

Example Codes

<<DRAFT>>

Conservation Subdivision Ordinance for Residential Zones

The following ordinance has been drafted for discussion purposes so that Knoxville and Knox County can consider the adoption of a provision in the subdivision regulations to allow Conservation Subdivisions. The following ordinance can be considered as a “use-by-right” regulation in residential zones. In other words, the developer may elect to use the conservation subdivision provision and create at least the same number of residential units on smaller lots as would be allowed under the zoning for the property.

Many of the provisions of the ordinance have been discussed in the implementation section of the Knoxville Knox County Tree Conservation and Planting Plan (available at www.knoxmpc.org). Definitions are generally not included in this draft, but may need to be added to the appropriate portion of the local code if they are not used elsewhere or if they are used in a different context. Some elements of the ordinance may need to be inserted into the City’s or County’s zoning code and others may need to be added to the subdivision or development standards.

This ordinance has been drafted to protect open space in residential zones. An adaptation or similar ordinance would have to be drafted to protect open space in agricultural zones.

RESIDENTIAL CONSERVATION SUBDIVISIONS

SECTION 1.1 PURPOSES

This regulation has been created to realize the following purposes:

- A. To provide flexibility in design in residential zoning districts to promote environmental resource conservation and efficient uses of the land.
- B. To preserve in perpetuity unique or sensitive natural, historic and archaeological resources such as forested areas, ridges, floodplains, wetlands, stream corridors, wildlife habitat and places recognized on local, state and national registers of historic places.
- C. To permit clustering of houses and structures on less environmentally sensitive areas.
- D. To reduce the amount of infrastructure, including paved surfaces and utility easements, necessary for residential development.
- E. To reduce erosion and sedimentation by minimizing land disturbance and removal of vegetation during residential development.
- F. To promote interconnected open spaces throughout the community, particularly for wildlife and habitat protection.
- G. To encourage interaction in the community by clustering houses and orienting them closer to the street, providing public gathering places and encouraging use of parks and community facilities as focal points in neighborhoods and communities.
- H. To encourage street designs which reduce traffic speeds and reliance on main arteries.
- I. To promote construction of convenient landscaped walking trails and bike paths both within the subdivision and connected to neighboring communities, businesses, and facilities to reduce

reliance on automobiles, especially if the developer desires to provide residents the means to reach public parks and schools in the community.

SECTION 1.2 GENERAL REGULATIONS

- A. Applicability of Regulations.** This Conservation Subdivision option is available as a use by right in all residential zoning districts, including (County: RAE, RA, RB, PR, OS and E, and City: OS-1, RP-1, R-1, R-1A, R-1E and R-2). Applicant shall comply with all other provisions of the zoning code and all other applicable laws, except those that are incompatible with the provisions contained herein.
- B. Ownership of Development Site.** The tract of land to be subdivided may be held in single and separate ownership or in multiple ownership. If held in multiple ownership, however, the site shall be developed according to a single plan with common authority and common responsibility.
- C. Housing Density Determination.** The maximum number of lots in the Conservation Subdivision shall be determined by: either of the following two methods, at the discretion of the applicant:
1. *Yield Plan Method:* The maximum number of lots is based on a conventional subdivision design plan, prepared by the applicant, in which the tract of land is subdivided in a manner intended to yield the highest number of lots possible. This plan does not have to meet formal requirements for subdivision review but it must be capable of being constructed given site features, policies within the Knoxville Knox County General Plan regarding slope protection and all applicable regulations.
 2. *Calculation Method:* The maximum number of lots is determined by dividing the area of the tract of land by the minimum lot size specified in the underlying zoning. In making this calculation, the following shall be addressed not be included in the total area of the parcel:
 - a. The calculation for density on slopes over 25% , which are at least 5,000 square feet of contiguous area, is to be based on one dwelling unit per two acres;
 - b. The calculation for density on slopes of 15 to 25%, which are at least 5,000 square feet of contiguous area, is to be based on two dwelling units per acre;
 - c. None of the 100-year floodplain, bodies of open water over 5000 square feet contiguous area; and wetlands that meet the definition of the Army Corps of Engineers pursuant to the Clean Water Act may included in the total area of the parcel for this purpose of calculating the number of lots that can be developed in a conservation subdivision.
- D. Road width and design provisions.** In order to reduce the impact of storm water runoff, conserve natural features of the site and reduce monetary and energy costs associated with road development and maintenance, the following road design standards shall be used in creating conservation subdivisions:
1. Road pavement width (and on-street parking, Average Daily Traffic/ADT) requirements:
 - a. 18 feet (no parking, <350 ADT)
 - b. 20 to 22 feet (no parking, 350 to 1000ADT)
 - c. 22 feet (parking on one side, <350ADT)
 - d. 26 feet (parking on both sides, <350 ADT)
 - e. 26 (one side, 350 to 1000 ADT);
 2. Rather than curb and gutter, grass-lined roadside swales may be used to handle storm water runoff when the grade of the swale is less than ___%;
 3. A sidewalk (minimum 4 foot width and separated from the travel lanes by at least two feet) shall be provided along streets within the subdivision and linked to walking paths or trails

