

**PLANNING COMMISSION WORKSHOP  
FEBRUARY 24, 2015  
CITY COUNCIL CHAMBERS  
SHOREVIEW CITY HALL**

*(After the regular meeting)*

**Agenda**

1. Review of Meeting Process
2. Highway Corridor Transition Study – Final Report
3. Text Amendment – Accessory Structures
4. January 27, 2015 Workshop Minutes



**February 2015**

# CITY OF SHOREVIEW Highway Corridors Transition Study

PREPARED FOR:



PREPARED BY:



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Planning • Landscape Architecture • Urban Design

NORTHLAND  SECURITIES

**W-ZHA, LLC**



## Acknowledgements

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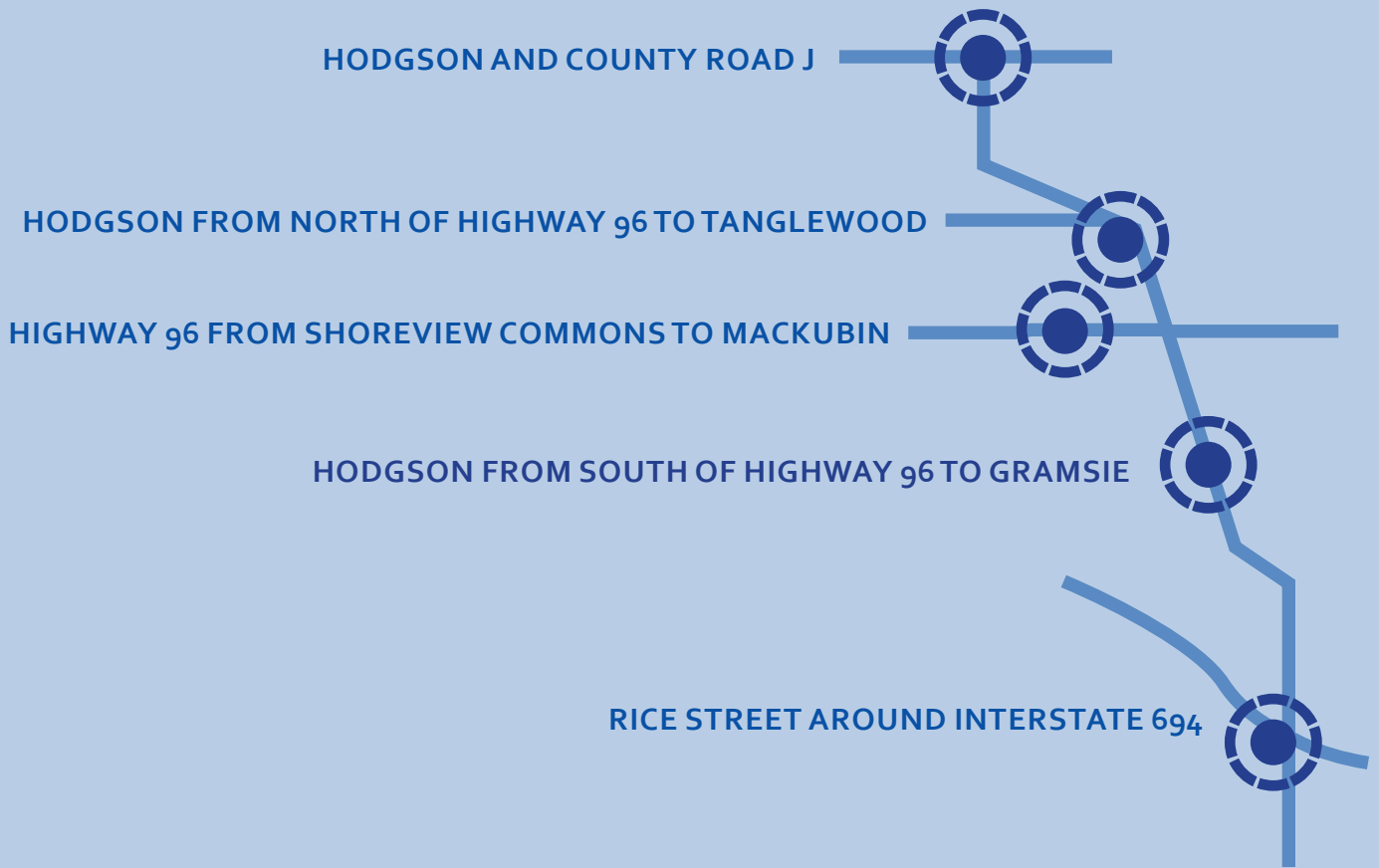
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HODGSON & COUNTY ROAD J

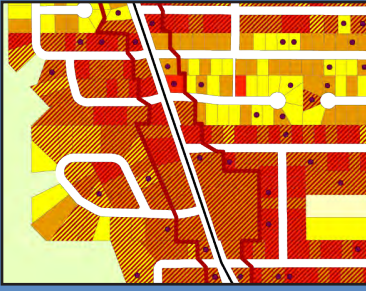
HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN

HODGSON FROM SOUTH OF HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# INTRODUCTION



## Study Process

The Highway Corridors Transition Study was completed using the following three steps:

- » **Understanding What Exists** focused on gathering information and analyzing the characteristics of each study area. A GIS analysis was completed to determine whether any of the study areas were showing signs of stress. Market research was also completed to determine the long-term potential for redevelopment.
- » **Explore the Possibilities** focused on identifying potential land use concepts for each of the study areas. In addition to land use, development of the concepts considered impacts to adjacent neighborhoods and the transportation system.
- » **Identify the Strategic Action Plan** focused on identifying and evaluating potential implementation strategies that will enable the development concepts to become reality.

# Study Purpose

The Highway Corridors Transition Study was undertaken to evaluate the long-term potential for properties, particularly single-family homes in five study areas. The 2011 Housing Action Plan recommended the study be completed to evaluate the impact that noise, traffic volumes, and speeds may have on the long-term viability of homes along the arterial highways of Hodgson Road, Rice Street, and Highway 96. The study was intended to evaluate the redevelopment potential along the corridors, as well as identify strategies to support the long-term land use plan for the area. As shown on the map to the right, the five areas selected for the study included:

- » The area around the intersection of Hodgson Road and County Road J
- » The area around Hodgson Road and Tanglewood Drive
- » Highway 96 from the City Center to Mackubin/Snail Lake Boulevard
- » Hodgson Road from Highway 96 to Gramsie Road
- » Rice Street around Interstate 694

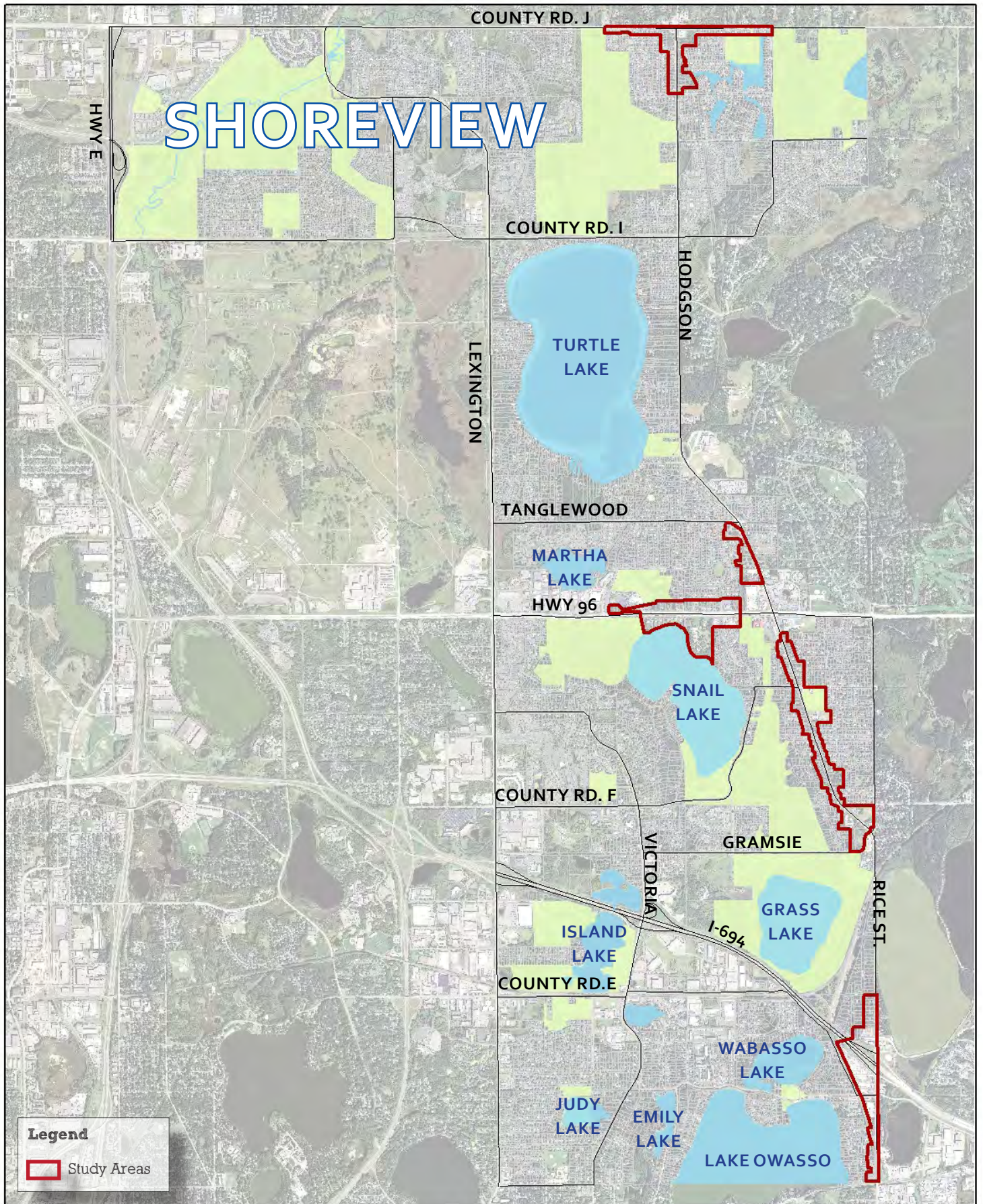
Through the planning process it became clear that while the five study areas are similar in that they have existing single-family homes along arterial highways, each area is fairly unique and cannot be approached in the exact same manner. Recognizing that the recommendations from this report may be implemented in a different manner and in a different timeframe for each study area, this report is organized so that after this introductory chapter the existing conditions, development concepts, and implementation recommendations is self-contained for each study area. General information about implementation, including the application of financial tools is provided in the final chapter.

## Overall Findings

### GIS Analysis

A part of the initial information gathering for the study included an analysis of GIS data to determine whether any of the study areas were showing signs of stress. The GIS analysis compared the study areas to the adjacent residential neighborhoods for the type of dwelling unit, size of home, building age, ownership, foreclosure, last sale date, condition, estimated market value, and ratio of building value to land value. Overall the GIS analysis showed that the study areas are in relatively good shape. Condition information from Ramsey County identified relatively few areas of concern for the entire City. There were no noticeable concentrations in the study areas of foreclosures, excessive numbers of home sales in the last 5 years, or rentals in single-family neighborhoods. As would be anticipated for a city built predominantly in the 1960s to 1990s, aging of the housing stock is becoming a concern. In the study areas homes over 50 years of age were slightly more prevalent. Some homes in the study areas were also smaller which can be challenging with modern design expectations like open concept floor plans and master bathrooms.





## Study Areas



# Market Impressions

The market analysis completed for this study was intended to provide a general overview of the potential for redevelopment in the study areas. The analysis found that overall potential for significant commercial development in the study areas was weak while new multi-family development has some potential in high-amenity locations. The following provides a brief overview of the prospects for different type of development.



## High End Office Development

- » Very limited potential as this market is driven by high-profile, corporate tenants who seek Class-A space and locations, such as downtown Minneapolis and the western and southwestern suburbs.
- » High end office development could occur if a corporation already in the northern suburbs seeks to build a new corporate headquarters. Generally a location near their existing facilities, as well as near existing services and amenities would be sought with locations along Interstate 694 offering the most potential.



## Retail, Commercial, or Small Office

- » The main driver of these types of development is demographic growth. Small-office tenancy is household-serving rather than corporate serving. Given current household and population growth is estimated to be less than 1% annually for the next 5 years, the market is projected to be limited.
- » Shoreview is generally challenged because various barriers, like lakes, parks, institutional uses, and other man-made barriers, break up the market areas. Thus, while there may be households that live relatively nearby a particular study area, the barrier shifts the household purchasing to other, more accessible corridors.
- » Absent growth, a catalyst will be needed to stimulate new development. In addition to major development or transportation projects (such as Interstate 694 reconstruction), this catalyst could be created by public measures such as regulatory changes or site assembly.



## Multi-Family

- » Market potential is derived from regional demographic growth and Ramsey County is estimated to grow by 700 to 1,000 households in next 5 years.
- » Given build out conditions, household growth in Shoreview may be accommodated in new multi-family development.
- » Well-situated, high-amenity sites can capture a share of this market for small projects (35 to 60 units).
- » Given aging of households, senior housing likely the strongest potential niche as people would like to stay in their community if possible.



# HODGSON & COUNTY ROAD J



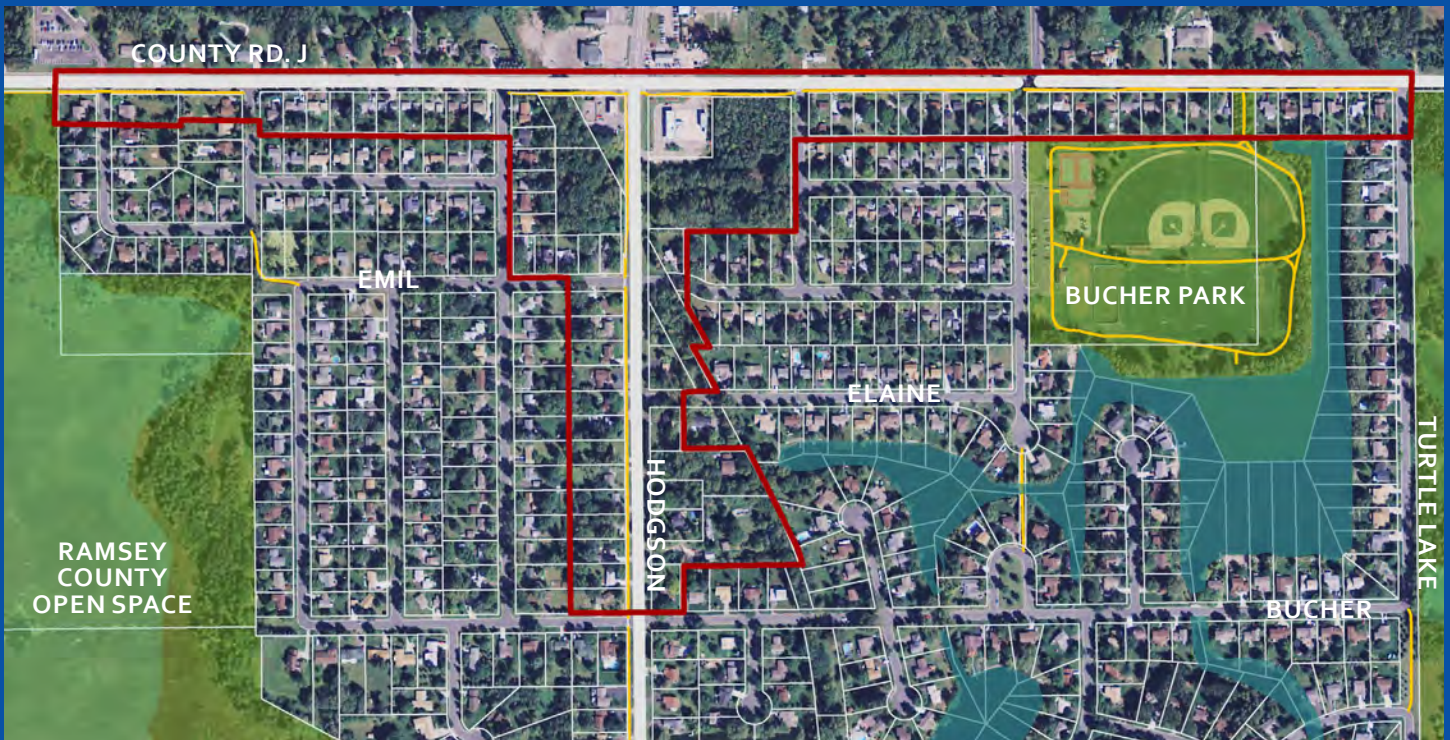
HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN

HODGSON FROM SOUTH OF HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# COUNTY ROAD J



## Existing Conditions

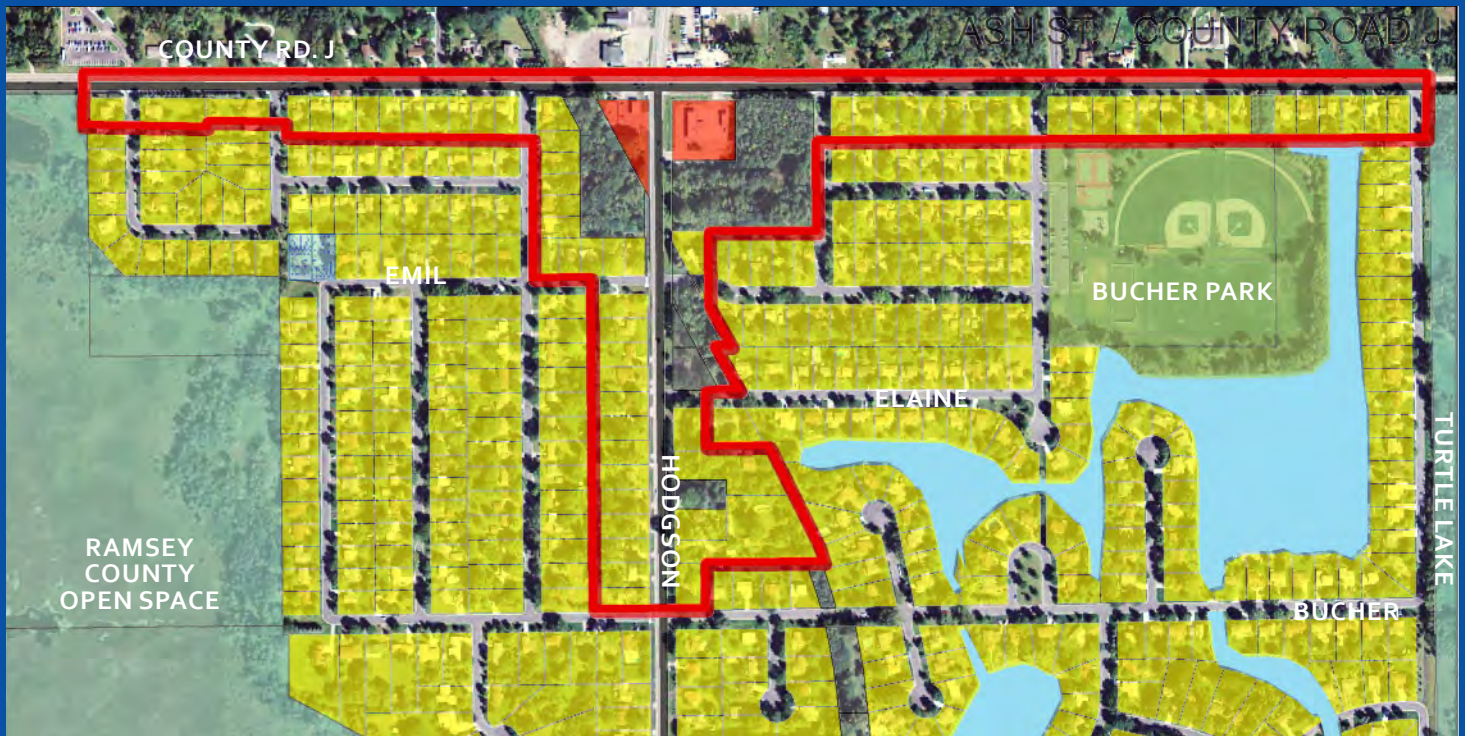
The Hodgson and County Road J Study Area is located at the north end of the community immediately adjacent to the City of Lino Lakes. The intersection of Hodgson and County Road J is a small neighborhood commercial node that was developed more than 25 years ago. On the south, Shoreview side, the intersection has two gas stations and undeveloped land that is encumbered by wetlands. The north side, which is in Lino Lakes, has some commercial uses.

The residential neighborhood immediately surrounding the intersection is entirely comprised of single-family homes. As shown in the Housing Characteristic Analysis on page 9, the homes in this area, particularly along Hodgson and County Road J, tend to be more than 50 years old. The homes are also smaller in size than in other areas of the community. The Housing Market Analysis shows that while the home values are generally average for the community, the ratio of building value to land value is not as high as in other areas of the community.

Hodgson and County Road J are the primary roads for movement in this study area. The open space areas located to the west, east, and south of the study area limit transportation movement in and out of the study area to primarily Hodgson and County Road J. This has been a challenge, particularly for the neighborhood on the west side of Hodgson, as turning onto County Road J can be difficult during high traffic periods. While County Road J is currently striped for three lanes, it was built for 4 lanes and could be restriped should traffic volumes warrant. Ramsey County is planning on expanding Hodgson Road to 3 lanes, however, the number of driveway accesses, particularly on the west side is challenging. In addition to access, development constraints in the area include a high water table, bad soils, and wetlands.

### Market Impressions

The market analysis indicated that at this time there is 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 that area develops, it is likely that there may be an increased interest in redevelopment in the study area. The depth of the single-family home lots, particularly along County Road J, limit redevelopment opportunities as projects would need to include both homes along County Road J and behind it.

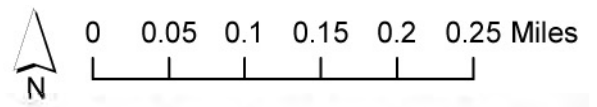


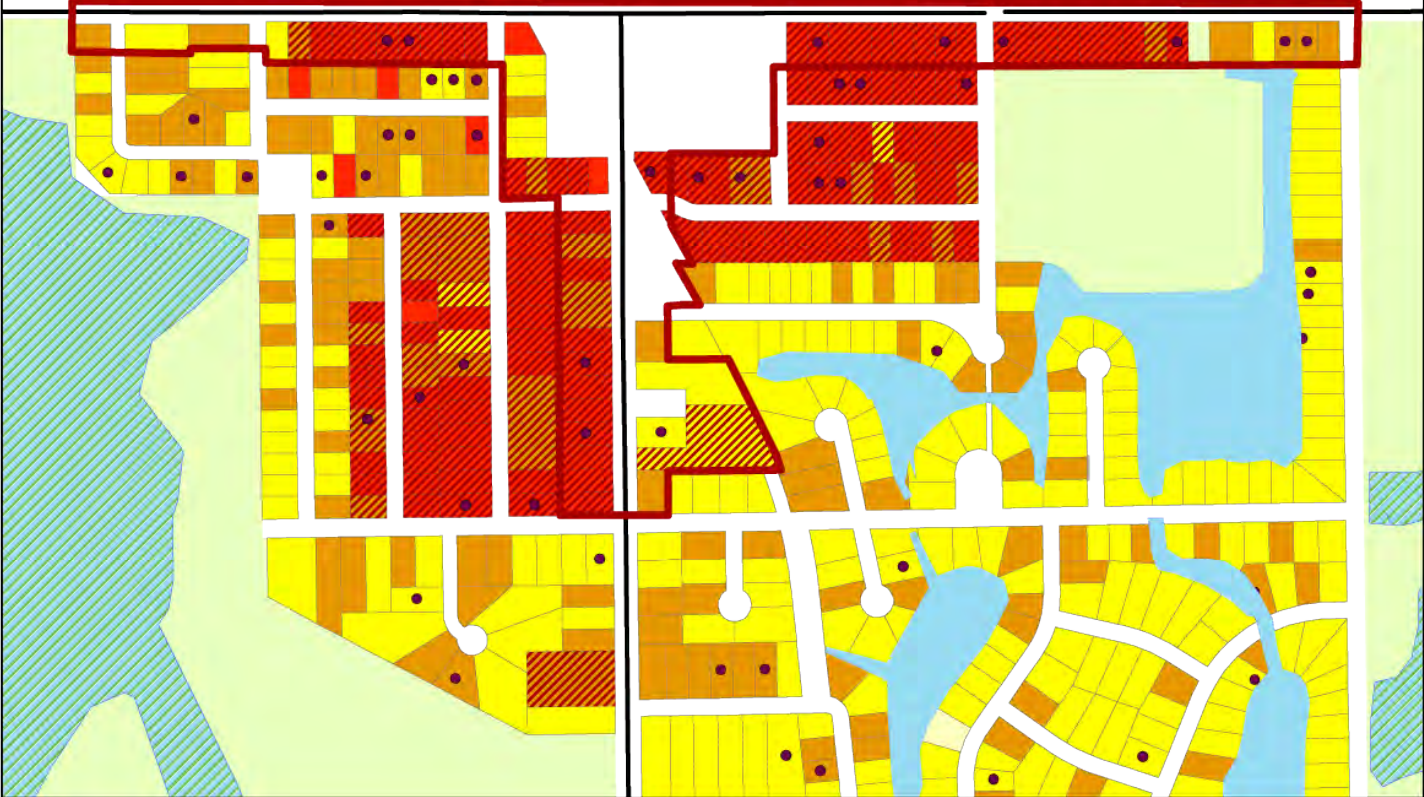
## Legend

### Existing Land Use (2013)

- Single Family Detached
- Single Family Attached
- Multi-family Residential
- Mixed Use Residential/Commercial
- Commercial
- Office
- Industrial
- Utility
- Institutional
- Parks/Recreational
- Open Space
- Right of Way
- Wetlands
- Lakes
- Focus Areas

Source: City of Shoreview





**Legend**

**Age of Existing Homes (2012)**

> 50 Years Old

**Living Area**

Under 1,000 square feet

1,000- 1,800 square feet

1,800- 3,600 square feet

More than 3,600 square feet

Non-Single Family Housing Area

Renter Occupied

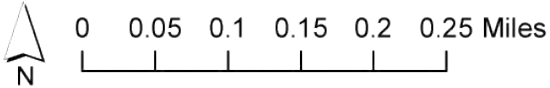
Focus Areas

Lakes

Wetlands

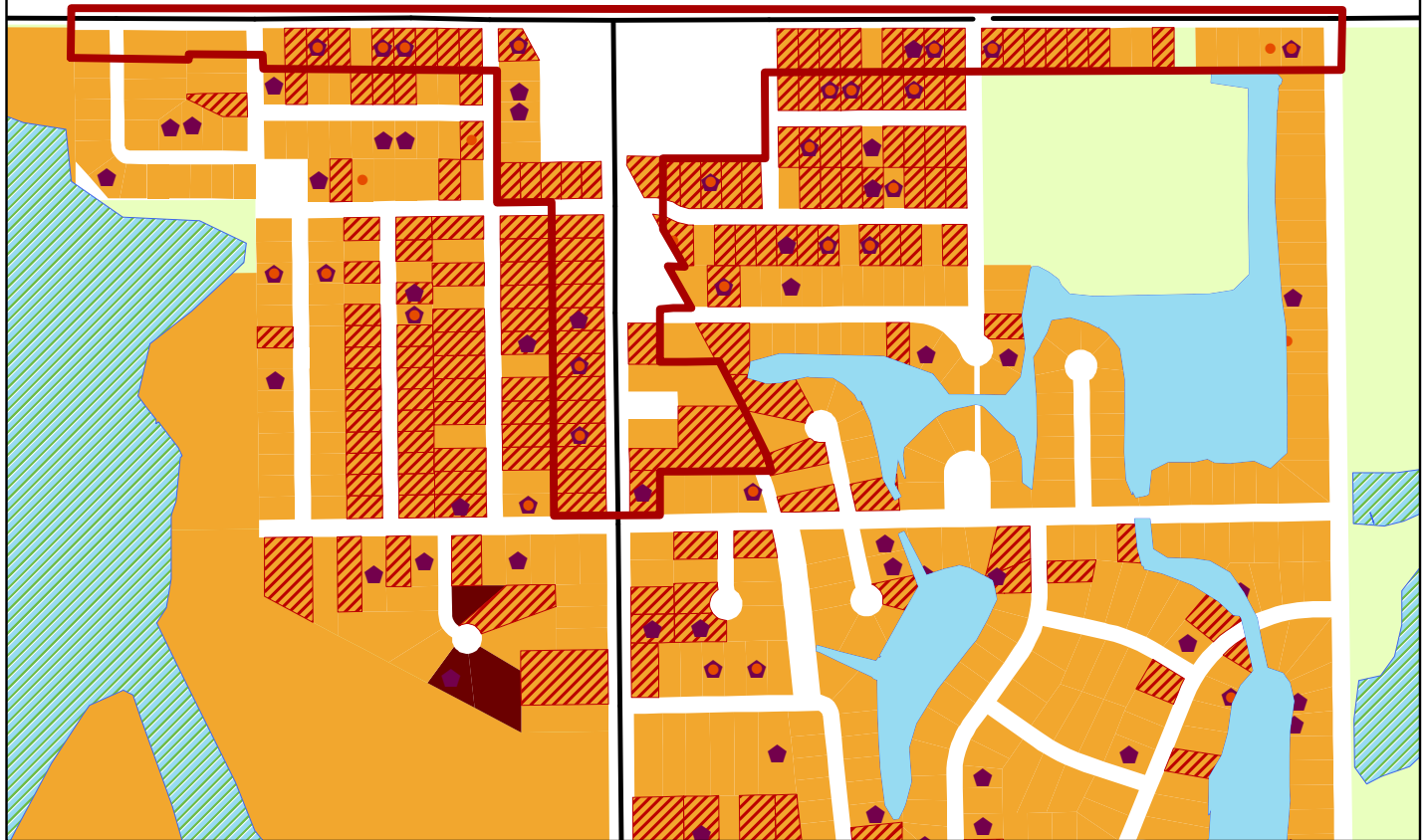
Parks & Open Space

Primary Roads



Source: City of Shoreview and Ramsey County Assessor  
 Renter Occupied classification based on Assessor's data.

**Housing  
 Characteristics  
 Analysis**



**Legend**

**Estimated Market Value (2012)**

- Under \$150,000
- \$150,000- \$250,000
- Over \$250,000
- Non-Single Family Housing Area

**Building Value / Land Value**

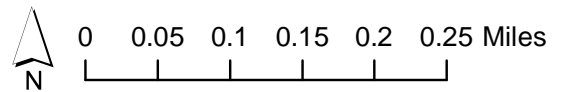
- Areas of Concern

**Last Sale Date**

- Sold in Last 5 Years
- Foreclosures: 2007-2012

- Focus Areas

- Lakes
- Wetlands
- Parks & Open Space
- Primary Roads



Source: City of Shoreview and Ramsey County Assessor

# Development Concept

Established single-family neighborhoods with small lots and wetlands limit the amount of redevelopment that can occur without significant investment. The intersection of Hodgson and County Road J is likely to continue as a neighborhood commercial node. The timing and intensity of the neighborhood commercial node will be impacted by development in Lino Lakes to the north.

