

★ **Roll Call Number**

Agenda Item Number

42A

Date November 6, 2006

WHEREAS, on August 7, 2000, by Roll Call No. 00-3381 the City Council adopted the Des Moines 2020 Community Character Land Use Plan; and

WHEREAS, the City Plan and Zoning Commission has advised in the attached letter that at a public hearing held October 5, 2006, the members voted 12-0-1 in support of a motion to recommend **APPROVAL** of a request from Hubbell Realty Company (developer) represented by Steve Niebuhr (officer) to amend the Des Moines 2020 Community Character Land Use Plan future land use designation from Low/Medium Density Residential to Public/Semi-Public for property located in the vicinity of 31st Street and Carpenter Avenue, as more specifically shown in the accompanying map.

NOW THEREFORE, BE IT RESOLVED, by the City Council of the City of Des Moines, Iowa, as follows:

1. That the proposed amendment to the Des Moines 2020 Community Character Land Use Plan described above, is hereby approved.
2. That all other parts of said Des Moines 2020 Community Character Land Use Plan are hereby deemed to remain in full force and effect and the Plan adopted by the City Council by Roll Call No. 00-3381 on August 7, 2000, and all subsequent amendments thereto including the amendment herein shall constitute the official comprehensive plan known as the Des Moines 2020 Community Character Land Use Plan.

MOVED by _____ to approve the proposed amendment.

FORM APPROVED:


 Roger K. Brown, Assistant City Attorney

(21-2006-4.15)

COUNCIL ACTION	YEAS	NAYS	PASS	ABSENT
COWNIE				
COLEMAN				
HENSLEY				
KIERNAN				
MAHAFFEY				
VLASSIS				
TOTAL				

CERTIFICATE

I, DIANE RAUH, City Clerk of said City hereby certify that at a meeting of the City Council of said City of Des Moines, held on the above date, among other proceedings the above was adopted.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my seal the day and year first above written.

