

CITY OF GROVE CITY, OHIO
COUNCIL MINUTES

May 22, 2023

Special Meeting

The special meeting of Council was called to order by Ms. Kelly, Clerk of Council, at 5:30 p.m. in the Lower Level, City Hall – 4035 Broadway.

Roll was called and the following members were present:

Roby Schottke

Mark Sigrist

Randy Holt

Also present: Mike Farnsworth & David Frea, Planning Commission; Ron McClure, Jackson Township Trustee.

* *Ted Berry arrived at 5:36*

* *Christine Houk arrived at 5:38*

1. Mr. Schottke, Chair of Lands, explained that the meeting this evening is to begin reviewing the proposal from the Development Department to make changes to the City's Zoning Code. He turned the meeting over to Kyle Rauch, Dir. of Development, and Kim Shields, who provided some background and went through the first two Titles. Mr. Rauch commented that this all stemmed from GC2050.

Ms. Shields took Members through a slide presentation for Title 1 and Title 2. She said she wanted everyone to recognize the generational shift, market demand, demographics and development patterns of today. She said she would discuss the overarching goals and how the Code is different from its present state. She noted that since the last time Council met in 2021, the Dev. Dept. has finalized Titles Three and Four. She said they feel the current Code is disjointed after so many years of adjustments. *Mr. Rauch* said they tried to balance the current needs with property owner's rights, etc.

Title 1 – General Provisions was reviewed.

Mr. Schottke asked what a "minor site plan" meant. He said there seem to be conflicts throughout on what this means or how it is handled (pg. 40). *Ms. Shields* showed a chart that provided a description for this. As an example, she said the expansion for Forge Biologic would be considered a "minor site plan" and would not come before Council in the proposal. She explained that Council would no longer see and approve Development Plans; Major Site Plans; Conditional Uses. They would see Rezoning's, Preliminary Development Plans and Plats. *Mr. Rauch* said this new process is trying to get more information at the preliminary level and be able to give a developer an answer earlier on, before they spend a lot of money. Mr. Schottke said he can't think of a plan that has not been adjusted at the Council level. He said he feels Council should continue to be involved in Development Plan approvals.

Mr. Berry stated that he could not support leaving Council out of Development Plan approvals. *Mr. Smith*, Dir. of Law, explained that under the new process more detail would be provided in the Preliminary Plan. He said other communities allow Planning Commission to approve plans based on applying the Code standards set by their Council and Planning Commission has no discretion in how to apply that Code. Mr. Berry asked what form of government those communities had. It was shared that they have a different form of government. Mr. Berry said he doesn't see what is broken. Council Members are

elected by the voters to represent the residents. They are responsible for these decisions. *Mr. Smith* said this is trying to streamline development to remain competitive in the region. *Mr. Berry* said the residents come first, not developers. He said he agrees on some of the changes, just not the process of approval.

Ms. Houk said she understands that there are deficiencies that need to be addressed. She said she understands that Council wants to have final approval because they get the calls, but if we change the way we do this, we would have to understand that new process. She asked if there was any appeal process; and asked if the other communities have criteria for their Planning Commission members and if Council has approval of those members.

Mr. Frea, Plan. Comm. Member, said he likes being more complete on a Preliminary Plan. He said he doesn't have a lot of confidence that the Developer will adhere to stipulations and suggested changes. He said he doesn't know who should have final approval.

Mr. Smith explained the process in Dublin.

Mr. Schottke said he likes the process now.

Ms. Shields said they tried to take what they have heard from developers and put it in this Code.

Mr. Sigrist said he would like to see a graphic of the differences in the preliminary process.

Mayor Stage stated that preliminary plans are only required with a PUD zoning. There are no preliminary plans required for straight zoning.

Further discussion took place on the process proposed. *Mr. Smith* noted that the new process would have one application to approve the Rezoning and Preliminary Plan altogether.

Title 2 – Zoning Districts was reviewed.

