

# Chapter 5: LAND USE & GROWTH

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## 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.

## 2016 Existing Land Uses

TABLE 5-1  
EXISTING LAND USES (2016)

| Land Use                        | Acres           | Percent     |
|---------------------------------|-----------------|-------------|
| Agricultural                    | 3,208.3         | 18.7%       |
| Golf Course                     | 532.5           | 3.1%        |
| Industrial and Utility          | 278.6           | 1.6%        |
| Institutional                   | 194.2           | 1.1%        |
| Major Highway                   | 83.1            | 0.5%        |
| Mixed Use Residential           | 6.8             | 0.0%        |
| Multifamily                     | 17.5            | 0.1%        |
| Office                          | 38.9            | 0.2%        |
| Open Water                      | 1,174.5         | 6.9%        |
| Park, Recreational, or Preserve | 1,836.2         | 10.7%       |
| Railway                         | 77.0            | 0.4%        |
| Retail and Other Commercial     | 186.6           | 1.1%        |
| Rural Residential               | 4,447.1         | 26.0%       |
| Single Family Attached          | 44.1            | 0.3%        |
| Single Family Detached          | 916.1           | 5.4%        |
| Undeveloped                     | 119.0           | 0.7%        |
| Wetlands                        | 3,960.0         | 23.1%       |
| <b>Total</b>                    | <b>17,120.5</b> | <b>100%</b> |

**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 larger tracts of land and homesteads, including hobby farms, on parcels without City sewer and water service. The Rural Residential land use also includes rural property which is currently vacant and is not planned for urban services.

*Single Family Detached* includes detached single-family residential properties which are served with urban services.

*Single Family Attached* includes attached single-family residential properties such as twin homes, duplexes, townhomes and rowhomes.

*Multifamily* includes residential properties such as apartment buildings and condominiums.

**Mixed Use Residential Use** identifies properties which include residential units upon the same property as a commercial use. Most of these uses are buildings in the Uptown Hamel area which include apartments above commercial or office space.

**Industrial and Utility Use** is primarily in the TH 55 corridor and includes light industrial, warehouse, and manufacturing facilities. The use also includes utility uses throughout the community such as electric substations, water treatment facilities and the like.

**Office Use** is primarily in the TH 55 corridor and includes a number of the City's largest employers.

**Retail and Other Commercial Use** is primarily in the TH 12 and Highway 55 corridors and in the Uptown Hamel area.

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

**Golf Course Use** includes existing golf courses.

**Institutional Use** includes City, county, or state owned property, religious institutions, nursing homes, cemeteries, and other similar uses.

**Major Highway and Railway Uses** identify land occupied by federal or state highways and railroad improvements.

**Undeveloped Use** identifies areas that are currently vacant but have been subdivided in anticipation of a new development. Much of this land may currently be on the market. Sites which are actively in development are excluded from this use and designated as their approved land use.

**Wetlands, Lakes and Open Water** Wetlands and lakes play an important role in the City because together they affect 30.2% of the City land and significantly impact the City's land use patterns.

## 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. Woodland areas are located throughout the community, including a number of remnants of the Big Woods along with many other significant stands. The community has made conscious choices to preserve and protect the natural areas and to improve their quality. 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, 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 through the following policies and strategies:

- Protect access to solar resources by permitting solar equipment to be attached to structures for self-generation, subject to appropriate limitations related to community character.
- Protect access to solar resources by permitting ground mounted solar equipment for self-generation within rural, agricultural, and business uses, subject to appropriate limitations related to scale, mitigation of impacts on neighboring properties, and community character.

The Metropolitan Council has estimated the City's solar potential as follows:

| <b>Gross Potential (Mwh/yr)</b> | <b>Rooftop Potential (Mwh/yr)</b> | <b>Gross Generation Potential (Mwh/yr)<sup>2</sup></b> | <b>Rooftop Generation Potential (Mwh/yr)<sup>2</sup></b> |
|---------------------------------|-----------------------------------|--|--|
| 40,619,888                      | 532,719                           | 4,061,988  | 53,271   |

Map 5-1 displays the City's Solar Suitability Analysis Map.

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 two stories or less.

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 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.

