

## Chapter 4. Land Use

### Introduction

This section of the *Comprehensive Plan* steers the future development and redevelopment of land throughout the community. The previous *Comprehensive Plans* set forth policies and practices that resulted in the sound and balanced development of the community. In the 1982 *Plan*, these policies addressed growth management and provided techniques for growth management in the northern portion of the City. In 1992, the City responded to changing demographics and land use patterns by revising the land use chapter of the 1982 *Plan*. The focus of land use policies in the 2000 *Plan* shifted from growth management to managing infill, redevelopment and neighborhood preservation. The City continues to face the land use challenges of a developed community and this section responds to those challenges in a manner that preserves the high quality of life community residents experience.

This chapter includes the following sections:

- A discussion of **existing land uses** in the City.
- **Planned Land use**
  - **Category definitions.**
  - **Growth Areas**
- **Regional Development Strategies**
- Land use **goals and policies.**
- **Policy Development Area** statements implementing the goals and policies.

### Existing Land Use

The City of Shoreview is designated as a “developed community” by the Metropolitan Council and defined as a community where more than 85% of the land is developed and infrastructure improvements are established. Generally, the surrounding communities to the east, west and south are also classified as developed communities while the communities to the north are classified as developing communities (**Map 4-1**). The Metropolitan Council expects that 30% of the region’s new households and about 50% of the region’s new jobs will be located in these types of communities through infill and redevelopment. Forecasted growth for the region is expected to be accommodated through reinvestment, where the Metropolitan Council anticipates higher densities with approximately 5 units per acre. The City’s land use policies and strategies reflect this regional strategy.

The predominant land uses in Shoreview include single-family residential, parks, open space and natural areas. Land that remains vacant may or may not be suitable for development and often presents development challenges due to wetlands, access and fragmented ownership. With less than two percent (2%) of the land area remaining vacant, the City’s challenge is to respond to changing community needs by providing areas for commercial and industrial expansion and

other residential opportunities while preserving natural areas. Please see **Map 4-2**, Existing Land Use, for a depiction of land uses within the City.

## **Residential**

The predominant land use in the City is single-family detached residential occupying about one-third of the City's land area. Other residential land uses include single-family attached residential, multi-family residential, and manufactured housing. These residential land uses occupy 42.1 percent of the City's land area. The majority of residential development occurred in the 1970s and 1980s and provides a diverse mix of multi-family housing, attached residential (townhomes), and detached residential single-family homes. Residential construction continued in the 1990's and 2000, but these development projects tended to be smaller in scale and expanded executive level housing opportunities in the community. Several senior housing rental apartment projects were also constructed during this same time period in response to the community's aging population.

## **Commercial and Industrial**

The City's numerous lakes, parks and open spaces have resulted in a strong orientation towards single-family residential development and limited the commercial and industrial base. Commercial, office, business park and industrial land uses account for 5.5% percent of the City's land area and were primarily constructed in the 1970's and 1980's, with the exception of the Rice Creek Corporate Park. While these commercial and industrial areas provide opportunities for businesses to locate and operate, they also provide challenges because of the development pattern, small parcels and in some cases the age of the buildings. Redevelopment of these areas will be necessary to respond to the changing needs of the business community, to diversify the City's employment base and to provide needed services to community residents and the local workforce.

Property used for utility services and railway purposes also falls within these land use categories. Utility uses within the City include property owned by Xcel Energy, the region's electric energy provider and the St. Paul Water Utility, who provides water resources to the City of St. Paul and other nearby communities. The property used for the television broadcast towers are also classified as utility. In the southern part of the City, there are also two rail lines owned and operated by Soo Line Railroad, which are designated as railway. Utility and railway uses account for 2.8% of the City's land area.

## **Public/Quasi-Public Uses**

Land uses within this designation include institutional uses, parks/recreation space, open space and right-of-way. Institutional uses generally include government facilities, schools, and churches. In Shoreview, these uses include the City facilities such as the City Hall, Community Center, Ramsey County Library and Ice Arena, Mounds View School District facilities, private schools and churches. Land within the parks and recreation classification consists of land that

has been developed with “active” recreational facilities, such as ball fields, tennis courts, skate parks and playground areas. Though the majority of these facilities are publicly owned, they may also be in private ownership. The Open Space designation is used for areas that are set aside for passive recreation use and primarily include land within the County Parks System. Land area within the right-of-way classification includes property used in the local, county and regional roadway system.

## Undeveloped

Land classified as undeveloped consists of vacant land that may have development potential, wetland areas (outside of parkland and open space) and lakes and other water bodies, such as Rice Creek. Less than 2% of the land area within the City remains vacant where infill development could occur. Parcels that do remain vacant have typically been passed over by urbanization due to development constraints such as floodplain areas, wetlands or lack of services.

## Planned Land Use

### Category Definitions

**Table 4-1** summarizes the land use categories used in the plan. These categories are described in detail in the following sections.

**Table 4.1. Land Use Designations**

| <u>Designation</u>             | <u>Description</u>   | <u>Zoning District(s)</u> |
|--------------------------------|--|---------------------------|
| RL, Low-density residential    | Residential, up to 4 units/acre.   | R-1, RE, PUD              |
| RM, Medium-density residential | Residential, 4 to 8 units/acre.  | R-2, R-4, PUD             |
| RH, High-density residential   | Residential, 8 to 12 units/acre.   | R-2, R-3, PUD             |
| SR, Senior residential         | up to 45 units/acre<br>for senior citizen residents                                  | PUD                       |
| O, Office                      | Professional offices, daycare centers, medical or dental clinics.                    | OFC, PUD                  |
| C, Commercial                  | Services, offices, restaurants, and retail uses.                                     | C-1A, C-1, C-2, PUD       |
| BPK, Business Park             | Offices, research/development, light manufacturing, and warehousing.                 | OFC, BPK, PUD             |
| LT-I, Light Industrial         | Office/showrooms, storage, warehouse, research/development, and light manufacturing. | I                         |
| T, Tower                       | Radio and television tall towers.  | T                         |

|                            |  |     |
|----------------------------|--|-----|
| MU, Mixed Use              | Integration of a variety of uses including residential, commercial, office, and business park. | PUD |
| MU-TC                      | Mixture of above uses for the Town Center  |     |
| INST, Institutional        | Public and quasi-public uses such as schools, churches, and public facilities.                 | R-1 |
| P, Park                    | Public playfields, playgrounds, golf courses, beaches, or similar uses.                        | R-1 |
| ROS, Recreation Open Space | Lands owned and managed by Ramsey County for parkland and open space.                          | OS  |
| N, Natural                 | Areas with sensitive land features that have development limitations.                          | All |
| RR, Railroad               | Railroad right-of-way  | All |

The residential designations refer to density. If the City Council determines that the range of density allowed by the RL, RM or RH designations is too broad for a particular property, an intermediate limit within the range may be imposed through the adoption of a Policy Development Area (PDA) statement for that property or properties.

If multiple zoning districts are associated with a land use designation, the City may limit the zoning options for any particular development site to ensure compatibility with adjoining planned land uses and the carrying capacity of the site.

### Residential Uses

**RL, Low-Density Residential.** This category identifies those areas designated for continued or future use typically as detached single-family homes -- a development type with a density range of up to four units per acre. In undeveloped or underdeveloped areas, a development density and lot pattern similar to that found in existing neighborhoods will be expected, unless otherwise identified as a Policy Development Area (PDA). If this is the case, development density and lot pattern shall be consistent with the policies of the PDA. Departures or changes from this neighborhood density and lot pattern may be considered as a means of reducing impacts to the natural environment and providing suitable transitions to existing neighborhoods. Such changes may include smaller lot detached single dwellings or townhouse-style units, not exceeding a density of four units per acre.

Corresponding zoning districts: R-1, Detached Residential; RE, Residential Estate; PUD, Planned Unit Development.

**RM, Medium-Density Residential.** This category identifies those areas designated for continued or future use as townhomes, double dwellings, quad-homes, manufactured homes, small-lot single-family dwellings, or similar housing styles. Development density will range from four to eight units per acre.

Corresponding zoning districts: R-2, Attached Residential; R-4, Manufactured Home Residential District; and PUD, Planned Unit Development.

**RH, High-Density Residential.** This category identifies those areas designated for continued or future use as apartment-style buildings, townhomes, quad-homes, and similar uses. Development density will range from eight to twenty units per acre.

Corresponding zoning districts: R-2, Attached Residential; R-3, Multiple Dwelling Residential; and PUD, Planned Unit Development.

**SR, Senior Residential.** This category identifies areas for future development with apartment-style buildings designed for occupancy by senior citizens (defined as individuals 62 years of age or older). In some cases, the City may consider housing projects designed for occupancy by individuals 55 years of age or older, subject to compliance with federal and state laws. Development density may be permitted up to a maximum of 45 units per acre subject to the approval of a Planned Unit Development and site-specific criteria.

These criteria may include:

- Proximity to retail uses.
- Provision of underground parking.
- High quality material and design.
- Accessibility to available public transportation.
- Provision of site amenities and interior/exterior common areas for residents.
- Proximity to arterial roadway corridors.
- Extent to which the project meets other City goals and objectives.

Corresponding zoning district: PUD, Planned Unit Development.

## **Commercial and Industrial Uses**

**O, Office.** This designation is intended for property located adjacent to land planned for residential use but may also be located in areas surrounded by nonresidential uses. Professional offices, daycare centers, medical and dental clinics and similar uses are intended for these locations.

Corresponding zoning districts: OFC, Office, and PUD, Planned Unit Development.

**C, Commercial.** This designation is intended for a variety of service, office, restaurant, and retail uses ranging in intensity from those that serve the immediate neighborhood to those whose patrons come from outside of the community. The intensity of use chosen for a particular site, through the adoption of a zoning designation, must be compatible with the uses planned for the adjoining property. Each commercial zoning district should include performance standards for uses that would be located near property planned for residential use.

Corresponding zoning districts: C-1A, Limited Retail Service; C-1, Retail Service; C-2, General Commercial; and PUD, Planned Unit Development.

**BPK, Business Park.** This designation is intended for uses such as offices, research and development, light manufacturing, and office warehousing. Uses that require outdoor storage of materials or vehicles are not to be located in business park areas. Development in these areas will be expected to include attractive buildings and well-landscaped sites. The intensity and mass of the use must be compatible with the uses planned for adjoining properties.

Corresponding zoning districts: OFC, Office; BPK, Business Park; and PUD, Planned Unit Development.

**LT-I, Light Industrial.** The uses intended for areas designated LT-I include office/showrooms, storage and warehouse, research and development, and light manufacturing facilities. Outdoor storage may be permitted only if the storage area and materials within it can be totally screened from view from off site with attractive screening and landscaping. The City's policy is also to eventually upgrade or phase out all outdoor storage and truck storage areas that are visible from off site. The intensity of use must be compatible with the uses planned for adjoining properties.

Corresponding zoning district: I, Industrial.

**T, Tower.** One of the features that distinguish Shoreview from other communities is the concentration of the radio and television towers found north of Interstate 694. This designation was created to accommodate the two existing tower sites within the City. The Tower designation permits these uses, their support facilities and operation.

Corresponding zoning district: T, Tower.

## **Mixed Uses**

**MU, Mixed Use.** This category permits a variety of land uses, including horizontally or vertically mixed residential, commercial, office, and/or business park uses that are integrated through design features. The intent of this designation is to create areas within the community for a variety of land uses that will serve and complement one another. Development within these districts will tend to require flexibility from the strict guidelines of the development code. This designation has been established to provide opportunities for innovative design, high quality standards for development, incentives for redevelopment, preservation/enhancement of natural

features and efficient use of the land. A subcategory of this designation is MU-TC, Mixed Use – Town Center and encompasses the land area located in the town center redevelopment area.

