

Doc ID: 032035240014 Type: GEN Kind: AGREEMENT

Recorded: 02/10/2023 at 01:34:07 PM Fee Amt: \$0.00 Page 1 of 14 Johnson County Iowa Kim Painter County Recorder

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FRINGE AREA POLICY AGREEMENT | BK 045 | BETWEEN JOHNSON COUNTY AND CITY OF SOLON

Effective Date: February 9, 2023

THIS AGREEMENT is entered into pursuant to Chapter 28E of the Code of Iowa, by and between Johnson County, Iowa, hereinafter referred to as "County," and the City of Solon, Iowa, an Iowa municipal corporation, hereinafter referred to as "City," (together, the "Parties") to-wit:

WHEREAS, Chapter 354, Code of Iowa (2021) allows the City to establish an extra-territorial area, known as the fringe area, within two miles of the City boundaries for the purpose of reviewing and approving subdivisions; and

WHEREAS, Chapter 354 further grants the City the authority to require that subdivisions within the fringe area adhere to the City's subdivision standards and conditions, unless the City establishes alternative standards and conditions for review and approval of subdivisions via a 28E agreement between the City and the County; and

WHEREAS, Chapter 28E of the Code of Iowa (2021) enables two or more local governments to enter into agreements to cooperate for their mutual advantage; and

WHEREAS, the Johnson County 2018 Comprehensive Plan for unincorporated Johnson County adopted May 17, 2018, calls for the preparation and adoption of development plans and agreements between the County and the City; and

WHEREAS, the Solon Comprehensive Plan adopted April 20, 2016, or as amended, outlines the expected urban development; and

WHEREAS, it is in the interest of the County and the City to establish policies for the orderly growth and development within the City's fringe area; and

WHEREAS, the County and the City mutually agree that such policies are necessary to more effectively and economically provide services for future growth and development and to protect and preserve the fringe area's natural resources and its environmentally sensitive features.

NOW, THEREFORE, THE PARTIES AGREE AS FOLLOWS:

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SECTION I. FRINGE AREA DEVELOPMENT POLICIES

The Parties accept and agree to the following development policies regarding annexation, zoning, and subdivision review for the Solon fringe area as authorized by Chapter 354, Code of Iowa (2019).

Purpose:

This Fringe Area Policy Agreement is intended to provide for orderly and efficient development patterns appropriate to a non-urbanized area, to protect and preserve the fringe area's natural resources and environmentally sensitive features, to direct development to areas with physical characteristics that can accommodate development, and to effectively and economically provide services for future growth and development.

In light of these objectives, the City and the County examined the development capabilities of the Solon fringe area (i.e. that unincorporated area outside the corporate limits of the City but within two (2) miles of the existing City limits, designated the "City / County Fringe Area") and determined that development within the boundaries of the City / County Fringe Area, as shown on the Fringe Area Development Map attached to this Agreement as Appendix A and incorporated by this reference, is to occur in accordance with the development policies contained in this Agreement. Development should conform to the Johnson County Comprehensive Plan and Future Land Use Map¹; the Solon Comprehensive Plan and Solon Future Land Use Map², as applicable; and all City and County development regulations, as applicable.

Future Land Use Maps:

The Johnson County Future Land Use Map attached to this Agreement as Appendix B, and as amended from time-to-time, illustrates the County's intended land use patterns within the two-mile extraterritorial area.

The Solon Future Land Use Map attached to this Agreement as Appendix C, and as amended from time-to-time, illustrates the City's intended land use patterns within the two-mile extraterritorial area.

Development Standards:

The following general standards apply to development in the unincorporated City / County Fringe Area.

- Development that conflicts with the goals of the Johnson County Comprehensive Plan and/or stated intent of the Future Land Use Category designation on the County's Future Land Use Map for the area in which a property is located is discouraged.
- Where City review or approval is required as provided below, development that conflicts with the goals of the Solon Comprehensive Plan and/or Future Land Use Map designation on the City's Future Land Use Map for the area in which a property is located is discouraged.
- Where City review or approval is required as provided below, an applicant shall file a
 development application with the County and simultaneously forward a copy thereof to the City.
 - At the City's discretion, applicants may also be required to file a formal application with the City in addition to forwarding a copy of the County application.