within or adjacent to the subdivision or to sidewalks adjacent to the subdivision. These separated sidewalks may be constructed of concrete or asphalt.

E. Lot width and depth, setbacks and size requirements. The dimensions may be modified by as much as a ___% reduction to accommodate the smaller lot sizes that are needed to design a conservation subdivision.

SECTION 1.3 APPLICATION REQUIREMENTS

A. Site Analysis Map Required. Concurrent with the submission of a site concept plan, the applicant shall prepare and submit a site analysis map. The purpose of this map is to ensure that the important site features have been adequately identified prior to the creation of the site design, and that the proposed open space will meet the requirements of this article. The preliminary site plan shall include the following features:

1. Property boundaries;
2. All streams, rivers, lakes, wetlands and other hydrologic features;
3. Topographic contours of no less than 4-foot intervals;
4. All Primary and Secondary Conservation Areas labeled by type, as described in Section 1.4 of this Article;
5. General vegetation characteristics;
6. General soil types;
7. The planned location of protected open space;
8. Existing roads and structures;
9. Potential connections with existing greenspace and trails.

B. Open Space Management Plan Required. An open space management plan, as described in Section 1.4, shall be prepared and submitted prior to the issuance of a land disturbance permit.

C. Instrument of Permanent Protection Required. An instrument of permanent protection, such as a conservation easement or permanent restrictive covenant (as described in Section 1.4), shall be placed on the open space concurrent with the issuance of a land disturbance permit.

D. Other Requirements. The Applicant shall adhere to all other applicable requirements of the underlying zoning and the subdivision code, other than the dimensional requirements as provided for in Section 1.2. E.

SECTION 1.4 OPEN SPACE

A. Definition. Open space is the portion of the conservation subdivision that has been set aside for permanent protection. Activities within the open space are restricted in perpetuity through the use of an approved legal instrument.

B. Standards to Determine Open Space.

1. The minimum restricted open space shall comprise at least 40% of the gross tract area.
2. The following are considered Primary Conservation Areas and are required to be included within the open space, unless the applicant demonstrates that this provision would constitute an unusual hardship and be counter to the purposes of this article:

- a. The 100-year floodplain
 - b. Riparian zones of at least 75 foot width along all perennial and intermittent streams
 - c. Slopes above 25% of at least a 5000 square foot contiguous area
 - d. Wetlands that meet the definition used by the Army Corps of Engineers pursuant to the Clean Water Act
 - e. Populations of endangered or threatened species, or habitat for such species
 - f. Archaeological sites, cemeteries and burial grounds
3. The following are considered Secondary Conservation Areas and should be included within the open space to the maximum extent feasible.
- a. Historic sites on the local, state or national registers.
 - b. Existing healthy, native forests of at least one acre of contiguous area
 - c. Individual existing healthy trees greater than 8 inches caliper, as measured from their outermost drip line
 - d. Other significant natural features and scenic viewsheds such as ridge lines, peaks and rock outcroppings, particularly those that can be seen from public roads or places
 - e. Existing trails that connect the tract to neighboring areas
4. Above-ground utility rights-of-way and small areas of impervious surface may be included within the protected open space but cannot be counted towards the 40% minimum area requirement (exception: historic structures and existing trails may be counted). Large areas of impervious surface shall be excluded from the open space.
5. At least 25% of the open space shall consist of land that is suitable for building.
6. At least 75% of the open space shall be in a contiguous tract. The open space shall adjoin any neighboring areas of open space, other protected areas, and non-protected natural areas that would be candidates for inclusion as part of a future area of protected open space.
7. The open space shall be directly accessible to the largest practicable number of lots within the subdivision. Non-adjoining lots shall be provided with safe, convenient access to the open space.

