

# CVILLE PLANS TOGETHER



## Zoning Rewrite Module 1

---

**March 17, 2023**

# Cville Plans Together

A community process for updating the future vision for the city, with a focus on equity and affordability.



**Current Step:**  
**Zoning Ordinance Update**  
*(Comprehensive Plan Implementation)*



## Together, we are developing...



An **Affordable Housing Plan**, as part of the Comprehensive Plan, to create a unified strategy for housing Charlottesville's residents.



An update to the **Citywide Comprehensive Plan**, to guide the ways that the city will change and grow in the future.



An updated **Zoning Ordinance**, to ensure that development takes place in a clear and effective manner, and to work toward correcting injustice related to land use.

# Highlights of the Updated Plan

## Six Priority Areas For Implementation

**Support the development of more housing throughout the city**, with a focus on creation of more housing that is **affordable to more people**, especially those with the greatest need.

Make sure all people have **access to shelter, food, job opportunities**, and other resources they need to thrive and succeed.

Work to both mitigate and prepare for the **impacts of climate change**.

Make it safer, easier, and more desirable to **walk, ride a bicycle, utilize public transportation**, or use other non-single-occupancy vehicle transportation options.

**Keep Charlottesville green**, make it greener, and **protect the natural environment** and the many benefits it provides.

Continue to evolve and improve **communication and collaboration**.



# Housing & Affordability Needs

**CVILLE** PLANS TOGETHER

"If you look around Charlottesville, there hasn't been as much housing development, so Charlottesville population is actually not growing as quickly just the last few years and you see it picking up in Albemarle County," said Lombard. "There's kind of a budget for growth and if Charlottesville builds more housing, it grows more, if it doesn't, then it gets pushed out into the county."

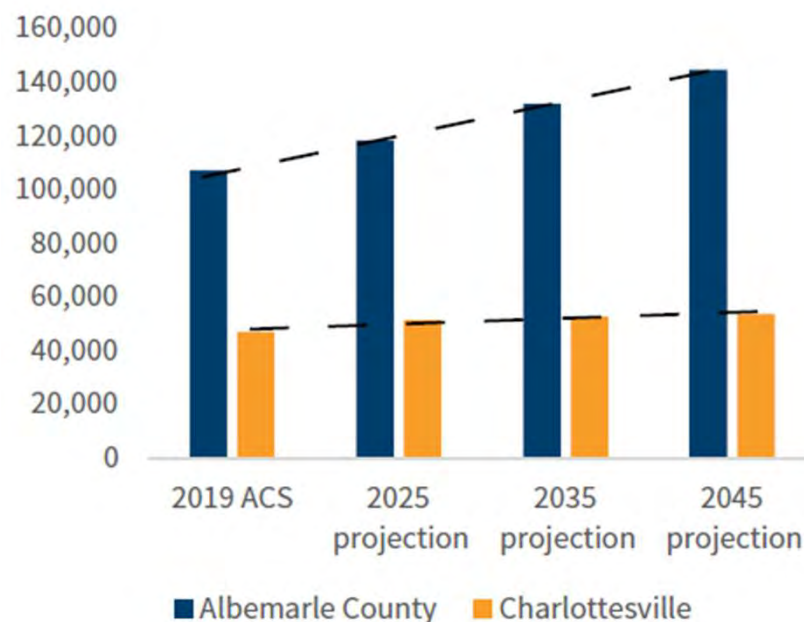
- CBS19 interview with Weldon Cooper Center demographer Hamilton Lombard, Feb. 2020

Charlottesville and Albemarle County are expected to **add 15,000 households by 2040** and the University of Virginia is growing steadily.

**Only 30% of the city's residential-zoned land can be used for higher-density development** (above a single-family level).

Single-family zoning and other land use restrictions have historically been used to create and enforce racial segregation.

**Over 2,700 renter households in Charlottesville currently pay more than 50% of their income on rent and utilities**, with most of these households earning less than \$35,000 a year.



# Affordable Housing Plan Overview



**Vision:** The City of Charlottesville will achieve a local housing market that is healthy, high quality, affordable, and above all, equitable.

## Guiding Principles:

- Racial Equity
- Regional Collaboration
- Comprehensive Approach

## Major Initiatives:

- Dedicate \$10M Annually to Affordable Housing
- Build Inclusive Governance at All Levels
- Adopt Progressive and Inclusionary Zoning Reforms**

## Recommendations Related To:

Funding, Governance, Land Use, Tenants' Rights, and Subsidy

### Income Targeting

Income level Served	Income for Two- and Four-Person Household	Target Allocation, Percentage	Target Allocation, Over 10 Years
Up to 80% AMI	Two: \$60,100 Four: \$75,100	20%	\$18M
Up to 60% AMI	Two: \$45,120 Four: \$56,340	30%	\$27M
Up to 30% AMI	Two: \$22,550 Four: \$28,150	50%	\$45M

# Module 1 Introduction

**CVILLE** PLANS  
TOGETHER 

# What is a “Module”?

- In February-April 2023, we will be sharing the draft Zoning Ordinance in three parts, or “modules”.
- Each module contains sections of the Zoning Ordinance.

