4. Land Use



The Vision for the future of Apple Valley lays the foundation for the Comprehensive Plan. The Land Use Plan, in turn, provides the framework for guiding land use to achieve this vision. This Chapter includes several key elements that express the vision through maps, goals, guidelines, and policy statements. These elements include:

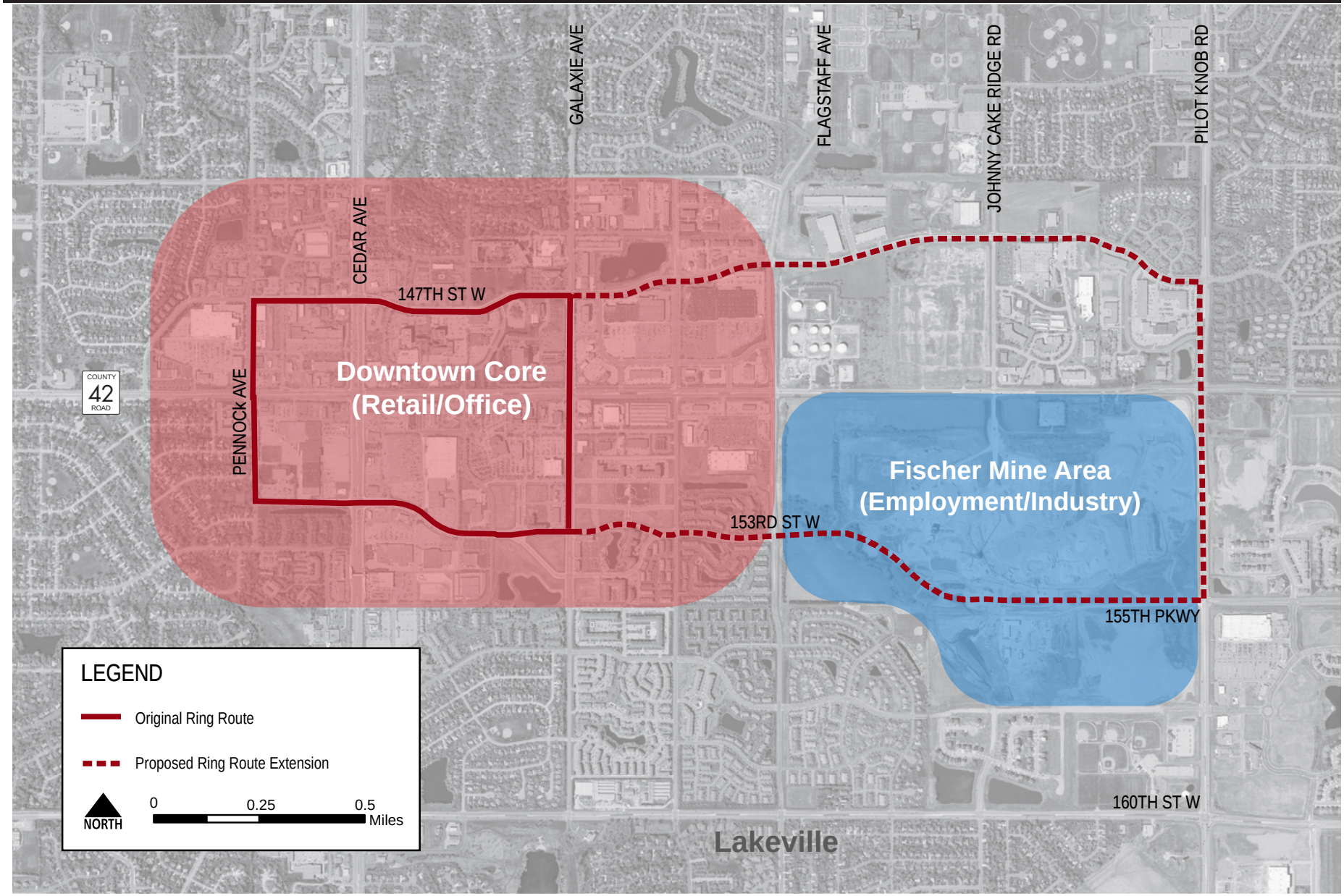
- Focus Areas (page 4-4)
- The Future Land Use Map (page 4-17)
- Description of Land Use Categories (page 4-19)
- Land Use Goals and Policies (page 4-28)

These elements are the primary tools for guiding future land use in accordance with the community's vision. The Future Land Use Map guides uses for each parcel in the City. However, this land use plan is intended to be flexible, because it is anticipated that most growth will occur through redevelopment, of which the exact location and character cannot be specified.

The plan refers to focus areas which are prioritized for development and/or redevelopment. Two areas, the Fischer Sand and Gravel Mining Area and Downtown, represent the largest opportunities for infill development and redevelopment and are the core areas for commerce and jobs development, respectively. Figure 4.1 illustrates the general boundaries of these areas. The plan calls for them to be connected via an extension of the Ring Route and enhanced transit service. There is a focus on enhancing accessibility to transit, housing, and employment in within the Cedar Avenue corridor and the County Road 42 corridor. (See the Focus Areas Section for further discussion.)

The Land Use Plan describes objectives, strategies, and design guidelines that correspond to the unique challenges and opportunities in these focus areas. To implement its vision in these areas, the City may need to solidify its strategies through formal policies, i.e., though amendments to the zoning code, parking requirements, etc. For example, the City could formalize its policies for accessibility and density through the application of a transit-oriented development overlay district. The recommendations in the Plan are intended as a guide to facilitate future policy implementation.

Figure 4.1 – Priority Planning Areas with Ring Route Extension



Vision for General Development

The overall goal of the City is to guide the use of land to realize the vision for Apple Valley. The goals and policies in this section describe the land use objectives of Apple Valley, which aim to meet the needs and desires of all members of the community. The Land Use element of the Comprehensive Plan promotes a development pattern that can be sustained over time, makes the best use of available resources, and maximizes the ability of each use to meet its intended function, such as the provision of recreational, social, environmental, or economic services.

"Apple Valley is a place with outstanding quality of life. We must wisely use the natural, economic, and human resources needed to create this quality of life. We seek to provide the resources required to maintain and enhance this quality of life for generations. In doing so, Apple Valley aspires to be sustainable."

General Planning Strategies

The City uses zoning and buffering techniques to guide all parcels toward their highest land use and maintain the integrity of distinctive uses.

Zoning and Buffering Concepts

An important objective of city planning in Apple Valley is to preserve the vitality and cohesiveness of residential neighborhoods. To that end, the City aims to minimize land use conflicts through application of the zoning ordinance and buffering policies. Zoning boundaries represent the most tenuous locations in a city, where land use incompatibilities are likely to arise. Buffering techniques are Apple Valley's primary strategy for smoothing land use transitions.

The City uses buffers to separate incompatible land uses or portions of land uses that have the potential to negatively impact adjacent properties and/or neighborhoods.

Buffers also:

- Define neighborhood convenience centers
- Provide open space in higher-density residential developments
- Introduce strategic design features into developments
- Reinforce neighborhood identity

Designed buffer treatments utilize a variety of natural and structural design elements to reduce the effect of noise, light, traffic, or mismatched aesthetics on residential properties. Landscaping elements, berms, distance, fencing, and site and building orientation are all techniques that help to buffer uses.

In cases where new development or redevelopment is proposed that may negatively impact existing uses, the City may require noise, traffic, shadow and similar studies to evaluate the extent of the expected impacts and the mitigation measures needed to reduce those impacts.

The second type of buffer, a "use" buffer, is part and parcel of land use planning and zoning as it is typically applied, but is not always stated as such. A "use" buffer acts to moderate the transition from a high-intensity use to a low-intensity use by incorporating uses of moderate intensity in between. Typical zoning arrangements attempt to minimize the interface between high-intensity and low-intensity uses by promoting a gradual transition in intensity across an urban transect. An idealized arrangement is as follows:

Industrial/commercial → high-density residential → medium density → low density

This arrangement has several benefits:

- **Protects homeowners' property investments.** Most Apple Valley homeowners live in low-density, single-family neighborhoods.
- Protects commercial and industrial uses. Some commercial and industrial areas lose their ability to function properly if they are encroached by low-intensity uses.
- **Links high-density residential developments to jobs, retail, and services.** Linking employees, workers, and consumers creates mutually beneficial relationships for businesses for all three groups. In this way, local regulatory policies recognize the practical needs of the private market.
- **Aids transportation goals.** The general ar-

rangement described above is seamlessly integrated with the transportation plan through the roadway functional classification system. High density/intensity uses are located along arterials and major collectors. Low intensity uses are located on minor collectors and local streets. In addition, concentrating residential and employment densities along key transitways promotes ridership for regional Bus Rapid Transit (BRT) and the municipal transit system.

General Community Design Standards

The City uses this Plan, design policies, and other land use regulations to create desirable environments for its residents to live, work, and play, and sustain high-quality development. The City uses general design standards to establish minimum requirements for site design, exterior architectural form and scale, and landscaping in key development areas, including major road corridors and larger parcels with few natural amenities. (Specific design guidelines for Downtown are included at the end of this chapter.)

Municipal design guidelines consider the following aspects of development:

- Site grading
- Architectural building materials
- Building orientation
- Landscaping
- Parking
- Lighting
- Property access
- Internal traffic circulation
- Pedestrian and bicycle facilities

Innovative subdivision and development design techniques will be encouraged if they produce the enduring quality of development sought by the City and achieve other objectives of this Plan.

Employment Areas

Thriving, well-balanced communities require plentiful employment opportunities. Two key objectives of the Land Use Plan are to provide sufficient acreage for employers and connect more Apple Valley residents to jobs within the City. The City targets household supporting employment (i.e., jobs that pay above the area median income The Fischer Sand and Gravel Mining Area has been guided for this purpose since the 2030 Comprehensive Plan Update.

Desirable uses in higher-wage employment areas should consist of office, office-showroom, services, medical, health care, research and development, and forms of light industrial land use that produce minimal noise, odor, or other forms of pollution. Undesirable uses are those that have high levels of noise, traffic congestion, odor, dust, vibration, lighting, and unmitigated contamination. Retail uses should be limited to 25% at the very maximum of the overall employment area and should be strategically guided to support the primary employment use. Employment areas should have strong connectivity to the Downtown, residential neighborhoods, and transit facilities. The City will adopt policies to guide the use of financial programs and land use controls to attract and expand businesses that achieve these objectives.

Natural Resources

The natural environment makes a significant contribution to an attractive community image and quality of life. A mature urban forest dissipates heat and provides shade from the sun. Wetlands provide habitat for waterfowl and filter storm water runoff. The value of these and other natural features is not easily quantified. It is important that significant natural features be preserved whenever possible, and that artificial alternatives which perform a similar ecosystem service are constructed when necessary. Federal regulatory policy protects valuable natural features at a high level, but the City of Apple Valley has also taken steps to protect fragile resources.

Focus Areas

In the 2040 Comprehensive Plan, two locations receive significant attention. These areas include the Fischer Gravel Mining Area, which will become Orchard Place, and Downtown. **Figure 4.1** depicts these areas, which are adjacent to each other. Downtown is and will remain Apple Valley's commercial center, while the focus of Orchard place is on high-quality employment. While these areas

have different opportunities and constraints for redevelopment, development should integrate a mixture of compatible land uses, a connected grid of "great streets", and a transit-supportive density. A preliminary step to facilitate this transition is to extend the existing Ring Route east through Orchard Place, as depicted in Figure 4.1. The following sections describe Orchard Place, Downtown, the Ring Route, and other aspects of Apple Valley's focus areas in more detail.

