



City of Greenfield
7738 Commerce Circle
Planning Commission Regular Meeting Agenda
February 13, 2024
7:00 p.m.

**Note: This meeting is available to listen to remotely. Contact City Hall for Zoom Information*

	Pages
1. Call Meeting to Order	
2. Pledge of Allegiance	
3. Roll Call: Commissioners Alholinna, Jeska, Jones, Kohnen, Perry	
4. Approval of Agenda	
5. Approval of Minutes of the December 12, 2023, Planning Commission Meeting	2-3
6. Motion of Support for the Greenfield Road Paving Project	4-19
7. Discussion: Accessory Dwelling units	20-29
8. Adjourn	



City of Greenfield
7738 Commerce Circle
Planning Commission Regular Meeting Draft Minutes
December 12, 2023
7:00 p.m.

1. Call Meeting to Order

Chair Alholinna called the meeting to order at 7:00 p.m.

2. Pledge of Allegiance

The Pledge of Allegiance was recited.

3. Roll Call

Commissioners present: Alholinna, Jones, and Perry

Commissioners absent: Jeska and Kohnen

City Staff present: City Planner Brad Scheib, City Administrator Margaret Webb, and HKGI Planner Kendra Ellner

4. Approval of Agenda

Motion by Jones, seconded by Perry. Motion passed 3-0

5. Approval of Minutes of the November 14, 2023, Planning Commission Meeting

Motion by Jones, seconded by Perry. Motion passed 3-0

6. Public Hearing – Preliminary Plat Greenfield Park Third Addition-Lot 9 Block 1

A. Staff Report and Presentation

Planner Scheib provide background and explanation on the proposal.

B. Public Hearing

Open Public Hearing:

Motion to by Perry, Seconded by Jones. Motion passed 3-0. The public hearing opened at 7:06 p.m.

No comments received during the public hearing.

Close Public Hearing:

Motion by Perry, seconded by Jones. Motion passed 3-0. The public hearing closed at 7:06 p.m.

Discussion:

No further discussion followed the public hearing.

C. Recommendation to City Council

Motion to recommend approval, as presented, by Perry, seconded by Jones. Motion passed 3-0



City of Greenfield
7738 Commerce Circle
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December 12, 2023
7:00 p.m.

7. Discussion: Accessory Dwelling units

Staff reported that community feedback has been supportive. It was noted that finding rural precedent has been difficult. Ellner and the Commissioner reviewed and discussed proposed topics.

Further discussion regarding density and lot sizes was tabled for future meetings.

8. Adjourn

Motion to adjourn by Perry, second by Jones. Motion passed 3-0. The meeting was adjourned at 8:04 P.M.

Chair Jared Alholinna

Attest: Margaret Webb, City Administrator

To: Greenfield Planning Commission

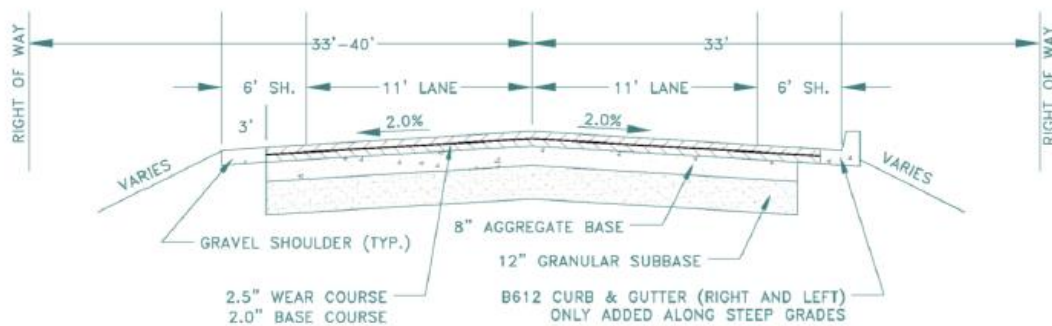
From: Daniel Van Holland, Zoning Administrator

Subject: Item 6 – Motion of Support for the Greenfield Road Paving Project

Date: 2/13/2024

Background

On February 6, 2024, the City Council voted to order plans and specifications for a road reconstruction project along Greenfield Road. If the plans are approved and bids accepted, this project would pave the surface and (see the proposed cross section below)



PROPOSED TYPICAL STREET SECTION

An important part of any decision to continue moving forward with this project is its compatibility with the comprehensive plan. The Council seeks the Planning Commission's input on this subject.

Project Details

- Greenfield Road is designated as a collector street.
- Per the City Engineer, Average Daily Traffic (ADT) exceeds 600 vehicles per day.
- 3.5 miles of gravel road will be upgraded to a bituminous surface.
- Road grades will be reduced, and gutters will be installed in some sections.
- Sight lines will be improved at the north end of Town Hall Drive at the intersection with County Road 50
- Lanes will be striped to 11 feet.
- Paved shoulders for potential pedestrian/bike traffic and safer mailbox access
- For more details, please refer to the Feasibility Study included with this report.

