



Story County Planning and Development
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MEMORANDUM

TO: Story County Planning and Zoning Commission
FROM: Jerry L. Moore, Planning and Development Director
RE: Ames Urban Fringe Plan Discussion (AUFPP) – Preliminary Discussion on Future Amendment

MEETING

DATE: May 6, 2020

Overview

With the 2021 expiration of the Ames Urban Fringe Plan and upcoming completion of the Ames 2040 Comprehensive Plan, Planning and Development Staff see an opportunity to amend the AUFPP and the land use framework map. The purpose of this memo is to provide the Planning and Zoning Commission with background information on the creation and purpose of the Ames Urban Fringe Plan and recent impacts, changes, and comments on the plan from the Board of Supervisors, Planning and Zoning Commission, and Planning and Development Staff. At the May 6 Planning and Zoning Commission meeting, staff would like to discuss any questions the Commission may have on the AUFPP and specifically discuss policies/goals or 28E Agreement, the Land Use Framework Map, and general strengths and weaknesses of the plan. Planning and Development Staff would also like to hold a joint meeting with the Planning and Zoning Commission and Board of Supervisors to further discuss the plan and public outreach plan for an amendment.

I. AUFPP Expiration

The Ames Urban Fringe Plan & 28E expires July 11, 2021. To show support for the current plan and interest in working with the Cities of Ames and Gilbert, the Board of Supervisors adopted resolution number 20-64, February 18, 2020. The City of Gilbert adopted resolution 2020-03-02 March 2, 2020, supporting the same. According to the Ames Planning and Housing Director, this matter will be addressed by the Ames City Council this month.

II. AUFPP Background

Ames Urban Fringe Plan -AUFPP is a land use planning and growth management plan between the Cities of Ames, Gilbert, and Story County. As the Cities and the County updated and adopted new regulations, it became clear the need to adopt consistent planning objectives to manage development and preserve natural resources and prime agricultural land.

While there was cooperation between the three entities, the AUFPP was created in 2006 as a way to address previous concerns regarding overlapping of regulations, inconsistencies among different policies on land uses, and impacts of development on rural/agricultural activities. Also, state law delegates



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authority to cities to plan for land uses outside their corporate limits and also subdivision plat review authority within 2 miles. It took multiple years to adopt the AUPF and the 28E Agreement.

Through input obtained from the general public and collaboration with the entity partners, the following **six Guiding Principles for Cooperative Planning** were established.

1. Recognizing that population and economic growth is likely, Boone County, Story County, the City of Ames and the City of Gilbert will strive towards intergovernmental coordination for successful planning within the Ames Urban Fringe.
2. Boone County, Story County, City of Ames and City of Gilbert seek to work together to preserve agricultural lands and protect rural lands from unplanned, rural single-family development and other forms of inefficient urbanization.
3. Boone County, Story County, the City of Ames and the City of Gilbert will work together to ensure that future development will be directed and targeted towards identified growth areas, as identified in a shared fringe area land use plan.
4. Boone County, Story County, the City of Ames and the City of Gilbert seek effective and efficient management of growth. Growth shall be managed by each government entity in order to minimize negative impacts to another affected governmental entity.
5. In efforts to establish an orderly transition of land uses from urban to rural (as well as rural to urban), Boone County, Story County, the City of Ames and the City of Gilbert seek to work together to delineate areas of responsibility and come to a common agreement on the definition of rural and urban land uses.
6. Boone County, Story County, the City of Ames and the City of Gilbert seek to establish growth policy with the Ames Urban Fringe compatible with ecological systems. It is commonly understood by each governmental agency that future growth will be compatible with natural resources. Environmental resources shall be protected.

The Seven Common Goals for the Urban Fringe were established.

1. To provide a balanced mix of land uses that is arranged to avoid conflicts and to maximize efficient delivery of municipal and county services and facilities.
2. To prevent premature development and preserve the highest value farmland in appropriate locations.
3. To provide a variety of housing opportunities in the Ames Urban Fringe in appropriate locations.
4. To provide adequate opportunities for commercial and industrial development in appropriate locations.
5. To coordinate development decisions with the efficient provision of public facilities and services.



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6. To protect and preserve sensitive natural resources, including floodplains, woodland areas, wetlands, and other sensitive natural areas.

In response to the adopted principles and goals, three main land use categories were created including 18 specific land use designations, each with specific policies. The main Land Use Categories include: **Rural Service and Agricultural Conservation Area, Rural Urban Transition Area, and Urban Service Area.**

Key Land Use Designations shown on Land use Framework Map

Agriculture and Farm Service - predominant land use with the AUFPP

Policies focus on preserving this land and it is considered to be moderate to high agricultural land. Support commercial and industrial uses that are dependent upon agricultural land uses. Limit nonagricultural uses. Discourage residential subdivisions.

Natural areas - shown along rivers, creeks/streams, drainageways and flood plain areas. These areas provide habitat for wildlife, minimize storm water run-off, stabilize soils, modify climactic effects, and provide visual attractiveness and recreation.

