

### INTRODUCTION

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The City of Dayton's Land Use Plan plays a key role in guiding growth for Dayton. The Future Land Use Plan identifies the location and intensity of future development within the City, and establishes a framework in which future development will occur. This plan is intended to guide future development and growth to achieve the community's objectives for balanced and efficient growth.

Dayton has a unique pattern of development with intervening forces creating growth in three corners of the City. In the northwest, moderate density development has occurred adjacent to Historic Village area. The City is attempting to address problems created by the failure of private sanitary sewer systems in the area by extending municipal sanitary sewer service through a joint use agreement with Otsego for sanitary sewer services. In the Northeast, development is taking place in a more traditional rural/suburban style. This development is largely contiguous with the residential areas in west Champlin and shows a similar low density character (less than 3 units per acre). This area is accessible via Dayton River Road (Great River Road) which connects to Highway 169 meaning growth pressure will likely continue in the near future. The third major area of development is the southwest corner, near Interstate 94, which includes the Wicht Industrial Park.

#### ***The Elm Creek Park Reserve contains an abundance of natural resources...***

It is anticipated that growth will continue in this three corner pattern into the future. One reason is due to the location of the Elm Creek Park Reserve, a region that occupies 20% of the land area of the City, mostly in the southeast corner. The Elm Creek Park Reserve contains an abundance of natural resources that extend from the park through the center of the City to French Lake and Diamond Lake to the west. This area is important to preserve and enhance. Additionally, a large area of Urban Reserve has been designated for the central portion of the City. This area is intended as a holding zone for future development. It is likely that future development in the urban reserve area

will be low density residential. In addition to the Elm Creek Park Reserve and its many natural resources and the Urban Reserve, Dayton is also shaped by the presence of the Mississippi River.

Planning for growth in Dayton is challenging, as Dayton contains a large amount of undeveloped land, and because development pressure is occurring in three different corners of the City. As the Metropolitan area grows, Dayton will see increased opportunity for development due to its scenic natural resource areas, the potential construction of an interchange at I-94 and Brockton Lane, its proximity to rapidly developing communities such as Maple Grove and Rogers, and the availability of undeveloped land. Because Dayton has not seen a substantial amount of growth historically, it has been difficult to anticipate the City's future rate of growth.



The current slow down in the housing market, beginning in 2006, complicates this task further. The role of the City is to respond to this uncertainty and plan for development in a manner it feels best guides the City for future growth and managing this growth while protecting natural resources. The City has done this through the preparation of a Future Land Use Plan and Staging Plan that guides the use and phasing of development in a manner that allows for flexibility to respond to market conditions and provides for types of development desired in the future, such as high density housing and mixed-use developments. The Future Land Use Plan and Staging Plan meet the Metropolitan Council forecasts for potential development and provide methods through land use and density to meet the Council's guidance to develop at a minimum average density

of 3.0 units per net acre. As a regional planning organization, the Metropolitan Council's role is to ensure that regional infrastructure can accommodate Dayton's potential growth and growth within the region. Meeting this minimum density requirement ensures that regional infrastructure is used in a cost-effective and efficient manner.

## GOALS AND POLICIES

The City of Dayton worked with citizens to develop land use goals and policies. The goals and policies are the foundation of the plan, as they define what the community should look like in the future. The City's Future Land Use Plan is based on these goals and policies.

The goals and policies are organized according to land use category and are listed below.

### AGRICULTURE AND RURAL RESIDENTIAL

**Goal 1:** Preserve the rural character by maintaining a balance between the expanding urban area and the rural nature of the community.

**Policy 1:** Preserve agricultural (including community and hobby farms) within the 2030 planning area.

**Policy 2:** Agricultural land use shall observe conservation practices that prevent erosion and preserve natural resources.

**Policy 3:** Protect areas designated as agricultural by prohibiting residential development at densities in excess of 1 home per 40 acres in high-quality agricultural areas.

**Policy 4:** Identify lands in the central/southern portions of the City for clustering techniques that support development while preserving open space.

**Policy 5:** Encourage infill development that demonstrates compatibility with existing neighborhood characteristics in terms of quality, density, building height, placement, scale, and architectural character.

**Policy 6:** Allow residential lot divisions only when municipal water and sewer are available.

**Policy 7:** Discourage "leap frog" development patterns of new subdivisions that prematurely expands the City's service delivery areas.

### RESIDENTIAL LAND USE

**Goal 1:** Ensure housing development is compatible with existing and adjacent land uses and has access to key community features and natural features.

**Policy 1:** Establish development guidelines for appropriate amount of green spaces, paths, sidewalks, and trails and connections throughout the community.

**Policy 2:** Link residential neighborhoods via trails to city parks, Elm Creek Regional Park, lakes, schools, Historic Village, other residential neighborhoods, and important neighborhood commercial nodes.

**Policy 3:** Incorporate preservation of natural resource corridors.

**Policy 4:** Encourage innovation in subdivision design such as clustering techniques to preserve open space or natural features.

**Policy 5:** Undeveloped single-family residential lands shall be developed compatibly with surrounding development and in a manner responsive to market needs.

**Policy 6:** Consider uniqueness of each one of the four quadrants of the City while planning future growth.

**Goal 2:** Provide a healthy variety of housing types, styles, densities, and choices to meet the life cycle housing needs of residents.

**Policy 1:** Maintain a balance in the types, quantities, and densities of housing units available throughout the community including continued single-family growth, and new opportunities for multiple family and senior housing developments.

**Policy 2:** Protect low density and rural residential areas from incompatible or higher density use or maintain adequate buffering (use of green corridors) from such uses.

**Policy 3:** Ensure that all new housing including high density and rental housing adheres to the highest possible standards of planning, design, and construction.

**Goal 3:** Improve the availability of affordable housing and senior housing.

**Policy 1:** Use redevelopment tools to revitalize aging, residential properties made possible from federal, state, county agencies and grant programs.

**Policy 2:** Ease the development process or rehabilitation process by creating quicker review methods and staff assistance to reduce impacts on the price of entry-level homes.

**Policy 3:** Complete an assessment of senior housing needs in the community.

**Policy 4:** Develop partnerships with non-profit and private sector groups in the creation of new senior housing.

## COMMERCIAL LAND USE

**Goal 1:** Expand and diversify the City's tax base by encouraging new commercial development.

**Policy 1:** Create a cohesive identity for Dayton commercial areas. Create performance standards for all commercial areas including building and signage design guidelines, streetscaping, and inclusion of green space, paths, and sidewalks to connect commercial areas to neighborhoods.

**Policy 2:** Provide for commercial land uses that are dispersed appropriately throughout the community. Create neighborhood commercial nodes which provide goods and services for the neighborhood.

**Policy 3:** Support and promote existing business and new businesses that are viable and responsive to the needs of the community. Explore programs to provide financial assistance to retain existing business and attract new business.

**Policy 4:** Rehabilitate, or where necessary, redevelop substandard and/or functionally obsolete commercial development through private means or, if necessary, public assistance.

**Policy 5:** Require that all commercial uses utilize public utility systems.

**Policy 6:** Encourage business owners to remodel, rehabilitate, and enhance building exteriors.

**Policy 7:** Allow home businesses provided that they are accessory to the residential use, adhere to the Zoning Ordinance, and do not negatively impact nearby properties.

**Policy 8:** Maintain and promote the Historic Village as an important commercial opportunity.

**Policy 9:** Work with the area's Chamber of Commerce to attract new business to Dayton.

## INDUSTRIAL LAND USE

**Goal 1:** Attract and encourage new light industrial, office/industrial, high tech, and professional services and maintain and expand existing businesses in Dayton.

**Policy 1:** Encourage high-end business park development that attracts medical, technological, and other similar industrial uses which provide a range of quality employment and wages.

**Policy 2:** Work with property owners to redevelop existing industrial sites that are in disrepair, are obsolete with respect to site design, have environmental concerns, or are incompatible with neighboring land uses.

**Policy 3:** Develop a market plan and strategy aimed at creating an industrial identity that will help recruit business and industry to Dayton.

**Goal 2:** Create areas for industrial expansion within the City's growth areas that are accessible to public infrastructure and transportation.

**Policy 1:** Establish light industrial and business park locations that offer a full range of activities in a manner that is compatible with surrounding land uses.

**Policy 2:** Require all new industrial areas to be connected to city sewer and water.

**Policy 3:** Create building, signage, and landscaping design guidelines that will result in high quality building and site development.

**Policy 4:** Encourage use of "green," environmentally-friendly building and site development techniques in new developments.

**Policy 5:** Encourage site upkeep and quality maintenance through code enforcement to maintain and promote a positive image of industrial areas.

## HISTORIC VILLAGE

**Goal 1:** Create an implementation plan for revitalization of the Historic Village so that it can become a key Dayton focal point.

**Policy 1:** Promote a range of land uses and activities including commercial, residential, service, office, and public spaces to rejuvenate the Village.

**Policy 2:** Update and utilize the existing Historic Village plan as the design guidelines for redevelopment and new development within the Village.

**Policy 3:** Develop a strategy to rehabilitate, replace, and/or remove buildings that have deteriorated and detract from the general attractiveness of the area.

**Policy 4:** Identify significant historic buildings and/or sites and implement appropriate historic preservation methods.

**Policy 5:** Promote a mix of new commercial/retail and residential uses to the Village area.

**Policy 6:** Identify and plan for a new park and riverfront access or other public gathering areas.

**Goal 2:** Define the actual need, best location, and design criteria for on-street and off-street parking within the Historic Village.

**Policy 1:** Coordinate the planning of all parking facilities within commercial areas to conserve land, allow joint utilization, and provide appropriate loading and unloading facilities.

**Policy 2:** Encourage safe and attractive parking lots that include landscaping, lighting, and hard surfacing.

**Policy 3:** Create a pedestrian/bike friendly trail and sidewalk system within the Village and connections to the Village.

**Policy 4:** Create and implement a comprehensive streetscape system in the Village with decorative lighting, landscaping, sidewalks, boulevards, and parking areas.

## EXISTING LAND USE

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Dayton's existing land use contains a variety of uses including historic residential and commercial areas, large agricultural tracts, large-lot suburban development, and a park reserve. While communities neighboring Dayton have seen substantial suburban development in recent years, development in Dayton has been limited, and the City consists mainly of rural residential and agricultural areas. The City also contains significant wetlands, woodlands, and forests which are distributed across the City. Many lakes and water features are present in the City including Diamond and French Lakes and the Mississippi River.

The City's existing land use is defined by the following categories.

**Agriculture:** Agricultural purposes, including farming, dairying, pasturage, horticulture, floriculture, viticulture, and animal and poultry husbandry and accessory uses including farmstead or rural residence.

**Commercial:** Provision of goods or services, may also include office (predominately administrative, professional, or clerical services).

**Industrial:** Primarily manufacturing and/or processing of products; could include light or heavy industrial land use, or large warehouse facilities.

**Public/Institutional:** Primarily religious, governmental, educational, social, or healthcare facilities.

**Rural Residential:** Residential purposes including mostly one-family homes and manufactured homes may include some two-family homes and land used for agricultural purposes.

