

Land Use and Growth Management Plan

This chapter guides the City’s regulation of perimeter growth and the general pattern of land use across the community. It includes design guidelines for residential neighborhoods and the proposed “town center.” Finally, the land use plan policies are coordinated with municipal and private actions in economic development and natural resource protection.

- Major Land Use and Growth Management Issues 11-1
- Sustainable Growth 11-3
- Land Use Plan Map 11-4
- Perimeter Growth 11-7
- Residential Neighborhoods 11-8
- Town Center 11-9
- Major Road Corridors 11-10
- Economic Development 11-11
- Environmental Resource Protection during Development 11-12
- Site Plan Review 11-13
- Plan Action Steps 11-14

Figures

- 11-1 Land Use Plan Map 11-7

Major Land Use and Growth Management Issues

The following are the major issues in the topic of land use and development identified through the analysis of conditions.

- 1. Protecting the Ability of the City to Grow Outward:** Will the County and Big Lake Township continue to cooperate with the City to protect the City’s ability to growth outward in an efficient and economic fashion?
- 2. Annexation of Town Peninsulas and Islands:** What should be done, if anything, to encourage land owners in the several Township “peninsulas” and “islands” that are surrounded by City land to petition for annexation of their land to the City?
- 3. Fringe Development Pattern:** What should be the pattern of land use on the City’s perimeter?
- 4. Favored Locations for Perimeter Growth:** What are the most efficient and beneficial locations for perimeter growth?
- 5. Locations for Multiple-Family Housing:** What are the best types of locations for multiple-family housing?
- 6. Types of New Housing:** Should the plan try to guide development toward or away from certain types of housing or let the market make that decision?
- 7. Appearance of New Multiple-Family Housing:** Should the City adopt design guidelines, or regulations, that help make attached housing more compatible with detached (single-family) housing?

- 8. New Neighborhood Design:** Should the City require that new residential areas be designed with many of the features of the older neighborhoods such as sidewalks, street trees, a mixture of housing types, narrow streets, short front setbacks and garages set back further than the façade of the house? Should there be regulations to soften the appearance of garage doors?
- 9. Downtown:** To what degree should the City promote and assist redevelopment that conforms to the recommendations of the downtown design guidelines for retail, offices, housing and mixed-use buildings? What should be the next major step forward for the downtown?
- 10. Waterfront Greenways:** Should the City acquire land for a linear public park and trail plus protected open space along the Elk River?
- 11. Economic Development, Jobs and Income:** What land use, zoning and development policy changes, if any, should be made to help promote economic development in Big Lake?
- 12. Commercial Growth:** How much land should be planned and zoned for retail business development? Should multiple-family housing be allowed in certain commercially-zoned locations?
- 13. General Redevelopment:** How proactive should the City be in encouraging redevelopment?
- 14. Lakefront Land Ownership and Use:** Can or should public access to the lakes be improved?
- 15. Role of the Plan:** How strong should the Comprehensive Plan be in setting City policy, ordinances and budgeting?

Sustainable Growth

Grow by investing in established neighborhoods, carefully planning new districts, providing attractive public amenities and protecting environmental resources.

A central idea in this Comprehensive Plan is that existing neighborhoods and established business areas should be maintained or renewed as new investments occur in perimeter locations. Growth on the edge of the City should be compact and adjacent to prior development, and some new housing or business should occur as redevelopment.

1. Compact and Contiguous Growth

Guide growth in Big Lake to locations either adjacent to or within presently urbanized areas. Land use should be either urban and compact or rural and very low density to preserve options for future development. This would:

- Create a stronger sense of Big Lake as a small town.
- Promote efficient use of serviced land
- Promote continued investment in older areas
- Limit public and private expenses
- Protect sensitive environmental resources
- Preserve rural character and prime farmland
- Conserve nearby fringe areas for future urbanization when public sewer and water service become available
- Reduce driving and enable increased walking and bicycling
- Preserve the distinction between urban and rural areas.

2. Spread with a Center

Develop a combination of spread or low-density neighborhoods surrounding a higher density center. There will be a town center but also some large lots.