Mr. Schottke asked about the conditional use for “community residential”. He clarified that this was for a group home and asked if they could be put anywhere. Also, can childcare be put anywhere. *Mr. Smith* said that the State made changes for group homes and we have no authority over them. Any group home with up to five (5) residents can be anywhere. *Ms. Shields* explained that childcare can be anywhere where there are only six (6) children.

Mr. Berry said it looks like we need to take these section by section and discuss with the community. He said there is a lot of work to do. *Ms. Shields* said they agree and plan to have multiple public meetings for the public. She also noted that there is an interactive web page to show a property owner what their zoning district would change to.

Ms. Shields explained multi-family districts. She said R-3 & R-4 districts would account for existing areas and states that no additional R-3 & R-4 can be added. Multi-family can be done under PUD, but it has been suggested that a straight district be permitted so there is no discrimination. She said the Dev. Dept. is struggling to write standards for multi-family that they think will be supported. They have thought about suggesting no specific number of units per acre and control this by setbacks, max. height, etc.; or use

developments that have been approved recently to draw up some standards. She shared a graphic of multi-family in Grove City from 1960, 1990, and today.

Mayor Stage asked about condos. It was explained that multi-family means condos and apartments. They are interchangeable. Mayor Stage asked if a development is approved as condos, could those units change to apartments. Mr. Smith said yes, and vice versa.

2. After final comments, a motion to adjourn was unanimously approved.
3. President Berry stated that Council would meet again tomorrow at 5:30 to continue this discussion.

Adjourned at 6:55 p.m.


Tami K. Kelly, MMC
Clerk of Council


Ted A. Berry
Chair



Zoning Code Rewrite

City Council Work Sessions
May 22 & 23, 2023



Agenda

Recap of 2021 Discussion

- Background
 - Purpose / Why Rewrite the Code?
- Code Organization
 - General Overview
- Public Input Strategy

Actions Since 2021 Meeting

- Finalized draft content
- Examined local and regional trends
- Met with BIA
- Met with Diversity Task Force

Content Discussion

- Overview of each Title (I-IV)
 - Purpose
 - Goal
 - Content and how it is different from current code
 - Updates made since last meeting (2021)
- Discussion – outstanding issues / trends



Background

- *Why Rewrite the Code?*
 - Current Code was initially adopted almost 50 years ago. Amendments and revisions over time have resulted in a disjointed code, making wholistic changes difficult to implement (necessitating a complete repeal and replace)
 - Improve usability and understandability
 - Improve the City's competitive position for development
 - Maintain and improve the built environment
- *Opportunity to Implement GroveCity2050 and other plans*
 - GC2050 action items addressing policy change
 - Sustainability Plan
 - Town Center Framework

LU 1.1 Update the City's zoning and land development codes. City codes are the primary means of implementing the Future Land Use recommendations illustrated on the Future Land Use and Character Map. An update to the zoning code and land development regulations should include standards that prescribe the form of development as well as allowable uses.

GroveCity2050 Action Items addressed by Zoning Code rewrite:

- *Land Use Actions: 1.1, 4.1, 4.5, 5.2, 6.1, 6.3*
- *Transportation Actions: 2.4, 3.2, 4.1, 6.6*
- *Economic Development Actions: 7.1, 7.2*



Code Organization

- Title I – General Zoning Provisions
 - Establishes the administrative structure and the underlying processes
- Title II – Zoning District Regulations
 - Establishes permitted uses and development standards for districts and overlays
- Title III – Additional Zoning Requirements
 - Establishes specific regulations for all development
- Title IV – Land Planning & Subdivision Control
 - Establishes regulations for subdivisions, public improvements

