ITEM #:	30		
DATE:	10-08-24		
DEPT:	Р&Н		

#### **COUNCIL ACTION FORM**

#### SUBJECT: ZONING TEXT AMENDMENT TO ALLOW SOCIAL SERVICE PROVIDERS IN THE SINGLE-FAMILY CONSERVATION OVERLAY (O-SFC) ZONING DISTRICT

#### **BACKGROUND:**

On July 9, 2024, the City Council chose to consider a request by Matt Mitchell, Founder and Board Member of the Ames Romero House (see Attachment A – Request to Council). The request was to initiate a zoning text amendment to the Single Family Conservation Overlay District (O-SFC) to allow for establishment of new social services uses. Adoption of the amendment would allow Social Service Providers to locate in the O-SFC, with the approval of a Special Use Permit by the Zoning Board of Adjustment (ZBA). Approval of a Special Use Permit would be on a caseby-case basis (see explanation of Special Use Permits under Proposed Text Amendment section).

Although the text amendment request does not approve any specific property for a social service use, the request by Ames Romero House is principally for the purpose of allowing the Romero House to operate at 702 Clark Avenue (orange house), inside the boundaries of the O-SFC, upon receiving a Special Use Permit. Ames Romero House is presently located at 709 Clark Avenue (yellow house) and its status as a residential or social service use will be reevaluated pending the outcome of the text amendment request.

Upon review of the Romero House's current activities and the planned use of 702 Clark, staff indicated to the applicant that their operations were not typical household living use, including the definition of a "Family" for occupancy limits, and that they would be classified as a "Social Service Provider," which is not permitted in the O-SFC. This prompted the request (Attachment A) by the Romero House for a zoning text amendment to allow "Social Service Providers" as a use in the O-SFC.

#### **ZONING:**

The base zone for the area of the community with the O-SFC Overlay zone is "RM" (Residential Medium Density). (Attachment B-Zoning Map). This zone includes the area generally between 7th Street and 11th Street, and between Duff Avenue and Grand Avenue. Note that the O-SFC Overlay overrides uses and standards where specified of the base RM zone.

It is important to note that the O-SFC was established in the 1990s in response to the erosion of the neighborhood's one- and two-family housing, primarily through multi-family conversions and other uses, such as social service providers. The purpose statement of the Overlay, which provides an overview of intent for the area, is quoted below and the full regulations are attached. The intent is to limit intensification of uses in the area and for design compatibility with traditional homes.

(1) Purpose. The Single-Family Conservation Overlay (O-SFC) Zone is intended to conserve the existing single-family residential character of areas identified as O-SFC adjacent to the downtown. The O-SFC is intended to protect single-family neighborhoods while guiding the transition to higher density

and compatibility with the surrounding uses where intensification is permitted. The O-SFC is meant to help maintain the general quality and appearance of the neighborhoods; promote a more cohesive look to the neighborhoods; recognize the neighborhood characteristics as a major part of the City's identity and positive image; promote local design qualities; stabilize and improve property values; reduce conflicts between new construction and existing homes; and allow a limited amount of increased housing densities.

### **Use Limitations of O-SFC**

Although the area has a base zone of Residential Medium (RM) reflecting its general density of buildings, the O-SFC restricts uses and applies design requirements in support of primarily one- and two-family homes. Allowed uses include the following:

- Dwelling Single Family.
- Dwelling Two Family.
- Bed & Breakfast Establishment; and,
- Vacation Lodging (essentially AirBnB rental properties).
- \*Apartments, subject to Council approval of a Major Site Development Plan and overall unit limitations

The existing four social service providers in this area, such as YSS, are considered "legal nonconforming uses" because they were established prior to the current zoning limitations. At this time, staff is aware of two YSS operated social service facilities in the neighborhood per the YSS website, Food at First, and the Good Neighbor office at, or near the corner of Clark Avenue and 6th Street. These existing facilities are considered nonconforming uses as they predate the current restrictions. Staff is aware that there are, at least, two other nontraditional residential uses that are operated as rental properties or group living uses that are not social service providers.

#### **Social Service Provider Use Definition**

A "Social Service Provider" is a broad category of use and defined in the Municipal Code, as follows:

"Table 29.501(4)-5 Institutional Use Categories of the Municipal Code:

Social Service Provider uses (SSPs) are primarily engaged in providing on-site counseling, meals, or shelter beds for free or significantly below market rates. Uses that provide food on-site as an Accessory Use are not included if the service is provided fewer than 3 days a week. For example, a church that provides a free or low-cost meal once a week would not be classified as an SSP use."

From this definition, the use is more akin to a commercial use or shelter use than traditional household living uses. Because of this, the use is permitted in many commercial zoning districts of the city and in some higher density residential zoning districts by special use permit. The use is not allowed to be established in lower density residential areas where it does not already exist. The attached Addendum lists all zoning districts that allow for the Social Service Use in some fashion.

Establishing a social service use will be subject to meeting zoning requirements, such as parking requirements. Note that Social Service is not a defined use within Parking Standard of the zoning ordinance thus the parking standards for the use will be determined on case-by-case basis after considering the proposed operations. For example, the recently approved Bridge Home homeless shelter included multiple parking rates related to the different uses included with the operations based upon employees, gathering spaces, and overnight sheltering rooms.

#### **PUBLIC INPUT:**

Because this is a proposed text amendment and not a rezoning request, the Municipal Code does not require all property owners within 300 feet to be notified by mail of the pending action. Therefore, at the time of initiation of text amendment, staff noted to the City Council that notification would be provided to the neighborhood. Staff first notified the President of the Old Town Neighborhood Association of the request prior to the September 4th Planning and Zoning Commission meeting with the assumption that our message would be transmitted by the President to neighborhood residents. Unfortunately, this was not the case and, as a result, very few residents attended the P&Z Commission meeting to provide input regarding this request. Therefore, subsequent to the P&Z meeting, staff decided to send a postcard to all property owners informing them that the pending request would be coming before the City Council on October 8th.

As of October 2<sup>nd</sup>, staff has heard a handful of comments from residents and written comments have been sent to the Council. From a very small sample size of comments to staff, the majority expressed concern about the proposal. **Concerns expressed to staff about allowing for non-residential uses in** the area relate to impacts to affordable housing, desirability to young homebuyers, the balance of the neighborhood uses while maintaining its residential character, and the operation of social service uses and changes in character of the area in general with more people entering and occupying the neighborhood for non-residential purposes.

Even those who expressed concerns about the proposed text amendment are supportive of social service providers locating in the city. They are concerned, however, that because their neighborhood is located the closest to other desired services and the homes in their neighborhood are very affordable, the concentration of these conversions to non-single family houses will continue to increase. They hope that social service providers will locate in other zoning districts throughout the community, as opposed to changing the zoning restrictions to allow additional facilities in the Old Town neighborhood.

