

# ZONING 101 WEBINAR

**RICHMOND 300: ZONING REFRESH**

JULY 2024

# ZONING 101: CORE QUESTIONS

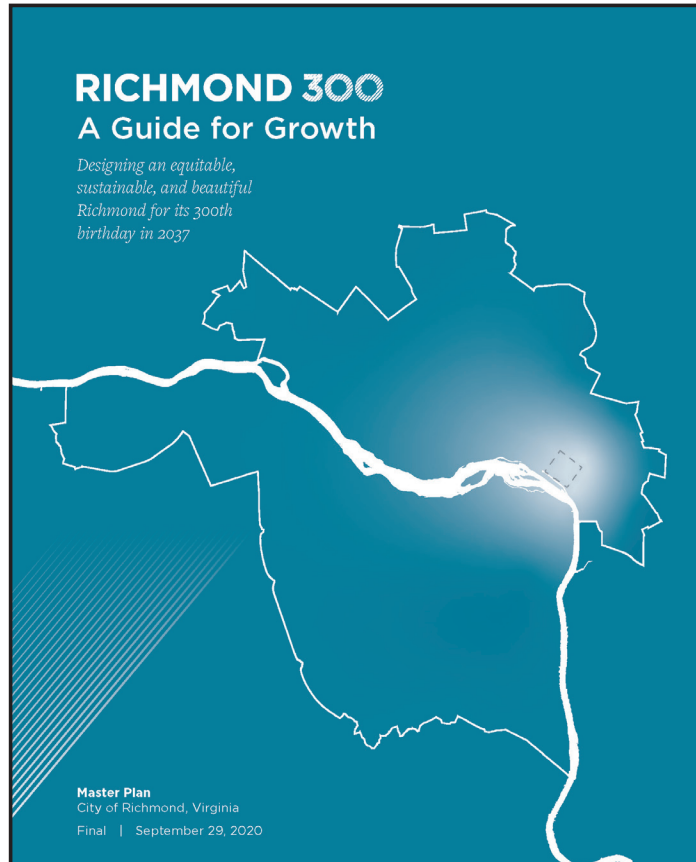
**1 WHAT IS ZONING?**

**2 WHERE DID ZONING COME FROM?**

**3 HOW CAN WE DO ZONING BETTER?**

# WHAT IS ZONING?

# ZONING IMPLEMENTS A PLAN VISION



**Direct Public Investments**

**Zoning and Other Ordinances**

Zoning is one **tool to implement** plans

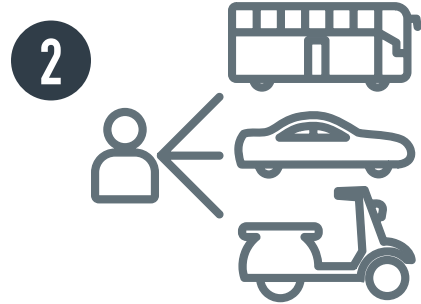
Plan **creates a vision** for Richmond



# RICHMOND 300: FIVE TOPIC VISIONS



High Quality  
Places



Equitable  
Transportation



Diverse  
Economy



Inclusive  
Housing



Thriving  
Environment

# RICHMOND 300: LAND USE VISION

## Land Use Category

### Corridor Mixed-Use

Found along major commercial corridors and envisioned to provide for medium- to medium-high-density pedestrian- and transit-oriented development.

**Development Style:** The building size, density, and zoning districts for these areas may vary significantly depending on historical densities and neighborhood characteristics. Future development should generally complement existing context. Uses may be mixed horizontally in several buildings on a block or vertically within the same building. Developments continue introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Ground floor uses engage with, and enliven, the street. Monolithic walls are discouraged, while windows,

doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses are required on street-oriented commercial frontages.

**Mobility:** Pedestrian, bicycle, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal streets. Parking areas are located within the structure and to the rear of buildings and require screening; shared parking requirements are encouraged.

**Intensity:** Buildings generally ranging from two to ten stories, based on street widths and depending on the historic context and stepping down in height adjacent to residential areas. New buildings that are taller than historical buildings should step back from the build-to line after matching the height of the predominant cornice line of the block.