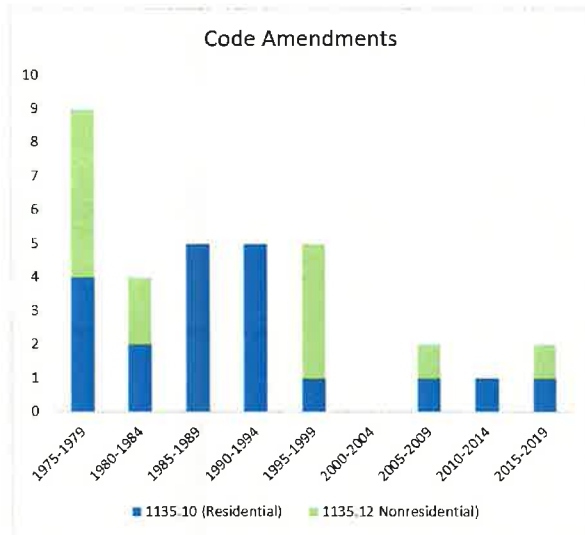
Public Input Strategy

- Zoning Code rewrite will involve a comprehensive rezoning of the City
- Public will be engaged through public meetings, an interactive webpage, emails and social media.
- First Round: Background, why we're doing the update, what to expect, resources to navigate standards
- Second Round: Present the final draft code for comment prior to request for adoption. (Could be done through PC / CC meetings)



Why Rewrite the Code?

- Current Code was adopted *almost 50 years ago*.



- Multiple amendments after original passage of code in 1975
- Not many changes made since mid-to-late 1990's (many projects move to PUD)

The zoning code rewrite is an opportunity to recognize a generational shift in development patterns & show that we are willing to support the work started regionally (MORPC's insight2050 and Regional Housing Study), in other Central Ohio communities (zoning code updates) and locally with GroveCity2050.

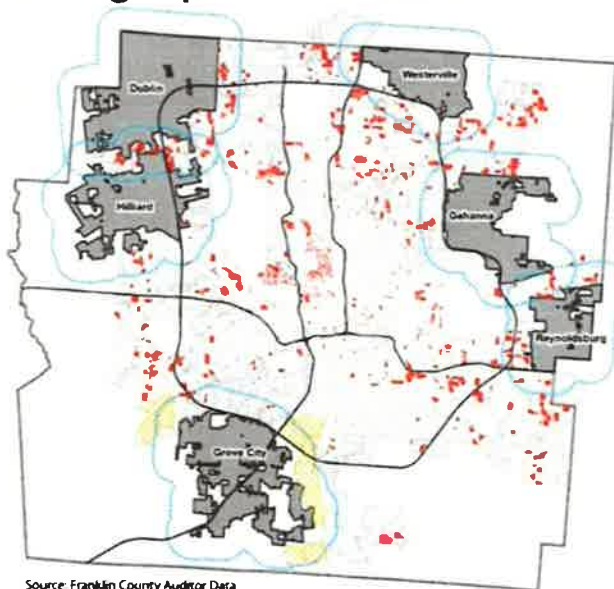
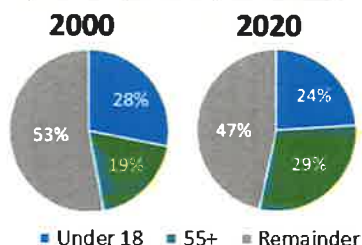


Why Rewrite the Code?

- Local & Regional housing challenges:
 - New houses to support new jobs
 - Affordability
 - Diversity of housing – recognizing shift in demographics / market demand

