

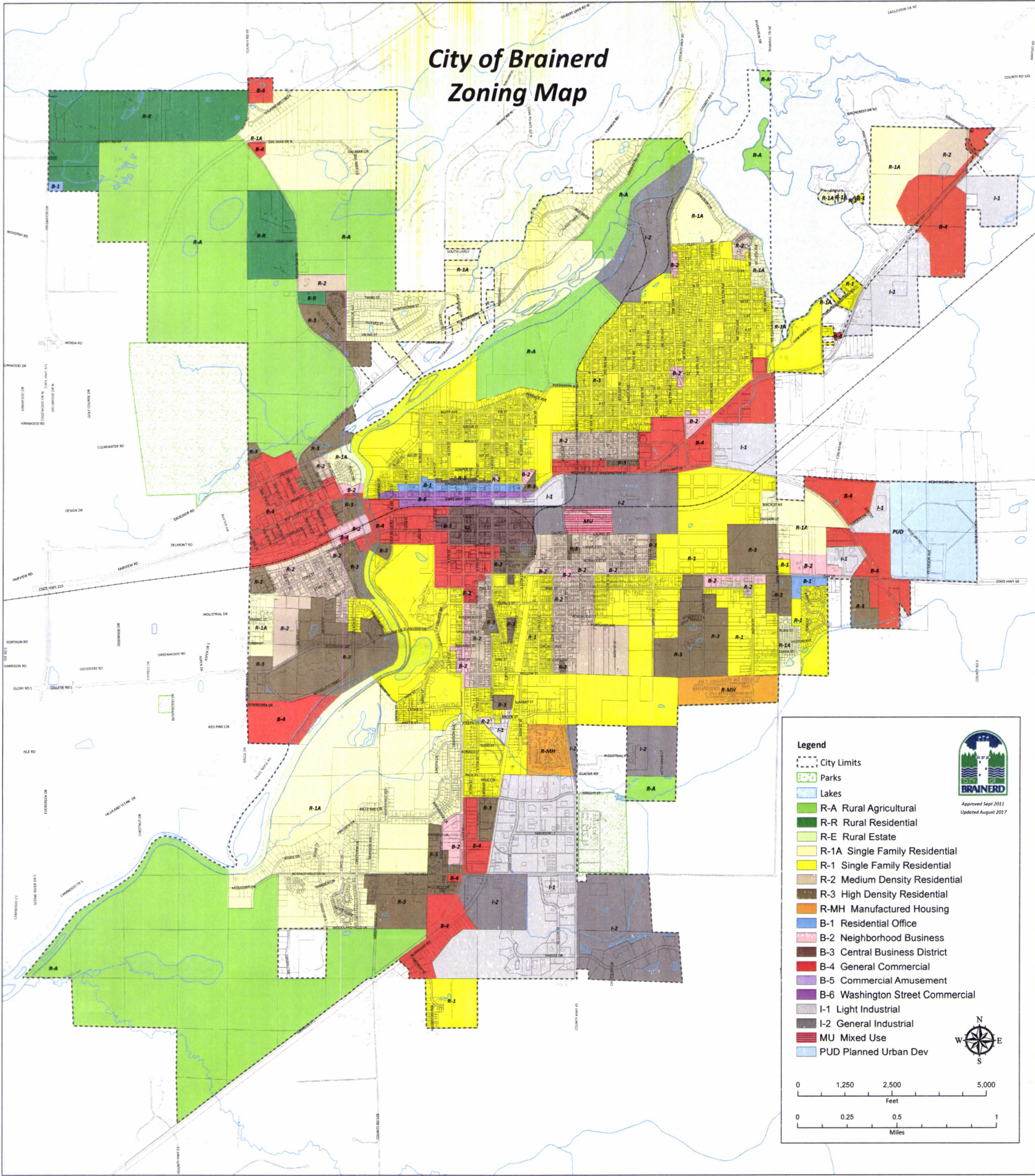
BRAINERD PLANNING COMMISSION WORKSHOP

