

# **BOONE ANNEXATION STUDY**

## **Phase 1 – Basis of Study**

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*Prepared by:*



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# Boone Annexation Study

## Phase 1 – Basis of Study

### - Draft -

The City of Boone, Iowa adopted their new 2006 Comprehensive Plan in early 2007 which provides a valuable decision-making tool for City Council and the Zoning Commission, particularly with respect to capital improvement planning and planning for growth. This Comprehensive Plan includes recommended action items to implement the plan in three phases. The City is working on the strategic action items outlined for the first phase (1-5 year period) of the implementation plan and has already accomplished some of those items. Several of the strategic action items relate to the annexation of various territories surrounding the City of Boone. The City has prudently determined it is necessary to take a closer look at the basis for such annexation, the existing conditions in potential annexation territories and the costs and benefits of annexation prior to proceeding with a Petition for Boundary Change.

The following report outlines and details the findings of Phase 1 – Basis of Study of the Annexation Study. The area located within two miles of the City of Boone, shown on Figure 1 on the following page, was used for the Preliminary Study Area during Phase 1 of this project.

Based on the findings of the first phase of this study, the following report also includes the delineation of specific areas lying adjacent to the City of Boone that are recommended for further study under Phase 2 and Phase 3 of this project. At the direction of City Council, additional areas may also be included, or specific areas deleted, in these future phases of the Annexation Study.

During the upcoming Phase 2 of the Annexation Study, existing conditions of the specific potential annexation areas will be studied including topography, population densities, assessed valuations, uses of property and potential non-conformities, and existing subdivisions. Existing infrastructure in these areas will be evaluated to determine the extent of public investment required if the area is annexed. The costs associated with the provision of municipal services to the potential annexation area will be evaluated with respect to expansion of services and maintenance responsibilities as well as working with various department heads regarding manpower and facility needs.

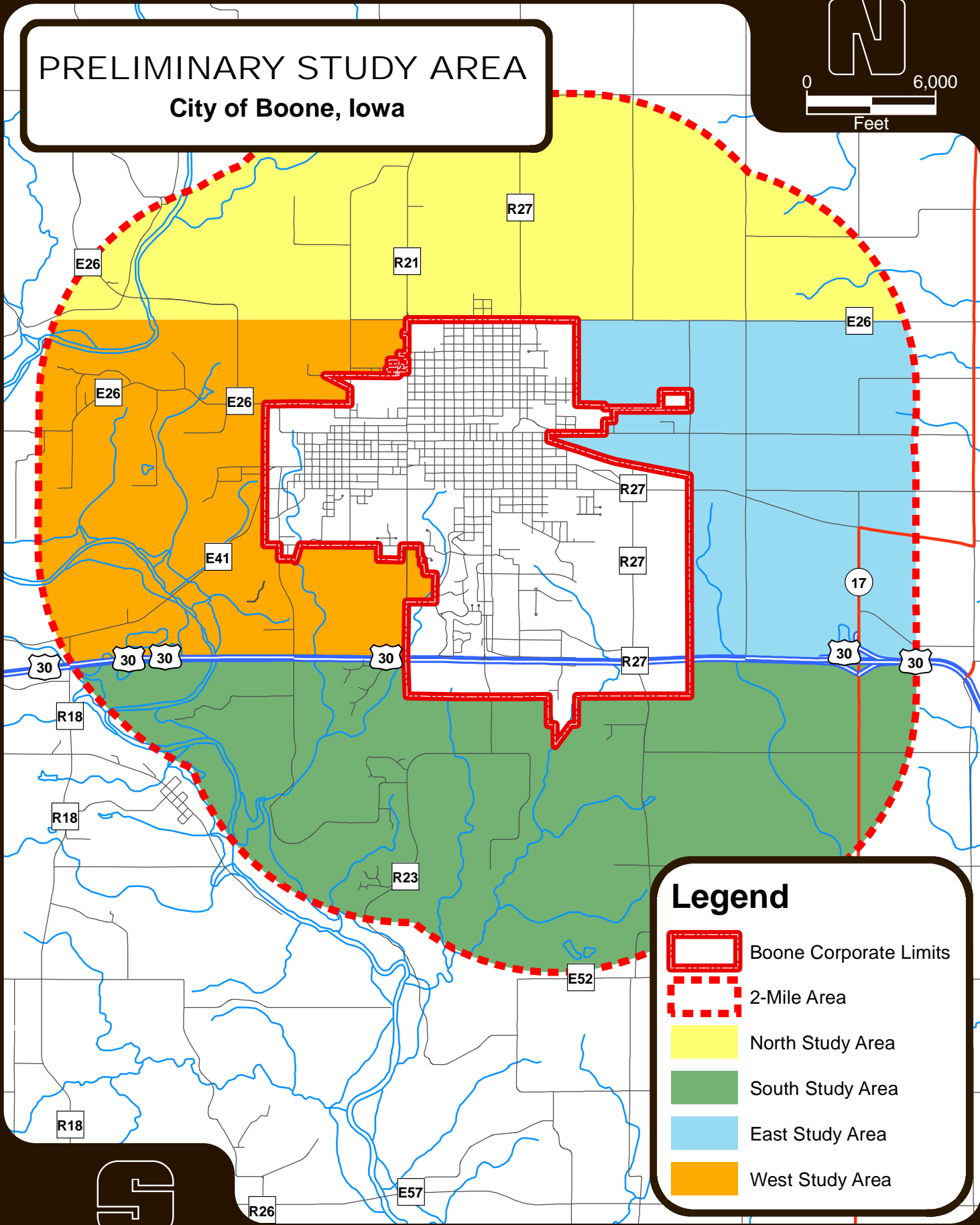
During Phase 3 of this study, a revenue and cost analysis will be projected for the potential annexation areas with an independent scenario for each area. Existing developments will be studied with respect to upgrading infrastructure to city standards while undeveloped land will be evaluated on the basis of development potential. Strategies will be developed for public investments and private responsibilities, such as user fees.





# PRELIMINARY STUDY AREA

## City of Boone, Iowa



### Legend

- Boone Corporate Limits
- 2-Mile Area
- North Study Area
- South Study Area
- East Study Area
- West Study Area



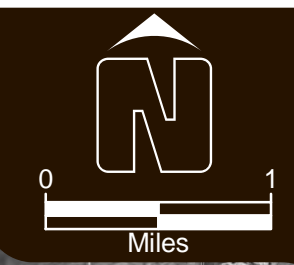
### Preliminary Study Area

The preliminary study area includes the entire 2-mile extra-territorial jurisdiction of the City of Boone. This 2-mile area includes the following four sub-areas:

- *South Area.* The south area (shown in green on Figure 1) is located south of U.S. Highway 30, generally bounded by the Des Moines River on the west and Iowa Highway 17 on the east. The areas south and west of the city, near the river, have very rolling topography, with wooded areas having deep ravines. This area is developed with a few residential subdivisions, including Rolling Meadows Estates as well as the recently developed Honey Creek Estates golf course community. The Ledges State Park, Boone County landfill and 7 Oaks Recreational areas represent other types of uses found in the south area. The east part of the south area, lying closer to IA 17, has flatter terrain and is agricultural in nature, including row crop production.
- *West Area.* The east area (shown in orange) is situated west of the City of Boone, between U.S. 30 and W. 22<sup>nd</sup> Street (E26) extended. This area is nearly covered with wooded ravines and includes County Road E41 which has a bridge across the Des Moines River and a few commercial businesses along it. The Union Pacific railroad crosses this area as it extends to the west. A residential area has developed in the vicinity of W. 3<sup>rd</sup> Street Extension. While there are few other residential subdivisions, very low density residential acreages have developed along county roads running along the ridge lines to the north and along E26 and S. Montana Street to the south.
- *North Area.* The north area (shown in yellow) lies north of 22<sup>nd</sup> Street (E26). With the exception of the area immediately adjacent to the river, it is relatively flat farmland. The north area has numerous marshy areas that are subject to flooding. The Boone & Scenic Valley Railroad runs northwesterly across this area, heading toward Fraser. With the exception of North Side Heights, an older subdivision lying along Story Street just north of Boone, and some homes along Linn Street (R27) very near Boone, far fewer acreages have developed in the north area than in the south or west areas.
- *East Area.* The east area (shown in blue) lies just east of the City, between U.S. 30 and 22<sup>nd</sup> Street (E26). A portion of the Boone airport lies within the east area. The east area also includes the U.S. 30/IA 17 interchange, the Central Iowa Expo site and a few small industrial uses located nearby. The Union Pacific railroad runs through this area along Industrial Park Road. An existing developed industrial area lies north of the railroad tracks, immediately east of the city. The remainder of the east area is relatively flat farm ground, suited to row crops. There are many poorly drained kettles that are subject to flooding.

