

Staff Report

**EXISTING GRAVEL ROAD SUMMARY
RE: ADAMS STREET PAVING**

July 10, 2012

BACKGROUND

City Council referred to staff a petition from Staci Harper of 1419 Edgewater Court pertaining to paving the graveled portion of Adams Street. This petition requested that the City include the paving of a small gravel section between Calhoun Avenue and Dawes Drive in the next annual Capital Improvements Plan (CIP). The petition was signed by 74 persons/couples, three of whom own property along the unpaved section of roadway. **Ms. Harper requested the City fund this project entirely, due to the increased traffic in this neighborhood traveling to and from Ada Hayden Heritage Park and the Gilbert schools.**

The estimated cost for paving this segment of Adams Street, including engineering, construction, and construction administration, is **\$160,500**. Four parcels currently exist adjacent to the unpaved portion of Adams Street (see attached Map A).

On August 23, 2011, Council directed staff to meet with the adjacent property owners along Adams Street regarding a potential special assessment. In summary, two property owners were willing to contribute, but were unable to commit to the full cost. The other property owner was unsure at the time and has since voiced her unwillingness to participate in a voluntary assessment. More details of this can be found in the December 20, 2011 and May 22, 2012 Staff Report.

On December 20, 2011, Council directed staff to contact neighborhood property owners within the immediate area to determine their interest and willingness to participate in a voluntary assessment for paving Adams Street. After sending out surveys and holding a public meeting, responses varied. A few property owners were willing to contribute, but the amounts did not appear to justify the staff time and cost of assessment proceedings. More details of this can be found in the May 22, 2012 Staff Report.

On May 22, 2012, Council directed staff to report back with the number of gravel streets remaining within the City and a strategy for funding the paving of those streets, which could include Adams Street. Below is that summary and discussion.

EXISTING GRAVEL (NON-PAVED) ROADS WITHIN THE CITY OF AMES

There are 4.84 miles (23 roadway segments) of gravel or unpaved roads within the City of Ames. The estimated cost to pave these segments is \$13,645,500. (See Table 1) Some of these roads are within established residential neighborhoods, others are in commercial/industrial areas, and some are in the fringe area, which has more

recently been annexed or perhaps only part of the roadway is technically within City limits. A brief summary table and maps are attached. Map B is a city-wide view with a location key corresponding to the below tables. Table 1 is a more detailed summary of the information below.

- **Established Residential Neighborhoods:**

These roadways are currently located in established residential neighborhoods. Aplin Road and Beedle Drive are scheduled to be paved in 2012/13 with Community Development Block Grant (CDBG) Funds. The below referenced block of E. 8th Street has only a 16' Right-of-Way (ROW) and no properties are addressed off it, therefore this segment should be considered as an alley.

Map	Roadway	Est. Cost	Funding Options	Notes
1	Adams St.	\$ 160,500	Assessment and/or G.O. Bonds	Access to two properties, thru street
2	Aplin Rd.	\$ 310,000	CDBG – Programmed for 2012/13	Access to seven properties, thru street
2	Beedle Dr.	\$ 110,000	CDBG – Programmed for 2012/13	Access to three properties, thru street
9	Manning Ave.	\$ 280,000	Eligible for future CDBG funding	Access to seven properties, Dead end street
11	Patricia Dr.	\$ 200,000	Assessment and/or G.O. Bonds	Access to two properties, Dead end street
14	E . 8th St.	\$ 140,000	Assessment (in accordance with the City's alley paving policy)	Only 16' existing ROW, consider this an alley
	Subtotal:	\$1,200,500		

- **Mixed Use Neighborhoods:**

These roadways are within existing neighborhoods with mixed uses. Cherry Avenue is zoned Highway-Oriented Commercial (HOC), but appears to currently have several residential homes in addition to a couple of businesses. The current Long Range Transportation Plan (LRTP) includes plans for extending Cherry Avenue south to connect S.E. 3rd Street & S.E. 5th Street. Therefore, **staff recommends combining the paving of the gravel section of Cherry Avenue with this future extension.**

S. Maple Avenue serves an apartment building at the north end along with what appears to be one single home zoned agricultural residential, empty lots zoned the same (or owned by the City), and a City park. The empty lots owned by the City were purchased with CDBG Funds due to the flooding potential.

While both roadways listed below do fall within CDBG eligible regions, S. Maple Avenue would not be eligible based upon the floodplain boundary. Cherry

Avenue, having mixed uses, is not likely to rate high enough to justify pavement with CDBG funds.

Map	Roadway	Est. Cost	Funding Options	Notes
5	Cherry Ave.	\$ 220,000	Assessment and/or G.O. Bonds	L RTP includes extending Cherry Ave. to S.E. 5 th
10	S Maple Ave.	\$ 430,000	Assessment and/or G.O. Bonds	Access to four properties (two with buildings and two are vacant) and City park. This area was the result of flood buyouts.
	Subtotal:	\$ 650,000		

- **Commercial/Industrial Areas:**

These areas have regular truck-traffic due to the nature of the businesses along the street segments. Freel Drive is very flat, which will increase storm sewer costs associated with the paving. All three roadways listed below do fall within CDBG eligible regions, but because they are commercial/industrial in nature, they are not likely to rate high enough to justify pavement with CDBG funds.

Map	Roadway	Est. Cost	Funding Options	Notes
3	Carnegie Ave.	\$ 300,000	Assessment and/or G.O. Bonds	Access to one property, thru street
3	Pullman St.	\$ 380,000	Assessment and/or G.O. Bonds	Access to eight properties and city maintenance yard
7	Freel Dr.	\$1,000,000	Assessment and/or G.O. Bonds	Access to 27 parcels, many of which are for combined uses. Very flat – higher cost due to drainage improvements
	Subtotal:	\$1,680,000		

- **Fringe Areas:**

In the past, roadways within the fringe areas have been paved when development occurs adjacent to them. The funding is typically laid-out in a Developers Agreement during the platting process. Some of these roadways have agreements in place, others do not yet.

Map	Roadway	Est. Cost	Funding Options	Notes
4	Cedar Ln.	\$1,300,000	Developer	Developer is responsible for north half. Iowa State University (ISU) adjacent to south half. Other portion of the south half remains in the County.
6	Dartmoor Dr.	\$ 180,000	Assessment	Annexation agreement exists. No expectations City will pave roads until after traffic volumes increase substantially or until after development of areas adjacent to Dartmoor Rd occur. At time of annexation, property owners aware may be assessments for roadway improvements and waived right to protest and contest.
6	Dartmoor Ln.	\$ 270,000	Assessment	
6	Dartmoor Rd.	\$ 700,000	Assessment	
8	Grant Ave.	\$3,000,000	Special Assessment	Currently under contract to design. Part of North Growth Area to be funded by both Developers and the City.
13	S. Riverside Dr. (south of Sigler building at airport)	\$1,500,000	Developer	City owns all adjacent parcels within city limits to the east side of S. Riverside.
15	550th Ave. (south of Ken Maril Rd. terminus)	\$ 120,000	Developer	Adjacent parcels currently zoned Agriculture.
16	570th Ave. (east of Regional Commercial on E. 13 th)	\$1,200,000	G.O. Bonds	City currently is responsible for paving costs as part of signed Regional Commercial Development Agreement.
	Subtotal:	\$8,270,000		

- **Public Areas:**

These roadways include only adjacent properties that are owned by the City, ISU, or the Union Pacific Railroad. Historically, assessing railroads has not been successful. Past precedent has been for the public entity to fund roadways through their respective properties.

Map	Roadway	Est. Cost	Funding Options	Notes
3	Pullman St.	\$ 0	Vacate	Currently dirt path used infrequently to access maintenance yard.
12	S. Riverside Dr. (S. 4 th across from Stuart Smith Park)	\$ 270,000	ISU	Access to ISU property even though part of ROW. Historically, ISU has maintained.
6	State Ave.	\$ 575,000	ISU	ISU property on both sides. Edge of city limits.
6	Zumwalt Station Rd.	\$1,000,000	ISU	ISU property on both sides. Edge of city limits.
	Subtotal:	\$1,845,000		

- **Neighborhood Type Summary Table:**

Neighborhood Type	Est. Cost
Established Residential Neighborhoods	\$ 1,200,500
Mixed Use Neighborhoods	\$ 650,000
Commercial/Industrial Areas	\$ 1,680,000
Fringe Areas	\$ 8,270,000
Public Areas	\$ 1,845,000
Total	\$13,645,500

FUNDING OPTIONS

As is indicated above, there are several options for funding the paving of the City's remaining gravel roads. In the past, the City has relied upon either the development process or special assessments from adjacent property owners. In recent years, CDBG funds have also been utilized to pave gravel roadways in residential neighborhoods that qualified. (It should be noted that these CDBG funds can be used for construction costs only, and not for design costs.) Another option would be to include some or all of these roadways in the CIP to be funded through the issuance of G.O. Bonds, which would impact the overall property tax rate of the City.

STAFF COMMENTS

Historically, the initial paving of a residential street is paid for by the developer and passed on to each property owner through the purchase price of the lot. From there, the City assumes ownership of the street and ongoing responsibility for its maintenance and replacement. For that reason, the City Council has typically required a special assessment paid for by the abutting property owners to hard-surface gravel roads that were not paved during the subdivision process. The special assessment process assures that the benefitted property owner pays for the initial street construction while allowing for a reasonable payment arrangement over time at a low interest rate.