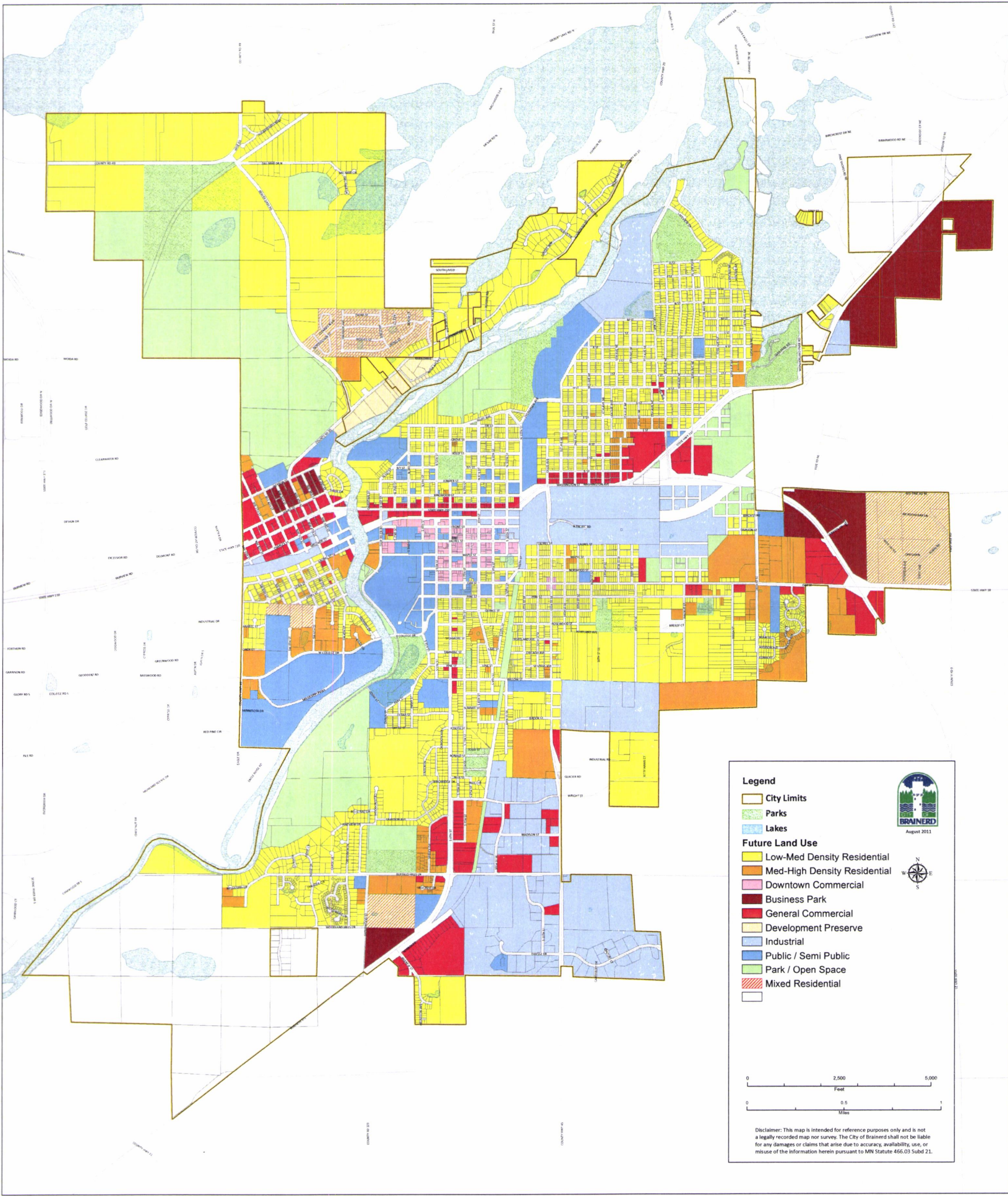
Wednesday, August 12, 2020
6:00pm.
Fire Department Training Room
23 Laurel St.