## Module 1

- **Zoning Districts, Rules of Measurement, Use Table, Zoning Map**
- *Available now*

## Module 2

- **Development Standards (landscaping, parking, signs, lighting, etc.)**
- *Plan to release March 29*

## Module 3

- **Zoning Administration (review processes)**
- *Plan to release during the week of April 3*

# Module 1 Includes...

## Zoning Map

- The Zoning Map divides the city into areas of land called “zoning districts” and indicates the parcels that fall within each district.

## Zoning Districts & Rules

- The district rules and regulations determine the urban form and land uses allowed on each parcel.

## Use Regulations

- Specify what you can and cannot do in each of the districts, including uses that are allowed “by-right” (without special permissions) and uses that are allowed with approval of a Special Use Permit.



# Zoning Districts & Map

**CVILLE** PLANS  
TOGETHER 

# Zoning Tools to Support Affordability

## What is “affordable”?

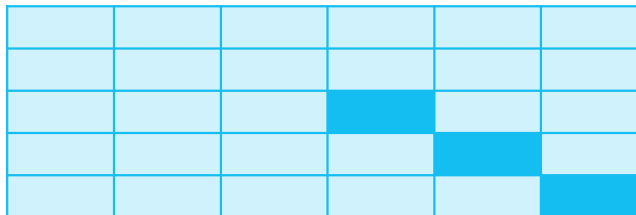
In general, we are **defining affordable** as a housing unit where monthly payments for housing (including utilities) **do not exceed 30% of monthly income** for someone whose income level is at or below **60% of Area Median Income (AMI)**.

In 2022, **60% of AMI is \$62,900 for a four person household**, which means that **monthly costs should be \$1,573 or lower** for a household that size, at the 60% AMI income level.

## Inclusionary Zoning

Helps meet housing needs through the **required** creation of affordable housing that the housing market would not otherwise address or build.

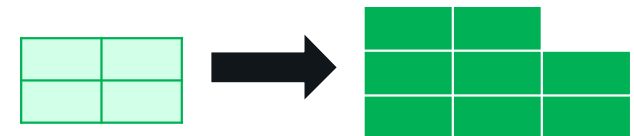
- If new construction or any rehabilitation, conversion, or renovation of existing buildings includes **10 or more units of housing in any district, it is required** to include **10% of units affordable** to households at or below 60% AMI (see blue box).



## Affordable Housing Density Bonus

A density bonus is different from an Inclusionary Zoning policy because it is **optional**.

- In the residential districts (R-A, R-B, R-C), **double the base units are allowed if ALL units are affordable** (see blue box).
- **There is also a height-based bonus that applies in all mixed-use districts.** For all mixed use zoning districts, two additional stories in height are allowed if 10% of units are affordable to people at or below 50% AMI.



# How to Use Zoning District Pages

## District Pages

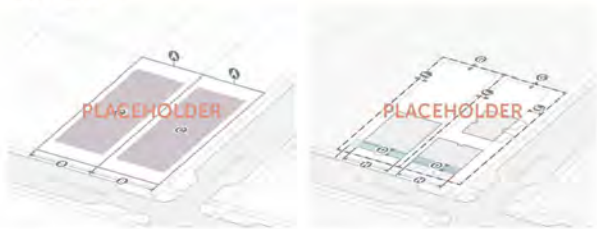
**Step 1:**  
Find Your District Page

**Step 2:**  
Review Your District Standards

RESIDENTIAL DRAFT

**2-21 R-A RESIDENTIAL A**

A ZONING LOT



1. SIZE FOR SUBDIVISION	Sec. XXXX
Area (min)	6,000 SF
Width (min)	
Front access	40'
Side/rear access	25'
2. DENSITY	Sec. XXXX
Dwellings per zoning lot (max)	
Base	3
Bonus - Existing Structure	4
Bonus - Affordable	8
3. COVERAGE	Sec. XXXX
Building coverage (max)	
Up to 2 units	55%
2 to 4 units	60%
Above 4 units	65%
Outdoor amenity space (min)	None

4. BUILDING SETBACKS	Sec. XXXX
Primary street lot line (min/max)	10' / 20' or Existing Range
Side street lot line (min/max)	10'
Side lot line (min)	4'
Rear / alley lot line (min)	4'
5. BUILD-TO	Sec. XXXX
Build-to width (min)	
Primary street	50%
Side street	None
6. PARKING LOCATION	Sec. XXXX
Front yard	Not allowed
Side street yard	Allowed
Side yard	Allowed
Rear yard	Allowed

2-4 Chapter 34 - Zoning | Charlottesville, VA DRAFT February 3, 2023

## Rules for Zoning Districts

**Step 3:**  
Learn More About Your Standards

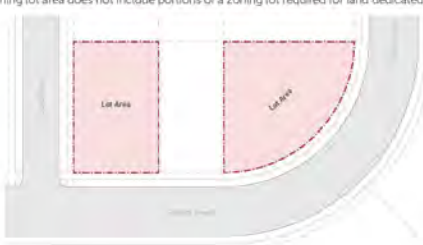
DRAFT RULES FOR ZONING DISTRICTS

**Size for Subdivision**

A Area

The total square footage within the boundaries of a zoning lot.