## Key Elements

- » Roadway improvements to County Road J should be examined to address access issues and cut-throughs for the neighborhoods on either side of Hodgson.
- » Trail gaps along County Road J should be addressed to provide east-west connectivity, particularly providing non-motorized access to Bucher Park.
- » Due to limited lot depths, redevelopment along Hodgson or County Road J should predominantly be guided to medium density residential products such as townhomes.
- » Residential redevelopment should attempt to reduce direct driveway access onto Hodgson or County Road J for improved access and mobility on the major corridors.
- » Commercial redevelopment on the east side of Hodgson will be limited due to the wetland. Access could be improved by acquiring the existing single-family home for redevelopment and extending a driveway south to Emil Avenue.
- » On the west side of Hodgson redevelopment could be expanded beyond commercial if a larger area was included. In addition to a small retail or office building, redevelopment could include a higher density residential building along County Road J. Townhomes are shown to the south to transition between commercial and the single-family neighborhood.
- » Preliminary concepts from Anoka County for the redesign of the County Road J and Hodgson intersection show an expansion in lanes. Redevelopment should account for needed future right-of-way in its design. Road designs should also be carefully considered so there is sufficient access to the properties at the intersection so they can be viable commercial uses.
- » Development in Lino Lakes could offer an opportunity for realignment of roadways to the east, such as the Ware/Mackubin and County Road J intersection. This realignment could open up additional opportunities for redevelopment.
- » The addition of medium and high density residential in this study area diversifies the housing options available in this area and supports the City's goal of lifecycle housing.



Townhomes



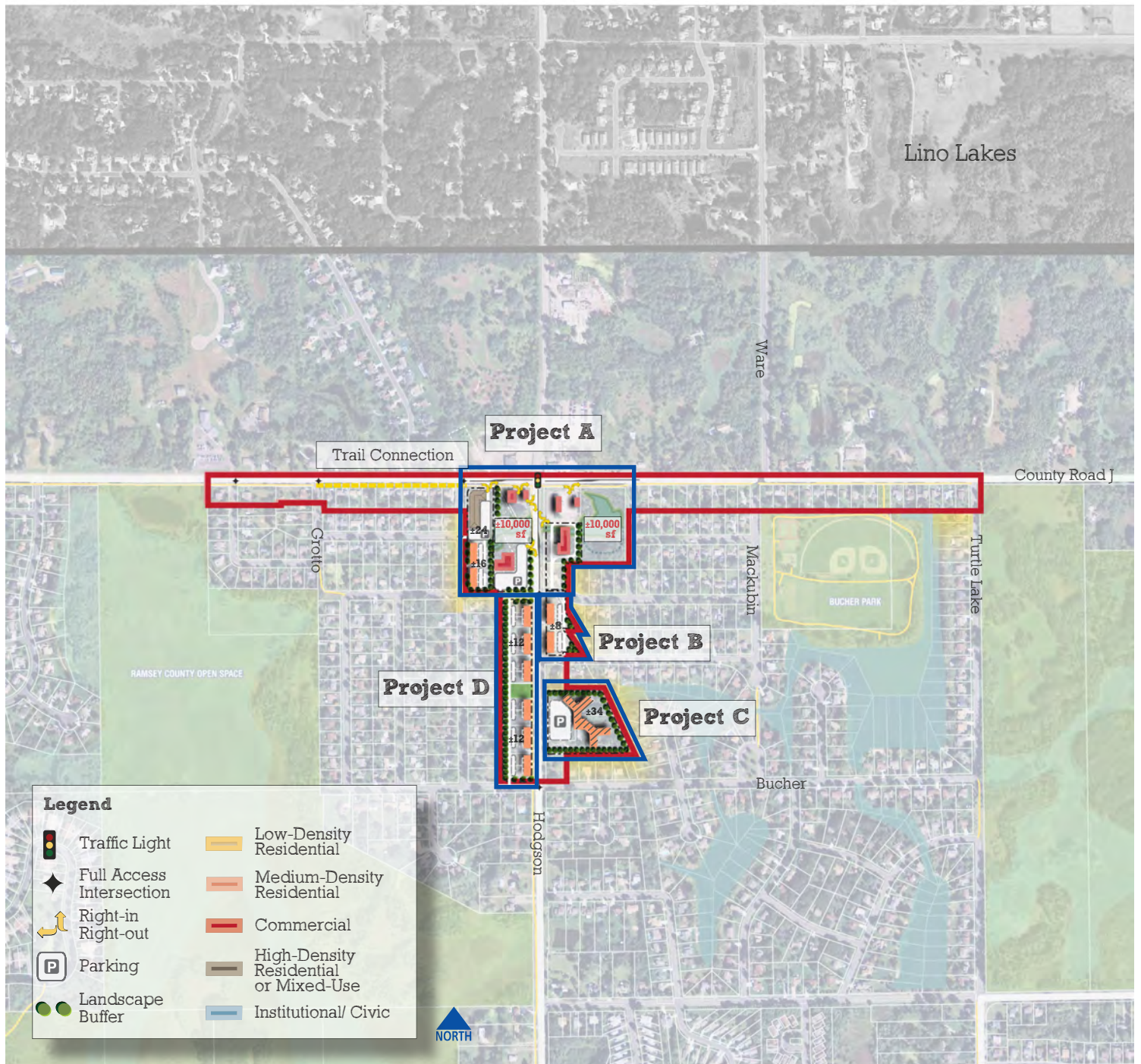
Townhomes



Commercial / Office Condos



Lower-density Senior Housing/  
Assisted Living



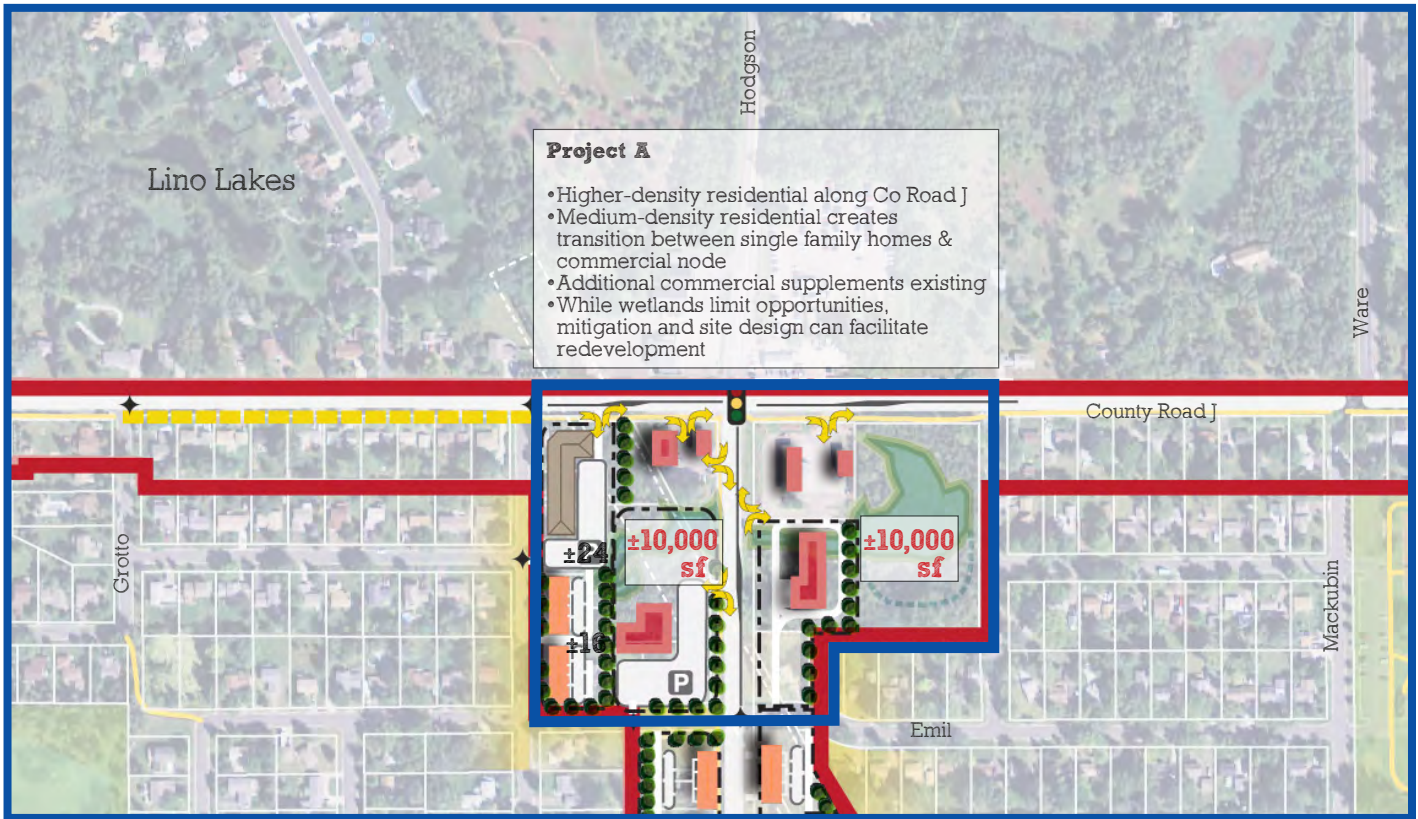
## Hodgson & County Road J Development Concept Project Key

### SUMMARY TABLE

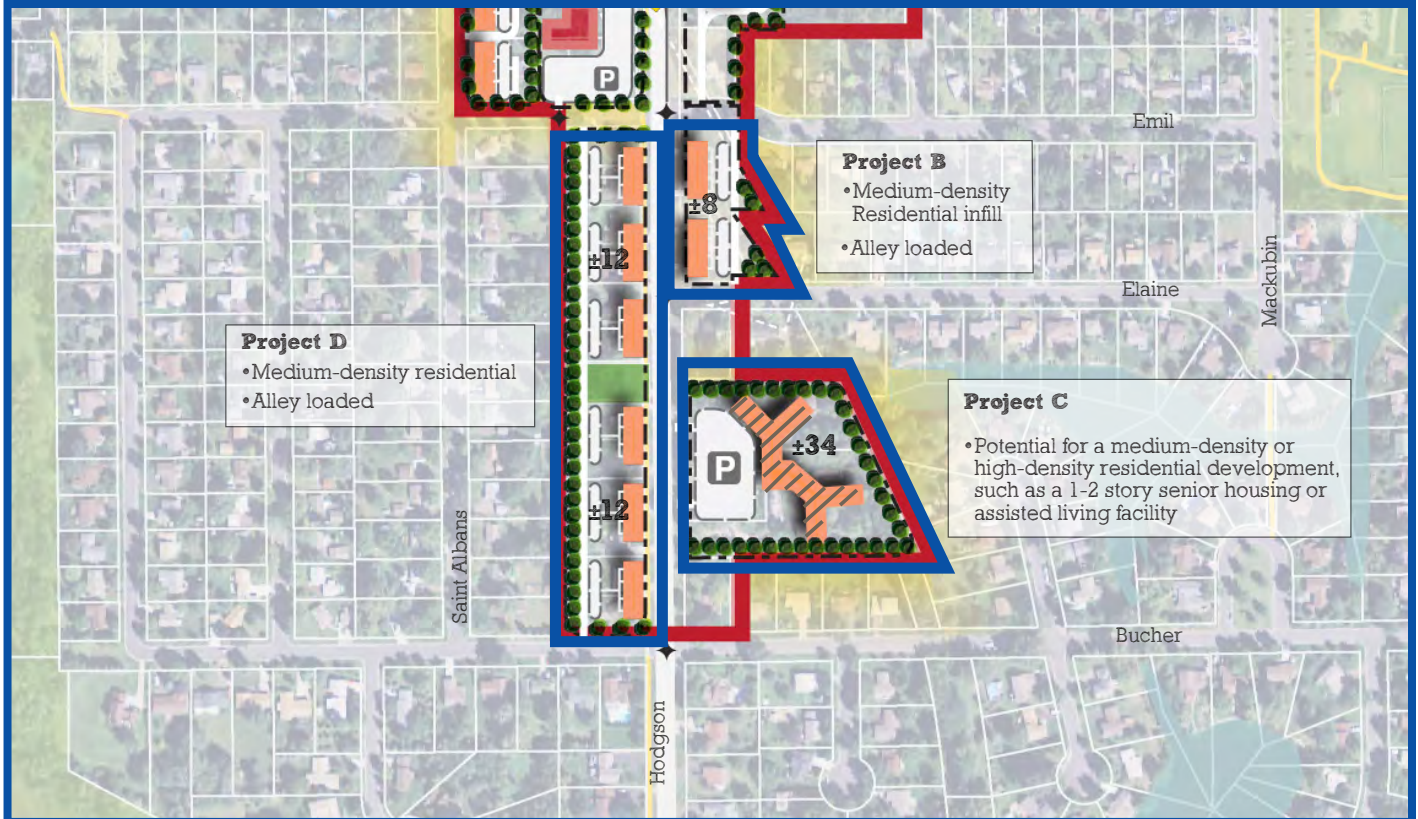
Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	MDR Units Proposed	HDR Units Proposed
A	4.6	13	± 10,000	± 16	± 24
B	1.4	3	0	± 8	0
C	3.9	4	0	0	± 34
D	4.8	13	0	± 24	0



## PROJECT A DEVELOPMENT CONCEPT



## PROJECTS B, C, & D DEVELOPMENT CONCEPTS



# Implementation

Development and redevelopment of this study area will be driven predominantly by the private market. There has been, and may continue to be, interest in developing the area around the gas stations. To encourage development interest the City could explore whether there are opportunities to increase the development potential of these parcels by vacating the existing water utility corridor and identifying techniques or partnerships that could be used to mitigate the wetlands and address stormwater management needs.

Recognizing that there may be additional changes to Hodgson or County Road J in the future, when development occurs accesses and development limits should be carefully designed to allow for future expansion of the roadways while preserving quality access for the development. The City should also identify the trail along County Road J as a proposed trail connection to be constructed on the Trail and Bikeway Map.

Redevelopment interest in this study area will likely be limited until significant development occurs to the north in Lino Lakes. While there has been interest in developing in Lino Lakes, the lack of city water and sewer services has been one of the limiting factors. The development of additional homes and/or a commercial node in Lino Lakes will change the market conditions for the Hodgson and County Road J study area. Once that occurs, the City may want to take a more proactive role in encouraging redevelopment. That may include further exploring potential site designs and linking potential developers to property owners.

## Regulatory Controls

Currently the area is primarily guided for single-family residential. To support redevelopment in the study area, changes will need to be made to the Comprehensive Plan and Zoning designations. To provide maximum flexibility for future redevelopment, the City should incorporate the area as part of a Policy Development Area (PDA).

PDAs, first created in 1982, are used by the City to provide specific guidance to a parcel or set of parcels which adjoin a multitude of land uses and have constraints that impact their development potential. PDAs are evaluated and updated during each Comprehensive Planning Process as areas are developed and new areas of concern are identified.

As shown on the Planned Land Use map on the following page, the properties immediately surrounding the intersection of Hodgson and County Road J are already part of PDA #3. It is recommended that PDA #3 be expanded to include the entire study area. The description of PDA #3 can be used to clarify the type and density intended for each of the concepts. If it is determined that a portion of the study area is not to be included in PDA #3, then the City will need to explore changing the proposed land uses for those areas to higher residential densities.



Given that this area is not anticipated to develop or redevelop for a number of years and a new Comprehensive Planning Process will be underway in late 2015, it is recommended that this study area be updated in the upcoming planning

## Recommended Actions
















- » Coordinate with Ramsey County on any road improvements to ensure sufficient right of way is provided and access points are maintained to support development/redevelopment.
- » Explore opportunities to mitigate the wetlands or use innovative stormwater development techniques to expand the commercial development potential around the intersection.
- » Confirm ownership and the process for vacating/selling the former water utility corridor that extends diagonally across the study area to increase the development potential of the surrounding properties.
- » Identify the trail along County Road J on the Trail and Bikeway Map.
- » Expand Policy Development Area (PDA) #3 during the upcoming Comprehensive Plan Update process to incorporate the study area and provide guidance as to future development.
- » Target this area for housing programs to support improvements and maintenance. See more information in the Implementation Tools Chapter.



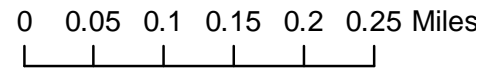
**Legend**

-  Focus Areas
-  Primary Roads

**Planned Land Use**

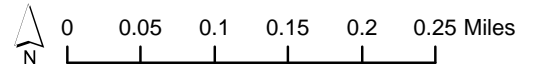
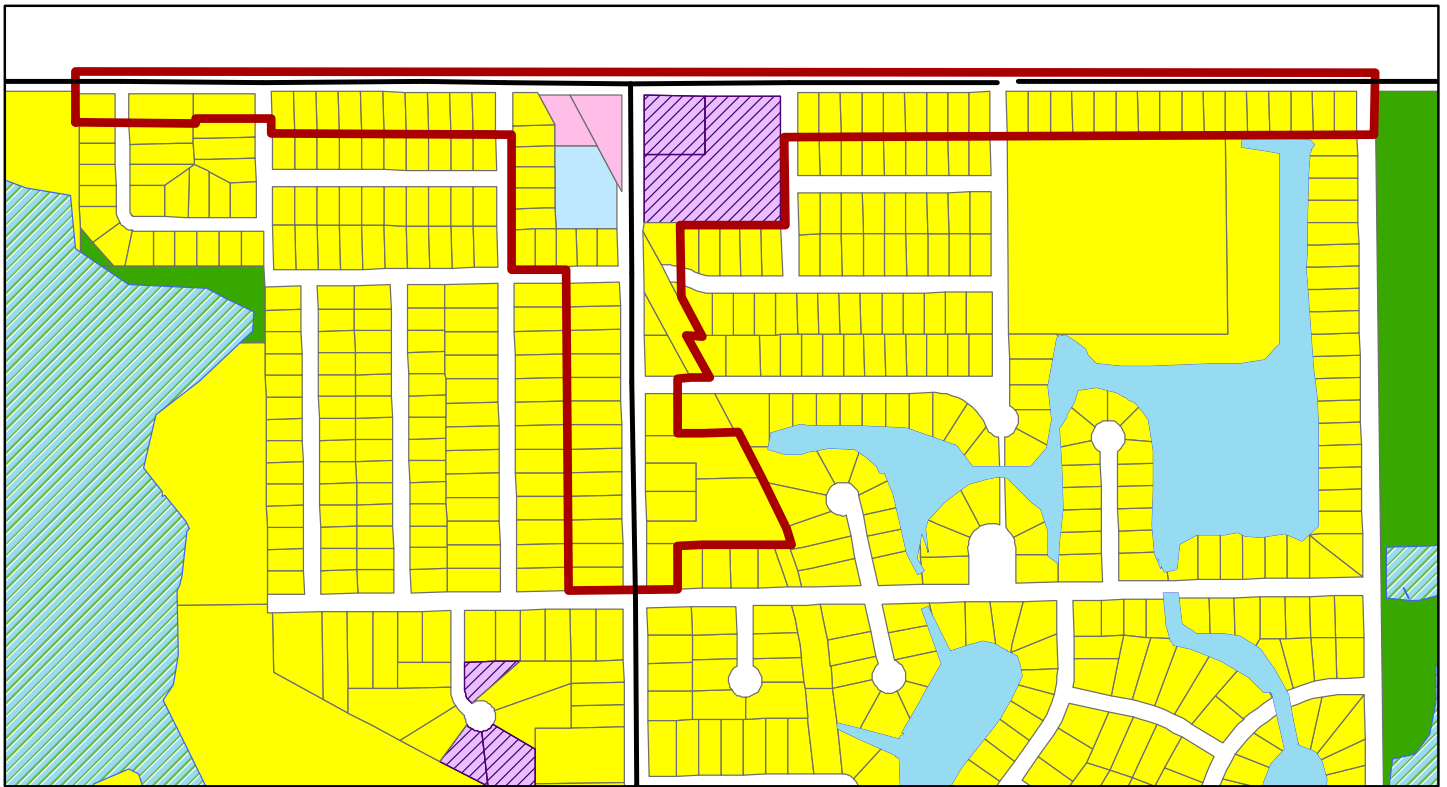
-  Residential (up to 4 units/ acre)
-  Residential (4-8 units/ acre)
-  Residential (8-20 units/ acre)
-  High Density Senior Residential
-  Office
-  Commercial
-  Mixed Use
-  Business Park
-  Tower
-  Light Industrial
-  Institutional
-  Park
-  Recreational Open Space
-  Natural
-  Railroad
-  Open Water
-  PDA Boundary

Source: City of Shoreview





















**Planned Land Use  
(2008 Comprehensive Plan)**



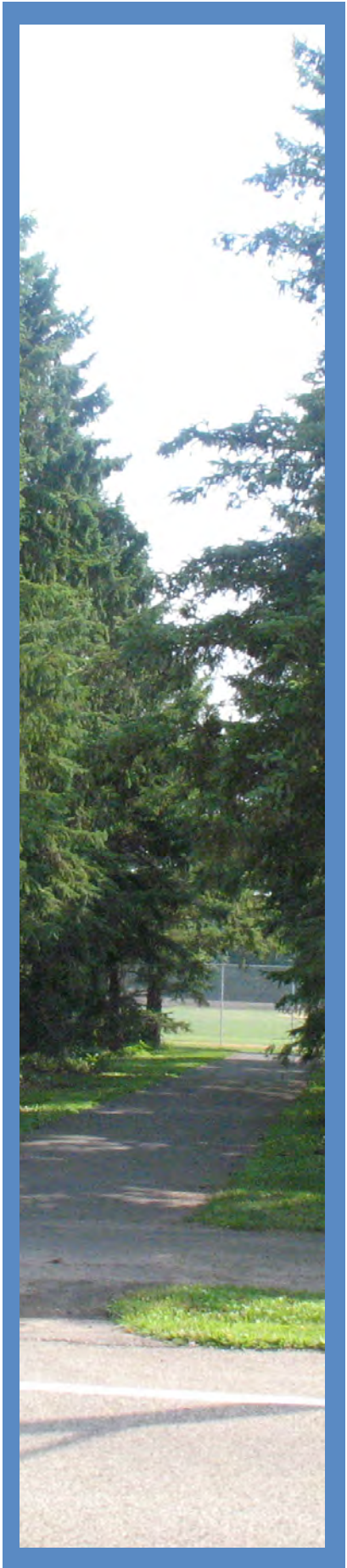


### Legend

-  Focus Areas
-  Primary Roads
-  Lakes
-  Wetlands
-  RE- Residential Estate
-  R1- Detached Residential
-  R2- Attached Residential
-  R3- Multi-Dwelling Residential
-  R4- Mobile Home Residential
-  C1- Retail Service
-  C2- General Commercial
-  OFC- Office
-  I- Industrial
-  T- Tower
-  OS- Open Space
-  PUD- Planned Urban Development
-  UND- Urban Underdeveloped
-  BPK- Business Park

Source: City of Shoreview

## Zoning



process. The PDA designation in the Comprehensive Plan means that the zoning for the parcels can remain unchanged until there is a potential redevelopment project. If a PDA is not used for a portion of the study area and there is a land use designation change, a corresponding change in the zoning map will need to be undertaken.

## Financial Tools

While the private marketplace may take the lead in proposing redevelopment projects in this study area, the City may still choose to participate financially to support individual redevelopment projects. Financial support by the City may occur because of larger, public benefits offered by the redevelopment, such as roadways or because the City has other design objectives that it wants to encourage, such as underground parking. At this time, potential cost elements in the study area that may be eligible for public financing include future improvements to roadways, acquisition of land for construction of commercial property, and construction of medium and high density residential.

### FINANCING STRATEGIES FOR PROJECT COSTS

- » Applicable financial tools to pay for the improvements to roadways may include the use of special assessments and/or property tax abatement to finance the City's portion of the improvements. In addition, the City may have other funds to utilize.
- » Tax increment authority or property tax abatement authority may be applicable to the housing improvements. To qualify the residential development for tax increment financing the housing would need to meet certain income qualification criteria. Property tax abatement authority could be used to assist with the residential development with no income qualification.
- » Other applicable tools may include a special service district or housing improvement area.

### PRELIMINARY STEPS FOR IMPLEMENTING FINANCING STRATEGIES

- » Prepare preliminary cost estimates for future improvements to roadway.
- » Prepare preliminary estimate for land acquisition costs related to commercial and residential development.
- » Calculate preliminary estimated taxable market value of commercial property and residential property within the development concept area. This may be accomplished by using estimated square-footage of future development, type (i.e., quality) of development, and applying per square footage taxable market values for similar property in the City.
- » Determine estimated future local property tax revenue to be generated from the commercial and residential improvements.
- » Consider what objectives the City may wish to encourage related to the private commercial and residential development, for which application of financing tools may be considered.

HODGSON AND COUNTY ROAD J

# HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN

HODGSON FROM SOUTH OF HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# TANGLEWOOD

# Existing Conditions

The Tanglewood Study Area is located along the west side of Hodgson from Tanglewood south to the Oak Hill Montessori School property.

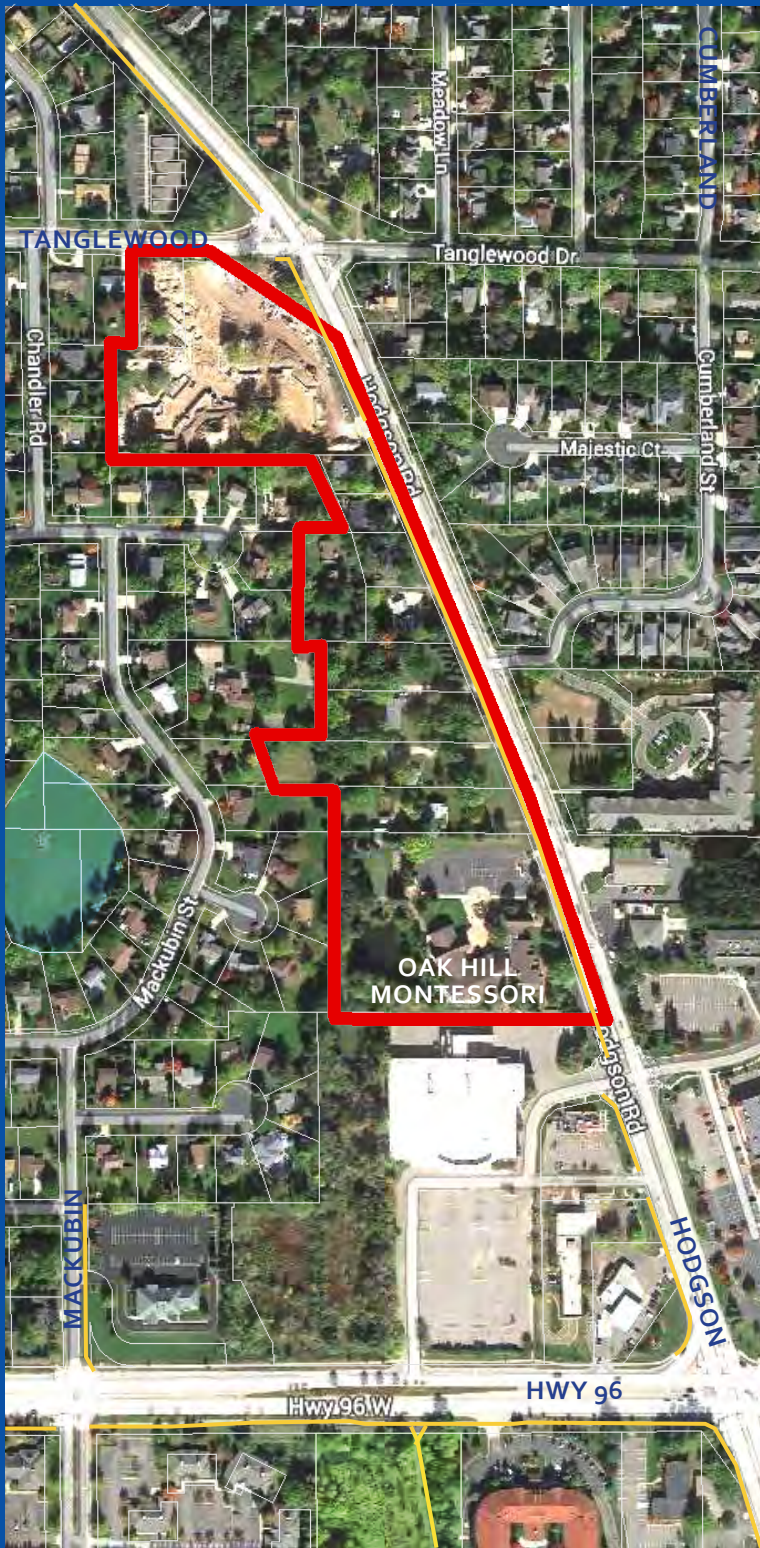
Eight properties with single-family homes are the primary focus, all of which have driveways that access directly on to Hodgson. There is also a home just outside of the study area whose driveway crosses other properties to access Hodgson Road. Preserving access for this flag lot poses challenges.

Located at their site since 1971, Oak Hill Montessori currently serves children from 8 weeks old, to 8th grade. The study assumed the school would remain, and even possibly expand in the future.

The study process integrated the approved plans for a senior housing complex on the former Kozlak's Royal Oak Restaurant site located at the intersection of Hodgson and Tanglewood. The complex will join the Shoreview Senior Living 105-unit project recently constructed on the east side of Hodgson just north of the fire station.

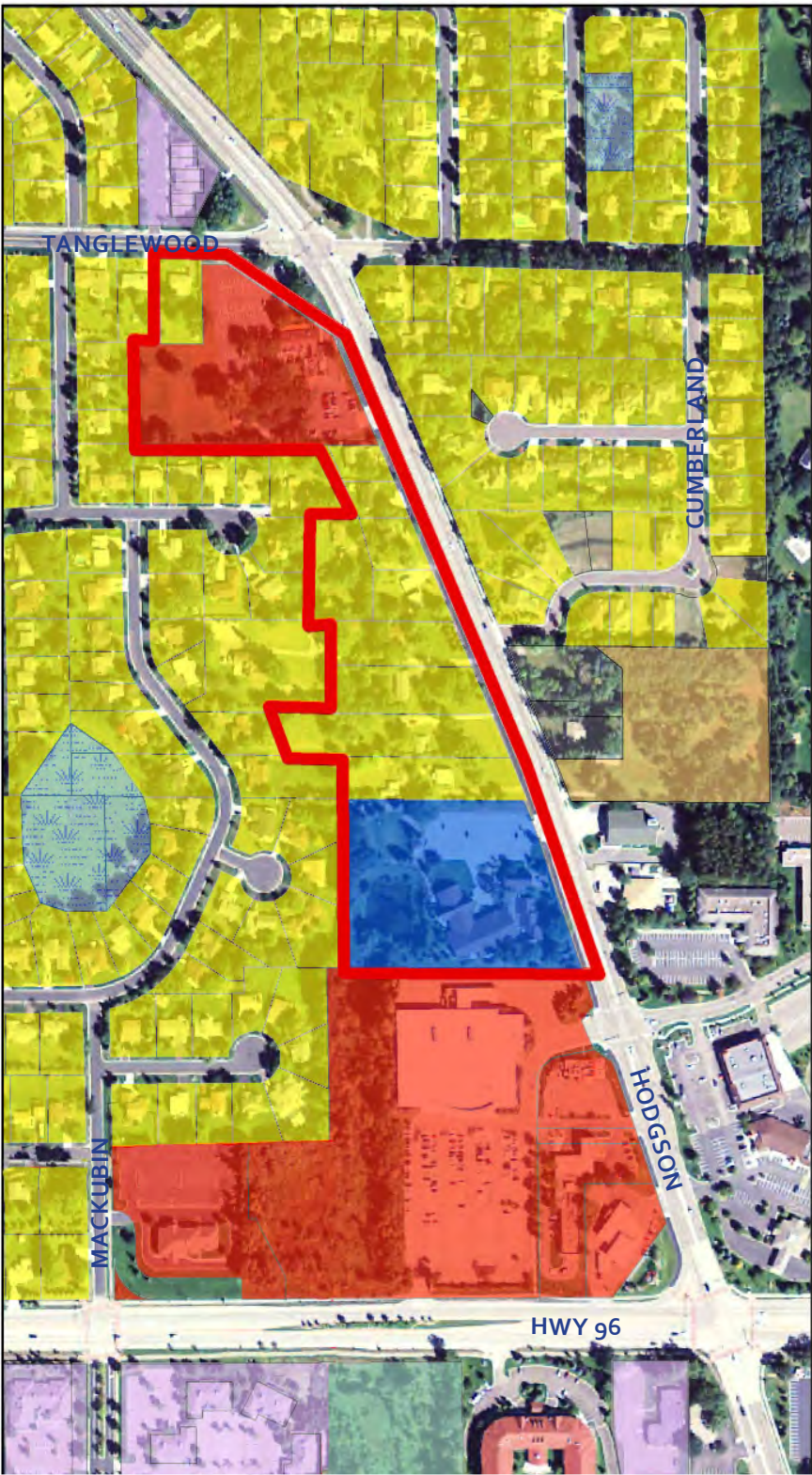
The Housing Characteristics and Housing Market Analyses show that the majority of the homes are similar to Shoreview's average in size, age, and value. The homes located closest to Oak Hill Montessori, as well as the flag lot, are smaller than average and have homes that are more than 50 years in age. While these homes are currently in good condition, the transition of properties surrounding them may negatively impact their long-term viability as single-family homes.