¹ Current version available at the Planning, Development, and Sustainability office, and found online as of the date of this Agreement at: https://johnsoncountyjowa.gov/pds/comprehensive-and-village-plans

² Current version available at Solon City Hall, and found online as of the date of this Agreement at: https://www.solon-iowa.com/225/Comprehensive-Plan

- Applicants are encouraged to coordinate with and where possible secure approval by the City on County development proposals prior to submitting to the County.
- The City shall be deemed to have waived its right to review or approve a given development application in the event the City does not provide the County comments or approval (or denial) within sixty-five (65) days of the submission of an application to the City, which period may be extended upon coordination with County planning staff.

General Provisions:

- Zoning Text Amendments: Applications to amend the text of the Johnson County Unified
 Development Ordinance shall solely be reviewed and approved or denied by the County. No
 review or comment by the City is required.
- References to "buildable lots" in this agreement shall mean numbered lots, as shown on the subdivision plat with the application, which can be developed for primary uses in the district in which they are located. It shall not include outlots as defined by the Johnson County Unified Development Ordinance.
- Where this agreement provides for comments to be submitted by the City, the Board of Supervisors (the "Board") shall consider such comments in their formal review of the application. Comments shall be advisory only and non-binding upon the Board's final disposition of the application. Where this agreement requires approval by the City, said approval shall be in the form of a resolution from the City or letter signed by the mayor that reflects the Council's position. The specific requirements under Areas 1 and 2 of this agreement outline whether comments or an approval is applicable for development within the Solon Fringe Area.

Area 1 – City Development Area Policies:

The Parties agree to apply the following policies when considering development applications in the City Growth Area:

Location:

• The City Development Area, or Area 1, is adjacent to the current City corporate boundary and extends beyond that boundary in varying degrees, from one-half (1/2) mile to approximately two (2) miles, as shown on the attached Johnson County / Solon Fringe Area Development Map (2022) (Appendix A).

Recommended Uses:

• Recommended uses within Area 1 are those uses allowed in the zoning district(s) considered appropriate for a given site as set forth in the County and City's Comprehensive Plans and maps.

Applications to amend the County's Future Land Use Map.

• Should an applicant seek to amend the County's Future Land Use Map (FLUM) within Area 1, the County will provide notice of the application to the City within three business days from the County's filing deadline for project-specific Future Land Use Map amendments. The City may review and comment on the application. Any city comment shall be provided to the County in the form of a letter signed by the Mayor containing the City Council's comments unless such authority is delegated to staff via resolution of the Council. The Board shall consider the comments as part of their formal review.

The City shall provide comments prior to the regularly scheduled meeting of the County Planning and Zoning Commission (the "County Commission") at which the Future Land Use Map Amendment Application is scheduled to be heard.

O In the event the City does not provide comments to the County prior to the regularly scheduled August County Commission meeting, the County Commission, at its discretion, may hold public hearing and make recommendation to the Board of Supervisors without having received official City comment. The City may still provide comments for consideration provided said comments can be forwarded to the Board of Supervisors prior to the close of the Board's public hearing on the matter.

Subdivisions (Any parcel divided into two or more lots):

- Unless the City declines to review an application, City review and approval of an application is
 required prior to any public hearing by the County Commission. An approved resolution from the
 City Council showing City approval is required.
- Subdivisions must conform to the Code of Iowa and all County subdivision standards and approval processes, as well as any standards established by the City. The application must meet the minimum requirements of the City's development regulations and a Development Agreement may be required by the City. Additionally, all County regulations including, but not limited to, stormwater, soil erosion and sediment control, and sensitive areas shall otherwise apply. Where there is disagreement between City and County design standards, the more stringent regulations shall apply.
 - Where the City determines that a Developer's Agreement is necessary, the Board of Supervisors shall not issue final disposition on the application until such time as a copy of the approved developer's agreement – signed by the Developer and the City – is forwarded to the County for inclusion with the required legal documents.
 - Any Developer's Agreement required by the City shall be included with the list of required legal documents on the County's Resolution of approval. Said agreement shall be included in and recorded with the legal documents and plats of the approved subdivision.
- For any application that is denied by the City, the City shall provide a memo to the Board of Supervisors detailing reasons for denial and citing the sections of the City's plans and/or development regulations with which the application fails to comply.

