
ZONING CODE TEXT AMENDMENT

<i>Initiator:</i>	Council Members Gordon, Schroeder, and Ellison
<i>Introduction Date:</i>	December 7, 2018
<i>Prepared By:</i>	<u>Madel Dueñas</u> , Senior City Planner, (612) 673-2098
<i>Specific Site:</i>	Not applicable
<i>Ward:</i>	All
<i>Neighborhood:</i>	All
<i>Intent:</i>	The intent of this amendment is to revise regulations related to intentional communities and cluster developments.

APPLICABLE SECTIONS OF THE ZONING CODE

The following chapters were introduced for the amendment to allow intentional community cluster developments:

- Chapter 520: Introductory Provisions
- Chapter 536: Specific Development Standards

The following chapters were also introduced for the amendment; however, staff is not recommending changes to these chapters as part of this amendment and is therefore recommending returning them to the author.

- Chapter 530: Site Plan Review
- Chapter 535: Regulations of General Applicability
- Chapter 537: Accessory Uses and Structures
- Chapter 541: Off-Street Parking and Loading
- Chapter 546: Residence Districts
- Chapter 547: Office Residence Districts
- Chapter 548: Commercial Districts
- Chapter 549: Downtown Districts
- Chapter 551: Overlay Districts

BACKGROUND

An ordinance was introduced to the City Council on December 7, 2018, to amend regulations related to intentional community cluster developments. The amendment will allow a configuration of small dwelling units or rooming units and a common house on a lot. The intent of this amendment is to provide an affordable housing option for residents who are either housing stable or unstable.

The updated comprehensive plan, *Minneapolis 2040*, has a policy and specific action step supporting the implementation of intentional community cluster developments. *Minneapolis 2040* is expected to go into effect on January 1, 2019. The planned effective date of this amendment would be prior to the proposed effective date of the comprehensive plan but there are also policies in the current comprehensive plan, *Minneapolis Plan for Sustainable Growth*, that support this amendment.

CPED staff has studied the current zoning code to understand what regulations prohibit intentional community cluster developments from being built and have consulted other city departments to identify obstacles outside of the zoning code. Staff has also worked with a local organization, Envision Community, to understand the physical characteristics of the first intentional community cluster development they plan to build in Minneapolis and how it may fit in the city's neighborhoods. This, in addition to studying other models of intentional community cluster developments across the country, has helped inform the proposed amendment.

The proposed amendment includes the following:

OPERATOR

- Intentional community cluster developments should be operated by nonprofit organizations, government agencies, or healthcare agencies.

SITE

- **Lot size**

Intentional community cluster developments would have a minimum lot area requirement of 10,000 square feet in any district where they are allowed.

- **Districts**

Intentional community cluster developments would be allowed as a conditional use in any zoning district where both cluster developments and intentional communities are allowed. Under the current zoning code, this means that intentional community cluster developments could be built in any district except the industrial districts. Intentional communities are a permitted use in every district except industrial and cluster developments are a conditional use in every district except industrial. With the *Minneapolis 2040* plan's districts and the characteristics of tiny home villages, intentional community cluster developments would likely not be allowed above Corridor 6 since developments are required to have a minimum of 4 stories. They would likely comply with future zoning regulations intended to implement the guidance in Interior 1, 2, and 3, and Corridor 3, and 4.

- **Density**

Intentional community cluster developments may have units that are either dwelling units, rooming units, or a combination of both types. Dwelling units include a sleeping area, kitchen and bathroom; rooming units include a sleeping area and do not have to include a kitchen or bathroom but, as proposed, must have a common building on the same property that includes shared facilities. The *Proposed Zoning Code Text Amendments: Regulations Related to Allow Up to Three-unit Buildings and Limiting Lot Combinations in Lower Intensity Districts* that was brought to the October 7, 2019, City Planning Commission requires a minimum of 2 housing units per cluster development and allows three housing units on any residential lot. The units in an intentional community cluster development are

intended to be much smaller than traditional Minneapolis housing units and are meant to house fewer people than the average 2.29 people per Minneapolis household. (U.S. Census Bureau.) Since the minimum lot size for intentional community cluster developments is 10,000 square feet, this would allow 6 units or 13 people. In order to match the density prescribed in *Minneapolis 2040* and *The Proposed Zoning Code Text Amendments: Regulations Related to Allow Up to Three-unit Buildings and Limiting Lot Combinations in Lower Intensity Districts* and to keep in character with the proposed density for different neighborhoods, staff has determined that the minimum number of housing units per intentional community cluster development should be 2, and that the minimum square footage per bed should be as follows:

- A minimum lot area of 650 square feet per bed should be provided in the R1, R1A, R2, and R2B Districts. With a 10,000 square foot lot, this would equal 15 beds.
- A minimum lot area of 325 square feet per bed should be provided in all other districts where intentional community cluster developments are allowed. With a 10,000 square foot lot, this would equal 31 beds.

- **Setbacks, Lot widths, Floor Area Ratios, Impervious surface, Lot coverage, Heights,**

Intentional community cluster developments would be subject to the same setbacks, lot widths, floor area ratios, impervious surface, lot coverage, and heights requirements currently allowed in the applicable zoning districts.

- **Parking**

Intentional community cluster developments would not be required to provide off-street parking for automobiles.

- **Bicycle Parking**

Intentional community cluster developments would be required to provide one bicycle parking stall per four beds. As required by other residential uses, 90% of the bicycle parking should meet the long-term bicycle parking standards. Long-term bicycle parking spaces should be within enclosed or secured areas and they should be separate and distinct from the dwelling or rooming units.

- **Storage**

In order to avoid outdoor storage of personal belongings, there should be there should be sufficient storage provided for each resident. Storage would be required to be separate and distinct from dwelling or rooming units and should provide sufficient storage for site maintenance equipment.

- **Safety**

There should be safe passage from each dwelling or rooming unit to the common building and throughout the site. Consistent with the site plan review requirements, the walkways would be a minimum of 4 feet wide, well-lit and would connect building entrances to the adjacent public sidewalk and to any parking facilities located on the site. Designers may also want to consider incorporating fencing or screening to provide a secure space for the residents.

- **Common space**

Consistent with other types of cluster developments, 40% of the land in an intentional community cluster development would be for common space. This would not include the common house. It would include landscaped yards, recreation areas, wetlands, and waterbodies, and common parking facilities.

- **Distance between buildings**

Buildings should be no less than 10 feet apart to provide adequate space for passage through the buildings.

- **Site Plan Review**

All units in an intentional community cluster development would be subject to site plan review standards for multifamily structures with 4 or more units.

COMMON BUILDING

- **Windows**

The common house would be subject to the current window requirements for residential structures.

- **Size**

The common building should be at least 500 square feet and should have a minimum width of 18 feet. It should include shared kitchen, toilets, showers, and gathering space for residents. Designers should adhere to regulations in the Housing Maintenance Code and building code.

- **Placement**

The common building should be the nearest building to the front lot line of the property and should be no more than 200 feet from the doors of every unit within the development. The intent of this is to provide more eyes on the street as well as a gateway onto the site. Designers may apply for alternative compliance if there is an impractical difficulty with placing the common building at the front of the site.

DWELLINGS/ROOMING UNITS

- **Windows**

The dwellings and rooming units would be subject to the current window requirements for residential structures. If there are difficulties meeting the requirements, designers may apply for alternative compliance.

- **Rooming units**

Rooming units would only be allowed as part of an intentional community cluster development. Minneapolis once allowed rooming units under the single room occupancy (SRO) definition, but SROs were eliminated in the Congregate Living Ordinance from 1999. This ordinance only allowed these types of units to be built as part of supportive housing.

- **Minimum size of dwellings or rooming units**

The minimum gross floor area and widths of dwellings and rooming units in intentional community cluster developments could be smaller than currently allowed if approved by the conditional use permit

authorizing the use. Designers must adhere to regulations for habitable rooms in the housing maintenance code and the building code.

- **Prefabricated and manufactured homes**

Prefabricated and manufactured structures would be allowed in intentional community cluster developments as approved or permitted by the building code.

ALTERNATIVES

Except for minimum lot area, the City Planning Commission would be able approve alternatives to requirements for intentional community cluster developments where strict adherence is impractical because of site location or conditions and the proposed alternative meets the intent of the requirements.

The concept and draft amendment for intentional community cluster development was previously reviewed by the City Planning Commission at the August 22, 2019, and September 26, 2019, Committee of the Whole meetings. Since the last meeting, the following changes have been incorporated into the proposed code amendment:

- 625 square feet should be the minimum lot area per bed for the R1, R1A, R2, and R2B districts. Originally this was proposed for Districts R1 through R3.
- The operator should submit a management plan for the facility and a floor plan and site plan showing crime prevention through environment design components.
- The amount of required bicycle parking was reduced.

ANALYSIS

What is the reason for the amendment and what public purpose will be served?

The purpose of the amendment is to allow innovative housing types and housing programs that address Minneapolis' need for affordable housing. Intentional community cluster developments will allow nonprofit organizations, government agencies, or healthcare agencies to develop tiny home villages for residents who are either housing stable or unstable. The amendment includes development standards to ensure that the communities will be safe environments for their residents and that they will fit in with the character of their neighborhoods to the extent practical.

How is the amendment consistent with the purpose of the zoning district(s) or ordinance chapter(s) being amended?

Intentional community cluster developments would be allowed as a conditional use in any zoning district where both cluster developments and intentional communities are allowed. Under the current zoning code, this means that intentional community cluster developments could be built in any district except the industrial districts. The density proposed for intentional community cluster developments closely aligns with the desired densities of different districts. The number of residents who would be allowed in intentional community cluster developments would equal the same number of residents who would be expected to be housed within the same amount of land area in traditional development patterns in low-density districts as well as the high-density districts. Though housing units in these developments could differ greatly in size and scale from traditional Minneapolis homes, the density would be reached by the number of residents allowed in each development rather than the mass of the structures. These structures could be smaller than what is currently allowed in each district, but not larger. New development standards were also made with the intention of relaxing certain regulations to help designers create affordable developments while not disrupting the character of the city's neighborhoods.

Are there consequences in denying this amendment?

If the amendment is not adopted, the zoning code will not comply with the applicable policies of *Minneapolis 2040*. State law requires cities to update their official controls to align with their comprehensive plan and allowing intentional community cluster developments is a specific action step in “Policy 35 Innovative Housing Types.” Allowing these developments would provide an affordable housing type, would provide more housing choices throughout the city and may be an incremental step towards allowing SROs in the city, which is also supported by the current comprehensive plan, as well as *Minneapolis 2040*.

What adverse effects may result with the adoption of this amendment?

There are possible adverse health and safety effects that may result with the implementation of these developments. Regulations are in place in other parts of the City’s code of ordinances to address possible negative effects. Those proposing to construct these facilities may request the ability to incorporate composting toilets, depending on the approval of the building official. The intent of these developments is to be a low barrier housing option for people experiencing homelessness, many of which are more susceptible to illnesses. Providing composting toilets without plumbing and running water is a health concern of the residents as well as the operators of the developments. Case studies that CPED staff conducted showed that the programming and operator of these developments are critical to the success of the facilities that provide shelter for persons that are housing unstable. Some cities required a code of conduct to be signed by residents and also a management and security plan from the operator.

How does the amendment relate to other City ordinances?

For this amendment to be effective, the Housing Maintenance Code will have to be updated as well. The Housing Maintenance Code allows only one dwelling unit under a property owner to be occupied by an intentional community. This does not take into consideration intentional community cluster developments where multiple dwelling units or rooming units could belong to a property owner. The code also requires communal kitchens, lavatory and bath facilities to be accessed by occupants without going outside of the room house or lodging establishment. If the intentional community cluster development has rooming units, residents will have to go outside of their unit to access shared facilities. CPED staff also recommends that the Housing Maintenance Code require the operators to submit a management and security plan as well as a code of conduct for residents to sign.

The Minnesota Building Code and the Minnesota Plumbing Code will also have impacts on intentional community cluster developments and could possibly create obstacles in providing affordable homes. The building code does not approve of diamond piers as a foundation system for habitable structures. A frost footing or anchor system that meets mobile home codes is recommended for the foundation of small units. Providing plumbing to each rooming unit is also costly and could be an obstacle to providing affordable homes. Though this would help save costs, the previous Minneapolis Environmental Health Director, Dan Huff, was concerned that not providing plumbing to restrooms in rooming units could be a major health concern to residents living in intentional community cluster developments.

What factors are influencing the timing of the proposed amendment? Why?

The current housing situation for lower-income individuals is contributing to a sense of urgency to consider alternative housing arrangements, including some housing models that have not been previously developed in Minneapolis. Allowing intentional community cluster development will provide another affordable housing option for low-income and housing unstable residents. Another factor to consider is the implementation of the *Minneapolis 2040* comprehensive plan which is suspected to go into effect on January 1, 2019. This amendment is scheduled to be adopted and go into effect before *Minneapolis 2040* but it is still supportable by the current comprehensive plan, *Minneapolis Plan for Sustainable Growth*.

How does the amendment compare to practices in other cities?

There are multiple cities across the country such as, Olympia, WA, Portland, OR, Austin, TX, Dallas, TX, Madison WI, Seattle, WA, Los Angeles, CA, Syracuse, NY, and many more that allow intentional community cluster developments. Research did not find that other cities refer to these developments as intentional community cluster developments. They are referred to in various terms, such as “County Homeless Encampments,” “Transitional Encampments,” or “Residential Cooperative Villages.” The developments vary in their level of permanency. Some are meant to be temporary developments, but others have permanent dwelling units or permanent rooming units with a common house.

Key takeaways from CPED’s review of these case studies include:

Quixote Village, Olympia, WA

- It is helpful to have residents sign a code of conduct.
- Houses should be oriented towards common spaces to help foster community interaction.

Second Wind Cottages, Newfield, NY

- Proximity to amenities and access to transit is important.

OM Village, Olympia, WA

- Interaction between the residents and neighborhood can help the development gain acceptance. The creation of art on site and the organizations openness to accepting visitors has helped this program succeed.

