ITEM #: <u>3</u>

# Staff Report

# AMES URBAN FRINGE PLAN UPDATE PROCESS

February 15, 2022

# BACKGROUND:

State law allows for a city to review and approve subdivisions within 2 miles of the city limits in order to plan for orderly growth and needed infrastructure improvements. This allows for the City to review plats of survey and subdivisions that are outside of the City. Currently, Ames works cooperatively with Gilbert and Story County through a 28-E agreement to streamline subdivision review in the County based upon the Ames Urban Fringe Plan. The 28-E provides for cooperative planning and streamlined subdivision review based upon each Jurisdiction's primary interests. The City has no 28-E agreement with Boone County and, therefore, reviews all divisions that occur in Boone County within 2-miles of the City.

The Ames Urban Fringe Plan was developed in 2006 after multiple years of public outreach and coordination with Story County and Gilbert. The basis of the Plan was the City's 1997 Land Use Policy Plan along with interests of Story County and Gilbert. Ultimately, the Plan with along with a 28-E agreement, were approved in 2011. The 28E agreement was for an initial five-year period with an automatic five-year extension, for a total of ten years. The Plan was extended cooperatively by all parties in 2021 until July 2022.

The current Fringe Plan addresses two primary policy issues related to future annexation areas and intensity of rural development. The entire 2006 Fringe Plan document can be found at this link <u>Fringe Plan</u>. The Fringe Plan relies upon a two-map system to identify the location of applicable policies. The Plan includes a Land Use Classification Map (Attachment A) to identify rural areas, transition areas, and areas intended for annexation. The Fringe Plan includes a second map labeled as the Land Use Framework Map (Attachment C) that includes land use designations that relate to the use of property while it is in the County.

The related 28-E Agreement (Attachment C) describes the responsibilities of each cooperator and identifies subdivision review responsibilities, annexation requirements, and how to process amendments to the Fringe Plan. Neither the Fringe Plan nor the 28-E directly affect zoning, but the County uses the Fringe Plan as part of their Comprehensive Plan to guide zoning decisions.

With the adoption of Ames Plan 2040, the City of Ames established basic policy interests that related to management of the Fringe Area. Growth and Land Use chapter describe

the City's annexation policies and the concept of an Urban Reserve is depicted on the MAP (Attachment D and E). The Urban Reserve map carried over natural area and rural residential designations from the current Fringe Plan. **Based upon Plan 2040 plans for** future growth it is appropriate to update the Ames Urban Fringe Plan to reflect the current interests of the City of Ames and identify common interests and goals that relate to Boone County, Story County, and to the overlapping 2-mile area with Gilbert.

Many of the fundamental interests of the current Fringe Plan's policies still apply to the Fringe Area and can be carried forward into a new Plan. **City staff believes that there are needed changes to reflect new Plan 2040 policies and mapping, updates to subdivision review processes in rural areas, and updates to Natural Area designations.** This requires both changes to the Plan as well as a new 28-E agreement in order for cooperative administer the Fringe Area.

Although Ames Plan 2040 identifies general fringe management policy for the City, at the time of adoption of Ames Plan 2040 it was contemplated that an update to the more precise Fringe Plan would be needed to fully define policy issues related to the fringe area. The Fringe Plan land use designations and mapping would have a more precise mapping delineation and detailed supportive polices. Depending on the outcome of the update process, amendments to Ames Plan 2040 would also accompany approval of the Fringe Plan update.

Coordination of the Urban Reserve designation mapping with rural development interests and City of Ames plans for future annexation areas will be a core issue of the update. The current Fringe Plan designation does not align completely with the Ames Plan 2040 future land use map or the City's tiers analysis that evaluated multiple growth scenarios for the City. Clarifying how the City plans to annex land in growth areas and plan for future growth based upon the Plan 2040 scenario analysis are a priority for City staff while updating the Plan.

City staff also has identified specific interests related to:

- a. Minimizing new areas for rural subdivisions adjacent to Ames,
- b. Limiting the minor subdivision process called Residential Parcel Subdivisions that can create in effect four housing sites where only one was originally anticipated an ag and a farm service class areas,
- c. Addressing compatibility of conditional uses in the County within Urban Reserve areas,
- d. Siting of Wind Energy Conversion (WEC) systems,
- e. Planning for airport expansion,
- f. Updating Natural Area and resource mapping with updates of related development policies, and
- g. Enhancing integration of rural parks, open space, and trails into the land use plan.

Staff also believes changes to map designations and focusing on one land use map rather than a two-map system may be beneficial for administrative ease as well.

Story County has identified issues that they have an interest in seeing addressed with an updated Fringe Plan (Attachment F). he County's stated interests in some ways reinforce the City's perspective on the benefits of urban growth over rural growth while also highlighting desires for coordinated management of the Fringe. Story County indicates that they would take the lead on outreach and work on the Fringe Plan in conjunction with City of Ames Planning staff. City staff anticipates that if competing interests are identified during development of the draft plan that respective staff's can return to their Council's or Board for more direction. A joint meeting to discuss a Draft Plan may also be desirable in the process as occurred during the initial process of preparing the 2006 Fringe Plan.

The process to update the Fringe Plan is designed to build off of the prior plan and incorporate new elements of Plan 2040. The process is not intended to start from scratch and develop a wholly new plan and set of priorities. County and City staff believe the best approach for doing an update is for staff to develop a draft plan and land use map and then seek public input on a complete draft plan. This will help focus on areas or policies that are changes to current policies rather than spending time reviewing commonly agreed upon principles for the Fringe Plan.

Staff believes that in addition to working with Story County to develop a new Fringe Plan and 28-E agreement, the City should also engage with Boone County about planning for west expansion with a 28-E agreement. Ultimately the Fringe Plan would cover both areas, Story and Boone County as it does now, but it may require two separate 28-E agreements depending on the relationships and commitments needed to jointly administer the Fringe Area.

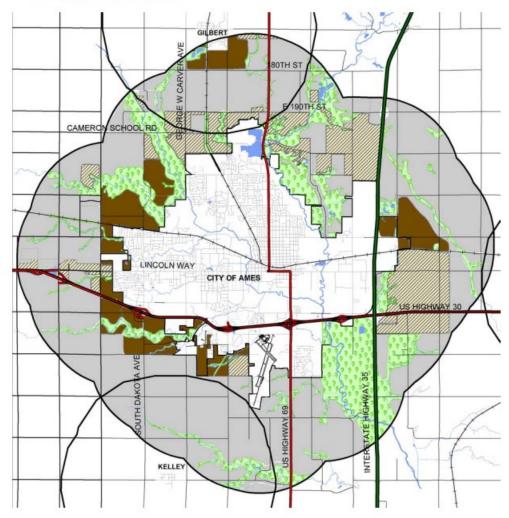
To move forward with Story County staff on a Fringe Plan update, staff requests the City Council:

- 1) Discuss any additional policy issues or concerns related to the Fringe Area not mentioned above that can guide City staff while developing a new draft plan, and
- 2) Accept the proposed update process with Story County as the lead while working in conjunction with City of Ames staff to prepare a draft plan for public comment and review prior to holding hearings on approving a new plan, and
- 3) Direct City of Ames staff to reach out to the Boone County Board of Supervisors to discuss Fringe Planning and a 28-E agreement as part of the Fringe Plan Update process.

