

Chapter 5: LAND USE & GROWTH

Introduction

Medina has significant natural resources, high-quality neighborhoods and areas for commercial and retail development. The City's extensive wetlands and limited infrastructure availability together with past community planning have contributed to its rural character. The metropolitan area is a high growth area. Medina's rural charm makes it an attractive alternative to the more intensely populated areas found closer to Minneapolis and St. Paul.

This chapter discusses existing and future land use patterns in the City.

2007 Existing Land Uses

The types of uses within the existing land use categories are described in Map 5-1 and Table 5-A.

TABLE 5-A
Existing Land Uses

Land Use Designation	Area	
	Acres	Percent
Agricultural	4,490	25.9%
Rural Residential	4,701	27.1%
Single Family Large Lot	1,191	6.9%
Single Family Small Lot	198	1.1%
Multi-Family Residential	16	0.1%
Commercial	245	1.4%
Industrial	472	2.7%
Public Semi-Public	260	1.5%
Parks and Recreation	2,612	15.1%
Open Space	208	1.2%
Private Recreation	357	2.1%
Undeveloped Land	620	3.6%
Right-of-ways	682	3.9%
Lakes/Open Water	1,283	7.4%
Total City	17,335	

Note: Wetlands are not excluded from each land use. There are approximately 4,871 acres of wetlands in the City.

Agricultural Use includes farms and other parcels greater than five acres in size used primarily for agricultural, pasture and rural purposes. A large percentage of the City is designated as agricultural.

Residential Use is divided into four designations:

Rural Residential consists of large tracts of land and homesteads, including hobby farms and horse stables on parcels greater than five acres in size without City sewer and water service.

Single Family Large Lot includes residential properties between 0.5 acres and 5 acres in size. This designation does not differentiate between sewered and unsewered lots but does include larger lot subdivisions.

Single Family Small Lot includes single-family residential properties less than 0.5 acres, sewered.

Multi-Family includes apartment buildings, fourplexes, duplexes, condominiums and townhouses and attached single-family homes.

Industrial Use is primarily in the TH 55 corridor and includes light industrial, office, warehouse and manufacturing facilities.

Commercial Use is primarily in the TH 55 corridor. Businesses tend to be clustered in and around the Uptown Hamel area and become more dispersed west of Uptown Hamel along the existing sanitary sewer system. A large commercial/retail development north of TH 55 and west of CR 101 anchored by a Target retail store opened in 2006.

Park and Recreation Use includes parks and public recreational open space. Baker Park Reserve has a significant impact on planning due to its size and regional attraction, its effect on the City's tax base and use.

Private Recreation Use includes areas used for recreational purposes held under private ownership, including golf courses and a campground, but could be expanded to include other recreational uses not publicly maintained.

Open Space Use identifies areas that are public or privately held including known conservation easements, important preserved natural resources such as Wolsfeld Woods (SNA) and other areas that are protected through active measures.

Public and Semi-Public Use includes City, county, or state owned property, churches, cemeteries, and other similar uses. Most of these properties are community oriented and blend into other land uses permitted in the supporting zoning districts.

Undeveloped Use identifies areas that are currently described as vacant. There are no known agricultural uses or residential uses on parcels with this designation. This land is considered available for development or is currently on the market. These areas also include unknown land uses, or uses that do not fit into the land use designations identified.

Lakes comprise approximately 10.2 percent of the City and are identified in the land use designations because of the obvious impact on surrounding development and land uses.

Wetlands are not identified on the existing land use map. However, wetlands and lakes play an important role in the City because together they affect 35.4 percent of the City land and significantly impact the City's ability to develop.

Natural Features and Areas

The City contains many ecologically significant natural resource areas that provide value to all residents by providing natural beauty and wildlife habitat, improving water quality and adding to land values. These natural areas are described in further detail in the Open Space Report but merit discussion from a land use and development perspective.

The City has an extensive network of wetlands and lakes that significantly impact the developable areas in the City. The community has made conscious choices to preserve and protect the natural areas and to improve their quality. For example, the City requires five contiguous acres of suitable soils for development of properties for rural residential uses. These areas outside urban services are guided for an average density of a 1 Unit/10 Acres. The larger acreages help preserve open areas as well as prevent the deterioration of wetland complexes and lakes. Because 35.4% of the land area in Medina is comprised of lakes and wetlands and many of these areas are under private ownership, it is critical for the City to educate residents about the importance of maintaining healthy wetlands, rain gardens, woodlands and lakes.

