



XIV. LAND USE

The City of Richmond will implement a balanced land use strategy that provides for a sustainable community of thriving neighborhoods, business areas and civic places that comprise an outstanding quality of life and physical environment. The City will expand in a manner which conserves the natural land resources and integrates new development in ways which minimize negative impacts and provides for a healthy ecosystem. As the city grows outward, it will also strongly encourage growing inward through redevelopment and reinvestment in older areas. The Downtown will continue to be emphasized as the City’s government, cultural, retail and entertainment center. Walkable neighborhood commercial areas will be supported; pedestrian and bike connections will be emphasized; transit oriented development will be promoted concurrently with the exploration of light rail; office development and industrial development will be a priority especially in the Northwest quadrant; mixed use, traditional development and clustered patterns of development will be emphasized where appropriate, culminating in a long term sustainable growth philosophy for the City of Richmond.

XIV. LAND USE

A. Introduction

City officials create land use plans for protecting the character of a community as it grows. New development is an asset only if it contributes to rather than detracts from the welfare of the community. City officials use land use plans to make choices that allow desirable patterns of development to become established. A map of community land is used to diagram the different ways that a community needs to use the land. City officials use this diagram as a visual reference when making responsible decisions about future development in the community.

A land use diagram divides the land into a mosaic of zones, with each zone representing a specific land use. There are different zones for different uses, with rules for what is acceptable to build on each. All new construction must be compatible with what is acceptable for the zone that it is to be built. City officials use zoning laws as a means of enforcement in order to protect the assets and character of the community. Land use plans are to guide zoning and not vice versa.

This chapter explains and defines each of the land use designations on the Existing Land Use Map, while it explains the definition and characteristics of each designation. The emphasis in this chapter is on defining the form, function, and development that is permissible for each land use. This chapter also provides recommendations for locating and citing new land use elements and their components.

Definition of Land Use Plan

A land use plan presents the policies regarding the extent, intensity, and type of physical development. It typically includes an analysis of existing land patterns by use category, an examination of the amount of vacant land, and the percentage of each land use that makes up the composition of the community. A future land use plan represents the direction of growth and the expected type of uses. The rationale for land use planning includes the following:

- Accommodate future needs
- Provide for orderly growth
- Provide sound basis for short-range decisions
- Provide an official position that property owners can count on to enable consideration of cumulative and secondary offsite effects of individual development proposals

The adoption of a land use plan as part of a continuous planning process enables a balanced and comprehensive review of incremental zoning amendments. Successful implementation of the goals and objectives of a plan requires regular re-evaluation of recommendations. This on-going planning approach is essential to assure appropriate flexibility, since it is impossible to determine the exact location of all land uses in advance of need and development.

B. Goal and Objectives

Goal

Encourage a variety of coordinated land uses to meet the needs of a diverse and sustainable community with thriving neighborhoods, business areas, and civic places that can provide the opportunity for a wholesome life in a dynamic environment for its residents.

Objectives

1. Coordinate a balance of land uses throughout the city and the two-mile fringe area to promote a diverse and sustainable community.
2. Develop and encourage economic development driven land uses to build the tax base.
3. Promote the design of new neighborhoods that are based on smart growth guidelines where appropriate and reduce the need to travel long distances to fulfill basic needs.
4. Promote open space preservation and green spaces.
5. Protect environmentally sensitive areas within the City including wellheads and aquifers.
6. Conserve natural resources, such as the Whitewater River Gorge, Cardinal Greenway and existing woodlands. Integrate the natural resources into adjacent developments in ways that minimize negative impacts and provide for a healthy ecosystem.
7. Develop and connect pedestrian and bike connections.
8. Support land uses that promote the expansion of educational and institutional facilities.
9. Support and promote agricultural uses, value added agricultural uses and appropriate residential uses in agricultural areas.
10. Encourage development patterns that offer the efficiencies of density and a mix of uses including single-family developments and commercial areas.
11. Integrate a mix of people and housing in neighborhoods and encourage new development in older neighborhoods to be consistent with the existing development in those areas. New developments will include a mix of housing types. Pedestrian connectivity and safety will be a primary concern for all new and existing developments.
12. Encourage inward redevelopment and reinvestment of older central areas as the City grows outward.
13. Develop design review criteria and processes to help manage design aesthetics, including curb cuts, streetscaping, signage, building setbacks, building mass, building materials, parking and other standards that can be managed through design overlay districts.
14. Promote the integration of landscape buffers in new development plans to separate and provide a aesthetic transition commercial, industrial and residential uses.
15. Develop site design standards and review processes for multi-family residential developments in established neighborhoods to ensure the urban fabric and pattern of these established neighborhoods is maintained with new development.
16. Develop rural open space transition standards between industrial, commercial, and residential uses.
17. Develop land use districts / overlay zones to better coordinate and transition land uses.
18. Emphasize Downtown as the City's government, cultural, and business center – and as a preferred location for housing in mixed-use buildings.
19. Encourage infill development strategies wherever possible that minimize sprawl, promote mixed-use development and public greenway space.
20. Study zoning and land use along the major routes to determine appropriate opportunities for adaptive reuse and redevelopment.

Development Controls

1. Adopt and develop design review guidelines and regulations for zoning and subdivision controls, and/or incentives to encourage coordinated development.
2. The City of Richmond, surrounding jurisdictions, and unincorporated areas are to establish a collaborative relationship for decisions about land use planning.
3. Conduct research of growth management, development controls, and other nationally used methods to analyze the best methods for the City to develop new standards.
4. Review existing annexation policies for the City of Richmond and develop policies that support the capital improvement plans.

C. Existing Land Use

Issues and Findings

For the purposes of this planning initiative, the City was divided into quadrants to better represent the detail and development of the community. There is an existing land use map, located at the end of this chapter, depicting the City of Richmond, with a narrative in this section describing the general land use patterns and zoning of the city.

The land use categories shown on the existing land use map were developed as a standard to organize and define the different land uses. General categories and definitions were developed that fit general land use types including: Residential, Commercial, Office, Industrial, Agricultural, Green Space, and Institutional.

Land-Based Classification Standards system of the American Planning Association, which is an update of the 1965 Standard Land Use Coding, was used as a guidance tool to organize and define the existing land uses of Richmond. The standards provide a consistent model for classifying land uses based on Activity, Function, Structural Character, Site Development Character, and Ownership of the land. The following definitions describe the guidance standards:

Activity refers to the actual use of land based on its observable characteristics. It describes what actually takes place in physical or observable terms (e.g., farming, shopping, manufacturing, vehicular movement, etc.). An office activity, for example, refers only to the physical activity on the premises, which could apply equally to a law firm, a nonprofit institution, a courthouse, a corporate office, or any other office use. Similarly, residential uses in single-family dwellings, multi-family structures, manufactured houses, or any other type of building, would all be classified as residential activity.

Function refers to the economic function or type of enterprise using the land. Land-use terms, such as agricultural, commercial, and industrial refer to enterprises. The type of economic function served by the land use gets classified into a dimension; it is independent of actual activity on the land. Enterprises can have a variety of activities on their premises, yet serve a single function. For example, two parcels are said to be in the same functional category if they belong to the same enterprise, even if one is an office building and the other is a factory.

Structural character refers to the type of structure or building on the land. Land-use terms embody a structural or building characteristic, which suggests the utility of the space (in a building) or land (when there is no building). Land-use terms, such as single-family house, office building, warehouse, hospital building, or highway, also describe structural characteristic. Although many activities and functions are closely associated with certain structures, it is not always so. Many buildings are often adapted for new and different uses. For instance, a single-family residential structure may be used as an office.

