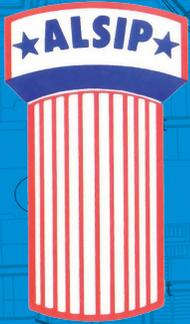


CMAP



# Village of Alsip

## Zoning Recommendations Summary

June 2014

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# Introduction

In April 2013, the Village of Alsip adopted its Comprehensive Plan, which was developed in partnership with the Chicago Metropolitan Agency for Planning's (CMAP) Local Technical Assistance (LTA) program to define the community's vision for the future and identify the steps needed to make this vision a reality. In September 2013, the Village again partnered with CMAP's LTA program to help implement the goals of the Comprehensive Plan by reviewing and assessing its Zoning Ordinance. From October 2013 to May 2014, CMAP staff worked closely with the Village and its Zoning Ordinance Steering Committee to undertake this planning assignment. The planning process was devised to create detailed recommendations for ordinance revisions that will give the Village a roadmap for updating its zoning regulations in the future.

The two major deliverables from this process are an annotated version of the Village's existing Zoning Ordinance (referred to as the Annotated Ordinance) and this Zoning Recommendations Summary, which includes CMAP's overall recommendations for the Ordinance. The Annotated Ordinance provides specific recommendations regarding the existing Ordinance by identifying potential modifications to the zoning regulations that will help the Village to incorporate techniques found in many modern zoning ordinances throughout the region and forward the goals of its Comprehensive Plan. The purpose of the Zoning Recommendations Summary is to provide a summary of the major recommendations for the Ordinance, highlighting the most significant updates that CMAP has suggested for each Article within the Code.

## Planning Process

The planning process for CMAP's zoning recommendations began in October 2013 as CMAP collaborated with Village staff to define project objectives and the public engagement process. In October, CMAP met with Village staff and the Steering Committee to identify overall issues with the Zoning Ordinance, as well as specific parts of the text that have created recurring problems. The Steering Committee was composed of Village officials, staff, and representatives of the Village's business community, all of whom were familiar with the Village's zoning regulations. From November to December 2013, CMAP performed a series of key stakeholder interviews with residents, Village staff, the former Village attorney and members of various boards and commissions to learn more about their experiences with the Ordinance and to understand their perspectives on the strengths and weaknesses of the Village's zoning regulations. CMAP met with the Steering Committee for a second time in February 2014 to summarize the content of the key stakeholder interviews, review initial findings with the Ordinance, and discuss the drafting direction for CMAP's recommendations. CMAP met with the Steering Committee for a final time in May 2014 to provide a summary of the recommendations in this document and outline significant sections of the Annotated Ordinance.



## **Basis of Evaluation**

CMAP's review of the existing Zoning Ordinance is based on the comments received from the key stakeholder interviews, input from Village staff, and direction from the Steering Committee. In addition, CMAP staff gathered a better knowledge of existing conditions through field work, geographic information systems (GIS) analysis, and review of the Comprehensive Plan, the Pulaski Road Corridor Plan, and the existing Zoning Ordinance. It should be noted that CMAP utilized a somewhat outdated version of the Ordinance as the basis of this evaluation, which was last updated in November 2010. CMAP received several zoning amendments that had been approved during the intervening period, and Village staff was in the process of updating the Ordinance and the Zoning Map with these amendments during the course of this project. The recommendations and best practices found in this summary are based on CMAP staff's experience using and creating modern zoning ordinances in the Chicago region and should not be significantly affected by the lack of these amendments.

## **Using this Document**

CMAP has created the Annotated Ordinance and the Recommendations Summary as a guide for the Village to begin updating its zoning standards as it works to build a more user-friendly Zoning Ordinance. CMAP encourages the Village of Alsip to use these documents as an overall framework to formulate potential solutions to its major zoning issues. Due to the short timeframe of this project, the Village may need to perform additional research, analysis, and public outreach as staff begins using CMAP's recommendations to amend the Zoning Ordinance. The Village may also consider using this document as an initial step in hiring a firm to perform a comprehensive update of the Ordinance. While this document highlights a number of the major issues with the Zoning Ordinance, the Village should be aware that any firm that is hired to revise the Ordinance will likely need to perform a similar analysis to familiarize itself with the community and the way that it uses the Ordinance.



# Overall Recommendations

These recommendations pertain to the Ordinance as a whole and can be applied throughout the Zoning Ordinance.

## Update Zoning Ordinance and Zoning Map with Amendments

While the Village regularly approves zoning applications, the Village’s zoning records, specifically amendments to the Zoning Ordinance and Zoning Map, have not been processed with the same timeliness. Currently, the Village does not have readily available versions of the Zoning Ordinance or the Zoning Map that have been updated to reflect recent zoning amendments. In addition, the Zoning Map has a number of parcels that have not been given any zoning designation whatsoever. CMAP recommends making maintenance of the Zoning Ordinance and Zoning Map an immediate priority for the Village. The importance of maintaining the Zoning Ordinance and the Zoning Map cannot be overstated considering that these are often the primary documents that developers and property owners use to determine the feasibility of developing a project. Going forward, a single member of the Village staff should be responsible for bringing the Zoning Ordinance and Zoning Map up to date with zoning amendments and maintaining these records on a regular basis.

