

Bayfront District

SMALL AREA PLAN



CERTIFIED COPY OF RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DULUTH, MINNESOTA

RESOLUTION 10-0123

ADOPTED: MARCH 8, 2010

RESOLVED, that the city council finds the following:

(a) The city council adopted the Duluth comprehensive land use plan on June 26, 2006, via Resolution 06-0491, which outlined the desired arrangement of land uses for the next 20 years and identified sub-areas of the city to be studied in more detail; and

(b) The city planning division has prepared and recommends approval of the Bayfront District small area plan, a land use plan for one of the sub-areas identified in the comprehensive land use plan; and

(c) The city planning division, in the Bayfront District small area plan, proposes to amend the comprehensive land use plan - future land use map; and

(d) The city planning commission has reviewed the Bayfront District small area plan and the proposed future land use map amendment, conducted a public hearing on February 16, 2010, at their regular planning commission meeting and recommends adoption of the small area plan and the proposed future land use map amendments.

BE IT FURTHER RESOLVED, that the Duluth comprehensive land use plan is hereby amended by adding to it the Bayfront District small area plan as identified in Public Document No. 10-0308-18(a).

BE IT FURTHER RESOLVED, that the adopted comprehensive land use plan - future land use map, is amended as identified in Public Document No. 10-0308-18(b) and shown as Map Amendment #1 Bayfront District small area plan, future land use and attached to this resolution.

Resolution 10-0123 was unanimously adopted.

Approved March 8, 2010

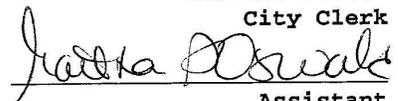
DON NESS, Mayor

I, JEFFREY J. COX, city clerk of the city of Duluth, Minnesota, do hereby certify that I have compared the foregoing resolution passed by the city council on the eighth day of March, 2010, with the original in my custody as city clerk of said city and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said city of Duluth, this 14th day of April, 2010.

JEFFREY J. COX
City Clerk

by



Assistant
CITY OF DULUTH, MINNESOTA

ACKNOWLEDGEMENTS

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Photo courtesy Sandy Hoff



EXECUTIVE SUMMARY

On a summer day not too far away ...

The bike trip back from the Zoo to the Bayfront took less than an hour and it was full of interesting sights along the way. Your family leaves their bikes in the racks near the visitors' center and walks past the boats docked in the transient marina. A cruise ship is also in port today.

The commons area between the marina and the Lafarge marketplace, with its shops and restaurants, has greened up nicely. After stopping for ice cream you step up onto the boards of the Baywalk and notice the Laker gliding under the Lift Bridge and out to Lake Superior. You look up and envy the view the people on the observation deck of the converted cement silos have of the Harbor.



Following the Baywalk, you reach the Bayfront Festival Park and mingle with other Duluthians and visitors where the celebration is in full swing. As the festivities wind down, you retrieve your bikes and peddle between the Great Lakes Aquarium and the DECC over I-35, past the Northern Lights Express train that has just returned to the Depot from the Twin Cities, to the DTA Multimodal Transportation Center where you load your bikes onto the bus and ride back to your home in Lakeside.

What a great day out with the family!

The focus of the Bayfront District Small Area Plan was to examine the existing land use in the area, review the past planning efforts to provide insight into future redevelopment in the area, and recognize new opportunities for development. The purpose of the planning process was to identify and develop recommendations that will allow for the most desirable and appropriate mix of land uses for one of the most visible and distinctive areas in the City of Duluth.

Gleaned from the many previous studies and plans of the Bayfront District are four basic consensus goals which state that the redevelopment of the area:

- ◆ Must contribute to the quality of life for Duluth and the Region;
- ◆ Improve public access to the downtown waterfront;
- ◆ Provide opportunities for economic development, both employment and tax base; and
- ◆ Result in an improvement in the environmental quality of the site and the St. Louis Bay.

These past planning efforts were consistent with recurring themes that support a mix of commercial, residential, recreational, maritime and other publicly accessible amenities and uses in the Bayfront District. Previous and current planning efforts of the Bayfront District have illustrated the importance of this resource to the City and have envisioned the area as a unique destination for both residents and visitors, one that provides improved public access to the waterfront and includes sustainable commercial activities to support its development and continued vitality.

As part of the effort to realize these goals and implement Duluth's citizens' shared vision for the Bayfront District, the "Industrial" classification of the area on the City's Comprehensive Land Use Plan-Future Land Use Map was amended by the Duluth City Council. The Bayfront District Small Area Plan determined that to achieve the goals and the shared public vision for the area the best strategy was to change the current land use category from "Industrial Waterfront" to "Commercial Waterfront." "Commercial Waterfront" will be included in the Mixed Use Waterfront zone district proposed by the new zoning regulations and referenced as the Unified Development Chapter of the City of Duluth Legislative Code (UDC).

ASSESSMENT

Background

The Comprehensive Land Use Plan for the City of Duluth, adopted by the City Council in 2006, included the vision, principles, policies and recommended strategies to guide the City's future development and improvement for the benefit of all its citizens.

A very important component of the Comprehensive Plan is the Future Land Use Map, which is a geographic representation of the City's preferred future land use scenario. During the comprehensive planning process and the creation of the Future Land Use Map, it was acknowledged that there were certain areas of the City that required a higher level of study to determine the most desirable future land use category. The Eastern Port Area, which includes the Bayfront District, was identified as one of these study areas.

