



STAFF REPORT

To: University Heights City Council

Prepared by: John Yapp
Kent Ralston

Item: May 27, 2011 PUD submittal
1300 Melrose Avenue

Date: June 7, 2011

GENERAL INFORMATION:

Applicant:

Maxwell Development LLC.
319-354-5858

Property Owner:

St. Andrew Presbyterian Church

Requested Action:

Planned Unit Development Review

Purpose:

Neighborhood commercial and multi-family residential; 58 condo units (rear building), 21 condo units and 17,008 square feet of commercial space (front building)

Location:

The NW corner of the Melrose Avenue /Sunset Street intersection

Size:

5.30 more/less

Existing Land Use:

One building (church)

Surrounding Land Use and Zoning:

North: Institutional Land; owned by the University of Iowa
South: Single Family Residential; R1
East: Single Family Residential; R1
West: Planned Unit Development; PUD, and Single Family Residential; R1

Zoning:

Multiple-Family Commercial PUD

INTRODUCTION

This report was created by the Metropolitan Planning Organization of Johnson County (MPOJC) planning staff at the request of the City of University Heights. This report is intended to provide general guidance to the City during review of the Planned Unit Development (PUD) submittal (dated May 27, 2011) for the St. Andrew Presbyterian Church property at 1300 Melrose Avenue.

What is a Planned Unit Development?: *“A planned unit development (PUD) is a comprehensive development plan intended to provide flexibility in design and building placement, promote attractive and efficient environments that incorporate a variety of uses, densities and dwelling types, provide for economy of shared services and facilities, and preserve natural resources” (APA Planned Unit Developments, Mandelker page 4).*

BACKGROUND INFORMATION:

The City of University Heights has received a Planned Unit Development submittal from Jeff Maxwell with interest in redeveloping the current St. Andrew Presbyterian Church property at 1300 Melrose Avenue. The applicant has been working with the City for several years on the concept and wishes to redevelop the property for both neighborhood commercial and multi-family residential uses. The applicant was successful in his request to have the property rezoned to allow for a mixed-use PUD. The subject property was rezoned from R1 Single-Family Residential to a Multiple-Family Commercial PUD zone on December, 14, 2010 - Ordinance No.180 (a previous request for a similar rezoning was denied in June of 2009).

The subject property is approximately 5.30 acres currently containing one principal building with access via Melrose Avenue. The remainder of the property exists as paved parking and sloping undeveloped land. There is a University of Iowa owned parking lot to the north of the property with access via the subject property owned by St. Andrew Presbyterian Church.

The property, zoned Multiple-Family Commercial PUD, is abutted by Institutional/Public property owned by the University of Iowa to the north, several wooded undeveloped lots zoned Multiple Family Commercial to the east, developed Single-Family Residential lots to the south (across Melrose Ave), and a Planned Unit Development and undeveloped wooded ravine to the west.

ANALYSIS:

Zoning: The subject property was rezoned from R1 Single-Family Residential to Multiple-Family Commercial PUD in December 2011. As stated in University Heights’s Ordinance No.180, the subject parcel is allowed to hold no more than two total buildings, 80 residential units, and 20,000 square feet of commercial space, among other limitations and restrictions.

Table 1 compares how the proposed PUD conforms with the development regulations and restrictions set-forth in University Heights Zoning Ordinance No.180.

Table 1: Comparison of Zoning Criteria to Proposed Planned Unit Development

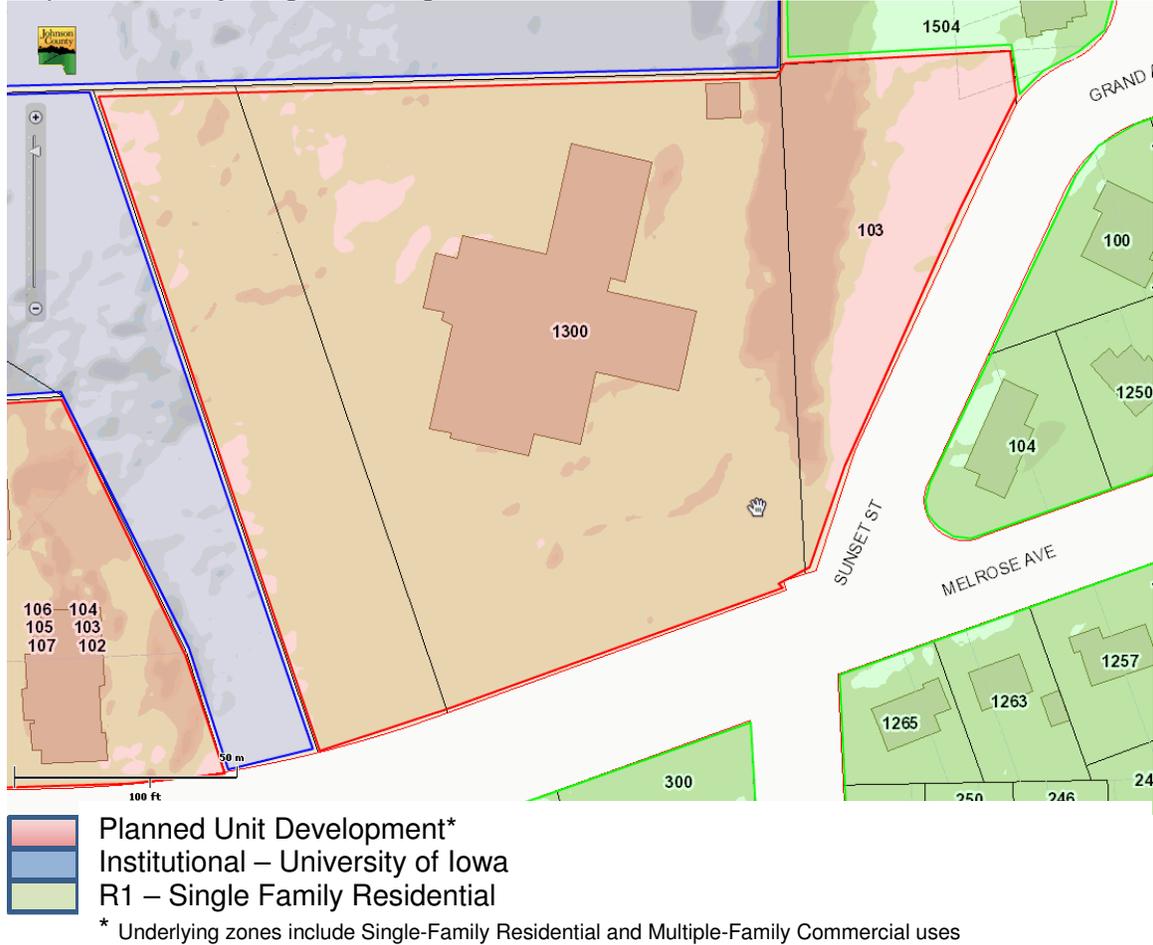
UH Zoning Ordinance No.180	Planned Unit Development Submittal
<ul style="list-style-type: none"> • 2 total buildings • 80 residential units • 20,000 sq/ft commercial space • 45,000 sq/ft total building footprints • 38' max front building height • 76' max rear building height • 185 parking spaces (min) • 55 above ground parking spaces (max) • 33' front setback • 20' side setback from any lot line 	<ul style="list-style-type: none"> • 2 total buildings • 79 residential units • 17,008 sq/ft commercial space • 44,708 sq/ft building footprints • 38' front building height • 72' rear building height • 219 parking spaces • 53 above ground parking spaces • 33' front setback • 20.50' setback (min)

As demonstrated in Table 1, the PUD submittal meets all of the quantifiable development regulations and restrictions set forth in University Heights Zoning Ordinance No.180 Section 13.B. Provisions in Section 13.B (4) and (8), as follows, cannot be measured at this time and will need to be addressed as development occurs and as the Developers Agreement and Condominium Declarations are prepared.