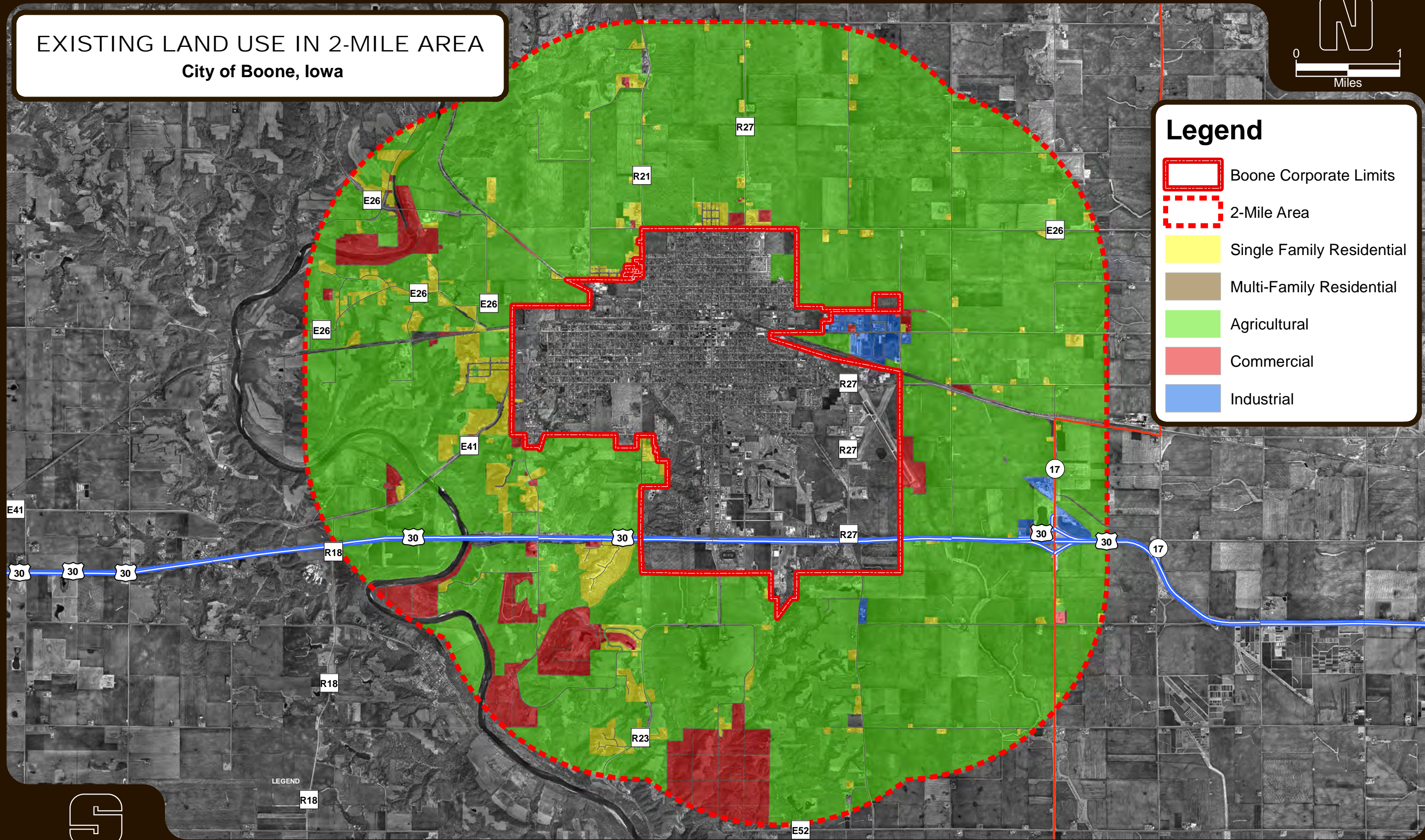
The above-described existing land uses within the 2-mile area are shown on Figure 2 on the following page. These land use designations are as assigned by Boone County, as per their GIS data. Note that the properties designated as commercial also include public lands such as Ledges State Park, as well as land owned City of Boone, Boone County and the United States of America.





# EXISTING LAND USE IN 2-MILE AREA

City of Boone, Iowa



### Legend

- Boone Corporate Limits
- 2-Mile Area
- Single Family Residential
- Multi-Family Residential
- Agricultural
- Commercial
- Industrial



**Basis for Annexation**

As the City of Boone grows, it should strive for “smart growth”; however this concept means different things to different people. In the broader sense of the term, smart growth represents land development techniques that allow a city to accommodate development that meets market demands while managing that development in a way that maintains efficiency, order and unity; bringing together the desire of the community and developers alike. Some of the principles of smart growth are referenced in the 2006 Comprehensive plan. In the context of this report, however, the focus of smart growth principles will be on fiscally-smart, planned growth. Since cities are expected to provide services in an efficient manner, they should exert control over when and where those services are provided. While annexation is not the only method for exercising such control over development, it may be the most fiscally-responsible since it allows the city to recover the cost of extending municipal services to properties that would otherwise be located outside the city.

In most cases, when a city plans to annex new territory into the city, it is generally initiated when one or more of the following situations apply:

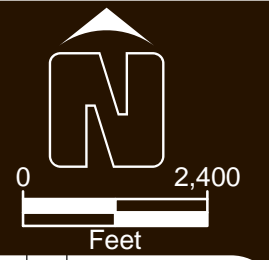
1. Fringe area development has already occurred and the city is providing some direct services to the area.
2. Fringe area development has already occurred but direct city services are not yet being provided.
3. Fringe area development has not yet occurred but is expected to occur in the foreseeable future.

Such fringe area development often occurs when property owners believe they do not need municipal services and/or they desire those services but not the increased taxes that accompany those services. These services include direct services such as water or sanitary sewers, but also “soft” indirect services including police and/or fire protection and even city ordinances such as zoning regulations, nuisance enforcement or building inspections. When a property owner chooses to build in the urban periphery, they have made the choice to indentify with the city as a whole and to take on the responsibilities and reap the benefits of urban living. It is reasonable to expect fringe area properties to become subject to the same regulations and services necessary to the health, welfare, safety, and convenience of the general public within the entire urban community.

*Fringe area development exists, city services are provided.* There are several distinct areas around the City of Boone where development has occurred and city services are already provided. The fact that some of these services already exist, rather than becoming a new benefit, does not preclude annexation; rather it clearly demonstrates the municipality is capable of providing those services.

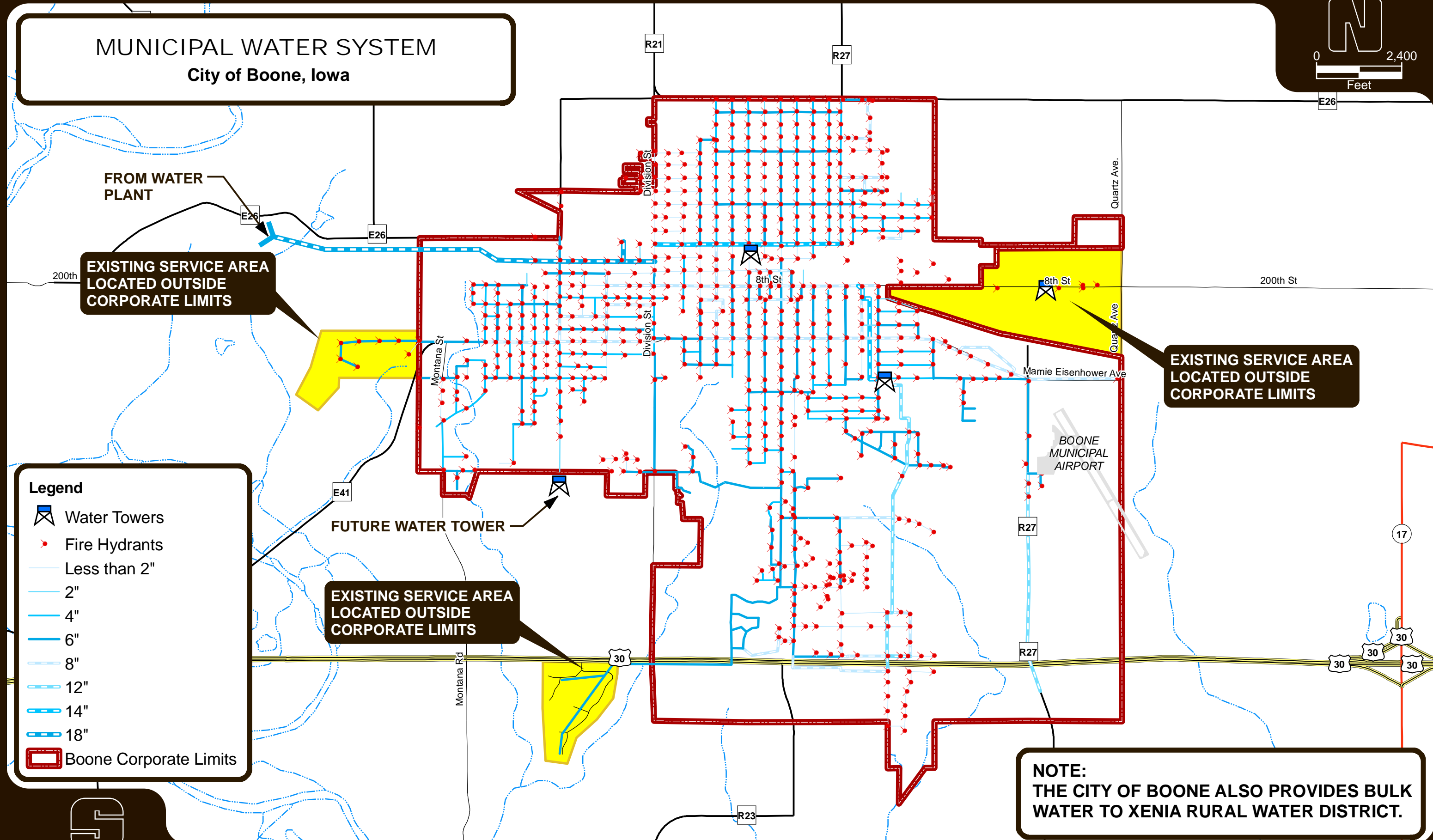
- **Municipal Water Service.** The City of Boone is providing municipal water service to certain portions of the fringe areas. Figure 3 on the following page illustrates the existing Municipal Water System. This is a direct service since specific infrastructure is required in order for properties to be connected to the service.





