

BRAINERD PLANNING COMMISSION

Wednesday, December 16, 2020
6:00 p.m.

In accordance with the requirements of Minn. Stat. Section 13D.021, Jennifer Bergman, the City Administrator, has determined that an in-person meeting is not practical or prudent because of a health pandemic declared under Chapter 12 of the Minnesota Statutes.

Members of the public may monitor the meeting via phone.

Meeting Number: 1-844-992-4726

Access Code: 146 631 7918

1. Call to Order
2. Roll Call
3. Approval/Change of Agenda
4. Approval of minutes of the meetings held on October 21, 2020 and November 18, 2020.
5. OLD BUSINESS
 - A. SHC Zoning Code Update
 - B. Future Land Use Map
6. NEW BUSINESS
7. PUBLIC FORUM – Time allocated for citizens to bring matters not on the agenda to the attention of the Planning Commission – time limits may be imposed.
8. Community Development Director's Report
9. Commissioners' Questions/Comments
10. Adjourn

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

PLANNING COMMISSION
Wednesday, October 21, 2020

#1 Call to Order

Planning Commission Chair Gorham called the meeting of the Brainerd Planning Commission to order at 6:00 p.m. in the City Hall Council Chambers.

#2 Roll Call

Noted present were Commissioners Yeager, Duval, Woodward, Foley, Lambert, and Gorham. Commissioner Kallroos was noted as absent. Community Development Director Chanski was also noted as present. Also in attendance were Ashley Kaisershot, planner from Region 5, and Swanson Haskamp Consultants, Michael Lamb and Jennifer Haskamp.

#3 Approval/Amendment of Agenda

MOTION AND SECONDED BY COMMISSIONERS LAMBERT AND DUVAL, DULY CARRIED, TO APPROVE THE AGENDA.

#4 Approval of Minutes

MOTION AND SECONDED BY COMMISSIONERS LAMBERT AND WOODWARD, DULY CARRIED, TO APPROVE THE MINUTES OF THE SPECIAL MEETING HELD ON SEPTEMBER 9, 2020 AND TO AMEND THE MINUTES OF THE REGULAR MEETING HELD ON SEPTEMBER 16, 2020 TO CORRECT THE TERM EXPIRATION OF COMMISSIONER FOLEY TO 12/31/21.

#5 New Business

5a. Zoning Code Update – Swanson Haskamp Consulting

The Chair welcomed Ms. Jennifer Haskamp and Mr. Michael Lamb from Swanson Haskamp Consulting. Ms. Haskamp stated they came to the meeting tonight to kick-off the project and thank the Commission for choosing them to complete the zoning code update. They said they had the opportunity to be a part of a walking and driving tour of the community on October 7th with Community Development Director Chanski and two Planning Commission members. They gave a brief review of their thoughts on the buildings and the neighborhoods.

Ms. Haskamp explained they are asking the Commission to complete a preliminary Issue Identification Questionnaire, which will be provided electronically and as a hard copy.

#6 Public Forum

The Chair opened the public forum at 6:18 p.m.

No one came forward.

The Chair closed the public forum at 6:19 p.m.

#7 Old Business

7a. Discussion – Future Land Use Map

The Chair welcomed Ms. Ashley Kaisershot, who explained the four goals of tonight's meeting: 1) discuss future growth boundaries citywide 2) work on each focus area 3) discuss future land use beyond city limits 4) work through the next steps with a schedule.

The following sections were discussed individually:

- 01. NW Residential – mixed residential low to medium density
- 02. West Brainerd – mixed 60% commercial 40% residential master plan with a sub-area plan
- 03. HWY 210 Corridor – main commercial gateway into the city
- 04. Kingwood Street – neighborhood mix – older historic homes with character
- 05. Downtown District – determine boundaries of downtown – possibly create areas named Central Downtown/Historic Downtown/Cultural – mixed uses
- 06. Mississippi Corridor – majority public facilities CLC, DNR – need to improve access to the river for recreation
- 07. NP Center – neighborhood mix / commercial mix – this is the one mixed use district in the City
- 08. Oak and 13th Street – the boundaries shown are too small – recommend it extend from 6th Street to 19th Street
- 09. Highway Commercial – NE area Highway 210 – switch from industrial to commercial. Undevelopable land to the east
- 10. East Brainerd – State Hwy 25 a gateway into the City – requested state hospital property be specified as mixed residential – currently a Planned Unit Development (PUD) zone
- 11. Business 371 – mixed residential – does not want a duplicate of Washington St – a gateway into town
- 12. South of Airport – Anderson Brothers Construction property – medium density residential transition to high density residential

Ms. Ashley Kaisershot suggested expansion boundaries be discussed at the next meeting and explained the comprehensive plan does not include outward growth past the city limits. She spoke with Crow Wing township and they have asked not to include them in any potential outside growth shown on a future land use map. She gave a review of the next steps in the FLU (Future Land Use) map amendment process, which include obtaining feedback from surrounding townships and community members.

#8 Commissioner's Questions/Comments

Commissioner Duval stated he noticed on his walk to City Hall tonight the ramp sections were not cleared for walkability. He also indicated he would like to resume talk and discussion about the outdoor lighting ordinance.

Commissioner Yeager announced the City Council recently approved creating an interim public works department. He indicated this creation will improve the services to the residents regarding snow clearing.

Commissioner Woodward stated Mr. Chuck Marohn has volunteered to work on a potential committee to address the Oak Street traffic concerns to go along with our future land use map and comp plan implementation.

#9 Community Development Director's Report

Community Development Director Chanski stated the November Planning Commission meeting will have a conditional use permit application for ISD181 on the agenda.

#10 Adjourn

The Chair adjourned at 9:05 p.m.

Don Gorham, Planning Commission Chair

PLANNING COMMISSION
Wednesday, November 18, 2020

#1 Call to Order

Planning Commission Chair Gorham called the meeting of the Brainerd Planning Commission to order at 6:00 p.m. via WebEx Teleconferencing.

Due to conducting the meeting electronically, all motions will be voted on by a roll call vote for accuracy.

#2 Roll Call

Noted present were Commissioners Yeager, Duval, Kallroos, Lambert, Woodward, and Gorham. Commissioner Foley was noted as absent. Community Development Director Chanski, Ashley Kaisershot, planner from Region 5, were also noted as present.

#3 Approval/Amendment of Agenda

MOTION AND SECONDED BY COMMISSIONERS YEAGER AND DUVAL TO AMEND THE AGENDA BY REMOVING THE APPROVAL OF MINUTES TO THE NEXT MEETING.

Upon roll call, members Yeager, Duval, Kallroos, Lambert, Woodward, and Gorham voted "aye". No member voted "nay". The Chair declared the motion carried.

#4 Approval of Minutes

Community Development Director Chanski indicated the minutes from the October 21, 2020 meeting will be completed to approve at the December 16, 2020 meeting.

#5 New Business

5a. Conditional Use Permit – Scott Whittemore has submitted a request on behalf of ISD#181 for a Conditional Use Permit for the Lincoln Education Level IV Special Education Facility at 400 Quince St., Brainerd

Community Development Director Chanski indicated Scott Whittemore applied for the permit on behalf of ISD#181 for the Brainerd High School South Campus remodel which will be the home for the Lincoln Education Level IV Special Education Facility. Community Development Director Chanski gave a brief review of the specifications and requirements of Section 515-22 and 515-23 that would pertain to this project. He also pointed out the findings of fact that are included in the packet.

The Chair opened the public hearing at 6:11 p.m.

The Chair recognized Scott Whittemore, on behalf of ISD#181, who stated Reid Thiesse, director of building and grounds, and Tim Ramerth, the civil engineer on the project are also in attendance for questions and discussion. Mr. Whittemore reviewed and explained the site plans that were submitted. Mr. Ramerth added there will be fencing installed on the southeast side of the building, which is used for storage of vehicles. He also indicated on the south end of the parking area where it shows 27 parking spaces, there will be a concrete pad for a propane tank.

