



2. LAND USE

OVERVIEW

Land use guides public and private actions in the pattern of land and development. Land use is the central element of the comprehensive plan, and many people consider this chapter as the plan itself. Although there are other plan chapters, they are each related to the land use chapter given their shared geographic component. Consequently, there is some overlap, and other elements provide more detail on certain subjects mentioned throughout this chapter. The key provisions of other chapters in the plan that are critical to the physical development are integrated into the land use strategies. This chapter seeks the necessary means to help the city become environmentally, fiscally, and socially sustainable.

Land use translates the community vision for growth and conservation into a recommended physical pattern of neighborhood and commercial areas, road networks, parks, and trail corridors. Land use goals seek to influence the location, types, density, and timing of future growth through private real estate development, public investment in infrastructure and community facilities, and conservation of natural areas.

KEY FINDINGS

This chapter will be used by the city to make decisions about private development proposals and the location, size, and timing of public improvements. This chapter may also be the basis for preparing sub-area plans to foster future development in specified areas throughout the city. Although this plan is not a legal document, it does provide the rationale to support the city's zoning ordinance and subdivision regulations.

EXISTING LAND USE

Land use in the city consists primarily of single-family homes located in wooded and hilly land west and north of Pelican Lake in a cluster, subdivision-style development pattern. Commercial development is scattered along County Highway 11, the main entrance road to the city, which links Breezy Point to MN Highway 371 and Pequot Lakes.

Residential development is most intensive along the front of Pelican and Ossawinnamakee, where nearly every lot is built on. Unlike some lakeshore communities there are many houses located on inland lots up to a half



mile or more from a lake. Many of these homes are set in the wooded, hilly terrain with on-site wastewater treatment systems. Their lot sizes range from 10,000 square feet or less up to between one and five acres. High-density residential exists in the central core of the city on small lots with the majority of the parcels being served by minimum-maintenance or gravel roads. Medium-density parcels exist north of Ski Chalet Drive with small pockets along Buschmann Road. Low-density residential parcels exist in the center of the city and range in sizes that accommodate on-site septic systems.

Commercial and industrial development is located along the city's main corridors. Breezy Point resort, the major commercial development, is located on Pelican Lake in Nelson Bay. Other commercial development includes restaurants, convenience goods, professional offices, and professional services. Industrial development is concentrated in the Evergreen and Breezy Point business parks, located north of County Highway 11. The airport along County Highway 11 is a private facility that includes several hangars for the small, private aircrafts that the landing strips accommodate.

BB

THE BIGGEST DRAW TO LIVING IN BREEZY POINT IS THE BEAUTIFUL NATURAL AREA. THE RURAL 'UP NORTH FEEL' WITH ALL OF THE OUTDOOR RECREATION AND SAFE, QUIET NEIGHBORHOODS ARE THE MOST IMPORTANT QUALITIES TO PROTECT AND TREASURE.

-Community Survey Respondent

BB



An evaluation of existing land uses was conducted to assess and analyze the true picture of current land uses within the city. The existing land use map identifies land uses currently on each parcel, simply capturing the land for what it is. It does not take into consideration what is allowed or preferred going forward. **The existing land use simply shows what is, and what exists today.** The following is an analysis of the existing land use categories in the City of Breezy Point:

Forested: This category identifies portions of the city that contain large, densely forested tracts or contain very low-housing density.

Vacant residential: This category identifies vacant portions of the city that have been platted for residential purposes.

Single-family: This category identifies those areas in the city that comprise residential land uses, specifically single-family uses that house only one family or one group of people in one building. This land use includes single-family, mobile homes, and private cabins.

Multi-family: This category identifies those areas that comprise a multi-family land use. Multi-family includes residences such as duplexes (either side-by-side or up-and-down), townhouses, apartments, condominiums, and other dwellings that house more than one family in one building. Resort cabins or resorts are not considered

residential and are classified as commercial.

Commercial: The category identifies areas that comprise commercial land uses. This includes restaurants, professional services and offices, convenience goods, resorts (and resort cabins unless), and gas stations.

Industrial: This category captures areas that comprise industrial land uses. This includes manufacturing, storage facilities, mining, warehousing, and distribution.

Public/semi-public: This category includes public/semi-public uses within the city. This includes schools, city property and buildings, religious uses, clinics, and the airport.

Park and Open Space: This category identifies the city and state parks and open spaces.

Recreation: This category identifies recreational parcels within the city and includes uses such as campgrounds and golf courses.

Water: This category captures the acres of water within the city.

LAND USE CLASSIFICATION COMPARISON

EXISTING LAND USE		
Category	Acres	Percent
Residential (Low Density)	2,143	25.7
Residential (High Density)	76	0.9
Commercial	518	6.2
Recreational	148	1.8
Public/Semi-Public	472	5.7
Airport	689	8.3
Undeveloped	4,220	50.6
Right of Way	38	0.5
Utilities	1	0.01
TOTAL ACRES	8,349 acres	100

Source: Breezy Point 2016 Comprehensive Plan



IDENTIFY AREAS THAT CAN BE MULTI-FAMILY SO EFFORTS CAN BE CONCENTRATED IN THOSE AREAS AND DO NOT END UP SCATTERED ALL OVER THE CITY.



