



CHAPTER 4 LAND USE

WHAT YOU WILL FIND IN THIS CHAPTER

- » Community Designation
- » Existing Land Use
- » Future Land Use
 - Category Definitions
 - Growth Potential
- » Policy Development Area (PDA) Statements
- » Land Use Goals & Policies

This section of the Comprehensive Plan steers the future development and redevelopment of land throughout the community.

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 Comprehensive 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 and 2008 Plans shifted from growth management to managing infill, redevelopment and neighborhood preservation. The City continues to face the challenges of a developed community and must respond to changing conditions in a manner that preserves the community's high quality of life.

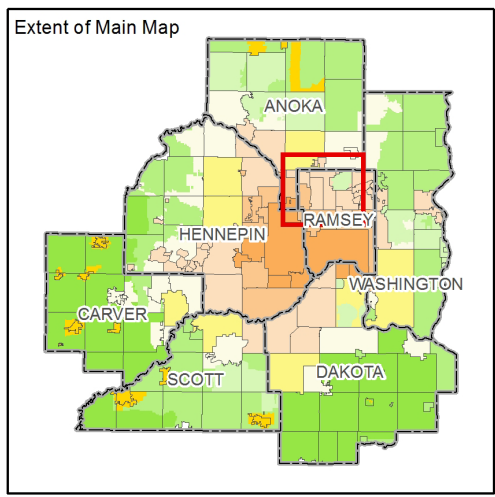
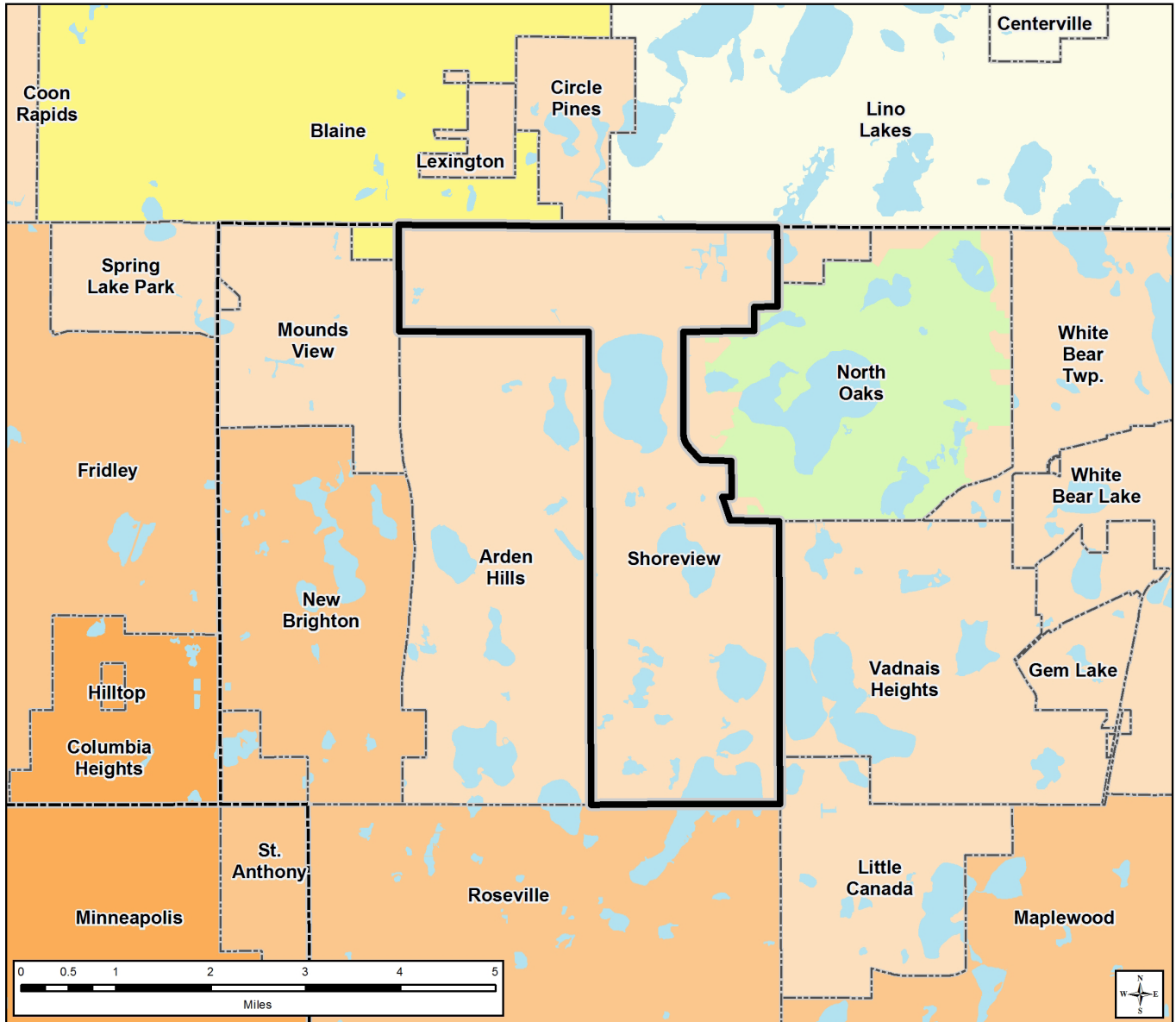
This chapter includes the following sections:

- » Regional development strategies
- » A discussion of existing land uses in the City.
- » Future land use
- » Category definitions
- » Growth areas
- » Policy development area statements
- » Land use goals and policies

Community Designation

The City of Shoreview is located within the Metropolitan Urban Service Area and is designated as a “suburban community” by the Metropolitan Council. Development in suburban communities occurred at significantly lower densities than found in the urban areas. Development patterns reflect the orientation of the automobile which is generally the primary mode of transportation. The surrounding communities to the east and west are also classified as developed communities while the communities to the south are classified as “urban”. The adjacent communities to the north include suburban, suburban-edge and emerging-suburban edge (**Map 4.1**). Over the next 30 years, the Metropolitan Council expects that 27% of the region's new households and about 43% 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 five units per acre. The City's land use policies and strategies reflect this regional strategy.

Map 4.1 Adjacent Community Designations



Community Designations

- Outside Council planning authority
 - Agricultural
 - Rural Residential
 - Diversified Rural
 - Rural Center
 - Emerging Suburban Edge
 - Suburban Edge
 - Suburban
 - Urban
 - Urban Center
- County Boundaries
 City and Township Boundaries
 Lakes and Major Rivers

Regional Strategies for Development Communities

The Metropolitan Council recognizes that Cities, like Shoreview, are nearly fully developed with little vacant land for growth and as a suburban 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 jobs. The overall density expectation for new growth, development and redevelopment is a minimum net density of 5 units per acre.

To provide orderly and efficient land use, the Metropolitan Council has established a policy which states, "Align land use, development patterns and infrastructure to make the best use of public and private investment." Regional and local roles have been identified in support of this policy. Our local role is:

1. Plan for development to support forecasted growth at appropriate densities as articulated in the community designation (suburban) land use policies.
2. Plan and develop interconnected and well-connected local streets, adequate storm water infrastructure, adequate water supply and properly managed sub surface sewage treatment systems to support local growth forecasts.
3. Develop plans to improve conditions and encourage walking and bicycling where appropriate.
4. Maintain, replace, or expand local facilities and infrastructure to meet growth and development needs.
5. Adopt and implement the local Comprehensive Plan following Council review.
6. Plan for forecasted population and household growth at overall average densities of at least 5 units per acre, and target opportunities for more intensive development near regional transit investments at densities in a manner articulated in the 2040 Transportation Policy Plan.
7. Identify areas for redevelopment; particularly areas that are well-served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing.
8. In collaboration with other regional partners, lead major redevelopment efforts.
9. Lead detailed land use planning efforts around regional transit stations and other regional investments.
10. Plan for and program local infrastructure needs (for example roads, sidewalks, sewer, water and surface water), including those needed to accommodate future growth and implement local comprehensive plans.

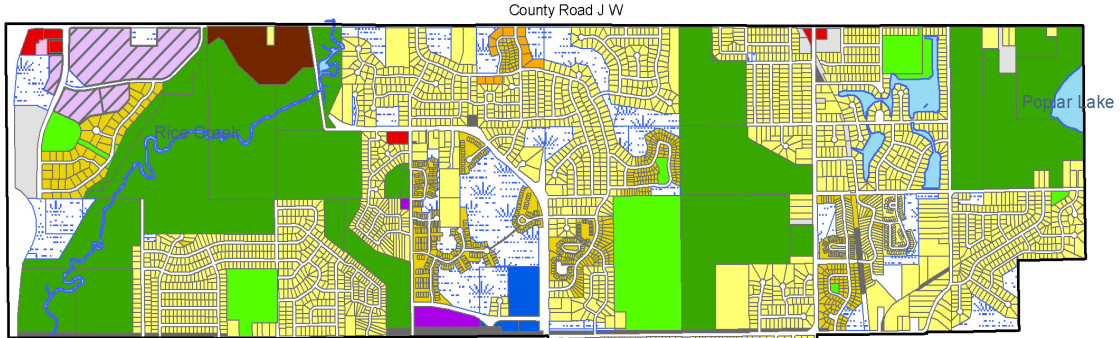
EXISTING LAND USE

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. **Map 4.2** depicts existing land uses within the City.

