



# Planning and Zoning: An Introduction

A Division of the New York Department of State

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## Overview

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- Local governing board
- Zoning board of appeals
- Planning board
- Procedures, meetings and hearings



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## Local governing board

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### Members are elected:

- City Council
- Village Board of Trustees
- Town Board
- Adopt local laws, ordinances, resolutions
- Adopt/amend zoning, other land use regulations & comprehensive plans

### Local Governments in New York

- 57 Counties
- 62 Cities
- 932 Towns
- 556 Villages
- 14 Native American Reservations

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# Zoning Board of Appeals



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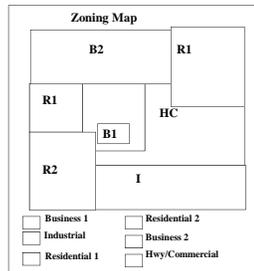
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## Zoning map and districts

- Regulates use, density, and placement of structures on a parcel
- Original intent: Prevent fire hazards and other threats to health and safety
- Each district generally has a list of bulk and area regulations, as of right, and special uses



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## Zoning requires a safety valve

Municipalities with zoning must have a **zoning board of appeals**

ZBA is a “buffer” for aggrieved applicants between decisions of the zoning enforcement officer and the State supreme court



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### Interpretations

Definitions are important.

Without them, board must come to consensus on what they think term or regulation means.

- May only be made upon appeal of Enforcement Officers decision
- Appellant believes Enforcement Officer wrongly applied the law
- Common areas of interpretation:
  - Definitions
  - Method of taking measurements
  - Ordinary meaning of terms, if term is undefined
  - Past decisions on same regulations or similar facts




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### Two types of variances

- **Use variance:**  
to use land for a purpose not allowed in the zoning regulations
- **Area variance:**  
for applications not in compliance with dimensional requirements of zoning regulations

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### Use variance test

To use land for a purpose not allowed in the zoning regulations. Applicant must prove all four factors:

1. No reasonable return
2. Unique circumstances
3. No self-created hardship
4. No alteration to the essential character of neighborhood

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**Area Variance**

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To use land in a way that varies from the dimensional requirements of zoning regulations



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**Area variance test**

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1. Change to neighborhood character
2. Alternatives not requiring a variance
3. Substantiality of the request
4. Effect on physical or environmental conditions
5. Self-created situation

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**Planning Board**

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### Planning board

Advise local governing board on:

- Subdivision, site plan, other regulations
- Zoning changes
- Annual budgets or capital plans
- Comprehensive plan development
- Other plans
  - Corridor
  - Recreation or open space
  - Waterfront
  - Agriculture




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### Planning board

Most often review applications

- Subdivisions
- Site Plans
- Special Use Permits
- Other possible authorities:
  - Historic Preservation
  - Architectural Review




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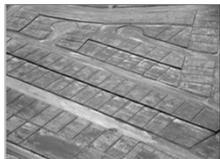
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### Subdivision



The division of a parcel of land:

- Into lots, blocks or sites (with or without streets)
- For the purpose of sale, transfer of ownership, or development

- General City Law §32 & §33
- Town Law §276 & §277
- Village Law §7-728 & §7-730




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### Subdivision review procedures

- Public hearing required
  - 5 day notice prior to hearing date\*
- County planning agency referral may be necessary
- State Environmental Quality Review Act (SEQRA) must be considered
  - \*If public hearing is held for SEQRA notice requirements are adjusted
- Parkland or money in lieu of parkland
- Beware of default approvals: 62 days after close of public hearing




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### Plat review: preliminary vs. final

#### Preliminary Plat Contents

- Proposed street layout
- Proposed lot layout
- Lot size
- Lot dimensions
- Proposed easements
- Existing streets
- Location map
- General contours
- Significant vegetation

#### Final Plat Contents

- Final street layout
- Final lot layout
- Final lot dimensions
- Lot number
- Permanent easements
- Final grading plans
- Final utilities plans
- Street names
- Lands to be dedicated
- Vegetation to be preserved

Survey required by NYS licensed surveyor




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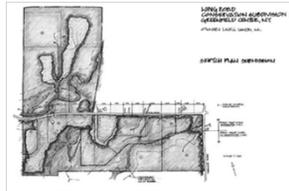
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### Cluster or "conservation" subdivisions