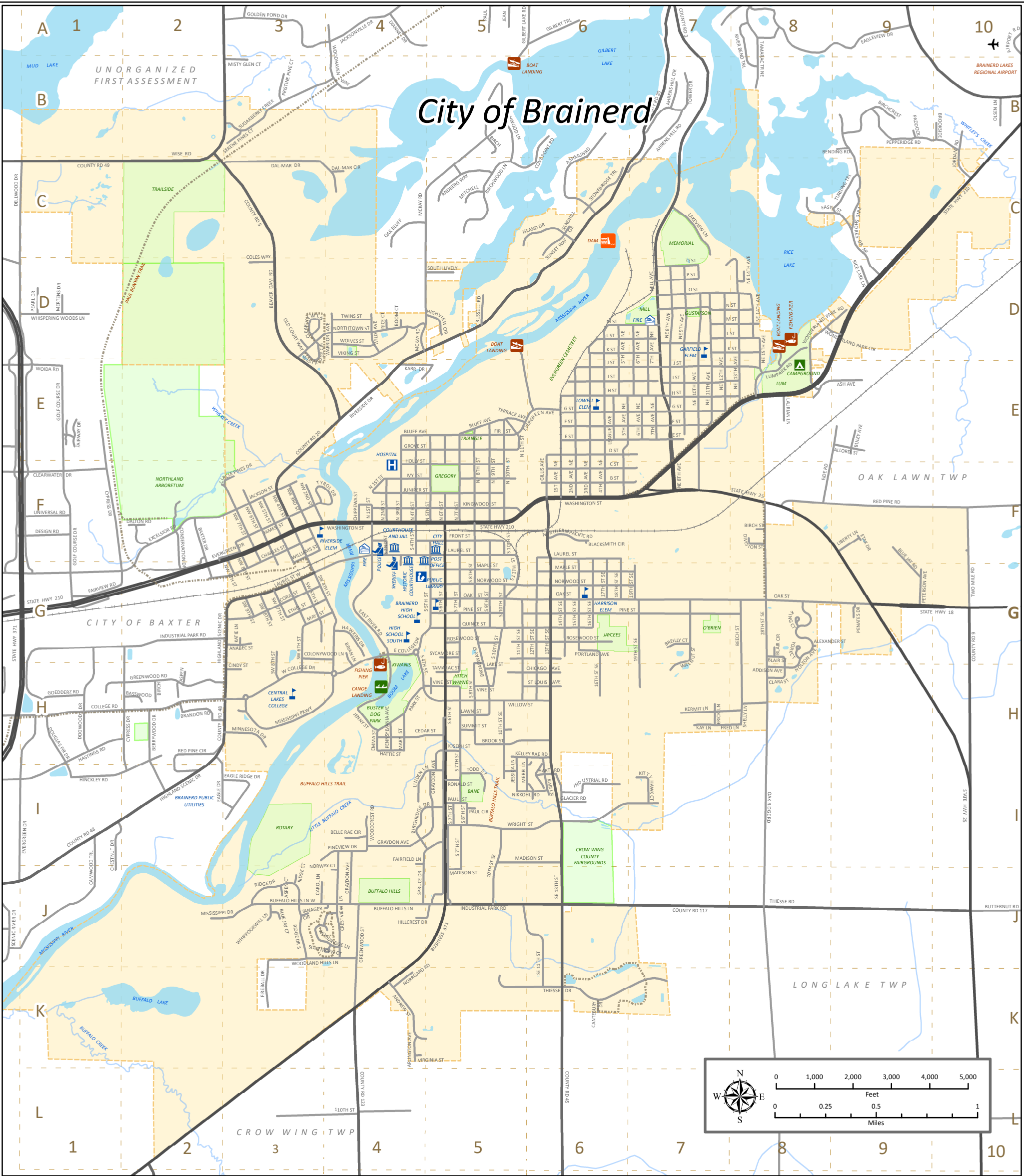
1. Call to Order
2. Approval/Change of Agenda
3. Continuation of Future Land Use Map Development
4. Adjourn