Figure 4.1 Existing Land Uses

| Existing Land Use | Acres | % |
|--------------------------|-----------------|----------------|
| Single Family Detached | 2,707.28 | 33.39% |
| Single Family Attached | 340.92 | 4.20% |
| Multi Family Residential | 122.35 | 1.51% |
| Manufactured Home Park | 36.39 | 0.45% |
| Mixed Use | 6.66 | 0.08% |
| Commercial | 87.40 | 1.08% |
| Office | 250.92 | 3.09% |
| Business Park | 5.37 | 0.07% |
| Industrial | 98.86 | 1.22% |
| Institutional | 159.64 | 1.97% |
| Park | 343.07 | 4.23% |
| Open Space | 1,314.65 | 16.21% |
| Wetlands | 330.50 | 4.08% |
| Water | 851.28 | 10.50% |
| Utility | 163.47 | 2.02% |
| Railroad | 63.87 | 0.79% |
| Right of Way | 1,098.90 | 13.55% |
| Vacant | 127.20 | 1.57% |
| Total | 8,108.72 | 100.00% |

Map 4.2 Existing Land Use Map



Legend

Existing Land Use

Residential

- Single Family Detached
- Single Family Attached
- Multi Family Residential
- Manufactured Home Park
- Mixed Use

Commercial/Industrial

- Commercial
- Office
- Business Park
- Industrial
- Utility

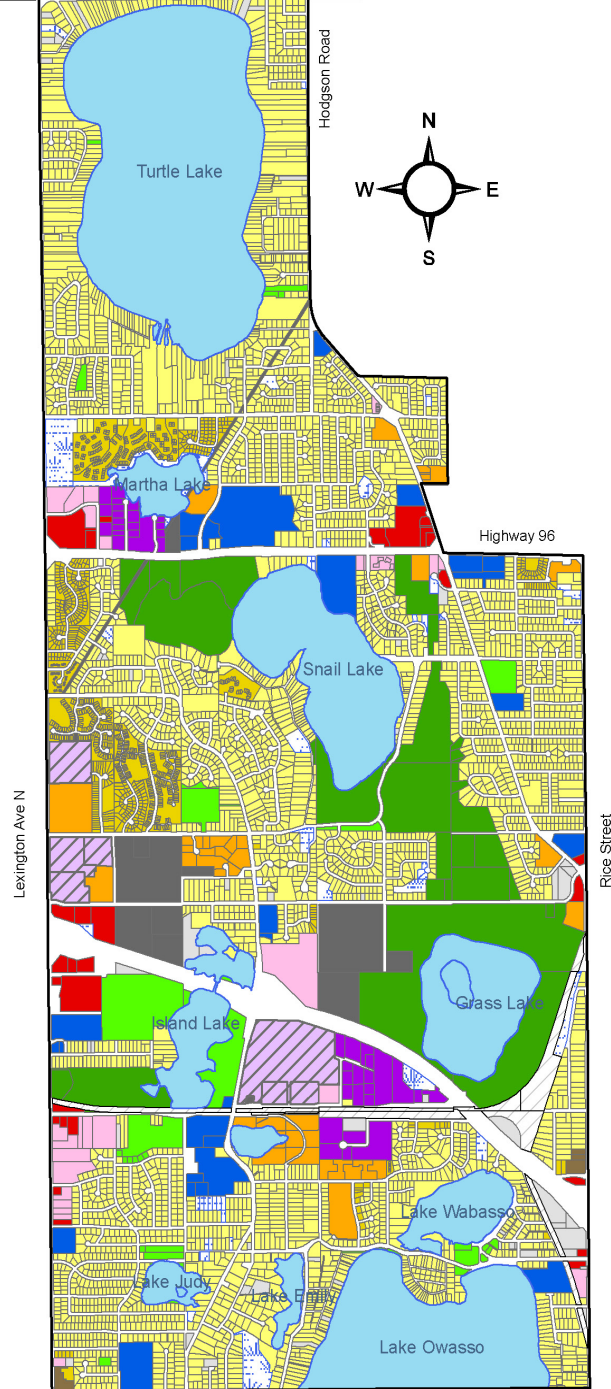
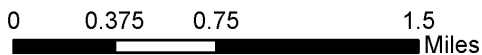
Public/Quasi-Public

- Institutional
- Open Space
- Parks / Recreational
- Railway
- Right of Way

Undeveloped

- Water
- Wetlands
- Vacant

Disclaimer: Every effort has been made to ensure the completeness and accuracy of this map. However, the data used to create this map was compiled from a number of sources and may contain errors. This map should be used for reference only. Data should be verified independently if used for any other purpose. This document is not a legally recorded map or survey and should not be used as such.



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 40 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 with single-family residential subdivisions that were "infill" developments, smaller in scale and expanded executive level housing opportunities in the community. In addition, higher density senior housing developments have been constructed to provide housing for our aging population. While there continues to be an interest in senior residential housing, there has also been a resurgence in high-density multi-family residential. These higher density residential developments were the result of the redevelopment of under-utilized or distressed properties. Future residential growth will continue to occur through infill and redevelopment.

Commercial, Business Park and Industrial

The City's numerous lakes; parks and open spaces have resulted in a strong orientation towards single-family residential development with a limited commercial and industrial base. Commercial, office, business park and industrial land uses account for 5.2% percent of the City's land area and were primarily constructed in the 1970s and 1980s, 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 Canadian Pacific Railway, 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, public and private school facilities, 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

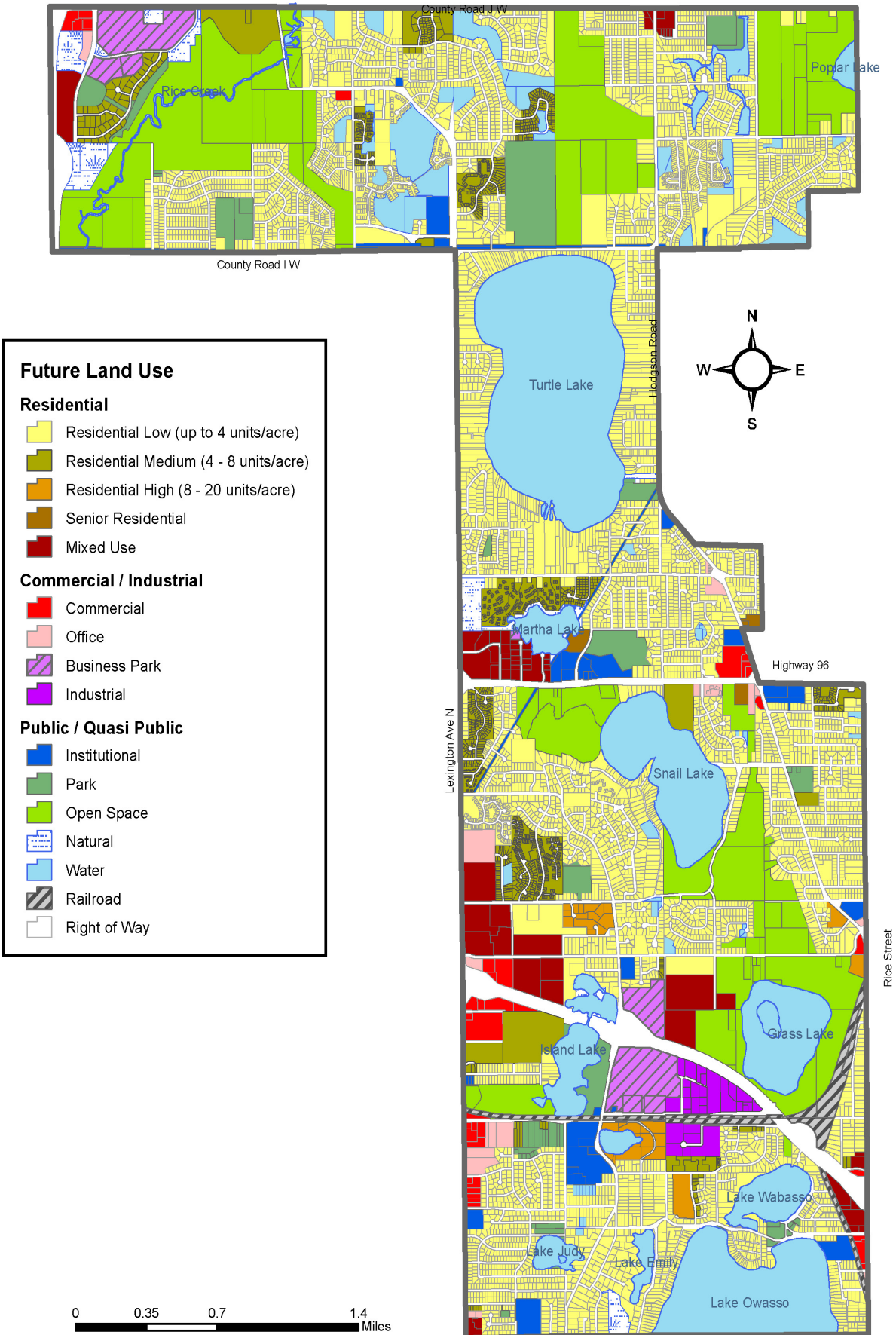
Land classified as undeveloped consists of vacant land that may have development potential, wetland areas (outside of parkland and open space) and lakes and other water bodies, such as Rice Creek. Less than 1.2% of the land area within the City remains vacant where infill development could occur. Parcels that do remain vacant have typically been passed over by urbanization due to development constraints such as floodplain areas, wetlands or lack of services.