• Allows flexible design and development, to preserve natural and scenic qualities of open lands

- Need specific authorization from governing board:
  - Can be allowed
  - Can be mandated
- Zoning identifies allowable:
  - Location by districts
  - Type of development




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### Site plan review

- Rendering, drawing, or sketch with project's proposed design and layout on a single parcel
- May apply to many uses, from single family home to shopping mall
- Must be in accordance with comprehensive plan
- Zoning not necessary to enact site plan review




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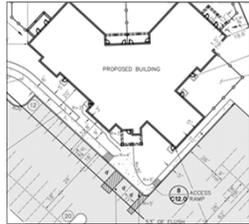
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### Review elements

- Relationship to adjacent uses
- Location/dimensions of buildings
- Utilities: sewage & storm drainage
- Proposed grades and contours
- Screening and landscaping
- Parking, access
- Lighting, signage



Remember:  
Municipality can add elements of review

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### Special Use Permit

- Use IS allowed by zoning IF it meets conditions associated with that use in the zoning
- Use will not adversely effect neighborhood if conditions are met
- Designed to assure that use is in harmony with surroundings



General City Law §27-b  
Town Law §274-b  
Village Law § 7-725-b

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### Not a use variance

#### Use Variance

- Required for use **prohibited** by zoning
- Required for use **not listed as permitted** in district
- Statutory tests

#### Special Use Permit

- Required for use permitted by zoning but subject to additional requirements
- Local standards

*North Shore Steak House Inc, v. Board of Appeals of the Village of Thomaston*




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### Comprehensive Plan




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### Comprehensive plan purpose

- Statement of community vision : An expression of a municipality's goals and recommended action to achieve those goals.
- Provides strategies for achieving expressed goals, often in the form of new or revised land use regulations
- Serves as a framework and defense for land use regulations which focuses on immediate and long-term protection, enhancement, growth and development of the municipality.
- An outline for orderly growth, providing continued guidance for decision-making.




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### Comprehensive plan considerations

- Current land uses and regulations
- Growth patterns
- Infrastructure adequacy
- Economic development
- Housing
- Priorities for preservation




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### Preparation

- Governing board, planning board or special board, oversees preparation
- Public hearings must be held by both board preparing plan and governing board
- Governing board adopts plan and zoning amendments




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### Moratorium

Temporary suspension of development approvals, pending completion of more permanent regulations:

- May be enacted to gather information for and/or adopt a plan or new regulations
- Development that might occur without a moratorium could undermine the ultimate value of a plan in progress

Time periods:

- Fixed period of time, with a specified termination date
- No longer than reasonably necessary to adequately address the issues (generally not longer than 6 months)




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### Procedures: Planning Boards and Zoning Board of Appeals

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### State training requirements

#### Members of local planning boards, zoning boards of appeals and county planning boards

- At least four hours annually
- Excess hours carried over
- Necessary for reappointment
- Governing board approves training
- Requirements may be waived or modified
  - Resolution of governing board
  - Best interest of municipality
- Variety of sources & formats

Failure to comply does not void decisions

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### Board procedures

To be binding, board procedures must be adopted by governing board by local law or ordinance. They cover a variety of issues, including:



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### State Environmental Quality Review

To incorporate the consideration of environmental factors into an agency's decision making process at the earliest possible time

SEQR defines environment broadly as resources or characteristics that could be affected by an action, including:

- Land, air, water, minerals
- Flora, fauna
- Noise
- Features of historic or aesthetic significance
- Population patterns
- Community character




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### Environmental Assessment Form (EAF)

- Part 1: Applicant completes
- Part 2 & 3 : Reviewing board completes
- Actions are classified to determine level of review needed to consider environmental impacts:
  - **Type I:** Presumes significant adverse environmental impact; likely to require an environmental impact statement (EIS) (SEQR continues)
  - **Type II:** No environmental impact (SEQR concludes)
  - **Unlisted:** Full or short environmental assessment form required. SEQR ends if negative declaration; EIS if positive declaration of environmental impacts




