

ITEM #: 7
DATE: 05-04-16

COMMISSION ACTION FORM

SUBJECT: PUBLIC HEARING ON PROPOSED MAJOR LAND USE POLICY PLAN AMENDMENT FOR SOUTH DUFF AVENUE (BRICK TOWNE DEVELOPMENT)

DATE PREPARED: April 29, 2016

REQUEST: Amendment to Land Use Policy Plan (LUPP) Future Land Use Map

ACREAGE: 44 +/- acres

EXISTING LUPP DESIGNATION: HIGHWAY-ORIENTED COMMERCIAL

PROPOSED LUPP DESIGNATION: HIGH DENSITY RESIDENTIAL, HIGHWAY ORIENTED COMMERCIAL

CURRENT ZONING: HOC (Highway-Oriented Commercial)

OWNER/APPLICANT: Dickson and Luann Jensen

BACKGROUND INFORMATION:

In January of 2015 the City Council initiated a Land Use Policy Plan amendment at the request of Dickson Jensen for 57 acres (now reduced to 44 acres) of land he owns in the 3100 to 3400 block of South Duff Avenue. Mr. Jensen has proposed a high density residential development, while retaining a portion of the site for commercial use. The City Council designated this request as a Major LUPP Amendment due to the type of change and the size of the request.

The property lies on the west side of S Duff Avenue (Highway 69) and east of the Ames airport. It has frontage on the north side and south side of Story Memorial Gardens, a private cemetery (see Attachment A for a location map). The Land Use Policy Plan currently identifies this area as Highway-Oriented Commercial (see Attachment B).

Mr. Jensen's request is for the west and south portion of the property to be designated as High Density Residential while retaining the frontage north of the cemetery as Highway-Oriented Commercial (see Attachment C). The developer believes that the site would accommodate approximately 700 apartment units in a variety of configurations focused mostly on 1-bedroom unit types and within buildings that would typically be greater than 12 units per building in size. The developer also believes the site would be built out as a large apartment community, rather than have the site subdivided into individual lots for separate development. Although the estimated 700 units could be built within the allowable range of medium density, the property owner desires to construct larger apartment buildings that are permissible within the

High Density Residential zoning district. Final details of the future zoning and site configuration will not be set by a LUPP Amendment, as this step in the development process only contemplates appropriateness of use, not site development details.

During the scoping open house in February 2015 and subsequent workshop in March of 2016, two primary issues of concern to the neighbors were raised: traffic on US Highway 69 and storm water management. The City had the developer complete studies for traffic impacts from development of the site and how the site's development would fit within the City desire to improve storm water management within the general area. The studies found that significant improvements are needed along Duff Avenue due to current condition, future growth, and specific impacts of the developer's proposed plan. The storm water assessment concluded that development of the site and the City's interest in storm water detention facilities could both be accommodated through a coordinated effort. These issues, and others, are more fully addressed in the addendum.

ALTERNATIVES:

1. The Planning and Zoning Commission can recommend to the City Council that Highway Oriented Commercial be retained for the frontage along S Duff Avenue north of the cemetery and designate the remainder as High Density Residential as shown in Attachment C.
2. The Planning and Zoning Commission can recommend to the City Council to retain the existing Highway-Oriented Commercial for the entire site, declining any changes.
3. The Planning and Zoning Commission can make an alternative recommendation for the mix of residential or commercial use to the City Council.
4. The Planning and Zoning Commission can request the applicant or staff provide additional information prior to making a recommendation.

RECOMMENDED ACTION:

Staff believes the studies that have been completed for the site demonstrate how the site could accommodate a high density residential development. Staff further believes the most viable option, compared to keeping Highway Oriented Commercial for the whole site, is to keep an area reserved for smaller scale commercial uses at Crystal Street in combination with High Density Residential to the west and south of the commercial.

The RH evaluation matrix shows mixed results (see attached addendum). However, the proposal can meet some of the housing interests of the city as described by the applicant and if there are commitments for future traffic improvements, the area can support the high density development. The site itself is adjacent to services and jobs, but does not integrate into an existing neighborhood and has potential undesirable compatibility issues with the external uses of the airport, commercial development in the

area, and a cemetery. The airport proximity is clearly the a unique issue about this request and how will its operations impact the desirability of the site for future residents.

