

Land Use Analysis and Plan

Pattern of Land Use, 2007

The pattern of land use in Waconia is shown by Figure 3-1 and tabulated by Table 3-1. It can be broadly described as a traditional small-town pattern consisting of downtown core of shops and office surrounded by rings of housing that decrease in age and density moving outward. Lake Waconia truncates that pattern on the north while farmland abuts Waconia on its other edges, reinforcing the community's historic role as a free-standing urban center serving rural Carver County.

Waconia maintains a fairly compact pattern of development despite the rapid growth of the past ten years and its leap across Highway 5. Waconia Parkway has been established through City plans as the western edge of growth for the foreseeable future. New neighborhoods are adjacent to prior areas. Upcoming construction is expected to be in the gaps (the "missing teeth") of the pattern. Official plans for collector streets and the sequence of sanitary sewer and water trunk lines guide investors to continue contiguous development.



Waconia has many attractive neighborhoods with treed-lined streets and access to nearby wetlands or ponds.

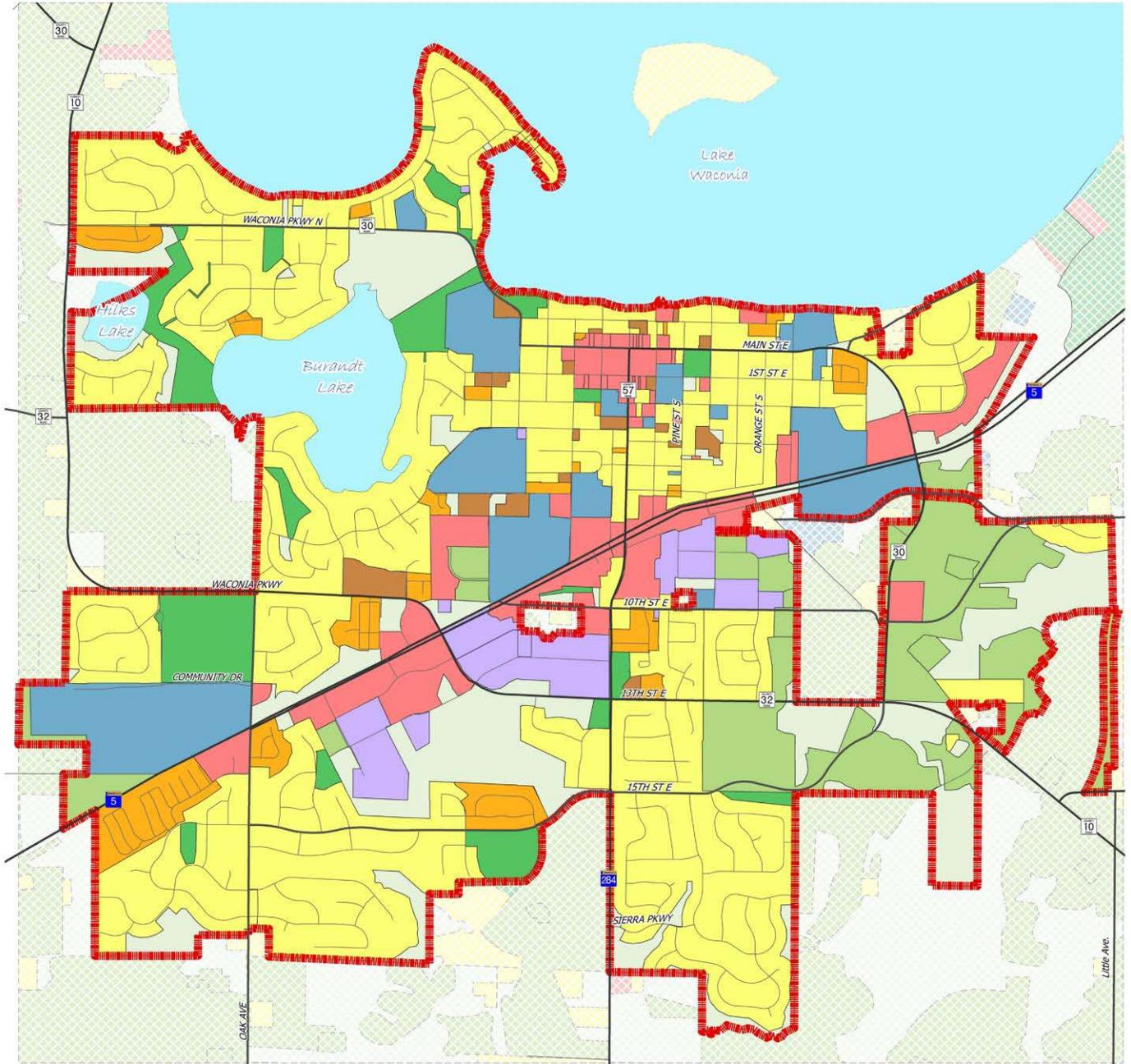
Existing Land Use, 2006

The map of existing land use shown by Figure 3-2 was based on data from the Twin Cities Metropolitan Council GIS and corrected or updated by the City of Waconia.

**Table 3-1
Land Use by Acreage, 2006**

Existing Land Use Category	Net Acreage*	Category Description
Low-Density Residential	1,405	Areas with buildings having one or two housing units and designed for occupancy by one or two households. The density is typically 2 to 4 housing units per net acre.
Mid-Density Residential	96	Areas with buildings with three or more housing units, each with an individual outdoor entrance. The density is typically 4 to 8 housing units per net acre.
High-Density Residential	29	Areas with buildings having three or more housing units with interior entrances from a shared hallway. The density is typically 8 to 25 housing units per net acre.
Commercial	170	Areas with buildings for businesses selling goods or services directly to individual consumers not to other businesses. Includes the hospital and medical clinics.
Industrial	108	Areas with businesses engaged in manufacturing, warehousing or wholesale trade. Also includes major public or private utilities such as water, wastewater or electricity.
Institutional or Public	273	City or County properties, schools or churches.
Park	257	Public land use for recreation.
Wetland or Open Space	2,407	Areas mapped and defined by a the Minnesota DNR or US Army Corps of Engineers as wetland.
Golf Course	144	Private or public golf course.
Rural	3,449	Farms and the houses and outbuildings associated with a farm.
Right-of-Way	682	Land owned by the City, County or State for roads.
Water	278	Lakes, ponds or streams.
Total	9,298	

* "Net Acres" includes local, collector and arterial road rights-of-way, minor wetlands not shown on the land use plan map and stormwater ponds. It excludes major wetlands and water bodies and public parks.



April 10, 2009

City of Waconia Comprehensive Plan

- Rural
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Industrial
- Institutional
- Park
- Golf Course
- Wetland / Open Space
- Water
- Municipal Boundary
- Orderly Annexation Area
- Agricultural Preserve Program Property

Hatched areas denote land outside of the Waconia Municipal Boundary

40 Acres

10	10
2.5	10



Figure 3-1
Existing Land Use, 2007

For decades, the Minnesota Highway 5 corridor was the southern edge of the community. Now the highway divides the city. Since 1990, new residential neighborhoods have sprung up south of Highway 5 and include several types of attached housing in master-planned neighborhoods along with single-family detached houses.

The Highway 5 corridor, which links Waconia to the Twin Cities, includes a substantial amount of commercial or industrial development and attached housing. Substantial additional commercial growth was underway in 2007 south of Highway 5 opposite County Road 30. County Road 10 will be rerouted to serve this area, called Interlaken. Because of its high traffic volumes and speeds, Highway 5 is a major divider of the Waconia community.

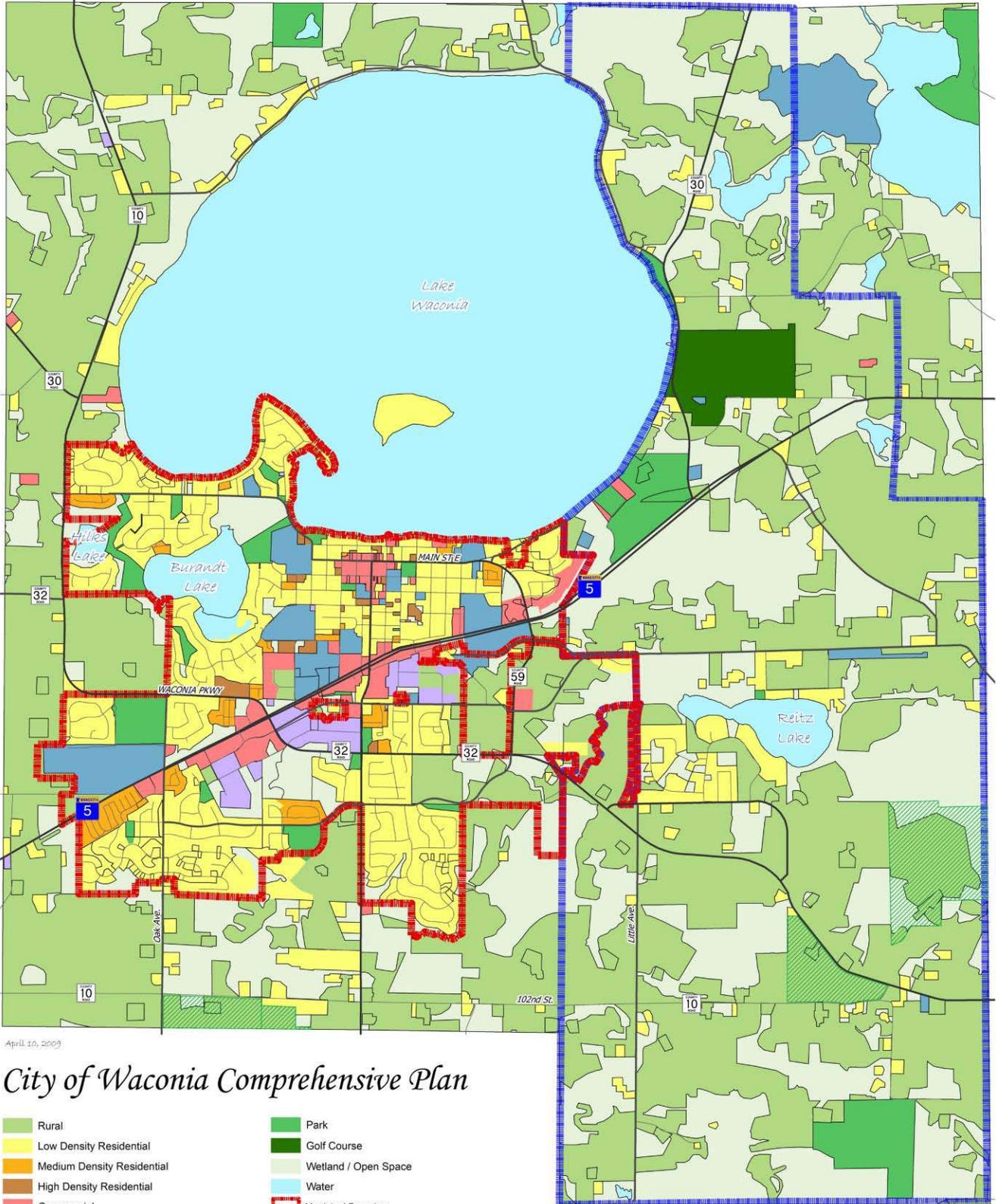
Waconia's major employer is Ridgeview Medical Center, located just outside the downtown between Maple and Cherry Streets. Ridgeview is an independent, full-service, 129-bed acute care hospital and the heart of a regional medical network that includes neighborhood clinics, emergency facilities, and specialty programs and services. Recent growth activity includes a medical professional office building, a clinic for women and children, and a regional heart clinic. The center has additional plans for long-term growth at this campus.

The city includes two public elementary schools (Bayview and Southview), Clearwater Middle School and Waconia High School plus two private, religious elementary schools, St. Joseph's Catholic School and Trinity Lutheran School.

The Interlaken residential and commercial development on the southeastern edge of the community will help improve traffic circulation north-south and east-west. Tenth and Thirteenth Streets will be extended east to link to the relocated north-south County 10 and another future County highway that will run between the City of St. Bonifacius and US 212. Interlaken will include single-family houses, rowhouses, apartments, offices, shops (including a Target Store), parks and protected wetlands.

The Legacy Village neighborhood, being developed in 2007 and located north of Interlaken and Highway 5, includes several housing types, commercial space and 12 boats slips on Lake Waconia.

There are three locations just south of Highway 5 that accommodate manufacturing, warehousing and office-based businesses. Unfortunately, this pattern is fragmented and constrained in its expansion possibilities.



April 10, 2009

City of Waconia Comprehensive Plan

- | | |
|--|--|
|  Rural |  Park |
|  Low Density Residential |  Golf Course |
|  Medium Density Residential |  Wetland / Open Space |
|  High Density Residential |  Water |
|  Commercial |  Municipal Boundary |
|  Industrial |  Orderly Annexation Area |
|  Institutional |  Agricultural Preserve Program Property |

40 Acres



Figure 3-2
Existing Land Use, 2007

Crown College and Island View Golf Club are located along County 30 outside the City in the Orderly Annexation Area.

The 23-acre Carver County Fairgrounds is located on the near west side of the community between a residential neighborhood and the Ridgeview Medical Center. Because this site is only used five days per year, redevelopment is a possibility.

Vacant Developable Land

The following table indicates the amount of land in Waconia that was platted and have City utilities available as on December 31, 2006.

**Table 3-2
Vacant Development Land, 2006**

	Parcels	Acreage
Parcels for Detached Houses	1,129	
Parcels for Townhouses	883	
Industrial Acreage		30
Commercial Acreage		73
Totals	2,012	103

Source: City of Waconia, 2007.

Includes Interlaken post-2010.

Industrial and commercial acreage is approximate and based on data from 12-31-2006.

The 2,012 available housing parcels represent an eight-year supply based on the forecast rate of growth forecast by the Twin Cities Metropolitan Council and shown in Table 2-1.