Licton Springs, Olympia, WA

- Staffing and programming is extremely important to the success of Intentional Community Cluster Developments.
- These types of shelters should not be in close proximity to areas that are already problematic for drug use.
- Front facing entrances and architectural elements are important to activate the public realm. Common houses should be facing the front street.
- Green space makes the villages more welcoming and a nicer place to be in.
- Residents need ample space for storage.

The Cottages at Hickory Crossing, Dallas, TX

- Providing shared bicycles can help provide residents an inexpensive transportation option.

Saint Paul PED staff has also done research on allowing these types of developments in Saint Paul. They received a planning grant from the Met Council to study how the City of Saint Paul could adapt their zoning code to allow micro home developments, similar to intentional community cluster developments. They also received a pre-development grant from the Met Council to build a micro home development on the corner of Payne and Maryland but this project has not proceeded. The Saint Paul Mayor’s Office is exploring other approaches to pilot micro home developments.

How will this amendment implement the comprehensive plan?

The amendment will implement the following applicable policies of *Minneapolis Plan for Sustainable Growth*:

Land Use Policy 1.8: Preserve the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses.

1.8.1 Promote a range of housing types and residential densities, with highest density development concentrated in and along appropriate land use features.

Housing Policy 3.3: Increase housing that is affordable to low and moderate income households.

3.3.3 Work to provide affordable housing for both rental and ownership markets at a broad range of income levels.

3.3.5 Support the development of housing with supportive services that help households gain stability in areas such as employment, housing retention, parenting, and substance abuse challenges

3.3.8 Foster partnerships with housing developers, financial institutions, faith communities and others to extend the city's capacity to create affordable housing.

Housing Policy 3.4: Preserve and increase the supply of safe, stable, and affordable supportive housing opportunities for homeless youth, singles and families.

3.4.4 Evaluate City policies and regulations related to the creation of supportive housing and smaller housing units, including Single Room Occupancy (SRO) housing.

Policy 3.6: Foster complete communities by preserving and increasing high quality housing opportunities suitable for all ages and household types.

3.6.2 Promote housing development in all communities that meets the needs of households of different sizes and income levels.

3.6.3 Maintain a healthy supply of multifamily ownership and rental housing, and promote the development of alternative forms of homeownership such as cooperative housing and cohousing.

The amendment will implement the following applicable policies of *Minneapolis 2040*:

Policy 35: Innovative Housing Types: Pursue innovative housing types and creative housing programs to help meet existing and future housing needs.

Applicable action steps

- e. Allow new forms of intentional community cluster housing to house people transitioning out of homelessness, especially forms of housing that are supported by funding from the healthcare system.

This amendment allows for more housing options and includes development standards that apply to all applicable districts of the city to ensure quality development, as consistent with the above policies of the comprehensive plan.

RECOMMENDATIONS

The Department of Community Planning and Economic Development recommends that the City Planning Commission and City Council adopt staff findings to amend Title 20 of the Minneapolis Code of Ordinances, as follows, and further recommends that Chapters 530, 535, 537, 541, 546, 547, 548, 549, and 551 be returned to the author:

A. Text amendment allow intentional community cluster developments.

Recommended motion: **Approve** the text amendment to allow intentional community cluster developments.

Chapter 520 related to the Zoning Code: *Introductory Provisions*

Chapter 536 related to the Zoning Code: *Specific Development Standards*

ATTACHMENTS

1. Ordinance amending Chapter 520 related to the Zoning Code: Introductory Provisions
2. Ordinance amending Chapter 536 related to the Zoning Code: Specific Development Standards
3. Case Studies & Analysis

ORDINANCE

By Gordon, Ellison, and Schroeder

Amending Title 20 of the Minneapolis Code of Ordinances relating to Zoning Code.

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the definitions for "Cluster development" and "Intentional community" contained in Section 520.160 of Chapter 520, Introductory Provisions, be amended to read as follows:

520.160. - Definitions. Unless otherwise expressly stated, or unless the context clearly indicates a different meaning, the words and phrases in the following list of definitions shall, for the purposes of this zoning ordinance, have the meanings indicated. Additional definitions may be found within specific chapters of this zoning ordinance. All words and phrases not defined shall have their common meaning.

Cluster development. A unified development of not less than three (3) dwelling units or rooming units, either attached or detached, in which one (1) or more principal buildings are grouped together in order to preserve common space for the benefit of the residents of the development. Cluster development allows flexibility in the location of residential structures and the size of individual lots in order to encourage a variety of housing types and the efficient use of land. Rooming units shall only be allowed as part of intentional community cluster developments.

Intentional community. A group of two (2) or more persons living together as a single household, sharing in the management of resources and household expenses, that meets the requirements of Chapter 244, Housing Maintenance Code. An intentional community shall share an entire dwelling unit and may not function as a rooming house unless it is part of an intentional community cluster development.

Section 2. That Section 520.160 contained in Chapter 520, Introductory Provisions, be amended by adding thereto a new definition for "Intentional community cluster development" in alphabetical sequence to read as follows:

Intentional community cluster development. An establishment operated by a non-profit organization, government agency, or healthcare agency, which includes dwelling units or rooming units and a common building with shared facilities.

Section 3. That the development standard for "Cluster development" contained in Section 536.20 of Chapter 536, Specific Development Standards, be amended to read as follows:

536.20. - Specific development standards. The uses listed below are subject to the following specific development standards, in addition to all other applicable regulations:

Cluster development.

(1) Any application for cluster development approval shall include a development plan which shall consist of a statement of the proposed use of all portions of the land to be included in the cluster development and a site plan showing all existing and proposed development, including but not limited to the location of structures, parking areas, vehicular and pedestrian access, open space, drainage, sewerage, fire protection, building elevations, landscaping, screening and bufferyards, and similar matters, as well as the location of existing public facilities and services.

(2) All land proposed for cluster development shall be platted or replatted into one or more lots suitable for cluster development, and as such shall comply with all of the applicable requirements contained in Chapter 598, Land Subdivision Regulations.

(3) The cluster development shall meet the minimum lot area and lot width requirements of the zoning district. There shall be no minimum lot area or lot width requirements for individual lots within the cluster development.

(4) Yards of at least such minimum width as required by the zoning district shall be maintained along the periphery of the cluster development. Yards for individual lots within the cluster development shall not be required. The distance between principal buildings within the cluster development shall be not less than ten (10) feet.

(5) Not less than forty (40) percent of the land in a cluster development shall be designated as common space for the benefit of all of the residents of the development. Such common space shall be a contiguous area under common ownership or control and shall be located so that it is directly accessible to the largest practical number of dwellings within the development. Safe and convenient pedestrian access shall be provided to such common space for dwellings not adjoining such space. Common space shall include but is not limited to landscaped yards, recreation areas, wetlands, waterbodies and common parking facilities. However, not more than one-half (1/2) of required common space shall consist of such parking facilities, driveways and private roadways. The city planning commission may approve alternatives to this requirement where strict adherence is impractical because of site location or conditions and the proposed alternative meets the intent of this section.

(6) To the extent practical, all new construction or additions to existing buildings shall be compatible with the scale and character of the surroundings, and exterior building materials shall be harmonious with other buildings in the neighborhood. Not less than eighty (80) percent of the habitable floor area of single or two-family dwellings and multiple-family dwellings of three (3) and four (4) units shall have a minimum width of twenty-two (22) feet. Cluster developments not otherwise governed by Chapter 530, Site Plan Review, shall comply with the principal entrance and windows requirements of Chapter 535, Regulations of General Applicability. The city planning commission may approve alternatives to this requirement where strict adherence is impractical because of site location or conditions and the proposed alternative meets the intent of this section.

(7) An appropriate transition area between the use and adjacent property shall be provided by landscaping, screening and other site improvements consistent with the character of the neighborhood.

(8) Any cluster development which includes a manufactured home park shall be first allowed in the R2 District.

(9) Notwithstanding any provision to the contrary, intentional community cluster developments shall be subject to the following additional development standards. Where these standards conflict with the standards above, the more specific standards below shall apply to intentional community cluster developments.

a. Intentional community cluster developments shall be allowed as a conditional use in any zoning district where both cluster developments and intentional communities are allowed. In any zoning district where one of the uses is not allowed, intentional community cluster developments shall not be allowed.

- b. All units in an intentional community cluster development shall be subject to site plan review standards for any building or use containing four (4) or more new additional dwelling units or rooming units.
- c. An intentional community cluster development that includes rooming units without kitchens or restrooms shall provide a common building on the same zoning lot that provides a shared kitchen, toilets, showers, and gathering space. The common building shall be the nearest structure to the front lot line and shall not count toward the common space requirement for cluster developments. Safe and convenient pedestrian access shall be provided to the common building for dwellings and rooming units not adjoining such space. Such access shall not exceed two hundred (200) feet as measured from the door of each unit within the development.
- d. Where required, the common building shall have a minimum gross floor area of five hundred (500) square feet and a minimum width of eighteen (18) feet.
- e. The minimum gross floor area and minimum width of an individual dwelling unit or rooming unit in an intentional community cluster development shall be as approved by the conditional use permit authorizing the use, subject to requirements in the building code.
- f. A minimum lot area of six hundred and fifty (650) square feet per bed shall be provided in the R1, R1A, R2, and R2B Districts and a minimum lot area of three hundred and twenty-five (325) square feet per bed shall be provided in all other districts where intentional community cluster developments are allowed, provided that in no instance shall the minimum lot area be less than ten thousand (10,000) square feet.
- g. The operator shall submit a management plan for the facility and a floor plan and site plan showing sleeping areas, emergency exits, bathing and restrooms, storage, security, and crime prevention through environmental design.
- h. Intentional community cluster developments shall not be required to provide off-street vehicle parking or loading. One (1) bicycle parking space per four (4) beds shall be provided. Not less than ninety (90) percent of the required bicycle parking shall meet the standards for long term bicycle parking.
- i. Sufficient storage shall be provided for each dwelling unit or rooming unit. Such storage shall be separate and distinct from the habitable area of the units to prevent outdoor storage of personal belongings.
- j. Intentional community cluster developments may include manufactured or prefabricated structures as approved or permitted by the building code.
- k. Except for minimum lot area, the City Planning Commission may approve alternatives to requirements for intentional community cluster developments where strict adherence is impractical because of site location or conditions and the proposed alternative meets the intent of the requirements.



CPED STAFF REPORT

Prepared for the City Planning Commission

CPC Agenda Item #15

October 21, 2019

Proposed Zoning Code Text Amendment:

INTENTIONAL COMMUNITY CLUSTER DEVELOPMENTS

INTENT

The intent of this amendment is to revise regulations related to intentional communities and cluster developments.

Initiator: Council Members Gordon, Schroeder, and Ellison

Introduction Date: December 7, 2018

Prepared By: Madel Dueñas, Senior City Planner, (612) 673-2098

Specific Site: Not applicable

Ward: All

Neighborhood: All

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APPLICABLE SECTIONS OF THE ZONING CODE

The draft amendment would impact the following chapters of the zoning code:

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- » Chapter 536: Specific Development Standards

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- » Chapter 541: Off-Street Parking
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An ordinance was introduced to the City Council on December 7, 2018, to amend regulations related to intentional community cluster developments. The amendment will allow a configuration of small dwelling units or rooming units and a common house on a lot. The intent of this amendment is to provide an affordable housing option for residents who are either housing stable or unstable.

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CPED staff has studied the current zoning code to understand what regulations prohibit intentional community cluster developments from being built and have consulted other city departments to identify obstacles outside of the zoning code. Staff has also worked with a local organization, Envision Community, to understand the physical characteristics of the first intentional community cluster development they plan to build in Minneapolis and how it may fit in the city's neighborhoods. This, in addition to studying other models of intentional community cluster developments across the country, has helped inform the proposed amendment.

The proposed amendment includes the following:

OPERATOR

Intentional community cluster developments should be operated by

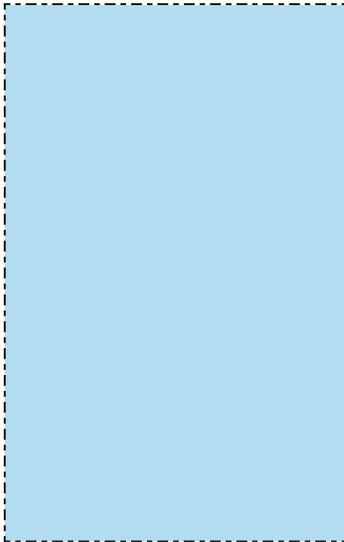
- » nonprofit organizations,
- » government agencies, or
- » healthcare agencies.

SITE



LOT SIZE

Intentional community cluster developments would have a minimum lot area requirement of 10,000 square feet in any district where they are allowed.



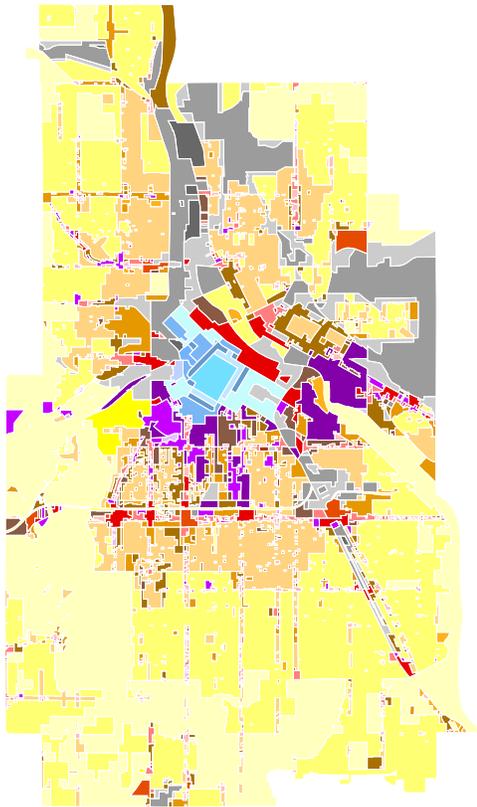
10,000 SF minimum

DISTRICTS

Intentional community cluster developments would be allowed as a conditional use in any zoning district where both cluster developments and intentional communities are allowed. Under the current zoning code, this means that intentional community cluster developments could be built in any district except the industrial districts. Intentional communities are a permitted use in every district except industrial and cluster developments are a conditional use in every district except industrial.

