

LAND USE



Applying Imagine Duluth 2035's Governing Principles and policies to land uses will set the stage for development and redevelopment over the next 20 years.



Existing Land Use

Duluth's development pattern is based on the historical nature of small towns created in the late 1800s that eventually merged together to form the city of Duluth. The first of these villages developed along the St. Louis River and Lake Superior, with later neighborhoods taking shape over the hill. Because of this, the oldest neighborhoods lie in a linear path along the waterfront, stretching 23 miles from west to east.

Land uses reflect a development pattern based on access to transportation. Neighborhoods from Gary-New Duluth to Lakeside-Lester Park generally center on core commercial areas surrounded by single-family residential neighborhoods. Neighborhoods west of downtown originally provided housing and services for employees of the industries along the river and harbor; many industrial land uses remain in these locations today, particularly in Riverside, Irving, Oneota, and Lincoln Park. Additional industrial land uses are located in the business park near the airport.

Together, Downtown and Canal Park serve as the cultural and tourist epicenter of the city, with entertainment and shopping clustered within Canal Park and along Superior Street. Other major commercial areas include the Miller Hill area along Highway 53, Spirit Valley along I-35, Mt. Royal near UMD, and the Kenwood shopping area at Kenwood Avenue and Arrowhead Road. In the last ten years, Lincoln Park has seen an influx of small, local craft businesses, including artists, small manufacturers, and breweries.

The developed areas of the city comprise the areas that, topographically, were easiest to build on: relatively gentle slopes, close to the waterfront and infrastructure, with land that was generally easy to fill or drain. Many of the undeveloped spaces are those that present development challenges: extremely steep slopes, stream corridors—sometimes with steep ravines—and wetlands. Undeveloped areas provide environmental benefits, wildlife habitat, and aesthetic and recreational amenities that are highly valued in Duluth. For these reasons, most development focus has been, and will continue to be, in previously developed areas of the city, in a manner that will most efficiently use existing infrastructure.

Annexations since the 2006 Comprehensive Land Use Plan include a portion of Midway Township and a portion of Rice Lake Township, both in 2014. These annexed areas are largely undeveloped and contain significant park, recreation, and natural areas, as well as some commercial uses in Midway.

A visual representation of Duluth’s general land use pattern is provided in the form of an Existing Land Use map, on pages LU-4—LU-5.

Future Land Use

A future land use map, once adopted, becomes an official map guiding future development for the city. The map serves as a guide, to be used in tandem with the Governing Principles and policies in this plan, for the preferred development scenario over a 20-year horizon. Land use areas are fairly general, not getting any more detailed than a city block; map users should think of the map as showing the land uses from a perspective of 30,000 feet over the city.

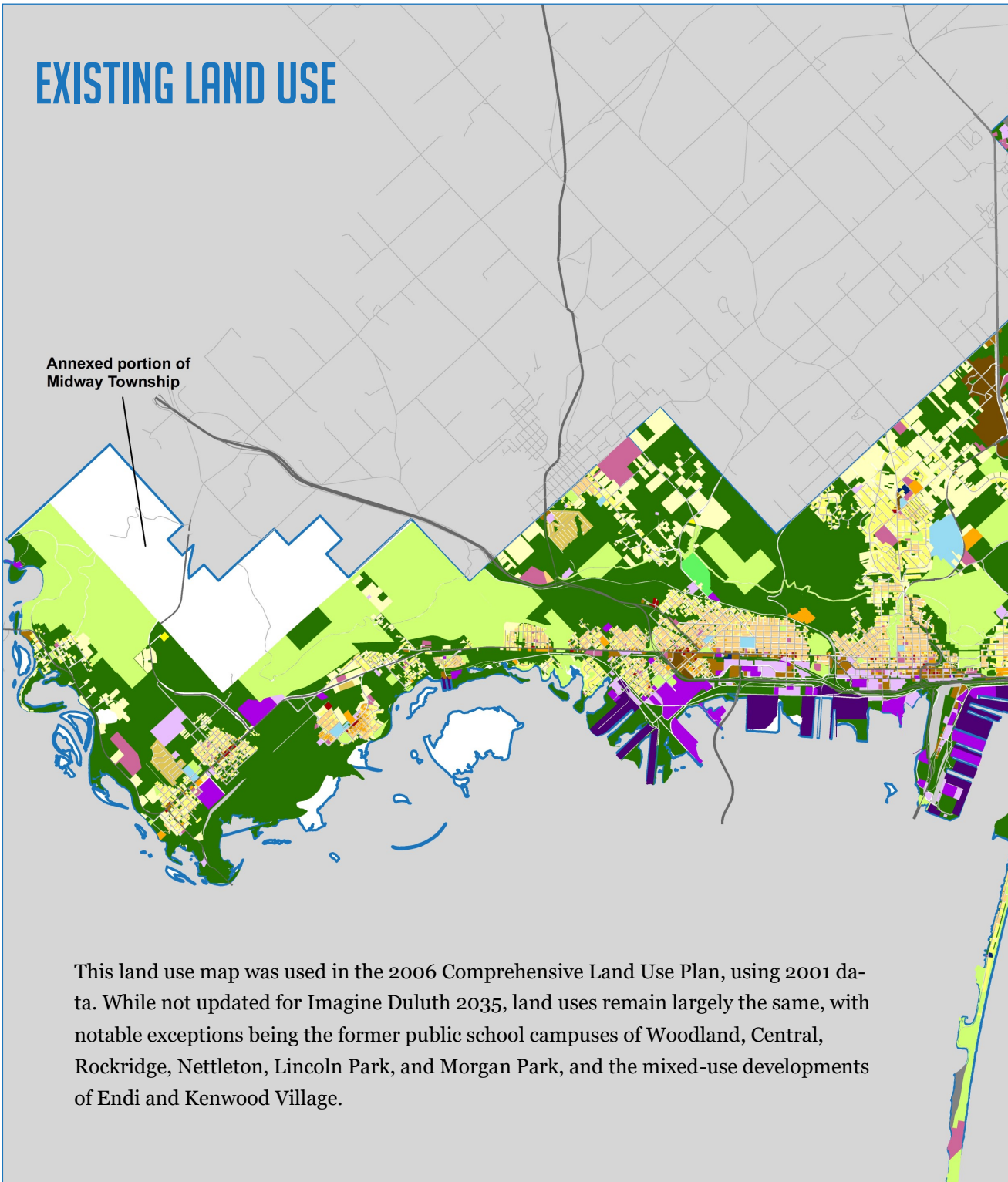
The 2006 Comprehensive Land Use Plan included a Future Land Use Map for all property within the city, identifying 22 future land use categories and 3 overlay categories. These categories were reviewed as part of Imagine Duluth 2035 and, for the most part, remain valid categories for a future land use map. Ten future land use categories are discussed below in more detail.