A small area plan is a plan that is developed for a clearly defined area and gives more detailed recommendations than would be provided in a comprehensive plan. A small area plan does not replace the comprehensive plan, but rather serves to augment it. The small area plan builds on the goals, policies and implementation strategies in the comprehensive plan to provide a finer level of detail.

Purpose of the Plan

The Bayfront District is the second area of the City to be studied by the City's Planning Division using the "small area plan" format (see description). In contrast to the "Central Entrance-Miller Hill Small Area Plan," the Bayfront District is a relatively small area of approximately 25 acres with only two property owners. Due to its unique location and high visibility, the focus that a small area plan brings is justified. The reasons for conducting the Bayfront District Plan at this time are twofold.

As previously mentioned, the Comprehensive Plan recognized that the Bayfront District was one of the areas of the City that would require additional study to guide possible modifications of the Future Land Use Map. The Duluth Economic Development Authority (DEDA), the owner of the majority of the property, has long wanted to pursue economic development opportunities in the area that do not include industrial activities.

Recent changes include the closure of the Larfarge operation (the last remaining industrial use in the area) and the subsequent purchase of that property by a private commercial developer. There has also been renewed interest by the Minnesota Department of Natural Resources (DNR) in developing a transient boat facility in the area.

To allow for a change in the range of land uses in the Bayfront District, it was necessary for the City to follow the Small Area Plan process. The study of the area in more detail determined whether these recent changes and the future vision for the area would justify, and indeed require, modifications to the City's Comprehensive Land Use Plan-Future Land Use Map.



Bayfront District Small Area Plan Study Area



Aerial photography flown 2007

Prepared by: City of Duluth Planning Division, September 22, 2009. Source: City of Duluth, MnDNR, MnDOT

Study Area Defined

For the purposes of this Small Area Plan, the general geographic area under consideration—referred to in the plan as the “Bayfront District”—is the 25 acre waterfront area lying west of Playfront Park and Bayfront Park, east of the Cutler-Magner property, and from Railroad Street south to the St. Louis Bay, encompassing Slips 2 and 3 (see map on page 3).

Planning Process

The DNR interest in a recreational boating facility as well as the relocation of the Lafarge cement operations to Superior, Wisconsin, and the pending sale of that property prompted the City, DEDA and the DNR to initiate a process for a Small Area Plan for the Bayfront District. The process began in September 2009 with the assignment of Planning Division staff to the project, followed closely by the establishment of a Stakeholders Committee.

Stakeholder Committee

Sharla Gardner, City Council

Mike Akervik, City Planning Commission

Sandy Hoff, Lafarge Property Agent

Larry Killien, DNR NS Harbors Coordinator

Andy McDonald, Metropolitan Interstate Council

Andy McDonough, Port Authority

Gene Shaw, Visit Duluth

Kristi Stokes, Greater Downtown Council

Heidi Timm-Bijold, DEDA

The Stakeholder Committee for this planning process included representatives of the DEDA, City of Duluth Planning Commission, Duluth City Council, Duluth Seaway Port Authority, Lafarge property owners, DNR, Duluth-Superior Metropolitan Interstate Council, Visit Duluth, and the Duluth Greater Downtown Council.

The Stakeholder Committee’s responsibility was to guide and review the elements of the Small

Area Plan effort. The Committee meetings also proved to be sources of additional information as discussions regarding the opportunities for, and interests in, the future redevelopment of the Bayfront District were stimulated by the diverse membership.

Comprehensive Land Use Plan Principles

The twelve Governing Principles that are listed below were adopted at the beginning of the 2006 Comprehensive Land Use Plan process. They were created to provide the foundation and fundamental concepts by which physical planning in the City should take place and were a primary guide to development of the Future Land Use Map. These principles also served as a framework and guide during the development of the Bayfront District Small Area Plan.

The twelve governing principles are:

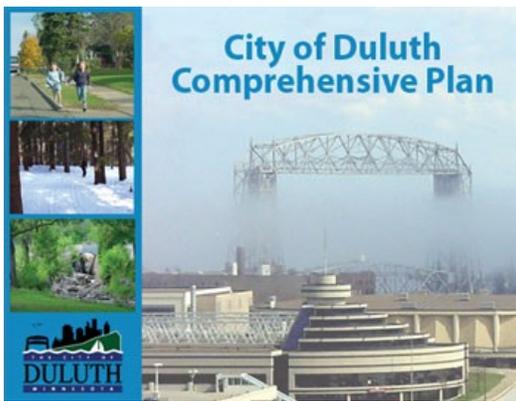
1. Reuse previously developed lands.
2. Declare the necessity and secure the future of undeveloped places.
3. Support traditional economic base.
4. Support emerging economic growth sectors.
5. Strengthen neighborhoods.
6. Reinforce the place-specific.
7. Create and maintain connectivity.
8. Encourage mix of activities, uses and densities.
9. Support private actions that contribute to the public realm.
10. Take sustainable actions.
11. Include consideration for education systems in land use actions.
12. Create efficiencies in delivery of public services.



As a first step in the planning process, Planning Division staff and the Committee reviewed previous plans for the Bayfront District, specifically the four most recent studies/plans (discussed in further detail on page 6). Special attention was paid to the sections regarding the recurring themes and recommendations for redevelopment.