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

City of Brainerd Zoning Map







1st Ave NE	E6-F6	10th Ave NE	D7-F7	Bluff Ave	E4-E5	East River Rd	F4-G4	Jordan Rd	B10-C10	Nikkohl Rd *	I5-I6	Stonebridge Ct	C6
1st St N	F5	10th St N	E5-F5	Breilly Ct	G7	Easy St	C8-C9	Joseph St	H5	Norwood St	G5-G7	Stonebridge Trl	C6
2nd Ave NE	E6-F6	10th St S	F5, G5	Brian Ln	G4	Emma St	H4	Juniper St	F4-F5	O St	D7-D8	Sugarberry Creek	B3-B4
2nd St N	F5	10th St SE	H5-I5	Broadway St	H5	Erick Ln *	H7	K St	D6-D8	Oak Lawn	G9-G10	Summit St	H5, H6
2nd St NW	F3	11th Ave NE	D7-E7	Brook St	H5-H6	Etak Dr	F9	Kari Ln *	H6-I6	Oak Ridge Rd	H8-L8	Sunset Way	C6
2nd St S	F4	11th St S	G5-G5	Boom Ct	D4	Ethel St	G3-G4	Katie Ln	G3	Oak St	G5-G9	Sycamore St	G5
3rd Ave NE	D6-F6	11th St SE	G5-K6	Buffalo Hills Ln E	J4-J5	Evergreen Ave	E5-E6	Kay Ln *	H7	Old Court Way	D3	Tamarac St	H5
3rd St N	E4-F4	12th Ave NE	D7-E7	Buffalo Hills Ln W	J3-J4	Evergreen Dr	F2-F3	Kelley Rae Rd *	H5-H6	P St	D7	Tanager Cir	J3
3rd St NW	F3	12th St SE	F6-H6	Business 371	J5-L2	F St	E6-E7	Kermit Ln *	H7-H8	Park St	H4	Terrace Ave	E5
3rd St S	F4	13th Ave NE	D7-E8	C St	F6-F7	Fairfield Ln	I4	King Ct	G8	Paul Cir / St	I5	Thiesse Dr	K5-K7
4th Ave NE	D6-F6	13th St SE	F6-J6	Cantebury Ct	K6	Fire St	E5	Kingwood St	F4-F5	Pennsylvania Ave	H4	Todd St	I5
4th St N	E4-F4	14th Ave NE	D8	Carol Ln	J3	Fireball Dr	J3-K3	Kitty Hawk Ct	I7	Peterson Ave	G9	Twins St	D4
4th St NW	F3	14th St SE	F6-G6	Cedar St	H4-H5	Fred Ln *	H7-H8	L St	D6-D8	Pine Shores Rd	B9-D9	Two Mile Rd	F10-H10
4th St SW	G3-H4	15th Ave NE	D8-E8	Charles St	F3-G3	Front St	F4-F5	Laurel St	F4-F6	Pine St	G5-G8	Tyrol Dr	F3-F4
5th Ave NE	D6-F6	15th St SE	F6-G6	Chicago Ave	H5-H6	G St	E6-E7	Laurel St W	F4-G3	Pineview Dr	I3-I4	Viking St	D4
5th St N	E5-F5	16th St SE	F6-G6	Chippewa St	F4	Gillis Ave	E6-F6	Lake St	H5	Portland Ave	G5-G6	Vine St	H4-H5
5th St NW	F3	17th St SE	F6-G6	Cindy St	H3	Glacier Rd *	I6	Lakeview Ln	C7	Q St	D7	Virginia St	K4
5th St S	F5-G5	18th St SE	F6-G6	Circle Pines Dr	F3	Graydon Ave	J4-H5	Lawn St	H5	Quince St	G5-G6	Walnut St	G7-H7
5th St SW	G3	19th St SE	G6-H6	Clara St	H8	Greenwood St	J4-K4	League Ave	E6	Red Pine Rd	F8-F10	Warrior Ave	D4
6th Ave NE	D7-E7	28th St SE	F8-H8	Clearview Ln	D3	Grove St	E4-E5	Liberty Ln	F9	Rice Ct	D4	Washington St	F3-F4
6th St N	E5-F5			Coles Way *	D3	H St	E6-E8	Linden Ln	E4-E5	Ridge Ct	J3	Washington St NE	F6-E8
6th St NW	F3	Addison Ave	H8	College Dr E	G4-G5	Hattie St	H4	Lum Park Rd	D8-E8	Ridge Dr	J3	Washington St W	F3-F4
6th St S	F5-J5	Alexander St	G8	College Dr W	H3-G4	Hart Rd *	I6	M St	D6-D8	Ridge Dr S	J3	Westridge Cir	D3
6th St SW	G3	Anabec St	G3	Colonywood Ln	G3-G4	Hawkins Dr	G4	Madison St	J5-I6	Riverside Dr	I7	Whippoorwill Ln	J3
7th Ave Ne	D7-E7	Andrew St	K4	Cora St	G3	Highland Scenic Dr	G3-J1	Maple St	G5-G7	Robin Rd	F10-G10	Wild Ave	D4
7th St N	E5-F5	Arlington Ave	K4	County Rd 117	J5-J7	Highview Cir	D5	May St	G3-G4	Ronald St	I5	Williams St	F3
7th St NW	F3	Ashmun Rd	C6	County Rd 20	A7-F3	Hillcrest Dr	J4-J5	Mary St	H4	Rosewood St	G5-G6	Willow St	H4-H6
7th St S	F5-J5	Aspen Ct	J3	County Rd 3	A7-F7	Holly St	F4-F5	McKay Rd	D9	Russell Rd	D5	Wise Rd	A2-C2
7th St SW	G3	B St	F6-F7	County Rd 48	H3-1	Holton Ave	G8-H8	Meadowlark Ln	F9-F10	Sandhill Ct / Cir	C6	Wolves St	D4
8th Ave NE	D7-F7	Beaver Dam Rd	B2-E4	County Rd 49	A2-C2	I St	E6-E8	Merri Ln *	H6-I6	Serene Pines Ct	B3	Wonderland Park Cir	D8-D9
8th St N	E5-F5	Beech St	G8-H8	County Rd 45	F6-K6	Industrial Park Rd	J5-J7	Mill Ave	C7-E7	Shelly Ln *	H8	Wonderland Park Rd	E8-D9
8th St NW	F3	Belle Rae Cir	I4	County Rd 5	B2-E4	Industrial Rd	I6	Minnesota Dr	H3	Southview Ct	J4	Woodcrest Rd	I4
8th St S	F5-H5	Birch St	F8	Crestview Ln	I4-J4	Island Dr	C5-C6	Mississippi Pkwy	H3-H4	Spruce Dr	J4-I5	Woodland Hills Ln	J3-J4
8th St SW	G3	Birchridge Dr	I4-I5	Crow Wing Rd	G9-G10	Ivy St	F4-F5	Mississippi Dr	J2-J3	St Louis Ave	H5-H6	Woodridge Ln	J4
9th Ave NE	D7-E7	Blacksmith Cir	F6	D St	E6-E7	J St	E6-F8	N St	D7-D8	State Ave	G10	Wright St	I5-I7
9th St N	E5-F5	Blair Cir	G8	Dal-Mar Cir	C4	Jackson St	F3	Norrard Rd	K4	State Hwy 18	G9-G10	York Ct	G8
9th St NW	F3-G3	Blair St	G8	Dal-mar Dr	C3-C4	James St	F3	Northern Pacific Rd	F6	State Hwy 210	B10-G1		
9th St S	F5-H5	Blue Jay Ct	J3	Division St	F8	Jenny St	H4	Northtown St	D3-D4	State Hwy 25	F7-L10		
9th St SW	G3	Blue Jay Rd	F9-G9	E St	E6-E7	Jessica Ln *	H5-I5	Norway Ct	J4	State Hwy 371	D1-H1		