Utilities and infrastructure can be extended relatively easily and modeling shows no capacity constraints. Stormwater can be improved with the joint actions of the City and developer based on the recommendations of the Teagarden Study. And, with the specific identified improvements of the Traffic Impact Study, levels of service can be improved and maintained from the opening day of the development through year 2035 traffic.

Staff believes that changing the land use at this time can be supported as providing for a needed housing type and not necessarily compromising the commercial land needs of the City by converting HOC land to a different use. Therefore, the Planning and Housing Department recommends that the proposed land use change to add high density residential can be found to be consistent with the goals of the Land Use Policy Plan and recommends Alternative #1 be forwarded to the City Council for consideration in the LUPP Amendment.

ADDENDUM

Site Conditions. This site has been designated as Highway-Oriented Commercial for more than a decade. The area was zoned HOC in 2011 at the request of the prior property owner. The site has two frontages on South Duff Avenue; 430 feet north of the cemetery and 300 feet south of the cemetery. There is relatively little frontage compared to its total acreage of 44 acres. The depth of the area ranges between 480 feet and 1,800 feet. Development of the site will require at least two points of access.

The proposal retains commercial opportunities along Highway 69 north of the cemetery and allows high-density residential over the remainder. Staff envisions development of the site will require a signalized intersection being created at the Crystal Street intersection that allows for an access road to serve development to the west, nearer the airport. An additional access point is proposed south of the cemetery, also to serve development areas to the west.

The area is capable of being served by city water and sanitary sewer with extensions of existing lines in the area.

Traffic Impacts. In order to anticipate proposed traffic impacts, the City commissioned a traffic impact study to evaluate current needs, proposed impacts, and future needs on the transportation system. The study evaluated impacts at eight intersections along Highway 69, from South 16th Street to Garden Road (see Attachment D). The study can be found at the Planning and Housing What's New web page at:

<http://www.cityofames.org/government/departments-divisions-i-z/planning/south-duff-avenue-lupp-amendment>

The study looked at current levels of service, future levels of service (year 2035) without the development, opening day of the development, and future 2035 levels of service with full build-out of the development. The study identified needed improvements along the Highway 69 corridor as a result of general growth in the community. However, it also identified specific improvements needed to mitigate the impacts of this development on levels of service on this corridor.

The study recommends the following improvements, in addition to other recommendations for the area:

- Construct a signal at South Duff Avenue and Highway 30 Eastbound ramp.
- Construct a signal at Crystal Street and Highway 30 intersection to serve the new development.
- Extend the three lane cross section south to the new south entrance to the proposed development, or possibly to Garden Road.
- Construct an additional left turn lane from Airport Road to South Duff Avenue.
- Improved pedestrian and shared use path connections along South Duff Avenue.

Based on the study, staff believes solutions exist to mitigate the impacts of additional traffic in south Ames. Some of the recommend projects are incremental capacity increases that may have to be implemented as part of larger projects. Staff believes that

at the time of rezoning a development agreement will be need to establish the developer's responsibility for roadway improvements and timing of improvements.

Storm Water Management. There are three drainage areas on the west side of South Duff Avenue that carry stormwater under the road to the east side. Property owners have expressed concerns that development on the west side of South Duff Avenue will exacerbate existing conditions and lead to localized flooding and wet basements. There is also a concern that, infrequently, the highway is closed due to stormwater overtopping the roadway.

The City commissioned the Tea Garden Drainage study, completed in 2015, that makes specific recommendations for improvements that ameliorate the effects of existing drainage patterns. The full report can be found at on the Planning and Housing What's New webpage at:

<http://www.cityofames.org/government/departments-divisions-i-z/planning/south-duff-avenue-lupp-amendment>

The recommendations offer the maximum amount of flood protection without creating a larger future hazard of impounding water as a dam or creating a body of standing water that would be a flight hazard to airport operations. Using that study, the developer has done further analysis to determine what storage requirements will be needed to achieve the improvements needed by the City and to mitigate the increased runoff due to this development. An estimated storage capacity of 49 acre feet is needed which the developer will need to incorporate into his development site. The findings of the study illustrate that development of the site could be done in a matter that meets City and property owner interests. The City would need to enter into a development agreement for potential cost sharing of stormwater improvements on this site. If the project were not to move forward, the City would pursue implementing the recommendations of the Tea Garden Study independently rather than in a partnership.