Corresponding zoning district: PUD, Planned Unit Development.

## Other Uses

**INST, Institutional.** Institutional uses include public and quasi-public uses such as public and private schools and school grounds, fire and police stations, city hall, water towers, utilities, public maintenance garages and yards, ice arenas, public community centers, libraries, churches and other places of worship, YMCA/YWCAs and similar non-commercial facilities and uses. The intensity of the use must be compatible with the use(s) planned for adjoining properties. New institutional uses should generally be served by a collector or arterial roadway. Furthermore, maintenance garages and yards should be restricted to locations suitable for industrial or commercial uses.

Corresponding zoning district: Public uses are generally located in the R1, Detached Residential district but are also permitted in other zoning districts.

**P, Park.** In general, this designation includes lands set aside for public playfields, playgrounds, golf courses, beaches, or any other active recreational uses. Typically, these uses are publicly owned but may also include properties that are in private or non-profit ownership and are not available for public use.

Corresponding zoning district: Allowed in most zoning districts, but are typically located in the R-1, Detached Residential District.

**ROS, Recreation Open Space.** Land owned or planned to be purchased by Ramsey County or another governmental jurisdiction for parkland and open space. The primary focus of these areas is for passive recreation use, however, some lands within this designation may include active recreation areas, such as beaches, boat ramps, trails (walking, biking, and skiing), small nature interpretative centers and drainage facilities. The objective in these areas is to permit some recreational opportunities with minimal impact on the natural environment.

Corresponding zoning district: OS, Open Space.

**N, Natural.** This designation is intended for properties that may or may not be developed, which appear to possess significant sensitive land features, such as wetlands (which may include the upland surrounding the wetland), steep slopes, endangered species habitat, floodplain or woodlots. Accurate topographic data, lists of species, and other data are generally not available at the time of designation. Therefore, this designation is often used in combination with another designation, in order to guide the use of any land that is determined to be developable when additional information is available. The sensitive land features in these areas are intended to be left in their natural state.

The fee ownership of these areas will generally be private, and may be subject to a public easement. In cases of tax-forfeited property, the City or County may hold a drainage, park, or utility use-deed for these properties.

Corresponding zoning district: All

**RR, Railroad Right-of-Way.** Land used for railroad right-of-way and railroad yards.

Corresponding zoning district: All

## Growth Areas

With only 1.25% of land area being vacant and available for development, most new development will likely take place through infill and redevelopment. Infill development is the development of land, lots or parcels that are adjacent to developed land on two or more sides. These lots may have been passed over during the urbanization process or may currently be underutilized. Redevelopment is the replacement, reuse or renovation of existing structures to accommodate new development or uses.

The growth forecasts established by the Metropolitan Council for Shoreview are found in **Table 3-9, Adopted Community Forecasts** and include forecasts for population, households and employment. These forecasts are based on the Metropolitan Council's desired densities for communities based on their geographic planning area. Through this approach, the Metropolitan Council hopes that regional growth will occur in coordination with the provision of regional services. Each community must then base their planning work on these forecasts and enact policies and strategies that provide assurance that they can accommodate their allocated share of the region's growth.

The Regional Development Framework sets an overall minimum residential density standard of 3 to 5 units per acre in developed communities where urban services are available. A minimum density of 3 units per acre assures the efficient use of regional systems. Furthermore, housing at higher densities may help communities reach their affordable housing goals.

Shoreview's ability to meet these forecasted growth levels is identified in **Table 4-2** and shows the stages of development in five-year increments. By the year 2030, the City anticipates that approximately 118 acres of residential land and 166 acres of commercial land will be redeveloped. An evaluation of the local infrastructure, including the regional sewer system has found that these systems have the capacity to meet the projected demands. Detailed discussion of this evaluation can be found in the chapters relating to transportation, water supply and sanitary sewer. It should be noted, however, that the actual timing of this future growth is dependent on forces outside of the City's control, such as market conditions and funding.



**Table 4-2. Stages of Development – Five year increments**

| Within Urban Service Area           | Allowed Density Range Housing Units/Acre |                  | Existing 5/18/99 | 2010   | 2015   | 2020   | 2025   | 2030   | Change 2000-2030 |
|-------------------------------------|--|------------------|------------------|--------|--------|--------|--------|--------|------------------|
|                                     | Minimum                                  | Maximum          |                  |        |        |        |        |        |                  |
| <b>Residential</b>                  |  |                  | 3191.1           | 3187.6 | 3196.6 | 3205.2 | 3262.3 | 3309.6 | <b>118.5</b>     |
| Manufactured Home Residential       | 5  | 10               | 36.3             | 36.4   | 36.4   | 36.4   | 36.4   | 36.4   | 0.1              |
| Low Density Residential             | 0  | 4                | 2663.9           | 2678.7 | 2687.7 | 2690.5 | 2689.7 | 2697.5 | 33.6             |
| Medium Density Residential          | 4  | 8                | 380.5            | 353.2  | 353.2  | 353.2  | 353.2  | 353.2  | -27.3            |
| High Density Residential            | 8  | 12               | 110.4            | 112.3  | 112.3  | 112.3  | 112.3  | 151.8  | 41.4             |
| Mixed Use Primarily Residential*    | 0  | 45               | 0                | 7      | 7      | 12.8   | 70.7   | 70.7   | 70.7             |
| <b>C/I Land Uses</b>                | Est. Employees/Acre                      |                  | 345.3            | 444.6  | 486.6  | 487.2  | 435.7  | 511.8  | <b>166.5</b>     |
| Commercial                          | 45                                       |                  | 82.0             | 90.9   | 97.7   | 97.7   | 84.7   | 84.7   | 2.7              |
| Industrial                          | 20                                       |                  | 90.7             | 98.9   | 101.9  | 101.9  | 74.5   | 74.5   | -16.2            |
| Office                              | 35                                       |                  | 172.6            | 254.8  | 287    | 287.6  | 276.5  | 352.6  | 180              |
| Mixed Use Primarily C/I*            | NA                                       |                  | 0                | 0      | 0      | 0      | 0      | 0      | 0                |
| Extractive                          | NA                                       |                  | 0                | 0      | 0      | 0      | 0      | 0      | 0                |
| <b>Public/Semi Public Land Uses</b> |  |                  | 2865.3           | 2857.8 | 2867.5 | 2867.7 | 2862.4 | 2746.8 | <b>-118.5</b>    |
| Institutional                       |  |                  | 191.2            | 165    | 165    | 165    | 158.7  | 158.7  | -32.5            |
| Parks and Recreation                |  |                  | 209.7            | 282.1  | 282.1  | 282.1  | 282.1  | 282.1  | 72.4             |
| Open Space                          |  |                  | 1238.0           | 1157.5 | 1161.1 | 1161.1 | 1161.1 | 1162.5 | -75.5            |
| Roadway Rights of Way               |  |                  | 994.7            | 1035.1 | 1041.3 | 1041.4 | 1041.4 | 1041.4 | 46.7             |
| Utility                             |  |                  | 154.2            | 154.4  | 154.4  | 154.4  | 155.4  | 38.3   | -115.9           |
| Railroad                            |  |                  | 77.5             | 63.7   | 63.7   | 63.7   | 63.7   | 63.7   | -13.8            |
| Airport                             |  |                  | 0                | 0      | 0      | 0      | 0      | 0      |                  |
| <b>Subtotal Sewered</b>             |  |                  | 6401.7           | 6490.0 | 6550.8 | 6560.1 | 6560.4 | 6568.1 |                  |
| <b>Outside Urban Service Area</b>   | Minimum lot size                         | Maximum lot size | Existing (2000)  | 2010   | 2015   | 2020   | 2025   | 2030   | Change 2000-2030 |
| Rural Residential 2.5 acres or less |  |                  |                  |        |        |        |        |        |                  |
| Rural Residential 2.5 -10 acres     |  |                  |                  |        |        |        |        |        |                  |
| Rural Residential 10-40 acres       |  |                  |                  |        |        |        |        |        |                  |
| Agricultural 40+ acres              |  |                  |                  |        |        |        |        |        |                  |
| <b>Subtotal Unsewered</b>           |  |                  |                  |        |        |        |        |        |                  |
| <b>Undeveloped</b>                  |  |                  | 1707.1           | 1618.5 | 1557.7 | 1548.4 | 1548.1 | 1540.4 | <b>-166.7</b>    |
| Vacant                              |  |                  | 338.4            | 84.8   | 24     | 14.7   | 14.4   | 6.7    | -331.7           |
| Wetlands                            |  |                  | 161.2            | 283.1  | 283.1  | 283.1  | 283.1  | 283.1  | 121.9            |
| Open Water, Rivers and Streams      |  |                  | 1207.5           | 1250.6 | 1250.6 | 1250.6 | 1250.6 | 1250.6 | 43.1             |
| <b>Total</b>                        |  |                  | 8108.8           | 8108.5 | 8108.5 | 8108.5 | 8108.5 | 8108.5 | 0                |

\* For Mixed Use categories include information regarding the estimated minimum and maximum housing density ranges and acres/percentage of residential use.

## **Active Living**

Active living is a way of life that integrates physical activity into daily living. Shoreview strives to provide an environment for our residents and local workforce that encourages and provides opportunities to incorporate physical activity into their daily lives. As a result of this vision, a strong multi-jurisdictional park and facilities network that stretches through the community, a prominent bikeway and trailway system, and the regionally significant Shoreview Community Center, which includes a fitness facility and indoor waterpark have been developed.

Despite these efforts, barriers to active living remain due to the existing development pattern, transportation network and lifestyles. Current studies have found that there is a strong association between land use, automobile dependency, the level of a person's physical activity and their health. The evidence indicates that automobile oriented land use policies reduce transportation choice, negatively affects air quality and safety. Land use policies that support more dispersed and segregated land uses tends to reinforce this automobile dependency and reduce opportunities for physical activity in daily routines. Research has found that integrating physical activity into daily routines may be a more effective public health strategy than structured exercise programs. Physical inactivity has been linked to common chronic diseases found in the United States including heart disease, high blood pressure and diabetes.

Land use policies that support integrated land uses, encourage walking and biking, and remove barriers to physical activity can motivate people to lead more active lifestyle. These policies generally support a more compact, mixed use land use pattern that provides opportunities to walk or bike to destinations by incorporating pedestrian friendly design features. The goals, policies and recommended actions found in this Chapter and others, support active living principles and are reflective of the City's commitment to active living.

## **Goals, Policies, and Recommended Actions**

The City and its residents place a high value on preserving the natural environment of the community and ensuring new development fits the character of existing neighborhoods and meets community needs. The goals and policies set forth in this plan are intended to preserve and protect the City's residential neighborhoods and open space, respond to changing community needs while allowing infill and redevelopment. These policies and strategies will guide development and redevelopment while the City's Development Ordinance will define the standards for development.

## **Regional Strategies for Developed Communities**

The Metropolitan Council recognizes that Cities, like Shoreview, are nearly fully developed with little vacant land for growth and has classified the City as a developed community. However, the Metropolitan Council also recognizes these older areas may have obsolete buildings and older infrastructure that need repair or replacement to increase the community's economic competitiveness and quality of life. Despite being fully developed, growth occurs through redevelopment and reinvestment resulting in new households and job growth. Developed

communities are expected to accommodate approximately 30% of the new household growth and about half of the new jobs through 2030.

The following strategies will enable Shoreview to accommodate our share of the region's growth.

1. Accommodate growth forecasts through reinvestment at appropriate densities. Density shall be determined on a case-by-case basis. Density for infill development will be reviewed by:
  - A. Comparing the proposed density to that of the surrounding land uses,
  - B. The project's ability to provide buffering or landscaping from dis-similar use,
  - C. The project's compliance with surface water management and environmental policies, and;
  - D. The project's ability to address a community needed.

