ITEM #: <u>17b&c</u> DATE: 11-28-17

# **COUNCIL ACTION FORM**

<u>SUBJECT</u>: LAND USE POLICY PLAN AMENDMENT OF FUTURE LAND USE MAP AND REZONING FROM S-GA (GOVERNMENT/AIRPORT DISTRICT)

TO RH (RESIDENTIAL HIGH DENSITY) FOR 415 STANTON AVENUE.

# **BACKGROUND**:

On September 26, 2017, the City Council referred to staff the letter from Luke Jensen, representing the developers, RES Development and R. Friedrich & Sons, asking to initiate a Minor Amendment to the Land Use Policy Plan for 415 Stanton Avenue (See Attachment A – Location Map) and associated rezoning needed for the redevelopment of the property to an Independent Senior Living Facility.

A Senior Living Facility is a residential use that allows for only individual that are 55 years of age or older to reside in the facility. City Council determined on October 10, 2017 that the developer could proceed with a Minor LUPP Map Amendment and associated changes needed to pursue their development concept. The initiated amendments are specifically to allow for a Senior Living development and for no other use.

The site is made up of six platted lots and other parts of properties for a total of approximately 1.6 acres. The property is the site of a former elementary school, most recently used as the Ames Community School District Offices. The designation of the property is currently Low Density Residential/Government Lands. (see Attachment B – Existing Land Use Designation). Current land use designations adjacent to the site are Low Density Residential to the south and east, and High Density Residential to the north and west. The owner, The Crawford Ames, LLC, is requesting a change in the land use designation of the properties from Low Density Residential to High-Density Residential (see Attachment C – Proposed Land Use Designation) in order to ultimately rezone the site to Residential High Density (RH) for construction of an Independent Senior Living Facility. The rezoning is to be accompanied by a contract rezoning agreement to restrict the use to Senior Living.

The requested LUPP Amendment and rezoning are the first step in a series of actions for realizing the developer's goals that include a request for designation of an Urban Revitalization Area (URA), and a Site Development Plan, and a plat of survey to combine parcels.

## **LAND USE ANALYSIS AND CAPACITY:**

Staff's analysis for the LUPP change contemplates the suitability of the site for the proposed senior living use and conformance to the Goals and Policies of the LUPP

(Attachment E). The suitability of the particular site 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. The request is for a residential zoning district and the use is intended to be strictly limited to Independent Senior Living. The primary justification for the change is the retention of the existing building and the exclusive use of the site as Senior Living. Although conceptual plans have been made available in public meetings, a specific project design is not part of the review of the LUPP Amendment or rezoning.

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 university facilities and commercial development areas and the site being located within blocks of major transit routes. If the City Council believes that potentially adding a new and unique housing type is desirable and support redeveloping a site with a long important history to the surrounding established neighborhood, the preliminary results of the RH matrix indicates this could be a good site.

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. The review is based on overall system capacities. Staff generally finds that infrastructure for water, sanitary sewer, storm drainage, and traffic access is acceptable to plan for the redevelopment of this site.

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 4, Goal 5, and Goal 6 with their objectives as an issue of balancing future growth needs and neighborhood compatibility (Attachment E). The proposed site is designated as Low Density Residential as the area surrounding the site to the south and east is developed and as single family residential even though the site has been historically used as an elementary school and administrative offices. Due to the proposed use of the site and design of the project, appropriate transitions appear to be able to be incorporated into the design of the project to make it compatible with the surrounding residential properties.

## **REZONING:**

The applicant has submitted a rezoning request to rezone the site from Government/Airport Lands (S-GA) to Residential High Density (RH). The developer is proposing an Independent Senior Living Facility with 30 to 50 units. The most recent concept included a design with approximately 32 units. The number of units has decreased since the City Council approved the request to move forward. Even with the decrease in unit numbers, the density still falls within the RH described densities. RH is

anything with more than 11.2 dwelling units per acre. This proposal, with 32 units, has a density of 20 dwelling units per acre.

