

Richfield East Central

Vision Plan for Smart Growth & Missing Middle Overlay

City Council 09/23/25

Agenda

1. Project Overview
2. Current Zoning Options (Pros/Cons)
 - a. R-1-10
 - b. R-1-6
 - c. RM-11
 - d. Proposed Zoning/Missing Middle Overlay
3. Summary Thoughts/Questions

Project Overview

SITLA is exploring the future develop of approximately 22 acres of pastureland on the east edge of Richfield City. The goal is to **align future development of the property with the plans, needs, and vision of Richfield City.**



Property Ownership



Context

Understanding Richfield's Needs

- Keeping the **small-town community feel** is a high priority.
- **Housing affordability** is a critical issue.
- Richfield **wants to be proactive** however, the City is **reluctant to introduce new zoning or modify existing zoning**.
- In the past, density-favorable codes have **largely benefited developers** and income-restricted housing has been **used to make a profit**.
- The City wants diverse, affordable options **that actually work for residents** — including **options for different stages of life**.

Project Stages/Timeline

Existing Conditions Analysis & Site Visit (May 2024)

The planning team reviewed Richfield City plans, zoning, land use, infrastructure, and environmental factors, consulted with city staff, and conducted a one-day site visit to assess site characteristics.

Planning Commission Presentation (June 2024)

SITLA and the planning team presented an overview of the project, highlighting "Missing Middle" housing options and affordability. The Planning Commission shared their feedback, raising both ideas and concerns, leading the planning team to refine these concepts further.

Workshop (August 2024)

A leadership workshop examined three distinct concepts, each featuring different densities, housing types, layouts, and amenities. The group stressed the importance of diverse housing options, sufficient parking, and housing for all life stages (young families/seniors). In response to the feedback, the planning team explored the possibility of an overlay ordinance and vision plan.

Vision Plan & Overlay Exploration (December 2024)

The planning team developed a **Vision Plan for the East Central Neighborhood** with a focus on providing diverse and affordable housing, with single-family homes as the base and "Missing Middle" housing types (duplexes, multiplexes, townhomes) allowed through a **Missing Middle Overlay Zone**.

Planning Commission (January 2025)

The Planning Commission provided valuable feedback, expressing interest in **expanding the range of Missing Middle Housing types**—including duplexes, triplexes, and fourplexes/mansion homes—and **incorporating scalability** options to ensure a mix of housing types

Planning Commission (February 2025)

Questions were raised about strategies for owner-occupancy enforcement, funding common area maintenance, and managing parks and trails.

Joint Planning Commission/City Council (March 2025)

The goal for this meeting was to build consensus around where the Vision Plan & Missing Middle Ordinance were heading. Leadership also asked for more details regarding pricing structures and other economic considerations.

Planning Commission (June 2025)

The meeting focused on proposed changes to the overlay code, including owner-occupancy enforcement, economic pricing/considerations, funding for common area maintenance, and management of parks and trails. The Planning Commission recommended holding a public hearing and potentially forwarding the Vision Plan and Missing Middle Overlay Zoning Ordinance to the City Council for approval.

City Council (June 2025)

The project was informally discussed as part of the General Plan update. The decision was made to move towards adoption of the General Plan and not to move forward with the Vision Plan/Missing Middle Overlay Zone.

Planning Commission Public Hearing (July 2025)

Postponed

CONCEPT A: BASE ZONING

SITLA PASTURES PROJECT



CONCEPT A OVERVIEW

- **Zoning:** R1-10
- **Zoning Intent:** The Single-Family Residential Districts (R1-25, R1-10, R1-8, R1-6) are provided to allow medium density residential areas with a quality of openness. These districts are intended to promote, preserve, and protect single-family residential development. The principal land uses allowed are single-family dwellings and associated incidental accessory uses.
- **Potential Units:** 74

R1-10 ZONE DEVELOPMENT STANDARDS	
Minimum Lot Size	10,000 square feet (23 acre)
Minimum Distance Between Property Boundaries	N/A
Maximum Lot Width	70 feet
Front	20 feet from the nearest point of the structure to the property line, with the garage to be no closer than 25 feet to the property line, and an unenclosed projection of a porch to be no less than 15 feet to property line
Side	8 feet
Minimum Street Side Yard for Corner Lots	If no driveway is proposed in the corner side yard, 15 feet from the right-of-way line of an existing or proposed public street or 56 feet from the centerline of any existing or proposed street, whichever is greater.
Rear	25 feet
Open Space	N/A
Minimum Building Height	No primary building shall be erected to a height less than one story entirely above grade
Maximum Building Height	35 feet
Distance Between Multiple Dwelling Structures	N/A
Maximum Coverage Of All Structures	35%

PROS

*Needn't
Room for toys
classic.*

CONS

*\$\$\$
lacks amenities*

Workshop Recap

Concept A: R1-10 Zoning Scenario

- Traditional pattern, people are comfortable with this density
- Room for toys (trucks, boats, four-wheelers, etc.)
- Expensive and lacks neighborhood-scale amenities

CONCEPT B: R1-6 ZONING

SITLA PASTURES PROJECT



CONCEPT B OVERVIEW

- **Zoning:** R1-6
- **Zoning Intent:** The Single-Family Residential Districts (R1-25, R1-10, R1-8, R1-6) are provided to allow medium density residential areas with a quality of openness. These districts are intended to promote, preserve, and protect single-family residential development. The principal land uses allowed are single-family dwellings and associated incidental accessory uses.

