



**Planning & Development Division**  
*Planning & Economic Development Department*

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<b>File Number</b>	PLUMA-2503-0003	<b>Contact</b>	Natalie Lavenstein, <a href="mailto:nlavenstein@duluthmn.gov">nlavenstein@duluthmn.gov</a>	
<b>Type</b>	UDC Map Amendment-R-1 to R-P	<b>Planning Commission Date</b>	June 10, 2025	
<b>Deadline for Action</b>	<b>Application Date</b>	May 16, 2025	<b>60 Days</b>	July 15, 2025
	<b>Date Extension Letter Mailed</b>	May 16, 2025	<b>120 Days</b>	September 13, 2025
<b>Location of Subject</b>	3901 E Superior St			
<b>Applicant</b>	SAS+ Associates	<b>Contact</b>	Luke Sydow	
<b>Agent</b>	Northland Country Club	<b>Contact</b>	Tony Yung	
<b>Legal Description</b>	010-2710-03550, 010-2710-03500, 010-3275-00032			
<b>Site Visit Date</b>	May 29, 2025	<b>Sign Notice Date</b>	May 26, 2025	
<b>Neighbor Letter Date</b>	May 19, 2025	<b>Number of Letters Sent</b>	42	

**Proposal**

Applicant is requesting a UDC Map Amendment (rezoning) from R-1 to Residential-Planned (R-P) to construct 11 townhomes (22 units total), 4 lots for single family homes (4 units total), and 2 bed and breakfast sites (4 units total).

**Staff Recommendation**

Staff recommends that the Planning Commission recommend approval of the rezoning amendment to the City Council (via ordinance).

	<b>Current Zoning</b>	<b>Existing Land Use</b>	<b>Future Land Use Map Designation</b>
<b>Subject</b>	R-1	Golf Course	Open Space, Traditional Neighborhood
<b>North</b>	R-1	Gold Course	Open Space
<b>South</b>	R-1	Residential	Traditional Neighborhood
<b>East</b>	R-1	Country Club	Open Space
<b>West</b>	P-1	Residential/ Church	Traditional Neighborhood

**Summary of Code Requirements**

- UDC Sec. 50-14.7.E: The establishment of an R-P district requires rezoning the property per Section 50-37.3 from a current zone district to R-P and the approval of an R-P regulating plan per Section 50-37.11. that governs the uses, location, density, dimensional standards and character of the proposed project.
- UDC Sec. 50-37.3.C: The Planning Commission shall review the application, and Council shall approve the application or approve it with modifications, if it determines that the application: 1. Is consistent with the Comprehensive Land Use Plan; 2. Is reasonably related to the overall needs of the community, to existing land use, or to a plan for future land use; 3. Is required by public necessity, convenience, or general welfare, or good zoning practice; 4. Will not create material adverse impacts on nearby properties, or if material adverse impacts may be created they will be mitigated to the extent reasonably possible.

## **Comprehensive Plan Governing Principle and/or Policies and Current History (if applicable):**

### Governing Principles

#### **Governing Principle #8 – Encourage mix of activities, uses, and densities.**

Cities have evolved to be a mix of land uses, building types and housing types that is an ever-constant balance for neighborhoods and the City as a whole. R-P rezonings allow for an expansion of uses and buildings with process to protect against development that is out of character with the area.

### Future Land Use

**Open Space:** High natural resource or scenic value, with substantial restrictions and development limitations.

**Traditional Neighborhood:** Characterized by grid or connected street pattern, houses oriented with shorter dimensions to the street and detached garages, some with alleys.

### History

The parcels contain an existing sport court and accessory buildings to support Northland County Club amenities.

## **Review and Discussion Items:**

Staff finds that:

