



Watertown City Council
Work Session
January 11, 2022
5:30 p.m.

Mayor Steve Washburn
Lindsay Guetzkow
Adam Pawelk
Michael Walters
Dan Schuette

1. Call To Order And Roll Call
2. New Business
 - 2.I. Watertown – PUD Development Standards

Documents:

PUD DISCUSSION CC WORKSHOP 1.11.2022.DOC

3. Adjournment

309 Lewis Avenue South; P.O. Box 279, Watertown, MN 55388

Memorandum

To: Honorable Mayor, City Council Members
From: Mark Kaltsas
CC: Jake Foster, City Administrator
Date: January 18, 2022
Re: **Watertown – PUD Development Standards**

It is understood that the Council would like to have an initial discussion/review of the current Planned Unit Development (PUD) standards and process used by the city. Staff has prepared contextual information relating to general subdivision requirements as well as PUD standards and process to help with the initial discussion.

The City's 2040 Comprehensive Plan identified several key development considerations that help to guide development. The corresponding language from the plan is provided below. This language helps to establish overarching goals for the City to use as a guide for all development/redevelopment. In addition to the Comprehensive Plan, the City has established specific PUD standards that pertain to residential subdivisions. To initiate the discussion, the following summary specifics should be considered by the Council:

- The City has historically considered PUD's in any residential zoning district of the City. This would mean that any property guided for low, medium or high density residential in the Comprehensive Plan could be considered to be rezoned to PUD-XXX.
- Properties developed as a PUD are zoned "PUD-XXX". The City had historically established a specific PUD zoning district for each development but has more recently looked at utilizing existing PUD districts and associated standards for new development if applicable.
- PUD's and similarly named planned developments have been in existence for many years. Their initial application allowed cities to consider "unique" or "innovative" designs that would otherwise not fit or be permitted using traditional subdivision standards. Some of the development concepts that could be used in a PUD are as follows:
 - Preservation of natural resources

- Clustering of homes on smaller lots to allow preservation of open space, larger separation (buffering, berming) from County or State right of ways.
- Consideration of a unique housing product (i.e. row homes, villa homes, etc.)
- Integration of several types/densities of housing within the same development (i.e. townhomes, single-family, twin homes, etc.)
- The physical design standards for PUD's are based on the underlying land use as guided by the Comprehensive Plan (i.e. low density residential would use R-1 zoning standards). The City can waive the physical standards if determined to meet the other established criteria of a PUD (see language and standards below).
- A PUD is processed the same as a standard subdivision or development but requires rezoning to an existing PUD zoning district or the establishment of a new PUD zoning district.
- The following Watertown developments were developed as a PUD:
 - Forest Hills
 - Tuscany Village
 - Riverpointe
 - Rosewood Estates
 - Industrial Park (PUD – BP)

Comprehensive Plan Language:

- *Enhancement of and preservation of the downtown and traditional town center. This plan will promote the expansion of the Central Business District along Territorial Street and Lewis Avenue to the north along the Crow River.*
 - *The City will focus on connecting the downtown businesses to the Crow River and Luce Line Trail. The City currently is somewhat closed off to the river and trail. The City will work to develop a development strategy for integrating the downtown and river front.*
- *Preservation and advance of the natural amenities which abound in and surrounding Watertown, including the South Fork of the Crow River, wetlands, rolling topography, and high-quality woodland stands.*
- *Connectivity to the Luce Line Trail throughout the community.*

- *The City has identified key connection points to the Luce Line Trail. The City will need to develop a prioritization of infilling connections to the trail and ensure that new development provides the requisite connections.*
- *Continued development of a system of trails, parks and open spaces which will fully join the many neighborhoods, natural amenities, civic and public facilities within the community.*
- *The City has increased marketing of the existing Industrial and Commercial business parks in an effort to promote Watertown as a desirable business center. A part of this marketing recognizes the City's excellent schools, vibrant downtown, affordable housing and unique park and recreational amenities.*