Site Plans:

- Unless the City declines to review an application, City review and **approval** of a proposed Site Plan is required prior to any public hearing by the Board of Supervisors. An approved resolution from the City Council showing City approval is required.
- All site plans within Area 1 must conform to County Site Plan standards as well as any standards
 established by the City, up to and including the minimum requirements of the City's development
 regulations. Additionally, all County regulations including, but not limited to, stormwater, soil
 erosion and sediment control, and sensitive areas shall otherwise apply. Where there is
 disagreement between City and County design standards, the more stringent regulations shall apply.
- For any application that is denied by the City, the City shall provide a memo to the Board of Supervisors detailing reasons for denial and citing the sections of the City's plans and/or development regulations with which the application fails to comply.

Zoning Map Amendments:

- Unless the City declines to review an application, City review and **approval** of a proposed zoning map amendment application is required prior to any public hearing by the County Commission. An approved resolution from the City Council showing City approval is required.
- Proposals to rezone should conform with both the County and City Comprehensive Plans, Future Land Use Maps, the Code of Iowa and all County standards and approval processes related to rezoning.
- For any application that is denied by the City, the City shall provide a memo to the Board of Supervisors detailing reasons for denial and citing the sections of the City's plans and/or development regulations with which the application fails to comply.

Annexation:

- The potential for Annexation exists for all properties currently adjacent to City limits. The City will follow all State Code requirements for providing notice of proposed annexations to the County per lowa Code section 368.
- The City will also deliver a request to the Chairperson of the County Board of Supervisors, at least 14 days prior to providing any official written notice to the County under Iowa Code subsection 368.7(1)(b)(1), to discuss any contemplated voluntary annexation during an upcoming informal County Board of Supervisors meeting.
- The City will also deliver a request to the Chairperson of the County Board of Supervisors, at least 14 days prior to providing any official written notice or letter of intent to the County under Iowa Code subsection 368.11(4), to discuss any contemplated involuntary annexation during an upcoming informal County Board of Supervisors meeting.

<u>Area 2 – County Development Area Policies:</u>

The Parties agree to apply the following policies when considering development applications in the County Development Area:

Location:

• The County Development Area, or Area 2, extends beyond the outer boundary of Area 1 out to a point 2 miles beyond the current City corporate boundary as shown on the attached Fringe Area Development Map (Appendix A).

Recommended Uses:

Recommended uses within Area 2 are those uses allowed in the zoning district(s) considered
appropriate for a given site as set forth in the County's Unified Development Ordinance and
Comprehensive Plans and maps.

Notice:

 The County shall provide written notice to the City of the filing of any application for subdivision or rezoning approval for properties located in Area 2 as soon as practical after the filing deadline.
 Notice shall be provided at least fifteen (15) days prior to the initial public hearing on such applications before the Johnson County Planning and Zoning Commission.

Applications to amend the County's Future Land Use Map.

- Should an applicant seek to amend the County's Future Land Use Map (FLUM) within Area 2, the County will provide notice of the application to the City within three business days from the County's filing deadline for project-specific Future Land Use Map amendments. The City may review and comment on the application. Any city comment shall be provided to the County in the form of a letter signed by the Mayor containing the City Council's comments unless such authority is delegated to staff via resolution of the Council. The Board shall consider the comments as part of their formal review. The City shall provide comments prior to the regularly scheduled meeting of the County Commission at which the Future Land Use Map Amendment Application is scheduled to be heard.
 - O In the event the City does not provide comments to the County prior to the regularly scheduled August County Commission meeting, the County Commission, at its discretion, may hold public hearing and make recommendation to the Board of Supervisors without having received official City comment. The City may still provide comments for consideration provided said comments can be forwarded to the Board prior to the close of the public hearing on the matter.