## Move Zoning Ordinance to Municode

Currently, the Village uses the Municode website as an on-line resource to provide the public with access to its Municipal Code in an easy-to-search format. However, the Zoning Ordinance is not included as part of the material available on-line, which presents a challenge for developers, property owners, and residents seeking information on the Village’s zoning regulations. Once the Village has updated its Zoning Ordinance, it should make the Ordinance available on Municode so that these standards are located in the same place as the rest of Alsip’s municipal regulations. Moving the Zoning Ordinance to an on-line platform will allow the public to learn about Alsip’s development regulations without asking Village staff to expend their resources.

## Simplify Ordinance Language

As the Village revises the existing Ordinance, it should simplify the language used in the zoning standards so that users can understand each provision in a straight-forward manner. Revisions to the Ordinance should seek to eliminate jargon and “legalese” in favor of plain language that eliminates confusion among users. For example, Article 4 (Definitions) defines “Building” as “any structure, either temporary or permanent, having a roof or other covering, and designed or used for the shelter or enclosure of any person, animal, or property of any kind, including



tents, awnings, or vehicles situated on private property and used for purposes of a building.” In plain language, this definition could be revised to “a structure enclosed on all sides with exterior walls having a roof to shelter persons, animals, or property.”

## **Streamline Repetitive Provisions**

To make the Ordinance easier to use, the Zoning Ordinance should be revised to consolidate repeated provisions and remove unnecessary information. For example, information regarding the parking standards for development in the R-3 District are discussed in Article 9 (Residence District R-3) in Section 110 (Parking Requirements) even though most of the parking standards in the Ordinance are located in Article 21 (Off-Street Parking and Loading). Ideally, all of the parking standards should be located in one section of the Ordinance so that users can easily locate the minimum parking standards and other parking-related information for all of the uses in the Village. CMAP recommends that the Village apply this principle throughout the Ordinance, consolidating similar types of information as the Ordinance is updated, so that users can easily locate the zoning provisions that apply to each topic. Another benefit of this system is that it is much easier for the Village to process zoning amendments as the Ordinance is updated because all of the text regarding a topic is located in one place, rather than in several different locations throughout the Ordinance.

## **Make the Ordinance Easier to Navigate and Reference**

Currently, it is difficult to navigate and reference the Ordinance because the existing naming conventions are too uniform. While a uniform structure is generally a good thing to have in the Zoning Ordinance, the current structure could be clarified by making section numbering unique. As the Village revises the Ordinance, it may want to change the numbering structure so that it is easy to understand where article and section zoning provisions come from. For example, many Articles of the existing Ordinance have a Section 101, Section 102, and Section 103. In the revised Ordinance, Section 101 of Article 4, Article 5, and Article 6 could be called “4.101,” “5.101,” and “6.101” so that users of the Ordinance, including Village staff, have a shorthand with which to communicate which “Section 101” is being referenced.

## **Incorporate Tables, Charts, and Illustrations**

The Zoning Ordinance should also be improved through greater use of tables, charts, and illustrations to more effectively communicate information to users. In many cases, numerous lines of text described in detail in the existing Ordinance can be summarized in charts that state the same information in a way that is much easier to absorb. The Annotated Ordinance provides several examples of how narrative text may be organized into table formats.



One example where a table format works extremely well is for the permitted and special uses found within the zoning districts. In the existing Ordinance, uses are presented in a list, which makes it difficult to determine whether a use is allowed in more than one zoning district without flipping between separate Articles of the Ordinance. In other cases, uses are presented in a cumulative format, as in the B-3 Business District, where any use that is permitted in the B-1 or B-2 Business Districts is permitted in the B-3 District as a special use, in addition to a number of additional uses. The disadvantage of utilizing a cumulative format is that a user must identify what uses are permitted in the B-1 and B-2 Districts before he or she knows whether that use is allowed in the B-3 District.

Table 1, Sample Residential District Permitted and Special Uses, provides an example of how the lists of permitted and special uses could be converted into a table for the Village’s residential zoning districts. A “P” indicates that a use is considered permitted within the district. An “S” indicates that a use is considered a special use in the district and must receive approval from the Village. A blank space or the absence of a use from the table indicates that the use is not permitted within the district. As discussed in more detail later in this memo, the uses in Table 1 reflect a generic use structure, as opposed to the specific use structure that the Village currently uses in the Zoning Ordinance.

<b>Table 1. Sample Residential District Permitted and Special Uses</b>			
<b>P = Permitted Use    S = Special Use</b>			
	<b>R-1</b>	<b>R-2</b>	<b>R-3</b>
<b>Residential Uses</b>			
Dwelling, Single Family Detached	P	P	P
Dwelling, Two Family		P	
Dwelling, Multi-family			P
Dwelling, Townhouse			P
Accessory Structure	P	P	P
<b>Civic, Municipal, and Religious Uses</b>			
Educational Facility, Elementary and Secondary	P	P	P
Place of Worship	P	P	P
Park	P	P	P
Village or Government Facility	P	P	P
Library	P	P	P
<b>Commercial and Service Uses</b>			
Home Occupation	P	P	P
<b>Other Uses</b>			
Utility	S	S	S

Similarly, a greater use of illustrations and flowcharts in targeted locations would complement sections of the Ordinance that may be difficult to explain solely with text, but are easy to represent graphically. Illustrations may be particularly helpful in clarifying the definitions of terms in Article 4 (Definitions). For example, the Ordinance should provide definitions for the