Redevelopment in the study area may also be influenced by what occurs at the former Rainbow Foods property to the south. The store was closed and became available for sale in 2014.



## Market Impressions

The market analysis found that there is potential for additional redevelopment in this area. Likely it would be medium or high density residential similar to recent projects. A small professional office complex is also a possibility given the nearby commercial district at Hodgson and Highway 96 just to the south.



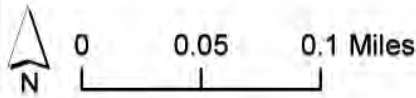
## Legend

### Existing Land Use (2013)

- Single Family Detached
- Single Family Attached
- Multi-family Residential
- Mixed Use Residential/Commercial
- Commercial
- Office
- Industrial
- Utility
- Institutional
- Parks/Recreational
- Open Space
- Right of Way
- Vacant
- Wetlands
- Lakes
- Focus Areas
- Primary Roads




Source: City of Shoreview










# Legend

## Age of Existing Homes (2012)

 > 50 Years Old

## Living Area


-  Under 1,000 square feet
-  1,000- 1,800 square feet
-  1,800- 3,600 square feet
-  More than 3,600 square feet
-  Non-Single Family Housing Area

 Renter Occupied

 Focus Areas

 Lakes

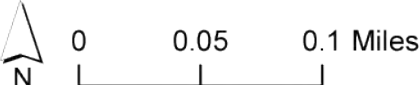
 Wetlands

 Parks & Open Space

 Primary Roads



# Housing Characteristics Analysis



Source: City of Shoreview and Ramsey County Assessor  
Renter Occupied classification based on Assessor's data.





**Legend**

**Estimated Market Value (2012)**

- Under \$150,000
- \$150,000- \$250,000
- Over \$250,000
- Non-Single Family Housing Area

**Building Value / Land Value**

- Areas of Concern

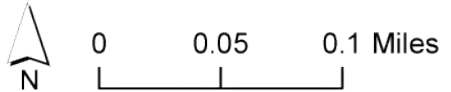
**Last Sale Date**

- Sold in Last 5 Years
- Foreclosures: 2007-2012

**Focus Areas**

- Focus Areas
- Lakes
- Wetlands
- Parks & Open Space
- Primary Roads

**Housing Market Analysis**



Source: City of Shoreview and Ramsey County Assessor

# Development Concept

Recent redevelopments along Hodgson north of Highway 96 to Tanglewood Drive may catalyze additional housing related redevelopment. While the two most recent residential projects in this area are senior housing, new development might be for a broader age range and could possibly include small professional offices.

## Key Elements

- » Capitalizes on lot depth near Oak Hill Montessori for a multi building townhome development. Project A would also be an appropriate location for a small office project.
- » Redevelopment could be staged based on available parcels. It is recommended that the staging occur from south to north given lot depths and optimal access spacing.
- » An internal road should be included to facilitate the reduction of access points on to Hodgson. It is recommended given limited space that the road be private rather than public, particularly since it is only going to serve this area and not extend into adjacent single-family neighborhoods.
- » Reduces driveway accesses on Hodgson by consolidating access to key intersections. It would be beneficial to explore the possibility of
- » Redevelopment should maintain access to the single-family home that is currently located on a flag lot immediately to the west of Project A.

## SUMMARY TABLE

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	MDR Units Proposed	HDR Units Proposed
<b>A</b>	2.2	4	0	± 12	0
<b>B</b>	1.7	3	0	± 12	0
<b>C</b>	0.6	2	0	± 4	0



Higher-density Senior Housing



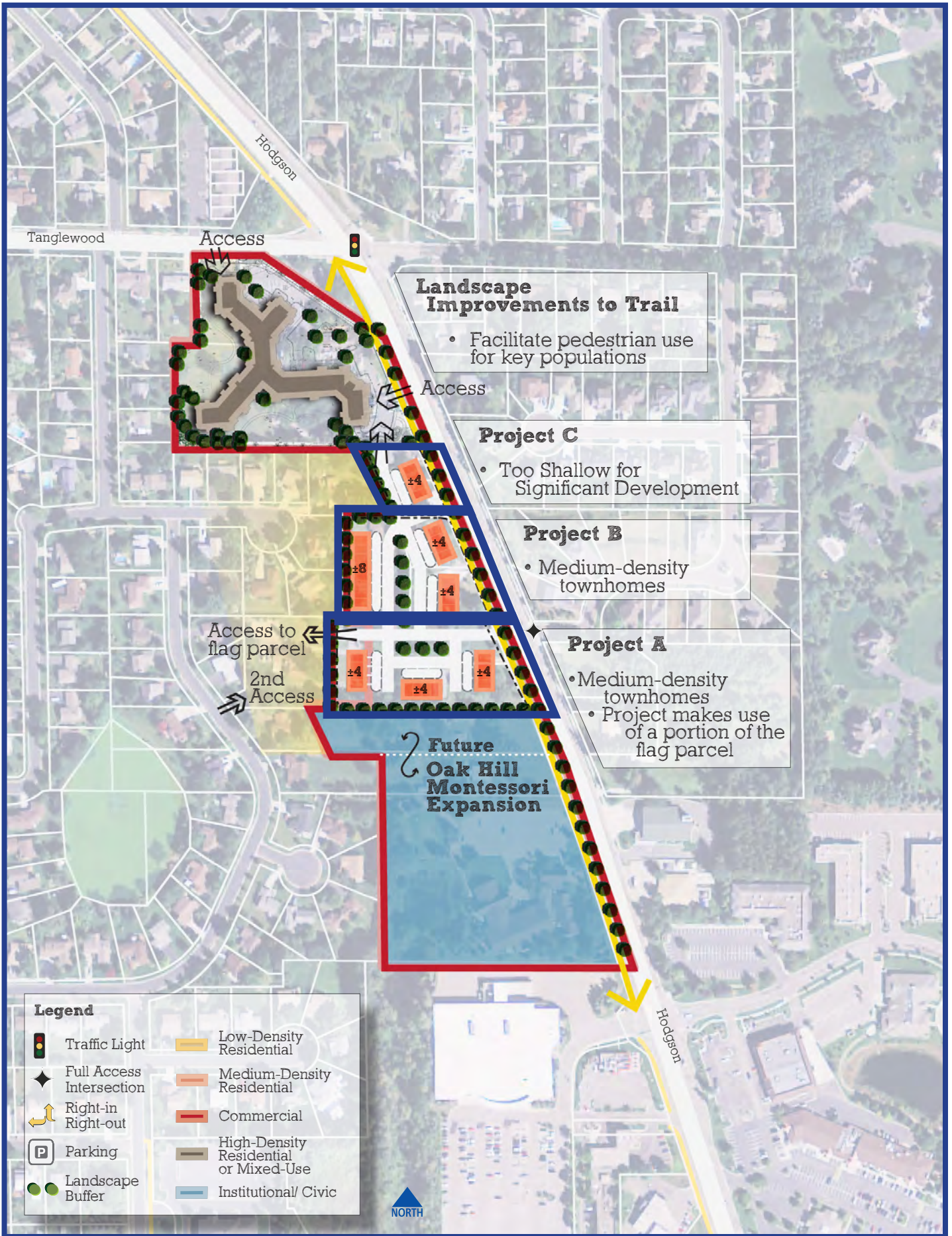
Senior Housing/ Assisted Living



Townhomes



Townhomes



## Recommended Actions

- » Continue discussions with Oak Hill Montessori on future plans.
- » Encourage development to occur from south to north in order that accesses can be consolidated into one or two points along Hodgson.
- » Open up dialogue with Applewood Pointe of Shoreview to determine whether a shared access through the site is possible to further consolidate Hodgson accesses.
- » Modify the PDA #9 description in the Comprehensive Plan to:
  - Incorporate the possibility of medium density residential.
  - Clearly state that while the flag lot located just outside the study area does not need to be included in any redevelopment plans, access to the site does need to be maintained.
  - Clarify that the circulation for the site will be by a private driveway and what design standards need to be met.

# Implementation

As has been occurring over the last five years, redevelopment in the Tanglewood Study Area will be led by the private marketplace. This may include an expansion by Oak Hill Montessori. The City should guide redevelopment plans to ensure that access points on Hodgson are reduced, trail connections along Hodgson remain, and that there are sufficient setbacks and buffers to the adjacent single-family neighborhoods.

## Regulatory Controls

The Tanglewood Study Area is currently identified in the Comprehensive Plan as part of Policy Development Area (PDA) #9. PDAs, first created in 1982, are used by the City to provide specific guidance to a parcel or set of parcels which adjoin a multitude of land uses and have constraints that impact their development potential. PDAs are evaluated and updated during each Comprehensive Planning Process as areas are developed and new areas of concern are identified.

PDA #9 provides separate direction for the west and east sides of Hodgson. On the west, the PDA currently designates it for Low Density Residential, in recognition of the existing land uses, and Medium Density Residential. In general, the policies established in the PDA continue to be important in implementing the concepts proposed in this study. One recommended change is to Projects #C and #D where an internal public street is required. Given the limited area, it is recommended that a private internal circulation system be established and that the PDA included design recommendations for that private street.

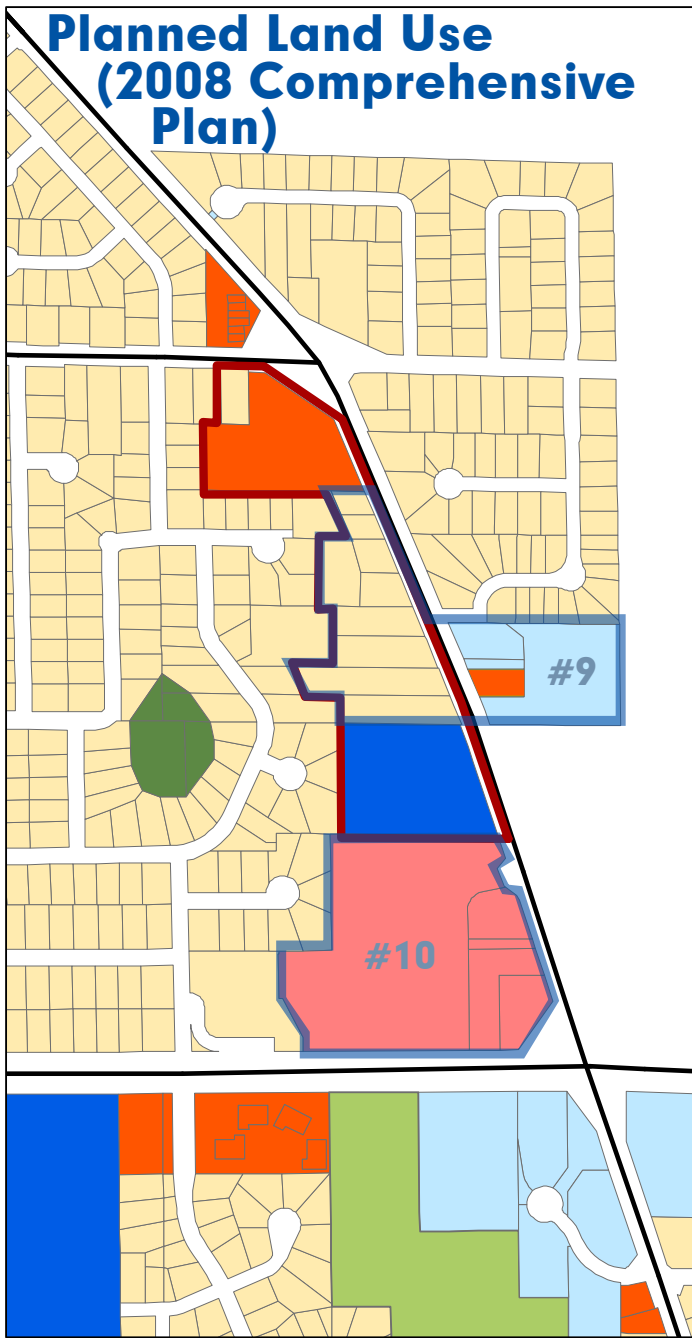
## Financial Tools

While the private marketplace may take the lead in redevelopment, the City may still choose to participate financially to support it. In this area the City may choose to participate to encourage certain design elements, like underground parking. While not recommended due to limited space, the City might also need to be involved if a public roadway were to be built.

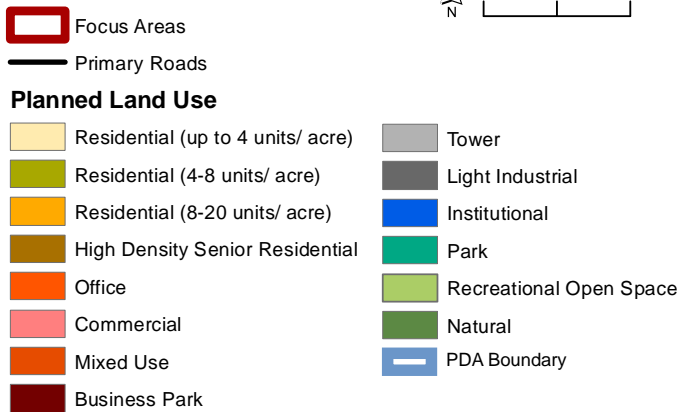
### POTENTIAL FINANCING STRATEGIES FOR PROJECT COSTS

- » Tax increment authority or property tax abatement authority may be applicable to the housing improvements. To qualify the residential development for tax increment financing the housing would need to meet certain income qualification criteria. Property tax abatement authority could be used to assist with the residential development, with no income qualification.
- » Other applicable tools may include a special service district or housing improvement area.

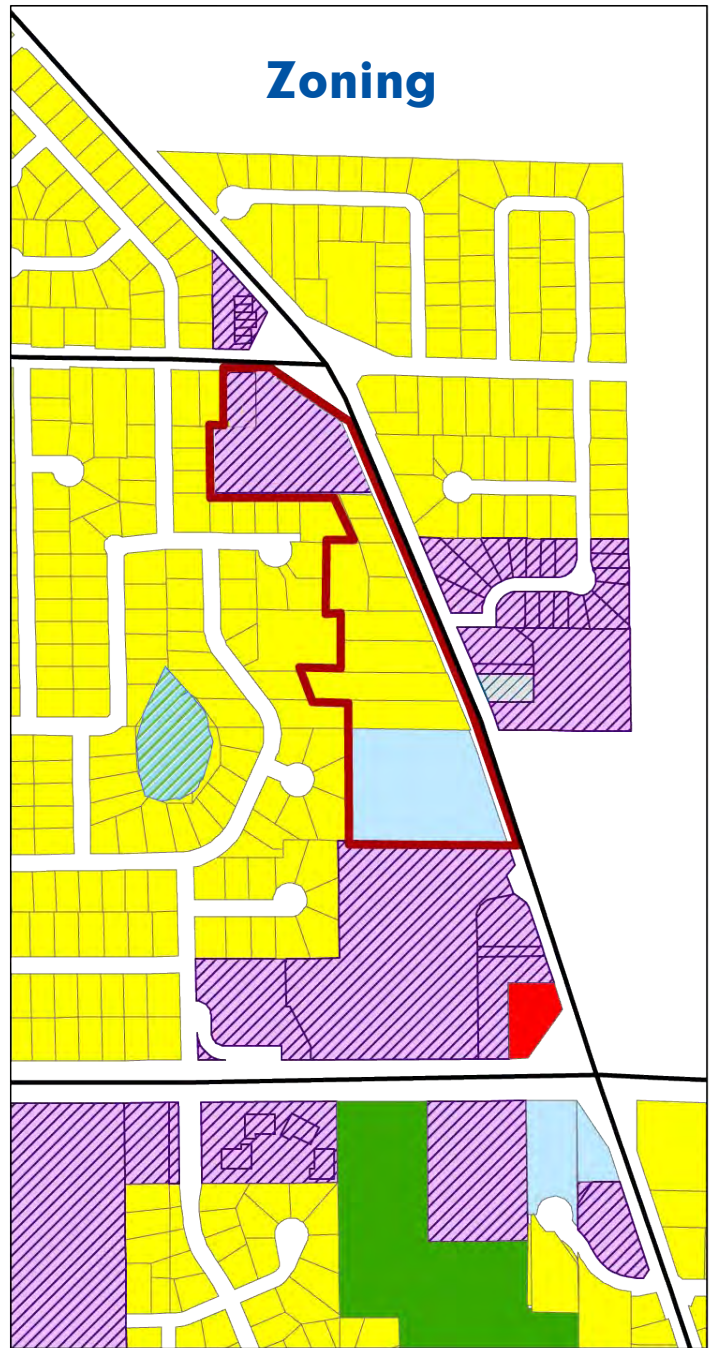




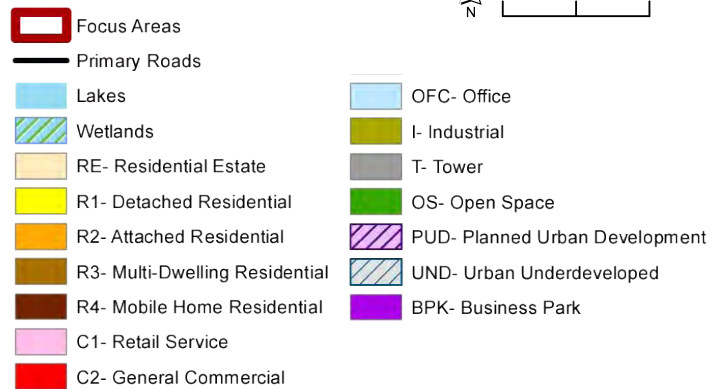
#### Legend



Source: City of Shoreview



#### Legend



Source: City of Shoreview

## PRELIMINARY STEPS FOR IMPLEMENTING FINANCING STRATEGIES

- » Calculate preliminary estimated taxable market value of residential property within the development concept area. This may be accomplished by using estimated square-footage of future development, type (i.e., quality) of development, and applying per square footage taxable market values for similar property in the City.
- » Determine estimated future local property tax revenue to be generated from the residential improvements.
- » Consider what objectives the City may wish to encourage, related to the private residential development, for which application of financing tools may be considered.

Oak Hill Montessori School



HODGSON AND COUNTY ROAD J

HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

# HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN

HODGSON FROM SOUTH OF HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# HIGHWAY 96





## Existing Conditions

The Highway 96 Study Area extends from the Civic Campus area just east of Victoria to Mackubin/Snail Lake Boulevard. The area is anchored on the west by the Civic Campus which include City Hall, Community Center, Ramsey County Library, and Shoreview Commons Park. On the eastern end, the study area includes a funeral home, professional offices, and the Gospel Hill Camp and Ministry Center, a 17-acre camp for children and teens ages 6 to 18 run by the Union Gospel Mission.

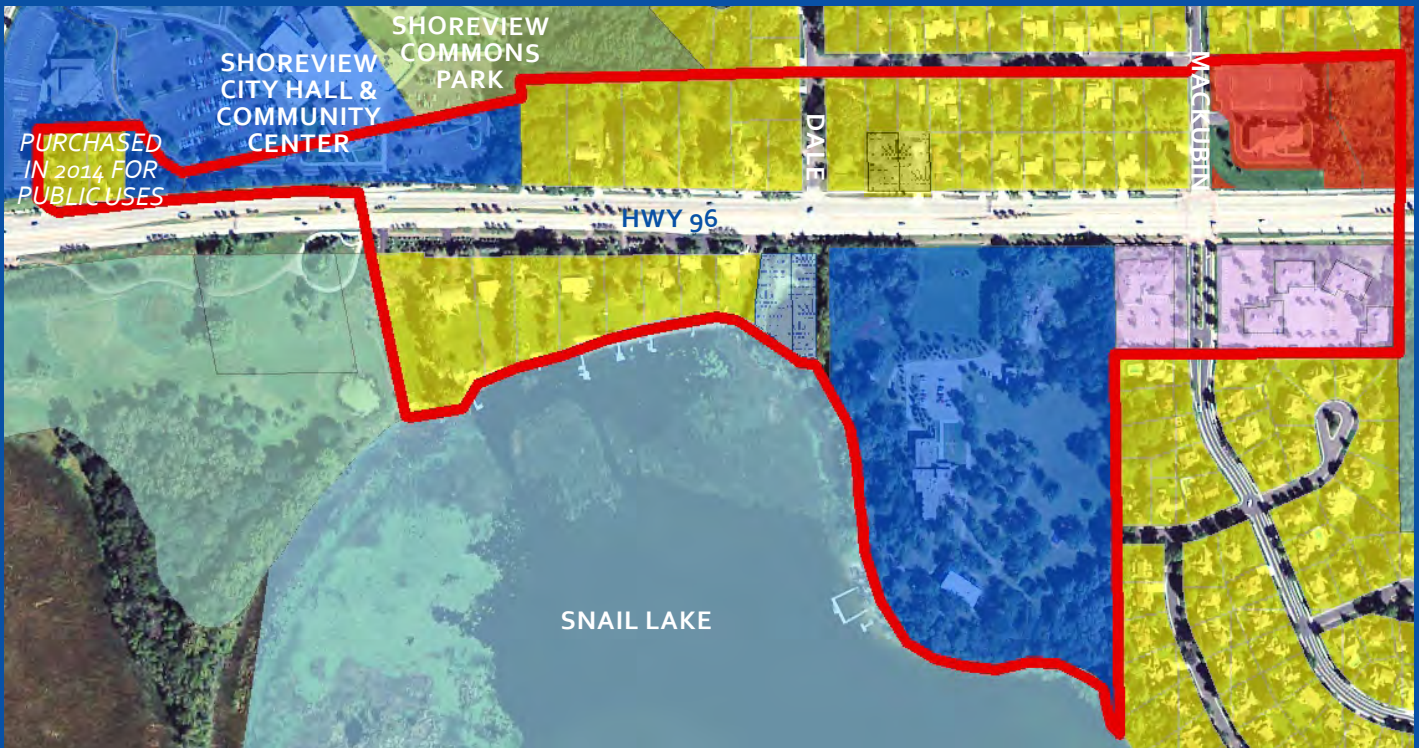
The single-family homes along the south side of Highway 96 have frontage on Snail Lake, a general recreation lake that boasts a 450-acre regional park on its southern shores. The Housing Characteristics Analysis shows that most of the homes are larger than average. Those on the east end are older than 50 years of age. Investments in some of the homes in the past decade have improved their condition and value. While the Housing Market Analysis shows these properties as of concern for the building to land value ratio, this is likely resulting their lakeshore location rather than a sign of problems. A challenge for the reuse of these properties is their depth and the setbacks needed from the shoreline.

On the north side of Highway 96 the single-family homes are generally older and some are smaller than average. The lot depth, particularly between Dale and Mackubin, will mean that redevelopment may have to include more than just the lots along Highway 96. The Housing Market Analysis also show these properties as having a building to land value ratio that is of concern, particularly in comparison with the single-family homes located immediately to the north. While the Ramsey County Assessor has not identified any condition issues, the City has identified some properties to monitor.

### Market Impressions

This study area has a higher potential for redevelopment than others due its location along a major commercial corridor that extends from New Brighton to White Bear Lake. The area's proximity to the amenities in the Civic Campus and Snail Lake also are attractive, particularly for residential development. Developers will also appreciate that Highway 96 has already been upgraded so the right-of-way and access points are established.



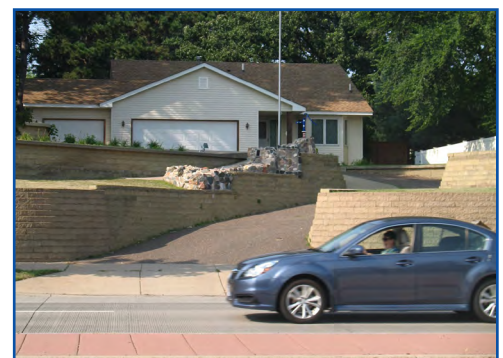
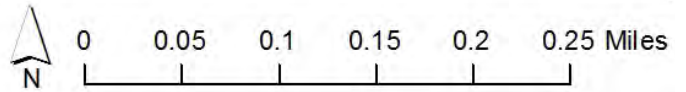


**Legend**

**Existing Land Use (2013)**

- Single Family Detached
- Single Family Attached
- Multi-family Residential
- Mixed Use Residential/Commercial
- Commercial
- Office
- Industrial
- Utility
- Institutional
- Parks/Recreational
- Open Space
- Right of Way
- Vacant
- Wetlands
- Lakes
- Focus Areas
- Primary Roads


Source: City of Shoreview







## Legend


### Age of Existing Homes (2012)


 > 50 Years Old

### Living Area

 Under 1,000 square feet

 1,000- 1,800 square feet

 1,800- 3,600 square feet

 More than 3,600 square feet


 Non-Single Family Housing Area

 Renter Occupied

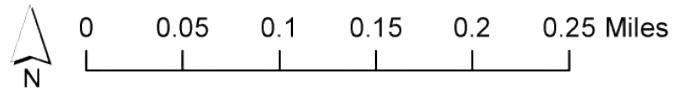
 Focus Areas

 Lakes

 Wetlands

 Parks & Open Space

 Primary Roads



Source: City of Shoreview and Ramsey County Assessor  
 Renter Occupied classification based on Assessor's data.

# Housing Characteristics Analysis



## Legend

### Estimated Market Value (2012)

- Under \$150,000
- \$150,000- \$250,000
- Over \$250,000
- Non-Single Family Housing Area

### Building Value / Land Value

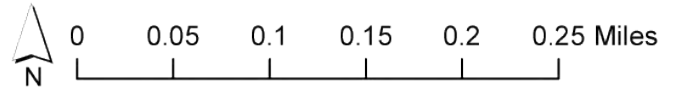
- Areas of Concern

### Last Sale Date

- Sold in Last 5 Years
- Foreclosures: 2007-2012

- Focus Areas

- Lakes
- Wetlands
- Parks & Open Space
- Primary Roads



Source: City of Shoreview and Ramsey County Assessor

# Housing Market Analysis

# Development Concept

Its location and nearby amenities make Highway 96 an attractive location for infill and redevelopment. On the south, development benefits from access and views of Snail Lake. On the north, connectivity to the Civic Campus and Shoreview Commons Park are key amenities. The parcel configuration in the study area means redevelopment could occur in multiple phases.

## Key Elements

- » Lot depths to the west of Dale on the north side of Highway 96 provide sufficient space for high density residential development.
- » Lot depths to the east of Dale on the north side of Highway 96 are smaller and will likely require the full block for redevelopment. Redevelopment could take many forms and could occur in phases.
- » Redevelopment of the single-family homes along Snail Lake could take many forms, including small, stand alone destination commercial, supplementary park space, or conversion of single-family homes to cottage commercial uses.
- » Partial or full residential redevelopment of the Gospel Hill Mission could occur in phases to capitalize on its prime location along Snail Lake. More intense development, in the form of offices or townhomes should occur along Highway 96 with a transition to single-family homes to the south.
- » Extending public access and connectivity along the shore of Snail Lake would be of benefit to the community. Plans should take into consideration future Ramsey County plans to add trails and overlooks to the adjacent Snail Lake Marsh Area.
- » Redevelopment plans on the north should explore an additional east end access to the Civic Campus and trail connections.



*Townhomes*



*High-density Residential*



*Cottage Commercial*



*Office Condos*



*Public Space + Commercial*



*Destination Commercial*



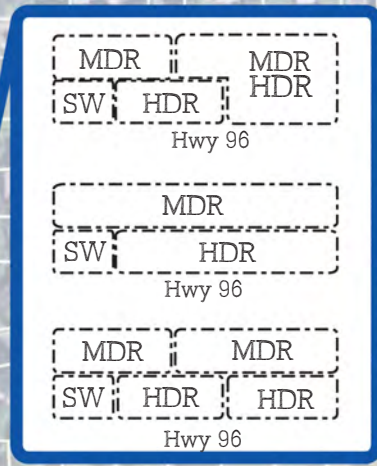
## Highway 96 Development Concept Project Key

### SUMMARY TABLE

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	LDR Units Proposed	MDR Units Proposed	HDR Units Proposed
<b>A</b>	10.3	28	0	0	± 24	± 192
<b>B1</b>	18	1	± 40,000	0	0	0
<b>B2a</b>	18	1	0	± 31	± 32	0
<b>B2b</b>	18	1	± 30,000	± 28	± 8	0
<b>C</b>	6.5	9	5,000-20,000	0	0	0

**Project A**

- Acquired parcels could be configured to support a variety of residential development options
- Density should be highest along the road and then decrease in intensity toward the single-family homes to the north.