Density for areas targeted for redevelopment will also be determined on a case-by-case basis and reviewed in a similar manner but are expected to be 5 units with higher density in locations with convenient access to transportation corridors and with adequate sewer capacity.

2. Approve and permit reinvestment projects that make cost effective use of infrastructure and increase density.
3. Adopt ordinances to accommodate growth and use land and infrastructure efficiently.
4. Support the conversion or reuse of underutilized lands in order to accommodate growth forecasts, ensure efficient utilization of infrastructure investments and meet community needs.

## **General Land Use**

### **Goals**

1. Establish a well-balanced land use pattern that uses land efficiently, supports urban services, encourages active living and sustains the City's residential neighborhoods, business community and the environment while meeting the current and future needs of citizens.
2. Landforms and structures that are deemed by the community to have environmental, cultural or historical significance shall be preserved.
3. Facilitate a desirable transition between the existing development pattern and land uses and new development and land uses, including infill and redevelopment.

4. Encourage the redevelopment of under-utilized properties in a manner that achieves the highest and best use and increases the value to the community while mitigating impacts on surrounding land uses.

## **Policies**

- A. Recognize that the economy, the environment and the community are inter-related when making decisions regarding land use.
- B. Encourage site designs that minimize surface water run-off, reduce impervious surface coverage, provide vegetative buffers adjacent to water bodies, use native plants, support transit, active living and incorporate pedestrian-oriented features.
- C. Encourage citizen participation in land use decisions.
- D. Alleviate potential impacts from incompatible land uses through land use transitions or buffering.
- E. Evaluate the impact of development in accordance with the land use plan, benefit to the community, adjacent land uses, air and water quality, traffic generation, public safety, active living and aesthetics.
- F. Adverse impacts on air quality, surface and groundwater and other natural resources must be evaluated and minimized in land use decisions.
- G. Visual impact of altering the landscape and of new development must be considered.
- H. Noise and night lighting shall be reviewed in all land use decisions with the intent to minimize adverse impacts on the enjoyment of other properties or land uses.
- I. Recognize the relationship between land use, transportation, public health and other community facilities and services.
- J. Development should be planned to be consistent with the planned capacity of local utilities.
- K. Assess existing zoning regulations for the support of active living principles and make revisions as needed.
- L. Incorporate active living principles in the review of development applications.
- M. Identify areas where residential infill and development may take place in or adjacent to established residential neighborhoods and consider studying these areas further to address potential impacts.

- N. Land use decisions should be influenced by the availability of urban services, the transportation network, existing development pattern, nearby land uses, natural characteristics of land and community needs.
- O. Revision of a land use plan map designation shall require the City Council to find that the proposed designation will not facilitate development which would have a significant, adverse impact on the planned land use of surrounding property. The City may require documentation to support said findings. The existing planned land use of the property shall be the basis for comparison from which to judge the impact of the proposed designation.
- P. When a land use plan amendment is proposed, the following elements shall be considered relative to the site and the characteristics of adjoining planned land uses: probable building mass differences; traffic generation; separation to dissimilar land uses; carrying capacity of the site (sewer, water, access, topography, etc.); and buffering potential of dissimilar but adjoining land uses.
- Q. Recognizing the unique nature of each policy development area, and pursuing a policy of flexibility in regard to their development, the City must not relinquish its responsibilities to a cohesive plan of development for these critical areas. Therefore, the land use patterns for each PDA must be determined at the time the first significant project is approved in the PDA. A dialogue must be conducted among the landowners, and the City must adopt an area-wide plan at the time the first project is approved in the PDA.

## **Residential Uses**

### **Goal**

1. Maintain and enhance the quality of all residential neighborhoods.
2. Provide a diverse mix of housing types and occupancy options to create a balanced housing community.
3. Ensure that all residential neighborhoods and developments have access to public trails, schools, parks and other civic facilities and a multi-model transportation network.

### **Policies**

- A. Higher density residential uses should be located near areas that provide commercial services and employment opportunities.
- B. Medium- and high-density residential development should be located in areas convenient to the regional transportation system.
- C. Residential development should occur in a variety of densities and forms to meet the changing needs of the community and region.

- D. Residential development should be protected from incompatible land uses through the use of buffers.

## **Commercial and Industrial Uses**

### **Goals**

1. Establish vital commercial areas that meet the needs of the community's residents and businesses.
2. Provide commercial and industrial development areas that attract businesses, which offer diverse employment opportunities with livable wage jobs to Shoreview residents.
3. Provide opportunities and mechanisms for reinvestment in established commercial and industrial areas and redevelopment of targeted areas.
4. Advocate high quality development and redevelopment within the community.
5. Ensure that opportunities exist for business expansion and growth within the community in order to retain key businesses and preserve the community's commercial/industrial tax base.

### **Policies**

- A. Commercial, office, business park, and industrial uses shall be compatible with the existing and planned land uses.
- B. The adverse impacts of commercial/industrial development on adjacent land uses shall be minimized through a combination of building design, site design, landscape, screening and operations.
- C. Employment and service centers shall be located in areas convenient to the regional transportation system.
- D. Provide linkages to commercial and industrial development areas from residential, recreational and civic land uses.

## **Mixed Uses**

### **Goal**

1. Create sustainable, integrated mixed-use land areas that provide commercial services, active living opportunities, recreation, life-cycle housing and industry and enhance the community's identity and quality of life.

## Policies

- A. Mixed-use development shall incorporate pedestrian-oriented design features.
- B. The compatibility of land uses should be achieved through the use of building design and orientation, massing of buildings, landscaping, access controls and other architectural and site design features.
- C. Streets within a mixed-use development shall be designed to balance the needs of pedestrians, cyclists, motorists and transit.
- D. Mixed-use developments shall provide connections utilizing trails, transit, and street design.

## Recommended Actions

The City will pursue the following recommended actions:

- 1. Revise and update the zoning ordinance to conform to the adopted land use plan.
- 2. Create and adopt site and building design standards for all zoning districts to implement the goals and policies of the land use plan.
- 3. Continue to work toward implementation of the *Highway 96 Core Area Framework Plan*, including the *Town Center redevelopment area*.
- 4. Continue to work toward adoption of an updated *Shoreview Commons Master Plan*.
- 5. Partner with adjacent communities, Ramsey County, the Metropolitan Council, non-profit organizations, and for-profit developers to achieve the goals and policies of the land use plan.
- 6. Continue to actively involve City residents and the business community in land use decisions.
- 7. Where noted in the land use plan, pursue further studies for particular areas.
- 8. Where noted in the land use plan, actively seek redevelopment opportunities that will implement the goals and policies of the land use plan.
- 9. Coordinate land use decisions with the goals, policies, and recommended actions included in other elements of the *Comprehensive Plan*.

## Planned Land Use

The planned land use plan map, **Map 4-3**, identifies the anticipated future land uses for the City. This plan takes into consideration the City's existing land use pattern, projected growth and land

use policies. The planned land use map concentrates on the preservation of existing land uses and land use patterns while encouraging infill and redevelopment where opportunities exist. In addition, the map identifies Policy Development Areas for those areas where infill or redevelopment opportunities exist but may pose concerns if development does occur. See the following sections for discussion of Policy Development Areas.

The planned land uses have remained consistent with those designations identified in the *Planned Land Use Map, Map 4-4*, adopted as part of the *2000 Comprehensive Guide Plan*; however, some change has occurred as a result of development, redevelopment or a shift in policy direction. Some areas that were previously identified as a Policy Development Area are no longer classified as such because development or redevelopment has occurred in these areas. Other areas have been identified as Policy Development Areas if development or redevelopment presents opportunities or pose significant concerns. One other significant change is the wider use of the N, Natural Designation. Properties that fall within this designation may or may not be developed, due to significant sensitive land features, such as wetlands (which may include the upland surrounding the wetland), steep slopes, endangered species habitat, floodplain or woodlots. Now that better data is available, the use of this designation was expanded and includes those properties that contain sensitive natural features. This designation may, however, be used in conjunction with another designation if it appears that the property has development potential.

## **Policy Development Area (PDA) Statements**

The remaining undeveloped parcels within the City are generally small, adjoin one or more existing land uses and have constraints that impact their development potential. Development of these areas must be sensitive to adjoining land uses as well as the development capacities of the particular site.

This section sets forth the City's policies for these specific areas. These Policy Development Areas, PDAs, present opportunities or pose significant concerns for development or redevelopment. The use of the PDA concept allows the City to require more specific development policies than would generally be applied to development proposals for other areas. These policies, together with the land use designation on the planned land use plan map (**Map 4-3**) and the general land use management policies, set the City's official land use policy for each site.

The 1982 *Comprehensive Guide Plan* first included PDAs. The PDAs were updated in 1992 and 2000. Several of the PDAs have since been developed, and new areas of concern have been identified.

**Table 4-3** summarizes designated PDAs. Each PDA is discussed further in the following sections.



**Table 4-3. Policy Development Areas**

| <u>PDA<br/>Number</u> | <u>Description</u>  | <u>Designation(s)</u>                  | <u>Page<br/>Number</u> |
|-----------------------|---|--|------------------------|
| 1                     | Brookside Manufactured Home Park                          | RM, RH                                 | 4-15                   |
| 2                     | 1300 County Road I  | RM, O                                  | 4-16                   |
| 3                     | 5990/5995 Hodgson Road and vacant property                | MU, O, N                               | 4-17                   |
| 4.                    | Turtle Lake Road Neighborhood                             | RL, N                                  | 4-19                   |
| 5                     | Lakeshore Neighborhoods of Turtle Lake                    | RL                                     | 4-20                   |
| 6                     | Town Center   | MU-TC                                  | 4-23                   |
| 7                     | Shoreview Commons (Highway 96 Corridor)                   | SR, INST, P                            | 4-26                   |
| 8                     | Gospel Mission Camp and Snail Lake Properties             | INST, O, RM, RL<br>MU                  | 4-27                   |
| 9                     | Hodgson Road Residential Area<br>East Side<br>West Side   | RM, SR, O<br>RL, RM                    | 4-28                   |
| 10                    | Highways 96 and 49<br>Northwest<br>Southwest<br>Southeast | C<br>RM, INST, O, C<br>INST, O, SR, RM | 4-31                   |
| 11                    | Shoreview Business Campus                                 | RM, O                                  | 4-33                   |
| 12                    | Telefarm Property (Tower Sites)                           | T, BPK, O, RL, <u>RM</u>               | 4-34                   |
| 13                    | Tan (808 Randy Ave)/Reiling Properties                    | BPK, RL                                | 4-35                   |
| 14                    | United Tower Property (Tower Sites)                       | T, O, BPK, ROS, <u>RL</u>              | 4-36                   |
| 15                    | Ambassador Baptist Church/Residential Properties          | O, INST, RL, RM                        | 4-36                   |
| 16                    | Vacant Parcels, Gramsie and Hodgson Roads                 | RM, O                                  | 4-37                   |
| 17                    | Shoreview Park Road Industrial Area                       | LT-I, BPK                              | 4-38                   |
| 18                    | Ramsey County Maintenance Center and Vicinity             | INST, MU, C, O                         | 4-39                   |

BPK – Business Park

C – Commercial

SR – High-density Senior Residential

INST – Institutional

LT-I – Light Industrial

MU – Mixed Use

O – Office

TC – Town Center

P – Park

RH – Residential High Density

RL – Residential Low Density

RM – Residential Medium Density

ROS – Recreation Open Space

T – Tower

N – Natural

## **1. Brookside Manufactured Home Park**

This PDA consists of a manufactured home park located on County Road J and the single-family residence at 1586 County Road J surrounded by the manufactured home park. There may be increased interest in the redevelopment of this site due to the development of the nearby Rice Creek Corporate Park, County Road J/Interstate 35W improvements and the Medtronic development in Mounds View. The location of this property on an arterial and near existing industrial, commercial and residential development make it suitable for medium- and high-density residential land uses.

