

# *City of Falcon Heights Planning Commission*

City Hall  
2077 W. Larpenteur Avenue

Tuesday, April 24, 2018  
7:00 p.m.

## **A G E N D A**

- A. CALL TO ORDER: 7:00 p.m.
- B. ROLL CALL: Chair Larkin \_\_\_\_ Samatar \_\_\_\_  
Murphy \_\_\_\_ Stemper \_\_\_\_  
Williams \_\_\_\_ Kotelnicki \_\_\_\_  
Sunderland \_\_\_\_  
Council Liaison Miazga \_\_\_\_ Staff Liaison Moretto \_\_\_\_
- C. APPROVAL OF MINUTES for March 27<sup>rd</sup>, 2018
- D. AGENDA
  - 1. WBS Update
- E. INFORMATION AND ANNOUNCEMENTS
- F. ADJOURN

*If you have a disability and need accommodation in order to attend this meeting, please notify City Hall 48 hours in advance between the hours of 8:00 a.m. and 4:30 p.m. at 651-792-7600. We will be happy to help.*

**City of Falcon Heights  
City Hall  
2077 W. Larpenteur Avenue**

**Minutes - Planning Commission  
Tuesday, March 27, 2018  
7:00 p.m.**

**A: CALL TO ORDER:** The meeting was called to order by Commission Vice Chair Stemper at 7:00 pm.

**B: ROLL CALL:**

**Present: Commissioners:** Sunderland, Stemper, Williams, Murphy

**Staff Liaison:** Moretto

**Council Liaison:** Miazga

**Absent:** Larkin, Samatar, Kotelnicki

**C: APPROVAL OF MINUTES.**

The minutes of February 27, 2018 meeting of the Planning Commission were approved.

**D. HEARINGS**

**1. Variance Request – 1454 Roselawn**

- a. The owners of the property located at 1454 Roselawn request a variance from the city of Falcon Heights zoning code to tear down and rebuild the detached garage on the existing foundation, for front setback and impervious surface. The current garage setback is out of compliance at 20 feet but has been grandfathered due to the pre existence of the garage prior to the establishment of the current setback code. The front setback code requires a 30 foot setback.
- b. The City of Falcon Heights staff has determined based upon a calculation of impervious surface of the existing structures, and hard surfaces that the property is in compliance with city code.
- c. The Planning Commission heard arguments from the owners John and Kris Robertson-Smith who presented a well prepared, thorough and

thoughtful presentation detailing the replacement of the garage with a similar structure.

d. Commissioner Murphy introduced a motion to approve the variance request as presented. The motion was seconded by Commissioner Sunderland and approved by unanimous vote.

## **2. PUD Amendment request– 1750 Larpenteur (The Hendrickson)**

a. An updated amendment request was introduced to the Planning Commission by Paul Moretto to allow for revised plans on file. Moretto stated that it is hoped that this current amendment marks a final iteration of the PUD application and that documents on file include: site plan, elevations plan, grading, drainage, utility plan, and landscaping plan. The application request calls for a public hearing on the requested amendment to the PUD at 1750 Larpenteur Ave W and a request for approval of the CODE TEXT AMENDMENT (PUD) to the city Council. (plans and documents are available for review at the Falcon Heights City office.

b. The public hearing notification announcement letter was drafted and sent as required to all owners within 500 feet of the proposed development and was published in the Roseville Review.

c. The hearing for the amendment request was opened by the Commission Vice Chair Stemper. Paul Moretto introduced the amendment request and the key issues to be addressed by the Planning Commission.

Representatives from project consultants Jeff Shuller, Firm Ground Architects and engineers, Peter Austin from Kelly Brothers, Trevor Gruys, Civil Loucks Engineers, Chris from Weiss, discussed the important points of the project concerning the amendment request.

Paul Moretto stated that city staff held a meeting with The Fire marshal, the building inspector and the architect for the Hendrickson. In reference to a letter dated March 9, 2018, the City of Falcon Heights Fire Marshal Michael Poeschl outlined three concerns for the Hendrickson project:

1. that the eastern access road be expanded and the turning radius be increased from the current 20 ft to 30 feet to allow greater access from Larpenteur
2. that the fresh air intake vault currently located on the east wall of the southeast corner of the building be moved to allow for secure access to the east location of the property.
3. that a fire hydrant be located somewhere in a southeast location of the property to provide for a secure supply to the underground garage and the rear half of the structure.

d. The commissioner questions following the closing of the open hearing were:

- where will the vent on the southeast corner be located
- problems concerning running a water line to the back of the building for an additional fire hydrant.

- how important is the rear fire hydrant in the Fire Marshall's approval.
- are there any other properties in Falcon Heights with similar issues
- can the commission approve the proposed amendment without satisfying the Fire Marshal's request for a southwest located fire hydrant

Paul Moretto introduced the idea of a 5% variance for additional future requests so that a hearing not be required before the commission.

e. Paul Moretto restated the amendments under consideration for commission approval and to be passed by the Planning Commission to include:

1. The expansion of the drive turning radius and access road to 30 feet
2. The fresh air intake be moved to the south wall of the structure on the southeast corner of the building
3. That the issue of locating the fire hydrant in the southeast corner of the property not be required and be deferred to the city council.

Commissioner Stemper moved that the council approve the amendments as introduced, and seconded by Commissioner Williams. The motion failed by a vote of two in favor (Williams, Stemper), one opposed (Sunderland), and one abstention (Murphy).

f. Commissioner Murphy requested discussion of the fit of the four story Hendrickson project into the Comprehensive Plan of the City of Falcon Heights.

g. The proposed request for approval was re-introduced and discussion followed . A new motion was made providing for satisfaction of items 1, 2, and 3 as stated above which suggested that this approval and recommendation be sent to the city council for approval with the recommendation that additional information be gathered from the Fire Marshall to provide needed clarity on the installment of the fire hydrant in the southeast area of the property.

Commissioner Sunderland offered a motion to approve the requested amendment as stated above. The motion was seconded by Commissioner Williams. The commission approved the motion by a vote of three in favor (Stemper, Williams and Sunderland) and one abstention (Murphy)

\* Commissioner Sunderland has included with the minutes a copy of the relevant Minnesota State Building Code reference for fire hydrant access for fire sprinkled buildings without discussion. This was not available or referenced at the time of the Planning Commission hearing.

## E. AGENDA

**No agenda items introduced.**

## **E. INFORMATION AND ANNOUNCEMENTS**

**Paul Moretto introduced the idea of creating sub-committees within the Planning Commission for the purpose of looking at grant opportunities that benefit Falcon Heights future projects and interests.**

**F: ADJOURNMENT:** The meeting was adjourned at 7:58 p.m.

### **\* 507.5.1 Where required.**

Where a portion of the facility or building hereafter constructed or moved into or within the jurisdiction is more than 300 feet (91.5 m) from a hydrant on a fire apparatus access road, as measured by an *approved* route around the exterior of the facility or building, on-site fire hydrants and mains shall be provided where required by the *fire code official*.

#### **Exceptions:**

1. For Group R-3 and Group U occupancies, the distance requirement shall be 400 feet (122 m).
2. For buildings equipped throughout with an *approved automatic sprinkler system* installed in accordance with Section 903.3.1.1 or 903.3.1.2, the threshold for requiring on site fire hydrants and mains shall be increased to 400 feet (122 m).
- 3. For Group R-3 buildings equipped throughout with an *automatic sprinkler system* installed in accordance with Section 903.3.1.1, 903.3.1.2, or 903.3.1.3, the threshold for requiring on site fire hydrants and mains shall be increased to 600 feet (183 m).**

#### **507.5.1.1 Hydrant for standpipe systems.**

Buildings equipped with a standpipe system installed in accordance with Section 905 shall have a fire hydrant within 100 feet (30 m) of the fire department connections.

**Exception:** The distance shall be permitted to exceed 100 feet (30 m) where approved by the *fire code official*.

**FALCON HEIGHTS  
2040 COMPREHENSIVE PLAN  
GOALS, LAND USE, & REDEVELOPMENT**

Planning Commission Meeting

April 24, 2018

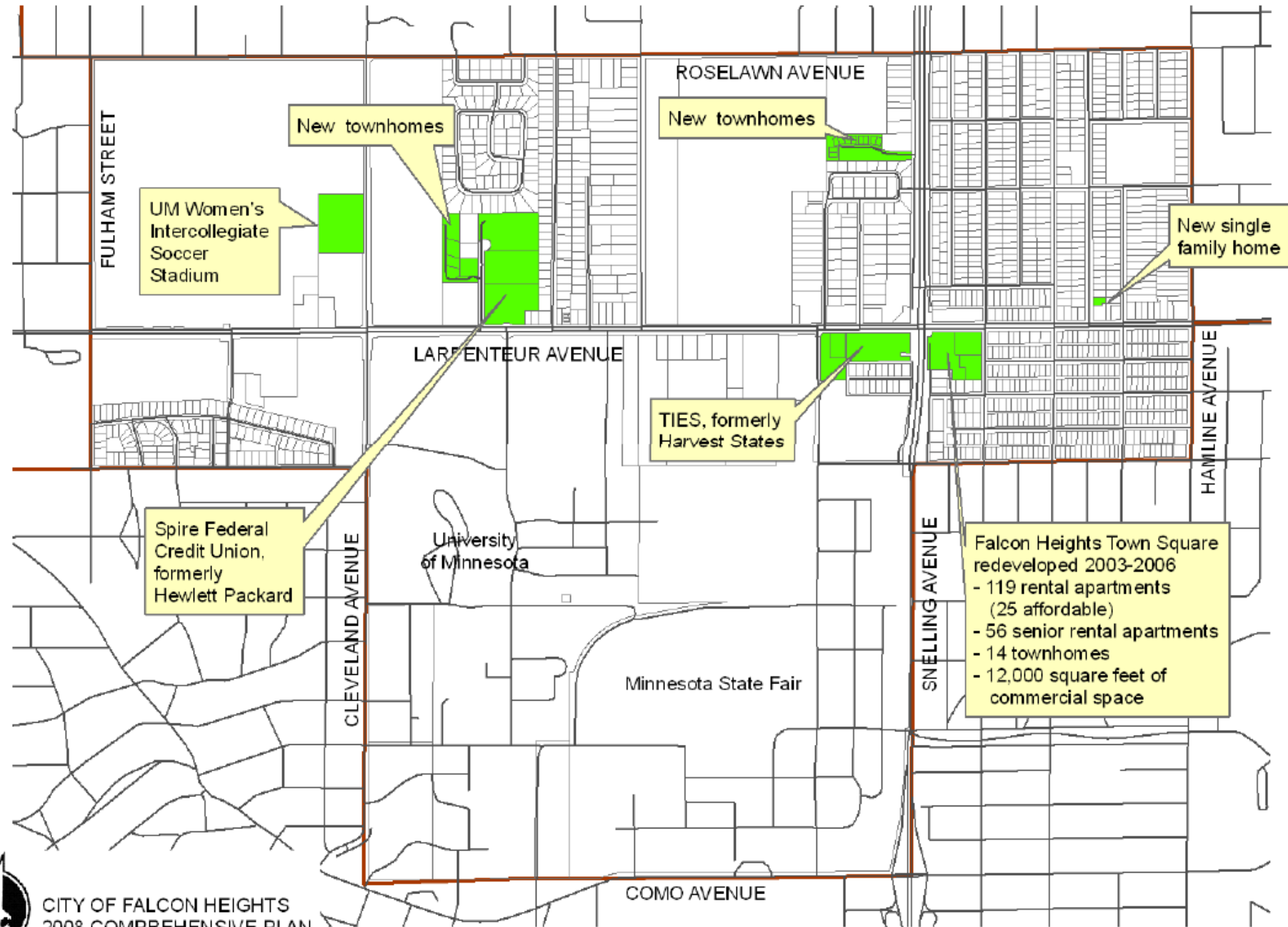
WSB & Associates

# Major Changes Since Last Comprehensive Plan

## REDEVELOPMENT OPPORTUNITIES

Map shows changes from 1998 – 2008

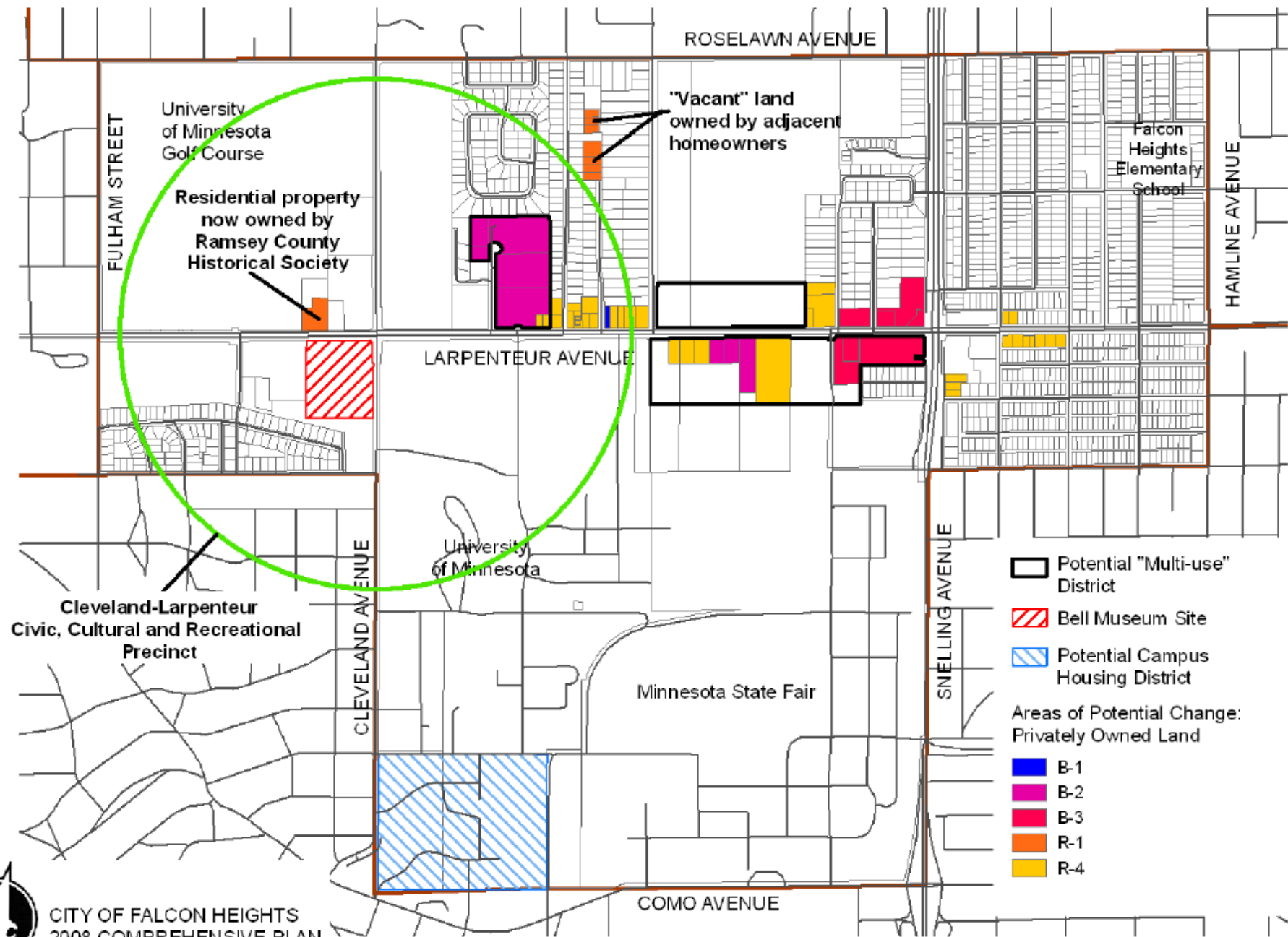
What has changed from 2008 – 2018?



# REDEVELOPMENT OPPORTUNITIES

Are these still the areas?

## Areas of Potential Change 2007 - 2030

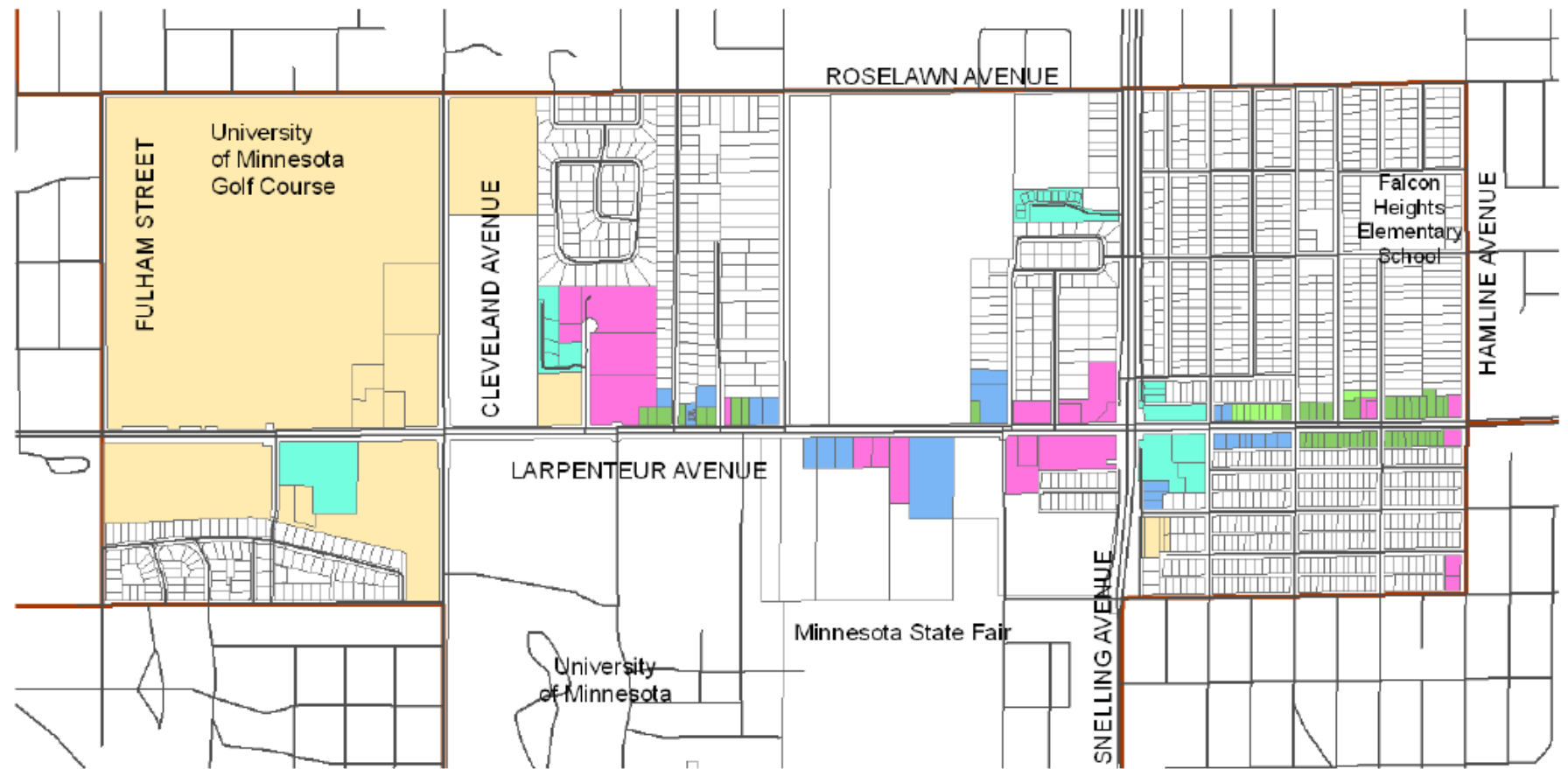




# REDEVELOPMENT OPPORTUNITIES

Is this corridor the same?

## The Larpenteur Corridor in Falcon Heights Today



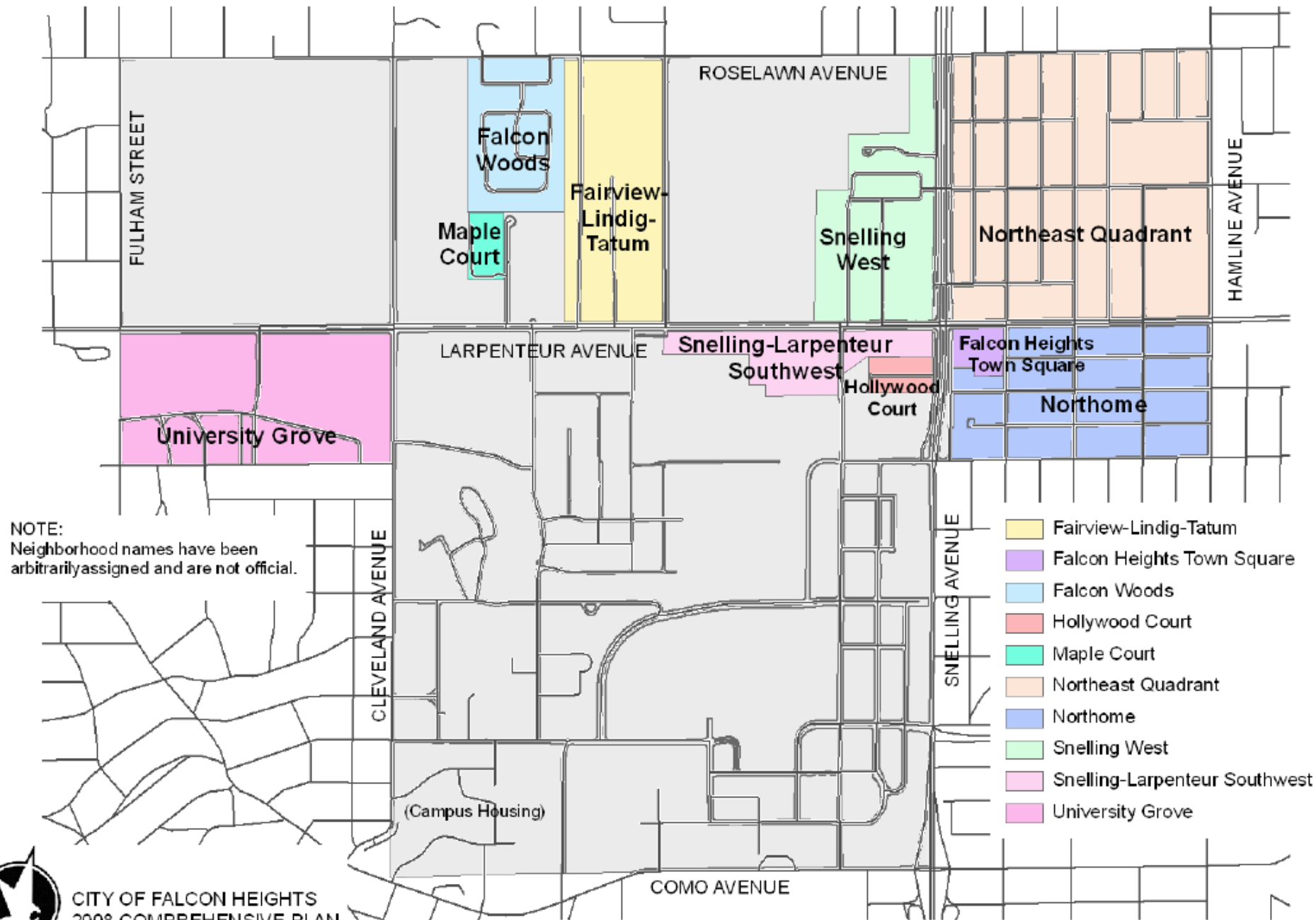
- Recently developed or unlikely to change
- Houses (single family)
- R-2 duplex and attached housing
- Existing Multi-Family
- Business and Retail
- Recreational, Cultural, Civic



# REDEVELOPMENT OPPORTUNITIES

Have there been any changes to the City's neighborhoods?

## Falcon Heights Neighborhoods



## GOAL SECTIONS

- Guiding Values
- General Land Use
- The Larpenteur & Snelling Corridors
- Housing & Neighborhoods
- Highway & Roadway
- Aviation
- Community Facilities & Services

## GUIDING VALUES

- Preserving and enhancing the urban/rural character valued by our residents.
- Building connections and community identity on the Larpenteur and Snelling Avenue corridors

## GENERAL LAND USE

- To build community identity along the main thoroughfares, especially Larpenteur and Snelling Avenues.

# HOUSING & NEIGHBORHOODS

- To improve the quality, appearance and maintenance of housing in neighborhoods and the health of residents.
- To encourage the availability of housing for a population of diverse ages and income levels.
- To protect open space and natural resources, preserving the urban/rural aesthetic that Falcon Heights residents value.

## THE LARPENTEUR & SNELLING CORRIDORS

- To encourage the evolution of the Snelling/Larpenteur hub, especially between Arona Street and Fairview Avenue, into an extended "city center" connecting, rather than dividing, the community.
- To promote the redevelopment of properties in a manner that enhances the values and aesthetics of the surrounding community.
- To provide opportunities for forecast housing needs to be met, including the forecast need for at least 21 units of affordable housing, in proximity to public transportation, commercial services and recreational facilities.

## COMMUNITY FACILITIES & SERVICES

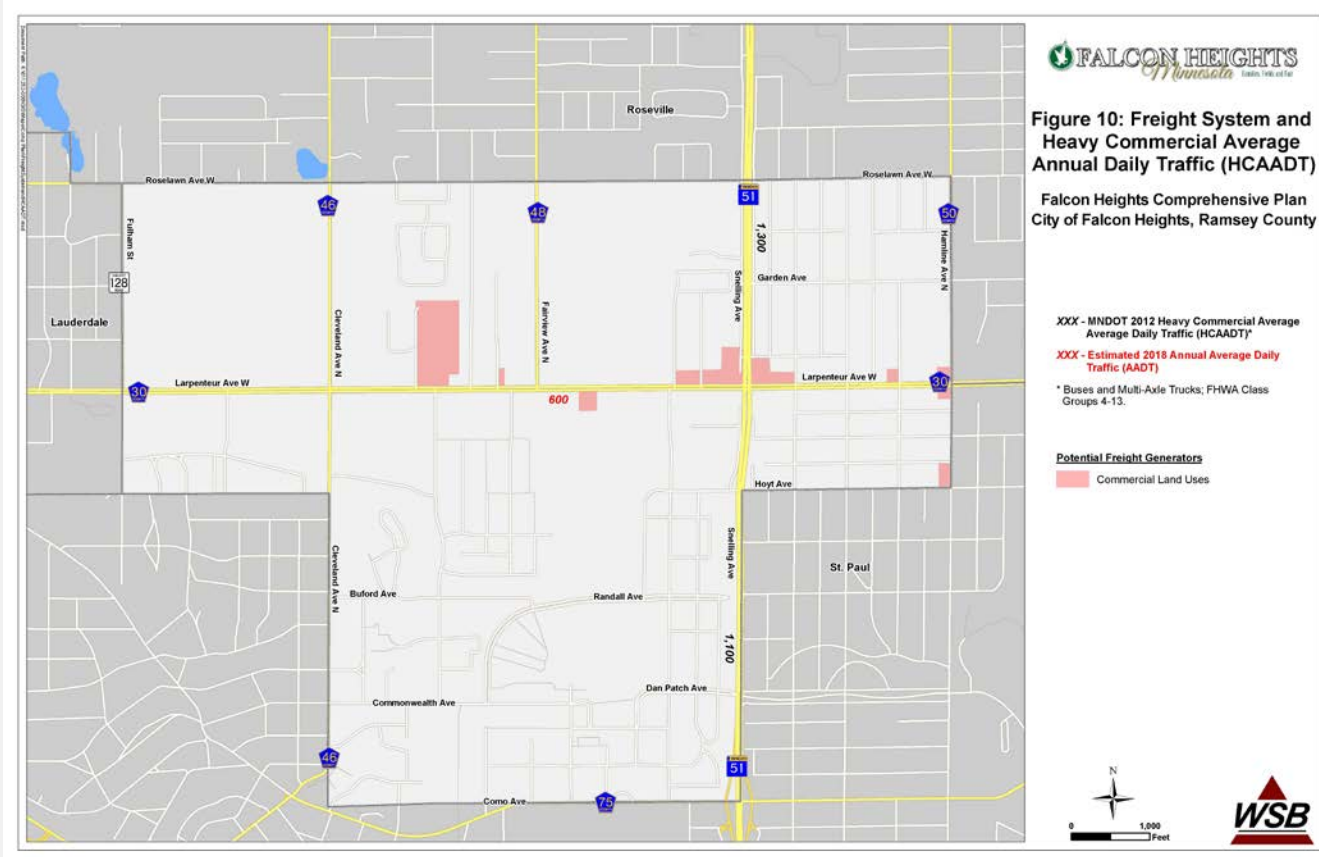
- To continue cooperation among the City and other governmental units including the School District, the County and neighboring cities.



## MISCELLANEOUS COMMUNITY CONCERNS

- Make improvements to outreach and communications
- Encourage civic engagement, involvement, and activity
- Explore how arts and cultural can make residents feel more connected to the community
- Increase racial & economic diversity
- Enhance diversity relations
- Join the U of M in the review of their Master Plan
- Increase transparency and build trust between city and residents

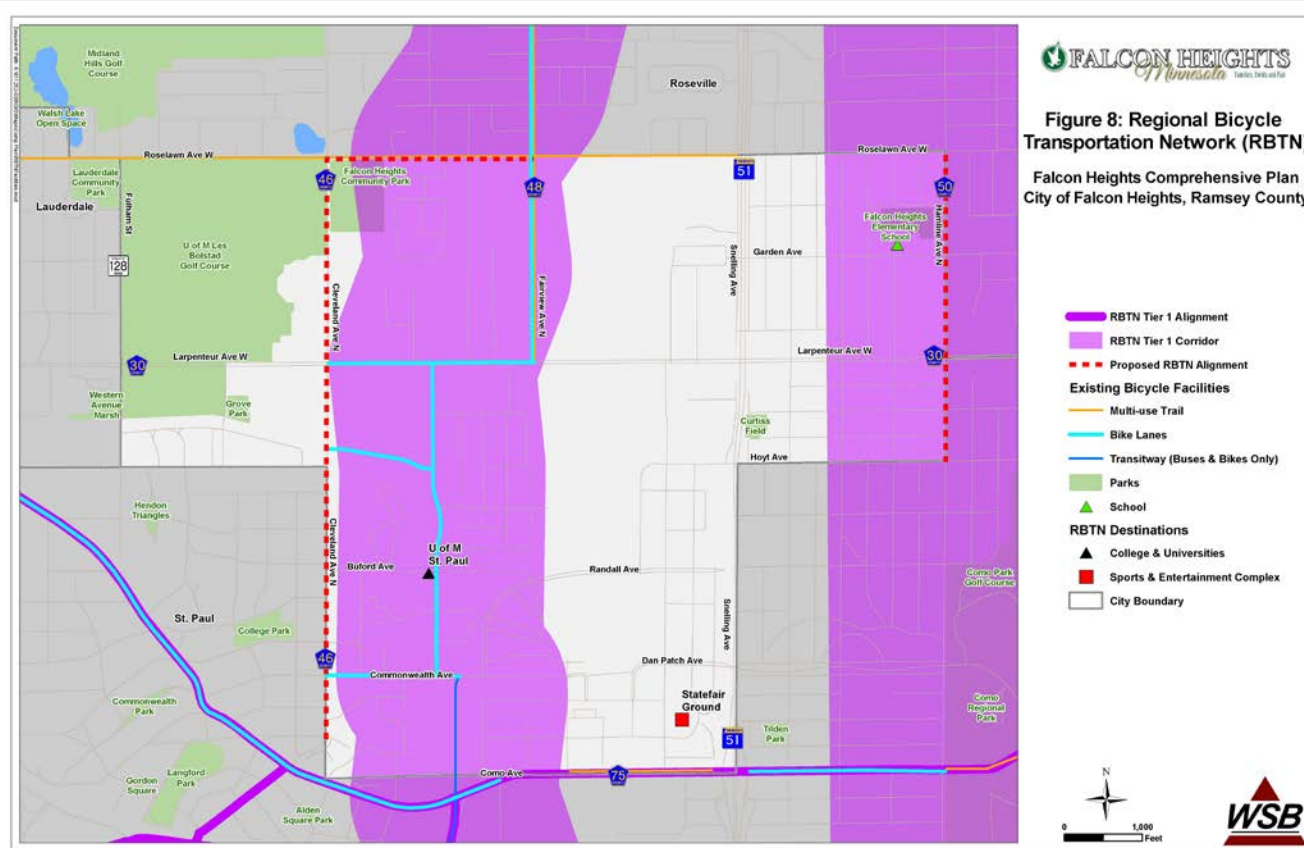
# TRANSPORTATION PLAN



Transportation Plan now includes:

- Freight section describing heavy commercial vehicle traffic in the city

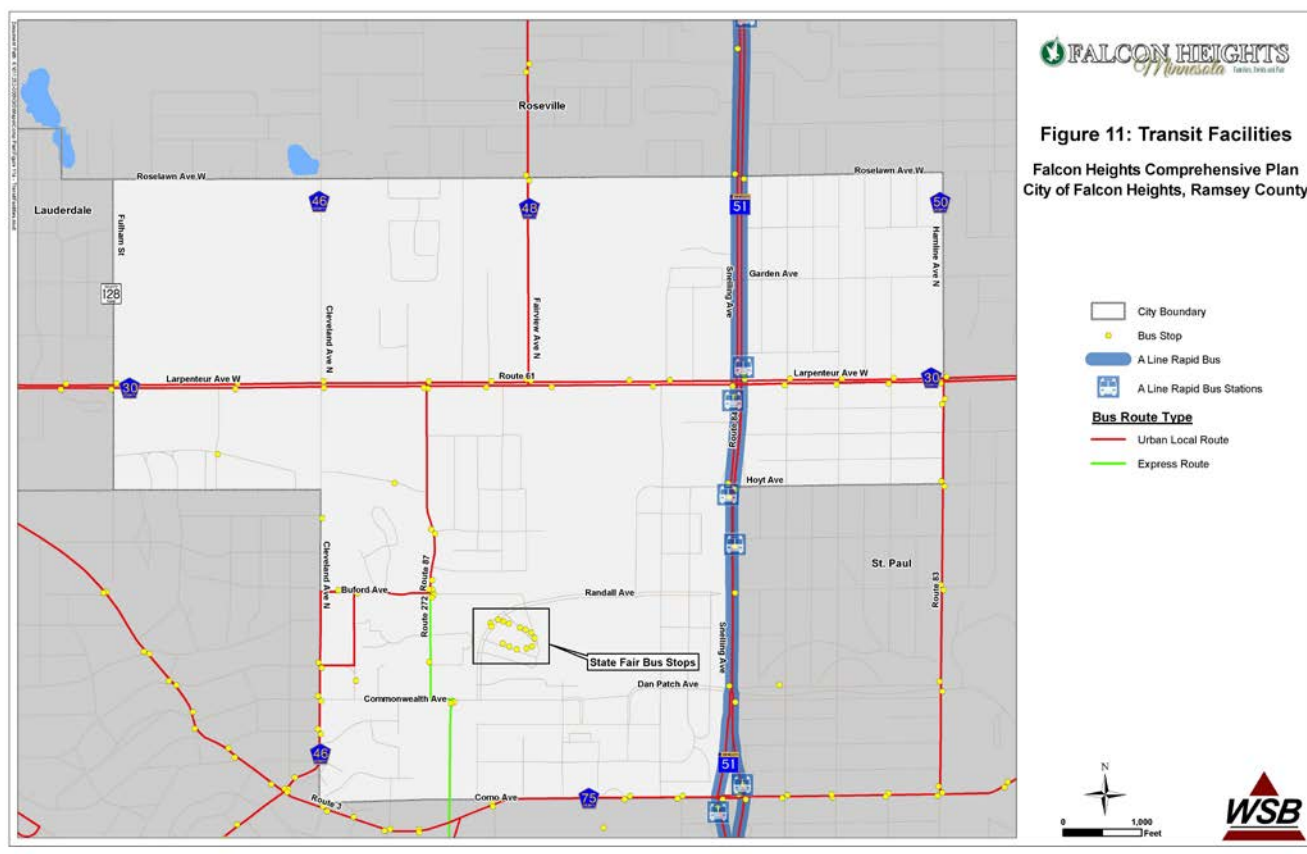
# TRANSPORTATION PLAN



Transportation Plan now includes:

- New Regional Bicycle Transportation Network – 2 RBTN “corridors” and 1 RBTN “alignment” in Falcon Heights

# TRANSPORTATION PLAN



Transportation plan now includes:

- A Line now in operation – how can the city take advantage?

# HIGHWAY & ROADWAY

- To promote safety on all streets.
- To avoid unnecessary street congestion and the resulting negative effects on air quality.
- *Add a Freight Goal???*
- *Recommend Removing Techniques (Too Specific)*

# BICYCLE AND PEDESTRIAN PLAN

- *Nothing about Safety and Convenience*

## PUBLIC TRANSIT

- Continue to coordinate with the County Regional Railroad Authority in the implementation of LRT plans.

# AVIATION

- To regulate and ensure compatibility of land use with aviation.



## NEXT STEPS

- Draft Plan
- May 22<sup>nd</sup> Public Hearing

# City of Falcon Heights

# Comprehensive Plan

Public Draft  
January, 2018~~08~~

#### MAP DISCLAIMER:

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# I. Background

## 1. Purpose and Scope

The purpose of a comprehensive plan is to guide the City in all of its decisions relating to land use, transportation, community facilities, public improvements/investments and intergovernmental relations. It is a body of general public policy that defines and promulgates the community's vision for the future, a dynamic and multidimensional guidebook that articulates the concepts, principals relationships, patterns and general expectations which support that vision.