Subdivisions (Any parcel divided into two or more lots):

- Unless the City declines to review an application, City review and comment on an application is
 required prior to any public hearing by the County Commission. Any city comment shall be provided
 to the County in the form of a letter signed by the Mayor containing the City Council's comments
 unless such authority is delegated to staff via resolution of the Council. The Board shall consider the
 comments as part of their formal review.
- At the City's discretion, applicants will be required to enter a Developer's Agreement providing for the upgrade of infrastructure to current city standards upon annexation.
 - Where the City determines that a Developer's Agreement is necessary, the Board of Supervisors shall not issue final disposition on the application until such time as a copy of the approved developer's agreement – signed by the Developer and the City – is forwarded to the County for inclusion with the required legal documents.
 - Any Developer's Agreement required by the City shall be included with the list of required legal documents on the County's Resolution of approval. Said agreement shall be included in and recorded with the legal documents and plats of the approved subdivision.
- Subdivisions must conform to the Code of Iowa and all County subdivision standards and approval processes.
- For any application on which the City recommends denial, the City shall provide a memo to the Board of Supervisors detailing reasons for denial and citing the sections of the City's plans and/or development regulations with which the application fails to comply.

Site Plans:

Applications for Site Plan approval on land in Area 2 shall solely be reviewed and approved or denied
by the County. No review or comment by the City is required. Applications must conform to County
Site Plan standards and approval processes.

Zoning Map Amendments:

- Unless the City declines to review an application, City review and comment on an application is
 required prior to any public hearing by the County Commission. Any city comment shall be provided
 to the County in the form of a letter signed by the Mayor containing the City Council's comments
 unless such authority is delegated to staff via resolution of the Council. The Board shall consider the
 comments as part of their formal review.
- Proposals to rezone should conform with the County Comprehensive Plan and County Future Land
 Use Map, the Code of Iowa and all County standards and approval processes related to rezoning.
- For any application that is recommended for denial by the City, the City shall provide a memo to the Board of Supervisors detailing reasons for denial and citing the sections of the City's plans and/or development regulations with which the application fails to comply.

Policies for Specific Subareas within the Area 2 - County Development Area:

Growth and development within the County's Development Area (Area 2) is guided by the land use policy direction of the County's Comprehensive Plan with the exception of certain areas where more specific policy direction applies. Specifically, there are areas within 1 mile of the City's current incorporated boundary, yet within Area 2, where more City review is appropriate. The area identified below is shown on the Johnson County / Solon Fringe Area Development Map (2022) in Appendix A. In addition to the general requirements of Area 2 – County Development Policies above, the following additional policies apply:

• North Dillons Furrow/Highway 1 Subarea: the NW ¼ of the SW ¼ of Section 31, Township 81N, Range 5W, and that portion of the NE ¼ of the SE ¼ of Section 36 Township 81N, Range 6W lying east of Highway 1 NE, located at the northern intersection of Dillon's Furrow Rd NE and Highway 1 NE. This area may see county-scale development in the future, and the City wants to ensure that future subdivision designs preserve the ability of the City to extend infrastructure to – and past – this area in the future.

All non-subdivision development applications in this subarea will continue to follow the standards for Area 2 as outline above.

For all subdivision applications, in addition to the general policies outlined in Area 2 above, unless the City declines to review an application, City review and **approval** is required prior to any public hearing by the County Planning and Zoning Commission. Subdivisions which comply with the following requirements shall be approved by the City Council unless there is a strongly compelling reason to deny the subdivision:

- Right of way for all streets shall be at least 60 feet to enable retrofit of sewer, water and sidewalk in the future as necessary. The right of way for arterial and collector streets for the developed area shall be determined by City and County planning and engineering staff and may exceed 60 feet.
- Street layout shall allow for extension of future street network and shall limit the use of dead end or cul-de-sac streets.
- Maximum street grade for local streets shall be 12%.
- Streets shall have a 6" compacted stone base. Surface requirements shall comply with county subdivision standards.