FUTURE LAND USE

The planned land use **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 future 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 future land uses have remained consistent with those designations identified in the previous Comprehensive Plans; 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.

Map 4.3 Future Land Use



Category Definitions

Figure 4.2 summarizes the land use categories used in the plan. These categories are described in detail in the following sections.

Figure 4.2 Future Land Use Designations

| Designation | Summary | Acres | % of Total |
|--------------------------------|---------------------------------------------------------------------------------------------------------------------|-----------------|----------------|
| RL, Low-Density Residential | Residential, 1 to 4 units/acre | 2,913.22 | 35.93% |
| RM, Medium-Density Residential | Residential, 4 to 8 units/acre | 398.38 | 4.91% |
| RH, High-Density Residential | Residential, 8 to 20 units/acre | 73.32 | 0.90% |
| SR, Senior Residential | 20 to 45 units/acre for senior residents | 14.64 | 0.18% |
| MU, Mixed Use | Integration of a variety of uses including residential (20 to 45 units/acre), commercial, office, and business park | 244.91 | 3.02% |
| C, Commercial | Services, offices, restaurants, and retail uses | 83.17 | 1.03% |
| O, Office | Professional offices, daycare centers, medical or dental clinics | 58.09 | 0.72% |
| BPK, Business Park | Offices, research/development, light manufacturing and warehousing | 149.95 | 1.85% |
| LT-I, Light Industrial | Office/showrooms, storage, warehouse, research/development and light manufacturing | 66.54 | 0.82% |
| INST, Institutional | Public and quasi-public uses such as schools, churches and public facilities | 163.47 | 2.02% |
| P, Park | Public playfields, playgrounds, golf courses, beaches, or similar uses | 294.65 | 3.63% |
| ROS, Recreation Open Space | Lands owned and managed by Ramsey County for parkland and open space | 1,336.44 | 16.48% |
| N, Natural | Area with sensitive land features that have development limitations | 322.74 | 3.98% |
| W, Water | Public waters | 872.56 | 10.76% |
| RR, Railroad | Railroad right-of-way | 68.37 | 0.84% |
| ROW, Right-of-Way | Road right-of-way | 1,048.28 | 12.93% |
| | Total | 8,108.72 | 100.00% |

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 one 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 ranges 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/condominium buildings, townhomes, quad-homes, and similar uses. Development density will range from eight to twenty units per acre subject to 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.
- » Mitigation of impacts when adjacent to lower density residential land uses
- » Extent to which the project meets other City goals and objectives.

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 ranges from 20 to 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.
- » Mitigation of impacts when adjacent to lower density residential land uses
- » Extent to which the project meets other City goals and objectives.

Corresponding zoning district: PUD, Planned Unit Development.

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. The land use mixture is expected to be 60% residential, 20% commercial and 20% office. The residential density permitted is 20 to 45 units per acre.

Corresponding zoning district: PUD, Planned Unit Development.

Commercial, Business Park and Industrial Uses

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.

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.

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 view of the public rights-of-ways and adjoining properties. The intensity of use must be compatible with the uses planned for adjoining properties.

Corresponding zoning district: I, Industrial.

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, public 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 R I, 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-I, 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

W, Water. This designation is intended for areas with open water and includes DNR Public Waters.

Corresponding zoning district: All

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

Corresponding zoning district: All

ROW, Right-of-Way. Land used for road right-of-way and other publicly vacated areas.

Corresponding zoning district: All

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. While this designation does not appear on the Future Land Use map (**Map 4.3**) or the Land Use Designations table (Figure 4.2), it is the prevailing land use for two existing tower sites within the City that are anticipated to continue as that land use for the planning period. As explained on page 35, the Tower designation is one of multiple land use designations that are applicable to specific Policy Development Areas (PDAs).

Corresponding zoning district: T, Tower.

Growth Potential

With less than 1.5% 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 **Figure 3.6**, 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 their allocated share of the region’s growth can be achieved.

The residential land use districts identify the permitted density range for each residential land use category. For non-residential development, the City’s development code provides a maximum impervious surface coverage for commercial and industrial development. The Metropolitan Council has provided estimates for the number of employees per square feet in various employment types; rates range from 556 square feet per job at the low end (medical clinics) to 2,500 square feet per job at the high end (hotels). Using the City’s impervious surface allowance as guidance, an estimate of jobs/square foot can be estimated to project future employment based on future land use designations and planned development. The following table summarizes the maximum impervious surface coverage permitted for each non-residential zoning district.

Figure 4.3 Impervious Surface Coverage

| Zoning District | Maximum Impervious Surface Coverage |
|-----------------------------|-------------------------------------|
| CIA, Limited Retail Service | 70% |
| CI, Retail Service | 70% |
| C2, General Commercial | 75% |
| OFC, Office | 70% |
| BPK, Business Park | 70% |
| I, Industrial | 75% |

4 - LAND USE

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

To determine Shoreview's ability to meet these forecasted growth levels, staff have identified recent development projects as well as areas in the city that have potential to develop in the future. In analyzing these areas of development, staff have estimated the phasing of these sites, as seen in **Figure 4.4**. The amount of development is difficult to predict as it is hard to know the timing of the private sector, so these tables should be used as an indication on what is possible, and phasing when it is likely to occur, not required to occur.

By the year 2040, the City anticipates that approximately 36 acres of residential land, 5 acres of non-residential land, and 46 acres of mixed use 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.

Figure 4.4 Developable Acres by Future Land Use

| FLU | Gross Acres Developed Each Phase | | | | | |
|--------------------|----------------------------------|--------------|--------------|---------------|---------------|---------------|
| | 2017-2020* | 2021-2030 | 2031-2040 | Total by 2040 | After 2040 | Grand Total |
| Residential Low | - | 6.83 | 8.94 | 15.77 | 142.82 | 158.59 |
| Residential Medium | - | 17.97 | - | 17.97 | 99.45 | 117.43 |
| Residential High | - | 1.77 | - | 1.77 | - | 1.77 |
| Senior Residential | - | - | - | - | - | - |
| Mixed Use | 22.95 | 14.04 | 7.61 | 44.59 | 158.61 | 203.20 |
| Commercial | - | 0.86 | 0.65 | 1.51 | 2.81 | 4.32 |
| Office | - | 0.07 | 3.08 | 3.15 | 13.13 | 16.29 |
| Business Park | - | 0.14 | 0.14 | 0.29 | 1.15 | 1.43 |
| Industrial | - | - | - | - | - | - |
| Utility | - | - | - | - | - | - |
| Institutional | - | - | - | - | 6.20 | 6.20 |
| Total | 22.95 | 41.69 | 20.42 | 85.06 | 424.17 | 509.23 |

*Amounts in 2017-2020 column represent developments that were approved in that time frame

4 - LAND USE

The Metropolitan Council has established a minimum density of five units per acre for new growth, development and redevelopment in suburban communities. Using the data in **Figure 4.4**, above, the minimum density of the forecasted growth has been calculated at 17.83 units per acre through 2040, as seen in **Figure 4.5**. The table also identifies the anticipated number of added residential units and densities through the year 2040 resulting from new development and redevelopment. Note that the lowest permitted density in the land use designations have been used per the Metropolitan Council requirements.