**Single Family Residential:** Residential purposes including mostly one-family homes and manufactured homes. May include some two-family homes and open space within or adjacent to or related to a residential development.

**Multi-Family Residential:** Residential purposes including duplexes, triplexes, townhomes, apartment buildings, and condominiums. May include open space within or adjacent to or related to a residential development.

**Mobile Home Park:** This area consists of manufactured homes within Dayton.

**Vacant:** Undeveloped areas that do not serve a commercial, industrial, institutional, agriculture, or residential purpose nor are occupied by wetlands or open water.

**Park and Recreation:** Primarily for public active recreation activities improved with playfields/ground or exercise equipment, zoos, or other similar areas.

**Golf Course:** Area identified for existing or planned golf course facilities.

**Right-of-Way:** Public or private vehicular, transit, and/or pedestrian rights-of-way.

**Open Water:** Permanently flooded open water, rivers, and streams, not including wetlands or periodically flooded areas.

**Wetlands:** Wetlands included in the National Wetlands Inventory (NWI).

Land use acreages corresponding to the above land use categories are presented in the following Table 4.1 – 2007 Existing Land Use Acreages.

Table 4.1- 2007 Existing Land Use Acreages

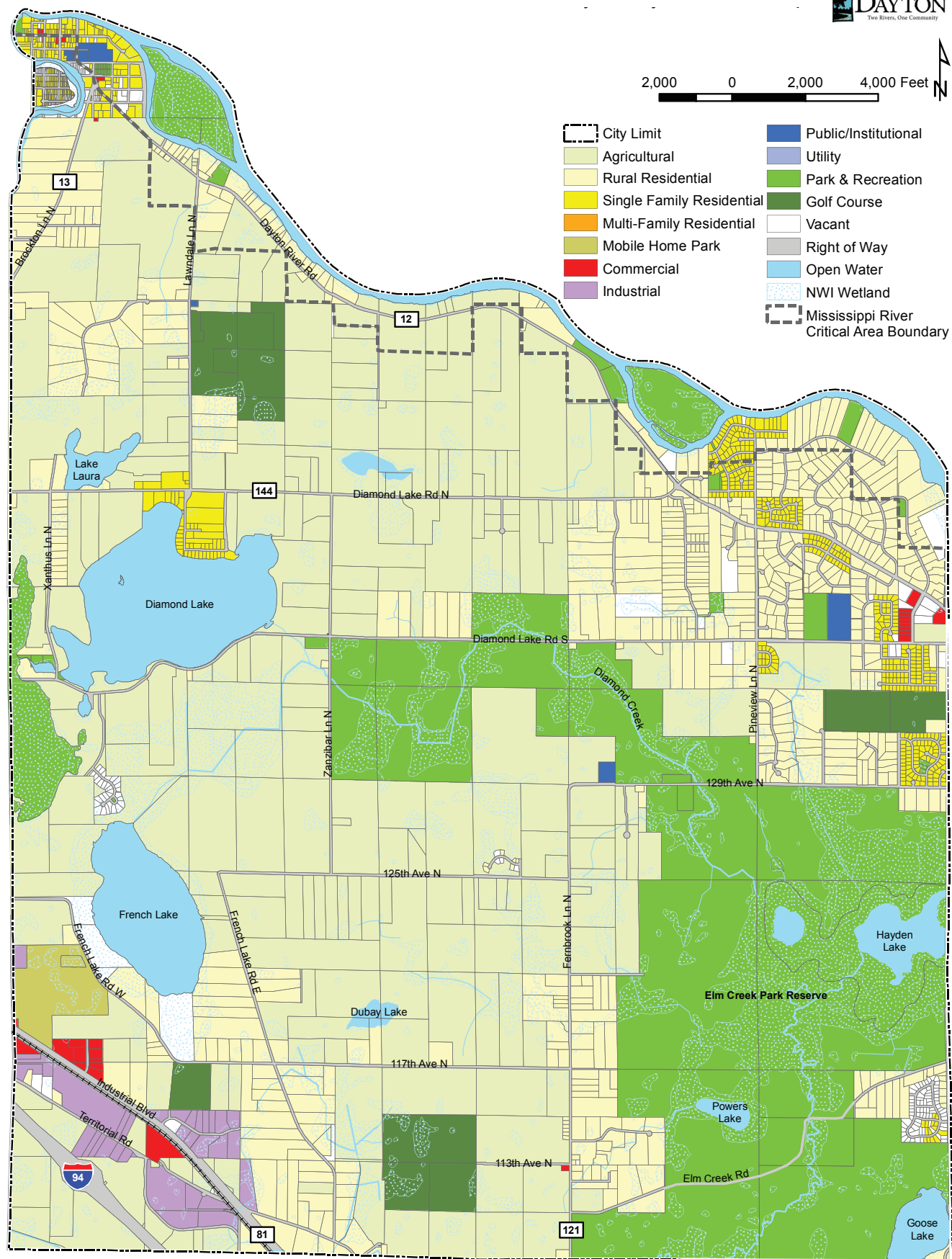
TYPE OF USE	GROSS	GROSS PERCENT	PERCENT WETLANDS	NET	NET PERCENT
Agricultural	6,670.3	41.5%	15.5%	5,633.2	35.1%
Commercial	57.7	0.4%	1.3%	57.0	0.4%
Industrial	208.9	1.3%	8.9%	190.2	1.2%
Public/Institutional	48.4	0.3%	2.1%	47.4	0.3%
Rural Residential	2,768.5	17.2%	13.3%	2,400.4	14.9%
Single Family Residential	329.8	2.1%	2.4%	321.9	2.0%
Multi-Family Residential	0.3	0.0%	0.0%	0.3	0.0%
Mobile Home Park	111.8	0.7%	17.2%	92.6	0.6%
Vacant	230.2	1.4%	39.5%	139.3	0.9%
Park and Recreation	3,423.1	21.3%	43.8%	1,924.2	12.0%
Golf Course	429.5	2.7%	10.4%	384.8	2.4%
Right-of-Way	661.5	4.1%	2.1%	647.8	4.0%
Open Water	1,125.8	7.0%	0.0%	1,125.8	7.0%
Wetland	N/A	N/A	100.0%	3,100.9	19.3%
<b>Total</b>	<b>16,065.8</b>	<b>100.0%</b>	<b>N/A</b>	<b>16,065.8</b>	<b>100.0%</b>
<i>City of Dayton/Bonestroo</i>					

The largest developable land use in Dayton is agricultural at 35.1%, followed by rural residential at 14.9%. The "net" amount shown in Table 4.1 represents the land use area minus wetlands. It will be in these two areas where significant growth will occur in the future and subsequently these areas have been re-guided on the Future Land Use Plan appropriately to meet this growth. Figure 4.1 – Existing Land Use Map shows a map of existing land use from which this data was compiled.



Figure 4.1

# Existing Land Use Inventory



January 23, 2008

## FUTURE LAND USE

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As Dayton develops, it is anticipated that the City's land use will change dramatically. Until recently, Dayton has not had access to the regional sanitary sewer system, and therefore, has not experienced the same level of growth as the neighboring communities Maple Grove and Rogers. Now that interceptor sewers have been provided, it is anticipated that growth will accelerate rapidly, particularly since vacant land is beginning to be used up in Maple Grove and Dayton is closer to the Metropolitan core than Rogers. Therefore, it is difficult to accurately project Dayton's growth, as there is little historical growth from which to base growth assumptions. Dayton's lack of growth relative to neighboring cities can likely be explained by three major infrastructure elements 1) municipal water, 2) sanitary sewer, and 3) transportation. Sanitary sewer is now being extended in Dayton due to the construction of two Metropolitan interceptors at its borders. The City has already begun to provide sewer infrastructure to portions of the City and has developed a staging plan to serve a large portion of the City by 2030. The provision of sanitary sewer will increase opportunities for higher density single-family housing and medium and high density residential housing thus increasing housing options and life-cycle housing in the community, and increasing the City's capacity to accommodate future housing and employment growth. The City also has plans for municipal water improvements to accommodate future growth. Currently a majority of the City obtains water from private wells. However, municipal water is available to the Historic Village, the Nature's Crossing development, and the Wicht Industrial Park. In 2007, the City began construction of a water distribution system to serve residents in northeast Dayton, which will be operational in late 2008.

In addition, the lack of transportation infrastructure in the City has limited potential growth in the past. Unlike neighboring cities, Dayton does not have convenient access to major state or federal highways. While I-94 does pass through the southwest corner of Dayton, interchange access is not available within the City. However, plans for an interchange on I-94 at Brockton Lane in Dayton will open the

door for many economic development possibilities. Many other transportation improvements including new connections to the county road system are planned that will also improve access to Dayton and increase demand for residential and commercial development. These transportation endeavors are explained in Chapter 8 – Transportation. Increased commercial development and the new Fairview medical building and future hospital in Maple Grove will also create demand for housing and commercial services in Dayton.

These forces will put tremendous growth pressure on the City. The Future Land Use Plan will provide a guide for managing future development pressure and growth by determining future land uses, development intensity, and areas for environmental protection. This chapter will incorporate growth management strategies for the City to ensure that adequate infrastructure is in place to accommodate new growth. The City supports new development but wants to ensure that growth can be accommodated wisely and in an orderly fashion, while protecting the many natural resources that make Dayton a unique location.