Other relevant issues addressed by the Stakeholder Committee included a review of current and historic land use, demographics, related planning efforts, DNR interests, DEDA requirements, prospective buyer and investment concerns, proposed environmental reviews and connectivity and transportation considerations.

To encourage public input on the development of a Small Area Plan for the Bayfront District, the first public meeting was held on December 2, 2009. Planning staff compiled and reviewed the feedback received from the nearly 80 citizens who participated in the small-group round tables. These discussions focused on elements from previous planning efforts and the identification of new opportunities for the area.



Using the governing principles and policies from the City of Duluth's Comprehensive Plan as the guiding influence, along with the input from the Steering Committee and public, the Planning staff then identified the most appropriate and desirable land use category for the Bayfront District. Those findings and recommendations were then presented to the Steering Committee.

The Steering Committee endorsed the draft recommendations, which were presented at a second public meeting held on January 27, 2010. Additional discussion and feedback generated at that meeting was incorporated by staff into the development of the draft plan. The Draft Plan was presented to the City Planning Commission for its review and public hearing on February 16, 2010. On March 8, 2010, acting on the recommendation of the



Photo courtesy Dave Witt

Planning Commission, the Duluth City Council reviewed and approved the Bayfront District Small Area Plan. The City Council adopted resolution 10-0123 which amended the City's Future Land Use Map to reflect the recommendations of the plan.

Land Use History

The period of early development and shipping in Duluth (1870s to 1920s) was initiated by the cutting of the Minnesota channel in 1872. As a result of the opening of the channel, the waterfront area developed quickly. Early dockage was built over wooden piers with little or no fill added. Businesses in the property area included a coal dock and a variety of warehouses. Slips were platted starting in 1886.

During the height of the shipping and waterfront use period (1920s to 1970s), Duluth had a very busy waterfront. The protected bayfront housed freight depots, warehouses, cement storage, passenger docks, railroad depots and manufacturing, and made an ideal port re-

source for shipping, transport, loading and unloading. Wooden pilings were used to support building above the wetland areas and were then filled in as use increased.

By the 1950s, rail and boat shipping was supplemented by trucking. Buildings located in the Bayfront District included freight warehouses, a freight depot and a wholesale food distributor warehouse and operation facility. The adjacent property to the west was formerly used by the Northern Pacific Railroad for siding tracks with an access road (now referred to as Railroad Street) which served the property and former ship loading facilities on the piers between Slips 2, 3, and 4 (now filled). All three slips were located in what is now the DEDA property.

Post 1970s, a diversification of the adjacent waterfront took place; the types of businesses and uses around the property continued to change to include commercial, entertainment and recreational uses. More public uses developed, such as the construction of the Duluth Entertainment and Convention Center (DECC), the Great Lakes Aquarium, Playfront Park and Bayfront Festival Park. During this period, the buildings in the

Bayfront District became vacant and eventually the structures were demolished and removed. However, the Lafarge property remained active as a cement facility in the middle of the Bayfront District until 2008, when it relocated operations to Superior, Wisconsin. See the Existing Land Use Map on page 7.

Past Planning Efforts

Past planning efforts for the Bayfront District have been extensive. The Stakeholder Committee and Planning staff reviewed the four most recent and predominant planning efforts including: Bayfront Development Analysis and Recommendations (*June 1997*), Harbor Place Strategic Development Plan (*November 1998*), Bayfront Development Task Force “Report to the Mayor” (*July 2000*) and the Bayfront District Master Plan (*May 2002*).

The goals of the Bayfront District Small Area Plan reflect the recommendations of these past planning efforts for continuing redevelop-

