

IMPLEMENTATION

I. Introduction

This section will identify methods in which the City may implement the Comprehensive Plan and accomplish the goals and assist in addressing challenges identified by the community. The tools available include:

- Zoning Ordinance
- Subdivision Ordinance
- Capital Improvement Plan
- Orderly Annexation Agreement
- Comprehensive Plan Review and Revision
- Implementation Strategies

A description, implementation information and recommendations for each of the City's local controls follows.

II. Zoning Ordinance

The current City of Osakis has a Zoning Ordinance which has had numerous revisions adopted at various years. The Zoning Ordinance includes specific regulations governing land use and an official zoning map. The City Council recognizes the Comprehensive Plan as the policy with the responsibility to regulate land use and development in accordance with the policies and purpose set forth within the Zoning Ordinance. The City administers the Zoning Ordinance on an on-going basis.

Purpose: The purpose and intent of the Osakis Zoning Ordinance is to promote the general health, safety and welfare of the people of the City. To that end the Ordinance is designed to regulated land use for specific purposes, to regulate the size of buildings and structures, to create minimum health and safety standards, and to create an administrative structure for planning and zoning for the City.

Contents: Local controls relative to the Land Use portion of the Comprehensive Plan and provided by the Zoning Ordinance include, but are not limited to, the following:

- Purpose and General Provisions
- Zoning Districts and District Provisions
- Administration of the Ordinance
- Enforcements and Penalties

Implementation: The Zoning Ordinance is reviewed and subsequently administered by staff, the Planning Commission and the City Council.

The Zoning Ordinance is subject to periodic review to ensure consistency with the City's Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory, and other lawful procedures. In order to ensure the Zoning Ordinance is consistent with the goals and objectives of the 2006 Comprehensive Plan the Planning Commission and Council may wish to amend the ordinance to address the following:

Recommendations:

1. Streamlining the zoning review process. As the City becomes inundated with land use requests the Planning Commission will likely need to follow a stream-lined review process which may require the City perform more activities administratively (as allowed by law) and that City staff/consultants provide additional review and recommendations to the Planning Commission regarding individual planning consideration requests.

2. The City may wish to consider the updating of the zoning ordinance relative to the following items:
 - The establishment planned unit development (PUD) procedures. PUD's may be utilized to relax certain zoning requirements and allow the City to achieve certain goals (i.e. diversity of land use types), preserve existing physical/natural amenities, protect the natural environment and/or promote an organized pattern of development that will easily be serviced by municipal utilities, facilities and infrastructure when/if extended.
 - Promotion of the Highways 3 and 27 corridors as high-quality, aesthetically pleasing gateways to the City which create a distinctive impression of the City. The City can promote the aesthetic quality of the corridor through:
 - Limiting the extent and placement of outdoor storage; requiring screening of outdoor storage.
 - Promoting the employment of high quality landscaping techniques for front yards, entryways, parking lots, sidewalks, screening of loading docks/overhead doors and the like.
 - The clustering of commercial uses in 'nodes' separated by greenspace and/or greenways as opposed to continuous strip commercial development.
 - The preservation of existing environmental features such as woodlands, lake shore, wetlands and surface waters.
 - The implementation of uniform and/or decorative lighting standards.
 - Promotion distinguishing architectural designs and/or high quality exterior building finishes especially for building facades facing public rights-of-way.
3. Review/update the sign ordinance as it pertains to signs within these corridors as a means of promoting aesthetically pleasing signage and minimizing visual clutter and confusion while meeting the needs of businesses and consumers. The City could streamline signage allowances and require signage relate to the building and the architectural quality of the adjacent properties.
4. The Planning Commission and City Council should consider an amendment to the Zoning Ordinance to include the provision for issuance of Interim Use Permits as an optional alternative to Conditional Use Permits. The Interim Use Permit would be utilized in cases in which a use is associated with a specific time period or conditions, as outlined in state statutes. While a conditional use permit is recorded and runs with the land, an interim use permit, as outlined in MN. Statutes 462.3597 is for a set period of time or activity. This may assist the City in allowing temporary uses which are reasonable while achieving long term land use compatibility.
5. The Planning Commission and Council may wish to include requirements for internal and/or external storm shelter requirements to protect the safety of residents who reside in slab-on-grade homes or townhomes.
6. The Planning Commission and Council should consider expanding the section relating to home occupations to include a list of permitted and special home occupations and conditions for approval and license renewal to protect the integrity of residential neighborhoods as well as the commercial business district.
7. The Planning Commission and Council may wish to expand building design requirements for the Downtown District to include a list of prohibited exterior building materials to protect the historical character and integrity of the Downtown District.

8. The Planning Commission and Council should expand the classes of zoning districts, creating a hierarchy of districts with tailored requirements best suited for each and review the minimum lot sizes and densities allowed in the various zoning districts.
9. Upon adoption of a Wellhead Protection Plan, the City's Zoning Ordinance should be updated to ensure protection of this natural resource.
10. The Planning Commission and Council should review other sections of the Zoning Ordinance to ensure consistency with state statutes (e.g. non-conforming uses).