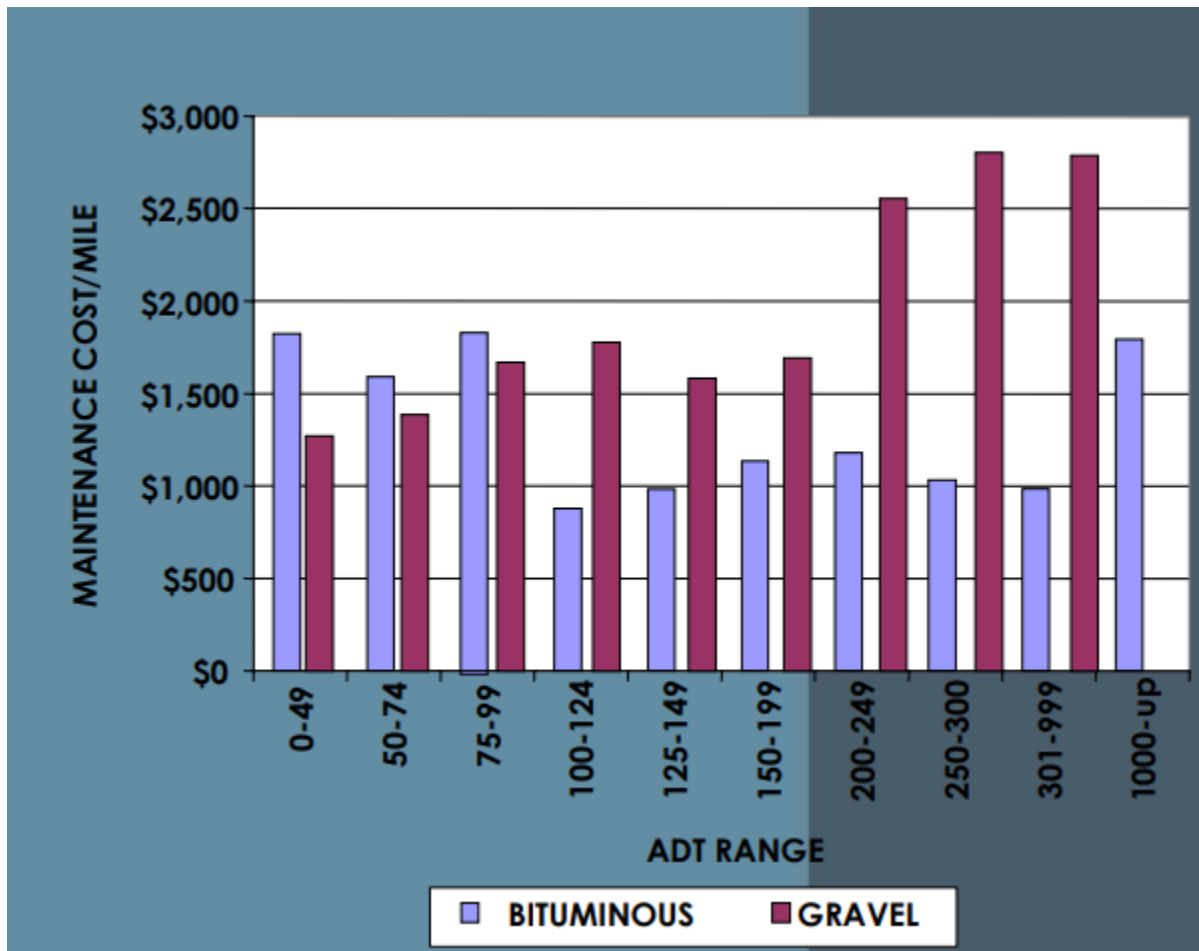
Comprehensive Plan Analysis

Chapter 8 of the Comprehensive Plan focuses on transportation. Several goals and policies are outlined which provide support for the proposed project. The following analysis is offered as it relates to the project's consistency with the City of Greenfield's adopted comprehensive plan.

COMP PLAN: Goal 8-18 of the Comp Plan states the City will *"Maintain a quality, cost effective road system that provides appropriate and sufficient access to all land uses within the City."*

STAFF ANALYSIS: Pursuant to the EPA's Gravel Roads: Maintenance and Design Manual (2015 - appendix D), the decision to pave a gravel road is generally triggered anywhere from 50 ADT to 400 ADT, in some cases 500 ADT. Greenfield Road generates approximately 618 ADT, exceeding these general parameters.

Below is a chart taken from the Minnesota Local Road Research Board. It provides an overview of the relationship between maintenance cost per mile and a street's ADT.



Per the chart, as the traffic volume increases, gravel roads become the less efficient option. This is in large part due to the cost of resurfacing these streets, as loose gravel shifts significantly with the traffic it bears. Given the traffic volume on Greenfield Road, paving appears to be more cost effective to maintain

and will retain its overall trip quality for a longer period time than the existing gravel. Paving the street appear to help achieve this goal better than leaving it graveled would.

COMP PLAN: Goal 8-19. Maintain and preserve the local roadway network in a state of good repair

STAFF ANALYSIS: Referring, again, to the chart above, the cost of maintenance increases as the use of a road increase. When paved, a high-traffic road is far more cost-effective to maintain. At current traffic levels, it has been difficult for the City's street crew to ensure the quality and upkeep of Greenfield Road. The proposed reconstruction will go a long way to preserving the overall quality of the road and appears to help accomplish this goal. Given previous development patterns, unplatted lots, and the future land use plan, it is highly likely that additional platting of land will increase rural residential access to the road and thus increase travel demand.

COMP PLAN: Policy 8-57. Upgrade existing gravel roadways to pavement when financially feasible in order to increase the quality of public travel.

STAFF ANALYSIS: The State of Minnesota will contribute at least \$3,000,000 towards this project. There is also potential for additional state money. Current cost estimates put this proposal at about \$5,400,000. This policy specifically calls for paving roads when financially viable. With more than half of the estimated costs covered without City dollars, this project appears to be consistent with this policy.

COMP PLAN: Policy 8-60. When planning improvements and upgrades to the collector and local roadway system, consider designs that accommodate appropriate bicycle and pedestrian infrastructure (on street or off street).

STAFF ANALYSIS: An extended shoulder is marked on the feasibility study. These paved shoulders will allow for greater pedestrian/bicycle use, consistent with this policy, as well as provide safer access to mailboxes.

Staff Recommendation:

Staff believes this project is in conformance with the Comprehensive Plan and would recommend approving the following motion:

"A motion determining the Greenfield Road reconstruction project to be compatible with the City of Greenfield's adopted comprehensive plan."



**FEASIBILITY REPORT
FOR
GREENFIELD ROAD RECONSTRUCTION PROJECT**

**GREENFIELD ROAD (T.H. 55 to C.S.A.H. 10)
TOWN HALL DRIVE (REALIGNMENT)**

CITY OF GREENFIELD, MINNESOTA

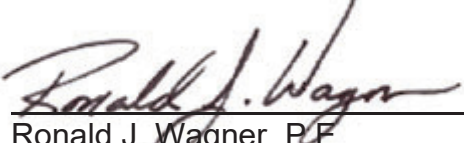
January 26, 2024

Prepared by:



3601 Thurston Avenue
Anoka, MN 55303
Telephone: 763-427-5860

I hereby certify that this plan, specification or report was prepared by me or under my direct supervision and that I am a duly Licensed Professional Engineer under State of Minnesota Statutes Sections 326.02 to 326.16.



