

MEMORANDUM

TO: Charles Goff, Town of Addison
FROM: Matt Goebel and Jim Spung, Clarion Associates
CC: James L. Dougherty
DATE: September 16, 2019
RE: **Addison UDC – Part 1: Zoning Districts and Use Regulations**

We are pleased to submit Part 1 of 3 of the Addison Unified Development Code (UDC) update project. Part 1 introduces updates to the lineup of zoning districts, including dimensional standards (building setbacks, height standards, lot coverage, etc.), and land uses allowed by right or by review in each district. The following bullets summarize the new UDC organization and the timeline for when each article will be drafted:

- Article 1: General Provisions [stay tuned, Part 3]
- **Article 2: Zoning Districts [included in Part 1]**
- **Article 3: Use Regulations [included in Part 1]**
- Article 4: Development Standards [stay tuned, Part 2]
- Article 5: Subdivision Standards [stay tuned, Part 2]
- Article 6: Administration and Procedures [stay tuned, Part 3]
- **Article 7: Definitions [included in Part 1, will be updated with each Part]**

The remainder of this memorandum highlights key changes proposed in Part 1, based on our own analysis and meetings with staff and stakeholders, other area-specific planning efforts, guidance provided in the [Addison Comprehensive Plan](#), with particular focus on the [Development Regulations Assessment Report](#), specifically:

- **Create a more user-friendly code.** This draft illustrates how the new reformatted and reorganized UDC will be much more user-friendly than the current regulations. In addition to reformatting and reorganizing information, we also developed several tables to improve the readability and created graphics to help explain dimensional standards. Subsequent drafts will also introduce additional new graphics.
- **Fine-tune the zoning districts.** Part 1 includes updates to Addison's current lineup of zoning districts. This draft presents a revised lineup of zoning districts, based on the recommendations in the Assessment Report and additional discussions with staff.
- **Reorganize and strengthen the use regulations.** This draft also includes a new table of allowed land uses and use-specific standards that directly address many of the issues raised during the assessment.

This is a draft only; there will be several opportunities for public review and input related to this material before the formal adoption process begins (where several more opportunities for input will be provided).



Please visit www.addisonudc.org for project information, to sign up for regular updates, and to provide feedback.

General Comments

Footnotes, Cross-References, and Commentary

This draft includes numerous footnotes that highlight relocations, new or modified provisions, and ask important policy questions. Some of the footnotes are marked “Discussion Item” to identify topics that require further discussion with Town staff, stakeholders, and the general public; we hope to resolve these prior to publishing the Consolidated Draft. Cross-references throughout are hyperlinked to other sections within the document for ease of reference. Since some articles have not yet been drafted, there are several placeholders “Section ---” that will be updated after all three Parts of the UDC have been drafted.

Each article (and some sections) begin with a shaded text commentary box drawing attention to the primary purpose of the article or section and the major changes from the current development regulations. These commentary boxes provide context for review and will be deleted prior to the final Adoption Draft.

Grammar and Minor Corrections

We made several style, grammar, and formatting assumptions throughout this draft, such as consistent capitalization of key terms, and spelling out numbers one through nine (numerals for 10 and higher). Any spelling errors, typos, or grammatical errors from the current regulations were corrected in this draft UDC, often without footnote.

Article 2: Zoning Districts

This draft introduces several changes to the zoning districts in Addison, based on the Assessment Report and subsequent discussions with staff.

- **Consolidate similar districts.** Some districts were consolidated because they have similar standards and/or are intended for similar uses and development types. For example, C-1, C-2, I-1, and I-2 are all nonresidential districts with similar use permissions and dimensional standards.
- **Eliminate “obsolete” districts.** Some districts were not carried forward because they have never been applied to the zoning map (e.g., R-2 and R-3). These districts are considered “obsolete” and are not proposed to be carried forward in the new UDC or associated appendices to the UDC.
- **Establish new districts.** This draft introduces three new districts, including an urban corridor and regional mixed-use district and a community facilities district.
- **Retain outdated districts as “legacy districts.”** Some outdated districts include standards that do not promote the current goals and vision of the Town, but properties have been zoned to and developed under those standards (e.g., A and PD-TH). Rather than eliminating those districts entirely, this draft carries forward those districts and associated standards in an appendix to the UDC. Existing properties with those zoning designations will not be made nonconforming under the new UDC, but future rezoning to those districts would not be allowed.
- **Rename districts.** We suggested a new naming convention for each of the current zoning districts for consistency and to more intuitively reflect the intent of the district. For example, residential districts all start with “R” for “residential” and mixed-use districts start with “M” for “mixed-use.”

The table below summarizes how the current districts will transition to the proposed districts in the new UDC.

