

7550 Sunwood Drive NW • Ramsey, MN 55303

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The COR Interim Development Plan

Anticipated Adoption: 2017

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Ward 1 Councilmember Jill Johns
Ward 2 Councilmember Mark Kuzma
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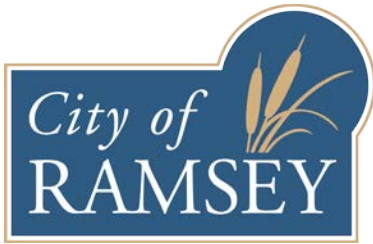
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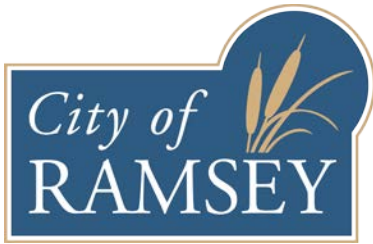
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Kurt Ulrich, City Administrator
Patrick Brama, Asst. City Administrator/Economic Dev. Manager
Chris Anderson, City Planner
Bruce Westby, City Engineer
Mark Riverblood, Parks and Asst. Public Works Superintendent

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Purpose of Interim Plan

The purpose of this document is to set into motion potential land use policy changes for The COR. In 2015, the City's Planning Commission described a need to evaluate and clarify the vision for The COR in response to several project approvals.

The Land Use Plan and Zoning Code are not the vision. They are the tool to achieve the vision. Focus on the elements that are important to us, regardless of the land use (examples include, but are not limited to greenway connections, sense of place, walkability). There are ways to achieve the vision, regardless of the use.

Common Terms

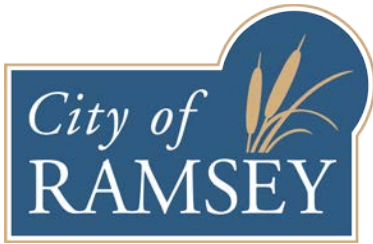
The COR Development Plan. This is the existing land use plan for The COR circa 2011. This is the official control and legal basis for land use decisions within The COR. Also referred to as the 'Development Plan'. This is the 'second generation plan' for the development, preceded by the Ramsey Town Center Master Plan.

The COR Interim Development Plan. This is the document you are reading now. While the City continues to refine land use recommendations and feasibility analysis for The COR, this document is intended to be a guiding policy document to review quality projects that do not meet the strict adherence to The COR Development Plan. Also referred to as the 'Interim Development Plan'.

The COR Development Plan Amendment. This is a future document. This will be the document that updates the Zoning Code, otherwise known as the official controls, for The COR. This will replace existing Comprehensive Plan, Zoning Code, and Design Framework. Also referred to as the 'Plan Amendment'. This will be considered the 'third generation plan' for The COR.

Using this Document

This land use plan is an interim plan that will guide land use decisions prior to a formal amendment for The COR. Uses currently allowed in The COR Development Plan shall be allowed consistent with applicable law. Projects consistent with options contained within this Interim Development Plan, but conflict with the existing plan, may proceed forward, but shall require a formal Plan Amendment. The policy directives of this document are advisory in nature, and are not binding. If a proposed project meets the minimum requirements of the existing Development Plan, it shall be considered consistent with the Development Plan and Zoning Code and shall be approved.