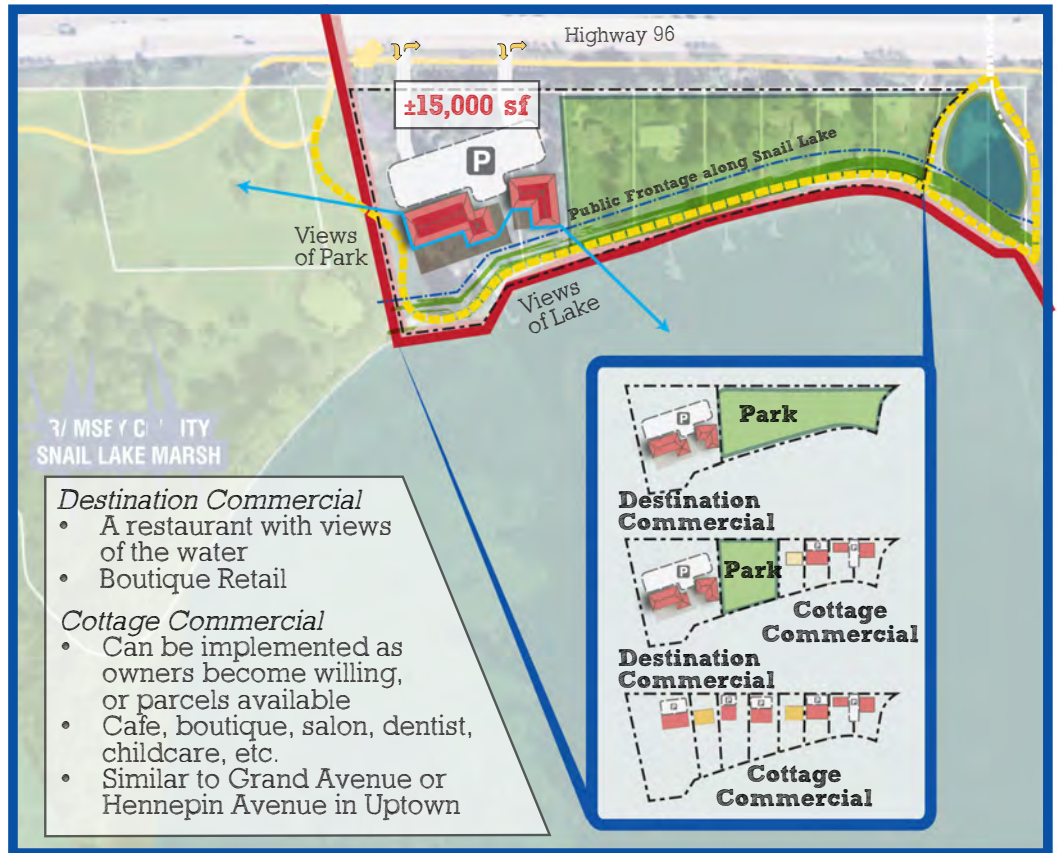


**Flexible Development Configuration Options**  
(Base development on available parcels, following parcel lines)



**Project C**

- Acquired parcels could be configured to support a variety of commercial development options
- Would take advantage of lake views and proximity

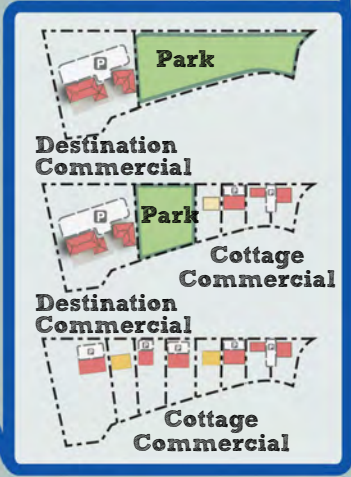


**Destination Commercial**

- A restaurant with views of the water
- Boutique Retail

**Cottage Commercial**

- Can be implemented as owners become willing, or parcels available
- Cafe, boutique, salon, dentist, childcare, etc.
- Similar to Grand Avenue or Hennepin Avenue in Uptown



**Project B, Option 1**

- Gospel Hill Remains
- Camp & Ministry Center maintains control of a large portion of this parcel; some parcels sold for development
- Lakeside commercial, such as a restaurant, offers views of Snail lake
- Additional commercial responds to adjacent office park and takes advantage of position along Highway 96



**Project B, Option 2a**

- Relocation/ acquisition of Gospel Hill's property allows for a mix of medium-density residential along Highway 96, and single family residential nearer to the lake
- Potential vehicular connection to single family neighborhood to the east



**Project B, Option 2b**

- Commercial along Highway 96 responds to adjacent office park.
- Townhomes near Highway 96 transition to single family residential (as in Option 2a).



## Recommended Actions

### Project A

- » Monitor the condition of homes and assemble sites from willing sellers if needed.
- » Create a new PDA that focuses on medium and high density residential.
- » Create a new mixed residential zoning district to accommodate a mix of medium and high density residential.
- » Explore feasibility and design for additional access into Civic Campus Area.
- » Develop and annually contribute to fund to be used for the assembly of sites for redevelopment purpose.

### Project B

- » Continue discussions with Gospel Hill Camp and Ministry Center on future plans. Link to potential developers if interested.
- » Allow phasing with a long-term plan prepared.
- » Redevelopment plans should transition densities from higher densities at Highway 96 to lower densities adjacent to the existing single-family neighborhoods.

# Implementation

The approach for implementation in the Highway 96 Study Area is different for each of the three projects.

## PROJECT A - NORTH SIDE OF HIGHWAY 96

The City's role in Project A will likely change over time. At this time the City should continue to monitor the health of the neighborhood, provide support for property owners in maintaining their property, and provide guidance if private redevelopment is proposed. If the health of the neighborhood begins to deteriorate or funding is available, the City may want to be more proactive in its redevelopment initiatives. This would include linking willing sellers to potential investors/developers or purchasing the properties itself. In order to have funding available to purchase properties if needed, the City should explore the development of a fund that could be used to purchase stressed properties from willing sellers. While the concepts show redevelopment of the entire project area, redevelopment could be done in smaller phases. Phases should take into consideration, however, future motorized and non-motorized access into the site.

## PROJECT B - GOSPEL MISSION

The City should maintain its open and regular communication with the Gospel Hill Camp and Ministry Center so it can guide any potential redevelopment of the site. The City may also want to help facilitate redevelopment in a manner suggested by the concepts by helping connect the property owners, if interested, to potential developers. Redevelopment of the site does not need to occur at once. However, the City should require a long-term development plan for the entire site so that interim development does not negatively impact future development potential. Any redevelopment of the site should include the dedication of property or an easement for trail purposes along Snail Lake. Plans should also transition density with higher densities along Highway 96 and lower densities adjacent to the existing single-family neighborhoods. A roadway should be extended through the site to connect with Harbor Court.

## PROJECT C - SNAIL LAKE

Redevelopment in this project area should primarily be driven by the interest of the property owners or a private developer. The City may become more actively involved if it is determined that additional public parkland along Snail Lake in this area would be beneficial. The need and value for additional park land should be evaluated during the next Comprehensive Plan update process.

## Regulatory Controls

A portion of the study area is currently identified in the Comprehensive Plan as part of Policy Development Area (PDA) #7 or #8. PDAs, first created in 1982, are used by the City to provide specific guidance to a parcel or set of parcels which adjoin a multitude of land uses and have constraints that impact their development potential. PDAs are evaluated and updated during each Comprehensive Planning Process as

areas are developed and new areas of concern are identified. PDAs are a useful tool for transitioning areas through redevelopment as they recognize the existing land uses while providing guidance as to the type and character of future development.

## PROJECT A - NORTH SIDE OF HIGHWAY 96

Project A is adjacent to PDA #7 Shoreview Commons. PDA #7 is currently focused on the public and recreational uses in and around the Civic Campus. While one option would be to expand PDA #7 to incorporate this area, it is recommended that a new PDA be developed that would focus specifically on the mix of residential land uses proposed. The PDA description should identify design characteristics desired, such as the need for higher density housing to be located nearer to Highway 96 with medium density behind; the placement of more site access points on Dale and Mackubin rather than further into the adjacent residential neighborhoods; and the need for a trail corridor to the Civic Campus. The PDA description should also include references to the need for exploring the feasibility and design for an additional access into the Civic Campus Area as a part of redevelopment.

The City will begin the planning process to update its Comprehensive Plan in late 2015. Unless conditions warrant, it is recommended that the development of a new PDA for this area be included in the next Comprehensive Planning process rather than be completed separately. In addition to updating the Comprehensive Plan, it is also recommended that a new zoning district be established that can accommodate a broader range of medium and high density housing types. This will enable the entire site to have the same zoning designation and provide the City with an opportunity to specifically identify design considerations for this type of project.

## PROJECT B - GOSPEL MISSION

Project B is currently a part of PDA#8 in the Comprehensive Plan. PDA #8 should be reviewed and updated to reflect the Development Concepts proposed in this study. The description of PDA #8 should allow phasing of development if a long-term plan for the area is established. It also should allow the potential for a stand alone commercial building along Highway 96 rather than requiring it to be a part of a mixed use building with office or residential. Public amenities like the extension of Harbor Court and a trail along Snail Lake should also be specifically identified.

The area is currently zoned as a Planned Urban Development. This designation can be maintained and just updated when future development plans are established.

## PROJECT C - SNAIL LAKE

This area is currently a part of PDA #8 in the City's Comprehensive Plan. This PDA needs to be updated to reflect the current conditions and the concepts explored as part of this study. This includes the potential for redevelopment of a portion of the study area for a destination commercial business like a restaurant or boutique retail that would benefit from the lakeshore location. It also should include the potential for reuse or modification of the existing single-family homes for cottage commercial uses, such as cafes, boutiques, artists, and service businesses. A new zoning district permitting this type of cottage commercial use will also need to be established. Issues to address will include parking, deliveries, hours, noise, odors, etc.

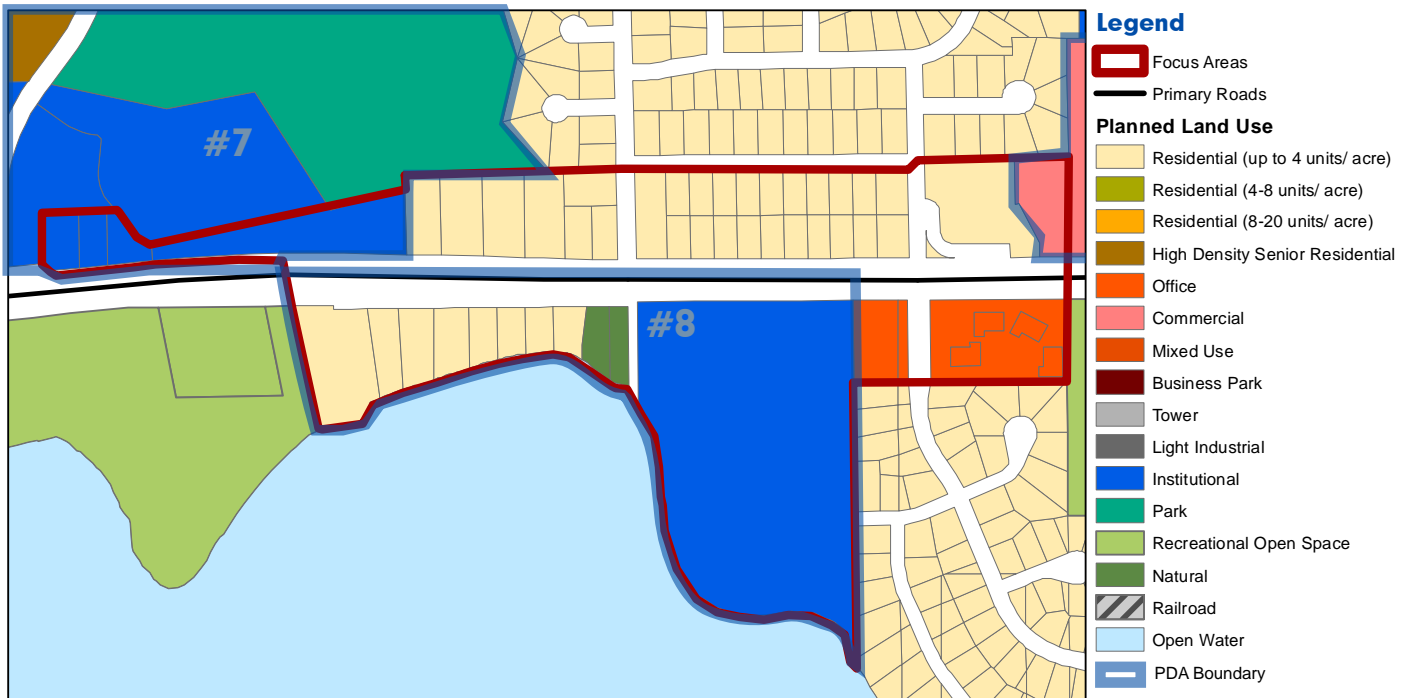
### *Project B (continued)*

- » Secure right-of-way or easement for a trail along Snail Lake.
- » Consider extending a roadway through the site to connect with Harbor Court.
- » Reexamine and update PDA #8 to reflect the Development Concepts.
- » Reevaluate whether limited commercial is allowed in PDA.

### *Project C*

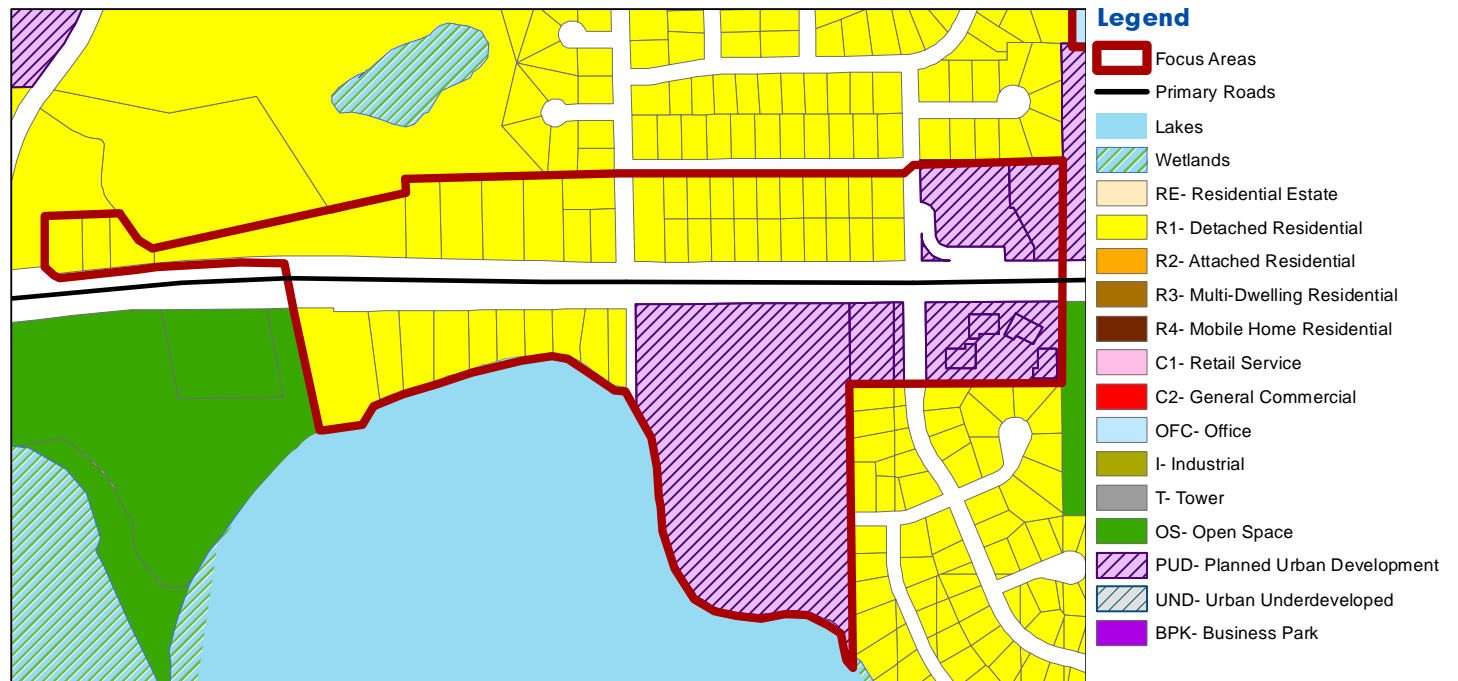
- » Evaluate whether additional parkland along Snail Lake would be beneficial.
- » Preserve right-of-way or an easement for a trail along Snail Lake.
- » Coordinate with Ramsey County on plans for the adjacent Snail Lake Marsh area.
- » Revise the description for PDA #8 to reflect potential destination commercial and cottage commercial uses.
- » Establish a new zoning district that can be applied for cottage commercial uses. The district would need to address potential impacts like parking, deliveries, noise, odors, etc.

# Planned Land Use (2008 Comprehensive Plan)



Source: City of Shoreview

# Zoning



Source: City of Shoreview

## TIMING OF COMPREHENSIVE PLAN AND ZONING CHANGES

The City will likely begin updating its Comprehensive Plan beginning in the fall of 2015. At that time it is important that each of the PDAs be examined and revised to reflect this study. If the City wants to be more proactive, it could make the revisions to the Comprehensive Plan before that update process. Changes to the Comprehensive Plan will likely involve a public review process and consideration by adjacent communities and the Metropolitan Council, particularly if there are impacts to household or population projections.

## Financial Tools

While the private marketplace may take the lead in proposing redevelopment projects in this study area, the City may still choose to participate financially to support the redevelopment. Financial support by the City may occur because of larger, public benefits offered by the redevelopment, such as roadways or because the City has other design objectives that it wants to encourage, such as underground parking. At this time, potential cost elements in the study area that may be eligible for public financing include future improvements to roadways, acquisition of land for construction of commercial property, and construction of medium and high density residential.

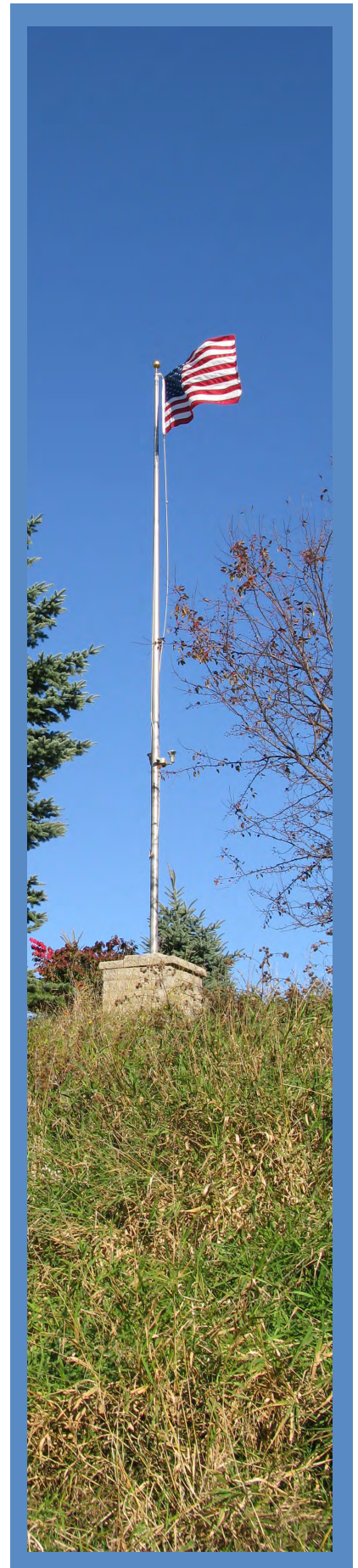
The key elements include future improvements to improve public access and connectivity along the shoreline of Snail Lake and acquisition of land for construction of a mix of high, medium, and low-density residential, along with destination commercial development.

## POTENTIAL FINANCING STRATEGIES FOR PROJECT COSTS

- » Applicable financial tools to pay for the improvements to roadway may include the use of special assessments and/or property tax abatement to finance the City's portion of the improvements.
- » Tax increment authority or property tax abatement authority may be applicable to the housing improvements. While, the County Assessor condition data notes some limited areas of concern, the area in general does not appear to be in a condition to qualify for a redevelopment tax increment financing district. It may be possible to qualify the residential development for tax increment financing, but the housing would need to meet certain income qualification criteria. Property tax abatement authority could be used to assist with the commercial and/or residential development.
- » Other applicable tools may include a special service district or housing improvement area.

## PRELIMINARY STEPS FOR IMPLEMENTING FINANCING STRATEGIES

- Prepare preliminary cost estimates for future improvements to roadway.
- Prepare preliminary estimate for land acquisition costs related to commercial and residential development.
- Calculate preliminary estimated taxable market value of commercial





property and residential property within the development concept area. This may be accomplished by using estimated square-footage of future development, type (i.e., quality) of development, and applying per square footage taxable market values for similar property in the City.

- Consider status of existing buildings, on a preliminary basis, to determine whether potential finding for condition of substandard is a reasonable possibility.
- Determine estimated future local property tax revenue to be generated from the commercial and residential improvements.
- Consider what objectives the City may wish to encourage, related to the private commercial and residential development, for which application of financing tools may be considered.



HODGSON AND COUNTY ROAD J

HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN

HODGSON FROM SOUTH OF  
HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# HODGSON

# Existing Conditions

The Hodgson Study Area extends just over one(1) mile from just south of Highway 96 to Gramsie Road. The study area is primarily comprised of single-family homes, although it does include Sitzer Park, two churches, a small commercial building, and an apartment building.

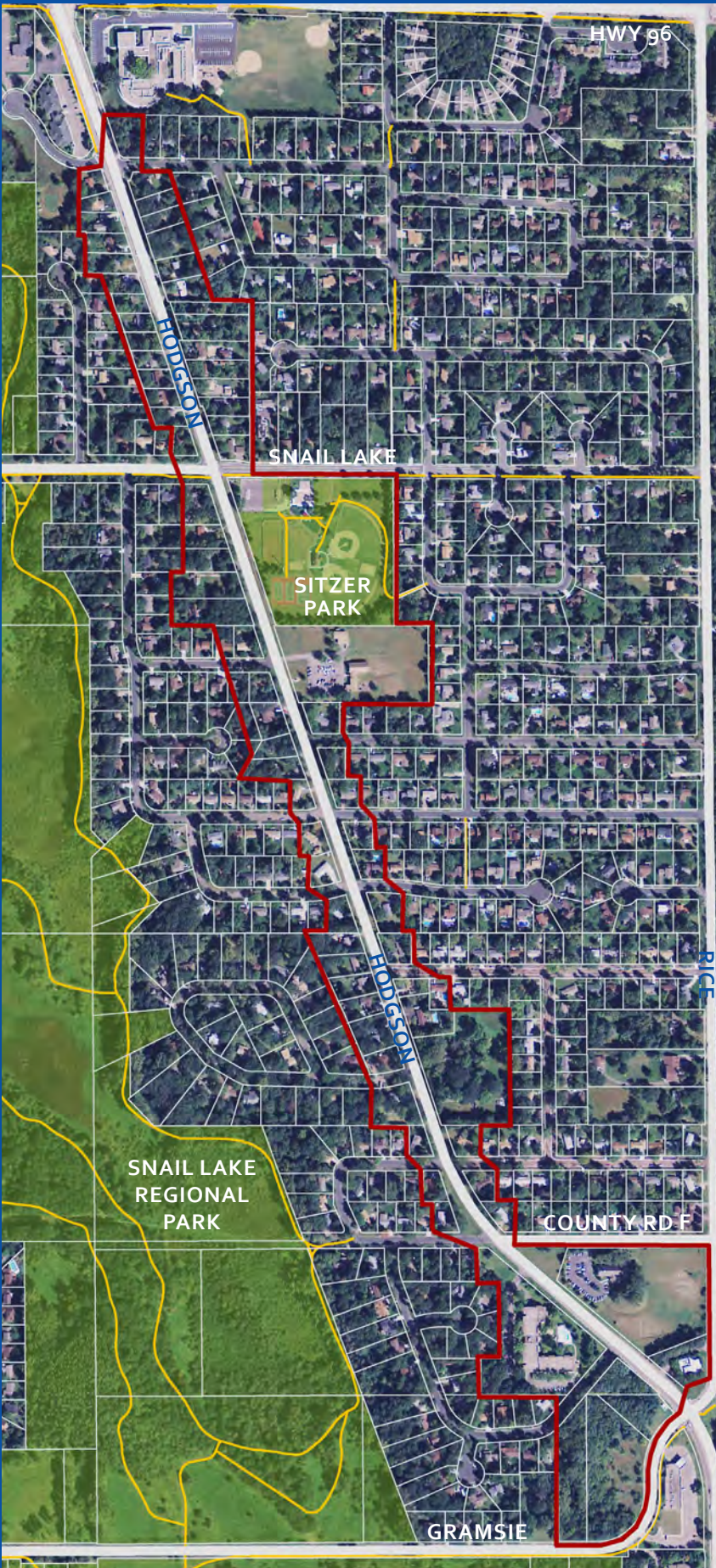
Ramsey County and the City of Shoreview have been planning for the redesign of Hodgson through this study area. While the designs are not complete, it is intended that Hodgson will be expanded to include a three-lane roadway with either a trail and/or sidewalk to accommodate non-motorized transportation. The transportation improvements to Hodgson have the potential to significantly impact some properties due to the removal of trees or the expansion of right-of-way.

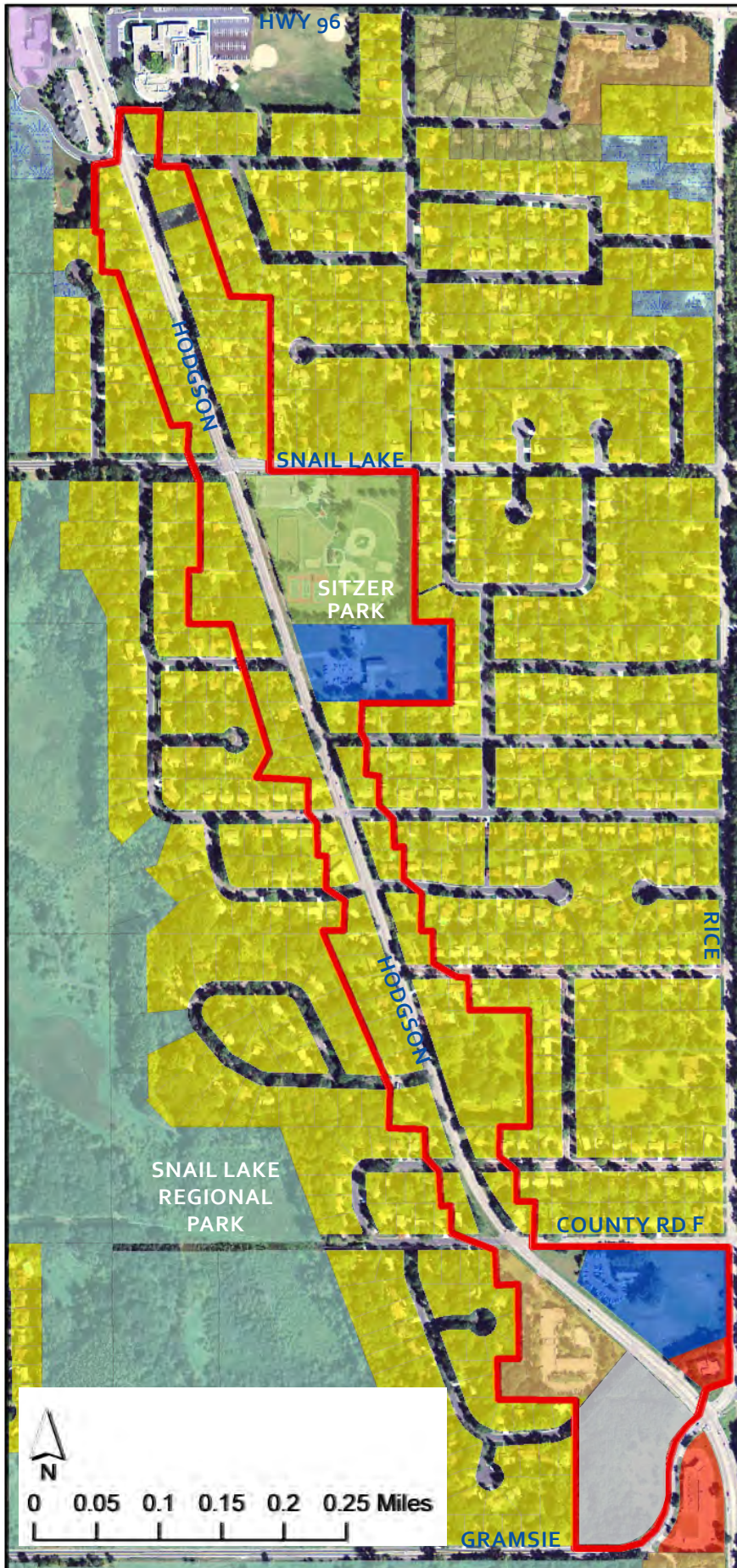
The Housing Characteristics Analysis shows that many of the homes along the corridor are small and older than average. However, the Housing Market Analysis shows the housing values are similar to others in the community.

The greatest potential for development along Hodgson are in pockets where there is sufficient lot depth and area. This includes the church immediately south of Sitzer Park, a large lot single family home near Floral, and both sides of Hodgson near Gramsie Road.

## Market Impressions

Market potential in this study area generally is limited, in part, due to the relatively narrow depths of the lots. The best potential for development is around Hodgson and Gramsie Road due to the adjacent commercial area and its proximity to the Snail Lake Regional Park.

