Chapter Title: Land Use

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Land Use Plan
The land use plan is an important component of the comprehensive plan as it serves to guide how land is used in the city. The wide range and variety of land uses in Minnetonka add to the city’s interest and appeal while providing places to live, work and play.

Many of the land use themes build on the previous 2030 land use plan. That plan incorporated a strategic land use policy approach that has served the city well over the past decade. The 2040 land use plan recognizes the city will continue to mature providing additional opportunities for mixed use and redevelopment in regional areas, corridors and light rail transit station areas.

Residential Development
Early residential development within the city began in the late 1800s along the Minnehaha Creek corridor with a concentration of homes and commercial services in the Minnetonka Mills area. Development in the first half of the 20th century included lakeshore development along Lake Minnetonka with seasonal cottages and lakeshore homes and homesteads associated with hobby and truck farming agricultural activities, especially in the southern half of the city.

The evolution of neighborhoods within the city of Minnetonka started in the 1930s with the development of the Oak Knoll neighborhood in the CR 73/I-394 area of the city, the Groveland and Gray’s Bay/Libbs Lake areas near Gray’s Bay of eastern Lake Minnetonka, the Tonkawood Croft area south of Minnetonka Boulevard in central Minnetonka, and the Glen Lake area. These areas were generally characterized by modest single family homes located on one-third to one-half acre lots served by private sewage treatment systems and individual wells. In the Oak Knoll, Groveland and Glen Lake areas, small retail stores and service uses followed the development of the neighborhoods.

Large scale residential development began in the mid to late 1950s along the eastern portion of Minnetonka adjacent to the cities of St. Louis Park and Hopkins. In the central portion of the city, several multi-phase developments occurred in the 1960s, including Somerset Knolls, Forest Hills and Temple Village subdivisions along the north and south sides of TH 7. These large developments prompted the then Village of Minnetonka to begin developing municipal sewer and water services.

The overall development policies for the size of single family homes lots was established during the period of initial sewer and water installation in the 1960s. The policies, supported by the zoning ordinance and utility assessments, provided a minimum one-half acre lot size (one-third acre prior to 1965) for single family residential neighborhoods to be served by public sewer, water and public streets.

Up until the 1980s, there were few opportunities for multiple family housing choices within the city. The only multiple family developments that existed included the Archer Heights apartments in the southwest portion of the city, apartments to the west of Minnetonka High School and the Greenbrier development in the CR 73/Cedar Lake Road area.

In the last twenty-five years, there has been a concerted effort to increase the amount of multi-family housing within the city and provide more variety of housing choice and density within new residential developments. Today, the city’s residential land supply is nearly fully developed, although there remain some pockets of vacant or underdeveloped properties where additional development may still occur. The city has also initiated flexible standards for residential development to allow smaller lot sizes, if in keeping with the neighborhood character and not in conflict with valued natural resources.

Today, the appearance of residential land uses within the city is one of overall spaciousness. The high regard for natural resources has led the city to protect and incorporate environmental features into
residential and other developments. The presence of natural resources, coupled with the low density of the city, tends to separate areas of development and disguise the urban nature of the community.

**Commercial/Mixed Use Areas**
Similar to residential development, the growth in commercial and mixed use areas has occurred at different periods and at varying development intensities within the city. The first commercial areas started out as neighborhood convenience centers. Some evolved into community centers, while others maintained their neighborhood function.

The historic planning efforts of the city have recognized the difficulty in establishing a single downtown area. As a result, the city has actively pursued policies aimed at supporting a hierarchy of commercial centers of the city. The commercial centers have evolved as established neighborhood, community and regional retail and service areas that vary in age, services and market area.

**Business/Industrial Park**
Non-commercial business development includes a complete range of office and industrial uses, primarily located in business parks. Since 1980, the expansion of business uses within the city has been significant and has resulted in a substantial increase of employment opportunities within the community. The city has been host to numerous corporate headquarters. One of the earliest, the Cargill headquarters (established in the 1970s), set a precedent for desirable business development in the city: a campus environment, numerous environmental and aesthetic amenities, and significant buffering from surrounding residential neighborhoods.

Over the years, industrial uses in Minnetonka have evolved from heavy manufacturing to lighter industries that accommodate manufacturing, warehouse and showroom uses. The city is currently known as a center for medical and highly technical manufacturing facilities. Minnetonka contains the following business/industrial park areas: Opus Center, Carlson Center, Minnetonka Industrial Park, Shady Oak Industrial Park, Minnetonka Corporate Center and adjacent areas, Welsh Office Complex, and Greenbrier Industrial Park.