Site development character refers to the overall physical development character of the land. It describes "what is on the land" in general physical terms. For most land uses, it is simply expressed in terms of whether the site is developed or not. But not all sites without observable development can be treated as undeveloped. Land uses, such as parks and open spaces, which often have a complex mix of activities, functions, and structures on them, need categories independent of other dimensions. This dimension uses categories that describe the overall site development characteristics.

Ownership refers to the relationship between the use and its land rights. Since the function of most land uses is either public or private and not both, distinguishing ownership characteristics seems obvious. However, relying solely on the functional character may obscure such uses as private parks, public theaters, private stadiums, private prisons, and mixed public and private ownership. Moreover, easements and similar legal devices also limit or constrain land-use activities and functions. This dimension allows classifying such ownership characteristics more accurately.

Existing Land Use Categories

These are descriptive land uses and do not reflect the actual zoning of the property.

- **Agricultural:** This category includes land for the use for farming or for the raising of livestock. Agricultural activities include crop propagation, dairying, stock animal, and poultry.
- **Agricultural/Residential:** This category includes land for farming as described above with residential uses on site– usually single family detached residences.
- **Single Family Residential:** Land that is developed with single-family residential units. Single-family dwellings are detached and can be part of a subdivision development. The structures do not exceed three stories in height.
- **Multi-Family Residential:** Multi-family Residential areas include multiple family residences with in one structure. These include duplexes, units with three family or more dwelling units, stand alone apartment buildings, townhouses/condominiums, and mobile homes /trailers.
- **Commercial:** This category includes a wide range of commercial uses and service uses including retail, service businesses, restaurants, professional offices and medical related uses (except hospitals). Commercial land uses should generally be located away from or buffered from residential districts due to their high volume of traffic, potential to generate noise, operate at late hours, have obtrusive lighting and other adverse constraints.
- **Industrial/Transportation/Landfill/Manufacturing:** This broad category includes areas deemed appropriate for light/heavy industrial uses, which are generally not compatible with residential development. These uses include heavy manufacturing uses whose primary objective is for compounding, processing, packaging and assembling of products, construction, contracting, transportation, utilities, wholesaling, warehousing and mineral extracting uses. This category also includes infrastructure related uses for electricity, gas, and water services such as power plants, sewage treatment plants, and landfills.
- **Community Facilities:** These land uses serve and meet community needs through a wide range of recreational facilities, funeral parlors, indoor recreation facilities, outdoor recreation facilities, residential care facilities, hostels, disability housing, childcare centers, parks, and cultural facilities.
- **Institutional:** Uses that include churches, places of sacred and religious affiliation, cemeteries, hospitals, civic or religious uses, schools, public/private schools, colleges/universities.

- **Green Space/Open Space:** This category includes land for the use of nature preservation and passive recreation such as Hayes Arboretum and along the Whitewater Gorge. The category includes public parks, retention areas, lakes, golf courses, and greenbelts.
- **Water Tower:** Land dedicated to a water tower structure or use.
- **Vacant Land:** Vacant land is land that is undeveloped, but is not used for recreational or park purposes. The land has no buildings or usable structures. This category includes vacant land zoned for apartments and other residential buildings, commercial and industrial land, vacant streets and alleys, and industrial railway land.

Summary of Existing Land Uses

Richmond is known for its vast farmlands and agricultural areas that surround the city core. The fertile Whitewater Valley of Richmond provided settlers with endless land to cultivate beginning in the early 1800's. Wayne County and Richmond farmers continue this tradition today, with a strong agricultural base in grain (corn, soybeans, oats, wheat, and canola), beef, pork, and poultry. Notably, Richmond has prided itself on being a farming community for over 200 years and should continue this tradition by developing policies and strategies to preserve its agricultural community. Agriculture is redefining itself in the market place with concepts such as agricultural tourism, or agri-tourism, area farm concepts that improve the incomes and potential economic viability of small farms and rural communities. Agricultural tourism operations provide a bridge between urban and rural dwellers. Another concept is community-supported agriculture that supports local farmers through farmer's markets, and selling their products locally, versus shipping them across the country. These concepts in progressive agriculture are defined below.



Source: waynet.org

Value-added agriculture, is defined as “A change in the physical state or form of the farm product (such as milling wheat into flour or making strawberries into jam); the production of a farm product in a manner that enhances its value, as demonstrated through a business plan (such as organically produced products); or the physical segregation of an agricultural commodity or product in a manner that results in the enhancement of the value of that commodity or product (such as an identity preserved marketing system). **Value-added** is any activity or process that allows farmers to retain ownership and that alters the original agricultural product or commodity for the purpose of gaining a marketing advantage. Value-added may include bagging, packaging, bundling, or pre-cutting.

Agri-Tourism is based on attracting visitors to farm operations. It is comprised of businesses such as crop and animal farms, U-pick operations, wineries, aquaculture and for-fee fishing operations, Christmas tree farms, herb farms and greenhouses, maple syrup and cheese producers, and farm stands. This may include the opportunity to assist with farming tasks during the visit. In America, Agri-tourism includes any farm open to the public at least part of the year. Tourists can pick fruits and vegetables, ride horses, taste honey, learn about wine, shop in gift shops and farm stands for local and regional produce or hand-crafted gifts. Farms offer a unique and memorable experience suitable for a tourism-related experience. Agri-tourism is being developed as a valuable component of a business model to support many agricultural entities when the farm products produced are no longer economically competitive.

Community Supported Agriculture (CSA) is a partnership between consumers and farmers in which consumers pay for farm products in advance and the farmers commit to supplying sufficient quantity, quality, and variety of products. This type of arrangement can be initiated by the farmer (farmer directed) or by a group of consumers.

Confined Lot Feeding Operation (CAFO) is defined in the Indiana Code 13-11-2-39, as the confined feeding of animals for food, fur, or pleasure purposes in lots, pens, ponds, sheds, or buildings where animals are confined, fed, and maintained for at least forty-five (45) days during any twelve (12) month period; and ground cover or vegetation is not sustained over at least fifty percent (50%) of the animal confinement area. Confined feeding operation, as defined in IC 13-11-2-40, means any confined feeding of at least: three hundred (300) cattle; six hundred (600) swine or sheep; or thirty thousand (30,000) fowl.

Sustainable Agriculture According to the Food, Agriculture, Conservation, and Trade Act of 1990 (FACTA), Public Law 101-624, Title XVI, Subtitle A, Section 1603, Sustainable Agriculture is defined as an integrated system of plant and animal production practices having a site-specific application that will, over the long term:

- Satisfy human food and fiber needs
- Enhance environmental quality and the natural resource base upon which the agricultural economy depends
- Make the most efficient use of nonrenewable resources and on-farm resources and integrate, where appropriate, natural biological cycles and controls
- Sustain the economic viability of farm operations
- Enhance the quality of life for farmers and society as a whole.

The City of Richmond and the two-mile fringe area need to embrace sustainability in its agricultural community and explore progressive agricultural practices. Sustainable agriculture should be explored as a valuable component of the community. Sustainable agriculture can help support the existing agricultural community within the area and redefine the farming industry to remain economically competitive.

Though the agriculture industry has dropped more than 60 percent in Richmond since 1990 and 2000, the number of acres devoted to farmland is still high in Wayne County. The State of Indiana has almost 30 percent of the duck industry and just over 23 percent of the popcorn industry. Ranked high in number of farms, Indiana also ranked in the top 20 for land area in acres. Wayne County is 66 percent occupied by farmland. There were 850 farms in Wayne County and 198 in the Richmond area in 2000. Richmond’s farms have a low value of sales, with 81% of the farms making less than \$50,000 a year. Almost all of the land west of the Clear Creek is good for farming. There is another large portion in the southeast quadrant in the southeast corner of the city boundary.

