

BRAINERD PLANNING COMMISSION WORKSHOP

Wednesday, June 17, 2020
7:00 p.m.
Fire Department Training Room
23 Laurel St.

1. Call to Order
2. Approval/Change of Agenda
3. Future Land Use Map Development Discussion and Exercise
4. Adjourn

Any individual needing special accommodations or that desires more information about the above items, please call 218/828-2307.

City of Brainerd Community Development Department

TO: Planning Commission

FROM: David Chanski, Community Development Director

DATE: June 12, 2020

RE: Future Land Use Map Development and Exercise

During the workshop held on February 5, the Planning Commission decided that one of the first steps in implementing the Comprehensive Plan as well as part of the beginning stages of the updating the Zoning Code is to update the City's Future Land Use Map. During a subsequent workshop on February 15, the Commission conducted an exercise as part of this update was for the members of the Planning Commission to visually divide the City up into "districts" as they see the city.

As the dust begins to settle from COVID-19, it is time to reengage the Future Land Use Map update discussion. Ashley Kaisershot with Sourcewell will be present to lead the Commission through discussion on updating the Future Land Use Map and as well as lead the Commission through a related activity.

02

Land Use



Overview

Land use is traditionally the central element of the comprehensive plan as it 1) establishes the physical development and configuration of the city, 2) defines the location and mix of land uses, and 3) establishes the infrastructure that supports each land use. The land use plan is a collection of policies. Public and private decision makers depend on it to guide real estate transactions, site plan and project design, and the review and approval process. The first portion of this chapter reviews and analyzes the existing development patterns in the city. The second half of the chapter provides a set of development framework to achieve the community's future land use preferences.

This plan will focus on four major concepts to help guide development, redevelopment, and infrastructure investments:

Historic preservation: Preserve and protect historically significant buildings and landmarks that add to the city's social and cultural identity.

Community image: Identify and leverage the tangible and intangible characteristics that form the identity of the community.

Neighborhood investment: Develop programs and target investments to create vibrant, walkable neighborhoods that have access to open spaces and are interconnected through a trail network.

Targeted revitalization: Strategically identify areas for reinvestment and revitalization to promote the redevelopment of districts.

Existing Land Use

A land use inventory was completed to analyze the existing development patterns and quantity of each within the city. The current development patterns are a reflection of the city's past history and original settlement. The kind of development and where and how it's allowed should be a reflection of the needs and desires of the community. The city has seven general land use districts and 14 categories. The following chart provides an overview of each category.

Residential

Comprising 43 percent of the city's total developed area, residential development is the largest land use type in the city. Low-density homes (single- and two-family residential) consume the vast majority, over 84 percent, of the city's residential land.

Commercial

Commercial areas make up a relatively small portion of Brainerd's total land area equaling 7 percent of the city's total developed area. Commercial uses are concentrated primarily in the downtown along major transportation corridors, particularly Business Highway 371 and TH 210.

Industrial

Industrial uses make up a moderate portion of the city's land area. Approximately 13 percent of the developed area of the city is used for industrial purposes. The largest concentration exists along the southeastern portion of the city.



EXISTING LAND USE CHART		
CATEGORY		Land Use
RESIDENTIAL	Single-Family	Houses, private cabins, and other dwellings that house only one family, or one group of people, in one building that is located on off-lake parcels.
	Two-Family	Duplexes (either side by side or up and down).
	Multi-Family	Townhouses, apartments, condominiums, rooming houses, and other dwellings that house more than one family in one building.
	Manufactured Homes	Manufactured homes, manufactured home parks, and trailer homes, if permanently located on the site.
COMMERCIAL	Downtown Commercial	All business, retail stores, services, and professional offices such as attorneys, real estate, insurance, etc., in the downtown area.
	General Commercial	Retail stores, restaurants, banks, hotels, motels, lumber yards, business and professional offices; medical and dental clinics, or veterinary clinics, gas stations, and other businesses serving the public in the city.
INDUSTRIAL	Industrial	Manufacturing, warehousing, assembly, truck terminals, mining, quarries, and other businesses that provide goods and services but not directly to the public. Note on the maps the specific kind of business on each parcel, e.g., Lexington Manufacturing, factory, bakery (wholesale), printing plant, etc.
	Public/Semi-Public	All publicly owned uses, such as schools, city buildings, county buildings, water towers, pumping stations, sewage treatment plants, sanitary sewer, etc., as well as public utilities, such as power plants, electrical substations, telephone companies, etc. Includes private institutional uses, such as hospitals, colleges, private schools, churches, monasteries, cemeteries, etc.
	Park and Open Space	All public parks, open spaces, walking trails, and recreational areas. Also includes campgrounds, golf courses, whether public or private.
	Water	Rivers and lakes, at their normal water lines (natural).
	Vacant	All platted vacant land with no actively used buildings.

Public & Semi-Public

Comprising 25 percent of the city's developed area, public and semi-public land uses make up an important portion of the city's total acreage. The largest area devoted to public use is south and west of the downtown including: the Crow Wing County Government Center, ISD 181 high school and elementary.

Water: Open water comprises approximately 6 percent of the total city. The primary water feature in Brainerd is the Mississippi River. Rice, Boom, and Gilbert lakes are also important water features within the city. These water bodies, along with the numerous wetland areas, are some of the prime scenic and recreational features of the city, and efforts to preserve them should be continued and enhanced where appropriate.

Parks: Brainerd has 430 acres of parks and open space areas, accounting for nearly 5 percent of the developed land use in the city. A total of 14 neighborhood, community, and regional parks are scattered throughout the city.

Vacant: Vacant/undeveloped land comprises 29 percent of the city's total land area. However, it is worth noting that a fairly large portion of this area (34 percent) is wetland.

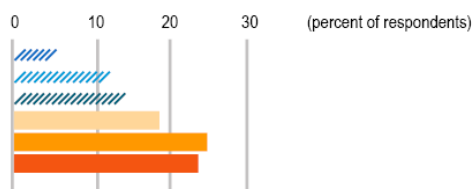
Community Input

The city strives to transform into the best version of itself and improve the sense of place throughout the city. As a part of the community input process, participants noted that the following list is important to them in terms of redevelopment, investment, and listed priorities for the future:

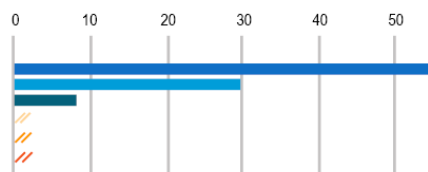
Mix of lot sizes and housing types

When asked about their preference on lot sizes, approximately 67 percent of participants agreed that a mixture of lot sizes is needed within the city. This mixture includes an appropriate amount of small (7,000 square feet or less), medium (7,001-12,000 square feet), and large (12,001-20,000 square feet). When asked about preferences regarding new residential developments, participants noted their support toward a mix of single-family, duplex, and multi-family options.

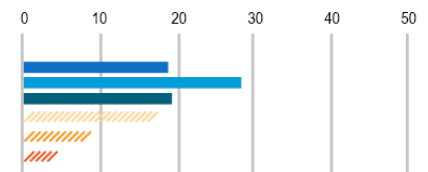
SMALL LOTS - 7,000 SQ. FT or LESS



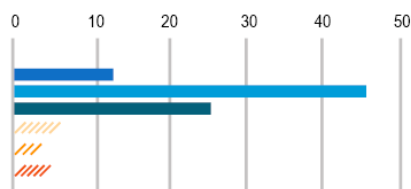
NEW DEVELOPMENT SHOULD HAVE SIDEWALKS:



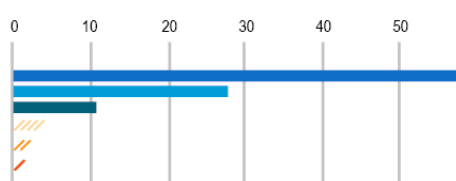
NEW DEVELOPMENT SHOULD HAVE A MIX OF SINGLE FAMILY, DUPLEX, AND MULTI-FAMILY



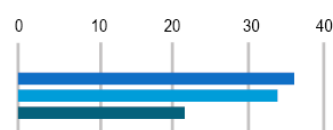
MEDIUM LOTS - 7,001-12,000 SQ FT.



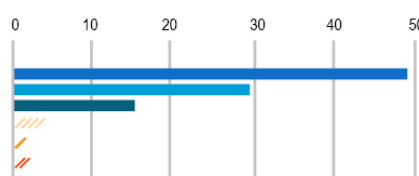
NEW DEVELOPMENT SHOULD HAVE TRAILS AND OPEN SPACE:



MIXTURE OF LOT SIZES



NEW DEVELOPMENT SHOULD HAVE PARKS WITHIN WALKING DISTANCE:



COLOR CODE:



“WONDERFUL SMALL NEIGHBORHOODS OF SINGLE FAMILY HOMES, GROUP LIVING SETTINGS... GREAT ARTS SCENE DOWNTOWN.”