- *Section 13.B(4): 'No more than one person not a member of the family as defined in Section 3 of this Ordinance may occupy each dwelling unit as part of the individual housekeeping unit.'*
- *Section 13.B(8): 'The University Heights City Council may impose additional reasonable conditions as it deems necessary to ensure that the development is compatible with adjacent land uses, will not overburden public services and facilities, and will not be detrimental to public health, safety, and welfare.'*

Another item that cannot be evaluated at this time is the developer's right to establish certain uses in the commercial portion of the development. As provided in Section 12.F (b), the following commercial uses are permitted: professional offices, bakeries, drug stores, grocery stores, barber/beauty shops, catering businesses, restaurants, coffee shops (or similar), but not drinking establishments, retail shops (not liquor), art galleries, or further uses as provided in the Development Agreement between the City and developer. It will be important to discuss other specifics in the Developers Agreement / Condominium Declaration regarding the hours of operation and specific uses of commercial property (if different than granted in Section 12.F (b) of the City Code).

Map 1: University Heights Zoning



In terms of application requirements set-forth in Ordinance No. 180 Section 13.D, staff reviewed the PUD submittal and finds several areas where additional information is necessary:

- The City Engineer should verify that the storm drain located in the ravine east of the development will not disturb the critical and protected slopes at this location.
- A description of building materials to be used for all exterior surfaces is not definitively provided. Possibilities for the commercial building include limestone/cast stone, and low-E-glazing. For the residential building material possibilities listed include pre-cast panels, low-E-glazing, and metal sunshades. The City Council may want to obtain more specific information when available.

Land Use and General Layout: The general layout of the commercial portion of the PUD submittal is consistent with the older commercial node on the east side of University Heights in that the building is close to the street with parking located behind the building. This will result in an *urban* presentation of the commercial space in that it is pedestrian-oriented and a majority of the parking will be hidden from the street. With front doors and windows facing the street, the commercial area should be inviting to pedestrians as well as vehicular traffic. University Heights should examine the building concepts provided by the developer. Officials will want to articulate what amenities would be seen as favorable for the plaza area at the southeast corner of the development. More detail on the plaza features may become necessary if requests for specific features are made from the City Council (e.g., seating areas, multi-use 'open' space, tables, etc.).

Regarding the proposed residential structure at the rear of the property: University Heights representatives should further analyze the images and renderings provided by the developer to gain an understanding of the height and character of the building. Although the developer has provided computer generated simulations of how the proposed buildings may appear from north, south, east and west, it may be helpful for the developer to produce a scale model of the PUD so that decision makers can grasp the scale and bulk of the buildings in the proposed setting. For instance, if buildings are set on lower topography than the surrounding neighborhood, or are obscured by tall trees that are preserved during the development process, the taller building may not be as visible.

For the general layout of the site, it is important for the development to be "connected" to the larger neighborhood. The PUD submittal accomplishes much of this by proposing over width sidewalks on both the south and east frontages of the development. University Heights will want to request a set of detailed landscape plans as the proposed development is finalized to ensure adequate landscaping around the proposed structures and that the development blends-in with the surrounding neighborhood.

Building Materials and Design: The PUD submittal indicates that possible construction materials to be used would be a combination of limestone/cast stone and low-E-glazing for the mixed-use commercial building, and pre-cast panels, low-E-glazing, and metal sunshades for the residential building at the rear of the property (pages 11 & 17). While these materials would generally conform with the comprehensive plan's statement that environmentally-friendly construction materials should be used, University Heights representatives should request to see examples of the building materials before finalizing and approving the PUD.

Regarding energy efficiency, information provided by the developer indicates the intent for the proposed structures to meet certain LEED requirements. This is consistent with the Comprehensive Plan goal of encouraging energy efficient construction. Representatives should discuss what level of LEED certification, if any, the city will require from the developer.

Mass and Scale: Mass and scale are important determining factors of how a building will blend-in with the surrounding neighborhood. Tall buildings can appear to loom over the surrounding neighborhood due to their bulk. This effect can be mitigated through the use of design strategies such as those shown in the building concepts submitted by the developer that attempt to break up the mass by using setbacks, offsets, and other methods to articulate both the horizontal and the vertical planes of the building.

The façade modulation and pitched rooflines in the mixed-use building fronting Melrose Avenue helps to reduce the perceived bulk of the building. It should be noted the proposed building height at 38' conforms with City Ordinance No.180 that sets the maximum building height for this building at 38'. The building is also proposed to be set-back 33' from the Melrose Avenue right-of-way which will decrease the perceived mass of the building and provide more continuity with the surrounding neighborhood.

The PUD submittal indicates that the proposed condo building at the rear of the property will have an overall height of 72' which is 4' lower than allowed by current zoning standards set forth in Ordinance No.180. To minimize the perceived mass of the building the developer has proposed a flat terraced roof design. The PUD submittal indicates that the building would step-up from 4-6 stories on the east and 3-6 stories when viewed from the west. The building heights indicated in the PUD are measured from the first floor grade at the building entrances to the top of the roof. Elevations are based on aerial contour mapping. A notable change from previous concepts submitted by the applicant is that the condo units on the sixth floor have been eliminated and replaced with both an indoor meeting/reception space for residents and an extensive outdoor rooftop terrace. While this may not change the overall appearance of the building, it may have an effect on traffic generation and noise produced by gatherings using the outdoor venue.

The proposed density of the PUD is approximately 15 dwelling units per acre. The architect has provided information that each unit in the PUD will have the potential for two bedrooms. An emphasis on units with fewer bedrooms results in fewer people per unit than would three or four bedroom units. If each unit has two bedrooms, there would be a total of 158 bedrooms; 167 underground parking spaces are proposed (plus an additional 53 surface public parking spaces), providing more than 1 parking space per bedroom.

Streetscape: The perimeter of the site is an important element to consider in that it serves as the transition from the new development to the existing neighborhood. In a mixed-use development, elements like large windows, canopies, and appropriate signage integrated into the building façade can enhance the appearance. The PUD submittal includes a large plaza area in the southeast corner of the proposed development that would ease the transition from the surrounding neighborhood to the newly constructed buildings. Ornamental and overstory trees like those proposed in the site illustration concept on page 10 can enhance the appearance of the street right-of-way as well; benches and bike racks can further contribute to the site becoming a destination for University Heights residents. The creation of a destination within

University Heights for University Heights residents is, in our opinion, an attractive goal.

