

**Adjacency & Subdivision Implementation Tasks:
REPORTING SYSTEM WORKPLAN
(January 13, 2021)**

INTRODUCTION

The following describes the LUPC staff proposed workplan to summarize and assess outcomes of what was referred to as the 2019 Adjacency & Subdivision rulemaking. That rulemaking:

- made changes to the ‘adjacency principle;’
- improved subdivision standards; and
- added other standards regarding an impact-based approach for residential and non-residential development, home- and farm-based businesses, scenic byways, and hillside development.

Due to a number of factors, not all outcomes or aspects of performance can be measured or assessed quantitatively. In some instances, the workplan describes other information or assessments that may be informative substitutes.

Workload

This workplan includes an assessment of the workload anticipated to achieve each research and assessment task. While the Commission previously committed to certain tasks, and the additional tasks are valuable and appropriate, it will require the devotion of time and resources. Specifically, anticipated workloads are indicated as one of three levels:

Workload	Description
+	<u>Negligible effect on LUPC workload:</u> information is already collected by the LUPC; summaries are easily achievable;
+ +	<u>Some increase to LUPC workload:</u> data collection or analysis will require a moderate amount of backfilling, summary, or linking of data; or additional staff time will be required on a regular basis;
+ + +	<u>Significant increase to LUPC workload:</u> significant staff time or agency resources will be necessary to complete the task.

Experience implementing the rules and carrying out this workplan will further inform the Commission’s perspective, provide perspective on the workload, and may suggest whether refinements are appropriate.

CHALLENGES AND LIMITATIONS TO COLLECTING OR INTERPRETING DATA

This workplan and the related assessments are and will be influenced or otherwise limited by a number of factors. In order to provide context and to inform expectations, the following items describe several factors.

1. A number of changes included in the 2019 rulemaking do not warrant specific data collection or assessment. Examples include but are not limited to: basic change in terminology (e.g., home-based business, common open space); new defined terminology; format of citations and basic restructuring of the rule. These elements will be monitored for issues consistent with the agency's normal administrative responsibilities and efforts.
2. Assessment of some portions of the rule are not feasible, often due to the absence of data. Examples include but are not limited to:
 - a. Assessing the success or failure of some standards based on a ratio of approvals versus denials is constrained because it is not always possible to know the number of people who did not apply due to their knowledge of the applicable standards; and
 - b. Effects on the rate of parcelization¹ and exempt lot creation is limited due to the lack of any data² and limits to agency authority.

Whenever possible, other data will be considered provided that the data is viewed as a valuable substitute or proxy (in-part or in-whole).

3. To varying degrees, outcomes from current or prior rules may be influenced by outside factors, such as direct or indirect markets, landowner goals, and other regulatory programs. These factors are not within the Commission's purview and often change or fluctuate over time. Ultimately, assessment of any and all data should consider applicable factors to the extent possible.
4. Comparisons to historical permitting trends can become less informative as the Commission's rules evolve regularly. Further, in some instances, comparing recent outcomes to past trends may not offer valuable perspective due to the number of variables.
5. Impacts and benefits from development often occur at a slower rate than anticipated.
6. Development review and the approval process may occur in stages – zoning approval, subdivision approval, and development approval.
7. Construction activity and completion of any one site may take months, while full buildout may not occur for several years.
8. Habitation and regular use will likely be sporadic and indistinct.
9. Affects to local or regional resources, or the strain on community services, could be subtle or abrupt, but attributing impacts to a single cause or source likely will be difficult.

¹ The LUPC has limited access to parcel data in municipalities or plantations within its service area, who are not required by law to share parcel data with the LUPC.

² When a property owner uses a subdivision exemption(s) to create a lot division(s), there is no requirement to report the action to LUPC. While such divisions are recorded in the registry of deeds, currently the LUPC does not have the capacity to research, either periodically or on an ongoing basis, when and how exempt lots are created. (See Chapter 10, Section 10.25,Q,1,g for the list of exemptions.)

PURPOSE

To monitor, assess, and report on the outcomes of the 2019 rule revisions concerning adjacency and subdivision.

GOAL 1: Periodically assess the effectiveness and outcomes of the rulemaking³.

Strategies:

- a. Review rule revisions at predetermined intervals [see letter (i), below] with attention to emerging patterns of development and any potential long-term implications.