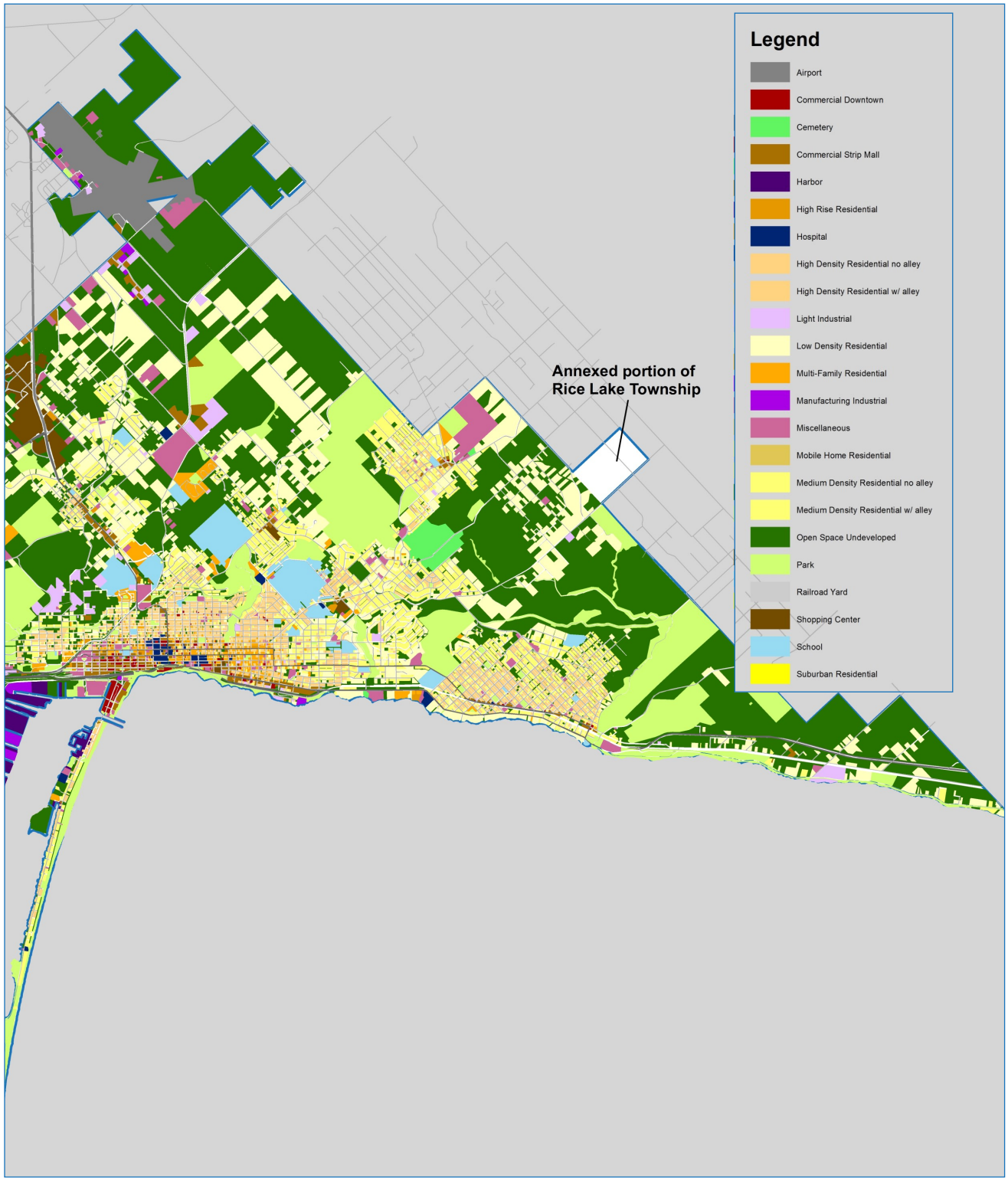
Category Changes

Auto-Oriented Commercial—This land use was identified in the 2006 comprehensive plan as being “focused primarily on needs and convenience of the motorist.” In recent planning activities—the City’s new zoning code in 2010, this update to the comprehensive plan, and new best practices in urban planning—the focus has switched away from auto-oriented land uses, toward multi-modal transportation and mixed land uses. Areas classified as Auto-Oriented Commercial in the 2006 comprehensive plan have now been designated predominately as Neighborhood Mixed Use, Neighborhood Commercial, and Central Business-Secondary.

Medical District and Institutional—In 2006, the Medical District land use category was assigned to large hospital campuses. Medical campuses can have significant impacts on surrounding neighborhoods and can require special zoning considerations to meet their needs. A separate category, Institutional, was applied to university and college campuses, as well as public school campuses. Since then, Duluth has

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worked with medical and educational institutions alike on campus master plans, carefully considering surrounding development. These planning processes have shown extensive overlap between the needs and impacts of medical institutions and educational institutions, leading to a merger of these two categories.

Preservation and Recreation—Traditional recreational land uses often focused on a single use and destination: people would visit a playground in the neighborhood, play soccer at a local field, or go to the beach. Trends in outdoor recreation have led to increases in experiences that require linear corridors (hiking and biking) or large passive spaces for nature-based recreation. These land uses meet the definition of Recreation, but also have high natural resource and scenic values that meet the definition of Preservation. Because of this overlap, the Preservation and Recreation land uses have been merged to form a new category, Open Space.

Further Study

Rural Residential and Low Density Residential—The 2006 Future Land Use Map included areas of Rural Residential, with a density of 1 unit per 5 acres, and Low Density Residential, with a density of 3-4 units per acre. These densities reflect sprawling suburban development patterns that dominated the late 20th century. Imagine Duluth 2035 reverses this trend, recognizing that sprawling infrastructure is unsustainable (see “Local Street Costs” on page T-16), and that core neighborhoods and commercial areas provide return on investment – financially, culturally, and environmentally.

To achieve these goals, the City aims to increase density in existing residential areas and maintain a rural character in undeveloped areas—eliminating the suburban density of 3-4 units per acre. Future study should recommend Rural Residential with a density of 1 unit per 10 acres (1 unit per 5 acres only under certain conditions). Low Density Residential (or a new name for this category) should decrease density to 1 unit per 2 acres, and be used in areas with existing lots that already meet this guideline, such as the North Shore. Areas currently shown as Low Density Residential on the Future Land Use Map should be evaluated for either Traditional Neighborhood (areas already developed with buildings and streets), Low Density Residential, or Rural Residential.

Commercial Waterfront and Industrial Waterfront—Commercial Waterfront includes commercial uses, sometimes mixed with residential, and can be adjacent to Industrial Waterfront. Industrial Waterfront also may co-exist in proximity to other

waterfront-related uses. Given these similarities, in the future these categories should be evaluated to determine if combining them is desirable. The boom in craft manufacturing and artisan spaces further supports a blending of industrial and commercial areas. The resulting land use category should encourage a variety of water dependent uses, preserve necessary industrial areas, and promote public water access.