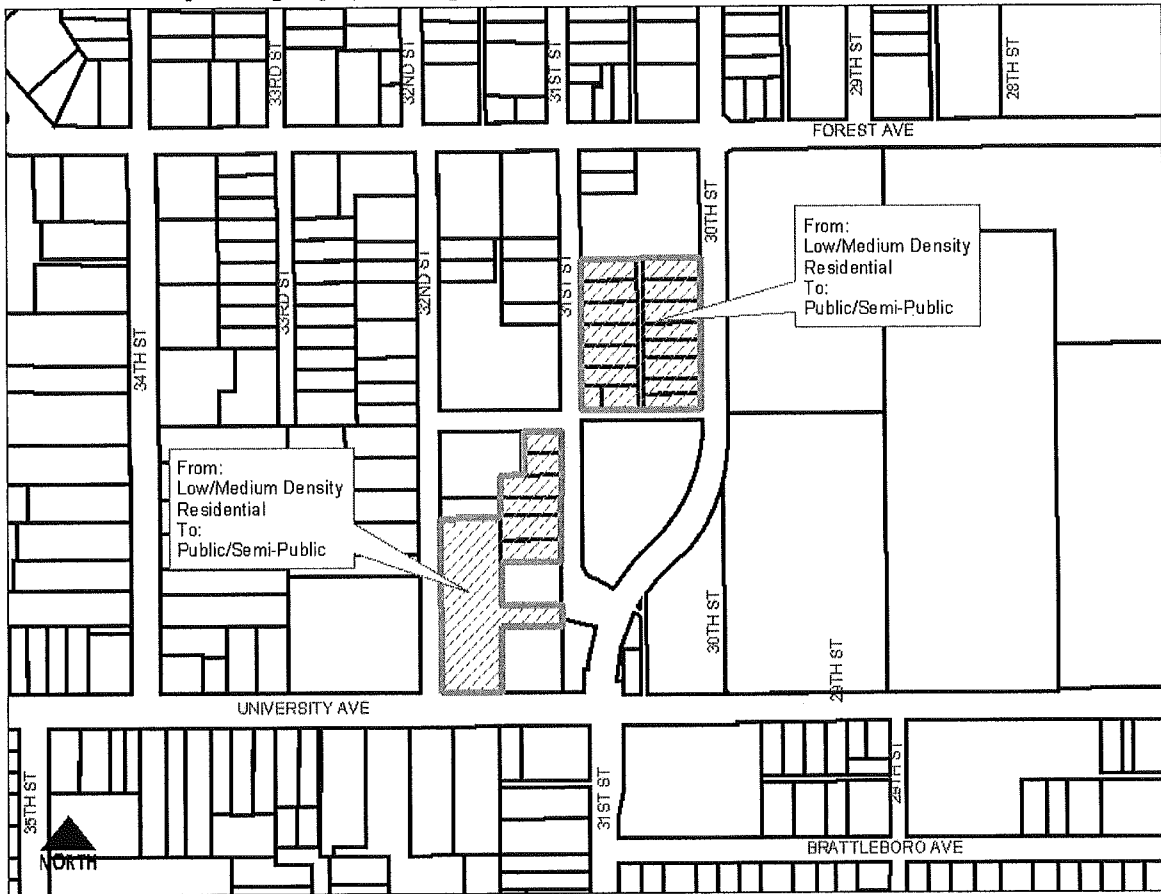
MOTION CARRIED APPROVED

 Mayor

 City Clerk

21-2006-4.15

Hubbell Realty Company (Developer) - Vicinity of 31st Street and Carpenter Avenue



November 6, 2006

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Honorable Mayor and City Council
City of Des Moines, Iowa

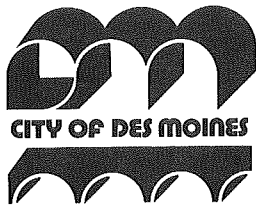
Members:

Communication from the City Plan and Zoning Commission advising that at their meeting held October 5, 2006, the following action was taken:

COMMISSION RECOMMENDATION:

After public hearing, the members voted 12-0-1 as follows:

Commission Action:	Yes	Nays	Pass	Absent
David Cupp	X			
Shirley Daniels	X			
Dann Flaherty	X			
Bruce Heilman	X			
Jeffrey Johannsen	X			
Greg Jones	X			
Frances Koontz	X			
Kaye Lozier	X			
Brian Meyer	X			
Brian Millard	X			
Brook Rosenberg	X			
Mike Simonson				X
Kent Sovern				X
Tim Urban	X			
Marc Wallace			X	



CITY PLAN AND ZONING COMMISSION
 ARMORY BUILDING
 602 ROBERT D. RAY DRIVE
 DES MOINES, IOWA 50309-1881
 (515) 283-4182

ALL-AMERICA CITY
 1949, 1976, 1981
 2003

APPROVAL of a request from Hubbell Realty Company (developer) represented by Steve Niebuhr (officer) to amend the Des Moines 2020 Community Character Land Use Plan future land use designation from Low/Medium Density Residential to Public/Semi-Public for property located in the vicinity of 31st Street and Carpenter Avenue. (21-2006-4.15)

By same motion and vote, members moved for **APPROVAL** of a request to rezone Subject property from the "R-3" Multiple-Family Residential District to "PUD" Planned Unit Development and to approve a proposed Conceptual Plan for the development of two five-story student apartment buildings on the block bounded by Forest Avenue, Carpenter Avenue, 30th Street and 31st Street; and a three-story student apartment building on the block bounded by Carpenter Avenue, University Avenue, 31st Street and 32nd Street. This complex would provide residential housing for up to 489 university students in 149 apartment suites with up to 8,000 square feet of ground floor retail/office use fronting Carpenter Avenue between 30th Street and 31st Street subject to the following revisions: (ZON2006-00128)

1. Provision of a note requiring mitigation for removal of any mature over story trees on a tree for tree (quantity) basis, with the following tree protection language added to the plan for mature trees that are identified to remain:

None of the existing trees identified to remain which are a minimum 6 inches in trunk diameter and a minimum of 4-feet in height shall be removed or destroyed and shall be preserved to the maximum extent feasible as follows:

- A) Tree protection zones will be designated in the field and certified by the Planning and Urban Design Division of the City of Des Moines prior to commencement of excavation, grading, or construction.
- B) Barriers defining the buffer and tree protection zones shall be constructed of orange fencing a minimum of 4-feet in height, secured with metal tree posts, no closer than six feet from the trunk or 1/2 of the drip line of any existing tree within the buffer and tree protection zones, whichever is greater.
- C) There shall be no storage or movement of equipment, material, debris, or fill within the fenced buffer and tree protection zones.
- D) There shall be no cut or fill over a four-inch depth within the drip line of any tree in the tree protection zones, unless a qualified arborist or forester has evaluated and approved the disturbance.
- E) During the construction stage of development, the applicant shall prevent the cleaning of equipment or material or the storage and disposal of waste material such as paints, oils, solvents, asphalt, concrete, motor oil, or any other material harmful to the life of vegetation within the buffer and tree protection zones.
- F) No damaging attachment, wires, signs, or permits may be fastened to any tree within the buffer and tree protection zones.
- G) The installation of utilities, irrigation lines, or underground fixtures within the buffer and tree protection zones requiring excavation deeper than 6 inches shall be accomplished by boring under the root system of existing trees at a minimum depth of 24 inches. The auger distance is established from the face of the tree (outer bark) and is scaled from the tree diameter at 4 feet height in the chart described below:

Tree diameter at 4-ft height (inches)	Auger distance from Face of Tree (feet)
0-2	1
3-4	2
5-9	5
10-14	10
15-19	12
Over 19	15

- H) The removal of utilities, irrigation lines, or any underground fixture within the buffer and tree protection zones requiring excavation deeper than 6-inches shall be accomplished by methods approved by the Planning and Development Administrator that protect the life of vegetation.
 - I) The destruction of any trees within the tree protection zones that meet or exceed the required diameter and height shall require the owner to plant 2 new trees at 3-inch caliper to replace any one tree destroyed.
 - J) No building construction shall be allowed in the tree protection zones.
2. Addition of a requirement that off-street parking areas shall meet the minimum landscaping standards as applicable to "C-3" Districts.
 3. Revise the alignment of the sidewalk along the north side of Carpenter Street to direct pedestrians as close as possible to the 30th Street crossing.
 4. All residential use of the property shall be limited to students, staff or guests of Drake University. C-1 Commercial uses are permitted with 24-hour operation.
 5. Revise the maximum height from 70' to 60'.
 6. Addition of a requirement that all rooftop mechanical equipment shall be screened from view on adjacent streets.
 7. Development Plan shall be subject to Plan and Zoning review and approval.

The subject property is owned by Drake University

Written Responses

2 In Favor

0 In Opposition

This item would not require a 6/7 vote by City Council.

STAFF RECOMMENDATION AND BASIS FOR APPROVAL

Part A) Staff recommends approval of the requested amendment of the future land use designation from Low/Medium Density Residential to Public/Semi-Public.

Part B) Staff recommends that the proposed rezoning and conceptual plan be found in conformance with the recommended future land use designation and the Des Moines' 2020 Community Character Plan.

Part C) Staff recommends approval of the requested rezoning from "R-3" Multiple-Family Residential District to "PUD" Planned Unit Development.

Part D) Staff recommends approval of the proposed conceptual plan subject to the following revisions:

1. Provision of a note requiring mitigation for removal of any mature over story trees on a tree for tree (quantity) basis, with the following tree protection language added to the plan for mature trees that are identified to remain:

None of the existing trees identified to remain which are a minimum 6 inches in trunk diameter and a minimum of 4-feet in height shall be removed or destroyed and shall be preserved to the maximum extent feasible as follows:

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- E) During the construction stage of development, the applicant shall prevent the cleaning of equipment or material or the storage and disposal of waste material such as paints, oils, solvents, asphalt, concrete, motor oil, or any other material harmful to the life of vegetation within the buffer and tree protection zones.
- F) No damaging attachment, wires, signs, or permits may be fastened to any tree within the buffer and tree protection zones.
- G) The installation of utilities, irrigation lines, or underground fixtures within the buffer and tree protection zones requiring excavation deeper than 6 inches shall be accomplished by boring under the root system of existing trees at a minimum depth of 24 inches. The auger distance is established from the face of the tree (outer bark) and is scaled from the tree diameter at 4 feet height in the chart described below:

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 - I) The destruction of any trees within the tree protection zones that meet or exceed the required diameter and height shall require the owner to plant 2 new trees at 3-inch caliper to replace any one tree destroyed.
 - J) No building construction shall be allowed in the tree protection zones.
2. Addition of a requirement that off-street parking areas shall meet the minimum landscaping standards as applicable to "C-3" Districts.
 3. Revise the alignment of the sidewalk along the north side of Carpenter Street to direct pedestrians as close as possible to the 30th Street crossing.
 4. Notes clarifying permitted uses as follows: all residential use of the property shall be for students enrolled at Drake University or persons employed at least half-time with Drake University; all commercial uses shall be uses that directly support the residents of the student housing but may be open to members of the public with 24 hours a day operation; and no commercial use shall involve the sale of tobacco products or alcoholic beverages such as liquor, wine, and/or beer
 5. Revise the maximum height from 70' to 60'.
 6. Addition of a requirement that all rooftop mechanical equipment shall be screened from view on adjacent streets.

STAFF REPORT

I. GENERAL INFORMATION

1. **Purpose of Request:** The applicant, in partnership with Drake University, is seeking to redevelop portions of two blocks with apartment style student housing. The 149 new units will also replace some units lost in modernizing and reconfiguring the existing dormitories on the Drake Campus to provide better living space.
2. **Size of Site:** 2.29 acres.
3. **Existing Zoning (site):** "R-3" Multiple Family Residential District.
4. **Existing Land Use (site):** The north block portion currently has 11 single-family dwellings, a four-plex conversion, and a duplex conversion. The south block portion has six (6) single-family dwellings and a 47-unit dormitory (Ross Hall) along with approximately 50 surface off-street parking spaces. The proposed PUD will involve moving or demolition of all structures except Ross Hall. It is unknown at this time how many of the existing dwellings will be able to be feasibly relocated. The applicant has allowed a specific window of time for interested parties to move the structures.
5. **Adjacent Land Use and Zoning (north block):**

North – "C-1", Uses are McDonald's drive-thru restaurant, Commercial building with Paul Revere Pizza, Peggy's Tap, and Dick Pharmacy.

South – "R-3", Uses are off-street parking for Drake University and open space.

East – “R-3”, Use is Drake University campus student dormitories (Crawford, Stalnaker, Carpenter, and Herriott Halls)

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West – “R-3”, Uses are off-street parking for Drake University, four-plex conversion, single-family dwelling, and vacant land.

6. Adjacent Land Use and Zoning (south block):

North – “R-3”, Uses are four-plex conversion, a single-family dwelling and off-street parking for Drake University.

South – “R-3”, “C-1”, & “C-0”, Kum & Go convenience store and Lutheran Social Services of Iowa.

East – “R-3” & “C-1”, Uses are Norman apartment building, off-street parking for Drake University and a vacant retail building.

West – “R-3”, Uses are Trinity Lutheran Church, a duplex conversion, and single-family dwelling, and Drake University student health center.

7. General Neighborhood/Area Land Uses: The subject property is located at the western fringe of the Drake University campus west of 30th Street between the commercial corridors of Forest Avenue and University Avenue

8. Applicable Recognized Neighborhood(s): Drake Neighborhood Association.

9. Relevant Zoning History: N/A

10. 2020 Community Character Land Use Plan Designation: Low /Medium Density Residential.