With the *Minneapolis 2040* plan's districts and the characteristics of tiny home villages, intentional community cluster developments would likely not be allowed above Corridor 6 since developments are required to have a minimum of 4 stories. They would likely be allowed in Interior 1, 2, and 3, and Corridor 3, and 4.

Current Zoning Districts



INTENTIONAL COMMUNITIES: PERMITTED USE
CLUSTER DEVELOPMENT: CONDITION USE

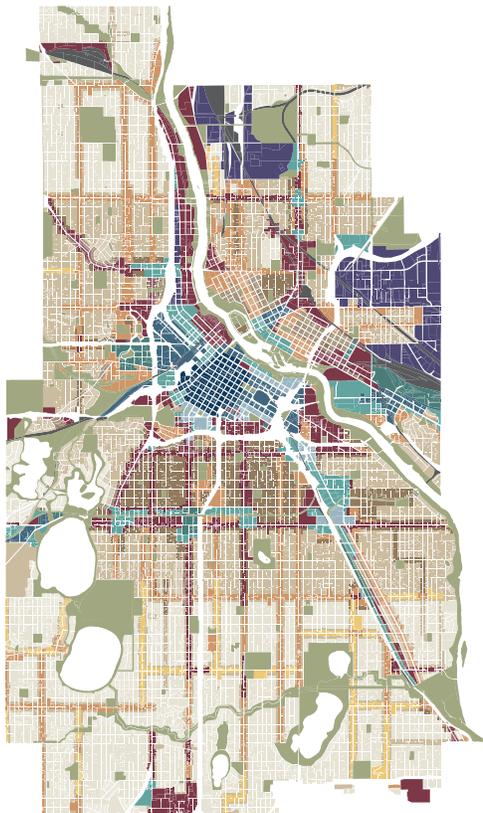
Residential	Office Residential	Commercial	Downtown
R1	OR1	R1	B4N
R1A	OR2	R1A	B4-1
R2	OR3	R2	B4-2
R2B		R2B	B4C-1
R3		R3	B4C-2
R4			B4S-1
R5			B4S-2
R5			

INTENTIONAL COMMUNITIES: NOT PERMITTED
CLUSTER DEVELOPMENT: NOT PERMITTED

Industrial

I1
I2
I3

Minneapolis 2040 Built Form Map



LOCATIONS INTENTIONAL COMMUNITY CLUSTER DEVELOPMENTS ARE MORE APPROPRIATE:

Interior 1
Interior 2
Interior 3
Corridor 3
Corridor 4

LOCATIONS INTENTIONAL COMMUNITY CLUSTER DEVELOPMENTS ARE LESS APPROPRIATE OR NOT ALLOWED:

Corridor 6
Transit 10
Transit 15
Transit 20
Transit 30
Core 50
Production
Parks
Transportation

SITE

DENSITY

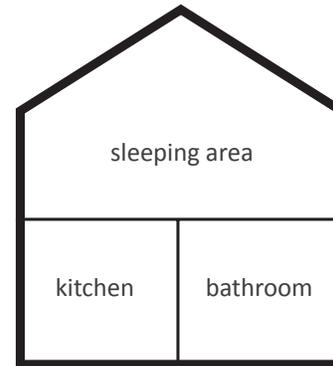
Intentional community cluster developments may have units that are either dwelling units, rooming units, or a combination of both types. Dwelling units include a sleeping area, kitchen and bathroom; rooming units include a sleeping area and do not have to include a kitchen or bathroom but, as proposed, must have a common building on the same property that includes shared facilities. *The Proposed Zoning Code Text Amendments: Regulations Related to Allow Up to Three-unit Buildings and Limiting Lot Combinations in Lower Intensity Districts* that was brought to the October 7, 2019, City Planning Commission requires a minimum of 2 housing units per cluster development and allows three housing units on any residential lot. The units in an intentional community cluster development are intended to be much smaller than traditional Minneapolis housing units and are meant to house fewer people than the average 2.29 people per Minneapolis household. (U.S. Census Bureau.) Since the minimum lot size for intentional community cluster developments is 10,000 square feet, this would allow 6 units or 13.74 people. In order to match the density prescribed in Minneapolis 2040 and *The Proposed Zoning Code Text Amendments: Regulations Related to Allow Up to Three-unit Buildings and Limiting Lot Combinations in Lower Intensity Districts* and to keep in character with the proposed density for different neighborhoods, staff has determined that the minimum number of housing units per intentional community cluster development should be 2, and that the minimum square footage per bed should be as follows:

- » A minimum lot area of 650 square feet per bed should be provided in the R1, R1A, R2, and R2B Districts. With a 10,000 square foot lot, this would equal 15 beds.
- » A minimum lot area of 325 square feet per bed should be provided in all other districts where intentional community cluster developments are allowed. With a 10,000 square foot lot, this would equal 31 beds.

Minimum number of units



2



Dwelling Unit

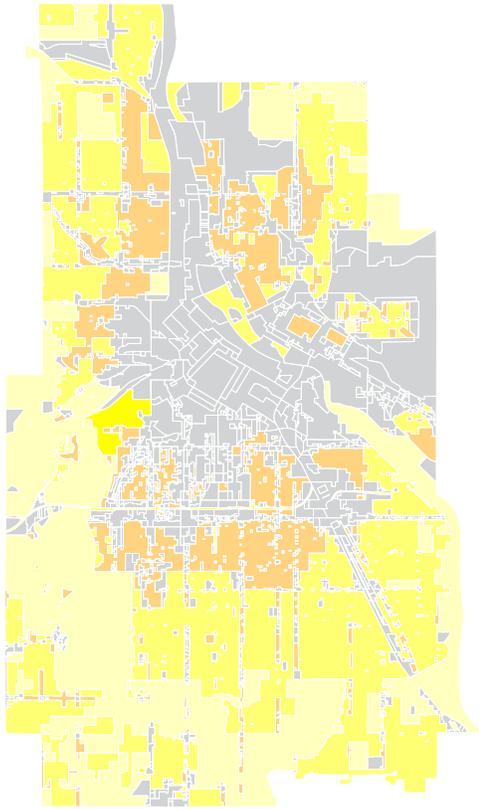
One (1) or more rooms, designed, occupied or intended for occupancy as a separate living quarter, with a single complete kitchen facility, sleeping area and bathroom provided within the unit for the exclusive use of a single household.



Rooming Unit

One (1) or more rooms, designed, occupied or intended for occupancy as a separate living quarter that is not a dwelling unit.

Lower Density Zoning Districts

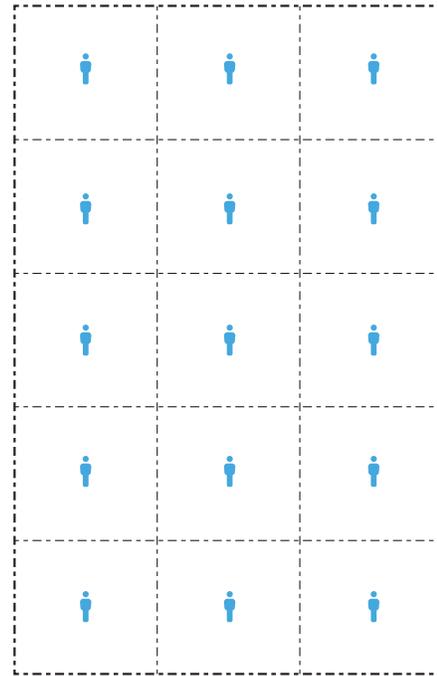


- R1
- R1A
- R2
- R2B

650 SF per bed

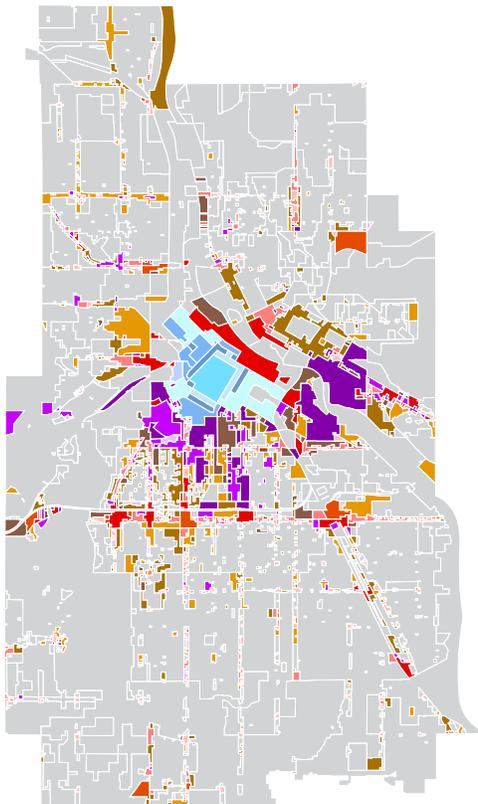


650 SF



10,000 SF = 15 beds

Higher Density Zoning Districts



- R3
- R4
- R5
- R6
- OR1
- OR2
- OR3
- C1
- C2
- C3A
- C3S
- C4
- B4N
- B4-1
- B4-2
- B4C-1
- B4C-2
- B4S-1
- B4S-2

325 SF per bed



325 SF



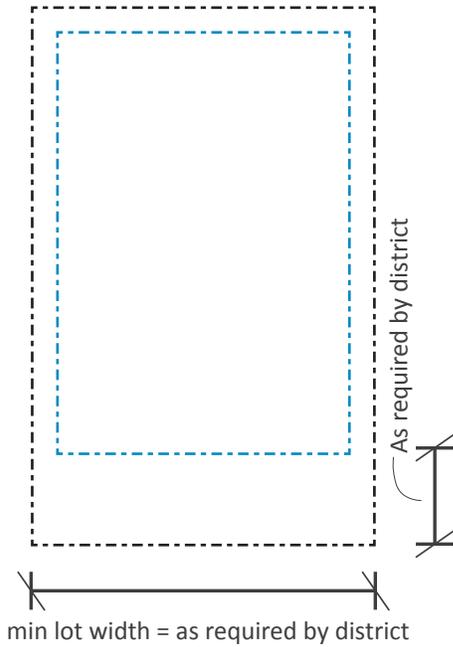
10,000 SF = 31 beds

SITE

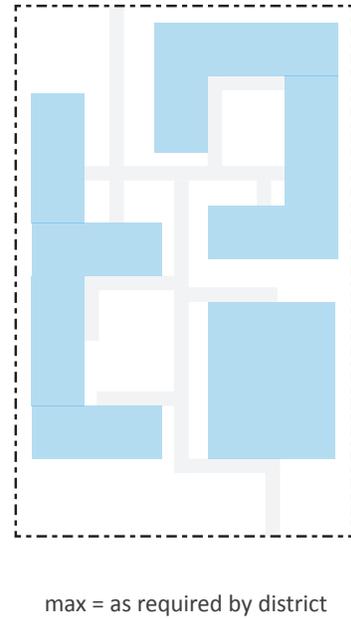
SETBACKS, LOT WIDTHS, FLOOR AREA RATIOS, IMPERVIOUS SURFACE, LOT COVERAGE, HEIGHT

Intentional community cluster developments would be subject to the same setbacks, lot widths, floor area ratios, impervious surface, lot coverage, and heights requirements currently allowed in the applicable zoning districts.

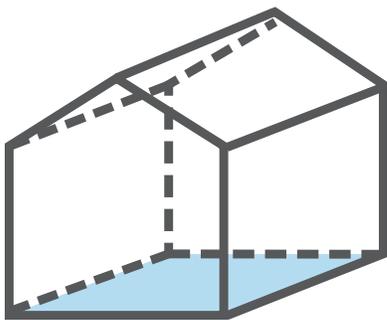
Setbacks + Lot Widths



Impervious Surface + Lot Coverage

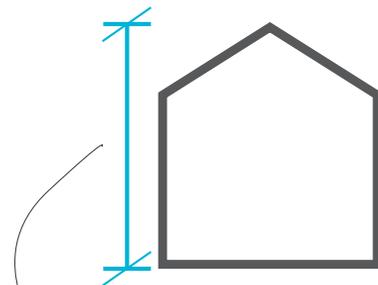


Floor Area Ratio



max FAR = as required by district

Height



max height = as required by district

PARKING

Intentional community cluster developments would not be required to provide off-street parking for automobiles.



No off-street parking required

BICYCLE PARKING

Intentional community cluster developments would be required to provide **one** bicycle parking stall per **four** beds. As required by other residential uses, **90%** of the bicycle parking should meet the long-term bicycle parking standards. Long-term bicycle parking spaces should be within enclosed or secured areas and they should be separate and distinct from the dwelling or rooming units.



1 bicycle parking stall/4 beds

STORAGE

In order to avoid outdoor storage of personal belongings, there should be there should be **sufficient** storage provided for each resident. Storage would be required to be separate and distinct from dwelling or rooming units and should provide sufficient storage for site maintenance equipment.



Licton Springs Village

SAFETY

There should be safe passage from each dwelling or rooming unit to the common building and throughout the site. Consistent with the site plan review requirements, the walkways would be a minimum of **4 feet wide**, **well-lit** and would **connect** building entrances to the adjacent public sidewalk and to any parking facilities located on the site. Designers may also want to consider incorporating fencing or screening to provide a secure space for the residents.



Quixote Village

SITE

COMMON SPACE

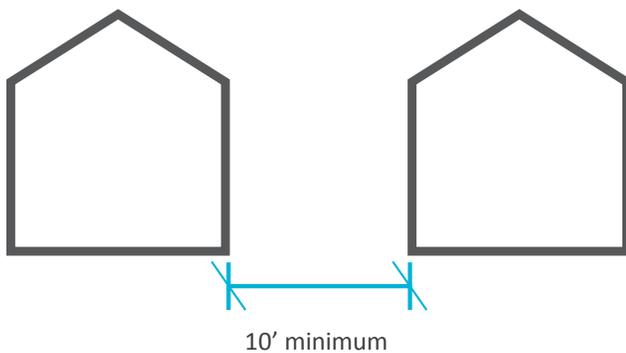
Consistent with other types of cluster developments, **40%** of the land in an intentional community cluster development would be for common space. This would not include the common house. It would include landscaped yards, recreation areas, wetlands, and waterbodies, and common parking facilities.