Our population is aging

Year	Median Age	Population 55+
2000	35	19.3%
2010	37.8	24.0%
2020	38.5	29.4%

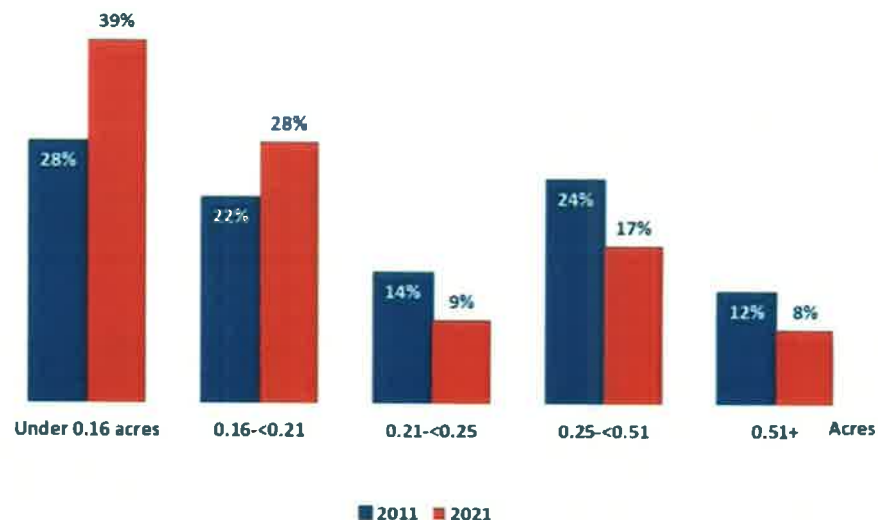


Source: Franklin County Auditor Data

Columbus Apartments Within 1 Mile	
Dublin	14,447
Hilliard	10,026
Gahanna	9,824
Reynoldsburg	8,949
Westerville	5,037
Grove City	1,290

Franklin County
 Columbus Municipal Boundary
● Apartments in Columbus
 1 Mile Buffer
 Columbus Barrier to Development

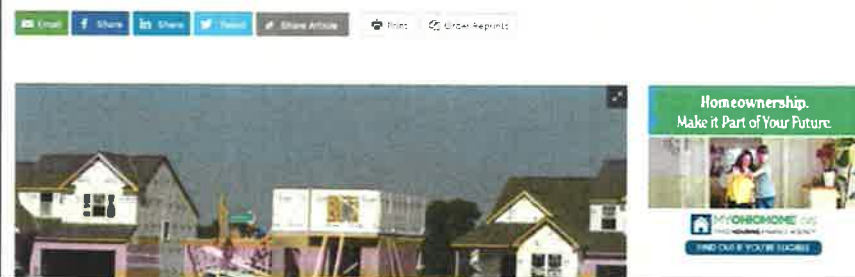
Lot Size Distribution: New SFD Houses Sold



Source: BIA

Source: Columbus Business First

Central Ohio housing starts reach highest level since 2005 but still fall short of demand, BIA reports



Current standards would not result in product meeting current market demand



Content Discussion

Titles I-IV



Title I – General Zoning Provisions

- **PURPOSE:** Establishes the administrative structure of the code and the underlying processes.
- **GOAL:** Implement processes that more closely align with other Central Ohio communities to ensure that Grove City remains competitive.
- **CONTENT:** Approval authorities of various entities, processes for development applications.

CITY COUNCIL	PLANNING COMMISSION	BOARD OF ZONING APPEALS	DEVELOPMENT DIRECTOR
APPROVES: • Amendments to the Zoning Ordinance • Rezoning to straight zoning districts • Modifications to the Zoning and Development Standards Text of a planned development • Preliminary Development Plans (rezonings) in planned districts • Major Site Plans • Preliminary and Final Plats • Appeals of decisions of the Planning Commission and the Board of Zoning Appeals	APPROVES: • Minor Site Plans • Conditional Uses RECOMMENDS TO CITY COUNCIL: • Amendments to the Zoning Ordinance • Rezoning to straight zoning districts • Modifications to the Zoning and Development Standards Text of a planned development • Preliminary and Final Plats • Preliminary Development Plans (rezonings) in Planned Districts • Final Development Plans in planned districts, including minor deviations from the Development Standards Text for the district • Major Site Plans	APPROVES: • Variances from the development standards of the Zoning Ordinance • Appeals from decisions of the Development Director disapproving applications for Zoning Certificates or applications for Sign Permits • Applications for the expansion, substitution, or reconstruction of a nonconforming use • The revocation of Conditional Use Approvals recommended by the Development Director	APPROVES: • Zoning Certificates • Sign Permits • Lot Splits • Minor adjustments to Major Site Plans and Final Development Plans • Special Permits for: • Model Homes • Portable Structures (non-residential)