Predetermined review intervals/research and assessment tasks:

Workload

Task

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| + + | (i) | Conduct a review of the effectiveness of the revised application of the adjacency principle: <ul style="list-style-type: none">- Five years after adoption (<i>i.e.</i>, 2024).- Following the approval of five petitions for rezoning to create new, or expand existing, development subdistricts in any single county. Group by resource-based and non-resource-based development [excluding certain resource dependent zones (D-PD, D-PR, and D-RF), deorganizations, and FEMA map revisions].- Conduct a review of the effectiveness and effects following the approval of 100 residential lots created through subdivision (excluding lots created in a concept plan). |
| + + + | (ii) | Survey rural hub towns potentially impacted by new development activity (e.g. located near, or serving, new development), and other municipalities as needed, to identify any long-term implications of the revised rules. |
| + + + | (iii) | Identify and describe the status or buildout of residential subdivisions or commercial development in subdistricts established after the effective date of the revised rules. |
| + + | (iv) | Summarize permitting and rezoning data in five-year increments, or in other date ranges if applicable and as needed. |
| + + + | (v) | Assess whether the hillside development standards effectively minimize views of development from scenic resources. |

³ “The Commission is committed to monitoring the effects of this policy change. In addition to collecting data about rezoning and permit approvals as part of the normal course of work, the Commission will initiate a review of the effectiveness of the application of the adjacency policy: five years after the adoption of the rules; upon the approval of five petitions for rezoning to create new, or expand existing, development subdistricts in any single county; or upon the approval of 100 residential subdivision lots outside of concept plans, whichever comes first.” June 17,2019 Chapter 10 basis statement, page 25.

- b. Annually track and report relevant development activity, with focus on identifying specific locations that may experience rezoning or permitting activity, flagging any issues that may emerge, and capturing lessons learned along the way.

Annual research and assessment:

<u>Workload</u>	<u>Task</u>
++	(i) Regardless of whether the rate and location of development triggers a formal review, as described above in strategy a,(i), staff will summarize outcomes to the Commission, and will likely include a summary in the annual performance report to the Legislative Committee on Agriculture, Conservation and Forestry.
++	(ii) Maintain a general summary of other outreach conducted by staff.
++	(iii) Work to measure or otherwise describe the number of potential projects that do not result in a permit application or zoning petition. Including:
++	- On a quarterly basis, check in with staff for anecdotal information regarding pre-application meetings / discussions that likely will not result in an application or petition; and
+	- Monitor use of the Commission’s mapping and informational resources.
+++	(iv) Analyze travel distances for emergency services from point of origin to new development zones. If applicable and practicable, also analyze distances by road and in a straight line from new development subdistricts to: the boundary of the nearest rural hub; and the center of the nearest rural hub.
++	(v) Reach out to potentially impacted rural hubs or municipalities during active permitting or rezoning processes to solicit comments, and then summarize feedback in annual reports.
++	(vi) Analyze implementation of the new wildlife corridor requirements, for residential subdivision designs and certain commercial development, to determine if wildlife corridors are being incorporated into designs as intended.
+	(vii) Share reports with stakeholders and the public.
+++	(viii) As appropriate or needed, the staff will check in with stakeholders.

ADDITIONAL GOALS, STRATEGIES, and TASKS

GOAL 2: Guide development subdistricts to appropriate locations, siting most development where there is existing development and where services can be provided efficiently.

Strategies:

- a. Replace the one-mile rule of thumb with a more refined and predictable system to locate non-resource-based commercial and non-recreation-based residential subdivision development closest to services.

Annual Research and Assessment:

<u>Workload</u>	<u>Task</u>
+	(i) List all petitions processed for new or expanded (non-resource dependent) development zones. List to indicate:
+	- permit number, acres, Minor Civil Division (MCD), county, subdistrict, purpose, locational criterion (primary, secondary), lake management classification, disposition; and
++	- existing and resulting lake shoreline and area density calculations, and distance to the nearest rural hub;
+	(ii) Summarize approved petitions by subdistrict, county, and locational criterion;
+++	(iii) Assess the likelihood that the outcomes for approved and disapproved zoning petitions would have been any different according to prior rules and policies. Describe any likely different outcomes; and
++	(iv) If applicable, describe outcomes of any approvals or disapprovals that have sparked reason for concern.