**Historic Preservation**
The Minnetonka History Commission (that are members of the Minnetonka Historical Society) serves as the advisory body to advise the city of sites and structures that should be preserved due to their historic, economic, cultural, architectural and social significance. The commission is currently compiling a survey of properties and documents that are over 50 years old. Additionally, the commission assists with the coordination of the Landmark Recognition Program. This program is designed to encourage homeowners to preserve historic properties and places.

The city has one structure that is listed on the National register of Historic Places. The Charles H. Burwell House, constructed in 1883, and associated cottages is located in the Minnetonka Mills area and is under public ownership. The Minnetonka Historical Society and Minnetonka History Commission in partnership with the city has restored the home and surrounding properties to its original context.

The city is committed to working with the local historic preservation groups, the Hennepin County Historical Society and the state to continue to preserve important historic properties and landmarks. The city has received several grants in the past to assist with preservation efforts, and plans to continue seeking grants to financially assist the city and others with the preservation of worthy properties.

**Existing Land Use Acreage**
The existing land use data has been compiled from Hennepin County parcel files (2007 data). It provides a benchmark for the development of previous and future land use planning activities, and for the analysis of impacts on city services and facilities. The city’s current land uses are based upon past market conditions and forces, as well as the city's land use decisions and development policies. A summary of the city’s existing land uses provides area calculations for each category.

**Existing Land Use (2018)**

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Gross Acres</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low Density Residential (1 to 4 units/acre)</td>
<td>8450</td>
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</tr>
<tr>
<td>Medium Density Residential (4.1 to 12 units/acre)</td>
<td>285</td>
<td>6.3</td>
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<tr>
<td>High Density Residential (over 12 units/acre)</td>
<td>448</td>
<td>2.5</td>
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<tr>
<td>Commercial</td>
<td>486</td>
<td>2.7</td>
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<tr>
<td>Office</td>
<td>611</td>
<td>3.4</td>
</tr>
<tr>
<td>Industrial</td>
<td>506</td>
<td>2.8</td>
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<tr>
<td>Mixed Use</td>
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<td>0.1</td>
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<tr>
<td>Institutional (including utility)</td>
<td>765</td>
<td>4.2</td>
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<tr>
<td>Open Space (public/private)</td>
<td>1808</td>
<td>10.0</td>
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<tr>
<td>Public</td>
<td>1017</td>
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<tr>
<td>Private</td>
<td>790</td>
<td>15.6</td>
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<tr>
<td>Park</td>
<td>936</td>
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<tr>
<td>Right of Way (including railroads, roads and Co. LRT trail)</td>
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<td>3.7</td>
</tr>
<tr>
<td>Vacant</td>
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<td>46.8</td>
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<tr>
<td>Water</td>
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<td>6.3</td>
</tr>
<tr>
<td>Total</td>
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<td>100.00%</td>
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</table>

Source: City of Minnetonka
Land Use and Growth Strategy Themes

The current overall land use pattern and intensity of development in Minnetonka is well-balanced and functions in a comprehensive manner. Minnetonka’s residential uses tend to be well maintained within spacious, well-vegetated neighborhoods, and newer residences have been planned to complement most of the city’s older residential areas. Natural and significant topographic areas have been preserved within Minnetonka’s neighborhoods, including wetlands, woodlands, undeveloped open space, and park facilities, resulting in a landscape that reflects community values.

The city hosts a wide variety of businesses, including retail, services, offices, and industry — uses that help to balance the city’s —land use portfolioll and provide employment and services to residents. Other land uses play an equally important role in offering public and semi-public services and programs that residents require and enjoy, including schools, government functions, and religious facilities. Further, an integrated transportation system provides efficient access for motorists, pedestrians, bicyclists, and transit users, and serves to connect Minnetonka’s land uses.

There is a general sense that existing land uses are appropriately located and balanced. However, as a fully developed community, changes to increase density are incremental and will happen primarily through more intensified redevelopment of existing developed sites and higher density infill development. As such, Minnetonka will be faced with a new set of challenges as it anticipates future growth and redevelopment, including:

- incorporating additional households,
- providing new types of housing products that meet the full-range of life-cycle needs, and
- providing opportunities for the continued vitality of existing and new office, retail and industrial development in an increasingly competitive regional market.

Overall Growth Strategy Themes

It is important that future growth and redevelopment potential in Minnetonka capitalizes on and reinforces the development themes that have evolved as the city has undergone continual urbanization. The growth strategy for the 2040 land use plan builds upon the past development efforts of the city and incorporates the themes noted below.