- Intent**  
To help ensure newly established zoning lots are generally consistent with traditional development patterns in the neighborhood and within the same zoning district.
- Applicability**
  - The minimum zoning lot area requirement applies only to zoning lots approved and recorded on or after the effective date of this Code.
  - Any use allowed in the zoning district may be established on a zoning lot approved and recorded before the effective date of this Code, regardless of size of the zoning lot, provided, that all other requirements of this Code are met.
  - The minimum zoning lot area requirement does not apply to sublots.
- Standards**  
All zoning lots must have an area no less than the minimum zoning lot area required by the zoning district.
- Measurement**
  - Zoning lot area is measured horizontally as the total land area within the boundaries of a zoning lot.
  - Zoning lot area includes all portions of a zoning lot allocated for required easements.
  - Zoning lot area does not include portions of a zoning lot required for land dedicated to public use.



DRAFT February 3, 2023 Charlottesville, VA | Chapter 34 - Zoning 2-63

# Zoning Standards for Better Outcomes

RESIDENTIAL **DRAFT**

**R-C RESIDENTIAL C**

**A. ZONING LOT**

<b>1. SIZE FOR SUBDIVISION</b>	Sec. XXXX	<b>4. BUILDING SETBACKS</b>	Sec. XXXX
1 Area (min)	2,500 SF	1 Primary street lot line (min/max)	5' / 20'
2 Width (min)		2 Side street lot line (min/max)	5' / 20'
3 Front access	40'	3 Side lot line (min)	4'
3 Side/rear access	25'	4 Rear / alley lot line (min)	4'
<b>5. DENSITY</b>	Sec. XXXX	<b>5. BUILD-TO</b>	Sec. XXXX
Dwellings per zoning lot (max)		Build-to width (min)	
Base	8	1 Primary street	65%
Bonus - Affordable Units	16	2 Side street	40%
<b>6. COVERAGE</b>	Sec. XXXX	<b>6. PARKING LOCATION</b>	Sec. XXXX
1 Building coverage (max)		Front yard	Not allowed
Up to 8 units	65%	Side street yard	Not allowed
9 to 12 units	70%	Side yard	Allowed
Above 12 units	75%	Rear yard	Allowed
2 Outdoor amenity space	10%		

2-8 Chapter 34 - Zoning | Charlottesville, VA DRAFT February 5, 2023

**DRAFT** RESIDENTIAL

**R-C**

**B. BUILDING**

<b>1. HEIGHT</b>	Sec. XXXX	<b>4. TRANSPARENCY</b>	Sec. XXXX
1 Overall height (max stories/feet)		1 Ground story (min)	35%   30%
Base	3 / 44'	2 Upper story (min)	15%   15%
Bonus	4 / 58'	3 Blank wall width (max)	10'   20'
<b>2. MASSING</b>	Sec. XXXX	<b>5. ENTRANCES</b>	Sec. XXXX
Width (max)		1 Street-facing entry spacing (max)	30'   50'
1 Primary street	70'	Entry feature	Yes   Yes
2 Side street	100'	<b>6. WALLS &amp; FENCES</b>	Sec. XXXX
3 Active depth (min)	9'	Front yard height (max)	Type X   4'
<b>3. GROUND STORY</b>	Sec. XXXX	Side street yard height (max)	Within 3' of zoning lot line
1 Story height (min)	9'	Within 3' of zoning lot line	Type X   4'
2 Finish floor elevation (min/max)	2' / 5'	More than 3' from zoning lot line	Type X   5'

Primary St. | Side St.