Potential Units: 120

R1-6 ZONE DEVELOPMENT STANDARDS	
Minimum Lot Size	6,000 square feet (14 acres)
Minimum Distance Between Property Boundaries	N/A
Minimum Lot Width	60 feet
Front	20 feet from the nearest point of the structure to the property line, with the garage to be no closer than 25 feet to the property line, and an unenclosed projection of a porch to be no less than 35 feet to property line.
Side	8 feet
Minimum Street Side Yard for Corner Lots	If no driveway is proposed in the corner side yard, 15 feet from the right-of-way line of an existing or proposed public street or 30 feet from the centerline of any existing or proposed street, whichever is greater.
Minimum Street Side Yard for Corner Lots	If a driveway is proposed in the corner side yard, 25 feet from the right-of-way line of an existing or proposed public street or 40 feet from the centerline of any existing or proposed street, whichever is greater.
Rear	15 feet Single Family; 20 feet for all other uses
Open Space	N/A
Minimum Building Height	No primary building shall be erected to a height less than one story entirely above grade.
Maximum Building Height	35 feet
Distance Between Multiple Dwelling Structures	N/A
Maximum Coverage Of All Structures	35%

PROS

thru roads

CONS

need for cul-de-sac
corner lots - 20% larger
too dense
more lot responders
demographics
size doesn't fit all

Concept B: R1-6 Zoning Scenario

- Greater density should increase affordability
- This scenario feels uncomfortable/too dense
- Increased need for emergency responders
- Would need cul-de-sacs or thru roads to work

CONCEPT C: MISSING MIDDLE

SITLA PASTURES PROJECT



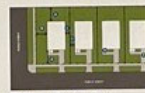
CONCEPT C OVERVIEW

- **Zoning:** Small Area Master Plan Approach
- **Zoning Intent:** to provide a range of lower-scale residential, neighborhood services and park, recreation and trail amenities as part of a fully-integrated open-space community.
- **Potential Units:** 120 (100 Residential, 20 commercial/services/mixed-use)

A B TOWNHOMES



C SMALL LOT RESIDENTIAL



D COTTAGE COURT



E MIXED-USE CENTER



PROS

*Options!
Diversity of lots.*

CONS

*Need of zoning change
Already empty retail space*

Concept C: "Missing Middle" Scenario

Missing Middle Housing: House-scale buildings with multiple units (like duplexes, triplexes and small townhome developments) blended in with other housing types.




- Offers a mix of housing options and neighborhood-scale amenities (trails, parks, mixed-use center)

- Unsure of the need for commercial spaces (empty retail spaces already exist)
- Does not align with current zoning

TOOLBOX

AFFORDABLE HOUSING PLANNING STRATEGIES*



TOP RECOMMENDATIONS

1. Allow for smaller homes on smaller lots
2. Allow multiple homes per lot or building
3. Create mixed-use centers
4. Make it easier to build more housing

LOCAL STRATEGIES

POLICY + LAND DEVELOPMENT

- Update Zoning Code is the most common way to promote affordable housing, with upzoning (reducing lot sizes/allowing higher densities/etc.) being a common strategy to lower land costs.
 - Inclusionary Zoning** requires developers to build a certain percentage of affordable housing units in their market rate projects.
 - Performance Zoning** is an alternative to traditional land use zoning that specifies the intensity of land use that is acceptable.
 - Form-Based Code** differs from traditional zoning in that it focuses on the form of development over the use of the land.
- Accessory Dwelling Units (ADUs)** give single-family home owners the right to build another small dwelling on their land. Units tend to be located in basements, small back houses, or in apartments over a garage.
- Planned Unit Development (PUD)** is a flexible zoning technique that allows for the review and approval of large development projects. PUDs are small communities that can include a mix of housing, office buildings, shopping, and recreational activities. Local zoning regulations and land use codes typically govern the development of PUDs.
- Master Development Agreement (MDA)** is a legal contract between a developer and a city council that covers all aspects of a multi-phase development, including planning, construction, and long-term management.
- Small Area Plan** is a document that provides guidance for the future development of a specific area within a city or district. Also known as community or neighborhood plans, these documents can help guide decisions about zoning, land use, and infrastructure improvements.
- Conservation Subdivisions** sometimes called cluster developments, maintain a significant portion of a development site in common open space by minimizing individual lot sizes, while maintaining the overall density of development specified by a local master plan or zoning ordinance.
- Transfer of Development Rights (TOD)** redirects growth from a location desired to be preserved (known as "sending areas") to a location desired to be developed with higher density ("receiving areas").
- Reducing Parking Requirements** for developments that include affordable housing, localities can decrease production costs (permitting, construction, etc.), allowing the developments to provide more affordable housing.
- Density Bonuses** are incentives for developers to increase the maximum development area or the number of units allowed on a property in exchange for the provision of affordable housing.
- Preserve Existing Deed-Restricted Affordable Housing** refers to deeds that can only be transferred to individuals earning certain percentages of area median income.
- Expedited Permitting** a program that accelerates, simplifies, or automates the plan review and permit process.

