



Chapter 4

Land Use





Introduction

The Community Vision and Guiding Principles defined in Chapter 3 set the vision for the Comprehensive Plan and guide how the community should grow and evolve over the next 20 years. These elements tie directly to the land use policies established by this chapter, as the City’s primary tool used during the development decision-making process. The **Land Use Plan** identifies places where change is needed and guides the location and development form of future growth. The **Land Use Plan** also serves as the primary tool to guide how and where the community will accommodate an additional 8,600 people, 3,500 households, and 3,400 jobs from 2020 to 2040.

Planning Area

The City of Rogers is designated as both an **Emerging Suburban Edge** and **Diversified Rural** geographic planning areas in the Metropolitan Council’s 2040 Regional Development Framework (**Figure 4.1**).

Emerging Suburban Edge

The **Emerging Suburban Edge** designation applies to communities that are in the early stages of transition from rural to urban development. Generally, less than 40 percent of land has been developed within this designation. **Emerging Suburban Edge** communities should plan and stage development at an average density of 3 to 5 units per net acre. Efforts should also be made within these communities to identify land to support growth while also protecting important resources such as natural and historic resources.

*According to the Metropolitan Council, the **Emerging Suburban Edge** designation represents communities with less than 40% undeveloped land.*

Diversified Rural

Diversified Rural planning geographies are located adjacent to **Emerging Suburban Edge** communities in the urban service area. This designation is intended to protect rural land to maintain rural lifestyles today and maintain the potential for urbanization after 2040. Generally, **Diversified Rural** areas are intended to retain their rural character through the planning horizon of this plan. Growth within a **Diversified Rural** area should be guided in patterns that do not exceed 4 units per 40 acres or a density of 0.1 units per acre.

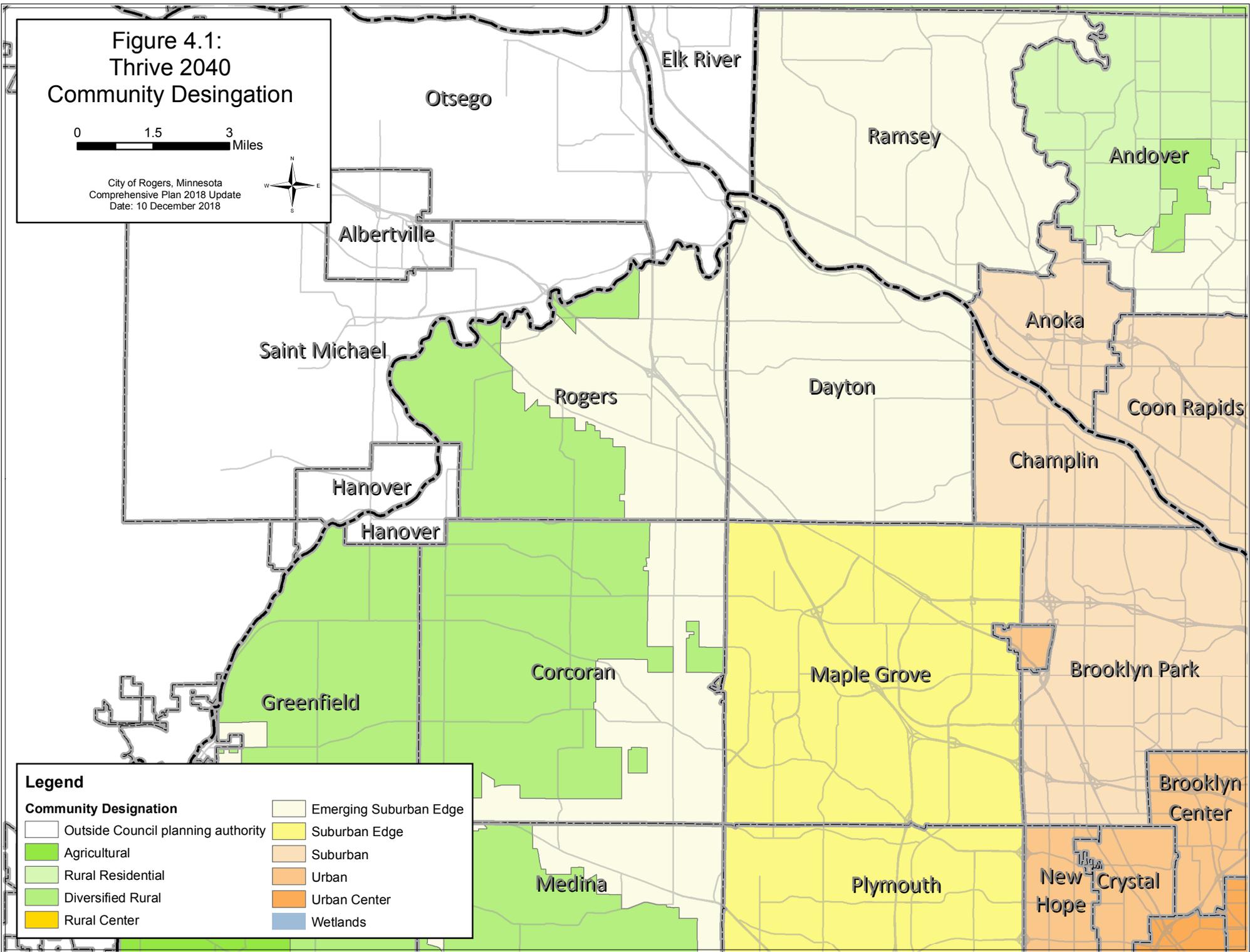
*The **Diversified Rural** designation identifies communities or areas within communities not intended for urbanization within the 2040 planning timeframe.*

For the purposes of the 2040 Comprehensive Plan, the focus of the planning efforts for Rogers is land inside the Rogers utility services boundary. Still, the **Diversified Rural** area has experienced growth pressures before, resulting in the creation of larger lot, rural residential type of developments. The City recognizes there remains development interest in this area on the part of existing landowners, home buyers, investors and developers, especially land adjacent to the services boundary. Thus, the City will use **Rural Residential Flexible Development Standards**, discussed later in this Chapter, will allow for interim land development without inhibiting future urban growth and density expectations of the community.

**Figure 4.1:
Thrive 2040
Community Desingation**

0 1.5 3 Miles

City of Rogers, Minnesota
Comprehensive Plan 2018 Update
Date: 10 December 2018



Legend

Community Designation

- | | |
|------------------------------------|------------------------|
| Outside Council planning authority | Emerging Suburban Edge |
| Agricultural | Suburban Edge |
| Rural Residential | Suburban |
| Diversified Rural | Urban |
| Rural Center | Urban Center |
| | Wetlands |



Land Use Policies & Guidance

The 2040 Land Use Plan serves an important role for City leaders and staff, property owners and developers in determining future development decisions within the community. The implementation of this Land Use Plan will have a direct connection to the character of future development in Rogers. Factors shaping the 2040 Land Use Plan, include:

- Community Profile in (Chapter 2)
- 2040 Vision, Guiding Principles and Strategies (Chapter 3)
- Metropolitan Council Thrive 2040 and Policy Plans for water resources, parks, transportation and housing
- Hennepin County Transportation Systems Plan
- Community input gathered through the public input process and discussions with City leaders and staff
- An understanding of the physical landscape of Rogers and the suitability for certain development types

To assist the City throughout the development process, this chapter includes the following components:

- **Existing Land Use:** Identifies the existing land uses within the community.
- **2040 Land Use Plan:** Defines and locates future land use designations throughout City.
- **Anticipated Growth:** Summarizes population, household and employment projections through 2040.
- **Focus Areas:** Provides a detailed discussion of the characteristics, goals and policies for specific areas of the City. These areas were identified based on discussions with the public, and City leaders and staff.

Existing Land Use

Understanding the existing land uses and development patterns, and opportunities for new growth and redevelopment is key for planning the future of the community. Rogers has a total area of 14,934 acres. An inventory of all existing land uses was completed as part of this Plan. That inventory is described in **Table 4.1** and shown on **Figure 4.2**. The agricultural land use is the primary category within the future land use plan, representing nearly 40 percent of the land area.

Table 4.1: Existing Land Use Breakdown

Land Use	Acres	Percent
Commercial	553.6	3.6%
Industrial	916.3	6.0%
Extractive	124.3	0.8%
Institutional	178.7	1.2%
Low Density Residential	4,099.4	26.7%
High Density Residential	149.5	1.0%
Park and Open Space	2,637.1	17.2%
Agricultural	6,230.2	40.6%
Vacant	399.6	2.6%
Utility/Railroad	64.6	0.4%
TOTAL	15,353.2	100.0%



Commercial

The existing commercial land use identifies retail sales and services uses throughout the community. Specific uses within the commercial land use district include office and business parks, small scale commercial stores, big box commercial and downtown mixed uses.

Industrial

The industrial land use represents warehouse and manufacturing uses throughout the community. These locations represent businesses that serve primarily as places of employment and are not dependent on visitor traffic.

Extractive

The extractive land uses represent existing mining uses within the community. There is one existing mining operation within the community.

Institutional

The existing institutional uses represent public buildings or spaces within the community. These uses include public and governmental uses such as city hall, schools and churches.

Low Density Residential

The existing low density residential land use category represents the single-family housing stock throughout the community. This category represents the lowest density residential land use within the community, ranging from large lot residential development within the growth area to existing subdivisions within the City's core.

High Density Residential

The high density residential category identifies the existing multi-family uses throughout the community. These uses represent the highest density land uses within the community, ranging from townhouses to apartments.

Parks and Open Space

The parks and open space category represent all existing local and regional park and open spaces throughout the community. These uses are a large contributor to the quality of life for residents, providing options for active living and gathering spaces. They can also represent protected natural resources.

Agricultural

The agricultural land use identifies land currently in use for some form of agricultural production. These lands can be used for crop production or livestock grazing.

Vacant

The vacant land use identifies platted parcels of land within the community. These properties are scattered throughout the community and serve as primary locations for development within the 2040 Land Use Plan.



Utility/Railroad

The utility/railroad category represents public utility and rail transportation uses within Rogers. This category can represent electrical substations, treatment facilities, other utility uses, and public transportation uses.

Aggregate Resources

State legislation enacted in 1978 requires local comprehensive plans to address aggregate resources. The law requires communities include local goals, intentions and priorities concerning aggregate resources as part of their land use plan. Aggregate resources known or suspected to be located in and around Rogers are illustrated in **Figure 4.3**. These areas are only made up of one type of aggregate resource: Class 6 – Des Moines Lobe Sand and Gravel, 10 to 40 feet thick, and of moderate to good quality material. The aggregate resources identified in Rogers are located just south of 141st Avenue (CSAH 144). These areas are not being actively mined. Future mining is unlikely due to recent and proposed development.

Extraction of mineral resources has been occurring in the north central part of the community. As mining operations cease in this location, there are opportunities for redevelopment of the site, as shown within the future land use plan. While mining operations continue, the City shall work with property owners to address and minimize potential land use conflicts.

Historic Resources

The Metropolitan Land Planning Act (Minnesota Statutes §473.859, Subd. 2) requires that local comprehensive plans include a section on historic preservation. Historic assets promote community pride and create a sense of community. Several historic sites are identified and described in the Community Profile chapter (**Chapter 2**). As most of these sites fall within the future growth areas, the community is committed to protecting these resources as a link to its past and community identity. The City will conduct assessments of its historical and cultural resources as required for development and redevelopment projects.