# MUNICIPAL WATER SYSTEM

City of Boone, Iowa



**Legend**

- Water Towers
- Fire Hydrants
- Less than 2"
- 2"
- 4"
- 6"
- 8"
- 12"
- 14"
- 18"
- Boone Corporate Limits

EXISTING SERVICE AREA LOCATED OUTSIDE CORPORATE LIMITS

EXISTING SERVICE AREA LOCATED OUTSIDE CORPORATE LIMITS

**NOTE:**  
THE CITY OF BOONE ALSO PROVIDES BULK WATER TO XENIA RURAL WATER DISTRICT.

The existing corporate limits are indicated with a bold red line. Three independent fringe areas outside the City of Boone, highlighted in blue on the map, are currently being provided water service. The infrastructure associated with this municipal water service includes the water source for supply, pumping facilities, water treatment facility, storage facilities including elevated storage for improved water pressure, water mains for distribution, water valves for isolation, and fire hydrants for fire protection. Municipal water service also includes, but is not limited to, operations of the treatment facility, routine maintenance of equipment and mains, emergency repairs, flushing, testing, reporting, maintenance of maps and records and the depreciation associated with all infrastructure. Individual service lines are privately owned and maintained.

One extra-territorial water service area is located in the west study area, just northwest of E41, in the W. 3<sup>rd</sup> Street Extension area. The properties within this service area front on W. 3<sup>rd</sup> Street Extension, W 2<sup>nd</sup> Street Extension, W 1<sup>st</sup> Street Extension and Maize Avenue. Although there appears to be over 50 lots in this service area, not all lots include a structure so they do not yet utilize the available water service.

A second extra-territorial water service area is also located in the west study area. This area includes non-farm dwellings and is commonly known as Logan's Port. This developed area is located generally north of E26, near the water plant. This area is connected to the City's water main that passes by the development as it runs from the water plant to the City of Boone. However, since Logan's Port is not contiguous to the existing corporate limits, it is not depicted on Figure 3.

A third extra-territorial water service area is located in the east study area, in the triangular-shaped industrial area just west of Quartz Avenue. The properties within this service area front on Industrial Park Road. There are approximately 23 parcels in this area and all except approximately 4 parcels include structures likely connected to the municipal water system.

It does not appear that any properties outside the corporate limits near the northwest corner of the city, including McCormick's Addition, are being served with municipal water. Since the corporate boundary line is erratic in this area, it should be confirmed if any properties located outside the City are served by the City of Boone. It should also be verified whether or not any properties located inside the City are served by the Xenia Rural Water District.

It should be noted that the City of Boone provides bulk water to Xenia Rural Water District which in turn provides water services to its customers located in rural areas surrounding the city. Generally capacity, usage, and flow rates are factors that show a city's capability of servicing additional area. Since the fringe area is already served indirectly by the City of Boone, capacity is available to supply water to potential annexation areas. Further, the City has an agreement with Xenia Rural Water regarding the City's right to purchase some of Xenia's water lines upon annexation. However, the specific stipulations included in this agreement should be further researched.



The City also has an agreement with Xenia such that if the City wants a specific water main to be constructed as an 8” or greater pipe, then Xenia will install the larger pipe size provided the City pays the incremental cost difference. As an example, the City paid for part of the cost for Xenia to construct an 8” water main to serve Central Iowa Expo, located just north of the U.S. 30/IA 17 interchange.

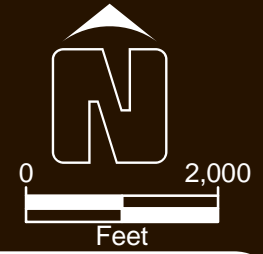
- **Municipal Sanitary Sewer Service.** Another direct municipal service being provided to a fringe area by the City of Boone is sanitary sewer service. Figure 4 on the following page illustrates the existing Municipal Sanitary Sewer System. The sanitary sewer system includes infrastructure such as the waste water treatment plant, lift stations, force mains, sanitary sewer collection trunks and laterals, manholes and clean-outs. The service also includes operations of the treatment facility and lift stations, routine maintenance of equipment and pipes, emergency repairs, televising, testing, reporting, maintenance of maps and records, and the depreciation associated with all infrastructure. Individual service lines are privately owned and maintained.

The area highlighted in green represents the only area located outside the corporate limits that is directly connected to the municipal sanitary sewer collection system.

The Central Iowa Expo property is connected to Xenia’s sanitary sewer collection system. However, these lines are in turn connected to the City’s collection system, with further conveyance and waste water treatment being provided by the City.

It does not appear that any of the properties in the McCormick’s Addition area are connected to the City’s sanitary sewer system. However, since the corporate boundary line is erratic in this area, this should be confirmed.



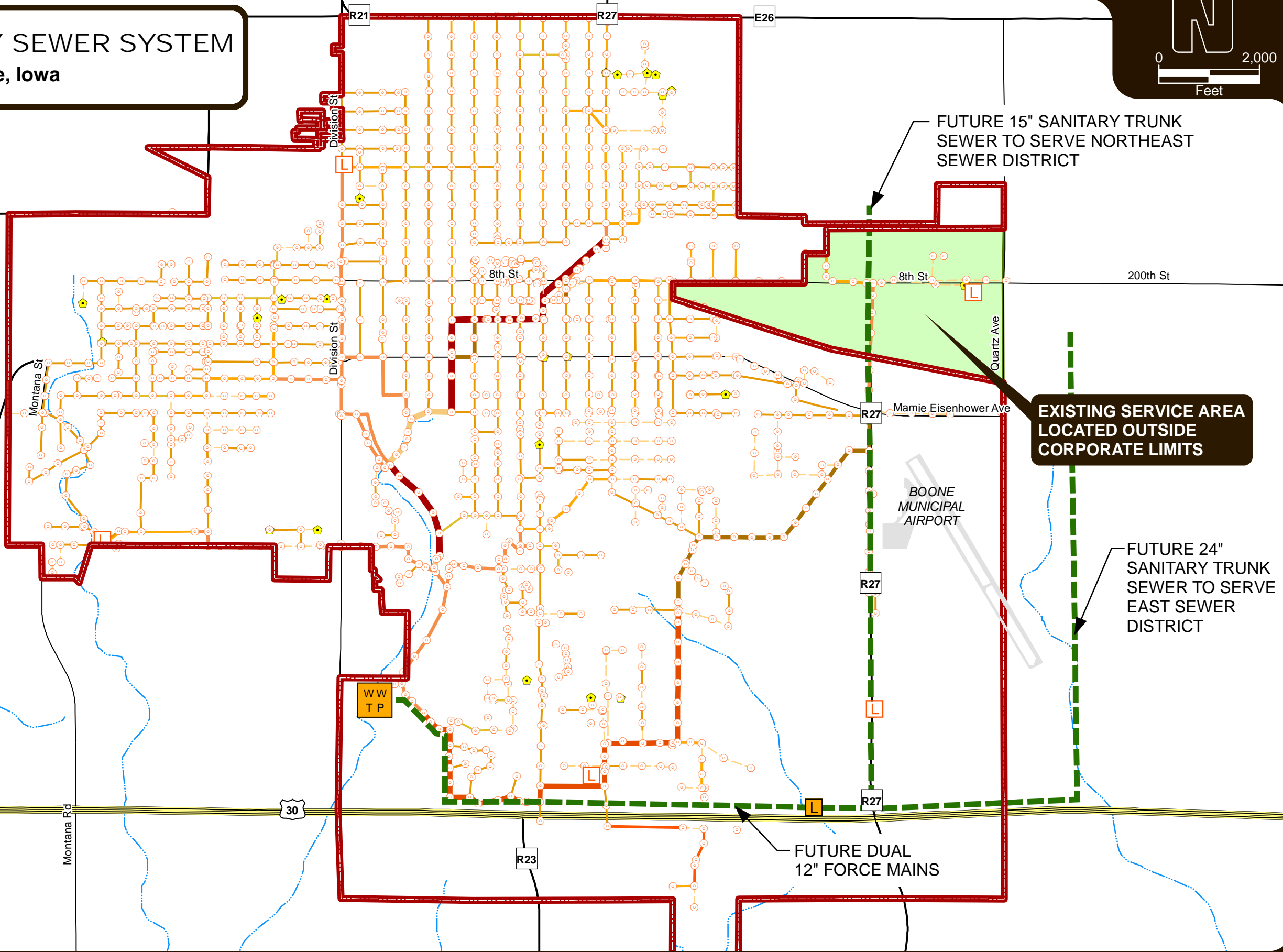


# MUNICIPAL SANITARY SEWER SYSTEM

## City of Boone, Iowa

### Legend

- Boone Corporate Limits
- Waste Water Treatment Plant
- Future Lift Station
- Lift Stations
- Sanitary Manholes
- Clean Outs
- Less than 6"
- 6"
- 8"
- 10"
- 12"
- 14"
- 15"
- 18"
- 21"
- 24"
- 36"
- Future Trunk Sewer