-Community Survey Respondent

The 2016 plan update separates residential land uses into three categories:

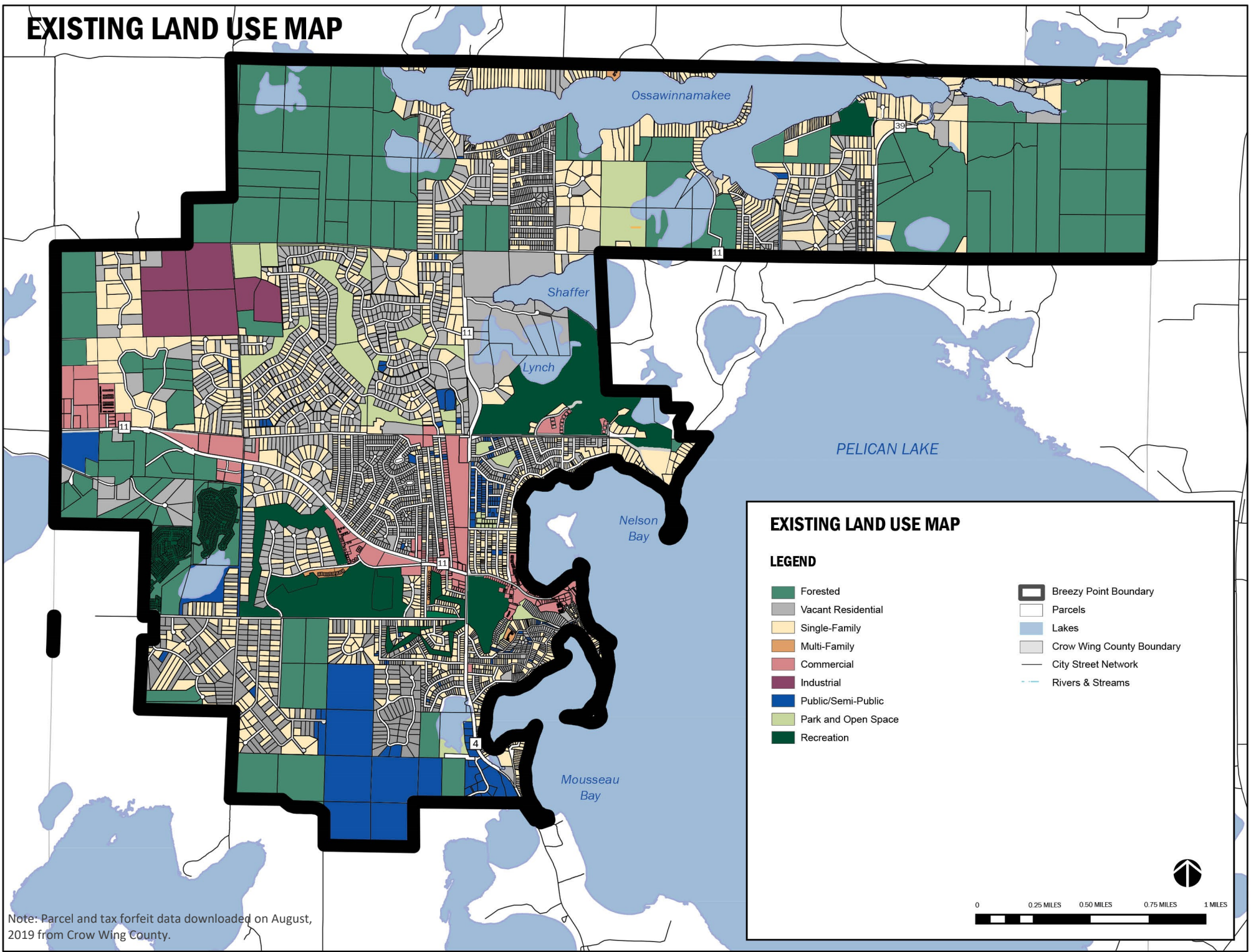
Lakeshore housing: residential parcels located adjacent to the lake, primarily subject to the Minnesota shoreland regulations.

Golf course housing: There are three courses in the city. All of the multi-family (attached) housing in the city is located around the Whitebirch golf course.

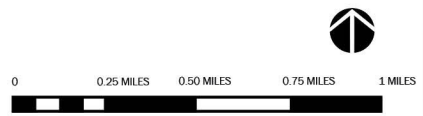
Wooded housing: The great majority of the housing in the city falls into this category.

This existing land use analysis classifies parcels based on their use and density, such as single-family dwellings (attached or detached) or multi-family units like apartments and townhomes. There is a difference in how the residential categories were collected from the 2016 plan. Instead of classifying use based on their location next to or immersed within natural resources or near recreational amenities, the analysis focuses on the size of the lot and the type of dwelling, targeting the analysis on density per acres. Due to the large percentage of vacant residential parcels, a category termed “vacant residential” was introduced. This new category helps illustrate the vacant and undeveloped land in the city and identifies the parcels that do not have any structures but is intended for residential uses.

EXISTING LAND USE MAP



Note: Parcel and tax forfeit data downloaded on August, 2019 from Crow Wing County.