**Figure 4.2:
Existing Land Use**

0 0.5 1 Miles

City of Rogers, Minnesota
Comprehensive Plan 2018 Update
Date: 04 October 2019

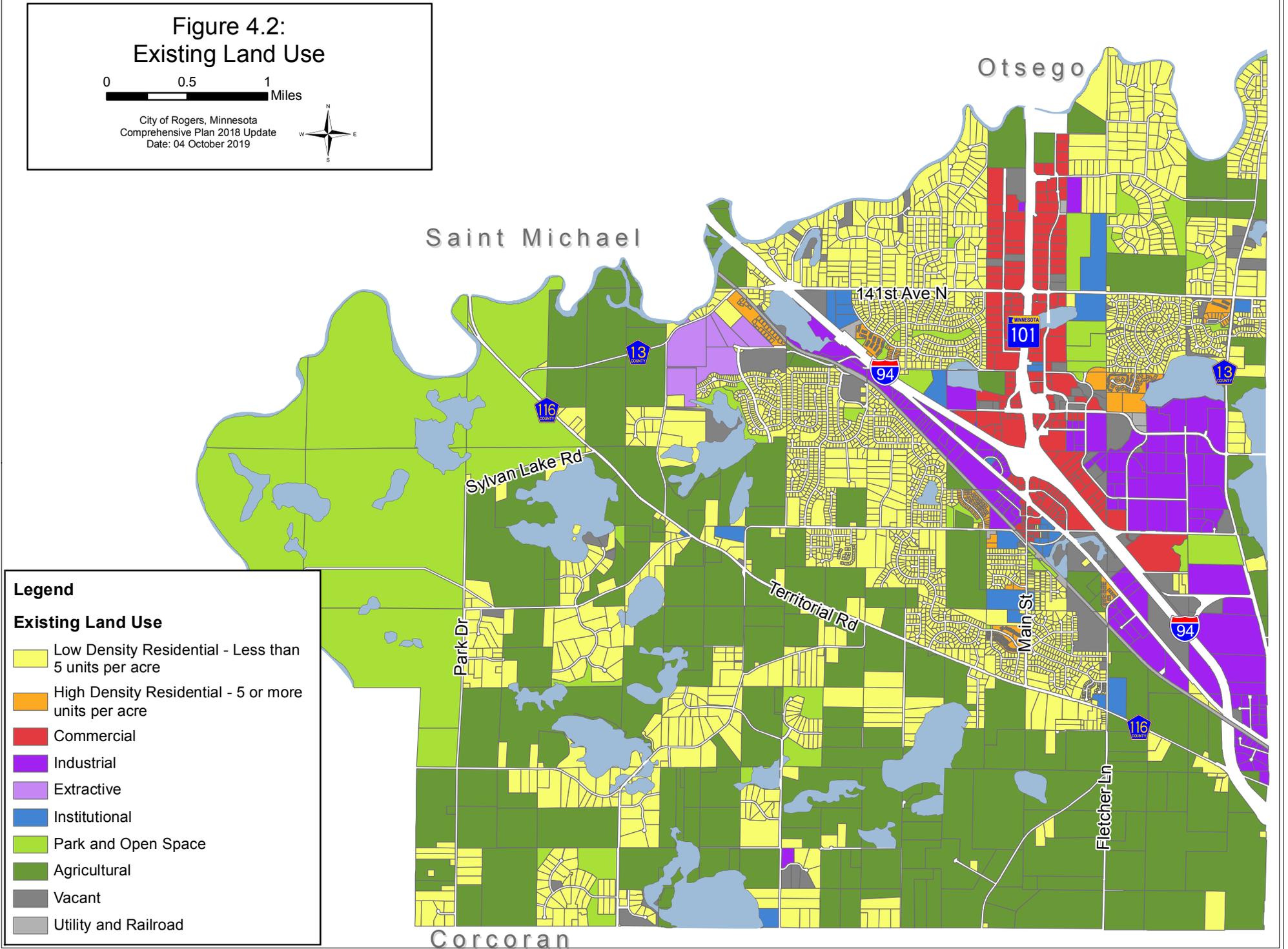
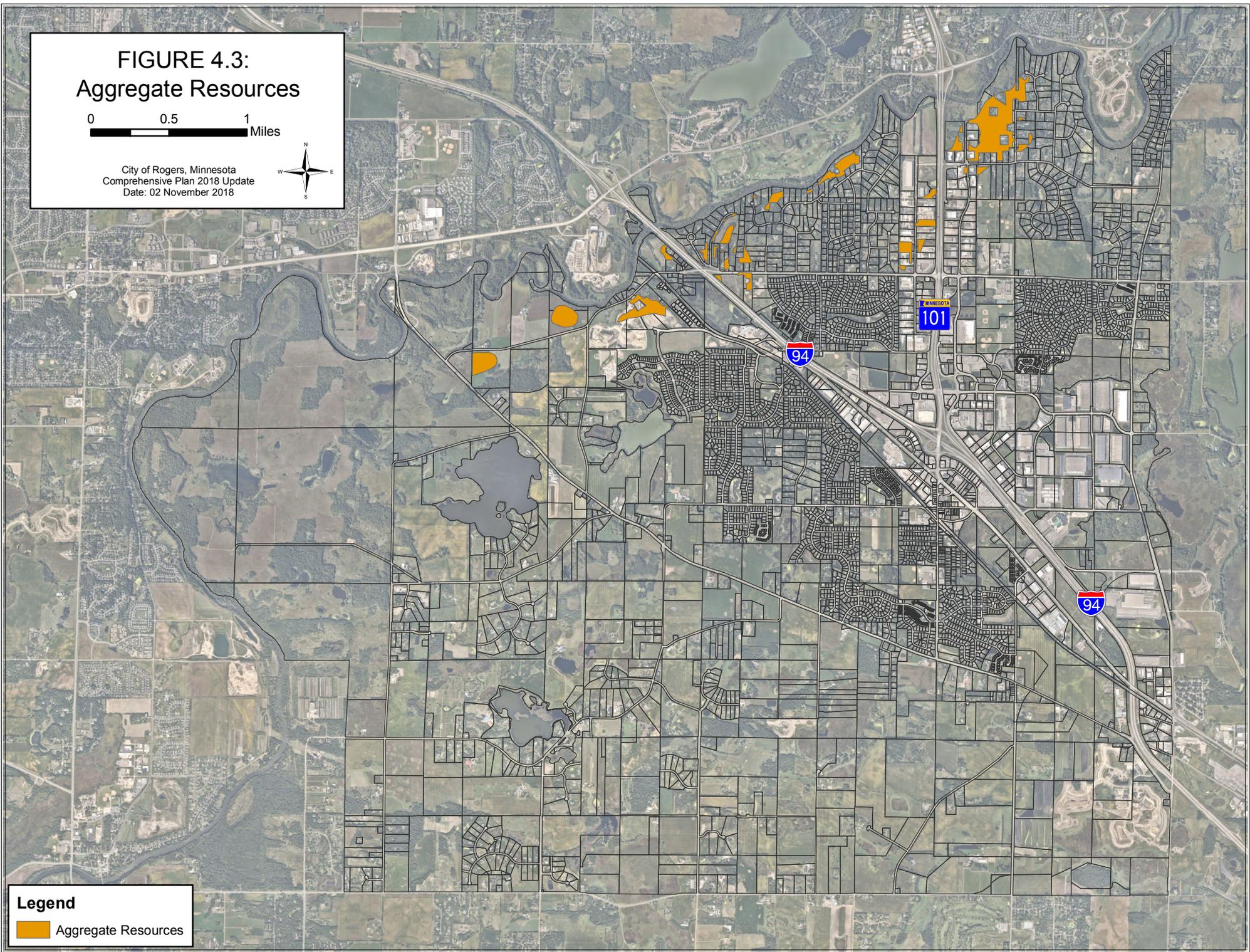


FIGURE 4.3:
Aggregate Resources

0 0.5 1 Miles

City of Rogers, Minnesota
Comprehensive Plan 2018 Update
Date: 02 November 2018



Legend

 Aggregate Resources



2040 Land Use Plan

The 2040 Land Use Plan provides a basis for establishing zoning district boundaries and related regulatory tools for guiding private and public land investment. Changes to this map must be made through the Comprehensive Plan amendment process after careful review of the broader community vision, guiding principles and strategies within this plan.

The total acreage guided for residential and employment uses are more than sufficient to prepare for and satisfy growth projections for Rogers. Therefore, the Future Land Use Map depicts a buildout scenario that is unlikely to be reached by 2040. This provides flexibility for the City to stage growth in preferred sewered areas, while maintaining a reserve of developable space and preserving the integrity of rural areas.

The Land Use Plan contains 15 land use categories, described within this chapter. The amount of land which is designated in each category is summarized in **Table 4.2** and shown on **Figure 4.4**.

Table 4.2: Future Land Use Categories

Land Use	Acres	Percent
Commercial	293.1	1.9%
Industry	842.4	5.5%
Institutional	223.7	1.5%
Mixed Use - Regional	397.4	2.6%
Mixed Use - Downtown	27.6	0.2%
Mixed Use - Neighborhood	230.5	1.5%
Low Density Residential	3,796.5	24.7%
Medium Density Residential	789.3	5.1%
High Density Residential	208.9	1.4%
Mixed Residential	689.4	4.5%
Rural Residential	4,063.9	26.5%
Park and Open Space	2,949.6	19.2%
Protected Resources	269.7	1.8%
Agricultural Preservation	499.0	3.2%
Utility	72.3	0.5%
TOTAL	15,353.2	100.0%

The future land use plan will be used to guide future zoning decisions within the City. Utilizing the future land use plan will assist the City in promoting development that support the long-range vision and goals established in Chapter 3, allows for the efficient extension of utilities and transportation facilities and creates opportunities for complimentary development. In addition to utilizing the 2040 land use designations to guide development, additional considerations should be made when reviewing development. This includes the assessment of the existing landscape and the reduction of impacts from development. Additionally, adjacent development should be considered when development is reviewed, particularly in areas adjacent to other communities. When warranted, buffers or transitional uses should be introduced.

Figure 4.4
2040 Future Land Use

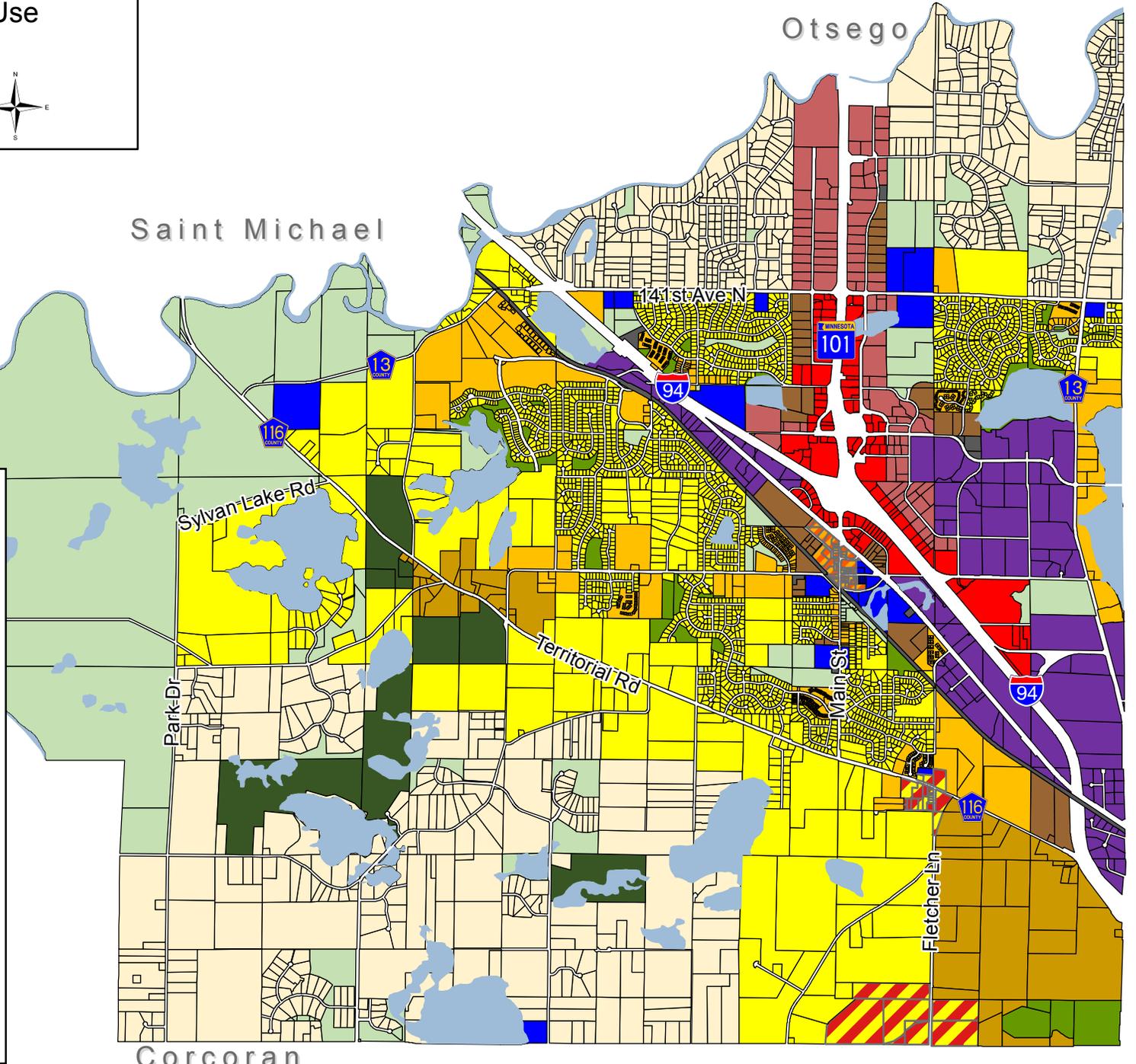
0 0.5 1 Miles

City of Rogers, Minnesota
 Comprehensive Plan 2018 Update
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Legend

-  Rural Residential - 0.10 to 1 unit per acre
-  Low Density Residential - 2 to 6 units per acre
-  Medium Density Residential - 6 to 11 units per acre
-  High Density Residential - 11 to 60 units per acre
-  Mixed Residential - 4 to 15 units per acre
-  Commercial
-  Mixed Use Regional - 8 to 60 units per acre
-  Mixed Use Neighborhood - 3 to 6 units per acre
-  Mixed Use Downtown - 8 to 40 units per acre
-  Industry
-  Institutional
-  Park & Open Space
-  Protected Resources
-  Agriculture Preserve - 1 unit per 40 acres
-  Utility/Railroad





Land Use Categories & Descriptions

Rural Preservation Areas

The Rural Preservation land use categories include strategies for preserving agricultural land within the City of Rogers. These preservation efforts strive to preserve productive agricultural land and allow for rural residential development that does not prohibit future urban growth.

