# ZOINNG CODE UPDATE OPTIONS

SINGLE-FAMILY ZONING ANALYSIS: INFILL RESOURCES









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#### **OUR MISSION**

The Cuyahoga County Planning Commission's mission is to inform and provide services in support of the short and long term comprehensive planning, quality of life, environment, and economic development of Cuyahoga County and its cities, villages and townships.

# ZONING CODE UPDATE OPTIONS

## SINGLE-FAMILY ZONING ANALYSIS: INFILL RESOURCES

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## INTRODUCTION

The Single-Family Zoning Analysis is a project of the Northeast Ohio First Suburbs Consortium in partnership with the Cuyahoga County Land Bank, facilitated by the Cuyahoga County Planning Commission and supported financially by First Federal of Lakewood. Its goal is to identify issues within zoning regulations that can make constructing desired infill housing in the First Suburbs difficult or cost-ineffective,

and outline best practices and incentives that can make infill more practicable.

#### **PROJECT GOAL**

Identify issues within zoning and outline best practices for making constructing desired infill housing more practicable.

#### **INFILL HOUSING**



Infill housing, such as this new home in Maple Heights, brings new homes and people to existing neighborhoods.

Source: Cuyahoga County Land Bank

#### NORTHEAST OHIO FIRST SUBURBS CONSORTIUM

Created in 1996 by elected officials representing communities surrounding Cleveland, the Northeast Ohio First Suburbs Consortium is the first government-led advocacy organization in the country working to revitalize mature, developed communities, and raise public and political awareness of the problems and inequities associated with urban sprawl and urban disinvestment.

The Northeast Ohio First Suburbs Consortium was created as a council of governments to respond to government policies and practices which promote the development of new communities at the outer edges of metropolitan regions over the redevelopment and maintenance of mature suburbs.

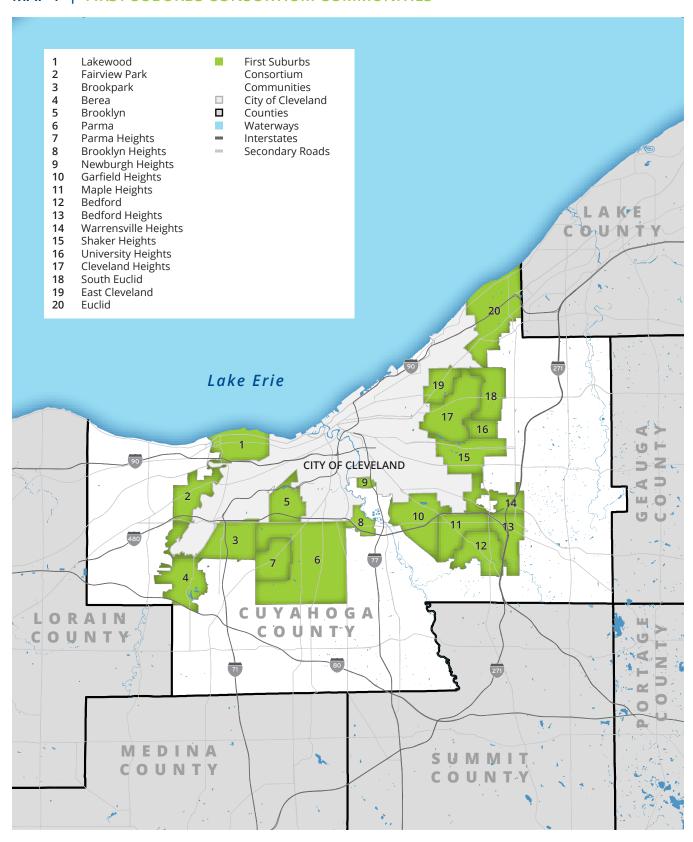
#### **CODE UPDATE OPTIONS**

The Code Update Options document is part of Phase 2 of the Single-Family Zoning Analysis, which covers infill resources for First Suburbs.