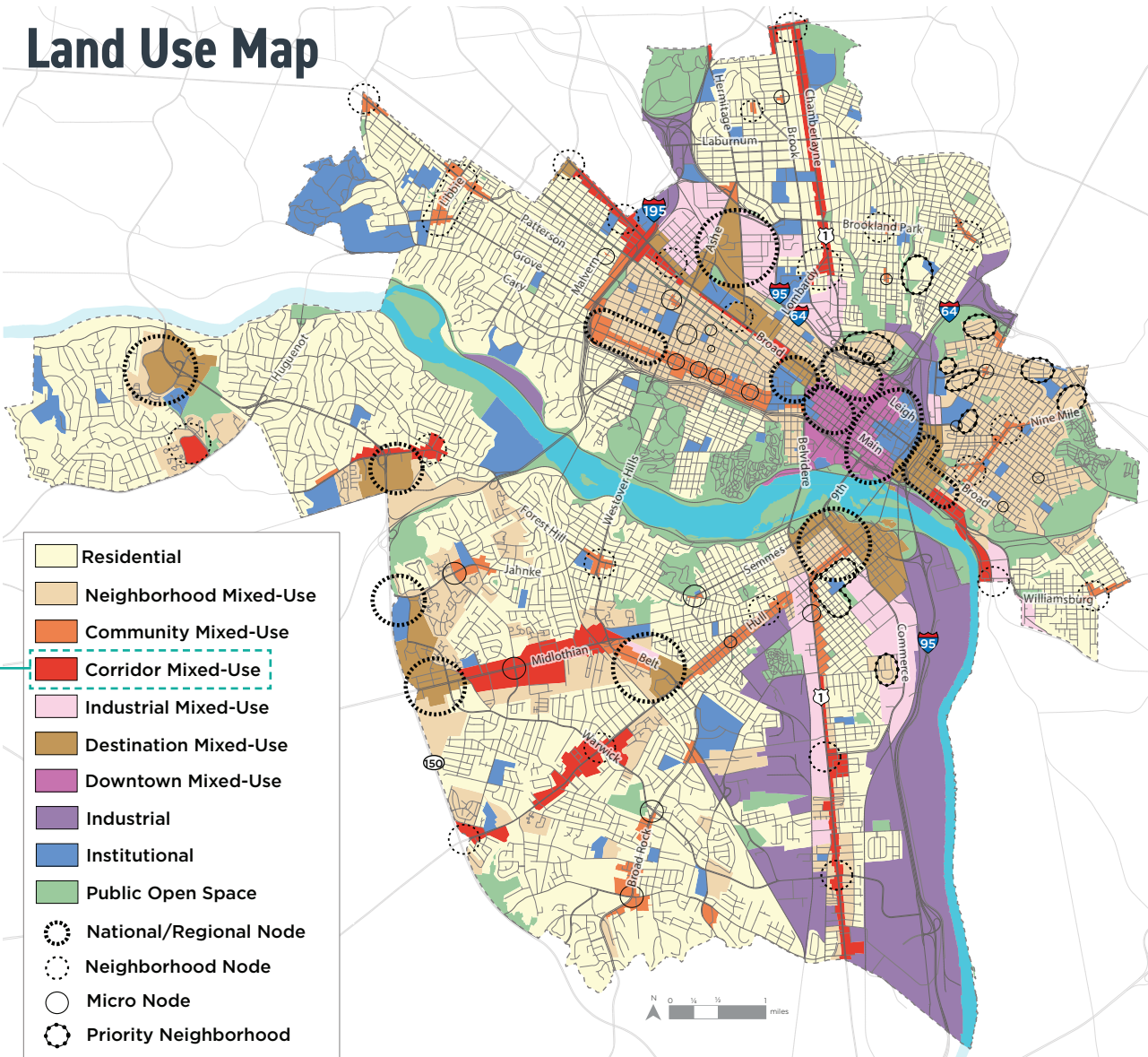
**Primary Uses:** Retail/office/ personal service, multi-family residential, cultural, and open space.

**Secondary Uses:** Single-family houses, institutional, and government.



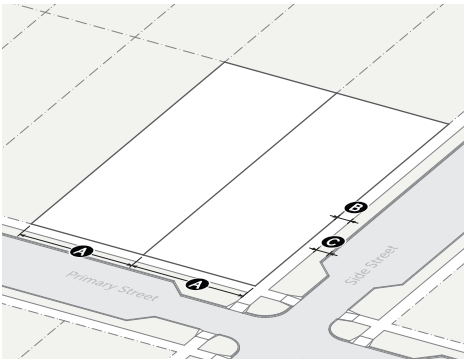
These categories must be **refined through zoning**  
Each will become **multiple zones**

## Land Use Map



# ZONING ELEMENTS: SITES

## Common Metrics



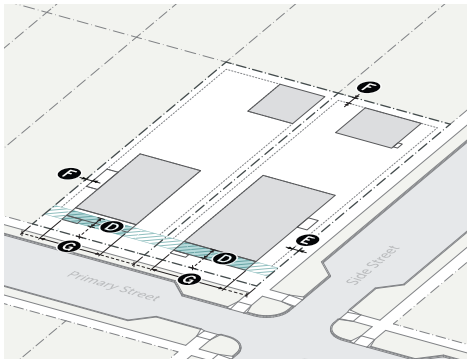
Minimum lot dimensions

1. Size	2.2.2
A Width (min)	
Front access	35'
Side/rear access	20'
2. Dwelling Units	2.2.3
Max per site	4
3. Amenity	2.2.4
Outdoor amenity space (min)	n/a
4. Walls & Fences	2.2.5
Front yard height (max)	Type C2   4'
Side street yard height (max)	
Within 3' of boundary line	Type C2   4'
More than 3' from boundary line	Type C3   6'
Side/rear yard height (max)	Type C5   6'
5. Streetscape	2.2.6
B Pedestrian zone (min)	6'
C Furniture zone (min)	6'
Planting strip type	Tree lawn
Trees in planting strip	30' avg. on center