Figure 4.5 Potential Residential Unit Phasing

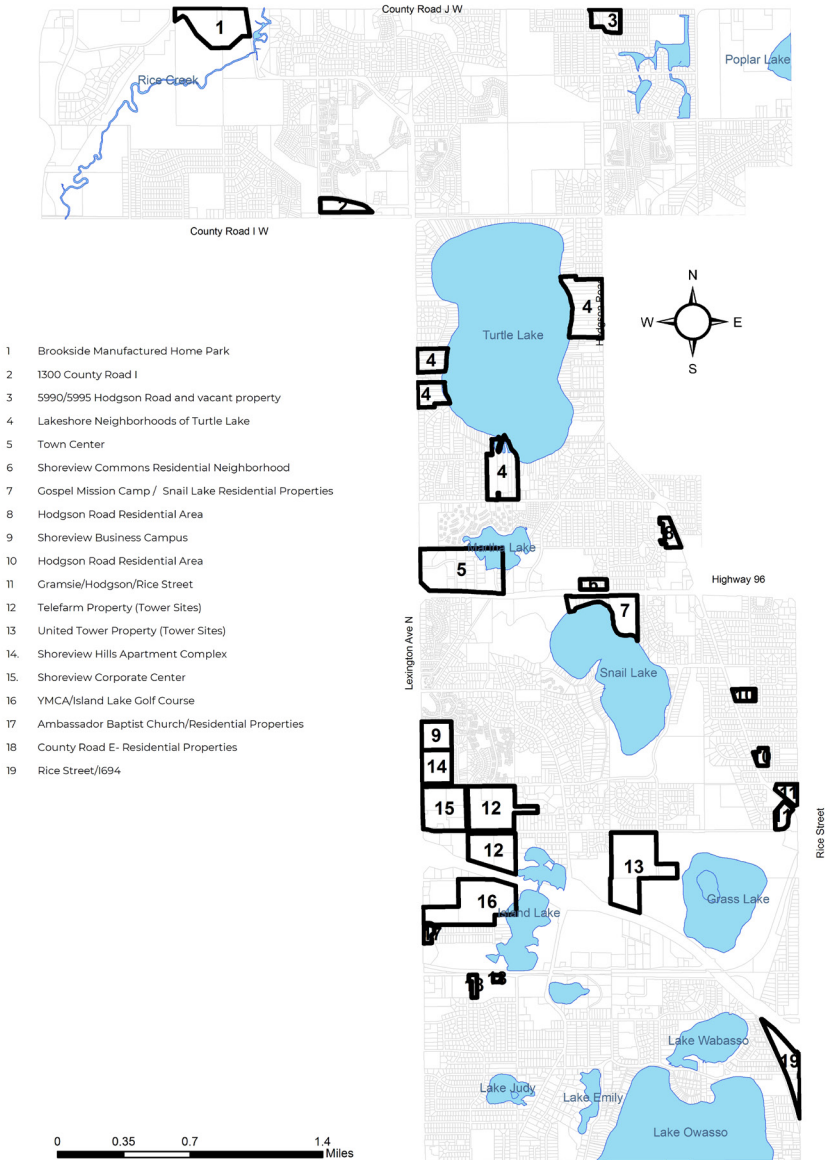
| FLU | % Res | Density | | 2017-2020* | 2021-2030 | | 2031-2040 | | Total by 2040 | |
|--------------------|-------|---------|-----|------------|------------|------------|------------|------------|---------------|--------------|
| | | Min | Max | Units | Min | Max | Min | Max | Min | Max |
| Residential Low | 100% | 1 | 4 | - | 7 | 27 | 9 | 36 | 16 | 63 |
| Residential Medium | 100% | 4 | 8 | - | 72 | 144 | - | - | 72 | 144 |
| Residential High | 100% | 8 | 20 | - | 14 | 35 | - | - | 14 | 35 |
| Mixed Use | 60% | 20 | 45 | 717 | 168 | 379 | 91 | 205 | 977 | 1,301 |
| Total | | | | 717 | 261 | 586 | 100 | 241 | 1,079 | 1,544 |
| Min U/A | | | | 52.07 | 7.86 | | 7.42 | | 17.83 | |

*Amounts in 2017-2020 column represent developments that were approved in that time frame

POLICY DEVELOPMENT AREA (PDA) STATEMENTS

When considering future land use and growth potential, there are a few areas around the City that need special consideration. Policy Development Areas (PDAs), as seen in **Map 4.4**, present opportunities or pose significant concerns for development or redevelopment and thus require additional policies to guide future development.

Map 4.4 Policy Development Areas



These policies, together with the future land use map (**Map 4.3**) and the general land use policies, as seen on page 67 establish the City’s official land use policy for each site. Because of the unique features of each PDA, most PDAs have multiple land use designations that would be appropriate for future development. However, the land use designation shown in **Map 4.3** is considered the least intense or most appropriate land use, and any deviation to another land use listed would require an amendment to the comprehensive plan.

The 1982 Comprehensive Guide Plan first included PDAs. The PDAs have been updated in each revision of the Plan to recognize changes in the community and identify areas where more specific policies are needed to guide development or redevelopment.

Figure 4.6 summarizes designated PDAs. Each PDA is discussed further in the following sections.

Figure 4.6 Policy Development Areas

| PDA Number | Description | Designation(s) | Page Number |
|------------|----------------------------------------------------|---------------------------|-------------|
| 1 | Brookside Manufactured Home Park | RM, RH, MU | page 37 |
| 2 | I300 County Road I | RM, RL | page 38 |
| 3 | 5990/5995 Hodgson Road and Vacant Property | MU, O, N | page 39 |
| 4 | Lakeshore Neighborhoods of Turtle Lake | RL | page 40 |
| 5 | Town Center | MU | page 42 |
| 6 | Shoreview Commons Residential Neighborhood | INST, RL, RM | page 45 |
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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 which is surrounded by the manufactured home park. This site may be desirable for redevelopment due to its proximity to the nearby Rice Creek Corporate Park, County Road J/Interstate 35W interchange, Rice Creek North Regional Trail 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 and mixed use development.

Policies

The land use designations for this PDA are RM, Medium-Density Residential; RH, High-Density Residential; and MU, Mixed Use. 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, mixed use, high-density or another form of medium-density residential 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 shall be provided 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 provide affordable and workforce housing that results in a no-net loss of affordable units.
- G. A mixed use development consisting of residential, office and commercial is suitable for this property provided with residential is the primary land use. Vertical mixed use is preferred. Office and commercial uses shall:
 1. Be oriented towards County Road J and Lexington Avenue
 2. Visually integrated into the development
 3. Include smaller scale uses that serve the nearby residential neighborhoods
 4. Provide buffer between the roadways and residential uses.
 5. Automobile related uses, such as a fuel station, convenience store, auto-repair shop, automotive sales are not suitable for this property.

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.

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

Development potential of this property is constrained by wetland area located along the east, west and southern portion of the property, limited access to County Road I and the parcel configuration. Because of these constraints and the characteristics of the nearby residential land uses, the land use designation for this property is RL, Low-Density Residential and RM, Medium-Density Residential. The following policies apply to the redevelopment of this site:

- A. The feasibility of realigning County Road I/Hamline Avenue intersection shall be explored in conjunction with development of these parcels.
- B. Access to the property shall be gained from County Road I and align with Dunlap Avenue to the North.
- C. Any development proposal shall connect to the public sewer system.
- D. Redevelopment of the property shall not have an adverse impact on the adjoining wetland area.
- E. Connectivity of this property to nearby parks and land uses shall be considered. Trail or sidewalk shall be provided with the redevelopment.

3. Hodgson Road and County Road J

The Hodgson Road and County Road J area is located at the north end of the community immediately adjacent to the City of Lino Lakes. Land uses in Shoreview on the south side of the intersection consist of a small neighborhood commercial node that was developed more than 25 years ago and contains two gas stations and undeveloped land encumbered by wetlands. This commercial node is surrounded by single-family residential homes that tend to be more than 50 years old and are smaller in size.

A market analysis completed as part of the 2015 Highway Corridor Transition Study found that there was not a significant market for new commercial or residential development. However, there is a large amount of vacant or redevelopment land to the north in Lino Lakes. If this area develops, there may be interest in the redevelopment of land within this PDA. Lino Lakes has 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.

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 Mixed-Use designation would permit a mixture of residential, commercial and office uses. The Office designation would allow small scale office designed with a residential style and scale which could provide services to the nearby residential neighborhoods. Office uses would provide a transition between commercial and surrounding residential uses 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. Development of parcels within this area needs to adhere to the following policies:

- A. Road improvements shall be coordinated with Ramsey County to ensure sufficient right of way is provided and access points are maintained to support development/redevelopment.
- B. Due to the proximity of the structure at 5990 Hodgson Road to the western property line, development on the adjoining vacant land shall address and preferably incorporate this property into the development site.
- C. Development/redevelopment plans shall place the uses and structures 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.

- D. Mixed use development may include higher density residential uses provided said uses are incorporated into buildings that also contain commercial and office space and oriented towards the County Road J/Hodgson Road intersection. The maximum density permitted for a higher density use should not exceed 10 units per acre.
- E. Medium-density residential uses are appropriate near the lower density residential land uses.
- F. Development impacts on the nearby residential land uses need to be mitigated through the incorporation landscaping, berms, or fencing.
- G. Placement and scale of buildings should be consistent with surrounding land uses while taking advantage of and preserving natural features and amenities.
- H. Development on the site should be pedestrian-oriented and include pedestrian connections to the adjoining trail system.
- I. Opportunities to mitigate wetland impacts, provide floodplain storage or use innovative stormwater techniques should be explored to expand the development potential near the intersection.
- J. Development activities should be coordinated with the City of Lino Lakes to achieve a cohesive and well-integrated development scheme for this intersection.
- K. Gateway features shall be incorporated into any development proposal. These features include city entry signage and landscaping.

4. 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 access roads.
- 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.

5. Town Center

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 2008 and has been reaffirmed by the City Council as a key strategic goal for the City.

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 Ramsey County Library (Shoreview Branch). 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 remains a long-term master plan designed to facilitate and support the transition of land uses from industrial to a combination of residential, retail, employment and civic uses.



