
3 Future Land Use Plan

Overview

The primary purpose of a city's Comprehensive Land Use Plan is to provide guidance for desired land use patterns for future development and redevelopment of public and private property. A city's land use plan should reflect the aspirations expressed by the community through the vision and guiding principles. The land use plan should also serve as a tool to help understand and project growth in households, population and employment. The land use plan and supporting public policies inform a city's zoning and subdivision ordinance regulations. The two tools are required to be consistent with each other. A key difference between the land use plan and a zoning ordinance is the level of detail. A comprehensive land use plan is meant to be broad, visionary, flexible and open to interpretation, whereas a zoning ordinance is meant to be specific and more rigid.

Osseo's current 2020 Comprehensive Plan includes a city-wide Land Use Plan that was last updated in 1997, including the City's existing land use conditions, definitions for each of the City's land use categories and a land use map designating generally where each of the land uses is desired. Since Osseo is an older, fully developed community, Osseo's Land Use Plan is not needed to guide undeveloped land and growth areas. Essentially, Osseo's Land Use Plan provides guidance for future redevelopment areas in the City and the land use changes and densities that are acceptable to the community. The city's Land Use Plan is critical for guiding and supporting future redevelopment in Osseo and provides a broad interpretation of development form and character and guides the community in facilitating future redevelopment efforts.

Land Use Categories/Typologies

Osseo's current 2020 Comprehensive Plan designates a limited number of standard land use categories:

- Low Density Residential
- Higher Density Residential
- Commercial
- Industrial
- Public, Semi-Public
- Parks and Recreation

Osseo's desire to preserve and enhance its traditional small town character, which is typically defined by a mix of land uses (rather than the separation of land uses) and a particular form of development, creates the need for more forward-thinking or form-based planning. A standard Land Use Plan can be somewhat limiting in expressing a community's vision and desires for future redevelopment because it focuses primarily on what land uses should be allowed and what land uses should be prohibited within each land use category. Particularly when the community has a clear vision of the desired character, scale, form and mix of uses of future redevelopment, the land use categories should be more flexible relating to land uses but more informative relating to the desired development form, such as building placement, building height, relationship to the street, and open space. These "form-based" land use categories can be applied to areas and sites based upon their street, block and district characteristics. Using this "form-based" approach, the Land Use Plan can better represent a community's future vision, providing more guidance and flexibility at the time that redevelopment is being considered.

Based on this "form-based" land use approach, the following land use categories have been developed for Osseo:

- Traditional Detached Residential
- Attached Residential
- Stacked Residential
- Downtown Core Mixed-Use
- Downtown Edge Mixed-Use
- Bottineau Boulevard Commercial
- Office
- Light Industrial
- Civic
- Parks and Open Space

Alternative Land Use Concepts

Three alternative land use concepts were created for the overall redevelopment area to enable the community to explore what might be possible through redevelopment. Each land use concept addressed the "big picture", the long-term future potential, for each of the redevelopment districts by looking at land use patterns, density, scale of buildings, new housing types, mixed-use potential, parking, street patterns, transportation needs, transit access, walking and biking enhancements, trails, parks and plazas, and civic facilities.

The three land use concepts were presented to the Redevelopment Task Force for their review and to solicit feedback. The three concepts were also presented at the September 13, 2006, Community Open House using an interactive format that invited the general

Land Use Typologies *Figure 3.1*

<p>Traditional Detached Residential</p>		<ul style="list-style-type: none"> • Traditional single-family detached • Carriage home • Accessory units • Density of 3 to 6 units per acre
<p>Attached Residential</p>		<ul style="list-style-type: none"> • Side-by-side or back-to-back townhomes, rowhouses, quads, etc. • Density range of 6 to 14 units per acre
<p>Stacked Residential</p>		<ul style="list-style-type: none"> • Apartments, condominiums, lofts, flats • Vertical housing orientation (2 to 5 stories)
<p>Bottineau Boulevard Commercial</p>		<ul style="list-style-type: none"> • Retail goods and services • Double orientation (Bottineau Boulevard and adjacent neighborhoods) • One and two story retail uses • "Gateway" quality image
<p>Office</p>		<ul style="list-style-type: none"> • Employment intensive office use • Not necessarily uses that generate lots of retail type traffic (i.e. banks) • 2 + story of high quality architectural design
<p>Light Industrial</p>		<ul style="list-style-type: none"> • Warehousing, manufacturing, distribution • Tip up panel construction • One level with mezzanine space • Truck traffic • Limited outside storage
<p>Downtown Core Mixed-Use</p>		<ul style="list-style-type: none"> • Mix of commercial, entertainment, civic, housing, office • Vertical orientation with 100% active use on street (retail, entertainment) • Residential density of 30+ units/acre (4 or 5 story structures)
<p>Downtown Edge Mixed-Use</p>		<ul style="list-style-type: none"> • Wide mix of uses with predominant use more of a residential nature • Commercial pushed to corners, not 100% street level • Civic focus encouraged
<p>Civic</p>		<ul style="list-style-type: none"> • Schools • Churches • Government facilities
<p>Parks & Open Space</p>		<ul style="list-style-type: none"> • Trails • Ball fields • Parks • Playgrounds

public to review and comment on each of the concepts. Public comments were summarized and used to create a Preferred Land Use Concept. The summary of public comments from the September 13th Community Open House can be found in the Appendix.