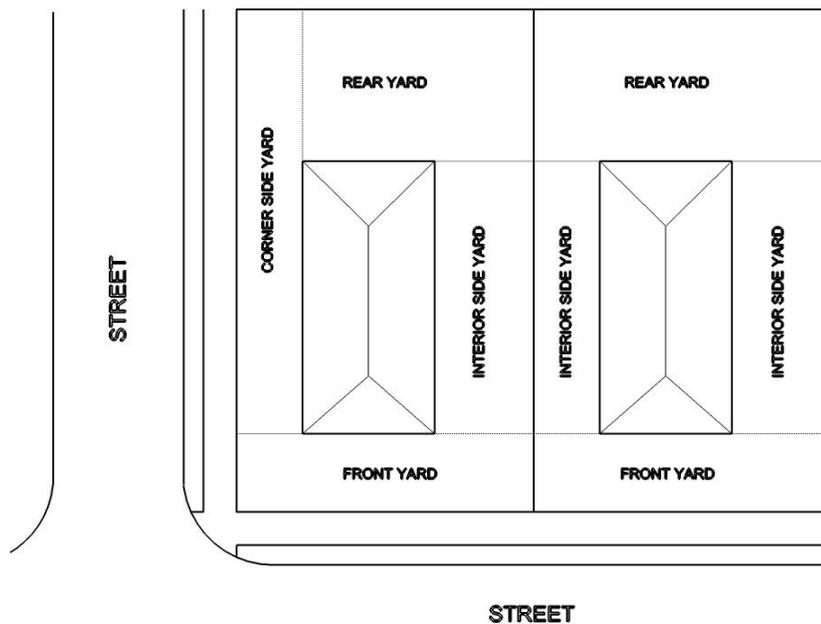
terms “Yard,” “Front Yard,” “Rear Yard,” “Side Yard,” and “Corner Side Yard.” While a user familiar with the Ordinance may immediately understand what these terms mean, a user that is new to the Ordinance would benefit greatly from seeing how various yards relate to the principal building, the street, and adjacent parcels as in Figure 1, Yards. Illustrations, both simple and complex, can be created with software that is readily available to the Village, such as Microsoft Word to develop flowcharts for administrative procedures and SketchUp for plan, section, elevation, and perspective drawings.

Other concepts that may benefit from illustrations include:

- District bulk and yard requirements
- Definitions for terms, such as building height, lot line, lot width, and setback
- Requirements for accessory uses, such as garages and fences
- Sign types

CMAAP has provided sample illustrations for some of these concepts in the Annotated Ordinance as examples for the Village to build upon when it revises the Zoning Ordinance.

**Figure 1. Yards**



## Consolidate Articles of the Zoning Ordinance

One of the major ways to make the Ordinance more user-friendly is by reorganizing the Articles that make up the Ordinance into more logical elements that consolidate major zoning topics. CMAAP has created Table 2, Consolidated Articles of the Zoning Ordinance, which shows the



existing Articles from the current Ordinance, the recommended revisions that the Village should take with each Article, and the proposed Article that would result from each revision. This consolidation will combine complementary Articles of the Ordinance and resolve much of the repetitive text currently found throughout the Ordinance. For example, in the first row of Table 2, CMAP recommends consolidating Article 1 (Title-Application) with Article 2 (Purpose), and parts of Article 3 (Scope of Regulations), and Article 29 (Construction of This Ordinance) to create a new version of Article 1 (Title, Purpose, and Applicability).

<b>Table 2. Consolidated Articles of the Zoning Ordinance</b>		
<b>Existing Article</b>	<b>Recommended Revision</b>	<b>Proposed Article</b>
Article 1 Title-Application	Consolidate Articles 1, 2, and parts of Articles 3, and 29	Article 1 Title, Purpose, and Applicability
Article 2 Purpose		
Article 3 Scope of Regulations		
Article 4 Definitions	Consolidate Article 4 and parts of Articles 29 and 30	Article 2 Definitions
Article 5 Districts and Boundaries	No Change	Article 3 Districts and Boundaries
Article 6 F Farming	Eliminate	<i>Not Applicable</i>
Article 7 R-1 Residential Single Family	Consolidate Articles 7, 8, and 9	Article 4 Residential Districts
Article 8 R-2 Residential Duplex		
Article 9 R-3 Residential Multi-Family		
Article 10 B-1 Business	Consolidate Articles 10, 11, and 12	Article 5 Business Districts
Article 11 B-2 Business Amusement		
Article 12 B-3 Business Liquor		
Article 13 I-1 Industrial – Light	Consolidate Articles 13, 14, and 15 Delete Articles 14A and 15A	Article 6 Industrial Districts
Article 14 I-2 Industrial – Medium		
Article 14A I-2 Industrial – Medium District I-2A		
Article 15 I-3 Industrial – Heavy		
Article 15A Industrial – Heavy Districts I-3A		
Article 16 S-1 Special Use Districts	No Change	Article 14 Planned Unit Development
Article 17 C Cemetery	No Change	Article 7 Cemetery District
Article 18 P Public Land	No Change	Article 8 Public Land District
Article 19 T Trailer Mobile Homes	Eliminate	<i>Not Applicable</i>
Article 20 Special Uses	Consolidate Articles 20, 22, 24, 25, 27, and 28	Article 9 Site Development Standards
		Article 13 Administration and Enforcement
Article 21 Off-Street Parking and Loading	No Change	Article 10 Off-Street Parking and Loading
<i>Not Applicable</i>	<i>NEW</i>	Article 11 Landscaping and Screening
<i>Not Applicable</i>	Move from Chapter 3 Article II of the Municipal Code	Article 12 Signs
Article 22 Administration and Enforcement	Consolidate Articles 20, 22, 24, 25, 27, and 28	Article 13 Administration and Enforcement