These natural features comprise the City's green infrastructure system: the City's natural support system that promotes healthy sustainability of the community. As the City grows, the natural areas will be a critical element of every decision-making process. The City undertook an extensive natural resource and open space planning effort that will be the foundation for land use decisions. The Open Space Report indicates the ecologically significant areas that require protection and the areas that will be maintained as a part of the City's conservation network.

Solar Access Protection

Medina is committed to encouraging and promoting solar energy as a clean, alternative form of energy production and reducing carbon-based emissions. Protecting solar access means protecting solar collectors (or the location of future collectors) from shading by adjacent structures or vegetation. Existing structures and buildings in the city generally do not present significant shading problems for solar energy systems. Most single family attached and detached homes are one or two stories and most multi-family, commercial, and industrial buildings are three stories or less.

Solar energy systems and equipment are a permitted by conditional use in the Agriculture Preservation, Rural Residential and Suburban Residential zoning districts only, whereas the existing commercial and industrial districts are absent of any allowances for solar equipment. The City intends to revise its land use controls by allowing "Solar Equipment" in all districts as a permitted accessory use with specific performance standards. Additionally, the zoning ordinance provides standards for the protection and establishment of these solar energy systems.

While these ordinance standards help protect solar access, it is not possible for every part of a building or lot to obtain unobstructed solar access. Mature trees, topography, and the location of structures can limit solar access. However, on most properties the rooftop of the principal building would be free of shading by adjacent structures. Therefore, the majority of property owners in the city could utilize solar energy systems, if they so desired, as a supplement or alternative to conventional fuels.

Historic Preservation

The City of Medina currently does not have any sites or structures listed on the National Register of Historic Places. The City of Medina has a strong interest in preserving representative portions of its history. The City previously worked with the West Hennepin Pioneer's Museum to restore the Wolsfeld Family cabin which was originally built in 1856. It is thought to be one of the original homes in Medina. The city further commits to providing the following general guidelines related to historical preservation:

- Partner with organizations that want to preserve historically significant areas, landmarks, and buildings in Medina;
- Modify zoning regulations as necessary to help preserve areas that may be historically significant; and
- Create an inventory of historically significant features, landmarks, and buildings in Medina as they become known or identified.

Existing Growth and Neighborhood Patterns

Medina is located approximately 20 miles from downtown Minneapolis making it close enough to commute but far enough to maintain its rural character. The City has developed commercial and business parks in proximity to TH 55, Uptown Hamel and Loretto. The urban service area is primarily focused along the TH 55 corridor. Residential uses have typically been developed at rural residential densities with larger acreage lots. Urban service residential developments exist within the community and help to diversify housing stock. Pockets of sewer development in the rural areas of the community exist because their original septic systems failed and were sewer development subsequently to protect water and lake quality. The rural area of the community continues to have individual septic systems and rural density development.

Residents have enjoyed the rural quality of Medina and have supported larger lot subdivisions in the more suburban residential neighborhoods where sewer development subdivisions are developed at or below 2.0 units per acre. The existing suburban neighborhoods are independent of the rural residential areas and typically not connected through traditional grid development but are subdivided with curvilinear streets and cul-de-sacs.

Infrastructure and the MUSA line have affected development and will influence the areas guided to develop with increased density. The City has planned for growth and development by guiding increased density near transportation corridors and other available systems. This pattern is demonstrated on the Future Land Use Plan (Map 5-2). Analysis for water, sewer and transportation planning can be found in the attached plans and appendices.

Future General Land Use Policy Direction

The City continues to be primarily a rural community with opportunities for agricultural uses, commercial and residential development and open spaces. These factors will continue to guide development but will also include opportunities for diversification of land uses not presently found in the community.

The City has guided future development and increased density along the TH 55 corridor to help encourage sustainable land use patterns. Sustainability principles include proximity to existing transportation systems and available infrastructure without leap-frogging into areas not currently served by urban services. The majority of growth and development will be located in the areas with urban services to maintain the rural character of the community and to use the infrastructure.

The Future Land Use Plan is primarily an extension of the 2020 Comprehensive Plan area. The areas guided for future development are within the 2000 service areas but phasing and available land has been adjusted to reflect recent experience, growth and population projections. Although the proposed plan is consistent with the 2000 Comprehensive Plan, changes occur within the specific land use designations.