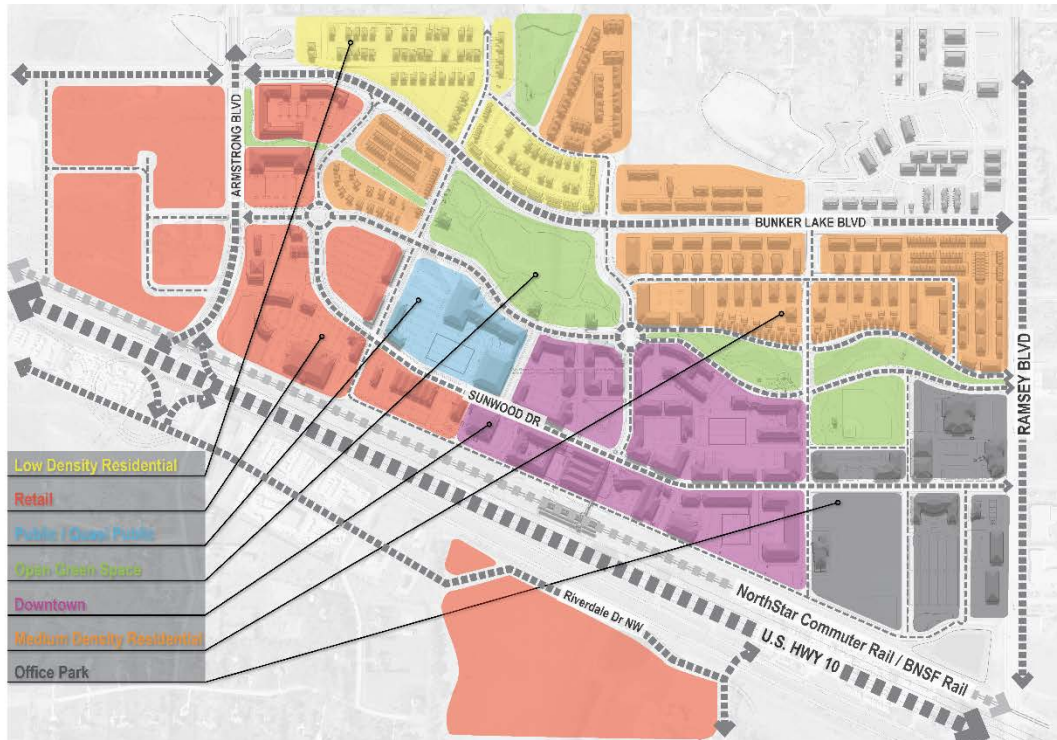
Vision

The Vision Statement was created for the purpose of crafting update land use scenarios and is not intended to approve or disapprove individual projects. Projects must be reviewed using the City's Zoning Code as the official land use control. The Vision Statement is not a regulatory tool, yet a visionary tool.

The COR will serve as a City Center primarily to bring people of Ramsey together that embraces natural market opportunities. The COR will also attract energy from the surrounding region. It will be a unique destination, technology-accessible, and serve as a gathering place. It will feature unique architecture stressing historical feel and function.

Development-Wide Assumptions

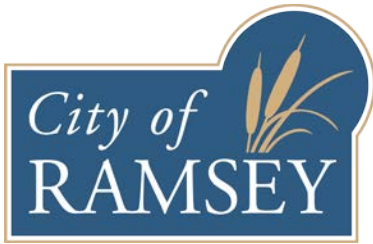
1. The development is part of a broader **GROWTH MANAGEMENT STRATEGY** that protects the City's primary land use goal to respect the **BALANCE OF RURAL AND URBAN CHARACTER**.
2. The development shall take a **MIX OF USES** within the development, which is also known as **HORIZONTALLY MIXED USE** approach versus a strict adherence to traditional mixed-use definitions to require vertically mixed-use buildings. The mix of land use districts and land use types within the development as a whole shall guide success of mixed use, not strictly mix of uses within a building, block, or individual district. These types of mixes although not required, are encouraged. The 'mix of uses' approach shall not preclude flexible first floor and vertically mixed use buildings.
3. Our vision includes significant areas guided for a variety of **RETAIL OFFERINGS**. **HOUSING DENSITY** is important to that vision. The emphasis of the master plan concepts is to **GUIDE LAND USE**, and is **NOT SPECIFIC SITE PLAN REVIEW**. Future developers shall have the creative freedom to propose other concepts that are generally in line with **OVERALL VISION**.



Land Use District (Sub-District) Descriptions and Requirements

The COR is divided into five (5) distinct land use districts that ensure a mix of uses and guides quality private and public development. These districts are considered sub-districts and can be amended easier than traditional zoning districts. The overall land use mix shall be provided. Amending sub-districts shall be approved by resolution of the City Council after recommendation by the Planning Commission, but shall not require a Public Hearing. Amending sub-district boundaries shall not require a Comprehensive Plan Amendment so long as the over land use balance is preserved.

1. Downtown District (COR-1)
2. Retail District (COR-2)
3. Office District (COR-3)
4. Residential District (COR-4)
5. Parks and Open Space District (COR-5)



The Downtown District (COR-1)

Downtown District Description. The Downtown District shall be a high-density district with a mix of uses. Vertically mixed use buildings are not required, but are encouraged. The Downtown District shall be predominantly high-density residential to support existing transit and City growth-management goals, but is not required. Shared parking districts are an integral part of the success of this district. Urban design shall also emphasize build-to lines and pedestrian interaction. The district shall have the most robust architectural design standards amongst all City land use districts.