Concept A

The redevelopment area is focused on the blocks directly adjacent to Central Avenue and County Road 81/Bottineau Boulevard. The concept focuses on strengthening Osseo’s Main Street (Central Avenue) by redeveloping existing one-story retail buildings and detached houses in the Downtown Core (between County Road 81 and 5th St N and including city hall area) with multi-story mixed-use buildings; residential or office buildings with street level retail required along Central Avenue. The main entrance into downtown off of County Road 81 is shown as a City Gateway with some sort of open space/park/plaza incorporated into the redevelopment of this area. Whether this open space is publicly or privately owned, it should feel like a public open space and incorporate design elements that attract people into downtown Osseo. The north end of Central Avenue would be

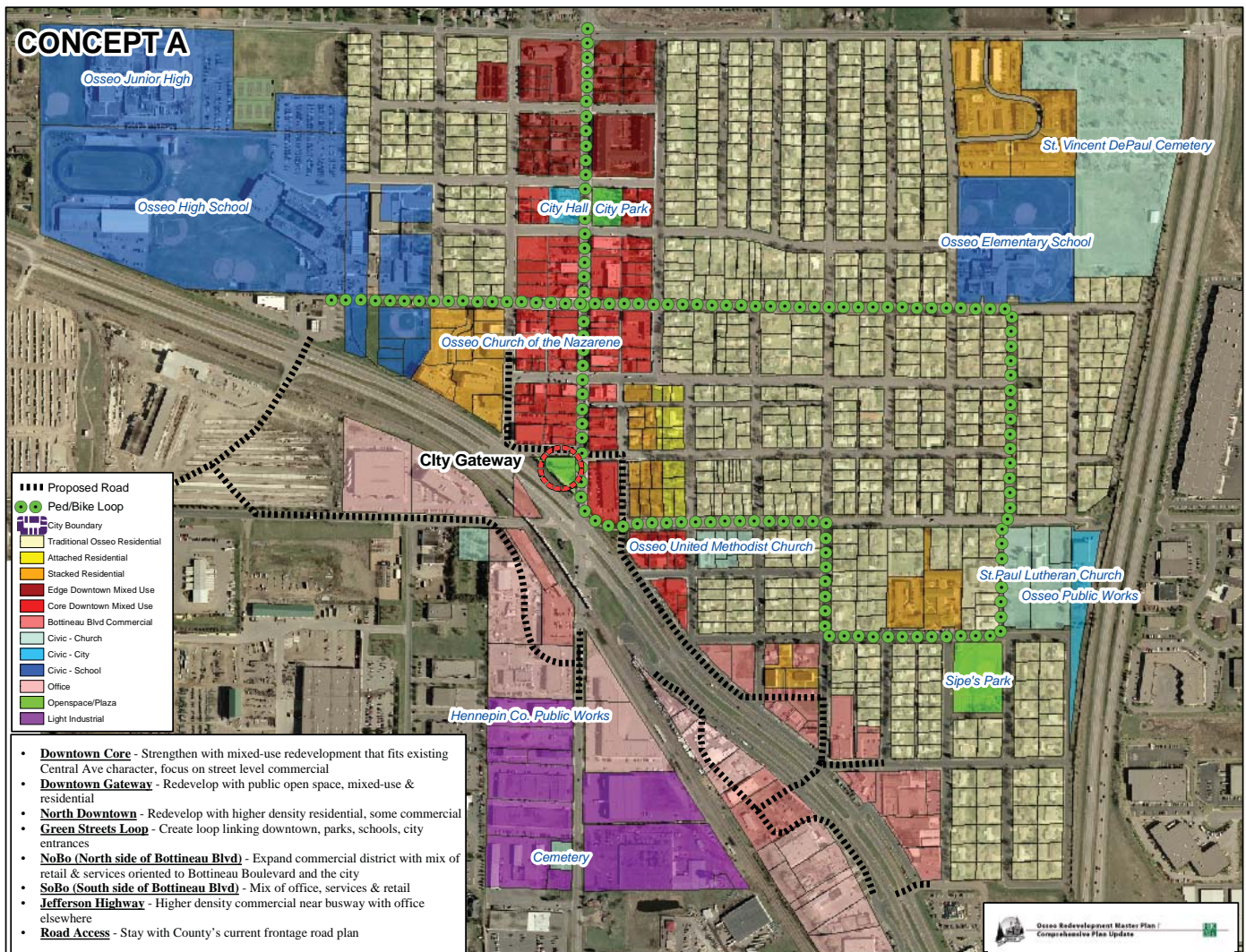


Figure 3.2 Land Use Concept A

primarily stacked and attached residential but some commercial would be allowed, probably more service- and office-oriented commercial rather than retail.

The concept for the County Road 81 redevelopment areas is based on Hennepin County's current County Road 81 reconstruction plans that show access limited to 4th Ave E but retaining most of the current frontage roads. Bottineau Boulevard Commercial (auto-oriented businesses) are shown for the North Bottineau Boulevard (NoBo) area, near the future single access road in the SoBo area, and near Jefferson Highway and the existing railroad, which could be a future transit center. A substantial amount of office redevelopment is shown for the areas south of County Road 81 with visibility from the highway.

The two blocks directly adjacent to the gateway area on the east side (between 2nd St N & Broadway Street, 1st Avenue E & 2nd Avenue E) are shown with stacked and attached residential since they are located in a high activity area and also to provide a transition between downtown and the single-family detached homes neighborhood.