Commercial Land

A recent survey of vacant land from the fall of 2015 indicated the City has approximately 225 acres of Highway Oriented Commercial zoned land, including this site. HOC zoned land is spread throughout the southeast areas of town that include South and Southeast 16th Street, Dayton Avenue, and Duff Avenue. The City also has approximately 235 acres of landed zoned for new regional commercial development along 13th Street and east of I-35. These areas allow for a diverse range of commercial uses of retail, office, hotels, and service commercial businesses. Not all types of commercial businesses have the same location needs. The value of commercial land varies greatly due to specific site attributes of frontage and surrounding uses. Staff believes that there is at least a 10 year supply of commercial land to meet a variety of commercial land needs. Some commercial land needs for office and service businesses can be met by general industrial zoning as well as commercial zoning.

Multi-Family Development

Spring 2016 Apartment Project Estimate

	Unit Estimates & Year Open	2017	2018	2019
	Pending Rezoning Requests			
1	Crane Property on Mortenson (proposed FS-RM 23 acres-352 units)	180	88	84
2	Village Park Cottonwood/S. 530 th Avenue (proposed RH/FS-RM 20 acres- 250 units)	110	70	70
3	Rose Prairie (proposed FS-RM 13 acres)		?	?
	Pending LUPP Amendment Requests			
4	S. Duff LUPP Amendment Brick Towne (proposed 40 acres- 700 units)	150	250	300
5	Sheldon/Hyland Campustown LUPP (proposed 1.5 acres-160 units)		160	
	Site Plan Approvals			
6	Stadium View (approved 198 units total)	80		
7	122 Hayward (Campustown)	45		
8	Aspen Heights (205 Wilmoth 10 acres)	135		
	Vacant Zoned Land			
9	S. 17 th (12 vacant RH acres, limited 525 beds)	?	?	?
10	Quarry Estates (10 acres FS-RM, 80-100 units)		?	?
11	North Dakota/Lincoln Way (3 acres RH, est. 50 units)	?	?	
	Estimated Total	700	558	454

**Does not include all projects that will be complete in 2016, e.g. The Edge, ISU Dorm, Campus Avenue, Walnut Ridge, 1st Phase Stadium View, etc.*

Recent development trends of the past 6 years have yielded an average of building permits issued for 295 apartment units and 725 bedrooms per year. The highest single year of construction was 2014 with building permits for 416 units and 1190 bedrooms. When considering the city's apartment construction it is important to note that student housing generally has a much higher ratio of bedrooms to units compared to standard multi-family housing that is built with mostly one and two-bedroom units. Construction of more "typical" apartment units would then increase the number of units built to yield the same number of bedrooms as compared to prior years.

Based upon staff's prior assessment of apartment development trends; vacancy rates; economic development; and university enrollment increases, there appears to be a sustainable near term demand for multi-family housing options at levels similar to recent years. Staff specifically believes that multi-family housing targeted to the workforce or the general housing needs of community, beyond student specific housing, has lagged in the past few years and that these types of multi-family are needed within the community. As indicated in the above table, the range of potential apartment development and sites for apartments exceeds the likely 2-3 year demand from prior years, but may be viewed as meeting longer term needs of the City beyond the next few years.

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 E, and described the highlights of its determinations below. Overall the site received mixed ratings, with much of the details and commitments for site development not included with the LUPP Amendment there are potentially changes in the ratings between the stages of a LUPP Amendment evaluation and a subsequent rezoning request if the LUPP Amendment is approved.

Location/Surroundings: The site is not well integrated into adjoining neighborhoods. To the west is the airport and the site is separated from the residential neighborhood to the east by Highway 69. The airport runway is approximately 700 feet from the western most property line of the subject area. Other uses on South Duff Avenue are the cemetery and a church. However, the site is rather large and can develop its own neighborhood identity with appropriate design and layout.

Employment opportunities would exist within the proposed and adjacent commercial areas. Other opportunities exist in east Ames, along the South Duff Avenue corridor and at the ISU Research Park to the west. This site would also be attractive for those wishing to commute to Huxley or Ankeny.

Site: As noted previously, the site has three drainageways that will need to be improved and around which the development needs to be designed. However, there is no designated floodway fringe on the site. There is a stream channel along the north property line of the site that would likely be modified for a new street intersection and enlarged for storm water detention.