III. Subdivision Ordinance

The City of Osakis Subdivision Ordinance was adopted in 2000. This Ordinance regulates the division or platting of land within the City's corporate limits, as well as a half mile beyond within neighboring Townships, for the purpose of sale into two or more lots, parcels, or tracts, with minor exceptions.

Purpose: A Subdivision Ordinance has been adopted to safeguard the best interests of the City and to assist the subdivider in harmonizing the subdivider's interests with those of the City at large. The Ordinance is intended to prevent the piecemeal planning of subdivisions which could result in an undesirable, disconnected patchwork or pattern of development or fiscal inefficiency.

Contents: The Subdivision Ordinance includes provisions that:

- Dictate procedures for filing, submittal and review.
- Establish and ensure design standards which promote the public health, safety, and general welfare.
- Allow for variances from this Ordinance provided unique circumstances exist; and
- Provide for enforcement of and penalties for violation.

Implementation: The Subdivision Ordinance is subject to periodic review to ensure consistency with the City's Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory, and other lawful procedures. In order to ensure the Subdivision Ordinance is consistent with the goals and objectives of the 2006 Comprehensive Plan, the Planning Commission and Council may wish to amend the Ordinance to address the following:

Recommendations:

1. The City should review the Subdivision Ordinance relating to:
 - Streamlining the subdivision review process. As the City becomes inundated with subdivision requests the Planning Commission will likely need to follow a stream-lined review process which may require the City to perform more activities administratively (as allowed by law) and require that staff/consultants supply additional review and recommendations to the Planning Commission regarding individual requests for planning consideration. For example, the City could approve a 'minor subdivision' standard (also known as an administrative subdivision) allowing a simple lot split/combination to occur without requiring the full platting process be followed;
 - Review/update/expansion of plat data requirements (e.g. submission of environmental review (if required by state law), submission of a proposed pedestrian/open space/park plan, submission of a phasing plan, submission of a build out plan or ghost plat for all abutting lands under the ownership or control of the developer, submission of a natural resources inventory (identification of greenspace, woodlands, wildlife corridors, surface waters, etc.), submission of a landscaping plan, submission of a grading plan, submission of a stormwater/drainage plan, etc);

- Review/update/expansion of design standards, including but not limited to, rear lot minimum width, cul-de-sac length, cul-de-sac turn around width, maximum and minimum block lengths, easement widths for municipal utilities, right-of-way widths, portions of the right-of-way to be paved, street grades, vertical and horizontal curves, street names, street lighting, required signage and required storm sewer facilities;
- Review/updating of plat review standards relative to sidewalk and trail requirements;
- Addition of a requirement addressing grading and drainage plans prior to building permit issuance, including residential lots, require individual lot drainage plans to comply with approved grading plan;
- Review/addition of lot pad elevation requirements;
- The Planning Commission and City Council may wish to consider an amendment to the Subdivision Ordinance to address "Premature Subdivisions" and the criteria for denial of a plat which is considered "premature".
- Review the option for a fee in lieu of parkland dedication for plats containing less than 20 acres (rather than requiring land donation);
- Requiring a ghost plat/build out plan for subdivisions including large outlots and/or adjacent property under unified ownership which may reasonably be anticipated to be subdivided in the future;
- The City should consider amending the Subdivision Ordinance to include requirements for Common Interest Community Plats, in accordance with State Statutes 515;
- The City's Subdivision Ordinance should be amended to further define the design standards for each type of road classification including access control, traffic control, right-of-way widths, lanes and function of the roadway;
- The Planning Commission and Council should review utility requirements in Section VI., which currently allow private systems where connection to municipal services is not feasible;
- Addition of enabling language:
 - Requiring the execution of a development agreement with the Subdivider.
 - Allowing the City to be reimbursed for costs associated with the review of the request for subdivision.
 - Requiring a financial guarantee to ensure improvements are installed as required in a timely manner.

IV. Capital Improvement Plan and Debt Management Study

The City of Osakis has not formally instituted a Capital Improvement Program (CIP) that allows lists projects, prioritizes expenditures and identifies sources of funding for the scheduled financing of capital expenditures relative to the implementation and maintenance of public facilities and services necessary for the City's growth. An informal CIP is in place with review of capital projects as a part of the annual budget process.

The overall objective of a Capital Improvement Plan (CIP) is to provide for the efficient use of fiscal resources in funding future capital expenses. The CIP should be a flexible, evolving tool the City uses as

a guide for the future. The CIP should be updated annually to allow for capital necessity and prioritization changes. Along with anticipated expenditures, the CIP should include proposed sources of funding such as special assessments, enterprise funds (water, sewer), state aid, annual levy, etc. Expenditures such as municipal vehicles (police), police and city administration, street and utility projects, park improvements and the like should be included. The phasing in of projects which require the same sources of funds can assist in retaining a level annual tax levy.

