ITEM#:	26
DATE:	02-28-23
DEPT:	P&H

COUNCIL ACTION FORM

<u>SUBJECT</u>: MINOR AMENDMENT TO AMES PLAN 2040 FUTURE LAND USE MAP FOR A PORTION OF THE PARCEL LOCATED AT 325 BILLY SUNDAY ROAD FROM "CIVIC" TO "COMMUNITY COMMERCIAL/RETAIL" (COM CR)

BACKGROUND:

The City owns a parcel of land located between Highway 30 to the north and Billy Sunday Road to the south that contains approximately 24.5 acres (see Attachment A- Location *Map*). At the time Ames Plan 2040 was approved in December 2021, the land use designation for the parcel was established as "Civic," reflecting its ownership by the City. (see Attachment B- Existing Future Land Use Map, excerpt). The parcel is identified as Parcel No. 09-14-250-0000.

The parcel is predominantly undeveloped, except for the Ames Animal Shelter located at 325 Billy Sunday Road, and the western portion of the parcel leased to the federal government as the U.S. Army Reserve Center located at 2110 S Duff Ave (North Corner of S Duff & Billy Sunday Road). A 25-foot paved Access Drive extends through the parcel from Billy Sunday Road to the Hunziker Sports Complex located further to the east of the site. The parcel is relatively flat but has a slightly higher elevation next to the Ames Dog Park. Highway 30 abuts the site to the north. An apartment complex and car dealership are located to the south of the site across Billy Sunday Road. The City Dog Park exists at the east end of Billy Sunday Road, abutting the site.

The parcel's visibility and easy access to Highway 30 along with available infrastructure make this site desirable as real estate for future commercial development. The recent installation of a traffic signal at Billy Sunday and Highway 69 also created direct access to the site that did not previously exist.

Furthermore, the City has determined that the entire parcel is <u>not</u> needed for Government/Airport District "S-GA" purposes, although retention of the Army Reserve site and approximately 1.5 acres is needed for future relocation of the animal shelter to the east edge of the site abutting the Dog Park. The current animal shelter will be able to continue to exist as long as it remains in its current location and continues to operate as is, regardless of the land use or future zoning change.

FUTURE LAND USE:

The request is to change the future land use of a portion of the City-owned parcel equaling approximately 16.5 acres, from "Civic" to "Community Commercial/Retail" (Com CR)

(Attachment C). Most of the 16.5-acre area is vacant, except for the Ames Animal Shelter located at 825 Billy Sunday Road.

The remaining eight acres would retain the "Civic" designation. Much of the area around the interchange is designated as "Community Commercial/Retail" (Com CR). Changing a portion of the site to "Community Commercial/Retail" (Com CR) is therefore compatible with the character of the area. The proposed future land use map amendment will create a precise expectation of the site as an infill area intended for commercial development. The requested amendment is the first step in a series of actions enabling this surplus land to be sold and utilized for commercial development. Concurrent with the land use change, the City intends to rezone the site to "Highway Oriented Commercial" (HOC).

The portion of the parcel retaining the existing "Civic" land use zoning includes the US Army Reserve at 2110 S Duff and a 1.5-acre area adjacent to the Ames Dog Park as a potential site for relocation and expansion of the Ames Animal Shelter *(see Attachment C- Proposed Land Use Map).*

Any proposed change to the Ames Plan 2040 Future Land Use Map includes examining the suitability of infrastructure and the site for the proposed use. Infrastructure includes facilities such as sewer and water capacity, storm drainage, and general circulation needs. Utility service exists along Billy Sunday Road to serve future development of the site. Staff generally finds that infrastructure for water, sewer, storm drainage, and traffic access from Billy Sunday Road are acceptable to plan for development in this area. More details would be reviewed with a specific development concept.

PLANNING & ZONING COMMISSION RECOMMENDATION:

On February 1, 2023, the Planning & Zoning Commission voted 6-0 to recommend approval of the amended land use designation.

