 | | 0 | | 0 | 101 | | 44 | 57 |
| | | | | | | Total | 6,314 | 275 | | 128 | | 147 | 510 | | 265 | 245 |

*Due to hours of operation, typically this type of facility has no AM traffic associated with it.

The total trips generated by the proposed development are 5,212 for phase 1 and 1,102 for phase 2, totaling 6,314 daily trips. The additional peak hour traffic generated is 275 vehicles per hour (vph) for the AM and 409 vehicles per hour (vph) for the PM in Phase 1. The additional peak hour traffic generated is 0 vph for AM and 101 vph for PM in Phase 2. The two phases' totals additional peak hour traffic of 275 vph for AM and 510 for PM.

The original trip generation in the TIS had total daily trips being estimated at 2,470 vehicles per day. The additional peak hour traffic generated was estimated to be 40 vph for AM and 240 vph for PM. The revised trip generation as shown in Table 1 is about 50-60% greater than that because of the restaurant and apartment usage.

Access Locations

The revised Phase 1 development plan has three access points identified, one off of NW 54th Avenue and two off of NW 86th Street. The access points closest to the intersection of NW 86th Street and NW 54th Avenue are both limited right-in, right-out during Phase 1 and after the full build is completed. The second access point along NW 86th Street provides full access. A second access point, which would provide full access, along NW 54th Avenue is proposed with Phase 2 and the full build and has been included as part of the analysis. The Johnston Code of Ordinances (updated September 15, 2015) was utilized to determine the street classification and design standards for access points.

According to Chapter 180, Section 24 Street Right-of-Way and Pavement Dimensions, both NW 54th Avenue and NW 86th Street are arterials. Figure 3 provides a copy of the street classification system.

Summary of Street Classification System

| <i>Street Designation</i> | <i>Volume</i> | <i>Right-of-Way Width</i> | <i>Pavement Width</i> |
|---|-------------------------------|---------------------------|-------------------------|
| <i>Local service – loop or cul-de-sac</i> | <i>Less than 250 ADT</i> | <i>50 feet</i> | <i>26 feet</i> |
| <i>Local service</i> | <i>Less than 1,500 ADT</i> | <i>60 feet</i> | <i>29 feet</i> |
| <i>Minor collector</i> | <i>Less than 2,500 ADT</i> | <i>60 feet</i> | <i>31 feet</i> |
| <i>Major collector</i> | <i>Less than 5,000 ADT</i> | <i>60 to 80 feet</i> | <i>31 feet or more</i> |
| <i>Arterial*</i> | <i>Greater than 5,000 ADT</i> | <i>100 feet or more</i> | <i>49 feet or more</i> |
| <i>Cul-de-sac</i> | | <i>105 feet diameter</i> | <i>80 feet diameter</i> |

* *Note: Arterial street rights-of-way with greater widths than listed above shall be required to maintain an adequate area between the street pavement and the right-of-way boundary to accommodate desired corridor area of a minimum of fifteen feet for utilities and public sidewalks, unless a greater width is required by other ordinances or standards of the City.*

Figure 3. Johnston Code of Ordinances Summary of Street Classification System

According to Chapter 171, Section 05 Design Standards, only two of the access points identified for Phase 1 meet the minimum design recommendations as laid out. Figure 4 provides an illustration that depicts the spacing requirements for entrance and intersection spacing.

Based on the Phase 1 development plan as depicted in Figure 2, the NW 54th Avenue right-in, right-out access point is approximately 265 feet west of the intersection which exceeds the required 150 foot distance. During the initial TIS it was recommended that this access point be full access during Phase 1 and transitioned to a right-in, right-out access with Phase 2 and the full build. However, because of the slight shift in location of the access point and its proximity to the left turn taper on NW 54th Avenue, the short-term use of this location as full access is not recommended. This access location should remain solely right-in, right-out for all phases of development. The first access point south of the intersection along NW 86th Street is right-in, right-out and approximately 305 feet away which exceeds the required 150 foot distance. The second access point along NW 86th Street is approximately 230 feet south of the right-in-right-

out access point which does not meet the required 300 feet distance. This access point is directly across from NW 53rd Place.