In 2040, Downtown and Orchard Place will feature a mixture of residential, commercial, and employment uses; a connected grid of "great streets"; and suburban-intensive transit-supportive density.

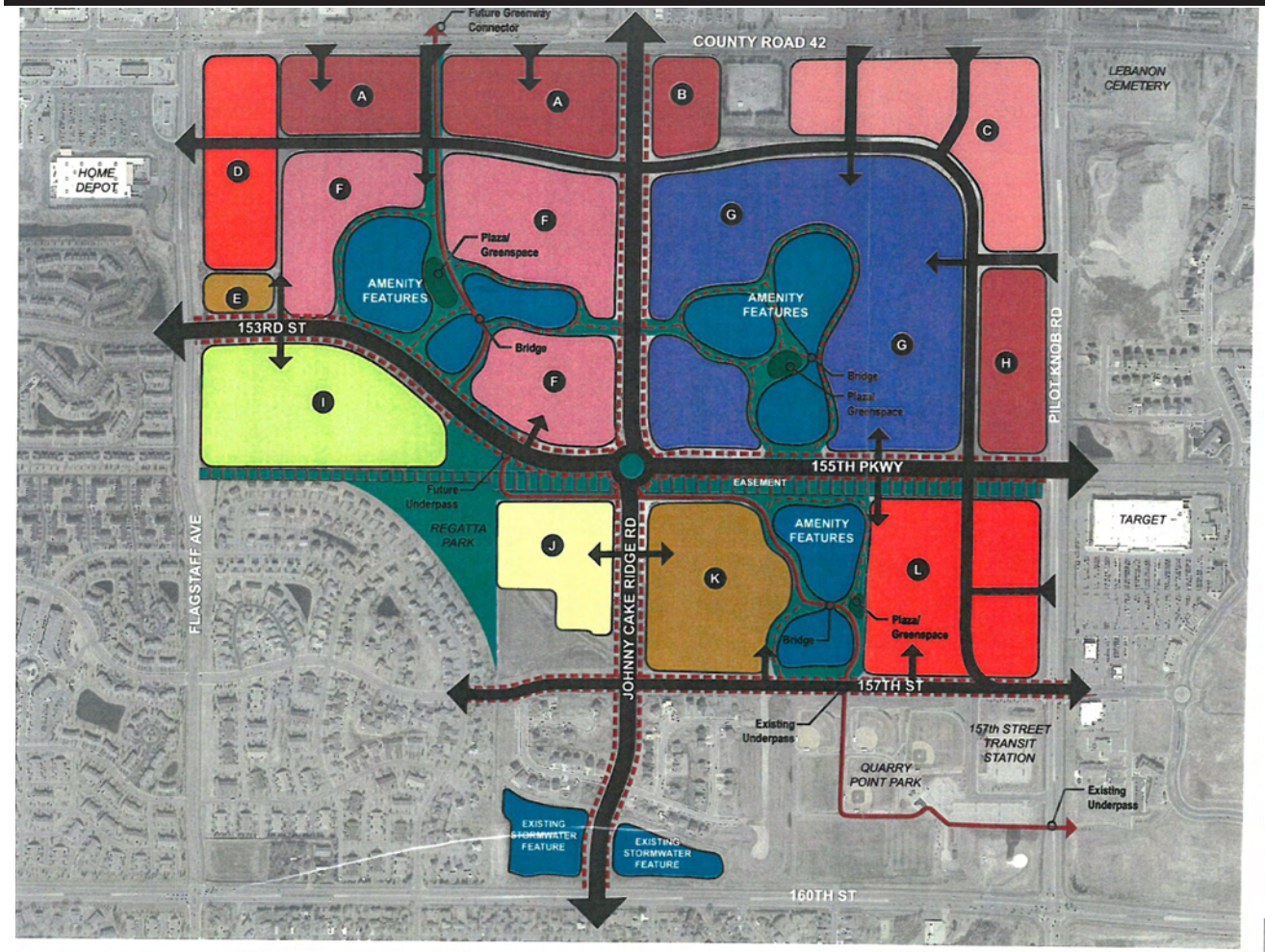
Fischer Sand and Gravel Mining Area and Adjacent Infill

Figure 4.2 shows the concept plan for the Fischer Sand and Gravel Mining Area. The master plan, called Orchard Place, designates 262 acres for non-residential, employment-based use. The 2030 Land Use Plan guided most of this acreage as Mixed Business Campus. The area is intended to be a high-quality setting for general office, corporate office, research and development, light manufacturing, and office showroom. The City also has a strong desire to attract health facilities with related offices and clinics to this location given market support for this use.

The Mixed-Business Campus District provides flexibility for a variety of business/industry clusters. As of 2017, the Orchard Place site plan illustrates the location of each cluster, and identifies a specific set of land use envisioned for each cluster. The plan sets clear goals for density and floor area ratios (FAR), which establish general parameters to achieve the desired development. FAR requirements encourage a denser development pattern.

In addition to the Fischer Sand and Gravel reclamation project, infill development will continue in the adjacent Cobblestone Lake area, located east of Pilot Knob Road. This Planned Development area is nearing buildout, with construction continuing in 2017. Remaining vacant parcels are planned for multifamily residential development.

Figure 4.2 – Orchard Place Concept



CONCEPTUAL LAND USE DIAGRAM

	Acreage	Conceptual Land Uses Goals	Density or F.A.R. Range Goals
A	26.6	Office	0.25 to 0.35
		Hotel	0.35 to 0.50
		Medical	0.25 to 0.40
		Commercial Retail	0.18 to 0.30
B	7.0	Office	0.25 to 0.35
		Hotel	0.35 to 0.50
		Medical	0.25 to 0.40
		Commercial Retail	0.18 to 0.30
C	29.5	Office	0.25 to 0.35
		Hotel	0.35 to 0.50
		Medical	0.25 to 0.40
D	14.5	Commercial Retail	0.18 to 0.30
		Office	0.25 to 0.35
		Medical	0.25 to 0.40
E	2.8	Multi-Family Residential	4.0 to 30.0
		Senior Housing	12.0 to 30.0
F	60.6	Office	0.25 to 0.35
		Industrial	0.30 to 0.45
		Medical	0.25 to 0.40
G	70.1	Medical	0.25 to 0.40
		Corporate Campus	0.25 to 0.35
		Office	0.25 to 0.35
		Industrial	0.30 to 0.45
		Commercial Retail	0.18 to 0.30
H	12.9	Commercial Retail	0.18 to 0.30
		Office	0.25 to 0.35
		Hotel	0.35 to 0.50
		Medical	0.25 to 0.40
I	27.4	Single-Family Residential	3.0 to 4.0
J	16.6	Single-Family Residential	3.0 to 4.0
K	24.4	Multi-Family Residential	4.0 to 30.0
		Senior Housing	12.0 to 30.0
L	30.7	Commercial Retail	0.18 to 0.30
		Office	0.25 to 0.35
		Medical	0.25 to 0.40

TOTALS

Non-Residential Uses	251.9 Acres
Residential Uses	71.2 Acres
Amenity Features	35 Acres

ACCESS KEY

- Full Access
- 3/4 Access
- Right-in/Right-out Only
- North Creek Greenway
- Orchard Place Trail

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AUGUST 2017

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Economic Development Potential

The Metropolitan Council projects that Apple Valley will support 17,100 jobs by 2040, an increase of 2,821 from the 2010 Census figure. However, the Economic Development Authority has set a goal of reaching 19,000 jobs. The City recognizes a significant opportunity to create high-quality jobs and retain local labor, given that most residents currently work in other jurisdictions. With its emphasis on employment-based uses, Orchard Place will substantially contribute toward this goal. Consistent with the keys identified as part of Apple Valley's vision, this employment-focused area will help provide a diversity of living-wage jobs and create opportunities for the City's residents to work closer to home. The Mixed Business Campus land use category is intended to accommodate a mix of approximately 55% to 65% office (1/3 of which would be targeted for health and medical related facilities), 10% to 20% light industry/manufacturing, and 10% office showroom or office warehouse. Because the area also includes other mixed uses, high-density housing and incidental retail and service uses could also be considered to a limited extent.

Transportation Network

The Orchard Place plan is centered around two internal collector roads, Johnny Cake Ridge Road and 153rd Street W/155th Parkway. Johnny Cake Ridge Road bisects the site from north to south, intersecting with 153rd Street W/155th Parkway at a roundabout. These two streets provide the four primary access points to Orchard Place. They are each spaced approximately ½ mile from other signalized intersections. As the City looks to develop its east-west transit connection along County Road 42, a future transit station is envisioned at the intersection of County Road 42 and Johnny Cake Ridge Road, at the north entrance to the Orchard Place site.

Additional minor accesses are spaced at intervals of 1/8 mile to 1/4 mile around the perimeter of the site. The 153rd Street W/155th Parkway route is a vital east-west connection to Downtown. This road is a planned extension of the Ring Route. A gas-line easement parallels the road to the south. An internal circulator route complements the primary north/south and east/west routes.

Environmental and Recreational Amenities

Three large ponds provide on-site storm water management and recreational amenities. The ponds are a practical use for the site, acting to counteract the effects impervious surface runoff and reducing the amount of fill that is needed for development. Apple Valley's bedrock geology provides natural storm water filtration.

The ponds are connected through an internal trail system, three bridges, and two plaza/greenspace areas. One grade-separated trail connection is illustrated across 153rd Street, in the northwest quadrant of the site. Other midblock trail crossings should be explored.

Downtown

Downtown Apple Valley is located at the commercial crossroads of Cedar Avenue (TH 77) and County Road 42. It contains a cluster of large retail uses and some smaller offices and services, as well as key institutions (City Municipal Center), high-density apartments, and some newer mixed-use development. Having developed largely during the 1970s and 1980s, Downtown was and continues to be primarily auto-oriented. The quadrants surrounding Cedar Avenue and County Road 42 consist of superblocks containing big-box stores and large areas of surface parking. The scope of Downtown continues to evolve in form, use, and density. With the development of Central Village and the Fischer Marketplace, Downtown has expanded to the east. The highlighted Downtown Core on figure 4.1 contains approximately 600 acres.

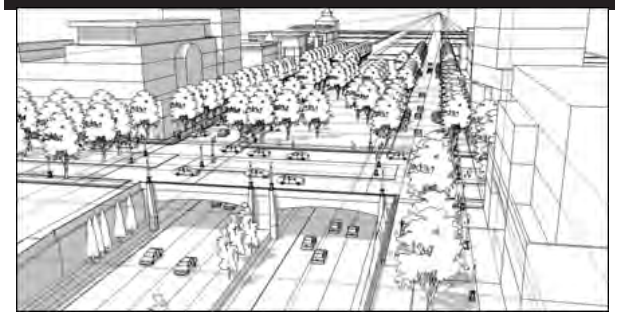
One of the keys of this plan is "successful downtown." Apple Valley envisions a unique, identifiable, and thriving downtown. The building blocks are in place. Downtown is located about one of the busiest intersections in the state. It is served by the Red Line BRT, which connects riders to the central metro and other destinations. In 1990, the City invested in a series of road, sidewalk, and landscape improvements called the Ring Route, helping to further establish Downtown's identity and improve access to the area. There are large areas of surface parking which could be redeveloped for other uses. While Apple Valley will nev-

er have a "traditional" downtown, the evolving character of downtown suggests that there will continue to be opportunities for the community to establish a unique sense of place by creating an environment that is more walkable and engaging.

