

SECTION 3: LAND USE

Land Use Planning since 1998

Since the 1981 Comprehensive Plan, there have been several land use developments within Lauderdale. The largest of them developed Lauderdale's remaining open parcels. These three planned unit developments (PUDs) were Brandy Chase Condominiums (built in 1979-80), Rosehill Townhomes (built in 1987-91) including City Gables Apartments, and Luther Seminary's Burnsvold Apartments (built in 1981). Brandy Chase Condominiums and Luther Seminary's apartments were developed privately and Rosehill Townhomes and City Gables Apartments were developed as a part of a City-sponsored Tax Increment Finance (TIF) district. The TIF district included a small park and drainage pond on the property south of the development. The park is now known as the Lauderdale Nature Area.

Since the adoption of the last Comprehensive Plan, the City has seen a number of developments and changes. Goodwill Industries moved its Lauderdale operation to Roseville. The Minnesota Department of Transportation acquired the land for future improvements to Trunk Highway 280 (TH280) and to hold storm water. In 2001, Children's Home Society consolidated their operations in Lauderdale and opened a new building north of the Eustis Street and Como Avenue intersection. Also in 2001, Boyer Motor Company and Hamline AutoBody opened their doors for business at the intersection of TH280 and Broadway Drive. Previously, the University of Minnesota's Computer Center and the Lightning Transient Research Institute were located at the intersection. Over \$600,000 was provided by the Metropolitan Council in the form of a Livable Communities Grant to clean up hazardous waste and asbestos to prepare the site for redevelopment. The priority of the 1998 Comprehensive Plan was the development of commercial or industrial businesses at the TH280 and Broadway intersection. The change from tax-exempt University of Minnesota use to privately owned businesses achieved the goal of improving the City's property tax base.

Previously Planned Land Uses

Generally speaking, land uses have not changed in Lauderdale over the last decade. The following pages match the 1997 land use map and table to the current land use map and table (pages 26-27). The formats are different as the City used the land use descriptions recommended by the Metropolitan Council for this Plan revision but the previous maps were unable to be redrafted in the same manner.

Map 3-1: 1997 Existing Land Use

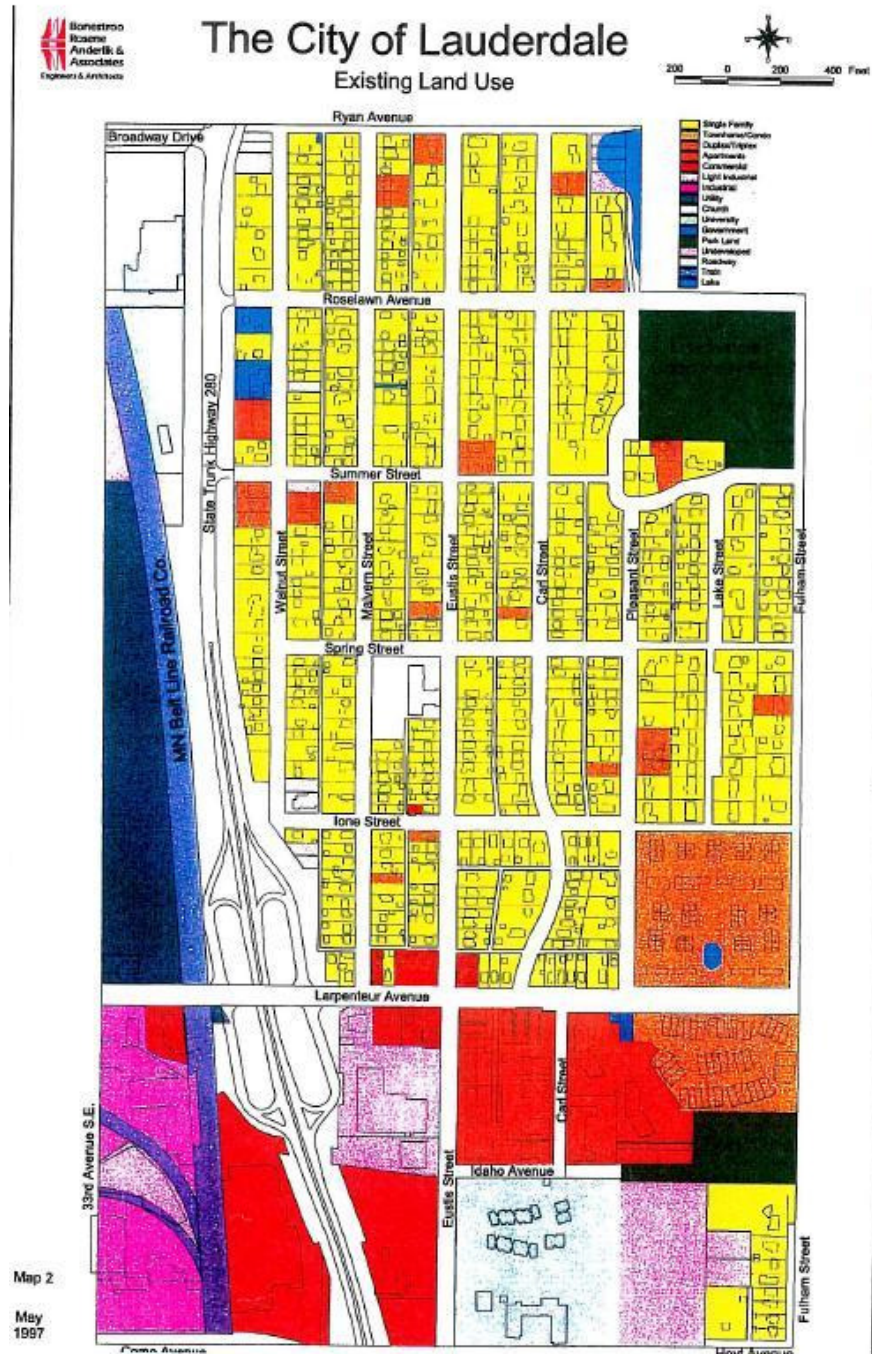


Table 3-2: 1997 LAND USE ACREAGE WITHIN THE CITY OF LAUDERDALE

Category	No. of Acres
Total Land Area of Lauderdale	271.23
Total Land Area Outside the Urban Service Area	0
Total Land Area Within the Urban Service Area:	271.23
Single-family housing	85.47
Multi-family housing (Townhome, Condo, Duplex, Triplex, Apartments, Drainage pond in Planned Unit Development)	27.46
Commercial	12.59
Industrial (Light Industrial, Industrial, Utility)	22.82
Public and semi-public (Churches, University, Government)	18.38
Public and semi-public land not being used (see Vacant land - public and semi-public)	
Airports	0
Parks and recreation	10.06
Roadways	76.16
Open Water	0.96
Existing Use Subtotal	253.9
Vacant Developable Land Within the Urban Service Area:	
Single-Family	0.24
Multi-family housing (Townhome, Condo, Duplex, Triplex, Apartments)	0
Commercial	0
Industrial (Light Industrial, Industrial)	0.93
Public and semi-public (Churches, University, Government)	1.14
Vacant Developable subtotal	2.31
Restricted Land for Development within the Urban Service Area:	
Wetlands (see Existing land use - open water)	
Forest/tree areas	0
Hydric soils (see Existing land use - open water)	
Land owned by nonprofits for passive use	5.44
Shoreland setbacks	0
Historic sites	0
Bluffs	0
Parks (see Existing land use - parks and recreation)	
Trails (see Existing land use - parks and recreation)	
Highway and street right-of-ways (see Existing land use - roadways)	
Airports (see Existing land use - airports)	
Other regional facilities	0
Common open space in planned urban developments (see Existing land use - multi-family housing)	
Polluted sites (included in Existing land use - industrial. Site scheduled for clean-up in 1997)	
Floodplains	0
Mitigation commitments	0
Parking required for commercial/industrial development (see Existing land use - commercial and industrial)	
DNR restriction on percentage of lot allowed for development	0
Indian burial grounds	0
Utility easements (railways)	9.58
Other	0
Development Restrictions Subtotal	15.02
Total Land Within Lauderdale's Urban Service Area	271.23

1998 Staging Plan

When the last Comprehensive Plan was written, the City postulated what land use and development changes would happen by 2020. A staging plan and map were created to explain the proposed changes. The 1998 Plan focused on expanding businesses along Larpenteur Avenue through zoning changes and the redevelopment of open parcels. Some of the proposed changes have happened since 1998. Following is a summary of the staging plan progress since 1998 followed by the original staging plan map.