<b>Table 2. Consolidated Articles of the Zoning Ordinance</b>		
<b>Existing Article</b>	<b>Recommended Revision</b>	<b>Proposed Article</b>
Article 23 Nonconforming Lots, Buildings, Structures, and Uses	No Change	Article 15 Nonconforming Lots, Buildings, Structures, and Uses
Article 24 Variations to Zoning Regulations	Consolidate Articles 20, 22, 24, 25, 27, and 28	Article 13 Administration and Enforcement
Article 25 Appeals Effect Notice	Consolidate Articles 20, 22, 24, 25, 27, and 28	Article 13 Administration and Enforcement
Article 26 Fees	Eliminate	<i>Not Applicable</i>
Article 27 Amendments	Consolidate Articles 20, 22, 24, 25, 27, and 28	Article 13 Administration and Enforcement
Article 28 Violations and Penalties	Consolidate Articles 20, 22, 24, 25, 27, and 28	Article 13 Administration and Enforcement
Article 29 Construction of This Ordinance	Consolidate Articles 1, 2, and parts of Articles 3, and 29	Article 1 Title, Purpose and Applicability
Article 30 Sexually Oriented Businesses	Consolidate Article 4 and part of Article 30	Article 2 Definitions
		Article 9 Site Development Standards

The sequence of the articles of the Zoning Ordinance as proposed in Table 2 would be as follows:

- Article 1 Title, Purpose, and Applicability
- Article 2 Definitions
- Article 3 Districts and Boundaries
- Article 4 Residential Districts
- Article 5 Business Districts
- Article 6 Industrial Districts
- Article 7 Cemetery District
- Article 8 Public Land District
- Article 9 Site Development Standards
- Article 10 Off-Street Parking and Loading
- Article 11 Landscaping and Screening
- Article 12 Signs
- Article 13 Administration and Enforcement
- Article 14 Planned Unit Development
- Article 15 Nonconforming Lots, Buildings, Structures, and Uses

## Revise Zoning Districts and Zoning Map

In addition to consolidating the various Articles of the Ordinance, CMAP also recommends consolidating and revising some of the Ordinance’s zoning districts. While the Village of Alsip has a diverse set of uses and building types within its various zoning districts, the types of uses and the character of the built environment are similar enough in many cases that a number of zoning districts could be consolidated. Currently, including all districts identified in the Zoning Ordinance and on the Zoning Map, the Village has 18 zoning districts that could potentially be



consolidated to 10 zoning districts. Consolidating these zoning districts would require revisions to the permitted and special uses in each district as well as the district’s bulk and setback standards. Table 3: Consolidated Zoning Districts lists the existing districts in the Zoning Ordinance on the left and the proposed zoning districts after consolidation on the right.

<b>Table 3. Consolidated Zoning Districts</b>	
Existing Zoning Districts	Proposed Zoning Districts
F Farming District	Eliminate
R-1 Residential (Single Family) District	R-1 Single-Family Residential District
R-2 Residential (Duplex) District	R-2 Two-Family Residential District
R-3 Residential (Multi-Family) District	R-3 Multi-Family Residential District
R-PUD. District*	
B-1 Business District	B-1 Community Business District B-2 Community-Serving Mixed-Use District
B-2 Business (Amusement) District	
B-3 Business (Liquor) District	
Mixed Business District*	
I-1 Industrial – Light District	I-1 Light Industrial District
I-2 Industrial – Medium District	I-2 Medium Industrial District
I-2A Industrial – Medium District	
I-3 Industrial – Heavy District	I-3 Heavy Industrial District
I-3A Industrial – Heavy District	
S-1 Special Use District	Eliminate
C Cemetery District	C Cemetery District
P Public Land District	P Public Land District
T Trailers (Mobile Homes) District	Eliminate

\*Note: The R-PUD. and Mixed Business Districts appear on the Village’s Zoning Map but are not regulated in the Ordinance.

According to these recommendations, the existing residential districts would remain virtually the same, but the Village could consolidate the R-3 District and the R-PUD District since planned unit developments should be encouraged as a special use application process, rather than as a zoning district in itself. CMAP also recommends that the Village eliminate three zoning districts: the S-1 Special Use District and the T Trailers District, neither of which appear on the Village’s current Zoning Map, and the F Farming District, since full-scale farming is not practiced in the Village and is not part of the Village’s future land use vision.

Alsip’s current business districts are used to regulate undesirable uses, rather than to manage business development according to use, location, and bulk. Based on the recommendations of the Village’s Comprehensive Plan and the Pulaski Road Plan, CMAP recommends that the Village utilize two business zoning districts instead of three. The proposed B-1 Community Business District would include businesses, such as retail goods establishments and personal service uses, that are commonly found along the Village’s major arterial corridors, Cicero Avenue, and Pulaski Road. The proposed B-2 Community-Serving Mixed-Use District would help foster the creation of a downtown environment on Pulaski Road from 115<sup>th</sup> Street to 120<sup>th</sup> Street, as recommended by the Pulaski Road Plan. Limitations on alcohol sales and amusement uses should be developed through the Village’s business licensing procedures and by revising



the list of uses allowed in the business districts. In the industrial districts, CMAP recommends eliminating the I-2A and I-3A Districts, which currently exist to regulate and isolate adult uses. Other zoning techniques, such as special use permits and spacing requirements between uses, can complement the Village's business licensing regulations to more effectively manage the potential location of adult uses.

