

COUNCIL ACTION FORM

SUBJECT: LAND USE POLICY PLAN AMENDMENT OF FUTURE LAND USE MAP
FOR 2700, 2702, 2718 & 2728 LINCOLN WAY, 112 & 114 S. HYLAND
AVENUE, AND 115 S. SHELDON AVENUE

BACKGROUND:

On April 26, 2016, the City Council referred to staff a letter from Chuck Winkleblack, representing the developer, River Caddis Development, LLC, seeking to initiate a Minor Amendment to the Land Use Policy Plan (LUPP) for the 2700 block of Lincoln Way and associated processes needed for the redevelopment of the properties to a single mixed-use commercial and student housing development.

This site is made up of seven properties south of Lincoln Way between Hyland and Sheldon Avenues and totals approximately 1.8 acres. (*See Attachment A – Location Map*). The properties currently have a mix of commercial uses, a gas station, and multi-family housing. Approximately 0.6 acres of the area is currently used for commercial uses and 1.2 acres is used for residential high density. City Council determined on June 14, 2016 that the developer could proceed with a Minor LUPP Amendment and associated changes needed to pursue their development concept.

The LUPP designation of the property is currently Low Density Residential. (*See Attachment B – Existing Land Use Designation.*) Current land use designations adjacent to the site are Low Density Residential to the west, High Density Residential, and Downtown Service Center. The contract owner and developer of the properties, River Caddis Development, LLC, is requesting a change in the land use designation of the properties from Low Density Residential to Downtown Service Center (*see Attachment C – Proposed Land Use Designation*) in order to ultimately rezone the site to Campustown Service Center (CSC) for construction of a mixed use development.

During preliminary meetings the developer described an interest in a mixed use development concept consisting of a hotel (option for 25-100 rooms), a small amount of commercial square footage, a residential lobby, leasing offices, amenity spaces on the ground floor with approximately 400-500 bedrooms and amenity space on the upper levels of a six-story building. The developer desires CSC zoning for the site to maximize the development potential of the site with mixed use development similar to what has been built recently along Lincoln Way near Lynn Avenue. Development in CSC allows for urban development with no building setbacks, commercial uses on the ground floor and apartments above, and reduced parking requirements of one parking space per apartment unit, with no required parking for commercial uses.

The requested LUPP Amendment is the first step in a series of actions that will likely include rezoning, zoning text amendment(s), designation of an Urban Revitalization

Area (URA), a development agreement, a Site Development Plan, a Special Use Permit, and a plat of survey to combine parcels. The developer intends for the project to be completed by the summer of 2018.

Land Use Analysis and Capacity.

Analysis of the request contemplates the suitability of the specific site for the proposed mix of uses as well as the Goals and Policies of the LUPP (Attachment E). The suitability has been evaluated through use of the RH Evaluation Tool Checklist as directed by the City Council on January 27, 2015 when apartment uses are part of a project. Although the request is ultimately for a commercial zoning district, the predominant use on this site is intended to be housing.

The RH Evaluation Tool is an evaluation of a specific site's attributes based upon the principles of the Goals and Objectives of the LUPP. With this request there are minimal details available to complete the checklist regarding design of the project. However, location/surroundings, transportation, housing types and opportunity for mixed use would rank high for this project based on location of the project near campus and commercial development areas and the site being located on a major transit route. If the Council believes that potentially adding additional student housing is desirable and that the design controls of the CSC zoning district and potentially a development agreement support redeveloping the site, the RH matrix indicates this could be a good site for such an intense use. The developer seeks CSC because of the intensification benefits of the CSC zoning with reduced setbacks and lower parking requirements compared to other zoning categories. The RH Checklist, as completed by staff, is included as Attachment F.

In any proposed change to the Land Use Policy Plan Future Land Use Map, the City examines the suitability of infrastructure, such as sewer and water capacity, storm drainage, and general circulation needs. In this instance, an evaluation of the expected differences brought about by the intended increase in intensity of commercial and residential uses on the site is required. This review is based on overall system capacities. A previous deficiency in sanitary sewer capacity was identified along Lincoln Way. However, at that time a system fix was identified by Public Works to address the capacity issue and will be in place prior to completion of this project. A review of project specific unit counts and overall system capacities will be needed prior to approval of a specific project. Staff generally finds that other infrastructure for water, storm drainage, and traffic access are acceptable to plan for the more intense development in this area. A complete review of traffic counts will be completed at the time of rezoning for the specific project needs. At the time of development staff will also pursue widening of sidewalks along Lincoln Way to enhance pedestrian movement along the street and similar in width to other areas of Campustown.

With this site, the most relevant concerns for the future development are integration of the project into an infill area with an existing neighborhood rather than overall land use goals for growth which are applied to the whole of the City. Staff highlights Goal 2, Goal 5, and Goal 6 with their objectives as an issue of balancing future growth needs and neighborhood compatibility (Attachment E). The LUPP Future Land Use Maps are

described in Chapter 2 of the LUPP as a general representation of the Plan's vision. The proposed LUPP map amendment would create a precise expectation of the site as an infill area intended for an extension of the Campustown mix of uses and a higher intensity of housing development. Staff has found no history from adoption of the LUPP in 1997 describing why the proposed site was designated as Low Density Residential rather than a commercial or high density designation that would have matched the historic use of the site.