By the year 2005:

1. Rezone the property at 1631 Eustis Street from I-1 (Industrial) to B-1 (Community Business).
2. Redevelop the former Rose Hill Dairy Store at 2436 Larpenteur Avenue as a commercial property.
3. Rezone these properties north of Larpenteur Avenue from a commercial zoning district that includes light industrial to a commercial zoning district that does not include light industrial.
4. Redevelop this former University of Minnesota property and Brownfield site to a light industrial use.

*Progress: 1. 1631 Eustis is still zoned I-1 for light industrial.
2. The former site of Rosehill Dairy has not been redeveloped but has new owners.
3. Light industrial is not an allowed use or conditional use for business and residential properties north of Larpenteur Avenue.
4. The former University of Minnesota property has been redeveloped.*

By the year 2010:

5. Minnesota Department of Transportation (MnDOT) will reconstruct Trunk Highway 280. This reconstruction will include the taking of a portion of the Goodwill/ Easter Seal site at 2543 Como Avenue as well as the possible taking of land on the north end of Walnut Street. Any land left at the north end of Walnut Street after the highway reconstruction would be developed as a park/open space.

Progress: 5. Plans to reconstruct the bridge are progressing. The former Goodwill/Easter Seals site is a storm water holding pond owned by Mn/DOT.

By the year 2015:

6. Rezone these properties north of Larpenteur Avenue from a residential zoning district to a commercial zoning district that does not include light industrial.
7. Rezone these properties south of Larpenteur Avenue from a residential zoning district to a commercial zoning district that does not include light industrial.
8. Redevelop the properties at 1769 and 1771 Walnut Street from vacant land to a park/open space use.

Progress: 6 & 7. The property on the north side of Larpenteur Avenue from Eustis to Pleasant Street has not yet been rezoned for commercial use. The property on the

- north side of Larpenteur Avenue from Malvern to Eustis Street is zoned for business use and B-1 zoning districts do not allow industrial uses.
8. 1769 and 1771 Walnut Street are single-family homes.

By the year 2020:

9. Redevelop the properties south of 1738 Ione Street from vacant land to a park/open space use.
10. Redevelop the properties west of Walsh Lake from vacant land to a park/open space use.

Progress: 9 & 10. See section 6, page 70, regarding parks and open space plans.

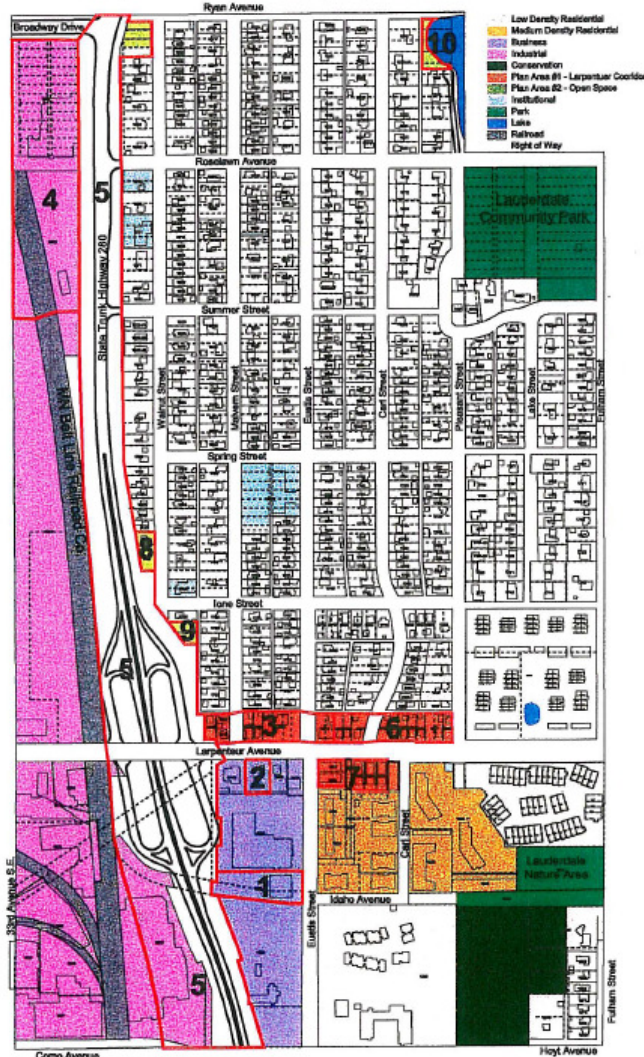
Map 3-3: 1997 Staging Map



The City of Lauderdale
Comprehensive Plan—Staging Map



Map 4
August
1997



Land Use Planning – 2008-2030

The following sections describe land use changes planned through 2030 and acknowledge the Metropolitan Council's expectations of all cities and developed cities in particular.

The first policy of the Metropolitan Council is to “Work with local communities to accommodate growth in a flexible, connected and efficient manner.” Community roles established by the Metropolitan Council that are relevant to Lauderdale follow:

Community Role (All Communities)

- Plan for development that accommodates growth forecasts at appropriate densities.
- Adopt and implement a Council-approved comprehensive plan.
- Maintain, replace or expand local facilities and infrastructure to meet growth and development needs.
- Conserve natural resources—particularly water resources— and protect vital natural areas when designing and constructing local infrastructure and planning land use patterns.
- Develop and implement environmentally sound and cooperative water use practices, conservation initiatives, and joint planning and implementation efforts, including wellhead protection plans, designed to protect and ensure an adequate supply of water for the region.
- Incorporate innovative storm water management techniques, natural resources conservation practices, and habitat restoration projects into development plans and projects.

Community Role (Developed Communities)

- Accommodate growth forecasts through reinvestment at appropriate densities (5 units plus in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity).
- Approve and permit reinvestment projects that make cost effective use of infrastructure and increase density.
- Adopt ordinances to accommodate growth and use land and infrastructure efficiently (examples: innovative zoning techniques for mixed use development, transit oriented development, overlay districts, planned unit development provisions, and traditional neighborhood development overlay zones.)
- Support the conversion or reuse of underutilized lands in order to accommodate growth forecasts, ensure efficient utilization of existing infrastructure investments and meet community needs.
- Reduce infiltration and inflow into the local and regional wastewater treatment system.

In addition to the policies established by the Metropolitan Council, the following policies will be used to guide development decisions in Lauderdale.

General Development Policies for Lauderdale

- The Comprehensive Plan will guide future development in such a way as to strengthen, enhance, and protect the City's character and natural environment.

- The City Council will review each development proposal to ensure it is consistent with the City's Comprehensive Plan.
- Projects will not begin until complete proposals and designs are submitted, requirements of city planning officials met, expenses guaranteed, and plans approved by City Council.
- Lauderdale will continue to seek diversity of living environments. Growth will be influenced by community input, development trends, accessibility, and need for services.
- The City will continue to make optimal use of public land.
- Lauderdale will coordinate planning efforts and development decisions with neighboring communities, watershed districts, and the Metropolitan Council.
- Future development will retain the small-town character of the community. Development along the Larpentour Avenue corridor will be done through zoning, architectural review, parking, landscaping, siting of structures, and other tools at the City's disposal.
- Active living principles will be incorporated into planning for land use changes.
- Lauderdale will encourage development that expands the City's current revenue base.
- The City will ensure that adequate buffers are created between the commercial and residential districts.
- To the extent possible, the City will encourage the use of environmentally sound building practices and materials.