Figure 2, Proposed Zoning Map, summarizes CMAP's recommendations for updates to the Village's Zoning Map based on the concepts discussed in this document. Per the recommendations in this document, the expanded R-3 District is shown in light brown, the revised B-1 District is shown in pink, the mixed-use B-2 District is shown in red, and the F, R-PUD, I-2A, I-3A, S-1 and T Districts have been eliminated. While the proposed zoning map is not significantly different than the Village's existing zoning map, it is included to help the Village visualize the effect of the zoning modifications suggested as part of this project.

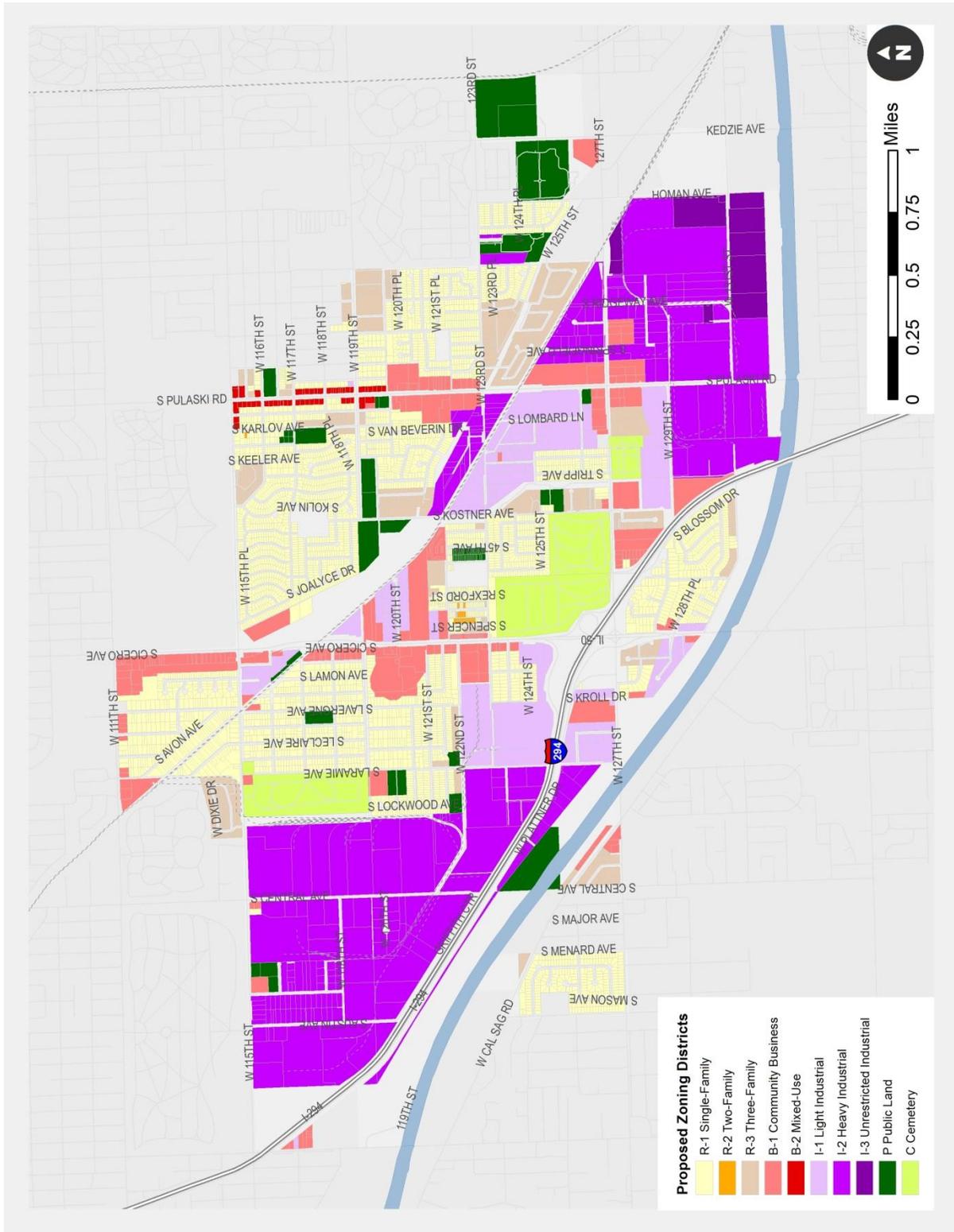
## Incorporate a Generic Use Structure

CMAP recommends that the Village utilize a generic use structure for the uses in the Ordinance, which will combine the existing lists of specific uses into a set of broader terms. For example, uses in the existing Ordinance such as barber shop, beauty shop, shoe and clothing repair, and similar specific uses can be replaced by the term "personal services establishment," which would permit additional similar uses such as dry cleaners and nail salons. Similarly, specific uses such as toy shop, antique store, and hobby shop could be replaced with the term "retail goods establishment." These generic uses have the advantage of being broad enough to include a wide range of uses, which eliminate the need for amendments as new uses emerge. Another benefit of the generic use approach is that the Village would have the ability to exclude less desirable uses, such as cash-for-gold shops, adult uses, and tattoo parlors, by defining each of these terms separately, which would allow the Village to limit their location. If the Village is interested in adopting generic uses, possible definitions for the terms "personal services establishment" and "retail goods establishment" are as follows:

- **Personal Services Establishment.** An establishment or place of business primarily engaged in the provision of frequent or recurrent needed services of a personal nature. Typical uses include, but are not limited to, beauty shops, barbershops, tanning salons, shoe repair, laundromats, dry cleaners, and tailors. "Personal Services Establishment" shall not include any adult uses or payday loan agencies.
- **Retail Goods Establishment.** A commercial enterprise that provides physical goods, products, or merchandise directly to the consumer, where such goods are typically available for immediate purchase and removal from the premises by the purchaser. Typical uses include, but are not limited to, bookstore, clothing store, electronics store, grocery store, and jewelry store. "Retail Goods Establishment" shall not include any adult uses or pawn shops.



