

COUNCIL ACTION FORM

REQUEST: LAND USE POLICY PLAN AMENDMENT OF FUTURE LAND USE MAP FOR 5571 GRANT AVENUE (ROSE PRAIRIE)

BACKGROUND:

On November 24, 2014, the City Council directed staff to initiate and Minor Map Amendment in regard to the request of William J. Ludwig (representing Diligent Rose Prairie) for a Land Use Policy Plan (LUPP) Map Amendment. On April 2, 2015, the Developer submitted an application for a Land Use Policy Plan (LUPP) Minor Map Amendment for the property at 5571 Grant Avenue. **The application is for a Village/Suburban Residential land use designation and an 8-acre commercial component for their 170 acre property located west of Grant Avenue and south of 190th Street.** The subject area is an undeveloped parcel west of Grant Avenue and Ada Hayden and south of 190th Street (see Attachment B).

The subject property was annexed in 2011. The property has no current LUPP land use designation, as it was annexed before the current policy that designates Urban Residential Fringe Plan lands as Village/Suburban Residential upon their annexation. A development agreement applies to the property regarding certain development parameters, including, but not limited to zoning of the property to FS-RL (Floating Suburban Residential Low Density), and participation in the cost of Grant Avenue improvements. **The proposed LUPP Amendment for the Commercial Node is not reflected in the development agreement and the development agreement would need to be amendment prior to considering rezoning for a commercial component. Additionally, the applicant intends to apply for a Planned Residential District (PRD) rezoning for the residential component that also differs from the development agreement. An amendment to the development agreement would also be necessary to move forward with future zoning of the property to PRD. However, this LUPP Amendment request can proceed without changes to the development agreement as it is not binding on the timing of zoning of the property as defined by the development agreement.**

The LUPP application identifies an intent to the develop the site with 579 dwelling units including single family detached, single family attached, multifamily housing units, and a commercial retail/office component on approximately 8 acres. The residential component of the development is proposed on approximately 132 acres of the 170 equating to a net density of 4.43 dwelling units per acre for the property. Development of the site will be subject to Conservation Subdivision Ordinance standards in additional to zoning regulations.

The Village/Suburban Residential designation is a category created with the 1997

adoption of the LUPP and intended for one of two types of development: the village concept or the suburban residential concept. Suburban residential developments are intended for new lands area where the village residential development is not chosen. Suburban residential designated areas are anticipated to develop similar to past residential development patterns, such that it is generally a singular residential use pattern with little design integration as compared to a village. This concept generally requires that landscape buffering be used as a separation of land use types.

The LUPP intends for Suburban Residential, however while vehicular focused, to provide for improved pedestrian connection to parks, schools and open space areas using such amenities as sidewalks on both sides of the street, bike connections, and open space area. It is also required that the conservation of designated natural resources areas, such as designated environmental sensitive areas, be protected through design features incorporated into the development. **The requested designation for Village/Suburban Residential is consistent with the LUPP for newly developing areas of the City.**

The Commercial Node request is a process required by the LUPP to consider adding neighborhood commercial development to new residential areas. Commercial Nodes are assigned to a general area and are to range in size from 2-5 acres, but not to exceed 10 acres. The node size is proportionate to population. The City has included a limited number of nodes for growth areas on the Future Land Use Map and provides criteria for considering additional nodes (See Addendum Pg. 5). **The LUPP describes siting of a node based upon its proximity to other commercial areas and for it to be located in concentrated population areas.** Generally, the City desires neighborhood services for concentrated population areas subject to criteria for their location and size of the area.

The applicant's proposed location is situated on the north boundary of the City along 190th Street and the intersection with Grant Avenue. This is the edge of the Growth Area and there is no plan for the City to grow and expand across 190th Street. The North Growth Area at its southern limits is approximately 1 mile from the Fareway/Casey's commercial area and about 1.75 miles from the north boundary. Although the proposed node overlaps the service area of the existing commercial, the applicant believes the population justifies the request. The applicant's request is based upon the projected population of 2,300 people in the North Growth Area rather than its location within the City and its relationship to other areas.

A full analysis of the LUPP Amendment is included in the attached addendum.

The property is currently zoned Agricultural. (See Attachment C) The PRD zoning intended for the property is allowed for under a Suburban Residential land use concept being requested by the applicant. However, PRD zoning does not specifically allow for the commercial development desired at the corner of 190th Street and Grant Avenue. The "CVCN" (Convenience Commercial Node) zoning district would be required to

address the proposed Commercial Node Designation for retail, restaurant, and office uses proposed for the development.