Current Districts		Proposed Districts
R-1 - Single-Family Dwelling		R-1- Residential
R-2 - Single-Family Dwelling		-- (OBSOLETE)
R-3 - Single-Family Dwelling		-- (OBSOLETE)
R-16 - Single Family Dwelling		R-2 - Residential
MXR - Mixed-Use Residential	Low-Density	R-3 - Residential
	Medium-Density	R-4 - Residential
	High-Density	R-5 - Residential
A - Apartment Dwelling		A - Apartment Dwelling (LEGACY)
UC – Urban Center	Residential	M-1- Mixed-Use Neighborhood
	Commercial	M-4 - Mixed-Use Center
BL - Belt Line	Les Lacs Village	M-2 - Mixed-Use Suburban Corridor
	Dining District	
	Epicurean District	
	Addison Village	
--		M-3 - Mixed-Use Urban Corridor (NEW)
--		M-5 - Mixed-Use Regional (NEW)
LR - Local Retail		CL - Commercial Limited
C-1 - Commercial-1 District		CG - Commercial General
C-2 - Commercial-2 District		LI – Light Industrial
I-1 - Industrial-1 District		
I-2 - Industrial-1 District		
I-3 - Industrial-1 District		AA - Addison Airport
--		CF - Community Facilities (NEW)
P - Open Space		PO - Parks and Open Space
PD - Planned Development	PD - Standard	PD - Planned Development
	PD-TH - Townhouse/Condo	PD-TH –Townhouse/Condo (LEGACY)
	PD-CC - Condo Conversions	-- (OBSOLETE)

Organization of Zoning Districts

Article 2 includes a purpose statement that is unique to each zoning district. This is a major change from the current ordinance, which does not include purpose or intent statements for several districts. Following the purpose statement, each district includes a summary table of the basic lot and building standards and an illustration depicting those standards.

Lot and Building Standards

Uniform Forms of Measurement

For many districts, we proposed changes to the current lot and building standards and the forms of measurement for those standards. This is intended to move to a more uniform approach for administering standards across districts. Where one or more zoning districts were consolidated, proposed revisions are generally to the more generous or flexible standard among those consolidated to help minimize the creation of nonconformities. Each change to a lot or building standard is identified with a footnote directly in the summary table.

Minimum Dwelling Unit Size

As recommended in the Assessment Report, we did not carry forward the minimum dwelling unit size in the residential zoning districts (except for multifamily uses). Minimum dwelling unit size standards are an antiquated approach to zoning regulations and are uncommon in modern regulations. Other standards (such as lot area, lot width, building height, setbacks, and building coverage) are adequate to ensure that development is compatible with existing neighborhoods and surrounding development.

Build-to Standards

In some mixed-use districts, the current “build-to-line” standards have been replaced with “build-to-range” standards. This provides added flexibility for building placement while still achieving the overall goal of creating a pedestrian-friendly environment. For example, a 10-foot build-to line can be replaced with a build-to-range of 10 to 15 feet, allowing buildings to be appropriately placed to accommodate outdoor dining areas, plazas, landscaping, or other amenities. This also provides flexibility for addressing site constraints that may prohibit the building from being placed exactly on the build-to-line due to utility boxes, easements, etc.

Generally, the current build-to-line is the lower of the two numbers provided in the build-to-range. We propose that all build-to requirements be measured from the proposed right-of-way line (as indicated in the Addison Transportation Master Plan) rather than from the current property line or back-of-curb. This approach ensures consistency and provides a mechanism for the town to implement the Transportation Master Plan (and corresponding street cross-sections) as properties redevelop.

Setback Requirements for Corner Lots

The current regulations are inconsistent (and sometimes silent) regarding setback requirements for each front yard on a corner lot. This draft treats all corner lots as if they have two front yards, meaning corner lots would be required to comply with two front yard setbacks.

Building Height

There are currently two methods for measuring building height in Addison: height in feet (most districts) and height in stories (UC and Belt Line districts). Some districts use both (R-1 and R-16). This draft proposes measuring all building height in feet rather than stories and provides a new definition for building height. Where no maximum in feet is provided, we have converted the maximum building height allowed from stories to feet by multiplying the number of stories by 11.5 feet (based on the current definition of “standard story”).

Impervious Coverage

There are currently two zoning districts where maximum lot coverage standards are established (MXR and the UC Residential Subdistrict). For consistency and clarity, we have introduced impervious coverage standards for all zoning districts in two forms: building coverage and total coverage. These standards are intended to limit the area of a lot that can be covered with impervious surfaces (buildings, paving, etc.), to improve stormwater quality, and to reduce the volume of water entering the town’s stormwater infrastructure.

Residential Density

To help support a pedestrian- and transit-oriented environment, this draft introduces minimum residential density requirements in the mixed-use zoning districts. Research and literature suggest density plays a significant role in promoting walkability and transit use. The minimum densities proposed in this draft are based on research and literature and have been tailored to respond to the desired scale and character of each mixed-use zoning district in Addison.