Minnetonka’s growth strategy is based upon a framework of the following components:

1. Stability in Established Areas

The unique character of Minnetonka’s existing neighborhoods will be preserved, however, opportunities to broaden housing choice will be sought on appropriate vacant or underdeveloped properties, compatible with adjacent development. To preserve existing neighborhood areas and meet the evolving needs of current and future residents, higher density residential and mixed use development are focused in the village, regional and business areas where infrastructure and services are available to support additional development.

The following land use principles guide decisions for established areas:

- The low-density residential character of most of the city’s established residential
neighborhoods will be maintained as development and redevelopment occurs in Minnetonka.

- The integrity of existing single-family neighborhoods will be preserved through careful management of land use transitions and impacts between potential conflicting uses.
- Innovative new housing development that meets residential density requirements, complements future regional demographics, and broadens housing choice will be encouraged on appropriate properties in the city.
- Expanded and new strategies and programs to address the aging housing stock, preserve natural resources, and better define buffers and transitions between land uses will be evaluated and developed in the coming years.
- The city will continue to support projects that include site plan techniques that reduce conflicts between different land uses in order to manage land use transitions.

2. **Diversity in Household and Housing Types**

At the same time, it is recognized that additional housing opportunities are needed to accommodate an aging population and yet, continue to attract families to Minnetonka. Therefore, the city will:

- Support continued reinvestment in and revitalization of the city’s neighborhoods (low-density residential, high-density residential, mixed-use high activity) to help retain existing and attract new families with children, young professionals, empty nesters and seniors.

3. **Increased Vitality in Neighborhood, Community and Special Purpose Village Areas**

Vitality is an essential component of Minnetonka’s village centers. The purpose of the village concept is to provide development and redevelopment opportunities that encourage enhanced vitality within commercial areas by allowing well-planned mixed uses where additional higher density housing opportunities can coexist with retail and service uses. Land use character and diversity in villages should create attractive destinations for shopping, services, and recreation in such concentrated centers of activity. The village concept that builds upon past comprehensive plan designations and recognizes the historic uses of neighborhood and community commercial areas will be utilized to guide development and redevelopment in certain business areas of the city.

The following land use principles guide decisions for the village areas:

- It is recognized that each village in the city is unique and distinctive, based on the individual scale and function of uses in each area.
- In certain village areas, a blend of uses and higher residential densities are planned to preserve economic vitality, and provide opportunities for more housing choices and convenience for residents within and near villages.
- Sustainable and cohesive design elements will be encouraged to define and enhance the individual character of certain villages.

As an implementation component of the 2030 Comprehensive Plan, the city prepare village center studies to guide future redevelopment and investments. The following village studies will guide future efforts:

- *Hwy 7 / County Road 101 Village Center Study*
- *Ridgedale: A Vision for 2035*
- *Shady Oak Station Area Redevelopment Strategy*
- *Glen Lake Village Center Study*
- *Opus Station Transitional Station Area Action Plan*
4. Support for Regional Centers and Corridors
Minnetonka’s major regional business centers include Ridgedale, Opus, and the I-394 and Crosstown regional business corridors. Higher redevelopment densities are planned to provide expanded housing and commercial opportunities, and to support transit and LRT (Opus) service. It is expected that the majority of future new housing opportunities in Minnetonka will occur in these regional centers.

The following land use principles guide decisions for regional centers and corridors:

- The city will support existing businesses, business retention and recruitment, and reasonable expansion to remain competitive in the region.
- Redevelopment will continue in order to build affordable housing, revitalize commercial center areas and introduce additional vitality to regional centers and areas such as the I-394 corridor and the Opus area.
- The city will encourage mixed uses and higher density residential uses in the regional centers and corridors.
- The city will continue to support (and update) plans and programs that encourage cohesive design standards, infrastructure management techniques (such as the I-394 Corridor Plan) and sustainable design techniques.

5. Connectivity to Improve Mobility
Throughout the 2040 Comprehensive Guide Plan chapters, various policies and strategies are established to increase connectivity throughout the city, particularly in the village areas and regional centers and corridors. Such connections may be transportation and recreational facilities, such as trails, roads and greenways, as well as linkages involving open space, environmental features and landscaping design elements.

The following land use principle will guide decisions for connectivity:
- Road, trail and sidewalk connections between neighborhoods, village areas, regional centers and major destinations such as parks, schools, government facilities and other activity areas will increase transportation choices and support the potential for more active living among residents.

6. Resource Protection and Sustainable Practices
A continuation of balanced preservation efforts is planned to protect Minnetonka’s highly valued water and woodland resources. Sustainability requirements are also incorporated, particularly those associated with improvements in stormwater quality.

