







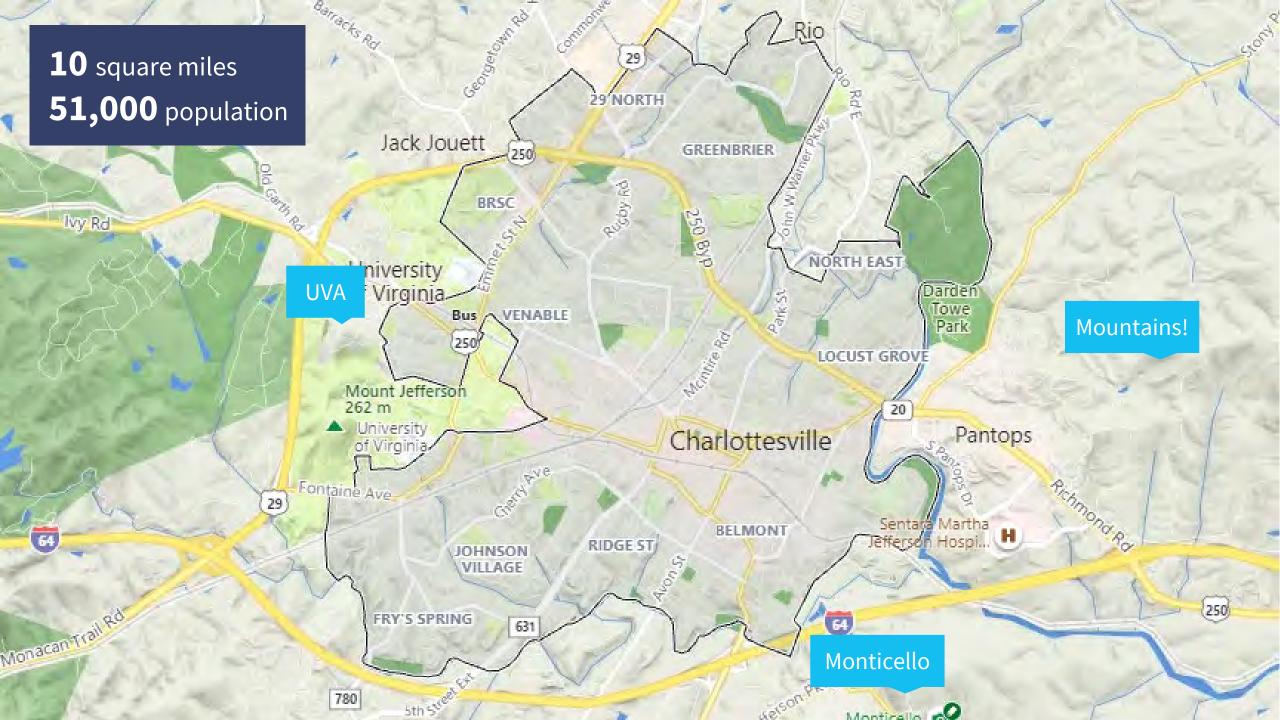
## Zoning for More Equitable Housing Options: Charlottesville, Virginia

November 21, 2024

# **Context and Background**







## **Comprehensive Plan Process**





## **Zoning Rewrite Process**







Download our latest ebook: Equitable Pathways to Small Business Recovery

## Charlottesville Fights Back Against Its Racist Zoning Demons

In the wake of the violent white supremacist rally in 2017, the Southern city's response to counter such demonstrations of hate have filtered deep into its comprehensive planning process.



EMILY NONKO JANUARY 10, 2019





Solu

En

lot #10 and lot #12 for the joint use of the owners of said two lots.

Said lot #10 is conveyed subject to the following restrictions:

Said lot is conveyed subject to the storm sewer leading from Fark Street to Second Street which crosses the lot, and also subject to a sanitary sewer line running diagonally across the rear of the lot which was installed for the joint use of owners of lots in block "C". R. M. Detamore is to have the right to connect with said sewer line.

1. That for a period of twenty years said property shall be used exclusively for residential purposes.

2. No property in this subdivision shall be sold to any person not of the Caucasian race.

3. No building costing less than \$5,000.00 except the usual and necessary out buildings used in connection with the residence shall be erected on said property.

o

4. All buildings, exclusive of the porches, erected on the property shall not be less than twenty-five feet from the front line of the property.

The parties of the first part covenant with R. M. Detamore that they have the right to convey said land to the grantee; that the grantee shall have quiet possession of said land, free from all encumbrances; that they have done no act to encumber said land; and that they will give such further 1 85 T 85 T 87 11 11



Examining Equity Through History: Mapping Racial Covenants, Infrastructure, and More...

**GET INVOLVED** 

Charlottesville

#### AN ORDINANCE

TO SECURE FOR WHITE AND COLORED PEOPLE A SEPARATE LOCATION OF RESIDENCE FOR BACH MG.

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF CHARLOTTESVILLE --

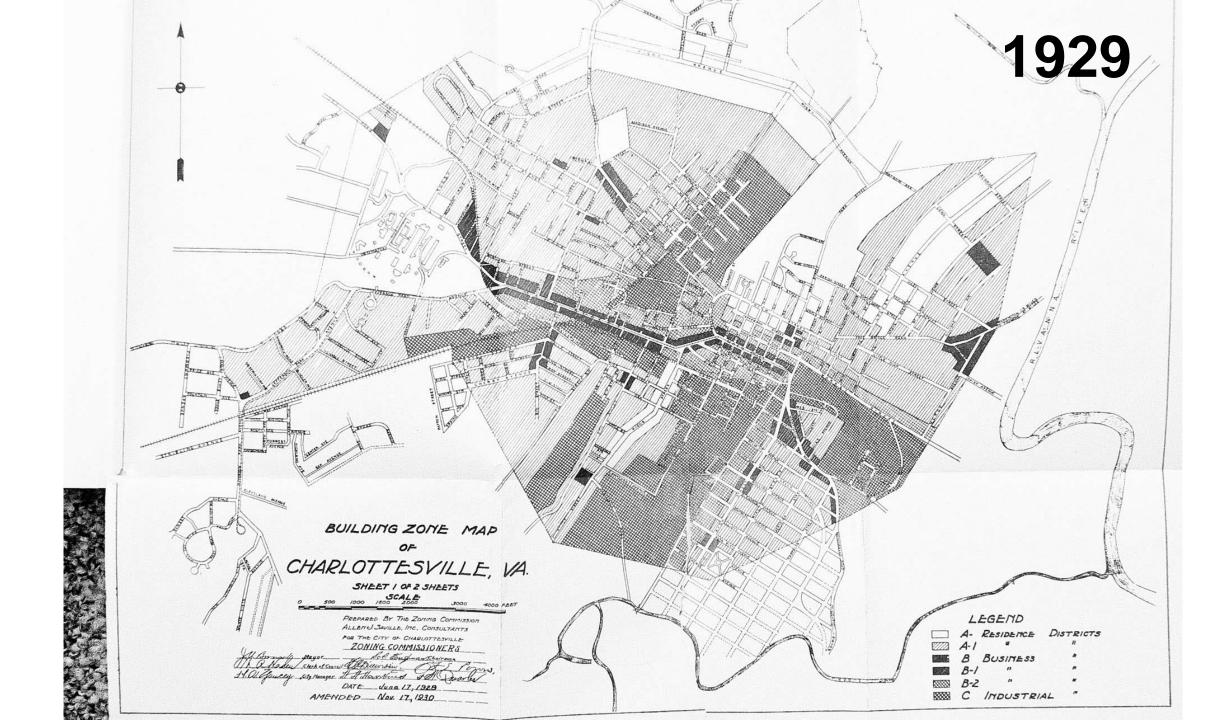
1. That it shall be unlawful for any white person to move into and thereafter occupy as a residence or place of abode any house, building or structure, or any part of any house, building or structure in any street or alley wherein a greater number of houses are occupied as residences by colored people than are occupied as residences by white people.