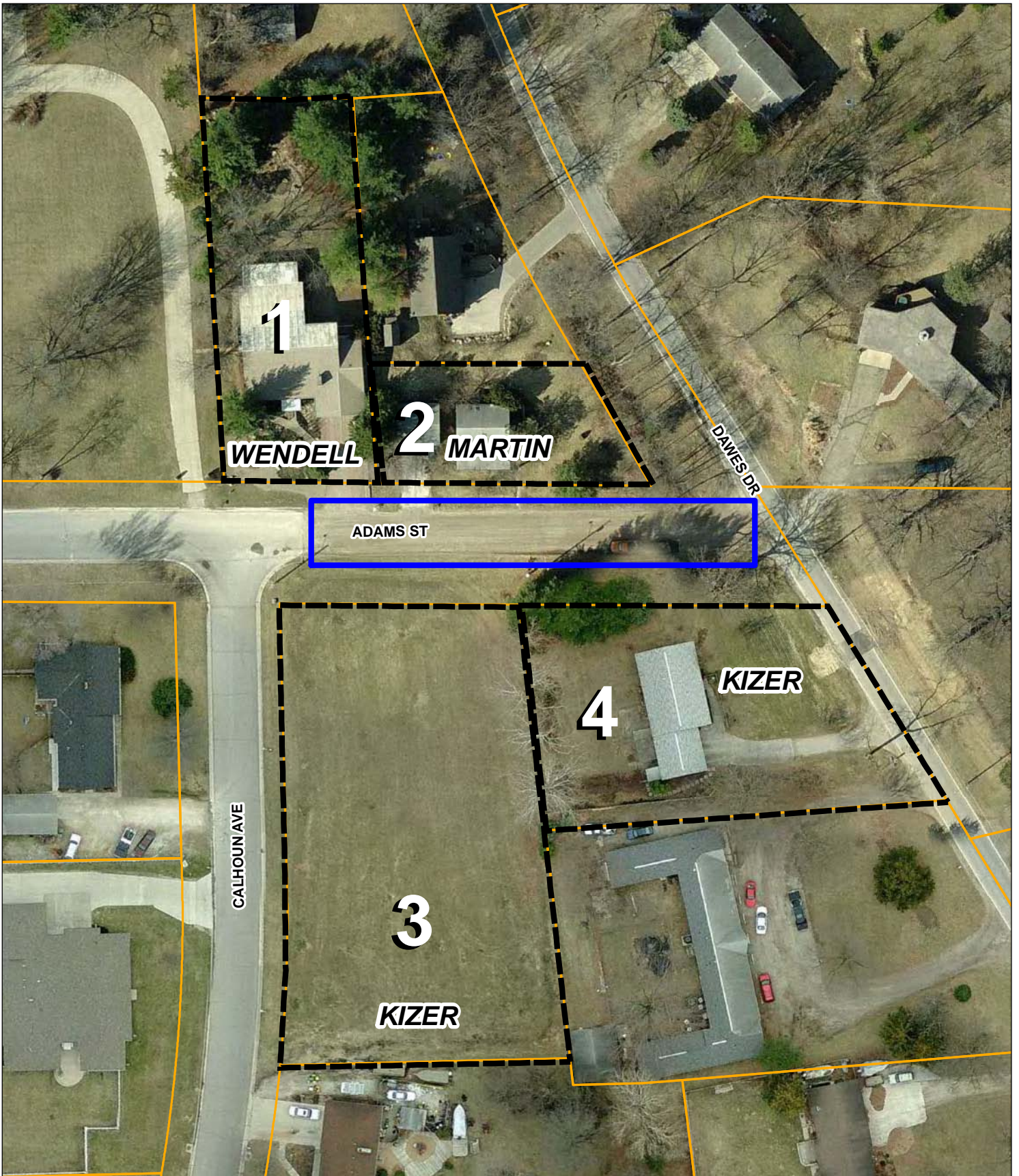
Many of the neighborhood residents in the vicinity of Adams Street were suggesting that the City Council should fund this paving project from property tax revenues, rather than through the traditional special assessment financing technique. The City Council was hesitant to make a final decision regarding the preferred strategy to finance this paving project until receiving a staff report regarding the number of unpaved roads across the community. Any decision regarding the paving of Adams Street could establish a new precedent for similar funding requests in the future.

The complaints received to date concerning unpaved roadways have come from property owners in established residential neighborhoods. Therefore, the City Council might want to focus attention only on this category at this time. Of the \$1,200,500 needed to pave the six segments in this category, \$700,000 can be financed with federal CDBG funds. Because its configuration is similar to an alley, it can be argued that the E. 8th Street segment (\$140,000) should be financed through a special assessment program in accordance with our current policy for handling alley paving requests. This would leave the remaining two segments totaling \$360,500 (Patricia Drive-\$200,000 and Adams Street-\$160,500) for Council consideration. An analysis of how many properties will utilize the access off a paved surface, might help the City Council determine whether or not the expenditure of property tax funds, versus a special assessment, is warranted.

TABLE 1
EXISTING NON-PAVED ROADWAYS WITHIN CITY LIMITS
 July 2012

Map No.	Roadway	From	To	Length (LF)	Est Pavement Cost*	Neighborhood Type	Funding Options	Notes
1	Adams St	Calhoun Ave	Dawes Dr	260	\$ 160,500	Established	Assessment and/or G.O. Bonds	Current Consideration. Access to two properties, thru street
2	Aplin Rd	Beedle Dr	Dotson Dr	430	\$ 310,000	Established	CDBG - Programmed for 2012/13	Access to seven properties, thru street
2	Beedle Dr	Aplin Rd	south	200	\$ 110,000	Established	CDBG - Programmed for 2012/13	Access to three properties, thru street
3	Carnegie Ave	Edison St	Pullman St	525	\$ 300,000	Comm/Ind	Assessment and/or G.O. Bonds	Access to one property, thru street
4	Cedar Ln	s/o Cottonwood Rd	City Limits	2190	\$ 1,300,000	Fringe	Developer	Developer is responsible for north half. ISU adjacent to south half. Other portion of south half remains in the County.
5	Cherry Ave	Lincoln Way	south	380	\$ 220,000	Mixed	CDBG?, Assessment and/or G.O. Bonds	L RTP shows eventual extension to connect SE 3rd with SE 5th
6	Dartmoor Dr			388	\$ 180,000	Fringe	Assessment	Annexation Agreement exists. No expectations City will pave roads until after traffic volumes increase substantially or until after development of areas adjacent to Dartmoor Rd. At time of annexation, property owners aware may be assessments for roadway improvements and waived right to protest and contest if in accordance with statutory procedures and equitable manner.
6	Dartmoor Ln			405	\$ 270,000	Fringe	Assessment	
6	Dartmoor Rd	State Street	City Limits	1503	\$ 700,000	Fringe	Assessment	
7	Freel Dr	215 Freel	south	1835	\$ 1,000,000	Comm/Ind	CDBG?, Assessment and/or G.O. Bonds	Access to twenty-seven parcels, many of which are for combined uses. Very flat - higher cost due to drainage improvements
8	Grant Ave	Hyde Ave	W 190th St	5200	\$ 3,000,000	Fringe	Special Assessment	CDA currently under contract to design via developers agreement.
9	Manning Ave	Lincoln Way	south of Lettie St	535	\$ 280,000	Established	Eligible for future CDBG funding	Access to seven properties, dead end street
10	S Maple Ave	439 S Maple Ave	south	750	\$ 430,000	Mixed	Assessment and/or G.O. Bonds	Access to four properties (two with buildings and two vacant), City Park with community gardens, and properties purchased with CDBG Money due to flooding
11	Patricia Dr	Opal Dr	east	340	\$ 200,000	Established	Assessment and/or G.O. Bonds	Utilities and Drainage corridor. Access to 2 properties, dead end street.
3	Pullman St	Whitney Ave	Carnegie Ave	820	\$ 380,000	Comm/Ind	Assessment and/or G.O. Bonds	Access to eight properties and city maintenance yard.
3	Pullman St	Carnegie Ave	west	875	\$ -	Public	Vacate	Access to city maintenance yard. Recommend Vacate.
12	S Riverside Dr	S 4th	south	450	\$ 270,000	Public	ISU	Access to ISU property, but part of City ROW. Adjacent parcel drive off North end. Could investigate vacating to ISU.
13	S Riverside Dr	south of access road	City Limits	2585	\$ 1,500,000	Fringe	Developer	Gravel starts south of access road for the Sigler Building. City owns all adjacent parcels within City Limits to the east side of S Riverside as airport property.
6	State Ave	Oakwood Rd	City Limits	960	\$ 575,000	Public	ISU	ISU owns property on both sides of roadway.
6	Zumwalt Station Rd	State Street	City Limits	1680	\$ 1,000,000	Public	ISU	ISU owns property on both sides of roadway.
14	E 8th St	Carroll Ave	Crawford Ave	390	\$ 140,000	Established	Assessment (in accordance with the City's alley paving policy)	Treated as an alley due to 16' ROW. No addresses off this block.
15	550th Ave	Ken Maril Rd	City Limits	195	\$ 120,000	Fringe	Developer	Adjacent parcels currently zoned Agricultural
16	570th Ave	E 13th	City Limits	2635	\$ 1,200,000	Fringe	G.O. Bonds	City currently is responsible for paving costs as part of the signed Regional Commercial Development Agreement
Total:				25531	\$ 13,645,500			

* Estimated pavement costs DO include engineering design and construction oversight.



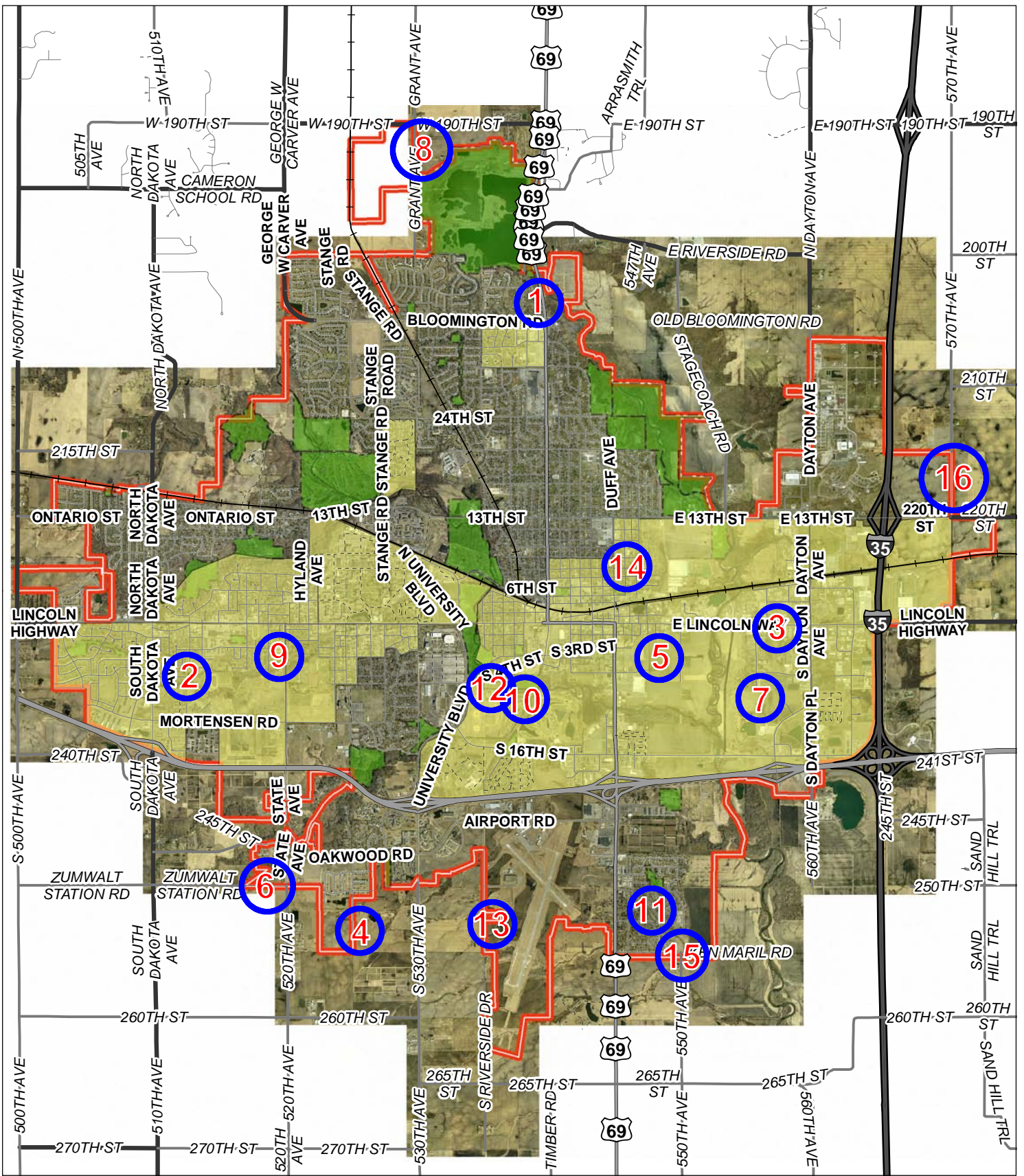
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ADAMS STREET PAVING 4 ADJACENT PARCELS