This district is the focal point of the development. This quarter-mile radius is key to land use supportive of transit and other City land use goals. The City of Ramsey and its funding partners (Anoka County, CTIB-Counties Transit Improvement Board, and Metropolitan Council) invested nearly \$14 Million Dollars on the Northstar Commuter Rail – Ramsey Station, relying on The COR Development Plan. This district is described as predominantly high-density residential, with a number of commercial uses along Sunwood Drive. There should be a **MIX OF USES** within this district.

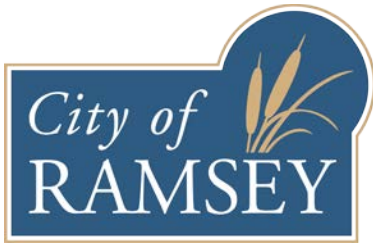
Planning Commission Recommendation: The City should focus on original visions to better manage parking and maximize land use of individual parcels. This includes reverting back to a **FLOOR AREA RATIO (FAR) OF 0.75** and retaining a strict adherence to **MAXIMUM PARKING** standards and shared **PARKING DISTRICT** requirements. Minimum density shall be fifteen (15) units per acre with no maximum density required.

4/25/17 City Council Work Session Comment. Concern was raised over reverting back to the 0.75 FAR, thus requiring vertical shared parking in the downtown district. Consensus was generally to study cost/benefit further, with acknowledgment of the need for flexibility.

5/25/17 EDA Comment. Open to discussion and reviewing further parking districts and parking ramps. However, the City should not force or require shared parking. Shared parking and parking ramps should be encouraged and strived for, but not required of private development. The City should not revert back to the 0.75 FAR.

The Retail District (COR-2)

Retail District Description. The Retail District shall be focused on providing retail offerings to support the community and beyond. This district shall focus on smaller, unique shops, while allowing larger format retailers along Highway 10 where visibility and access is best.



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Places to eat, shop, and be entertained were a key component of the original development. While other land uses have succeeded in continued growth, retail goals have struggled to keep pace. The City has continued to evaluate our retail marketing strategy, and amendments to this plan represent a broader effort to advance these goals.

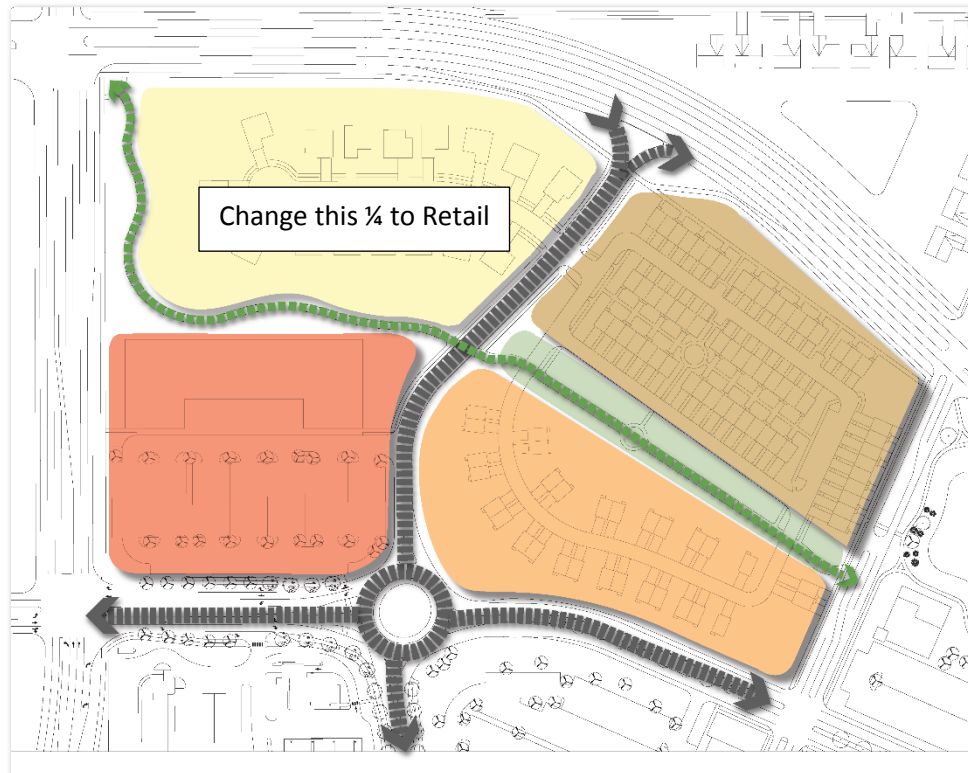
Citywide, the community has over 150 acres of undeveloped or redevelopment areas guided for future retail growth. In comparison, the Riverdale shopping center in Coon Rapids is approximately 200 acres. Coupled with proximity to Elk River and physical barriers such as the Mississippi River and Rum River, it is not likely that the City will be successful in developing this amount of retail within this 20 year planning period, if at all. Additionally, the market for larger retail users is quickly changing with adapting technologies. The City's market experts have encouraged the City to re-evaluate its retail strategies.