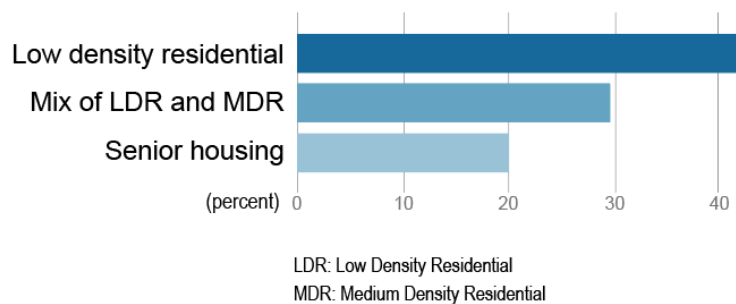
LAND USE VS. ZONING

Zoning districts are not necessarily consistent with land use districts. Zoning districts are frequently distinct from both current land use districts and future land use districts. Existing land use simply classifies how the land is currently being used on each parcel. Zoning identifies the preferred and permitted uses for development and redevelopment. The zoning map shows what is allowed to happen today for each parcel. Future land use identifies a preferred end result of the development and redevelopment process. Future land use is general in nature, capturing the desired long-range future condition over the course of a much longer timeframe.

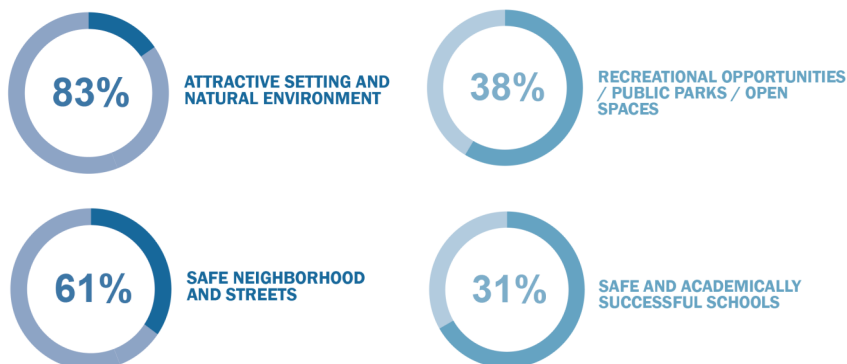
PUBLIC INPUT

As part of the comprehensive plan outreach process, a community survey asked residents a variety of land use and development-related questions to gather insight into the future desire's residents have for the city. When asked about future growth, 53 percent of survey respondents noted commercial and retail growth as a top priority. The survey asked participants to give their opinion on future residential development. Responses indicate support for low- and medium-density residential development. Nearly 44 percent of people supported low-density residential development such as one to three acres, and nearly 30 percent support a mix of low-density and medium-density housing, such as townhomes up to five or six units per acre.

Q10. When planning for future residential development, should the city place more emphasis on:



As highlighted in the introduction chapter, survey participants highlighted a set of elements that they felt make the city a great place to live. The city should seek to enhance these elements and take the necessary means to position the city to address this asset-based framework, versus a needs-based framework. Residents identified the attractive setting and natural resources as the leading element with 83 percent. A variety of wetlands, sensitive environmental features and forested area covers the city. The land uses that attribute to this element should be preserved when the city seeks to plan. The second leading elements was safe neighborhoods and streets. Traffic volume on local streets contribute to a comfortable environment for walkers, runners, and pedestrians. The following is a graphic highlight of the survey question:



TAX-FORFEITED PROPERTIES

There's a total of 374 tax forfeited parcels throughout the city, totaling 280 acres. The city considers purchasing properties at each county land sale. Some parcels have been purchased to remove them from the markets due to their difficulty to build upon and associated site constraints that could become public nuisances. In recent years parcels have been purchased for city buildings and the city park, and others have been purchased without a stated public purpose or strategy.

Acquire and sell lots: The city could acquire the tax-forfeited and other parcels and consolidate them for sale in larger tracts in order to facilitate land development consistent with the regulations that could potentially arise from this plan.

Acquire and hold lots: The city could acquire tax-forfeited lots and other parcels and hold them in their undeveloped conditions. This would provide buffers for the smaller holdings while preserving and protecting other natural resources.

Pay part of the improvement costs: The city could pay part of the cost of installing municipal sewer or water lines, or upgrading street surfaces.



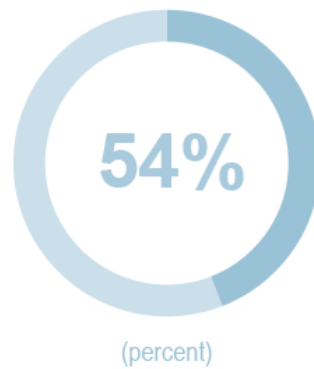
Commercial Growth and Expansion: Survey participants noted commercial and retail growth as the highest priority for the future. In an effort to address and build a year-round economy, residents seek to add services and businesses to the city, which can grow employment opportunities throughout the year. Residents support centralized development in the core of the city and concentrate development to support a walkable environment. Community members seek a collaborative approach to increase job availability as this directly impacts livability.

Enhance Community Identity: Survey participants seek to build a strong community identity, one that is separate from the resort, to establish a unique experience and sense of place. The city should consider developing its own identity and brand that capture its unique natural, social, and physical factors.

Community Gathering Space: A centralized gathering space, whether it be a community center or central square, could serve as the formal hub of activity for the city. This space could be multi-use in function but support numerous events throughout the year. Nearly 60 percent of survey respondents support an idea of a public space that could be used for community gatherings within the city.