Ronald J. Wagner, P.E.
City Engineer

26052
License No.

January 26, 2024
Date

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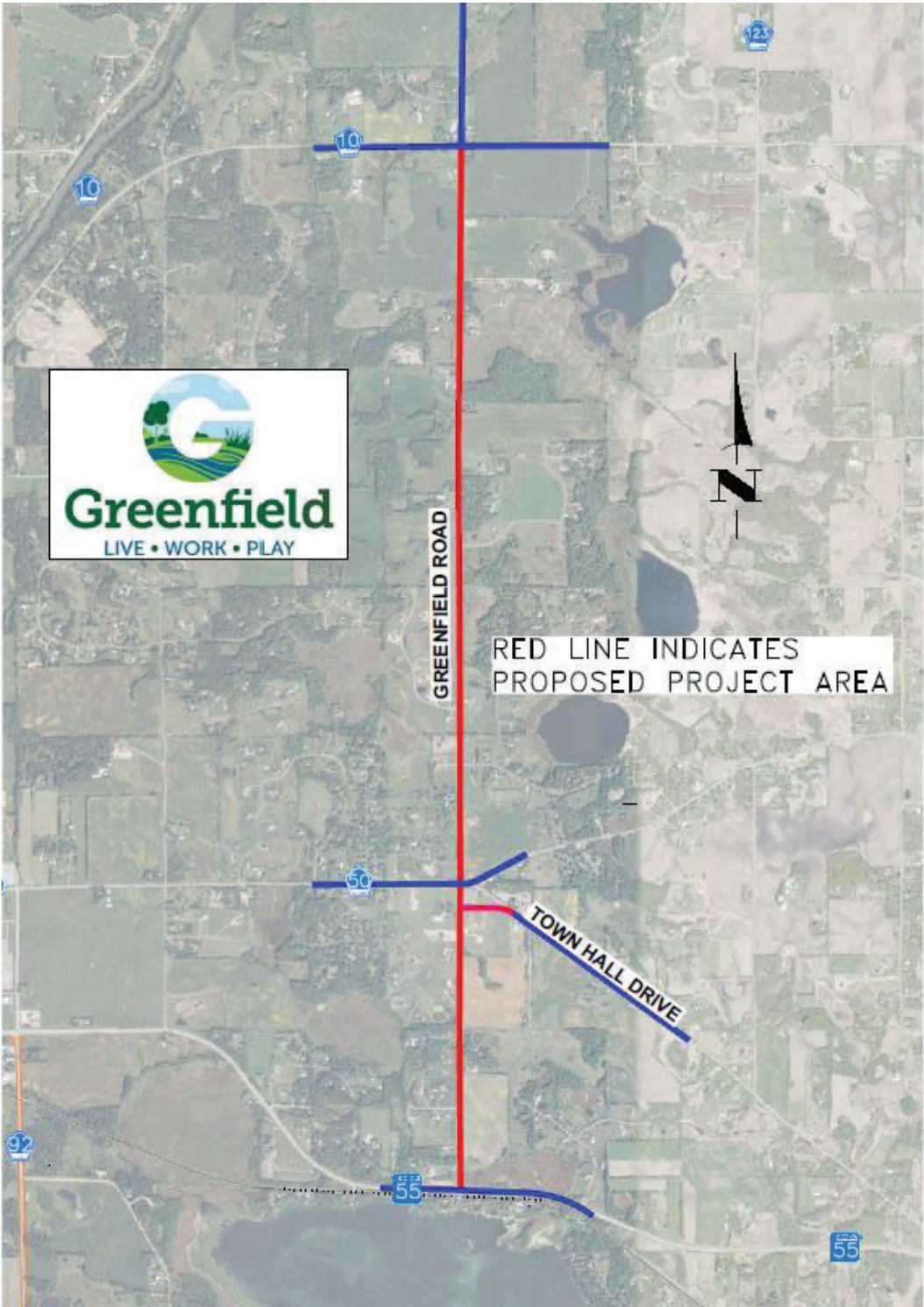
**ATTACHMENTS EXCLUDED FORM THIS VERISON
PLEASE SEE THE 2/6/24 COUNCIL PACKET FOR
ASSESSMENT TABLES**

I. INTRODUCTION

The purpose of this Feasibility Report is to present the City of Greenfield a preliminary examination of the Greenfield Road Reconstruction Project, as shown below as Exhibit A.

EXHIBIT A

PROJECT CORRIDOR



The report discusses the proposed scope of improvements, preliminary cost estimates, and a project schedule. Preparation of the report is in compliance with Minnesota State Statutes 429 for projects resulting in special assessments.

Generally, Greenfield collector street reconstruction projects are funded at 50% by the City and 50% by assessment to parcels, directly or indirectly, connected to the street. However, additional state grant funding in the amount of \$3,000,000 has been obtained by the City to mitigate overall costs.

II. EXISTING GREENFIELD ROAD

The portion of Greenfield Road, a designated collector street, is proposed to be improved from Hennepin County Road 10 at the north terminus to Minnesota State Trunk Highway 55 at its south terminus. A short section of Town Hall Drive at the Greenfield Road intersection with Hennepin County Road 50 and Town Hall Drive is within the project scope as the intersection exceeds today's standards for angle of approach.

Greenfield Road has many concerns which the proposed project will address. The existing street has a gravel surface which varies in width from 24 feet to 32 feet with gravel thickness varying from 6 inches to 24 inches. Existing average daily traffic (ADT) exceeds 600 vehicles a day. This ADT exceeds the suggested 200 vehicles a day typical standard by quite a large margin. Issues such as wash boarding, dust, loose aggregate, and quickly developing potholes are all associated with an overly used gravel street and is the case for Greenfield Road. The City has attempted to mitigate these issues by applying dust control twice a year to suppress dust and stabilize the gravel. Applying dust control creates some of its own issues such as excessive retention of water in the gravel during wetter periods causing the surface to become slippery. Application of dust control also limits the ability to perform grading maintenance as the application is a surface treatment and excessive maintenance will remove and negate the dust controls functionality.

Other deficiencies of Greenfield Road are:

- a) Steep side slopes
- b) Shoulder and ditch erosion along steeper grades
- c) Frost boils due to poor base materials
- d) Poor subbase drainage
- e) Unsafe for pedestrian traffic
- f) Speeds exceeding the posted 45 MPH limit

III. PROPOSED PROJECT

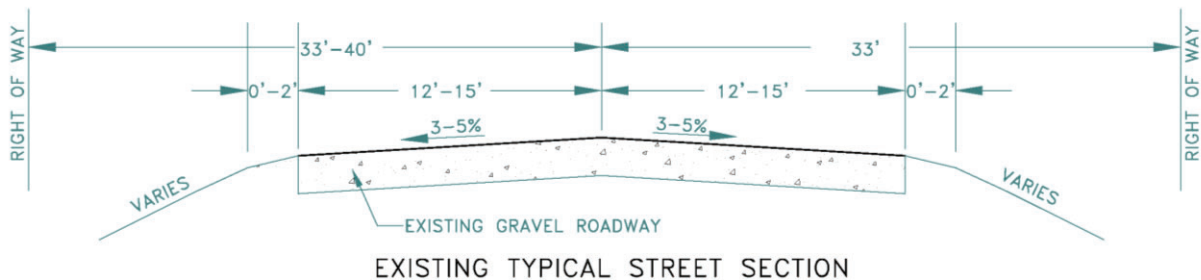
The Greenfield Road Reconstruction Project will require a major rebuilding of the existing gravel road by upgrading the surface to bituminous over a 3.5 mile corridor. In addition to the paving, some sections of the road that have the steepest grades will have curb and gutter installed with storm sewer catch basins. Some sections of ditches adjacent to the curb will be filled in, if possible. Areas with storm sewer will create a need for treatment ponds for the road runoff. The main reason behind adding curbed regions on steep grades is to mitigate erosion along the road edges and in the ditches. Typical section of the road will have 11-foot lanes and 6-foot shoulders with curb where needed.