Also of importance in determining appropriateness of LUPP map changes is the interface between adjacent uses. As Attachment C illustrates, the expansion of the Campustown Service Center mix of uses is adjacent to an expansion of commercial uses east of the subject sites fronting on Lincoln Way. Additionally, the High Density Residential area adjacent to the site to the south and the existing Low Density Residential area to the west need to be addressed to create the appropriate transitions to the more intense use and height proposed for the subject site. Due to the size of the site, it is unlikely that the full site would be developed with a building(s). However, a substantial portion would be developed with buildings and would likely have buildings abutting the Hyland frontage across from existing residential. The CSC zoning does not have standards that directly address architectural transitions, but instead focuses on use of brick building materials, commercial spaces, and screening of parking decks.

The subject site is part of the Focus Area 4 in the initial evaluation period of the Lincoln Corridor Plan. The Lincoln Corridor Plan is ongoing, but this site was permitted to pursue an independent approval process as it was determined it would not conflict with the planning efforts of the properties to the west of this site. Focus area recommendations have not been completed, but in the preliminary assessment it is not believed that there would be a need for additional commercial west of Hyland and that housing may increase in intensity from current conditions, but would not be to the magnitude that is allowed with the core Campustown area. This subject 1.8 site is viewed by staff as a bright line transition of commercial area to housing to the west.

In review of the need for apartment housing types with previous LUPP Amendments and rezonings earlier this year, (Crane Farm, South Duff, and Village Park), staff included consideration of this site for redevelopment in reaching a conclusion that apartment needs are in the process of satisfying demands for the next few years. This site was highlighted as meeting student housing needs, since the other sites were looked at to meet a broader market need and as workforce housing.

Planning and Zoning Commission Recommendation. The Planning and Zoning Commission considered this request at its July 20, 2016 meeting. The Commission discussed concerns focused around the proposed intensity of the mixed use development on the edge of the Campustown area and its transition to the residential neighborhood to the west. The Commission also noted a concern over parking for the project. After a discussion about the intended project and its relationship to the Lincoln Corridor Study, the Planning and Zoning Commission voted 4-1 to recommend approval of amending the Future Land Use Map from Low Density Residential to Downtown Services Center.

Public Outreach

Notification was provided to property owners within 200 feet of the site prior to the Planning and Zoning Commission public hearing. No members of the public spoke at the meeting. Additionally, the developer met with the Campustown Action Association board and with representatives of the Old Ames Middle School College Creek Neighborhood association to conduct outreach as was directed at the time of initiation of the LUPP amendment. From staff's discussions with these two entities, staff believes the primary issues for the expansion of Campustown and redevelopment are the inclusion of commercial space consistent with Campustown needs, effects on the adjoining neighborhood to the east from increased density and activity, and the visual change from development of the site with a six-story building compared to the lower scale two-story homes to the west.

ALTERNATIVES:

1. The City Council can approve an amendment to the LUPP Future Land Use Map to change the land use designation of approximately 1.8 acres of land located at 2700, 2702, 2718 and 2728 Lincoln Way, 112 and 114 S. Hyland Avenue, and 115 S. Sheldon Avenue, from Low Density Residential to Downtown Services Center, as depicted in Attachment C.
2. The City Council could approve an amendment to the LUPP Future Land Use Map to change only the land use designation of the eastern .9 acres of the block to Downtown Services Center.
3. The City Council can deny the proposed amendment to the LUPP Future Land Use Map to change the land use designation of approximately 1.8 acres of land located at 2700, 2702, 2718 and 2728 Lincoln Way, 112 and 114 S. Hyland Avenue, and 115 S. Sheldon Avenue, from Low Density Residential to Downtown Services Center, as depicted in Attachment C.
4. The City Council can refer this request back to staff or the applicant for more information, prior to forwarding a recommendation to City Council.

CITY MANAGER'S RECOMENDATION:

In regards to the process of a LUPP Amendment, staff can support individual evaluation of the project separate from the broader Focus Area of the Lincoln Corridor Plan. Staff has reached this conclusion based on the inconsistency of the current zoning with the LUPP, the limited range of options for the site if it is to redevelop under the existing LUPP designation, the location of the property adjacent to Campustown, and the site size. Use of this site does not dictate that other property west of the site would be evaluated differently within the context of the Corridor Plan that is already underway.

In this case the RH checklist shows as an existing infill opportunity the site is able to be served with existing infrastructure and access to existing transit. The site scores high on the tool because of its proximity to a variety of daily services and employment centers, including the ISU campus. The site also scores high on supporting economic development with the opportunity for a mixed use development type on the property. Individual site layout and design issues will have to be considered in more depth when site plan details are available.

Staff notes that residents to the west of this site continue to be concerned about traffic levels for through traffic in this area and parking issues that are present in the neighborhood. Input from the Campustown Action Association to date has been generally supportive of adding commercial square footage to Campustown with the information that is currently available about the developer's plans.

As part of the initial evaluation of the project specific details, staff will need to review the sanitary sewer capacity and how traffic levels could be affected by the redevelopment of the site.