FINANCIAL TOOLS

- Waiving/Reducing Impact Fees** a one-time developer fee that municipalities can apply to help fund the cost of public goods and services.
- Tax Abatements** reduce or entirely eliminate property taxes to developers who incorporate affordable housing within their projects.
- Tax Increment Financing Reimbursements** is a tool where bonds can be issued to fund the redevelopment of a designated TIF district, usually a low-income and high poverty area.
- Local Rent Supplement/Assistance Program** provide monthly rental subsidies to extremely low-income individuals and families.
- Home Purchase Assistance Program** provides down-payment assistance to moderate or low-income first-time home buyers, although some programs aid repeat buyers.
- Housing Trust Funds** are established by state or local jurisdictions and can be used for various housing programs. Each jurisdiction determines funding methods, such as dedicating a portion of taxes or real estate fees.
- Community Land Trust (CLT)** separate land ownership from the housing structure, making homes more affordable. The land is typically owned by a non-profit corporation or the city, with a covenant ensuring that the home remains affordable when resold, thereby maintaining affordability for future homeowners.
- Preservation of Long-Term Affordable Housing/Housing Rehabilitation Programs** provide loans and grants to rehabilitate and repair the existing affordable housing stock.

FEDERAL PROGRAMS

- Federal Housing Tax Credits (CDBC)** are tax credit programs to incentivize the construction and rehabilitation of low-income housing.
- Housing Choice Voucher Program (Section 8)** is a rental assistance program for increasing affordable housing.
- Community Development Block Grants (CDBG) Program** provides grants to cities of fewer than 50,000 people and counties of fewer than 200,000 to assist in developing viable communities.
- USDA Housing Assistance** provides housing support in rural areas in the form of funding and technical assistance.
- Public Housing** is subsidized assistance for eligible households at rents below the market rate.

OTHER TOOLS

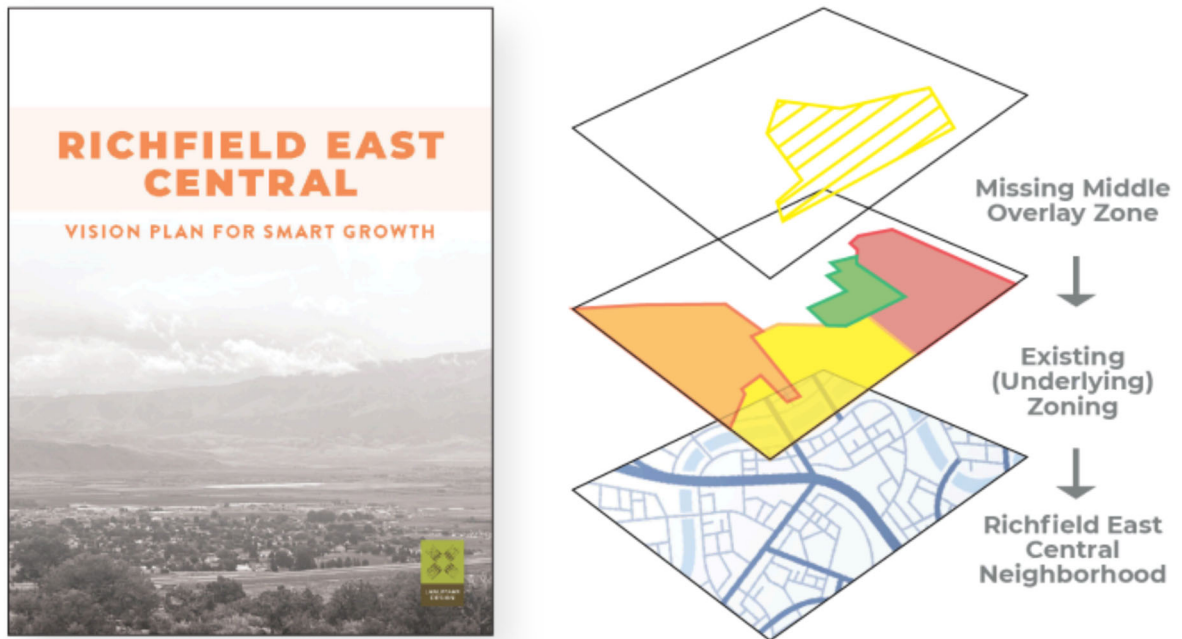
- Employer-Assisted Housing** is an employer provided benefit with the intention of assisting employees become homeowners.
- Public-Private Partnerships** are partnerships between cities and developers can stimulate targeted development to address the inadequate supply of affordable workforce housing.
- Educate Residents on Housing Affordability Issues** neighborhood opposition is one of the critical impediments to affordable housing projects, and the opposition can be managed through planning. A widely applicable strategy is educating residents on housing affordability issues and providing information on social value of affordable housing.
- Housing Plus Transportation (H+T)** is the thesis that homebuyers could afford a bigger mortgage if they chose a neighborhood near public transit where they could realize significant savings on transportation.

*Strategies and recommendations based on Kilian, F. A., Dillon, C., Kim, D., J. Kim and F. Sodik. 2020. Affordable Housing Strategies: State of the Practice in Ten Utah Cities" edited by W. Evans and J. Garcia. Salt Lake City, UT: Metropolitan Research Center at the University of Utah.