ALTERNATIVES:

- 1. Approve an amendment to the Ames Plan 2040 Future Land Use Map, changing the Future Land Use of approximately 16.5 acres located at 325 Billy Sunday Road from "Civic" to "Community Commercial/Retail" (Com CR), as illustrated on *Attachment C*.
- 2. Do not amend the Ames Plan 2040 Future Land Use Map and maintain the current "Civic" land use designation on approximately 16.5 acres located at 325 Billy Sunday Road, as illustrated on *Attachment B.*
- 3. Refer this item back to staff for more information.

CITY MANAGER'S RECOMMENDED ACTION:

Given that the land has been determined to be non-essential for future City needs, it is appropriate that the future land use be amended to a designation that aligns with the character of the area. The Ames Plan 2040 Future Land Use Map illustrates "Community Commercial/ Retail" (Com CR) as the predominant land use surrounding the interchange of Highway 30 and S Duff Avenue (Highway 69) and adjacent to the parcel. The proposed site is well-suited for commercial uses as an infill site.

The proposed change satisfies the review criteria of Ames Plan 2040 and is supported by the Principles of Ames Plan 2040 as identified in the Addendum, especially LU5 related to Places for Employment and Enterprise (*see Attachment F*). The narrative in the Addendum demonstrates that there is a need for the use and that it would be compatible wih the current commercial uses surrounding the parcel.

Changing the land use will allow for the City to rezone the parcel as well. There is a companion item on the agenda for rezoning the site to Highway Oriented Commercial. Once the site is zoned commercial, the City Council can determine if the site should be available for leasing to commercial users or if a subdivision to sell land is desireable.

The rezoning and sale of this land could yield two benefits; 1) provide revenue to help fund construction of a new Animal Control Shelter and 2) provide a site to relocate an existing billboard from The LINC site on Lincoln Way to a highway oriented area. Therefore, it is the recommendation of the City Manager that the City Council approve Alternative #1.

ADDENDUM

Ames Plan 2040 Policies

Land use is the central element of the comprehensive plan because it establishes the overall mix and configuration of uses for the city. According to Ames Plan 2040, civic uses comprise 43% of all developed land in Ames. This is not unusual for a city with a major university. Parks account for the greatest share of civic uses (18%), with ISU following at 11%. At the time of approval of Plan 2040, government-owned lands were principally mapped as "Civic" to recognize that they had a specific purpose at that time and were not privately-owned. The City did not project changes of use for "Civic" land as part of the analysis of Plan 2040.

The City has determined that a 16.5 acre portion of the subject parcel is not needed for "Civic" uses. Removing this acreage from this category will not be impactful to the category as there is no specific goal or target related to the amount of "Civic" land or its location in the City. The requested change of future land use is supported by policies of Ames Plan 2040, particularly those related to growth and land use:

Ames Plan 2040 includes Guiding Principles for Growth of the City *(see Attachment E).* Guiding Principle 3 is particularly relevant:

G3: Infill that Enhances Urban Fabric. Ames will take advantage of existing infill sites within the existing urbanized area to increase both the efficiency and quality of its built environment. ... it requires an assessment of community needs and character of the surrounding area to guide planning and policy decisions on specific changes."

Staff also reviewed Guiding Principles for Land Use *(see Attachment F)*. LU5 is particularly relevant and describes "Places for Employment and Enterprise:"

"Ames will continue to provide appropriately located space for a wide range of enterprises that provide employment for existing and prospective residents... small business, commercial office, and trade uses are planned for diverse locations across the City. Zoning standards will address design and use requirements recognizing the diverse needs and locations of employment use."

Ames will take advantage of infill sites within the existing urbanized area to increase both the efficiency and quality of its urban environment *(see Attachment G):*

G3-1. Identify infill properties and areas within the existing built-up area, focusing I=on sites that are 1) vacant and buildable; 2) underutilized or sporadically developed...

G3-2. Coordinate infill development with the capacity of existing infrastructure.

G3-3. ... Use prevailing density as the guide for redevelopment....