The first phase of the project covered an analysis of single-family zoning to determine whether desired housing could be built under current regulations, and whether infill housing would require significant variances or countermeasures to build.

This document and others as part of Phase 2 provide best practices, incentives, and code options that directly address issues identified in the first phase of the Single-Family Zoning Analysis.

#### MAP 1 | FIRST SUBURBS CONSORTIUM COMMUNITIES



Source: County Planning



## SECTION 1 ZONING ASSESSMENT

The Zoning Assessment section provides an overview of the issues and opportunities related to zoning for infill development in the First Suburbs and provides guidance for assessing zoning codes and administrative processes.

#### **HOW TO USE THIS DOCUMENT**

This document is for First Suburb communities considering updating their zoning codes and administrative processes to better facilitate infill development. The first section is meant to help communities identify what the issues are and the second section provides different options for how to resolve those issues.

#### **OVERVIEW**

Residential infill development is new construction of housing on vacant lots within established neighborhoods, often where homes have been demolished. Infill projects—especially single-family infill—are common in the First Suburbs, as these communities are typically built-out with only smaller, scattered vacant lots available. Infill construction is important to First Suburbs as it can bring new investments and opportunities to neighborhoods while expanding and diversifying local housing stock.

#### **ZONING ISSUES FOR INFILL**

A community's zoning code and administrative procedures are key tools that influence a community's ability to facilitate infill. A zoning code contains rules and regulations that dictate what can be built, how it can be built, and where. Administrative procedures outline how those regulations are enforced, including how development applications are reviewed and approved.

Many zoning codes in the First Suburbs have not been recently or comprehensively updated and therefore impede these communities' ability to facilitate desired infill development. Zoning codes often require larger lots, wider frontages, larger buildings, and deeper setbacks than existing lots, many of which were platted and developed before the adoption of zoning codes. Many current lots and homes are then considered non-conforming, and either are unbuildable or require variances. This can result in an extended review process and higher project costs, which can ultimately discourage

infill development. A recent survey of development professionals with experience constructing single-family infill within the First Suburbs echoed these concerns. Key takeaways from this survey are highlighted below.

#### OPPORTUNITY FOR SINGLE-FAMILY INFILL

Single-family zoning districts—where the majority of zoned lots have single-family homes—make up the largest portion of most First Suburb communities. These districts also tend to be the most restrictive in terms of allowable uses and dimensional standards. Therefore, it is important for First Suburb communities to update their single-family districts to accommodate infill development and to enhance their local housing stock.

This report lays out zoning code approaches and strategies, specifically for modifying standards and processes to reduce barriers to single-family infill development. Note that a more comprehensive and systemic approach may be necessary for a larger infill program or for a zoning code with widespread issues.

Involvement of city representatives, departmental staff, volunteer board members, development professionals, and community members can be important throughout the zoning code assessment and update process to ensure regulatory updates are appropriate and supported.

#### **Development Professionals Survey Key Takeaways**

**53%** 

of surveyed development professionals identified an easy-to-use zoning document as most important when considering to pursue infill in a community.

39%

of surveyed development professionals were dissuaded from developing single-family infill due to zoning code issues. 79%

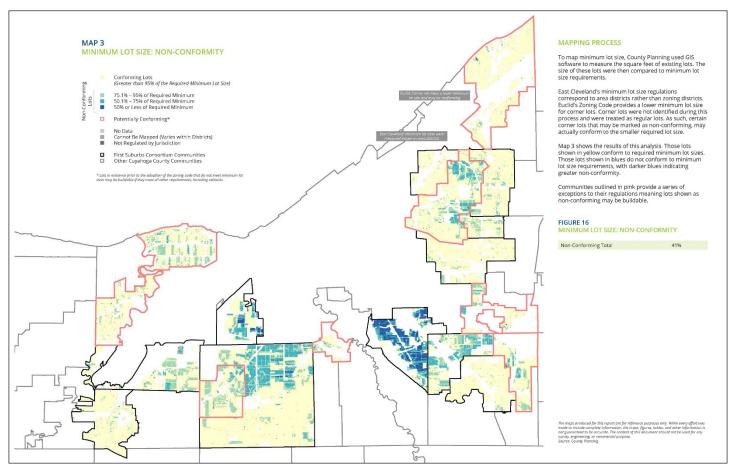
of surveyed development professionals selected minimum lot size standards and Approval Processes as top zoning barriers to infill. 38%