Agricultural Preservation (AG)

The **Agricultural Preservation** land use designation is intended to maintain viable farm operations within the community. This designation identifies the properties that are currently enrolled in the **Agricultural Preserve**, all of which do not have an established exit date. This land use should continue to identify properties with this program. However, when a property owner chooses to exit the agricultural program a new future land use should be identified for the parcel. No development should be permitted within the Agricultural Preserve category outside of agricultural uses. The Agricultural zoning district is the best suited zoning district for this land use category. If residential development is pursued in this category, it should be allowed at a density no greater than 1 unit per 40 acres. This density will allow for limited residential development without prohibiting the future urbanization of the rural area.

Rural Residential (RR)

The **Rural Residential** land use category is the lowest density at **0.10 to 2 unit per net acre** residential land use type within the 2040 Land Use Plan. This designation allows for the development of single-family households within the **Diversified Rural** area, as long as the development is done in a manner that does not prohibit future urbanization. Thus, the goal with any Rural Residential development is to enable future densities of **3.0 units per net acre**. There are many large lot rural residential subdivision that are present throughout the community. These existing uses are still in compliance; however, the manner that future development is permitted within this area should be reviewed.

Historically, the City of Rogers has managed this growth through two rural estate zoning districts that allow for single-family development on 2-acre and 5-acre lots. Additional tools and strategies have been identified to create flexibility yet manage growth in these the **Diversified Rural** areas. Those strategies shall be discussed in the **Rural Residential Flexible Development Standards** section later on.

Residential Districts

The Residential land use categories provide for a large portion of the existing and future household growth within the City of Rogers. These categories represent residential uses that range in density from 2 to 60 units per acre. The City may consider allowing a higher maximum density per net acre for a proposed development if that development satisfies development policy, community vision and specific housing types identified as a priority by the City. All development in this category shall be connected to city sanitary and water services.

Low Density Residential

The **Low-Density Residential** land use category provides for the lowest urbanized density residential development within the City. Densities within this designation should range from **2 to 6 units per net acre**. Residential housing styles within this category should include primarily single-family residential units. Larger two-family developments may also be achieved within this land use, provided the required densities are met.



Future **Low Density Residential** growth is identified throughout the City's growth area. This includes the infill of vacant parcels within existing subdivisions. A majority of the future low-density growth is guided to the south and west of the urbanized area. These locations are suited for development as the transportation and infrastructure network is extended from the current core to service the growth areas.

Medium Density Residential

The **Medium-Density Residential** land use category provides for a mix of residential development types at a density of **6 to 11 units per net acre**. Residential units in this category include a range of housing types from rowhouses and townhomes to duplexes and smaller lot detached single-family homes. The intent of this category is to encourage a mix of housing types and styles.

Future **Medium Density Residential** growth is located in key locations throughout the City's growth area. As identified on the 2040 Land Use Plan, **Medium Density Residential** is located in areas with access to transportation corridors and nearby amenities and services. This land use can serve as a transitional use between lower density residential and higher intensity residential and commercial uses.

High Density Residential

High Density Residential uses include a range of housing types that cater to people's housing preferences during different lifecycle stages and are located near desirable community amenities. The intent of this category is to encourage higher density housing options that are supported by convenient access to amenities such as transit, local shops and services, parks, trails and schools. The most common housing types that fit this category are apartments, stacked townhouses, lofts and flats. The density range for this residential category is **11 to 60 dwelling units per net acre**. The City may consider increasing the maximum density by a maximum of 20% if a development satisfies development policy, community vision and specific housing goals (i.e. affordable housing).

Future **High Density Residential** land uses are identified within the existing urban core, with access to jobs and services and a connected transportation system. Redevelopment along the TH 101 corridor provides opportunity to increase density within the existing urbanized area, while serving as a transition between commercial and employment centers and existing residential development.

Mixed Residential

The **Mixed Residential** land use category is a new category for the 2040 land use plan. The intent of this district is to provide for a diverse range of housing types and styles, allowing for a combination of development from the other three residential land use categories. The use of a Planned Unit Development (PUD) within this land use designation allows for the developer and City to work together to achieve a diverse development that includes a range of residential uses with a **density of 4 to 15 units per acre**.

Two locations have been identified for the **Mixed Residential** category. The first area is in the southeast corner of the City between CR 116 and Brockton Lane (CSAH 101) with future access to I-94 via a soon-to-be-constructed interchange, known locally as Dayton Parkway. The second location is at the intersection of Territorial Road and Tucker Road. This location was identified as the land guided as Mixed Residential is at the intersection of a major connector roadway between I-94 and Wright County and a connection to Downtown Rogers. It is also an identified municipal utility extension corridor.



Business and Employment Areas

The land uses within the business and employment areas represent employment centers within the community. These land uses provide locations for business, retail, and manufacturing opportunities within the community.

Commercial

Commercial uses include community and regional scale retail and service. Commercial land uses should be located in places with good accessibility to the regional highway system as well as to alternative roadway access points that provide convenient access for the local community. Commercial nodes should be sized to accommodate a critical mass of uses that create a strong and vibrant commercial center.

The **Commercial** land use category also includes business and office development within the City. Business and office development within the commercial category are intended to achieve a high-quality development pattern with primary emphasis on job creation, tax base and development amenities. Business campus uses should be located in close proximity to regional roadways that will provide convenient access for community and regional traffic. High quality site and building design elements, such as green open spaces, water features, boulevard streets and street-oriented buildings, should be incorporated into business campus uses. Commercial land uses have been focused to one primary area within the 2040 land use plan.

Industrial

Industrial uses include manufacturing, assembly, processing, warehousing and distribution uses. Industrial districts should be located to take advantage of good access to the regional roadway system with limited traffic circulation through residential and pedestrian-oriented areas. The City's two primary industrial areas are located on Industrial Boulevard (CSAH 81) and in the large industrial park located north of I-94 and east of TH 101. These locations provide a range of lot sizes to support industrial operations of various intensity.

Mixed-Use Districts

The Mixed-Use Districts provide three land uses that provide for a range of land uses within the same development type. Uses in these categories can include a mix of residential, industrial, and commercial uses within the same building (stacked mixed-use) or within the same development (side-by-side mixed-use). Similarly to the residential categories, densities have been established within each of the three districts to guide household development that meets the needs of the community. The City may consider allowing a higher maximum density per net acre for a proposed development if that development satisfies development policy, community vision and specific housing types identified as a priority by the City.

Mixed-Use Regional

Mixed-Use Regional is intended to be more of a commercial and office-oriented land use pattern tailored not only to the community but to the larger metropolitan region. These districts should have excellent accessibility and visibility from the regional highway system. Uses may include commercial, office, light industry, institutional, limited mid and high density residential at densities from 8 to 60 units per net acre, and park uses. Residential uses should generally not exceed 40 percent of the **Mixed-Use Regional** area. The City may consider increasing the maximum density by 20 percent if a development satisfies development policy, community vision and specific housing goals (i.e. affordable housing). Employment uses within this district can include a wide range of development types, including retail stores, office developments, research and development, high tech and bio medical, corporate campuses, and light manufacturing.



Development may be either vertically or horizontally designed in order to offer flexibility within the marketplace. The City envisions taller building heights, incorporating either vertical or horizontal mixed uses, to encourage land use efficiency. Taller buildings create a critical mass of uses, greater tax base, greater job base, and a smaller footprint on the land. Such a development pattern also ensures a more sustainable, enduring approach to commercial development. It is important to note that 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.

The **Mixed-Use Regional** category has been located primarily north of I-94 along the TH 101 corridor to guide an increased intensity of development along the corridor. The placement of this land use category along the corridor allows for an increase in potential development types, while introducing the potential for residential development within the City's existing commercial core.

Mixed-Use Downtown

Mixed-Use Downtown is intended to encourage a mix of uses that are typically found in traditional downtowns, including retail, services, entertainment, civic, institutional, offices, and mid- and high-density housing. Along Main Street, between John Deere Lane and the railroad tracks, the goal is to maintain the commercial fronts and building heights by reusing the existing historic buildings, where possible, and seek opportunities for mixed use buildings, whether multi-story or of horizontal orientation, as infill development opportunities on vacant, blighted and/or underutilized properties. The mix of uses may include retail and services at street level with residential or office uses above or beside the commercial use. Mixing uses in downtown supports economic activity and helps create a walkable downtown environment by maximizing the square footage of commercial space that is directly accessible from the street.

The properties surrounding the core downtown area are guided as High Density Residential, and land uses that support civic, office and institutional uses. The density range for residential uses in this mixed-use category is **8 to 40 dwelling units per net acre**. Residential uses should generally **not exceed 40 percent** of the **Mixed-Use Downtown** area. The City may consider increasing the maximum density by 20 percent if a development satisfies development policy, community vision and specific housing goals (i.e. affordable housing). The **Mixed-Use Downtown** category is located within existing downtown area, which is future described in the Downtown and Triangle Park Focus Area.

Mixed-Use Neighborhood

Mixed-Use Neighborhood is intended to provide a flexible land use category that would accommodate residential or a node of service commercial where market forces might present such an opportunity. The scale of neighborhood nodes should not exceed 10 to 15 acres. A similar sized shopping node for comparison purposes is the 101 Market Place located at TH 101 and 141st Avenue (CSAH 144). Residential uses consisting of small lot single family and limited attached housing with densities ranging from **3 to 6 units per net acre** should be considered in mixed use neighborhood nodes. Residential uses should generally **not exceed 60 percent** of the **Mixed-Use Downtown** area. Proximity of mixed-use neighborhood nodes should generally be at key roadway intersections that would support good roadway access. The nodes should also be connected by the regional trail system to support pedestrian access to services from nearby neighborhoods.

The Mixed-Use Neighborhood land use is located in two areas within the 2040 land use plan. The first node is located on the corner of Territorial Road (CSAH 116) and Fletcher Lane (CR 116). This area provides for the potential development of a commercial node within a key residential growth area with a variety of densities and development types. The second area is located along the southern boundary of the City, at the intersection of



Fletcher Lane (CR 116) and 109th Avenue (CR 117) extension. Providing additional development options within the southern growth areas of the City.

Business and Employment Development Standards

Similar to residential densities, the land consumption of commercial and industrial uses should also be reviewed as development is pursued. Floor area ratio (or FAR) can be used to regulate the building floor space allowed within the net land area. Reviewing the allowed FAR by land use category allows for an assessment of the building area that can be developed within future growth areas. FAR is measured by a ratio of building area to lot area. For example, a commercial building of approximately 15,000 square feet on a 1.5 acre lot has a FAR of 0.25. A FAR of 1.0 or great represents a multistory structure or a building with 100% lot coverage. The FAR ranges that should be considered with each of the business and employment land uses are outlined in **Table 4.3**.

Table 4.3: Business and Employment Development FAR Ranges

Land Use	FAR Range		
Commercial	0.20	to	1.0
Industry	0.20	to	0.60
Mixed-Use Regional	0.25	to	2.0
Mixed-Use Downtown	0.50	to	4.0
Mixed-Use Neighborhood	0.20	to	1.0

Public Facilities & Amenities

The remaining land use categories fall within the Public Facilities and Amenities category. These land uses include primarily public owned properties that provide services and amenities to the general public.

Institutional

Institutional includes government facilities, schools, churches, cemeteries and other public/semi-public uses. These uses may be neighborhood focal points and help provide neighborhood definition. Many provide places for community activities.

As a quickly growing community, Rogers anticipates that some schools will expand and new school facilities will open within the horizon of this plan. However, no specific locations have been determined. The City intends to work cooperatively and proactively with local school districts to plan for new facilities as needs arise and prepare for necessary utilities, transportation facilities, and other needs. Rogers’ zoning ordinance permits schools and churches to locate within residential districts.

Park & Open Space

Park and Open Space land use includes active and passive lands that area part of the City’s park system, are protected open space areas, or are part of the Three Rivers Park District System. Open space uses include natural resource protection or buffer areas, stormwater drainage areas, and preservation of unaltered land in its natural state for environmental or aesthetic purposes. To determine net acreage available for future development, a 50-foot buffer was created around lakes and wetlands. This buffered area reflects requirements for development setbacks from sensitive water features. The buffered acreage is included in the **Park and Open Space** land use category.



Protected Resources

The **Protected Resources** category identifies specific natural resources that should be preserved within the community as community and natural treasures. These areas are not defined as **Park and Open Space** because they warrant the special protection due to their existing natural features.