Affordable Housing Planning Strategies

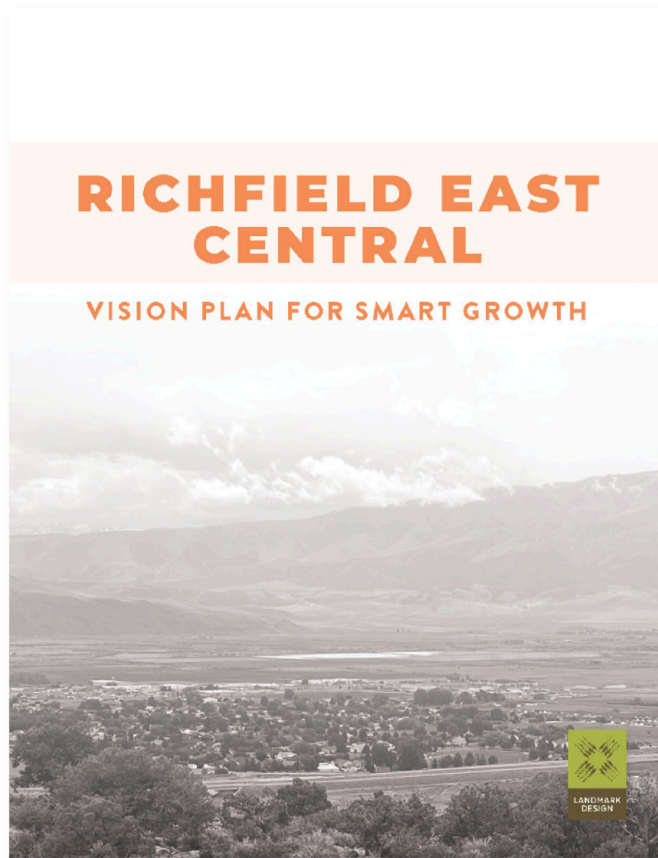
- The group was interested in what a small area plan and/or overlay zone would look like.
 - A **Small Area Plan** is a document that provide guidance for the future development of a specific area withing a city or district. These documents can help guide decisions about zoning, land use, and infrastructure improvements.
 - An **Overlay Zone** is a regulatory tool that creates a special zoning district, place over an existing base zone, which identifies special provisions in addition to those in the underlying base zone.

2 TOOLS



Two Project Components

The Vision Plan paints the vision for the East Central neighborhood while the overlay ordinance provides the regulatory mechanism to achieve that vision.



1: The "Vision" Plan

The Vision Plan paints the long term vision for the East Central neighborhood.

The focus of the *Richfield East Central Vision Plan for Smart Growth* is to provide diverse and affordable housing options, with single-family homes as the “base” housing type, and “missing middle” housing types such as duplex, multiplex, small homes, townhomes and similar models permitted as part of an overlay zoning process.

3 Vision Plan Components

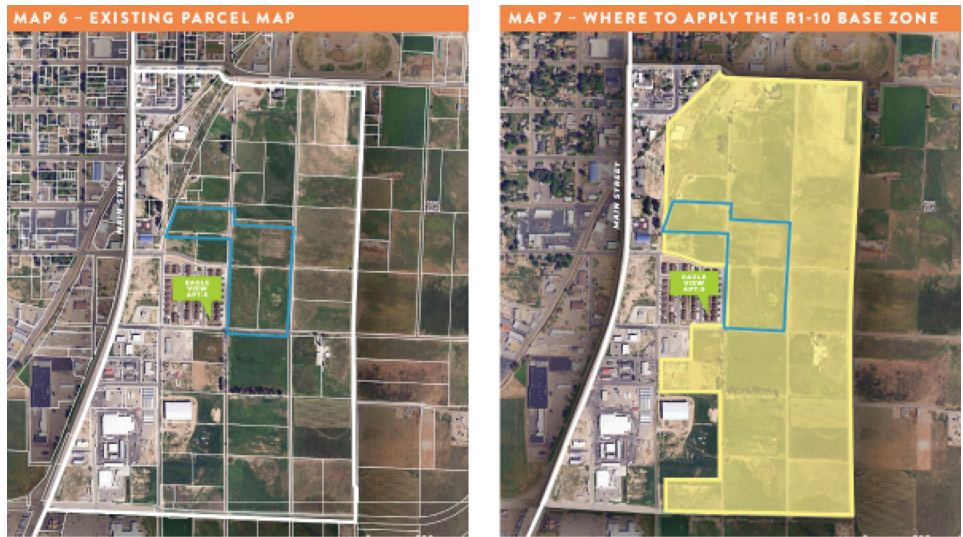
1. Plan Context & Purpose

2. Vision Plan Objectives

- a. Align with Richfield’s Future Vision

- b. Introduce Appropriate Zoning Solutions & Development Strategies
- c. Encourage Affordability & Diverse Housing Options
- d. Preserve Community Character & Incorporate Amenities
- e. Acknowledge Infrastructure & Environmental Challenges