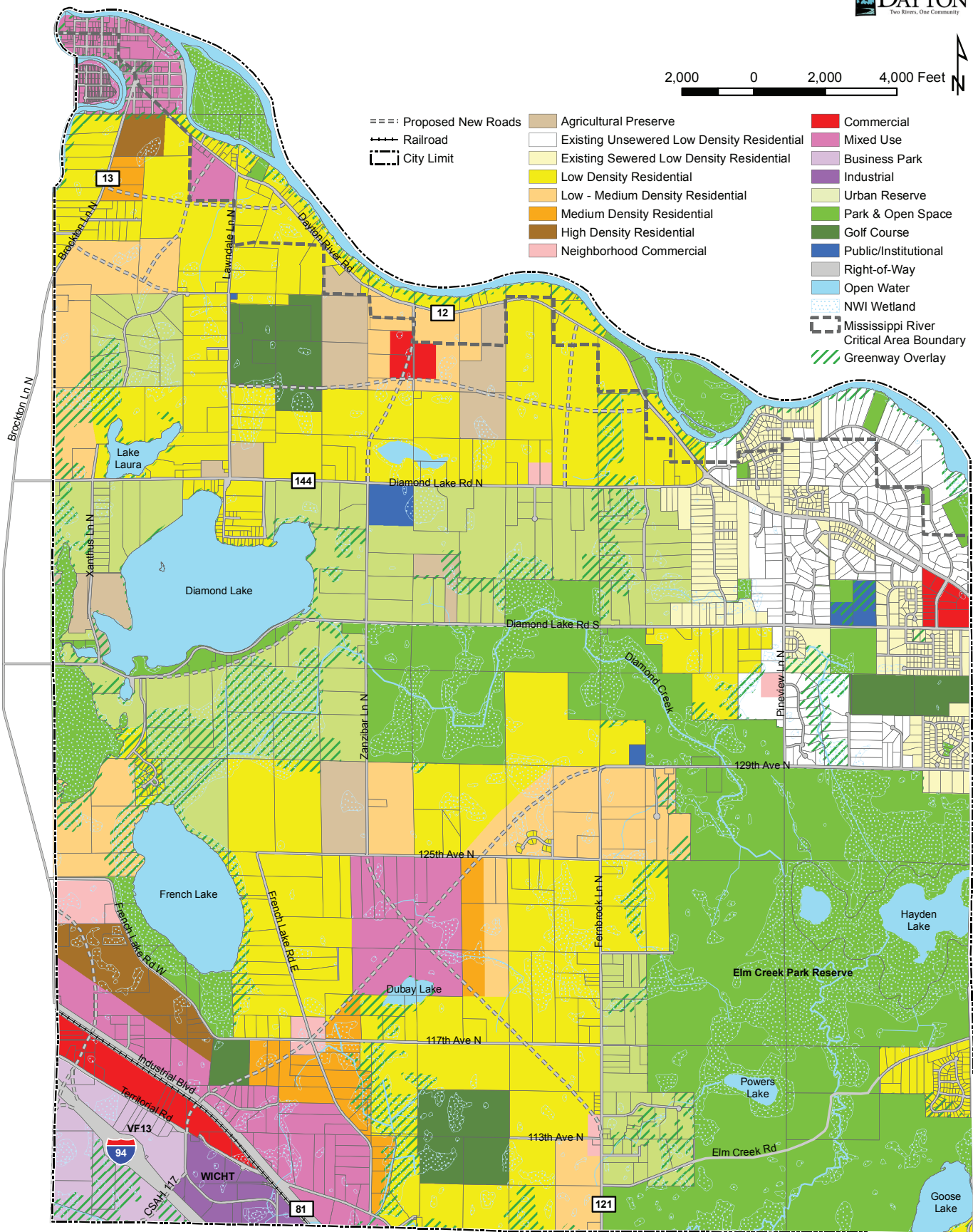
The City's future land use categories and corresponding 2030 acreages are presented in Table 4.2 – Future Land Use Acreages. The City's Future Land Use Plan (FLU) is presented in Figure 4.2 – Draft Proposed Future Land Use Plan. In response to increased development demands as well as the land use goals and policies detailed in this Chapter, the community has developed several new land use categories for its Draft Proposed Future Land Use Plan. Future land use categories are summarized in Table 4.3 – Land Use Categories.

Table 4.2- Future Land Use Acreages

2030 Future Land Use	Gross Acres	Net Acres	Gross Percent	Net Percent
Agricultural Preserve	360.60	341.13	2%	2%
Business Park	244.33	203.87	2%	1%
Commercial	180.87	175.47	1%	1%
Existing Sewered Low Density Residential	490.72	466.81	3%	3%
Existing Unsewered Low Density Residential	706.46	642.88	4%	4%
Golf Course	422.54	377.79	3%	2%
High Density Residential	173.83	146.17	1%	1%
Industrial	109.69	100.04	1%	1%
Low - Medium Density Residential	985.35	863.00	6%	5%
Low Density Residential	3,759.82	3,240.26	23%	20%
Medium Density Residential	242.85	189.62	2%	1%
Mixed Use	762.54	697.07	5%	4%
Neighborhood Commercial	89.97	79.42	1%	0%
Park & Open Space	3,600.67	2,011.91	22%	13%
Public/Institutional	68.71	65.77	0%	0%
Urban Reserve	1,943.02	1,455.25	12%	9%
Right-of-Way	798.00	782.56	5%	5%
Water	1,125.80	1,125.80	7%	7%
Wetland	-	3,100.92	-	19%
<b>Total City</b>	<b>16,065.76</b>	<b>16,065.76</b>	<b>100%</b>	<b>100%</b>

Figure 4.2

# 2030 Future Land Use



June 12, 2009

**Table 4.3- Land Use Categories**

LAND USE CATEGORY	DESCRIPTION
<b>Commercial</b>	This category is intended to accommodate general commercial and highway-oriented businesses such as fast food restaurants, convenience stores, gas stations, big box retail, and other auto-oriented businesses. Limited office and service uses are also appropriate, depending on scale and location.
<b>Neighborhood Commercial</b>	This category is intended to be neighborhood based and include uses such as a small grocery or convenience store, coffee shop/deli, and personal and health services for Dayton's residents. The site and architecture design should be of scale and design compatible with the surrounding uses.
<b>Business Park</b>	This category is intended to accommodate larger office buildings and corporate campus development, as well as light-industrial and office-warehouse development that require larger sites.
<b>Industrial</b>	This category is intended to provide areas for industrial related businesses including manufacturing, warehousing, automotive, trucking, office, and other related industrial uses.
<b>Public/Institutional</b>	This category is primarily intended to provide religious, governmental, and/or education facilities.
<b>Mixed Use</b>	This category is intended to provide a mix of residential and commercial uses. Typically, mixed-use development will include townhomes, low- and high-rise apartments, retail buildings, and offices. Development is often stacked, consisting of main floor retail space with office or housing units located above. Residential density shall occur at a minimum of 8 units/acre.
<b>Existing Sewered Low Density Residential</b>	This category accounts for existing residential development in the City of Dayton at lower densities in the northeast quadrant of the City that is served by sewer. The average density for this area is approximately 1.18 units per acre.
<b>Existing Unsewered Low Density Residential</b>	This category accounts for existing residential development in the City of Dayton at very low densities in the northeast quadrant of the City. Before providing wastewater to any of these parcels, the City will need to submit a Comprehensive Plan Amendment.
<b>Low Density Residential</b>	This category identifies areas for single-family detached residential development at a density of 2.3 units/acre except for property within the Critical Area which will be limited to 2.2 units/acre.
<b>Low-Medium Density Residential</b>	This category identifies areas primarily for single-family detached homes with some twin- or townhomes at a slightly higher density of 4 to 8 units/acre.
<b>Medium Density Residential</b>	This category is intended to provide for twin/townhome development, multiplex development, and row-homes at densities of 6 to 12 units/acre.
<b>High Density Residential</b>	This category is intended to accommodate the development of multiplex and low- to high-rise apartment buildings or condominiums. Development will occur at a density of 10 units/acre or greater. Architecture and landscaping is important in high density residential areas to ensure that development is appropriate and consistent with the community's character.
<b>Urban Reserve</b>	This category is to preserve land for post-2030 urban development. To promote an efficient future development pattern in this area development before 2030 will be limited 1 unit/40 acres. The boundary of the Urban Reserve will be reviewed every 10 years.
<b>Agricultural Preserve</b>	These parcels are enrolled in the Agricultural Preserve program. Density in this district is limited to 1 unit per 40 acres.
<b>Park and Open Space</b>	This category is intended to provide areas of public or private ownership that will remain undeveloped or with limited development serving a recreational purpose that will be permanently preserved for the important recreational or ecological benefits provided to the region. This area includes the Elm Creek Park Reserve.
<b>Community Park</b>	This category is intended to provide park and facilities for community-scale recreation. This use typically includes a mix of open space with recreational facilities such as ball fields, playgrounds, or picnic facilities.
<b>Golf Course</b>	This category area is intended to identify existing and/or planned golf course facilities.
<b>Open Water</b>	This category provides permanently flooded open water, rivers and streams, not including wetlands or periodically flooded areas.
<b>Wetlands</b>	This category is intended to provide the wetlands included in the National Wetlands Inventory (NWI), or identified through City or Watershed District Natural Resource or wetland inventory.

From Table 4.2, it is evident that the City is planning for the accommodation of new housing in a variety of life-cycle options with new commercial, business, and industrial growth to support residential growth by providing services and jobs to existing and future residents. Large areas of existing agricultural and rural residential areas have been re-guided on the FLU Plan to a variety of residential categories that will be discussed below. New Business Park and Industrial areas have been located along major transportation corridors in the southwest portion of the City.

To control growth and plan appropriately for the 2030 timeframe, the City chose to use an Urban Reserve designation to “hold” land for future development. The Urban Reserve will be used to facilitate and accommodate well planned, orderly urban expansion. This net area amounts to 9 percent of the City’s land. The Urban Reserve allows the City to balance the needs for growth from the three corners of the City, while maintaining the center of the community for future growth beyond 2030.

***...Dayton can accommodate new growth while balancing the protection and enhancement of the important natural resources...***

A second important method the City is using to manage the amount and pattern of growth is through the use of a Greenway Corridor overlay covering an important greenway corridor identified using Minnesota Land Cover Classification System (MLCCS) data and mapping the highest quality wetland, woodland, and forest areas. This same corridor is acknowledged in Chapter 7 – Parks, Trails, and Open Space Plan and is equally important to preserve as a land use overlay to provide development guidelines and protection methods that will be required within the corridor. It is through these methods that Dayton can accommodate new growth while balancing the protection and enhancement of the important natural resources prevalent within the City.

Detailed descriptions of 2030 future land use categories are presented in the following discussion. Linkages to how these future land use categories

address and achieve the community’s land use goals and policies is also included. These goals and policies are listed in their complete form in Chapter 1 – Background. Discussion of park and open space, golf course, public institutional, right-of-way, open water, and wetland is not included below, as these categories are already addressed in the Existing Land Use section and are not anticipated to change significantly in character in the future.

## **COMMERCIAL LAND USE CATEGORIES**

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The City’s existing land use classification system has one commercial land use category, which encompasses all development intended for the provision of goods and services. Currently Dayton contains 56.98 net acres of commercial land. As the number of housing units in Dayton increases, so will the demand for additional retail services. The increase in housing units, as well as the availability of vacant land and improvements to the transportation system, will also increase demand for office development. The City has planned for a total 261 net acres of commercial land by 2030, an increase of 204 net acres, to meet future demand. In addition to these commercial areas, additional commercial opportunities will be available within Mixed Use and Business Park districts. The City has also developed a more detailed approach that includes several different commercial land use categories to differentiate between commercial development type and size.

### **COMMERCIAL**

The purpose of this land use category is broad and is intended to accommodate larger commercial development to serve the entire community or region, such as large freestanding retail/commercial centers that may include several retail stores or restaurants. This use is intended to accommodate highway-oriented businesses such as fast food restaurants, convenience stores, gas stations, big box retail, and other auto-oriented businesses. Limited office and service uses are also appropriate, depending on scale and location.

***This picture represents a “commercial” center that is auto-oriented with some public space and outdoor dining included.***



As shown on the Proposed Future Land Use Plan (Figure 4.2), three commercial areas have been identified. A large commercial area is located along Territorial Road in the southwest corner of the City near I-94. Another commercial area is located south of Dayton River Road in the center of the City, at the intersection of two future county roads and a potential river crossing location. The third commercial area is located along the eastern border of the City on South Diamond Lake Road. Each of these commercial areas is located along existing or future major transportation corridors. This is desirable, as commercial uses can be used to buffer residential areas from noise and traffic on major roadways while providing access, visibility, and traffic volumes desirable for commercial businesses.

### **NEIGHBORHOOD COMMERCIAL**

This category is intended to be neighborhood based and include uses such as a small grocery or convenience stores, coffee shop/deli, or personal and health type services for Dayton’s residents. The site and architecture design should be of small scale and compatible with the surrounding uses.