Railway & Utility

Railway includes right-of-way utilized for public and private railroad related activities. **Utility** uses include public and private utilities such as power stations, sub-stations, water towers, and major stormwater ponds

Rural Residential Flexible Development Standards

The Metropolitan Council adopted the *Flexible Residential Development Ordinance Guidelines for Diversified Rural Area* in 2008 that identifies factors when residential development at densities of greater than **4 units per 40 acres** is pursued in the **Diversified Rural** area. Employing these standards enables intermediate development to occur without compromising the City's ability to accommodate post 2040 growth and future extension of urban utility services. The underlying goal is to ensure the future development can achieve an overall density of **3.0 units per net acre**. The ability to achieve future urban densities shall depend on the proposed intermediate development satisfying specific guidelines. Generally, the City shall establish guidelines that will protect future urbanization parcels through development agreements, easements, covenants and/or deed restrictions, and ghost platting of the entire development site to demonstrate further subdivision and delivery of urban services. To effectively employ the Flexible Residential Design Standards, the City will need to develop an applicable zoning ordinance that establishes all development guidelines. Development types that may be established by ordinance and pursued within the **Rural Residential** designation include:

Traditional Rural Cluster

This traditional form of cluster development allows for the subdivision of a larger parcel with a single-family home to create additional smaller lots for residential development. When the smaller lots are properly located and designed, the traditional rural cluster development reserves the remainder of the lot for urbanization and provides options for the provision of urban services to the new lots.

Rural Cluster Development

The rural cluster development form allows for the development of residential units in a manner that preserves natural resources and large open spaces throughout a development as common open spaces, while allowing for the same number of lots as traditional development. This development style is achieved through the subdivision of smaller residential lots with the remainder of the development area reserved as common open space.



Figure 4.5: Traditional Rural Cluster

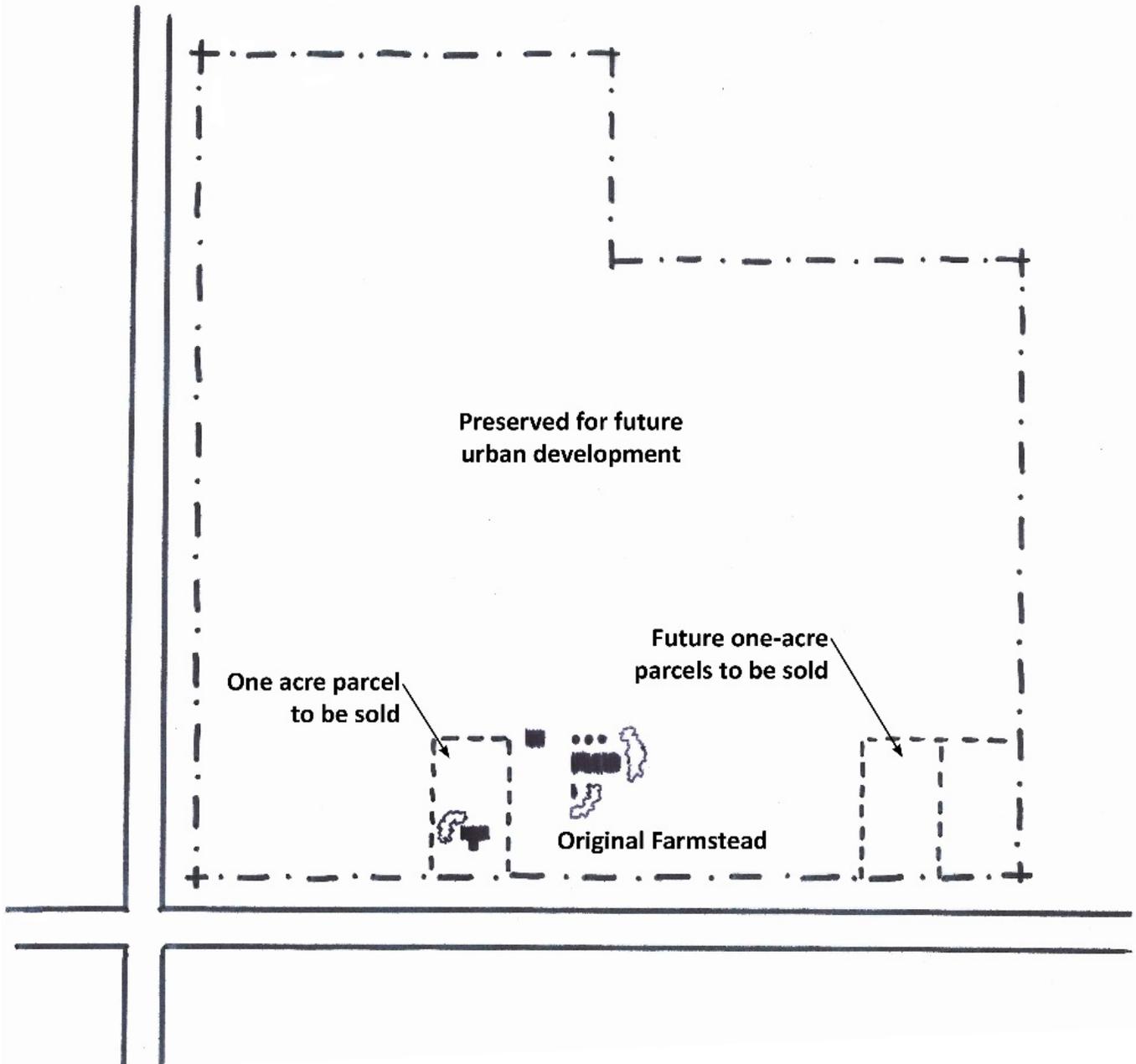
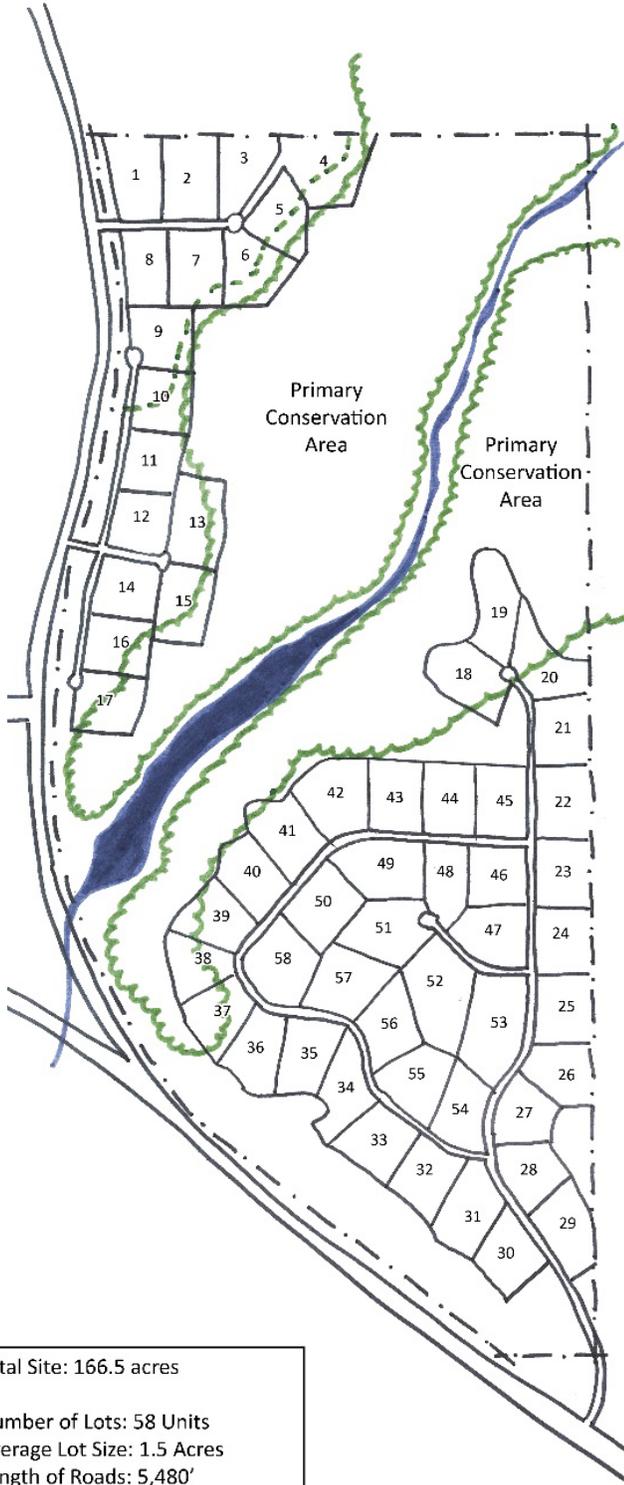
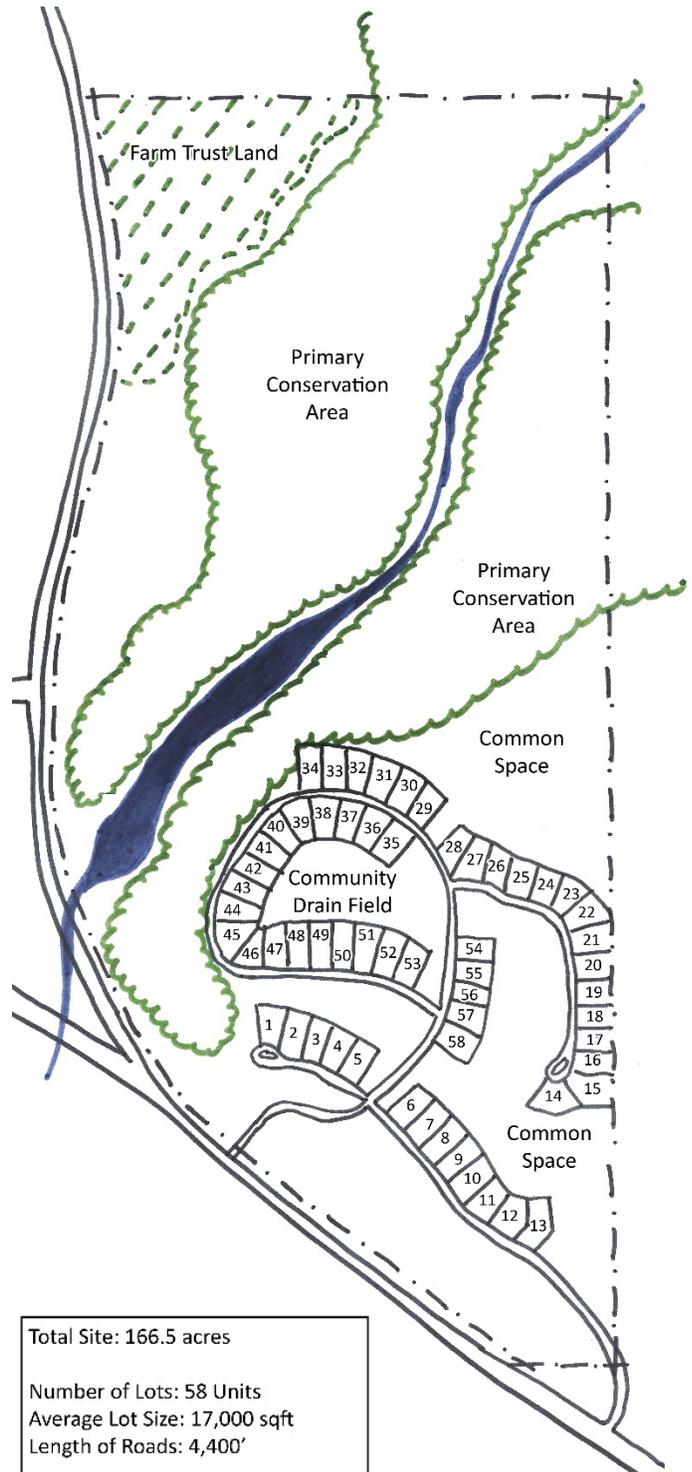




Figure 4.6: Rural Cluster Development



Total Site: 166.5 acres
 Number of Lots: 58 Units
 Average Lot Size: 1.5 Acres
 Length of Roads: 5,480'
 Preserved Farm Land: 0 Acres
 Preserved Open Space: 68.5 Acres