3. New Neighborhoods

New neighborhoods should include a variety of types of housing, local streets sized to encourage appropriately slow traffic speeds, street trees and sidewalks, and parks or parkways within easy walking distance.

4. Infill and Redevelopment

Provide various incentives for the re-use or more intensive use of locations that were not previously developed, locations that have been built upon but cleared, and locations that are underused or highly deteriorated. Some part of the future growth in jobs and housing will be captured in the older parts of the City to keep those areas vital and to use prior public investments. Incentives may include planning and zoning, buying, preparing and reselling property, and improving roads, utilities, and parks.

Prime locations for infill and redevelopment include the original downtown along Lake Street and the northern frontage of Highway 10 between Lake Street and Eagle Lake Road.

5. Guiding Growth with Public Infrastructure

Use modest public investments to support new growth and encourage continuous reinvestment in established areas.

Depend on private land developers to carry the great majority of the cost of new streets or utility lines. Limit public spending to those features that cannot legally be assigned to private investors or that must be spread across a wide area. Examples might include the additional cost of a parkway street compared to a standard street, a sewage lift station or a water tower.

Across the City, the parks, parkways and street improvements will be used to help keep neighborhoods attractive and sustain property values. (Refer also to the Parks System and the Utilities Chapters for further policy direction.)

6. Role of the City and Developers

Allow developers to lead in the design of new development, including lot sizes. Establish minimal standards, such as street widths, and a framework of essential features for the private sector to work within. Essential features include major roads and utilities, commercial or industrial locations, environmental protection and public safety. Continue to require developers to improve or extend local and collector streets, minor utility lines, and participate in the cost of improving arterial roads and trunk utility lines.

Land Use Plan Map

Regulate land use to ensure consistency with the Land Use Plan map and the objectives and policies of this Comprehensive Plan.

The Land Use Plan Map, Figure 11-1, is intended to serve as a guide to the zoning map and to identify sufficient areas for future land development in order to accommodate at least 20 years of forecast growth.

The Land Use Plan Map provides sufficient land both within the current City limits and nearby to meet the growth needs of the community through 2040 and beyond. More area is guided on Figure 11-1 than is probably needed by 2040 so as to provide market choice. Development decisions regarding specific tracts and parcels will be initiated through the workings of the development market and driven primarily by private investors.

1. Planned Land Use Map and Categories

Use the Land Use Plan Map shown by Figure 11-1 and the land use categories further defined in Table 11-1 as the general pattern of future continued physical development for the City of Big Lake. Table 11-1 provides a more detailed description of each category, along with criteria to evaluate the appropriateness of specific uses relative to each land use category.