A clear, broadly supported comprehensive plan is a valuable tool and resource to guide all stakeholders in the City's future. The comprehensive plan is an especially critical tool for the city's Planning Commission, which is charged by statute with evaluating all public and private land use, transportation systems, community facilities and investment proposals for their consistency with the plan's goals, objectives and policies. For the City Council, the plan is a foundation for decision-making and further visioning. The city's staff is guided in day-to-day city business by the zoning code, which is a tool to implement the City's plan, one of many such tools. To residents and property owners, the plan describes the community's expectations for land use and all public systems and indicates directions for future change.

The comprehensive plan is a decision-making framework that can be interpreted rather broadly. However, if too loosely interpreted, it loses its value. The challenge to a dynamic community is to make sure public policy is consistently and universally applied and that response to changing circumstances and regional systems is undertaken with careful consideration. If a proposal does not adhere to the city's goals and policies as embodied in the comprehensive plan, the City may either deny the proposal or consider amending its plan. Amendment to the comprehensive plan is not undertaken lightly and must be demonstrated not to be detrimental to the City, its neighborhoods or the environment or to require substantial increase in the need for publicly financed improvements. The burden of that proof falls to the party proposing change.

The important thing to remember is that no decision can be made independently of all others. The elements of this Comprehensive Plan are intertwined and interdependent. Although the published plan is organized into sections with separate sets of policies and goals, it must be kept in mind that each element remains related to all others. In implementation, the vision, values and objectives of the whole will always be applied.

Because Falcon Heights is part of the seven-county Metropolitan Area, it is required to update its Comprehensive Plan every ten years in accordance with the Mandatory Land Planning Act of 1976. This is the ~~third-generation~~[fourth generation](#) plan to be completed by the City since ~~enactment. enactment. The last major update of the~~[The Falcon Heights Comprehensive Plan was completed in 1991; a minor update was submitted in 1999. The last major update was formally adopted in June, 2009 as the 2030 Comprehensive Plan.](#)

[This 2040 Comprehensive Plan will now serve as the City’s planning document until year 2028.](#)

~~This plan was prepared in consultation with the Comprehensive Plan Steering Committee in concert with the Planning Commission and City Council and with assistance from city staff and consultants.~~

## **2. Vision, Values and Objectives**

*“People who live here are proud of Falcon Heights and take care of it.”*  
Falcon Heights resident, 2007

The City of Falcon Heights’ chief goal is to create and maintain a high quality of life in a community that is an aging, inner ring, fully developed suburb adjacent to St. Paul and within two miles of Minneapolis. By funding good public services and investing prudently in rebuilding and maintaining infrastructure, the City seeks not only to keep those qualities valued by today’s residents but to be attractive for future reinvestment, redevelopment and renewal by residents, businesses and public institutions. This comprehensive plan is about shaping that future: a well-balanced community for all age groups to grow and prosper and to lead healthy, fulfilling lives.

### **Preserving and enhancing the urban/rural character valued by our residents.**

Of all responses Falcon Heights residents made when asked what they value about living in the city, “open space” was by far the leader. Falcon Heights is uniquely advantaged among fully developed inner ring Twin Cities suburbs in that it includes a high proportion of open space, thanks to the University of Minnesota’s extensive agricultural research land and golf course. Future redevelopment should honor this history by finding creative ways to maintain the rural/urban character of the city while accommodating the expected growth in households and population. Future development should also embrace every opportunity to build connections between the open spaces and the City’s neighborhoods, commercial areas and public spaces, so that this valued open space is not just a “view” but a living part of the community.

### **Maintaining our traditional neighborhoods in this central Metro location, with opportunities for all our generations to stay in the City.**

Falcon Heights residents delight in their convenient location close to both central St. Paul and Minneapolis and their proximity to so much of what the Metro area has to offer. Residents prize their attractive, well-maintained neighborhoods, each of which has a distinct identity and some of which are on the threshold of becoming historically significant. Reinvestment in these neighborhoods must be sensitive to the style and character of these older homes and respectful of the green space and urban forest surrounding them and the open land adjacent to them. Finally, residents have also expressed a hope that they can remain in Falcon Heights as they age and that the City can continue to be home to the young people who grow up here as they form households of their own.

## **Building connections and community identity on the Larpenteur and Snelling Avenue corridors**

*“Where is Falcon Heights?”* Many residents said their acquaintances from other cities do not know where Falcon Heights is located, even when they drive through it every day. In fact, even some residents themselves did not have a very clear idea of the city boundaries. The two major traffic arteries that quarter the City, Larpenteur and Snelling Avenues, serve a vital local role in giving residents easy access to nearby St. Paul, Minneapolis and Roseville for work and shopping. Built to encourage vehicle rather than pedestrian traffic, Larpenteur and Snelling also function as significant barriers between neighborhoods, fragmenting city identity. Yet these major thoroughfares offer enormous potential to become the keys to a stronger civic identity, a sense of arrival and welcome, connection and community. In-depth study of these corridors is needed in order to formulate corridor framework plans to guide public and private development aimed at realizing this potential.

### **Becoming a healthier, more active and livable community.**

The open agricultural research fields in Falcon Heights contribute to the community’s rural feel that residents have cited as one of its most prized qualities. This asset offers high motivation and potential for active living and for implementing a number of healthy community “best practices”. On the other hand, the two busy highways constitute major obstacles to pedestrian and bicycle travel and offer a considerable challenge to the city in implementing some changes that could make the community a healthier place to live. Another challenge is lack of essential neighborhood retail businesses residents would walk to if they could. It has been years since Falcon Heights has had a grocery store or deli within its boundaries. Small businesses that provide necessities close to home – this is the only kind of business expansion residents said they would like to see in the community.

### **Becoming a sustainable, energy efficient community**

*“Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”*  
– The United Nations World Commission on Environment and Development.

The climate crisis and rising cost of energy present all cities with an extraordinary challenge. Local action is a critical part of global solutions to these problems. Individuals, businesses, public institutions and local governments all have an important role to play in making wise choices that ensure the health and viability of our communities for future generations. By establishing policies that balance social, economic and ecological needs, encourage wise stewardship of natural resources and incorporate environmental responsibility into future development, Falcon Heights can remain a community where people want to live and work for generations to come.

### **Maintaining the property tax base.**

Falcon Heights' geographic boundaries include the east portion of the University of Minnesota's Twin Cities campus and the Minnesota State Fair. This unique land use composition creates an interesting community that is appreciated by residents and visitors alike. However, it results in 66% of the city's land area being both tax-exempt and statutorily out of the City's land use control. In addition, one quadrant of Falcon Heights central commercial core, the Snelling/Larpenteur business district, was acquired in 2000 by TIES (formerly Technology Information Education Services), a non-profit corporation, taking another 6.3 acres out of the City's tax base, although city land use controls still apply.

Unlike many university cities, Falcon Heights tax base does not reflect the commercial or private research facilities that many university communities enjoy. Given the city's location by the university and within a few minutes of both downtowns, the city is increasingly attractive to tax exempt property owners. Since maintaining the tax base is critical to being able to pay for services that continue to make Falcon Heights an attractive community, the city must evaluate all land use proposals for their relationship to the tax base as well as their planning value to the community.

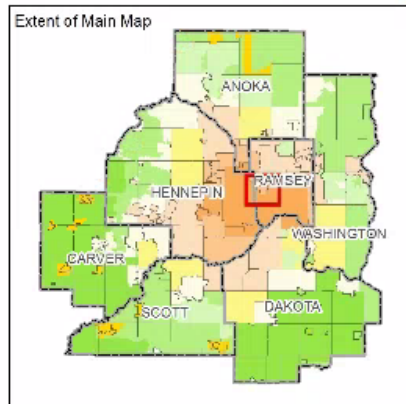
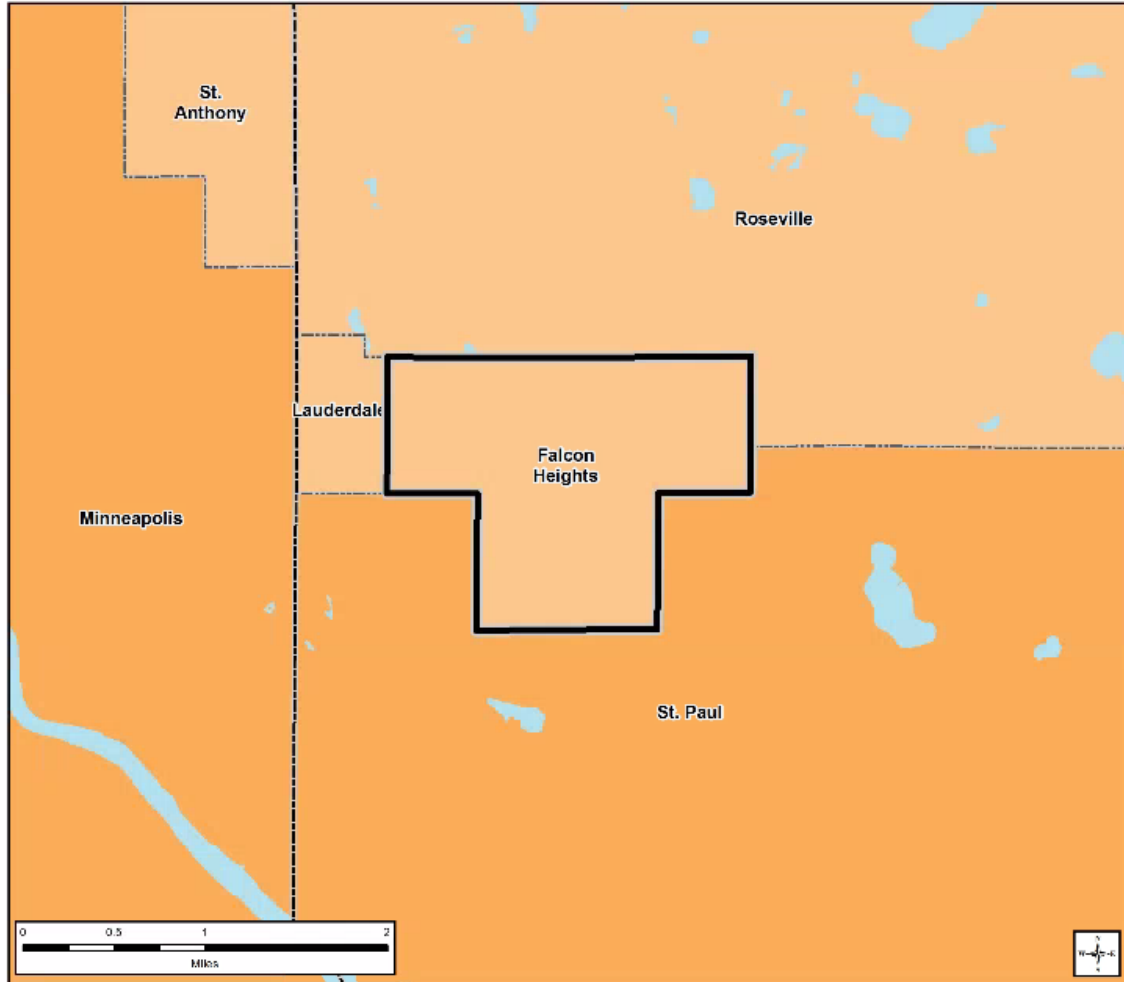
### **Celebrating and developing the relationship with the University of Minnesota and the Minnesota State Fair.**

The city works very hard to develop and maintain good communication with its two major landholders and institutions, the University of Minnesota and the Minnesota State Fair. The City is a participant in the University of Minnesota Master Plan Steering Committee, which is currently developing a plan for both Twin Cities campuses. The City is also represented on the Campus Coordinating Committee, which includes members of the University administration and representatives from Falcon Heights, Lauderdale and St. Anthony Park. The expected move of the Bell Museum of Natural History to a site across Larpenteur Avenue from the Gibbs Museum will be an opportunity to promote the growing civic, cultural and recreational precinct in the Larpenteur/Cleveland area, within walking distance of City Hall and two of the City's parks and to re-imagine the campus entry and the Larpenteur streetscape between Fairview and Cleveland.



### 3. The City of Falcon Heights

#### Community Designations City of Falcon Heights, Ramsey County



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#### Community Designations

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

Figure 1: Metropolitan Council 20430 Planning Areas.

## ***Regional Setting***

The City of Falcon Heights is currently classified as an “Urban” community geographic planning area under the Metropolitan Council’s Thrive MSP 2040 plan (Figure 1). Thrive MSP 2040 was adopted by the Metropolitan Council on May 28, 2014 to guide the region over the next 30 years. Reflects concern and aspiration, anticipates future needs in the region, and addressed responsibilities towards future generations. Located between St. Paul and Roseville, Urban communities, as defined by the Metropolitan Council, developed on the outskirts of central business districts as mobility options like freeways increased residential development opportunities. Falcon Heights lies between St. Paul and Minneapolis. Metropolitan community designations support regional policy implantations a the local level, with urban areas prioritizing reinvestment, infill and revitalization to increase economic competitiveness and enhance quality of life standards. Growth strategies in relation to this urban communities regional setting face challenges of redeveloping in ways that accommodate greater mix of uses and better accessibility for pedestrians.

~~Falcon Heights is within the Developed Communities area of the metropolitan region (Figure 1). The Developed Communities are the cities where more than 85% of the land is developed and infrastructure is well established, according to the Metropolitan Council's 2030 Regional Development framework. Within this area the Metropolitan Council supports and, in fact, gives priority to, reinvestment, infill and revitalization to increase the economic competitiveness of these communities and to enhance their quality of life.~~

## ***Unique Attributes***

*“I feel as though I’m living in a small town”*  
Falcon Heights resident

Falcon Heights is a very small but truly unique community. With virtually no privately owned vacant land for development, it is an urban community very much like its neighbors, St. Paul and Roseville, and yet it has a distinctive rural appearance due to the wide expanses of University of Minnesota research fields which border Larpenteur Avenue. Falcon Heights has an urban/rural identity, unlike any other first tier suburb of the Twin Cities.

Falcon Heights is an inner suburb with a small town character: It has a well-defined retail core, two major traffic arteries crossing and dividing it, and a dominating agricultural presence – albeit in the core of the city instead of the surrounding land. On one hand, it is residentially fragmented by the separation created by University of Minnesota lands, Snelling Avenue and elementary school boundaries. On the other, it is a community that is connected by some of these same factors. It is a stable community where the housing is of good quality, the location is convenient, and changes have been slow and relatively small in scale over the last ten years.

Falcon Heights is the host city for one of the State's largest and most important outdoor events, the Minnesota State Fair (288 acres), which attracts more than one and one-half million people per year to the city and inundates city streets and parking lots with a flood of automobiles for twelve days each summer. Falcon Heights is also home to the Les Bolstad University Golf Course, which frames the western entrance to the city-

## *History*

The City of Falcon Heights was originally part of Rose Township, established in 1850 in Ramsey County and named after early settler Isaac Rose. Rose Township also included the Cities of Lauderdale, Roseville and parts of Minneapolis, St. Paul and St. Anthony.

Heman Gibbs settled just west of Cleveland Avenue in 1849 on lands situated north and south of Larpenteur Avenue. There he built a sod house that was replaced in 1854 by the present Gibbs Farm. It is listed on the National Register of Historic Places and is currently owned by the Ramsey County Historical Society.

Heman Gibbs also built the first schoolhouse in Rose Township. It operated until 1959 and still occupies the southwest corner of Larpenteur and Cleveland Avenues. Owned by the University of Minnesota, the old school was extensively remodeled in 1930 by the WPA. The schoolhouse site is expected to become the home of the Bell Museum of Natural History in the next ten years. The fate of the schoolhouse building is undecided.



Figure 2: Future Falcon Heights in Rose Township. 1940 Aerial Photo, Ramsey County GIS User Group

The Minnesota State Fair has occupied the land west of Snelling and north of Como Avenue since 1885 and draws over two million people to Falcon Heights each year. The University of Minnesota School of Agriculture, established in 1888 southwest of Cleveland and Larpenteur, has conducted continuous agricultural experimentation and research for more than 100 years at this location.

Once dominated by farms and nurseries, Falcon Heights got its name in the 1930s from a subdivision that was platted by John Cable and named by and for his real estate agent, a man named Faulkner. Falcon Heights was incorporated as a village in 1949 and as a city in 1973 by mandate of the State Legislature. The community grew rapidly after 1940, reaching a population of nearly 6,000 in 1960.

In the 1920s the Snelling and Larpenteur intersection was the site of Curtiss Field, one of the Twin Cities' earliest air fields. The only remaining trace of Curtiss Field, where Northwest Airlines is said to have "gotten off the ground," is in the name of the nearby neighborhood park. Commercial development began at Snelling and Larpenteur and on Hamline between Hoyt and Iowa Avenues in the 1940s. The distinctive Harvest States Co-op building at the southwest corner of Snelling and Larpenteur, now occupied by TIES, was built in 1949.

In 2003 the aging shopping center at the southeast corner of Snelling and Larpenteur was razed to make way for the City’s largest development project in many years. The new complex, Falcon Heights Town Square, provides a mix of commercial and residential space, including owner-occupied townhomes, senior apartments and affordable apartments for families.

Worthy of note is the University Grove subdivision, developed by the University of Minnesota beginning in 1929. Each resident owns the structure but leases the lot from the University. All dwellings, structures additions must be individually architect-designed. The University reviews all plans and imposes an additional layer of restrictions which apply only to University Grove.

The 45th parallel runs just north of Falcon Heights in Roseville. A marker at the northeast corner of Cleveland and Roselawn Avenues denotes its location.

**Sources:**

*Falcon Heights New Resident Handbook*, author unknown.

*City of Falcon Heights Comprehensive Plan*, October 1991, author unknown

**Table 1: Population Growth, 1860 to Present**

	Census Year	Population
Rose Township *	1860	499
	1940	4777
Village of Falcon Heights	1950	3884
	1960	5927
	1970	5770
City of Falcon Heights	1980	5291
	1990	5380
	2000	5572
(Estimated)	2010	5321
(Estimated)	2016	5534
(Forecast)	2020	5300
(Forecast)	2030	5300
(Forecast)	2040	5300

\* Rose Township included portions of Ramsey County outside the present boundaries of Falcon Heights.

**Table 2: Population, Households, Employment Historical Summary: 1970 – 2010**

Year	Population	Employment	Households	Group Housing	Household Size
1970	5,530	3,160	1,766	N/A	2.98
1980	5,291	3,120	1,894	478	2.54
1990	5,380	2,600	2,016	441	2.45
2000	5,572	3,698	2,103	505	2.41

<a href="#">2010</a>	<a href="#">5321</a>	<a href="#">5298</a>	<a href="#">2131</a>	<a href="#">462</a>	<a href="#">2.28</a>
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Falcon Heights Comprehensive Plan 2000 with ~~2000~~-2010 U.S. Census data

## *Major Changes Since Falcon Heights' Last Comprehensive Plan*

Since the last major update (1991) of the Falcon Heights Comprehensive Plan, the City has experienced the following land use and employment changes:

- A major redevelopment (2003 – 2006) of the block at the southeast corner of Snelling and Larpenteur Avenues into a mixed use complex incorporating:
  - 119 rental apartments, of which 25 are permanently designated affordable
  - 57 rental apartments for senior citizens
  - 14 owner-occupied townhomes
  - 12,000 square feet of commercial space, occupied by a pediatric clinic, a restaurant and two other businesses.
- The development of 24 additional owner-occupied townhome units and one single-family home
- The construction of the University of Minnesota women's intercollegiate soccer stadium in 1999 on the west side of Cleveland Avenue between Larpenteur and Roselawn Avenues.
- The relocation of 450 Harvest States employees from Falcon Heights to Cenex headquarters in Inver Grove Heights in 1999. The facility is now owned by TIES, a non-profit serving school districts, which leases part of the space to other organizations. Approximately 140 people now work in the building.
- The closing of the Hewlett Packard facility and relocation of 260 employees in 2001, replaced by Twin Cities Cooperative Federal Credit Union's corporate offices with 86 employees.
- In 2003 a farmer's market began operating weekly, May through October, on the grounds of Twin Cities Cooperative Federal Credit union. The market is the only venue for ~~purchasing~~ [purchasing](#) groceries in the City since the small convenience store at Snelling and Larpenteur closed in the 1990s. The farmer's market is a convenient pedestrian destination for residents west of Fairview and has proved to be wildly popular, both with Falcon Heights residents and people who live outside the City.

[MORE UPDATES ???](#) –

# Major Changes Since Last Comprehensive Plan

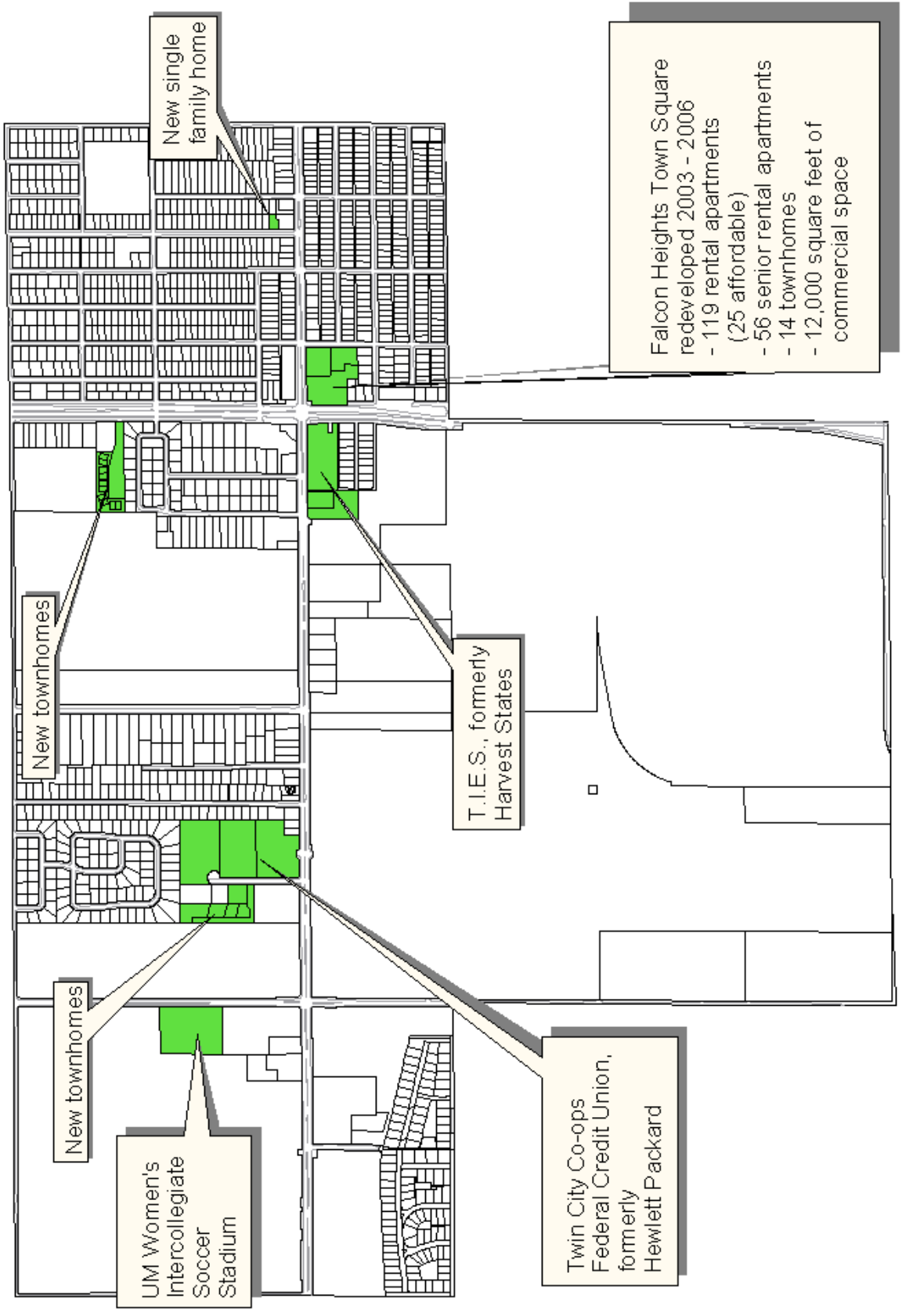


Figure 3: Major changes since 1991



## 4. Demographics, Assumptions and Projections

The ~~populaton~~population of Falcon Heights has been relatively stable since 1960, following rapid growth after World War II. A decline in the 1970 and 1980s had reversed by 2000, and the number of residents continued to grow until 2010. Forecasts reveal that beyond the year 2020 Falcon Heights population and household size will not grow. ~~The continues to grow slowly, though the average household size has not increased significantly~~has not increased and will stabilize year 2020 and beyond. This stabilization and lack of growth can be attributed to the fact there is no new development opportunities in the community of Falcon Heights for additional housing to be built.

According to United States Census data, the population in 2010 was 5,321. By 2020, the Metropolitan Council estimates the population of Falcon Heights will decrease by -3.9% to 5,300. By year 2020, the number of households in Falcon Heights is to reach 2,200 whereas no new growth is expected afterwards.

~~The population increase can be attributed to added housing and some turnover in housing from older households to younger families with children. In 2006, the population of Falcon Heights was estimated by the Metropolitan Council to be 2776, an increase of 3.7% above the 2000 U.S. Census count. The number of households was estimated at 2247, a 6.9% increase since 2000.~~

### *Demographic Trends: Summary*

- The City's 2010~~06~~ population included a University of Minnesota population of approximately ~~2,131-1200~~ in owner occupied units family housing and ~~455505~~ residents in a dormitory. Residents on campus make up over one ~~fifth-fourth of the population-housing occupancy~~ of Falcon Heights.
- The ratio of minority residents in Falcon Heights has continued to increase since 1990 but is lower than that of Ramsey County and of the United States as a whole. However, Falcon Heights has a higher proportion of foreign born residents than the county or United States~~U.S.~~ as a whole and a higher proportion of residents who speak a language other than English at home.
- The University of Minnesota remains the City's largest employer and, since the departure of Harvest States and Hewlett Packard, the only employer of significant size. Due to the departure of these large organizations, employment in Falcon Heights has declined since 2000. New trends indicate increases in employment.
- As of 2016, the percentage of residents 25 years old or older with a bachelor's degree or higher is 33.3% in Falcon Heights compared to 24.7% in Ramsey County.
- ~~about twice as high in Falcon Heights as in Ramsey County in general and significantly higher than the general population of the United States.~~
- Though more economically diverse than in past decades, the City remains somewhat more affluent than the County as a whole and has higher value housing stock. Between 2012-2016 the median value of Falcon Height's owner-occupied housing

units was \$283,200, which is drastically higher than Ramsey County's median housing value of \$199,200.

- According to ~~the~~ 2000 Census, the census tract that includes both the University of Minnesota student housing and the affluent University Grove neighborhood had 19.2% of households living in poverty. The rate in the rest of the City was 11.7%.
- Although the proportion of the population aged 65 and over declined slightly in Falcon Heights between 1990 and 2000, the City will almost certainly see the same dramatic increase in this age group expected nation-wide in the next two decades.
- Due to the large number of university students in the community, the City is generally younger than the County as a whole (and the nation). In 2016, nearly 27.5% of Falcon Heights's population was aged between 20-34 years old in comparison to Ramsey County at 24.1% and the United States at 20.7%
- Falcon Heights ~~had~~ has a higher proportion of renter-occupied housing. The year 2010 revealed that of the 2,131 total occupied housing units in Falcon Heights, 44.5% is renter-occupied.
- Of the growth expected between 2000 and 2010, Falcon Heights Town Square added 184 housing units by 2006. The estimated increase of a lower number of households (146) reflects an estimated vacancy rate in the City over all.
- Beyond the year 2020, Falcon Heights is not expected to experience growth in households or population size.

See Appendix A: Falcon Heights Population and Housing Profile for detailed tables.

See *Appendix A: Falcon Heights Population and Housing Profile* for detailed tables.

## *~~Assumptions and Projections: Population/Households/Employment~~*

The City's population is expected to remain relatively stable between 20~~21~~0 and 20~~43~~0 following a slight ~~decrease~~increase (just under ~~51~~0%) between 20~~19~~0 and 20~~21~~0. A decline in household size will be offset by an increase in the number of households. ~~No additions to population or households is expected to occur past 2020. In addition to the 189 new units constructed in Falcon Heights Town Square (and included in the projection for 2010), the City will need to provide housing for an additional 250 households by 2030.~~

The only way the City can experience appreciable growth is if the University of Minnesota substantially increases its supply of student housing or sells some of its agricultural land for private development. Although both options are considered unlikely, the City must take them into account when planning future land use in case the University's plans change.

Due to the lack of vacant land that can be developed, the City will concentrate on the maintenance of neighborhoods and redevelopment as means to maintain the City as a viable community. Unless the University makes part of its land available for development, the expected need for additional housing units will be accommodated through redevelopment of existing multi-family and commercial properties along the Larpenteur Corridor.

Because of the lack of privately owned vacant land for commercial development, employment is unlikely to show much net change by 20~~43~~0. The decrease caused by the departure of Harvest States and Hewlett Packard will be offset by a slow growth of jobs on the University campus. Limited employment growth may also occur through redevelopment or more intense use of the larger commercial properties west of Snelling.

Historically, Falcon Heights has found it cost effective to contract cooperatively with other municipalities and with Ramsey County for many of its services. Due to the City's relatively small population base and limited resources, it will continue to satisfy many of its needs through service sharing arrangements with other units and levels of government. The City will take advantage of new technologies to make services more readily available without staffing increases.

**Table 3: Population, Household, Employment Forecasts**

<b>Falcon Heights Population</b>			
Year	Forecast	Change	%change
2000	5572	<u>n/a</u>	<u>n/a</u>
<del>2006 (est.)</del>	<del>5776</del>	<del>204</del>	<del>3.7%</del>
2010	<del>6100</del> <u>5321</u>	<del>-251</del> <u>324</u>	<del>-4.5%</del> <u>5.8%</u>
<del>2020</del>	<del>6100</del>	<del>0</del>	<del>0.0%</del>
<del>2020</del>	<del>5300</del>	<del>-21</del>	<del>-3.9%</del>
2030	<del>6100</del> <u>5300</u>	<del>0</del>	<del>0.0%</del>
<del>2000-2030</del> <u>2040</u>	<del>5300</del> <u>5300</u>	<del>0</del> <u>528</u>	<del>0.0%</del> <u>9.0%</u>

<b>Falcon Heights Households</b>			
Year	Forecast	Change	%change
2000	2103	<u>n/a</u>	<u>n/a</u>
<del>2006(est)</del>	<del>2249</del>	<del>146</del>	<del>6.9%</del>
2010	<del>2131</del> <u>2350</u>	<del>101</del>	<del>4.5%</del> <u>1.3%</u>
2020	<del>22400</del>	<del>5069</del>	<del>3.2%</del> <u>2.1%</u>
<del>2030</del> <u>2030</u>	<del>22500</del>	<del>0400</del>	<del>4.2%</del> <u>0.0%</u>
<del>2040 00-2030</del>	<del>2200</del>	<del>3970</del>	<del>18.9%</del> <u>0.0%</u>

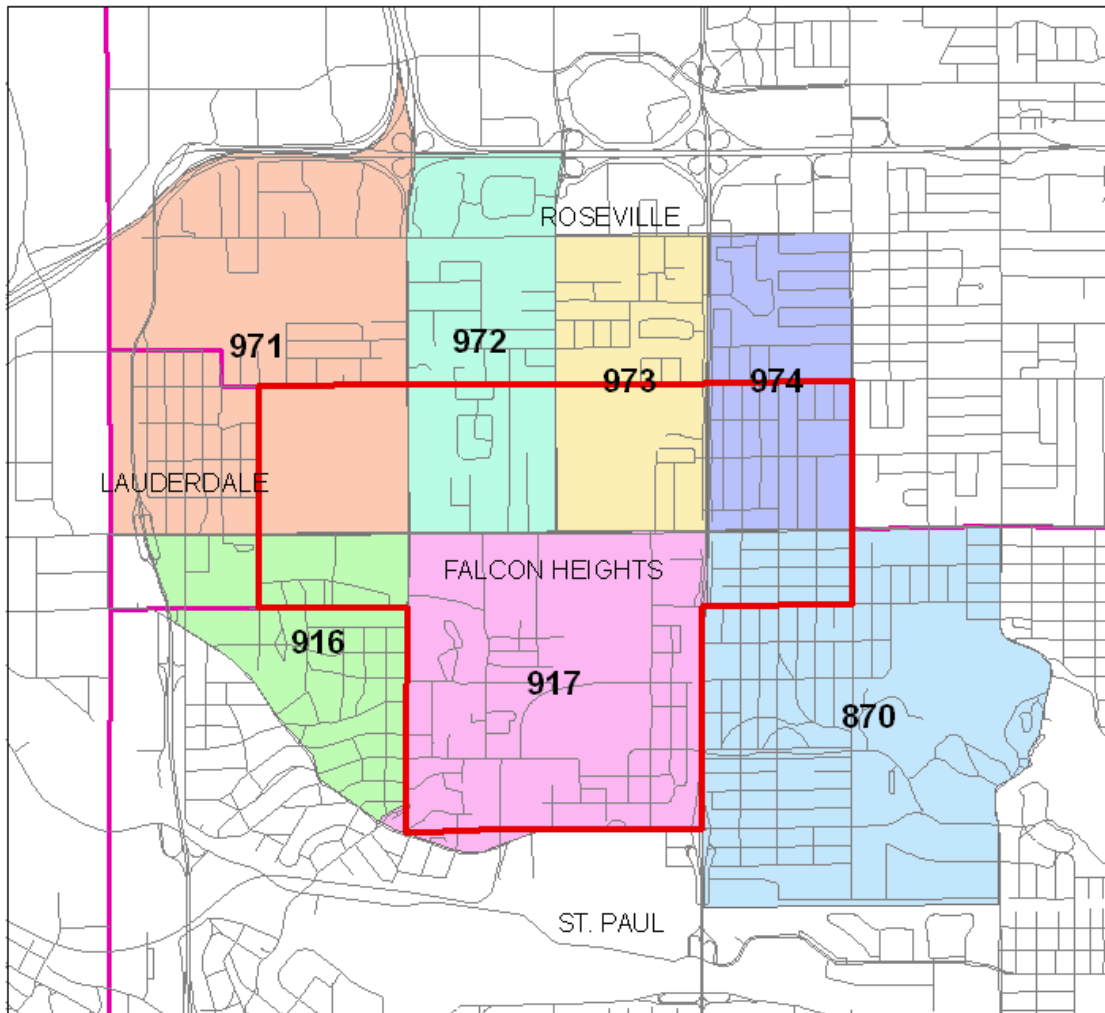
<b>Falcon Heights Employment</b>			
Year	Forecast	Change	%change
2000	4190	<u>n/a</u>	<u>n/a</u>
2010	<del>3900</del> <u>5298</u>	<del>1108</del> <u>290</u>	<del>26.4%</del> <u>6.9%</u>
2020	<del>4050</del> <u>5800</u>	<del>502</del> <u>150</u>	<del>3.9%</del> <u>5.8%</u>
2030	<del>4200</del> <u>6100</u>	<del>300</del> <u>150</u>	<del>5.2%</del> <u>3.7%</u>
<del>2000-2030</del> <u>2040</u>	<del>6400</del>	<del>300</del> <u>40</u>	<del>4.9%</del> <u>2%</u>

Metropolitan Council, Revised ~~January, 2007~~April, 2018

- ~~Of the growth expected between 2000 and 2010, Falcon Heights Town Square added 184 housing units by 2006. The estimated increase of a lower number of households (146) reflects an estimated vacancy rate in the City over all.~~
- ~~The expected growth in households from 2006 to 2030 is 251, or approximately 11.2%~~

### *Traffic Analysis Zone Forecasts*

Falcon Heights overlaps seven of the Traffic Analysis Zones defined by the Metropolitan Council. Only one of the zones is mostly contained within the city. Of the rest, Falcon Heights occupies no more than half of each zone.



—Figure 4: Traffic Analysis Zones. Data: Metropolitan Council Datafinder

As the TAZ forecasts are not subdivided by municipality the tables below represent a “best guess” of the growth Falcon Heights can assign to each zone, based on the forecasts for the City as a whole, expectations of declining household sizes in established neighborhoods, and the location of sites likely to be redeveloped. As some share—in most cases the major share—of forecast change for each zone is likely to occur outside Falcon Heights, there are necessarily some mismatches. A number that increases for the zone as a whole may decrease in the Falcon Heights portion during the same period, and vice-versa.

**Table 4: Forecasts for Traffic Analysis Zones**

**2000 – 2010**

TAZ #	2000			2010			Change			-Estimated-FH Change		
	Pop	HH	Emp	Pop	HH	Emp	Pop	HH	Emp	Pop	HH	Emp
870	7259	3011	2822	7449	3137	2702	190	126	-120	380	189	10
916	3444	1387	691	3606	1447	874	162	60	183	0	0	0
917	2047	619	2380	2244	692	2214	197	73	-166	50	53	-140
971	2171	943	337	2243	968	405	72	25	68	0	0	0
972	1931	814	1319	2083	881	1274	152	67	-45	20	0	-160
973	1222	557	631	1314	600	674	92	43	43	10	0	0
974	2034	780	1222	2206	857	1303	172	77	81	60	0	0
-City of FH	5572	2103	4190	6100	2350	3900	528	242	-290	528	242	-290

**2010 – 2020**

TAZ #	2010			2020			Change			Estimated-FH Change		
	Pop	HH	Emp	Pop	HH	Emp	Pop	HH	Emp	Pop	HH	Emp
870	7449	3137	2702	7678	3213	2224	229	76	-478	-30	0	0
916	3606	1447	874	3786	1523	958	180	76	84	0	0	25
917	2244	692	2214	2244	706	2300	0	14	86	80	50	25
971	2243	968	405	2367	1028	420	124	60	15	0	0	0
972	2083	881	1274	2118	906	1329	35	25	55	-10	0	0
973	1314	600	674	1341	616	709	27	16	35	-10	0	0
974	2206	857	1303	2230	877	1369	24	20	66	-30	0	0
-City of FH	6100	2350	3900	6100	2400	4050	0	50	150	0	50	50

**2020 – 2030**

TAZ #	2020			2030			Change			Estimated-FH Change		
	Pop	HH	Emp	Pop	HH	Emp	Pop	HH	Emp	Pop	HH	Emp
870	7678	3213	2224	7879	3344	2329	201	131	105	-30	0	0
916	3786	1523	958	3854	1563	1002	68	40	44	0	0	0
917	2244	706	2300	2244	736	2385	0	30	85	25	25	145
971	2367	1028	420	2396	1039	455	29	11	35	0	0	5
972	2118	906	1329	2164	937	1376	46	31	47	100	125	0
973	1341	616	709	1376	638	731	35	22	22	-20	0	0
974	2230	877	1369	2261	911	1412	31	34	43	-75	0	0
-City of FH	6100	2400	4050	6100	2500	4200	0	150	150	0	150	150

Metropolitan Council Datafinder

Given the lack of vacant land in Falcon Heights and limited sites that are likely candidates for redevelopment, any residential growth (Population and Households) in Falcon Heights is expected to be concentrated along Larpentour Avenue, primarily on the south edge of zone 972 (Cleveland to Fairview) and the north edge of zone 917 (Fairview to Snelling). Small net

increases (zero to ten residential units) are also possible along Larpenteur in the Falcon Heights portions of zones 870, 973 and 974, if smaller multi-family properties are redeveloped.

