

Two Harbors Comprehensive Plan – Issues and Recommendations

August 03, 2010

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- The following presentation was given at the August 03, 2010 Two Harbors Planning Commission Meeting. The stated goals, action steps, and next steps are preliminary only. Changes and additions will be made based on Planning Commission and stakeholder feedback.
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Population Estimates

Two Harbors Population Estimates, 2006 -2035, (Mn. Dept. of Admin., 2007)

2006	2010	2015	2020	2025	2030	2035	2009
3673	3742	3765	3762	3753	3723	3709	<u>3578</u>

2000 Census Population - 3613

2.21 Persons Per Household

Population Estimates

- ❑ The MN Demographer estimates a population increase through 2015, then a decline through 2035.
 - ❑ However, 2009 estimates place population at 3,578. This is below the baseline estimates established in 2007.
 - ❑ The 2010 Census will provide more exact population numbers.
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Population Estimates

- ❑ 1999 Comp Plan set population goals for 2010 at 4,000 with long term preparation for 5,000.
 - ❑ 4,000 is still a good goal but should be extended past 2020.
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Residential Land Needs

A SIMPLE METHOD FOR CALCULATING RESIDENTIAL LAND NEEDS

1. (Forecasted population) - (Current population) = Additional population
2. (Additional population) / (Average number of people per household) = New households
3. (Number of housing units to be displaced) / (Average displaced density) - (Number of housing units to be added by redevelopment) / (Average redevelopment density) + (New households / Average new density) = Additional acres

- 2020 Pop. Mn. Est.
 - $3762 - 3578 = 184$
 - $184 / 2.21 = 83.25$
 - Additional units = 83
 - 1999 Pop. Goal
 - $4000 - 3578 = 422$
 - $422 / 2.21 = 190.95$
 - Additional Units = 191
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Residential Land Needs

- Proposed Housing Units
 - Heritage Creek – 150 units
 - Harbor Hills – 49 units (south of 17th Ave)
 - Hidden Springs – 43 units
 - Total = **242 units**
 - Population increase = $242 \times 2.21 = 535$
 - Population total = $3578 + 535 = 4,113$
 - Developed on 141 acres @ 1.72 units/acre
 - Other development areas – Lighthouse Point, Old high school, John A Johnson, golf course, Blue Waters, infill and redevelopment
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Residential Land Needs

- 2008/2009 Maxfield Housing Study
 - Recommends 163 units between 2008 – 2020
 - Mix of single family, town homes, rental, and senior
 - Population increase = $163 \times 2.21 = 360$
 - Population total = $3578 + 360 = 3938$
 - Conclusion: City has enough available land to meet 4,000 population goal, and housing demand for next 10 years and beyond.
 - Based on local and regional population trends long-term 5,000 population goal should be reassessed.
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Housing Goals (modified from 1999 Plan)

1. All residents of the city must have safe and sanitary shelter.
 2. Sufficient new housing should be constructed to replace housing lost to aging and demolition and to permit population growth to at least a population of 4,000 residents.
 3. All existing Two Harbors neighborhoods remain or become highly livable through completion, protection, rehabilitation or restoration.
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Housing Goals

4. Residential land at several locations must be available and prepared for development in order to create a diverse market supply with choices in price, style and location. Several developers and marketing efforts are needed to increase demand for housing.
 5. Our neighborhoods should be attractive to visitors and potential residents.
 6. Housing is an imperative component of economic development, that lack of suitable housing not inhibit economic development and that housing be available that meets the needs for employees of existing and new business.
 7. The City must have a balance in housing type and density within the community that accommodates the range of lifestyles, ages and incomes of existing and potential residents while maintaining the character of the community.
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Housing Goals

8. To accomplish orderly growth and development through extension of municipal utilities and services planned in accordance with proposed development.
 9. That selection of areas for new residential development be based on service capacities, existing land use, and natural features, such as; topography, wetlands, and vegetative cover on the future land use map, and carefully evaluate residential development proposals to ensure compatibility with the approved Comprehensive Plan.
 10. All housing development must be in accordance with zoning and subdivision regulations and enhance the character of the surrounding areas, in terms of setback, lot size, and density requirements.
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Housing Goals – Further Discussion

1. Housing development and programs support the overall-planning goal of maintaining a compact community rather than scattering new facilities and development in ways and places that fragment and separate the community. We want to give high priority to building and to completing the existing community and discourage actions that pull it apart.
 - ❑ This goal statement should be discussed. Proposed developments are much less dense than traditional neighborhoods. Focus should be shifted to encouraging walkability in these neighborhoods by connecting them to rest of city through sidewalks and trails.
 - ❑ City should encourage rehabilitation, redevelopment, and infill development in existing neighborhoods to promote quality, affordable housing.
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Residential Action Steps

1. Rezone tax forfeit land north of Segog neighborhood to R-3 to encourage a mixed use residential development able to meet the needs of range of lifestyles, ages and incomes of existing and potential residents.
 - ❑ Encourage the use of conservation subdivision and/or planned unit development that phases in planned development in the tax forfeit area north of Segog.
 2. Develop a conservation subdivision process (possibly within the PUD ordinance) that can be applied to housing developments north Segog, Harbor Hills, and around the golf course, among other areas.
 - ❑ This approach will emphasize designing around existing land use, and natural features, such as; topography, wetlands, and vegetative cover on the future land use map, and carefully evaluate residential development proposals to ensure compatibility with the approved Comprehensive Plan.
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Residential Action Steps

3. The City will prepare a new residential land use plan when developments are completed in the tax forfeit area north of Segog, Harbor Hills, and Hidden Springs; or as population reaches 4,000; or when 200 new housing units are developed in Two Harbors.
 - This review shall include a discussion of new population goals and residential development density required to reach that goal.
 - This will probably not occur before the need for a new comprehensive plan.
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Residential Action Steps