Figure 2. Proposed Zoning Map



## Prohibit Uses Without Creating a List of Prohibited Uses

In general, CMAP recommends that the Village no longer include lists of prohibited uses in its zoning districts. Currently, prohibited uses are a major component of the Ordinance, and the list of prohibited uses has been getting longer and longer in recent years. Rather than maintaining a list of prohibited uses, CMAP recommends that the Village regulate these unwanted uses by stating that any use that is absent from a district's list of uses is not allowed in that district. Using this technique, the district standards will have a greater focus on what types of uses are desired in the Village and how allowed uses differ from district to district. This practice can be used in all of the Village's zoning districts, but it seems that this practice will be most effective in the Village's business districts.

## Major Recommendations by Article

The following recommendations provide a summary of the major issues within each Article of the existing Zoning Ordinance. These recommendations follow the structure of the existing Ordinance as shown on the first column of Table 2, Consolidated Articles of the Zoning Ordinance. Detailed analysis of each Article is included as part of the Annotated Ordinance.

### ***Article 1: Title-Application***

- Article 1 should be reframed as the title, purpose, and applicability of the Zoning Ordinance. This Article should be consolidated with Article 2 (Purpose) and include the "Activities Regulated by This Ordinance" in Part 2 of Article 3 (Scope of Regulations) and the interpretation and severability standards of Article 29 (Construction).

### ***Article 2: Purpose***

- Article 2 should be consolidated with Article 1 (Title-Application) and include the "Activities Regulated by This Ordinance" in Part 2 of Article 3 (Scope of Regulations) and the interpretation and severability standards of Article 29 (Construction).

### ***Article 3: Scope of Regulations***

- Parts of Article 3 referring to the Ordinance's scope of regulations should be consolidated with Article 1 (Title-Application) and Article 2 (Purpose).
- Other parts of Article 3 should be consolidated as part of the administrative procedures and accessory use and structure regulations as appropriate.



#### **Article 4: Definitions**

- Article 4 should be used to define terms, not to regulate them. All of the regulating standards found in the definitions in this Article should be moved to more appropriate sections of the Ordinance.
- This Article should include definitions for all of the uses found in the Village. The process of creating definitions for these uses will be easier if the Village adopts a generic use structure for its permitted and special uses, rather than a specific use structure.
- The rules of construction in Article 29 (Construction of This Ordinance) should be consolidated as part of this Article, and it should also include the definitions of terms in Article 30 (Sexually Oriented Businesses).

#### **Article 5: Districts and Boundaries**

- Article 5 should be revised to reflect the previously discussed changes to the Ordinance's zoning districts, such as the revised business districts and the elimination of the F, S-1, and T Districts.
- This Article should be updated so that any land that is annexed into the Village is properly rezoned as part of a finalized annexation agreement, rather than specifying that annexed land is zoned as part of the F Farming District.

#### **Article 6: F Farming District**

- This zoning district should be eliminated. CMAP recommends that the Village rezone all of the parcels that are currently part of the F District based on the recommendations of the Village's Comprehensive Plan.

#### **Articles 7, 8, 9: R-1, R-2, R-3 Districts**

- CMAP recommends consolidating the three Articles of the residential zoning districts into a single Article that includes all of the use and bulk standards for the residential zoning districts.
- A consolidated Article for residential zoning should include purpose statements for each zoning district, a table of permitted and special uses, a table of bulk requirements, and references to other Articles of the Ordinance, such as parking, landscaping, and signs.
- It is essential for the Village to analyze the location, uses, and bulk standards of the homes in the R-2 District to determine whether the Districts should be expanded to better reflect existing conditions and desired future land use.
- The Village should determine a zoning designation for the existing R-PUD District, which appears on the Zoning Map, but does not have use and bulk provisions in the Zoning Ordinance. CMAP recommends rezoning the parcels currently zoned R-PUD as part of the R-3 District.



### **Articles 10, 11, 12: B-1, B-2, B-3 Districts**

- CMAP recommends consolidating the three business zoning district Articles into a single Article that includes all of the use and bulk standards for the business zoning districts.
- A consolidated Article for the business zoning districts should include purpose statements for each zoning district, a table of permitted and special uses, a table of bulk requirements, and references to other Articles of the Ordinance, such as parking, landscaping, and signs.
- Per the Alsip Comprehensive Plan and the Pulaski Road Plan, the uses and bulk standards for the business districts should be refined to create a B-1 Community Business District and B-2 Community Serving Mixed-Use District. The Pulaski Road Plan provides direction on the appropriate uses and bulk standards for each of these Districts.