Required landscaped area

Maximum fence heights

Public realm around site



6. Setbacks	2.2.7
D Primary street boundary line (min/max)	Established setback range or 10'/20'
E Side street boundary line (min)	3'
F Rear/side boundary line (min)	
Up to 15' in height	1.5'
15' or more in height	3'
Alley boundary line	3' or 20' min
7. Transitions	2.2.8
Setback from transition boundary line	n/a
8. Street Build-Out	2.2.9
G Primary street (min)	50%
Side street (min)	n/a
9. Parking Location	2.2.10
Front yard	Not allowed
Side street yard	Allowed
Side yard	Allowed
Rear yard	Allowed

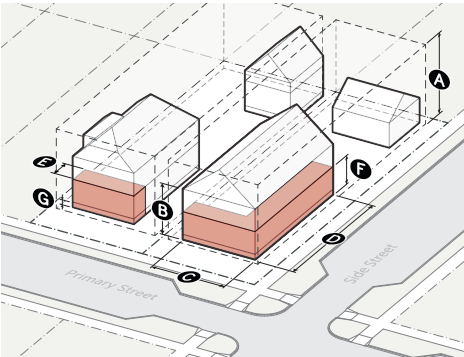
Minimum space between buildings and property lines

How to transition between different zones

Where parking is located

# ZONING ELEMENTS: BUILDINGS

## Common Metrics



Maximum height and width

1. Massing		2.2.11
Height (max)		
A	Stories/feet	2.5/32'
B	Top plate	25'
Width (max)		
C	Primary street	35'
D	Side street	70'
E	Active depth (min)	9'
Dwelling units per building (max)		4
2. Story Height		2.2.12
F	Ground story height (min)	9'
G	Ground floor elevation (min/max)	2'/5.5'

Height and elevation of ground story



		Primary St.	Side St.
3. Windows		2.2.13	
H	Ground story (min)	35%	30%
I	Upper story (min)	15%	15%
J	Blank wall width (max)	10'	20'
4. Doors		2.2.14	
K	Street-facing entry spacing (max)	30'	50'

Minimum windows and maximum blank wall areas, as well as signage for commercial buildings