Planning and Zoning Commission Recommendation. The Planning and Zoning Commission considered the request at their meeting on May 6, 2015. The Commission discussed concerns focused around the proposed location of the commercial area on the edge of the community, as well as the proposed size of such commercial area. The After a discussion questioning any further expansion of the city north of 190th Street and the number of potential people in the vicinity of the proposed future commercial area, the Planning and Zoning Commission voted 6-0 to approve creating a Convenience Commercial Node and to designate the property at 5571 Grant Avenue as Village/Suburban Residential on the Future Land Use Map. Commission comments expressed concern about the size of the requested 8 acres and its integration into the area, but reserved these issues for discussion along with a zoning request.

ALTERNATIVES:

1. The City Council can approve the amendment to the LUPP Future Land Use Map for Village/Suburban Residential only.

The Council would choose this request if the Council determines that the requested Convenience Commercial Node does not comply with the criteria of the Land Use Policy Plan for the use or location of the proposed Convenience Commercial Node on the site.

2. The City Council can approve an amendment to the LUPP Future Land Use Map to designate the property located at 5571 Grant Avenue, as Village/Suburban Residential with a Convenience Commercial Node located at the northeast corner of the site at Grant Avenue and 190th Street. (Planning and Zoning Commission Recommendation)
3. The City Council can refer this request back to staff or the applicant for more information.

CITY MANAGER'S RECOMENDATION:

The applicant notes a lack of commercially designated area within the North Growth Area on the fringe of the city. This area of the community has not been planned within the LUPP for future commercial development. The LUPP establishes the criteria in which to designate future area for commercial development. The developer indicates that the residential development of Rose Prairie and surrounding neighborhoods is suitable for a future Convenience Commercial Node at the intersection of 190th Street and Grant Avenue due to the projected population in the North Growth Area.

While the Rose Prairie residential development of a Suburban Residential concept

within the Village/Suburban Residential land use designation complies with the policies of the LUPP, **staff has concerns regarding the location of the commercial component of the proposed development. Staff's principal concerns are related to locating commercial services on the edge of the City where no additional expansion of residential development is anticipated within the LUPP. The area north of the subject site is not part of the North Growth Area and the Ames Urban Fringe Plan identifies the area between Ames and Gilbert as agriculture/special study area making it unlikely to become an area of expansion.**

Therefore, it is the recommendation of the City Manager that the City Council approve Alternative #1, which is to amend the LUPP Future Land Use Map to designation of the property located at 5571 Grant Avenue as Village/Suburban Residential without a Convenience Commercial Node.

ADDENDUM

On April 2, 2015, the Developer submitted an application for a Land Use Policy Plan (LUPP) Minor Map Amendment for the property at 5571 Grant Avenue. The applicant has also submitted an application for a rezoning request to Planned Residential District (PRD) for the Rose Prairie site, which will be processed subsequent to an approval of a the LUPP Map Amendment.

The application indicates the Rose Prairie development site is intended for development of up to 579 dwelling units including single family detached, single family attached and multiple family housing units as well as a commercial retail/office component on approximately eight acres. The residential component of the development is proposed on approximately 132 acres of the overall 170 acre site, equating to a potential net density of 4.43 dwelling units per acre for the property. The eight acre commercial site of the development is noted as potentially including a gas station/convenience store, 15,000 square feet of office space and 18,000 square feet of leasable area for retail and sit-down restaurant uses. See the concept development plan, Attachment D. The developer intends to subdivide the site into parcels, "sub-neighborhoods", that will be separated by a green belt park and lake, but connected by use of sidewalks and a trail system.

Land Use Policy Plan

The concept of convenience nodes was originally developed back in 2004. The intent under this concept was to provide nodes of commercial development within the Village/Suburban Residential Land use designation in close proximity to, and for the convenience of, the immediate neighborhood, but in a manner and scale that would be compatible with the residential character of the surrounding neighborhood.

The LUPP describes, as it pertains to the expansion of commercial areas within the new lands area, the criteria for size, intensity, and location of a Convenience Commercial Node, for best locating nodes of commercial activity to ensure both compatibility and overall sustainability of each node. There is also need to ensure that uses within the node do not compete with or undermine the economic vitality of a village or other commercial areas within close proximity of the node, and that there is a demonstrated need for more commercial land so close to other designated commercial areas.