EMPHASIS: The City continues to plan for a significant amount of retail growth within The COR and throughout the community. The recommendations below are not intended to de-emphasize our retail goals, yet strengthen said retail goals and focus on more appropriate areas for future growth.

Planning Commission Recommendation: The northwest quadrant of the development (bordered by Armstrong Boulevard, Bunker Lake Boulevard, Zeolite Street, and Sunwood Drive) should be amended to strengthen the **LAKE ITASCA GREENWAY**, create **SMALLER DESTINATION RETAIL USERS**. Half of this quadrant should be re-guided for an **APPROPRIATE RESIDENTIAL USE**, with **DENSITY** appropriate for the type of overall land use plan for The COR.

This is the area of **MOST SIGNIFICANT CHANGE** recommended by the Planning Commission. The Planning Commission collaborated on developing multiple land use scenarios. The overall approach was to divide the northwest quadrant into four (4) smaller sub-quadrants divided by future public roadways and greenways and allocating half the quadrants to smaller, destination retailers and the other half to residential uses. Based on feedback and reconciling multiple angles of consensus, the land use map below represents the primary recommended land use map.

Primary NW Quadrant Land Use Map – Vertical Split (this will be the model of the actual land use map [focus on polygons per land use, less focus on detailed site planning])





Strengths

- Continuous greenway corridor
- Removes struggling 'big-box' retail
- Introduces smaller destination retail
- Moderate return on tax base
- Transition of mix of uses