The north end of Town Hall Drive will be removed and realigned to intersect with Greenfield Road to eliminate the poor sight lines at the existing intersection with County Road 50. This will consist of about 1100 feet of paved rural road over the new portion, then transitioning to gravel where it ties into the existing road heading southeast.

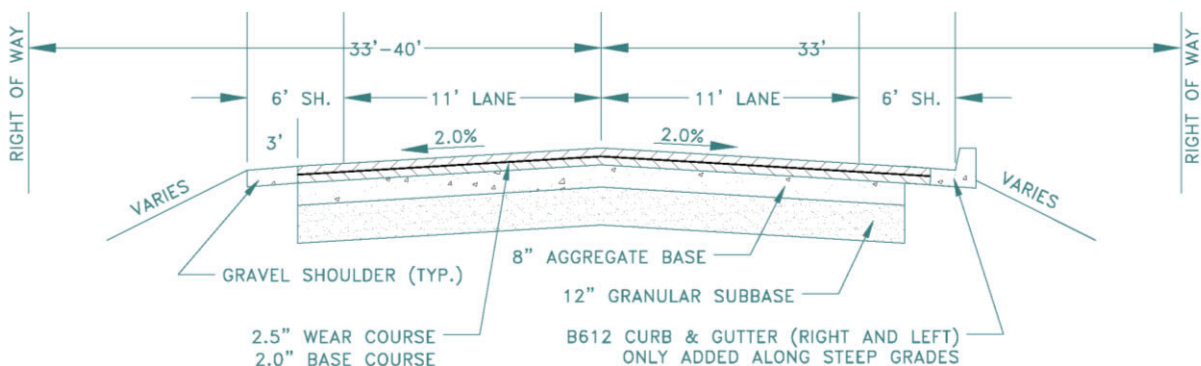
Striping of the lanes to 11 feet will provide direction to both vehicle use and pedestrians. Narrower lanes also have a traffic calming effect to promote the 45 MPH speed limit of this section of road. The shoulder will also provide space for emergency stops and provide more safe access to mailboxes.

EXHIBIT B

TYPICAL STREET SECTIONS



EXISTING TYPICAL STREET SECTION



PROPOSED TYPICAL STREET SECTION

IV. INITIATION

The feasibility report was initiated by the City Council as part of the 429 Special Assessment process, due to:

- a) ongoing concerns from residents regarding the poor condition of the street, especially during thaw events or prolonged wet conditions,
- b) the amount of traffic exceeding what a gravel street can typically handle,
- c) the status of the street as a collection,
- d) and that the City has obtained \$3,000,000 from a State grant to assist in paying for the upgrade.

V. FEASIBILITY

From an engineering standpoint, the project is feasible, and the value of existing housing is positively benefited by accessing a bituminous paved street. It can be accomplished as proposed and need not be constructed in conjunction with any other project. The City and the persons assessed should review the project for benefit to determine the economic feasibility of the proposed improvements.

VI. RIGHT-OF-WAY / EASEMENTS

The existing street and proposed street improvements are located within the existing 66-foot-wide right-of-way except for a short region north of County Road 50 that has a 73-foot right-of-way.

Easements will be a necessary part of the project. Possible locations for stormwater treatment ponds have been determined for drainage easements. Slope grading easements are also needed in locations where the existing steep ditch slopes require additional space to create a 4:1 slope.

VII. PERMITS

The following permits are anticipated to be necessary for the project:

- a) National Pollution Discharge Elimination System (NPDES) Permit
- b) MnDOT Right-of-Way
- c) Hennepin County Right-of-Way
- d) Lake Sarah Pioneer Creek Watershed
- e) Wetland Conservation Act (WCA)

VIII. COMPLETION

This project is proposed to be completed during the 2024 construction season.

IX. PRELIMINARY PROJECT SCHEDULE

February 6	Hold Public Hearing – Present Feasibility Report
February 6 & 20	Accept Feasibility Report, Order Plans and Specs
March/April	Accept Plans and Specs, Order Advertisement of Bids
Early May	Open Bids
Mid May	Award Project
November	Complete Project

X. ESTIMATED PROJECT COST

This report includes an estimate of construction costs (Table 1), and has an estimated total project cost of **\$5,362,359.22**.

With the additional \$3,000,000 of funding, the remaining project cost to be between the City and benefitting property owners will be **\$2,362,359.22**.

The quantities and unit prices herein are estimates only and are not guaranteed. Unit prices were derived from previous similar projects. Contractors will be paid only for work completed.

EXHIBIT C

Engineer's Estimate (Table 1)

Item No.	Description	Unit	Unit Price	TOTAL Estimated Quantity	TOTAL Cost Extension
	General				
1	Mobilization	LS	\$ 98,900.00	1.00	\$ 98,900.00
2	Traffic Control	LS	\$ 20,000.00	1.00	\$ 20,000.00
	Removals/Demolition				
3	Remove Bituminous Pavement (Drives & Street Ends)	SY	\$ 5.00	216	\$ 1,081.50
4	Remove CMP Culverts (15" - 24")	EACH	\$ 22.00	614	\$ 13,508.00
5	Sawing Bit Pavement (Full Depth)	LF	\$ 2.50	389	\$ 971.25
6	Mill Bituminous Surface 1.5" (Drives & Street Ends)	SY	\$ 4.00	6	\$ 22.00
	Salvage				
7	Salvage and Stockpile Aggregate Base (12" Depth)	CY	\$ 5.00	17430	\$ 87,150.00
8	Salvage Topsoil (P) from Inslopes	CY	\$ 5.00	4270	\$ 21,350.00
9	Salvage Signs	EACH	\$ 200.00	32	\$ 6,400.00
10	Salvage Mailboxes	EACH	\$ 250.00	35	\$ 8,750.00
	Earthwork				
11	Common Excavation Roadway (P)	CY	\$ 5.00	20411	\$ 102,054.75
12	Common Excavation Ponds (P)	CY	\$ 6.00	6300	\$ 37,800.00
13	Common Borrow (CV)	CY	\$ 10.00	1050	\$ 10,500.00
14	Common Embankment (CV)	CY	\$ 10.00	20041	\$ 200,413.50
15	Topsoil from Stockpiles	CY	\$ 5.00	4484	\$ 22,417.50
	Structures				
16	Select Granular Subbase	TON	\$ 7.00	41444	\$ 290,105.17
17	Aggregate Base Class 5 from Stockpile (to City or Contractor)	TON	\$ 10.00	33323	\$ 333,229.55
18	Aggregate Base Class 5	TON	\$ 20.00	26731	\$ 534,628.73
19	Aggregate Base Class 5/6 for Shouldering	TON	\$ 60.00	3123	\$ 187,404.03
20	Bituminous Material For Tack Coat	GAL	\$ 4.00	1127	\$ 4,506.26
21	Type SP 9.5 Wearing Course Mixture (2,B)	TON	\$ 85.00	6658	\$ 565,963.68
22	Type SP 12.5 Non Wear Course Mixture (2,B)	TON	\$ 80.00	8555	\$ 684,410.42
23	Curb & Gutter B612	LF	\$ 25.00	7990	\$ 199,748.43
24	Stabilization Grid (Tensar)	SY	\$ 7.00	8983	\$ 62,883.33