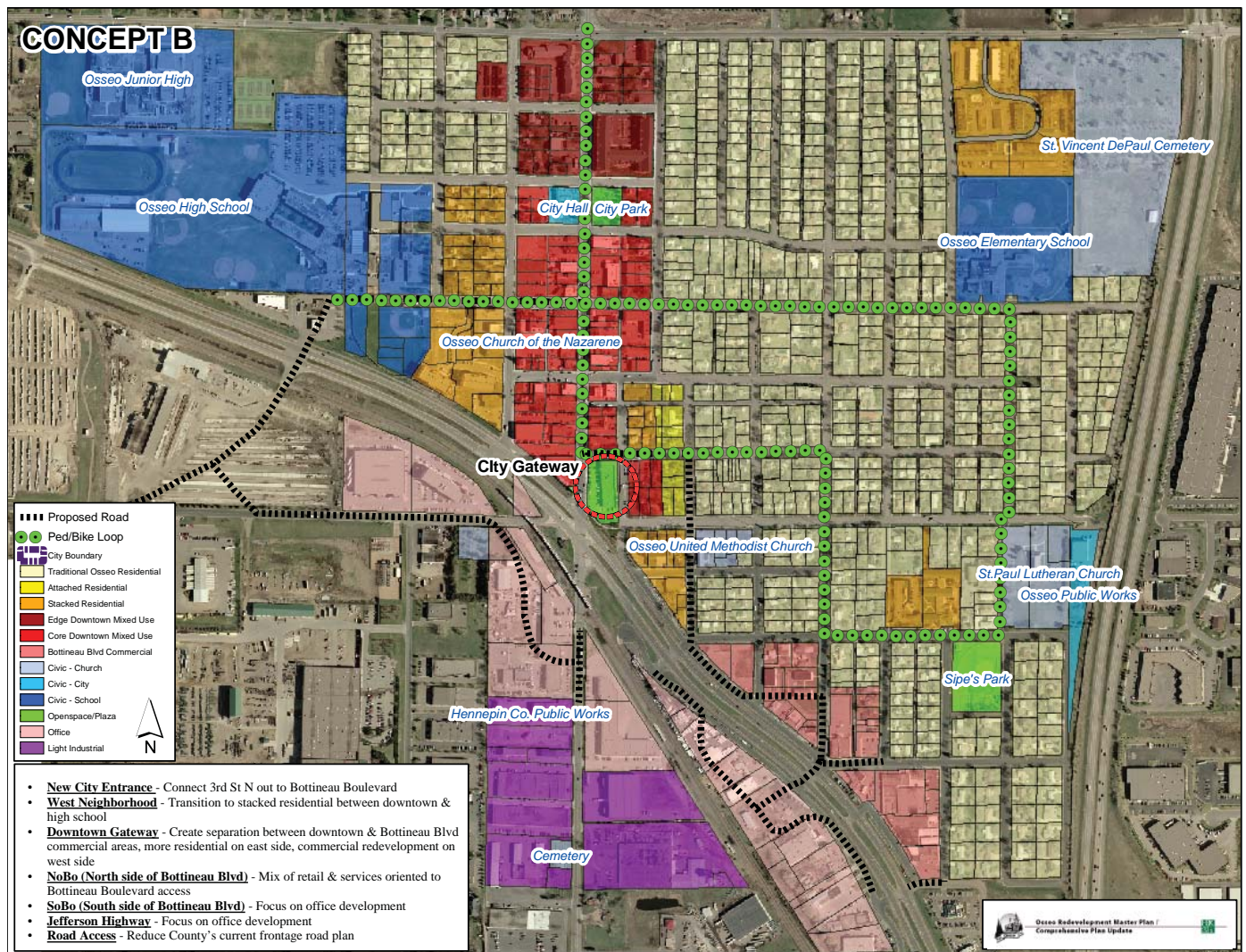


Figure 3.3 Land Use Concept B

Concept B

This concept explores separating the downtown commercial district from the County Road 81/Bottineau Boulevard commercial district and expanding the area for redevelopment of new housing types to the west side of downtown. To strengthen the gateway areas of the downtown mixed-use district, the downtown mixed-use designation is stretched to a full block on the east side of Central Avenue between Broadway Street and 2nd Street N. Higher density stacked residential is proposed for the area between the downtown mixed-use district and the commercial district on the north side of Bottineau Boulevard between Broadway Street and 2nd Street S. The North Bottineau Boulevard (NoBo) district would be entirely commercial with no multi-family residential. As part of the reconstruction of County Road 81, some frontage roads are removed with redevelopment accessed from local streets.