A series of factors will shape the future of Downtown:

- Big-box retail users are distributed throughout the area. Some of these sites will change hands between now and 2040, perhaps many times. Others may experience site transformations, including reduced store footprints, adaptive reuse, or infill development as the retail market adapts to changing consumer preferences.
- The existing travel grid consists of a series of "super blocks" – long, uninterrupted routes designed almost exclusively for vehicles. As redevelopment opportunities arise, some of these superblocks may be broken up to improve roadway connectivity and accessibility for other modes.
- Cedar Avenue may be viewed as a river. That is, its function is to convey large volumes of continuous traffic flow. As a "river", the road effectively severs the east and west portions of Apple Valley. A previous planning effort by the American Institute of Architects recognized that Cedar Avenue as constructed prohibits a unified Downtown plan, and recommended a series of self-contained village plans for each quadrant of the Cedar Avenue/County Road 42 intersection.
- Rivers need bridges. Cornejo Consulting and LHB Architects, in their 2008 study, Transit-Oriented Land Use Planning and Development Evaluation put forward conceptual improvements for the intersection of Cedar Avenue and County Road 42. One proposal envisions a grade-separated "lid"/plaza over the intersection (See **Figure 4.3**). Any improvements to provide cross-connections across Cedar Avenue faces the complex task of balancing the implications for traffic on Cedar Avenue and County Road 42, transit service, pedestrian and bicycle safety and mobility, and impacts to adjacent land development. If these or similar opportunities arise in the plan horizon, the City will work proactively with Dakota County to achieve the best possible results from these improvements.
- The METRO Red Line bus rapid transit (BRT) service has been extended along the Cedar Avenue Corridor. The Red Line improvements will alter the form and function of Downtown and may create new development opportunities in Downtown. Access to BRT can be a catalyst for commercial, office, and housing development. The growth of regional BRT service expands the convenience and opportunity of traveling between Apple Valley and other metro-area destinations for employment, shopping, and other needs.
- County Road 42 as an east-west transit link. This link is vital to connect the Downtown and greater Apple Valley with the dense concentration of jobs that are anticipated for Orchard Place, existing employment near 147th St. W, and the other amenities described above. This plan envisions a future regional transit route on County Road 42, with a conceptual transit station located at Johnny Cake Ridge Road.
- Commercial development continues in surrounding communities. These commercial areas compete with the market for Downtown Apple Valley as a regional shopping destination. Apple Valley will need to focus on downtown land uses, design features, and other opportunities that will differentiate Downtown from other regional communities.

Figure 4.3 – Conceptual Cedar Avenue Lid



Source: LHB Architects

Ring Route

The Downtown of Apple Valley is an evolving part of the community. In 1990, the City built distinctive streetscape improvements that became known as the Ring Route (See **Figure 4.1**). These improvements help to define an identity and character for the Downtown area. The Ring Route also serves to provide vehicle access to the Downtown apart

from the primary arterials, and separates the primary shopping and service area of the City from the surrounding neighborhoods. The original Ring Route circles 147th Street W, Galaxie Avenue, 153rd Street W, and Pennock Avenue. The Central Village is located within this area, with a few undeveloped parcels remaining.

Apple Valley's core commercial district has shifted to the east with the development of the Fischer Marketplace and Central Village. Beyond, the Fischer Gravel Mining Area contains more than 400 acres which will be redeveloped and integrated into the downtown fabric. The Ring Route should be extended through Orchard Place in order to connect to the future employment area and draw from adjacent multifamily developments.

To extend the Ring Route and develop opportunities along its perimeter, the City will incorporate similar design and amenities to ensure a consistent feel. The focus in this area will be on employment-based land uses – mixed office, medical, and industrial, including the Mixed Business Campus in Orchard Place – with ancillary retail and residential. Developing the intensity of adjacent land uses along 147th Street and 153rd Street will encourage the use of these routes as relievers for traffic on County Road 42.



Distinctive streetscape improvements on the Ring Route help define the Downtown area.

Sense of Place

The results of a public survey conducted in early 2017 indicates that there is strong support for investments in and redevelopment of Downtown that continue to promote a unique "sense of place." A sense of place arises from utility, activity, and careful design. The City can use many policy, economic, and design strategies to achieve its Downtown objectives.

Survey participants indicated that "dining and retail variety" were needed in Apple Valley. Significant mention was also made by the public for a "downtown or focal point" as something needed in Apple Valley. By following the Downtown Design Guidelines as new infrastructure, development and redevelopment opportunities arise, the City will be able to make significant strides towards creating a more unique downtown with dining and retail variety, along with a more definitive focal point (or points).

Central Village District

The Downtown focus area contains the Central Village, the 60-acre area surrounding the intersection of Galaxie Avenue and 153rd Street West. This area includes the Shops on Galaxie, Vivo Kitchen, Grand Stay Hotel, RE/MAX office building, Legacy Townhomes, Seasons at Apple Valley, Haralson Apartments, Remington Apartments, and Parkside Village Gabella. Kelley Park, a popular community park and significant neighborhood amenity, hosts Music in Kelley Park throughout the summer and Oktoberfest in the fall. Parkside Village Galante is currently under construction and a mixed-use senior cooperative building with nearby restaurants, retail and office buildings are expected to be under construction soon. Only a few lots remain for residential and mixed-use commercial development in the area.

The vision for the Central Village was to create an area with a unique sense of place by offering a design alternative to the rest of the Downtown: multiple story buildings, with a mix of commercial, retail and residential uses placed closer to the street in a compact, pedestrian-oriented form. Vertical mixed use with commercial offices and retail on the first floor and residential housing on the upper stories was proposed. The Central Village has been shaped over time by market realities and right-sized for a suburban setting. Full build out of

the area was slowed by the recession, and the market was slow to accept the mixed-use-within-a-building development form. But as more of the residential developments are completed, the area is becoming the vibrant and active area that was envisioned. The area has accomplished its mixed-use vision, an energetic, sustainable and active place containing a variety of housing types, neighborhood commercial uses, live/work units and meaningful green spaces.

The City has installed on-street parking and streetscaping improvements that will allow drivers to park in the Central Village area and walk the district. To maximize "dining and retail variety" opportunities in this area, the existing street improvements can be taken advantage of through the promotion of ground-floor commercial retail development on vacant land. To further promote the Central Village as a "focal point", new development should be built to the sidewalk to enhance pedestrian interaction with the street and to make the area unique.

The City can take positive design concepts from the Central Village and build on them throughout the Downtown. As a first step, the City will adopt and implement a series of Downtown Design Guidelines.



The Shops on Galaxie.

Mixed Use

The City desires more mixed-use development in Downtown. Uses could be mixed horizontally in building divisions or in separate buildings located close together, or they could be mixed vertically by floors within a single structure. Developers in the Twin Cities metro have begun to gravitate from vertical mixed-use, which poses distinct challenges. For example, a development is typically only as successful as the ground-floor use. A development built on ground-floor retail will suffer if the retail businesses suffer or are forced to vacate. Some ground-floor uses, such as restaurants, may also create bothersome effects (noise, odor) for the residents above. For these reasons and others, the development trend has shifted toward

horizontal mixed-use throughout the suburban communities of the region. Likewise, Apple Valley encourages horizontal mixed use. However, horizontal mixed use is only effective when designed as part of a cohesive site plan that considers both vehicular and active modes of transportation, well connected both internally and externally from the entire site.

Transit Supportive Development

Apple Valley envisions an inclusive, accessible Downtown that welcomes and engages citizens of all ages and abilities and supports alternative travel modes in addition to private automobiles. This includes transit, walking, and bicycling, as well and targeted improvements that support the Americans With Disabilities Act (ADA). Two corridors, Cedar Avenue and County Road 42, form the backbone of Downtown. The BRT improvements on Cedar Avenue should be leveraged and supported by complementary land use planning and economic development initiatives. The Comprehensive Plan envisions the expansion of regional transit to County Road 42, which already supports a local bus route. An expanded transit system on County Road 42 would serve new development in Orchard Place, strengthen the east-west link between Downtown and the developing employment areas, and alleviate some traffic on County Road 42, offsetting some of the targeted density increase in this area. Typically, this type of integrated approach to developing public transit corridors and adjacent properties is called transit-oriented development (TOD). As a suburban community, Apple Valley wishes to pursue TOD at a "suburban-intensive" scale. This term reflects the City's desire to become denser in key locations served by transit, while acknowledging the realities of its suburban character.

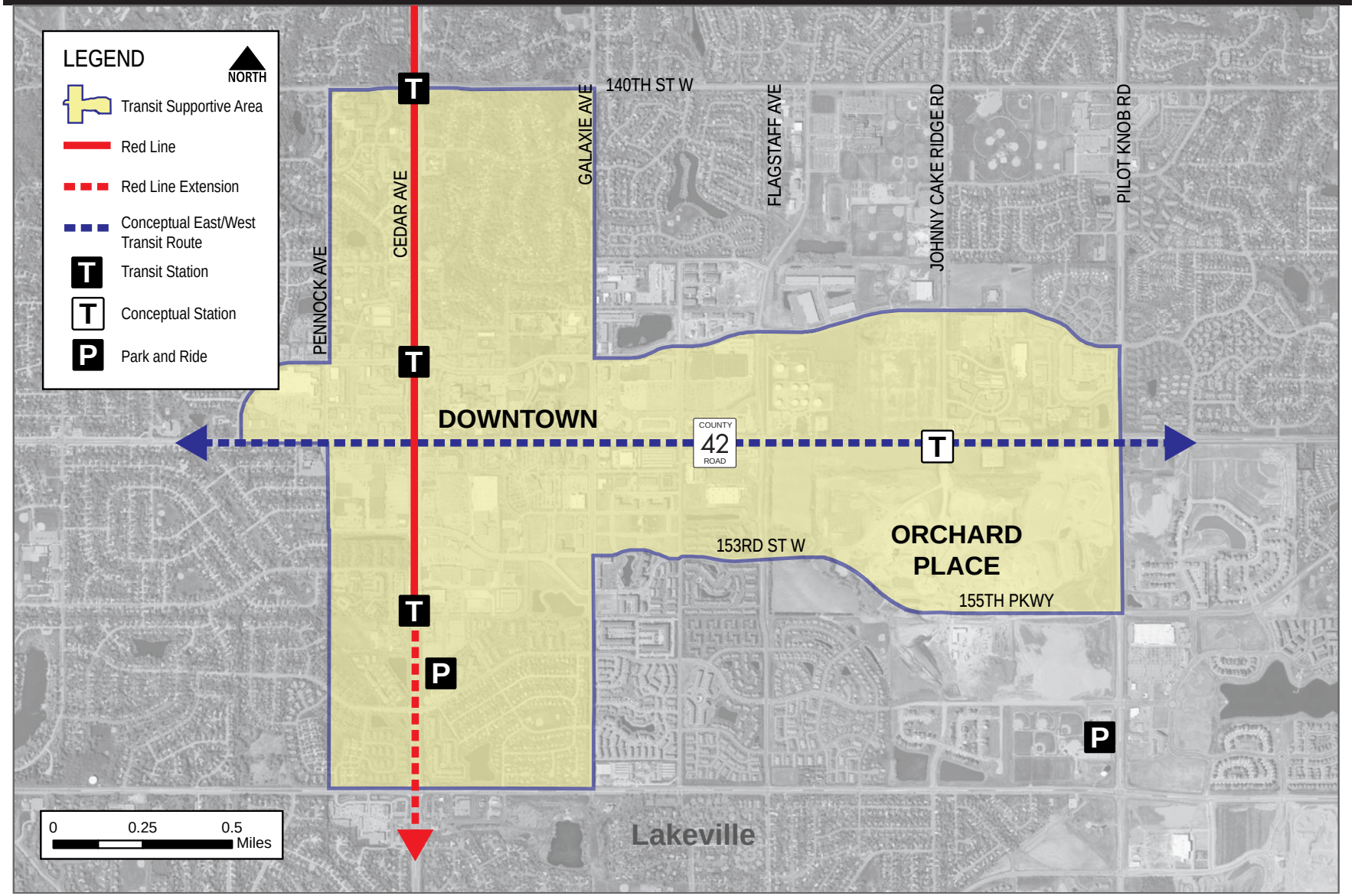
Figure 4.4 shows the transit supportive area, which connects Downtown to Orchard Place and extends ¼ mile to ½ mile from Cedar Avenue and County Road 42 and connects Downtown to Orchard Place. These are walkable distances; however, the existing street systems and land use pattern does not actively encourage pedestrian activity in most areas. Through targeted land use, transportation, and economic development efforts the City can better encourage walking and bicycling in Downtown, helping it become more accessible and sustainable.