# Attachment A 2006 Land Use Class Map Excerpt

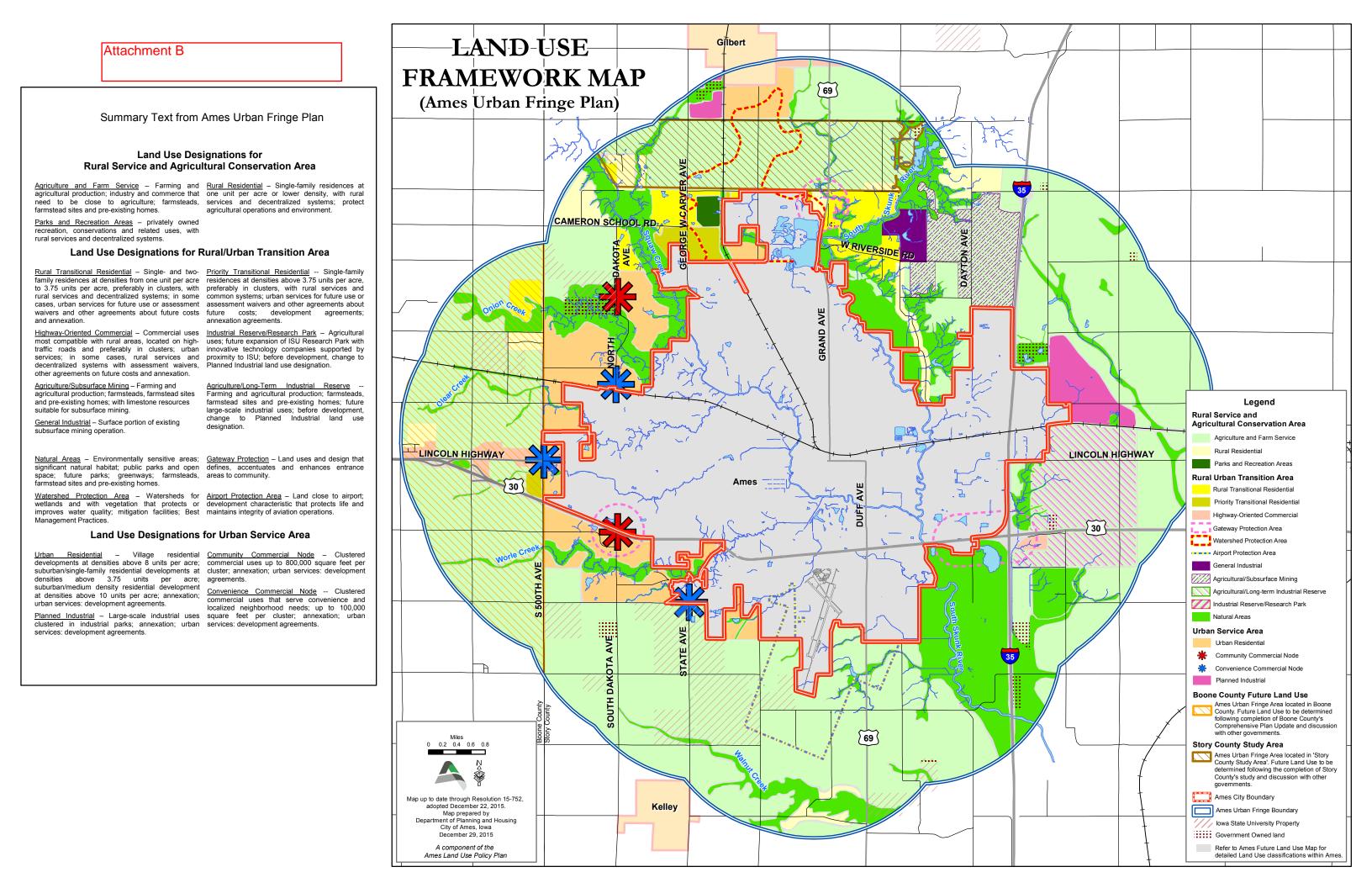
It is clear from the research and projections that change is taking place in the Ames Urban Fringe. It contains both rural and urban conditions and areas where one condition is changing to another. By its nature, it accommodates fundamentally different types of land use. Reflecting this, and to balance the issues, land uses and policies for the Ames Urban Fringe are grouped into three separate classes:

- Rural Service and Agricultural Conservation Area;
- III Rural/Urban Transition Area; and
- Urban Service Area.



Ames Urban Fringe Plan

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Attachment C	M Instrument:2011- 00006589 M Date:Jul 15,2011 11:05:01A D Rec Fee: 60.00 E-Com Fee: G Aud Fee: .00 Trans Tax: Rec Manasement Fee: 1.00 Non-Standard Pase Fee: .00 Filed for record in Story County, Iowa Susan L. Vande Kamp, County Recorder
Prepared by Doug Marek, City of Ames, 515 Return to Diane Voss, City of Ame	Clark Avenue, Ames, IA 50011 (515-239-5146) s, 515 Clark Avenue, Ames, IA 50011 -081
Prepared by Doug Marek, City of Ames, 515 Return to Diane Voss, City of Ame (CNV)	Clark Avenue, Ames, IA 50011 (515-239-5146) s, 515 Clark Avenue, Ames, IA 50011 <b>~08</b> 11

This Joint and Cooperative Agreement (hereinafter referred to as the "Agreement") is entered into pursuant to the authority of the *Code of Iowa*, Chapter 28E on this \_\_\_\_\_\_ day of \_\_\_\_\_, 2011 by and between Story County, Iowa, (hereinafter referred to as "County"); the dity of Ames, Iowa (hereinafter referred to as "Ames"); and the City of Gilbert, Iowa (hereinafter referred to as "Gilbert"). The two cities shall be referred to hereinafter collectively as "Cities", and all three entities collectively as the "Cooperators".

WHEREAS, continued growth and development within the two mile extraterritorial jurisdiction area of Ames requires increased coordination among the Cooperators to achieve better land use management and control of development within the area; and

WHEREAS, the two mile extraterritorial jurisdiction area of Gilbert overlaps into significant portions of the Fringe Area; and

WHEREAS, the councils of Cities have previously asserted the two mile extraterritorial jurisdiction over land divisions available to them pursuant to the *Code of lowa*, Chapter 354; and

WHEREAS, the long range, comprehensive planning documents of each Cooperator establish goals and policies that promote the rational and efficient development of land in furtherance of the social and economic well-being of its respective citizens; and

WHEREAS, the governing bodies of Cooperators have determined that the best method for achieving such rational and efficient development is through a coordinated program of inter-jurisdictional land use planning; and WHEREAS, the provisions of the *Code of Iowa*, Chapter 28E were adopted to facilitate such inter-jurisdictional cooperative efforts; and

WHEREAS, the Cooperators have heretofore developed and approved in July of 2006, pursuant to public notice, hearing and decision, a document entitled "Ames Urban Fringe Plan" (hereinafter referred to as "Plan") that sets forth specific understandings, goals and policies to guide and control the future development of the fringe area; and

WHEREAS, the Cooperators now seek to provide a legal mechanism for the implementation of the Plan through the adoption of this Agreement; and

WHEREAS, each Cooperator has determined, and deems, that it is in the best interests of the Cooperator and the most efficient use of the Cooperator's power and authority with respect to land use planning within the Fringe Area, that the County and Cities enter into this Agreement pursuant to the provisions of the *Code of Iowa*, Chapter 28E.