Maximum spacing between doors



# ZONING ELEMENTS: USES

## Use Mix

List of uses, sorted by category

Zones

Permitted and conditional uses by zone

Reference to use standards

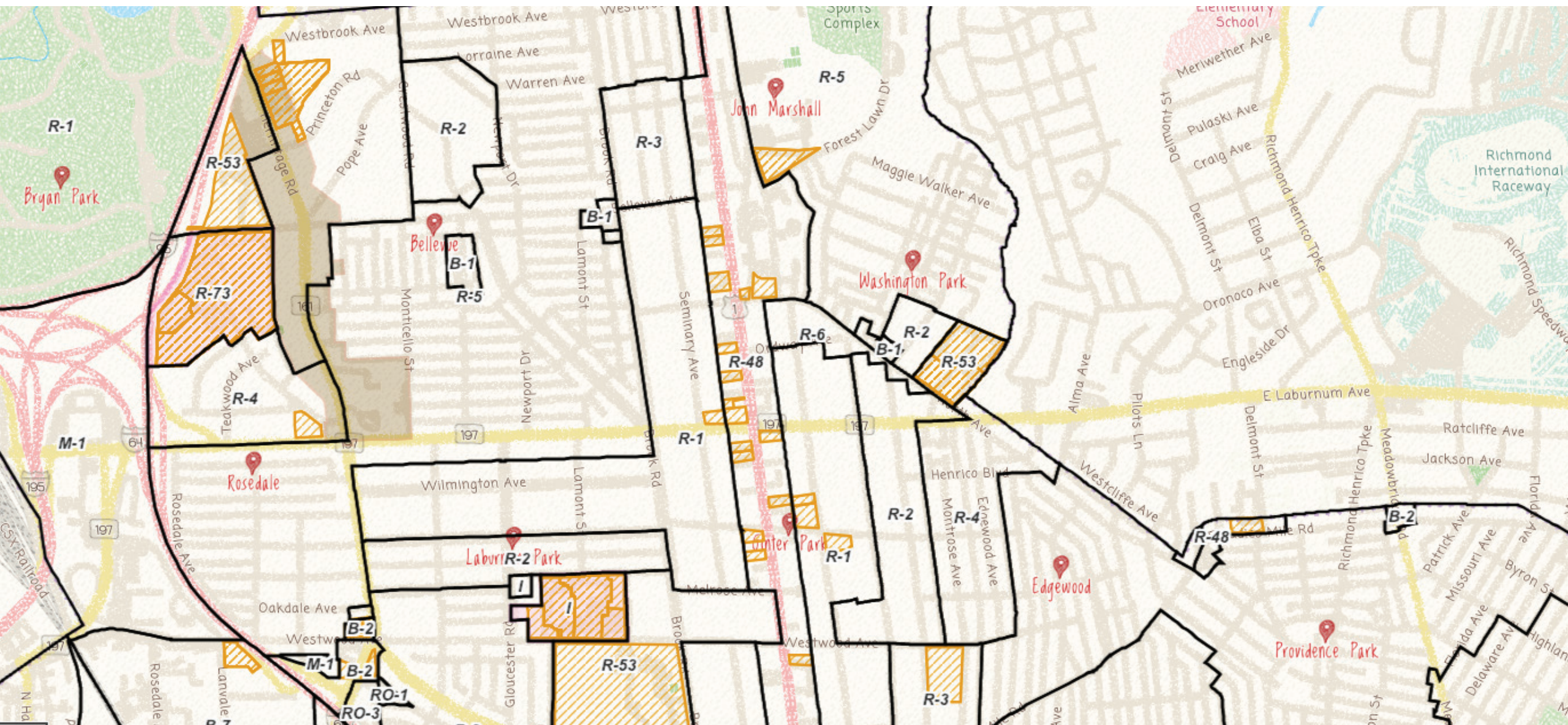
	H	N	NX	C	CX	UX	UN	IX	UI	CV	PK	Use Stds
<b>A. Residential</b>												
Household Living	P	P	P	P	P	P	P*	P	--	--	--	3.2.3.A
Group Living	C*	P*	P	P*	P	P	P	P	--	--	--	3.2.3.B
Social Services	--	--	C	--	C	C	C	C	--	C	--	
<b>B. Open</b>												
Parks & Open Space	P	P	P	P	P	P	P	P	P	P	P	
Urban Agriculture	P*	P*	P*	P*	P*	P*	P*	P*	P*	P*	P*	3.2.3.C
<b>C. Public</b>												
Community Service	P*	P*	P	P*	P	P	P	P	P	P	--	3.2.3.D
Day Care	--	--	P	--	P	P	P	P	P	P	--	
Education	P*	P*	P	P*	P	P	P	P	P	P	--	3.2.3.E
Government	P	P	P	P	P	P	P	P	P	P	--	
Religious Assembly	P*	P*	P	P*	P	P	P	P	P	P	--	3.2.3.F
Transit Station	--	--	--	--	--	P	P	P	P	P	--	
<b>D. Commercial</b>												
Adult Entertainment	--	--	--	--	--	--	--	--	--	--	--	
Animal Care	--	--	--	--	--	P*	P*	P*	--	--	--	3.2.3.G
Auto-Related	--	--	--	--	--	--	--	--	--	--	--	
Eating & Drinking	--	--	P*	--	P*	P	P	P	P*	--	--	3.2.3.H
Indoor Entertainment	--	--	--	--	--	P	P	P	P*	--	--	3.2.3.I
Lodging	P*	P*	P*	P*	P*	P	P	P	P	--	--	3.2.3.J
Medical Hospital	--	--	--	--	--	C	--	C	P	--	--	
Medical Laboratory	--	--	--	--	--	P	--	P	P	--	--	
Medical Services	--	--	P*	--	P*	P	P	P	P	--	--	3.2.3.K
Office	--	--	P*	--	P*	P	P	P	P	--	--	3.2.3.L
Outdoor Recreation	--	--	--	--	--	--	--	--	--	--	--	
Personal Service	--	--	P*	--	P*	P	P	P	P*	--	--	3.2.3.M
Retail	--	--	P*	--	P*	P	P	P	P*	--	--	3.2.3.N
Self-Storage	--	--	--	--	--	--	--	--	--	--	--	
Vehicle Sales & Rental	--	--	--	--	--	P*	P*	P*	--	--	--	3.2.3.O
<b>E. Industrial</b>												
Heavy Industrial	--	--	--	--	--	--	--	--	--	--	--	
Light Industrial	--	--	--	--	--	--	--	P	P	--	--	
Makerspace	--	--	P*	--	P*	P*	P*	P	P	--	--	3.2.3.P
Research & Development	--	--	--	--	--	--	--	P	P	--	--	
Warehouse & Distribution	--	--	--	--	--	--	--	P	P	--	--	

Key: P Permitted Use \* Use Standard applies C Conditional Use -- Not Permitted

Source: Cleveland Neighborhood Form-Based Code (2023)



# ELEMENTS: ZONING MAP



**WHERE DID ZONING COME FROM?**



# ZONING'S ORIGINS



**Building codes** and **zoning codes** both emerged as a reaction against **unplanned** growth and **poor urban conditions** in the late 19th century

Building codes regulate **safety**, while zoning codes regulate **quality of life**. This includes regulation of lots, built form, and separation of incompatible uses.