Convenience Commercial Nodes. *Convenience scale commercial land uses in areas designated as Village/Suburban Residential in the New Lands Area shall be located in strategic locations. The following criteria shall be used to locate convenience scale commercial land uses:*

- 1. Convenience Commercial Nodes should be located with distribution frequency of approximately one (1) mile in radius unless a more frequent distribution is determined appropriate under the locational criteria described for convenience commercial nodes.*

2. *The size of any one node should be between two (2) and five (5) acres, but not greater than ten (10) acres.*
3. *The building intensity within the node should be limited to 35,000 square feet in any given building and no more than 100,000 square feet total.*
4. *The node should be located adjacent to or within the center of the highest possible concentrations of population.*
5. *The node should be located on a major or minor thoroughfare.*

The Convenience Commercial Node consists of a cluster of “neighborhood scale” commercial land uses appropriate for and accommodating to surrounding residential land uses. Higher standards apply to ensure that the land use relationship between the commercial activity and the adjacent residential land uses will be compatible. These standards include such items as building placement, signage, lighting, landscaping, screening, and building materials.

Uses. *Uses within a Convenience Commercial Node should be commercial activities that are most compatible with residential land uses, serving convenience and localized neighborhood needs.*

Pedestrian connections to adjacent neighborhoods should be used to reduce vehicular traffic. Floor area ratios should be maximized and shared parking is encouraged. The intent of the Convenience Commercial Node is to create a clustered, localized convenience shopping/entertainment environment involving one trip to two or more destinations within the node.

Locations. *Three locations within the New Lands Area are identified for Convenience Commercial Nodes. Within the New Lands Area, each location represents a generalized area that meets minimum locational criteria within the Suburban/Village Residential land use designation. The locations are as follows:*

1. *Northwest Growth Corridor at the intersection of North Dakota Avenue and Union Pacific Railroad.*
2. *Southwest Growth Priority Area near the intersection of Lincoln Way and Boone County/Story County line.*
3. *Southwest Growth Priority area in the vicinity of the intersection of State Avenue and Oakwood Road.*

Additionally, there are locational criteria to assure the compatibility, and overall sustainability of each Convenience Commercial Node location. The timing of development will determine what type of commercial land uses shall be located within the Village/Suburban Residential land use designation. The following are the standards that should be used to locate Convenience Commercial Node land uses in Village/Suburban Residential areas within the New Lands Area:

1. *To assure clustering, minimize vehicular trips and traffic impact on adjacent neighborhoods, and assure residential compatibility, Convenience Commercial*

*Nodes should **not** be located within two (2) miles of an existing neighborhood commercial area, convenience commercial node, and/or village commercial center development.*

- 2. Convenience Commercial Nodes should not be located where there are more intense commercial activities (Community Commercial Node, Highway-Oriented Commercial, Regional Commercial, Downtown Service Center) that serve a higher commercial function and as a convenience commercial land use within the location criteria as stated above.*

Analysis:

The Developer requesting the land use change, states in his application materials that currently no commercial areas are identified within the North Growth area of the LUPP. That the "land use policy plan identified just this objective: "Ames seeks to establish more integrated and compact living/activity areas (i.e., neighborhoods, villages) wherein daily living requirements and amenities are provided in a readily identifiable and accessible area. Greater emphasis is placed on the pedestrian and related experiences." Staff would agree that the North Growth Area of the community has not been planned at this point for commercial growth as it was not clear originally that this was a needed or desired use in the area.

The developer is interested in creating an 8-acre area for convenience/neighborhood commercial uses. The LUPP uses the previously noted text for designating commercial nodes on the Future Land Use Map within Village/Suburban Residential areas. The proposed area for the convenience commercial node meets some of the criteria, such as the land area, intended uses, building intensity and the location of the site on a major thoroughfare. The location of a Commercial Node in this area does not meet other criteria, such as distance from other commercial areas (commercial area at the intersection of Stange and Bloomington Road is 1 ¾ miles apart) and being located within the center of a high population concentration. When measuring the distance of the growth area from other commercial areas, not just the location of the proposed node, services are as close as 1 mile away from the south properties in the North Growth Area.

Staff believes that due to its physical separation from Stange/Bloomington it is not likely to undermine the viability of Stange/Bloomington, but does call into question the sustainability of a commercial node in the North Growth Area due to existing services in other areas. This leads to one of staff's greatest concerns with the proposed location at the planned northern limits of the City of 190th Street. **It would seem that this edge location would meet needs of the North Growth residents, but also rely upon pass-by traffic and rural residents in order to succeed due to only half of the 1 mile radius of the planned node area is planned for development.**

Location and Population

The LUPP identifies location criteria for the development of a commercial node to assure clustering, sustainability, and compatibility with surrounding residential

neighborhoods. The LUPP states that the CVCN should not be located within 2 miles of an existing commercial area and should also be located within the center of the highest populated area.