Value of Sales per Number of Farms - Richmond

Less than \$50,000	\$50,000-249,999	Greater than \$250,000
161	29	8

Source: 2002 Census of Agriculture

Rankings for Richmond, Indiana 2002

Number of Farms	13 th
Land Area in Acres	20 th
Ducks	1 st
Popcorn	2 nd
Tomatoes for Processing	2 nd
Egg-Type Chicks Hatched	2 nd
Ice Cream Production	2 nd

Source: 2002 Census of Agriculture

Low-density single-family residential uses surround the City on its south, southeast, northeast, north, and northwest sides. Major activity nodes, that typically are mixed-use in nature, are found at several key locations along U.S. 27, west on U.S. 40, Downtown and along I-70. Commercial, civic, and residential uses continue in the Downtown, which is the City’s major activity center. Commercial nodes are found along the City’s major corridors and small neighborhood commercial nodes are found at a few key intersections.

Industrial development continues to be the focus of the northwest and east-U.S. 40 and I-70 corridor- areas where highway and rail access are located. The east side industrial area has a concentration of distribution and warehousing facilities and food and consumer goods manufacturing, while the northwest area also includes light manufacturing, assembly, and warehouse and distribution.

A significant amount of green space is shown on the existing land use map along the Whitewater River/Gorge area and along the Cardinal Greenway. These areas represent Richmond’s open spaces that transect the City and are maintained as the most outstanding natural resources.

D. Future Land Use

Introduction

The focus of the Future Land Use Plan is to balance residential and non-residential growth with an emphasis on strategic opportunities that fulfill a specific need as determined in the Comprehensive Plan. A balance in growth means that residential development will continue as the demand for housing grows. Industrial and office development will be high priorities, as will appropriate new investment in the Downtown.

The Future Land Use Diagram at the end of this chapter should be used when applying land use recommendations to specific sites. The Future Land Use Diagram builds upon the current development pattern within the City. Higher density residential development is found within the core with lesser densities transitioning to the rural landscape that surrounds the City. Moderate densities are found in the U.S. 27 and U.S. 40 corridors. The Department of Metropolitan Development should be contacted regarding interpretations.

The Comprehensive Plan strongly recommends a concept that is based upon a mix of land uses and densities within developments. Seven concept development districts have been created for Future Land Use decisions. These development districts are based on a mix of land uses within each area and are visually represented on the Future Land Use Diagram. Best practice examples illustrate examples of the types of development that can occur within the districts.

I. Euro Development

Euro Development is a name chosen by the consultant to represent a type of development prevalent in many European cities. As these cities evolved, they merged dissimilar land uses due in part to the limited land development options. Over time, these cities turned to innovative land planning and architecture to provide exceptional environmental qualities for these places regardless of the clash of various land uses. This development model serves well for American cities now facing issues of growth and supporting infrastructure that impact the quality of the shared environment and life of the citizens of Richmond and Wayne County. Euro Development is a mixed use transitional development targeted for the west side of Richmond. This approach can act as a development model where agricultural, industrial, commercial, and residential uses can co-exist comfortably. Greenspace and recreational opportunities are woven into this rural mixed-use environment to soften the impacts of industrial uses while providing a transition into adjoining neighborhoods. The images below show examples of this blending of uses that create an extraordinarily enjoyable place to live and work. These developments foster a sense of community in which people live, work, and play in the same area. While these places are still somewhat dependent on automobile or other forms of vehicular transportation, the variety of uses and integration of open space provides for a truly integrated and desirable environment.



*Rural Office/Industrial
Development Complex - Ireland*



Euro Development mixed land use development can create a desirable environment for the transition zones within the western two mile fringe area surrounding Richmond.



Open and recreational space provide a transition between uses that can used by residents and commercial occupants alike



Quality landscaping can provide effective buffering between dissimilar land uses

2. Med Tech Village

The Northwest corner at the intersection of Chester Boulevard-US 27 and I-70 is an area of significant investment into Richmond's future. With the institutional expansions taking place on the Indiana University East and Ivy Tech campuses along with the recent relocation of the Reid Medical Center to this area, Richmond can guide and shape future adjacent land to take full advantage of this economic development opportunity.



The intersection of Rt. 27 and I-70 also represents an important entry into the city and should be planned to reflect a "Gateway" to Richmond theme. With both of these opportunities in mind, the City should consider a medium density zoning overlay district on all four sides of the intersection to promote predominately office and hospitality uses. This model would complement the education, technology, and health care uses while providing opportunities for medical and technology-related office development to be constructed in an extended campus-like environment. Creatively designed green space would link the four

corners while providing a unique and inviting setting for gateway signing into Richmond. Site design would be developed using the sustainability standards and design guidelines of Richmond. The images below represent the campus-like developments that should be constructed at the Rt. 27 and I-70 intersection.



Paris, France Office Building Rendering



3. Gateway to the City

Gateways are an important demarcation point for an entrance into a city. These design elements let visitors know they are entering a place that is unique and memorable. The City is accentuated and set apart from the surrounding areas. It is a way of providing interest so as to welcome visitors and invite them to explore the city a little closer. Gateway elements can also provide a city with an image that is remembered by visitors and passerby's alike. These entrances can be signified with small signs or bold and memorable markers as shown in the images below. Gateway elements can be landscape treatments along a road, special bridge treatment at an overpass, or a piece of sculpture at the city line. The City of Richmond has several important gateway areas at its borders that deserve gateway elements.

- The Intersection of U.S. 40 and I-70 – Located on the east side of the city this area should be developed and designated as the gateway to Richmond from Ohio.
- The Intersection of U.S. 27 and I-70 – Located on the north side of the city's more industrial area.
- The Intersection of Williamsburg Pike and I-70
- National Road at the Western Border of Richmond – This is the main entrance to Richmond from the neighboring city of Centerville.
- Rt. 27 at the Southern Border of Richmond – This gateway represents the entrance into Richmond from more areas that are rural to the south.

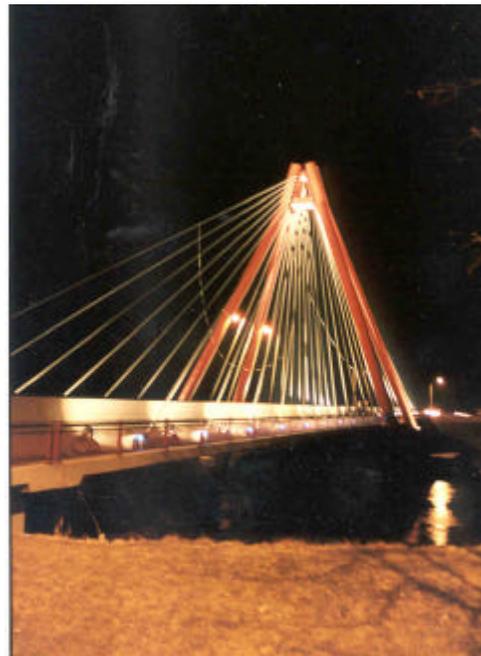
These gateways should be accentuated so that all visitors realize they have entered into a special area, they have entered the City Of Richmond. These gateway treatments should be developed with design elements unique to the City of Richmond so as to represent the City as a destination and not just another place along the interstate. The gateway elements should all have a analogous design so as to relate to each other and become a consistent theme.