# ZONING'S MIXED LEGACY: EARLY 20TH CENTURY



**1904**

## **FIRST ZONING CODE, LOS ANGELES**

- + Established residential and industrial districts by use
- + No map



**1926**

## **EUCLID V. AMBLER**

- + Landmark Supreme Court case
- + Zoning confirmed as constitutional
- + Richmond introduces first comprehensive code, 1927



**1930s**

## **HARLAND BARTHOLOMEW**

- + Richmond hires St. Louis planner Harland Bartholomew, known for segregationist views
- + Prepares 1942 Code, 1946 Plan
- + Remains involved through 1960s



**1942**

## **SINGLE FAMILY ZONING**

- + Bartholomew's code introduces single family zones, aligned to existing white neighborhoods
- + Industrial uses pushed to African-American neighborhoods

# ZONING'S MIXED LEGACY: TODAY



1976

## CURRENT ORDINANCE

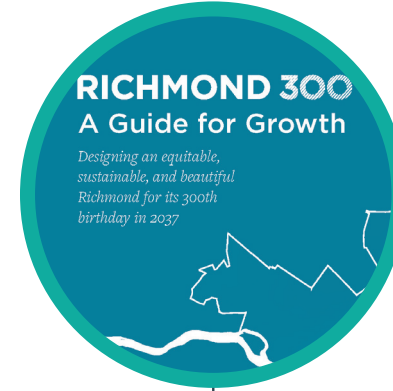
- + Comprehensive new code
- + Still retains single family zoning legacy of 1942 ordinance, although demographics have changed
- + Mapping substantially changed 1979



1976-Present

## INCREMENTAL CHANGE

- + Richmond updates the 1976 code, including removing parking minimums, permitting ADUs, regulating short-term rentals and adding the TOD-1, B7, UB and RP zones



2019

## RICHMOND 300

- + New plan emphasizes inclusivity
- + Requires new zoning ordinance for implementation



2024-26

## NEW ORDINANCE

- + How can we make a new ordinance that builds a better city?