MAP A



Sheet 1/1
Scale: 1 in = 75 ft
Date: 7/1/2012



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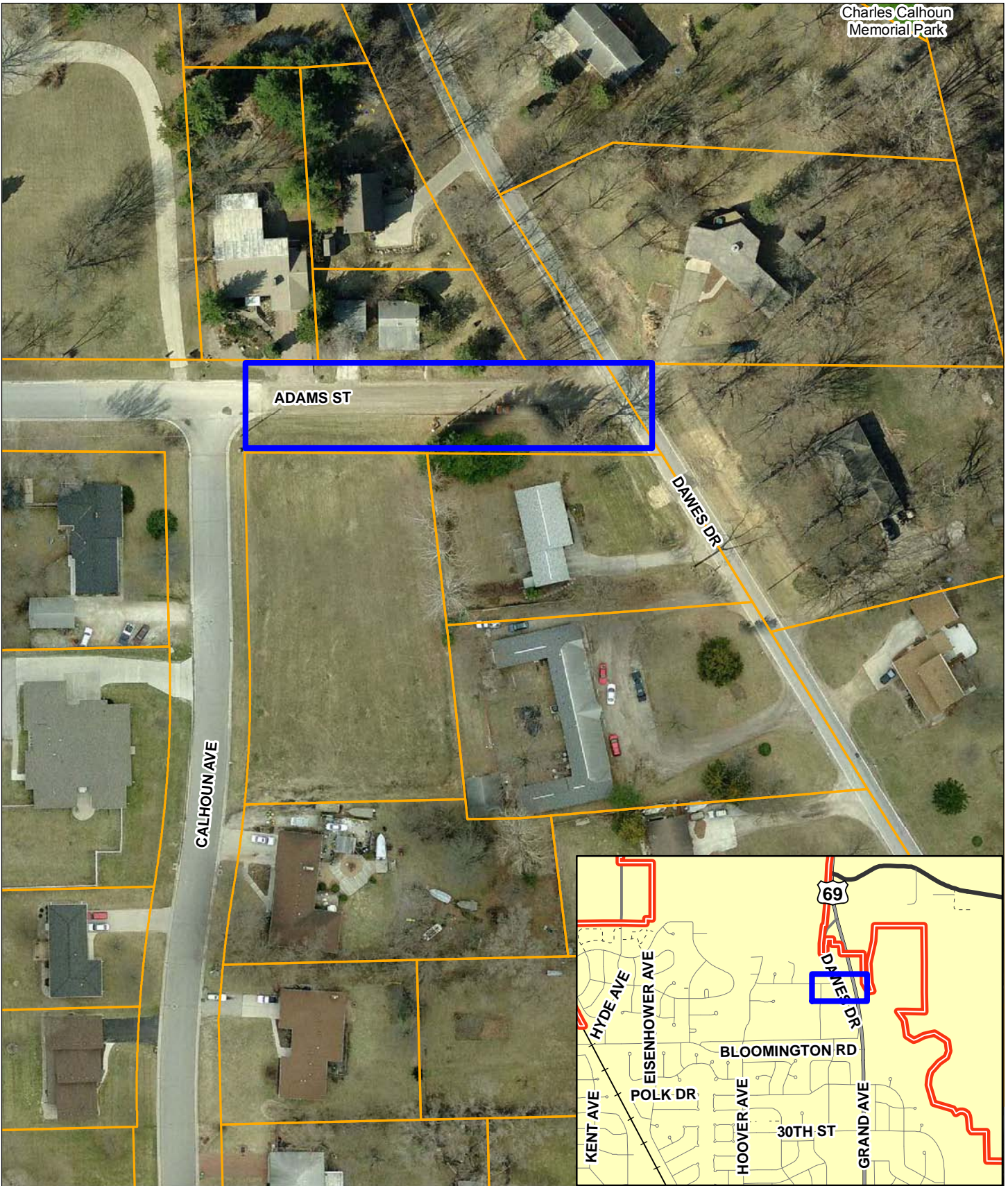
**GRAVEL ROADWAYS WITHIN CITY OF AMES PUBLIC RIGHT-OF-WAY
(OR EASEMENT - PREVIOUS COUNTY ROADWAYS)
INCLUDING 2012 CDBG PROGRAM LIMITS**

**JULY 2012
LOCATION MAP KEY**

MAP B



Sheet 1/1
Scale: 1 in = 5,300 ft
Date: 7/3/2012



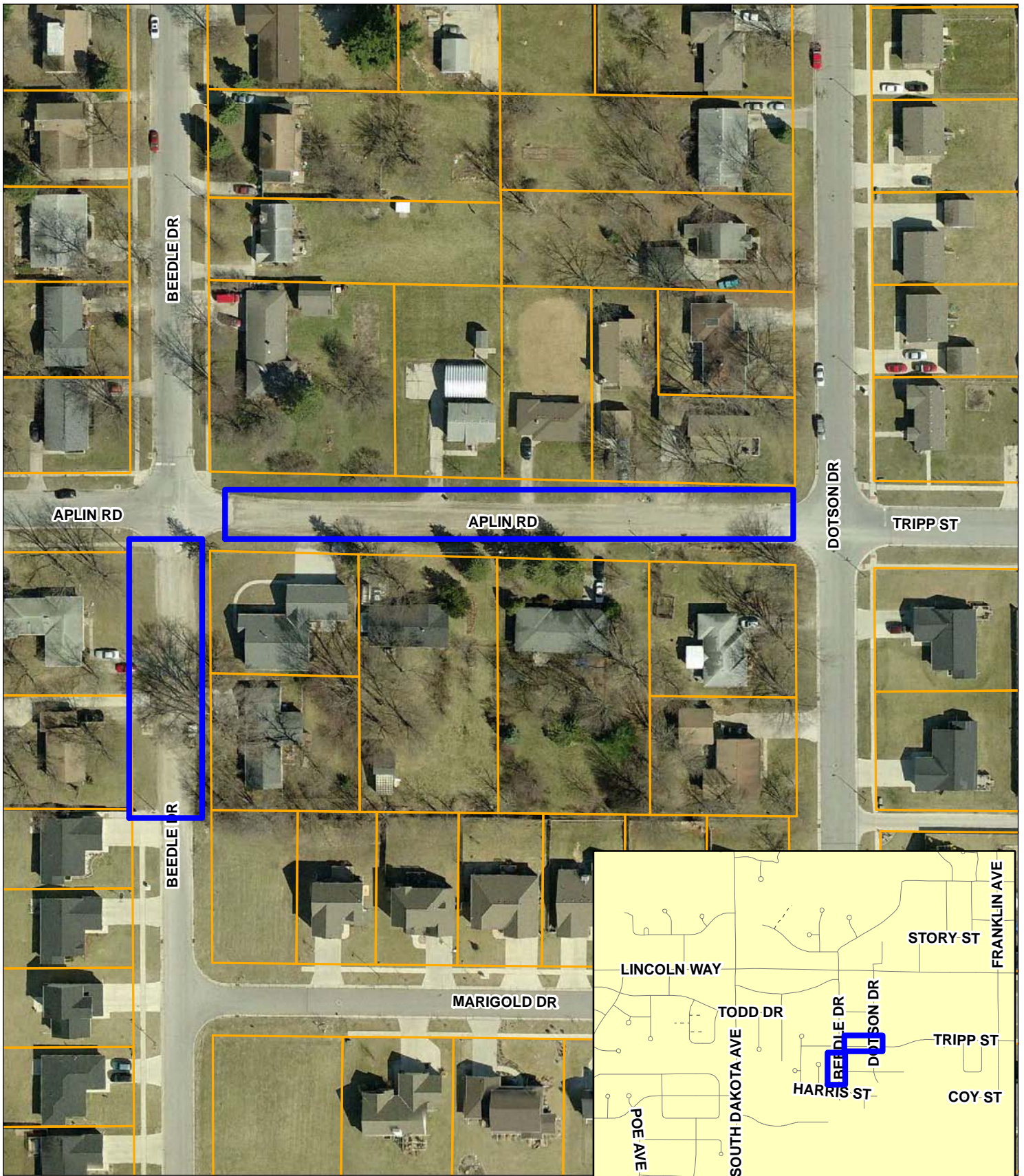
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ADAMS ST (CALHOUN AVE - DAWES DR)
~ 260 LF * 4 ADJ RES PARCELS