Gateway into Detroit Bridge, Michigan



Gateway into Cincinnati, Ohio



Decorative Bridge

4. Center City

One of Richmond’s greatest potential development opportunities lies in its wonderful older neighborhoods. These unique historic neighborhoods offer home buyers the opportunity to buy above average size homes on tree lined streets within easy walking or driving distance from retail districts, employment centers and downtown. As the future of Richmond unfolds through the blueprint spelled out in this Comprehensive Plan, special attention should be focused on innovative housing improvement and development programs to infuse new investment and energy into these tremendous neighborhoods.

First time home buyer programs, historic property development incentives, renovation grants and low interest loans, real estate tax abatement programs and other incentive offerings should be explored to ascertain that these treasured residential districts are preserved and elevated as prestigious addresses for area buyers.

It will be important to time the programming strategically so as to capture a reinvestment momentum allowing huge strides in the perception and increased real estate value to be recognized by existing residents and new homebuyers. Reinvestment into the center city neighborhoods addresses several long-term goals of the Comprehensive Plan:

- Sustainability
- Urban Expansion
- Reduction of Sprawl
- Owner Occupied Housing
- Promotion of Family Friendly Urban Living



Whiting, Indiana

Beaufort, South Carolina



5. Airport Transit Development

Airport development is a crucial part to any city's economic growth and prosperity. Airports provide a tremendous incentive for companies interested in having a base of operations within a manageable distance from an airport. Airport related developments can consist of hotels, corporate headquarters, distribution centers, car rental services, and warehousing centers. The City of Richmond should market this community asset to gain the maximum economic benefit for the area. The City of Richmond should designate the area along SR 227 by the Richmond Municipal Airport as an airport development area. This would encourage the infrastructure expansion and office and technology uses to support the Richmond Municipal General Aviation airport.



Evansville Regional Airport



Ireland Industrial

6. Green Acres

The land around Middlefork Reservoir immediately to the northeast of Downtown Richmond is in Wayne County and provides a reminder to all of the importance of quality rural living through the pastoral surroundings of this beautiful area. As infrastructure expansions move in this direction, pressure from the real estate community will grow to consider commercial and agri-industrial development for the conveniently located ground. Residential land uses in this area are very appropriate as they promote a rural vernacular development pattern that is a unique offering for homebuyers. This area should continue to focus on low-density residential development with minor amounts of commercial use to illuminate this rural live work option for residents to consider. Additional greenspace and trail systems for walking and biking should be integrated into the stream corridors and reservoir territory to provide a comfortable and safe transportation alternative connection into the central city.



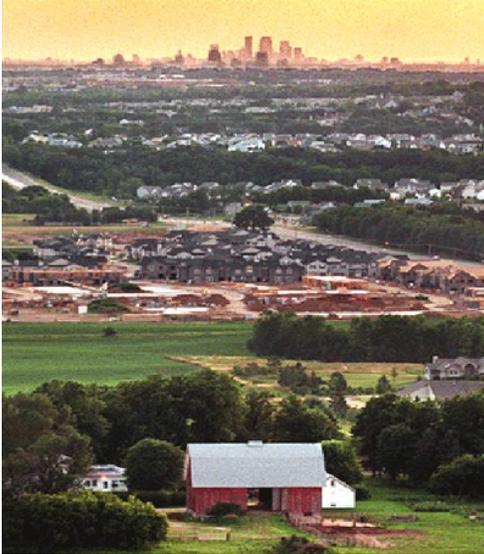
Central Indiana Development



Greenspace & Trails

7. Rural Open Space Transition Area

This transition area will allow agricultural uses to be adjacent to residential uses. This transition area surrounds the City and generally will act as a transition or buffer area where the municipal boundaries meet the two-mile fringe area. The purpose of this zone is to protect rural open space areas, allow for residential development to occur adjacent to agricultural uses, and provide a transition of uses and densities. Agricultural uses permitted will allow value-added farming and will not include confined feed operations.



Minneapolis, Minnesota

Strategies and Recommendations

L U 1. Maintain a Reasonable Land Use Balance to Reflect the Vision of the Comprehensive Plan

Maintaining a land use balance within a community is very complex. It is important to balance non-residential and residential development to ensure sufficient tax revenues are generated to support residential development – since residential development generally does not support itself from a revenue standpoint. It is critical to provide a supply of undeveloped land to ensure that development opportunities beneficial to the City will take place – particularly economic development. It is important to improve the balance between owner- and renter-occupied housing to increase homeownership, thereby building wealth and stability in the community. The City has become a magnet for rental property and this has become unsatisfactory to the development of the community. It is critical to balance the needs of development with protection of irreplaceable open space and rural farmland.

L U 1.1 The City will continue to emphasize industrial and office development to build the tax base and generate revenues sufficient to support residential development. Office development will be emphasized where the market supports such development. Recognize office development and industrial development as a priority, especially in the northwest and northeast parts of the city, to take advantage of highway and rail access.

L U 1.2 The City supports single-family residential development, and less dense districts for the purpose of developing single-family housing in those areas that are not zoned for residential development and in which single-family development is an appropriate land use.

L U 1.3 Support neighborhood commercial areas. Each neighborhood should have a “center,” a walkable neighborhood commercial area, and/or a mixed-use center that can be safely reached on foot or on bike. These centers should have a character that is appropriate to its neighborhood context, preferably one that is consistent with the City’s own unique character.

L U 1.4 Open space preservation continues as a high priority of the City. The City of Richmond should continue to provide ample parkland, open space reserves, and conservation easements for residential, mixed-use, and non-residential developments, as appropriate. Stream corridors and floodplains should continue to be a priority for continuous systems of interconnected open space and conservation easements.

L U 1.5 Institutional uses are supported in their long-term plans for maintaining and expanding facilities. Measures are taken to minimize expansion-related impacts on adjacent properties. New facilities and campuses are integrated into adjacent areas to provide seamless transitions.

L U 1.6. Agricultural land uses will include land for the use of farming or for the raising of livestock. Agricultural activities include crop propagation, dairying, stock animal, and raising poultry. Agricultural uses will not include confined feeding operations. Value-added agricultural uses, agri-tourism and community supported agriculture should be considered as uses in the Agricultural areas or in the Rural Open Space Transition Concept Development District.

L U 1.7. Identify and protect environmentally sensitive areas within the City and protect the resources including wellheads and aquifers.

L U 1.8. Restrict undesirable land uses such as automobile repair, adult businesses, recycling centers, and food processing to areas with sufficient buffering and distance from other uses.

L U 2. Promote Appropriate Density/Intensity of Development to Ensure Future Development is Sustainable

The City of Richmond should promote, consider, and approve developments that follow the density requirements and intensity of uses that are sustainable and fit with the strategies and recommendations of the Comprehensive Plan. The City of Richmond should administer the application of the adopted development policies and procedures, with sound planning principles and flexibility to ensure that unforeseen circumstances and opportunities are properly considered in the overall context of the Comprehensive Plan.

L U 2.1 Densities will be highest in the core of the City. Infill development and redevelopment will support the role of the Downtown by matching or even exceeding the density of surrounding properties.

L U 2.2 Somewhat less dense development surrounds the core in the City's historic neighborhoods. Infill and redevelopment will match, but not exceed, densities in these neighborhoods.

L U 2.3 Residential densities are recommended to lessen as one moves away from the core of the community. This is a means of transitioning to the semi-rural landscape that surrounds the City.

L U 2.4 In general, the density/intensity of development is compatible with the general characteristics of the area in which the development is located. Changes in density/intensity are supported if they enhance the viability and character of the area.

L U 2.5 Higher density/intensity may be supportable at key intersections and other locations that are appropriate for intensive activity. But, the design and execution of such development must be of high quality and integrate with surrounding areas.

