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LC001924

STATE OF RHODE ISLAND

IN GENERAL ASSEMBLY

JANUARY SESSION, A.D. 2023

A N A C T

RELATING TO TOWNS AND CITIES -- ZONING ORDINANCES

Introduced By: Representatives Baginski, Lima, J. Brien, and O'Brien

Date Introduced: February 17, 2023

Referred To: House Municipal Government & Housing

It is enacted by the General Assembly as follows:

1 SECTION 1. Section 45-24-31 of the General Laws in Chapter 45-24 entitled "Zoning  
2 Ordinances" is hereby amended to read as follows:

3 **45-24-31. Definitions.**

4 Where words or terms used in this chapter are defined in § 45-22.2-4 or 45-23-32, they  
5 have the meanings stated in that section. In addition, the following words have the following  
6 meanings. Additional words and phrases may be used in developing local ordinances under this  
7 chapter; however, the words and phrases defined in this section are controlling in all local  
8 ordinances created under this chapter:

9 (1) Abutter. One whose property abuts, that is, adjoins at a border, boundary, or point with  
10 no intervening land.

11 (2) Accessory dwelling unit (ADU). A residential living unit on the same parcel where the  
12 primary use is a legally established single-unit or multi-unit dwelling. An ADU provides complete  
13 independent living facilities for one or more persons. It may take various forms including, but not  
14 limited to: a detached unit; a unit that is part of an accessory structure, such as a detached garage;  
15 or a unit that is part of an expanded or remodeled primary dwelling.

16 (3) Accessory use. A use of land or of a building, or portion thereof, customarily incidental  
17 and subordinate to the principal use of the land or building. An accessory use may be restricted to  
18 the same lot as the principal use. An accessory use shall not be permitted without the principal use  
19 to which it is related.

1 (4) Aggrieved party. An aggrieved party, for purposes of this chapter, shall be:

2 (i) Any person, or persons, or entity, or entities, who or that can demonstrate that his, her,  
3 or its property will be injured by a decision of any officer or agency responsible for administering  
4 the zoning ordinance of a city or town; or

5 (ii) Anyone requiring notice pursuant to this chapter.

6 (5) Agricultural land. "Agricultural land," as defined in § 45-22.2-4.

7 (6) Airport hazard area. "Airport hazard area," as defined in § 1-3-2.

8 (7) Applicant. An owner, or authorized agent of the owner, submitting an application or  
9 appealing an action of any official, board, or agency.

10 (8) Application. The completed form, or forms, and all accompanying documents, exhibits,  
11 and fees required of an applicant by an approving authority for development review, approval, or  
12 permitting purposes.

13 (9) Buffer. Land that is maintained in either a natural or landscaped state, and is used to  
14 screen or mitigate the impacts of development on surrounding areas, properties, or rights-of-way.

15 (10) Building. Any structure used or intended for supporting or sheltering any use or  
16 occupancy.

17 (11) Building envelope. The three-dimensional space within which a structure is permitted  
18 to be built on a lot and that is defined by regulations governing building setbacks, maximum height,  
19 and bulk; by other regulations; or by any combination thereof.

20 (12) Building height. For a vacant parcel of land, building height shall be measured from  
21 the average, existing-grade elevation where the foundation of the structure is proposed. For an  
22 existing structure, building height shall be measured from average grade taken from the outermost  
23 four (4) corners of the existing foundation. In all cases, building height shall be measured to the top  
24 of the highest point of the existing or proposed roof or structure. This distance shall exclude spires,  
25 chimneys, flag poles, and the like. For any property or structure located in a special flood hazard  
26 area, as shown on the official FEMA Flood Insurance Rate Maps (FIRMs), or depicted on the  
27 Rhode Island coastal resources management council (CRMC) suggested design elevation three foot  
28 (3') sea level rise (CRMC SDE 3 SLR) map as being inundated during a one-hundred-year (100)  
29 storm, the greater of the following amounts, expressed in feet, shall be excluded from the building  
30 height calculation:

31 (i) The base flood elevation on the FEMA FIRM plus up to five feet (5') of any utilized or  
32 proposed freeboard, less the average existing grade elevation; or

33 (ii) The suggested design elevation as depicted on the CRMC SDE 3 SLR map during a  
34 one-hundred-year (100) storm, less the average existing grade elevation. CRMC shall reevaluate

1 the appropriate suggested design elevation map for the exclusion every ten (10) years, or as  
2 otherwise necessary.