The following land use principles guide decisions for resource protection and sustainability:
- Application of sustainable principles in land planning (such as transit oriented design, low impact development, and active living design standards) are expected to reflect priorities for redevelopment and development.
- Preservation of the views along established corridors, reflecting the character of existing development, natural system patterns, and the transportation network that connects them, will be maintained.

7. Solar Access Protection
Metropolitan cities in Minnesota are required to include an element for protection and
development of access to direct sunlight for solar energy systems in their comprehensive plans. Solar access protection assures the availability of direct sunlight to solar energy systems. Solar energy is an alternative means to energy. It has much less impact on natural resources and the environment than the use of fossil fuels. Currently fossil fuels and nuclear power are needed to heat or cool our homes and businesses. Fossil fuels are also used for most modes of transportation. Increasing the use of solar energy would decrease reliance on fossil fuels and nuclear power. The purpose for including this section of the Update is to ensure that direct sunlight access to active and passive solar energy use is not subjected to shading from nearby trees, buildings, or other structures.

The following land use principles guide decisions for solar access protection:

- The City will consider appropriate amendments to exempt active and passive solar energy systems from lot coverage and setback provisions.
- The City will consider appropriate amendments to require swimming pools and hot tubs to be heated using solar or some other form of renewable energy resource, where possible.
- Within Planned Unit Developments, the City will consider varying setback requirements in residential zoning districts as a means of protecting solar access.

Regional Areas

There are three notable areas in Minnetonka that draw people from all over the region for work, shopping, services or entertainment: the I-394 Corridor, the Ridgedale area within the I-394 Corridor, and the Opus area. Since their initial development, these areas have continued to demonstrate economic success. The city is committed to maintaining and improving the economic strength, the cohesive design, and architectural quality of the business development in each of these three areas.

The critical land use strategy for the regional areas is to continue to support their vitality so that they remain desired destinations for employment, residential development and business. Adherence to specific development criteria will help ensure that land use character and activity accommodate a diversity of residents and businesses, and to ensure connectivity to the rest of the region.

It is envisioned that the regional areas will function as —complete communities, including places to live, work, shop and play. Specifically, mixed land uses and high density residential land uses are planned to attract new residents eager for the opportunity to downsize, reduce home maintenance obligations, or reduce transportation costs through pedestrian orientation within centers and proximity to transit facilities.

I-394 Regional Corridor

The I-394 corridor was the focus of a detailed land use/transportation analysis in the mid- 1980s as the highway converted from TH 12 to I-394. The I-394 Corridor Study (adopted by the City Council in 1987) has served as a planning guide for future development within the I-394 corridor since that time. The primary goals of that study were to:

- Manage growth in a planned, responsible manner in the best interest of the city, residents of the community and corridor development interests.
• Encourage development to utilize a showcase concept to improve the image of the corridor and the city.

• Establish and promote neighborhood stability through rational land use planning and the establishment of spacing/buffering requirements between land uses of different intensity.

For the most part, many land use changes have occurred consistent with the study’s recommendations. The Carlson Center development at the Carlson interchange with I-394 and the West Ridge Market and associated development around the I-394/C R 73 interchange provide examples of high quality developments that incorporate environmental preservation. The area is supported by regional highways (I-394, I-494 and TH 169), major county roads (Plymouth Road and CR 73), and transit facilities that serve regional employment and service travel patterns. As traffic volumes continue to increase, the importance of this area as a provider of regional services increases.

Historically, concern has been expressed by the city and others about the capacity of the regional transportation system to serve area transportation needs in a manner that does not impact the surrounding neighborhoods and the local street pattern. Therefore, particular attention has been focused on the traffic impacts of new development upon the local and regional roadway system.

Development location and intensity has increased such that it now encompasses former isolated developments along the I-394 corridor. This concentration of density in the form of retail, service commercial and office development, as well as the traffic demand generated by this development, creates a busy, complex environment. It contains a full range of land uses, with the exception of industrial development. Multiple-family developments, office and institutional uses surround the more intense commercial areas and, together with natural amenities, provide transition to the low-density residential neighborhoods located north and south of the Ridgedale area.

The city wishes to encourage enhanced vitality along the I-394 corridor by:
• Increasing the mix of land uses, including residential.
• Providing opportunities for more gathering places.
• Promoting connectivity among uses within and outside the corridor, and transit connections.

A distinct physical identity and a sense of social activity are important to the future of the corridor, which has potential to support land use changes that may create broader appeal among younger residents.

Opportunities to better connect the north and south sides of I-394 are planned, including pedestrian connections. The highway currently divides the community so strongly that the two areas can feel like different cities, and areas that are geographically not far apart feel as though they are distant from and inaccessible to each other.

