

LAND USE

The Land Use Section of the Osakis Comprehensive Plan includes:

- Analysis of existing land uses by type and volume;
- Examination of parcels within existing developed areas which provide an opportunity for land use redevelopment and/or infill;
- Calculation/identification of forecast land use volumes and types to support future growth;
- Future land use plan and policies;
- Staging of annexation and urban growth boundaries; and

I. PURPOSE

The purpose of the Land Use Chapter is to quantify and analyze existing development within the City and surrounding areas and provide guidance for future development and redevelopment. Virtually every policy or decision of the City may affect the way land is used; this makes careful consideration of the City's future land use very important.

Additionally as provided in Chapter Three (Demographic Trends & Assumptions), the City of Osakis is projected to see steady growth over the next two decades. This continued growth will pose many land use challenges. The strain between the demands of an urban community and the agricultural character of the surrounding townships may be at the forefront of this struggle. Although the area surrounding the City is predominantly agricultural, as vacant developable land in the City decreases, urban land uses will continue to extend into the neighboring townships, putting development pressure on the surrounding areas. As residential, industrial and commercial development expands, there will be increased pressure on the City to closely scrutinize land for development. Annexation dynamics will also become increasingly important. This chapter also addresses urban growth areas.

II. LAND USE INVENTORY

A. Inventory By Zoning Classification

The following table illustrates the gross acres of land uses by zoning classification in the City of Osakis in 2006 as depicted on the Official Zoning Map. Please note, Table 5-1 includes calculations only by land use type according to existing broad zoning districts and does not include a detailed breakdown of the types of residential or commercial uses. The 2006 Zoning Map (Map 5-1) is included on the following page. Because the City does not have a historical land use map or previous Comprehensive Land Use Map, the current zoning map has been used in this Chapter as the starting point for examining alternative strategies for future land use.

**Table 5-1
Zoning District Areas**

Zoning District	Gross Acres	Percent of Total City
Residential	806.619	60.87
Commercial	487.095	36.76
Industrial	31.462	2.37
Total	1325.176	100.00

B. Inventory By Existing Land Use

To better analyze and more realistically prepare a future land use map, an existing land use map was created in August and September of 2005 (Map 5-2). Prior to preparing this land use map, a list of land use categories was formulated. These categories reflect uses grouped together that will generally be compatible with each other. They do not reflect the City's existing zoning district categories, but were used as a guide to develop the future land use map. These categories are further discussed below with examples of the type of use or development associated with each. From these categories, a map was prepared using Douglas County Assessor data by parcel for the Douglas County portion of the City and walking and windshield visual and physical surveys in conjunction with the existing land use database for the Todd County portion of the City. Please note, due to the differences in the two counties capacity for parcel based mapping and assessment coding, some generalizations were made for the Todd County portion as parcel specific data was not available for this portion of the City and finite details omitted (i.e. seasonal recreation residential categorized with residential). However, said generalizations do not affect the implication for future land use.

The breakdown according to estimated existing land use at the time of this Comprehensive Plan (September 2005) follows below on Table 5-2.

**Table 5-2
Existing Land Use – 2005 Estimates**

Land Use Category	Gross Acres	Percent of Total City
Rural/Agricultural	472.693	35.61
Low Density Residential	331.095	24.95
Multi-Family Residential	13.087	0.99
Commercial	69.087	5.21
Industrial	48.627	3.66
Public/Semi-Public	91.357	6.88
Other	120.225	9.06
ROW	181.076	13.64
Total	1,327.247	100.00

Rural/Agricultural

Rural/Agricultural land uses include property that is currently utilized for agricultural purposes and open natural spaces within the City limits of Osakis. This area also can include former farmland that has not been cultivated for many years and is now sitting idle. Although currently agricultural, this land is in the likely path of urban development and may be suitable for residential, commercial or industrial uses in the future when City sewer and water are available. The majority of this land use can be found in the western and southern portions of the City and consists of nearly 36% of the City's landmass.

Low Density Residential

Residential development (up to three units) comprises of 25% of the City's total area. The City's 331 acres of low density residential development is located primarily in the western and northern quadrants of the community, with pockets of residential around the central core. Single-family

homes consume the vast majority of the City's residential land. Seasonal recreation residential and manufactured home residential are also included within this category with seasonal homes situated along Lake Osakis and two mobile home parks located at the intersection of Lake Street and 8th Avenue and south of State Highway 27 and north of Pike Street.