One suggestion provided by residents is to limit the concentration of or establish a minimum separation requirement between properties occupied by social service providers in the neighborhood.

#### PLANNING AND ZONING COMMISSION:

Issues were raised at the Planning and Zoning Commission meeting on September 4, 2024, by two people in attendance that live in the O-SFC overlay zone. Kate Gregory spoke to the Commission and has spoken with staff since the meeting. She believes that the proposed change to the zoning does not acknowledge any intent to protect single-family neighborhoods. She believes that making a text amendment, the City should consider the ratio of social service providers to families in the community, the proximity or adjacency of multiple providers in a single block or limited area, and the cumulative impact of multiple providers on the health and maintenance of the community. She questioned why the Council would take up a singular request for changes to one neighborhood. She expressed concerns that the amendment as currently drafted, allowed entire blocks of existing homes to be converted for social service use, thereby defeating the original intention of the O-SFC overlay to protect single family neighborhoods.

Another resident of the area, Julie Kruse, also spoke to the Commission. She supported Ms.

Gregory's comments and expressed concerned about the concentration of social service providers in the neighborhood. She questioned whether the Special Use Permit (SUP) criteria would really address the issues of the neighborhood or the use since they are generic. She suggested a need to have a list specifically geared toward social service providers since the criteria used for determining the granting of a SUP are too general and insufficient in evaluating the request by the Zoning Board of Adjustment. Ms. Kruse also emphasized that the proposed Zoning Code amendment will result in the loss of affordable housing in the areas with more social service providers converting existing homes.

Both Ms. Gregory and Ms. Kruse emphasized to the Commission that there are people in the neighborhood who no longer feel comfortable walking in the neighborhood and that safety has become a concern with the change of tone in the area. Parents are no longer allowing their children to walk in the neighborhood to the library or downtown unless accompanied by an adult. They feel this is partially related to the loss of the residential fabric of a neighborhood with different uses and more transient visitors to the neighborhood. They expressed that their neighborhood already had multiple social service uses and that the uses should be more distributed and should be considered in areas that already allow for it rather than changing O-SFC.

The Planning Commission discussed the item and heard the comments of the two residents and the applicant. The Commission had to clarify that the proposal was for only a text amendment and not to approve the Romero House for a specific site. The Commission discussed need for the use in the community, the intent of the O-SFC, and how the criteria of the special use permit process apply. The Commission voted 4-2 to recommend support for the proposed text amendment to allow social service providers by approval of a special use permit.

#### **PROPOSED ZONING TEXT AMENDMENT:**

The Romero House was authorized by the City Council to request a zoning text amendment to establish a social service use by Special Use Permit within the O -SFC. The proposed text amendment language is simple in terms of modifying the list of permitted uses to allow Social Service Provider by Special Use Permit. No other standards or criteria for the Special Use Permit are proposed with the change. See Attachment F draft ordinance language.

A Special Use Permit is a process that allows for case-by-case consideration of a unique use or site to determine if a proposed use is permissible. This differs from a "by-right" or permitted use category where no discretion applies to the consideration of the use. Property owner notification for all properties within 200 feet of a site is required prior to the ZBA review of a specific application. Before a Special Use Permit can be approved, the Zoning Board of Adjustment (ZBA) must determine that the proposed use meets the general standards (see Attachment H – Special Use Permit Requirements and Criteria). The Board's action shall be based on stated findings of fact related to the criteria.

The benefit of a Special Use Permit is a disclosure of operations and configuration of a site for a use to determine within the boundaries of the criteria if the use is compatible. The Special Use Permit alone does not preclude uses or create separation requirements. Consideration of the area can relate to the general conditions of the area for the proposed use, but the overall review will be focused on the specific site that is the subject application before the ZBA.

Although not included with the proposal, some Special Uses do include additional criteria established by the City Council that are applied to a project, in addition to the general criteria. These types of uses are part of Article XIII of the Zoning Ordinance and can include design

requirements or other site requirements.

#### **CONCENTRATION OR SEPARATION CRITERIA:**

It should be noted that at the time the City Council allowed the requested text amendment to be initiated, staff identified to the City Council that concentration or separation criteria could be considered for a use of this type. However, depending on the method of limiting concentration, doing so would likely limit the 702 Clark site that is the Romero House's interest from consideration since it abuts an existing Social Service Provider use of Youth and Shelter Services (YSS).

Following the discussions at the P&Z Commission meeting and neighborhood inquires, staff has looked at separation and concentration issues of uses. The City does utilize distance requirements for some uses where over concentration could impact the character of an area, for example a Family Homes for disabled individuals and supervised transitional living has a 500-foot separation in residential zoning districts. In some ways 500 feet is not a large distance as it is about 1 to 1 ½ block radius. The O-SFC is approximately 1500 feet north to south from 7<sup>th</sup> street to 11<sup>th</sup> and 2600 feet from Grand to Duff. Even accounting for existing facilities, a 500-foot separation would permit many facilities within the O-SFC, especially to the western and northern half of the district.

Staff did not identify a specific recommended zoning practice for separation, but did see examples of separation requirements for other community, often substantially more than 500 feet. Concentration percentages are also not specific recommended practices. However, this issue was investigated extensively during the rental concentration discussions five years ago. At that time the consensus was neighborhoods can change in ownership and long tenure residency when rental properties exceed 25-40 percent of neighborhood. At that time the City did not include Old Town because it was already above 40% non-ownership housing and had considered establishing a limit of 25% for other neighborhoods of the City. Ultimately this approach was abandoned due to changes in state law.

**Based on the input received by neighborhood residents subsequent to the P&Z Commission meeting, City Council could elect to add additional standards to the request despite its initiation of the request in July without requiring specific or additional standards.** A multitude of options would exist to add standards, and a precise language could be created once Council priorities are known about the issue. For example, Staff has contemplated a unique option to add language limiting the proposed use to only properties abutting commercial zoning with approval of special use permit. This would limit options to properties that are located primarily along 7<sup>th</sup> Street because the south side of 7<sup>th</sup> is zoned Neighborhood Commercial. Sixteen lots would be eligible, including the Romero House property at 702 Clark. Three of the 16 lots are already social service providers. This approach does not directly address concentration or separation, but does limit the potential spread of the uses into all areas of the neighborhood.