Engineer's Estimate (continued)

Item No.	Description	Unit	Unit Price	TOTAL Estimated Quantity	TOTAL Cost Extension
	Utilities				
25	Storm Sewer	LS	\$ 200,000.00	1	\$ 200,000.00
26	15" RC Pipe Apron	EACH	\$ 1,875.00	10	\$ 18,750.00
27	18" RC Pipe Apron	EACH	\$ 2,000.00	6	\$ 12,000.00
28	24" RC Pipe Apron	EACH	\$ 2,300.00	8	\$ 18,400.00
29	15" RC Pipe Culvert	LF	\$ 95.00	296	\$ 28,120.00
30	18" RC Pipe Culvert	LF	\$ 102.00	200	\$ 20,400.00
31	24" RC Pipe Culvert	LF	\$ 150.00	216	\$ 32,400.00
	Erosion Control (temporary & permanent)				
32	Silt Fence Type MS	LF	\$ 2.00	42000	\$ 84,000.00
33	Turf Establishment (Eros. Cont. Blanket & Hydro-Seeding)	ACRE	\$ 2,500.00	11	\$ 27,142.50
34	Riprap Class III	CY	\$ 165.00	88	\$ 14,520.00
35	Geotextile Fabric for Culvert Outlets	SY	\$ 2.00	330	\$ 660.24
	Finish Work				
36	Salvage and Install Salvaged Signs	EACH	\$ 50.00	32	\$ 250.00
37	Salvage and Install Salvaged Mailboxes	EACH	\$ 50.00	35	\$ 2,790.00
38	Sign Panels (new), Type C	EACH	\$ 50.00	5	\$ 200.00
39	4" Double Solid Line Yellow - Paint	LF	\$ 0.15	18600	\$ 2,790.00
40	24" Solid Line White - Paint	LF	\$ 2.00	100	\$ 200.00
41	4" Solid Line White - Paint	LF	\$ 0.15	37200	\$ 5,580.00
	Other				
42	Land for Ponding	LS	\$ 75,000.00	1	\$ 75,000.00
43	Drainage Easement	LS	\$ 10,000.00	1	\$ 10,000.00
44	Slope Easement	LS	\$ 6,313.13	1	\$ 6,313.13
45	Permits	LS	\$ 1,000.00	1	\$ 1,000.00

Total \$ 4,054,713.97

Construction Subtotal \$ 4,054,713.97

15% Contingency \$ 608,207.10

TOTAL CONSTRUCTION COST \$ 4,662,921.06

15% Administration, Legal, & Engineering \$ 699,438.16

TOTAL ESTIMATED COST \$ 5,362,359.22

XI. PROPOSED FUNDING

The funding for this project is expected to be provided by three sources: City of Greenfield estimated at \$1,234,779 (23%), benefiting property owners through assessments estimate at \$1,127,580 (21%), and \$3,000,000 (56%) from the State.

XII. ESTIMATED ASSESSMENTS

The estimated total project cost is **\$5,362,359.22** to complete the Greenfield Road Reconstruction Project. The City obtained a report of benefit to the area in relation to the proposed improvement of Greenfield Road. The report analyzed the market to indicate a benefit range that would be applicable to the improvements proposed. Two methods of evaluation were area wide and individual lot appraisals. 7 lots, each with different components (size, access, and value) were individually appraised to assist in determination of benefit. In each of these individual appraisals, benefit value met the criteria of Statute 429 and the City's Special Assessment Policy, or more clearly stated, the benefit amount determined exceeded the proposed assessment in all 7 cases.

All parcels have been grouped by access to Greenfield Road and size of parcel. Direct access is defined by the parcel or properties driveway entering onto Greenfield Road. Private shared driveways are considered direct access. Indirect access is defined by parcels or properties where the driveway enters onto a City local street and then accesses Greenfield Road, or in the case of the one larger parcel, indirect will be connected in the future upon development.

Parcel sizes were divided into increments of 2.5 acres up to 7.5 acres. Parcels or properties larger than 16 acres were staged in segments of first 10 acres, next 20 acres, and anything over first 30 acres.

Exhibit D

ASSESSMENT GROUPINGS

Direct access benefitting properties are to be assessed at amounts based on the size of the property (see Tables 2 and 3).

Direct Access under 15 Acres (Table 2)		
Property Size (acres)	Proposed Assessment	# of parcels
0 to 2.5	\$ 8,400.00	7
2.51 to 5	\$ 10,500.00	10
5.01 to 7.5	\$ 13,200.00	6
7.51+	\$ 15,000.00	12

Direct Access over 15 Acres (Table 3)			
Property Size (acres)	Proposed Assessment		
16 Parcels ranging	1st 10 acres	Next 20 acres	Greater than 30 acres
16.67 to 102.01	\$1200/acre	\$600/acre	\$270/acre
	160	262.2	238.8
	\$ 192,000.00	\$ 157,320.00	\$ 64,476.00

Indirect access benefitting properties are also assessed at amounts based on the size of the property (see tables 4 and 5)

Indirect Access under 15 Acres (Table 4)		
Property Size (acres)	Proposed Assessment	# of parcels
0 to 2.5	\$ 600.00	6
2.51 to 5	\$ 2,100.00	58
5.01 to 7.5	\$ 3,600.00	18
7.51+	\$ 4,800.00	19

Indirect Access over 15 Acres (Table 5)			
Property Size (acres)	Proposed Assessment		
1 Parcel	1st 10 acres	Next 20 acres	Greater than 30 acres
80.13	\$300/acre	\$150/acre	\$67.50/acre
	10	20	50.13
	\$ 3,000.00	\$ 3,000.00	\$ 3,383.78

Direct access was determined to have a much greater benefit than indirect as the street typically abuts the parcel, will receive dust reduction, and mailbox access safety.

Size of property dictates a couple of components in relation to benefitted value. Very large parcels are able to redevelop into more lots, all of which will benefit from Greenfield Road being paved. Larger lots also typically have more frontage.

XIII. ASSESSMENT CALCULATION

The City of Greenfield provides a method for calculating a maximum assessment using the appraised values. Under the Special Assessment Policy (II.C.5. Street Reconstruction and Rehabilitation), the assessment shall be 90 percent of the lower 1/3 of the appraisal range value of benefit.