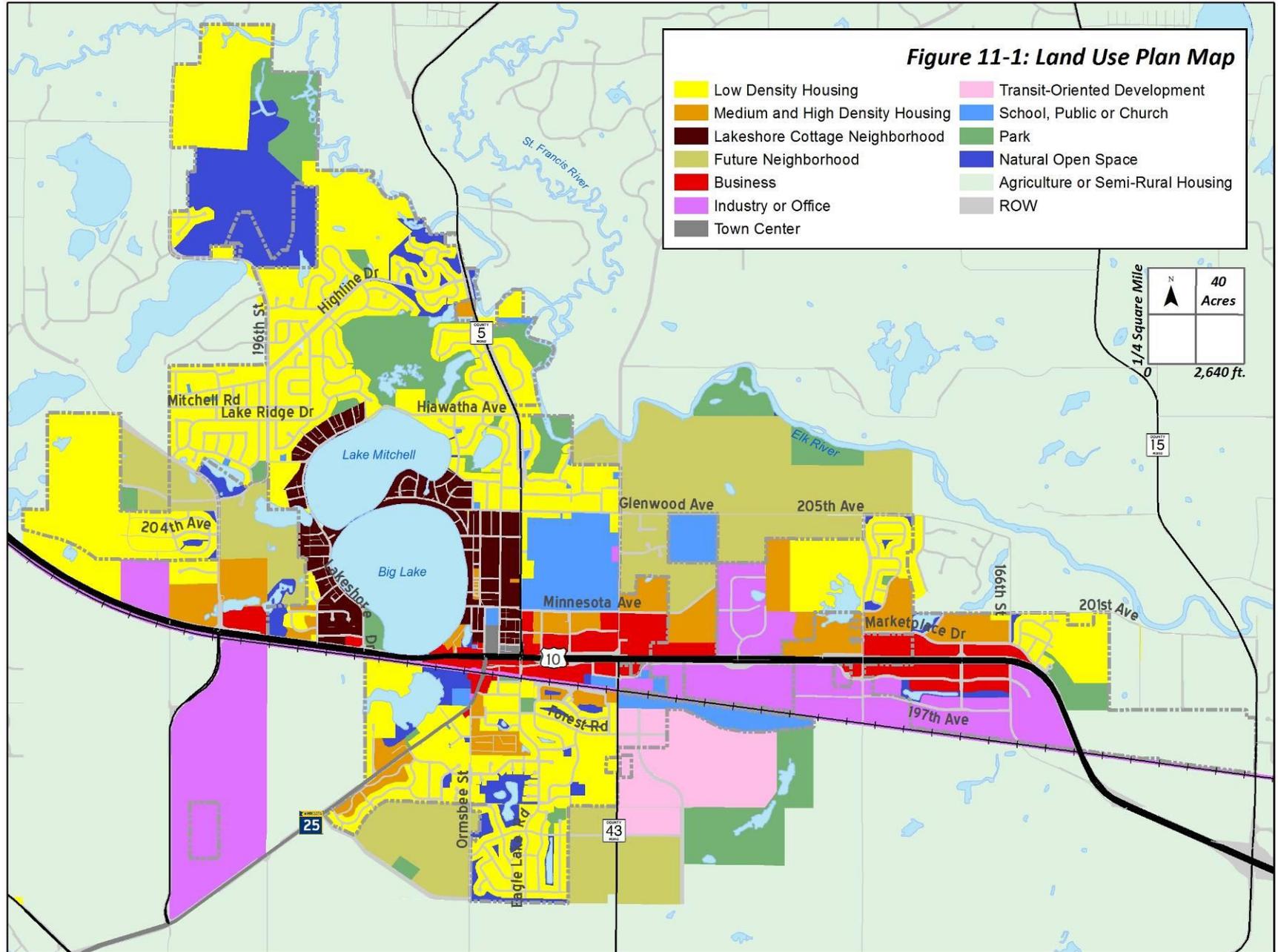
The land use patterns shown on Figure 11-1 are generalized and do not represent precise demarcations on the ground or specific sites. For areas within existing developed neighborhoods, the Land Use Plan Map shows areas based on streets, blocks or existing use. For areas that are undeveloped, the Land Use Plan Map shows transitions from one land use category to another and is not based on defined boundaries. Likewise, locations shown for future parks or other public facilities are approximations or search areas.

Consequently, the City will use the Land Use Plan Map in conjunction with related objectives and policies in the Comprehensive Plan in reviewing rezoning and development proposals, plats, site plans, annexation petitions and other requests regarding future land use.

However, major departures from the Land Use Plan Map will be considered only in the context of an amendment to the *Comprehensive Plan*. The City will generally allow rezonings to more intensive land uses consistent with the plan provided that adequate safeguards are made to ensure that the more intense development will not adversely affect the use and enjoyment of nearby land uses as a result of excessive traffic, noise or light, inappropriate site planning or excessive or unwarranted impact on the natural environment.