Discussion took place regarding screening, landscaping, and lighting requirements.

The Chair closed the public hearing at 6:48 p.m.

MOVED AND SECONDED BY COMMISSIONERS LAMBERT AND DUVAL TO APPROVE THE CONDITIONAL USE PERMIT FOR THE LINCOLN EDUCATION LEVEL IV SPECIAL EDUCATION FACILITY LOCATED AT 400 QUINCE STREET CITING THE FINDINGS OF FACT AND UNDER THE CONDITIONS THAT A LANDSCAPE PLAN ON THE EAST SIDE OF THE PROPOSED PARKING LOT AND A LIGHTING PLAN SHOWING THE USE OF 3000K LIGHTING BE BROUGHT BACK TO THE PLANNING COMMISSION.

Upon roll call, members Yeager, Duval, Kallroos, Lambert, Woodward, and Gorham voted “aye”. No member voted “nay”. The Chair declared the motion carried.

5b. Discussion – Commissioner Terms

Community Development Director Chanski indicated it was requested to discuss the terms of Planning Commission members. He explained the concern is that three members’ terms expire at a time, so it was stated this could disrupt the continuity of the Commission.

Commissioner Duval is concerned that due to the larger tasks taking place within the Commission, that a turnover in members could cause potential delays in what accomplishments have been made. He indicated that he would like to see an adjustment in the term expirations.

Discussion took place and staff was instructed to seek direction from the City Council.

#6 Public Forum

The Chair opened the public forum at 7:14 p.m.

No one came forward.

The Chair closed the public forum at 7:14 p.m.

#7 Old Business

7a. Discussion – Future Land Use Map

Community Development Director Chanski stated the packet contains updated copies of the FLU (Future Land Use Map) and Ashley Kaisershot will guide the Commission on discussion.

Ms. Kaisershot started off by giving a recap of the last meeting and asked for comments or questions from the updated FLU copies in the packet.

Discussion took place regarding the updates made by Ms. Kaisershot.

Ms. Kaisershot requested input regarding the expansion areas which include parcels outside the city limits. She indicated Crow Wing Township is also working on a FLU update. She said they will be focusing on commercial development and suggests that we overlap to make sure we have the same vision. Commissioners discussed and shared their ideas for what they envision in those areas.

Ms. Kaisershot stated she will make the updates as directed by the discussion regarding the urban growth boundaries. She will bring the drafted changes back to the December meeting. Ms. Kaisershot indicated the next steps will be:

December:

- A draft of the land use chapter will be sent to the Commission
- Ashley will work with David and City Administrator Bergman on how to integrate the workforce housing study that was completed by Crow Wing County into the Comprehensive Plan
- There are some additions to the implementation chapter
- The December meeting will be to discuss comments and input

January 2021:

- Will be distributing the draft to neighboring county communities

March 2021:

- Hold a public hearing and provide a recommendation to approve or deny

Community Development Director Chanski asked the Commission to give their input on if the Brainerd Industrial Center property should be industrial use in perpetuity. Commission members discussed their thoughts.

Commissioner Duval asked for clarification on the FLU classification feature that states “light, general and commercial mixes.” Ms. Kaisershot indicated this language can be modified.

#8 Commissioner’s Questions/Comments

Commissioner Duval suggested looking into training opportunities for the Commission to participate in. Community Development Director Chanski will research various options that are available and to share with him any topics that the Commission is interested in.

Commissioner Lambert thanked the Commissioners for the opportunity to work with them, as she has enjoyed it. Commissioner Gorham thanked her for reaching out to him to apply for the commission and appreciated all her knowledge.

#9 Community Development Director’s Report

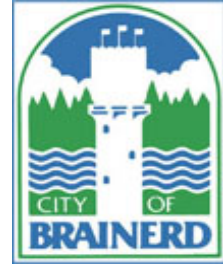
Community Development Director Chanski announced he spoke with Swanson Haskamp recently as things are progressing in their work. He said information will be sent out in either December or January, and discussions for the timeline were reviewed. He stated the December meeting will take place on the 16th. Mr. Chanski stated the City Council adopted the Rules of Procedure and Decorum at the November 2nd meeting. This will result in a slightly revised agenda going forward.

#10 Adjourn

The Chair adjourned at 8:30 p.m.

Don Gorham, Planning Commission Chair

MEMO



TO: Planning Commission

FROM: David Chanski, Community Development Director

DATE: December 16, 2020

RE: SHC Zoning Code Update

Members of the Swanson Haskamp Consulting (SHC) team will be attending the Planning Commission meeting on December 16 to provide an update on the Zoning Code Update process and discuss the draft of the Visioning Memo with the Commission.

Please find a draft of the Visioning Memo as provided by the SHC team attached to this memo.



To: Members of the Planning Commission

CC: David Chanski, Community Development Director

From: Jennifer Haskamp, AICP, SHC
Ellison Yahner, AICP, SHC
Mike Lamb, AICP

Date: December 9, 2020

RE: DRAFT Visioning Memo "High Risers" for Review

Members of the Planning Commission,

Please find a preliminary list of identified "high risers" as well as a modified schedule for the Brainerd Zoning Code Update project for your review and consideration. For purposes of this memo, "high risers" are defined as the main themes, areas of focus, critical considerations, and/or repeated topics that have been communicated through discussions, questionnaires, and other engagement to date. The purpose of this memo is to present our preliminary list for discussion, modification, and revision at your regular December 16, 2020 Planning Commission meeting. The High Risers will set the direction for this Project and are the main component of the Visioning Memo, so it is important that we have a complete list as possible. (Please note, the list is not static, if we come across something as we progress through the Project we can always add it later). Once the draft High Risers are complete, we will incorporate them into a Visioning Memo that will also document sources, discussions, etc., and it will be delivered for your review prior to your regular January 2021 meeting. Following the list of draft High Risers, we provide a modified project schedule to adjust for COVID-19 restrictions. Since we are trying to delay in-person meetings to the extent possible, we can take advantage of the upcoming weeks to begin research and preliminary drafting tasks that were initially outlined in later Phases. Please come prepared to discuss the contents of this memo at the meeting, and we look forward to hearing your feedback!

Zoning Update – DRAFT Visioning Memo High Risers

(Please note that the list is in no specific order, and does not establish priority or level of importance)

- **That old saying, "Don't throw the baby out with the bath water" reflects current sentiment. Essentially, there was recognition by all respondents that there are parts of the Zoning Code that work and are doing their job. We will likely need to consider restructuring or reorganizing sections or elements, but from a policy perspective, let's keep the stuff that works and focus this Project on the stuff that doesn't. The following sub-bullets provide some additional detail:**
 - Some sections of the zoning code are working well, are easy to understand and navigate, others are not.



(Questionnaire Summary: respondents all provided a 3 out of 5 rating for “the zoning section of the code is easy to navigate and the language is easy to understand.” | The respondents all rated “I understand when a Conditional Use Permit (CUP) is needed, and the language is easy to understand” at a level 2. | Narrative in the questionnaire discussed inefficiencies and lack of being user friendly for various projects.)