## Future General Land Use Policy Direction

As described in the Vision Statement, the City of Medina strives to promote and protect its open spaces and natural environment. The City has historically been, and intends to continue to be, primarily a rural community.

The City has planned for a limited amount of future development consistent with regional forecast and consistent with Community Goals.

## Future Land Use Plan Principles

The Future Land Use Plan guides the development of Medina through 2040, and will be used to implement the City's goals, strategies and policies. The Plan is guided by the Vision and Community Goals as furthered by the following principles:

### Development Patterns and Neighborhood Form

- Encourage open spaces, parks and trails in all neighborhood developments. Surveys indicate 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.
- Stage residential growth to minimize the amount of adjacent developments which occur within the same time period.

- 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.
- Consider planned development in surrounding communities when making land use decisions in the City.

### **Road Patterns**

- Recognize regional highway capacity and planned improvements, along with use forecasts, as major factors in planning for growth and land use changes.
- 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.
- Consider opportunities to improve north-south travel within the City.

### **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.
- Protect wooded areas and encourage improvement of existing resources and reforestation. Evaluate existing woodland protections and supplement as necessary.
- 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 primary transportation corridors.
- Provide connections between residents and commercial areas and promote businesses within mixed-use areas.
- Work to create job opportunities in the community for Medina residents to reduce traffic and commuting demands.
- Emphasize service and retail uses which serve the needs of the local community and provide opportunities for the community to gather.
- Support business development with a corporate campus style which provides open spaces and protects natural resources.

## The Guide Plan

Medina's Future Land Use Plan, Map 5-3, maintains Medina's rural character and protects the City's natural resources while accommodating limited growth and development which is consistent with the City's Vision, Community Goals and Land Use Principles.

Table 5-2 below demonstrates the expected 2040 land uses in the community.

**TABLE 5-2  
FUTURE LAND USE PLAN**

| <b>Future Land Use (2040)</b>  | <b>Gross Acreage</b> | <b>%</b> | <b>Net Acreage</b> | <b>%</b> |
|--------------------------------|----------------------|----------|--------------------|----------|
| Rural Residential              | 8,402.2              | 49.1%    | 6,015.3            | 35.1%    |
| Agriculture                    | 222.7                | 1.3%     | 174.5              | 1.0%     |
| Future Development Area        | 671.9                | 3.9%     | 547.9              | 3.2%     |
| Low Density Residential        | 1172.5               | 6.8%     | 865.7              | 5.1%     |
| Medium Density Residential     | 58.5                 | 0.3%     | 46.2               | 0.3%     |
| High Density Residential       | 29.6                 | 0.2%     | 25.7               | 0.2%     |
| Mixed Residential              | 137.1                | 0.8%     | 94.1               | 0.6%     |
| Uptown Hamel                   | 45.0                 | 0.3%     | 41.2               | 0.2%     |
| Commercial                     | 254.2                | 1.5%     | 197.6              | 1.2%     |
| Business                       | 704.6                | 4.1%     | 471.9              | 2.8%     |
| Rural Commercial               | 67.5                 | 0.4%     | 47.6               | 0.3%     |
| Institutional                  | 270.2                | 1.6%     | 194.0              | 1.1%     |
| Parks, Recreation, Open Space  | 2,771.5              | 16.2%    | 1,971.2            | 11.5%    |
| Private Recreation             | 343.1                | 2.0%     | 297.5              | 1.7%     |
| Closed Sanitary Landfill       | 192.2                | 1.1%     | 124.7              | 0.7%     |
| Right-of-Way                   | 673.1                | 3.9%     | 616.9              | 3.6%     |
| <b>Total Acres</b>             | <b>16,015.9</b>      |          | <b>11,732.0</b>    |          |
| <i>Lakes and Open Water*</i>   | 1,104.6              | 6.5%     | 1,104.6            | 6.5%     |
| <i>Wetlands and Floodplain</i> |                      |          | 4,283.9            | 25.0%    |
| <b>Total City</b>              | <b>17,120.5</b>      |          | <b>17,120.5</b>    |          |

\* Lakes and Open Water amounts include areas adjacent to lakes which are not included in Hennepin County parcel data and exclude un-meandered lakes.