of surveyed development professionals indicated that it took more than a month to get approval for an infill home.

Source: Single-Family Zoning Analysis Phase 2 Development Professionals Survey Findings Report

#### PHASE 1 SINGLE-FAMILY ZONING ANALYSIS

First Suburb communities should refer to Phase 1 of the Single-Family Zoning Analysis as a starting point in the assessment of their code. Phase 1 provides a general review of zoning regulations of single-family districts across 19 First Suburbs and organizes them into charts to allow for direct comparison over 13 topics most pertinent to infill development. Additionally, the share of non-conforming lots for five of the topics—lot size, lot width, lot coverage, minimum living area, and front setbacks—is calculated and mapped. For example, below is a map of non-conformity by lot size.



Source: Phase 1 Single-Family Zoning Analysis

## **ZONING ASSESSMENT GUIDANCE**

As found in Phase 1 of the Single-Family Zoning Analysis, regulatory structures vary significantly among First Suburb communities. Therefore, updates to their zoning codes and administrative procedures will also vary based on each of their current regulatory structure, needs, capacity, and political and community support.

#### **GUIDING PRINCIPLES**

Despite those differences, there are some principles that are central to their success. Overall, communities should evaluate their zoning codes and administrative procedures based on how well they exhibit the following guiding principles:

- Accessibility: Has clear expectations and requirements and is understandable for anyone interested in developing in that community
- Effectiveness: Aligns with development goals and priorities, produces quality development, and adequately addresses existing conditions
- Efficiency: Minimizes delays, resolves issues early on, and provides coordination among review entities
- Predictability: Establishes a level of confidence and leads to consistent decisions and outcomes

#### **ZONING ASSESSMENT KEY ACTIONS**

Reviewing the zoning code and procedures is critical for understanding what specific solutions are needed. Below are some key action steps in assessing zoning regulations and identifying obstacles:

- 1) Establish your infill goals and objectives to evaluate the degree to which current regulations fulfill them. This can include reviewing recent plans, policy documents, reports and stated department goals. This will help narrow down the scope of the assessment. These goals may be refined based on the code assessment as additional challenges or opportunities are identified.
- 2) Analyze the relevant zoning code sections for how they address infill and contribute to the zoning code's effectiveness, accessibility, efficiency, and predictability. Typical components to review include: purpose/intent statement, applicability, permitted uses, dimensional standards, other development standards (parking, landscaping, accessory structures, architecture, etc.), and definitions.
- 3) Identify incompatible dimensional standards by comparing to physical dimensions of existing lots. Identifying commonly requested variances can also help indicate discrepancies. It can be helpful to compare the standards to prototypes of desired housing types to see if the standards allow them.
- 4) Identify additional standards that may be missing or not fully described within the zoning code—such as design guidelines—that can help further describe expectations and address issues specific to infill.
- 5) Identify areas of focus where regulatory barriers may be contributing to infill lots staying vacant by mapping out vacant lots and non-conforming lots to see if there is overlap. It is important to consider other physical characteristics that may otherwise make these lots unbuildable.
- 6) Analyze the development review process including the steps for approval, the time it takes to get approval, submittal requirements, and the entities involved. It can be helpful to visualize the process through the use of diagrams to identify inefficiencies. It is important to review both what is stated in zoning code regulations and what is actually practiced, as communities may have had to rely on an ad hoc system to circumvent issues in their zoning code or to address staff capacity.