Approximately 60 acres of the available commercial land is located in the Highway 5 corridor, 13 acres in the Medical Business district and less than one acre in the downtown.

There are four acres of land zoned and undeveloped in the Waconia West Industrial Park.

Land Needed to Accommodate Forecast Growth

To provide housing for the number of additional households forecast by the Metropolitan Council for the periods 2006 to 2030, there would have to be approximately 250 new housing units built annually.

At an average annual rate of 250 new units, Waconia had an eight year supply of approved but unbuilt-upon lots or unbuilt attached housing units as of December 31, 2006. Thus, the high pace of approval activity during the 2000 through 2004 period has left Waconia and its builders with more housing supply than can be absorbed in the short term but which will eventually be consumed. A supply of about two years of approved lots or units would be appropriate for a healthy housing market.

The following table indicates the approximate number of acres of land development needed in and around Waconia to accommodate that forecast housing growth plus related commercial, industrial and other urban needs.

Table 3-3 suggests that over the period from 2005 to 2030, Waconia could witness approximately 2,700 acres of urban development. Approximately 500 of those acres were platted as of December 31, 2006 while another 2,200 would be perimeter growth.

**Table 3-3
Forecast of Waconia Land Needs, 2006-2030**

			2006- 2010	2011- 2015	2016- 2020	2020- 2025	2026- 2030	Total
Households Growth (units)			966	1,750	1,750	1,000	1,000	6,466
Housing Units Growth (units)			995	1,803	1,803	1,030	1,030	6,660
	Units per							
	Net Acre	%			Net Acres			
Low-Density Housing Acreage	2.7	0.5	184	334	334	191	191	1,233
Mid-Density Housing Acreage	6.0	0.35	58	105	105	60	60	388
High-Density Housing Acreage	14.0	0.15	11	19	19	11	11	71
Total Gross Housing Acreage	3.9		253	458	458	262	262	1,693
Total Acreage Needed Assuming that Housing = 65 Percent of Land Needs:								
Residential Acres	0.65		253	458	458	262	262	1,693
Retail & Service Acres	0.10		39	71	71	40	40	260
Industrial & Office Acres	0.15		58	106	106	60	60	391
Other Acres*	0.10		39	71	71	40	40	260
Total Acres	1.00		389	705	705	403	403	2,605
Acreage of Platted but Unbuilt Lots								524
Net Additional Acreage Needed on Waconia Fringe								2,081
Factor for Market Choice	0.20		78	141	141	81	81	521
Total Fringe Acres to Include in the Land Use Plan								2,602

"Net Acres" includes local and collector street rights-of-way, minor wetlands not shown on the land use plan map and storm water ponds. It excludes major wetlands and water bodies, public parks, and arterial roads.

"Other Acres" includes arterial road ROW, parks, floodplain, major wetlands, schools and other public lands.

Note that the estimate of Net Additional Acres Needed was increased by 25 percent. That step was added to help ensure that a sufficient amount of land is included on the land use plan so that the amount of land available for urban services does not artificially increase land prices.

Recent Housing Development Activity

Table 3-4 lists the number of building permits issued annually for new housing units in Waconia between 1997 and 2006.

**Table 3-4
Number of Single- and Multi-Family Housing Building Permits (Units)**

Year	Single-Family	Multi-Family	Totals
1997	148	38	186
1998	172	26	198
1999	166	18	184
2000	147	63	210
2001	128	18	146
2002	135	48	182
2003	130	108	238
2004	88	109	197
2005	74	61	135
2006	68	32	101
Totals	1,256	521	1,777
Annual Average	126	52	177

Estimated Number of Housing Units and Population

Table 3-5 indicates the City’s estimate of the number of housing units in Waconia in 2003, 2004, 2005 and 2006.

**Table 3-5
Estimated Number of Housing Units, 2003-2006**

	Year End			
	2003	2004	2005	2006
Single-Family Units	2,373	2,461	2,535	2,603
Multi-Family Units	1,047	1,156	1,217	1,249
Total Units	3,420	3,617	3,752	3,852
Estimated Occupied Units				3,659
Estimated Persons per Household				2.62
Estimated Population				9,587

Source: City of Waconia, 2007.

The estimate of housing units and population in Table 3-5 is very close to the forecast from the Twin Cities Metropolitan Council shown in Table 2-1 of the Community Profile chapter of this plan. However, the estimate for year 2006 population in the above table is approximately 500 people higher than the one shown in Table 2-1.

Public Facilities

Schools

The current school campus on the western side of Waconia is landlocked and the buildings are beginning to approach capacity. A new high school may be needed by 2018 and a new elementary school by 2013. A recent study group recommended that the high school become a middle school for grades 6, 7 and 8 and the current middle school become an elementary school. The site for the future high school and elementary school was recommended to be approximately 100 acres in size to accommodate athletic facilities and located either: (a) adjacent to current middle school/high school site; (b) north/northeast of the City of Waconia; or (c) southeast of the City of Waconia. Task Force members believe that the availability of sewer and water service is an important factor, as is cost a major consideration. The school district should consider as many sites as possible.

Recently, the school district has expanded the facilities at both Waconia elementary schools, the middle school and the high school. There were 3,000 students enrolled in the district in the 2006-07 school year, and 6,000 are forecast by year 2017.

Public Utilities

The Metropolitan Council completed the construction of Lift Station #3 east of the City and the associated forcemain along Highway 5 in the late 1990s. The comprehensive Plan completed in 1999 identifies properties that will be able to receive service and benefit from that lift station through the year 2020.

The City completed splitting the forcemain currently shared by two other lift station, L-284 (near the Public Works Garage) and L-52 (on Lakeview Terrace).

In 2005, the Metropolitan Council began a Sewer Facility Plan that will analyze sanitary sewer needs for the Cities of Victoria, Waconia, St. Bonifacius and Minnetrista so as to determine the system improvements needed to 2040.

The water treatment facility built by the City on 10th Street has been operational since the fall of 1996. This plant will be able to service future development east of the current city limits. In 2002, the City constructed and enhanced the water treatment facility behind the fire station at Maple and Main Streets. This will provide the City with even more treatment capabilities.

Fire Protection

The Fire Station Addition was completed in 2006 (located at Main and Maple Streets). A new water tower and new Department of Public Works facility on 10th Street were completed in 2007.

Zoning and Growth Management

City of Waconia Zoning: The pattern of land use has been managed over the years through careful application of a zoning ordinance and a succession of comprehensive plans, the most recent of which was adopted in 1998 (and summarized in the Community Profile chapter). That plan designated Transition Areas on the fringe of the community and indicated the sequence in which they should be served by public sewer and water lines. Land in the Transition Areas is zoned for one house per 40 acres as is the land in the adjacent townships, which is under Carver County zoning. That approach ensures property can be economically and efficiently subdivided into City-sized lots if or when the time comes.

The Waconia Zoning Ordinance includes these districts and features:

- R-1 Single-Family Residential District (10,500 square foot minimum lot size)
- R-2 Single-Family Residential District (7,850 square foot minimum lot size)
- R-3 Medium-Density Residential District (multiple-family buildings)
- R-4 Mixed Residential District (a variety of housing types in a lakeshore neighborhood)
- R-5 High Density Residential District (multiple-family buildings)
- B-1 Highway Business District
- B-2 General Business District
- B-3 Central Business District
- B-4 Health Care Business District
- I-1 Industrial Park District
- I-2 General Industrial District
- P Public District
- C Conservation District (wetlands and woodlands)
- A Agricultural District (applied to the newly-annexed Transition Areas)
- PUD Planned Unit Development District
- F-1 Fairgrounds District
- Floodplain Overlay District
- Shoreland Overlay District
- Environmental Protection Regulations (wetlands, slopes, trees, erosion control)
- Landscaping and Screening Regulations
- Performance Standards (noise, air quality, lighting)
- Off-Street Parking, Loading, and Access Regulations

Carver County Zoning: Carver County regulates land in the two townships that surround Waconia. Land surrounding Waconia is zoned either Transition Area Overlay, which requires a maximum housing density of one house per 40 acres and prohibits new animal agriculture operations, or Agriculture, which requires a maximum housing density of one house per 40 acres. Both zoning districts reduce inefficient, semi-rural, non-sewered development and allow efficient, contiguous, serviced city growth.

Orderly Annexation Agreement

The City has made a decision to expand to the east rather than to the west. Ease of access to and from the jobs of the southwestern Twin Cities suburbs via Highway 5 was one reason for that decision. Another factor was the immediate availability of the regional wastewater lift station constructed on the east side of the community (most recently in 1998 with the new construction of Lift Station #70).

An Orderly Annexation Agreement was executed in the mid-1970's among Laketown Township and the Cities of Waconia, Victoria and Chaska, the boundaries of which are illustrated by Figure 3-4.

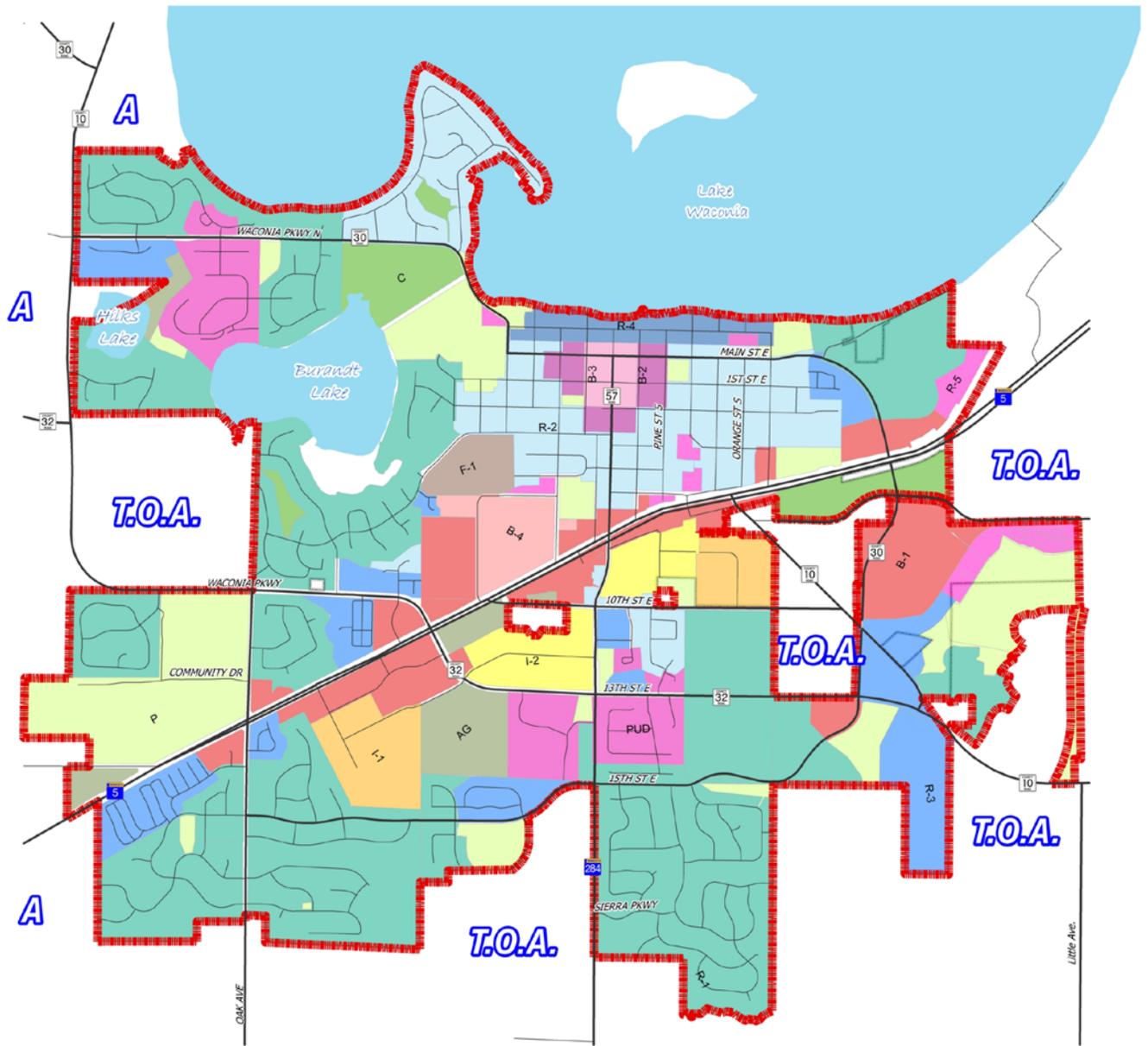
That agreement will allow the City to annex land in stages without objection from the Township. The City will be able to plan and budget for the extension of trunk utility lines, sewage lift stations, water pressure and storage towers, and collector roads to serve those locations. Landowners and investors will have a general guide for their business plans. The few properties protected by the Metropolitan Agricultural Preserves Program will be able to remain under cultivation but be decertified in a timely fashion. The agreement will also help reduce political pressure for any more unsewered housing subdivisions near Waconia, allowing efficient and well-planned growth. Compact, staged urban growth also helps preserve highly productive farmlands by attracting housing to the city rather than encouraging it to be spread across the countryside.

The City of Waconia prepared a plan showing how public sewer and water utility lines could be extended to serve the annexation area and the anticipated sequence of urban growth.

Road improvements will be made to serve this area also:

- Extending a new north-south County Highway from the intersection of Highway 5 and County Road 30 south to join Little Avenue.
- Extending County Road 32 / 10 easterly to join the existing County Highway 10 alignment near the middle of Section 30.
- Realigning County Highway 10 to the east from its present intersection with State Highway 5 to a point opposite the County Road 30 intersection.

Current land use in the Orderly Annexation Area includes Crown College, a private four-year liberal arts school, Lake Waconia Regional Park, Island View Golf Club, a large-lot residential subdivision southwest of Reitz Lake, and a scattering of farm houses.