- The overall structure of the Zoning Code, including specific districts, could be updated to be clearer and to improve ease of use. Some specific recommendations include:
 - The Zoning Code should be updated to reduce number of zoning districts, update the standards and consider non-conforming uses as a driver for synthesis.
 - The Zoning Code should be easier to use – for everyone. This includes staff, policymakers, commission, residents, businesses, and stakeholders.
 - Zoning districts should be expanded to allow for a wider range of permitted residential uses. There is a desire to diversity housing throughout the city promoting a mix of housing types and mixing housing into other use areas.
 - Simplify language (less jargon and legalese)
- Brainerd’s existing strengths define the community, we don’t want to lose sight of those strengths or recreate them in this process. Instead the Zoning Code should reflect and support those strengths and reinforce and enhance existing standards that are consistent with those strengths. A couple example ideas:
 - The Zoning Code should support maintaining our historic structures, and use them to reinforce the character of our neighborhoods
 - The Zoning Code should leverage natural resources, shoreland setbacks (i.e. East Brainerd - Rice Lake) to maintain and enhance our open space and natural resource systems. Current setbacks, regulations and protections exist so this process should maintain those standards and improve/enhance them where appropriate.
 - We have sidewalks, but they are intermittent. Our Zoning Code should support the development of a complete sidewalk network and focus on connections and accessibility.
 - The Zoning Code should reinforce existing neighborhood development patterns (e.g. South Brainerd), which may mean adjustments to some dimensional/building envelope standards and may mean keeping some of the existing standards the same. This process should vet the development standards and create standards that support the desired neighborhood character.
 - The Zoning Code should not only be more user-friendly for large-scale developers, but should be structured to be easy for small and/or local residents and business owners.
- **Housing defines the character of the community and its neighborhoods. Commercial uses are important, but do not serve as the organizing use in the community with some exceptions, most notably the downtown core.**
 - The Zoning Code should integrate multi-family, duplexes, and ADUs within single-family districts in an architecturally compatible way. Brainerd is lacking diversity in housing types, and there should be renewed efforts to address the “missing middle.”
 - Education is key to garner buy-in for increased diversity in housing types. The idea of market-rate, or owner-occupied attached housing is relatively new likely because it is not physically represented in the community.
 - Exploration of balancing higher end, architecturally designed housing types should be considered to create interest and diversity within existing neighborhoods. The idea of



balance was expressed, and the Zoning Code should provide opportunities to reinforce a balanced housing stock.

- **Through this Zoning Code update process, we should create opportunities within the code to maximize infill and promote redevelopment in both residential and commercial uses.**
 - There are vacant lots available throughout the community and its neighborhoods. The Zoning Code should support the development of these lots with uses that are compatible in character and scale of the existing neighborhood fabric.
 - The Zoning Code should match market demand to ensure proper investment within redevelopment and infill activities. Use of performance standards, character overlay districts and other tools could be used to match the vision for specific areas and uses in the community.
 - Existing infrastructure is underutilized and provides a huge opportunity to the development community provided the Zoning Code facilitates an easy, streamlined entitlement process.
 - The abundance of non-conforming properties is limiting investment and development, and also lengthens the permitting process. We should address this challenge through the process and update requirements as needed to improve the entitlement process and encourage investments. Specific issues noted related to this include:
 - Setbacks (non-compliance, particularly on historic properties)
 - Small sites and lot sizes
- **If the Zoning Code is updated to match market realities it can attract development and redevelopment.**
 - Ease and speed of processing land use applications should be less than 90 days, and better yet less than 60 days. This is consistent with State Statute, and we should strive for this timeline with most applications. If the Administration section is updated, it will be easier to implement a streamlined entitlement process – and time is money to developers.
 - Producing cheat sheets/quick guides reflecting the new standards will help demonstrate how development will “fit in” with the existing neighborhoods (i.e. setbacks, defining characteristics/design, scale)
 - The Zoning Code should promote (indirectly) and support through regulation (directly) compact infill as a way to lower costs for developers or existing property owners.
 - Mixed-use and character-based zoning should be used to allow housing combined with other uses in specific areas of the community. This approach will lead to a more dynamic development pattern and will eventually lead to greater support of neighborhood retailers and other service-based businesses.
- **The Zoning Code update should be brought up to 2020...or more accurately 2021 standards, technically speaking. Ideas to make it more efficient/effective include:**
 - Make sure it is searchable (PDF or other search document option)
 - The structure, narrative and graphics should be modernized so that Applicant and staff times are reduced
 - The contents should be simplified reducing the need for the City Attorney’s opinion
 - The Zoning Code analysis should include updates that result in a reduction of the number of variance applications brought forward. While we understand some variances are inevitable, they should be reduced because of this update process.
 - The Zoning Code update should check, and recheck, and check again the statutory references. We should get those updated as part of this process.



- The Shoreland and Floodplain ordinances should remain largely as-is since they are structured to meet the requirements of the DNR and other regulatory agencies. This process should ensure consistency to maintain compliance.
- **Residential and Commercial Permit Activity demonstrates demand and interest in improving and investing in the community. This process should leverage that interest and find ways to update the Zoning Code to support continued investment and reinvestment in the community.**
- **Landscape standards are complex, but matter and should be evaluated as part of this process. This is particularly true as we consider design and character standards for specific areas and uses.**
 - Uniform implementation and understanding is needed so that the character of development and redevelopment is consistent with the City's vision.
- **A couple other thoughts to flush out and consider for inclusion as High Risers:**
 - The geographic extents of "Downtown" are not defined. This process should establish a distinction of geographic areas that is based on character and correlated standards should be developed.
 - Right-size Downtown Parking should be considered, and or addressed through this process but understanding this project is not a parking study. Ideas include:
 - Consider parking maximums vs. minimums
 - City goals include economic development, mixed-use (services near households), and growing employment figures, yet comments received during this issued identification process focused primarily on residential development. What does mixed-use look like to you with respect to the commercial/business uses? Horizontal or vertical? Architectural style? Home-based businesses, etc.?
 - There is an underlying belief or tone that density (multi-family units) = renter-occupied, which results in residents that are less invested in the community.
 - While zoning does not specify rental or ownership options, comments regarding new development indicated a belief that housing densities greater than single-family zoning would result in rental opportunities or lower-cost options. Density lowers the cost for developers because of reducing the amount of land needed per unit, but does not necessarily mean that the housing type is affordable.
- Design and materials matter.
 - Interest in maintaining character of historic neighborhoods
 - Modular finishes deemed incompatible with historic homes

Schedule

As discussed, the COVID 19 pandemic has limited opportunities to meet in person with both staff, leadership, as well as to conduct public engagement. With the intent of completing the project by the end of 2021, we have identified a few modifications to our schedule. The following summary provides a comparison of the proposed modifications with the approved schedule. The most significant change is shifting most in-person meetings to spring or summer of 2021 when we hope we will all be able to meet again (we do propose one in-person Planning Commission meeting in January 2021 which is critical to our ability to move forward, but that is the exception). To that end, we will begin research components earlier than initially planned to



keep on schedule. The following summary of the modifications/changes to the schedule are provided for your information and consideration:

Modified schedule:

	Proceed as scheduled	Updated plan (originally planned for)	Note
Phase I: Vision and Goal Setting			
- Leverage the 2035 Plan	Yes	-	
- <u>Examples to educate:</u> - Two concept sites - Identify Essential Priorities	Partial: we will work with the Planning Commission in Dec and Jan	January 2020: Round table discussions – ideally in person (originally 12.2020)	Essential priorities provided in the draft High Risers and Visioning Memo, future “check” from public may be implemented later in the process
- <u>Key Meetings:</u> - TAG Meeting - Planning Commission Meeting - City Council Meeting	Yes: Participate in virtual meetings	February 2020: Planning Commission Workshop re: Review of Visioning Memo	
- Deliverable: Phase I Visioning Memo	75% Draft, December 2020	-	Will add feedback after January Meetings and finalize draft
Phase II: Discovery			
- Existing Conditions – Code Review	Partial	Begin in December 2020 (originally planned for Jan/Feb)	
- Existing Conditions – GIS Analysis	Partial	Begin in December 2020 (originally planned for Jan/Feb)	
- Existing Conditions – Physical Analysis	Initial Walking Tour October 7, 2020	October 2020 (originally Winter 2021)	Follow-up walking tours may be necessary in Spring 2021
- Engage the Public	Partial	Earliest in-person Spring 2021; opportunity for virtual if effective	We will work with staff on appropriate timing and methodology to solicit feedback
- Deliverable: Phase II Best Practices Summary	75% Draft, February 2021		Will complete post public engagement
Phase III: Recommendations & Documentation			
- Recommendations regarding approach to Specific Neighborhood or Business districts/corridors	Partial	Process to begin in December 2020, carry into Spring 2021	
- Engage the Public	TBD	May occur earlier than schedule if virtual/online	We will work with staff on appropriate timing and methodology to solicit feedback
- Annotated Outline	No	Begin in December 2020 (originally March 2021)	
- Formal Public Engagement	TBD		We will work with staff on appropriate timing and methodology to solicit feedback
- <u>Key Meetings:</u> - TAG - Open House - Planning Commission - City Council	TBD – Mix of in-person and virtual may be required		
- Deliverable: Phase III – Annotated Outline	TBD		Annotated outline may be early or delayed depending on public input schedule/plan
Phase IV: Prepare & Implement			