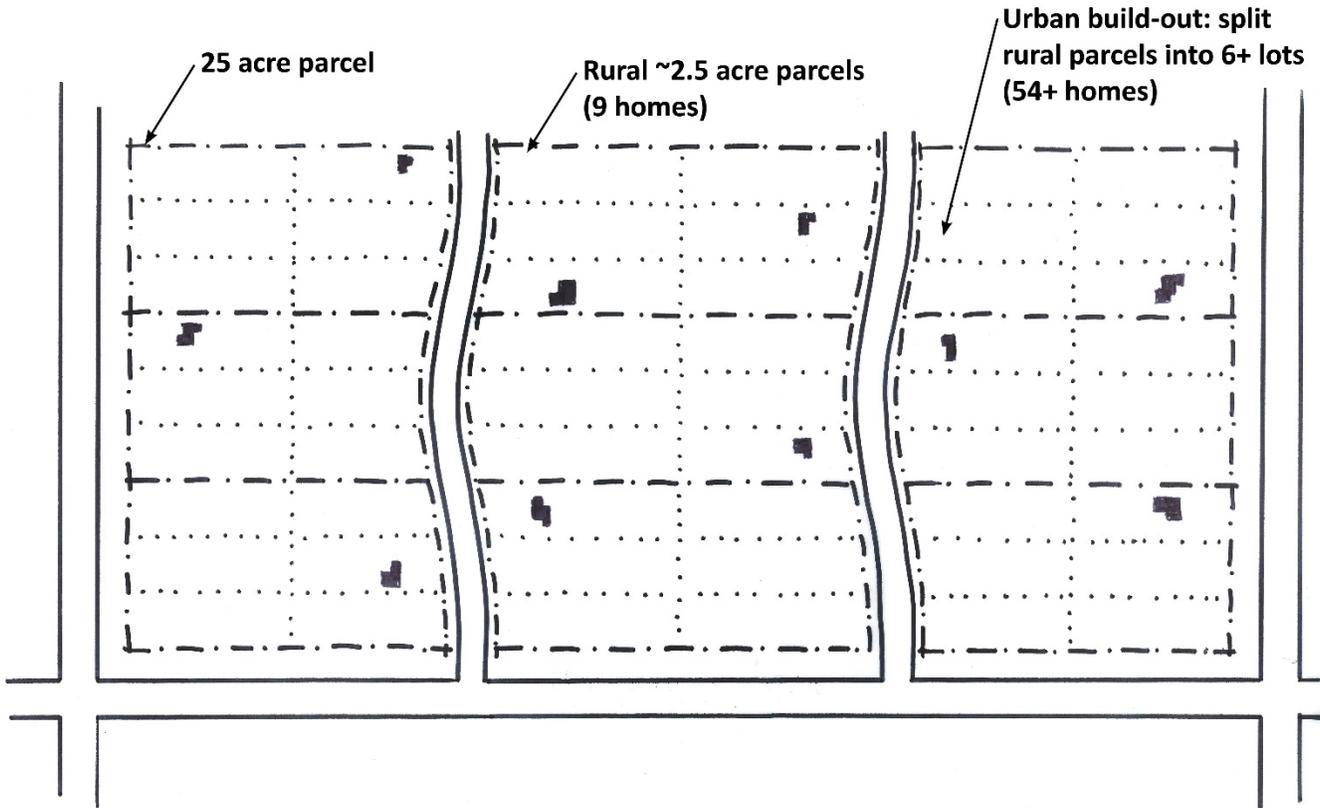
Total Site: 166.5 acres
 Number of Lots: 58 Units
 Average Lot Size: 17,000 sqft
 Length of Roads: 4,400'
 Preserved Farm Land: 14 Acres
 Preserved Open Space: 101.5 Acres



Build-Out Plan

Development in a traditional manner of large lots can be achieved through the flexible design standards, as long as ghost platting is used. Ghost platting is a subdivision and platting technique that identifies the full build-out scenario for the subdivision. In addition to the identification of lots for full development, development standards should be in place to identify the buildable area for the larger lots that do not inhibit future development.

Figure 4.7: Build-Out Plan



Anticipated Growth

Projecting future growth is an important part of the comprehensive planning process. Planning ensures that growth occurs in a logical manner protecting natural resources and efficiently utilizing public investments in roadways and municipal services, such as public water supply, wastewater infrastructure and stormwater management systems. Identifying staging of future growth is challenging because it requires a community to pre-determine where development will go without always having the benefit of an up-to-date understanding of market pressures and demands.

In Rogers, future development is dependent on the availability of water and sewer services from the City of Rogers and/or Metropolitan Council Environmental Services’ Elm Creek Interceptor. The pace will also likely be influenced by the availability of regional transportation improvements, such as additional I-94 access via a new interchange proposed on the municipal border with the City of Dayton.



Residential & Employment Projections

Table 4.4 shows revised household and population projections Rogers. Of the decades listed, 1990 and 2000 represent the Rogers population prior to the Hassan Township annexation. Historical population data for 1990, 2000 and 2010 was obtained from the U.S. Census Bureau. Population forecasts for 2020, 2030 and 2040 were provided by the Metropolitan Council.

Table 4.4: Rogers Population and Household Projections

Year	Population	Households
1990	6,649	844
2000	6,051	1,973
2010	11,197	3,748
2017	12,554	4,184
2020	14,200	5,000
2030	18,400	6,700
2040	22,800	8,500

Future residential development is anticipated to occur in several infill areas throughout the community, edge growth areas and redevelopment sites. This information was used to inform the net density calculations. All new residential development projected for Rogers will require access to municipal water and sewer services from the City or the Metropolitan Council Environmental Services’ Elm Creek Interceptor. The staging of residential development in these areas is dependent not only on property owner interests but also on the availability and timing of municipal water and sewer services. Rural development within the Rural Residential category may still be allowed, if it is completed using flexible design standards or ghost platting that does not prohibit the future urbanization of the area. The 2040 Land Use Plan assumes individual sewer residential developments may have a range of densities but that overall density of future development will be consistent with the average density established in the designated land use category.

Net Residential Density requirements are based on net residential density rather than gross density. Net density is calculated by taking the gross (total) area of land guided for development and removing wetlands and water bodies, public parks and open spaces, arterial road rights-of-way, and any other area that is protected or removed from development by local ordinances.

Table 4.5 depicts the estimated total net developable acres for each residential land use category and provides the potential minimum and maximum number of units that could be developed based upon the full magnitude of development defined within the future land use plan. The total residential acreage identified in Table 4.5 includes all potential development areas that are anticipated to be connected to municipal services when developed. The gross residential acreage was refined to net developable acres represent all land planned for development, less wetland areas and areas located within floodplains, that is guided for a non-rural residential land use and future urban services. Density calculations are based on minimum densities; unit calculations for the Mixed Use Regional and Mixed Use Downtown Districts assume 40 percent residential development and 60 percent for the Mixed Used Neighborhood District.



Table 4.5: Sewered Residential Development Capacity and Projections for 2040

Residential Land Use	Density Range (Per Acre)	Net Sewered (Acres)	Total Units (Minimum)	Total Units (Maximum)
Low Density Residential	2 to 6	1,733.7	3,467	10,402
Medium Density Residential	6 to 11	58.1	291	639
High Density Residential	11 to 60	149.5	1,595	8,970
Mixed Residential	4 to 15	681	2,724	10,215
Mixed Use Downtown	8 to 60	2.7	9	162
Mixed Use Regional	8 to 40	54.5	174	2,180
Mixed Use Neighborhood	3 to 6	109.0	131	654
Average Residential Net Density				3.01

Land guided for residential development with urban services is projected to achieve an **overall net residential density between three and six units per acre**. This overall net residential density includes all residential development areas defined within the future land use plan that could be connected to municipal services within the planning horizon. Further detail about potential development staging to align with the 2040 population, household and employment forecasts is outlined in the following pages.

Non-Residential Development Projections

The majority of the areas guided for non-residential types of uses, such as commercial and industrial, exist in a developed state. A handful of greenfield sites are available in these areas. However, long-term growth of business and creation of jobs shall depend on a mix infill development on currently vacant or underutilized property by further subdividing existing parcels, reuse of existing buildings or redevelopment of previously developed sites to make more efficient use of the land and available resources, or a combination of each of these. The City has identified the potential for some non-residential growth on the outer edge of the community along 109th Avenue (CR 117) and Territorial Road (CSAH 116) as a result of the extension of the Elm Creek Interceptor by the Metropolitan Council in 2017 and construction of a new I-94 interchange on the border with the City of Dayton planned for 2020.

Table 4.6 shows the estimated number of jobs that existed in Rogers between 1990 and 2010, and the employment projections for Rogers for 2020, 2030 and 2040.

Table 4.6: Rogers Employment Projections

Year	Employment
1990	6,649
2000	6,051
2010	7,907
2017	9,714
2020	11,400
2030	13,100
2040	14,800



Table 4.7 shows net developable acres for non-residential land uses, including commercial, business campus, industrial and mixed-use development for Rogers through the 2040 planning horizon. These projections do not include potential redevelopment projects that may occur in previously developed areas. All non-residential development is expected to be sewered.

Table 4.7: Employment Development Projections

Developable Non-Residential Land Use	Developable Acres (Net)	Jobs Estimate (Buildout)
Commercial	148.3	3,100
Business Campus	17.4	478
Industrial	162.8	4,557
Mixed Use Downtown	6.9	170
Mixed Use Regional	55.7	1,070
Mixed Use Neighborhood	108.9	1,423
Institutional	0	NA

Development Staging

Population, employment and household projections are provided for the plan horizon year of 2040, along with incremental years of 2020 and 2030. These projections can be used to estimate land use consumption and the provision of service within each incremental year. This analysis provides a planning tool for the general land consumption to achieve these forecasted population, household and employment totals. It does not require, however, the City of Rogers to achieve these projections by the designated year or limit the growth to the totals. Additionally, while the location of development may shift from the designated areas, infrastructure needs should be reviewed prior to approval.

The analysis of development staging plan began with a review of the existing development throughout the community and identifying opportunities for redevelopment or new growth (vacant or underutilized parcels). **Figures 4.8 and 4.9** identify the properties identified with growth potential based on this analysis. Properties outside of these designated areas may also be developed. Areas identified for redevelopment primarily include existing commercial development areas around the I-94 and TH 101 corridors. Infill and new growth opportunities are scattered throughout the City, and generally include greenfield areas that could be subdivided for development. No areas designated as Rural Residential have been identified for growth within the analysis. If development is pursued in this area, it should be done in accordance with the Rural Residential Flexible Development Standards.

In addition to an analysis of the infill and development opportunities, an analysis of the sanitary service areas and future extensions was completed. This analysis provides a foundation for defining the potential capacity for development within the service areas. **Figure 4.10** identifies the existing service area for 2020, along with the planned service area by 2030 and 2040. The planned service area identified by 2040 aligns with the current Municipal Urban Service Area (MUSA) boundary established by the Metropolitan Council.



Potential development staging was explored within the future growth areas. **Figure 4.11** provides a staging concept that identifies a scenario for development that supports the 2040 population, household and employment forecasts. It is understood that this staging plan and analysis provides a visual tool for the projected acreage consumption to achieve the forecasted totals. This exercise was not intended to define a timeframe in which these areas must develop. As development occurs, this analysis should be reviewed and revised. **Table 4.8** identifies the acreage consumption for each land use within the development staging plan.

Table 4.8: Development Staging Analysis

Land Use	Stage 1 – 2010 - 2020		Stage 2 – 2021 - 2030		Stage 3 – 2031 - 2040	
	Acres	Percent	Acres	Percent	Acres	Percent
Commercial	0.0	0.0%	23.4	5.0%	19.7	3.9%
Industry	175.6	8.4%	38.0	8.1%	111.4	21.9%
Institutional	5.0	0.2%	0.0	0.0%	0.0	0.0%
Mixed Use - Regional	24.2	1.2%	60.0	12.8%	47.7	9.4%
Mixed Use - Downtown	0.0	0.0%	10.5	2.2%	4.8	0.9%
Mixed Use - Neighborhood	22.4	1.1%	6.8	1.4%	0.0	0.0%
Low Density Residential	588.3	28.2%	103.1	22.0%	161.3	31.7%
Medium Density Residential	36.2	1.7%	90.7	19.4%	109.5	21.5%
High Density Residential	0.0	0.0%	54.4	11.6%	16.2	3.2%
Mixed Residential	33.4	1.6%	81.9	17.5%	39.0	7.7%
Rural Residential	1,202.7	57.6%	0.0	0.0%	0.0	0.0%
Park and Open Space	0.0	0.0%	0.0	0.0%	0.0	0.0%
Protected Resources	0.0	0.0%	0.0	0.0%	0.0	0.0%
Agricultural Preservation	0.0	0.0%	0.0	0.0%	0.0	0.0%
Utility	0.0	0.0%	0.0	0.0%	0.0	0.0%
TOTAL	2,087.7	100.0%	468.7	100.0%	509.6	100.0%