Quixote Village

DISTANCE BETWEEN BUILDINGS

Buildings should be no less than 10 feet apart to provide adequate space for passage through the buildings.



SITE PLAN REVIEW

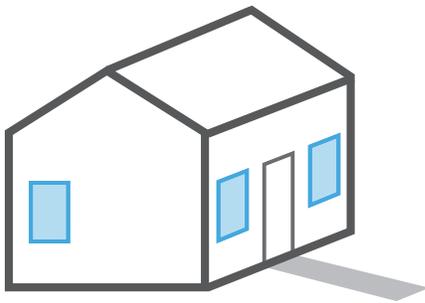
All units in an intentional community cluster development would be subject to site plan review standards for **multifamily structures with 4 or more units**.

COMMON BUILDING



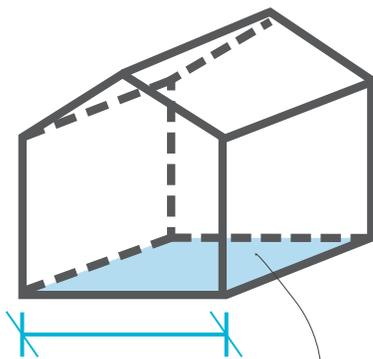
WINDOWS

The common house would be subject to the current window requirements for residential structures.



SIZE

The common building should be at least 500 square feet and should have a minimum width of 18 feet. It should include shared kitchen, toilets, showers, and gathering space for residents. Designers should adhere to regulations in the Housing Maintenance Code and building code



18 Feet wide minimum
500 Square feet minimum

PLACEMENT

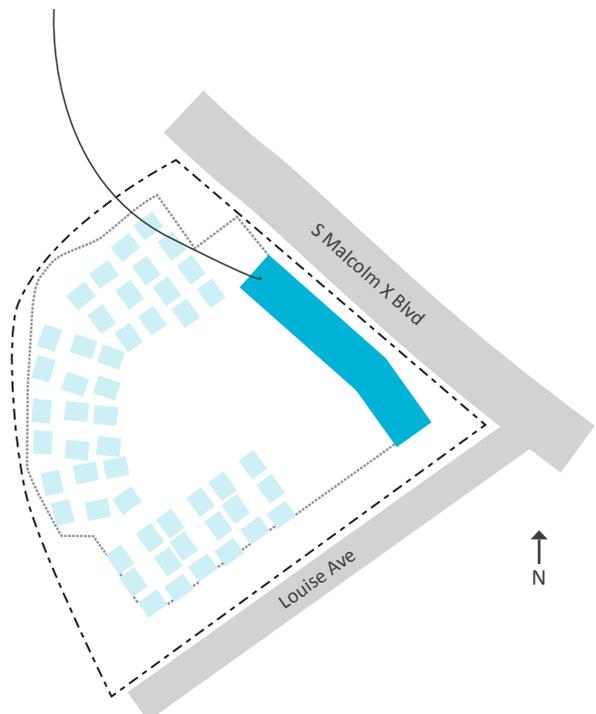
The common building should be the nearest building to the front lot line of the property and should be no more than 200 feet from the doors of every unit within the development. The intent of this is to provide more eyes on the street as well as a gateway onto the site. Designers may apply for alternative compliance if there is an impractical difficulty with placing the common building at the front of the site.

Located:

No more than **200** feet from the doors of every unit within the development.

Located:

Nearest the front lot line of the property



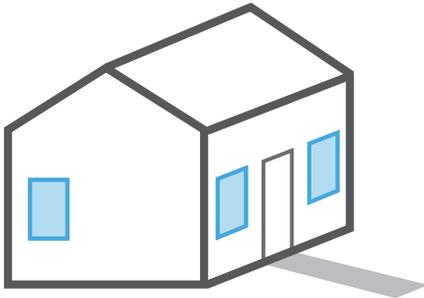
The Cottages at Hickory Crossing Site Plan Diagram

DWELLINGS/ROOMING UNITS



WINDOWS

The dwellings and rooming units would be subject to the current window requirements for residential structures. If there are difficulties meeting the requirements, designers may apply for alternative compliance.



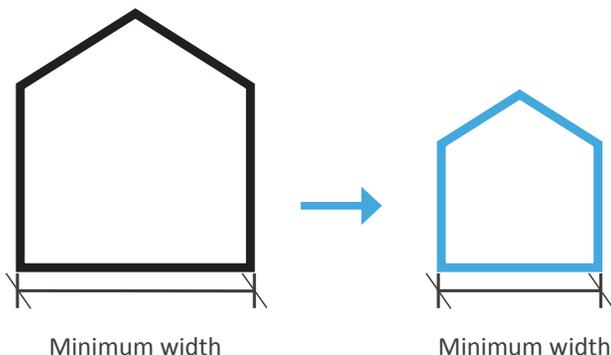
ROOMING UNITS

Rooming units would only be allowed as part of an intentional community cluster development. Minneapolis once allowed rooming units under the single room occupancy (SRO) definition, but SROs were eliminated in the Congregate Living Ordinance from 1999. This ordinance only allowed these types of units to be built as part of supportive housing.



MINIMUM SIZE OF DWELLINGS OR ROOMING UNITS

The minimum gross floor area and widths of dwellings and rooming units in intentional community cluster developments could be smaller than currently allowed if approved by the conditional use permit authorizing the use. Designers must adhere to regulations for habitable rooms in the housing maintenance code and the building code.



Rooming Unit

One (1) or more rooms, designed, occupied or intended for occupancy as a separate living quarter that is not a dwelling unit.

PREFABRICATED AND MANUFACTURED HOMES

Prefabricated and manufactured structures would be allowed in intentional community cluster developments as approved or permitted by the building code.

ALTERNATIVES

Except for minimum lot area, the City Planning Commission would be able to approve alternatives to requirements for intentional community cluster developments where strict adherence is impractical because of site location or conditions and the proposed alternative meets the intent of the requirements.

The concept and draft amendment for intentional community cluster development was previously reviewed by the City Planning Commission at the August 22, 2019, and September 26, 2019, Committee of the Whole meetings. Since the last meeting, the following changes have been incorporated into the proposed code amendment:

- » 625 square feet should be the minimum lot area per bed for the R1, R1A, R2, and R2B districts. Originally this was proposed for Districts R1 through R3.
- » The operator should submit a management plan for the facility and a floor plan and site plan showing crime prevention through environment design components.
- » The amount of required bicycle parking was reduced.

ANALYSIS

WHAT IS THE REASON FOR THE AMENDMENT AND WHAT PUBLIC PURPOSE WILL BE SERVED?

The purpose of the amendment is to allow innovative housing types and housing programs that address Minneapolis' need for affordable housing. Intentional community cluster developments will allow nonprofit organizations, government agencies, or healthcare agencies to develop tiny home villages for residents who are either housing stable or unstable. The amendment includes development standards to ensure that the communities will be safe environments for their residents and that they will fit in with the character of their neighborhoods to the extent practical.

HOW IS THE AMENDMENT CONSISTENT WITH THE PURPOSE OF THE ZONING DISTRICTS OR ORDINANCE CHAPTERS BEING AMENDED?

Intentional community cluster developments would be allowed as a conditional use in any zoning district where both cluster developments and intentional communities are allowed. Under the current zoning code, this means that intentional community cluster developments could be built in any district except the industrial districts. The density proposed for intentional community cluster developments closely aligns with the desired densities of different districts. The number of residents who would be allowed in intentional community cluster developments would equal the same number of residents who would be expected to be housed within the same amount of land area in traditional development patterns in low-density districts as well as the high-density districts. Though housing units in these developments could differ greatly in size and scale from traditional Minneapolis homes, the density would be reached by the number of residents allowed in each development rather than the mass of the structures. These structures could be smaller than what is currently allowed in each district, but not larger. New development standards were also made with the intention of relaxing certain regulations to help designers create affordable developments while not disrupting the character of the city's neighborhoods.

ARE THERE CONSEQUENCES IN DENYING THIS AMENDMENT?

If the amendment is not adopted, the zoning code will not comply with the applicable policies of *Minneapolis 2040*. State law requires cities to update their official controls to align with their comprehensive plan and allowing intentional community cluster developments is a specific action step in "Policy 35 Innovative Housing Types." Allowing these developments

would provide an affordable housing type, would provide more housing choices throughout the city and may be an incremental step towards allowing SROs in the city, which is also supported by the current comprehensive plan, as well as *Minneapolis 2040*.

WHAT ADVERSE EFFECTS MAY RESULT WITH THE ADOPTION OF THIS AMENDMENT?

There are possible adverse health and safety effects that may result with the implementation of these developments. Regulations are in place in other parts of the City's code of ordinances to address possible negative effects. Those proposing to construct these facilities may request the ability to incorporate composting toilets, depending on the approval of the building official. The intent of these developments is to be a low barrier housing option for people experiencing homelessness, many of which are more susceptible to illnesses. Providing composting toilets without plumbing and running water is a health concern of the residents as well as the operators of the developments. Case studies that CPED staff conducted showed that the programming and operator of these developments are critical to the success of the facilities that provide shelter for persons that are housing unstable. Some cities required a code of conduct to be signed by residents and also a management and security plan from the operator.

HOW DOES THE AMENDMENT RELATE TO OTHER CITY ORDINANCES?

For this amendment to be effective, the Housing Maintenance Code will have to be updated as well. The Housing Maintenance Code allows only one dwelling unit under a property owner to be occupied by an intentional community. This does not take into consideration intentional community cluster developments where multiple dwelling units or rooming units could belong to a property owner. The code also requires communal kitchens, lavatory and bath facilities to be accessed by occupants without going outside of the room house or lodging establishment. If the intentional community cluster development has rooming units, residents will have to go outside of their unit to access shared facilities. CPED staff also recommends that the Housing Maintenance Code require the operators to submit a management and security plan as well as a code of conduct for residents to sign.

The Minnesota Building Code and the Minnesota Plumbing Code will also have impacts on intentional community cluster developments and could possibly create obstacles in providing affordable homes. The building code does not approve of diamond piers as a foundation system for habitable

structures. A frost footing or anchor system that meets mobile home codes is recommended for the foundation of small units. Providing plumbing to each rooming unit is also costly and could be an obstacle to providing affordable homes. Though this would help save costs, the previous Minneapolis Environmental Health Director, Dan Huff, was concerned that not providing plumbing to restrooms in rooming units could be a major health concern to residents living in intentional community cluster developments.

WHAT FACTORS ARE INFLUENCING THE TIMING OF THE PROPOSED AMENDMENT? WHY?

The current housing situation for lower-income individuals is contributing to a sense of urgency to consider alternative housing arrangements, including some housing models that have not been previously developed in Minneapolis. Allowing intentional community cluster development will provide another affordable housing option for low-income and housing unstable residents. Another factor to consider is the implementation of the Minneapolis 2040 comprehensive plan which is suspected to go into effect on January 1, 2019. This amendment is scheduled to be adopted and go into effect before Minneapolis 2040 but it is still supportable by the current comprehensive plan, Minneapolis Plan for Sustainable Growth.

HOW DOES THE AMENDMENT COMPARE TO PRACTICES IN OTHER CITIES?

There are multiple cities across the country such as, Olympia, WA, Portland, OR, Austin, TX, Dallas, TX, Madison WI, Seattle, WA, Los Angeles, CA, Syracuse, NY, and many more that allow intentional community cluster developments. Research did not find that other cities refer to these developments as intentional community cluster developments. They are referred to in various terms, such as “County Homeless Encampments,” “Transitional Encampments,” or “Residential Cooperative Villages.” The developments vary in their level of permanency. Some are meant to be temporary developments, but others have permanent dwelling units or permanent rooming units with a common house.

Key takeaways from CPED’s review of these case studies include:

Quixote Village, Olympia, WA

- » It is helpful to have residents sign a code of conduct.
- » Houses should be oriented towards common spaces to help foster community interaction.

Second Wind Cottages, Newfield, NY

- » Proximity to amenities and access to transit is important.

OM Village, Olympia, WA

- » Interaction between the residents and neighborhood can help the development gain acceptance. The creation of art on site and the organizations openness to accepting visitors has helped this program succeed.

Licton Springs Village, Olympia, WA

- » Staffing and programming is extremely important to the success of Intentional Community Cluster Developments.
- » These types of shelters should not be in close proximity to areas that are already problematic for drug use.
- » Front facing entrances and architectural elements are important to activate the public realm. Common houses should be facing the front street.
- » Green space makes the villages more welcoming and a nicer place to be in.
- » Residents need ample space for storage.

The Cottages at Hickory Crossing, Dallas, TX

- » Providing shared bicycles can help provide residents an inexpensive transportation option.

Saint Paul PED staff has also done research on allowing these types of developments in Saint Paul. They received a planning grant from the Met Council to study how the City of Saint Paul could adapt their zoning code to allow micro home developments, similar to the intentional community cluster developments. They also received a pre-development grant from the Met Council to build a micro home development on the corner of Payne and Maryland but this project has not proceeded. The Saint Paul Mayor’s Office is exploring other approaches to pilot micro home developments.

HOW WILL THIS AMENDMENT IMPLEMENT THE COMPREHENSIVE PLAN?



The amendment will implement the following applicable policies of **Minneapolis Plan for Sustainable Growth**:

Land Use Policy 1.8: Preserve the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses.

1.8.1 Promote a range of housing types and residential densities, with highest density development concentrated in and along appropriate land use features.

Housing Policy 3.3: Increase housing that is affordable to low and moderate income households.

3.3.3 Work to provide affordable housing for both rental and ownership markets at a broad range of income levels.

3.3.5 Support the development of housing with supportive services that help households gain stability in areas such as employment, housing retention, parenting, and substance abuse challenges

3.3.8 Foster partnerships with housing developers, financial institutions, faith communities and others to extend the city's capacity to create affordable housing.