Corresponding Zoning - ER-1 and ER-2, Rural or Large Lot Residential

Developments within this category will be large-lot estates or rural, agriculturally aligned residences. Development of this nature is best suited for high amenity properties with three or more of the following characteristics:

- 1. Majority of the property has frontage on a water body or river.*
- 2. Majority of the property is covered in old growth "Big Woods"*
- 3. Steep slopes combined with vegetation and wetlands.*
- 4. Property that is not capable of being provided with sewer due to physical and geographic limitations (this is regardless of timeframe).*

Rural or large lot development will have net densities which range from 0.5 to 1.5 units per acre. It is anticipated that development of this type will provide a housing type and style not commonly found in Watertown and therefore provide additional housing options to the residents. The plan has designated approximately 300 acres for rural or large lot development.

Residential – Low Density

Corresponding Zoning: R-1, Low Density Residence

This category comprises the majority of development within the city. It is anticipated that as development continues, this category will continue to be the predominate development type. Net densities for this category range from 1.7 - 3.5 units per acre. Low density residential will provide for a continuum of housing opportunities for everyone from "first time home buyers" to "empty nesters". The types of housing units allowed will range from larger lot single family to detached single family homes that can be developed within the parameters of the City's zoning and subdivision regulations. As Watertown continues to grow away from its center, it will be imperative that development of this type provides the necessary linkages to schools, parks and the downtown core in the form of sidewalks within the developments, trails between developments and connectivity of local roads.

Residential – Medium Density

Corresponding Zoning: R-2, R-4 Medium Density Residence

Medium density is a category which captures attached or detached units such as town homes, row houses and single-family detached homes on small lots. The density of this land use ranges from 3.6 – 8.0 units per acre. Due to the existing inventory of platted units, Watertown is projecting a limited amount of new attached medium density units being developed over the next twenty years. It is anticipated that primarily infill, affordable and senior focused units will be developed in this category during the planning period. Recently, Watertown has seen the repurposing of multi-family lots into single-family detached housing products. The location of this type of development and land use should be carefully determined. Should more of this type of development be warranted due to changes in market conditions or other factors, it should be developed in areas with all the following characteristics:

- 1. Development should be within a five-minute walk of pedestrian facilities.*
- 2. Development should be in or directly adjacent to downtown or a new commercial node.*
- 3. Development provides for a product that meets the needs of aging population.*

Zoning Ordinance Language:

Sec. 62-461. Intent.

The purpose of the regulations, standards, and criteria contained in this division is to provide an alternate zoning district under which land can be developed or redeveloped with innovation, imagination, and creative architectural design when sufficiently justified under the provisions of this chapter. The objective of the planned unit development is to encourage a higher level of design and amenity than is possible to achieve under otherwise applicable zoning regulations. The end result can be a product which fulfills the objectives of the comprehensive plan and planning policies of the city while departing from the strict application of the use and bulk regulations of the zoning ordinance and the design standards of the subdivision control regulations. The planned unit development is intended to permit and encourage such flexibility and to accomplish the following purposes:

- (1) To stimulate creative approaches to the residential, commercial and industrial development of land.
- (2) To provide more efficient use of land.
- (3) To preserve natural features and provide open space areas and recreation areas in excess of that required under existing zoning regulations.
- (4) To develop new approaches to the living environment through variety in type, design and layout of residential structures, commercial and industrial buildings, transportation systems, and public facilities.
- (5) To unify building and structures through design.

Sec. 62-463. Design standards and criteria.

The planned unit development shall be designed to comply with the following standards and criteria:

- (1) *Ownership and control.* A proposed planned unit development shall be under single ownership or unified control at the time of filing an application for approval of the planned unit development, or the applicant shall provide written evidence of the applicant's ability to gain unified control of the property if the planned unit development is approved.
- (2) *Size.* Property considered for planned unit development shall be a minimum of ten acres in size.
- (3) *Area, lot width, yard, and height/bulk requirements.* For lot requirements and standards in the planned unit development district, refer to section 62-213, Table 1.