- Primary structures shall comply with City setbacks for the R-1 district, as amended.
- The developer's engineer shall coordinate with the local fire protection district to provide sufficient fire protection measures. A letter from the fire protection district shall be provided prior to plat approval.

SECTION II. AGREEMENT REVIEW

This Agreement shall be reviewed every three (3) years. At any time between three (3)-year reviews, either the Chair of the County Board of Supervisors or the Mayor of the City may initiate review of the policies of this Agreement by contacting the other party to this Agreement. During this review, a working group of City and County staff should meet to discuss potential updates to the map and/or text of this agreement. Alternatively, either party may re-affirm the current agreement in writing, at which point both Parties may agree to waive review of this Agreement. Both Parties to this Agreement shall consider modifications of this Agreement in good faith.

Either party may terminate this Agreement by providing written notification to the other party, accompanied by an approved resolution of the governing body directing such termination, sent by registered mail. Such termination shall be effective no earlier than ninety (90) days after the mailing date of the notification.

Annexation of property by the City does not automatically adjust the boundaries of the Areas 1 and 2 established by this Agreement. Such boundaries, and the applicability of this Agreement to unincorporated territory of Johnson County, may only be changed or extended by modifying this Agreement by mutual agreement of the Parties. Upon any annexation to the City of Solon, any request made by the City to amend the Fringe Area Development Map attached to this Agreement as Appendix A will be considered in good faith by the County.

Both the City and County should provide timely notice to one another of any amendments to future land use maps or related planning documents proposed by either entity, to the extent they affect land within the City / County Fringe Area. Respective comments should be provided prior to review by the applicable Planning and Zoning Commissions.

SECTION III. EFFECTIVE PERIOD

This Agreement shall become effective upon acceptance and execution by all Parties, and shall be in effect for ten (10) years after the date of execution of this Agreement. This Agreement may be modified or extended by the written mutual consent of both Parties unless terminated pursuant to Section II of this agreement or dissolved.

SECTION IV. CONFLICT RESOLUTION

If it is readily apparent that the City and County will disagree regarding approval of a proposed subdivision, rezoning, or site plan application, a review committee, comprised of members of the City Council, Board of Supervisors, and staff, to be appointed by the Board and City Council (so as not to have the entire Board and City Council), shall be established upon the request of either jurisdiction to attempt to resolve the conflict without undue delay. In the event good faith negotiations fail to align the positions of the City and County with respect to a particular development application, final authority to approve or deny all applications shall remain with the County, however approval of a subdivision in Area 1 and the North Dillon's Furrow/Highway 1 Subarea shall require the approval of both the City and the County.

SECTION V. RECORDATION

This Agreement shall be filed with the Secretary of the State of Iowa, and with the Johnson County Recorder in compliance with Chapter 28E, Code of Iowa (2022).