3. How to apply the vision



STEP 1: APPLY R1-10 AS BASE ZONE

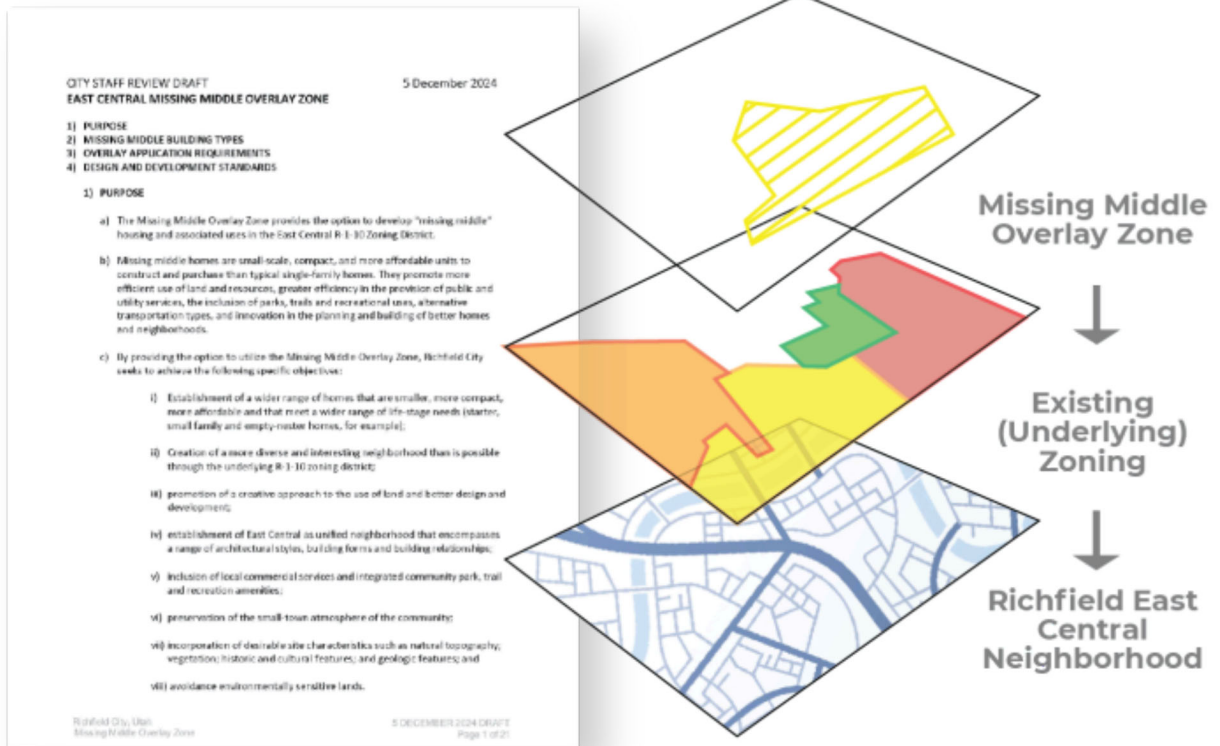
STEP 2: APPLY MISSING MIDDLE OVERLAY

In order to encourage a wider range of affordable housing options that fit with the low-density, single family tenor of the neighborhood, an overlay zone should be applied to the same area as the R1-10 Base Zone. Overlay zone standards promote "missing middle" homes that are compatible in mass and scale with base zone residences and other existing structures in the city. They also reinforce the walkable nature of the neighborhoods by permitting a limited amount of neighborhood-scale commercial uses along key roadways, and through inclusion of local parks, integrated trails, and support for alternative transportation modes.

FIGURE 3 - MISSING MIDDLE HOUSING ILLUSTRATION (GRAPHIC BY OPTICOS)



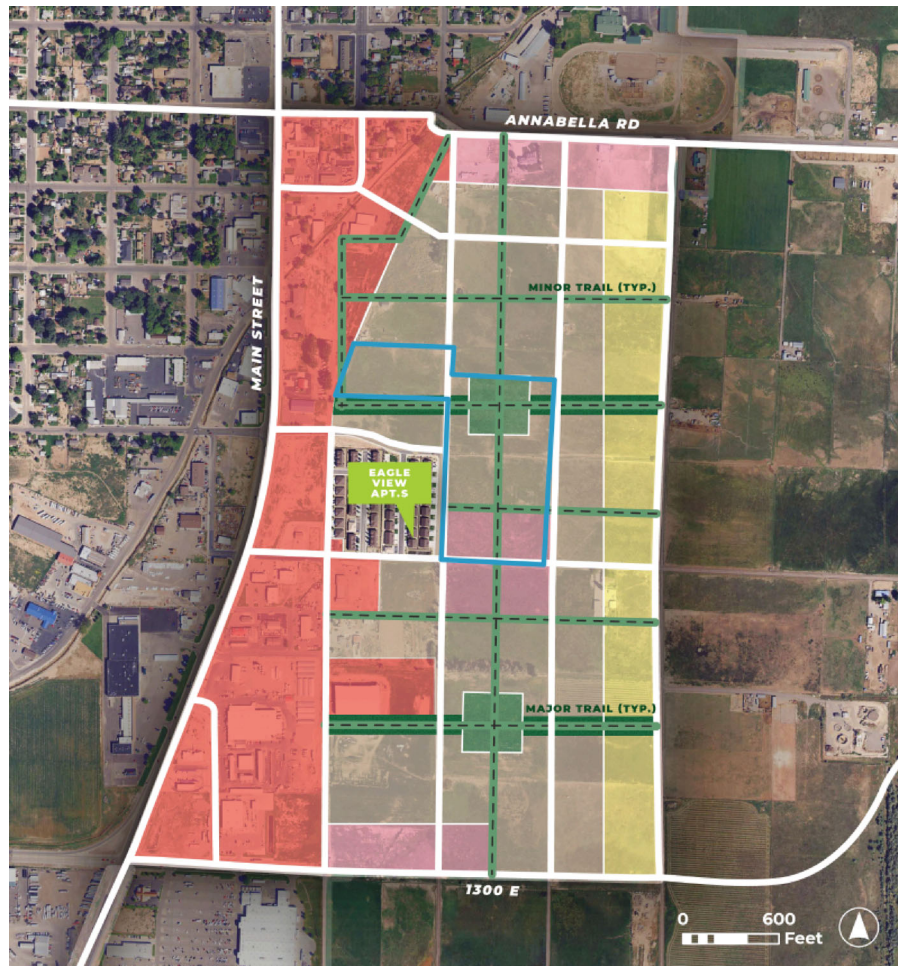
Missing Middle Housing: House-scale buildings with multiple units (like duplexes, triplexes and small townhome developments) blended in with other housing types.