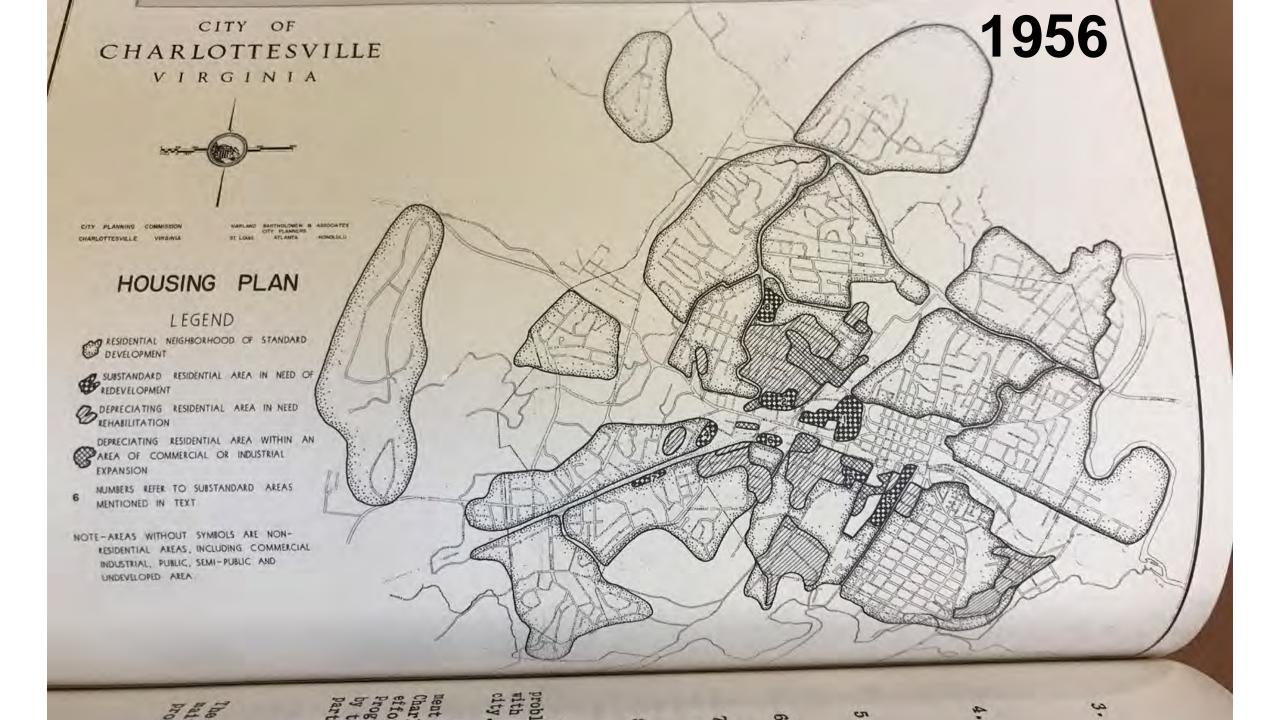
2. That it shall be unlawful for any colored person to move into and thereafter occupy as a residence or place of abode any house, building or structure, or any part of any house, building or structure in any street or alley wherein a greater number of houses are occupied as residences by white people than are occupied as residences by colored people.

3. That no person shall construct or locate on any block or square on which there is at that time no residents, any house or other building intended to be used as a residence without declaring in his application for a permit to build whether the house or building so to be constructed is designed to be occupied by white or colored people and no permit to build in such case shall be issued unless the applicant complies with the provisions of this section.

4. That noting in this ordinance shall be construed to interfere with the continued occupation or use of any property in the manner in which it is occupied or used at the time this ordinance goes into effect by the persons so occupying and using employes on the aquare orblock in which they are employed as domestics.
5. Every person, either by himself or through his agent violating, or any agent for liable to a fine of not less than fifty nor more than one hundred dollars, recoverable continued residence after notice to move to constitute a separate offence, and, in the city jail not less than thirty nor more than ninety days.
6. This ordinance shall be enforced from its ordinance shall be

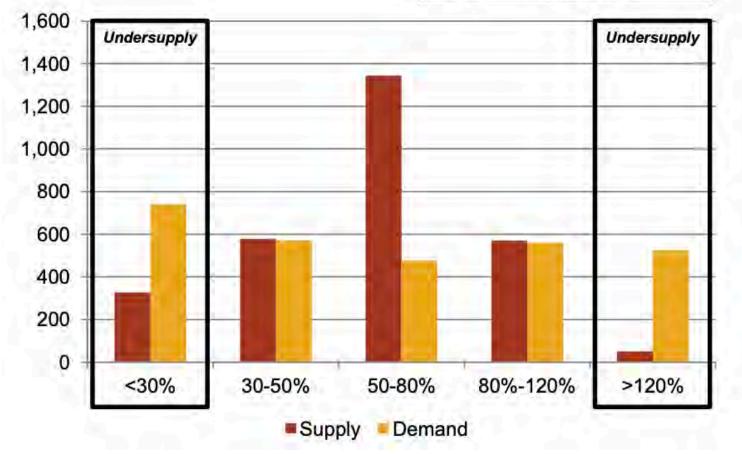
## 1912 City Ordinance





#### Supply-Demand Comparison of Rental Housing City of Charlottesville, VA; 2015

AMI Band	Rent Range	
<30%	Under \$490	
30-50%	\$490 - \$815	
50-80%	\$815 - \$1,280	
80%-120%	\$1,280 - \$1,915	
>120%	Over \$1,915	

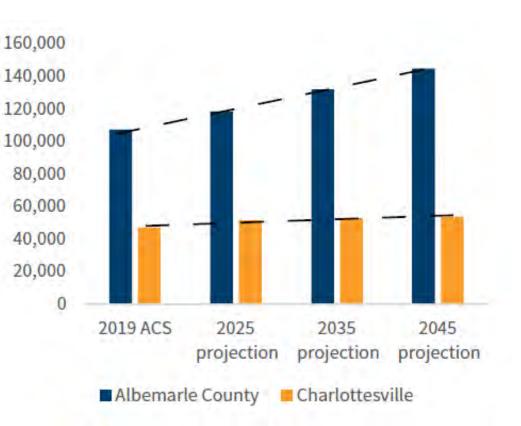


## **Housing & Affordability Needs**



"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 development above a single-family level.
- 2,700+ renter households in Charlottesville currently pay more than 50% of their income on rent and utilities, with most of these households earning <\$35,000 a year.</li>







- How do we promote the creation of more **affordable housing,** particularly at the lowest income levels?
- How do we create opportunities for a range of housing choices in all neighborhoods of the City?