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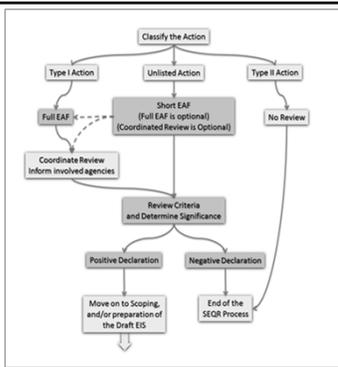
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### Open meetings

- Boards may not meet behind closed doors to discuss applications or board business
- Boards must provide notice to media and public
- A “work session” or “site visit” is a meeting subject to OML if quorum gathers to discuss public business

Executive Sessions may only be held for reasons defined in Open Meetings Law




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### Public meetings

- Allow the public to listen & observe
- Subject to Open Meetings Law: Planning Boards must discuss applications and other board business at meetings open to the public
  - Post notice, meeting schedule to media
  - Quorum of full membership to conduct business




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### Meeting – access & notice

- Access to public
- Notice to public:
  - Provide to press
  - Post in conspicuous place
  - Post on municipal website (5/12/09)
- Notice timeframe based on meeting scheduling:
  - More than one week prior, at least 72 hours (3 days)
  - Less than one week prior, to extent practicable
- 2/12/12: Make agenda and/or documents available prior to or at meeting (online if practicable)
- [www.dos.ny.gov/coog/RecordsDiscussedatMeetings.html](http://www.dos.ny.gov/coog/RecordsDiscussedatMeetings.html)




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### Public hearings

To receive public comment on

- Special use permit applications
- Subdivision applications
- Preparation of preliminary comprehensive plan
- Site plan application (if required by municipality)
- Any appeal before a zoning board of appeals




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### Hearing notice requirements

#### State notice requirements:

- Public meeting requirements
- Legal notice in official newspaper
- At least 5 days before hearing
- Mail notice to:
  - Parties to the appeal or applicant
  - Regional state park commission, if 500' from state park or parkway (ZBA only)
  - Other agencies, if applicable
  - (GML §239-m & GML §239-nn)



#### Examples of local notice requirements:

- Signs on application property (best practice)
- Mailings to neighbors
- Municipal ListServ




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### Notice to adjacent municipality

#### General Municipal Law §239-nn

If property is within 500' of adjacent municipality, application must be referred to clerk of that adjacent municipality

Send notice by mail or email at least 10 days prior to any hearing on proposed:

- Subdivision application
- Site Plan application
- Special use permit application
- Appeal for use variance




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### Referral to county planning agency

Projects requiring referral:

- Special use permits
- Site plan
- Other zoning authorizations
- Subdivisions where authorized by county legislative body
- General Municipal Law §239-m




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### Referral to county planning agency

Applications within 500 feet of:

- Municipal boundaries
- State or county parks or highways
- State or county streams or institutions
- Land on which state or county building is located
- Farm operations in state agricultural districts



**Agreements to exempt certain actions from county review:**  
 minor area variances; site plan review for single- and two-family homes, for example.




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### Waiting to act

Planning boards and ZBAs cannot act until:

- Local board receives county planning agency's report
- or**
- 30 days after county receives full statement



• Two-day rule  
 • Local board and county may agree to extend review period




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### Effect of county recommendation

If county recommends disapproval or approval with conditions, and local board wants to proceed without recommendations...



...it must have supermajority (majority plus one vote)

And explain in record reasons for acting contrary




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### Decisions

#### Must be based on a record

- Must be made within 62 days after hearings closed
- Minutes must contain record of each vote
- Include language of motion and any conditions passed
- Send copy of decision with findings to applicant and county if applicable



#### Boards should support their decisions with findings

- Findings are an analysis which applies law to facts, leading to conclusions
- Findings describe reasons for application's denial or approval; may also support why conditions were imposed




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### Enforcement

- Governing board authorizes CEO/ZEO to enforce approvals and conditions granted by planning and zoning boards
- Could be stated in zoning or other land use law, or statement of CEO/ZEO duties
- Require approval conditions be met to the extent practicable before issuing certificate of occupancy or completion




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**Article 78**

Boards' decisions are not appealed to the ZBA or local governing board

- After board renders decision, one with "standing" can challenge that decision in State Supreme Court. **This action is known as an "Article 78"**
- Challenges must be made with 30 days from date decision was filed in municipal clerk's office
- Commencement shall stay all proceedings
- Court may reverse, affirm, wholly or partly, or may modify decision brought for review