“HOPEFUL FOR THE FUTURE WITH THE CHAMBER’S EFFORTS AND THE SCHOOL DISTRICT’S WORK TO INCLUDE A COMMUNITY PERFORMING ARTS CENTER THAT WILL BRING PEOPLE TO BRAINERD.”

Code enforcement

Nearly 73 percent of survey participants would like to see code enforcement increase as they feel not enough enforcement is being done. Feedback from the community design session indicated that residents wish to see housing conditions improve, neighborhood blight be addressed, and exterior maintenance of structures be enhanced.

Natural resource preservation and opportunities

When asked about concerns related to future city growth, residents noted protecting and preserving water quality, preserving open space, and loss of trees as the second, third, and fourth leading concerns. Residents feel that new developments should have sidewalks, trails, and open spaces, and be within walking distance of a park.

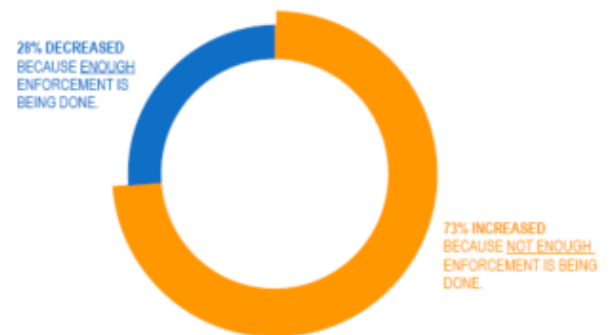
Downtown redevelopment

Brainerd’s downtown plays a critical role in the economy and social aspect of the city’s identity. Residents seek a collaborative approach to improving the physical, social, and economic conditions of the downtown. When the community survey panel was asked if it was important to invest and redevelop downtown as a mixed-use destination, 65 percent agreed, and 24 percent somewhat agreed.

Neighborhood investment

The city has a diverse collection of neighborhoods and this became evident during the ward meetings. Ward meeting respondents noted concerns over housing-related matters such as exterior façade condition, property maintenance, and code enforcement. The community survey panel responses showed support toward future growth in existing neighborhoods over the next 10 years.

Q5 | SHOULD THE AMOUNT OF CODE ENFORCEMENT BE:



Q6 | From the following list, select the 3 issues you are most concerned about in terms of city growth:





SMART GROWTH PRINCIPLES



The future land use map is built on the following principles:

- Mix land uses;
- Take advantage of compact design;
- Create a range of housing opportunities and choices;
- Create walkable and bikeable communities;
- Foster distinctive, attractive communities with a strong sense of place;
- Preserve open space, farmland, natural beauty, and critical environmental areas;
- Strengthen and direct development toward existing communities;
- Provide a variety of transportation options;
- Make development decisions predictable, fair, and cost-effective;
- Encourage community and stakeholder collaboration in development decisions.

Tools

Smart Growth Principles

How we develop into the future will impact the daily lives of our residents, workers, and students, as well as the lives of generations to come. By leveraging a set of creative strategies, the city can seek to preserve its assets, while reusing already developed land. Smart growth principles strive to:

- Conserve resources by reinvesting in existing infrastructure and historic buildings.
- Design neighborhoods that have homes near daily services and amenities and provide motorized and nonmotorized options.
- Provide a range of housing types, encouraging lifecycle housing and options for residents and families of all income levels.
- Enhance neighborhoods and involve people in decision making.
- Create vibrant places to live, work, play, stay, and learn.

By integrating this set of principles, the city can leverage and utilize land efficiently, take active strides to become environmentally sustainable, and transition the city's regulatory framework to enhance the quality and character of the community. This set of principles will aid the city in being proactive in terms of future growth, while building off a set of existing elements.

Form-Based Codes

Form-based codes (FBC) address the relationship, form, and mass of buildings as well as the scale and types of streets and blocks. Conventional zoning focuses on the separation of land uses and density restrictions. Form-based codes are a tool to foster a walkable, pedestrian-oriented development pattern. The most notable distinction between form-based codes and conventional zoning codes is that FBCs seek to establish physical development patterns, rather than separate incompatible land use types.

The city is taking active steps to become an age-friendly community and a place where all ages can thrive. Form-based codes can advance this goal as its true intent is to break down zoning districts that regulate the density (or type) of houses and addresses this from a holistic approach. These new regulations create places with a variety of housing types, a variety of services, and a variety of transportation options. The city offers housing for young people, housing for families, affordable housing, senior housing, housing for the disabled, etc. But with conventional zoning, building walkable places is truly limited. Form-based codes can create communities and neighborhoods where people can "age in place" and thrive in a walkable community.

Infill and Redevelopment

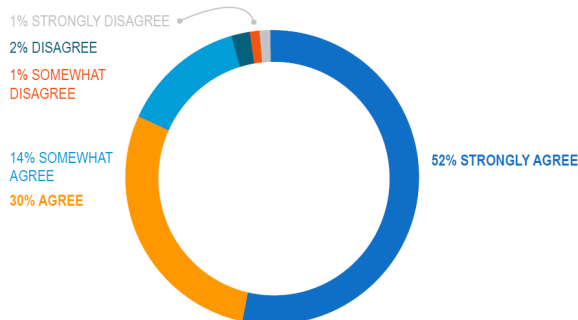
Redevelopment is a key goal within the land use, housing, and economic chapters. As a part of the community engagement process, residents noted the importance of building within, rather than extending our growth footprint outward. Infill and redevelopment will be a key practice in addressing vacant and blighted parcels, as well as a means to direct development to targeted areas to generate revenue and advance the city's vision. This type of redevelopment strategy utilizes prior infrastructure investments and consumes less land. This practice can result in:

- Efficient utilization of land resources.
- More compact patterns of land use and development.
- Reinvestment in areas that are targeted for growth and have existing infrastructure.
- More efficient delivery of quality public services.

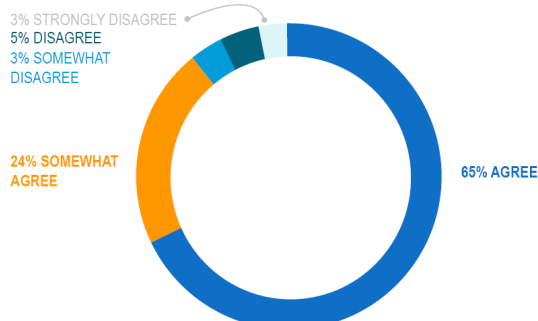
Redevelopment is often a complicated task with many partners involved in the process. Infill and redevelopment practices require collaboration with a multitude of partners ranging from various agencies and cities to property owners, adjacent property owners, and developers.

Public participation is key to a successful infill development project. Residents are passionate about their neighborhoods, citing them to be a high attribute to the city's livability and quality of life. To build support and trust for a future project, work alongside developers to include residents in the process. This collaboration will lead to community buy-in and support during approval processes and will strengthen the fabric of the neighborhood.

Q2 | Development and redevelopment of existing neighborhoods (residential and nonresidential) should be a priority over the next 10 years.



Q4 | It is important to invest in and develop Downtown Brainerd as a mixed-use destination:



“BRAINERD HAS ALWAYS BEEN THE COMMUNITY WITH CHARACTER; THIS IS HARD TO DESCRIBE. BRAINERD HAS THE HISTORY OF THE AREA, SOMETHING ‘NEW’ CAN’T HAVE.

...
FOR ME PERSONALLY, BRAINERD HAS ALWAYS HAD A STRONG ‘CITY’ VIBE EVEN THOUGH IT WAS SMALL AND RURAL. ITS ARTIST VIBE, OLDER VIBE, HISTORICAL VIBE, ARE WHAT GIVE IT CHARACTER.”



FISCAL IMPACT ANALYSIS



A focus of this plan is infill development and neighborhood investments, transitioning the city to provide for a more walkable, mixed-use development style. Fiscal impact analysis focuses on the fiscal sustainability around the type of growth. Fiscal impact analysis is a policy that is adopted by the unit of government and requires that new development be analyzed to calculate its short- and long-term impacts on local government expense and revenues. A fiscal impact analysis can be completed for a variety of scales, such as a single-family house, multiple buildings, a proposed development or redevelopment, or on growth projections

Leverage the following tools and practices to advance the goals and policies in this section:

Smart Growth Principles: A set of framework designed to create walkable and sustainable communities.

Infill and Redevelopment: A practice of building within rather than extending the city's footprint outward.

Form-Based Codes: Address the relationship and form of buildings, rather than the use.