L U 2.6 Higher density/intensity will be supported in projects that mix uses and seek to create a pedestrian oriented environment.

L U 3. Continue to Require Appropriate Land Use Transitions to Ensure New Development is Compatible with Existing Areas

Land use transitions – at the community, neighborhood, or property level– must be appropriate to minimize negative impacts and to provide for a well-integrated community. Proper transitions ensure a rational land use pattern that is consistent with the City's vision of itself.

L U 3.1 Land use transitions will be consistent with the Future Land Use Diagram.

L U 3.2 Appropriate land use transitions that successfully integrate mixed-use developments that can include single-family neighborhoods with multiple-family uses, office uses, institutional uses, technology and medical uses, parks and recreation, and open space uses.

L U 3.3 Develop landscape buffers and transition requirements through zoning or other development controls for agricultural, residential uses and industrial uses occurring adjacent to or within close proximity of each other.

L U 4. Encourage Creativity in Site Design

The City expects future development to use creative site design to accomplish the following objectives. These approaches should be used in designing sites.

- The preservation of outstanding natural features (woodlands, ravines, stream corridors).
- A mixture of residential units and densities within the same development.
- Vehicle, pedestrian, and bike connectivity.
- The full application of neo-traditional/smart growth principles.
- The use of clustered/open space development to preserve open space.
- Mixed uses and various densities.

E. Development Standards and Regulations

Issues and Findings

Development Controls

Like most communities, the City of Richmond employs a variety of regulatory strategies to protect its character and its resources. Land use regulations are enforced under the City's police powers, and are necessary to protect the health, safety, and welfare of the community.

Zoning

Zoning is the legal mechanism for controlling and regulating uses in a community. Zoning is the most important method of land use regulation undertaken by local governments. It divides a jurisdiction into geographically contiguous zones. The local zoning code prescribes what may be done in each zone and what may not be done. Zoning is universally regarded as part of the government's 'police power'. The police power is the authority to legally implement land development regulations. Zoning must be consistent with a comprehensive plan. This allows a community to shape its residential environments and their property-tax base.

F. Zoning

Issues and Findings

Existing Zoning

The existing zoning and the existing zoning map for the City of Richmond regulates how land is currently regulated by use and illustrates the City's current development patterns. The Common Council of the City of Richmond issued the current zoning code in 1968 and the last amendment occurred in 1994. The City of Richmond zoning code regulates all land within the corporate boundaries and the land area immediately surrounding the corporate boundary known as the "Two-Mile Fringe" which consists of four unincorporated areas, including Center, Wayne, Boston, and Webster townships. Zoning and subdivision control codes are the primary tools commonly used to implement local comprehensive plans. The State of Indiana Code 36-7-4 empowers cities, towns, and counties to adopt and implement zoning. The municipal boundary of Richmond and the two-mile fringe boundary area are depicted on the base map of Richmond.

Richmond Zoning Code

The City's current land use regulations (zoning and subdivision codes) are nearly 40 years old and have been amended frequently since the original passage. As a result, the regulations resemble a patchwork of rules that are disjointed, difficult to interpret, and sometimes conflicting. While the regulations may have served the City well decades ago, they no longer provide the modern tools needed to implement the Comprehensive Plan or keep pace with today's development techniques. A formal set of design guidelines may be a necessary tool to further address issues regarding the design and construction of future development. These design guidelines could be applied citywide or limited to key areas or corridors. This plan recommends the current Zoning Code be revisited following the adoption of the Comprehensive Plan. It is typical for plans to raise zoning issues or make recommendations for implementation strategies that require new or modified development codes.

Zoning Administration

The City of Richmond Department of Metropolitan Development, Planning Division administers and enforces the Zoning Code, based on applications submitted. Mayor Sally Hutton established the City's Department of Metropolitan Development in 2005 to integrate the work of Community Development, Planning, and Permits & Inspections. The City Planner advises the Plan Commission and Board of Zoning Appeals on projects that involve a change of zoning, variance of use or variance of development standards. The Comprehensive Plan, convincing evidence of a hardship, and modern planning practices guide the advice given by the City Planner. The Building Commissioner oversees code violations and permits for new construction in the city.

Two-Mile Fringe Area

The Wayne County Plan Commission reviews projects in Wayne County. The County reviews the projects that are outside of Richmond corporate limits, but within approximately 2 miles of the city limits. This is an arrangement agreed to by the Wayne County Commissioners and the City of Richmond in 1978.

Indiana Code

The Indiana Code 36-7-4-205 is state law regulating Richmond's authority to implement zoning and subdivision regulations for the unincorporated areas that lie outside of the corporate boundaries of Richmond known as the two-mile fringe. On June 6, 1978, the Richmond Plan Commission filed and recorded the petition to request this authority from Wayne County. On July 12, 1978, the Wayne County Plan Commission heard Richmond's petition and voted to make a favorable recommendation to the County Commissioners for approval. On July 17, 1978, the County Commissioners voted to approve the request to allow Richmond to exercise zoning control in the 2-mile area. The excerpt from the Indiana Code explains regarding the jurisdiction over contiguous unincorporated areas is below:

IC 36-7-4-205

Establishment; extent of territorial authority of comprehensive plan; inclusion of contiguous unincorporated area; incorporation of new towns in county

Sec. 205.

(a) **ADVISORY.** A municipal plan commission shall adopt a comprehensive plan, as provided for under the 500 series of the advisory planning law, for the development of the municipality. For comprehensive plans adopted after July 1, 1999, if:

- (1) the municipality provides municipal services to the contiguous unincorporated area; or
- (2) the municipal plan commission obtains the approval of the county legislative body of each affected county; the municipal plan commission may provide in the comprehensive plan for the development of the contiguous unincorporated area, designated by the commission, that is outside the corporate boundaries of the municipality, and that, in the judgment of the commission, bears reasonable relation to the development of the municipality.

(b) **ADVISORY.** Except as limited by the boundaries of unincorporated areas subject to the jurisdiction of other municipal plan commissions, an areas designated under this section may include any part of the contiguous unincorporated area within two (2) miles from the corporate boundaries of the municipality. If, however, the corporate boundaries of the municipality of the boundaries of that contiguous unincorporated area include any part of the public water or shoreline of a lake (which lies wholly within Indiana), the designated areas may also include:

- (1) any part of those public water and shoreline of the lake and,
- (2) any land area within two thousand five hundred (2,500) feet from that shoreline.

(c) **ADVISORY.** If any part of the contiguous unincorporated area within the potential jurisdiction of a municipal plan commission also within the potential jurisdiction of another municipal plan commission, the first municipal plan commission may exercise territorial jurisdiction over that part of the area within the potential jurisdiction of both municipal plan commissions that equals the product obtained by multiplying a fraction, the numerator of which is the area within the corporate boundaries of that municipality and the denominator of which is the total area within the corporate boundaries of both municipalities times the area within the potential jurisdiction of both municipal plan commissions. Furthermore, this commission may exercise territorial jurisdiction within those boundaries, enclosing an area reasonably compact and regular in shape that the municipal plan commission first acting designates.

Advisory Board of Zoning Appeals

The City of Richmond further administers the zoning code through a decision-making body known as the Advisory Board of Zoning Appeals that consists of a five-member board. Their duties are to hear, determine, approve, and deny special exceptions, variances, and appeals from the zoning code or an administrative official, hearing officer, staff member, or administrative board designated by the code. There duties are executed at public hearings.

The Advisory Board of Zoning Appeals can grant variances of use or development standards due a physical hardship of the site or structure that doesn't affect public health, safety, comfort, morals, and convenience or general public welfare. A petition must be made before a hearing and advertisement of the change can commence.