The proposed change is supported by the Principles of Ames Plan 2040.

Review Considerations

» Relationship of the proposal to projected population and employment needs and the corresponding land use types and areas identified to serve these needs by the Future Land Use Map.

According to Ames Plan 2040, Ames' Population (with students) is projected to increase to 79,772 by 2040. This is with an annual growth rate of 1.5%. Projections for future development were created as part of Ames Plan 2040 to estimate the necessary acreage for residential, commercial, and industrial land by 2040. It is estimated that by 2040, 127-150 acres of commercial land will be needed to support the projected population growth.

A land use designation of "Community Commercial/Retail" is appropriate to support commercial growth. Having vacant non-residential land for development and available shovel-ready sites is advantageous to growth. One advantage of this site is the nearby apartments within walking distance. Very few commercial clusters are within walking distance of residential property. Ames is considered as having a balanced jobs to housing relationship with an average annual employment growth of .88.

The site's proximity and visibility to Highway 30 and available infrastructure make it prime real estate for future commercial development in this area and to serve future population and employment needs of the city. The parcel was only recently designated as "Civic" with the adoption of the Ames Plan 2040 in December 2021, which aligned with the current zoning of "S-GA". **Prior to this time, the 1997 Land Use Policy Plan identified it as "Highway Oriented Commercial.**"

Approximately eight acres would remain with the existing "Civic" designation. This includes the area west of the Access Drive (including the US Army Reserve Center) and a 1.5-acre area immediately west of the Ames Dog Park (possible relocation site for the Ames Animal Shelter.

The current Ames Animal Shelter is included in the acreage that is proposed as "Community Commercial/Retail" (Com CR). This facility could potentially be relocated to new and expanded facilities adjacent to the dog park, as a future Capital Improvements Project. A 1.5-acre site is illustrated in this location with a "Civic" designation for this purpose.

» Community character enhancements that bolster the image of the community and promote a defined area with a sense of place and compatibility with its surroundings.

This surplus land could be sold by the City for new commercial uses. Its visibility and easy access to Highway 30 along with available infrastructure make this site prime real estate for future commercial development. "Community Commercial/Retail" (Com CR) is the predominant land use surrounding the Highway 30 & S Duff Avenue (Highway 69)

interchange. Changing the land use to "Community Commercial/Retail" (Com CR) will allow expansion of the commercial development that is already in this area and development of new commercial uses that are compatible with the area.

Although this is a large undeveloped site, in general the area to the south and west has commercial character already. As you travel to the east on Billy Sunday Road the character transitions to a less intense environment with parks and open space. The parks and open space areas to the east would not be impacted in character with the change as the commercial uses will be situated primarily to the west side of the site, or along Hwy 30 frontage.

Development details will be part of the development review process; however, design guidelines are currently not required by the Highway Oriented Commercial zoning district regulations. If desired, the City Council could require such enhancements, including sense of place and compatibility to be part of the development in a future agreement with the purchaser of the land.

» Cumulative impacts of a proposed change taken into consideration with other proposed or reasonably anticipated changes.

The subject parcel begins at the corner of S Duff Avenue and Billy Sunday Road and extends eastward along the Highway 30 frontage for about 1700 feet. It is located between Highway 30 on the north and Billy Sunday Road on the south. The parcel includes approximately 24.5 acres.

The parcel is predominantly undeveloped and vegetated, except for the U.S. Army Reserve Center located at 2110 S Duff Ave (North Corner of S. Duff & Billy Sunday Road) and the Ames Animal Shelter located at 325 Billy Sunday Road. A 25-foot paved Access Drive connects through the parcel from Billy Sunday Road to the Hunziker Sports Complex. The parcel is flat but has a slightly higher elevation next to the Ames Dog Park. A small portion of the site is in the flood hazard zone. This area is in the panhandle portion located in the northeastern part of the site, adjacent to Highway 30.