While the developer has provided a site concept illustration, University Heights's officials should request additional details on street furniture and landscaping plans.

Slopes and Drainage: The subject property exhibits steep slopes (18-25%) in the northwest, east, and northeast quadrants of the subject property as indicated in the University Heights Sensitive Areas Ordinance (Comprehensive Plan page A-9). The storm water management system will need to be designed as part of the development of final design plans. The developer has proposed some fill near the top of the ravines on the east and northwest sides of the property and shows a retaining wall adjacent to the proposed exit onto Sunset Street. The City will want to ensure that the proposal does not affect the critical and protected slopes on the property, particularly those located in the ravine to the east of the development. It appears as though the storm drain on page 7 of the submittal projects into the critical slope; the developer has indicated that this drain will be bored so not to disturb the area – this should be verified by the City Engineer.

The architect has indicated that storm water management will be provided using two separate underground detention basins that meet the provisions in the University Heights storm water ordinance. The University Heights Engineer will want to ensure that this storm water management system is adequate for the development.

Transportation and Traffic Circulation: Melrose Avenue (near the subject property) is congested at peak travel times with an Average Daily Traffic (ADT) of 13,500 in 2006 (Iowa DOT). In 2002, Melrose Avenue operated at a Volume to Capacity (V/C) ratio of 1.0-1.4 (2007 JCCOG Long-Range Transportation Plan). Corridors exhibiting V/C ratios of 1.0 or greater are considered to be functioning over capacity, and are congested to some degree.

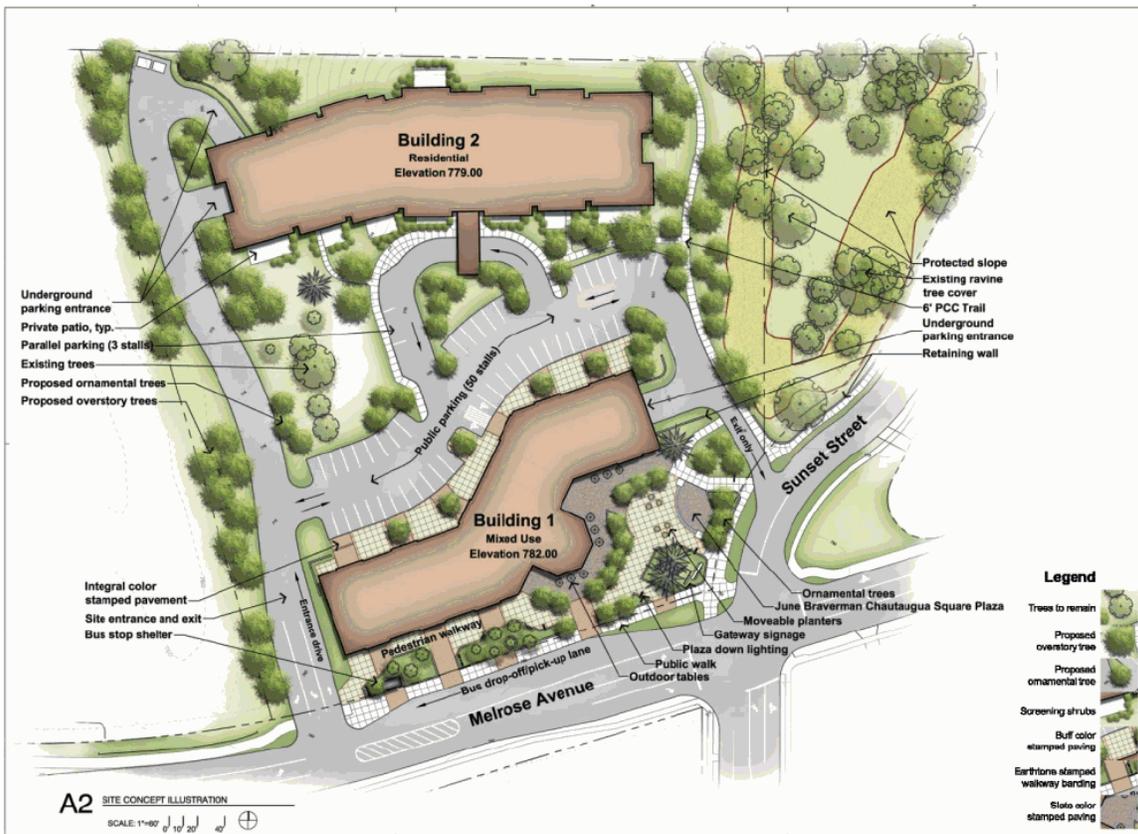


Melrose Avenue / Sunset Street Intersection (looking north)

Based on information provided in the PUD, the amount of traffic generated by the new development could exceed 1,500 vehicles per day. This number is based on the assumption that the development will include 79 condos, 4,238 square feet of restaurant space and 12,770 square feet of general retail space. The current land use, a church, produces 830 vehicles per day on Sundays based on 2010 traffic counts.

Turn Lanes: As proposed in the PUD submittal, staff agrees that the dedicated left-turn lane for eastbound traffic at the main entrance is necessary. This turn-lane will remove turning traffic from the through travel lane and minimize delay to eastbound traffic.

Previous concepts proposed by the applicant restricted left-turning traffic out of the proposed development at the Melrose Avenue access. As can be seen in the proposed site concept illustration below, the applicant is now proposing a full service access where left and right exiting turning movements are permitted. Due to this change, additional traffic modeling was performed to determine the impact of this change to the Melrose Avenue access as well as the Sunset Street / Melrose intersection.



Proposed Site Concept Illustration

Traffic Signal Analysis: A planning-level traffic signal warrant analysis was completed and shows that without a traffic signal at the main entrance to the development, southbound exiting traffic from the development would experience lengthy delays in both

the AM and PM peak travel hours (see attached Shive-Hattery technical memorandum). While delays to exiting traffic may not be of general concern to the City – since vehicle queuing would primarily take place on private property, lengthy and unexpected delays cause motorists to behave irrationally and could create an unsafe environment for motorists and pedestrians at the intersection. Additionally, while it was determined that the development generated traffic added to the system would not satisfy the requirements of the peak hour volume warrant, approximately 50 more vehicles exiting the development in either the AM or PM peak travel hour would satisfy a traffic signal warrant.

Given that lengthy delays for exiting traffic could create irrational driving behavior and that a traffic signal is nearly warranted on volumes alone, staff recommends requiring that the main access at Melrose Avenue be signalized. This signal should also be coordinated with the Sunset Street / Melrose Avenue signal. This will optimize vehicle circulation for both this development and for the general public.

Sunset Street / Melrose Avenue Intersection: From a transportation planning perspective it would be beneficial to realign the north leg of the Sunset intersection as shown in the proposed site concept illustration. Given that the existing geometry of the intersection is skewed, visibility for both motorists and pedestrians is reduced; therefore decreasing overall safety at the intersection. Specifically, the north leg of the intersection (Sunset Street) veers to the northeast at approximately 45 degrees, instead of the more desirable 90 degrees as proposed. Realigning the intersection as proposed in the PUD would also eliminate the need for the current split-phasing and all-way pedestrian phase at the Sunset Street / Melrose Avenue traffic signal. These modifications would allow for additional 'green-time' for eastbound and westbound motorists during peak travel hours thereby reducing the overall vehicle delay experienced and increasing the level-of-service of the intersection.