Zoning Classification Summary

The City of Richmond zoning map shows how land is currently being used and current development patterns. This map shows that the majority of the land use is dedicated to General Industrial with a ring of multiple and single-family residences around the central core. The majority of the area outlying the central core is zoned (A-1) Agricultural District with some large areas of (O-1) Greenbelt District and (M-2) General Industrial District. The zoning map at the end of this chapter was created using information from Geographic Information Systems for Wayne County, the City of Richmond and Indiana Spatial Data Portal. Additional information was compiled by field verification. The zoning classifications for the City of Richmond are defined below.

A-1 Agricultural Districts: Land for the use for farming or for the raising of livestock. In Richmond, the land zoned A-1 is primarily located in the southeast portion of the city and two-mile fringe area. The A-1 districts are usually large plots of land located away from business or commercial centers. Other permitted uses within the A-1 district can include single-family dwellings, institutional structures, and recreational areas. The allowable densities are one dwelling unit per acre and two units per acre for other principal uses.

A-1 AGRICULTURAL DISTRICT

	Lot Area	Lot Width	Front Yard Depth	Side Yard Width Each	Rear Yard Depth
	Acres	Feet	Feet	Feet	Feet
Dwellings	1	200	75	40	40
			85		
Other Principles Uses	2	200	75	40	40
			85		

Source: City of Richmond Zoning Code 1994 as Amended

O-1 Greenbelt Districts: Greenbelt Districts are geographic areas of the city that contain land-use patterns or environmental characteristics that do not fit traditional zoning classifications density standards or uniform bulk regulations. Because of the special land uses, special development standards and procedures are necessary to maintain the integrity of these areas, allow for greater flexibility in site design, and achieve specialized goals for the area.

Permitted uses include agricultural buildings, one-family dwellings, and recreational areas such as Hayes Arboretum and areas located along the Whitewater Gorge. The lot area requirements for residential units are a minimum of two acres per unit and five acres of lot area for other permitted uses.

O-1 GREENBELT DISTRICT

	Lot Area	Lot Width	Front Yard Depth	Side Yard Width Each	Rear Yard Depth
	Acres	Feet	Feet	Feet	Feet
Dwellings	2	200	50	50	50
Other Permitted Uses	5	300	50	100	50

Source: City of Richmond Zoning Code 1994 as Amended

Residential Districts: The residential districts are intended to provide a range and balance of housing types to meet the needs of the city’s residents. Density or number of dwelling units per acre, lot area, lot width, building height, yard standards, accessory uses, parking, and redevelopment standards are regulated. Single-family dwelling areas can either be detached or part of a subdivision development but cannot exceed two and one-half stories in height. Single-family residences are located throughout the City of Richmond.

Other permitted uses include institutional buildings, public service buildings, medical and dental offices. Density restrictions for residential uses are based on square footages. For single-family units, the minimum lot area restrictions range from a minimum of 500 square feet per unit to 20,000 square feet per unit.

R-1 ONE FAMILY RESIDENCE DISTRICT

	Lot Area	Lot Width	Front Yard Depth	Side Yard Width Each	Rear Yard Depth
	Sq. Ft	Feet	Feet	Feet	Feet
Dwellings	12000	80	30	10	30
Other Permitted Uses	20000	100	30	20	40

Source: City of Richmond Zoning Code 1994 as Amended

Multi-family areas include residences with two and three family dwelling units and apartments that are also located in all areas of the City, with the majority located in the southeast quadrant. This district also allows mobile home parks, professional offices and/or home occupations, motels, and funeral homes. For multi-family units, lot restrictions range from 5,000 square feet per unit to 500 square feet per unit.

R-4 MULTI-FAMILY RESIDENCE DISTRICT

	Lot Area	Lot Area Per Family	Lot Width	Front Yard Depth	Side Yard Width Each	Rear Yard Depth	Floor Area Ratio
	Sq. Ft	Sq. Ft	Feet	Feet	Feet	Feet	
Dwellings							
1 Family	5000	5000	50	25	8	30	-
2 Family	6000	3000	50	25	10	30	-
Multi-Family	14000	500	100	25	16	40	2.0
Other Principles Uses	20000		150	25	20	40	-

Source: City of Richmond Zoning Code 1994 as Amended

Commercial Districts: Commercial District areas include retail, office, and business establishments. Commercial Districts provide controlled settings for office, business, and commercial development. They enhance employment opportunities, encourage the efficient use of land, enhance property values and tax base, and encourage high quality of design in office and business/commercial developments. Building height, lot size, yard requirements, lot setbacks, and impervious surface ratio are regulated by the zoning code for commercial districts.

The commercial districts include a wide range of commercial uses and services that are located apart from residential districts. Other permitted uses in the Commercial Districts include motor vehicle service, various retail, and restaurant uses.

C-1 LIMITED COMMERCIAL DISTRICT

	Lot Area	Lot Width	Front Yard Depth	Side Yard Width Each	Rear Yard Depth
	Acres	Feet	Feet	Feet	Feet
Non-Residential	None	None	20	None; except when adjoining an A or R District – then not less than ten (10) feet	None; except when adjoining an A or R District – then not less than ten (10) feet
Residential	Same as required in R-4				

Source: City of Richmond Zoning Code 1994 as Amended

Business Districts: Businesses are primarily located in the central core or along main thoroughfares, including the downtown area, along NW 5th, and along the I-70 exit in the northwest part of the City. The permitted uses include offices, businesses, and retail establishments. This District does not permit residential uses and has no density requirements. Other permitted uses in the business districts include laundries, garages and parking lots, and used car lots.

M-2 GENERAL INDUSTRIAL DISTRICT

	Lot Area	Lot Width	Front Yard Depth	Side Yard Width Each	Rear Yard Depth
	Sq. Ft	Feet	Feet	Feet	Feet
Non-Residential	None	None	20	None; except when adjoining an A or R-District – then not less than thirty (30) feet	35
Residential Uses	Not Permitted				

Source: City of Richmond Zoning Code 1994 as Amended

Industrial Districts: Industrial Districts are intended to provide appropriate locations for fabrication, processing, packaging, distribution, storage, and other transportation activities. These Districts are also aimed for contributing to the economic base of the city, to enhance employment opportunities, to encourage the efficient use of land, enhance property values and tax base and improve the design quality of industrial areas. This District also does not permit residential uses and has no restrictions for non-residential use density requirements.

The majority of industrial districts are located in the northwest quadrant with some small areas in the rest of the quadrants. These districts can include junkyards, airports, and vehicle impound storage areas.

VISUAL ENHANCEMENT DISTRICTS

	Lot Area	Lot Width	Front Yard Depth	Side Yard Width Each	Rear Yard Depth
	Sq. Ft	Feet	Feet	Feet	Feet
Non-Residential			30	None; except when adjoining an A or R- District – then not less than fifty (50) feet	1-story 40 ft. 2-stories 50 ft. 3-stories 60 ft. five (5) ft. more for each additional story
Residential Uses					

Source: City of Richmond Zoning Code as Amended 1994

Visual Enhancement District: The Visual Enhancement District identifies certain areas of the City to be developed with special landscape regulations. The Visual Enhancement (VE) district areas in Richmond that have landscape regulations regarding species of plant material permitted, the density of plantings, the landscaping of water run-off structures, and the requirements for visually enhancing the site consistent with the manufactured materials chosen by the developer to be installed upon the site. The VE District regulations are considered with the existing zoning district requirements. Any application for an Improvement Location Permit under the Zoning Code, which involves property located in a VE district, shall be referred to the Commission staff for purposes of convening a meeting of the Site Review Committee. The applicant shall submit a site plan to the Committee and be personally present or represented by an attorney at the Committee’s meeting to review the site plan.