Existing Land Use

The land use map (3-4) and table (3-5) were updated to reflect current land uses within the City. The new table and map use land use designations recommended by the Metropolitan Council. A few changes were made relative to the 1997 land use map. The City merged duplexes, triplexes, and single family homes into one land use designation as the uses of these structures are similar. Differentiation was made between the owner-occupied townhomes and condominiums and the multi-family rental apartments.

Two columns on *Table 3-5: Existing and Planned Land Use* are labeled as existing land uses. The *Existing 2000* column reflects information from the Metropolitan Council's land use database. The *Existing 2007* column is derived information prepared by the City's engineering firm. The *Existing 2007* column data is the base for computing the changes expected from the implementation of the City's 2008-2030 staging plan.

Map 3-4: Existing Land Use Map

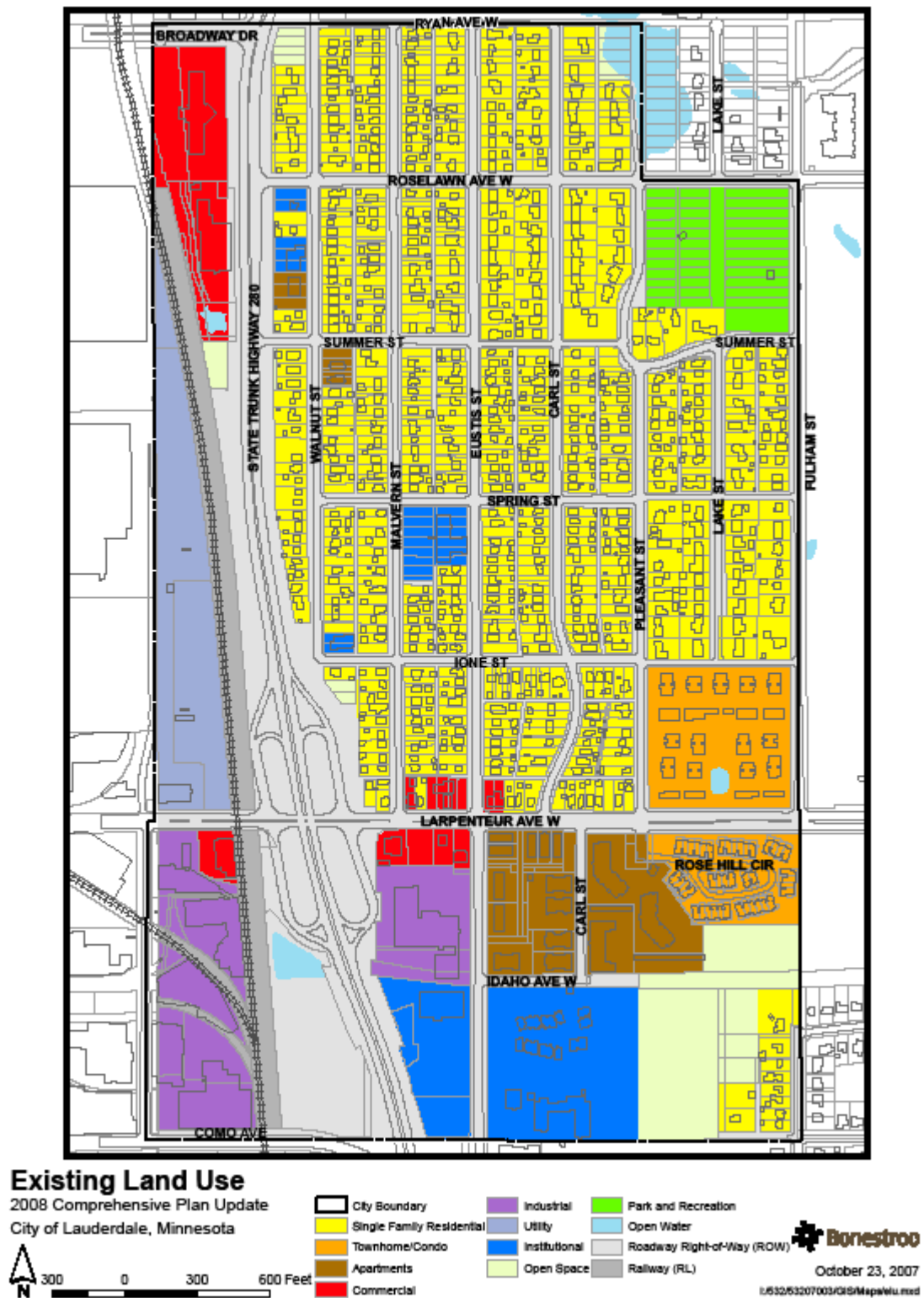


Table 3-5: Existing and Planned Land Use Table in 5-Year Stages (acres)

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2000) ¹	Existing (2007)	2010	2015	2020	2025	2030	Change 2007-2030 ²
	Minimum	Maximum								
Residential Land Uses										
Low Density Residential	1	3	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0
Medium Density Residential	4	9	117.00	89.46	88.58	87.64	87.64	87.64	87.64	-1.82
High Density Residential	10	30	36.00	23.40	23.40	23.40	22.30	22.30	29.93	6.53
Mixed Use Primarily Residential	6	15	8.00	0.00	3.14	4.08	5.18	13.39	17.27	17.27
C/I Land Uses	Est. Employees/Acre									
Commercial			8.00	9.24	6.98	6.98	6.98	6.98	6.98	-2.26
Industrial			37.00	12.65	12.65	12.65	12.65	8.46	8.46	-4.19
Office										0
Mixed Use Primarily C/I										0
Extractive										0
Public/Semi Public Land Uses										
Institutional			13.00	15.53	15.53	15.53	15.53	11.51	0.00	-15.53
Parks and Recreation			10.00	7.27	7.27	7.27	7.27	7.27	7.27	0
Open Space				9.31	9.31	9.31	9.31	9.31	9.31	0
Roadway Rights of Way			15.00	81.98	81.98	81.98	81.98	81.98	81.98	0
Utility				9.99	9.99	9.99	9.99	9.99	9.99	0
Railroad				9.93	9.93	9.93	9.93	9.93	9.93	0
Airport				0.00	0.00	0.00	0.00	0.00	0.00	0
Subtotal Sewered										0
Outside Urban Service Area	Minimum lot size	Maximum lot size	Existing (2000)	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
Rural Residential 2.5 acres or less			NA	NA	NA	NA	NA	NA	NA	NA
Rural Residential 2.5 - 10 acres			NA	NA	NA	NA	NA	NA	NA	NA
Rural Residential 10-40 acres			NA	NA	NA	NA	NA	NA	NA	NA
Agricultural 40+ acres			NA	NA	NA	NA	NA	NA	NA	NA
Subtotal Unsewered			NA	NA	NA	NA	NA	NA	NA	NA
Undeveloped			25.00	0	0	0	0	0	0	
Wetlands	--	--	0	2.29	2.29	2.29	2.29	2.29	2.29	0
Open Water, Rivers and Streams	--	--	0	0.18	0.18	0.18	0.18	0.18	0.18	0
Total			269.00	271.23	271.23	271.23	271.23	271.23	271.23	

¹ 2000 information taken from Metropolitan Council Land Use Database. All other calculations derived from GIS information prepared by City Engineers Bonestroo, Rosene, Anderlik, and Associates.