General Land Use Development Policies:

1. The Future Land Use Plan guides future development to strengthen, enhance, and protect the City's rural character and natural environment.
2. Medina recognizes the historical development pattern as a framework for the City's future land use policy.
3. Medina will guide growth in compact efficient locations to preserve open space and the rural heart of the community.
4. The Planning Commission and Council will review each development proposal to ensure consistency with the City's Comprehensive Plan.
5. The staging plan will be referenced for all future development plans in the growth corridor and shall guide future land use decisions to ensure availability and adequacy of services.
6. Medina will encourage commercial and business development to locate along the TH 55 corridor and retail and service opportunities to locate in mixed-use areas.
7. Developments will be required to provide buffers between incompatible land uses and will be required to provide landscaping, berms, or other screening methods to ensure the integrity of neighborhoods.
8. Ecologically significant natural areas will be protected using conservation easements and other open space tools as identified in the Open Space Report.

Future Land Use Plan Principles

The Plan guides the development of Medina through 2030, and will be used to implement the City's goals, strategies and policies. The purpose of the Plan is to create a community with the following characteristics:

- A well integrated and preserved natural resources and open space system focused on maintaining the rural heart of the community.
- Housing diversity and options within the community including rural, suburban and urban densities with the most compact development guided along the TH 55 transportation corridor.
- Opportunities for business and commercial development along major transportation corridors and intersections.
- An efficient, safe transportation system.
- Support of active living opportunities such as a well planned parks and trails systems that are accessible to all residents.

Four physical land use elements affect the overall character of the community:

1. Suburban and rural development patterns and neighborhood form;
2. Major road patterns;
3. Open spaces and natural resources; and
4. Commercial and business development.

The relationship of these elements will impact the transportation system and community facilities and may need review as a result of increased development.

Development Patterns and Neighborhood Form

- Encourage open spaces, parks and trails in all neighborhood development. The survey indicated that a high quality of life is found when residents have visual access to green spaces.
- Create neighborhoods with a variety of housing types that are well connected with roads, trails or sidewalks.
- Maintain the integrity of rural neighborhoods and promote development patterns consistent with existing rural residential development.
- Recognize neighborhood characteristics and promote new development compatible in scale, architectural quality and style with existing neighborhoods.
- Guide density to areas with proximity to existing infrastructure and future infrastructure availability.
- Concentrate higher density development near service oriented businesses to help promote walkability.

Road Patterns

- Encourage development near existing roads and transportation intersections to ensure efficiencies within the system.
- Connect existing neighborhoods with infill neighborhoods to ensure safety through increased access.
- Establish collector streets with good connections through the community's growth areas.
- Promote trails and sidewalk access near roads and thoroughfares to encourage multi-modal transportation choices.

Open Spaces and Natural Resources

- Preserve natural resources throughout the community and provide educational opportunities to residents to help them understand the value of natural areas.
- Preserve open spaces and natural resources.
- Support the guidelines identified in the Open Space Report to preserve the City's natural systems.

Business Districts and Commercial Areas

- Focus service businesses and development near urban residential densities and along the TH 55 corridor and CR 101 and CR 19.
- Guide commercial development to areas along key transportation corridors, primarily TH 55.
- Promote businesses within mixed-use areas.
- Work to create job opportunities in the community for Medina residents to reduce traffic and commuting demands.

The Guide Plan

Medina's Future Land Use Plan, Map 5-2, is shaped by the City's General Land Use Development Policies, and the Land Use Goals and Strategies identified in Chapter 1 which keep a large portion of Medina rural and protect the City's natural resources while accommodating compact, systematic growth in strategic areas.

Table 5-B below demonstrates the expected 2030 land uses in the community.

**TABLE 5-B
Future Land Use Plan**

Land Use Designation	Gross Area		Net Area	
	Acres	Percent	Acres	Percent
Agricultural (AG)	251	1.4%	180	1.0%
Rural Residential (RR)	7,835	45.2%	4,982	28.7%
Low Density Residential (LDR)	944	5.5%	630	3.7%
Medium Density Residential (MDR)	451	2.6%	307	1.8%
High Density Residential (HDR)	123	0.7%	103	0.6%
Mixed Use (MU)	338	1.9%	234	1.3%
Mixed Use – Business (MU-B)	59	0.3%	39	0.2%
Developing Post-2030	444	2.6%	337	1.9%
Commercial (C)	427	2.5%	308	1.8%
General Business (GB)	559	3.2%	359	2.1%
Industrial (IB)	68	0.4%	48	0.3%
Closed Sanitary Landfill (SL)	192	1.1%	106	0.6%
Public Semi-Public (PSP)	271	1.6%	173	1.0%
Parks and Recreation	93	0.5%	46	0.3%
Parks and Recreation – Regional or State	2,519	14.5%	1,528	8.8%
Private Recreation (PREC)	358	2.1%	272	1.6%
Open Space (OS)	208	1.2%	153	0.9%
Rights-of-Way	912	5.1%	912	5.1%
Lakes	1,283	7.4%	1,283	7.4%
Wetlands and Floodplains			5,335	30.8%
Total City	17,335		17,335	

Future Land Use Designations

Agricultural (AG) identifies areas which are part of the Metropolitan Agricultural Preserves Program and are reserved for agricultural uses as a long-term land use. This area is not planned to be served by urban services and allows no more than one lot per forty acres.