<u>Capacity of Public Utilities</u>. Water and sanitary sewer facilities are stubbed to the site for easy extension into the site to serve development. Staff finds that infrastructure for water, sewer, and storm drainage are acceptable to plan for future commercial development on this site. More details would be reviewed with a specific development concept.

<u>Traffic/Access</u>. The area is well-served to the larger transportation network of the city with its direct access from Billy Sunday Road and to S Duff Avenue (Highway 69) at a signalized interchange. The development site has frontage on both Highway 30 and Billy Sunday Road.

Currently, access to the Hunziker Sports Complex is by a 25' paved Access Drive that extends north from Billy Sunday Road and then curves to the east along the north side of the property, continuing to the Hunziker Sports Complex. The drive will remain as a private drive that serves Hunziker Sports Complex, at the time of sales of the property appropriate easements will be retained for use of the drive. Access to the future commercial uses will be primarily from Billy Sunday Road. CyRide does not currently provide service along Billy Sunday Avenue but does provide service further to the south from S Duff Avenue (Highway 69).

A Shared Use Path exists along the S Duff frontage. Sidewalks exists on the south side of Billy Sunday Road. Future development would provide for sidewalks along Billy Sunday and connect to other infrastructure in the area.

The proposed change satisfies the review criteria of Ames Plan 2040 and is supported by the Principles of Ames Plan 2040.

Notification

Prior to this meeting in accordance with the notification requirements of Chapter 29, public notice was mailed to all property owners within 300 feet of the subject property. In addition, a noticing sign was placed on the property.

Attachment A Aerial & Location Map



Attachment B Ames Plan 2040, current Future Land Use Map (excerpt)



Attachment C Ames Plan 2040, proposed Future Land Use Map (excerpt)



Attachment D Ames Plan 2040 (excerpt) Community Commercial/Retail Characteristics



Attachment E Ames Plan 2040 (excerpt) Growth Guiding Principles

PLAN ELEMENTS GROWTH & LAND USE

GROWTH: GUIDING PRINCIPLES



Guiding Principles of Growth

G1: Sustainable Growth. The vision is for new growth to be both economically and environmentally sustainable. This encompasses housing densities that minimize the footprint of growth and reduce service cost per unit; maximum use of existing infrastructure; new investments that have citywide benefits; and preservation of environmental assets.

G2: Contiguous Greenfield Development.

Ames will accommodate much of its projected population growth in areas contiguous to the existing built-up city. During the Plan 2040 process, the City identified alternative contiguous Tier 1 and Tier 2 areas as most readily able to serve the projected growth in population and employment. Providing multiple opportunity areas creates choices that support a variety of needs of a growing community. G3: Infill that Enhances Urban Fabric. Ames will take advantage of existing infill sites within the existing urbanized area to increase both the efficiency and quality of its urban environment. Infill development may change the types and intensities of land use and introduce new building forms. Larger areas planned for change are described as redirection or redevelopment areas. As such, it requires an assessment of community needs and character of the surrounding area to guide planning and policy decisions on specific changes.

G4: Quality Urban Experience. The City endeavors to provide urban and suburban experiences that suit a variety of interests. All new development areas will be supportive of a healthy and safe urban environment to be enjoyed by all residents. New growth will include a planned diverse mix of housing and include or provide good access to trails, public parks and open space, services, and commercial development. Quality of design, including building architecture and relationships to its surrounding, along with improvements to the public realm, are key components of an urban experience and a attractiveness of suburban locations.

G5: Review and Approval Process. The ongoing land use planning process defines

priorities and policies, while development review affirms consistency with specific standards that implement these policies. Decisions will be made through a transparent, collaborative process that includes stakeholders, and moves toward solutions that are compatible with longterm community goals. This process should be viewed by all parties as fair and reliable.

G6: Planning for Equity. Ames will continue to grow in diversity of its people and jobs during the next twenty years. Equity with growth requires consideration of the needs of a diverse population. This includes adding affordable housing, multiple housing types, and marketbased price points, supporting economic growth, expanding transportation choice, providing accessible institutions and services, and maintaining a variety of amenities.