#### AMES PLAN 2040:

For the City of Ames, the decision to create, change, or delete zoning district standards or the mapped areas of the city are reviewed within the context of the comprehensive plan (Ames Plan 2040) and the general standard of the public interest. Plan 2040 addresses multiple policy issues related to change and growth within the community, including housing needs and neighborhood character. The Plan includes general principles/goals that are then refined by policies/objectives. Zoning decisions, such as the proposed text amendment, are considered more detailed implementation steps of the concepts of the

comprehensive plan. The addendum includes discussion of the most relevant sections of the Plan and the Land Use Designation of RN-1-Traditional Neighborhood that applies to the area of the O-SFC.

Plan 2040 does not directly address issues related to needs of social service providers as it is a niche use within the overall planning of the City of Ames. However, Plan 2040 does emphasize maintaining neighborhood qualities and to balance this interest when considering proposed changes, such as the proposed new use allowance. Since social service uses are allowed within the City in other zoning districts, the question before the City Council is whether the O-SFC should become an additional area where such a use could be sited. Plan 2040 does not directly address this issue and consideration of its general policies are needed as part the review of the proposal.

### **NOTIFICATION:**

As a zoning text amendment of general applicability, there is no direct property owner notice requirement prior to review of the amendment by Council. Published notice did occur within the Ames Tribune as required by law. As mentioned previously, City staff notified the Old Town Neighborhood Association Board of the proposed amendment prior to the Planning and Zoning Commission meeting. A Board member, from the Old Town Neighborhood Association, sent questions to staff about the nature of the request/use, standards for the use, and the mix of other uses existing in the area related to concentration and separation of non-residential uses. After the P&Z meeting the Staff sent a postcard to all property owners within the O-SFC. The postcard provided background information, notification of the public hearing to be held at the City Council meeting on October 8th, a map of the boundaries of the Single- Family Conservation Overlay District, a link to more information on the City of Ames website, and the contact information to reach a Planner with questions concerning the proposed zoning text amendment. As noted earlier, staff has received calls and emails from residents of the area regarding the proposal text amendment.

If the text amendment is approved, any future Special Use Permit application will have notice prior to a ZBA public hearing sent to all property owners within 200 feet and a posted sign on site.

## **ALTERNATIVES:**

- 1. Approve the first reading of a text amendment to Article 11 and the Allowable Uses in the "O-SFC" (Single Family Conservation Overlay District) to allow Social Service Providers with a Special Use Permit.
- 2. Approve on first reading the request to allow for Social Service Providers by approval of Special Use Permit within O-SFC for lots that abut a commercially zoned lot.
- 3. Direct staff to modify the language of the text amendment, such as adding a separation/concentration requirement, definition changes, special standards, or modified special use permit criteria; and return for first reading at a future meeting.
- 4. Deny the proposed text amendment.
- 5. Direct staff to provide specific additional information before taking final action on the request.

#### **CITY MANAGER'S RECOMMENDED ACTION:**

Amending the zoning regulations to allow "Social Service Providers" as a use in the O-SFC, through approval of a Special Use Permit, would not apply exclusively to the Romero House property at 702 Clark. It would also apply to other Social Service Providers in the O-SFC, or may choose to locate on any other property, within the O-SFC, in the future. It also would allow for potential changes to the existing facilities in the neighborhood.

Staff believes the that the first consideration for this request is if in general the use could be compatible within the existing neighborhood conditions since it applies to one specific area of the City and the concept of a social service use is already allowed within other zoning districts. Secondly, the consideration of whether the permitting process with a SUP for a site-specific evaluation process is an appropriate technique to address future concerns about such uses.

When this request was first presented, the Council authorized the Romero House to move ahead with the process to request a zoning text amendment without any stipulations regarding separation or concentration requirements, as was offered as a possibility by the staff. Relying on the focused direction by the City Council and lack of neighborhood input, the staff recommended approval by the Planning and Zoning Commission of the Romario House's request to add social service uses to the list of allowable uses in the Single-Family Conservation Overlay District (O-SFC) with a Special Use Permit approval process. Since the Commission meeting, neighborhood residents have provided a number of persuasive arguments that warrant further consideration of this request.

If after reviewing all the information presented in the Council Action Form and input received by the neighborhood residents, the City Council believes that O-SFC should be amended to allow social service uses to be added to this zone subject to receipt of a Special Use Permit, then Alternative #1 should be approved.

If, however, the City Council determines that it desires to accommodate some amount of new social service uses in the O-SFC and, at the same time, have additional safeguards for the overall single-family residential character of the neighborhood (the original intent of this Overlay), the City Council should support Alternatives #2 or #3. If one of these alternatives are supported, no final action should be taken at this meeting. Rather, the City Council should give direction to staff whether an approach involving concentration, separation, or proximity to commercial lots is preferred. The staff will then return to the Council in the future for final approval of a text amendment.

#### ATTACHMENT(S):

ZTA O-SFC Social Service Providers.PDF Addendum Attachment A.pdf Letter Attachment B.pdf Zoning Map Attachment C.pdf Attachment D.pdf Attachment E.pdf Attachment F.pdf Attachment G.pdf Attachment H.pdf Attachment I.pdf

#### ORDINANCE NO.

AN ORDINANCE TO AMEND THE MUNICIPAL CODE OF THE CITY OF AMES, IOWA, BY AMENDING SECTION 29.1101(4)(v) THEREOF, FOR THE PURPOSE OF ALLOWING SOCIAL SERVICE PROVIDERS WITH APPROVED SPECIAL USE PERMIT IN THE SINGLE-FAMILY CONSERVATION OVERLAY DISTRICT ("O-SFC") REPEALING ANY AND ALL ORDINANCES OR PARTS OF ORDINANCES IN CONFLICT TO THE EXTENT OF SUCH CONFLICT; AND ESTABLISHING AN EFFECTIVE DATE.

**BE IT ENACTED**, by the City Council for the City of Ames, Iowa, that:

Section One. The Municipal Code of the City of Ames, Iowa shall be and the same is hereby amended by amending Section 29.1101(4)(v) as follows:

#### "Sec. 29.1101. "O-SFC" SINGLE FAMILY CONSERVATION OVERLAY DISTRICT.

\*\*\*

#### (4) Permitted Uses.

(a) Subject to the Building/Zoning Permit requirements of Section 29.1501, land, buildings and structures may be used for the following purposes in an O-SFC Zone without City Council approval, in accordance with standards and regulations of the Base Zone:

- (i) Dwelling Single-Family
- (ii) Dwelling Two Family
- (iii) Bed & Breakfast Establishment (See Section 29.1302)
- (iv) Vacation Lodging
- (v) Social Service Providers (Special Use Permit approved by the Zoning Board of Adjustment is required).

\*\*\*"

Section Two. All ordinances, or parts of ordinances, in conflict herewith are hereby repealed to the extent of such conflict, if any.

Section Three. This ordinance shall be in full force and effect from and after its passage and publication as required by law.

Passed this \_\_\_\_\_\_ day of \_\_\_\_\_\_, 2024.