The proposed location of the node is within approximately 9,000 feet (approx. 1.7 miles) of the CVCN Node located at the intersection of Stange and Bloomington Roads and approximately 12,000 feet (2.2 miles) from the community commercial area along Grand Avenue (Northern Lights Center). This is measured as traveled on roadways. As a radial distance described in the LUPP, the proposed node is even closer to these two areas. This potential location does not meet the intent of the LUPP for separation of convenience commercial nodes by 2 miles.

As part of the submitted application, a population table was also provided depicting the potential unit counts and population anticipated in the Rose Prairie Development and looking at the potential of the Quarry Estate Development and Hunziker Development. The applicant notes that with the potential for this development, as well as the developments of Quarry Estates and the future Hunziker property, this area of the community could see approximately 808 new residential units equating to 2,316 new residents (See Attachment E, Applicant Population Table). Staff would note that those numbers may be a bit overstated as the average household size based on the previous census citywide averages from 2010 and estimated values for 2013 are between 2.1 to 2.5 people per household. Staff generally applies an estimate of 3 persons per household on average for new residential single-family development that would be similar to the proposed suburban development of the North Growth Area. This area is planned for a mix of detached and attached housing. Staff projects the full buildout of the north growth area for all developable areas to be around 2,700 people.

Size and Intensity

The LUPP suggests a typical area of a node to be within 2 to 5 acres, but not exceeding 10 acres. With a proposed commercial area of 8 acres, the node is on the larger size of the intended range of a Convenience Commercial area but still within the maximum limit of the policy. Based upon the population projections, it appears six acres would more closely match with the expected population.

The LUPP also indicates criteria to limited Convenience Commercial notes to a maximum of 35,000 square feet in any given building and no more than 100,000 square feet total for the node. The proposal includes approximately 15,000 square feet of office space, 11,000 square feet of retail space and 6,500 square feet for a restaurant and outdoor dining space. Also included in the plan is the potential for a gas station and convenience store. The size of such space has not been supplied as part of the application. The proposed intensity of the buildings is not beyond the scope of a Convenience Commercial Node under the criteria of the LUPP.

Capacity of Public Utilities. In any proposed change to the Land Use Policy Plan Future Land Use Map, the City examines possible impacts to public utilities, such as storm sewer, sanitary sewer and water capacity, storm drainage. This review is based

on overall system capacities and staff finds that the capacities of storm sewer, sanitary sewer, and water are acceptable with the level of information that is now available.

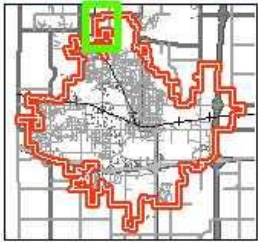
Infrastructure. City and developer have a pre-annexation agreement that, among other commitments, confirms the developers' contributions to City infrastructure costs. Installation of water and sanitary sewer mains serving the developments along Grant Avenue are underway and paving of Grant Avenue will be completed during the 2015 construction season. Developers have agreed to assume responsibility for any buy-out amount due to a rural water provider, as well as to pay prorated portions of the City's costs for installation of the water and sanitary sewer mains serving the area through utility connection districts.

Transportation Impacts. Based on a Traffic Study from 2008, which analyzed the North Growth Area and identified the Rose Prairie Development site as well as Quarry Estates and Hunziker properties, the Rose Prairie Development accounted for 140 single family detached residential units and 168 condo units for a total of 1,807 average daily trips for the site with no specific impact identified at the intersection of Grant Avenue and 190th Street. The study did not account for the proposed commercial area as the site was intended at that time for a strictly residential development type.

The trip generation analysis supplied by the applicant (Attachment F), which identifies approximately 33,000 square feet of commercial uses and a total of 687 residential units of varying types, indicates an increase in the average daily trips for the site from 1,807 in 2008 to 7,533 trips as proposed. In comparison with the previous traffic study, staff has concerns regarding potential offsite traffic impacts from development of the project in combination with the other pending developments in the area. **Staff will require a more in-depth traffic assessment that considers the project and cumulative effects of changes to traffic volumes in the project area be completed prior to any subsequent rezoning of the development parcels.** Any significant impacts identified by the traffic study may need mitigation per city standards and may be included in a development agreement as conditions of the subdivision and/or rezoning.