MAP 1

Sheet 1/1
Scale: 1 in = 100 ft
Date: 6/29/2012



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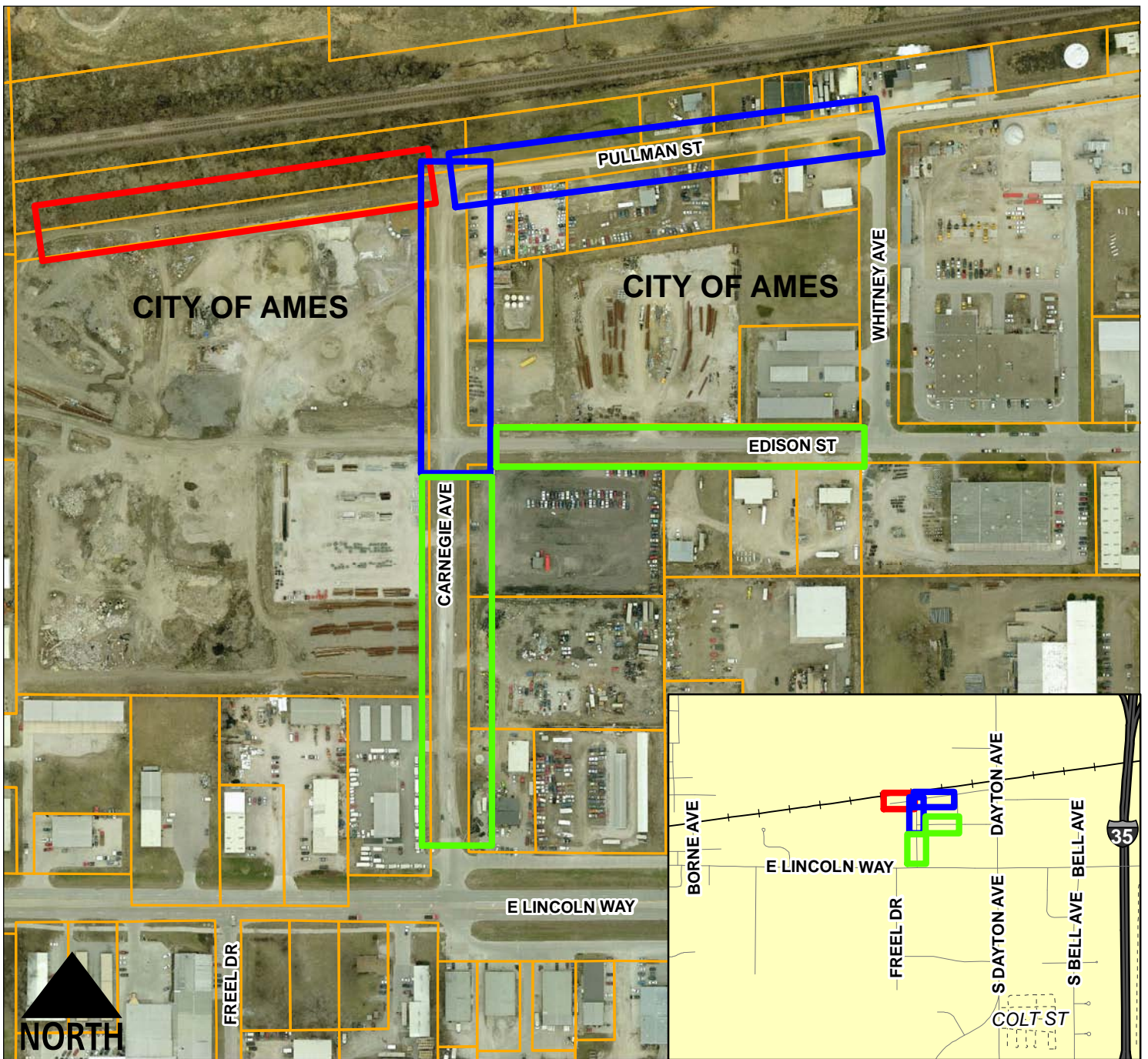
APLIN RD (BEEDLE - DOTSON) & BEEDLE DR (S/O APLIN 205')

APLIN: ~ 430 LF * 8 RES ADJ PARCELS
 BEEDLE: ~ 205 LF * 4 RES ADJ PARCELS
 TO BE COMPLETED FALL 2012 VIA
 CDBG FUNDING

MAP 2



Sheet 1/1
Scale: 1 in = 100 ft
Date: 6/29/2012



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GRAVEL: CARNEGIE AVE (EDISON - PULLMAN) &
 PULLMAN ST (WHITNEY - CARNEGIE)
SEAL COAT: CARNEGIE AVE (EDISON - LINCOLN WAY) &
 EDISON (CARNEGIE - WHITNEY)
NO MATERIAL: PULLMAN ST (W/O CARNEGIE 875')

GRAVEL:

CARNEGIE: ~ 525 LF * 2 ADJ IND PARCELS, RR & CITY
 PULLMAN E/O CARNEGIE: ~ 820 LF * 10 ADJ IND PARCELS & CITY

SEAL COAT (BAD ENOUGH LOOKS SIMILAR TO GRAVEL):

CARNEGIE: ~ 815 LF * 4 ADJ IND PARCELS & CITY
 EDISON: ~ ~815 LF * 5 ADJ IND PARCELS & CITY

NO MATERIAL:

PULLMAN W/O CARNEGIE: ~ 875 LF * CITY & RR

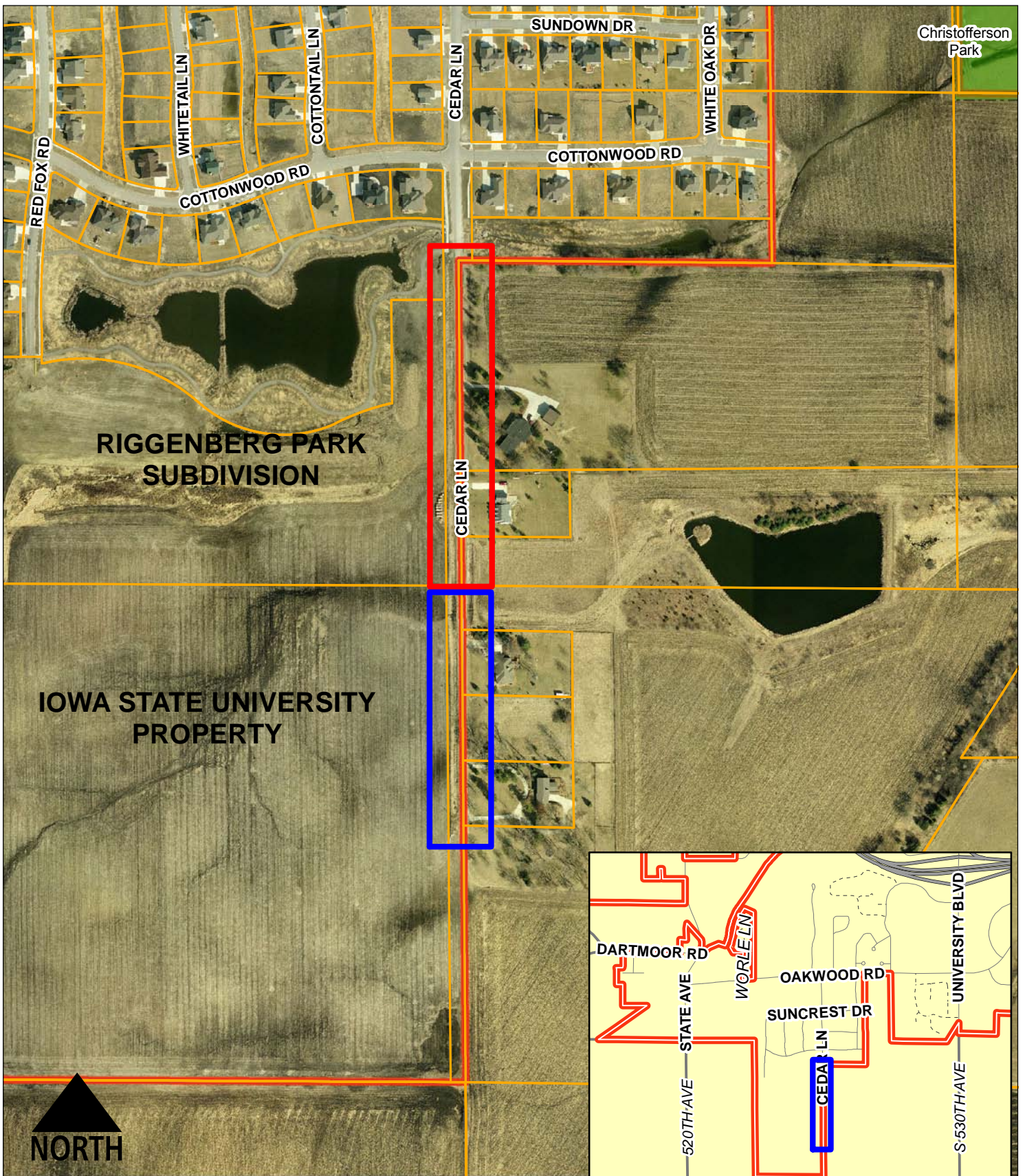
MAP 3



Sheet 1/1

Scale: 1 in = 300 ft

Date: 6/29/2012



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CEDAR LN (S/O COTTONWOOD - CITY LIMITS)