Renee Hall, City Clerk

John A. Haila, Mayor

#### Addendum-Social Service Providers Text Amendment

### Zoning Districts that Allow Social Service Providers

Social Service Providers are allowed in the zoning districts described below. There are three "Use" categories that allow Social Service Providers including "Pre-Existing Use," "Permitted Use," and a use that requires approval of a "Special Use Permit."

Zoning District	Permitted	Special Use	Pre-existing only
Residential Low-RL			Y
Urban Core Residential Medium-UCRM			Y
Residential Medium-RM		Y	
Floating Suburban Medium-FS- RM		Y	
Residential High - RH		Y	
South Lincoln Mixed Use-S- SMD	Y		
Neighborhood Commercial-NC	Y		
Community Commercial Node- CCN	Y		
Community Commercial Reg- CCR	Y		
Convenience General Service- CGS	Y		
Highway Commercial-HOC		Y	
Planned Regional Commercial- PRC		Y	
Downtown Service Center-CSC		Y	
Campustown Service Center- CSC		Y	
Agriculture-A		Y	

#### Ames Plan 2040

Plan 2040 contains multiple types of goals and policies that shape the built environment of the City and the uses allowed within the City. There may be competing interests or goals that require consideration and prioritization by the Council when making land use or zoning decisions.

Staff believes the most relevant components of Ames Plan 2040 to the proposed change are the Growth and Land Use Element and the Neighborhoods, Housing, and Sub-Areas Element with the Land Use designation as having the most specific applicability to changes to O-SFC. None these Elements include specific language regarding social service uses directly.

Growth and Land Use Element includes the principle of G6 of Planning for Equity with consideration of diverse needs and to include diverse opinions within the process of review.

The Land Use principle of LU2 for Compatibility and Flexibility that applies to the issue of changing uses within established areas.

The Housing, Neighborhood, SubArea Element includes principles H1 Housing Choice related to housing needs and attainability while the principle H2 Neighborhood Quality focuses on consideration of maintaining neighborhood character of the building quality.

In addition to general principles, Plan 2040 utilizes Land Use designations to describe character of areas and to refine issues pertinent to different geographies of the city. In this case the O-SFC zoning overlay area is primarily designated "Residential Neighborhood 1 (RN-1: Traditional), with the exception of the southwest corner of the area for properties with the designation of "Core" between 6th Street and 7th Street and west of Clark Avenue (see Attachment C – Ames Plan 2040 Future Land Use).

# <u>Residential Neighborhood 1 (RN-1: Traditional) Land Use Designation (See Attachment-D)</u>

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### LAND USE: CATEGORIES

#### Residential Neighborhood 1 (RN-1: Traditional)

- » Most development occurred in late 19th and first-half of 20th century.
- » Largely but not exclusively residential.
- Diverse housing within the same time periods and street context. Areas of both larger detached single-family housing, small single-family housing, and a mix of two-family and small apartment buildings with single-family homes.
- » Generally small sites and lots, fine scale of detail and development patterns.
- Connected traditional grid street with sidewalk continuity often with alleys.
- » Pedestrian rather than automobile orientation and scale. Garage access off alleys or setback from street. » Transit access in some dense areas.
- » Later 20th century development not always compatible in design with original development styles and patterns.

#### APPLICABLE EXISTING ZONING CATEGORIES UCRM Urban Core Residential Medium-Density

- » RM Residential Medium-Density
- » RL Residential Low-Density
- » O-SFC SFCOD Overlay
- » O-H Historic Overlay
- » O-UIE University Impact Overlay

#### GOALS

- Residential neighborhood conservation is the primary goal, including:
- » Building quality of older homes.
- » Reinvestment in and improvements to property.
- » Affordable housing opportunities.
- » Ownership housing opportunities.
- » Infrastructure quality, including street trees.
- Maintain existing residential densities. Current density ranges from three to eight units per acre. Future development should not exceed eight units/acre.