## **ZONING ASSESSMENT CHECKLIST**

The following checklist is meant to guide communities as they evaluate their zoning regulations. It is meant to help communities answer the overall question: Does my zoning code appropriately facilitate infill development?

This checklist does not cover everything that a community may need to address, but rather focuses on helping identify key issues that impact infill. The assessment should also help answer if the zoning regulations meet the guiding principles: accessibility, effectiveness, efficiency and predictability.

Overall Zoning Usability and Coordination			Dim	nensional Standards		
	Relevant standards are organized in a way that makes information easy to find			Dimensional standards—such as lot size, lot width, lot coverage, setbacks—are compatible with existing lot dimensions		
	The zoning text is direct and concise			Dimensional standards would allow desired		
	The zoning code utilizes charts and diagrams to illustrate complex concepts		П	development without variances		
	The zoning code does not have internal contradictions			The zoning code provides flexibility from dimensional standards for infill development on pre-existing lots		
	Cross-referenced material in the zoning code is available and accessible		Add	litional Zoning Considerations		
	The zoning map is up-to-date and consistent with the zoning code			The zoning code allows flexibility for parking and garage standards (i.e., number of spaces and location of structures)		
				The zoning code and design guidelines result in		
Pur	Purpose Statement			development that is compatible with existing neighborhoods		
	Relevant purpose statements and intent clauses reflect infill development goals and objectives	ı		The zoning code appropriately protects environmental features (i.e., rivers, steep slopes)		
Permitted Uses			Development Review Process			
П	The zoning code allows the type of housing desired					
	or needed		Ш	Approvals for small-scale projects take less than one month		
Definitions				The development review process outlined in the		
	Infill-related terms and concepts are clearly defined (i.e., compatibility, infill, non-conforming, townhouse )  The definitions outlined in the Glossary or Definitions Chapter match how terms are used in other chapters.			zoning code accurately reflects actual approval processes		
Ш				The zoning code provides administrators flexibility in approving projects		



## SECTION 2 ZONING SOLUTIONS

The Zoning Solutions section provides a list of approaches and strategies for communities to consider when updating their zoning code and processes. It also provides an overview of the Single-Family Zoning Tool that allows First Suburb communities to test out different adjustments to make more effective changes. Communities should refer to their zoning assessment findings to select the approaches and strategies most appropriate to their local context.

### **ZONING APPROACHES**

Communities can use a number of approaches to incorporate changes to their zoning code. Below are two of the main approaches to address residential infill. On the next page are two additional approaches to consider. A combination of approaches may be necessary to achieve the desired infill goals. If issues within the zoning code are more widespread, a more comprehensive approach may be necessary.



## MAKE CHANGES WITHIN EXISTING BASE ZONE DISTRICT(S)

First Suburbs typically divide land into base zoning districts that determine the types of uses permitted, the dimensional standards of lots and buildings, and other requirements within the district. These base zones are then mapped. One approach is to work within the existing structure and make changes to the regulations within these base zoning districts. This approach works best for a zoning code that functions well overall but only requires specific changes, and when no mapping changes are needed.

#### **BENEFITS**

- Simple or targeted changes can be made to chosen districts without the need to add chapters, change boundaries, or update the zoning map.
- This structure is familiar to administrators and applicants alike.

#### **CONSIDERATIONS**

- It may not be enough to adequately address infill if there are more complicated issues.
- It can lead to a more intensive process as changes within one section may necessitate changes in other sections.
- It can make regulations more complicated or uncoordinated.



