# CITY OF DAYTON
# 2040 COMPREHENSIVE PLAN
# Chapter 5: Land Use

# Introduction

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

# Land Use Goals and Policies

## Community Image

**Goal 1:** Enhance community identity and sense of place through well designed community gateways, signage, high-quality infrastructure and attractiveness of properties.

**Goal 2:** Work with providers and developers to expand cost effective high-speed internet to existing and new-residential areas across the City.

## Growth Management

**Goal 3:** Manage expansion of urban services (roads, sewer, water, internet) to support densities necessary to accommodate regionally forecasted residential growth, and desired business and industrial expansion.

**Goal 4:** Develop at a sustainable pace balanced with capacity of city service provisions, transportation capacity and wastewater and water supply available to the City.

**Goal 5:** Require appropriate land use transitions and buffers to ensure new development and or redevelopment is compatible with existing areas and abutting roadways.

## Agriculture and Rural Residential

**Goal 6:** Preserve the rural character by maintaining a balance between the expanding urban area and rural nature of the community.

- **Policy 1:** Preserve rural view shed on major roads, open spaces and natural areas to promote the rural character of Dayton.
- **Policy 2:** Encourage infill development that demonstrates compatibility with existing neighborhood characteristics in terms of quality, density, building height, placement, scale, and architectural character.
- **Policy 3:** Discourage "leap frog" development patterns of new subdivisions that prematurely expand City's service delivery areas.
- **Policy 4:** Conserve agricultural uses outside of the current staging areas.
- **Policy 5:** Encourage conservation practices on agricultural land to prevent erosion and conserve natural resources.

## Residential Land Use

**Goal 7:** Promote residential growth in well-planned neighborhoods connected through roads and trails to parks and other key community and natural amenities.

- **Policy 1:** Establish and update development guidelines for including adequate green

spaces, paths, sidewalks, and trails and connections throughout the community.

- **Policy 2:** Continue to link residential neighborhoods via trails to city parks, Elm Creek Regional Park, lakes, schools, Historic Village, the mobile home park, and important neighborhood commercial nodes.

- **Policy 3:** Incorporate the conservation of natural resource corridors.

- **Policy 4:** Encourage innovation in subdivision design such as clustering techniques to conserve open space and/or natural resources.

**Goal 8:** Provide a healthy variety of housing types, styles, densities and choices to meet the life cycle housing needs of residents.

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

- **Policy 2:** Protect low density and rural residential areas from incompatible uses by maintaining adequate buffering, or transition densities from such uses.

- **Policy 3:** Ensure new housing, including high density and rental housing, adheres to high standards of planning, design, and construction.

**Goal 9:** Improve the availability of affordable housing and senior housing.

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

- **Policy 2:** Incentivize rehabilitation of older homes, and/or streamline the development process to reduce impacts on the price of entry-level homes.

- **Policy 3:** Develop partnerships with non-profit and private sector groups in the creation of new senior housing.

- **Policy 4:** Utilize our senior needs assessment to improve service delivery and expand services to our aging populace.

**Goal 10:** Promote efforts to upgrade, enhance and maintain existing housing stock.

## Neighborhoods

**Goal 11:** Create a common sense of community pride for Dayton by encouraging strong neighborhood organizing through community building activities, community safety and promoting neighbors knowing one another and integrating into the larger community.

- **Policy 1:** Increase recreation opportunities for residents.
- **Policy 2:** Continue to encourage Neighborhood Watch and other community safety programs.

## Commercial Land Uses

**Goal 12:** Expand and diversify the City's tax base by encouraging new commercial development and that complements the residential areas of Dayton.

- **Policy 1:** Create cohesive identities for Dayton commercial areas. Create and improve performance standards for all commercial areas including building and signage design guidelines, street scaping, and inclusion of green space, paths, and sidewalks to connect commercial areas to neighborhoods.

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

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

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

- **Policy 5:** Require all new commercial uses utilize public utilities.

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

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

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

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

## Industrial Land Uses

**Goal 13:** Attract and encourage new light industrial, office/industrial, high tech and professional services and maintain and expand existing businesses in Dayton.

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

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

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

- **Policy 4:** Establish light industrial and business park locations that offer a full range of activities in a manner that is compatible with surrounding land uses.

- **Policy 5:** Require all new industrial areas to be connected to city sewer and water.

- **Policy 6:** Create and improve building, signage, and landscaping design guidelines that will result in high quality building and site development.

- **Policy 7:** Encourage use of "green," or environmentally-responsible building and site development techniques that reduces impact on city, regional, and private utility systems.

- **Policy 8:** Encourage site upkeep and quality maintenance through code enforcement to maintain and promote a positive image of industrial areas.

### Historic Village

**Goal 14:** Identify opportunities and challenges in Historic Village area related to land use, utilities, parking, design standards, transportation and access which enable this area to become a key Dayton focal point.

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

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

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

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

- **Policy 5:** Identify and improve or plan for a new park and riverfront access or other public gathering areas.

## 2030 Land Use Plan Accomplishments

The 2030 comprehensive plan was adopted in 2008 and updated in 2014. Many changes have occurred and developments have advanced since the plans were adopted:

- Industrial users have recently completed projects in our expanded industrial area. The French Lake Industrial Master plan was approved in 2015.

- Upon creation of the Mixed-Use designation in northeast Dayton a 49-unit workforce apartment building and new streetscaping was completed in 2017. A second 49-unit workforce apartment building will be constructed on property immediately adjacent in 2022.

- Prepared a corridor plan for southwest Dayton transportation network. This study has expanded into a market research and small area plan for southwest Dayton that was completed in 2020.

- The construction of Dayton Parkway Interchange was completed and opened for traffic in November 2021.
- Twelve new single-family subdivisions have been approved and are a various stage of development.
- Conducted a senior needs assessment.
- Adopted Ordinance amendments including mixed use districts, landscaping, tree preservation, accessory dwelling units (ADU's) and residential design standards.

# Existing Land Use

Dayton's existing land use contains a variety of uses including historic residential and commercial areas, large agricultural tracts, large-lot suburban development, and a park reserve. While communities neighboring Dayton have seen substantial suburban development in recent years, development in Dayton has been limited, and the City consists mainly of rural residential and agricultural areas. The City also contains significant wetlands, woodlands, and forests which are distributed across the City. Many lakes and water features are present in the City including Diamond and French Lakes and the Mississippi River. See the definitions of existing land uses below, and Table 1 shows the land area of Existing Land Uses.

## Existing Land Use Definitions

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

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

**Essential Service:** Primarily areas dedicated to utility services (well house, water storage, etc.)

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

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

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

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

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

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

**Rail Road:** Parcels owned and maintained as rail lines.

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

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

**Vacant:** Undeveloped areas that do not serve a commercial, industrial, institutional, agriculture, or residential purpose.