A master plan has not been submitted. However, the developer is amenable to a contract rezoning restricting the use of the site to Independent Senior Living only. The City's Zoning Ordinance defines "Independent Senior Living Facility" as a residential use limited to residents of the age of 55 or greater. The developer proposes to keep the existing building and construct an additional building attached to it with an atrium. **Prior to the approval of the third reading of an ordinance to rezone the property, a signed rezoning agreement must be submitted to the City.** 

The attached addendum includes a full description analysis of the rezoning proposal. The analysis assumes the approval of the LUPP amendment. The analysis also includes the RH checklist as Attachment F and includes evaluation of a number of issues related to consistency with the LUPP. In general, the site was rated mainly as average to high based upon the proposed details of the project.

The applicant has been in contact with SCAN representatives during the development of the concept over the past 9 months. Staff held a joint public meeting with the applicant on October 30<sup>th</sup> for neighborhood input. The meeting was sparsely attended and no concerns for the project were brought up at the meeting. **There was strong support for retaining the building and supporting its adaptive reuse with senior housing.** 

Planning and Zoning Commission Recommendation. The Planning and Zoning Commission considered this request at its November 15, 2017 meeting. There was a question regarding how it would be legally age restricted. Staff explained that the Fair Housing Act has an "older person" exemption and a project can be legally restricted by age as long as at least one person is 55 years or older in no less than 80 percent of the units. The Ames Zoning Ordinance is more restrictive in the definition of "Senior Living" by requiring all residents of the building to be 55 or older. This proposal will apply the age restricting to 100 percent of the units. This will be regulated through the condition of rezoning and through the HOA documents. The Planning and Zoning Commission voted 6-0 to recommend approval of an amendment to the Land Use Policy Plan for 415 Stanton Avenue and associated rezoning needed for the redevelopment of the property to an Independent Senior Living Facility.

### **ALTERNATIVES**:

- 1. That City Council can approve:
  - A) an amendment to the LUPP Future Land Use Map to change the land use designation of approximately 1.6 acres of land as depicted in Attachment C from Low Density Residential/Government Lands to High Density Residential; and

B) the rezoning of 415 Stanton Avenue from Government/Airport District (S-GA) to Residential High Density (RH) subject to a contract rezoning agreement with the following conditions:

- i. Use of the site is restricted to Senior Living for individuals 55 years or older.
- ii. The existing Crawford School building will be retained and adapted to residential use.
- iii. New development is restricted to a maximum of three stories and 50 feet.
- iv. Prior to the approval of the third reading of an ordinance to rezone the property, a signed rezoning agreement must be submitted to the City.
- 2. That City Council deny an amendment to the LUPP Future Land Use Map to change the land use designation of approximately 1.6 acres of land as depicted in Attachment C and located at 415 Stanton Avenue from Low Density Residential/Government Lands to High Density Residential and deny the rezoning from Government/Airport District (S-GA) to Residential High Density (RH).
- 3. That City Council refer this request back to staff or the applicant for more information.

## **CITY MANAGER'S RECOMMENDED ACTION:**

Staff believes the proposed change to accommodate adapative reuse of the site for senior living can be found to be consistent with the goals of the Land Use Policy Plan. The contract rezoning is a supportive element of the request and provides assurance of a specfiic use that is of interest to the neighborhood. There are no outstanding issues of utilities, traffic, or access that would preclude the use of this site for uses allowed in the district. Any specific impacts of the proposed development would be examined during site plan review. Therefore, it is the recommendation of the City Manager that the City Council accepts Alternative #1, thereby approving an amendment to the LUPP Future Land Use Map and support a contract rezoning to RH for the site with the conditions shown above.

# **ADDENDUM**

The LUPP designation of the property is currently Low Density Residential/Government Lands. There is no current use of the property. The property was developed as Crawford Elementary School and was used as the Ames Community School District until relocation of its administrative offices in 2016. 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. Government Lands designation are uses limited to public owned facilities for administration and services.

The LUPP designation request for the subject site is to High Density Residential. The High Density Residential designation allows for the site to be developed with any mutlifamily use that has as density of more than 11.2 dwellings units per net acre. The LUPP amendment of the site to the High Density Residential designation would allow for the rezoning of the site to the Residential High Density (RH) zoning district. This zoning designation applies to properties located to the north and west of the site. A proposed LUPP Map and an Existing Zoning Map of the proposed amendment area can be found in Attachment B and Attachment C.