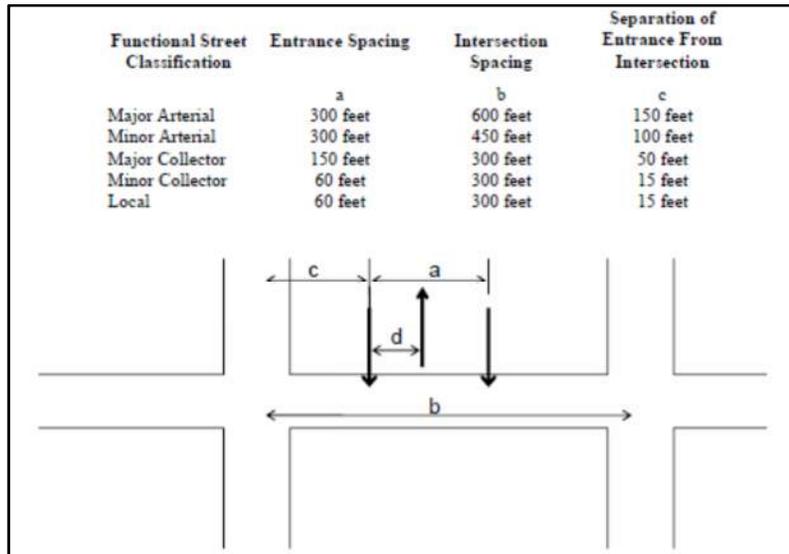


Figure 4. Johnston Code of Ordinances Access Spacing

To accommodate all four access points and meet the minimum required spacing distances, it is recommended that the right-in, right-out access point south of the 86th St/NW 54th Ave intersection is moved approximately 70 feet north, closer to the intersection. Doing so would place that access point approximately 235 feet south of the intersection which exceeds the required 150 feet distance. To reduce potential conflicts it is recommended that a short 50 foot right turn deceleration lane be added at this access point. The spacing between the two access points would then be approximately 300 feet which meets the 300 feet required distance.

Trip Distribution and Assignment

The distribution of the projected volumes due to the site redevelopment was based on existing traffic patterns. The AM and PM peak hour traffic directionality in the study area varied and was applied to the trip distribution percentages using the proposed site access points. The traffic generated from Phase 2 of the full build of the redevelopment was assigned to the proposed full access point on NW 54th Avenue. The traffic generated from Phase 1 of the full build of the redevelopment was assigned to the remaining three proposed access points and proportioned as follows.

- AM Peak Hour
 - NW 54th Avenue Full Access: 100% entering, 100% exiting
 - NW 54th Avenue RIRO Access: 14% entering, 45% exiting
 - NW 86th Street RIRO Access: 36% entering, 9% exiting
 - NW 86th Street Full Access: 50% entering, 46% exiting
- PM Peak Hour
 - NW 54th Avenue Full Access: 100% entering, 100% exiting
 - NW 54th Avenue RIRO Access: 1% entering, 22% exiting
 - NW 86th Street RIRO Access: 40% entering, 22% exiting
 - NW 86th Street Full Access: 59% entering, 56% exiting

Traffic Volumes

The Des Moines Area Metropolitan Planning Organization (DMAMPO) was contacted for average daily traffic volumes for the study area for the year 2040. The projected volumes as provided by them are included in Figure 5. The forecasted volumes from DMAMPO are significantly lower along NW 86th Street than what was utilized in the initial TIS. Additionally, a new interchange is being constructed along I-80/35 west of the interchange of I-80/35 and NW 86th Street which will limit the overall increase in volume along this corridor. In the initial TIS, a growth rate of 2 percent per year compounded annually for main roadways and 0.5 percent per year compounded annually for remaining minor streets, driveways and access locations was utilized. As a result of the anticipated shift in growth with the installation of an additional interchange, a lower growth rate for the main roadways is being assumed. A growth rate of 1 percent per year compounded annually that was utilized for the main roadways and a 0.5 percent per year growth rate that was used for the remaining minor streets, driveways, and access locations for this memo. This methodology was utilized for calculating average daily traffic volumes and peak hour volumes. The Future 2040 volumes and the previously forecasted Future 2034 volumes are shown in Table 2.