City of Waconia Comprehensive Plan

February 10, 2009

City of Waconia Zoning Districts	
AG - Agricultural District	P - Public District
B-1 - Highway District	PUD - Planned Unit Development
B-2 - General Business District	R-1 - Single Family Residential
B-3 - Central Business District	R-2 - Single Family Residential
B-4 - Health Care Business District	R-3 - Medium density Residential
C - Conservation District	R-4 - Mixed Residential District
F-1 - Fairgrounds District	R-5 - High Density Residential
I-1 - Industrial Park District	Municipal Boundary
I-2 - General Industrial District	

Carver County Zoning Districts	
A	Agricultural Zoning
T.O.A.	Transition Overlay Area



Figure 3-3
Pattern of Zoning, 2008

Natural Resources

The pattern of lakes, streams, wetlands and major wooded areas is illustrated by Figure 3-5.

Lake Waconia is obviously the largest water body in the vicinity (in fact, the entire county) and is renown for its excellent sailing conditions. It is ringed by a County Road and has a number of houses on its perimeter. In Waconia, most of the shoreline is privately owned, and the only City waterfront park is Cedar Point, west of downtown. However, Carver County is creating Lake Waconia Regional Park just east of the City, and Coney Island may be acquired and designated as a Regional Park.

Burandt and Scheuble Lakes provide amenities for the adjacent housing along with water quality improvements for Lake Waconia.

There are several wetlands in or near Waconia, as illustrated by Figure 3-5. City zoning regulations protect wetlands defined by state or federal agencies.

Steep slopes are not a major factor in land use planning around Waconia. The largest such incline is the sledding hill in Lake Waconia Regional Park built with excess soil from the Highway 5 realignment project.

Several minor streams exist around the community but none of planning-level significance.

Protective Regulations

The City protects natural resources with these regulations:

Shoreland Overlay District (Section 900.06, Subd. 7)

The Shoreland includes all land within 1,000 feet of the ordinary high water of a protected water of 10 acres or more, within 300 feet of a river or stream, landward extent of a flood plain on such a river or stream, whichever is greater. The public waters that have shorelands protected by these regulations are listed in Table 3-6.

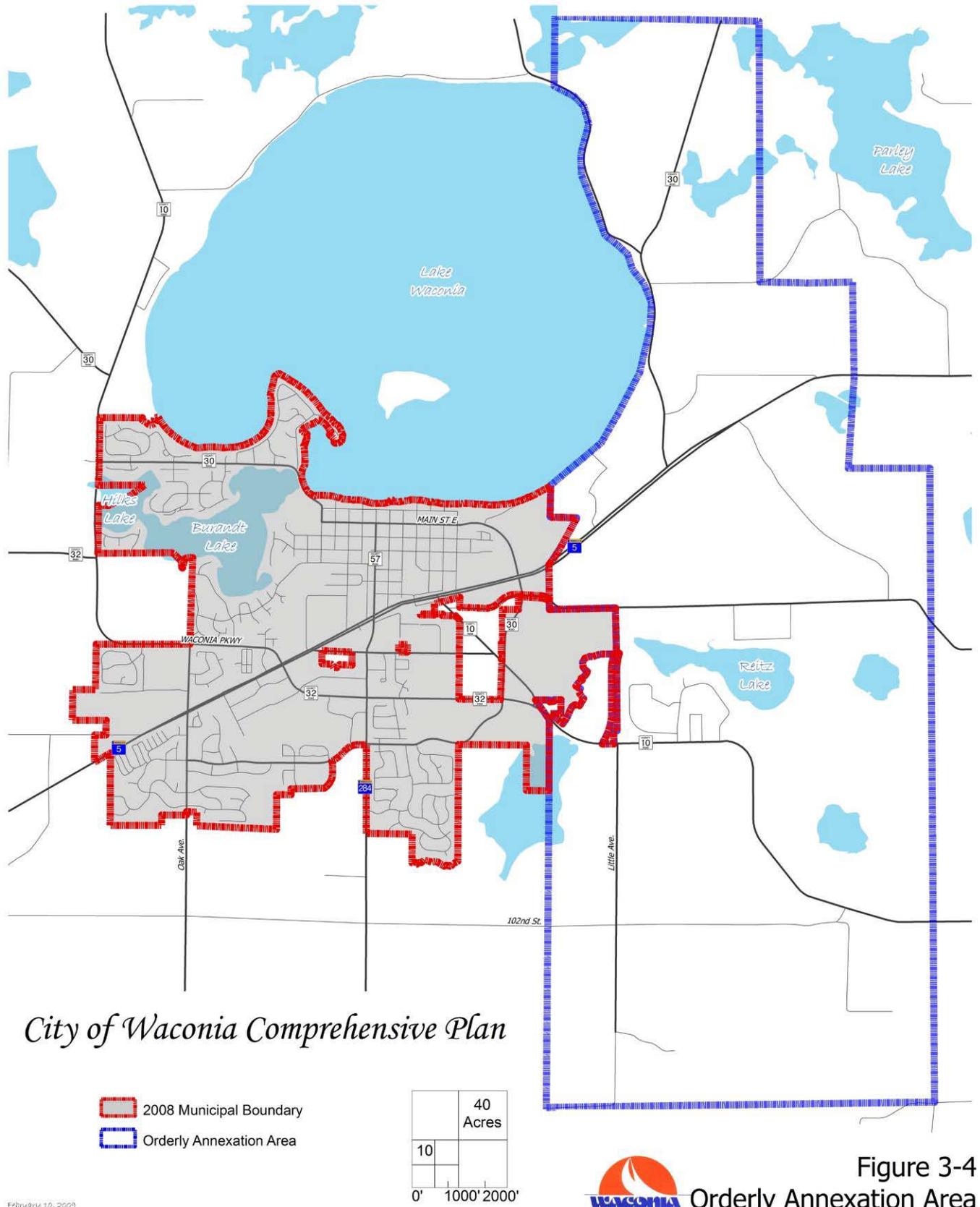


Figure 3-4

Orderly Annexation Area

February 10, 2009

**Table 3-6
Public Water Bodies in Waconia**

Public Water Body	Classification
Lake Waconia	General Development
Burandt Lake	Recreational Development
Hilks Lake	Natural Environment
Reitz Lake	Natural Environment
Unnamed stream	Tributary to Lake Waconia
Unnamed stream	Tributary to Lake Waconia

Floodplain Overlay District (Section 900.06, Subd. 6)

The purpose of the Floodplain Overlay District is to maintain the community's eligibility in the National Flood Insurance Program and to minimize potential losses caused by periodic flooding including loss of life, loss of property, health and safety standards, disruption of commerce and governmental services, extraordinary public expenditures for flood protection and relief, and impairment.

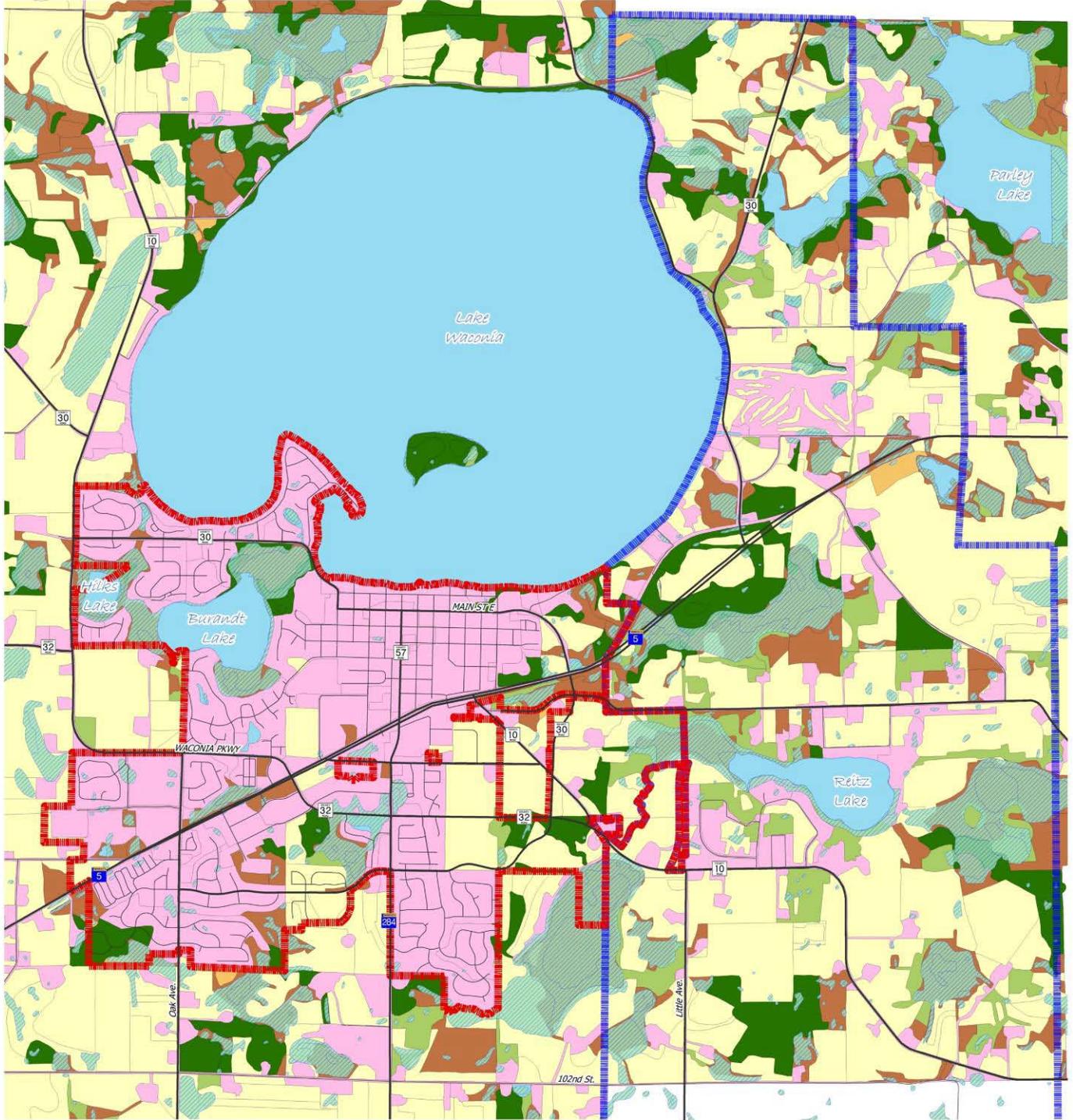
Wetlands (Section 900.06, Subd. 8, Section A)

The Wetland Protection Area is defined to be wetland areas delineated on maps by the United States Department of the Interior, through the Geological Survey and supporting data designated as Waconia Quadrangle, Minnesota (SE/4 Waconia 1981) and Victoria Quadrangle, Minnesota (SW/4 Lake Minnetonka) and by the Soil Survey, Carver County, Minnesota issued November 1968.

No filling, grading, dredging, excavation or construction is allowed in the Wetland Protection Area nor on lands abutting, adjoining or affecting said area if such activity upon said areas is incompatible with the policies expressed in the ordinance and the preservation of those wetlands in their natural state.

Other environmental protection ordinances include:

- Land Alteration and Erosion Control (Section 900.06, Subd. 8, Section B)
- Steep Slope Protection (Section 900.06, Subd. 8, Section C)
- Tree Preservation (Section 900.06, Subd. 8, Section D)



City of Waconia Comprehensive Plan

February 10, 2009

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|---------------------|-------------------|-------------------------|
| Impervious surfaces | Shrublands | Water |
| Cultural vegetation | Herbaceous | Wetlands |
| Forests | Non-vascular veg. | Municipal Boundary |
| Woodlands | Sparse vegetation | Orderly Annexation Area |



Figure 3-5
Major Natural Resources

Summary of Land Use Issues

The following land use and development questions should be discussed, debated and resolved during the course of this comprehensive planning process.

1. **Fringe Development Pattern:** What should be the pattern of land use on the City's perimeter?

The City and the land development community must determine where residential, commercial and industrial growth should occur. Waconia very much needs attractive locations for new housing so as to continue to attract an upper-income, highly trained work force and to expand its property tax base. High quality perimeter growth can also be helpful to supporting public services in the older neighborhoods through tax base expansion. Similarly, locations should be reserved and served for industries and businesses, without conflicting with housing, or overburdening roads or utilities.

2. **Extent of Perimeter Growth:** How far east and west should this plan allow development to occur between now and 2030?

This plan should accommodate the growth of housing, businesses and other urban features through the year 2030 while addressing enough area to provide for choices in the market. At the same time, the adjacent townships and Carver County want municipal expansion to be compact, contiguous to existing development, predictable and limited.

Waconia Parkway has been mentioned as a possible westerly "horizon" for this plan. The eastern horizon will probably be determined by the market.

3. **Urban Nodes in the Growth Area:** Should there be one or more locations in the Orderly Annexation Area designated for intensive commercial development and high-density housing?

Someday, Waconia will be a much larger and different city than it is now. When new neighborhoods have sprouted in the Orderly Annexation Area, residents may desire an area similar in character to the downtown (walkable, diverse, interesting and civic) but smaller and closer to home. A location such as that would further serve to focus an area that would otherwise be predominately housing, and potentially enhance quality of life and housing values. Yet, there may be concern about harmful competition with the downtown, the heart of Waconia. Should Waconia plant the seed for that idea now?

- 4. Development Staging:** What should be the sequence of new neighborhood development on the perimeter of the City?

Determining the sequence of perimeter development is a responsibility shared between the City and the landowners. The City has the right to regulate development through this plan and its zoning ordinance in combination with any major utility or road improvements in which it may be asked to invest. Land developers build the local streets and secondary sewer and water lines at their own expense.

Some locations make more sense than others because they are adjacent to prior development and can easily extend utilities and roads. Other neighborhoods are key to completing roadway loops. Others may be needed to satisfy market demand.