The Growth and Development Map (Map 5-4) highlights areas within the City in which a change of land use is contemplated by the Future Land Use plan. The map also highlights wetland areas within Medina which significantly affect land planning, development, and infrastructure decisions.

## Future Land Use Designations

**Rural Residential (RR)** identifies areas for low-intensity uses, such as rural residential, hobby farms, agricultural, horticulture, conservation of ecologically significant natural resources and passive recreation. Density within the RR land use shall be no more than one lot per 10 acres and the area is not planned to be served by urban services during the timeframe covered by this Plan.

**Agricultural (AG)** identifies areas which are planned for long-term agricultural uses. Density within the land use can be no more than one lot per 40 acres which will not be served by urban services. Property within this land use is eligible to be part of the Metropolitan Agricultural Preserves Program.

**Future Development Area (FDA)** identifies areas which could potentially be planned for future urban development in the City that will be provided municipal sewer and water services. This area will remain rural unless and until designated for urban services in a future Comprehensive Plan update. The purpose of the FDA designation is to communicate the future planning intentions to the community. This designation is tentative and depends greatly on future infrastructure improvements, including to regional highway capacity.

**Low Density Residential (LDR)** identifies residential land uses developed between 2.0 units per acre and 3.0 units per acre which are served, or are intended to be served, by urban services. The primary use in this area is single- and two-family residential development.

**Medium Density Residential (MDR)** identifies residential land uses developed between 5.0 and 7.0 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, row homes, and small multiple family buildings.

**High Density Residential (HDR)** identifies residential land uses developed between 12.0 and 15.0 units per acre that are served, or are intended to be served, by urban services. The primary uses will include town homes, apartment buildings and condominiums which should incorporate some open space or an active park.

**Mixed Residential (MR)** identifies residential land uses that may be developed with a variety of housing styles at an overall average density between 3.5 and 4.0 units per net acre, within which a minimum of the units equivalent to 1.0 unit per acre are required to be developed at higher densities above 8.0 units per acre. Uses within the MR land use are served, or are intended to be served, by urban services. The land use provides flexibility for the type of housing to be developed, including detached single family, twin homes, townhomes and multiple family buildings. The MR land use will allow for different types of housing to be developed in coordination with each other or independently, provided the objectives related to overall density and minimum number of higher density housing units can be achieved within a defined area.

**Uptown Hamel (UH)** the Uptown Hamel land use allows residential and commercial uses to be mixed on adjacent sites and to be mixed within the same building or property. Residential development in this designation may be between 4.0 and 15.0 units per acre. The Uptown Hamel area is served by urban services.



**Commercial (C)** provides areas for highway oriented businesses and retail establishments including commercial, office and retail uses. These uses are concentrated along the arterial corridors and are served or will be served by urban services.

**Business (B)** provides opportunities for corporate campus uses including office, warehouse, and light industrial. 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.

**Rural Commercial (RC)** identifies commercial land uses which are not served by urban services, but rather by individual wells and septic systems. The scale of development in this land use shall be limited to protect water resources.

**Institutional (INST)** identifies existing public, semi-public, and non-profit uses such as governmental, cemeteries, religious, educational and utilities.

**Parks, Recreation, and Open Space (PROS)** identifies publicly owned or permanently conserved land which is used for park, recreational, or open space purposes.

**Private Recreation (PREC)** identifies areas that are currently used for outdoor recreational uses which are held under private ownership but are not publicly maintained. Limited numbers of residential uses may be included or have previously been developed within this land use designation, accounting for no more than 10% of the land area. Density within the residential portion of the use shall be between 2.0 and 3.0 units per net acre where urban services are available and one unit per 10 acres where services are not available. The City does not anticipate additional residential development within the land use.

**Closed Sanitary Landfill (SL)** identifies an existing closed sanitary landfill. The Woodlake Landfill is owned by the Minnesota Pollution Control Agency (MPCA) as part of Minnesota's Closed Landfill Program. The MPCA has jurisdiction over land use regulations of the landfill and has made available a description of the types, locations, and potential movement of hazardous substances, pollutants and contaminants, or decomposition gases related to the facility in its Closed Landfill Plan. The City hereby incorporates such information and the City will provide such information as required by law.