Staff believes that although there has been a large number of apartments constructed within Ames over the past three years—over 1,000 beds within Campustown alone—there is still a need to provide for apartment housing to meet projected demand. Adding student housing across from campus is a positive for adding overall apartment supply that would meet unique student demands and have the potential to relieve pressure on other apartment buildings further from campus that may then be available for other types of occupants. It is still critical that the development of this site meets the commercial and pedestrian character of the core of Campustown as a transition site between commercial areas to the east and residential areas to the west.

Therefore, it is the recommendation of the City Manager that the City Council approve Alternative #1 as described above.

ADDENDUM

The LUPP designation of the property is currently Low Density Residential. The existing developed uses of the properties are either commercial or apartment buildings, which does not align with the existing low density land use designation. The Low Density Residential designation allows for the site to be developed with only single-family residential uses to a maximum density of 7.26 dwellings units per net acre.

The LUPP designation request for the subject site is to Downtown Services Center. The LUPP indicates the Downtown Services Center as “specialized business services, governmental services and retail commercial uses that are associated with highly intense activities and central location. Specialized mixing of activities, parking and design provisions may apply. Floor area ratios are 1.0 and higher.”

The three properties at the eastern side of the development site are currently zoned Campustown Service Center. The remaining four properties (three fronting on Hyland Avenue and the south property fronting on Sheldon) are currently zoned High Density Residential with the West University Impact Overlay. The amendment of the area to the Downtown Services Center designation would allow for the eventual rezoning of the entire development area to the Campustown Service Center (CSC) zoning district. This zoning designation applies to the entire area lying south of Lincoln Way from S. Sheldon Avenue to Lynn Avenue (Campustown). A proposed LUPP Map and an Existing Zoning Map of the proposed amendment area can be found in Attachment B and Attachment C.

This LUPP change could be either to the “Downtown Service Center” land use which encompasses the current Campustown Service Center (CSC) zoning district or to a “High Density Residential” land use which could permit Residential High Density (RH) zoning allowing for both apartments and small amounts of commercial development area. Staff notes that with a high density designation the proposed density exceeds the maximum density of RH. Additionally, RH does not have reduced setbacks that are desirable along Lincoln Way. Only the Service Center designation permits the density and parking rate desired by the developer.

The site was recently identified as the eastern edge of Focus Area #4 in the Lincoln Corridor Study. Focus Area #4 includes both sides of Lincoln Way west of Sheldon and extends to Campus Avenue. This Focus Area has been identified in the Corridor Plan to consider general issues concerning multi-family properties and Campustown transitions to the west. The City Council decided to consider this site independent of the Corridor Study due to the timing of the project. The Council agreed with the developer that the issues related to this site are unique and do not impede the Focus Area assessment of how other properties could redevelop further to the west.

Infrastructure:

Access to existing sewer and water infrastructure is available to the site from both Lincoln Way and S. Hyland Avenue. Public Works had received general information from the developer regarding sewer loading information for the development; however with revisions to the concept plan additional review of the city sanitary sewer capacity

will need to be reviewed prior to rezoning of the properties. The assessment of capacity in west Ames found there are projected deficiencies in the main trunk line along Lincoln Way when accounting for planned and proposed development. Public Works had identified an improvement project, which Council initiated back in April in an attempt to increase capacity within this main line. Additional review of capacity will be required when more site specific plans are finalized for the project.

One of the distinctive elements of Campustown is the larger sidewalks that are present to meet the pedestrian demands of the area. The subject site currently has an 8-foot shared use path sidewalk along its Lincoln Way frontage with no on street parking as exists in the core of Campustown. Staff does not believe parking will be added to Lincoln Way along this site, but that the sidewalk does need to be widened to fit the character of the proposed project as a large mixed use building and the needs of the community for comfortable and safe walking and biking in this area. The change to CSC would reinforce the need to look at a wide sidewalk compared to other zoning districts.

A storm water management plan will be required to meet minimum City standards for storm water quantity and quality. At this time detailed storm water plans have not been development, but it is intended that techniques such as underground detention will likely be required to meet minimum City standards. Public Works will review and approve such requirements prior to approval of the Minor Site plan for the project.

Traffic/Access.