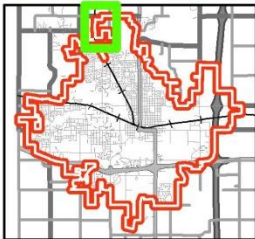
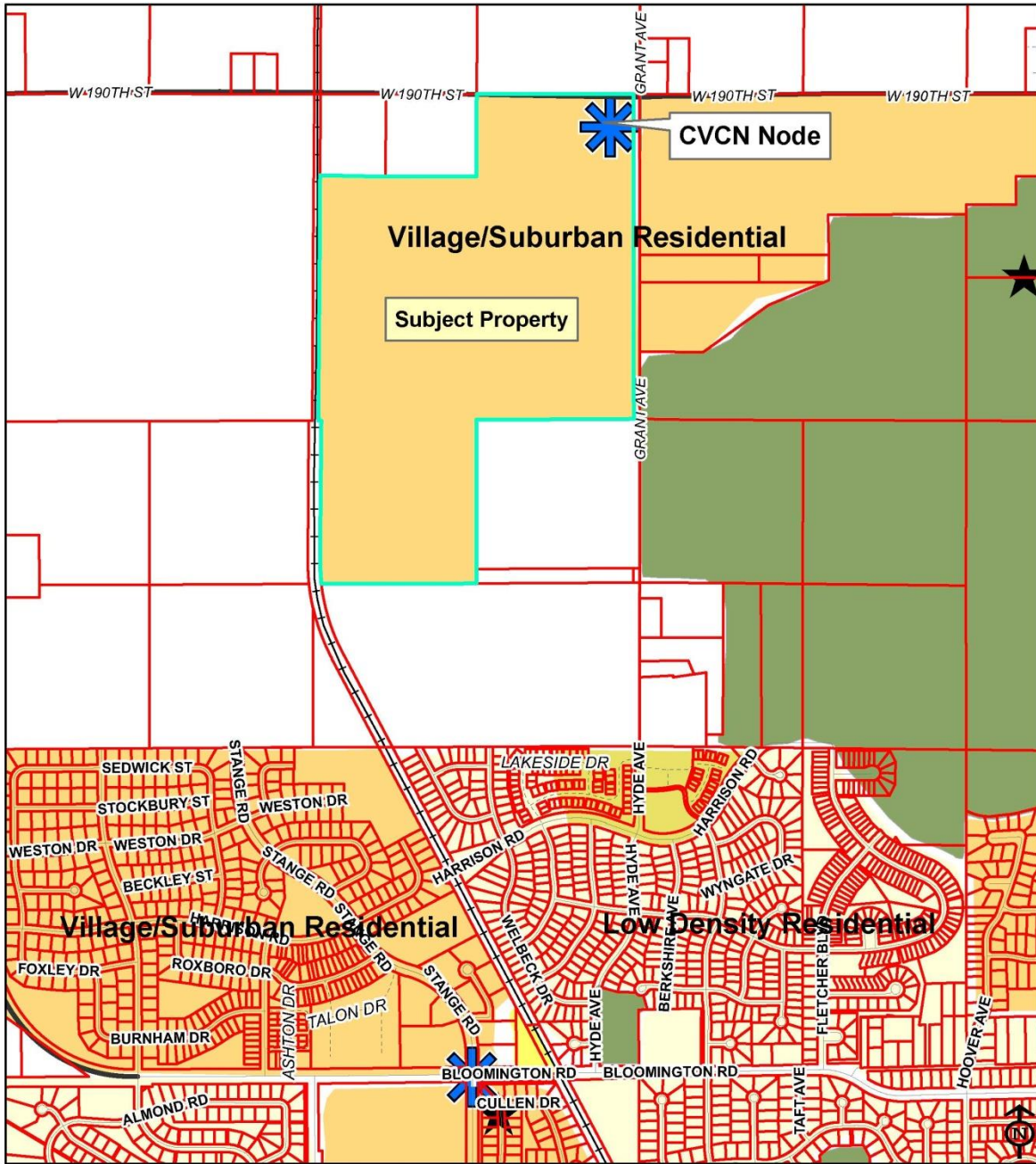
If the LUPP Amendment is approved by the City Council, the applicant will subsequently request approval to subdivide and rezone the properties to "PRD" (Planned Residential District) and "CVCN" (Convenience Commercial Node) for the purpose of constructing single family, single family attached, and multiple family housing as well as, incorporating a commercial component to the overall development area.