2: Missing Middle Overlay

The overlay ordinance provides the regulatory mechanism to achieve the vision.

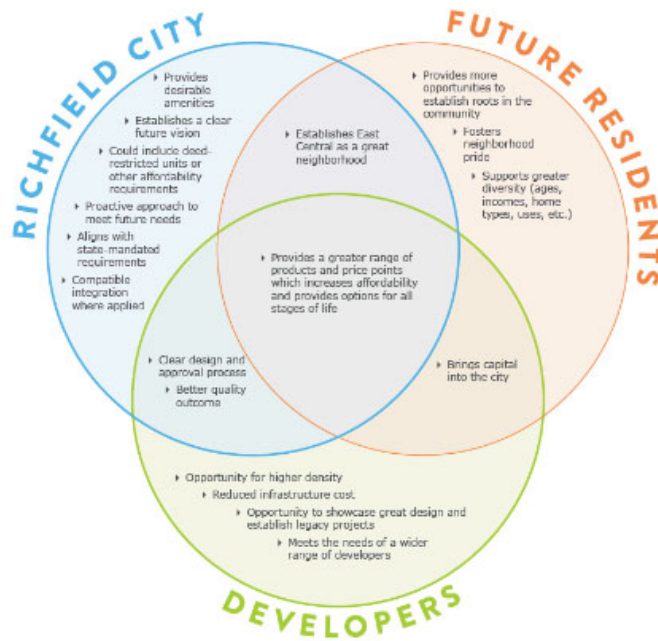
- Provides the option to develop “missing middle” housing and associated uses in the East Central R-1-10 Zoning District.
- The overlay zone is optional. If not used, R-1-10 Zone requirements apply.



What the Overlay Zone Accomplishes

- Preserves the community's low-scale, small-town atmosphere
- Provides a broader mix of smaller, more affordable homes for all life stages
- Creates diverse neighborhoods with varied architecture and site design
- Promotes efficient land use, quality design, and targeted local services
- Integrates parks, trails, and recreation amenities
- Protects environmentally sensitive lands

BENEFITS SUMMARY DIAGRAM



MAP 11 - SITLA PROPERTY WITH MISSING MIDDLE DEVELOPMENT APPROACH APPLIED



MISSING MIDDLE

- ② **Zoning:** R-1-10 base zoning with Missing Middle Overlay applied
- ② **Zoning Intent:** to provide a range of lower-scale residential, neighborhood services and park, recreation and trail amenities as part of a fully-integrated open-space community.
- ② **Potential Units:** 120 (100 Residential, 20 commercial/services/mixed-use)

Permitted "Missing Middle" Uses

Small-lot residences/patio homes

A small-lot residence or patio home is a detached, single-family unit situated on a small individual lot that orients outdoor activity within front, side and rear yard areas of the lots.



Townhomes

A townhome is a multi-story unit that shares common walls with neighboring units, with no shared walls above or below, and its main entrance faces the public street.



Cottage court/green court homes

Each home is similar in size to patio homes, arranged around a central park or "green court." Resident parking is attached to the homes or in detached garages, with access provided by an internal driveway system.



Duplex Homes

A duplex is a residential structure with two units, each having a front or rear entrance. The facade must face the street with a visible entry. Parking is required in rear garages via a side driveway or alley, not in front yards. Each unit must meet lot size and dimension requirements.



Triplex Homes

A triplex has three units, with a front-facing facade and at least one street-facing entrance. Rear units are accessed from the backyard. Parking is in rear garages via a side driveway or alley.



Fourplex Homes

A fourplex has four units with a front facade aligned with the street and at least two entrances. Rear units are accessed from the backyard. Parking is in rear garages via a side driveway or alley, not front yards. Front-facing garages must be proportional to the home's design.



Fourplex Mansion Homes

A fourplex is a 2-3 story building with four units, each having private entrances and amenities. The front facade must align with the street, and parking is in rear or attached garages. Front-facing garages should be proportional to the design.