**Figure 4.8:
New Development or Infill Opportunities**

0 0.5 1 Miles

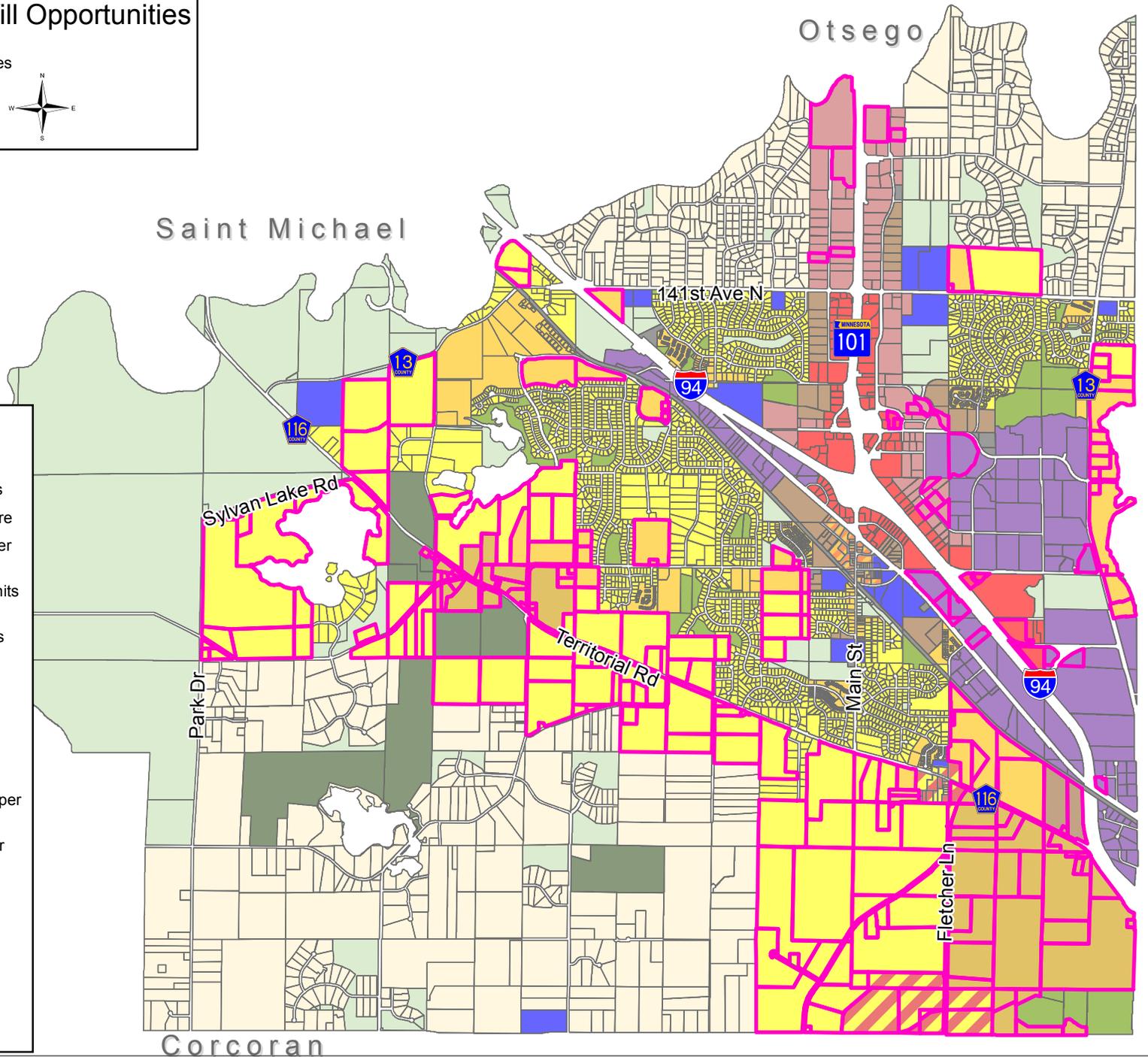
City of Rogers, Minnesota
Comprehensive Plan 2018 Update
Date: 04 October 2019



Legend

Development Analysis

- New Development or Infill Opportunities
- Rural Residential - 0.10 to 1 unit per acre
- Low Density Residential - 2 to 6 units per acre
- Medium Density Residential - 6 to 11 units per acre
- High Density Residential - 11 to 60 units per acre
- Mixed Residential - 4 units per acre average
- Commercial
- Mixed Use Regional - 8 to 60 units per acre
- Mixed Use Neighborhood - 3 to 6 units per acre
- Mixed Use Downtown - 8 to 40 units per acre
- Industry
- Institutional
- Park & Open Space
- Protected Resources
- Agriculture Preserve
- Utility/Railroad



**Figure 4.9:
Redevelopment Opportunities**

0 0.5 1 Miles

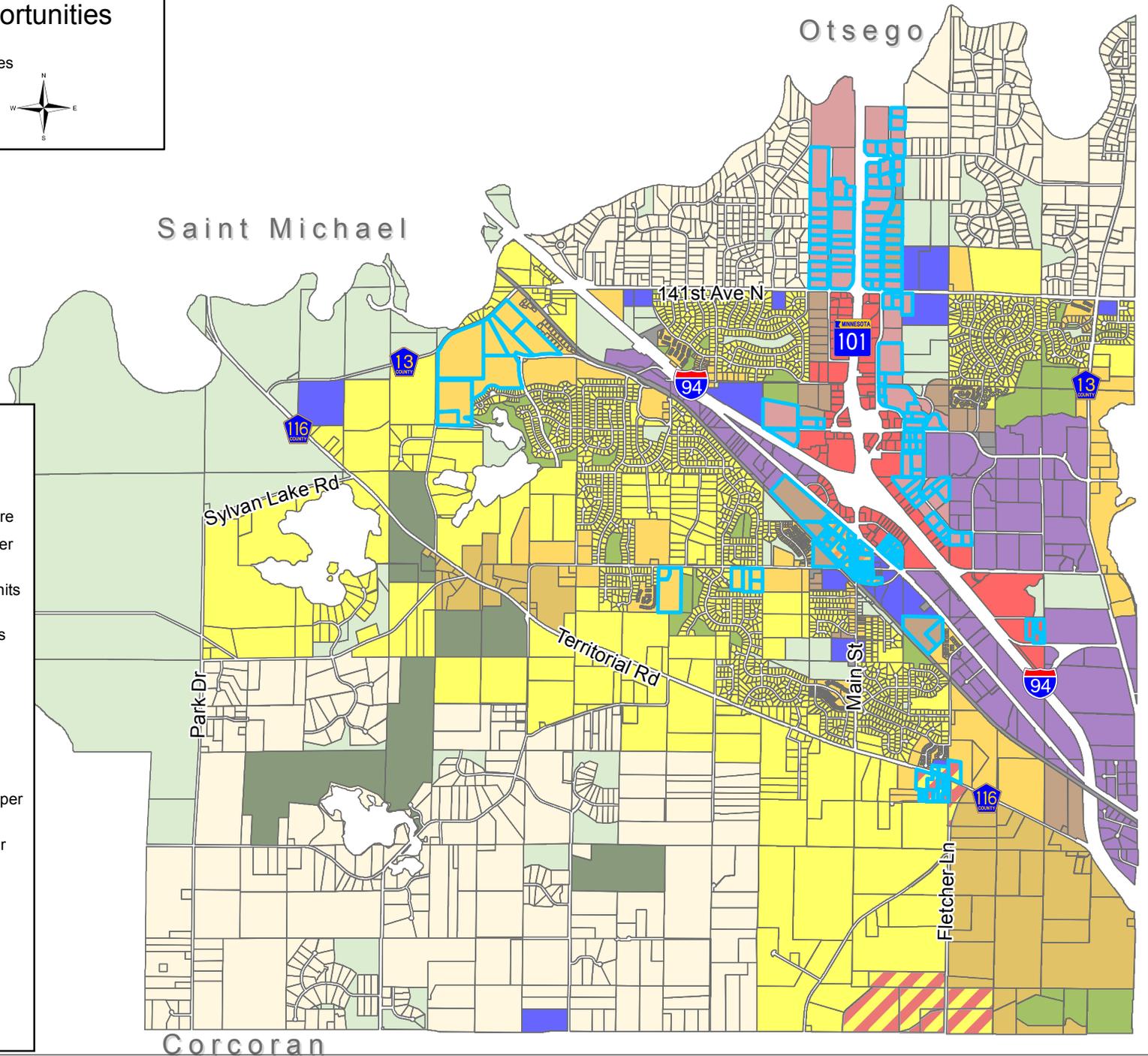
City of Rogers, Minnesota
Comprehensive Plan 2018 Update
Date: 04 October 2019



Legend

Development Analysis

- Redevelopment Opportunities
- Rural Residential - 0.10 to 1 unit per acre
- Low Density Residential - 2 to 6 units per acre
- Medium Density Residential - 6 to 11 units per acre
- High Density Residential - 11 to 60 units per acre
- Mixed Residential - 4 units per acre average
- Commercial
- Mixed Use Regional - 8 to 60 units per acre
- Mixed Use Neighborhood - 3 to 6 units per acre
- Mixed Use Downtown - 8 to 40 units per acre
- Industry
- Institutional
- Park & Open Space
- Protected Resources
- Agriculture Preserve
- Utility/Railroad



**Figure 4.10:
Utility Service Extensions**

0 0.5 1 Miles

City of Rogers, Minnesota
Comprehensive Plan 2018 Update
Date: 04 October 2019



Legend

Utility Service Areas

- Existing Service Area
- 2020-2030 Planned Service Extensions
- 2020-2040 Planned Service Extensions
- MCES Facility
- Agricultural Preserve Areas

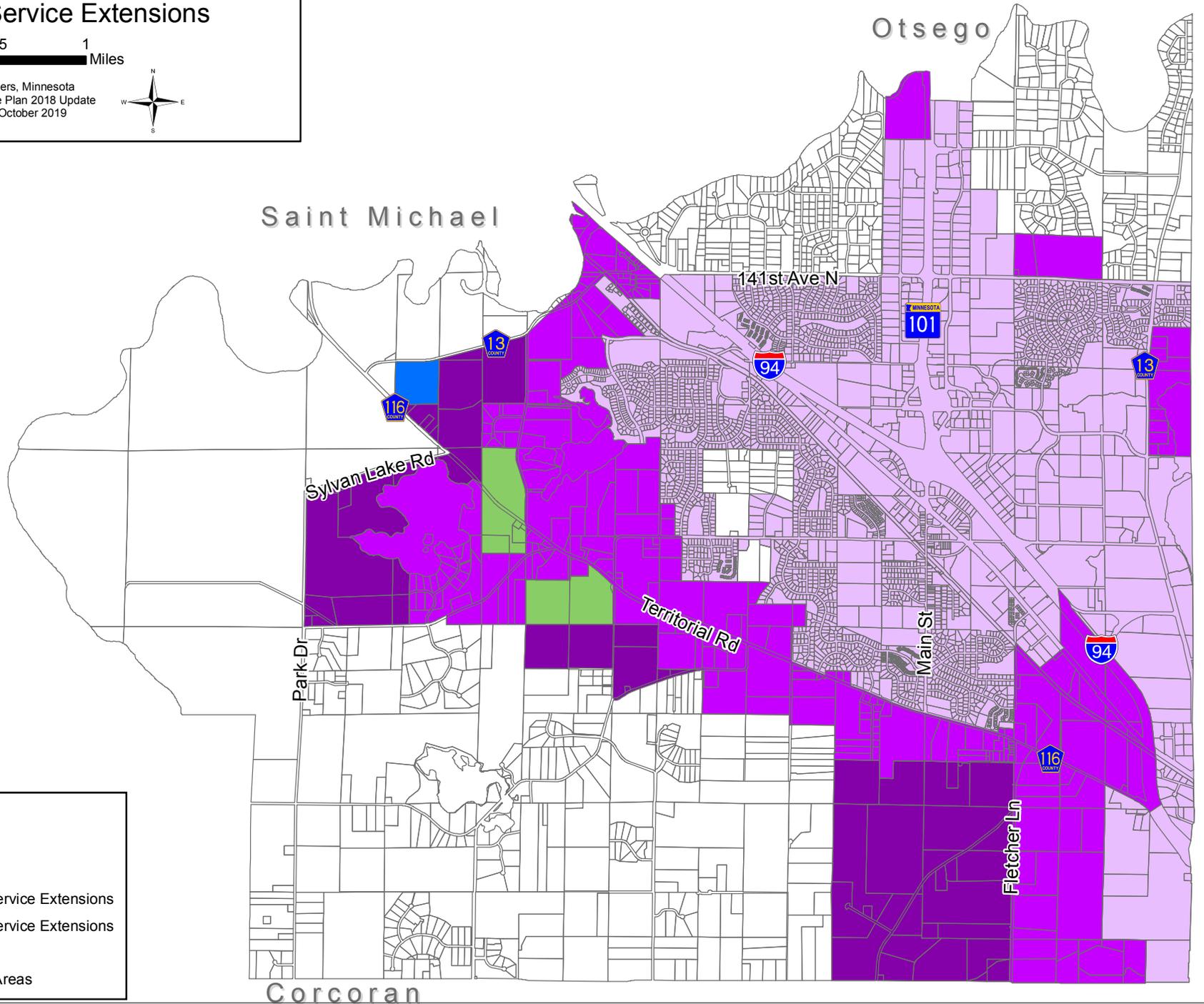
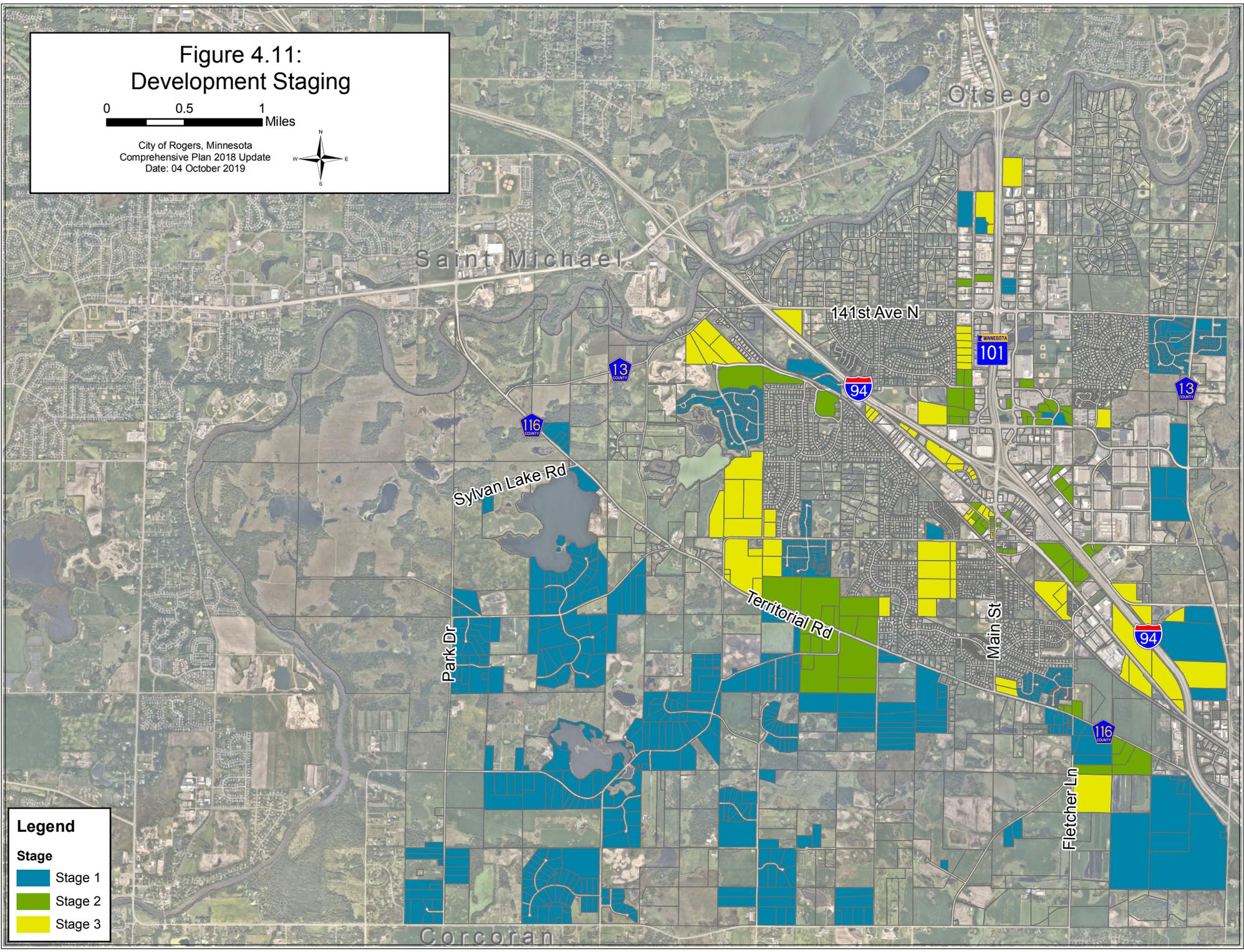