## **Cville Plans Together Process**





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



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.

## **Extensive Community Process**



**Pop-up Events** 

Materials at Libraries

**Peer Engagers** 

**Open Houses –** Indoors and Outdoors

Virtual and In Person **Meetings and Open Houses** 



Steering Committee

Small-group Conversations

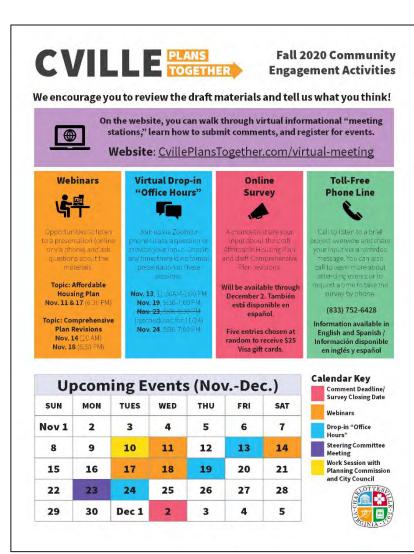
**Meetings with** Neighborhood Leaders and Community **Organizations** 

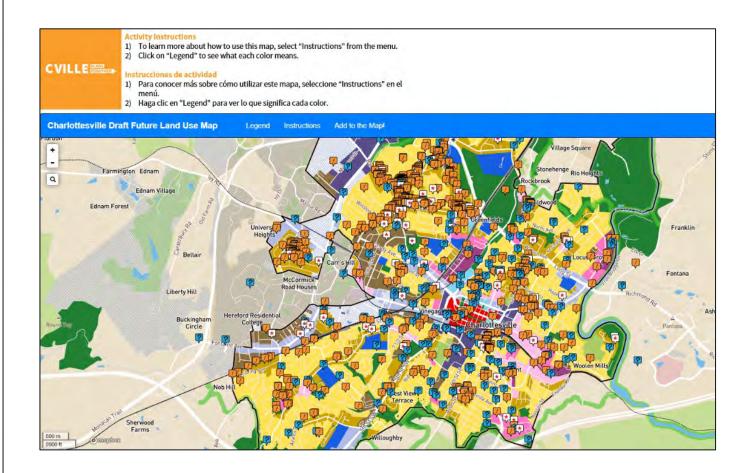
Recorded **Presentations**  19

CVILLE TOGETHER

## **Extensive Community Process**





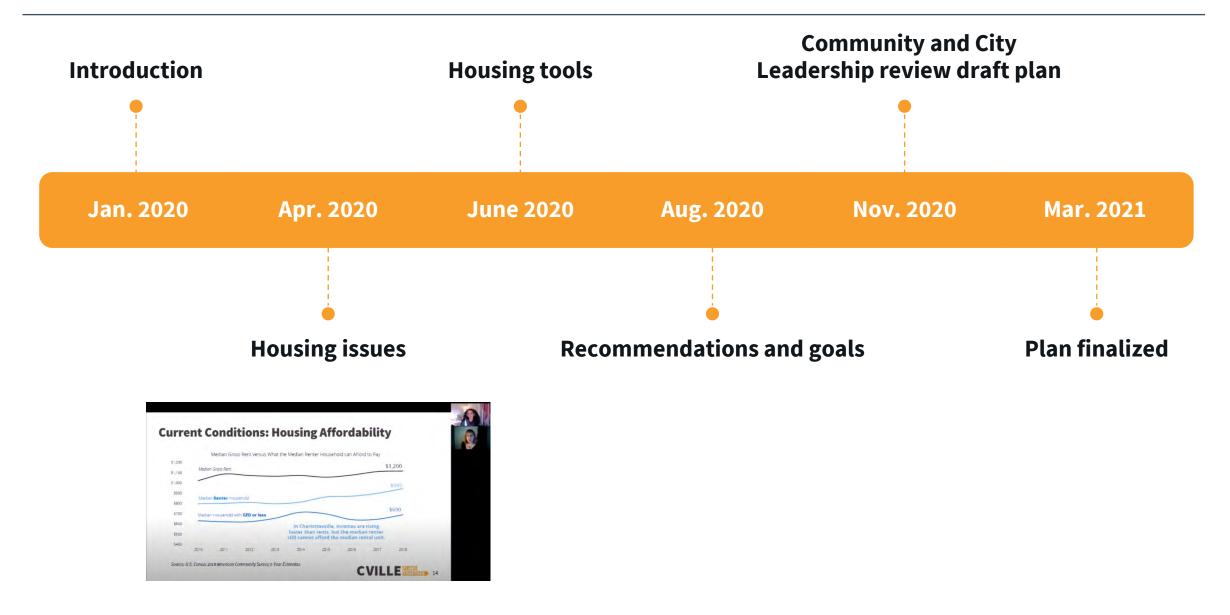


# **Affordable Housing Plan**



## Affordable Housing Plan Process



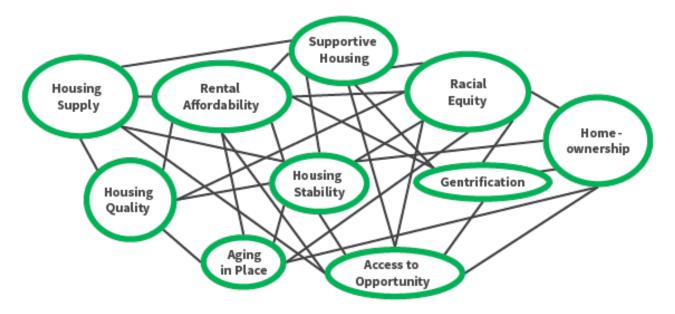




**Vision**: The City of Charlottesville will achieve a local housing market that is **healthy**, **high quality**, **affordable**, and above all, **equitable**.