Weaknesses

- Land use types desired by community



The COR Development Concept E

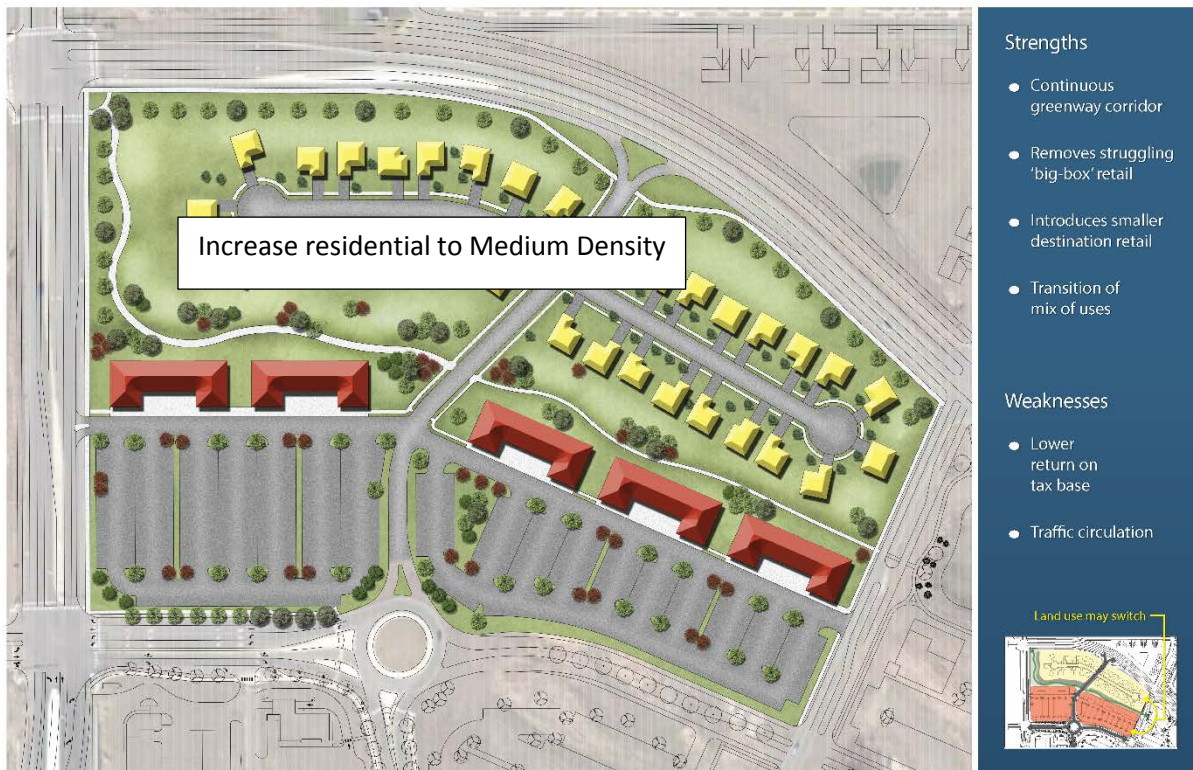


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NW Quadrant Acceptable Alternatives

The alternatives listed below would require a future plan amendment, but are afforded certain policy feedback in advance. These can be viewed as 'pre-screened' alternatives.

NW Quadrant Horizontal Split



Continued on next page.

NW Quadrant All Retail



- Strengths**
- Continuous greenway corridor
 - Removes struggling 'big-box' retail
 - Introduces smaller destination retail
 - Higher return on tax base
- Weaknesses**
- Transition of mix of uses




The COR Development Concept C

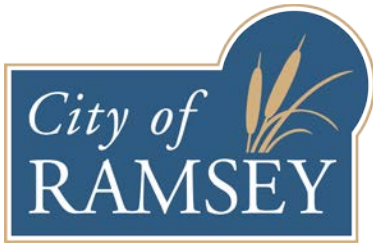



The Office District (COR-3)

This district represented the area of highest consensus amongst the Planning Commission.

Planning Commission Recommendation: **NO AMENDMENTS** to this district are recommended. However, the City should look at strategies to encourage parking districts within this land use district as well.

Note. During the January 24, 2017 Joint Work Session between the City Council and Planning Commission, it was noted that an office user may be possible in the northeast quadrant currently guided for retail use. Staff's recommendation, while a potentially positive amendment, would be to consider



this possibility under a separate amendment, as the overall plan currently has a good balance of office planned, and a more comprehensive look would be needed for such an amendment.

The Residential District (COR-4)

The Residential District is further divided into three (3) categories. The descriptions below include recommended adjustments to density ranges.

- 'Low' Density (COR-4a). This is predominantly detached single-family located north of Bunker Lake Boulevard. The minimum density shall be four (4) units per acre and densities up to fifteen (15) units per acre shall be allowed.
- Medium Density (COR-4b). These predominantly include townhomes, both attached and detached. Minimum density shall be eight (8) units per acre with a maximum density of fifteen (15) units per acre. Additional density may be allowed via Conditional Use Permit.
- High Density (COR-4c). These areas are focused immediately north of The Draw Park and Amphitheater and provide a unique opportunity for interaction and transition. The emphasis on mix of uses is muted compared to the Downtown District. The minimum density of this district shall be fifteen (15) units per acre with no cap of maximum density.

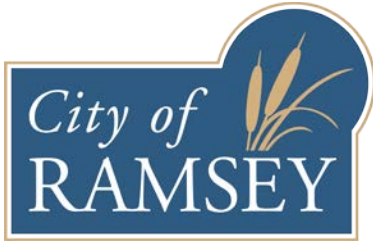
Planning Commission Recommendation:

The remaining undeveloped area immediately north of The Draw currently owned by K Hovnanian Homes shall be re-guided to High Density Residential. The Planning Commission recognizes the success of high density residential abutting The Draw on the south side (Parkview East) and sees this as an opportunity for consistent design when coupled with the future Aeon Apartment Development (north side).

Parks and Public Spaces (COR-5)

This district is governed by The COR Parks + Public Spaces Plan, and is included by reference as an integral part of The COR Interim Development Plan. Neither document shall be interpreted as a wholly separate document, and neither document shall be adopted or otherwise amended unless coinciding with each other. An amendment to one plan shall be considered an amendment to the other. This document has been adopted as a 'working draft' by consensus of the City Council. The intent is to adopt as a formal plan as part of the overall COR Development Plan Amendment.

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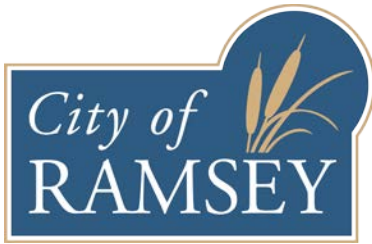
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Implementation Plan

The Interim Development Plan represents Phase I of a three (3) phase project.