While the population forecast for the City is projected to increase between 2000 and 2010 and not at all between 2010 and 2030, 2006 estimates and the state of the housing market in 2007 indicate it is more likely that at least one third of this projected growth will happen after 2010. Most of the growth between 2000 and 2010 for both population and households is accounted for by the Falcon Heights Town Square development at Snelling and Larpenteur, constructed between 2003 and 2006.

Because (1) net employment in the city is expected to do little more than recover 2000 levels by 2030, and (2) there is no land in the city for new commercial development, employment changes in Falcon Heights should have little or no net impact on any of the seven zones by 2030. The new Bell Museum will move jobs to Zone 916 in the 2010-2020 decade. Expansion of the Ramsey County Historical Society operation will result in a small employment gain in Zone 971, assigned to the 2020-2030 decade.

Most of the remaining expected net employment increase between will most likely take place on the University Campus. The University of Minnesota master plan, when complete, may require a reassessment of all of these forecasts. It should also be noted that moving the Bell Museum of Natural History to Falcon Heights will bring thousands of new visitors and their vehicles, including school buses, to Falcon Heights year round. This could have more of an impact on traffic, especially in Zones 916, 917, 971 and 972, than all employment changes expected in the next twenty years.

Please see the *Land Use* and *Transportation* sections of this plan for additional discussion.



## 5. Comprehensive Plan Update Process

~~To be updated. In order to gather community input for the comprehensive plan update, the City of Falcon Heights created a 14 member steering committee to lead neighborhood focus groups. Each of the city's five commissions (planning, park and recreation, environment, human rights, and neighborhood) were represented as well as several at large members. Mayor Sue Gehrz chaired the steering committee and staff members included City Administrator Justin Miller and Plan and Zoning Administrator Deb Jones.~~

~~During the month of February 2007, nine focus group style meetings were held throughout the community. Letters were sent to all residents inviting them to attend and participate. In total, almost 100 residents attended and provided input in small, roundtable settings. Members of the steering committee led the discussions with a list of standard questions aimed at soliciting answers to questions about the future of Falcon Heights. Meetings were also held with major business and non-profit landowners in the city. The most common themes that arose out of these meetings included:~~

- ~~• Residents like living here due to the quality of our neighborhoods and the central location between both downtown areas.~~
- ~~• Open spaces, mainly the University of Minnesota research fields, are a key component to our quality of life.~~
- ~~• More pedestrian and non-motorized avenues of transportation are needed.~~
- ~~• A mix of housing styles is important so that residents can spend their entire lives in the city.~~
- ~~• Any new retail or commercial business should be small in scale and serve the needs of the surrounding neighborhood.~~

~~From May through September, the plan was extensively reviewed by the following groups:~~

- ~~• Comprehensive Plan Steering Committee~~
- ~~• Park and Recreation Commission~~
- ~~• Neighborhood Commission~~
- ~~• Environment Commission~~
- ~~• Planning Commission~~
- ~~• City Council~~

~~Copies of the draft plan were sent to the following neighboring jurisdictions in April 2008:~~

- ~~• City of Lauderdale~~
- ~~• City of St. Paul~~
- ~~• City of Roseville~~
- ~~• University of Minnesota~~
- ~~• Minnesota State Fair~~

## II. Housing

Even in a fully-developed city like Falcon Heights, where land uses are long established, change will come. The purpose of this land use plan is to provide public policy to guide that change, to serve the needs of all sectors of the community and to build a safe, healthy, sustainable, secure and prosperous environment in the city. The Falcon Heights comprehensive land use plan seeks to identify both opportunities and constraints, to identify and take into consideration the land use preferences of residents and landowners, and to establish community planning and design priorities for private development and public facilities for the next twenty years.

“Home is where safety begins. Home is where self-respect begins.

Home is where our connections to our community,  
our city, and our nation begin.”

- Henry G. Cisneros

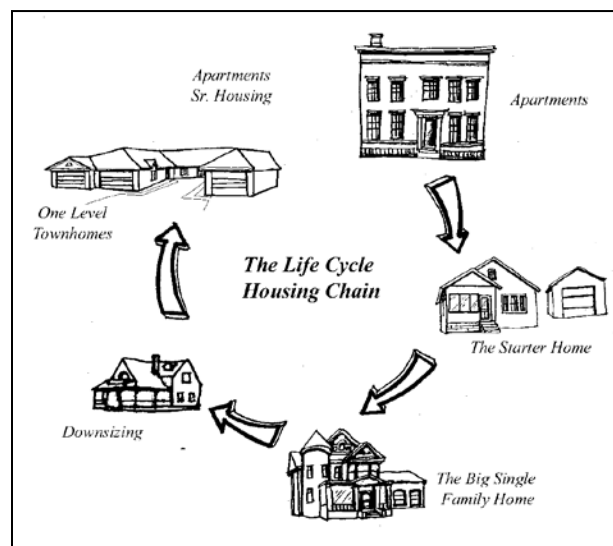
former Secretary of HUD

### Introduction

Communities are often characterized by the quality of their residential neighborhoods and housing stock. Falcon Heights prides itself on maintaining a high quality of life and providing its residents with long-term housing opportunities. Retaining Falcon Heights’ reputation as a highly desirable place to live is important to the ongoing vitality of the community.

### Housing Diversity

Life-cycle housing is a common term used to describe the provision of housing types for all stages of life. Life-cycle housing is based on the premise that as people go through life, their housing needs change. A young person getting out of school and just starting out usually cannot afford to own a home so they often begin by renting. As a person grows older, they often establish a family and buy their first home, sometimes either a starter home or townhome. As a family’s income grows, they may move up to a larger home. Once the children leave and the family size decreases, parents often move back to a smaller home with fewer maintenance needs or to one of the growing



**Figure 2.1 - Life CYCLE Housing**

number of either single-family or multi-family housing options that has an association that take care of home and property maintenance. Eventually, as a person ages, there is often a need for assisted living or an extended care facility.

Existing Housing Tenure & Type

In US Census terms, a housing unit is the physical structure while a household refers to a housing unit occupied by at least one resident. Falcon Heights’ housing stock consists of 54 percent ownership units, and 46 percent rental units. Roughly 57 percent of housing units are single family (attached and detached), and 43 percent are multi-family. This high percentage of multi-family units is due in part to the large college student population (23 percent) that resides within the City. Roughly three percent of the City’s units are publicly subsidized. See *Table 2-1* for further details.

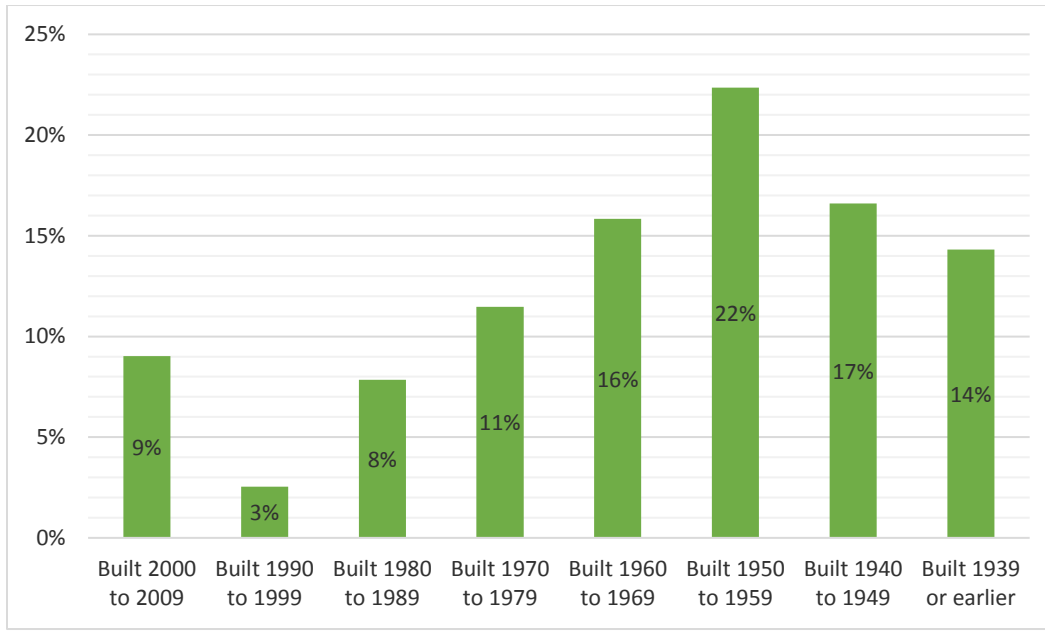
<u>Housing Tenure</u>			
<u>Ownership Units</u>		<u>Rental Units</u>	
<u>1223</u>		<u>1031</u>	
<u>Housing Type</u>			
<u>Single-Family</u>	<u>Multi-Family</u>	<u>Manufactured homes</u>	<u>Other housing units</u>
<u>1291</u>	<u>963</u>	<u>0</u>	<u>0</u>
<u>Publicly Subsidized Units</u>			
<u>All publicly subsidized units</u>	<u>Publicly subsidized senior units</u>	<u>Publicly subsidized units for people with disabilities</u>	<u>Publicly subsidized units: All others</u>
<u>65</u>	<u>0</u>	<u>8</u>	<u>57</u>

**TABLE 2.1 – FALCON HEIGHTS HOUSING TENURE & TYPE**

**SOURCE: METROPOLITAN COUNCIL**

### Age of Existing Housing Stock

Analyzing the age and value of a city’s housing stock provides meaning insight into future needs. Falcon Heights has an aging housing stock with 53 percent of housing units being built prior to 1960 indicating that maintenance needs will become more prevalent.



**FIGURE 2.2 – YEAR STRUCTURE BUILT**

**SOURCE: AMERICAN COMMUNITY SURVEY 2015**

### Housing Affordability

Affordable housing is an issue in every Twin Cities area community. With housing costs outpacing many wages, it is becoming increasingly important to focus on affordable housing. According to the Metropolitan Council, housing is considered affordable if it is priced at or below 30 percent of the gross income of a household earning 50 percent of the Twin Cities median family income. In 2015, the area median income (AMI) for the seven-county Minneapolis-St. Paul area adjusted by the Department of Housing and Urban Development for a family of four was \$86,600. Therefore, in 2015, housing was considered affordable if annual housing costs for a family of four did not exceed 30 percent of \$43,300, which translates to \$12,990 per year or \$1,083 per month for housing.

### Existing Affordable Housing Need

The Metropolitan Council breaks affordability into three bands based on AMI percentages. Table 2.2 illustrated these bands and the number of affordable units within each. This table also provides the number of cost burdened households within each band. A household paying over 30 percent of their

annual income on housing costs is considered cost burdened. Falcon Heights’ lowest affordability band contains 25 housing units and 283 cost burden households.

<u>2015 Affordable Units</u>		<u>Cost Burdened Households</u>
<u>Affordability</u>	<u>Units</u>	
<u>30% AMI and Below</u>	<u>25</u>	<u>283</u>
<u>30% to 50% AMI</u>	<u>631</u>	<u>205</u>
<u>50% to 80% AMI</u>	<u>788</u>	<u>66</u>

**TABLE 2.2 – AFFORDABLE UNITS & COST BURDENED HOUSEHOLDS**

**SOURCE: METROPOLITAN COUNCIL**

While the Census Bureau does not report household incomes in the ranges identical to the affordable income limits of the Metropolitan Council, Tables 2.3 includes an approximation of the number of Falcon Heights households that fall within the three AMI ranges. On a pro-rated basis, there were 410 households with incomes at 30% of AMI and below, 336 households with incomes between 30% and 50% of AMI, and 266 households with incomes between 50% and 80% of AMI.

<u>Affordability</u>	<u>Income Limits (\$86,600 AMI)</u>	<u>Households (Pro-Rated Census)</u>
<u>30% AMI and Below</u>	<u>\$26,000</u>	<u>410</u>
<u>30% to 50% AMI</u>	<u>\$43,300</u>	<u>336</u>
<u>50% to 80% AMI</u>	<u>\$65,800</u>	<u>266</u>

**TABLE 2.3 – HOUSEHOLD INCOME LIMITS**

**SOURCE: AMERICAN COMMUNITY SURVEY 2015, WSB & ASSOCIATES**

As indicated in the previous tables, there are 25 units available for the 410 Falcon Heights households making \$26,000 or below. The 283 cost burdened households within this affordability band are having to live in more expensive housing units. The City has 1,419 units affordable for households making 30% to 80% AMI and there are 602 households making this level of income, yet there are 271 cost burdened

households. This is an indication that there are wealthier households occupying the affordable housing units. This is a free market condition outside the control of local municipalities.

As previously stated, roughly a quarter of Falcon Heights’ population attend higher education institutions.

<u>Total Population</u>	<u>Population Attending Higher Education</u>	<u>Percent of Population</u>
<u>5,484</u>	<u>1,252</u>	<u>23%</u>

**TABLE 2.4 – STUDENT POPULATION**  
**SOURCE: AMERICAN COMMUNITY SURVEY 2015**

Initially, the cost burdened households listed in Table 2.2 would indicate that Falcon Heights needs more affordable housing units. However, Table 2.5 illustrates that this only holds true for affordability at 30% AMI and below, which has an apparent 385-unit deficit. Further, the Census does not include student dormitories in housing unit count. The University of Minnesota’s Bailey Hall contains 241 units that can be considered affordable to individuals making 30% or below AMI, reducing the deficit within this affordability to 144 units.

<u>Affordability</u>	<u>Households (Pro-Rated Census)</u>	<u>Units</u>	<u>Units Surplus/Deficit</u>
<u>30% AMI and Below</u>	<u>410</u>	<u>25</u> <u>(266 with Bailey Hall)</u>	<u>-385</u> <u>(-144 with Bailey Hall)</u>
<u>30% to 50% AMI</u>	<u>336</u>	<u>631</u>	<u>(+)295</u>
<u>50% to 80% AMI</u>	<u>266</u>	<u>788</u>	<u>(+)522</u>

**TABLE 2.5 – AFFORDABLE HOUSING SURPLUS/DEFICIT**  
**SOURCE: METROPOLITAN COUNCIL**

The deficiency in housing within the 30% AMI and below band is likely for higher education student housing. The University of Minnesota will need to address that need for additional student housing. It is also likely that the deficiency is currently being meet by students through other financial means such as student loans.

Figure 2.3 illustrates estimated market values for owner-occupied housing units above and below 80 percent of the area median income.





### Future housing needs

In Falcon Heights, 18 percent of the City's land is dedicated to residential use. There is currently very little land available for new housing units. Land would either need to be redeveloped or rezoned for housing development to occur. The Metropolitan Council has forecasted no population or household grown for the City, and is not requiring affordable housing allocation. If future development was to occur, the City would need to work in coordination with the University of Minnesota to determine whether the new housing units would need to be made affordable for college students.

### Programs

Numerous programs are available to help cities meet their housing goals and policies. Cities can consider utilizing certain programs such as fee waivers and/or adjustments to facilitate affordability. In addition, cities may also consider encouraging and working with potential developers who plan to use federal low income housing tax credits to construct affordable rental housing. Other options include: affordable housing assistance or development and preservation programs available through the local, county, state, and federal government. Cities may consider the following programs in order to meet its housing goals:

**Minnesota Housing Consolidated Request for Proposals:** The Minnesota Housing Finance Agency provides a once annually request for proposal (RFP) where affordable housing developers can apply for funding to construct affordable housing. Developers can apply to the Consolidated RFP to provide affordable housing for those Falcon Heights residents in need. The RFP is a useful tool to support the development of rental housing units affordable at 50% AMI or below.

**Community Development Block Grants (CDBG):** The U.S. Department of Housing and Urban Development (HUD) provides CDBG funds to communities with over 45,000 residents for the use of providing and maintaining affordable housing. Ramsey County Community and Economic Development (CED) administers these CDBG funds for the City of Falcon Heights. Ramsey County CED can use CDBG funds to provide affordable housing for those Falcon Heights residents in need. CDBG is a useful tool to preserve both rental and ownership units affordable at 80% AMI and below.

**HOME Funds:** The HOME Investment Partnerships Program (HOME) is a flexible federal grant program that allows Ramsey County to fund affordable housing activities for very low and low-income families or individuals, homeless families, and persons with special needs. Ramsey County CED can use HOME funds to provide affordable housing for those Falcon Heights residents in need. HOME funds are a useful tool for both the preservation and development of both rental and ownership units affordable at 50% AMI and below.

**Neighborhood Stabilization Program (NSP) Grants:** The NSP was established by HUD for the purpose of stabilizing communities that have suffered from foreclosures and abandonment. The focus of this

program is the purchase, rehabilitation and resale of foreclosed and abandoned properties. NSP is currently not funded. NSP funds were a useful tool to preserve ownership units affordable at 80% AMI and below.

**Homebuyer Assistance Programs:** Homebuyer assistance programs funded directly by Ramsey County CED are available to first time homebuyers. Falcon Heights residents can contact the Minnesota Homeownership Center regarding homebuyer assistance programs that are currently available. Homebuyer assistance funds are a useful tool to preserve ownership units affordable at 80% AMI and below.

**Repair and Rehabilitation Support:** Ramsey County offers a residential rehabilitation deferred loan program to assist homeowners with home repair projects. Repair and rehabilitation support is a useful tool to preserve ownership units affordable at 80% AMI and below.

**Foreclosure Prevention:** The Housing Crisis Response in Ramsey County provides foreclosure counseling to Falcon Heights residents. The Minnesota Home Ownership Center and Lutheran Social Services may also be resources to the residents of Falcon Heights. Foreclosure prevention funds are a useful tool to preserve ownership units affordable at 80% AMI and below.

**Energy Assistance:** Ramsey County offers an energy conservation deferred loan program to Falcon Heights residents. EnergySmartsPays.com is also an energy conservation program that is available. Energy assistance is a useful tool to preserve both rental and ownership units affordable at 80% AMI and below.

**Rental Assistance:** Renters interested in suburban rental housing assistance can contact the Metro Housing and Redevelopment Authority, which is the program that administers the Section 8/Housing Voucher program to Falcon Heights residents. Rental assistance is a useful tool to preserve rental units affordable at 80% AMI and below.

**Livable Communities Grants:** Falcon Heights is a participating community in the Metropolitan Council's Livable Community Act (LCA) programs. Falcon Heights can consider applying for livable communities grant on behalf of developers who are provide level of affordable housing and the guaranteed length of affordability that generates a public benefit greater than the resources required to apply for and administer the livable community grants. LCA grants are a useful tool for the development of both rental and ownership units affordable at 80% AMI and below.

**Local Fair Housing Policy:** Ramsey County works with the Twin Cities Metro Area Fair Housing Implementation Council to stop discrimination and promote integration. Any Falcon Heights residents that feel they have been subjected to unfair housing practices should contact this organization. Ramsey

County CED can continue the implementation of its fair housing policy. Local fair housing policy is a **useful tool for the preservation of both rental units affordable at 80% AMI and below.**

**Land Trusts:** There is no established Land Trust serving the City of Falcon Heights currently. Should a Land Trust be established, the Rondo Community Land Trust in St. Paul would be a good model to use. A land trust can be a useful tool for both the development and preservation of ownership units affordable at 80% AMI and below.

#### Fiscal Devices

Fiscal devices, such as revenue bonds, tax increment, financing, or tax abatement can be used to help ease the construction and availability of affordable housing in the City of Falcon Heights.

**Development Authorities:** Falcon Heights does not have its own Housing and Redevelopment Authority (HRA) and depends on Ramsey County Coordinate HRA for affordable housing and redevelopment services. Ramsey County can construct, finance and/or partner with private developers to provide affordable housing for those Falcon Heights residents in need. Development authorities are a useful tool to support the development of both rental and ownership housing units affordable at 50% AMI or below.

**Housing Bonds:** Minnesota State Statute allows HRAs the ability to issue housing bonds to provide affordable housing. Ramsey County HRA can issue housing bonds to provide affordable housing for those Falcon Heights residents in need. Housing bonds are a useful tool to support the development of both rental and ownership housing units affordable at 50% AMI or below.

**Tax Abatement:** Cities may issue bonds to be used to support the construction of affordable housing and use a portion of the property tax received (tax abatement) from the development to finance these bonds. This removes this property taxes revenue from paying for the services needed for this property, its residents and the community in general. Tax abatement is a useful tool to support the development of both rental and ownership housing units affordable at 80% AMI or below.

**Tax Increment Financing:** Cities may create a housing district to create a tax increment financing (TIF) district. The TIF bonds issued on this district are to be used to support the construction of affordable housing and entire property taxes received above the original tax value (increment) from the development to finance these bonds. This removes this property taxes revenue from paying for the services needed for this property, its residents and the community in general. TIF is a useful tool to support the development of both rental and ownership housing units affordable at 50% AMI or below.

Official Controls

Official controls and land use regulation can be used to assist in the construction of affordable housing units. Controls and regulations can also be used to simplify the process of expanding local housing options also.

**Fee Waivers or Adjustments:** Cities may waive or reduce fee to reduce the cost of construction of affordable housing. Conversely, State rules require that the fee that a city charges be related to the cost of providing the services for which the fee are collected. This waiver or reduction could create a deficiency in the funding for services which would be required the use of general funds to resolve. Cities can develop a fee waiver or reduction policy to determine when the level of affordable housing and the guaranteed length of affordability provide a public benefit great enough to justify the reduction or waiver of development fees. Fee waivers or adjustments are a useful tool to support the development of both rental and ownership housing units affordable at 80% AMI or below.

**Zoning and Subdivision Policies:** Cities have the ability to adjust their zoning and subdivision regulations through a planned unit development (PUD). Zoning and subdivision regulation are created in part to mitigate the impacts that a development may have on adjoining properties. When considering a PUD for affordable housing, cities should determine when the level of affordable housing and the guaranteed length of affordability provide a public benefit great enough to justify the potential impacts that would result from a deviation in the zoning or subdivision regulations. PUD is a useful tool to support the development of both rental and ownership housing units affordable at 80% AMI or below.

**4(d) Tax Program:** The 4(d) tax program provides a 4% tax credit to affordable housing developers. This program is administered through the Minnesota Housing Finance Agency. Minnesota Housing Finance Agency can continue administer the 4(d) tax program to provide affordable housing for those Falcon Heights residents in need. 4(d) tax bond funds are a useful tool to support the development of rental housing units affordable at 50% AMI or below.

Table 7.14 – Affordable Housing Tools

<u>Falcon Heights Housing Goals/Policies</u>	<u>Falcon Heights EDA</u>	<u>Tax Abatement</u>	<u>Tax Increment Finance</u>	<u>Fee waivers or adjustments</u>	<u>Zoning and subdivision policies</u>	<u>Ramsey County HRA</u>	<u>Housing Bonds</u>	<u>MN Housing Consolidated RFP</u>	<u>4(d) tax program</u>	<u>CDBG grants</u>	<u>HOME funds</u>	<u>NSP Funds</u>	<u>Livable Communities grant</u>	<u>Land trusts</u>	<u>Homebuyer assistance programs</u>	<u>Repair &amp; Rehab Support programs</u>	<u>Foreclosure prevention programs</u>	<u>Energy Assistance programs</u>	<u>Rental Assistance</u>	<u>Local Fair Housing Policy</u>
<u>Encourage the availability of housing for a population of diverse ages and income levels.</u>				X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X
<u>Continue the well-maintained residential character of existing neighborhoods.</u>					X	X				X	X	X			X	X	X	X	X	X
<u>Improve the quality, appearance and maintenance of housing in neighborhoods and the health of residents.</u>	X	X	X	X	X	X	X	X	X				X							X

## **1. General Land Use**

Falcon Heights is a fully developed inner-ring suburb. Over half of the City’s land is occupied by large public institutions not subject to the City’s land use controls. The City is otherwise largely residential, with clearly defined neighborhoods and limited business and commercial areas.

- Approximately two-thirds of Falcon Heights 1,433 acres is comprised of University of Minnesota lands and the Minnesota State Fairgrounds. A substantial portion (267 acres) of the University's property is used for agricultural research.
- The City of Falcon Heights has no industrial development.
- The City contains no lakes, streams, wetlands or protected waters except those found on University property.

Figure 5 shows 2018 existing land use, using Metropolitan Council categories, for Falcon Heights and adjacent portions of Roseville, Lauderdale and St. Paul. Falcon Heights’ zoning is shown in Figure 6.

## II. Land Use ~~and Housing~~

*“Planning” means the scientific, aesthetic and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of urban and rural communities.”*

– Canadian Institute of Planners

Even in a fully-developed city like Falcon Heights, where land uses are long established, change will come. The purpose of this land use plan is to provide public policy to guide that change, to serve the needs of all sectors of the community and to build a safe, healthy, sustainable, secure and prosperous environment in the city. The Falcon Heights comprehensive land use plan seeks to identify both opportunities and constraints, to identify and take into consideration the land use preferences of residents and landowners, and to establish community planning and design priorities for private development and public facilities for the next twenty years.

### 1. General Land Use

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**Figure 5**  
**Existing Land Use**  
 Falcon Heights Comprehensive Plan  
 City of Falcon Heights, Ramsey County



**Existing Land Use**

- Single Family Detached
- Single Family Attached
- Multifamily
- Retail and Other Commercial
- Office
- Mixed Use Residential
- Mixed Use Commercial and Other
- Industrial and Utility
- Institutional
- Park, Recreational or Preserve
- Golf Course
- Major Highway
- Agricultural
- Undeveloped



0 1,000 Feet

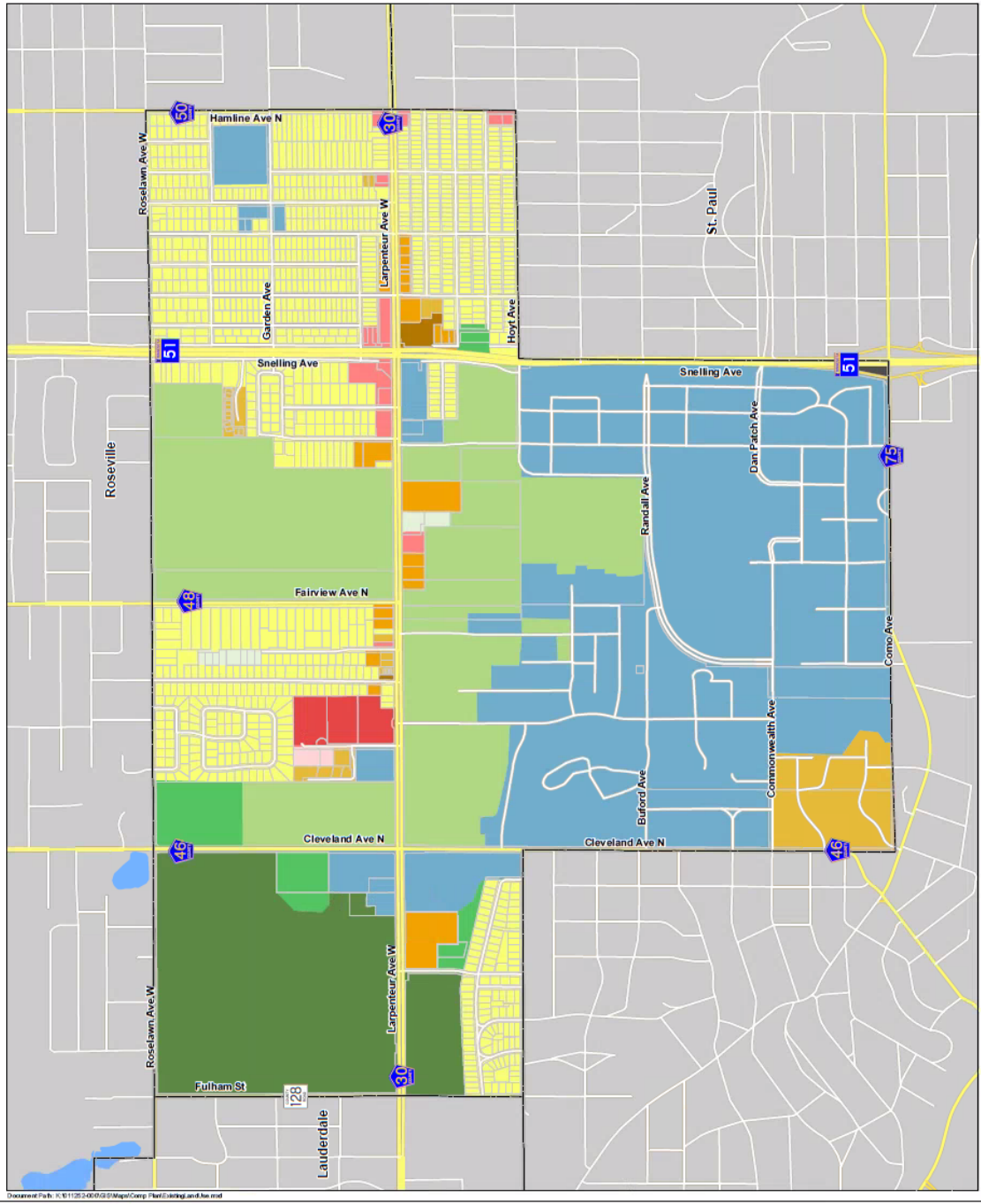


Figure 5: Existing land use in Falcon Heights, 2016.



**Table 5: Falcon Heights Land Use Data – Metropolitan Council**

**Falcon Heights Land Use Data: 2016**

Source: Metropolitan Council

Land Use Categories	2016 Total (acres)	Percent of Total
<b>Residential Total</b>	<b>436</b>	
Single Family Detached	363	25%
Single Family Attached	45	3%
Farmsteads	0	0%
Multifamily	28	2%
<b>Mixed Use</b>	<b>17</b>	<b>1%</b>
<b>Commercial or Other</b>	<b>13</b>	<b>0%</b>
<b>Residential</b>	<b>4</b>	<b>1%</b>
<b>Commercial</b>	<b>19</b>	<b>2%</b>
<b>Industrial Total</b>	<b>0</b>	<b>0%</b>
Industrial & Utility	0	0%
Extractive	0	0%
Railway	0	0%
<b>Institutional (5)</b>	<b>474</b>	<b>33%</b>
<b>Parks, Recreation &amp; Preserves</b>	<b>31</b>	<b>2%</b>
<b>Golf Course</b>	<b>162</b>	<b>11%</b>
<b>Major Vehicular Rights-of-Way (7)</b>	<b>2</b>	<b>0%</b>
<b>Airports</b>	<b>0</b>	<b>0%</b>
<b>Agriculture &amp; Undeveloped Total</b>	<b>305</b>	<b>20%</b>
Agriculture	287	20%
Undeveloped Land (9)	5	0%
Agricultural & Vacant	N/A	N/A
Industrial Parks not Developed	N/A	N/A
Public & Semi-Public Vacant	N/A	N/A
<b>Open Water</b>	<b>0</b>	<b>0%</b>
<b>Total</b>	<b>1,433</b>	<b>100%</b>

**Table 6: Falcon Heights Land Use, 2018 – Ramsey County GIS parcel data**

<b>Land Use Categories</b>	<b>2028 Total (in acres)</b>
<b>Residential Total</b>	<b>436.25</b>
–Single Family Residential	408.33
–Farmsteads	0
–Multi-family Residential	27.92
<b>Mixed Use</b>	<b>17.09</b>
<b>Commercial</b>	<b>19.02</b>
<b>Industrial Total</b>	<b>0</b>
–Industrial and Utility	0
–Extractive	0
–Railway	0
<b>Institutional</b>	<b>473.83</b>
<b>Parks, Recreation &amp; Preserves</b>	<b>30.96</b>
<b>Golf Course</b>	<b>162.15</b>
<b>Major Vehicular Rights of Way</b>	<b>2.48</b>
<b>Airports</b>	<b>0</b>
<b>Agriculture and Undeveloped Total</b>	<b>291.48</b>
–Agriculture	286.56
–Undeveloped Land	4.92
<b>Open Water</b>	<b>0</b>
<b>Total</b>	<b>1433.27</b>

**Table 7: Existing Zoning Designations in Falcon Heights**

R-1	Single Family Residential
R-2	One and Two Family Residential
R-3	Residential: Medium Density Multiple Family and Apartment Buildings
B-1	Business: Neighborhood Convenience
B-2	Limited Business
B-3	Snelling/Larpenteur Business District
P-1	Public Land
P-1/R-1	Public Land; R-1 if reused
PUD	Planned Unit Development

# City of Falcon Heights - Zoning, 2006

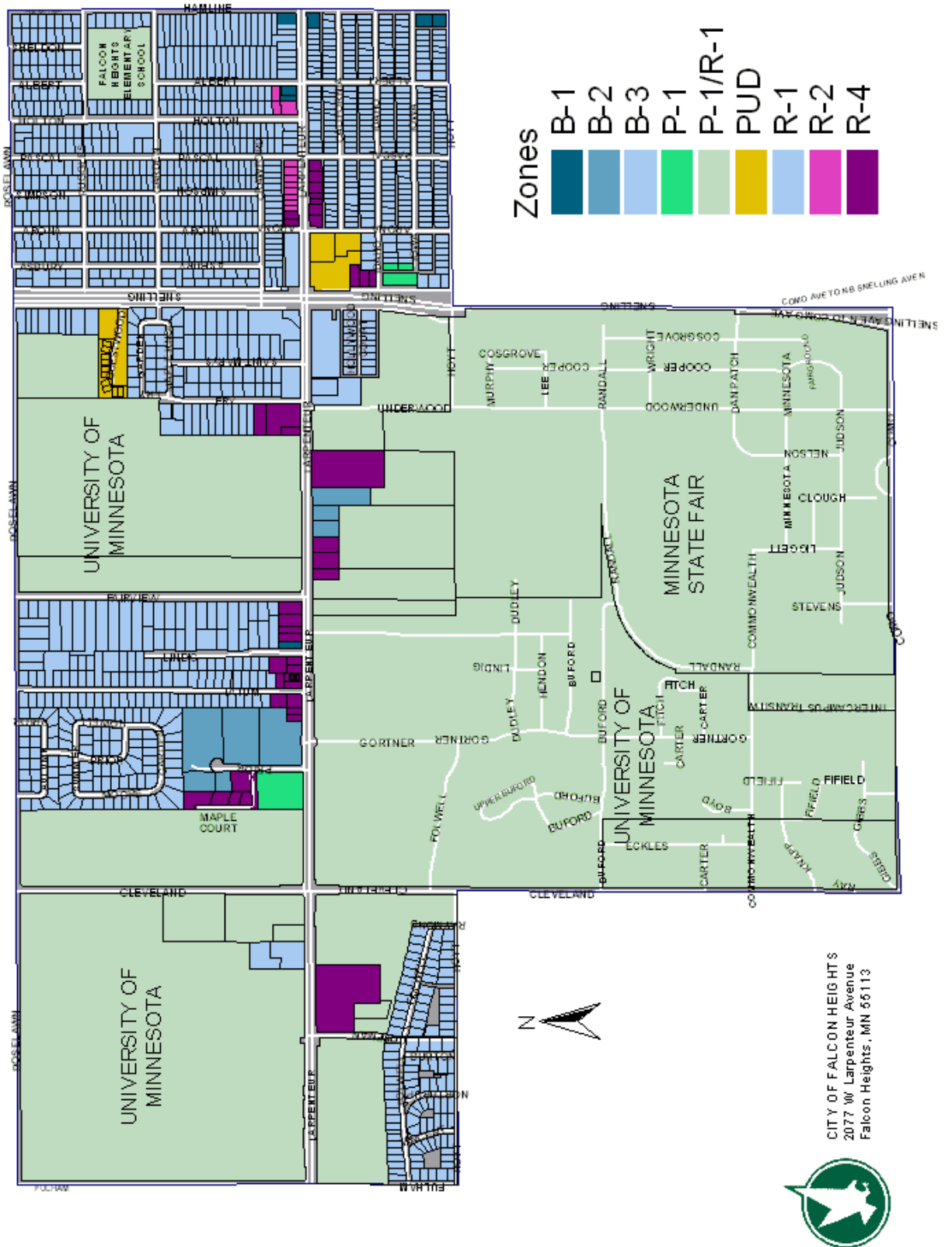


Figure 6: Existing zoning in Falcon Heights

## ***Existing Land Use***

### **Residential Neighborhoods**

Of the non-institutional land in Falcon Heights, the majority is residential, mostly single family homes. The single family residential district is divided into six distinct neighborhoods by the University of Minnesota fields and by Snelling and Larpenteur Avenues. Most of the housing was constructed between 1940 and 1990. Multi-family buildings are distributed along portions of Larpenteur Avenue, most between Fairview and Pascal, and there is a large complex of attached single-family homes on the University campus at the southwest corner of the City. Housing is discussed in detail in the Housing section of the plan.