- 5. Rate of Growth:** Should there be a limit on the number of new housing units or commercial and industrial development permitted annually?

The pace of change may be a concern among some members of the community. The character of Waconia has changed dramatically over the past ten to fifteen years with the advent of new neighborhoods and businesses on the southern side of the community. Some Cities have imposed annual limits on the number of new housing units so that public facilities can keep pace or so that adequate time can be devoted to the review of development applications.

- 6. Type of New Housing:** Should the City regulate the proportion of new single-family housing versus multiple-family housing?

In recent years, the proportion of building permits for detached compared to attached housing in Waconia has swung from approximately 80:20 to about 50:50. Similar trends have been experienced in cities across the metropolitan area (especially in townhouses) because of the rising cost of land and construction, the increase in single-person or childless couples entering the housing market, and “empty-nester” households moving to smaller quarters.

- 7. Appearance of New Multi-Family Housing:** Should the City attempt to influence the exterior appearance of future multiple-family housing?

There is concern that some of the attached housing built in Waconia in recent years is either unattractive or not sufficiently compatible with the appearance of detached (single-family) housing. Some cities have adopted design guidelines or requirements for attached housing to help it emulate the single-family house. Of special concern is the appearance of “garage-forward” townhouses.

- 8. New Neighborhood Design:** Should the City require that new residential areas be designed with many of the features of the older neighborhoods such as sidewalks, street trees, a mixture of housing types, narrow streets, short front setbacks and garages located to the rear?

The City can guide the design of new neighborhoods through its zoning and subdivision ordinances. The visual appearance and function of the residential pattern will affect long-term property values and quality of life. Some planners advocate narrower streets, use of sidewalks and street trees, interconnected streets, and reduced visual effects from garage doors.

- 9. Downtown:** To what degree should the City promote and assist redevelopment that conforms with the recommendations of the downtown plan for intensive, urban retail, offices, housing and mixed-use buildings?

The downtown plan calls for urban intensity and diversity, public investments and redevelopment, all of which require a long-term political commitment for success. The benefits of revitalizing, however, can be profound in terms of the economy and sense of place for the downtown Waconia. The costs of allowing the downtown to decline can be even greater. In recent years, however, the City has been proactive in helping the downtown, and the return has been significant.

- 10. Land Use in the Highway 5 Corridor:** What should be the pattern of land use in the Highway 5 corridor? Should commercial growth along Highway 5 be limited to protect the downtown?

Should the land north and south of Highway 5 (about 600 feet in each direction) be planned for business, industry, housing, farmland or some combination during the period out to 2030?

The Highway 5 corridor has high development potential because of its good traffic access. It is also highly visible and can, thus, influence the perception of Waconia for both residents and travelers.

- 11. Public Access to Lake Waconia:** Should the City acquire additional property along Lake Waconia for a City park?

- 12. Greenways in the Growth Area:** Should Waconia plan to acquire land along the two or three creeks in the Orderly Annexation Area to serve as linear parks with walking and bicycling paths?

Residents absolutely love trails. They also value water quality and access to nature. Linear parks provide these benefits and serve as safe routes to parks.

Acquiring linear patterns of land for parks land would require a long-term plan and political commitment to acquire property through purchase and/or dedication during platting.

- 13. Olive Street Corridor Improvements:** What should be the pattern of land use in the Olive Street corridor? Should some of the housing be planned and zoned for future non-residential or high-density residential use?

The amount of traffic on this street has changed the environment in the corridor over the years, particularly near Highway 5.

- 14. Retail Commercial Growth:** How much land should be planned and zoned for retail business development?

An insufficient amount of land zoned for retail business may lead to the loss of potential tax base and excessive driving to shops. On the other hand, over-zoning for business, a common occurrence, would cause land to be underutilized or stand vacant.

- 15. Next Major Employment Center:** Should the City plan a location for the coordinated development of industry and offices? If so, what is the preferred location? What types of businesses or industries should be targeted for such a location? Should the City impose design requirements through its zoning ordinance? Should the City be the developer?

- 16. General Redevelopment:** How proactive should the local government be in encouraging redevelopment?

In some key locations, redevelopment occurs only with the involvement of a public agency, as site acquisition and preparation is very expensive. It is a matter of public policy as to the level of risk that the City or the Housing and Redevelopment Authority are willing to take to effect changes in critical locations.

- 17. Role of the Plan:** How strong should the Comprehensive Plan be in setting City policy, ordinances and budgeting?

The 1998 comprehensive plan has been referenced regularly to guide land use, zoning and public infrastructure decisions. Ideally, the comprehensive plan would be the central decision-making reference document for all departments of the City and for elected and appointed officials, leading to coordinated decisions supporting common goals.

18. Consistency between the Land Use Plan and the Zoning Map: Should the City amend its zoning ordinance and map to implement the land use plan?

State law requires that a City's zoning ordinance and map are consistent with the city's land use plan. After a new land use plan is adopted as part of this comprehensive plan, some review and adjustment of the zoning ordinance and map may be appropriate.



Land Use Plan

The City of Waconia Land Use Plan guides public and private actions in regard to the pattern of land use and development and expresses ideas from other plan chapters as they relate to land use. Its purpose is to encourage the orderly development of Waconia, create an attractive and efficient urban environment and protect key natural resources.

This chapter includes:

1. Objectives for land use
2. Policies to guide land use and community design decisions
3. A map of the desired future pattern of land use.

The land use plan is the central element of the *Waconia Comprehensive Plan*, and many people will think of this chapter as “the comprehensive plan.” Although there are other plan chapters, they are each related to the land use plan as they each have a geographic component. Consequently, there is some overlap, and other elements provide more detail on certain subjects mentioned in this chapter. The key provisions of other chapters of the *Comprehensive Plan* critical to the physical development of Waconia are integrated into the Land Use policies.

The Land Use Plan translates the community vision for growth and conservation into a recommended physical pattern of neighborhoods, commercial and employment areas, road and parks. Land use policies seek to influence the location, types, amount and timing of future growth through private real estate development, public investment in infrastructure and community facilities, and conservation of natural areas.

The Land Use Plan will be used by the City in making decisions about private development proposals, and the location, size and timing of public improvements. The chapter may also be the basis for preparing more specific sub-area or sketch plans for smaller subsections of the community such as the central business district or a future residential neighborhood.

The objectives and policies of this chapter are expected to be implemented through the City’s land use ordinances including zoning and subdivision, and through the administration of those ordinances by City staff, the Planning Commission and the City Council.

However, the Land Use Plan should not be construed as a final blueprint for specific site development nor a prospective zoning map. The identification of preferred land uses does not imply that rezoning a specific property should be immediately considered. Factors including the timing of zoning decisions, availability of similar land and the impact of a rezoning decision on other City objectives and policies must be considered prior to a rezoning.

The Land Use Plan may be amended occasionally as circumstances warrant. However, the City hopes that the policy direction of this plan will be relatively consistent over time. Guidelines for reviewing and updating the plan are included in the Plan Implementation chapter of this comprehensive plan.

Land Use Goals

1. **Small Town Character:** Protect the look and feel of the older districts of the city and seek to extend traditional neighborhood design principles into new areas.
2. **Fringe Growth:** Adopt and follow a plan for perimeter growth and protect perimeter locations for efficient, compact neighborhood expansion.
3. **Neighborhood Protection and Improvement:** Keep older neighborhoods attractive and vital through improved streets, parks and services, code enforcement, design standards and selective redevelopment.
4. **Natural Environment:** Protect and enhance the major natural features of Waconia such as woods, wetlands, floodplains and waterfronts.

Land Use Objectives

Objective 1 – Land Needs. Plan for urban growth to accommodate the regional forecast of population, households and jobs plus some additional land for market flexibility.

Objective 2 -- The Land Use Plan Map. Regulate land use consistently with the Land Use Plan Map, Figure 3-6 and the policies of this plan.

Objective 3 – Sustainable Growth. Grow by investing in established areas, carefully planning new neighborhoods, providing attractive public amenities and protecting environmental resources.

Objective 4 – Perimeter and Regional Growth. Achieve efficient and cost-effective perimeter growth for the long-term future.

Objective 5 – Residential Neighborhoods. Reinforce or create neighborhoods with a variety of housing styles, attractive public spaces, compatible land uses and a sense of identity.

Objective 6 -- Major Roadway Corridors. Plan land use along the major road corridors in a manner supportive of the functional classification of the road.

Objective 7 -- Environmental Resources: Safeguard and improve environmental features for their innate qualities as well as means of promoting efficient urban development, revitalization and quality of life.

Objective 8 – Historic Preservation: Safeguard and interpret the major historic resources of Waconia.

Objective 9 – Redevelopment: Restore underutilized properties to viable commercial, residential or recreational opportunities.

Objective 10 – Economic Development and Land Use: Promote business growth through land use planning, infrastructure investments and coordination with local organizations.

Objective 11 – Incompatible Land Use: Reduce land use conflicts through redevelopment of blighted, vacant or underutilized properties, enhanced buffering or screening, and improved building and site design.

Objective 12 -- Municipal Expansion: Work to maintain a well-planned and fiscally sound community by carefully considering annexations that are consistent with the goals and objectives of the Comprehensive Plan.

Objective 13 -- Local and Regional Investments. Invest in public facilities so as to maximize their impact, minimize duplication and advance the other objectives of the comprehensive plan.

Objective 14 -- Land Use Plan Implementation: Use this plan as a basis for reviewing development applications, as a guide for neighborhood or district plans, and as the foundation for amending the City’s zoning and subdivision ordinances.

Land Use Policies

Objective 1 – Land Needs

Plan for urban growth to accommodate the regional forecast of population, households and jobs plus some additional land for market flexibility.

Policies:

1. **Growth Rate:** Plan for sufficient land development to accommodate the number of additional households forecast by the Metropolitan Council for the periods 2008 to 2030 plus a commensurate amount of commercial and industrial development.

To meet the regional housing forecast, there would have to be approximately 250 new housing units built annually in Waconia.

As indicated on page 3-4, the high pace of approval activity during the 2000 through 2004 period has left Waconia and its builders with more housing supply than can be absorbed in the short term but which will eventually be consumed. At an average annual rate of 200 new units, Waconia had an eight year supply of **approved but unbuilt**-upon lots or unbuilt attached housing units as of July 2007. A supply of about two years of approved lots or units would be appropriate for a healthy housing market.

Table 3-3 (page 3-6) and Table 3-7 (on page 3-27) indicate the approximate number of acres of land development needed in and around Waconia to accommodate forecasted housing growth plus related commercial, industrial and other urban needs.

Table 3-3 suggests that over the period from 2006 to 2030, Waconia could witness approximately 2,500 acres of urban development, mostly in perimeter locations. The land use plan map provides for approximately 2,900 acres of urban development.

Also as estimated on Table 3-3, Waconia could experience over the period 2006 to 2030 approximately 1,600 acres of residential land development. The land use plan map provides for approximately 1,900 acres of residential development. (Refer to Appendix A of this chapter for an itemization of the acreage by land use category of the plan map.)

Objective 2 -- The Land Use Plan Map

Regulate land use consistently with the Land Use Plan map, Figure 3-6 and the policies of this plan.

A proposed pattern of future land use for Waconia and its immediate area is illustrated by Figure 3-6 and is based on the other objectives and policies of the *Waconia Comprehensive Plan*. The pattern is generalized and not exact. It will be used by City staff and officials to make recommendations and decisions about land development and rezoning requests. The Land Use Plan Map also illustrates additional potential development areas to identify potential future areas for growth and development beyond the twenty-year planning horizon to provide sufficient market flexibility and choice.

The land use plan map should be used in conjunction with the policies from this chapter and other chapters of the *Comprehensive Plan*.

The Land Use Plan Map, Figure 3-6, provides sufficient land to meet the anticipated growth needs of Waconia through 2030. (Refer to Appendix A of this chapter for more details.)

Development decisions regarding specific tracts and parcels will be initiated through the workings of the development market and driven primarily by private investors.

To the extent possible, the City will seek to guide the sequencing and staging of land development on the perimeter of the community to be consistent with the Land Use Plan Map and the Public Utilities Staging Plan. (See Figure 3-7 of this chapter and the Public Utilities chapter of the *Comprehensive Plan*.)

As shown previously in Table 3-3 (page 3-7), Forecast of Waconia Land Needs, the City expects that approximately 2,600 acres will be required for urban development during the 2006 through 2030 period. Approximately 65 percent of that increase would be required to meet the housing needs for the forecast population increase and evolving trends in household formation. Approximately 500 of those acres were already platted or otherwise approved for development as of 2007.

Table 3-7 (on the next page) indicates the number of acres expected to be devoted to each of the major types of land use in five-year increments from 2006 to 2030. The Land Use Plan map includes slightly more land than was forecast to be needed on Table 3-3.