DRAFT February 3, 2023 Charlottesville, VA | Chapter 34 - Zoning 2-9

# Allowed Uses

## Use Table

**DRAFT**

### 3.1.2 Permitted Use Table

Use Category Specific Use	RESIDENTIAL		COMMERCIAL		INDUSTRIAL		SPECIAL		Use Standards
	R-A	R-B	R-C	R-D	R-E	R-F	R-G	R-H	
<b>RESIDENTIAL USES</b>									
<b>Household Living</b>									
General household living	P	P	P	P	P	P	P	P	P
Manufactured home park	-	-	-	-	-	-	-	-	-
<b>Group Living</b>									
General group living (up to 8 residents)	P	P	P	P	P	P	P	P	P
General group living (8+ residents)	S	S	S	S	S	S	S	S	S
<b>PUBLIC AND INSTITUTIONAL USES</b>									
<b>Civic</b>									
General civic	S	S	S	S	S	S	S	S	S
Religious assembly	P	P	P	P	P	P	P	P	P
Shelter	-	-	-	-	-	-	-	-	-
Criminal justice facility	-	-	-	-	-	-	-	-	-
<b>Day Care</b>									
Day care center (1 to 12 persons)	P	P	P	P	P	P	P	P	P
Day care center (12+ persons)	-	-	-	-	-	-	-	-	-
<b>Education</b>									
General Education	S	S	S	S	S	S	S	S	S
College, university or vocational school	-	-	-	-	-	-	-	-	-
<b>Parks &amp; Open Space</b>									
General parks and open space	S	S	S	S	S	S	S	S	S
Cemetery	-	-	-	-	-	-	-	-	-
<b>Utilities</b>									
Utility, major	-	-	-	-	-	-	-	-	-
Utility, minor	P	P	P	P	P	P	P	P	P
Communication facility, attached (utility pole or not visible)	P*	P*	P*	P*	P*	P*	P*	P*	P*
Communication facility, attached (visible)	-	-	-	-	-	-	-	-	-
Communication facility, tower	-	-	-	-	-	-	-	-	-

KEY | P = Use allowed | S = Special Use Permit required | \* = Use standards apply | - = Use not allowed

**DRAFT** February 3, 2023 Charlottesville, VA | Chapter 34 - Zoning 3-3

## Use Definitions

**DRAFT**

### DIV. 3.2 USE DEFINITIONS

#### 3.2.1 Use Interpretations

- Uses are organized by use category (such as Household living or Group living) and then by specific use within that category (such as General Household Living or Manufactured Home Park). Use categories do not have permissions; they are used to organize specific uses with similar attributes. Specific uses within each use category have permissions that determine if that use is allowed in a particular zoning district.
- When a proposed use is not listed, the Zoning Administrator has the responsibility for determining whether the proposed use is similar to an already listed use. Where a use contains a list of included uses, the uses on the list are to be considered example uses, and not all-inclusive. The Zoning Administrator will first determine what use category the use is most similar to, then determine the most similar specific use.
- When a proposed use is found by the Zoning Administrator not to be similar to an already listed use, the use is not allowed.
- When determining whether a proposed use is similar to an already listed use, the Zoning Administrator will consider the following criteria:
  - Actual or projected characteristics of the use.
  - Amount and nature of any nuisances generated on the premises.
  - Type, size, nature and arrangement of buildings and structures.
  - Relative amount and types of sales.
  - Relative number of employees and customers.
  - Hours of operation.
  - Number of vehicle trips generated, types of vehicles, and parking demand.
  - Anticipated amount and type of outdoor storage.
  - Likely impact on adjacent properties.
- Multiple principal uses are allowed on a lot when the uses are all allowed in the district and the standards for all uses on the lot can be met.

#### 3.2.2 Residential Uses

##### A Household Living Use Category

Residential occupancy of a dwelling unit by a household. A household is considered one or more persons living together in a dwelling unit, with common access to, and common use of, all living, kitchen, and eating areas within the dwelling unit. Tenancy is arranged for 30 days or more. Household living is consolidated into the following specific uses:

**DRAFT** February 3, 2023 Charlottesville, VA | Chapter 34 - Zoning 3-7

## Use Standards

**DRAFT**

### DIV. 3.3 USE STANDARDS

#### 3.3.1 Applicability

The following use standards apply only where the Use Table in Section 3.1.2 includes an asterisk (\*) for the use permission in the applicable zoning district. Where no asterisk is present in the Use Table, these use standards do not apply.

#### 3.3.2 Residential Uses

##### A Household Living

###### 1. Manufactured Home Park

- All spaces within a manufactured home park must be and remain under single ownership.
- The following requirements apply in lieu of underlying zoning district standards:
  - The minimum number of spaces in a manufactured home park is 10.
  - The maximum density is 12 spaces per acre.
  - The minimum area for each space is 3,000 square feet.
  - The minimum distance from street right-of-way or interior lot line of contiguous lot is 25 feet.
  - The minimum distance between manufactured homes, and between a manufactured home and any other building or structure is 15 feet.
  - The maximum height of the manufactured home is 18 feet.
  - The minimum manufactured home space dimension is 30 feet.
- Transitions and Screening
  - A Transition Type X must be provided (See Section 3.3.3) along all common lot lines.
  - A Frontage Screen X must be provided (See Section 3.3.3) along all street lot lines.

#### 3.3.3 Public and Institutional Uses

##### A Communication Facilities

(Will include or point to Article IX, Division 5, Telecommunication Facilities in this section.)

