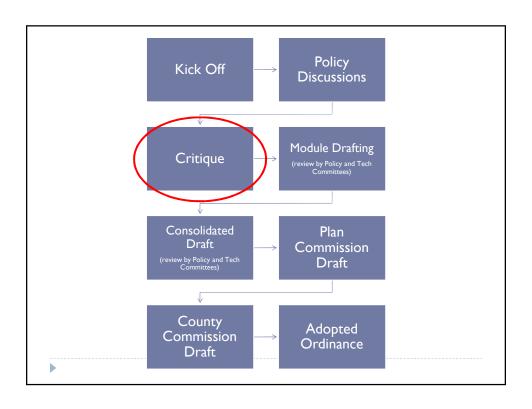
ZONING ORDINANCE CRITIQUE Existing Ordinance and Draft E

Plan Commission & Zoning Ordinance Policy Committee November 8 & 20, 2012



CONTENTS

- Zoning Ordinance Basics
- Critique Overview
- ▶ Critique
- ▶ Proposed Outline

ZONING ORDINANCE BASICS A Zoning Ordinance implements the Comprehensive Plan Compliance **Permits** with specific standards Subdivision of land, public infrastructure **Platting** Land use, impacts, community Zoning character Big picture policies, goals and objectives Comprehensive Plan

ZONING ORDINANCE BASICS

- ▶ A Zoning Ordinance is the set of County laws that regulate
 - ▶ The private use of land
 - Permitted, Special, Conditional Unit Industrial, Prohibited
 - Specific Use Standards
 - Rules for nonconforming uses
 - The <u>impacts</u> of land use on other private and public properties
 - Setbacks, Height, Lot Coverage
 - Buffers
 - Driveways
 - ► Community <u>character</u>
 - ▶ Landscaping
 - Signs
 - ▶ Parking







ZONING ORDINANCE BASICS

- ▶ A zoning ordinance is not...
 - Subdivision Regulations. Development standards related to streets, utilities, sidewalks, and subdivision of land are in the Subdivision Control Ordinance.
 - Property Tax Policy. It will not raise or lower the County's property tax rate.
 - Annexation Policy. Annexation of land is more closely related to a Town or County comprehensive plan.
 - ► <u>Capital Improvements Program.</u> It does not set policy for the extension or improvement of public infrastructure.
 - <u>Building Code</u>. A building code regulates how structures are built to ensure their future structural soundness and safety.

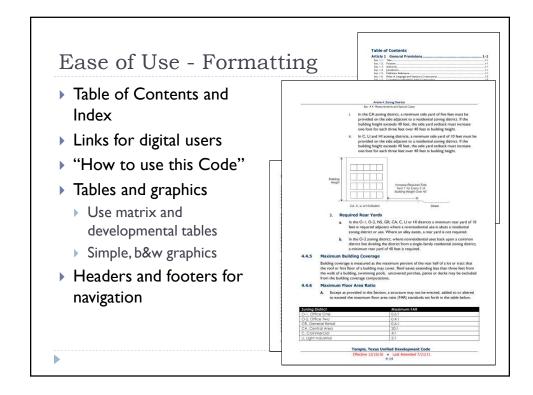
CRITIQUE OVERVIEW

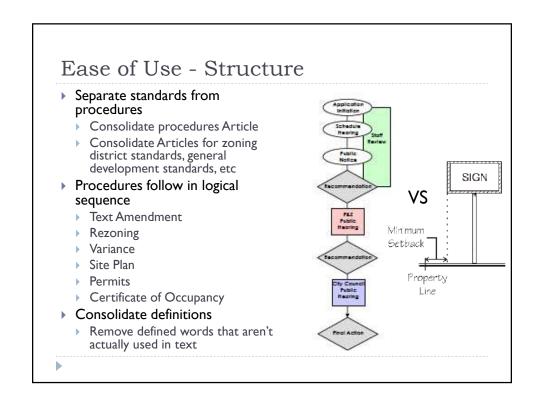
- Provisions Critiqued
 - General Provisions
 - Review Bodies & Procedures
 - Districts & Uses
 - Development Standards
 - Nonconformities & Enforcement
 - Definitions
- ▶ Elements Critiqued
 - Ease of Use
 - Conflicts & Consistency
 - Practicality & Enforceability
 - Implementation of Existing Policies and Practices

- Elements Critiqued (cont.)
 - ▶ Implementation of Comp Plan
- Proposed Solutions
 - Based on best practices & professional opinion
 - Sensitivity to Elkhart County & spectrum of regulatory tolerance
 - "To-Do" list
- Proposed Outline
 - Structure for new Ordinance

CRITIQUE

- Ease of Use
- ▶ Conflicts & Consistency
- Practicality & Enforceability
- ▶ Implementation of Existing Policies and Practices
- ▶ Implementation of Comp Plan





Ease of Use – Plain English

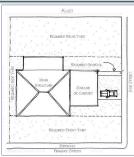
Herein, heretofore, forthwith...