Figure 4.11: Development Staging

0 0.5 1
Miles

City of Rogers, Minnesota
Comprehensive Plan 2018 Update
Date: 04 October 2019



Legend

Stage

- Stage 1
- Stage 2
- Stage 3



Focus Areas

As part of the process for updating the City’s future land use plan, the City has identified key areas within the community that have the greatest potential for land uses to change between now and 2040. These focus areas are all redevelopment or infill development areas where existing land uses are vacant, underutilized, or experiencing substantial deterioration. The City anticipates that changing the future land use designations will improve the future development potential for these areas. The three focus areas identified are: **Downtown and Triangle Park, Sylvan Lake and I-94 and TH 101.**

Focus Area: Downtown Rogers & Triangle Park

Downtown Rogers and Triangle Park currently serve and will continue to serve as important places for social gatherings, and economic and recreational activity. Such activities include community events and festivals, farmer’s markets, etc. Their close proximity and natural connection to each other gives the City a unique opportunity to provide distinct urban living experiences by capitalizing on access to existing and new housing options, shopping and recreational amenities, jobs and transportation networks.

Downtown Rogers

Downtown Rogers is a traditional Main Street with historic buildings occupied by small retail shops. Downtown is located south of I-94, between CSAH 81 on the north and the railroad on the south, and along Main Street (CSAH 150). During the peak of Rogers economic growth from 1998 to 2008, new business moving into Rogers occupied the commercial and industrial areas adjacent to I-94 and TH 101. As a result, the downtown area became less of a focus and increasingly less visible and viable as a business district, resulting in increasing commercial vacancies.

Main Street (CSAH 150) contains many of its original buildings, oriented to the street. However, the existing mix of businesses on Main Street (CSAH 150) and higher traffic levels through downtown do not create a desirable destination for pedestrians. The City identified revitalization of its original downtown area and Main Street as a traditional downtown district as a top priority for the future. In 2015, the City adopted the **Downtown Rogers Redevelopment Master Plan**. Combined with the vision set forth in the 2040 Comprehensive Plan, the community seeks to re-energize downtown by blending public and private investments to create a diverse and vibrant mix of business and employment opportunities, residential living and community activity that offers an authentic experience.

Achieving that vision will result in a combination of redevelopment of existing underutilized and blighted properties and infill of vacant lots. Where possible, reuse of existing historic buildings shall be a priority in order to create a small-town experience in the heart of a growing suburban community, preserve historic identity of Rogers and retain commercial rents at rates conducive to support small business growth. Reuse of the existing historic buildings will likely require a combination of public and private investments to restore the external façade. The reconstruction of Main Street, planned for 2020, shall include streetscape elements to establish a well-defined downtown area through the use of gateways and placemaking that restore and accentuate the historic character of Downtown Rogers to improve the pedestrian street-level experiences

Triangle Park & Surrounding Neighborhood

The approved development plan for Triangle Park includes the Veteran’s Memorial Park and new multi-use event facility that opens to a grand lawn for hosting community events, such as farmers markets, art fairs, and other similar gatherings, and an expansive open green space that enables either active or passive recreation. Other features include a splash pad and new playground area, dog park, community garden area, and extensive trails and sidewalk system connecting to the park amenities and other local and regional trails.

**Figure 4.12:
Downtown Focus Area**

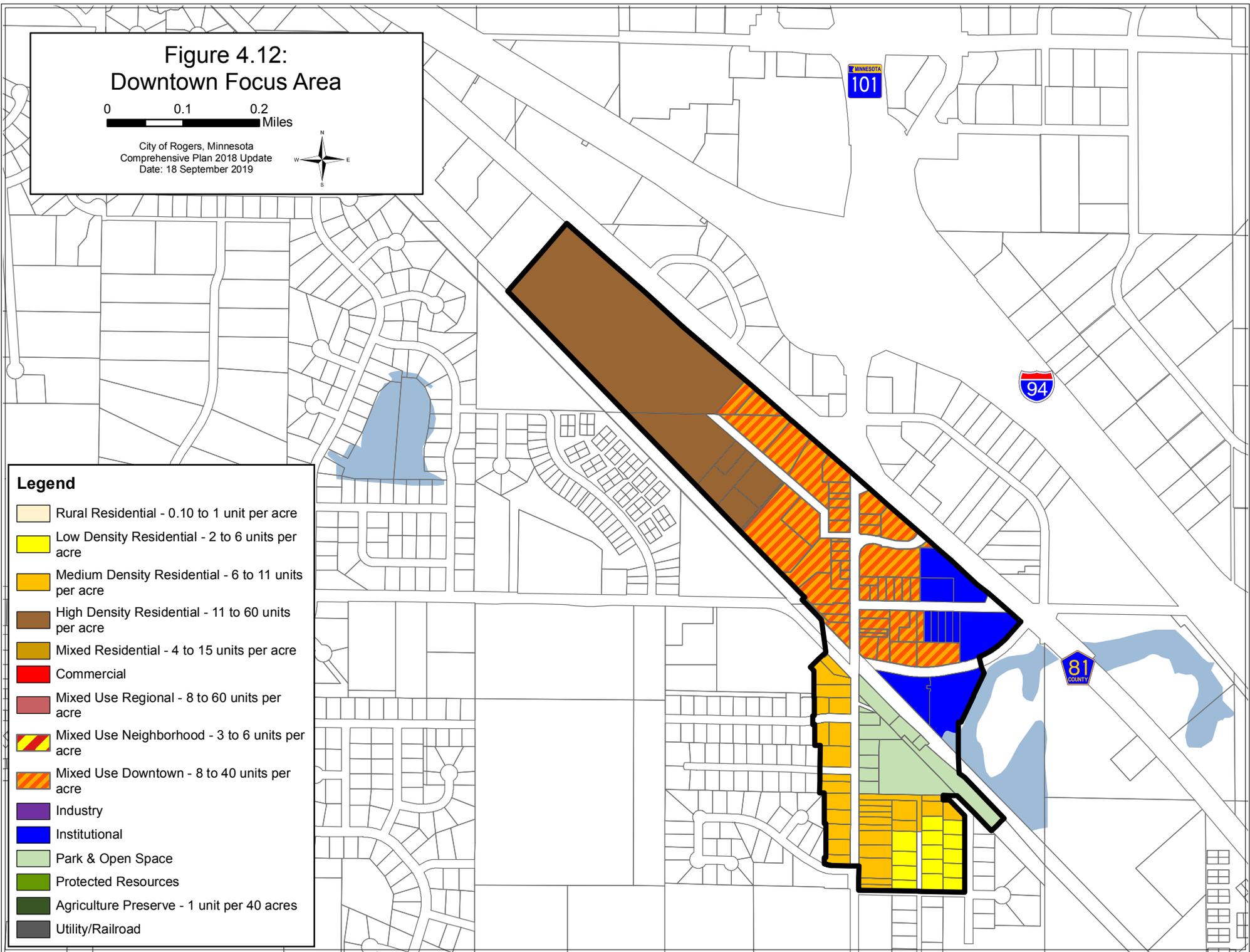
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Date: 18 September 2019



Legend

-  Rural Residential - 0.10 to 1 unit per acre
-  Low Density Residential - 2 to 6 units per acre
-  Medium Density Residential - 6 to 11 units per acre
-  High Density Residential - 11 to 60 units per acre
-  Mixed Residential - 4 to 15 units per acre
-  Commercial
-  Mixed Use Regional - 8 to 60 units per acre
-  Mixed Use Neighborhood - 3 to 6 units per acre
-  Mixed Use Downtown - 8 to 40 units per acre
-  Industry
-  Institutional
-  Park & Open Space
-  Protected Resources
-  Agriculture Preserve - 1 unit per 40 acres
-  Utility/Railroad





Immediately adjacent to Triangle Park, along Main Street (CSAH 150) and Rouillard Avenue, the City is re-guiding those properties as **Medium Density Residential** in the 2040 Plan to increase population densities in this area and encourage new housing types – notably one or two story rowhomes or smaller attached or detached townhomes that are set closer to the road with garages and off-street parking to the rear of the new residential homes. The addition of newer housing options supports economic activity and future business investments in downtown and advances the City’s vision to create a more walkable, better connected community.

Focus Area: Sylvan Lake

Sylvan Lake is a treasured asset for Rogers and one of three lakes situated entirely within the City. It is located on the western half of the City, near Crow-Hassan Park Reserve. The focus area is bounded by Territorial Road (CSAH 116), Hassan Parkway, Park Drive and Sylvan Lake Road. The City’s utility services boundary for 2040 was expanded to include land around the lake to permit urban development to take advantage the location between the lake and Park Reserve and overall natural beauty of this part of Rogers. Additionally, as an impaired body of water with adjacent agricultural activities and existing septic systems from previous development, the City identified the extension of utilities to this area as part of future development will help improve water quality of this important natural resource. While the proximity to Sylvan Lake creates an amenity for residential development in this area, the potential impacts to development should also be considered. For example, hydric soils are likely present in the area and may require drainage prior to development. These impacts should be reviewed as development is pursued in this focus area.

A majority of the area has been identified for future **Low Density Residential** growth at a density of **2 to 6 units per net acre**. Long-term the redevelopment of the existing rural residential subdivision within the area should be considered as new development is pursued. With the proximity of the Park Reserve to the west, this area represents the western growth boundary for residential development within the City. Therefore, residential densities should be pursued that meet the goals and need of the City. The northwest corner of the study area includes property that is currently within the agricultural preserve program and is identified as **Agricultural Preserve** within the 2040 land use plan. When the property owner chooses to exit this program, the property should be reevaluated to identify appropriate development types. Finally, the **Mixed Residential** category has been located directly to the east of the focus area. This designation provides for the development of a mix of residential development types within the growth area.