- **Snow Removal Service.** While the City does not own or maintain any of the streets outside the corporate limits, the City of Boone does provide some snow removal service beyond their corporate limits. There is no known formal agreement with Boone County regarding the city’s provision of this service. In general, snow removal in the fringe areas and certain sections of the city is a cooperative effort. However, at this time the City of Boone does provide this direct service specifically to property owners having access from Industrial Park Road since the City is typically more timely with respect to snow removal than is the County. Moreover, the City has recently adopted a Snow Ordinance to facilitate prompt snow removal efforts.
- **Snedden Drive Overpass and Paving Improvements.** The City has been working on this proposed capital improvement project for several years. This project will provide a grade separation at the Union Pacific Railroad crossing by extending Snedden Drive north beyond Industrial Park Road. The project includes intersection improvements at Industrial Park Road and Mamie Eisenhower Avenue.

While the project improves public safety, it is of specific benefit to the east industrial fringe area by improving the movement of traffic and goods, particularly for those areas located north of the tracks. Although the City has not expended any funds as yet for design or construction of these improvements, the City was instrumental in obtaining funding for Phase 1 of the design. As this project moves forward, the City envisions they will have financial involvement with the design and construction phases of the project.

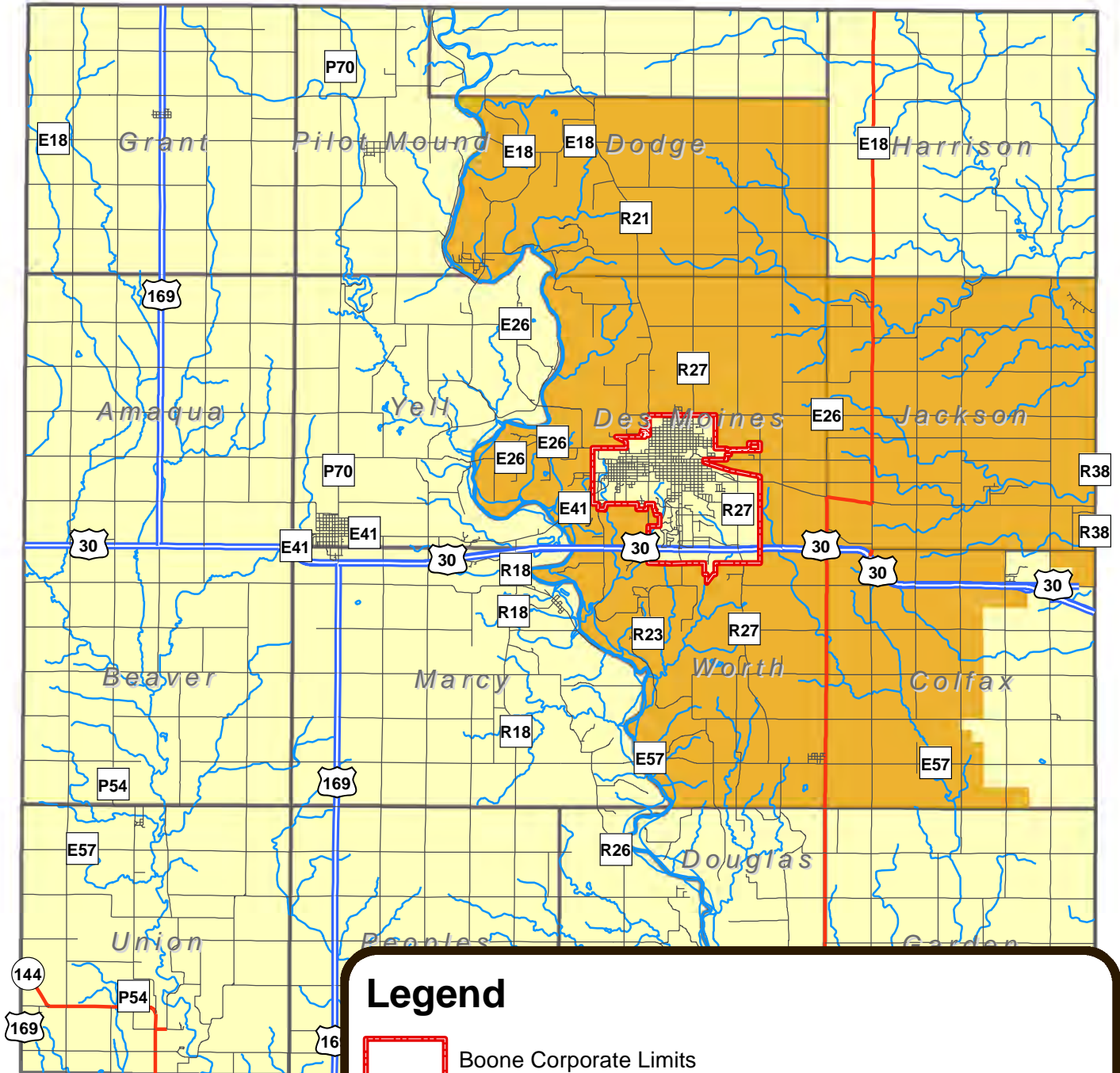
- **Emergency Medical Services.** The City of Boone and Boone County are provided EMS services by Boone County Hospital which includes county-wide ambulance service. The City has a mutual aid agreement with the County, so there will be no real change to these services should annexation occur.
- **Police.** The City of Boone’s police department regularly provides mutual aid response in rural areas outside the city. If annexation should occur, the department’s service area will increase in size accordingly.
- **Fire Protection.** The City of Boone has provided fire protection services to the townships surrounding the City of Boone for decades. Figure 5 on the following page illustrates the Rural Fire District covered by the Boone Fire Department. The City has an agreement with each of the townships regarding the City’s provision of services and revenue for said services. The City owns and operates one fire station to serve the needs of both the City and the Rural Fire Districts.

Although Fire Protection is a “soft” service to the entire township, rather than a direct benefit to specific properties, it demonstrates the City of Boone is fully capable of providing these services the to 2-mile area surrounding the City.






# RURAL FIRE DISTRICT

## City of Boone, Iowa



### Legend

-  Boone Corporate Limits
-  Area within Rural Fire District, includes cities of Luther & Fraiser
-  Boone County Townships outside Rural Fire District



*Fringe area development exists, no direct city services are provided.* There are a variety of areas within the 2-mile area around the City of Boone where development has occurred, but no direct city services are being provided. Figure 6 on the following page illustrates the existing subdivisions within this 2-mile area.

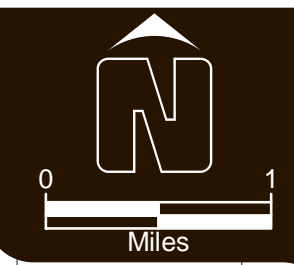
Fringe area development that does not receive direct city services includes:

- The South Area development consists primarily of non-farm residential uses, including the subdivisions of Honey Creek Estates and Deer Run. With the exception of Rolling Meadows Estates which receives water service, these residential areas are most likely connected to rural water and have private on-site wastewater treatment systems.
- The West Area development includes the subdivisions of Pollard 1<sup>st</sup>, Warren's Subdivision and River Valley. However, as Figure 2 indicates by the numerous yellow single family residential land uses, there are a lot of individual homes on acreages located along Montana Street, E41 and E26. This area also includes the erratic city/county boundary area, McCormick's Addition, located west of Division Street. Most of these homes are likely connected to rural water with private wastewater treatment systems.
- The North Area development includes little fringe development, with the exception of the older residential areas located at the extension of Story Street and non-farm dwellings along R21 and R27. Most of these homes are likely connected to rural water with private wastewater treatment systems.
- The East Area development primarily includes the industrial area just north of U.S. 30 at the IA 17 interchange. Most of these properties are likely connected to rural water with private wastewater treatment systems.

Even though the abovementioned areas do not currently receive direct services from the City of Boone, the property owners do have the benefit of some of the "soft" services that the City provides to the entire urban community. These soft services include the use and enjoyment of public parks and libraries in addition to the benefit of the City's fire protection. Industrial and commercial uses may benefit from the activities of the Economic Development Department.