The City’s Future Land Use Plan identifies five neighborhood commercial areas at the following locations:

- Brockton Lane and West French Lake Road
- 117th Avenue North and East French Lake Road North Diamond Lake Road east of Zanzibar Lane
- County Road 121 and 113th Avenue North
- Pineview Lane North between South Diamond Lake Road and 129th Avenue North

- North Diamond Lake Road east of Zanzibar Lane

These neighborhood commercial areas are scattered throughout the City for convenient access. In addition to providing convenient access to retail goods for residents, providing small areas of commercial development throughout the City will reduce stress on the City’s transportation system by limiting trip lengths for the purchase of retail goods and services.



***Neighborhood commercial is designed to be smaller scale with architectural patterns and materials that will blend with the residential setting it is located within.***

### ***Dayton’s goals for commercial development are achieved.***

In 2030, the City of Dayton is planning to accommodate approximately 261 net acres total of commercial land (including General and Neighborhood Commercial). (Currently the City has little commercial development, most of which is small scale, as it currently contains of 56.98 acres of commercial land.) The provision of additional commercial land use addresses Dayton’s goal to ***diversify the City’s tax base by encouraging new commercial development.*** Through its Future Land Use Plan, the City has identified additional areas for both large and small scale commercial development. By designating these commercial areas, the City can encourage commercial development in areas to best meet community needs for retail variety, convenient access, and employment. Increased commercial development will greatly enhance the City’s tax base.

The designation of Neighborhood Commercial areas addresses Dayton's policy to ***provide for commercial land uses that are dispersed appropriately throughout the community and create neighborhood commercial nodes which provide goods and services for the neighborhood.*** These areas will accommodate smaller commercial development to serve surrounding neighborhoods within Dayton. Development will be small scale, and designed to provide retail sales and services primarily for residents of the surrounding area. These areas will enhance surrounding residential neighborhoods.

### INDUSTRIAL LAND USE

The City's Existing Land Use Map (Figure 4.1) includes approximately 190.2 net acres for industrial development, which includes both light industrial and business park development. This area is located along Territorial Road and Industrial Boulevard near I-94. It is anticipated that demand for both industrial and business park development (corporate office campus and light-industrial/office warehouse) will increase due to the availability of vacant industrial land in Dayton and transportation improvements that will improve access to Dayton, facilitating efficient movement of goods and services. In response to these demands, Dayton has planned for a total of 306 net acres of industrial/business park development for 2030.

### BUSINESS PARK

The purpose of this land use category is to accommodate large office buildings and corporate campus development, medical office, and technology as well as light-industrial and office-warehouse development that require larger sites.



***The two pictures represent examples of business park developments, comprised of mainly office with a shared amenity of the pond and trail system. Business parks often attract corporate headquarters operations***



The City's Proposed Future Land Use Plan map (Figure 4.2) identifies a large business park area in the southwest corner of the City at I-94 and Brockton Lane. The site is desirable for business park development due to the future availability of freeway access to I-94, as well as existing access to Industrial Boulevard and BNSF railroad facilities, for movement of goods that may be produced on-site. Visibility along I-94 in this area is also a benefit for attracting larger corporate campus development. The City has a great opportunity to provide for increased amount of business park and industrial areas to attract new companies to Dayton and in turn creating new jobs for existing and new residents.

### INDUSTRIAL

The purpose of this category is to provide areas for industrial related businesses including manufacturing, warehousing, automotive, trucking, office, and other related industrial uses. Due to potential impacts such as traffic, noise, and dust, uses typically are not as compatible with residential uses or some commercial uses.



Image from the Metropolitan Design Center Image Bank

The City has identified a large industrial area in the southwest corner near I-94. As with the Business Park District, this district is situated to provide adequate transportation infrastructure to users, including Interstate 94, County Road 81, and the BNSF railroad facilities. The picture above is an example of an industrial area which differs from the Business Park category as it allows for more intense industrial uses. Dock doors and other transportation facilities are also accommodated in these types of facilities.

***Dayton's goals for business park and industrial development are achieved.***

The designation of a Business Park Land Use category addresses Dayton's policy to ***encourage high-end business park development that attracts medical, technological, and other similar industrial uses which provide quality employment and wages.*** Dayton has designated 207 net acres for business park development in the City that will attract new jobs to the City and create additional tax base.

Both the business park and industrial areas are located near I-94, County Road 81, Brockton Lane, and existing railroad tracks. This will achieve Dayton's goal to create ***areas for industrial expansion within the City's growth areas that are accessible to public infrastructure and transportation.*** These areas are also within the City's current sewer service area which will address Dayton's policy to ***require all new industrial***

***areas to be connected to City sewer and water.*** The provision of adequate infrastructure will make these areas more desirable to potential developers and will provide for efficient use of the City's available infrastructure.

The increase in industrial areas also ***creates areas for industrial expansion.*** Dayton's Draft Proposed Future Land Use Plan (Figure 4.2) also addresses Dayton's policy to ***establish light industrial and business park locations that offer a full range of activities in a manner that is compatible with surrounding land uses.*** The business park and industrial areas are located adjacent to one another. This is desirable, as it allows the entire area to accommodate compatible and complimentary users with similar needs. It also provides flexibility for potential users.

## MIXED USE

The City has planned for a total of 697 net acres of Mixed Use for 2030. It is assumed that 25 to 50 percent of all mixed-use areas will have the potential to consist of housing at a density of 8 units per acre or more, while the remainder will be dedicated to commercial uses. This Mixed Use designation also applies to the Historic Village area. Given existing parcel lines and the character of the area, it is assumed that redevelopment in this area will also occur at approximately 8 units per acre.

This use is intended to provide a mix of residential and commercial uses. Typically, mixed-use development will include townhomes, low- and high-rise apartments, retail buildings, and office. Development is often stacked, consisting of main floor retail space with office or housing units located above. Residential density is typically higher in these areas. Within Dayton, residential development in mixed use areas will be at a density of 8 units per acre or more. It will not be required that all mixed-use areas incorporate residential; some future mixed-use developments may be a mixture of office, commercial/retail, and restaurants. What is more important is the overall design of mixed-use development areas incorporate density and promote activity. These future mixed-use areas have the opportunity to become the City's gathering space and the design may incorporate public spaces. Architecture and landscaping are important aspects of mixed-use developments, as this type

of development is typically oriented to pedestrians rather than auto. By providing walkable mixed-use areas, stress on the transportation system is reduced. Mixed-use areas can also provide a “sense of place” within suburban communities by creating active and vibrant developments with opportunities for interaction through successful design and site layout.

As this is a new land use category, subsequent zoning districts for mixed-use will be required. The City may create one or more “mixed-use” zoning districts to incorporate all encompassing ordinances for the range of mixed-use areas guided on the Land Use Plan. This allows the City to determine the appropriate regulations to guide the type of use, design, amenities, and site features in these separate areas.

***Mixed use provides the opportunity for a unique commercial, retail, restaurant, and residential center...***

The Future Land Use Plan identifies four mixed-use areas. One of these areas is located along County Road 81, which is currently being studied for additional transit service and investment. Transit options under consideration for this corridor include light rail, bus rapid transit, improvements to the existing bus system, and commuter rail. Mixed Use development along this corridor is ideal to take advantage of frequent transit service. The provision of higher density housing and access to commercial uses and transit in this area will provide opportunities for Dayton residents who do not have access to personal vehicles and promote less dependency on vehicles. It is assumed that approximately 25% of this mixed use area will consist of residential uses. In these areas typically transit provides express buses for downtown jobs. This may be appealing for residents who would like to be rid of the headaches associated with commuting and the costs of downtown parking. This mixed-use area also provides greater development synergy to the expanded commercial, industrial, and business park area adjacent to it. This provides the opportunity for a unique commercial, retail, restaurant, and residential center to support the employment zone that can be developed in this corner.

The second mixed-use area is identified between 117th Avenue North and 125th Avenue North, east of East French Lake Road, at the intersection of two future county roads. The construction of two new county roads will create pressure for higher density housing and commercial development at this location. The construction of these major county roadways should not be a detriment to pedestrian activity and linkages within this site. It is assumed that approximately 50 percent of this area will consist of residential uses.



***This picture of Excelsior and Grand in St. Louis Park is an example of new suburban style mixed-use development including residential above retail. This is the potential style of development for the new mixed-use area at the new county road intersection.***

The third mixed-use area is the existing Historic Village, located in the northwest corner of Dayton. Although this area is currently developed, strategies are currently being developed to improve the character of the Historic Village and provide for reinvestment in the area. Due to the nature of the existing uses in the Historic Village with its mixture of older housing, churches, and commercial, it seems appropriate to guide this area as mixed-use. This category will also better support redevelopment of the area in terms of uses and design. It is assumed that approximately 25% of this mixed use area will consist of residential uses.

The Future Land Use Plan includes a small fourth mixed-use area southeast of the existing Historic Village, located at the southwest quadrant of the

intersection of Dayton River Road and Lawndale Lane N. This Mixed Use area is planned to accommodate public/institutional uses, such as schools and parks, with potential for approximately 25 percent residential as well. This area will serve increased residential development in northwest Dayton, and create an opportunity to create connectivity with the planned Mixed Use district in the Historic Village and the rest of the community.

***Dayton's goals for development are achieved.***

Dayton's mixed-use area responds to the City's goal to ***improve the availability of affordable housing, life-cycle, and senior housing.*** Because mixed-use development will consist of attached higher density housing units, development costs will be reduced, allowing for more affordable unit pricing. Additionally, the location of the mixed-use area along County Road 81 will be ideal for transit oriented design due to the availability of transit along County Road 81.

The mixed-use designation for the Historic Village will also enhance this area. This designation responds to Dayton's policies ***to promote a range of land uses and activity including commercial, residential, service, office, and public spaces to rejuvenate the village and to promote mix of new commercial/retail and residential to the village area.*** The mixed-use designation provides flexibility for a variety of uses that will enhance the village and bring reinvestment into the area.



***The example above is located in Shakopee in the existing downtown. It is a new development designed to blend with existing uses and design. Uses include senior housing above retail.***

## RESIDENTIAL LAND USE CATEGORIES

Currently Dayton's residential land use consists of single-family residential, multi-family residential, mobile home park, and rural residential uses. These land uses currently account for approximately 18% of the City's total net area. However, this figure is misleading as density in rural residential areas is very low. Therefore, this land use category accounts for a significant area of the community but relatively few housing units.

***Higher density housing is concentrated along major transportation routes...***

As Dayton grows, the variety of housing opportunities will increase dramatically. The availability of water and sewer will allow the City to plan for higher density housing opportunities throughout the City. Higher density housing will allow for the provision of life-cycle housing in the community to accommodate residents of all ages. This will also create opportunities for more affordable and workforce housing units that will allow those who work in Dayton to reside in the City as well. Higher density housing including medium and high density, as well as mixed use and residential areas are concentrated along major transportation routes to maximize the efficiency of these routes and relieve stress on the local road system and support transit. Higher density opportunities are also focused away from environmentally sensitive areas of the City to reduce development impacts to these areas.