The site will be near the Ames general aviation airport. The airport mostly serves propeller-type airplanes and limited jet service (but no scheduled commercial flights). Because of the location of the development site in relation to the runways, there is no aviation hazard which needs to be avoided or expected impacts on airport operations. The site could have noise complaints depending on the times of flights and sensitivity of residents.

Housing Types and Design: Housing design is not generally required as part of an LUPP request—they may be more important at the rezoning stage. Generally, if information is not available, the project gets a low rating on design issues. The developer proposes to target these apartment units to a workforce resident. He anticipates mostly one-bedroom units in buildings up to about 36 units. The statement of intent for smaller units sizes could be viewed as supporting a needed housing type at the rezoning stage and was rated high in accordance with our desire to broaden housing options from recent trends. Development is not anticipated to be low or moderate income housing.

Transportation: For transit access, staff rated the site as average due to the front half of the site being within a ¼ mile distance of the bus stop. However, the majority of actual apartment units location is likely to end up being further than the ¼ miles target unless Cyride establishes a new bus stop along Duff Avenue. The nearest Yellow Line stop is at the intersection of Jewel and South Duff. Staff rated the quality of service for the Yellow Line as average, since there is some capacity and the schedule supports trip reliability for weekdays. A person may take a bus and make connections during morning hours or after work to meet an 8 to 5 work schedule. Very limited midday service is provided by Grey Route, and there is no evening or Sunday service.

With sidewalk and shared use path improvements on South Duff Avenue, access to the north should be much improved. The development should have a well-defined internal shared-use and sidewalk system in order to safely direct users to the South Duff Avenue corridor. Under current conditions though, it has poor connectivity and was rated low.

The commitments that will need to be made for traffic improvements on South Duff Avenue and the various intersections are critical to assuring an improved level of service on this corridor. And the timing of those improvements should be such that they are ahead of the future forecasted demand. With future improvements along the Highway 69 corridor and the site's frontage, this criterion would score higher. The primary concern would be the offsite intersection service levels in the cumulative growth scenarios, with or without this project.

Public Utilities/Services: Staff evaluation of sanitary sewer capacity and water usage does not indicate any constraints for the development. The recommendations of the Teagarden Drainage Study, when implemented with the development, should improve current stormwater drainage issues.

The fire station lies only 3,500 feet north of the southern-most extent of the development. Fire response time should be minimal.

Investment/Catalyst: The City never envisioned this as a potential residential neighborhood before this development was proposed. The size of it could allow it to be a self contained or private community, thus it may become an identifiable development even though its sits outside of an indefinable neighborhood.

Retaining a commercial area at the front will provide shopping and employment opportunities to serve this neighborhood as well as serving the 12,000 vehicles (2011 IDOT traffic count) per day on this section of US Highway 69.

LUPP Goals. The Goals and Objectives of the Land Use Policy Plan create the vision for the physical development of Ames. Among the goals that are applicable to this proposed amendment are:

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.

and

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.*

and

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

Staff comments: The community is growing, of that there is no doubt. The City tries to maintain and expand housing options while maintaining the balance of housing choices that the market demands. A number of single-family residential subdivisions have or will soon come on line. In addition, apartment construction near campus is attempting to keep pace with enrollment increases. This development proposes a housing type of which the developer believes there is a market smaller one-bedroom units, away from campus, and targeted to the local workforce. Staff has identified a need for more "workforce targeted" housing options.

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.*

Staff comments: The overall size of this proposed development (44 acres) comprised of some commercial with the residential component, can allow for the development of its own unique neighborhood, the area is not likely to be linked as a sense of place with other surrounding properties. The most difficult issue to evaluate is the site location with its surroundings, including the airport. The development is not planned in an identified aviation hazard area, but is in close proximity to the airport where operation noise could affect future residents. There are no other large scale commercial uses nearby that could affect the living environment.

Transportation improvements are needed for safe access to the site. And with the proposed pedestrian and shared use connections that would accompany it, it should connect to the existing residential neighborhood and adjacent commercial nodes.

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.*

Staff comments. The subject area is within the City already, but has not been identified as growth area for residential development. The proposed development requires only the extensions of existing sanitary sewer and water lines that are adjacent. It does not extend the City limits beyond existing borders and can accommodate 700 or more residents.