² The table reflects the change between the City Engineer's 2007 data to 2030.

2008-2030 Staging Plan

The City anticipates the adoption and implementation of the land use goals, policies, and recommendations below will take until 2030, and possibly beyond, to implement. The staging plan and staging plan map are included as tools from which the Metropolitan Council and the Lauderdale can begin to dialogue about the long-term infrastructure needs of the City.

By the year 2010:

1. Establish a mixed use zoning corridor for Larpenteur Avenue from TH 280 to Carl Street on the north and from TH280 to Eustis Street on the south.
2. Establish design standards with the assistance of a design firm for Larpenteur Avenue from TH280 to Carl Street on the north and from TH280 to Eustis Street on the south before the Mn/DOT bridge project. Negotiate with Mn/DOT for bridge plans that minimize the negative impact on Lauderdale residents and businesses and coincide with the City vision and plans for Larpenteur Avenue.
3. Ensure the City's goals for pedestrian access are adopted in the Comprehensive Plan. Preparation will allow the City to negotiate with Mn/DOT for pedestrian and bike access for the new Larpenteur/East Hennepin Bridge.

By the year 2015:

4. Expand the mixed use zoning corridor for Larpenteur Avenue from Carl to Pleasant Street on the north side. Simultaneously, modify the master design plan with local stakeholders before expanding of the mixed use zoning area.
5. Consider the relocation of City Hall and the Public Works Building to Larpenteur Avenue. A location has not yet been identified.

By the year 2020:

6. Expand the mixed use zoning designation from Eustis Street to Carl Street along the south side of Larpenteur Avenue. Simultaneously, modify the master design plan with local stakeholders.

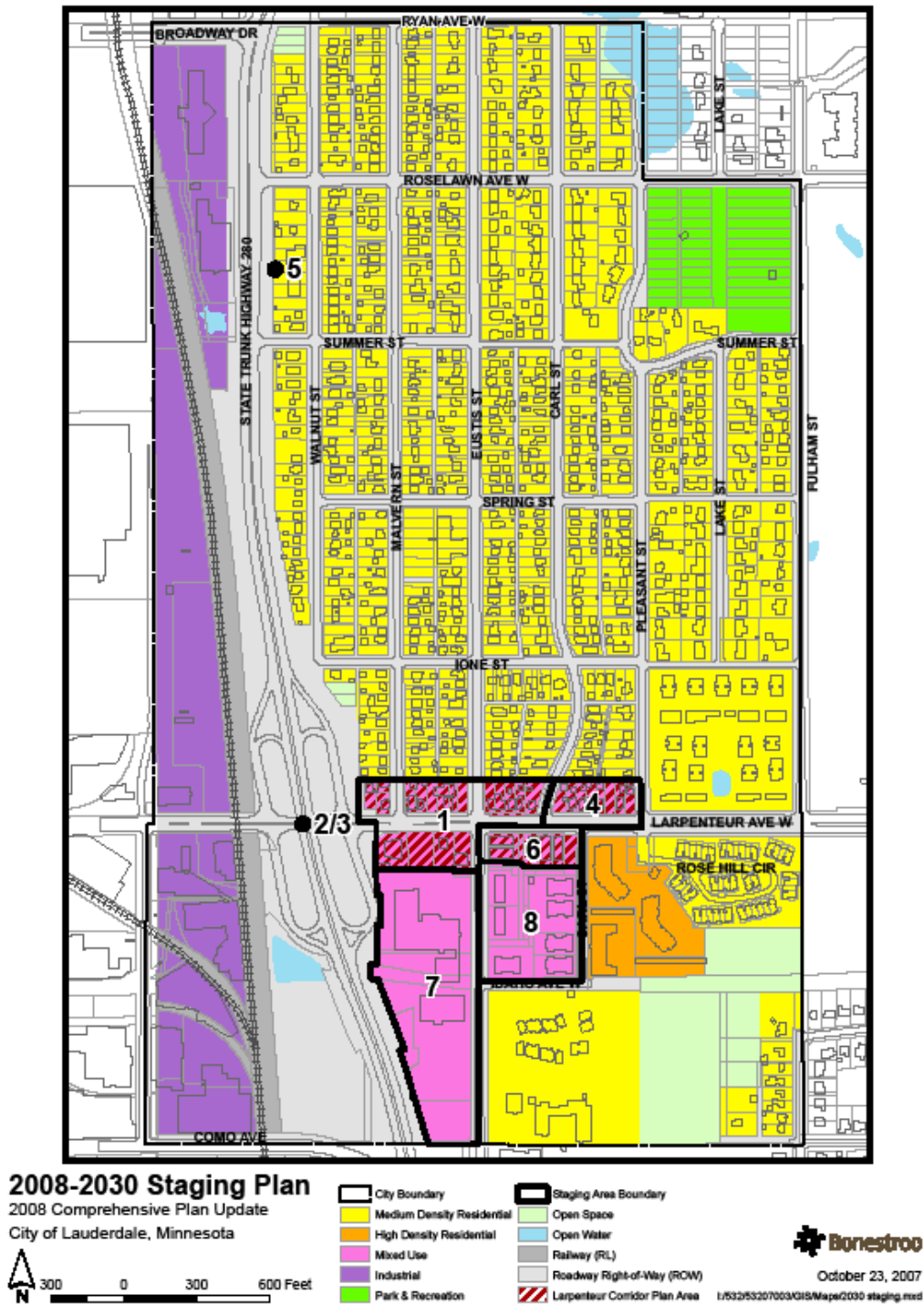
By the year 2025:

7. Expand the mixed use zoning designation for 1605, 1631, and 1633 Eustis Street and adjacent improved vacant property. At the same time, expand or modify the master design plan with local stakeholders.

By the year 2030:

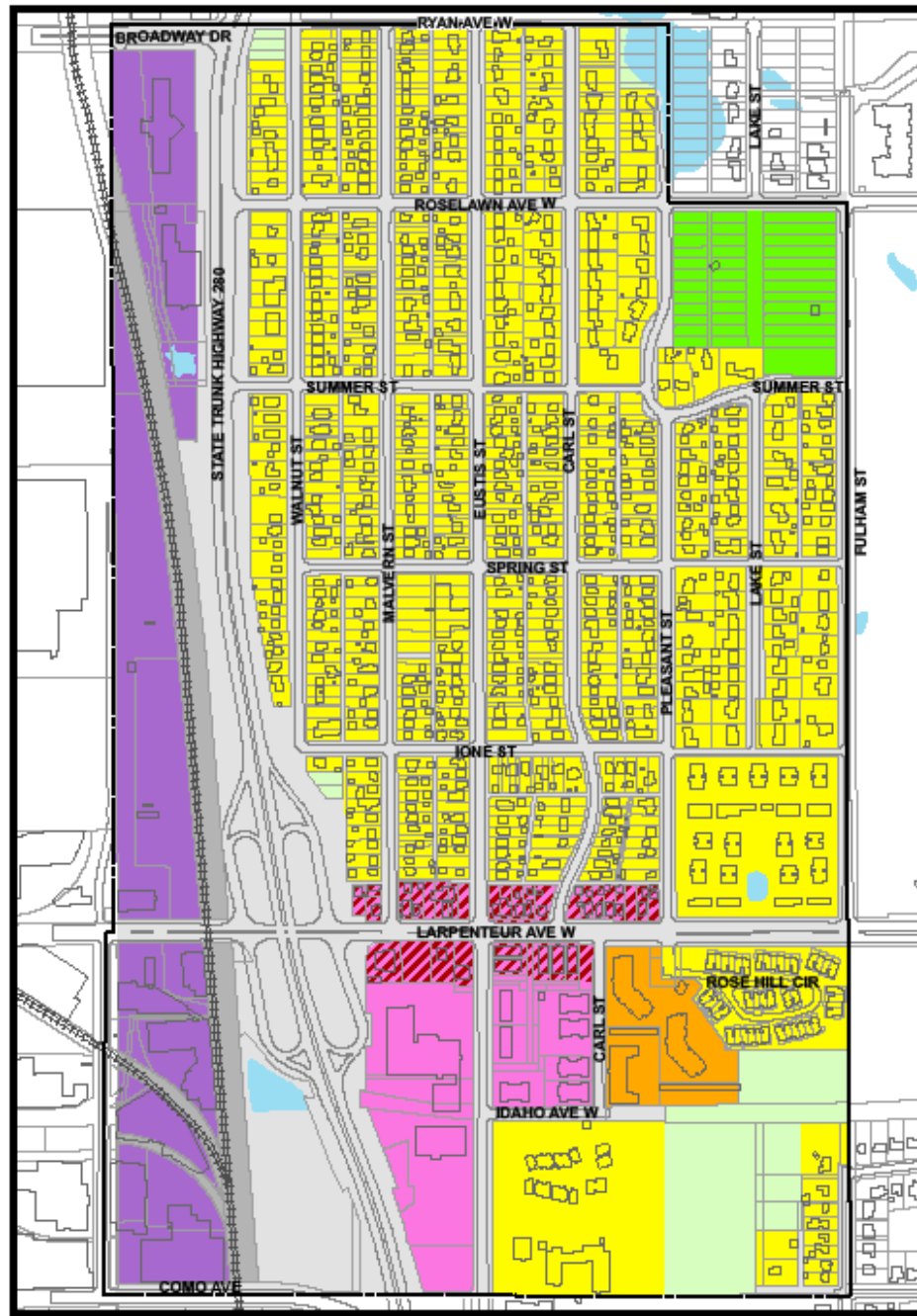
8. Expand the mixed use zoning designation for the remaining R-2 properties between Eustis Street and Carl Street south of Larpenteur Avenue. At the same time, expand or modify the master design plan with local stakeholders.

Map 3-6: 2008–2030 Staging Plan Map



Map 3-7 shows Lauderdale's land uses after implementing the Staging Plan. The land use calculation in 5 year increments are found on page 27, *Table 3-5: Existing and Planned Land Use Table in 5-Year Stages*.

Map 3-7: 2030 Land Use Map



Planned 2030 Land Use
2008 Comprehensive Plan Update
City of Lauderdale, Minnesota



- City Boundary
- Medium Density Residential
- High Density Residential
- Mixed Use
- Industrial
- Park & Recreation
- Open Space
- Open Water
- Railway (RL)
- Roadway Right-of-Way (ROW)
- Larpen Corridor Plan Area



October 23, 2007

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Land Uses and Land Use Policies by Type

R-1 Suburban Residential zoning allows for parks, public schools, and single-family dwellings. The R-1 district comprises most of the City's land. All lots have sewer and water service. Disbursed among the detached single family homes are duplexes and small apartments (2 to 7 units) in the R-1 district. The three completed planned unit developments (PUDs) for townhomes, condominiums, and student apartments were zoned R-1. Additionally, two churches are located within the R-1 district.

R-1 Land Use Goals and Policies:

- Maintain the character and density of the single-family homes in the R-1 district.
- Improve biker and pedestrian safety.
- Incorporate active living principles in development projects.
- Allow for housing within range of economic affordability.

R-1 Land Use Recommended Actions:

- Create planned unit developments to facilitate infill redevelopment (for example, long-term redevelopment of the Chinese Christian Church). Assess whether the building could be rehabbed into senior housing or other use that may preserve the original building.
- Require that site improvements be compatible with the residential area.
- Plan for walkway systems in the early design stages of any new development so that residents are provided safe access to City parks and open space.
- Minimize storm water run-off problems by addressing issues such as setback requirements and limits on amount of impervious surface.
- Address other ordinance issues, such as off- and on- street parking.
- Review City ordinances defining allowable home occupations and revise as needed to address current economic, energy, and transportation issues.

R-2 Urban Residential allows for public parks, public schools, and two-family dwellings. The 1997 Zoning Map defines R-2 Urban Residential as the land on the southeast corner of Eustis Street and Larpenteur Avenue extending to Idaho Avenue on the south and Pleasant extended on the east. Currently, this area is high-density multi-family residential housing.

R-2 Land Use Goals and Policies:

- Encourage existing land owners to maintain and improve their properties.
- Through long-term redevelopment, achieve a mix of densities and housing types for people from diverse age groups, economic levels, and living styles.
- Create development on a scale that is consistent with land use, market demands, and development standards.
- Improve biker and pedestrian safety.

R-2 Land Use Recommended Actions:

- Create a mixed use (MU) zoning district to expanded opportunities for the long-term development of the R-2 zoning district.
- Improve biker and pedestrian safety through the incorporation of active living principles.

- Require planning of walkway systems in the early design stages of any new development so that residents are provided safe access to City parks and open space.
- Require utilities to be placed underground, wherever possible, both for aesthetic enhancement and improved safety.

R-3 Multiple Residential zoning allows for churches, multiple family dwellings, public and parochial schools, public parks, and townhouses. Previously, the area between TH280 and Eustis from the southern City border to 330 feet south of Larpenteur Avenue was designated R-3 – Multiple Residential. Since this area was rezoned for business and industrial uses, an R-3 district has not existed in the City.

B-1 Community Business zoning currently allows for commercial schools, eating and drinking places, motor fuel stations, offices and banks, parking lots, personal and professional services, public buildings, and retail businesses. The B-1 zoning district follows the first row of businesses and homes along Larpenteur Avenue on the north and south from TH280 to Eustis Street plus the Union Building (2417 Larpenteur Avenue) on the northeast corner of Larpenteur and Eustis. New Mech’s 1633 Eustis property was zoned B-1 in the mid-1990s. The 1997 zoning map also shows that the area owned by the Children’s Home Society to the southern City border is zoned B-1.

The City’s long-term vision is to create a vibrant commercial corridor along Larpenteur Avenue that includes a viable mix of housing. Another objective is to develop land use planning policies that appeal to developers and investors yet do not negatively impact current property owners. During the Comprehensive Plan visioning process, a number of methods to achieve these goals were discussed. For example, the City could revise and expand its existing B-1 zoning along Larpenteur Avenue to encourage new development. The drawback is that the B-1 zoning only allows for multi-family housing as a conditional use. It does not allow housing over commercial, townhomes, condos, or other houses uses; thereby, limiting infill options and potentially preventing the creation of a “downtown” area.

Another Steering Committee discussion focused on maintaining the current mix of B-1 and R-1 zoning along Larpenteur Avenue and allow for expanded conditional uses in those districts. Some felt that this was land use planning “through the back door” as opposed to a more direct re-zoning process. This method would also require a revision of the conditional use provisions for each district. The unintended result might be the creation of new, undesirable conditional uses for other parts of the City.

A mixed use zoning district along Larpenteur Avenue appeared to give the City the most flexibility. In the future, this mixed-use district could be expanded to include the New Mech property through Lauderdale’s southern border if it provides the flexibility to create commercial or housing opportunities on the land currently owned by New Mech. Further into the future, the City may expand the zone to the R-2 district on the southeast corner of Larpenteur and Eustis if it allows for the development of new or revamped uses for the apartment buildings.

Another option is to create a planned unit development district for Larpenteur Avenue. This is an option the City may consider if it allows for greater flexibility to achieve City goals and meet residents' needs and desires.

The following establishes some of the desirable guidelines for a mixed use development. The emphasis is on creating a vibrant, livable, walkable corridor that applies unique solutions to compensate for the small land size, heavy traffic, and difficult parking.