EXISTING APPLICATIONS	PROPOSED APPLICATIONS
Special Use Permit	Conditional Use
Rezoning - Straight District	Rezoning
Rezoning - PUD	Preliminary Development Plan / Rezoning
Preliminary Development Plan	Preliminary Development Plan / Rezoning
Development Plan (PUD)	Development Plan
Development Plan (Straight District):	
Non-Residential	Major or Minor Site Plan
Residential	Preliminary Plat
Plat	Final Plat
Lot Split	Lot Split
Variance	Variance

Modified 4/28/2023

Minor Site Plans are required for new developments that do NOT meet the criteria below for a Major Site Plan:

- 1) Developments that result in 5,000 square feet or more of impervious surface
- 2) Any non-residential structure adjacent to and impacting a residential zoning district
- 3) Any residential structure with more than two units.
- 4) Any development that generates sufficient volumes of traffic or traffic patterns that lowers the level of service on affected streets



Title I – General Zoning Provisions

- **DEPARTURES FROM CURRENT CODE:**
 - Updated definitions
 - Preliminary Development Plan with PD Zoning
 - Lot splits approved by Development Dept.
 - Conditional Uses approved by Planning Commission
 - Minor Site Plans approved by Planning Commission
- **UPDATES SINCE 2021:**
 - None. Title I was discussed in detail at a joint Council / Planning Commission work session in 2019. Changes were made based on this and presented at the 2021 Lands Committee meeting.
 - Additional information compiled to clarify Major/Minor Site Plans

Plan / Approval Type	When Required	Approval Authority	Examples
Major Site Plan (current Dev. Plan, non-PUD)	On straight zoned (non-PD) properties: 1. Developments that result in 5,000 SF or more of impervious surface 2. Any non-residential structure adjacent to and impacting a residential zoning district 3. Any residential structure with more than 2 units 4. Any development that generates sufficient volumes of traffic or traffic patterns that lowers the level of service on affected streets.	City Council	Waffle House on SR665 resulted in approx. 15,000SF of impervious surface 
Minor Site Plan	New developments not meeting the criteria for a Major Site Plan on straight zoned (non-PD) properties.	Planning Commission	Forge Biologics' 2022 expansion (3,200 SF) 
Zoning Certificate (current Administrative COA)	1. Change in use of a property 2. New structure, enlarged or altered 3. Exterior structure modifications <i>*ZC not required when approval is obtained from a legislative or administrative body of City.</i>	Development Department	- Decks - Sheds - Painting a structure <i>(An avenue to show compliance with Zoning Standards – setbacks, etc.)</i>
Prelim. and Final Development Plan (current Development Plan, PUD)	Developments in PD districts	City Council	



Title I – General Zoning Provisions

- **DISCUSSION – OUTSTANDING ISSUES / TRENDS:**
 - Administrative vs. Legislative Acts (discussed at 2019 Title I meeting)
 - Enforcing standards versus setting new standards
 - Approval authorities corresponding to each
 - Planning Commission – Administrative (Major Site Plans, Final Dev Plans)
 - City Council – Legislative (Rezoning, Preliminary Development Plans / PD Zoning, Plats)



Title II – Zoning District Regulations

- **PURPOSE:** Establishes the development standards for use districts.
- **GOAL:** Reduce nonconformities while ensuring appropriate character of development.
- **INCLUDES:** Permitted and conditional uses, setbacks, building height, etc. for each district.
 - Standards that apply to ALL districts (parking, landscaping, signage, etc.) are in Title III