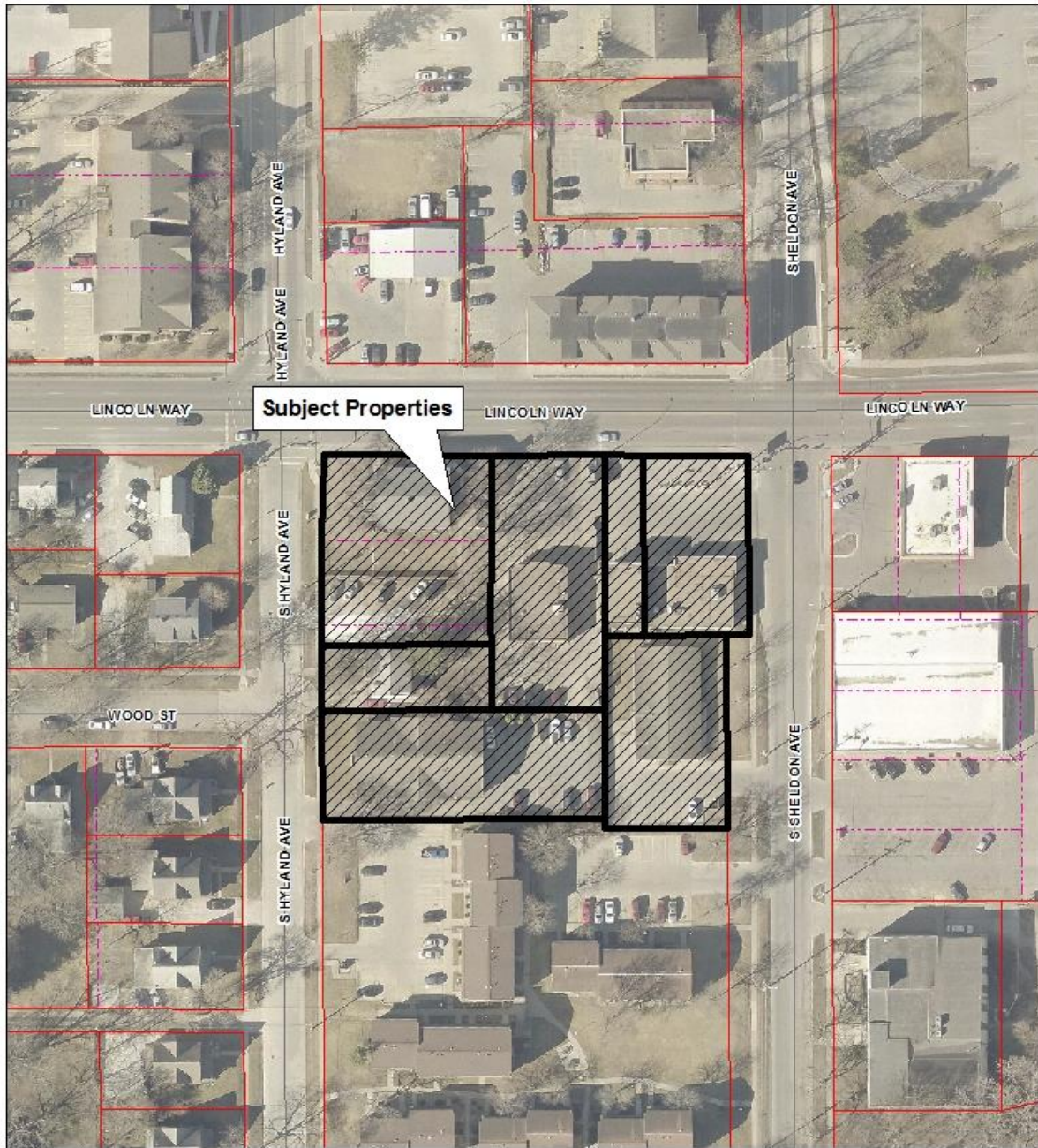
The development site has frontage on Lincoln Way, S. Sheldon and S. Hyland Avenue. It is anticipated that parking for the site for both residential and commercial will be from S. Hyland and S. Sheldon. No access is desired from Lincoln Way for the project.

Staff believes that reviewing localized effects of operations near the site and accessing the site is a priority for understanding the potential traffic impacts of development. A traffic study is usually triggered when at least 100 peak hour trips are added to the transportation network. The scope of evaluation then depends on the specific types of trips, nearby operations, and potential for project specific impacts. Public Works Department has requested a specific evaluation of the projected trip generation to scope a traffic assessment for the project. A review of traffic and any future evaluation requirements for traffic impact will need to be completed prior to rezoning.

As part of the City Council initiation of the Land Use policy Plan Amendment process, Council agreed to a minor amendment with the understanding that the developer would meet with the surrounding neighborhood association to discuss the project even though such meetings are not required as part of the Minor Amendment process. It is staff understanding at this time that the developer has met with both the neighborhood and Campustown Action Association to discuss the project and any neighborhood concerns. At the time of writing of this report, an additional meeting was intended to be planned with the neighborhood on July 20, 2016 to discuss and revised concepts and to update the neighborhood on any recent changes to the development concept.

The Developer has provided an analysis of how the proposed change in the LUPP Future Land Use Map is consistent with LUPP Goals (see *Attachment G*). Based on that analysis, the proposed amendment could reasonably be considered consistent with the applicable goals of the LUPP.