ATTACHMENT A
Location Map



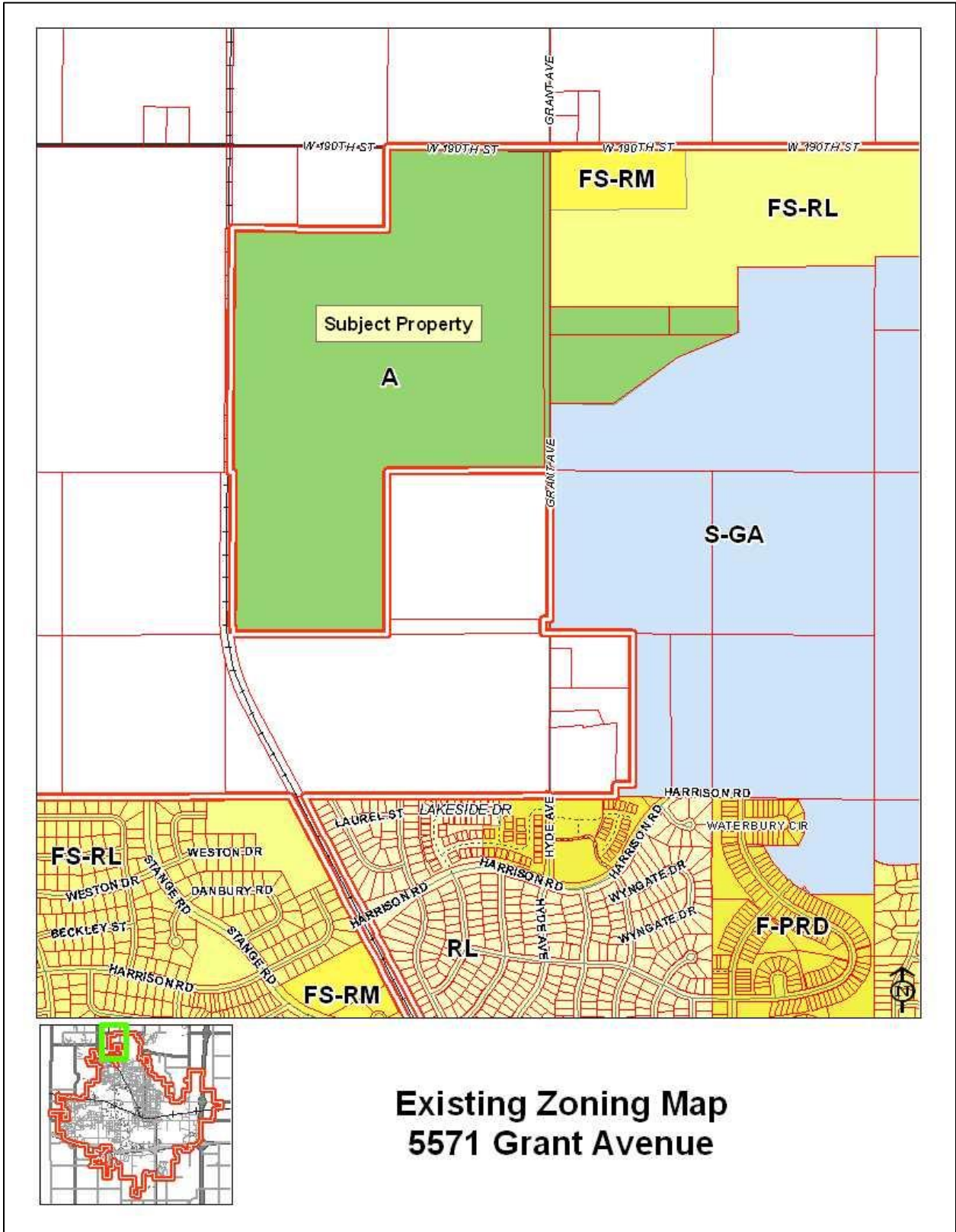
Location Map
5571 Grant Avenue
Rose Prairie