Expand Housing Options: Residents seek to diversify the housing stock to provide housing types and options for all income levels and stages in life. It's apparent that lot size has constrained further development. Many parcels throughout the city are too small to allow for development, based on current zoning regulations. Many residents wish to see the city study existing regulations to allow for a smaller house footprint and garage size as market rates and cost to build are becoming burdensome and discourage development for certain income ranges.

Q8. What is your highest priority for future growth in Breezy Point?



Commercial/retail growth that reduce taxes and add services should be the highest priority for the future.

MECHANISMS



Infill development: When neighborhoods or targeted locations have either municipal sewer service or on-site systems, the city could take strides to advance housing development for all income levels within the city to meet the needs of its residents, but also collectively advance the housing need throughout Crow Wing County.



Protect natural resources for economic benefit: Preservation of the city's sensitive environmental areas and prime natural resources can enhance property value, add to the sense of place and identity, increase local tax revenues, decrease costs of recreation, and entice and attract new or relocating businesses.



CASE STUDY AND FORM EXAMPLE

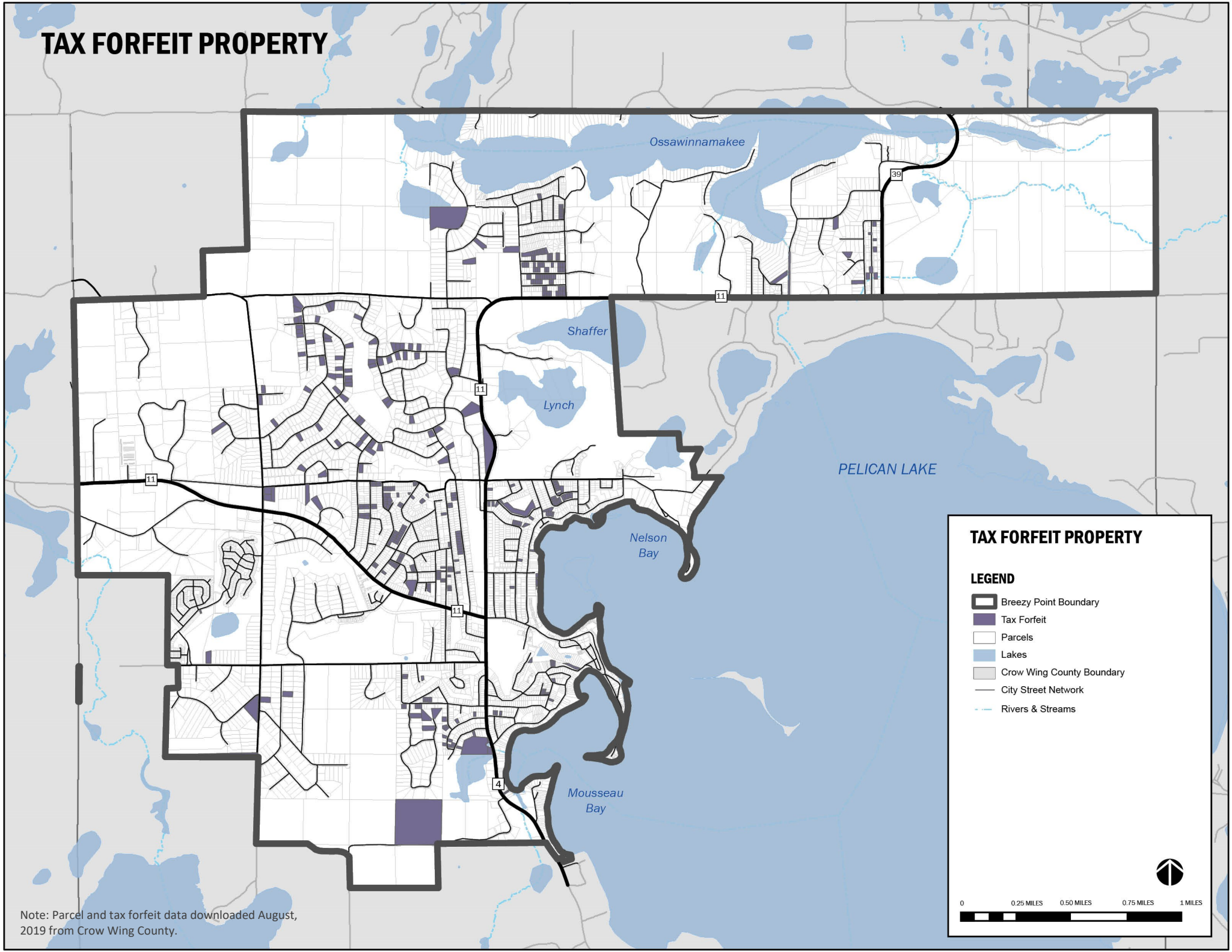
Use of small lots to spur development: Hundreds of undersized lots are platted throughout the city. The vast majority of these are too small to individually accommodate a house, water well, and wastewater treatment system. Fortunately, a large majority of them are owned in clusters, making the effective lot size much larger. It is the interest of the city and landowners to make use of previously improved neighborhoods rather than to promote the platting of new areas.



CASE STUDY AND FORM EXAMPLE

Concentrate commercial growth to yield either a walkable or low-speed vehicle environment: At the center of the city are local, small retail stores, small service businesses, and professional offices. At the intersection of County Highway 11 and Ranchette Drive, encourage retail and service businesses and offices. Near the western perimeter of the city, north of County Highway 11, allow retail and service businesses, light manufacturing, offices, and general businesses that may require screened outdoor storage of equipment or materials.