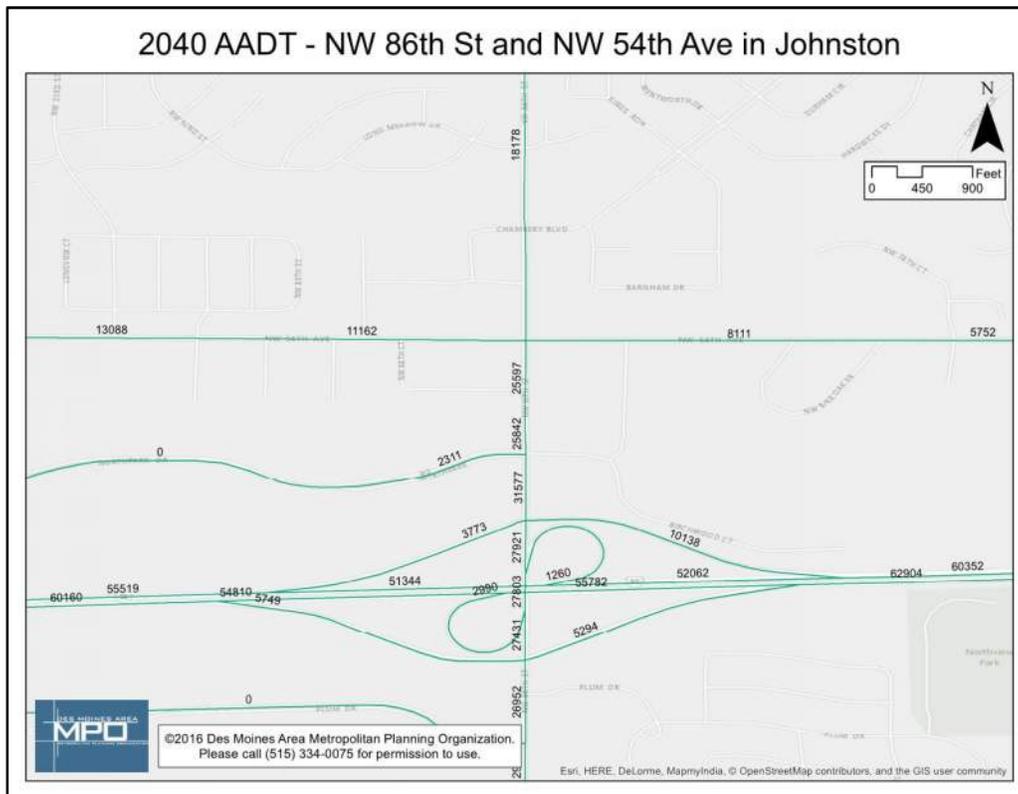


Figure 5. DMAMPO 2040 Traffic Volumes

Table 2. Average Daily Traffic Volumes

| Location | Average Daily Traffic Volumes | |
|---|-------------------------------|-------------|
| | Future 2034 | Future 2040 |
| NW 86 th Street (N. of NW 54 th Avenue) | 42,260 | 44,860 |
| NW 86 th Street (S. of Birchwood Court) | 58,350 | 61,940 |
| NW 54 th Avenue (W. of NW 90 th Court) | 16,740 | 17,770 |

The AM and PM peak hour traffic volumes for the 2040 existing conditions and full build conditions are shown in Figures 6-11.