The alignment proposed in the PUD is one of several intersection designs analyzed. Other options discussed included a 'no-change' scenario, a five-leg intersection design, a roundabout, an option where the south leg of Sunset Street was realigned, and a design where access to/from the north leg of Sunset Street would be restricted. After reviewing these intersection design options, staff determined that the design proposed in the PUD application is optimal given the function of Melrose Avenue as an arterial street, and to minimize impact to the ravine east of the proposed PUD.

As shown in the site concept illustration, the PUD proposes that the access onto Sunset Street function as an 'exit only'. This restriction is likely to be viewed favorably by neighborhood residents as it will eliminate cut-through traffic on Grand Avenue.

The addition of a dedicated left-turn lane at the Sunset Street / Melrose Avenue intersection as proposed is also beneficial as this would remove eastbound left-turning traffic from the through traffic stream and decrease overall vehicle delay.

Sidewalks: Constructing an 8' wide sidewalk on the south frontage of the development as proposed in the PUD is consistent with the wide-sidewalk recently constructed along

Melrose Avenue east of the development. It's unclear if a sidewalk will be constructed on the west side of Sunset Street north of Melrose Avenue. The site concept illustration on page 10 of the PUD shows this segment of sidewalk being completed, but the layout plan on page 2 of the PUD does not show the same - this will need to be clarified. Also, there are two locations (both east and west of the development) where sections of the 8' wide sidewalk are proposed to be constructed immediately adjacent to Melrose Avenue. American Association of State Highway and Transportation Officials (AASHTO) guidance notes that the buffer width (green space) between an arterial corridor and the adjacent sidewalk should be a minimum of 5 ft. (*Guide for planning, design, and operation of pedestrian facilities* - Page 59). This minimum buffer is provided to improve pedestrian safety, and to allow space for snow storage, utility poles, signs, trash pick-up, and streetscaping. If the minimum recommended buffer cannot be achieved, staff recommends investigating alternative solutions.

In regards to the site plan, staff recommends constructing a sidewalk adjacent to, and the length of, the main access drive. Such a sidewalk would allow pedestrians traveling from the west direct access to the residential building at the rear of the lot.

Lighting: Lighting is a 'negative externality' that can be obtrusive to surrounding residents. University Heights representatives should request that any and all light fixtures on the site be downcast and shielded to not allow more than one foot-candle of light spillage beyond the property line. One foot-candle is a widely used measurement of light, and is approximately the amount of light given by a full moon at night. Planimetric maps showing the amount of lighting on the property should be requested of the developer.

The architect has indicated that while the exterior lighting concepts have not been developed at this time, very stringent requirements will be adopted as part of the developer's agreement. Such an agreement would read as follows:

"Design exterior lighting so that all site and building-mounted luminaires produce a maximum initial illuminance value no greater than 0.10 horizontal and vertical footcandles at the site boundary and no greater than 0.01 horizontal footcandles 10 feet beyond the site boundary. Document that no more than 2% of the total initial designed fixture lumens (sum total of all fixtures on site) are emitted at an angle of 90 degrees or higher from nadir (straight down)."

Signage: Another thing to consider is the size and style of the commercial signage used. Large signs, illuminated signs, and flashing or blinking signs can significantly detract from the residential feel of Melrose Avenue. University Heights representatives will want to request that details of the size, illumination, and animation of signs on the site be included in the Developer's Agreement and/or Condominium Declaration. MPO staff is available to provide examples of signage restrictions for commercial signs in residential areas.

Hours of Operation: While University Heights cannot dictate all uses of the commercial property (any use allowed in the Multiple-Family Commercial Zone in the adopted Zoning Ordinance would be allowed), you may restrict the hours of operation of the site to mitigate against any late-night noise issues. While the site is well buffered to the northeast and west, there are residential properties on the south side of Melrose Avenue and on the east side of Sunset Street. If noise from commercial activities is a concern, University Heights will want to discuss with the developer hours of operation, outdoor seating for restaurants, cafes, or bars, exterior loudspeakers and/or other noise creating elements. Any restrictions to these elements of the development should be enumerated in the Developer's Agreement or Condominium Declaration.

Utilities: The University Heights City Engineer will need to ensure that utilities are adequate for the proposed development. Adequate water pressure, sewer capacity, storm sewer capacity and electrical and gas services should all be included in such a review. If existing utilities are not adequate, University Heights officials will need to discuss what upgrades to the system, if any, will be required of the developer.

Fire and Police Protection: The University Heights Police Department and the Coralville Fire Department have both provided letters indicating they are able to provide protection to this property and can do so with the current capacity of their departments.

Developer's Agreement: The Developer's Agreement is a legally binding document that typically includes items such as: descriptions of property (including covenants, easements, and restrictions), final plans and specs, construction/phasing timelines, condominium declarations, dedications, maintenance agreements, agreements for costs to be incurred by the developer, environmental requirements, assurances against damage to publicly owned property, and other items related to the development.

The City should require that the developer prepare the agreement for review by the University Heights City Attorney.

SUMMARY:

In summary, the following points should be considered as part of the development review process, it will be important to articulate to the developer what elements of the proposal are appropriate. These are staff recommendations for University Heights City Council consideration.

- The subject property exhibits several steep, critical and protected slopes, as indicated in the adopted Sensitive Areas Ordinance, which should be protected. Grading plans and tree protection plans should be reviewed by the University Heights Engineer.
- Any storm water retention required of the development should be identified by the City Engineer. Plans to manage storm water should be provided by the developer. This may be done during the construction plan phase.
- The architect has indicated that dumpsters will be kept in the area below the first floor of the buildings and that all mechanical units will be within the building and/or on the roof so not to disturb/detract from the neighborhood.
- Information from the architect indicates that truck deliveries will take place along Melrose Avenue just to the east of the bus stop area to limit the number of trucks that would enter the site.
- The University Heights Engineer should confirm that the appropriate utilities are available to support the development. If they are not sufficient, the Engineer should identify what utilities will need to be improved and at what cost to the City.
- The construction of a dedicated left-turn lane for eastbound traffic at the property entrance as proposed, and correcting the skewed geometry of the Melrose Avenue/Sunset Street as proposed by the developer are viewed favorably from a traffic engineering perspective. Both of these measures will decrease delay for through traffic on Melrose Avenue and increase the level of service at those intersections.
- Given that lengthy delays for exiting traffic are expected, and that a traffic signal is very near being warranted on volumes alone, staff recommends signaling the main access to the development at Melrose Avenue. Provision of this traffic signal may be a requirement of development approval, or may be part of the developer's agreement to be installed with agreed-upon traffic conditions.
- Disallowing entering traffic and left-turning traffic out of the development onto Sunset Street will eliminate cut-through traffic on Grand Avenue and will likely be viewed favorably by the neighborhood to the east of the PUD.
- The construction of an 8' sidewalk on south frontage of the property as proposed in

the PUD submittal will be advantageous for bicyclists and pedestrians. A sidewalk on the west side of Sunset Street north of Melrose would also be advantageous from a traffic engineering perspective.