Parks and trails within residential areas will be required based on locations indicated on the Parks, Trails and Open Space Plan found in Chapter 7. Through subdivision administration, the City will work with developers on the required park and trail dedication to ensure the adopted plan is implemented. (It will be important to evaluate plans to strategically establish parks, trails, and open spaces, and connections to them to ensure full access by residents of the development and connections to larger systems.)

Each residential land use is tied to a density range. All the various residential land uses are calculated based on their corresponding range to understand the potential in household growth. It is important to understand these numbers represent the potential in

development and do not guarantee that maximum potential development will be achieved in each residential area. To meet the goals of the Metropolitan Council, it is important that Dayton develop land efficiently thus the Council has established an overall density minimum for new growth at an average of 3 units per net acre. Dayton's plan provides for enough residential land at densities appropriate to achieve this goal. Additionally, the FLU Plan provides for the potential of 2,740 high density housing units by 2030 (including high density and mixed use areas, which will occur at a minimum density of 8 units per acre) to provide opportunities for life cycle and affordable housing.

### **Existing Sewered Low Density Residential**

This land use designation accounts for existing residential development in the City of Dayton at lower densities in the northeast quadrant of the City, including the Hemlock Lane area. Existing Sewered Low Density Residential accounts for 467 net acres in the City. Northeast Dayton consists primarily of large lot suburban/rural residential lots that were developed prior to sewer service availability in the area. Until recently, a majority of homes in Northeast Dayton were served by private septic systems. Due to failing private septic systems, municipal water and sewer service was recently made available to this area. This land use pattern poses difficulties in providing sewer services efficiently. The average density for this area is approximately 1.18 units per acre. Given the existing development pattern in this area, additional subdivision at greater densities will be unlikely before 2030. Because these areas are now sewered, they were included in the City's overall density calculation. Discussion of the unserved portions of Northeast Dayton is provided below.

### **Existing Unsewered Low Density Residential**

Although sewer services were recently made available to Northeast Dayton, a large portion of the area (643 net acres) remains unsewered. These areas are identified as Existing Unsewered Low Density Residential on the Future Land Use Map. The land use pattern makes future subdivision of these parcels difficult, although limited subdivision may occur in the future on larger parcels if sewer service is made available. These areas are not included in the City's density calculation as they are

currently unsewered. If sewer service is provided to these areas in the future, a Comprehensive Plan Amendment with an updated density calculation that includes new sewered areas and meets the 3.0 average density will be required. The only exception to rule would be if the site has an existing failing septic system with no other on-site alternative that can be documented. In this case the new density would be excluded from the City's overall density. The City will work with individual landowners to assist in the CPA process.

### **Low Density Residential**

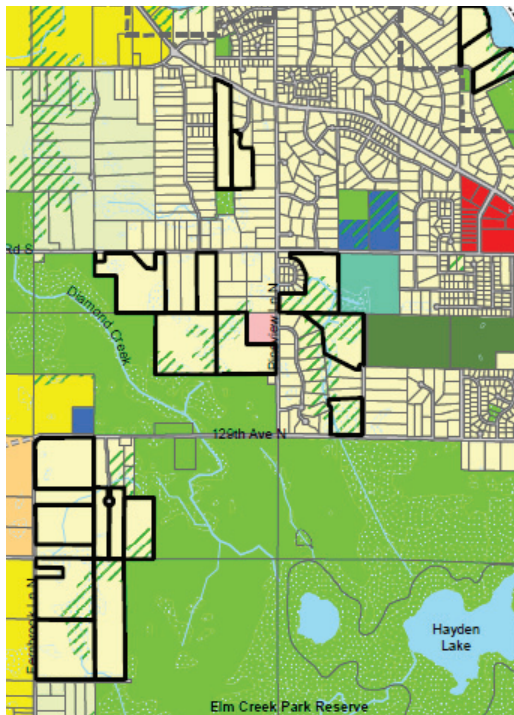
This land use category identifies areas for single-family detached residential development at a density of 2.3 to 4 units per acre. This land use category will be Dayton's predominant land use in 2030, accounting for 20% of the City's total area. Because development in low density residential areas is less intense than other land use types, many low density areas are located within or adjacent to the City's environmentally sensitive areas, including its many wetlands, lakes, and the Elm Creek Park Reserve, to reduce development impacts to these areas. Of the 3,760 gross acres guided for low density development, approximately 520 of these acres consist of wetlands. Development in these areas should be sensitive to the environment and efforts must be made to preserve the community's significant natural features.



Some areas of low density residential will fall under the multi-purpose greenway corridor overlay, which will require a higher level of design and site development review to be sensitive to the natural features within the overlay area. This is not to suggest development cannot occur in these areas, but the type and manner in which development

will be permitted will be dictated by guidelines as described in the overlay land use category and the subsequent zoning district.

Those areas of Low Density Residential that fall within the Mississippi River Critical Area will be developed at a maximum density of 2.2 units per acre, as requirements in this area call for minimum lot sizes of 20,000 square feet, or cluster development with 50% open space. The 20,000 square foot lot requirement translates to a density of 2.2 units per acre.



### Low-Medium Density Residential

This land use category identifies areas primarily for single-family detached homes with some twin- or townhomes at a slightly higher density of 4 to 8 units per acre. The picture to the right illustrates this density with single family on smaller lots to allow for increased density. This land use will account for approximately 5% of Dayton's total net land use in

2030. Typically these areas are located to provide a buffer with low density residential development and more intense residential development at higher densities. Similar to the low density residential category the implementation of the Parks, Trails, and Open Space Plan will be an integral component to the design and review process of future low-medium residential developments.



*This elevation example demonstrates the variety in styles and architectural design that is possible with a density range that is permitted in the low to medium category.*

### Medium Density Residential

These areas are intended to provide for twin/townhome development, multiplex development, and row-homes at densities of 6 to 12 units per acre. These areas are planned throughout the City. This land use will account for 1.2% of Dayton's total area in 2030. As with low-medium density residential, these areas are located to provide transition between lower density uses and more intense uses such as higher density housing or commercial development.



*This development falls in the medium density range with a variety of townhome styles including two story and single level designed for empty nesters.*



## High Density Residential

The purpose of this land use is to accommodate the development of multiplex and low- to high-rise apartment buildings and/or condominiums. Development will occur at a density of ten units per acre or greater. Architecture, landscaping, open space, and resident recreational area is important in high density residential areas to ensure that development is appropriate and consistent with the community's character. Ideally, streets and buildings will be designed around pedestrians to accommodate alternative transportation use such as bicycles and transit. Therefore, the scale of development, in terms of both height and density, relative to the surrounding environment is essential.



**High density residential can be accomplished in upscale urban style townhomes at a density over 12 units/acre.**

Within Dayton, high density residential areas are located to take advantage of major transportation corridors, including CSAH 81 and Brockton Lane. These areas also provide buffers between major roadways and lower density development.



**High density residential can also occur in a variety of apartment or condominium style buildings.**

## ***Dayton's residential land use goals for development are achieved.***

Dayton's Future Land Use Plan demonstrates its goal to ***ensure housing development is compatible with existing and adjacent land uses and has access to key community features and natural features.*** The City's Land Use Plan places higher density residential uses in areas of major transportation corridors, job growth and to serve as a transition land use between lower density residential uses. This also responds to its policy to ***protect low density and rural residential areas from incompatible or higher density use.***

Development around environmentally sensitive areas, typically Low Density Residential Development, will be situated to protect the natural environment to ***encourage innovation in subdivision design to preserve open space or natural features.*** Additional environmental protection and recreation objectives will be met through the development of the greenway corridor overlay which will serve to ***link residential neighborhoods via trails to City parks, Elm Creek Regional Park, and lakes and incorporate preservation of natural resource corridors.*** Parks and trails within residential areas will also be required based on the locations indicated on the Parks, Trails, and Open Space Plan found in Chapter 7 which ***establishes development guidelines for appropriate amount of green spaces, paths, sidewalks, and trails and connections throughout the community.***

## ***A mixed use designation ...will guide the area for future development that enhances the Historic Village.***

The City's Land Use Plan also illustrates its policy to ***consider uniqueness of each one of the four quadrants of the City while planning future growth.*** The northwest corner of the City and the existing Historic Village, have been designated as Mixed Use. This designation is consistent with existing development, and will guide the area for future development that enhances the Historic Village. The northeast corner of the City, which consists of large-lot single-family homes at very

low densities, will remain relatively unchanged. Conversely, the southwest corner of the City will see higher density development to take advantage of major transportation corridors and planned transportation improvements in this area.

These unique planning quadrants also respond to Dayton's goal to ***provide a healthy variety of housing types, styles, densities, and choices to meet the life cycle needs of residents.*** Dayton's Future Land Use Plan will accommodate high density housing for young couples and empty-nesters, attached units, and twin-homes for entry-level buyers, and low density single-family units for families. The provision of higher density housing will ***also improve the availability of affordable and senior housing,*** another community goal for residential land use.

## URBAN RESERVE

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The purpose of the Urban Reserve area is to preserve land for post-2030 urban development. An Urban Reserve is used to facilitate and accommodate well planned, orderly urban expansion. The Urban Reserve prevents the spread of scattered large lot development that poses future obstacles to urban development by increasing costs for future installation of public infrastructure, and making future subdivision politically difficult. The Urban Reserve area is reviewed every 10 years as part of the Comprehensive Plan Update; therefore, a new portion of Urban Reserve will be staged in another 10 years. The Urban Reserve is not permanent. An Urban Reserve allows a community to study the rate of growth over the next 10 years and better understand the type of land use and rate of growth that will occur in this area. An urban reserve helps to promote cost-efficient planning by preventing premature expansion of urban services, ensuring orderly and well planned expansion of future urban services (utilities and roads). The Urban Reserve also allows a community to maintain rural lifestyle and character of the Urban Reserve area by limiting development.

### LIMIT ON DEVELOPMENT

To promote an efficient future development pattern in this area, development before 2030 will be limited one unit per 40 acres. This limit will allow for more efficient infrastructure provision once the market is

ready for more intense development in these areas. Currently this area is located in the center of Dayton, just north and west of the Elm Creek Park Reserve.

## BALANCING GROWTH WITH NATURAL RESOURCE PROTECTION AND RURAL CHARACTER

During the public participation process, several opportunities were available for residents to express their views on the future of Dayton. Many of these detailed comments are articulated in Appendix E – Community Input. Overall, a large proportion of the comments expressed a desire to see the existing rural character of Dayton maintained. The term "rural character" can mean many different things to many different people. Some respondents do not want additional development to occur, while others understand the location of Dayton is poised for significant growth and that it is the City's responsibility to provide for this growth while maintaining the integrity of the "rural character." The City is required, by State law, to accommodate new growth. Metropolitan sewer interceptors have been constructed to meet the demand of future growth, and the City needs to respond with a plan that provides efficiently for this growth. However, this does not mean that the City cannot control how development will occur. Many elements of the Comprehensive Plan and subsequent zoning ordinances and subdivision code updates will be focused on this effort to ensure quality development.