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**New York Department of State**

(518) 473-3355 Training Unit

(518) 474-6740 Counsel's Office

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Email: [localgov@dos.ny.gov](mailto:localgov@dos.ny.gov)

Website: [www.dos.ny.gov](http://www.dos.ny.gov)  
[www.dos.ny.gov/lq/lut/index.html](http://www.dos.ny.gov/lq/lut/index.html)




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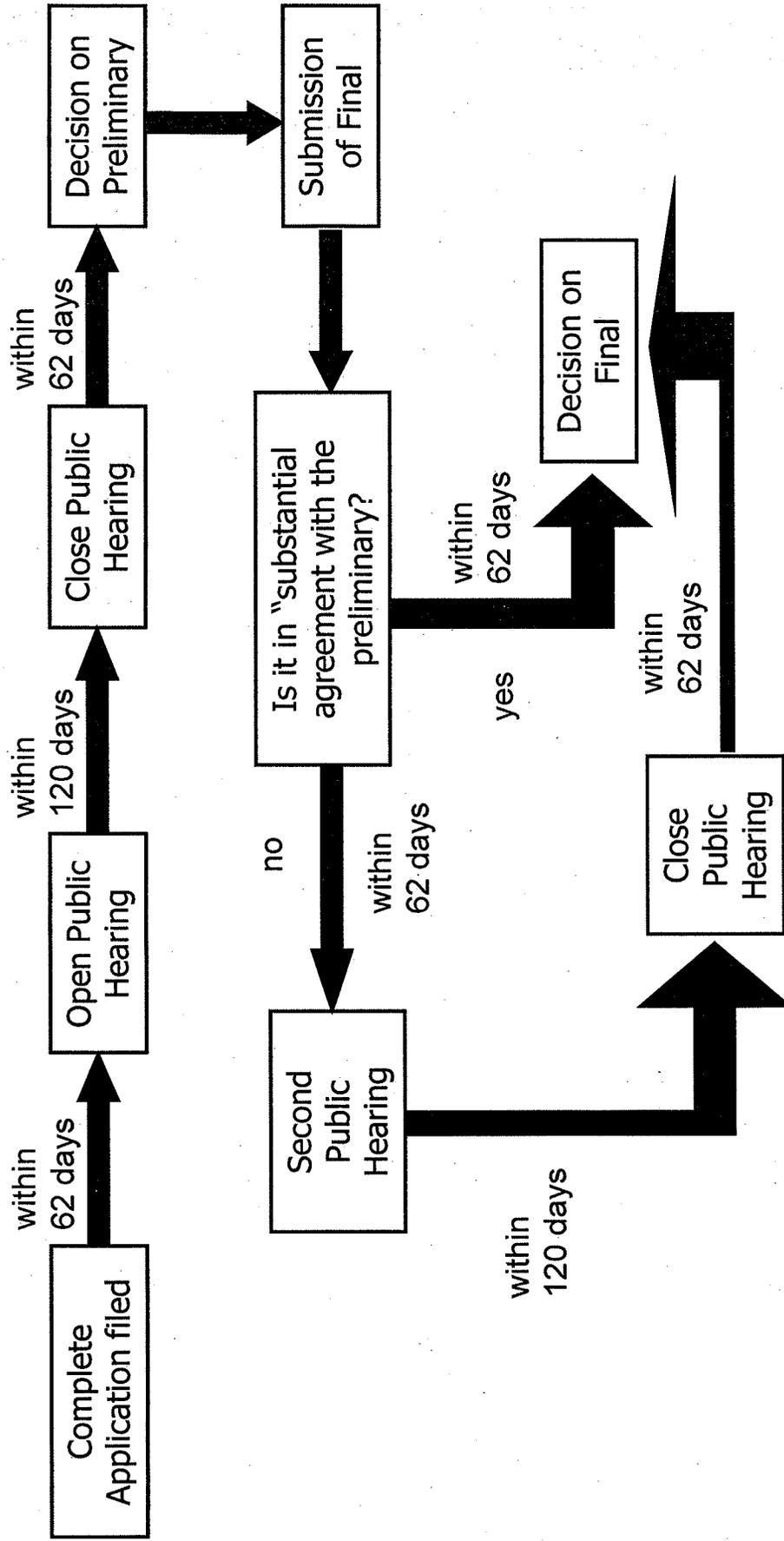