Future Land Use

The land use plan and associated map describe the different future land use designations for the city and its planned growth areas. The designations govern zoning and the city's future land use form. They provide a general framework for growth and development within Brainerd and its growth areas at full development. The plan text provides the policies, standards, and principles to guide the city's future physical form and function, and serves as the basis for updating the zoning ordinance and other development controls that are enforceable under the city's powers.

This plan is intended to serve as a guide to the Planning Commission and City Council on land use-related actions and decisions. It is important that residents, business owners, and landowners understand that the policies and map within this chapter are intended to direct development to areas where facilities and services are available and where adjacent land uses are compatible with one another. The future land use plan should not be used for site-specific decisions, and does not preclude lower-intensity land uses or densities. This decision-making tool must be viewed as general in nature.

Five major elements define the physical character of the city: 1) development pattern, 2) road network, 3) neighborhood form, 4) future growth pattern of community facilities and open spaces and, 5) local and nature of major business centers. Several guiding principles have been established for each element.

A set of future categories has been identified to guide growth and development within Brainerd. This set of categories address a range of land use types that exist throughout the city today, as well as land uses likely to occur in the future. The categories used in this plan are similar to those outlined in the 2004 comprehensive plan, but with more detail in the residential categories to reflect a wider range of densities.



Both the plan text and map will help determine whether proposed changes to zoning are consistent with the comprehensive plan. Land use and densities are proposed as maximum allowed and not precluding lower-intensity land uses or densities. Recommended land uses are defined for gross areas, not on a per-parcel basis.



Once a future land use map is created from the text outlined in this section, the Future Land Use Map does not share the same legal weight as the city's Zoning Map. The Future Land Use Map should be considered a guide and should be used to influence future land use decisions, **not** regulate the activities in specific zones.

FUTURE LAND USE CLASSIFICATIONS

CATEGORY		Overview	Features and Criteria	Density
RESIDENTIAL	Rural residential / agricultural	Agricultural uses, low-density residential, development land.	Type: Low-density homes, undeveloped land, wetlands, agricultural, vacant.	2-5 acres per dwelling
	Low-density residential	Encompasses most of the city's existing single-family detached residential neighborhoods.	Type: Single-family detached units, low-density attached homes; duplexes, twin homes.	2-4 units/acre
	Medium-density residential	Provides a variety of housing options.	Type: Single-family detached, townhomes, apartments, row-houses.	4-8 units/acre
	High-density residential	Townhouses, apartments, condominiums, rooming houses, and other dwellings that house more than one family in one building.	Type: Apartments, townhomes, rowhouses, condos, senior living.	8+ units/acre
COMMERCIAL	Downtown Commercial	Pedestrian-oriented businesses, mixed-use high-density retail, service, office, governmental, public uses.	Type: Mix of uses, commercial, office, upper-level residential.	-
	General Commercial	General retail uses adjacent to the arterial highway network and highway-oriented businesses.	Type: Auto-oriented commercial development; mix of uses, office use, large-scale retail, service.	-
	Mixed Use	Intended to create walkable, mixed-use nodes that provide neighborhood goods and services.	Type: Higher-density apartments, mixed-use buildings, retail, commercial, offices, institutional, and public.	-
INDUSTRIAL	Industrial	Intended to provide a series of industrial uses, separated from other businesses and concentrated in a location.	Type: Manufacturing, warehousing, assembly, truck terminals, other businesses that provide good and services, but not directly to the public; separate from other businesses.	-
	Public/Semi-Public	Contains publicly owned uses that benefit the community.	Type: City/county buildings, public utilities, private institutions, schools, publicly owned buildings.	-
	Park and Open Space	Parks and open spaces meant for recreation.	Type: Parks, wildlife areas, outdoor recreational facilities, greenways, golf courses, campgrounds.	-

Rural residential/agricultural: This category is to protect currently undeveloped land from inappropriate, unneeded urbanization. This category includes very low-density residential development and agricultural uses until such a time when urban services are available.

Low-density residential: This category provides for a variety of housing options, including single-family detached homes, with the possibility for twin homes or other low-density attached homes.

Medium-density residential: This category provides for a mix of housing options including single-family detached and attached twin homes and lower-density townhomes.

High-density residential: This category allows a mix of uses, such as townhomes, row houses, apartments, condominiums, and senior housing options.

Mixed use: This category is intended to provide a mix of commercial, residential, and public uses to foster a pedestrian environment.

Central business district: This category applies to traditional downtown Brainerd, encouraging businesses that facilitate a pedestrian-oriented environment. This category encourages high-density retail, mixed, service, office, governmental, and public uses.

Commercial: This category applies to commercial development outside of the central business district, providing services and retail and serving the adjacent neighborhoods, community, and regional needs.

Industrial: This category is intended to provide a series of industrial uses, separated from other businesses and concentrated in a specific location. Uses include manufacturing, warehousing, assembly, and other similar businesses that provide goods and services.

Public/Semi-Public: This category identifies portions of the city that should contain uses that benefit the public. This includes all publicly owned uses (schools, city buildings, etc.) and private institutions (hospitals, churches, etc.).

Park/Open space: This category identifies portions of the city that contain parks and open spaces.

Gateway district: This category identifies portions of the city that are located at major entrances to the city and require higher-quality design elements and building construction for new commercial

Land Use

Goals & Policies

GOAL 1: Support mixed-use development that is focused on integration instead of the separation of land uses.

Policies:

1. Deploy smart growth principles to achieve economic, environmental, and community aspirations:
 - i. Mix land uses.
 - ii. Take advantage of compact design.
 - iii. Create a range of housing opportunities and choices.
 - iv. Create walkable and bikeable neighborhoods.
 - v. Foster distinctive, attractive neighborhoods with a strong sense of place.
 - vi. Preserve open space, farmland, natural beauty, and critical environmental areas.
 - vii. Strengthen and direct development toward existing neighborhoods.
 - viii. Provide a variety of transportation options.
 - ix. Make development decisions predictable, fair, and cost-effective.
 - x. Encourage community and stakeholder collaboration in development decisions.
2. Develop complete neighborhoods that meet the needs of all people within a comfortable walking or bicycling distance.
3. Allow a mix of land uses in appropriate locations, leading to lively neighborhoods.

GOAL 2: Through thoughtful planning, maintain the unique identity of the city and all the appropriate land uses that support it.

Policies:

1. Support development that enhances the identity and community character of Brainerd.
2. Ensure appropriate transitions between rural and urban areas through appropriate land use practices.
3. Promote reinvestment in the city's main highway corridors and downtown.
4. Help existing places thrive.
5. Encourage mixed-use neighborhoods that are walkable and bikeable, ones that provide the daily services that residents need within walking distances of their homes.
6. Maintain the appropriate blend of historical and modern structures.
7. Encourage development proposals that seek to rehabilitate historic structures through adaptive reuse.

GOAL 3: Support and invest in the incremental enhancements of quality of life.

Policies:

1. Endorse a vibrant downtown and support investment within our corridors.
2. Encourage and attract stores and services for the daily needs of our community.
3. Ensure a wide range of housing types for all income levels.
4. Provide equitable access to parks, open spaces, and recreation opportunities.
5. Take strides to become a pedestrian-friendly community.
6. Preserve our natural resources and spaces, specifically the Mississippi River.

Community Character

Goals & Policies

GOAL 1: Preserve and repurpose historic assets.

Policies:

1. Seek small-scale opportunities to reinforce local history and identity through incentives and programs.
2. Develop local preservation initiatives.
3. Make downtown a destination within the community.
4. Transform historic sites to serve today's contemporary needs through adaptive reuse.
5. Support the transition of businesses in the community and provide new business owners the tools and programs necessary to rehabilitate old structures.
6. Strike a balance between preserving historic structures and building new within all land uses.

GOAL 2: Enliven the community through intentional community design.

Policies:

1. Provide flexible spaces for programming and events.
2. Transform downtown as the social hub of the community and the region.
3. Enhance community connections making Brainerd the hub of the region.
4. Become a year-round, 24/7 community: a place where you can live, work, play, stay, and learn.
5. Become the hub for cultural events, experiences, public art, and music.

GOAL 3: Enhance the city's unique identity where the appropriate blend of historic and modern structures co-exists.

Policies:

1. Communicate a design vision through guidelines or standards for structures, site design, building materials, and other requirements meant to accentuate the community image.
2. Collaborate with developers and builders on future development and/or redevelopment proposals to ensure high-quality design.
3. Identify historic structures and strongly encourage preservation through incentives and programs.
4. Seek small-scale ways to integrate community identity, fused with local history.
5. Encourage the adaptation of declining historic sites to serve modern-day contemporary needs.