##### B Commercial Uses

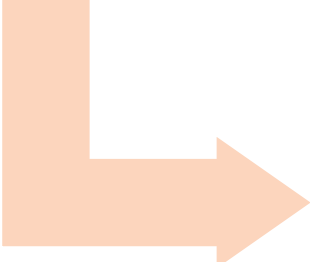
###### A General

In a RX District, commercial uses must not exceed 25% of the floor area on a lot.

**DRAFT** February 3, 2023 3-18 Chapter 34 - Zoning | Charlottesville, VA

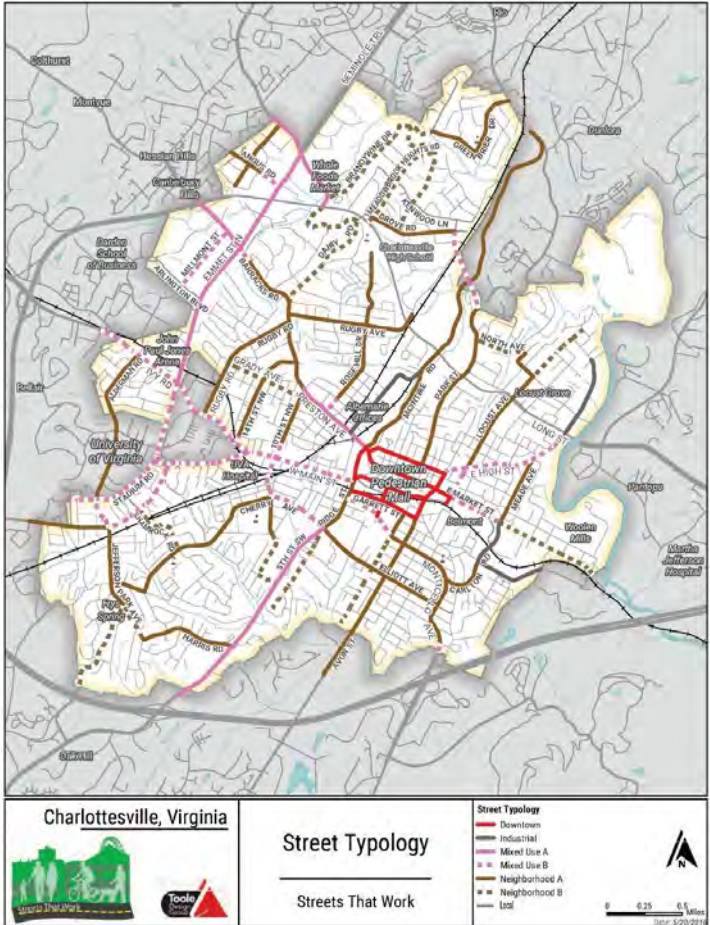
# From the FLUM to the Zoning Map

Future Land Use Map (FLUM) Adopted

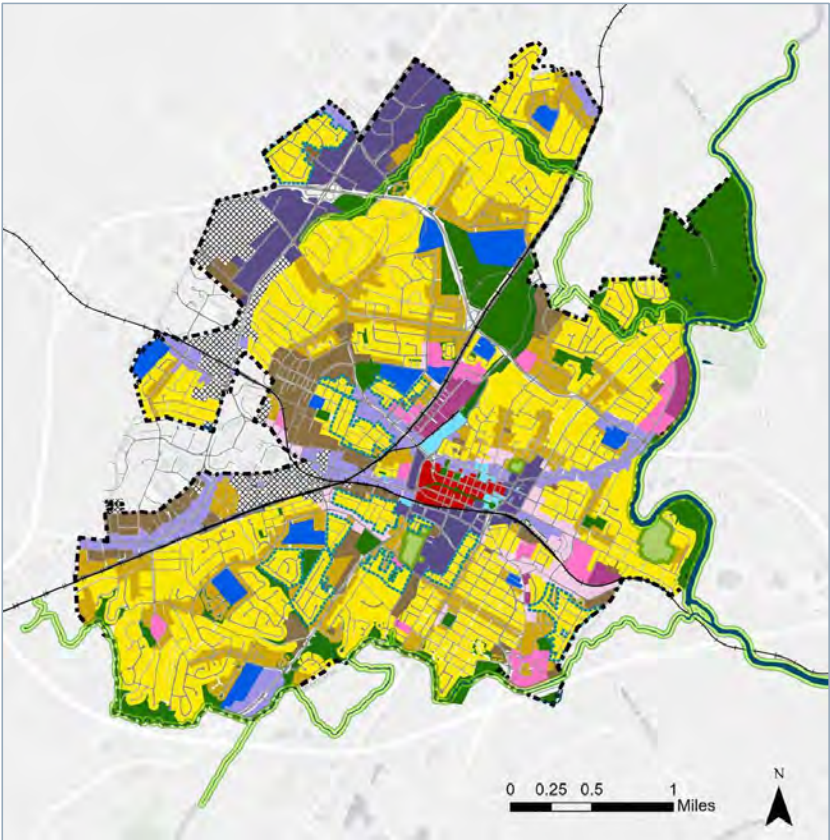


Zoning Districts Applied to Future Land Use Map Categories

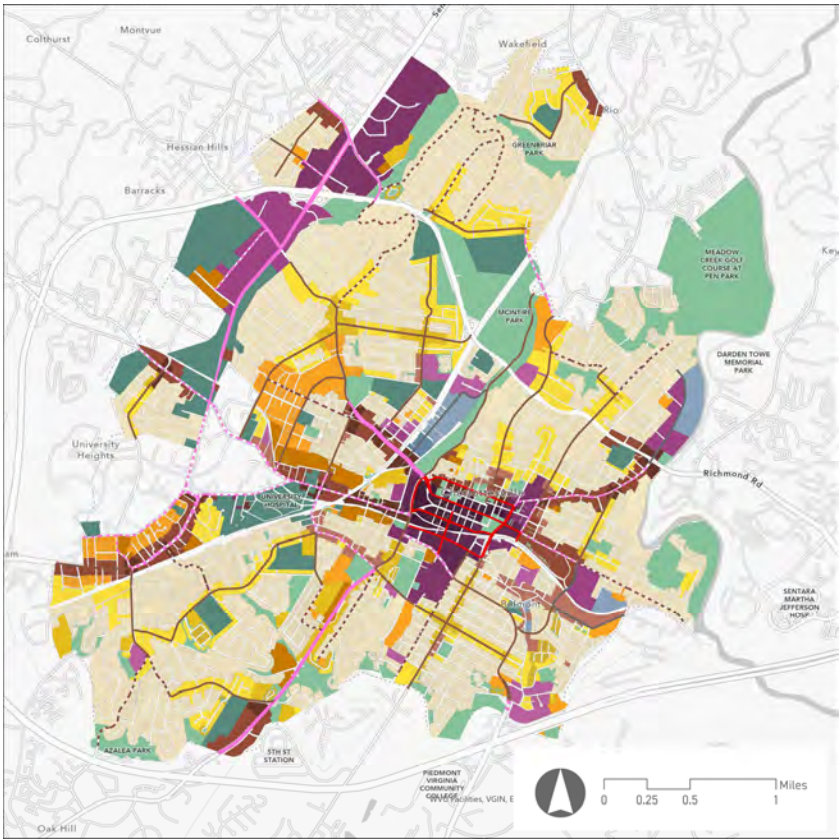
- Uses City's 2016 Streets that Work Plan and other criteria



# From the FLUM to the Zoning Map



*2021 Future Land Use Map*



*Proposed Zoning Map*

# FLUM Categories to Zoning Categories



FLUM Category	Zoning Category
General Residential	Residential
Medium Intensity	Residential