Form Districts—The 2006 Comprehensive Land Use Plan called for form-based guidelines in the Central Business Primary and Central Business Secondary areas, as well as in some Urban Residential and Traditional Neighborhood areas. The study done as part of the UDC creation in 2009-2010 further defined and mapped form district areas, including some (but not all) of the Central Business Primary and Central Business Secondary areas, and Neighborhood Commercial and Mixed Use Neighborhood. The Future Land Use categories and map should be amended to clarify those areas designated for form districts and to better align with the UDC. In addition, it should include an analysis of streetscape and form type that is being identified for the area.

Map Amendments

In addition to changes to the categories as mentioned above, Imagine Duluth 2035 amends the Future Land Use Map as follows:

Midway Annexation (Site 1)

The areas subject to this change were brought into the city from Midway Township as part of the City and Township’s orderly annexation agreement. The majority of the lands are in public ownership and are designated Open Space. Lands along Becks Road, which provides a strong connection to Interstate 35, are designated General Industrial. This reflects existing heavy industrial land uses, including gravel mining and cement and asphalt production.

Becks Road (Site 2)

The area along Becks Road is changed from Preservation to Business Park. Much of this area is currently owned by the State of Minnesota due to tax forfeiture. It is in close proximity to the demolition landfill and has good access to Becks Road, as well as water and sewer infrastructure.

Becks Road & Commonwealth Ave Intersection (Site 3)

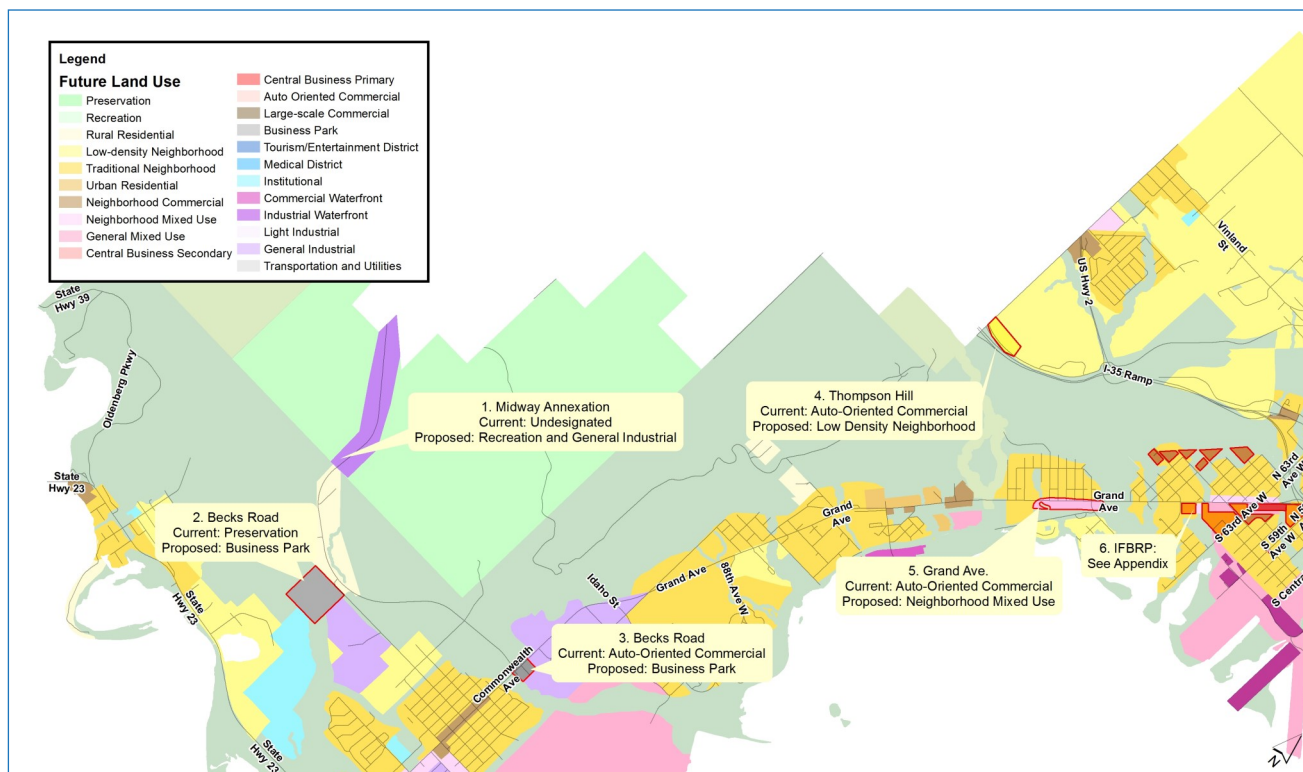
In this location, lands were previously designated for Auto-Oriented Commercial uses. This area is now designated for Business Park development, which is intended for job-intensive uses.

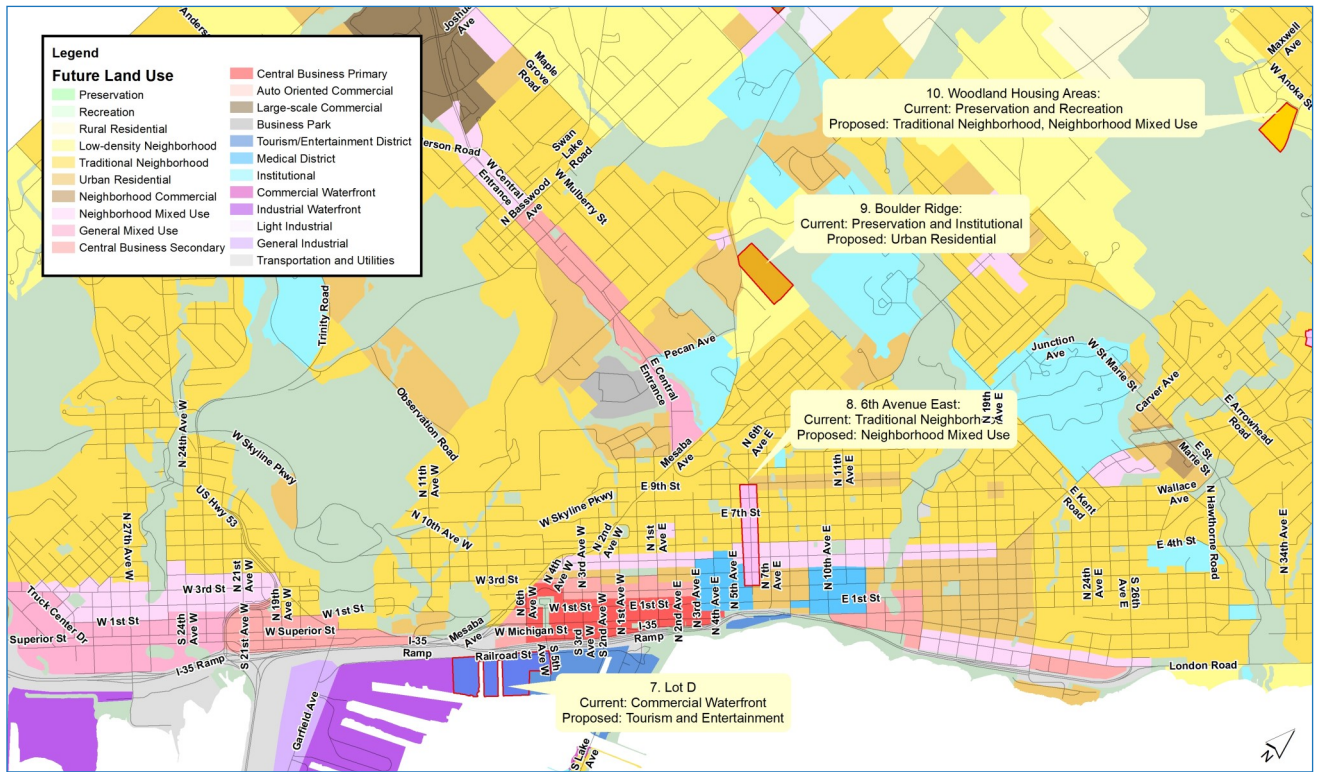
Thompson Hill (Site 4)