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Attachment F Ames Plan 2040 (excerpt) Land Use Guiding Principles

PLAN ELEMENTS _____ GROWTH & LAND USE

LAND USE: GUIDING PRINCIPLES



Guiding Principles of Land Use

LUI: Relating Land Use and Transportation. Land use planning must be planned in coordination with Ames' network of streets, trails, paths, and transit lines. The land use plan is closely related to the Complete Streets Plan, with higher intensity uses clustered along streets that have the capacity to serve them successfully. A system of multi-modal connections will be the framework for a land use plan that promotes variety and diversity of uses.

Sufficiency of other related support services, including infrastructure, emergency response, and parks will be correlated to the intensity of use.

LU2: Compatibility with Flexibility. Ames land use pattern should minimize conflicts between adjacent land uses. Some land uses are inherently incompatible and should be separated. In other cases, a variety of design techniques where different uses and intensities meet can reduce incompatibilities and more successfully integrate different uses into a cohesive cit y environment. Homogeneous building formand uses are not necessarily the goal of the plan. Guidelines should provide developers with reasonable flexibility and room for innovation.

LU3: Residential Density and Diversity. New residential development in Ames will achieve densities sufficient to use infrastructure efficiently, support neighborhood services, minimize adverse effects on the environment, and provide residents with a quality urban environment. As an inclusive community, Ames will encourage diverse housing types and price points that serve the reeds of a range of demographic and economic groups. In addition, reactions to the Covid pandemic may require different housing forms than those built to date, maintaining target densities but with common space that provides greater distancing possibility.

LU4: Vital, Convenient Mixed Uses. Ames will encourage a compatible mix of uses to create more active, interesting, and efficient city environments, while providing residents convenient access to neighborhood commercial services and other vital community facilities. LUS: Places for Employment and Enterprise. Ames will continue to provide appropriately located space for a wide range of enterprises that provide employment for existing and prospective residents. The City's planning for industrial uses includes large areas for expansion within the ISU Research Park and Prairie View Industrial Center. Additionally, small business, commercial office, and trade uses are planned for diverse locations across the City. Zoning standards will address design and use requirements recognizing the diverse needs and locations of employment uses.

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Attachment G Ames Plan 2040 (excerpt) Infill Policies

PLAN ELEMENTS _____ GROWTH & LAND USE

INFILL THAT ENHANCES URBAN FABRIC

Ames will take advantage of infill sites within the existing urbanized area to increase both the efficiency and quality of its urban environment.

G3-1. Identify infill properties and areas within the existing built-up area, focusing on sites that are 1) vacant and buildable; 2) underutilized or sporadically developed; 3) occupied by unnecessary parking, storage yards, or other paved areas; and 4) blighting influences in neighborhoods.

G3-2. Coordinate infill development with the capacity of existing infrastructure.

G3-3. Make smooth transitions in scale and intensity of use from pre-existing context to higher intensity development. Support high-density redevelopment only in planned or targeted land use redirection areas. Use prevailing density as the guide for redevelopment but allow for building variations to meet infili objectives.

G3-4. Establish design standards and guidelines for individual infill sites that are compatible with the scale of surrounding neighborhoods or other urban design factors. In specific areas, planned increases in intensity of use will determine increased height and an urban form, but still include architectural design quality.

G3-5. Include within infill projects missing transportation and trail links necessary to complete system continuity.

QUALITY URBAN EXPERIENCE

New development areas will support a healthy and safe urban environment to be enjoyed by all residents.

G4-1. Within new development areas, provide public spaces that promote positive interaction (e.g. parks, gardens, trails) and private amenity spaces that support social engagement and interaction (e.g. commercial plazas, outdoor space, clubhouses, walking trails).

G4-2. Incorporate activity centers like neighborhood commercial development or include placemaking features to add character and interest to new development.

G4-3. Include features such as sidewalks, short street crossings, and connected street/trail design that promote accessibility to people of all ages. Avoid placement of routine elements that create barriers for people with reduced mobility.

