

February 9, 2021

SENATE BILL No. 392

DIGEST OF SB 392 (Updated February 4, 2021 1:29 pm - DI 87)

Citations Affected: IC 36-7.

Synopsis: Marion County zoning. Provides in Marion County, the legislative body and the board of zoning appeals of: (1) Lawrence, Speedway, Southport, or Beech Grove (excluded city) has exclusive territorial authority within the excluded city; (2) a township (excluding Center Township) has exclusive territorial authority within the area of the township located outside an excluded city; and (3) the city of Indianapolis, has exclusive territorial authority within the boundaries of Center Township.

Effective: July 1, 2021.

Young M, Freeman, Walker K, Sandlin, Crider

January 14, 2021, read first time and referred to Committee on Local Government. February 8, 2021, amended, reported favorably — Do Pass; reassigned to Committee on Appropriations.



February 9, 2021

First Regular Session of the 122nd General Assembly (2021)

PRINTING CODE. Amendments: Whenever an existing statute (or a section of the Indiana Constitution) is being amended, the text of the existing provision will appear in this style type, additions will appear in this style type, and deletions will appear in this style type.

Additions: Whenever a new statutory provision is being enacted (or a new constitutional provision adopted), the text of the new provision will appear in **this style type**. Also, the word **NEW** will appear in that style type in the introductory clause of each SECTION that adds a new provision to the Indiana Code or the Indiana Constitution.

Conflict reconciliation: Text in a statute in *this style type* or *this style type* reconciles conflicts between statutes enacted by the 2020 Regular Session of the General Assembly.

SENATE BILL No. 392

A BILL FOR AN ACT to amend the Indiana Code concerning local government.

Be it enacted by the General Assembly of the State of Indiana:

1	SECTION 1. IC 36-7-4-102.5 IS ADDED TO THE INDIANA
2	CODE AS A NEW SECTION TO READ AS FOLLOWS
3	[EFFECTIVE JULY 1, 2021]: Sec. 102.5. "Consolidated city" means
4	the city of Indianapolis.
5	SECTION 2. IC 36-7-4-102.6 IS ADDED TO THE INDIANA
6	CODE AS A NEW SECTION TO READ AS FOLLOWS
7	[EFFECTIVE JULY 1, 2021]: Sec. 102.6. "Excluded city" means the
8	municipality of Lawrence, Speedway, Southport, or Beech Grove
9	in Marion County.
10	SECTION 3. IC 36-7-4-201, AS AMENDED BY P.L.145-2015,
11	SECTION 7, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE
12	JULY 1, 2021]: Sec. 201. (a) For purposes of IC 36-1-3-6, a unit
13	wanting to exercise planning and zoning powers in Indiana, including
14	the issuance of permits under IC 8-1-32.3 (except as otherwise
15	provided in IC 8-1-32.3), must do so in the manner provided by this
16	chapter.
17	(b) The purpose of this chapter is to encourage units to improve the



1	health, safety, convenience, and welfare of their citizens and to plan for
2	the future development of their communities to the end:
3	(1) that highway systems be carefully planned;
4	(2) that new communities grow only with adequate public way,
5	utility, health, educational, and recreational facilities;
6	(3) that the needs of agriculture, forestry, industry, and business
7	be recognized in future growth;
8	(4) that residential areas provide healthful surroundings for family
9	life; and
10	(5) that the growth of the community is commensurate with and
10	promotive of the efficient and economical use of public funds.
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	(c) Furthermore, municipalities and counties may cooperatively
13	establish single and unified planning and zoning entities to carry out
14	the purpose of this chapter on a countywide basis.
15	(d) METRO. Expanding urbanization in each county having a
16	consolidated city has created problems that have made the unification
17	of planning and zoning functions a necessity to insure the health,
18	safety, morals, economic development, and general welfare of the
19	county. To accomplish this unification, a single planning and zoning
20	authority, the metropolitan development commission, is established
21	for the county. However, units within the county have exclusive
22	legislative authority as provided in subsection (e) and board of
23	zoning appeals authority as provided in section 901 of this chapter.
24	(e) METRO. The territorial jurisdiction of each legislative body
25	under this chapter is as follows:
26	(1) The legislative body of an excluded city has exclusive
27	territorial jurisdiction under this chapter within the
28	boundaries of the excluded city.
29	(2) The legislative body of a township (excluding Center
30	Township) has exclusive territorial jurisdiction under this
31	chapter:
32	(A) inside the township boundaries; and
33	(B) outside the boundaries of an excluded city.
34	(3) The legislative body of a consolidated city has exclusive
35	territorial jurisdiction within the boundaries of Center
36	Township.
37	Unless expressly provided otherwise, any reference in this chapter
38	to the legislative body is a reference to the legislative body that has
39	exclusive territorial jurisdiction as provided in this section.
40	SECTION 4. IC 36-7-4-901 IS AMENDED TO READ AS
41	FOLLOWS [EFFECTIVE JULY 1, 2021]: Sec. 901. (a) As a part of the
42	zoning ordinance, the legislative body shall establish a board of zoning