**Figure 4.13:
Sylvan Lake Focus Area**

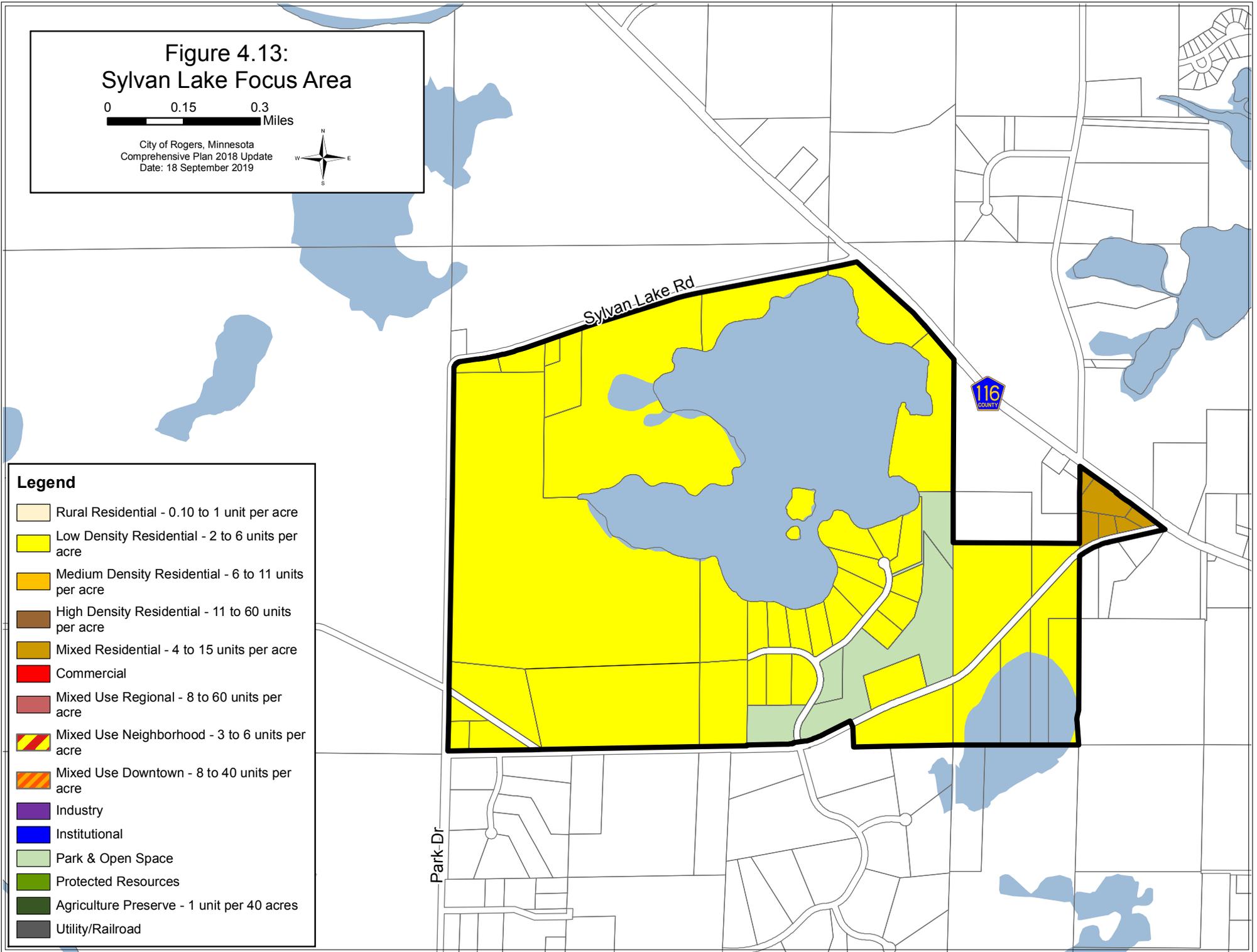
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Miles

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Comprehensive Plan 2018 Update
Date: 18 September 2019



Legend

-  Rural Residential - 0.10 to 1 unit per acre
-  Low Density Residential - 2 to 6 units per acre
-  Medium Density Residential - 6 to 11 units per acre
-  High Density Residential - 11 to 60 units per acre
-  Mixed Residential - 4 to 15 units per acre
-  Commercial
-  Mixed Use Regional - 8 to 60 units per acre
-  Mixed Use Neighborhood - 3 to 6 units per acre
-  Mixed Use Downtown - 8 to 40 units per acre
-  Industry
-  Institutional
-  Park & Open Space
-  Protected Resources
-  Agriculture Preserve - 1 unit per 40 acres
-  Utility/Railroad





Focus Area: I-94 & TH 101

The transportation and commercial center for Rogers in recent years has been the intersection of I-94 and TH 101. Although still a young community from a development perspective, most of the land located in that area was developed during the height of the City's growth from 1998 to 2009. That previous business growth left Rogers with smaller pockets of remnant, vacant commercial and industrial land. With limited land available for new business or business expansion, sustainable economic growth and job creation aimed at improving employment options will require a concerted focus on compact development strategies through redevelopment, infill and reuse to assemble a supply of land necessary to continue growing the business and employment base of the community. Today, that land is also increasingly important to the City's housing vision. Changing lifestyle preferences are driving residential development in commercial areas as homeowners and renters, alike, looking for living arrangements that are inclusive of services and shopping, dining and entertaining, jobs and alternative transportation options.

To promote the redevelopment of this corridor, the Mixed-Use Regional land use category has been identified for a majority of the northern half of the study area. This land use category encourages a mix of commercial and business development types while introducing residential housing options. The introduction of residential units within the area creates opportunities for a walkable and amenity rich environment, providing a space for people to live, work and play. Additional High Density Residential growth areas have been introduced on the outer edges of the Highway 101 corridor. The placement of these uses in those location provide another opportunity to increase the number of people in close proximity to commercial areas, thereby supporting new business development.

**Figure 4.14:
I-94 and TH 101 Focus Area**

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Miles

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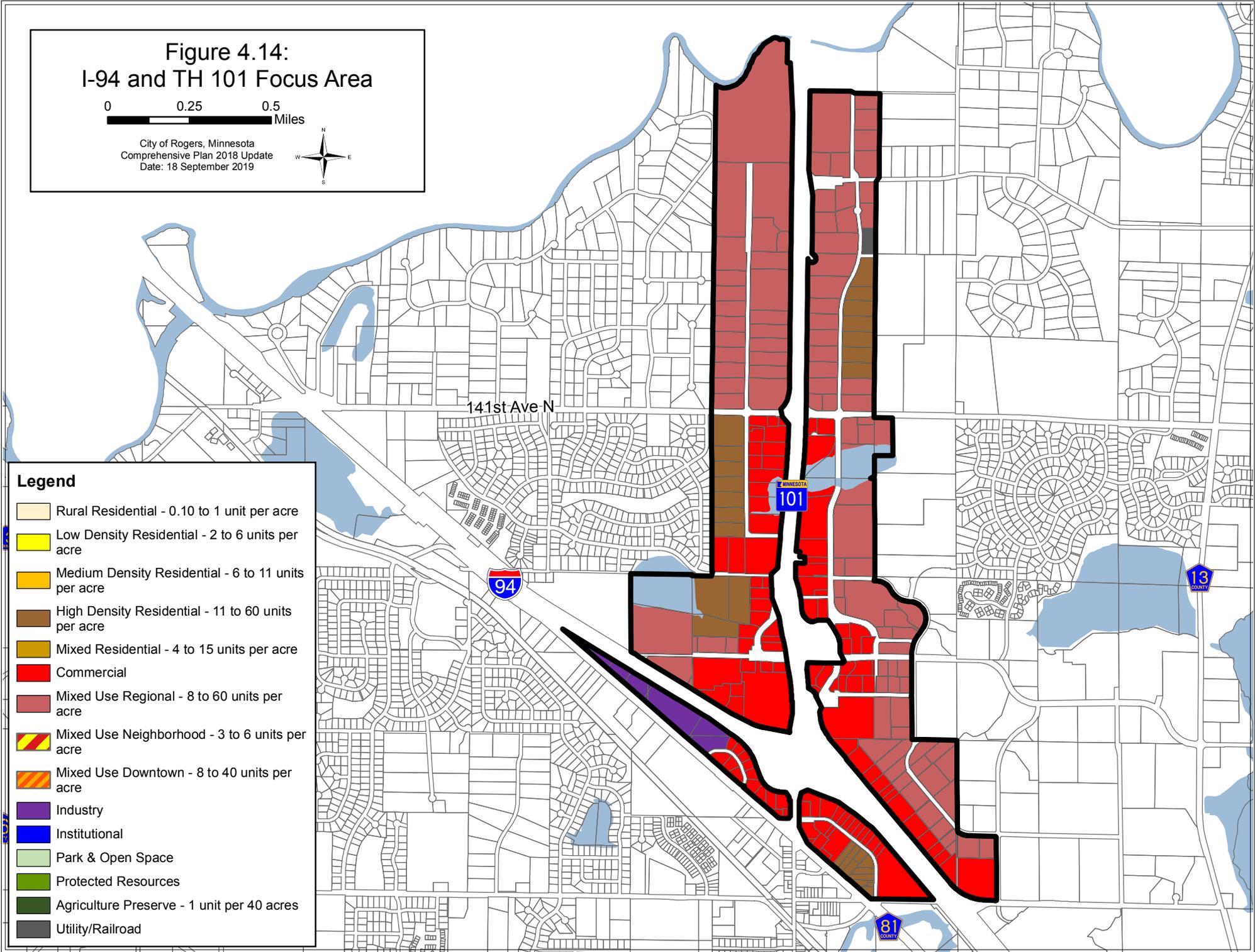


141st Ave N



Legend

-  Rural Residential - 0.10 to 1 unit per acre
-  Low Density Residential - 2 to 6 units per acre
-  Medium Density Residential - 6 to 11 units per acre
-  High Density Residential - 11 to 60 units per acre
-  Mixed Residential - 4 to 15 units per acre
-  Commercial
-  Mixed Use Regional - 8 to 60 units per acre
-  Mixed Use Neighborhood - 3 to 6 units per acre
-  Mixed Use Downtown - 8 to 40 units per acre
-  Industry
-  Institutional
-  Park & Open Space
-  Protected Resources
-  Agriculture Preserve - 1 unit per 40 acres
-  Utility/Railroad





Community Facilities

The City of Rogers has a range of community facilities that provide essential services for its residents, businesses, employees and visitors. Community facilities are public and semi-public uses, such as City services (administration, police, fire and public works), community centers, schools, libraries, post offices, churches, senior centers and museum/history centers. Community facilities are those places that are open to public use, where all citizens feel welcome and have a sense of ownership and are not profit-motivated entities. As Rogers continues to grow in population and number of businesses, it is necessary to plan for the future expansion and addition of community facilities to meet the increased demands of a growing population.

Existing Municipal Facilities

Existing community facilities include the following:

City Hall

City Hall was temporarily relocated into the Public Works facility in 2006 at 22350 South Diamond Lake Road, which is located at the west end of South Diamond Lake Road and fronting onto I-94.

Public Works

Public Works administration and maintenance operations are located at 22350 South Diamond Lake Road.

Police Station

The Rogers Police Station is located at 21860 Industrial Court.

Fire Station and Community Room

The Rogers Community Room and Fire Station are co-located at 21201 Memorial Drive in downtown Rogers.

Rogers Activity Center

The Rogers Activity Center (hockey arena) is located on 141st Avenue (CSAH 144), adjacent to Rogers High School.

Rogers Senior Center

The Rogers Senior Center is currently located in the former Rogers Police Station, 12913 Main Street.

Rogers Wines and Spirits

The City currently owns and manages two liquor stores: an off-sale business at 21725 South Diamond Lake Road and an on-sale business at 21400 John Milless Drive.

Hassan Area Historical Society

The Hassan Area Historical Society is located in the old Hassan Town Hall at 25000 Hassan Parkway.

Other Community Facilities

Schools

The Rogers community is served by three school districts – Intermediate School District 728, Buffalo-Hanover-Montrose Schools, District 877, and the Osseo Area School District 279. There are also private schools located within the community. The four public schools within the City area, all part of ISD 728, are located:



- **Rogers Elementary:** located on Main Street (CSAH 150) just south of downtown.
- **Hassan Elementary:** located on 141st Avenue (CSAH 144) in the northwest part of the City.
- **Rogers Junior High School:** located on 141st Avenue (CSAH 144) in the northeast part of the City.
- **Rogers Senior High School:** located across the street from the Junior High School on 141st Avenue (CSAH 144).

Library

A branch of the Hennepin County Library system is located on John Milless Drive.

Future Community Facilities

Municipal Facilities

In Rogers, community facilities have historically been located in the original downtown area, including city hall, police, fire, library, post office, and churches. However, as the community and the Twin Cities metropolitan area have continued to grow and expand, newer community facilities were being built on the edge of the community rather than in or near Downtown Rogers.

The community continues to value the original downtown as the center of commerce, activity and community pride, and a focus area for reinvestment and revitalization. The Downtown Rogers Redevelopment Master Plan (2015) envisions a revitalized, traditional downtown that is focused around Main Street. A key component of a traditional downtown is a strong civic presence. Clustering civic uses in Downtown Rogers increases the visibility and accessibility of civic leaders, improves the customer base for local businesses, and can catalyze momentum for private investments in downtown.

Additional fire station locations have been identified as a need for a growing community. The City anticipates the need for two fire stations – one located in the southeastern part of the community and one located in the northeastern Rogers area. The siting and development of these fire stations should take place as planning for future residential development occurs in these areas.

Community Facility Priorities

As the community manages and improves its facilities, the following priorities should be considered.

1. Explore the feasibility of returning City Hall to the original downtown district, including the possibility of a municipal facility that also serves as a community center and senior center.
2. Coordinate the siting and development of new fire stations with future development in the southeastern and northeastern growth areas.
3. Work with the School District 728 to identify the optimal sites for future schools.