Rural Residential (RR) identifies areas for low-intensity uses, such as rural residential, rural commercial, farming, hobby farms, horticulture, conservation of ecologically significant natural resources and passive recreation. This area is not planned to be served by urban services during the timeframe covered by this Plan and requires each lot to have five contiguous acres of soils suitable for septic systems.

Developing Post-2030 identifies areas for future urban development in the City that will be provided municipal sewer and water services. This area is primarily concentrated around the City of Loretto and is presently planned for each lot to have five contiguous acres of acceptable soils. The purpose of the Developing Post-2030 designation is to communicate the future planning intentions to the community.

Low Density Residential (LDR) identifies residential land uses developed between 2.0 units per acre and 3.49 units per acre which are served or are intended to be served by urban services. The primary use in this area is single-family residential development. The areas designated for low density residential uses are located near to existing low density residential uses, natural resources and provide a transition between higher density residential districts and the permanent rural areas of the community.

Medium Density Residential (MDR) identifies residential land uses developed between 3.5 units per acre and 6.99 units per acre that are served, or are intended to be served, by urban services. The primary uses in this designation will be a mix of housing such as single family residential, twin homes, town homes, and row homes. This designation provides a transition area between the commercial and retail uses along the TH 55 corridor and the single-family uses.

High Density Residential (HDR) identifies residential land uses developed between 7.0 units per acre and 30 units per acre that are served, or are intended to be served, by urban services. The primary uses will include duplexes, triplexes, town homes, apartment buildings and condominiums which should incorporate some open space or an active park. This designation is identified in areas that are generally accessible to transportation corridors and commercial uses.

Mixed-Use (MU) provides opportunities for multiple, compatible uses on a single site including a residential component and one or more of the following: general business, commercial, office and public semi-public uses in each case where the primary use is residential. The areas designated with this land use will have residential densities between 3.5 units per acre and 6.99 units per acre over a minimum of half of the developable area. The mixed-use areas are served, or are intended to be served, by urban services in the future.

Mixed-Use Business (MU-B) provides opportunities for multiple, compatible uses on one site including two or more of the following: residential, general business, commercial, or office. Residential densities in this designation will be between 7.0 units per acre and 45.0 units per acre across the entire area and may include some vertically integrated uses. The mixed-use business areas will be served by urban services.

Commercial (C) provides areas for highway oriented businesses and retail establishments; can include commercial, office and retail uses; is concentrated along the TH 55 corridor and are served or will be served by urban services.

General Business (GB) provides opportunities for corporate campus uses including light industrial and retail uses. This designation identifies larger tracts of land that are suitable for office and business park developments and are served or will be served by urban services.

Industrial Business (IB) identifies areas that are currently used for manufacturing or processing of products and refers to lighter industrial uses in the community. The area is concentrated on TH 55 to allow access to primary transportation corridors and is served by urban services.

Parks and Recreation includes parks and public recreational open space. Baker Regional Park has a significant impact on planning due to its size and attraction to those living outside of the City.

Private Recreation (PREC) refers to areas that are currently used for recreational uses, are held under private ownership including a campground and golf courses and could be expanded to include other recreational uses that are not publicly maintained. Limited numbers of residential uses will be included within this land use designation.

Open Space (OS) identifies public or privately held property protected as open space and includes known conservation easements, significant preserved natural resources and other areas that are protected through active measures.

Public Semi-Public includes governmental, religious, educational, and cemetery uses.

Rights-of-Way (ROW) refer to all public or private vehicular, transit, pedestrian, or rail rights-of-way.

Closed Sanitary Landfill (SL) identifies an area that was previously used for a sanitary landfill but is now closed. The land is owned by the Minnesota Pollution Control Agency (MPCA) and special land use regulations apply to the property.

Net Residential Density

The residential land uses described above creates a wide range of housing options. The Future Land Use Plan allows a fairly broad range of densities within the sewerred residential land uses. The following tables illustrate a possible range of net residential density within the sewerred residential land uses.