Housing

Goals & Policies

○ **GOAL 1: Provide a diverse mix of housing choices for all stages of life, income ranges, and ownership/rental preferences.**

Policies:

1. Complement Brainerd's entry-level and affordable housing options by encouraging other move-up and mid-to upper-end, market-rate housing options.
2. Expand home ownership and rental opportunities through rehabilitation and new construction.
3. Rehabilitate and/or replace substandard housing with units that are decent, safe, healthy, affordable, and of appropriate size to meet the city's current and future housing needs.
4. Facilitate the maintenance of existing housing and rental units to ensure they are in decent, safe, and healthy condition.
5. Ensure an adequate supply of quality and affordable housing units for current and future residents.

○ **GOAL 2: Encourage the preservation and historical significance of existing neighborhoods.**

Policies:

1. Identify the historic nature of each neighborhood throughout the city.
2. Encourage the creation of neighborhood associations.
3. Encourage energy efficiency and sustainability in home renovation and new construction.
4. Support development and infrastructure improvements that complement the unique architectural styles and development patterns that define individual neighborhoods.
5. Develop friendly, safe, and welcoming neighborhoods that encourage interaction through all stages of life.
6. Seek ways to encourage mixed-use development/redevelopment in and around the downtown area.

○ **GOAL 3: Ensure quality living conditions for all residents.**

Policies:

1. Encourage continued and timely enforcement of all maintenance codes, and continue to monitor and inspect all properties.
2. Promote the maintenance and rehabilitation of all properties.
3. Monitor properties in foreclosure and keep an inventory of tax-forfeited parcels.
4. Engage residents (owners and renters) to become engaged in their neighborhood, which can lead to retention.

Mobility

Goals & Policies

GOAL 1: Maintain, develop, and adapt a dynamic multimodal transportation system within Brainerd that seamlessly accommodates all users.

Policies:

1. Balance the competing needs and safety of local traffic, bicycles, and pedestrians, and ensure the efficient transfer of freight through the City of Brainerd.
2. Consider innovative designs, signage, technologies, and access management to ensure mobility and reduce congestion.
3. Continue to maintain and celebrate Brainerd's expansive trail network and consider opportunities to expand the network through logical local, regional, or statewide connections.

GOAL 2: Continue to work collaboratively with MnDOT, federal and state agencies, neighboring cities, the private sector, residents, and other agency partners to improve the mobility network in the region.

Policies:

1. Expand the local road system thoughtfully, strategically, and sustainably where growth and demand dictate.
2. In consideration of fiscal constraints and long-term maintenance, prioritize the maintenance of the existing transportation network, and only expand thoughtfully and strategically.

GOAL 3: Elevate consideration of other modes of transportation such as public transit, bicyclists, and pedestrians to the same level of automobile users.

Policies:

1. Recognize, respond to, and prioritize the increased demand for public transit.
2. Implement the top two to three goals and strategies of the five-year transit plan.
3. Consider ways to leverage the Regional Transportation Coordinating Council (RTCC) to maximize ridership and efficiency.
4. Identify the most pressing challenges facing Brainerd/Crow Wing Public Transit and take steps to address them.

GOAL 4: Commit to creating remarkable bike and pedestrian connections from neighborhoods to the downtown that are safe, efficient, and aesthetically pleasing.

Policies:

1. Thoughtfully consider opportunities for additional bicycle and pedestrian-friendly infrastructure.
2. Invest in community-wide signage to help residents navigate the community and to destinations (universally compliant).
3. Work with residents to collectively reinvest and reimagine public spaces that are in the heart of the community.

GOAL 5: Utilize the airport to provide a convenient global gateway that safely and efficiently generates economic vitality in a sustainable and responsible manner.

Policies:

1. Determine ways to maximize the customer experience within the Passenger Terminal Building through arts, entertainment, and improved communication devices.
2. Continue relationships with expanding airlines and seek air service through another hub city.
3. Work with area economic developers to attract new aeronautical businesses and airport tenants for the development of additional land along the extended taxiway.
4. Utilize the airport to provide a convenient global gateway that safely and efficiently generates economic vitality in a sustainable and responsible manner.

Economic Development

Goals & Policies

○ **GOAL 1: Support infill and redevelopment throughout Brainerd as a strategic component of growth.**

Policies:

1. Drive infill development and redevelopment towards areas where current infrastructure is present, or places where high levels of blight or disinvestment exists.
2. Invest in community improvements that will spur and support revitalization or redevelopment.
3. Evaluate the near and long-term fiscal impacts of annexation and development proposals.
4. Reclaim underutilized infrastructure within the city (industrial sites, rail lines, parking lots, blighted structures, vacant blocks).

○ **GOAL 2: Support our workforce and help them thrive.**

Policies:

1. Collaborate with local partners and stakeholders to address industry workforce needs, creating a career and education pathway for residents of all ages.
2. Encourage access to advanced education or certification programs, workforce development, and job training opportunities.
3. Support the ability to enable residents to work within close walking and biking distances from where they live.
4. Expand transit opportunities to the various business clusters, or concentrated areas with high business density, throughout the community.
5. Support the expansion of transit hours of operation in an effort to support our workforce during all shift times.

○ **GOAL 3: Help local businesses grow and attract new businesses in our neighborhoods, along our main corridors, and in our downtown.**

Policies:

1. Support current businesses through a variety of programs, resources, and offerings.
2. Attract new businesses best suited for the community's assets, increasing local employment options and building the city's tax base.
3. Encourage entrepreneurs to start their own businesses.

Park & Recreation

Goals & Policies

○ GOAL 1: Brainerd will maintain a quality parks system that meets the recreational needs of a variety of users.

Policies:

1. Add green space and public plazas in a manner that makes them conveniently accessible to all residents and prioritizes function and aesthetics.
2. Enhance the natural environment throughout the community.
3. Collaborate with landowners, developers, and other partners to link parks, neighborhoods, and public spaces with a network of greenways and multiuse trails.

○ GOAL 2: Brainerd will collaborate with local community partners to maximize the value and impact of the park system.

Policies:

1. Provide opportunities to partner with public and private entities to enrich the lives of residents, visitors, and students.
2. Provide opportunities to partner with wellness providers to utilize the park system and encourage active living to improve community health.

○ GOAL 3: Seek ways to expand event programming for each park in order to highlight the unique qualities of each neighborhood.

Policies:

1. Work with area artists to integrate public art into neighborhood parks.
2. Expand outdoor programming and tailor it to the demographic needs of the neighborhoods.
3. Enhance and expand sports facilities and/or programming.
4. Enhance and expand year-round recreation activities, including active and passive options for all ages and abilities.
5. Seek ways to enhance or expand health and wellness initiatives for families and residents of all ages.

Facilities & Infrastructure

Goals & Policies

○ GOAL 1: Improve the overall image of the city.

Policies:

1. Maintain public infrastructure and facilities to attract and maintain residents.
2. Increase connectivity to adequate and affordable broadband and other infrastructure development throughout the community.

○ GOAL 2: Preserve the history and small-town feel of Brainerd.

Policies:

1. Support orderly, efficient growth while protecting historical areas.
2. Support façade improvements while keeping the historic look of infrastructure.
3. Preserve, enhance, and integrate greenscapes into the built environment.

○ GOAL 3: Provide quality water/power and wastewater systems that support new and existing development and redevelopment; all while being adaptive to change.

Policies:

1. Coordinate infrastructure replacement projects with other road and infrastructure improvement projects.
2. Encourage the use of stormwater best management practices to improve local and regional water quality.
3. Promote education and incentive programs to conserve water quantity and quality.
4. Ensure adequate water/power supply to meet the long-term needs of the community.
5. Steer city development to energy and resource conservation by promoting renewable energy sources, protecting our water supply, and leveraging the hydroelectric dam.

Public Safety

Goals & Policies

GOAL 1: Brainerd will protect and provide for the safety of residents and visitors.

Policies:

1. Make efficient use of existing facilities to ensure access to emergency services for all residents and visitors.
2. Strategically plan for and implement maintenance and expansion in a fiscally and environmentally responsible manner.
3. Continuously seek to eradicate crime through innovative and contemporary strategies, including preventative, proactive, and responsive measures.
4. Sustain fire protection through a combination of up-to-date facilities and fleet vehicles, technology, outreach, and community engagement initiatives.
5. Build, secure, and maintain efficient public facilities that enhance the character and priorities of Brainerd and its neighborhoods.

GOAL 2: Evaluate and improve Brainerd's emergency management.

Policies:

1. Ensure equal access to emergency services throughout the city.
2. Seek new or emergent emergency management initiatives or opportunities.
3. Continuously seek education opportunities for emergency personnel and key city staff to ensure emergencies are dealt with expertly when (not if) they happen.
4. Conduct a vulnerability assessment.

GOAL 3: Continue to seek out and foster partnerships to better prepare the public and city staff for emergencies and natural disasters in the context of a changing climate.