### **Commercial Land**

With the exception of a small neighborhood business center at the northwest corner of Hamline and Hoyt Avenues, all of the land zoned for commercial and business uses in Falcon Heights is located along Larpenteur Avenue, a major east-west thoroughfare. Most of this land is concentrated at the four corners of the Snelling-Larpenteur intersection, the City's central business district. Two other business zones of significant size are the Twin Cities Cooperative Credit Union/Stanford Office Park area on Prior Avenue near City Hall and Hermes Nursery, the last survivor in Falcon Heights of the flower nurseries for which Larpenteur Avenue was once known. The remaining business properties are small parcels on the edges of residential neighborhoods, intended to be used for local neighborhood businesses. Falcon Heights has no land zoned for industrial use. Further discussion is located in the Business and Commercial chapter of the Land Use section.

### **Mixed Use**

The most significant change in land use in Falcon Heights in the last 15 years is the conversion of 4.9 acres from commercial to mixed residential and commercial use, with the redevelopment of the southeast corner of Snelling and Larpenteur Avenues. Falcon Heights Town Square includes 119 rental apartments, 76 senior rental apartments, 14 owner-occupied townhomes and 12,000 square feet of commercial space.

Another large commercial property, the corporate offices of Twin Cities Cooperative Federal Credit Union, has also been designated "Mixed Use Commercial" by the Metropolitan Council (2005) because of the establishment of a weekly farmer's market, operating from May through October. A popular and busy destination during the summer, this market is the first opportunity for City residents to purchase food within Falcon Heights since the City's last small grocery/convenience store closed in the 1990s. The market is a convenient pedestrian destination for residents west of Fairview.

### **Parks, playgrounds and public open space**

Park and playground acreage increased slightly between 1991 and 2005, due to the closing of a portion of the east Snelling Drive frontage road and the incorporation of that land into Curtiss Field, one of the City's two neighborhood parks. Although the City's park acreage is low for its population, it should be noted that the University of Minnesota's Les Bolstad Golf Course, as well as the campus and the grounds and

facilities of the State Fair, provide significant additional recreational opportunities for City residents.

### **Vacant Land**

While the City has a significant inventory of unbuilt public land, that land is owned and used for agricultural research by the University of Minnesota and therefore not considered vacant. The volume of privately owned vacant land decreased from 9 acres in 1990 to about 4 acres in 2005. The only significant consumer of vacant land between 1991 and 2005 was Questwood, a semi-detached residential development of 3.5 acres served by a private street, built in 1994. That which remains consists of relatively small disassociated parcels under one acre in size. Most of these parcels are landlocked, with no street access, and all but one are owned by the owner of the adjoining residential property. With the exception of these parcels, which are popularly – though not yet officially – considered a natural resource, there is no vacant privately held land remaining in the City for new residential development except for one quarter-acre lot on Tatum Street. There are no vacant properties zoned for commercial use.

### **Public and Institutional Land**

The City has been given no reason to anticipate that any of the University of Minnesota or State Fair land will be made available for private development within the time frame of this plan. Therefore, the City must plan to accommodate expected housing, business and community needs by redevelopment on land that is now privately owned. However, the City must also be prepared to provide for the best use of what is now public land, in the event that these public institutions change their plans.

## ***Future Directions***

### ***Areas of Potential Change***

In addition to the demographic and environmental challenges that will confront all cities in the next twenty years, Falcon Heights faces the particular challenge of finding space to meet the housing needs projected by the year 2040. Except for one vacant residentially zoned parcel, Falcon Heights is fully developed. The City's unique composition includes the University of Minnesota's agricultural research fields. This land is not considered vacant by the City or the University.

Therefore, it is not in new development, but in redevelopment where Falcon Heights will see changes over the next twenty years. Redevelopment is expected to follow two general directions: Adding transit-oriented housing, especially for older citizens and students, and creating more opportunities for residents to meet their needs for purchasing life's necessities closer to home.

### **Vacant land**

The only vacant land for development in the city's land use controls is a 1/4 acre vacant lot on Tatum Street, zoned R-4, and a site of approximately 4 acres that is in a single-family residential zone. At the present time, this vacant land is divided into seven separate parcels, all but one belonging to the adjacent homeowners who use them for

gardening or landscaped space. None of these parcels have street access. Although these and other constraints make it unlikely that this site will be developed in the next ten or even twenty years, the City evaluated this area's development potential in the past and determined some minimal criteria that must be addressed by any future developer to guarantee that it would be developed according to sound land use planning practices. These criteria included developing the site as a whole rather than on a lot-by-lot basis and only after receiving the consent of the property owners to the sale of their land. Present property owners have requested that the area be identified and preserved as a natural resource. As the City has no plans to create a municipal preserve or park on this site, present owners will be encouraged to combine these back lots with their street-front parcels. At this time, other properties closer to Larpenteur are considered far more suitable for development and more likely to be redeveloped to accommodate anticipated housing needs.

### **Redevelopment: The Larpenteur Corridor**

As of the last comprehensive plan, the largest potential site for redevelopment was the southeast corner of Snelling and Larpenteur. Now that this project has been completed, there are no immediate candidates for redevelopment in 2007. However, several of the larger commercial properties are underutilized, and the existing apartment buildings are aging, so it is likely that opportunities for redevelopment will arise during the next twenty years. All of these sites are on, or near, Larpenteur Avenue, an important bus transit route, so a chief focus of the City's planning will be the "Larpenteur Corridor."

Given the unlikelihood of University of Minnesota land being made available for development, it will be redevelopment of properties in the Larpenteur Corridor that will provide the additional housing and business development Falcon Heights is expected to need by 2040. Please see the *Larpenteur Corridor* section for detailed discussion.

### **Changes to Public Lands**

The construction of a new Bell Museum of Natural History on the southwest corner of Larpenteur and Cleveland Avenues (scheduled to open in 2010) will bring many visitors to Falcon Heights. Intramural recreational fields presently occupying the site will be moved, the northeast corner of Cleveland and Larpenteur being discussed as a possible site.

With Gibbs Museum of Pioneer and Dakotah Life (Ramsey County Historical Society) across Larpenteur Avenue to the north, and the proximity to University recreational facilities, two City parks and existing or planned trails, the Cleveland/Larpenteur area could become the nucleus of a new cultural and recreational hub in Falcon Heights and an important element of the Larpenteur Corridor, complimenting the commercial and business core at Snelling Avenue. To allow for a proposed expansion of Ramsey County Historical Society operations at the Gibbs Museum, the Public Land (P-1) designation will be extended to the adjacent residential property, which the Historical Society now owns and plans to use for its institutional operations.

Demand for student housing being very strong, the University has communicated a possible need for additional student housing, including corporate housing, south of

Commonwealth Avenue on campus. In the event that any of this housing is built and operated by private entities, this development could come under the City’s land use jurisdiction, and the City would need to create appropriate land use controls both to meet the needs of the University and to ensure compatibility with the City’s goals and best interests.

Although no further change to public lands, and no sale to the private sector, is anticipated during the time frame of this plan, the City acknowledges that provision must be made if University of Minnesota or State Fair plans change. The City’s previous comprehensive plan called for all public land not permanently reserved for public use to revert to single-family residential use if it should be sold for private development. Given the health and sustainability objectives of this plan, restricting this land to single family residential use is not necessarily in the best interest of the community. Therefore, the City will adopt a more flexible approach, creating overlay districts to guide any future development of public lands in coordination with the other parts of this plan, while acknowledging the present public use in the base zoning designation. Portions of these lands, such as Community Park, may be candidates for permanent reservation as public land. Corridor studies of Larpenteur and Snelling will be undertaken before the extent of the new zones can be determined. This plan will be amended when those studies have been completed.

### Areas of Potential Change

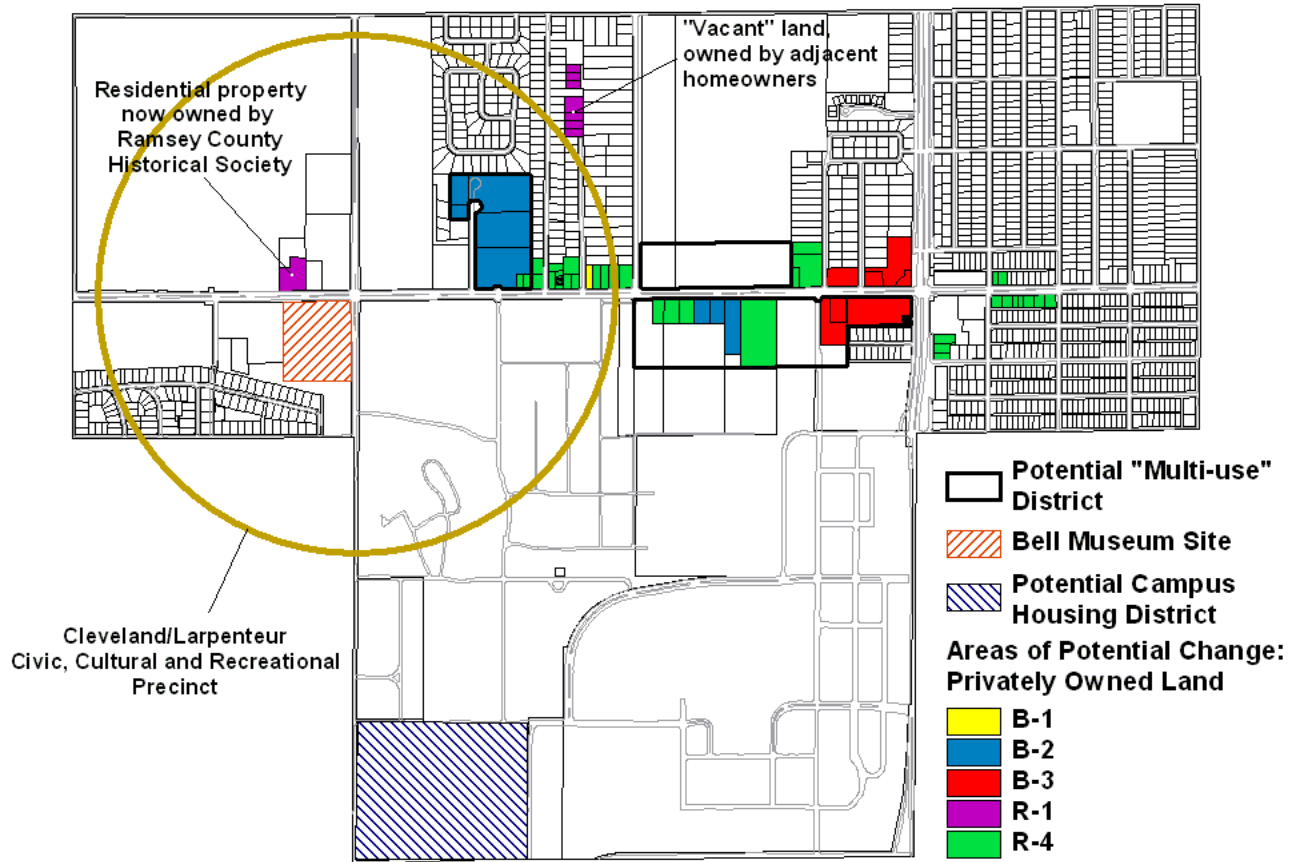


Figure 7: Areas of Potential Change

## ***General Land Use: Goals and Policies***

### **General Land Use Goals**

1. To protect open space and natural resources, preserving the urban/rural aesthetic that Falcon Heights residents value.
2. To improve connections between districts of the City, between City neighborhoods and the public institutions and within neighborhoods.
3. To build community identity along the main thoroughfares, especially Larpenteur and Snelling Avenues.
4. To minimize land use and traffic intrusions that adversely impact established neighborhoods.
5. To enhance access and safety for pedestrians and non-motorized transportation.
6. To encourage practices that conserve energy and lower the City's over-all carbon emissions, making Falcon Heights a healthier, more sustainable community.

### **General Land Use Policies**

1. Adopt and encourage “best practices” to promote public health and encourage an active lifestyle for residents. Require a health impact assessment for new development/redevelopment.
2. Adopt and encourage “best practices” to promote a more energy efficient and environmentally sustainable community.
3. Continue to protect solar access by enforcing existing city ordinances (Section 113-393) and by strengthening the ordinance, if appropriate.
4. Continue to eliminate zoning code violations and nuisance conditions that adversely affect the appearance and value of properties and the health of residents.
5. On transit routes, where appropriate, allow the redevelopment of multi-family and commercial properties for mixed use or higher density housing, incorporating best practices for conserving green space and promoting active living. (See Larpenteur Corridor section.)
6. Enhance and upgrade the value of all properties through street maintenance and improvement programs that complement and enhance both residential neighborhoods and the City's business districts.
7. Establish design guidelines and standards to ensure that any new development promotes good health and preserves public open space.
8. Permit only compatible businesses adjacent to residential uses and in mixed commercial-residential development, and place special conditions upon business uses to assure compatibility when appropriate.



9. Require that any re-subdivision of existing lots on developed blocks in residential areas conform to other lots within surrounding blocks, and be accessed in a similar manner.
10. Continue to build the Neighborhood Liaison program, Community Emergency Response Team and other community organizations for communication and security.
11. Build community identity and encourage neighborhood connectivity by installing sidewalk systems, decorative street lighting and landscaping to make streetscapes more welcoming.
12. Continue to implement an aggressive shade tree program and replace removed trees as quickly as possible.
13. Encourage landscaping practices that reduce water consumption and minimize runoff.

## ***2. The Larpenteur and Snelling Corridors***

Because there is almost no vacant private land in Falcon Heights and the public land is unlikely to be available for future development, the City must identify those private properties which are possible candidates for redevelopment by the year 20430 to meet projected housing and business needs.

Next to its central location, the two characteristics of Falcon Heights that residents value most are:

- The agricultural open spaces that give the city its unique rural-in-urban character
- The high quality traditional single-family neighborhoods and the importance of preserving their value and vitality

With these values in mind, City staff looked at all private properties that are not presently zoned for single-family residential use. All but a handful of these properties are on or very close to Larpenteur Avenue, the City's primary east-west thoroughfare. Therefore, the City will consider the future of the Larpenteur Corridor as a whole in creating the City's updated comprehensive plan.

The Larpenteur Avenue and Snelling Avenue corridors have long functioned as divisions within Falcon Heights, separating the city north from south, east from west. The primary function of these highways is to conduct motorized traffic as quickly as possible from one end of the City to the other. Larpenteur and Snelling have imposed barriers to pedestrian traffic and an impediment to retail cohesiveness, separating neighborhoods and encouraging residents to orient their lives outward toward surrounding cities.

## Snelling Avenue

Snelling Avenue is a State highway that crosses Falcon Heights from north to south. It is the most heavily traveled traffic artery in the City. South of Hoyt Avenue, Snelling is the boundary between the Minnesota State Fair and St. Paul’s Como neighborhood. North of Crawford Avenue, Snelling is a residential boulevard, with frontage streets and medians separating homes from the highway. On the west side, deep lots backing up to the University fields hint at the original rural character of this section of the avenue.

No significant change is expected on Snelling Avenue in Falcon Heights outside the Larpenteur Corridor for the life of this plan. Therefore, this section will focus on the opportunities on Larpenteur Avenue. However, because Snelling passes through the heart of the City and the central commercial district and borders three large neighborhoods, it is a vital component in the City’s objectives of building connections within the City, encouraging healthy, active living and enhancing community identity. Certain general goals and policies in this section will also be applied to Snelling, and any corridor study undertaken for Larpenteur Avenue will include Snelling.

### *The Larpenteur Corridor in Falcon Heights Today*

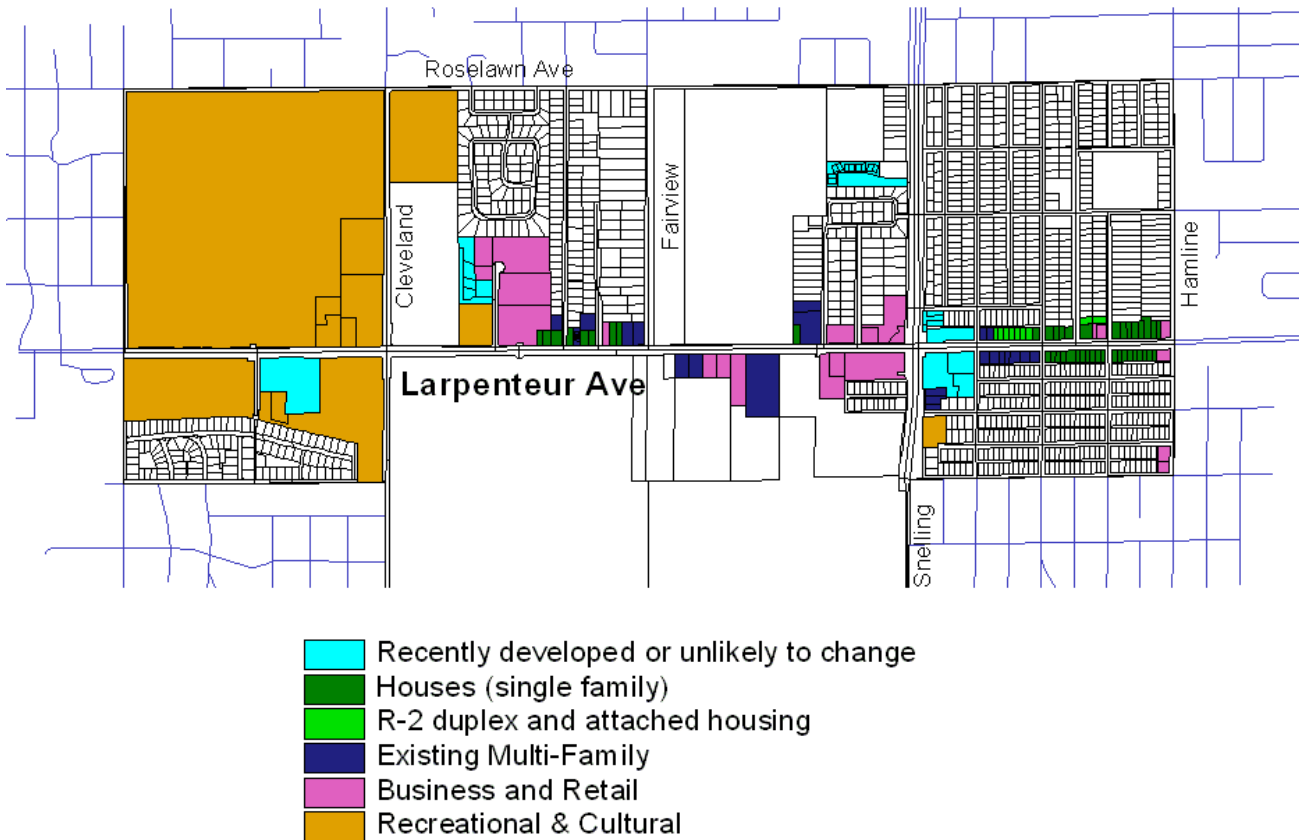


Figure 8: The Larpenteur Corridor in Falcon Heights

### ***Assets and Characteristics of the Larpenteur Corridor***

- **Existing higher density housing.** Most existing multi-family housing in the City is on or near Larpenteur
- **Existing business zones.** Of the City’s existing business districts, all but one are on, or just off, Larpenteur. The City’s central business district surrounds the intersection of Larpenteur and Snelling.
- **Transit.** Larpenteur Avenue is a public transit route between downtown Minneapolis and downtown St. Paul. It crosses Snelling Avenue, a major north-south transit route that connects Roseville’s commercial center with St. Paul’s Midway (and the future Central Corridor LRT) and the Hiawatha LRT line
- **Cultural Assets.** Gibbs Museum of Pioneer and Dakota Life is located at the northwest corner of Cleveland and Larpenteur Avenues, across the street from the site of the new Bell Museum, scheduled to be built by 2010.
- **Recreational Amenities.** The Les Bolstad University of Minnesota Golf Course and women’s soccer stadium are both located in the vicinity of Larpenteur/Cleveland. The City’s three largest parks are all directly connected to Larpenteur Avenue by walks or trails.
- **Community Amenities and Services.** Falcon Heights City Hall and fire station are both on Larpenteur, just east of Cleveland. In summer, the popular Farmers Market opens once a week on the grounds of Twin City Co-ops Federal Credit Union, just east of City Hall.

### ***Existing Land Uses on Larpenteur Avenue***

Properties on Larpenteur Avenue fall into into four broad categories:

- Business and commercial properties or groups of properties, including the Snelling/Larpenteur commercial core
- Existing multi-family residential properties
- Existing single-family homes and duplexes
- Public and institutional land, including land used for agriculture research

Of these, the last two categories are considered improbable candidates for redevelopment. In addition there are sites which have been redeveloped within the last 25 years and which are not considered likely redevelopment candidates by 20430.

- 1666 Coffman – senior condominium apartments
- Falcon Heights Town Square (SE corner of Snelling/Larpenteur)
- Falcon Crossing – NE corner of Snelling/Larpenteur
- Stratford Professional Office Park – Prior Avenue, north of Maple Court and City Hall

***Existing Multi-Family Residential Properties in the Larpenteur Corridor***

The existing multi-family residential properties in the proposed Larpenteur Corridor planning area occupy a total of 24.7 acres, with 703 units of housing for an average density of 28.4 units per acre, as shown in Table 8. The density ranges from just over 14 units per acre at 1666 Coffman, an owner-occupied condominium residence for University of Minnesota retirees, to more than 50 units per acre at 1496 Larpenteur, an older 8-unit apartment building. The new multi-family and senior buildings at Falcon Heights Town Square are approximately 45.9 and 42.4 units per acre, respectively.

Table 8: Multi-family Residential Properties in Larpenteur Corridor, West to East

Property	Present Zoning	Acres	Existing units	Existing Density (Units/Acre)
1666 Coffman	R-4	6.50	93	14.3
1707 Tatum	R-4	0.41	11	26.8
1707 Lindig	R-4	0.52	12	23.1
1845-1855 Larpenteur	R-4	1.11	34	30.6
1830 Larpenteur	R-4	0.59	17	28.8
1800-1818 Larpenteur	R-4	1.56	36	23.1
1710-1740 Larpenteur	R-4	4.83	144	29.8
1687-1717 Fry	R-4	2.43	68	28.0
1561 Idaho/1534-1642 Snelling	R-4	0.88	32	36.4
1550 Larpenteur	PUD	2.59	119	45.9
1530 Larpenteur	PUD	1.32	56	42.4
1510 Larpenteur	R-4	0.28	10	35.7
1511 Larpenteur/1688 Arona	R-4	0.39	20	51.3
1504 Larpenteur	R-4	0.28	10	35.7
1496 Larpenteur	R-4	0.13	8	61.5
1490 Larpenteur	R-4	0.13	5	38.5
1486 Larpenteur	R-4	0.28	10	35.7
1472 Larpenteur	R-4	0.28	10	35.7
1466 Larpenteur	R-4	0.28	8	28.6
All Multi-family properties		24.79	703	28.4

All of these properties exceed the 12 unit-per-acre cap defined in the City’s existing zoning code. Most are at least twice as dense as the code calls for. This suggests that the 12-unit-per-acre limit is not realistic and should be revised upward for multi-family properties in the city.

Lack of parking, on and off-street, and the need to limit impervious covering may dictate lower densities on the smaller multi-family parcels if they are redeveloped, resulting in a net loss of housing units. This loss will have to be made up by adding housing elsewhere in the City or by consolidating multiple lots and developing as a whole.

Falcon Heights used to have two multi-family zones, R-3 and R-4. The 12-units-per-acre limit for R-3 was adopted when the two zoning districts were combined since the last

comprehensive plan. The R-3 designation was originally intended for medium density single-family attached residences and small multi-family buildings. It would be appropriate for Falcon Heights to restore this zoning category in this comprehensive plan for its original purpose and redefine the R-4 zone to accommodate both the existing multifamily densities and expected future development. Areas where a new R-3 zone might be appropriate include the present R-2 properties on the north side of Larpenteur and the block of older multi-family buildings on the south side of Larpenteur east of Arona Street.

***Commercial/Business Properties in the Larpenteur Corridor***

Existing private commercial land occupies 30.46 acres in the Larpenteur Corridor. As shown in Table 9, these properties range in size from just over a quarter of an acre at the northeast corner of Larpenteur and Lindig to over 12.5 acres at Larpenteur and Prior (now occupied by Twin City Co-op Federal Credit Union).

**Table 9: Non-Residential Properties in Larpenteur Corridor, West to East**

<b>Property</b>	<b>Present Zoning</b>	<b>Acres</b>
2025 Larpenteur (TCCU)	B-2	12.54
1871 Larpenteur	B-1	0.29
1750-1790 Larpenteur (Hermes)	B-2	3.44
1639 Larpenteur (Buck's)	B-3	1.16
1644 Larpenteur (TIES west)	B-3	2.58
1667 Snelling (TIES)	B-3	3.73
1611 Snelling (Chianti Grill)	B-3	0.58
Warner center	B-3	2.1
BP	B-3	0.38
Dino's	B-3	0.54
Falcon Crossing (including north parking)	B-3	1.66
1407 Larpenteur (Martinizing)	B-1	0.5
1347 Larpenteur (Awad Clinic)	B-1	0.58
1350 Larpenteur (SuperAmerica)	B-1	0.38
<b>All non-residential private land on the Larpenteur Corridor</b>		<b>30.46</b>

If the City allows residential or mixed use in-fill development at the City's present average of 28 units/acre, then 8.9 acres, or approximately 30% of the existing commercial acreage, will be needed to accommodate the expected demand for housing in the community by 20430. If higher densities are allowed, less land will be needed. (See Table 10.)

**Table 10: Acreage needed to meet projections for housing increase**

<b>Acreage needed for 250 units</b>	<b>Acres</b>	<b>% of existing commercial property on Larpenteur</b>
At 12/acre (present limit)	20.83	68.4%
At 20/acre	12.50	41.0%
At 28/acre (existing average)	8.93	29.3%
At 30/acre	8.33	27.4%
At 40/acre	6.25	20.5%

Not all of the sites presently zoned for business are likely candidates for multi-use redevelopment by 20430. The northeast and southeast quadrants of the Snelling/Larpenteur core are comparatively new and in good condition. The northwest quadrant has been recently upgraded; it also presents some vehicle access challenges due to its proximity to the Snelling/Larpenteur intersection. The B-1 properties are unlikely to attract residential redevelopment because of their small size and constraints imposed by proximity to existing residential properties. They are more likely – and more needed – to continue serving neighborhood retail needs, with or without rebuilding.

In any case, there is sufficient private land to accommodate the forecast housing need to 20430, if the City provides in its land use controls for additional housing or mixed residential/commercial use on some or all of the land that is presently zoned for business. Where this redevelopment actually will occur will depend on the plans of individual property owners and market forces. Market conditions in 2007 suggest it is likely that the increase in households may lag behind the forecast for 2010.

***Larpenteur/Cleveland Hub***

Though decidedly less congested with traffic and more rural in character than the Snelling/Larpenteur commercial core, the intersection of Larpenteur and Cleveland is as important a center and gateway to the City of Falcon Heights as Snelling and Larpenteur. The area is home to a number of the community’s assets and public attractions.

- Falcon Heights City Hall
- Les Bolstad University of Minnesota Golf Course
- University of Minnesota women’s soccer stadium
- University Grove Park (a neighborhood park)
- Community Park
- St. Paul Farmer’s Market (located seasonally behind TCCU)

Cleveland and Larpenteur has also been identified by in the University of Minnesota’s master planning process as an important gateway to the campus.

The Cleveland/Larpenteur hub, extending to Gortner Avenue on the east, Fulham Avenue on the west, and to Community Park on the north, has the potential to become a significant precinct of civic, cultural and recreational activity, balancing and complimenting the commercial center at Snelling and Larpenteur

## ***Future Directions***

### ***Axis of Redevelopment: The Larpenteur Corridor***

Larpenteur and Snelling have the potential to become vital arteries within the community, connecting rather than dividing neighborhoods and commercial areas. It is the City's intention to focus on that potential over the lifetime of this plan and to aim future development in the City toward realizing that vision of connection. Higher density, transit-oriented housing, including life-cycle housing, along Larpenteur Avenue will be part of that vision. Commercial development will be integrated with the Snelling/Larpenteur commercial core and must contribute to a viable community oriented city center. Above all, development must be balanced with preservation of the open landscapes that residents value so highly.

The City intends to give priority to development along Larpenteur Avenue that provides homes, destinations and necessities for local residents and incorporates strong pedestrian and local traffic connections both to surrounding residential neighborhoods and to existing commercial districts. Highway-oriented "strip-mall" type development will not serve this vision and will not be considered appropriate for Larpenteur Avenue within Falcon Heights. A comprehensive corridor study of both Snelling and Larpenteur, with ample opportunity for public participation, is recommended as part of the implementation of this plan, before any significant redevelopment is initiated along the Larpenteur Avenue corridor in Falcon Heights.

### ***Larpenteur/Cleveland Civic, Cultural and Recreational Precinct***

Finally, it is the City's intention to promote the evolution of the Cleveland/Larpenteur district as a precinct of civic, recreational and cultural activity for both the City and the wider metropolitan community, in partnership with the public and non-profit institutions that own the surrounding lands.

With the planned construction of the new Bell Museum of Natural History at the southwest corner of Larpenteur and Cleveland, and a proposed expansion of the Ramsey County Historical Society's operations at the northwest corner, including Gibbs Museum of Pioneer and Dakota Life, the City of Falcon Heights will be home to two popular metropolitan area museums in 2010.

The City intends to encourage compatible improvements on public and private land in this growing recreational and cultural nexus surrounding the Cleveland/Larpenteur intersection. The City intends to work with the surrounding property owners, adjacent cities and Ramsey County to improve pedestrian safety and access, to maintain and expand trail and bikeway access among the amenities in the area, and to meet the parking needs of the expected visitors to the area.

## ***The Larpenteur Corridor: Goals and Policies***

### **Larpenteur Corridor Goals**

1. To respect the heritage of open agricultural landscapes along Larpenteur and preserve this community asset as much as possible.
2. To encourage the evolution of the Snelling/Larpenteur hub, especially between Arona Street and Fairview Avenue, into an extended “city center” connecting, rather than dividing, the community.
3. To promote the redevelopment of properties in a manner that enhances the value and aesthetics of the surrounding community.
4. To provide opportunities for forecast housing needs to be met, in proximity to public transportation, commercial services and recreational facilities.
5. To encourage the evolution of the Cleveland/Larpenteur hub into a well-designed civic, cultural and recreational precinct and an attractive gateway to both the City of Falcon Heights and the University of Minnesota.

### **Larpenteur Corridor Policies**

1. Conduct in-depth corridor studies of both Larpenteur and Snelling Avenues in Falcon heights to determine the design priorities for these arteries and to determine the best ways to meet the City’s objectives.
2. Establish mixed-use overlay districts to encourage infill and redevelopment of existing commercial and multi-family properties along the Larpenteur corridor. Exact location of these districts would be determined by the results of the corridor studies; this plan will be amended to recognize those results.
3. Allow flexibility in development standards on Larpenteur to recognize the challenge of redeveloping small properties on a scale similar to surrounding residential development
4. Require pedestrian and local traffic connectivity between new development and surrounding portions of the City. Discourage plans that restrict vehicular access to new developments to Larpenteur Avenue only.
5. Require appropriate tranzitional zones of open space between existing single-family neighborhoods and any new development of institutional or agricultural land.
6. Employ the health impact assessment and other tools to ensure that new development along Larpenteur Avenue is safe, attractive and walkable and enhances the quality of life for residents of the City.
7. Work with the University of Minnesota to improve the streetscape along Larpenteur west of Fairview.



### 3. Housing and Neighborhoods

The City of Falcon Heights is primarily a residential community dominated by modest, well-maintained single family homes built in the mid-20<sup>th</sup> century. Slightly less than a third of the total residential units are apartments, for which there is a constant demand because of proximity to the University of Minnesota. About 15% of the City’s housing is in a student housing cooperative on the university campus.

#### *Falcon Heights Neighborhoods*

The geographical barriers of major roads, open fields, fairground and campus give the neighborhoods of Falcon Heights clearly defined identities. The neighborhoods are also distinguished by age and type of housing, and by typical lot size.

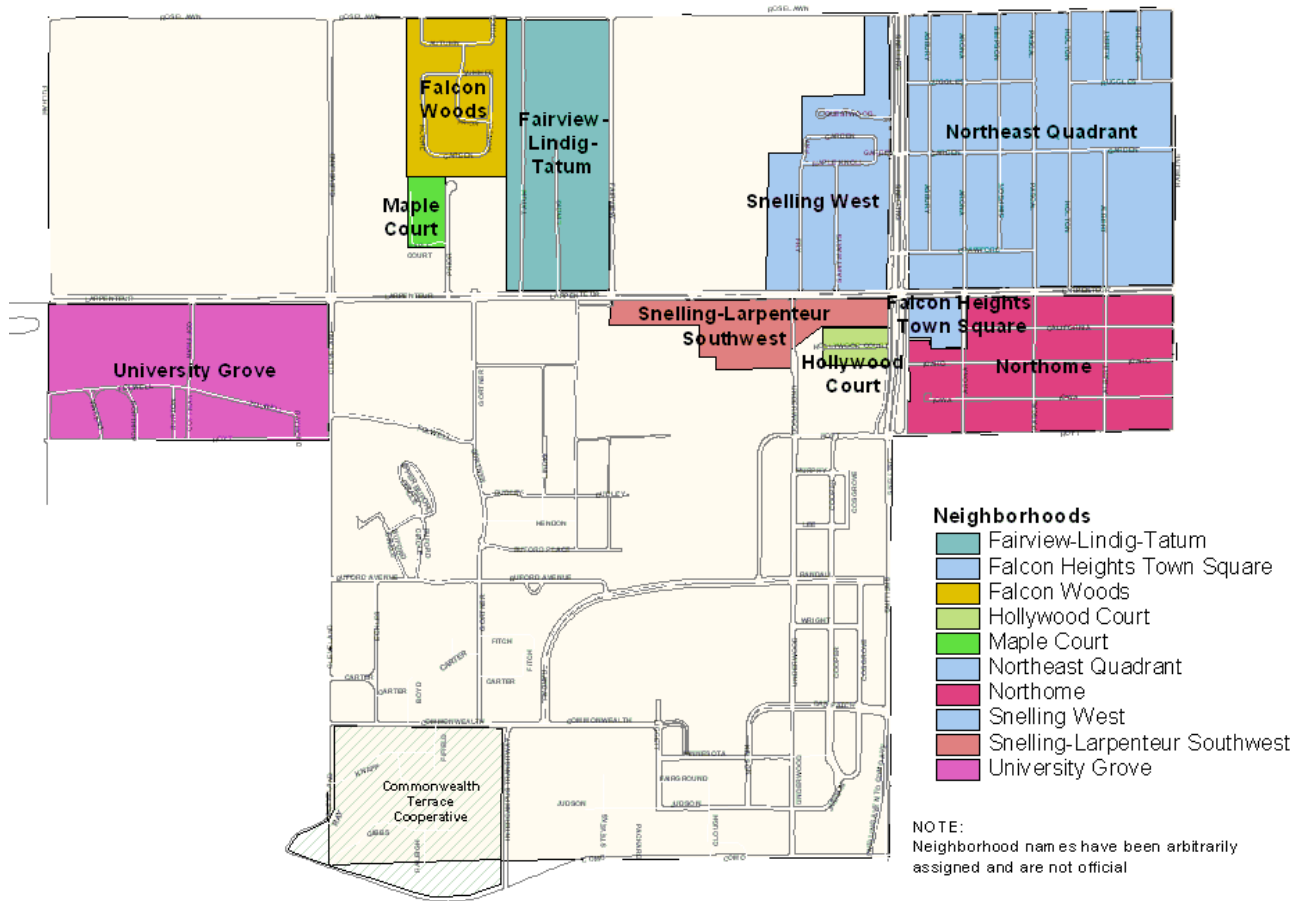


Figure 12: Falcon Heights Residential Neighborhoods

North of Larpenteur and east of Snelling. This neighborhood, sometimes called the “Northeast Quadrant,” is the largest in the city. It is characterized by ramblers and ranch-style homes built from the 1930s to about 1960, on deep lots of typically about 10,000 square feet. Streets are straight and connected, primarily north/south; most blocks do not have sidewalks or alleys. Older homes on deeper, more heavily wooded lots are concentrated along Hamline and the east end of Larpenteur.

South of Larpenteur and east of Snelling. Traditionally called Northome, this neighborhood is characterized by one-and-a-half story homes built before the end of World War II and, west of Arona Street, ramblers built between 1945 and 1952. Most lots are under 7,000 square feet. The houses face east-west streets laid out in a grid pattern. Most blocks have alleys and sidewalks. The neighborhood is similar to St. Paul’s Como neighborhood to the south. Recently two large apartment buildings and fourteen townhomes were added to this neighborhood at Falcon Heights Town Square at the southeast corner of Larpenteur and Snelling.

North of Larpenteur and west of Snelling. This diverse neighborhood adjacent to university agriculture fields has a broad range of housing, including older homes on large lots facing Snelling Avenue, a 1950s development of suburban ramblers, and a small complex of up-scale townhomes built in the 1990s. Lot sizes vary from about 10,000 square feet to over 25,000 square feet. There are no alleys and few sidewalks. A four-building apartment complex is located at Fry and Larpenteur.

South of Larpenteur, Snelling to Fairview. Three apartment complexes, interspersed with commercial properties and public land, stand on the south side of Larpenteur, west of Snelling and adjacent to the State Fairground and University fields. Hollywood Court, a tiny single-street, one block neighborhood of homes built before 1950 on lots of about 7,000 square feet, is tucked in between the State Fair and the TIES building at the southwest corner of Snelling and Larpenteur. Access to all of these residences is from Snelling or Larpenteur only. These residents are largely cut off from the other City neighborhoods by these busy streets.