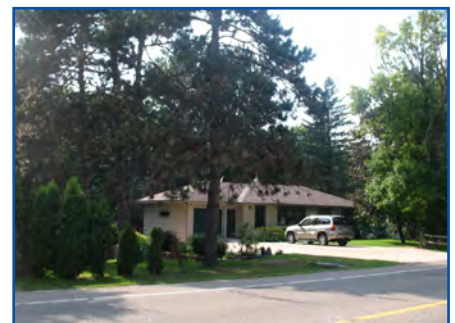




## Legend

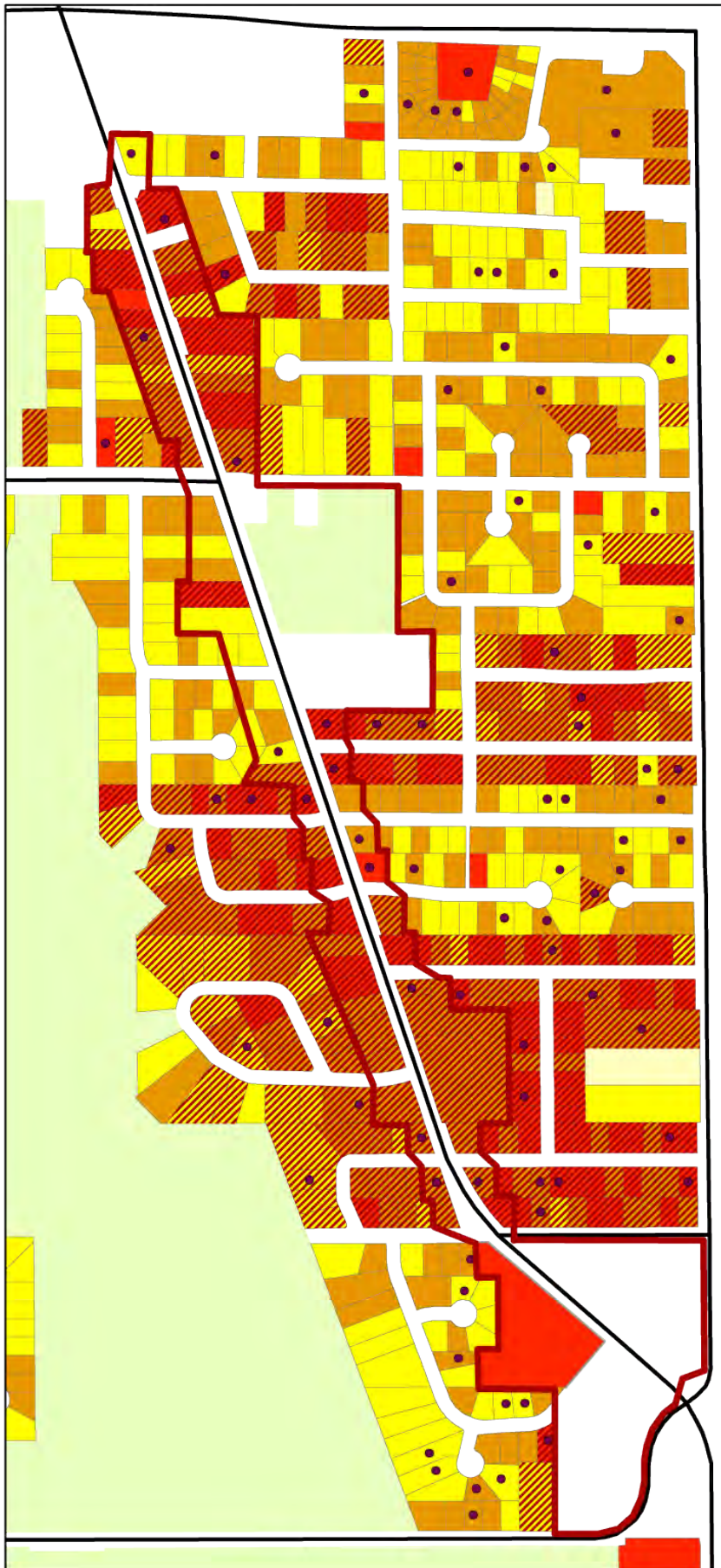
### Existing Land Use (2013)

- Single Family Detached
- Single Family Attached
- Multi-family Residential
- Mixed Use Residential/Commercial
- Commercial
- Office
- Industrial
- Utility
- Institutional
- Parks/Recreational
- Open Space
- Right of Way
- Vacant
- Wetlands
- Lakes
- Focus Areas
- Primary Roads




Source: City of Shoreview







## Legend


Age of Existing Homes (2012)


 > 50 Years Old

Living Area

 Under 1,000 square feet

 1,000- 1,800 square feet

 1,800- 3,600 square feet

 More than 3,600 square feet


 Non-Single Family Housing Area

 Renter Occupied

 Focus Areas

 Lakes

 Wetlands

 Parks & Open Space

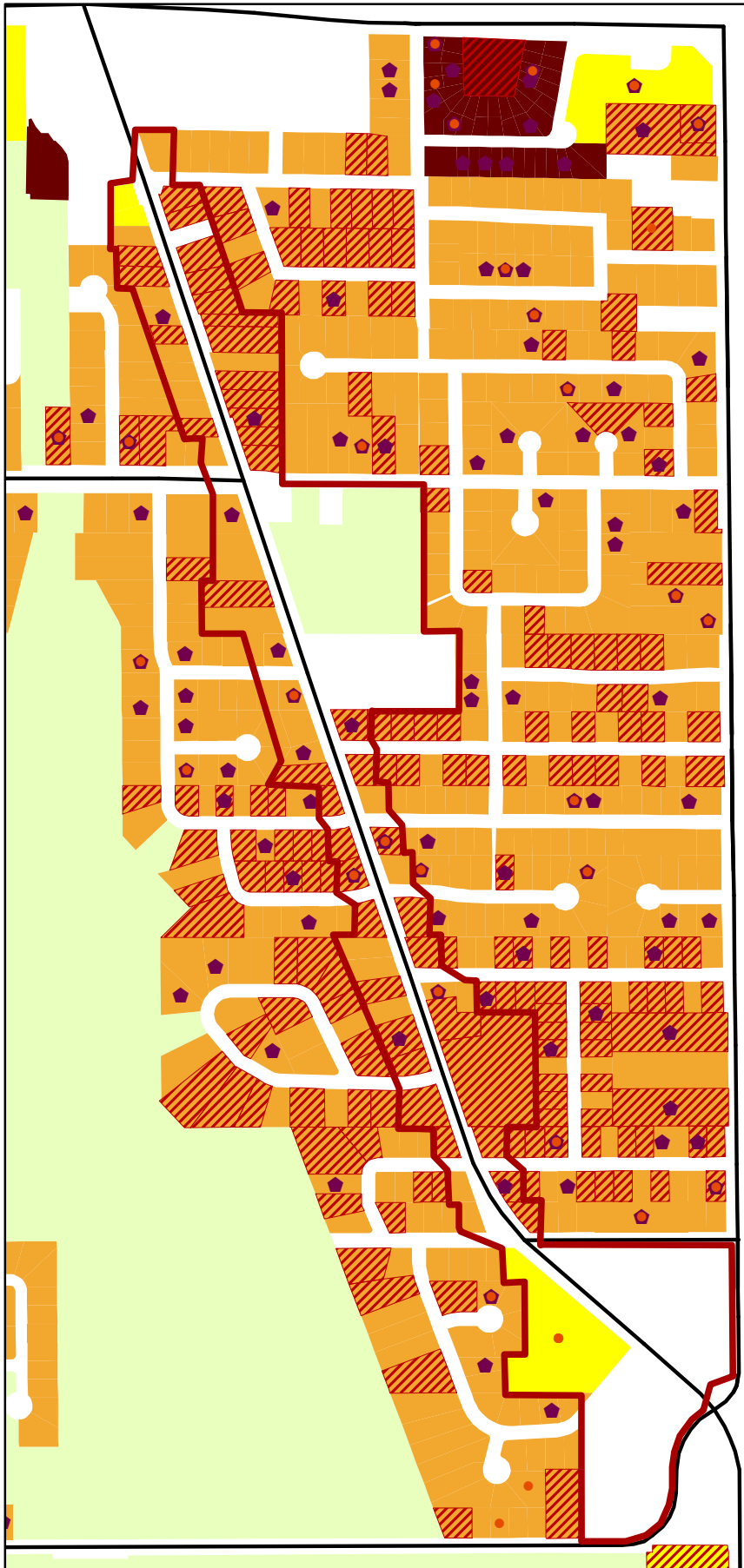
 Primary Roads

## Housing Characteristics Analysis



0 0.05 0.1 0.15 0.2 0.25 Miles

Source: City of Shoreview and Ramsey County Assessor  
 Renter Occupied classification based on Assessor's data.



## Legend

### Estimated Market Value (2012)

- Under \$150,000
- \$150,000- \$250,000
- Over \$250,000

- Non-Single Family Housing Area

### Building Value / Land Value

- Areas of Concern

### Last Sale Date

- Sold in Last 5 Years
- Foreclosures: 2007-2012

- Focus Areas

- Lakes

- Wetlands

- Parks & Open Space

- Primary Roads

## Housing Market Analysis



0 0.05 0.1 0.15 0.2 0.25 Miles



Source: City of Shoreview and Ramsey County Assessor

# Development Concept

While the Hodgson corridor between Highway 96 and Gramsie Road offers a few opportunities for infill and redevelopment, most of the corridor will remain single-family residential. The lot depth and block arrangement make it difficult for larger redevelopment projects to occur. Careful consideration should be given to future plans for Hodgson. Road, trail, and sidewalk improvements should attempt to minimize impacts on single-family homes and preserve the vitality of existing low-density residential uses.

## Key Elements

- » Most of the corridor will remain single-family residential due to lot depths and block arrangements that make access challenging.
- » Two larger properties on the east side of Hodgson provide the opportunity for infill of single-family homes, townhomes, or park expansion. One is currently owned by a church and the other is a single-family home.
- » Given site lines, development of the west side of Hodgson at Gramsie should focus on high density residential with a buffer of trees on the west. Consideration should be given to incorporating the adjacent single-family property along Gramsie into the project to increase site design and buffer opportunities.
- » There are limited development opportunities on the east side of Hodgson at Gramsie given a Ramsey County easement that preserves an area for future stormwater management for adjacent roadways. Exploration of whether the easement area could be used to address stormwater needs for the west area should be explored to maximize overall development potential in the area.
- » Hodgson redesign should balance improved connectivity with impacts to front yard depth and tree cover so as to not put further stress on single-family homes along the corridor.
- » Additional trail connections to the Snail Lake Regional Park trail system would enhance connectivity for single-family properties along the corridor.

## SUMMARY TABLE

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	LDR Units Proposed	MDR Units Proposed	HDR Units Proposed
A	4.6	1	0	0	±16-24	0
B	3.7	1	0	±11	0	0
C	4.5	2	8,000	0	± 4	0
D	6.3	4	0	0	0	±120



Suburban Commercial



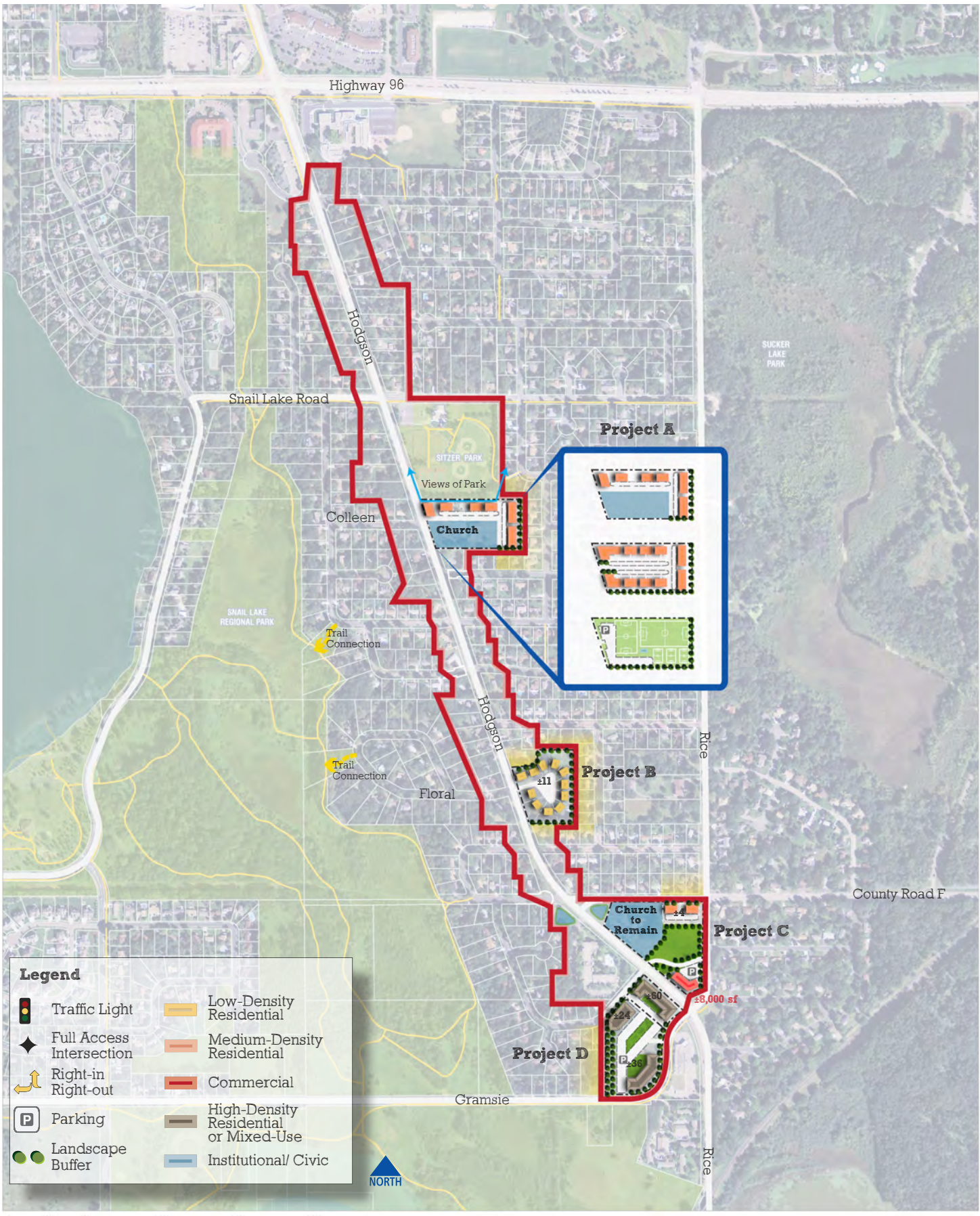
Townhomes



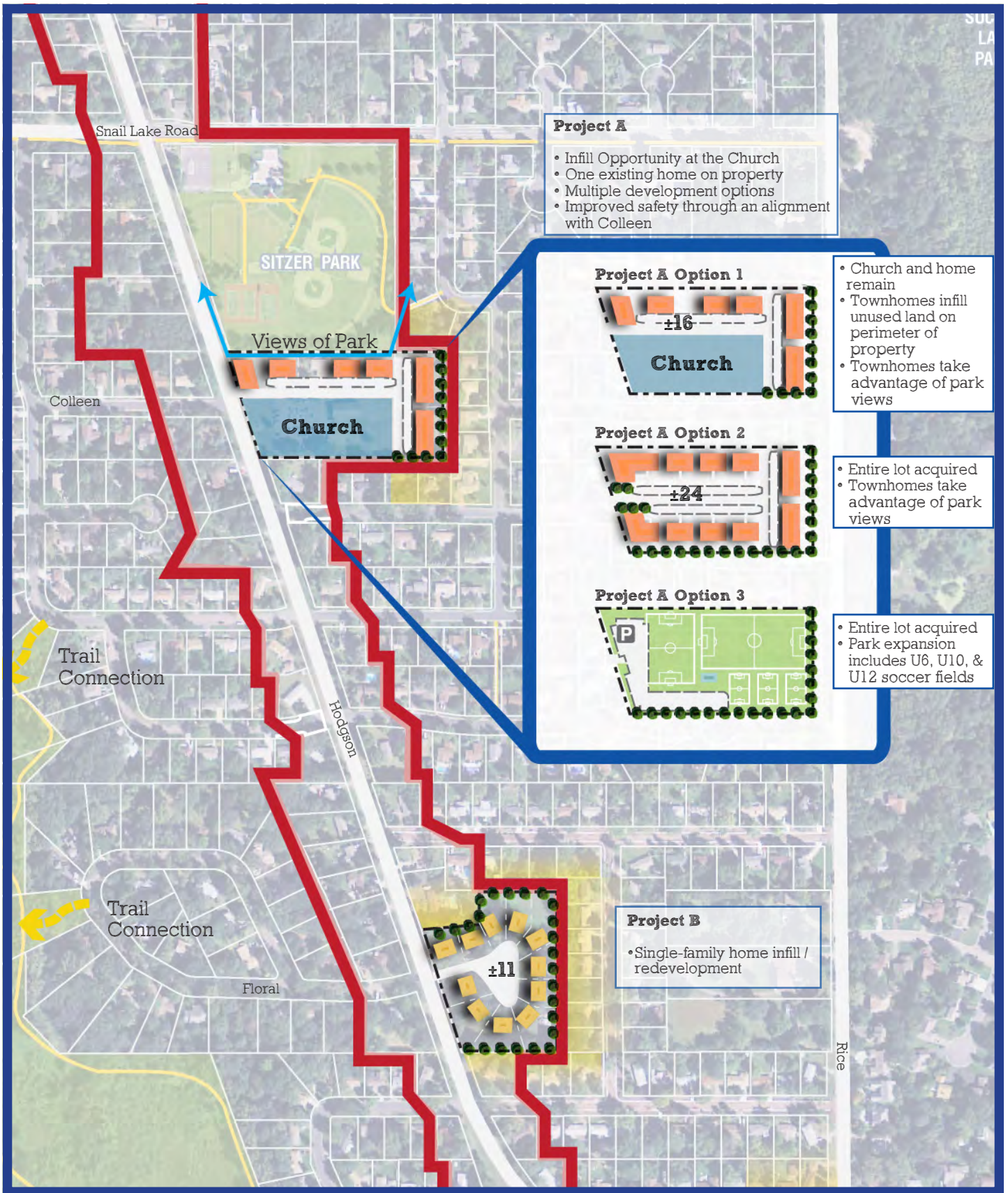
Townhomes

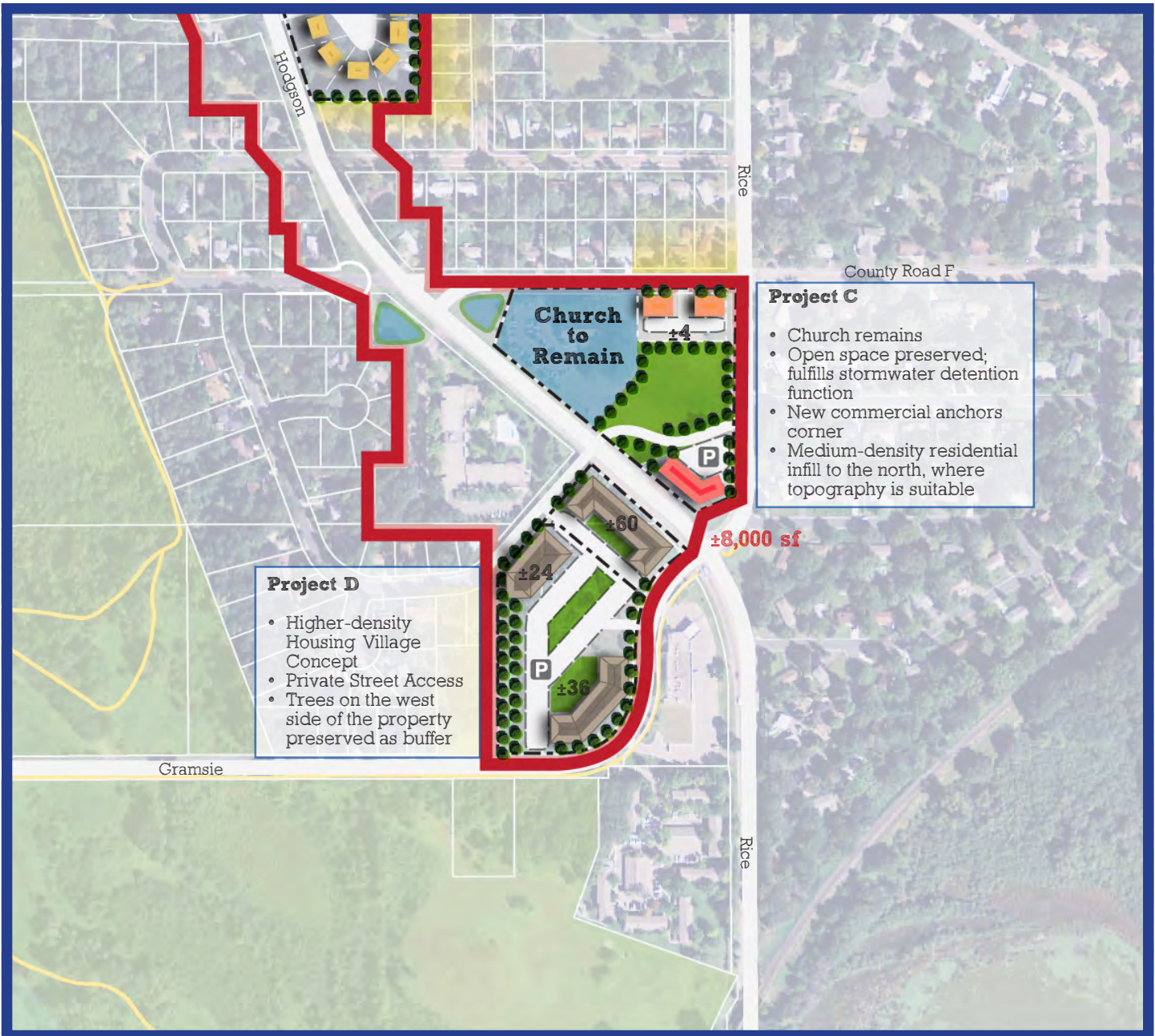


Higher-density Residential



**Hodgson Development Concept Project Key**





## Recommended Actions

- » Maintain open communication with property owners. Facilitate exploration of potential concepts for their sites and connections to developers if interested.
- » Complete a park master planning process for Sitzer Park to determine whether expansion to the south would be beneficial and what would be included in such an expansion.
- » Explore with Ramsey County the potential for the stormwater management easement area north of Gramsie and east of Hodgson to be sized to accommodate stormwater needs for nearby private development projects as well.
- » Target housing programs to this corridor to support its long-term health and viability as a single-family neighborhood.
- » Explore ways to minimize the impact of the Hodgson Road reconstruction on the single-family properties - include funding for mitigation as part of project cost.
- » Expand PDA #16 to incorporate both sides of Hodgson at Gramsie.

## Implementation

Development opportunities along Hodgson in this study area are primarily focused on infill opportunities on currently undeveloped or underutilized sites. The City's role in development in the corridor will be to maintain open communication with the property owners, connect them with potential developers if they are interested, and review projects as they are proposed. When there is a desire to more strongly encourage or facilitate development, example site concepts would be beneficial to assist the property owners in envisioning what could occur of their sites.

For a few of the project areas, there are some additional steps the City should take to support future development. Project A, for example, is located immediately south of Sitzer Park, one of the City's smaller neighborhood park. One possible development scenario is to expand the park onto a portion of the adjacent church property. It would be beneficial for the City to complete a park master plan to determine whether the additional property would be beneficial and how it could be used.

Projects C and D are another area where additional planning could be beneficial for future development. Ramsey County has an easement for stormwater purposes across a portion of the property on the east side of Hodgson Road and north of Gramsie. This easement area can be not used for development. While the purpose of the easement is to accommodate stormwater management from the nearby roadways, the City should explore with Ramsey County about whether there is sufficient room for the stormwater management easement to also support additional development on adjacent properties, including in Project D across Hodgson.

Most of the existing single-family home properties along this corridor will remain due to their relatively shallow lot depths and block configurations. The City should be proactive in supporting the health of these neighborhoods, such as through its existing housing programs or the development of new programs that focus on exterior improvements. Additional information about potential housing programs can be found in the Implementation Tools Chapter.

The City and Ramsey County should also take care in the redesign of Hodgson through this area. Roadway designs should incorporate complete street principles as part of this project. In addition to minimizing right-of-way needs as much as possible, the City and Ramsey County should explore whether retaining walls could be used in targeted locations to minimize tree loss. A restoration program could also be developed which would help affected homeowners use landscaping to reduce the visual and noise impacts of the adjacent roadway (see sidebar on next page).

## Regulatory Controls

Most of the study area is guided and zoned for single-family residential. These designations should be changed if the City wants to promote development of the development concepts. Given that the City will be undertaking an update to its Comprehensive Plan beginning in the fall of 2015, the updates can likely take place as part of that planning process with the zoning designations being changed after that point.

The southern end of the study area is part of PDA #16. PDAs, first created in 1982, are used by the City to provide specific guidance to a parcel or set of parcels which adjoin a

multitude of land uses and have constraints that impact their development potential. PDAs are evaluated and updated during each Comprehensive Planning Process as areas are developed and new areas of concern are identified. PDAs are a useful tool for transitioning areas through redevelopment as they recognize the existing land uses while providing guidance as to the type and character of future development. PDA #16 should be expanded to include Projects C and D. The description of that PDA should include the designation of a portion of Project C for medium density residential and the designation of Project D for high density residential. It should also clarify whether the internal circulation through Project D will be through a private or public street and what design standards apply. Once development is going to occur, zoning designation of the sites should be as appropriate for the project.

## Financial Tools

The use of financial tools depends on the nature of the public investment needed to facilitate redevelopment. The key elements for this study area include future improvements that would improve connectivity within the area, and acquisition of land for construction of commercial and construction of high, medium, and low-density residential.

### POTENTIAL FINANCING STRATEGIES FOR PROJECT COSTS

- » Applicable financial tools to pay for the improvements to roadway may include the use of special assessments and/or property tax abatement to finance the City's portion of the improvements.
- » Tax increment authority or property tax abatement authority may be applicable to the housing improvements. To qualify the residential development for tax increment financing the housing would need to meet certain income qualification criteria. Property tax abatement authority could be used to assist with the residential development, with no income qualification.
- » Other applicable tools may include a special service district or housing improvement area.

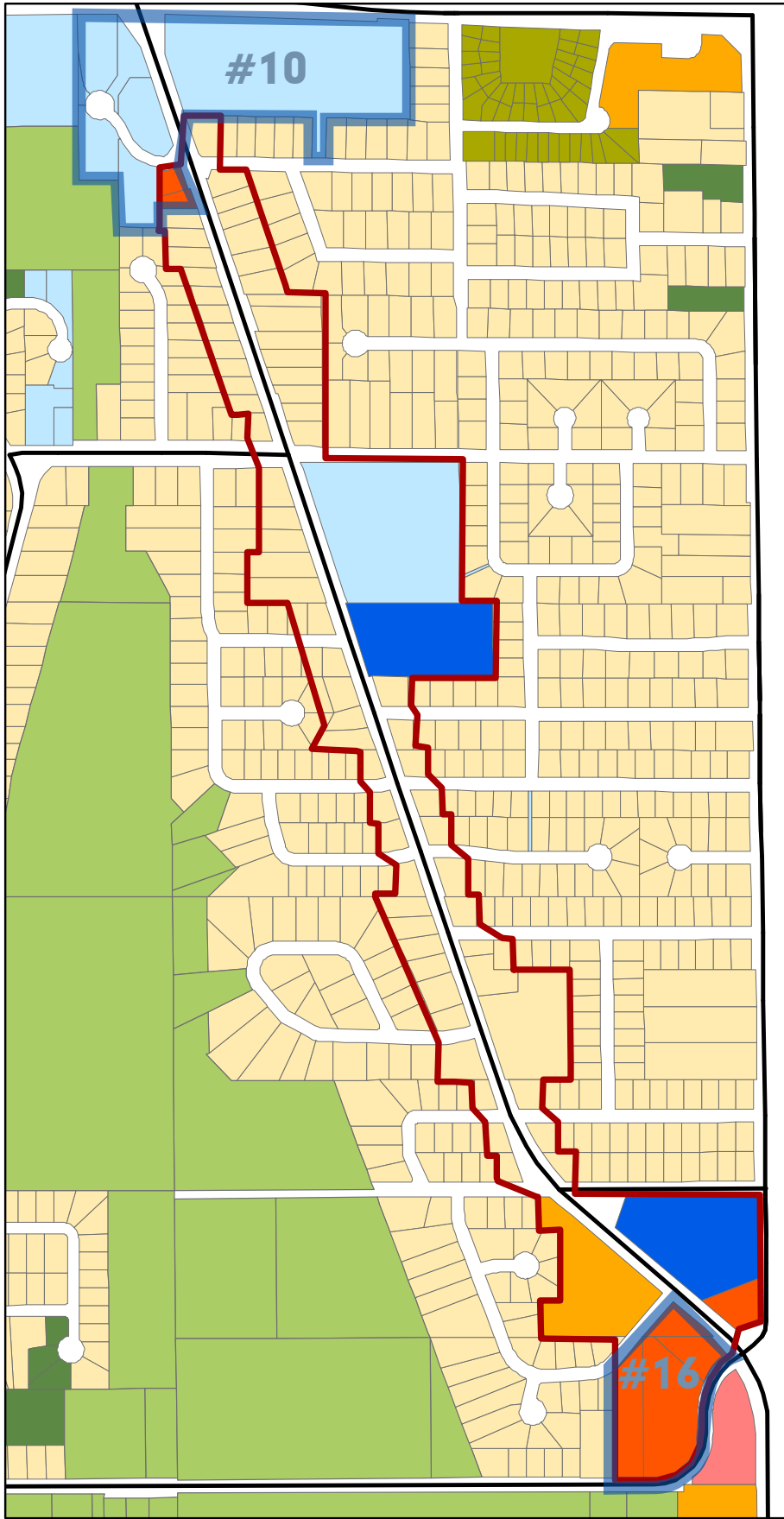
### PRELIMINARY STEPS FOR IMPLEMENTING FINANCING STRATEGIES

- » Prepare preliminary cost estimates for future improvements related to improving connectivity.
- » Prepare preliminary estimate for land acquisition costs related to commercial and residential development.
- » Calculate preliminary estimated taxable market value of commercial property and residential property within the development concept area. This may be accomplished by using estimated square-footage of future development, type (i.e., quality) of development, and applying per square footage taxable market values for similar property in the City.
- » Determine estimated future local property tax revenue to be generated from the commercial and residential improvements.
- » Consider what objectives the City may wish to encourage, related to the private commercial and residential development, for which application of financing tools may be considered.

## Approach to Hodgson Redesign

- » Approach could be corridor wide or targeted to areas where there are more significant impacts due to extensive right-of-way needs or vegetation removal.
- » Identify if there are locations where retaining walls could be used to preserve some additional existing trees or landscaping.
- » Design assistance could be offered to help homeowners place trees/landscaping to maximize impact while ensuring driveway visibility and access safety is maintained.
- » Grants for additional landscaping could be offered on a sliding scale based on the amount of impact (such as reduced front yard, caliper tree loss, etc.) Consideration should be given as to whether such grants should be offered automatically or in response to a property owner request.
- » Example renderings showing the visual impacts of improvements would be beneficial in demonstrating the value of investing in landscaping.

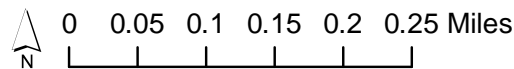




# Planned Land Use (2008 Comprehensive Plan)

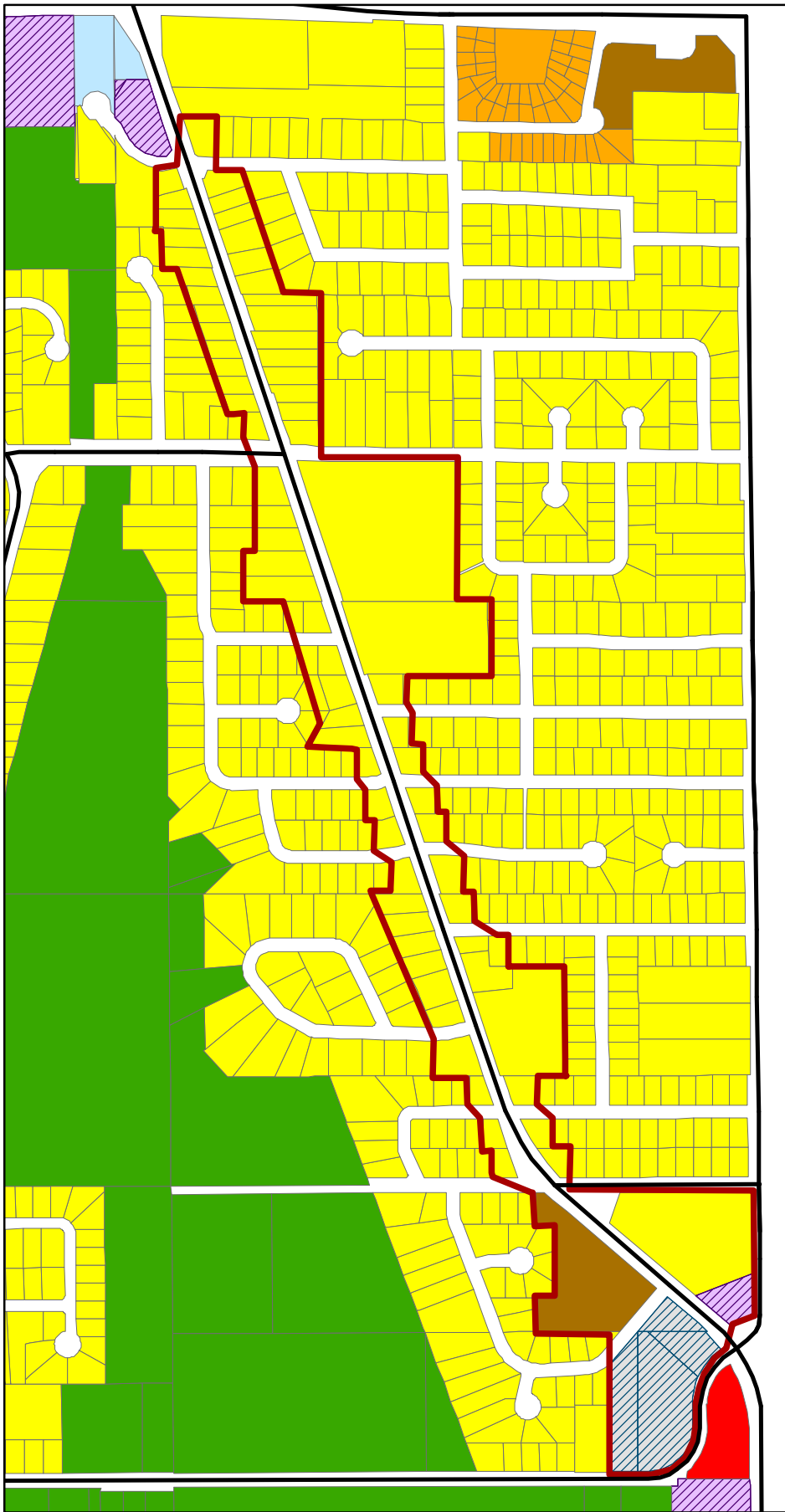
## Legend

- Focus Areas
- Primary Roads
- Planned Land Use**
- Residential (up to 4 units/ acre)
- Residential (4-8 units/ acre)
- Residential (8-20 units/ acre)
- High Density Senior Residential
- Office
- Commercial
- Mixed Use
- Business Park
- Tower
- Light Industrial
- Institutional
- Park
- Recreational Open Space
- Natural
- Railroad
- Open Water
- PDA Boundary



Source: City of Shoreview

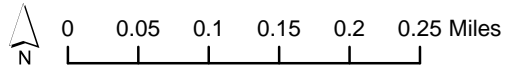




# Zoning

## Legend

- Focus Areas
- Primary Roads
- Lakes
- Wetlands
- RE- Residential Estate
- R1- Detached Residential
- R2- Attached Residential
- R3- Multi-Dwelling Residential
- R4- Mobile Home Residential
- C1- Retail Service
- C2- General Commercial
- OFC- Office
- I- Industrial
- T- Tower
- OS- Open Space
- PUD- Planned Urban Development
- UND- Urban Underdeveloped
- BPK- Business Park



Source: City of Shoreview

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HODGSON AND COUNTY ROAD J

HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN

HODGSON FROM SOUTH OF HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# RICE STREET



# Existing Conditions

The Rice Street Study Area extends from the residential neighborhood north of Interstate 694 to the community's southern boundary. On the north side of the interchange, the study area includes a single-family neighborhood and a small commercial node. To the south of Interstate 694 there is a commercial node and a single-family neighborhood.