1. Interim Development Plan (this step)
2. System Plans (roads, utilities, parking structures, infrastructure, etc.).
3. Development Pro-Forma (funding and financing options).

Continued on next page.



Major Planning COR Planning Efforts

EFFORT #1
COR Re-Visioning

PURPOSE
Update/ amend the vision for The COR.

1. Update COR Master Plan (map that shows vision, how the COR will look, how buildings will be oriented, where infrastructure should be located, etc.)
2. Update zoning district map (underlying land use regulations that will ensure the master plan will be implemented at the time individual projects come forward for review by the City)
3. Direction on outstanding major policy items:

-Is vertically mixed use development a requirement?
-appropriate size and location of retail uses?
-Is there flexibility in location of zoning district borders?
-Define basic vision and policy for community center.
-Define basic vision and policy for parking ramps.

RESPONSIBLE BOARD
Planning Commission will draft a recommendation for Council consideration.

TIMING
Anticipated to have draft completed by April 2017. Once a draft is completed, it should be checked against COR System Plans and COR Pro-Forma. May need to be adjusted.

EFFORT #2
COR System Plans

PURPOSE
The City purchased The COR with two goals in mind (a) recover previous public investments, and (b) ensure the vision of The COR is implemented.

As a result, the City of Ramsey has taken the role of master developer for The COR. With the role, various assumed responsibilities are assigned to the City. Developers, businesses, and residents expect the city to have concept plans/ policies in place for the following items:

1. Storm water plan (regional)
2. Road plan (public roads)
3. Sign plan (development signs, way finding signs, etc.)
4. Park & Trails plans
5. Community Center plan/ policy
6. Parking Ramp(s) plan/ policy
7. Cut/fill basic plan

There are many benefits to having this preliminary information ready—please see system plan dashboard for details. These plans are intended to be preliminary/ concept level only—for the sake of planning and budgeting.

RESPONSIBLE BOARD
Likely, all boards will be involved with this process. However, for the sake of efficiencies, the EDA will lead this effort. Findings will be presented to the Planning Commission and City Council.

TIMING
Upon completion of 1st draft of COR re-vision, staff would like to order this work for completion (i.e. begin May 2017). This work will take 6-9 months. Once draft is completed, it should be checked against COR Master Plan and COR Pro-Forma. May need to be adjusted.

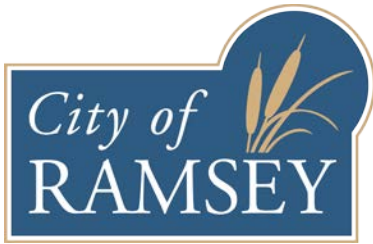
EFFORT #3
COR Pro-Forma

PURPOSE

1. Update COR pro-forma based on updated vision and system plans. COR pro-forma will display the city's financial performance forecast/ project cash-flow over time (expenditures/ obligations versus revenues/ available funding).
2. Update COR TIF plan/ TIF analysis previously completed by Ehlers. This plan plays a major role in the "funding" side of the COR pro-forma. Because actual TIF revenues are based on actual completed projects, it would be helpful to update periodically. NOTE: TIF can only be used for projects completed before 2021.
3. Update COR land proceeds policy. Staff would like to (a) clearly identify what previous expenditures the City wishes to repay itself, (b) consider using land proceeds only for non TIF eligible costs, and (c) update the City's land sale proceeds forecasts.

RESPONSIBLE BOARD
EDA will draft a recommendation for Council consideration.

TIMING
Upon completion of COR re-vision and COR system plans, staff will complete this work (i.e. begin late 2017). This work will take 1-2 months. Once draft is completed, it should be checked against COR Master Plan and COR system plans. May need to be adjusted.



The group then formulated a broad work plan to accomplish the many steps to complete an overall plan amendment and update.