To begin this effort, the plan identifies common elements of rural character that exist today and follows with a discussion of how elements of future plans will support these elements:

- Tree lined streets
- Woodlands
- Natural water areas – rivers, streams, and lakes
- Clean air and water
- Areas of undeveloped open space
- Outdoor recreation areas
- Green infrastructure
- Agricultural areas

It is important to note that many of the rural character elements listed above relate to the community's natural resources. Correspondingly, protection of Dayton's natural resources was a major consideration in the development of the Future Land Use Plan. To guide the Future Land Use Planning process, a base map including lakes, wetlands, parks, and Minnesota Land Cover Classification System (MLCCS) quality areas was developed. This map was consulted to ensure that future land use areas were placed appropriately to avoid intense development near environmentally sensitive areas. As Dayton develops, protection of its valuable natural resources will continue to play an important role in guiding growth and shaping future development. Growth and economic development objectives should be balanced with environmental issues. Environmental protection strategies are also an essential component of a growth management plan to ensure that growth is directed in a way that meets environmental protection objectives.

The City has several tools related to land use available to protect natural areas and maintain its rural character, while also accommodating future growth. These tools include:

- **Parks, Trails, and Open Space Plan**  
– The City of Dayton approved its Parks, Trails, and Open Space Plan in 2007. This plan will be incorporated into the Comprehensive Plan as Chapter 7. This plan integrates existing natural resource areas, including the Diamond Lake and French Lake areas, the Mississippi River, and the Elm Creek Park Reserve into a system-wide recreation and open space plan to meet future recreation needs of the community while protecting its significant natural resources. The Plan establishes a framework for protecting valuable open space areas and locating future parks and trails. All future developments will be required through park and trail dedication to implement the park and trail plans shown on the map. A significant component of this plan was the development of a greenway corridor to connect natural resource areas in the community. As part of the City's implementation of the parks plan, the greenway corridor is now shown on Figure

#### 4.2 – Draft Proposed Future land Use Plan map as the Greenway Overlay Corridor.

- **Ordinance** – As part of the comprehensive planning process, the City will update its zoning ordinances to be consistent with the revised Comprehensive Plan. Through ordinances, the City can regulate open space protection for new development, and create environmentally sensitive/natural resource zoning districts to protect significant natural features. The City will be creating a new zoning ordinance to enforce development objectives and standards in the Greenway Overlay Corridor. Other methods of conservation can occur through encouraging development through Planned Unit Development (PUD) or cluster districts to provide for development flexibility in environmentally sensitive areas. The City can also require open space dedication through its zoning ordinance to permanently preserve valuable open space areas, which also serves important ecological benefits. Green building techniques may also be encouraged or required through City ordinances to reduce development impacts.

Other ordinances that will be reviewed and enhanced to advance the protection of resources includes woodland preservation, wetland protection, landscape requirements, and lighting and design requirements aimed at enhancing the overall character of Dayton. The subdivision ordinance will be updated to protect resources through the implementation of park/trail dedication, sidewalk and trail connections, and construction of all necessary infrastructure.

The City recently updated its Park Dedication ordinance that requires a minimum 10% park dedication amount and implementation of the Park, Trails and Open Space Plan, which was completed in 2007.

- **Natural Resource Inventory** – The City has completed a Natural Resource Inventory (NRI) to identify significant natural resource areas for protection. The NRI can be used to

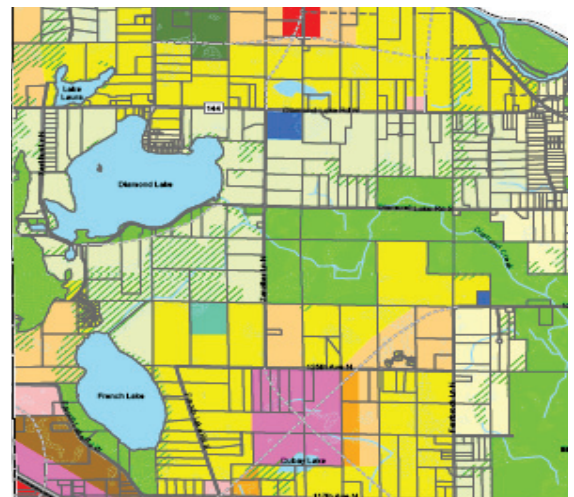
shape development patterns by identifying areas that are less suitable for development or require protection. The Parks, Trails, and Open Space Plan identified a conceptual greenway corridor using the NRI data. This NRI was the baseline for determining the location of the greenway corridor to protect waterways, to restore, protect and enhance land and water connections between existing habitats to create wildlife corridors and to connect with surrounding communities' greenways and trails.

In order to enforce appropriate development standards within this corridor, a Greenway Corridor Overlay has been added to the Future Land Use Plan to better integrate the Parks, Trails, and Open Space criteria, guidelines, and implementation with future land uses. The criteria for inclusion in the conceptual greenway corridor are outlined below.

- High and moderate quality natural areas, as defined by the NRI;
- Other unique and or ecologically significant areas;
- Semi-natural areas immediately adjacent to natural areas;
- Riparian areas including water bodies and wetland complexes;
- Natural corridors with natural/semi-natural areas, for example: streams, drainage ways, and ridges;
- Natural or semi-natural corridors connecting publicly owned open spaces; and
- Areas that serve as logical links between natural areas, particularly those that have potential for restoration to native vegetation.

- **Greenway Overlay** – The corridor is shown on the Future Land Use Plan as an overlay that follows the greenway corridor identified in the Parks, Trails, and Open Space Plan in Chapter 7. Figure 4.3 – Greenway Overlay is presented in green hatched lines as shown on the map. The land uses within the overlay consists of mainly low density residential and urban reserve areas. The intent of this overlay is to create a tool that will protect natural features within the corridor while providing for appropriate level of development and opportunities for public use such as a natural trail corridors. The best method to implement this corridor will come through creation of a zoning overlay or environmentally sensitive areas ordinance that will create requirements for protecting natural resources in the corridor and how development may occur. This provides the highest level of regulation and protection of natural resources and/or open space within the highest priority areas in the City.

**Figure 4.3- Greenway Overlay**



- **Cluster Style Development** – Elements of Greenway Overlay may include use of cluster development techniques as shown on Figure 4.4 – Cluster Development.

The goals of a cluster style development are to preserve areas of natural features in private, common, or public open space. This

is currently allowed through Planned Unit Developments and could be an element of the overlay district. Done correctly, cluster development can achieve preservation of open space and can be accomplished without limiting the development potential of the land. This method can offer a development incentive for preservation of open space and can require open space to be permanently protected. Incentives can include deviations from subdivision or zoning regulations, allowance for increased density or density transfer, staging plan flexibility, streamlined approval process or acceptance of sensitive areas in lieu of park dedication or conservation easements. The use of cluster development increases the potential for new development to be designed to fit into the natural landscape. The use of this technique will require municipal water and sewer. Correctly done, the open space is not only protected, but it also enhances the development which can improve the quality of life and property values of those homeowners.

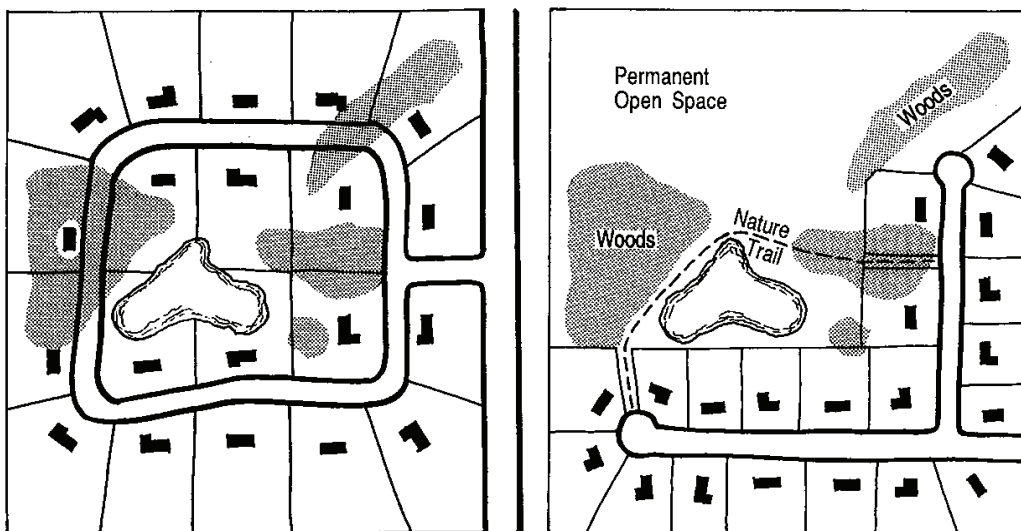
***...encourage master planning to accomplish the open space preservation goals...***

Another method that may be included in the zoning overlay requirements will be to encourage master planning to accomplish the open space preservation goals of the Comprehensive Plan and the implementation of the Parks, Trails, and Open Space Plan. A Conservation Subdivision approach, incorporating the flexibility of the PUD tool, is another option that uses many of the strategies listed above to work with developers to maintain the economic viability of proposed developments while preserving natural open spaces and greenways.

In summary, a conservation development process, by overlay zoning and/or PUD techniques, is the City's best method to achieve the City's goals for preservation and enhancement of resources. This is a new approach for the City and for open space preservation. It is an important first step in the growth management process.

Creation of the Greenway Corridor Overlay sets the foundation for zoning regulations. This opportunity achieves the community's policy to ***incorporate residential planning with the preservation of natural resource corridors***. This overlay and subsequent ordinance will also achieve the goal to ***preserve greenways that link unique or ecologically significant natural areas***.

**Figure 4.4- Cluster Development**



**Figure A** (rated by 25% as "rural")

44 acre parcel  
20 lots (2 acres each)  
No open space  
No pond access except from four lots

**Figure B** (rated by 75% as "rural")

44 acre parcel  
20 lots (3/4 acre each)  
25 acres of open space  
Pond access for all residents

## RELATIONSHIP TO MET COUNCIL DEVELOPMENT FRAMEWORK

In addition to guiding Dayton's future growth, the community's Land Use Plan also relates to growth and development in the region as a whole. As part of the seven-county metropolitan area, Dayton is expected to absorb its share of the region's growth. The Comprehensive Plan must demonstrate the City's capacity to absorb this growth. The Comprehensive Plan must also demonstrate that this growth will be managed to ensure efficient use of the region's infrastructure, specifically the sewer and transportation system. The Metropolitan Council has developed the following objectives and policies for cities in the Metropolitan area to ensure efficient use of the region's infrastructure.

- Accommodating growth in a flexible, connected, and efficient manner.
- Slowing the growth in traffic congestion and improving mobility.
- Encouraging expanded choices in housing locations and types.
- Conserving, protecting, and enhancing the region's vital natural resources.

The City has prepared a plan that responds to community goals and to the Metropolitan Council's strategies for developing communities, as outlined in the Regional Development Framework. This Plan adequately addresses future needs of the community and the region for the following reasons:

- The plan identifies areas of high density residential uses at densities of 8 units per acre or more to provide a mix of housing options for residents and to create opportunities for affordable housing in the City. The plan provides for approximately 2,740 additional units at a density of 8 units per acre or more by 2030.
- The plan designates areas for mixed-use development to accommodate retail, commercial/office, and housing which will improve access to jobs and other services and opportunities. The Future Land Use Plan includes 697 net acres of mixed-use.