Improving multimodal accessibility reinforces sustainability and resiliency goals by reducing vehicle miles traveled and diversifying travel options for commuting and shopping.

The focus on multimodal accessibility in the comprehensive plan reflects the reality of regional transportation opportunities and constraints. As noted in the Metropolitan Council's 2040 Transportation Policy Plan, it is not possible to continue to expand highway capacity in a sustainable way, given the Twin Cities' expanding footprint and funding limitations. Doing so would only induce more traffic. Therefore, the regional transportation plan is shifting toward a strategy of travel demand management (TDM) versus highway capacity improvements. Part of TDM involves the application of transit-oriented growth strategies.

Transit-oriented development in Apple Valley should be "suburban-intensive" – density will increase in targeted locations, but the suburban character of the community will be retained overall.

Figure 4.4 – Transit Supportive Area



Land Use Objectives

Within Downtown, Orchard Place, and the transit supportive corridors, the current development pattern could change significantly by 2040. In contrast to residential development, job-related land uses have a tendency to change frequently. Over the 20-year horizon of this Comprehensive Plan, many commercial properties may become structurally, functionally, and/or economically obsolete, opening the door redevelopment. Land use policies in this area will be directed to support stable business, target commercial redevelopment opportunities, infill vacant parcels, and increase residential densities. Some properties have been vacant or underperforming for some time. For example, the Times Square commercial site has operated with roughly 50% vacancy for several years. Other large commercial properties, such as the old Rainbow store on Cedar Avenue, remain vacant. Some of these commercial sites may find new life under a different owner or strategic redevelopment. As available infill opportunities are exhausted, the healthy market will ultimately encourage revitalization of these areas.

The Downtown Focus Area supports a mix of housing, commercial, and job generating uses. Apple Valley supports the following objectives for "suburban-intensive" transit-oriented development:

- Support job growth where concentrations exist and along regional highway nodes
- Provide a complementary mix of land uses to balance housing, employment, service, and retail needs
- Locate medium-to-high density housing at a variety of price points
- Increase overall density, with the highest density located within ¼ mile of the METRO Red Line and high frequency transit service (approximately 10-minute walk)
- Support a system of arterials, local streets, sidewalks, and trails that distributes traffic more broadly and improves opportunities to walk and bike.
- Improve parking efficiency by exploring shared parking opportunities, minimum parking requirements, and other schemes.

Housing should be built at densities of at least 40 units per acre in the Transit Supportive Area.

Today, Apple Valley's zoning code requires a minimum of 12 units per acre for high-density residential development. However, recent multiple family residential developments have largely exceeded 40 units per acre, especially in Downtown. Recognizing this trend, the City has established a new residential land use category called "Suburban Intensive High Density" (SIHD) which recognizes the densities in the Central Village Area that have already approved. Most of the recently developed parcels have a density of 40 units per acre. The SIHD is proposed to have a density ranging from 24 to 48 units/acre which better reflects the existing development pattern. The SIHD will help the City to be recognized for the already approved higher density developments. This, in turn, will help the City to achieve its affordability goals. Ultimately, using this tool, the City is confident it will easily meet the goal of achieving an average of 10 units per acre for the entire area.

Walkability

A key goal is improving walkability and pedestrian activity. Both the public survey for this plan and previous survey efforts described the difficulty of navigating Apple Valley without a car. A sense of place is difficult to absorb from the automobile. Pedestrian activity leads to social interaction and community health benefits, and has been shown to increase retail sales receipts in many downtown environments.

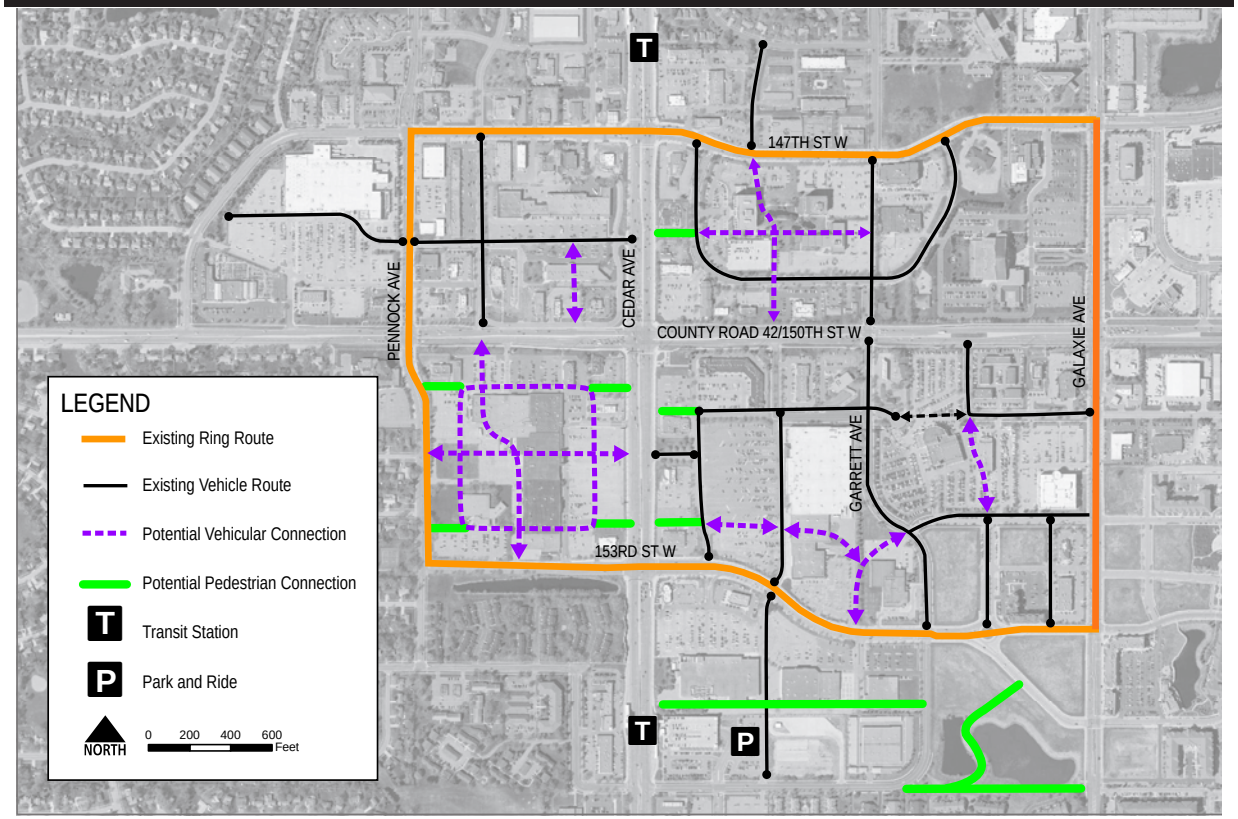
The roads and businesses in downtown require a safe and convenient environment for drivers and pedestrians. Within this environment, the City is committed to examining and implementing techniques to make downtown a place that is safe and attractive for pedestrians and bicyclists and where vehicle access makes good business sense.

Walkable environments are visually stimulating, higher-density, and tend to have shorter block lengths. Pedestrians will always take the shortest route and short blocks provide more possible routes for them to use. The current configuration of superblocks in Downtown is a deterrent to pedestrians and bicyclists. Pedestrians always pre-

fer to take the shortest route, and are deterred by a system of long, orthogonal blocks. Although parking lots are technically navigable on foot, they are neither inviting nor particularly safe for extended pedestrian travel. To fabricate a more walkable environment, the Downtown street grid could be enhanced by adding additional linkages for vehicles and pedestrians when redevelopment opportunities present themselves. **Figure 4.5** depicts a concept for breaking up the superblocks in the four quadrants of the Downtown core by overlaying a new travel grid and enhancing pedestrian access at the Downtown periphery. The new interior streets, shown in purple, are conceptual only. Some of them would require more planning than others. Some might not be new "streets" so much as enhancements of existing parking areas that provide more definition for vehicle or pedestrian circulation.

Increasing the density of jobs and households in downtown will promote walkability by increasing the percentage of internal trips (trips that have both origination and destination in the downtown Focus Area/travel analysis zone).

Figure 4.5 – Conceptual Downtown Travel Connections



Cedar Avenue Corridor

The METRO Red Line BRT has three stops in Apple Valley: the main transit station at 155th Street, and two walk-up stations at 147th Street and 140th Street. The extension of Bus Rapid Transit (BRT) to Apple Valley via the Red Line has already triggered land use changes along the Cedar Avenue Corridor. This transit investment can leverage future transit-oriented development. As a suburban community, Apple Valley recognizes that TOD goals must be practical in scale and intensity – they must be "suburban-intensive."

County Road 42 Corridor

County Road 42/150th Street is identified as a potential east/west regional transit route. The City of Apple Valley has been engaged in conversations with Dakota County regarding fixed-route transit service in this corridor. This transit route would be viewed as a supporting route for the Cedar Avenue Red Line, and is crucial for linking the primary future employment area with Downtown and fully integrating the Orchard Place Plan into the existing urban fabric. The City envisions a future transit station at the intersection of Johnny Cake Ridge Road and County Road 42.

Transit Station Planning Nodes

There are three transit stations located in the Cedar Avenue corridor, and a conceptual future transit station has been identified at County Road 42 and Johnny Cake Ridge Road. These represent nodal opportunities to encourage transit-supportive land use and discourage uses that obstruct TOD objectives. As redevelopment opportunities arise, the following uses will be encouraged:

- Multifamily housing and small-lot residential units
- Hotels
- Commercial Office Space
- Health care clinics and medical offices
- Retail services and restaurants

Sustainable Community

In the 2040 vision for Apple Valley, sustainability is one of the Keys. The Community Context chapter recognizes the City's numerous achievements in sustainability. Meanwhile, the Comprehensive Planning process encouraged a group of like-minded citizens to discuss other opportunities. Clearly, Apple Valley's leaders and its residents have a common interest in preserving the qualities that make the community great.