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(b) The board of zoning appeals is composed of one (1) division, unless the zoning ordinance is amended under this subsection. Whenever considered desirable, the zoning ordinance may be amended to establish an additional one (1), two (2), or three (3) divisions of the board of zoning appeals.

(c) After January 1, 1984, whenever any divisions of the board of
zoning appeals are established or reestablished by the zoning
ordinance, the ordinance must provide for each division to consist of
five (5) members appointed in accordance with section 902 of this
chapter.

(d) The board of zoning appeals shall be known as:

(1) the advisory board of zoning appeals (under the advisory planning law);

15 (2) the area board of zoning appeals (under the area planning16 law); or

(3) the metropolitan board of zoning appeals (under the metropolitan development law).

(e) Except as provided in this section, a board of zoning appeals has
territorial jurisdiction over all the land subject to the zoning ordinance,
and if the board has more than one (1) division, all divisions have
concurrent jurisdiction within that territory.

(f) ADVISORY–AREA. The zoning ordinance may provide that any
additional division of the board of zoning appeals, having been
established under subsection (b), is to have only limited territorial
jurisdiction. The zoning ordinance must describe the limits of that
division's territorial jurisdiction and specify whether that division has
exclusive or concurrent jurisdiction within that territory.

29 (g) METRO. Any municipal board of zoning appeals that was 30 established by an excluded city under IC 18-7-2-61 (before its repeal 31 on September 1, 1981) continues as the board of zoning appeals for 32 that municipality. A board of zoning appeals for an excluded city has 33 exclusive territorial jurisdiction within the corporate boundaries of that 34 municipality. All divisions of the metropolitan board of zoning appeals 35 have concurrent territorial jurisdiction throughout the remainder of the county. The legislative body of the consolidated city may adopt 36 37 ordinances to regulate the time of the meetings and the voting 38 procedures of the metropolitan board of zoning appeals. The 39 territorial jurisdiction of each board of zoning appeals is as 40 follows:

41 (1) A board of zoning appeals of an excluded city has exclusive
42 territorial jurisdiction within the boundaries of that excluded

