



PLANNING COMMISSION
DATE: 11/14/16
AGENDA ITEM: 5C– DISCUSSION ITEM

ITEM: Residential Districts – Allowed Density

SUBMITTED BY: Stephen Wensman, Planning Director

REVIEWED BY: Emily Becker, City Planner.

Kristina Handt, City Administrator.

BACKGROUND:

During a recent City Council meeting, after the approval of the Open Space Preservation ordinance amendment, there was discussion regarding the subdivision of property in the rural zoning districts in to smaller lots than what is currently allowed. The discussion referenced other discussions in the past regarding this same matter.

The subdivision of property into 2.5 acre lots is limited to the Residential Estates zoning district, and such zoning is limited in the City to a small area. Furthermore, the Comprehensive Plan guides only a small new area as residential estate. The City Council is requesting that the Planning Commission discuss the expansion of 2.5 acre or similar sized lot development in the rural districts.

PLANNING ZONING ISSUES:

Current Minimum Lot Size Standards

The table below outlines the minimum lot area (in acres) required for properties within Rural Districts.

RT	A	RR	RS	RE
20	40	10	1.5	2.5

Open Space Preservation Developments

The recently approved Open Space Preservation ordinance requires a minimum land area of a nominal contiguous 20 contiguous acres for an open space planned unit development. The land must also be located in the Rural Residential, Agricultural or Residential Estate zoning districts. Any property that is in these zoning districts but does not or cannot meet the 20 acre-minimum

requirement through combining with adjacent parcels cannot further develop as an OP development. Subdivision of these parcels would be limited to the lot sizes specified in the table above. Such parcels are outlined in the attached map.

The current limitation on rural estate development in favor of OP development is consistent with the current comprehensive plan policy and vision statements:

“Encourage the majority of the new households created in areas north of 10th Street north and outside the Village Area to be efficiently developed in a rural context in the form of Open Space Development cluster neighborhoods.”

“Lake Elmo’s land use plan is guided by its core vision of creating and maintaining a rural community within the Metropolitan region.”

“The remainder of the community north of 10th Street and surrounding the Old Village will continue Lake Elmo’s long tradition of providing rural living opportunities within the Metropolitan area.”

The new (OP) Open Space Preservation Ordinance allows cluster development on properties 20 acres or greater. Previous Planning Staff had conducted an analysis to determine the potential number of housing units that could be developed in the Agriculture and Rural Residential zoning districts under the OP Ordinance when the minimum acreage was 40 acres. The total acreage zoned identified (less 15% assumed unbuildable) was multiplied by (.45) to determine the number of households. The number of households possible under the old ordinance was 524. Staff did a similar exercise identifying lots between 20 and 40 acres in size have determined that the new ordinance would allow an additional 494 households to be developed under the OP Ordinance, or a total of 1,018 households.

Old OP Ordinance - Min 40 Acres Required

Zoning District	# of Parcels	Total Acreage	# of Households	Total Acreage - assuming 15% unbuildable area	# of Households (realistic)
A	8	586.28	263.826	498.338	224.2521
RR	13	783.24	352.458	665.754	299.5893
					524.00

New OP Ordinance - Min 20 Acres Required

Zoning District	# of Parcels	Total Acreage	# of Households	Total Acreage - assuming 15% unbuildable area	# of Households (realistic)
A	20	941.57	423.7065	800.3345	360.150525
RR	45	1721.24	774.558	1463.054	658.3743
					1018.00

Possible Increase in # of households by allowing Min 20 Acres for OP Development
(1018-524 = 494)

494

The remaining rural properties, 20 acres or less in size, are unable to develop into OP developments. These properties are currently limited to 1 unit per 10 acres under Rural Residential zoning, or 1 unit per 40 under Agriculture zoning. If the City were to allow rural properties, 5-20 acres in size, to develop into 2.5 acre lots, as could be done under Residential Estates zoning, the city might see an additional 418 households.

Zoning District	# of Lots 5-20 acres	Potential Increase in Number of Lots Under 2.5 Acre Minimum Standard for lots 5-20 acres
A	29	81
RR	136	337
		418 (new households)*

*(new lots - parent lots subtracted)

Total rural growth under with the new OP ordinance and if the city were to allow 2.5 acre minimum lots elsewhere in the rural districts would be approximately 1,436 households, which would result in potentially 556 more unsewered households and 1,329 more unsewered population than forecasted for 2040.

(Met Council Forecasted Unsewered Households = 3,679)

(2014 MC Est. Unsewered Households = 2, 865 – 66 sewer lots = 2,799 rural households)

(Future rural households with OP and 2.5 acre zoning = 2,799 +1,436 (new rural households) = 4,235 households)

4,235 – 3,679 = 556* (MC Forecasted Unsewered Pop. 8792/MC Forecasted Unsewered HH of 3679 = 2.39) 1,329

2015 System Statement.

MN State Statute requires cities to have comprehensive plans that are in conformity with metropolitan system plans. The Metropolitan Council approves such plans and has issued a system statement which provides:

- forecasted population, households, and employment through the year 2040;

- guidance on appropriate densities to ensure that regional services and costly regional infrastructure can be provided as efficiently as possible.
- affordable housing need allocation;

The 2015 System Statement for Lake Elmo was issued by the Met Council in 2015 with forecasts for the next comprehensive plan update:

	2010 (actual)	2014 (est.)	2020	2030	2040
Population	8,061	8,594	10,500	14,100	18,200
Households	2,776	2,865	3,800	5,300	7,100
Employment	1,941	2,366	2,900	3,350	3,800

The Metropolitan Council has also determined the regional need for low and moderate income housing for the decade of 2021-2030. Lake Elmo's share of the region's need for low and moderate income housing is 508 new units affordable to households earning 80% of area median income (AMI) or below. Of these new units, the need is for 27 affordable households earning at or below 30% of AMI, 179 affordable to households earning 31% to 50% of AMI, and 302 affordable to households earning 51% to 80% of AMI. These forecasts are for new units which translates to a Met Council requirement to have land area guided for Medium Density and High Density Residential in the Comprehensive Land Use Plan.

Affordable Housing Need Allocation for Lake Elmo

At or below 30% AMI	27
31 to 50% AMI	179
51 to 80% AMI	302
Total Units	508

As part of forecasted growth, a percentage of it is required to be sewerer growth:

Forecast Year	Forecast Component	Population	Households	Employment
2010	MCES Sewered	0	0	623
2010	Unsewered	8,061	2,776	1,318
2020	MCES Sewered	2,912	1,059	2,338
2020	Unsewered	7,588	2,741	562
2030	MCES Sewered	6,160	2,240	2,788
2030	Unsewered	7,940	3,060	562
2040	MCES Sewered	9,408	3,421	3,238
2040	Unsewered	8,792	3,679	562

RECOMMENDATION:

Staff is recommending Planning Commission discuss allowing smaller lots in the Rural Districts.

ATTACHMENTS:

- Map of properties zoned Agricultural, Rural Residential, and Residential Estate under 20 acres.