**Table 11-1
Land Use Plan Map Categories and Proposed Zoning Map Districts**

Plan Map Categories	Land Uses	Potential Zoning Districts
Low Density Housing	Includes single-family housing and two-family housing. Allowable densities range from approximately 2.5 to 4 housing units per gross acre, with lot sizes in the range of 8000 square feet and larger. Includes places of worship.	R-1E, R-1 and R-2
Medium and High Density Housing	Included in this category are small-lot single-family houses, duplexes, townhouses, 4- to 12-unit buildings that typically have individual exterior entrances, and apartment buildings, which have interior corridors. The housing is located where there is good traffic access, between Low-Density Housing and non-residential land uses, and at high-amenity locations. The density is expected to be in the range of 4 to 8 units per gross acre for the duplex, townhouse and similar buildings and up to 25 units per gross acre for apartment buildings. Locations and site plans should conform to the guidelines in this plan. Includes places of worship.	R-2, R-3 and R-4
Lakeshore Cottage Neighborhood	Allows single-family, two-unit and townhome residential development and redevelopment. Located primarily in the Shoreland Management areas adjacent to Big, Mitchell and Keller Lakes and encompasses very small lots dating from the 1890s to the 1950s. Subject to the conditions listed in the R-5 zoning district.	R-5, Residential Redevelopment District
Future Neighborhood	Future Neighborhood indicates locations where housing and supportive development are expected to occur. The exact arrangement of residential densities and types will be determined through negotiation with land development applicants. The City intends that there be a mixture of types of housing in these locations.	Agriculture district or a district determined upon annexation.
Business	Businesses providing retail trade or services for individuals or businesses. May also include professional offices.	B-1, B-2 or B-3
Industry or Office	Allows a wide range of assembly, fabrication, processing, research, warehouse, logistics or corporate office businesses. The type and intensity of allowed uses vary with the zoning district.	I-1, I-2 or I-3
Town Center	This land use category allows and promotes office, retail, housing, hospitality and civic land uses, preferably in mixed-use buildings with pedestrian orientations. May be subject to the Downtown District design guidelines.	R-3 and B-2
Transit-Oriented Development	Mid- or high-density housing and supportive public space design, all consistent with the principles of the Transit-Oriented Development Design Manual, 2008. See recommendations for amendments to the TOD Master Plan in this chapter.	Transit-Oriented Development (TOD)
Schools and Public Buildings	Includes public and private schools, City Hall and municipal public works facilities.	R-1
Park	Public parks. Locations of future parks shown on Figure 1-1, Planned Land Use, are approximate.	Any district
Open Space	Protective open space; ponds, wetlands, floodplains.	Any; Overlay district
Agricultural	Farming or very low density housing without City utilities. Housing should be no more dense than 1 house per 10 acres unless planned for future City utilities. May be a transitional area for future sewered development.	A, Agricultural



Perimeter Growth

Achieve long-term, compact and cost-effective perimeter growth.

1. Strive for Adjacent Development

Only approve residential or commercial plats that are adjacent to or very near other, existing urban development even if all of the development costs are borne privately. Do not bond for and carry the cost of new utilities or streets that do not meet that condition.

2. County and Township Cooperation

Reinforce an understanding with the adjacent Town of Big Lake and Sherburne County that there is mutual benefit in staged, orderly utility extensions, annexation and compact urban growth into territory planned and regulated for that purpose.

Urge Sherburne County and Big Lake Township to set a minimum residential lot size of at least 5 acres but ideally 10 acres in areas of Big Lake Township south of the Elk River to protect the ability of land near the City to be subdivided and served with sewer and water lines, and to protect agriculture and rural character.

3. Protect Adjacent Lands for Urban Development

Petition Sherburne County and Big Lake Township to increase the minimum residential lot size to at least 5 but ideally 10 acres in the areas planned as Urban Reserve near the City.

Some of these locations are zoned General Rural, which allows houses on 2.5 acre lots. Five acres, or preferably 10, is considered the minimum practical size to allow for future re-subdivision to sewer, City-sized residential lots.

Likewise, the County's Agricultural zoning district south of the City requires a minimum lot size of only 5 acres, which is not quite adequate to safeguard the growth potential of the City. That also should be set to a minimum of 10 acres. If the City becomes ringed with houses on parcels that cannot be easily divided for lots and streets, the public and private costs of City growth will be increased and the City will need to consume more land more quickly.

4. City Services and Annexation

Require annexation or an annexation agreement to extend and connect to City sewer and water lines.

Extend the City's corporate boundaries by approving annexations consistent with this *Comprehensive Plan* and State law. Prior annexations have occurred only through petitions initiated by the individual landowners.

Use these criteria to evaluate annexation petitions so that policies on growth management, fiscal health and land use are furthered.