1 city. 2 (2) A board of zoning appeals of a township (excluding Center 3 Township) has exclusive territorial jurisdiction within the 4 area located: 5 (A) inside the township boundaries; and 6 (B) outside the corporate boundaries of the excluded cities 7 and the consolidated city. 8 (3) A board of zoning appeals of a consolidated city has 9 exclusive territorial jurisdiction within the boundaries of 10 Center Township. 11 Unless expressly provided otherwise, any reference to a board of 12 zoning appeals is a reference to the board of zoning appeals that 13 has exclusive territorial jurisdiction as provided in this subsection. 14 (h) ADVISORY. Any board of zoning appeals that was established 15 under IC 18-7-3-11 continues as the board of zoning appeals for that jurisdiction, until otherwise provided by the zoning ordinance. 16 17 (i) AREA. Any board of zoning appeals that was established under the advisory planning law and continued in existence under the area 18 19 planning law continues as the board of zoning appeals for that 20 jurisdiction, until otherwise provided by the zoning ordinance. 21 (i) AREA. Any board of zoning appeals that was established under 22 the area planning law as a seven (7) member board continues as the 23 area board of zoning appeals, until otherwise provided by the zoning 24 ordinance. 25 (k) METRO. The zoning ordinance may provide that a historic preservation commission created under IC 36-7-11.1-3 may exercise 26 27 the powers of a board of zoning appeals within a historic area or 28 historic zoning district established under IC 36-7-11.1-6. However, this 29 subsection does not eliminate the need for a historic preservation 30 commission to issue a certificate of appropriateness under 31 IC 36-7-11.1-8(e) before the approval of a variance by either: 32 (1) a board of zoning appeals; or 33 (2) a historic preservation commission exercising the powers of 34 a board of zoning appeals. 35 SECTION 5. IC 36-7-4-902 IS AMENDED TO READ AS 36 FOLLOWS [EFFECTIVE JULY 1, 2021]: Sec. 902. (a) ADVISORY. 37 Each division of the advisory board of zoning appeals consists of five 38 (5) members as follows: 39 (1) Three (3) citizen members appointed by the executive of the 40 municipality or county, of whom one (1) must be a member of the 41 plan commission and two (2) must not be members of the plan 42 commission.

1 (2) One (1) citizen member appointed by the fiscal body of the 2 municipality or county, who must not be a member of the plan 3 commission. 4 (3) One (1) member appointed by the plan commission from the 5 plan commission's membership, who must be a county 6 agricultural agent or a citizen member of the plan commission 7 other than the member appointed under subdivision (1). 8 (b) ADVISORY. In each county having a metropolitan plan 9 commission, subsection (a) does not apply. In such a county, each 10 division of the advisory board of zoning appeals consists of five (5) 11 members as follows: 12 (1) Two (2) members, of whom no more than one (1) may be of 13 the same political party, appointed by the county legislative body. 14 (2) Three (3) members, of whom no more than two (2) may be of 15 the same political party, appointed by the second class city 16 executive. One (1) only of these members must be a member of 17 the plan commission. (c) AREA. When the area board of zoning appeals was established 18 19 before January 1, 1984, as a seven (7) member board, the board 20 consists of seven (7) members as follows: 21 (1) Two (2) citizen members appointed by the area plan 22 commission from its membership, one (1) of whom must be a 23 municipal representative and the other must be a county 24 representative. 25 (2) Three (3) citizen members, who may not be members of any 26 plan commission, appointed by the executive of the largest 27 municipality in the county. However, if there are two (2) or more 28 municipalities having a population of at least twenty thousand 29 (20,000) in the county, the executive of the largest municipality 30 shall appoint two (2) citizen members and the executive of the 31 second largest municipality shall appoint one (1) citizen member. 32 Furthermore, if there are no cities in the county participating in 33 the commission, then the three (3) members appointed under this 34 subdivision shall be appointed as follows: 35 (A) One (1) member appointed by the county executive. 36 (B) One (1) member appointed by the county fiscal body. 37 (C) One (1) member appointed by the legislative bodies of 38 those towns participating in the commission. 39 (3) Two (2) citizen members, who may not be members of any 40 plan commission, appointed by the county legislative body. 41 (d) AREA. Except as provided in subsection (c), each division of 42 the area board of zoning appeals consists of five (5) members as