Housing Policy 3.4: Preserve and increase the supply of safe, stable, and affordable supportive housing opportunities for homeless youth, singles and families.

3.4.4 Evaluate City policies and regulations related to the creation of supportive housing and smaller housing units, including Single Room Occupancy (SRO) housing.

Housing Policy 3.6: Foster complete communities by preserving and increasing high quality housing opportunities suitable for all ages and household types.

3.6.2 Promote housing development in all communities that meets the needs of households of different sizes and income levels.

3.6.3 Maintain a healthy supply of multifamily ownership and rental housing, and promote the development of alternative forms of homeownership such as cooperative housing and cohousing.



The amendment will implement the following applicable policies of **Minneapolis 2040**:

Policy 35 Innovative Housing Types: Pursue innovative housing types and creative housing programs to help meet existing and future housing needs.

e. Allow new forms of [intentional community cluster housing](#) to house people transitioning out of homelessness, especially forms of housing that are supported by funding from the healthcare system.

This amendment allows for more housing options and includes development standards that apply to all applicable districts of the city to ensure quality development, as consistent with the above policies of the comprehensive plan.

RECOMMENDATIONS

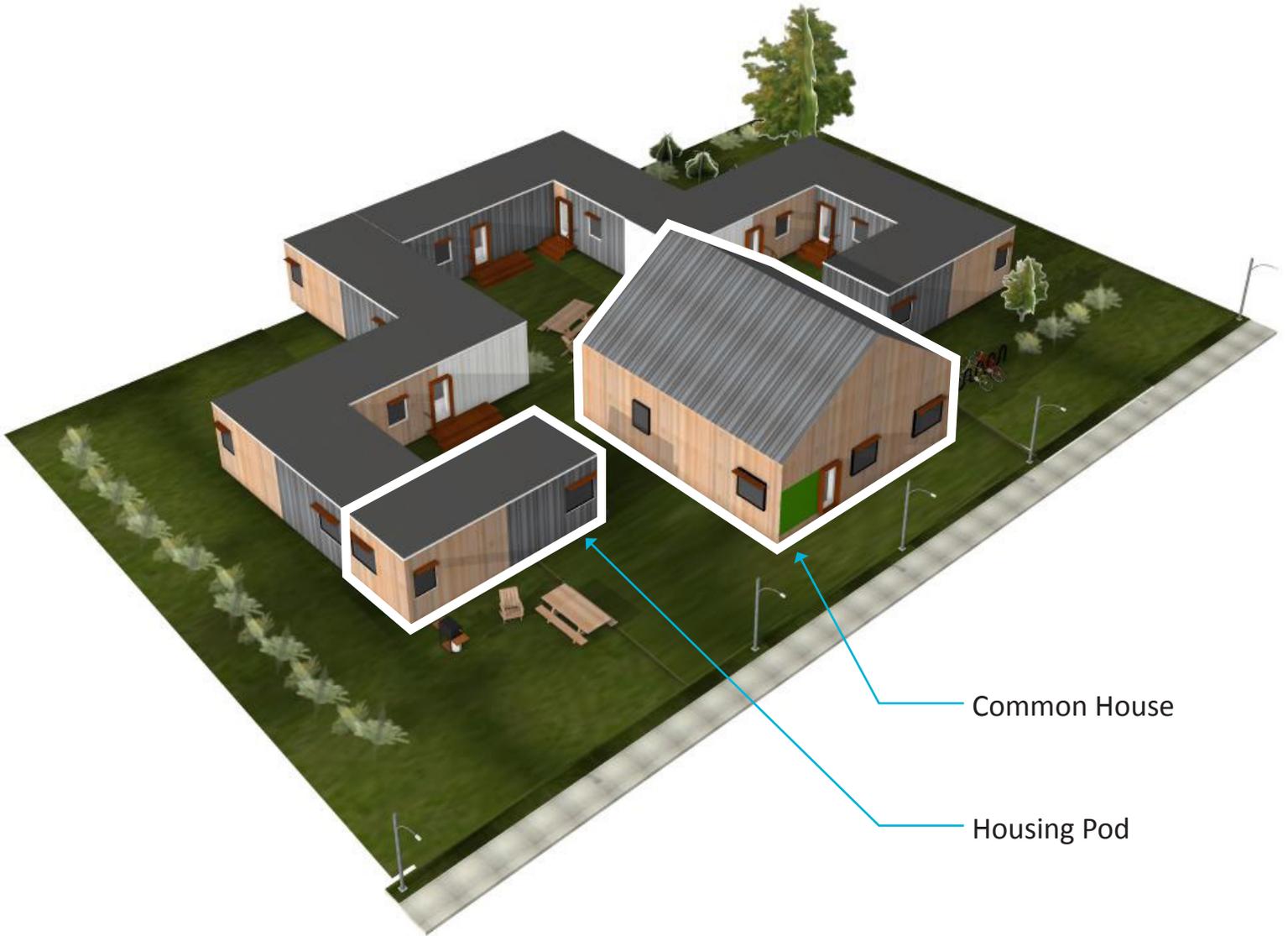
The Department of Community Planning and Economic Development recommends that the City Planning Commission and City Council adopt staff findings to amend Title 20 of the Minneapolis Code of Ordinances, as follows, and further recommends that Chapters 530, 535, 537, 541, 546, 547, 548, 549, and 551 be returned to the author:

A. Text amendment allow intentional community cluster developments.

Recommended motion: **Approve** the text amendment to allow intentional community cluster developments.

Chapter 520 related to the Zoning Code: *Introductory Provisions*

Chapter 536 related to the Zoning Code: *Specific Development Standards*



Common House

Housing Pod

ENVISION COMMUNITY

 Minneapolis, Minnesota

 <https://www.hennepinhealthcare.org/envision-community/>

 [An Introduction to Envision Community](#)



Background

Envision Community is a collective of different organizations throughout Hennepin County. It originally began with Street Voices of Change, a homeless advocacy group, and Hennepin Healthcare’s innovation team called Upstream Health Innovations. The organization aims to create communities that are low barrier, safe, non-institutional, and affordable for people experiencing homelessness. After engagement with the homeless community, Envision Community has designed a housing model that they believe will address all these needs and can be replicated throughout the county. The designs are meant to be truly affordable so that the healthcare system can fund the housing as a cost neutral investment, along with funding from Housing Support and 30% of a resident’s income.

Envision Community plans to build a demonstration prototype in Minneapolis to compare their housing model with traditional permanent supportive housing. The organization is currently looking to acquire a site and is in the process of getting a temporary use permit for a prototype housing pod.

Organization

ORGANIZATION Envision Community

PARTNERS Tasks Unlimited, Street Voices of Change, Alchemy Architects, Elim Church, First Covenant Church, Hennepin Healthcare - Upstream Health Innovations, Integrated Community Solutions, Micah, Minneapolis Health Department, Minneapolis Public Housing Authority, Minnesota Design Center, North Central University, St. Stephen’s

SERVICES Housing case management, vocational training, integrated primary care, mental health treatment, and chemical dependency recovery.

Funding

COST \$416,000 estimated for the demonstration project

TYPE OF FUNDING Healthcare and housing support

RENT 30% of resident’s monthly income

Figure 2: Envision Community Housing Pod

Figure 3: Envision Community Housing Pod Plan



Tiny House

SIZE 348 SF

ROOMING UNIT SIZE 120 SF

SUMMARY One tiny house includes two rooming units with a shared compostable toilet. The pods are meant to be replicated and configured on the site in a way that promotes community interaction. Diamond piers were originally planned to be used for the foundation system.

- | | | |
|--|---|--|
| <input type="checkbox"/> Dwelling unit | OR | <input checked="" type="checkbox"/> Rooming unit |
| <input type="checkbox"/> Temporary | OR | <input checked="" type="checkbox"/> Permanent |
| <hr/> | | |
| <input type="checkbox"/> Plumbing | <input checked="" type="checkbox"/> Heating | |
| <input type="checkbox"/> Sewer | <input checked="" type="checkbox"/> Electricity | |
| <input checked="" type="checkbox"/> Foundation | <input type="checkbox"/> Accessible | |

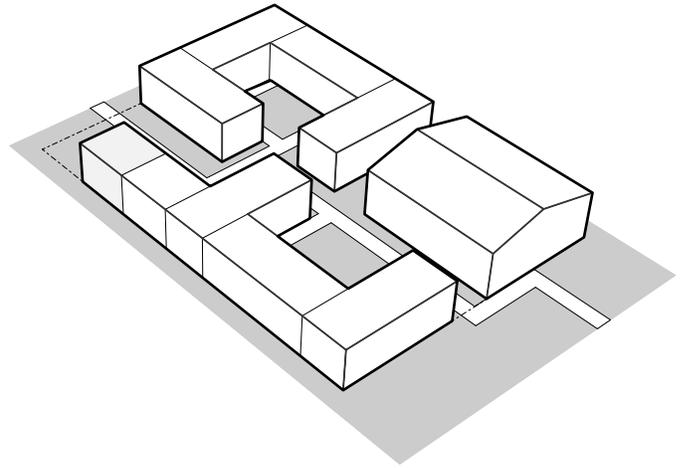
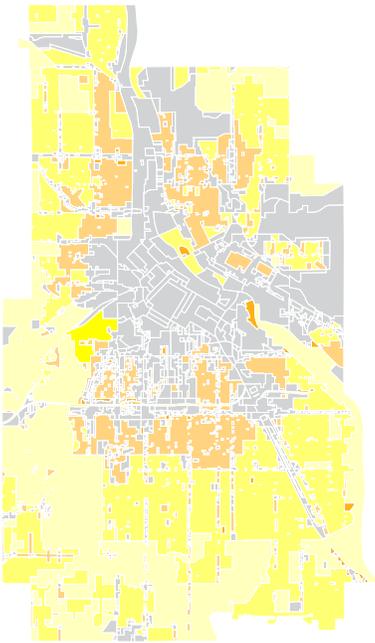
Common House

SIZE 1,152 SF

INCLUDES Communal kitchen, bathrooms, showers, laundry, and office

Envision Community in a Lower Density Zoning District

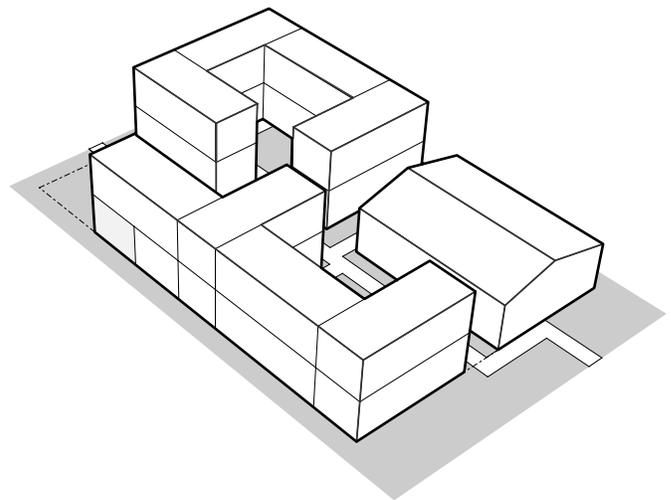
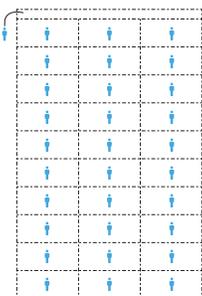
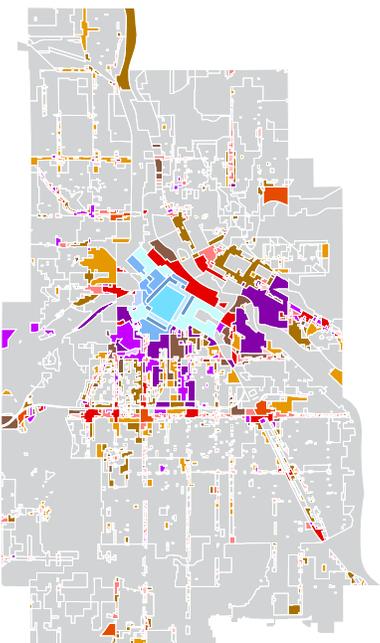
These diagrams show a possible layout of Envision Community's intentional community cluster development model on a typical 10,000 square foot lot in Minneapolis. Egress not shown.



- LOT SIZE** 10,000 SF
- YARDS** Front: 20' | Side + Rear: 5'
- FAR** 0.39 (Max in R1-R2: 0.5 | Max in R3: 1.0)
(Units: 2,865 SF CH:1,066 SF)
- LOT COVERAGE** 39% (45% Max)
- IMPERVIOUS** 51% (60% Max)
- COMMON OPEN SPACE** 43% (40% Min)
- UNITS** 15 (plus Common house and 1 unit of storage space)

Envision Community in a Higher Density Zoning District

These diagrams show a possible layout of Envision Community's intentional community cluster development model on a typical 10,000 square foot lot in Minneapolis. Egress not shown.



- LOT SIZE** 10,000 SF
- YARDS** Front: 15' | Side + Rear: 5'
- FAR** 0.7 (Max starting in R4: 1.5)
(Units: 5,856 SF CH:1,248 SF)
- LOT COVERAGE** 41% (70% Max)
- IMPERVIOUS** 53% (85% Max)
- COMMON OPEN SPACE** 42% (40% Min)
- UNITS** 31 (plus Common house and 1 unit of storage space)



Figure 1: Quixote Village Tiny Homes

QUIXOTE VILLAGE

 3350 Mottman Rd SW, Olympia, WA 98512

 (360) 338-0451

 <http://www.quixotecommunities.org/>

 [Staff Report](#)



Background

A group of people experiencing homelessness assembled to oppose an ordinance that prohibited them from blocking doorways and storefronts in downtown. They formed a temporary homeless encampment on land offered to them by the Olympia Unitarian Universalist Congregation. The City of Olympia allows temporary homeless encampments as a permitted use on any property owned by a religious organization but the camps must rotate location every 90 days. “Camp Quixote” relocated to different churches for 5 years and was required to have 24/7 hosts. 7 faith communities joined to organize and host the camp and formed what eventually became the non profit organization: Panza (named after Sancho Panza, Don Quixote’s servant).