These regulations may be waived or modified by the city council in cases where it is determined that the changes will not negatively affect the value or enjoyment of surrounding property, the provision of municipal services, or the flow of traffic on local streets and the changes are justified by the standards set forth in this section.

- (4) *Common open space requirements.*
 - a. *Percentage.* The following amount of the total lot coverage of a planned unit development not included as public right of way shall be devoted to common open space:
 1. Multi-family residential: 35 percent
 2. Single-family attached residential: 30 percent
 3. Single-family detached residential: 25 percent
 4. Mixed use/nonresidential: 20 percent
 - b. *Permitted uses.* The following amenities may be included in the common open space requirement:
 1. Recreation open space, including, but not limited to:
 - i. Swimming pools.
 - ii. Tennis courts.
 - iii. Recreation buildings.
 - iv. Jogging trails/fitness courses.
 - v. Tot lots.
 - vi. Ice rinks
 - vii. Other recreational uses requiring permanent structures on the land other than the buildings.
 2. Interior walkways separate from public sidewalks that connect parking lots to buildings and connect one building to another.
 3. Greenbelts linking open space areas with residential areas, nonresidential areas, or other open space areas.
 4. Open landscaped areas not including land within 12 feet of any parking area.
 5. Natural water features, wetlands, and conservation areas.
 6. Boulevards and traffic circles.

- c. Exclusions: Common open space shall not include the following:
 - 1. Areas reserved for the exclusive use or benefit of an individual occupant.
 - 2. Dedicated streets, alleys, or other public rights of way.
 - 3. Vehicular drives, private streets, and parking, loading and storage areas.
 - d. Open space access: Convenient access through a permanent easement shall be provided and perpetually guaranteed to all residents not granted primary access.
- (5) *Park sites.* A planned unit development shall provide for the dedication of land for public park and recreational purposes as set forth in chapter 63 of this Code (subdivision ordinance).
 - (6) *Landscaping, screening, and tree preservation.* A planned unit development shall comply with all applicable regulations for landscaping, screening, and tree preservation.
 - (7) *Lighting.* A planned unit development shall comply with regulations for exterior lighting as set forth in the Municipal Code of Watertown.
 - (8) *Trails.* Trail systems shall be provided to facilitate movement within the planned unit development and to ensure access to and between commercial facilities and public uses, including schools, parks, and recreational facilities. The circulation systems shall be a direct and convenient link to existing or planned routes and trails beyond such development.
 - (9) *Principal structures.* The provisions of this Code which prohibit the utilization of any parcel of land or lot for the purpose of erecting more than one principal building or structure may be waived by the city for buildings and structures in a planned unit development.
 - (10) *Relationship to adjoining land.* A planned unit development shall be developed with connections to adjoining land. Designs should emphasize accessibility, open views, and connections with the larger community and discourage development that divides neighborhoods or restricts access to adjacent property. The design of lots, streets, sidewalks, and paths within a planned unit development shall make provisions for the continuation of such existing or proposed features to adjoining areas.
 - (11) *Density bonuses.* Unless waived by the city council or modified by ordinance, densities in a planned unit development shall be established by the comprehensive plan for residential developments and by bulk requirements of the underlying zoning district or the district where the use is first allowed. Increases in density may be granted where it is determined that such increases will not negatively affect the value or enjoyment of surrounding property, the provision of municipal services, or the flow of traffic on local streets. To be granted density increases, a planned unit development shall evidence a superior level of design and amenity enhancement. Features considered in this determination include, but are not limited to, the following:
 - a. Tree preservation.
 - b. Superior architectural design.

- c. Enclosed, underground or depressed parking areas, or parking areas that incorporate landscaping in excess of the minimum standards established by ordinance or policy.
- d. Plazas, malls, formal gardens, or other pedestrian areas.
- e. Community amenities.
- f. Preservation and/or enhancement of natural features.
- g. Preservation of historical character.
- h. Amount, quality, and interconnectedness of common open space.
- i. Inclusion of an affordable housing component.
- j. Other features as determined by the planning commission or city council.