CURRENT CODE: 30 Districts

RESIDENTIAL AND PUD DISTRICTS

- R-A Rural (Agricultural)
- SF1 Single-Family Residence
- SF2 Single-Family Residence
- SF3 Single-Family Residence
- R-1 Single-Family Residence
- R-1b Single-Family Residence
- R-2 Single-Family Residence
- R-3 (modified)
- D-1 Doubles and Twin Singles and Duplex
- D-2 Zero Lot Line Multi-Family
- A-1 Multi-Family
- A-2 Zero Lot Line Multi-Family
- A-1a
- PUD-R Residential
- PUD-C Commercial
- PUD-I Industrial

NONRESIDENTIAL

- PSO Professional Services
- OLR Office Laboratory Research
- C-1 Service Commercial
- C-2 Retail Commercial
- CBD Central Business District
- M-1 Medical
- SD-1 Educational
- SD-2 Service
- SD-3 Recreational Facilities
- SD-4 Miscellaneous
- IND-1 Light Industry
- IND-2 Heavy Industry
- IND-3 Transportation Industry
- CF Community Facilities

OVERLAYS

- HPA Historical Preservation Area

NEW CODE: 17 Districts

RESIDENTIAL AND PUD DISTRICTS

- RR Rural Residential District
- SF-1 Single Family District
- SF-2 Single Family District
- SF-3 Single Family District
- SF-4 Single Family District
- R-2 Two Family District
- R-3 Multiple Family District
- R-4 Multiple Family District
- PD Planned Development District

NONRESIDENTIAL

- NC Neighborhood Commercial District
- CC Community Commercial District
- NO Neighborhood Office District
- OI Office-Institutional District
- IND Industrial District
- CF Community Facilities District
- TECH Tech-Flex District
- TC Town Center District

OVERLAYS

- Broadway Corridor

Noting that a goal of the zoning code was to reduce nonconforming lots and to create districts with standards resulting in the desired character for the area, a number of districts are being created with a note that no new lots within these districts can be created after the adoption of this zoning code.

An example of this is the SF-4 district, created to encompass smaller lots generally located within walking distance of the Town Center. These lots are generally zoned R-2 but do not meet most lot requirements (size, width, setbacks). The City wishes to bring these lots into conformance with Code, but recognizes that these development patterns may not be desired in a new single-family development.

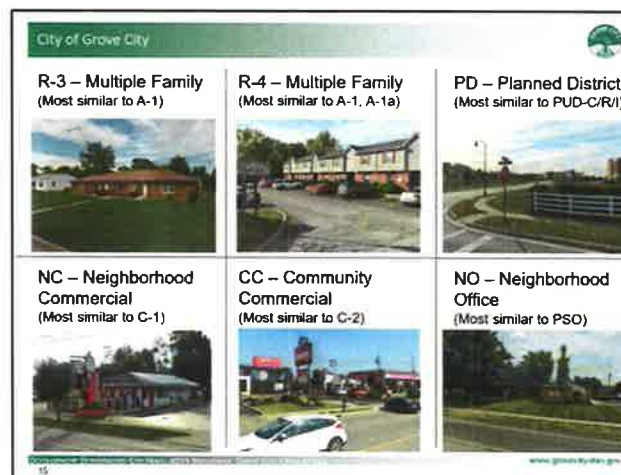
Title II – Zoning District Regulations

• DEPARTURES FROM CURRENT CODE:

- Permitted uses – NAICS
- Conditional Uses – by district, with specific supplemental regs.
- Number of districts – 30 to 17
- New districts – character-driven (NC sets maximum lot size, etc.)
- Regulations organized by district