June 2019

Legend

- Trails
- Lakes
- Streams
- Parks
- City Limits

Disclaimer: This map is intended for reference purposes only and is not a legally recorded map nor survey. The City of Brainerd shall not be liable for any damages or claims that arise due to accuracy, availability, use, or misuse of the information herein pursuant to MN Statute 466.03

* Denotes Private Road

Subd 21.

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.

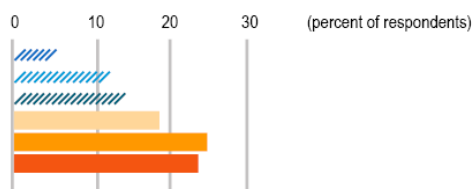
Community Input

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:

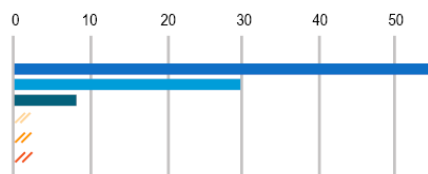
Mix of lot sizes and housing types

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.

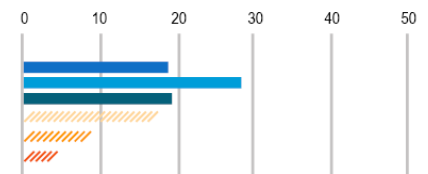
SMALL LOTS - 7,000 SQ. FT or LESS



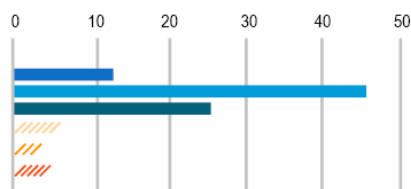
NEW DEVELOPMENT SHOULD HAVE SIDEWALKS:



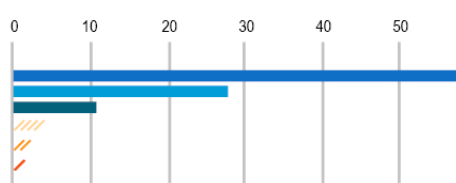
NEW DEVELOPMENT SHOULD HAVE A MIX OF SINGLE FAMILY, DUPLEX, AND MULTI-FAMILY



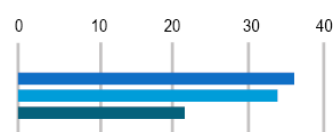
MEDIUM LOTS - 7,001-12,000 SQ FT.



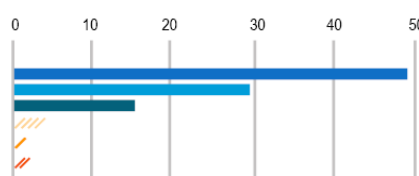
NEW DEVELOPMENT SHOULD HAVE TRAILS AND OPEN SPACE:



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.

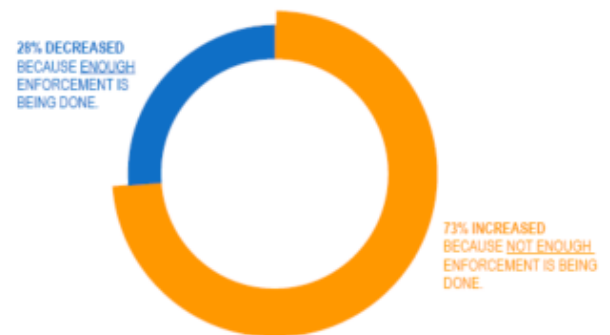
Downtown redevelopment

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

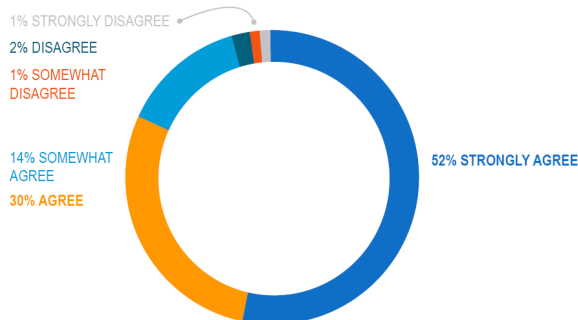
Redevelopment is a key goal within the land use, housing, and economic chapters. As a part of the community engagement process, residents noted the importance of building within, rather than extending our growth footprint outward. Infill and redevelopment will be a key practice in addressing vacant and 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.

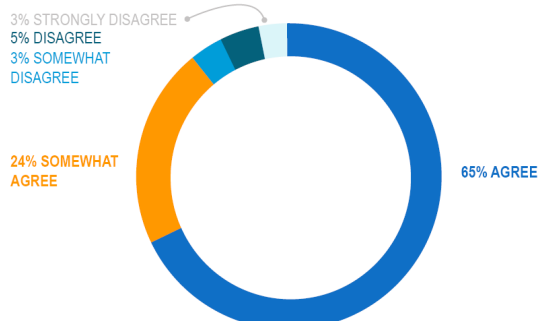
Redevelopment is often a complicated task with many partners involved in the process. Infill and redevelopment practices require collaboration with a multitude of partners ranging from various agencies and cities to property owners, adjacent property owners, and developers.

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

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.

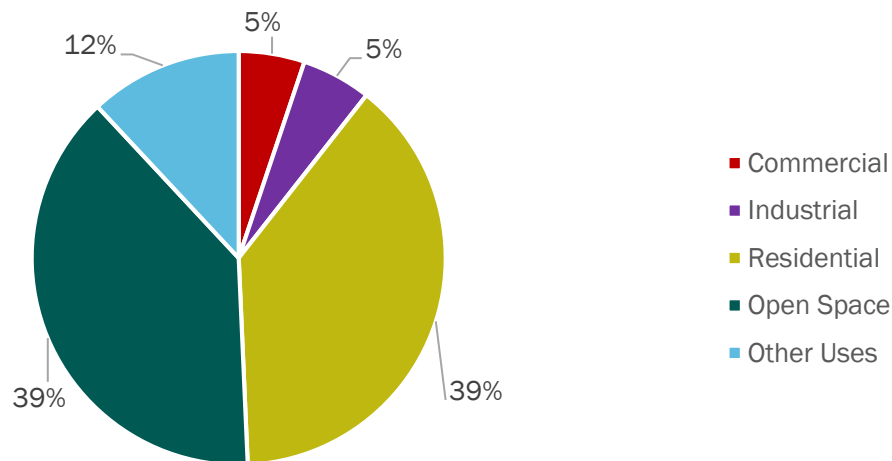
	Category	Description	Primary Land Use	Potential Secondary Land Uses
	Multi-Family Residential	Stand along residential development at the highest allowed density. Includes multi-family residential uses within multiple units within a single structure. Uses are located throughout the community but are not 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%