- Maintain a compact and regular pattern of growth and boundary expansion
- Incorporate "peninsulas" of township that abut the City on three sides
- Extend City streets and utilities cost-effectively.
- Deliver public services cost-effectively.
- Foster neighborhood development patterns with connecting streets and walkways
- Address a market demand for development
- Capture nearby growth in a compact and efficient pattern rather than a fragmented, costly, semi-rural pattern.

Municipal services are required for sustainable and cost-effective growth, and the City of Big Lake is most capable of providing those services.

5. Environmental Protection

On land annexed to the City or proposed for development, protect or restore sensitive or special natural resources such as flood plains, streams, wetlands, water quality, shorelines, riverbanks or major wooded areas through regulation and/or City investment. Follow this *Comprehensive Plan* and the land use regulations of the City's zoning and subdivision ordinances.

6. Prime Farmland

Minimize the loss of productive farmland from premature conversion to non-agricultural uses. Protect areas identified as productive farmland by promoting compact urban development and discouraging semi-rural large-lots outside its borders.

Residential Neighborhoods

Reinforce or create new neighborhoods with a diversity of housing, attractive public spaces, compatible land uses, and identity.

1. Residential Mixture

Plan and create a mixture of lot sizes, housing sizes, housing types and housing styles across the city. Mix housing types, with small areas of multiple-family housing.

Within some neighborhoods, have a mixture of housing types and styles, depending on the strategy of the land developer. Plan and zone locations for townhouses and apartments. However, ensure that the value and livability of single-family, detached housing is not harmed when trying to accommodate the need for other housing types. No additional “manufactured home park” zoning is recommended.

2. Street Corridor Design

Combine improved garage setbacks and garage design with narrower streets, driveways and street trees for an overall visual enhancement.

Study amendments to garage front setback requirements in the R-1 and R-2 zoning districts to improve the relationship of the house to the street. The intent would be to improve small-town charm, soften the appearance of the garage door, heighten the visual prominence of the house entry and encourage porches.

For example, a shorter front setback for the garage might be allowed if:

- The garage door is even the front porch
- The door has windows
- The façade above the garage has second-story windows
- The garage has a turned entrance
- The third stall is set further back and the first two
- The maximum driveway width at the street is no more than 16 feet.

Exceptions may be made for narrow or small lots.

The façade-to-façade design of local residential street corridors is vitally important to the appearance of any city. See Appendix E.

3. Street Connections

Allow some cul-de-sac streets, particularly where necessary to serve difficult locations or to protect natural resources. However, interconnect most local residential streets for the sake of driving, walking and bicycling.

4. Links to Adjacent Neighborhoods

Link new neighborhoods visually and functionally to the established portions of Big Lake via street connections, bicycle facilities, pedestrian connections and, where possible, the parkway system.

5. Context-Sensitive Redevelopment and Infill

In older neighborhoods, encourage infill development that respects the characteristics of those neighborhoods and is consistent with the prevalent housing styles in each neighborhood.

This principle does not imply that all housing will be of the same type (i.e., detached or duplex) but that older and newer housing will share many design elements. Redevelopment and infill are keys to strengthening older neighborhoods and will always be done in a manner that responds to and builds on the strengths of those neighborhoods.

6. Older Neighborhoods

Continue to review zoning regulations that apply to the older neighborhoods so as to accommodate the nonconforming status of dwellings that were caused by setback or area requirements.

7. Northstar Neighborhood

Amend the Northstar transit-oriented development plan to allow more housing and accept less retail and office business in that vicinity.

8. Lakefront Cottage Neighborhoods

Continue to administer the R-5, Residential Redevelopment, zoning district in those locations shown on the Land Use Plan Map as Lakeshore Cottage Neighborhoods. That zoning district is designed to encourage consolidation of small parcels, to protect existing houses through reasonable setback of new buildings, and to mitigate harmful surface water runoff to the lakes.

Town Center

Re-Create a center of the community that is walkable and identifiable

Evolve a “town center” that includes a walkable mixture of businesses, multiple-family housing, civic buildings and public space. Allow and encourage housing above commercial spaces if proposed by the applicant. The Town Center should be created primarily through the actions of the private sector but guided by the vision of Big Lake residents.