Quixote is permanently located in an industrial zone in Olympia, Washington which is owned by the County. Panza was required to have an operations and security plan. They were also required to provide a Code of Conduct that residents had to sign. The Code of Conduct banned illegal drugs, alcohol, weapons, knives, open fires, trespassing into private property, loitering, and littering, among other requirements. Other requirements in the staff report included age restrictions, maximum occupancy, distance to transit stops, bike shelters, and did not allow pets.

Organization

ORGANIZATION Panza

STAFF Executive director, program manager, resident advocate and community engagement specialist. There are no 24/7 on site staff.

VILLAGE STRUCTURE Self-governing

SERVICES Weekly yoga, life skills classes, weekly dinners, hair cuts, and walking group.

Zoning

DISTRICT Light Industrial

USE Conditional Use as a permanent County Homeless Encampment under “residential uses” in the Industrial use table.

AMENDMENTS A zoning text amendment was proposed to allow a County Homeless Encampment, as a condition use, on any land that is zoned light industrial, owned by the county, and is not adjacent to residentially zoned property. Only two properties in Olympia met these requirements but the County could purchase another site in the future. The County could also discontinue the use.

Funding

COST \$3.05 million

TYPE OF FUNDING \$1.5 million from state capital budget, \$699,000 from federal community development block grant, \$170,000 Thurston County and \$215,000 from community donations.

RENT 1/3 of resident’s monthly income



KEY TAKEAWAY: It is helpful to have residents sign a code of conduct.

Figure 2: Quixote Village Aerial View



Site



DEVELOPER Washington-based Community Framework

ARCHITECT MSGS Architects

YEAR BUILT 2013

LOT SIZE 80,000 SF Approx.

UNITS 30 (16.6 units/acre = low density)

PARKING 11 stalls

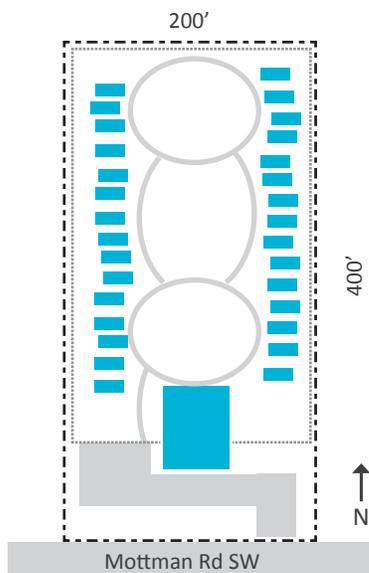
BICYCLE PARKING Bike shelter

WALK SCORE 37 - Car Dependent

TRANSIT SCORE 31- Some Transit

BIKE SCORE 39 - Somewhat bikeable

SUMMARY The property is located in an industrial area, distant from transit, jobs, and amenities. The common house faces the main street and is the entrance to the fenced in site. The houses are arranged facing common space in the middle of the site.



KEY TAKEAWAY: Houses should be oriented towards common spaces to help foster community interaction.

Figure 3: Quixote Village Common House



Common House

SIZE 2,640 SF

MATERIALS Stick frame with vinyl and cedar siding

ROOF Open Gable

INCLUDES Communal kitchen, gathering room, showers and laundry facilities, staff offices, and meeting room

SUMMARY The common house is at the front of the site and the first thing that visitors see. It includes a porch for visitors and residents.

Figure 4: Quixote Village Tiny House



Tiny House

SIZE 144 SF

COST/UNIT \$88,000

MATERIALS Stick frame, vinyl siding

ROOF Box gable

SUMMARY The homes include a sleeping room with a shower and restroom at the back of the unit. Each house has two windows, a front facing window, and side window which allow views to their neighbors side wall. The alternating window placement gives privacy to residents. The doors also have a window to allow more light into the units and to provide views to the common space. Each tiny house has a porch to encourage interaction between residents.

Dwelling unit OR Rooming unit

Temporary OR Permanent

Plumbing Heating

Sewer Electricity

Foundation Accessible

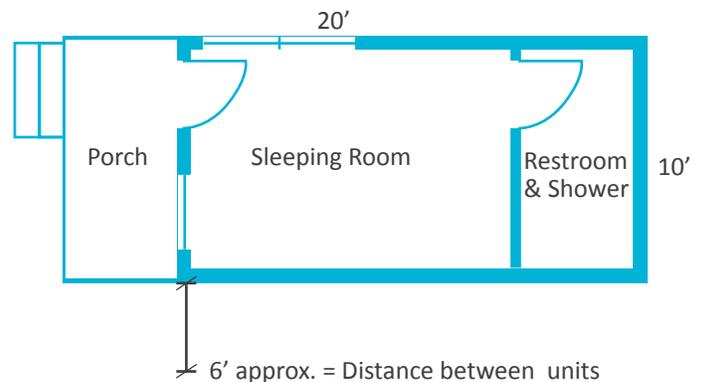




Figure 1: Second Wind Cottages Tiny Homes

SECOND WIND COTTAGES

 1435 Elmira Rd, Newfield, NY 14867

 (607) 564-6087

 <https://www.secondwindcottages.org/>



Background

Seven acres of land was donated by Carmen Guidi to build cottages for men experiencing homelessness. Second Wind Cottages is located behind Guidi's Collision Shop in Newfield. He partnered with different faith organizations to build the first 6 cottages and has since expanded the project to have a total of 18 cottages, complete with bedroom, bathroom, and kitchen. Second Wind has not taken in any women or children but hopes to do so in the future.

Organization

ORGANIZATION Second Wind Cottages

STAFF *

VILLAGE STRUCTURE Self-governing

SERVICES On-site counseling, GED assistance, faith support, like skills training, meals and social events.

Zoning

DISTRICT Commercial

USE *

VARIANCES NEEDED *

STAFF RECOMMENDATION *

Funding

COST *

TYPE OF FUNDING Donations from individuals, business, organizations, and fundraising.

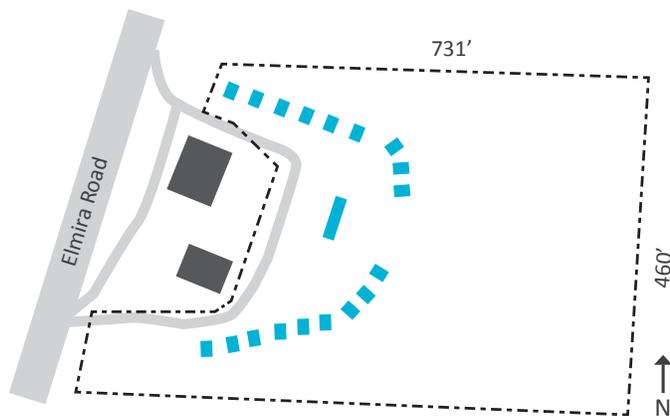
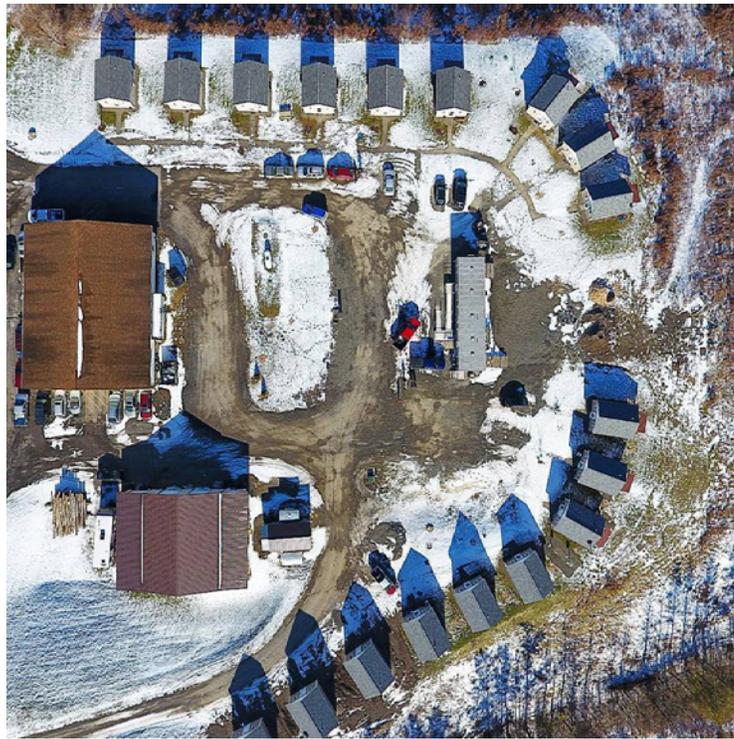
LABOR Individual volunteers

RENT Residents pay what they can

Figure 2: Second Wind Cottages Aerial View



Site



DEVELOPER *

ARCHITECT Cornerstone Architects

YEAR BUILT 2013

LOT SIZE 6.35 Acres

UNITS 18 (2.8 units/acre = low density)

PARKING *

BICYCLE PARKING *

WALK SCORE 4 - Car Dependent

TRANSIT SCORE 0 - Car Dependent

BIKE SCORE 23 - Somewhat bikeable

SUMMARY This site is very large and surrounded by farm land. It is about 7 miles away from the nearest city, Ithaca. It does not appear to have many resources around for residents to shop or work. The site is very isolated but the fewer zoning regulations in Newfield made it easier to build this development. Residents are provided transportation to medical appointments by a Medicaid cab.

KEY TAKEAWAY: Proximity to amenities and access to transit is important.

Figure 3: Second Wind Cottages



Tiny House

SIZE 320 SF

COST/UNIT \$15,000 plus labor

MATERIALS Stick frame, vinyl siding

ROOF Gable

SUMMARY The tiny homes all have their own restroom and kitchen. They are permanent structures directly on grade. One benefit to this is to not have to build accessible ramps to the dwelling units. Each dwelling unit has a porch that faces the perimeter of the site. If the porches faced the common space it could foster more community interaction in addition to the events held in the center of the site.

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|---|----|---|
| <input checked="" type="checkbox"/> Dwelling unit | OR | <input type="checkbox"/> Rooming unit |
| <input type="checkbox"/> Temporary | OR | <input checked="" type="checkbox"/> Permanent |
| <input checked="" type="checkbox"/> Plumbing | | <input checked="" type="checkbox"/> Heating |
| <input checked="" type="checkbox"/> Sewer | | <input checked="" type="checkbox"/> Electricity |
| <input checked="" type="checkbox"/> Foundation | | <input checked="" type="checkbox"/> Accessible |

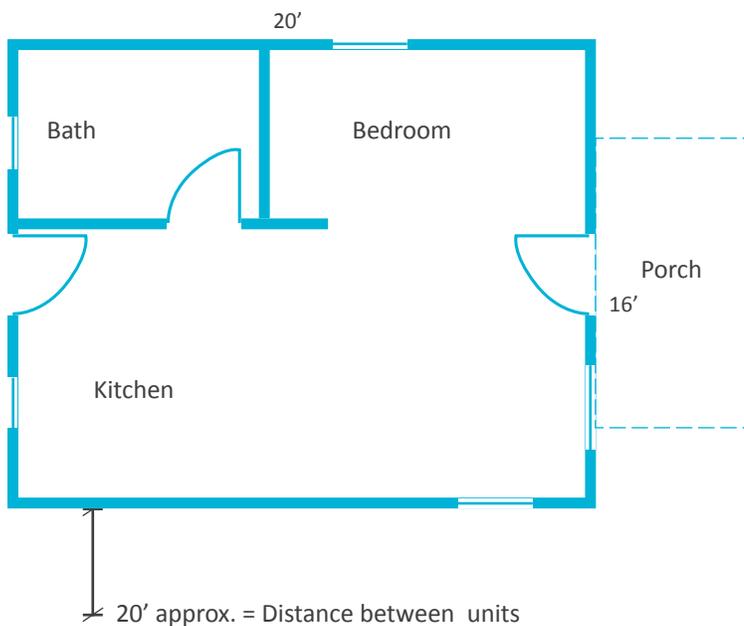




Figure 1: OM Village Tiny Homes

OM VILLAGE

 304 N Third St, Madison, WI 53704

 (608) 305-4707

 <https://occupymadisoninc.com/>

 [Staff Report](#)



Background

The Occupy Madison (OM) encampment was formed in 2011 in solidarity with Occupy Wall Street. Madison city officials forced the encampment to move 30 times in its first two years. The encampment struggled to conform to laws, codes, and regulations and would stay on or near public parks. On June of 2014, OM closed on a purchase of a former gas station and auto repair shop.

OM proposed an addition to the existing building which would include space for a “tiny house” workshop and 9 tiny homes for people experiencing homelessness. The organization is still in the process of fundraising to build the extension with a community lounge and kitchen in order to add the remaining 4 tiny homes.

The village originally faced opposition from the neighborhood but residents from Emerson East have participated in activities offered in the common house which include woodworking, jewelry making, and weaving classes. These items are sold and the proceeds go towards the completion of the common house.



KEY TAKEAWAY: Interaction between the residents and neighborhood can help the village gain acceptance. The creation of art on site and the organizations openness to accepting visitors has helped this program succeed.

Organization

ORGANIZATION Occupy Madison

STAFF 6 board members

VILLAGE STRUCTURE Self managed

SERVICES *

Zoning

DISTRICT PD - Planned Development District. (Rezoned from NMX-Neighborhood Mixed-Use District.)

USE Residential cooperative village/ living space

VARIANCES NEEDED *

STAFF RECOMMENDATION Composting toilets in each tiny home were originally proposed but staff recommended against this.