Mixed Use Land Use Guidelines:

- Perform market research on the types of uses viable along Larpenteur Avenue.
- Provide incentives to businesses that offer convenient, attractive shopping and professional services that meet residents' needs.
- Allow a mix of residential and commercial uses to co-exist. This may occur on adjacent parcels as well as through a mix of uses within the same structure.
- Zoning/ordinance changes should be coordinated to prevent haphazard redevelopment (evaluate use of planned unit developments).
- Use building standards that enhance and maintain a small town look and feel. This may include: brick facades, traditional street lighting, sidewalks, etc.
- Create standards for lot size and layout of buildings (freestanding, rowed).
- Consider alternatives for meeting parking requirements. This may include parking in the rear of buildings or shared parking.
- Make the area pedestrian and bike friendly to further reduce the need for parking. Allow for adequate bike parking.
- Consider limiting access to city streets north of Larpenteur Avenue to curb traffic and create room for more mixed use purposes.
- Plan for lighting and other public improvements. Decide whether improvements will be the responsibility of the City or the developer/property owner.
- Involve residents, businesses, community groups, and other stakeholders in the planning of this district.
- Consider height restriction of new buildings as residents abut Larpenteur Avenue on the northern and southern side of the street.
- Plan for a buffer between the commercial area and residential neighborhood.
- Calculate storm and sanitary sewer capacity of the area and ensure that new development does not exceed that capacity.
- Discuss creation of a design plan for the expanded area with neighboring jurisdictions (Roseville, Falcon Heights, Minneapolis and St. Paul (St. Anthony Park)).

I-1 Industrial zoning currently allows for antennas; auto reduction and junk yards; auto sales, service, and repair; commercial recreation; manufacturing; public utility buildings; supply yards; truck terminals; wholesale business; and telecommunications towers. Industrial uses are located on the west side of Trunk Highway 280 from the northern to the southern Lauderdale border. Additionally, 1631 Eustis Street (New Mech's southern parcel) is zoned I-1.

I-1 Land Use Goals and Policies:

- Maintain a healthy industrial corridor to provide local employment and contribute to the City's economic health.

- Involve residents, businesses, community groups, and other stakeholders in the planning of this district.

I-1 Land Use Recommended Actions:

- Maintain the industrial land use designation for land on the west side of Trunk Highway 280 from the northern to the southern City border.
- Change the I-1 zoning at 1631 Eustis Street to business / mixed use should New Mech relocate its business from Lauderdale.
- Calculate storm and sanitary sewer capacity of the area and ensure that any new or expanded use does not exceed that capacity.

C-1 Conservation, as found on the 1997 Zoning Map and defined by Chapter 10 of City Code, includes what is commonly referred to as Lauderdale Community Park and the Lauderdale Nature Area. Since 1997, the City has purchased two lots at the intersection of Walnut and Ione Streets and four lots on the north-west corner of Walsh Lake. These last two sections of publicly owned land are not currently defined in the zoning ordinance.

C-1 Land Use Goals and Policies:

- Maintain and improve existing parks and open spaces to allow for greater resident enjoyment.
- Create connectivity within Lauderdale to make the parks and open spaces accessible to all residents.
- Invest in features for the parks and open spaces that are safe, long lasting, and visually attractive and well-maintained.

C-1 Land Use Recommended Actions:

- Create a master plan and make decisions based upon the master plan for Lauderdale Community Park and other open spaces.
- Create maintenance plans for all capital improvement projects prior to their approval.
- Delineate property lines before improving the peripheries of public land.
- Develop strategic relationships with local entities (Mississippi Watershed Management Organization, University of Minnesota, Gibbs Farm, City of Falcon Heights, City of Minneapolis, City of St. Paul, community groups etc.) to improve the Lauderdale Nature Area.
- Follow the policies and guidelines adopted through the 2008 Surface Water Management Plan.

Capacity to Accommodate Growth

The Metropolitan Council asks cities to measure their capacity to accommodate growth. The Council created the Net Residential Density Worksheet to help cities determine their net density per acre.

Lauderdale is less than a half mile square without clear delineations between different land uses. As a result, calculating the residential density proved difficult without some minor adjustments to the worksheet. Instead of attempting to calculate density by neighborhoods, the calculation was run on the City as a whole. Column C reflects the total acres of the City versus the gross residential acres and Column G was changed from Other Undeveloped Land to Other Non-Residential acres (commercial, industrial, utility, etc). The result was 10.44 residential units per acre. This means Lauderdale as a City borders between medium and high density.

The Metropolitan Council asks that Lauderdale accommodate 35 new units of affordable housing and anticipates 100 new households between 2000 and 2030. As noted above, this would be accommodated in the redevelopment of Larpentour Avenue. The net density per acre after the increase of 100 new residential units to accommodate the 100 new households would be approximately 11.33.

Table 3-8 Net Residential Density Worksheet

Table Calculating Net Density of Residential Development

Land Use	Single Family # of Units	Multi Family # of Units	Acres Gross	Acres Wetland & water-bodies	Acres Public Parks & Open Space	Acres Arterial Roads ROW	Acres Other Non-Residential	Net Residential Acres	Net Density Units/Acre
	A	B	C	D	E	F	G	H=C-D-E-F-G	(A+B)/H
City of Lauderdale	497	682	271.23	1.11	17.56	92.03	47.64	112.89	10.44
TOTAL	497	682	271.23	1.11	17.56	92.03	47.64	112.89	10.44

* Calculations by Bonestroo, Rosene, Anderlik, & Associates - City Engineering Firm.

Housing Plan

Lauderdale's Current Housing Stock

As a first-ring suburb, Lauderdale's housing concerns are centered on housing condition, maintenance, size of units, property values, and rental property.

Housing conditions were addressed in each of the previous Comprehensive Plans as the City saw the aggregate age of the housing stock increase without unimproved land to develop. According to Table 3-9, 79.2% of Lauderdale's houses are 35 years or older. New homes can only be built to replace existing homes. Since 2000, two new homes were built.

Older homes need ongoing upkeep and repair. There is the sense that Lauderdale residents have made noticeable improvements to their properties since the street projects began in 2000. Using building permits as an indicator of improvements, Table 3-10 reflects dollars spent by Lauderdale residents and business owners to improve existing structures.³ The reinvestment in property and homes has been relatively stable over the last five years. Whether current investment levels will maintain property values and the overall appeal of the City is an ongoing question the City Council will consider in years to come.

The Comprehensive Plan Steering Committee discussed research presented in *Governing*⁴ Magazine that evaluated the extent to which housing size factored into the overall health of a community. The article suggested that middle-aged suburbs with homes built in the mid-1950s through 1960s stagnated because the average home size was 1,100 square feet. Prior to this time, homes were larger and starting again in the 1970s, home sizes grew. In Lauderdale, the average home size is 1,163 square feet⁵ and homes are approximately the same age (Table 3-9) as those mentioned in the article. Overall, the strong correlation between size and stagnation do not appear to hold true in Lauderdale. Factors such as proximity to the University of Minnesota and other area colleges and access to the economic centers of downtown Minneapolis and St. Paul were discussed as reasons why the same stagnation did not occur in Lauderdale.

Table 3-9 Age of Housing Units in 2000	
Year Built	Lauderdale
1939 or earlier	19.9%
1940 to 1959	23.6%
1960 to 1979	35.7%
1980 to 1994	20.8%
1995 to 2000	0.00%
Total	100%
Source: 2000 Census	

Table 3-10 Lauderdale Value of Building Improvements		
Year	# Permits	Investment*
1996	62	\$606,793
1997	82	\$479,721
1998	86	\$1,067,381
1999	96	\$805,932
2000	88	\$1,007,800
2001	64	\$668,685
2002	95	\$1,036,060
2003*	81	\$889,867
2004	78	\$863,322
2005	68	\$890,277
2006	59	\$699,530
Total 1996 - 2006		\$9,015,368
Source: Annual Building Surcharge Report		
Not adjusted for inflation.		
* 2 new homes in 2003 with a combined value of \$220,000.		