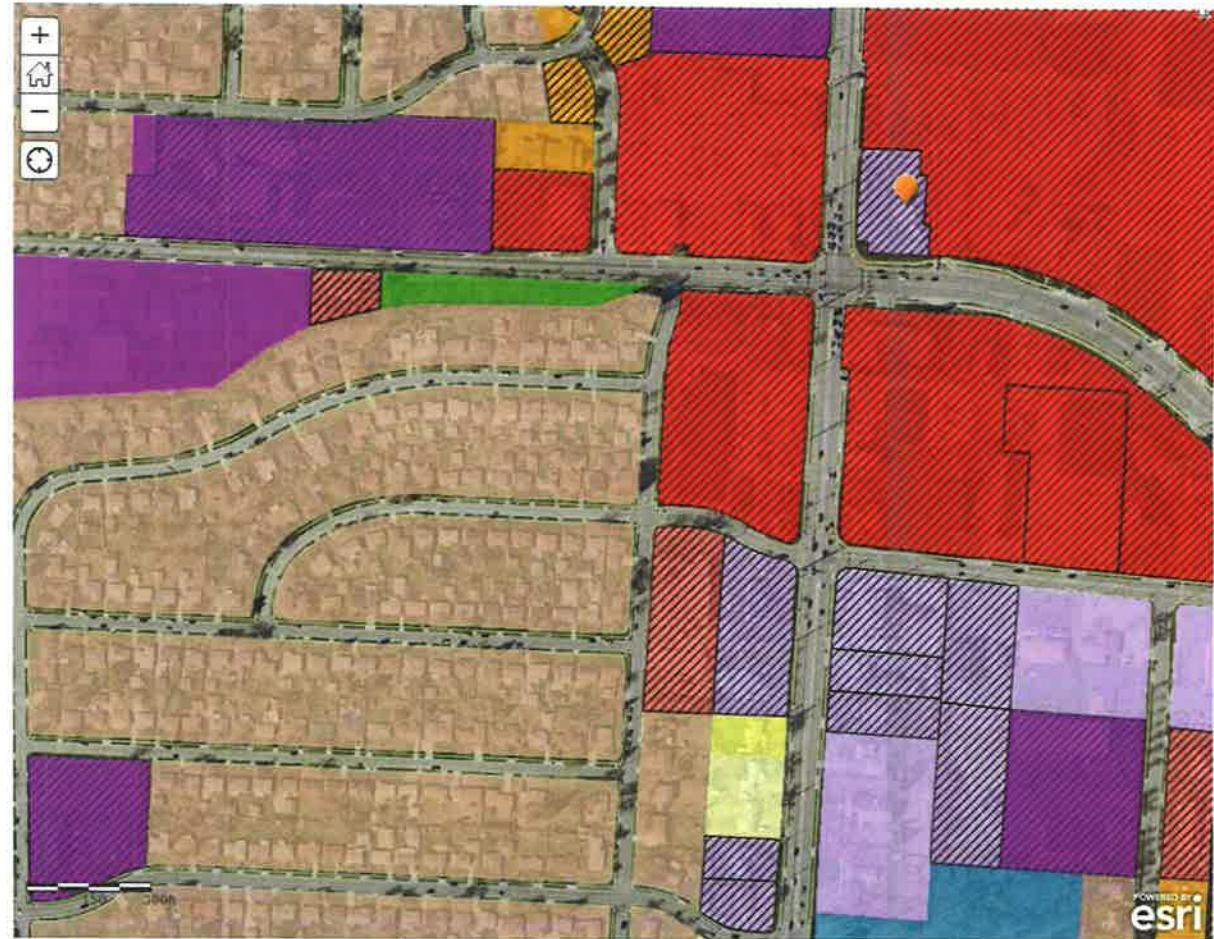
• UPDATES SINCE 2021:

- Town Center District draft finalized
- Discussions on housing with BIA and Diversity Task Force



Our Methodology

1. Placed parcels into district we believed to be most compatible
2. Identified nonconformities
3. Drafted standards to bring into compliance
nonconformities that we felt were appropriate and in character with the area development patterns but leave nonconformities that we would want to see brought into conformance



- Collaborative map allowed staff to make comments and recommend changes
- Parcel-by-parcel review (online web mapping application)

<https://grovecityoh.maps.arcgis.com/apps/Compare/index.html?appid=860ee8f664bd48d49f47fdc58a9a2bcd>