The proposed use at up to 35 units could be consistent with the density of a Medium Density designation, but design of the structure would exceed building size limitations and therefore necessitates High Density standards to accommodate the request.

**Existing Uses of Land.** Land uses that occupy the subject property and other surrounding properties are described in the following table:

Direction from Subject Property	Existing Land Uses
Subject Property	Unused elementary school
North	Residential
East	Single Family
South	Single Family
West	Multiple Family Residential

**Existing Zoning.** The current zoning of this property is S-GA. See Attachment D for a zoning map. S-GA only permits use related to government activities.

#### Infrastructure:

Access to existing sewer and water infrastructure is available to the site along Stanton Avenue. Public Works has received general information from the developer regarding sewer loading information for the development. The assessment of capacity in west Ames found there to be no projected deficiencies in the main trunk line along Lincoln Way when accounting for this proposed development. Sidewalks already exist in the area and would need to be repaired/replaced if damaged during construction. Access will be taken from Stanton Avenue. Driveway locations may adjust, but likely reduced to one access drive.

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. Public Works will review and approve such requirements prior to approval of the site plan for the project.

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 to discuss the project even though such meetings are not required as part of the Minor Amendment process. The developer has held prior meetings with some neighbors associated with SCAN. On October 30, 2017 Staff held an open house with the developers. The surrounding neighborhood was invited. No specific concerns about the project concept were expressed at the open house.

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.

RH Site Evaluation Matrix. City Council directed that proposals for apartment development be evaluated with the RH matrix. The matrix language was designed to articulate the goals and objectives of the LUPP into specific statements relevant to individual sites and to help establish a common context for evaluation of proposals on a case by case basis. The purpose of the matrix is to evaluate if a specific site is suitable for multi-family development, the matrix does not set a minimum scoring requirement nor does it evaluate if alternative uses are also suitable for the site proposed as residential. Staff has "rated" the proposed development, which can be found in Attachment F. Overall, the site received mainly high and average ratings. While there will be more detail with a Site Development Plan than there was at the time of the LUPP amendment and rezoning application were submitted, certain details are not included which would impact the scoring, specifically the Housing Type and Design category. Staff did rank it high for the proposed use as Senior Living because of the commitment to contract rezoning.

Overall the proposed project is likely to integrate well into the area with its modest density within RH zoning. It is surrounded by existing residential development from single-family to multiple-family units. This is a redevelopment of a site in a long standing healthy neighborhood. It is within walking distance to a commercial area, Campustown, and to the University. Reusing the existing building and construction of an addition will be positive element as a transition from high to low density development in the area.

**Public Notice.** Notice was mailed to property owners within 300 feet of the subject site and a sign was posted on the subject property. As of this writing, no comments have been received.