1. The subject property incorporates a total of 13.4 acres. The area is currently zoned R-1 (Residential-Traditional). Applicant proposes rezoning to Residential-Planned (R-P). The R-1 district is identified in Table 50-14.7-2 as eligible to be rezoned to R-P.
2. As part of the Map Amendment process, an R-P plan identifying uses, density, and height is required. A total of 4.8 acres of the applicant's property is identified as residential area with a proposed density of 5 units per acre. The applicant proposes a maximum of 26 residential units. Another 6.4 acres of the applicant's property is identified as common open space.
3. As indicated in the attached memo, the applicant's proposal would allow single-family and two-family homes. Also included in the attached memo is a proposal for Bed & Breakfast sites. These sites will require special use permits prior to operating.
4. The applicant is not requesting an increase in the allowed maximum building height in the underlying R-1 standard as permitted in Table 50-14.7-1.
5. The R-P district requires a minimum of 30% of the area be kept in open space and 66% of the remaining area (excluding common open space) for residential purposes; applicant is proposing 6.4 acres as common open space, 4.8 acres as residential, and 1.2 acres of commercial. The remaining one acre is for streets and infrastructure.
6. An R-P district requires a level of public benefit that exceeds what would be required in the underlying zone district. As shown in the attached memo, the applicant proposes the following three public benefits: 1) Preservation of Natural Resources and Undeveloped Areas: More compact two-family dwellings allow for clustered development, thereby preserving a larger contiguous tract of land. Approximately 4.2 acres directly adjacent to the 40th Ave Creek will be kept in preservation; this allows for creek, trees, and wildlife habitat to be maintained in its current state. 2) A Higher Level of Sustainability: Standards will be set to ensure this development achieves higher sustainability than otherwise required; staff recommends a minimum of 4 points in accordance with Sec. 50-29. 3) More Efficient & Effective Use of Streets: By extending an existing developed area to create single and two-family residential opportunities, there will be less environmental impact, utility work and road construction necessary to achieve development. Keeping the new access road to the proposed homes as a private street will eliminate the need for City plow and maintenance services.
7. As adopted with the comprehensive plan (Imagine Duluth 2035), the Future Land Use for the area is primarily Open Space with some areas as Traditional Neighborhood. The Open Space designation is a reflection of the property's long-standing use as a golf course. Staff finds it reasonable for a golf course to include adjacent housing. The establishment of common open space meets the goals of the Open Space designation by substantially restricting development of areas with high natural resource value. This proposed R-P district implements the future land uses, development goals, and natural resource preservation goals of the comprehensive plan.
8. A public meeting is required in advance of an application for a UDC Map Amendment to R-P. A meeting was held on Monday, April 29, 2024, with 26 people in attendance. Attached is an outline of the discussion topics from the meeting. The applicant was strongly encouraged to host an additional public meeting due to the time between the public meeting and application. However, the single meeting does meet the requirements of Sec. 50-14.G.
9. No public, City, or agency comments have been received.
10. This amendment will not create material adverse impacts on nearby properties due to the requirements contained in City ordinances such as stormwater, landscaping and buffering, shielding of exterior lighting, screening of trash and mechanical equipment, and the establishment of a vegetated buffer surrounding the site.
11. The development must receive approval of a regulating plan in accordance with Sec 50-14.7.H and follow all applicable building and fire code standards and other regulations related to life safety.

**Staff Recommendation:**

Based on the above findings, staff recommends to Planning Commission that the proposed amendment to change the building, lot configuration, and use of the R-P Regulating Plan as depicted in the attached Exhibits be recommended for approval by City Council for the following reasons:

- 1) This proposal is consistent with the Comprehensive Land Use Plan.
- 2) The proposed R-P District is reasonably related to the overall needs of the community and to existing land use.
- 3) Material adverse impacts on nearby properties are not anticipated or will be mitigated.