Multi-Family Residential

Multi-Family Residential development includes apartments and other multiple-unit residences. This land use comprises less than 1% of the City's total area. The City's 13 acres of multi-family residential land is located throughout the community, with the larger complexes located along State Highway 27 and County State Highway 3 and others sparsely located near the City's central core.

Commercial

The Commercial areas of the City make up a moderate portion of the City mass. The downtown commercial area is centrally located in the community. The downtown area consists largely of older one to two-story buildings with commercial establishments facing the street. There are very few new commercial structures in the downtown area and there are some vacant spaces. The downtown consists predominantly of small to mid-scale retail and service-oriented establishments. The general commercial areas make up the remainder of the commercial area (retail and wholesale trade, services and entertainment). General commercial uses are concentrated along State Highway 27, Todd County Road 46 and south on First Avenue. The commercial establishments in this area are newer, larger retailers and include highway-oriented businesses such as convenience stores, gas stations and other auto-oriented businesses. Overall, commercial uses comprise 5.21% of the City's total area.

Industrial

The City has a moderate industrial land base consisting of 49 acres, or approximately 3.7% of the City's total area. There is an established industrial park located along State Highway 127 within close proximity and easy access to Interstate Highway 94 and along the former railroad line, which is now the Central Lakes Trail, an all season recreational trail. Industrial locations were originally established due to access to the railroad and highways.

Public/Semi-Public

Comprising 6.9% of the City's total area, public and semi-public land use makes up an important portion of the City's land. This category includes educational, religious, health care, cemetery, government, utility and other public uses. The Osakis Public School is located in the center of the community and other small areas of public space are located throughout the community. Included in this category is also parks and open space with Osage Park located in the north of the City along Lake Osakis and Lions Park situated in the southern portion of the City. A detailed description of each park can be found in Chapter 10. Another major land uses included within this category is the golf course which is located on the eastern side of Faille Lake.

Other Areas

This includes all vacant property that is not available for development, such as public right-of-way, county, state or federal owned property, trail property, water and wetlands. A large part of this category is dedicated to public right-of-way, nearly 14% of the City's total area. This percentage is due largely to the City's grid-like street pattern in the residential districts that make up the bulk of the City, and is not unlike that found in other similarly sized communities. Major highways in Osakis include State Highway 27, which goes east-west through the City and State

Highway 127 which runs through the eastern portion of the City. Another major component of this category includes water bodies. Failla Lake and Stevens Lake lie within the eastern portion of the City. They are some of the prime scenic natural features of the City and efforts to preserve them should be continued and enhanced where appropriate. The remainder of other areas outside of ROW encompasses the remaining 9% of the City's land mass.

II. REDEVELOPMENT/INFILL POTENTIAL

While the amount of vacant land within the area serviced by municipal utilities is modest, the City should emphasize the use of currently available sites within the service area prior to the development of alternative sites. The development of sites within the serviced area will ensure prudent land management, assist in the prevention of 'leap-frog' type development and ensure maximum cost effectiveness for community residents. Additionally, efforts shall be made to ensure proper placement and phasing of urban expansion and the maintenance of existing and future land use compatibility.

The City should focus redevelopment efforts on commercial and residential areas/parcels in the more established areas of the City. To achieve this, the City should:

1. Encourage the removal of existing buildings that have exceeded their useful life or;
2. Encourage or participate in the removal of those which are deemed to have a "blighting effect" upon adjacent properties and/or present nuisance conditions that pose a threat to health and safety of citizens, and
3. Promote appropriate re-uses for under-utilized properties.

The following sites have been identified as future infill or redevelopment sites:

- Industrial areas adjacent to trail
- Vacant parcel adjacent to AJ's restaurant on Central Avenue
- Property located by the water tower adjacent to East Main and 4th Streets
- Commercial area at the intersection of Highway's 3 and 27 (Wither's Building)
- Vacant property at the intersection of West Main and 3rd Streets
- Property located at intersection of Main Street and Central Avenues (Lill's Lot)

IV. FORECAST LAND USE DEMAND

The City of Osakis will need additional land with urban services to accommodate forecasted household and employment growth through the year 2030. Projections of population and households in Osakis identified in Chapter Three of this Plan were developed on the basis of an analysis of local and regional trends and policies, and through the application of economic and demographic principals, with emphasis on the detailed profile of the City developed in this planning inventory. Specific data applied to the projections were the rate of U.S. Census data, residential building permits issued, historical population/household patterns and trends, trends in average household size, and sub-regional migration patterns. The rate and timing of growth within a community are influenced by several factors some of which may be controlled by the City and others over which the City has little or no control. The following are some factors which influence the rate/timing of growth:

<u>FACTOR</u>	<u>AMOUNT OF LOCAL CONTROL</u>
Economy	Very Limited
Availability of Developable Acreage	Some
Presence of Sewer Treatment/Water Capacity	Significant
Zoning Ordinance	Significant
Subdivision Ordinance	Significant
Capital Improvement Plan	Significant

Market conditions will have a major impact on housing types as well as the City progresses toward the year 2030. Interest rates, land/material prices and inflation, gas prices, among other factors will significant impact buyer preferences. Since housing types are difficult to forecast, the land use plan focuses on density rather than housing types. Residential use computation is based on current City indices relative to life-cycle housing and density.

In Chapter Three (Demographic Trends & Assumptions), three different methods of calculating future population estimates were employed, with an average of the three methods and the MN Demographer's estimate used to forecast population in five-year incremental stages over the next twenty years.

Table 5-3 illustrates the estimated population and household growth expected in Osakis through 2030. This is exclusive of land which may be annexed that is already developed with residential households.

**Table 5-3
Summary of Population Projections**

Year	Method of Calculating Population Projection					Projected Households
	Top Down	Lineal	Exponential	MN Demographer	Average	
2005	1,641	1,690	1,667	1,682	1,670	726
2010	1,720	1,826	1,766	1,825	1,784	776
2015	1,806	1,976	1,866	1,983	1,908	829
2020	1,890	2,143	1,965	2,132	2,033	884
2025	1,968	2,327	2,064	2,285	2,161	940
2030	2,038	2,535	2,163	2,418	2,289	995

*Projected households=Population/2.3 people per household

Table 5-4 illustrates the number of housing units in each of the classifications utilized by the US Census in 2000. Due to the additional growth in housing over the past few years, permits issued since the 2000 enumeration has been added to allow projections to be based on the most recent housing mix statistics.

**Table 5-4
Community Housing Mix**

TYPE	2000 Census		Bldg Permits 2000-2004		
	Owned	Rental	Owned and Rented	Total	% of Total
SF detached	451	43	54	548	63.35%
SF attached	11	3	0	14	2.20%
Two-Family unit	7	17	0	24	5.09%
Triplex/Quad	2	17	0	19	4.51%
5 or more units in structure	1	87	0	88	20.23%
Manufactured Home	9	14	0	23	4.62%
TOTAL	481	181	54	716	100.0%

Future land use needs may be calculated based on densities allowed in Zoning Ordinance or on historic trends. The Zoning Ordinance allows single-family homes to be constructed on a 15,000 square foot lot. However, historically lots were smaller in the original plat of the City. The future land use needs projected in Table 5-5 are based of an average of 15,000 square feet for single-family with 70% of each acre developed and the balance reserved for parks, wetlands, storm water ponds, etc.

**Table 5-5
Projected Residential Density Assumptions**

LAND USE	2005	2005	2005	Percent	Average	2010	2010	2015	2015	2020	2020	2025	2025	2030	2030	Total	Total
	No. of Units	Percent of Units	Acres	of Res. Ac	Density	Est. Units	Acres	Est. Units	Acres	Est. Units	Acres	Est. Units	Acres	Est. Units	Acres	Est. Units	Acres
R-1, Single & Two Family Residential, Including Manufactured Homes	618	85.12%	331	96.22%	1.87	43	23	45	24	47	25	48	26	47	25	847	454
R-2, Multiple Family Residential	108	14.88%	13	3.78%	8.31	7	1	8	1	8	1	8	1	8	1	148	18
Total Residential	726	100%	344	100%	2.11	50	24	53	25	55	26	56	27	55	26	995	471

- Based on 2005 Population Projections contained within the Demographic Trends and Assumptions Component (Chapter 4). Assumes the same ratios of R-1, R-2, R-M in the future five year phases.
- Total Single-Two Family units include units identified in the 2000 census (enumerated in 1999) plus single-family building permits issued by the City from 2000 to 2004.
- Total multiple-family housing units includes three or more unit buildings identified in the 2000 census (enumerated in 1999).
- Number of units is based on current ratio single family to multiple family residential units (85/15).