This site changes from Auto-Oriented Commercial to Low Density Neighborhood. The change is based on the availability of utilities and consistency between this area and other lands immediately to the north. This area of the city is part of the Kingsbury Creek and Knowlton Creek watersheds; low intensity uses are appropriate.

Grand Avenue (Site 5)

This changes from Auto-Oriented Commercial to Neighborhood Mixed Use. Change to neighborhood oriented commercial activities will allow for redevelopment of sites serving the residential area on the uphill side of Grand Avenue. Neighborhood oriented uses are most appropriate, allowing higher intensity commercial activities to be located in the Core Investment Areas to the east and west of this area of the city.





Irving/Fairmont Brownfield Remediation Plan (IFBRP) (Site 6)

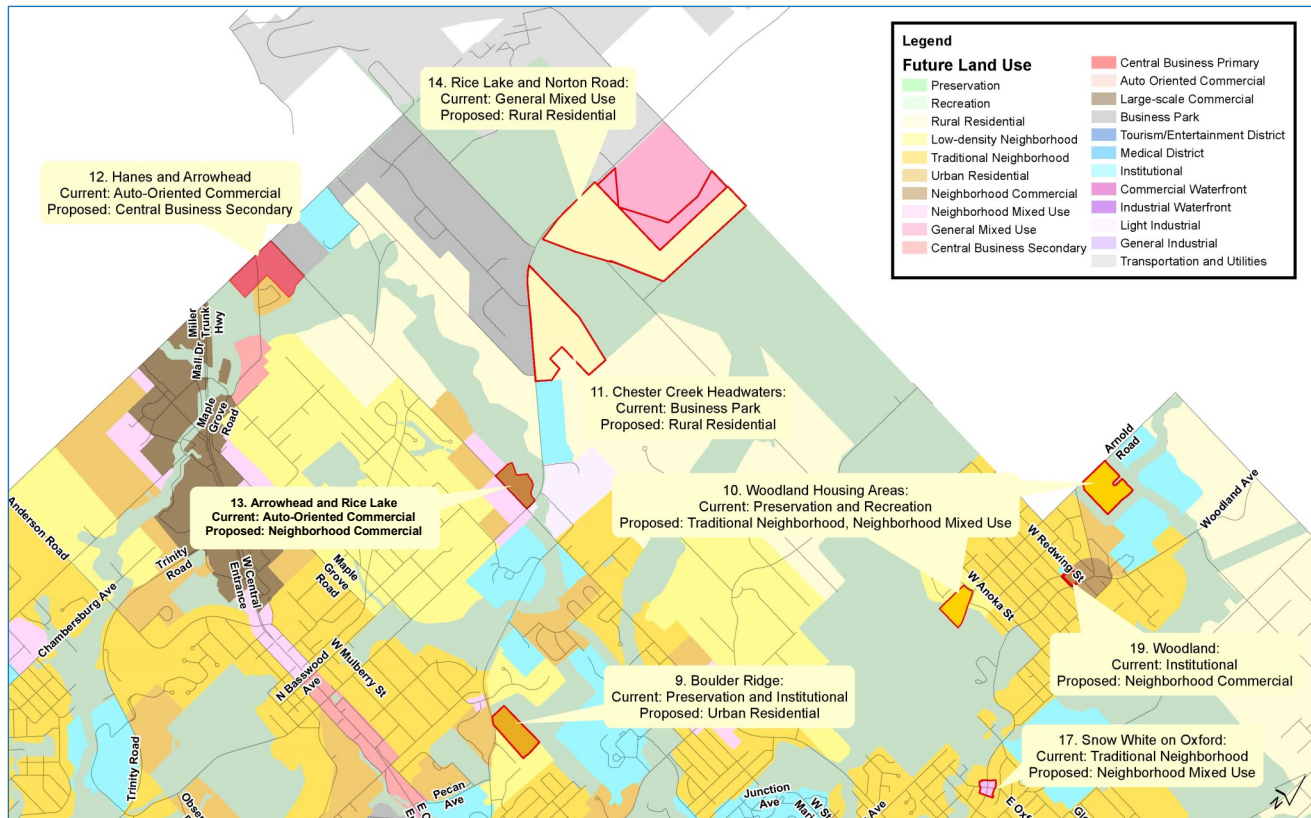
The map changes include opportunities for new residential and commercial development, including mixed-use redevelopment. The complete analysis and documentation of these changes is included in the IFBRP study, an appendix to the plan.

Lot D (Site 7)

Map change from Commercial/Industrial Waterfront to Tourism and Entertainment. This alteration is consistent with the Bayfront Small Area Plan and delineates the furthest present extent of the Tourism and Entertainment land use category.

6th Avenue East (Site 8)

6th Avenue East below East 9th Street has historically had a mixed-neighborhood character. This area is part of the city’s medical district. There are several vacant and unused properties along this corridor. Transportation analysis of the function of 6th Avenue East, an undivided four-lane road, is anticipated. The land use change from Traditional Neighborhood to Neighborhood Mixed Use will better allow for redevelopment of this corridor.



Boulder Ridge (Site 9)

This area is presently designated consistent with past uses, which included a shooting range. Redevelopment of this brownfield site will allow for environmental cleanup. The land use is changed from a mix of uses to Urban Residential, anticipating development consistent with the character of existing development to the west side of Rice Lake Road.