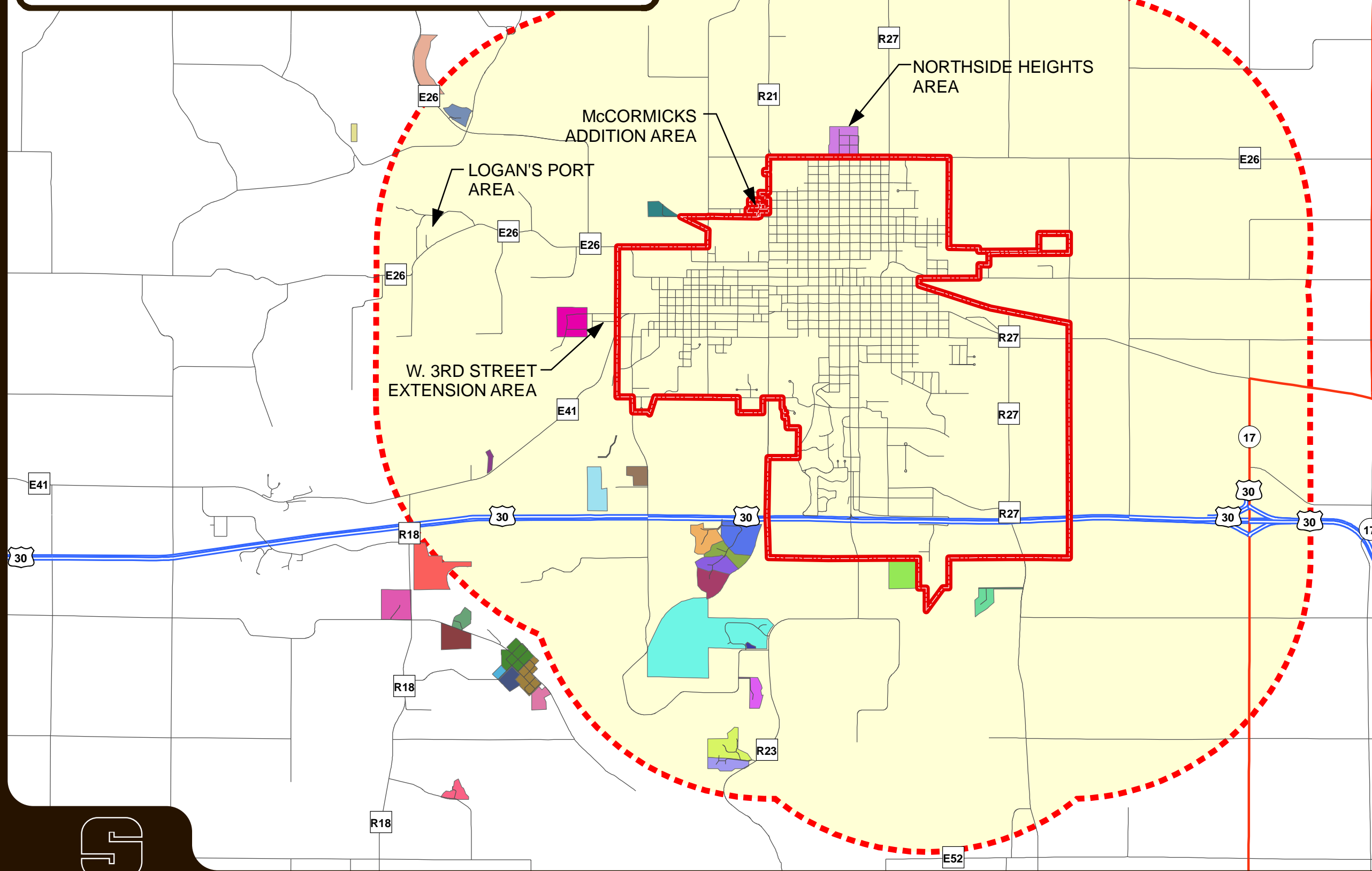
A significant portion of the residential development, particularly in Northside Heights and McCormick's Addition, has substandard infrastructure. Such infrastructure may include substandard street surfacing, a lack of hydrants for fire protection, and/or deteriorating on-site septic systems.





# EXISTING SUBDIVISIONS IN 2-MILE AREA

City of Boone, Iowa



### Legend

Boone Corporate Limits

#### County Subdivisions

NAME	Color
A SUBDIV OF PART OF NW1/4 SW1/4	Light Pink
ADOBE ACRES	Light Green
BLAIRS 2ND ADD	Light Blue
BLAIRS ADD	Light Brown
CABANA ESTATES	Dark Blue
COAL VALLEY	Red
COUNTRY OAKS ESTATES	Light Purple
DEER RUN	Light Blue
DEER RUN 2ND	Light Green
FOXFIRE EAST SUBDIV	Dark Green
FOXFIRE SOUTH SUBDIV	Dark Brown
GWENVIEW ADD	Dark Blue
HALLETT'S 1ST SUBDIV	Dark Purple
HERITAGE HILLS	Light Brown
HONEY CREEK ESTATES	Cyan
INCLINE	Light Yellow
L.W. ADIX	Dark Teal
NORTH SIDE HEIGHTS	Light Purple
POLLARD 1ST	Light Blue
RIVER VALLEY PLAT ONE	Dark Blue
ROLLING MEADOWS ESTATES 2ND SUBDIV	Dark Green
ROLLING MEADOWS ESTATES 3RD SUBDIV	Dark Purple
ROLLING MEADOWS ESTATES 4th SUBDIV	Dark Red
ROLLING MEADOWS ESTATES 5TH	Light Orange
ROLLING MEADOWS ESTATES SUBDIV	Dark Blue
SHILOH SUBDIV	Light Pink
SUBDIV OF NW SW	Light Green
SUBDIVISION OF SEC 6	Dark Purple
TIMBER CREEK 1ST ADDITION	Light Green
TIMBER HAWK SUBDIV	Light Purple
UNINCORPORATED VILLAGE OF MOINGONA	Dark Green
WARREN'S SUBDIV OF LOT D	Light Brown
ZIMBELMAN'S ACRE TRACT	Light Purple

2-Mile Area



*Fringe area development expected.* The 2-mile area around the City of Boone can expect to see continued development, with the existing developments providing some indication of the trends in development patterns. As suggested by the Comprehensive Plan, the City should strive to have the fringe area develop in an orderly and efficient manner, with uses in conformance with the Future Land Use Plan.

Some of the development opportunities in the foreseeable future within the 2-mile area include:

- The South Area will likely see continued low density residential development west of R27. Given the topography of the area that limits densities, the number of properties already on private wastewater systems, the distance from the City's existing sanitary sewers, and need for lift stations, it appears that cost-effective extension of sanitary sewers into this area will be challenging. One possible exception to this would be if a commercial business should be interested in developing south of the Boone Speedway, given the site's proximity to existing sewers and the potential need for sewer service, depending upon the type of commercial use being proposed. A second possible exception would be if commercial/industrial development were to continue to occur near the U.S. 30/IA 17 interchange.
- The West Area may see some additional low density residential, particularly closer to U.S. 30, though there are not a lot of developable parcels remaining due to topography. However, there may be some benefit in extending sanitary sewer to this area if density was then increased. Increased density housing in a wooded setting may offer a new choice for potential developers and home buyers, potentially spurring development. There is also the potential for smaller residential lots just west of the McCormick's Addition area, should municipal services be extended to that area.
- The North Area will likely not see a substantial amount of development in the foreseeable future, though the trend for large residential acreages strung along R21 and R27 to the north may continue. In this area, a case could be made for annexation through the need to implement controls on the type of development that is occurring. These controls could help direct developments that have increased densities and thereby preserve agricultural land, encourage subdivisions with side streets to limit the number of access points along R21 and R27, and provide means for future streets to be extended thus opening up the back of the properties for development as well. Large lots such as these may need to be redeveloped at some point when the city begins to grow to the north.
- The East Area will likely see some additional growth in the industrial area along Industrial Park Road. This area affords unique and important development opportunity due to collocation of the airport and railroad. Once Snedden Drive has been extended to the north, this will open up another large tract of land for industrial development. Potentially the more urgent need for annexation of this area is to protect this industrial development ground as a valuable resource, whereby the City could restrict continued development of non-farm residential dwellings, such as



those along 22<sup>nd</sup> Street, which erode the City's plans for a future Industrial Park. With the marshy areas that are prone to flooding and the existing drainage problems to the south, another benefit of annexation would be the City's ability to better control the storm water management plan and environmentally-sensitive nature of this area, perhaps with consideration given to a regional detention basin.

In addition, as mentioned in conjunction with the South Area, commercial development may well continue to occur at or near the U.S. 30/IA 17 interchange. If that is the case, the City should follow this activity closely. Even though the cost of extending services to this area may be substantial, it may be offset by new business enterprises in the area as well as opening up a whole new area east of the airport for commercial/industrial use.

Even though the above areas are not yet developed, nor do they receive direct services from the City of Boone, these property owners also have access to some "soft" services benefitting the City provides to the entire urban community. These include access to the City's public parks and libraries and fire protection services. At the point in time the property owners are interested in selling their property for development purposes, they will likely benefit from the marketing skills of the Economic Development Department.