The current ratio of residential to commercial/industrial acreage in the City of Osakis is 75 to 25 percent. If this land use ratio continues, an estimated 76 additional net acres will be needed to support future commercial and industrial growth. The current ratio of commercial to industrial acreage is 60% commercial to 40% industrial. Based on that ratio, 45 gross acres of commercial and 31 gross acres of industrial space will be required to accommodate future growth, at this same ratio, assuming a 20% area is included for right-of-way expansion, storm water ponding etc. The following Table 5-6 represents projected net and gross acreages, which is projected to be used for residential, commercial and industrial land uses through the year 2030. It is noted that the net acreage does not include land needed to support development such as additional right-of-way, utilities and park and open space where the gross calculation does.

**Table 5-6
Net/Gross Acreage Forecasts: Residential, Commercial and Industrial Land Uses**

Land Use	Current Acres- 2005	Total Net Acres 2030	Additional Net Required Acres 2030	Total Gross Acres 2030	Additional Gross Required Acres 2030
Residential Acre Forecast	344	471	127	612	268
Commercial Acre Forecast	69	95	26	114	45
Industrial Acre Forecast	48	66	18	79	31
Total Net Forecast	461	632	171	806	345

- Total acreage based on 2005 City land use acres plus projected land uses based on continuance of current ratios
- Net acreage does not include acreage for parks, ROW and utility needs, gross acreage includes 20% additional acreage for commercial and industrial for ROW, utility etc. and 30% additional for residential for ROW, utility and park/open space

After comparing projected gross acreage demand with vacant developable acreage within the corporate limits (320 acres estimated), it is anticipated an additional 25 acres are needed to accommodate forecast growth. It is important to note that future growth boundaries should be larger than the 345 acres projected as portions of land in the growth boundaries are already developed with rural residential subdivisions and/or businesses located in the township or contain wetlands or creeks. In addition land will be required for public and institutional uses.

VI. FUTURE LAND USE PLAN

A. Planning Compared to Zoning

The Future Land Use Plan was developed as part of the Comprehensive Plan for Osakis. It is an overall growth and development guide for a 25 year period. The Future Land Use Plan (planning) and the Zoning Map (zoning), along with their respective texts, have different yet complementary roles in guiding and regulating land development in Osakis. They should be used jointly to review the merits of a proposed development to ensure that it meets the legal regulations pertaining to land use and complies with the City's goals and policies. The relationship between land use planning and zoning is an important one. Planning is basically the act of planning the uses of land within a community for the future, while zoning is the act of regulating the use of these lands by ordinance.

The differences between planning and zoning are further noted in the following table:

**Table 5-7
Planning & Zoning Differences**

Planning	Zoning
Provides general policies for the City (i.e. attract new businesses to City and provide a mixture of housing).	Sets forth zoning regulations – <u>the law</u> . (i.e. notes location where uses are allowed, setbacks, density etc.)
Flexible, written to be able to respond to changing conditions.	Rigid, requiring formal amendment and details of how to administer.
The Land Use Plan reflects, in general terms, the relationships that ensure compatible land uses and the overall soundness of the Plan.	The Zoning Map is specific in nature. It identifies the zoning classification for each land parcel in the City and allowable uses.
The Plan projects land needs into the future, thus serving as a policy <u>guide</u> for future development.	The Map is updated as soon as a zoning application is approved and reflects current opportunities for development.
The Plan enables government officials to anticipate future public expenditures more effectively. This results in more efficient use of tax dollars.	The Map permits development to occur in accordance with present opportunities and constraints.
Provides a background on the community, issues, goals, citizen desires and potential actions and recommendations.	Deals just with physical development and how to administer the zoning ordinance.
The Plan provides an opportunity for citizens, developers, and affected agencies or governmental jurisdictions to determine the City's goals.	The Map is an official document that is legally binding and reflects the current development potential of land parcels.
Enacted under	Enacted under

B. Future Land Use

Map 5-3 on the following page offers a visual representation of future land use projections. The future land use map has been developed based on:

1. Ability to serve areas with municipal sanitary sewer;
2. Projected land uses for each category to retain a similar ratio of residential to industrial park land as exists in 2005;
3. Tiered land uses with more intense land uses adjacent to arterials and collector streets and more compatible land uses adjacent to each other, as identified as a preferred method versus mixed land uses, in the prioritization survey;
4. Land topography and natural resources; and
5. Community input in the process through surveys, community input meeting and monthly Planning Commission meetings.

An additional Future Land Use map (Map 5-4) provides the future land uses with an overlay of wetlands and a future collector street (discussed in Chapter 7 – Transportation). By identifying potential barriers to development as a part of future land use planning, it is possible to most appropriately determine where development should be located and avoid unintended consequences. This plan and subsequent documentation takes into consideration the land uses that have previously been approved by the City and the land uses encourage compact, contiguous development. It efficiently uses the existing and proposed infrastructure and capital investment.