Figure 6. 2040 Existing Conditions AM Peak Hour Volumes

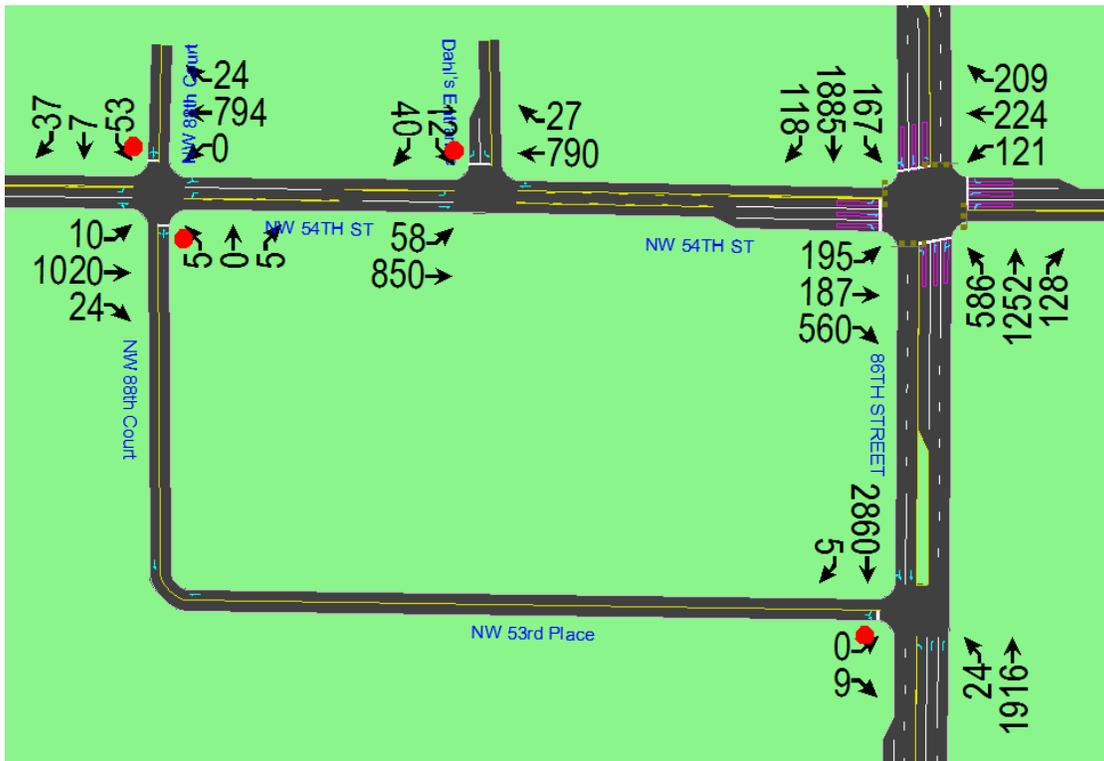


Figure 7. 2040 Existing Conditions PM Peak Hour Volumes

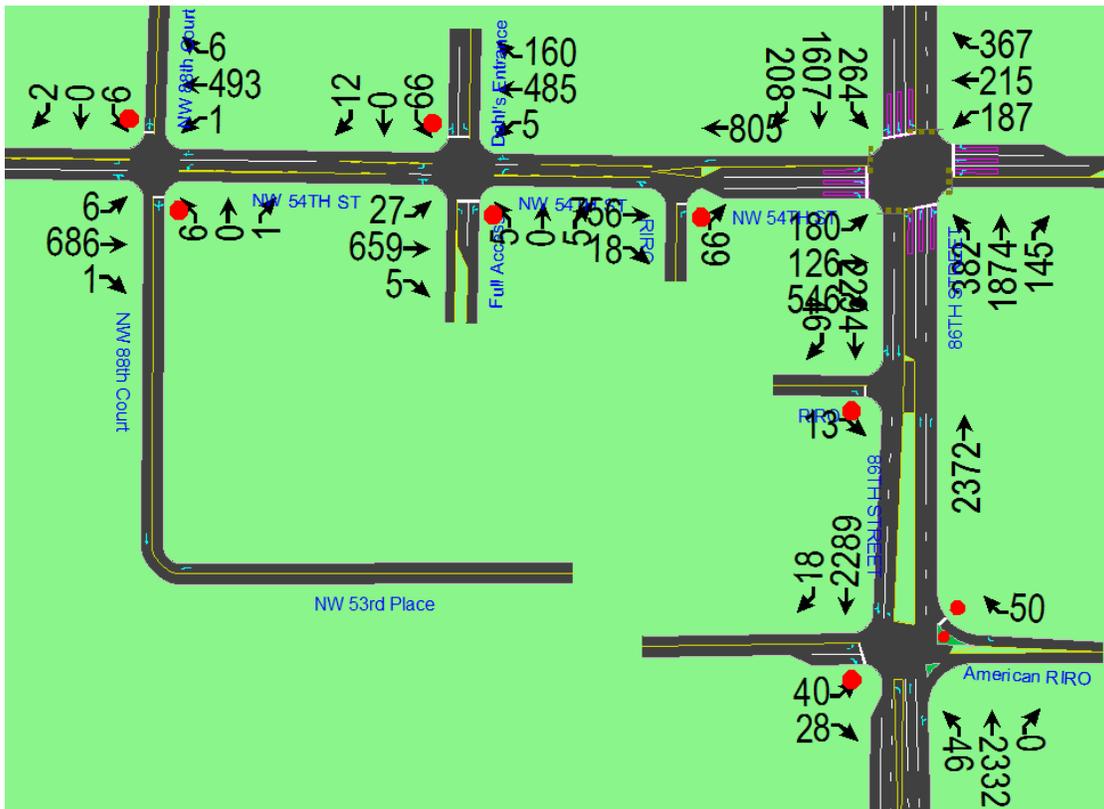


Figure 8. 2040 Full Build Conditions AM Peak Hour Volumes



Figure 9. 2040 Full Build Conditions PM Peak Hour Volumes

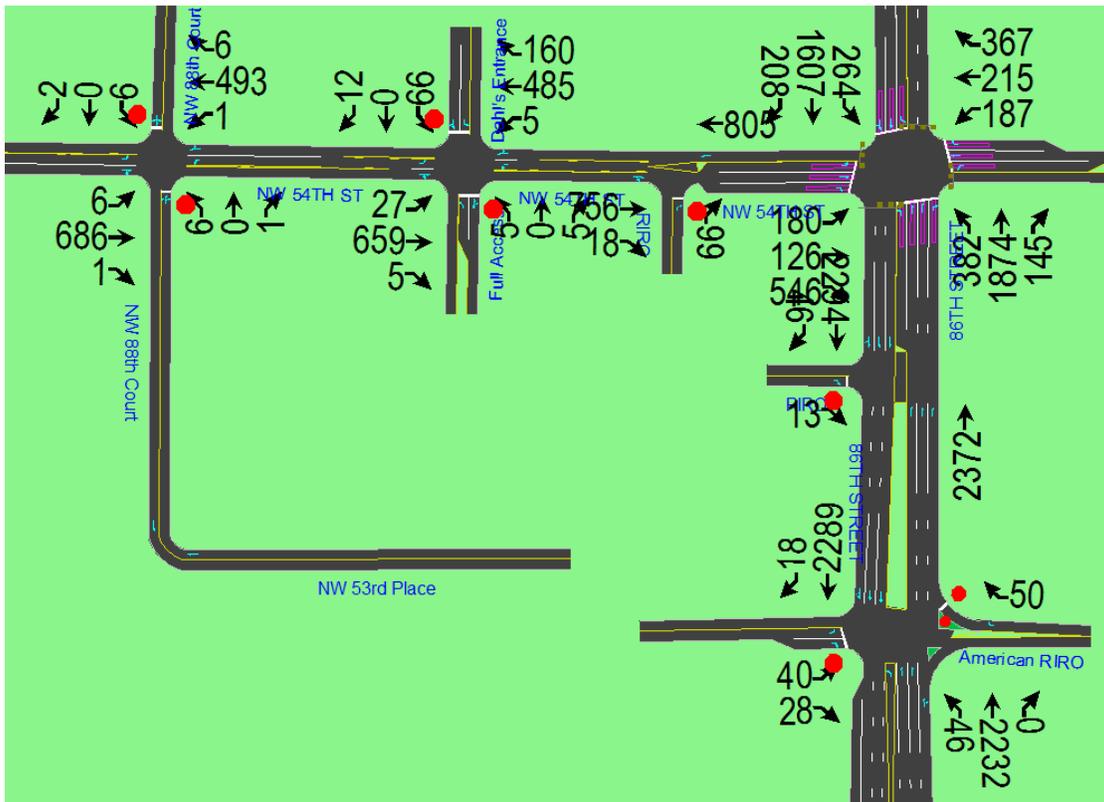


Figure 10. 2040 Full Build Conditions AM Peak Hour Volumes with Lane Add

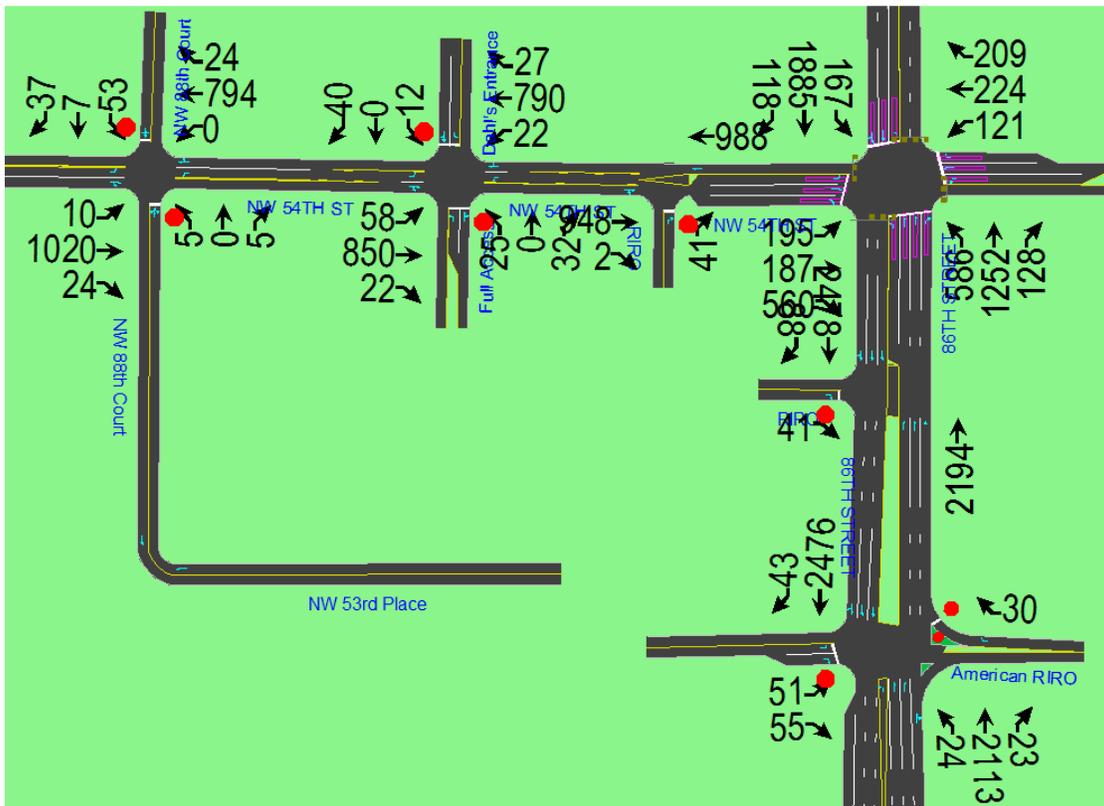


Figure 11. 2040 Full Build Conditions PM Peak Hour Volumes with Lane Add

Operational Analysis

This section includes the analysis for all of the intersections and driveways with the site and for the various access points. The operational analysis will include the performance measures and geometric needs at these locations for the projected traffic conditions. Performance measures used to assess the operation of the system will include delay, volume to capacity ratio, operations of adjacent intersections, maximum queue/storage lengths, control delay, and access management considerations.

AM and PM peak hour traffic analyses were performed for the 2040 existing conditions and full build conditions for the Roughwood Redevelopment. All intersection capacity analyses were evaluated in *Synchro, Version 9*, which uses *Highway Capacity Manual (HCM)* methods. The HCM 2000 methods are used for analyzing unsignalized intersections and HCM 2010 methods are used for analyzing signalized intersections.

To analyze intersection operations, vehicular delay is equated to Level of Service (LOS) criteria with an A through F scale. LOS A is the most desirable with the least delay while LOS F is the least desirable where excessive delay is experienced. A summary of LOS, as defined by HCM, is shown in Table 3. Typically, LOS D is the minimum acceptable LOS for signalized intersection approaches in the Des Moines metro area. However, LOS F is typical for left turn and through movements from Stop controlled approaches on minor streets or driveway during peak hours.

Table 3. Level of Service (LOS) Definition

| LOS | Average Delay per Vehicle (sec) | |
|-----|---------------------------------|----------------------------|
| | Signalized Intersections | Unsignalized Intersections |
| A | Less than 10 | Less than 10 |
| B | 10 to 20 | 10 to 15 |
| C | 20 to 35 | 15 to 25 |
| D | 35 to 55 | 25 to 35 |
| E | 55 to 80 | 35 to 50 |
| F | Greater than 80 | Greater than 50 |

The intersection analysis for the AM and PM peak hours are shown in Table 4. The output from the Synchro models can be found at the end of this report.