### **Articles 13, 14, 14A, 15, 15A: I-1, I-2, I-2A, I-3, I-3A Districts**

- The regulations for the industrial districts should mirror the structure of the consolidated articles for the residential and business zoning districts with an updated purpose statement, a table of permitted and special uses, a table of bulk requirements, and references to other Articles of the Ordinance, such as parking, landscaping, and signs.
- CMAP recommends eliminating the I-2A and I-3A Districts, which the Village uses solely to regulate undesirable businesses.
- Standards for specific uses that are currently located only in the industrial districts, such as wind energy systems, which should be allowed in a greater number of zoning districts, and sexually-oriented businesses, which should be allowed in the I-2 and I-3 Districts, should be revised.

### **Article 16: S-1 Special Use Districts**

- The planned unit development (PUD) procedures in Article 16 should be consolidated as part of the administration and enforcement procedures of the revised Zoning Ordinance.
- The Village should use the PUD procedures as a unique type of application process, rather than as a zoning district.
- The PUD process should be revised so that it is a four-step process that allows applicants to adapt and improve their plans as they work with the Village without either party having to expend significant resources until both parties are comfortable with the other's objectives.



### **Article 17: C Cemetery District**

- The C District should maintain its existing boundaries. Going forward, the Village should consider consolidating the C District, a single-use zoning district, as part of another one of the Village's zoning districts, such as the P District.

### **Article 18: P Public Land District**

- The P District should be expanded to include the open space areas that are currently zoned as part of the F District.

### **Article 19: T Trailer Mobile Homes District**

- This zoning district should be eliminated considering that the Village does not have any mobile home parks in the community and because this use is not desired in the future.

### **Article 20: Special Uses**

- The Village should move the special use application procedure so that it is consolidated with the rest of the administrative procedures in the Ordinance.
- The Village should move the use standards in Article 20 to a separate part of the Ordinance that includes use standards for both permitted and special uses. These use standards should be revised so that they include zoning regulations, but not Building Code regulations or business licensing procedures.

### **Article 21: Off-Street Parking and Loading**

- All of the minimum parking requirements in the Ordinance should be consolidated as part of Article 21 so that users do not have refer to multiple sections of the Ordinance to find the Village's parking standards.
- The Village should systematically review its minimum parking requirements, especially considering that a number of the minimum parking requirements in the Ordinance have become outdated. Due to the diversity of residential, commercial, and industrial uses in Alsip, the Village may want to consider including parking requirements for uses in addition to those currently listed in Article 21.
- The Village should organize its parking requirements into a table format to make the Village's minimum parking regulations more user-friendly.
- Article 21 should be revised to include standards for shared parking to reduce impervious coverage and require bicycle parking in order to create places where residents and visitors are encouraged to take advantage of active transportation options.

### **Article 22: Administration and Enforcement**

- The Village should consolidate all of the administrative provisions currently found throughout the Zoning Ordinance in a single location. This Article would include



application procedures and approval standards for special uses, variations, appeals, and amendments.

- This Article should include a consistent administrative process in which applicants are told which Village official receives each application, which commission makes a recommendation regarding the application, and which board makes a final decision on the application.
- This Article should also have a uniform process for providing notice of hearings to the public with revised procedures for published, posted sign, and mailed notices.
- CMAP recommends that the Village create a new site plan review process to make sure that development and redevelopment occur in a manner that is harmonious with surrounding properties. Site plan review is typically required for multi-family and non-residential development, as well as planned unit developments and major site improvements, such as large parking lots and drive-through facilities.

### ***Article 23: Nonconforming Lots, Buildings, Structures, and Uses***

- Article 23 should be revised so that it addresses four different types of potential nonconformity: uses, structures, lots, and signs.
- The Village should eliminate the amortization provisions currently found in Article 23 because Village staff has not pursued the elimination of nonconformities at this point and does not plan on doing so in the future.
- The Village should eliminate the provisions for exempted buildings, structures, and uses in Article 23. The uses in the Village's zoning districts should be permitted uses, special uses, or legally nonconforming uses.
- CMAP recommends removing the standards that allow nonconforming uses to convert to special uses. The Ordinance should make it clear that a nonconforming use shall not be changed to any use other than one that is allowed within the zoning district in which it is located.

### ***Articles 24, 25, 27, 28: Variations, Appeals, Amendments and Violations***

- The regulations for these zoning applications and enforcement provisions should be consolidated as part of the administrative processes in Article 22.

### ***Article 26: Fees***

- This Article of the Ordinance should be eliminated. CMAP recommends removing the specific amount of the fee for each zoning application from the text of the Ordinance so that it is not necessary to process a zoning amendment every time the Village wants to change a fee.

### ***Article 29: Construction of This Ordinance***

- The rules of construction in Article 29 should be moved to Article 4 (Definitions).



- Parts of Article 29 referring to the interpretation, severability, and effect on existing zoning applications should be consolidated with Article 1 (Title-Application), Article 2 (Purpose), and parts of Article 3 (Scope of Regulations).

**Article 30: Sexually-Oriented Businesses**

- CMAP recommends that the Village incorporate the provisions of Article 30 into the text of the rest of the Zoning Ordinance as part of a comprehensive revision of the Village’s zoning regulations.
- The Village should consolidate the definitions in Article 30 as part of Article 4 (Definitions), move the location restriction to the Ordinance’s use standards, and remove references to amortization of such uses.

**New Article: Site Development and Use Standards**

- CMAP recommends that the Village create a new Article to consolidate its site development standards, which would include regulations for accessory uses (such as garages, fences, and wind energy systems) found throughout the Ordinance, as well as the use standards for permitted and special uses currently located in Article 20 (Special Uses).
- The standards for accessory structures should include standards for fences and portable storage units currently found in other chapters of the Municipal Code.