- b. Allow subdistricts for resource dependent commercial uses to be located away from services, provided they do not undermine the quality of the surrounding natural or recreational resources, and do not create a burden for service providers.

Annual Research and Assessment:

<u>Workload</u>	<u>Task</u>
+	(i) List of all petitions processed for new or expanded resource dependent development zones. List to indicate: permit number, acres, MCD, county, subdistrict, purpose, locational criterion (resource or feature development is located near), and disposition;
+	(ii) Summarize approved petitions by subdistrict, county, and locational criterion;

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- + + (iii) Assess the likelihood that the outcomes for approved and disapproved zoning petitions would have been any different according to prior rules and policies. Describe any likely different outcomes;
 - + + (iv) Identify and describe any adverse impacts on natural or recreational resources that have been identified;
- c. Allow subdistricts for recreation-based subdivisions near certain management class lakes that are already developed, and near permanent trails serving motorized vehicles, nonmotorized vehicles, or equestrian users.

Annual Research and Assessment:

<u>Workload</u>	<u>Task</u>
+	(i) List all petitions processed for new or expanded D-RS subdistricts for recreation-based subdivisions. List to indicate:
+	- permit number, acres, MCD, county, subdistrict, purpose, applicable resource (lake or trail), lake management classification, disposition; and
+ +	- existing and resulting lake shoreline and area density calculations, distance to the nearest rural hub, and distance from a public road.
+	(ii) Summarize approved petitions by subdistrict, county, and locational criterion;
+ +	(iii) Assess the likelihood that the outcomes for approved and denied zoning petitions would have been any different according to prior rules and policies. Describe any likely different outcomes;
+ +	(iv) If applicable, describe outcomes of any approvals or denials that have sparked reason for concern.

GOAL 3: Revise land use standards to improve flexibility and suitability for residential subdivisions proposed in the Commission’s rural service area.

Strategies:

- a. Encourage more lot creation through subdivision, rather than through exempt lot creation, by updating and broadening options for subdivision designs.

Annual Research and Assessment:

<u>Workload</u>	<u>Task</u>
+	(i) List all subdivisions processed. List to indicate: permit number, acres, MCD, county, subdistrict, net change in lots, purpose (for lease or sale), subdivision layout, and disposition;

- + (ii) Summarize approved subdivisions, by county and locational criterion, and by layout and density;
- + (iii) Comparison to historic data (20-year annual average of the net change in lots approved through subdivision); and
- + + (iv) If applicable, describe outcomes of any approvals or disapprovals that have sparked reason for concern.

GOAL 4: Increase flexibility for resource-based development in locations that do not undermine the quality of the surrounding natural or recreational resources or create a burden on the service providers in the region while simultaneously limiting the potential for similar development in locations near sensitive resources.

Strategies:

- a. Establish detailed and customized standards for new and existing allowed uses that accomplish or otherwise improve existing protections of natural and cultural resources. (For example, standards that protect views from development on hillsides, provide for wildlife passage and road associations, and require deeded access by road, etc.)

Annual Research and Assessment:

Workload

Task

- + (i) Summarize the number of applications (BPs, DPs, or SPs) where Section 10.25,E,2 (Hillside standards) applied; and
- + + (ii) Summarize the amount and type of hillside development that occurred near scenic byways.

- b. Allow new, and continue to allow existing, resource-based commercial uses to be located away from services, provided they do not undermine the quality of the surrounding natural or recreational resources, and do not create a burden for service providers.

Annual Research and Assessment:

Workload

Task

- (i) List all applications for resource-based uses processed. List to indicate:
 - + - permit number, MCD, county, subdistrict, use, resource dependency, general characterization of the type of activity (new site/use, expanded site/use, other), disposition; and
 - + + - distance to the nearest rural hub.
- + (ii) Summarize the number and type of permits by Use Listing: (i.e., natural resource processing, natural resource extraction, recreation

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supply, recreation day use, home-based businesses, agricultural processing, agritourism). For each use listing, identify each business type (e.g., peat extraction; canoe rental)

- + (iii) Summarize approved permits, by use, county and resource;
- + + (iv) Assess the likelihood that the outcomes for approved and disapproved zoning petitions would have been any different according to prior rules and policies. Describe any likely different outcomes.
- + + (v) If applicable, describe outcomes of any approvals or disapprovals that have sparked reason for concern.