- ▶ Also....
 - Making review responsibilities more clear "...approval by Zoning Administrator..." rather than "...approval by Planning Department..."
 - Make defined words stand out.
 - Remove archaic uses (telegraph office)
 - Provide for newer uses (dog grooming)

Ease of Use - Draft E

- Large number of Districts
 - Makes Table of Contents (TOC) cumbersome
 - Spell out district name in TOC
 - Accomplish similar objectives with development standards rather than completely new zoning districts
- Color graphics are nice but not practical for current technology
- "Additional Development Standards that Apply" does not work well with printed version
- Otherwise, Draft E addresses many most of the Formatting concerns stated in previous slides





CRITIQUE

- ▶ Ease of Use ✓
- ▶ Conflicts & Consistency
- Practicality & Enforceability
- Implementation of Existing Policies and Practices
- ▶ Implementation of Comp Plan

Conflicts & Consistency

- General Provisions
 - Include a purpose statement in the Z.O. itself
 - Expand on existing "Rules of Construction" "shall" vs. "may"; calendar days vs. working days, prohibitive vs. permissive, etc.
- Review Bodies and Procedures
 - Provide "Applicability" section for each procedure
 - Clarify where each permit is situated in the chain of approvals
 - Utilize table to summarize review responsibilities
- Districts and Uses
 - Clarify districts and their purposes
 - ▶ Specify which are residential, nonresidential and overlays
 - Investigate electronic zoning map becoming official zoning map
 - ▶ Some zoning districts are missing from district list (E,A-3, -4)
 - Clearly differentiate between home occupation and home workshop

Conflicts & Consistency

Development Standards

- Coordinate countywide regulations for Drainage, MS4, and Flood Hazard Control
- ▶ Clarify rules about outdoor display and storage, repair
- ▶ Parking lots vs. car sales inventory

Nonconformities

- Differentiate between nonconforming uses, structures, lots, site improvements
- Provide direction for how a nonconforming status is removed
- Clarify what can and cannot be done with a nonconforming use, structure, lot, etc

Definitions

- ► Ensure consistency between Z.O., S.C.O., Building Code, other County ordinances, Comprehensive Plan, Thoroughfare Plan
 - > Z.O. street types vs Subdivision Control Ord types vs Thoroughfare Plan types

Conflicts & Consistency – Draft E

 Draft E addresses many most of the Conflicts and Consistency concerns stated in previous slides

CRITIQUE

- ▶ Ease of Use ✓
- ▶ Conflicts & Consistency ✓
- ▶ Practicality & Enforceability
- ▶ Implementation of Existing Policies and Practices
- ▶ Implementation of Comp Plan

Practicality & Enforcement

- General Provisions
 - Incorporate references to state law and Comp Plan
- Review Bodies and Procedures
 - Update duties of Zoning Admin, Plan Director, Building Commissioner
 - Create Temporary Use Permit
 - ▶ Too often "temporary" becomes permanent
 - Good for a set number of days
 - > Standards for restrooms, trash receptacles, etc
 - ▶ Implement Written Interpretation Process
 - ▶ Periodic batches of Z.O. updates
 - Consider removing Use Variances as a procedure
 - Hardship based on the property
 - Or require attempt at a rezoning first
 - No involvement from Towns

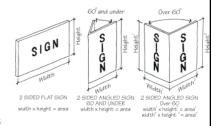
Practicality & Enforcement

Districts and Uses

- Measurements and Special Cases
- RVs, campers, garages as residences make clear that these are prohibited as permanent residences
- Garage sales and car lots easier to enforce
- Allow, subject to limitations, routinely approved Variance requests or requests that may be appropriate generally but are not based on hardship
 - 2nd dwelling in A-1 or where house is subject to ROW acquisition and must be
 - Cap on how much accessory can exceed primary

Definitions

- Remove any standards from definitions
 - ▶ Home workshops, B&Bs, etc



- -, w occupants of the residence and by no more than two (2) employees, associates, or partners who do not occupy the residence and the normal section of the control of the

Practicality & Enforcement - Draft E

Practicality is a primary complaint about Draft E

- Increased complexity of Ordinance requires more sophisticated enforcement and/or staffing
- Stakeholder complaint of "micromanagement" of properties related to basketball goals, building colors, etc.