# NOW, THEREFORE, THE PARTIES HERETO AGREE AS FOLLOWS:

### Section 1. Compliance with the Plan

The Cooperators agree to observe, follow, and comply with all policies for development in the Fringe Area as set forth in the Plan, and its approved attachments, including the Land Use Classes Map and the Land Use Framework Map, in establishing and amending land use regulations within the territory of the Fringe Area.

## Section 2. Reference to Planning Documents

The Plan and its accompanying maps, approved July, 2006, and as subsequently amended, are hereby adopted as the guiding documents for development in the Fringe Area.

## Section 3. Protecting Agricultural Operations

It is agreed and understood by the Cooperators that neither this Agreement, nor any policy set forth in the Plan, shall interfere with the agricultural exemption as provided by *Code of Iowa*, Section 335.2.

#### Section 4. Fringe Area Boundary

The area within which this Agreement shall be known as the Ames Urban Fringe as specifically established by the Plan. It may also be known as the Fringe Area or Planning Area.

#### Section 5. Administration of the Plan

It is the purpose of this Agreement to provide for an alternative, and more efficient, method for the regulation and processing of development within the Fringe Area. To achieve this purpose, Cities and County agree that each will waive the exercise of some portion of its otherwise existing land use authority in order to facilitate the operation of this Agreement in the manner hereinafter set forth in this Section 5. Where an existing land use authority is not specifically referenced in this Section 5, it shall continue to be normally exercised unless it would render one or more of the following subsections inoperative, in which case it shall be deemed to be waived to the extent necessary to give effect to any subsection hereof. In any instance when a Cooperator seeks to exercise its land use authority, including but not limited to Conceptual Reviews, Annexations, Change of Zone, and Sketch Plans, in the Fringe Area, it shall notify the other Cooperators within ten (10) days of submittal of an application for such action.

### 5.1 County Zoning Regulations:

- 5.1.1 Story County Land Development Regulations. Zoning regulations for unincorporated Story County are under the authority of Story County through the adoption of the *Story County Land Development Regulations* and the provisions of *Code of Iowa*, Chapter 335.
  - 5.1.1.1 Nothing in this Agreement shall be construed or applied to limit the County's legislative authority or discretion in adopting or amending its land use regulations.
  - 5.1.1.2 The A-2. Agribusiness Zoning District, defined in the Story County Land Development Regulations, is intended and designed to provide for those activities strongly interrelated with agricultural uses and must therefore be located in agricultural areas. While the Plan recognizes that there are industrial and commercial land uses which are dependent on proximity to local agricultural land uses and which are essential to the continued feasibility of farming in the County, it furthermore seeks to strategically locate such uses. With the growth of the agri-business and agritechnology industries, the Cooperators agree that the intensities of uses allowed in the A-2 Zoning District could escalate beyond what each of the Cooperators may have individually envisioned or intended for identified agricultural areas. Further, the Plan creates Planned Industrial and Industrial Reserve areas in which the Cooperators will invest or have invested in infrastructure to accommodate more intense uses. Some uses in the A-2 Zoning District are incompatible with the Agriculture and Farm Services designation in the Plan. Therefore, the County agrees to limit the intensity of uses allowed within the A-2 Zoning District outside of said Planned Industrial and Industrial Reserve areas through Conditional Rezoning Agreements that allow all permitted uses in the A-2 Zoning District except the storage, retail or wholesale marketing, or processing of agricultural products into a value added agricultural product.
- 5.1.2 Official Zoning Map of Story County, Iowa. Amendments to the Official Zoning Map of Story County, Iowa within the Fringe Area shall conform to the goals and policies set forth in the Plan and the Land Use Framework Map.
  - 5.1.2.1.All applications for amending the Official Zoning Map of Story County, Iowa will be processed in accordance with the requirements set forth in the Story County Land Development Regulations.
  - 5.1.2.2.County shall not take action on any request to amend the Official Zoning Map of Story County, Iowa, within the Fringe Area when such request is accompanied by a request to amend the Plan.
    - 5.1.2.2.1 Such request to amend the Plan shall be acted upon by all Cooperators as provided for in Section 6.2 of this Agreement prior to action by the County on an amendment to the Official Zoning Map of Story County, Iowa.
- 5.1.3 **Non-conforming Properties.** Properties zoned a classification inconsistent with this Agreement or the Plan as determined by the Cooperators, as of the date this Agreement is executed, shall not be deemed to be in violation of this Agreement or the Plan, as long as such zoning remains in effect on the property.

# 5.2 Subdivision Regulations:

- 5.2.1 **Rural Service and Agricultural Conservation Area Designation.** In areas designated Rural Service and Agricultural Conservation Area in the Plan, Cities agree to waive the exercise of their extra-territorial subdivision authority and application of their respective related design and improvement standards.
- 5.2.2 **Rural/Urban Transition Area Designation.** In areas designated Rural/Urban Transition Area in the Plan, Cooperators shall apply Subdivision Review Procedures as described in Attachment A. However, Agricultural Subdivisions in the Rural/Urban Transitional Area shall be processed solely by the County.
- 5.2.3 **Urban Service Areas Designation.** In areas designated Urban Services Area in the Plan, County agrees to waive the exercise of its subdivision authority.

## 5.3 Annexation:

- 5.3.1 **Planning Area Boundary.** In consideration of the fact that annexation has the effect of extending the two-mile extraterritorial subdivision plat review area as defined by the Code of Iowa beyond the Planning Area Boundary defined in the Plan, Cooperators understand and agree that Cities shall waive their extraterritorial jurisdiction in such extended area, and that County shall approve pursuant to such waiver and within such extended area, only those subdivisions meeting the definition of Agricultural Subdivisions, which shall be so designated on the face of each Final Plat. Alternatively, a property owner may request the Cooperators to amend the Plan to extend the Planning Area. Such request shall be processed as provided for in Section 6 of this Agreement.
- 5.3.2 Annexation in Accordance with Plan. Cities agree to annex territory in accordance with the goals and policy statements set forth in the Plan.
- 5.3.3 Annexation of Property within the Rural Service and Agricultural Conservation Areas. In areas designated Rural Service and Agricultural Conservation Area in the Plan, Cities shall not review annexation requests until such time the Plan has been amended to designate such property as Urban Service Area and then such annexation processed in accordance with this Agreement.
- 5.3.4 Annexation of Property within the Rural/Urban Transition Areas In areas designated Rural/Urban Transition Area in the Plan, Cities shall not review annexation requests until such time the Plan has been amended to designate such property as Urban Service Area and then such annexation processed in accordance with this Agreement.
- 5.3.5 Annexation of Property within the Urban Service Area. It is the Cooperators' intent that Cities will annex all property within the Urban Service Area. Such annexation will occur only after Cities gives full consideration to comprehensive plan policies, degree of contiguity to the City limits, proximity to existing City services, the cost of extending City services, the fiscal impact and funding sources for providing City services, and the development needs of the City.