Urban Residential - substantial amount of areas adjacent to both Cities are designated. Policies indicate these areas support density of 3.75 conventional single-family/suburban residential units per acre, density of 8 traditional village units per acre, and 10 conventional suburban/medium density units per acre. Annexation is required, under urban infrastructure and subdivision standards, including ROW standards, development agreements before land is developed or subdivided, and mitigation of stormwater management and soil erosion according to IDNR and City standards.

Rural Residential - areas north of Ames. Policies support maximum average net density of one residential unit per acre. Full urban infrastructure standards are not required. Decentralized wastewater treatment facilities and wells shall meet IDNR, County and City standards. Encouraging clustering of residential sites to limit infrastructure costs and distribution of public services. Protect natural resources and mitigate stormwater management and soil erosion. These subdivisions are developed in the County. Cameron Estates is located in Rural Residential.

Rural Transitional Residential - areas are located north of Ames. Policies support 3.75 residential units per acre for single-family and two-family residential. Locate in areas where land uses will orderly and efficiently transition into City's corporate limits. Encouraging clustering of residential sites to limit infrastructure costs and distribution of public services. Require full urban infrastructure standards either at the time of development or infrastructure assessment agreements. Decentralized wastewater treatment facilities wells to meet IDNR, County and City standards. Agreements required for when property is annexed, the developer or landowner is responsible for full cost of abandoning rural systems and connecting to urban infrastructure. Require annexation agreement and developer agreement for



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intense development. Developments are permitted to remain in the County until annexed. The Irons subdivision is located in Rural Transitional Residential.

Two types of commercial nodes are shown in seven areas of the map.

Community Commercial Node - policies support uses to be more selective such as shopping and service uses and not to exceed 40 to 75 acres total, buildings 100,000 to 800,000 sq. ft., locate at intersections of arterial streets with highways, require annexation before development or subdivision, require urban infrastructure and subdivision standards, and require land development agreements.

Convenience Commercial Node - policies support suburban residential developments and between 2,000 to 3,000 people within one to two miles, land area between one and ten acres, uses serve neighborhood needs, buildings not to exceed 35,000 sq. ft. and a cluster of buildings not to exceed 100,000 sq. ft., locate on collector streets, cluster uses to reduce infrastructure cost, if the City does not require annexation before development require annexation and development agreements, temporary common wastewater system meeting IDNR, common water such as well or water meeting City standards including agreements when property annexed the developer and/or landowner must pay cost to abandon rural systems and connect to urban infrastructure.

III. 28E Agreement – Adopted July 11, 2011, and provides greater clarification to entity staff and applicants about process. Key items of the agreement are as follows.

County Zoning – 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.

Official Zoning Map of Story County – County shall not take action on any request to amend the Official Zoning Map of Story County within the Fringe Area when such request is accompanied by a request to amend the Plan. Such request to amend the Plan shall be acted upon by all cooperators before action is taken on the rezoning request.

Subdivisions

Rural Service and Agricultural Conservation Area Designation – Cities agree to waive their extra-territorial subdivision authority and design and improvement standards.

Rural/Urban Transition Area Designation – cooperators apply subdivision review procedures See Attachment A – in Rural/Urban Transitional Areas – the three jurisdictions acknowledge the primacy of Cities interests in regulating development in areas that Cities may, at some future moment, annex. Therefore, Cities are tasked with giving primary review and it appropriate, approval of any proposed division of land, except for Agricultural Subdivisions, which shall remain the sole province of the County.

Cities waive review authority in Rural Service and Agricultural Conservation Areas and the County waives review authority in Urban Service Areas.



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Urban Service Area Designation- County agrees to waive subdivision authority.

Annexation – generally cities shall not review annexation requests until the area is designated Urban Service Area. Cities are to consider comprehensive plan policies, contiguity to the City limits, proximity to City services, cost to extend City services, fiscal impact and funding sources for providing City services, and development needs of the City.

Amendments to Plan – See attachment C

1. Applicant sends letter to City of Ames
2. Ames staff forward to Gilbert and County staff
3. Majority of entities must support allowing application submittal
4. Application is submitted for review by applicant
5. Joint staff meeting and preparation of staff report (coordinated by Ames Staff)
6. Each jurisdiction prepares notices
7. All Planning and Zoning Commissions review and make recommendation
8. Requires support by all three entities (City Councils and Board of Supervisors)

IV. Significant changes to and/or affecting AUPF - last three years

1. Land use change and annexation to Planned Industrial of 1,300 acres located east of I-35, north of HWY 30 and south of the railroad right-of-way. This also involved an AUPF boundary change to reduce the east limit to 590th Avenue to more accurately reflect the contiguous corporate limits boundaries of the Cities of Ames and Nevada. Consistent with the AUPF policy, the 1,300 acres were annexed into the City of Ames.
2. The Irons residential development that includes single-family and two-family dwellings located around the Ames Golf and Country Club. The area is designated Rural Transitional Residential and Parks and Recreation and is waiting for future annexation.
3. Cameron Estates third phase adding two additional lots. Consistent with the policies, the Cities waived their right to review the development, the area is designated Rural Residential and will remain in the County.
4. Story County adoption of Transportation Impact Analysis Ordinance
5. City of Ames sanitary sewer study
6. Planning and Development Department land use study between Ames and Gilbert. Key factors that contributed to this being a Work Program item was:
 - a. Construction of Gilbert High School
 - b. Traffic on Hyde Avenue
 - c. Paving of Hyde Avenue from Ames to Gilbert
 - d. Increased zoning permit and rural subdivision activity
 - e. Ames sanitary sewer study