### **Policies**

The land use designations for this PDA are RM, Medium-Density Residential; and RH, High-Density Residential;. The RM designation is intended to convey that the manufactured home park remains an appropriate use of the land and that the City does not wish to initiate redevelopment activity on the site or to make it a legal nonconforming use. If, however, redevelopment occurs in the future, high-density or another medium density residential use is acceptable.

The detached single-family residence (1586 County Road J) is isolated from other uses because of its location and proximity to the Brookside community. Future plans for this PDA must integrate this property into the use of the larger parcel.

Redevelopment of the site shall adhere to the following policies:

- A. Any land use change of this site from the manufactured home park to another use must include the entire manufactured home park and the single-family residence at 1586 County Road J.
- B. Any change in the use of the single-family property, unless incorporated into the existing manufactured home park, must occur with redevelopment of the manufactured home park.
- C. The number of direct access points to County Road J shall be minimized.
- D. Trail connections providing access to the Rice Creek North Regional Trail Corridor and the nearby University property may be required as part of the redevelopment plan.
- E. Redevelopment of the site must expand housing opportunities and choices within the community.
- F. Redevelopment of this site must include a provision for affordable housing.
- G. Office and commercial uses may be considered appropriate provided said uses are low intensity, residential in scale and serve as a buffer between the roadways and residential uses.

The incorporation of these uses into a redevelopment requires a comprehensive guide plan amendment.

## **2. 1300 County Road I**

The property at 1300 County Road I is currently occupied by a contracting business. The contracting business became a legal nonconforming use in May 1991 when the City rezoned this property from I, Industrial to R-2, Attached Residential. Surrounding land uses include single-family and multi-family residential, open space, and an elementary school. The property to the south, the Twin Cities Army Ammunition Plant (TCAAP), is located in the City of Arden Hills. The master plan for the TCAAP property indicates that the land to the south of this PDA is planned for open space when the federal government releases the property.

Ramsey County reconstructed this portion of County Road I in 2004, which resulted in the realignment of this road south of the historic farmhouse with a signalized intersection at Lexington Avenue. The roadway then curves to the north intersecting with Hamline Avenue north of the contracting business. Although this was not the preferred road alignment, costs associated with poor soils and wetland areas prevented the construction of a straight east-west roadway for this section. Future plans for the roadway do include reconstruction the Hamline Avenue/County Road I intersection. This project would have a direct impact on the contractor's property at 1300 County Road I.

### **Policies**

The property has a dual land use designation of RM, Medium-Density Residential, and O, Office. Development shall meet the following conditions:

- A. The feasibility of realigning County Road I/Hamline Avenue intersection shall be explored in conjunction with development of these parcels.
- B. All building elevations visible from nearby residential properties shall be designed to be compatible in appearance with residential uses, and all parking and loading areas shall be adequately screened and landscaped.
- C. Any development proposal shall provide for their connection to the public sewer system.
- D. Any development proposal for either parcel should be processed as a Planned Unit Development.

## **3. 5990/5995 Hodgson Road and Vacant Property**

This PDA consists of property on both the east and west sides of Hodgson Road at County Road J. The PDA includes two vacant parcels, a Freedom convenience/gas station, and a BP (British Petroleum) gas station, including a car wash and has an area of approximately 7.6 acres.

Although the convenience store and gasoline stations serve the community, these uses are of concern due to their age and appearance. Both vacant properties have wetland and floodplain areas that affect their development potential.

North of County Road J in the City of Lino Lakes are an auto repair and sales business and a restaurant/night club. Lino Lakes recently adopted a master plan for the redevelopment of this area that permits a mixture of land uses including medium and high density residential, neighborhood oriented commercial and office. The future redevelopment of this area is difficult, however, due to needed transportation improvements, public sewer and water extensions, wetlands and the number of land holders involved. Existing land uses adjacent to this area are primarily low-density residential.

In 1990, the City approved a planned unit development for the property on the southeast corner of County Road J and Hodgson Road. The first phase of this plan has been completed with the construction of the Amoco gas station and car wash. The second phase, a 21,000 square foot commercial center, has not been constructed. This phase cannot be developed as approved due to changes in wetland conservation laws and floodplain issues.

The City also received a development proposal in 2003 for an office development of the vacant parcel west of the Holiday convenience store. The development plans were withdrawn because of issues related to the site constraints, including the lot configuration, wetland and floodplain area.

This PDA has the potential to become an attractive neighborhood commercial center that would meet the convenience shopping needs of the northeast neighborhoods that are within walking or biking distance provided such uses are regulated to limit their impacts on the adjacent single-family residential neighborhoods.

## **Policies**

The land use designations for this PDA are MU, Mixed-Use, O, Office and N, Natural. The Natural designation identifies this area as one that possesses significant sensitive land features, such as wetlands and floodplain area. These features limit the development potential of the properties. The City believes the appropriate use of the property is small-scale retail commercial and office uses that are designed with a residential style and scale and provide services to the nearby residential neighborhoods. Office uses would provide a transition between commercial and surrounding residential uses. Development of parcels within this area needs to adhere to the following policies:

- A. Future right-of-way needs for Hodgson Road and County Road J should be considered in the development proposal.
- B. The redevelopment of the southwest corner should incorporate both the vacant parcel and the Freedom Station Store property.

- C. The redevelopment of the southeast corner should also include both the vacant parcel and the parcel occupied by British Petroleum.
- D. Any commercial development should be oriented towards the arterial roadways, contain neighborhood oriented uses and have a residential design/scale. Automotive gas station uses may be permitted provided they are located closer to the intersection and away from the residential land uses and have a maximum capacity of fueling eight vehicles at one time. Automotive repair uses are not acceptable.
- E. Any redevelopment proposal should incorporate landscaping, berms, or fencing as a buffer next to adjacent single-family residential uses. Fencing may supplement the buffer.
- F. Placement and scale of buildings should be consistent with surrounding land uses while taking advantage of and preserving natural features and amenities.
- G. Development on the site should be pedestrian-oriented and include pedestrian connections to the surrounding neighborhood.
- H. Development activities should be coordinated with the City of Lino Lakes to achieve a cohesive and well-integrated development scheme for this intersection.
- I. Gateway features shall be incorporated into any development proposal. These features include city entry signage and landscaping.

#### **4. Turtle Lake Road Neighborhood**

This PDA includes single-family properties north and west of Turtle Lake Road. These parcels are larger than the standard residential lots and may have development potential if properties are combined. Furthermore, there is a wetland complex on most of the parcels and some are subject to an Xcel Energy Utility easement or adjacent to property owned by Xcel Energy. The City is not encouraging the redevelopment of this area but recognizes the area may present opportunities for further development. There are approximately 40 acres in this PDA.

Adjacent land uses include low density and medium density residential in the City of Shoreview. To the south, lies the City of North Oaks whose land uses include low density single-family residential and the North Oak's maintenance facility site.

Turtle Lake Road was recently reconstructed and this project included the extension of City sewer and water services to this neighborhood. With these improvements in place, further development of the area is more likely. Some property owners have chosen to subdivide their properties to offset the assessments associated with these public improvements.

## **Policies**

Land within this PDA is designated RL, Low-Density Residential and N, Natural. The RL designation recognizes that existing single-family residential uses are an appropriate use. The City acknowledges that there is additional development potential in these areas, especially if lots are consolidated creating an opportunity for additional single-family residential development in this area. The N designation recognizes the environmental sensitive wetland area. Future subdivisions in this area shall adhere to the following policies:

- A. The City shall not approve any partial or interim redevelopment proposals that will result in the land locking of any parcels or that permanently limit individual parcel access to Turtle Lake Road.
- B. Redevelopment proposals that seek to retain existing homes must incorporate these homes and their parcels into the development.
- C. Primary access to newly created parcels must be provided via an internal public street system.
- D. The City prefers parcels be consolidated with one another in order to create a consolidated and integrated redevelopment pattern. Individual parcels may be redeveloped provided consideration is given to the cohesive redevelopment of this entire area.
- E. Developers are required to adhere to the redevelopment master plan of sufficient detail to ensure the coordinated and integrated redevelopment. This plan must take the entire PDA into consideration. This plan and all phasing require review and approval by the City.
- F. The City may review and adjust the boundary of the PDA to address redevelopment issues and reflect cooperative changes to the included parcels to ensure the efficient land use, appropriate access and buffering.
- G. The redevelopment plan shall address pedestrian walkways and connections to the existing trail system.
- H. Residential development may consist of conventional single-family residential or an alternative housing type with a density range of 0 to 4 units per acre.
- I. Development proposals shall not disturb the wetland area and must provide a vegetative buffer around this natural feature.

## **5. Lakeshore Neighborhoods on Turtle Lake**

This PDA consists of three areas of long, narrow, single-family residential lots on the east, south and west sides of Turtle Lake. The natural feel of this area has been retained through the preservation of woodlands, open areas and pervious soils. The topography varies from steep

slopes and bluffs near the shoreline to flat areas outside of the immediate shoreline area that gradually slope away from the lake.

Access is via numerous individual driveways to Hodgson Road, Lexington Avenue, and Tanglewood Drive. Some lots are landlocked; they are accessible only by private drives or shared/common driveway easements across adjoining parcels. There are no internal public roads that provide shared access.

As recommended in the previous *Comprehensive Plan*, the three areas in this PDA have been rezoned to RE, Residential Estate District. This district establishes minimum lot sizes of 20,000 square feet for the southern area and 40,000 square feet for the eastern and western areas. The concerns created by the existing development pattern include the number of access points onto major thoroughfares, access to landlocked parcels, stormwater management, and the potential for future development.

The large minimum lot sizes have discouraged further subdivision, but subdivision potential still remains. With limited opportunities for new growth available, development options in the City include infill and redevelopment. Areas that have large lots and natural features like the Turtle Lake neighborhoods tend to be desirable to developers for re-subdivision and development. For this reason, these neighborhoods have been designated as a PDA. With the PDA designation, the City is able to establish land use policies that are sensitive to the existing development pattern and natural features of these neighborhoods.

## **Policies**

The land use designation will remain RL, Low-density Residential. The RL designation recognizes that the existing low-density development pattern and large lot restrictions of the RE zoning district is appropriate and should be retained. Although the City is not encouraging the development of these areas, it recognizes the potential for future subdivision even with the current zoning. The City has designated this area as a PDA to proactively manage development if and when it occurs.

If presented with a subdivision proposal, the City may consider the further study of this area to address issues regarding potential lot sizes, access and stormwater management. A comprehensive subdivision plan could then be developed for these neighborhoods. Subsequent subdivisions would then need to comply with this plan. Citizen participation would be sought during this process. A development moratorium may also be considered if a subdivision proposal is received prior to the completion of this study and a comprehensive subdivision plan is approved. A study will enable the City to adequately review the impacts of development on the surrounding residential properties. Any further subdivision of parcels within this PDA shall achieve the following objectives:

- A. Maintain the established Residential Estate (RE) zoning with a minimum lot area of 20,000 square feet for the neighborhood south of Turtle Lake and a minimum lot area of 40,000 square feet for the neighborhoods on the east and west sides of Turtle Lake.