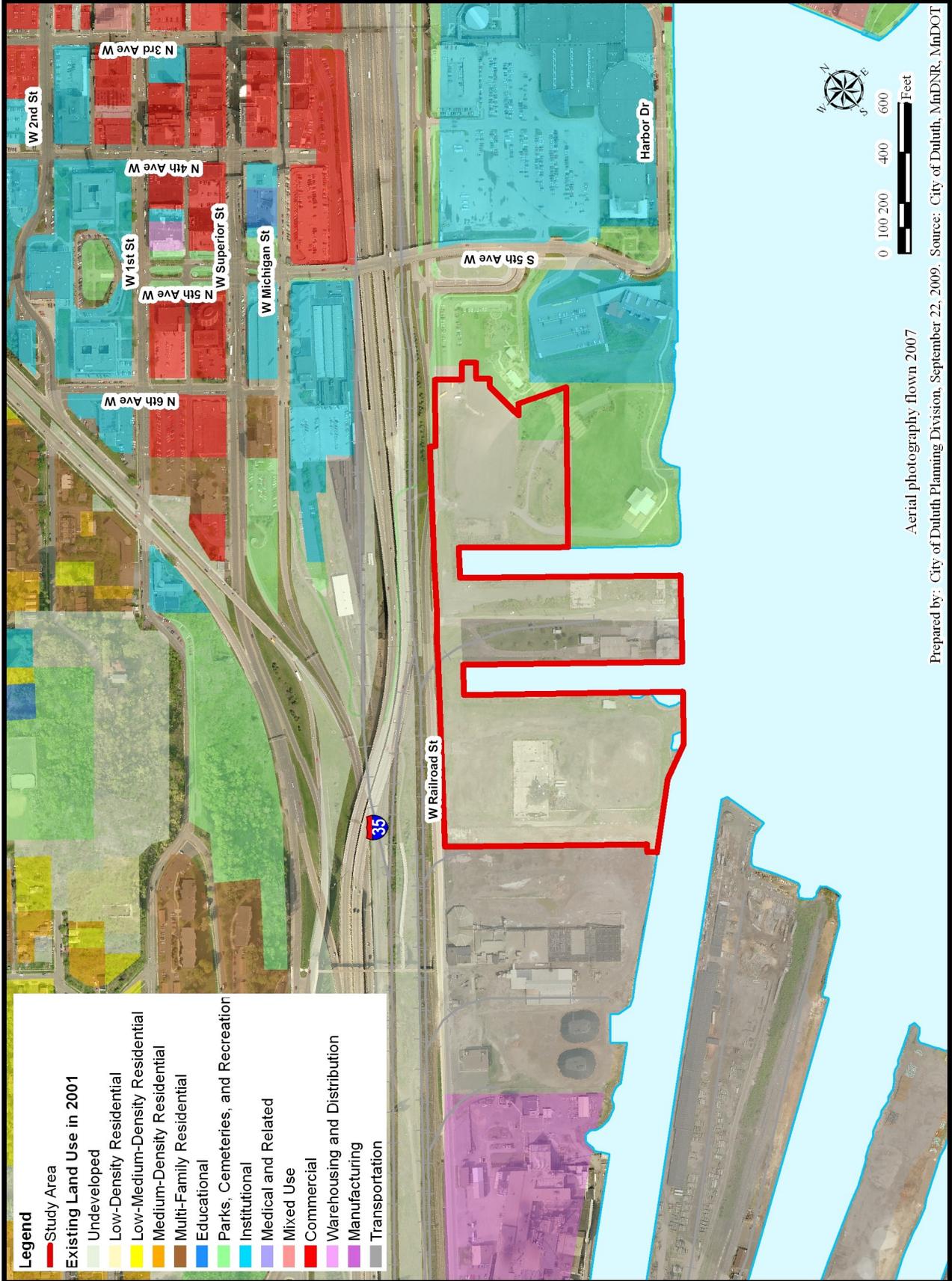
The collage features four overlapping document covers. The top-left cover is for the 'Harbor Place Strategic Development Plan' by the Duluth Economic Development Authority, dated November 1998, prepared by Kohn Pedersen Fox. The bottom-left cover is for the 'Bayfront Development Analysis and Recommendation' prepared by the City of Duluth Planning and Development Department in June 1997. The middle-right cover is the 'Report to the Mayor' by the Bayfront Development Task Force, dated July 2000. The bottom-right cover is the 'Final Report: Bayfront District Master Plan' for the Duluth Economic Development Authority, dated May 20, 2002, prepared by URS | Consulting & Urban Planning & Urban Design.

**Previous plans
for the Bayfront
area were used
in this Small
Area Plan**



Bayfront District Small Area Plan

Existing Land Use



opment of the area. The recommendations of past plans were developed using rigorous public input and an exhaustive public participation process. The current effort does not attempt to “reinvent the wheel” or duplicate these well founded works, but acts as a first implementation step toward their realization.

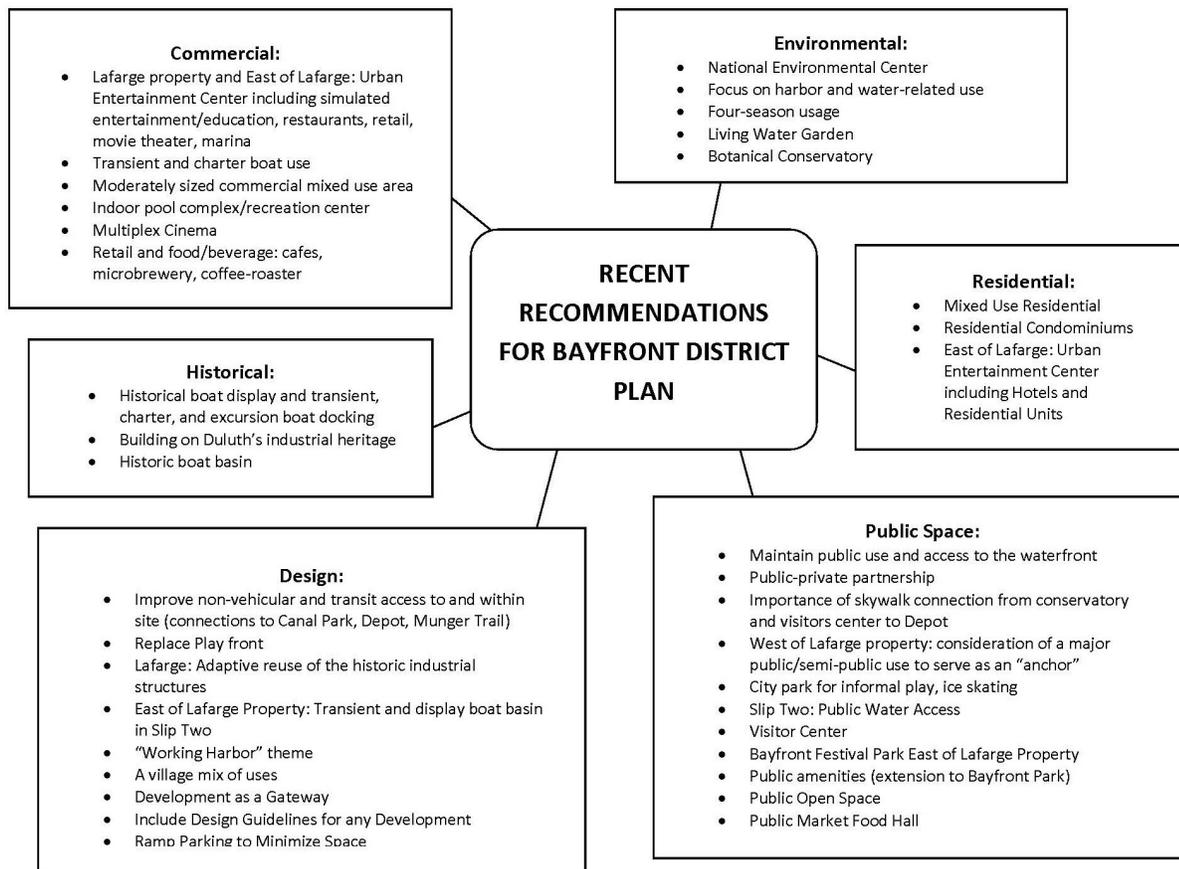
All four of the planning efforts support and recommend the change of land use to a mixture of private waterfront related uses including retail, food and beverage, hotel and residential housing, historic boat display, transient/guest recreational boats, charter and pas-