The Town Center plan may be impacted by the planned development of the former Twin Cities Army Ammunition Plant property in Arden Hills. The redevelopment of this property, known as Rice Creek Commons, will be more desirable because it is vacant land that is “shovel –ready”. This development could increase interest in the Town Center area but may also detract from the redevelopment due to competing market forces. The Town Center site is still a very viable site with great amenities found in the civic campus.

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

Policies

Private redevelopment proposals that meet the City’s goals for this area are encouraged. Any redevelopment proposal involving a change in land use should consider existing adjacent land uses, meet the goals of the Policy Development Area, 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 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 overall density for all residential land uses when combined shall be within the designated density for the mixed use land use category (20 to 45 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.

6. Shoreview Commons Residential Neighborhood

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 low, medium and high density residential neighborhoods, retail, industry and regional open space. East of the Commons on the north side of Highway 96, are single-family homes located on parcels that are generally larger than the average residential parcel found within the City. The proximity of these homes to the Highway 96 corridor, the Commons area, retail and recreation uses make them attractive for alternative land uses. These properties could potentially be incorporated into the Shoreview Commons campus or redeveloped. The City is willing 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 property owners within the PDA, supported by market conditions, and consistent with City policies.

Policies

The land use designation of the Shoreview Commons Residential Neighborhood includes INST, RL, RM, and RH. The RL, Low Density Residential will remain and is intended to recognize the existing development pattern and the single-family residential land uses. Any change in land use will require a Comprehensive Plan Amendment. Redevelopment to medium or high-density residential will require the consolidation of parcels.

- A. The Institutional land use designation is intended for the potential expansion of the Shoreview Commons as land area may be needed to accommodate the facility, recreational uses and parking areas. These properties may also transition to medium or high density residential.
- B. Redevelopment of this area with medium density residential land uses shall adhere to the following:
 - I. While the overall density cannot exceed 8 units per acre, density shall be concentrated in the western portion of the PDA where the land abuts the Shoreview Commons area.

2. Residential development on the eastern portion of the site adjacent to the single-family residential properties shall not exceed two stories in height and shall contain no more than 4 units per building.
 3. Where redevelopment adjoins the single-family residential neighborhood, a buffer shall be provided and may consist of reduced building heights, increased building and parking setbacks and an enhanced landscape buffer.
- C. Redevelopment shall consolidate and minimize access points onto Highway 96.
 - D. 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.
 - E. Developers are required to prepare and adhere to a redevelopment master plan of sufficient detail to ensure the coordinated and integrated redevelopment of the PDA. This plan must take the entire PDA into consideration. This plan and all phasing require review and approval by the City.
 - F. Incorporate transit, pedestrian connections and other modes of transportation in development plans for the area.
 - G. Traffic impacts on Highway 96 and the adjoining single-family residential neighborhood shall be evaluated.

7. 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 Union Gospel Mission property has some cultural and historical significance in the community. The Mission bought this property in 1930, constructed the Gyro Lodge and established a camp for inner-city youth. This property is unique due to the nature of its use, proximity to Shoreview's core area and lake frontage on Snail Lake. The Union Gospel Mission has reinvested in the property with the construction of the Ministry Center (replaced the Gyro Lodge), new park and beach facilities. The City recognizes the importance and remains supportive of this use. The property does have redevelopment potential, and therefore it is being included in a PDA.

Single-family Properties.

Traffic volumes on Highway 96 continue to increase and can have a detrimental impact on the adjoining low density residential land uses. Previous planning studies have 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. 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. Many have reinvested in their homes with additions or upgrades.

Redevelopment of this area may be challenging due to the need to consolidate properties and the number of property owners involved. 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. The City is open to consider alternative land uses 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.

Policies

Gospel Mission Camp

The Gospel Mission Camp has several designations; INST, Institutional, O, Office, MU, Mixed Use, RM, Medium-Density Residential and RH, High Density Residential. The Institutional designation recognizes the 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 in this PDA are met. The City expects future redevelopment to incorporate high-quality architectural design and building materials, innovative site design and sustainable development practices. Reuse of the property shall meet community needs and incorporate amenities that are accessible to the public. A Comprehensive Plan Amendment will be required for any change in land use:

- A. The cultural and historical significance this property shall be recognized in any redevelopment plan. Efforts shall be taken to preserve the existing Ministry Center building and incorporate the structure into the redevelopment. The redevelopment plan and may include an event center, restaurant, office or multi-family residential.
- B. Redevelopment shall transition land uses with those that are of a higher intensity/density near Highway 96 to lower intensity/density adjacent to the existing single-family residential neighborhood.
- C. 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.
- D. Traffic circulation through the development site may include a public road network that has access to Harbor Court and Highway 96. Impacts will be evaluated with the redevelopment proposal.

- E. 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. These uses may also be acceptable in the Ministry Center building if there is an opportunity to reuse this building.
- F. 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.
- 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 may be permitted in phases with an approved long-term phasing plan.
- I. 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 land use designation for the single-family lots include RL, Low-Density Residential, C, Commercial and ROS, Recreation Open Space. The RL designation recognizes the existing single-family residential properties as a suitable use. The C designation recognizes that these properties may transition in the future to commercial uses due to their location on Highway 96 and Snail Lake. Transition to commercial uses may require the consolidation of properties. The ROS designation would permit the expansion of public parkland and complements the Highway 96 Regional trail corridor. Redevelopment in this PDA should be driven by the interest of the property owners or a private developer.

If redevelopment were pursued, the City would prefer 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 deemed appropriate 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.

Redevelopment or the transition of uses would need to adhere to the following policies:

- A. Redevelopment proposals will need to consider the extension of public access and connectivity along the shore of Snail Lake and access to the Snail Lake Marsh area.
- B. Impacts of the proposed development on existing single-family uses must be considered as part of any redevelopment plan and landscape screening or buffering may be required.

- C. 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.
- D. Existing residential uses may be redeveloped for commercial provided the commercial uses are considered destination commercial such as a restaurant with views of the water or boutique retail.
- E. Existing residential homes may remain and transition to cottage commercial use.

8. Hodgson Road Residential Area, North of Highway 96

This PDA is located along the west side of Hodgson Road, south of Tanglewood Drive to the Oak Hill Montessori property located north of Highway 96. The primary focus are the eight single-family residential properties that have frontage on Hodgson Road along with one larger single-family residential property that also has access off of Hodgson Road. On the north end of the PDA is the Applewood Pointe Senior Housing Cooperative and on the south end is Oak Hill Montessori School. While these uses are expected to continue, they can potentially influence the transition of the single-family homes to other uses. The long-term viability of these single family homes is of concern due to the age of housing, increased traffic and the change in uses along the Hodgson Road corridor. Consolidation of these properties will be needed to achieve area needed for redevelopment. If further redevelopment were to occur in this area, it should be coordinated to protect and preserve adjacent residential neighborhoods.

Policies

While the two most recent residential projects are senior housing, new development could provide housing for a broader age range and could possibly include small offices. The land use designation for this PDA includes RL, Low-Density Residential and RM, Medium-Density Residential and MU. Mixed-Use. The RL designation recognizes the established single-family residential uses, while the RM designation identifies medium-density residential as an appropriate re-use of this area. Mixed use development that are primarily residential is also an appropriate re-use of this area. Any change in land use from the existing RL designation will require a Comprehensive Plan Amendment. Redevelopment proposals shall be consistent with 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 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 the PDA. This plan must take the entire PDA into consideration. This plan and all phasing require review and approval by the City. Phasing is preferred from the south to the north given the lot depths and optimal spacing for access.
- G. Open space buffers with appropriate landscaping and preserved existing vegetation shall be required along existing single-family residential neighborhoods and Hodgson Road.
- H. Neighborhood Commercial uses are inappropriate for this area, unless incorporated into a mixed-use structure that is primarily residential.
- I. Mixed-use developments must adhere to the following policies:
 - 1. The primary land use shall be residential.
 - 2. Neighborhood Commercial and office uses are suitable in a mixed use development provided they are integrated into a residential building and are oriented towards Hodgson Road.
 - 3. Techniques in the site and building design shall be used to mitigate impacts on the adjoining low density residential land uses. Separation of neighborhood commercial or office use shall be maximized from the single-family residential use located west of this PDA. Examples include, reduction of building height, increased building setbacks and an enhanced landscape buffer.
- J. The expansion of the existing private Oak Hill 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 to change the land use designation to Institutional.

9. 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 I 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 vacant portion of the property was previously encumbered with a conservation easement held by the Minnesota Forestry Association which was recently rescinded. 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, provided the development meets the needs of the community and is sensitive to the low- and medium-density residential development immediately to the north and east.

Policies

The designated future 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. While land was set aside for a potential road connection between the Business Campus and the Weston Woods development immediately to the north, the use of this property for road purposes shall be re-evaluated with a development proposal.
- C. Oxford Street to the east abuts this property and could also provide access to this property. If access is proposed, said access shall serve only medium-density residential uses. Traffic impacts on Oxford Street will need to be evaluated when a development application is submitted.