TABLE 5-C
Net Residential Density
(Assuming Lowest of Density Range)

Land Use	# of Units	Gross Acres	Acres Undevelopable ¹	Net Acres Commercial	Net Acres Residential	Net Density (Units/Acre)
	A	B	C	D	E = B - (C+D)	A / E
Existing LDR	486	346	55		291	1.7
Existing MDR	497	181	17		164	3.0
Existing HDR	140	17	2		15	9.3
Future LDR	678	598	259		339	2.0
Future MDR	501	270	126		143	3.5
Future HDR	616	106	18		88	7.0
Future MU ²	408	338	105	116	116 ²	3.5
Future MU-B ³	273	59	20		39 ³	7.0
TOTAL	3,599	1,915	602	116	1,197	3.01

¹ Acres Undevelopable include wetlands, floodplains, and steep slope

² The Mixed Use (MU) land use requires residential units equivalent to the minimum density over at least half of the developable area

³ The Mixed Use-Business (MU-B) land use requires residential units equivalent to the minimum density over the entire developable area

TABLE 5-D
Net Residential Density
(Assuming Middle of Density Range)

Land Use	# of Units	Gross Acres	Acres Undevelopable ¹	Net Acres Commercial	Net Acres Residential	Net Density (Units/Acre)
	A	B	C	D	E = B - (C+D)	A / E
Existing LDR	486	346	55		291	1.7
Existing MDR	497	181	17		164	3.0
Existing HDR	140	17	2		15	9.3
Future LDR	915	598	259		339	2.7
Future MDR	715	270	126		143	5.0
Future HDR	880	106	18		88	10.0
Future MU ²	580	338	105	116	116 ²	5.0
Future MU-B ³	390	59	20		39 ³	10.0
TOTAL	4,603	1,915	602	116	1,197	3.85

¹ Acres Undevelopable include wetlands, floodplains, and steep slope

² The Mixed Use (MU) land use requires residential units equivalent to the minimum density over at least half of the developable area

³ The Mixed Use-Business (MU-B) land use requires residential units equivalent to the minimum density over the entire developable area

Land Use Policies by Area

The following section provides policies for land use designations and is categorized into generalized subsections with the following land uses: Rural Designations, Urban Service Designations, and Public Semi-Public Designations. The policies for each category as provided below directly support the goals and strategies outlined in Chapter 2.

These designations are generalized land uses and are not specific zoning districts. The City will update the zoning ordinance and applicable codes to be consistent with the land use plan and designations identified in this section.

The planning process revealed a strong interest in promoting good, sustainable development in the City. The Planned Unit Development (PUD) process for large scale or master plan types of development, regardless of whether they are residential, commercial or mixed-uses will be available and will be supported through zoning.

Rural Designations

The rural designations include Agricultural, Rural Residential and Developing Post-2030. A large percentage of the community falls into these two categories. The purpose of these designations is to provide low-intensity land uses, such as rural residential, farming, hobby farms, horticulture, conservation of natural and ecologically significant natural resources and passive recreation. This area will not be provided with water or sewer service during the timeframe covered by this Plan.

The City's goal is to maintain the rural character of this area. The 2005 Metropolitan Council Regional Framework shows the majority of this area as Diversified Rural, and the City utilizes the Rural Residential designation to be consistent with the System Statement.

A significant segment of this area consists of large, rural parcels with single-family homes. The City recognizes that such low-density, development will continue to be a desired housing alternative.

The City's Open Space Report proposes several different implementation techniques for allowing open space development and planning to maintain rural character and simultaneously preserve significant natural resources. This result may take the form of innovative developments that clusters smaller lots on larger parcels with permanently conserved open space. Such innovative arrangements can help preserve the City's natural resources, open space and rural character, while still maintaining an average overall density of ten acres per unit. Medina's wetlands, lakes, scattered woodlands and soil conditions prevent smaller, unsewered lot development, but are ideal for low-density rural housing.

Medina's policy in the permanent rural area is to keep strict soil requirements for septic sites, but allow flexibility for Open Space design developments and to ensure that the permanent rural area will remain rural by eliminating the need for future extension of a sanitary sewer service to replace failing systems.

Objectives:

1. Allow low-density development in the Rural Residential Area including innovative arrangements of homes that preserve open space and natural resources.
2. Encourage conservation of open space, farms and ecologically significant natural resources in the rural areas.
3. Enforce standards for the installation and maintenance of permanent, on-site sewage disposal systems.
4. Allow public facilities and services, such as parks and trail systems, if compatible with rural service area development.
5. Allow land uses, such as home-based businesses, hobby farms, horse stables, nurseries and other smaller-scale rural activities, which will not conflict with adjoining residential development.
6. Regulate noise, illumination, animals, and odors as needed to maintain public health and safety.
7. Maintain a maximum density of one unit per forty acres for property in the Agricultural land use.
8. Maintain a maximum density of one unit per ten acres for new development in the Rural Residential and Developing Post-2030 land use. The City will continue to utilize a five-acre contiguous suitable soils requirement in order to pursue this objective. This requirement has maintained the required density for the past decade (see Table 5-E below) and the City will monitor rural subdivisions and adjust regulations in the event the density is consistently exceeded.