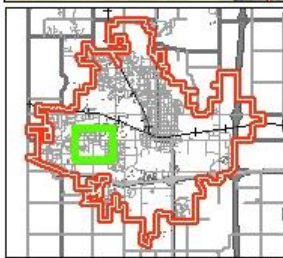
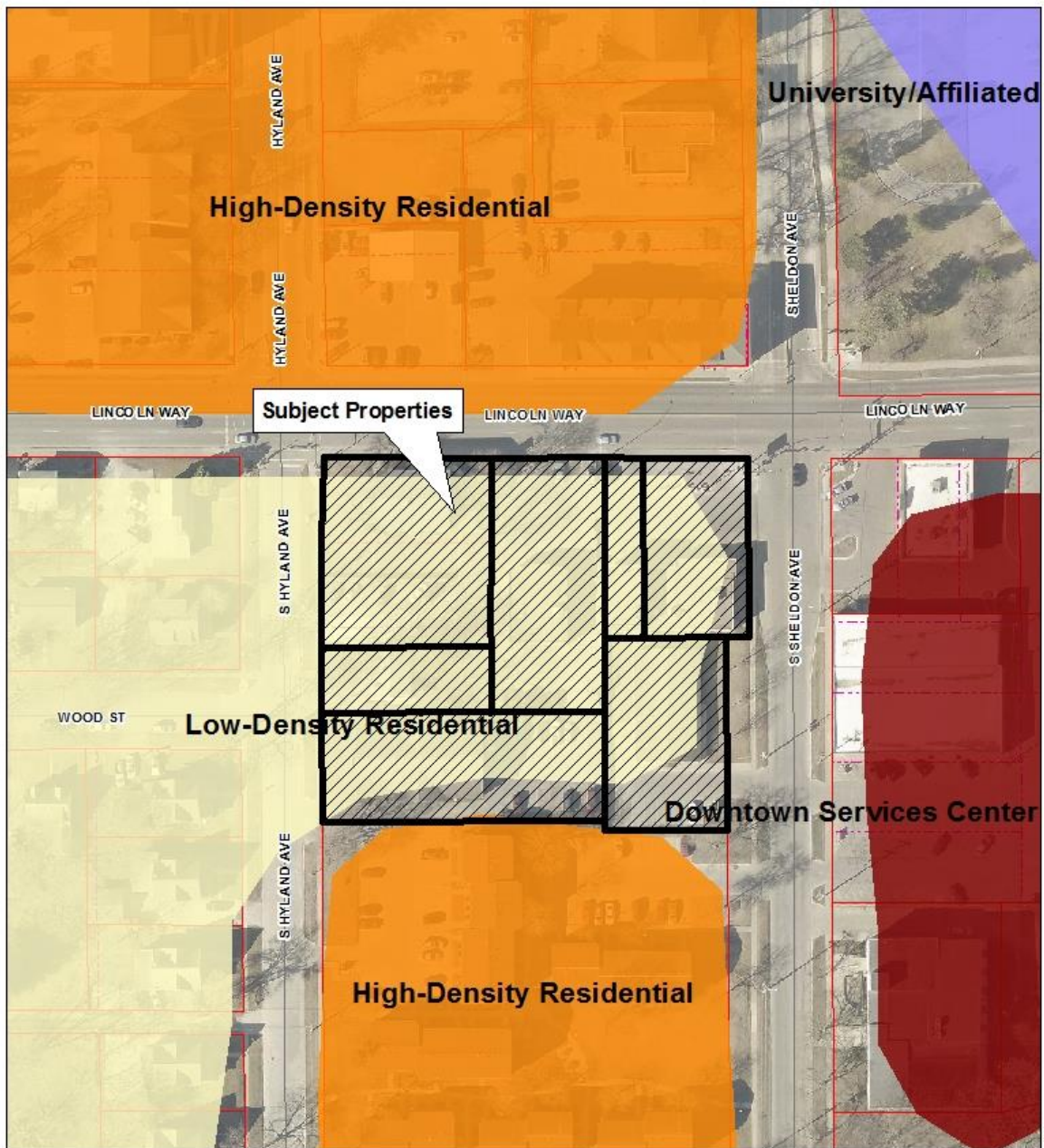
**Attachment A
Location Map**



Location Map
2700, 2702, 2718 and 2728 Lincoln Way,
112 and 114 S. Hyland, and
115 S. Sheldon