- Confirm the Roadmap	Yes		
- Draft Zoning Code Preparation	Yes		
- Modifications, Revisions and Edits w/City Staff	Yes		
- Presentation to Leadership and Advisory Bodies	Yes		
- Finalize the Code	Yes		
- <u>Key Meetings/Engagement:</u> - TAG Meeting - Short-story Video Production - Planning Commission - City Council Meeting	Yes		
- Deliverable: Phase IV - Summary Memo - Draft Zoning Code - Final Zoning Code - Short-story Video	Yes		

DRAFT

MEMO



TO: Planning Commission

FROM: David Chanski, Community Development Director

DATE: December 16, 2020

RE: Future Land Use Map

Ashley (Kaisershot) Zidon will be present to guide the Planning Commission through the complete draft of Future Land Use (FLU) Map and an update of the Comprehensive Plan incorporating the FLU.

Attached are updated copies of a memo from Ashley outlining all the changes as well as a draft of the updated Comprehensive Plan Land Use section.

Please thoroughly review these documents prior to the meeting on December 16 and come prepared to discuss.

Please note: this is a draft and a few minor items have been noted for correction that will be addressed prior to the meeting on December 16.

TO: Brainerd Planning Commission and Community Development Director, David Chanski
FROM: Ashley Zidon, Community Development Administrator
DATE: 12/11/2020
RE: Comprehensive Plan Amendment and Reflected Changes

OVERVIEW

This memo highlights a progression of work that began in the summer of 2020. This submission includes a variety of documents that support a Comprehensive Plan amendment. The primary focus of the amendment is on land use chapter, specifically around the update of the future land use map.

CHANGES

The following changes have been made to the Comprehensive Plan to accommodate the additional content written in the land use chapter:

- Table of contents page number updates
- Land use chapter: The Future Land Use Plan has been amended to include new content, an updated land use map, and updated future land use categories. This chapter also provides supporting narratives and information to support future work and zoning changes
 - Pages 17-26: **New** content was created, and edits were made to existing content within this page range
 - No additional content was amended or changed in the first half of the land use chapter; only the future land use plan starting on page 17
- Housing chapter: Minimal changes occurred to this chapter. The only change that occurred was the additional of language introducing the recent completion of the Workforce Housing Study
 - Page 34: New content added
- Implementation chapter: Minimal changes were made to the land use implementation chart
 - Page 69: Omitted content

PROCESS

The process to amend a Comprehensive Plan is the same to adopt a new plan. Once the Planning Commission is happy with the content within the plan, the Planning Commission will provide a recommendation that staff begin circulating the document for comments. The plan must go to the county for a sixty-day review, as well as surrounding local units of government (cities, township(s), and larger institutional partners), providing each with at least 30 days to provide feedback. Conversations with surrounding townships will need to occur as the future land use map indicates future urban growth outside of city limits. The document will also be posted for public review for at least 30 days. And in light of our current world it's important to recognize that 30 days should be the absolute minimum amount of time posted. A public hearing is required, as outlined in State Statute, and requires a recommendation (or denial) from Planning Commission. From there, the City Council will make the final decision to adopt the amended Comprehensive Plan.

DISCUSSION

Staff presents the first draft chapter content for Planning Commission review and discussion. It's highly likely that the comments discussed and recommended will need to be drafted and integrated by staff between the December and January meeting. In January, it's then more likely that the Planning Commission will be in a position to recommend circulating the document for public comment and to begin the formal review process.

Conversation should be had around various densities within future land use category and appropriate title(s) of each.

Acknowledgements

CITY COUNCIL

Ed Menk, Mayor
Kevin Stunek
Sue Hilgart
Jan Lambert
David Pritschet, Council President
Kelly Bevans
Dave Badeaux
Gabe Johnson

PLANNING COMMISSION

Don Gorham, Chairman
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Brian Moon
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Mike Higgins
Jeff Grunenwald
Mike Larson
Staci Headley
Timothy Boeder
Pam O'Rourke
P.J. Severson

THANK YOU

A special thank you to those residents, visitors, and workers who took time out of their busy lives to participate in crafting a vision for the future of Brainerd. Your guidance was instrumental in creating the vision for the City of Brainerd. A special thank you to steering committee members who collaborated with their teammates, provided input and guidance, and served as advisors throughout this process.

PLANNING TEAM

Region Five Development
Commission (R5DC)
Sourcewell

UPDATE CONTRIBUTORS
ACCORDINGLY

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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.

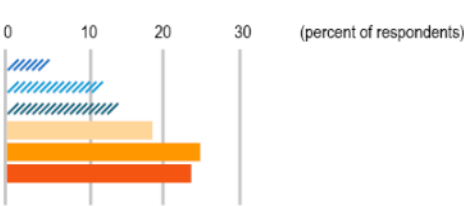
Community Input

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:

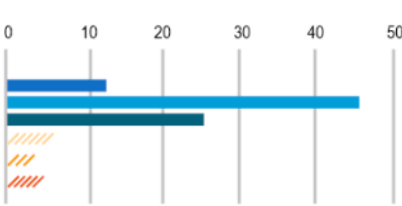
Mix of lot sizes and housing types

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.

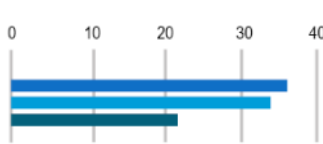
SMALL LOTS - 7,000 SQ. FT or LESS



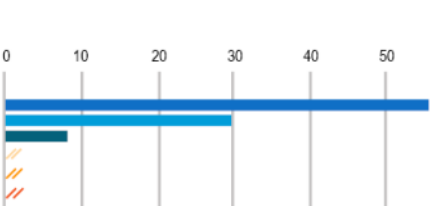
MEDIUM LOTS - 7,001-12,000 SQ FT.



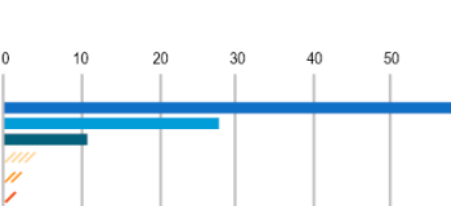
MIXTURE OF LOT SIZES



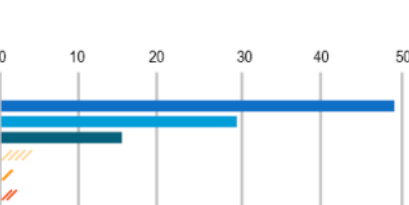
NEW DEVELOPMENT SHOULD HAVE SIDEWALKS:



NEW DEVELOPMENT SHOULD HAVE TRAILS AND OPEN SPACE:



NEW DEVELOPMENT SHOULD HAVE PARKS WITHIN WALKING DISTANCE:



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



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.

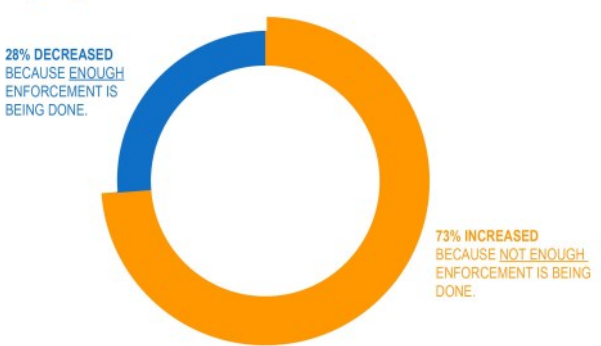
Downtown redevelopment

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.