**2040 Land Use Definitions**

The land use districts should not be confused with the zoning designations of property. The land
use districts describe general land uses and may include other criteria to be considered when
development and redevelopment projects are reviewed by the city to ensure that the project
meets the 2040 Comprehensive Guide Plan policies and the appropriate policies and strategies
of other chapters of the plan. The corresponding zoning designation and associated
performance standards describe specific criteria that must be met before development can
occur on property.

The city’s land use definitions follow, according to the general land use category. Appendix IV-A
of this chapter provides illustrative examples of the specific types of uses found within each land
use category.

1. Residential Land Use Districts
Prior to 1979, the medium- and high-density residential definitions restricted densities to five to
eight, and nine to 12 units per acre, respectively. The definitions were changed, as part of a
comprehensive planning effort, to allow a greater density to provide more opportunities for
housing choice (variety and cost), recognition of the rising cost of land in Minnetonka, and to
bring the density standards more in conformance with other metropolitan area communities and
Metropolitan Council policies.

The density definitions are expressed in terms of ranges to allow for development flexibility and
compatibility with natural resource and other site specific characteristics of property. Therefore,
an appropriate density for a particular use may be at the lower end of the density range rather
than the higher end.

Further, the density definitions do not specify the type of housing; rather, the zoning ordinance
specifies the type of housing and specific standards that must be met by a particular
development. The decision regarding the specific density for a particular property is made
during the development review process, where the following conditions are considered by the
city:

- The existing environmental conditions of the property including wetlands, floodplains,
  Steep slopes and the quality of existing vegetation;
- The specific site plan including the type of housing units proposed and requirements
  for development facilities such as stormwater ponding, municipal sewer and water,
  etc.;
- The existing and requested zoning classification for the property;
- The surrounding neighborhood characteristics.

A. Low-density residential: development that ranges in density from two to four dwelling units
   per acre.

Most residential neighborhoods that contain existing single-family homes in the city are
designated for low-density residential uses. Although low-density uses include detached
single family housing types other residential housing types such as duplexes and attached
townhomes are included provided that the overall density does not exceed four units per
acre. This land use district is established to recognize the primary residential development
pattern in the city and accommodate housing goals, including affordable and mid-priced
housing.
B. Medium-density residential: residential density ranges from more than four to 12 units per acre.

Typically, this land use district includes attached housing types such as small-lot single family developments (zero lot line), duplexes, townhouses, quads, and low-rise multiple family buildings. This land use designation is used to:

- Encourage and allow the opportunity for residential project design techniques that incorporate natural resource protection and open space preservation techniques such as clustering.
- Create appropriate transitions between different and more intense land uses and low-density areas.
- Encourage opportunities for residential development near and within village and regional centers, employment centers or major transportation corridors.
- Broaden housing choice, especially with an increasingly aging population and accommodate housing goals, including affordable and mid-priced housing.

Development within medium-density residential areas should incorporate:

1. Design techniques that facilitate natural resource protection and open space preservation; and
2. Buffers and/or transitions between more intense land uses and low-density areas. Environmental features such as wetlands, floodplains, steep slopes, and heavily vegetated areas should be used, as available, as buffers. Developments should incorporate appropriate transitions, such as landscaping and other land use or design features between non-residential and residential uses of a lower density.

C. High-density residential: residential developments with densities above 12 units per acre.

Typical high density residential development consists of apartment or condominium units in multistory buildings. The intent of this district is to provide the opportunities for residential developments that:

- serve a wide range of income group and changing lifestyles;
- are in close proximity to services, employment centers and transportation corridors, especially transit routes; and
- broaden housing choice, especially with an increasingly aging population and accommodate housing goals, including affordable and mid-priced housing.

As is the case with medium-density residential development, development within high-density residential areas should incorporate:

1. Design techniques that facilitate natural resource protection and open space preservation, and buffers and/or transitions between more intense land uses and low-density areas.
2. Buffers and/or transitions between more intense land uses and lower density areas. Environmental features such as wetlands, floodplains, steep slopes, and heavily vegetated areas should be incorporated, as available, within buffers. Developments should incorporate appropriate transitions, such as landscaping and other land use or
High-density residential development projects should occur in a planned manner, with specific consideration given to all uses within an area and also to impacts on adjacent developments, services and transportation. Development will not be encouraged to occur until appropriate services and infrastructure are available or programmed.

2. Business Land Use Districts
Business land uses typically include categories of uses that are measured by the intensity of development and off-site impacts. These uses are found in the village areas, regional areas and corridors of the city. Additionally, business land use districts apply to several planned corporate campuses such as the Cargill and Welsh developments in the city.