## **Guiding Principles:**

- Racial Equity
- Regional Collaboration
- Comprehensive Approach







### **Recommendations Related To:**

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

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

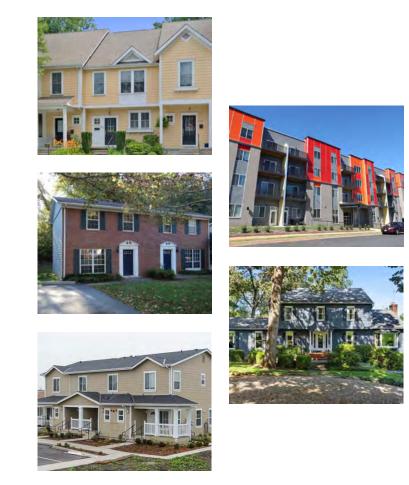
Income Targeting

## Affordable Housing Plan Overview



### Increase Supply + Slow Cost Increases + Protect Marginalized Communities

- Multifamily By-Right
- "Soft Density" ("Missing Middle") By-Right
- Accessory Dwelling Units
- Inclusionary Zoning



## **Comprehensive Plan**





### **Five Guiding Principles**

These are community-input-driven priorities that apply to the entire plan.

### Equity & Opportunity



**Community Culture & Unity** 



**Local & Regional Collaboration** 



**Environmental Stewardship & Sustainability** 



**Connections & Access** 

#### GOAL 1. ZONING ORDINANCE

With the community, create a new zoning ordinance to reinforce and implement the vision for Charlottesville's future as articulated in the Comprehensive Plan, Affordable Housing Plan, Small Area Plans, Vision Plans, and the Standards and Design Manual.

More information about related funding strategies that can support affordability in partnership with these zoning changes can be found in the Affordable Housing Plan and the Housing Chapter of this plan.

#### Related Guiding Principle(s):

 Local & Regional Collaboration, Equity & Opportunity, Connections & Access, Environmental Stewardship & Sustainability



## Six Priority Areas For Implementation **CVILLE**

- 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.











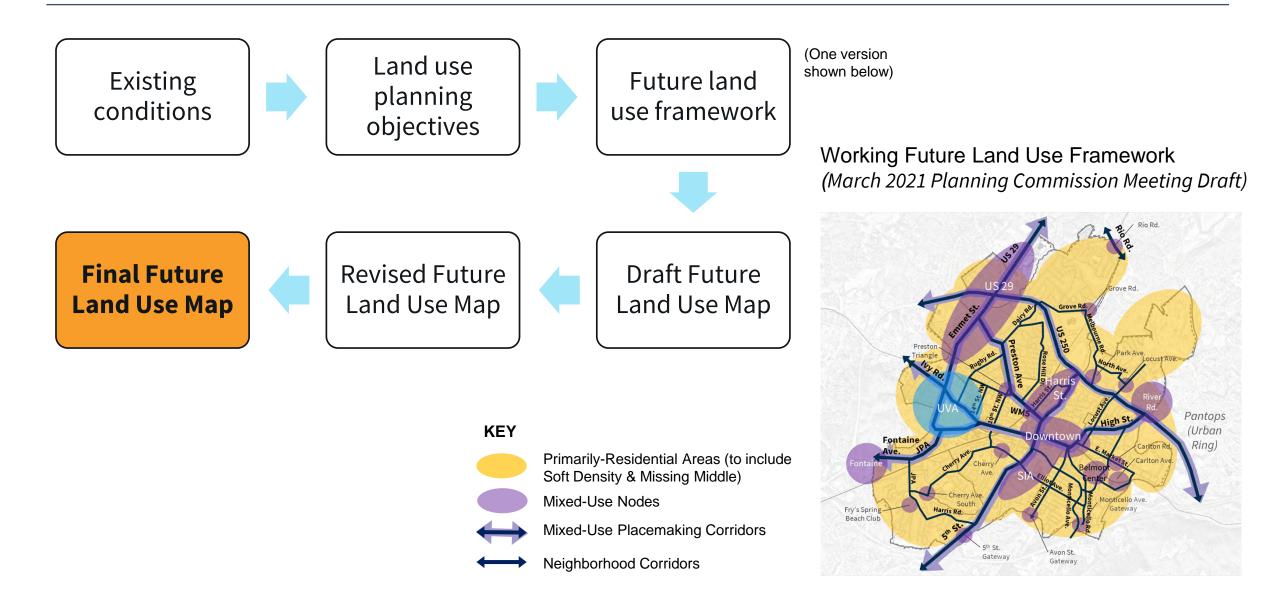




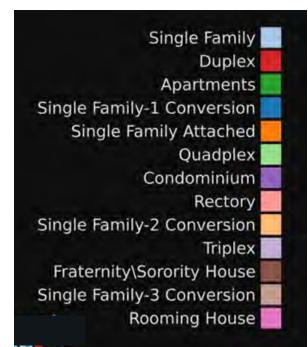
- Ensure citywide, equitable opportunities for additional housing.
- Increase opportunities for development near community hubs and amenities, to maximize access.
- Protect, preserve, and enhance natural and cultural resources.
- Build upon land use recommendations from other plans.
- Explore the potential of vacant or underutilized properties.
- Establish correlations between the City's land uses, UVA, and the County's Urban Ring.
- Increase access to transit, as well as walking and biking infrastructure.
- Ensure long term economic sustainability of the City by planning for a wide range of commercial land use types.