Policies:

1. Actively participate in the Crow Wing County Hazard Mitigation five-year planning process.
2. Seek resources and opportunities available through Homeland Security and Emergency Management (HSEM).
3. Seek resources and opportunities available through Federal Emergency Management Agency (FEMA).

Natural Resources

Goals & Policies

- **GOAL 1: Protect and preserve our waterways, wetlands, and wooded areas, and identify threats to native species within and around the city.**

Policies:

1. Identify corridors along the Mississippi River and other streams or wetlands that could accommodate low-impact developments, such as trails or greenspaces, in order to preserve these natural resources for future generations.
2. Utilize greenways to connect residents and neighborhoods to open spaces and natural areas.
3. Preserve natural open spaces for habitat and scenic recreational qualities of the city.
4. Encourage best management practices for managing runoff.

- **GOAL 2: Increase access to open space.**

Policies:

1. In concert with surrounding communities and county government, become a world-class destination by connecting trails, the Mississippi River, history, and culture.
2. Provide access for residents and visitors to walk and enjoy a variety of open and natural spaces found within Brainerd.
3. Engage in partnerships with local stakeholders and champions that build on the value of the natural resource system.
4. Develop education and outreach programs that teach residents the importance of preserving our natural resources.
5. Collaborate with all layers of government on the restoration and management of natural resources.

08

Implementation

This chapter will serve as the action plan for prioritizing the goals and policies within each chapter of the Comprehensive Plan. Once the plan is adopted, a new cycle of continuous work begins. The Comprehensive Plan is intended to guide many of the goals and decisions made by the city each year.

This section summarizes the recommendations and policies, and provides an implementation schedule that city staff, committees, Planning Commission, and City Council can use to develop recommended timeframes for executing individual projects and initiatives. This section of the plan is intended to provide the city a tool that can be used to bridge the gap between planning and implementation. Ideally, this chapter would be used and revised annually at the annual budget meeting to align the city's planning priorities with its investment priorities.

Strategies

Strategies are concrete initiatives that are intended to carry out an idea, goal, policy, or action that has been identified throughout the plan. The following tables provide a summarized list of major action items to be carried out over the course of the next 10-year time horizon. The strategies should be woven into the daily activities of the local jurisdiction and the various departments and are highly encouraged to be included in the budgeting and capital improvement programming. In an effort to measure and report on the progress, the following general principles will support implementation efforts:

- Identify funding sources for plan implementation.
- Establish implementation benchmarks and targets.
- Report annually on implementation progress.
- Adjust the plan as necessary based on evaluation.

An essential component of ensuring this plan is a living document is to review the plan annually and collectively identify and determine the priorities outlined in the plan. City leadership and staff should complete review the plan yearly and make amendments as necessary.

As items are completed, new goals and policies should be identified and brought forward to implementation. Some of the following recommendations may require substantial cooperation with others, including other units of government, the private sector, and partnerships with area stakeholders. In addition, other city departments, administration, or City Council priorities may affect the completion of these key action items.

- Connect the plan's implementation to the capital improvement plan (CIP) process.
- Connect the plan's strategies to the annual budgeting process.
- Establish organization cooperation.

LAND USE		
STRATEGY	SUB-STRATEGY	PRIORITY
Update city ordinances to reflect the changes in the plan	-	High
Complete a future land use map that reflects the content within this plan	Amend the comprehensive plan as necessary.	High
Formalize a downtown association	-	Medium
Review, analyze, update, and implement the suite of plans accordingly and consider new plans as they are adopted	Nonmotorized transportation plan	Medium
	Downtown Plan	
	Mississippi River Partnership Plan	
Develop new planning documents	Develop an annexation strategy or growth management plan	
	Conduct an Age-Friendly Community Plan	
Consider the formation of a Heritage Preservation Commission	Advance local preservation initiatives through local, state, and federal programs	Low
Conduct a series of small area plans to promote reinvestment and stimulate growth	Evaluate the potential land uses from city limits to the airport	Medium
	Conduct a small area plan of the “river to rails” corridor and formalize this initiative	
Deploy a form-based code for the 1) Kingwood street corridor and 2) Oak Street and 13 th node	Pilot these areas, or others that meet a set of criteria, to test this new regulatory framework	Medium
Via the city's website, show the progression of city planning initiatives, benchmarking, and long-range planning progresses	Develop performance measures and benchmarks and share progress outward	High
Create policies that promote infill development and redevelopment	Clearly identify infill/growth areas	High
	Prioritize infill and adaptive re-use in the downtown	
Identify locations for special use districts or overlays	Consider the implementation of an “art” or “innovation” district	Low
Enact a policy that studies the fiscal impacts of development applications	Determine the complexity of the application that warrants a financial impact review	Medium
Take active steps to complete the MN Greenstep Cities program	-	Medium

COMMUNITY CHARACTER		
STRATEGY	SUB-STRATEGY	PRIORITY
Undergo a marketing and branding initiative		High
Improve citywide signage and wayfinding	Develop a wayfinding plan with incremental steps and funding approaches towards completion	Medium
Boost enforcement of city codes and ordinances	Enforce property maintenance codes	High
Leverage social media to market opportunities and existing success stories outward	-	Medium
Improve the aesthetics of the main corridors	Develop design standards for the 210 corridor, Sixth street, and downtown	Medium
Consider creating design guidelines in both the general commercial and downtown areas	-	Medium
Implement an adaptive re-use policy	-	Medium
Integrate public art throughout the community in strategic locations	Create a communitywide art mural program	Low
Develop a downtown beautification program	-	Medium
Utilize tactical urbanism to evaluate pilot programs for implementation that improve walkability	-	Low

HOUSING		
STRATEGY	SUB-STRATEGY	PRIORITY
Amend the comprehensive plan to include the updated housing study information	-	High
Support infill development		High
Identify housing needs for seniors, young families, and workforce	-	High
Encourage housing rehabilitation	Develop a low-interest façade improvement program for low- and mid-income households	High
Conduct a market study	-	Medium
Work with community partners to target market gaps	-	Medium
Promote neighborhood capacity building	-	Medium
Ensure local land use controls and permitting procedures do not discourage housing development	-	Medium
Utilize targeted incentives to catalyze improvements within the neighborhoods	-	Low

MOBILITY		
STRATEGY	SUB-STRATEGY	PRIORITY
Conduct a walking audit every 3-5 years to measure progress	-	Low
Actively implement the walkable bikeable city plan	-	Medium
Use tactical urbanism and/or demonstration projects to identify and study pedestrian and bicycle improvements	-	Low
Launch a bike-share program in coordination with area partners	-	Low
Achieve silver status through the League of American Bicyclists	-	Low
Hold yearly streets alive events	-	Medium
Extend and increase the capacity of roadways that enhance circulation, mobility, and anticipated growth and development	-	Low

ECONOMIC DEVELOPMENT		
STRATEGY	SUB-STRATEGY	PRIORITY
Offer a variety of shovel ready sites	Create and publish a vacant lot /vacant buildings map; update as necessary	Medium
Explore business improvement district options for the downtown	-	Medium
Appropriately budget funds for economic development and marketing	-	Medium
Keep a log of blighted or vacant properties	Drive investment and businesses to strategic infill locations	High
	Develop policy that seeks to require blighted properties be mitigated before land transfer	Medium
Allocate appropriate staff time to implement programs, activities, pursue funding, and track	-	High
Develop a strategic economic development plan	-	High
Collaborate with U of M Extension on an economic futures workshop	Understand the impact that industries make on the city, and identify appropriate industries for recruitment efforts	High
Develop a set of programs to help grow and promote business development	Business mentorship program	Medium
	Revolving loan fund	
	Façade improvement program	
	Create an economic development toolkit	
	Business assistance program	
Enhance the downtown retail environment	Utilize tactical urbanism to improve the public realm and promote events	High
	Promote downtown streetscape and public realm enhancements	
Support businesses in the downtown that promote entrepreneurship and small businesses	Leverage the “maker economy” and seek ways to grow this industry in the downtown	Medium

PARKS AND RECREATION

STRATEGY	SUB-STRATEGY	PRIORITY
Conduct a series of long-range plans	Complete a signage and wayfinding system	Medium
	Complete a bicycle and pedestrian plan	Medium
	Develop a long-range plan for the entire park and open space network, specifically focusing on maintenance	High
Seek revenue-generating sources within the parks and facilities	-	Medium
Incorporate maintenance and improvement costs into future park system decisions	-	Low
Join the 10-minute walk campaign through the Trust for Public Land	-	Medium
Increase the amount and type of recreational opportunities	Diversify the recreation options within the city	Low
Enhance safe walking and cycling routes	-	Medium
Expand trails to connect to other destinations and area attractions	-	High