Any time there are opportunities for development, redevelopment, or retrofits there are opportunities to improve sustainability. Therefore, the two focus areas discussed above – Orchard Place and Downtown – represent the largest opportunities to address sustainability issues through planning and development. Some of the most significant opportunities to practice sustainable design will come through adaptive reuse and redevelopment. Land use planning can guide sustainability in numerous ways:

- **Increase density in key planning areas. Apple Valley has a growing population, limited growth area, and no ability to expand.** Therefore, it will become denser. The key to land use planning will be to target this density in key areas and limit the negative impacts of densification. Increased density will enable Apple Valley to become more sustainable on several fronts. Higher densities encourage walking, bicycling, and transit ridership. Increasing density by developing successful multistory office, multifamily, and mixed-use structures improves energy efficiency by reducing per capita demand. Density increases the retail customer base that local businesses need to thrive. Apple Valley has recently developed many successful multifamily projects around 40 units per acre. While residential is not intended to be the primary use in Downtown or Orchard Place, most of the infill residential opportunities identified in the future land use plan are planned for similar densities. Increasing density is not just a goal of suburban retrofits, but usually a prerequisite – adding density generates the return on investment that is needed for redevelopment to be viable.
- **Encourage reduction/retrofits of underperforming paved surfaces.** One of the effects of increased density is that it coincides with a reduction of paved surface. In Apple Valley's Downtown, a substantial amount of paved surface is used for parking. Some of this

space could be put to better use. Asphalt is an "underperforming" use – it allows rainwater to absorb oil, fertilizer, and other chemicals before making its way into the drinking supply; it radiates heat; and it represents an opportunity cost, generating no tax revenue of its own. Apple Valley can reduce the amount of paved surface by adjusting its expectations for new development and by encouraging adaptive reuse for existing development. Various permeable pavers can be encouraged as a more sustainable alternative to asphalt.

- **Use best landscaping practices to improve water cycling.** The application of landscaping techniques for stormwater management, such as rain gardens and bioswales, can offset some of the effects of impermeable pavement, described above. Apple Valley has used these techniques effectively in the past. Extending their application in Downtown will improve drainage and enhance the appeal to the built environment. Raingardens should be appropriately located and designed to produce best effects.
- **Increase local and regional transit ridership.** The extension of the Red Line to Apple Valley has opened new development opportunities in the Cedar Avenue transitway. Direct transit service can increase property values, which, in some cases, may facilitate redevelopment. Apple Valley can support regional ridership by addressing the "last-mile" problem and improving access to the Red Line. One strategy is to improve pedestrian connectivity and safety in Downtown and enhance pedestrian crossings at Cedar Avenue. Another is to provide a circulator from the Red Line to the Minnesota Zoo. Further, the City will extend the Ring Route, improving access between Downtown and surrounding neighborhoods. Finally, both the City and Dakota County are engaged in discussions about enhancing east-west transit service on County Road 42. This connection would be an integral component of Orchard Place. With a strong transit network in place, more opportunities will arise for "suburban-intensive" TOD, particularly within the Accessibility Focus Area. With a focus on transit and supportive development, Apple Valley will endeavor to reduce its carbon footprint.
- **Develop renewable energy systems.** The biggest impact Apple Valley can make to reduce its carbon footprint is to develop its renewable energy systems. The State of Minnesota has set a goal of 50 percent renewable energy by 2030. This initiative encourages competition in the private sector and between communities in their efforts to become more sustainable. There are numerous opportunities to develop renewables in Apple Valley's public and private sectors. The City will evaluate its use of land use controls to protect access to solar and encourage solar installation by residents. Likewise, the City will encourage electric vehicles by providing sufficient plug-in locations. Electric vehicles could be incorporated as part of a broader sustainable transportation strategy – for example, by developing a circulator between the Red Line and the Minnesota Zoo. Adaptive reuse and redevelopment will provide additional opportunities to improve energy efficiency. Renewable energy potential should always be evaluated for redevelopment projects. The Great Plains Institute performed an assessment of the local energy system, which will be used to develop more specific energy goals. This assessment is appended by reference, and is available from the City upon request.

2040 Land Use Plan

The 2040 Land Use Map identifies a future land use for every parcel in Apple Valley. Significant new development and redevelopment is anticipated to occur in the focus areas described in the preceding text. However, the exact location and orientation of that development is not presently known. Parcel boundaries will change as the retailers come and go. Large superblocks may be subdivided.

Figure 4.6 shows the parcel-based land use plan for 2040. **Table 4.1** provides the total acreage for each use. Individual uses are described in the following text.

Figure 4.6 - 2040 Land Use Plan

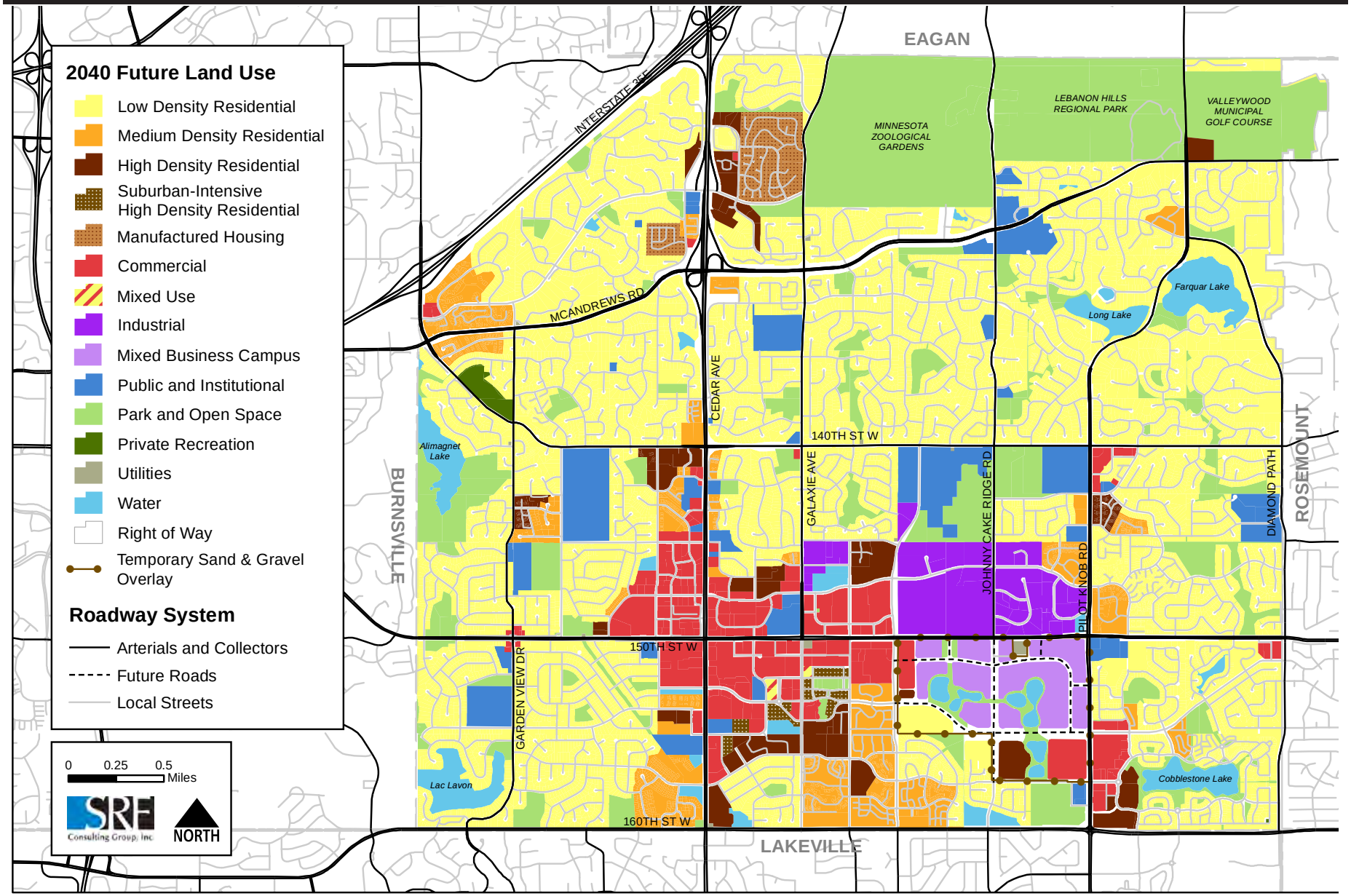


Figure 4.7 – Difference Between 2030 and 2040 Land Use Plans

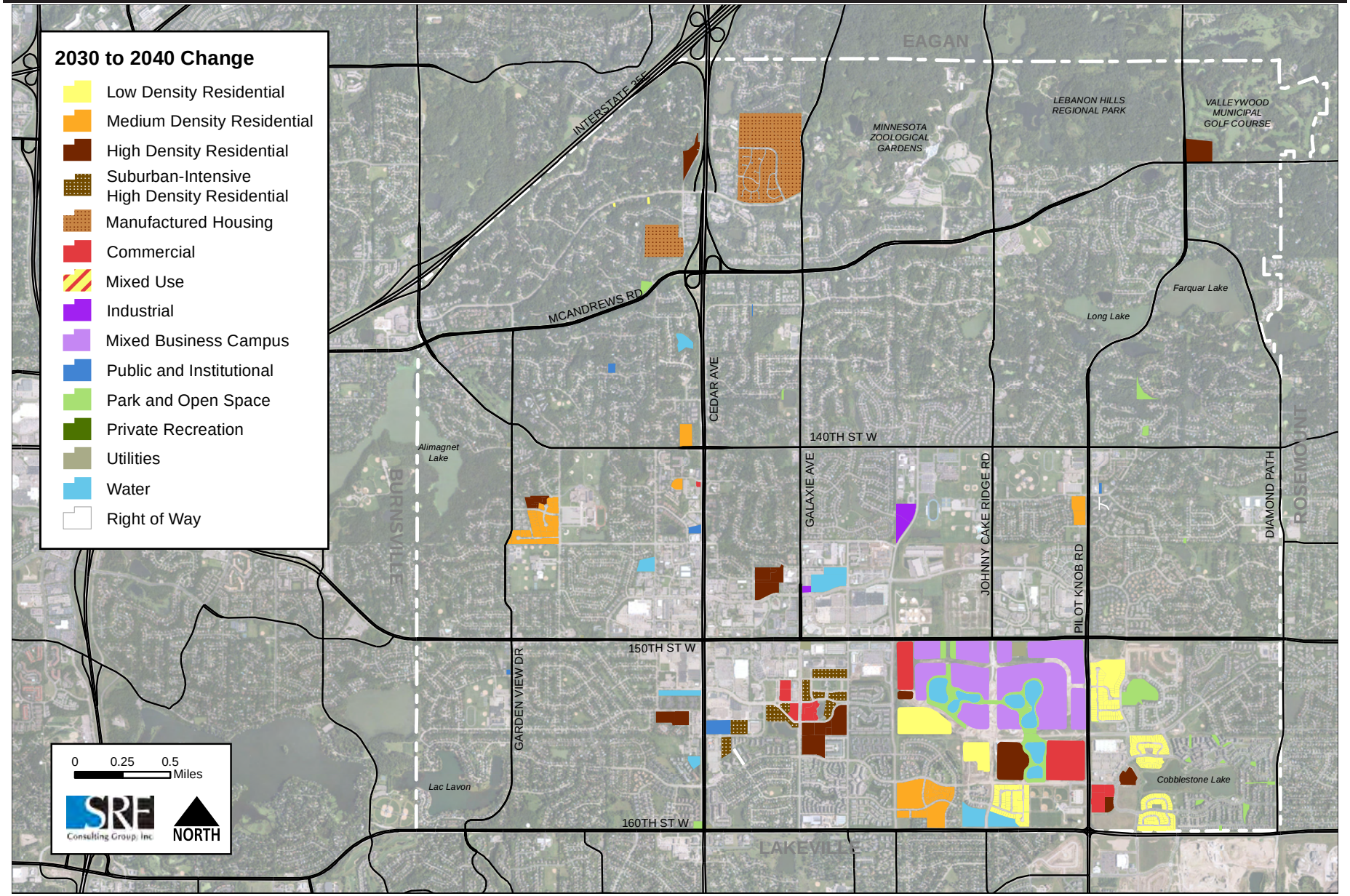


Table 4.1 Future Land Use Categories

Land Use	Acres	% Total
Low Density Residential	4,586	41.0%
Medium Density Residential	554	5.0%
High Density Residential	297	2.7%
Suburban Intensive High Density	37	< 1.0%
Mobile Home Park	108	1.0%
Commercial	539	4.8%
Mixed Use	5	< 1.0%
Industrial	252	2.2%
Mixed Business Campus	164	1.5%
Public/Institutional	489	4.4%
Park and Open Space	1,786	16.0%
Private Recreation	23	< 1.0%
Water	310	2.8%
Right-of-Way	~2,000	18.1%
Total	11,181	100%