**HOW CAN WE DO BETTER ZONING?**

# BEST PRACTICES IN ZONING

**1**

**UNDERSTAND  
EXISTING  
CONTEXT**

**2**

**REGULATE  
ONLY WHAT  
MATTERS**

**3**

**BE CLEAR AND  
PREDICTABLE**

**4**

**PRIORITIZE  
EQUITY**



# BEST PRACTICE 1: UNDERSTAND EXISTING CONTEXT



**BLOCKS + STREETS**



**LOTS**



**BUILDINGS**

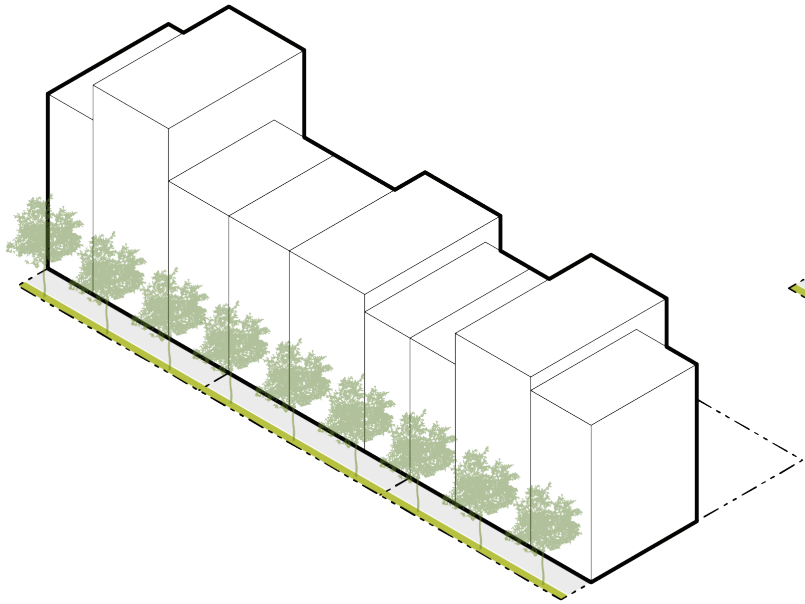


**SITE ELEMENTS**

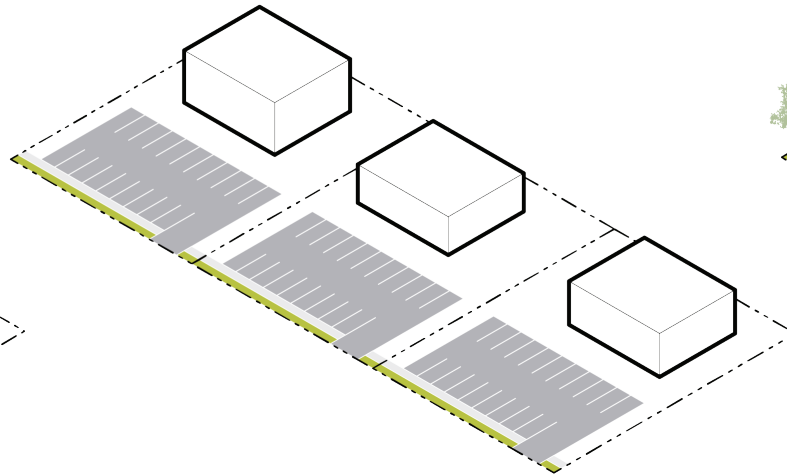


**USE**

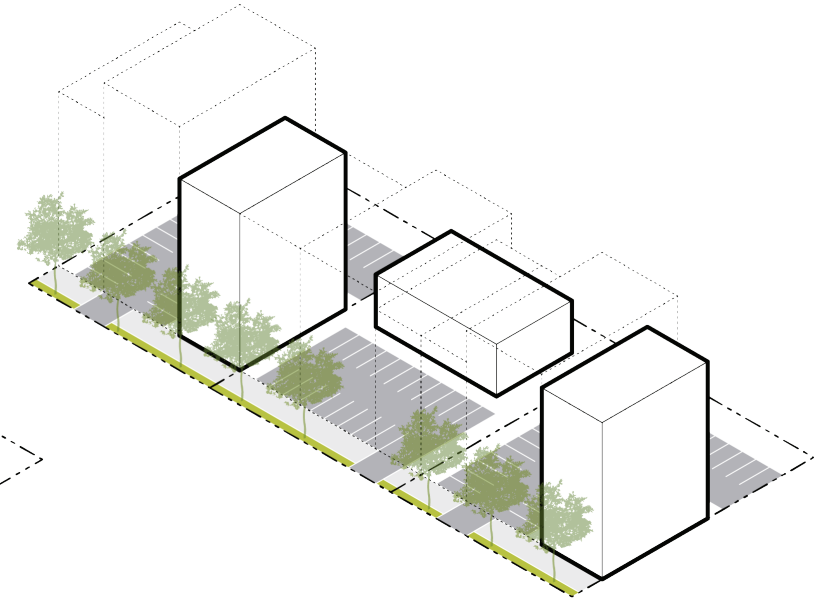
# AVOID: MISMATCHES WITH CONTEXT



**Historic Development Pattern**



**Suburban Development Pattern**



**Suburban Regulations  
Applied to Urban Areas**

# BEST PRACTICE 2: REGULATE ONLY WHAT MATTERS

First, **context** is explored and defined during **planning** processes.

## CONTEXT

### Existing and desired development patterns

- + Street, alley and block patterns
- + Building placement and height
- + Diversity, distribution and intensity of land uses
- + Mobility options

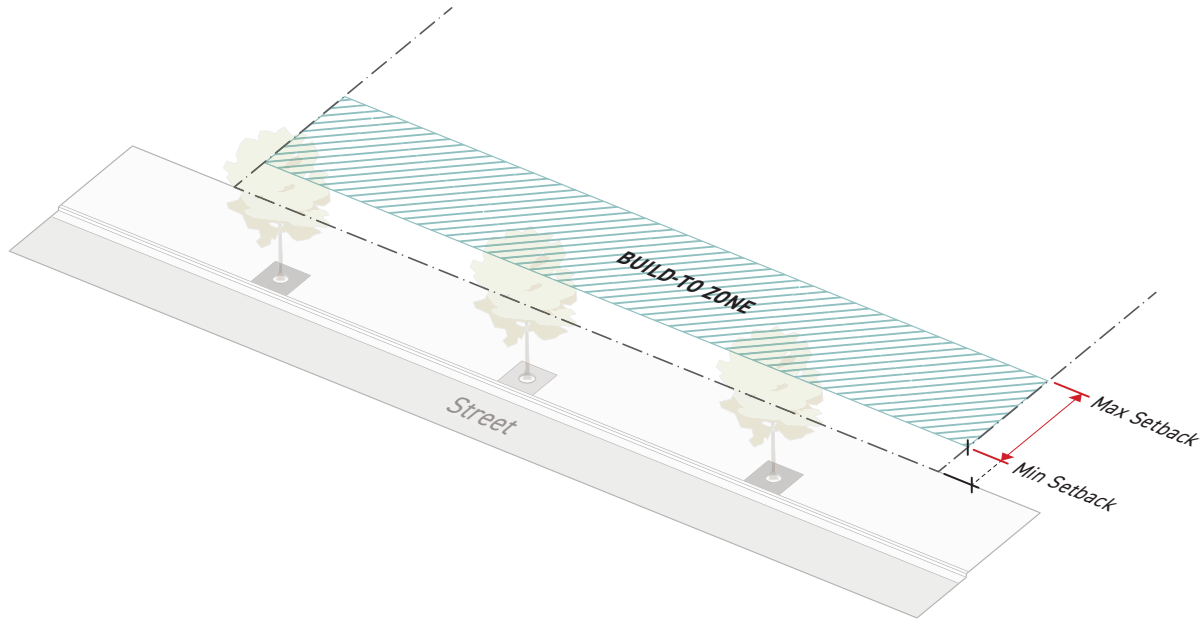
DEVELOPMENT PATTERN

Next, **zoning tools** can be built in response to the various contexts.