- B. Adhere to the City’s requirements for development within shoreland areas.
- C. Minimize direct access points onto major thoroughfares and collector streets through an internal public street system. Consolidated access through shared driveways may be appropriate for minor subdivisions where the resulting parcels have no further subdivision potential. In determining the appropriateness of private driveways, the City will consider the development potential and probable subdivision patterns of surrounding properties.
- D. Provide public street access to land-locked parcels that are presently accessed via a driveway across another property.
- E. Upgrade existing substandard public accesses.
- F. Provide for a unified stormwater management system that addresses the rate, quality and treatment of stormwater runoff, alleviates current drainage problems, and meets all post-development standards.

## **6, 7, 8, 9. Highway 96 Corridor (Core Area)**

As the City has matured, so has its core area along the Highway 96 corridor. The Highway 96 core area is centrally located in the City and contains the community’s primary public and civic facilities, significant commercial and industrial developments, residential uses, and public parks and open spaces.

The core area is being impacted by a number of issues and forces, which need to be addressed and resolved. In addition to the pressures for infill development and/or redevelopment, the City also recognized that it was faced with key decisions regarding the overall symbolic and physical significance of the core area’s place in the community and its relationship to the whole City.

In 1996, the City adopted the *Core Area Framework Plan*. This plan is a comprehensive study that establishes a framework to guide the future development, redevelopment, and enhancement of the City’s core area. The plan was created to form an overall vision for the core area and to establish short-, medium-, and long-range goals to accomplish the vision. The *Core Area Framework Plan* should be used as a measure for evaluating all future infrastructure, environmental, and development or redevelopment projects in the Highway 96 corridor. The plan is a “living” document that will be adjusted and modified over the years as the City goals, objectives, and resources change. Many of the recommended policies and actions of the *Core Area Framework Plan* have been incorporated into the *Comprehensive Plan*. **Map 4-3** shows the adopted *Core Area Framework Plan*.

### **Policies**

- A. Continue to implement the urban design enhancements program associated with the reconstruction improvements to Highway 96. The purpose of these local improvements is to



create an environment along the highway corridor by adding landscaping and other amenities that provides a community statement and is consistent with the goals of the *Core Area Framework Plan*.

- B. Further explore and study the recommended implementation concepts of the *Core Area Framework Plan*, and continually review and modify the plan to properly reflect the direction of the community and the potential of the core area.
- C. Further explore and study the residential properties along the north side of Highway 96 between the Shoreview Commons and Mackubin Street to address the viability of these properties for single-family residential use and potential redevelopment of the area.

**6. Town Center** (*See also, Chapter 6, Economic Development, Targeted Redevelopment Area No. 1*)

The Shoreview Town Center Plan anticipates the redevelopment of an older light industrial area along Highway 96 between Lexington Avenue and Victoria Street, transforming it into a mixed-use area of residential, civic, and commercial uses. The new buildings, streets and paths would link housing, work, shopping, and public services with improved connections to the area's natural amenities. The Shoreview Town Center was identified as the top redevelopment objective in the update of the Comprehensive Plan in 2000 and reaffirmed by the City Council as a key strategic goal for the City. The City was awarded a \$40,000 grant from the Metropolitan Council to assist with planning this implementation phase of the study process

The 80-acre Shoreview Town Center area lies between a large wetland complex called Lake Martha and Highway 96. To the east is the popular civic complex of Shoreview Commons that includes the Shoreview Community Center featuring the Tropics Indoor Water Park, Ramsey County Ice Arena and the Shoreview County Library. To the west at Lexington Avenue is an older shopping center that provides a variety of retail services for the community. In between these two activity “anchors,” however, lays an older yet active light industrial area of many small parcels, with cul-de-sac streets that force all traffic onto the busy highway.

Anticipating changes away from industrial uses due to the targeted area's central location and many surrounding amenities, the City formulated an overall plan to guide future redevelopment proposals. The planning analysis involved a series of public forums and a community task force of residents and property owners, followed by plan revisions, a market study and financial feasibility analysis. The Shoreview Town Center is a 10-15 year master plan designed to accommodate an evolution in uses over time from industrial to a combination of residential, retail, employment and civic uses.

The Town Center has a land use designation of MU- TC, Mixed –Use, Town Center. Policies have been developed that address the overall redevelopment in this area in addition to specific policies related to commercial and residential uses.

## **Policies**

The City will work with current property owners to develop a master plan for redevelopment of this area that integrates multiple uses within a logical internal street system. Private redevelopment proposals that meet the City's goals for this area are also encouraged. Any redevelopment proposal involving a change in land use should consider existing adjacent land uses, meet the goals of the *Framework Plan*, and provide logical future connections to adjacent sites. Improvements to existing properties that do not involve a change in the existing land use may also occur on parcels of any size. The intent of the new land use designation is to allow greater flexibility of uses to existing properties and encourage redevelopment over the next twenty years.

### **Town Center**

- A. Promote the development of a compact pedestrian-oriented town center consisting of a mixture of uses that create a vibrant employment, commercial and residential living environment.
- B. Incorporate connections to institutional, cultural, recreational and entertainment activities.
- C. Encourage pedestrian-oriented development within walking distance of transit opportunities at densities and intensities that support transit and town center businesses.
- D. Promote the health and well being of residents by encouraging physical activity, alternative transportation and greater social interaction.
- E. Create a place that represents a unique and attractive destination.
- F. Enhance the character of Shoreview through the promotion of high-quality urban design.
- G. Increase the community's employment base and provide additional employment opportunities for residents.
- H. Enhance and incorporate environmental features into the redevelopment project.
- I. Improve the quality of Lake Martha by incorporating stormwater management practices into redevelopment plans in accordance with the policies of the Rice Creek Watershed District.
- J. Promote Lake Martha by providing public space and trail connections to and along the waterfront.
- K. The City prefers parcels be consolidated with one another in order to create a consolidated and integrated redevelopment pattern. Individual parcels may not be redeveloped in isolation without consideration of the redevelopment of this entire area.

- L. Developers are required to prepare and adhere to a redevelopment master plan of sufficient detail to ensure the coordinated and integrated redevelopment. This plan must take the entire PDA into consideration. This plan and all phasing require review and approval by the City.
- M. Primary access to newly created parcels must be provided via an internal public street system and not have direct access onto Highway 96.
- N. Create community-gathering spaces that encourage the interaction of people.
- O. Redevelopment plans shall take into the consideration the transition of land uses and existing land uses that will remain during the interim.
- P. Existing businesses may remain and continue at the size, intensity and in the same manner of operation as existed prior to the MU-TC designation. Expansion of these businesses requires approval by the City Council. In its review of the expansion plans, the City shall consider the need for the expansion, the proposed size and intensity, relation to the Town Center redevelopment plan and impact on existing and proposed land uses within this PDA.

#### **Town Center – Residential**

- A. Provide a diverse mix of residential housing styles and occupancy types for all age and income groups.
- B. Incorporate affordable housing (as defined by the Metropolitan Council) opportunities into residential development projects.
- C. The maximum density for condominium projects shall not exceed 45 units per acre while the maximum density for townhome project shall not exceed 20 units per acre. The density for individual projects will be reviewed and determined on a case-by-case basis. This review will consider how the proposed density relates to the density for the entire redevelopment area, density of existing residential development, location within the town center area, relationship to adjoining land uses, proximity to open space and ability to provide underground or structured off-street parking.
- D. Encourage privacy through the building design, site layout and incorporation of open spaces.
- E. Common open space areas must be provided.
- F. Mixed-use residential buildings shall be of a moderate to high density that provide residential uses above small-scale ground floor commercial uses.
- G. Residential development adjacent to existing commercial and industrial business uses shall be designed to minimize the temporary impact these business uses have on the residential land use.

### **Town Center – Commercial/Office**

- A. The commercial and office areas shall provide a diversity of uses that serve the nearby residential uses, community and larger region and provide employment opportunities.
- B. The intensity of individual projects will be reviewed on a case-by-case basis. This review will consider how the proposed intensity relates to the entire redevelopment area, intensity of existing nonresidential development, location within the town center area, relationship to adjoining land uses, proximity to open space and ability to provide underground or structured off-street parking.
- C. Commercial centers and employment areas shall be designed to be compact and respectful of the nearby residential uses and the environment.
- D. Commercial and office uses shall be sized appropriately to accommodate community wide needs.
- E. Large-scale retail is generally discouraged unless the use serves as an anchor for retail development. Building design shall be of a higher quality and include architectural features that enhance the appearance of the building and results in the appropriate building scale.

## **7. Shoreview Commons**

The Shoreview Commons is located within the Highway 96 corridor at Victoria Street and serves as a focal point in the community for civic and recreational services. The surrounding land uses include single-family and medium-density residential neighborhoods, retail, industry and regional open space. The Commons includes the Shoreview Community Center, Shoreview City Hall, Shoreview Maintenance Center, Ramsey County Ice Arena, and Ramsey County Library. A 72-unit senior housing development was added to the Commons in 1999.

This area is included in the *Core Area Framework Plan* for the Highway 96 corridor. This plan identifies the Commons as central to achieving many of the project's goals of enhancing livability, providing connectivity, and creating a stronger sense of community. The *Framework Plan* also identifies the homes along the north side of Highway 96 between the Community Center and Dale Street as a possible area for expansion of the Commons. The eventual conversion of these homes to public use would eliminate conflicts between the residences and Highway 96 while protecting the existing neighborhood to the north. The City Council initiated a planning process in 1995 to develop a Commons master plan.

### **Policies**

The land use designation of the Commons area includes: SR, Senior Residential, INST, Institutional, and P, Park. To facilitate the goals of the *Core Area Framework Plan* and Master Plan, the following items should be considered:

- A. Examine the feasibility of acquiring the two residential dwellings on the corner of Victoria Street and Highway 96, if the opportunity arises.
- B. Create spaces for public gatherings such as a pavilion and village arcade.
- C. Incorporate transit, pedestrian connections and other modes of transportation in development plans for the area.
- D. Work with other organizations such as the school district and the library to explore facility improvements that meet the needs of the community and complement other uses of the Commons area.
- E. Retail uses within the Commons area may be permissible provided they complement the public uses.
- F. Through the development of a Commons master plan, explore the eventual creation of public space along the north side of Highway 96 between the Community Center and Dale Street.

## **8. Gospel Mission Camp and Snail Lake Properties**

This PDA consists of a 17-acre retreat and camp owned and operated by the Union Gospel Mission of St. Paul between Highway 96 and Snail Lake and ten single-family properties to the west on a narrow strip of land between Highway 96 and Snail Lake.

### **Gospel Mission Camp**

The *Core Area Framework Plan* designates the Gospel Mission property for multi-family or mixed-use development along with a lakefront public trail. However, a change in use appears unlikely in the short term. The Gospel Mission has stated its intent to remain on the property indefinitely and initiated improvements to their facility in 1999 to continue and expand their services and programs. The site has been subject to much development speculation over the years due to its prime location and size. Redevelopment may be less likely in the next decade due to these improvements. However, as long as redevelopment potential remains, the City should be prepared to respond to future redevelopment proposals due to the sensitive nature of the property.

### **Single-family Properties.**

Highway 96 is expected to see significant increases in traffic volumes during the life of this Comprehensive Guide Plan. These traffic volumes may make the residential uses along Highway 96 less attractive over time because of access issues, noise, and other impacts.

The *Core Area Framework Plan* identified the single-family lots between Highway 96 and Snail Lake as an area where redevelopment may occur in the future as traffic increases and property values rise. Requests from some residential property owners on the south side of Highway 96

were instrumental in initiating the *Core Area Framework Plan* study in 1995. The *Core Area Framework Plan* indicated the City's willingness to consider alternative land uses in the subject area if a private developer came forward with a plan that was supported and acceptable to the impacted property owners, supported by market conditions, and consistent with City policies.

Ownership of the residential properties along Snail Lake within this PDA area has changed since the development of the *Core Area Framework Plan*. Current owners have indicated a strong desire to continue to maintain their properties for residential uses and appear willing to tolerate increased highway traffic in order to enjoy the lake use and surrounding recreational amenities.