JOHNSON COUNTY

By: <u>Unal Mien Monglass</u>
Chairperson, Board of Supervisors

Attest: ___

County Auditor or Designee

CITY OF SOLON

Dated this day of <u>anuary</u>, 2023

By: St. Lly

Mayor

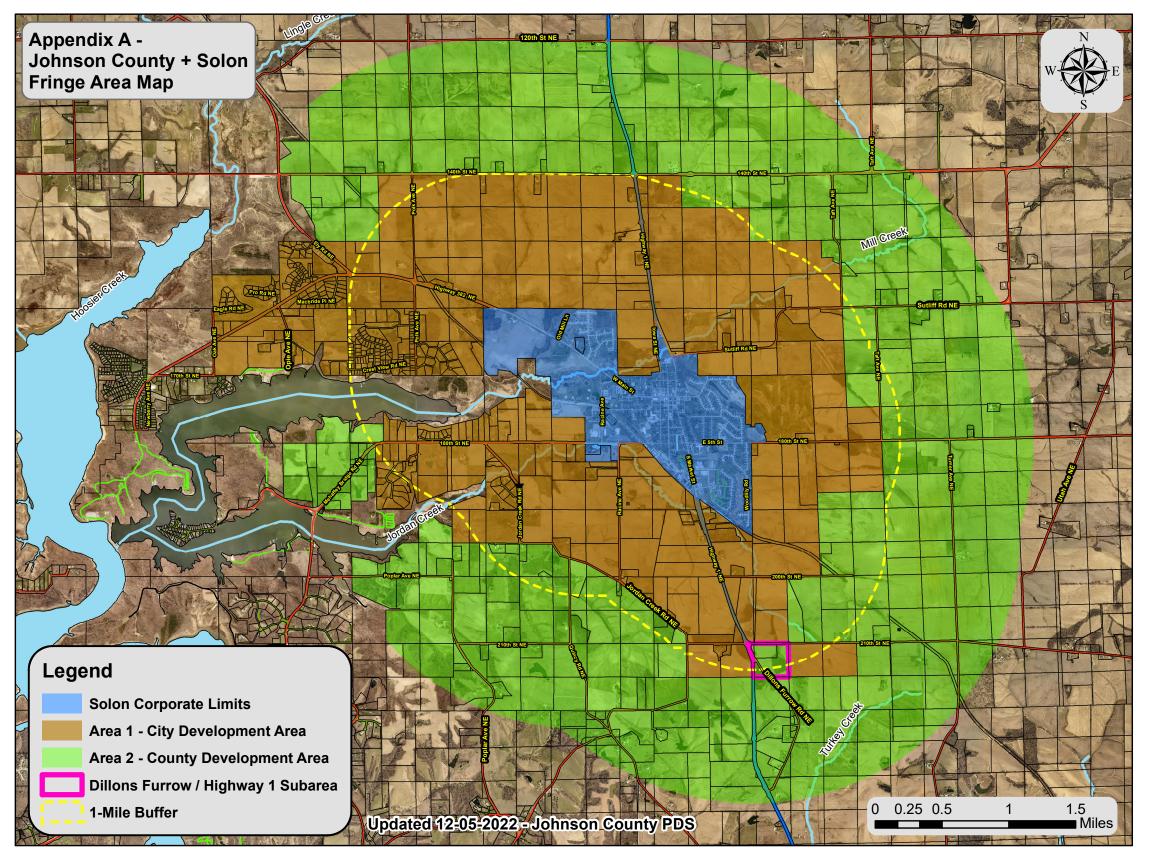
Attest: Suriu 2

City Clerk or Designee

APPENDICES:

- A. Johnson County + Solon Fringe Area Development Map (2022)
- B. Johnson County Future Land Use Map 2022(3)
- C. Solon Future Land Use Map 2022(3)
- D. Resolutions adopting this agreement from the Solon City Council and Johnson County Board of Supervisors.