- Staff recommends that a sidewalk be constructed adjacent to the main access drive. This will provide direct access to the residential building for pedestrians traveling from the west, and provide future access to the University owned parcel north of the subject PUD.
- Although the rear building is proposed to be much taller (72') than the building fronting Melrose Avenue (38'), the perceived heights of the buildings may not appear as such depending on the viewer's vantage point. A 3D scale model of the site could address these perceptions by showing the proposed buildings in concert with proposed grading, set-backs, trees, and view sheds from adjacent properties. University Heights officials will want to discuss whether the techniques (setbacks, terracing, rooflines, and landscaping) for minimizing the mass and scale of the buildings are suitable for the property.
- University Heights representatives should request to see additional examples of the proposed construction materials before finalizing the development approval process.
- We recommend University Heights representatives request that any and all light fixtures on the site be downcast and shielded to not allow more than one foot-candle of light spillage beyond the property line. Planimetric (lighting impact) maps should be produced.
- University Heights representatives should discuss with the developer the appropriate size, illumination, and animation of any signs on the site. These items should be enumerated in the Developer's Agreement.
- University Heights should discuss with the developer hours of commercial operation, outdoor seating for restaurants, cafes, bars or balconies, and/or exterior loudspeakers or other noise creating elements. These items should be enumerated in the Developer's Agreement.

Conclusion and Standards for Approval: We find that the proposed development is substantially consistent with the zoning criteria adopted for this parcel (Ordinance No.180) in terms of height, density, setbacks, parking, number of units, and residential and commercial square footage.

Other standards for approval should include: final plans and specifications, construction/phasing timelines, condominium declarations, dedications, maintenance agreements, agreements for costs to be incurred by the developer, environmental requirements, assurances against damage to publicly owned property, and other items related to the development. These items should be enumerated in the Developer's Agreement with the City of University Heights.

TECHNICAL MEMORANDUM

TO: John Yapp, MPOJC
Kent Ralston, MPOJC

FROM: Brian Willham, PE, PTOE

DATE: May 23, 2011

RE: One University Place
University Heights, Iowa
Traffic Review

This memorandum includes a review of traffic operations at the Melrose Avenue and Sunset Street intersection and the Melrose Avenue and Main Entrance intersection in conjunction with the proposed One University Place development. In November 2010, Shive-Hattery completed traffic modeling for existing and proposed conditions and found that if the Melrose Avenue and Sunset Street intersection was improved by reducing the existing skew of Sunset Street through the intersection, traffic signal phasing could be modified to provide better operation during peak hours.

In the 2010 analysis, the entrance to the development on Melrose Avenue was proposed as a Full-In-Right-Out-Only entrance. Because the entrance on Melrose Avenue is now shown as a Full-In and Full-Out entrance, additional traffic modeling was completed to determine the impacts to the development entrance intersection as well as the Sunset Street intersection on Melrose Avenue.

To estimate the traffic generated by the proposed development, projected trips to and from the development were calculated based on ITE Trip Generation 8th Edition and are reported in **Table 1**.



Project # 1111040

Shive-Hattery, Inc. | 1601 48th Street | Suite 200 | West Des Moines, IA 50266 | 515.223.8104 | fax 515.223.0622 | shive-hattery.com



Table 1: Estimated Trip Generation

Land use (ITE Code)	Gross Floor or Leasable Area (1,000 SF)	Dwelling Units (EA)	Average Rate	Vehicle Trips
Residential Condominium / Townhouse (ITE Code 230)				
Average Daily Traffic (50% in / 50% out)	--	79	5.81	230 in 230 out
AM Peak Hour (17% in / 83% out)	--	79	0.44	10 in 30 out
PM Peak Hour (67% in / 33% out)	--	79	0.52	30 in 15 out
Quality Restaurant (ITE Code 931)				
Average Daily Traffic (50% in / 50% out)	4.3	--	89.95	195 in 195 out
AM Peak Hour (50% in / 50% out)*	4.3	--	0.81	5 in 5 out
PM Peak Hour (67% in / 33% out)	4.3	--	7.49	35 in 10 out
Specialty Retail Center (ITE Code 814)				
Average Daily Traffic (50% in / 50% out)	17.0	--	44.32	380 in 380 out
AM Peak Hour (48% in / 52% out)	17.0	--	6.84	55 in 65 out
PM Peak Hour (44% in / 56% out)	17.0	--	2.71	20 in 30 out

**ITE Trip Generation does not include directional information for this time period, due to the low volumes expected, a 50% split was assumed.*

The estimated traffic generated by the proposed development was added to the existing peak hour traffic for the AM and PM Peak Hour traffic models. The traffic models were also updated to include southbound left turns out of the proposed development. Synchro 7.0 was used to complete the traffic modeling.

Peak hour traffic volumes for existing and proposed conditions are found in **Figure 1** and **Figure 2**. The proposed traffic distribution assumes that approximately 90% of the traffic enters/exists from Melrose Avenue and that approximately 50% of the traffic travels from/to the east on Melrose Avenue, 10% travels to/from the south on Sunset Street, and 40% travels to/from the west on Melrose Avenue.

Figure 1: Existing Peak Hour Traffic Volumes

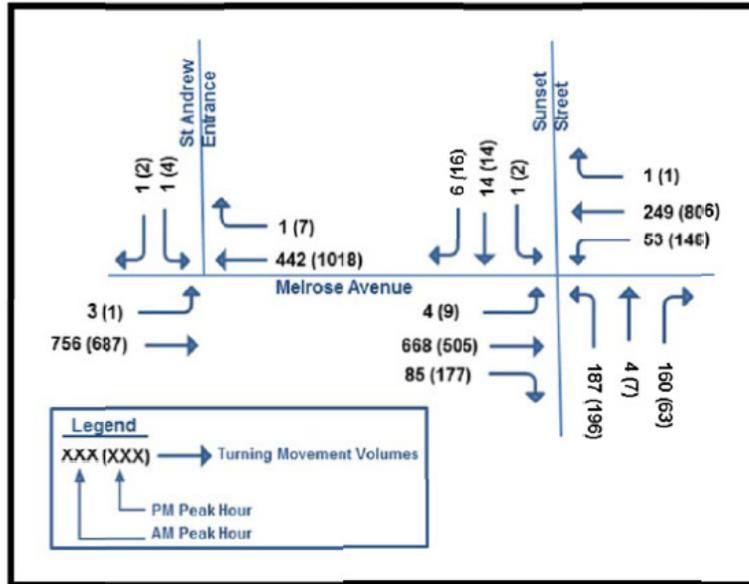
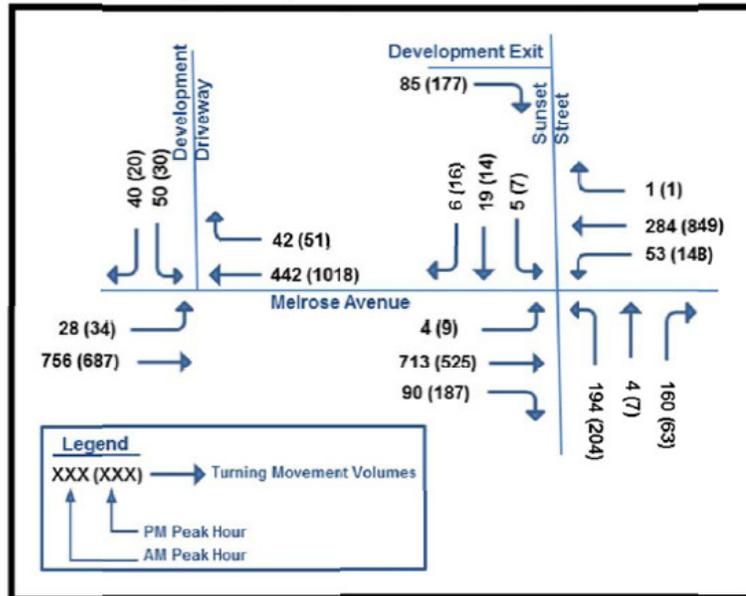