Table 3-11 Housing Units by Type: 1980 to 2000			
	1980	1990	2000
One-Unit Detached	466	498	497
One-Unit Attached	5	52	58
2 Units	29	35	14
3 to 4 Units	11	21	55
5 or more Units	314	614	545
Total	825	1,220	1,169
Source: 1980, 1990, and 2000 Census			

³ Boyer Motor and Hamline Auto Body not included. Prices not adjusted for inflation.

⁴ Ehrenhalt, Alan. "The Bungalow Bind." *Governing*. June 2006.

<http://www.governing.com/archive/2006/jun/assess.txt>

⁵ Median is 1,060 square feet. One standard deviation is 429 square feet. From Ramsey County GIS database.

Attached housing continues to be the predominant housing type in Lauderdale. This includes the four plus unit apartments, townhomes, and condominiums, which account for 682 (57.8%) of the City's housing units. Detached homes account for 42.2% of Lauderdale's housing. This balance will remain until land is redeveloped into housing at a different density or commercial/industrial land is rezoned for residential use.

Lauderdale's proximity to the University of Minnesota and Luther Seminary has resulted in more rental housing than the metro area norm. According to the

Metropolitan Council "Regional Housing Snapshot,"⁶ over 70% of housing in the seven-county metro area is owner-occupied. As shown in Table 3-12, Lauderdale has 50.3

% owner-occupied and 49.7% renter-occupied housing units. Previously, the City relied on Census data for rental property statistics and information. A computation of the licensed rental properties for 2007 showed only a minute difference in rental housing from that of the 2000 Census with 50.7% Owner-Occupied and 49.3% Renter-Occupied.⁷

A goal of the previous Comprehensive Plan was to adopt a rental housing ordinance to ensure that rental properties were safe for tenants and did not detract from neighborhoods. In July 2006, the City Council adopted a rental housing license program. As a result, the City will continue to have bi-annual inspections of rental property within the City to ensure that rented housing is safe and meets a minimum maintenance standard.

Housing Cost & Sales

The Metropolitan Council considers housing "affordable" if it costs 30 percent or less of the total income of a low or moderate income family. Table 3-13 reflects rent ranges for apartments within the City as

of May 2007. Three of the four apartment complexes in the City have rents that are affordable at 50% of median area income as defined by the Metropolitan Council in Table 3-14. The affordable rents and local student population continue to be attracted to Lauderdale's rental housing and the owners are generally at or near full occupancy.

Table 3-12
Housing Inventory: 1980, 1990, and 2000

Total Housing Units	828	100%	1,222	100%	1,169	100%
Owner-Occupied	437	54%	564	48.4%	579	50.3%
Renter-Occupied	372	46%	602	51.6%	571	49.7%
Total Occupied Units	809	100%	1,166	100%	1,150	100%

Source: 1980, 1990, and 2000 Census

Table 3-13
Lauderdale Average Rents
(12+ unit apartments)

Bedroom Size	Price Range
Efficiency	\$355-\$530
1-bedroom	\$510-\$900
2-bedroom	\$700-\$1200

Source: Rental Property Managers

Table 3-14
Monthly gross rent affordable at
50% of area median income.⁸

Bedroom Size	Affordable
Efficiency	\$687
1-bedroom	\$736
2-bedroom	\$883

Source: 2007 Metropolitan Council⁹

⁶ Regional Housing Data Snapshot: <http://www.metrocouncil.org/metroarea/HousingSnapshot.pdf>.

⁷ This number does not reflect rental units in Brandychase Condominiums as they were exempt from licensure. Data also does not count single family homeowners that use portions of their property as rental units.

⁸ Includes tenant-paid utilities.

⁹ LCA housing ownership and rent affordability limits for 2007

<http://www.metrocouncil.org/services/livcomm/LCAHousingAffordabilityLimits.htm>

Similarly, Lauderdale is attractive to home buyers seeking a moderately priced home. Lauderdale is no different than other metro cities in regard to the rapid rise in home prices during the last five years, but homes are generally still affordable by Metropolitan Council standards. Table 3-15 shows the 2007 Council homeownership affordability standards compared to median home values for Lauderdale, Falcon Heights, and St. Anthony Park in Table 3-16. The full MLS comparison can be found as Appendix D.

Table 3-15 2007 Affordable Homeownership	
Household Income Level	Affordable Home Price
80% of area median income (\$62,800)	\$206,800
60% of area median income (\$47,100)	\$152,000
Source: 2007 Metropolitan Council ¹⁰	

Table 3-16 Median Home Prices: Lauderdale, Falcon Heights, St. Anthony Park 1997-2007			
	Lauderdale	Falcon Heights	St. Anthony Park
1997	\$72,250	\$133,950	\$158,400
1999	\$112,000	\$160,000	\$177,950
2001	\$151,000	\$219,900	\$242,450
2003	\$170,250	\$255,321	\$328,750
2005	\$209,900	\$272,800	\$369,900
June 2007	\$167,900	\$304,000	\$387,500
Source: Multiple Listing Service ¹¹			

Regional Affordable Housing Needs

During the 1980s, Lauderdale encouraged the development of low- to moderate-income housing. This included 104 units at Brandy Chase condominiums, 42 units at Rosehill Townhomes, 84 units at City Gables Apartments, and 142 Luther Seminary apartments for a total of 394 new units.

The Metropolitan Council identified 35 units of new affordable housing as Lauderdale's share for 2011-2020.¹² This calculation factors the projected net growth of 90 new sewer households against "Housing Adjustment Factors" such as the proximity of low-wage jobs compared to low-wage workers, housing stock, and transit service. This new model of assessing housing needs attempts to create affordable housing near existing and planned transit and employment opportunity centers.

Lauderdale recognizes the need for affordable housing and will continue to use the tools at its disposal to create its share. Previously, Lauderdale relied on tax increment financing to encourage the creation of affordable housing as the City does not administer any housing assistance programs. The City also educates renters and property owners about programs available through Ramsey County, the Metropolitan Council, Minnesota Housing Finance Agency, and other non-profit housing organizations. Going forward, the tools the City may use to encourage affordable housing include:

- Zoning and land use planning incentives. The City will consider planned unit developments to achieve the flexibility needed to meet City and developer goals.

¹⁰ LCA housing ownership and rent affordability limits for 2007
<http://www.metrocouncil.org/services/livcomm/LCAHousingAffordabilityLimits.htm>

¹¹ For the complete chart, see Appendix C.

¹² Information in this section taken from "Summary Report: Determining Affordable Housing Need in the Twin Cities 2011-2020. Metropolitan Council. January 2006.

- Site redevelopment assistance through tax increment financing, tax abatement, and application for brownfield clean up funds.
- Rent assistance through the Federal Section 8 program.
- Housing rehabilitation loans funded through the Minnesota Housing Finance Agency (MHFA), and Community Development Block Grants.
- First-time homebuyers assistance through MHFA.
- Rental housing development through MHFA.
- Other non-profit development organizations, including Habitat for Humanity, that create affordable housing.

Lauderdale is a small, land-locked, fully developed City with a small budget relative to land acquisition and construction costs. It is not possible for the City to guide affordable housing development from land acquisition through development. While it may be able to offer the monetary and non-monetary assistance listed above, the development of affordable housing is heavily bound by market realities and the interests of the private parties in areas where affordable housing may be possible.