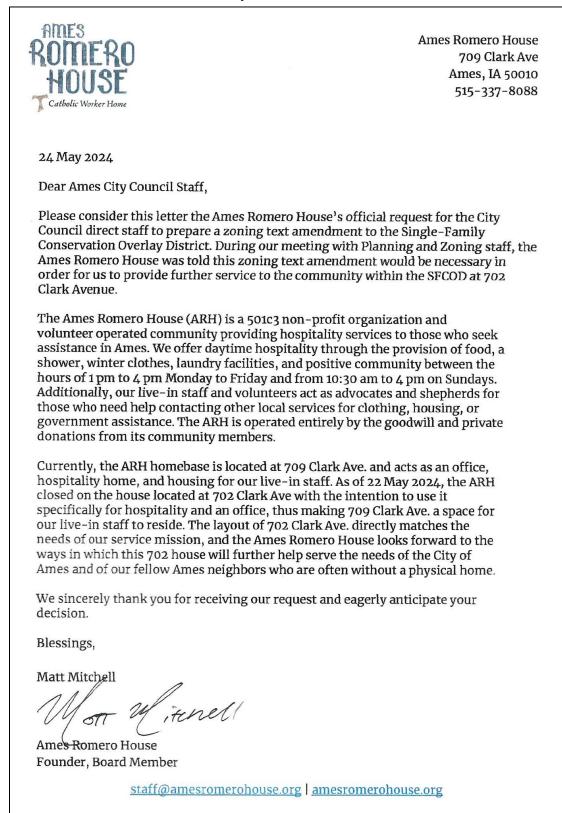
#### **DEVELOPMENT GUIDELINES**

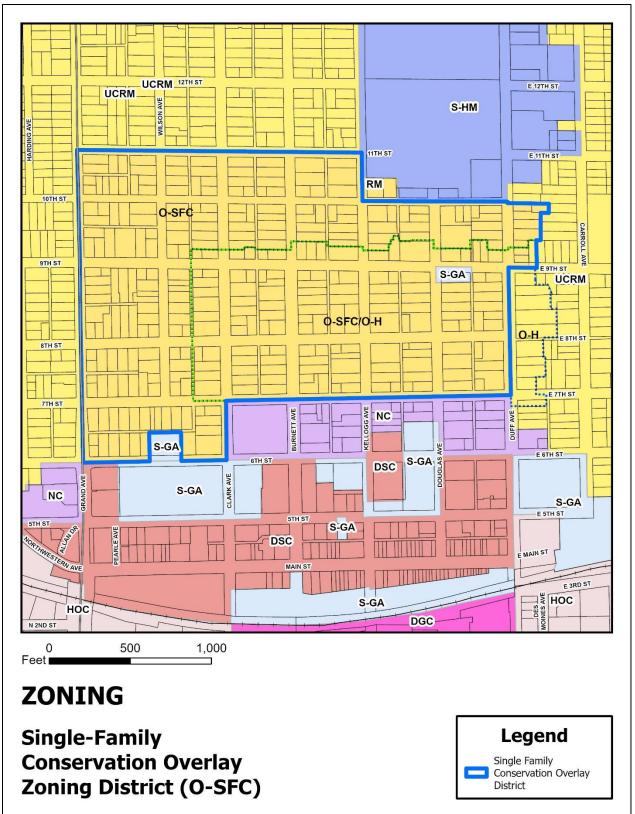
- Identify architectural qualities and patterns that support character of an area and support retention of these features with design guidelines.
- or these reatures with design guidelines. 9 Central locations and good transportation choices could produce interest in infill and high intensity uses. Priority is to amintain existing residential character without a comprehensive strategy for increasing housing options on a broader level. Appropriate infill options should be limited to second units or small attached townhome type units that maintain the character and scale of traditional homes. Maintain single-family character on single-family residential blocks. blocks.
- Develop standards for accessory dwelling units (ADUs) that allow them without degrading neighborhood character.
- » Infill limited to attached units and small townhomes Small-scale office and commercial uses with limited traffic generation that preserve residential scale along
- avenues, mixed use avenues, and thoroughfares. » Allow common accessory functions, places of worship, and parks.

#### PUBLIC ACTIONS

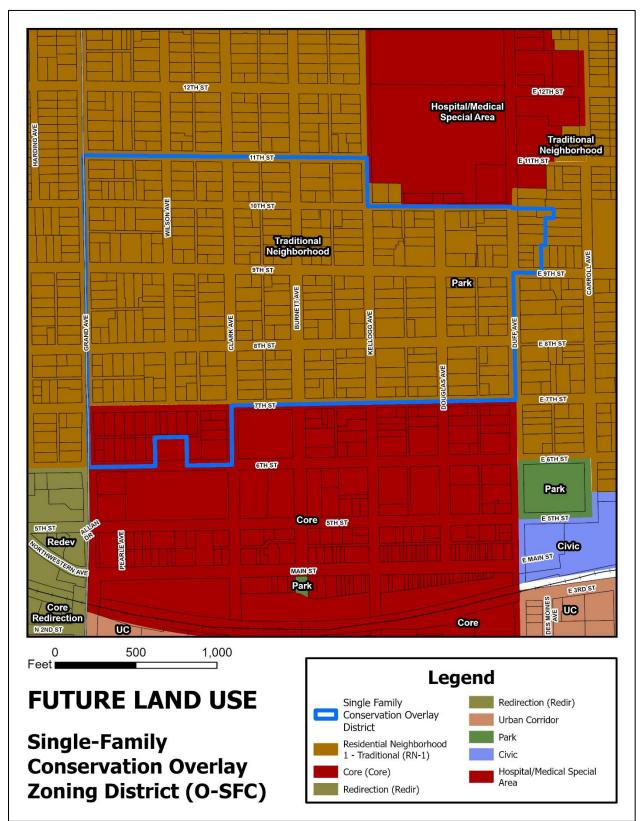
- Continue to maintain and enhance road, sidewalks, street trees, water, sewer, electric infrastructure. Upgrade infrastructure capacity as needed, including adding storm water enhancements.
- Support sidewalk infill to complete connections and corridors consistent with complete street and enhanced mobility.
- Preference for infrastructure improvements that are consistent with the residential character and context sensitive to historical patterns.
- » Support for owner-occupied housing stock options.
- » Support access to transit in denser areas.
- Use design and character priorities in place of density for planned developments and small-site infill options.
- Consideration for additional historic or conservation district inventory and designation
- Review zoning standards to address design compatibility and allowances for setback and coverage exceptions in support of reinvestment in single-family homes.

#### Attachment A Request to Council





Attachment B Single Family Conservation Overlay Zoning District (O-SFC)



Attachment C Ames Plan 2040 – Future Land Use

GROWTH & LAND USE 1 AL Use design and character priorities in place of density for planned developments and small-site infill options. 23 APPLICABLE EXISTING ZONING CATEGORIES LAND USE: CATEGORIES Support for owner-occupied housing stock options Continue to maintain and enhance road, sidewalks, street trees, water, sewer, electric infrastructure. Support sidewalk infill to complete connections and Review zoning standards to address design compatibility and allowances for setback and coverage exceptions in support of reinvestment in single-family homes. Preference for infrastructure improvements that are consistent with the residential character conservation district inventory and designation. » UCRM Urban Core Residential Medium-Density corridors consistent with complete street and Upgrade infrastructure capacity as needed, including adding storm water enhancements. and context sensitive to historical patterns. Support access to transit in denser areas. Consideration for additional historic or » RM Residential Medium-Density 0-UIE University Impact Overlay RL Residential Low-Density 0-SFC SFCOD Overlay » 0-H Historic Overlay enhanced mobility. S-NEMERS NENCE PUBLIC ACTIONS \* ~ ~ \* scale. Garage access off alleys or setback from street. Later 20th century development not always compatible in design with original development styles and Develop standards for accessory dwelling units (ADUs) that allow them without degrading neighborhood traffic generation that preserve residential scale along Infill limited to attached units and small townhomes. Central locations and good transportation choices could produce interest in infill and high intensity uses. Small-scale office and commercial uses with limited without a comprehensive strategy for increasing housing options on a broader level. Appropriate infill options should be limited to second units or small Identify architectural qualities and patterns that support character of an area and support retention character and scale of traditional homes. Maintain single-family character on single-family residential Pedestrian rather than automobile orientation and Priority is to maintain existing residential character attached townhome type units that maintain the Connected traditional grid street with sidewalk continuity often with alleys. avenues, mixed use avenues, and thoroughfares. Allow common accessory functions, places of of these features with design guidelines. Transit access in some dense areas. DEVELOPMENT GUIDELINES worship, and parks. Residential Neighborhood 1 (RN-1: Traditional) character. patterns. blocks. \* \* AVER OFFICE SCAD Reinvestment in and improvements to property. Diverse housing within the same time periods and street context. Areas of both larger detached single-family housing, small single-family housing, and a mix of two-family and small apartment buildings with single-family homes. Most development occurred in late 19th and first-half of 20th century. Maintain existing residential densities. Current density ranges from three to eight units per acre. Future development should not exceed Generally small sites and lots, fine scale of detail and development patterns. Infrastructure quality, including street trees. Residential neighborhood conservation is the Largely but not exclusively residential. Affordable housing opportunities. Ownership housing opportunities. Building quality of older homes. primary goal, including: eight units/acre. GOALS 8 8 ~ ~