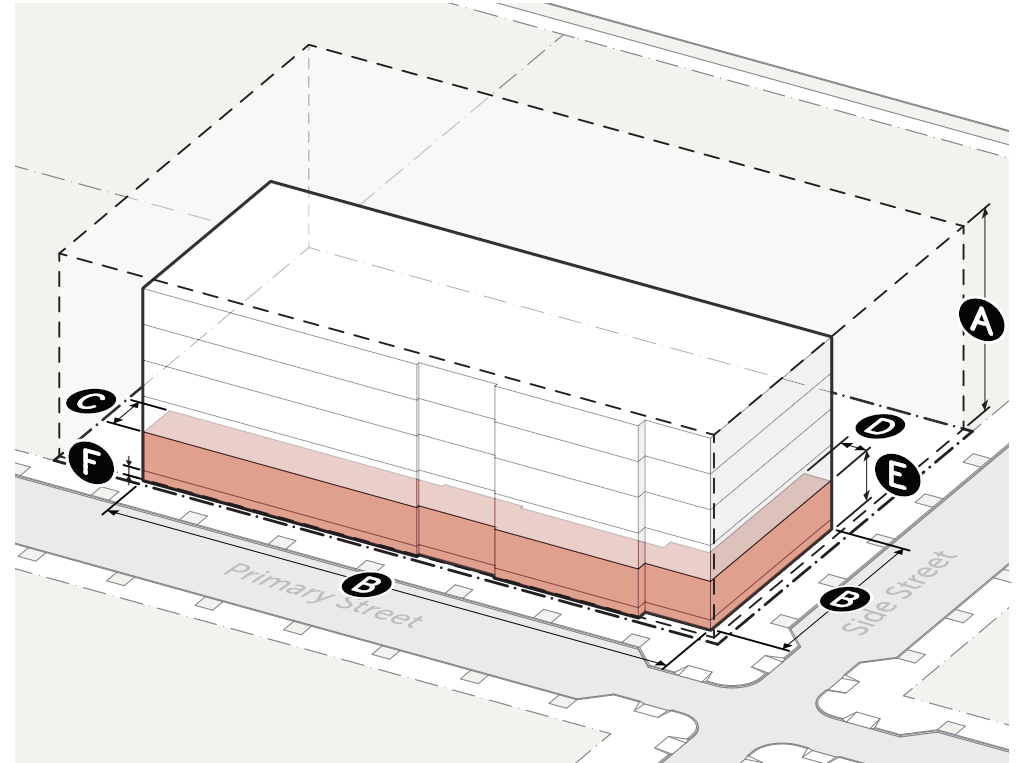


# BUILD IN FLEXIBILITY

## Rules Expressed in Ranges



## Determine Acceptable Minimums and Maximums





# BEST PRACTICE 3: BE CLEAR AND PREDICTABLE

## CHAPTER 2 ZONING DISTRICTS

### Div. 2.4. Community-Scale



#### 2.4.1. Intent

A walkable neighborhood environment intended to accommodate a variety of medium-intensity housing options including single-family homes, duplexes, triplexes, fourplexes, townhouses up to larger apartment complexes supporting and within walking distance of neighborhood-serving retail, food and service uses. The Community-Scale Flex districts allow for additional neighborhood-serving commercial uses that are limited in scale and extent.

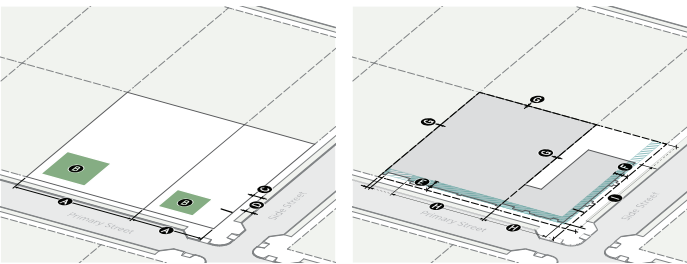
C3	CX3	C4	CX4	C5	CX5
No density restrictions	No density restrictions	No density restrictions	No density restrictions	No density restrictions	No density restrictions
15' side width	15' side width	15' side width	15' site width	15' side width	15' side width
3 stories/42' in height	3 stories/42' in height	4 stories/55' in height	4 stories/55' in height	5 stories/68' in height	5 stories/68' in height
175' building width	175' building width	275' building width	275' building width	275' building width	275' building width
	Allows limited small-scale commercial		Allows limited small-scale commercial		Allows limited small-scale commercial