Woodland Housing Areas (Site 10)

The area adjacent to Arnold Road changes from recreation to traditional neighborhood; these areas will promote more housing opportunities for the workforce near the airport and adjacent employment areas. The Hartley Park area adjacent to Northfield Street changes from Preservation to Traditional Neighborhood; this land use change will facilitate preservation actions by the City and enable the school district to divest itself of excess property. In addition, development on these sites will increase demand for services in the Woodland Core Investment Area.

Chester Creek Headwaters (Site 11)

The Chester Creek headwaters are changed from Business Park to Rural Residential. The lack of available utilities and transportation infrastructure makes this area best preserved for low density residential activities.

Haines and Arrowhead (Site 12)

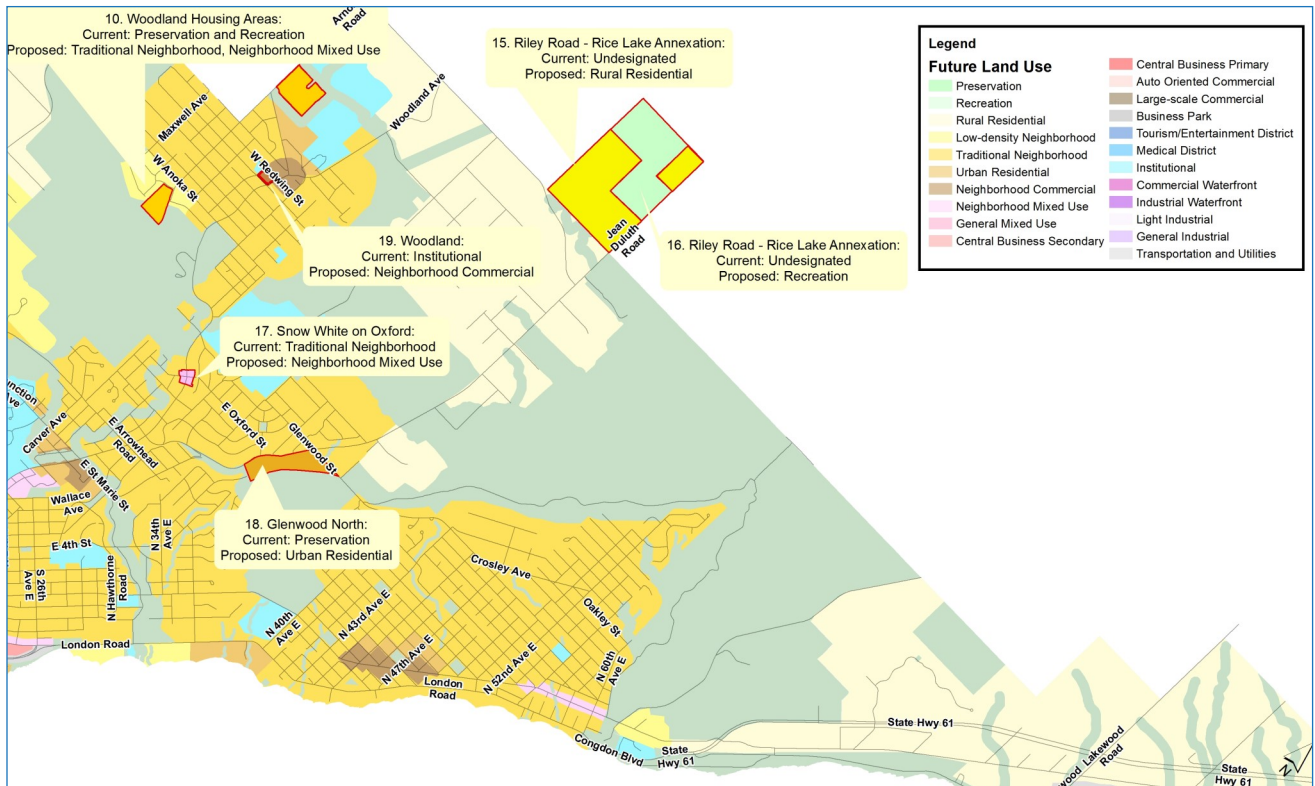
This area had been designated Auto-Oriented Commercial. It is changed to Central Business Secondary to continue to accommodate commercial activities which are complementary to surrounding uses in both Duluth and Hermantown.

Arrowhead & Rice Lake (Site 13)

This study area was originally designated for Auto-Oriented Commercial. Based on surrounding uses and evaluation of opportunities for development, including analysis of surrounding infrastructure, this area is designated Neighborhood Commercial.

Rice Lake and Norton Road (Site 14)

Evaluation of the Rice Lake and Norton area indicates a lack of access to utilities. A portion of the area remains General Mixed Use, but other areas of the analysis area are changed to Rural Residential. Proximity to the airport and changes within the recently created City of Rice Lake may result in some development pressure; however, this area is in the headwaters of Chester Creek and preservation of the low intensity character is appropriate.



Riley Road – Rice Lake Annexation (Site 15)

This action designates land use categories for lands annexed since adoption of the 2006 comprehensive plan. These lands are designated for Rural Residential. There are no utilities available in the area, which has a rural character associated with very low density areas of the city.

Riley Road – Rice Lake Annexation (Site 16)

This action designates land use categories for lands annexed since adoption of the 2006 comprehensive plan. The designation of Open Space is due to the presence of a large sports complex and dog park.

Former Snow White on Oxford Ave (Site 17)

This area was historically a small commercial node. The change will enable additional revitalization in this location to allow for a small area of mixed use types of development.

Glenwood North (Site 18)

For this site adjacent to Glenwood Street and Snively Road, the land use map is changed from Recreation/Preservation to Neighborhood Mixed Use. This change takes advantage of adjacent utilities to provide additional residential opportunities and services. The Skyline Parkway Overlay District will restrict viewshed obstructions.

Woodland, Near Former Cobb School (Site 19)

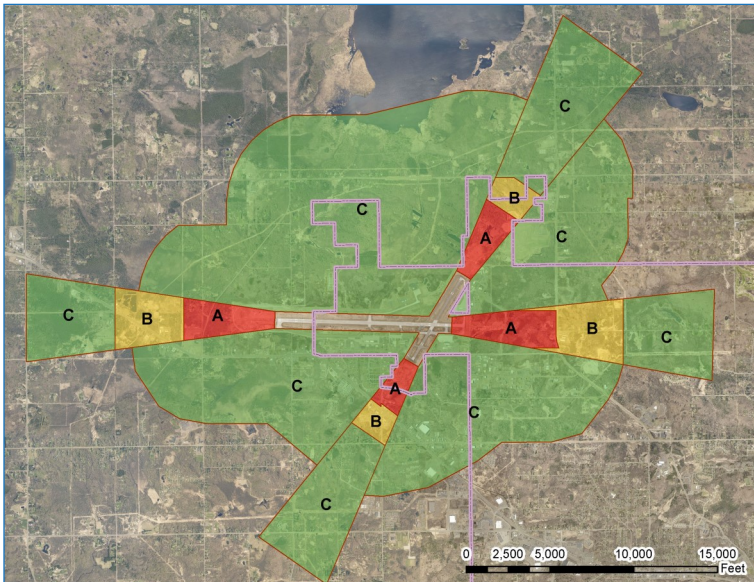
This change from Recreation to Neighborhood Commercial is consistent with the goal of increasing density, provides new opportunities for housing, and allows a mixture of uses within a Core Investment Area.