### Attachment D Residential Neighborhood 1 (RN-1: Traditional)



### Attachment E "Core" Land Use Designation

#### Attachment F Proposed Zoning Text Amendment

Section 29.1101. "O-SFC" Single Family Conservation Overlay District

#### (4) Permitted Uses.

(a) Subject to the Building/Zoning Permit requirements of Section 29.1501, land, buildings, and structures may be used for the following purposes in an O-SFC Zone without City Council approval, in accordance with standards and regulations of the Base Zone:

- (i) Dwelling Single-Family
- (ii) Dwelling Two-Family
- (iii) Bed & Breakfast Establishment (See Section 29.1302)
- (iv) Vacation Lodging
- (v) Social Service Provider (Special Use Permit approved by the Zoning Board of Adjustment is required)

### Attachment G (O-SFC) Single Family Conservation Overlay District Requirements

### Sec. 29.1101. "O-SFC" SINGLE FAMILY CONSERVATION OVERLAY DISTRICT.

- (1) **Purpose.** The Single-Family Conservation Overlay (O-SFC) Zone is intended to conserve the existing single-family residential character of areas identified as O-SFC adjacent to the downtown. The O-SFC is intended to protect single-family neighborhoods while guiding the transition to higher density and compatibility with the surrounding uses where intensification is permitted. The O-SFC is meant to help maintain the general quality and appearance of the neighborhoods; promote a more cohesive look to the neighborhoods; recognize the neighborhood characteristics as a major part of the City's identity and positive image; promote local design qualities; stabilize and improve property values; reduce conflicts between new construction and existing homes; and allow a limited amount of increased housing densities.
- (2) **Definitions.** See Section 29.201 of this Ordinance.
- (3) **Findings.** The O-SFC is based in part on the findings that:
  - (a) Conservation of older residential areas continues to provide a broad range of housing choices;
  - (b) Conservation of architecturally significant structures adds to the distinctiveness of a neighborhood and encourages a sense of "place";
  - (c) The downtown is strengthened by the existence of healthy residential neighborhoods nearby;
  - (d) The existing single-family residential character can be conserved while guiding the transition and compatibility where intensification is permitted; and
  - (e) Standards that encourage in-fill development, retain the values of surrounding development and protect the City's unique character will promote stable neighborhoods.

### (4) **Permitted Uses.**

- (a) Subject to the Building/Zoning Permit requirements of Section 29.1501, land, buildings and structures may be used for the following purposes in an O-SFC Zone without City Council approval, in accordance with standards and regulations of the Base Zone:
  - (i) Dwelling single-Family
  - (ii) Dwelling Two Family
  - (iii) Bed & Breakfast Establishment (See Section 29.1302)
  - (iv) Vacation Lodging
- (b) All uses and structures conforming to the Base Regulations, and all lawfully vested nonconforming uses and structures that exist in the O-SFC on the effective date of the amendment of the official zoning map to show the O-SFC are hereby deemed to be conforming with the terms of this Section. The O-SFC shall not be deemed to create a nonconforming use or structure within the scope of Section 29.307.
- (5) **Site Development Plan Review.** In the O-SFC, there shall be no construction of a new multifamily building or any addition to an existing multifamily building or to a nonconforming building whether vested or not until after Plan approval is granted

pursuant to the provisions contained in this Section and Section 29.1502(4), unless exempted by Section 29.1101(4)(a) above. Approval decisions under this Section 29.1101 for sites located in a Historic Preservation District shall be made by the Historic Preservation Commission. For sites in the O-SFC but not in a Historic Preservation District, Site Development Plan approval decisions shall be made by the City Council.

- (6) Intensification Limited. In the O-SFC the maximum number of dwelling units, of any kind defined in Section 29.201, shall not at any time be permitted to exceed 648. Approved accessory dwelling units (ADUs) after January 1, 2024, are exempt from this limitation. Additionally, in the O-SFC, apartment dwellings shall not be permitted unless the plans for the project meet the following standards:
  - (a) The existing infrastructure must be sufficient to support the proposed project at the time of application, or sufficient infrastructure shall be provided as a part of the proposed project. "Sufficient infrastructure" includes water distribution, sanitary sewer, storm drainage, fire protection, streets and transportation, refuse collection, greenway connectors and/or sidewalks;
  - (b) The development has convenient access to public services, public transportation, or major thoroughfares;
  - (c) Housing developments shall be in character with the surrounding neighborhood(s) in terms of scale and character of the architectural elements; and
  - (d) Any yard that abuts another residential Zone, dwelling unit type or density shall be not less than the corresponding front, side, or rear yard requirement of the adjacent district, dwelling unit type or density.
- (7) **Bulk Regulations.** Land, buildings and structures used in the O-SFC shall comply with the lot area, lot width, and yard requirements as provided in the Base Regulations.
- (8) **Landscaping, Screening and Buffer Areas.** Landscaping, screening and buffer areas shall be provided in accordance with Section 29.403.
- (9) **Compatibility Standards.** New construction of any principal building or other structure or any change in the use of land shall comply with the following compatibility standards. Accessory dwelling units (ADUs) are not subject to the compatibility standards.
  - (a) Driveways. All new driveways that are located in the front yard shall be of a width no greater than 12 feet. This width limitation shall apply to only that area between the street and the primary facade of the structure. The front yard shall always be the narrowest portion of a lot that fronts a street. For lots accessible from an alley, any new driveway shall be constructed in the rear yard with access only from the alley. Existing front yard driveways may be maintained or replaced but shall not be widened to more than 12 feet in width. Driveways leading from an alley that provide access to a parking lot may be constructed at a width of 16 feet.
  - (b) Garages. The purpose of this subsection is to establish the setback requirement for i) garage setback from an alley and ii) garage setback from the front of a principal building. Detached garages that open to an alley shall be located either 8 feet from the property line abutting the alley or a minimum of 20 feet from the property line abutting the alley. No setback distance that is more than 8 feet

but less than twenty feet shall be allowed. All garages, attached or detached, shall be set back a minimum distance of 18 feet behind the primary facade of the principal building on the lot.