senger vessels, and excursion boat docking to public amenities such as Lakewalk extension, visitor center, water gardens, arboretums/ winter gardens, and arts facilities.

The chart below lists the recommendations from recent Bayfront District Plans by focus area.

Demographic Trends

The Duluth Downtown Waterfront Plan (1985) established the development vision for the Duluth waterfront, and it continues to evolve as the trends it created strengthen. The Duluth shipping canal, the Aerial Lift Bridge and marine Museum are major attractions to the area. The



Comments from Bayfront District Master Plan, 2002; Report to the Mayor, 2000; HarborPlace Strategic Development Plan, 1998; Bayfront Development Analysis & Recommendation, 1997





tourism-based commercial success of Canal Park and accompanying public venues such as Bayfront Festival Park, the DECC, Aquarium and Lakewalk have complemented the growth and popularity of Duluth as a destination. This trend is anticipated to continue with the future redevelopment of the Bayfront District.

Downtown Duluth is the historic and civic heart of Duluth and the recent emergence of the Canal Park District as a tourist destination further emphasizes the significant role that Downtown Duluth has in the marketplace. A recently completed market analysis of Duluth's retail environment by MXD Development Strategists, Ltd. provides insight into the future revitalization of retail in Duluth's Downtown, and supports the need to improve and enhance the connectivity of the Downtown to Canal Park. Downtown/ Canal Park is currently the preferred location for restaurant dining and entertainment, with the Canal Park area capturing 75% of all tourist shopping, dining and entertainment spending in the City.

Downtown Duluth has seen positive revitalization along Superior Street and a significant in-

crease in residential housing opportunities. With the proposed high speed rail into the Depot and the proposal of a Multimodal Transportation Center by the Duluth Transit Authority (DTA), both located just north of the Bayfront District, this area is anticipated to be very attractive to both residents and visitors.

Water based transportation for both recreational and commercial ventures is increasing. The Great Lakes Commission states that the strongest growth in recent boater registration has been in Minnesota and Wisconsin, and that the average annual economic impact of registered boats is \$3.7 million and \$2.5 million respectively. The rising interest in cruise ships has made Duluth a destination for commercial passenger vessels. Two cruise ships, each vessel accommodating up to 100 passengers, made six trips to Duluth in 2009, and there are current plans for them to make five or six visits each year between 2010 and 2012. The City and Port Authority would like to capitalize on the opportunity to encourage more cruise ships with passengers extending their vacations by a few extra days taking advantage of all Duluth has to offer.

Historic boat displays have also proven to be successful attractions. A recent Tall Ships

event drew record-breaking crowds, as well as economic benefits to Duluth. The magic of waterfront activity and Lake Superior boating opportunities is well documented. However, proper facilities, such as passenger terminals, transient docking, commercial fishing dockage and historic display areas, are lacking as are the facilities required to meet the needs of the U. S. Department of Homeland Security.

It is recognized that at the time of this planning effort, the current economic indicators for the overall economy are struggling to return to their former robust levels, including tourism, employment and the housing market. Development and accompanying funding sources may be more measured than in the past but this step is believed to be essential to laying the necessary groundwork for future investment to take place.

Current Land Use and Zoning

The Comprehensive Land Use Plan, adopted by the City Council in 2006, is the official policy for land use decisions in the City. The Municipal Planning Act provides for zoning as the official control of the land use, and that zoning must comply with the Comprehensive Plan.

The Comprehensive Land Use Plan-Future Land Use Map designates a segment of the eastern portion of the Bayfront District, adjacent to Playfront and Bayfront Festival Parks, as Recreational. It is currently used as undevel-



Photo courtesy Dave Witt

oped parking for those venues. The balance of the area being considered by the Small Area Plan, as illustrated on the Comprehensive Plan Future - Land Use Map (page 16) is designated Industrial Waterfront.