C. Permitted Uses of Open Space.

1. Uses of open space may include the following:
 - a. Conservation of natural, archeological or historical resources;
 - b. Meadows, woodlands, wetlands, wildlife corridors, game preserves, or similar conservation-oriented areas;
 - c. Walking or bicycle trails, provided they are constructed of porous paving materials;
 - d. Passive recreation areas, such as open fields;
 - e. Active recreation areas, provided that they are limited to no more than 10% of the total open space and are not located within Primary Conservation Areas. Active recreation areas may include impervious surfaces. Active recreation areas in excess of this limit must be located outside of the protected open space.

- f. Agriculture, horticulture, silviculture or pasture uses, provided that all applicable best management practices are used to minimize environmental impacts, and such activities are not conducted within Primary Conservation Areas;
- g. Landscaped stormwater management facilities, community wastewater disposal systems and individual wastewater disposal systems located on soils particularly suited to such uses. Such facilities shall be located outside of Primary Conservation Areas;
- h. Easements for drainage, access, and underground utility lines;
- i. Other conservation-oriented uses compatible with the purposes of this ordinance.

D. Prohibited uses of Open Space

1. Golf course acreage; with the exception of conservation areas within the course that are set aside in conjunction with the Audubon Society's Cooperative Sanctuary Program
2. Roads, parking lots and impervious surfaces, except as specifically authorized in the previous sections;
3. Impoundments such as retention and detention basins;
4. Other activities as determined by the applicant and recorded on the legal instrument providing for permanent protection.

E. Ownership and Management of Open Space.

1. Options for ownership of open space.
 - a. Under most circumstances, a homeowners association representing residents of the conservation subdivision shall own the open space. Membership in the association shall be mandatory and automatic for all homeowners of the subdivision and their successors. The homeowners' association shall have lien authority to ensure the collection of dues from all members. The responsibility for maintaining the open space and any facilities located thereon shall be borne by the homeowner's association.
 - b. In limited circumstances where the open space is set aside in respect to City or County greenway or open space plans, the developer may give the open space to respective local government for conservation and recreation purposes for the benefit of the greater community, including public trail or similar access.
2. Management Plan. Applicant shall submit a plan for the management of the open space and common facilities ("Plan") that:
 - a. allocates responsibility and guidelines for the maintenance and operation of the open space and any facilities located thereon, including provisions for ongoing maintenance and for long-term capital improvements;
 - b. estimates the costs and staffing requirements needed for maintenance and operation of, and insurance for, the open space and outlines the means by which such funding will be obtained or provided;
 - c. provides that any changes to the plan be approved by the Metropolitan Planning Commission, and in the case of areas given to a local government by the legislative by City Council or County Commission, following a recommendation of City's Greenway Commission or County Park Board; and
 - d. provides for enforcement of the Plan.
3. In the event the party responsible for maintenance of the open space fails to maintain all or any portion in reasonable order and condition, the City or County may assume responsibility

for its maintenance and may enter the premises and take corrective action, including the provision of extended maintenance. The costs of such maintenance may be charged to the homeowner's association, or to the individual property owners that make up the homeowner's association, and may include administrative costs and penalties. Such costs shall become a lien on all subdivision properties.

F. Legal Instrument for Permanent Protection.

1. The open space shall be protected in perpetuity by a binding legal instrument that is recorded with the deed. The instrument shall be one of the following:
 - a. A permanent conservation easement in favor of either:
 - (i) a land trust or similar conservation-oriented non-profit organization with legal authority to accept such easements. The organization shall be bona fide and in perpetual existence and the conveyance instruments shall contain an appropriate provision for retransfer in the event the organization becomes unable to carry out its functions; *or*
 - (ii) a governmental entity with an interest in pursuing goals compatible with the purposes of this ordinance including the local Legacy Park Foundation.
 - b. A permanent restrictive covenant for conservation purposes in favor of a governmental entity.
 - c. An equivalent legal tool that provides permanent protection, if approved by the City or County.
2. The instrument for permanent protection shall include clear restrictions on the use of the open space. These restrictions shall include all restrictions contained in this article, as well as any further restrictions the applicant chooses to place on the use of the open space.

G. Tax Assessment of Open Space. Once a legal instrument for permanent protection has been placed upon the open space, the Knox County Tax Assessor shall be directed to reassess the open space at a lower value to reflect its more limited use. If the open space is used purely for passive recreational purposes and the terms of the instrument for permanent protection effectively prohibit any type of significant economic activity, then the assessment shall be at a value of zero.