10. Hodgson Road Residential Area, South of Highway 96

In the past, Ramsey County has held public meetings to address the redesign of Hodgson Road from Bridge Street south to Gramsie Road. This reconstruction project is currently scheduled for the year 2021. While the design process has not yet been completed, it is expected that this segment of Hodgson Road will be expanded to include a three-lane roadway with either a trail and/or sidewalk to accommodate non-motorized transportation. These improvements have the potential to significantly impact some of the adjoining residential properties due to tree removal or expansion of right-of-way. While the majority of homes will remain along this corridor, there are a couple of properties that have potential for infill or redevelopment. These include the properties at 4294 Hodgson Road (River of Life Church) and 4140 Hodgson Road.

4294 Hodgson Road

This 4.61 acre parcel is currently the home of River of Life Church and improved with the Church building, a single-family residence and parking area. In the past, the Church has explored developing excess land for residential but has not pursued this any further. Development opportunities exist on the north end of the property, adjacent to Sitzer Park and on the east end, adjacent to an established single-family residential neighborhood.

The designated land use for this property is a multitude of uses including INST, Institutional, RM, Medium-Density Residential and P, Park. The Institutional designation accommodates the existing church use. Medium-Density would permit the attached housing on the surplus land area. The Park designation is suitable in the event there is a need to expand Sitzer Park. The following policies apply to this property:

- A. Medium-density residential development shall not exceed 6 units per acre.
- B. Access between the Church and any future Medium-Density residential development shall be shared off of Hodgson Road.
- C. While a public street is preferred for access, a private driveway may be considered provided the driveway complies with requirements for emergency vehicle access and a Homeowner's Association is created to address the operation and maintenance needs associated with a common driveway.
- D. Trail connections shall be considered to the adjoining park use.

4140 Hodgson Road

This parcel is 3.7 acres in size and currently developed with two single-family residences. The land use designation for this property is RL, Low Density Residential and RM, Medium-Density Residential. The following policies apply to the redevelopment of this property.

- A. The existing dwelling units and any other structures will need to be removed for redevelopment to occur.
- B. Access shall be provided by a public street and be aligned with Floral Drive to the west.
- C. Small lot residential may be an appropriate use provided the density does not exceed 6 units per acre.

11. Gramsie/Hodgson Road/Rice Street Intersection

This PDA consists of vacant and developed land north of the Hodgson/Gramsie Road/Rice Street intersection. The two developed parcels sit on the east side of Hodgson Road and also bounded by Rice Street and County Road F. The New Life Lutheran Church at 180 County Road F is 4.99 acres in size and appears to have sufficient land area for future development, however, a significant portion of the property is encumbered with a drainage and utility easement. The adjoining property at 4001 Rice Street is less than an acre and fully developed with a commercial use.

The vacant parcels are located west of Hodgson Road and include four parcels with a total land area of 6 acres. This property is also bounded by several streets including Hodgson Road, Gramsie Road and Virginia Avenue. The land uses surrounding this area vary with low density single-family residential to the north and west, high density residential to the north and south and commercial to the south. Land uses east of this area include low density attached and detached residential in the City of Vadnais Heights. These properties are wooded with mature vegetation that has provided a natural buffer for the adjoining single-family residential neighborhood from the higher intensity uses located at the intersection.

Policies

The redevelopment and development potential for this area is supported by the intensity of the adjoining land uses, frontage on Hodgson Road, an arterial road, proximity to Interstate 694 and the Regional Vadnais-Snail Lake Park and availability of transit. Development or redevelopment that provides additional housing choices and opportunities in this area would be supported provided the policies of this PDA are met.

East Side of Hodgson Road

The land use designations for the property on the east side of Hodgson Road include:

180 County Road F

The designated land use is INST, Institutional and RM, Medium Density Residential. The Institutional designation recognizes that the existing church use is suitable and can remain. Medium density would permit the attached housing on the surplus land area.

- A. Expansion of the church on this property is appropriate for this site provided the standards of the Development Code are met.
- B. Medium-density residential development is a suitable infill use on this property.
- C. Prior to the incorporation of residential uses on this property, further analysis and discussions shall occur with Ramsey County regarding the drainage and utility easement and need for stormwater management.

- D. The church, parking lot and driveways are located toward the County Road F/Hodgson Road intersection and are at a higher grade elevation than the property to the south which is encumbered with a drainage and utility easement. Future development of this property shall consider the topography and impacts on the drainage and utility easement. Development that requires or proposes significant grade changes may not be supported.
- E. Access must be addressed as part of any development proposal. Access is preferred off of County Road F

4001 Rice Street

The designated land use for this property is C, Commercial and O, Office.

- A. The continued use of this property as boutique retail is supported. Other commercial and office uses may be acceptable provided they have a lower intensity and are consistent with the approved Planned Unit Development for this site.

West Side of Hodgson Road

The land use designations for the vacant parcels include RL, Low Density Residential, RM, Medium Density Residential and O, Office.

- A. Primary access 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. The site was cleared with the removal of brush, unhealthy and invasive mature trees. Some mature healthy landmark trees remain on the property, specifically along the western boundary of 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. In addition to replacement, a landscaped buffer will be required and should consist of a combination of the following to reduce the impact of development on the adjoining single-family residential land uses, fencing, berming, deciduous or evergreen trees and shrubs.
- C. Traffic impacts will need to be evaluated. Development shall not have an adverse traffic impact on the adjoining single-family residential neighborhood.
- D. The development of this property shall include all parcels. The development of a single parcel or portion of this site will not be considered unless part of a master plan.
- E. Office buildings shall be oriented towards the Gramsie/Hodgson Road intersection to create a presence and sense of place. Reduced setbacks will be considered if they result in increased setbacks and landscaped buffer area from the adjoining single-family residential neighborhood.

- F. For office and medium density residential uses, site and building design techniques shall be used to mitigate impacts on existing low density residential land uses. Examples include reduced building heights, increased building setbacks and an enhanced landscape buffer.
- G. The site shall be designed with a higher intensity of development towards the Hodgson/Gramsie Road intersection. The intensity of development shall lessen as it gets closer to the adjoining single-family residential neighborhood.
- H. A development with a mix of office, and medium density residential use may be considered for this site provided the policies set forth are met. Office should be placed towards the Gramsie/Hodgson Road intersection away from the lower density residential uses.
- I. If this property is developed with low density residential uses, then an internal public street system is required to provide access to these uses. This street system may access onto either Gramsie Road or Virginia Avenue provided a traffic study is completed and finds that this access will not have a detrimental impact on these roadways.
- J. Individual access points onto Gramsie Hodgson Road for low density residential uses will not be supported by the City.

12 and 13. Tower Sites

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 designation of T/BPK/O/RH/MU, Tower/Business Park/Office/High-Density Residential/Mixed use is 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/BPK/RM/RL, Tower/Business Park, Medium-Density Residential/Low-Density Residential are 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. 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/MU/ROS/RL, Office/Business Park/Tower/Mixed-use/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 appropriate for the southwest corner of the site and would take advantage of its amenities. A mixture of use including office, business park and residential is also appropriate. 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 adhere to the following policies:

- A. Be properly buffered from surrounding residential uses and preserve existing wetlands and significant natural features.
- B. A Traffic Study is required to evaluate traffic impacts. Access through the adjoining office property at 3850 Victoria Street shall be evaluated to reduce traffic on Gramsie Road.
- C. Uses that are of a higher intensity including office, business park and higher density residential shall be located towards the southern portion of the property to minimize impacts on the nearby lower density residential land uses and open space.
- D. Compatible uses adjacent to Interstate 694 include office and business park.

14. Shoreview Hills Apartment Complex

The Shoreview Hills Apartment Complex, 4130 Lexington Avenue, constructed in 1970 provides 240 apartment units including studios, one, two and three bedroom units. This complex is one of the City's older apartment buildings and has become naturally occurring affordable rental housing. While the property owner has reinvested in these buildings, the structure lacks the amenities sought in the current rental market.

The property sits on the northeast corner of Lexington Avenue and is near business park uses and low-density residential. It is also close to Interstate 694 and the Lexington Avenue commercial corridor. Reinvestment is occurring along Lexington Avenue with the Land O'Lakes Corporate Campus expansion in Arden Hills and the apartment complex in the mixed-use Shoreview Corporate Center.

The design of the 17.86 acre site is not efficient with underutilized open space, excess parking and detached garages that are segregated from the apartment building. Redevelopment of this property would provide an opportunity to expand housing choices, preserve some affordable housing and diversify housing types. The reinvestment nearby may increase interest in the redevelopment of this property.

Policies

The designated land use for this site is MU, Mixed Use. The property is suitable for a mixture of land uses due to its proximity on Lexington Avenue, adjacency to business park uses and residential uses.