11. Applicable Regulations: The Commission reviews all proposals to amend zoning boundaries or regulations within the City of Des Moines. Such amendments must be in conformance with the comprehensive plan for the City and designed to meet the criteria in 414.3 of the Iowa Code. Section 134-695 of the Zoning Ordinance provides for the review and approval by the Commission and City Council of a Conceptual Plan as part of rezoning to Planned Unit Development. The Commission may make recommendations to the City Council on revisions to be made to the Conceptual Plan in addition to the existing regulations as long as the subject property owner agrees to them in writing. The recommendation of the Commission will be forwarded to the City Council.

II. ADDITIONAL APPLICABLE INFORMATION

1. Natural Site Features: There are 30 mature deciduous trees consisting of approximately 879 caliper inches that are proposed to be removed by the development concept. They are comprised primarily of Oak, Elm, Maple, Linden, and Ash species.

In reviewing the plan, staff believes there is some potential to save a few of the large Oaks in the western parking lot on the north block. Staff also believes that a tree for tree replacement of new plantings to mature tree removed should be required within the overall site and that notes should be added to the plan to ensure protection of trees to be saved during the demolition, site preparation and construction.

2. Drainage/Grading: Any development plan will be subject to meeting the minimum requirements for storm water management under the site plan policies. In addition, language has been included on the conceptual plan that states conventional detention will be used in combination with conservation practices such as permeable pavements, infiltration trenches

and other method. Required soil erosion control methods will be employed during construction along with permanent design measures for erosion prevention.

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3. **Utilities:** All necessary utilities are immediately available for the proposed projects. Any relocation of existing utilities will be the responsibility of the developer.
4. **Landscaping & Buffering:** The proposed development is urban in nature and is similar to the pattern that might be found in the downtown or in neighborhood pedestrian commercial districts. The proposed minimum open space is 5% of the total site area. The applicant is proposing approximately 30 over story or street trees to mitigate the mature trees to be removed. In addition approximately 20 ornamental trees are proposed along with several shrubs distributed throughout both blocks. Staff believes that this is sufficient based upon the proposed open space. Staff recommends that the off-street parking lots should follow the landscaping requirements applicable to the "C-3" Districts.
5. **Traffic/Street System:** No alterations are proposed to the surrounding street network other than the addition of 19 angled spaces on the north side of Carpenter Street and 15 angled spaces on the west side of 31st Street. Traffic and Transportation staff found this configuration acceptable.

Traffic staff did recommend that the alignment of the sidewalk along the north side of Carpenter Street should be adjusted to direct pedestrians as close as possible to the 30th Street crossing and the alignment of the sidewalk connection on the east side.

6. **Access or Parking:** Attached is a parking analysis for the proposed housing project prepared by Anderson-Bogart consultants. The study concludes that the provided 124 parking spaces along with surrounding parking lots and on-street parking will exceed the parking demand which is estimated at approximately 100 spaces.

Traffic and Transportation Engineering staff have reviewed the study and the Conceptual Plan and have determined that the proposed parking is acceptable to including the on-street angled parking configurations proposed for 31st Street on the south block and Carpenter Street on the north block. The later is intended to serve the first floor retail/commercial proposed in the southern part of that block.

7. **2020 Community Character Plan:** The future land use designation of Low/Medium Density Residential for the subject property was anticipated based on the existing single-family and multiple-family conversion housing stock within the subject properties. The applicant proposes to amend this designation to Public/Semi-Public based on a proposed project in direct support of Drake University.

To be within the requested Public/Semi-Public designation, staff recommends that some clarifications regarding the permitted land use be added to the conceptual plan. First, all residential use of the property shall be for students enrolled at or persons employed at least half-time with Drake University. Second, all commercial uses shall be uses that directly support the residents of the student housing but may be open to members of the public with 24 hours a day operation. Finally, no commercial use shall involve the sale of tobacco products or alcoholic beverages such as` liquor, wine, and/or beer. Staff believes that these limitations will keep the use of the land within the Public/Semi-Public designation.

8. **Urban Design:** The conceptual architectural elevations of the proposed student apartment buildings show a contemporary flat roof design with widows and other vertical elements that give it compatible scale to other dormitory facilities in the nearby area. The exterior materials primarily consist of masonry block and brick on the first floor with contrasting accent materials of hardi-board and colored metal panels on the upper floors. The buildings on the north block will appear to have as many as five stories on the 30th Street side based on terrain. The

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building on the southern block will have four stories to be more compatible with the other apartment buildings and dormitory on that block.