PLXXX-2503-0003

UDC Map Amendment  
3901 E Superior St

### Legend

- Zoning Boundaries
- Road or Alley ROW
- County Parcel Data

### Zoning

#### UDC Zoning

- R-1 (Residential Traditional)
- RezoneArea

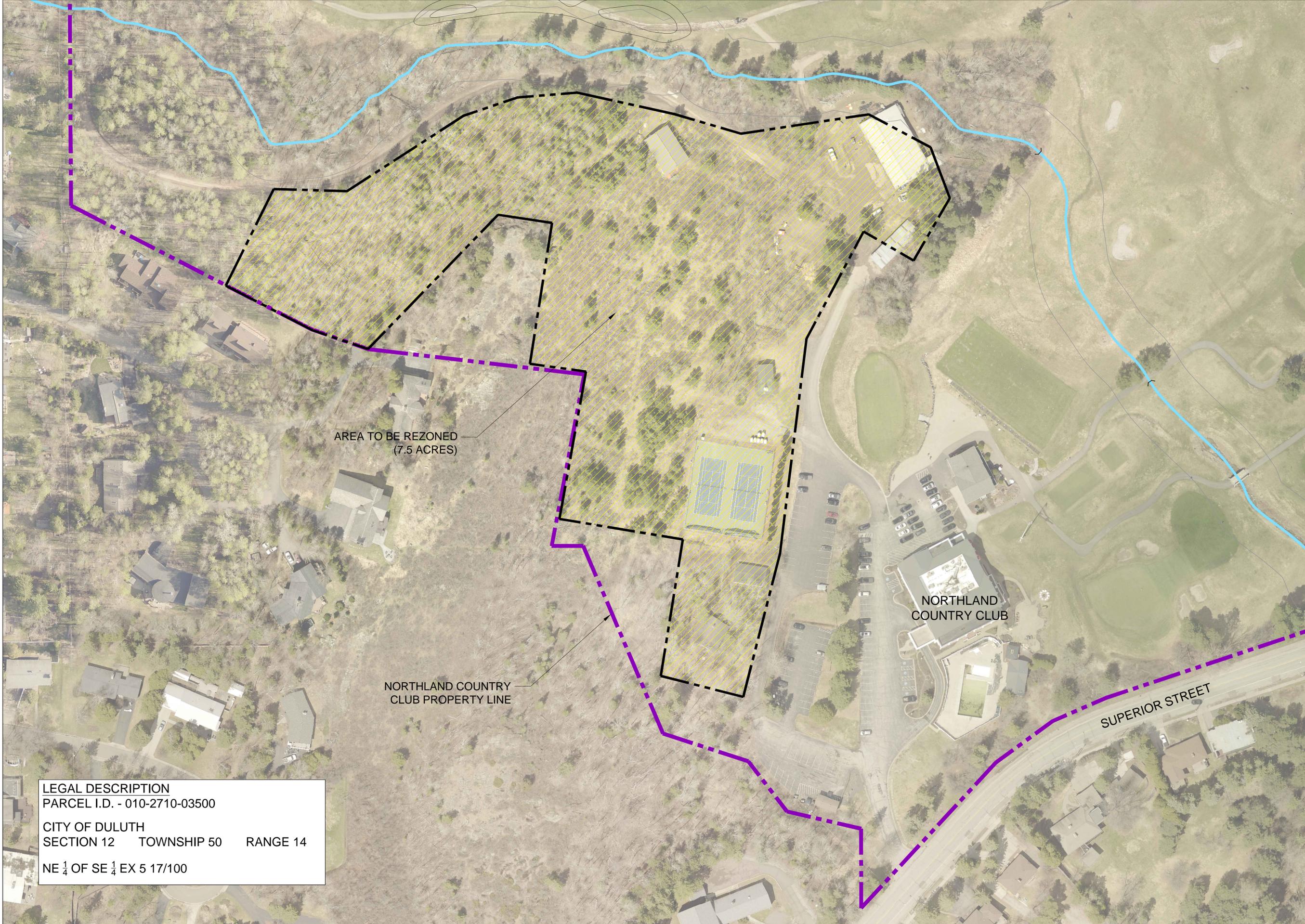


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Aerial Imagery Captured 2019

Prepared by: City of Duluth Planning & Economic Development, March 6, 2025. Source: City of Duluth.





**LEGAL DESCRIPTION**  
 PARCEL I.D. - 010-2710-03500  
 CITY OF DULUTH  
 SECTION 12 TOWNSHIP 50 RANGE 14  
 NE ¼ OF SE ¼ EX 5 17/100



**LANDSCAPE ARCHITECTURE**  
**+ ASSOCIATES**

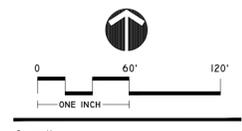
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ISSUE RECORD/REVISION	
PURPOSE	DATE

**NORTHLAND  
 COUNTRY CLUB**  
 3901 E. SUPERIOR ST.  
 DULUTH, MINNESOTA



SHEET KEY

SHEET TITLE  
**REZONING MAP**

DATE: 3/14/2025

DRAWN BY: LWS

CHECKED BY: LWS

PROJECT NUMBER  
 17200

SHEET NUMBER  
 C-1

Mar 13, 2025 - 2:25pm  
 P:\200-17200-NCC-Redevelopment\GIS - NCC Development\Graphics - 142524.dwg

LEGAL DESCRIPTION  
 PARCEL I.D. - 010-2710-03500  
 CITY OF DULUTH  
 SECTION 12 TOWNSHIP 50 RANGE 14  
 NE 1/4 OF SE 1/4 EX 5 17/100 ACRES AT SW CORNER

SINGLE FAMILY  
 DEVELOPMENT  
 (+/- 2 ACRES)

CREEK/ WETLAND/ TREE/ WILDLIFE HABITAT  
 PRESERVATION AREA & OPEN SPACE (+/- 4.2 AC)

50' CREEK BUILDING  
 SETBACK

INTERNAL  
 PARCEL LINES



LANDSCAPE ARCHITECTURE  
 + ASSOCIATES

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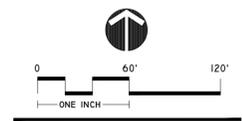
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ISSUE RECORD/REVISION

PURPOSE	DATE

**NORTHLAND  
 COUNTRY CLUB**  
 3901 E. SUPERIOR ST.  
 DULUTH, MINNESOTA



SHEET KEY

SHEET TITLE  
**REZONING MAP**

DATE: 5/14/2025

DRAWN BY: LWS

CHECKED BY: LWS

PROJECT NUMBER  
 17200

SHEET NUMBER  
 C-1

MISQUAH RD.