5.3.6 Annexation of Right-of-Way. When undertaking any annexation of land within the Fringe Area, Cities shall annex the entire width of public rights-of-way located within and immediately adjacent to such lands.

## Section 6. Plan Review and Amendment

# 6.1 Plan Review

At any time during the term of this Agreement, either the Chair of the County Board of Supervisors or a Mayor of either of the Cities may initiate a review of the Plan by providing a notice in writing of the intent to so review.

# 6.2 Amending the Ames Urban Fringe Plan

- 6.2.1 The Plan may be amended at any time following a review pursuant to Section 6.1 above, or upon petition by a Property Owner. As the Ames Urban Fringe Plan shall be adopted by each of the Cooperators as a part of their respective comprehensive plans, the procedures of adopting an amendment to the comprehensive plan is unique to each Cooperator, subject to meeting the notification requirements of Code of Iowa. Each Cooperator shall process an amendment to the Plan as an amendment to their comprehensive plan.
- 6.2.2 Upon the approval of a proposed amendment by the governing body of all Cooperators, notice shall be made to all other cooperators within twenty (20) business days. The amendment shall be effective upon receipt by the other Cooperators of all such notices.
- 6.2.3 Outside its two-mile extra-territorial zone, Gilbert shall have the right to participate in the approval process only of those Plan amendments where there is reasonable expectation of significant cumulative impact on Gilbert resulting from the amendment. In assessing the potential impact, both the magnitude of possible impact, as well as the geographic proximity to Gilbert of the possible impact, shall be considered.
- 6.2.4 Cooperators have agreed to an administrative process for the consideration of Plan amendments, which process is set forth on Attachment C, Plan Amendment Process, and incorporated herein for all purposes.
- 6.2.5 It is understood and agreed that the provisions of Attachment C may be revised from time to time by an affirmative vote of the governing body of each Cooperator.

## Section 7. Amendment of Agreement

- 7.1 This Agreement may be amended at any time by an affirmative vote of the governing body of all Cooperators. Any Cooperator desiring an amendment to this Agreement shall notify the other Cooperators of its desire, and the reasons for the request.
- 7.2 Such request shall be in writing to the other Cooperators, and shall be considered without unreasonable delay and within no more than ninety (90) days of receipt.
- 7.3 If the request is agreed to by the other Cooperators, each Cooperator shall prepare and submit to the others a certified resolution confirming the affirmative vote of the Cooperator's governing body.

7.4 The amendment shall take effect ten (10) days following receipt of the last such resolution by the other Cooperators. Amendments shall be filed and recorded as required by Section 14 hereof.

# Section 8. Termination of Agreement.

- 8.1 It is the intent of this Section to provide the sole and exclusive method for termination of the mutual rights and obligations of Cooperators pursuant to this Agreement.
- 8.2 The governing body of any Cooperator may terminate this Agreement at any time, and for any reason, by approving a resolution of notice of intent to terminate to the other Cooperators, such termination shall not be effective for one hundred twenty (120) days following receipt by the other Cooperators.
- 8.3 If, at the time of the giving of such notice, a Cooperator is in breach of this Agreement, it is understood and agreed that the actions of Cooperator giving rise to such breach shall be null, void and of no force or effect whatsoever, ab initio, and that for such actions to be effective will have to be repeated following termination of this Agreement pursuant to this Section 8.
- 8.4 During these one hundred twenty days, Cooperators shall seek to resolve issues, if any, that gave rise to the notice of intent to terminate through direct meetings of governing bodies, mediation, or other means to which all parties shall agree.
- 8.5 During these one hundred twenty days no waiver of governmental power established by this agreement shall be effective.
- 8.6 If resolution is not achieved after one hundred twenty days, the governing body of the Cooperator who initiated the notice of intent to terminate the agreement may approve a resolution terminating the agreement effective thirty (30) days following receipt of a certified resolution by the other Cooperators.

#### Section 9. Effective Period.

This Agreement shall become effective as of the date first set forth above, following acceptance and execution by the parties, and shall be in effect for five (5) years after such date, unless earlier terminated pursuant to Section 8 above. This Agreement shall be automatically renewed for an additional five years unless any Cooperator objects in writing to such renewal no less than one hundred fifty (150) days prior to the termination date.

# Section 10. No Separate Legal/Administrative Entity Created.

It is the intention of this Agreement that there be no new or additional legal or administrative entity created by this Agreement, nor that the inherent governmental powers of any Cooperator be affected in any way beyond the terms of this Agreement. It is further agreed and understood by the parties hereto that no financial obligations upon any Cooperator are intended to be created hereby.

### Section 11. Entire Agreement.

This Agreement represents the entire understanding between the Cooperators and no Cooperator is relying on any representation or understanding which may have been made by another Cooperator and which is not included in this Agreement.

## Section 12. Severability/Invalidity

If any term, provision or condition of this Agreement shall be determined to be invalid by a court of law, such invalidity shall in no way effect the validity of any other term, provision or condition of this Agreement, and the remainder of the Agreement shall survive in full force and effect unless to do so would substantially impair the rights and obligations of the parties to this Agreement or substantially frustrate the attainment of the purposes of this Agreement.

### Section 13. Notices.

Notices under this Agreement shall be in writing and delivered to the representative of the party to receive notice (identified below) at the address of the party designated to receive notice for each Cooperator as set forth in this Agreement. The effective date for any notice under this Agreement shall be the date of actual delivery of such notice and not the date of dispatch. The preferred means of notice shall be either actual hand delivery, certified US Mail, return receipt requested with postage prepaid thereon, or by recognized overnight delivery service, such as FedEx or UPS.

Notices shall be delivered to the following persons at each Cooperator:

County:	Chairperson, Story County Board of Supervisors	
	Story County Administration	
	900 6 <sup>th</sup> Street	
	Nevada, Iowa 50201	

- Ames: Mayor, City of Ames City Hall 515 Clark Avenue Ames, IA 50010
- Gilbert Mayor, City of Gilbert City Hall 119 Main Street Gilbert, IA 50105

# Section 14. Recordation

This Agreement shall be recorded pursuant to the requirements of Code of Iowa, Chapter 28E.

## Section 15. Entire Agreement.

This Agreement and attachments attached hereto constitute the entire Agreement, among the Cooperators and supersedes or replaces any prior agreements among the Cooperators relating to its subject matter.

### Section 16. No Waiver.

The waiver or acceptance by any Cooperator of a breach or violation of any provisions of this Agreement by another Cooperator shall not operate as, or be construed to be, a waiver of any subsequent breach.

# Section 17. No Assignment or Delegation.

Neither this Agreement, nor any right or obligation under it, may be assigned, transferred or delegated in whole or in part to any outside party without the prior written consent of all the Cooperators.

## Section 18. Authority and Authorization.

Each party to this Agreement represents and warrants to the other that it has the right, power and authority to enter into and perform its obligations under this Agreement; and that it has taken all requisite actions necessary to approve the execution, delivery and performance of this Agreement, and that this Agreement constitutes a legal, valid and binding obligation upon itself in accordance with the terms of the Agreement.