## Average Net Residential Density

The Metropolitan Council has designated the portion of the City within the Metropolitan Urban Service Area as Emerging Suburban Edge. Residential development within the Emerging Suburban Edge designation is required to be planned for new development and redevelopment at average net density of at least 3-5 units per acre.

The average net density for planned residential development in Medina is 3.17 units per acre as described in Table 5-3.

**TABLE 5-3  
NET RESIDENTIAL DENSITY**

| <b>Future Land Use</b>                 | <b>Planned Net Acreage</b> | <b>Minimum Density</b> | <b>Minimum Number of Units</b> |
|--|----------------------------|------------------------|--------------------------------|
| Low Density Residential                | 186.4                      | 2.0                    | 372.8                          |
| Medium Density Residential             | 24.5                       | 5.0                    | 122.5                          |
| High Density Residential               | 16.1                       | 12.0                   | 193.2                          |
| Mixed Residential                      | 94.1                       | 3.5                    | 329.4                          |
| <b>Total Planned Residential</b>       | <b>321.1</b>               |                        | <b>1,017.9</b>                 |
| <b>Average Net Residential Density</b> | <b>3.17</b>                |                        |                                |

The Metropolitan Council requires communities to assume development at the minimum density of each land use when projecting net residential density. In reality, development will occur within the allowed range, higher than the minimum. This will result in density being higher than calculated above.

Redevelopment is anticipated within the Uptown Hamel area and is likely to include additional residential units. The intent of the Uptown Hamel land use is to permit flexibility in the amount of residential and commercial development and is therefore not projected in Table 5-3. However, residential development within Uptown Hamel is required to exceed 4 units per net acre, which would further comply with Metropolitan Council minimum net density requirements.

## Employment Intensity Forecasts

The Metropolitan Council requires that communities provide a measurement of forecasted employment. Acceptable measures include floor area ratios, building footprint percentages or impervious surface percentages. Medina anticipates that new development in the Commercial and Business land uses will tend to result in 50-65% impervious surface coverage.

## Land Use Policies by Area

The following section provides policies for land use designations and is categorized into generalized subsections. The policies for each category as provided below directly support the Community Goals and Land Use Principles.

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 high quality, 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 Future Development Area. A large percentage of the community falls into these 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.

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

The Metropolitan Council has identified a significant portion of Medina's rural area in the Long-term Sewer Service Area (LTSSA) for the Blue Lake wastewater facility. The Metropolitan Council designates the LTSSA for the possibility of extension of urban services in the long-term, beyond 25 years in the future. Medina is required to identify the LTSSA in its Comprehensive Plan.

The Metropolitan Council's LTSSA is identified in Map 5-5. The Metropolitan Council states that the LTSSA is intended to provide opportunities to efficiently extend urban services to accommodate long-term growth. The City believes that much of this area does not support efficient extension of urban services and the City seeks opportunities to remove property from the LTSSA. The following factors affect the efficiency of providing future urban services and are displayed on Map 5-6:

- Wetlands, Topography, Regional Parks and Scientific Areas  
Wetlands occupy a significant portion of the area identified by the Metropolitan Council within the LTSSA, accounting for approximately 40% of the area. This fact, along with topographical conditions, would make the provision of wastewater service inefficient. In

addition, Baker Park and the Wolsfeld Woods Scientific and Natural Area occupy large portions of Medina's rural area, further separating any developable areas.

- Historical development patterns  
Much of the LTSSA was developed with large-lot residential neighborhoods prior to the Metropolitan Council's LTSSA designation. These properties tend to include large homes with comparatively high home values, making the likelihood of redevelopment with urban services costly. The Metropolitan Council seeks density lower than 1 unit per 10 acres for efficient extension of wastewater service. As evidenced on Map 5-6, the vast majority of the LTSSA within Medina has been previously developed in a pattern that is denser than 1 unit per 10 buildable acres. As a result, much of the LTSSA does not provide opportunity for efficient extension of wastewater service by the Metropolitan Council's policy.
- Distance between regional infrastructure and City infrastructure  
The Metropolitan Council would need to extend wastewater service into the southern area of Medina if development were to occur in the future. The City's primary municipal water system is in the northern portion of Medina. One of these services would need to be extended a great distance in order to be provided in connection with the other, or the City would need to establish a separate water system. Either alternative would be costly and would not be efficient.