#### CREATE AN OVERLAY DISTRICT

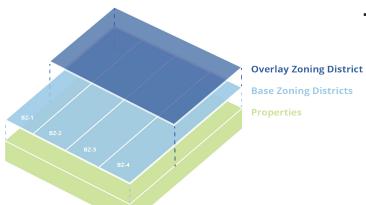
An overlay district is a special zone placed over part of one or more base zone districts. It includes a set of standards that supplement, modify, or replace requirements of the underlying base zoning districts. The provisions of the overlay district can be made optional or required. Developing an overlay district can be a more intensive process although more flexible than making changes to the base district. Generally, overlay districts should be used to address unique area constraints to achieve location-specific goals.

#### **BENEFITS**

- It can be tailored to address the needs of infill comprehensively and it can be a way to conveniently place regulations in one section—including lot and building standards, design criteria, review process, and other special considerations for infill.
- It can help address the needs or unique qualities of a specific area or neighborhood without changing the base districts or rewriting entire zoning districts.
- It often has less community push back.

#### CONSIDERATIONS

- It adds layers of regulations and can contribute to a more complicated process, diminishing predictability and effectiveness.
- If larger issues in the zoning code exist, it should be followed up by a more comprehensive revision.
- It may require map changes.



### 3

#### **CREATE A FLOATING DISTRICT**

A floating district is an unmapped overlay district. It does not go into effect and is not established on the zoning map until a property owner submits a development plan that meets the specified conditions and gets approval. Although it is not as common of an approach, a floating district can be helpful under certain circumstances. Floating districts can be used to plan for future land uses that are anticipated or desired but where there may not be current opportunities.

#### **BENEFITS**

- It can be helpful when trying to achieve specific goals, such as infill development, but where the location of development and growth is uncertain.
- It allows a community to be proactive and have the regulatory text ready, instead of waiting for conditions to be right.

#### **CONSIDERATIONS**

- It may not be utilized by applicants if this process seems complicated.
- There can be a loss of predictability and accessibility of the zoning map.



#### AMEND THE ZONING MAP

The zoning map displays the location of all the base and special zoning districts and can often have other relevant details (ex. front setback lines). Amending the zoning map can include adjusting zoning district boundaries to more accurately reflect development goals. Since single-family base zoning districts are often the most restrictive zoning districts in terms of their permitted uses and dimensional standards, adjusting the boundaries of these districts to where it is most needed and expanding other less restrictive districts can make development easier. This approach works best when district standards are sound but may not align geographically.

#### **BENEFITS**

 It does not require changes to regulatory text, just changes to zoning boundaries.

#### **CONSIDERATIONS**

- It may not adequately address specific infill issues.
- It could have significant community push back.
- Amending the zoning map can be an intensive process.

### **ZONING STRATEGIES**

The zoning strategies listed below can be incorporated by working within the existing base districts or be addressed within an overlay district. The City's review of their code should guide which strategies should be considered. Strategies can be incorporated incrementally, meaning a community could choose to focus on those that will have the most impact or may be the easiest to address first, then include others later.



## SIMPLIFY THE ZONING CODE STRUCTURE & LANGUAGE

Reorganizing and simplifying zoning code sections does not change substantive regulatory measures but can improve their overall usability and predictability.

There are several ways to reorganize and simplify the zoning code:

- Make text more concise and direct. Avoid long paragraphs as it can lead to confusion and important details can be lost.
- Use tables and graphics to better organize and describe standards.
- Integrate dimensional standards with use standards if they are in separate chapters to better connect the two
- Consolidate base districts if the distinction between them is trivial. Reducing the number of districts helps further simplify the zoning code.
- Reduce redundancy and inconsistencies. If the same regulation is mentioned in multiple sections, it may be better to have it in detail in one section and reference to it in others. This helps ensure accuracy and avoid contradicting statements.
- Make referenced material easily accessible, such as associated maps, plans, and other policies.

## 2

## ADDRESS INFILL IN THE PURPOSE & APPLICABILITY STATEMENTS

Incorporate language that supports infill objectives in the purpose statement to establish infill as a priority, provide direction for how to interpret the regulations, and provide the policy and legal basis for decision-making regarding infill. If infill is not explicitly stated in the intent statement, it can unintentionally discourage this type of development.