Windfarm Overlay

- Retain?
- Research into possible medical issues associated with such uses
- ▶ Enforcement provisions are more proactive than is the current practice - not a criticism
- Staff's goal is to incorporate workable provisions from Draft E into the new draft, with subsequent vetting through Policy Committee, Plan Commission and County Commission

CRITIQUE

- ▶ Ease of Use ✓
- ▶ Conflicts & Consistency ✓
- ▶ Practicality & Enforceability ✓
- Implementation of Existing Policies and Practices
- ▶ Implementation of Comp Plan

Implementation of Existing Policies & Practice

Review Bodies and Procedures

- More clearly spell out the composition and duties of the Technical Review Committee
- Set thresholds for what constitutes a Minor vs Major change to a Variance or Special Use site plan
- How to treat old "empty" PUDs with no site plans
- ▶ ILPs / Floodplain Development Permit required for placement of fill within floodplain
- Sign permits in Towns with their own sign provisions (Middlebury)

Districts and Uses

- Create provisions for solar panels and other alternative energy devices (see City of Goshen's recent amendment)
- Incorporate existing Wireless Communication Facility policy
- Allow mobile home as a temporary dwelling if the conventional home on the property has been damaged and is being rebuilt

Implementation of Existing Policies & Practice

Districts and Uses (cont.)

 Provide Zoning Administrator with criteria for guidance in making use interpretations for when a proposed use is not listed in the use table

Nonconformities

Recognize "lots of record" and allow limited development

Implementation of Existing Policies & Practice – Draft E

- Technical Advisory Committee mentioned once in passing and defined
- Minor amendments to Variance or Special Use site plan not addressed
- Wind farms appear to be the only alternative sources of energy addressed
- Wireless facilities mentioned in passing
- Mobile homes in emergency situations are not addressed
- Use interpretation is mentioned, but no criteria are given
- Development of nonconforming lots of record is addressed

CRITIQUE

- ▶ Ease of Use ✓
- ▶ Conflicts & Consistency ✓
- ▶ Practicality & Enforceability
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- ▶ Implementation of Comp Plan

Implementation of Comp Plan

Comp Plan Citation	Comp Plan Policy	Implementation in Z.O.			
Goal I, Policy I	Encourage development in Urban Growth Areas (UGA)	Establish rezoning criteria related to proximity to UGA Establish UGA overlay zoning districts that allow increased residential density or nonres intensity Offset increased density with increased open space requirements along edge of new development			
Goal 1, Policy 2	Prioritize redevelopment over greenfield development	Establish rezoning criteria related to availability of land already zoned for proposed use			

Comp Plan Citation	Comp Plan Policy	Implementation in Z.C				
Goal 1, Policy 3	Allow residential subdivisions only in areas zoned for residential uses	Increase Ag zoning district minimum lot size to 3 acres or more Remove stand alone residential uses from the Ag zoning districts				
Goal 1, Policy 5	Support and protect existing residential communities from conflicting land uses	Utilize bufferyards between potentially incompatible uses Create Neighborhood Services zoning district to allow some mixing of uses at a neighborhood scale				

Implementation of Comp Plan

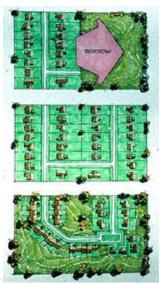
Comp Plan Citation	Comp Plan Policy	Implementation in Z.O.
Goal 1, Policy 6	Consider the resources of public safety, schools, parks, libraries, and other public entities in the approval process	Establish rezoning criteria related to proximity these facilities
Goal 2, Policy 1	Use agricultural zoning districts only for agricultural and related business activities and, where appropriate, agritourism	Remove uses not related to agriculture from the Ag zoning districts Add to Ag districts appropriate uses that are not already included

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Comp Plan Citation	Comp Plan Policy	Implementation in Z.O.
Goal 2, Policy 2	Assist towns in sustaining viability as traditional, compact communitiesEmphasize mixed uses and neighborhood-like residential design	Create a Village Residential and Village Commercial zoning district with emphasis on walkability, mixed uses and compact design
Goal 2, Policy 3	Protect undeveloped green space with the use of conservation easements	Allow optional conservation subdivisions by right subject to permanent open space, density and design requirements
Goal 3, Policy 3	Encourage city & town based growth, and discourage sprawl & leapfrog development	Establish UGA overlay zoning districts that allow increased residential density or nonres intensity Establish rezoning criteria related to proximity to UGA

Implementation of Comp Plan

- Conventional subdivisions "borrow" open space from adjacent properties
- Residents may like the "rural" atmosphere
- Adjacent property gets developed and rural atmosphere disappears
- "Golf course development without the golf course"
- Retain same lot yield as allowed with conventional (maybe even with a bonus)
- ▶ Open space maintained in perpetuity