1. Town Center Zoning District

Rezone the area shown on the Land Use Plan Map as Town Center to a new district by the same name because the existing B-2, Community Business, district is not quite suited for this purpose.

The design guidelines of the “Central Business District Overlay” could continue to be used as supplementary regulations or they could be abolished and written directly into the new Town Center zoning district.

The proposed Town Center zoning district should:

- Allow housing over commercial spaces as a Permitted Use
- Allow multiple-family residential buildings without the requirement of the housing being above commercial space
- Allow the uses listed for the B-2 district except drive-through lanes, convenience stores with gasoline, motor fuel stations, car washes and sexually-oriented businesses.
- Allow a higher density and greater building height than the R-3 District
- Reduce the building setbacks, minimum lot size and minimum lot width compared to the B-2 and R-3 Districts
- Require that buildings be located close to the sidewalk with doors and windows facing the street.
- Require that parking be under the buildings or to the rear and shared to the extent possible.

2. Downtown Design Guidelines

Reduce the area covered by the “Central Business District Overlay” portion of the *Downtown Design Guidelines* (2008) to only cover the area shown as Town Center on the Land Use Plan Map. Enlarge the “Transition Zone” portion of the Downtown Design Guidelines to address the area removed from the “Central Business District Overlay.”



Figure 11-2: Boundaries of the Downtown Design Districts, 2017

3. Original Downtown

Try to protect and retain the four buildings that remain from the city’s original commercial area, located along the western side of Highway 25 at Highway 10.

That small, triangular block is zoned B-2 Community Business. It should be rezoned to the proposed new Town Center district.

Studying those buildings for their potential listing on the State’s historic register may lead to tax credit financial assistance for maintenance and appropriate façade renovation.

Major Road Corridors

Plan land use along the major road corridors in a manner supportive of the functional classification of the road.

1. US Highway 10 Beautification

Work with the Minnesota Department of Transportation to plant trees in the right-of-way of Highway 10. Supplement those trees with the plantings normally required on private land as redevelopment occurs.

2. US Highway 10 Corridor Land Uses

Continue to plan the edges of the Highway 10 corridor mostly for commercial or industrial land uses rather than housing.

3. US Highway 10 Corridor Site Design

Strive to ensure that new plats and site development provide for access via parallel public roads or private driveways that are separated from the Highway 10 right-of-way by at least 200 feet.

4. Minnesota Highway 25 Corridor Land Uses

During the time horizon of this plan (approximately 2040), limit the southwesterly growth of the City along Highway 25 to the intersection with the proposed parkway road. Refer to the Land Use or Road Functional Classification plan maps for that location.

5. Minnesota Highway 25 Corridor Site Design

If redevelopment occurs among the many houses that have individual driveways onto Highway 25, work with the Minnesota Department of Transportation to consolidate those access points, preferably to public street intersections or at least to fewer private driveways.

6. Access Management during Land Development

Along all roads, from Local to Principal Arterial in the classification scale, ensure that the access management guidelines found in the Transportation chapter of this plan are followed during site (re)development.

7. Redevelopment of Incompatible or Obsolete Land Uses

Pursue over the long-term the redevelopment of existing inappropriate land use and vehicle access along arterial roads. The City will give priority to addressing inappropriate land uses through the following strategies:

Rezoning

Rezone areas with inappropriate land use or access to allow alternative uses such as office, multi-family housing, small shopping centers, or similar uses that offer potential for improved site design and access control.

While this option has little direct cost to the City, it also depends on a willing and aggressive private sector for implementation. Small office buildings for professionals or corporations have often succeeded in these settings and can be compatible neighbors with an adjacent residential neighborhood.

Physical Improvements

Make or require physical site improvements that reduce the conflict between housing and a major road. For example, housing may be protected from the negative effects of traffic, parking lots and commercial buildings by landscaping, setback, building orientation and size. The City, in conjunction with the County or the State, could protect a road function by combining or closing access points and/or changing the access design.

