



**CITY COUNCIL AND PLANNING COMMISSION WORK SESSION
RICHFIELD MUNICIPAL CENTER, BARTHOLOMEW ROOM
JUNE 14, 2022
6:00 PM**

Call to order

1. Continued discussion of possible changes to Single-Family Residential (R) Districts to bring the Zoning Code into agreement with the 2040 Comprehensive Plan.

Adjournment

Auxiliary aids for individuals with disabilities are available upon request. Requests must be made at least 96 hours in advance to the City Clerk at 612-861-9739.

**STAFF REPORT NO. 13****WORK SESSION****6/14/2022**

REPORT PREPARED BY: Melissa Poehlman, Community Development Director

DEPARTMENT DIRECTOR REVIEW: Melissa Poehlman, Community Development Director
6/2/2022

OTHER DEPARTMENT REVIEW:

CITY MANAGER REVIEW: Katie Rodriguez, City Manager
6/7/2022**ITEM FOR WORK SESSION:****Continued discussion of possible changes to Single-Family Residential (R) Districts to bring the Zoning Code into agreement with the 2040 Comprehensive Plan.****EXECUTIVE SUMMARY:**

State Statute requires that following the adoption of a Comprehensive Plan, the City evaluate and revise our ordinances to ensure that the two regulatory documents do not conflict. This not only ensures clarity of intent, but it memorializes and codifies the feedback from nearly two years of community outreach and work.

This is the third in a series of meetings to discuss potential changes to dimensional standards and use regulations in residential zoning districts. Specifically, those zoning districts that serve as the implementation tool for the Low Density Residential (LDR) planned land use category. The LDR category allows for the mixture of single-family detached and attached units, such as duplexes and lower density townhomes. LDR allows these uses at a density of 1 to 7.4 units per acre. The existing density of the areas guided LDR is roughly 4.9 units per acre.

At a March 23, 2021 Work Session, staff introduced the topic and heard support for adjusting lot dimensional standards to allow single-family uses at the upper limits of allowed LDR density. There was also a general consensus to explore allowing duplexes by-right on busier roads, street corners, and adjoining more intense zoning; and to allow duplexes conditionally in all other low-density areas.

On October 26, 2021 staff introduced possible changes to R District dimensional requirements (reduced lot area and width requirements) and previewed a visual preference survey that would be used to gauge possible design regulations that may be necessary to successfully integrate duplexes into established single-family neighborhoods. Several, but not all, policymakers indicated an openness to even greater allowances for duplexes so long as form-based regulations managed their integration into the neighborhood fabric. There was also a general consensus that form-based regulations should apply to all homes, rather than just two-family homes.

Based on the visual preference survey, previous work sessions, and staff evaluation, we are recommending that duplexes be allowed by-right on all R District (LDR-guided) properties. Staff is recommending a limited

number of form-based regulations that will ensure the successful integration of new missing middle housing in existing neighborhoods. In nearly all instances, these form-based regulations will also apply to single-family homes. This final work session will detail how staff arrived at this recommendation and seek feedback on possible modifications prior to official consideration in the coming months.

DIRECTION NEEDED:

- Are policymakers generally comfortable with proposed changes to allow duplexes by-right on all R District properties?
- Are policymakers generally comfortable with limited design (form-based) regulations that will apply to all single- and two-family homes?

BACKGROUND INFORMATION:

A. HISTORICAL CONTEXT

- The Richfield 2040 Comprehensive Plan was adopted in 2019.
- The Metropolitan Council designates the City of Richfield as part of the "urban center" of the Twin Cities Metropolitan Area.

B. POLICIES (resolutions, ordinances, regulations, statutes, etc):

MN Statute 473.858 requires cities to review and bring Zoning Ordinances into conformance with adopted comprehensive plans.

Current dimensional requirements:

R District (Subsection 514.11)

Housing Type	Min. Area	Min. Width	Min. Depth
Single-Family Dwelling	6,700 sf	50 ft	100 ft
Duplex*	9,000 sf	60 ft	100 ft

*Duplexes are conditionally permitted on arterial & collector roads (see attached road classification map).