- The plan protects natural resources areas (as identified in the City's NRI) by identifying sensitive areas and planning development accordingly. The City has already netted out environmentally sensitive areas from its land use calculations, and the Comprehensive Plan will identify strategies and policies to protect natural resource areas. The first of these is the inclusion of the Greenway Overlay that will be enforced through creation of a zoning overlay with standards for protection and standards for development in the overlay.
- The plan designates higher density housing opportunities along major transportation corridors to increase efficiency of the region's transportation system and take advantage of future transit opportunities. For example, the City has planned a large area of mixed-use (to include higher density housing) and medium and high density residential uses along the I-94/Hwy 81 corridor which will also provide opportunities for Transit Oriented Development (TOD).
- The plan achieves a minimum net density of 3.0 to ensure the region's infrastructure is used efficiently.

Throughout the Comprehensive Planning process, the City of Dayton had frequent communication with the Metropolitan Council regarding the density calculation and the methodology for reaching a minimum net density of 3 units per acre. (Dayton used the Metropolitan Urban Service Area (MUSA) guidelines, as revised on September 12, 2007, to calculate the average net density.) Based on discussion with the Metropolitan Council, existing sewer low density residential development was included in the density calculation. Existing unsewered development was excluded from the density calculation. However, before providing wastewater service to these unsewered parcels, the City will need to submit a Comprehensive Plan Amendment with updated citywide density calculation that includes the proposed sewer parcels in the density calculation. For sewer to be provided, the citywide density will need to be a minimum of 3 units per net acre. Because the City

has not participated in plat monitoring, the minimum of each density range was used in calculating the overall average net density.

## FORECASTS

The Future Land Use Plan was used to develop household, population, and employment forecasts based on land use acreages and proposed densities. Each land use has an associated density, which was multiplied by the number of net acres within the various land use categories to determine potential growth in household units. It is to the City's benefit to plan for a variety of land uses and densities to ensure the greatest opportunity in housing choice, along with new commercial and industrial growth. This is the City's opportunity to express its plan for growth. However, it is important to understand that these numbers represent the total potential in units if all land areas develop at the densities permitted. When related to future regional system capacity, the Metropolitan Council bases their maximum forecast potential review to ensure that growth can be accommodated, particularly when forecasting for sanitary sewer needs. During conversations with the Metropolitan Council during the planning process the City requested an increase in forecasts based on the Future Land Use Plan. The Metropolitan Council responded that regional infrastructure does have the capacity to accommodate Dayton's revised forecasts.

The Future Land Use Plan results in a significant increase in the number of households and population in Dayton, as it provides for an ample increase in higher density and mixed-use housing options. Additionally, to meet the Metropolitan Council's minimum net density requirement of 3.0, a minimum density of 2.3 was assumed in low density areas. In reality, all lands will not develop at the densities stated below or at exactly the timeframe indicated on the Staging Plan. The fact that Dayton has not had regional infrastructure in the past makes predicting forecasted growth difficult. This challenge is combined with the need to meet the intended 3.0 units per acre for future development. In order to meet this density requirement, the City needs to accommodate enough residential land at high enough density to show its intent to meet the density requirement.

In response to uncertainty regarding the pace of growth, Dayton has prepared a Future Land Use Plan that provides for flexibility during this planning period to meet demand for potential development, provide opportunity for commercial and industrial job and tax base growth and meet life-cycle housing needs in the City for all current and future residents. The City has also prepared a Plan that integrates the community's existing parks, natural resources, and transportation system to ensure protection of important natural resources; to implement the Parks, Trails and Open Space Plan; and to integrate future roadway improvements to support this new growth.

The City used the minimum allowed densities to calculate the overall average net density. The following land uses and minimum densities are assumed:

- Low Density Residential: 2.3 units/acre
- Low-Medium Density Residential: 4 units/acre
- Medium Density Residential: 6 units/acre
- High Density Residential: 10 units/acre
- Mixed Use: 8 units/acre

One exception to the above stated densities is for parcels located in the Mississippi River Critical Area boundary and Wild and Scenic which is the same boundary in the City of Dayton. Requirements in this critical area boundary call for use of 20,000 square foot lots or cluster development and 50% open space. In order to accurately determine potential future densities the lands in the critical area boundary were reduced to 2.2 to match the 20,000 square foot lot requirement. This reduction in density is for all lands in the critical area no matter what the land use guidance calls for. This is clearly reflected on 4.6- Forecast by Staging. In the column "land use by staging area" the acres of each category, of each staging year in the critical area were broken out and calculated at a density of 2.2 units per acre, versus what the land use designation calls for. Overall, the city exceeds the overall net density at 3.06 even with planning for low density in the Mississippi River Critical Area.

These densities result in plan forecasts that are significantly higher than the Metropolitan Council forecasts presented in the City's system statement. The Metropolitan System Statement forecasts are presented in Table 4.4 – Metropolitan Council System Statement Forecasts (September 2005).

**Table 4.4- Met Council System Statement Forecasts (September 2005)**

	1990	2000	REVISED DEVELOPMENT FRAMEWORK		
			2010	2020	2030
Population	4,392	4,693	5,600	20,100	28,700
Households	1,359	1,546	2,000	7,800	11,000
Employment	498	1,057	3,900	5,800	6,900

The City's Land Use/Staging Plan forecasts for each staging period are presented below in Table 4.5 – City of Dayton Forecasts. These figures represent the total number of residents, households, and jobs within the City of Dayton for the years 2010, 2015, 2020, and 2030, and can therefore be compared directly with the figures presented in Table 4.4. The northwest corner of Dayton will continue to receive sewer service from the City of Otsego. The City of Dayton is planning to continue to serve this area from Otsego rather than the Metro Waste Water Treatment Plant (WWTP). Therefore, the Otsego staging area forecasts are presented separately from the rest of the City's forecasts in Table 4.5. Comparatively, the

City is forecasting a total of 14,600 households for 2030 which translates to a 2030 population of approximately 35,100 (assumes 2.4 persons per household). This revised forecast is based on discussion and agreement by the Metropolitan Council.

The large areas designated for mixed-use, commercial, and industrial development result in an employment forecast of 12,500 (assumes 9 employees per acre) for the Metropolitan Council sewer service area and an additional 808 jobs in the Otsego sewer service area.

**Table 4.5- City of Dayton Forecasts**

	2010	2020	2030	Otsego	2030 + Otsego
<b>Population</b>	8,400	26,200	34,221	919	35,100
<b>Households</b>	2,900	10,900	14,259	341	14,600
<b>Employment</b>	2,100	8,000	11,700	800	12,500

## STAGING

The Metropolitan Council asks developing cities to provide the anticipated rate of growth based on five-year increments. Development of such a staging plan provides several benefits to the City.

- A staging plan creates orderly logical growth pattern based on development patterns and availability of infrastructure.
- Allows for a connected transportation network.
- Clearly defines timing at which land is available for development.
- Allows the City greater control over the pace and location of new development combined with providing necessary services where each staged development will occur and when it occurs.
- Provides greater ability to plan, budget, and set goals for future development based on the Staging Plan.

In its Regional Development Framework, the Metropolitan Council defines strategies for developing communities to implement the Framework's policies. These strategies include the following:

- Stage local infrastructure and development plans to accommodate 20 years worth of forecasted growth.
- Select and implement local controls and tools for timing and staging of development throughout the community.
- Adopt ordinances or policies to accommodate growth and use land and infrastructure efficiently.
- Identify areas reserved for future urban development and develop strategies to minimize development in those areas that could preclude future urban development.
- Plan for necessary infrastructure improvements.

A Staging Plan was developed to guide the contiguous pattern and location of growth (Figure 4.5 – Draft Staging Plan) based on current development patterns and availability of infrastructure. The Staging Plan reflects the City's three growth areas, with current sewer service areas located in the three corners of the City, where regional interceptors are presently located. While a majority of the City will eventually be served by Metropolitan Council sewer interceptors, a small area in the northwest corner of Dayton will be served by Otsego service, as reflected on the Staging Plan. As the Staging Plan demonstrates, sewer is currently available in these three areas and will be made available in stages towards the center of the City. The Staging Plan translates to a development pattern in the northwest corner of the City occurring from east to west and north to south as infrastructure is constructed. Conversely, development in the southwest corner of the City is planned to occur from south to north and west to east as infrastructure is constructed. Finally, development in northeast Dayton will occur from east to west.

The goal of the Staging Plan is to manage growth and guide the orderly and cost effective provision of infrastructure at a rate that is consistent with forecasted growth, while responding appropriately to market conditions. The plan indicates the sequence of growth and anticipated timing. The City will assess market conditions and land capacity to determine when the next staging area will be open for development. The Staging Plan cannot force development to occur, but can be used as a tool to guide development appropriately. It should be clear that while there are legitimate reasons why cities should stage and time growth in an orderly and contiguous manner, there is nothing about adopting a staged growth plan that forces any private property owner to sell their land before they wish to do so.

Future land uses are broken down by staging areas and presented in Table 4.6 – Forecast By Staging. Density assumptions were also included to estimate the potential number of units to be accommodated in each staging area. It is important to note that like the Future Land Use Plan, the Staging Plan forecasts are based on total potential units. Given market uncertainty and a lack of historical growth to base forecasts on, Table 4.6 represents the City's best estimate of the timing of future growth.