3 (13) Cluster. A site-planning technique that concentrates buildings in specific areas on the  
4 site to allow the remaining land to be used for recreation, common open space, and/or preservation  
5 of environmentally, historically, culturally, or other sensitive features and/or structures. The  
6 techniques used to concentrate buildings shall be specified in the ordinance and may include, but  
7 are not limited to, reduction in lot areas, setback requirements, and/or bulk requirements, with the  
8 resultant open land being devoted by deed restrictions for one or more uses. Under cluster  
9 development, there is no increase in the number of lots that would be permitted under conventional  
10 development except where ordinance provisions include incentive bonuses for certain types or  
11 conditions of development.

12 (14) Common ownership. Either:

13 (i) Ownership by one or more individuals or entities in any form of ownership of two (2)  
14 or more contiguous lots; or

15 (ii) Ownership by any association (ownership may also include a municipality) of one or  
16 more lots under specific development techniques.

17 (15) Community residence. A home or residential facility where children and/or adults  
18 reside in a family setting and may or may not receive supervised care. This does not include halfway  
19 houses or substance-use-disorder-treatment facilities. This does include, but is not limited to, the  
20 following:

21 (i) Whenever six (6) or fewer children or adults with intellectual and/or developmental  
22 disability reside in any type of residence in the community, as licensed by the state pursuant to  
23 chapter 24 of title 40.1. All requirements pertaining to local zoning are waived for these community  
24 residences;

25 (ii) A group home providing care or supervision, or both, to not more than eight (8) persons  
26 with disabilities, and licensed by the state pursuant to chapter 24 of title 40.1;

27 (iii) A residence for children providing care or supervision, or both, to not more than eight  
28 (8) children, including those of the caregiver, and licensed by the state pursuant to chapter 72.1 of  
29 title 42;

30 (iv) A community transitional residence providing care or assistance, or both, to no more  
31 than six (6) unrelated persons or no more than three (3) families, not to exceed a total of eight (8)  
32 persons, requiring temporary financial assistance, and/or to persons who are victims of crimes,  
33 abuse, or neglect, and who are expected to reside in that residence not less than sixty (60) days nor  
34 more than two (2) years. Residents will have access to, and use of, all common areas, including

1 eating areas and living rooms, and will receive appropriate social services for the purpose of  
2 fostering independence, self-sufficiency, and eventual transition to a permanent living situation.

3 (16) Comprehensive plan. The comprehensive plan adopted and approved pursuant to  
4 chapter 22.2 of this title and to which any zoning adopted pursuant to this chapter shall be in  
5 compliance.

6 (17) Day care — Daycare center. Any other daycare center that is not a family daycare  
7 home.

8 (18) Day care — Family daycare home. Any home, other than the individual’s home, in  
9 which day care in lieu of parental care or supervision is offered at the same time to six (6) or less  
10 individuals who are not relatives of the caregiver, but may not contain more than a total of eight  
11 (8) individuals receiving day care.

12 (19) Density, residential. The number of dwelling units per unit of land.

13 (20) Development. The construction, reconstruction, conversion, structural alteration,  
14 relocation, or enlargement of any structure; any mining, excavation, landfill, or land disturbance;  
15 or any change in use, or alteration or extension of the use, of land.

16 (21) Development plan review. The process whereby authorized, local officials review the  
17 site plans, maps, and other documentation of a development to determine the compliance with the  
18 stated purposes and standards of the ordinance.

19 (22) District. See “zoning-use district.”

20 (23) Drainage system. A system for the removal of water from land by drains, grading, or  
21 other appropriate means. These techniques may include runoff controls to minimize erosion and  
22 sedimentation during and after construction or development; the means for preserving surface and  
23 groundwaters; and the prevention and/or alleviation of flooding.