The identified improvements to stormwater and traffic should ameliorate existing conditions and also accommodate the increases in storm water runoff and increased traffic from the development. These improvements would be needed to support development of the site.

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.*

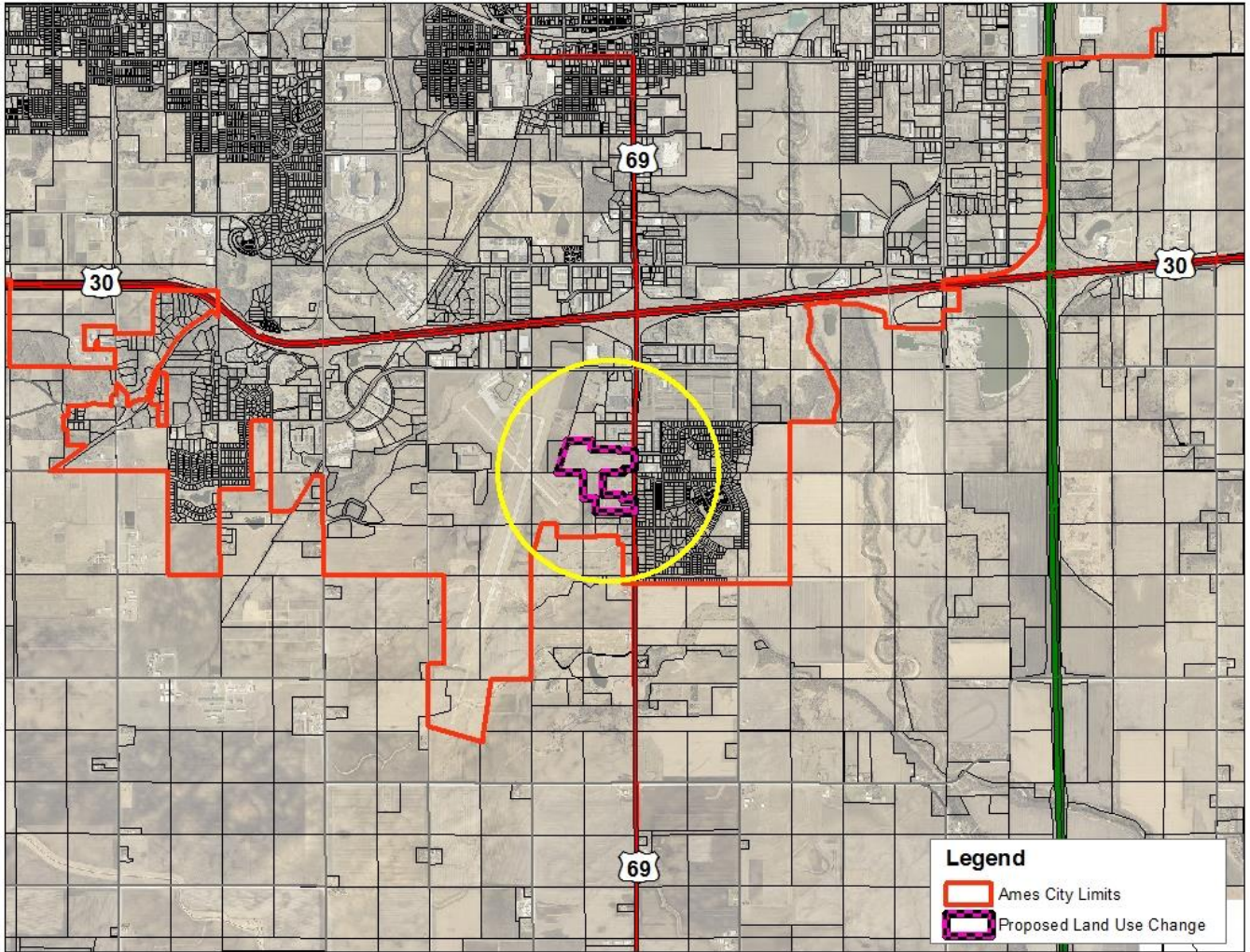
Staff comments. The residents of this proposed development will have a variety of transportation options. There is limited access to CyRide adjacent to the site. Improvements to the shared use path and sidewalks will allow that option for access to the north.