DEVELOPER ~ 905 LF * 5 ADJ PARCELS

EX GRAVEL: ~ 625 LF * 6 ADJ PARCELS

TOTAL: ~ 1530 LF * 11 PARCELS

DEVELOPER PAYS 26' OF 31' ROAD, CITY REST PER AGMT

MAP 4

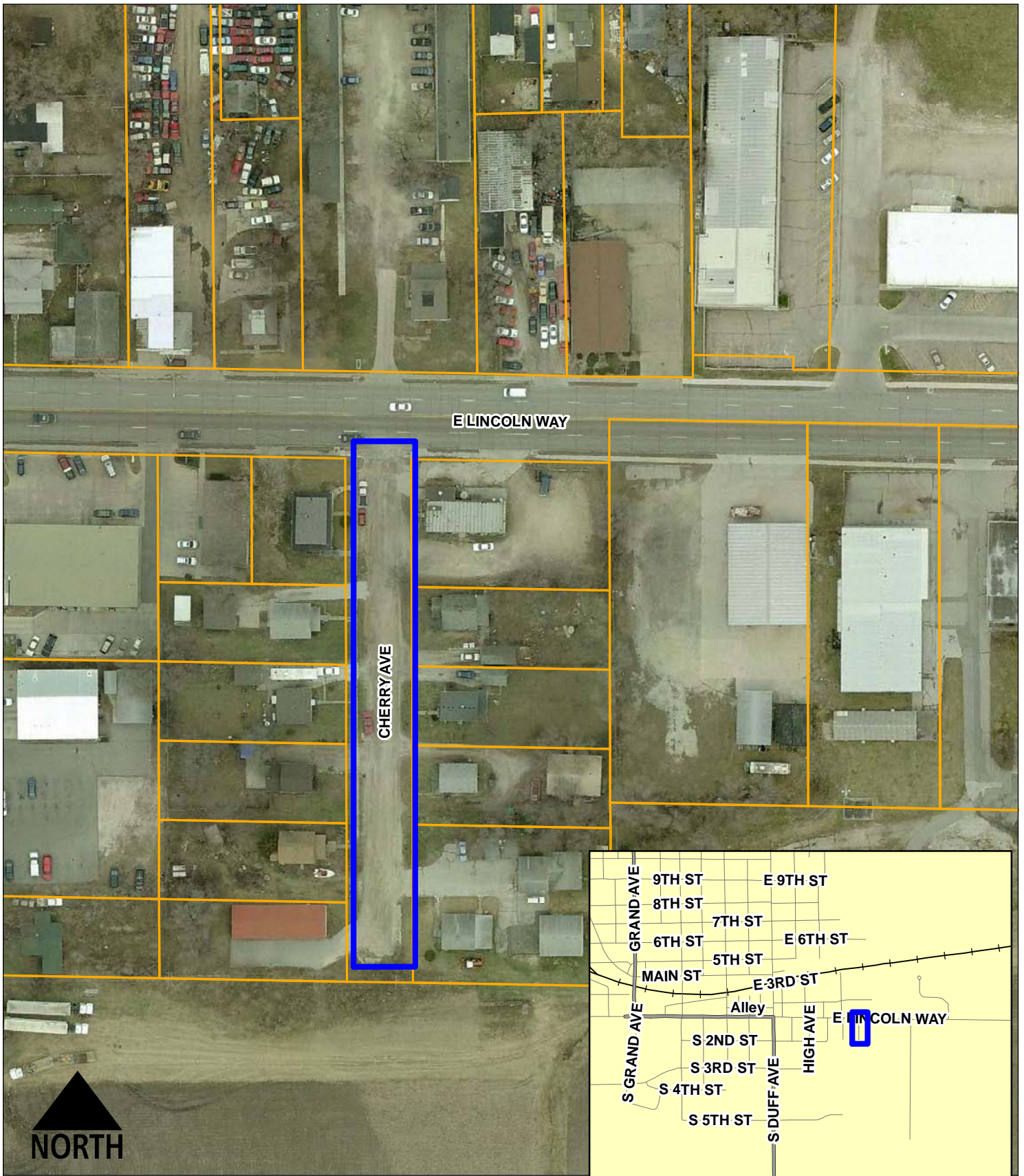
Sheet 1/1

Scale: 1 in = 350 ft

Date: 6/29/2012



NORTH



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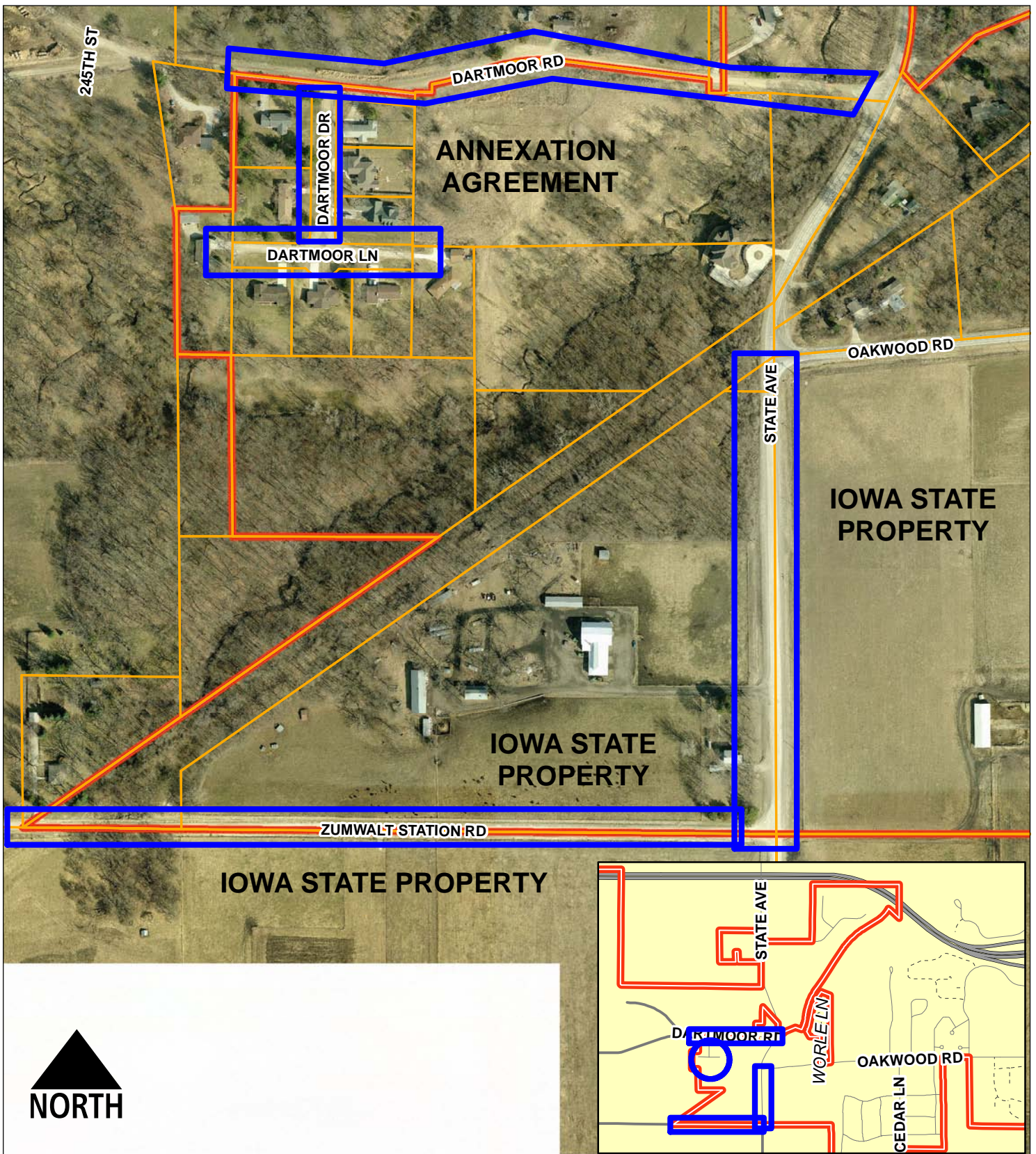
CHERRY AVE (S/O LINCOLN WAY)
 ~ 380 LF * 11 MIXED ADJ PARCELS

**LONG RANGE TRANSPORTATION PLAN (LRTP) SHOWS
 EXTENSION OF CHERRY TO CONNECT SE3RD & SE 5TH
 ZONED: HIGHWAY-ORIENTED COMMERCIAL**

MAP 5

Sheet 1/1
Scale: 1 in = 100 ft
Date: 6/29/2012





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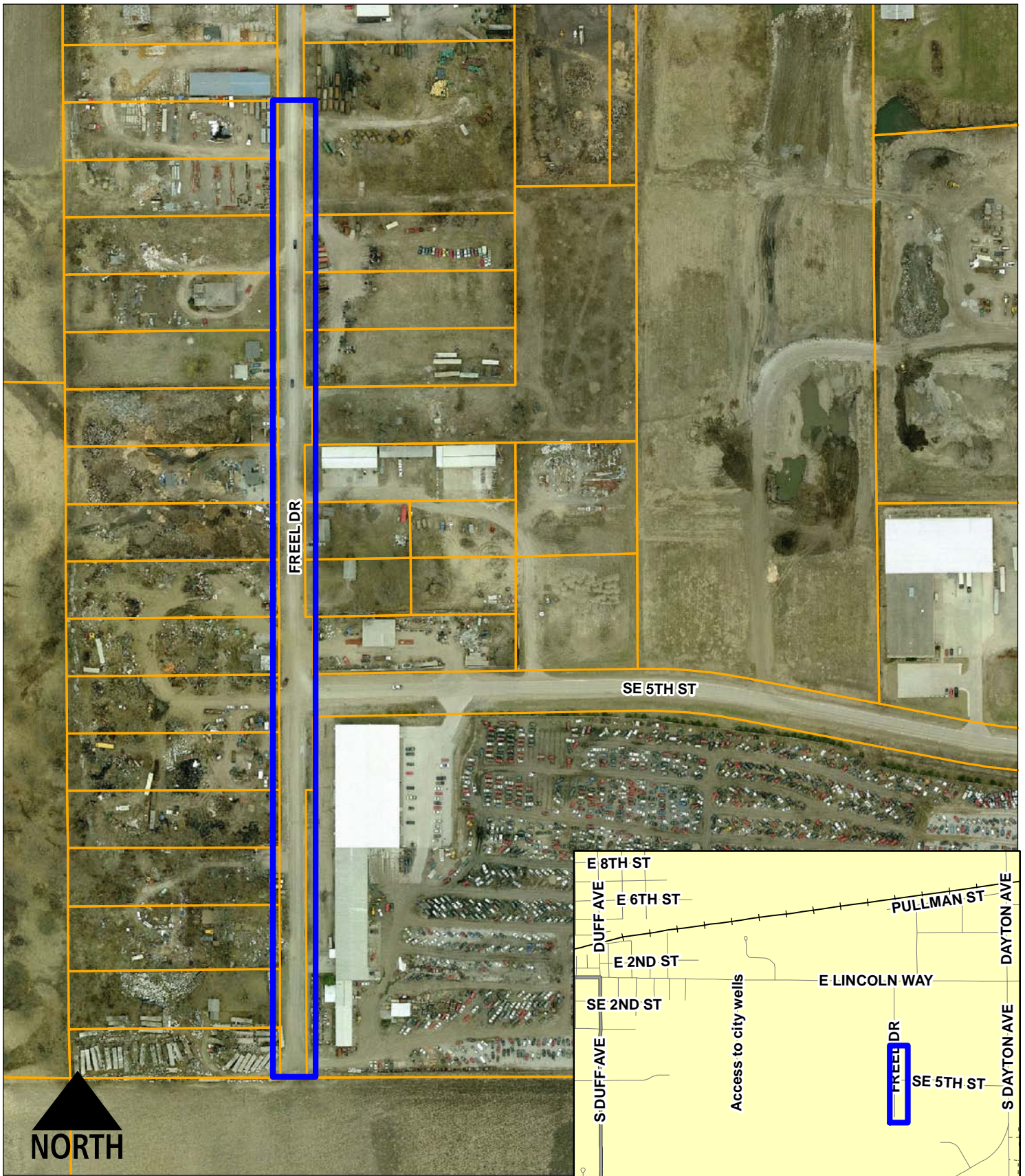
**STATE ST (S/O OAKWOOD - CITY LIMITS) & DARTMOOR DR
(DARTMOOR - DARTMOOR) & DARTMOR LN & DARTMOR RD (STATE - CITY LIMITS) &
ZUMWALT STATION RD (OAKWOOD - CITY LIMITS)**