TAX FORFEIT PROPERTY



TAX FORFEIT PROPERTY

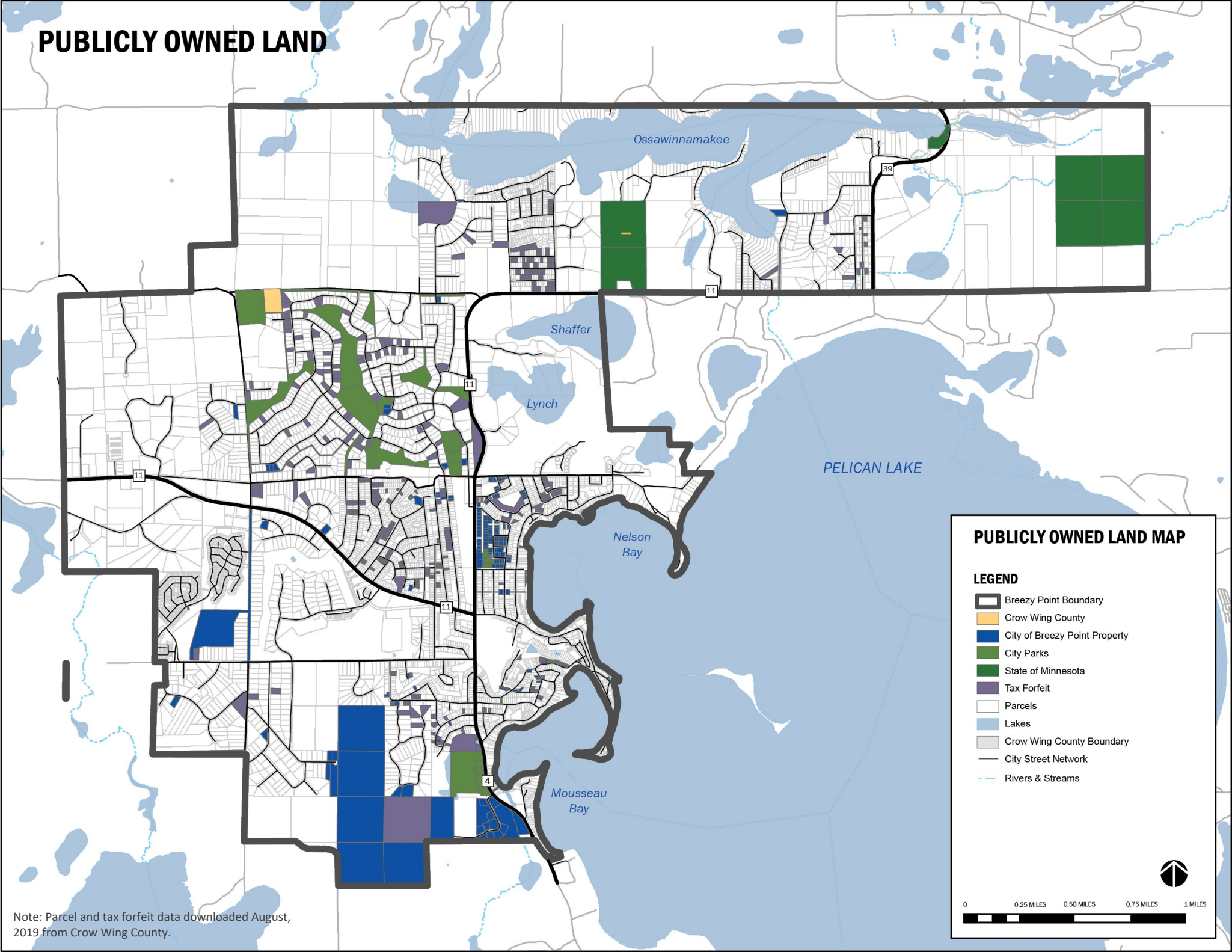
LEGEND

- Breezy Point Boundary
- Tax Forfeit
- Parcels
- Lakes
- Crow Wing County Boundary
- City Street Network
- Rivers & Streams

0 0.25 MILES 0.50 MILES 0.75 MILES 1 MILES

Note: Parcel and tax forfeit data downloaded August, 2019 from Crow Wing County.

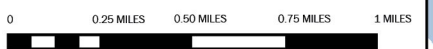
PUBLICLY OWNED LAND



PUBLICLY OWNED LAND MAP

LEGEND

- Breezy Point Boundary
- Crow Wing County
- City of Breezy Point Property
- City Parks
- State of Minnesota
- Tax Forfeit
- Parcels
- Lakes
- Crow Wing County Boundary
- City Street Network
- Rivers & Streams



Note: Parcel and tax forfeit data downloaded August, 2019 from Crow Wing County.