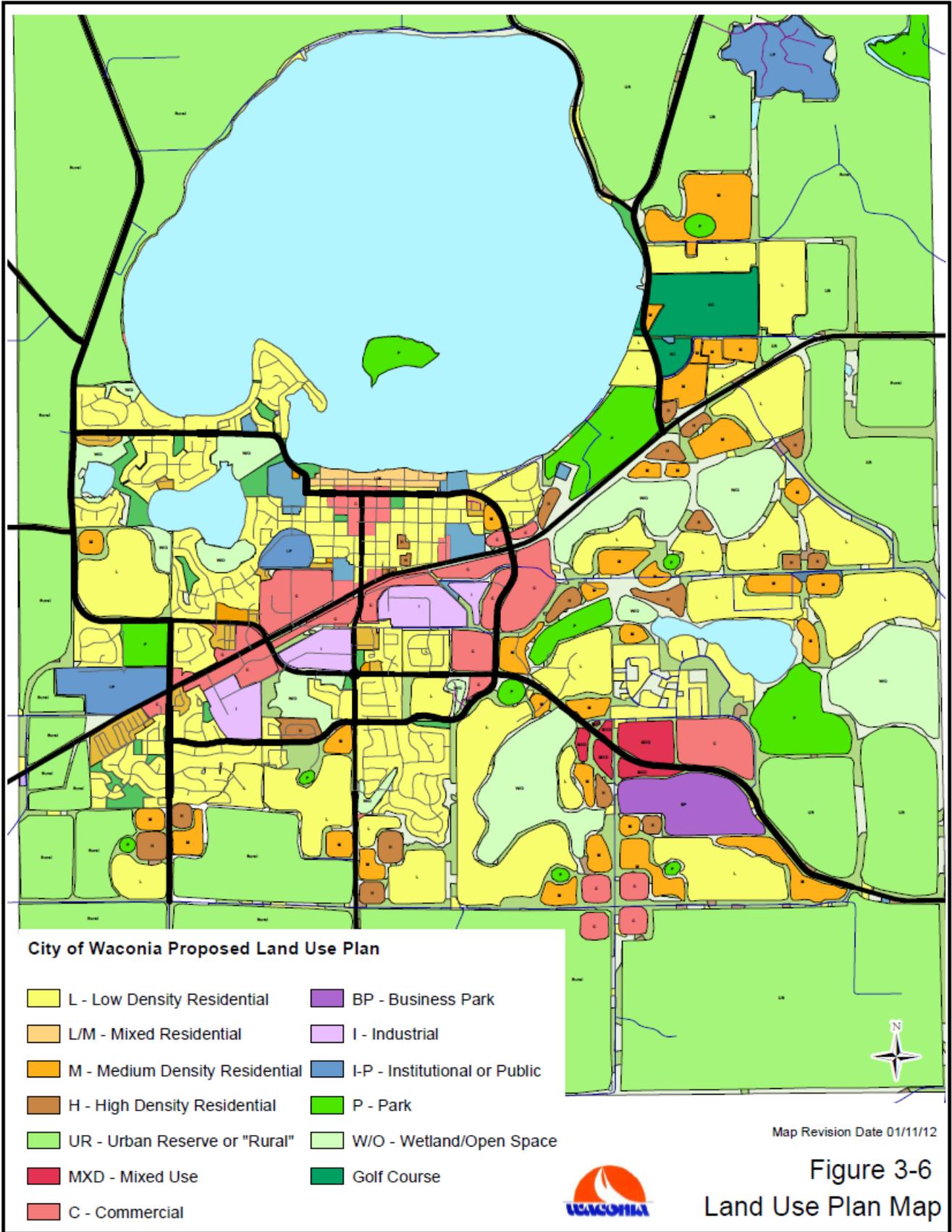
**Table 3-7
Current and Forecast Land Use Acreage, 2006 to 2030**

	Housing		Total Net Acres						Increase
	Units / Net Acre		2006	2010	2015	2020	2025	2030	2006 - 2030
Within Urban Service Area	Min.	Max.							
Residential Land Uses									
Low-Density Residential	2	4	1,405	1,589	1,923	2,257	2,448	2,638	1,233
Mid-Density Residential	4	10	96	154	259	364	424	484	388
High-Density Residential	8	22	29	40	59	78	89	100	71
Comm and Industrial Land Uses	Emp. / Net Acre								
Commercial	15	50	170	209	279	350	390	430	260
Mixed-Use (primarily commercial)	15	50	7	27	47	67	87	107	100
Industrial	20	44	108	113	118	123	128	133	25
Business Park	20	50	-	-	50	100	150	200	200
Public / Semi-Public Land Uses									
Institutional or Public	10	50	272	274	276	278	280	282	10
Parks			256	275	311	346	366	386	130
Golf Course			143	143	143	143	143	143	-
Subtotal Sewered			2,486	2,824	3,465	4,106	4,506	4,905	2,419
Undeveloped			124	-	-	-	-	-	(124)
Protection Open Space									
Wetlands and Streams			257	257	257	257	257	257	-
Open Water			123	123	123	123	123	123	-
Subtotal Protection Open Space			380	380	380	380	380	380	-
Total within Urban Service Area			2,990	3,204	3,845	4,486	4,886	5,285	2,295
Outside Urban Service Area	Min. Lot	Max Lot							
Rural Residential (2.5 ac or less)	1.0	-	95	95	95	95	95	95	-
Urban Reserve or Rural	2.0	-	4,525	4,311	3,670	3,029	2,629	2,230	(2,295)
Subtotal Unsewered			4,620	4,406	3,765	3,124	2,724	2,325	(2,295)
Protection Open Space									
Wetland and Streams			2,150	2,150	2,150	2,150	2,150	2,150	-
Open Water			154	154	154	154	154	154	-
Subtotal Protection Open Space			2,304	2,304	2,304	2,304	2,304	2,304	-
Total Outside Urban Service Area			6,924	6,710	6,069	5,428	5,028	4,629	(2,295)
Total			9,914	9,914	9,914	9,914	9,914	9,914	-

Policies:

- 1. Land Use Plan Map and Categories:** Officially adopt and follow the general land use pattern shown by Figure 3-6 and the land use categories further defined in Table 3-8 as the general pattern of future continued physical development for the City of Waconia. Table 3-8 provides a more detailed description of each category along with criteria to evaluate the appropriateness of specific uses relative to each land use category.

The land use patterns and future public park locations shown on the map are generalized and do not represent precise demarcations on the ground nor specific sites. Consequently, the City will use the Land Use Plan Map in conjunction with related objectives and policies of the *Comprehensive Plan* in reviewing rezoning and development proposals, plats, site plans, annexation petitions and other requests regarding future land use.



However, major departures from the Land Use Plan Map will be considered only in the context of an amendment to the *Comprehensive Plan*. The City will generally allow rezonings to more intensive land uses consistent with the Land Use Plan Map. Adverse affects of excessive traffic, noise or light by unattractive site planning or by excessive or unwarranted impact on the natural environment on neighboring properties should be examined prior to a rezoning.

**Table 3-8
Land Use Plan Categories and Proposed Zoning Map Districts**

Category	Land Uses	Zoning Districts
Low-Density Residential	Single-family, detached housing on parcels with a minimum size of 10,500 square feet.	R-1, Single-Family District R-2, Single Family District
Mid-Density Residential	Single-family and two-family dwellings, townhouses and other forms of housing having an individual outdoor entrance for each housing unit. The density range should be from 4 to 10 units per gross acre.	R-2, Single Family District R-3, Medium Density District R-4, Mixed Residential District
High Density Residential	All forms of attached housing ranging from 8 to 22 units per gross acre.	R-5, High Density Residential District
Rural	Includes farming and very low density housing (not exceeding one house per 40 acres). Locations shown as Rural are not planned to be annexed to the City of Waconia.	A, Agricultural District
Urban Reserve	Rural area within the Waconia Orderly Annexation Area. Includes farming and very low density housing (not exceeding one house per 40 acres). Land in the Urban Reserve is not planned to be annexed until after year 2030, if ever.	A, Agricultural District
Mixed Use	Commercial retail or service businesses, offices and high-density housing. Commercial and residential development may be combined vertically in the same building. Parking may be in structures to maximize land development intensity. Park spaces should be small and may occur in the form of plazas.	PUD, Planned Unit District R-5, High Density Residential District
Commercial	Businesses providing retail trade or services for individuals or businesses. Also includes office buildings.	B-1, Highway Business B-4, Health Care Business
Business Park	This category includes office buildings, office-showroom, light industrial buildings and manufacturing-related warehousing in landscaped "campus" settings with hidden truck docks and no outdoor storage. This category is intended to be a more attractive alternative to conventional light industrial areas.	I-1, Industrial Park District
Industrial	This category includes manufacturing or warehousing that may involve heavy truck traffic and the handling of raw materials.	I-1, Industrial Park District I-2, General Industrial District
Institutional or Public	Public or private schools; municipal properties; County fair ground; religious organization properties.	P, Public District
Park – Existing	Existing public parks.	P, Public District Any Residential district
Park – Planned	Locations of future parks shown on Figure 3-6, Land Use, Plan Map, are only conceptual.	P, Public District Any Residential district
Wetland / Open Space	Includes wetlands and floodplains.	C, Conservation District Any other zoning district
Golf Course	Public or private golf course.	R-1, Single Family District

Objective 3 – Sustainable Growth

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

Established neighborhoods ought to be maintained or renewed as new investments occur in fringe locations. Growth on the perimeter of the city should be efficient and adjacent to existing development, and some new housing or business should occur as redevelopment. Over the next twenty-five years, Waconia will face many opportunities to reshape or intensify. Certain locations will likely emerge as “activity centers,” whether they are employment nodes or shopping centers locations that need a new purpose.

Policies:

- 1. Major Directions of Urban Growth:** Plan for and confine urban growth over the 2008-2030 time period to the area east of Waconia Parkway and Orchard Road, and west of Scandia Road as illustrated by Figure 3-6, Land Use Plan.

Expect to approve and service sufficient additional urbanization to accommodate the 2008-2030 growth forecast shown by Tables 3-3 and 3-7 of this plan.

- 2. Fringe Development Pattern:** Regulate development to be compact and efficient. Allow for mixtures of both detached and attached forms of housing in neighborhoods. Include parks and off-street bicycling paths consistent with the Parks and Trails chapter of this plan.
- 3. Compact and Contiguous Growth:** Guide growth in Waconia to locations either contiguous to or within presently urbanized areas. Land use should be either urban and compact or rural and very low density. This would serve to:
 - Promote efficient use of serviced land
 - Promote continued investment in older areas
 - Limit public and private expenses
 - Protect sensitive environmental resources
 - Preserve rural character and prime farm land
 - Conserve nearby fringe areas for future urbanization when public sewer and water service become available
 - Reduce driving
 - Enable increased use of transit and bicycling
 - Preserve the distinction between urban and rural areas
 - Create a stronger sense of neighborhood and community.

4. **Urban Reserve:** Locations designated as Urban Reserve on the Concept Plan map can be expected to be eventually annexed by the City of Waconia (probably after 2030) and privately developed as urban neighborhoods. Until that time, Carver County should zone them for agriculture. No additional multi-lot residential subdivisions (nor commercial or industrial facilities) should be permitted in these areas so that they can be efficiently and economically developed at urban densities in the future.

5. **Rural Area:** Locations designated as Rural on the Concept Plan map are not currently planned for annexation by the City of Waconia. However, the City urges Carver County to continue its plan of zoning those locations as agriculture areas. Waconia understands and supports the notion of preserving highly productive soils for farming, and therefore, intends to develop in a compact pattern and encourage infill and selective redevelopment to higher densities. At the same time, it is recognized that some of the Rural areas that abut Waconia may someday beyond the 2030 planning horizon be converted to urban uses.

6. **Fringe Development Pattern:** Regulate development to be compact and efficient. Allow for mixtures of both detached and attached forms of housing in neighborhoods. Include parks in locations consistent with the Parks chapter of this plan. Consider factors such as the following in the growth management plan:
 - Maintaining a compact and regular pattern of growth and boundaries
 - Minimizing infrastructure and service costs
 - Designing attractive neighborhoods
 - Preserving prime farmland and natural areas
 - Responding to market demands for development.

7. **Development Staging:** Anticipate that lands within the Orderly Annexation Area will eventually become part of the City of Waconia and receive municipal utilities and services. Adopt a plan for the sequential annexation and servicing of those locations and gain agreement from Carver County and Waconia Township on the growth staging plan.

Provide municipal trunk utilities to perimeter development in this approximate sequence:

1. Previously approved plats.
2. Perimeter plats that can be served without adding another wastewater lift station or extending an interceptor sewer line. This includes locations on the immediate western and eastern sides of the community.
3. Land east of the future County Highway 59 / Little Road and north of 102nd Street, which can be served by extending an interceptor sewer line from an existing lift station.

4. Land between Reitz Lake and Highway 5 (west of Scandia Road), which requires an additional wastewater lift station and interceptor sewer line.
5. Land north of Highway 5, which requires an additional sewer interceptor line.

Allow more than one of these service areas to be under development at any given time in order to provide engineering flexibility, land price competition and a range of land use types. Carefully consider outstanding municipal infrastructure debt and the forecast demand for urban land when deciding when to make major new investments in sewer or water utilities or arterial roads.

Approve annexation petitions that are consistent with the general plan of staged and orderly development, limiting annexation to property that will be developed in the near future, in order to effectively manage perimeter growth to the mutual benefit of the City and the Township. Prepare and adopt criteria for evaluating annexation petitions. (See Objective 11, Municipal Expansion.)

8. **New Neighborhoods:** Allow land developers to extend public utilities and create new neighborhoods between 2008 and 2030 in the locations designated as Residential on the Land Use Plan map. Each major new neighborhood should contain a variety of housing types. Wetlands and floodplains will be regulated for protection by the City and the County. Land for neighborhood parks (approximately ten acres each) will be expected to be granted to the City in the future neighborhoods so indicated on the Land Use Plan map.
9. **Downtown:** Continue to support downtown as the historic, social and psychological heart of the city. Promote an environment that is walkable, dense, diverse and in keeping with its historic architectural character. Expand the range of housing options in and around the downtown, and improve the linkage between downtown and the lakefront.
10. **Redevelopment:** Support redevelopment primarily by planning and zoning certain sites for more intensive or different land uses than their present use. In special circumstances, the City may use tools such as tax increment financing to support redevelopment when it can be demonstrated that the monetary and other benefits to the City justify the investment risk.
11. **Environmental Protection:** Protect or restore through regulation and/or City investment sensitive or unique natural resources such as floodplains, major wooded areas, streams, wetlands, steep slopes, water quality and shorelines.
12. **Lake Waconia Frontage:** Watch for opportunities to improve the visual and pedestrian connections between the downtown and Lake Waconia.