Figure 4.5  
Staging Plan



- City Limit
- Staging Boundary
- Current
- 2010-2015
- 2015-2020
- 2020-2030
- Urban Reserve
- Otsego Service Area
- Elm Creek Park Reserve
- Right of Way
- Open Water
- NWI Wetland

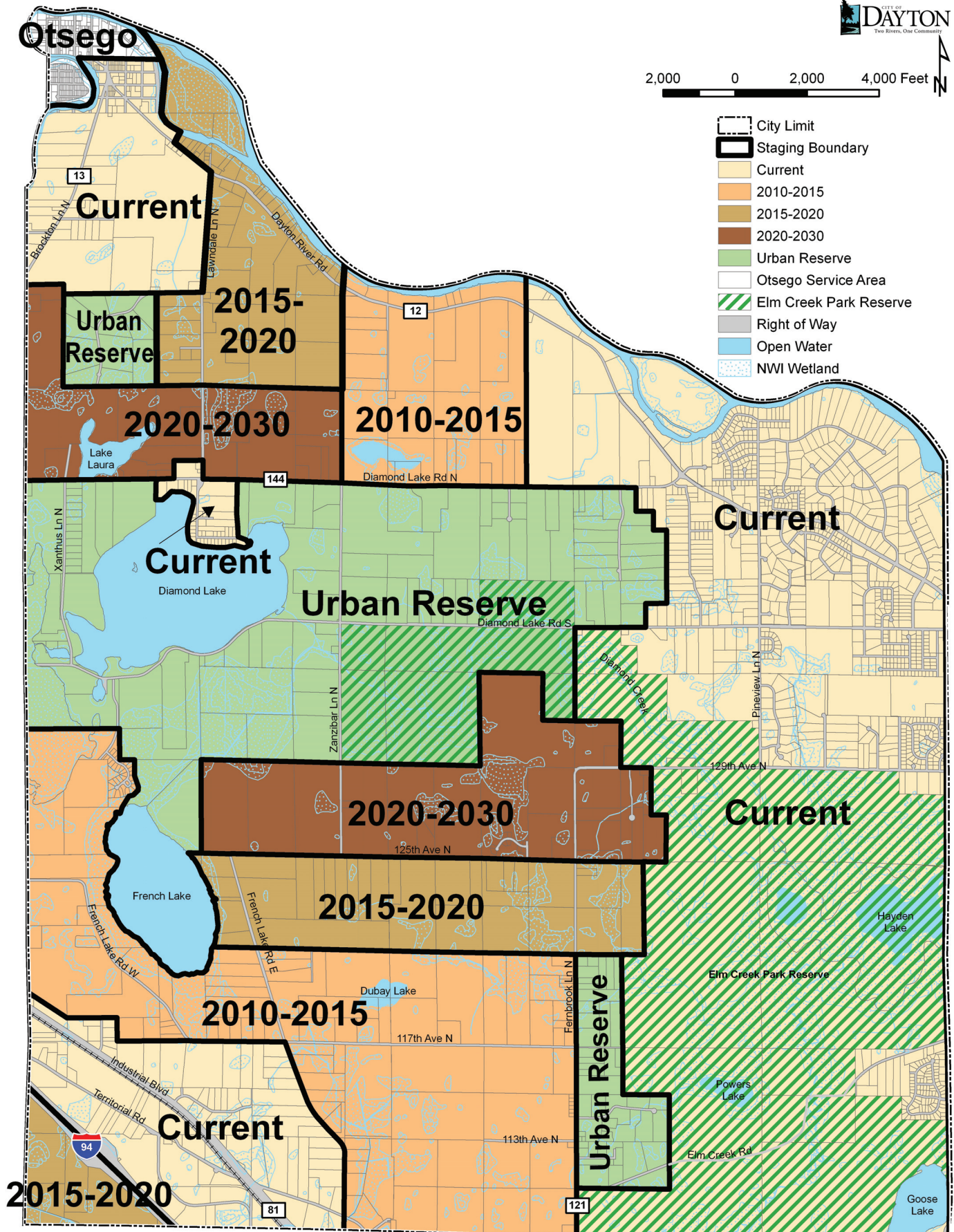


Table 4.6- Forecast by Staging

Staging	2030 Land Use	Gross Acres	Net Acres	Park Dedication**	Net Developable Residential Acres	Minimum Density (units/acre)	Unit Capacity
Current							
	Existing Sewered Low Density Residential*	491	467	0	467	1.18	551
	High Density Residential	41	37	4	34	10.00	337
	Low - Medium Density Residential	98	92	9	83	4.00	331
	Low Density Residential	744	702	70	632	2.30	1,453
	Critical Area Low Density Residential	101	99	10	89	2.20	196
	Medium Density Residential	91	86	9	77	6.00	462
	Mixed Use-25% Residential	312	287	29	65	8.00	517
	Critical Area Mixed Use	64	63	6	56	2.20	124
2010 - 2015							
	High Density Residential	132	112	11	101	10.00	1,005
	Low - Medium Density Residential	306	252	25	227	4.00	908
	Critical Area Low-Medium Density Residential	49	44	4	40	2.20	88
	Low Density Residential	1,292	1,060	106	954	2.30	2,194
	Critical Area Low Density Residential	43	41	4	37	2.20	82
	Medium Density Residential	118	73	7	65	6.00	392
	Mixed Use (Territorial Road)-25% Residential	48	47	5	11	8.00	85
	Mixed Use (Future Cty Rd)-50% Residential	86	76	8	34	8.00	273
2015 - 2020							
	Low - Medium Density Residential	42	39	4	35	4.00	142
	Low Density Residential	734	608	61	547	2.30	1,258
	Critical Area Low Density Residential	123	105	11	95	2.20	209
	Medium Density Residential	33	32	3	29	4.00	116
	Mixed Use (Future Cty Rd)-50% Residential	173	158	16	71	8.00	571
2020 - 2030							
	Low - Medium Density Residential	490	435	44	392	4.00	1,566
	Low Density Residential	830	711	71	640	2.30	1,471
Rogers-To MCES							
	Low Density Residential	59	55	6	50	2.30	115
Density (Unit Capacity/Net Developable Residential Acres)						3.0	

\*Includes 42.78 net acres of existing sewered low density residential in Critical Area

\*\*Park dedication based on City's adopted park dedication ordinance and Park Plan..

The plan is aggressive to provide for development flexibility. The City recognizes that staging flexibility is key to balancing efficient growth without discouraging development or allowing premature development; therefore, the City's Growth Management Policy will address criteria to open up the next staging area in accordance with the staging plan. This policy provides the City greater control to respond to market conditions.

## GROWTH MANAGEMENT

During the preparation of the Comprehensive Plan update, the City, along with the Comprehensive Plan Task Force, City Council, and Planning Commission, thoroughly considered how best to implement many of its new plans for sewer expansion, major transportation initiatives, park expansions/improvements, and accommodation of forecasted growth in an efficient manner. Through this analysis, the City has determined that managing growth through the orderly provision and expansion of infrastructure and other means is in the best interests of the public to ensure growth is orderly, efficient, and environmentally sound.

The purpose of a growth management policy is to ensure adequate staff and administrative capacity to conduct the permitting and construction supervision processes. During these processes, staff is responsible for ensuring that the purposes of the Comprehensive Plan and the standards and requirements contained in supporting codes and ordinances are met, that all of the necessary public infrastructure and services are either in place or shall be built concurrently, and that the proposed development shall not place a disproportionate economic burden on the community. These essential tasks require a significant amount of time and effort, and it is essential that City Staff has adequate capacity and expertise to ensure that these items are completed effectively and consistent with City policies and regional and state laws, policies, and regulations.

Dayton has an abundance of special natural resources within the community. Many of these resources are protected within the Elm Creek Park Reserve, but there are many other lakes, streams, and other important woodland and forest areas that exist outside this boundary and in areas of future development. The importance of natural resources protection is reiterated through the public comments received and is included in future goals and policies for new growth. It is important to identify these resources and create protection standards in advance of significant growth pressure to ensure their longevity. Dayton has already made significant progress towards protection of these resources through the development of its Future Land Use Plan, environmental overlays, staging, and growth management policies.

To help control the ultimate timing of growth, the City will create a Growth Management Policy that will manage when development will occur based on the timing and sequence illustrated in the Staging Plan. The Growth Management Policy is to be designed to serve as a tool to determine when the next staging area will open for development. The City recognizes that certain areas of the City may develop at a faster rate than others; therefore, the City wants to ensure that guidelines are in place to help assess when it is appropriate to open the next staging area, regardless of the stated year on the staging plan. This policy is intended to reinforce the Staging Plan, and to also provide for flexibility to address future market conditions. The Growth Management Policy provides a tool to ensure that adequate infrastructure is in place and to manage the timing of infrastructure availability in a way that is responsive to market conditions.

The Growth Management Policy provides the following criteria to open the next staging area in accordance with the Staging Plan.

- That a certain percentage of the net developable area of the present stage has been platted and a certain percentage of these platted lots have received a Certificate of Occupancy. Stage areas/years in different growth areas (southeast, northeast, and northwest) will be considered independently of one another to prevent the same staging years in one portion of the City affecting the opening of the same staging year area in another part of the City. Therefore if development in southeast Dayton occurs at faster rate than development in northwest Dayton, additional staging areas in southeast Dayton will be opened at an earlier date.
- Necessary feasibility studies have been prepared to determine extensions of utilities and transportation improvements required to support new development.
- Developer commitment to pay all costs associated with development.

The City will monitor land availability in each staging year on an annual basis, or sooner if warranted, to ensure adequate land remains available. Land opened in a staging area at the time set forth on the Staging Plan or after will not constitute a Comprehensive Plan Amendment.

The City reserves the right to accelerate beyond a staging year if:

- A large scale master planned project is located within both the current and next staging area and adequate infrastructure is in place or will be available to accommodate growth with the next staging area and/or
- A unique development project is proposed that achieves public benefits including but not limited to the preservation of natural resource areas; open space, park and or trail dedication in excess of requirements; provides a unique and desirable life-cycle housing opportunity such as affordable housing; improves or restores an ecological system, and/or provides greater diversification of tax base.

Any lands opened prior to the designated staging year will require a Comprehensive Plan Amendment.

## PUBLIC IMPROVEMENTS

Dayton's Engineering Design Manual identifies options to deliver public infrastructure improvements. The City will review all options at the time of development and will determine the preferred option to accommodate the development and best interest of the City.

### ***Dayton's policies for growth management are achieved.***

Dayton's Staging Plan and Growth Management Policy responds to City policies to ***create a staging plan that supports infrastructure expansion and land use growth plans.*** In addition, through the staging of development and use of an overlay, the plan achieves the policy ***to protect natural features, slopes, and sensitive areas such as rivers, streams, wetlands, lakes, farmland,***

***natural open space, Elm Creek Regional Park, and local parks as development proceeds.*** The Growth Management Policy will also work towards policies to ***prepare long-range transportation and infrastructure plans that will direct and support future growth and allow the City to financially plan for such growth and to expand the level of community services to keep pace with overlay development.***

To work most effectively, the Growth Management Policy will be a tool used by the City in considering future development, and should be reviewed annually or more often as development warrants.

## PROTECTING SPECIAL RESOURCES

As required by state statute, a municipality's Comprehensive Plan must also include strategies for protection of special resources including solar access, historic preservation, aggregate, and Critical Area. These strategies are discussed below.

**Solar Access** – Minnesota Statutes require an element for the protection and development of access to direct sunlight for solar energy systems. The purpose of this legislation is to prevent solar collectors from being shaded by adjacent structures or vegetation and to ensure that development decisions do not preclude the possible future development and use of solar energy systems. To ensure the availability of solar access, the City of Dayton will, whenever possible, protect access to direct sunlight for solar energy systems on principle structures. The City of Dayton will consider solar access in the review of site plans and planning decisions.

**Aggregate Resources** – The Metropolitan Council requires cities to identify the location of aggregate resources within the community based on the Minnesota Geological survey within the Comprehensive Plan. No aggregate resources were identified in the City of Dayton.

**Historic Preservation** – Dayton contains many valuable historic resources. Dayton's Historic Village area in the northwest corner of the City was settled in the 1800s. The area still retains its historic character with older, smaller scale structures; small

lot sizes; and a traditional grid network of streets. The City completed a master plan in 2004 to update policies and ordinances for the Old Village, establish an environment for redevelopment, and address new issues related to expanded sewer and water services in the area. As part of this comprehensive plan process, the City has also developed a Historic Village plan to guide redevelopment in the area which is included as a separate chapter of the Comprehensive Plan. The preservation of historic structures is addressed as part of this chapter.

**Critical Area** – Dayton’s strategies for Critical Area protection are discussed as part of the Comprehensive Plan’s Natural Resource chapter.