MR-1 District (Subsection 522.11)

Housing Type	Min. Area	Min. Width	Min. Depth
Single-Family Dwelling	6,700 sf	50 ft	100 ft
Duplex	10,000 sf	75 ft	100 ft

Of the current duplexes in the City, 19% fail to meet the 9,000 sf minimum prescribed by the R District regulations; 36% fail to meet the 10,000 sf minimum of the Two-Family Residential District.

C. CRITICAL TIMING ISSUES:

- The pandemic has delayed the work to align the Zoning Ordinance with the Comprehensive Plan.
- This work is a priority.

D. FINANCIAL IMPACT:

None.

E. LEGAL CONSIDERATION:

Per MN Statute 473.858, regulations adopted as part of the Comprehensive Plan supersede conflicting provisions of the Zoning Ordinance. For clarity, it is important to align regulations.

ALTERNATIVE(S):

None.

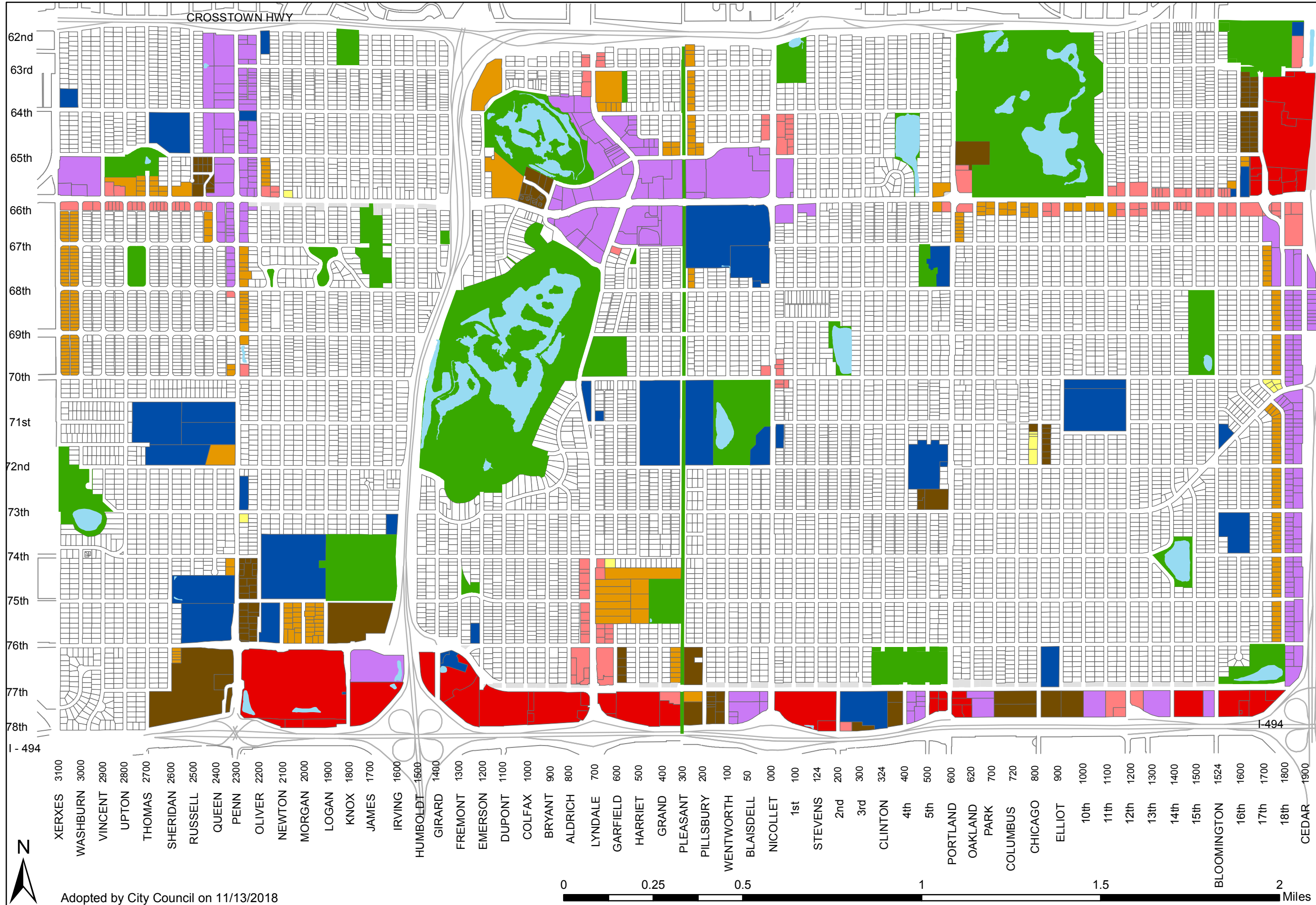
PRINCIPAL PARTIES EXPECTED AT MEETING:

None.

ATTACHMENTS:

Description	Type
☐ 2040 Comprehensive Plan-Land Use	Exhibit
☐ Presentation	Presentation
☐ Richfield Road Classification Map	Exhibit
☐ Draft Ordinance Notes	Exhibit

2040 Comprehensive Plan - Planned Land Use

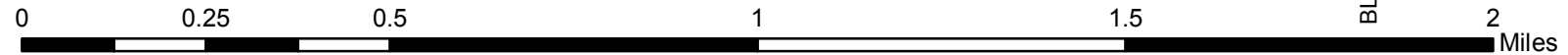


2040 Planned Land Use

- Mixed Use
- Regional Commercial
- Community Commercial
- Neighborhood Commercial
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Park
- Quasi-Public
- Right-of-Way (ROW)



Adopted by City Council on 11/13/2018





Missing Middle Housing



Process Overview

- Align Zoning with guidance of the Comp Plan
- Started with LDR areas, the largest geographic area
- Honor work that went into the Plan
- Obligation to allow development up to prescribed limits

Missing Middle Housing Recap

- House-scale development
- Precedent in City's Development Pattern
- Wealth building



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Process Overview

- Started with academic exercise of aligning SF regulations to density prescription (up to 7.4 units/ac).
- Heard openness to expanding eligibility for duplexes and consolidating R & MR-1
- Visual Preference Survey as means to get public input and shape policy
 - Approach: If we're to allow dplx in more locations; look at design principles that would apply to all LDR types

Visual Preference Survey

- Open for one month (Jan '22)
 - Publicized on Social Media multiple times
- 130 Responses
 - Did not collect demographic information
- Respondents prompted to provide responses on Building Size, Entries, Parking, and Overall Design.

Overall Direction

- More concern with size of the building than what goes on inside.
- **Staff Recommendation:** Allow duplexes on all lots allowing SF.
- Update the code to ensure least desirable features/characteristics are prevented.

Building Size

- Range: 95.4% - 32.8%
- Trend: Bungalow/Craftsman

Top 3



Bottom 3



Policy Direction: Size

- Already have building height
 - prevailing height or height averaging to ensure consistency?
- Maximum building width?



Entry/Doorway/Porch

- Range: 96.9% - 61.5%
- Trend: All ok, sole front door rates highest

Top 3



Bottom 3



Policy Direction: Entry

- Require entrance on two side if on corner lot?
- Restrict to one main entrance on front?
- If entrance is on side; do we require setback (say 10ft)?

Parking

- Range: 97.7% - 21.7%
- Trend: Rear garage; no large door bays

Top 3



Bottom 3



Policy Directions: Parking

- Existing driveway width requirements
- Minimize prominence of garages
 - Limit the amount of front facing garage (attached) door: 50%
 - Prohibit protruding garage: require attached garage be no further than habitable portion

Overall Design

- Range: 95.3% - 26.6%
- Bungalow/Craftsman vs Garage

Top 3



Bottom 3



Policy Directions: Design

- Not a clear directional response
- If concerning, could look to codify Richfield Rediscovered Requirements
 - Materials
 - Windows/Opening
 - Articulation
 - Roof design
 - Adds to review complexity