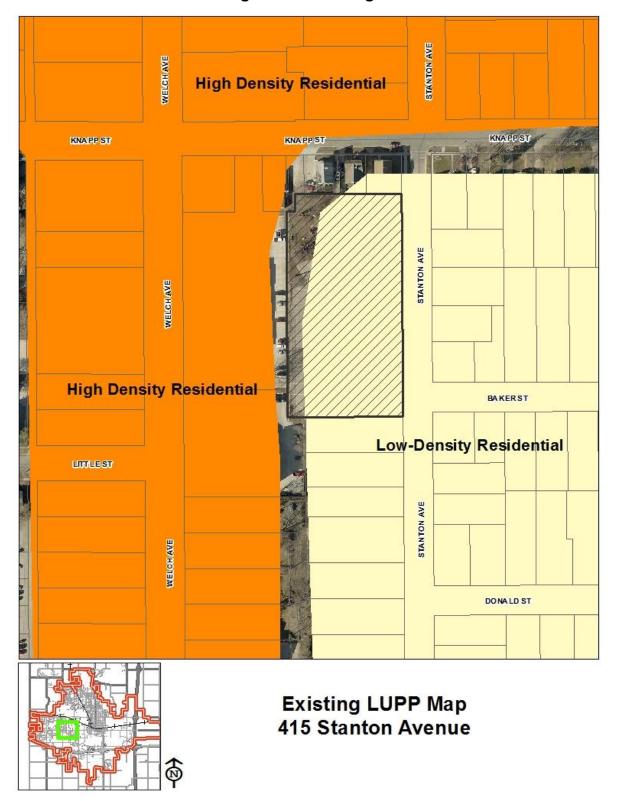
# Attachment A Location Map



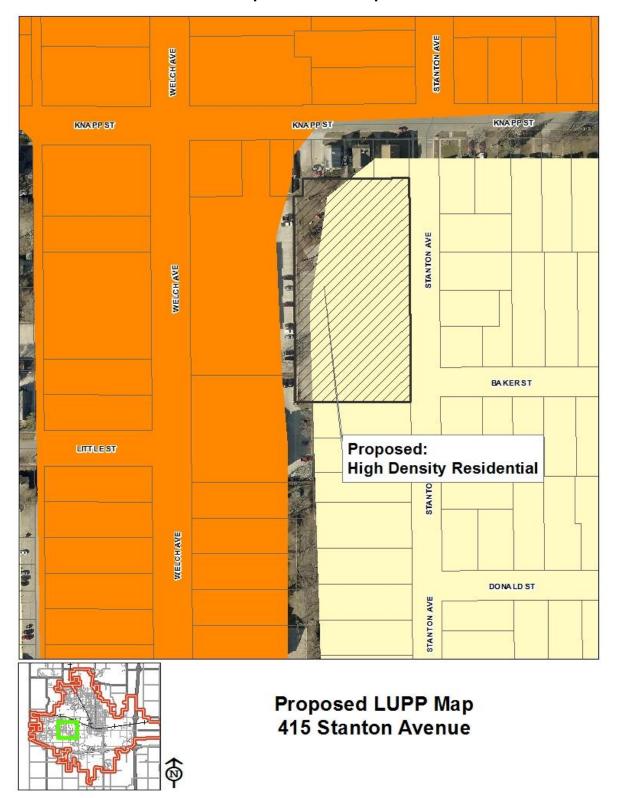


Location Map 415 Stanton Avenue

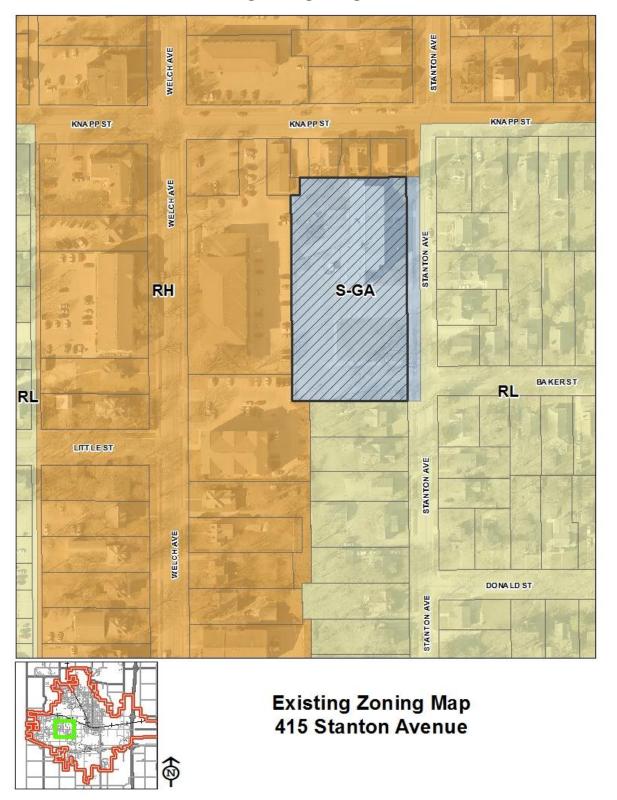
# Attachment B Existing Land Use Designation



# Attachment C Proposed LUPP Map



Attachment D Existing Zoning Designation



# ATTACHMENT E Pertinent LUPP Goals & Objectives

**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.

<u>Objectives</u>. In achieving an integrated community and more desirable environment, Ames seeks the following objectives.