24 (24) Dwelling unit. A structure, or portion of a structure, providing complete, independent  
25 living facilities for one or more persons, including permanent provisions for living, sleeping, eating,  
26 cooking, and sanitation, and containing a separate means of ingress and egress.

27 (25) Extractive industry. The extraction of minerals, including: solids, such as coal and  
28 ores; liquids, such as crude petroleum; and gases, such as natural gases. The term also includes  
29 quarrying; well operation; milling, such as crushing, screening, washing, and flotation; and other  
30 preparation customarily done at the extraction site or as a part of the extractive activity.

31 (26) Family member. A person, or persons, related by blood, marriage, or other legal  
32 means, including, but not limited to, a child, parent, spouse, mother-in-law, father-in-law,  
33 grandparents, grandchildren, domestic partner, sibling, care recipient, or member of the household.

34 (27) Floating zone. An unmapped zoning district adopted within the ordinance that is

1 established on the zoning map only when an application for development, meeting the zone  
2 requirements, is approved.

3 (28) Floodplains, or Flood hazard area. As defined in § 45-22.2-4.

4 (29) Freeboard. A factor of safety expressed in feet above the base flood elevation of a  
5 flood hazard area for purposes of floodplain management. Freeboard compensates for the many  
6 unknown factors that could contribute to flood heights, such as wave action, bridge openings, and  
7 the hydrological effect of urbanization of the watershed.

8 (30) Groundwater. “Groundwater” and associated terms, as defined in § 46-13.1-3.

9 (31) Halfway house. A residential facility for adults or children who have been  
10 institutionalized for criminal conduct and who require a group setting to facilitate the transition to  
11 a functional member of society.

12 (32) Hardship. See § 45-24-41.

13 (33) Historic district or historic site. As defined in § 45-22.2-4.

14 (34) Home occupation. Any activity customarily carried out for gain by a resident,  
15 conducted as an accessory use in the resident’s dwelling unit.

16 (35) Household. One or more persons living together in a single-dwelling unit, with  
17 common access to, and common use of, all living and eating areas and all areas and facilities for  
18 the preparation and storage of food within the dwelling unit. The term “household unit” is  
19 synonymous with the term “dwelling unit” for determining the number of units allowed within any  
20 structure on any lot in a zoning district. An individual household shall consist of any one of the  
21 following:

22 (i) A family, which may also include servants and employees living with the family; or

23 (ii) A person or group of unrelated persons living together. The maximum number may be  
24 set by local ordinance, but this maximum shall not be less than ~~three (3)~~ if a family, which may  
25 include servants and employees living with the family, were living there as in subsection 35(i) of  
26 this section.

27 (36) Incentive zoning. The process whereby the local authority may grant additional  
28 development capacity in exchange for the developer’s provision of a public benefit or amenity as  
29 specified in local ordinances.

30 (37) Infrastructure. Facilities and services needed to sustain residential, commercial,  
31 industrial, institutional, and other activities.

32 (38) Land-development project. A project in which one or more lots, tracts, or parcels of  
33 land are developed or redeveloped as a coordinated site for one or more uses, units, or structures,  
34 including, but not limited to, planned development or cluster development for residential,

1 commercial, institutional, recreational, open space, or mixed uses as provided in the zoning  
2 ordinance.

3 (39) Lot. Either:

4 (i) The basic development unit for determination of lot area, depth, and other dimensional  
5 regulations; or

6 (ii) A parcel of land whose boundaries have been established by some legal instrument,  
7 such as a recorded deed or recorded map, and that is recognized as a separate legal entity for  
8 purposes of transfer of title.

9 (40) Lot area. The total area within the boundaries of a lot, excluding any street right-of-  
10 way, usually reported in acres or square feet.

11 (41) Lot area, minimum. The smallest land area established by the local zoning ordinance  
12 upon which a use, building, or structure may be located in a particular zoning district.

13 (42) Lot building coverage. That portion of the lot that is, or may be, covered by buildings  
14 and accessory buildings.