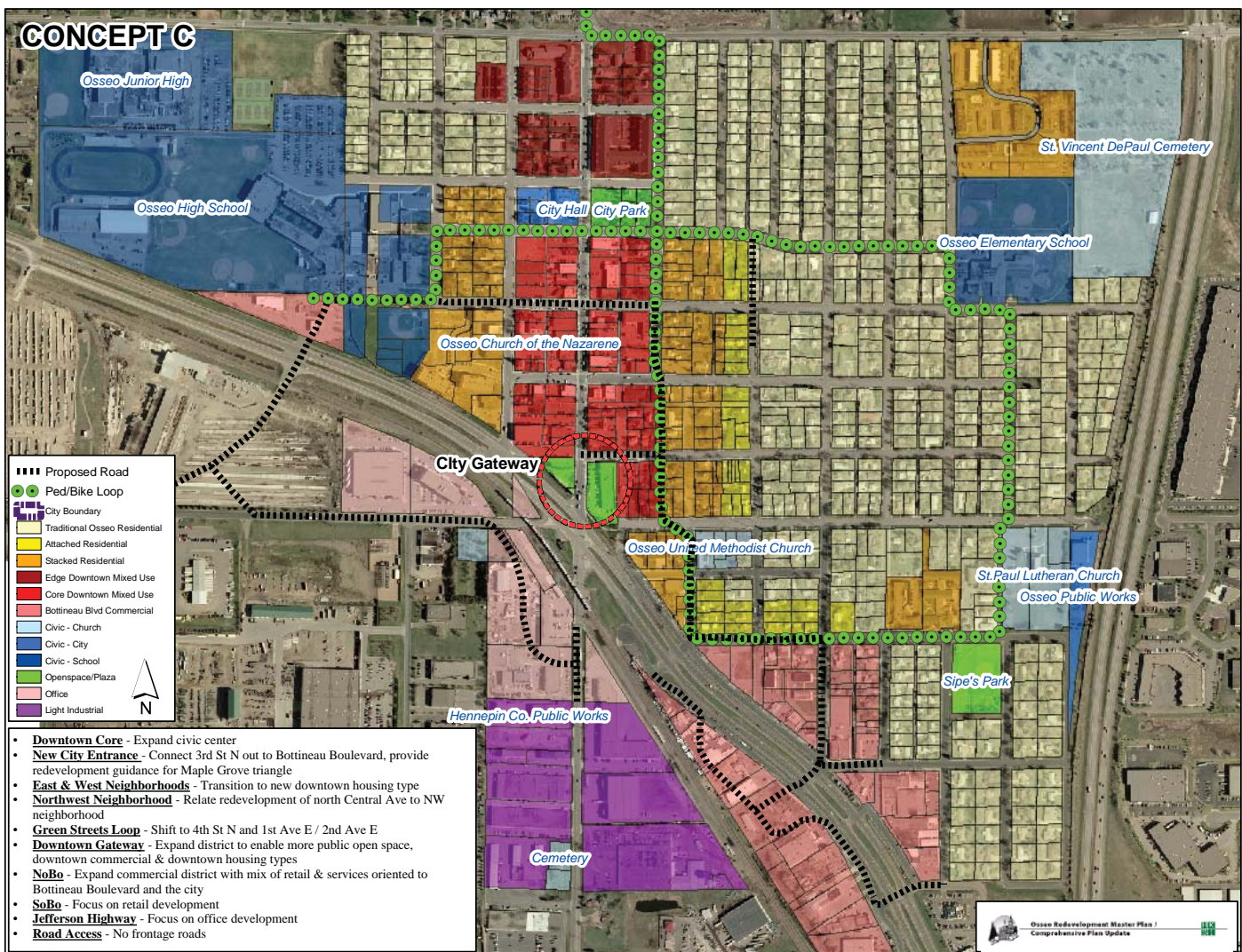


Figure 3.4 Land Use Concept C

A downtown residential area is added on the west side of the downtown mixed-use district, on the blocks between downtown and the high school campus. The higher density residential would be stacked residential to complement redevelopment housing currently being built along County Road 81 and access to downtown businesses.

Concept C

This concept explores expanding the area for redevelopment of new housing types to the east side of downtown with higher density housing (both stacked and attached) added to the four blocks adjacent to the core downtown mixed-use district. The civic facilities are expanded to two full blocks to create a Civic Campus spanning Main Street (Central Avenue) with a full block city square and park on the east side. The Bottineau Boulevard commercial area is expanded from the north to the south side of County Road 81 to create a significantly larger Osseo highway commercial district. As part of the reconstruction of County Road 81, all frontage roads are removed with redeveloped properties gaining access from local streets. An area of new attached residential is added just north of the North Bottineau Boulevard commercial district. Finally, the downtown gateway open space area is expanded to both sides of Central Avenue and Country Road 81.

Preferred Land Use Plan

The Preferred Land Use Plan establishes the Downtown Core district as the area between County Road 81/Bottineau Boulevard and 4th Street N, a Civic Campus that spans both sides of Main Street (Central Avenue) between 4th Street N and 5th Street N, and the North Town Crossing district between 5th Street N and 7th Street N/93rd Avenue. The Civic Campus should create a natural break in the Main Street character of Central Avenue to the south with its public facilities and open spaces. The Downtown Core district would be guided for street level retail uses on all properties fronting directly onto Central Avenue, whereas the North Town Crossing district would be guided for high and medium density residential uses but would allow some commercial uses at street level.

To support the revitalization of Osseo's traditional small town downtown, new housing should be added into the downtown area, both in multi-story, mixed-use buildings along Central Avenue and in stacked and attached housing just off of Central Avenue. The West End Village blocks are guided for stacked housing between County Road 81 and 4th Street N and attached housing north of 4th Street N. The East End Village is guided for a mix of stacked and single-family detached housing. As the downtown gateway area is redeveloped over time with new retail, buffering measures may be necessary to make the downtown gateway area and existing single-family detached houses on 2nd Avenue N more compatible neighbors. The downtown gateway area has great redevelopment potential but could be challenging due to its limited physical space and proximity to single-family detached homes.