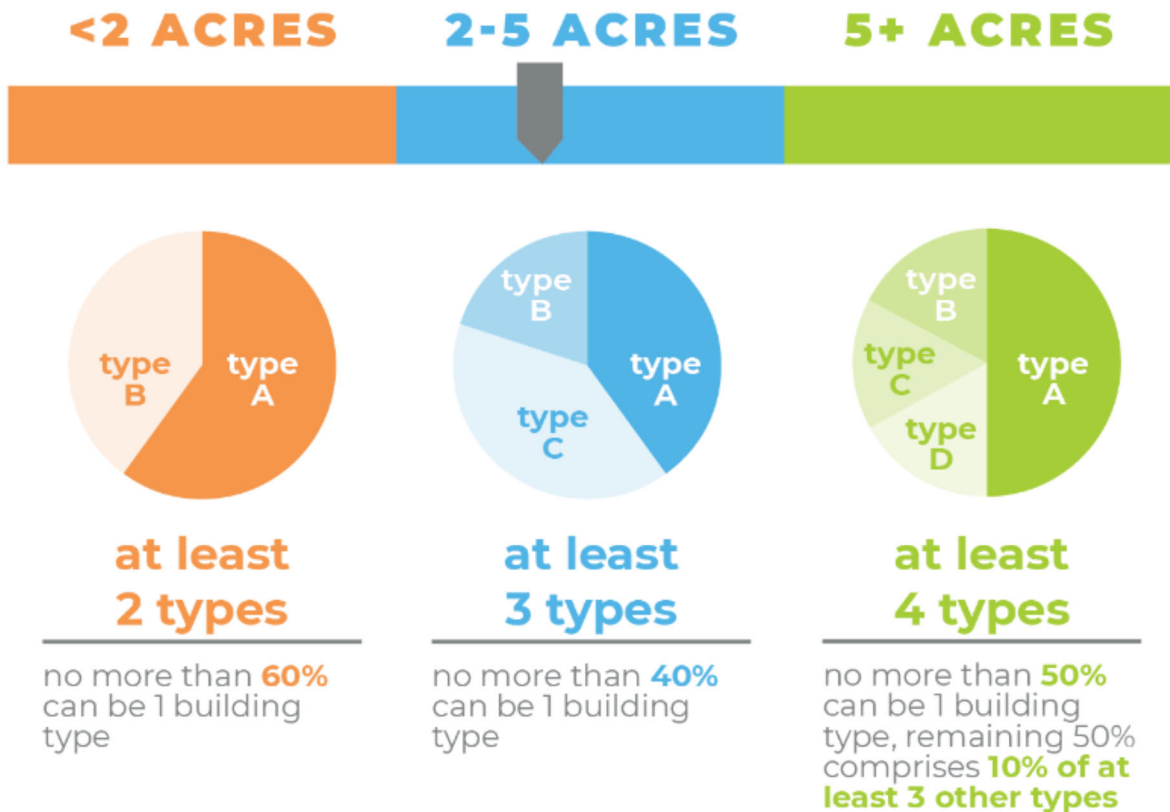


Small-scale commercial/residential mixed-use centers

Mixed-use centers provide integrated residential, commercial, cultural and recreational uses under a single roof.

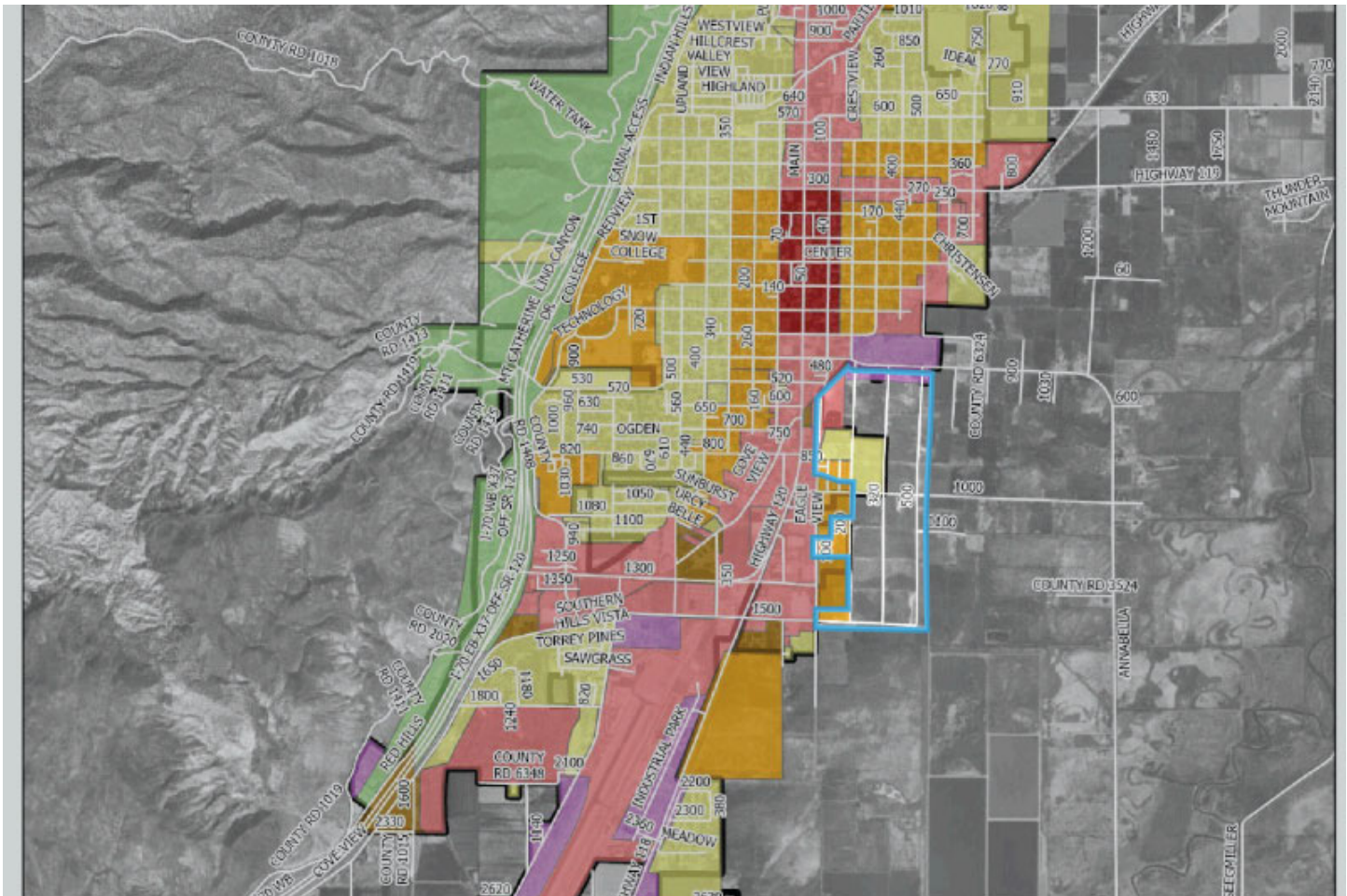


SLIDING SCALE



Other Overlay Zone Details

- Requires a mix of Missing Middle building types (2+ for projects under 2 acres, 3+ for 2–5 acres, 4+ for 5+ acres)
- Limits overall residential density to 9 units/acre
- Requires a City-approved Development Master Plan for all overlay projects
- Establishes a development agreement with the City following plan approval