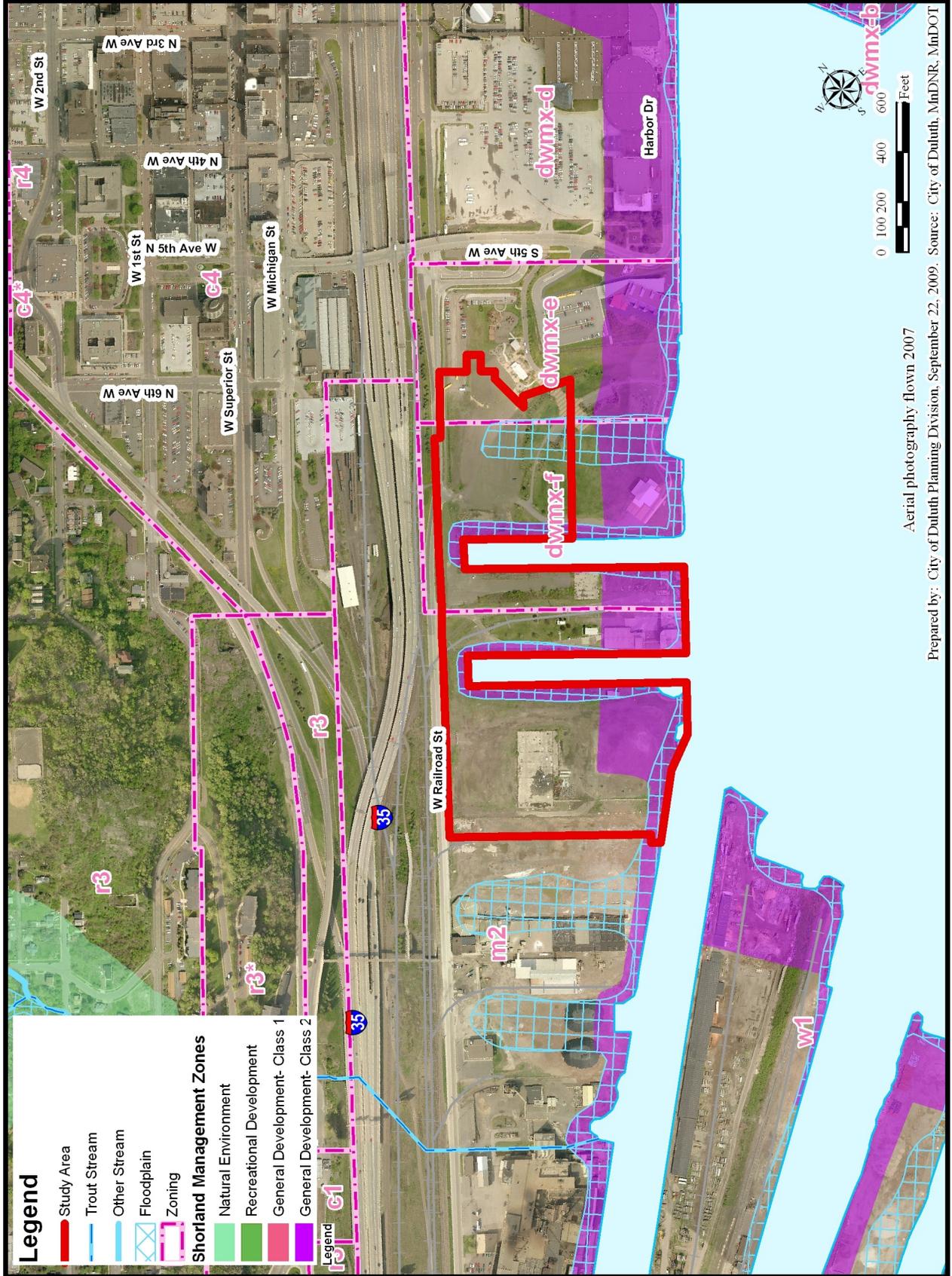
Currently, the area to the East of the Lafarge property is zoned under the Downtown Waterfront Mixed Use-Design District (DWMX), and the balance of the area is zoned M-2, Manufacturing District, a designation primarily reserved for heavy industrial and manufacturing type uses. It has been assumed that the existing zoning has remained in place in order to accommodate the continued industrial operations at Lafarge.

Over the last 15 years, manufacturing uses along much of Duluth's eastern waterfront, including Canal Park, have been replaced with tourism supported uses such as hotels, restaurants, offices, entertainment complexes and public parks. The Bayfront District waterfront area, including Slips 2 and 3, are a natural extension of this evolution and have been consistently recommended for mixed-use growth by the numerous studies and plans previously completed.

Now that the Lafarge facility has been relocated and the remaining property owned by DEDA is largely vacant, this is the opportune time to amend the Comprehensive Plan-Future Land Use Map to a land use category and subsequent zoning classification that will allow for the mixture of uses recognized by past and current public planning processes.



Bayfront District Small Area Plan Land Use Regulations



Aerial photography flown 2007
Prepared by: City of Duluth Planning Division, September 22, 2009. Source: City of Duluth, MnDNR, MnDOT



For a map illustrating the land use regulations currently in place, see page 11.

Transportation

Vehicle access to the area is excellent, as several principal traffic arterials transect across the Downtown area through the District. Interstate 35 is located several hundred feet north of the property with an interchange located at 5th Avenue West. At the northern boundary of the District, Railroad Street connects to Garfield Avenue and the Lincoln Park neighborhood to the west. The DECC, Canal Park and Park Point neighborhood are to the east and south.