## CHAPTER 2 ZONING DISTRICTS

### COMMUNITY-SCALE

### 2.4.5. CX4 COMMUNITY FLEX 4

#### A. SITE

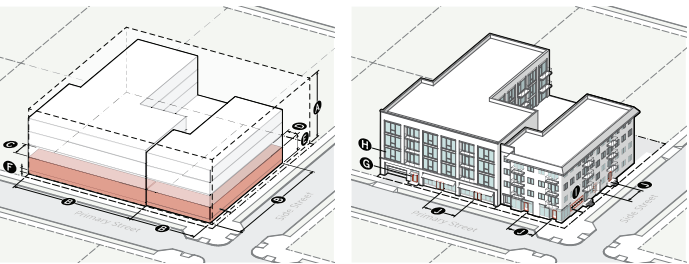


1. Size	Sec. 2.10.2	6. Setbacks	Sec. 2.9.7
A Width (min)		Primary street boundary line (min/max)	5'/15'
Front access	35'	Side street boundary line (min/max)	3'/15'
Side/rear access	15'	Rear/side boundary line (min)	0'
2. Dwelling Units	Sec. 2.10.3	Alley boundary line	3' or 20' min
Max per site	Unlimited	7. Transitions	Sec. 2.10.8
3. Amenity	Sec. 2.10.4	Setback from transition boundary line (min)	10'
B Outdoor amenity space (min)	10%	8. Street Build-Out	Sec. 2.10.9
4. Walls & Fences	Sec. 2.10.5	C Primary street (min)	75%
Front yard height (max)	Type C4   6'	D Side street (min)	45%
Side street yard height (max)	Type C4   6'	9. Parking Location	Sec. 2.10.10
Side/rear yard height (max)	Type C5   6'	No parking between the building and the street	
5. Streetscape	Sec. 2.10.6		
C Pedestrian zone (min)	7'		
D Furniture zone (min)	6'		
Planting strip type	Tree lawn/ grates		
Trees in planting strip	30' avg. on center		

## CHAPTER 2 ZONING DISTRICTS

### CX4

#### B. MASSING



1. Building	Sec. 2.10.11	3. Windows	Primary St.	Side St.
A Height (max stories/feet)	4/55'	B Ground story (min)		
B Width (max)	275'	Residential	35%	30%
C Active depth (min)		Nonresidential	50%	30%
D Primary street	15'	I Upper story (min)	15%	15%
E Side street	9'	J Blank wall width (max)	15'	25'
Dwelling units per building (max)	Unlimited	4. Doors	Sec. 2.10.14	
2. Story Height	Sec. 2.10.12	K Street-facing entry spacing (max)	40'	60'
E Ground story height (min)	10'			
F Ground floor elevation (min/max)				
Residential	2'/5.5'			
Nonresidential	~2'/5.5'			

# CLEAR, BY-RIGHT PROCESSES

## Sec. 13B.2.5. Director Determination

### 1 Initiation

APPLICANT

### 2 Submittal

COMPLETENESS REVIEW

### 3 Decision

PLANNING DIRECTOR

APPROVE  
OR  
DENY

APPEAL AVAILABLE

## Sec. 13B.1.3. Zoning Code Amendment

### 1 Initiation

COUNCIL, CITY  
PLANNING COMMISSION,  
OR PLANNING DIRECTOR

NOTICE

### 2 Review

PLANNING DIRECTOR HEARING

OPTIONAL

PLANNING  
DIRECTOR'S REPORT  
& RECOMMENDATION

NOTICE

CITY PLANNING  
COMMISSION HEARING

CITY PLANNING  
COMMISSION REPORT  
& RECOMMENDATION

### 3 Decision

CITY COUNCIL  
MEETING

APPROVE  
OR  
DENY

## Sec. 13B.5.3. Variance

### 1 Initiation

APPLICANT

### 2 Submittal

COMPLETENESS REVIEW

NOTICE

### 3 Review

ZONING  
ADMINISTRATOR  
HEARING

### 4 Decision

ZONING  
ADMINISTRATOR

APPROVE  
OR  
DENY

APPEAL AVAILABLE

# BEST PRACTICE 4: PRIORITIZE EQUITY

## How Can Zoning Make Cities More Affordable?



- + Zoning can **improve affordability** by opening up more options for housing
- + However, state laws limit its power. For example, in Richmond zoning **cannot require a minimum percentage** of as-of-right market-built development to be **“affordable”** (a practice known as “inclusionary zoning”)

# KEY TAKEAWAYS

- + Zoning **implements a plan** by applying regulations to development.
- + Zoning usually includes a set of standard elements that **regulate built form and land use**. These are packaged into zones, which are applied using a map.
- + Zoning is a **powerful tool** that can help neighborhoods and cities in a variety of ways.
- + However, if **misused it risks causing harm**. An example of this is its historic perpetuation of inequality, a legacy we are still living with.
- + Best practices for zoning include:  
**understanding the existing context,**  
**regulating only what matters,** being **clear**  
**and predictable** and **prioritizing equity**

# QUESTIONS FOR US?

THANK YOU.