AREA TO BE REZONED  
 (13.4 ACRES)

OPEN SPACE  
 (2.2 ACRES)

LEGAL DESCRIPTION  
 PARCEL I.D. - 010-3275-00032  
 PLAT NAME: MISQUAH DIVISION DULUTH  
 DESCRIPTION: ELY 43 FT

TOWNHOME DEVELOPMENT  
 (+/- 2.8 ACRES; FINAL  
 LOCATIONS TO BE DETERMINED  
 DURING PROJECT DESIGN)

PEDESTRIAN ACCESS  
 (FOR RESIDENTS, CLUB  
 MEMBERS, EMPLOYEES &  
 GUESTS OF CLUB)

SPORT COURT &  
 PEDESTRIAN PLAZA

GENERAL DEVELOPMENT  
 SHORELAND AREA, TYP.

NORTHLAND  
 COUNTRY CLUB

PROPOSED BED AND  
 BREAKFAST FOR "PLAY  
 & STAY" (MIN. 1.2 AC)

NORTHLAND COUNTRY  
 CLUB PROPERTY LINE

LEGAL DESCRIPTION  
 PARCEL I.D. - 010-2710-03550  
 CITY OF DULUTH  
 SECTION 12 TOWNSHIP 50 RANGE 14  
 PART OF SE 1/4 OF SE 1/4 BEGINNING AT A POINT 695 38/100 FT E  
 OF NW CORNER RUNNING THENCE E 377 89/100 FT THENCE S 344  
 63/100 FT THENCE NWLY AT AN ANGLE OF 108 DEG 13 3/4 MIN 285  
 FT THENCE NWLY 276 62/100 FT TO POINT OF BEGINNING

**PROPOSED REZONING INFORMATION**

PROPOSED GENERAL USE OF THE PROPERTY IS FOR SINGLE FAMILY &  
 DUPLEX/ TOWNHOME OWNERSHIP; A COUPLE UNITS WILL BE USED AS "PLAY &  
 STAY" FOR THE CLUB (UNDER THE BED & BREAKFAST MODEL - UDC 50-20.3.F)

PROPERTY TO BE REZONED	13.4 AC
CURRENT ZONING	R-1
PROPOSED ZONING	R-P
PROPOSED SINGLE-FAMILY LOTS	4
PROPOSED TOWNHOMES	11 (22 UNITS TOTAL)
PROPOSED BED AND BREAKFAST	2 (4 UNITS TOTAL); 1.2 AC
RESIDENTIAL SITE AREA	4.8 AC (69%)
COMMON OPEN SPACE	6.4 AC (48%)
MAX BUILDING HEIGHT	30 FT

May 14, 2025 - 2:34pm  
 P:\17200\_NCC\Bldg\17200\_NCC\_Development\Graphic - 5-14-25.dwg

**MEMO**

**PROJECT:** Northland Country Club (NCC) Re-Zoning  
**PROJECT #:** 17200  
**TOPIC:** R-P Re-Zoning Documentation  
**DATE:** 14 May 2025  
**FROM:** SAS+ Associates  
**TO:** City of Duluth  
**cc:** Northland Country Club

**PROJECT NARRATIVE**

**REQUESTED ACTION: RE-ZONE FROM R-1 to R-P**

**SITE DESCRIPTION**

Total Site Area	13.4 acres
Minimum Common Open Space Required (30% of Site Area)	4.0 acres
Proposed Common Open Space Site Area	6.4 acres (48%)
Residential Site Area	4.8 acres (69% of non-Open Space)
Proposed Density- Units/ Acre of Residential Area	5 per acre (maximum 26 units)
Proposed Density- Units/ Acre of Total Site	2 per acre
Bed and Breakfast Site Area	1.2 acres

**SITE USES** (as permitted per UDC Table 50-19.8)

- Dwelling, Single Family
- Dwelling, Two Family
- Lodging (Commercial), Bed and Breakfast