G4-4. Provide clear local connections to the community trail and path system. Encourage clear paths and wayfinding techniques that direct people to destinations such as schools, activity nodes, and trail access points. Use trails as part of an active transportation system. See also Parks Chapter.

G4-5. Consider innovative street designs such as woonerfs that slow vehicular traffic and create opportunities for shared outdoor space.

G4-6. Recognize Complete Streets typology templates in street design and streetscape features that are also context sensitive to the surrounding land use. Scale. Infill development often introduces new and sometimes bigger buildings and different architectural styles into an existing area. Good infill design minimizes the conflicts that these changes can sometimes create with adjacent properties. For example, a three-story building can step down when it is adjacent to a oneor two-story building, or lower buildings would be located along the adjacent edge Densities or footprint of buildings might also "step down" at these boundary conditions.

GROWTH: POLICY FRAMEWORK

"step down" at these boundary conditions. The actual context helps determine the best way to minimize conflicts at these transitions.

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Attachment H Ames Plan 2040 Amendment Process

IMPLEMENTATION SUMMARY

Classification of a proposal as a Minor Amendment would be based upon a determination by the City Council that the proposal does not conflict with Principles of the Plan and it would not have a significant effect on character of an area. A Minor Amendment to the Future Land Use Map requires neighborhood outreach prior to consideration of the Amendment by the Planning and Zoning Commission. City Council is the approval authority of a Minor Amendment upon determining the need and benefit of the change

Redirection Area designations do not necessarily require Future Land Use Map amendments as they are intended for redevelopment based upon zoning district changes. However, broader planning and sub-area plans may require a Minor Amendment when more precise planning efforts for a broad area are needed.

Major Amendments involve significant changes to the text of the Plan Principles, approval of large sub-area plans, or changes to the Land Use Map that substantially alter the intended character of an area as defined by the Plan. Major Amendments require initial public outreach to review the character of the area and to define the scope of the proposed change. Additional public outreach may be required to refine a specific proposal prior to public hearings with the Planning and Zoning Commission. City Council is the approval authority of a Major Amendment upon determining the need and benefit of the change.

 Review Considerations. Amendments to the Plan are intended to address unforeseen issues or opportunities that would further the general Vision described for each Element of the Plan. At times there may be competing interests embodied in the Principles or Policies of the Plan related to a proposed changes that will need to be evaluated as part of the amendment process. In coordination with a review of applicable Plan Principles and Policies, the following considerations may apply to the review or justifications of an amendment:

- City resources needed to support the change, including personnel, equipment, facilities, utilities, transportation facilities, parks, and other city services needed to support a proposed amendment.
- Relationship of the proposal to projected population and employment needs and the corresponding land use types and areas identified to serve these needs by the Future Land Use Map.
- Community character enhancements that bolster the image of the community and promote a defined area with a sense of place and compatibility with its surroundings.
- Cumulative impacts of a proposed change taken into consideration with other proposed or reasonably anticipated changes.

Supplemental Information

Additions of supplemental information, such as references to zoning districts, locations of public facilities, other maps and information related to technical resources, e.g. flood plain updates, are not in and of themselves amendments to the Plan that require a formal amendment process.

During the first 18 months of the adoption for the Plan, edits to the text and maps for clarification purposes do not require a formal amendment process, only approval by the City Council.

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IMPLEMENTATION PLAN

Scheduled Review

Ames Plan 2040 is based upon the best information available at the time of its adoption. The Plan should be reviewed regularly to ensure that information, assumptions of future conditions, and needs align with conditions as they actually unfold over time and with community values as they may change over time.

- » Five-Year Review Cycle. The Plan should be reviewed approximately every five years to consider:
 - The broader vision and principles of the Plan and their relevance in light of new information, new methods and technologies, changes in local and regional conditions, and changing values of the community.
 - » Review progress on implementation priorities.
 - Whether development and growth is occurring in line with projections and estimates within the Plan.

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