The COR Development Plan Update Plan of Action												
	2017											
	January	Quarter 1		April	Quarter 2		July	Quarter 3		October	Quarter 4	
Task 1: Land Use Plan Update (Planning Commission)												
Draft Vision Statement	■	■										
Draft Land Use/District Map		■	■									
Draft District Descriptions		■	■									
Draft Development and Design Standards			■	■								
Draft Development Plan Update (Zoning Code)										■	■	
Adopt Final Version of Development Plan												■
Task 2: System Plan/Infrastructure Study (EDA)												
Stormwater Plan					■	■	■	■	■			
Road Plan					■	■	■	■	■			
Sign Plan					■	■	■	■	■			
Parks and Recreation Plan					■	■	■	■	■			
Community Center Plan or Policy Statement					■	■	■	■	■			
Parking Ramp/District Plan or Policy Statement					■	■	■	■	■			
Cut/Fill Plan (Grading)					■	■	■	■	■			
Task 3: Project Pro Forma (EDA)												
Pro-Forma										■	■	
Tax Increment Financing (TIF) Plan										■	■	
COR Land Sale Proceeds Policy										■	■	

Public Engagement

A key component of any policy decision is collaboration amongst its residents. These processes are part of natural and organic community conversations around key policy topics. The City will couple this policy discussion with ongoing workshops and community events as part of its overall Comprehensive Plan Update. For more information on this effort, please visit www.cityoframsey.com/ramsey2040.

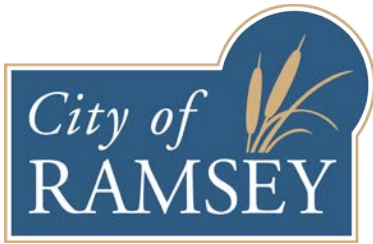
4/25/17 City Council Work Session Note: All Boards and Commissions should review this document before the City Council considers formal adoption. The City Council should review the final document and approve before distributing to the public and stakeholders/landowners.

Mobile Comprehensive Plan Tour

The City is planning a Mobile Comprehensive Plan Tour for policy makers that will include local examples of plans and policies being discussed in the Comprehensive Plan Update. The tour is planned to include examples discussed in this Interim Development Plan as well.

Market Analysis

The Planning Commission recommends completion of a market analysis to confirm the policy directives of this document as it relates to the planned retail area. The Planning Commission continues to stress the importance of attracting retail uses to the Development, but want to ensure that there is not too much areas guided for retail growth beyond what the community can sustain.



Community Center

The Planning Commission desires to continue to plan for a Community Center in The COR. The Planning Commission feels that this type of use would benefit the community and be a draw for other users within the development. This analysis will be completed as a separate planning process.

Architectural Standards

A key component of the policy discussion for The COR has been architectural design standards. The Planning Commission believes several recent projects fell short of community expectations. While originally intended to be part of Phase I of The COR Development Plan Update, the Planning Commission continues to refine these recommendations and will continue throughout Phase II and Phase III to bring a quality recommendation forward with a full Plan Amendment.

The standards below are not an exhaustive list of current design requirements, yet a focus on key topics that have been raised for future discussion. Upon final amendment, the City will prepare a side-by-side comparison of all existing and proposed design requirements. The final version of this Interim Development Plan will also include drawings/illustrations to illustrate the narrative being discussed.

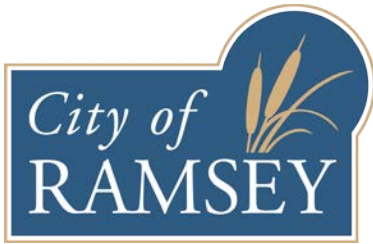
The COR should continue to focus on four-sided architecture visible from the public realm. Quality signage on all four sides of the building should be allowed. The community should be able to park on public streets and reasonably access the building.

Planning Commission Recommendation:

In the interim, the Planning Commission shall serve as an ad-hoc architectural review committee. Projects shall complete an architectural review prior to official Site Plan Review. The Planning Commission reserves the right to establish an ad-hoc sub-committee to serve as this Architectural Review Committee. The Planning Commission recommends that the City supplement the Development Review Team with the services of a licensed architect to help develop updated design standards and review development proposals. This will add value to the process, hopefully streamline review, and is in line with other professional services the City employs in development review. The cost of these services are the responsibility of the Developer.

Additional Discussion Points:

* The intent of design requirements is to maintain a consistent development look and acknowledge the



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pride and planning that went into the vision of this development. The tradeoff of a more densely developed areas was an acknowledgement of the need to 'step up' architectural design.

* All single-family homes in The COR shall include/not include a porch that protrudes from the front of the home, even with the garage, and not a recessed entry in the middle of the home.

* Over the next several months, the Planning Commission will better define front porches and if any additional design requirements or restrictions (i.e. split entry homes) are warranted. .

* Buildings in the Downtown District shall include a minimum of 50% brick. Vinyl siding shall not be allowed. Fiber cement panels shall be allowed as a complimentary material.