## Section 19. Headings and Captions.

The paragraph headings and captions set forth in this Agreement are for identification purposes only and do not limit or construe the contents of the paragraphs.

# Section 20. Counterparts.

The Cooperators agree that this Agreement has been or may be executed in several counterparts, each of which shall be deemed an original and all such counterparts shall together constitute one and the same instrument.

[Signature page follows]

STORY COUNTY Dated this \_5\_ day of \_ 2011. ву: 2 inton (seal Clinton, Chairperson, Board of Supervisors Wayne Attest: Lucinda Martin, County Auditor **CITY OF AMES** Dated this \_ 28th day of \_ June 2011. By: China Camp Ann Campbell, Mayor (seal) Attest: Jill Ripperger, Deputy City Clerk APPROVED AS TO FORM BY DOUGLAS R. MARE CITY ATTORNEY CITY OF GILBERT Dated this day 2011. By: Jonathan Popp, Mayor Attest: Susan Gens, City Clerk The Man Constant of the States

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# ATTACHMENTS:

# Attachment A

# Subdivision Review Procedures – Rural/Urban Transition Area Land Use Class

The Cities and County all have established subdivision review and approval and, for the Cities, have extended that review and approval outside its boundaries in accordance with Code of Iowa 354.9 and as amended. In establishing a process for subdivision review in the Rural/Urban Transitional Area Land Use Class, the three jurisdictions acknowledge the primacy of the Cities' interests in regulating development in areas that the Cities may, at some future moment, annex. Therefore, the Cities are tasked with giving primary review and, if appropriate, approval of any proposed division of land, except for Agricultural Subdivisions, which shall remain the sole province of the County.

As noted in Section 5.2.1 of this agreement, Cities agree to waive their subdivision review authority in areas designated Rural Service and Agricultural Conservation Area in the Plan. And as noted in Section 5.2.3 of this agreement, County agrees to waive its subdivision review authority in areas designated Urban Services Area in the Plan.

- 1. City Sketch Plan application form submitted to the closer City.
- Sketch Plan review by City and County staff and determination as to whether the proposed division is a Major, Minor, or Agricultural Plat or whether the division can be allowed by Plat of Survey.
- If a Major Subdivision Plat, follow City's Preliminary Plat process through to City Council decision. Plat is then forwarded to the County for action. Final Plat follows City's Major Final Plat process through to City Council decision. Plat is then forwarded to the County for action.
- 4. If a Minor Subdivision Plat, follow City's Minor Final Plat process through to City Council decision. Plat is then forwarded to the County for action.
- If an Agricultural Plat, follow County's Agricultural Plat process through to Board of Supervisor's decision. No action by the City is required.
- If a Plat of Survey, follow City's Plat of Survey process through to City Council decision. Plat is then forwarded to the County for action.

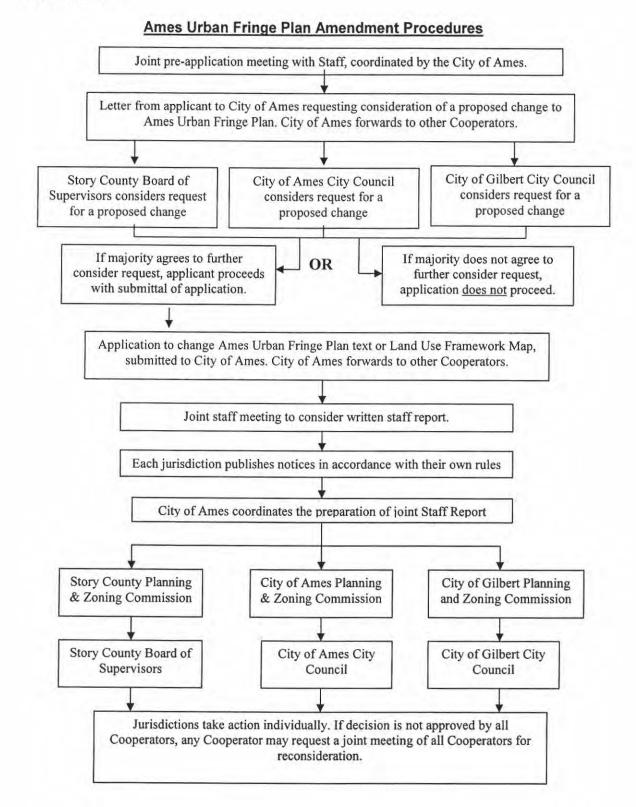
Attachment B

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Reserved

## Attachment C

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# Land Use Categories

The Future Land Use Map, with its designations of various land use categories, expresses the development vision for Ames and establishes the basis for land use policy, public and private decision making, and future development and infrastructure investments and initiatives. It incorporates the growth scenario analysis and priorities described earlier in this chapter, with land use designations that also reflect the character of the built-up city of 2020.

The land development categories used here differ in important ways from districts used in the city's earlier Land Use Policy Plan (1997) or single use categories used in conventional land use and zoning maps:

- » Development categories recognize historic periods and patterns of development and neighborhood character, as well as specific land uses.
- » Development categories employ a range of development densities and intensities, rather than one specific building type or density category. As such, they may contain a number of different zoning districts. Issues of compatibility of different land uses within development categories are addressed in the compatibility standards.
- » The Future Land Use Map was built on the street framework identified by Ames Complete Streets Plan. This plan identified to both the function and context of streets. Within a single development category, different use intensities may be appropriate along different types of streets.

#### Limited Development

**Open Space.** Areas of publicly or privately owned land intended to remain undeveloped and natural in character or in permanent open space uses. These areas include environmentally sensitive areas, environmental preserves, lands with conservation easements, and passive public space. They typically do not include high activity city parks.

**Urban Reserve.** Areas within the Ames Urban Service Area and the growth regions that should be reserved for future urban development, but are unlikely to be developed within this plan's 2040 horizon. These include all tiers of the five projected growth areas including the southeast and other parts of the Ames jurisdiction that can be feasibly provided by urban services. Policies related to Urban Reserve areas are discussed in the Fringe Policy section of this chapter.

**Rural Character.** Areas within the Ames jurisdiction where urban infrastructure such as water or sewer service is unlikely or not feasible. Development may include large-lot residential, low-impact agriculture, and non-residential uses appropriate to rural areas. Policies related to Rural Character areas are discussed in the Fringe Policy section of this chapter.

# **Residential Neighborhoods**

**RN-1 (Traditional).** Neighborhoods initially developed in the 19th and first half of the 20th centuries, with a variety of residential development forms and developed on a traditional urban street grid.

**RN-2 (Established).** Fully built-up neighborhoods, typically built in the second half of the 20th century to the present. Largely single-family, with some attached and duplex structures. Layout of neighborhoods often has larger blocks and curvilinear local street patterns.

**RN-3 (Expansion).** Neighborhoods principally developed as expansion of the City since 2000 at low and medium densities. This designation

# LAND USE: FUTURE

includes current areas of building and subdivision activity or proposed for predominately residential development within the 2040 planning period. Includes growth areas identified on page 42. These areas include a variety of residential types and neighborhood services. The layout of neighborhoods generally followed suburban form principles with distinct areas for various uses.