The Duluth Shipping Canal and Duluth/Superior Harbor abuts the southern side of the property for the support of water-based trans-



portation modes including recreational and commercial boats and the recent influx of cruise ships.

In light of the renewed interest in reinstating passenger rail service, including the proposal for high speed rail to Duluth, St. Louis County has undertaken the Union Depot Planning Initiative, a master plan for the redevelopment of the Depot buildings and the immediate area around it. Such a redevelopment of the Depot area, and the advent of the DTA's downtown "Multimodal Transportation Center" to be located directly across from the Depot at 5th Avenue West and Michigan Street, will likely have significant impacts on transportation access, especially transit service and the surrounding land uses all within a few blocks of the Bayfront District.

Non-motorized access between the Bayfront District, Downtown, Canal Park and the DECC is problematic because the existing connections over I-35 were designed for automotive use and are not pedestrian or bicycle friendly. The line-of-sight distance to these destinations is deceptive because of the detours required to circumvent both manmade and natural obstacles. However, the planned future extension of the Cross City/Munger Trail to Canal Park, as well as the potential for the Lakewalk/Baywalk extension from the Bayfront Festival Park around and through the Bayfront District, offer opportunities to provide safe connections for these



users. The map on page 13 shows existing and potential future connections.

Environmental Characteristics

The majority of the Bayfront District is a relatively flat and vacant parcel of heavily industrial-impacted land located on the eastern edge of Duluth's industrial waterfront. It is situated on the lower portion of the St. Louis River es-



tuary, adjacent to St. Louis Bay. Activity in the immediate area is characterized by commercial shipping traffic and recreational boating use. To the west, rail and heavy truck traffic bring raw materials to the port for trans-shipment, storage and/or processing. The land was primarily dredged and developed from low-lying marshlands. The reconstructed shoreline and the walls forming Slips 2 and 3 have a mixture of deteriorating sheet piling and concrete walls. Slip 4, to the West of Slip 3, was filled a number of years ago.

There is one vacant small building beside Slip 3 and some former building cement slabs can still be found on the property. The former Lafarge cement manufacturing operation, now vacated, has lime kilns and a limestone loading and unloading dock as well as two cement silos, a smaller office building and a larger warehouse-style structure still remaining on the site.

The harbor represents an abundant natural resource for busy commercial port activities and, with recent progress in water quality, sup-



ports a well established natural recreational environment as well. The proximity to the Duluth entry to St. Louis Bay and the Aerial Lift Bridge, along with access to the waterfront, provide spectacular harbor views.

Due to the former uses of the Bayfront District, as described above, it is reasonable to expect subsurface issues impacting soil and perhaps groundwater. A limited environmental site assessment of the Bayfront District was completed in 2004. It indicated the presence of impacted soil and debris material. Future developments in the Bayfront District will, therefore, require full investigations that result in Minnesota Pollution Control Agency (MPCA) approved work plans for development-based remediation.

The Bayfront District is arguably one of Duluth's prime assets, as is the harbor. Thus, the City and DEDA will require remediation technologies and practices that are sustainable. Such "green remediation" considers all environ-



PLAN RECOMMENDATIONS

mental effects of remediation efforts and incorporates options to maximize net environmental benefit of the cleanup actions.

Vision

Previous and current planning efforts of the Bayfront District have illustrated the importance of this resource to the City. They have envisioned the area as a unique destination for both residents and visitors that provides improved public access to the waterfront and includes sustainable commercial activities to support its development and continued vitality.

Proposed Land Use Designation

As cited earlier, the Bayfront District Small Area Plan was to have a narrower focus than other small area plans. This Plan also relies heavily on previous waterfront area planning efforts and public input to provide insight into the desired future development of the area while recognizing new opportunities. The planning process has resulted in recommendations for changes to the current land use designation category that will allow for the most desirable and appropriate mix of public and private uses of one of the most visible and distinctive areas in the City of Duluth.

The adoption of the City Council of, the Bayfront District Small Area Plan changed the



Comprehensive Plan Future Land Use Map category for the entire area described on page 4 and shown on page 16 be changed from Industrial Waterfront and Recreation to Commercial Waterfront.

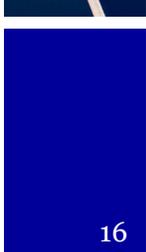
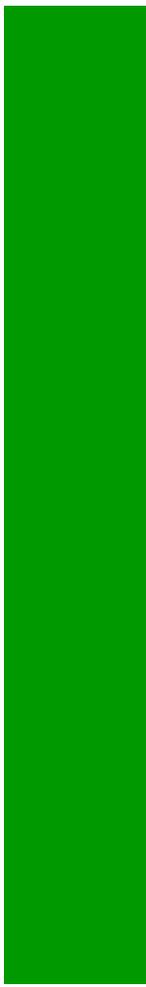
Commercial Waterfront, Defined

In the City's Comprehensive Land Use Plan, the Commercial Waterfront land use category designation is described as follows:

- ◆ Waterfront-dependent commercial uses sometimes mixed with residential or adjacent to higher density residential. Includes tourist or recreation-oriented uses.
- ◆ Commercial areas can be adjacent to industrial waterfront.
- ◆ Abuts other commercial uses and recreation/ preservation areas.
- ◆ Access to regional arterial traffic and (navigable) water access

The amendment of the Future Land Use Map to reflect this recommendation is the first step toward our vision. The second step requires the implementation of the City's new zoning

Bayfront District Small Area Plan Future Land Use



regulations, the Unified Development Chapter of the City of Duluth Legislative Code (UDC). It is anticipated that the UDC will be completed and adopted by the City Council in the summer 2010.