The proximity of these buildings to public streets ranges from 10' to 25', with the minimum established at 10'. With the proposed building heights these setbacks will give the development a more urban and pedestrian oriented environment. This type of setback is consistent other development approvals surrounding the Drake campus. This development pattern is sought to achieve a more cohesive rather than sprawling campus environment. Staff believes a more compact and pedestrian oriented urban design pattern is appropriate given the proximity of the Drake campus.

Staff does not believe that the maximum height limitation of 70' is necessary based on the conceptual elevations of the buildings. A 60' height maximum should be sufficient. Notes should be provided requiring the screening of all rooftop mechanical equipment from view on adjacent streets.

SUMMARY OF DISCUSSION

Marc Wallace abstained from discussion due to a conflict of interest.

Jason Van Essen: Presented staff report and recommendation. Explained Drake University has allowed for the opportunity for someone to move the single-family homes within the area that Drake has acquired, four of which are currently planned for moving.

Brian Millard: Asked if antennas or cell towers would be allowed on top of the building.

Jason Van Essen: Noted since it is a PUD if it is not noted on the plan the applicant would have to return to the Commission to place anything on the roof.

Mike Ludwig: Noted the standard requirement in the zoning ordinance is that antennas and can extend 15' above the roofline of the building. There would have to be an amendment to the PUD to place anything on the roof without such a note.

Brook Rosenberg: Asked for clarification to the staff recommendations regarding use for resident students or employees of Drake University and all commercial use being directly-supportive of resident student housing but possibly being open to members of the public with 24 hour operation.

Jason Van Essen: Explained the application is essentially for a dormitory/residence hall. As such, staff believed the commercial uses should be limited.

Brook Rosenberg: Asked who makes the decision of what supports the student.

Mike Ludwig: Noted the applicant could explain the intent of the building in reference to residency. Due to the scale of the building and the setbacks, the project is clearly tied to Drake University. If the wording is not appropriate, the Commission could add or revise conditions.

Tim Urban: Asked Roger Brown if a PUD could be approved that puts occupancy classifications of people such as students at Drake University or part-time employees of the University.

Roger Brown: Explained the parking standards of a dormitory operated by or for a University is much less than the same parking requirements that would be applicable to that number of rooms if operated independent of the University as an apartment building. As long as it is being operated by and for the University it has the use of pooling their resources to satisfy the parking that is provided. Indicated if the property is sold and becomes an independent building, they would be forced to return to seek a rezoning, if it is to become an apartment building as more parking may then be required.

Larry Hulse: Noted it could work well as a PUD even though the street is there. The PUD offers the ability to make amendments if the use changes.

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Mike Ludwig: Noted staff considered a limitation to C-1 uses but the C-1 zoning district does not allow 24-hour operations.

Casey Port, Hubbell Realty: Noted the roof elevation is just under 60' and they would still ask to add a note to the plan allowing antennas etc. no more than 15' above the roofline, but they will not have a lot of rooftop mechanical equipment; all units have prepackaged mechanical units. Regarding the commercial space, the intent is that retail uses would support the students and the students would like those businesses to be allowed to operate later in the evening. Uses being considered are coffee shops, duplicating and copying and postal services with 24-hour operation. Noted the Drake University Board met and approved a situation that a tax-exempt foundation would own the structure.

Fran Koontz: Encouraged them to have a taxable entity.

Brook Rosenberg: Asked if the applicant was comfortable with the restriction in the staff recommendations relative to the housing being only for direct support to students for housing.

Casey Port: Noted they agree. Explained the south site would be targeted toward graduate students enrolled in the law and pharmacy programs and the north two buildings would be targeted towards upper classmen and graduate students. It is not the intent to fill the building with faculty, but they have asked that the option remain available.