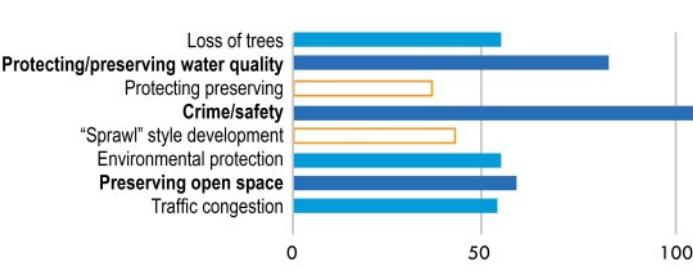
Neighborhood investment

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

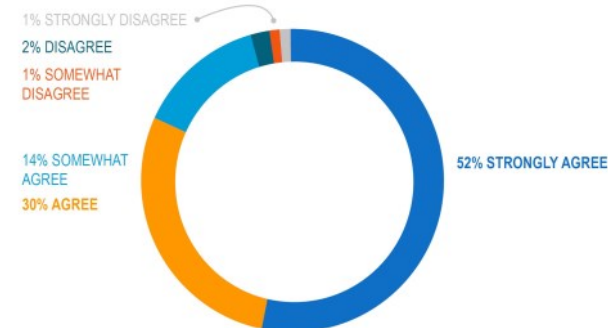
Redevelopment is a key goal within the land use, housing, and economic chapters. As a part of the community engagement process, residents noted the importance of building within, rather than extending our growth footprint outward. Infill and redevelopment will be a key practice in addressing vacant and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

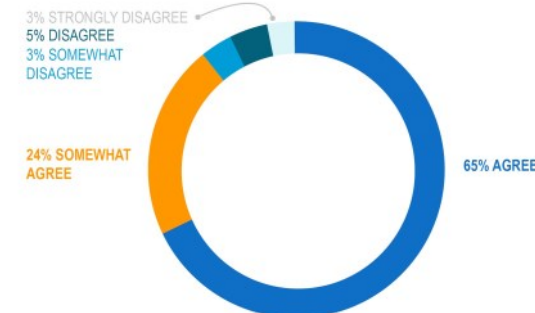
Redevelopment is often a complicated task with many partners involved in the process. Infill and redevelopment practices require collaboration with a multitude of partners ranging from various agencies and cities to property owners, adjacent property owners, and developers.

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.

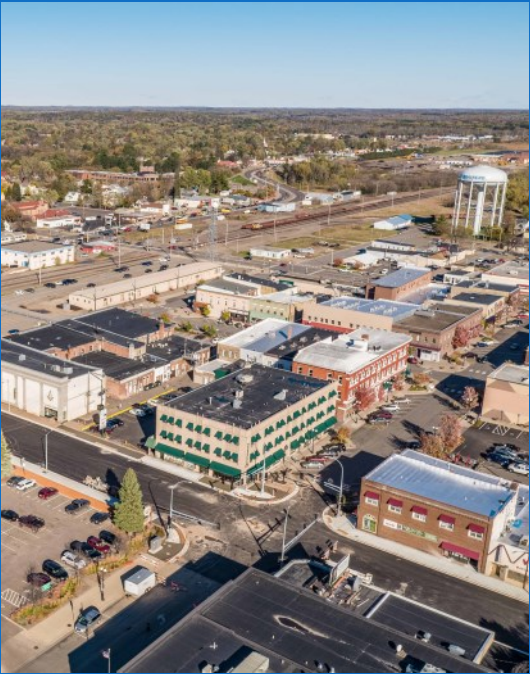


Q4 | It is important to invest in and develop Downtown Brainerd as a mixed-use destination:



“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 Plan

The future land use plan and future land use map illustrate the different future-oriented land use designations for the city and its planned growth areas. The designations influence zoning regulations and the city's future land use form. Collectively, these classifications 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) locality 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.

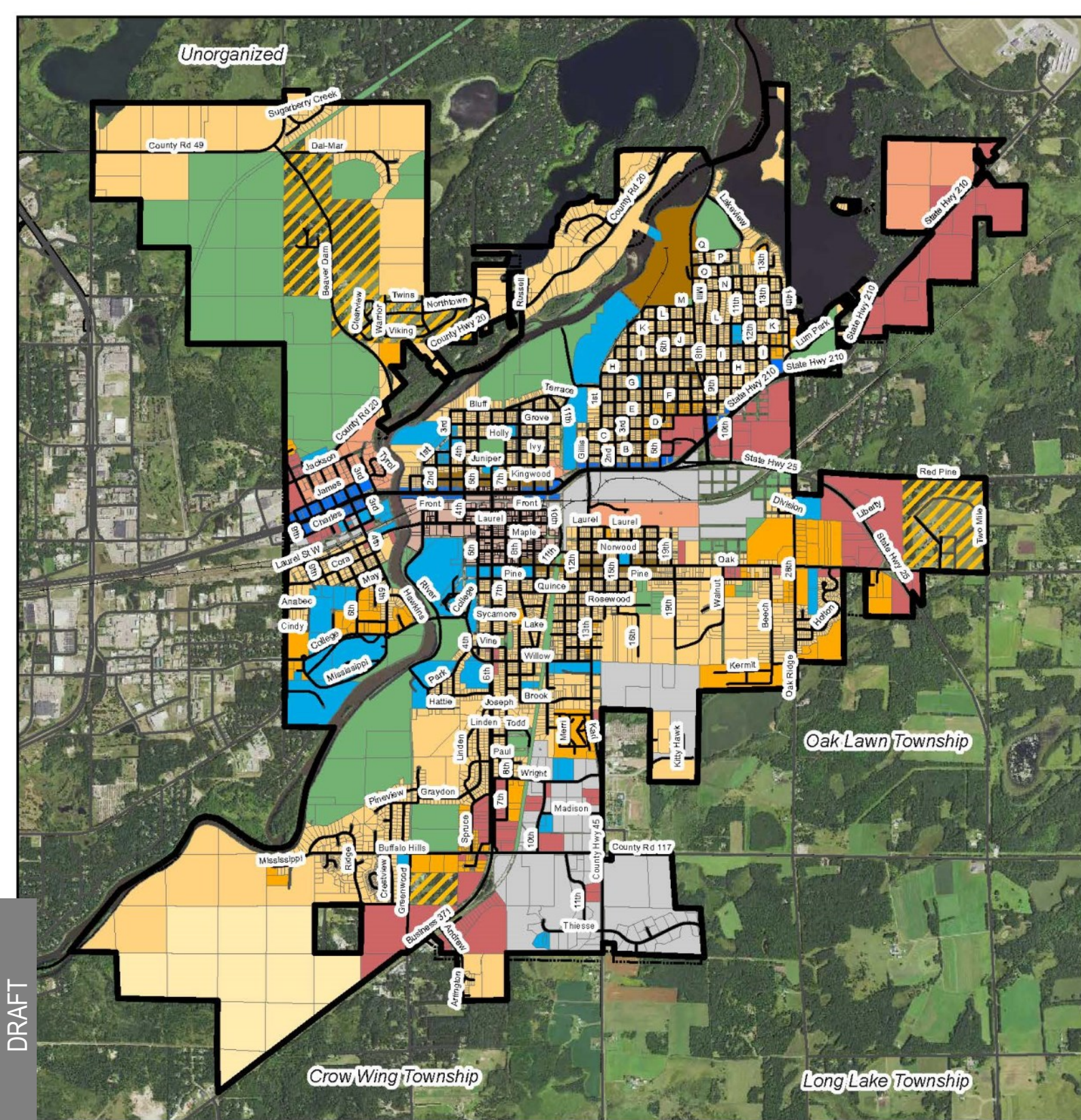
! Both the plan text and map will help determine whether proposed changes to zoning are consistent with the comprehensive plan. Land use and densities are proposed as maximum allowed and not precluding lower-intensity land uses or densities. Recommended land uses are defined for gross areas, not on a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

! 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 Categories

The following categories introduce the intent behind the various future land use districts. These categories describe the general use, character, form, and offer a variety of descriptions that will influence policy direction for future zoning action, infill development strategies, infrastructure investment, and future planning studies.