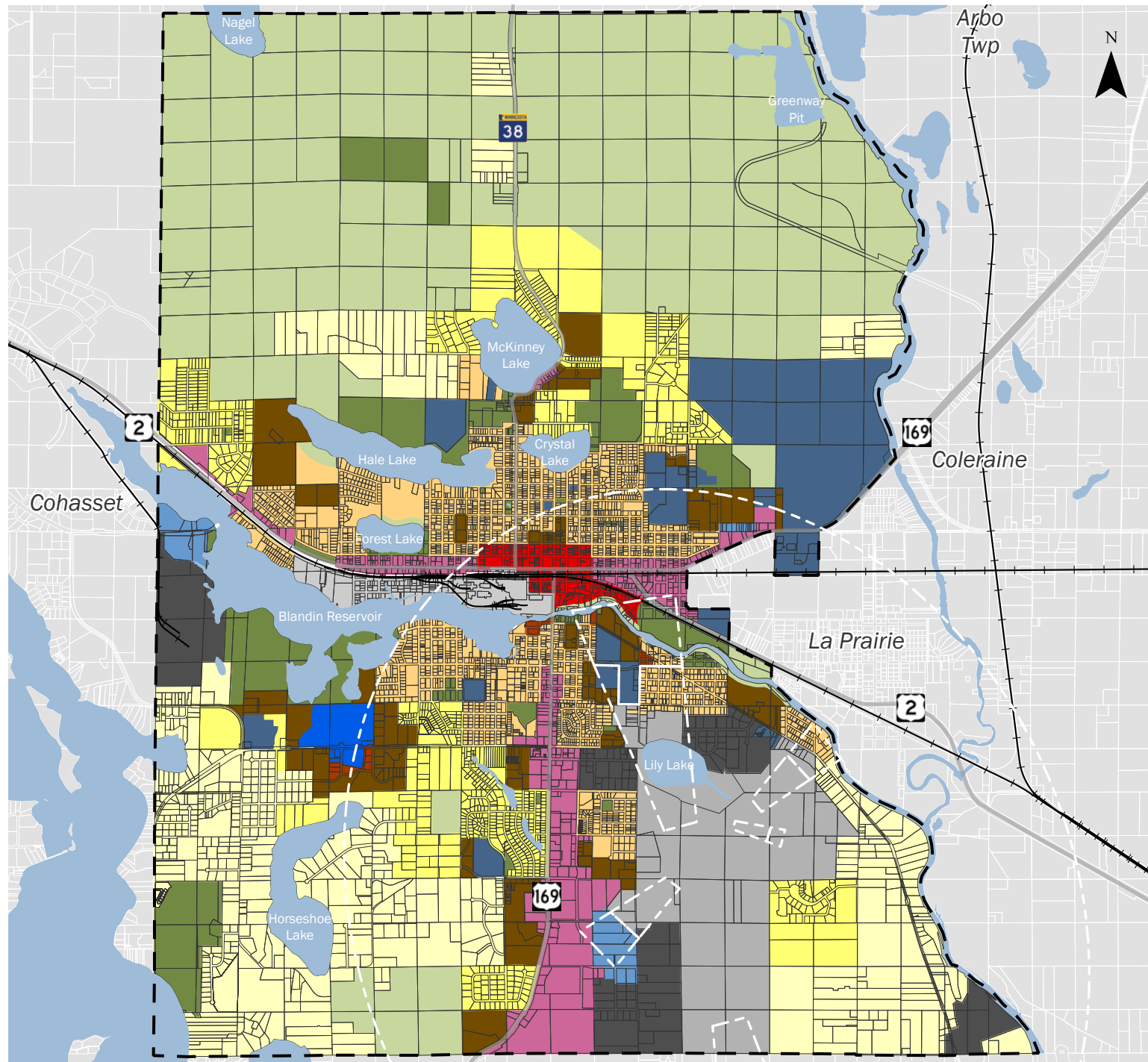


Figure 4.6 - Future Land Use - City Wide

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 | | |