Areas for Future Study

During the evaluation process, two areas were designated for future study:

US Steel Site in the Morgan Park Neighborhood

This area is broadly designated General Mixed Use. As continued remediation takes place, additional study may help to clarify the City's preference for continued redevelopment of this site in relationship to surrounding land uses.



The area around the Duluth International Airport requires additional measures related to height, land use, and other safety considerations.

The Airport, Safety Zones

Areas east of the airport may be subject to changes arising from action by the Minnesota Legislature, Mn/DOT, the Duluth Airport Authority, and the Joint Airport Zoning Board. Such action may change the airport safety zones. Should this occur, study will be needed to evaluate impacts to development opportunities in this area.

Future Land Use Map

The Future Land Use Map, as adopted in 2006 and amended with subsequent Small Area Plans, is shown on pages LU-8—LU-9. The categories are described in detail on pages LU-10—LU-15, with changes to the Future Land Use Map from the Imagine Duluth 2035 described on pages LU-16—LU-21.

The land use map, in conjunction with the Governing Principles, policies, and strategies of the comprehensive plan, provides direction to land owners, developers, government staff, and elected officials as they make land use decisions.

The **2006 Comprehensive Land Use Plan** identified areas of Duluth for future study. The following areas were identified as candidates for small area plans that were not completed:

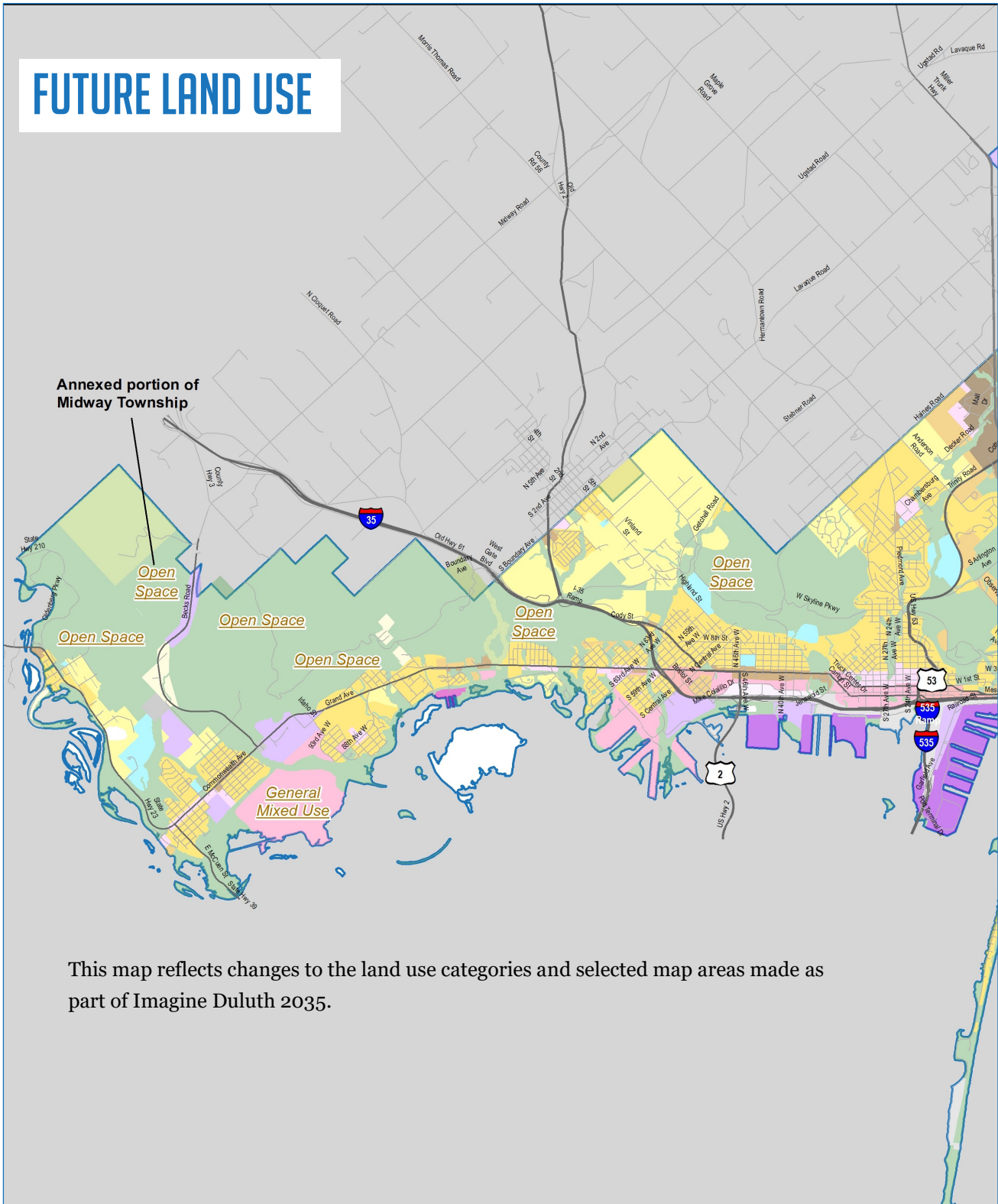
- Spirit Valley: Grand Avenue Corridor
- Tower Farm: Near Central High School and Enger Tower
- London Road Corridor: Between 10th and 26th Avenues E
- Lakeside: Superior Street Corridor, Between 43rd and 50th Avenue
- Airpark and Rice Lake Road Corridor: North of Arrowhead Road

NOT A ZONING MAP ...