1	follows:
2	(1) One (1) citizen member appointed by the area plan
3	commission from its membership.
4	(2) One (1) citizen member, who may not be a member of any
5	plan commission, appointed by the executive of the largest
6	municipality in the county participating in the commission.
7	(3) Two (2) citizen members, of whom one (1) must be a member
8	of the area plan commission and one (1) must not be a member of
9	any plan commission, appointed by the county legislative body.
10	(4) One (1) citizen member, who may not be a member of any
11	plan commission, appointed by the executive of the second largest
12	municipality in the county participating in the commission.
13	However, if there is only one (1) municipality in the county
14	participating in the commission, then the county legislative body
15	shall make this appointment.
16	(e) METRO. Each division of the metropolitan board of zoning
17	appeals consists of five (5) members as follows:
18	(1) Two (2) citizen members appointed by the executive of the
19	consolidated city.
20	(2) Two (2) citizen members appointed by the legislative body of
21	the consolidated city.
22	(3) One (1) citizen member, who may also be a member of the
23	metropolitan development commission, appointed by the
24	commission.
25	(f) METRO. The municipal board of zoning appeals for an excluded
26	city consists of five (5) members as follows:
27	(1) This subdivision applies to an excluded city that has a
28	mayor.
29	(1) (A) Three (3) citizen members appointed by the legislative
30	body of the excluded city.
31	(2) (B) Two (2) citizen members, who may also be members
32	of the metropolitan development commission, appointed by
33	the commission. mayor of the excluded city.
34	(2) This subdivision applies to an excluded city that does not
35	have a mayor. Five (5) citizen members appointed by the
36	legislative body of the excluded city.
37	(g) METRO. A township board of zoning appeals consists of five
38	(5) members as follows:
39	(1) Three (3) citizen members appointed by the township
40	executive.
41	(2) Two (2) citizen members appointed by the township
42	legislative body.



1 (g) (h) Whenever the zoning ordinance provides for a certain 2 division of the board of zoning appeals to have limited territorial 3 jurisdiction, it must also provide for that division to consist of members 4 who are all residents of that limited territory. Those members shall be 5 appointed in the same manner that is prescribed by subsection (a) for 6 divisions of an advisory board of zoning appeals, but if the plan 7 commission is unable to make its appointment in that manner, the 8 appointment shall be made instead by the legislative body. 9 SECTION 6. IC 36-7-4-903, AS AMENDED BY P.L.126-2011, 10 SECTION 26, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE JULY 1, 2021]: Sec. 903. ADVISORY. (a) When a municipal plan 11 12 commission exercises jurisdiction outside the incorporated area of the 13 municipality as provided for in section 205 or 1208 of this chapter, one 14 (1) of the following must occur: 15 (1) An additional division of the board of zoning appeals shall be 16 established under section 901(b) of this chapter that will have 17 territorial jurisdiction only in the unincorporated area. The 18 division must consist only of: 19 (A) residents of the unincorporated area; or 20 (B) individuals who reside in the county and also own real 21 property within the unincorporated area. 22 However, at least a majority of the members appointed to the 23 division must be residents of the unincorporated area. 24 (2) The municipal plan commission shall designate, as its 25 appointment to the municipal board of zoning appeals under 26 section 902(a)(3) of this chapter one (1) of the additional citizen 27 members who were appointed under section 214(a), 1210(a), or 28 1210.5(c)(3) of this chapter to the plan commission to represent 29 the unincorporated area. The citizen shall be appointed for a term 30 of two (2) years. The citizen is entitled to participate and vote in 31 all deliberations of the municipal board of zoning appeals. 32 (b) Notwithstanding section 902(g) 902(h) of this chapter, if the 33 zoning ordinance provides for an additional division of the board of 34 zoning appeals under subsection (a)(1), the ordinance may also provide 35 for the appointment of one (1) or more members of that division by 36 elected officials of the county or township. 37 SECTION 7. IC 36-7-4-918.8 IS AMENDED TO READ AS 38 FOLLOWS [EFFECTIVE JULY 1, 2021]: Sec. 918.8. (a) METRO. 39 This section applies to proposed ordinances for the amendment of 40 a zoning ordinance that only affects real property located within 41 Center Township of the consolidated city. (a) (b) METRO. In connection with its consideration of a proposed