Category	Overview	Density
Development Reserve	This district takes an active step in preserving land from rapid development. This land use is the lowest density allowed within the community and at the time of annexation or development has limited street connection and on-site septic.	3-4 du/acre <i>Joint Board approved</i>
Low- to Medium-Density Residential	This category contains a blend of low- to medium-density with a mixture of larger to smaller lots to facilitate a variety of housing needs and development. Traditional neighborhoods have grid-like streets, whereas more suburban style residential developments have many layouts and located at the fringe of the community.	4-9 du/acre
Medium- to High-Density Residential	Contains a mixture of medium to high-density residential that are meant to accommodate a variety of housing types and create walkable neighborhoods.	10-20+ du/acre
Mixed Residential	The intent is to promote neighborhoods with a variety of housing types and densities within a single development; not dominated by any singular type.	4-12 du/acre
Mixed Commercial Residential	Designed to foster a blend of commercial and residential uses to meet the daily needs of people, focusing on both the neighborhood and district level. Development is appropriately scaled and offers transitions between various use intensities. This land use is within close proximity of large thoroughfares.	9-20+ du/acre
Neighborhood Mix	This category includes a mix of low intensity business uses and a range of residential densities. Development is comprised of small areas with a mix of uses that are located adjacent to or within residential neighborhoods to provide such amenities in a walkable context.	9-20+ du/acre
Downtown	The intent is to emphasize the core of social, civic, and cultural life in the city. This classification is meant to be a unique, historic, mixed-use district. This district is a place of exploration of local food, culture, history, and a place to live and work.	-
Commercial	The district supports economic growth and employment hubs that offer a variety of commercial uses. This district is within close proximity of arterial and collector streets.	-
Gateway District	The purpose of this district is to provide welcoming travel throughout the city's main highway corridor. The intent is to provide a prominent and evident architectural and design standards that highlight the identity of the community and support highway and light commercial related businesses.	-
Industrial	Intended to provide a series of industrial uses, separated from other businesses and concentrated in a general district.	-
Public/Semi-Public	Contains publicly owned uses that benefit the community.	-
Park and Open Space	Parks and open spaces meant for recreation and provide environmental benefit to the community.	-



FUTURE LAND USE MAP

DRAFT

Legend

- Rail
- Road Network
- ▭ City Limits
- ▭ Township Boundary
- Parcels**
- ▭ Parcel boundary

Future Land Use Categories

- Development Reserve
- Low-Medium Density
- Medium-High Density
- Mixed Residential
- Public, Semi-public, Institution
- Park and Open Space

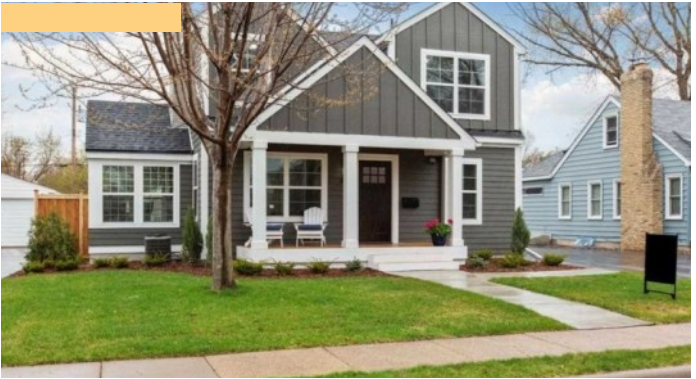
- Gateway District
- Mixed Commercial-Residential
- Neighborhood Mix
- Downtown
- Commercial
- Industrial



Development Reserve (DR)

3-4 dwelling units per acre or limited to Joint Powers Board limits

The purpose of this category is to protect currently undeveloped land from rapid growth prior to the availability of urban services. This category should include the lowest density allowed in the city. Secondary uses could include agricultural uses until services are available, forestry, and recreation.



Low- to Medium-Density Residential (LMR)

4-9 dwelling units per acre

This category provides for housing options that include one and two-family dwelling options, such as duplexes (stacked and side-by-side), twin homes, town houses, attached and detached single family dwellings. Low- to medium-density residential could include both older neighborhoods with smaller lots found within the city as well as large, new subdivisions within the city and planned growth areas.



Medium- to High-Density Residential (MHR)

10-20+ dwelling units per acre

This category provides a mix of housing options at a higher density, such as twin homes, duplex (side-by-side and stacked), triplex, fourplex, row houses, town houses, cottage court, courtyard building, multiplex, apartments, condos, senior housing options, manufactured home parks, and other multi-family developments. This also includes lesser intensity residential density types. The purpose of this category is to provide a buffer between lower residential densities and higher intensity land uses.



Mixed Residential (MR)

4-12 dwelling units per acre

This category is intended to promote neighborhoods with a variety of housing types and densities within a single development. A range of housing types are appropriate within this category: single-family, twin homes, duplex (side-by-side and stacked), triplex, fourplex, row houses, town houses, cottage court, courtyard building, multiplex, apartments, condos, and other housing typologies that align with the intent of the development. No single type should dominate any given area.



Mixed Commercial-Residential (MCR)

9-20+ dwelling units per acre

This category supports the development of a mix of light, general, and commercial mixes in addition to medium and high density residential. Residential types include a wide range of housing typologies; single-family, twin homes, duplex (side-by-side and stacked), triplex, fourplex, row houses, town houses, cottage court, courtyard building, multiplex, apartments, condos, and other housing typologies that align with the intent of the development. Commercial uses include those meant to serve the daily needs of people, office, professional services, medical, public, retail, and similar business types within a walkable distance. This category focuses on an appropriate blend of these uses, seeking a balance of commercial and residential where no single type dominates any given area. This district will support walkable and complete neighborhoods. This future land use category would benefit from sub-area and master planning efforts.



Commercial (C)

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. Supported uses include auto-oriented commercial development; mix of uses, office use, large-scale retail, and service-orientated businesses.



Downtown (D)

This category applies to the larger downtown Brainerd district, encouraging businesses that facilitate a pedestrian-oriented environment. This category encourages retail and commercial services, higher density residential, live/work, service, office, governmental, and public uses. Residential density is controlled by the zoning ordinance.

Higher density, mixed-use buildings and apartments are encouraged for the downtown core with an appropriate transition to more medium residential densities along the periphery.

Development in the downtown should seek to preserve historic structures, rehabilitation, focus on adaptive reuse, and promote mixed use development. New development or rehabilitation projects should utilize high quality building materials that compliment the historic architecture. This district will encourage active street frontages and ground floor uses in the downtown core, maintain a high quality streetscape, and preserve and showcase the district's character. The grid-street development patterns should continue and be encouraged for all new development projects. Building setbacks, heights, and orientations should be consistent with and proportionate to those neighboring structures.

Neighborhood Mix

9-20+ dwelling units per acre

This category includes a mix of low intensity business uses, such as office and limited commercial, that serve the everyday needs of residents and are located within or adjacent to neighborhoods, providing neighborhood amenities. This category also includes low, medium, and high-density residential uses, such as single-family homes (attached and detached), twin homes, town homes, row houses, duplex (stacked and side-by-side), triplex, fourplex, bungalow courts, cottage courts, courtyard buildings, multiplexes, and apartments. This future land use category aligns with form base code principles.