The following describe the categories of business uses in the city.
A. Office
The office land use district provides locations for administrative, executive, professional or other offices and related service uses, such as financial institutions, lodging, day care and similar uses. It is not intended for retail uses that serve the general public. The office designation can be used, if designed appropriately, as a transitional use between residential and more intense commercial districts.
B. Service commercial
The service commercial land use district is a land use district used in the I-394 Corridor and other specific areas. It is considered a tool that increases flexibility in siting uses that are typically associated with regional centers and within business concentration areas. Typical developments include hotels, health clubs, religious institutions and similar service uses. Uses are typically characterized by lower peak hour traffic generation characteristics, making them suitable for high-volume interchange areas. Certain service commercial areas serve as transitions between residential areas and retail uses.
C. Commercial
The commercial district is broad and includes retail, entertainment, service and office uses that typically occur in the village and regional areas.
D. Industrial
A range of industrial uses including warehouse, showroom, manufacturing and limited office, retail and service uses fall within the industrial district. Many other industrial uses are part of mixed-use areas. These include business parks, where master plans govern more specific uses and development criteria, such as Opus and Carlson Center, as well as other areas close to TH 62 and I-494.

3. Mixed Use Areas
Areas include locations where one or more uses can be accommodated within a single building (vertically mixed use) or within a planned multi-building area (horizontally mixed use). This designation has been established to allow flexibility in land use and creative site design, especially in the village and regional areas. Generally, most mixed use areas should be designed to allow the incorporation of appropriate natural resource protection and/or enhancement techniques.

The general land uses determined appropriate for the mixed land use area are shown on the 2040 land use plan map. For most mixed-use areas or buildings, the use and design of property is governed by a master plan that defines specific land uses, relationships between uses and
overall design.

The following describes the mixed use areas in the city:

A. Mixed Use Areas with Residential
   Areas planned for a mix of residential and commercial/retail uses should be designed to include a residential character, within specific mixed use buildings or within a compact village area. Buffering and transitions, as well as careful consideration of noise and light impacts, are important to the viability of such mixed use areas, since they include higher density and more activity than exclusive medium or high density neighborhoods.

   Site design and access to pedestrian friendly open space and parks is important in mixed use areas that include a residential component. Accessibility and convenient parking as well as streetscape enhancements in public and private areas are valued features for residents choosing to live in mixed use areas. A range of densities and building heights is anticipated, depending on the specific location and site conditions.

B. Non-Residential Mixed Use Areas
   Areas with a mix of commercial (office, service commercial, or retail) and industrial uses rely on mobility and access to transportation systems as key to business operations (e.g., loading and deliveries). Other urban design treatments should be included in the overall site design such as cohesive signage and landscaping that contribute to the character of the area.

C. Mixed Uses Where a Single Land Use May Ultimately Be Developed
   These locations are where more than one land use is considered appropriate and feasible, but only a single land use will ultimately be developed. Decisions regarding the ultimate land use will depend upon a specific development’s ability to meet certain criteria defined in this plan. For example, an area may be designated for either office or high-density residential purposes. Ultimately, however, office uses may only be allowed if commensurate transportation improvements are made to a nearby roadway.

4. Public and Semi-Public Land Uses

A. Institutional
   This district accommodates public and semi-public land uses including schools, religious institutions, government buildings, and multi-purpose complexes like the Civic Center.

B. Parks and open space
   Parks and open space are designated separately to distinguish between the city's officially designated parks and those protected open space areas that are not included in them, although they may be city-owned. The open space district includes protected open space by public ownership, easement or other protection method.

C. Roadway rights-of-way
   Includes public or private vehicular, transit and/or pedestrian rights-of-way. These areas may be reserved for future use as a transportation route, and thus undeveloped.

D. Utility
Includes land devoted to public or private land occupied by a substation, electric transmission line, oil or gas pipeline, water tower, municipal well, reservoir, pumping station, water treatment facility, communications tower, or similar use.

E. Railroad
   Public or private freight or passenger rail activities.

5. Water Resources

A. Lakes
   Includes actual water bodies greater than six feet in depth (such as Gray’s Bay and smaller lakes), and creeks.

B. Wetlands
   Includes areas designated by the city’s wetland protection program and maps. The actual areas have been field mapped but must be delineated as part of the development review process.

C. Floodplains
   Includes locations delineated on the city’s and FEMA maps and sometimes overlap water bodies and wetlands. Similar to wetlands, actual field delineation is required for development projects.
Overall Development Review Criteria

It is expected that there will be continued pressure to develop the small amount of vacant land remaining in the city and allow new opportunities for redevelopment projects. As development and redevelopment projects are submitted to the city for review, it is imperative that the 2040 Comprehensive Guide Plan be consulted to determine the projects consistency with the policies and implementation tools established in each chapter of the plan.