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1	ordinance for the amendment of the zoning ordinance proposed under
2	section 607(c)(2) of this chapter, the metropolitan development
3	commission may exercise the powers of the metropolitan board of
4	zoning appeals for the purpose of approving or denying:
5	(1) a variance from the development standards of the zoning
6	ordinance; or
7	(2) a special exception, special use, contingent use, or conditional
8	use from the terms of the zoning ordinance.
9	(b) (c) METRO. The commission may, by rule, establish procedures
10	so that the power of the commission to recommend amendment of
11	zoning ordinances and the power of the commission to approve and
12	deny these variances, exceptions, and uses may be exercised
13	concurrently. These rules may be inconsistent with the 900 series to the
14	extent reasonably necessary to allow the commission to exercise the
15	power to approve or deny these variance, exception, and use petitions.
16	(c) (d) METRO. When acting under this section, the commission
17	may:
18	(1) vote on the amendment to the zoning ordinance and the
19	variance, exception, or use petition at the same time; and
20	(2) condition the approval of variance, exception, or use in such
21	a manner that it takes effect when the recommended ordinance
22	amendment is approved by the legislative body.
23	(d) (e) METRO. Section 922 of this chapter does not apply to
24	variances, exceptions, and uses approved under this section.
25	SECTION 8. IC 36-7-4-922, AS AMENDED BY P.L.88-2014,
26	SECTION 3, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE
27	JULY 1, 2021]: Sec. 922. (a) METRO. This subsection applies only
28	to a board of zoning appeals of a consolidated city. Either of the
29	following may appeal to the metropolitan development commission the
30	following decisions of a board of zoning appeals:
31	(1) An official designated by the metropolitan development
32	commission. An official may appeal any decision regarding:
33	(A) an administrative appeal; or
34	(B) approving:
35	(i) a special exception;
36	(ii) a special or conditional use; or
37	(iii) a variance from the terms of the zoning ordinance.
38	(2) A member of the legislative body of the city and county in
39	whose district the parcel of real property under consideration is
40	located. A legislative body member in whose district the parcel of
41	real property under consideration is located may appeal any
42	decision approving, denying, or otherwise concerning a variance



of use from the terms of the zoning ordinance that affects only real property located outside the corporate boundaries of an excluded city.

4 The official or the legislative body member must file in the office of the 5 department of metropolitan development a notice of appeal within five 6 (5) days after the board files a copy of the decision in the office of the 7 board. However, if a representative of the department of metropolitan 8 development or the legislative body member appears at the hearing at 9 which the administrative appeal is decided or the special exception, 10 special or conditional use, or variance is approved or denied, then the 11 official or legislative body member must file the notice of appeal within 12 five (5) days after the board has rendered its decision. The notice must 13 certify that the decision raises a substantial question of zoning policy appropriate for consideration by the commission. The commission shall 14 15 hear the appeal at its next regular meeting held not less than five (5) days after the notice of appeal is filed. 16

17 (b) METRO. This subsection applies only to a board of zoning 18 appeals of a consolidated city. In hearing appeals under this section, 19 the metropolitan development commission sits as a board of zoning 20 appeals and shall be treated as if it is a board for purposes of this 21 section. The commission may accept into evidence the written record, 22 if any, of the hearing before the board of zoning appeals, along with 23 other evidence introduced by the staff or interested parties. The 24 commission shall consider the matter de novo, but the decision of the 25 board is considered affirmed unless two-thirds (2/3) of the commission 26 members voting vote to deny the administrative appeal, exception, use, 27 or variance.

(c) METRO. This subsection applies only to a board of zoning appeals of a consolidated city. Although persons other than the designated official or legislative body member may not appeal a decision of a board of zoning appeals to the metropolitan development commission, they may appear as interested parties in appeals under this section. No public notice need be given of the hearing of an appeal under this section, but the official or legislative body member shall promptly mail notice of the subject of the appeal and date and place of the hearing to each adverse party. However, if the record of the board shows that more than three (3) proponents or more than three (3) remonstrators appeared, then the official or legislative body member need mail notice only to the first three (3) of each as disclosed by the record.

(d) This subsection applies only to decisions of a board of zoning appeals of a consolidated city. The metropolitan development



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commission shall give strong consideration to the first continuance of an appeals hearing held under this section that is filed by a member of the legislative body of the city and county.