The following areas are designated on the Richmond Zoning Map as Visual Enhancement Districts.

- Chester Boulevard and U.S. 27 North bordered on the South by the north boundary of Spring Grove Corporation and on the north by Tingler Road and extending 250 feet to the east and 250 feet to the west from the center line of said Chester Boulevard and U.S. 27 North.
- The corridor generally known as South 8th Street, South 9th Street and U.S. 27 South bordered on the north by South A Street and on the south by Farlow and Beelor Roads and extending 250 feet to the east and 250 feet to the west or to the first alley in either direction, whichever is the shorter distance, from the center line of said South 8th Street, South 9th Street and U.S. 27 South.
- The corridor generally known as East Main Street and U.S. 40 bordered on the west by North and South 10th Street and on the east by I-70 and extending 250 feet to the north and 250 feet to the south or to the first alley in either direction, whichever is the shorter distance, from the center line of said East Main Street and U.S. 40.
- National Road West and U.S. 40 bordered on the west by Airport Road and on the east by Southwest 1st Street and extending 250 feet to the north and 250 feet to the south or the first alley in either direction, whichever is the shorter distance, from the center line of said National Road West and U.S. 40.

- Northwest 5th Street and Williamsburg Pike bordered on the north by I-70 and on the south by National Road West, acknowledging herein that the south end of said corridor is actually Southwest 5th Street, and extending 250 feet to the east and 250 feet to the west or the first alley in either direction, whichever is the shorter distance, from the center line of said Northwest 5th Street, Southwest 5th Street and Williamsburg Pike.
- Sim Hodgkin Parkway bordered on the north by Chester Boulevard and on the south by Southwest 1st Street, and extending to the west edge of Whitewater River to the east and 250 feet or Morton Street or Northwest 1st Street or Southwest 1st Street to the west from the center line of said Sim Hodgkin Parkway.

Zoning Summary by Quadrant

Northwest – This quadrant is located west of US-27 and north of National Road. The zoning is primarily (M-2) General Industrial towards the northwestern part of the quadrants. Residential units for single- to multi-family are scattered close to the downtown area and located south along National Road.

Northeast – East of U.S. 27 and north of East Main Street/National Road East. The northeast quadrant can be analyzed in two parts. The north part is zoned primarily residential (R-2) One Family Residence District and (R-1) One Family Residence District with (C-2) Commercial along U.S. 27. The southern portion of the quadrant along Main Road is zoned (O-1) Greenbelt with pockets of residential areas within the quadrant. R-3 zoning is clustered around the central city core where the traditional grid-street pattern occurs. Between Elks Country Club Road and 30th Street there is Residential zoning – R3, R-2 situated in-between the (O-1) Greenbelt district where the Glenn Miller Park and the Hayes Arboretum are located. On the east end of Main Street, there is a stretch of (C-3) Central Business District Zoning and (M-2) General Industrial District zoning located along Main Street and Interstate-70. A patch of Multiple Family Residence District Zoning occurs along Woodside Drive between Gravel Pit Road and Hayes Arboretum Drive. Part of the east fork of the Whitewater River runs through this quadrant.

Southwest – The southwest quadrant is mainly residential. The Whitewater Gorge flows through it creating (O-1) Greenbelt along both its banks. There is (M-1) Light Industrial districts located in the southeast corner and commercial uses along the major thoroughfares.

Southeast – The southeast quadrant is split up into large areas of different zoning types. The largest area is (R-2) One Family Residential with (R-3) One to Eight Family Residential close to the downtown quadrant. To the east of the R-2 zoning, there is (R-1) One Family Residential, (R-4) Multi-Family Residential, Industrial, and then a small corner of (A-1) Agricultural. Along Main Street there are C-3 and C-4 Commercial Districts.

Downtown – Located in the center of the city, just east of the Whitewater Gorge and north of Main Street the downtown quadrant is zoned (C-3) General Business District and (O-1) Greenbelt along the Whitewater Gorge. There is some (M-1) Light Industrial with a small area devoted to (R-3) One to Eight Family Residential.

Current zoning within the 2-mile fringe of the City of Richmond is not very diverse. The majority is (A-1) Agricultural District with some large areas of (O-1) Greenbelt District, including along the Whitewater Gorge and (R-2) One Family Residence Districts throughout. There is very little land within the city limits that is currently zoned for (C-1) Limited Commercial District while most (M-2) General Industrial District encompasses the majority of the northwest quadrant. The zoning for Richmond follows the standards that were set forth by the State of Indiana.

Strategies and Recommendations

Z O 1. Richmond Zoning Code

The Zoning and Subdivision codes are not user-friendly. Several changes are suggested to substantially improve the user's ability to read and understand the requirements.

- Reorganize the documents, putting like provisions together under common headings
- Add graphics to illustrate essential definitions and provisions that are difficult to understand or visualize (setbacks, yards, height, etc.)
- Incorporate tables or schedules to simplify regulations for signs, parking, and district area requirements
- Change the numbering system and add chapters/articles to facilitate references to specific provisions

Z O 2. Eliminate the “pyramid” zoning hierarchy in which all uses in more restrictive districts are automatically allowed in each successive (less restrictive) district.

Z O 3. Include a “purpose” statement at the beginning of each district to clearly establish the intent and parameters of that district and distinguish it from others.

Z O 4. There should be a greater distinction between the commercial districts. Each should serve a distinct purpose, be applicable to specific situation, and differ from one another in terms of the uses permitted and the character to be achieved. The Commercial districts could be organized into overlay districts with a specific design, density and use criteria.

Z O 5. All definitions should be consolidated into the “definitions” section, rather than scattered throughout the code. Several terms are defined in two different sections and the definitions are not the same. Regulatory language should be removed from the definitions and inserted in the appropriate location elsewhere in the code.

Z O 6. A chapter/article entitled “general provisions” should be added to encompass many of the regulations that are scattered throughout the code and have no other relationship to one another.

Z O 7. The planned unit development (PUD) provisions in the zoning code are poorly organized and difficult to follow. There are contradictions in the regulations and the process should be simplified. More specifically, the lack of specific conditions and standards opens the PUD process to potential abuse. While PUD can be a useful tool to encourage and permit creativity that benefits both the owner and the City, it is not appropriate in all cases and is not intended to be a convenient substitute for conventional zoning. In addition to the above, the following elements of the PUD provisions should be addressed:

- PUD should not be an overlay district. “Overlay” implies stricter regulations on top of those already applying to the underlying district. That is not the case with PUD.

- The code should establish minimum-qualifying conditions for all PUDs to ensure the intent is met and PUD is not used as a means of circumventing the conventional requirements of the zoning code. Examples of qualifying conditions for all PUDs include minimum parcel size, minimum open space requirements, conformance to the land use recommendations and goals of the Comprehensive Plan, availability of water and sewer, minimum setback requirements, location on specific classes of streets (e.g., major or minor arterials and collectors).
- The code should contain specific standards by which the Plan Commission and Common Council will evaluate the PUD request. Suggested standards would include: conformance with the qualifying conditions, density and uses consistent with the Comprehensive Plan, compatible with surrounding uses and the natural environment, adequate capacity of roads and utilities to serve the proposed development, consistency with intent and purpose of PUD, conformance with all minimum requirements of a PUD a resulting project that benefits both the developer and the community.