Residential Uses

Promoting the public's health, safety, and welfare starts with caring for residential neighborhoods. A variety of residential uses are required to meet the diverse needs of Apple Valley residents. Apple Valley uses low-, medium-, and high-density residential to provide different functions, and strives for an appropriate distribution of these uses to meet the current and forecasted needs and desires of the community. The following text and tables summarize the intent of each residential use, both individually and within the broader land use context. A fuller description is included in the Future Land Use Plan. Housing is discussed in greater detail in Chapter 5.

Low Density Residential (LD)

Use type examples: Single-family detached homes, duplexes, twin homes, townhomes





Low Density Residential (LD) broadly consists of single-family, detached dwellings. This is the single largest land use in Apple Valley. A large base of owner-occupied homes promotes neighborhood stability by reducing resident turnover and encouraging homeowner investment in private property. Low-Density Residential (single-family residential) is the most restrictive zone. Limiting conflicts with high-intensity uses ensures that property values are protected over time. Protected property values help maintain stable neighborhoods and directly benefit local citizens through contributions to the municipal tax base.

Low Density neighborhoods benefit from a variety of services and institutions, including parks, playgrounds, schools, religious institutions, and appropriate-scale commercial. A system of safe and well-designed sidewalks and trails is essential to connect with schools, parks, downtown, and other destinations in the community.

A variety of housing types may be built in Low Density Residential areas including single-family detached dwellings, duplexes, twin homes, townhomes, and other types of attached housing. In the past, housing densities ranged from one-half to 6 units per acre. Today, the Land Use Plan places housing densities in Low Density Residential areas at 2-6 units per acre.

However, the City recognizes that in some cases of infill development when there are severe slopes, mature trees, lakes, wetlands, or existing adjacent residential neighborhoods, it may not be practical to meet the density standard.

The City will use the zoning ordinance and other land use controls to manage this land use category. Most existing single-family residential neighborhoods are zoned R-1, R-2, R-3 or R-CL. Additionally, the R-5 (two-family); M-1, M-2, and M-3 (multiple-family), and PD (planned development)

districts are eligible for this land use category provided that the performance criteria set forth in the zoning ordinance are met.

Medium Density Residential (MD)

Use type examples: Duplexes (side-by-side or stacked), carriage houses, triplexes, fourplexes, bungalow courts, townhomes



Medium Density Residential (MD). Nationwide, alternative single family living options are increasingly becoming an attractive option for aging baby boomers seeking a transition to a living environment that offers independence without the maintenance requirements and property tax bill associated with conventional single family detached housing. In addition, medium-density residential typically provides housing at a lower price point than low-density residential and helps enable the City to meet its share of regional affordable housing requirements.

Medium Density Residential land uses include townhomes, other attached single-family dwellings, and low-rise apartments and condominiums at densities that range from 6-12 units per acre. This designation fits with the M-4, M-5, M-6, and PD zoning districts.

High Density Residential (HD)

Use type examples: Courtyard apartments, cottage flats, conventional apartment building complexes





High Density Residential (HD) consists of attached multifamily housing. The City benefits from high-density development by capitalizing on efficiencies in the provision of infrastructure, services, and attached-building construction, and the increased concentration of taxpayers per unit area. High-density residential neighborhoods benefit from proximity to services such as shopping, transit, daycare, recreation, and other similar uses. Retail shopping centers and service providers likewise benefit from a dense local customer base. Providing these uses near to high-density residential leads to mutual efficiencies and lessens dependence on private vehicles. High-density residential developments should be located where services are currently available and convenient or are expected to be in the future.

Linking people to jobs and services is critical. High-density developments can be leveraged for economic development purposes and suburban transit-oriented development. As such, they are frequently located on high-volume arterial corridors with access to retail and services. Often, high-density residential is considered as a “use” buffer between lower-density residential and higher-intensity commercial or industrial uses. This goal is rational in theory, but care should be taken to ensure that undesirable impacts are not inequitably offloaded onto a greater number of residents. Buffer treatments, including landscaping and building/site orientation, can minimize the impacts of light, noise, and traffic on high-density areas. The strategic location of a row of garages, for example, can shield apartments from the noise and activity of a nearby highway.

High Density Residential areas include multi-

ple-family structures (apartments and condominiums) at densities greater than 12 units per acre to the extent allowed by the zoning ordinance. Developments with densities of up to 40 units per acre are allowed in the areas within and adjacent to the downtown if certain performance standards in the zoning code are met. The HD designation fits with M-7, M-8, and PD zoning districts. High Density Residential requires additional provision of parking, infiltration, and buffering from incompatible uses. Building setback, bulk requirements, lot-coverage requirements, and parking requirements are outlined in the zoning code.

Suburban Intensive High Density Residential (SIHD)

Use type examples: Multiple story apartments, condominiums and cooperative complexes

Suburban Intensive High Density Residential (SIHD) consists of sites that the City has approved for densities greater than 24 unit/acre and most often average 40 units/acre. SIHD is located adjacent to the METRO Red Line transit stations and takes advantage of the products and services conveniently located in the Downtown. The SIHD designation does not increase the density of the parcels shown, but rather recognizes the densities already approved by the City. This land use designation is served with a PD zoning designation.

Manufactured Housing

In the 2040 Comprehensive Plan Update, the City is creating a new land use category called "Manufactured Housing" to recognize and maintain the two existing manufactured neighborhoods in Apple Valley. The two neighborhoods are located adjacent to Cedar Avenue in the north end of the community and may face redevelopment pressure over the course of this plan, especially if connections to transit services are improved. The City intends to maintain the two neighborhoods to ensure unsubsidized affordable housing is available in Apple Valley.

Commercial Land Uses and the Downtown

Commercial

Use type examples: Retail, office, and service-related uses



The Commercial (C) designation includes a wide variety of retail, office, and service uses that vary in intensity and off-site impacts. The City uses the zoning ordinance to regulate the intensity and characteristics of development. Lower-intensity districts include Limited Business and Neighborhood Commercial. Higher-intensity districts include General Business and Retail. In each district, land use and performance standards set parameters for development. Examples include parking, building setbacks, infiltrations, site access, and lot coverage.

The following descriptions provide guidance on the type, character, and location of commercial land uses.

Limited Business

Use type examples: General office and non-retail businesses (e.g. medical offices)



The limited business designation is reserved for general offices and businesses that exclude retail activities. Business operations usually occur within an enclosed building and are generally limited to weekdays. These uses are located adjacent to the retail core of the downtown and may act as a transition to residential neighborhoods. The LB, LB-1, and PD zoning districts are applicable with

this commercial category. Applicable performance standards include:

- High-quality site and architectural design. Building materials are expected to promote pleasing off-site views of the development.
- Buffering and screening to the residential land uses is limited to the parking areas and delivery areas due to limited off-site impacts associated with limited business uses themselves;
- Landscaping shall consist of aesthetic treatment to complement existing vegetation retained on the site, and to enhance building design and soften parking lot areas.
- Significant traffic attracted by the site development shall be generally limited to the morning and evening peak hours with modest levels of off-peak activity. Weekend traffic impacts should be minimal.
- Driveway access points to the use shall be from non-local streets or those designed for primarily non-residential traffic. No direct access to County Road 42 or Cedar Avenue shall be allowed, except as permitted by Dakota County.
- Lighting is limited to parking lot, sign and building illumination designed for customer and employee safety with attention to impacts to adjacent residential uses.

General Business

Use type examples: Large commodity businesses (e.g. car dealership)



General business uses are larger commodity retail services that primarily serve private other business and industrial needs as well as residents. These uses have the potential to create off-site impacts and may not be appropriate adjacent to residential neighborhoods the GB and GB-1 zoning districts accommodate commercial uses within this land use category. Applicable performance standards include:

- High-quality site design and building materials are expected to be used to promote pleasing off-site views of the development.
- Buffering and screening of loading dock and delivery areas from adjacent land uses should be provided due to noise and activity within these areas.
- Landscaping shall be used to provide interruption of long building walls and to soften parking lot areas.
- Traffic impacts are not expected to be as significant as those created by large uses in the Retail district. However, freight traffic is characteristic of uses in this land category. Space for truck maneuvering should be planned for these uses.
- Driveway access points to the development shall be from non-local streets or those designed for primarily non-residential traffic. Direct access should be limited to roadways planned and designed for heavy vehicles. No direct access to County 42 or Cedar Avenue shall be allowed, except as may be permitted by Dakota County.
- Lighting is limited to parking lot, sign and building illumination designed for customer and employee safety. Loading and delivery areas shall be screened from off-site views.

Retail

Retail uses typically encompass the traditional community shopping businesses and occupy much of the downtown area. This commercial land use is intended to accommodate a wide range of goods and service retailers. Off-site impacts include activity, light, noise, and generally higher traffic impacts than other commercial uses. Residential developments are not allowed within this land use category except for those planned in conjunction with a planned development (PD), or within the upper floors of multi-level buildings as a conditional use to ensure that impacts are mitigated. Retail land uses will be zoned RB, SC, and

PD. Applicable performance standards include the following:

- High-quality site and architectural design and building materials are expected to be used to promote pleasing offsite views of the development.
- Development in the downtown area shall adhere to the Downtown Design Guidelines;
- Landscaping shall be installed to provide aesthetic treatment of buildings and to soften parking lot areas;
- Significant traffic impacts during the weekday and weekends is associated with retail development. Traffic studies may be required in conjunction with the review of large developments or high traffic-generating uses that have the potential to threaten the integrity of the existing and planned roadway system. Developments that lower the level of service on adjacent roadways or intersections may be required to install traffic improvements to improve the level of service to its pre-development condition if City approval is granted.
- Driveway access points to the development shall be from non-local streets or those designed for primarily non-residential traffic. No direct access to County Road 42 or Cedar Avenue shall be allowed, except as may be permitted by Dakota County.
- Lighting is limited to parking lot, sign and building illumination designed for customer and employee safety.