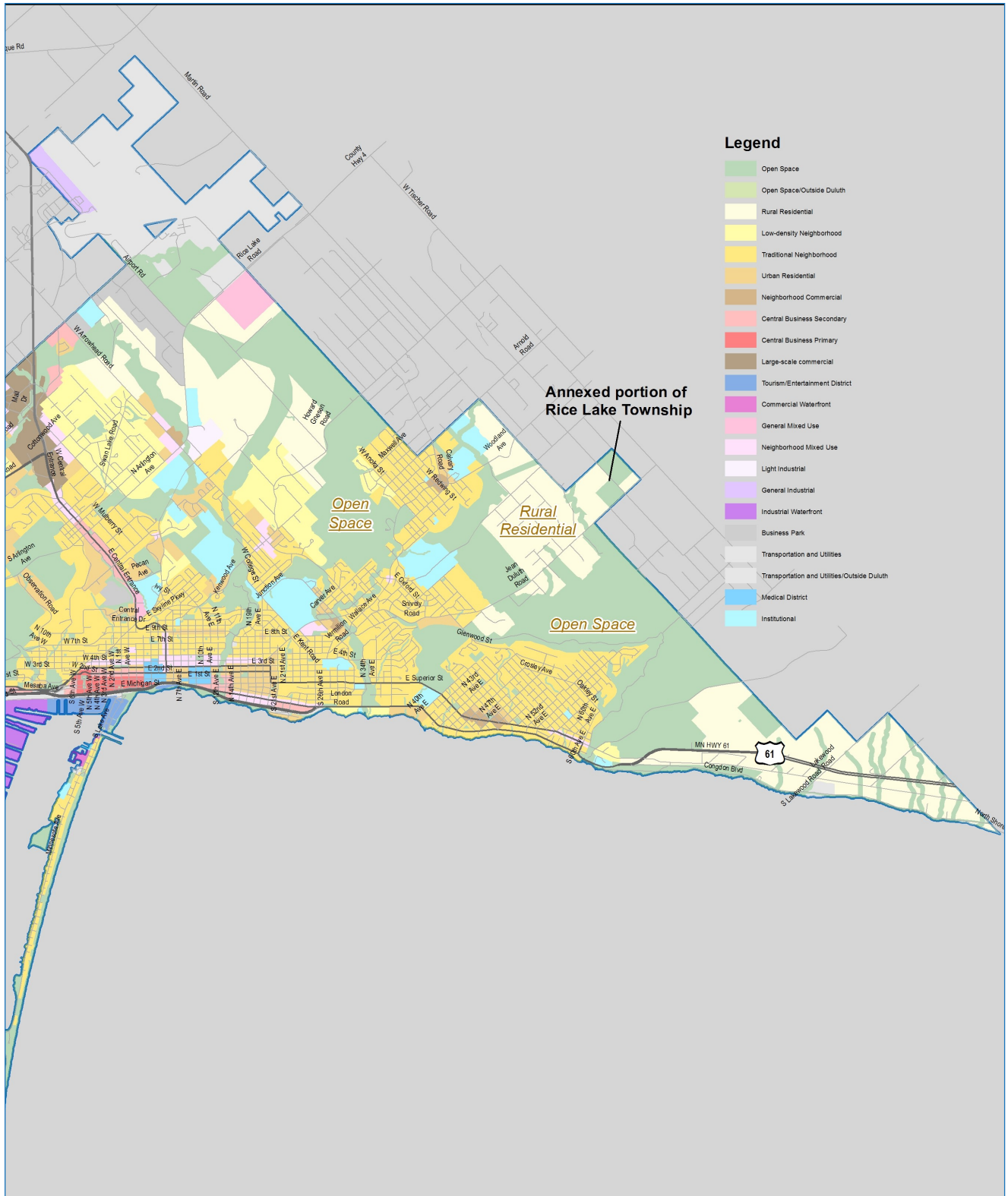
Future Land Use Map – a 20-year distant snapshot of the community's preferred future mix of land uses. The map shows what the community **prefers** – the map guides land use decisions for the next 20 years.





Zoning Map – a regulatory map for the immediate future. The map shows what the community has already decided to **allow** today.




FUTURE LAND USE











This map reflects changes to the land use categories and selected map areas made as part of Imagine Duluth 2035.







CBD Land Use Categories	Description	Density/Intensity/ Design
Central Business Primary (CBP) 	Encompasses a broad range of uses and intensities: <ul style="list-style-type: none"> • Governmental campus • Significant retail • Entertainment and lodging • Opportunities for high-density housing • Central plaza, public/open space • Public parking facilities 	<ul style="list-style-type: none"> • High height and density limits • Protection of historic buildings or building groups • Form-based guidelines • Pedestrian-oriented design • No off-street parking required, but loading required • Avenue lake views are protected
Central Business Secondary (CBS) 	An area adjacent to and supporting the central business primary area or a stand-alone area providing a similar mix of destination land uses but at a lower intensity than the primary CB area. Includes mixed regional and neighborhood retail, employment centers, public spaces, medium density residential, and public parking facilities.	<ul style="list-style-type: none"> • Medium densities; multi-story and mixed-use buildings are encouraged. • Form-based guidelines • Pedestrian-oriented design • Limited off-street parking required, loading facilities required
Institutional (INST) 	Applicable to medical, university/college, public school, religious, or governmental campuses. Can include adjacent areas that support them, with related commercial and/or office uses, and residential uses in the fringe areas of the district.	<ul style="list-style-type: none"> • Relationship to institutional master plans, which should guide expansions and ancillary land uses in adjacent areas • Density increasing from fringe to taller buildings in core • Pedestrian-oriented design, transit facilities, and parking
Tourism/ Entertainment (TE) 	Retail, entertainment, and lodging facilities, meeting facilities, waterfront-related uses, open space uses.	<ul style="list-style-type: none"> • Medium densities and building heights • Design standards and design review

Commercial Land Use Categories	Description	Density/Intensity/ Design
Neighborhood Commercial (NC) 	<p>Small- to moderate-scale commercial, serving primarily the adjacent neighborhood(s). May include specialty retail; community-gathering businesses such as coffee shops or lower intensity entertainment; offices; studios or housing above retail (storefront retail with vertical mixed use). Typically situated in or adjacent to residential neighborhoods. May transition to neighborhood mixed use.</p>	<ul style="list-style-type: none"> • FAR: 0.3 to 0.5 • Building footprints generally less than 20,000 sq. ft., individual storefronts as small as 3,000 sq. ft. • Larger stores with liner buildings • Parking is less prominent than pedestrian or bicycle features • Generally a “mode” rather than strictly a corridor • Edge or buffer standards along residential areas
Large-Scale Commercial (LSC) 	<p>Mall, shopping center, and big box retail development, with associated surrounding retail and service uses, but only ancillary office uses. Oriented primarily to the motorist, with planned internal circulation patterns while still accommodating pedestrian movement. Requires access to regional transportation routes. May include regional green infrastructure for watershed protection.</p>	<ul style="list-style-type: none"> • FAR: 0.2 to 0.3 • Building footprints exceed 50,000 sq. ft. • Site design includes generous landscaping of parking areas • Buffering of adjacent residential, improved pedestrian connections to and through sites.
Mixed Use Land Use Categories	Description	Density/Intensity/ Design
General Mixed Use (GMU) 	<p>The broadest mix of uses, including light industrial, office, commercial, and residential use, with performance standards to ensure compatibility. Includes areas that are in transition from industrial uses and large redevelopments that require master plans and phased development. General or heavy industrial can be included when a large site is master planned to allow appropriate separation of uses.</p>	<ul style="list-style-type: none"> • FAR: 0.3 to 0 • Pedestrian circulation and open space amenities should be provided for larger sites • Master planning for large sites