Gateway District (GD)

This category identifies portions of the city that are located at major entrances and along major transportation corridors within the city. This intent of this district is to design a thoroughfare corridor experience that reflects the character of the community. This district will have higher-quality design elements, building construction and architectural guidelines for new commercial development. This category supports a variety of commercial development types, such as civic, medical, auto-oriented, retail, and professional office.



Industrial (I)

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.

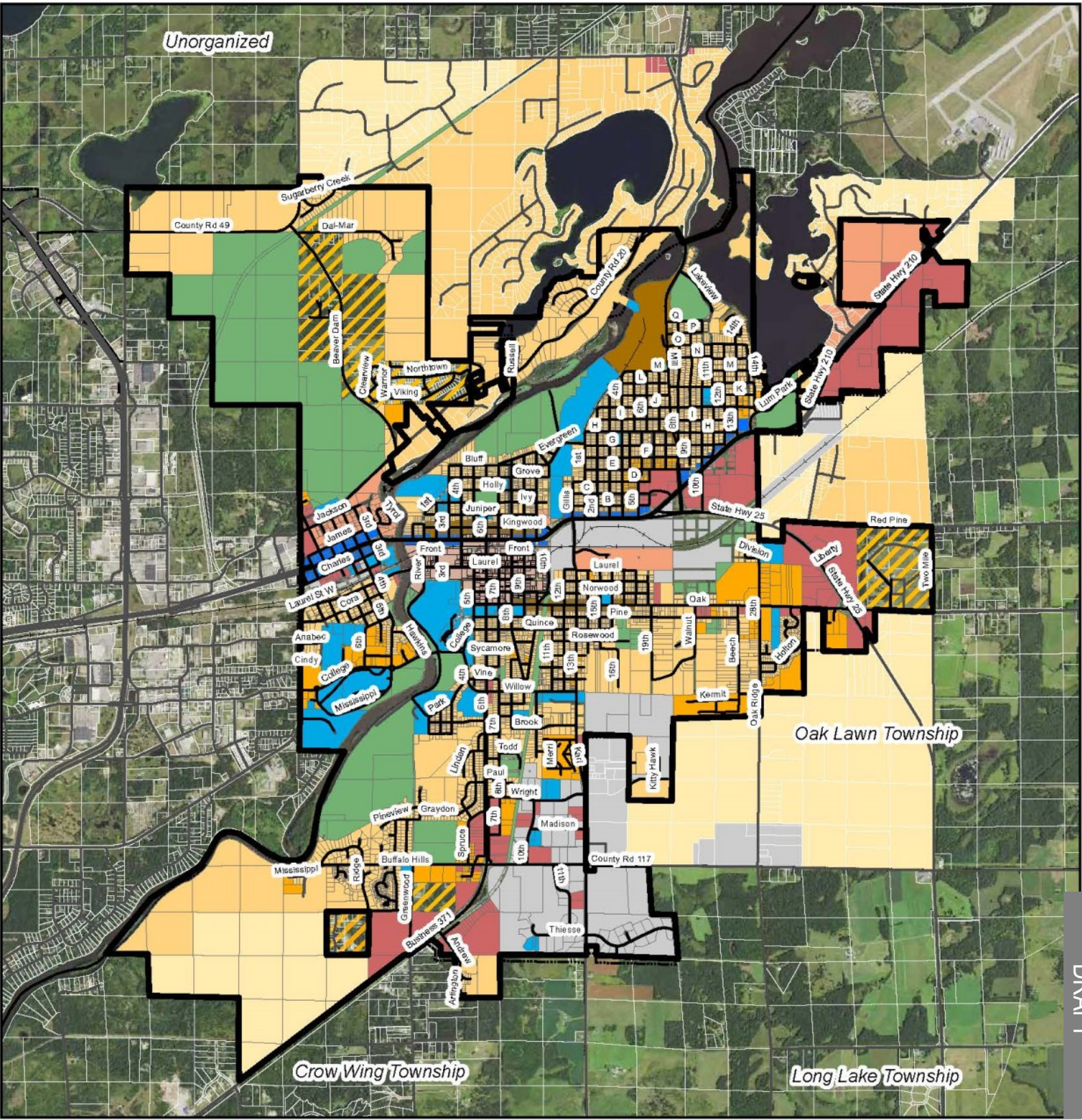
Public, Semi-Public, Institution (PSI)

This category identifies portions of the city that should contain uses that benefit the public and provide a variety of value to residents. This includes all publicly owned uses, such as schools, city buildings, county and state buildings. In addition, this district include private institutions, such as hospitals, churches, and other similar types.



Park and Open Space (PO)

This category identifies portions of the city that contain parks and open spaces. This category also looks to preserving sensitive environmental resources such as river corridors, habitats, trails, and other natural resources that are important to the image of the city and neighborhoods.



FUTURE LAND USE MAP - URBAN GROWTH BOUNDARY

Legend

— Rail

— Road Network

▮ City Limits

▮ Township Boundary

Parcels

▮ Parcel boundary

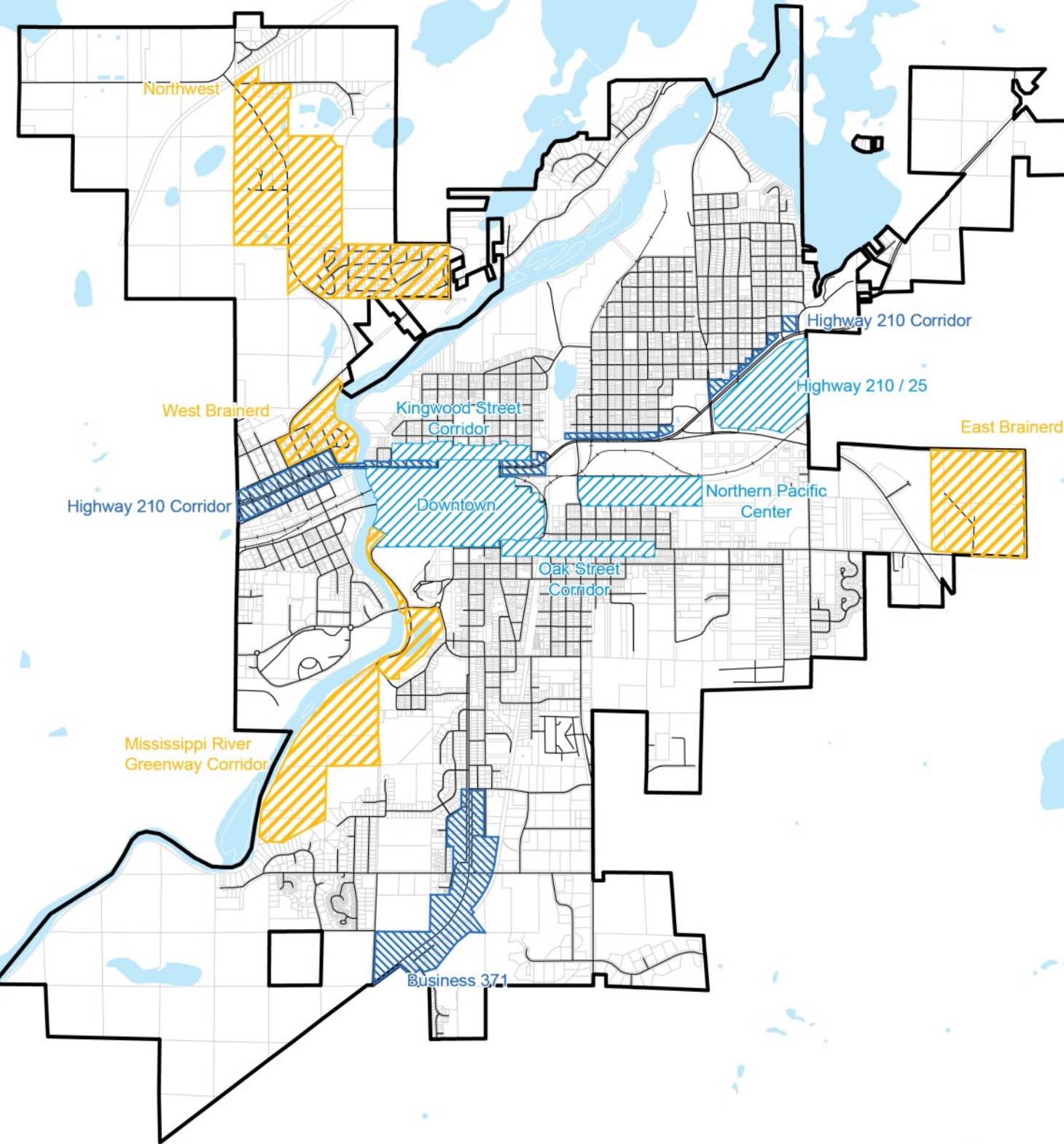
Future Land Use Categories

- Development Reserve
- Low-Medium Density
- Medium-High Density
- Mixed Residential
- Public, Semi-public, Institution
- Park and Open Space