The determination of consistency with the comprehensive plan, meaningful public engagement and adherence to city regulatory requirements generally results in successful projects that benefit the project proposer and the public. The following review criteria are designed to provide guidance and assist in the review of development projects by the city.

1. All Development

A. Determine consistency of the project with the appropriate overall policies.

B. Utilize resource protection measures included in the zoning and subdivision ordinances to:
   - encourage clustering of buildings and uses to preserve woodland preservation areas,
   - high priority and significant trees, and other resource areas on properties, and
   - obtain conservation easements, where appropriate, as part of the development review process to protect important natural resource features.

C. Continue to use the Planned Unit Development (PUD) zoning technique in appropriate locations to encourage:
   - flexible land development and redevelopment,
   - a diversified housing supply,
   - energy conservation and sustainability through building design, siting and clustering of land uses,
   - the preservation of natural site characteristics such as open space, steep slopes, water and vegetation resources and sensitive transitional areas,
   - efficient and effective use of land, open space and public facilities,
   - high quality design compatible with surrounding uses, and
   - development consistent with the 2040 Comprehensive Guide Plan.

2. Residential Development

Although the city will continue to maintain the ½ acre minimum lot size in established single family neighborhoods, several initiatives are included in the 2040 land use plan to encourage alternative and creative types of housing development that appeal to different age groups yet, is reasonable in price.

Currently, it is difficult to provide a variety of housing types in Minnetonka due to the lack of available vacant land and the cost of land. To encourage development of new housing types and residential living environments, the city needs new strategies to implement housing and residential land use policies included within this comprehensive plan. The initiatives and strategies included within this section of the land use chapter are designed to encourage
innovative land use approaches with flexible zoning guidance to encourage quality housing development that is:

- attractive to young families, young professionals and middle class wage earners,
- provides new housing opportunities for Minnetonka residents that no longer desire the traditional detached single family home; and
- designed to —fit— the needs of both the resident and the context of the surrounding neighborhood.

3. Plan Amendments

The 2040 Comprehensive Guide Plan map and text will be amended periodically as circumstances warrant. Those features of the plan that are most fundamental, such as the overall policies and growth strategies, should be the least subject to change. The more detailed aspects of the plan, such as the 2040 land use plan map, should be considered the most flexible, and therefore subject to change based on specific criteria.

The following steps are required to maintain the integrity of the 2040 Comprehensive Guide Plan until it is updated in ten years:

A. The planning commission, in conjunction with other advisory commissions and city staff, should conduct periodic reviews of the entire comprehensive plan to determine if any sections need revision.

B. If the overall Community Values and 2040 Strategic Vision and Goals change in intent, the comprehensive plan should be reviewed and adjusted, accordingly, by the city.

C. If a comprehensive plan change is requested for a particular property(ies), the city may allow sufficient time, to the extent allowed by state law, to develop review criteria for the property(ies) and any affected adjacent property(ies) prior to consideration of the comprehensive plan amendment by the planning commission and city council.

D. The following criteria will be used for review of requests to change the 2040 land use map or any of the text of the comprehensive plan chapters.

1. The change would be consistent with the policies, strategies, or other elements of the 2040 Comprehensive Guide Plan and the city’s Strategic Framework, including those for certain long term planning areas noted in this chapter.

2. The change would not create an adverse impact on public facilities and services that could not be mitigated with proposed improvements. Public facilities and services include roads, sewers, water supply, drainage, schools and parks.

3. Development resulting from the change would not create an undue impact to surrounding properties.
   a.) Such development would be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
   b.) Physical character includes land use type, building height and size, relationship to the street, roof lines, and landscaping.
   c.) Viability includes stabilization or enhancement of property values or removing
blighting influences.

d.) An effective and reasonable buffer may be established and maintained on a continual basis in locations where the land use change is to a non-residential use such as commercial and is adjacent to an established residential neighborhood. The buffer may be established by utilizing the following techniques:

- extraordinary setbacks to residential properties from hardsurface areas (buildings, driving lanes, parking areas, etc.) and other areas or features of development that result in impacts to residential properties, such as lighting,
- sufficient berming of a height and design to screen non-residential activities,
- use of structures such as non-accessible building walls or other effective barriers,
- use and incorporation of existing topography and vegetation into the overall development,
- new landscaping materials, of sufficient height and size to provide a year-round screen, or
- a combination of the above features and techniques.

4. The change would allow a more viable transition to the planned uses on adjacent properties than the current land use.

5. The change would not have an adverse impact on the natural environment, including trees, slopes and wetlands, or the impact could be mitigated by improvements on the site or in the same vicinity.