STATE: ~ 960 LF * ADJ ISU PROPERTY
 DARTMOOR DR: ~ 388 LF * 5 ADJ RES PARCELS
 DARTMOOR LN: ~ 405 LF * 7 ADJ RES PARCELS
 DARTMOOR RD: ~ 1503 LF * 6 ADJ PARCELS
 ZUMWALT: ~ 1680 LF * ADJ ISU PROPERTY



MAP 6

Sheet 1/1
Scale: 1 in = 300 ft
Date: 6/29/2012



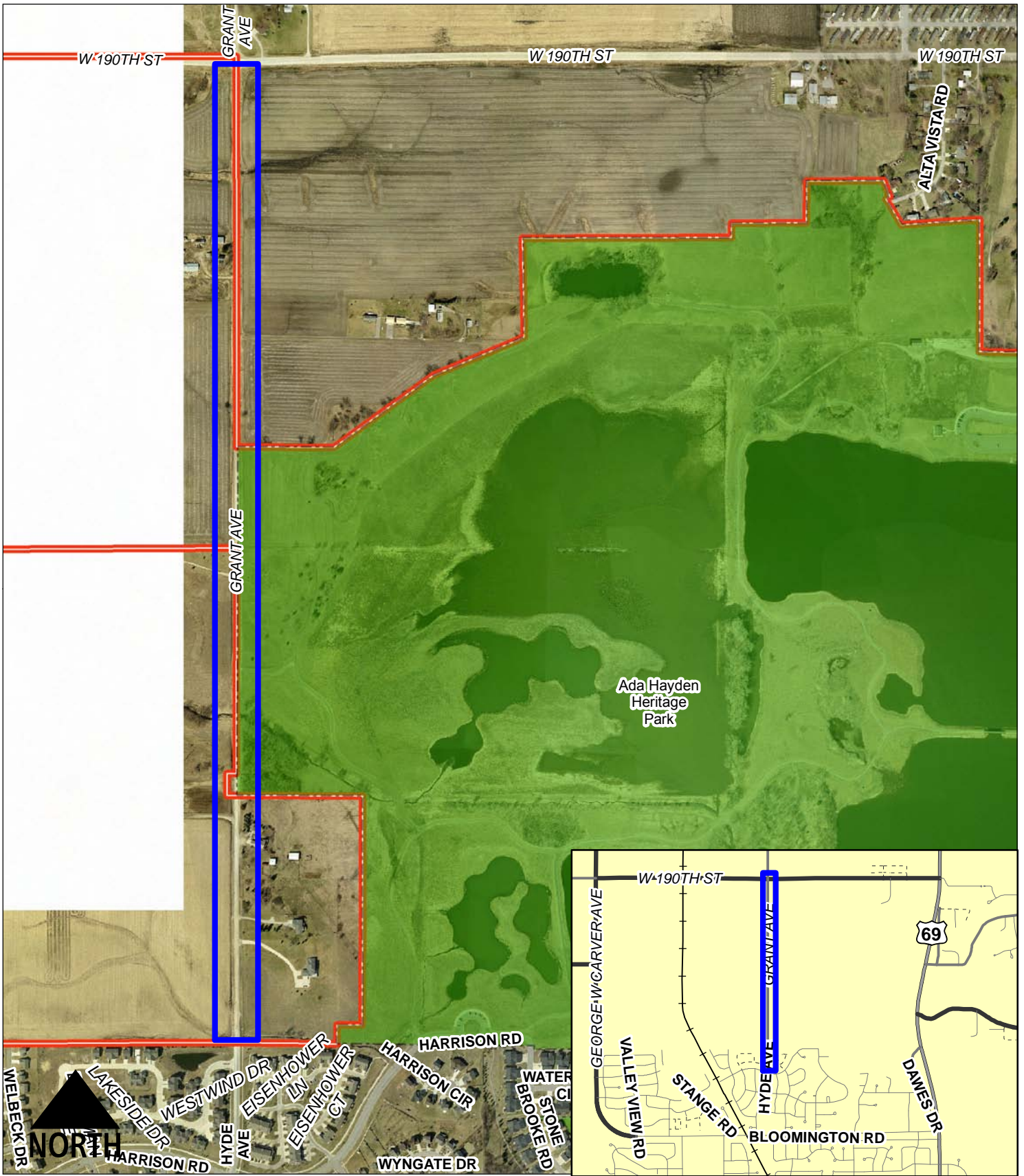
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FREEL DR (S/O 215 FREEL DR TO END OF ROAD)
 ~ 1835 LF * 27 ADJ PARCELS
 ZONED: GENERAL INDUSTRIAL
 DRAINAGE IMPROVEMENTS NEEDED - FLAT



MAP 7

Sheet 1/1
 Scale: 1 in = 250 ft
 Date: 6/29/2012



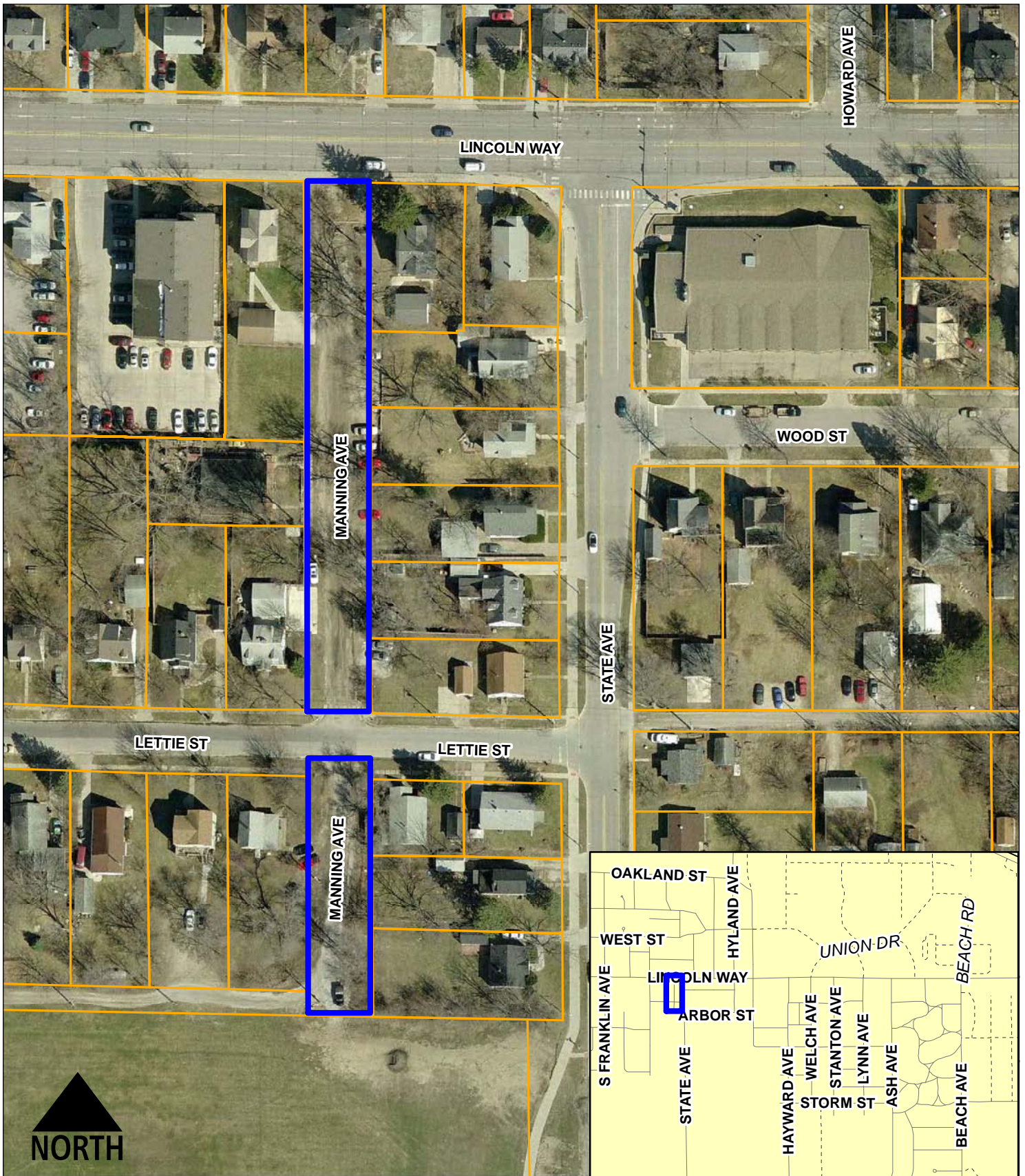
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GRANT AVE (HYDE AVE - W 190TH ST)
PART OF NORTH GROWTH AREA
CDA CURRENTLY UNDER DESIGN CONTRACT
TO BE FUNDED IN PART BY DEVELOPER & CITY
~ 5200 LF * MIXED PARCELS

MAP 8

Sheet 1/1
 Scale: 1 in = 700 ft
 Date: 6/29/2012





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MANNING AVE (LINCOLN WAY - LETTIE) & (LETTIE - END OF ROAD)

N/O LETTIE: ~ 350 LF * 9 ADJ RES PARCELS

(NOTE - DRIVES NOT ALL COME OFF MANNING)

S/O LETTIE: ~ 185 LF * 4 ADJ RES PARCELS (NO ADDRESSES)