A future land use plan is only as good as the implementation/official controls that regulate it. If a zoning and/or subdivision ordinance does not reflect the policy recommendations of the Comprehensive Plan, neither document will likely guide rationale development related to community values.

V. FUTURE LAND USE POLICIES

A. Overall Land Use Concept

Osakis is a rural growth center with a distinctive downtown, a growing number of residents, a potential for future highway commercial, a stable employment base and assorted park/recreational opportunities. Participants in the comprehensive planning process have expressed a desire to retain the “small town” atmosphere. The following guiding principals have also been considered:

- *Retain the spirit of a small town.* The goal of retaining the small town atmosphere is included through a logical pattern of future land use in an organized fashion, along with a transportation system to support the various land uses and parks and recreation to offer quality of life amenities.
- *A place for people to gather* – Downtown Osakis historically served as the center or focus of the community. Public participants in the process have expressed a desire to enact stronger aesthetic or building requirements and preserve the downtown for pedestrian traffic oriented businesses versus vehicular traffic oriented businesses. Identifying locations for future highway commercial nodes and adoption of policies relating to the downtown will assist in accomplishing this goal.
- *A well-balanced tax base* – In order to assist with the fiscal health of the City and discourage the future development of a bedroom community for other suburbs with employment offerings, a range of land uses including commercial and industrial have been planned for.
- *A proactive position on future growth* – The future land use plan includes projections and growth boundaries intended to serve the City to the year 2030. As market demands change the plan may need periodic review and updates. The future land use plan has included recommendations to complete comprehensive water, sanitary sewer and storm water management plans and identify future transportation or collector street locations to encourage proactive planning of land uses with infrastructure and the funding of the infrastructure.

B. Residential Land Uses

As noted within this Chapter, it is anticipated an additional 268 acres are anticipated to be required to serve residential growth. The future land use map illustrates an additional 740 acres of land devoted for residential purposes. Policies and objectives for existing as well as future residential areas have been developed to protect the integrity of residential neighborhoods and the character of Osakis. The City currently has one residential zoning district with varying lot size requirements for single-family homes and two-family homes.

Existing Residential Neighborhood Objectives

1. Encourage the continued maintenance and quality of existing neighborhoods.

2. Minimize the development of incompatible land uses adjacent to and traffic through residential neighborhoods.

Existing Residential Neighborhood Recommendations

1. Monitor the quality of housing stock and enforce codes and ordinances relating to outdoor storage, etc. as well as research the desirability of applying for Small Cities Development funds for housing rehabilitation as a means of encouraging on-going maintenance of older housing stock.
2. Discourage through traffic on local residential streets while preserving emergency access by following a transportation plan, which includes a recommended collector street system.
3. Prohibit non-residential land use intrusions into residential neighborhoods and require appropriate buffering and/or screening between non-compatible land uses.
4. Require infill residential units to be compatible in use and scale with the surrounding neighborhood.
5. Continue to upgrade infrastructure such as streets, water and sewer in existing neighborhoods as needed.
6. Restrict home occupations to businesses customarily found in homes which employ only household residents and that do not sell products or services to customers at the premises.

New Residential Neighborhood Objectives

1. Plan residential areas to encourage neighborhood unity and cohesiveness while protecting the integrity of the natural environment and providing access to other community amenities.
2. Provide a variety of life-cycle housing for the diverse needs of the community.

New Residential Neighborhood Recommendations

1. Create additional classes for residential zoning districts to accommodate the variety of housing needs (i.e. low to high density, Mobile Home Residential etc.)
2. Incorporate natural features into new residential neighborhoods while protecting the features through ordinances.
3. Limit access points directly onto arterial streets or collector streets by requiring driveway accesses and lots to front streets within the subdivision.
4. Require the development of parks, trails and/or sidewalks along collector streets to service neighborhoods and provide access to other community amenities such as places of commerce, educational facilities and larger community parks.
5. Plan residential subdivisions while following the comprehensive transportation plan which includes a recommended collector street system to encourage connection of neighborhoods to commercial areas and arterial streets.
6. Consider the changing housing needs of the growing community and review residential housing land areas to accommodate the changing needs and demands.

7. Specific sites for high density residential uses have not been specified on the future land use map. The Planning Commission and Council should consider high density residential land uses in areas designated for medium density residential if they are adjacent to major collector streets, arterials or major arterials, are near community services and/or provide tiered land uses (higher intensity to lower intensity). The City should avoid locating all multiple-family housing in one concentrated area.