The *Core Area Framework Plan* envisioned that redevelopment of the residential properties would occur in conjunction with the Gospel Mission property. Given the anticipated continuation of the Gospel Mission use, the single-family residential uses and high property values for lakeshore properties, it is likely that independent redevelopment of the residential properties may not be feasible. Soil conditions may also pose difficulties for redevelopment, since much of the area was constructed on fill. Lot size and setbacks from Snail Lake and Highway 96 may also serve as development constraints.

## **Policies**

### **Gospel Mission Camp**

The Gospel Mission Camp has several designations; INST, Institutional, O, Office, MU, Mixed Use, RM, Medium Density Residential and RL, Low Density Residential. The institutional designation recognizes the expected continued use of the property by the Gospel Mission. The remaining designations identified indicate that those uses are appropriate upon the site's redevelopment provided the following policies are met:

- A. Office and high density residential uses adjacent to Highway 96 are appropriate while medium and low density residential uses are appropriate in the southern and midsection of the site.
- B. Any development proposal that proposes access onto Highway 96 must be reviewed and approved by Ramsey County. Access onto Highway 96 should be minimized to the extent possible.
- C. Traffic circulation through the development site should include a public road network that has access to Harbor Court and Highway 96.
- D. Limited service commercial uses may be permitted along Highway 96 through the MU designation provided they are not "free-standing" or "stand-alone" buildings and are located in buildings that have a mixture of office and/or residential uses.

- E. Impacts of the proposed development need to be considered as part of any redevelopment plan and landscape screening or buffering may be required to protect existing residential land uses.
- F. Any proposed redevelopment plan shall address the impact on the residential land uses to the west.
- G. Any proposed redevelopment plan shall address pedestrian connections to the existing trail system. A public trail system along the lakeshore of Snail Lake should be explored with any redevelopment plan.
- H. Redevelopment of the site shall be sensitive to the lakeshore environment by establishing a protection zone and/or implementing mitigation techniques to reduce the development's impact on the lake.

### **Single Family Properties**

The single-family lots are designated RL, Low-density Residential, and should remain so to indicate that the existing residences are expected to remain.

If redevelopment were to occur on these properties, it would most likely include the Gospel Mission property. Any redevelopment plan should be agreed to and supported by the residential property owners. The *Core Area Framework Plan* identifies mixed-use development including, medium-density housing, limited retail commercial, and office uses for this PDA.

The residential properties within the PDA could be proposed for redevelopment independent of the Gospel Mission property. Any redevelopment plan towards alternative mixed uses would require an amendment to the Land Use Plan. If redevelopment were pursued, the City would prefer property owners present a redevelopment plan that encompasses all of the residential properties and is supported by the present property owners. However, further study would be required to determine what alternative land use designations may be found feasible and suitable if property owners were to propose a redevelopment plan in the future.

Redevelopment proposals that include only a portion of this area may also be considered. However, the proposed plan must provide for quality site design, effective buffering and screening from remaining residential properties, and include contiguous parcels.

In any case, further study of soil conditions, access, water quality impacts, and other issues is required to determine the feasibility of redeveloping this area and the most appropriate long-term land uses. If the residential property owners agreed to a redevelopment plan, it should follow the general land use and circulation concepts of the *Framework Plan*, and include a dedicated easement that could allow for a public trail along the lakefront in the future on the redeveloped properties.

At this time, the City has no intention to initiate public acquisition of the private property for redevelopment purposes. Furthermore, the City has no plan to pursue a public trail along the Snail Lake shore on the private property as long as the existing residential uses are present. The public lakewalk concept would be considered only if there were a redevelopment plan proposed in the future.

## **9. Hodgson Road Residential Area**

This PDA includes single-family properties fronting both the east and west sides of Highway 49, south of Tanglewood Drive and north of the Highway 96 intersection. The property along the east side of the highway was recently redeveloped and now consists of the Whispering Pines a standard single-family residential neighborhood and the Villa's of Whispering Pines detached town home neighborhood. On the west side of the highway, the residential development includes both older and newer homes. Lot sizes also vary from small shallow lots to long deep lots. This PDA includes 10 acres with 5 acres being east of the highway and 5 acres west of Highway 49.

Adjacent land uses include retail, quasi-public, and single-family residential. To the west and north of this PDA, the single-family residential uses are suburban in nature while the residential development to the east in the City of North Oaks is residential with larger lot areas and no city services.

This area has begun to transition to other uses given the proximity to the Highway 96 commercial area, improvements to Highway 49 corridor, rising traffic volumes, and the age of many of these residences. If further redevelopment were to occur in this area, it should be coordinated to protect and preserve adjacent residential neighborhoods.

### **Policies**

The east side of this PDA is designated as RM, Medium Density Residential, SR, Senior Residential and O, Office. The City anticipates that the existing single-family homes will transition to these other uses due to the redevelopment of the properties to the north. Higher intensity uses are more appropriate for this area due to the properties proximity to Highway 49 and Highway 96 and commercial services. The City has preliminarily approved a redevelopment project consisting of office and senior residential for the majority of land area east of Hodgson Road. These parcels will remain in the PDA until final approvals are received and construction has begun. The single-family home at 4696 Hodgson Road is not included in this project and is anticipated to remain for a period of time.

The west side of this PDA is designated RL, Low-Density Residential, and RM, Medium-Density Residential. The RL designation recognizes the existing single-family residences in this area as an appropriate use. The existing pattern of development is, however, not conducive to the changes that have occurred in this area or are expected to occur with the recent highway improvements. The City recognizes that there is additional development potential in these areas, especially if lots are consolidated. Therefore, these single-family uses may transition to other low- or medium-density residential development.



General policies have been established for this PDA along with specific policies for the east and west sides of Highway 49.

- A. The City shall not approve any partial or interim redevelopment proposals that will result in the land locking of any parcels or that permanently limit individual parcel access to Hodgson Road.
- B. It is the City's preference to remove existing homes as the area redevelops and to incorporate their parcels into the new development.
- C. Redevelopment proposals that seek to retain existing homes must incorporate these homes and their parcels into the development. Access to these homes must be redirected onto a new internal public street.
- D. Redevelopment shall consolidate and minimize access points onto Hodgson road. Primary access must be provided via an internal public street system. Access points on opposite sides of Hodgson Road shall be aligned wherever possible, or be sufficiently offset to minimize conflicts.
- E. The City prefers parcels be consolidated with one another in order to create a consolidated and integrated redevelopment pattern. Individual parcels may not be redeveloped in isolation without consideration of the redevelopment of this entire area.
- F. Developers are required to prepare and adhere to a redevelopment master plan of sufficient detail to ensure the coordinated and integrated redevelopment of that side of the PDA in which redevelopment is proposed (east or west) This plan must take the entire PDA into consideration. This plan and all phasing requires review and approval by the City.
- G. The City may review and adjust the boundary of the PDA to address redevelopment issues and reflect cooperative changes to the included parcels to ensure the efficient use of the land and appropriate access and buffering.
- H. Open space buffers with appropriate landscaping and preserved existing vegetation shall be required along existing single-family residential neighborhoods and Hodgson Road.
- I. The redevelopment plan shall address pedestrian walkways and connections to the adjacent commercial areas.
- J. Commercial uses are inappropriate for this area.
- K. Senior housing could also be appropriate in this area given its proximity to transit and commercial services. Any high-density senior housing proposal should be reviewed on a project-specific basis for its impact on surrounding uses and would require a plan amendment.

### **East of Highway 49**

- A. Medium-density residential with a density range of 4 to 8 units per acre is an appropriate use in this area.
- B. Residentially scaled office is an appropriate use due to the proximity to residential uses, the fire station and Hodgson Road and commercial services.
- C. Senior housing may also be an appropriate use in the southern section of this area. Any high-density senior housing proposal should be reviewed on a project-specific basis for its impact on surrounding uses and how it meets a community need.
- D. Access to this redevelopment shall be provided via Cumberland Drive and not from Highway 49. Existing access drives off of Highway 49 shall be removed and will not be allowed with a redevelopment proposal.
- E. The feasibility of connecting the redevelopment area to the Village Center Drive via a road or trail should be explored with the City of North Oaks and the affected property owners.
- F. The following policies have been established in response to the redevelopment plans preliminary approved for this area. This redevelopment plan does not include the property at 4696 Hodgson Road, which has been developed for single-family residential. The policies identified in this PDA shall remain in place in the event the proposed project is not constructed.
  - 1. The single-family home may remain; however, any redevelopment of this property must include the removal of this home.
  - 2. The appropriate use of 4696 Hodgson Road upon redevelopment is O, Office. Any other use of the property will require a Plan amendment.
  - 3. Access to the single-family residential home at 4696 Hodgson Road may remain with the current access drive off Hodgson Road. Redevelopment of this property will require the removal of this access driveway with no access permitted to Hodgson Road. Access to the property shall be redirected to the internal private driveway serving the senior housing site. This driveway provides access to Cumberland Driveway. A driveway easement benefiting the property owner at 4696 Hodgson Road was required with the senior residential development.

### **West of Highway 49**

Redevelopment with either new single-family residential or medium-density residential will be challenging due to the existing development pattern. Redevelopment proposals should

incorporate all residential lots on this side of the highway if possible. Otherwise, a conceptual redevelopment plan for those lots not included in the redevelopment proposal will be required.

- A. Low or medium-density residential area with a density range of 0 to 8 units per acre are appropriate transitional uses adjacent to the existing single-family residential neighborhoods to the west of this area. Residential development may consist of conventional single-family residential to an alternative housing type.
- B. Residentially scaled office may be an appropriate use adjacent to the Montessori School and Hodgson Road in the southern and central parts of the area.
- C. The expansion of the existing private Montessori School Campus may be an appropriate use of the southern part of the area, provided traffic demand management and buffering from the adjoining residential uses are incorporated with this use. Such use would require a Comprehensive Plan amendment.

## 10. Highways 96 and 49

This PDA serves as one of the City's major commercial nodes and as the community's east gateway. It is divided into three sections: the northwest, southwest, and southeast corners of Highway 96 and 49. Road improvements in both the Highway 96 and Highway 49 corridors were intended to improve traffic flow, safety and access to these areas. Surrounding land uses include single-family residences, townhomes, condominiums, and open space. The property on the northeast corner of this intersection is located in the City of North Oaks and contains a commercial shopping center. Because of the area's complexity, each corner is discussed separately.

**Northwest.** Improvements were made to this corner to accommodate the construction of a grocery including the construction of a signalized intersection at Highway 49 and Village Center Drive. An internal road system was also constructed to create a safer and more efficient traffic flow to the existing uses: a Dairy Queen, a car wash, and an oil change facility. The British Petroleum (BP) station remains isolated from the other uses since access is not provided to the internal road system. Highway 96 improvements included construction of a median limiting access to the BP station to a right turn in and out.

**Southwest.** Existing land uses in the area include a senior housing complex, a medical clinic, a veterinary office, retail/office development, vacant property and single-family residential. Access to the site is restricted off of Highway 96 and full access to these properties is gained from Bridge Court, which connects to Hodgson Road opposite Bridge Street. The future development of this area raises concerns regarding potential impacts on the neighborhood to the south.

**Southeast.** This corner currently houses Snail Lake Elementary School. The school is surrounded by residential uses including single-family homes to the south and east and townhomes and condominiums to the east. Issues with this site include vehicle access and safe pedestrian circulation on the property and at the Highway 96 and Highway 49 intersection.

## Policies

**Northwest.** The designated land use is C, Commercial. The City will encourage redevelopment or improvements to the highway frontage properties, with shared access, improved circulation, and more attractive signage and landscaping. Uses that would be preferred in this area include a sit-down restaurant, offices and financial institutions.