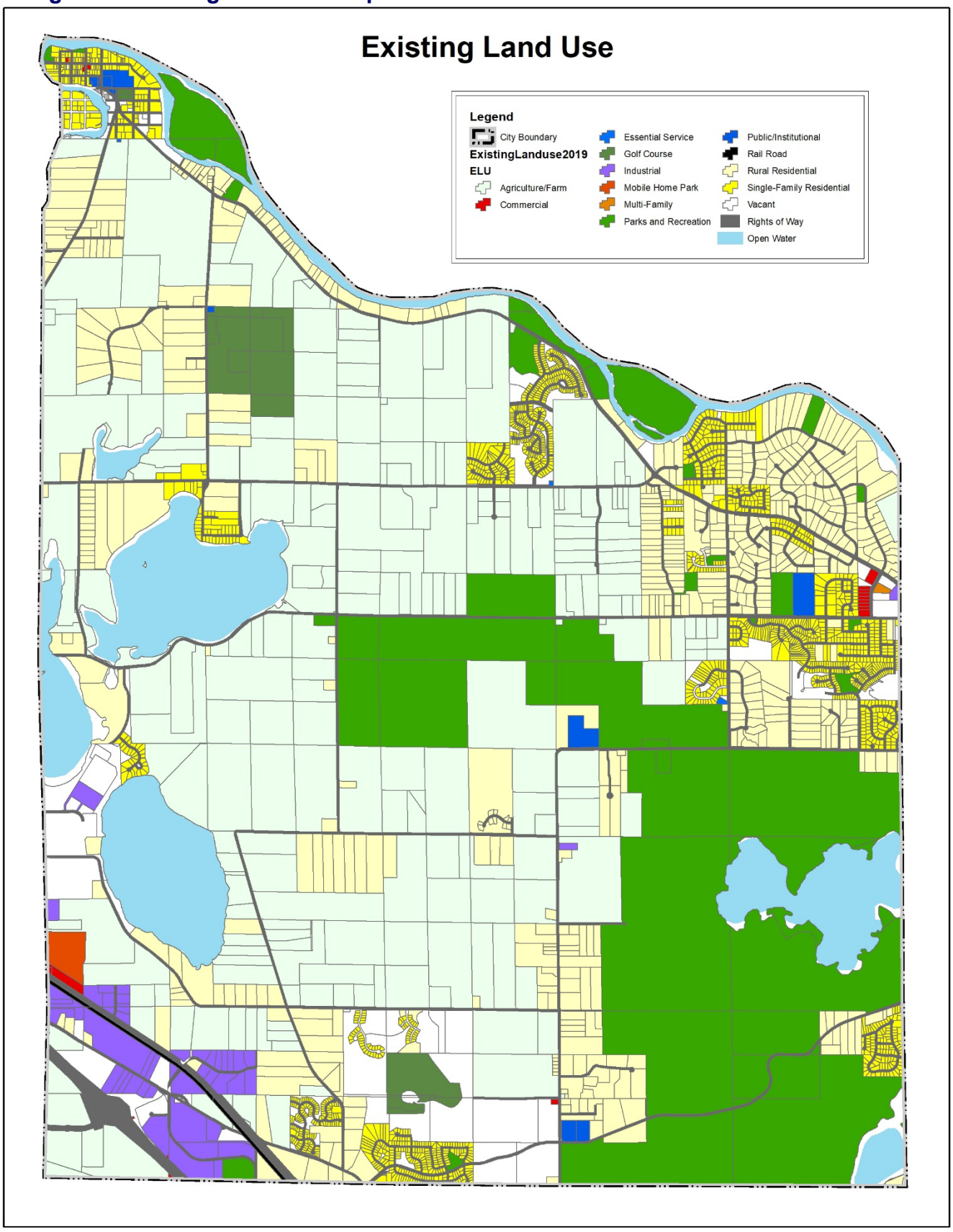
**Open Water:** Permanently flooded open water, rivers, and streams, not including wetlands or periodically flooded areas.

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

### Table 1. Existing Land Uses

| Land Use | Acres | Percent |
|---|---|---|
| Agriculture/Farm | 5767 | 35.93% |
| Commercial | 20 | .12% |
| Essential Service | 2 | .01% |
| Golf Course | 172 | 1.07% |
| Industrial | 284 | 1.77% |
| Mobile Home Park | 32 | .20% |
| Multi-Family | 3 | .02% |
| Parks and Recreation | 3,143 | 19.58% |
| Public/Institutional | 61 | .38% |
| Rail Road | 22 | .14% |
| Rural Residential | 2,679 | 16.69% |
| Single-Family Residential | 748 | 4.66% |
| Vacant | 825 | 5.14% |
| Open Water | 1,556 | 9.69% |
| Right-of-Way | 739 | 4.60% |
| *Total* | 16,052 | 100% |

## Figure 1. Existing Land use Map



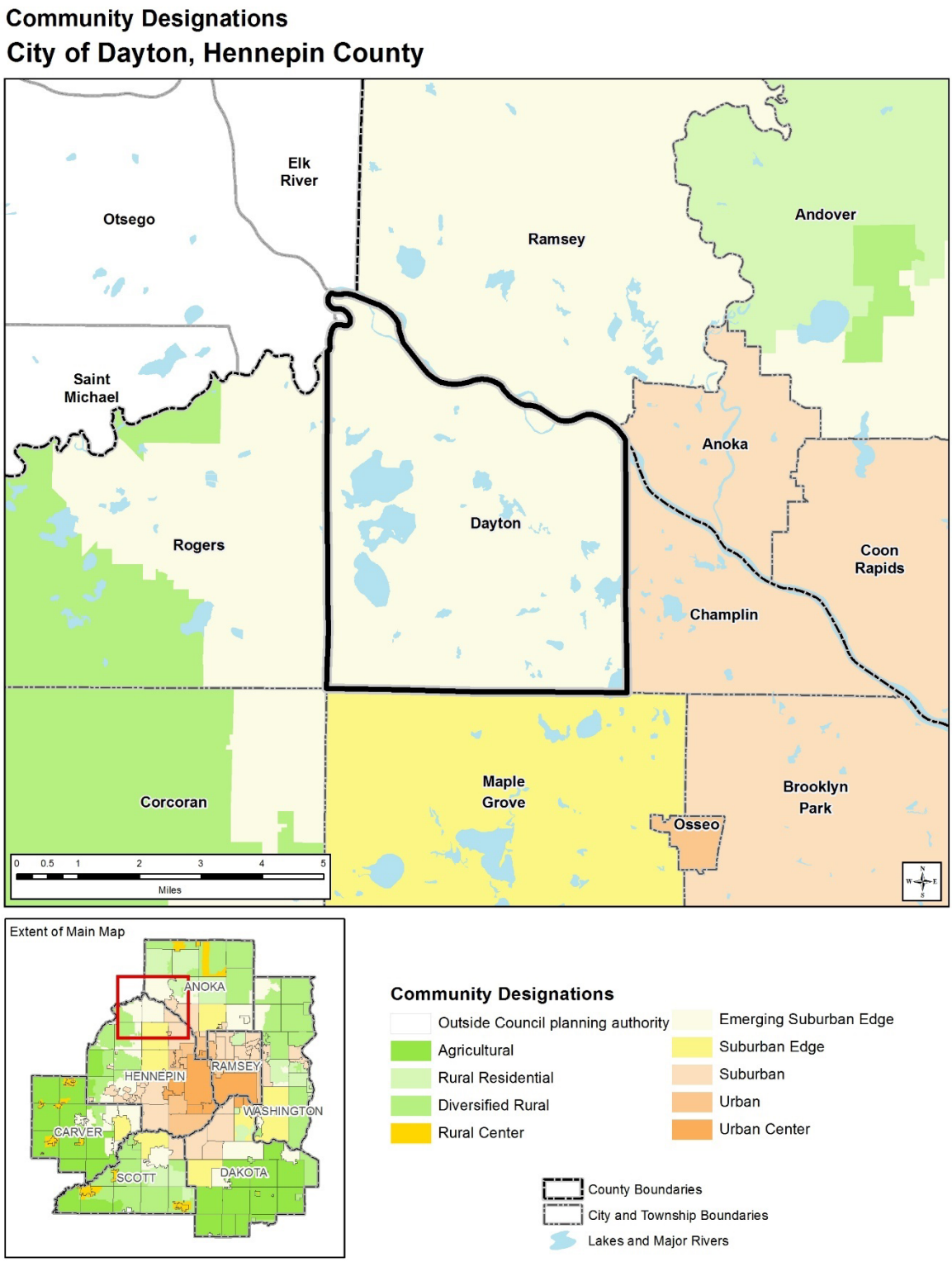
## Community Designation

The Metropolitan Council designates Dayton as an Emerging Suburban Edge community which is characterized as a community transitioning from rural to developed (see Figure 2). Communities designated as Emerging Suburban Edge are expected to plan for forecasted population and household growth at average densities of at least 3-5 units per acre for new development and redevelopment. See the figure on the following page depicting the community designation and surrounding community's designations.