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Recommendations from review

Planning staff identified five recommendations and several areas in the Plan area where future growth and opportunity could occur given support from landowners, favorable market conditions, and support from the other entities. Recommendations were:

1. Recognize a residential market segment seeking large lots in a rural setting and support rural residential developments on existing parcels and parcels contiguous to existing rural residential development, including AUPF Map Amendments and rezonings where needed.
2. Support the annexation and development of Urban Residential designated areas for both cities and the development of the Urban Growth Boundary for the City of Gilbert as identified in the C2C Plan).
3. Support the addition and/or expansion of commercial nodes.
4. Support a new Urban Growth Boundary (as in the C2C Plan Future Land Use Map) north of the Ames corporate limits. Future applications in this area would follow the City's plans and agreements for annexation and develop under the City's regulations or if deferred by the City, applicants will develop under County standards.
5. Support plan amendment to allow one additional lot and dwelling through the Residential Parcel Subdivision submittal process when existing dwelling is located on parcel in the Agriculture and Farm Service areas, consistent with other areas in the County that are outside of the AUPF area.

Planning and Zoning Commission comments from April 4, 2018 meeting about the Planning staff review.

1. If we are looking at growth opportunities in the north AUPF area, something needs to be done to address the many names for Hyde Avenue as it is confusing to motorists.
2. A map showing more specific information on the number of parcels and acres for each of the opportunity areas would be helpful to more closely pinpoint the exact locations identified in the recommendation.
3. The information and recommendations in this memo can serve as Story County's talking points and how we want to shape future discussions about proposed AUPF map amendments going forward.
4. Why aren't there recommendations related to transportation planning?
5. George Washington Carver, Hyde Avenue, HWY 69 are the main north/south roads in the area and they are experiencing vehicle capacity issues. We need to look at transportation planning in the north area collectively and not just when a development is proposed. (reference made to current Transportation Impact Analysis Ordinance amendment initially considered by the Planning and Zoning Commission)



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V. Growth trends in unincorporated Story County (last 3 years)

While improvements are noted quarterly throughout the County, a significant amount of the development applications and zoning permits over the last three years occurred within or near the AUPF. This likely reveals a few things; a significant portion of the County's population resides in this area, and this is where a substantial amount of existing improvements have been made, which translates into interest in the area.

VI. Planning & Development staff & PZC Chair meeting with Ames 2040 Comp Plan consultant RDG

Discussion points

1. Background of the AUPF and expiration in 2021
2. The Plan's policies have provided direction on how each of the three entities are to respond to requests
3. Feedback received by property owners and developers regarding the process with three entities
4. The impact of the east industrial land use designation change
5. The north review of the AUPF conducted by the Planning and Development Department
6. Transportation planning, the county's Transportation Impact Analysis ordinance, and three north AUPF dangerous intersections
7. Housing, including the Story County Housing Trust and urban growth areas in the C2C Plan
8. Park and trails planning

VII. March 26, 2019 letter from Board of Supervisors to Ames and Gilbert addressing AUPF concerns.

1. Bring MPO planning into AUPF. Include cities/county plans and MPO plans in AUPF mapping and policies (comprehensive approach to review projects and their impacts)
2. Housing, including the work of the Story County Housing Trust, and urban growth areas in Cornerstone to Capstone (C2C) Plan.
3. Do the Urban Residential Areas match up with growth projections? Do these areas match up with Ames' growth projects?
4. Do we need to review growth priority areas? How will current planned growth areas from Ames 2040 Plan match up/impact AUPF
5. Consider adding policies to address rural water and provisions of full city services to Urban Services Areas. AUPF is silent on rural water and interest in transparency in impact to landowner/developers in buyouts and meeting rural water/city agreements and making sure Urban Service Area are current and realistic plans in place to extend City utilities to these areas as they are supposed to be first to be annexed
6. Review land use designations along HWY 30 with regard to IDOT improvements. This area is in unincorporated Story County and not in a growth area identified in Ames 2040 Plan



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VIII. Impact of AUPF on Story County Departments programs/services

Environmental Health – see comments on Agenda Center

Add Other County department comments

IX. AUPF Revised Discussion Schedule

May 6 – Planning and Zoning Commission

May 12 – Board of Supervisors

June 3 – Joint meeting Planning and Zoning Commission and Board of Supervisors – Discuss details of possible amendments and public outreach plans.

X. PZC Questions

XI. PZC Discussion

1. Comments on current AUPF policies/goals or 28E Agreement
2. Comments on Land Use Framework Map
3. Comments on strengths of current Plan
4. Comments on weaknesses of current Plan



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