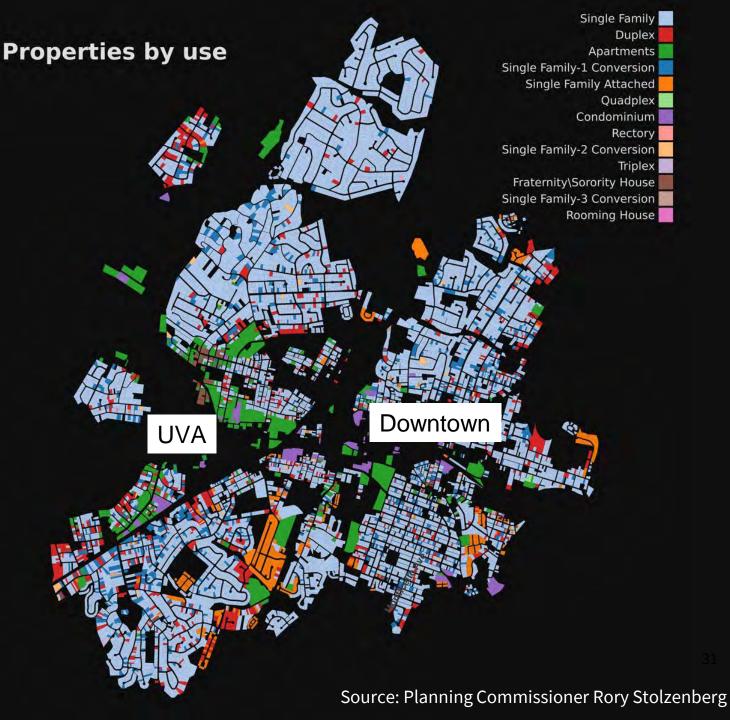
## Future Land Use Planning Process





## Housing in Charlottesville Toda





## Residential Character

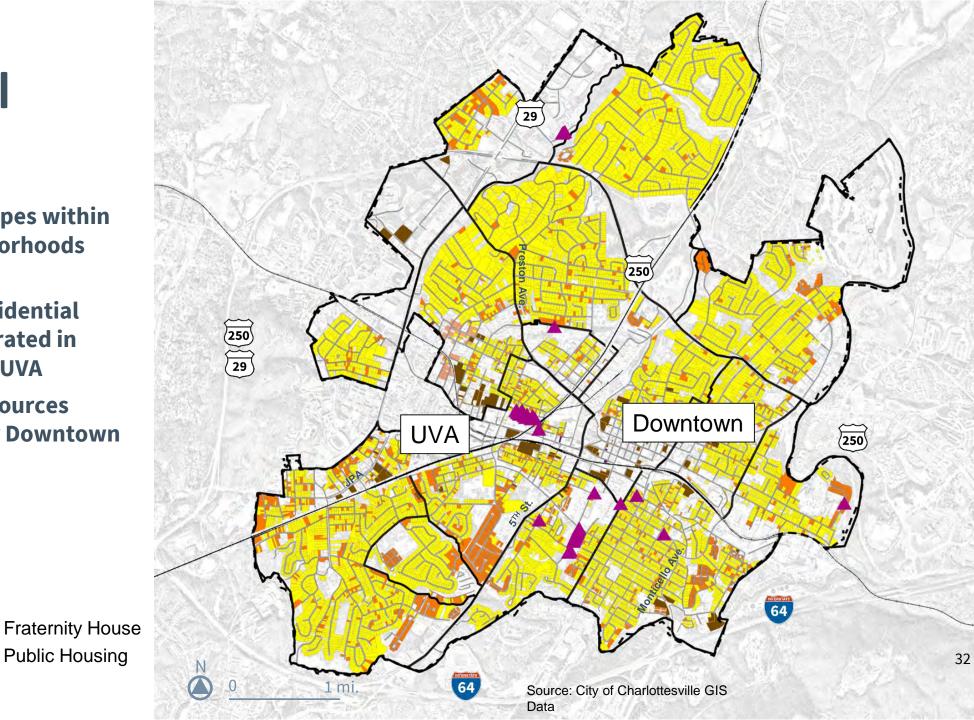
- Diverse housing types within residential neighborhoods today
- Higher density residential generally concentrated in Downtown & near UVA
- Public housing resources concentrated near Downtown

KEY

Low Density

High Density

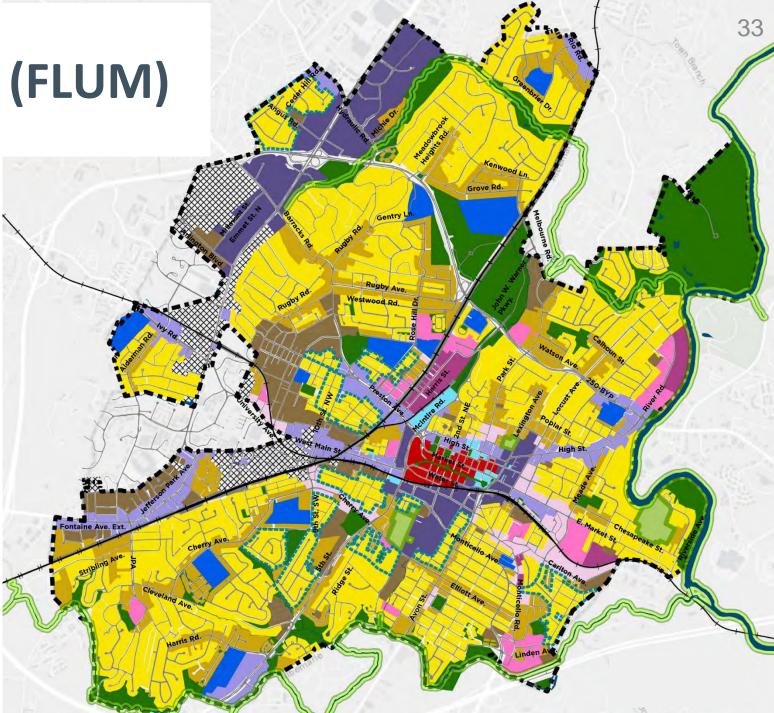
Medium Density



## Future Land Use Map (FLUM)

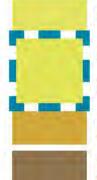
**General Residential General Residential (Sensitive** Community Area) Medium Intensity Residential Higher-Intensity Residential **Neighborhood Mixed Use Corridor** Neighborhood Mixed Use Node Business and Technology Mixed Use Urban Mixed Use Corridor **Urban Mixed Use Node Downtown Core** Civic Education **Open Spaces and Parks** Cemetery UVA Stream Buffer **City of Charlottesville Boundary and** 

Urban Development Area



## **Sensitive Community Areas**





### **General Residential**

General Residential (Sensitive Community Area) Medium Intensity Residential Higher-Intensity Residential

### Tools may include, but won't be limited to:

- Refining lot **subdivision** regulations
- Defining **smaller minimum lot sizes** to allow large parcels to be subdivided into separate lots
- Allowing for portions of the primary lot to be divided into **secondary lots**
- Defining maximum lot width to avoid lot mergers
- Reducing parking requirements for affordable units





### •Aims to balance several equity considerations:

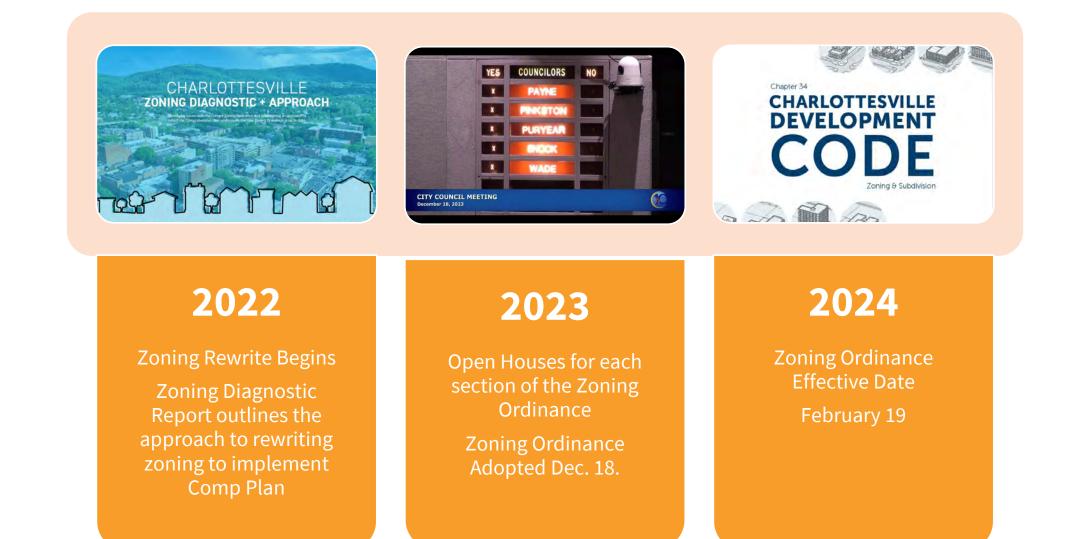
- -Provide more housing opportunities **near community amenities**
- -Support community wealth-building and homeownership
- –Increase the availability of housing in single-family neighborhoods that have historically had exclusionary zoning or which contain few non-single-family housing options