For example, with the provided assessment range of \$10,000 - \$15,000, the maximum assessment is \$10,500 and calculated as follows:

$$\text{Example: } ((\$15,000 - \$10,000) \times 1/3 + \$10,000) \times 0.9 = \$10,500$$

All proposed assessments are estimated to be less than the maximum allowable assessment as defined by the Special Assessment Policy.

The method of assessment shall be per unit (parcel) with any remaining costs to be covered by the City.

Assessments can be paid in full or partially prepaid once the assessment roll has been adopted by the City Council after all costs are determined. Any unpaid portion of the assessment will be added to the property tax of each property payable starting in 2024. The length of assessment and the interest rate are determined by the City Council and typically correlates with the City bond length and rate which the City receives.

XIV. CONCLUSION AND RECOMMENDATION

The proposed improvements are necessary, cost effective, and feasible from a technical and engineering standpoint, and also benefit the assessed properties proposed as shown in the tables and maps provided in this report.

**ATTACHMENTS EXCLUDED FOR
THIS VERSION**

**PLEASE SEE THE 2/6/24 COUNCIL PACKET
FOR ASSESSMENT TABLES**



To: Greenfield Planning Commission
From: Brad Scheib, Consulting Planner and Kendra Ellner, Planner
Subject: Draft Ordinance Discussion (Continued): Accessory Dwelling Units– February 13, 2024
Date: 02/07/2024

Introduction

In December 2023, the Planning Commission and Council reviewed the initial draft ordinance for accessory dwelling units (ADUs). The draft ordinance has incorporated the sentiments derived from the community survey responses in September 2023. In addition, staff conducted research to identify example communities that have adopted an ADU ordinance to understand relevant regulations, that could be potentially useful for Greenfield to consider. Ultimately the specific regulations varied; however, a consistent pattern of topics arose providing a framework of the draft ordinance. The topics shaped the discussion of the possible regulations in the context of Greenfield. The Planning Commission provided in depth feedback on each of the topic items proposed and City Council added further commentary. From both meeting conversations, the topics that were highlighted for further revisions included regulating occupancy, use, lot size, parking, ADU size, and the permitting process. Staff were also directed by the Council to contact the Metropolitan Council representative on the implications for density as it relates to the Comprehensive Plan if the ordinance is implemented. Accessory dwelling units can impact land use density thus affecting Greenfield's consistency with the regional land use policy.

From the collective input, an updated draft ordinance has been prepared with a summary of the density considerations. The changes are described in the following sections below. Planning Commission is being requested to review, discuss and provide direction on next steps.

Updates to the Draft ADU Ordinance

At the December 4, 2023 meeting Planning Commission reviewed a table of regulation topics for discussion. City Council members provided feedback on the recommendations made by Planning Commission at their meeting on December 12, 2023. The overall input received was directing staff to ensure a simple ordinance was prepared with focus towards addressing the regulation of occupancy, use, lot size, parking, ADU size and the permitting process. Below is Table 1 with the previously presented regulation topics including all the feedback received and the changes made in the draft ordinance.

Table 1. Draft Ordinance Topic Discussions

Changes			
Topic	Proposed Question	Staff Suggestion	Feedback
Occupancy	Require owner occupancy?	Yes, property owners who construct an ADU should live on the property either	There were concerns on how to ensure the compliance of this regulation because of varying situations. Staff noted that this was a common requirement in many ADU ordinances to ensure that

		in the ADU or primary dwelling.	there was accountability for the ADU activities on the property. Staff also proposed that a recordable document could be established through the permitting process to ensure awareness to a future owner of the ADU and its regulations. In addition, with the City being reactionary to violations, this mechanism could be the necessary documentation if there becomes a code compliance issue. PC and CC agreed an owner occupancy requirement would be an appropriate regulation.
	Allow short-term rentals (STRs) in ADUs?	The city could allow ADUs as STRs if meeting ADU and STR regulations. Including, the property being owner occupied.	A scenario was posed where the main house could potentially be rented (long or short term) vs. the ADU. The determination was that if a property owner is interested in making either dwelling a (short/long-term) rental, they would be required to follow all standards especially if it is a short-term rental including the standards set forth in the ADU ordinance; if the STR is in the ADU. In addition, the permitting process could capture this information to ensure that city staff are able to track if issues arise.
	Selling a property with an ADU?	Essentially once an ADU is constructed on a property, it shall not be split from the principal structure and if the property is sold, the ADU can be utilized by the new property owner. However, the new owner would be required to follow the same rules. Licensing could provide further transparency in the ADU requirements.	The PC agreed that this was an appropriate regulation for the ordinance to provide the protection that the ADU shall be sold with the land at point of sale. Also noting that the subdivision code requires a minimum lot size of 10 acres to split a property, therefore there is a dual layer of complimentary regulation.
Use	Could ADUs be utilized for other uses? (e.g office, man cave, she shed, guest house etc...)	Defining an ADU as an accessory dwelling with a kitchen, bathroom and bedroom should provide enough substance for regulation to ensure people understand its use is mainly for a second living unit or dwelling. If an ADU is also partially utilized as storage or home office its likely not an issue and would still need to comply with the	PC deliberated how to ensure understanding for regulating this topic. The determination was that a home office was a non-contentious issue. While other home occupations such as hair salons, fitness studios, maker spaces etc.... could cause nuisances such as traffic and noise. PC proposed that the home occupation language could be modified to include one home occupation <i>per lot</i> to provide flexibility for those who decide to build an ADU for additional activity such as run a home business.

		city home occupation/home business rules. However, home occupation may be something that the city wants to regulate by either prohibiting them in ADUs or include more standards for specific home occupations if allowing them.	
Lot Size	Should lot size be considered?	This is specific for detached ADU, either no minimum lot size required as long as ADU complies with all zoning standards or specify lot size minimums.	Ultimately, it was determined that the lot dimensional standards should comply with the zoning district its located in. However, this topic brought up other perceptions such as the impacts of density. Council directed staff to discuss the density impacts of ADUs with the Met Council. There was further discussion about the utilization of ADUs as a guest house which could be considered a temporary use as vs. a permanent use for a long-term tenant. The permitting process could explore scenario-based permits such as interim use or permanent use.
Parking	Minimum parking requirements?	Common practice is to require a minimum of one additional stall on an improved surface on the property for an ADU.	PC and CC did not think it was necessary to require additional parking stall as long as it doesn't cause on-street parking problem. As long as one space is dedicated on the property for the ADU, on a weed free or impervious surface. There shall be no parking stall size requirement. The ADU shall not burden the required parking for the principal structure.
ADU Size	ADU size limit?	It is recommended to regulate the size of an ADU since they are intended to be accessory to the principal structure. Providing a limit either based on a standard number, percent of the principal structure or lot size will set expectations.	Staff advised the PC and CC to establish an appropriate size range, as an ADU is intended to be accessory to the principal structure. However, with Greenfield's flexibility with home sizes the ADUs could potentially be just as large as an average house. Nonetheless, PC and CC generally agreed it should be determined to set a size standard. PC propose staff to recommend a minimum and a maximum. CC specified that no minimum was necessary but staff shall propose an appropriate size range. Staff are recommending an ADU could be 30%-50% of the principal building area.
Remained			
Topic	Proposed Question	Suggestion	Feedback
Zoning	What residential zoning district	Consider RR and R-1 zoned properties that have single-	Planning Commission and Council were in favor of permitting ADUs in the RR and R-1 district because