Higher-Intensity	Residential Mixed Use
Neighborhood Mixed Use Corridor	Corridor Mixed Use
Urban Mixed Use Corridor	Corridor Mixed Use
Neighborhood Mixed Use Node	Node Mixed Use
Urban Mixed Use Node	Node Mixed Use
Downtown Core	Node Mixed Use
Business and Technology Mixed Use	Industrial Flex
Other Categories	Special Districts + Overlay Districts



# Residential Zoning Category

## Intent:

Low- to moderate-intensity housing options including single-unit homes, duplexes, triplexes, fourplexes, townhomes, and small apartments, supporting and within walking distance of neighborhood-serving retail, food, and service uses.

## Zoning Districts:

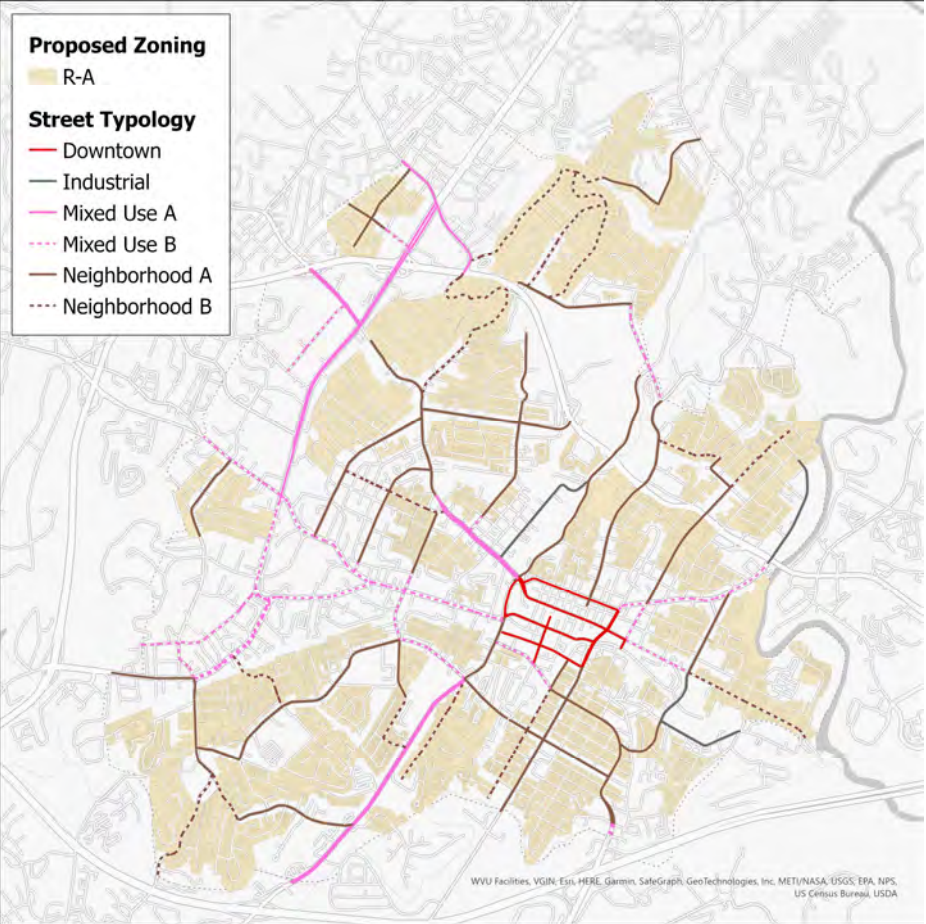
- Residential A (R-A)
- Residential B (R-B)
- Residential C (R-C)