- 4.A. 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 activities.
- 4.B. Ames seeks to physically connect existing and new residential and commercial areas through the association of related land uses and provision of an intermodal transportation system.
- 4.C. Ames seeks to psychologically connect the various living/activity areas through closer proximity of residential areas and supporting commercial uses, common design elements, and inclusion of community amenities such as parks and schools. The connections should promote community identity.
- **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

		ct Consiste	ency
RH Site Evaluation Matrix	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;	X		
Average=adjacent to neighborhood, some physical barriers, minor transitions;	^		
Low=separated from an residential existing area, physical barriers, no transitions			
available			
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;		X	
Low= Walk in excess of 20 minutes to range of service.			
*Parks and Recreation has specific service objectives for park proximity to			
residential			
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		X	
services?)			
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	X		
minute drive or no walkability)			
Site			
Contains no substantial natural features on the site (woodlands, wetlands,			
waterways)	X		
·	×		
Located outside of the Floodway Fringe	^		
Separated adequately from adjacent noise, business operations, air quality (trains,	X		
highways, industrial uses, airport approach)			
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		Х
	_ ^		
Site design for landscape buffering			X
Includes affordable housing (Low and Moderate Income))			Х

<sup>\*\*</sup>Note, contract rezoning include retention of Crawford School building, no other plans are available for review.

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;	X		
Low= majority of site exceeds 1/4 miles walk from bus stop.			
CyRide service has adequate schedule and capacity			
High=seating capacity at peak times with schedule for full service		X	
Average=seating capacity at peak times with limited schedule		^	
Low=either no capacity for peak trips or schedule does not provide reliable service			
Pedestrian and Bike path or lanes with connectivity to neighborhood or commute		Х	
Roadway capacity and intersection operations (existing and planned at LOS C)		Х	
Site access and safety	Х		
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		X	
Low=system capacity is low, major extension needed or requires unplanned city			
participation in cost.			
Consistent with emergency response goals			
High=Fire average response time less than 3 minutes			
Average=Fire average response time within 3-5 minutes	X		
Low=Fire average response time exceeds 5 minutes, or projected substantial			
increase in service calls			
Investment/Catalyst			
Support prior City sponsored neighborhood/district investments or sub-area		Х	
planning		۸	
Creates character/identity/sense of place		Х	
Encourages economic development or diversification of retail commercial (Mixed			Х
Use Development)			^

# Attachment G Developer's LUPP Amendment Narrative

Land Use Policy Plan Map Change Narrative
The Crawford School Redevelopment
S-GA to contract RH
City of Ames
October 24, 2017

#### **Explanation of Map Area to be changed:**

The area requested for change consists of approximately 1.66 acres of land designated as S-GA. The requested change is for the LUPP to be amended to reflect High Density Residential with a contract rezone for an independent senior facility, rather than the existing S-GA land use. Attached is a map showing the portion of the Land Use Map that needs to be changed.

#### NARRATIVE EXPLAINING THE PROPOSED CHANGE

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

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 the quality of life.

This area has been previously used as a school and administrative building. The proposed LUPP Map change will introduce RH land use with a 55+ independent living facility use condition. There is an underserved housing need for our aging population. This would be an excellent location for specialized RH housing that provides a smart solution to stated Goal No. 1.

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.

Nothing in this request is contrary to the goal.

Goal No. 3 – It is the goal of Ames to assure that it is an "environmentally-friendly" community and that all goals and objectives are integrated with this common goal. In continuing to serve as a concentrated area for human habitat and economic activity, Ames seeks to be compatible with its ecological systems in creating an environmentally sustainable community.

The proposed land use change presents no adverse ecological impacts to this site. Nor would any agricultural or environmentally sensitive lands be affected by this change. All City regulations pertaining to storm water pollution prevention policy, construction site erosion, and sediment control will be followed. Reusing the existing structure is a smart and sustainable building practice.

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 community to assure a more healthy, safe and attractive environment.

The area proposed will create a complimentary identity and is quite compatible with the surrounding neighborhood.

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 community to link the timing of development with the installation of public infrastructure including utilities, multi-model transportation system, parks and open space.

This project is within the City limits and has access to the existing transportation system. The site is adjacent to the paved street system and municipal utilities. No infrastructure modifications will be required.