Fairview, Lindig and Tatum Streets. This area reflects the same kind of diversity seen in the neighborhood along the west side of Snelling: individually built homes on large lots (10,000 – 53,000 square feet) on Fairview, Roselawn and Lindig and a development of post-World War II ramblers on 9,000 – 10,000 square foot lots along Tatum. The absence of sidewalks, the quiet location, and the “common back yard” identity of the unbuilt back lots north of the end of Lindig street reinforce the semi-rural character these residents prize.

Falcon Woods. With access only from Roselawn Avenue on the north, winding streets and wedge-shaped lots, this neighborhood has the most “suburban” character in the city. The homes were built in two stages, the northern portion in the 1950s and the southern in the 1980s. Typical lots are about 10,000 square feet. Maple Court, a complex of 24 attached condominium townhomes built in 1993, stands just to the south of Falcon Woods off Prior Avenue north of City Hall. Although this neighborhood has no

sidewalks along the residential streets, it is well provided with pedestrian connections to Prior and Larpenteur to the south and to Community Park on the west.

University Grove. Located between Hoyt Avenue and the University golf course, west of Cleveland Avenue, University Grove is a distinctive neighborhood originally intended for University faculty and staff. The Grove is adjacent to St. Anthony Park, one of St. Paul's most desirable neighborhoods. Homes in the Grove were built between the 1920s and the 1970s in a myriad of styles, each individually architect-designed. Homeowners are lessees of their lots, which remain the property of the University of Minnesota, and properties are subject to neighborhood association governance as well as City zoning code. The neighborhood features common green areas in the interiors of blocks, plenty of sidewalks and pedestrian paths, and a small neighborhood park. 1666 Coffman, a 92-unit condominium apartment building for retired University employees stands at the north side of the neighborhood at Coffman and Larpenteur

### ***Existing Housing in Falcon Heights***

#### **Falcon Heights Housing: Density, Condition, Value and Age**

- The City is fully developed with single-family housing at net densities ranging from 2 to 6 units per acre. Existing multi-family housing ranges from 12 to 46 units per acre and is primarily located along Larpenteur Avenue. Overall, Falcon Heights exceeds the Metropolitan Council's 3 unit per acre benchmark. There is almost no private vacant land available for the development of new housing.
- The City's housing mix has remained remarkably stable but home ownership has decreased from 59.5% in 1990 to 54.0% in 2007, primarily due to the addition of 175 rental apartments in Falcon Heights Town Square.
- Anecdotal evidence, mostly through discussions with rental property owners, reflects a consistently low vacancy rate among rental properties.
- Housing quality is very good. According to the Ramsey County Department of Records and Revenue, all housing was rated "Average" or better in 2006, except for 12 properties which were rated "Fair." None were rated "Poor."
- Housing values remain strong. In 2000, median value of a single-family, owner-occupied home was \$161,400 compared to a median value of \$126,400 in Ramsey County. In 2006, the median value was \$273,100, with 90% of owner-occupied housing valued above \$214,500.
- Nearly half of the housing stock (45.5%) was built between 1950 and 1969. Only 17.7% has been built since 1974.
- Approximately 15% of the City's housing stock (excluding dormitory or group housing) is located on the University of Minnesota campus in Commonwealth Terrace. It is entirely under the jurisdiction of the University.

- Approximately one third of the City's total housing is comprised of multi-family units.
- The City has 33 existing Section 8 subsidized housing units and no public or subsidized seniors housing. In addition, students in Commonwealth Terrace must meet low income guidelines to qualify for student housing.
- Falcon Heights has two apartment buildings for senior citizens: 1666 Coffman Street (condominium, 93 units) and 1530 Larpenteur Avenue (rental, 56 units).
- If there are constituencies whose housing needs are not being met, they are likely to be students or senior citizens who want to remain in the community after they sell their homes.

**Table 11: Housing Unit Mix - 2007**

	Number of units	% of total
Single-family, detached	1145	50.9%
Single-family, attached *	71	3.2%
Multi-Family	702	31.2%
U of M Student Housing	331	14.7%
TOTALS	2249	100%

\* Duplexes, triplexes and townhomes

**Table 12: Housing Tenure**

	1980	1990	2000	2006	2012
Percent Owner Occupied	56.4%	59.5%	58.3%	54.0%	56.2%
Percent Renter Occupied	43.6%	40.5%	41.7%	46.0%	43.8%
Totals	100%	100%	100%	100%	100%

Please see *Appendix B: Falcon Heights Housing Profile* for additional detailed tables.

**Table 13: Residential Density in Falcon Heights**

Land Use	Single Family # of Units	Multi Family # of Units	Acres Gross Resid.	Acres Wetland & waterbodies	Acres Public Parks & Open Space	Acres Arterial Roads ROW	Acres Other Undeveloped land*	Net Residential Acres H=C-D-E-F-G	Net Density Units/Acre (A+B)/H
	A	B	C	D	E	F	G	H	
Agricultural	0		0					0	0
Single Family Residential	1145		270.34					270.34	4.236
Multi-Family Residential	0	985	59.21					59.21	16.64
Retail and Other Commercial	0		0					0	
Office	0		0					0	
Mixed Use	0	119	2.59					2.59	45.95
Institutional	0		0					0	
Park, Recreational or Preserve	0		0					0	0
Undeveloped	0		0					0	0
<b>TOTAL</b>	<b>1145</b>	<b>1104</b>	<b>332.14</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>332.14</b>	<b>6.77</b>

Acres figures are from City GIS parcel data, not Metropolitan Council Land Use map; thus, land in categories D, E, F, and G is already eliminated from the gross residential acreage.

# Falcon Heights Housing Density 2007 (Metropolitan Region Ranges)

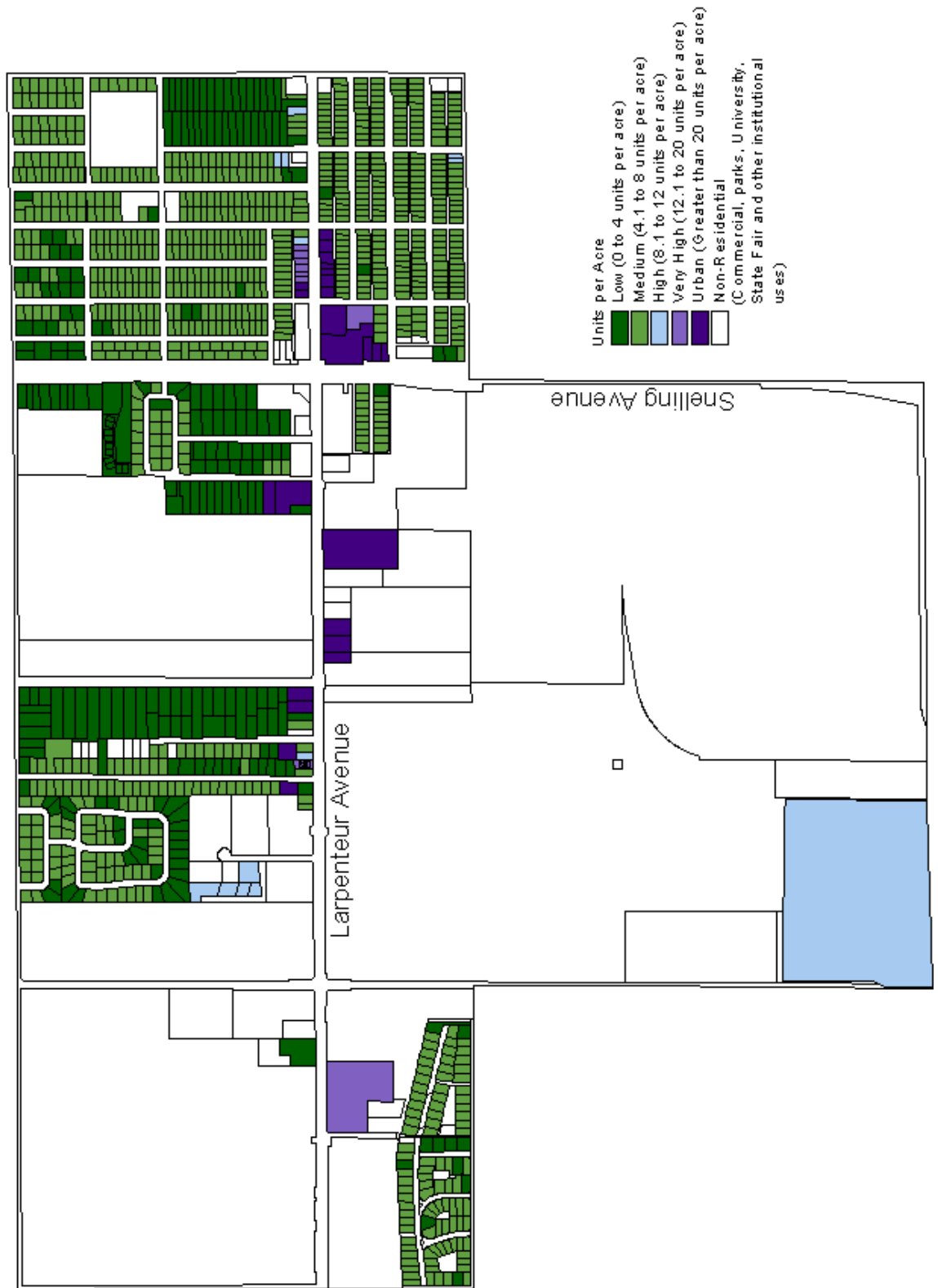


Figure 9: Housing Density by Parcel

### Home Values in Falcon Heights, 2007 (Houses, Townhomes and Condominiums)

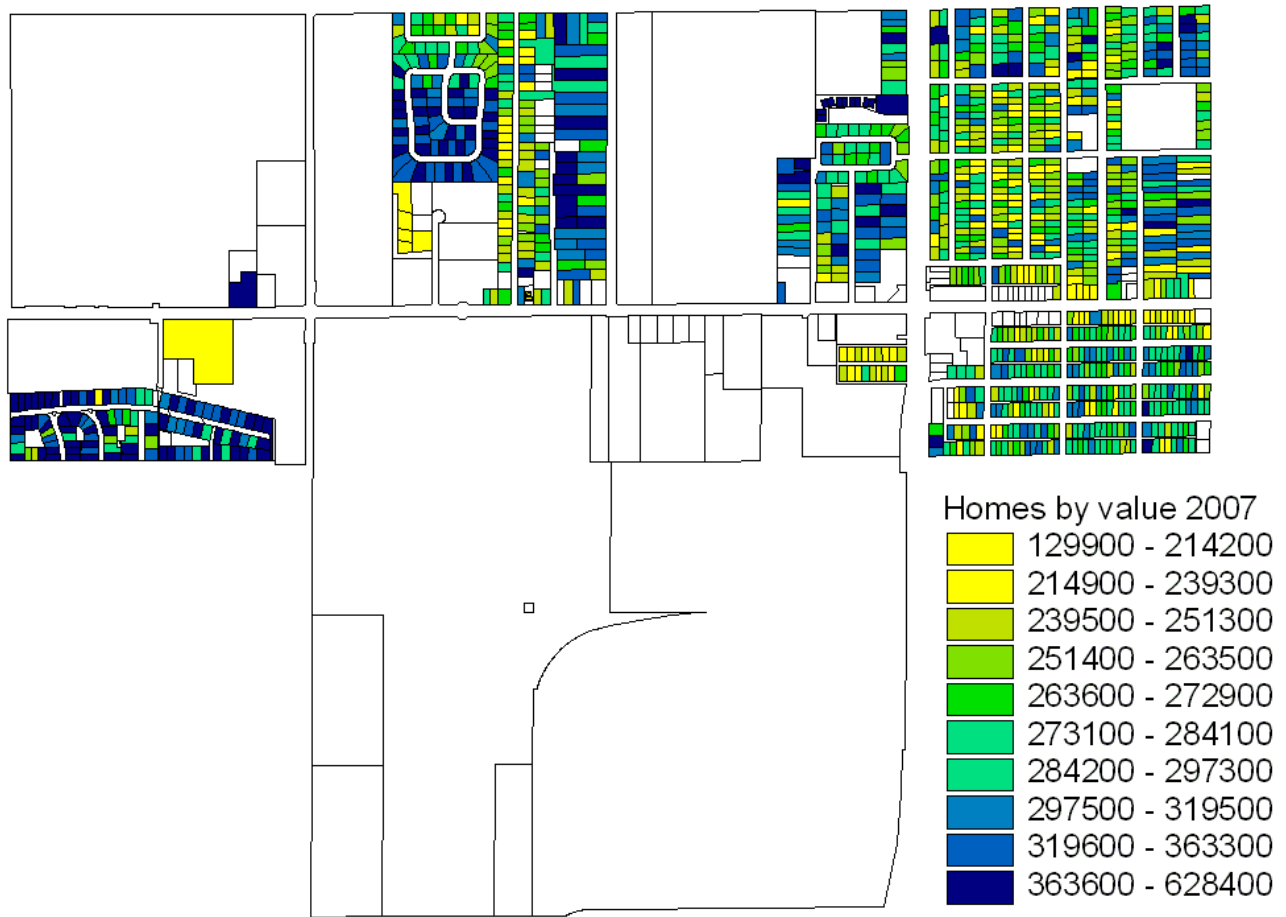


Figure 10: Home Values 2007 (Houses, Townhomes and Condominiums)

## Falcon Heights Housing by Year of Construction

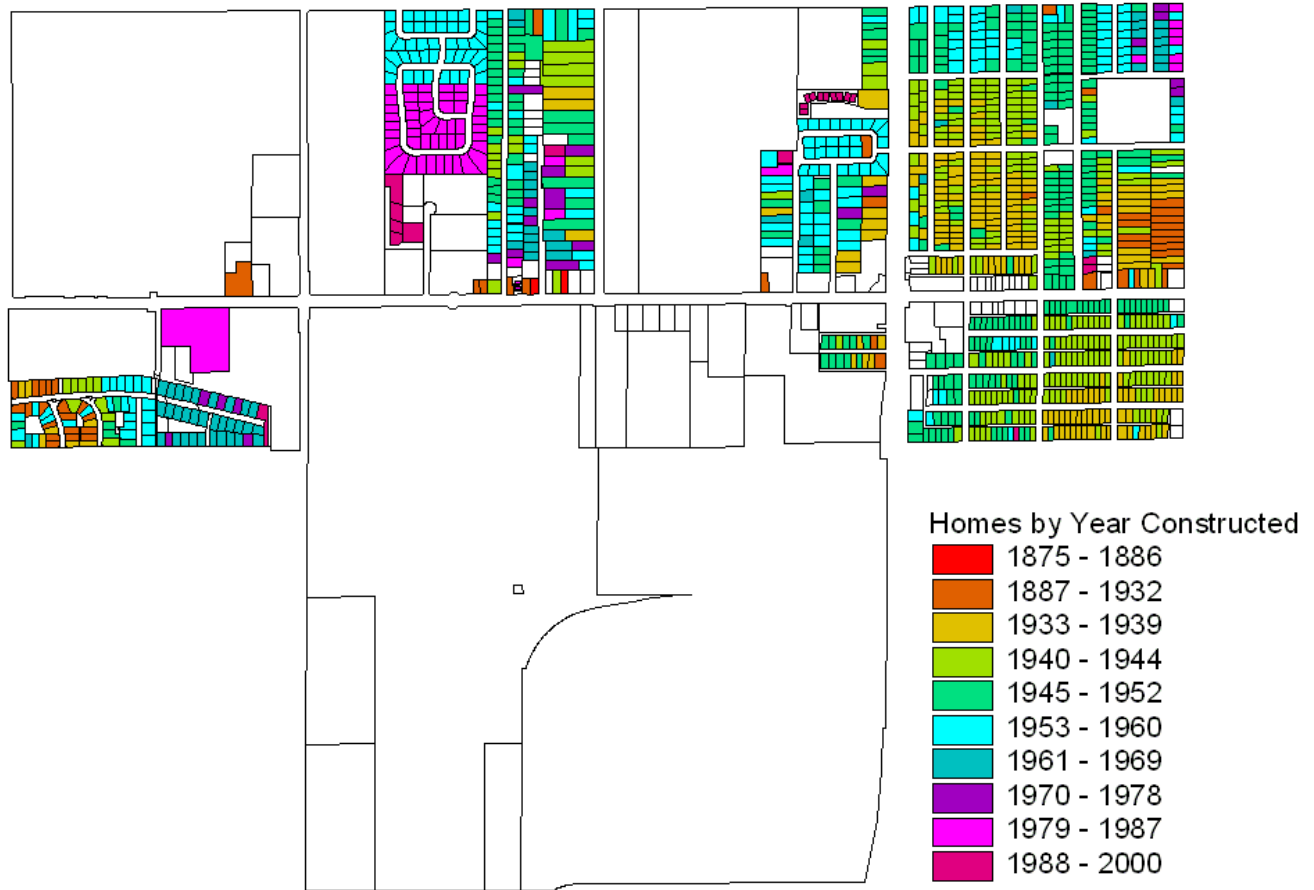


Figure 11: Housing by year of construction

### *Future Directions*

Metropolitan Council forecasts predict the need for approximately 250 additional housing units by 2040. The challenge for Falcon Heights will be to find room for this housing in a community that is fully developed with no significant vacant land and limited land appropriate for redevelopment and infill. The City's strategy to meet this challenge will be to support redevelopment that adds medium to high density housing in the Larpenteur corridor as opportunities arise. (Please see the *Larpenteur Corridor* section for detailed discussion.)

The other significant challenge for Falcon Heights is looking- will be to preserve the quality and character of its mid-20th Century neighborhoods. The well-maintained cottages, ramblers and ranch-stye dwellings behind green lawns on tree-lined streets have a "retro" charm that, with with the convenient location of the City, makes Falcon Heights a desirable place to live. However, by post-1990 suburban standards, the lots, homes and garages are relatively small, and today's residents desire more living space. The City's



challenge is to encourage reinvestment and home improvement that respects the style and character of the existing housing and the proportion of landscaped space, while creating more usable space and convenience.

This plan establishes four broad categories of residential use as follows:

**Traditional Neighborhoods (R-1 and R-2)**

These areas correlate with established single-family residential neighborhoods (University Grove, Falcon Woods, Northome, Northeast and Maple Knoll) where only very limited in-fill residential development is possible due to the absence of vacant land. These are neighborhood conservation areas where it is the City's intent to preserve neighborhood values and aesthetic character, encourage the continual upgrading of the housing stock and maintain existing development densities of six or fewer units per gross acre. At neighborhood edges, it is the City's intent to consider compatible residential redevelopment at higher densities.

**Traditional Medium Density Residential (R-3 and R-4)**

These long-established multi-family buildings are generally located along Larpenteur and Snelling Avenues in close proximity to areas of higher activity such as the Snelling and Larpenteur Commercial Core and to the two main bus transit routes that cross the City. Densities range from 12 to 46 units per gross acre. Off-street parking is limited. The City's policy for the last 20 years has been to limit new medium density residential development from 6 to 12 units per gross acre. As this is unlikely to meet projected needs for housing by 20430, the City will consider compatible redevelopment at higher densities, should opportunities arise, especially in the Larpenteur Corridor.

Where medium or lower density redevelopment is proposed for these zones and other transitional areas, the City will require that rebuilding not reduce the amount of available housing in the City overall. To provide for attached townhome development and other medium density housing, the City will reinstitute the R-3 zoning district discontinued since the last comprehensive plan,.

**Transit-Oriented/Multi-Use Residential**

The new Falcon Heights Town Square at the southeast Corner of Snelling and Larpenteur Avenues is an example of a kind of housing that is becoming more common in the inner suburbs of the Twin Cities. Retail space may occupy the ground floor, while upper floors are residential. Buildings are set forward toward the street, and parking is moved underground or to the interior of the property. Densities range from 12 to 46 units per gross acre with mixed-use structures requiring at least 25% of building occupancy to be residential use.

Falcon Heights Town Square's largest building, the closest to Snelling, is one story taller than any other multi-unit building in the city. To meet projected housing needs, the City intends to consider similar multi-use development, with increased height limits and housing densities similar to comparable properties in the City, along the Larpenteur corridor, should any of the larger properties, presently zoned for business or medium

density residential, become available for redevelopment. Substantial green spaces will be preserved between future development and existing neighborhoods to provide connectivity between neighborhoods (pedestrian, motorized and non-motorized traffic) and to preserve natural resources prized by Falcon Heights residents, including open space, views and access to natural light.

### **New Neighborhoods (P-1/R-1 → P-1)**

Although it is unlikely that the University of Minnesota will release any of its agricultural land for private development, it is the City’s responsibility to take that remote possibility into account in its planning. If land should become available, future neighborhoods in these areas will be designed to conserve public open land, especially adjacent to existing neighborhoods, to include pedestrian and bicycle paths and access to transit, to provide connected street plans compatible with existing Ramsey County street names and address numbering, and to provide a variety of housing types and prices, including multi-family and compact single family residential use. Until that time, it is in the City’s interest to designate these lands as reserved for public use and establish overlay districts to ensure that any future changes in use meet the objectives of this plan.

## ***Housing and Neighborhoods: Goals and Policies***

### **Housing/Neighborhood Goals**

1. To improve the quality, appearance and maintenance of housing in neighborhoods and the health of residents.
2. To enhance access and safety for pedestrians and non-motorized transportation.
3. To minimize land use and traffic intrusions that adversely impact established neighborhoods.
4. To continue the well-maintained residential character of existing neighborhoods.
5. To encourage the availability of housing for a population of diverse ages and income levels.
6. To protect open space and natural resources, preserving the urban/rural aesthetic that Falcon Heights residents value.
7. To meet the needs of the projected growth in households to 20430.

### **Housing/Neighborhood Policies**

1. Adopt and encourage “best practices” to promote public health and encourage an active lifestyle for residents. Require a health impact assessment for new development/redevelopment.
2. Enforce the housing chapter of the city code to assure the maintenance of existing housing stock. Pursue improvements to this chapter such as adoption of a uniform standard, such as the International Housing Maintenance Code.

3. Pursue and encourage housing rehabilitation programs, such as the Housing Resource Center.
4. Continue to support rental assistance programs through the Metropolitan Housing and Redevelopment Authority Section 8 Program.
5. Encourage home ownership by participating in community land trust programs, as opportunities and funding allow, to keep a proportion of homes affordable.
6. Monitor and maintain the quality of rented single-family housing by requiring registration and regular inspection of rental housing.
7. Space group homes in residential districts with not less than 1/2 mile between homes, as allowable by state statutes.
8. Continue to eliminate zoning code violations and nuisance conditions that adversely affect neighborhoods.
9. Maintain the single-family character of the existing residential neighborhoods and discourage redevelopment that may be considered a change in use unless irreversible blight can be demonstrated.
10. Allow the remodeling of existing residential structures and accessory uses without adversely affecting the character of the neighborhood or substantially reducing required open space.
11. On transit routes, allow the replacement of existing medium-density multi-family structures at equal or higher density, incorporating best practices for conserving green space and promoting active living.
12. Enhance and upgrade the value of residential properties through street maintenance and improvement programs that complement and enhance the residential character of neighborhoods, including the addition of walkways and lighting.
13. Maintain the present mix of housing but consider a variety of housing types and cost ranges if existing business or multi-family properties are redeveloped or if University of Minnesota property becomes available. Establish design guidelines and standards to ensure that any new development promotes good health and preserves public open space.
14. Permit only compatible businesses adjacent to residential uses and in mixed commercial-residential development, and place special conditions upon business uses to assure compatibility when appropriate.
15. Require that any re-subdivision of existing lots on developed blocks in residential areas conform to other lots within surrounding blocks, and be accessed in a similar manner.
16. Continue to build the Neighborhood Liaison program, Community Emergency Response Team and other community organizations for communication and security.
17. Encourage neighborhood connectivity by installing sidewalk systems and decorative street lighting to make streetscapes more welcoming.

18. Continue to implement an aggressive shade tree program and replace removed trees as quickly as possible.
19. Encourage landscaping practices that reduce water consumption and minimize runoff.

## **4. Business and Commercial Districts**

Although Falcon Heights is primarily a residential City outside of its large public institutions, it possesses a small but important business community distributed along Larpenteur Avenue. (Please see the Larpenteur Corridor section for additional information about business and commercial lands in Falcon Heights.) It is vital to the sustainable future of Falcon Heights and to the health and well-being of its residents that the City retain and improve the existing viable businesses and encourage businesses that offer goods and services to the nearby neighborhoods.

### ***Existing Business Land Use in Falcon Heights***

The City is served by a central business district at the intersection of Snelling and Larpenteur Avenues, a limited business district (offices and professional services) at Prior and Larpenteur, and a number of smaller businesses along Larpenteur, mostly oriented toward local retail and service needs. The third largest business zone, also on Larpenteur, is occupied by Hermes Nursery, the last of the flower and nursery businesses for which Larpenteur Avenue was once famous. A retail cluster on Hamline Avenue between Hoyt and Idaho has been a valued neighborhood retail center for generations. Presently this location is occupied by a pharmacy, a coffee shop, a dental clinic, a recording studio, offices and an auto repair business.

### ***Snelling Larpenteur Commercial Core***

The Snelling/Larpenteur commercial core was originally developed in the 1940s and is the only large retail area in Falcon Heights. By the 1980s, due to outdated design and amenity standards and access limitations imposed by the high traffic volumes on Snelling and Larpenteur Avenues, it was no longer functioning well in its original use as an auto-oriented shopping center. As presently configured, the Snelling and Larpenteur thoroughfares impose severe limitations on the extent to which the area can accommodate pedestrian traffic or function as an integrated retail center. As a result the four quadrants of the district have evolved somewhat independently over the last several decades.

The northeast quadrant, known as Falcon Crossing, was redeveloped in the mid 1980s utilizing tax increment financing for public improvements in support of private investment. The redevelopment replaced retailer Flower City, which was destroyed by fire in 1982, and a row of older neighborhood businesses. An aging restaurant was replaced by Dino's Gyros in 2004 as part of the redevelopment on the southeast corner. Dino's and Falcon Crossing share parking and access. Falcon Crossing has a history of full occupancy. The quadrant is expected to remain relatively stable, although traffic, parking and pedestrian safety will continue to be a challenge.

The northwest quadrant, occupied by a small shopping center, a restaurant, furniture store and gas station, underwent some significant cosmetic upgrades in between 2003 and 2006. Since 1990, small businesses catering to neighborhood needs have somewhat given

way to larger “destination” retailers, though these locally owned businesses are still in scale with the limited space and parking available on the site. These limits, along with proximity to a residential neighborhood and access issues imposed by the highways, pose challenges for any future redevelopment. None is anticipated at this time.

Falcon Heights’ last Comprehensive Plan characterized the southeast quadrant of the Snelling/Larpenteur core as the best opportunity for redevelopment. The redevelopment of this site was accomplished between 2003 and 2007 with the construction of Falcon Heights Town Square by Sherman Associates, Inc. The new mixed-use development provides 175 apartments: 56 in a senior apartment building and 119 in a multi-family building, of which 25 are designated affordable. Fourteen owner-occupied town homes are also part of the complex. The multi-family building contains 12,000 square feet of commercial space on the first floor. Parking is removed from the streetscape into the interior of the block and underground.

In the next two decades, the most likely quadrant of the Snelling/Larpenteur Core to see redevelopment is the southwest. Preserving the original art deco building would be a high priority in any future re-purposing or redevelopment of the southwest quadrant. The property, long the home of Harvest States Cooperative, is now owned by TIES, a non-profit corporation serving technological needs of school districts. Although TIES leases out space to other entities for office use, the site as a whole is underutilized, and the western portion of the property, still occupied by the building that once served as Falcon Heights fire station and city hall, is used for little besides overflow parking.

General improvements to the Snelling/Larpenteur commercial district since 2000 include:

- Increase in landscaped area, container plantings and trees
- Elimination of billboards and replacement of unattractive and disorganized signage by new, less intrusive signage at all three commercial corners
- New bus shelters
- Refurbished street lights

Remaining issues:

- Street and walkway configuration that is hazardous to pedestrians
- Minimal landscaping separating walkways and streets from parking lots
- Visually obtrusive overhead electrical and telephone lines and utility structures
- Difficult vehicle access from public streets due to street improvements that have improved traffic flow at the expense of retail accessibility.
- High proportion of paved surface contributing to storm water run-off and detracting from the visual attractiveness of the area.

Based on its size limitations and fragmentation, the Falcon Heights commercial core will not be able to compete successfully with nearby retail centers in Roseville for specialty retail and “mall” shopping. Its primary role will be that of satisfying the neighborhood convenience retail needs of a relatively small market area consisting of Falcon Heights and parts of Roseville and St. Paul. Its secondary role will be to function as a specialty retail/service and office center with particular emphasis given to the retention of existing

businesses at Snelling and Larpenteur. Additional housing should be considered as an element of any future redevelopment, to take advantage of this location at the intersection of two important transit routes.

### ***Future Directions***

Retaining viable businesses and maintaining commercial properties, while improving the mix of local goods and services, is a high priority for the City of Falcon Heights. Based on the lack of a vacant land resource and the adequacy of commercial services in the general market area, the City of Falcon Heights does not intend to create additional commercial areas on land that is under the City's land use controls in 2007. Instead, the City intends to encourage improvement and redevelopment of existing commercial business areas in a manner that is in keeping with competitive contemporary retail/service standards of design and quality for a community-oriented business district. It is also the intent of the plan to

- create an attractive, easily accessible, walkable and visually secure commercial area for retail customers.
- minimize adverse impacts on adjacent residential areas.
- Where appropriate, consider additional housing as an element in any redevelopment of existing commercial property, in order to meet projected housing needs by 20430.

Given the limited land area for commercial use in the city, 1.8% of the total land use, it is the intent of the city to attract businesses that serve the people who live and work in Falcon Heights and nearby, rather than a broader consumer base. The broader consumer base is served by the larger, more diversified and readily accessible commercial areas in the adjacent cities of St. Paul and Roseville as well as nearby Minneapolis.

The plan also intends to include only businesses that are compatible and complementary to the adjacent residential areas, and to exclude uses that are not fully compatible with adjacent residential uses or are not consistent with the community focus of the city's commercial districts. This is especially important because, given the limited land supply and corresponding limited transitional areas, all commercial structures are within 270 feet of residential structures; and many commercial buildings are within 40 to 50 feet of residential buildings and homes.

An exception may include the expansion of the Snelling/Larpenteur core west of Snelling Avenue, should the University or State Fair choose to divest themselves of the agricultural and fairground lands north and south of Larpenteur, east of Fairview. It is the City's intent to guide these areas toward medium to high density residential use mixed with compatible businesses that serve the local area

The City's existing Land Use Plan establishes three categories of commercial/business use including the Snelling/Larpenteur Commercial Core, Neighborhood Convenience and Limited Business as follows:

### **Snelling/Larpenteur Commercial Core (B-3)**

It is the intent of the City to see all four quadrants of the intersection of Larpenteur and Snelling Avenues maintained and improved as the community's only major commercial/shopping center as well as a junction of vibrant neighborhoods. It is intended that the core maintain its mixed use character, including transit-oriented housing, that it be upgraded and redeveloped, as appropriate, to improve its accessibility and its commercial viability as a community retail area, while meeting standards of design that are consistent with the City's goals.

It is the intent of the City that the core continue to provide limited retail trade, business services and offices to satisfy the needs of the immediately surrounding community and complement the adjacent residential areas. Some uses which draw from a larger market area are permissible provided they do not have the potential for negative impacts on adjacent residential property. (Warner Stellan Appliances, The Source Comics and Games and Central Pediatric Clinic are existing examples of “destination” uses in scale with this location.)

It is further intended that each individual quadrant of the core be planned and developed as an integrated unit or cluster of shops, businesses, and – where appropriate – residences that are capable of functioning as a unit and sharing parking to the maximum degree possible. The City will consider housing-only redevelopment in the southwest quadrant as long as it is compatible with the transit-oriented, urban character of the other three quadrants, preserves the historic TIES building and provides a significant share of the City's housing needs projected by 20430.

Activities and improvements that will be considered for the Snelling/Larpenteur Commercial core include:

- Establishment of sign and design guidelines for improvements throughout the core.
- Placement of electrical and telephone utilities underground.
- Planning and implementation of parking, circulation, lighting and landscaping improvements.
- Improvements that ~~increase~~ increase pedestrian safety.

### **Neighborhood ~~Convenience~~ Commercial (B-1)**

Located at the extreme eastern boundary of the City of Falcon Heights and on small parcels scattered along Larpenteur Avenue, these existing retail goods and service areas are intended to continue to provide only limited service to relatively small market areas. They are not intended to expand beyond their present boundaries and any changes in use are intended to be dealt with on a case-by-case basis. These centers generally consist of freestanding buildings which function independently of one another.

### **Limited Business (B-2)**

These areas are primarily intended to accommodate a limited array of service establishments including governmental, professional and general office and studio uses and banks and financial institutions. It is the City's intention to consider mixed use including housing and neighborhood convenience retail businesses (as in B-1), in



addition to the present uses, should these areas become available for redevelopment, in which case these properties will be eligible for reclassification.

### **Mixed Use Commercial/Residential**

These areas are comprised of both residential and commercial used, either in horizontal or vertical mixture. The density will be a minimum of 10 units per acre and a maximum of 30 units per acre with an anticipated minimum of 25% comprised of housing. The remaining 75% shall be a variety of commercial and office space. These areas provide buildings that are closer to the street, with a focus on providing a pedestrian-friendly environment.

The new multi-use complex at Falcon Heights Town Square in the southeast quadrant of the Snelling/Larpenteur Commercial Core is the first mixed use commercial/residential structure of its type but it is unlikely to be the only such development in Falcon Heights. Recognizing the projected need for approximately 250 additional housing units in Falcon Heights in the next twenty years, it is the City's intent to encourage additional residential capacity combined, as appropriate, with commercial use, if redevelopment is proposed for any properties in the Larpenteur Corridor. In addition to the existing categories of commercial/business use, the City intends to establish a new flexible multi-use category as an overlay district where infill development is likely to be proposed.

## ***Commercial/Business Districts Goals and Policies***

### **Commercial/Business Goals**

1. To allow an appropriate range of businesses that satisfy the convenience goods and service needs of residents.
2. To ensure maximum compatibility with adjacent neighborhoods.
3. To ensure access and safety for pedestrians and those using non-motorized transportation
4. To improve the image and function of the Larpenteur Corridor and the commercial core at Snelling/Larpenteur.
5. To improve access, traffic circulation and on-site parking for the Commercial Core at Snelling/Larpenteur.
6. To provide convenient parking in sufficient amounts to meet parking demand.
7. To provide high density mixed use development close to bus transit routes when larger sites are redeveloped.

### **Commercial/Business Policies**

1. Guide development toward existing neighborhood/ convenience commercial areas in clusters rather than in strip developments along major streets.

2. Require health impact assessments and environmental impact assessments for new development or redevelopment.
3. Require sufficient parking but encourage shared parking with other land uses to minimize hard surface coverage and improve the visual appearance of parking areas.
4. Promote attractive parking areas and infiltration by requiring landscaped traffic islands and setback areas.
5. Encourage and facilitate aesthetic improvements to building facades, parking, signage, landscaping and lighting throughout the Larpenteur Corridor and Snelling/Larpenteur commercial core.
6. Encourage building and sign designs to be in scale with the small town character of the City.
7. Maximize land use compatibility by requiring buffering, screening and landscaping between new commercial uses and residential areas and, wherever possible, between existing commercial uses and residential uses to minimize conflicts.
8. Require that any redevelopment project that may logically extend beyond the area already zoned for commercial use have a straight boundary that generally correlates with a public street line or the rear lot lines of residences and take all of the property to the project boundary. Further, where such extension of a project takes place, extraordinary setbacks and landscaping be required to mitigate neighborhood impacts and storm water runoff and to conserve open land.

## 5. Agricultural and Institutional

Comprising two-thirds of the City's total area, the University of Minnesota St. Paul campus/golf course/[museum/soccer fields](#) and the State Fair are the uses that have the potential to most influence growth over the next 20 years. Both institutions are autonomous which means that the City has no regulatory authority so long as land is used for its intended public purposes. While both institutions provide most of their own services, continuing close communication is essential to minimize conflict and coordinate public service deliveries. Particular attention needs to be given to transit and sanitary sewer coordination/ cooperation and to emergency preparedness. [Additional institutional facilities include the City of Falcon Heights City Hall and Elementary School.](#)

### *University of Minnesota*

The St. Paul campus, comprising 452 acres, houses the University's Colleges of Biological Science, Veterinary Medicine, Food/Agriculture/Natural Resources and part of the College of Design, as well as the Raptor Center. The campus had a 2007 enrollment of approximately 6000 students and a dormitory population of 505 students (Bailey Hall). (The University no longer separates enrollment statistics for the two Twin Cities campuses, counting them as one.) Additionally, Commonwealth Terrace, a married

student apartment complex, contains 464 housing units, of which 331 are in Falcon Heights and 133 are in St. Paul.

Following a decline in the 1980s and 1990s, enrollment has increased significantly since 2000 on the Twin Cities campuses. Demand for student housing near campus has also increased. Private development of new student housing on University land could come under the City's land use jurisdiction. Only one such project is under consideration at this time within Falcon Heights, a proposed fraternity house at the southeast corner of Commonwealth and Cleveland adjacent to Commonwealth Terrace.

Though it is within the City's limits, the University is autonomous. The University provides its own police, fire, public utility and bus services. The City bills it for sewer service.

The University [les Bolstad](#) Golf Course occupies 204 acres of land along Larpenteur Avenue between Cleveland and Fulham. No major improvements are proposed which would cause it to grow beyond present boundaries. Although not under the City's jurisdiction, the golf course is considered a valuable community asset. [The University also operates the Elizabeth Lyle Robbie Stadium at 17415 Cleveland Avenue just north of Larpenteur Avenue.](#)

The University has conducted agricultural experimentation and research at this site for over 100 years. It is not known to be interested in selling any of its land for private development, an action that would bring such lands under the City's regulatory control. Nevertheless, plans can change, and the City is prepared to incorporate these public lands into its updated comprehensive plan should the University decide to sell or repurpose any of the campus in the future.