# General Residential

## Zoning District:

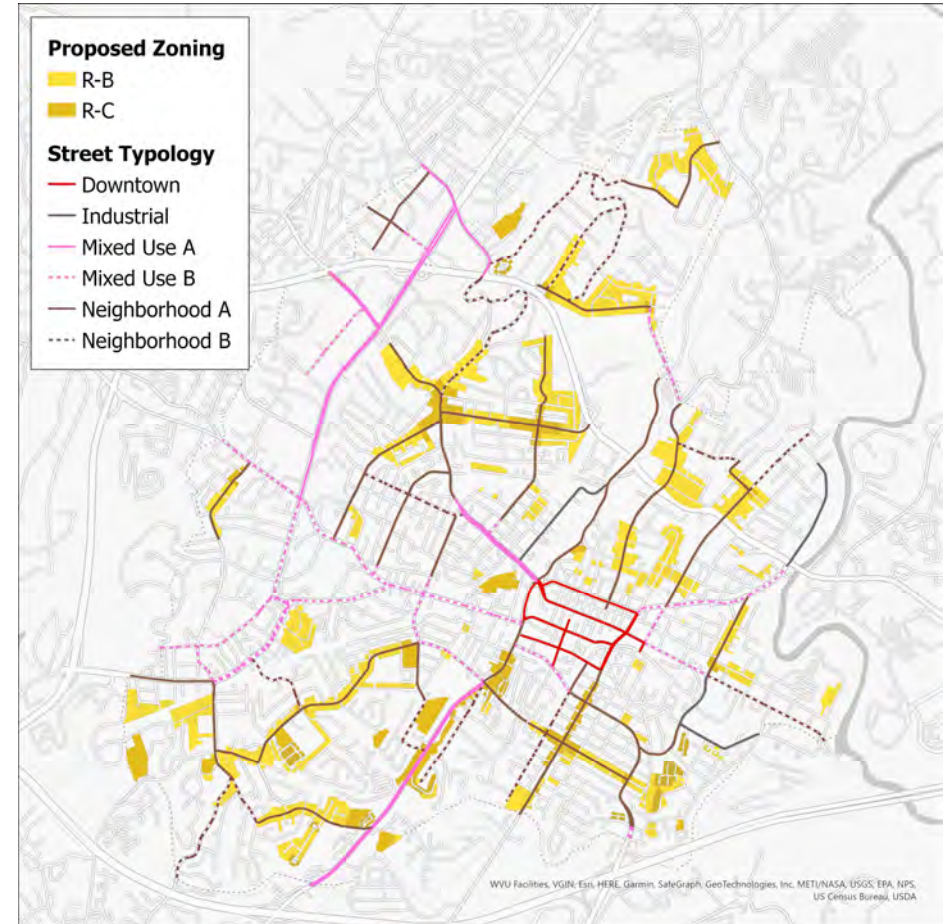
- Residential A (R-A)



# Medium Intensity

## Zoning Districts:

- Residential B (R-B)
- Residential C (R-C)



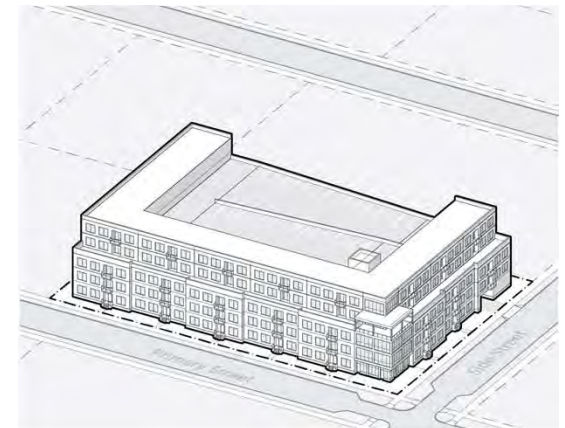
# Residential Mixed Use Zoning Category **CVILLE** PLANS TOGETHER

## Intent:

Moderate- to higher-intensity housing options including duplexes, triplexes, fourplexes, and townhomes up to larger apartment complexes, supporting and within walking distance of neighborhood-serving retail, food, and service uses.