- Gateway District
- Mixed Commercial-Residential
- Neighborhood Mix
- Downtown
- Commercial
- Industrial

FUTURE GROWTH AREAS

Identifying targeted infill development opportunities



Future Growth Areas

A key principle of the Future Land Use Plan is centered around targeted growth and identifying development areas throughout the city. Significant deliberation and discussion informed a variety of sites that range from open space corridors, to residential neighborhoods, corridors, and commercial areas. The following is an overview of each selected "site."

Northwest: Support a blend of residential uses from low density to medium-high density development. This would include single family homes, attached dwellings, townhomes, and other housing types. No one housing type should dominate, but rather a variety of typologies to foster walkable and interconnected neighborhoods.

West Brainerd: This development area should focus on a mix of commercial, medium, and higher density residential. This district aims to provide a blend of commercial uses to meet the daily needs of people. This development area will serve as a buffer between residential neighborhoods and the Highway 210 corridor.

Mississippi River Greenway Corridor: Focus on preserving green space, conservation efforts, and providing access to the variety of parks and open spaces.

East Brainerd: This site should provide a mix of housing densities to support the development of walkable neighborhoods. This would include single-family homes, attached dwellings, townhomes, and other housing types. No one housing type should dominate.

210 Corridor: Serving as a key gateway within the city, redevelopment opportunities should be targeted towards vacant properties. This development area supports a variety of infill commercial and redevelopment opportunities to transform this corridor into a vibrant thoroughfare; one that supports the needs of motorists, provides a variety of housing types, and a mix of commercial land uses. This corridor would benefit from new and improved development and design standards. Strategic redevelopment will support a pedestrian and bicycle-friendly corridor and ensure that all modes of transportation can utilize the corridor safely.

Business 371: This development area will continue to develop as a health-care district with office and office-service uses. Infill development and redevelopment opportunities should support smaller-scale retail that can serve the industrial employment base that is close-by. The corridor can support the development of a mix of uses and serve as a neighborhood district. Design guidelines should be developed to help influence the aesthetics, streetscape, site and architectural character, and overall experience of this corridor

Kingwood Street Corridor: The corridor will include a mix of low intensity business uses and a variety of residential densities and typologies. Through strategic infill development, the corridor will be transformed into a walkable streetscape; designed to serve the everyday needs of residents, and connect them to neighborhood amenities.

Downtown: This development area covers the historic area of Brainerd and the larger limits of the downtown district. Guide infill development within the general district, specifically live/work, retail, professional offices, and high-density residential. Strive to keep government buildings downtown as they create a cohesive district. Focus on placemaking and the importance that art and culture have in building a social center for the community.

Oak Street Corridor: This development area will create a neighborhood node, supporting residents with services to meet their daily needs. Development should include a mix of housing densities and neighborhood commercial uses. Underutilized sites and parcels should be targeted for redevelopment, and appropriate parcels should be combined to support a mix of residential uses and densities. This corridor will be transformed into a walkable thoroughfare, supporting all modes of transportation and needs.

Northern Pacific Center: Support the development of mixed-use commercial development within the Northern Pacific Center Campus.

Highway 210/25: This development area serves as a gateway location where targeted commercial development should occur. This redevelopment site should remain a strong commercial node in the future; supported by aesthetic parking, access improvements, and improved site circulation.

Lifecycle Housing Options

Housing needs of a community relate to the demographic profile of the household. Households generally transition through several lifecycle stages that include entry-level households, first-time homeowners, move-up buyers, empty nesters, and seniors. The following section provides an overview of each household.

Entry-Level Households: People within the 18-24 age cohort typically rent a house or apartment as they normally do not have the income needed to purchase a home. Many people in this age category move frequently, making them more hesitant to purchase.

First-Time Homeowners: This group is typically in their 20s and 30s and are usually transitioning from renting apartments or joint living conditions. Traditionally they are often young families or single individuals. These homeowners are prone to moving within several years of their first home purchase due to increased financial resources, occupation advancement, and family structure changes.

Move-Up Buyers: Move-up buyers are typically in their 30s and 40s and are transitioning from a small, less expensive home that they had purchased at an earlier time. This is an important age group in terms of an economic growth perspective.

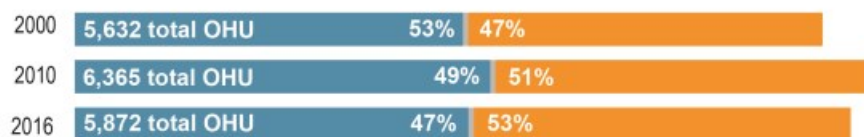
Empty Nesters: Empty nesters are typically in their 50s and 60s. Often, their children have moved out of their homes and the square footage is much larger than needed. Empty nesters often want to live in a smaller house, such as a townhome, that requires less maintenance and upkeep.

Seniors: Those in their 70s and older are looking for low-maintenance, manageable, or assisted living housing. As the population ages, Brainerd should continually ensure that it has adequate housing to meet the needs of seniors.

CWC Housing Study

The Crow Wing County HRA recently adopted the Crow Wing County Workforce Housing Study in 2020. This study analyzed the housing market for the county with specific emphasis on middle-income or “workforce” housing. According to the report, middle income refers to households earning between \$20,000 and \$50,000 per year (or \$10-\$25) per hour. The report identifies strategies and recommendations to close the housing gap for middle income residents in the county. One of those recommendations include incentivizing construction of single- and multi-family housing that is affordable to this segment of the population. The plan highlights six priority recommendations 1) Identify opportunity sites, 2) Create or enhance a Down Payment Assistance Program, 3) Assist with rehabbing older homes, 4) Amend Tax Forfeited Property Land policy, 5) Use the Housing Trust Fund to incent new construction, and 6) host developers onsite to build interest.

Comparison of Occupancy of Housing Units (2000-2016)



Source: US Census, 2000, 2010 ACS 2016 DP04

Owner-Occupied Renter-Occupied



Photo credit: AARP

ACCESSORY DWELLING UNITS (ADU's)



People are seeking walkable neighborhoods that offer a mix of housing and transportation options that are close to jobs, schools, entertainment, shopping, and parks. Coupled with an aging population and a decrease in households with children, we will continue to see the demand for smaller homes in more compact neighborhoods.

Accessory Dwelling Units (ADU's) are small houses or apartments that exist on the same property lot as a single-family residence. Accessory dwelling units play a major role in serving a national housing need.

This traditional home type is re-emerging as an affordable and flexible housing option that meets the needs of older adults and young families alike. ADU's come in many shapes and styles including:

- Detached
- Attached
- Interior (upper level)
- Interior (lower level)
- Above garage
- Garage conversion

ADUs can house people of all ages. An individual's housing needs change over time, and an ADU's use can be adapted for different household types, income levels, and stages of life.

-AARP

LAND USE		
STRATEGY	SUB-STRATEGY	PRIORITY
Update city ordinances to reflect the changes in the plan	-	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