**TABLE 5-E
Density of Rural Subdivisions 2000-2008**

Subdivision	# of Lots	Gross Acres	Acres/Unit
Winchester Hills	3	15.7	5.2
Wild Acres	3	75.0	25.0
Dahl 2 nd Addn	2	23.3	11.6
Leawood Farms	9	212.0	23.6
High Pointe Ridge	3	51.4	17.1
Beannact Farm	3	42.1	14.0
Parkview Knoll	2	72.6	36.3
Unplatted	2	24.8	12.4
Willow Hill Preserve	4	31.2	7.8
Tuckborough Ridge	7	47.8	6.8
Fox Path Farm	2	27.4	13.7
All Rural Subdivisions	40	623.3	15.8

9. Continue to enforce five contiguous acres of soils suitable for septic systems per development site, but consider exceptions for open space developments that protect natural features and put land into permanent conservation. Within the Metropolitan Council's long term sewer service area (see Map 5-4), these exceptions will not be allowed to result in development with a density in excess of one unit per ten gross acres.
10. Urban services will not be provided to the Agricultural, Rural Residential, or Developing Post-2030 land uses during this planning cycle.
11. Require preservation of natural slopes, wetlands, woodlands and other significant natural characteristics.
12. Determine lot sizes by soil types and conditions as defined in the City's on-site septic system requirements.
13. Protect property within the City's Developing Post-2030 designation from subdivision and development by requiring ghost plats for subdivisions so that future urban expansion is not compromised.
14. Reduce impervious surfaces where possible by applying low impact design standards and encourage innovative materials and plans that reduce runoff.
15. Encourage landowners to participate in the protection and conservation of significant natural resources.

Urban Service Designations

The Urban Service Area includes the residential and commercial areas of the City that are currently or will be served by municipal water and sewer services.

Residential Uses

Objectives:

1. Require preservation of natural slopes, wetlands, woodlands, and other significant natural characteristics of the property.
2. Consider exceptions to or modifications of density restrictions for developments that protect the natural features or exceed other standards of the zoning district.
3. Restrict urban development to properties within the sewer service boundary.
4. Encourage green building practices such as Leadership in Energy and Environmental Design (LEED)¹ principles in neighborhood planning and residential building and low impact development design standards.

¹ LEED defined under Chapter 7 – Implementation (pg. 7-8)

5. Protect urban residential areas from excessive noise, odors, and illumination.
6. Regulate the rate and location of development in keeping with availability of public facilities and the City's stated goals, including the undesignated MUSA and growth strategies.
7. Restrict commercial development to areas designated in this Plan.
8. Limit industrial activities, including agri-business facilities, to the urban commercial or industrial park areas.
9. Protect property within the City's 2030 MUSA boundary from development prior to the provision of urban services that will hinder future division.
10. Create more flexible zoning standards that would allow for innovative arrangements of homes, conservation easements, or other creative land use concepts that preserve the City's open space and natural features.
11. Promote attractive, well-maintained dwellings on functional, clearly marked roads, with adequate facilities and open space.
12. Emphasize resident and pedestrian safety.
13. Allow for a variety of housing types with a range of economic affordability in the urban residential areas.
14. Encourage a controlled mix of densities, housing types, age groups, economic levels, lot sizes, and living styles that are of appropriate scale and consistent with appropriate land use, market demands, and development standards.
15. Establish design criteria for platting and developing site plans which will be compatible with surrounding physical features, existing land uses and the preservation of ecologically significant natural resources.
16. Require standards for site improvements that ensure compatibility with adjacent residential areas.
17. Require utilities to be placed underground wherever possible for reasons of aesthetic enhancement and safety.
18. Plan interconnections between separate developments to encourage shared road use to reduce costs and minimize the amount of road surface required.
19. Require planning of trails and walkway systems in the early design stages of all new development so that residential areas are provided safe access to parks and open space.
20. In urban residential zones with sanitary sewer service permit higher density in PUD's in exchange for (1) reduced land coverage by buildings, (2) provision of more multi-family units; and, (3) sensitive treatment of natural resources.
21. Implement standards for lot sizes and setbacks which recognize the development characteristics and natural resources of each existing neighborhood.