- A. The primary use expected in a redevelopment project is residential with higher density residential toward Lexington Avenue and medium-density towards the lower density residential uses.
- B. Limited office use may be suitable provide these uses are located along Lexington Avenue, Gramsie Road and the northern lot line.
- C. Access to the site shall be provided off of County Road F.
- D. A vertical mixed use development may be desirable with limited office and small scale commercial on the first floor with residential above. The introduction of commercial uses into the redevelopment project will require a Comprehensive Plan Amendment.
- E. Traffic impacts will need to be evaluated. Development shall not have an adverse traffic impact on the adjoining road network.
- F. Structures shall be designed with high-quality building materials, be oriented towards the intersection, and incorporate features that support place making. Reduced setbacks will be considered if they result in increased setbacks and buffer area from the adjoining single-family residential neighborhood.
- G. 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 low density residential land uses.
- H. Affordable housing must be incorporated into the redevelopment project. The number of units and income threshold will be negotiated with the City at the time a development project is reviewed and approved by the City Council.

15. Shoreview Corporate Center

Shoreview Corporate Center is located north of Interstate 694 on Lexington Avenue and also fronts on Gramsie Road, Chatsworth Street and County Road F. The Corporate Center campus is 34.6 acres in size and was the original campus for Deluxe Corporation. Five separate buildings totaling 553,000 square feet of space are located within the Corporate Park.

Since the reacquisition of the campus, Eagle Ridge Partners has completed a number of site improvements to retain and attract quality tenants including new corporate signage and additional parking spaces. Further, Greco redeveloped the 1005 Gramsie Road manufacturing building, with a high-density multi-family apartment complex.

To address the density of the apartment building, the Comprehensive Plan was amended changing the existing BPK, Business Park land use designation to MU, Mixed Use. This designation is most appropriate because of the proposed density, mixed use nature of the business campus, and the relationship of the proposed use with the adjoining business park uses. The MU designation permits a variety of land uses, including horizontally mixed residential, office and business park land uses.

Policies

While the property is designated for a mixture of uses, the City is reaffirming that the primary use of this property needs to remain an employment center for the community. The following policies apply to this PDA.

- A. The Corporate Center is a horizontal mixed use development that consists of business park, office, and residential uses. Parcels within the Corporate Center have designated land uses that support mixed use in this campus. Business park and office uses are allowed on the properties at 1080/1050 County Road F and 4000 Lexington Avenue. High density residential is permitted at 1005 Gramsie Road and 0 Chatsworth Street.
- B. The intensification of uses within the Corporate Center is a concern due to parking constraints and limited expansion opportunity for parking. Shared parking between the uses in the Corporate Center shall be continued and be evaluated with any development proposal.
- C. Commercial land uses are not desirable for this site because the City wants to retain the remainder of the campus as an employment center and there is limited availability of parking.

16. YMCA/Island Lake Golf Course

The YMCA property, 3760 Lexington Avenue, is currently guided INST, Institutional and is developed with a YMCA facility which includes outdoor recreation areas. These improvements are located on the front portion of the 10.8 acre property with the back portion being vacant. Along the northern boundary of the property is a public street right-of-way that currently serves as access to the commercial land use to the north, Super Target. Other adjoining land uses include INST, Institutional and RL, Low Density Residential. To the west are commercial uses in the City of Arden Hills.

The Island Lake Golf Course, 1000 Red Fox Road, is located to the east and northeast of the YMCA property. This 41 acre property, owned by Ramsey County, is designated as P, Park and improved with a 9-hole Golf Course, driving range, putting courses, clubhouse, maintenance shop and parking area. This property is also adjacent to Island Lake and the Island Lake County Park. Ramsey County leases the property to a private operator.

Ramsey County is currently analyzing their golf course operations and evaluating finances and operational practices as they compare to the industry best management practices in public golf course operations. In the final report, the County will have a review of the golf system's position in the local market environment, a review of the physical condition of the facilities and recommendations, and the results that can be expected from various management strategies and options. The evaluation will provide a foundation for operational and financial decisions for budgeting and long-term capital planning.

While the City supports the continued use of this operation, the City recognizes that changes may be needed to respond to changing conditions in the market place and other options could be considered for this land. Prior to the sale, lease or disposal of any County park property, the County Board is required to provide notice to the municipality and nearby property owners and hold a public hearing. The County Board is also required to adopt a policy providing for the no net loss of park, recreational and open space land and facilities upon the sale, lease or disposal of parkland.

This PDA is being established to guide the future land use in the event the property becomes available for development as both properties have development potential and access via public streets. Their proximity to one another, commercial land uses in the Lexington Avenue corridor, Island Lake, the County Park and I-694 are desirable amenities for development. While both land owners have not expressed any interest in future development, the City believes there may be development pressure on these properties due to changing conditions in the golf course industry, development in the Lexington Avenue corridor and the amenities identified above.

Policies

The designated land use for this property is INST, Institutional, P, Park and MU, Mixed Use. The INST and P designations account for the existing YMCA and Golf Course. The intent of this designation is to provide an area where a mixture of uses can be developed which are designed to complement one another, respect the character of the area, including the natural environment and address community needs. It is anticipated that the YMCA would remain and some features of the golf course, such as the clubhouse may be repurposed for a different use. The following policies apply to the development of these properties:

- A. While the area has a designation of MU industrial uses will not be permitted. Industrial uses include land or buildings for the production, manufacture, warehousing, storage, transfer of goods, products, commodities or other wholesale materials.
- B. The eastern portion of the property adjacent to the existing Island Lake County Park and Island Lake shall be preserved for park and open space.
- C. Development shall provide a transition of land uses with those that are of a higher intensity or density closer to I-694 and the commercial properties, then decreased intensity and density adjacent to the existing single-family residential neighborhood.
- D. Traffic circulation through the development site may include a public road network that has access to Red Fox Road and current south Target access road. Milton Street abuts the south side of the County property and could potentially be used for access. If access is proposed, it shall serve only low density residential land uses.
- E. A traffic study will be required to address traffic impacts on Lexington Avenue and at the Lexington Avenue/South Target Access drive and Lexington Avenue/Red Fox Road intersections. This study shall also address traffic impacts on Milton Street and Island Lake Avenue and the Lexington Avenue intersection if a connection to Milton Street is proposed.
- F. 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.
- G. In the event that this property or portion thereof, is no longer used as INST or P, the land use immediately east of the YMCA facilities and immediately north of the existing low density Island Lake neighborhood shall be low or medium density residential. If the existing YMCA building is removed or repurposed, a mixture of uses may be appropriate including office, commercial, high and medium density residential development.
- H. If redevelopment occurs adjacent to the existing low density residential neighborhood and consists of low or medium density residential, said redevelopment shall adhere to the following:
 - 1. Medium density residential structures shall not exceed two stories in height and shall contain no more than 4 units per building.
 - 2. A buffer shall be provided and may consist of reduced building heights, increased building and parking setbacks and an enhanced landscape buffer.
- I. Any proposed redevelopment plan shall address pedestrian connections to the existing trail system, Island Lake County Park and the nearby commercial land uses. A public trail system along the lakeshore of Island Lake shall be part of any redevelopment plan.
- J. Redevelopment of the site shall be sensitive to the wetlands and lakeshore environment by establishing a protection zone and/or implementing mitigation techniques to reduce the development's impact on the wetland area and lake.
- K. Redevelopment may be permitted in phases with an approved long-term phasing plan.

17. Ambassador Baptist Church Property

This PDA includes properties owned by Ambassador Baptist Church; the Church facility at 3620 Lexington Avenue and the three adjoining single-family residences at 1072, 1076, 1084 and 1090 Island Lake Avenue. The Church owns three of these homes with the exception of 1076 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. 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 Ramsey County parkland and wetland area to the south.

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 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 are not of an intensity that negatively impacts nearby residential uses. 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. Redevelopment shall incorporate all the parcels within the PDA.
- 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.