Mixed Use Waterfront, Defined

With the adoption of the UDC, areas of the City with the designation of Commercial Waterfront would be included under the newly created zoning district of **Mixed Use Waterfront (MU-W)**.

The UDC will include standards for all areas of the City, including the Mixed Use Waterfront zone district. Standards that will be addressed include:

Dimensional standards, e.g. minimum lot size, lot frontage, maximum building height and required front, rear and side-yard setbacks.

Development standards, including parking, landscaping (required buffers between differing land uses), signs and lighting.

Design standards, for commercial, mixed-use and residential buildings.

Natural Resources standards, to protect water quality and the environment, which address stormwater, shorelands, flood plains and wetlands.

Permitted Uses by Land Use Category

In the current proposed Public Draft of the UDC, Article 3: Permitted Uses, the activities considered as permitted uses in a **MU-W** Zone District include:

Residential

- ◆ Townhouse Dwelling
- ◆ Multiple Family Dwelling

- ◆ Live-work Dwelling
- ◆ Residential Care facility (6 or Fewer)

Public, Institutional and Civic

- ◆ Club or Lodge
- ◆ Government Administration or Civic Building
- ◆ Museum, Library or Art Gallery
- ◆ Park, Playground or Forest Reserve

Commercial

- ◆ Indoor Entertainment Facility
- ◆ Restaurant
- ◆ Theater
- ◆ Hotel or Motel
- ◆ Bed and Breakfast
- ◆ Seasonal Camp or Cabin
- ◆ Office
- ◆ Marina or Yacht Club
- ◆ Tourist or Trailer Camp
- ◆ Day Care Facility
- ◆ Personal Service or Repair
- ◆ Retail Store
- ◆ Filling Station
- ◆ Parking Lot or Garage

Industrial

- ◆ Research Laboratories
- ◆ Major Utility or Wireless Communication Tower
- ◆ Recycling Collection Point

IMPLEMENTATION PLAN

The following table contains all of the Plan Recommendations organized by type of action needed to implement them, entities identified to implement the recommendations, and a suggested timeline for

Future Land Use Map Amendments

Plan Recommendations	Entity Proposed to Implement	Timeline for Implementation
Amend the Comprehensive Plan-Future Land Use Map categories for the area between Bayfront Festival Park and Interstate 35, currently designated as “Recreational,” and the area lying west of the Playfront Park and Bayfront Park to the eastern boundary of the Cutler-Magner property and St. Louis Bay to the south and encompassing Slips 2 and 3, currently designated as “Industrial Waterfront,” to “Commercial Waterfront.”	City Planning Division/Planning Commission/City Council	Recommended by the Planning Commission on February 16, 2010 and adopted by the City Council on March 8, 2010

UDC (Zoning) Recommendations

Plan Recommendations	Entity Proposed to Implement	Timeline for Implementation
Adopt and implement the Unified Development Chapter of the City of Duluth Legislative Code (UDC), to create the new zone district of Mixed Use Waterfront (MU-W).	City Planning Division/Planning Commission/City Council	Summer 2010
Develop and enforce a set of standards that will be used in the Mixed Use Waterfront zone district including: <ul style="list-style-type: none"> ◆ <i>Dimensional standards</i>, e.g. minimum lot size, lot frontage, maximum building height, and required front, rear and side yard setbacks. ◆ <i>Development standards</i>, including parking, landscaping (required buffers between differing land uses), signs and lighting ◆ <i>Design standards</i>, for commercial, mixed-use and residential buildings ◆ <i>Natural resources standards</i>, to protect water quality and the environment which address stormwater, shorelands, flood plains and wetlands 	City Planning Division/Planning Commission/City Council	Summer 2010
Rezone land designated as “Commercial Waterfront” to Mixed Use Waterfront (MU-W) zone district.	City Planning Division/Planning Commission/City Council	Summer 2010



Transportation Recommendations

Plan Recommendations	Entity Proposed to Implement	Timeline for Implementation
The expansion and improvement of current modes of travel will be very important to the success of new land uses that are anticipated for the Bayfront District. The improvement in connectivity for all modes on the water side of I-35 should provide for safe movement by any and all users: vehicles, pedestrians, bikes, and transit.		
Increase pedestrian and bike connections to and through the area, especially to overcome the obstacle that I-35 presents between Downtown and the Waterfront	City of Duluth/MN-DOT	
Increase public transit—both year-round (city bus) and seasonal (trolley service)—to the Bayfront District and promote increased ridership	Duluth Transit Authority	When warranted and funding becomes available
Support the implementation of the Depot Master Plan which will encourage redevelopment of the Depot area and the accomodation of the Northern Lights Express and North Shore Scenic Railroad	St. Louis County	When warranted and funding becomes available
Support the creation of the Multimodal Transportation Center to improve the connectivity of all modes of travel to the City and Bayfront	Duluth Transit Authority	December 2012