Economic Development

Provide an adequate and balanced inventory of planned and zoned locations for future growth needs for industry, office and retail businesses.

1. Land Use Plan Map

Ensure that the City's zoning map conforms to the pattern illustrated by Figure 11-1, Land Use Plan Map.

Encourage industrially zoned locations to be developed intensively while requiring appropriate building orientation, landscaping, screening, signage and paved parking.

2. Municipal Industrial Park

Extend Minnesota Avenue between County Highway 43 and 172nd Street via either the Minnesota Avenue right-of-way that is already platted across the municipal industrial park or via the 177th Avenue alignment.

The 177th Avenue alignment would require replatting Outlot A of Big Lake Industrial Park East Plat Five and acquiring approximately 200 linear feet of street right-of-way.

3. Start-Up Industrial Business District

Designate and zone an area for smaller, start-up industrial businesses that need affordable spaces, whether in building trades, services or start-up manufacturing.

For the selected location, prepare and adopt a new zoning district that allows lower standards of building façade materials, site landscaping, screening, lighting and building setbacks than those of Section 1061.07 of the I-2, General Industrial District. The permitted uses may be the same as in the I-2 district.

4. Rail-Served Industrial Areas

Use a high degree of caution and skepticism when reviewing any proposal for a new rail-served industrial area.

Recognize that Big Lake is well positioned with rail-served land that could serve to connect the Minneapolis-Saint Paul region with the global economy. Explore the benefits and challenges that a rail park might present to the community and the region and learn about best practices for designing such facilities to manage traffic, noise and other factors.

In the near future, establish the parameters and conditions that any such development must meet in order to gain City approval, annexation and utility service. Protect current and future housing, traffic flow, public safety, growth options, community image, water, air and City fiscal health.

5. Separate Industry and Housing

Separate industrial and residential traffic and other effects for the benefit of both land uses.

6. Redevelopment and More Productive Land Use

Ensure that land in city is appropriately used and productive. This will help private owners, will make better use of public infrastructure and will reduce unnecessary growth in other locations.

Identify locations that appear to need new life as commercial, industrial or multiple-family residential projects. Encourage and assist redevelopment through land use planning, zoning and site plan application review.

Some properties in the proposed Town Center location fit this description. A few other sites that were developed in an earlier era with different regulations, economic forces and assumptions have now reached the end of their useful life and become economically obsolete and ripe for change.

Environmental Resource Protection during Development

Safeguard and improve environmental features as a means of promoting sustainable development, adding quality of life, and minimizing public and private costs.

The Natural Resources chapter of this *Comprehensive Plan* contains recommendations for the management of surface water, ground water, soil, and wildlife habitat. Some of those recommendations are also included in this chapter and the Parks System chapter.

1. Wetlands

Continue to protect wetlands by following the regulations of Section 1066 of the zoning ordinance, Wetlands Protection Overlay, and the guidelines of the Sherburne Soil and Water Conservation District.

2. Flood Plains

Protect flood plains and floodways by continuing to enforce the regulations of Section 1064 of the zoning ordinance, Floodplain Protection Overlay, and the guidelines of the Sherburne Soil and Water Conservation District.

3. Forest Areas

Protect largely intact key forested areas by using large lot sizes, building setbacks, plat design and, if necessary, public acquisition.

Key locations include the Elk River corridor forest and the remainder of Hudson Woods. Some of the woods along the river are in floodplain, which should aid their protection. Some of Hudson Woods is proposed in this plan to be acquired as park, while other portions are zoned for larger lots under the R-1 Estate district.

4. Productive Agricultural Lands

Seek to minimize the loss of highly productive agricultural lands to development by promoting compact, contiguous and sewered urban development, and reducing incentives for semi-rural development on multiple-acre residential lots.

Avoiding premature development on prime farmland is an important consideration in planning for future land use and development on the City’s urban fringe. The City will consider the following criteria in seeking the appropriate balance between encouraging orderly and cost-effective development and protecting prime agricultural areas:

- Maintaining a compact and regular pattern of growth and boundaries;
- Minimizing infrastructure and service costs;
- Designing neighborhoods with connecting streets and pedestrian walkways;
- Responding to market demands for development.