Neighborhood Service

Use type examples Neighborhood market, drug store

These uses are defined as limited commercial areas that accommodate the opportunity for a limited amount of convenience retail shops such as grocery and drugstores; residential services such as dry cleaning and daycare; and accessory small offices. These areas are zoned RB and NCC. Applicable performance standards include:

- High-quality site and architectural design and building materials are expected to be used to integrate development into surrounding neighborhoods.
- The scale of development is expected to be limited in size to complement adjacent development and designed with a residential character.
- Parking and delivery areas should be limited to non-residential sides of the development to remove off-site impacts of noise and activity. No uses with drive-up windows shall be allowed if they can't be located/buffered away from residential areas.
- Landscaping shall consist of buffering of adjacent residential uses from parking areas and aesthetic treatment of buildings.
- Traffic impacts from development are intended to localized, as opposed to trips from other community or subregional markets.
- Driveway access to the development shall be directed away from residential homes.
- Lighting is limited to parking lot and building illumination designed for customer and employee safety. Building and parking area lighting shall not be allowed during the time the businesses are closed.
- Given its proximity to residential areas, hours of operation of the use(s) shall be limited.

Industrial and Mixed Business Employment Areas

As explained in the Community Context chapter, Apple Valley has a relative lack of high wage (above the hourly metro average) job opportunities. Therefore, it is important to designate property for the creation of jobs and to expand opportunities for people to live and work in Apple Valley. An overarching vision for the land use plan is to provide opportunities for higher-wage businesses and workers to thrive. The land use plan does this by identifying ample areas that could be developed or redeveloped for business and employment purposes, including manufacturing facilities, office space, research and development sites, and medical and healthcare facilities. The Industrial (IND) and Mixed Business Campus (MBC) districts accommodate many of these uses, and help solidify the City's economic base.

Industrial (IND)

Use type examples: Goods manufacturing, processing, warehousing



Industrial (IND) allows offices, assembly, warehouse, manufacturing, and other similar activities within an enclosed building to limit the amount of dust, noise, odor, and other adverse impacts. The current zoning district categories that regulate industrial uses include I-1, I-2, BP and PD. Performance standards in the Industrial district include the following:

- High-quality site design and building materials are expected to be used to promote pleasing off-site views of the development
- This land use designation shall not be located adjacent to residential land uses without a significant buffer, which consists of distance, berming, heavy landscaping, decorative fences/walls, or a combination thereof as determined by the area characteristics deemed adequate by the City. Loading and delivery areas shall be screened from off-site views.
- Landscaping shall consist of aesthetic treatment to provide interruption of long building walls and to soften parking lot areas.
- Exterior storage of materials and equipment shall be completely enclosed, or screened from all property lines by a fence or wall.
- Personal vehicle traffic impacts from development are not expected to be significant compared to other retail land use categories. However, heavy freight vehicles are characteristic of uses in this land use category. Space for truck and vehicle maneuvering needs to be planned for these uses. Weekend trip attraction to industrial sites should be minimal.
- Driveway access to the development shall be from non-local streets or those designed for primarily non-residential traffic. No direct access to County Road 42 shall be allowed.
- Lighting is limited to parking lot and building illumination designed for employee safety.

Mixed Business Campus (MBC)

Use type examples: Research and development, office park, hospital

Mixed Business Campus (MBC) areas are intended to be high-quality settings for office campus, office with light industrial, office with biomedical manufacturing, health care facilities, health care training, general office, corporate office, and other higher-intensity employment uses.

Mixed retail and commercial service uses that serve the campus and adjacent neighborhoods will be limited in area and to activities that support the employment objectives of the MBC. Some examples of supportive uses include lodging, restaurants, daycare, banking, and other retail uses that may support the campus directly as well as adjacent neighborhoods. Such uses should generally be located along County Road 42.

The mix of uses in the MBC district includes the following:

- 55%-65% office
- 10-20% light industry/manufacturing
- 10% office warehouse/showroom
- 5% commercial and retail uses

As part of the interest in creating mixed-use development, higher-density housing along 153rd Street and generally south to 157th Street would also be considered to complement the most intense office, health, and industrial uses. Multi-family housing could be developed upwards of 40 units per acre and constitute up to 20% of the district total. This modeling is further discussed in the Economic Development Chapter, which references land use percentages, FAR ratios, and job-creation goals.

Mixed Use (MIX)

Use type examples: Live/work units, planned unit development

Mixed Use (MIX) areas contain a mix of retail and service businesses, office, institutional, medium and high-density residential, public uses, and/or park and recreation uses. The uses may be mixed

vertically in a common structure or horizontally in a common, well-defined site or area.

Apple Valley's objectives for Mixed Use are as follows:

- Organize land in a compact and walkable environment
- Ensure that Mixed Use PD site plans include strong, well-defined internal and external multimodal connections, especially for pedestrians and bicyclists.
- Set standards for private development and public improvements that produce enduring quality and enhance the character and identity of Apple Valley.
- Encourage parking strategies that support greater intensity of use, and which promote pedestrian activity in Mixed Use districts.
- Integrate green/open space into Mixed Use areas.
- Improve environmental conditions, such as water quality and energy use, through development incentives.
- Connect Mixed Use areas to public facilities, including transit systems, and to the broader community.

Mixed Use will be implemented through PD zoning. The City will also use design standards and other land use controls to achieve the desired outcomes.

Currently, only two parcels in the Central Villageare designated MIX. The City intends to use the suburban intensive high density designation in areas already approved for high density multiple family development I the Downtown. Mixed Use may be applied in the future in other parts of the Downtown Focus Area and/or the Cedar Avenue Development Corridor to facilitate redevelopment.

Parks, Institutions, and Open Space

Institutions (INST)

Use type examples: Schools, religious institutions, libraries, civic buildings.

Institutions (INST) are public or quasi-public amenities, excluding parks, that greatly impact the character of the community. Although public uses require public investment or donations and do not generate taxes of their own, the value of these amenities is reflected by increasing the value of surrounding properties.

Schools, hospitals, and places of worship give neighborhoods definition. These uses are a source of community pride. They drive residential property values and neighborhood reinvestment. Apple Valley citizens are proud of their strong public school system. The largest institution is the Minnesota Zoo, which is an asset for the entire Twin Cities region.

Government facilities are a prime example of institutional uses. The City Municipal Center, the Dakota County library, the Dakota County Western Services Center (WSC), and the US post office, etc., should be all concentrated in Downtown Apple Valley to best serve the community.

The City seeks to maximize the local benefits of regional park and institutional uses while avoiding expansion or changes in use that have a significant negative impact on adjacent residential properties. Undesirable impacts include traffic, light, and noise. Buffering techniques should be incorporated into the designs of planned institutional and similar land uses that are located adjacent to residential uses.

The implementing zoning districts for institutional properties are the P-Institutional District and the Planned Development (PD) district.









Parks (P)

The Parks (P) designation is applied to all existing public parks, public playfields, trail corridors, and golf courses. Trails are connecting elements, not zones. Property that is intended for park purposes in the future is depicted on the 2040 land use plan map. Future neighborhood parks that result from subdivision development have not been depicted on the map since the exact location of the park will not be known until development occurs. The need and area of future parks are discussed in the Parks Chapter. The provision of parks associated with development require an amendment to the Comprehensive Plan at the time of development review. The zoning districts that accommodate parks are the P-Institutional District and PD.

Private Recreation

A distinction is made between publicly-owned and privately-owned open space. The Apple Valley Golf Course is designated as Private Recreation (PR) to differentiate it from the public park system. The Plan recognizes that the property owner is likely to seek a land use change when the value of selling the land for development exceeds the current revenues received from the golf course. Any change in land use will be reviewed carefully to ensure the proposed new development is compatible with the with the surrounding area and the overall development plans and vision for Apple Valley. The current Institutional zoning designation best reflects the present use and numerous alternative uses may be allowed in the future. The course is surrounded by Low Density residential neighborhoods which will have an interest in any land use change or proposed development. Commercial uses are generally not encouraged unless the uses are integrated in the overall development in a mixed-use, PD-style design.



Water/Pond

Existing lakes and storm water ponds are designated as Water/Pond (W) on the 2040 land use map. The shoreland around Alimagnet, Farquar, and Long Lakes are regulated by a zoning overlay district, which is shown as Shoreland District-SH on the zoning map. Other waterbodies including wetlands and waterways are not designated on the 2040 land use plan but are depicted on maps included in the City's Stormwater Management Plan.

Phasing Plan

The City of Apple Valley is expected to grow until it is fully developed by 2040. Apple Valley is required to provide a development phasing plan that demonstrates the City is capable of providing necessary services and infrastructure to accommodate future growth, and that it can meet its 10-year growth forecasts as well as its affordable housing allocation. Figure 4.8 depicts the development timeline for Apple Valley. Note that Orchard Place will be completed in stages, with most of the development occurring over the latter half of this plan. Other vacant/infill parcels are expected to be developed over the course of the plan.

Figure 4.8 –Development Timeline

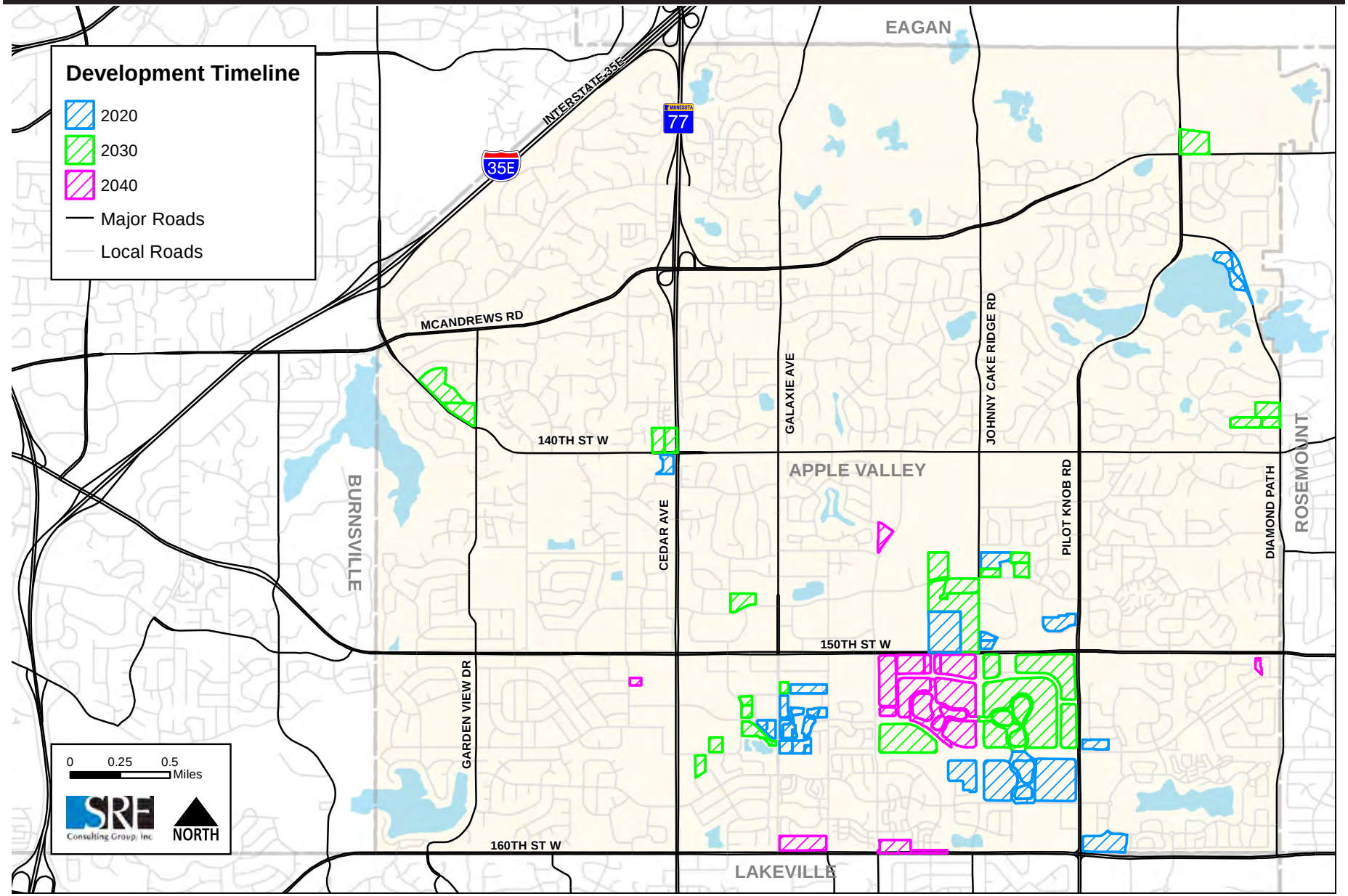


Table 4.2 provides the total number of acres for each land use in 2020, 2030, and 2040. Some uses are phased out (e.g., Sand and Gravel, Rural Residential, and vacant properties) as other uses expand and new uses are introduced (e.g., Mixed Business Campus, Suburban Intensive High Density Residential).