Tim Urban: Uncomfortable with the idea of uses that have a relationship to the students but they aren't explicit. Asked if there was any problem allowing uses permissible under C-1 with the exception that they are allowed to be open for 24-hours. Asked about moving four of the houses and asked how much time Drake and Hubbell were prepared to give people to move the houses off the site.

Casey Port: Noted they met with a group of prospective movers and there are five houses that have been requested for moving and they have accepted all of those offers. They have given all of them until November 15th to get the houses moved and he's spoken with them all and they are all prepared to move the houses within that timeframe.

Tim Urban: Asked about others who might be interested but would find it impossible to get everything in order to get houses moved by November 15th.

Casey Port: Noted they began meeting with neighborhood associations and groups mid-June and all groups were asked to let them know if they were interested; there were only three that expressed interest.

Bruce Heilman: Asked about the resident restrictions; suggested dormitory at Drake would be ideal to match housing for athletes who come in such as the NCAA and suggested making requirements would tie Drake's hands and not allow that flexibility. Asked what the applicant thought about that.

Casey Port: Noted 12 month leases are typical in the apartment rental industry so there would be subleasing language to deal with, but they did not expect any problems.

Dann Flaherty: Asked legal counsel if the C-1 uses with the allowance for 24-hour operation would take care of the problems.

Roger Brown: A hotel is not a permitted use in the C-1. It is to be operated similarly to a dormitory because of the parking requirements, however dormitories are often used for that sort of thing.

Tim Urban: Asked about tree retention in the staff recommendations; asked which trees are identified to retain. Suggested some minor modifications of the orientation of the buildings or placement of the parking lots may allow preservation of some of the large over-story trees.

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Casey Port: They concur with staff. They would like to save as many trees as possible, but does not see the building changing significantly from the plan shown. Explained there are several trees predominantly near the perimeter of the site, which are expected to remain; happy to work with staff to define those, protect them and preserve them.

Tim Urban: Asked what the oversight would be.

Dann Flaherty: Indicated the Commission could ask for the request to return, otherwise it would be at the discretion of staff.

CHAIRPERSON OPENED THE PUBLIC HEARING

There was no one in the audience to speak on this item.

CHAIRPERSON CLOSED THE PUBLIC HEARING

Tim Urban: Moved staff with clarification on item 4 to strike the language that stipulates the uses that directly support residents of student housing and replace it with language that allows all C-1 commercial uses with the addition of allowing them to be open 24-hours a day.

Dann Flaherty: Offered a friendly amendment to bring the request back for site plan approval.

Bruce Heilman: Offered another friendly amendment to loosen the residency requirement to students, staff and guests of Drake University.

Tim Urban: Accepted both friendly amendments.

Motion passed 12-0-1 (Marc Wallace abstained).

Tim Urban: Asked the applicant what their capacity was to provide any leeway for those individuals that might come forward with interest in moving a house.

Casey Port: Agreed it would be difficult for additional individuals interested in moving a house, to get it accomplished prior to the November 15th date. Explained they have had difficulty getting people interested in moving the houses, several have expressed interest but found it not financially feasible. Indicated they are on an aggressive schedule to have the units done for classes in August of 2008. Noted they have a contract for demolishing the structures.

Bruce Heilman: Asked if they have opened the structures up to salvage as well.

Casey Port: Indicated they have and there will be a weekend toward the end of October when they will open the houses up for the neighborhood association and neighbors to salvage what they want out of the houses that will be demolished.

Fran Koontz: Asked that developers get the news out widely across the area to the public that there are houses to be moved and suggested if they had gotten public notice out in June there may have been more people interested. Also suggested Mid-America could be a good neighbor and lower the costs involved for house moving.

Casey Port: Explained there were a lot of news reports announcing that there would be houses to move. The individuals who called with interest found moving them financially not feasible or declined coming forward. Noted many of the homes are blighted and would not tolerate being moved.

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Respectfully submitted,

A handwritten signature in black ink, appearing to read "Michael Ludwig".

Michael Ludwig, AICP
Planning Administrator

MGL:dfa

Attachment