The Roughwood Redevelopment does not significantly impact the local roadway network except at the intersection of NW 86th Street and NW 54th Avenue. All movements and the intersection itself operates at an LOS F. However, this intersection was operating at an LOS E or F in the original TIS. It is difficult to determine which attributes of delay can be attributed solely to the development and which are a result of the already constrained intersection.

Traffic Signals

Traffic signal warrant analyses were not performed for any of the proposed accesses due to the low side road traffic and the operational analysis showing acceptable LOS for the driveway movements.

Table 4. Peak Hour Level of Service and Delay by Intersection

| Location | Intersection Control | Peak Period | Level of Service | | |
|--|----------------------|-------------|---|---|---|
| | | | 2040 Existing | 2040 Full Build | 2040 Full Build with Added Lanes |
| NW 54th Avenue and NW 88th Court | Unsignalized | AM | EBL - A (9) WBL - A (9) NB - C (16) SB - C (15) Int - A (1) | EBL - A (9) WBL - A (9) NB - C (16) SB - C (15) Int - A (1) | EBL - A (9) WBL - A (9) NB - C (16) SB - C (15) Int - A (1) |
| | | PM | EBL - B (10) NB - E (36) SB - F (181) Int - C (17) | EBL - B (10) NB - E (35) SB - F (182) Int - C (18) | EBL - B (10) NB - E (35) SB - F (183) Int - C (18) |
| NW 54th Avenue and Full Access/Dahl's Entrance | Unsignalized | AM | EBL - A (9) SBL - C (17) Int - A (1) | EBL - A (9) WBL - A (9) NBL - C (17) NBTR - B (14) SBL - C (21) SBTR - B (12) Int - A (1) | EBL - A (9) WBL - A (9) NBL - C (17) NBTR - B (14) SBL - C (21) SBTR - B (12) Int - A (1) |
| | | PM | EBL - B (11) SBL - C (18) Int - B (1) | EBL - B (11) SBL - B (10) NBL - E (36) NBTR - C (18) SBL - D (31) SBTR - C (16) Int - B (2) | EBL - B (11) WBL - B (10) NBL - E (36) SBL - D (31) Int - B (2) |
| NW 54th Avenue and RIRO | Unsignalized | AM | | NBR - C (17) Int - A (1) | NBR - C (17) Int - A (1) |
| | | PM | | NBR - C (20) Int - B (1) | NBR - C (20) Int - B (1) |
| NW 86th Street and NW 54th Avenue | Signalized | AM | EB - F (225) WB - F (189) NB - F (169) SB - F (128) Int - F (165) | EB - F (225) WB - F (189) NB - F (169) SB - F (128) Int - F (166) | EB - F (255) WB - F (176) NB - F (98) SB - F (136) Int - F (144) |
| | | PM | EB - F (183) WB - F (154) NB - F (97) SB - F (175) Int - F (148) | EB - F (144) WB - F (155) NB - F (105) SB - F (204) Int - F (155) | EB - F (143) WB - F (160) NB - F (99) SB - F (202) Int - F (153) |
| NW 86th Street and RIRO | Unsignalized | AM | | EBR - B (12) Int - D (0) | EBR - B (12) Int - B (0) |
| | | PM | | EBR - B (12) Int - D (0) | EBR - B (12) Int - B (1) |
| NW 86th Street and NW 53rd Place/Full Access | Unsignalized | AM | WBR - B (11) Int - C (1) | EBL - F (95) WBR - B (12) NBL - F (45) Int - D (2) | EBL - B (11) WBR - B (11) NBL - B (15) Int - B (1) |
| | | PM | EB - D (31) NBL - F (904) Int - E (6) | EBL - F (227) WBR - B (12) NBL - F (56) Int - D (5) | EBL - B (11) WBR - B (11) NBL - C (20) Int - B (1) |

Conclusions

1. Traffic projections indicate that the Roughwood Redevelopment will generate more traffic than the existing land use. Projections show that a total of 5,212 daily trips (275 in the AM peak and 409 in the PM peak) will be generated by Phase 1 construction. Phase 2 will also generate an additional 1,102 daily trips (101 in the PM peak). Total traffic generated by the development is 6,314 daily trips, 275 in the AM peak and 510 trips in the PM peak. This amount is approximately 50-60% greater than in the original TIS and can be attributed to the additional apartments and varied restaurants.
2. The projected traffic does not significantly affect the surrounding road network except for the main intersection of NW 86th Street and NW 54th Avenue. The Level of Service (LOS) analysis indicates that all of the movements and the intersection itself will operate at a LOS F which is below the accepted LOS for a signalized intersection on an arterial road. However, the LOS and delay at this intersection is not solely due to the additional traffic generated from Roughwood Redevelopment (Gateway Plaza); general growth in background traffic also contributes.
3. The access point west of the 86th Street/NW 54th Ave intersection on NW 54th Avenue is recommended to be only a right-in, right-out access point. The initial TIS recommended that this location be full access during Phase 1 and then transitioned to right-in, right-out with Phase 2. However, with the shift in location of the access point and its proximity to the left turn taper on NW 54th Avenue, it is recommended that this access point be only right-in, right-out. A full access point at this location is not recommended during any phase. To assure the access location operates as a right in, right out, a median or some other temporary barrier should be installed for the length of the left turn lane and taper.
4. The NW 86th Street corridor is already starting to be constrained and future growth adds further constraint to the corridor. Adding a third lane in both the NB and SB directions of NW 86th Street will help to reduce delay and congestion but does not eliminate all congestion or significantly reduce delay or improve LOS. Adding more dedicated turn lanes would further help to reduce delay and improve LOS.