The Future Land Use Plan has been prepared to respond to community goals and future needs of the region in the following ways:

- The plan identifies areas of high-density residential uses at densities of 12 units per acre or more to provide a mix of housing options for residents and to create opportunities for affordable housing in the City. The plan provides for approximately 1,140 additional units at a density of 12 units per acre or more within the Current, 2020-2030, and 2030-2040 staging decades.
- The plan designates areas for mixed- use development to accommodate retail, commercial/office, and housing which will improve access to jobs and other services and opportunities. The Future Land Use Plan includes 233 net acres of mixed-use.
- The plan designates higher density housing opportunities along major transportation corridors and in close proximity to the new Dayton Parkway Interchange (to be constructed in 2020) For example, the City has planned a large area of mixed- use south west of the interchange (that would support higher density housing) and medium and high density residential uses along the I-94/Hwy 81 corridor which will also provide opportunities for future transit supported residential.
- The plan achieves a minimum net density of 3.0 units/acre to ensure the region's infrastructure capacity matches the City's Community Designation of Emerging Suburban Edge.
- The plan provides for commercial and industrial land uses in close proximity of the Dayton Parkway Interchange and major roadways. These land uses will increase opportunity for local job growth and provide for a more balanced land use as non-residential uses are constructed therefore relieving the tax burden on residential properties.

## Figure 2. Community Designations



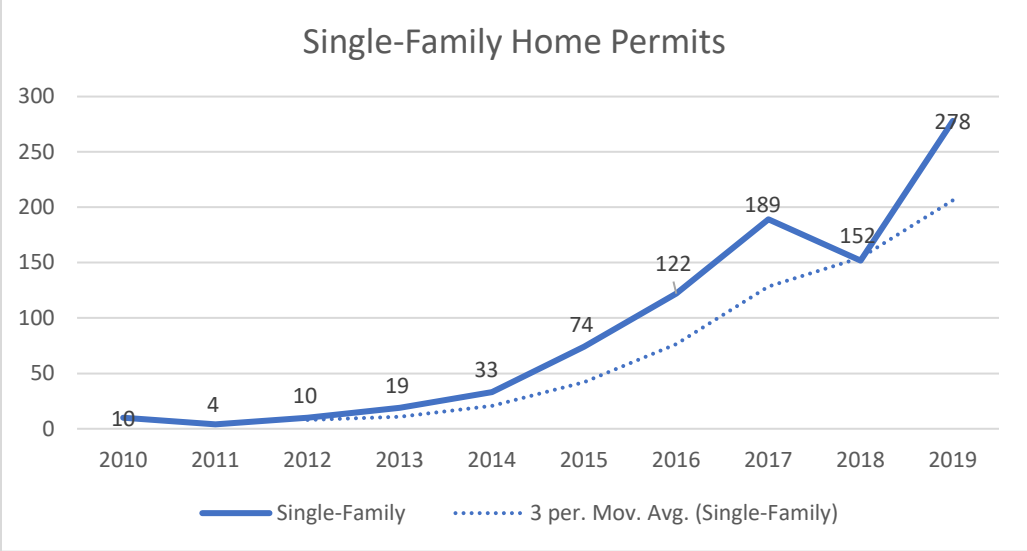
## Forecasts

Together with community designations the Metropolitan Council provides forecasts for growth for all communities. These forecasts are issued in 2015 at the very beginning of the 10-year comprehensive update process therefore forecasts for Dayton are behind compared to how actual development has progressed.

### Table 2: Community Forecasts

| Forecast Year | Population | Households | Employment |
|---|---|---|---|
| 2010 | 4,617 | 1,619 | 921 |
| 2018 | 6,072 | 2,158 | 1,230 |
| 2020 | 5,900 | 2,200 | 2,000 |
| 2030 | 7,900 | 3,200 | 2,490 |
| 2040 | 10,400 | 4,400 | 3,000 |

*Note: The table above represents the Hennepin County part of Dayton. There is a northwest corner of Dayton in Wright County with an addition 19 households, 54 population and 0 jobs.




Based on table 4 below, Dayton can demonstrate more than sufficient net acres are guided for residential through 2040 to accommodate Metropolitan Council's forecasts. What is more important to city policy makers is to control the timing and progression of growth in a manner that is suitable so that the city can provide all necessary resources to support growth.

## Future Land Use Plan

Dayton's Future Land Use Plan will provide a guide for managing future development pressure and growth by determining future land uses, development intensity, and areas for environmental protection. This chapter will incorporate growth management strategies for the City to ensure that adequate infrastructure is in place to accommodate new growth. The City supports new development but wants to ensure that growth can be accommodated wisely and

in an orderly fashion, while protecting the many natural resources that make Dayton a unique location.

The Future Land Use Plan includes guidance for all land use types including a variety of residential. Each residential land use category has an associated density, which was multiplied by the number of net acres to determine potential growth in household units. The land use plan must have enough land to meet forecasted growth. It is to the City's benefit to plan for a variety of land uses and densities to ensure the greatest opportunity in housing choice, along with new commercial and industrial growth. This is the City's opportunity to express its plan for growth. However, it is important to understand that these numbers represent the total potential in units if all land areas develop at the minimum densities permitted. When related to future regional system capacity, the Metropolitan Council bases their maximum forecast potential review to ensure that growth can be accommodated, particularly when forecasting for sanitary sewer needs.

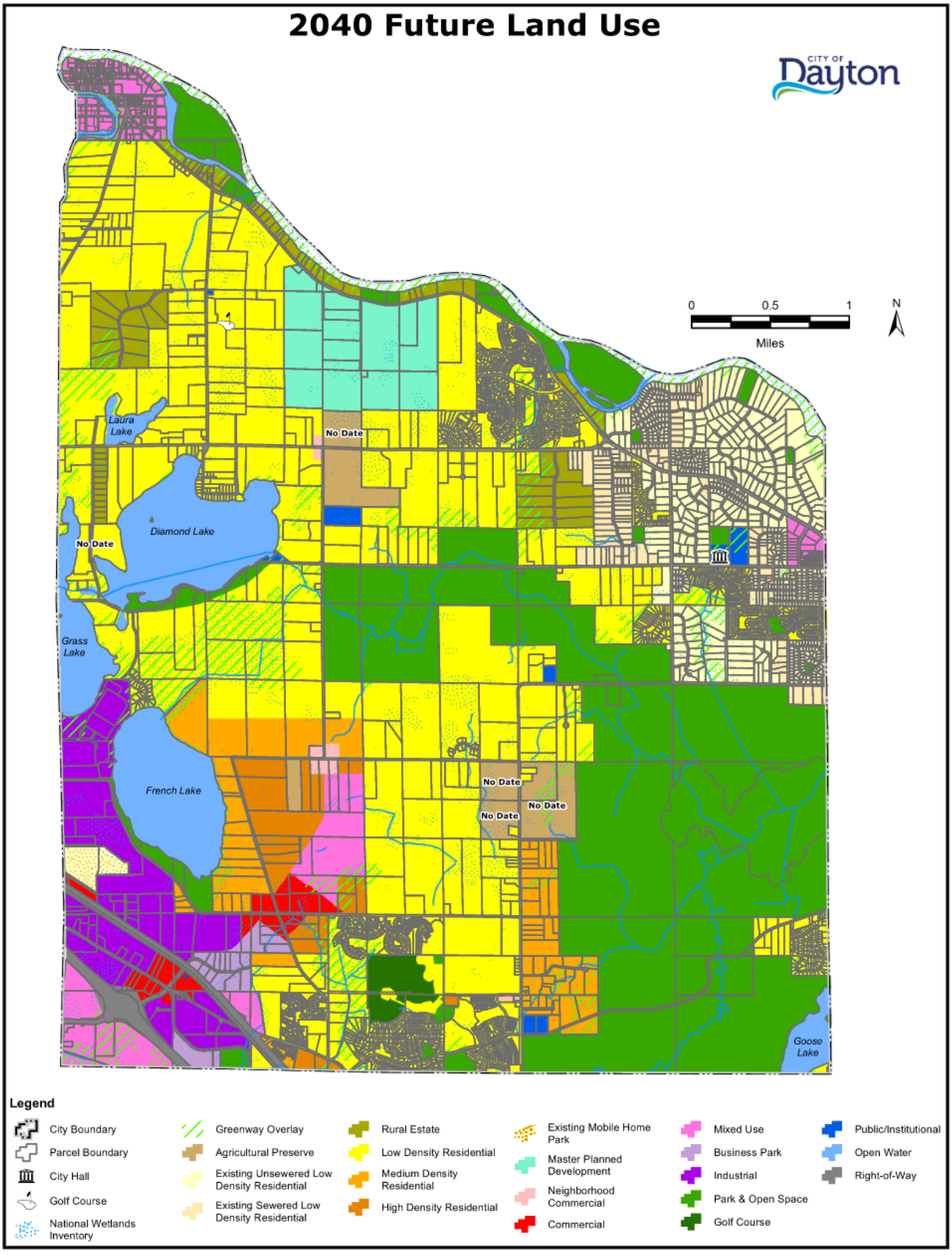
The table below describes the planned land uses for the 2040 Comprehensive Plan. Figure 3 below illustrates the planned future land uses for the 2040 plan horizon.