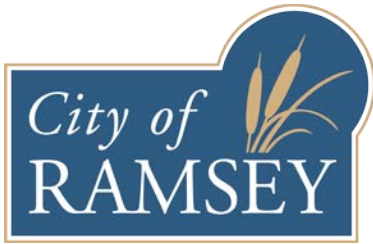
* Buildings in the Residential District shall have a minimum of 35% brick or stone on the front façade. Vinyl siding is allowed.

Private Open Space and Stormwater Design

The Planning Commission has expressed a concern over a perceived lack of private open space in medium density development as well as depth and steep slopes of stormwater ponds within the development due to the higher density nature. This concern has not yet been resolved, but will continue to be discussed during Phases II and III of the Plan Amendment. The City shall take into account sidewalks, greenways, and other private and innovative improvements (such as wonerfs).

Site Selection Process

The City is in a unique situation as Property Owner and Regulatory Authority. This presents opportunity, but also requires special attention to remain accountable to the public. In order to balance this approach without creating burdensome processes, the following steps shall be followed when considering a Purchase Agreement with the City in The COR.



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Any perspective buyer of City-Owned Property in The COR shall first meet with City Staff to discuss appropriate sites. This is known as the Site Selection Process. The City and Buyer shall review multiple sites before selecting a preferred location. Depending on the complexity of the project, the City reserves the right to take this Site Selection Process to the Planning Commission, EDA, and City Council before reviewing a specific site.

The Buyer shall provide a site concept to be reviewed by the Planning Commission, EDA, and City Council before approving a Purchase Agreement. When a single-user proposes to purchase a portion of an undeveloped block or area, a series of 'site concepts' shall be developed before reviewing with any City board or commission. These site concepts shall demonstrate at least one reasonable concept for the remaining portion of the site that fits the vision and requirements of that area/district.

The Buyer must still complete the official Site Plan Review (and Subdivision) process after the Purchase Agreement Phase.

History of Policy Discussion

This Interim Development Plan is the result of a Planning Commission initiative dating back to 2015. The City has invested a significant amount of time, energy, and resources in order to ensure a **MARKET RELEVANT PLAN** that balances **COMMUNITY VISION**.

Joint Work Sessions

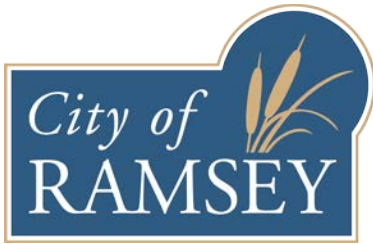
The City Council and Planning Commission have met on multiple occasions to frame the policy question, discuss strategies, and identify solutions.

- March 26, 2015 = Joint Work Session
- July 12, 2016 = Joint Work Session
- January 24, 2017 = Joint Work Session

Surveys

In 2016, the City surveyed its Board and Commission Members on key topics related to The COR Development Plan.

The key directive coming out of review of these results on July 12, 2016 was to create a forum for policy makers to ask questions and receive direct feedback from developers and market experts, rather than completing another market study.



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Market Panel Event

On October 27, 2016, the City hosted several market experts to respond to a wide range of policy topics raised by community policy makers. The output from this event served as an important foundation for land use recommendations developed by the Planning Commission.

Planning Commission Work Sessions

The information gleaned from the steps above were utilized to begin important policy discussions about the future of The COR. Following review of the Market Panel Event, the City Council authorized the Planning Commission to begin formulating land use recommendations for The COR. The Planning Commission met Work Sessions dedicated to The COR on multiple occasions.

- January 5, 2017 (to prepare for the January 24, 2017 Joint Work Session with the City Council)
 - Develop a Vision Statement
- February 2, 2017
 - Refine the Vision Statement
 - Collaborate on a Future Land Use Map
- March 2, 2017
 - Refine the Vision Statement
 - Refine the Future Land Use Map and Alternative Future Land Use Maps
- April 18, 2017
 - Refine the Vision Statement
 - Refine the Future Land Use Map and Alternative Future Land Use Maps
- April 25, 2017
 - Draft document reviewed by City Council and Planning Commission in Joint Session.
 - Authorization to review with internal advisory boards and commissions.
- May 25, 2017
 - Draft document reviewed by EDA. Feedback/comments added to document.
- June 1, 2017
 - EDA comments reviewed by Planning Commission.

The Interim Development Plan is anticipated to be adopted in 2017.