ATTACHMENT B
Proposed LUPP Map

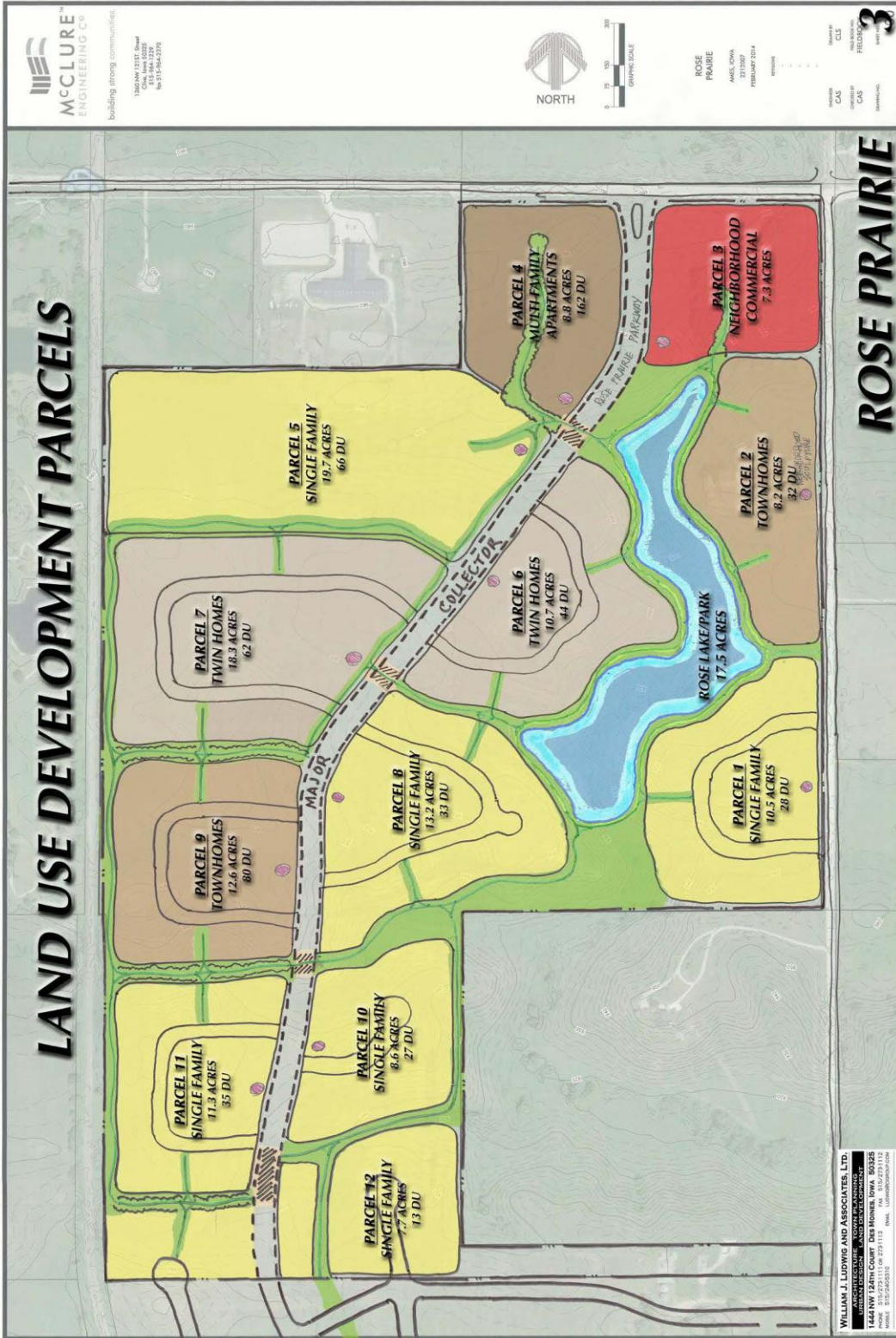


Proposed LUPP Map
5571 Grant Avenue

ATTACHMENT C
Existing Zoning Map



ATTACHMENT D Concept Plan



**ATTACHMENT E
APPLICANT POPULATION TABLE**

WILLIAM J. LUDWIG AND ASSOCIATES, LTD.