[Opening in July 2018, the University of Minnesota will be operating the Bell Museum which includes science, art, and a planetarium all with a unique Minnesota perspective. High-tech exhibits, wildlife dioramas, outdoor learning experiences and more will draw tourists to Falcon Heights. The Museum occupies 21.28 acres of land on Larpenteur Avenue West.](#)

### ***State Fairgrounds***

The Fairgrounds property comprises 288 acres. It is the site of the State's largest outdoor event, drawing people from all over the State to Falcon Heights. Like the University of Minnesota, the State Fair is autonomous which means that the City has no regulatory control over Fairgrounds lands.

Periodically, there have been discussions about moving the State Fair to a different location where traffic could be better handled. The City does not favor relocation of the Fairgrounds but would entertain the use of some land in the vicinity of Snelling and Larpenteur Avenues for non-fair commercial or mixed-use development provided it does not exacerbate parking problems during the State Fair. Any non-fair use of land would

fall within the City's regulatory jurisdiction and the City should make sure that any land use change is compatible to the objectives outlined in this plan.

### *City Hall*

The City of Falcon Heights currently occupies 3.83 acres of land where their City Hall is located along West Larpenteur Avenue. Within City Hall, administration and operations occur

### *Elementary School*

The Falcon Heights Elementary is a K-6 neighborhood school serving approximately 48 students. The school functions under the Roseville Area School system.

### *Future Directions*

It is the current policy of the University to retain ownership of all of its land and that of the State Fair to continue to operate in Falcon Heights. It is the City's intent to encourage both but, recognizing that circumstances change, the City wishes to influence future institutional policy directions to reflect the City's best interests. To that end, the City intends to recognize the present and likely future use of these lands by designating them as public lands, discontinuing the dual P-1/R-1 zoning continued in the 2009~~last~~ comprehensive plan. Institutional land operated by the City of Falcon Heights including the City Hall, Soccer Fields has not future anticipated change. The Elementary School should continue to operate into future years.

### *Agricultural and Institutional Lands: Goals and Policies*

#### **Agricultural and Institutional Lands: Goals**

1. To encourage the State Fair, as it currently operates, to remain in Falcon Heights.
2. To encourage the University of Minnesota to retain its agricultural research lands in Falcon Heights.
3. To continue to communicate and cooperate with University of Minnesota and State Fairground staff in planning considerations which include traffic and pedestrian circulation, conflict avoidance with nearby business and residential areas, visual appearance and drainage considerations.
4. To promote the evolution of a vital civic, cultural and recreational precinct around the Cleveland/Larpenteur intersection that serves both the City and the institutions and provides an attractive gateway to the area.

#### **Agricultural and Institutional Lands: Policies**

1. Work with the University of Minnesota and the State Fairground staff to keep informed of any significant changes in long-range development plans.
2. Encourage the University of Minnesota physical plant to expand south of Larpenteur in areas adjacent to the built campus rather than in agricultural lands and open spaces.
3. Encourage the University of Minnesota to formulate future plans for the Larpenteur/Cleveland area to be compatible with nearby cultural and recreational resources, planned and existing.
4. Regulate all non-university development/use of University owned lands.
5. Create a university housing overlay district to establish design guidelines and standards for privately owned university group housing (such as dormitories or fraternities) developed on University owned land that may come into the City's jurisdiction.
6. Regulate non-State Fair development on the State Fair property.

## 6. Future Land Use

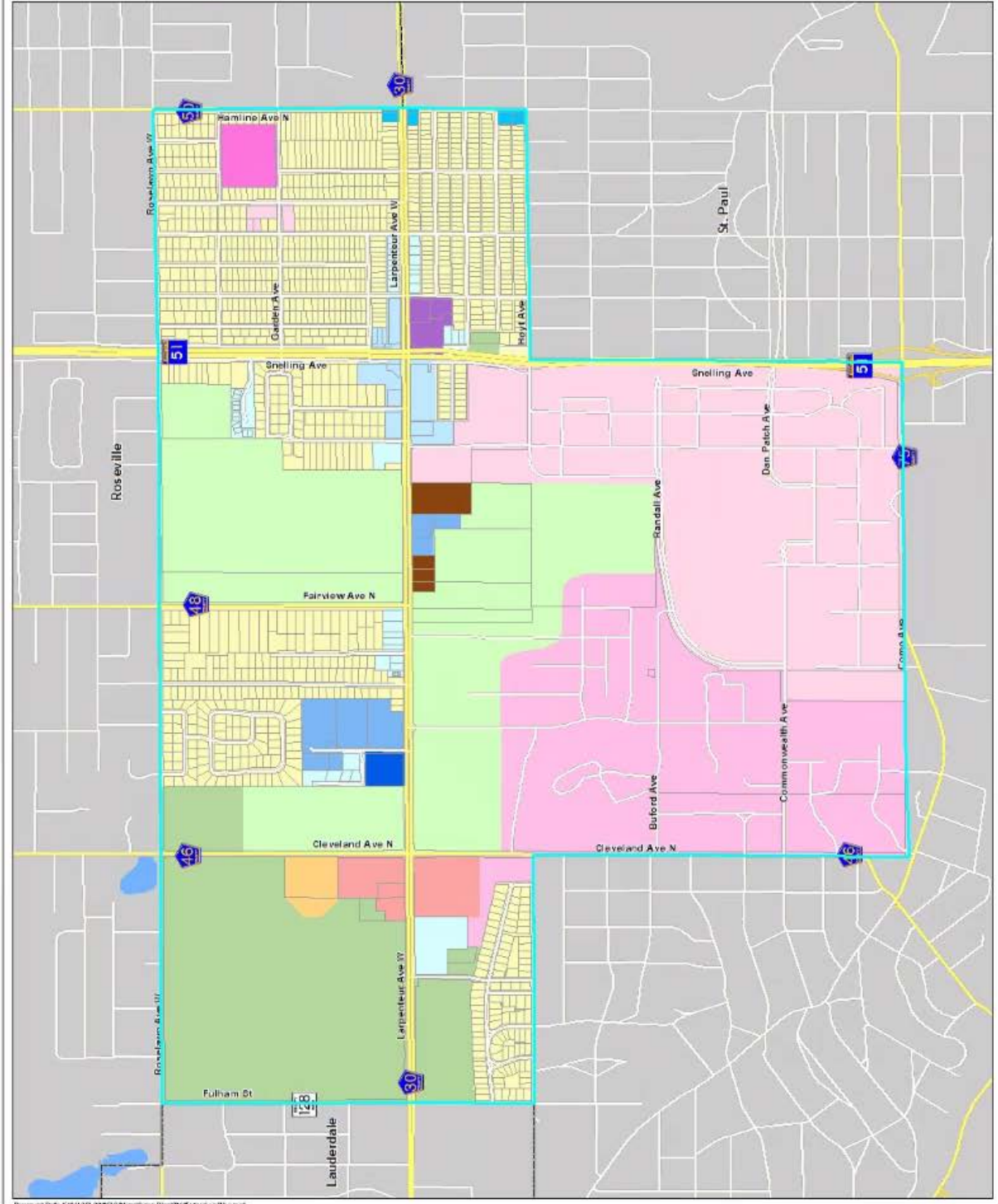
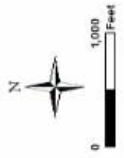
The Future Land Use Plan identifies several categories to guide development and redevelopment in the City of Falcon Heights. These generally include residential uses, commercial uses, mixed use, parks, playgrounds, open space, and institutional. Large acreages of the City are owned by the University of Minnesota or are the State Fair Grounds. In summary, the City of Falcon Heights does not expect large scale changes in land use by 2040. In fact, no new growth is projected to occur past 2020. Therefore, future land use will most likely feature little change. Redevelopment will be market-driven and is most likely to be concentrated along Larpenteur Avenue on sites that are presently zoned for either business or multi-family residential use. ~~The map~~[The map \(Figure 13\) below](#) is based on assumptions that have been outlined in this section.

- ~~The University of Minnesota~~ [including the Golf Course, Agricultural Research, and Museum](#) will not convert any of its land to private use and ~~development~~[development](#).
- [The State Fair Grounds will continue to operate as-is and not convert any of their land for private use or development.](#)
- ~~Owners~~[Owners](#) of residential properties on Tatum Street will combine their back lots north of Lindig street, now designated as “vacant,” with their street front parcels, and those parcels will be reclassified as single family residential.
- The market will encourage redevelopment of larger commercial properties along Larpenteur Avenue
- Existing single-family neighborhoods in Falcon Heights will continue to be highly valued places to live.
- There will be demand for additional transit-oriented housing close to Larpenteur Avenue.
- [There will be increasing public demand for redevelopment that supports pedestrian and non-motorized access to shopping and public amenities in the city.](#)
- [Additional institutional uses including the Elementary School, City Hall and Soccer Fields will remain as they stand and will not switch to private development or use.](#)

**FIGURE 12: Future Land Use – 2040**

<u>Land Use</u>	<u>Acres</u>	<u>Percent of Total Acres</u>
<u>U of M Agricultural Research</u>	<u>263.36</u>	<u>18.41%</u>
<u>Commercial Core</u>	<u>18.94</u>	<u>1.32%</u>
<u>State Fair Grounds</u>	<u>272.70</u>	<u>19.06%</u>
<u>City Hall</u>	<u>3.83</u>	<u>0.27%</u>
<u>U of M Golf Course</u>	<u>162.76</u>	<u>11.38%</u>
<u>U of M Bell Museum</u>	<u>21.28</u>	<u>1.49%</u>
<u>Elementary School</u>	<u>9.62</u>	<u>0.67%</u>
<u>U of M Soccer Fields</u>	<u>7.77</u>	<u>0.52%</u>
<u>University of Minnesota</u>	<u>222.73</u>	<u>15.57%</u>
<u>Limited Business</u>	<u>19.66</u>	<u>1.37%</u>
<u>Low Density Residential</u>	<u>366.80</u>	<u>25.64%</u>
<u>Medium Density Residential</u>	<u>25.40</u>	<u>1.78%</u>
<u>Mixed Use Residential</u>	<u>6.45</u>	<u>0.45%</u>
<u>Multi-Family Residential</u>	<u>7.91</u>	<u>0.55%</u>
<u>Neighborhood Commercial</u>	<u>2.70</u>	<u>0.19%</u>
<u>Park and Recreation</u>	<u>18.93</u>	<u>1.32%</u>

**Figure 13**  
**2040 Future Land Use**  
**Falcon Heights Comprehensive Plan**  
**City of Falcon Heights, Ramsey County**





### III. Physical Systems: Transportation, Utilities, Storm Water Management

#### 1. Introduction

Falcon Heights is currently a City of approximately 5,600 residents located in Ramsey County, Minnesota bordered by the cities of Roseville to the north, St. Paul to the south, and Lauderdale to the west. The Minnesota State Fairgrounds and the University of Minnesota –St. Paul Campus make up over half of the City’s total incorporated area. Figure 14, below, provides the general location map for the City.

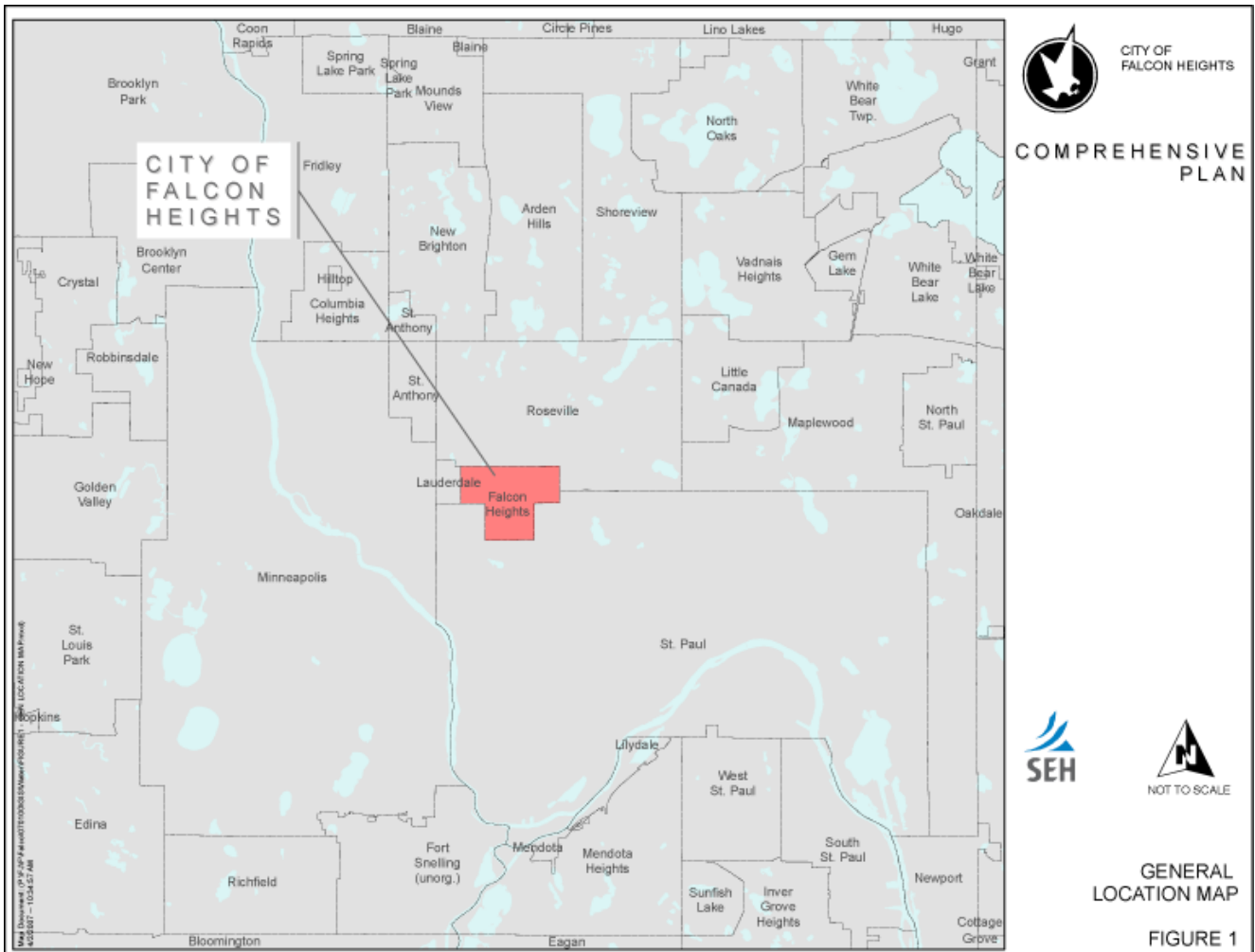


Figure 14 – General Location Map

## ***Purpose of Plan Update***

This report summarizes the results of a comprehensive plan update for the City of Falcon Heights. The plan update included a review and evaluation of the following:

- Transportation system.
- Sanitary sewer system.
- Storm water management.

Water service is provided to Falcon Heights by St. Paul Regional Water Service. The system is already in place, and no expansion is anticipated over the life of this plan.

The main purpose of the plan update was to evaluate the existing and future transportation and the sanitary sewer system needs of the City, as well as the infrastructure improvements and expansions necessary to serve the current and future residents. Also, a review and evaluation of the City's storm sewer system was completed and a storm water management plan was developed.

The City's present and future needs have been evaluated and recommendations made for necessary improvements to maintain adequate service levels for the transportation, sanitary sewer, and storm water systems. This plan update will serve as a guide for future infrastructure improvements for these three systems.

## ***Scope of Plan Update***

The approach used for this plan update started with an assessment of existing transportation, sanitary sewer, and storm sewer system condition and an evaluation of the City's needs. Current and future needs were evaluated over a 20+-year planning period extending to the year 20430.

A review and evaluation of the existing transportation system is provided in Section 2. A review and evaluation of the existing sanitary sewer system is provided in Section 3, which also includes a summary of recommended sanitary sewer system improvements.

A review and evaluation of the existing storm sewer system is provided in Section 4. A recommended storm water management plan is also provided in this section. Section 5 provides the recommended Goals and Policies for the City.

As a result of needs changing over time, the City's planning process for the transportation, sanitary sewer, and storm water management will be continuous. Long-term projections and improvements provided in this plan update should be reviewed, re-evaluated, and revised, as needed, to assure effective future planning efforts. Proper future planning will help assure that infrastructure improvements are coordinated and constructed in the most effective manner.

## 2. Transportation System

The transportation plan is a key part of the City's Comprehensive Plan as it covers all modes of transportation, including highways and roads, bicycles and pedestrians, transit, and aviation. This plan expresses the location, limits, function, and capacity of all facilities in the City of Falcon Heights.

### *Highways and Roadways*

The City of Falcon Heights is a fully developed suburban community with a well-established roadway network. MnDOT has jurisdiction over Snelling Avenue (TH 51), Ramsey County has jurisdiction over the County State Aid Highways (CSAH) and the county roads, and the City has jurisdiction over the rest of the roadways in the city.

### **Functional Classification System**

The existing functional classification system as defined by the Met Council is reported in Figure 15, on the following page. Snelling Avenue, Larpenteur Avenue, and Cleveland Avenue are "A" minor arterial roadways. Fairview Avenue, north of Larpenteur Avenue and Hamline Avenue, north of Larpenteur and Como Avenues are "B" minor arterial roadways. Roselawn Avenue and Hamline Avenue, south of Larpenteur Avenue are collector roadways. All other streets in the City are local roadways. No changes to the "A" minor arterial system are recommended as part of this transportation plan update.

The primary function of minor arterials is mobility. "A" minor arterials are classified by the Met Council as "reliever" routes, which provide direct relief to congested principle arterials. "B" minor arterials provide important connections through the City and region. Collector roadways provide access to adjacent land by connecting the local street network and the arterial roadways. Collectors may need to accommodate higher speeds traffic and also serve direct property access. Local roadways are intended to serve direct property access. Local streets are characterized by short blocks and a grid system.

### **2030 Traffic Forecasts**

The Metropolitan Council guidance provides two options for developing traffic forecasts. One option is to use the regional model and the second option is a historical trend analysis, which is recommended for developed communities. The City of Falcon Heights is considered a developed community. Redevelopment may occur during the planning time frame, but none that would be expected to result in traffic growth significantly different than the historical growth.



Historical traffic volumes have been collected from MnDOT's traffic flow maps for the period between 1980 and 2005. Historical growth rates were projected to 2030 along a linear trendline to determine the 2030 traffic volumes. For instances where the trendlines indicated a historical decrease, it was assumed that no growth would occur and the 2005 ADT would remain the same through 2030. See Figure 14 for the existing and 2030 traffic volumes on collector and arterial roadways.

Most roadways are expected to experience minimal growth in the City with the exception of Snelling Avenue, which, as a regional facility, is expected to experience the greatest amount of growth.

Future roadway capacity deficiencies have been identified based upon the future daily traffic forecast. The existing numbers of through lanes on the collector and arterial roadways are also displayed in Figure 14 as well as the number of through lanes anticipated to serve future demands. The existing roadway network should serve the 2030 traffic volumes with the exception of Snelling Avenue. Options for increasing capacity will need to be evaluated in light of proposed 2030 traffic volumes along Snelling Avenue

### **Access Management**

The primary goal of managing access locations in any corridor is to improve safety and flow. Different roads serve different purposes. Arterials provide movement for through traffic. Local roads provide access to local land uses. Conflict occurs when a roadway is forced to perform unintended functions. A local street that serves too much through traffic creates issues for the neighborhood it serves. Conversely an arterial roadway that serves too much local access creates safety and flow issues for the through traffic. Therefore, guidelines have been established for access spacing for each type of facility. See the table below which highlights access management guidelines.

According to MnDOT, Snelling Avenue is categorized as an Urban Core Minor Arterial south of Larpenteur Avenue. The urban core designation recognizes that the arterial roadway traverses through a mature portion of the local street system where existing block lengths and land uses have established a more frequent access condition. North of Larpenteur Avenue, Snelling Avenue is categorized as an Urban Minor Arterial.

The recommended access spacing for these types of arterials, and also the other types of roadways in the City, are described in Table 14 below.

**Table 14 – Access Management Guidelines**

<b>Functional Class</b>	<b>Minimum Access Spacing</b>
Urban Core Minor Arterial	1 block
Urban Minor Arterial	1/4 mile (1/8 mile for a conditional secondary intersection)
Urban Core Collector	1 block
Urban Collector	1/8 mile
Local	1 block

As the Snelling Avenue corridor and other arterial roadways evolve, opportunities to limit and reduce access should be undertaken to address safety and capacity issues.

**Roadway Safety**

Roadway crash data related to the City of Falcon Heights were obtained using the Minnesota Crash Mapping Analysis Tool (MnCMAT). Locations of reported crashes during 2003 through 2005 are displayed graphically in Figure 16, on the following page. During this period a total of 331 crashes were reported. Of these, 82 percent occurred on minor arterials traversing the City including Cleveland Avenue, Larpenteur Avenue, and Snelling Avenue. The highest frequency of crashes generally occurred at the highest volume intersections.

Intersections that experienced an average of five or more crashes per year are:

- Snelling Avenue at Larpenteur Avenue.
- Snelling Avenue at Roselawn Avenue.
- Larpenteur Avenue at Cleveland Avenue.
- Larpenteur Avenue at Hamline Avenue.

A more rigorous investigation of crash rates, types, and severity is suggested prior to drawing conclusions regarding appropriate corrective measures. As improvements in these corridors are considered, these safety concerns should be explored more thoroughly.



# COMPREHENSIVE PLAN

## Legend

### Crash Frequency

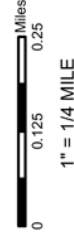
1 - 4

5 - 14

15 - 25

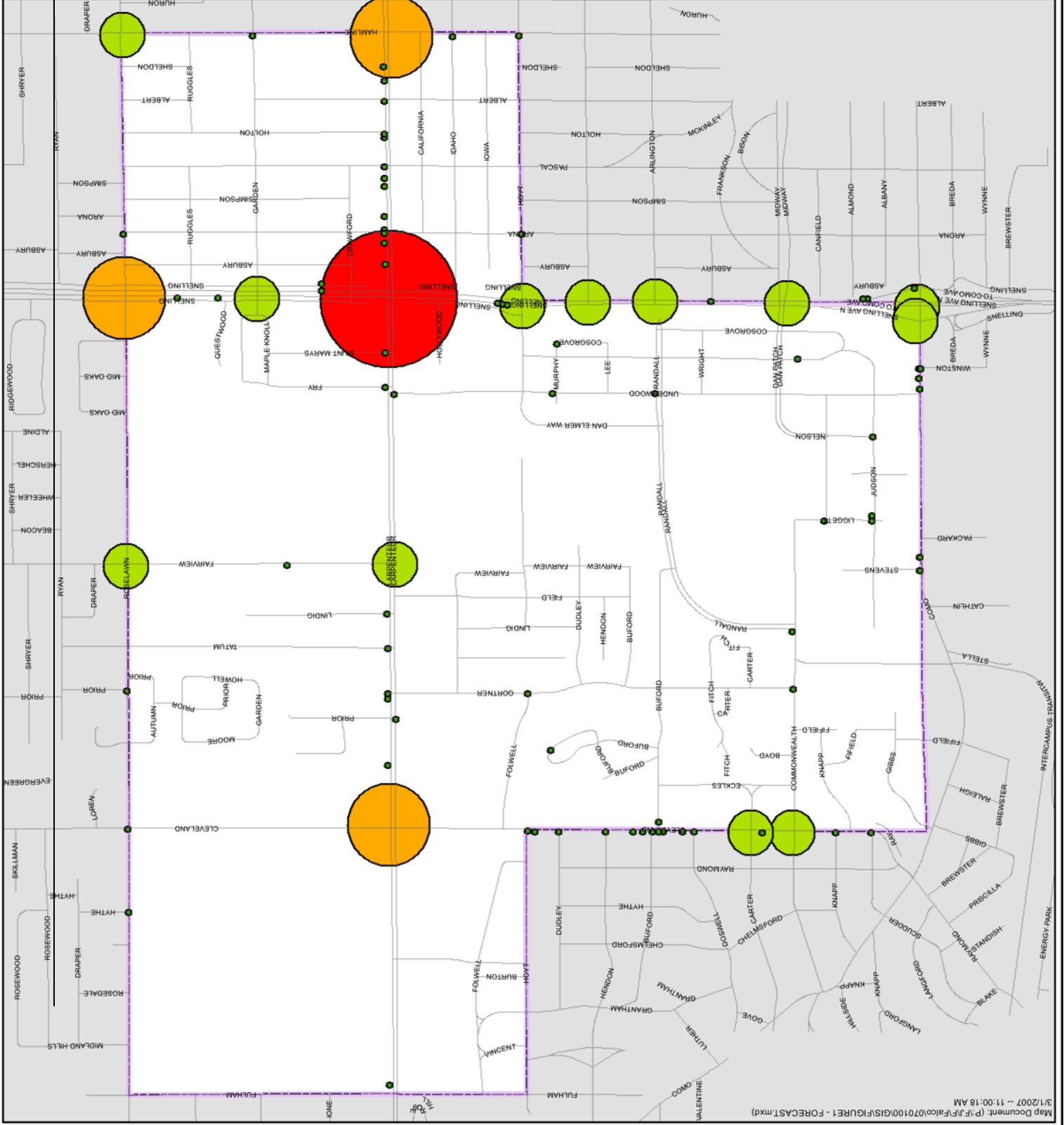
53

Crash Data Source: MnDOT C.M.A.T.



2003 - 2005  
CRASHES

FIGURE 16



## **Operational and Facility Concerns**

An assessment of the existing and forecast operational concerns through the community have been completed using the traffic forecast data, crash data, and coordination with Ramsey County and MnDOT.

### **• Existing and Forecast Congestion Issues**

Capacity deficiencies are identified in Figure 15, on page 61. Snelling Avenue is the only minor arterial with a projected deficiency. Snelling Avenue crash history indicates a relatively high frequency of crashes. Many of these are suspected to be related to congestion experienced in the corridor.

### **• Planned Improvements**

For the “A” minor arterial roadways, Figure 14 shows existing and proposed number of lanes. Basing the additional lanes needed in the future condition on the 2030 forecast Snelling Avenue is the only roadway that may require some capacity improvements. Generally, the existing road network through the City should adequately serve traffic demands in the City to 2030.

There are no planned improvements to the City’s roadways that would increase the capacity. The City does have an aging roadway network that will require maintenance and some neighborhood roadways may be reconstructed in the planning timeframe.

## **Special Use Areas**

The State Fairgrounds are located in the southeast part of the city. In March of 2007 they were contacted to discuss this comprehensive plan update. At that time they did not foresee any major changes in land use or their transportation network.

The University of Minnesota is located in the northwest section of the city. They were contacted in April of 2007 to discuss this comprehensive plan update. At that time the University said that they are in the process of constructing a 140,000 square foot museum in the southwest quadrant of Cleveland and Larpenteur Avenues. Primary access for this building will be on Larpenteur Avenue.

## **Connection Between Land Use and Transportation**

The connection between land use and transportation requires integrated strategies that advance regional economic land use and growth management goals. Achieving goals for regional growth with limited ability to expand the transportation system requires strategic investment in facilities coupled with encouragement to broadly implement travel demand management techniques.



~~Below are some techniques for connecting land use and transportation:~~

- ~~● Plan and invest in multi-modal transportation choices based on the full range of costs and benefits.~~
- ~~● Make more efficient use of the regional transportation system.~~
- ~~● Encourage travel demand management strategies, including flexible work hours and telecommuting.~~
- ~~● Focus highway investments first on maintaining and managing the existing system, and second on slowing the growth of congestion.~~
- ~~● Implement a system of fully interconnected arterial and local streets, pathways, and bikeways.~~
- ~~● Promote the development and preservation of various freight modes.~~
- ~~● Support airport facilities investments.~~
- ~~● Serve the region's economic needs.~~

### ***~~Bicycle and Pedestrian Plan~~***

~~The trail system consists of on and off street bikeways and exclusive pedestrian sidewalks. Off street bikeways are intended to be separated from pedestrian ways or sidewalks where possible. Off street bicycle/pedestrian trails are generally intended to be eight feet wide with paved surfaces and signs. The existing trail system is shown in Figure 17 on the following page.~~

~~The City is investigating a potential bike/pedestrian route along Fairview Avenue, part of Larpenteur Avenue and south down Gortner Avenue. This route can be seen in Figure 18 on page 68. The bicycle and pedestrian trail network provides adequate accessibility to the transit corridors and transit facilities, which can be seen in Figure 19 on page 69.~~



# COMPREHENSIVE PLAN

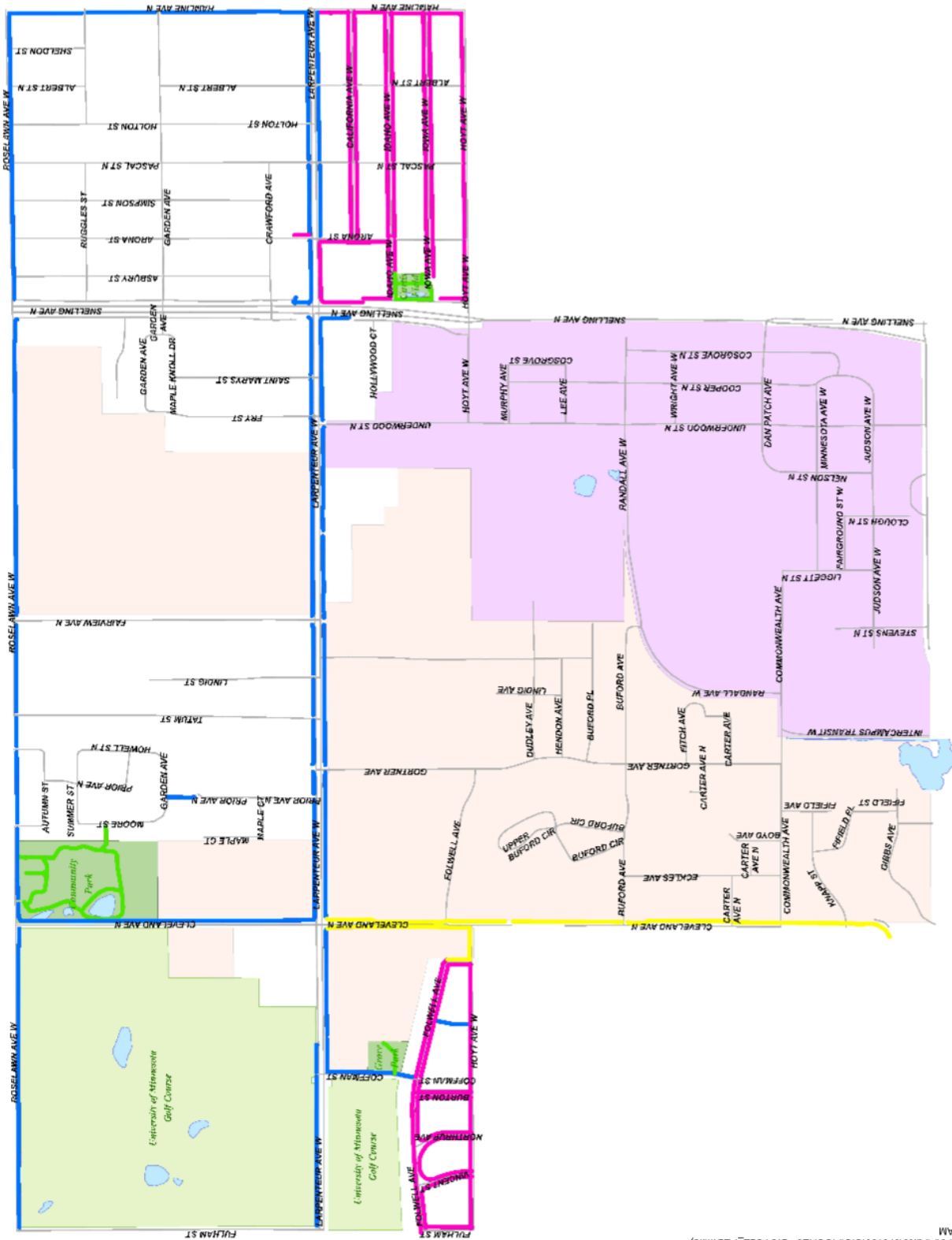
- LEGEND:
- City Plowed Pathway/Sidewalk
  - Pathway/Sidewalk Not Maintained by City
  - City Park Pathway
  - U of M Maintained
  - Roadway
  - Parks
  - Water
  - Golf Course
  - State Fair Property
  - University of MN Property



NOT TO SCALE

## EXISTING BICYCLE AND PEDESTRIAN FACILITY NETWORK

FIGURE 17





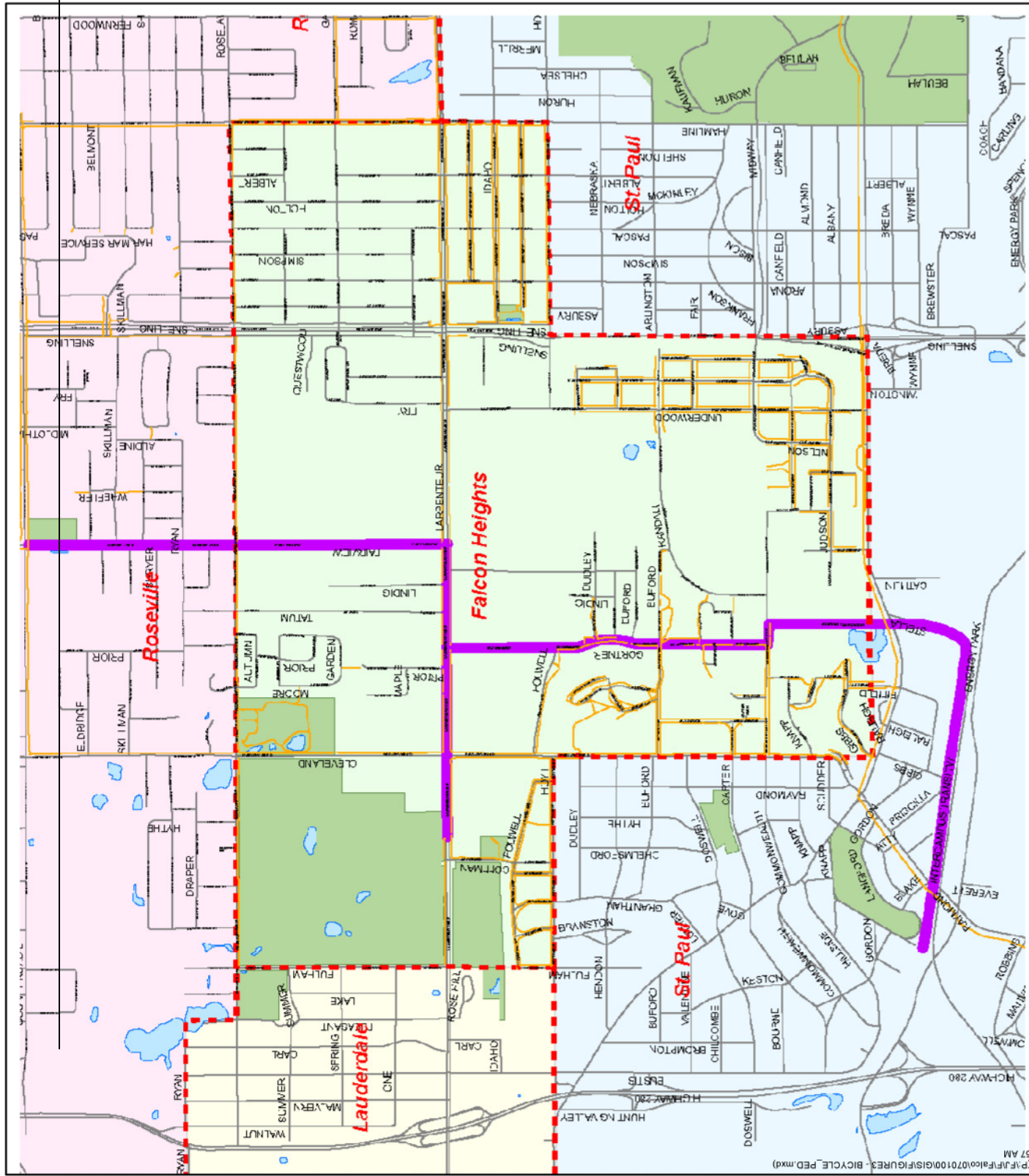
# COMPREHENSIVE PLAN

- LEGEND:
- Existing Pathway
  - Roadway
  - Potential Bike/Pedestrian Route
  - City Boundary
  - Parks and Golf Courses
  - Water



NOT TO SCALE

## PROPOSED BICYCLE AND PEDESTRIAN FACILITY PLAN





CITY OF  
FALCON HEIGHTS

# COMPREHENSIVE PLAN

## LEGEND

METRO TRANSIT

BUS ROUTE

U OF M ROUTE  
CAMPUS CONNECTOR

U OF M ROUTE  
ST PAUL CIRCULATOR

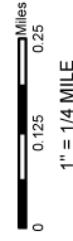
BUS STOPS

BUS SHELTERS

U OF M PROPERTY

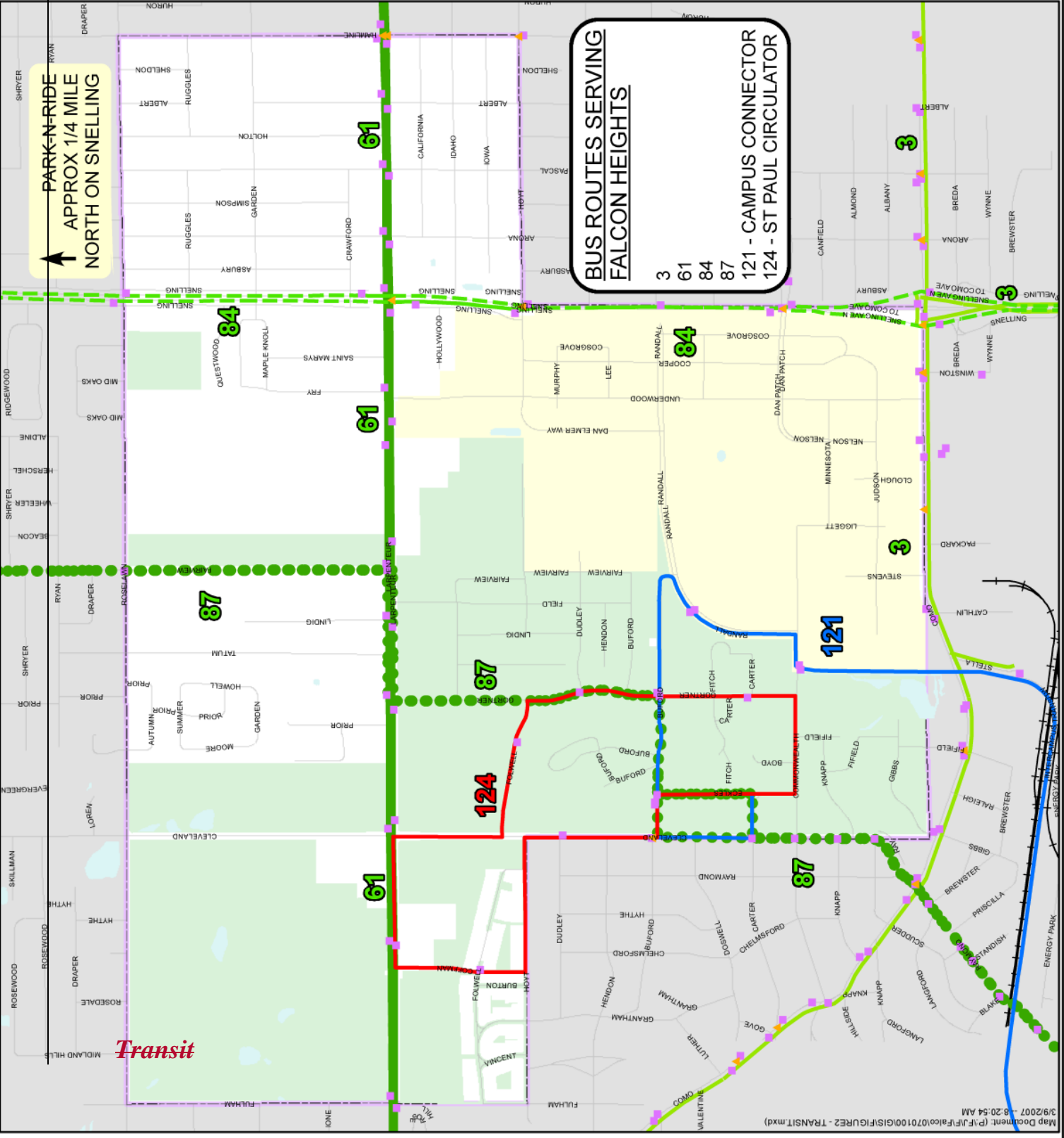
STATE FAIRGROUND

SOURCE - METROGIS, RAMSEY COUNTY GIS



# TRANSIT FACILITY MAP

FIGURE 19



**PARK-N-RIDE**  
APPROX 1/4 MILE  
NORTH ON SNELLING

**BUS ROUTES SERVING  
FALCON HEIGHTS**  
3  
61  
84  
87  
121 - CAMPUS CONNECTOR  
124 - ST PAUL CIRCULATOR

*Transit*

### **Existing Transit Routes**

The existing transit routes and facilities are shown in Figure 19 on page 69. Six bus routes currently serve the City, routes 3, 61, 84, 87, 121 (Campus Connector), and 124 (St. Paul Circulator).