The residential neighborhoods both north and south of Interstate 694 contain homes of varying sizes with most being greater than 50 years in age. Home values mirror averages in surrounding neighborhoods. While there have been pocket areas of concern for City Staff, in general the neighborhoods continue to be in good condition.

The neighborhood on the north side of Interstate 694 has been particularly close-knit. It is separated from other areas of the City by man-made barriers, including the railroad and Rice Street. It is the City's intention that the commercial node remain in its general location and not extend further north along Rice Street.

## Market Impressions

There is a market for additional commercial development in this area, particularly on the south side of Interstate 694. Timing is likely to be influenced by the reconstruction of the interchange.



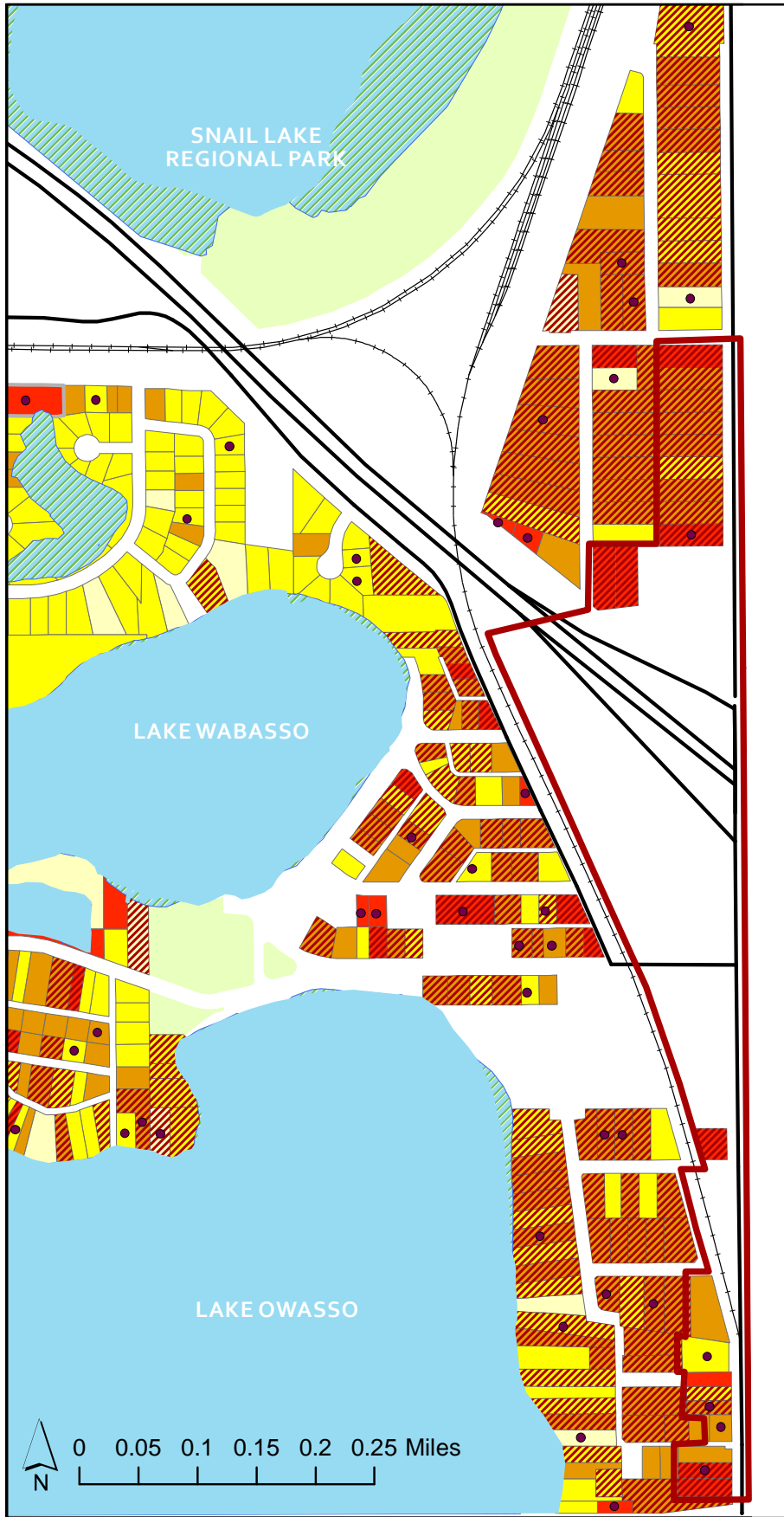
Source: City of Shoreview

## Legend

### Existing Land Use (2013)

- Single Family Detached
- Single Family Attached
- Multi-family Residential
- Mixed Use Residential/Commercial
- Commercial
- Office
- Industrial
- Utility
- Institutional
- Parks/Recreational
- Open Space
- Right of Way
- Vacant
- Wetlands
- Lakes
- Focus Areas
- Primary Roads





### Legend

#### Age of Existing Homes (2012)

> 50 Years Old

#### Living Area

Under 1,000 square feet

1,000- 1,800 square feet

1,800- 3,600 square feet

More than 3,600 square feet

Non-Single Family Housing Area

Renter Occupied

Focus Areas

Lakes

Wetlands

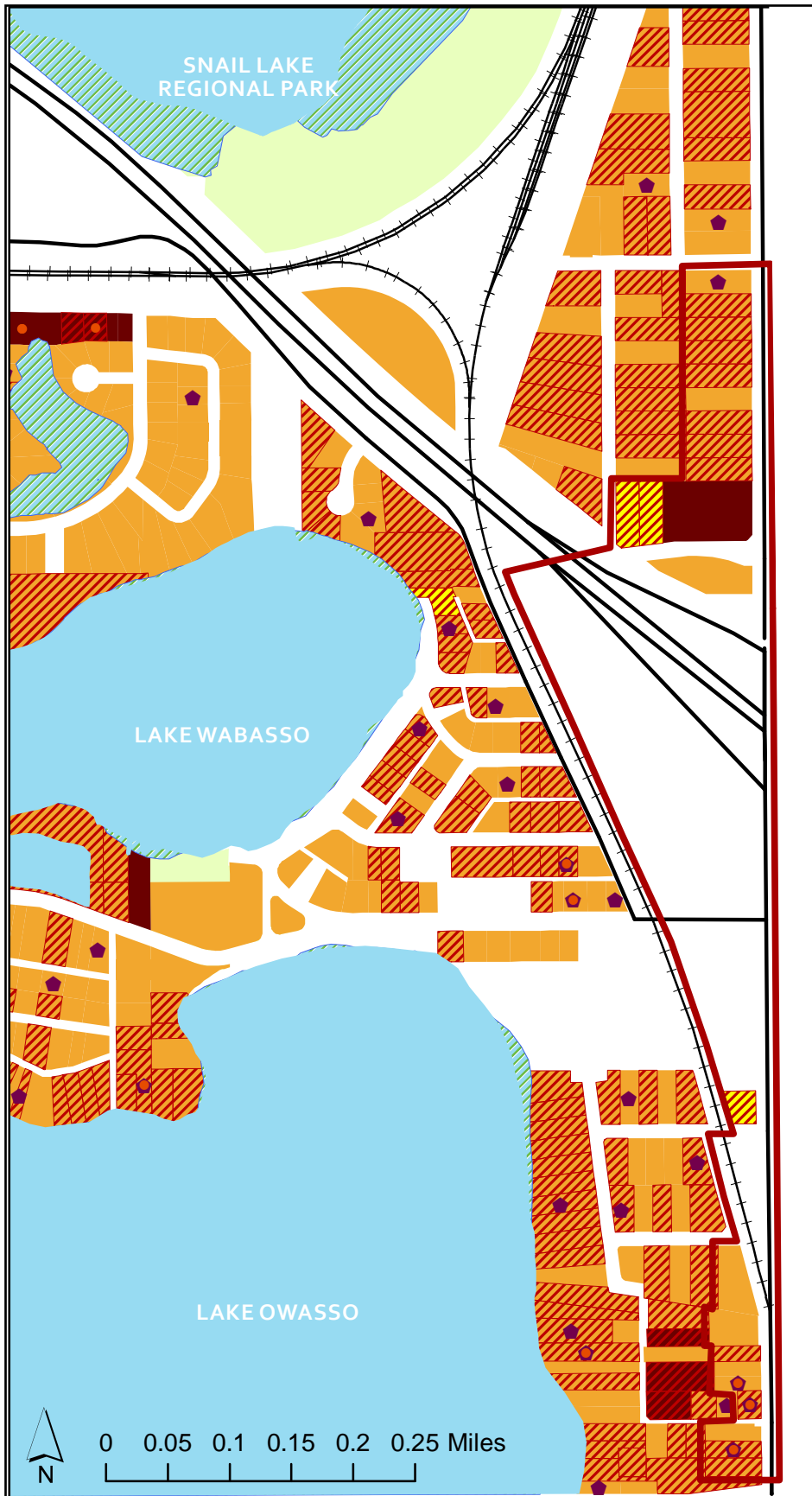
Parks & Open Space

Primary Roads

## Housing Characteristics Analysis

Source: City of Shoreview and Ramsey County Assessor  
 Renter Occupied classification based on Assessor's data.





## Legend

### Estimated Market Value (2012)

- Under \$150,000
- \$150,000- \$250,000
- Over \$250,000
- Non-Single Family Housing Area

### Building Value / Land Value

- Areas of Concern

### Last Sale Date

- Sold in Last 5 Years
- Foreclosures: 2007-2012

### Focus Areas

- Focus Areas
- Lakes
- Wetlands
- Parks & Open Space
- Primary Roads

## Housing Market Analysis

Source: City of Shoreview and Ramsey County Assessor



# Development Concept

Redevelopment of the area around Rice Street and Interstate 694 will likely be tied to interchange improvements, particularly given that the interchange design has not yet been fully determined. With its lower traffic volumes and reduced visibility, redevelopment on the north side will be less intense than on the south.

## Key Elements

- » Opportunity for redevelopment with interchange improvements. Redevelopment in the southwest quadrant of the Interstate 694 and Rice Street interchange may be impacted by the use of right-of-way acquisition loan funds and interchange design.
- » To the north of Interstate-694:
  - Potential for horizontal mixed-use development with higher density residential and a reduced amount of commercial space as compared to today.
  - North of the proposed commercial area, housing preservation is the priority.
- » To the south of Interstate-694:
  - Retail is the continued focus for the area around the Rice Street and North Owasso Boulevard intersection.
  - Redevelopment north of North Owasso Boulevard along the Interstate is constrained by lack of access to the site.
  - There is an opportunity for commercial redevelopment south of the utility building using shared and/or reduced parking.
  - Redevelopment near the intersection of Rice Street and Owasso Lane could provide live/work opportunities.

## SUMMARY TABLE

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	MDR Units Proposed	HDR Units Proposed
A	3-9	3	15,000-20,000	0	60-70
B	5-7	3	18,000-25,000	0	0
C	4-5	4	6,000-8,000	0	0
D	3-7	8	0	± 26	0



Office Park



Live / Work



Live / Work

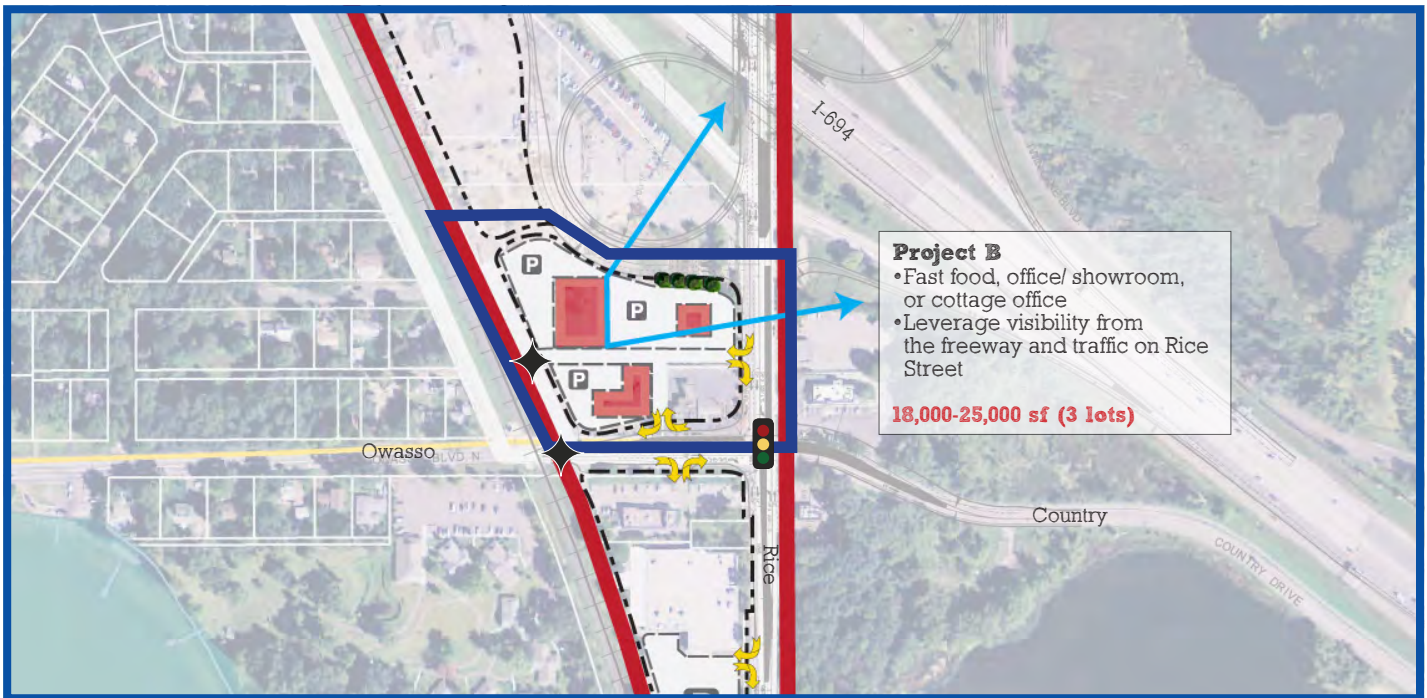
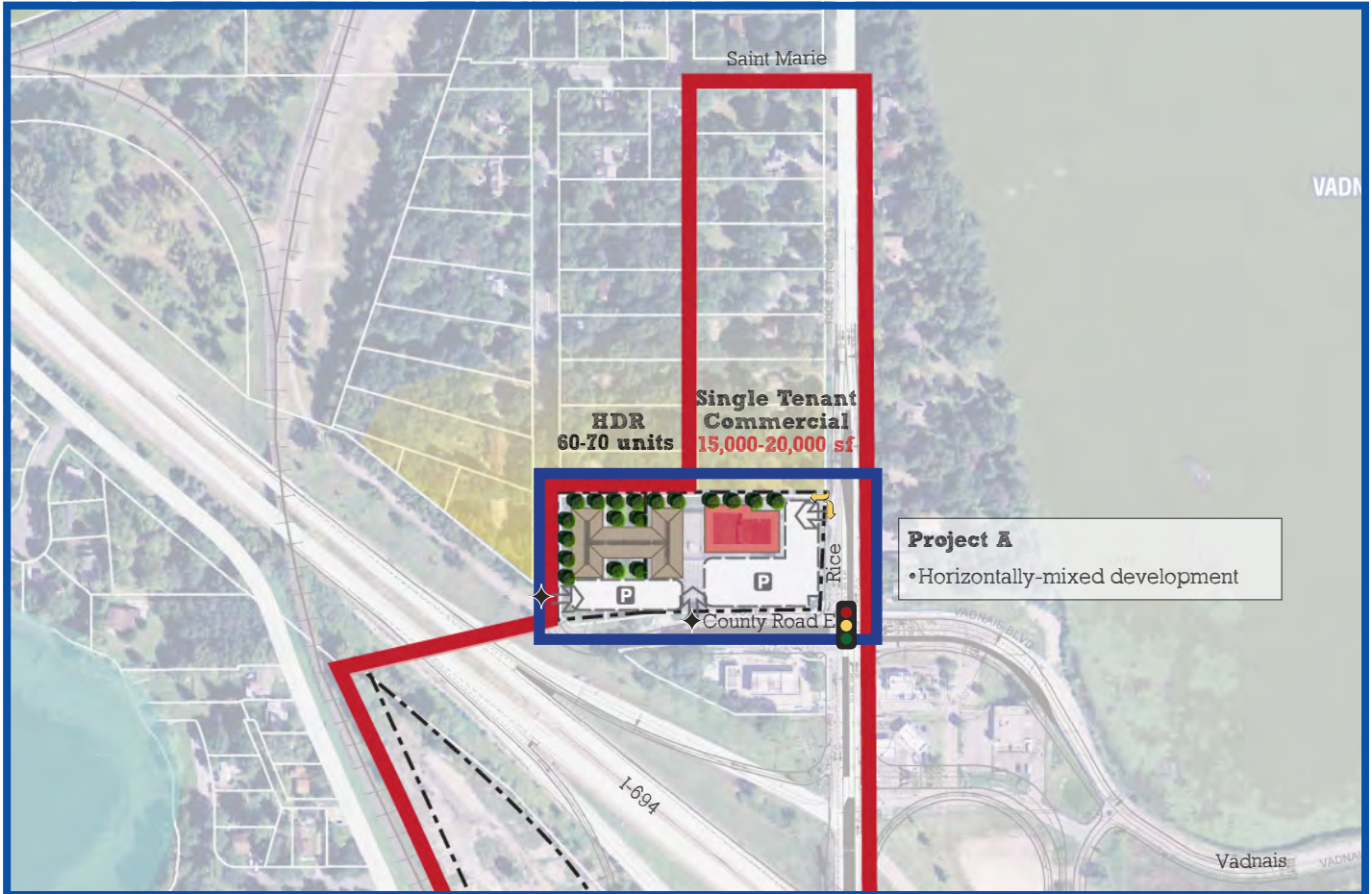


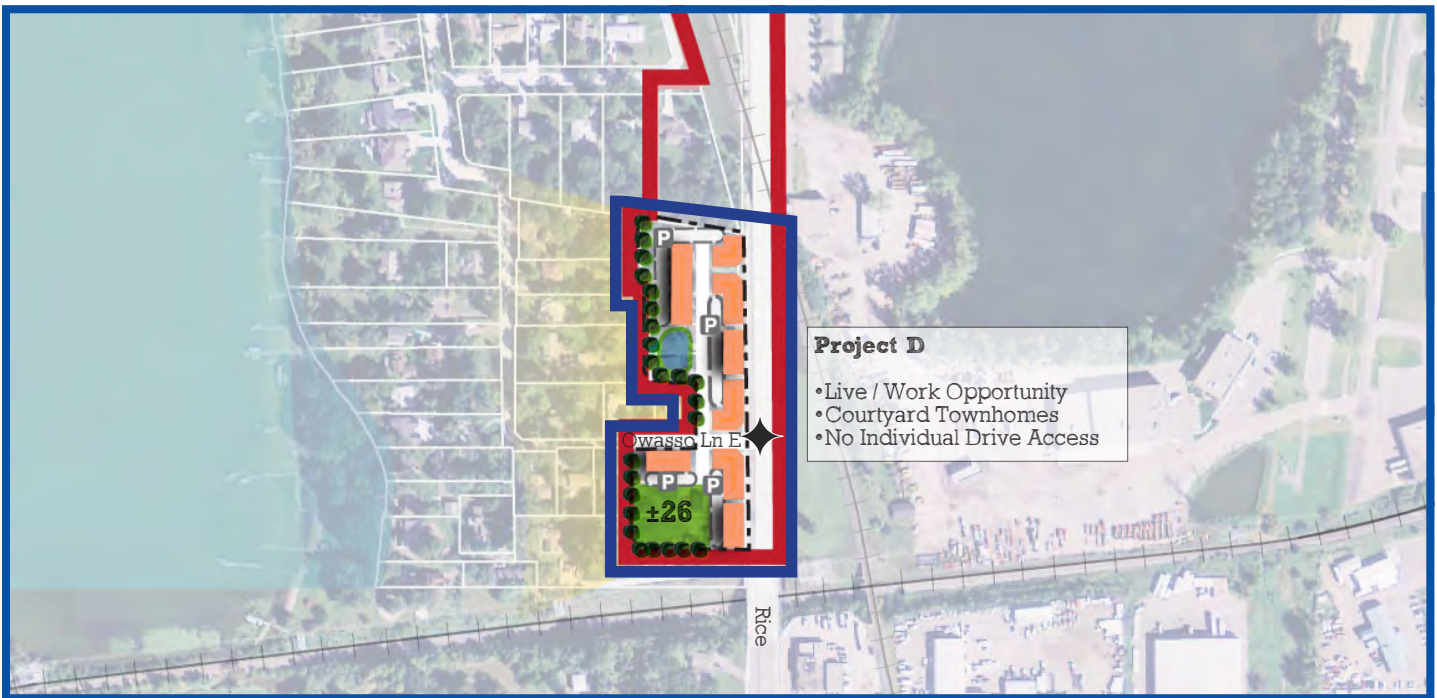
Single-tenant Commercial



Redevelopment not possible due to lack of access

**Rice Street Development Concept: Project Key**





## Recommended Actions

- » Update PDA #18 to reflect this study:
  - Expand potential uses on the north side of Interstate 694 to include high density residential. Include requirements for buffers to the adjacent single-family neighborhoods.
  - Reference the impact that lack of access has on future development in Project Area B.
  - Identify the need for shared access and parking for Project C.
- » Maintain open communication with City of Vadnais Heights on redevelopment projects - ensure safe access points are maintained.
- » Create a Mixed Use District that includes commercial, office, high density residential, and live-work that can apply to Projects A and/or D.

# Implementation

The City's role in redevelopment in this study area will vary depending on the project.

## PROJECT A

On the north side of Interstate 694 the City should focus on supporting potential redevelopment projects by the private market. This may involve initiating discussions with the owners of the shopping center about potential opportunities and making connections with potential developers for a mixed use project. The City should maintain ongoing communication with the City of Vadnais Heights on redevelopment projects proposed for the east side of Rice Street as those may influence what has the potential to occur in Shoreview. The City should ensure proposed access points for Vadnais Heights' projects do not limit access for Shoreview properties and that the accesses maintain overall safety on Rice Street. Any projects in Shoreview should include buffers to reduce the impact of the more intense development on the adjacent single-family neighborhood.

## PROJECT B

On the south side, redevelopment near Interstate 694 will be significantly influenced by the reconstruction of the interchange. While preliminary plans have been developed, the final alignment of the interchange has not been determined. This will influence intersection locations and the amount of land available for development, particularly on the south side of the interchange. Once the interchange is constructed, the City will have ownership of the properties in Project B and will be able to actively market for development. It is likely that some type of shared internal circulation will be needed among the sites given limited access points onto both Rice Street and North Owasso Boulevard.

## PROJECT C

While the City has a role in facilitating the opportunity, redevelopment will occur in this area as a result of private investment. To support potential redevelopment the City should evaluate how shared parking could occur between the two sites. Once one or more options are identified, the City should initiate discussions with the property owners and/or potential developers about the opportunity.

## PROJECT D

Redevelopment of this area will be driven by the private market. Conceptually this site is most appropriate for live-work housing due to its location on Rice Street, access to public transportation, and proximity to nearby employment areas. However, additional site design work needs to be completed to address topography, access, and buffers to the adjacent single-family neighborhoods.

## Regulatory Controls

The study area has a mixture of land uses, including commercial, mixed use, office, and single-family residential. The area from the shopping center north of Interstate 694 to the railroad tracks on the south side of Interstate 694 is part of PDA #18.

PDA, first created in 1982, are used by the City to provide specific guidance to a parcel or set of parcels which adjoin a multitude of land uses and have constraints that impact their development potential. PDAs are evaluated and updated during each Comprehensive Planning Process as areas are developed and new areas of concern are identified.

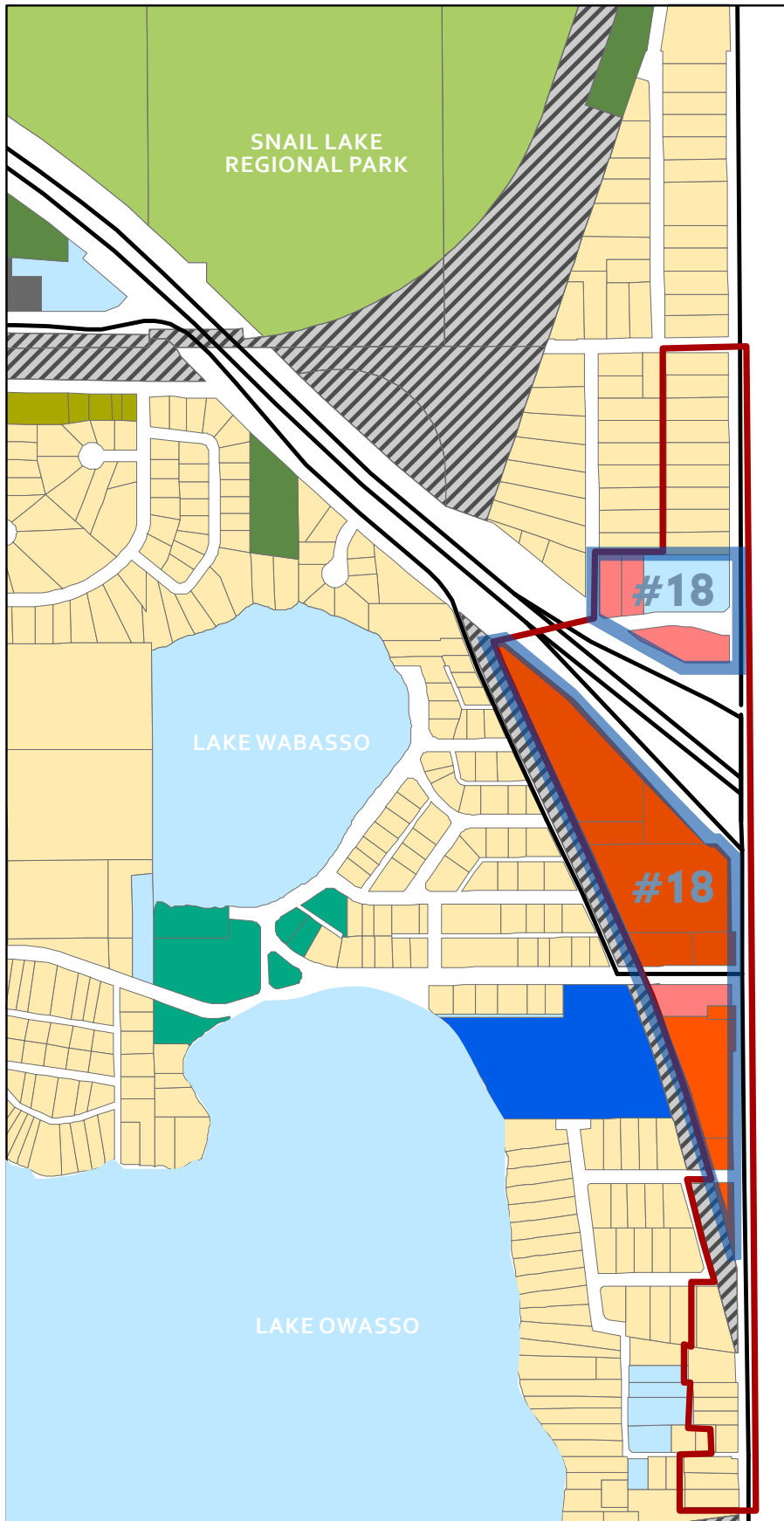
To implement the development concepts from this study, changes to the Comprehensive Plan should be made. The timing of these changes may depend on the planned reconstruction of the Rice Street interchange as it would be beneficial to update the Comprehensive Plan prior to the final planning and reconstruction of the interchange. While the boundary of PDA #18 is appropriate, there are some updates that should be made to the description:

- » Add high density residential as an appropriate use north of Interstate 694.
- » Include recommendations for buffers in the area north of Interstate 694 to minimize the impacts of redevelopment on the adjacent single-family neighborhood.
- » Clarify for the area south of Interstate 694 and north of North Owasso Boulevard that redevelopment potential is likely limited due to the location of the interchange and access limitations on Owasso Boulevard.
- » Support the potential for commercial or office in the area between North Owasso Boulevard and the railroad tracks. Support access to the sites from both Rice Street and from Owasso through a shared access long the railroad tracks.

The next Comprehensive Planning process should examine the potential for live-work housing for Project D. This may be best accomplished through the creation of a new PDA for the area. The use of a PDA would support the continuation of single-family homes, while provide for the redevelopment of the area into medium density live-work units. The PDA should require the development of an overall site plan that addresses access to and through the site, particularly due to the topography in that area. The PDA should also incorporate requirements for buffers to the adjacent single-family neighborhood.




















In addition to changes to the Comprehensive Plan, there are changes to the zoning ordinance that need to be made to support redevelopment in this study area. On the north side of Interstate 694 it would be helpful to have a mixed use zoning district that could accommodate commercial, office, and high density residential. While the City could use a Planned Unit Development process for this area, redevelopment may be encouraged by the availability of a zoning district that provides mixed use by right rather than through a negotiated process. The City may also want to explore how live-work housing could be accommodated in the City. One option would be to incorporate live-work into the Mixed Use District, the other would be to develop a specific live-work zoning district that could be applied here and in other areas that are appropriate in the City.