•Land use policies <u>must work in tandem with other programs</u> to ensure enhanced housing affordability and protections for displacement

## Charlottesville Development Code











#### 2022



zoning to implement Comp Plan

#### Create an accessible roadmap for where we are, and where we are going

- Bring high-level policy goals "to the ground"
- Lay educational groundwork what can zoning do, and what can't it?
- Calibrate zoning tools to specific needs understand the physical and political context for the project
- Build consensus on the path forward

#### S Establish an inclusionary zoning policy for developments over Set appropriate levels of affordability (market rate or Study the balance between affordable units provided and the Average need for additional height. TA JUNE 2022 FINAL

14 LINE 2022 FINAL REPORT

TOME FOR VELOCIDARIA STORAGE

RESIDENTIAL DISTRICT TESTING

FRAMEWORK FOR TESTING:

CARVE-OUT UNIT

Average Unit Size:

INFILL HOUSING TYPES

Carve-out units are created from within

the existing toolprint of a home. These units are typically found in the attic.

units are typically loans in the article basement, or rear of a house, with a

separate entry or access to the exterior

ATTACHED OR DETACHED COTTAGE

accessory dwelling units or granny h are units that are typically smaller th

existing or new constru

Average Unit Size:

DUPLEX + TRIPLEX

similar In

and can b

converte

Average

FOUR-P

Four-ple

2-story

units ha

accesse

the primary house and can be added to

Duplexes and miplexes are typically

600 SF

Allow an additional unit where an existing house is preserved.

SUMMARY OF RECOMMENDATIONS

TOOLS TO HELP ENSURE AFFORDABILITY

- to development of the site by providing flexible standards

- When affordable housing is provided, reduce the barriers

- including for things like parking, stormwater mitigation, and
- Investigate the adoption of strategies beyond zoning that

Support the goals of the Affordable Housing Plan

- Investigate the effectiveness of reducing the total number of units available on each lot, balanced with the desire of Require Retention and Remodeling of Existing Structures Investigate the effectiveness of requiring the retention and

CARRIAGE HOUSE

Average Unit Size:

arage or carport. They can be all ices are typic detached from the primary ange in size based on the size of the

ACCESSORY COMMERCIAL UNIT

Average Unit Size:

COTTAGE COURT

ically lound abu

600 SF

tell spaces.

600 SF

REDUCING POTENTIAL DISPLACEMENT

Allow Fewer Units Than Other Locations

develop all new units.

HAF DOTTES WILLE

2 Refine the generalized areas described as "sensitive

community areas" in the Comprehensive Plan to ensure the

appropriate areas are protected from some of the risk of

displacement. Include community input in this process.

existing property owners to benefit from the sale of their land.

remodeling of the existing unit on the site at the same time

Support City's "Right of First Refusal" to Purchase

preserve existing affordable housing stock.

New units are introduced in order to reduce the pressure to

Investigate the effectiveness of a policy that allows the City to have "Right of First Refusal" to purchase for-sale properties

that are currently affordable but unrestricted in order to

Map a Zoning Overlay District

areas of transition in use.

Cottage courts are a series of small-

t units often arranged around

REBIDENTIAL DISTRICT TESTING DEVELOPMENT SCENARIOS:

Exist

NARROW SMALL LOT

ATTIC CARVE-OUT + DETACHED COTTAGE

Vehicle Access None

ATTACHED COTTAGE + CARRIAGE HOUSE

Vehicle Access

FOUR-PLEX

Vehicle Access Re

122 FINAL REPORT

NOTES

GENERAL RESIDENTIAL - SENSITIVE

MEDIUM INTENSITY RESIDENTIAL

GENERAL RESIDENTIAL

Detached Cottage

LOWER CARVE-OUT + CARRIAGE HOUSE

Vehicle Access Front

RESIDENTIAL DISTRICT TESTING

WIDE MEDIUM LOT

DEVELOPMENT DETAILS

1 Existing House

1 Attic Carve Out

2 Detached Cottages

65' x 120'

2 On-site

2 On street

DEVELOPMENT SCENARIOS:

Att/c Carve-Out

Lot size

Units

Parking

16 JUNE 2022 FINAL REPORT

Vehicle access Front

Lot coverage 54%

Existing House

New Existing

3 These scenarios are described in greater detail on the following pages.

DUPLEX CONVERSION + DETACHED COTTAGE

Vehicle Access None

New Existing

CHARLOTTESVILLE ZONING DIAGNOSTIC + APPROACH Lot size

Units

Parking

Vehicle access Front Lot coverage 66%

Existing House to Duplex

DEVELOPMENT DETAILS

2 Carriage Houses

2 Existing House to Duplex

65' x 120'

4 On-site

2 On-street

GENERAL RESIDENTIAL - SENSITIVE

MEDIUM INTENSITY RESIDENTIAL

GENERAL RESIDENTIAL

Carriage House

#### CVILLE TOGETHER

## Balance regulations and reality

Continuous feedback loop with community, stakeholders, and staff asking:

- Does this support our goals?
- Can this realistically be built?
- Can we enforce this?
- Will this pass political muster?



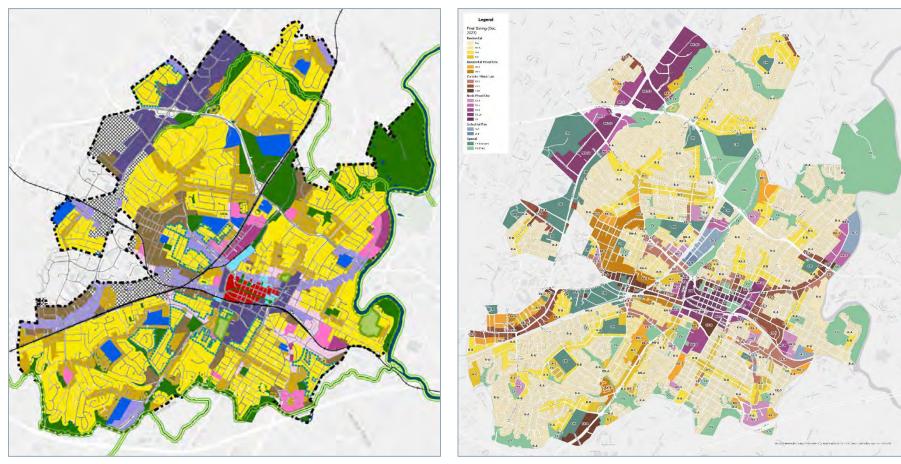
2023

Communicate, Deliberate, Revise

> Zoning Ordinance Adopted Dec. 18.