**Annexation Needs**

*Growth projections.* Based on census data and the 2009 population estimates prepared by the U.S. Census Bureau, the population of the City of Boone has remained relatively stable over the last decade. The city’s population in 2000 was 12,803 according to the census while in 2009 the city’s estimated population was 12,478 which reflects a slight drop in population. The 2010 census data may be available before the end of next year, so this report can be updated with more data at that time.

For comparison, we looked at the population of unincorporated Boone County, which contrasts with the city’s stable population base. The State Data Center of Iowa, projects there will be a 4% increase in population within unincorporated portions of Boone County over a 40 year period, based on growth projections prepared by Woods & Poole Economic, Inc. This projection indicates the County’s 2010 projected population of 26,364 will increase to 27,188 by the year 2040. It is reasonable to assume that a substantial portion of this growth will occur as low density single family development surrounding the City of Boone.

*New construction.* While population increases by themselves do not reflect a strong need for annexation, the City has experienced growth as evidenced by the number of building permits for new construction issued by the City over the last 10 years. Since 2000, the City has issued an average of 21.4 building permits for new single family homes each year, even when including 2009 which was a very slow year for housing starts nation-wide. In addition, the City has issued an average of 9.6 building permits for multiple-family dwelling units per year. Some of these new residential dwellings may be occupied by families moving into Boone while others may be current citizens looking to upgrade, change or relocate their housing while remaining in the City. Though these new construction figures may be relatively modest, the fact that new homes are continuing to be built inside Boone’s corporate limits indicates the need for the city to maintain housing choices, with a variety of locations available for residential development purposes so developers can respond to the demands of the market.

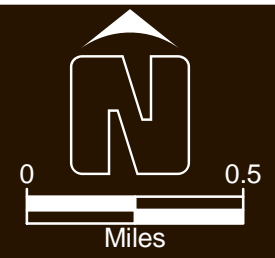
Over the last ten years, the City has also issued an average of 3.4 permits for new commercial buildings. This indicates business owners’ willingness to invest in the City of Boone. The city should maintain a selection of developable land that is available that is appropriate for commercial uses to continue to attract new business owners.

*Consumption of Vacant land.* Although the population of Boone remains stable and the rate of new construction is relatively modest, a more telling statistic may be the amount of “vacant” land within the city that has been consumed by development over the last 15 years. The 1995 Comprehensive plan identified 2,981 acres inside the corporate limits as being dedicated to agriculture or yet to be developed, equating to 54% of the area inside the city that was available for development purposes. At the time the 2006 Comprehensive Plan was prepared, the available developable land has been reduced to 2,115 acres. In the last four years, the amount of undeveloped land available for development purposes has been further reduced, with approximately 1,381 acres currently available for development purposes. This represents approximately 25% of the city’s area, some of which may be located in environmentally sensitive areas not conducive to development. The location of these undeveloped parcels is illustrated in Figure 7 on the following page.

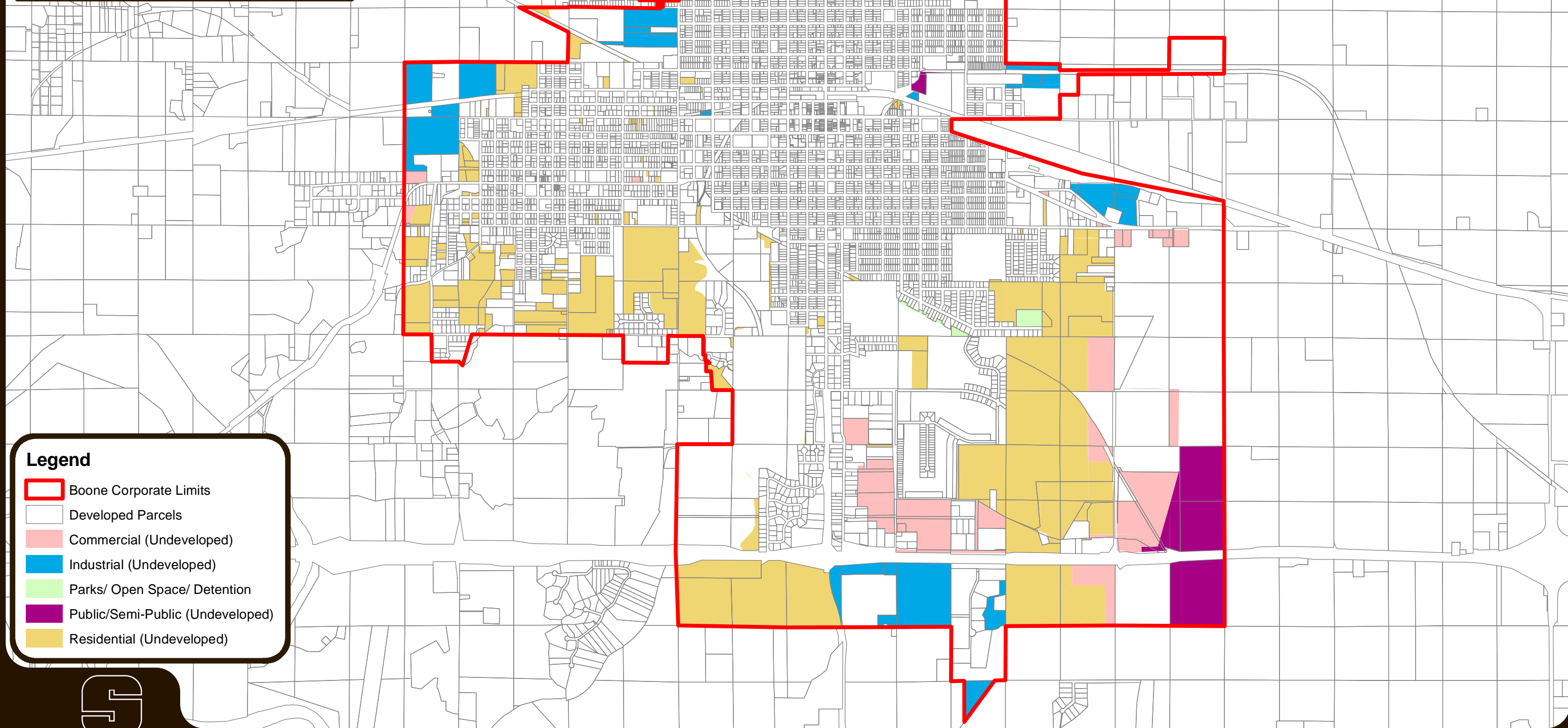


# AVAILABILITY OF LAND BY LAND USE

## City of Boone, Iowa



Future Land Use	# of Undeveloped Parcels	Undeveloped Acres
Commercial	92	206
Industrial	104	211
Residential	365	964



**Legend**

- Boone Corporate Limits
- Developed Parcels
- Commercial (Undeveloped)
- Industrial (Undeveloped)
- Parks/ Open Space/ Detention
- Public/Semi-Public (Undeveloped)
- Residential (Undeveloped)



*Land Use Needs.* Figure 7 also indicates the future land use for each of the identified undeveloped parcels. These land uses are based on the uses assigned by the Future Land Use Plan in the 2006 Comprehensive Plan.

- Residential Uses. As illustrated on Figure 7, there currently exists 964 acres of undeveloped land that is designated for residential development. Not surprisingly, most of these 365 vacant parcels are located on the perimeter of the city. Approximately half of these parcels are located just to the west of Snedden Drive and another fourth of these parcels are located south of U.S. 30. The remainder of land that is available for residential development is generally located on the west side of the City. While it appears the City has a reasonable supply of undeveloped residential land, some of it may be in environmentally sensitive areas and may not be feasible to fully develop. Other portions of this vacant land are to be set aside for parks.

With so much of the undeveloped land concentrated on the east side of the city, the city may wish to provide residential land in alternative locations. The 2006 Comprehensive Plan indicates a wide variety of future residential land uses on the north, west and south sides of the city.

- Commercial Uses. At this time, there are 206 acres of vacant land (92 parcels) available for commercial development purposes within the corporate limits. Most of these commercial parcels are large in size and located in the southeast quadrant of the City; along S.E. Linn Street, Snedden Drive or U.S. 30. While there is not an over-abundant variety of properties available for commercial development purposes, the land that is available is suited to larger users, thus helping to encourage smaller retail/commercial users to locate in the downtown area.

The 2006 Comprehensive Plan designates two future commercial areas within the 2-mile area that would also be available for commercial development. One of these areas is planned to be located west of the U.S. 30/IA 17 interchange and the second is planned for a future intersection in the vicinity of NE 22<sup>nd</sup> Street at the future Snedden Drive extension. These future commercial areas are not contiguous to existing development and are located in the growth area of the 2030 land use plan. At this time, there does not appear to be an immediate, identifiable need for additional land for commercial development, provided the downtown area continues to remain viable for retail and commercial uses. However, this could change if the City begins to see development pressures for new businesses wishing to be located near U.S. 30/IA17 interchange or in other appropriate locations.