Figure 2: Proposed Peak Hour Traffic Volumes



Because the proposed development entrance now includes a southbound left turn movement, a planning-level traffic signal warrant analysis was completed for the development's entrance on Melrose Avenue. It was determined that the requirements of the peak hour volume warrant (Signal Warrant 3) would not be satisfied at the intersection with the proposed traffic added to the system. **There would need to be approximately 50 more vehicles exiting the development in either the AM Peak Hour or the PM Peak Hour to satisfy Signal Warrant 3.** However, due to the proximity of the intersection to the Melrose Avenue and Sunset Street intersection, traffic modeling was completed to analyze the feasibility of adding traffic signalization to enhance the operation of the two intersections during peak hours of the day. Analysis was completed for both unsignalized conditions and signalized conditions for the proposed entrance.

Because there is property owned by the University of Iowa located north of the proposed development that would use the development's entrance on Melrose Avenue when developed, traffic signalization would likely be warranted based on traffic volumes alone once that property is developed.

The Synchro traffic modeling that was completed resulted in the values for delay and Level of Service that are presented in **Table 2**. For reference and comparison, **Table 3** includes the results from the previous traffic analysis that compared operation of the Melrose Avenue and Sunset Street intersection between existing conditions and re-aligned geometry with no change in land use at the St Andrew property. The re-aligned geometry model included the elimination of the current north/south split phasing as well as the all-way pedestrian phase.

Table 2: Intersection Delay and LOS (with proposed development)

Intersection	Unsignalized @ Main Entrance				Signalized @ Main Entrance			
	AM		PM		AM		PM	
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
Melrose Ave / Main Entrance*	65	F	>120	F	39	D	38	D
Melrose Ave / Sunset St	51	C	23	C	21	C	23	C

Delay = Seconds per vehicle

*Reported values are for southbound left turn movement

**Table 3:
Melrose Avenue & Sunset Street Level of Service (Geometric Changes to Intersection, No Land Use Change at St Andrew Property)**

Intersection	Existing Geometry				Re-aligned Geometry			
	AM		PM		AM		PM	
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
Melrose Ave / Sunset St	23	C	79	E	19	B	20	C

Delay = Seconds per vehicle

As presented above, traffic exiting the proposed Main Entrance on Melrose Avenue will include lengthy delays during the AM and PM peak hours of the day if the intersection were to be left unsignalized. Delays for exiting traffic become manageable if the Main Entrance is signalized with the proposed development. Also, even if the Sunset Street and Melrose Avenue intersection were to be re-aligned and the signal phasing to be improved, eastbound traffic is still expected to back-up through the Main Entrance intersection during the AM peak hour. The combination of heavy eastbound traffic and left turning traffic exiting the proposed development could result in a safety issue during the AM peak hour. Similarly, the combination of the left turning exiting traffic and the heavy westbound traffic in the PM peak hour could also cause safety issues. **Therefore, it is recommended that traffic signalization be installed at the Main Entrance on Melrose Avenue if the southbound left turn is provided at the Main Entrance.**

The following summarizes the previous traffic modeling results as well as this analysis:

- If the Melrose Avenue and Sunset Street intersection is re-aligned, the north/south split phasing and all-way pedestrian phase could be eliminated. These modifications would allow additional "green-light" time to eastbound and westbound traffic during peak hours of the day, reducing average vehicular delay and increasing Level of Service. It is recommended to re-align the Melrose Avenue and Sunset Street intersection in conjunction with the proposed development.
- Traffic signals would not be warranted based on traffic volumes at the Main Entrance of the proposed development on Melrose Avenue. An additional 50 vehicles per hour during either the AM peak hour or the PM peak hour would result in traffic signals being warranted.
- Although not warranted based on traffic volumes alone, it is recommended that traffic signalization be installed at the Main Entrance on Melrose Avenue if southbound left turns are provided at the Main Entrance. If traffic signalization is not provided at the Main Entrance, there is expected to be safety issues with the exiting left turning traffic conflicting with the heavy through traffic on Melrose Avenue during peak hours of the day.

Please let me know if you have any questions on the information included in this memorandum.

Public Correspondence

As requested by the University Heights City Council, MPO staff has been collecting public input related to the One University Place Planned Unit Development (PUD) for 1300 Melrose Avenue. Attached is all correspondence received between May 10th and July 6th (correspondence received prior to May 10 was submitted for City Council review at the May 10, 2011 City Council meeting). Of the 15 emails received, seven seem generally opposed to the PUD as submitted or request that the process be slowed. The remaining eight emails seem to generally support the PUD as submitted; several of which offer suggestions for improvement.

Correspondents generally *opposing* the PUD (several emails had multiple authors):

- Pat Bauer
- Gretchen Blair
- Greg & Rachel Prickman
- Robert & Della Ruppert
- Andy Dudler
- Ann Dudler
- Alice Haugen
- Mr & Mrs Ed Fischer
- Carol Howard

Correspondents generally *supporting* the PUD:

- Jim Lane
- Jane Gay
- Michael Flaum
- Renee Goethe
- Patricia & Verne Kelley
- Ila Zimmerman
- Silvia Quezada
- John McLure

Attachments (no order)

As requested, I have reviewed the plans as they currently stand for the site, and while I generally approve, there are a few points I would like to see addressed.

The area in front of building one is among the most important aspects of this development for the current residents of UH. It's the place where the future residents of this new development will mix and mingle with their neighbors, and the place where UH residents should be able to meet up casually. From the drawings, I can't tell exactly what is planned for this site. Originally, the drawings included a fountain in the area now called the Gateway Feature; is this element still a part of the design? If not, it should be.

Outdoor tables are important, but if they are attached only to businesses, they won't serve the purpose of a publicly accessible meeting area. What are the intended purposes of these tables? Will the area around the fountain include benches and chairs for casual passers-by? Scattering tables and chairs, even benches, around among the planters would make the area more inviting, and locals and residents alike could have lunch outside on nice days. If UH would approve it, perhaps even vendors with carts - such as seen on the ped mall downtown - could be persuaded to set up there, with ice cream or grilled sandwiches. UH would benefit from the licensing of such businesses; the area would benefit from the availability of inexpensive lunch options.