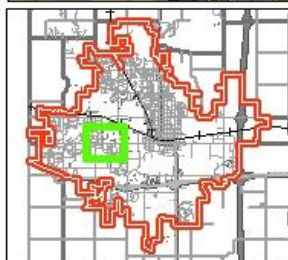
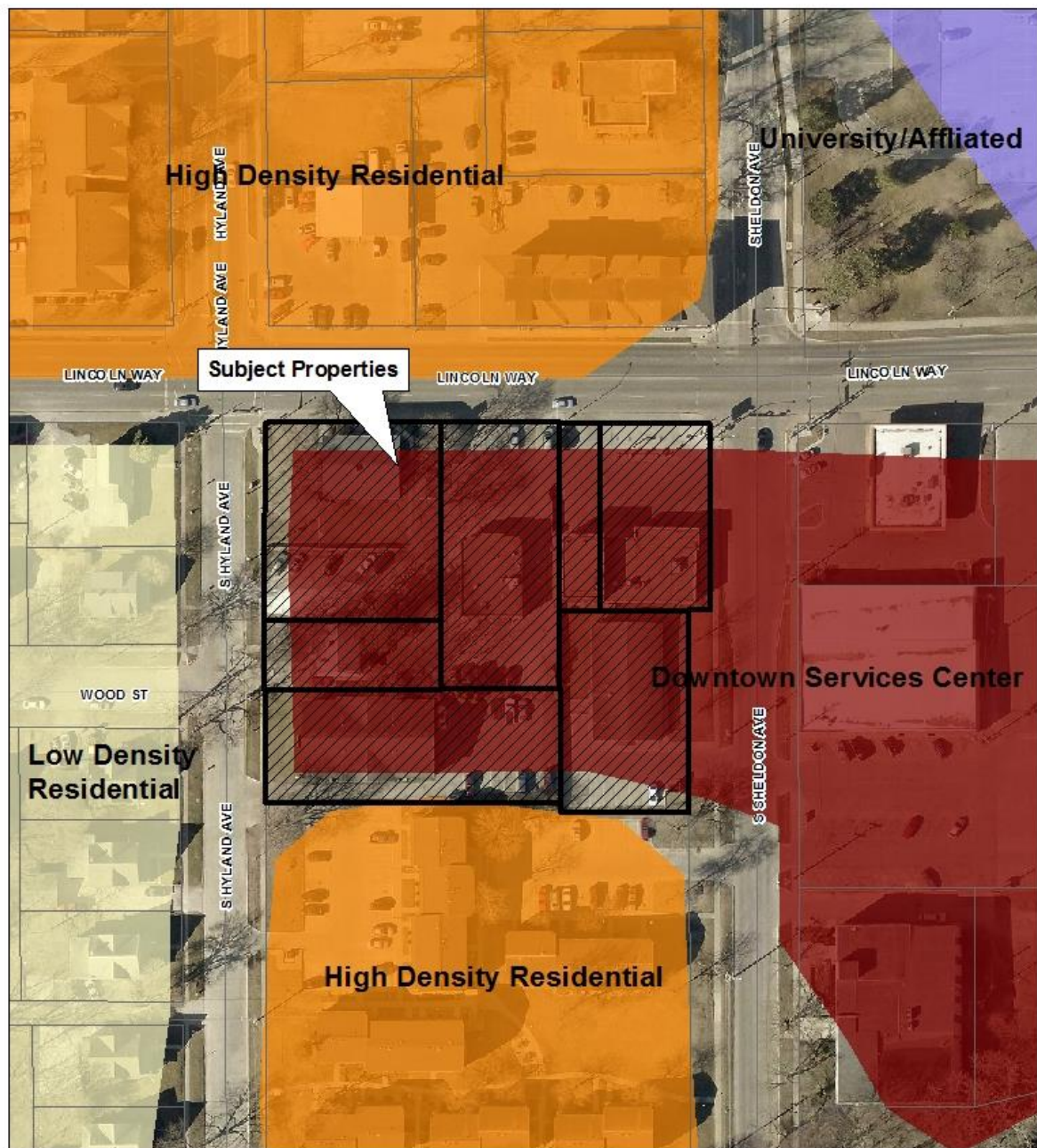


Attachment B
Existing Land Use Designation



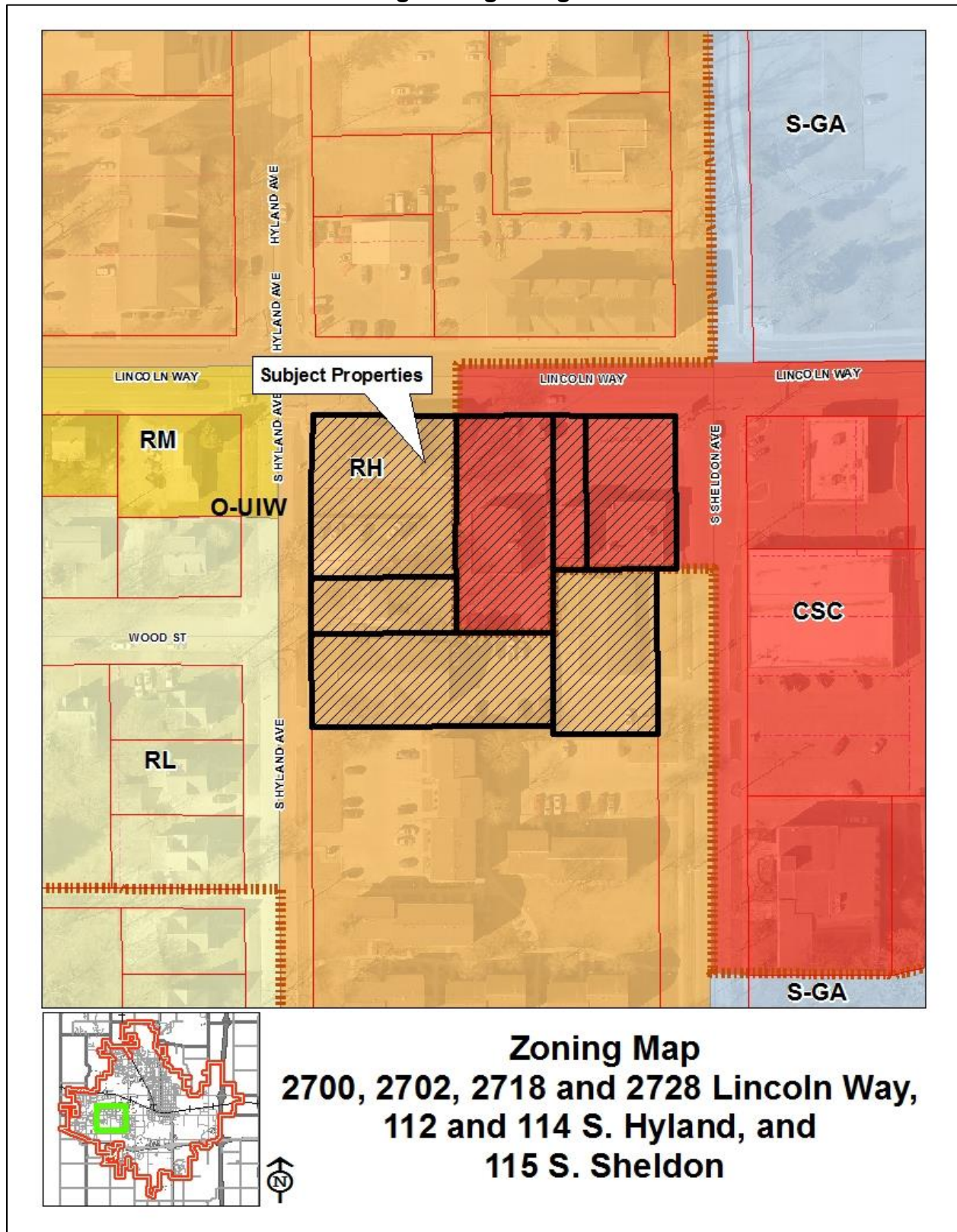
Land Use Policy Plan Map
2700, 2702, 2718 and 2728 Lincoln Way,
112 and 114 S. Hyland, and
115 S. Sheldon