4 (e) METRO. This subsection applies only to decisions of a board 5 of zoning appeals of an excluded city. A member of the legislative 6 body of the excluded city in whose district the parcel of real 7 property under consideration is located may appeal decisions of a 8 board of zoning appeals. The legislative body member in whose 9 district the parcel of real property under consideration is located 10 may appeal any decision approving, denying, or otherwise 11 concerning a variance of use from the terms of the zoning 12 ordinance that affects only real property located inside the 13 corporate boundaries of the excluded city. The legislative body 14 member must file in the office of the exclusive city legislative body 15 a notice of appeal not later than five (5) days after the board files a copy of the decision in the office of the board. However, if the 16 17 legislative body member appears at the hearing at which the 18 administrative appeal is decided, or the special exception, special 19 or conditional use, or variance is approved or denied, then the 20 legislative body member must file the notice of appeal not later 21 than five (5) days after the board has rendered its decision. The 22 notice must certify that the decision raises a substantial question of 23 zoning policy appropriate for consideration by the legislative body 24 of the excluded city. The legislative body shall hear the appeal at its 25 next regular meeting. In hearing appeals for decisions of the board 26 of zoning appeals of an excluded city, the legislative body of the 27 excluded city sits as the final board of appeals and shall be treated 28 as if it is a board for purposes of this section. The legislative body 29 may accept into evidence the written record, if any, of the hearing 30 before the board of zoning appeals, along with other evidence introduced by the staff or interested parties. The decision of the 31 32 board is considered affirmed unless two-thirds (2/3) of the 33 legislative body voting vote to deny the administrative appeal, 34 exception, use, or variance.

(f) METRO. This subsection applies only to decisions of a township board of zoning appeals. A member of the township legislative body in whose district the parcel of real property under consideration is located may appeal decisions of a board of zoning appeals. The township legislative body member in whose district the parcel of real property under consideration is located may appeal any decision approving, denying, or otherwise concerning a variance of use from the terms of the zoning ordinance that

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1 affects only real property over which the township board of zoning 2 appeals has exclusive territorial jurisdiction as provided in section 3 901 of this chapter. The legislative body member must file in the 4 office of the township legislative body a notice of appeal not later 5 than five (5) days after the board files a copy of the decision in the 6 office of the board. However, if the legislative body member 7 appears at the hearing at which the administrative appeal is 8 decided, or the special exception, special or conditional use, or 9 variance is approved or denied, then the legislative body member 10 must file the notice of appeal not later than five (5) days after the 11 board has rendered its decision. The notice must certify that the 12 decision raises a substantial question of zoning policy appropriate 13 for consideration by the township legislative body. The legislative 14 body shall hear the appeal at its next regular meeting. In hearing 15 appeals for decisions of the township board of zoning appeals, the 16 township legislative body sits as the final board of appeals and shall 17 be treated as if it is a board for purposes of this section. The 18 township legislative body may accept into evidence the written 19 record, if any, of the hearing before the township board of zoning 20 appeals, along with other evidence introduced by the staff or 21 interested parties. The decision of the board is considered affirmed 22 unless two-thirds (2/3) of the township legislative body voting vote 23 to deny the administrative appeal, exception, use, or variance.



COMMITTEE REPORT

Madam President: The Senate Committee on Local Government, to which was referred Senate Bill No. 392, has had the same under consideration and begs leave to report the same back to the Senate with the recommendation that said bill be AMENDED as follows:

Page 1, delete lines 1 through 17.
Page 2, delete lines 1 through 10.
Page 3, delete lines 25 through 42.
Delete pages 4 through 6.
Page 7, delete lines 1 through 16.
Page 14, line 31, delete "outside" and insert "inside".
Renumber all sections consecutively.

and when so amended that said bill do pass and be reassigned to the Senate Committee on Appropriations.

(Reference is to SB 392 as introduced.)

BUCK, Chairperson

Committee Vote: Yeas 6, Nays 3.