**RN-4 (Walkable Urban).** Mixed use, mixed density neighborhoods with a high degree of connectedness and an orientation to pedestrian and bicycle scale. Typically includes a distinct, mixed use activity nucleus. May include comprehensively planned developments or urban districts that evolved organically.

**RN-5 (Multifamily).** Neighborhoods that are largely multifamily in character, and include large groupings of apartments, townhomes, and other attached housing forms. May include supporting commercial services. Multifamily development may be integrated on compatible sites into other RN areas and is not limited to RN-5 designations.

#### **Commercial Centers**

**Neighborhood Core.** Centers that serve local commercial and service needs for a neighborhood or cluster of neighborhoods.

**Neighborhood Core - Mixed Use.** A special subset of Neighborhood Core usually associated with walkable urban neighborhoods. May be somewhat larger in scale and include residential uses, with high connectivity to the commercial area.

**Community Commercial/Retail.** Generally single purpose centers that serve citywide and even regional commercial and service needs, originally designed for primary automobile access with large parking areas.

**General Commercial.** Areas with a wide variety of commercial, small business, automotive, trade services, and light industrial uses, some with outdoor storage.

# LAND USE: CATEGORIES

# Urban Reserve (UR: See Urban Fringe Map)

# CHARACTERISTICS

- » Generally open or sparsely developed rural or open land.
- » Growth area Tiers 1 and 2 and other lands intended for near and mid-term development.
- » Includes growth areas in Tiers 2, 3, and 4 that are likely to be developed after this plan's 2040 planning horizon. See also Urban Fringe policies.
- » Government
- » Agriculture
- » Potential conservation or fringe overlays in areas where residential uses might be existing or permitted.

#### GOALS

- » Preserve long-term development options for efficient growth with full urban services.
- » Avoid impediments to future land annexation supporting urban and contiguous development.
- » Allow reasonable interim use of land consistent with agricultural and adjacent land uses.

#### **DEVELOPMENT GUIDELINES**

- » Require a minimum lot size large enough to prevent or discourage development of rural subdivisions and maintain a rural agricultural character.
- » Permit a variety of rural land uses and low-impact agriculture, excludes livestock and animal confinement operations and other high intensity uses.

#### **PUBLIC ACTIONS**

- » Coordinate park and open space planning with counties.
- » Use Urban Fringe Plan Policies to guide specific use allowances and joint administration of extraterritorial area.
  - Prioritize Policies for:
  - » Specific underlying land use designations for interim use or for guiding incorporation of commercial use into the City.
  - » Large residential and agricultural minimum lot sizes.
  - » Limits on high intensity agricultural and extraction uses.
  - » Limits on special uses, such as religious facilities, wind generators, campgrounds, and other uses that may not meet urban design and infrastructure needs.
  - » Limit agribusiness facilities that do not meet urban design and infrastructure needs.



# LAND USE: CATEGORIES

# Rural Character (RC: See Urban Fringe Map)

# CHARACTERISTICS

- » Existing large lot and acreage development, generally lacking urban infrastructure or services.
- » Areas within the subdivision jurisdiction of Ames but outside the urban reserve, where extensions of urban infrastructure are not expected.
- » Rural commercial, limited agriculture, or limited industrial/workshop uses that do not degrade rural residential character.

» Potential conservation or fringe overlays in areas where residential uses might be existing or permitted.

### GOALS

- » Provide locations to accommodate demand for low-density residential development that do not limit the City's logical long-term urban growth.
- » Promote sustainable development within or near the City where landforms and environment make urban development impossible.



#### **DEVELOPMENT GUIDELINES**

- » Develop land plans and building concepts that maintain rural or open character.
- » Design developments that protect landforms such as steep slopes and natural drainage patterns.
- » Encourage use of community wastewater systems for rural development, including green infrastructure, with relatively small rural lots.
- » Integrate regional transportation path systems into development designs.
- » Promote use of conservation subdivision techniques adjacent to natural areas.

#### **PUBLIC ACTIONS**

- » Use Urban Fringe Plan Policies to guide specific use allowances and joint administration of extra-territorial area.
- » Establish subdivision waiver standards appropriate to very low-density rural residential developments.
- » Consider cumulative impacts of similar development and planned development in the general area.

# URBAN FRINGE: ANNEXATION AND FRINGE AREA

# **Growth at the Edge**

The previous sections of this chapter focused on a Growth & Land Use Vision for the Ames urbanized area of 2040. The growth section established basic principles and identified the planned growth areas necessary to meet the emerging needs for the next twenty plus years, accommodating population growth of about 15,000 people. The land use section presented basic guiding principles and a future land use plan for 2040, based largely on character and function-based development categories, along with goals, policies, and actions for each category.

Much of the land area covered by the land use plan is built up and within the corporate limits, but realization of the growth plan will require significant annexations to expand the urbanized area of Ames. In addition to annexation policies. Ames maintains a twomile extraterritorial subdivision jurisdiction and cooperative planning area, consisting largely of open space and agricultural uses, with some built up rural development areas, such as northeast of Ames. This "Urban Fringe" area was the subject of a cooperative planning effort completed in 2006 that involved the cities of Ames and Gilbert and Boone and Story Counties. This section is intended to address annexation of growth areas and provide an updated policy framework to the 2006 document.

## **Growth Areas and Annexation**

In review, the Ames Plan 2040 process focused on four growth directions: north, south, east, and west/southwest. A northwest growth option, previously proposed by the City's *Land Use Policy Plan* of 1997, was removed from consideration because of the extensiveness and cost of infrastructure improvements. In addition, a southeast growth area, south of Highway 30 and east of I-35, is not in the line of probable development during the planning period but holds long-term promise that could be unlocked by a new trunk line sanitary sewer and a south interchange, described elsewhere in Plan 2040.

The Future Land Use Map depicts the general layout of uses and infrastructure for the four primary growth areas and sets expectations for types and intensities of uses to meet the community needs and use resources efficiently. The precise delineation of uses will occur through the application of zoning districts that address more detailed information on specific uses and development patterns. The Future Land Use Map guides decision making for zoning and is in and of itself not considered to establish a right to a specific zone or use.

The projected growth areas were then divided into four development tiers, based on infrastructure availability. Tiers 1 and 2 incorporate areas served by incremental extensions of existing lines, while Tiers 3 and 4 build on that base to achieve full maturity. The criteria for annexation do not dictate a precise order for development, but instead outline factors that will affect the timing and desirability of annexation in the future. The City's capital improvement planning is based largely upon growth within these four growth areas and their development tiers. Extensions of water, sanitary sewer, parks, and roads are all needed for full build-out of each of these growth areas. This informs the Capital Improvement Plan (CIP) programming, but it does not in and of itself commit the City to the extension or timing of specific infrastructure at the City's cost. Indeed, much of the infrastructure and improvements identified within a growth area will be the obligation of a property owner or developer and in some instances in coordination with the City.

Each of the planned expansion areas includes a detailed discussion of needed infrastructure and desired outcomes. At the time of annexation the City will identify the relationship of the annexation to the scenario analysis and consider developer proposals for infrastructure extensions. The City will ensure that the extensions are logical and beneficial to overall goals for the area and not just for the convenience of one development project.