### **Transit Market Area**

The City is the Market II Transit Service Area. Market Area II has a moderate concentration of jobs, housing and activities. Typically Market Area II has a population density of 9-14.9 persons / acre augmented by contiguous High Transit Dependency areas. Typical service options in this market area are regular route locals, all day expresses, small vehicle circulators, special needs paratransit (ADA, seniors) and ridesharing. Area II has a primary emphasis on big bus / regular route service. The frequencies of service are typically 15-30 minutes or 30-60 minutes depending on land use patterns and time of day. The span of service is typically 12-20 hours per day, seven days a week. The access is typically spaced .5-1.0 miles apart with six to eight stops per mile.

### **Future Transit Facilities**

The Central Corridor is an 11-mile Light Rail Transit (LRT) route planned between Minneapolis and St. Paul running along University Avenue. There is a planned stop at Snelling Avenue. Bus service connecting Falcon Heights, including the University of Minnesota and State Fair, will connect to the LRT stop at Snelling.

The Red Rock Corridor is a 30-mile transportation corridor starting in Hastings and running along Highway 61 and then west along I-94 through St Paul and then to Minneapolis. Planned stops are not defined at this time, but like the Central Corridor there would be stops that could be serviced to Falcon Heights via bus service.

### **Aviation**

The nearest airports to Falcon Heights are the Anoka County (12 miles north) and Downtown St. Paul (9 miles southeast) reliever airports which provide general aviation access while reducing congestion at Minneapolis-St. Paul International Airport, which is 10 miles south of the City. Falcon Heights is not within the airspace protection zones of these facilities. The City will work as a contributing community with the Metropolitan Airports Commission. The City will monitor progress and participate as appropriate in the public process of improving the MSP International Airport.

## ***Transportation System: Goals and Policies***

This section provides recommended goals and policies for the City's Transportation Plan.

### **Highways and Roadways**

#### *Highway and Roadway Goals*

- To promote safety on all streets.
- To avoid unnecessary street congestion and the resulting negative effects on air quality.
- To develop and maintain efficient hierarchy of streets to move larger volumes of traffic safely on relatively few through streets and discourage high volumes of traffic on residential streets.
- To maintain the transportation infrastructure of the City.

#### *Highway and Roadway Policies*

- Coordinate all City street planning and design with County, Metropolitan and State agencies.
- Require adequately spaced driveways along arterial streets when access cannot be limited to cross streets.
- Maintain roadbeds and curb and gutter on City Streets.
- Prevent parking on residential lots (other than driveways) especially during State Fair activities.
- Enhance the appearance and image of major roadway entry points to the City.

#### *Right of Way Preservation*

The City is responsible for identifying and preserving right-of-way for transportation uses such as roads, transit, bikeways and walkways. Below are some techniques to identify and preserve right of way:

- Prepare an Official Map for corridors planned for expansion
- Possible early acquisition of properties prior to environmental study, as specified in the Transportation Efficiency Act (TEA 21)
- Purchase of development rights
- Purchase options
- Letters of agreement with developers
- Right of first refusal
- Donations of property
- Contributions, exchanges of property
- Access management
- Use of local government land use tools

## **Bicycle and Pedestrian Plan**

### *Trails Goals*

- ~~To provide an interconnected park and open space system that provides pedestrian and bicycle linkages throughout the City.~~
- ~~Continue coordination between the University of Minnesota and the City regarding the trail network.~~

### *Parks and Trails Policy*

- ~~Build trails as an integral part of the upgrading of collector and arterial streets.~~

## **Transit**

### *Public Transit Goals*

- ~~To improve the quality of and increase the emphasis on public transit, non-motorized and pedestrian travel.~~
- ~~To encourage planning and design that increases and complements transit use.~~

### *Public Transit Policies*

- ~~Continue to work with the Metropolitan Council to determine future transit services consistent with the City's transit market area and its associated service standards and strategies.~~
- ~~Reduce overall travel demand by cooperating with the University of Minnesota in developing a Travel Demand Management (TDM) strategy and encouraging programs that provide alternatives to single-occupant automobiles.~~
- ~~Evaluate the need for and the location of transit services in conjunction with surrounding communities.~~
- ~~Coordinate public transit with all transit planning and delivery agencies to improve transit services (MTC, RTB, Ramsey County Regional Railroad Authority).~~
- ~~Continue to coordinate with the County Regional Railroad Authority in the implementation of LRT plans.~~

## **Aviation**

### *Aviation Goals*

- ~~To protect the City's airspace from vertical obstructions that could impede air traffic.~~
- ~~To regulate and ensure the compatibility of land use with aviation.~~

### *Aviation Policies*

- ~~Require that heliports comply with the licensing requirements of MnDOT, the approach and altitude standards established by the FAA and the noise standards established by the MPCA as requirements of Conditional Use Permit Approval.~~
- ~~Require that no tall towers (obstructions over 500 feet tall) be built within the City.~~
- ~~Monitor the progress and participate, as appropriate, in the public process of enhancing or replacing MSP International Airport.~~



### **3. Sanitary Sewer System**

The City of Falcon Heights owns and maintains a sanitary sewer system which also serves the University campus. The City discharges all sanitary flows to the Metropolitan Council Environmental Services (MCES) interceptor system. The State Fair operates and maintains its own sanitary sewer system separate from the City's system. The City's sanitary sewer system facilities include:

- One small sanitary sewer lift station
- Forcemain associated with the lift station
- A network of gravity sewer piping and manholes

#### ***Existing Sanitary Sewer System***

The City's sanitary sewer collection system has been in operation in excess of 50 years and consists of approximately 68,800 LF of gravity sewer. A lift station serves a small area near Larpenteur Avenue and Coffman Street. The existing sanitary sewer system facilities are illustrated on Figure 20, on the following page. This figure shows the City's existing collection and trunk sewer system. The extents of the existing sewer service area is not expected to increase through 2030.

The system is constructed of various pipe materials including vitrified clay pipe (VCP) and polyvinylchloride pipe (PVC). The collection system ranges in pipe size 8" to 18" in diameter.

Sewer flows generated in the City are collected and conveyed to number of discharge points into the St. Paul sanitary sewer system. A MCES metering station is located by the intersection of Hamline Avenue North and Hoyt Avenue West and measures sanitary sewer flow entering the MCES interceptor system. All other discharge points are estimated by MCES for billing purposes and are based on water consumption rates. In 2004 MCES re-evaluated this method to consider significant irrigation use by the Fairgrounds and university resulting in a lower and more accurate sewer flow entering the MCES system.

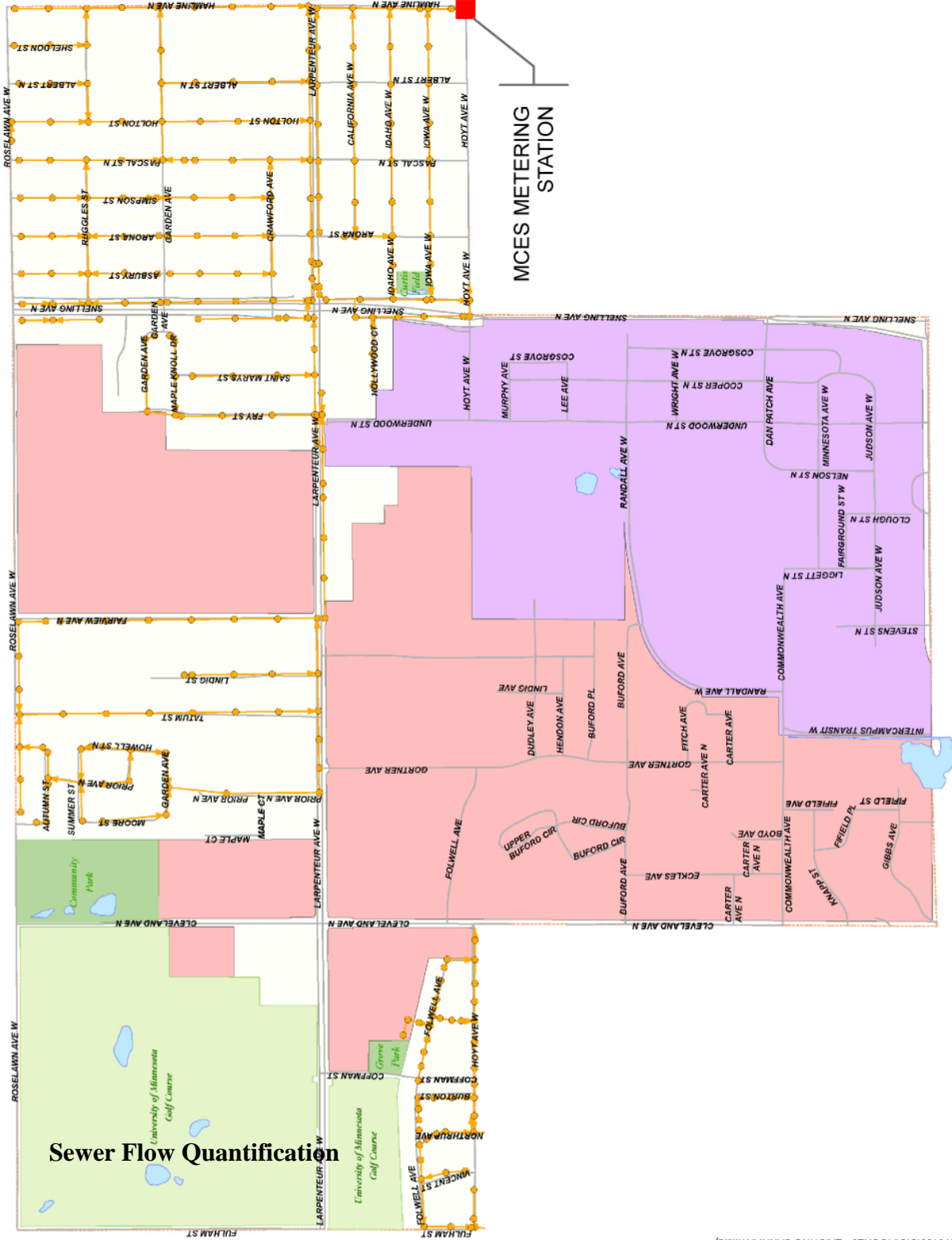
#### **Existing Sanitary Sewer Condition**

The evaluations provided in this report are based on field inspections, construction as-built drawings, and discussions with city staff. The condition of the sewer collection system was evaluated using previous closed circuit televised (CCTV) inspection records. The lift station was evaluated for pumping performance. A pump down test was performed at the site to estimate the pumping capacities. This data was then compared to the rated capacities. Based on this information, the lift station has the capacity to continue serving its area where it is located.



# COMPREHENSIVE PLAN

## Sewer Flow Quantification



- LEGEND:
- Contact State Fair
  - Contact University of MN
  - Sanitary Manhole
  - Sanitary Pipe

SOURCE - METROGIS, RAMSEY COUNTY GIS



NOT TO SCALE



## EXISTING SANITARY SEWER SYSTEM

Projected flows for the sanitary sewer system were estimated using historical sanitary sewer flows and population projections provided by MCES. The amount of sanitary sewer measured by MCES in 2005 was recorded as 240.85 MG. The population of the City in 2005 was estimated by MCES to be 5800.

Table 15 summarizes the project sanitary sewer flows for the City for up to the year 2030.

**Table 15 - Sanitary Sewer Flow Projections**

Year	2010	2020	2030
Sewered Population	6,100	6,100	6,100
Sewered Households	2,350	2,400	2,500
Sewered Employment	3,900	4,050	4,200
Average Annual Wastewater Flow (MGD)	0.91	0.89	0.88
Allowable Peak Hourly Flow (MGD)	2.91	2.85	2.82

**Existing and Potential Sanitary Sewer Related Issues**

*Sanitary Sewer Collection System*

Previous CCTV inspection documents were reviewed to determine the condition of the sanitary sewer at the time of the inspections. It is possible that additional deficiencies exist in the system today would need to be addressed in the short-term. The City is currently televising the entire sanitary sewer collection system. This section should be updated following completion and review of data from the CCTV effort.

Deficiencies and defects identified include mid-segment sags in excess of 4-inches, offset pipe joints, and significant joint separation. These types of defects can severely impact the capacity and structural integrity of the collection system and should be addressed. The locations of these defects are shown in Figure 21, on the following page.

While some of these types of defects can be resolved cost effectively using trenchless technology, the sever sags and offset joints should be corrected using conventional open trench methods and should be, if possible, coordinated with the City’s street reconstruction program.



# COMPREHENSIVE PLAN

LEGEND:

- Contact State Fair
- Contact University of MN
- Sanitary Manhole
- Sanitary Pipe
- Reconstruct Sanitary Sewer
- Rehabilitate Sanitary Sewer

SOURCE - METROGIS, RAMSEY COUNTY GIS

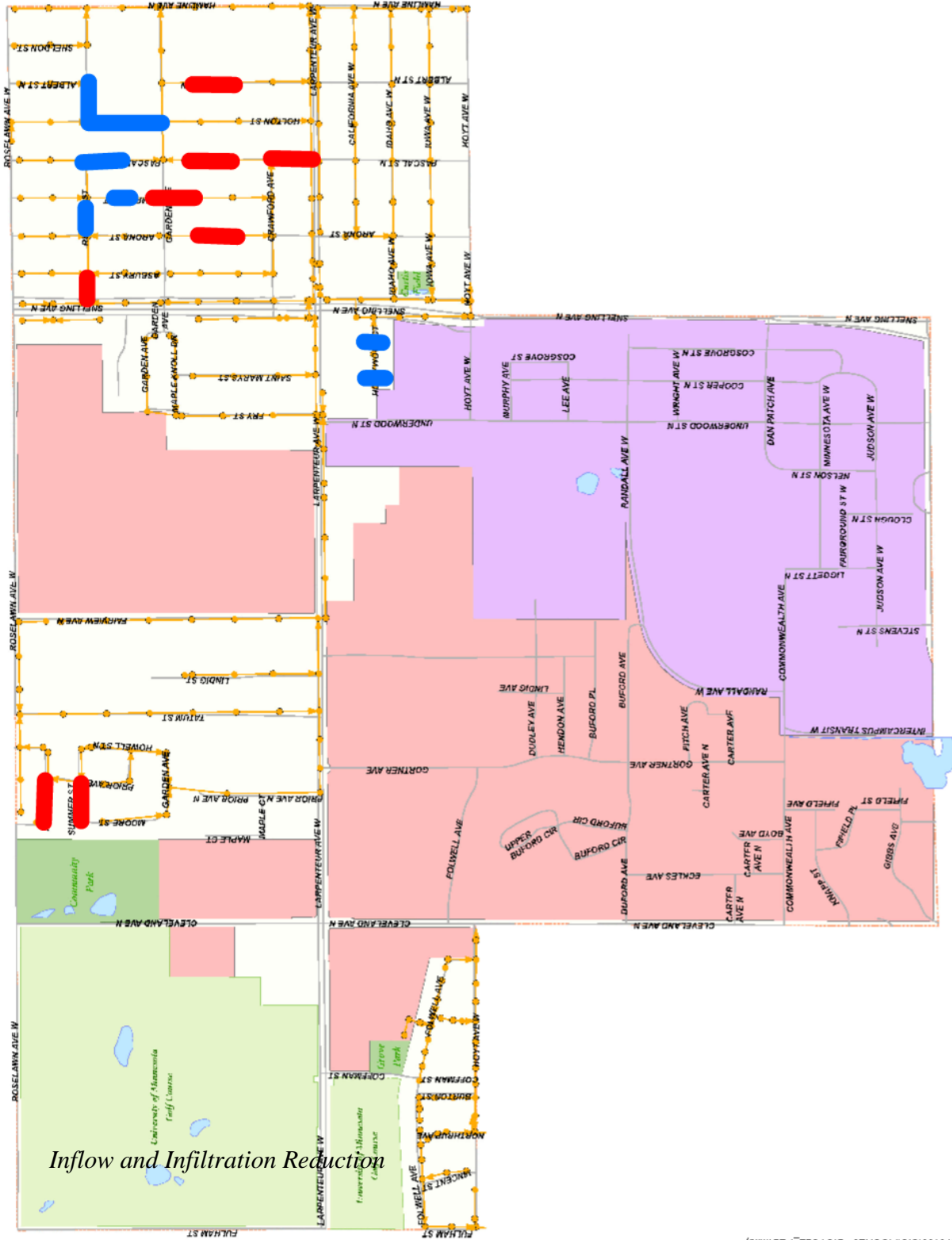


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## PROPOSED SHORT TERM SANITARY SEWER IMPROVEMENTS

FIGURE 21



*Inflow and Infiltration Reduction*

The City of Falcon Heights, like the majority of the communities in the metropolitan area, has spent considerable time and energy managing inflow and infiltration (I/I) within their sanitary sewer collection system. The Metropolitan Council Environmental Services (MCES) has implemented a surcharge program which is designed to encourage metro communities to reduce I/I entering their portion of the sanitary collection system. While the City has not exceeded the pre-determined maximum peak level established by MCES the City should continue its effort to minimize I/I and should prepare and implement an I/I reduction program.

The I/I reduction program would be used to isolate and prioritize sewer rehabilitation in the sanitary sewer collection system, both on the public and private side of the system. The City should continue with the cleaning and closed circuit television inspection, conducting a sewer rehabilitation program, including conducting follow-up inspections in neighborhoods with significant I/I potential.

### ***Sanitary Sewer System: Goals and Policies***

This section provides recommended goals and policies for the City’s Sanitary Sewer System.

#### **Maintain Operational Efficiency**

##### *Maintain Operational Efficiency Policies*

- Initiate reconstruction or rehabilitation program for sanitary sewer to repair or replace segments of system in distressed condition or determined to be over capacity.
- Initiate and continue a closed circuit television (CCTV) inspection program to provide updated condition observations of the collection system at a minimum of every five years.
- Complete annual inspections and cleaning of lift station.

#### **Inflow and Infiltration**

##### *Inflow and Infiltration Reduction Plan Policies*

- The City should implement an I/I reduction program to isolate and prioritize sewer rehabilitation in their sanitary sewer collection system.

## ***Sanitary Sewer System Recommended Improvements***

This section discusses recommended improvements to address existing sanitary sewer system deficiencies. The improvements are shown in Figure 8 and are summarized below. This section should be updated following the completion and review of data from the City's current CCTV effort.

### **Correction of Deficiencies**

#### ***Pipe Settlement***

Review of CCTV video footage has revealed a number of pipe settlements in excess of 4-inches. The dip that is created by these settlements cause low velocities and sedimentation of solids which results in on-going sewer maintenance problems. These pipe segments are difficult to repair without removing and replacing the settled sections of pipe. It is recommended that the entire segment from manhole to manhole be replaced for each settled location identified. If possible, the timing of these improvements should be incorporated into the City's street reconstruction program.

#### ***Root Intrusion***

The review of CCTV video footage also revealed a significant amount root intrusion in the sanitary sewer system. Roots can cause flow restrictions and require continuous sewer monitoring and maintenance. It is recommended that the City implement an on-going sewer rehabilitation program to address this problem. The program would include rehabilitation of the sanitary sewer using trenchless methods for sections identified through CCTV inspections.

### **CCTV Inspection**

It is recommended that the City implement a CCTV inspection program for the sanitary sewer collection system. This program will allow the City to monitor the system and respond to problems in a proactive manner.

### **Capital Improvement Plan**

This section summarizes the recommended sanitary sewer system improvements and presents a capital improvements plan that prioritizes the improvements and provides a schedule for the timing of implementation. Budget cost estimates are also summarized. Budget cost estimates are based on 2007 dollars and adjusted annually at 3%. (See *Appendix C.* )

**Table 16**

Cost Estimates for Short-range Sanitary Sewer Improvements (0-5 years)

Project	Estimated Cost
CCTV Sanitary Sewer Inspection*	\$60,000
Reconstruct Sanitary Sewer**	\$275,000
Rehabilitate Sanitary Sewer***	\$310,000

\*Includes CCTV of entire city in 2007

\*\*Includes all segments shown in Figure 8

\*\*\*Assumes 10% of sanitary sewer to be rehabilitated every CCTV cycle.

**Table 17**

Cost Estimates for Medium -range Sanitary Sewer Improvements (5-10 years)

Project	Estimated Cost
CCTV Sanitary Sewer Inspection*	\$134,000
Rehabilitation of Sanitary Sewer**	\$385,000

\*Includes CCTV of entire city in 2012 & 2017

\*\*Assumes 10% of sanitary sewer to be rehabilitated every CCTV cycle.

**Table 18**

Cost Estimates for Long-range Sanitary Sewer System Improvements (10-20+ years)

Project	Estimated Cost
CCTV Sanitary Sewer Inspection*	\$152,000
Rehabilitation of Sanitary Sewer**	\$720,000

\*Includes CCTV of entire city in 2022 & 2029

\*\*Assumes 10% of sanitary sewer to be rehabilitated every CCTV cycle.

## **4. Storm Water Management**

### ***Purpose of Storm Water Management Plan***

The City has developed this Water Resources Management Plan (WRMP) section of the City's Comprehensive Plan to meet regulatory requirements, and to plan for future alterations in the existing drainage system due to redevelopment activities. The City is within the Capitol Region Watershed District (CRWD), the Mississippi Watershed Management Organization, and the Rice Creek Watershed District (RCWD), as shown on Figure 22, on the following page. The CRWD completed its Stormwater Management Plan in 2000, and the RCWD completed its Water Resource Management Plan in 1997. Since the City is located entirely within two watershed districts that implement extensive surface water management programs, and the lack of surface water features within the City, the City wishes to use this section to serve as its local water plan.

The City will continue to work to ensure the City's Goals and Policies and Development Standards are consistent with both Watershed Districts as the plans and rules are revised. Most of the City is located within the Capital Region Watershed District, and the City uses their plan and rules as a guide to implementing stormwater management policies within the City. The City is completely developed with a mix of commercial, residential, public, and open space uses. The public space consists of the University of Minnesota – St. Paul Campus and the State Fairgrounds.

### ***Water Resource Management Agreements***

Storm sewer maintenance agreements are in-place between the City and both MnDOT and Ramsey County.

The agreement with MnDOT is for the Snelling Avenue reconstruction project through Falcon Heights, and states that the City is responsible for storm sewer facilities located outside the Snelling Avenue rights-of-way. The City is therefore only responsible under this agreement for the Snelling Avenue East and West Frontage Road storm sewer systems and their connections to the Snelling Avenue trunk line.

The agreement with Ramsey County states that the City has a responsibility for maintaining the trunk storm sewer lines and connections from City storm sewer systems for all County Road segments throughout the City.



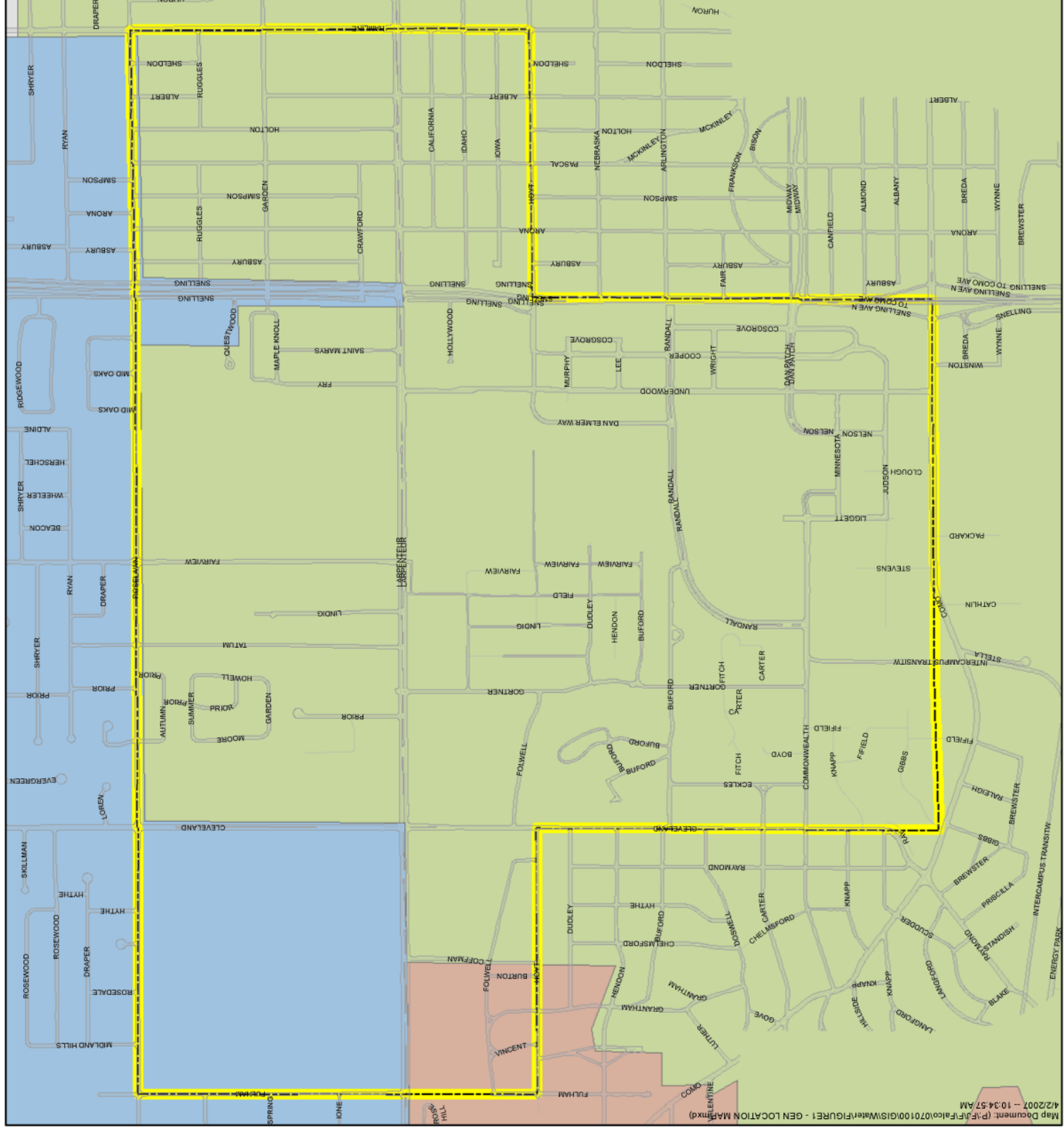
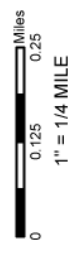


# COMPREHENSIVE PLAN

## LEGEND

### Watershed Management Organizations

- BWSR NAME**
- MISSISSIPPI RIVER
  - RICE CREEK
  - CAPITOL REGION



## ***Land and Water Resources Inventory***

The land and water resources inventory is a summary of information provided in the Capital Region Watershed District Plan and the Rice Creek Watershed District Plan.

### **Climate and Precipitation**

The climate of the City of Falcon Heights is similar to the overall Seven County Metropolitan Area. The climate consists of fairly short summers with an average temperature of 70 degrees F, and snowfall covers much of the ground from late fall to early spring, with an average winter temperature of 17 degrees F. Average annual precipitation is 28.32 inches, including approximately 46 inches of snowfall.

30-year average temperature and precipitation for the Minneapolis-St. Paul Airport Weather Station are summarized in Table 19, below. Data obtained within the CRWD Plan are available from the University of Minnesota – St. Paul Campus Weather Station and the Office of the State Climatologist.

Table 20, on the following page, illustrates the probability of a rainfall event occurring in any given year. The recurrence interval is a measure of the probability of occurrence of the storm event. For example, a rainfall event of 5.9 inches has a 1% probability of occurring in any given year which is expressed as once in every 100 years, the 3.6-inch rainfall event has a 20% probability of occurring in any given year, which is expressed as once in every five years.

**Table 19 - Minneapolis-St. Paul Weather (30 Year Record) Average Temperature and Precipitation**

	Temperature (F)	Precipitation (in)
January	12.2	0.95
February	18.2	0.88
March	31.0	1.94
April	46.4	2.42
May	58.5	3.39
June	68.2	4.05
July	73.6	3.53
August	70.5	3.62
September	60.5	2.72
October	48.8	2.19
November	33.1	1.55
December	17.9	1.08
Year/Mean	44.8	28.32

**Table 20 - Storm Events**

Recurrence Interval	Probability of Exceedance(%)	24-hour Rainfall Amount (in)
1	100	2.4
2	50	2.8
5	20	3.6
10	10	4.2
25	4	4.8
50	2	5.3
100	1	5.9

Additional description of the climate of the area is provided in the CRWD Water Resources Management Plan.

**Topography**

The City of Falcon Heights is part of the Anoka Sand Plain. This is a glacial outwash plain and consists generally of fine sand with small depressions.

**Geology**

Geologic maps of the City area are published in the Geologic Atlas of Ramsey County, Minnesota (Minnesota Geological Survey, 1992).

The uppermost geologic formation is quaternary deposits. Figure II-1 in the CRWD Plan shows the extent of these deposits. The quaternary deposits are associated with the Des Moines Lobe (Grantsburg Sublobe) and Superior lobe of the Wisconsin Glaciation. In the District, these consist mainly of meltwater deposits. In the central portion of the watershed, quaternary deposits consist of meltwater stream sediment, generally coarse sand with pebbles. As mentioned above, the Anoka Sand Plain extends into the northwest part of the District. In the north central and northeast portion of the watershed are deposits of till, consisting of loamy sand and clay.

Figure II-2 in the CRWD Plan shows the bedrock for the District. Bedrock geology in the City of Falcon Heights consists of Decorah Shale, which acts as a confining layer. The Decorah Shale is green calcareous shale with thin limestone interbeds.

The Platteville and Glenwood Formations underlie the Decorah Shale. The Platteville consists of fine-grained dolostone and limestone. The Glenwood consists of thin green sandy shale (3-5.5 feet thick).

**Soils**

The soils of the City of Falcon Heights are found in Figure 23 on the following page. The main soil classification groups are based on hydrologic features of the soils. Hydrologic soils groups are used to estimate runoff from precipitation. Vegetation, soils composition, and slope area are all used to determine the soils runoff potential. There are four hydrologic groups, Table 21, below, provides a summary of the four hydrologic soil groups.

**Table 21 – Soil Classification**

Hydrologic Group	Description
A	Soils having high infiltration rates when thoroughly wet (low runoff potential). Deep, well drained to excessively drained sand or gravelly sand.
B	Soils having a moderate infiltration rate when thoroughly wet. Moderately deep or deep, moderately well drained or well drained with moderately to moderately coarse texture.
C	Soils having a slow infiltration rate when thoroughly wet. Soils that have a layer that impedes the downward movement of water or soils of moderately fine texture or fine texture.
D	Soils having very slow rates of infiltration when thoroughly wet (high runoff potential). Soils consists of clays with high shrink-swell potential, soils that have a permanent high water table, soils that have a claypan or clay layer at or near the surface and soils that are shallow over nearly impervious materials.
Urban Land	Areas of development that are covered by asphalt, concrete, and buildings.

Data from SCS, 1977.

**Groundwater**

Groundwater needs protection because it is a source of drinking water for the metropolitan area. The Ramsey County Soil and Water Conservation District has written two documents for the County that describe both the status of groundwater in the county as well as the anticipated role of each local government in the protection of groundwater resources.

Ramsey County adopted the Groundwater Quality Protection Plan in May 1996. This plan outlines the roles and responsibilities of county and local governments, including watershed management organizations, in groundwater management in the County. The main responsibility assigned to the WMO (now the CRWD) is to adopt the County plan and amend or incorporate this plan into the CRWD Watershed Management Plan. There



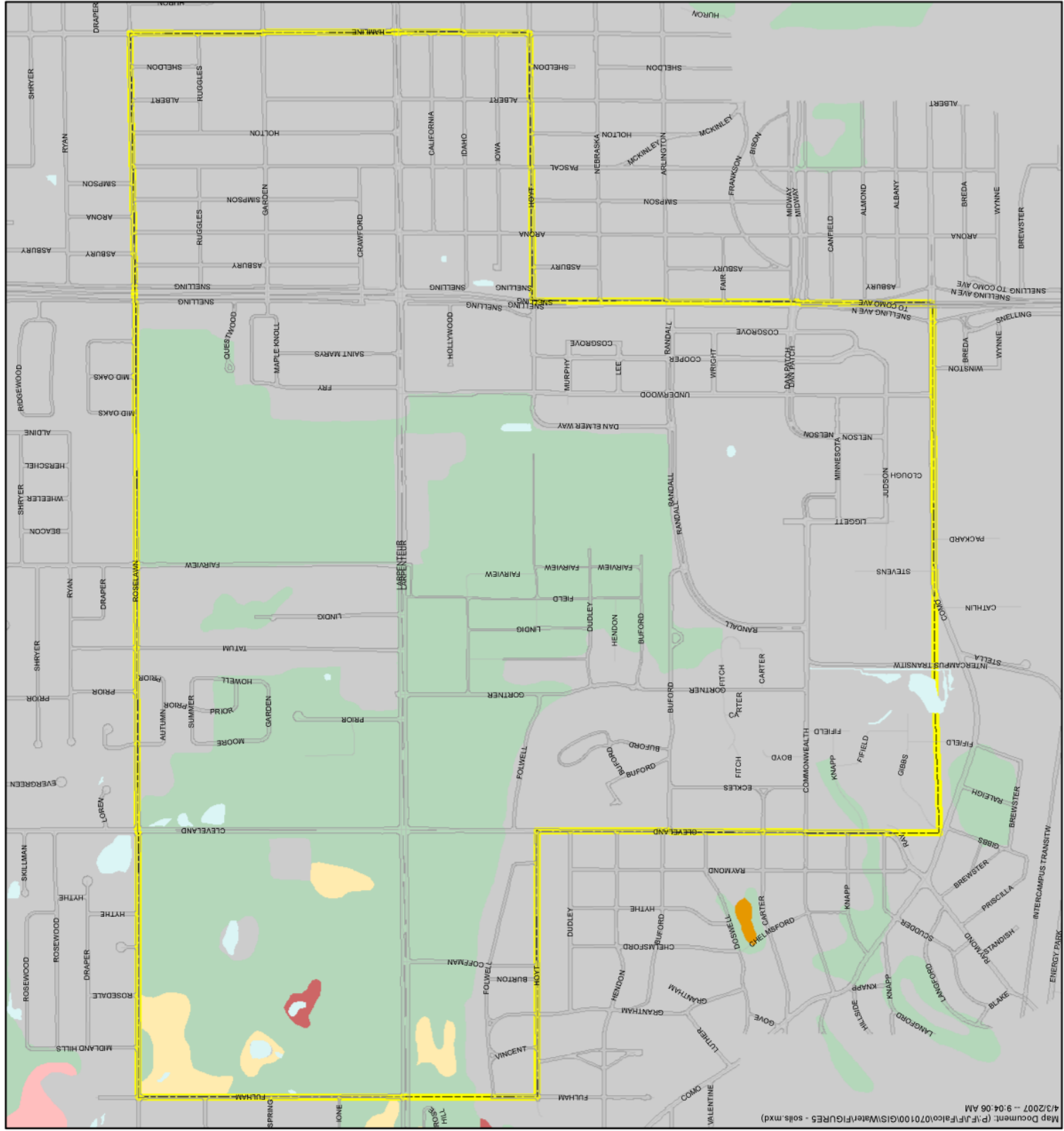
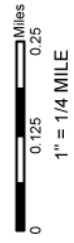
# COMPREHENSIVE PLAN

## LEGEND

### Legend

### Ramsey County Soils Hydrological Group

- A
- A/D
- B
- B/D
- C
- C/D
- Urban Land



are several recommendations outlined in the county plan that include participation in wellhead protection programs, sensitive geologic area programs, well sealing programs, and aquifer protection programs.