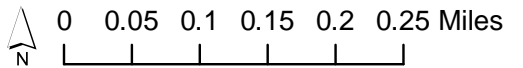




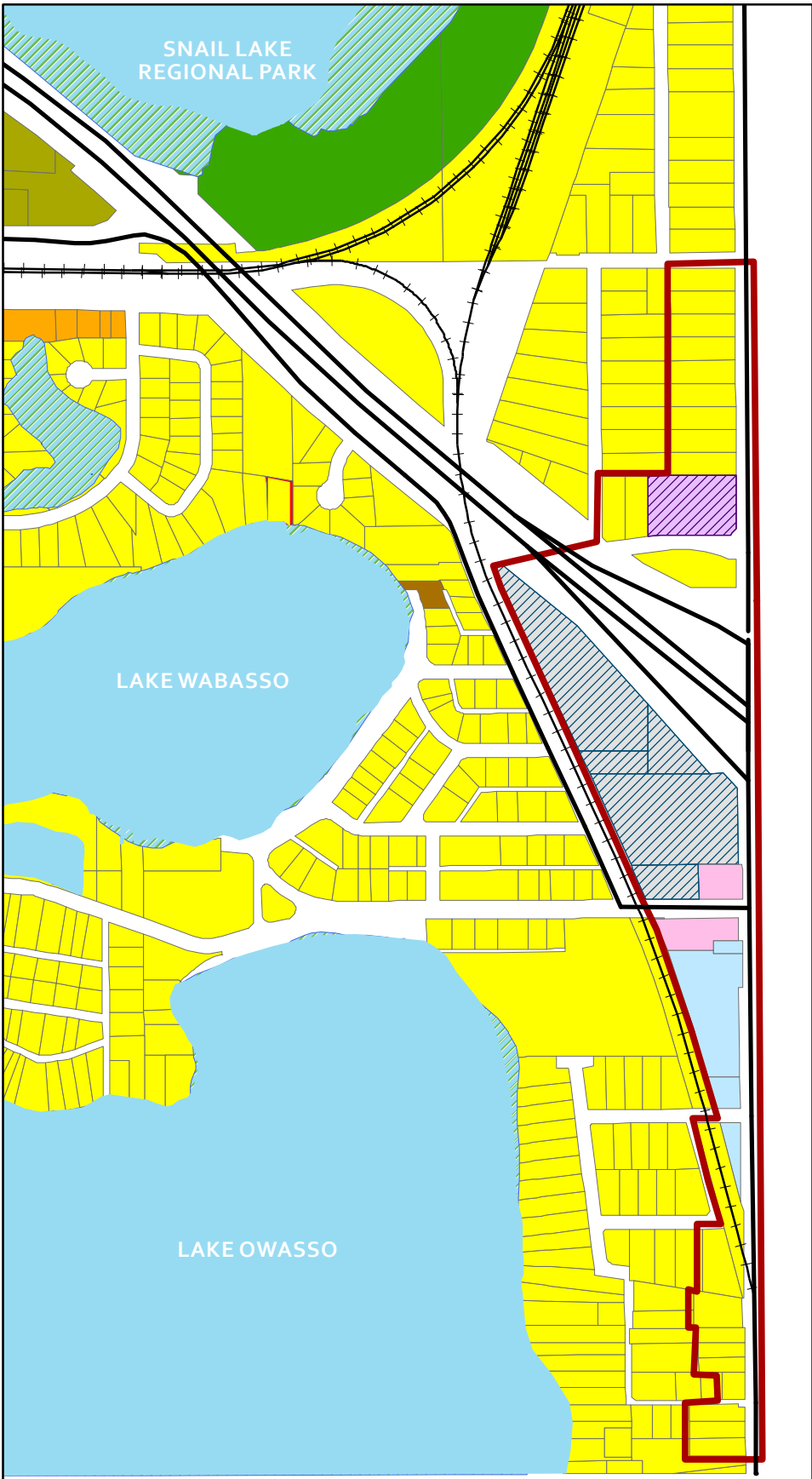
## Planned Land Use (2008 Comprehensive Plan)

### Legend



















-  Focus Areas
-  Primary Roads
- Planned Land Use**
-  Residential (up to 4 units/ acre)
-  Residential (4-8 units/ acre)
-  Residential (8-20 units/ acre)
-  High Density Senior Residential
-  Office
-  Commercial
-  Mixed Use
-  Business Park
-  Tower
-  Light Industrial
-  Institutional
-  Park
-  Recreational Open Space
-  Natural
-  Railroad
-  Open Water
-  PDA Boundary



Source: City of Shoreview



## Zoning Legend

-  Focus Areas
-  Primary Roads
-  Lakes
-  Wetlands
-  RE- Residential Estate
-  R1- Detached Residential
-  R2- Attached Residential
-  R3- Multi-Dwelling Residential
-  R4- Mobile Home Residential
-  C1- Retail Service
-  C2- General Commercial
-  OFC- Office
-  I- Industrial
-  T- Tower
-  OS- Open Space
-  PUD- Planned Urban Development
-  UND- Urban Underdeveloped
-  BPK- Business Park

Source: City of Shoreview





## Financial Tools

The City will play a variety of roles in the redevelopment of this area. In some cases as described above the City will directly sell property to potential developers, while in the others the City will simply respond to submitted development proposals. Potential ways that the City would participate financially in a project might include acquiring land for commercial or residential purposes or the construction of roadway improvements. The City may also wish to support design enhancements, such as underground parking in residential or mixed use projects, or roadway enhancements related to the interchange to support adjacent properties.

### POTENTIAL FINANCING STRATEGIES FOR PROJECT COSTS

- » Applicable financial tools to pay for the improvements to roadway may include the use of special assessments and/or property tax abatement to finance the City's portion of the improvements.
- » Tax increment authority or property tax abatement authority may be applicable to the housing improvements. To qualify the residential development for tax increment financing the housing would need to meet certain income qualification criteria. Property tax abatement authority could be used to assist with the residential development, with no income qualification.
- » Other applicable tools may include a special service district or housing improvement area.

### PRELIMINARY STEPS FOR IMPLEMENTING FINANCING STRATEGIES

- » Prepare preliminary cost estimates for future improvements to roadway.
- » Prepare preliminary estimate for land acquisition costs related to commercial and residential development.
- » Calculate preliminary estimated taxable market value of commercial property and residential property within the development concept area. This may be accomplished by using estimated square-footage of future development, type (i.e., quality) of development, and applying per square footage taxable market values for similar property in the City.
- » Consider status of existing buildings, on a preliminary basis, to determine whether potential finding for condition of substandard is a reasonable possibility.
- » Determine estimated future local property tax revenue to be generated from the commercial and residential improvements.
- » Consider what objectives the City may wish to encourage, related to the private commercial and residential development, for which application of financing tools may be considered.



HODGSON & COUNTY ROAD J

HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN

HODGSON FROM SOUTH OF HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# IMPLEMENTATION TOOLS

# Supporting Residential Neighborhoods

The planning process determined that in many of the study areas it is likely that single-family homes will remain due to limited market potential and insufficient lot area and depth for redevelopment to occur.

The City of Shoreview already has a number of programs which support maintenance and reinvestment of residential properties. These include:

- » Housing Resource Center
- » Rental Housing Licensing
- » SHINE
- » Home Improvement Loan Program

The City may want to explore additional programs to support the long-term health of the residential neighborhoods in the study areas. In developing programs, it is important to remember that depending on the source of funding the programs do not need to serve the entire City, but could be targeted to specific neighborhoods.

One program that exists in many older suburbs that is generally applied city-wide is a point of sale inspection program. While it can be implemented in different ways, generally such a program requires that before a single-family home is listed for sale it must be inspected. In some cities a homeowner must correct the deficiencies before it can be offered for sale, while in others it just needs to be disclosed to potential buyers. Communities that have point-of-sale programs include Minneapolis, St. Paul, Richfield, New Hope, and St. Louis Park.

An example of a program that may be beneficial to specifically target for neighborhoods in this study would be a type of landscaping grant or technical assistance program that could help low and moderate income homeowners fix up the outside of their single-family homes and front yard. A similar program in Brooklyn Park requires projects to be located in the front or side yard of the home. Projects must be also be visible from a public street. The intent of the program is to help spruce up neighborhoods and protect property values. The program provides matching grants of

\$1,000 to \$5,000 to make repairs, additions and upgrades, including grading around the home, fixing a foundation leak, trimming or removing overgrown or dead shrubs and trees, replacement or addition of new shrubs and trees, or the addition of a front porch. This program may be particularly beneficial for the Hodgson and County Road J and Hodgson corridor between Highway 96 and Gramsie as those areas are likely to remain single-family homes into the foreseeable future.

## Financial Tools

One of the objectives of the planning process was to identify the types of public actions needed to bring about the key elements proposed in the development concepts. While the specific development and redevelopment projects are not yet known, a list of potential City and/or Economic Development Authority (EDA) actions to assist with development and redevelopment includes:

- » Construction of public infrastructure improvements, including roadway improvements.
- » Acquisition of land to assemble suitable development sites and removal of physical barriers to redevelopment, including buildings and storm water management challenges that may exist.
- » Financial assistance for construction of housing, where certain City objectives related to the housing may be desirable.
- » Removal of economic barriers to new private investment, including land assembly.



*A home spruced up through Brooklyn Park's Fix-It Fund*

# Application of Tools

This section provides an overview of the tools available to finance the types of public actions described in each of the study areas. More information regarding each individual tool can be found in the Toolbox section.

## INFRASTRUCTURE

Most forms of public infrastructure can be financed with **special assessments**. Infrastructure that can be financed by special assessments includes:

- » Streets
- » Water main
- » Sidewalks and trails
- » Storm sewer
- » Sanitary Sewer
- » Street lighting
- » Parks and open space

Statutory authority (Minnesota Statutes, Section 429.091) allows a city to issue general obligation bonds if at least 20% of the cost of the improvements to the city is assessed to benefited property owners. Property owners may also petition the City. Property owners may also agree to the amount to be assessed and waive rights of appeal through a negotiated process. Project costs not assessed can be paid from any other legally available source of revenue.

Special assessments can also be used to build and maintain public parking facilities. This finance power comes from different statutory authority (Minnesota Statutes, Section 459.14) and is subject to slightly different requirements than Section 429.091. General obligation bonds for parking facilities cannot be issued unless the city has levied (or will levy) an amount equal to at least 50% of the bonds.

Municipal utility improvements (sanitary sewer, water and storm sewer) can be paid for with **revenues from respective municipal utilities**. The net revenues of these utilities can be pledged to the repayment of general obligation bonds.

**Special service districts** can be used to finance Development Concept Area infrastructure. A special service district is essentially a taxing district that allows costs to be spread across a defined area of commercial-industrial property. General obligation bonds supported by revenue

from the special service district can be issued to finance the construction of public improvements within the district. In addition, revenues from a special service district can be used to pay for the maintenance of improvements and other services within the district.

The statutory authority to use **property tax abatement** provides a tool for infrastructure investment. The name “tax abatement” is misleading. Taxes are not actually abated, but rather the abatement authority is a means of calculating a city-wide property tax levy that can be used for specified purposes. General obligation bonds supported by an abatement levy can be issued to pay for public improvements.

**Tax increment financing** can be used to pay for public improvements that occur within the boundaries of the TIF district. Under current State Law, there are limitations on the ability to spend tax increments on activities that occur outside of the district. General obligation bonds can be issued to pay for TIF eligible expenses if at least 20% of the revenue to pay debt service comes from tax increment.

## ACQUISITION OF LAND

There are more limited options for cities to acquire property to assemble and prepare sites for development, including removal of buildings and soil correction.

**Tax increment financing** can be used to acquire land and prepare sites for development. As noted with infrastructure, the use of the tax increment is largely limited to within the boundaries of the TIF district. The use of general obligation bonds to acquire land is also subject to limitations on the amount of land that can be acquired with bond proceeds and owned by the city.

**Property tax abatement** can be used to finance the acquisition of land in the same manner as authorized for public improvements.

Both an economic development authority (EDA) and a housing redevelopment authority (HRA) have the statutory authority to **levy a special property tax**. Revenues from this tax can be used for any authorized purpose, including land acquisition.

## FINANCING FOR HOUSING

A “housing” tax increment financing district is designed specifically to assist with the construction of affordable housing. A minimum percentage of the units must be

Potential Financing Tools <sup>1</sup>	Development Concepts				
	COUNTY ROAD J	TANGLEWOOD	HIGHWAY 96	HODGSON	RICE
Redevelopment TIF District			X		
Renovation and Renewal TIF District			X		
Housing TIF District	X	X	X	X	
Economic Development TIF District					
Property Tax Abatement	X	X	X	X	X
Special Assessments	X	X	X	X	X
Special Service District	X	X	X	X	X
Housing Improvement Area	X	X	X	X	X

<sup>1</sup> Potential financing tools are presented as preliminary options. To qualify for use of a specific financing tool certain conditions will need to be present and additional facts, not presently known, will need to be confirmed.

occupied by persons meeting certain income requirements. A housing TIF district may be used for both honor-occupied and rental housing.

A **housing improvement area** is a special taxing district that can be used to pay for improvements to areas of owner-occupied housing. The improvements may be public infrastructure and enhancements to dwelling units. General obligation bonds supported by “fees” from the area can be issued to finance eligible improvements. This authority is available to the City.

### REMOVAL OF ECONOMIC BARRIERS TO PRIVATE DEVELOPMENT

Many of the tools as described above in this section can be used directly by the City or in conjunction with private development. It should be anticipated that public financial participation will be needed to achieve public objectives for development within the development concepts. Potential forms of development assistance may include:

- » The assembly of sites prior to development.
- » Offsetting additional site preparation costs, including the demolition and clearance of existing structures.
- » Providing or reconstructing infrastructure needs to support development.
- » Providing surface or structured parking facilities.
- » Providing parks and public spaces.
- » Attracting the types and quality of development projects desired for Development Concept Areas.
- » Encouraging the provision of affordable housing units. Investing in developer projects to achieve other desired public objectives, not related to affordability.

### Tool Box

The prior section connected various implementation actions to available finance tools. The following section provides a more detailed discussion of the application and

the considerations involved with the use of key tools. The chart on the following page identifies in which study areas the different tools may be appropriate.

## TAX INCREMENT FINANCING (TIF)

Tax increment financing is the primary development finance tool available to Minnesota cities. TIF is simple in concept, but complex in its application. Through tax increment financing, the property taxes created by new development (or redevelopment) are captured and used to finance activities needed to encourage the development. The challenge in using TIF lies with the complex and ever-changing statutory limitations.

The following overview highlights some of the considerations in creating and using a TIF district. This information offers a basic orientation.

### TIF District Qualifications

The most important consideration in evaluating the use of TIF is the legal ability to establish a district. There are four types of TIF district that are most likely to have application for the Development Concept Areas, not all of these types will be applicable for each of the different Development Concept Areas:

- » Redevelopment TIF District
- » Renewal and Renovation TIF District
- » Housing TIF District
- » Economic Development TIF District

Each type of district listed is governed by a unique set of rules. In addition to discussing these rules, this section also provides information on the following:

- » Pooling of tax increment
- » Timing constraints for use of tax increment
- » Land acquisition and limits related to use of tax increment

The key to establishing a **redevelopment TIF District** is the presence of “structurally substandard” buildings. More than 50% of the buildings in the district must meet the statutory criteria for being structurally substandard. The TIF Act contains specific requirements for making the finding that a building is structurally substandard. A redevelopment TIF district has a maximum duration of 25 years. Not less

than 90% of the tax increment must be used to correct redevelopment factors. Eligible uses include, but are not limited to acquiring properties containing structurally substandard buildings or improvements or hazardous substances, pollution, or contaminants; acquiring adjacent parcels necessary to provide a site of sufficient size to permit development; demolition and rehabilitation of structures; clearing of the land; the removal of hazardous substances or remediation necessary to development of the land; and installation of utilities, roads, sidewalks, and parking facilities for the site. The city’s administrative expenses may be included in the qualifying costs.

A **renewal and renovation TIF district** has a reduced requirement for structurally substandard buildings. For a renewal and renovation TIF district, only 20% of the buildings must meet the structurally substandard criteria. An additional 30% of the buildings in the district must “require substantial renovation or clearance to remove existing conditions such as: inadequate street layout, incompatible uses or land use relationships, overcrowding of buildings on the land, excessive dwelling unit density, obsolete buildings not suitable for improvement or conversion, or other identified hazards to the health, safety, and general well-being of the community. A renewal and renovation TIF district may have a maximum duration of 15 years from the date of receipt of the first increment. Not less than 90% of the tax increment must be used to correct redevelopment factors.

A **housing TIF district** is intended for housing occupied, in part, by persons or families that need specific income criteria. The criteria are different for owned and rental housing. For owner occupied property, 95% of the housing units must be initially purchased and occupied by individuals whose family income is less than or equal to the income requirements for qualified mortgage bond projects under section 143(f) of the Internal Revenue Code. For households of one or two people, the threshold under the IRS Code is 100% of the greater of the area median gross income or the statewide median gross income. For larger households, the threshold is 115% of the median income. The income requirements for rental housing are tied to section 142(d) of the Internal Revenue Code. There are two options for income restrictions: (1) 20% or more of the residential units are occupied by individuals whose income is 50% or less of area median gross income, or (2) 40% or more of the residential units are occupied by individuals whose income is 60% or less of area median gross income. While the owned housing test applies to the initial

purchase, the rental requirements apply for the duration of the tax increment financing district. No more than 20% of the square footage of buildings that receive TIF assistance may consist of commercial, retail, or other nonresidential uses. The tax increment must be used solely to finance the cost of the “housing project” as defined by the statute. The cost of public improvements directly related to the housing project and the allocated administrative expenses of the city may be included in the cost of a housing project. The maximum duration for a housing TIF district is 25 years from the date of receipt of the first increment.

An **economic development TIF district** may only be established for specific types of development. The current list of eligible types includes the manufacturing/production of tangible personal property, warehousing/ storage/ distribution, research and development, telemarketing (if that activity is the exclusive use of the property), and tourism facilities. These uses seem to have limited, if any, application for the Development Concept Areas. The maximum duration for an economic development TIF district is eight years from the date of receipt of the first tax increment.

### TIF Pooling

The term “pooling” refers to the ability to spend money outside of the boundaries of the TIF district. For redevelopment districts, not more than 25% of revenues derived from tax increments can be spent on activities outside of the TIF district. The limit is 20% for all other districts. Monies spent on administrative expense count against this limit. This limit reduces the ability of TIF to pay area-wide improvements and to use excess revenues to support other development sites.

The TIF Law allows for additional expenditures outside of the TIF district for certain housing activities. For housing TIF districts, tax increments can be spent on projects that meet the criteria for establishing a housing TIF district. For all other types of TIF district, the amount of expenditure is limited to an additional 10% in the regular pooling limitations. To qualify for the 10% pooling increase, the expenditure must:

- » Be used exclusively to assist housing that meets the requirement for a qualified low-income building, as that term is defined in Internal Revenue Code (IRC).
- » Not exceed the qualified basis of the housing, as defined under IRC, less the amount of any credit allowed under IRC.

- » Be used to acquire and prepare the site of the housing; acquire, construct, or rehabilitate the housing; or make public improvements directly related to the housing.
- » Be used to develop housing if the market value of the housing does not exceed specified thresholds and if the expenditures are used only for eligible activities.

### TIF Timing Constraints

Timing factors must be considered in creating a TIF district. The key timing constraints are:

- » Within 3 years from the date of certification, the City must undertake activity within the district. The statutory criteria of activity includes the issuance of bonds in aid of a project, acquisition of property, or the construction of public improvements. Without qualifying activity, no tax increment can be collected from the district.
- » Within 4 years from the date of certification, the City or property owners must take qualifying actions to improve parcels within the district. All parcels not meeting these statutory criteria must be removed (knocked down) from the district. Upon future improvement, any parcel so removed may be returned to the district.
- » After 5 years from the date of certification, the use of tax increment is subject to new restrictions. Generally, tax increment can be used only to satisfy existing debt and contractual obligations.
- » After 5 years from the date of certification, the geographic area of the District can be reduced, but not enlarged.

These timing constraints make the coordination between the use of TIF and the start of new development an essential factor. It is not feasible to create a TIF district and simply wait for development to occur.

### TIF and Land Acquisition

The ability to acquire land with proceeds of tax increment bonds is restricted by statute. For example, for a redevelopment TIF district, the city may not use bond proceeds to acquire more than 25% of the property (acreage) within the project. For a housing TIF district and an economic development TIF district, the percentage is limited to 10%. The limitation on acquisition maybe

exceeded if prior to acquisition, the city has entered into a development agreement that provides recourse for the city should the development not be completed.

## TAX ABATEMENT

Tax abatement works like a simpler and less powerful version of tax increment financing. With TIF, the City controls the entire property tax revenue from new development. Under the abatement statute, the city, county and school district have independent authority to grant abatement. The term “abatement” is actually misleading. Abatement suggests that the taxes will be waived. In reality, the statute allows local governments to levy an additional property tax. The calculation of the allowable levy is based on the determination of an amount of abated tax on the value of properties subject to the abatement. The revenue from tax abatement can be retained for use by the City or returned to a property owner as reimbursement for development expenditures.

The statute grants the authority to issue general obligation bonds supported by the collection of abated taxes. The proceeds of the bonds may be used to pay for (1) public improvements that benefit the property, (2) land acquisition, (3) reimbursement to the property owner for improvements to the property, and (4) the costs of issuing the bonds.

Tax abatement can be applied to all or a portion of the tax capacity value of a parcel, not just the value created by new development as with tax increment financing. The value subject to abatement is determined by the city. The determination of abatement area is a combination of value needed to generate the necessary revenues and a nexus between the parcels and the activities funded by tax abatement.

A city has a finite amount of abatement capacity. In any year, the total taxes abated by a political subdivision may not exceed the greater of 10% of the subdivision’s net tax capacity value or \$200,000. If one political subdivision declines to abate, then the abatement levy can be made for a maximum of 20 years. If the city, county and school district all abate, then the maximum period drops to 15 years. Taxes cannot be abated for property located within a tax increment financing district.

## SPECIAL ASSESSMENTS

Public improvements are often financed using the power

to levy special assessments (Minnesota Statutes Chapter 429). The authority to use special assessments to finance parking facilities comes from a separate section of State Law (Minnesota Statutes, Section 459.14). A special assessment is a means of benefiting properties to pay for all or part of the costs associated with improvements and to spread the impact over a period of years. From a city perspective, this authority provides an important means of raising capital.

Careful consideration must be given to setting the amount of the assessment. From a legal perspective, the amount of an assessment cannot exceed benefit to property as measured by increased market value. There are also practical considerations. Benefiting property owners should pay for a fair share of improvement costs without creating an economic disincentive to building within a Development Concept Area. Within this limitation, several factors will shape the amount of the assessment.

- » The amount of the assessment must be 20% or more (50% or more for parking facilities) of the improvement cost to allow the issuance of bonds.
- » Local improvement policies and/or decisions made on previous projects often create parameters for assessments. Likewise, assessment decisions should be made with consideration of the potential implications for future similar projects.
- » The assessment must strike a balance between equity and feasibility. Properties that benefit from improvements should pay a fair share of the costs. The assessment must be affordable for both the property owner and the City. Reducing the assessment to the property requires the City to allocate other revenues to the project.

## SPECIAL SERVICE DISTRICT

A special service district is a tool for financing the construction and maintenance of public improvements within a defined commercial or industrial area. This legislation is currently scheduled to sunset in 2028.

A special service district has several potential applications for transit oriented development areas. The district provides an alternative means of financing the construction of any of the public improvements discussed previously with special assessments. The nature of activities that can be funded through a special service district is very flexible. The statute authorizes a special service district to finance



“improvements” but does not define or restrict the type of improvement. The city specifies the eligible improvements in the ordinance that establishes the district. A special service district is not limited to capital improvements. The district may also be used to finance the delivery of services.

The service district approach avoids the benefits test imposed by special assessments. The test for the district is that the amount of service charges imposed must be reasonably related to the special services provided. The costs of parking or streetscape improvements, for example, may be better spread across a district than through assessments to individual properties.

An important use of the special service district is to provide a stable source of funding for the on-going maintenance of public improvements. It is possible that some of the improvements needed in the transit improvement development areas will require a level of maintenance above the typical public improvement. Items such as banners and planted materials must be maintained and replaced. Higher levels of cleaning and snow removal may be needed. Without a special service district, these costs are borne through the General Fund of the City.

The use of a special service district is subject to some important constraints:

- » The process to create district and to levy taxes to use must be initiated by petition of property owners and is subject to owner veto. The use of a special service district requires a collaboration of property owners and the City. There are two separate steps in the process: (1) adoption of an ordinance establishing the service district and (2) adoption of a resolution imposing the service charges. Neither step can be initiated by the City. The City must be petitioned to undertake the processes to create a special service district and to impose service charges. At a minimum, the petitions must be signed by owners representing 25% of the area that would be included in the district and 25% of the tax capacity subject to the service charge.
- » The actions of the City Council to adopt the ordinance and the resolution are subject to veto of the property owners. To veto the ordinance or the resolution, objections must be filed with the City Clerk within 45 days of initial Council action to approve. The objections must exceed 35% of area, tax capacity or individual/business organizations in the proposed district.

- » The service charge applies solely to non-residential property. State Law limits the application of a service charge to only property that is classified for property taxation and used for commercial, industrial, or public utility purposes, or is vacant land zoned or designated on a land use plan for commercial or industrial use. Other types of property may be part of the service district, but may not be subject to the service charge.

## HOUSING IMPROVEMENT AREA

The City has the power to establish a special taxing district to make improvements in areas of owner-occupied housing (Minnesota Statutes, Sections 428A.11 through 428A.21). A housing improvement area is a defined collection of parcels. The area may cover a single redevelopment project or a broader section around a Development Concept Area. The statute allows each city to define the nature of housing improvements. This tool can be used to finance any form of public improvement, including streetscape, parking and trails. A housing improvement area can also be used for private improvements that are part of new or existing housing developments.

The City has the power to levy a “fee” on the housing units in the area. This fee may work like a property tax or may be spread using another approach determined by the City. The fee can be collected through the property tax system.

The housing improvement area is similar in concept to the special service district. It is a special taxing district that can be used to finance a variety of improvements. However, there is an important administrative difference with the housing improvement area: the City has the ability to assign the procedures for imposing “fees” and administering the area to another “authority,” such as the Economic Development Authority.

The City does not have the unilateral power to establish a housing improvement area. The process must be initiated by petition of property owners. In addition, the actions to establish the area and impose the fees are subject to veto by the property owners. These potential complications become moot if the area is set up at the beginning of the development process. Typically, there is a single property owner at this stage of the process.





HODGSON AND COUNTY ROAD J

HODGSON FROM NORTH OF HIGHWAY 96 TO TANGLEWOOD

HIGHWAY 96 FROM SHOREVIEW COMMONS TO MACKUBIN





HODGSON FROM SOUTH OF HIGHWAY 96 TO GRAMSIE

RICE STREET AROUND INTERSTATE 694

# APPENDIX


# Hodgson & County Road J

## Summary of Recommended Actions

Project Areas	Comprehensive Plan	Additional Actions
 <p><b>A</b></p>	<ul style="list-style-type: none"> <li>» Currently in PDA #3.</li> <li>» Expand PDA #3 to encompass residential properties and add descriptions for use type and density.</li> <li>» If the PDA is not expanded, then add medium and high density land use designation on the west.</li> </ul>	<ul style="list-style-type: none"> <li>» Coordinate with Ramsey County on any road improvements to ensure sufficient right of way is provided and access points are maintained to support development/redevelopment.</li> <li>» Explore opportunities to mitigate wetlands or use innovative stormwater management techniques to expand the commercial potential around the intersection.</li> <li>» Confirm ownership and the process for vacating/selling the former water utility corridor that extends diagonally across the study area to increase the development potential of surrounding properties.</li> <li>» Identify proposed trail along County Road J on Trail and Bikeway Map.</li> </ul>
 <p><b>B</b></p>	<ul style="list-style-type: none"> <li>» Evaluate during next Comprehensive Plan Update.</li> <li>» Expand PDA #3 to encompass entire study area. If the PDA is not expanded, then reguide to Residential (4 to 8 units per acre).</li> </ul>	<ul style="list-style-type: none"> <li>» Coordinate with Ramsey County on any road improvements to ensure sufficient right of way is provided and access points are maintained to support development/redevelopment.</li> <li>» Target this area for housing programs to support improvements and maintenance.</li> </ul>
 <p><b>C</b></p>	<ul style="list-style-type: none"> <li>» Evaluate during next Comprehensive Plan Update.</li> <li>» Expand PDA #3 to encompass entire study area. If the PDA is not expanded, then reguide to Residential (8 to 20 units per acre) or High Density Senior Residential.</li> </ul>	<ul style="list-style-type: none"> <li>» Coordinate with Ramsey County on any road improvements to ensure sufficient right of way is provided and access points are maintained to support development/redevelopment.</li> <li>» Target this area for housing programs to support improvements and maintenance.</li> </ul>
 <p><b>D</b></p>	<ul style="list-style-type: none"> <li>» Evaluate during next Comprehensive Plan Update.</li> <li>» Expand PDA #3 to encompass entire study area. If the PDA is not expanded, then reguide to Residential (4 to 8 units per acre).</li> </ul>	<ul style="list-style-type: none"> <li>» Coordinate with Ramsey County on any road improvements to ensure sufficient right of way is provided and access points are maintained to support development/redevelopment.</li> <li>» Target this area for housing programs to support improvements and maintenance.</li> </ul>




# Hodgson from North of Highway 96 to Tanglewood

## Summary of Recommended Actions

Project Area	Comprehensive Plan	Additional Actions
	<p>» Modify PDA #9 description to:</p> <ul style="list-style-type: none"> <li>• Incorporate the possibility of medium density residential.</li> <li>• Clearly state that while the flag lot located just outside the study area does not need to be included in any redevelopment plans, access to the site does need to be maintained.</li> <li>• Clarify that the circulation for the site will be by a private driveway and what design standards need to be met.</li> </ul>	<ul style="list-style-type: none"> <li>» Continue discussions with Oak Hill Montessori on future plans.</li> <li>» Encourage development to occur from south to north in order that accesses can be consolidated into one or two points along Hodgson.</li> <li>» Open up dialogue with Applewood Pointe of Shoreview to determine whether a shared access through the site is possible to further consolidate Hodgson accesses.</li> </ul>





# Highway 96 from Shoreview Commons to Mackubin

## Summary of Recommended Actions

Project Area	Comprehensive Plan	Additional Actions
 <p>See page 35 to see alternative configurations</p> <p><b>A</b></p>	<ul style="list-style-type: none"> <li>» Create a new PDA that focuses on medium and high density residential.</li> </ul>	<ul style="list-style-type: none"> <li>» Create a new mixed residential zoning district to accommodate a mix of medium and high density residential.</li> <li>» Monitor the condition of homes and assemble sites from willing sellers if needed.</li> <li>» Explore feasibility and design for additional access into Civic Campus Area.</li> <li>» Develop and annually contribute to fund to be used for the assembly of sites for redevelopment purpose.</li> </ul>
 <p>See page 36 for options 1, 2a and 2b</p> <p><b>B</b></p>	<ul style="list-style-type: none"> <li>» Reexamine and update PDA #8 to reflect the Development Concepts.</li> <li>» Reevaluate whether limited commercial is allowed in PDA.</li> <li>» Redevelopment plans should transition densities from higher densities at Highway 96 to lower densities adjacent to the existing single-family neighborhoods.</li> </ul>	<ul style="list-style-type: none"> <li>» Continue discussions with Gospel Hill Camp and Ministry Center on future plans. Link to potential developers if interested.</li> <li>» Allow phasing with a long-term plan prepared.</li> <li>» Secure right-of-way or easement for a trail along Snail Lake.</li> <li>» Consider extending a roadway through the site to connect with Harbor Court.</li> </ul>
 <p>See page 35 to see alternative configurations</p> <p><b>C</b></p>	<ul style="list-style-type: none"> <li>» Revise the description for PDA #8 to reflect potential destination commercial and cottage commercial uses.</li> <li>» Establish a new zoning district that can be applied for cottage commercial uses. The district would need to address potential impacts like parking, deliveries, noise, odors, etc.</li> </ul>	<ul style="list-style-type: none"> <li>» Evaluate whether additional parkland along Snail Lake would be beneficial.</li> <li>» Preserve right-of-way or an easement for a trail along Snail Lake.</li> <li>» Coordinate with Ramsey County on plans for the adjacent Snail Lake Marsh area.</li> </ul>

# Hodgson From South of Highway 96 to Gramsie

## Summary of Recommended Actions





Project Area	Comprehensive Plan	Additional Actions
 <p><b>A</b></p>	<ul style="list-style-type: none"> <li>» Complete a park master planning process for Sitzer Park to determine whether expansion to the south would be beneficial and what would be included in such an expansion.</li> <li>» Evaluate during next Comprehensive Plan Update - either reguide for park or for residential (4 to 8 units per acre)</li> </ul>	<ul style="list-style-type: none"> <li>» Continue discussions with church about their future plans.</li> <li>» Facilitate exploration of potential concepts for the site and connections to developers if interested.</li> <li>» Ensure site access is aligned with public street across Hodgson.</li> </ul>
 <p><b>B</b></p>	<ul style="list-style-type: none"> <li>» No changes needed.</li> </ul>	<ul style="list-style-type: none"> <li>» No additional actions needed.</li> </ul>
 <p><b>C</b></p>	<ul style="list-style-type: none"> <li>» Expand PDA #16 to incorporate both sides of Hodgson at Gramsie.</li> </ul>	<ul style="list-style-type: none"> <li>» Continue discussion with church about future plans and possible opportunity for housing.</li> <li>» Explore with Ramsey County the potential for the stormwater management easement area north of Gramsie and east of Hodgson to be sized to accommodate stormwater needs for nearby private development projects as well.</li> </ul>
 <p><b>D</b></p>	<ul style="list-style-type: none"> <li>» Expand PDA #16 to incorporate both sides of Hodgson at Gramsie.</li> <li>» Evaluate whether internal circulation pattern will be public or private street and revise PDA language accordingly.</li> </ul>	<ul style="list-style-type: none"> <li>» Work with Ramsey County to ensure adequate access to site.</li> </ul>

### Overall

- » Target housing programs to this corridor to support its long-term health and viability as a single-family neighborhood.
- » Explore ways to minimize the impact of the Hodgson Road reconstruction on the single-family properties - include funding for mitigation as part of project cost (see page 52 for more information).