Mixed-Use

The mixed-use designations focus on integrating a mix of uses to help promote housing and commercial diversity within the community. Such mixed-use designations are concentrated along the TH 55 corridor to promote a more compact development pattern in proximity to existing infrastructure and will include residential and commercial components with ratios of use determined by topography and market conditions. Mixed-use areas are all located in the urban service area.

Objectives:

1. Allow a mix of residential and commercial uses to co-exist on adjacent parcels as well as within the same structure or on the same parcel.
2. Create flexible zoning standards that would allow for a mix of residential and commercial uses on parcels that preserve the City's open space and natural features.
3. Consider alternatives for meeting parking requirements including parking in the rear of buildings, shared parking, on-street, underground, or ramp parking.
4. Use building standards that enhance and maintain the small town heritage and traditional small-town look including brick facades, traditional street lighting, overhangs over the sidewalk, boardwalks, and the like.
5. Involve residents, businesses, community groups and other stakeholders in the planning of these areas.
6. Create master plans for mixed-use areas to ensure integration of uses and responsiveness to adjacent land uses.
7. Establish design criteria for platting and developing site plans which will be compatible with surrounding physical features, existing land uses and the preservation of ecologically significant natural resources.

Commercial Uses

The previous objectives outlined referred to urban land uses with a residential component. The following objectives refer to commercial and industrial land uses that are connected to or planned for urban services.

The Urban Commercial area is along the TH 55 corridor and will support businesses to benefit the residential areas to the north and south and commuters who travel on TH 55. Businesses will provide a variety of retail products and services mixed with light industrial/warehouses and smaller offices.

Objectives:

1. Provide convenient and attractive shopping and services to meet the needs of City residents.
2. Avoid multiple access points to collector and arterial roads.
3. Encourage businesses that benefit the local community by providing employment opportunities offering convenience goods and services, utilizing high quality design, and having limited impact on public services.
4. Require commercial activities that serve the broader metropolitan market to have access to a regional highway or frontage road.
5. Regulate the impact of commercial development along the border between commercially and residentially guided areas to ensure that commercial property has a minimal impact on residential areas.
6. Regulate construction to ensure high quality, energy and resource efficient buildings and to promote such Green Building standards as LEED Certifications or the State of Minnesota Sustainable Building Guidelines: Buildings, Benchmarks and Beyond (B-3) standards.
7. Encourage construction that enhances the visual appeal of TH 55 corridor.
8. Create or update standards that promote a more rural appearance, or create campus style developments that protect ecologically significant areas and natural features.
9. Require frontage roads that do not directly access TH 55 corridor.
10. Require developments to provide frontage roads as shown conceptually in the transportation plan.
11. Require conditional use permits for manufacturing, processing, cleaning, storage, maintenance and testing of goods and products in order to prevent adverse affects to the City and its residents.
12. Use the site plan review process to ensure that commercial and industrial uses are compatible with neighboring future and existing uses, and with the adjoining public streets and highways. PUD's may be used to help accomplish this policy.

Public and Semi-Public Land Use

Public and Semi Public uses including golf courses and wastewater treatment facilities exist in both the urban and rural areas.

Objectives:

1. Achieve a balanced framework of public uses and private development.
2. Set aside land for parks and preservation of ecologically significant natural resources to meet a wide variety of recreational, educational and functional needs as defined and discussed in the Park, Trails, and Open Space chapter and the Open Space Report.
3. Provide a trail system connecting parks, open space and other public uses.
4. Provide space for some public and semi-public uses in urban areas. These could include: churches, recreation areas, and public service facilities such as post office, fire stations, libraries and utility structures.
5. Continue to pursue conservation and preservation of wetlands, woodlands, ecologically significant natural resources and other open space, as appropriate.
6. Protect wetlands, as they provide wildlife habitat, preserve open space, improve water quality and provide water storage areas for the City's storm drainage system.
7. Protect the shoreline of lakes, creeks and wetlands from development.
8. Utilize existing regulatory tools and supplement as necessary to allow these types of lands to be preserved or protected for public use.
9. Require public and semi-public zoning to complement the character of surrounding land uses.

Staging Plan

The staging plan is tied to infrastructure plans, including water, wastewater and transportation, to ensure that services are provided to new residents and businesses in an efficient and cost-effective manner.