**Attachment C
Proposed LUPP Map**



Proposed LUPP Map
2700, 2702, 2718 and 2728 Lincoln Way,
112 and 114 S. Hyland, and
115 S. Sheldon

**Attachment D
Existing Zoning Designation**



ATTACHMENT E
Pertinent LUPP Goals & Objectives

Goal No. 1. Recognizing that additional population and economic growth is likely, it is the goal of Ames to plan for and manage growth within the context of the community's capacity and preferences. It is the further goal of the community to manage its growth so that it is more sustainable, predictable and assures quality of life.

Objectives. In assuring and guiding areas for growth, Ames seeks the following objectives.

1.C. Ames seeks to manage a population and employment base that can be supported by the community's capacity for growth. A population base of 61,000-73,000 and an employment base of up to 34,000 is targeted within the City. Additionally, it is estimated that the population in the combined City and unincorporated Planning Area could be as much as 67,000 and the employment base could be as much as 38,000 by the year 2030.

Goal No. 2. In preparing for the target population and employment growth, it is the goal of Ames to assure the adequate provision and availability of developable land. It is the further goal of the community to guide the character, location, and compatibility of growth with the area's natural resources and rural areas.

2.A. Ames seeks to provide at least 600 to 2,500 acres of additional developable land within the present City and Planning Area by the year 2030. Since the potential demand exceeds the supply within the current corporate limits, alternate sources shall be sought by the community through limited intensification of existing areas while concentrating on the annexation and development of new areas. The use of existing and new areas should be selective rather than general.

2.B. Ames seeks to assure the availability of sufficient suitable land resources to accommodate the range of land uses that are planned to meet growth. Sufficient land resources shall be sought to eliminate market constraints.

2.C. Ames seeks a development process that achieves greater compatibility among new and existing development.

Goal No. 4. It is the goal of Ames to create a greater sense of place and connectivity, physically and psychologically, in building a neighborhood and overall community identity and spirit. It is the further goal of the community to assure a more healthy, safe, and attractive environment.

Goal No. 5. It is the goal of Ames to establish a cost-effective and efficient growth pattern for development in new areas and in a limited number of existing areas for intensification. It is a further goal of the community to link the timing of development with the installation of public infrastructure including utilities, multi-modal transportation system, parks and open space.

Goal No. 6. It is the goal of Ames to increase the supply of housing and to provide a wider range of housing choices.

6.C. Ames seeks to establish higher densities in existing areas where residential intensification is designated with the further objective that there shall be use and appearance compatibility among existing and new development.

Attachment F
RH Site Evaluation Tool

| RH Site Evaluation Matrix | Project Consistency | | |
|--|---------------------|---------|-----|
| | High | Average | Low |
| Location/Surroundings | | | |
| Integrates into an existing neighborhood with appropriate interfaces and transitions High=part of a neighborhood, no significant physical barriers, includes transitions; Average=adjacent to neighborhood, some physical barriers, minor transitions; Low=separated from an residential existing area, physical barriers, no transitions available | X | | |
| Located near daily services and amenities (school, park ,variety of commercial) High=Walk 10 minutes to range of service; Average=10 to 20 minutes to range of service; Low= Walk in excess of 20 minutes to range of service. *Parks and Recreation has specific service objectives for park proximity to residential | X | | |
| Creates new neighborhood, not an isolated project (If not part of neighborhood, Does it create a critical mass or identifiable place, support to provide more services?) | | X | |
| Located near employment centers or ISU Campus (High=10 minute bike/walk or 5 minute drive; Average is 20 minute walk or 15 minute drive; Low= exceeds 15 minute drive or no walkability) | X | | |
| | | | |
| Site | | | |
| Contains no substantial natural features on the site (woodlands, wetlands, waterways) | X | | |
| Located outside of the Floodway Fringe | X | | |
| Separated adequately from adjacent noise, business operations, air quality (trains, highways, industrial uses, airport approach) | X | | |
| Ability to preserve or sustain natural features | | | X |
| | | | |
| Housing Types and Design | | | |
| Needed housing or building type or variety of housing types | | X | |
| Architectural interest and character | | | X |
| Site design for landscape buffering | | | X |
| Includes affordable housing (Low and Moderate Income)) | | | X |
| | | | |