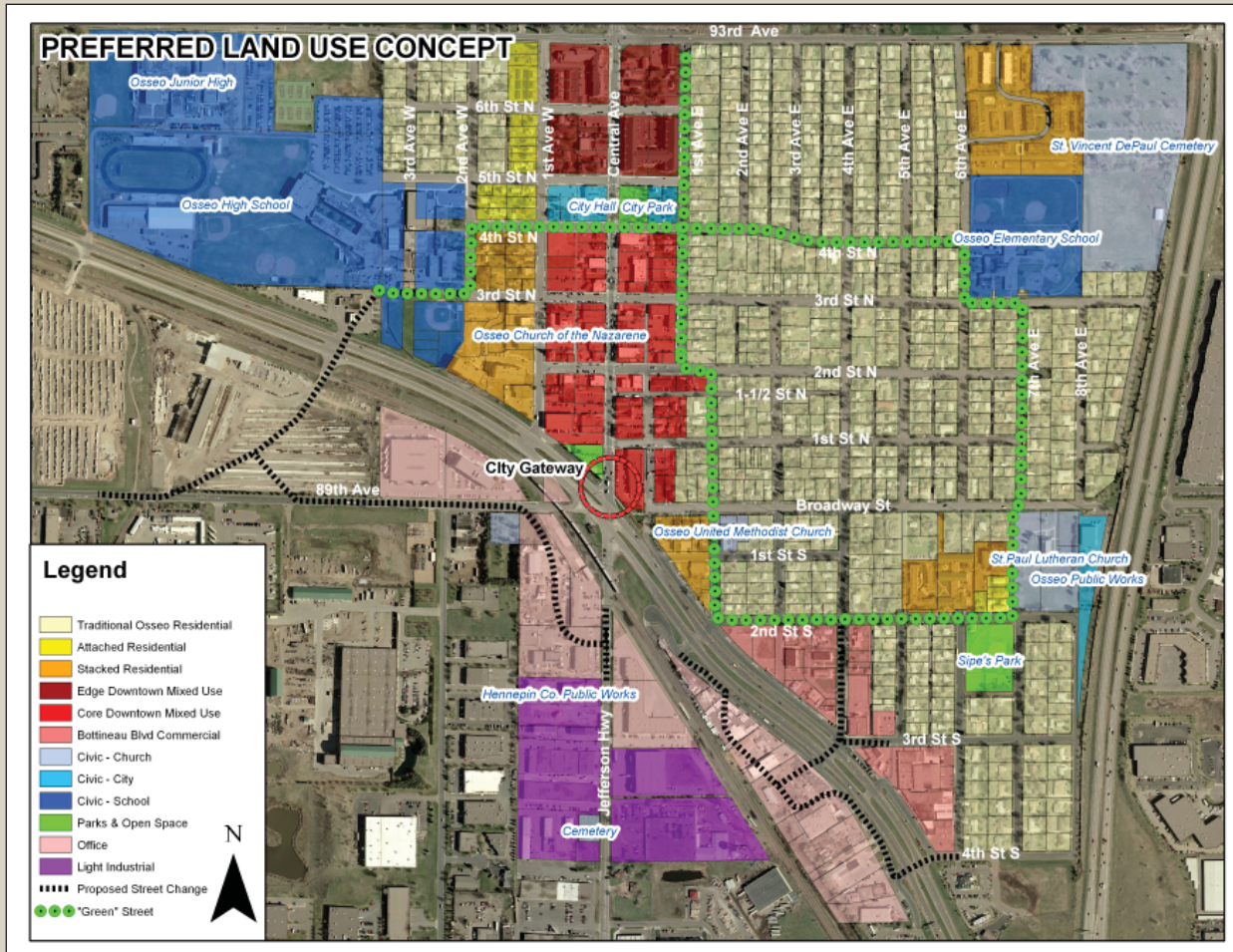


Figure 3.5 Preferred Land Use map for the City of Osseo

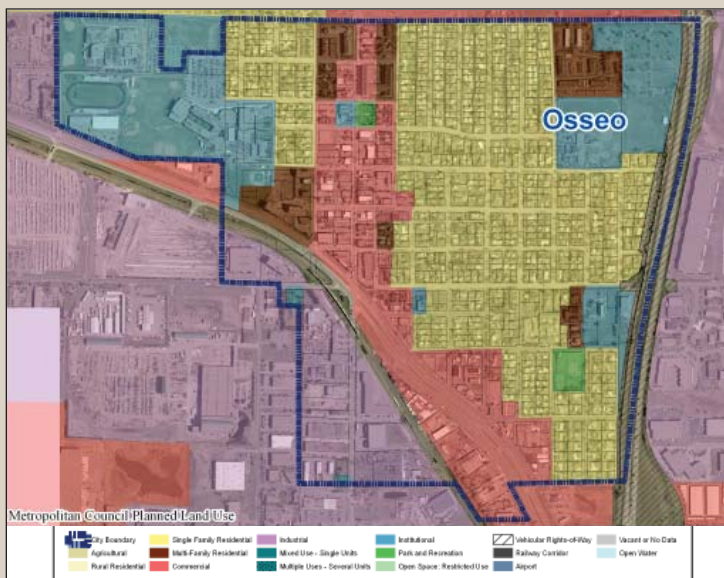


Figure 3.6 Osseo's Existing Land Use Plan

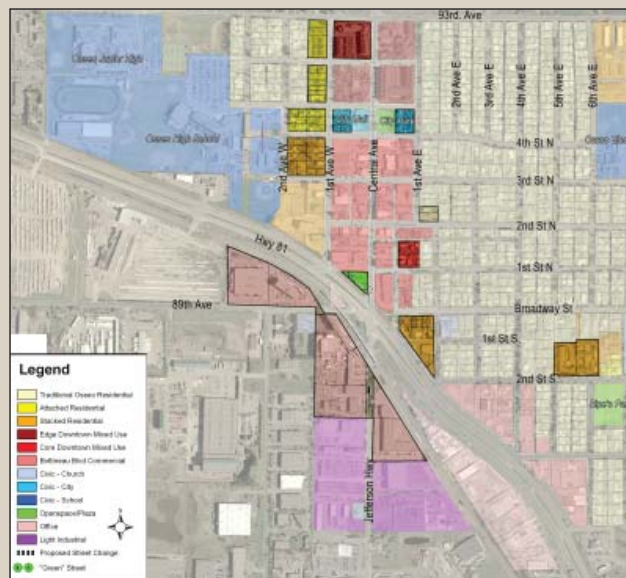
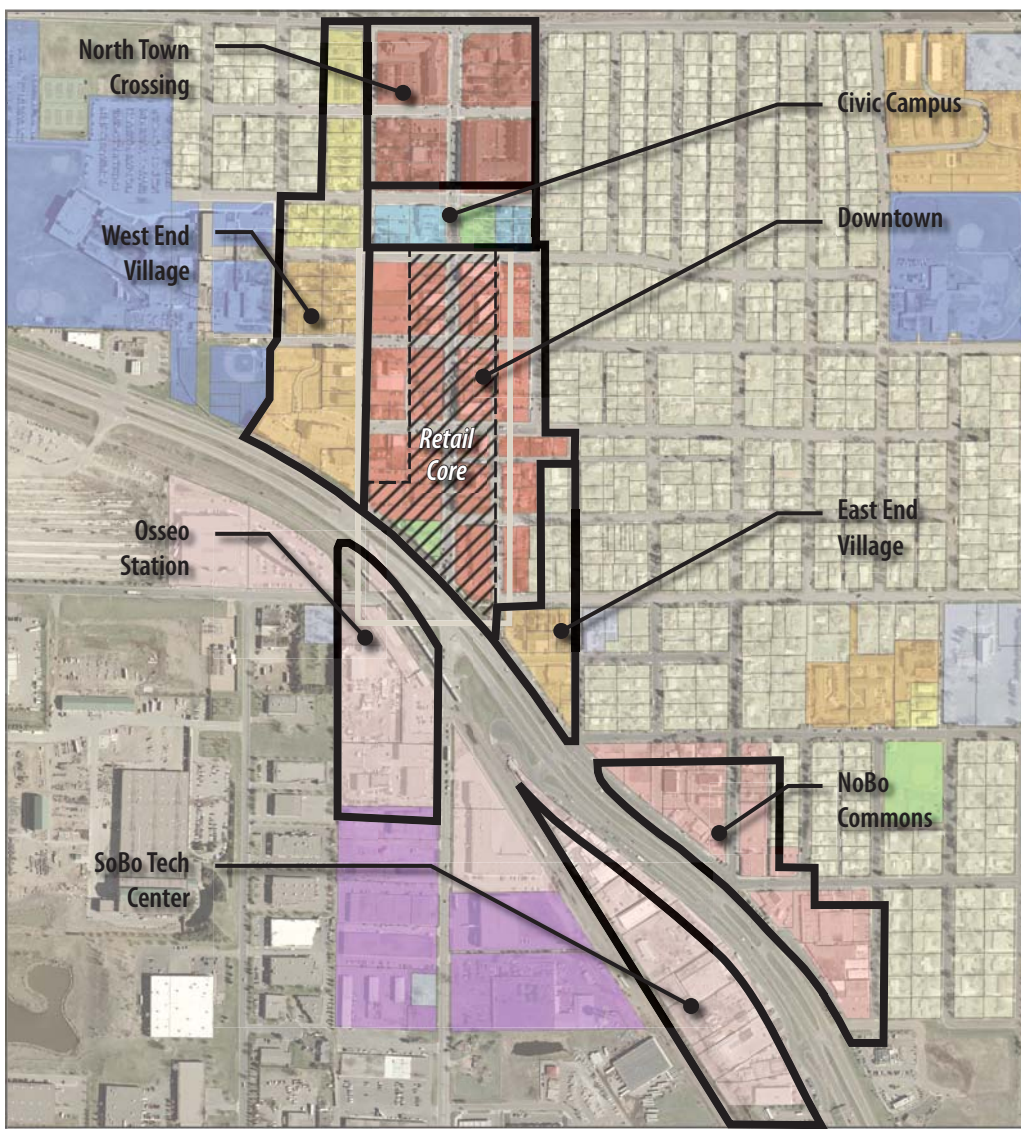


Figure 3.7 Changes in the Land Use Plan

The Land Use Plan for the NoBo district is based on the future County Road 81 access being limited by 4th Avenue SE and the removal of the current frontage roads so that redevelopment can significantly improve the appearance of this commercial area from both the perspective of the adjacent neighborhood and highway travelers. New commercial buildings should be oriented to both Bottineau Boulevard and the community streets. In order to prevent competition with the revitalization of downtown, the type of commercial redevelopment in the NoBo district should be substantially different, e.g. bigger tenant spaces, auto-oriented businesses, etc. The removal of the current frontage roads would enable new buildings to be located closer to County Road 81 for improved visibility and the addition of some landscaping along the highway.