Recommendations for Implementation:

1. The City should develop a formal Capital Improvement Plan identifying capital projects, estimated costs, year to be completed, sources of funds and priority ranking.
2. The City should include in its Capital Improvement Plan large projects which have been identified as important to the community as a part of this Comprehensive Plan including but not limited to the upgrade or construction of a new wastewater treatment facility, water system improvements and upgrades, improvements to existing parks and new community parks, and improvements to municipal building(s) to support administration, police and emergency.
3. The City should consider including in the Capital Improvement Plan update of utility studies as the city grows.

Sources of funding include:

- Special assessments
- Enterprise funds (water, sanitary sewer, storm sewer revenue funds)
- Funds that are levied annually to establish a capital improvement fund and equipment fund
- State aid funds, and
- Other sources

V. Growth Areas and Annexation

The City of Osakis, through its comprehensive planning process, has identified land use needs to accommodate additional residential, commercial and industrial development within the existing corporate boundaries to the year 2030. The placement of appropriate land uses, extension of infrastructure; including water, sewer and streets, should be planned for within this area before the growth occurs.

The City has adopted a resolution granting authority to the City to review plats within a half mile radius of the city limits. No joint planning boards between the City of Osakis and the neighboring Townships exist.

Recommendations for Implementation:

1. The City and Townships should continue to work together to develop and adopt Orderly Annexation Agreements for areas that are urban or about to become urban.
2. The City of Osakis should take an active role in the review and provide comments on the future Douglas County and Todd County Comprehensive Plans as they relate to transportation systems, land uses, and regional trail and park plans which may impact the City of Osakis.

VI. Comprehensive Plan Review and Revision

The Comprehensive Plan is intended to guide the growth of the community. As events and circumstances within the community change, the Comprehensive Plan should be reviewed and updated, as appropriate. Amendments to the Comprehensive Plan should not occur without public notice, a public hearing conducted by the Planning Commission and City Council final review and approval.

Amendments to the Comprehensive Plan should be considered if there have been changes within the community or issues which were not anticipated by the Plan.

Recommendations:

1. It is recommended the Planning Commission and City Council review and update the Comprehensive Plan at five year intervals to ensure it is a current reflection of the City's growth patterns, community goals and land use needs.
2. The Comprehensive Plan may be amended upon petition from the public, initiation by the Planning Commission or direction from the City Council. No amendment shall be adopted until a public hearing has been conducted. A 2/3 affirmative vote of the City Council is required to amend the Plan.
3. It is recommended that on an annual basis that staff and the Planning Commission report to the City Council regarding development issues which have occurred as they relate to the Comprehensive Plan, proposed projects which have an impact on the accuracy on the Plan projections, and a list of implementation goals identified within the Plan and the status of implementation.

VII. Comprehensive Plan Implementation Strategies

To summarize, the Comprehensive Plan:

- Includes a summary of the City's demographic profile,
- Projects future housing and population trends,
- Identifies natural resources and goals for preserving natural amenities,
- Inventories current land uses and projects future land use needs with the identification of where appropriate land uses should be located,
- Analyzes the past, current and future housing stock,
- Reviews the current transportation system and includes a plan for future collector streets and policies,
- Inventories current park land and recreational amenities and includes recommendation for future park and recreational facilities,
- Summarizes the community facilities and public services with identification of future needs, and
- Addresses municipal utilities as they relate to current and future land use needs.

In order to implement the goals and policies identified in each of these Chapters, the following implementation strategies have been prepared:

1. **Zoning and Subdivision Ordinances:** Update the City's Zoning and Subdivision Ordinances to ensure consistency with the Comprehensive plan, as noted within this Chapter.
2. **Capital Improvement Plan.** Adopt a capital improvement plan, including major capital expenditures identified in this Plan.

3. **Annexation Plans/Joint Annexation Agreements.** Develop a policy related to when land should become annexed and work with neighboring Townships to develop orderly annexation agreements as areas become urbanized or developed.
4. **Transportation.** Continue to work with Douglas and Todd Counties to develop a regional transportation plan. Require the platting of collector streets identified on the transportation plan.
5. **Utilities.** Address wastewater treatment plant capacity issues as soon as possible and adjust SAC and WAC fees and rates to support required expenditures. Continue to monitor capacity of utilities as plats are submitted.
6. **Education.** Continue to support education in the community, meeting periodically with school administration to discuss joint programming of recreational programs and facilities, and timing on municipal and educational capital projects.
7. **Park and Recreation.** Obtain land, as a part of the subdivision process, in areas in which community and neighborhood parks have been identified as required to support future growth. Continue to seek donations, grants, and other funding to upgrade existing parks.
8. **Housing.** Consider adopting code provisions for the on-going and long-term maintenance of the City's housing stock. Inform builders or housing programs to support the various types of life-cycle housing.
9. **Sense of Community.** Continue to focus on the heritage of the community through design elements and celebrations. Continue community events to assist in retaining the small town feel and sense of community as the population continues to grow. Provide opportunities for involvement by new residents and long-term residents to come together.