Alignment with General Plan Update (2025)

Section	Alignment
7.08 Housing Opportunities	This might include overlay zones in priority areas, incentives for lot consolidation, and design standards that ensure compatibility with surrounding properties.
Goal 7-3, Action 7-3.B	Review and update zoning code for housing variety and rezone areas as needed for moderate-income housing [as per UCA 10-9a-403(2)(b)(iii)(A)].
Goal 7-3, Action 7-3.G	Create a comprehensive housing development incentive program including density

Section	Alignment
	<p>increases, height flexibility, partnerships, and land contributions.</p>
<p>2.16.5 Medium Density Residential District</p>	<p>"The Medium Density Residential District provides for a mix of housing types... with opportunities for duplexes and townhomes in appropriate locations. The district supports established neighborhood patterns while allowing compatible infill development..."</p>
<p>2.16.5 Medium Density Residential District</p> <p>Potential Impact on Local Housing Supply</p>	<p>Provides "missing middle" housing options through varied lot sizes.</p> <p>Supports both entry-level and move-up</p>

Section	Alignment
	<p>housing needs.</p> <p>Appropriate for both owner-occupied and rental housing types.</p>
<p>2.16.5 Medium Density Residential District</p> <p>Strategic Priorities for this District</p>	<p>Encourage housing designs that complement existing neighborhood character.</p> <p>Support strategic locations for slightly higher intensity housing options.</p> <p>Implement connected street networks that promote walkability.</p> <p>Create appropriate transitions between different housing intensities.</p>

Current Zoning Options

R-1-10

- Four units per acre
- Established to support development of quarter-acre single-family homes on 10,000 SF lots, with a quality of openness. Intended to promote, preserve, and protect single-family residential look and feel of the city

Pros

- Easy to develop
- Known product
- Desired product
- Good fit with other residential neighborhoods

Cons

- Unaffordable/out of reach for many would-be buyers
- Expensive infrastructure costs per unit
- Market is declining due to high costs
- Does not meet needs of young and old homeowners in particular



R-1-10- Examples

R-1-6

- Up to seven units per acre
- Established to support development of smaller single-family homes on 6,000 SF lots while still maintaining a quality of openness. Intended to promote, preserve, and protect single-family residential look and feel of the city

Pros

- Easy to develop
- Known product
- Desired product for entry-level and later-in-life homeowners
- Can be a good fit with other residential neighborhoods

Cons

- Remains out of reach for many would-be buyers
- Infrastructure costs higher than options with higher density limits
- Market is declining due to costs
- May not meet needs of young and old homeowners in particular



R-1-6 Examples

RM-11

- Up to eleven units per acre
- Established to allow high-density multiple-family residential areas and uses Townhouses, apartments and other higher-density residential dwellings

Pros

- More affordable option
- Easy to develop
- Higher density increases affordability
- Meets market demand – more affordable than single-family options
- Could be a good fit with other residential neighborhoods, depending on mix and design

Cons

- Ordinance lacks design control
- Does not fit in well with established neighborhoods as currently permitted
- Often results in "cookie-cutter" projects which lack diverse housing types



RM-11 Examples

Proposed Zoning Approach - Missing Middle Overlay

- Up to nine units per acre
- Encourages the development of a mix of small-scale, compact, and more affordable housing than typical single-family homes Promotes more efficient use of land, better relationships between buildings, the provision of public parks and open space amenities, and more affordable use of public utilities and infrastructure.

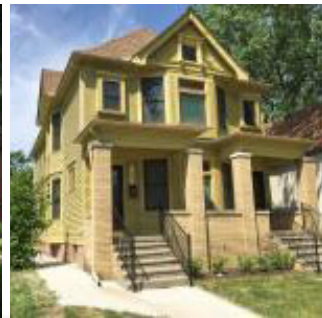
Pros

- Requires preparation of a project master plan and development agreement as part of project approval
- Additional review by city improves the likelihood the final result meets local needs and demands

- Requires each project to include a mix of housing types to meet a wider range of life-stage needs and preferences
- Specifically permits small-lot residences, duplexes, triplexes, mansion homes, patio homes, townhomes, cottage court/green court homes and small-scale commercial/residential mixed-use projects
- Encourages a mix of architectural styles, building forms and building relationships to help create diverse and interesting neighborhoods
- Requires better planning and design to help ensure the results are aligned with city-wide needs and goals
- Local commercial services and community park, trail and recreation amenities are encouraged through master planning
- Helps preserve the small-town atmosphere of the community
- Takes into account existing site conditions and avoids environmentally sensitive lands.
- Permits land owner/developer to build according to lower-density base zone if preferred
- Can provide a better fit with established uses and future visions for the city

Cons

- New and untested in Richfield
- A learning curve is required for all participants (city staff/CC/PC/developers/etc.)



Missing Middle Examples

Summary Thoughts/Questions

1. This effort began to address RM-11 zoning (large monotonous projects, strain on services, unattractive developments, etc.)
2. SITLA's land is currently designated as RR-1—what is the best zoning approach for providing affordable housing in Richfield?
3. Other thoughts or questions?