Recommendation

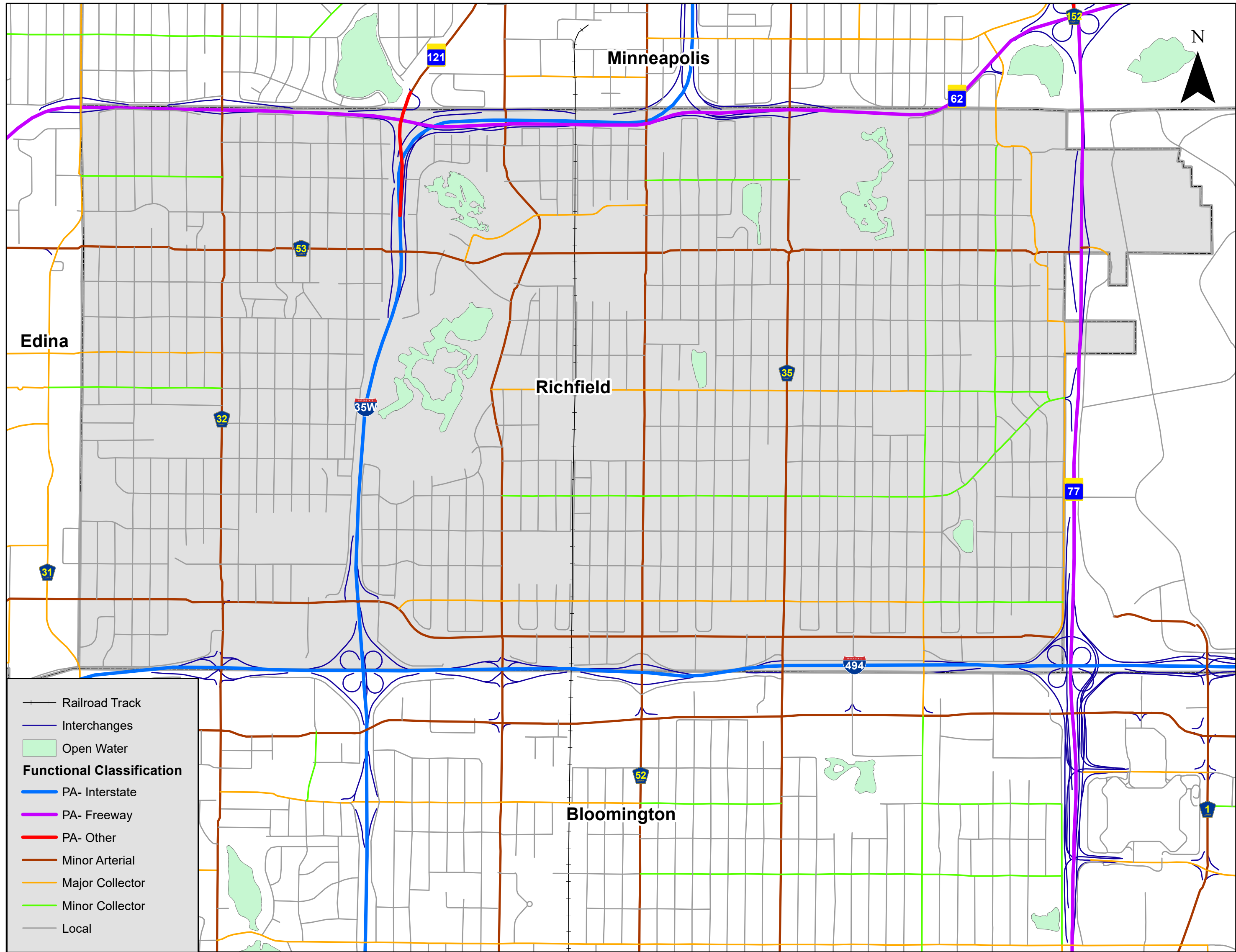
- Reduce lot sizes to match Comp Plan
- Allow duplexes by right
- Limit garage prominence
- Add'l setback for side entry to duplex, corner lots one entry or one per side
- Reduce garage requirement to one stall

Feedback?