TOTAL: ~ 535 LF * 13 RES PARCELS

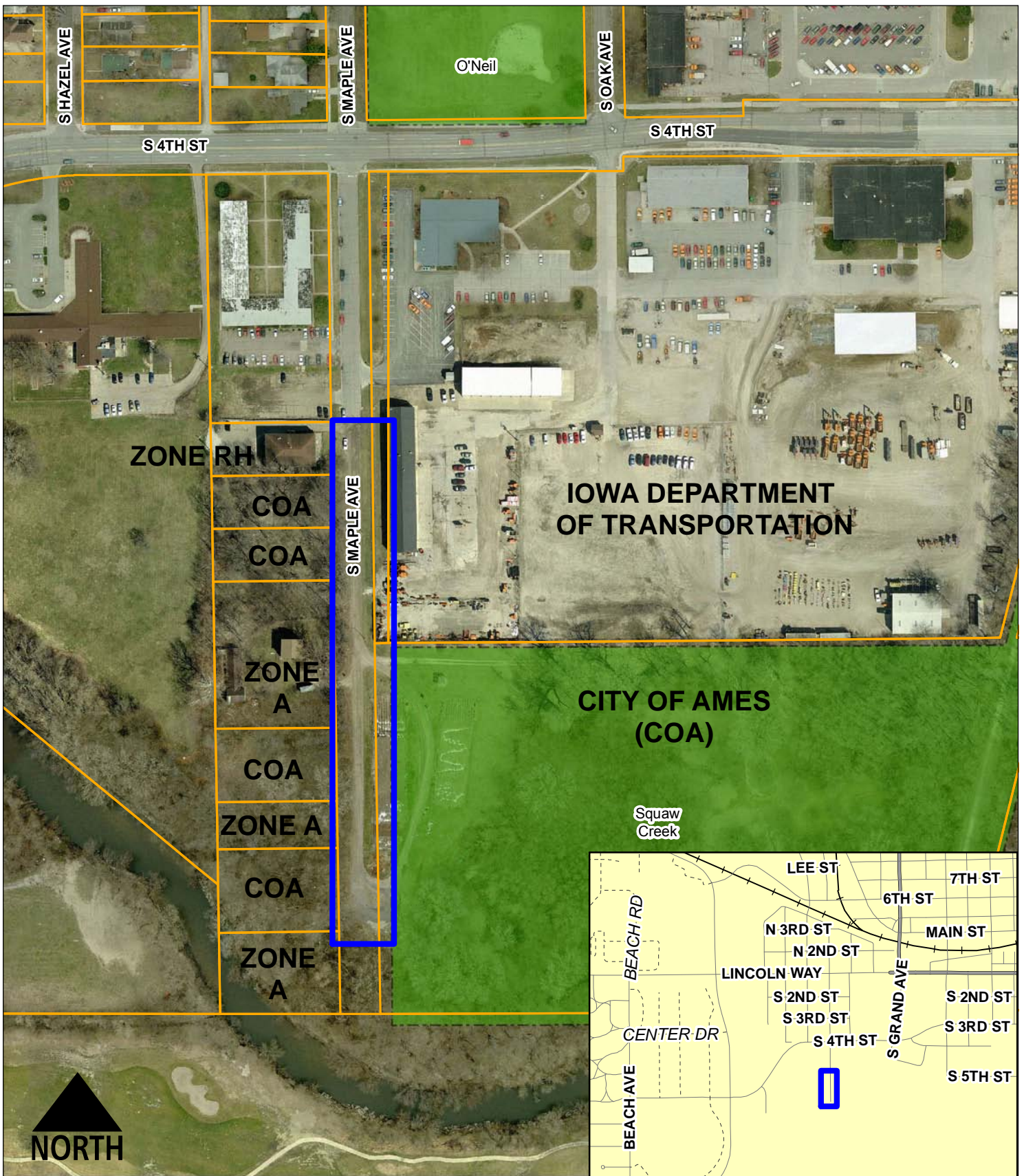
MAP 9



Sheet 1/1

Scale: 1 in = 100 ft

Date: 6/29/2012



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S MAPLE AVE (NORTH PL OF 439 S MAPLE, SOUTH TO END OF ROAD)
 ~ 750 LF * 1 ADJ RH PARCEL, 1 AG RES PARCEL,
 6 PUBLIC PARCELS, 2 EMPTY AG RES PARCELS




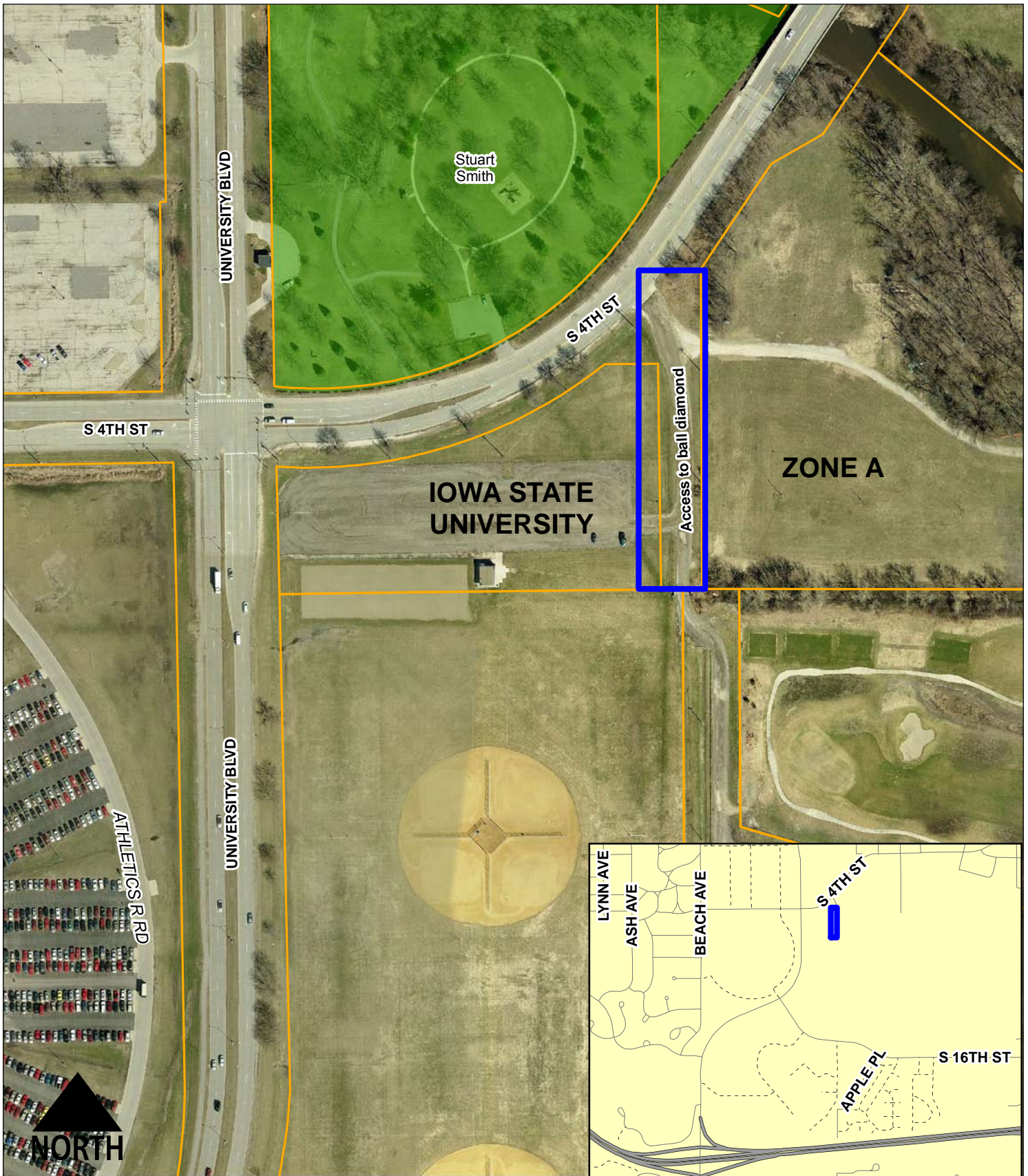
MAP 10

Sheet 1/1
 Scale: 1 in = 200 ft
 Date: 7/2/2012



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	PATRICIA DR (OPAL TO END OF ROAD) ~ 340 LF * 4 ADJ RES PARCELS ACCESS TO 2 PROPERTIES		MAP 11
			Sheet 1/1
			Scale: 1 in = 100 ft
			Date: 7/1/2012



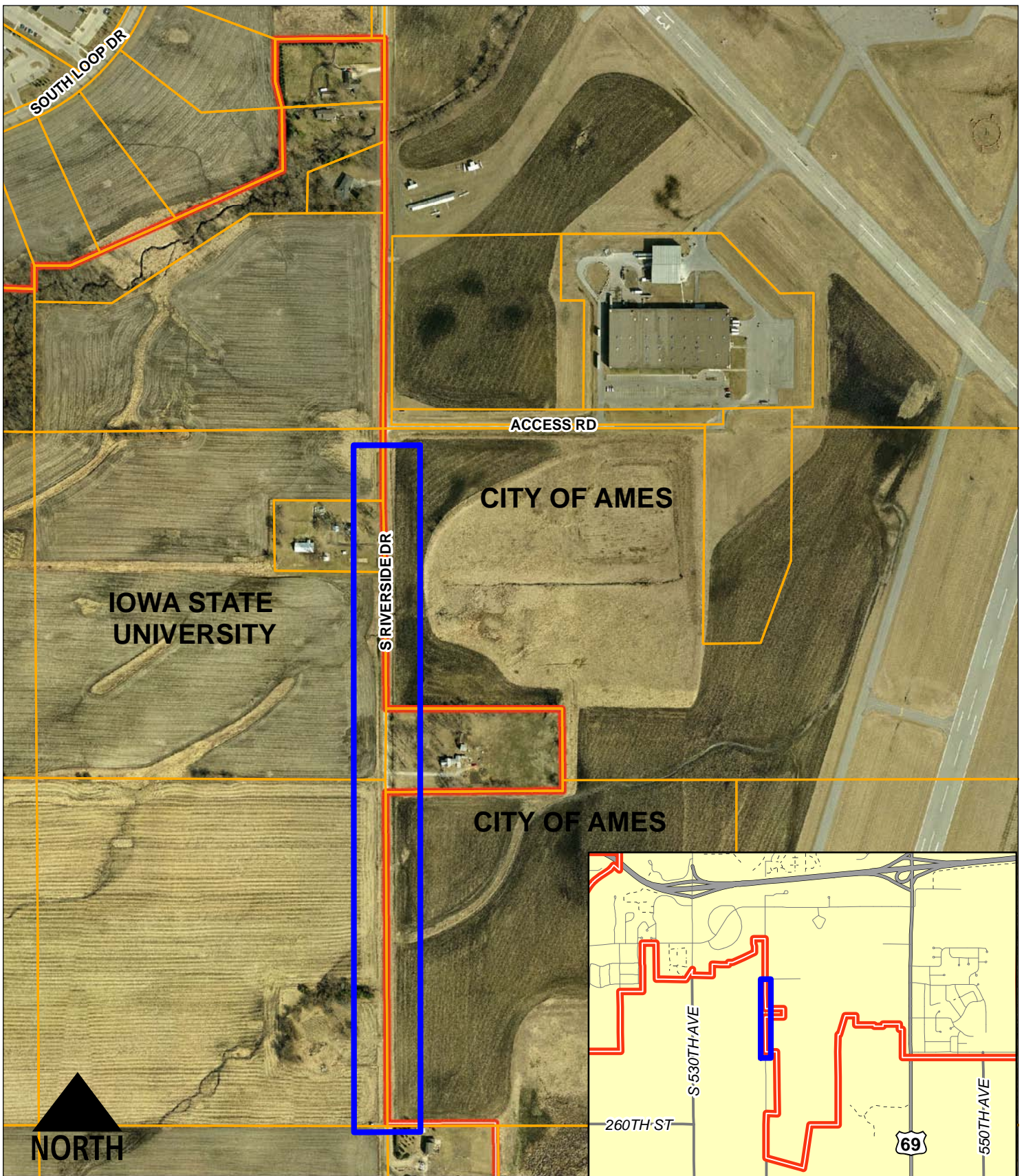
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S RIVERSIDE DR (S/O 4TH STREET - ACCESS TO BALL DIAMONDS)
 ~450 LF * 1 ADJ PUBLIC PARCEL & 1 ADJ AG PARCEL
 HISTORICALLY - IOWA STATE HAS MAINTAINED THIS DRIVE