It is critical to explicitly define what is meant by infill development in the applicability statement to clarify where and when infill-related provisions apply.



## BROADEN PERMITTED USE REGULATIONS

Allow by-right other small scale housing such as accessory dwelling units, town homes, and 2-family and 3-family homes. Many of these homes typically already exist in these single-family districts as they were there before the adoption of the zoning code. Including these homes by-right can help existing properties be brought into conformance, therefore making them easier to renovate, finance, insure, or sell. It is an incremental way of increasing density and it also allows for greater housing diversity.



#### **UPDATE DEFINITIONS**

As changes are made to the zoning code, update definitions with new terms and concepts that are introduced. For example, when broadening permitted uses, it is important to define and distinguish the different types of housing to reduce any confusion and to promote the desired housing. It is also important to clearly make the connection between the added permitted uses and their dimensional standards.

## 5

#### **ADJUST DIMENSIONAL STANDARDS**

Adjusting or adding new dimensional standards will have the most profound impact on infill, as this is where many challenges may exist. There are different ways to address dimensional standards, which are listed below from most to least comprehensive:

#### Set More Reasonable Standards

Adjust standards—such as lot size, lot width, lot setbacks, lot coverage— when they are significantly inconsistent with existing lots and with development goals. By adjusting overall standards, exemptions or special adjustments for infill lots may not be necessary and can help ensure predictability and effectiveness.

#### Allow Flexibility

Allow for infill lots (or lots of a certain size) to have some variation from the stated requirements, either by a certain percentage or by a certain measure to allow for more buildable space. For example, minimum lot size, lot width, and setback standards are often reduced. Maximum lot coverage standards are either increased, modified to exempt certain architectural features from being included in the calculation, or removed altogether.

• Allow Consideration of Surrounding Properties Allow applicants to refer to the dimensions of two or more buildings that are adjacent, within the same block, or within a certain distance of the lot instead of the stated standards. Applicants could be allowed to use the average or a certain range from the existing lot dimensions. For example, this is often included with front setback requirements to ensure infill developments maintain a consistent frontage.

#### Include Pre-Existing Lot Exemptions

Exempt pre-existing lots (those existing before zoning) from certain standards and deem them as conforming or "buildable" as long as identified stipulations are fulfilled. This is most commonly applied to minimum lot size and lot width requirements and often apply so long as other setback requirements are maintained.

## 6

## CONSIDER ADDITIONAL PROVISIONS ADDRESSING SPECIFIC CONCERNS

Provide additional provisions to address the unique circumstances of infill lots. Additional issues that could be addressed include parking, stormwater management, street alignment, viewsheds and topography, landscaping, tree preservation, architectural compatibility, and others. These issues are often addressed through design guidelines and standards that are included at the end of base district sections, in their own dedicated section of the zoning code, within overlay districts, or in a separate document.

## 7

## SIMPLIFY ADMINISTRATIVE PROCEDURES

Simplifying administrative procedures improves efficiency and predictability and can include many adjustments, of which three are highlighted below:

- Exempt single-family projects from certain steps, fees, or submission requirements as many of these requirements can be unnecessarily burdensome to smaller projects and may be more appropriate for larger projects.
- Allow for administrative variances or waivers by allowing a zoning administrator to approve projects within a small deviation from certain standards instead of making projects go through a zoning appeals process.
- Set shorter time limits on approval processes for single-family infill by adding a stipulation that states that if a decision is not made with a certain time then the application is automatically approved. It can help reduce costs for applicants and can increase their confidence in the process.

## SINGLE-FAMILY ZONING TOOL

The Single-Family Zoning Tool is a resource meant to help communities adjust their lot size and lot width standards. This tool allows communities to achieve certain objectives:

- Visualize where non-conformities are prevalent and identify neighborhoods of focus.
- Conveniently test different adjustments to achieve a desired level of conformity.
- Set more compatible standards to reduce the number of variances needed for infill.