Grove City Zoning Change Comparison





Title II – Zoning District Regulations

DISCUSSION – OUTSTANDING ISSUES / TRENDS:

- Concerns with treatment of Multi-Family housing
 - The 2 multi-family districts in the current draft (R-3 and R-4) were created to encompass existing conditions; however, text was added noting that no new parcels could be zoned into either of these districts.
 - **WHY:** Recent developments utilizing these standards (densities, parking counts, setbacks) have not been viewed favorably at public meetings. Staff could not draft standards we felt confident would be supported for new developments based on feedback on recent projects.
 - While new multi-family projects can go through the PD process, not having a straight zoned district for new multi-family development was flagged by the BIA.
- **Potential Solution:** Draft district with character standards instead of density. Regulate height, setbacks, design, etc.

83% of existing A-1 or A-1a zoned developments do not meet the maximum density

Average parking in existing A-1 and A-1a developments is 1.68 spaces per unit while code requires 2.5.

There is a comfort level with existing multi-family developments, when they would not meet current expectations.

- Densities, parking, road widths, sidewalks, open space

The maximum density of 8 units/acre for A-1 was established in **1993** with C-58-93. It was previously 10 units/acre



Title II – Zoning District Regulations

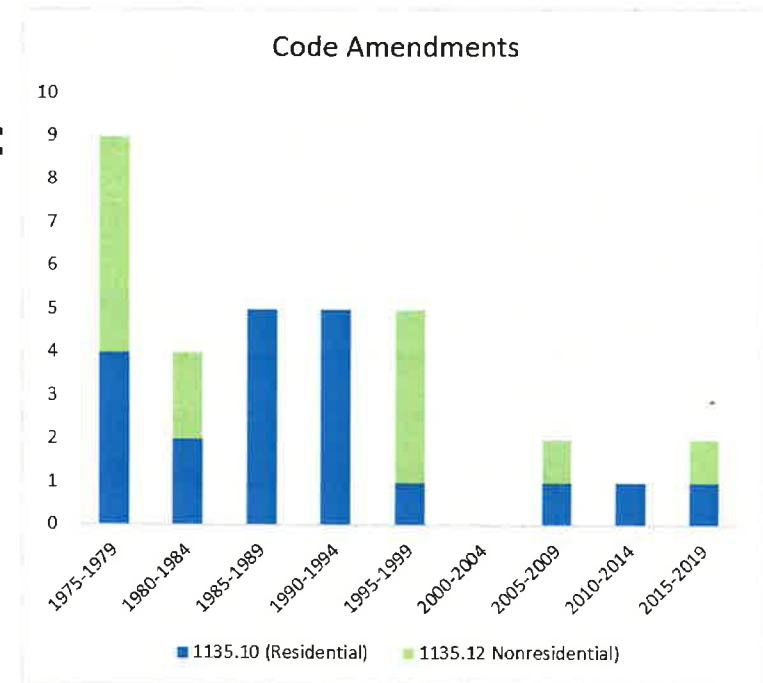
DISCUSSION – OUTSTANDING ISSUES / TRENDS:

- BIA: Lot size not in-line with today's market and desire of homeowners.
- BIA: Lot coverage concerns – would eliminate product currently being constructed

Consensus needed on how to treat new projects.

Options:

- Continue current path – most new residential projects will require new PDs. Extra time for staff and uncertainty for developers.
- Develop district standards that are tailored to new development patterns.
 - Narrower single-family lot widths
 - Low density multi-family (recent condominium developments)
 - Higher density multi-family (recent apartment developments)



LU 4.1 Ensure that the zoning code defines and permits a wide range of housing types. An update to the City's zoning code should include definitions for a range of housing and other building types, their design characteristics and appropriate land use context.

New developments will need to show alignment with GroveCity2050 Future Land Use Map and Plan contents. Just because there is a district, does not mean it can be developed anywhere.