
Chapter 4:
Future Land Use Goals, Objectives and Actions



CHAPTER 4: FUTURE LAND USE AND COASTAL RESOURCES GOALS, OBJECTIVES AND ACTIONS

4.1 PURPOSE AND AUTHORITY

The 1988 NSMP, in addition to shoreland management standards, provided a Shoreland Use Guide Plan. This section of the plan created Shoreland Management Areas, which consisted of the following categories: Protected Resource, Residential, Commercial-Rural, Commercial-Urban, Resort-Commercial, and Industrial. Each of these categories contained definitions, goals, and policies for each of these sections. The categories were then placed on Shoreland Management Area maps.

An updated copy of these maps is included in Appendix G of this document. These maps identify development cluster areas which include the incorporated communities, commercial rural and resort commercial areas. For these areas the updated plan promotes increased residential density and the location of services. The maps also identify protected areas and special resources.

The 1988 NSMP stated that local units of government should consider the maps and the relevant policies when making land use decisions. The maps and the guide plan were not, however, intended to replace local zoning ordinances. The local units of government are responsible for the implementation of the North Shore Shoreland Standards. The NSMB does not serve as a shorewide zoning board with authority to veto or overturn the decisions of local units of government.

The Shoreland Management Area maps have been included in this document and are intended to provide a general idea of the current land uses on the North Shore. These maps do not serve as a zoning map for the North Shore. By adopting the shoreland management standards by text and/or setting up shoreland overlay districts, NSMB members have already taken steps toward shorewide consistency in land use decisions.

The Local Units of Government are encouraged to use these maps as a starting point in their land use discussions and where appropriate refine and or change desired land uses for their area. The Goals, Objectives and Actions identified in this plan are, in part, intended to provide a framework and starting point for discussion at the local level regarding the desired future land use for an area.

The goals and objectives are centered around the following issue areas: Residential Development, Non-Residential Development, Natural Resources, Lake Superior, Community Character and Design, and Public Infrastructure. In addition, Actions will be associated with these goals that will provide a framework for future NSMB activities and that will offer a framework of issue areas to consider when developing land use plans at the local level. The NSMB believes that a plan that sets up specific action steps will result in a NSMB that is more proactive and provides better service to its members.



4.2 RESIDENTIAL DEVELOPMENT

Goal: Residential development density should be structured so higher-density development is clustered around existing nodes of development. Areas of low, medium, and high-density future development should be clearly delineated in the comprehensive plans of NSMB members.

Objective: New residential development along the shoreline should be designed in order to preserve natural features and minimize impacts.

Actions: Review and revise Planned Unit Development (PUD) standards and subdivision regulations.

Gather information on innovative subdivision and PUD techniques and provide the information to NSMB members.

Actions: In order to create more flexibility in dealing with density issues, create zoning ordinances that utilize allocated densities (DU/acre) or maximum net density (DU/buildable acre).

Identify funding opportunities to assist members in crafting model ordinances that address this issue.

Actions: Create a residential Transfer and/or Purchase of Development Rights (TDR/PDR) on the North Shore.

Identify funding to facilitate a process where a Transfer and/or Purchase of Development Rights policy document and model ordinance is created. The TDR and PDR process can be used to send development away from sensitive areas to receiver sites more appropriate for development.

Actions: Identify prime areas within communities for residential infill where infrastructure is already available. Direct development toward these areas prior to extending infrastructure to serve new areas.

Work with local units of government to identify high priority areas where lower-density development is desired.



Objective: The future land use goals in faster-growing unincorporated areas should be given high priority.

Actions: Support the existing Area Plans underway along the North Shore and partner with local units of government to identify key areas for future Area Plans.

The NSMB should assist local units of government in seeking funding to produce area plans.

Objective: Future residential development should provide for a mixture of housing types.

Actions: Review zoning techniques that offer incentives for construction of multiple housing types as part of new development.

4.3 NON-RESIDENTIAL DEVELOPMENT

Goal: Concentrate future high-density non-residential development near existing community centers and infrastructure. New development should reflect the character and scale of current North Shore communities.

Objective: Support redevelopment and/or infill of existing commercial and industrial areas prior to expansion of commercial and industrial zoning.

Actions: Communities should identify and prioritize areas for redevelopment and infill.

Actions: Support clustering of non-residential development. Investigate zoning techniques that offer incentives to direct non-residential growth toward these identified areas.