## Table 3: Land Use Categories

| Land Use Category | Description |
|---|---|
| **Commercial** | This category is intended to accommodate general commercial and highway-oriented businesses such as fast food restaurants, convenience stores, gas stations, big box retail, and other auto-oriented businesses. Limited office and service uses are also appropriate, depending on scale and location. |
| **Neighborhood Commercial** | This category is intended to be neighborhood based and includes uses such as small grocerly or convenience store, coffe shop/deli, and personal and health services for Dayton's residents. The site and architecture design should be of scale and design compatible with surrounding uses |
| **Business Park** | This category is intended to accommodate larger office buildings and corporate campus development, as well as light-industrial and office-warehouse development that require larger sites. |
| **Industrial** | This category is intended to provide areas for industrial related businesses including manufacturing, warehousing, automotive, trucking, office, and other related industrial uses. |
| **Public Institutional** | This category is primarily intended to provide religious, governmental, and/or education facilities. |
| **Mixed Use** | This category is intended to provide a mix of residential, commercial, office, service (hotel, restaurants, etc.) and light industrial land uses depending on the location of each mixed use area with the assumption that a possibly 60% of the area will be for residential uses. The Mixed Use area southwest of the interchange will allow for the greatest variety of users to respond to the market and new access to I-94. Typically, mixed-use development will include townhomes, low- and high-rise apartments, retail buildings, and offices. Development is often stacked (but not required), consisting of main floor retail space with office or housing units located above. Residential density shall occur at an average of 12 -20 units/acre. Each mixed-use area will have a corresponding ordinance that address the specific goals and uses for each unique mixed use area. |
| **Sewered Rural Residential** | This category is intended for a limited number of acres where property owners may wish to extend sewer and water to, or subdivide, larger lots than what is permitted through the standard Low Density Residential land use. Property owners would be required to apply for a comprehensive plan amendment prior to allowing sewer on these larger lots. The minimum lot size for this land use is 1 acre and the maximum lot size is 2.5 acres. The minimum density shall be .4 units/acre and the maximum 1 unit/acre. To ensure the City's overall density is not impacted, the cap on acres requested for this land use shall be 160 *net* acres. |
| **Existing Sewered Low Density Residential** | This category accounts for existing residential development in the City of Dayton at lower densities in the northeast quadrant of the City that is served by sewer. The average density for this area is approximately 1.18 units/acre. Some areas may be able to undergo adminstrative lot splits, however before providing additional building entitlements to a larger scale redevelopment consisting of multiple parcels, the City will need to process a Comprehensive Plan Amendment. These areas are typically zoned R-1 and require a minimum lot size of 15,000 square feet. |
| **Existing Unsewered Low Density Residential** | This category accounts for existing residential development at very low densities in the northeast quadrant of the City. Before providing wastewater to any of these parcels, the City will need to submit a Comprehensive Plan Amendment. Existing unsewered lots are between 2 and 5 acres with a net density of .2 -.5/acre |
| **Low Density Residential** | This category identifies areas for single-family residential development at a minimum density of 2 units/acre up to 5 units/acre. The city encourages developments with a variety of lot sizes and housing styles to meet lif-cycle housing demands. |
| **Medium Density Residential** | This category is intended to provide for townhome development, multiplex development, and row-homes at minimum density of 6 units/acre up to 8 units/acre |
| **High Density Residential** | This category is intended to accommodate the development of multiplex and low- to high-rise apartment buildings or condominiums. Development will occur at a density of 15 to 20 units/acre or greater. Architecture and landscaping is important in high density residential areas to ensure that development is appropriate and consistent with the community's character. |

| | |
|---|---|
| **Master Planned Development** | This unique land use will allow the city to work with a developer to create master planned community of approx. 460 acres. The master plan is expected to include a mix of residential density and types coupled with neighborhood commercial uses. The City will be expecting the development to provide unique community amenities and dedicated park land. A specific zoning district will be created for the master plan development and the minimum residential density will be 4.5 to 8 units/acre. |
| **Rural Estate** | This designation is applied to existing neighborhoods that have developed as larger estate lots on private septic. These platted developments were approved with the intention of providing for a rural style unsewered lot and neighborhood. The development pattern is not well suited to expand sewer and water infrastructure efficiently due to the lot size, presence of wetlands, woodlands, location of principle building and in some areas proximity of existing sewer. As these lots are on private septic they will not being included in overall density calculations. Rural estate lots are typically between 2 and 10 acres or .1 -.5 units/acre. If smaller sewered lots are ever requested for these areas a comprehensive plan amendment would be required. |
| **Agricultural Preserve** | These parcels are enrolled in the Agricultural Preserve program. Density in this district is limited to 1 unit per 40 acres. |
| **Manufacture Home Park** | This category identifies an existing manufactured home park with approximately 246 units at 8 net units/acre. Some redevelopment for mobile home park use is possible at these locations and a typcial net density would be between 8 and 10 units/acre. It is anticipated that if the park were to ever change use that the future use would be industrial consistent with surrounding future land uses. This change would be accomplished through a comprehensive plan amendment. |
| **Park and Open Space** | This category is intended to provide areas of public or private ownership that will remain undeveloped or with limited development serving a recreational purpose that will be permanently preserved for the important recreational or ecological benefits provided to the region. This area includes the Elm Creek Park Reserve. |
| **Golf Course** | This category area is intended to identify existing and/or planned golf course facilities. |
| **Open Water** | This category provides permanently flooded open water, rivers and streams, not including wetlands or periodically flooded areas. |

## Figure 3: Future Land Use Map



## Average Net Residential Density

As mentioned previously the Metropolitan Council has designated Dayton as an Emerging Suburban Edge community. Residential land use densities planned for new development shall average a net density of at least 3-5 units per acre. The average net density planned for sewered residential development is 3.22 units per acre as described in Table 3 below.

### Table 4: Future Land Uses

| FLU | GROSS ACRES | DEVELOPABLE ACRES | Minimum Density | Unit Capacity |
|---|---|---|---|---|
| **SEWERED RESIDENTIAL** | | | | |
| Low Density Residential | 5,820 | 4,096 | 2.0 | 8,193 |
| Medium Density Residential | 606 | 469 | 6.0 | 2,813 |
| High Density Residential | 265 | 197 | 15.0 | 2,952 |
| Master Planned Development | 462 | 383 | 4.5 | 1,726 |
| Mixed Use – (60% Residential in parenthesis) | 481 (289) | 222 (174) | 12.00 | 1,919 |
| Existing Sewered Low Density Residential | 442 | 414 | 1.18 | 488 |
| Existing Mobile Home Park | 48 | 41 | 8.00 | 328 |
| Total sewered acres | 7,932 | 5,774 | | |
| | | | **Units Total** | **18,584** |
| | | | **Avg. Density** | **3.22** |
| **UNSEWERED RESIDENTIAL** | | | | |
| Agricultural Preserve | 307 | 217 | .025 | 5 |
| Existing Unsewered | 672 | 493 | .2-.5 | 98-246 |
| Rural Estate | 379 | 230 | .1-.5 | 23-115 |
| **NON RESIDENTIAL** | | | | |
| Neighborhood Commercial | 29 | 28 | - | |
| Commercial | 127 | 99 | - | - |
| Business Park | 102 | 83 | - | |
| Industrial | 613 | 503 | - | |
| Golf Course | 85 | 37 | - | |
| Park and Open Space | 3,529 | 1,651 | | |
| Public Institutional | 71 | 65 | - | |
| Open Water | 1,300 | - | - | |
| Notes: The calculations take all approximate land use by acres its corresponding minimum density regardless of whether or not it has been platted. The staging table below takes into account plats. *Developable acres in Sewered and Unsewered Residential areas nets out approximate wetlands and public park land. Non-Residential nets out wetlands only.* | | | | |

The Metropolitan Council requires communities to assume development at the minimum density of each land use when projecting net residential density. In reality, some development may occur within the allowed range, higher than the minimum.