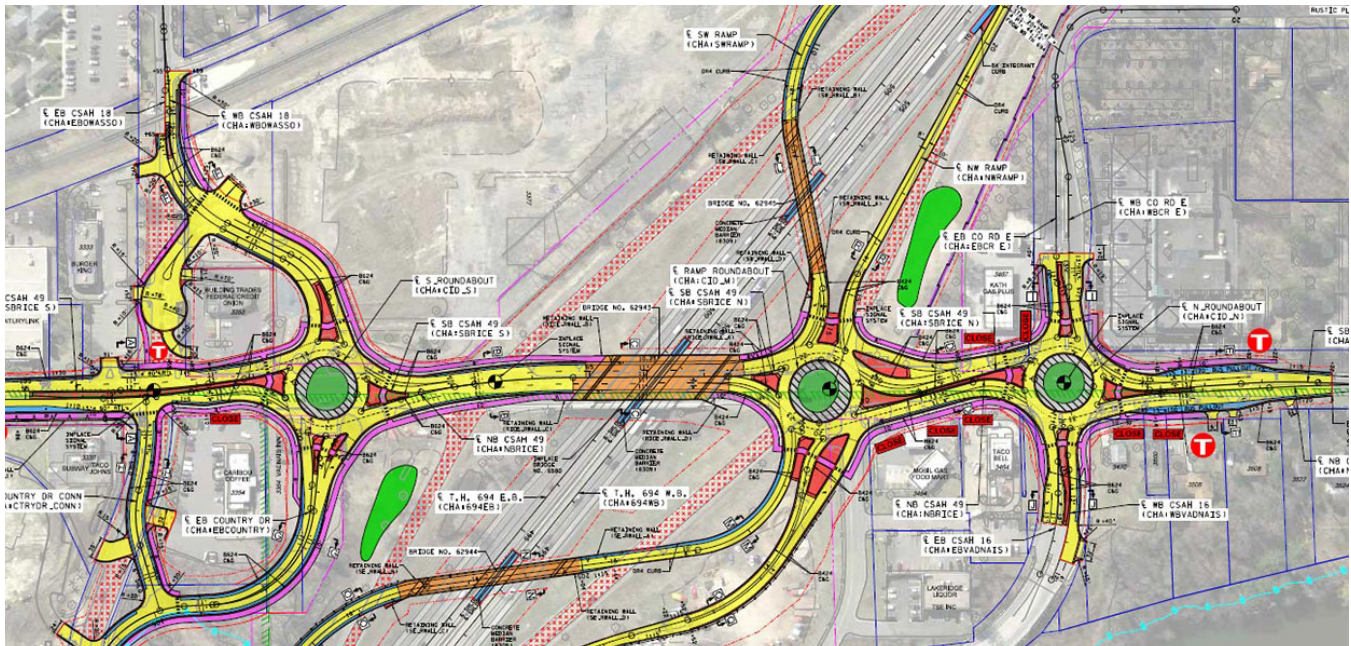
18. County Road E – Residential Uses

Between Lexington Avenue and Victoria Street on County Road E, there are seven residential parcels that are isolated from other residential uses due to the adjoining land uses. These land uses include O, Office to the east and P, Park to the east. Further, there is wetland area on some of these properties which also provides separation from a residential neighborhood to the south. North of County Road E is a rail line and Ramsey County Open Space.

The homes on these residential properties are generally older and smaller than the average home in the City. Increased traffic on County Road E along with the isolation of these homes from other residential uses pose some concern about the long-term viability of these properties as residential. For this reason, these properties have been included in a PDA.

Policies

The designation land use for these properties is RL, Low-Density Residential, RM, Medium-Density Residential, O, Office and P, Park. The RL designation recognizes the continued use of these properties for low-density residential. Redevelopment will need to be consistent with the following policies:



- A. For redevelopment to occur, the contiguous residential parcels will need to be consolidated.
- B. Office uses may be suitable for the properties provided off-street parking needs can be accommodated on-site.
- C. If the property at 970/972/978/0 is redeveloped with Office, shared parking with the adjoining office development to the west shall be considered.
- D. Redevelopment shall be sensitive to the wetland area on the property by establishing a protection zone and/or implementing mitigation techniques to reduce impacts.
- E. The three homes at 902/910/950 County Road E are in holding parcels for Bobby Theisen Park. Park use is the preferable use for these properties. If, however, the City determines that there is not a need to incorporate these properties into the park, then redevelopment for office or medium-density residential is appropriate provided the Comprehensive Plan policies and Development Code standards are met.

19. Rice Street/I-694 Interchange

Ramsey County has identified the interchange at Rice Street (CSAH 49) and Interstate 694 as a top-priority interchange for reconstruction. Not only is Interstate 694 an important regional trucking route, Rice Street is one of few north-south arterial corridors in the County. Rice Street crosses Interstate 694 in the stretch with only two lanes in each direction, a bottle neck congested for an average of seven hours per day. With MnDOT's construction of a third general-purpose lane in each, the County, with support from the Cities of Shoreview, Little Canada, and Vadnais Heights, plans to reconstruct the Rice Street/I-694 interchange. Construction is anticipated to begin in 2020.

The purpose of this project is to address the operational issues at the Interstate 694/Rice Street (CSAH 49) interchange. Studies show that by 2040 traffic operations within the existing interchange will fail. Addressing the issues of the interchange will provide the opportunity to improve transportation efficiency and safety for multi-modal and vulnerable users who navigate through the interchange. Additionally, a well-functioning interchange will increase the economic development potential of currently underutilized property located near the interchange, particularly the former Ramsey County Public Works site located in the southwest quadrant of the interchange.

Goals of the project include:

- 1. Improve traffic operations along Rice Street through the interchange area.
- 2. Prioritize the most vulnerable users to ensure that all users have equitable safety and mobility through the interchange.
- 3. Improve economic development opportunities in underutilized sites.

A design for the interchange has been selected (above) and is an offset single point interchange. The advantage of this design is that the four closely spaced signalized intersections are replaced with three roundabouts. This alternative solves the traffic operation problems now and into the future as traffic volumes increase. In addition, this alternative was the lowest overall cost of the various designs that were considered.

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. Further, 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.

Despite these challenges, there has been renewed interest in redeveloping this area to meet current market demands. Properties that have had a history of decline have been redeveloped with higher density multi-family residential uses, including the former shopping center at Grass Lake Place and Rice Street. It is expected that the reinvestment and transition of land uses in this area, along with the planned roadway improvements will provide additional opportunities for redevelopment.

Policies

South of Interstate 694

North of North Owasso Boulevard. The preferred interchange design considers the redevelopment potential of the 12-acre former Ramsey County Public Works site upon completion of the interchange. Currently there are no plans/proposals, but a market study performed as a part of this project showed that the site is best suited for industrial or office uses. Limited or small scale commercial may also be suitable for this site along Rice Street provided access can be managed. The existing Building Trades Credit Union, 3353 Rice Street, will be south of North Owasso Boulevard with the new interchange design. While residential may be an option, there is some concern about the desirability of this site due to the adjoining rail and Interstate corridor. A future land use designation for this portion of the PDA is MU, Mixed Use which will provide a variety of options to explore. This land use designation may be amended in the future if the interchange design, access and traffic limit certain uses

Development is subject to the following policies:

- A. Redevelopment of this site shall take into consideration the impacts on traffic and access. A traffic study must be completed.
- B. Pedestrian access and connections shall also be considered to link development to the local and regional trail system and the nearby Lake Owasso County Park and Vadnais-Snail Lake Regional Park.

- C. Small scale commercial uses may be suitable for this area provided they serve the needs of residents in the immediate area and will not have an adverse impact on traffic. These commercial uses may be integrated into mixed use buildings and/or oriented toward Rice Street.
- D. The Canadian Pacific railway property is immediately to the west of this property. Redevelopment of the site shall take into consideration the impacts of the rail use and shall incorporate site design features to mitigate impacts.

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.

CenturyLink, 3323 Rice Street, is the primary landowner in this PDA, and expected to remain at this location due to the equipment investment they have on their property. Their property appears to be underutilized and may have some development potential on the south end. The City also anticipates that the single-family home and vacant parcel will transition to other uses. The City's long-term goal is to improve land use efficiencies on underutilized parcels, 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 associated with the interchange design will impact access to the existing land uses adjacent to North Owasso Boulevard. 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.
- F. Pedestrian access and connectivity need to be considered with the proposed road improvements and future redevelopment.
- G. To maximize development potential on the CenturyLink property, shared parking shall be considered.

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.

General Land Use

Goals

1. Establish a well-balanced land use pattern that uses land efficiently, supports urban services, 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 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 increases the value to the community while mitigating impacts on surrounding land uses.
5. Preserve the character of the community and community features valued by residents including but not limited to parks, open space, natural environment and quality neighborhoods.
6. Recognize the impact of land use on the transportation system and support development that incorporates options for transit, cycling and walking.
7. Support community health through land uses that improve opportunities for physical activities, access to healthy food and social services, housing stability and the environment.
8. Landforms and structures shall be designed to be accessible by all people regardless of ability, age or life circumstances.

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, community health 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 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 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.
4. Support residential development that provides life-cycle and affordable housing opportunities that is responsive to our changing community needs.
5. Preserve the character of our residential neighborhoods.
6. Mitigate development impacts on existing residential neighborhoods through the use of transition zones which may include reduced building heights, increased building and parking lot setbacks and landscape buffers.

Policies

- A. Higher density residential uses are appropriate near areas that provide commercial services and employment opportunities.
- B. Medium- and high-density residential development is preferable 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 such as landscaping, additional setbacks and/or the incorporation of land use transitions.

Commercial, Business Park and Industrial Uses

Goal

1. Establish vital commercial areas that meet the needs of the community's residents and businesses.
2. Provide commercial, business park and industrial development areas to attract businesses, which offer diverse employment opportunities and have wages that enable employees to live within the City. .
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

- I. Create sustainable, integrated mixed-use development 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 transit and 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.
- E. Mixed-use developments adjacent to low- and medium-density residential land uses must be sensitive to the character and quality of these established neighborhoods. Mixed-use developments shall incorporate techniques to mitigate impacts. Examples include the establishment of transition zones (lower building heights/less intense uses), increased structure setbacks, common or open space area and landscaping.

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 Corridor Transition Study and the Town Center Redevelopment Plan.
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 using traditional and social media and other technologies.
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.
10. Designate areas in the community where planned land use allows high- and medium-density residential to meet the changing demographics and provide life-cycle and affordable housing.