Actions: Create a Non-Residential Transfer of Development Rights process on the North Shore.

These actions can be done in conjunction with work on residential areas. This once again reinforces the support of clusters of development. Long stretches of linear development are not considered desirable.

Objective: Local zoning ordinances should reflect the notion that some residential and non-residential uses are compatible and may contribute to the character of the North Shore.

Actions: Create mixed-use zoning options for higher-density areas. Reinforce these notions in areas that already contain mixed-use opportunities.



Objective: The future land use goals in faster-growing unincorporated areas should be given high priority.

Actions: Continue to encourage the existing Area Plans underway along the North Shore and partner with local units of government to identify key areas for future Area Plans.

Objective: New non-residential development at a scale that is compatible with existing community characteristics.

Actions: Utilize zoning techniques that would limit the square footage of certain non-residential uses in areas that demonstrate the small-town community character of the North Shore.

Actions: Identify areas where larger-scale non-residential developments are appropriate in each community.

Communities may desire development but have concerns about the scale of development that is proposed. The NSMB can provide information on tools to encourage development that meets the needs of a community.

4.4 LAKE SUPERIOR

Goal: Protect the Lake Superior ecosystem by limiting environmental threats and risks from development.

Objective: Promote management strategies that address point and non-point pollution.

Actions: Work with state agencies, local land use officials, and citizens to create a document of shorewide Best Management Practices that reduce point and non-point pollution.

Objective: Efficient implementation of NPDES Phase II standards

Actions: The NSMB should follow and disseminate information on NPDES issues and other federal and state mandates relating to storm water and wastewater management issues.

Objective: Clarify roles and responsibilities of federal, state, and local agencies that have jurisdiction over issues that relate to Lake Superior.



Actions: *Sponsor forums where SWCD, County Water Planners, MPCA, DNR, and local land use officials gather to discuss the interrelationship of water and land use. The goal here is to create a dialogue prior to issues becoming a crisis. The initial priority for these discussions is to determine how the NSMB can effectively use the information contained in the Lake Superior Basin Plan*

Objective: Develop a shorewide plan to address erosion hazard areas

Actions: *Work with SWCD, BWSR, and LUG's to create a list that prioritizes areas where erosion control is needed and work collectively to gain funding for these projects.*

Actions: *Support the use of the GIS Database for Minnesota's Lake Superior Shoreline. This document can be a useful planning tool for local land use officials. In addition, it should be used to determine if there is a need for revision of the erosion hazard maps.*

Objective: Structures on the water should not increase erosion, degrade conditions along the shore, or negatively impact adjacent properties.

Actions: *The NSMB should receive notification of large-scale water-oriented projects proposed by individual property owners and federal, state, and local agencies. The NSMB will comment on these projects if they feel they are not consistent with the NSMP.*

Actions: *Develop a policy document that analyzes the possibility for local units of government to implement regulations for near-shore activities. Guiding principles could be created for the construction and location of docks, mooring spaces, marinas, etc.*

Changes in state law that took effect in October 2002 reduced the amount of permits the DNR processes for docks. The DNR now only requires a protected waters permit for commercial marinas and docks eight feet or more in width. There are a number of areas in Minnesota where local units of government have created their own rules. Go to :

http://www.dnr.state.mn.us/waters/watermgmt_section/pwpermits/docks_rules_changes.html
for links to some of these examples.

4.5 NATURAL RESOURCES

Goal: **Maintain the unique character of the North Shore by preserving and enhancing natural resources.**

Objective: Identify important scenic, natural, and historic resources and provide strategies for protecting and preserving these resources