The City does endeavor to protect important natural resources such as steep slopes, shorelands and existing stands of hardwood trees in good health. If redevelopment occurs in the Mississippi River Corridor Critical area, it would be the intent of the city to remove shoreland and bluff impact zones or steep slopes from the net density calculation. This could ensure that lots that are platted in these areas are large enough to meet the requirements of the MRCCA ordinance, shoreland ordinance and state requirements, while also ensuring that net density requirements are met. Shore or Bluff impact zones are considered as undevelopable as wetland areas.

Additionally, if development occurs in areas that are highlighted in the greenway corridor, the City will ensure that high quality natural resources such as significant tree stands of hardwood trees are conserved. Any areas where tree preservation is proposed through conservation easements, the city would ensure that these areas could be removed from the net density calculations. The City will ensure that Conservation Subdivision ordinance is utilized where possible.

Additionally, it should be noted that the Future Land Uses density calculations for Sewered Residential Land Uses found in Table 3 does not always present the most accurate representation of density when considering developments that have been completed or are ongoing in the City of Dayton. Table 3 is using projected unit number counts based on minimum density in each sewered Land Use category. See the Staging Section below for a discussion on how known densities were placed into two new staging categories, Serviced, and Developing. The totals in Table 4 may represent a more accurate unit count when taking into account serviced (or developed) or developing areas.

The existing Manufactured Home Park in southwest Dayton has a unit capacity of approximately 256 units with an overall net density of 8.00 units per acre. This area may have some ability for expansion. The current owner of Dayton Park (the City's only operating Manufactured Home Park) has expressed interest in some minor expansion that will likely have larger lots and larger units.

A new sewered residential land use is being introduced in this Plan. **Sewered Rural Residential** is intended for the subdivision or the connection of sewer to larger lots with a maximum lot size of 2.5 acres and a minimum lot size of 1 acre. This Land Use designation could allow for transitional areas between existing larger lots and more recent Low Density Residential subdivisions, or where higher densities may be improbably due to natural features (e.g. the Mississippi River Rules). This land use is by request only, therefore no parcels yet have this designation assigned. In order to ensure that the City's overall density is not impacted by reguiding parcels to this new designation, the City has capped this amount of land allowed in this designation to 160 *net* acres. Areas currently guided as unsewered, but are near to existing sewer facilities will be given first priority for this new designation. To allow more than 160 net acres, the City would have to complete a more intense Land Use Map amendment to increase sewered densities in some areas to ensure that the City maintains a 3.00 unit/acre density overall.

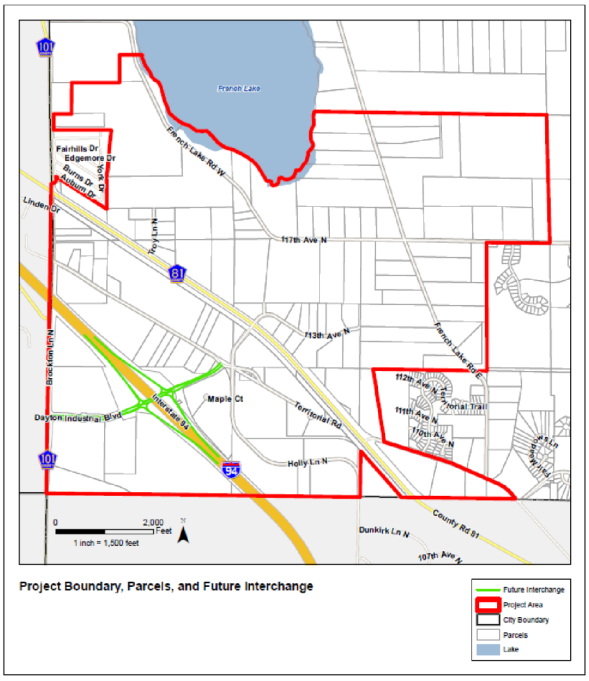
## Non-Residential Development Intensity

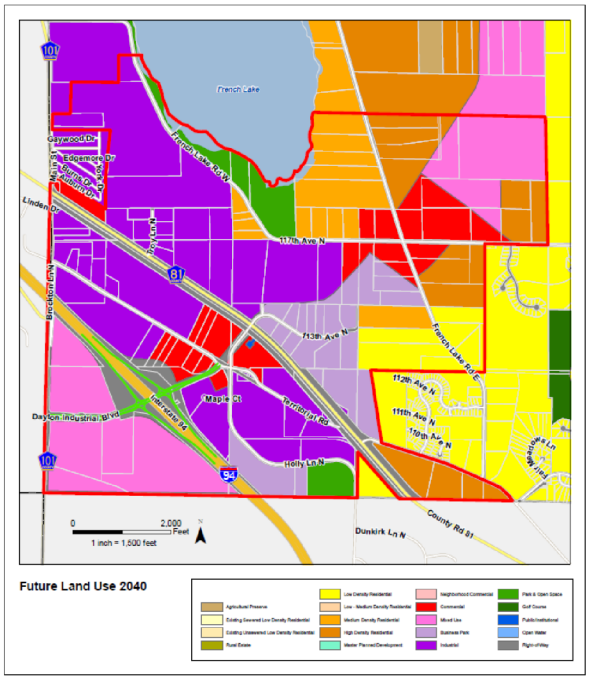
Non-residential zoning districts (including the Business Districts and Industrial Districts) are typically developing at a maximum of 50% building footprint coverage (or .5 FAR). However, mixed use districts have a typical cap on impervious surface at 80% of the lot. While there is not building intensity cap for mixed use districts, the 80% impervious surface cap includes improvements like parking lots and building coverage is very unlikely to reach 80% while also

meeting parking requirements. Any increase in FAR beyond maximum caps, whether building coverage, or impervious, would require additional zoning approvals (such as a Planned Unit Development, or Variance).

## Southwest Dayton Small Area Plan

The City is currently working on a small area plan (study area outlined below) and market research study for southwest Dayton. Upon completion of the study some adjustments may be considered to land use to help Dayton reach its competitive advantage when the interchange opens.




## Redevelopment Priority Areas

The City has three high priority areas where development and redevelopment opportunities will be encouraged in order to expand the tax base and create opportunity for local jobs. Southwest Dayton will be an area of change over the next planning period for new development and possible redevelopment of older industrial properties with the opening of the Dayton Parkway Interchange in 2021. As mentioned above this area is being studied and a small area plan will be created. This will be followed by preparation of a Mixed-Use zoning district specific to SW Dayton. Updates to other districts are also possible to allow for uses based on market study while ensuring standards result in the highest quality development.

Balsam Lane is another area of redevelopment potential. This area was re-guided Mixed Use in in previous updates. Vacant land as well as older commercial spaces occupy the district. The Balsam Lane Apartments were constructed in 2017 as the first redevelopment under the mixed-use zoning. Streetscaping was completed at the same time. The City will encourage a mix of uses within this development area.

Finally, the Historic Village in northwest Dayton is a focus area. This enclave was studied in the 2030 plan and will remain a focus for future redevelopment once available extension of sewer and water are possible to expand uses including residential and village oriented commercial

uses. The city will consider purchase of key properties on the riverfront for future redevelopment.