In discussions with Metropolitan Council staff, the City has identified approximately 730 acres to be removed from the LTSSA in the southern portion of the City, because a similar acreage in the northwest corner of the City was added to the Blue Lake wastewater facility service area. The City will continue to seek opportunities to remove property from the LTSSA because of the factors noted above.

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 stringent 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 Future Development Area land use.
9. Consider exceptions to maximum density standards for open space developments that protect natural features and put land into permanent conservation. Within the Metropolitan Council's long term sewer service area (reference Map 5-5), these exceptions will be allowed to result in development with a density in excess of one unit per ten gross acres if consistent with the Metropolitan Council's Flexible Residential Development Guidelines.
10. Urban services will not be provided to the Agricultural, Rural Residential, or Future Development Area land uses during this planning cycle.
11. Require preservation of natural slopes, wetlands, woodlands and other significant natural characteristics.
12. Require that lots contain adequate soil types and conditions as defined in the City's on-site septic system requirements.
13. Protect property within the Future Development Area 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 and incentivize 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. Such modification shall generally not exceed -10% of the minimum density or +20% of the maximum density requirement of the relevant land use.
3. Restrict urban development to properties within the sewer service boundary.
4. Regulate land within the Mixed Residential land use to provide opportunities for residential development with a density in excess of 8 units/acre. Flexibility is purposefully provided within the land use to support opportunities for a single project to provide both low- and high- density housing or for multiple developers to partner on independent projects within a Mixed Residential area.
5. Encourage green building practices such as Leadership in Energy and Environmental Design (LEED) principles in neighborhood planning and residential building and low impact development design standards.
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 and business development to areas designated in this Plan.
8. Protect property within the City's MUSA boundary from development prior to the provision of urban services that will hinder future division.
9. Create 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.
10. Promote attractive, well-maintained dwellings on functional, clearly marked roads, with adequate facilities and open space.
11. Emphasize resident and pedestrian safety.
12. 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.
13. 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.

14. Establish standards for higher density residential development so that such development is compatible with surrounding uses. Such standards may include enclosed parking, green space, landscape buffering and height limitations.
15. Require utilities to be placed underground wherever possible for reasons of aesthetic enhancement and safety.
16. Plan interconnections between separate developments to encourage shared road use to reduce costs and minimize the amount of road surface required.
17. 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.
18. 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.
19. Implement standards for lot sizes and setbacks which recognize the development characteristics and natural resources of each existing neighborhood.
20. Regulate noise, illumination, and odors as needed to protect residential neighborhoods and to maintain public health and safety.

## **Uptown Hamel**

The Uptown Hamel land use allows for a mix of residential and commercial uses to create a vibrant, walkable, and attractive place; a place to shop, work and live.

### **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. Uptown Hamel is intended to provide flexibility in terms of residential and commercial uses. As a result, it is difficult to project future uses in the area, but it is estimated that approximately 40% of the land will be utilized for residential purposes, 40% for commercial uses, and 20% for office uses.
2. Consider alternatives for meeting parking requirements including parking in the rear of buildings, shared parking, on-street, underground, or ramp parking.
3. Use building standards that enhance and maintain the small town heritage and traditional small-town look including brick facades, traditional street lighting, and overhangs over the sidewalk, boardwalks, and the like. Establishment of design guidelines to support this objective.
4. Involve residents, businesses, community groups and other stakeholders in the planning of these areas.
5. Create master plans for mixed-use areas to ensure integration of uses and responsiveness to adjacent land uses.
6. 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.
7. Encourage underground or structured parking through flexibility to standards, including increased residential density up to 20 units per acre.
8. Emphasize resident and pedestrian safety.
9. Require utilities to be placed underground wherever possible for reasons of aesthetic enhancement and safety.
10. Regulate noise, illumination, and odors as needed to maintain public health and safety.



## Commercial Uses

The following objectives refer to commercial land uses which will provide a variety of retail products and services mixed with smaller offices.