Comp Plan Citation	Comp Plan Policy	Implementation in Z.O.
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Implementation of Comp Plan

Comp Plan Citation	Comp Plan Policy	Implementation in Z.O			
Goal 3, Policy 4.A	Integrate other County agencies, area coalitions and organizations into land use planning and decision making	Integrate other departments, such as Park into the Tech Committee, when appropriate			
Goal 3, Policy 4.B	Implement relevant land use elements of other initiatives and mandates that have been, or are in process of being, adopted by the County	Incorporate relevant elements of the Parks Plan that is currently being worked on			

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Comp Plan Citation	Comp Plan Policy	Implementation in Z.O.
Goal 4, Policy I	Reduce results of human activity (excessive noise, artificial light and visual clutter) that take away from the experience of being 'in the country' – for residents, visitors, and commuters	Allow optional conservation subdivisions by right subject to permanent open space, density and design requirements
Goal 4, Policy 2	Promote development that preserves natural landscapes, indigenous species, and features of topography	Include relevant environmental preservation requirements in the Z.O.

Implementation of Comp Plan

Comp Plan Citation	Comp Plan Policy	Implementation in Z.O				
Goal 4, Policy 4	Allow high-intensity commercial and industrial development only where municipal utilities are available	Establish industrial rezoning criteria related to proximity to municipal facilities				
Goal 4, Policy 5	Promote design and management practices that ensure air and water quality, routine recycling, as well as prevention of excessive water runoff and flooding	Incentivize environmentally sensitive buffering, exterior building design, and paving				

CRITIQUE ▶ Ease of Use ✓

- ▶ Conflicts & Consistency ✓
- ▶ Practicality & Enforceability ✓
- ▶ Implementation of Existing Policies and Practices ✓
- ▶ Implementation of Comp Plan ✓

- ▶ Art. I General Provisions (Module I)
 - ▶ Title
 - Purpose
 - Authority
 - Jurisdiction
 - ▶ Rules of Construction
 - Vested Rights
 - Severability

Art. 2 - Development Review Bodies

(Module I)

County Commission

▶ Plan Commission

Board of Zoning Appeals

Hearing Officer

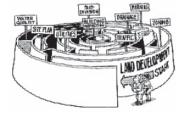
▶ Plan Director

Zoning Administrator

Building Commissioner

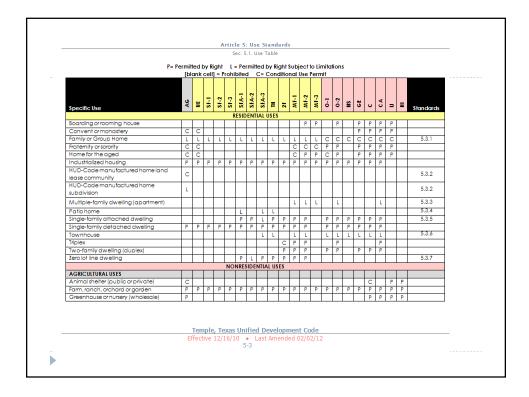
w Bodies	Floodplai	guiplin	Assistant Director f Planning	Assistant Manager Services	andmar	Building Board of	Board of Adjustme	Planning	City Cour	Section
Procedure	E 4	ĕ	404	4 × S	20	8 8	B 4	£ 0	ō	Ø,
Floodplain Administrator Action	- 3									
Floodplain permit	D	Н						_		3.22
Building Official Action										
Building Permit	R	D						_		3.18
Certificate of Occupancy	_	D						_		
Sign Permit for Construction Only	-	D						_		3.20
Temporary Use Permit	-	D						_		3.21
Assistant Director for Planning		ш								
Annually Renewable Sign Permit			D							
Assistant City Manager of Development Services Action										
Beachfront Construction Certificate				D*/R						3,14
Site Plan		П		D						3.17
Written Interpretation		П		D						3.23
Administrative Adjustment	1 3		1 1	D			3 3		1 0	3.24
Landmark Commission Action										
Certificate of Appropriateness		П		R	D					3.15
Certificate of Appropriateness for Demolition				R	D/P					3.16
Building Code Board of	- 3						9			
Adjustment Action										
Floodplain Variance	R	П				D/P				3.26
Board of Adjustment Action	777					-				1000
Special Use Exception		П					D/P			3.12
Variance		П	3	R			D/P		8 8	3.25
Appeal of Administrative Decision							D/P			3.27
Planning Commission Action										
Preliminary Plat		П						D		3.8
Final Plat		П						D		3.8
Replat Without Vacation	1 3		1 3	- 3			1 3	D	10 10	3.11
Dune Protection Permit**				R				D		3.13
Beachfront Construction		П								
Certificate**				D				D		3,14
City Council Action										
Unified Development Code Text Amendment				R				R/P	D/P	3.2
Zoning Map Amendment (Rezoning)				R	R/P ····H			R/P	D/P	3.3
Historic Overlay District or Landmark Designation				R	R/P			R/P	D/P	3.4
Planned Unit Development		П						R/P	D/P	3.5
Special Permit		П						R/P	D/P	3.6