## Future Land Use Plan Principles

The Future Land Use Plan guides the development of Dayton through 2040 (and beyond) and will be used to implement the City's goals, strategies and policies. The Plan is guided by goals listed earlier in this chapter and furthered by the following principles:

### Development Patterns and Neighborhood Form

- Encourage open spaces, parks and trails in all neighborhood developments. Community input and surveys indicate that a high quality of life is found when residents have visual access to green spaces and close proximity to a variety of park experiences.
- Create neighborhoods with a variety of housing types that are well connected with roads, trails or sidewalks. Even in low density land use areas new developments can meet life-cycle housing needs with a mix of small lot single family and villas, more traditional larger two -story single family and even attached townhomes within a single neighborhood.
- Recognize neighborhood characteristics and promote new development compatible in scale, architectural quality and style with existing neighborhoods.
- Guide density to areas with proximity to existing infrastructure and future infrastructure availability.
- Concentrate higher density development near major roadways and service-oriented businesses to help promote walkability.
- Consider planned development in surrounding communities when making land use decisions in the City.

### Open Spaces and Natural Resources

- Preserve natural resources throughout the community and provide educational opportunities to residents to help them understand the value of natural areas.
- Preserve open spaces and natural resources.
- Protect wooded areas through implementation of the tree preservation ordinances and encourage improvement of existing resources and reforestation.
- Support the guidelines identified in the Natural Resources chapter to preserve the City's natural systems and the Mississippi River Corridor Critical Area Plan.

### Business Districts and Commercial Areas

- Focus service businesses and development near urban residential densities and along primary transportation corridors.
- Provide connections between residents and commercial areas and promote businesses within mixed-use areas.
- Work to create job opportunities in the community within commercial and industrial guided areas for Dayton residents to reduce traffic and commuting demands.
- Emphasize service and retail uses which serve the needs of the local community and provide opportunities for the community to gather.

## Staging

The Metropolitan Council requires Emerging Suburban cities to provide the anticipated rate of growth based on ten-year increments. Development of such a staging plan provides several benefits to the City.

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

The Staging Plan was developed to guide the contiguous pattern of growth (Figure 4 Staging Plan below) based on current development patterns and availability of infrastructure. The Staging Plan illustrates the city's "serviced areas" or parcels with sewer (established neighborhoods already served). The staging plan identifies "developing" parcels which have already received preliminary or final plat approval. "Serviced" and "developing" areas in the staging plan are functionally a sub-category of the "current" staging areas, however, known densities are utilized in these areas where possible for a more accurate calculation of units based on actual data, rather than projected data. While the staging does calls out serviced areas differently than current areas, it is not intended to show that serviced areas have no development potential, but to signify that redevelopment may either take longer, or require assemblage, or happen at a much smaller scale through administrative subdivisions. The "Current" staging category is all remaining developable land in closest proximity of sewer service which are large enough or may be under-utilized to be easier to develop. It is the city's desire that this land be developed prior to opening the next staging area. Since the 2030 plan, Dayton has chosen to create a more realistic staging plan with fewer acres in the 2020, and 2030 staging areas.

The mobile home park is shown in the current staging area as the mobile home park owners have expressed interest in expansion, or redevelopment, as well as improvements in this area. Existing Low Density Residential areas are shown under serviced as these areas were a part of the first sewer project in Dayton. Some of these lots were previously on septic and were of such a size to be impractical to continue to utilize individual septic systems. While these area are shown as serviced, there may be some redevelopment opportunities that may occur on an administrative level through lot splits.

The ten-year staging areas are patterned by how the city is developing from three corners with, northeast and south being most active. While a majority of the City will eventually be served by Metropolitan Council sewer interceptors, a small area in the northwest corner of Dayton has been served by Otsego service, as reflected on the Staging Plan. This northwest area is not planned for sewered development beyond what has been served by Otsego until both water and sewer capacity is available.

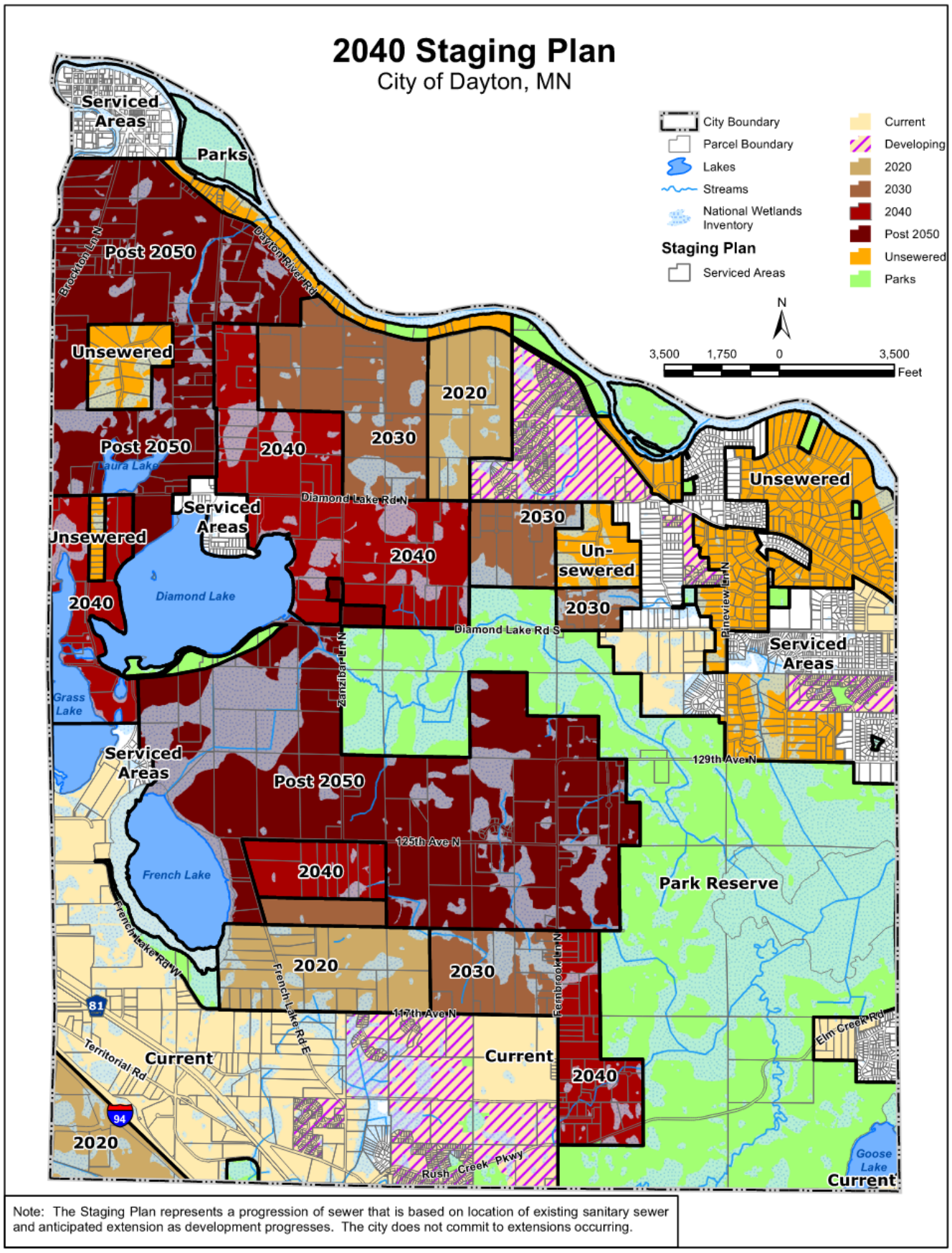
The Staging Plan translates to a development pattern in the northeast corner of the City occurring from east to west and north to south as infrastructure is constructed. Conversely, development in the south/southwest corner of the City is planned to occur from south to north

and west to east as infrastructure is constructed.

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

Future land uses are broken down by staging areas and presented in Table 4 (Forecast By Staging). Density assumptions were also included to estimate the potential number of units to be accommodated in each staging area. It is important to note that like the Future Land Use Plan, the Staging Plan forecasts are based on total potential units. Table 4 represents the City's best estimate of the timing of future growth.