NATURAL RESOURCES

STRATEGY	SUB-STRATEGY	PRIORITY
Review and revise subdivision ordinances to reflect the content of the plan	-	High
Review and revise site design guidelines to align with the policies of this plan	-	High
Complete a natural resource inventory	Specifically identify greenways, corridors, and sensitive environmental features for protection	Medium
	Identify invasive species	Medium
Conduct an evaluation of citywide opportunities to integrate low impact development solutions	Study areas in the community where green infrastructure solutions can be constructed	Low
Develop a best management practice guide or education series around water quality	Partner with CWC SWCD on projects and programming needs	Low
Clearly identify greenways and corridors that should be preserved	Develop a long-range plan that creates a greenway corridor throughout, or around, the city	Medium
	Identify a nature or passive trail network	

FACILITIES AND INFRASTRUCTURE		
STRATEGY	SUB-STRATEGY	PRIORITY
Promote energy efficiency and the use of renewable resources	Take strides to complete applicable strategies in the GreenStep Cities program	Low
Ensure that adequate infrastructure is provided to areas targeted for growth (residential, commercial, and industrial)	-	Medium
Continue to research and explore methods for funding options		High
Prioritize infrastructure investments within existing neighborhoods and potential areas of growth	-	High
Encourage the use of stormwater best management practices to improve local and regional water quality.	-	Medium

PUBLIC SAFETY		
STRATEGY	SUB-STRATEGY	PRIORITY
Foster neighborhood capacity building to develop a neighborhood watch program	-	Low
Continue to work with the school district on current and long-range planning efforts	-	Low
Promote and expand existing program whereby private business voluntarily share closed circuit security camera footage with law enforcement.		Low
Continue partnerships and programs with the Minnesota Department of Transportation (MnDOT) such as Safe Routes to School (SRTS) and Towards Zero Deaths (TZD)	-	Low

Open space land uses include several types of non-built uses, such as forestry, parks and trails, public and private recreation areas, agriculture, and community gardens, in addition to private lands with some buildings on very large lots. These uses are included in two primary future land uses: resource management and parks and recreation. The parks and recreation use represents active and passive recreation opportunities throughout the community that contribute to a sense of place and active lifestyle. The resource management category designates natural resource use as the primary value for the area, while recognizing that other secondary land uses also need to be accommodated in rural areas. Additionally, open spaces should be included and considered during the development of other land use categories. This includes both the creation of community open space within urbanized areas and the minimization of impacts in rural areas.

Utilities and Infrastructure

Utilities and infrastructure are key elements of a city's fabric that aren't necessarily displayed on a future land use map. Parcels containing infrastructure elements, treatment facilities or an electric substation, may be called out, but the location and capacity of the physical infrastructure should be considered. Chapters 8 and 9 highlight the existing transportation and utility infrastructure within Grand Rapids. As development occurs, this existing infrastructure, and future planning, should be factored into the decision making process. Future land uses have been defined in a manner that responds to existing infrastructure, but the impacts to its capacity should continue to be monitored as development occurs.

There are also utilities and infrastructure present within the community that are not under the ownership or management of the City of Grand Rapids. The US and State Highways, private pipelines, and the BNSF Railroad are examples of non-city owned infrastructure that have the potential to influence development. Future use and upgrades to these facilities should be monitored and considered as development is pursued.

Future Land Use

The 2040 Comprehensive Plan Future Land Use Map present a geographic representation of the City's preferred future land use scenario. The map summarizes the community's discussion of how development, preservation, and public realm investment should play out over the next twenty years. The Future Land Use Map serves as the guiding tool for directing development types, coupled with the recommendations and goals for land use policy. When coupled together, the physical location of future land uses and the guiding policies provided in this plan, will help the City achieve its *desired future condition* over the next twenty years.

What is Future Land Use

The Grand Rapids Comprehensive Plan uses the concept of land use to describe how the City looks and functions now and in the desired future. Land use is related to, and sometimes confused with, other policy and regulator elements such as zoning districts, land cover, building types, and economic and natural infrastructure. Distinct from these other elements, land use describes literally how the land is being used. The same standard building could be placed on four properties each containing four different uses. While these structures looked the same from the outside, each would be categorized into different land use categories. Additionally, a piece of land can have no building on it, but can have very different uses: working forest, protected habitat, agricultural corps, residential lawn, or resource extraction.

Land use is not necessarily consistent with zoning, land cover, or natural system functions.

Future Land Use Categories

Land use categories are used to group together the use types with similar qualities in a manner to organize uses within the City into distinct buckets. Each category recognizes the similarities of a smaller group of primary uses and the distinguishing differences to other use groups. Residential land uses, for example are typically divided into separate categories based on density, or the number of units within a specific area. Large lot residential development has a different character and needs compared to multi-family apartment developments.

The 2040 Comprehensive Plan includes 15 land use categories that are consistent with the previous Comprehensive Plan and provide a consistent connection to the zoning ordinance. Following the completion of the 2011 Plan, the City updated zoning regulations to align with the land use categories developed per public and stakeholder input. It was found during the 2040 planning effort, that these uses and considerations continue to align with the general feedback from residents. Slight modifications are addressed within these categories and responding zoning updates are outlined in the implementation section. The 15 land use categories are described in Table 4.3, along with the definition of primary and secondary uses. A primary use is defined as the most regular or consistent use of the property (i.e., how a majority of the area is used a majority of the time). A secondary use is defined as the minority, or other, uses of a property. Secondary uses should also be identified as allowed uses within the respective zoning district, either by right, with restrictions or through a Conditional Use Permit (CUP). The primary use of each category should be the first point of comparison when using the land use plan to define future zoning changes.

Table 4.3. Future Land Use Categories

Category	Description	Primary Land Use	Potential Secondary Land Uses
Traditional Neighborhood	Residential development laid out in a street grid with moderate lot sizes and within walking distance to larger commercial nodes. Include stable, established neighborhoods	Single-family residential; other housing with similar densities	Other residential types such as duplex, limited multi-family buildings at the scale of the neighborhood, neighborhood scale institutions including churches, pocket parks, and community gardens.
Suburban Residential	Residential development with access to public utilities, comprised of newer homes at a lower density than traditional neighborhood. Suburban residential uses are organized in many layouts and are typically located on the fringe of the City's core.	Single-family residential	Duplex and triplex, accessory dwelling units, neighborhood scale institutions including churches, parks, community gardens, and limited home-based businesses.

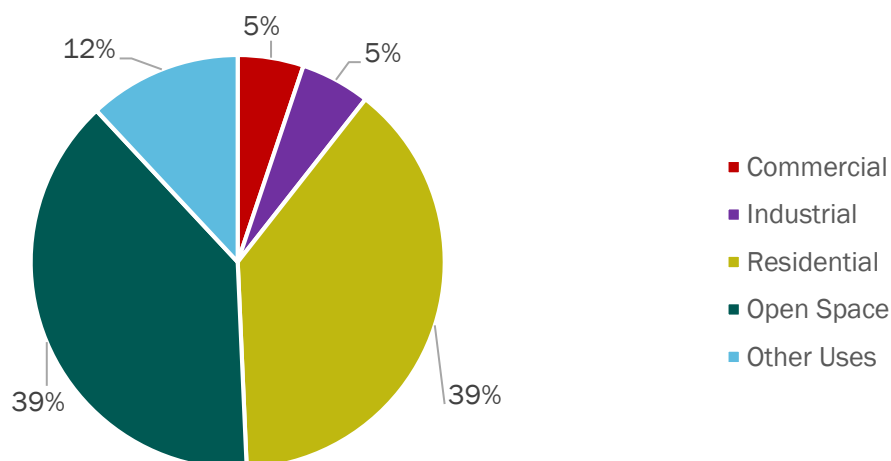
	Category	Description	Primary Land Use	Potential Secondary Land Uses
	Multi-Family Residential	Stand along residential development at the highest allowed density. Includes multi-family residential uses within multiple units within a single structure. Uses are located throughout the community but are not included within the downtown.	Apartments, condos, and townhouses	Parks, recreational or community amenities, assisted living, manufactured home communities.
	Rural Residential	Residential development situated on larger lots and built at the lowest density within the community. Sites utilize on-site septic systems and have limited street connections.	Single-family residential with on-site wastewater treatment systems	Forestry, agriculture, recreation, rural home-based businesses, limited commercial uses compatible with primary use.
	Neighborhood Mixed-Use	Small areas of development with a mix of uses (office and limited commercial) that are located adjacent to or within residential neighborhoods and provide neighborhood amenities.	Mixed use buildings, office and small scale commercial uses that complement surrounding residential uses.	Residential buildings.
	Downtown Mixed-Use	Small to mid-sized commercial and retail centers that are adjacent to an intergrade with residential areas. This use is located within the core or downtown of Grand Rapids. Encourages development that supports the character and vision of downtown.	Mixed of uses in single structure or on a block. Uses include retail, office, institutional, civic, entertainment, lodging, and high-density residential.	Parks and recreational or community amenities.
	Highway Commercial	Small scale to big box retail and commercial development that requires high visibility, access, and traffic movement. Uses are oriented to the City's highways.	Large- scale commercial (retail sales and service) uses and lodging	Commercial recreation.
	Medical Campus	Developments that provide a private or public medical function, including smaller medical businesses and large institutions.	Hospital, medical office, and related services	Related commercial, lodging, parks and recreation, and assisted living facilities.
	Industrial – Traditional	Various industry uses that create or manufacture goods (such as paper). Uses are typically associated with the rail or highway infrastructure.	Industrial, office service, and uses that require rail infrastructure.	None