- Industrial Uses. There are 211 acres of undeveloped land within the City of Boone that is available for industrial development purposes. The largest contiguous such area is located south of U.S. 30, east of the Boone Speedway. A medium-sized tract is located north of the airport which will be split by the extension of Snedden Drive. As a result, these smaller parcels will then have improved access. Other industrial parcels are located on the northwest corner of the city. These medium-sized tracts do not have direct access to U.S. 30 so they are less desirable for industrial purposes. At this time,



the City of Boone does not have a large supply of industrial land available, particularly in large tracts, for industrial businesses looking to locate in the City of Boone.

The 2006 Comprehensive Plan designates a large area east of the airport for future industrial uses. This industrial area extends around the northeast side of the city to a future industrial park area designated at the north end of the future Snedden Drive extension. These industrial areas are a unique and valuable resource, particularly since they are in proximity of both the Boone Airport and the Union Pacific Railroad providing the potential for rail access. These tracts also offer desirable access to U.S. 30 and IA 17, particularly to the southern parcels. The future Snedden Drive Overpass and related improvements to that street will greatly improve access to the parcels located north of the railroad tracks.

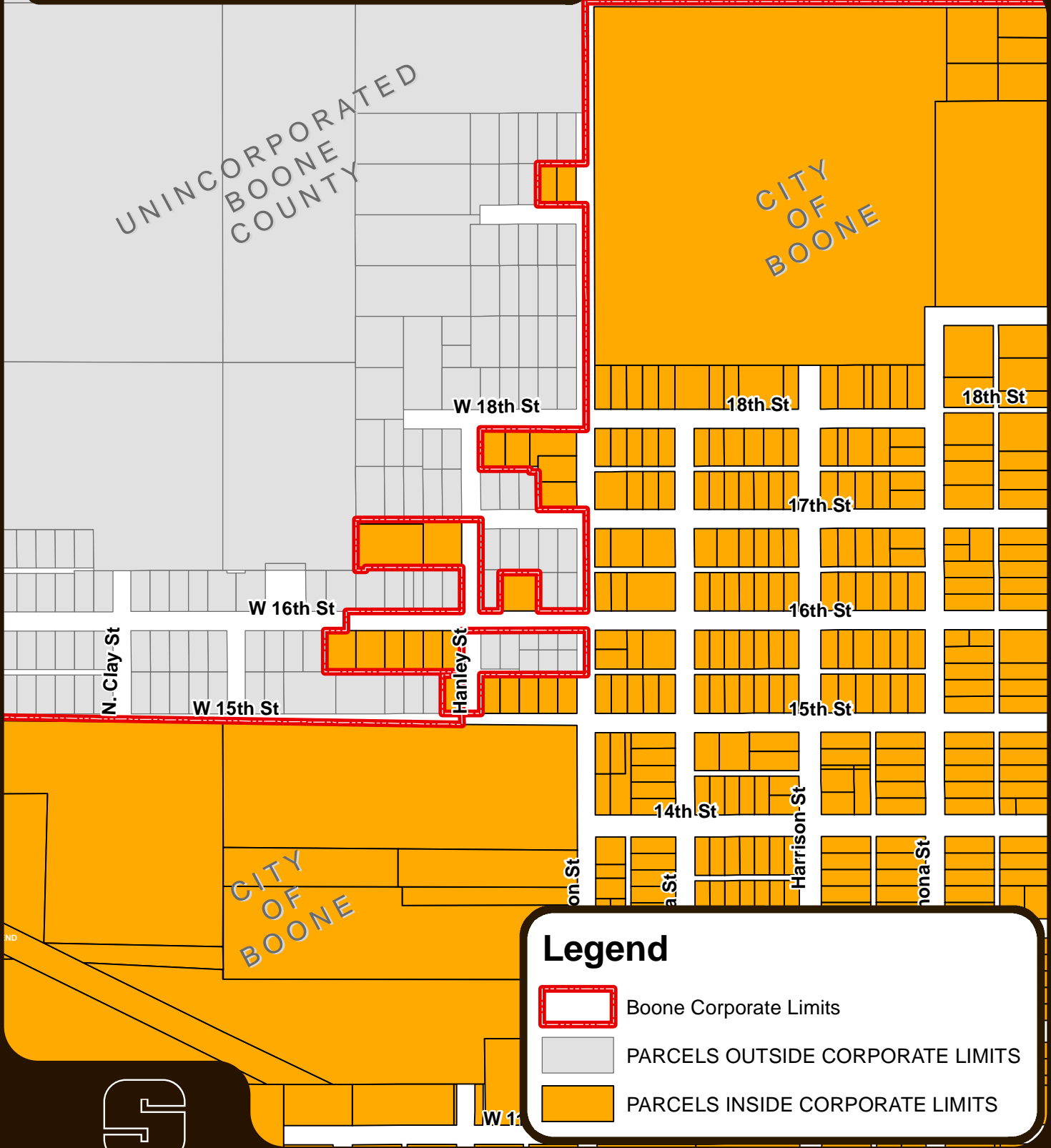
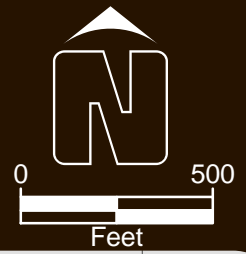
*Uniformity of Corporate Boundaries.* Regulations regarding annexation prohibit the creation of “islands” of unincorporated areas within the boundaries of a city, in the McCormick’s Addition area. These regulations also dictate that annexation areas must be contiguous to the city by a common boundary of at least 50 feet, but “tunneling” along public rights-of-way to create contiguity is discouraged.

As depicted on Figure 8 on the following page, Boone’s corporate limits are irregular in the area west of Division Street at the northwest corner of the city. There appears to be an existing unincorporated island south of W 16<sup>th</sup> Street that will need to be cleaned up. This non-uniform boundary does not lend itself to the efficient provision of municipal services or a cost-effective way to extend new services to the area.


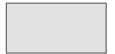



# IRREGULAR BOUNDARIES

## City of Boone, Iowa



### Legend

-  Boone Corporate Limits
-  PARCELS OUTSIDE CORPORATE LIMITS
-  PARCELS INSIDE CORPORATE LIMITS



**Recommended Annexation Study Areas**

Based on the findings of Phase 1 of this annexation study, the following areas should be considered for further study. These areas are depicted on Figure 9 which follows this section. Reasons each of these areas should be considered are summarized below.

**Existing Industrial Area.** (shown in green)

- Municipal services are already being provided
  - Properties in this area are receiving a substantial number of municipal services and the benefit of a location within the urban community with little responsibility for the cost of those services.
    - The direct services currently being provided by the City include water, sanitary sewer, water and sewer service inspections, snow removal and fire protection.
    - The indirect services currently being provided by the City include airport, parks, library, and police assistance.
  - The extra cost of providing those services outside the city is borne by the property owners within the City of Boone
- Additional future services are anticipated
  - The Snedden Drive Overpass and Paving Improvement project is being spearheaded by the City of Boone
    - The City has been instrumental in obtaining substantial funding for the first phases of the project.
    - The City is working on obtaining additional funding for future phases
    - City expects to have future financial obligations with respect to local matching funds
- If this area remains unincorporated, this area could become an “island”, effectively blocking the City’s future orderly growth to the northeast.
- The city has adopted Building Codes and Fire Codes for the health, safety and welfare of the citizens of Boone and building construction is inspected for conformance to those Codes. Boone County has not adopted building codes; as a result new structures continue to be constructed in close proximity to the city that may not meet the city code. This could become problematic, particularly given the size, use and density of this area.
- Annexation of this area should be considered a high priority based on the services already provided by the City, the future capital improvement projects being contemplated by the City for the benefit of existing and future industrial uses, and to protect the area designated for that future industrial park from incompatible land uses.

**Future Industrial area.** (shown in orange on Figure 9)

- There is a need for desirable vacant land within the city that will provide development opportunities for industrial uses.
- This specific area is extremely desirable for industrial development due to its prized advantages including the collocation of the airport and railroad, the potential expansion of airport, access to Highway 30 and Hwy 17 and planned improved access via the future Snedden Drive Improvements.



- The current development trend of non-farm acreages is eroding the future industrial park. Since this development is occurring outside traditional subdivisions, the city has no authority to keep building permits from being issued homes in this area, even though the comprehensive plan designates this area for industrial uses.
- If this area were annexed, the city would be in a position to market the future industrial park for economic development purposes which would also provide a benefit to property owners.
- The City currently provides some services to this area. Direct services include fire protection while indirect services include airport, parks, library, and police assistance.
- Annexation of this area should be considered a priority at this time in order to protect this valuable resource for future industrial development from being further eroded and in light of city efforts and expenditures associated with the future improvements and extension of Snedden Drive that provide will provide special benefit to this area.

**Existing Residential Area #1.** (shown in blue on Figure 9)

- There is one “island” of unincorporated land surrounded by incorporated land which is not in conformance with the City Development Board’s regulations and should be rectified.
- The current boundaries are inconsistent, with no clear reason why certain properties are inside the city and others are not.
- The boundary line should be adjusted to create a uniform boundary and provide the city with a more effective way to provide and extend municipal services.
- The City currently provides some services to this area. Direct services include fire protection while indirect services include airport, parks, library, and police assistance.
- The investment to upgrade substandard infrastructure will likely involve property owner participation.
- Annexation of this area should be considered a high priority in order to eliminate the non-compliant corporate boundary.