4. To encourage infill and redevelopment the City will develop an overlay district similar to the PUD ordinance for areas of between 1.5 acres and 5.0 acres.
 - ❑ This new overlay district will allow flexibility to spur redevelopment while emphasizing compatibility with the surrounding neighborhood.
 - ❑ John A. and old high school property are potential candidates.
 - ❑ 1.5 acres is slightly less than half a block.
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Residential Action Steps

5. The City should partner with regional housing agencies to promote rehabilitation and redevelopment of residential properties.
 - ❑ Potential partners are City HRA, Lake County HRA, IRR, and AEOA.
 - ❑ Strategies include Small Cities program, weatherization, and demolition, among others.
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Residential Action Steps

6. The City should explore establishing a funding source for code enforcement dedicated to vehicle and property removal, and condemnation of properties.
 - ❑ The City should first explore grant funding sources to establish this fund.
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Housing Action Steps

- The City will maintain the split R-2 / R-3 zoning at the old high school property.
 - The 4th Street completion makes a good boundary between the zones.
 - If development problems arise at this area due to zoning or other factors the area should be approved for the redevelopment PUD overlay proposed.
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Land Use Goals (modified from 1999)

1. Use land within the City of Two Harbors in a planned and managed way to bring about moderate population and economic growth while protecting key environmental and historical features such as the lakeshore, Skunk Creek, wetlands, scenic views, the lighthouse and other historic sites and preserve access and public views to the waterfront.
 2. Have adequate land properly zoned and with infrastructure to allow an active development market in the city.
 3. Provide adequate zoned residential land to permit short-term growth to a population of 4,000.
 4. Sustain our existing neighborhoods as viable and desirable living areas and protect them from disruptive land uses and activities.
 5. Provide enough commercially zoned land in several appropriate areas to permit continuous commercial expansion.
 6. Preserve the pedestrian and village aspects of the older town of Two Harbors, [and provide pedestrian and bicycle connections between new neighborhood and developments and existing parts of town.](#)
 7. Work with Lake County and Silver Creek Township to manage development around the city in accordance with these goals.
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Land Use Action Steps

1. Rejuvenate the downtown waterfront district as an entertainment, hospitality, and retail destination relating to the development of a marina in Agate Bay.
 2. Support construction of a marina in Agate Bay, while improving waterfront access and providing open space by protecting natural aspects of publicly owned land, and encouraging investment in the downtown.
 3. Develop a program for off-premise way finding signage connecting the waterfront and downtown waterfront district.
 4. Continue developing a system of pedestrian and bicycle trails into the developed, developing and natural fabric of the city.
 5. See Economic Development Action Steps for CSAH 26 land use proposal.
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Land Use Action Steps

6. Revise the City's sign ordinance to simplify the permitting process, improve signage options for businesses, and improve enforcement, while maintaining the character of the community.
 7. Rezone the R-1 area north of 17th Avenue to light industrial. (See next slide)
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Economic Development Goals

1. Work with THEDA to align planning and zoning actions with local economic development strategy.
 2. Have adequate land properly zoned and with infrastructure to allow an active development market in the city.
 3. Housing is an imperative component of economic development, that lack of suitable housing not inhibit economic development and that housing be available that meets the needs for employees of existing and new business.
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Economic Development Goals

4. Provide enough commercially zoned land in several appropriate areas to permit continuous commercial expansion.
 5. The east entrance Burlington Bay area will be a combination of city campground, *trailhead* and recreation, open space and natural area, and a planned commercial hospitality district.
 - Add location of temporary boat launch while DNR launch is reconstructed?
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Economic Development Action Steps

1. Support development of Highway 61 commercial corridor west of Culver's
 - Do we want to encourage certain types of business through zoning, public assistance?
 2. Support Visitor Center and trailhead on west end.
 - Maintain smaller trail facilities in conjunction with campground?
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Economic Development Action Steps

3. The east entrance Burlington Bay area will be a combination of city campground, *trailhead and recreation*, open space and natural area, and a planned commercial hospitality district.
 4. CSAH 26 Land Use Actions on next slide.
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CSAH 26 Industrial, Commercial, and Residential Rezoning

1. Provide for more highway commercial development by rezoning the light industrial area east and south along CSAH 26 to highway commercial.
 2. Replace the removed light industrial district by rezoning the single family residential district north of 17th Avenue to light industrial.
 3. Ensure compatibility of light industrial use and residential use south of 17th Avenue and on the west end by requiring strict development setbacks with preservation of existing tree and vegetation buffers.
 4. Zoning changes =
 - 32 acres on new highway commercial property
 - 40 acres of new light industrial property(8 acre gain)
 - 40 acres of single family residential
 5. Issues:
 - Proximity of proposed light industrial to residential properties
 - Proposed light industrial area has good views of LS. Good for housing value
 - Public utilities are further away from proposed light industrial, but closer to commercial property which seems to be developing faster than industrial.
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Future Discussion

- More land use changes focusing on the Waterfront and downtown waterfront area.
 - Basic Zoning ordinance issues including shoreland protections.
 - Ex. Changes to commercial to improve retail attraction.
 - Transportation discussion including 7th Avenue.
 - Maps – Future Zoning, Land Use, Downtown Waterfront District boundaries,
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Next Meeting

- Preliminary draft chapters including:
 - Introduction
 - Community History
 - Demographics
 - Subject Chapters
 - Housing
 - Economic Development (commercial and industrial)
 - Recreation and Natural Resources
 - Transportation
 - General Land Use and Planning Principals
 - Reference and Land Use Maps
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