	should be allowed to have ADUs?	family residential properties.	they make up the majority of zoning districts in Greenfield.
Quantity	Should detached ADUs count towards detached accessory structure limit?	A <u>detached ADU</u> is an accessory structure and therefore would fall under the accessory structures and building limits.	PC and CC agreed that detached ADUS would be considered part of the accessory structure quantity limits.
ADU Form	Should regulations restrict ADU forms to only detached or would there be interest in allowing attached and conversions?	Common practice is to allow one ADU per lot. Allowing all three forms will provide the most flexibility and reduce barriers.	PC and CC approved to permit all ADU forms as an appropriate option for including in the regulations.
Septic/Utility	Additional utility requirements?	Standard language that meets the County or State requirements of septic/utility will likely be sufficient.	A Planning Commissioner brought up that this regulation could be a potential limitation to property owners. However, both authorities agreed that it's an appropriate standard to ensuring health, safety and welfare.
Height	Height limitations?	Specific for <u>detached ADUs</u> , it is recommended to regulate the height of the ADU. Should it be different than the underlying zoning district?	PC determined that the appropriate height would meet the requirements of the detached accessory building limit of 35ft.
Setbacks	How does the city want to regulate setbacks?	Consideration of the ADU form should follow the current standards.	It was determined that the setbacks would be considered based on the ADU form and underlying zoning district.

Permitting Process Options

An additional layer to the discussion was introducing the options for the permitting process. This will be the overall implementation effort that will likely need to evolve alongside the ADU ordinance implementation to facilitate the best results for the community. Planning Commission and Council weighed the permitting options and conversed about the level of effort that would be required from staff to manage the process. There were various scenarios proposed throughout the topic exploration discussion which were included in the considerations for permitting. Discussion about a recordable document was suggested to establish the importance of consistency, accountability and transparency to property owners on the presence of an ADU. This could be initiated by coordinating with the county and assessors. However, some commissioners and council members persisted that this additional measure was unnecessary and overburdening to all parties. At the

request of Planning Commission and Council staff was to review the feedback, additional best practices and return with a recommendation. Staff contemplated the level of effort, complexity, and the concerns. Below is an updated permitting policy options (Table 2) that outlines all potential options.

Table 2. Permitting Policy Options Table

Topic	Considerations
Administrative Use Permit	<ul style="list-style-type: none"> • Reduces the barriers for implementing ADUs; less overall effort (due to no meetings) and quicker turnaround process. • Consider an annual renewal process, but may not be necessary. • Less transparency due to no public meeting; however, it could still require owner to notify neighbors or host a meeting. • If there is a high demand to build ADUs it may not be as thorough of a vetting process, and could potentially raise issues of density and inconsistent character of the community.
Conditional Use Permit	<ul style="list-style-type: none"> • Would be a thorough process if there is a high demand to build ADUs. • Would be utilized as a permanent use for long term or short term (guest house or STR) occupancy/tenants. • City can evaluate and establish reasonable conditions based on unique site conditions/context to ensure it meets city interests. • This process increases costs, and is time consuming to process which could deter people from building ADUs and take staff time away from other higher priority tasks. • Requires public notice and public hearing which keeps the community informed and open to participating but incurs more work (and cost) on applicant and staff. • Will see it in Title work as it is recorded on the property. • No need for annual renewal.
Interim Use Permit	<ul style="list-style-type: none"> • An additional option for property owners if it's a temporary use. • Intended for guest house/short term guest use, not income generating (not to be confused with short term rental which is intended to be income generating). • ADU would be an accessory structure with temporary dwelling use. • Process is already established by ordinance. • Typically runs with the owner of the property not the property itself.
STAFF RECOMMENDED – Registration (as a permitted use with standards)	<ul style="list-style-type: none"> • Streamlined process to determine if the ADU meets the code requirements prior to official approval. • Could be evaluated for short- or long-term use. • Provides ease and flexibility for property owners. • Reduces the barriers for implementing ADUs. • Consider an automated process. • Could still consider an annual renewal/registration or inspection program. • Would be kept in a city inventory record. Can be removed or edited and easily evaluated. • Could still feed into a recordable document/title work. • There could be a notification requirement if needed.

Density Implications

Throughout the topic exploration discussion, the land use impacts of accessory dwelling units were at the top of mind. Specifically, when the discussion of regulating lot size requirements was brought up, Greenfield City Council questioned what the Metropolitan Council's perspective may be relative to density if ADUs were to be implemented. Staff were directed to facilitate a conversation with the Metro Council staff to understand how the Metropolitan Council would interpret density relative to ADUs.

Since Greenfield is favored as a community with rural residential character and it has been categorized as diversified rural by the Metropolitan Council through the Comprehensive Planning process; there is a policy set for density related to the future planning for infrastructure. The Met Council's rural residential category determines the allotted (density) units per acre for the city – 4 per 40 acres. Greenfield is currently at 1 per 5 acres, already diverting from the standards (with resolution as approved by the Metropolitan Council) but if Greenfield proceeds to allow accessory dwelling units into the community, it could further inhibit the Comprehensive Planning density guidance. The Metropolitan Council views an ADU as a unit and thus adding ADU's to the Rural Residential Land Use Category would be viewed as doubling the density. Simply allowing ADU's without addressing the density question would require Greenfield to amend the Comprehensive Plan which further diverts from the Met Council's diversified rural residential density policy. To avoid this issue, there will need to be additional effort in the beginning of implementation for an intentional permitting process to ensure a feasible solution. At this stage, if the ordinance was adopted, it's difficult to determine how quickly ADUs will be constructed in Greenfield because of costs, regulations and other potential situations for property owners.

With all of these implications it shall be recognized that this is a complex subject, and at the meeting staff will do their best attempt to illustrate the methodology to evaluate density and why it's the limiting factor. Outlined below is the potential strategy that will be in tangent with the draft ordinance and permitting process to determine density. This will require additional effort initially, to pursue implementation but may be the resolution to meet all requirements and interests of the community.