C. Commercial Land Uses

Currently the City has 69 acres or 5.21 percent of the City's land inventory is commercial in nature, within its commercial zoning districts. It is projected an additional 45 acres would be needed for commercial expansion, to continue the current ratio of residential to commercial land uses in the future. Commercial land use is planned along County Roads 3, and 127 which could accommodate larger lot developments as well as along Highway 27. A total of 143 acres have been designated as Highway Commercial in the future land use map.

Osakis's downtown commercial area has historically served as the heart of the community. Public input relating to the desire to protect and maintain this central focus occurred during the planning process. Redevelopment of the downtown and planning new commercial areas that provide links and continuity to the downtown were discussed. The future land use map illustrates 32.31 acres of land dedicated for Central Commercial. Due to limited sites available in the downtown for larger uses and those requiring off-street parking, highway commercial areas along Highway 27 also exist and have in recent years expanded. The expansion of commercial areas outside of the downtown is expected to continue as the City grows. The following objectives and policies have been prepared for each unique commercial area. Separate commercial zoning district classes should be created to separate the downtown commercial area and intent with that of general commercial.

Downtown Commercial Objectives

1. Continue downtown Osakis as an important retail center.
2. Promote the expansion of the downtown on sites identified for potential redevelopment.
3. Continue to promote downtown as the center of the community as a focal point for government, community social activities and commerce.
4. Develop a downtown redevelopment plan and coordinate potential funding sources to encourage participation such as a Small Cities Development Grant, low interest loan program and tax incentives.
5. Provide and enhance convenient and aesthetically pleasing parking areas for customers and employees.
6. Promote land uses that will reinforce business synergy.

Downtown Commercial Recommendations

1. Continue to encourage private sector rehabilitation and renovation of existing buildings in the downtown.
2. Encourage the use of upper levels of commercial buildings for office and residential uses.

3. Continue, through the Chamber of Commerce and business organizations, to promote unified commercial and service promotional events to attract customers to the downtown.
4. Monitor traffic and provide safe and convenient access to businesses for vehicular and pedestrian traffic.
5. Require design standards for new and remodeled buildings to ensure the building mass, scale and facades are compatible with existing buildings.
6. Continue to offer on-street parking for business patrons as well as municipal parking lots to accommodate overflow and employee parking. Develop a landscape plan to make the parking lots in the downtown commercial district more aesthetically pleasing while allowing it to remain user friendly and provide an efficient flow of traffic.

General Commercial Objectives

1. Provide commercial areas for businesses which are more vehicle oriented, versus pedestrian traffic oriented, and which require larger sites.
2. Minimize traffic conflicts within commercial areas.
3. Provide linkages between highway commercial areas and the downtown or general business district.

General Commercial Recommendations

1. Link the existing downtown or general commercial district with new expansions of these districts with unique design features including ornamental streetlights, pavers, signage and similar design patterns.
2. Plan future commercial areas with frontage or backage roads that allow access to future areas.
3. Encourage pedestrian connections between commercial areas to allow customers to walk between business areas.

D. Industrial Land Uses

Industrial land uses comprise 49 acres or 3.6 percent of total land uses within the City today. If the City maintains the current ratio of residential to industrial land use mix it is projected that an additional 31 gross acres will be required for industrial expansion. The actual amount of industrial land required will depend upon the size of the industrial user, whether or not land is available at a competitive cost when compared to neighboring communities and other economic factors. The future land use map illustrates a decrease in industrial land from the existing land use map of 6.77 acres. Several areas within the downtown commercial area and adjacent to the Central Lake Trail have been guided on the future land use map for Central Commercial. At the time of this Comprehensive Update, the City and EDA's focus has been on providing technical assistance to new and expanding industries as well as providing financial incentives. The City has an industrial park area included in a state JOBZone, which allows tax incentives to businesses that locate in the park. As lots within the Industrial Park are developed the City should evaluate the need for additional Industrial land.

Industrial Development Objectives

1. Continue, through the City, EDA and Chamber of Commerce, to take a proactive approach to business retention and expansion.
2. Promote quality industrial development that is compatible with the environment and which do not negatively impact the City's infrastructure system such as wastewater treatment ponds.
3. Promote industrial development that pays employees a livable wage.