Next Steps

- Public Hearing at Planning Commission
- Consideration by Council





WORKING DOCUMENT

General Duplex District and Use Provisions

Add “Two-family dwellings” as paragraph 6 to **Section 514.03 Permitted Uses** (R District)

Repeal 514.07 Subd. 2. Two-family dwellings, provided the following conditions are met:

- ~~a) The lot shall abut an arterial or collector street;~~
- ~~b) The lot area and width shall comply with [Section 514.11](#), Subd. 2 of this Code;~~
- ~~c) Two (2) off-street parking spaces, one (1) of which must be enclosed in a garage, shall be provided for each dwelling unit;~~
- ~~d) Private driveways, parking areas, turnaround areas and sidewalks shall comply with [Section 514.05](#) Subd. 8 of this Code;~~
- ~~e) For new construction each dwelling unit shall contain at least 960 square feet of interior floor space, and for conversion of a single-family dwelling to a two-family dwelling each unit shall contain at least 500 square feet of interior floor space. For the purpose of this subsection, interior floor space shall include the total horizontal area of the dwelling unit as measured from the interior walls of the unit; and~~
- ~~f) The structure shall meet all setback requirements for two-family dwellings as indicated under [Section 514.13](#), except that a single-family dwelling which does not meet the required two-family interior side setback may be converted into a two-family dwelling if the dwelling is not expanded or if the expansion meets all applicable two-family dwelling requirements.~~

Repeal 522 (MR-1 District)

Rezone all MR-1 to R: [Repeal Appendix I Section 12 Paragraphs (1) – (81); by default they become R]

Duplex Dimensional requirements

514.11. - Lot Area, dimensions and coverage. Subd. 2. Minimum lot area, dimensions and coverage.

Land use	Lot area (sq. ft.)	Lot width (feet)	Lot depth (feet)	Max. lot coverage	Maximum impervious surface
Single-Family and Two-Family	6,700 (6,000)	50 (45)	100	35%	45%
Two-Family	9,000	60	100	35%	45%
Cluster home Development in R-SFH Guided Area	2,900 Per Unit	60	100	35%	75%
Cluster home Development in Non-R-SFH Guided Area	4,000 Per Unit	60	100	35%	75%
Non-residential	40,000	150	100	50%	85%

514.13. - Building setback and height. Subd. 2. Building setback and maximum height (measurements in feet).

Use	Front	Rear	Interior Side	Street/Corner Side	Maximum Height (as defined in 507.07 , Subd. 53)
Single- and Two -family building (but see Subd. 3 and 5)	30	25	5	12	25
Two-family building (but see Subd. 3 and 5)	30	25	10	12	25
Cluster home development in R-SFH guided area <u>on arterial or collector street</u> (but see Subd. 3 and 5) ¹	10	25	5	12	25 (but see Subd. 8)
Cluster home development in non-R-SFH guided area <u>on non-arterial or collector street</u> (but see Subd. 3 and 5) ¹	30	25	5	12	25 (but see Subd. 8)
Accessory - garage (but see Subd. 3-6)	30	3 (5 if utility easement or greater than 14 ft. tall)	5	12	14 ² (but see Subd. 7)
Accessory - nongarage (but see Subd. 4 and 5)	30	3 (5 if utility easement)	5	12	12 ³
Nonresidential building (but see Subd. 5 and 7)	40	30	30	30	42
Accessory building to nonresidential use (but see Subd. 5)	40	10	10	30	15

Garage requirements

Section 514.15 Subd. 3?

Garage planning. Building plans submitted after July 5, 2008 for new single-family dwellings 1,200 square feet or less shall include garage space for not less than one (1) vehicle and shall designate area on the lot for future construction of garage space for a second vehicle that will not require any variances. Building plan submitted after July 5, 2008 for new single-family dwellings over 1,200 square feet shall include garage space not less than two (2) vehicles. For the purposes of this subdivision only, each vehicle shall require a garage space of not less than ten (10) feet in width by 20 feet in depth. (Amended, Bill No. 2008-11)

Door Width

On attached garages where one or more garage doors face a street, the total width of all garage doors on that building elevation shall not exceed **50 percent** of the width of that elevation. A garage door is considered to be facing a street where the opening is parallel to, or within 45 degrees of, the street right-of-way line.