From: [David Wilwerding](#)
To: [Aaron Wolfe](#)
Subject: FW: Roughwood
Date: Wednesday, October 26, 2016 8:00:12 AM
Attachments: [1483_001.pdf](#)

David R. Wilwerding, AICP
Community Development Director
City of Johnston
6221 Merle Hay Road - P.O. Box 410
Johnston, IA 50131
515-727-7775 Office
515-201-3280 Cell
dwilwerding@cityofjohnston.com
www.facebook.com/cityofjohnstoniowa
[@cityofjohnston on Twitter](#)
www.cityofjohnston.com

From: Troy Murphy [mailto:troy@crazyx4.com]
Sent: Tuesday, October 25, 2016 9:27 PM
To: David Wilwerding <dwilwerding@cityofjohnston.com>
Subject: FW: Roughwood

The residents of Roughwood IV would request that the city's recommendation to the planning and zoning board be to reject and deny this request. According to the drawing there is no 6ft tall Berm between the residential and commercial with the fence atop the highest point of the berm as promised and required, furthermore the parking does not meet the bulk parking requirements. We also have concerns and questions regarding the proposed storm water retention area. It is shown in the area that the 6 ft berm is required to be in and it would force the water from the proposed development onto the residents land. I would also like to point out that the footprint shown on page one is inaccurate. It fails to show the full footprint of the structure. According to page 6 the structure would basically be all the way to the edge of the turnaround. There is no berm or fence to separate our neighborhood from the proposed development causing numerous problems with people parking on our streets to access a development with inadequate parking. We were promised no connection between our neighborhood and the commercial development. There is no green space for the number of residents in such a small area, nor is there any within a reasonable walking distance. I know the city is concerned about this as they require parks for new residential neighborhoods and this will be packing more people in a smaller area than most residential neighborhoods allow. This would force them into our neighborhood where sidewalks and streetlights are non-existent. The height of the structure is also a concern. It would block the view of those directly next to the structure and with the parking to the back be an eyesore to those who would abut it. It also raises concerns about privacy and people looking into the backyards of neighbors.

I also believe we were promised that there would be no restaurants with drive thru's. We have multiple concerns with traffic and the subsequent problems this will cause with only 2 right in/outs and one full access across a busy 86th street along with the noise and debris said restaurant would generate. We also have concerns about the general maintenance and upkeep of this property. The properties currently owned by this developer are in serious disrepair. We realize that the developer has always planned to turn these into a commercial enterprise. This does not excuse his failure to maintain those properties until that time. They are a representation of the developers intent and character which appears to be money at any cost.

I also have concerns regarding the people on 54th who were left out of this development who are now stuck in a commercially zoned property with no ability to sell their home for residential purposes and not enough real property to be developed commercially.

Because of these and multiple other problems, including the promises made by the developer and city we would again like to request that the city's recommendation to planning and zoning be to deny the proposed development.

Sincerely,

Troy Murphy

From: ander8714 [<mailto:ander8714@aol.com>]
Sent: Tuesday, October 25, 2016 5:27 PM
To: Troy Cathy Murphy <troymurphy@mchsi.com>
Subject: Fwd: Roughwood

Sent from my Verizon, Samsung Galaxy smartphone

----- Original message -----
From: David Wilwerding <dwilwerding@cityofjohnston.com>
Date: 10/25/16 3:54 PM (GMT-06:00)
To: "ander8714@aol.com" <ander8714@aol.com>
Subject: Roughwood

Peggy,

Attached is the current submittal from Steve Scott on his rezoning request.

Please let me know if you have any questions.

Thanks,

From: [Steve Scott](#)
To: [Aaron Wolfe](#)
Cc: [David Wilwerding](#)
Subject: Distinction between fast food and fast casual categories
Date: Tuesday, November 08, 2016 7:22:02 AM
Attachments: [image001.png](#)
[image002.png](#)
[image003.png](#)
[image004.png](#)

Aaron – below is an article discussing the differences between fast food and fast casual restaurants.

-Steve

Fast Food Versus Fast Casual

By [Trevir Nath](#) | February 5, 2015 — 2:02 PM EST



Between fast food and fine dining lies the rapidly growing fast casual business sector. Many companies have combined casual dining and fast food convenience to create the fast casual industry. Operating within this model are restaurants Chipotle([CMG](#)), Shake Shack ([SHAK](#)) and Panera ([PNRA](#)), among others.