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# Procedures - Subdivision

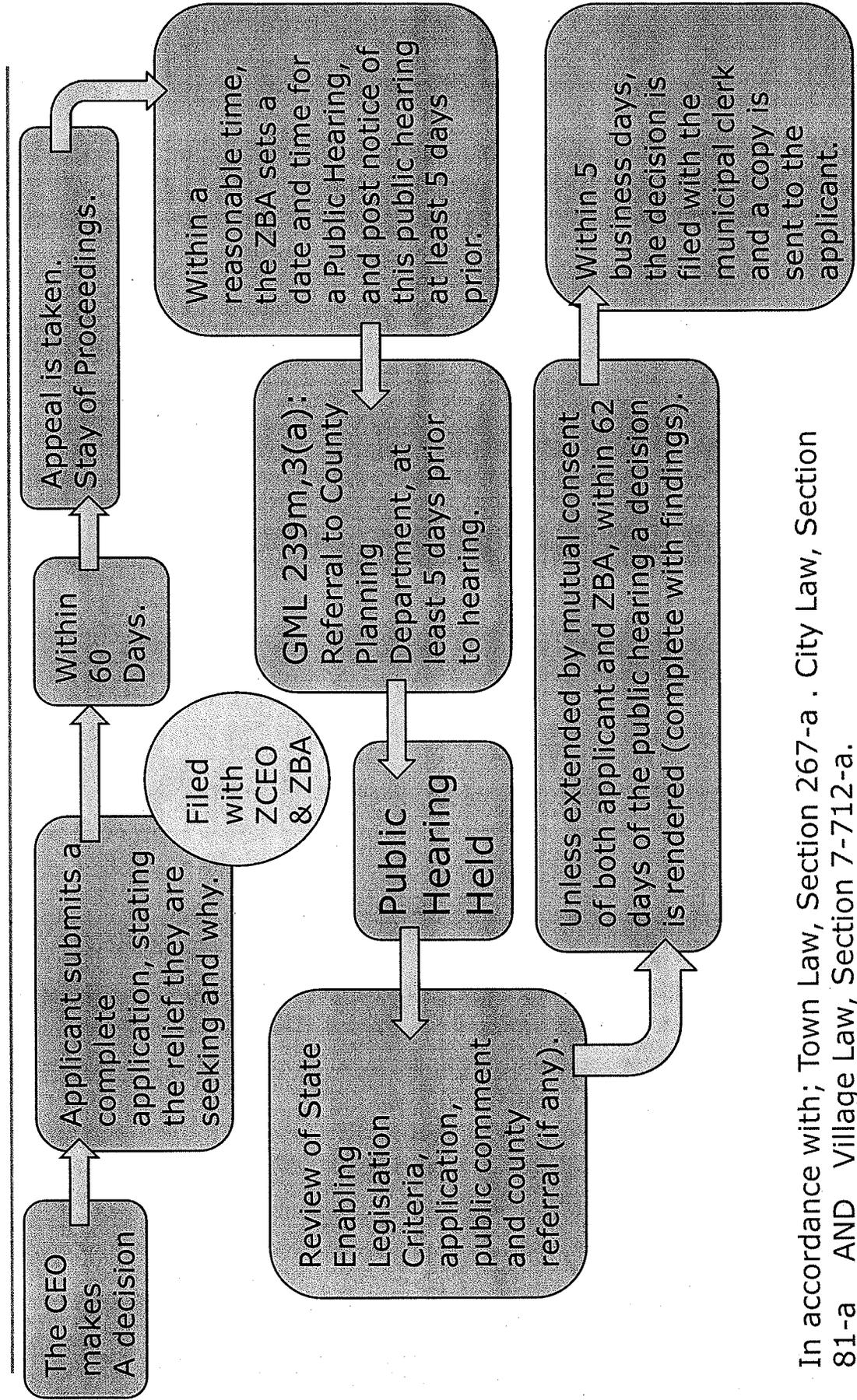


Source: Ontario County, NY

[www.co.ontario.ny.us/planning/](http://www.co.ontario.ny.us/planning/)