**NARRATIVE OF PUBLIC BENEFITS**

The proposed change to R-P zoning will benefit the public in several ways, as outlined below (Numbers refer to City of Duluth UDC 50-14.7.C ‘Modifications’):

1. *Preservation of Natural Resources and Undeveloped Areas*
  - o More compact two-family dwellings allow for clustered development, thereby the opportunity to preserve a larger contiguous tract of land.
  - o Approximately 4.2 acres directly adjacent to the 40<sup>th</sup> Ave Creek will be kept in preservation; this allows for wetland/ creek, trees, and wildlife habitat to be maintained in its current state.
2. *A Higher Level of Sustainability*
  - o Through the Regulating Plan (UDC 50-14.7-H.2), standards will be set to insure this development achieves a minimum of 4 points in accordance with UDC Section 50-29.

This will be accomplished through Location, Energy Efficiency, Alternative Energy, Stormwater Retention, Vegetation and/ or Transportation intentional design practices.

3. *More Efficient & Effective Use of Streets*

- By extending an existing developed area to create single and two-family residential opportunities, there will be less environmental impact, utility work and road construction necessary to achieve development. Keeping the new access road to the proposed homes as a private street will eliminate the need for City plow and maintenance services as well.

4. *Recreational Facilities & Mass Transit*

- This development will provide pedestrian access through the residential area, existing Club facilities, and out to Superior Street where a City of Duluth bus stop and sidewalk are present.
- The pedestrian access (details of which will be laid out in the Regulating Plan) will be used by residents, Club members, employees and guests of the Club.

7. *Pedestrian Services*

- To further enhance the development and create inviting spaces for residents, members, and guests, benches and pedestrian-scaled, dark sky-friendly lighting will be provided.

\*8. *Public Water Line Easement/ Installation*

- While this is not categorized in one of the seven public benefit 'modifications', NCC has, as part of this potential development, allowed the City of Duluth to install a 12" water main through NCC property in order to create a secondary service line to thousands of Lakeside residents, businesses and schools. This easement/ water line truly serves as a public benefit that hopefully will be taken into consideration as an additional R-P benefit, as was discussed with City of Duluth Engineering staff during the early stages of this R-P process.

**END OF MEMO**

Required community meeting.

The applicant shall hold at least one community meeting to discuss the plan before submitting the rezoning application for review and approval by the city. Notice of the public meeting shall be mailed to all property owners within 350 feet outside the planning area boundaries, and the city shall provide the applicant with the names and address of those property owners upon request.

The applicant shall submit with the application documentation that the community meeting has taken place, the date and time of the meeting, the number of attendees, any issues raised regarding the plan and any responses to those concerns incorporated in the plan;

NCC Community Meeting on rezoning:

4/29/24 - NCC Ballroom of Clubhouse

5:00pm

Number of attendees: ~~25~~ 26

Issues Raised by attendees: Utility Co.?

Type of properties?

is Pinewood on the map? - no

Responses to Concerns:

Will Golf carts travel on the new road?

Will the maintenance bids be assured?

Time line of city water-main to lake side?

A: 2.5 yrs ago - club approached by the city

Are there height restrictions on any building?

A: YES - 35 FT (not to exceed)

Type of duplex

A: 1100 sq. ft per side

HOA?

A: YES, under one umbrella

City water line time line?

\* MEETING disrupted by a member, sounding disgruntled from past meetings

Q: Where does the water line enter the property?

- separate from any (Aval) development

- 3rd & Pinewood (right of way)

No plan has been approved by the membership at this time.

A thank you for holding this information mtg.

Q: who would own the (Aval)? →

A: The land that @ House on unit sits on only

Q: When would the city complete the water-line

A: if member approved, the city would complete early 2025

Q: What are the risks of the water line

A: USING HPE minimizes damage for many years

Q: what impact on nearby neighbors, view, light pollution?

A: possible view of lot 1 & 2 in front of another home

A: street lights not required

Q: Bedrock?

A: a TEST drilling will need to be done

Q: CAN the plan be mixed zone?

A: YES, very permissive - members must vote on development

Q: Do you think members w/ vote yes?

A: too early to tell

Q: Lots w/ be sold to members?

A: YES

Q: Does the stream on #3 need environmental approval

A: NO, not a designated trout stream

Q: Water line open cut and then directionally drilled?

A: Bedrock is present on the upper portion, not below

Q: CLARIFY on member voting process?

A: 2 separate votes

Q: DATE for votes?

A: Goal is to be ready for members to vote on water line  
in June, property dev. - late summer

Q: Any special variances planned?

A: The R-P zoning will alleviate any need for variances