| | | | |
|---|---|---|---|
| Transportation | | | |
| Adjacent to CyRide line to employment/campus High=majority of site is 1/8 miles walk from bus stop; Average= majority of site 1/4 mile walk from bus stop; Low= majority of site exceeds 1/4 miles walk from bus stop. | X | | |
| CyRide service has adequate schedule and capacity High=seating capacity at peak times with schedule for full service Average=seating capacity at peak times with limited schedule Low=either no capacity for peak trips or schedule does not provide reliable service | | X | |
| Pedestrian and Bike path or lanes with connectivity to neighborhood or commute | ✗ | | |
| Roadway capacity and intersection operations (existing and planned at LOS C) | | ✗ | |
| Site access and safety | | ✗ | |
| Public Utilities/Services | | | |
| Adequate storm, water, sewer capacity for intensification High=infrastructure in place with high capacity Average=infrastructure located nearby, developer obligation to extend and serve Low=system capacity is low, major extension needed or requires unplanned city participation in cost. | | | X |
| Consistent with emergency response goals High=Fire average response time less than 3 minutes Average=Fire average response time within 3-5 minutes Low=Fire average response time exceeds 5 minutes, or projected substantial increase in service calls | X | | |
| | | | |
| Investment/Catalyst | | | |
| Support prior City sponsored neighborhood/district investments or sub-area planning | | X | |
| Creates character/identity/sense of place | | X | |
| Encourages economic development or diversification of retail commercial (Mixed Use Development) | X | | |
| | | | |

Attachment G Developer's Narrative

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DEPT. OF PLANNING & HOUSING

LUPP Map Change Narrative

Explain the consistency of this proposal with the goals and policies set forth in the Land Use Policy Plan.

This proposal aligns with the overall goals of the LUPP by providing intensification of development in an existing area where demand for services, housing, and access to existing community resources already exists. Specifically, this modification extends the boundary of current zoning and land use by approximately one half block to allow intensification of student housing and the addition of street level commercial activity. This is appropriate given the sites proximity to ISU's campus and the existing adjacent land uses.

In addition, the proposed change is consistent with the goal of an environmentally friendly community. The proposed site rates high on the community connectivity scale, having close access to existing retail services, access to public transportation, and is within walking distance of ISU's campus, thereby reducing the reliance on vehicles and parking requirements for the site.

Demonstrate why the LUPP Map designation for this property should be changed. Explain why the site cannot be reasonably developed under the current designation.

The designation should change in order to provide a more coherent redevelopment of an existing City block in Campustown. Current land use designation changes mid-block, resulting in an awkward transition between uses and properties. The proposed change moves this transition to a City street, where transition to adjacent uses is more logical and provides a buffer.

The current designation limits the density and height of construction on half of the subject property, making future development of the remaining parcels impractical. Without the change, the remaining parcels would need to be developed under current zoning and setback requirements, making the resulting projects so small that they would not be economically viable.

Determine if there is a lack of developable property in the City, which has the same designation as that proposed. If not, explain the need for expanding the amount of land included in the designation proposed for this property.

The need to expand the land under this designation stems from the growth of ISU's campus and the influx of additional students. Given the sites proximity to campus, the designation change essentially makes available land in an area where it is most relevant to the need.

Is there an adverse impact on other undeveloped property in the designation proposed for the site, or other developed property in the designated area which may be subject to redevelopment/rehab?

There is not an adverse impact on other property within the designated area, as all parcels are slated to be redeveloped under the revised criteria.

In the public interest – what is the public need or community benefit?

The community benefit is:

- Intensification of student housing across the street from campus, where it is most desired/needed.
- Intensification across from campus will reduce the reliance on public transportation (Cy-Ride)
- Intensification across from campus will reduce parking issues that result from students driving in from off campus and parking close, then walking.
- Opportunity for additional commercial activity in Campustown to support the students and residents who live, work, and visit.
- Designation will spur redevelopment of multiple sites that otherwise would likely not be redeveloped soon, adding tax base and a larger private investment in the community

Impact on transportation.

Since the site is an infill site, existing street and access points will be utilized. Due to the proximity to ISU's campus, the impact on CyRide will be minimal since students will be within walking distance of campus.

Impact on sanitary sewer.

The increased density on the site will result in increased sanitary sewer flow. Data will be submitted under separate cover for analysis.

Impact on water.

The increased density on the site will result in an incremental increase of water usage, based on the total expected population density proposed under the designation.

Impact on storm sewer.

Project will be designed and built in general conformance with the City of Ames stormwater management ordinance. Detailed stormwater design has not yet been completed, but techniques including underground detention will likely be part of the stormwater management plan for the site.

Impact on housing and employment.

The designation change will result in additional units of housing on the site to support the growth occurring at Iowa State University.

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