- (c) Parking. No parking lot shall be located in the front yard or side yard of any lot. Only rear yard parking lots are allowed.
- (d) Trees. Any tree that is removed from the street right-of-way shall be replaced in the street right-of-way as close to the original location as possible.
- (e) Solids and Voids. A solid to void ratio shall be required for the primary facade, including any recessed facades that face the front yard, and the secondary facade. The void requirements for the primary facade of new buildings shall be a minimum of 15% and a maximum of 80%.
- (f) Roofs. A minimum roof pitch of 6:12 rise to run shall be required. However, mansard and mansard-style roofs will be permitted. Building additions, with the exception of porches and stoops, shall be required to have similar roof pitches as the existing structure to which they are being added. The roof pitch requirement shall not apply to porches or stoops.
- (g) Dormers. Where the primary facade does not have a gable facing the street, a minimum of one dormer shall be required for every 15 feet of street-facing roof width, after the first 20 feet.
- (h) Windows. Windows shall have a width-to-height ratio of 2:3. This requirement shall only apply to the primary facade, front facing recessed facades, and the secondary facade. In addition, an exception will be made for decorative windows, gable windows, or a single large window where the interior floor plan contains a space where such a window type would be expected.
- (i) Entrances. There shall be an entrance with a porch or stoop on the primary facade of any new structure. This entrance shall face the street and be accessible by means of a paved walkway. No more than one entrance shall be placed on any primary or recessed facade.
- (j) Porches. Where a porch is constructed, the porch shall have a depth of not less than 6 feet and shall extend a minimum of 50% of the width of the facade to which it is attached. Porches shall not be enclosed by walls, windows, or solid doors and shall not exceed 10 feet in height measured from the floor of the first story to the roof line.
- (k) Stoops. A stoop shall be of a width not greater than 30% of the width of the facade to which it is attached and shall be of a depth not less than 4 feet. Stoops shall not be enclosed by walls, windows, or solid doors and shall not exceed 10 feet in height, measured from the floor of the first story to the roof line. The roof of a stoop that is supported by brackets shall project from the building a minimum depth of 4 feet.
- (1) Foundations. Substantial foundation plantings shall be required to screen the base of the primary and secondary facade of any new building. The first floor elevation shall be constructed a minimum of one and one-half feet above grade. Grade shall be determined at the high point of the sidewalk that is located in the public right-of-way parallel to and abutting the front of the lot. In addition, ground-mounted mechanical units shall be screened with plantings.

- (m) Orientation. Structures shall be situated at right angles with the street. Primary facades shall be parallel with the street to which they front. Buildings shall be oriented perpendicular to the front facing facade.
- (n) Width Building. No building shall be constructed or remodeled to have a width greater than 76 feet.
- (o) Width Facade. The primary facade of a building shall have a width between the range of 24 feet and 38 feet. Any portion of the building that is wider than the primary facade shall be recessed from the primary facade a distance of not less than 8 feet. A second primary facade will be permitted, provided that it is separated by a recessed facade that conforms to the minimum facade width of 24 feet.
- (p) Height. No structure shall be constructed or remodeled to a height greater than 3 stories or 40 feet, whichever is lower.
- (q) Lot Configurations. Lots in the O-SFC shall remain configured as they are on the date that the O-SFC regulations go into effect. In the O-SFC a Zoning Permit shall not be issued with respect to one or more dwelling units to be established on a lot formed by the combination of 2 or more lots or the combination of the parts of 2 or more lots or the combination of a lot and a part or parts from one or more lots.
- (r) Compliance. New buildings shall be constructed in full compliance with subsections (a) through (q) above. In building additions or remodeling it is not required that the entire building be brought into full compliance with subsections (a) through (q). It is only required that the addition or remodeling comply. It is required that the addition or remodeling does not have the effect of increasing the level or degree of nonconformity of the building as a whole.
- (10) **Parking Requirements.** Off-street parking shall be provided and maintained in accordance with the Base Regulations.
- (11) **Historic Preservation.** In those parts of the O-SFC that have been designated as Historic Preservation District, the historic preservation regulations of Chapter 31 shall also apply in addition to the Base Regulations and the O-SFC regulations. In the event of conflict between the historic preservation regulations and the O-SFC regulations, the historic preservation regulations shall control. Any plan approval decision required by this Section shall be made by the Historic Preservation Commission when the site is in an Historic Preservation District. When the site is not in an Historic Preservation District, the Site Development Plan approval decision shall be made by the City Council.

### Attachment H Special Use Permit Requirements and Criteria

### Sec. 29.1503. SPECIAL USE PERMIT.

- (1) **Purpose.** This Section is intended to provide a set of procedures and standards for specified uses of land or structures that will allow practical latitude for the investor or developer, but that will, at the same time, maintain sound provisions for the protection of the health, safety, convenience, and general welfare. This Section permits detailed review of certain types of land use activities that, because of their particular and unique characteristics, require special consideration in relation to the welfare of adjacent properties and to the community as a whole. Land and structural uses possessing these characteristics may be authorized within designated Zones by the issuance of a Special Use Permit. This Section also provides for the use of Single-Family Dwellings, Two Family Dwellings, and Single Family Attached Dwellings by a Functional Family.
- (2) **Submittal Requirements.** In accordance with Section 29.1503, Applicants must submit an Application for a Special Use Permit to the Planning and Housing Department for consideration by the Zoning Board of Adjustment. The Application for a Special Use Permit shall be accompanied by:
  - (a) A statement of supporting evidence that the general and specific standards as delineated in this Article will be fulfilled;
  - (b) A Site Plan meeting all the submittal requirements stated in Section 9.1502(2), unless no site improvements are required; and
  - (c) Preliminary plans and specifications for all construction, as applicable.
- (3) If a proposed Special Use is within an existing building and improved site, plans for use of the site and building must be submitted in lieu of the Site Plan requirements.

### (4) **Procedure for Special Use Permits.**

- (a) Zoning Board of Adjustment. The Zoning Board of Adjustment shall consider the application at a public hearing conducted as part of a regularly scheduled meeting. Notification of the public hearing shall be made by mail, posting, and publication, in accordance with Sections 29.1500(2)(d)(i), (ii) and (iii) above. The Zoning Board of Adjustment must approve, deny, or modify the Special Use Permit application within 60 days of the public hearing.
- (b) Public Hearing Required. Prior to disposition of an application for a variance, the Zoning Board of Adjustment shall hold a public hearing. Notice of the public hearing shall be by mail, posting, and publication, in accordance with Sections 29.1500(2)(d)(i), (ii) and (iii) above.
- (5) **Review Criteria.** Before a Special Use Permit application can be approved, the Zoning Board of Adjustment shall establish that the following general standards, as well as the specific standards outlined in subsections (b), (c), and (d) below, where applicable, have been or shall be satisfied. The Board's action shall be based on stated findings of fact. The conditions imposed shall be construed as limitations on the power of the Board to act. A mere finding that a use conforms to those conditions or a recitation of those conditions, unaccompanied by specific findings of fact, shall not be considered findings of fact for the purpose of complying with this Ordinance.