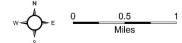
## From the FLUM to the Zoning Map





Final Future Land Use Map

Final Zoning Map



#### **Commit to the ongoing work**

- Understand that a new code is the first step
- Train development review staff and evaluate internal processes
- Track progress and update the code annually
- Adopt supporting policies to achieve deeper affordability and stabilize existing residents: programs *and* dollars

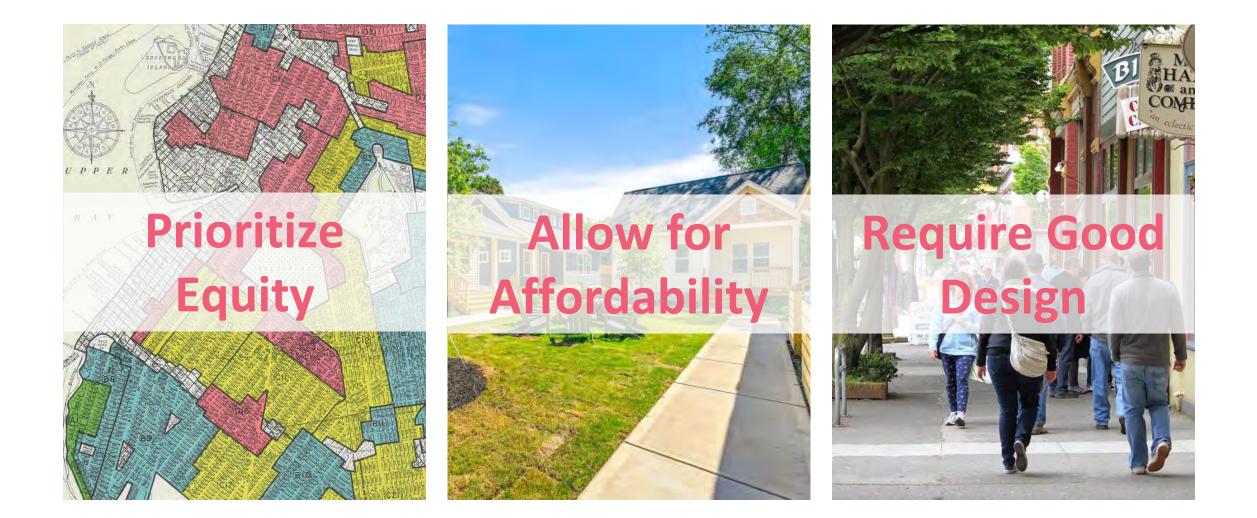


PLANS TOGETHER

CVI

## **Goals for Zoning**





### Predictability matters.

#### User-friendly, easy-to-administer code.

- Highly illustrated, with tables and graphics
- Plain-language drafting style

#### Limiting discretionary review.

- Include requirements for good urban design
- Build in by-right bonus programs with incentives

## Right-size review processes based on project size.

- Different development review streams for neighborhood-scale projects and large-scale projects
- Don't forget about processes for subdivision and stormwater, utilities, and fire review

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DIV. 2.5. NODE MIXED 2.6.1 Summary of Districts Moderate and holes entering water loss of the entering water loss and the entering water loss of the entering water loss of the entering and the entering water loss of the entering water loss of the entering and the entering water loss with use users of because and and a version and the entering water loss with user users of because and and a version and the entering water loss with user users of because and and a version and the entering water loss with users users of because and and and a version of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the entering water loss of the en	No actual y solutions Nendly solutions Plant Units al to accommodate	
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	Zoning America	@ Submittal
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It is the loss of the level	Application	
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NX-10 15 or 60 Ke triden 55 or 60 Ke writen intern His denetity earth	<ul> <li>Any person who is the owner, owner's again, or contact purchase, of Poperty with the owner's writer consent, where such amenoment the owner's a change of the zoning datus amenoments.</li> </ul>	- may
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### Flexibility matters.

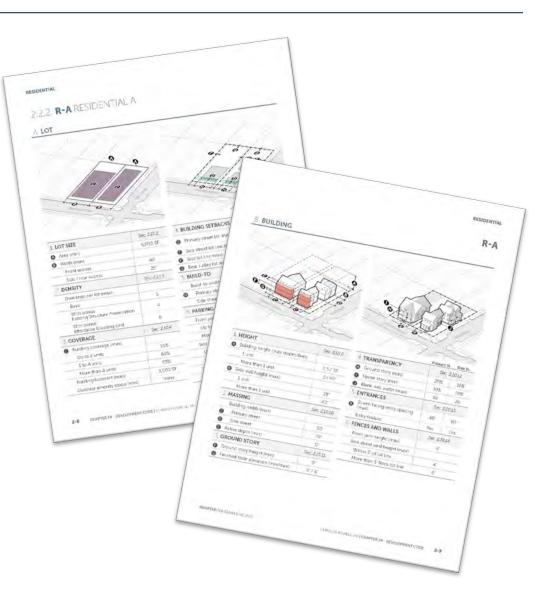
#### Allow more housing choices everywhere.

#### • All residential areas allow at least:

- Lot size: 6,000 sf min.
- Lot width: 40' min.
- 3 units per lot (with bonus opportunities)

#### Remove parking minimums.

- No vehicle parking required
- Minimum short- and long-term bicycle parking for most projects
- Projects +50,000 sf require a transportation demand management plan



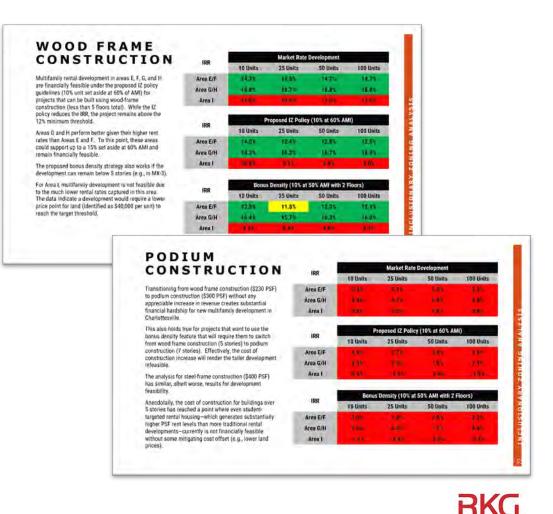




### Feasibility matters.

## Test, evaluate, and modify requirements, especially affordability programs.

- Any project with 10+ units requires affordable units
   0 10% of units at 60% AMI
  - Deed restricted for 99 years
  - $\,\circ\,$  In-lieu fee option, equivalent to cost to construct the unit
- Market research and rigorous testing guided policy decisions
- Commitment to track and modify policies annually