The City's priority for development is incremental growth that builds upon prior improvements and improvements funded through developer-based construction. In some circumstances, the City may find an investment in "up-sizing" or completing critical connections is vital to the long-term success of the City and its expansion through partnering with developers or moving forward with pioneer infrastructure. This Plan does not specify timing or investment obligations by the City as it will be addressed through the City's CIP. The City will include an infrastructure extension program in

# **URBAN FRINGE: ANNEXATION AND FRINGE AREA**

the CIP to plan for coordinated improvements, but funding and timing will be an annual decision with the CIP budget approval.

Pioneer infrastructure and oversizing interests will be addressed by the City based upon general benefit to the City and its expansion into a defined area. Timing is a critical component to having the City participate in extensions of infrastructure. City participation may include the use of development agreements for offsetting projects, connection districts, street assessments, or financial incentives based upon City policy. If a desired project is not within the 5-yr CIP a developer would need to request changes in timing or begin the project as a developer project.

The City is not conferring a development right to property owners or obligation upon the City to make infrastructure available at any specific time or cost during the planning horizon of the Plan. This means that only upon rezoning and subdivision approval, when infrastructure adequacy and specific uses are evaluated, is there certainty in how to proceed with development.

#### **Annexation of Lands Other than Growth Areas**

In addition to the larger Growth Area Scenario analysis, there may be instances where individual properties abutting the City will also be appropriate to be annexed, to meet the needs of a growing City. These properties should be viewed in the light of their immediate serviceability or development potential compared to long-term prospects coordinated within the planned growth areas. Large areas of annexation, for example exceeding a quarter section, will require a determination of timing consistency with planned infrastructure and the vitality of the planned and emerging growth areas, meaning the areas should not directly undermine planned growth areas viability for build-out in a predictable or sustainable economic manner. Annexation of other areas may be justified due to readily available infrastructure, a large master planned community approach with a development partner, or a lack of investment or development in targeted areas and need for additional land development options.

# **Fringe Area Policies**

Ames has subdivision authority based upon state law for areas within two miles of its municipal limits, referred to as the Urban Fringe. Effective management of the Fringe is essential to planning future growth options and ensure that non-urban development practices do not negatively affect the City of Ames. In addition, preservation of natural areas and development practices compatible with agricultural needs is critical to the general well-being and welfare of the City of Ames and Story and Boone Counties.

Ames, Gilbert, and Story County have coordinated the management of the Fringe since 2011. The current agreement is based upon a 2006 Ames Urban Fringe Plan that identified policies for various issues that included agricultural preservation, natural areas, rural residential development, and the expansion of Ames and Gilbert through annexation. City policy is to continue to plan for the Fringe area, to work in this cooperative planning effort with Story County, and to look to expand the joint planning and subdivision review authority coordination with Boone County as well.

The City's primary interests are planning for areas around the City as Urban Reserve based upon future opportunities for growth and urban services. Limited expansion of growth in the Fringe helps to meet other goals for managing natural resources and county infrastructure capacity as well. An agreement with the Counties helps to streamline policy and project review for the Fringe to help focus on City priorities in the Fringe and add design requirements that address future compatibility and service needs related to rural development.

# URBAN FRINGE: POLICY FRAMEWORK

# **Guiding Principles for the Urban Fringe**

The following policies can form the foundation for a new and more detailed Fringe Area Plan as Part of Plan 2040 and helps coordinate multijurisdictional land use and subdivision planning and administration in the Ames jurisdiction.

## MULTI-JURISDICTIONAL PLANNING

**UF1-1: Designated Limited Area for Rural Development.** Designate areas of existing rural development and limited areas for new rural development as they relate to future potential expansion for the City. A fundamental objective is for new development to occur within an urbanized area, limiting impacts to rural uses and providing urban infrastructure and services that support a compact and efficient development pattern for urban services.

**UF1-2: Regional Partnerships.** Work on regional partnerships for mutually beneficial planning of recreational uses, conservation areas, and watershed management.

# **RURAL DEVELOPMENT AREAS**

UF2-1: Existing Development. An Existing Development designation applies to previously developed areas of varying density below three dwelling units per acre. These areas were primarily developed through rural subdivisions and lack urban infrastructure. They are subject to county zoning for limited levels of residential development. Only limited development of existing lots or minor subdivisions of existing lots with existing zoning are anticipated during the life of this Plan. Minimum lots sizes should reflect the rural character of the area and limited infrastructure capacity to support development intensification. Annexation of these areas is undesirable due to the lowdensity of development and minimal infrastructure improvements. These developments fall under the Rural Character category of the land use plan.

UF2-2: New Rural Residential. Rural Development Areas reflect county planning interests and are limited to areas that are well beyond the potential Urban Reserve areas and City limits. Designation of this land use should consider impacts to infrastructure. adjacent agricultural uses and natural areas; changes to storm water runoff and drainage basins; and cumulative effects of development near other cities on county and state highways. The low suitability of the site for agricultural uses due to a CSR score or a LESA score does not alone justify change of use to rural development. County zoning will vary for density and use, typically a rural subdivision would be limited to a minimum of 1 unit per net acre and a maximum density of 2.5 units per net acre and are to be developed as a subdivision plat. The City will review infrastructure needs for rural development and consider case by case waivers of urban infrastructure standards

#### UF2-3: Rural Non-Residential Development.

Certain areas adjacent to the City but in the county may include activities such as mining that are not desirable as an urban use or typically compatible with surrounding uses. In addition, limited areas of pre-existing commercial or light industrial uses occur within two miles of the City. The largest such areas are within Boone County. The Fringe Area recognizes these existing uses. However, further expansion of these non-residential uses is undesirable, especially within the growth areas where they can impact the future plans for City expansion. Further development in these existing areas will be limited by current infrastructure improvements. The City will review infrastructure needs for rural development and consider case by case waivers of urban infrastructure standards.

# AGRICULTURE AND NATURAL AREAS

**UF3-1: Agricultural Preservation.** Agricultural areas are designated to preserve appropriate land for farming and limit the encroachment of residential and other uses into these areas. Land divisions are permissible only to allow for splitting off an existing homesite or farmstead from a farm area. Minimum lot sizes are proposed at 35 acres matching Story County A-1 zoning standard.

**UF3-2: Natural Area Conservation.** Natural areas include sensitive areas of natural habitat, steep slopes, and waterways. Natural area designations are informational based upon the Environment Chapter and the 2006 AUFP. Creation of new parcels within these areas for new development is prohibited. Property divisions for land conservation purposes is permissible with City approval.

# **URBAN RESERVE AREAS**

**UF4-1.** Urban Reserve District. Create an Urban Reserve area for the short- and long-term expansion of the City. These areas fall within the urban service area where municipal services, most notably sanitary sewer, can be feasibly extended. Only subdivisions that meet full urban development subdivision and improvement standards would be allowed.