	Category	Description	Primary Land Use	Potential Secondary Land Uses
	Industrial Park	Traditional industrial uses, including high intensity warehouse and manufacturing.	Production/manufacturing, warehouse, large-scale wholesale with trucking, transfer facilities	Office/administrative associated with primary uses. Retail outlets associated with and secondary to primary use.
	Business Park	Offices and less intense industrial and non-retail uses. These uses produce less traffic, noise and odors, with reduced impacts to surrounding uses.	Offices, limited production, small wholesale uses.	Low visibility/limited retail, such as childcare, education and training facilities.
	Institutional/Civic	Large public or semi-public campus-style institutions that provide a public service or need.	Religious, educational and governmental institutions	Multi-family residential that is related to the institutional use.
	Resource Management	Public and private land dedicated to recreational and open space uses.	Public and semi-public parks, recreational areas, trails, water access points, golf courses.	Shooting ranges and outdoor racetracks.
	Parks and Recreation	Public and private parks and open spaces that provide a passive or active recreation use for the public.	Public and semi-public parks, recreational areas, trails, water access points, golf courses.	Higher intensity recreational uses.
	Transportation and Utilities	Public lands dedicated to transportation and utility infrastructure and long term needs.	Airport, public roads, railroads, other rights-of-way including electrical transmission and inter-regional pipelines	None

Future Land Uses

The 2040 Future Land Use Plan for the entire City is provided in [Figure 4.6](#) and for the City core in [Figure 4.7](#). These figures should be used to reference the physical location of desired uses over the next 20 years. Over a third of the City's area is identified for future resource management use, with the rural residential category representing the next largest share of the City's area at 16.5 percent. When the uses are combined into residential, commercial, industrial, open space, and other land use categories, the residential and open space groups represent a majority of the land area, each representing 39 percent individually. [Figure 4.5](#) provides the breakdown of these five land use groups.

Figure 4.5. Future Land Use Designations by General Type



The land consumption for each of the individual future land use categories is outlined in [Table 4.4](#). The acreage totals presented within this table also account for the surrounding right-of-way acreages resulting in a total acreage that does not align with the total outlined in the existing land use discussion. The future land use maintains a focus on open space and residential uses, supported by commercial, industrial and institutional uses.

Table 4.4. Future Land Use by Area

Land Use Category	Acres	Percent
Highway Commercial	612.3	4.4%
Downtown Mixed-Use	122.6	0.9%
Neighborhood Mixed-Use	21.2	0.2%
Industrial - Traditional	142.3	1.0%
Industrial Park	547.2	3.9%
Business Park	106.5	0.8%
Institutional/Civic	766.9	5.5%
Medical Campus	75.2	0.5%
Parks & Recreation	723.7	5.2%
Resource Management	4,939.0	35.3%
Rural Residential	2,305.7	16.5%
Suburban Residential	1,393.7	9.9%
Traditional Neighborhood	1,296.2	9.3%
Multi-Family Residential	664.4	4.7%
Transportation and Utilities	904.6	6.5%
Total	14,009.1	100.0%

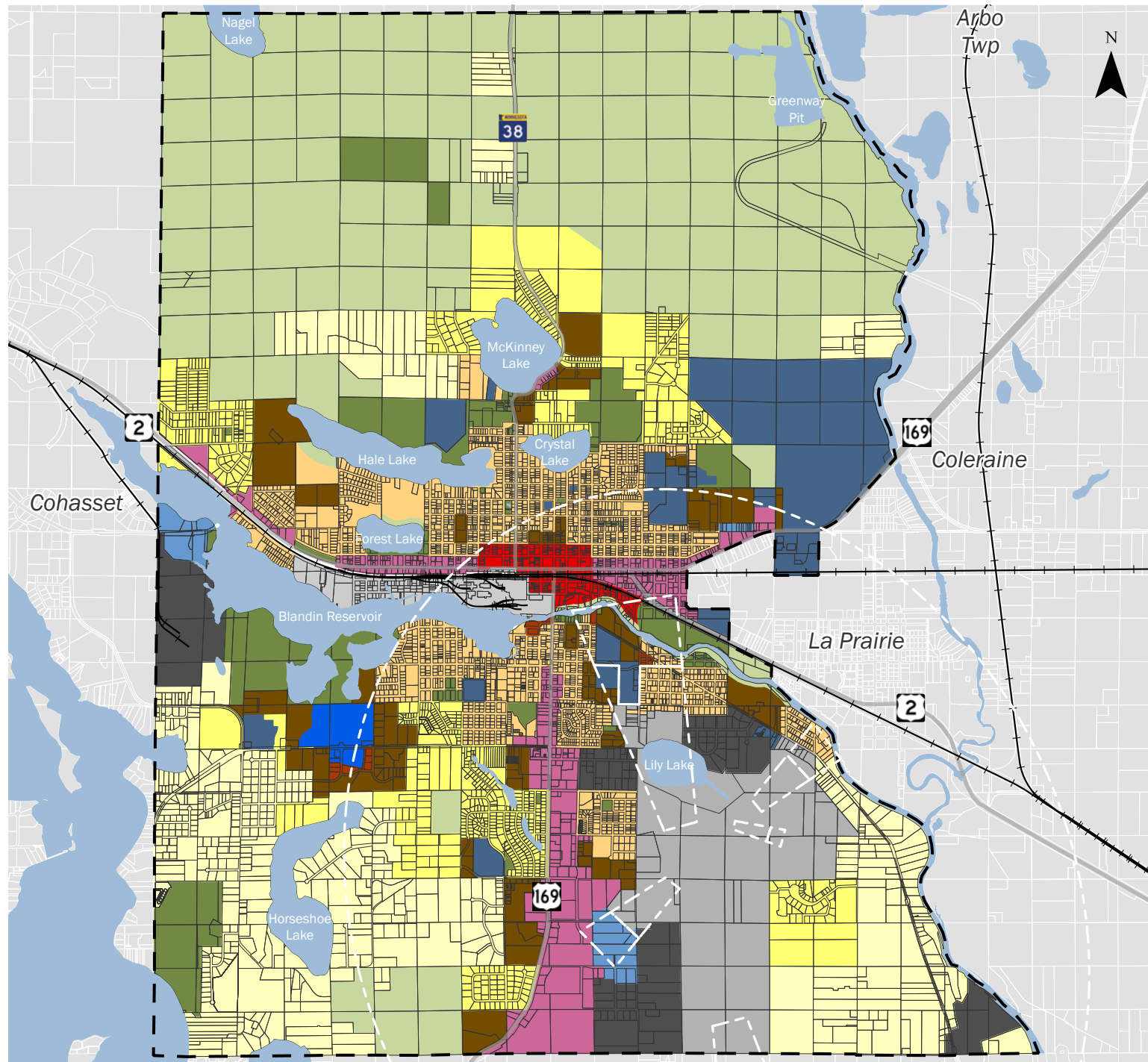


Figure 4.6 - Future Land Use - City Wide

0 0.5 1 2 Miles

- | | | |
|---|---|--|
| Highway Commercial | Resource Management | Airport Zones |
| Downtown Mixed Use | Rural Residential | Grand Rapids City Limits |
| Neighborhood Mixed Use | Suburban Residential | Railroads |
| Industrial-Traditional | Traditional Neighborhood | Highways |
| Industrial Park | Multi-Family Residential | Lakes, Rivers, or Mine Pits |
| Business Park | Transportation and Utilities | |
| Institutional/Civic | | |
| Medical Campus | | |
| Parks and Recreation | | |