<p>Neighborhood Mixed Use (NMU)</p> 	<p>A transitional use between more intensive commercial uses and purely residential neighborhoods. Includes conversions of houses to office or live-work spaces. May include limited commercial-only space oriented to neighborhood or specialty retail markets.</p>	<ul style="list-style-type: none"> • Site design should maintain a largely residential building character • Commercial-only uses should be adjacent to non-residential or other mixed-use areas
<p>Commercial Waterfront (CW)</p> 	<p>Waterfront-dependent commercial uses, sometimes mixed with residential or adjacent to higher density residential. Includes tourist- or recreation-oriented uses. Commercial areas can be adjacent to industrial waterfront. Abuts other commercial uses and recreation areas, preservation areas. Access to regional arterial traffic and water access.</p>	<ul style="list-style-type: none"> • Variable densities • Performance standards, including buffer between residential and non-residential uses • Design standards protect water quality, shoreland areas, adjacent preservation areas
<p>Residential Land Use Categories</p>	<p>Description</p>	<p>Density/Intensity/Design</p>
<p>Rural Residential (RR)</p> 	<p>Areas of single-family lots of at least five acres. Limits the extension of municipal utilities for new development. Includes existing rural density areas with lots as small as an acre now served by municipal utilities but not planned for further subdivision.</p>	<ul style="list-style-type: none"> • 1 unit/5 or more acres (may vary depending on soils) (<i>future study</i>) • Conservation development encouraged or required • Undeveloped areas of large lots are used to complement open space patterns (viewsheds, buffers)
<p>Low-density Neighborhood (LDN)</p> 	<p>Single-family housing with urban services. Typified by curvilinear streets, houses with longer dimension parallel to street, and attached garages. Includes a range of house sizes and lot sizes. Non-residential uses are mainly uses such as schools and churches. Parks and open space are located within or adjacent</p>	<ul style="list-style-type: none"> • 3-4 units/acre (<i>future study</i>) • Conservation development an option, required with SLO • Limited number of secondary/granny flats

<p>Traditional Neighborhood (TN)</p> 	<p>Characterized by grid or connected street pattern, houses oriented with shorter dimension to the street and detached garages, some with alleys. Limited commercial, schools, churches, and home businesses. Parks and open space areas are scattered through or adjacent to the neighborhood. Includes many of Duluth's older neighborhoods, infill projects, neighborhood extensions, and new traditional neighborhood areas.</p>	<ul style="list-style-type: none"> • 4-8 units/acre • Conservation development an option • Mix of housing types (i.e. town homes and 4-plexes) at corners • Limited commercial uses (i.e. 'corner store') serving neighborhood market
<p>Urban Residential (UR)</p> 	<p>Greatest variety of residential building types, medium to high densities. Applicable to larger infill areas close to downtown, entertainment or activity centers, and waterfront residential areas. May include student housing areas, live/work units, and limited neighborhood retail. Connected or adjacent to parks and open space.</p>	<ul style="list-style-type: none"> • 8 units/acre and up • Design standards ensure pedestrian orientation and mix of housing • Commercial uses that serve neighborhood • Waterfront areas with access to docks or landings
<p>Industrial Land Use Categories</p>	<p>Description</p>	<p>Density/Intensity/Design</p>
<p>General Industrial (IG)</p> 	<p>Areas for manufacturing, processing, and other activities that may have off-site impacts and are generally isolated or buffered from other uses. Sites should have direct access to major regional transportation facilities and other infrastructure.</p>	<ul style="list-style-type: none"> • Larger parcels • Variable densities • Performance standards for environmental effects and nuisance mitigation
<p>Light Industrial (LI)</p> 	<p>Areas for manufacturing, warehousing, and distribution; uses that have few outside impacts, and can be located in relative proximity to non-industrial uses.</p>	<ul style="list-style-type: none"> • Variable densities • Performance standards

<p>Business Park (BP)</p> 	<p>Primarily office and light industrial areas developed in a unified manner, with standards for site design and circulation patterns, signage, landscaping, and building design.</p>	<ul style="list-style-type: none"> • Variable densities • Performance standards
<p>Industrial Waterfront (IW)</p> 	<p>Waterfront- or port-dependent industrial uses. May co-exist in proximity to other waterfront-related uses. Should have access to regional roads or rail.</p>	<ul style="list-style-type: none"> • Variable densities • Performance standards for environmental effects and nuisance mitigation
<p>Infrastructure Land Use Categories</p>	<p>Description</p>	<p>Density/Intensity/Design</p>
<p>Transportation and Utilities (TU)</p> 	<p>Applicable to airports, the port terminals, large highway rights-of-way, and similar uses.</p>	<ul style="list-style-type: none"> • Applies primarily to existing facilities • Low densities
<p>Open Space Land Use Categories</p>	<p>Description</p>	<p>Density/Intensity/Design</p>
<p>Open Space (OS)</p> 	<p>High natural resource or scenic value, with substantial restrictions and development limitations. Primarily public lands but limited private use is anticipated subject to use and design controls. Examples include: city parks and recreation areas, primary viewsheds, shorelands of the lake and streams, wetlands and floodplains, and high-value habitat.</p>	<ul style="list-style-type: none"> • Low intensity uses such as trails and recreation • Viewshed protection and access • Water access, with some parking and support facilities

Overlay Land Uses

The 2006 Comprehensive Land Use Plan identified 3 overlay categories: Sensitive Lands Overlay, Higher Education Overlay, and Historic Resources Overlay. An overlay modifies the underlying land uses to emphasize characteristics of resources inherent in the land, built environment, or character of the geographic area. Policies specific to the overlay area should guide implementation decisions.

Overlay Categories	Description	Density/Intensity/Design
Central Business Primary (CBP)	High resource value lands or natural resources that may be developed under conservation design standards, transfer of development rights program designs, or low-impact performance standards.	<ul style="list-style-type: none"> • Varying densities and land uses • Intensity is concentrated where natural carrying capacity is sufficient, or moved to other parcels via TDR-type program • Conservation subdivision and design • Natural resource performance standards
Higher Education Overlay (HEO)	Areas where institutional expansion and related development should be balanced with neighboring land uses. This area was studied in detail in 2010 and resulted in the HE-O zone district in the UDC.	<ul style="list-style-type: none"> • Varying densities and land uses • Higher intensity commercial and residential uses are regulated to buffer owner-occupied areas • Related to institutional master plans
Historic Resources Overlay (HISTO)	High resource value cultural/historic areas and buildings. Redevelopment focuses primarily on adaptive reuse. New development is based on design standards.	<ul style="list-style-type: none"> • Adaptive reuse standards • Design review