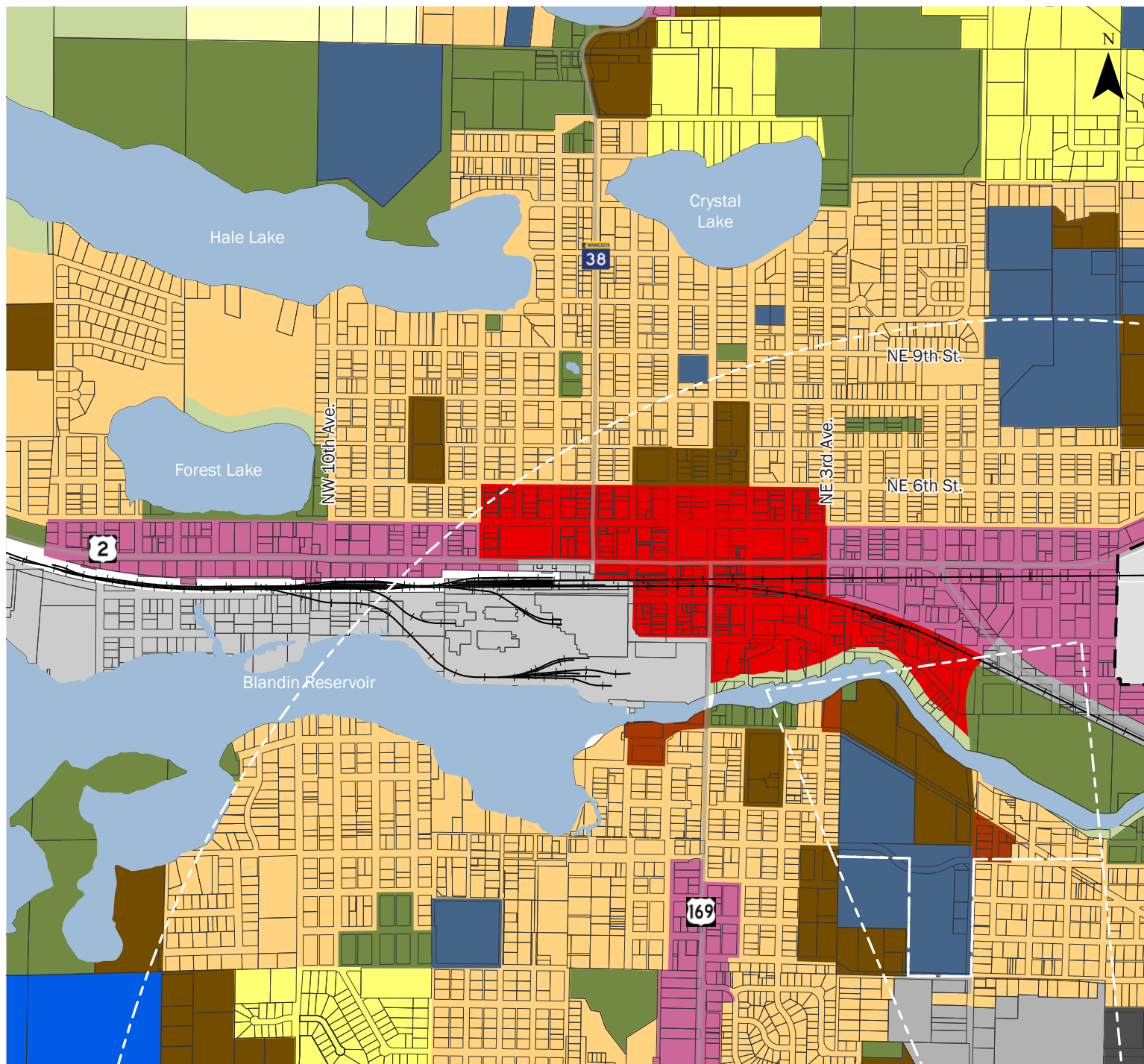


Figure 4.7 - Future Land Use - City Core

0 0.25 0.5 Miles

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