- 13. Highway 5 Corridor:** Plan the Highway 5 corridor for an intensive variety of retail, service and office land uses. Improve the traffic function of the highway by cooperating with the Minnesota Department of Transportation in reducing the number of access points. Improve the appearance of the corridor by installing trees and decorative lighting.

Require a lighting plan as part of each commercial or industrial site plan. Require that lighting elements not be visible from off the site and that light cut-off features be used to control glare (especially for gasoline station canopies).

- 14. Employment Centers:** Plan for a new business park on the east side of the community.
- 15. Mixed-Use Center:** Plan for a relatively dense and diverse node of development near the intersection of County Highway 10 and the future County Highway 59, extending east along the new Highway 10. This area may include retail and service businesses, offices, townhouses and apartments, some light industry in a campus setting and a future high school and elementary school. To the east would be the future community park. County Highway 10 will become a major gateway to Waconia when it is connected to the future State Highway 212 in Chaska.
- 16. Infill and Reinvestment:** Provide various incentives for the re-use or more intensive use of locations that were not previously developed, locations that have been built upon but cleared and locations that are underutilized or highly deteriorated. Some part of the future growth in jobs and housing will be captured in the older parts of the city to keep those areas vital and to use prior public investments.

Incentives may include planning and zoning, buying, preparing and reselling property, and improving roads, utilities and parks. Prime locations for infill and redevelopment activity include downtown and its edges, portions of the older residential neighborhoods, and portions of the major road corridors such as Highway 5.

- 17. Older Neighborhoods:** Keep existing neighborhoods, including residential and commercial areas, attractive and economically vital by providing high-quality streets, parks, street trees, fire, police and other public services, by enforcing local ordinances related to maintenance and upkeep, by assisting redevelopment and by requiring new development to be attractive and compatible to its neighbors.
- 18. Activity Centers:** Work to intensify the pattern of land use in certain parts of the city. In those areas, apply zoning, infrastructure and incentives to create higher density development, particularly employment, shopping and multi-family housing,

served by major roads.

“Activity centers” are intended as a means of encouraging infill growth, of using infrastructure efficiently, of reducing auto trips and creating diverse, interesting urban locations. The primary locations of intensified development will be:

- Downtown
- Highway 5 corridor
- Main Street just south of Highway 5.
- The vicinity of the intersection of County Highway 10 and Little Avenue (County Road 59).

- 19. Quality of Growth:** Review all proposed residential subdivisions, site plans for multiple-family residential, commercial, office or industrial development, and annexation petitions for conformance with the policies of this Land Use Plan and the Parks and Trails Plan.
- 20. Maintaining Growth Forecasts:** Work with Carver County, the Metropolitan Council and Independent School District 110 to update the City’s forecast of population, households and jobs for the sake of planning roads, utilities, parks and schools.
- 21. Annexation:** Use annexation as one of the means by which to create a compact, attractive and sustainable urban area that is distinct from the nearby rural area. Waconia will support beneficial annexation petitions by providing high quality public infrastructure and proactive planning. See also Objective 10, Municipal Expansion.

Objective 4 -- Perimeter and Regional Growth

Perimeter and regional growth policies ensure that growth is economic, efficient and feasible and contributes to the long-term financial health of the entire City.

A critical issue facing Waconia is how to ensure that the City's urban extension is compact, cost-efficient and designed for lasting value. The policies for this objective provide the framework within which the City will work to achieve perimeter growth that is as compact as possible and proceeds outward in a staged fashion. The policies seek to address perimeter growth both through setting minimum standards for non-sewered development and providing planning incentives for desirable growth patterns.

It is in the City's interests as well as those of the broader metropolitan area that future growth be orderly and compact, provide better access with less traffic, minimize land consumption and preserve prime open space and key natural resources.

- 1. Infill Development.** Seek to maximize infill development in the existing urban neighborhoods because those locations are already served by City sewer, water, drainage, roads and public safety, are within one mile of a neighborhood park and are within the City's developable area as designated in the *Comprehensive Plan*.
- 2. Contiguous Perimeter Development in the City.** Encourage applications for annexation, rezoning and land development that are consistent with Figure 3-6, Land Use Plan Map, and Figure 3-7, Development Staging Plan. Such applications can generally be expected to meet with City Council approval if they are consistent with this *Comprehensive Plan* and the more specific requirements of the City's zoning and subdivision regulations.

The City will only approve applications for annexation that apply to land that is ready for imminent urban development.

Public utilities and roads are expected to be financed and built by the applicant; County, State or Federal roads would be built by those units of government, and the cost of over-sizing major utility trunk lines that serve a broad area may be recouped by the land developer from other land owners as upstream properties are connected.

- 3. Land Use in Adjacent Townships.** Encourage Carver County to continue to plan and zone land in Waconia's Orderly Annexation Area and other adjacent township locations for farming and very low density housing. Houses should be allowed at a density not exceeding one house per 40 acres, which is the present regulation in adjacent townships.

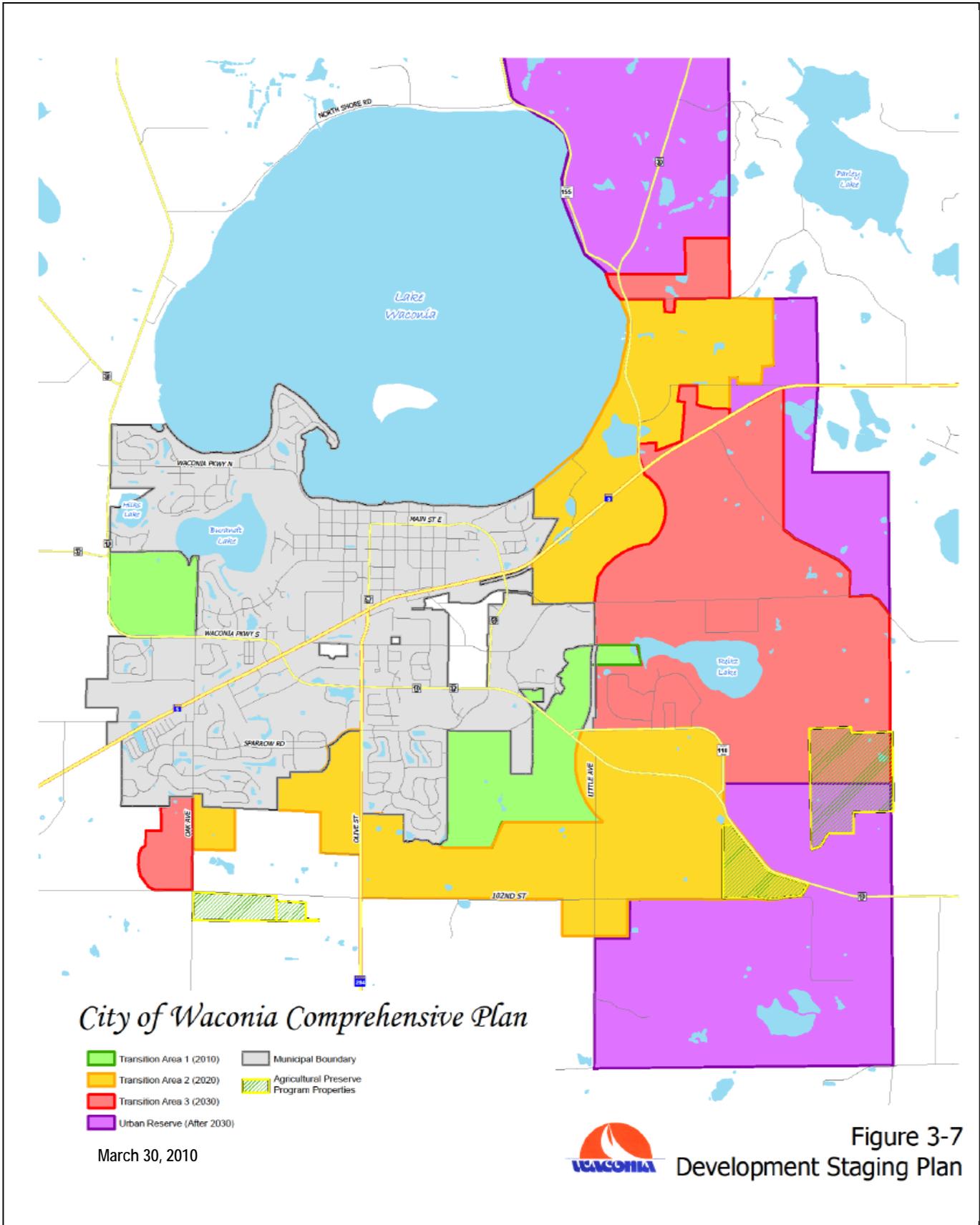


Figure 3-7
Development Staging Plan

A pattern of very low density housing and no commercial or industrial development is essential to allow Waconia to expand in a manner that is compact, contiguous to prior development and cost-effective. Compact urban growth is essential to the fiscal health of the City of Waconia, the quality of the City's perimeter neighborhoods, and the protection of valuable farmland, and natural resources.

For its part, the City of Waconia will refrain from approving annexation petitions except for those in the Orderly Annexation Area that are expected to be platted or developed within the foreseeable future. The City will consult with the County and the Townships when reviewing such petitions. (Refer allow to Objective 11, Municipal Expansion.)

4. **Extraterritorial Subdivision Review.** Continue to review proposed subdivisions of land within two miles of the City to avoid interference with officially adopted plans for public roads or utilities.
5. **Rate of Growth:** Use the acreage figures in Table 3-7 as a guide for how much land development should be allowed in each future five-year period.
6. **Development Staging:** Approve the extension of municipal sanitary sewer and water lines according to the general sequence plan illustrated by Figure 3-7.

Consider annexation petitions consistent with that general plan of staged and orderly development, possibly including property that may not be developed immediately, in order to effectively manage perimeter growth. Limit annexation to property that will be developed in the near future in order to effectively manage perimeter growth to the mutual benefit of the City and the Townships.

Approve the extension of municipal sanitary sewer, potable water, roads or surfacewater drainage routes to perimeter locations only if benefiting properties are in the City of Waconia.

Amend the Development Staging Plan prior to the next major update of the Comprehensive Plan if development occurs faster than anticipated in a given location the land development market indicates a strong preference for change and is willing to compensate the City for additional facility costs incurred in making the changes.

7. **Review Criteria for Subdivision or Rezoning Applications:** Apply the following guidelines when reviewing applications for subdivision or rezoning anywhere in the City.
- **Official Map:** Is the proposal consistent with the City’s Official Map of roads, utilities, drainage and parks?
 - **Land Use Plan:** Is the proposed land use in conformance with the City’s land use plan?
 - **Residential Density:** Is the residential density in conformance with the City’s land use plan?
 - **Design Standards:** Does the design of the proposed roads, utilities and drainage conform with the City’s standards if the site is within one of the Utility Staging Areas?
 - **Public Utilities:** Can public sewer and water be economically and efficiently retrofitted?
 - **Access Management:** Does the spacing of driveways and public street intersections conform with the City’s access management guidelines?
 - **Resubdivision:** If large outlots are proposed, can the property be easily resubdivided into urban-sized parcels? Has a drawing been submitted showing how this is feasible? Will buildings be located in conformance with the resubdivision plan?
 - **Future Public Roads:** Can public road access be easily provided in the future to the portions of the tract not adjacent to the county or township road?
 - **Environmental Protection:** Does the proposal conform with the City’s regulations for the protection of wetlands, floodplains, slopes, trees and water quality?
 - **Affect on Surrounding Properties:** Is the use and density consistent with surrounding properties? Do inconsistencies need to be mitigated?
8. **Environmental Protection:** Protect or restore sensitive or unique natural resources such as floodplains, major wooded areas, streams, wetlands, water quality and shorelines through regulation and/or City investment. (Refer to Objective 8, Environmental Protection.)
9. **Employment Centers:** Plan for a new business park on the eastern side of the community that features a campus-like setting, upgraded architectural standards and no outdoor storage.

10. **New Community Park:** Acquire 40 to 80 acres of land through purchase for a major new community park on the east side of the community. A location is suggested by the Concept Plan map near Reitz Lake and the former County Highway 10, which will be reclassified from an arterial to a major collector road upon the realignment of County Highway 10.
11. **Future Schools Campus:** Coordinate with the School District to plan for a site of up to 100 acres for a future high school and elementary school on the east side of Waconia served by municipal utilities and an arterial or major collector road.
10. **Protecting Prime Farmland:** The City of Waconia seeks to minimize the loss of prime farm land by promoting compact urban development and discouraging large-lot subdivisions outside its borders.

Waconia believes that it is in the interest of both the City and its neighboring township to keep locations outside the urban area agricultural and rural rather than semi-residential and semi-rural. Additionally, the City believes that urban growth served by sewer and water lines is an effective way to reduce development pressure on rural areas., thus minimizing the loss of farmland and rural visual character. Therefore, Waconia expects to approve landowners' petitions for annexation and development consistent with this comprehensive plan.

There are large tracts of land classified as prime for agriculture to the west and south of Waconia in Waconia Township. Fortunately, the trend of growth is to the east of the city. In addition, growth is being steered to the east by past plans, the Orderly Annexation Agreement with Laketown Township, and this present comprehensive plan.

The regulatory techniques advocated by this plan to protect farmland include:

- Encouraging Carver County to continue to zone land in Laketown Township for a density not greater than 1 house per 40 acres.
- Encouraging Carver County to require that houses be clustered onto sites that are not prime for farming, are wooded, or are difficult to farm because of size or access.
- Not annexing land until urban development is imminent. All land in Waconia will be urban and all nearby urban development should occur in Waconia.

Agricultural Preserves: There are two tracts of land enrolled in the Metropolitan Agricultural Preserves program that are within one of the planned stages of urban growth illustrated by Figure 3-7, Development Staging Plan. The location of that land is shown on Figure 3-7. That property and nearby land will continue to be zoned by Carver County for use at the rate of 1 house per 40 acres

until the time (if ever) that is annexed to the City of Waconia for urban development and rezoned for much denser housing. No application for annexation and rezoning on that or other sites will be approved until development is imminent. The City will ensure that the land owner's contract for participation in the Agricultural Preserves program will have to be expired before an application for annexation will be approved.