### Objectives:

1. Require preservation of natural slopes, wetlands, woodlands, and other significant natural characteristics of the property.
2. Provide convenient and attractive shopping and services to meet the needs of City residents.
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 and the rural vistas and open spaces of the City.
8. Establish standards for the commercial area north of TH 55 at Tamarack Drive which results in a high quality, walkable and appropriately scaled development which complements nearby residential neighborhoods, emphasizes goods and services for local residents over highway users and provides gathering opportunities for the community.
9. Require frontage roads that do not directly access arterial roadways and limit access to arterial and collector roadways.
10. Limit the scale of commercial development where urban services are not available to protect water resources and to integrate such uses with surrounding rural lands.
11. 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.
12. Emphasize pedestrian safety.
13. Require utilities to be placed underground wherever possible for reasons of aesthetic enhancement and safety.
14. Regulate noise, illumination, and odors as needed to maintain public health and safety.

## Business Uses

The following objectives refer to business land uses that are connected to or planned for urban services. Businesses in this use generally include office complexes, business park development, warehouse and light industrial opportunities.

### Objectives:

1. Require preservation of natural slopes, wetlands, woodlands, and other significant natural characteristics of the property.
2. Encourage businesses that benefit the local community by providing employment opportunities utilizing high quality design, and having limited impact on public services.
3. Consider permitting uses such as nursing homes and assisted living facilities where suitable, subject to appropriate requirements related to density, ensuring compatibility between uses, and preventing the use from being predominantly independent-living residential in nature. These uses are expected to occupy a very small proportion of Business land. Residential density is estimated to be between 5-20 units per net acre, but flexibility will be considered based upon the mix of nursing home, assisted living, memory care, independent living units, and other uses proposed within a development.
4. Regulate the impact of development along the border between business and residentially guided areas to ensure that business uses have a minimal impact on residential areas.
5. 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.
6. Encourage construction that enhances the visual appeal of TH 55 corridor and the rural vistas and open spaces of the City.
7. Create or update standards that promote a more rural appearance, or create campus style developments that protect ecologically significant areas and natural features.
8. Require frontage roads that do not directly access arterial roadways and limit access points to collector and arterial roadways.
9. 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.
10. Emphasize pedestrian safety.
11. Require utilities to be placed underground wherever possible for reasons of aesthetic enhancement and safety.
12. Regulate noise, illumination, and odors as needed to maintain public health and safety.

## Staging Plan

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

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

- Growth should encompass a balance of land uses to provide residential and business areas for development throughout the planning period. The staging plan also is intended to reduce concentration of development within a location during a particular timeframe.
- 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 two years prior to the existing staging period, and will be tied to an incentive based points system. Such flexibility will not be permitted for new high-density residential development to finalize prior to 2021 as deemed necessary by the Metropolitan Council to ensure sufficient land is available at higher densities from 2021-2030.

Table 5-5 describes the net acreage of the various land uses by Staging Period.

The following table describes the corresponding number of residential units which could be developed upon property within each Staging Period. The numbers below do not include several lots that have been approved for development, but are not yet constructed, which is why the capacity noted below differs slightly from the forecasts noted in Chapter 3. Although most of the property staged for development is available in earlier timeframes, the City anticipates that actual growth will be more linear as described in the forecasts in Chapter 3.

**TABLE 5-4  
STAGING PLAN – RESIDENTIAL DEVELOPMENT CAPACITY**

| <b>Time Period</b> | <b>Total Residential Units</b> | <b>High Density Residential Units</b> |
|--------------------|--------------------------------|---------------------------------------|
| 2018-2021          | 345                            | 32                                    |
| 2021-2025          | 161                            | 161                                   |
| 2025-2030          | 464                            | 94                                    |
| 2030-2035          | 0                              |                                       |
| 2035-2040          | 47                             |                                       |
| <b>Total</b>       | <b>1,017</b>                   | <b>287</b>                            |