The City will work with landowners redeveloping or modifying their properties in the interest of affordable housing when possible. The City's long term plan is to replace the area zoned for business along Larpenteur Avenue with a mixed use corridor, which is near transit facilities, to open the door for affordable housing in this area. With the changes previously discussed in Section 3 regarding land use, the Larpenteur Avenue plans could absorb the City's forecasted growth and affordable housing requirement.

Additionally, the City plans to continue operating under the Livable Communities Program guidelines through 2011.

Livable Communities Program

Beginning in 1995, the Lauderdale City Council elected to participate in the Livable Communities Program, which makes Lauderdale eligible for the Tax Base Revitalization, the Livable Communities Demonstration, and the Local Housing Incentive Accounts. Lauderdale received funds from these pools to clean up the site that is now Hamline AutoBody and Boyer Motor Company and assess redevelopment options along Larpenteur Avenue.

The City Council has continually renewed participation in the Livable Communities Program as the City easily meets the Council's benchmarks. Table 3-17 shows the benchmarks in effect through 2011. The City exceeds both affordability and density indexes. In fact, the City exceeds all goals except for owner/renter mix. An ongoing concern is the extent to which Lauderdale exceeds the minimum density standards and the negative impact that increasing density may have on overall property values.

Table 3-17: Livable Communities Matrix

	CITY INDEX	BENCHMARK	GOAL
AFFORDABILITY			
Ownership	95%	68/77%	The City will remain within or above the stated benchmark ranges for ownership
Rental	65%	45/48%	The City will remain within or above the stated benchmark ranges for rental
LIFE-CYCLE			
Type (non-single family detached)	59%	36/41%	The City will remain within or above the stated benchmark ranges for non-single family detached
Owner/renter mix	48/52%	(64-74)/(26-36)%	The City will remain within or above the stated benchmark ranges for the renter component of the stated figure.
DENSITY			
Single-family detached	4.0/acre	1.8-2.9/acre	The City will remain within or above the stated benchmark ranges for single- family detached
Multi-family	24.0/acre	12-15/acre	The City will remain within or above the stated benchmark ranges for multi-family

Lauderdale Housing Goals

In addition to meeting the new affordable housing goals for the City, Lauderdale’s housing program is designed to improve the quality of the existing housing stock and neighborhood appeal as Lauderdale is already an area where homes are affordable by metro area standards. The goal is to create a housing program that does not unfairly burden residents or disregard individual property rights. The Comprehensive Plan Steering Committee addressed the City’s role in improving existing housing in terms of “carrots” and “sticks.” The Committee felt the City should provide incentives for residents to maintain their homes, and if they do not, the sticks would be justified.

Goal 1: Perform Needs Assessment

Conduct housing condition survey to determine the nature and scope of home improvements needed to be an attractive home-buyers market. Use survey results to determine City’s roll in maintaining or improving housing.

Goal 2: Set Standards

Setting property maintenance standards and adhering to a comprehensive nuisance ordinance are two tools used by cities to maintain housing standards and overall neighborhood appeal and character. The following tools are also recommended to improve the over-all quality of Lauderdale housing during the next decade.

- Create a housing maintenance code for single-family (non-rental) housing or expand the International Property Maintenance Code to all housing (current standard for rental property). To the extent possible, property standards should be quantifiable (length of grass, allowable percentage of peeling paint, etc.) and should include such items as removal of dilapidated buildings; storage of junk in yards; reasonable yard maintenance; and fence maintenance and repair.
- Evaluate feasibility of City offering loans to low to moderate income residents to repair and maintain their homes. Similarly, offer micro-grants to off-set the costs for residents who would like to make modest improvements, like repainting, but don't have the resources.
- Use the nuisance ordinances to aggressively deter the abandonment of homes.
- Add sunsets to building permits. The recommended standard is for the permits to be valid for one year from date of issuance for exterior work and two years from date of issuance for interior work.
- Assess impact of changing ordinances to allow for bigger homes.
- Assess whether cutting permit fees as an incentive to home improvement reaps aesthetic and tax benefits that exceed the original loss in permit revenue.
- Redevelop the Eustis Street /Larpenteur Avenue intersection and arrange for its maintenance and upkeep.
- Implementing the Capital Improvement Plan for City improvement as financial feasible.

Goal 3: Cooperation and Community Building

Well-maintained neighborhoods do not happen by accident. The City can foster both community spirit and housing maintenance through partnerships and cooperation.

- Create an affordable housing mix by continued participation in the Metropolitan Council's Livable Communities Program.
- Partner with Falcon Heights and St. Anthony Park for an annual clean up day.
- Investigate other opportunities for cooperation with local cities and neighborhoods.
- Initiate community improvement group to coordinate "Home of the Month" programs and aesthetic improvements to City property.
- Coordinate resident volunteers to assist neighbors in home improvements such as lawn care and exterior maintenance. Draw on ideas from other cities, such as Roseville, creating programs that encourage local volunteerism.

Goal 4: Education

Education is integral to building community support for campaigns designed to improve the communities housing stock. City publications (included but not limited to: newsletters, public notices, flyers, e-mails, website, and press releases) are integral to the dissemination of information related to home improvements projects and opportunities such as:

- The purpose and benefit of pulling permits (building, plumbing, and mechanical)
- Property information available to the public
- Permit requirements
- Variance requirements
- Homeowners insurance
- Tax assessments and levies
- Disclosure laws for buyers and sellers
- Home improvement grant opportunities
- Home buyer assistance

Historic and Cultural Preservation

As Lauderdale ages as a community, it is only natural to look back on its history and assess how Lauderdale's history could and should be preserved. History may be preserved through the protection of buildings, artifacts, land, and documents and the gathering and recording of personal experiences. At present, no properties within the City are listed on the National Register of Historic Places, but there are properties that have historic significance to area residents.

This Comprehensive Plan addresses issues important to an aging community and among these issues are a sense of place and identity. As such, the Plan calls for the City to assess places and items of historical significance, work to protect them, and determine how these places and items can be used to enhance the community.

Historical and Cultural Preservation Goals

- To conserve historical resources in the community.
- To protect architecturally significant structures of all ages within the City.
- To showcase Lauderdale through its historic context.

Historical and Cultural Preservation Recommended Actions

- Encourage the protection of properties designated as historically and architecturally significant by the State Historical Society.
- Determine whether the City should develop a local history organization such as a historical society or a heritage preservation commission (HPC) through the State Historic Preservation Office of the Minnesota Historical Society to guide the City in the preservation of Lauderdale's history.
- Identify properties that possess historical or architectural significance within Lauderdale but which may not be candidates for state or federal designation.
- Support and encourage community efforts to protect properties and artifacts that have historic or architectural significance.
- Support and encourage area-wide efforts to protect properties and artifacts that have historic or architectural significance in the broader "Rose Hill" community.

Specific examples of ways for the City to gather and promote Lauderdale's history:

- Create a heritage trail similar to Roseville's or work with them to create a Lauderdale or Rose Hill expansion.
- Create heritage events to celebrate the City's incorporation.
- Ask residents to bring historic artifacts or photos to the City for duplication or preservation.
- Gather copies of the three Lauderdale History books for review by the public.

Solar Access

State legislation enacted in 1978 requires local comprehensive plans to address solar access protection. The law requires that communities make efforts to ensure that direct sunlight access to solar panels is not subjected to shading from nearby trees, buildings or other structures. The City acknowledges the importance of maintaining solar access for residents who want to make use of this energy source. The City will assist homeowners in finding information pertaining to design criteria for solar access and consistent with State Statutes, the city will consider variances in circumstances where hardships are imposed because of the inability of structures to obtain direct sunlight for solar energy systems because of existing zoning and subdivision ordinance provisions.

Aggregate Resource Protection

No aggregate resources have been identified within the City of Lauderdale.

Critical Area Plan

Lauderdale is not located within the Mississippi River Critical Area.