Objective 5 – Residential Neighborhoods

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

Creating attractive new neighborhoods and maintaining the better qualities of the older neighborhoods are aims that support the objective of sustainable growth. Limited inclusion of townhouses and apartments in neighborhoods can help support these housing options. Large concentrations of high density housing in a given area is not desired.

Policies:

- 1. Compact Growth:** Encourage new neighborhood development that is compact and diverse. Allow each new neighborhood to include both detached and attached forms of housing.
- 2. Variety within Each New Neighborhood:** Encourage in each major neighborhood a range of housing types, densities, and building configurations including single-family detached, townhouses, apartments and more specialized types such as senior housing. (A major neighborhood is defined as approximately one square mile in size or as demarcated by major geographic features such as a major road.)

Amend multiple-family housing zoning districts to limit the number of attached units of each type (apartments, row houses, back-to-back townhouses, etc.) in each development project. Suggested limits are: 150 apartments, 100 townhouses, 30 duplexes.

It is expected that the development industry will continue to respond with proposals that include more than one type of housing in the larger projects, resulting in neighborhood variety.

Locate attached and multifamily housing in transitional spaces between commercial and single-family areas, and at high-amenity locations near streams, parks, parkways and greenways. When combining housing types, it is preferable for the

transition between types to occur at the rear rather than the front (i.e. across a courtyard or parking area rather than across the street).

Implement this policy by preparing neighborhood “sketch plans” as described in Policy 4 under Objective 12, Land Use Plan Implementation.

3. **Links to Previously Established Neighborhoods:** Link new neighborhoods visually and functionally to the established portions of Waconia via street connections, bicycle facilities and, where possible, the greenway and parkway systems.
4. **Planning and Design:** Prepare specific plans for neighborhoods or districts which need additional guidance beyond the *Waconia Comprehensive Plan*.
5. **Context-Sensitive Redevelopment and Infill:** Encourage infill development in older traditional neighborhoods that adheres to the characteristics of those neighborhoods and in keeping with the prevalent housing styles in each neighborhood.

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

Ensure that infill and redevelopment buildings are compatible with nearby structures and that they enhance rather than harm nearby investments. Require infill and redevelopment buildings to be designed with sensitivity to their context, including features such as land use type, building height, bulk and placement, architectural details, parking, landscaping and lighting.

6. **Multiple Land Uses in Neighborhoods:** Identify locations for mixed use in established neighborhoods that already have some diversity of uses, proximity to transit or major traffic corridors. Apply the policies of the Urban Design chapter regarding mixed use in the neighborhood context.
7. **Mixed- and Multiple-Use Residential and Commercial Development:**
Combine different housing in the same building. Integrate housing with retail or office space, particularly in the Downtown or other designated mixed-use locations such as the vicinity of County Road 10 and Little Avenue (future County Road 59).
 - Promote the development of well-designed moderate-density housing adjacent to one or more of the following amenities: shopping, recreational or cultural

facilities, and employment centers.

- Promote traditional urban patterns as a means of improving business, enhancing neighborhoods and reducing traffic congestion.
- Incorporate a high degree of architectural design in mixed and multiple-use buildings. Design elements should include windows and doors fronting public sidewalks, interesting façade materials, multiple-story buildings, high density, attractive public and useable spaces, parking in secondary locations or in structures, links to green spaces and bicycle routes, and transit service.

10. Neighborhood Design: Amend the Subdivision and Zoning Ordinances to require these features in each future residential neighborhood:

- A five-foot concrete **sidewalk** on at least one side of each future local residential street and on both sides of future collector residential streets.
- Deciduous **trees** along both sides of all future local and collector residential streets in the public right-of-way. Trees should be spaced approximately 60 feet apart.
- Local residential **street widths** of 28 to 34 feet (measured back-to-back).
- **Front yard setbacks** for single-family houses in the R-1 and R-2 Zoning Districts of 30 feet to the garage door. The rest of the façade may be set 25 feet from front property line.

11. Review of Residential Development Applications: When reviewing any application for preliminary plat or site plan in a perimeter location, it will be assumed that the allowable housing type and density will be that allowed by the R-1, Single-Family Residential, zoning district. Higher density and attached housing may be allowed by the City Council if the applicant demonstrates conformance with the design guidelines of this chapter of the *Comprehensive Plan*. Those guidelines address:

- Adequate utility capacity
- Adequate street capacity and access
- Visual compatibility with adjacent development
- Use of architectural principles typically found in single-family housing
- Architectural relationship to the perimeter public streets and sidewalks
- Housing variety, integration and harmony within the project
- Amount, location and improvement of public parks and private open space
- Proximity to business, services and employment opportunities
- Proximity to schools and natural amenities.

12. Design Guidelines for Multiple-Family Housing: Prepare and adopt into the zoning ordinance guidelines for the design of multiple-family housing landscaping.

- 13. Land Use Incompatibilities:** Use code enforcement, buffering and screening to reduce or eliminate incompatible land uses such as industrial plants, materials or equipment storage, freight lines or truck routes in close proximity to housing. .

- 14. Public Facilities:** Continue to improve streets, sidewalks, parks and other public facilities in established areas in order to promote private reinvestment, housing and business rehabilitation and confidence in those locations.

Objective 6 -- Major Roadway Corridors

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

Every community struggles with the challenge of land use and urban design on the property fronting major roads. These corridors are highly visible and contribute strongly to the image and appearance of the city.

Businesses seek the access and visibility the road provides but the community has an interest in protecting the functional capacity of the road while avoiding the sometimes unattractive aspects of linear commercial development.

Policies:

- 1. Road Corridor Land Use Planning:** Roadway access guidelines should be adhered in determining land use along road corridors. A variety of land uses, ranging from residential to industrial may be considered. Access efficiency and visibility should tend to guide more intensive land uses to the edge of major roads and land uses that generate less traffic to minor roads.
- 2. Highway 5 Corridor:** Plan the Highway 5 corridor for an intensive variety of retail, service, office, medical and industrial land uses flanked by housing. Emphasize dense development with shared and/or structured parking and vertical mixtures of land use.

Prepare a plan and design guidelines for private development and public improvements along Highway 5 through Waconia.

- 3. Redevelopment Techniques:** There is a range of possible responses by the City to the problems created by inappropriate land use and access along arterial roads. Make the choice of methods on a case-by-case basis.

A. "Live with It": The least desirable option but one that many cities must adopt for a period of time is to live with the negative effects on the roadway and the land development. However, there are costs associated with this option such as lost development opportunities, traffic accidents and congestion.

B. Planning and Zoning: The City could plan and zone the inappropriate locations for office, multi-family housing, a small shopping center or a similar use that might offer possibilities for improved access spacing and control. While this option has little direct cost to the City, it also depends on a willing and aggressive private sector for implementation. Small office buildings for professionals or

corporations have often succeeded in these settings and can be compatible neighbors with an adjacent residential neighborhood.

With the many locations of concern, this alternative is a necessary first step to change (which does not preclude Option D).

C. Site Improvements: Site improvements may reduce somewhat the negative relationship between housing and a major road. For instance, housing may be protected from the deleterious effects of traffic, parking lots and commercial buildings by landscaping, setback, building orientation and size.

The road function may be protected by combining or closing access points and/or changing the access design.

D. Acquisition and Redevelopment Assistance: The City may acquire private property through voluntary sale to promote redevelopment. Financial tools available for this task include tax increment financing, a neighborhood improvement district, a special benefits district, federal Community Development Block Grant funds, general obligation bonds and others.

E. Right-of-Way Acquisition and Improvement: This option is not expected to be needed in Waconia.

Objective 7 -- Environmental Resources

Safeguard and improve environmental features as a means of promoting efficient urban development, revitalization and quality of life.

- 1. Water Resource Protection:** Continue to protect the function and integrity of streams, floodplains and wetlands during the site plan and subdivision review process by applying the regulations of City Code such as 900.06.6, Floodplain Overlay Regulations, 900.06.7, Shoreland Overlay Regulations, and 900.06.8, Environmental Protection Regulations

Precise locations of these and other features will be determined during the review of development applications using detailed site surveys and field inspections.

- 2. Steep Slope and Woodland Protection.** Continue to apply the provisions of City Code 900.06.8, Environmental Protection Regulations to protect steep slopes and woodlands.
- 3. Prime Agricultural Lands:** Continue to strive to minimize the loss of prime agricultural lands to development by promoting compact, contiguous, sewerred

urban development and reducing incentives for privately served rural developments.

Avoiding urban development on prime farmland will be one of several factors in fringe land use planning. In its growth management plan, Waconia will also consider:

- Maintaining a compact and regular pattern of growth and boundaries
- Minimizing infrastructure and service costs
- Designing attractive neighborhoods
- Responding to market demands for development.

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

4. **Greenways:** Enlarge and extend greenways, as described in the Parks Plan, both for recreation, non-motorized transportation and environmental protection. The greenways, being linear public open space along creeks or rivers, provide natural vegetation, flood storage and runoff filtration.
5. **Parks:** As noted in the Parks Plan, manage portions of some parks in a more natural manner, allowing some grass to grow wild, removing invasive plant species and reintroducing lost plant species.
6. **Non-Metallic Mineral Resources:** There are no active gravel pits and no major aggregate deposits in Waconia nor in its Orderly Annexation Area.
7. **Solar Access:** State legislation requires that local comprehensive plans include a solar access protection element. Solar energy can supply a significant portion of the space heating and cooling and water heating requirements of the individual home or business through the use of active or passive solar energy systems. The City can protect solar access on individual properties by:
 - Mandating that builders of buildings of two or more stories that require setback variances or request Planned Unit Development designation demonstrate that their proposals will not reduce winter solar access to the second story or roof of the adjacent building to the north. Solar access should be explicitly reviewed in each variance case, and in all PUD proposals.
 - Exempting solar collectors from height restrictions if necessary, provided that they do not block solar access to the adjacent building's roof.

Objective 8 – Historic Resources Preservation Planning

Safeguard and interpret the major historic resources of Waconia.

Historic Resources

Seven buildings in Waconia are on the National Register of Historic Places:

- Amblard Guest House 32-36 North Vine Street
- Charles Maiser House 16 West Main Street
- Mock Cigar Factory House 48 West Main Street
- Old Waconia City Hall 9 West First Street
- Residence 417 West Main Street
- Residence 429 West Main Street
- Residence 453 West Main Street

National Register of Historic Places Designation

The National Register of Historic Places (National Register) was established in 1966 and is the nation’s official list of cultural resources worthy of preservation. In addition to being honored by this designation, National Register properties are provided certain protections and incentives for historic preservation.

Federal law requires that government agencies, developers, and others using federal funds or those requiring a federal undertaking, such as a license or permit from the federal government, must consult with the State Historic Preservation Office (SHPO) regarding the potential effect the undertaking may have on a property that is listed on or is eligible for the National Register. Also, owners of income-producing National Register properties may take advantage of investment tax credits for rehabilitation projects, if the project meets certain guidelines and standards.

National Register nominations are submitted by the SHPO to the State Review Board for approval, and are then reviewed by the Keeper of the National Register.



Preservation Planning

1. Historic preservation shall be integrated into all relevant aspects of comprehensive planning in Waconia, including land use, zoning, housing, park and trails, and transportation planning
2. Historic and cultural resources shall be evaluated with a framework based on historic contexts.
3. The City shall promote heritage preservation, in particular the rehabilitation of historic structures, the maintenance of the character of neighborhoods, and the collection, research, writing and publication of materials, which preserve the history of the city, and promote an understanding of and appreciation for the past.
4. The City shall coordinate with the Carver County Historical Society for assistance and guidance.
5. The City shall preserve the properties and resources under its ownership and care from damage by its own actions—including approvals, permits, licenses, contracts, financial assistance, land use, public works, construction or demolition—on behalf of the future citizens of Waconia.
6. The City shall review permits for the demolition or substantial demolition of undesignated properties that are eligible for local designation or for listing on the National Register, and to allow the City an opportunity to pursue historic designation of the property and find parties who are interested in preserving it.
7. If archaeological sites are discovered during the construction of City projects or City funded projects, all work shall stop and a licensed, professional archaeologist shall be consulted to develop an appropriate course of action before construction work is allowed to resume.
8. The City shall use appropriate zoning for historic sites to avoid undue development pressure and shall encourage the use of historic variances to facilitate the reuse of historic properties.

Identification of Historic Resources

1. Historical, architectural, cultural, and archaeological resource survey data shall be collected, reviewed and evaluated on a regular basis. Wherever possible, archival research shall be based on primary sources and field survey and reporting shall follow standard professional format as outlined by the Secretary of the Interior's Standards for Preservation as found in Archeology and Historic Preservation:

Secretary of the Interior's Standards and Guidelines [48 Federal Register 44716-44740] (National Park Service 1983).

2. Survey data shall be integrated with relevant activities of other city departments, such as public works, zoning, and code enforcement, housing improvement, and parks and recreation.
3. Properties shall be added to the survey as new information becomes available, and as the community acquires new perspective on the more recent past.
4. Survey data shall be made available to the public, and property owners shall be encouraged to contribute pertinent information to survey files.

Evaluation and Designation of Historic Resources

1. Historic properties identified by surveys shall be evaluated by the City for local designation potential or eligibility for listing on the National Register.
2. To evaluate the local significance of an historic property, the City shall prepare and apply the local eligibility criteria.
3. To evaluate the National Register eligibility of an historic property, the City shall apply the National Register criteria established by the Secretary of the Interior.
4. Properties meeting criteria for local registration shall be recommended to the City Council for designation.
5. Information about properties that appear to meet criteria for National Register listing shall be forwarded to the SHPO for review. If National Register listing is supported by the SHPO, a full nomination form shall be completed. Listing as both a local Heritage Preservation site and as a National Register property shall be encouraged.
6. The City shall record notice on the title of each property designated as a Heritage Preservation Site.