# Rice Street around Interstate 694

## Summary of Recommended Actions

Project Area	Comprehensive Plan	Additional Actions
	<ul style="list-style-type: none"> <li>» Update PDA #18 to reflect this study, including expanding potential uses to include high density residential. Include requirements for buffers to the adjacent single-family neighborhoods.</li> </ul>	<ul style="list-style-type: none"> <li>» Create a new Mixed Use District that includes commercial, office, high density residential, and live-work.</li> <li>» Maintain open communication with Vadnais Heights on redevelopment projects - ensure safe access points are maintained.</li> </ul>
	<ul style="list-style-type: none"> <li>» Update PDA #18 to reflect this study, including referencing the impact that lack of access has on future development.</li> </ul>	<ul style="list-style-type: none"> <li>» Reexamine development concept once interchange design determined.</li> <li>» Maintain communication with Ramsey County and MnDOT on needed access points to the potential redevelopment sites.</li> </ul>
	<ul style="list-style-type: none"> <li>» Update PDA #18 to reflect this study, including identifying the need for shared access and parking for Project C, as well as the ability for the area to be used for commercial or office.</li> </ul>	<ul style="list-style-type: none"> <li>» Discuss with property owner regarding the opportunity for shared parking to facilitate redevelopment.</li> <li>» Review zoning to ensure shared parking can be used to accommodate additional development to the south.</li> </ul>
	<ul style="list-style-type: none"> <li>» Evaluate during next Comprehensive Plan Update.</li> </ul>	<ul style="list-style-type: none"> <li>» Create a new Mixed Use District that includes commercial, office, high density residential, and live-work.</li> <li>» Further evaluate how access could be consolidated into an overall redevelopment area.</li> </ul>

**TO:** Planning Commission  
**FROM:** Kathleen Castle, City Planner  
**DATE:** February 20, 2015  
**RE:** Accessory Structures

### **INTRODUCTION**

Earlier this month, the Planning Commission met jointly with the City Council and discussed the existing accessory structure regulations and increased requests for conditional use permits and variances. Planning Commission members had expressed interest in reviewing the standards in response to the increase in applications and Council feedback was sought due to the extensive input that was received in 2006 when the current standards were adopted. While the Council was generally supportive of the existing regulations, members were open to potentially amending the existing regulations and addressing the maximum area permitted, a tiered approach for structure sized based on lot area and increasing structure setbacks if needed.

### **MAXIMUM AREA**

The Development Code (Section 205.082 (D)(5)(a)) does establish a maximum permitted area for accessory structures on parcels less than one acre. On these lots, an accessory structure are limited to 150 square feet in size but can be increased to 288 square feet in size provided a conditional use permit is received. In addition, the total of all accessory structures cannot exceed 90% of the dwelling unit foundation area or 1,200 square feet, whichever is less.

On parcels greater than one acre, a conditional use permit is required to exceed the limits defined for parcels less than one acre. There is, however, no cap for the maximum area. If the conditional use permit criteria and standards can be satisfied, then the permit should be issued. Without a cap, there is some concern that larger accessory structures would not meet the spirit and intent of the Development Code which is to ensure that the dwelling remains the primary use of the property is residential and that an accessory structure, whether attached or detached, does not detract from the residential character of the property or neighborhood.

### **TIERED APPROACH**

Information regarding existing lot sizes is being presented to the Commission. The majority of residential parcels in the City are one half acre (21,780 square feet) or less. Five of the twelve approved variances permitting larger floor areas have been on properties that are less than a half acre. Five of the sixteen conditional use permits have also been on properties less than a half acre in size. The remaining eighteen applications were for accessory structures on parcels that were larger than one-half acre. Maintaining the existing standards for these smaller lots may be



appropriate as larger structures on smaller lots can have a greater impact on the residential character of the property and neighborhood.

The Commission should note for parcels 1 acre or larger in size, lot area is measured above the ordinary high water line of a lake, pond or wetland area on the property. This restriction connects the buildable area of the property with the permitted accessory structure size and considers the building capacity of the site.

Establishing a tiered approach for accessory structure size may be reasonable for larger properties, however, consideration should also be given to the dwelling unit foundation area. The Staff believes the intent of the code should remain the same with accessory structures being a subordinate use/structure on the property.

### **INCREASED STRUCTURE SETBACKS**

Per Code Section 205.082 (D)(5)(b) detached accessory structures must be located in the side or rear yard of a property and be setback a minimum of 5 feet from a side property line and 10 feet from a rear property line. When a conditional use permit is requested, the structure must be located in the rear yard and the minimum setback from the side property line increases to 10 feet (Section 205.082 (C)(2)(c)). The City can require greater setbacks to mitigate the impact of the structure on adjoining property. Increasing these setbacks should be explored if larger structures are going to be permitted.

### **RECOMMENDATION**

Information attached includes the current regulations, a summary of ordinance requirements from other communities (including those suggested by the City Council), recent accessory structure activity and a map of residential lot sizes. The Commission is being asked to review this information and have further discussion regarding potential ordinance changes.

#### Attachments

- 1) Section 205.082 Detached Residential District, R1
- 2) Summary of Approved CUP's and Variances
- 3) Summary of Regulations - Other Cities
- 4) Map – Single Family Parcel Acreage

(a) Add 15 feet for the minimum corner lot width requirement.

(3) Setbacks.

Rev. Date  
5/20/13  
Ord. 907

(a) Front Yard. Dwellings and accessory structures shall have a front yard setback of at least twenty-five (25) feet but in no event more than forty (40) feet.

(b) Rear Yard. Dwellings shall have a rear yard setback of at least 30 feet and accessory structures shall have a rear yard setback of at least 10 feet, regardless of lot area requirements.

(c) Side Yard. Side yards adjoining a street right-of-way shall be treated as a front yard for purposes of setback requirements. Dwellings and accessory structures shall maintain minimum side yard setbacks as follows:

<u>District</u>	<u>Dwelling</u>	<u>Accessory Structures</u>
RE (20)	10	5
RE (40)	10	5
RE (60)	15	10
RE (80)	15	10

(d) Lot Coverage. Lot coverage shall be restricted as follows:

<u>District Title</u>	<u>Maximum Lot Coverage</u>
RE (20)	30%
RE (40)	20%
RE (60)	15%
RE (80)	15%

(D) Lots of Record. Legal lots of record that existed prior to a rezoning to a Residential Estate District shall continue to be classified as buildable lots, provided any new construction complies with the RE District standards to extent practical, as determined by the Director of Community Development.

**205.082 Detached Residential District (R1)**

(A) Purpose. In addition to the purposes defined in Section 205.080 (Residential Overview), the Detached Residential District is established to reserve appropriately located areas for single-family living at reasonable population densities consistent with the Land Use Plan Chapter of the Comprehensive Guide Plan.

(B) Permitted Uses. In addition to the uses defined in Section 205.080 (Residential Overview), the following activities are permitted in the Detached Residential District:

- (1) Single-family structures and accessory structures.
- (2) Accessory apartments subject to permit requirements of Section 203.031 (Accessory Apartment Permit).
- (3) Manufactured homes.
- (4) The keeping of non-domestic animals is permitted on property containing two (2) or more acres. The City Council may require the owner of non-domestic animals to apply for a Conditional Use Permit if the Council determines that it is in the best interest of the public's health, safety or general welfare; provided, however, that the raising and keeping of not more than four (4) hen chickens or pullets is permitted on property less than two (2) acres provided a license is obtained in accordance with Section 601.020(D).
- (5) The keeping of Wild Animals is permitted pursuant to the provisions of Section 601.020(B) and provided a license is obtained in accordance with the requirements of that Section.

Rev.Date  
5/3/10  
Ord. #868

Rev. Date  
11/17/08  
Ord. 837

**(C) Conditional Uses.** Approval of a Conditional Use Permit shall require compliance with the requirements set forth in Section 203.032(D) (Conditional Use Permits).

- (1) Funeral Homes (mortuaries) provided the site adjoins a collector or arterial roadway. The performance standards set forth in Section 205.043(C) (General Commercial District (Conditional Uses) shall also be imposed as a condition(s) of approval.

**(2) Accessory Structures.**

- (a) On parcels less than 1 acre in size, accessory structures that have an area of 150 square feet to 288 square feet in size are permitted as a conditional use provided the standards in Section 205.082(C)(2)(c) are met.

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4/17/06  
Ord. #789

- (b) On parcels 1 acre or larger in size, accessory structures that exceed the maximum allowable square footage are permitted as a conditional use provided the standards in Section 205.082(C)(2)(c) are met.

(c) Performance Standards

- (1) The accessory structure shall be located in the rear yard of the property except as otherwise permitted by this ordinance.
- (2) The accessory structure shall be setback a minimum of 10 feet from the side property line and 10 feet from the rear property line; however, the City may require greater setbacks to mitigate impacts on adjoining properties.

- (3) For parcels 1 acre or larger in size, the lot shall have a minimum area of 1 acre above the ordinary high water line of a lake, ponding area or wetland on the property.
- (4) The accessory structure shall be screened from view of adjacent properties and public streets through the use of landscaping, berming, fencing or a combination thereof.
- (5) The structure shall comply with the standards of Section 205.082(D)(5) of this ordinance.

(D) Required Conditions. In addition to the conditions of Section 205.080(D) (Residential Overview), the following conditions apply:

- (1) Lot Size. A lot of not less than 10,000 square feet with a minimum width of 75 feet and a minimum depth of 125 feet.
- (2) Setback. Dwelling and accessory structures shall have a front yard setback of at least twenty-five (25) feet but in no event more than forty (40) feet. The side yard setback shall be a minimum of ten (10) feet except that side yards adjoining a street right-of-way shall be treated as a front yard for purposes of setback requirements. The rear yard setback shall be a minimum of thirty (30) feet. Zero lot line developments are permitted if consistent with adjacent land uses.
- (3) Height. 35-feet maximum.
- (4) Lot coverage. Maximum of 40%.

(5) Accessory Structures.

(a) Maximum Area.

- (i) Attached Accessory Structure: 1,000 square feet or 80% of dwelling unit foundation area, whichever is more restrictive.
- (ii) Detached Accessory Structure:
  - a. Area shall not exceed the 75% foundation area of the dwelling unit or 750 square feet whichever is more restrictive.
  - b. Parcels less than 1 acre in size:
    - i. When there is no attached garage or an attached garage that is less than a two-car, a single detached accessory structure may consist of the maximum area allowed in Section 205.082(D)(5)(a)(ii)(a). However, the second detached structure shall not exceed 150 square feet. The area of the second detached accessory structure may be increased to a

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maximum of 288 square feet upon Conditional Use Permit approval.

- ii. When there is an attached two-car garage or larger on the property, the total area of all detached accessory structures shall not exceed 150 square feet. The total area of all detached accessory structures may be increased to a maximum of 288 square feet upon Conditional Use Permit approval.

c. Parcels that have a lot area of one or more acres:

- i. When there is no attached garage or an attached garage that is less than a two-car, a single detached accessory structure may consist of the maximum area allowed in Section 205.082(D)(5)(a)(ii)(a). However, the second detached structure shall not exceed 288 square feet.
- ii. When there is an attached two-car garage or larger on the property, the total area of all detached accessory structures shall not exceed 288 square feet.
- iii. The maximum allowable square footage for accessory structures may be exceeded upon Conditional Use Permit approval.

- (iii) The combined area of all accessory structures shall not exceed 90% of the dwelling unit foundation area or 1,200 square feet whichever is more restrictive.

(b) Minimum Setbacks

i. Attached Accessory Structures

- a. Rear yard setback: Not less than 30 feet or the minimum setback required for the principal structure
- b. Side yard setback: 5 feet

ii. Detached Accessory Structures

- a. Side yard: 5 feet
- b. Rear yard: 10 feet
- c. Alleys:
  - i. 20 feet if a garage overhead door faces the alley.

- ii. 10 feet if a garage overhead door is side loaded and does not face the alley.
- iii. Location of the accessory structure shall not interfere with vehicle visibility or traffic movement in the alleyway.
- iii. Accessory structures on corner lots shall be setback the same distance as the principal structure from the street right-of-way except as permitted in 205.080(D)(1).
- iv. No accessory structures shall be located in the front yard of any lot, except for a riparian lot which shall comply with the provisions of Section 203.039 (Riparian Lot-Detached Accessory Structure Permit).
- v. Structures housing non-domestic animals: 100 feet from all property lines except as permitted by the City's licensing provisions.

(c) Height – Detached Accessory Structures

- i. Height of sidewalls cannot exceed 10 feet.
- ii. Maximum height: 18 feet as measured from the highest roof peak to the lowest finished grade; however, in no case shall the height of the accessory structure exceed the height of the dwelling unit
- iii. Storage areas are permitted above the main floor provided they do not exceed an interior height of 6 feet.

(d) Maximum Number of Detached Accessory Structures: 2

(e) Exterior Design and Construction

- (i) The exterior design and materials shall be compatible with the dwelling unit and be similar in appearance from an aesthetic, building material and architectural standpoint.
- (ii) Unfinished metal building exteriors, including corrugated metal siding, untreated non-decay resistant wood, concrete block, cloth, plastic sheeting and other materials that are not compatible with residential neighborhoods are prohibited.
- (iii) All accessory buildings shall maintain a high standard of architectural and aesthetic compatibility with surrounding properties to ensure that they will not adversely impact the surrounding properties and neighborhood.
- (iv) All accessory structures shall have a finished flooring system, with the exception of boathouses.

- (v) No accessory structure shall be constructed prior to the construction of a principal structure.
- (f) Use: Accessory structures are to be used for personal use only and no commercial use or commercial related storage is permitted.
- (g) Escrow: A cash escrow may be required to insure the removal of any accessory structure on the property if said structure must be removed to comply with this Ordinance.
- (h) Evaluation of Impact. The proposed design, scale, massing, height and other aspects related to the accessory structure of any permit requested herein shall be evaluated by the City Manager with respect to the structures and properties in the surrounding area. A building permit may be issued upon the finding that the appearance of the structure is compatible with the structures and properties in the surrounding area and does not reasonably detract from the appearance of the area or city as a whole. Conditions may be attached to the approval of any building permit to ensure that the proposed structure does not have a negative impact on the surrounding areas.

#### **205.083 Attached Residential District (R2)**

- (A) Purpose. In addition to the purposes defined in Section 205.080(A) (Residential Overview), the Attached Residential District is established to:
  - (1) Provide for all income levels an opportunity to enjoy a medium density environment.
  - (2) Reserve appropriately located areas for family living in a variety of types of dwellings at a reasonable range of population densities consistent with the Land Use Chapter of the Comprehensive Guide Plan.
  - (3) Provide special requirements for common facilities, parking and other conditions created by an increased population density.
- (B) Permitted Uses. In addition to the uses defined in Section 205.080(B) (Residential Overview), buildings with 2-6 residential units are permitted in the Attached Residential District.
- (C) Required Conditions. In addition to the conditions of Section 205.080(D) (Residential Overview), the following conditions apply for the Attached Residential District:
  - (1) Lot size. Minimum zoned area of 5 acres unless being rezoned from Urban Underdeveloped; minimum lot size of 10,000 square feet per building plus 1,000 square feet per unit and a width of not less than 80 feet per building.

# 2006-2014, PLANNING COMMISSION

## ACCESSORY STRUCTURES REQUESTS

### CONDITIONAL USE PERMITS AND VARIANCES

#### 34 Total Requests

CUP: 18 (1 Withdrawn)

Variances: 15 (Incl. 3 denials, same property)

Both CUP and Variance: 1

Lots Greater Than 1 Acre: 9

Riparian: 10

Non-Riparian: 23 (Including 3 for the same property)

CUP for Structures 151 - 288 SF: 10

Total Accessory Structures Greater Than 1,200 :	14
	6 Variances
	8 CUPs
	1 Both



VARIANCE/CUP	YEAR	ATT/DET	RIPARIAN/NON-RIPARIAN	STRUCTURE AREA	TOTAL ACC. STRUCTURE AREA	DWELLING AREA	LOT AREA	COMMENTS
CUP	2006	DET	NON-RIPARIAN	288 SF	UNK	UNK	11616 SF	
CUP	2007	DET	NON-RIPARIAN	288 SF	926 SF	UNK	21579 SF	
CUP	2008	ATT	RIPARIAN	>1200 SF TOTAL	1870 SF	2296 SF	1.35 ACRE	ADD TO ATTACHED GARAGE, CREATE 572 SF 2-CAR WITH EXISTING DETACHED
CUP	2009	ATT	NON-RIPARIAN	>1200 SF TOTAL	1896 SF	1932 SF	1.75 ACRE	ADD 3-CAR ATTACHED (896 SF). EXISTING 1000 SF DETACHED
CUP	2010	DET	NON-RIPARIAN	280 SF	904 SF	UNK	20000 SF	
CUP	2010	BOTH	RIPARIAN	>1200 SF TOTAL	2135 SF	5705 SF	2.6 ACRE	1884 SF ATTACHED GARAGE AND 250 SF DETACHED GARAGE
CUP	2012	DET	NON-RIPARIAN	>1200 SF TOTAL	2257 SF	1983 SF	1.56 ACRE	
CUP	2012	DET	NON-RIPARIAN	224 SF	1184 SF	UNK	35970 SF	
CUP	2012	BOTH	RIPARIAN	>1200 SF TOTAL	1891 SF	2399 SF	3.9 ACRE	ATTACHED GARAGE = 1293 SF; DETACHED 422 SF (THIS DETACHED WAS NOT BUILT); BOATHOUSE = 176 SF
CUP	2013	DET	NON-RIPARIAN	400 SF	906 SF	1164 SF	1.77 ACRE	LOT LARGER THAN ONE ACRE; EXCEED THE 288 SF MAX FOR A DETACHED STRUCTURE WITH CUP
CUP	2013	DET	NON-RIPARIAN	175 SF	1039 SF	1550 SF	10720 SF	GAZEBO MORE THAN 150 SF
CUP	2013	DET	NON-RIPARIAN	252 SF	872 SF	1140 SF	30600 SF	SHED MORE THAN 150 SF
CUP	2013	DET	RIPARIAN	>1200 SF TOTAL	1351 SF	2250 SF	1.05 ACRE	REBUILD EXISTING DETACHED GARAGE EXPANDING HEIGHT
CUP	2013	DET	RIPARIAN	>1200 SF TOTAL	1744 SF	1685 SF	2.5 ACRE	NEW 1120 SF DETACHED GARAGE; 624 SF EXISTING ATTACHED GARAGE
CUP	2014	DET	NON-RIPARIAN	157 SF	597 SF	1094 SF	16988 SF	157 SF FLOOR AREA FOR TWO DETACHED STRUCTURES (GREATER THAN 150 SF)
CUP	2014	DET	NON-RIPARIAN	280 SF	856 SF	1120 SF	12168 SF	SHED LARGER THAN 150 SF
CUP	2014	BOTH	NON-RIPARIAN	2040 SF	2040 SF	2364 SF	6.56 ACRE	CONVERT EXISTING GARAGE TO LIVING AREA AND BUILD 2040 SF DETACHED STRUCTURE.
CUP	2014	DET	NON-RIPARIAN	168 SF	816 SF	1308 SF	18295 SF	APP.WITHDRAWN
CUP	2014	DET	NON-RIPARIAN	168 SF	816 SF	1308 SF	18295 SF	TOTAL FLOOR AREA OF 2 DET SHEDS = 288 SF
VARIANCE	2006	DET	NON-RIPARIAN	832 SF	1312 SF	720 SF	34500 SF	
VARIANCE	2007	DET	NON-RIPARIAN	786 SF	786 SF	UNK	UNK	RELOCATE/REBUILD LEGAL NON-CONFORMING GARAGE FURTHER FROM THE STREET
VARIANCE	2007	DET	RIPARIAN	880 SF	880 SF	1409 SF	32163 SF	ALSO VARIANCES FOR HEIGHT AND UPPER STORAGE AREA
VARIANCE	2011	DET	NON-RIPARIAN	1100 SF	1100 SF	786 SF	10125 SF	VARIANCES FOR HEIGHT, SIDE SETBACK, FLOOR AREA, % OF DWELLING FOUNDATION AREA
VARIANCE	2012	DET	NON-RIPARIAN	1100 SF	1100 SF	786 SF	10125 SF	VARIANCES FOR HEIGHT, SIDE SETBACK, FLOOR AREA, % OF DWELLING FOUNDATION AREA
VARIANCE	2013	DET	NON-RIPARIAN	416 SF	1232 SF	1484 SF	15246 SF	VARIANCE TO INCREASE SHED FLOOR AREA TO 416 SF AND TOTAL FLOOR AREA TO 1232 SF
VARIANCE	2013	DET	RIPARIAN	520 SF DETACHED	1292 SF	UNK	33977 SF	REBUILD AND ENLARGE EXISTING DETACHED GARAGE FROM 482 SF TO 520 SF, TOTAL FLOOR AREA FOR ALL ACC STRUCT = 1292 SF
VARIANCE	2014	DET	NON-RIPARIAN	1100 SF	1100 SF	768 SF	10125 SF	VARIANCE FOR SETBACK, FLOOR AREA, % OF DWELLING FOUNDATION AREA, HEIGHT
VARIANCE	2014	DET	NON-RIPARIAN	576 SF	1104 SF	1350 SF	16900 SF	INCREASE FLOOR AREA TO MORE THAN 288 SF AND TOTAL FLOOR AREA > 1200 SF
VARIANCE	2014	DET	NON-RIPARIAN	608 SF	907 SF	1032 SF	21780 SF	VARIANCE FOR GARAGE HEIGHT AND DRIVE SETBACK. FLOOR AREA COMPLIES
VARIANCE	2014	DET	NON-RIPARIAN	576 SF	1104 SF	1350 SF	16900 SF	VARIANCE TO EXCEED 288 SF FOR DETACHED GARAGE
VARIANCE	2014	DET	NON-RIPARIAN	924 SF	924 SF	1159 SF	25000 SF	VARIANCE TO EXCEED 750 SF MAX FLOOR AREA FOR DET GARAGE
VARIANCE	2014	DET	NON-RIPARIAN	140 SF	725 SF	1150 SF	13504 SF	VARIANCE TO REDUCE FRONT YARD SETBACK FOR SHED TO 13.5 FEET
VARIANCE	2014	DET	RIPARIAN	484 SF	1471 SF	2441 SF	30228 SF	VARIANCE ALLOWED EXISTING 987 SF ATTACHED GARAGE, AND NEW 484 SQ FT DETACHED GARAGE
VARIANCE	2014	DET	RIPARIAN	744 SF	1268 SF	1831 SF	27443 SF	VARIANCE TO EXCEED 288 SF FOR DET GARAGE AND TO EXCEED 1200 SF FOR TOTAL FLOOR AREA
VARIANCE & CUP	2010	BOTH	RIPARIAN	>1200 SF TOTAL	1572 SF	3025 SF	27073 SF	998 SF ATTACHED AND 576 SF DETACHED GARAGES

Municipality	Height	Setbacks	Area	Number	Permit Required?
Apple Valley	16 Feet from the finished grade to the building peak	5 feet from side and 10 feet from the rear property line	One structure shall not exceed 750 square feet and the second shall not exceed 120 square feet. Limited to 728 square feet. A larger structure up to 1,456 may be permitted with a Site Plan Review as approved by the Planning Commission and City Council.	2	For all structures over 120 square feet.
Arden Hills	15 feet or the height of the principal structure to which it is accessory, whichever is lower.	10 feet from all rear and interior side lot lines.	Parcels with 15,000 square feet or less: Equal to the maximum floor area allowed for garages, plus 120 square feet, less the total floor area of all garages on the parcel. In no event greater than 1,120 square feet for all.	2	For all structures over 120 square feet.
Bloomington	12 feet measured from the lowest exterior point to the highest point in the roof.	5 feet sideyard 5 feet or 10 feet depending on zoning district.	Parcels greater than 15,000 square feet: Included in maximum combined garage and accessory building size The combined floor area of the detached accessory building (s) and an attached garage shall not exceed the area of the foundation footprint of the house or 1,000 square feet, whichever is greater.	2	For all structures over 120 square feet.
Brooklyn Park	Must not exceed 18 ft or the height of the principal building, whichever is less.	5 or 7.5 feet from any interior property line depending on the zoning district.		2	For all structures over 120 square feet.
Burnsville	15' in overall height and 10' sidewalls	Front Yard 30 Feet Side Yard 5 Feet Rear Yard 8 Feet	500 square feet for any accessory building. One Gazebo is allowed on any residential lot in addition to other allowed accessory buildings and structures. If not attached garage, one detached garage, one gazebo and one additional accessory structure is allowed.	1 -If attached garage is present 2 if no attached garage	Any structure with a floor area of less than 50 sq ft does not require a permit.
Eagan	In no even shall the inside wall height exceed 11 ft (maximum 8 feet for structures 120 sq ft or smaller). Structures exceed 120 square feet shall match the pitch and style of the principal structures	5 feet or 10 feet depending on zoning district.	When an attached garage is present, the total floor area of all detached accessory structures shall not exceed 576 square feet. When an attached garage is not present on the site, the total floor area of all detached accessory structures shall not exceed 800 square feet.	2	For all structures over 120 square feet.
Golden Valley	10 feet from floor to top plate.	5 feet from rear or side property line	800 square feet - for a single structure 1,000 square feet total accessory structures - total must be less than that of the principal structures, including attached garage.	?	For all structures over 120 square feet.
Maple Grove	15 feet from the ground level to the highest point in the roof.	5 feet from all property lines	1,254 total allowance but no individual detached structure shall exceed 1,000 sq ft. - This limit also applies to any attached garage (and it is counted in the 1,254 sq ft.) If there are two structure one must be no larger than 150 square feet.	2	For all structure over 120 square feet.

	Accessory structures or detached garages shall match or compliment the existing primary residential structures in height and materials, and shall conform with all of the setback requirements for the zoning district where located.	5 feet from rear or side property line	The combined size of any attached and detached accessory structures or garages shall not exceed 1,664 square feet. * Any structures larger than 624 square feet up to 1,064 square feet shall be subject to approval of a Special Use Permit.		For all structures over 120 square feet.
<b>New Brighton</b>		10 feet from side yard and 30 feet from rear yard.	Private detached garages not exceeding 1,000 square feet. Accessory buildings may not exceed 200 square feet.	2	For all structures over 120 square feet.
<b>Oakdale</b>	Storage sheds shall not exceed 16 feet in height (measured from grade to midpoint on gable end).	1 1/2 feet to the side property line and 2 feet from the rear property line if the property line adjoins an alley right-of-way	Sliding Scale based on Lot Width * 800-1200 for a single accessory building 1000-1400 square feet total coverage allowed.		For all structures over 120 square feet.
<b>Robbinsdale</b>	Accessory structure must not exceed 15 feet in height unless the roof pitch of the accessory building matches the pitch on the house. If the pitch matches, the additional height shall not to exceed 24 feet in total.		Total cumulative ground floor area of all accessory buildings and structures shall not exceed 800 square feet (or) 25 percent of the area between the principal structure and rear lot line.	N/A	For all structures over 120 square feet.
<b>Saint Louis Park</b>	Single story not to exceed the height of the principal building.	2 feet from side or rear lot line	No more than 1 oversized shed shall be allowed per single family home or lot.	2	For all structures over 120 square feet.
<b>Vadnais Heights</b>	The height of a storage shed is limited to 12 feet as measured from ground to grade to the top of the roof.	5 feet from side and 10 feet from rear property line	For lots 10,500 square feet or less: The combined square footage of a storage shed and an attached or detached garage shall not exceed 1,000 square feet or 100 percent of the first floor area.		
<b>White Bear Lake</b>		5 feet from rear or side property line	R-1, Urban Reserve, less than 5 acres - 1,000 sq ft R-1, Urban Reserve, 5 acres or more - 2,000 sq ft combined	1 2	
<b>Woodbury</b>	Sidewalls not higher than 12 feet	5 feet from property lines, not located in front of the principal building.	R-2 Rural Estate - 1,000 sq ft R-4 Urban Residential - 400 sq ft	1 1	For all structures greater than 200 square feet.

# Single Family Parcel Acreage



## Parcel Acreage (Parcel Count)

- 0 - 1/2 (5488)
- 1/2 to 3/4 (579)
- 3/4 to 1 (175)
- Over 1 (232)

Total	6473 Parcels
Minimum:	0.03 Acres
Maximum:	17.9 Acres
Median:	0.31 Acres



0 1,550 3,100 6,200 Feet

**SHOREVIEW PLANNING COMMISSION  
WORKSHOP MEETING MINUTES  
JANUARY 27, 2015**

**CALL TO ORDER**

Chair Solomonson called the January 27, 2015 Planning Commission meeting workshop to order at 7.30 p.m.

**ROLL CALL**

The following Commissioners were present: Chair Solomonson; Commissioners Ferrington, McCool, Peterson, Proud, and Thompson. Commissioner Schumer was absent.

**DISCUSSION**

*Building Height*

With the Planning Commission, the Staff reviewed the approved building heights of past projects to solicit feedback. Past projects included the hotels adjacent to the Interstate Highway and multi-family residential developments, including Applewood Pointe, which is currently under construction. Commission members stated that the taller heights of structures adjacent to the highway seemed appropriate in part due to the elevation of the highway/road infrastructure, surrounding open areas, and structure setbacks. It was noted that these buildings can also act as a noise buffer. Regarding the multi-family residential projects, Commission members had varying opinions due to site characteristics and the nature of the adjoining land uses, including single-family residential. Commissioners discussed that building height should be considered in context with the adjoining land uses, site design, grading, landscaping/natural buffering, building setbacks, and building design.

The Commission looked at options presented by Staff, including information distributed by the Chair. Additional information regarding building heights and the number of stories or floors permitted based on the height would be useful. Commission members were open to identifying options such as tiering building, in a manner that would provide increased setbacks for the taller portions of a structure provided there were also criteria or standards that needed to be met. The criteria could include enhanced architectural standards, or landscaping and screening requirements.

The Commission also discussed the need for the development regulations to permit areas to transition in order to meet community needs while protecting existing land uses. Land use transitions should be looked at further.

**ADJOURNMENT**

The workshop adjourned at 8:50 pm.