- ▶ Art. 3 Development Review Procedures (Module 1)
 - ▶ Common Review Procedures
 - Sufficiency & Completeness Review, Public Notice & Hearing Requirements, Sequence of Approvals, Appeals
 - Zoning Ordinance Text Amendment
 - Zoning Map Amendment (Rezoning)
 - Special Use Permit
 - Conditional Industrial Unit Development (retain?)
 - Administrative Adjustment
 - Variance
 - Written Interpretation
 - ▶ Improvement Location Permit
 - Building Permit
 - ▶ Temporary Use Permit
 - Sign Permit
 - Certificate of Occupancy
 - Appeal of Administrative Decision



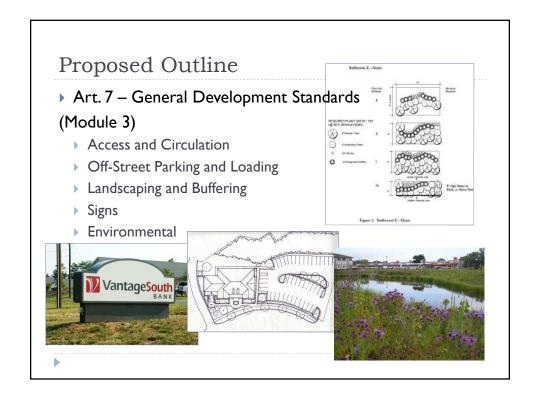
Proposed Outline ▶ Art. 4 – Zoning Districts (Module 2) General Establish Zoning Map, Boundary Interpretations Measurements and Special Cases How to measure setbacks, heights, etc. > Special cases where setbacks, heights, may be exceeded Agricultural Districts Purpose Statements Dimensional Standards Housing Types Subdivision Types Single-Family Residential Districts Multifamily Residential Districts Commercial Districts Industrial Districts

- ▶ Art. 5 Use Standards (Module 2)
 - Use Table
 - Classification of New and Unlisted Uses
 - Specific Use Standards
 - ▶ Kennels, B&Bs, contractor's office, etc.
 - Accessory Uses and Structures
 - ▶ Sheds, home occupations, 2nd residential unit
 - Wireless Telecommunications Facilities
 - ▶ Temporary Uses
 - ▶ Temporary or seasonal uses or structures



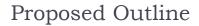
- ▶ Art. 6 Special Purpose & Overlay Zoning Districts (Module 2)
 - ▶ A-2, -3, -4 and -5 Districts
 - ▶ E Districts
 - Manufactured Home Park District?
 - ▶ Planned Unit Development District
 - Planned Development Corridor District (retain?)
 - Wellhead Protection Overlay District

.



- ▶ Art. 8 Nonconformities (Module 4)
 - Nonconforming Uses
 - ▶ Nonconforming Structures
 - ▶ Nonconforming Signs
 - ▶ Nonconforming Lots of Record
 - ▶ Change in Nonconforming Status





- ▶ Art. 9 Enforcement, Violations and Penalties (Module 4)
 - Draft E provisions are more proactive than existing provisions



- ▶ Art. I0 Definitions (Module 4)
 - Abbreviations
 - Defined Terms

Abbreviation	Term			
ANSI	American National Standards Institute			
BP	Business Park District			
CBD	Downtown Commercial District			
CG-1	General Commercial District			
CG-2	General Commercial District			
CI	Intensive Commercial District			
CN-1	Neighborhood Commercial District			
CN-2	Neighborhood Commercial District			
CR-1	Resort Commercial District - Bayfront Business			
CR-2	Resort Commercial District - Barrier Island Busines			
CR-3	Resort Commercial District - Corpus Christi Beach			
EIA	Electronics Industries Association			
ETJ	Extraterritorial Jurisdiction			
GFA	Gross floor area			
FEMA	Flood Emergency Management Agency			
FHBM	Flood Hazard Boundary Map			
FIRM	Flood Insurance Rate Map			
FR	Farm-Rural District			
Ft	Feet			
-H	Historic Overlay District			