Funding

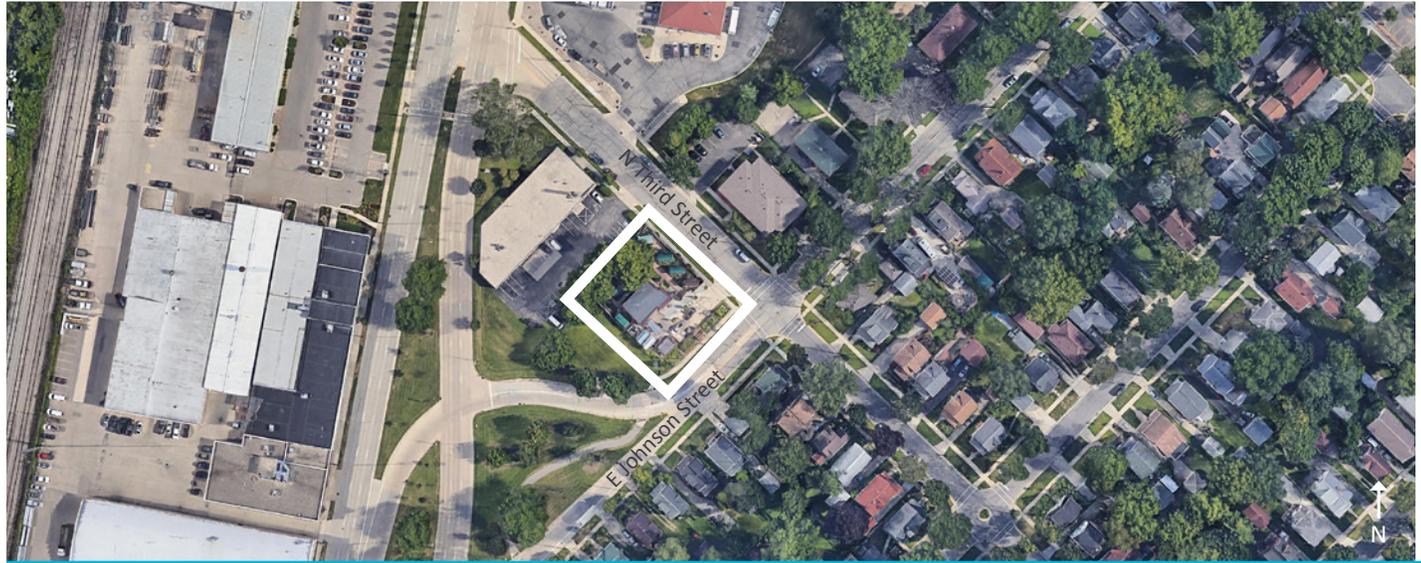
COST \$27,000 Annually for mortgage, utility bills, and insurance

TYPE OF FUNDING *

LABOR Volunteer

RENT Residents do not pay rent but must put in sweat equity. They share chores for the common house and spaces and must maintain their own homes.

Figure 2: OM Village Aerial View



Site



DEVELOPER *

ARCHITECT *

YEAR BUILT 2011

LOT SIZE 13,050 SF

UNITS 9 proposed (30 units/acre = medium density)

PARKING On site

BICYCLE PARKING *

WALK SCORE 63 - Somewhat Walkable

TRANSIT SCORE 53 - Good Transit

WALK SCORE 97 - Biker's Paradise

SUMMARY Residents believe that proximity to the neighborhood has helped them establish a good relationship with the community. Though the tiny homes are fenced off, the common house is publicly accessible to visitors. The site includes a garden and a chicken coop.

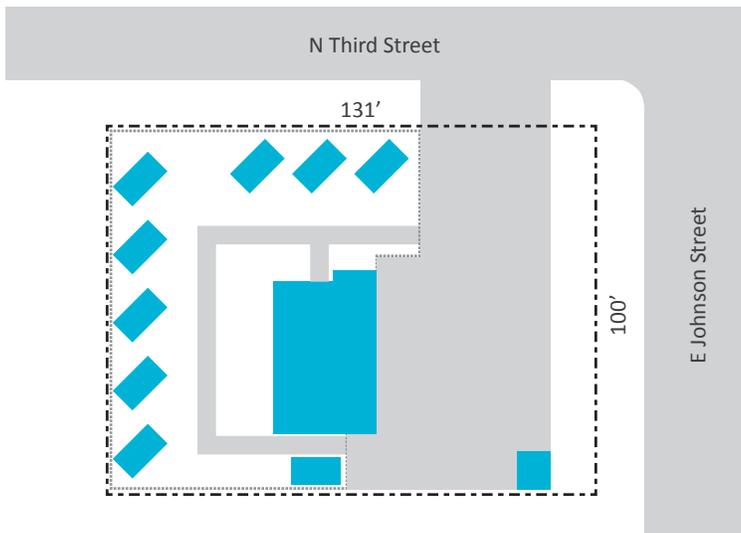


Figure 3: OM Village Common House



Common House

SIZE 1,305 SF Existing

MATERIALS Existing

ROOF Flat

INCLUDES Wood shop, toilets, showers.

SUMMARY OM Village would like to add an addition to the existing house with kitchen and lounge. The wood shop has a few shelves, microwaves, refrigerator and utility sink.

Figure 4: OM Village Tiny House



Tiny House

SIZE 98 SF sleeping room

COST/UNIT \$5,000

MATERIALS Reclaimed wood

ROOF Gable

SUMMARY The homes have windows on each side. They are placed on wheels and have a lot of ornamental details.

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| <input type="checkbox"/> Sewer | <input checked="" type="checkbox"/> Electricity | |
| <input type="checkbox"/> Foundation | <input type="checkbox"/> Accessible | |

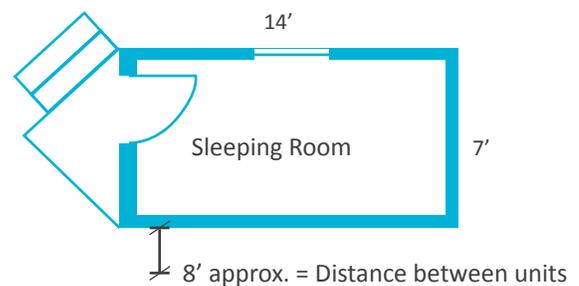




Figure 1: Licton Springs Village Tiny Homes

LICTON SPRINGS VILLAGE

 8620 Aurora Ave N, Seattle, WA 98103

 (206) 443-9935

 <https://lihi.org/>

 [City-Permitted Villages](#)



Background

The City of Seattle has contracted with the Low Income Housing Institute (LIHI) to run 7 permitted homeless villages. After one year of operation, Licton Springs Village was shut down. To be eligible to renew their interim use or temporary use permits, villages need to show that residents are moving to permanent housing at a desired rate. In 2017 Licton Springs Village moved 17 people into permanent housing, compared to other similar sized villages that moved 30 people into permanent housing. This could be in part that Licton Springs Village was the first to allow alcohol and drug use and their residents were least ready to successfully make the transition. Even though this camp was shut down after a year, LIHI believes the village was still a success because it offered safe, low barrier housing for people experiencing homelessness. According to a survey done by graduate students at the University of Washington, four out of five Licton Springs residents said their lives were more stable after living here but half reported that they did not trust the staff that ran the village (a non profit named SHARE/WHEEL) and felt the village was understaffed, lacked supervision, training, and support.

 **KEY TAKEAWAY:** Staffing and programming is extremely important to the success of Intentional Community Cluster Developments.

 **KEY TAKEAWAY:** These types of shelters should not be in close proximity to areas that are already problematic for drug use.

Organization

ORGANIZATION SHARE/WHEEL

OWNER Low Income Housing Institute (LIHI)

STAFF *

VILLAGE STRUCTURE *

SERVICES Case management, counseling

Zoning

DISTRICT Commercial 1, Urban village overlay

USE Transitional encampment interim use

VARIANCES NEEDED None

STAFF RECOMMENDATION None, originally established by a Mayor’s emergency order, this village was issued an interim use permit under Seattle’s [Land Use Code Section 23.42.065](#)

Funding

COST \$600,000 for the first year.

TYPE OF FUNDING The City of Seattle paid LIHI \$1.75 million for the operation of 6 villages. Donations from private enterprises and individuals were also received.

LABOR Volunteer high school and vocational school students built the tiny homes.

RENT *

Figure 2: Licton Springs Aerial View



Site



DEVELOPER*

ARCHITECT *

YEAR BUILT 2017

LOT SIZE 18,600 SF

UNITS 25 (60 units/acre = high density)

WALK SCORE 63 - Somewhat Walkable

TRANSIT SCORE 53 - Good Transit

WALK SCORE 97 - Biker's Paradise

SUMMARY The property is owned by the City of Seattle. It is in a Commercial 1 district and is very close to different amenities and a residential community but the camp seems disconnected from the community. The fence that surrounds the entire property does not feel inviting and does not promote a pedestrian friendly public realm.

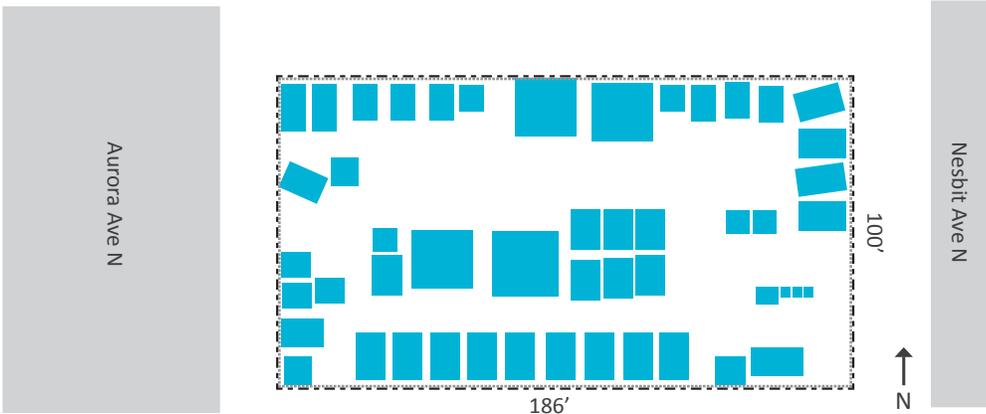


Figure 3: Licton Springs Street View



Figure 1: Licton Springs Village Tiny Homes



Common Spaces

SUMMARY The village includes an outdoor kitchen, portable restrooms, showers, laundry, counseling office and a welcome hut where donations can be dropped off. They also have sleeping tents to accommodate more people.



KEY TAKEAWAY: Front facing entrances and architectural elements are important to activate the public realm. Common houses should be facing the front street.



KEY TAKEAWAY: Green space makes the villages more welcoming and a nicer place to be in.

Tiny House

SIZE 96 SF sleeping room

COST/UNIT \$2,200

MATERIALS Reclaimed wood

ROOF Varies

SUMMARY The tiny homes were built by volunteer high school and vocational school students. They have locks on the doors which made the residents feel a bit safer. The homes have electricity and heating. Images and the aerial of the village show a need for more storage facilities, as belongings are scattered in front of each tiny home.

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| <input type="checkbox"/> Dwelling unit | OR | <input checked="" type="checkbox"/> Rooming unit |
| <input checked="" type="checkbox"/> Temporary | OR | <input type="checkbox"/> Permanent |
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| <input type="checkbox"/> Sewer | <input checked="" type="checkbox"/> Electricity | |
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KEY TAKEAWAY: Residents need ample space for storage.

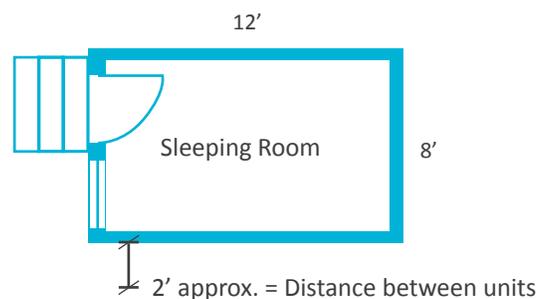




Figure 1: The Cottages at Hickory Crossing

THE COTTAGES AT HICKORY CROSSING

 1621 S Malcolm X Blvd, Dallas, TX 75226

 (469) 904-7060

 <http://www.bcworkshop.org/cottages>

 Staff Report



Background

The Cottages at Hickory Crossing is a project by City Square, a Dallas anti-poverty organization. City Square calculated that the one person experiencing homelessness cost the city \$40,000 annually but that housing them at Hickory Crossing would only cost the city \$15,000.

John Greenen, executive director of Central Dallas Community Development Corporation and Brent Brown, architect from BC Workshop, came up with the idea that inspired Hickory Crossing. Originally the cottages were meant to house evacuees that moved to Dallas after Hurricane Katrina but they were not able to implement the idea on time to serve the evacuees. The idea was later modified to house people experiencing homelessness. City Square has built 50 cottages at Hickory Crossing that house single adults; couples and families are not accepted.

Organization

ORGANIZATION City Square

STAFF *

VILLAGE STRUCTURE *

SERVICES Free medical care, counseling, support groups, how-to-live classes, and bible studies.

Zoning

DISTRICT MU-1

USE*

VARIANCES NEEDED*

STAFF RECOMMENDATION*

Funding

COST \$8.4 million

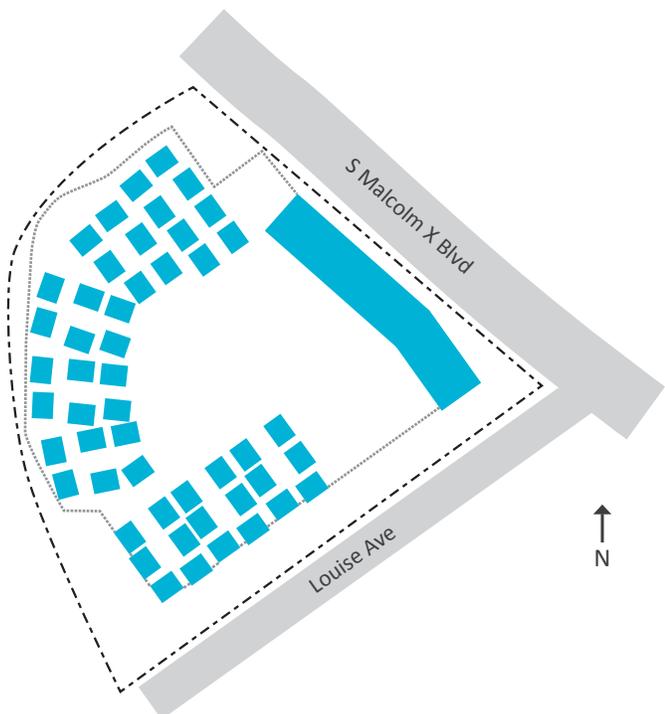
TYPE OF FUNDING Most of the funding was privately donated, Dallas county and the city both contributed as well.