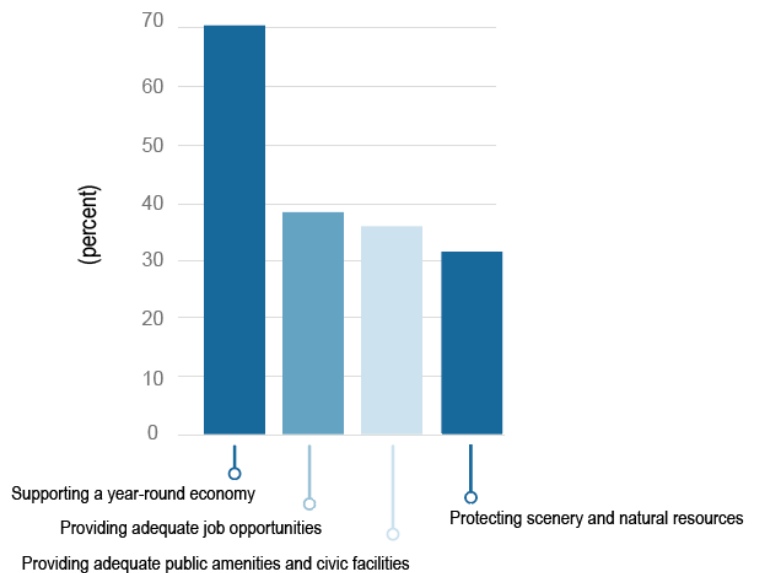


FUTURE LAND USE

This section of the plan identifies areas with potential to support new growth or infill development by guiding specific land uses to these areas. The future land use map identifies the preferred end result of the development and redevelopment process at a specific point in time 15 years from the present. The future land use map illustrates the long-range desired future condition or summarized as the preferred end results of development and redevelopment in the future. The map is generalized to accommodate future change and should not be viewed on a parcel-by-parcel basis. The actual boundaries will be shaped by market conditions, demographic changes, and economic events that occur in the future. It's very important to acknowledge that future land use categories are very different from zoning classifications. Future land use categories seek to address a full range of land use types.

The future land use categories are similar to those used in the 2016 comprehensive plan except that the residential categories have been more clearly defined to reflect a wider range of density and simplified to accommodate future growth needs as they arise. Parks and open spaces have been separated into new districts that highlight public ownership and private ownership.

Q13. When it comes to growth and development, what is Breezy Point's greatest challenge?



FUTURE LAND USE CATEGORIES

CLASSIFICATION	URBAN RESERVE	WOODED RESIDENTIAL	LOW DENSITY RESIDENTIAL (LDR)
OVERVIEW	<p>URBAN RESERVE (UR): THIS CLASSIFICATION INCLUDES FORESTRY FARMING, ANIMAL HUSBANDRY, AND CERTAIN BUSINESSES THAT REQUIRE AN ISOLATED SETTING. THESE LOCATIONS MAY BE SUBDIVIDED IN THE FUTURE INTO SMALLER RESIDENTIAL PARCELS TO OTHER PARCELS OF THE CITY.</p> <p>COLOR: (UR) IS REPRESENTED BY THE COLOR LIGHT GREEN/ GRAY ON THE FLUM.</p> <p>DENSITY: MINIMUM LOT SIZE OF 10 ACRES.</p>	<p>WOODED RESIDENTIAL (WR): THIS CLASSIFICATION WOULD TRADITIONALLY BE IDENTIFIED AS RURAL RESIDENTIAL, CONSISTING OF LOW-DENSITY, DETACHED HOMES ON 2.5- TO 5- ACRE TRACTS AS A MEANS TO PRESERVE THE FORESTED CHARACTER OF THE LAND.</p> <p>COLOR: (WR) IS REPRESENTED BY THE COLOR DARK GREEN ON THE FLUM.</p> <p>DENSITY: 2.5-5 ACRE TRACTS</p>	<p>LOW-DENSITY RESIDENTIAL (LDR): THIS CLASSIFICATION IDENTIFIES USES THAT WILL BE PREDOMINATELY SINGLE-FAMILY DETACHED UNITS WITH THE POTENTIAL FOR SOME TWIN HOMES AND OTHER LOW-DENSITY ATTACHED HOMES.</p> <p>COLOR: (LDR) IS REPRESENTED BY THE COLOR YELLOW ON THE FLUM.</p> <p>DENSITY: OVERALL DENSITY IS GENERALLY BETWEEN 1 AND 4 UNITS PER ACRE.</p>



**MEDIUM DENSITY
(MDR)**



COMMERCIAL (C)



**RESORT
COMMERCIAL (RC)**



MEDIUM DENSITY RESIDENTIAL (MDR): THIS CLASSIFICATION IDENTIFIES USES THAT WOULD ACCOMMODATE A MIX OF HOUSING TYPES, INCLUDING SINGLE-FAMILY DETACHED, TWIN HOMES, TOWNHOMES, ROW HOUSES, APARTMENTS, AND SENIOR HOUSING.

COLOR: (MDR) IS REPRESENTED BY THE COLOR ORANGE ON THE FLUM.

DENSITY: OVERALL DENSITY IS BETWEEN 4 AND 9 UNITS PER ACRE.

COMMERCIAL: THIS CLASSIFICATION INCLUDES BUSINESSES THAT PROVIDE GOODS OR SERVICES ON A RETAIL BASIS TO THE PUBLIC, OFFICE BUILDINGS, CLOSELY RELATED LAND USES AS WELL AS RETAIL OR SERVICE BUSINESSES, LIGHT MANUFACTURING, WAREHOUSING, OFFICES, LUMBER YARDS, OUTDOOR STORAGE, AND APARTMENTS.

COLOR: COMMERCIAL © IS REPRESENTED BY THE COLOR RED ON THE FLUM.