Is there any way to increase the amount of green in front of building one? I see trees and planters indicated, but very little garden or grass space. To warm up these buildings, which currently look stark and imposing, ornamental trees, balconies with planters, and other landscaping features would help.

Finally, I am still concerned about the plans for businesses in building one. Will the commercial uses for these areas meet the desires of UH residents? Law offices and realtors would add tax dollars to the local area, but won't enhance the quality of life of the locals. A florist, a high-quality ice cream shop or bakery, a good sandwich shop - these are things we would love to see. Please don't let us down.

Thank you for all the work you've done on this project. I still wholeheartedly endorse the project, but I hope the desires of the local residents won't be forgotten in the rush to get the money stuff figured out.

Best,

Renee Goethe
103 Highland Dr.

I think the plan looks good. I am in favor of this development, and I thank all those who have been involved in making the design something that will serve the community well.

--

Michael Flaum
901 Melrose Ave

I approve and support the One University Place PUD as submitted.

Jane Gay
106 Koser Ave

Overall the changes to the PUD have improved the development and traffic impact on the community. Mr. Maxwell and Mr. Munson have done a good job in listening to the concerns of the University Heights citizens and have addressed those issues.

Below are some areas of concern that you might consider as well as input on decisions, which are still to be made. This is input from myself and other citizens in the community with whom I have discussed the development.

1. Additions to the prohibited retail businesses might include smoke shops and check cashing businesses. The exclusion of businesses with drive through windows should be considered.
2. Lighting on perimeter areas should meet code, but not excessively exceed it. The impact of lighting on the nearby residents and the residents living in the development is an important consideration.
3. An additional sidewalk on the west side of North Sunset does not appear to have value. The construction of the sidewalk would be too close to the ravine and have a negative impact on the slopes around the ravine. This does not refer to the sidewalk on the west side of the ravine.
4. More information on trash disposal for the site is needed. Hours of trash pickup by outside trucks limited to 7am to 5 pm are also an option to consider.
5. A water spray or fountain in the Central Plaza may not be desirable due to safety and ongoing maintenance concerns. One option for the plaza would be an open paved space with minimal planters so that there are places for the community residents to gather.
6. If it were necessary to install a traffic light on Melrose west of Sunset for turning into the development, would it be possible to limit hours of operation of the traffic light? Perhaps from 6:30 am to 8:30 am and 4pm to 6:30 pm, which are high traffic periods, could be options. This would keep the traffic light from shining into residents' home early in the morning and late at night plus keeps traffic moving in lighter traffic periods.
7. What will be done to restrict run off into the ravine during construction of the development?

Thanks,

Jim Lane

May 27,2011

TO: the University Heights City Council

WE have reviewed the new proposal for the Maxwell development noted in correspondence of April 27. WE support this modified plan; it reduces the size and saves all or most of the ravine. WE believe an upscale condo would be a nice addition to our neighborhood. If this plan is not approved I fear the University would purchase the land, as they have the first right of refusal, they own land on two sides of it, and no other developer has shown interest. If the University owned the land our planning commission and city council would have no say or authority as to what the land is used for, as we do with private developers. Further, it would provide no taxes for us. The Church is non-taxable too, but they have provided so many valuable services for us that it made up the difference. I urge the council to support the plan for University One Place.

Sincerely,

Patricia and Verne Kelley

376 Koser Ave

After reviewing the PUD, I feel it is a good plan

Ila Zimmerman

1468 Grand Avenue Iowa City, IA 52246

I am very pleased with the Planned Unit Development (PUD) proposal for One University Place. The PUD brings to life a vision of prosperity for the future of our small town. The windfall of tax revenues that the City would reap from this development make it a golden opportunity for the citizens of University Heights. In the event that Saint Andrew Presbyterian Church decides to sell their current building and property, I sincerely hope that the University Heights City Council will have sense enough to embrace this PUD and move forward with the realization of the One University Heights proposal.

I am aware that there are various vocal citizens within University Heights who object to the One University Heights development because of aesthetic reasons. To these people I would like to say that my back yard faces a large apartment complex just across Emerald Street and these neighbors never cause me a bit of trouble. I think that people need not fear the new neighbors that One University Heights would bring to our small town. We can still live together peacefully and harmoniously. And with the added tax revenue coming in to the City coffers, thanks to these new neighbors, we will be financially stronger for years to come!

John McLure
415 Koser Avenue
University Heights

Dear UH Clerk:

The UH's website continues to be inaccessible. As a result, I submit my PUD comments to your attention for appropriate processing into the public file for the above referenced matter. I support the proposed development plan and urge the City Council members to adopt the plan. The current plan provides UH an opportunity to further define its character as a post-modern community and provide amenities to the larger UH community (e.g., UH City Council space, trail, retail). My only reservation regarding the project involves the terms and conditions of the projected rental units. However, I trust the Council will work collaboratively and diligently to ensure UH continues to promote community development, even if it involves a mix-use building.

Sincerely,

Silvia

Although much remains to be said about the proposed project I will focus on three areas in this note.

1. **The ravine.** The present proposal is an improvement over the previous ones (it preserves a large number of trees and is legal, to name two points of improvement). However it was formulated without any community input so far as I know. The residents most affected by the project would prefer *a five-way junction, with the current north leg of Sunset closed by removable bollards and a four way junction into the project made by extending Sunset in a straight line.*

This would serve multiple purposes:

- Preserve the residential character of the northern leg of Sunset and Grand Avenue
- Allow entry into the project at an intersection with a stop light (the PUD directs all entering traffic at the middle of the block, through the existing southwest driveway).
- Preserve more of the trees, including the oldest oak which is probably providing structural support to the ravine
- Avoid the eight foot retaining wall currently proposed and allow a more stable configuration

The developer will probably object that this configuration will cut into the proposed plaza. If so he will be confirming the point that has been made since 2009 that the project is too big for the site. A petition signed by the neighbors will be presented at the council meeting in June.

2. **TIF.** Tax increment financing is a device to allow less well off communities to develop dilapidated areas by receiving some of the tax monies that would have gone to the other bodies normally receiving new tax income.

TIF is wholly inappropriate in this situation. The site is not dilapidated and University Heights has the highest average income, property values and education levels of Johnson County. To use a TIF for this project is theft from our neighbors and a developer bail-out.

The developer will probably object that the project is not financially viable without a TIF. If so he will be confirming the point that has been made since 2009 that the project is not economically viable on this site.

3. **Businesses in the mixed use building** This project is opposed by much of the community and was only made possible by a vote from a councilor rejected by the town at the first opportunity they had to express their choice. The support that the project does enjoy stems principally from the hope that it will provide businesses that will serve the community, such as restaurants or a coffee shop, and a grocery store or community market. To make the project benefit the community in at least some measure the final PUD should include provisions that ensure that such businesses are not merely encouraged but required.

The developer will probably object that the project is not financially viable with such businesses. He however was presenting this project from the beginning as offering such businesses to the community and should not be allowed to do a bait and switch.