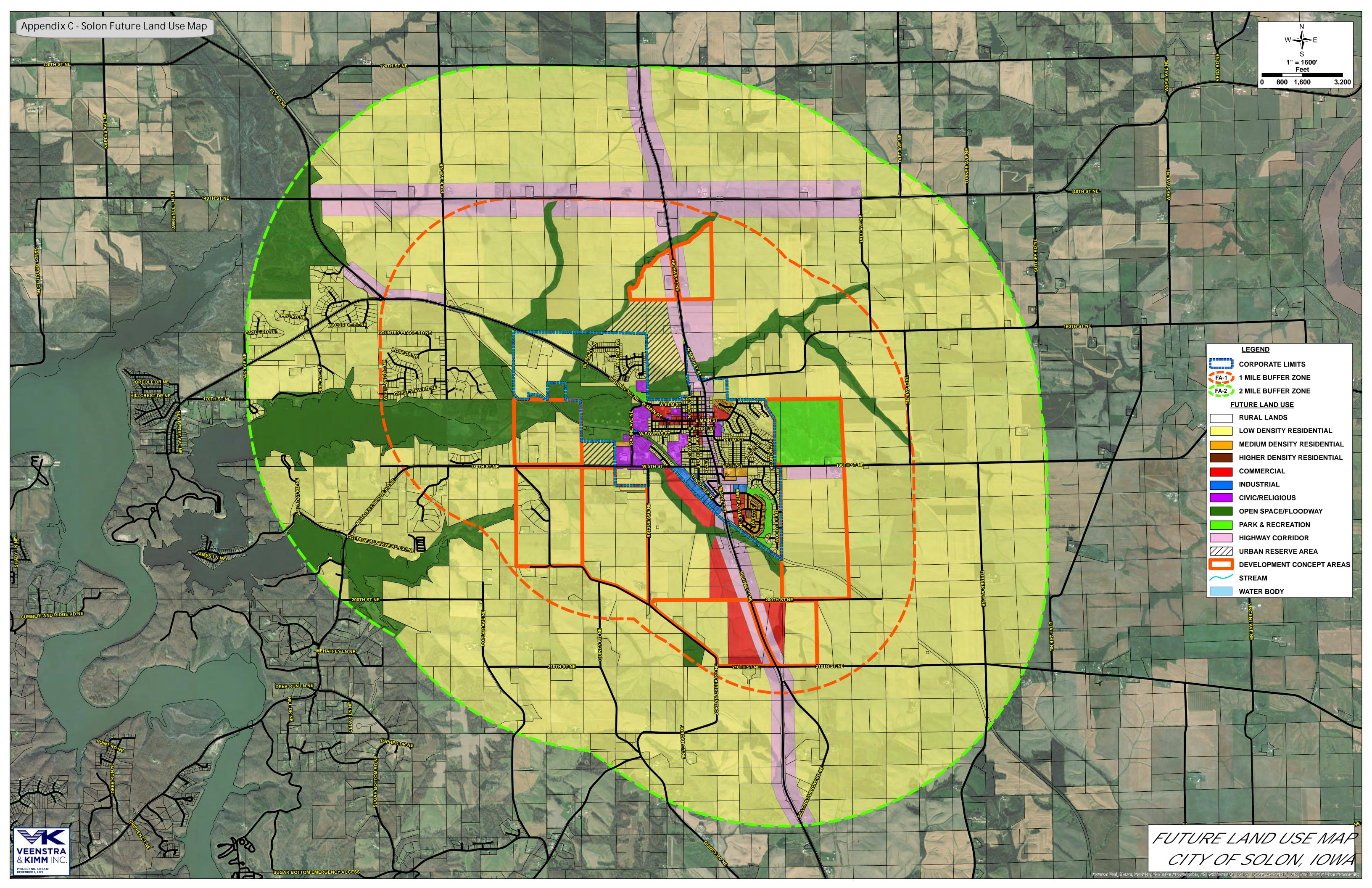
⁽³⁾ The Future Land Use Maps included with this agreement were the effective as of the date of adoption of this agreement. Both maps may be updated and/or amended from time to time by their respective bodies. As expressed in this agreement, it is the intent of both the County and the City to use the currently-effective version of their respective Future Land Use Maps to review development requests.



† For property within each village boundary, please see the adopted village plan for development policies.

† The Village of Windham does not currently have a village boundary. The area shown is the approximate location of the village.

Miles



RESOLUTION NO. 02 - 09 - 23 - 01

RESOLUTION APPROVING THE FRINGE AREA POLICY AGREEMENT BETWEEN JOHNSON COUNTY, IOWA AND THE CITY OF SOLON, IOWA

WHEREAS, Chapter 28E of the Iowa Code (2021) enables two or more local governments to enter into agreements to cooperate for their mutual advantage; and

WHEREAS, Iowa Code Section 354.9 gives the City and the County the authority to establish, by agreement, the standards and conditions applied by a city or county for review and approval of a county subdivision, and other development applications to which such an agreement may be addressed; and

WHEREAS, pursuant to these powers, the City and County did enter into a 28E Agreement in September 2008 pertaining to the City / County Fringe Area; and