Design Review

1. The City shall encourage the conservation of existing historic resources by public education and, for locally designated historic properties and historic districts, by design review of proposed exterior changes.
2. The City shall encourage a high standard of urban, architectural, and landscape architectural design for new development in the city. Within Waconia's historic

core, new development should be compatible with and enhance its general setting as well as the immediate locale.

3. The City shall encourage the conservation and enhancement of traditional streetscapes throughout Waconia by historically sensitive public works design. This includes roadway, sidewalk, and lighting design as well as other amenities.
4. The City shall encourage the conservation and enhancements of historic parks and landscapes throughout Waconia by historically sensitive park designs. This includes recreational space, fields, playgrounds, buildings and other amenities.
5. The City shall conduct ongoing surveys of potential new development areas, such as entire blocks, within the historic core. The City shall prepare frameworks and approaches for discussing proposals at their earliest stages.

Objective 9 – Redevelopment

Restore underutilized urban properties to viable commercial, residential or recreational opportunities.

Continuous redevelopment is essential to sustaining the vitality of the community. This major task must, of course, be led by the private sector, but the City can provide incentives and guidance such as the land use plan, zoning ordinance, roads and trunk utilities. A major question over the coming years will how much City financial help can be provided to key sites.

Policies:

1. **Redevelopment Program:** Engage in a continuous process of assisting the redevelopment of key blighted or highly incompatible properties or districts.

Waconia will support redevelopment primarily by planning and zoning certain sites for more intensive or different land uses than their present use. In special circumstances, the City may use tools such as tax increment financing to support redevelopment when it can be demonstrated that the monetary and other benefits to the City strongly justify the investment risk. Other benefits may include leveraging subsequent significant private investment nearby, stemming the tide of neighborhood disinvestment or reviving a major environmental feature (such as a floodplain).

Target Areas: The top priority locations for redevelopment assistance are listed below.

- Downtown and its immediate perimeter
- The Highway 5 corridor

- The vicinity of the Ridgeview Medical Center
- The vicinity of the intersection of Highways 5 and 284 (Olive Street).

Process: Detailed plans that exist or may be prepared for each of these districts may address market forces, land use patterns, building conditions, traffic circulation, property acquisition, relocation and clearance, public finance, urban design and public participation. In each district, the City will be involved through planning and zoning. Municipal financial or public works involvement will depend on individual circumstances and opportunities.

Tools: Determine the financial or other tools that the City may use to assist redevelopment through further studies of the specific areas. Available tools include: zoning, private investment, tax increment financing, street or utility improvements, general obligation bonds, state or federal roadway improvement funds, and state redevelopment grants (not presently available), and state or federal brownfields remediation funds. Additional tools may be available in the future.

Objective 10 – Economic Development and Land Use

Promote business growth through land use planning, infrastructure investments and coordination with local organizations.

1. **Business and Industrial Parks:** Create a new business park with requirements for architecture, landscaping and site planning on the east side of Waconia in the CSAH 10 corridor.

Prepare and adopt design guidelines for future business / industrial parks that will ensure lasting value and a relatively high level of investment in exterior materials and site improvements.

2. **Economic Development Services:** Continue to work with the Waconia Chamber of Commerce to retain and expand existing industries and major employers. That organization should continue to organize and update information on the local economy. For its part, the City will continue to plan and zone appropriate locations for industrial and commercial investment.
3. **Changing Economy and Marketplace:** Periodically review and update economic development strategies, policies, investments, and programs to respond to changing economic conditions and opportunities. Maintain a balanced and competitive inventory of business and industrial sites with excellent infrastructure, telecommunications capacity and transportation access.

Objective 11 – Incompatible Land Use

Reduce land use conflicts through redevelopment of blighted, vacant or underutilized properties, enhanced buffering or screening, and improved building and site design.

The majority of residential and commercial growth has occurred at the edge of the City. Older established neighborhoods have experienced a small amount of decline because of incompatible land use and physical deterioration. A few portions of Waconia were developed prior to the establishment of zoning ordinances, leading to incompatible uses in terms of activity, size or appearance.

Policies:

- 1. Zoning Amendments:** In order to prevent new land use incompatibilities and to potentially remedy existing incompatibilities, the City will:
 - Continue to apply the site design provisions of its zoning ordinance, particularly those addressing setbacks, landscaping, lighting, trash handling, truck docks,
 - Continue to review site plans for multiple-family housing, commercial and industrial development applications and to require amendments as judged necessary.
 - Provide building design guidelines regarding scale and materials for new infill developments and building expansions.

- 2. Property Acquisition:** Consider negotiating the acquisition of private property, subject to the following criteria: elimination of land use incompatibilities, effect of deterioration on neighboring properties, viability of properties for redevelopment. Redevelopment should be consistent with the planned land use for the area.

In many situations, land use incompatibilities result from incremental changes that have occurred over time as economic trends and development standards have changed. In some cases the private market is unable or unwilling to purchase and redevelop properties. In those cases, the City may need to purchase certain properties to eliminate land use incompatibilities. This should be done on a case-specific basis and will require careful scrutiny of the costs and benefits involved in such action. Financial tools the City might use for property acquisition and relocation include tax-increment financing and federal Community Development Block Grant funds.

- 3. Neighborhood Planning:** Prepare specific plans for neighborhoods or districts where a need for additional guidance is identified.

The City will always involve residents and strive to protect neighborhoods from effects such as excessive traffic, blighted properties or land use incompatibilities. The neighborhood plans will outline strategies to address those issues and capitalize on opportunities to enhance the neighborhoods. When preparing neighborhood plans or implementing public improvements, the objectives and actions described in this comprehensive plan should be observed.

Objective 12 -- Municipal Expansion

Work to maintain a well-planned and fiscally sound community by carefully considering annexations that are consistent with the goals and objectives of the Comprehensive Plan.

The City of Waconia has expanded its area of jurisdiction by approving a series of annexation petitions over the past several decades.

Consistent with the principles set forth in this Land Use Plan, urban development should occur in areas served by utilities, streets and other public facilities. These and other facilities and services will be provided by the land developer in coordination with the City of Waconia.

The City of Waconia will identify locations where sewer and water lines can be extended to serve growth, will prepare land use and other plans consistent with the intention to provide for and capture new investment, and will consider the municipal fiscal impact of annexations proposed by the landowners.

Policies:

- 1. Rationale for Annexation:** Demand for housing and commercial services within Waconia will continue to expand. The City does not have an adequate supply of buildable land within its city limits to meet expected demand. Waconia is surrounded by unincorporated township lands that are rural in nature and are served by individual well and septic systems. Since municipal sewer and water are required to continue growth at urban densities, future annexations will be necessary.
- 2. Utilities:** Allow connections to the City's sewer, water or storm sewer lines or roads only if the benefiting property is annexed to the City of Waconia.
- 3. Annexation Petition Review Criteria:** Land may be considered for annexation based upon the criteria included in the Orderly Annexation Agreement. The process that would be followed to annex property within the OAA is:

- A resolution from the Township or the City is submitted to the State Municipal Boundary Adjustments (MBA) Unit.
 - The Municipal Boundary Adjustment Unit schedules a hearing.
 - The MBA may order the annexation if it meets criteria in State Statute 414.0325, Subd. 3.
4. **Consent Annexation Policy:** When sanitary sewer service is requested for properties outside of Waconia, require immediate annexation of those properties adjacent to the City if services can be provided economically.

If the property for which sanitary sewer service is requested is vacant and requires sanitary sewer for development, plans will first be submitted to the City to determine if sewer service should be provided and if annexation is required. Properties abutting the City will be annexed prior to development to avoid confusion in the permitting process unless the City determines that annexation is not in its best interest.

Objective 13 -- Local and Regional Investments

Invest in public facilities so as to maximize their impact, minimize duplication and advance the other objectives of the comprehensive plan.

Public spending is a powerful way to influence the pattern of land use and the actions of the private land development industry. Many thousands of dollars are spent annually on roads, utilities, parks and other facilities or services, all of which influence the value of land in one way or another. Thus, spending should be consistent with objectives of the Comprehensive Plan. The *Waconia Comprehensive Plan* should serve as the central guiding document for all long-term capital improvements programming in Waconia.

Policies:

1. **Priorities:** Give high priority to maintenance of and reinvestment in streets, parks, utilities and other City and County facilities so as to maximize the use of existing public or private investments. Secondly, use public expenditures to steer private investment to locations judged best for the interest of the region, to the extent possible within budget constraints.
2. **The Role of the Public Sector:** Provide major infrastructure in an orderly and timely manner so as to promote intensive investment and redevelopment in target areas and neighborhoods. Locate and design public buildings to foster community or neighborhood identity and raise the quality of nearby private development.

Use major infrastructure investments to support private sector activities. However,

all new local and collector streets and most new utility lines will be privately financed and built. Interceptor sewer lines, such as those shown on the Utilities Staging Plan, Figure 3-7, will be financed and built by the City with the cost assessed to benefiting property owners. (Occasionally, interceptor sewer lines will be extended privately and the cost recouped from other benefiting land owners.)

- 3. Public Infrastructure** Set a high standard of design for new public infrastructure. Include trees in the right-of-way along new or rebuilt County highway (e.g., CSAH 30) similar to the treatment along Waconia Parkway (CSAH 32).

- 4. Future Local Residential Streets:** Interconnect most streets unless topography or other factors prohibit such connections.

Require that trees be installed by land developers in the public right-of-way along both sides of all new local and collector streets.

Require that public sidewalks be installed along at least one side of each new or reconstructed local street and both side of collector streets. Exceptions may be granted to protect major natural features or short cul-de-sac streets.

- 5. Land Use and Transportation Relationship:** Plan and regulate land development to make relatively intensive use of sites served by minor arterial, collector and local streets.

Adequate future road rights-of-way will be planned and reserved in advance of development for the sake of economy and good design. Priority will be given to parks and parkways and other publicly-financed amenities that will be used to attract moderate- to high-density development.

- 6. Capital Improvement Programming:** Continue to refer to the *Waconia Comprehensive Plan* when annually updating the City's capital improvements program. The process for ranking all proposed projects will use the plan's Objectives as a starting point, then consider mandates, prior commitments, project interrelationships and cost effectiveness.

A perfect convergence between the plan and the capital improvements programs is unlikely to emerge, but a higher degree of consistency will result than if the comprehensive plan were not formally considered at all. In addition, this disciplined process will force a greater recognition of the importance of the plan in the minds of all staff and local public officials and also lead to regular, thoughtful plan amendments.

Objective 14 -- Land Use Plan Implementation

Use this plan as a basis for reviewing development applications, as a guide for neighborhood or district plans, and as the foundation for amending the City's zoning and subdivision ordinances.

This land use plan will only be as good as its application. While the policies and map of this and other chapters are a good foundation for future decisions, much work remains to be done. Detailed neighborhood and small-area plans will be needed, and they will take direction from the *Waconia Comprehensive Plan*. Finally, sound judgment by the staff and steady political leadership will be needed to implement this plan on a daily basis.

Policies:

- 1. Subdivision Ordinance:** Amend the Waconia subdivision ordinance to clearly require that local residential streets have sidewalks and trees in future neighborhoods.
- 2. Development Review Process:** Make land use and development decisions in a reasonable, predictable manner based on approved plans, policies, and ordinances.

City staff and the Planning Commission will strive to review development applications as expeditiously as possible while allowing the necessary public comment. Staff will continue to make applicants aware early in the process of the requirements of all applicable ordinances and plans so as to avoid later delays.

At the same time, staff will strive to work with applicants to ensure that the planning and design aims of the *Comprehensive Plan* are implemented. This may involve interpreting objectives or guidelines that are not clear-cut and specific, and persuading developers to amend their designs to satisfy community aims not expressly stated in the zoning ordinance but contained in the *Waconia Comprehensive Plan* or neighborhood plans.

When reviewing development or rezoning applications, or when preparing small-area or neighborhood plans, consult the policies of the *Comprehensive Plan*.

- 3. Neighborhood and Small-Area Plans:** Continue to prepare plans for developed neighborhoods and for future urban areas on the perimeter of the community.

Design land development in large tracts and whole neighborhoods rather than piecemeal. Prepare "sketch plans" for square-mile areas showing collector roads, floodplains, steep slopes and wetlands, as well as showing land use in greater detail than does this *Comprehensive Plan*, in order to guide developers, who may

negotiate the revision and refinement of such plans during the application process.

4. **Growth Monitoring:** Prepare a map of the current pattern of land use that covers the City plus lands just outside the City. Keep that map up to date.



Appendix A Development Acreage Shown on the Land Use Plan Map

Figure 3-6, Land Use Plan Map, demarcates more acreage for residential and non-residential growth than is expected to be needed between 2006 and 2030. This will help ensure that there is choice in the local land development market, that the City's plan is sufficiently far-reaching and that the Metropolitan Council may be assured that there is a sufficient amount of land planned to accommodate the regional housing forecast.

Table 3-9 shows the total acreage mapped by land use plan category. The acreage figures in this table may be compared with the forecast acreage needs in Table 3-2 and the table of forecast land development in Table 3-7.

**Table 3-9
Acreage Increase on the Land Use Plan Map**

	Net Acres									
	Low	Mid	High	C	MXD	BP	Ind	Park	P-I	Total
Acreage Increase	1,233	388	71	260	100	200	20	130	10	2,412

Housing Units

Potentially

Accommodated du/ac

Low Density	2.7	3,329		
Mid Density	8.0		3,104	
High Density	15.0			1,065

Additional Housing Units

7,498

"Net Acres" includes local, collector and arterial road rights-of-way, minor wetlands not shown on the land use plan map and storm water ponds. It excludes major wetlands and water bodies, public parks and arterial roads.