15 (43) Lot depth. The distance measured from the front lot line to the rear lot line. For lots  
16 where the front and rear lot lines are not parallel, the lot depth is an average of the depth.

17 (44) Lot frontage. That portion of a lot abutting a street. A zoning ordinance shall specify  
18 how noncontiguous frontage will be considered with regard to minimum frontage requirements.

19 (45) Lot line. A line of record, bounding a lot, that divides one lot from another lot or from  
20 a public or private street or any other public or private space and shall include:

21 (i) Front: the lot line separating a lot from a street right-of-way. A zoning ordinance shall  
22 specify the method to be used to determine the front lot line on lots fronting on more than one  
23 street, for example, corner and through lots;

24 (ii) Rear: the lot line opposite and most distant from the front lot line, or in the case of  
25 triangular or otherwise irregularly shaped lots, an assumed line at least ten feet (10') in length  
26 entirely within the lot, parallel to and at a maximum distance from, the front lot line; and

27 (iii) Side: any lot line other than a front or rear lot line. On a corner lot, a side lot line may  
28 be a street lot line, depending on requirements of the local zoning ordinance.

29 (46) Lot size, minimum. Shall have the same meaning as "minimum lot area" defined  
30 herein.

31 (47) Lot, through. A lot that fronts upon two (2) parallel streets, or that fronts upon two  
32 (2) streets that do not intersect at the boundaries of the lot.

33 (48) Lot width. The horizontal distance between the side lines of a lot measured at right  
34 angles to its depth along a straight line parallel to the front lot line at the minimum front setback

1 line.

2 (49) Mere inconvenience. See § 45-24-41.

3 (50) Mixed use. A mixture of land uses within a single development, building, or tract.

4 (51) Modification. Permission granted and administered by the zoning enforcement officer  
5 of the city or town, and pursuant to the provisions of this chapter to grant a dimensional variance  
6 other than lot area requirements from the zoning ordinance to a limited degree as determined by  
7 the zoning ordinance of the city or town, but not to exceed twenty-five percent (25%) of each of  
8 the applicable dimensional requirements.

9 (52) Nonconformance. A building, structure, or parcel of land, or use thereof, lawfully  
10 existing at the time of the adoption or amendment of a zoning ordinance and not in conformity with  
11 the provisions of that ordinance or amendment. Nonconformance is of only two (2) types:

12 (i) Nonconforming by use: a lawfully established use of land, building, or structure that is  
13 not a permitted use in that zoning district. A building or structure containing more dwelling units  
14 than are permitted by the use regulations of a zoning ordinance is nonconformity by use; or

15 (ii) Nonconforming by dimension: a building, structure, or parcel of land not in compliance  
16 with the dimensional regulations of the zoning ordinance. Dimensional regulations include all  
17 regulations of the zoning ordinance, other than those pertaining to the permitted uses. A building  
18 or structure containing more dwelling units than are permitted by the use regulations of a zoning  
19 ordinance is nonconforming by use; a building or structure containing a permitted number of  
20 dwelling units by the use regulations of the zoning ordinance, but not meeting the lot area per  
21 dwelling unit regulations, is nonconforming by dimension.

22 (53) Overlay district. A district established in a zoning ordinance that is superimposed on  
23 one or more districts or parts of districts. The standards and requirements associated with an overlay  
24 district may be more or less restrictive than those in the underlying districts consistent with other  
25 applicable state and federal laws.

26 (54) Performance standards. A set of criteria or limits relating to elements that a particular  
27 use or process must either meet or may not exceed.

28 (55) Permitted use. A use by right that is specifically authorized in a particular zoning  
29 district.

30 (56) Planned development. A "land-development project," as defined in subsection (38),  
31 and developed according to plan as a single entity and containing one or more structures or uses  
32 with appurtenant common areas.

33 (57) Plant agriculture. The growing of plants for food or fiber, to sell or consume.

34 (58) Preapplication conference. A review meeting of a proposed development held

1 between applicants and reviewing agencies as permitted by law and municipal ordinance, before  
2 formal submission of an application for a permit or for development approval.