Airport Overlay District

There are several standards in current Chapter 14: Aviation, that apply to development projects located within designated areas near and proximate to Addison Airport and its runways. To improve user-friendliness, these standards have been relocated to the UDC. Significant changes are not proposed; however, we have reorganized and clarified content as appropriate.

Measurement and Exceptions

Section 2.9 of the draft includes information on how lot and building standards are measured (especially in unique situations such as corner lots) and includes the multiple exceptions to the various standards, such as height and setback exceptions. Some of the content in this section is based on existing regulations, but many of the standards are new and are based on other jurisdictions and tailored for Addison.

District-Specific Standards and Procedures

Any development standards that apply to specific districts (and not broadly throughout the town) will be relocated and considered when Part 2 is drafted. Any content related to review procedures and review criteria will be relocated and considered when Part 3 is drafted.

Article 3: Use Regulations

New Table of Allowed Uses

The proposed Table of Allowed Uses (Section 3.2) is based on the current lists of uses in the Addison development regulations, with several proposed consolidations and additions. This table is a starting point for discussion and should be reviewed carefully. It is not unusual for staff (and the Special Project Committee and/or Planning and Zoning Commission) to spend substantial time reviewing and revising the proposed use table based on their own experiences and local policies.

The existing ordinances use inconsistent terminology to describe similar uses, which required significant consolidation and renaming of uses. Many specific existing uses are grouped into new, more general use categories. For example, the many specific types of existing retail uses were significantly consolidated in “retail sales.” Many new uses are also proposed in the table. Each use category and use type is defined in Article 7: Definitions; we recommend that the table be reviewed simultaneously with the definitions. We noted most issues related to naming of uses in the Article 7: Definitions.

Suggested changes to the level of permission for some uses in some districts are shown by the shading of the cell. A cell shaded **green** means the level of permission has changed to be more permissive (e.g., S to P). A cell shaded **red** means the level of permission has changed to be more restrictive (e.g., P to prohibited), and the previous level of permission is stricken (e.g., ~~P~~). Use types labeled (NEW) generally mean that they are not listed in the current ordinance. This does not mean, however, that the use is new to Addison. For example, “warehouse or wholesale facility” is a “new” use because it consolidates several previously listed uses.

Proposed changes to the levels of permission for certain uses are based on one or more factors:

1. To be consistent with stakeholder comments, the themes described in the Assessment Report, and/or current planning trends; and
2. Use-specific standards allow for a more permissive level of approval with less discretion.

In many cases, the town may not want to finalize the appropriate level of permission for a particular use until after reviewing the entire draft of the new UDC. For example, updated multifamily development standards may influence the zoning districts in which that use is allowed, and by what process.

Cross-Reference to Use-Specific Standards

The Table of Allowed Uses includes a cross-reference in the far-right column if use-specific standards are applicable. Many of the use-specific standards are carried forward from the current ordinance but have been revised significantly for clarity and consistency. Additionally, some new use-specific standards are included to ensure compatibility with surrounding uses and to protect the general health, safety, and welfare of the community. These standards, whether existing or new, are indicated as such in the footnotes. The use-specific standards generally follow the same organization and order as the table of allowed uses.

The final sections of this article address accessory and temporary uses and structures. The current ordinance contains very little on this subject.

As you review the Table of Allowed Uses and the use-specific standards, please consider the following:

- For a use that is shown as prohibited (blank cell), ask “why not in this zoning district?”
- For a use that is shown as prohibited (blank cell), ask “can a use-specific standard mitigate any concern, thus making it an acceptable use for that zoning district?”
- For uses shown as “S,” requiring special use permit approval, ask “should this use be allowed by right in this zoning district?”

Article 7: Definitions and Rules of Construction

Rules of Construction

Section 7.1 includes general rules of construction that are essential in understanding the context and general terminology used throughout the UDC. Most of the content in this section is new.

Definitions

This draft includes the definitions pertinent to the elements drafted to-date (Article 2: Zoning Districts, and Article 3: Use Regulations). We will continue to build on these definitions as future drafts are released. Several of the definitions in this draft are new, but some were carried forward from the existing regulations and revised as footnoted. For ease of review, each use category and use type is defined in Section 7.2: Use-Related Definitions, and follows the same order as the Table of Allowed Uses. Prior to adoption, these use definitions could be alphabetized and grouped with the other definitions, or they could be retained in the order of the use table based on staff preference. Several additional definitions were introduced to Section 7.3, Other Terms Defined.

Next Steps

Part 1 will be distributed and review by the Special Project Committee, Town officials, and the general public. Shortly after publication of the Public Draft, Clarion will visit Addison to lead a series of meetings to introduce this material, to solicit feedback, and to answer questions.