WHEREAS, it is in the interest of the County and the City to update the applicable policies for orderly growth and development within the City / County Fringe Area and, accordingly, the planning and development staff of both the County and the City have developed a draft new agreement to supersede and replace the September 2008 fringe area agreement; and

WHEREAS, the Solon City Council, following a public meeting on December 7, 2022, has reviewed this draft new fringe area policy agreement and approved said agreement by resolution; and

WHEREAS, the Johnson County Planning and Zoning Commission, following a public meeting on January 9, 2023, has reviewed this draft new fringe area policy agreement, filed its report, and recommended that said agreement be approved; and

WHEREAS, having received the report and recommendation of the Johnson County Planning and Zoning Commission, conducted a public hearing on February 9, 2023, considered the information and objections presented at said hearing, if any, and otherwise informed itself of the particulars of the proposed Fringe Area Policy Agreement:

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF SUPERVISORS OF JOHNSON COUNTY, IOWA:

- 1. That the Johnson County Board of Supervisors hereby accepts and agrees to the Fringe Area Policy Agreement between Johnson County and the City of Solon as recommended by the Planning and Zoning Commission and attached hereto and included in the online agenda packet for the meeting of the Board of Supervisors held on February 9, 2023, copies of which can be obtained at the Johnson County Planning, Development and Sustainability Office, the Johnson County Auditor's Office, or at www.johnsoncountyjowa.gov.
- 2. That the Chairperson be authorized and directed to sign said Fringe Area Policy Agreement and arrange for its filing with the Iowa Secretary of State as required by Iowa Code Sec. 28E.5 upon full execution by the parties.

It was moved by	Sulliven	and se	econded	by Fixmer - Oraiz	the
Resolution be adopted	d this <u>9</u> th day	of February	•	_, 2023.	

Roll Call: Fixmer-Oraiz Ave Green Ave Green-Douglass Ave Porter Ave Sullivan Ave

Lisa Green-Douglass, Chairperson

Board of Supervisors

Travis Weipert, Auditor

Johnson County, Iowa

RESOLUTION NO. 22-45

RESOLUTION APPROVING 28E AGREEMENT WITH JOHNSON COUNTY BOARD OF SUPERVISORS REGARDING THE FRINGE AREA AROUND SOLON

BE IT RESOLVED BY THE CITY COUNCIL OF SOLON, IOWA.

WHEREAS, Chapter 354, Code of Iowa (2021) allows the City of Solon to establish an extraterritorial area, known as the fringe area, within two miles of the City boundaries for the purpose of reviewing and approving subdivisions; and

WHEREAS, Chapter 354 further grants the City the authority to require that subdivisions within the fringe area adhere to the City's subdivision standards and conditions, unless the City establishes alternative standards and conditions for review and approval of subdivisions via a 28E agreement between the City and the County; and

WHEREAS, Chapter 28E of the Code of Iowa (2021) enables two or more local governments to enter into agreements to cooperate for their mutual advantage; and

WHEREAS, the Johnson County 2018 Comprehensive Plan for unincorporated Johnson County adopted May 17, 2018, calls for the preparation and adoption of development plans and agreements between the County and the City; and

WHEREAS, the Solon Comprehensive Plan adopted April 20, 2016, or as amended, outlines the expected urban development; and

WHEREAS, it is in the interest of Johnson County and the City of Solon to establish policies for the orderly growth and development within the City's fringe area; and

WHEREAS, Johnson County and the City of Solon mutually agree that such policies are necessary to more effectively and economically provide services for future growth and development and to protect and preserve the fringe area's natural resources and its environmentally sensitive features.

NOW THEREFORE BE IT RESOLVED that the 28E Agreement between the City of Solon and the Johnson County Board of Supervisors (Attachment A) is approved to guide the orderly development of land in the two-mile Fringe Area around Solon.

Passed and approved this	day of December, 2022.
	Steve Stange, Mayor

ATTEST:

Susie Siddell, City Clerk