Notably, Shake Shack, a burger chain that originated in New York, has found success offering a casual dining experience at a fast food pace. Shake Shack's recent [IPO valued](#) the company of 63 restaurants at around \$700 million. After its first day of trading, the chain's stock grew 123% with a [market cap](#) north of \$1.5 billion.

Fast casual restaurants, including Shake Shack, provide consumers with freshly-prepared, high-quality food traditionally absent from quick service restaurants. As American consumption trends toward healthier, organic choices, fast food chain sales have declined. In particular McDonalds ([MCD](#)), has witnessed sharp declines in sales, some of which can be attributed to food scares and [supply chain](#) mishaps. In the United States, however, McDonald's faces increasing competition from fast casual and quick service restaurants.

Traditionally, fast food chains have gained market share by offering simpler and cheaper alternatives, while fast casual chains provide consumers with higher quality meals. As fast casual outlets continue to grow, the fast food industry must evolve to remain competitive. (For more, see: ["Healthifying" The Fast](#)

Food Market.)

The Fast Casual Model

While fast casual chains do not compare to the robust revenue stream of restaurant giants like McDonalds, the industry has witnessed [growth rates](#) not seen in the quick service industry. It is [reported](#) that sales of fast casual outlets rose by 10.5% in 2014, compared with 6.1% for fast food chains. Notably, industry leader Chipotle is [enjoying](#) 20% annual growth rates.

Combining ambience and meal quality comparable to casual dining with the convenience of a quick service chain, the fast casual industry has been a model for current and future success. A number of factors, including affordability in conjunction with quality, taste, convenience, and [customer service](#), form the basis for fast casual outlets.

In general, a fast food meal [costs](#) between \$5 and \$7 while offering average food quality, no table service, and limited customization. Conversely, the fast casual concept incorporates affordability with high quality ingredients. While the typical cost of fast casual meals is more expensive than their quick service counterparts, consumers are afforded more natural ingredients and custom meals.

As mentioned previously, Chipotle Mexican Grill is at the forefront of the rapid growth. Chipotle offers made-to-order meals with plenty of options for customization. As consumer habits shift to healthier life choices, ingredients labeled organic, fresh, and non-GMO are associated with higher prices. As a result, the average Chipotle customer spends \$11.56 per visit with prices continuing to rise as a result of [commodity price fluctuations](#). However, the sector still maintains high volume sales, indicating that people prefer quality and hygiene over low prices. (For more, see: [22 Ways To Fight Rising Food Prices.](#))

The Fast Food Sector

The fast food sector contains a number of popular franchises, including McDonalds, Taco Bell ([YUM](#)) and Wendy's ([WEN](#)). McDonalds has led the fast food industry in terms of sales and number of restaurants worldwide, followed by Subway and Starbucks([SBUX](#)).

Fast food chains earned much of their success by offering quick, inexpensive meals made exactly the same way around the world. However, over the last few years, fast casual restaurants have continued to eat into the [market share](#) of leading quick service chains. While Chipotle's [\\$3.2 billion](#) in 2013 revenue doesn't compare with McDonald's, Chipotle's consistently high revenue growth suggests higher investor confidence than found in comparable fast food chains.

The fast food industry considers the growing fast casual sector a major threat due to the shift in customer traffic and higher average spending per visit. It is estimated that in 2014, the fast casual segment witnessed an 8% increase in traffic. An increasing number of guests insist consumers

with higher discretionary incomes are more inclined towards health and quality. Likewise, guests of fast casual restaurants average higher ticket purchases compared to fast food chains. This suggests [inelastic demand](#) for quality labeling such as organic, fresh, and local, to name a few. As hospitality shifts its focus onto new consumer habits, the quick service industry must become cheaper or adapt to the fast casual model to remain competitive. (For more, see: [Commodities That Move The Markets.](#))

The Bottom Line

As consumers with [discretionary income](#) continue to shy away from traditional fast food outlets, the fast casual industry has witnessed rapid growth. Growing at roughly 11% per year, companies operating as fast casual outlets have found success for a number of reasons.

Restaurants like Chipotle promise the fresh ingredients typically absent from a fast food meal. Likewise, customization has become a staple for many fast casual outlets. Building your own burrito, sandwich, or salad appeals to pickier eaters especially.

It is estimated that prices within a fast casual establishment can be up to 40% higher than a comparable fast food chain. Clearly, consumers are willing to pay more for a higher quality meal.

While it is safe to assume the rapid growth rates of the industry will slow down, American fast casual restaurants [boasted](#) revenues of \$21 billion in 2014. While the individual sales of fast casual outlets do not compare to the likes of McDonalds, major players in the fast food industry have witnessed slowly decreasing sales as a result of consumer preference to fast casual dining.

Read more: [Fast Food Versus Fast Casual | Investopedia](http://www.investopedia.com/articles/investing/020515/fast-food-versus-fast-casual.asp#ixzz4PQIBVYiz) <http://www.investopedia.com/articles/investing/020515/fast-food-versus-fast-casual.asp#ixzz4PQIBVYiz>

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