Industrial Development Recommendations

1. Consider economic incentives for industries that will contribute substantially to the City's tax and employment bases without substantial negative impacts on the City's infrastructure system.
2. Design new industrial areas to minimize impact on environmental features such as wetlands and creeks.
3. Design new industrial areas to discourage industrial traffic from traversing through residential neighborhoods.
4. Minimize the impact of industrial properties on adjacent land uses by requiring additional setbacks, screening and/or fencing and landscaping.
5. Consider requiring landscaping within industrial parks, as a part of the Zoning Ordinance, to improve the aesthetic appeal of the district.

E. Public Land Uses

As of 2005, 91 acres of land were used for public/semi-public uses including the School district property, church property and properties owned by the City including City hall, water tower sites, community center, open space and recreation and miscellaneous parcels. This constitutes nearly seven percent of the total land uses.

Public Land Use Objectives

1. Provide needed public facilities to support current and future growth.

Public Land Use Policies

1. Begin planning and budgeting for future public facilities.
2. Work in cooperation with other public agencies such as the school district to coordinate rather than duplicate public space such as auditoriums, meeting rooms, etc.
3. Provide sufficient land for future public facilities including utility sites and buildings.
4. Retain governmental administrative offices in the downtown commercial district to support the downtown as a focal point for services.

Park and recreational land uses are included in public land. It is projected that 30 additional acres of park and open space are anticipated to be needed to support the 381 additional acres of

land guided for residential development. It is recommended the City plan for a higher ratio of park space to other land uses as parks have been identified as an area to expand to meet the current residential populace as well as future growth.

Park and Recreation Objectives.

1. Expand the quality of life offered by parks and recreational amenities in the City of Osakis as it continues to grow.
2. Retain the small town feel of the City of Osakis.
3. Improve the quality of Osakis's City's parks.
4. Provide park and recreation opportunities for all ages of the population.

Park and Recreation Policies.

1. Require park land dedication and fees to add parks and recreational amenities in new growth areas (recommended 10%).
2. Plan for trail and/or sidewalk connections from neighborhoods to parks and linkages between parks.
3. Develop a capital improvement plan and work with local organizations to upgrade existing parks.
4. Offer park and recreational amenities for all age groups such as playground equipment for children, athletic fields for adults, and passive recreation for seniors.
5. Continue to work with the school district to provide for joint use of school/park facilities.

VI. ANNEXATION AND URBAN GROWTH BOUNDARIES

A. Annexation

As the population increases, it will become necessary to expand City services outside of the current municipal boundaries. To remain healthy, Osakis must be allowed to grow. The benefits of annexation include that of protecting the environment and natural resources, providing a wider variety of housing and commercial options than what low-density, rural zoning can offer, fairly distributing the costs of urban services among all that benefit, providing urban services more efficiently and without costly duplication, and providing sound land use planning practices by using land resourcefully.

State guidelines allow three forms of annexation:

- Automatic
 - Annexation by Ordinance (MN Statute §414.033)
 - Ordered Service Extension (MN Statute §414.0335)
- Negotiated
 - Orderly Annexation (MN Statute §414.0325)
- Contested
 - Unincorporated Land, City/Township (MN Statute §414.031)
 - Concurrent Detachment, City/City (MN Statute §414.061)

Each of these procedures can be used, but only one may apply and be appropriate in any given situation at one time.

Annexation by Ordinance

The City could pursue Annexation by Ordinance should the land to be annexed be urban in character as defined by Minn. Stat. § 414.033. The law defines land as being urban in character if it satisfies one of the following conditions:

- The City owns the land to be annexed.
- The land is completely surrounded by land already within City limits.
- The land abuts the City and the area to be annexed is 60 acres or less, not presently served or capable of being served by available public sewer facilities and all the landowners petition the City for annexation.
- The land is within two miles of the City and has been approved for platting after August 1, 1995, and the platted lots average 21,780 square feet or less.

The City would simply write and pass an ordinance describing the area to be annexed. The ordinance would be filed with the Minnesota Department of Administration, the City Clerk, the County Auditor, and the Secretary of State. This particular method is easy to do when the City works with the township, and the township does not object to the annexation.

Orderly Annexation

Osakis could also annex land by using the Orderly Annexation procedure. This procedure emphasizes negotiation and agreement wherein the City and the township from which the land is to be annexed pass a joint resolution designating the unincorporated land to be annexed. The joint resolution is submitted to Minnesota Department of Administration for approval. This is often the preferred method of annexation because it encourages cooperation between the City and township over the long-term.