Door Setback

Attached garages shall not extend closer to the front lot line than the facade of the habitable first story portion of the primary structure when the garage door or doors face the front lot line.

Building Design

Entrances

- For two-family dwellings on corner lots, each entrance is required to face a separate street frontage. One main entrance with internal access to both units is also allowed.
- For two-family dwellings on interior lots; a minimum of one entrance is required to face the street frontage, and may consist of a sole main entrance with internal access to both units.
 - A main entrance to a unit from a side or rear yard to a two-family dwelling is not allowed within 10 feet of the side or rear property line for a minimum of the length and width of a three foot by three foot landing at said entrance. (Figure 11.1).

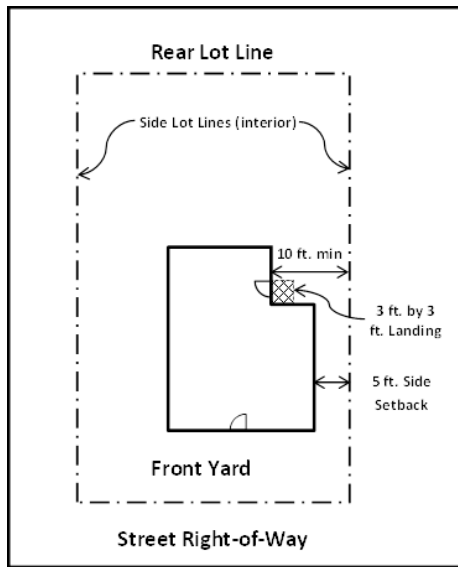


Figure 11.1

Other House Keeping items: References to MR-1

1305.27. - Additional prohibitions. Subd. 6. Vehicle parking and storage limitations and requirements. The number of motor vehicles that may be parked on a driveway or approved parking area of a residential property in the R ~~and R-1, R-1 and MR-4~~ zoning districts shall be limited as follows: (Added, Bill No. 2007-19)

507.07. – Definitions. Subd. 43. ~~"Dwelling, twin home." A residential building containing two (2) dwelling units which are completely separate in every way except that they share a common wall (with no openings) which separate the units and act as the dividing lot line, where each unit is situated on its own parcel of land.~~

512.01. - Zoning districts. Subdivision 1. Establishment of districts. In order to carry out the purposes and provisions of this Code, the city is hereby divided into the following zoning districts: (Amended, Bill No. 2008-12, 2009-5, 2009-7, 2017-6, [Bill No. 2021-12](#))

<u>Residential Districts</u>	
Single Family Low Density Residential	R
Low Density Single Family Residential	R-1
Two Family Residential	MR-2
Multi-Family Residential	MR-2
High Density Multi-Family Residential	MR-3
<u>Commercial Districts</u>	
Service Office	S-O
Neighborhood Business	C-1
General Commercial	C-2

<u>Mixed-Use Districts</u>	
Mixed-Use Regional	MU-R
Mixed-Use Community	MU-C
Mixed-Use Neighborhood	MU-N
<u>Industrial Districts</u>	
Industrial	I
<u>Planned Unit Development Districts</u>	
Planned Residential	PR
Planned Two-Family Residential	PMR-1
Planned Multi-Family Residential	PMR
Planned Neighborhood Commercial	PC-1
Planned General Commercial	PC-2
Planned Mixed Use	PMU
<u>Overlay Districts</u>	
Airport Runway Overlay District	AR
Penn Avenue Corridor Overlay District	PAC
Cedar Avenue Corridor Overlay District	CAC
Veterans Park Area Overlay District	VPA

512.05. - Permitted, Conditional, Accessory and Prohibited Uses in Residential Districts.