Z O 8. The City needs to apply and implement the provisions for “districts” identified in the code, including the visual enhancement district, flood hazard district, aquifer protection district, and special use district. These districts are not reflected on the existing City zoning map. The City should consider alternative approaches in lieu of creating multiple special purpose districts.

Z O 9. Define the purpose of the district and give guidance as to where it should be established in the City of Richmond. Show the locations governed by the VE District in the City of Richmond on the zoning map.

- There should be specific landscaping requirements. The code states that “development guidelines” will be adopted, but they are not in the code, if they exist at all. Requirements, consistent with a stated purpose for the district, should be contained in the zoning code and referenced in this section.
- There should be standards developed by which a decision can be made to approve or deny a project. This lends itself to arbitrary and inconsistent treatment of requests. It is essential that review standards be included in the code to establish clear, predictable, and unequivocal rules for decision-making.

Z O 10. The sign provisions of the Zoning Code should be completely revised. The provisions are very generous in terms of the number and size of signs permitted. Many of the requirements are difficult to interpret. There are conflicting definitions, for example, section 154.13.90 defines “advertising signs” as essentially off-premise, while section 154.43.04 defines them as on-premise signs. Billboard regulations are overly permissive, allowing billboards to be located virtually anywhere within property zoned C-4, M-1, or M-2. Specific location criteria should be established to further limit the potential locations of billboards (e.g., along major arterial roads, only as a principal use on a parcel, etc.)

Z O 11. Standards should be incorporated into the zoning code for all such decisions—PUD, site and plan review. Many of the discretionary reviews lack standards to guide the decision-makers.

Z O 12. The Subdivision Code and Zoning codes should be redeveloped to incorporate the goals and objectives of the plan.

G. Subdivision Controls

Issues and Findings

Richmond Subdivision Control Code

The following comments are offered regarding the City's Subdivision Control Code and its relationship to the Comprehensive Plan. Like the Zoning Code review, this is not intended to be an exhaustive analysis of the code, but does identify some of the more problematic provisions that should be addressed to facilitate implementation of the Plan.

In general, the Subdivision Control Code should be completely revised. The Code does not support key goals and recommendations of the Comprehensive Plan relative to encouraging appropriate neighborhood scale and interrelationships, providing for access control along major streets, or promoting a pedestrian friendly community.

Strategies and Recommendations

S C I. Richmond Subdivision Code

The Subdivision Code should be rewritten as suggested below to better serve the community and regulate the design standards for subdivision developments.

- The definition section should be revised to better define key terms and to eliminate overlap. For example, the terms “Master Plan,” “Public Development Plan,” “Comprehensive Plan,” and “Public Improvement Plan” are all used in this section and are redundant. The term “Comprehensive Plan” should be used and defined.
- “Executive Secretary” is used to refer to the Planning Director. To avoid confusion, it may be more desirable to use the term “Planning Director.”
- Section 153.03(a)(2) describes the requirements for “Development Unit Projects.” These provisions should be deleted and moved to the Zoning Code.
- Section 153.03(b)(2)(B) specifies the fee for subdivision applications. This should be removed in order to facilitate the City's ability to revise fees without amending the code. It would be sufficient to state that a fee must be paid in accordance with the schedule of fees established by the City.
- Section 153.03(b)(5) should provide for approval of the primary plat with conditions.
- Section 153.06 contains standards for plats, but frequently uses ambiguous phrases, such as “foreseeable difficulties,” “suitably improved,” “related appropriately,” “properly integrated,” “as much as possible,” and “more effective”. The standards should be as precise as possible to allow the applicant to understand the requirements, in advance, and to ensure consistent treatment of all requests.
- Section 153.06(c)(1)(A)(i) refers to the City's Construction Standards for streets. However, Section 153.06(c)(2)(A) contains many specifications for streets.
- Section 153.06(c)(1)(D)(ii) should contain standards for cul-de-sac blocks.

- The provisions of Section 153.06(b)(3)(B) should be incorporated into Section 153.06(c)(1)(E) so all access-related requirements are in one place.
- The term “reserve strips” should be defined.
- The 30-foot minimum width for a minor street should be reviewed. A distinction should be made between residential and non-residential streets. Minor residential streets could be less than 30 feet. This is clearly the trend in residential subdivisions.
- The buffer strip requirements of Section 153.06(c)(2)(C)(i) should be in the Zoning Code.
- Section 153.06(c)(2)(E) states that “bridges of primary benefit to the applicant” must be paid for by the applicant. Primary benefit is an ambiguous term that should be defined or somehow quantified.
- Section 153.06(c)(2)(F)(ii) should incorporate standards to guide the determination by the Plan Commission or Plat Committee when requiring the widening, realignment, or dedication of a roadway.
- Section 153.06(d)(2)(D) refers to the County Surveyor. Change this reference to County Engineer.
- Section 153.06(f)(1)(B) addresses minimum lot size requirements for lots with private water and/or sewer systems. These requirements would more appropriately be placed in the Zoning Code.
- Section 153.06(h) requires sidewalks under certain circumstances. Within a City, such as Richmond, it seems that sidewalks should be mandatory. While some areas may not already have them, that condition should not be perpetuated. As a policy, consistent with the City’s Comprehensive Plan, sidewalks should be required for all development to ensure the community is and will be “walkable.”
- Section 153.06(j)(1) requires the dedication of parkland within subdivisions. This should be revised to give the City the option of accepting such lands as public parks or having them owned and maintained by a neighborhood association of similar private entity. The City may not want the on-going cost of maintaining small pocket parks throughout the City.
- Section 153.06(l)(1) and provisions in the Zoning Code should cover (4).

H. Annexation

Issues and Findings

Annexation is the absorption of territory by a municipal corporation from an unincorporated area of another jurisdiction. It is a method of adjusting local governmental boundaries as areas urbanize. Beginning in 1921, Richmond began annexing surrounding unincorporated territory into the municipal boundaries and has thus grown to 25.49 square miles. The Richmond Annexation map at the end of this chapter illustrates the pattern of annexation of land since 1921 through 2005. As of 2005, approximately 32.09 miles of land area occupies the area known as the two-mile fringe. It is important to the community's interests that areas appropriate for annexation growth are clearly identified and agreed upon. Development opportunities will present themselves that are located outside of the Richmond municipal boundaries that may be in the community's interest to annex. These opportunities must be weighed carefully and decisions made as to whether the community can support the development in terms of infrastructure services. The City of Richmond should be prepared with annexation policies, capital improvement plans, and infrastructure agreements for the continued expansion of its corporate boundaries.

Strategies and Recommendations

A N 1. Establish General Guidelines for Supporting Annexations

The City will establish general guidelines that indicate how annexation will be supported. The guidelines will define criteria for annexation, the review, and approval process.

A N 2. Require Consistency with the Capital Improvement Plan (CIP)

The infrastructure recommendations in the CIP should fully match the future annexations. In particular, utility extensions should only be made to serve these areas and not to open new areas to development unless doing so strategically fulfills other goals of the Comprehensive Plan. In cases where public health will benefit or system improvements will serve the entire community, additional extensions may be made.

A N 3. Review Existing CIPs

The Metropolitan Development Department, Richmond Engineering Department, Sanitary District, Street Division, Indian American Water Company Utilities and Finance Departments review the CIPs and recommend modifications to the CIPs to be consistent with the Comprehensive Plan, and, as appropriate, for water and sanitary sewer extensions to match annexation policies developed. Planning Commission and City Council consider the recommendations and approve the adjustments. Provide consistent review policies for Wayne County and two-mile fringe area.

I. Land Use Maps

1. Existing Land Use
2. Zoning
3. Existing Conditions and Opportunities
4. Conceptual Land Use Diagram