MAP 12

Sheet 1/1
 Scale: 1 in = 200 ft
 Date: 7/2/2012



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S RIVERSIDE DR (S/O ACCESS RD FOR SIGLER BLDG TO CITY LIMITS)

**~ 2585 LF * 3 ADJ PUBLIC PARCELS, 4 ADJ COUNTY PARCELS
ONLY CITY OWNED PARCELS ARE WITHIN CITY LIMITS**

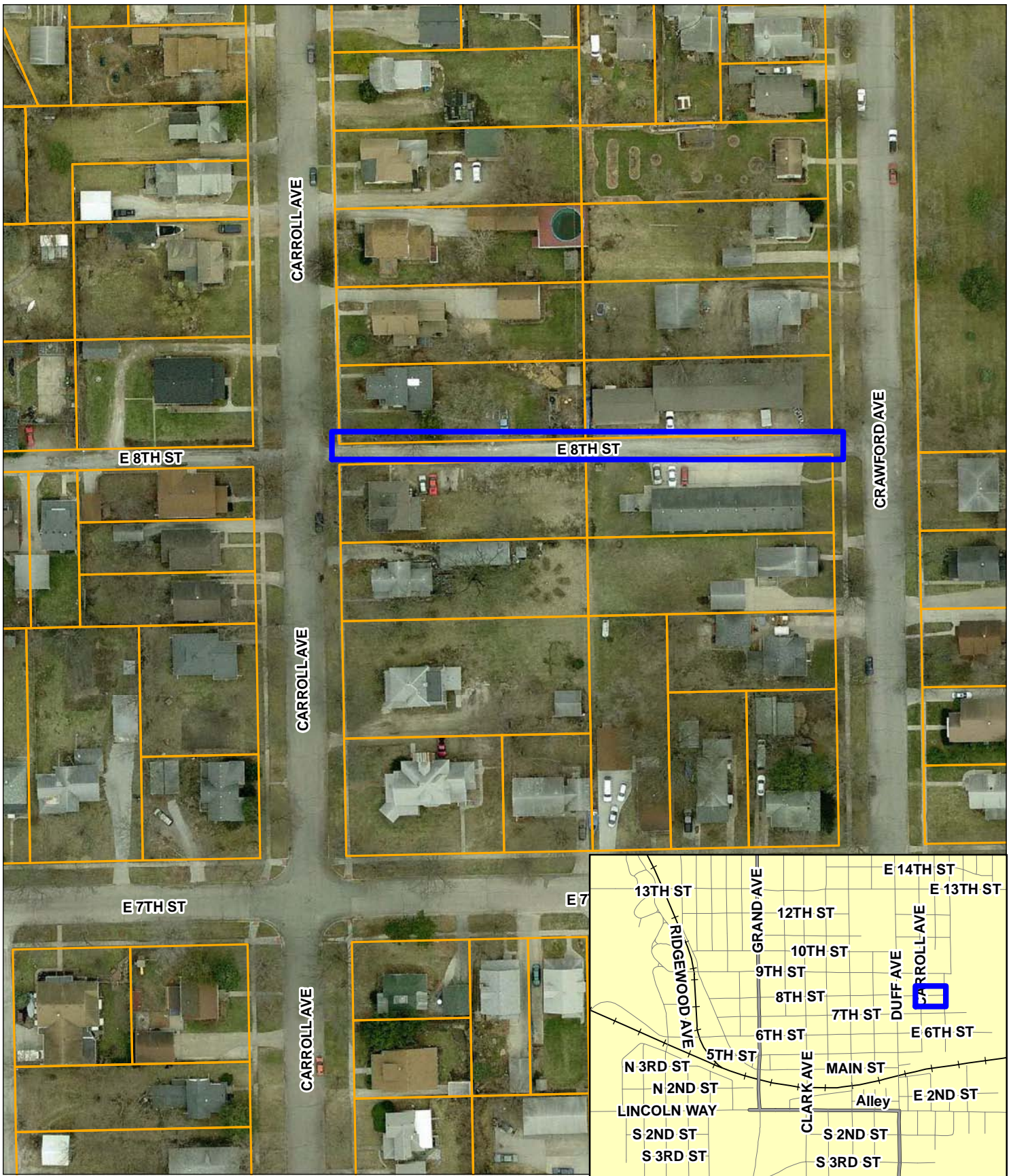


MAP 13

Sheet 1/1

Scale: 1 in = 500 ft

Date: 7/3/2012



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E 8TH ST (CARROLL - CRAWFORD)
 ~ 390 LF * 4 ADJ RES PARCELS
 16' EX ROW
 NO ADDRESSES OFF THIS BLOCK



MAP 14

Sheet 1/1

Scale: 1 in = 100 ft

Date: 7/1/2012



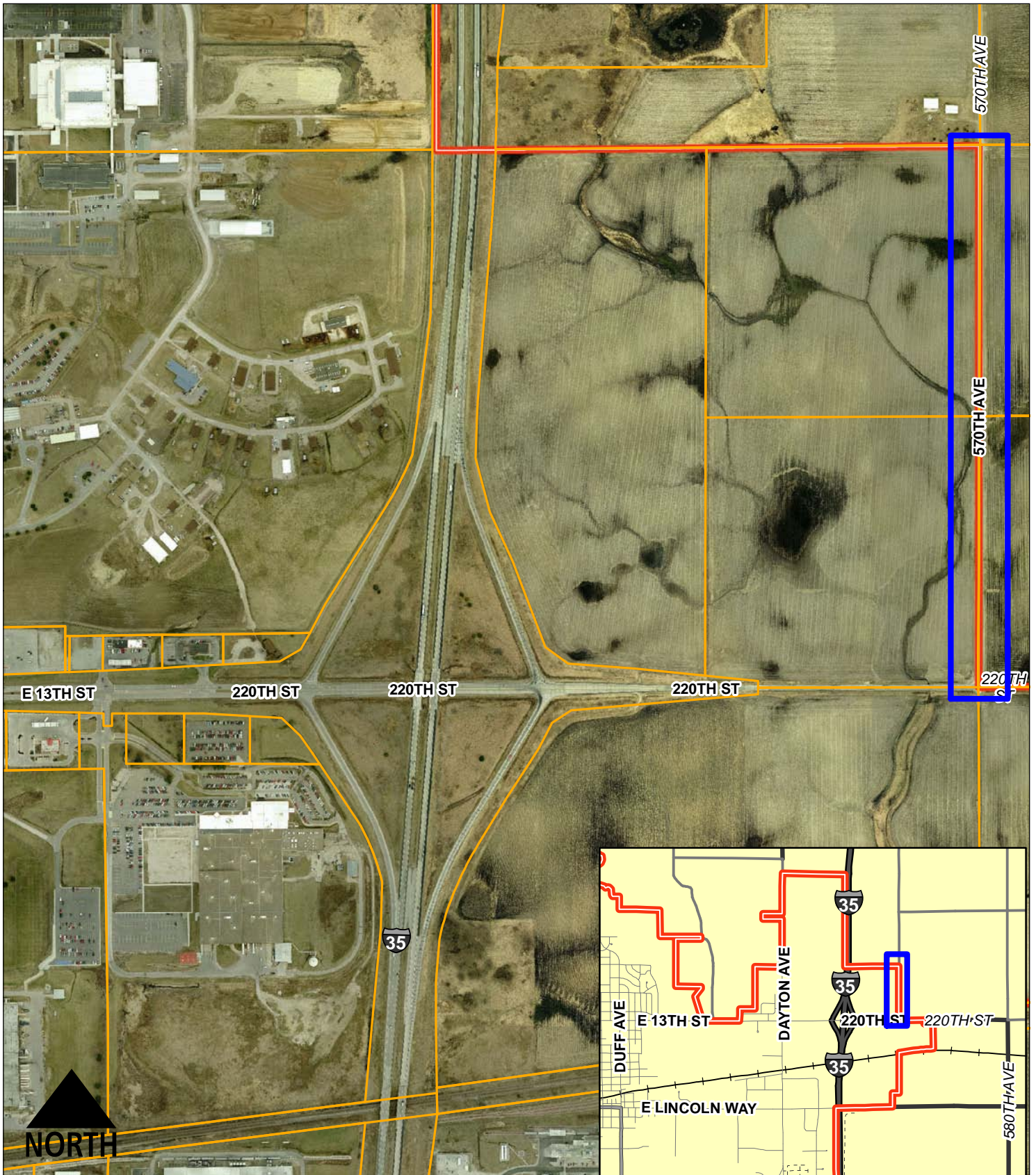
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550TH AVE (KEN MARIL - CITY LIMITS)
 ~ 195 LF * 2 ADJ AG PARCELS
 DOES NOT APPEAR ROADWAY ROW HAS BEEN
 DEDICATED YET.



MAP 15

Sheet 1/1
Scale: 1 in = 100 ft
Date: 7/2/2012



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570TH AVE (E 13TH - CITY LIMITS)
 ~ 2635 LF * 4 ADJ PARCELS
EXISTING DEVELOPERS AGREEMENT
CITY RESPONSIBLE FOR PAVING THIS

MAP 16



Sheet 1/1
Scale: 1 in = 650 ft
Date: 7/1/2012