The SoBo district is guided for office uses since this area has great highway visibility and the City has limited land for office redevelopment. Its location across the highway from downtown Osseo significantly limits pedestrian links to Osseo, which is a deterrent to retail



District Locations

- Downtown Core:** the existing retail area along Central Avenue between CR 81 and City Hall.
- Civic Campus:** the two blocks along Central Ave between 4th & 5th Streets N
- North Town Crossing:** the four blocks adjacent to Central Avenue north of City Hall.
- West End Village:** the three blocks between downtown and the Osseo High School campus and two half-blocks on the west side of 1st Avenue W
- East End Village:** the small area between the Downtown Core and CR 81 to the west, NoBo to the south and the single-family homes neighborhood east of 2nd Avenue E, essentially running along the west side of 2nd Avenue E
- NoBo Commons:** the existing commercial and multi-family area on the north side of CR 81, between 2nd Street E and 4th Street E
- SoBo Tech Campus:** the island of land south of CR 81 located between the roadway and railroad line
- Osseo Station:** the southwest quadrant of CR 81 and Jefferson Highway/Central Avenue



Downtown Core



Civic Campus



North Town Crossing



West End Village

redevelopment. This substantial site offers opportunities for multi-story office buildings with parking located within and behind the buildings.

The Land Use Plan shows a change from Industrial to Office uses for the area along Jefferson Highway just south of County Road 81 based on recent office redevelopment just north of this area and transitioning to higher intensity uses along the future transit line. To support the City’s and Metro Transit’s interest in a potential park and ride facility, this area should also be guided for this use and any supporting retail uses.

Redevelopment Districts

Based on an assessment of the city’s existing development patterns and areas with the greatest redevelopment potential, this Plan establishes a district redevelopment approach. Districts were delineated by their common physical character, existing land uses, location/role in the community, and the presence of major edges (such as County Road 81, high school campus, and significant land use change). In general, the areas with the greatest redevelopment potential are the downtown blocks, as well as the blocks between 1st Ave W and the high school campus, and the blocks adjacent to County Road 81 (Bottineau Boulevard), both the north and south sides. Due to the shift in the street pattern east of Central Avenue at 2nd Street N and the resulting half-blocks on the east side of Central Avenue, the blocks between 2nd St N & Broadway Street, 1st Avenue E & 2nd Avenue E are included in the redevelopment area. Eight (8) Redevelopment Districts have been identified within the overall redevelopment area.

The desired future land use character of each District is as follows:

> *Downtown Core*

Traditional mixed-use downtown with retail stores fronting onto a Main Street (Central Avenue) combined with office and residential uses above or behind the retail uses.

> *Civic Campus*

Mix of civic facilities organized around Central Avenue, potentially including city hall, police, fire, community center, library, park space (passive & active), and public market space.

> *North Town Crossing*

Mix of high and medium density residential and commercial businesses, most likely more service-oriented commercial than retail stores, appropriate to a Main Street (Central Avenue) with some residential located on Central Avenue.

> *West End Village*

Mix of downtown high and medium density housing types, including attached townhouses, multi-story condominium & rental buildings, and senior housing.

> *East End Village*

Mix of downtown higher density housing types and existing single-family detached homes.

> *NoBo Commons*

Mix of highway-oriented commercial businesses, including larger scale retail that is not appropriate for downtown, service-oriented commercial and office uses.

> *SoBo Tech Center*

Concentration of office businesses organized on a “green” campus.

> *Osseo Station*

Potential site for transit station and park and ride facility adjacent to future transit corridor linking Osseo to Downtown Minneapolis and supported by small convenience retail and service businesses.

Land Use Objectives & Policies

The Future Land Use Plan is supported by the following Objectives and Policies:

Objective #1 – Form-Based Land Use Categories

Osseo’s current Land Use Categories are limited to five (5) standard land use designations: Low Density Residential, Higher Density Residential, Central Business Area, Manufacturing & Industrial, and Public Areas. These categories briefly define intended uses, densities and design standards. Form-based land use categories will be more flexible on the allowed uses and provide more guidance on desired development form, including building placement, building heights, orientation to the street, parking placement, and open space. These “form-based” land use categories can be applied to areas and properties based upon their particular street, block and district characteristics. Using this “form-based” approach, the Land Use Plan can better represent a community’s future vision, providing more guidance and flexibility at the time that redevelopment is being considered.

Policies:

1. Modify existing and add new Land Use Categories in City’s Comprehensive Plan to create more “form-based” land use categories. The recommended changes to the City’s Land Use Categories are outlined in the following table.

Recommended Land Use Changes

Current Land Use Categories	Recommended Land Use Categories
Low Density Residential	Traditional (Detached) Residential
Higher Density Residential	Attached Residential (Medium Density) Stacked Residential (High Density)



East End Village



NoBo Commons



SoBo Tech Center



Osseo Station

Current Land Use Categories	Recommended Land Use Categories
Central Business Area	Downtown Core Mixed Use Downtown Edge Mixed Use Bottineau Boulevard Commercial Office
Manufacturing & Industrial Area	Light Industrial
Public Areas	Civic Parks and Open Space

2. Promote the establishment and enforcement of traditional design standards to guide future redevelopment projects for commercial, residential and mixed-use.
3. Create design standards for public streets, public spaces and facilities.

Objective #2 – Traditional Downtown Redevelopment

Enable the creation of a critical mass of buildings and activities in downtown Osseo that will sustain downtown’s long-term vitality. Although downtown Osseo has retained many of the features of a traditional small town downtown, it currently lacks the critical mass and scale of buildings needed for a vital downtown environment and economy. Redevelopment in downtown Osseo should focus on redeveloping underutilized sites in the blocks adjacent to Central Avenue with multi-story mixed-use buildings typical of a traditional small town downtown.