RESORT COMMERCIAL (RC): THIS CLASSIFICATION INCLUDES RESORTS, MARINAS, RESTAURANTS, BARS, RENTAL OR TIMESHARE HOUSING UNITS, AND RELATED LAND USES.

COLOR: (RC) IS REPRESENTED BY THE COLOR LIGHT PURPLE ON THE FLUM.

AIRPORT (A)



PUBLIC (P)



PARKS & OPEN SPACE (PO)



RECREATION (R)



AIRPORT (A): THIS CLASSIFICATION IS DEDICATED FOR THE EXISTING AIRPORT AND LANDING STRIPS.

COLOR: AIRPORT (A) IS REPRESENTED BY THE COLOR PURPLE ON THE FLUM.

PUBLIC: THIS CLASSIFICATION IDENTIFIES PORTIONS OF THE CITY THAT CONTAIN USES THAT BENEFIT THE PUBLIC SUCH AS PUBLICLY OWNED BUILDINGS AND OTHER ESSENTIAL FACILITIES OWNED BY THE CITY, COUNTY, OR STATE.

COLOR: PUBLIC (P) IS REPRESENTED BY THE COLOR BLUE ON THE FLUM.

PARKS & OPEN SPACE (PO): THIS CLASSIFICATION IDENTIFIES PORTIONS OF THE CITY THAT CONTAIN PARKS, TRAILS, AND OPEN SPACES. THIS CATEGORY IDENTIFIES PUBLIC OPPORTUNITIES FOR RECREATION AND LEISURE.

COLOR: (PO) IS REPRESENTED BY THE COLOR OLIVE/DARK GREEN ON THE FLUM.

RECREATION (R): THIS CLASSIFICATION IDENTIFIES PRIVATE GOLF COURSES AND CAMPGROUNDS.

COLOR: RECREATION (R) IS REPRESENTED BY THE COLOR OLIVE ON THE FLUM.



FUTURE TECHNIQUES AND PRACTICES

Neighborhood Development Planning:

The city should consider preparing layouts showing how subareas of the community could be improved, developed, and preserved. On a lot-by-lot basis, or groupings, the city could illustrate how ownership could be consolidated, certain lots built upon, other parcels held open, drainage ponds added, roads abandoned or improved, and wastewater services provided.

Road Corridor Planning:

The city should plan the edges of the minor arterial roads for any appropriate and acceptable variety of land uses as long as the roadway access guidelines are followed. Appropriate land uses can range from single-family housing to businesses. In general, access efficiency and visibility should be geared toward more intensive land uses, while land uses that generate less traffic should be served by minor roads.

Conservation Subdivision:

Conservation subdivisions are residential subdivisions that devote a large portion of their potentially buildable land to undivided, permanently protected open space. Conversely, conventional subdivisions devote nearly all buildable land area to individual lots and streets. In rural areas, conservation subdivisions offer several advantages

over conventional subdivision practices. They provide more habitat for wildlife, filter and retain more stormwater runoff, require less new infrastructure, preserve vegetation and tree cover, and better maintain a rural sense of place.

To maximize the benefits of conservation subdivision design, communities must first identify environmental and cultural resources they wish to protect from new development. Primary conservation features include floodplains, wetlands, and steep hills that may be already protected from new development through development regulations. Secondary conservation features include mature woodlands and individual large trees, wildlife habitat, riparian corridors, and scenic viewsheds. These secondary features are vulnerable to new development.