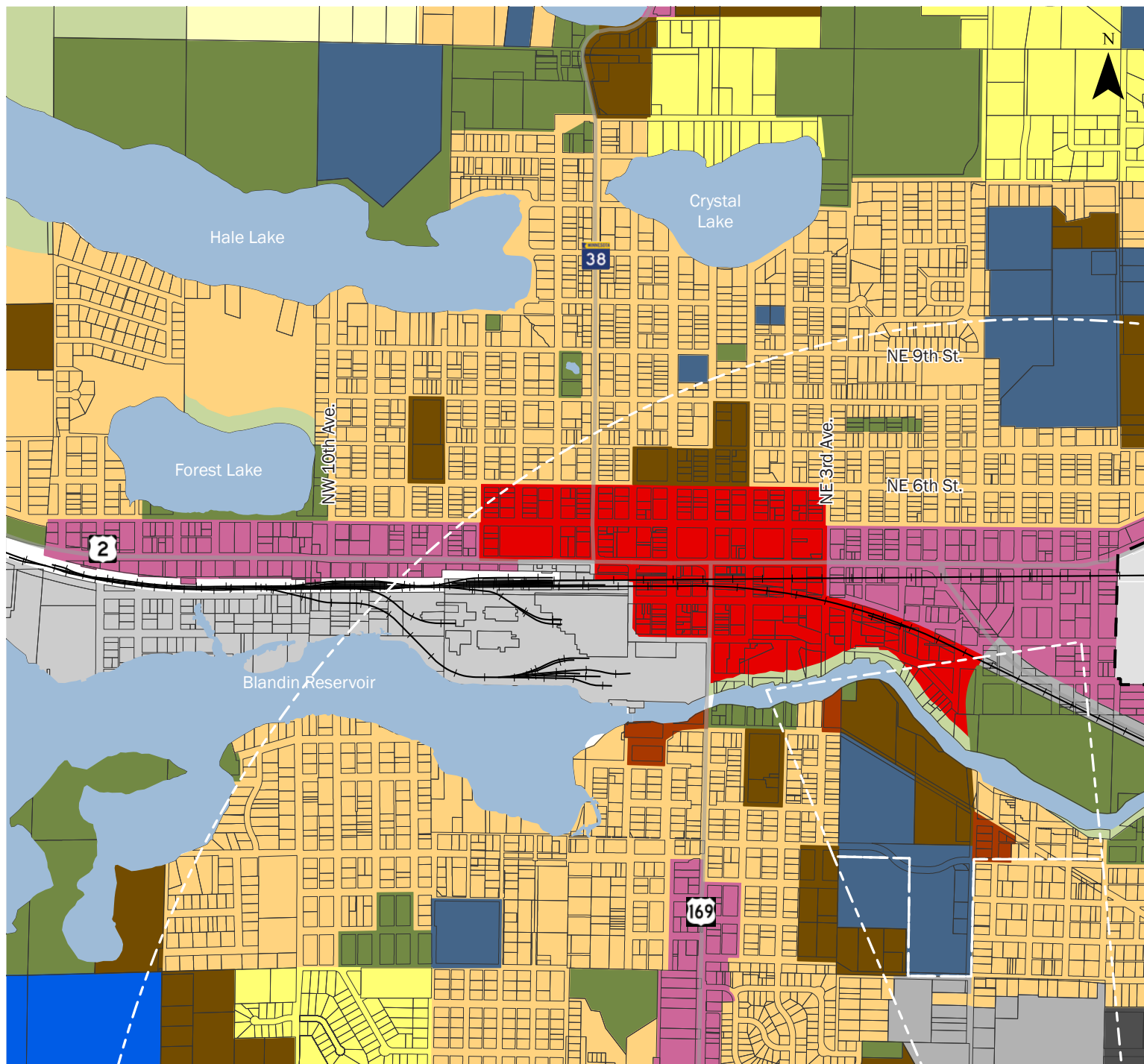


Figure 4.7 - Future Land Use - City Core

0 0.25 0.5 Miles

- | | | |
|---|---|--|
| Highway Commercial | Resource Management | Airport Zones |
| Downtown Mixed Use | Rural Residential | Grand Rapids City Limits |
| Neighborhood Mixed Use | Suburban Residential | Railroads |
| Industrial-Traditional | Traditional Neighborhood | Highways |
| Industrial Park | Multi-Family Residential | Lakes, Rivers, or Mine Pits |
| Business Park | Transportation and Utilities | |
| Institutional/Civic | | |
| Medical Campus | | |
| Parks and Recreation | | |



Key Development Sites

Some key development and redevelopment parcels that were addressed during the planning process include the following sites.

Forest Lake Elementary School Site

The former Forest Lake Elementary School site is located on the west side of downtown Grand Rapids. The location of the site makes it a target for either future single-family or multi-family residential use due to its proximity to the downtown and surrounding traditional neighborhood uses.

Former Ainsworth Industrial Site

The former Ainsworth site currently sits vacant along the western portion of the community, with rail access and proximity to US Highway 2. The site contains existing buildings and infrastructure that can be modified to accommodate a range of future uses. The site and existing buildings are large and may warrant the accommodation of multiple uses.

Grand Itasca Clinic and Hospital

The area surrounding the existing Grand Itasca Clinic and Hospital provides opportunity for increased development intensity surrounding the medical campus. A combination of neighborhood mixed use and multi-family residential future land uses have been identified surrounding the clinic and hospital.

City Owned Parcels Downtown

The City of Grand Rapids currently owns two parcels of land in the southeast portion of Downtown. These parcels are located a few blocks to the east of US Highway 169 and to the north of the Grand Rapids Area Library. Both sites are currently vacant and are poised for a range of development opportunities.

Industrial Parks

The future land use map shows several additions to the City's industrial parks and other industrial expansion areas. The industrial areas were addressed to make sure that sufficient land was ready for both routine industrial expansion and the potential for a large facility looking for a shovel ready site.

Housing and Neighborhood Diversity

The planning process was cognizant of the City's and region's changing demographics, changes in industries and potential changes in in-migration patterns. The future land use map and categories were created to support a range of housing types and to accommodate a variety of interconnected neighborhoods.

Future Development Considerations

The future land use map and corresponding categories serve as the legal basis for zoning decisions within the City. While these components serve as the foundation for decision making, there are other considerations that should be included throughout the development process. The following considerations can simply be used during the development review process or the City may choose to develop/modify policy and regulations to require the consideration of these elements through the development process.

Residential Development

The maintenance of a healthy, affordable and vibrant housing stock is a key consideration for cities throughout the State of Minnesota. Grand Rapids is home to existing vibrant neighborhoods where a range of quality, type and affordability must be maintained for future residents. The future land use plan uses four residential land use categories to guide future residential development – from large lot single-family to multi-family developments. As the City continues to pursue residential growth to maintain a range of options for future and current residents, the quality and character of the residential development should be considered.

The types of housing available will continue to be a major focus as shifts in the demographics occur. The region's population is aging, resulting in the need for different housing options for seniors. There are multiple tools outlined within [Chapter 5 – Housing](#) that can be used to assist the City in maintaining a quality housing stock with options for all.

Neighborhood Design

The importance of character and sense of place was highlighted through the public engagement process. Neighborhood design and character should be considered as part of the development process. This not only includes the maintenance and preservation of the character of an existing neighborhood, but also the establishment of a sense of place for new residential development areas. When the character of a place is maintained, it allows for a definition of a specific area within the community and opportunities for increased investment by property owners and stakeholders.

Design Standards

Design standards are a development tool that can be used to regulate the form of development within a community. These standards can be applied holistically to all properties within a community or can be focused to a specific area. A common use of design standards is within a historic downtown area in an effort to maintain the historic character of the place. When created, design standards regulate the character of development beyond the standard setback and height standards and begin to employ material requirements and other specific design requirements.

Design standards, when used properly, can provide a beneficial addition to a city's development toolkit. However, they should not be entered into lightly, as they will dictate the look and feel of a community or place.

Mixed-Uses

Mixed-use land use categories were highlighted with the 2011 Comprehensive Plan at both a neighborhood and downtown scale. The use of mixed-use within a downtown is not uncommon, as it echoes traditional downtown development styles with commercial uses on the lower floors and residential units on upper floors. Neighborhood mixed-use development can also be a beneficial consideration for a community, providing neighborhood scale services within walkable distances. The intensity of commercial uses within a neighborhood must be considered throughout the development review process.

Small Scale Agriculture

Access to healthy foods continues to be a focus of public health professionals, and the provision of small scale agriculture is a potential tool that the city can deploy. Small scale agriculture includes the growing and producing of agricultural goods on a small scale and allowing for the sale of these goods on-site or through a farmer's market or other location. The City's rural residential land use category provides an opportunity for small scale agriculture to be pursued. The large lot sizes provide opportunities the growing of produce that could be sold on-site. The City should review and consider regulations to allow small scale agriculture uses within appropriate districts.

Climate Action and Sustainable Development

As development changes continue to occur throughout the region and the nation, the City and its stakeholders should continue to consider the sustainability of development through all review processes. Community groups have focused attention on climate action planning which may provide considerations for future development within the City. As new development is pursued within the community, both private and public, sustainable practices should be considered. This can range from the incorporation of green infrastructure technologies to improve stormwater runoff (pervious surfaces) and energy use (solar panels or

City of Brainerd Zoning Map