Annexation by Petition

Another manner available for acquiring land is Annexation by Petition. This procedure is only utilized if the City cannot annex land using either of the first two procedures. The City would pass a resolution to file a petition with Minnesota Department of Administration to annex the land in question. Sometimes the landowner includes a request to be annexed into the City, which the township may contest. Should the annexation be contested, Minnesota Department of Administration would require that the City and the contesting party meet three times over a 60-day period to resolve any disputes. Should these meetings fail to resolve the contestation, the Department of Administration can require the City and the contesting party to enter mediation and arbitration. Since Annexation by Petition is often considered a hostile form of annexation and can be lengthy and costly for both the City and township, the City should pursue Annexation by Ordinance or Orderly Annexation whenever possible. Annexation by Petition is not a common method of annexation and the Minnesota Department of Administration recommends proceeding with one of the two aforementioned methods, using Annexation by Petition only as a last resort.

B. Urban Growth Area (UGA)

“Urban Growth” is generally defined as residential, commercial or industrial growth that requires additional or expanded services for sanitary sewer, public water supply and storm drainage facilities, parks and police and fire protection. An urban growth area is the land needed to accommodate the estimated urban growth of a community during a specified time period or simply, where the City is expected to grow. The rationale for defining this area is for communities to most efficiently provide public facilities and infrastructure by identifying where development is likely or desired to occur. UGA's help to hold down the costs of public services and facilities, save agriculture from urban sprawl, lead to better coordination of City and

township/county land-use planning and they bring greater certainty for those who own, use, or invest in land at the City's edge.

that Drawing an urban growth area is a joint effort between the City, surrounding townships and respective counties. UGA typically creates an urban growth area that encircles the City. Land in that area is not within the City's corporate limits is under county jurisdiction. But since much of land may be annexed to the City, it is important for the City and county to work together in planning and zoning that area. Usually, the urban growth area is subject to the City's Comprehensive Plan, but the county controls zoning and land use permits there until the area is annexed or becomes developed to urban standards. Cities and counties coordinate planning and zoning in urban growth areas through "urban growth management agreements." Such agreements provide the answers to important questions such as:

- Which local government will administer land-use regulations in the urban growth area?
- How should the growth area be zoned until it becomes urbanized?
- What standards for public services and facilities should be applied there?
- What interim controls should be used to protect the growth area's potential for urban development?

Outside of a joint urban growth management agreement or orderly annexation agreement, State Statutes 462.358, Subd. 1 states, "*A municipality may by resolution extend the application of its subdivision regulations to unincorporated territory located within two miles of its limits in any direction but not in a town which has adopted subdivision regulations; provided that where two or more noncontiguous municipalities have boundaries less than four miles apart, each is authorized to control the subdivision of land equal distance from its boundaries within this area.*" This would require subdivisions within two miles of the City to require compliance with the City's subdivision ordinance including design standards for streets, storm water drainage, etc. This may cause some rural developments to be financially not feasible or minimize development within the two-mile radius. The City of Osakis should at minimum, comment on projects proposed within the township in order to protect roadway corridors and ensure the proposed use is consistent with the proposed future land use map.

The following recommendations have been developed to ensure that Osakis has the ability to grow outside of its boundaries and develop in an orderly manner:

1. Establish open communication with Osakis, Orange and Gordon Townships about growth and annexation issues affecting the area.
2. Develop an evaluation program to determine when a property should be annexed into the City. Although there is vacant land available within the City, higher density developments are likely to occur outside of the City limits as development pressure increases. Higher density developments that have access to City services should be annexed into the City if they meet a certain threshold. Part of the evaluation process should include determining if the properties to be annexed want to be annexed into the City.
3. Develop an orderly growth and annexation plan with Osakis, Orange and Gordon Townships. It is imperative that the City and the townships work in cooperation to ensure that orderly growth occurs in the region and to keep friendly working relationships between the City, county, and townships. The City should focus primarily on *orderly annexation* rather than the other procedures for annexation. The orderly growth and annexation plan should include provisions for property owners that petition to be annexed into the City.
4. Apply zoning and subdivision controls within the two-mile buffer around the City as authorized by Minnesota Statutes. In order to provide City services, particularly sewer treatment access, new development must be at a certain density level. The two-mile buffer acts as an urban

transition zone that provides housing and commercial options at urban and rural densities. Requiring higher density development in the undeveloped areas immediately surrounding the City makes it more efficient to connect City services to the development and to annex the property into the City.

5. Land immediately adjacent to the City limits shall be annexed into the corporate limits prior to development.
6. Annex land as the area is about to become urban or suburban in nature or if surrounded by City limits.