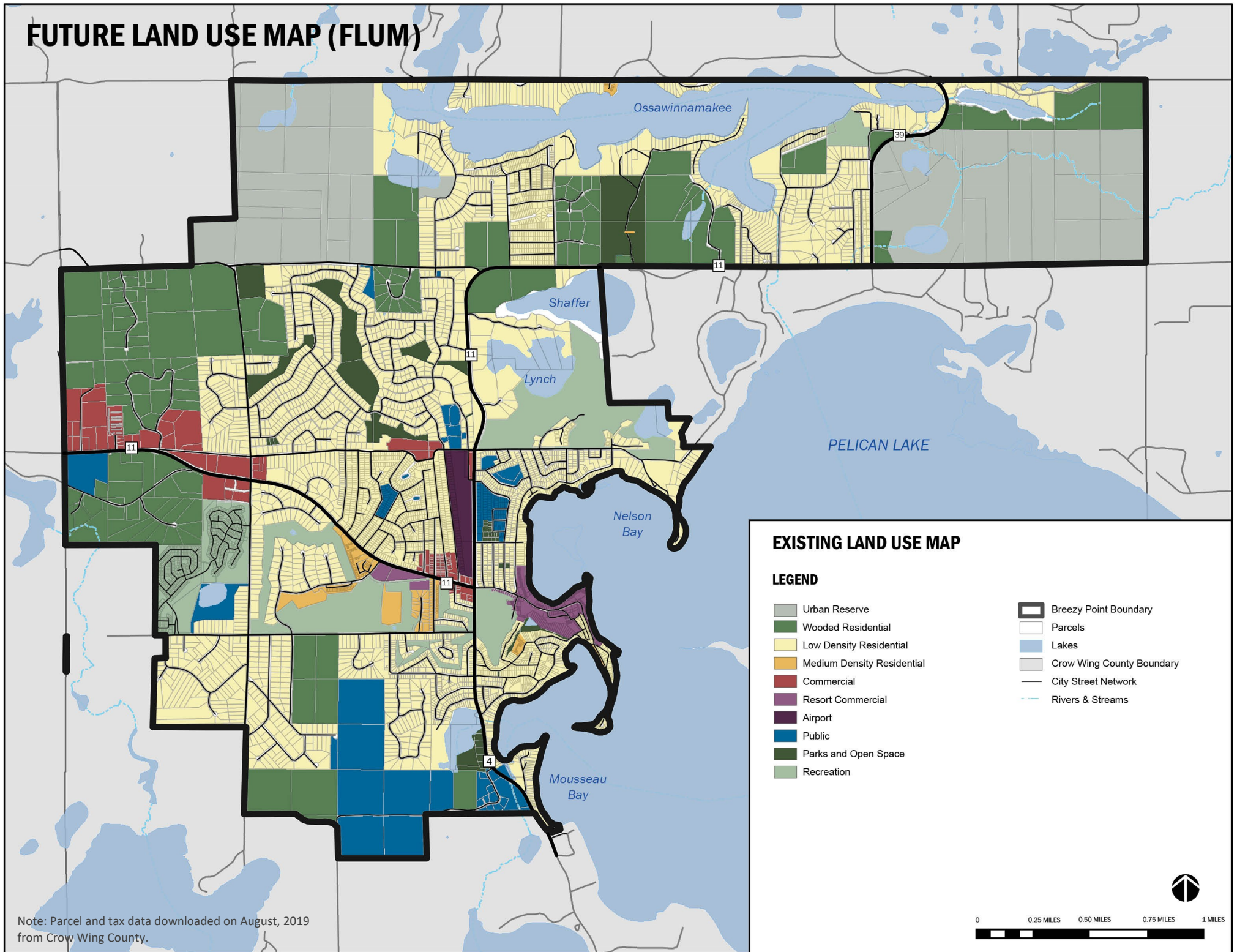


WITH THE RIGHT AREA AND WITH THE RIGHT PLANNING, THE CITY SHOULD CONSIDER ALLOWING SMALLER LOT DEVELOPMENTS WITH APPROPRIATE SEWER AND WATER FACILITIES.

-Community Survey Respondent



FUTURE LAND USE MAP (FLUM)



EXISTING LAND USE MAP

LEGEND

- Urban Reserve
- Wooded Residential
- Low Density Residential
- Medium Density Residential
- Commercial
- Resort Commercial
- Airport
- Public
- Parks and Open Space
- Recreation
- Breezy Point Boundary
- Parcels
- Lakes
- Crow Wing County Boundary
- City Street Network
- Rivers & Streams

Note: Parcel and tax data downloaded on August, 2019 from Crow Wing County.



LAND USE

GOALS AND STRATEGIES

Outlined below are four goals and 19 strategies to guide future growth and redevelopment in the city. The goal indicates a specific policy direction, while the strategies are detailed actions necessary to initiate or complete an objective such as a program, policy or a project.

Goal 1: Grow by investing in established areas, carefully planning new neighborhoods, providing attractive public facilities, and protecting environmental resources.

Strategies:

1. Accommodate a diverse array of residential development and support commercial growth in strategic infill sites.
2. Guide the majority of growth to locations that are already platted and served by public roads.
3. Encourage housing growth, variety, and housing type to occur in established neighborhoods.
4. Accommodate additional commercial or light industrial growth in locations indicated on the Future Land Use Map.
5. Ensure that natural resources in the city are protected or improved during the land development process.

Goal 2: Enhance the appearance of the community through strategic, long-range planning.

Strategies:

1. Promote the general community design guidelines for site development, rezoning, and public improvements.
2. Use the Future Land Use Map, zoning code, and subdivision ordinance to ensure that incompatible land uses do not negatively impact adjacent land uses.
3. Balance the land uses along the main roadways within the city, and ensure structures are appropriately situated on the site.
4. Plan for commercial and retail density at identified nodes, in already commercially zoned areas, ensuring that development patterns support a mixed-use, walkable environment.
5. Plan for the development of a centralized community gathering space that is the hub for civic events.

Goal 3: Provide a variety of housing types, densities, and choices to meet the lifecycle housing needs of residents.

Strategies:

1. Encourage residential structures on small lots that are already platted in the city by allowing county-approved methods of on-site wastewater treatment or extending municipal sanitary sewer to specified parts of the city.
2. Direct higher-density residential development toward more urban areas where public infrastructure is available.
3. Ensure that residential zoning regulations support, rather than prohibit, residential development by ensuring that a variety of homes can be built within the city to meet the needs of residents.
4. Continue to use the Urban Reserve district to preserve low-density and natural appearances of large properties intended for future development.

Goal 4: Through a variety of land use tools support, enhance, and expand businesses in the community.

Strategies:

1. Direct commercial development to existing commercial nodes and areas served by adequate transportation and infrastructure.
2. Support the mixed development of small and medium commercial spaces to create the best environment for local businesses.
3. At the Four Corners locate small retail stores, small service businesses, and offices.
4. Prioritize walkability to encourage people to shop at retail businesses by making the built environment more convenient and inviting for tourists and residents.
5. Review and revise development standards to encourage growth by ensuring that lot sizes, pervious/impervious ratios, setbacks, and parking ratios meet the needs of businesses.