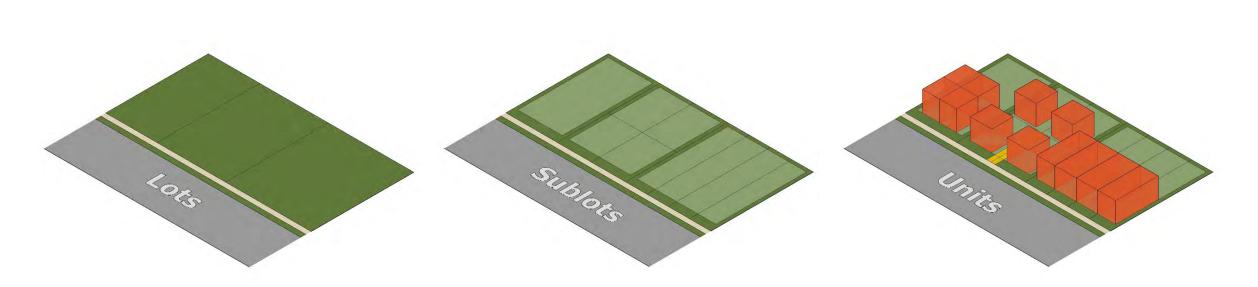






### New Ideas: Lots + Sublots

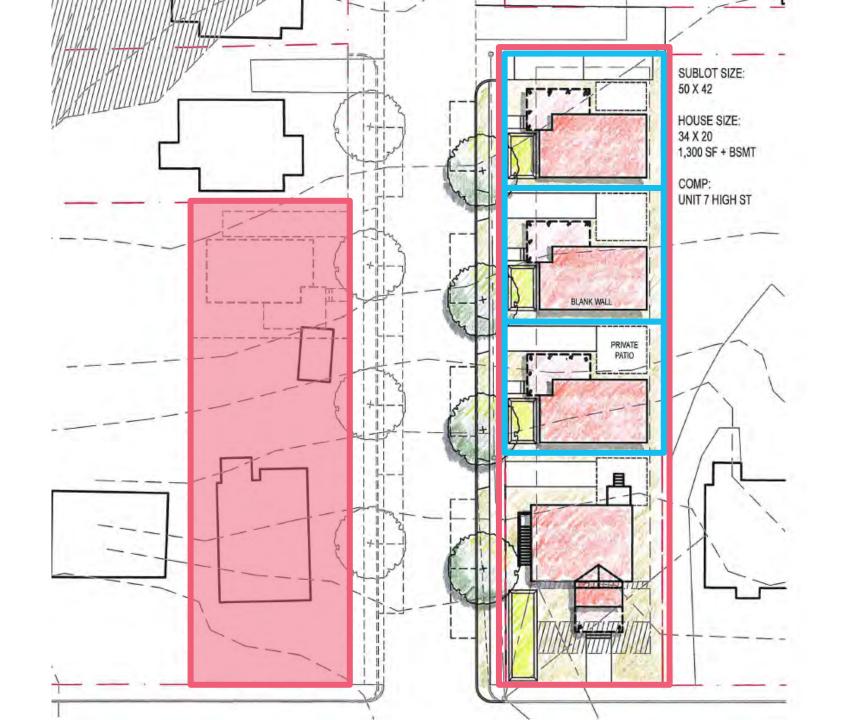




Zoning requirements apply to the **lot**.

**Sublots** are recorded through subdivision.

Allows for fee-simple projects = **starter homes!** 





	Base Units Allowed	Preservation Bonus	Affordable Unit Bonus
R-A	3	4	6
R-B	6	8	12
R-C	8	10	12
Mixed Use			Additional Stories









## Hot Topics: Anti-Displacement Areas



#### **Neighborhood Core District**

	Base Units Allowed	Preservation Bonus	Affordable Unit Bonus	
R-A	3	4	6	ITL
RN-A	1	2		
R-B	6	8	DEP	-
R-C	8	CEHU	12 E	
Mixed Use	DI A		<b>Rit</b> vat stories	

## Core Neighborhood Corridor Overhy

- Rapidly re-developing commercial corridors adjacent to "Sensitive Areas"
- Special Permit required to exceed 3 stories
- Framework for community benefits

## Hot Topics: Ideas Tabled for Later





Neighborhood Commercial



5 CHARLOTTESVILLE ENTRANCE CORRIDOR DESIGN GUIDELINES

Corridor Design Review



Environmental Regulations

## Challenges & Looking Ahead

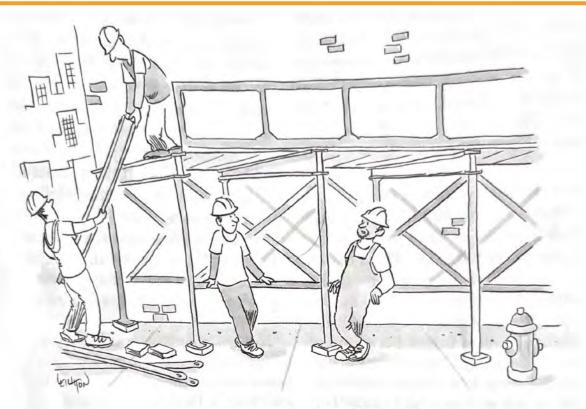


## Learn, Review, and Amend



- This is an ordinance that is oriented towards development.
- In particular we want to promote small scale infill & many hands contributing to building the City.
- We also have a lot of requirements for livability, quality of life, and affordability. Rules = cost so we need to seek balance.
- Lots of pathways to waivers
  - Administrative modifications
  - Variances
  - Special Exceptions

Always learning and adjusting. Annual code clean-up. Treat the code as something that can be readily amended based on experience.



"As I understand it, after this scaffolding comes down the city will be done."

## **Upcoming Projects / Initiatives**



- Pre-permitting buildings types
- Builders Guild
- Review & update environmental regulations
- Historic District Design Guidelines

- Commercial uses in residential
- Short-term rentals
- Improving our Development Review Process
- General education & support

## Key Takeaways







Be honest about what zoning **can** and **can't** do – it's not a silver bullet, it's the **start of the work**. Avoid treating zoning like a **development plan** – it's a **set of guardrails**, and the market will drive outcomes. Don't let **perfect** be the enemy of **good** – it's better to get some things adopted than nothing.

Don't stop at adoption – continually **test** and **evaluate** outcomes and **amend** the code annually.



Don't mistake this as a purely technical exercise – it's as much **political**, as it is technical.

# Thank you!

CVILLE PLANS TOGETHER