**TABLE 5-5  
STAGING PLAN – NET ACRES**

| <b>Future Land Use</b>      | <b>Existing<br/>2017</b> | <i>Change<br/>2018-2021</i> | <b>2021</b> | <i>Change<br/>2021-2025</i> | <b>2025</b> | <i>Change<br/>2025-2030</i> | <b>2030</b> | <i>Change<br/>2030-2035</i> | <b>2035</b> | <i>Change<br/>2035-2040</i> | <b>2040</b> |
|-----------------------------|--------------------------|-----------------------------|-------------|-----------------------------|-------------|-----------------------------|-------------|-----------------------------|-------------|-----------------------------|-------------|
| Rural Residential           | 6,015.3                  | 0.0                         | 6,015.3     | 0.0                         | 6,015.3     | 0.0                         | 6,015.3     | 0.0                         | 6,015.3     | 0.0                         | 6,015.3     |
| Agriculture                 | 174.5                    | 0.0                         | 174.5       | 0.0                         | 174.5       | 0.0                         | 174.5       | 0.0                         | 174.5       | 0.0                         | 174.5       |
| Future Develop. Area        | 547.9                    | 0.0                         | 547.9       | 0.0                         | 547.9       | 0.0                         | 547.9       | 0.0                         | 547.9       | 0.0                         | 547.9       |
| Future Staged Growth*       | 666.1                    | -467.7                      | 198.4       | -13.4                       | 185.0       | -161.5                      | 23.5        | 0.0                         | 23.5        | -23.5                       | 0.0         |
| Low Density Resid.          | 679.3                    | 95.5                        | 774.8       | 0.0                         | 774.8       | 67.4                        | 842.2       | 0.0                         | 842.2       | 23.5                        | 865.7       |
| Medium Density Res.         | 21.5                     | 24.7                        | 46.2        | 0.0                         | 46.2        | 0.0                         | 46.2        | 0.0                         | 46.2        | 0.0                         | 46.2        |
| High Density Resid.         | 9.6                      | 2.7                         | 12.3        | 13.4                        | 25.7        | 0.0                         | 25.7        | 0.0                         | 25.7        | 0.0                         | 25.7        |
| Mixed Residential           | 0.0                      | 0.0                         | 0.0         | 0.0                         | 0.0         | 94.1                        | 94.1        | 0.0                         | 94.1        | 0.0                         | 94.1        |
| Uptown Hamel                | 33.2                     | 8.0                         | 41.2        | 0.0                         | 41.2        | 0.0                         | 41.2        | 0.0                         | 41.2        | 0.0                         | 41.2        |
| Commercial                  | 135.9                    | 61.7                        | 197.6       | 0.0                         | 197.6       | 0.0                         | 197.6       | 0.0                         | 197.6       | 0.0                         | 197.6       |
| Business                    | 196.8                    | 275.1                       | 471.9       | 0.0                         | 471.9       | 0.0                         | 471.9       | 0.0                         | 471.9       | 0.0                         | 471.9       |
| Rural Commercial            | 47.6                     | 0.0                         | 47.6        | 0.0                         | 47.6        | 0.0                         | 47.6        | 0.0                         | 47.6        | 0.0                         | 47.6        |
| Institutional               | 194.0                    | 0.0                         | 194.0       | 0.0                         | 194.0       | 0.0                         | 194.0       | 0.0                         | 194.0       | 0.0                         | 194.0       |
| Parks, Rec, Open Space      | 1,971.2                  | 0.0                         | 1,971.2     | 0.0                         | 1,971.2     | 0.0                         | 1,971.2     | 0.0                         | 1,971.2     | 0.0                         | 1,971.2     |
| Private Recreation          | 297.5                    | 0.0                         | 297.5       | 0.0                         | 297.5       | 0.0                         | 297.5       | 0.0                         | 297.5       | 0.0                         | 297.5       |
| Closed Sanitary<br>Landfill | 124.7                    | 0.0                         | 124.7       | 0.0                         | 124.7       | 0.0                         | 124.7       | 0.0                         | 124.7       | 0.0                         | 124.7       |
| Right-of-Way                | 616.9                    | 0.0                         | 616.9       | 0.0                         | 616.9       | 0.0                         | 616.9       | 0.0                         | 616.9       | 0.0                         | 616.9       |

- *Future Staged Growth represents the acreage which is included in a future Staging Period.*

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