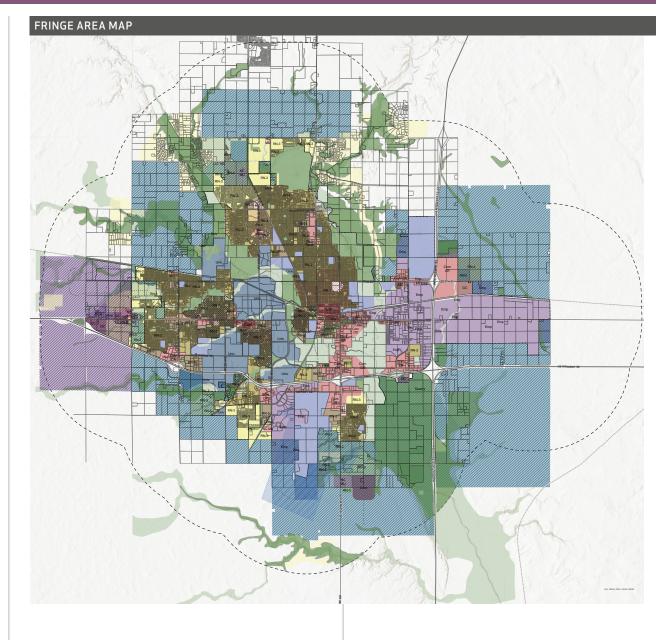
**UF4-2: Annexation.** Urban Reserve Areas are appropriate for annexation to the City to meet future growth needs of the City. Areas are planned for residential, commercial, and industrial expansion based upon the scenario and Tiers analysis of this Plan. A precise determination of use will be determined upon annexation.

**UF4-3: Lot Subdivision.** Land divisions are permissible only to allow for splitting off an existing homesite or farmstead from a farm area. Divisions should not create parcels that can limit future annexation options. Land Divisions within the Urban Reserve Area shall meet a minimum lot size of 35 acres.

**UF4-4: Infrastructure.** All developments are subject to urban infrastructure standards unless a conditional waiver is granted by the City Council.

# Attachment E--Zoom in on specific areas for property details

# URBAN FRINGE: ANNEXATION AND FRINGE AREA



#### Fringe Land Use Designations

	Natural Areas
	Rural Character
///////	Boone County Urban Reserve
///////	Story County Urban Reserve

#### FUTURE LAND USE

	Residential Neighborhood 1 - Traditional (RN-1)
	Residential Neighborhood 2 - Established (RN-2)
	Residential Neighborhood 3 - Expansion (RN-3)
	Residential Neighborhood 4 - Village (RN-4)
	Residential Neighborhood 5 - Multifamily (RN-5)
	Neighborhood Core (NC)
	Neighborhood Core - Mixed Use (NC MU)
	Community Commercial /Retail (Com-CR)
	General Commercial (GC)
	Core
	Redirection (Redir)
	Urban Corridor
	Employment
	Quarry
	Park / Recreation
	Open Space
	Civic
	Civic - University
Section.	Hospital /Medical Special Area
,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	Near Campus Overlay
xaaaa.	Airport Protection Area
	City Limits

# Attachment F



STORY COUNTY BOARD OF SUPERVISORS LISA K. HEDDENS LINDA MURKEN LATIFAH FAISAL

Story County Administration 900 Sixth Street Nevada Iowa 50201 515-382-7200 515-382-7206 (fax)

January 11, 2022

Mayor John Haila and Members of the Ames City Council City of Ames 515 Clark Avenue Ames, IA 50010

Mayor John Popp and Members of the Gilbert City Council City of Gilbert 105 SE 2<sup>nd</sup> Street Gilbert, IA 50105

# **RE: Story County Priorities for the Ames Urban Fringe Plan Amendment**

Dear Mayor Haila, Mayor Popp, and City Council Members,

With the recent adoption of the Ames Plan 2040, Story County is looking forward to beginning work on the Ames Urban Fringe Plan (AUFP) renewal and amendment. As you may recall, Story County sent a letter outlining our priorities for the amendment process last year. While many of these priorities are unchanged, we wanted to reiterate and clarify them. They have been informed by the completed Ames Plan 2040. Story County also recently completed a housing study for the unincorporated area and cities in the county (with the exception of Ames). The goals and findings of the housing study were incorporated with our priorities.

Story County supports the following priorities:

1. Focus housing growth within existing municipal boundaries or in newly annexed areas where development of a variety of housing types is possible.

- 2. Align the AUFP Urban Service Area designation (or a similar designation where annexation is required prior to development) with the priority growth areas in the 2040 Plan.
- 3. Map the 2040 Plan Urban Reserve, including the Story County Study Area, as Agriculture and Farm Service to preserve the area.
- 4. Consider the elimination of the Rural Urban Transition Area land use class where the city and county have joint review authority. Development in Ames' Urban Service Area should be required to be annexed and meet full city standards.
- 5. Reassess existing residential developments that the city does not foresee annexing and the amount of undeveloped rural residential-designated area. This includes siting or allowing intensification of rural residential areas based on Minimum Levels of Service (MLS) requirements to ensure that adequate public facilities and services are available, or can be provided, including access to paved roads, fire service, rural water, common wastewater treatment, and broadband. Also, encourage clustering of development and conservation design standards to protect prime agricultural land and natural areas.
- 6. Establish density maximums for rural residential development and development in Agriculture and Farm Service-designated areas.
- Locate new commercial and industrial uses within existing municipal boundaries or in newly annexed areas except for those activities strongly interrelated with agricultural uses. Consider if policies to limit the intensity of current rural commercial and industrial uses are needed.
- 8. Continue to limit the intensity of certain agribusiness uses including the processing of agricultural products into value-added agricultural products.
- 9. Consider the traffic impacts of areas designated for rural residential or rural commercial growth/intensification. These areas should match the capacity of the existing transportation system and consider Ames' Forward 2045 Plan scenarios.
- 10. Consider a policy that places the full cost of traffic improvements on an applicant when they are required due to a proposed development.
- 11. Consider a policy establishing buffers when rural residential or rural commercial development is adjacent to agricultural uses, including the Iowa State Research Farms.
- 12. Discourage development in the floodplain and natural areas.
- 13. Ensure that natural area mapping is updated to reflect new resource inventories and floodplain maps. Consider creating an overlay for natural areas to address confusion about the land use class the designation falls in. Consider new policies that apply protections for natural areas in all land use designations.
- 14. Continue policies to mitigate and manage stormwater run-off, soil erosion, and wastewater discharge and continue to work with cooperators on water quality projects.
- 15. Incorporate park planning goals from the 2040 Plan, including planning for larger community parks in growth areas. Map greenways in the AUFP and consider developing a policy regarding their preservation or dedication when development is proposed.

- 16. Coordinate trails identified through the C2C Plan, Ames Plan 2040, and other city and county plans with development proposals. Map trails as part of the AUFP amendment process.
- 17. Assess the compatibility of certain conditional uses with the various AUFP land use designations.
- 18. Invite the City of Kelley and Boone County to participate in the AUFP amendment process.
- 19. Map designations so they encompass whole parcels of land.

Lastly, we support county Planning and Development Department staff working with your City staff to begin discussions about the future timeline and scope of the AUFP amendment process.

Thank you and we look forward to working with you on this project.

Sincerely,

Latifah Faisal, Chair Story County Board of Supervisors