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

This map change increases the supply of housing.

Goal No. 7 — It is the goal of Ames to provide greater mobility through more efficient use of personal automobiles and enhanced availability of an integrated system including alternative modes of transportation.

The project is located near campustown and the university. This infill location adapts well to multimodal transportation such as bikes, walking, Cy-Ride.

Goal No. 8 - It is the goal of Ames to enhance the role of downtown as a community focal point.

This change is not contrary to that goal.

Goal No. 9 — It is the goal of Ames to promote expansion and diversification of the economy in creating a base that is more self-sufficient and that is more sustainable with regard to the environment.

This change is not contrary to that goal. It compliments the goal.

Goal No. 10 - It is the goal of Ames to maintain and enhance its cultural heritage.

Nothing in the change is contrary to that goal. By preserving the existing structure, memories of the school and its cultural heritage will continue on.

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

This site is only suitable for a governmental type use. Private ownership cannot develop the site and the LUPP must be changed.

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 the expanding the amount of land included in the designation proposed for this property.

There is no high-density residential property available in town. The supply has been exhausted and areas that are currently zoned RH are being renovated, expanded and revitalized.

As a result of this action, will there be an adverse impact upon other undeveloped property in the designation proposed for this site.

There will be no adverse impact. There is no undeveloped property available in residential high density.

As a result of this action, will there be an adverse impact upon other developed property in the designation proposed for this site, which may be subject to redevelopment/rehabilitation.

There is no adverse impact.

Demonstrate that the new designation of the site would be in the public interest. What is the public need or community benefit?

Development of this area for residential high density does not present any conflicts with neighbors or surrounding properties. An additional area is created for a different market segment active adults and retirees. Preservation and reuse of the existing building benefits the community by providing a certain outcome for its use and appearance.

What impact will the proposed change have upon the following?

## Transportation

The change from S-GA to RH is neutral for this site. No expected increase in total traffic volume.

#### **Sanitary Sewer**

Sanitary sewer is adjacent to the site and available for use.

#### Water

The site is served by the City of Ames.

### **Storm Sewer**

The site is served by storm sewer installed previously. City of Ames ordinance 5B will apply to the development of this area and all storm sewer issues will be contained within the development.

### **Housing and Employment**

The number of units proposed is approximately 32 units. Employment will include services to the buildings and residents.

# Attachment H Developer's Rezoning Narrative

Rezone Narrative
The Crawford School Redevelopment
S-GA to RH (with contract)
City of Ames
October 24, 2017

#### **Reason for Rezoning**

The Crawford Ames, LLC has purchased the former Crawford School Building, located at 415 Stanton Ave, Ames, Iowa. The building is currently zoned S-GA has it was used as a school building and administrative building since its inception. Our Crawford Re-Imagined project proposes +/-32 apartment dwellings that cannot be developed without a residential zoning designation.

#### **Land Use Policy Plan Consistency**

Once the LUPP is amended, the requested zoning designation is consistent.

#### **Current Zoning**

The Crawford School Building is zoned S-GA.

#### **Proposed Zoning**

We are proposing a contract rezone (independent living facility, 55+) to allow conversion of a former school building for use as apartment dwellings in RH zone.

#### **Proposed Use**

Through the contract rezone to RH, we intend to convert the building into +/-32 apartment dwellings.

#### **Legal Description**

### • Current Legal Description:

Lot Seven (7), except the South Five (5) Feet and the West Fifteen (15) Feet thereof; also the South Five (5) Feet of Lot Six (6); except the West Fifteen (15) Feet thereof, all in W.T. Smith's Addition to Ames, Iowa (to be confirmed by abstract).

#### Proposed Legal Description

Same as current

#### Land area

+/- 1.67 acres

#### DO NOT WRITE IN THE SPACE ABOVE THIS LINE, RESERVED FOR RECORDER Prepared by: City Clerk's Office, 515 Clark Avenue, Ames, IA 50010 Phone: 515-239-5105 Return to: Ames City Clerk, P.O. Box 811, Ames, IA 50010

Ann H. Campbell, Mayor

Diane R. Voss, City Clerk