However, it is anticipated that the bulk of the residents will use their automobiles for work, shopping, entertainment, and cultural events. The proposed traffic improvements will accommodate the expected traffic from this development. And, in conjunction with City-sponsored improvements, will mitigate some congestion issues that currently exist.

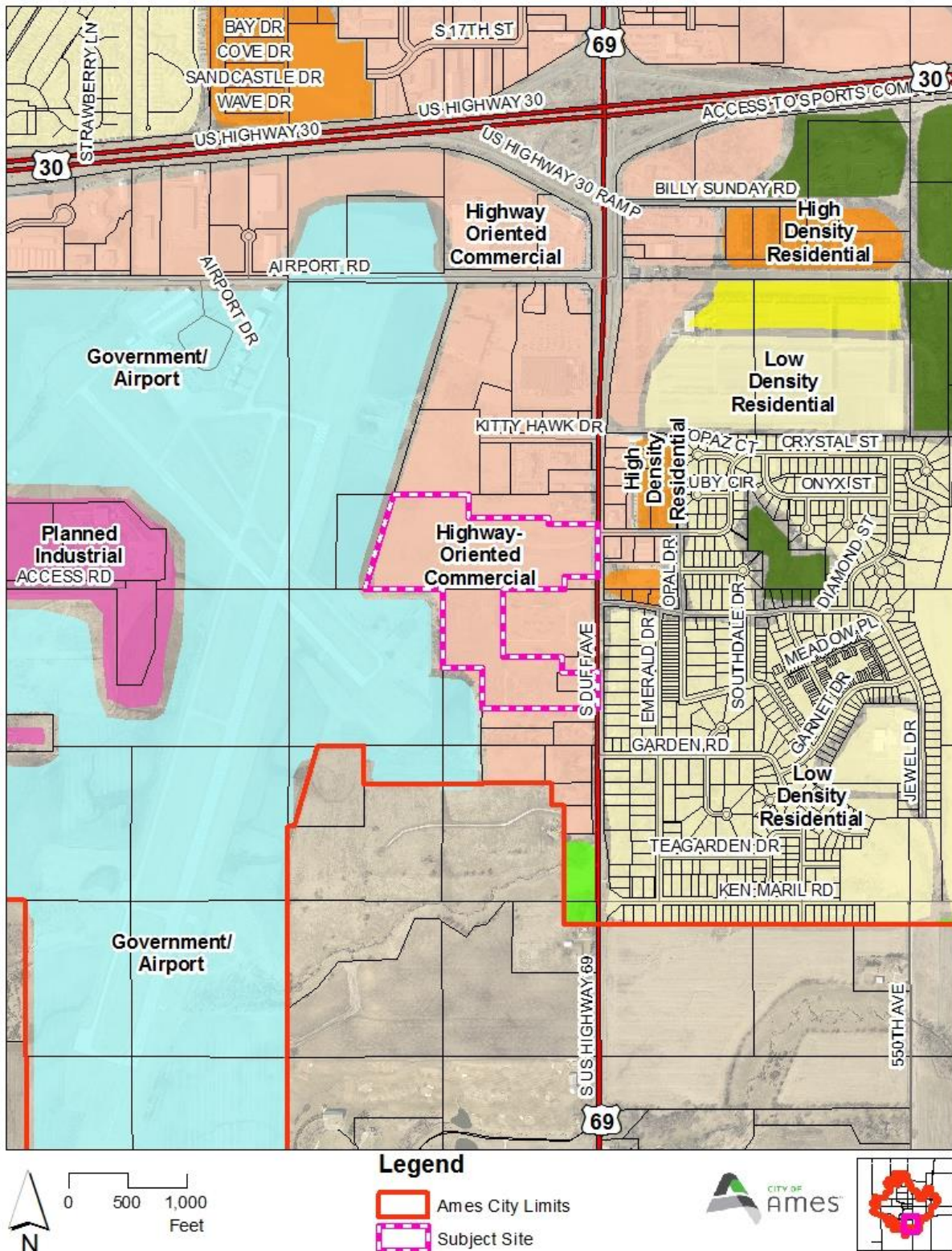
LUPP Considerations. **Appendix C of the Land Use Policy Plan identifies criteria when considering amendments to the Land Use Policy Plan.** Some of these criteria parallel those of the RH evaluation criteria—some are unique to the LUPP.