Although commercial uses are permitted in this PDA, the City is concerned about the impact a larger scale or “big-box” retail development could have on the adjoining residential neighborhood and roadway system. These types of uses are not appropriate for the area due to traffic, neighborhood impacts and departure from the type of commercial uses existing in the area. Future commercial use of this area should serve a community-wide need and not the larger north metropolitan region. Redevelopment proposals must address issues associated with the internal traffic circulation and access driveways and parking.

**Southwest.** This PDA is designated for RM, Medium Density Residential, O, Office, and INST, Institutional uses. The existing retail/office building is designated Commercial (C). Any uses must comply with the following criteria:

- A. Limit impacts upon single-family homes to the south by ensuring that the proposed use is compatible with those nearby single-family residences. Options include offices that are residential in scale and design, a small institution such as a church, or townhomes.
- B. Assess traffic impacts of the proposed use and the possible need for a traffic signal at the Bridge Court/Hodgson Road intersection.
- C. If feasible, provide pedestrian trail and sidewalk connections, especially to the Snail Lake open space to the south. Consider construction of a pedestrian underpass to provide safe access to commercial areas on the north side of Highway 96.

**Southeast.** The property is owned by Mounds View School District, ISD #621 The site was originally developed as a school, Snail Lake Elementary School, however, this school facility was closed in 2005 due to declining enrollment. The School District has retained ownership of the building and “re-purposed” it for other school district related uses. The facility is also available for community use. In the event the School District ever elects to discontinue use of the property for school related purposes and redevelop the property, appropriate land uses could include multi-family residential uses or office development. The property has a dual designation of INST, for the existing use, O, Office, SR, Senior Residential and RM, Medium Density Residential. Redevelopment should achieve address the following:

- A. Traffic impact and site access to Highway 49 and Highway 96.
- B. Loss of the facilities that are used by the community for recreational purposes.

- C. Placement and scale of proposed structures should be consistent with similar land uses in the immediate area.
- D. Impacts on the adjacent single-family residential neighborhoods should be mitigated through buffer techniques such as landscaping, berming or fencing.

## **11. Shoreview Business Campus**

This PDA consists of the Shoreview Business Campus located on Lexington Avenue, south of Victoria Street. The City approved a Planned Unit Development (PUD) for this site in the 1980s allowing for three buildings in a campus setting. At that time, the property was zoned for high tech uses. Phase 1 of the development plan was completed with the construction of a 50,000 square foot office building; however, the rest of the site remains vacant. The property immediately to the north has been developed with a low-density residential townhouse development. Other surrounding land uses include medium- and high-density residential housing. Office and business park uses are present to the west in the City of Arden Hills.

The property owner has encumbered the northern and eastern 9.2 acres with a conservation easement held by the Minnesota Forestry Association. The vacant area was mass graded and served with utilities during the initial construction of Phase 1. Existing vegetation consists predominantly of Russian olive, box elder, and aspens. These species generally are not recognized as a high quality urban forest. If the vacant property continues under the existing conservation easement, the City should encourage the Minnesota Forestry Association to consider developing an urban forest that would be more environmentally significant than the existing vegetation. Issues of erosion and grading should also be considered and addressed if a natural landscaping plan is pursued as identified in the existing conservation easement and the property will be utilized for conservation purposes for the long-term.

Since the property was never planned for open space and is not designated as Natural or Open Space, there remains the potential that the site could be developed in the future if the existing easement were ever removed. As such, the City should be prepared to respond to future development proposals and indicate desired land uses that are consistent and compatible with the surrounding land uses. Furthermore, the City continues to be interested in encouraging and facilitating development of this vacant property, which was always envisioned as suitable for business development uses.

### **Policies**

The designated land use is RM, Medium-Density Residential and O, Office, in compliance with the following criteria. It is also recognized that the remaining vacant site may be developed, and the existing building may be used, in accordance with the approved PUD. If the landowner does not pursue the approved PUD plan, the City may be willing to facilitate and assist with the acquisition and development of the remaining land area with financial participation if determined to be feasible and an agreement can be reached with the property owner.

- A. Any office development must be architecturally compatible with the adjacent residential neighborhoods and must be appropriately buffered from these neighborhoods.
- B. Traffic and access issues shall be evaluated as part of any future development proposal and the potential for a road connection between the Business Campus and the Weston Woods development to the north.

## **12, 13, 14 Tower Sites and Vicinity**

The broadcast towers are one of the City's distinguishing features, occupying the hilltop sites just north of I-694. There are no indications that the towers will be removed in the foreseeable future. However, the City is interested in exploring options for current and future uses for these sites. Summer recreational activities may be compatible with the tower use, although winter uses must be restricted because of the danger of icefalls from the towers and supports.

### **Policies**

The City will encourage seasonal use of the tower sites for public recreation that is compatible with continued tower use, such as hiking, dog-running areas, and possibly field sports. Should any of the tower uses be discontinued, obsolete, unused or structurally modified in a manner that lessens the use, the City will encourage redevelopment of the sites or portion of the sites in accordance with the policies described in the following sections. The tower structures shall be removed when use of the towers for broadcast purposes ceases, unless approvals are received from the City to reuse the structures for a different use. Planned or future uses for these sites have been identified since conditions regarding the tower use may change in the future.

Representatives of the broadcast towers have indicated that the transition to High-Definition (HD) signals will result in additional broadcast opportunities enabling greater competition with cable and satellite television. HD signals use less bandwidth, therefore, bandwidth will become available allowing for the broadcast of additional channels with the traditional TV frequency spectrum.

## **12. Telefarm Property**

This PDA includes three parcels: 920 and 960 County Road F and the rectangular parcel to the east located north of Crystal Avenue and is approximately 55 acres in area.

### **Policies**

A ~~dual~~ designation of Tower/Business Park has been established for this property, 920 and 960 County Road F, in the event that the towers are removed in the future. The westerly portion of the PDA is well suited to Business Park/Office applications. Excellent amenities are also available for additional office areas to the east. Expansions, including television tower acreage, offer long-term growth potential for the right development mix. A campus-like site design,

compatible with nearby residential areas is desired. Traffic concerns must be addressed to ensure compatibility with the adjoining residential land uses.

The multi-designations T, Tower, BPK, Business Park, RM, Medium Density Residential and RL, Low-Density Residential is established for the 170-foot by 597-foot Telefarm property located north of Crystal Avenue. Low-density residential is the desired use if the tower use ceases, however, medium density residential may also be suitable due the property's location adjacent to medium and high-density residential developments. The redevelopment of this area should take into consideration the impact on existing residential neighborhoods, the site's natural features and the road network. The guy wires must be removed before any portion of the property is used for residential purposes.

### **13. Tan (808 Randy Avenue)/Reiling Properties**

This site includes the property at 808 Randy Avenue and the Reiling property located east of the Telefarm property (960 County Road F) and west of Island Lake.

**Tan Property/North Reiling Property.** All of the Tan property and the northern 500 feet of the Reiling property (adjoining the Tan property on three sides) make up an area that is planned for RL, Low-density residential use because this area is a continuation of the single-family dwelling neighborhood to the north and east.

**Reiling Property West Of Island Lake.** The City believes that the highest and best use of this property consists of high-amenity O, Office and/or BPK, Business Park uses.

#### **Policies**

**Tan Property/North Reiling Property.** A conventional single-family dwelling lot pattern is desired south of Gramsie Road compatible with the existing dwellings north of that street. A unified development scheme is desired for the remainder of these properties. Cluster development, via a planned unit development, may be considered to maximize setbacks from wetland areas and from the non-residential uses planned to the south and southwest, provided the proposal is compatible in building mass and style with the nearby single-family dwellings. Such development assumes that the existing dwelling at 808 Randy Avenue would be removed.

**Reiling Property West Of Island Lake.** The City’s planned use is for this area to be developed as part of a unified business park development scheme with the tower property. It would be preferable for this property to be accessed from the west to avoid the need to disturb the wetlands in this area and intrude upon a residential neighborhood.

However, the City acknowledges that this property may be effectively landlocked, as presently designated, if the tower property does not redevelop or if access cannot be otherwise gained through the tower property. Therefore, when a development plan is submitted for the properties to the north, the City may consider changing the land use designation to residential for this property, if the owner wishes to gain access from the north.

If access is proposed from the north, the owner must demonstrate that: 1) the access route will not cross protected wetlands; 2) any required wetland mitigation can be accomplished; and 3) this property will be included in the development plans for the abutting property to the north of Gramsie Road.

#### **14. United Tower Property**

This 51-acre property overlooks the Grass Lake open space. Although the United Television Tower is likely to remain for some years, there is an opportunity for a corporate headquarters and comparable facilities on this site.

#### **Policies**

The designation of this parcel is O/BPK/T/ROS/RL, Office/Business Park/Tower/Recreation Open Space/Low Density Residential. The northern portion of the site is suitable for low-density residential development because it is adjacent to existing single-family residential neighborhoods. Although residential development is near the site and is a potential land use for this PDA, a job-intensive headquarters environment may be the highest and best use for the buildable areas of the site and would take advantage of its amenities. The portion of the site adjacent to Grass Lake is considered as Recreation Open Space and planned for incorporation into the adjacent regional park when the area is developed. Any development should be properly buffered from surrounding residential uses and preserve existing wetlands and significant natural features. Traffic problems represents a major consideration.

#### **15. Ambassador Baptist Church Property.**

This PDA includes three properties owned by Ambassador Baptist Church and two adjoining single-family residences. The property at 3620 Lexington Avenue is developed with the Church facility and other associated improvements. The Church also owns the properties at 1084 and 1090 Island Lake Avenue, which are established with single-family residential homes but used for church related activities. This PDA also includes the two single-family homes immediately east of these properties, 1076 and 1072 Island Lake Avenue. A “dead end” section of Island Lake Avenue separates the single-family uses from the church use. The Island Lake Avenue/Lexington Avenue intersection was closed when a new intersection alignment was



created at Grey Fox Road and Lexington Avenue. Three residential homes still access the remaining segment of Island Lake Avenue, two of which are owned by the church and used for church activities. Surrounding land uses include commercial to the west across Lexington Avenue (City of Arden Hills), Institutional to the north (YMCA), single family residential to the east (Island Lake Ave./Milton Street neighborhood) and vacant property, wetlands and Ramsey County parkland to the south.

The *2000 Comprehensive Guide Plan* and the 1992 Land Use Plan identified the future use of the private property south of this PDA, across from the County trail segment, as *ROS, Recreation Open Space*. This property has not been identified as part of this PDA because of this separation and need for access from Lexington Avenue. The land use designation for this property has been amended to include N, Natural for several reasons. The *ROS* designation is intended for those properties that are planned to be purchased by Ramsey County or another governmental agency for parkland or open space. Although Ramsey County recently indicated that they have no interest in acquiring this property for incorporation into Island Lake County Park, retaining this designation indicates that the use of this property as open space and inclusion into a public park system is desirable. Given the fact that the property is in private ownership, the land use designation also includes N, Natural. This designation is suitable because the property possesses wetland area that significantly constrains the development potential and presents some access issues. Other land use designations may be considered through a comprehensive plan amendment when a development application is received.

## **Policies**

The church property serves as a transition between the more intensive land uses west of Lexington Avenue to the less intensive Island Lake Avenue/Milton Street residential neighborhood. Since the church was constructed, uses within the Lexington Avenue corridor have intensified with the addition of Super Target, Cub Foods and other commercial development. Although the some surrounding uses and traffic volumes along the Lexington Avenue corridor suggests that retail and office use may be appropriate, the proximity of the Island Lake Avenue/Milton Street residential neighborhood raises serious concerns about the compatibility of land uses. This property, however, still remains as one that provides a transition between these commercial uses and the single-family residential neighborhood. Such transitional uses include townhomes; small-scale office or other service related uses that are able to locate along high traffic roadways but yet are not of an intensity that negatively impacts nearby residential use. The land use designation for this PDA is INST, RL, RM and O.