3 (59) Setback line or lines. A line, or lines, parallel to a lot line at the minimum distance of  
4 the required setback for the zoning district in which the lot is located that establishes the area within  
5 which the principal structure must be erected or placed.

6 (60) Site plan. The development plan for one or more lots on which is shown the existing  
7 and/or the proposed conditions of the lot.

8 (61) Slope of land. The grade, pitch, rise, or incline of the topographic landform or surface  
9 of the ground.

10 (62) Special use. A regulated use that is permitted pursuant to the special-use permit issued  
11 by the authorized governmental entity, pursuant to § 45-24-42. Formerly referred to as a special  
12 exception.

13 (63) Structure. A combination of materials to form a construction for use, occupancy, or  
14 ornamentation, whether installed on, above, or below the surface of land or water.

15 (64) Substandard lot of record. Any lot lawfully existing at the time of adoption or  
16 amendment of a zoning ordinance and not in conformance with the dimensional or area provisions  
17 of that ordinance.

18 (65) Use. The purpose or activity for which land or buildings are designed, arranged, or  
19 intended, or for which land or buildings are occupied or maintained.

20 (66) Variance. Permission to depart from the literal requirements of a zoning ordinance.  
21 An authorization for the construction or maintenance of a building or structure, or for the  
22 establishment or maintenance of a use of land, that is prohibited by a zoning ordinance. There are  
23 only two (2) categories of variance, a use variance or a dimensional variance.

24 (i) Use variance. Permission to depart from the use requirements of a zoning ordinance  
25 where the applicant for the requested variance has shown by evidence upon the record that the  
26 subject land or structure cannot yield any beneficial use if it is to conform to the provisions of the  
27 zoning ordinance.

28 (ii) Dimensional variance. Permission to depart from the dimensional requirements of a  
29 zoning ordinance, where the applicant for the requested relief has shown, by evidence upon the  
30 record, that there is no other reasonable alternative way to enjoy a legally permitted beneficial use  
31 of the subject property unless granted the requested relief from the dimensional regulations.  
32 However, the fact that a use may be more profitable or that a structure may be more valuable after  
33 the relief is granted are not grounds for relief.

34 (67) Waters. As defined in § 46-12-1(23).



1 (68) Wetland, coastal. As defined in § 45-22.2-4.

2 (69) Wetland, freshwater. As defined in § 2-1-20.

3 (70) Zoning certificate. A document signed by the zoning-enforcement officer, as required  
4 in the zoning ordinance, that acknowledges that a use, structure, building, or lot either complies  
5 with, or is legally nonconforming to, the provisions of the municipal zoning ordinance or is an  
6 authorized variance or modification therefrom.

7 (71) Zoning map. The map, or maps, that are a part of the zoning ordinance and that  
8 delineate the boundaries of all mapped zoning districts within the physical boundary of the city or  
9 town.

10 (72) Zoning ordinance. An ordinance enacted by the legislative body of the city or town  
11 pursuant to this chapter and in the manner providing for the adoption of ordinances in the city or  
12 town’s legislative or home rule charter, if any, that establish regulations and standards relating to  
13 the nature and extent of uses of land and structures; that is consistent with the comprehensive plan  
14 of the city or town as defined in chapter 22.2 of this title; that includes a zoning map; and that  
15 complies with the provisions of this chapter.

16 (73) Zoning-use district. The basic unit in zoning, either mapped or unmapped, to which  
17 a uniform set of regulations applies, or a uniform set of regulations for a specified use. Zoning-use  
18 districts include, but are not limited to: agricultural, commercial, industrial, institutional, open  
19 space, and residential. Each district may include sub-districts. Districts may be combined.

20 SECTION 2. This act shall take effect upon passage.

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EXPLANATION  
BY THE LEGISLATIVE COUNCIL  
OF  
A N A C T  
RELATING TO TOWNS AND CITIES -- ZONING ORDINANCES

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1           This act would provide that the maximum number of unrelated persons living together that  
2           could be designated by a local zoning ordinance as constituting an individual household could not  
3           be less than what it would be for a family.

4           This act would take effect upon passage.

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