Potential ADU Implementation Strategy

Allow ADUs through a registration process evaluated on a case-by-case basis using:

1. Density Analysis - Identify existing capacity and calculate a quantity cap either by plat, zoning area or city wide. *(This is the heavy lift portion but once analyzed it can be inputted into a spreadsheet for quick reference for staff.)*
 - Those areas with no capacity could potentially have an internal/conversion ADU but with the Met Council definition for "unit" it would not be allowed to have a separate/external entrance.
 - Areas with capacity, residents can have any ADU form and go through the registration process.
2. Implementation & Registration *(See draft ordinance and Table 2. Permitting policy decision table)*
 - Preliminary review for general requirements (potential for automation)
 - Staff evaluates based on the scenario
 - Existing platted developments – use density analysis
 - New development plats – Calculate net density and set limitations on number of ADUs allowed for area (or towards city total, whichever is determined).
 - Unplatted developments – Proposal for 10 acres+ could have an ADU or recommend to plat for ADU potential.

- Determine if interim use (guest house) or permanent use (long-term residency).
- Verify capacity from density analysis.
- Determine fees.

Next Steps

The updated draft ordinance has been attached and prepared for Planning Commission's review. Discussion of the topics, along with the permitting policy options and density implications shall be accomplished at the meeting. Official procedures will be included in a subsequent version of the draft ordinance following the meeting discussion. Planning Commission shall direct staff on desired next steps which could include further revisions, discussion, or move to the next phase. Eventually, when all items meet consensus from Planning Commission; Council supports the next phase to be community engagement for the draft ordinance.

Attachments

1. Accessory Dwelling Unit Draft Ordinance V2

**CITY OF GREENFIELD
ORDINANCE NO. 23-XX**

**AN ORDINANCE AMENDING SECTIONS 152.006, 152.050, AND 152.071 OF THE ZONING
CODE AND ESTABLISHING A NEW CHAPTER OF THE GREENFIELD CITY CODE
REGULATING ACCESSORY DWELLING UNITS**

WHEREAS, accessory dwelling units has garnered interest and support from the Greenfield community as an approach to additional housing options; and

WHEREAS, community support allows exploration to amend the city ordinance to reasonably regulate accessory dwelling units; and

WHEREAS, the proposed ordinance is beneficial to the public health, safety and general welfare of the community as it establishes performance standards to ensure the compatibility between accessory dwelling units and the residential character of neighborhoods in which they may be located; and

WHEREAS, on [PUBLIC HEARING DATE], 2024, the Planning Commission held a properly noticed public hearing to consider amendments to the zoning code, discussed the matter, and forwarded a recommendation to the City Council.

NOW, THEREFORE, the City Council of Greenfield does ordain as follows:

Section 1. Section 152.006 Definitions of the Zoning Code is hereby amended by adding the following definition:

ACCESSORY DWELLING UNIT (ADU) is a housing unit providing the basic requirements of shelter, heat, cooking and sanitation, subordinate to and located on the same lot as the primary dwelling. It may be constructed to be added to, created within or detached from existing structures, on the lot.

Section 2. Section 152.050 Subpart (C) (3) Accessory Uses Table is hereby amended by inserting in Table 2 Accessory Uses Table under the subheading “Accessory Use Type” the term Accessory Dwelling Unit and identifying them as PS (Permitted with Standards) across the RR and R-1 zoning districts.

Section 3. Section 152.071 Residential Performance Standards is hereby amended by adding subpart **N** as follows:

Organization of N section →

N. Accessory Dwelling Units

- (1) Purpose. The purpose to allow accessory dwelling units is to provide the community an additional housing option. While establishing specific standards that respect the style and scale of the rural residential character of the community.
- (2) General Provisions. The following performance standards shall apply for all accessory dwelling units.
 - a. Applicability.
 - i. Accessory dwelling units are permitted on residential lots within the RR and R-1 Districts.
 - ii. Accessory dwelling units shall be permitted as an interim or permanent accessory use or structure, following the standards below:
 1. Interim use would qualify as a non-income generating dwelling for a guesthouse for short-term occupancy.
 2. Permanent use would qualify as either a short or long-term occupancy. The structure would be intended for income generation, has a separate address, or meter.
 - iii. Detached accessory dwelling units shall count towards lot coverage of accessory buildings.
 - iv. The accessory dwelling unit shall not be sold independently of the principal dwelling and may not be split into a separate tax parcel.
 - v. Registration with the Zoning Administrator is required for all accessory dwelling units.
 - b. Construction. An ADU may be created through one of the following ways:
 - i. Detached from the principal structure, on the lot, if density requirements are met.
 - ii. Conversion of an existing structure or space within a structure on the lot (e.g. garage, attic or basement); or
 - iii. An addition to an existing structure, on the lot.
 - c. The accessory dwelling unit shall meet all applicable setbacks of the underlying zoning district or as established for accessory structures.
 - d. Quantity. Not more than one accessory dwelling unit is permitted per residential lot.
 - e. Occupancy.
 - i. The property owner or a legally authorized representative shall reside on the property where there is an associated accessory dwelling unit on the property. This can be either in the primary dwelling or in the accessory dwelling unit.
 - ii. The property owner may lease the accessory dwelling unit or principal dwelling to a rental tenant intended for long-term (more than 30 days) or short-term occupancy. For short term occupancies in an ADU shall follow all applicable provisions above and all short-term rental regulations in accordance with Section 152.050 (C)(3) and Chapter 103.

- f. Lots served by private septic systems must have their sites reviewed and certified by Hennepin County for all the proposed structures on the site.
- g. Parking. Accompanying the accessory dwelling unit there shall be at least one designated parking space on the property for the ADU, either existing or added. The designated parking stall shall occur within a garage, on an weed free or improved surface on the property.

(3) Design Standards

- a. Size. The maximum size of an accessory dwelling unit shall be limited to [30%-50%] of the principal dwelling floor area.
- b. Height. 35 ft
- c. Setbacks.
 - i. Conversion/Attached: Setbacks of structure in associated zoning district or development.
 - ii. Detached: Accessory structure setbacks of associated zoning district or development.
- d. Building Coverage. As per the underlying zoning district or shoreland overlay district requirements.
- e. Appearance. Detached or attached accessory dwelling units shall match or complement the existing structures on the lot.
- f. Screening and Landscaping. Detached accessory dwelling unit shall meet the standards of Section 152.071 (6).
- g. Maintenance. All accessory dwelling units shall be maintained in good condition. The property owner shall be responsible for the compliance and maintenance of the accessory dwelling unit prescribed in this section.

(4) Violations. An accessory dwelling unit used in a manner not described above shall be notified following the procedures provided for in Chapter 152.020.

(5) Procedures. [Include procedural process in subsequent version]

Section 5. Effective Date

This ordinance shall have full force and effect upon its passage and publication.

Adopted by the City Council this _____ day of _____, 2024.

Mayor Brad Johnson

Attest: Margaret Webb, City Administrator