**New Article: Landscaping and Screening**

- The Village should adopt new comprehensive landscape standards to help improve the appearance of the Village’s multi-family residential, commercial, and industrial zoning districts. Landscaping and screening requirements should not apply to single-family and two-family homes.
- The Village should include landscape requirements for parking lot interiors and perimeters to improve the appearance of parking lots and advance Alsip’s sustainability objectives.
- CMAP recommends that the Village create buffer yard and screening provisions to buffer more intensive uses from less intensive uses and reduce the visual impact of certain types of development.

**New Article: Signs [Municipal Code, Chapter 3]**

- The Village should consider updating its sign regulations at the same time it performs its revisions to the Zoning Ordinance. As part of this process, the Village should consider moving its sign regulations out of Chapter 3 of the Municipal Code and into the Zoning Ordinance.
- The definitions for signs should be expanded to include the full array of signs that are regulated in the Village and be complemented with illustrations.



- CMAP recommends that the Village consolidate all of the information regarding sign permits, applications, and review in a unified section of the sign ordinance that addresses administrative procedures.
- The revisions to the sign standards should include tables to make it easier for users of the Ordinance to understand where certain types of signs are allowed to be located and how large each of these signs are allowed to be.

## Next Steps

CMAP is providing the Village of Alsip with a significant amount of zoning information in this Zoning Recommendations Summary and the Annotated Ordinance, which may be difficult for the Village to prioritize. After Village staff and the Steering Committee process this information, it will be necessary for the Village to translate these recommendations into amendments to the Zoning Ordinance. Table 4, Ordinance Revision Priorities, provides a suggested sequence for the Village to begin working on the Ordinance by dividing activities into primary, secondary, and tertiary priorities. Rather than processing these zoning amendments individually, the Village should process a series of omnibus amendments as it revises specific portions of the Ordinance. As the Village amends the Ordinance article by article it will be important for staff to identify inconsistencies that may arise during the course of the project and ensure that standards and references in the existing Ordinance are moved to subsequent versions of the various articles.

<b>Table 4. Ordinance Revision Priorities</b>	
<b>Zoning Topic</b>	<b>Ordinance Location</b>
<i>Primary Priorities</i>	
Zoning Districts and Zoning Map	Existing Articles 5 through 15A, 17, 18, 19, 30
Administration and Enforcement	Existing Articles 20, 22, 24, 25, 27, 28
<i>Secondary Priorities</i>	
Site Development Standards	Existing Articles 20, 30
Definitions	Existing Articles 4, 29, 30
Off-Street Parking and Loading	Existing Article 21
Title, Purpose and Applicability	Existing Articles 1, 2, 3, 29
Nonconforming Use	Existing Article 23
<i>Tertiary Priorities</i>	
Signs	Existing Chapter 3, Article 2 of Municipal Code
Planned Unit Development	Existing Article 16
Landscaping and Screening	New Article

As part of CMAP’s partnership with the Village of Alsip, CMAP staff will remain in contact with the Village over the next two years to answer any technical questions that may result from implementation of CMAP’s zoning recommendations. Additionally, the Village may wish to hire a firm to complete a comprehensive revision of the Zoning Ordinance, which will allow the Village to guide the update process while freeing staff time to handle the Village’s day-to-day business. As part of this partnership, CMAP would like to offer the Village its assistance in



drafting a request for proposals (RFP) to hire a consultant to update the Zoning Ordinance. The content of the RFP would be guided by the recommendations produced as part of this project and by CMAP's experience drafting RFPs for zoning projects in the region.

The revision to the Zoning Ordinance is not likely to be a linear process since the Village may have to review several Articles of the Ordinance simultaneously, but this structure will provide an outline for the Village to begin substantive work on the Ordinance if it chooses not to work with a consulting firm. First, the Village should consolidate and reconfigure the various zoning districts in the existing Ordinance and revise the use and bulk standards for each district. As part of the revision to the zoning districts, the Village should also update the zoning map to ensure that it reflects any changes made to the district structure. The Village should then begin to revise its administrative procedures, including its application and approval processes for variations, special uses, amendments, and appeals.

The Village's secondary priorities include revisions to the regulations regarding site development standards, which include accessory uses and use standards for permitted and special uses. The Village should consolidate the zoning regulations found in various sections of the Ordinance and concentrate on modernizing its off-street parking and loading standards. In addition, the Village should revise the title, purpose, and applicability of the Zoning Ordinance, as well as refine its regulations regarding nonconforming use.

The tertiary priorities of the Ordinance update would include revisions to the Village's sign regulations, which are currently located in Chapter 3 (Advertising) Article 2 (Signs), and may be moved to the Zoning Ordinance. The Village should also update its planned unit development application procedures by revising the standards currently located in Article 16 (S-1 Special Use Districts). The last step in the process would be for the Village to update its landscaping and screening standards to help improve the appearance of the Village's multi-family residential, commercial, and industrial zoning districts. As the Village is aware, completing the recommended revisions to the Zoning Ordinance will be a complex and time consuming endeavor, but it is a step that will pay enormous dividends to the Village by making it easier for local residents, property owners and developers to invest in Alsip for the long term.





Chicago Metropolitan  
Agency for Planning

233 South Wacker Drive, Suite 800  
Chicago, IL 60606

312-454-0400  
[info@cmaphillinois.gov](mailto:info@cmaphillinois.gov)

[www.cmaphillinois.gov](http://www.cmaphillinois.gov)