## Zoning Districts:

- Residential Mixed Use 3 (RX-3)
- Residential Mixed Use 5 (RX-5)



# Corridor Mixed Use Zoning Category

## Intent:

Mixed-use, office, and residential buildings intended to accommodate a variety of residential, retail, service and commercial in a vibrant, pedestrian-friendly environment.

## Zoning Districts:

- Corridor Mixed Use 3 (CX-3)
- Corridor Mixed Use 5 (CX-5)
- Corridor Mixed Use 8 (CX-8)



# Node Mixed Use Zoning Category

## Intent:

Mixed-use, office, and residential buildings intended to accommodate a variety of residential, retail, service and commercial in a vibrant, pedestrian-friendly shopfront environment. Although buildings are allowed to be exclusively residential or nonresidential in use, the vertical mixing of uses is strongly encouraged.

## Zoning Districts:

- Node Mixed Use 3 (NX-3)
- Node Mixed Use 5 (NX-5)
- Node Mixed Use 8 (NX-8)
- Node Mixed Use 10 (NX-10)
- Downtown Mixed Use (DX)



# Industrial Flex Zoning Category

## Intent:

Accommodates a variety of light industrial and manufacturing uses while allowing for retail, service and commercial opportunities in a vibrant pedestrian-friendly environment.

## Zoning Districts:

- Industrial Flex 5 (IX-5)
- Industrial Flex 8 (IX-8)



# Special Zoning Category

## Intent:

Mix of building types that serve surrounding neighborhoods and produce activities that do not readily assimilate into other zoning districts.

## Zoning Districts:

- Campus (CM)
- Civic (CV)





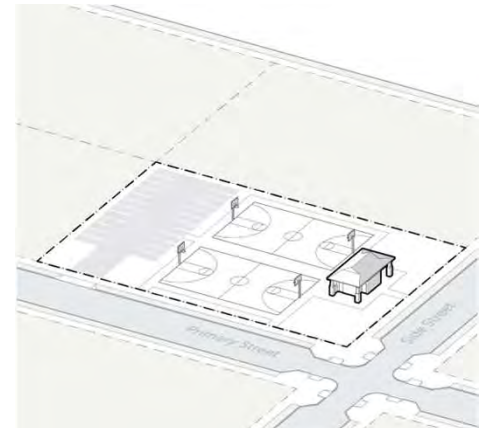
# Alternate Forms

## Intent:

Due to their unique nature or attributes certain uses may not be able to follow the form standards of the zoning district. Alternate forms allow certain uses to follow an alternative set of form standards when certain criteria are met.

## Alternate Forms:

- Shopfront House
- Civic Institution
- Park



# Overlay Zoning Districts

---

## **Intent:**

Overlay Districts apply additional regulations within a specified geographic area. Regulations may relate to design, environmental protection, or any other issue that requires additional zoning regulation in a specific area.

## **Overlay Districts:**

- Sensitive Community Areas (-SA) *potential overlay*
- Individually Protected Properties (-IPP) *existing*
- Architectural Design Control (-AD) *existing*
- Historic Conservation (-C) *existing*
- Flood Hazard Protection (-FHP) *existing*

## **Find all Module 1 Materials at: [CvillePlansTogether.com/draft-zoning/](https://CvillePlansTogether.com/draft-zoning/)**

- **Full zoning districts, rules, and map**
- **Zoning map overview by neighborhood**
- **Executive Summary of Module 1**
- **Short overviews of how the zoning ordinance is addressing some key topics of interest: housing affordability, transportation & infrastructure, environment & climate, historic preservation**

# What is a “Module”?

- In February-April 2023, we will be sharing the draft Zoning Ordinance in three parts, or “modules”.
- Each module contains sections of the Zoning Ordinance.

## Module 1

- **Zoning Districts, Rules of Measurement, Use Table, Zoning Map**
- *Available now*

## Module 2

- **Development Standards (landscaping, parking, signs, lighting, etc.)**
- *Plan to release March 29*

## Module 3

- **Zoning Administration (review processes)**
- *Plan to release during the week of April 3*

**Thank you!**

**CVILLE** **PLANS**  
**TOGETHER** 

**[CvillePlansTogether.com/draft-zoning/](https://CvillePlansTogether.com/draft-zoning/)**