Policies:

1. Support redevelopment efforts in downtown that promote and advance the community vision and guiding principles articulated in this Master Plan.
2. Encourage greater development densities in and adjacent to downtown with building heights no less than two (2) stories and as high as four (4) stories.
3. Support preservation of important “Osseo character” buildings.
4. Ensure that all redevelopment incorporates retail uses at street level.
5. Encourage mixed-use redevelopment both vertically within a building and horizontally within a block.
6. Maintain placement of buildings right up to the sidewalk along Central Avenue, allowing for some exceptions that enhance the pedestrian environment, such as outdoor plazas and café seating.
7. Protect the “Main Street” character of Central Avenue by limiting off-street parking fronting directly onto the street.

Objective #3 – Downtown District Parking

Today parking in downtown is accommodated in off-street surface parking lots and on-street shoulder parking. Establish a downtown district parking approach that optimizes downtown redevelopment potential, maximizes the use of public and shared parking, and lessens the cost impacts of providing parking on developers.

Policies:

1. Maximize the possibilities for on-street parking, such as “front-of-store” street parking, diagonal parking, lane striping.
2. Explore opportunities for providing public off-street parking facilities, including shared surface parking lots off of Central Avenue and parking ramps long-term.
3. Support reductions to the minimum off-street parking quantity requirements to reflect alternative parking strategies, such as on-street parking, shared parking, and public parking facilities.

Objective #4 – Osseo Gateway

Create a visible, attractive and public-oriented gateway into Osseo at the Central Avenue/ County Road 81 intersection.

Policies:

1. Encourage the siting, arrangement and character of new buildings at key district or community gateways to be designed with a higher level of amenities and attention to the principle of establishing a gateway to Osseo and its downtown district.
2. Support public investments in community gateways that seek to present a strong image and identity for Osseo.

Objective #5 – Bottineau Boulevard Redevelopment

Hennepin County’s planned reconstruction of County Road 81/Bottineau Boulevard provides a rare opportunity to dramatically reshape development patterns and types along this roadway. Today’s outdated and auto-oriented development should be replaced over time with development that is oriented both to the roadway and the community. Bottineau Boulevard commercial redevelopment should be planned to complement but not compete with downtown commercial redevelopment.

Policies:

1. Collaborate with Hennepin County on the redesign of County Road 81 to improve the physical relationship between the highway and the community.
2. Ensure that the location and design of the reduced access points address the community’s concerns regarding driver safety, pedestrian safety and potential impacts on bypass traffic using local streets.

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3. Explore the potential for minimizing or eliminating the need for frontage roads on the north side of County Road 81.
 4. Encourage redevelopment that is not dependent upon a frontage road system but oriented toward community streets and County Road 81.
 5. Identify strategies to improve the aesthetic design of the highway, particularly the landscaping treatment of shoulders and medians.
 6. Explore the potential for a new/expanded access west of Central Avenue to improve accessibility to both downtown and the high school/junior high school campus.

Objective #6 – Green Space System

Osseo currently lacks an overall vision for providing access to green space and public open space within the city and connections to surrounding open spaces and trails. In order to retain existing residents and attract new residents, it is critical that the City plan for adequate green/open space, particularly for residents that will be living in higher density residential buildings.

Policies:

1. Promote the expansion of additional public park space, both active and passive, in central locations in or adjacent to downtown.
2. Promote the creation of a public-oriented open space, plaza or park in the gateway area.
3. Encourage strategic downtown redevelopment projects to incorporate public-oriented plazas into their plans.
4. Create a Green Streets loop system as a unique feature that would enhance the community's public space, recreational opportunities, and identity.
5. Encourage strategic links between future infrastructure improvements, such as water, sewer, stormwater and roads, and the creation of Green Streets.

Objective #7 – Variety of New Downtown Housing Choices

The current housing stock in Osseo does not provide a wide range of housing options, consisting primarily of older single-family detached houses, rental apartment buildings, and senior housing. Redevelopment in and adjacent to downtown offers tremendous potential for improving housing choices, particularly low-maintenance urban/downtown housing types, more modern affordable housing, and new housing. New housing should take advantage of its close proximity to downtown amenities and access to transit.

Policies:

1. Encourage a variety of housing types and styles, including traditional Osseo detached houses, attached townhouses, rowhouse, and stacked housing.
2. Encourage redevelopment projects to expand the mix of housing price points within the city.
3. Promote the addition of higher density, stacked housing in and adjacent to downtown Osseo.
4. Promote a balance of owner-occupied and rental housing opportunities with higher density redevelopment projects.

Objective #8 – Preservation of Traditional Osseo Housing

Osseo's existing stock of diverse older single-family detached houses is one of the key attractions for existing and new residents and it is a key element of Osseo's small town character. As Osseo continues to promote redevelopment opportunities in the city, it is essential that redevelopment supports preservation of and is compatible with surrounding traditional residential neighborhoods.

Policies:

1. Encourage downtown redevelopment that is compatible with adjacent traditional Osseo housing.
2. Support funding and reinvestment programs that target maintenance and updating of aging housing stock.
3. Promote the concept of redesigning 1st Ave/2nd Ave East as a Green Street to provide an attractive buffer between the downtown district and the traditional Osseo housing neighborhood.

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