The staging plan, Map 5-3, utilizes flexible staging boundaries to direct where and when development should proceed within the City and is built on the following principles:

- Compact growth will occur along the TH 55 corridor to ensure the preservation of the rural heart of the City.
- Growth will proceed in an east-west pattern to develop efficiently the City's infrastructure, including sewer and water.
- The City shall promote contiguous growth within the urban service areas to provide efficient and cost-effective services to residents.
- Growth should encompass a balance of land uses to provide residential and business areas for development throughout the planning period.
- The staging plan identifies staged increments of 5-year periods and provides some flexibility between adjacent staging periods. Development shall be limited to a maximum of one staging increment beyond the existing staging period, and will be tied to an incentive based points system (see Chapter 7; Growth Strategy, Page 7 - 4).

These principles are developed based on known development constraints related to existing water and sewer infrastructure. When development is proposed, the City will review the staging plan for consistency with the water and sewer plans attached as appendices to this document. The following are some of the constraints to be considered when guiding development:

- There is presently capacity for approximately 160 additional water units through 2009, which needs to include a variety of growth options over the short-term planning timeline. The construction of additional wells and water storage facility will increase the availability of water units.
- The City's sewer infrastructure has capacity for approximately 2,000 additional units that is expected to be adequate through at least 2015.
- The City plans on developing the water system to match the Guide Plan which stages growth through 2030 and may include the development of a well field in the western area of the urban service boundary that may allow growth near Loretto.
- Sewer improvements will be required to meet 2030 projection population growth.

The following table describes the land use allocation by 5-year staging increments and is a guide for the City when developing infrastructure and future planning efforts.

**Table 5-F
Land Use in 5-Year Increments**

Land Use Designation	Allowed Density Ranges								
	Min	Max	Existing 2008	2010	2015	2020	2025	2030	%Change 2010-2030
<i>Residential Uses</i>			(acres)	(acres)	(acres)	(acres)	(acres)	(acres)	
-Rural Residential 2.5 acres or less	--	--		212	212	212	212	212	0%
-Rural Residential 2.5 -10 acres	1U/10A	TBD ¹		2197	2207	2217	2227	2237	1.8%
-Rural Residential 10-40 acres	1U/40A	1U/10A		3591	3661	3691	3721	3751	4.5%
- Rural Residential 40+ acres	--	1U/40A		1835	1755	1715	1675	1635	-10.9%
-Agricultural 40+ acres	--	1U/40A		251	251	251	251	251	0%
Subtotal Unsewered			8086	8086	8086	8086	8086	8086	0%
Low Density Residential (LDR)	2	3.49	346	600	713	911	944	944	57%
Medium Density Residential (MDR)	3.5	6.9	181	326	451	451	451	451	38%
High Density Residential (HDR)	7	30	17	21	21	21	21	123	486%
Mixed Use (MU) ²	3.5	6.9	0	80	166	166	239	338	323%
Mixed Use – Business (MU-B) ³	7	45	5	59	59	59	59	59	0%
Future Developing Areas		1U/10A	2501	1954	1372	982	771	444	-77%
<i>Commercial Uses</i>									
Commercial (C)			246	256	349	380	380	427	67%
General Business (GB)			92	92	214	375	480	558	507%
Industrial (IB)			25	25	68	68	68	68	172%
<i>Institutional Uses</i>									
Public Semi-Public (PSP)			271	271	271	271	271	271	0%
Parks and Recreation			93	93	93	93	93	93	0%
Parks and Recreation – Regional/State			2519	2519	2519	2519	2519	2519	0%
Private Recreation (PREC)			358	358	358	358	358	358	0%
Open Space (OS)			208	208	208	208	208	208	0%
Closed Sanitary Landfill (SL)			192	192	192	192	192	192	0%
<i>Right-of-Ways</i>					912				
<i>Lakes</i>					1,283				
<i>Wetlands and Floodplains</i>					5,335				
Total City					17,335				

¹ To be determined later for cluster/open-space developments. Density in excess of one unit per ten acres will not be allowed within Metropolitan Council's long term sewer service area.

² This land use require a minimum 50% of the developable property includes a residential component within the density range

³ The Mixed Use-Business (MU-B) land use requires residential units equivalent to the minimum density over the entire developable area. The MU-B "Existing 2008" acreage is based on the approximate area which has been developed consistent with the Objectives of the MU-B land use.

The staging plan supports the timing and planning for future improvements and recognizes the existing limitations of water and sewer systems in 2007.

Objectives

- The constraints on growth over the planning period ending in 2030 are related to water and wastewater infrastructure capital improvements. The City shall develop a capital improvement plan to address these needs and to monitor development and phasing in an appropriate way.
- The City shall evaluate the creation of a well field in the western portion of the urban service area.
- The City shall develop a system for evaluating developments within the urban service area to help prioritize developments that are consistent with the goals of the City.
- The City will promote low impact development, conservation development and environmentally sustainable design.

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