The City recognizes that compact urban development on farmland close to presently built-up and sewered areas can help avoid the loss of productive farmland elsewhere.

Site Plan Review

Continue to improve the appearance, function and compatibility of commercial, industrial and multiple-family residential development

1. Site Landscaping and Screening

Continue to apply the requirements of Section 1027 of the zoning code, which requires landscaping and screening of site perimeters, parking lots and transitions to residential development.

Improve the appearance of the major road corridors within the City by requiring better private landscaping, installing better public landscaping, reducing the size and number of signs, limiting the number of additional billboards, locating some parking lots beside or behind buildings, encouraging better building design, providing pedestrian and bicycle circulation to and within the site, and providing other site planning and building design improvements.

2. Application Review

Consider these factors when reviewing development proposals for medium- or high-density housing:

- Consistency with Figure 11-1, Land Use Plan Map, the zoning map and the zoning regulations
- Screening and transition to adjacent development; visual compatibility with adjacent development
- Traffic safety and flow
- Pedestrian and bicycle connectivity
- Parking for residents and visitors
- Utility capacity
- Surface water management consistent with the City's plan and the requirements of the Sherburne Soil and Water Conservation District.

3. Zoning Ordinance Amendments

R-1 and R-2 Districts

- Study and reduce slightly the minimum lot size for single- and two-family houses in the R-1 and R-2 zoning districts. See Appendix D.

R-3 District

- Allow duplexes, townhouses and apartment buildings
- Specify the minimum square footage of land per dwelling unit based on the number of bedrooms per unit
- Specify the maximum building height at 3 stories. Building height in combination with setbacks, parking and ponding requirements will limit the density to approximately 20 units per net acre.

Town Center District

Write and adopt this new zoning district. Map it as shown by the Land Use Plan Map.

- Allow housing over commercial spaces as a Permitted Use
- Allow multiple-family residential buildings without the requirement of the housing being above commercial space
- Allow the uses listed for the B-2 district except drive-through lanes, convenience stores with gasoline, auto repair, motor fuel stations, car washes and sexually-oriented businesses.
- Allow a higher density and greater building height than the R-3 District
- Reduce the building setbacks, minimum lot size and minimum lot width compared to the B-2 and R-3 Districts
- Require that buildings be located close to the sidewalk with doors and windows facing the street.
- Require that parking be under buildings or to rear and shared as possible.

B-2 and B-3 Districts

- Remove manufacturing as a conditional use.

Collector and Minor Arterial Road Setbacks

- Amend principal front setback for Principal Arterials: 50; Minor Arterials: 40; Collectors: 30 feet.

Minimum Off-Street Parking Requirements for Businesses

- Amend the zoning ordinance to greatly reduce or eliminate minimum off-street parking requirements for businesses and industries. See also the policy on page 12-14 of the Transportation Plan.

Plan Action Steps

The City will take the following steps to implement the recommendations of the Land Use, Design and Growth Management Plan.

**Table 11-2
Land Use, Design and Growth Management Plan Actions**

Action	Timing
Use the <i>Comprehensive Plan</i> when reviewing land development or zoning applications.	Continuous
Urge Sherburne County and Big Lake Township to set a minimum residential lot size of at least 5 acres but ideally 10 acres in areas of Big Lake Township south of the Elk River to protect the ability of land near the City to be subdivided and served with sewer and water lines, and to protect agriculture and rural character.	
Consider annexation applications that are consistent with the Land Use Plan Map and Policy 5 under Perimeter Growth.	Continuous
Amend the zoning ordinance as described on page 11-13 <ul style="list-style-type: none"> ▪ R-1 and R-2 districts ▪ R-3 district ▪ Town Center district ▪ B-2 and B-3 districts ▪ Collector and minor arterial road setbacks ▪ Minimum off-street parking requirements for businesses. 	2018 – 2019
Study and consider amending the zoning map in locations that are planned for land uses that are distinctly different than their current use and which contain buildings or activities that appear to be harmful to adjacent land development. Discuss land use prospects and zoning requirements with the owner before proceeding.	Continuous