## Figure 4: 2040 Staging Plan




Note: The Staging Plan represents a progression of sewer that is based on location of existing sanitary sewer and anticipated extension as development progresses. The city does not commit to extensions occurring.

### Table 5: Staging and Sewered Residential Land Use

| Staging | 2040 Land Use | Gross Acres | Net Acres | Park Dedication* | Net Developable Acres | Minimum Density (units/acres) | Unit Capacity | Percent |
|---|---|---|---|---|---|---|---|---|
| **Current** | | | | | | | | |
| | Existing Mobile Home Park | 48 | 41 | 0 | 41 | 8.00 | 325 | 3% |
| | Low Density Residential | 473 | 381 | 38 | 343 | 2.00 | 686 | 32% |
| | Medium Density Residential | 39 | 36 | 4 | 33 | 6.00 | 195 | 3% |
| | High Density Residential | 51 | 25 | 3 | 23 | 15.00 | 338 | 3% |
| | Mixed Use (residential) | 36 | 28 | 2 | 26 | 12.00 | 314 | 2% |
| | Existing Sewered Low Density Residential | 7 | 7 | 1 | 6 | 1.18 | 7.00 | 1% |
| | Commercial | 76 | 63 | 6 | 57 | - | - | 5% |
| | Business Park | 102 | 83 | 8 | 75 | - | - | 7% |
| | Industrial | 614 | 504 | 50 | 422 | - | - | 42% |
| | Mixed Use (Non-Residential) | 24 | 18 | 2 | 16 | - | - | 2% |
| ***Sub Total*** | | *1,470* | *1,186* | *114* | *1,072* | - | *1,865* | |
| **2020-2030** | | | | | | | | |
| | Low Density Residential | 228 | 200 | 20 | 180 | 2.00 | 359 | 29% |
| | Medium Density Residential | 86 | 64 | 6 | 58 | 6.00 | 349 | 11% |
| | High Density Residential | 71 | 53 | 5 | 48 | 15.00 | 718 | 9% |
| | Master Planned Development | 108 | 99 | 10 | 89 | 4.5 | 400 | 14% |
| | Mixed Use (Residential) | 136 | 74 | 7 | 66 | 12.00 | 795 | 18% |
| | Commercial | 51 | 36 | 4 | 33 | - | - | 7% |
| | Mixed Use (Non-Residential) | 91 | 49 | 5 | 44 | - | - | 12% |
| ***Sub total*** | | *766* | *575* | *57* | *518* | - | *2,621* | |
| **2030-2040** | | | | | | | | |
| | Low Density Residential | 575 | 435 | 43 | 391 | 2.00 | 782 | 58% |
| | High Density Residential | 43 | 42 | 4 | 38 | 15.00 | 573 | 4% |
| | Master Planned Development | 315 | 291 | 29 | 262 | 3.01 | 1,178 | 32% |
| | Mixed Use (Residential) | 15 | 15 | 2 | 13 | 12.00 | 186 | 1% |
| | Agricultural Preserve | 36 | 18 | - | 18 | - | - | 4% |
| | Mixed Use (Non-Residential) | 12 | 12 | 1 | 11 | - | - | 1% |
| ***Sub total*** | | *996* | *815* | *80* | *735* | - | *2,719* | |
| **2040-2050** | | | | | | | | |
| | Low Density Residential | 862 | 678 | 68 | 610 | 2.00 | 1,220 | 62% |
| | Medium Density Residential | 243 | 212 | 21 | 191 | 6.00 | 1,148 | 17% |
| | High Density Residential | 96 | 95 | 10 | 86 | 15.00 | 1,285 | 7% |
| | Master Planned Development | 38 | 36 | 4 | 32 | 4.5 | 146 | 3% |
| | Mixed Use (Residential) | 24 | 19 | 2 | 17 | 12.00 | 206 | 2% |
| | Agricultural Preserve | 94 | 88 | - | 88 | - | 2 | 5% |
| | Neighborhood Commercial | 16 | 16 | 2 | 14 | - | - | 1% |
| | Public/Institutional | 32 | 28 | - | 28 | - | - | 2% |
| | Mixed Use (Non-Residential | 16 | 13 | 1 | 12 | - | - | 1% |
| ***Sub total*** | | *1,421* | *1,185* | *108* | *1,077* | - | *4,007* | |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| **Post 2050** | | | | | | | | |
| | Low Density Residential | 2580 | 1950 | 195 | 1755 | 2.00 | 3,509 | 85% |
| | Medium Density Residential | 239 | 207 | 21 | 187 | 5.00 | 1,119 | 8% |
| | Agricultural Preserve | 178 | 110 | - | - | - | - | 6% |
| | Neighborhood Commercial | 10 | 10 | 1 | 9 | - | - | 0.3% |
| | Public/Institutional | 10 | 7 | - | 7 | - | - | 0.3% |
| ***Sub total*** | | *3,017* | *2,285* | *216* | *1,941* | *-* | *4,629* | |
| **Developing**** | | | | | | | | |
| | Low Density Residential | 835 | 721 | 72 | 649 | 3.34 | 2,174 | 90% |
| | High Density Residential | 4 | 3 | 0 | 3 | 15.00 | 45 – 100 | 0.4% |
| | Neighborhood Commercial | 3 | 2 | 0 | 2 | - | - | 0.3% |
| | Golf Course | 85 | 37 | - | 37 | - | - | 9% |
| ***Sub total*** | | *927* | *7763* | *72* | *653* | - | *2,219* | |
| **Served***** | | | | | | | | |
| | Existing Sewered Low Density Residential | 435 | 407 | 41 | 367 | 1.18 | 427 | 51% |
| | Low Density Residential | 266 | 187 | 38 | 149 | 2.3 | 343 | 31% |
| | Mixed Use (Residential) | 74 | 55 | 5 | 50 | 12.00 | 600 | 9% |
| | Public/Institutional | 29 | 29 | - | 29 | - | - | 3% |
| | Mixed Use (Non-Residential) | 50 | 37 | 4 | 33 | - | - | 6% |
| ***Sub total*** | | *854* | *715* | *83* | *566* | - | *1,376* | |
| **Unsewered** | | | | | | | | |
| | Existing Unsewered Low Density Residential | 672 | 547 | - | 547 | .2 | *109* | 64% |
| | Rural Estate | 378 | 255 | - | *255* | .1 | *25* | 36% |
| ***Sub total*** | | *1,050* | *802* | | *802* | | *133* | |
| **Total** | | 7,917 | 6,361 | 651 | 5,705 | 3.4 | 19,569 | |

Notes: *Park dedication is based on requiring 10% of land dedicated to public purposes. This is an estimate and park needs are likely to fluctuate based on park search areas and changing park needs or the City acquiring park land outright.
The Mixed Use Land Use assumes 60% may be for residential use, 40% of the land area is indicated by the row Mixed Use (non-residential).
**The Developing category are those areas which have been recently platted and utilizes actual unit counts and actual density, except the high density portion which has not yet been platted in Sundance Greens.
*** The Served area is an approximation of neighborhoods which have been sewered and are developed to their potential within the 2040 planning horizon, however some infill development or redevelopment (particularly the Mixed Use Old Village area) may be possible.

## Growth Management

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

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

To help control the progression of growth, the City will create a Growth Management Policy, as a comprehensive plan implementation step, that will manage pace of development that can occur annually in each staging year. The City recognizes that certain areas of the City may develop at a faster rate than others; therefore, the City wants to ensure that future guidelines are in place to help assess when it is appropriate to open the next staging area, regardless of the stated year on the staging plan. The development of the policy is intended to reinforce the Staging Plan and also provide for flexibility to market conditions. The policy will provide a tool to ensure that adequate infrastructure is in place and adequate services can be provided to meet growth demands.