#### **BACKGROUND**

This tool is based on several findings from Phase 1 of the Single Family Zoning Analysis, which found that lot size and lot width requirements have lead to high levels of non-conformity for many First Suburb communities and therefore are significant barriers to infill development. Some of those findings include:

- 41% of parcels within single-family districts in the First Suburbs were non-conforming for lot size standards.
  - Seven First Suburb communities had over 50% of their lots as non-conforming for lot size standards.
- 48% of parcels within single-family districts in the First Suburbs were non-conforming for lot width requirements.
  - Ten First Suburb communities had over 50% of their lots as non-conforming for lot width standards.

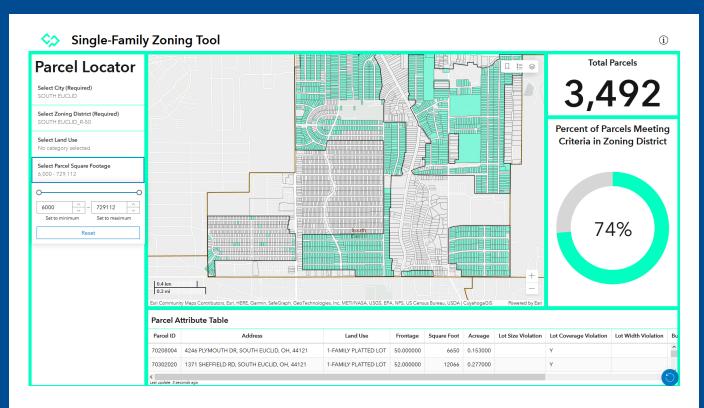
#### **DESCRIPTION OF THE TOOL**

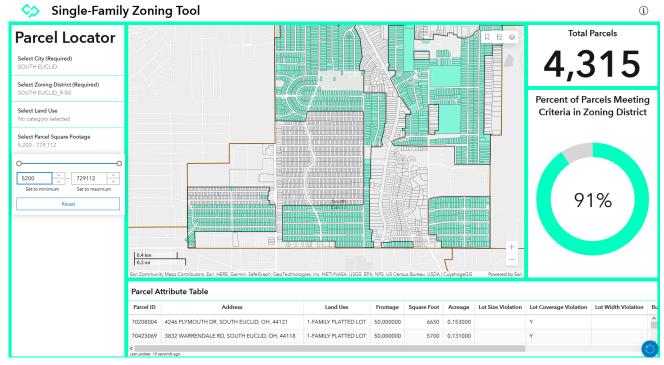
The tool provides five filters to allow users to customize their analysis. The first three filters are meant to help narrow the scope of the analysis based on the selected city, the single-family districts within that city, and specific land uses in those districts. The last two filters allow the user to adjust lot size and lot width thresholds to see how many parcels are conforming under those selections. The tool provides a map that visualizes what is selected from the filters, summary statistics (the number and percentage of lots based on the selections), and an attribute table with more detail about the selected lots.

#### **USING THE TOOL**

The next page shows screenshots of the tool and how adjusting the lot size requirement can decrease non-conformity. For example, in South Euclid's R-50 District, the minimum lot size is 6000 square feet. The tool shows that 74% of lots conform to this standard. When the minimum lot size is reduced to 5200 square feet, conformity increases to 91%.

The Single-Family Zoning tool is available to First Suburbs communities that are interested in updating their zoning. Contact County Planning for access of the tool and a walk-through of the tool's different functions.





## **RESOURCES**

This document is meant to be used alongside the other Single-Family Infill Resources produced as part of this initiative, including the Design Guidelines Guidebook and the Infill Incentives Options document. Together, these three documents provide the information and tools necessary for communities to be able to start updating their zoning codes, procedures, and policies to better facilitate infill. All of these resources can be found on the County Planning project page: www.countyplanning.us/singlefamily.



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