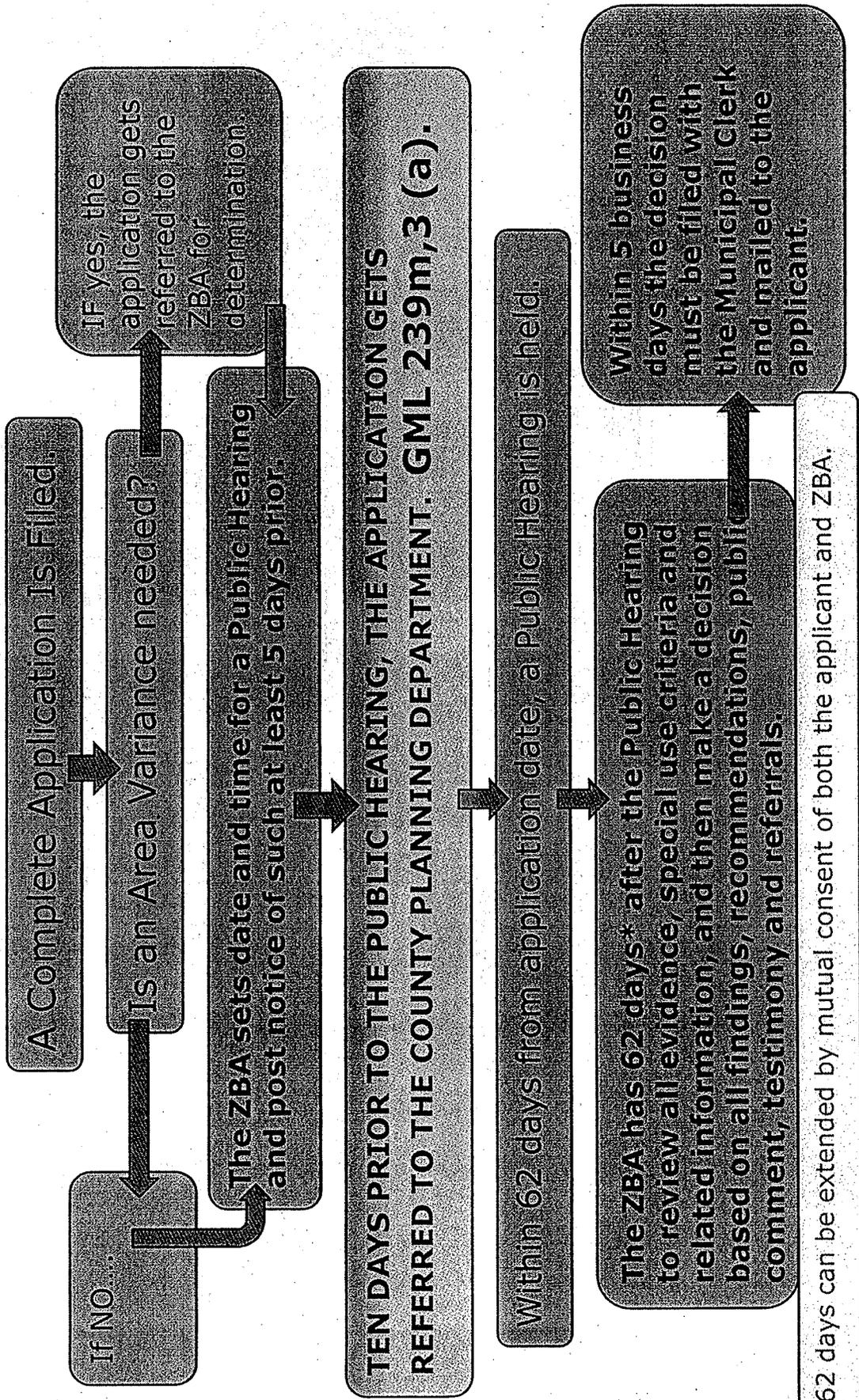
# Variance Procedures for the ZBA



In accordance with; Town Law, Section 267-a . City Law, Section 81-a AND Village Law, Section 7-712-a.

# Special Use Permit Procedures :

Town Law 274(b), City Law 27-b, Village Law 7-725-(b)



\* 62 days can be extended by mutual consent of both the applicant and ZBA.