1. *City resources, including staff, budget, utilities, transportation, parks and/or schools, necessary to implement the proposed amendment.*
2. *The City's ability to provide the full range of public facilities and services at the planned level of service, or if the proposal will consume public resources otherwise needed to support comprehensive plan implementation strategies.*
3. *How the proposal relates to current land use allocations and growth projections that are the basis of the comprehensive plan.*
4. *Compatibility of development allowed under the proposal amendment with neighboring land uses and surrounding neighborhoods, if applicable.*
5. *Affects of the proposed amendment on historic resources or neighborhoods, or the City's general sense of place.*
6. *The cumulative impacts of the proposed amendment, in combination with other proposed or recently approved amendments.*

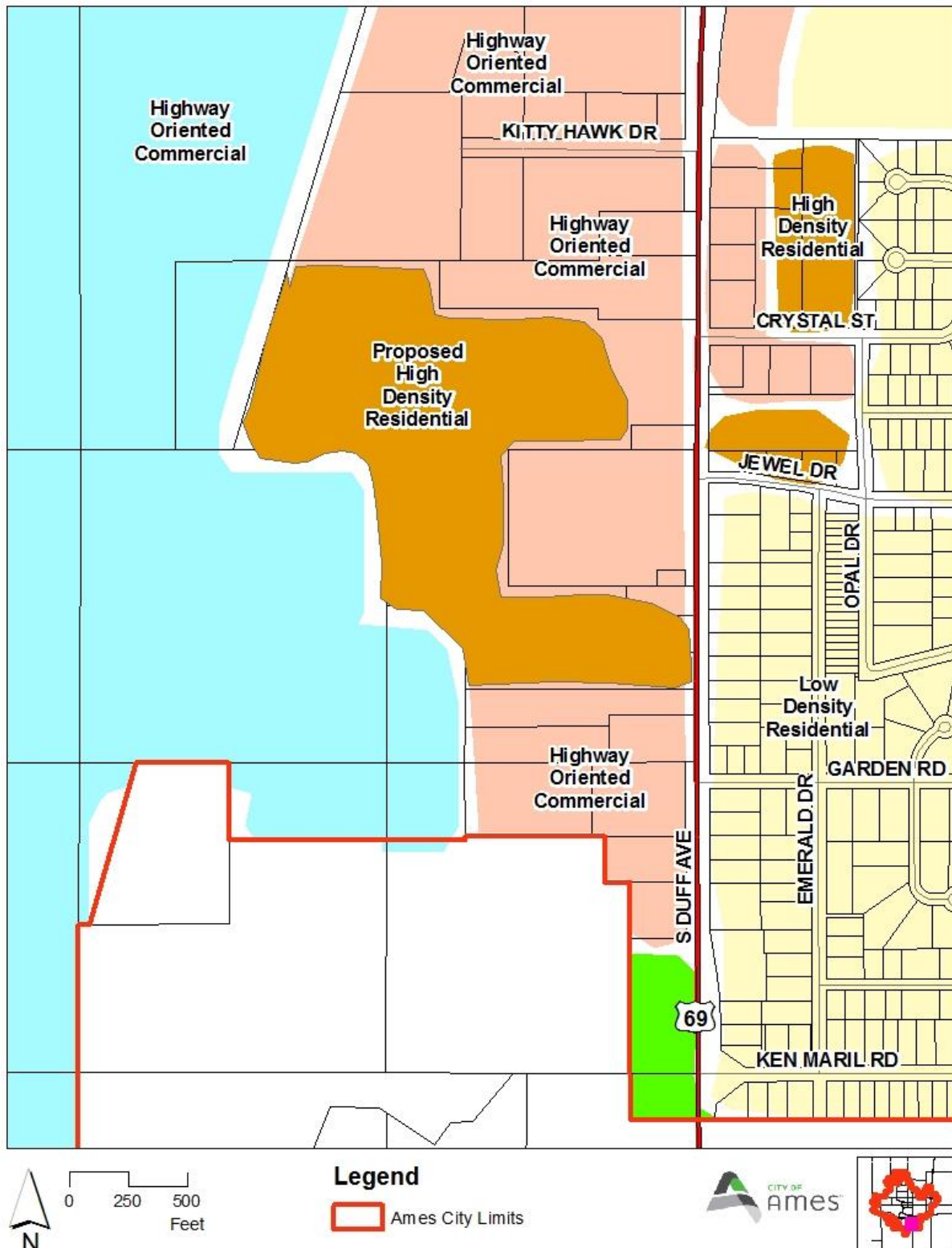
Attachment A: Location



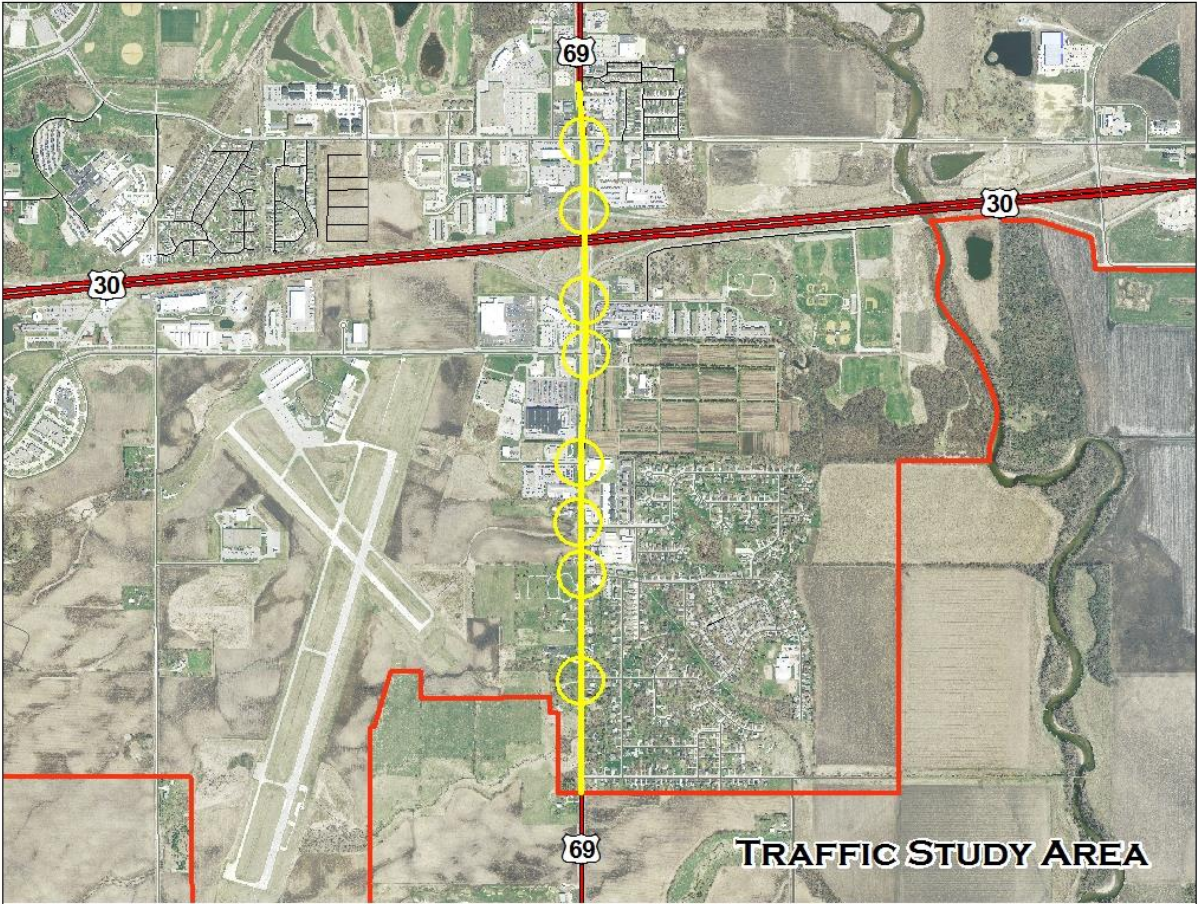
Attachment B: Existing LUPP Future Land Use Map [Excerpt]



Attachment C: Proposed LUPP Future Land Use Map [Excerpt]



Attachment D: Traffic Study Area



Attachment E: RH Site Evaluation Matrix

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			X
Roadway capacity and intersection operations (existing and planned at LOS C)			X
Site access and safety		X	
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	