The INST and RL designations recognize the existing church and single-family residential uses in the PDA. If and when these properties are redeveloped, the proposed uses planned include medium density residential or office. These uses would retain the transition that the church provides between the higher intensity commercial uses in the Lexington Avenue Corridor and the Island Lake Avenue/Milton Street residential neighborhood. Redevelopment proposals shall adhere to the following policies:

- A. Any redevelopment proposal shall include all parcels within this PDA. Strong consideration should be given to the incorporation of the properties at 1076 and 1972 Island Lake Avenue into the redevelopment plan.
- B. The City will consider the vacation of the “dead-end” portion of Island Lake Avenue provided said redevelopment plan meets the City’s land use goals and accounts for the municipal utilities located in the right-of-way.
- C. Redevelopment shall be sensitive to the adjoining residential neighborhood and minimize impacts of development through high-quality architectural design that is residential in scale, landscape screening and buffering, and placement of access driveways.
- D. Pedestrian connections to the adjoining regional trail system shall be provided.
- E. Access to the site is difficult due to the configuration of Grey Fox and Island Lake Avenue. Access from Lexington Avenue is not desirable. Access to the property shall be designed to ensure traffic safety while minimizing the impact on the residential neighborhood.

## **16. Vacant Parcels, Gramsie and Hodgson Roads**

This PDA consists of four vacant parcels comprising about five acres on the west side of Gramsie Road where it curves north to intersect Highway 49. This intersection is the site of a cluster of relatively intense uses, including commercial and high-density residential on the south side of Gramsie Road and institutional use (church) north of Highway 49.

### **Policies**

To provide more development options and a greater degree of flexibility for the development of this site, it is designated for a combination of O, Office, and RM, Medium-Density Residential use, meeting the following criteria:

- A. Traffic and access issues should be addressed as part of any proposal. Primary access to all properties from Gramsie Road is preferred to reduce the impact of development on the adjacent single-family residential neighborhood. Access to the site from Virginia Avenue is not desirable but may be permitted through the City’s development review process. The curvature of the roadway creates access issues onto Gramsie Road; therefore, centralized access to all properties is encouraged.
- B. Development will require the removal of many existing mature trees on the property. The City encourages a site design that preserves trees, especially those that are located near the perimeter and could provide shade and screening. Tree replacement will be required as specified in the Development Code. . If the preservation of these trees is not possible, then a landscape buffer consisting of berming, deciduous or evergreen trees and shrubs or a combination thereof shall be provided to reduce the impact of development on the adjacent single-family residential development.

**17. Industrial Area at Shoreview Park Road/County Road E** *(See also Chapter 6, Economic Development, Targeted Redevelopment Area No. 3.)*

This PDA consists of an industrial area adjacent to I-694 that has been occupied largely by smaller scale businesses, the former Ramsey County Sheriff's substation and the Deluxe business campus. The development pattern in the industrial area has resulted in small lots that fail to take advantage of interstate visibility and good access. Although this area is mostly developed, a few vacant lots remain. In addition, there is one non-conforming single-family residential lot located along County Road E that is scheduled to be phased out per the City's agreement with the property owner. This industrial area has the potential of serving industry needs in the future provided a redevelopment plan can be created and implemented. Deluxe Corporation, has referenced a long-range plan that includes property acquisition and expansion in this area. Redevelopment of this area should include the consolidation of existing parcels to create a substantial area for industrial or business park expansion.

A related issue is the City's goal of improving access to the industrial area located along Cardigan Road south of the railroad tracks. A north-south connection would enable truck traffic serving this area to avoid the residential neighborhood just to the east. Past efforts to achieve an at-grade crossing have been unsuccessful.

**Policies**

The land use plan designates this area as LT-I, Light Industrial and BPK, Business Park. The LT-I designation is applicable to the Shoreview Park Road industrial area while the BPK designation is applicable to the Deluxe property, the Curtis 1000 building and the former Sheriff's substation site. Regarding the industrial area, the City will encourage consolidation of existing parcels in this area in order to create a substantial area for industrial development or expansion, while also upgrading the area's appearance. To upgrade the aesthetics of this area, the City will develop design standards that will be included in the Development Ordinance. Traffic, site access and stormwater management issues must also be addressed with any redevelopment.

**18. Rice Street Crossings and Vicinity** *(See also Chapter 6, Economic Development, Targeted Redevelopment Area No. 2)*

The Rice Street Crossings planning area is located at the interchange of Interstate 694 and Rice Street in Ramsey County and is the confluence of three communities: Little Canada, Shoreview and Vadnais Heights. The development pattern surrounding the interchange is typical for the Metropolitan Area. The land uses are business and highway-oriented commercial, and includes the former Ramsey County Public Works maintenance facility, a property that is currently vacant and owned by the City. The residential neighborhoods near this site are somewhat segregated from the uses along Rice Street by the existing road network, rail lines and natural features. These features constrain the development potential of this PDA. Planning efforts for this area have not historically been coordinated among the local communities and Ramsey County. The

resulting development pattern is disjointed, and the congested roadway system creates barriers rather than promotes mobility and linkages. This lack of integration between land use and the transportation system has resulted in a general decline in property maintenance in the corridor and has not fostered significant investment.

The transportation network includes Interstate 694, Rice Street, other County and local roads as well as two rail lines. The rail lines serve as the west and south boundaries of the project area.

Two existing bus lines connect the area to employment centers in St. Paul. Other suburban employment centers along Lexington Avenue, Interstate 694 and 35E are nearby and accessible via automobile.

The established land use pattern and transportation network for this site will undergo a transformation within the next five to six years. This transformation will create opportunities to integrate land use and transportation, provide for a mixture of uses, support transit and improve connections both within and outside of the project site if planning is coordinated. The proposed improvements include the following:

- Ramsey County – Reconstruction of interchange ramps, bridge and access roads.
- Sale of the former County Public Works maintenance site from the City to the MNDOT
- Minnesota Department of Transportation – Lane addition for I-694.

**Roadway Improvements.** Planned roadway improvements within the project area include the expansion of Interstate 694 from four lanes to six lanes. This expansion is necessary to relieve congestion, especially during peak hours. This project also includes the reconstruction of the highway's interchange ramps onto Rice Street, reconstruction of the Rice Street bridge and realignment of a portion of the local road network that provides access to Rice Street. Vadnais Boulevard (in the City of Vadnais Heights) will be rerouted, requiring access modifications or relocation of existing businesses. Ramsey County will coordinate these improvements and manage these as a separate project. Traffic modeling studies completed by the MNDOT found that the Rice Street/I-694 interchange would function with a diamond interchange system (the current configuration). However, these findings were not accepted by the Federal Department of Transportation, therefore, the interchange was re-modeled and the results indicate that a partial cloverleaf is needed instead. These cloverleaves would be located in the southwest (former Ramsey County Maintenance Site) and the northeast corner of the interchange, in Vadnais Heights. This greatly reduces the amount of land available for redevelopment.

To facilitate these roadway improvements, the City received funding through the Metropolitan Council's Right of Way Acquisition Loan program to acquire the County Maintenance property. The City will hold this property until the property is needed for these interchange improvements, which at that time the property, will be sold to MNDOT. The City will, however, retain ownership of any land that is not needed for the interchange improvement. The City anticipates that land uses in adjoining communities will change somewhat as a result of these roadway improvements, however, the majority of land will remain as commercial.

The redesign of the Interstate 694/Rice Street interchange provided an opportunity for the City, County and other affected local communities to facilitate a master planning study for this area known as Rice Street Crossings. Although redevelopment of the area will not occur as depicted in the conceptual redevelopment plan (due to the partial cloverleaf interchange design), several recommendations should be taken into consideration when redevelopment within the PDA does occur. These recommendations include improving connections to destination points within and outside of the project area, access and safety for all transportation modes and incorporating design features such as street lighting, signage, signalization and landscaping..

A Commuter Rail Feasibility Study conducted by the Minnesota Department of Transportation evaluated two potential rail corridors near the study area. The first is the Rush Line route, which may run adjacent to the western boundary of this site. The second is south of the project area and is known as the Forest Lake/St. Paul/Minneapolis route. This study will review issues regarding commuter rail stations, capital and operating costs, and inter-modal connections to bus service and other rail systems. Although local governments have not approved these lines for commuter rail, the study should recognize the possibility of commuter rail in the future.

## **Policies**

**North of Interstate 694.** Planned roadway improvements north of the interstate include the reconstruction of the interchange ramp with another diamond in the northeast quadrant and a cloverleaf in the northwest quadrant located in Vadnais Heights. That portion of County Road E Vadnais Heights would also be moved north to align with that portion of County Road E located in the City of Shoreview to create a signalized intersection. These roadway improvements do require the acquisition of right-of-way that may impact the existing Conoco fuel station and the Shoreview retail center.

The land use designation for this area is C, Commercial and O, Office and is consistent with the recommendations of the Rice Street Crossings Study. This designation still allows for retail uses but also recognizes that this area is appropriate for office due to the proximity to the highway and nearby residential neighborhood.

The large residential lots north of this PDA could draw redevelopment interest due to the roadway improvements and other land use changes. These properties are not located within the PDA. The City prefers that this area retain its residential designation until a redevelopment proposal is submitted for this area. Any change in land use will then require an amendment to the comprehensive plan and zoning designation.

## **South of Interstate 694**

**North of North Owasso Boulevard.** The Rice Street Crossing study recommended mixed-use for the County Maintenance Site and remaining property north of the North Owasso Boulevard. Although it is not known how much land area will be needed for the MNDOT interchange improvements, the partial cloverleaf design has a significant impact on the redevelopment

potential of this quadrant. The City will sell any remaining land area to a private party. Redevelopment of this area is expected when that occurs.

The designated land use for this property is a dual designation of INST, Institutional and MU, Mixed Use. The institutional designation recognizes City's ownership of this property and future use as right-of-way. Land area remaining after the MNDOT right-of-way needs are determined is designated for mixed-use and would allow a combination of commercial, office and residential uses. Redevelopment should achieve the goals of improved landscaping, improvements in vehicular access, sidewalks and trail connections to nearby open space. The existing bank facility may remain provided it is integrated into the larger redevelopment site and access is improved.

**South of North Owasso Boulevard.** The area includes six (6) parcels and consists of varying land uses including vacant land, single family residential, commercial and office. The planned designated land uses include C, Commercial and O, Office. The C designation applies only to the Burger King site; the O designation applies to the remainder of property within this part of the PDA. . Qwest, the primary landowner in this PDA, is expected to remain at this location due to the equipment investment they have on their property. The City anticipates that the single-family home and vacant parcel will transition to other uses. The City's long-term goal is to improve the aesthetic character of the area, provide land use continuity and resolve access issues. This goal can be established through the redevelopment of the existing nonconforming single-family dwellings and the creation of design standards within the Development Ordinance.

- A. Aesthetic improvements to the existing structures and landscaping may be required with any proposed building or site improvements for the existing commercial and office land uses.
- B. Development of the vacant parcel south of Jerrold Street will require the extension of municipal sewer and water.
- C. Roadway improvements to the North Owasso Boulevard/Rice Street intersection may affect existing access points onto the roadway. Access will be reviewed with any proposed roadway changes and should be improved to address traffic flow and safety.
- D. Access onto Rice Street shall be minimized to the extent feasible.
- E. Flexibility from the City's development standards may be acceptable provided a development or redevelopment proposal achieves the City's goal for this PDA.