RENT 30% of income or a minimum of \$50 a month

Figure 2: The Cottages at Hickory Crossing Aerial View



Site



DEVELOPER Central Dallas Community Development Corporation

ARCHITECT Brent Brown from BuildingCommunity Workshop

YEAR BUILT 2016

LOT SIZE 130,680 SF

UNITS 50 (16.6 units/acre = low density)

WALK SCORE 67 - Somewhat Walkable

TRANSIT SCORE 68 - Good Transit

WALK SCORE 66 - Bikeable

SUMMARY The common house fronts Malcolm X Boulevard and is the entrance to the rest of the development. Clusters of 6-8 houses line the perimeter of the site. Each cluster has their own common space that leads to a larger green space in the middle of the site for residents to gather. The site is just outside of downtown Dallas and has various transportation options which include a light rail stop, buses, and a set of bicycles that residents can rent. Though the residents are not likely to own a car, the city required one parking stall for every unit on site.



KEY TAKEAWAY: Providing shared bicycles can help provide residents an inexpensive transportation option.

Figure 3: The Cottages at Hickory Crossing Common House



Common House

SIZE 3,000 SF

MATERIALS Stick frame, metal siding, and vinyl siding

ROOF Raked roof line

INCLUDES Dining area, lounge space, health office, and meeting rooms.

SUMMARY The common house serves as a administrative building and community center. It is the gateway into the rest of the site.

Figure 4: The Cottages at Hickory Crossing Tiny Home



Tiny House

SIZE 430 SF

COST/UNIT \$90,000

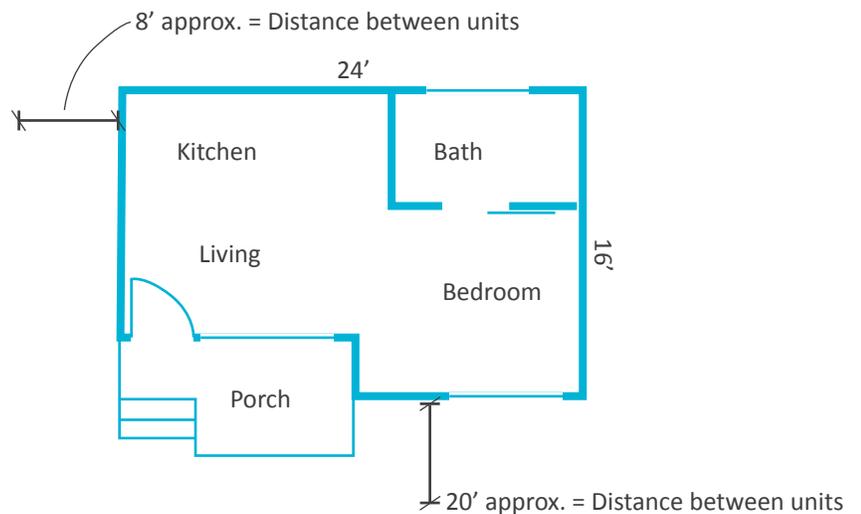
MATERIALS Stick frame, metal siding, wood porches

ROOF Gable, metal seam roof

SUMMARY Each dwelling unit has a kitchen, living room, toilet, bath, and bedroom. The porch takes up most of the front facade and each resident was give a chair to encourage community interaction. Each house has accents of orange or lime green.

Dwelling unit OR Rooming unit
 Temporary OR Permanent

Plumbing Heating
 Sewer Electricity
 Foundation Accessible



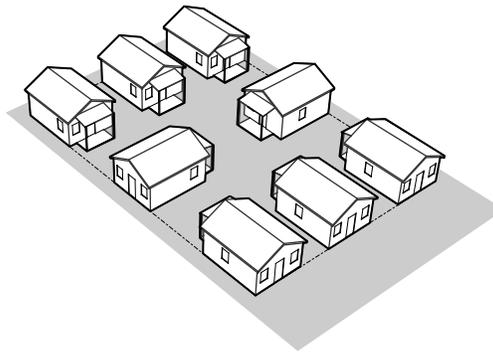
POSSIBLE CASE STUDY SCENARIOS ON A MINNEAPOLIS LOT

These diagrams show possible layouts of intentional community cluster development case study models on a typical 10,000 square foot lot in Minneapolis.

Dwelling Units



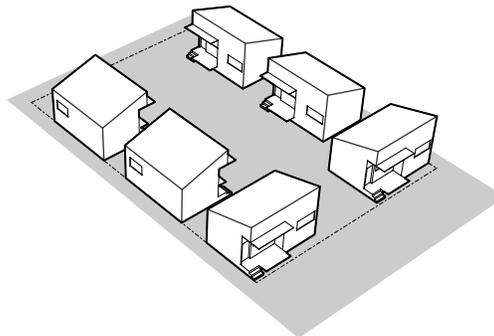
Second Wind Cottages



FAR 0.25
OPEN SPACE 42%
UNITS 8

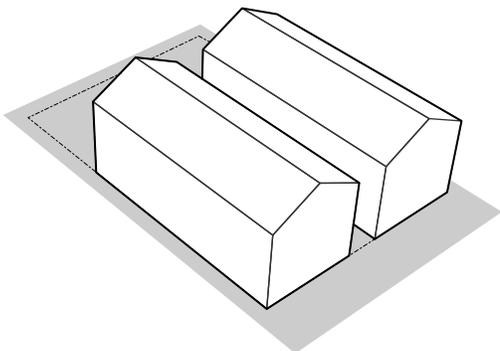


The Cottages at Hickory Crossing



FAR 0.23
OPEN SPACE 56%
UNITS 6

Rooming Houses with Shared Facilities

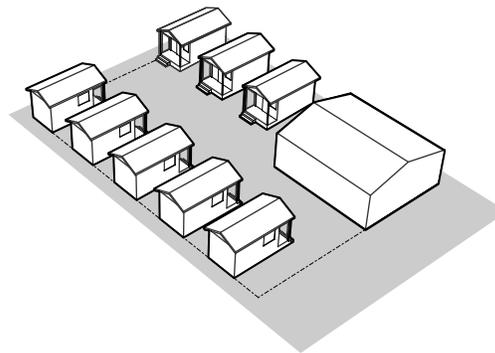


FAR 0.84
OPEN SPACE 44%
UNITS 31 rooming units in two structures with common areas

Rooming Units + Common House



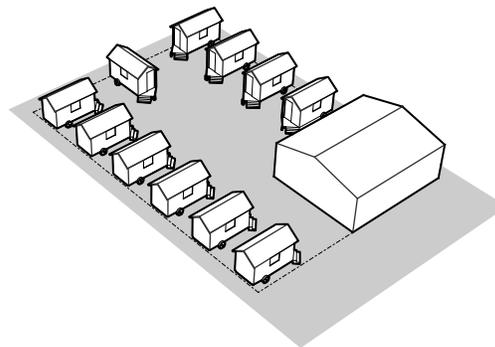
Quixote Village



FAR 0.26
OPEN SPACE 44%
UNITS 8 + common house



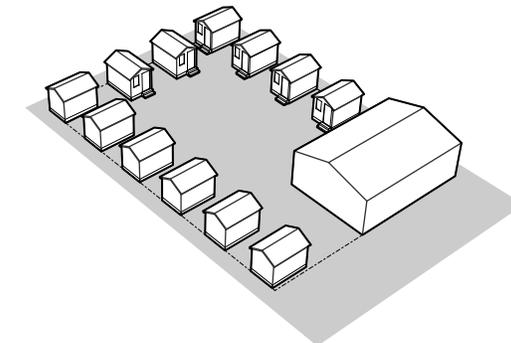
OM Village



FAR 0.2
OPEN SPACE 45%
UNITS 11 + common house



Licton Springs Village



FAR 0.21
OPEN SPACE 45%
UNITS 12 + common house



ENVISION COMMUNITY

Page 18

 Minneapolis, Minnesota

 <https://www.hennepinhealthcare.org/envision-community/>

 [An Introduction to Envision Community](#)

Articles

Kittock, R. (Nov 4, 2018) [Envision Community Concept Combines Healthcare and Housing](#). Mill City Times.

Serres, C. (Nov, 5, 2018) [A village of mini-houses for the poor and homeless proposed in Minneapolis](#). Star Tribune.

Images

Images from <http://www.weehouse.com/envision/>

QUIXOTE VILLAGE

Page 22

 3350 Mottman Rd SW, Olympia, WA 98512

 (360) 338-0451

 www.quixotecommunities.org

 [Staff Report](#)

Images

Images from QuixoteCommunities.org



SECOND WIND COTTAGES

Page 26

 1435 Elmira Rd, Newfield, NY 14867

 (607) 564-6087

 www.secondwindcottages.org

Articles

Githler, C. (Jan 11,2014) [A New Start: Second Wind Cottages Provide Housing for Tompkins County Homeless](#). Ithaca.com

Images

Images from www.secondwindcottages.org

OM VILLAGE

Page 30

 304 N Third St, Madison, WI 53704

 (608) 305-4707

 occupymadisoninc.com

 [Staff Report](#)

Articles

Mesch, S. (Aug 23,2017) [Occupy Madison Village | Small Spaces Offer New Start](#). Madison.com

Images

Images from occupymadisoninc.com and [Occupy Madison's Facebook Page](#)



LICTON SPRINGS VILLAGE

Page 34

 8620 Aurora Ave N, Seattle, WA 98103

 (206) 443-9935

 lihi.org

 [City-Permitted Villages](#)

Articles

Dennon, A. (March 7, 2019) [Licton Springs Village Is Closing. How Successful Was It?](#) Seattle Met.

Norimine, H. (March 31, 2017) [Seattle's First Low-Barrier Encampment Opens in Licton Springs Wednesday.](#) Seattle Met.

Greenstone, S. (April 23, 2018) [This tiny house village allows drugs. Should it have been put in a high drug-traffic area?](#) The Seattle Times.

Images

Figure 1: Licton Springs Village Tiny Homes, Kuow Photo/ Megan Farmer



THE COTTAGES AT HICKORY CROSSING

Page 38

 1621 S Malcolm X Blvd, Dallas, TX 75226

 (469) 904-7060

 <http://www.bcworkshop.org/cottages>

Articles

Lamster, M. (April, 2017) [How tiny houses and shipping containers just might solve the Dallas homeless crisis.](#) Dallas News.

Dicerson, K. (June 14, 2018) [Tiny Homes for Dallas' Chronically Homeless.](#) NBCDFW.

Sisson, P. (Dec 10, 2015) [Tiny Home Village in Dallas Aims to Revolutionize Homeless Care.](#) Curbed.

Images

Images from <http://www.bcworkshop.org/cottages>

OTHER VILLAGES



1. COMMUNITY FIRST VILLAGE Austin, TX

 <https://mlf.org/us/>

Organization: Mobile Loaves & Fishes

Units: 230

Property Size: 27 Acres

Cost: \$14.5 million

Rent: \$200-300/month

Amenities: Medical Facility, trails, outdoor movie theater, gardens, places of worship



2. CASS COMMUNITY TINY HOMES Detroit, MI

 <https://casscommunity.org/tinyhomes/>

Organization: CASS Community Social Services

Units: 6 Built // 25 total planned

Property Size: Varies

Cost: \$1.5 million

Rent: \$300/month

Amenities: N/A These homes are not located in a village but on their own lots.



3. A TINY HOME FOR GOOD Syracuse, NY

 <https://www.atinyhomeforgood.org/>

Organization: A Tiny Home For Good

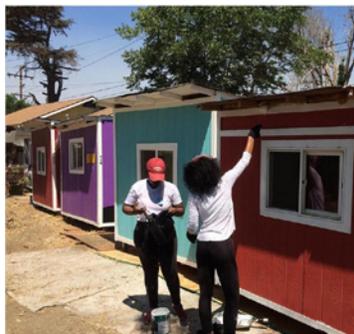
Units: 11

Property Size: Varies

Cost: \$32,000/unit

Rent: 30% of resident's monthly income

Amenities: N/A These homes are located on their own lots and include a living room bedroom, kitchen, and bathroom.



4. MY TINY HOUSE PROJECT LA Los Angeles, CA

 <http://www.mythpla.org/home.html>

Organization: A Tiny Home For Good

Units: 20 (40-50SF)

Property Size: Varies

Cost: \$100,000

Rent: ?

Amenities: Solar panels, mobile shower unit.



5. DIGNITY VILLAGE Portland, OR

 <https://dignityvillage.org/>

Organization: Dignity Village

Units: 43

Property Size: 48,000 SF

Cost: \$28,000 yearly operating costs

Rent: \$35/month

Amenities: On site veterinary and medical care



IDENTIFIED OBSTACLES

CPED staff has identified obstacles outside of the Zoning Code that could prevent intentional community cluster developments like Envision Community and other tiny house villages for the homeless from being built in Minneapolis:

1. There could be **restrictive covenants** on private land that regulate the minimum sizes of structures.
2. **Foundations:** A frost footing or anchor system that meets mobile home codes is recommended for the foundation. The Minnesota Residential Code does not approve of diamond piers as a foundation system for habitable structures.
3. **Composting toilets:** The Minnesota Plumbing Code does not allow composting toilets in buildings used for human habitation unless approved by the building official.
4. **Plumbing:** Providing plumbing to each rooming unit is costly and could be an obstacle to providing affordable homes. Though this would help save costs, the previous Minneapolis Environmental Health Director, Dan Huff, was concerned that not providing plumbing to rooming units could be a huge health concern to residents living in intentional community cluster developments.
5. **The Housing Maintenance Code:** The code allows only one dwelling unit under a property owner to be occupied by an intentional community. This does not take into consideration tiny house villages and rooming units.
6. **The Housing Maintenance Code:** The code requires communal kitchens to be accessed by occupants without going outside of the room house or lodging establishment and the lavatory and bath facilities must be located within the rooming house or lodging establishment.