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

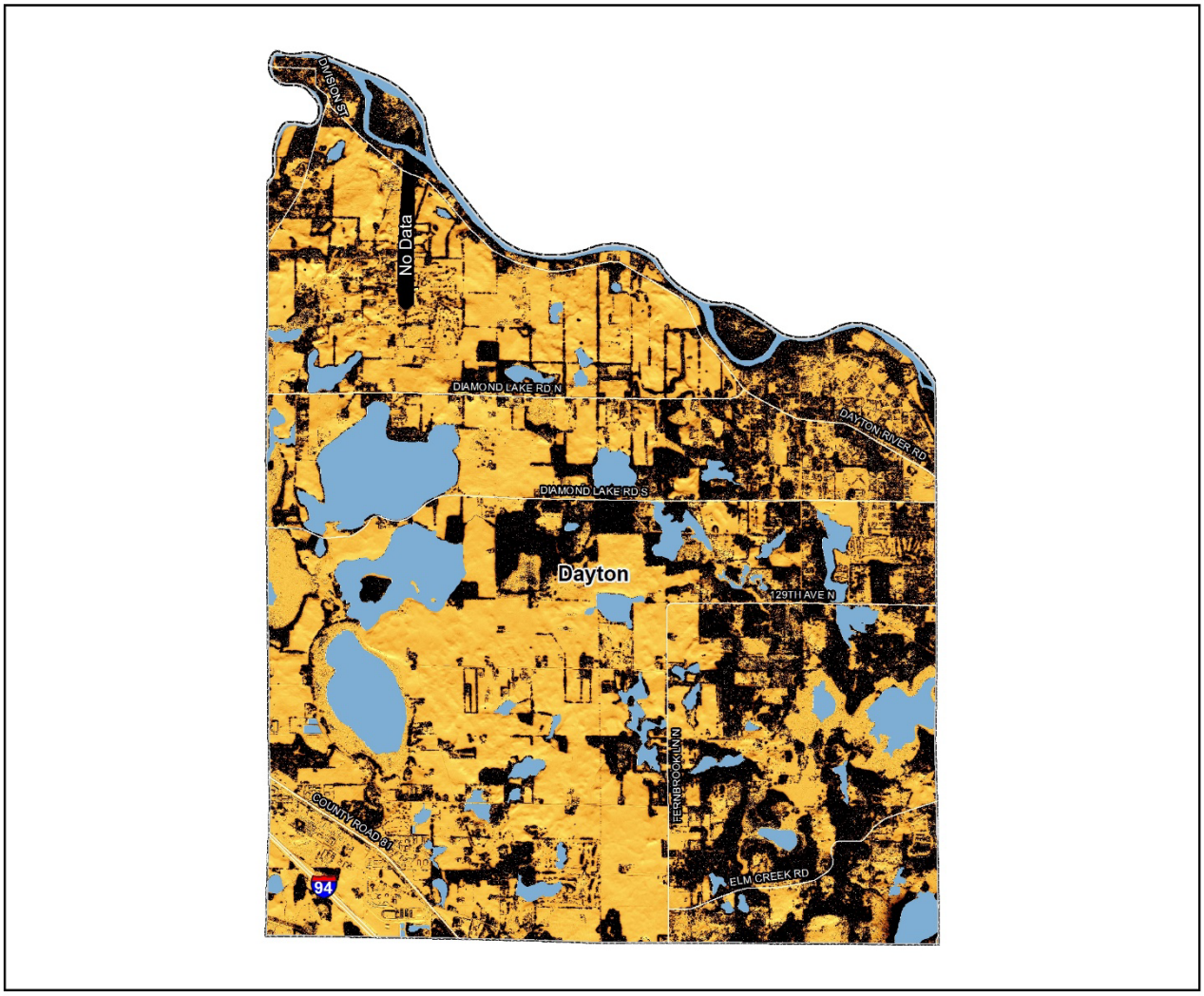
## Solar Access

Minnesota Statutes require an element for the protection and development of access to direct sunlight for solar energy systems. The purpose of this legislation is to prevent solar collectors from being shaded by adjacent structures or vegetation and to ensure that development decisions do not preclude the possible future development and use of solar energy systems. To ensure the availability of solar access, the City of Dayton will, whenever possible, protect access to direct sunlight for solar energy systems on principle structures and to ensure that the zoning code provides means for residents to utilize solar for their home use. The City of Dayton will consider solar access in the review of site plans and planning decisions. The figure 5 and table 5 below shows Dayton has high solar potential.

## Figure 5: Solar Potential in Dayton

### Gross Solar Potential

### City of Dayton, Hennepin County

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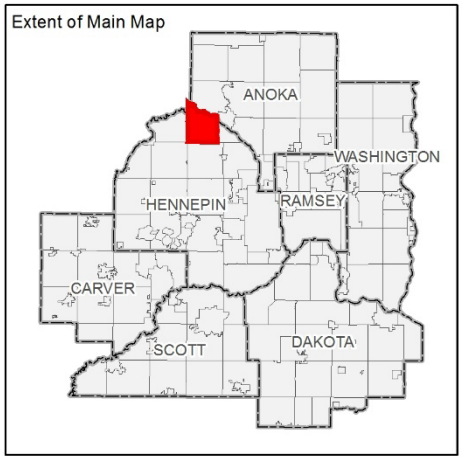


0 0.5 1 2 3 4

Miles

**Gross Solar Potential**
**(Watt-hours per Year)**

High : 1267914

Low : 900001

Solar Potential under 900,000 watt-hours per year

County Boundaries

City and Township Boundaries

Wetlands and Open Water Features

Source: University of Minnesota U-Spatial Statewide Solar Raster.

**Table 6: Gross and Rooftop Solar Resource Calculations**

| Gross Potential (Mwh/yr) | Rooftop Potential (Mwh/yr) | Gross Generation Potential (Mwh/yr) | Rooftop Generation Potential |
|---|---|---|---|
| 42,349,544 | 364,628 | 4,234,954 | 36,462 |

## Aggregate Resources

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

## Natural Resources

The City contains many ecologically significant natural resource areas that provide value to all residents by providing natural beauty and wildlife habitat, improving water quality and adding to land values. These natural areas are described in further detail in the Natural Resource chapter but merit discussion from a land use and development perspective.

The City has an extensive network of wetlands and lakes that significantly impact the developable areas in the City. Woodland areas are located throughout the community, including a number of remnants of the Big Woods along with many other significant stands. The community has made conscious choices to preserve and protect the natural areas and to improve their quality. Because a large percentage of the land area in Dayton is comprised of lakes and wetlands (nearly 12,400 acres) and many of these areas are under private ownership, it is critical for the City to educate residents about the importance of maintaining healthy wetlands, woodlands and lakes.

These natural features comprise the City's green infrastructure system; the City's natural support system that promotes healthy sustainability of the community. As the City grows, the natural areas will be a critical element of every decision-making process. The City undertook an extensive natural resource and open space planning effort in 2008 that has been a foundation for land use decisions. The Natural Resource Chapter indicates the ecologically significant areas that require protection and the areas that will be conserved as development occurs are shown on the Land Use map as the Greenway Corridor. Where possible, the City seeks to connect new development areas to the natural resources to better connect residents to nature. Should a develop be within the Greenway Overlay Corridor, section 1002.15, Conservation Subdivision, is used and a Planned Unit Development is used in order to protect the sensitive natural resources. Additionally, the City's Natural Resources goals (found in the Natural Resources Chapter), outline how the City will conserve high value natural resources as development occurs.

Dayton is also within the Mississippi River Corridor Critical Area (MRCCA). See the appendix for the City's plan to conserve this important resource through its MRCCA Plan.

## Historic Preservation

The Metropolitan Land Planning Act (Minn. Stat. 473.859 Subd. 2) requires that local comprehensive plans include a historic preservation element. The City of Dayton has several areas which have historic significance to residents including areas of the Old Village of Dayton, the Old Town Hall, and Elsie Stephens Farm Park. The City values these resources and is currently working towards creating an inventory of historic assets. In 2020, the City completed a

National Register of Historic Places Evaluation on the Old Town Hall. Dayton will continue to evaluate tools that endeavor to preserve of conserve these assets that may include: formal registration for National Historic Places, communication, and education.