--

Regards,

Alice Haugen
1483 Grand Avenue

Dear Mayor From & UH Council Members:

I have been a resident of UH for almost a quarter of a century and have a family legacy dating back to 1948, when my cousin, Clayton Eden, built our house at 205 Koser.

I do not feel that the mayor and some of the city council are listening or representing their constituents. At a recent council meeting, Jerry Zimmerman asked Mayor From and Councilwoman Yeggy if there was ANYTHING that could be said to waiver their support for One University Place -- without pause, they both responded "NO." This should cause every UH resident concern and to question the representation we are receiving from our mayor and some of the council.

This is not the first time that a project has been proposed that caused concern in the community. In recent years there have been proposals for Grandview Court and the University Athletic Club, and now the St. Andrew property. What feels different this time is how little the council is willing to listen to or work with the neighbors, community and other interested parties. Month after month, members of the community spend hours sitting through council meetings where their concerns and comments go unheard. The hundreds, if not thousands, of hours that the community has spent in meetings and preparations for meetings is monumental. UH residents should not have to attend every council meeting and stay until the bitter end to "watchdog" the council and make sure that key measures are not changed after most of the audience leaves the public portion of council meetings.

To those who support the current plan for One University Place -- Do you think that a majority of UH residents still support the project, including the TIF? Given the results of the Fall survey, the special election, recent letter to the editor from Donald Baxter, and the number of people that show up at the council meetings voicing concern over the project - I seriously doubt that there is overwhelming community support for this project. I would like to see a current list of supporters. The only supporters I have seen at recent meetings are Jim Lane (sometimes with his wife, Cathy) -- but as the appointed council member who voted in favor of the zoning change that allowed this project to proceed, I believe that he should be REQUIRED to attend all meetings surrounding this project. The only other UH resident who has attended recent meetings in support of the project is Joe Frankel and I am curious to know if he supports the project with the TIF.

For the record, I do not support:

- the current proposal for One University Place,
- the PUD, or
- Tax Increment Financing for the project. If you approve a TIF, it should not include tax abatement for the developer.

I feel that the issues and questions that have been raised by other UH residents including Larry Wilson, Pat Bauer, Alice Haugen, and others, need to be addressed before this project is allowed to proceed. Why lock UH into an agreement now? There is no guarantee that the St. Andrew congregation will vote to sell the property to Jeff Maxwell. There is no need to rush this process, unless the current mayor and some of the council really do have something to gain by their actions and are afraid that they won't still have the power following the November 2011 election.

Show me that you are listening and that you are interested in hearing the concerns of the community - SLOW DOWN!

Don't move forward until the property has been sold and a proposal in the best interest of the community has been submitted.

Most sincerely,
Ann Dudler
205 Koser Ave
University Heights

Dear Council Members and Staff,

Many eloquent words have been written about the possible development on the St. Andrew Church property, so I will keep my letter short and direct.

I am opposed to the One University Place planned unit development. It is simply too big for the size of the property. Size and mass do matter in University Heights. This will change this part of our community in ways that we cannot predict. This project needs to be scaled down to fit in with our community. I also think that neighboring property owners should be compensated for any decrease in property values.

I am also opposed to the use of any Tax Increment Financing plan for this project. It does not make any sense to me to build high-end housing with taxpayer money.

To the current City Council, please use of your influence to keep this possible development in line with the promises of the developer.

Most sincerely,

Andy Dudler
205 Koser Avenue
University Heights

Dear City Clerk

I am writing to request that the council postpone any decisions on the PUD until after the November election. This seems reasonable given the results of the community consensus last November.

My concerns remain the same for noise during and after construction, potential crime, lighting and at least 79 more vehicles to add to traffic that is already too heavy. I'm also concerned about Maxwell's expertise as a developer. To my knowledge, he's had no prior expertise in this area, and some members of the council see no problem with him using our community as an experiment. I view this as a substantial risk where there is no room for failure.

Sincerely
Gretchen Blair
51 Prospect Place

June 3, 2011

University Heights Councilors and Mayor,

The planned development at the St. Andrew's church site continues to cause concern for us. While there are features that may be appealing, the project as a whole seems fraught with problems. We continue to be concerned that the current UH City Council is overly beholden to the wishes of a single developer, when the property has not yet even been sold.

We are writing to express our concerns, and to add our voices to those calling for a delay in approval of the PUD until after this November's election. Our concerns are best summarized by the document prepared by Pat Bauer that presents, in checklist form, the numerous issues that are in need of serious attention. Given these many issues, given the fact that the property has not been sold, given the controversy over the developer's desire for TIF incentives, and given the fact that the development as proposed continues to divide the community, a pause in the process until after the election is a reasonable course of action.

We write collectively as two families from very different demographics—one that has lived in the neighborhood for many years, that has seen many changes come and go; and one that is relatively new to the area, raising young children in what we have always felt to be a special place. We represent different generations, but we are united by our concerns over this development, and resist those who would make this a young-versus-old argument. We value our community, both its traditions and its future, and ask you once again to slow this process down, consider its specifics more carefully, and listen to the concerns of your citizens over the concerns of a developer.

Sincerely,

Greg Prickman, 321 Koser Ave.

Rachel Prickman, 321 Koser Ave.

Robert Ruppert, 314 Koser Ave.

Della Ruppert, 314 Koser Ave.

University Heights City Council

As posted by at least one other commenter, we also request that the City Council postpone further action on One University Place until after the next general election.

Mr and Mrs Ed Fischer and Carol Howard
228 Highland Dr
University Heights, Iowa

Dear Mike,

Initially, I greatly appreciate the time you devote to making sure submitted materials are widely available to all via the city's web site. It's always difficult to evaluate things being presented for the first time at a meeting, and it's frequently very useful to be able to review things more carefully thereafter.

Upon bringing up the computer-generated "spring views" < <http://www.university-heights.org/BuildZoneSanit/OUP/spring%20views.pdf> > I was reminded that Kathie Belgum had mentioned that they didn't include a view from her property. Going back to the "summer views" submitted to the zoning commission < http://www.university-heights.org/BuildZoneSanit/zoning/07-22One_University_PlacePPT.pdf >, I was struck by the impact of the "full foliage" views presented there (at PDF pages 36-38) and the resulting "softening" produced by leaving views from that position out of the sequence presented at last Tuesday's meeting (an effect furthered by a renumbering (at PDF pages 9-12) of the views being brought forward so that what was "summer view 7" became "spring view 6").

Although I recall Mr. Monson may have responded to Kathie Belgum's point by some reference to the change in the design of the exit onto North Sunset, viewed side-by-side the two sets of views suggest that spring views from her property would have decidedly unflattering. While it may be understandable that applicants will take advantage of opportunities to present their project in the best light possible, that dynamic needs to be kept in mind by those responsible for assessing the impacts their proposed project will have on others.

The passage of three weeks will have involved a further budding out of the trees in question, but in view of the foregoing circumstances it might well be appropriate to request the preparation of a "late spring/early summer" view from the position where Kathie Belgum was be seeing things for years to come.

Best regards,

Pat