The following table summarizes which land uses are classified as permitted, accessory, conditional or prohibited in the Residential Districts. Refer to Sections 514 through 527 for complete regulations.

- P: Permitted
- A: Accessory
- C: Conditional
- N: Null or Prohibited

Land Use	R	R-1	MR-1	MR-2	MR-3
Residential					
Single-family detached dwellings	P	P	P	N	N
Two-family dwellings	CP	N	P	P	P
Twin Homes	N	N	C	N	N
Multifamily dwellings (minimum 3 units)	N	N	N	P/C	P/C
Cluster home developments	C	N	C	C	N
Other					
Bed and breakfast inns	C	C	N	N	N
Cemeteries	C	N	N	N	N
Day care facilities	P/C	P	P/C	P/C	P/C
Emergency shelters	C	N	C	C	C
Fences, walls and hedges	A	A	A	A	A
Foster family homes	A/C	A/C	A/C	A/C	A/C
Garages/carports for a residential structure	A	A	A	A	A
Gazebos/greenhouses	A	A	A	N	N

Land Use	R	R-1	MR-1	MR-2	MR-3
Governmental buildings	P	N	C	C	C
Home occupations	A	A	A	A	A
Libraries (public)	P	N	C	C	C
Parking	A	A	A	A	A
Private driveways	A	A	A	A	A
Public utilities, major	C	C	C	C	C
Public utilities, minor	A	A	A	A	A
Recreational facilities, noncommercial,	C	C	C	N	N
Religious institutions	C	N	C	C	C
Residential care facilities	P	P	P/C	P/C	P/C
Roomer	A	A	N	N	N
Satellite dish antennas	A	A	A	A	A
Schools, public or private	C	N	C	C	C
Storage buildings	A	A	A	A	A
Swimming pools, private	A	A	A	A	A
Telecommunication towers	C	C	C	C	C
Utility buildings accessory to telecommun.	A	N	A	A	A

529.11. - Dimensional Requirements. Subdivision 1. [Generally.] The following dimensional requirements apply to the S-O district. All dimensions are in feet unless otherwise noted.

Setbacks - building	Principal building	Accessory building
Front (see also Subd. 2)	30	30
Rear		
Adjacent to R ₇ <u>or</u> R-1 or MR-1 District	15	8
Adjacent to non-R ₇ <u>or</u> R-1 or MR-1 District	5	5
Interior side		
Adjacent to R, R-1 District	15	15
Adjacent to non-R, R-1 District	5	5
Street/corner side (see also Subd. 3)	12	12

Setbacks - parking measured from property line)	
Front (but see Subd. 5)	8
Street/corner side (but see Subd 5)	8
Interior lot line	
Adjacent to R ₇ <u>or</u> R-1 or MR-1 District	10
Adjacent to non- R ₇ <u>or</u> R-1 or MR-1 District	5

532.11. - Dimensional requirements. Subdivision 1. The following dimensional requirements apply to the C-1 district. All dimensions are in feet unless otherwise indicated:

Setbacks - building	Principal	Accessory building
Front (see also Subd. 2)	30	30
Adjacent to arterial roads	See Subdivision 2	
Rear (see also Subd. 4)		
Adjacent to R, R-1 or MR-1 District	10	8
Adjacent to non-R, R-1 or MR-1 District	5	5
Street/corner side (but see Subd. 3 and 4)	20	20
Interior side (see also Subd. 4)		
Adjacent to R, <u>or</u> R-1 or MR-1 District	10	8
Adjacent to non- R, <u>or</u> R-1 or MR-1 District	5	5
Maximum building height	30	15
Story limitations	2 stories	1 story

Setbacks - parking (measured from the property line)	
Front (but see Subd. 5)	8
Side/corner side (but see Subd 5)	8
Interior side	
Adjacent to R, <u>or</u> R-1 or MR-1 District	10
Adjacent to non-R, <u>or</u> R-1 or MR-1 District	5

534.11. - Dimensional requirements. Subdivision 1. The following dimensional requirements apply to the C-2 District. All dimensions are in feet unless otherwise indicated:

Setbacks: building	Principal building	Accessory building
Front (see also Subd. 2)	35	35
Adjacent to arterial roads	See Subdivision 2	
Rear (see also Subd. 4)		
Adjacent to R, <u>or</u> R-1 or MR-1 District	15	8
Adjacent to non- R, <u>or</u> R-1 or MR-1 District	5	5
Street/corner side (but see Subd. 3)	25	25
Interior side (see also Subd. 4)		
Adjacent to R, <u>or</u> R-1 or MR-1 District	15	8
Adjacent to non- R, <u>or</u> R-1 or MR-1 District	0	0
Maximum building height (but see Subd. 5)	40	15
Story limitations	3 stories	1 story

Setbacks: parking	
Setbacks: parking	
Front (but see Subd. 6)	8

Setbacks: parking	
Street/corner side (but see Subd. 6)	8
Interior lot line	
Adjacent to R, <u>R-1</u> or MR-1 District	15
Adjacent to non- R, <u>R-1</u> or MR-1 District	5

541.17. - Airport Impact Overlay District II (Noise): findings; district boundaries. Subd. 2. District boundaries. The provisions of subsections 541.75 and 541.77 shall apply to all lots or parcels of record within the City of Richfield having an underlying zoning designation of **Single-family Low Density Residential (R), Low Density Single-family Residential (R-1), Two-Family Residential (MR-1),** Multifamily Residential (MR-2), and High Density Multifamily Residential (MR-3) and located within or touched by the 2007 60-64 DNL contours as shown at Appendix A of the Consent Decree, which contour map is incorporated into this ordinance by reference.

542.03. - Scope of PUD Districts. Subdivision 1. [Table of PUD Districts.] Planned district regulations are applied in conjunction with a guiding district, as described in the following table. The planned district provisions may modify any portion of the regulations of the guiding district or other regulations of the code. The provisions may apply additional requirements or allow exceptions to general regulations:

PUD District	Abbreviation	Guiding Districts
Planned Residential	PR	R and R-1
Planned Two-Family Residential	PMR-1	MR-1
Planned Multifamily Residential	PMR	MR-2 and MR-3
Planned Service Office	PSO	PSO
Planned Neighborhood Commercial	PC-1	C-1
Planned General Commercial	PC-2	C-2
Planned Mixed Use	PMU	MU-N, MU-C, and MU-R
Planned Industrial	PI	I

549.23. - Permitted signs by district. Subd. 1. Residential districts.

a) Within residential zoning districts, freestanding signs are permitted as follows:

District	Maximum sign area of single sign	Maximum height	Total area of all freestanding signs
R, R-1, MR-1	6 square feet	6 feet	12 square feet
MR-2, MR-3	24 square feet	8 feet	36 square feet
Permitted Nonresidential Uses	50 square feet	20 feet	100 square feet

b) Within residential zoning districts, wall signs are permitted as follows:

District	Maximum sign area of single sign
R, R-1, MR-1	Not permitted except as required by Section 549.21 , Subd.
MR-2, MR-3	10 percent of total wall area of the wall to which sign is
Permitted Nonresidential	10 percent of the total wall area of the wall to which sign is

Housekeeping Items: Change R districts to LDR

SECTION 514 - ~~SINGLE-FAMILY~~ LOW-DENSITY RESIDENTIAL DISTRICT (R)

(Added, Bill No. 2007-19)

514.01. - Purposes.

The purposes of the R District regulations are to protect and preserve the low density single-family residential character of the R District; reserve appropriate locations for single- and two- family dwellings; provide opportunities for cluster housing development; minimize traffic congestion and the overloading of utilities; and provide residential locations that are safe, attractive and quiet.

Housekeeping Items: Twin Homes

Section 507.07 Definitions. Subd. 43. "~~Dwelling, twin home.~~" A residential building containing two (2) dwelling units which are completely separate in every way except that they share a common wall (with no openings) which separate the units and act as the dividing lot line, where each unit is situated on its own parcel of land.