ARCHITECTURE TOWN PLANNING
URBAN DESIGN LAND DEVELOPMENT

1444 NW 124TH COURT DES MOINES, IOWA 50325

REVISED 5/7/15

VILLAGE CENTER CVCN CONVENIENCE RETAIL

POPULATION

AMES COUNTRY CLUB & SURROUNDING PROJECTS

ROSE PRAIRIE

PARCEL #	LAND USE	AREA	HOMES	CHILDREN	PEOPLE/UNIT	# PEOPLE	DU/AC
PARCEL 1	Single family	10 AC	28	28 x 1.5 CH	3.0	84	2.8
PARCEL 2	Twin homes	7.5 AC	16 x 2	32 x 1.2 CH	3.0	96	4.3
PARCEL 3	Neighborhood commercial	8.0 AC	0	0	0	0	0
PARCEL 4	Multi family	9.0 AC	162	162 x 0.70 CH	2.0	324	18.0
PARCEL 5	Single family small lot	22.0 AC	22 x 3	66 x .75	2.75	182	3.0
PARCEL 6	Twin homes	10.0 AC	22 x 2	44 x 1.2 CH	3.0	132	4.4
PARCEL 7	Twin homes	18.3 AC	31 x 2	62 x 1.4 CH	3.0	186	3.4
PARCEL 8	Single family	11.2 AC	30	30 x 1.5 CH	3.0	90	2.7
PARCEL 9	Town homes	12.8 AC	20 x 4	80 X 1.75 CH	2.75	220	6.3
PARCEL 10	Single family	8.3 AC	27	27 x 1.75 CH	3.0	81	3.3
PARCEL 11	Single family	11.0 AC	35	35 x 1.75 CH	3.0	105	3.2
PARCEL 12	Single family	4.0 AC	13	13 x 1.75 CH	3.0	39	3.3
					TOTAL POPULATION	1539	4.43
HUNZIKER	Single family	139 lots, 5 years		139 x 1.5	x 3.0	417	
FRIEDRICH	Single family	120 lots, 5 years		120 x 1.5	x 3.0	360	
				TOTAL NEIGHBORHOOD POPULATION		2,316	
				RECOMMENDED ≥ 2000 POPULATION FOR CVCN			

NET
DENSITY

ATTACHMENT F APPLICANT TRIP GENERATION TABLE

March 2015

Trip Generation Table

Rose Prairie Development
Ames, IA

Parcel	Rose Prairie Development		Dwelling Units	1000 sf Gross Leasable/ Floor Area	Fueling Positions	ADT		AM Peak			PM Peak						
	Code	Use				Avg Rate	Trips	Avg Rate	Enter	Exit	Avg Rate	Enter	Exit				
1	210	Single-Family Detached Housing	47			9.52	444	0.75	25%	9	75%	26	1.00	63%	29	37%	17
2	230	Residential Condominium	32			5.81	186	0.44	17%	2	83%	12	0.52	67%	11	33%	5
3a	710	General Office Building*		15.6		11.03	172	1.56	88%	21	12%	3	1.49	17%	4	83%	19
3a	820	Shopping Center		11.4		42.7	486	0.96	62%	7	38%	4	3.71	48%	20	52%	22
3b	945	Gasoline/Serv. Sta. w/ Conv. Market			8.0	162.78	1,302	10.16	50%	41	50%	41	13.51	50%	54	50%	54
3c	931	Quality Restaurant		6.5		89.95	585	0.81	50%	3	50%	3	7.49	67%	33	33%	16
4	220	Apartments	162			6.65	1,077	0.51	20%	17	80%	66	0.62	65%	65	35%	35
5	210	Single-Family Detached Housing	66			9.52	628	0.75	25%	12	75%	37	1.00	63%	42	37%	24
6	230	Residential Condominium	44			5.81	256	0.44	17%	3	83%	16	0.52	67%	15	33%	8
7	230	Residential Condominium	62			5.81	360	0.44	17%	5	83%	23	0.52	67%	22	33%	11
8	210	Single-Family Detached Housing	38			9.52	364	0.75	25%	7	75%	22	1.00	63%	24	37%	14
9	230	Residential Condominium	80			5.81	465	0.44	17%	6	83%	29	0.52	67%	28	33%	14
10	210	Single-Family Detached Housing	33			9.52	317	0.75	25%	6	75%	19	1.00	63%	21	37%	12
11	210	Single-Family Detached Housing	35			9.52	333	0.75	25%	7	75%	20	1.00	63%	22	37%	13
12	210	Single-Family Detached Housing	18			9.52	169	0.75	25%	3	75%	10	1.00	63%	11	37%	7
13	210	Single-Family Detached Housing	9			9.52	87	0.75	25%	2	75%	5	1.00	63%	6	37%	3
14	210	Single-Family Detached Housing	32			9.52	302	0.75	25%	6	75%	18	1.00	63%	20	37%	12
Trip Ends							7,533				156				427		287

* Land Use 710 General Office Building - AM and PM peak hour of the adjacent street traffic were not available. AM and PM peak of the generator were used.

Parcel 1 and 2: Totals 630
 Parcel 3: Totals 2,545
 Parcel 4-14: Totals 4,358

41 38
 11 50
 71 111
 74 264
 41 23
 111 111
 276 153