• **Existing Residential Area #2.** (shown in yellow on Figure 9)

- Low density residential development has occurred in these areas with substandard infrastructure. Water, sanitary sewer and paving do not meet the City’s design standards. For example, while rural water service may be provided to certain areas, the water mains may not be of sufficient size to provide fire protection. On-site wastewater treatment systems, particularly where the lots are smaller and the systems are aging, may become an environmental health issue.
- Low density development has occurred in these areas with substandard design. For example, large-lot residential development has sprawled north along the County’s road with little regard for future block lengths which means it may become difficult for future streets to be constructed to serve the large, undeveloped areas situated behind those residences. Access onto those County Roads may not be controlled, thereby potentially reducing function and capacity once traffic volumes increase.
- The City currently provides some services to this area. Direct services include fire protection as well as water service to some parcels. Indirect services include airport, parks, library, and police assistance.

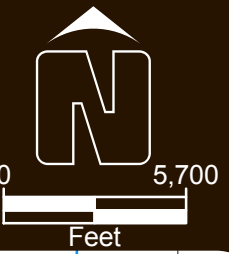


- The investment to upgrade substandard infrastructure will likely involve property owner participation.
- Annexation of this area should be considered a lower priority since its primary purpose would be to bring substandard infrastructure into conformance with the City's standards.

***Future Residential Area.*** (shown in magenta on Figure 9)

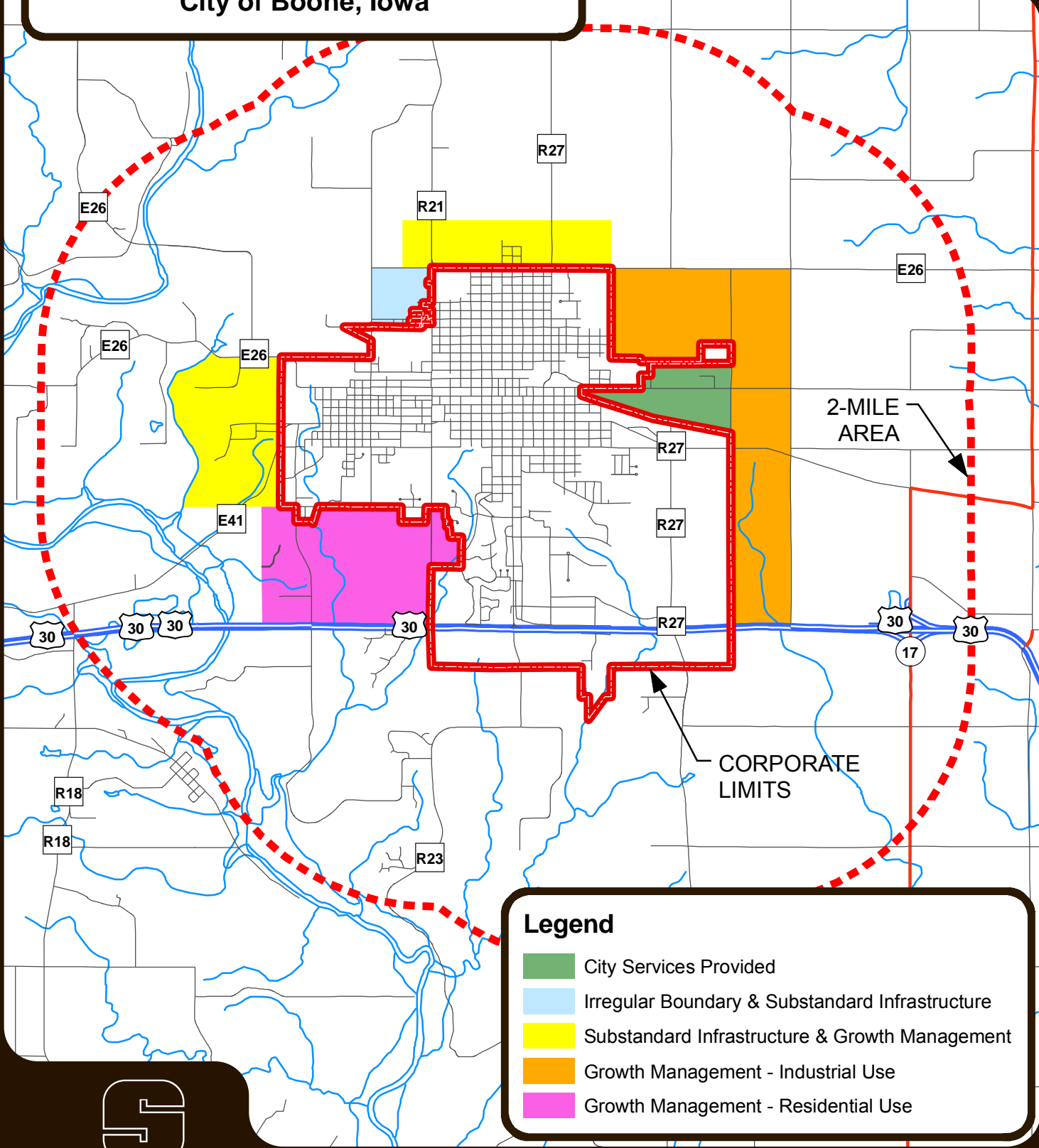
- Very low density residential development is occurring in this area with no direct city services. This type of development is at odds with smart growth principals that would encourage higher density development which helps preserve development ground, provides for more cost-effective extension of services, and allows for protection of environmentally-sensitive areas.
- If annexed, the City would be better able to manage growth of this through subdivisions which is not currently possible given the piecemeal manner of the current method of development.
- This area is adjacent to an area designated for a future park which will benefit this entire community. Residents in this area would have the benefit of this local park without the responsibility for supporting it.
- This area is adjacent to the future water tower site which would benefit existing and future property owners with respect to water pressure, once the water mains in this area are connected to the municipal system.
- The City currently provides some services to this area. Direct services include fire protection while indirect services include airport, parks, library, and police assistance.
- It may be desirable for the city to provide developers with more choice in locations for residential purposes. Some the city's current vacant residential land is near U.S. 30 and/or the airport and industrial area, so developers and potential homebuyers may desire a wider range of choice.
- Annexation of this area should be considered a medium priority, unless a developer brings forward a project and would like to offer municipal services to future homeowners, in which case it should be considered a high priority.





# RECOMMENDED ANNEXATION STUDY AREAS

City of Boone, Iowa



**Legend**

- City Services Provided
- Irregular Boundary & Substandard Infrastructure
- Substandard Infrastructure & Growth Management
- Growth Management - Industrial Use
- Growth Management - Residential Use



**Exhibit 'A'**

**Growth Management Tools**

The following is a preliminary list of growth management techniques the City of Boone has currently in place or may wish to consider pursuing with respect to the goals outlined in the Comprehensive Plan. This list will be updated as the Boone Annexation Study proceeds through Phases 2 and 3.

- General Regulations:
  - Consider adopting policy statements regarding
    - Urban Service Areas located outside the corporate limits. The City now has an unwritten policy requiring Annexation Agreements before water or sanitary sewer service is provided outside the corporate limits.
    - Smart growth and/or Sustainability
  - Consider becoming a participating member of the FEMA National Flood Insurance Program to assist the City in protecting the flood plain as well as offering citizens the opportunity to acquire federally subsidized flood insurance rates.
  
- Land Use, Zoning and Subdivision Regulations:
  - ✓ The City recently adopted new Zoning Regulations as a strategic action item identified by the Comprehensive Plan
  - ✓ The City recently adopted a new Subdivision Ordinance as a strategic action item per the Comprehensive Plan
  - ✓ The City has enacted their rights for extra-territorial review of Plats of Subdivision and Plats of Survey within 2-miles of City
  - Consider extending extra-territorial review to include Plats of Survey
  - Consider amending Subdivision Ordinance to require subdivisions to be in conformance to the Future Land Use Plan in the Comp Plan
  - In keeping with the Comprehensive Plan's encouragement of low-impact, environmentally-sensitive development, consider updating the plan to show on all slopes steeper than 10% to protect these sensitive areas.
  - Consider encouraging regional detention basins as a more effectively storm water management plan
  - The flood plain within the City of Boone is all Zone Ac, but at least portions of this flood plain are expected to become Zone A in 2011. Consider showing the FEMA Zone A flood plain on the Official Zoning Map to increase property owner and Zoning Commission awareness of its location and resulting development restrictions on effected properties



- Public Health, Safety and Welfare
  - ✓ The City has adopted building, mechanical, plumbing, electrical and fire codes
  - ✓ The City has appointed a Code Enforcement and Building Official
  
- Multi-jurisdictional Agreements
  - The City has already approved Fire Protection Agreements with surrounding townships.
  - The City and County currently collaborate on snow removal operations, a formal agreement could be considered to help ensure equitability
  - Public Health, Safety and Welfare



**Exhibit 'B'**

**2006 City of Boone Comprehensive Plan  
Future Land Use – 2003**

(on following page)