- (a) General Standards. The Zoning Board of Adjustment shall review each application for the purpose of determining that each proposed use meets the following standards, and in addition, shall find adequate evidence that each use in its proposed location will:
  - (i) Be harmonious with and in accordance with the general principles and proposals of the Comprehensive Plan of the City;
  - (ii) Be designed, constructed, operated, and maintained so as to be harmonious in appearance with the existing or intended character of the general vicinity and that such a use will not change the essential character of the area in which it is proposed;
  - (iii) Not be hazardous or disturbing to existing or future uses in the same general vicinity;
  - Be served adequately by essential public facilities and services such as highways, streets, police, fire protection, drainage structure, refuse disposal, water, and sewage facilities, and/or schools;
  - (v) Not create excessive additional requirements at public cost for public facilities and services;
  - (vi) Not involve uses, activities, processes, materials, equipment, or conditions of operation that will be detrimental to any person, property, or general welfare by reason of excessive production of traffic, noise, smoke, fumes, glare, or odors; and
  - (vii) Be consistent with the intent and purpose of the Zone in which it is proposed to locate such use.
- (b) Residential Zone Standards. The Zoning Board of Adjustment shall review each application for the purpose of determining that each proposed use in a residential zone meets the following standards, as well as those set forth in Section 29.1503(4)(a) above and, in addition, shall find adequate evidence that each use in its proposed location will:
  - (i) Not create excessively higher levels of traffic than the predominant pattern in the area and not create additional traffic from the proposed use that would change the street classification and such traffic shall not lower the level of service at area intersections;
  - (ii) Not create a noticeably different travel pattern than the predominant pattern in the area. Special attention must be shown to deliveries or service trips in a residential zone that are different than the normal to and from work travel pattern in the residential area;
  - (iii) Not generate truck trips by trucks over 26,000 pounds g.v.w (gross vehicular weight) to and from site except for food delivery vehicles, waste collection vehicles and moving vans;
  - (iv) Not have noticeably different and disruptive hours of operation;
  - (v) Be sufficiently desirable for the entire community that the loss of residential land is justifiable in relation to the benefit;
  - (vi) Be compatible in terms of structure placement, height, orientation, or scale with the predominate building pattern in the area;
  - (vii) Be located on the lot with a greater setback or with landscape buffering to minimize the impact of the use on adjacent property; and

(viii) Be consistent with all other applicable standards in the zone.

- (c) Commercial Standards. The Zoning Board of Adjustment shall review each application for the purpose of determining that each proposed use located in a commercial zone meets the following standards as well as those set forth in Section 29.1503(4)(a) above and, in addition, shall find adequate evidence that each use in its proposed location will:
  - (i) Be compatible with the potential commercial development and use of property planned to occur in area;
  - (ii) Represent the sufficiently desirable need for the entire community that the loss of commercial land is justifiable in relation to the benefit; and
  - (iii) Be consistent with all other applicable standards in the zone.
- (d) Special Use Permits for Functional Families.
  - (i) Purpose. This Section is to provide for the regulation of Functional Families that may request to reside in a Single-Family Dwelling, Two Family Dwelling or Single Family Attached Dwelling. The regulations are also intended to prohibit larger groups of unrelated persons from residing in Single Family Dwellings, Two Family Dwellings, or Single Family Attached Dwellings. Larger groups of unrelated persons have frequently shown to have a detrimental effect on Single Family neighborhoods since larger groups of unrelated persons do not live as a family unit and do not have significant economic or emotional ties to a neighborhood.
  - (ii) Standards of Functional Families. The Zoning Board of Adjustment shall review each application for a Special Use Permit for a functional family as provided for in this section after having determined that the application meets the following standards:
    - (a) The functional family shares a strong bond or commitment to a single purpose (e.g., religious orders);
    - (b) Members of the functional family are not legally dependent on others not part of the functional family;
    - (c) Can establish legal domicile as defined by Iowa law;
    - (d) Share a single household budget;
    - (e) Prepare food and eat together regularly;
    - (f) Share in the work to maintain the premises; and
    - (g) Legally share in the ownership or possession of the premises.
- (e) Conditions. The Board may impose such additional conditions as it deems necessary for the general welfare, for the protection of individual property rights, and for ensuring that the intent and objectives of this Ordinance will be observed.
- (6) **Lapse of Approval.** All Special Use Permits shall lapse 12 months after the date of issuance unless the use is undertaken, or a building permit has been issued and actual construction started. Where unusual circumstances may prevent compliance with this time requirement, the Zoning Board of Adjustment may, upon written request by the affected permittee, extend the time for required start of construction an additional 60 days. Excavation shall not be considered construction for the purpose of enforcing this Section.

- (7) **Successive Applications.** In the event that the Board denies an application for a Special Use Permit, a similar application shall not be refiled for 12 months from the advertised public hearing date. The Board, on petition by the applicant, may permit a refiling of this application after 6 months from the original hearing date when it determines that significant physical, economic or land use changes have taken place within the immediate vicinity, or a significant zoning ordinance text change has been adopted, or when the reapplication is for a different use than the original request. The applicant shall submit a detailed statement setting out those changes that he or she deems significant or upon which he or she relies for refiling the original application.
- (8) **Site Plans approved as part of a Special Use Permit.** All site plans approved as part of an approved Special Use permit may only be amended pursuant to the same procedures for approving Minor Changes to a Major Site Development Plan as provided in Section 29.1502(6).

#### Attachment I Ames Romero House Background

At the meeting on July 9, 2024, City Council received a request from Matt Mitchell, Founder and Board Member of the Ames Romero House (see Attachment A – Request to Council). The request is to have the City Council initiate a zoning text amendment to the "O-SFC" (Single Family Conservation Overlay District) to facilitate allowing, by Special Use Permit, establishment of new Social Service uses that are currently not permitted within the Overlay. This request is principally for the purpose of expanding/relocating the current 709 Clark Avenue Romero House to a second property at 702 Clark Avenue.

Ames Romero House has been operating as a non-profit organization at 709 Clark Avenue since September 2020. In 2021 there was correspondence with staff about use of the single-family home at 709 Clark and its limitations of use related to the rental code and household living for a single-family dwelling. At that time, the use was not defined as a "Social Service Provider" based upon staff's understanding of the activities and nature of the use for overnight stays.

Based upon recent conservations with the Romero House representatives and a review of their onsite activities, the use aligns with the description of a "Social Service Provider" more than a "Household Living" use. The operator of the Romero House now describes the operations of their existing site and desired expansion to 702 Clark as resulting in five men living at 709 Clark and to have hospitality services for public use at the planned 702 Clark Avenue site.

The Romero House self-describes offering hospitality services to those who seek assistance in Ames. The services include daytime hospitality through the provision of food, a shower, winter clothes, and laundry facilities between the hours of 1:00 pm and 4:00 pm, Monday through Friday, and from 10:30 am to 4:00 pm on Sundays. They have, in the past, also had religious services or larger gatherings at 709 Clark, which is not proposed to occur in the future.