- Action:* Form a working group to review the Lake Superior Basin Plan. This group will work with the MPCA to identify strategies on how to best utilize the information and suggested actions outlined in the Basin Plan.
- Action:* Gain information from citizens on areas that are valued as scenic resources. Map these scenic resources and identify ways to enhance these resources.
- Action:* Maintain a dialogue with fisheries and wildlife managers to stay informed on issues of wildlife management and exotic species.
- Action:* Coordinate maintenance and development of overlay maps (wetlands, soils, slopes, erosion hazard areas, public lands) that identify areas where development is constricted. In some cases, portions of this data may already exist.
- Action:* Create a shorewide policy document on vegetation management. Gain information on existing efforts by local units of government and state agencies in order to build the framework for this policy.
- Objective:** Improve coordination of wetland protection and preservation strategies between local units of government.
- Action:* Work with SWCD's and county water planners to ensure that current information on wetland policy are available.
- Action:* Assist in fostering a dialogue between local units of government on the implementation of wetland policy. The following issues should be explored:
- 1) Wetland functions and values in current ordinances and the unique geology of the North Shore
 - 2) WCA sequencing standards applicability to the North Shore
 - 3) Difficulty in wetland mitigation on the North Shore due to lack of wetlands to restore
 - 4) Possibilities for flexibility in mitigation credit (preserving shoreland areas, fencing white cedar regeneration).
- Action:* Review existing wetland inventories on the North Shore. Identify areas where unique wetlands may not be identified and create maps indicating these areas.



Objective: Provide landowners with information regarding management of natural resources as they go through the permitting process.

Action: The NSMB will pursue grants and/or speakers who could offer workshops for citizens, contractors, and interested others. Partnerships will be formed with existing agencies and non-profit organizations that provide such information. Key focus areas will be vegetation management and shoreline erosion.

Objective: Review options for increasing compliance with environmental regulations.

Action: Work with local units of government to develop a model contractor licensing program that could be put in place by local units of government. This program would ensure that quality erosion and sediment control techniques are learned and implemented.

Action: Analyze the feasibility of local units of government obtaining the ability to issue an administrative penalty order for violations.

4.6 PUBLIC INFRASTRUCTURE

Goal: Infrastructure improvements should first address environmental concerns, and should direct growth near existing nodes of commercial/residential growth.

Objective : Begin a shorewide dialogue on wastewater management issues. The land use implications of new and improved wastewater systems should be a common theme of this dialogue.

Action: The NSMB should facilitate a process where a discussion takes place on the current state of wastewater treatment on the North Shore. Inventory what is in place along the North Shore in terms of centralized, cluster, and individual systems. Evaluate what decisions have already been made and the implications of those decisions.

Action: Facilitate a shorewide discussion on the different wastewater treatment options available along the North Shore.

Action: Facilitate a discussion to determine how individual sanitary districts can work together to devise common strategies for management of systems.

Action: Facilitate a discussion on the feasibility of organizational structures that could be created for individual septic systems. These are commonly referred as managed on-site systems. Identify current projects in Minnesota that can be used as case studies.



Action: Engage the Minnesota Pollution Control Agency in the discussion of appropriate wastewater management systems.

Action: Find a case study to use to facilitate a discussion on wastewater infrastructure on the North Shore. There should be a focus on the land use implications of wastewater infrastructure.

4.7 COMMUNITY CHARACTER AND DESIGN

Goal: Preserve the existing character identified by North Shore communities.

Objective: Identify community character (scenic, cultural, historic, architectural, etc.) for community nodes and for “rural” areas.

Action: Create a framework that identifies common characteristics shared by communities along the North Shore. The NSMB should identify existing work done by the North Shore Scenic Drive Council and create a partnership with this organization.

Action: Gain consensus through community forums on the characteristics of individual communities that are most valued. Review existing plans for evidence of existing efforts at gaining this consensus. Convene community forums if necessary.

Objective: Promote community character within Comprehensive Plans and zoning ordinances

Action: Provide guiding principles and model ordinances for communities that desire design standards. These standards may include the following areas or design elements; historic districts and structures, colors, height, landscaping, and signage.

Actions: Create a design manual for individuals to refer to when going through the permitting process.

Objective: Pursue revitalization of residential and commercial areas that enhance historical and community character.

Actions: Assist communities in gaining community consensus on minimum standards for maintenance of structures and the enforcement of these standards.



Actions: Support communities who pursue funding from the sources such as the Small Cities Development Program in order to repair aging housing stock and revitalize downtown areas.

Objective: Development on the ridgeline of the Lake Superior Highlands should blend in with the landscape.

Actions: Develop guiding principles and a model ordinance to allow for ridgeline development that blends in with the natural landscape.

Objective: Attractive community gateways that make a statement about the character of each community

Actions: Gateway planning should be an integral part of comprehensive plans.

Objective: Interact with state, and federal organizations and agencies that support these objectives.

Actions: Local units of government and the North Shore Management Board should participate in and look for partnerships with the Department of Natural Resources and the Department of Transportation.



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