Table 4.2 Development Phasing

Land Use	Existing	2020	2030	2040
Low Density	4,528	4,540	4,586	4,586
Medium Density Residential	517	527	527	543
High Density Residential	253	266	283	286
Suburban Intensive High Density	0	25	32	38
Mobile Home Park	108	108	108	108
Rural Residential	42	34	9	0
Commercial	486	521	523	537
Industrial	187	215	275	284
Mixed Use	15	5	5	5
Mixed Business Campus	0	0	107	161
Public/Institutional	489	489	480	480
Park and Open Space	1,753	1,759	1,768	1,782
Private Recreation	23	23	23	23
Right-of-Way	2,007	2,031	2,055	2,079
Utilities	7	7	7	7
Water	275	284	298	310
Sand and Gravel	413	310	136	0
Agricultural	11	11	11	0
Vacant	144	94	25	6
Totals*	11,258	11,249	11,258	11,235

*Apple Valley contains 11,181 acres. The table totals are not exactly equivalent due to rounding and the GIS clipping method that was used to extract Dakota County parcels within city limits.

Table 4.3 provides a detailed phasing summary of planned residential growth. A range of growth is given based on the minimum and maximum density for each type of residential use. In total, the minimum projection is 1,831 additional housing units, and the maximum projection is 4,448 housing units. As of 2017, the estimated total number of units was 21,745. Met Council forecasts 24,900 households for 2040, a difference of roughly 3,155 units. Apple Valley is expected to meet its household forecast if housing is developed at moderate-to-high densities in the Downtown Opportunity Area. Currently, most high-density housing is being constructed at a minimum density of 40 units per acre in the Downtown. This trend is expected to continue, which is the main reason the City created a new land use designation, Suburban Intensive High Density, with a range of 24-48 units per acre. Expansion of high-density housing will ensure that Apple meets the household forecast as well as the affordable housing requirement.

Table 4.3 Residential Phasing

Land Use	Density Range (Units per Acre)	2020 Increment		2030 Increment		2040 Increment		Total Units
		Acres	Units	Acres	Units	Acres	Units	Units
Low Density	3-6	12	36-72	46	138-276	0	0	174-348
Medium Density Residential	6-12	10	60-120	0	0	16	96	156-312
High Density Residential	12-40	13	156-520	17	204-680	3	36	396-1,320
Suburban Intensive High Density	24-48	25	600-1,200	7	168-336	6	144	912-1,824
Mixed Business Campus	12-40 @ 10% total	0	0	107	128-428	154	65-216	193-644
Totals	NA	60	852	277	638	179	341	1,831-4,448

GENERAL DEVELOPMENT	
Goal 4.1	Direct development to meet the household, social, spiritual, recreational, and professional needs of the City's residents and workforce.
Policies	Prioritized consideration will be given to development proposals that reflect the community needs and desires expressed in the 2040 Comprehensive Plan. Plans that do not meet a significant need will be critically reviewed.
	All new housing developments will be located within one-half mile of a park and connected to the park by sidewalk or trail. Multi-family developments that are not located within one-half mile of a park must incorporate a practical recreation area into their site design.
Goal 4.2	Land use conflicts are minimized to maintain the functional integrity of distinct uses and individual property values.
Policies	Utilize local land use controls to cluster like uses and physically separate or buffer incompatible uses. In general, excessive light, noise, and activity should be directed away from residential neighborhoods.
	The City will review the degree of potential land use incompatibilities based on the objective analysis of potential impacts associated with the specific uses proposed.
	Non-residential parking areas may not be located adjacent to residential uses unless a proper buffer is created.
	The face(s) of buildings containing a drive-up facility (such as a bank teller window) may not be located adjacent to a residential use unless a suitable buffer is approved.
	Adequate buffers should be provided, where feasible, to separate neighborhoods from roadways that carry significant traffic volumes.
Goal 4.3	Apple Valley is a community with strong, cohesive, identifiable neighborhoods.
Policies	Community assets such as schools, community centers, historic buildings, parks, and religious institutions are integral to their neighborhoods and should be maintained in a good state of repair, leveraged for outreach opportunities, and expanded as necessary.
	The City of Apple Valley encourages and supports local neighborhood associations.
	Zoning, buffering, subdivision regulations, and design guidelines should promote unified neighborhood design.
Goal 4.5	Apple Valley's land use plan connects residents to jobs and services.
Policies	High-density residential development will primarily be oriented in and around the Downtown and along high frequency transit corridors, where it is best supported by transit, shopping, daycare, recreation, and other services.
	The City will look for opportunities to mix residential and commercial land uses when appropriate. Mixed uses may occur in common structures and in common areas. Projects should be designed to integrate residential units with commercial uses in a cohesive site plan or building, as warranted.
Goal 4.6	Apple Valley will attract and retain businesses that provide wages above the metro-area average and benefits which can sustain a family.
Policies	The Land Use Plan will be guided to encourage manufacturing, finance, information/technology, medical, bio-medical, and healthcare-related businesses to locate in Apple Valley.
	Mixed-business areas are encouraged to accommodate non-retail commercial development necessary to attract higher-wage businesses.

Goal 4.7	A vibrant, successful Downtown is the primary shopping, service, and activity center in Apple Valley.
Policies	The City will review and amend design guidelines for downtown, and refer to these guidelines to implement the community vision for downtown Apple Valley.
	Encourage taller buildings and more compact site designs Downtown to make the best use of existing infrastructure, facilitate redevelopment, increase the tax efficiency of Downtown parcels, and increase opportunities for pedestrian and bicycle access.
	Increase the number of residents in the Downtown Focus Area to promote activity throughout the day and increase the rate of internal trip capture.
	Downtown should have strong pedestrian, bike, and auto connections to transit services and facilities.
	Strip commercial developments along the major roadways extending from Downtown are discouraged. Financing incentives are primarily directed to the Downtown and includes the Commercial Center and the Employment Center.
REHABILITATION AND REDEVELOPMENT	
Goal 4.8	The City provides a flexible framework to encourage property maintenance and facilitate infill redevelopment and adaptive reuse to sustain an attractive environment and prevent the creation of blight.
Policies	Development of single vacant residential parcels within residential neighborhoods must be compatible in use, size, and scale with adjacent properties
	Improvements to existing homes should be compatible in use, size, and scale with adjacent properties.
	The City uses strategic infill development and redevelopment to improve underutilized properties and neighborhood cohesion, and address housing supply issues.
	The City will review zoning policies that restrict opportunities for redevelopment and reuse of vacant and underutilized parcels, and pursue amendments where necessary.
	The City will encourage redevelopment when properties are no longer cost-effective to maintain.
	As needed, the City will establish redevelopment/rehabilitation programs to guide efforts for City involvement in projects.
	The City will actively monitor the condition of existing buildings for signs of deterioration and to guide public actions in code enforcement, maintenance, rehabilitation, foreclosure response, and redevelopment.
	The City will actively explore options for the replacement of housing units that are displaced by redevelopment or disaster with a similar type, cost, and density of housing within the community, and preferably within the same neighborhood.
	Parcel redevelopment efforts will target aging facilities and underperforming properties as property owners are ready to redevelop.

TRANSIT-ORIENTED DEVELOPMENT	
Goal 4.9	The City will use "suburban-intensive" transit-oriented development to increase appropriate housing opportunities and support a compatible mix of residential, retail commercial, and other commercial uses.
Policies	The City will encourage higher density housing and employment-based land uses that are located within ¼ mile of the Cedar Avenue transitway and the conceptual Country Road 42 transitway.
	The City will plan for an orderly, compact mix of residential, commercial, and employment uses around transit station nodes, emphasizing walkable connections between sites.
Goal 4.10	Downtown development and redevelopment will enhance walking and bicycling in Apple Valley.
Policies	When opportunities arise, the City will create new linkages for roads, trails, and sidewalks in Downtown to break up the existing patterns of super-blocks.
	New and improved linkages to transit corridors will be designed to foster an inviting experience for pedestrians and bicyclists.
Goal 4.11	The City will manage parking supply to reduce the amount of unused surface parking.
Policies	The City will encourage opportunities for shared parking arrangements, new parking ramps, and other schemes to reduce the demand for excessive/unused surface parking.
	The City will evaluate parking requirements for existing commercial uses and actual parking demand for existing commercial development and will adjust requirements if necessary.
INTERGOVERNMENTAL RELATIONS	
Goal 4.12	The City will maintain a cooperative relationship with other governmental, quasi-governmental, and other non-profit organizations that serve the community to advance the vision for Apple Valley, and ensure that the focus of programs, facilities, and specific land uses are reflective of Apple Valley's needs.
Policies	The City will share development efforts with Independent School District #196 and Independent School District #191 on an ongoing basis to coordinate the appropriate sharing of resources and services.
	The City will encourage cooperation and participation with adjacent communities in the review and development of planning and community development activities.
	The City will continue to work with Dakota County and regional agencies in dealing with facility or system improvements and programs.
	The City will partner with State, Regional, and County Economic Development Agencies and foster a positive and supportive role with the Apple Valley Chamber of Commerce and local business organizations.
	The City will continue to support the Dakota County Historical Society and local efforts of the Historical Committee to preserve historically and/or culturally significant buildings and sites in the community.

Energy	
Goal 4.13	The City seeks to minimize energy waste and increase the role of renewables in the public and private sectors.
Policies	The City will actively monitor energy consumption and greenhouse gas emissions to assess efficiencies on an annual basis.
	The City encourages developments to make effective and appropriate use of renewable energy sources, including increased use of distributed solar, wind, geothermal evaluation, biogas, and solid waste utilization.
	The City encourages developments that use recycled materials and/or low-impact materials.
	The City will protect access to renewable energy sources, including solar and wind, that fit with existing land uses and development patterns, enabling land-owners to choose to self-generate energy.
	The City will increase energy resilience for critical facilities such as police, fire, and emergency response centers.
	The City will work to reduce energy demand by educating and incentivizing the public to increase conservation and reduce consumption of electricity and water use.
	The City emphasizes land and roadway development design that minimizes vehicle miles traveled by reducing trip length and increasing the share of trips taken via public transit, car sharing, or active modes.
	The City will encourage electric vehicle charging stations where they are needed and appropriate.