6. There has been a change in city policies or neighborhood characteristics since the city adopted the original plan that would justify a change.

7. The change would correct an error made in the original plan.

8. There is a community or regional need identified in the comprehensive plan for the proposed use or service.

9. The change would help the city meet its housing goals.

10. The change would not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

11. In the event a land use change includes numerous properties, such as a neighborhood area, the following factors should be considered:

a.) Determination of changed conditions on the properties or within the area surrounding the properties.

b.) The condition of the buildings on the property.

c.) If residential, the need to preserve the housing stock to meet city housing goals, or if non-residential, the ability of the proposed new land use(s) to meet city housing goals.

d.) The ability of the assembled properties to allow for a unified development that
meets the appropriate development criteria for the area in which it is located, and

e.) The timing of intended development allows for any necessary roadway or other
public infrastructure improvements to accommodate traffic from the proposed
development.

The following property land use changes from the 2030 to 2040 land use plan.

<table>
<thead>
<tr>
<th>Area</th>
<th>Geography</th>
<th>2030 Designation</th>
<th>2040 Designation</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Twelve Oaks</td>
<td>Commercial</td>
<td>High Density Residential</td>
</tr>
<tr>
<td>2</td>
<td>Fairfield Rd. W.</td>
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<td>Medium Density Residential</td>
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<td>Correns Dr.</td>
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<tr>
<td>4</td>
<td>Wayzata Blvd. (Sunset Hill)</td>
<td>Commercial</td>
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<tr>
<td>5</td>
<td>Wayzata Blvd. (Fairfield Rd.)</td>
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</tr>
<tr>
<td>6</td>
<td>Wayzata Blvd. (Westwood Rd.)</td>
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<td>Cartway Ln.</td>
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<td>Plymouth Rd.</td>
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<td>Cedar Lake Rd.</td>
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<td>Hwy 7</td>
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<td>12</td>
<td>Shady Oak Station</td>
<td>Commercial / Industrial</td>
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<td>Glen Lake</td>
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<td>Description</td>
<td>Zoning Requirements</td>
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<td><strong>R-3</strong></td>
<td><strong>Low or Medium Density Residential District</strong>&lt;br&gt;Attached residential dwelling units in those areas where such development is consistent with the low or medium density residential designation of the comprehensive plan and compatible with the development pattern of the surrounding area. Clustering of buildings to permit more orderly development is encouraged within the district. Development densities shall not exceed 12 dwelling units per acre.</td>
<td>Low density lot area minimum: 10,000 square feet per dwelling&lt;br&gt;Medium density lot area minimum: 3,630 square feet</td>
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<td><strong>R-4</strong></td>
<td><strong>Medium Density Residential District</strong>&lt;br&gt;Attached and multiple family dwellings in those areas designated for medium density residential development in the comprehensive plan. Development densities shall occur at least 4 but not exceed 12 dwelling units per acre.</td>
<td>Floor to Area Ratio: 0.5&lt;br&gt;max Height: regulated by the FAR</td>
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<td><strong>R-5</strong></td>
<td><strong>High Density Residential District</strong>&lt;br&gt;Multiple family dwellings designated for high density residential development in the comprehensive plan. Development densities shall occur at least 12 dwelling units per acre.</td>
<td>Floor to Area Ratio: 1.0&lt;br&gt;max Height: regulated by the FAR</td>
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<td><strong>B-1</strong></td>
<td><strong>Office Business District</strong>&lt;br&gt;Office and accessory services uses but excludes general retail and service uses.</td>
<td>Floor to Area Ratio: 1.0 max</td>
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<tr>
<td><strong>B-2</strong></td>
<td><strong>Limited Business District</strong>&lt;br&gt;Low intensity, service oriented commercial uses in areas designated as neighborhood or community centers in the comprehensive plan.</td>
<td>Floor to Area Ratio: 0.8 max</td>
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<td><strong>B-3</strong></td>
<td><strong>General Business District</strong>&lt;br&gt;General commercial development in areas so designated in the comprehensive plan.</td>
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<td><strong>I-1</strong></td>
<td><strong>Industrial District</strong>&lt;br&gt;Low intensity, service oriented commercial uses in areas designated as neighborhood or community centers in the comprehensive plan.</td>
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<td>Planned Unit Development District</td>
<td>Uses permitted in all districts are allowed</td>
<td>As approved by PUD</td>
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<td>Land Use Category</td>
<td>Zoning District (or Permitted Use within Specified Base District)</td>
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<td>Planned Unit Development District</td>
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| Transportation and Utilities | Permitted in all Zoning Districts |

\(^{(a)}\) May be permitted as a Conditional Use