Ramsey County also conducted a Well and Contamination Source Inventory in March 1996. This report's purpose is to show locations of wells in Ramsey County that are active, and those wells that are inactive and unsealed. The CRWD has 18 public water supply wells, approximately 850 active wells, and over 11,000 inactive and unsealed wells. The report also includes information on known sources of contamination from hazardous waste generators and sites, landfills, leaking tanks, above and below ground storage tanks, and old dump sites. There is also information on Superfund sites, Brownfields, Voluntary Investigation and Clean-up (VIC) sites, Toxic Release Inventory (TRI), and the Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS).

### **Surface Water Resources**

There are no lakes located within the City of Falcon Heights, but a portion of the storm water runoff from the City discharges to Como Lake. Most of the City's stormwater is conveyed through the City by an existing storm sewer system.

There is one Minnesota Department of Natural Resources (MNDNR) Protected Waters and Wetland (MNDNR No. 62-223W) within the City as shown in Figure 24 on the following page. There are a few storm water ponds in the City that also provide water quality and quantity protection. The City's existing storm sewer is shown in Figure 25 on page 89.

### **Hydrology**

The City of Falcon Heights is a highly urbanized area. A significant portion of the City that the City has jurisdiction over is impervious and an extensive series of pipes is in place to collect and to convey storm water downstream. The University of Minnesota owns a golf course and agricultural land within the City, but the City does not have jurisdiction over these areas. The conveyance system in the City is mostly man-made. The City is divided into two subwatersheds within the CRWD. The northeast portion of the City discharges to the Como Lake subwatershed, and the central and western portions of the City discharge to the St. Anthony Park subwatershed. A small portion of the north part of the City discharges to the Rice Creek Watershed District. All subwatersheds within the CRWD ultimately discharge to the Mississippi River. The subwatersheds in the RCWD discharge to Rice Creek, which ultimately discharges to the Mississippi River.





# COMPREHENSIVE PLAN

LEGEND:

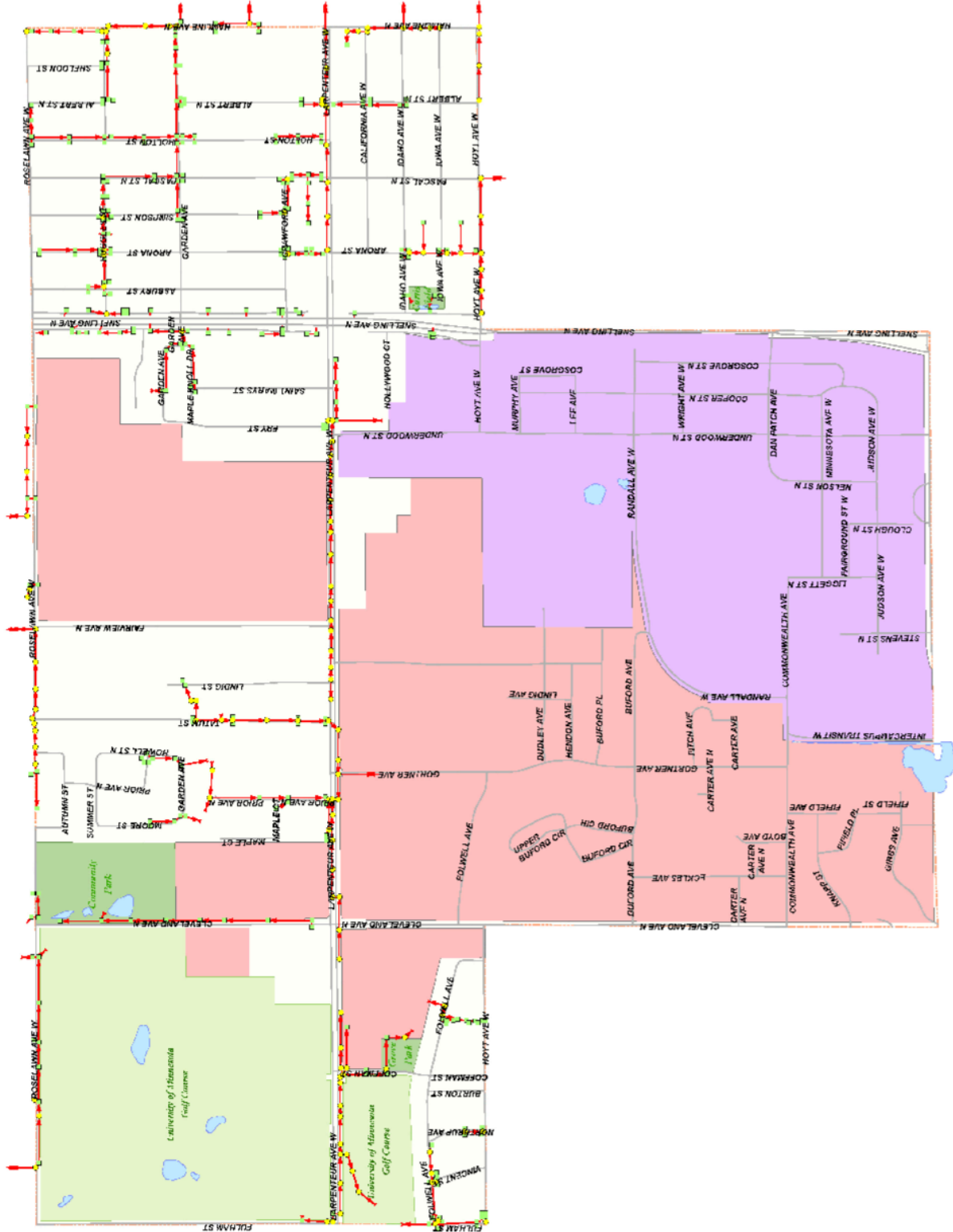
-  Contact State Fair
-  Contact University of MN
-  Catch Basin
-  Storm Manhole
-  Storm Pipe



NOT TO SCALE

## EXISTING STORM SEWER

FIGURE 25





## Land Use

There are two large state owned lands within the City of Falcon Heights: State Fairgrounds and University of Minnesota – St. Paul Campus. The CRWD has summarized the existing storm water systems for both properties. Figure 26 on page 91 provides the current Land Use Map.

### *State Fairgrounds*

Stormwater drainage from most of the Fairgrounds property flows to the University of Minnesota-St. Paul Campus. The storm sewer system for the exhibit area in the south and east portions of the Fairgrounds discharges to a 42-inch pipe connected to an open ditch on University property at a point south of Commonwealth Avenue and north of Como Avenue. The north and west portions of the Fairgrounds, mainly parking lots and a portion of Machinery Hill, flows to pastureland on University property. A storm water detention basin south of Larpenteur Avenue receives flow from two large, unpaved Fairgrounds parking lots and a portion of Larpenteur Avenue. As part of reconstruction of a section of Larpenteur Avenue in 1998, roadside ditches were replaced by a piped outlet to the Fairgrounds basin. During the project, additional basin excavation was completed. Pond size and outlet characteristics are available from Ramsey County Public Works. The flow from Larpenteur drains a total of 123 acres, which also includes runoff from the University agricultural fields north of Larpenteur and east of Fairview as well as other city runoff. Outflow from the basin enters a ditch to the University Animal Science pastureland. Water infiltrates in the pastureland over time. Very high water conditions (not reported by Fairgrounds staff) would result in surface runoff down Randall Avenue to the ditch south of Commonwealth referenced above.

At the request of the MPCA, the Fairgrounds initiated a multi-year combined sewer separation program in 1995. All of the animal exhibit buildings were separated early in the program. The sewer separation program was completed in 2002. Two additional areas have been identified since 2002 and are scheduled to be completed in 2007.

### *University of Minnesota-St. Paul Campus*

Drainage from University property south of Larpenteur Avenue flows to a DNR Protected wetland located in the southeast corner of the campus. The agricultural fields have an extensive drainage tile system which is connected to the University storm sewer system. Piped flow from Falcon Heights crosses Larpenteur Avenue at Gortner Avenue and joins the University storm sewer system at Folwell Avenue. An agreement was executed in the 1980's between the City of Falcon Heights and the University related to these flows. The pipe system from the northern portion of the campus (discussed above) outlets to the open ditch at Commonwealth Avenue, which also receives the flow from the Fairgrounds. University staff indicates that a parking lot near this junction is flooded following larger storm events. The University wetland outlets to the Saint Anthony Tunnel system.



# COMPREHENSIVE PLAN

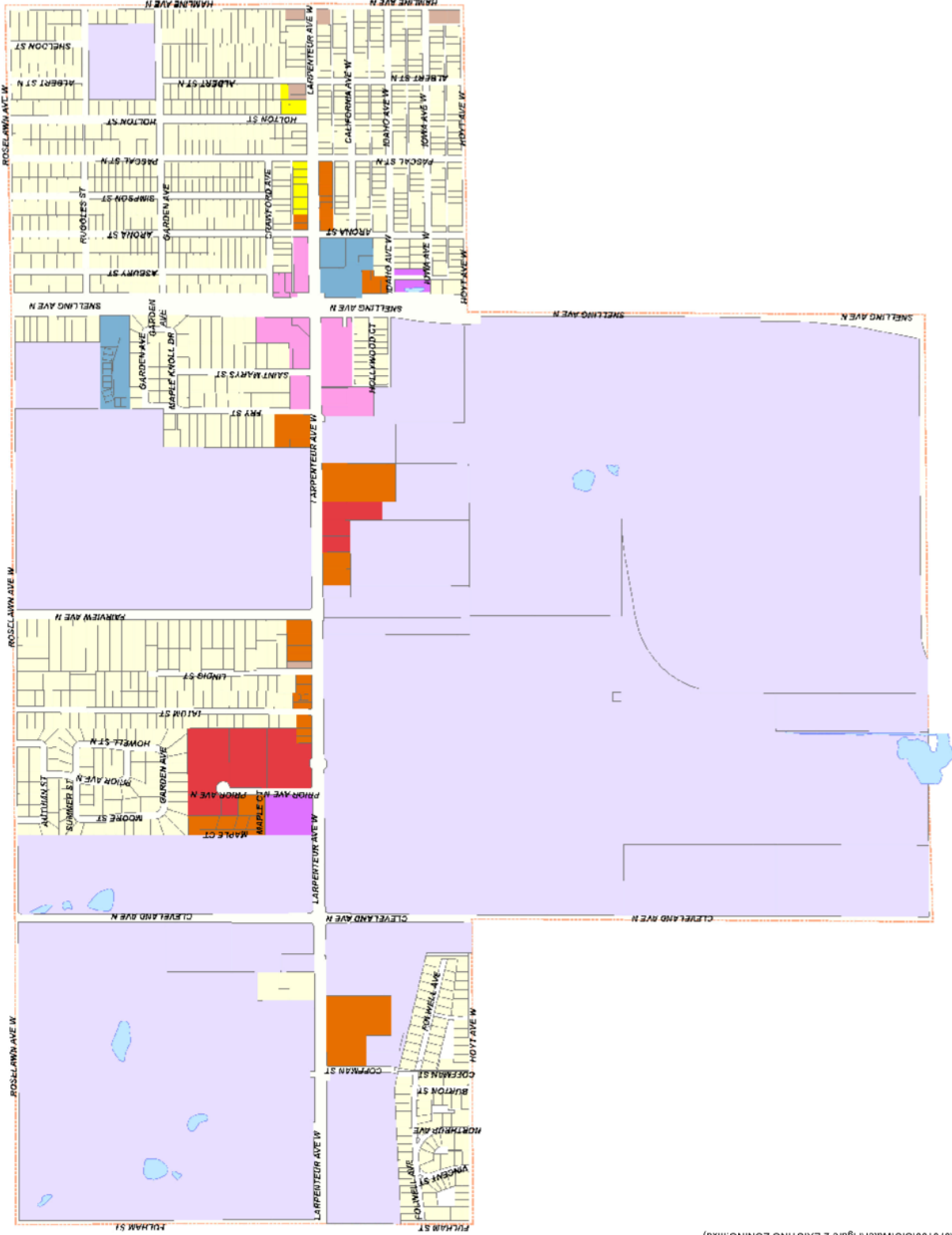
- LEGEND:
- B1- Neighborhood Convenience Business
  - B2- Limited Business
  - B3- Shelling/Larpenneur Business District
  - P1- Public Land
  - P1(R)- Public Land, Reverts to Single Family
  - PUD- Planned Unit Development
  - R1- Single Family
  - R2- Two Family
  - R3- Medium Density Multiple Family and Townhouses



NOT TO SCALE

EXISTING LANDUSE

FIGURE 26



## **Existing and Potential Water Resource-Related Issues**

### *Como Lake*

Part of the storm water runoff from the City discharges to Gottfried's Pit, which is located upstream of Como Lake and has a pumped outlet to Como Lake. The CRWD has defined an Issue Statement for Como Lake. The key issues the District wishes to resolve include:

- Articulate the importance of Como Lake to the Community and the District.
- Define a vision for Como Lake that includes economic, political, and social considerations. Public and agency input and evaluation is not currently coordinated. There is a need to develop realistic expectations based on currently best available science.
- Evaluate available data for Como Lake to determine how best to address and manage stormwater pollutant loads to Como Lake.
- Develop a clear public education and information program to serve as a link in establishing a realistic public expectation for the Lake and promote implementation of citizen-based activities to protect Como Lake.
- Encourage implementation of housekeeping BMP's by citizens, cities, county, and agencies within the watershed of Como Lake.
- Consider the costs relative to improvements of the quality of Como Lake beyond that accomplished under the EPA Clean Lakes projects implemented by Ramsey County in the 1980's.

### *Trout Brook Stormwater System*

Como Lake discharges to the Trout Brook Stormwater System, which carries the stormwater flow from several communities within the CRWD, including Falcon Heights. The CRWD has defined an Issue Statement for the Trout Brook Stormwater System. The key issues that are associated with this system that make it a relevant matter include:

- The interceptor is an important piece of storm water infrastructure that carries intercommunity flows from St. Paul, Maplewood, Falcon Heights, and Roseville.
- Much of the interceptor is fairly old and likely in need of maintenance and repairs in the near future.
- There is no other governmental entity willing to take responsibility for the interceptor at this time.
- The financial implications of assuming ownership, in the context that ownership of the system may be transferred to the CRWD from the Metropolitan Council and the City of St. Paul under conditions satisfactory to the CRWD Board of Managers.

### *Urban Redevelopment and the Utilization of Urban Best Management Practices and retrofitting*

Urban redevelopment in the City of Falcon Heights offers an opportunity to develop green spaces, preserve and restore historical natural resources, and provide for environmentally sensitive urban planning approaches. Often redevelopment projects have potential water quantity and quality components that can provide environmental and amenities to the site. Retrofitting and using BMPs in redevelopment is one of the main opportunities to improve water quality at sites. The CRWD and RCWD require the use of BMPs on development and redevelopment sites, and also encourage infiltration practices where feasible.

### *Wetland Restoration and Protection*

The CRWD has also defined an Issue Statement for wetland restoration and protection. According to the Issue Statement, the CRWD could address the following items regarding wetlands:

- Identification of the wetland functions and values within the watershed. This information is critical to the planning process.
- Identify priority waterbodies such as lakes or large wetlands and wetlands tributary to District lakes.
- Identify opportunities for wetland restoration or improvement projects.
- Improve wetland habitat of the wetlands within the watershed that are severely degraded due to non-native vegetation.
- Educate watershed community on the functions and values of wetlands in the urban setting.

### *Curtiss Field Pond*

Curtiss Field pond is located within a park in the City of Falcon Heights. The pond is designed as an infiltration basin and adequately handles normal to slightly higher rainfalls, but excessive rainfalls can result in flooding of the neighboring park. The City has identified flooding problems with this pond, and should review the issue further.

## ***Storm Water Management: Goals and Policies***

This section provides recommended goals and policies for the City's Storm Water Management Plan. The City of Falcon Heights will reference and adopt the Capitol Region Watershed District's goals and policies that are applicable to the City. These goals and policies are consistent with the Rice Creek Watershed District's goals and policies.

### **Intergovernmental Cooperation**

#### *Intergovernmental Cooperation Goals*

- Coordinate with the CRWD and RCWD to pursue partnerships to provide effective, efficient and consistent water management activities.

#### *Intergovernmental Cooperation Policies*

- Policies WM1a and WM1b: Participate in CRWD and RCWD water management forum(s) and committees.
- Policy WM1c: Coordinate preparation and updates of local water management plan and regulatory programs with CRWD and RCWD.

### **Integrated Resource Management**

#### *Integrated Resource Management Goals*

- When planning and implementing water resource management activities, evaluate the effects on other natural resources and strive for a balanced approach.

#### *Integrated Resource Management Policies*

- Policies WM2a and WM2b: Coordinate and cooperate with the CRWD and RCWD when establishing unique and high value natural resources associated with water resources. Coordinate with CRWD and RCWD when identifying water resources related projects in the City's Capital Improvement Plan (CIP).

### **Financing**

#### *Financing Goals*

- Utilize long-term planning, education and partnerships to minimize capital expenditures to address water resource management issues.

### *Financing Policies*

- Policy WM3a: Utilize appropriate financing mechanisms for the finance of capital improvements to the storm water system in Falcon Heights.

## **Water Body Management**

### *Water Body Management Policies*

- Policy WQUAL1a: Cooperate with the CRWD to establish water quality standards for the wetlands within the CRWD and the City of Falcon Heights.
- Policy WQUAL1b: Cooperate with the CRWD to establish target pollutant loads for subwatersheds within the City.
- Policy WQUAL1e: Cooperate with the CRWD to set performance standards for the management of aquatic and terrestrial habitats within and adjacent to water bodies. Standards shall maximize the recreational opportunities as well as fish and wildlife habitat.
- Policy WQUAL1g: Fulfill NPDES permit requirements for City owned storm sewers.

## **Non-Point Source Reduction**

### *Non-Point Source Reduction Goals*

- Reduce non-point source pollution loads to City water bodies.

### *Non-Point Source Reduction Policies*

- Policy WQUAL2a: Require adherence to the Ramsey County Soil Erosion and Sediment Control Handbook for all construction sites within the District. Revise Storm Water Ordinance to reference this handbook.
- Policy WQUAL2d: Require on-site detention basins or alternative effective BMPs on all new development sites and redevelopment sites as required by the City's Storm Water Ordinance.
- Policy WQUAL 2e: Require NURP or similar criteria for wet detention ponds.
- Policy WQUAL2f: Require the use of effective nonpoint source pollution reduction BMPs in development projects.
- Policy WQUAL 2h: Create and provide education to residents and business on nutrient reduction, sediment reduction and other sources of non-point source pollution, as consistent with City's MS4 Permit.

## **Retrofitting Existing Systems and BMPs**

### *Retrofitting Existing Systems and BMPs Goals*

- Require retrofitting of existing storm water management facilities and BMPs where necessary to achieve the CRWD’s water quality standards.

### *Retrofitting Existing Systems and BMPs Policies*

- Policy WQUAL3a: Look for retrofitting opportunities with public improvement projects.
- Policy WQUAL3b: Incorporate the use of BMPs in redevelopment initiatives.
- Policy WQUAL3d: Inspect and maintain all components of the storm water management system.

## **Flood Control**

### *Flood Control Goals*

- Preserve existing flood levels on City water bodies at or below the 100-year flood elevations.

### *Flood Control Policies*

- Policy WQUAN1b: Restrict the construction of structures within the 100-year flood elevation of water bodies within the City.
- Policy WQUAN1c: Require water quantity control practices on all new development and redevelopment to preserve existing 100-year elevation.
- Policy WQUAN1d: Evaluate the feasibility of retrofitting existing storm water management systems to achieve water quantity standards.
- Policy WQUAN1e: Inspect and maintain City owned storm sewers.

## **Runoff Rate Control**

### *Runoff Rate Control Goals*

- Reduce runoff rates to levels that allow for stable conveyance of flow throughout the water resources of the City.

### *Runoff Rate Control Policies*

- Policy WQUAN2a: Require rate control practices on all new development and redevelopment to maintain existing runoff rates for the 2-, 10-, and 100-year storm events.
- Policy WQUAN2b: Protect the stability and integrity of City managed conveyance systems.

- Policy WQUAN2c: Create and provide education to residents, community groups, redevelopment planners and project designers on the importance of rate control, as consistent with the City’s education component of the MS4 Permit.
- Policy WQUAN2d: Create and provide education to contractors on proper BMP installation, as consistent with the MS4 Permit.

## **Protection of Existing Wetlands**

### *Protection of Existing Wetlands Goals*

- Coordinate wetlands management with CRWD and RCWD standards and requirements.

## **Groundwater Protection**

### *Groundwater Protection Goals*

- Protect groundwater resources and recharge areas consistent with the responsibilities identified in the Ramsey County Groundwater Quality Protection Plan.

### *Groundwater Protection Policies*

- Policy GWQP1a: Adopt the Ramsey County Groundwater Quality Protection Plan.
- Policy GWQP1b: Work with CRWD and county to develop policies that encourage groundwater recharge and discourage over-pumping of aquifers.

## **Infiltration**

### *Infiltration Goals*

- Encourage the infiltration of properly treated surface water into the groundwater system, where appropriate.

### *Infiltration Policies*

- Policy GWQP2a: Incorporate infiltration techniques into City storm water management projects.
- Policy GWQP2b: Encourage infiltration on development and redevelopment sites in the District.

## **Stewardship**

### *4.4.12.1 Stewardship Goals*

- Cooperate and coordinate with the CRWD to implement ‘Major Area VI – Stewardship’ of the CRWD Water Resources Management Plan.



## IV. Community Systems and Services

### 1. Parks and Open Spaces

The character and function of parks shown on the land use plan are described in greater detail in the 2008 Comprehensive Park and Recreation Plan. (When complete, the Park and Recreation Plan will be appended to this comprehensive plan.) The mission of the City’s Parks and Recreation Department is to provide quality parks and recreation programs that promote healthy and active lifestyles to benefit residents and foster a sense of community. Providing convenient **access** to parks and open spaces is considered part of this mission.

#### *Existing Parks and Open Spaces*

Falcon Heights has four developed parks totaling 24.65 acres, equivalent to approximately 4.3 acres per 1,000 population. This is significantly less than the National Park and Recreation Association standard of 25 acres per 1000 residents. The City does, however, embrace the Minnesota State Fairgrounds, the University of Minnesota agricultural fields and the public University Golf Course, none of which are included in the calculation of park needs. (The University recreation areas are, however, counted in the “Parks, Recreation and Preserves” category in Table 5, page \_\_\_\_, and on the Metropolitan Council 2005 Land Use data, Figure 5.)

Of the 24.65 acres, the City owns less than 2.0 acres of park property. The City leases 16.5 acres of land for park use from the University of Minnesota. Falcon Heights Elementary School provides an additional 6.25 acres of park land. Four small open “commons” areas, 2.1 acres in all, are located in the University Grove neighborhood. These are not maintained by the City and are not counted in total park acreage.

Of the four existing parks, one is classified as a community park, two as neighborhood parks and one as a mini-neighborhood park. Curtiss Field, which serves one of the largest neighborhoods, underwent expansion and major renovation during the summer of 2004, when a portion of the former Snelling Drive frontage road was incorporated into the park.

**Table 22: Falcon Heights Parks and Open Spaces**

<b>Name</b>	<b>Size (acres)</b>	<b>Land Ownership</b>	<b>Park Classification</b>	<b>Facilities</b>
Community Park	14.5	20 year lease (to 2008)	Community Park	Community building, ball fields, soccer fields, tennis courts, skating, hockey, fitness, course, horseshoes, play equipment, picnic shelter, community garden, trails
Curtiss Field	1.9	City of Falcon Heights	Neighborhood	Hard court, skating/hockey, tennis bang board, warming house, ball field, play equipment
University Grove	2.0	Yearly lease renewal	Neighborhood	Hard court, skating/hockey, tennis bang board, play equipment, picnic tables
Falcon Heights Elementary School	6.25	Roseville School District #623	Neighborhood/ School	Play equipment, basketball courts, ball field, skating, hockey, hard court

# Falcon Heights City Parks and Open Spaces with University of Minnesota Facilities

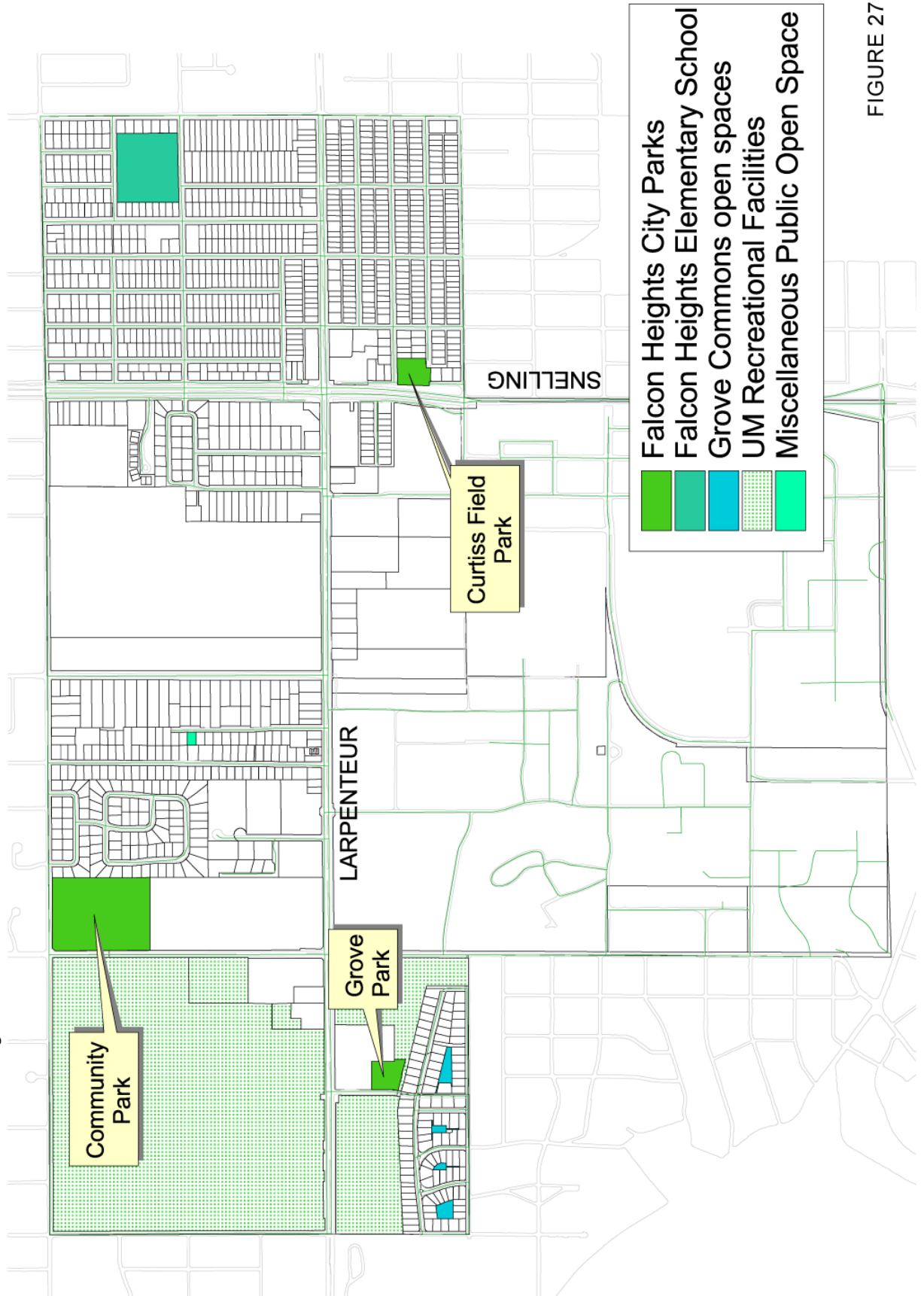


FIGURE 27

## ***Future Directions***

The City completed a Comprehensive Park and Recreation Plan in 1989 and is undergoing a similar process in 2007, parallel to, but independent of, this Comprehensive Plan. When complete, the new plan will be appended to this comprehensive plan. There are no existing or proposed metropolitan park facilities within Falcon Heights. However, Como Regional Park is less than half a mile from the City's easternmost neighborhood, and the proposed Mississippi Como Trail will, if constructed, pass near the City's southern border. Roseville parks are also nearby. Connections among these parks and trails would benefit all communities concerned.

## ***Parks and Open Spaces: Goals and Policies***

### *Parks and Open Space Goals*

1. To develop a park system to serve both neighborhood and community needs.
2. To provide a variety of recreation programs and events for all ages, abilities and economic groups in a cost-effective manner that best serves the needs of the community.
3. To promote healthy and active lifestyles for residents and visitors through quality leisure programs and well-maintained parks and trails.
4. Provide and maintain convenient access to city parks, businesses, and neighborhoods to encourage people to be mobile and active.

### *Parks and Trails Policies*

1. Upgrade and improve existing parks.
2. Offer park/recreation programs to residents that complement recreation programs available from surrounding cities and the school district, and duplicate programs only when necessary.
3. Cooperate with the University of Minnesota and the State Fairgrounds in shared use of recreation and open space lands.
4. Acquire additional park land through the City's land acquisition and park dedication program if land is sold and developed.
5. Include park accessibility in design of new and upgraded parks.
6. Provide space for community gardens.
7. Pursue opportunities to expand trail and sidewalk facilities throughout the City.

## **2. Other Community Facilities and Services**

### ***City Hall/Community Room***

The City has a staff of eight full-time employees and one part time employee housed in a 15,104 square foot City Hall/Community Center located on Larpenteur Avenue just east of Cleveland Avenue. Departments at City Hall include Administration (5 employees), Public Works (3 employees), and Parks (1 employee). The structure was built in 1982 and contains a large multi-purpose meeting room which functions both as a community room and a Council Chambers. There are currently no plans for expansion; the existing facility is considered sufficient to serve the population growth forecast to 20430. Unless substantial residential growth occurs on University of Minnesota property north of Larpenteur, there will be no need to do more than maintain and remodel the present facility.

### ***Technical Services***

The City contracts with the City of Roseville for engineering and information technology services. The City's staff computers and internet-based telephone are connected by cable modem to a network that covers 14 local units of government, managed by the City of Roseville. The City is represented on the North Suburban Communications Commission, which provides cable televising of City Council and Planning Commission meetings to the community and cable TV service to City Hall.

The City is a member and active participant in the Ramsey County GIS User Group, a consortium of cities, school districts, soil and water conservation districts and other agencies that share costs for acquiring and maintaining geographic data. Through the efforts of this group, public property information and maps are now available to residents on the Internet for free.

Since 2001, the City has provided information and online services to residents through its website, now named [www.falconheights.org](http://www.falconheights.org). The City website received a major upgrade in 2006 with a move to GovOffice hosting, enabling online recreation program registration and business licensing. In 2007 the newly recodified City ordinances were added to the website.

### ***Police, Fire and Rescue Services and Emergency Readiness***

The City has a fire department that includes a paid on-call Chief, a part-time Fire Marshall and a force of 20 volunteer fire fighters. The department has one station located at City Hall, which serves the entire City within a five-minute response time. The City has a very good ISO or fire insurance rating of 5. The adjacent City of Lauderdale contracts with Falcon Heights for fire department services. The City contracts with St. Paul for ambulance service.

Even if the population continues to grow, there will be no need for additional fire stations. Continuing improvements to the present facility plus new equipment will be required as set forth in the Capital Improvements Program.

The City has contracted for police services from the Village of St. Anthony since 1999 and before that with the City of Roseville, an arrangement that has proven to be a cost effective way to deliver this important service. The University of Minnesota provides its own police, fire and rescue service.

Following the tragedy of September 11, 2001, the City of Falcon Heights, under the leadership of Mayor Susan Gehrz, undertook a community-wide evaluation of local readiness for disasters and emergencies and developed an action plan for preparation. Out of this effort came the founding of a new City Neighborhood Commission and an innovative Neighborhood Liaison program. Over 40 local residents and workers have been trained through the Community Emergency Response Team (CERT) program to supplement government emergency services in case of a local disaster or emergency.

### ***Schools***

Falcon Heights belongs to Roseville School District No. 623. Falcon Heights Elementary School is located in the City. Elementary students residing east of Snelling Avenue attend Falcon Heights Elementary School while those west of Snelling attend Brimhall Elementary School in Roseville. All Falcon Heights public school students attend Roseville Area Middle School and Roseville Area High School.

Falcon Heights Elementary was temporarily closed from 1982 to 1985 due to declining enrollment. The school was reopened in September 1985 in response to growing numbers of elementary aged children, drawn from Roseville as well as Falcon Heights. Current enrollment is 425.

### ***Future Directions***

#### ***Police, Fire and Emergency Preparedness***

The City intends to continue to contract for police and ambulance services. It intends to maintain the volunteer fire department at current levels but will continue to evaluate the potential for the sharing/consolidating of fire services with adjacent communities as appropriate to maximize efficiency and minimize costs. The City will continue to participate actively in countywide and metro-wide efforts to develop a coordinated emergency response system.

#### ***Schools***

The City intends to cooperate with the Roseville School District to foster the neighborhood school concept.

### *City Administration*

If the City's population increases according to Metropolitan Council forecasts, there will be no need to expand City Hall. If, on the other hand, substantial new development takes place on University of Minnesota or State Fair properties, there may be a need for the expansion of City Administration office space on the present site.

## ***Community Facilities and Services: Goals and Policies***

### *Community Facilities and Services Goals*

1. To assure maximum efficiency and economy in the delivery of public services.
2. To provide municipal services equitably to all residents.
3. To provide adequate space for municipal administration and related services.
4. To continue cooperation among the City and other governmental units including the School District, the County and neighboring cities.

### *Community Facilities and Services Policies*

1. Provide emergency services including police, volunteer fire and rescue services comparable to surrounding communities.
2. Continue to replace and upgrade equipment as necessary to maintain the present levels of local service.
3. Provide adequate levels of police protection.
4. Provide adequate and efficient snow plowing service.
5. Provide meeting facilities for civic groups at City Hall and park buildings.
6. Continue to evaluate options for the least duplicative and most effective and efficient delivery of municipal services including direct service, private contracts and cooperative agreements with other governmental units.
7. Encourage the Roseville area schools to keep Falcon Heights Elementary School and Brimhall Elementary School open and functioning as elementary schools.
8. Continue to expand the availability of City services over the internet.

## V. ~~Natural and Historic Resources~~ Protecting Special Resources

As required by state statute, a municipality's comprehensive plan must also include strategies for protection of special resources, including preservation, aggregate, and solar access. These strategies are discussed below.

### 1. Natural Resources

The City of Falcon Heights has no lakes, streams or protected wetlands and only a relatively few manmade ponding areas, many of which are located on University owned lands. It has no woodlots other than residential street trees and it has relatively little topographic relief. This is not to say that the City is devoid of character, only that its most significant resources are not water based thus requiring considerably less regulation. The City also has virtually no privately owned vacant land that is environmentally sensitive or possessing aesthetic character to warrant consideration for public acquisition for public use. Certain privately owned lands, however, may require protective action, such as the garden lots north of Lindig Street.

### 2. Historic and cultural resources

-The City's most important and meaningful resources are manmade or man-shaped and they include huge expanses of permanent open space, wooded residential areas with tree lined streets and historical sites as manifested in the Gibbs Farm, the Gibbs schoolhouse and the University of Minnesota agricultural research lands.

Gibbs Farm is the only site in Falcon Heights in the National Register of Historic Places. The farmstead was settled in 1849, and the farmhouse built in 1854, making Gibbs Farm one of the oldest non-native settlements in the area. The site was registered in 1975 and is now owned by the Ramsey County Historical Society, which operates it as a museum, featuring the 1854 farmhouse, the 1910 barn and an old one room school moved from another site. The museum property is designated public land and will incorporate the adjacent parcel that has previously been used as a single-family residence and bed and breakfast inn.

Although they have not been added to the National Register, there are a number of historic structures on the grounds of the University of Minnesota campus and the Minnesota State Fair. The City encourages efforts by these public institutions to preserve those buildings that have a historic value to the community. The City is home to a number of architecturally significant structures, most notably the TIES building at the southwest corner of Snelling and Larpenteur. The unique University Grove neighborhood between Cleveland and Fulham is a district of individually built architect-designed homes constructed from the 1920s through the 1970s for the use of University faculty and staff.



### 3. Solar Access

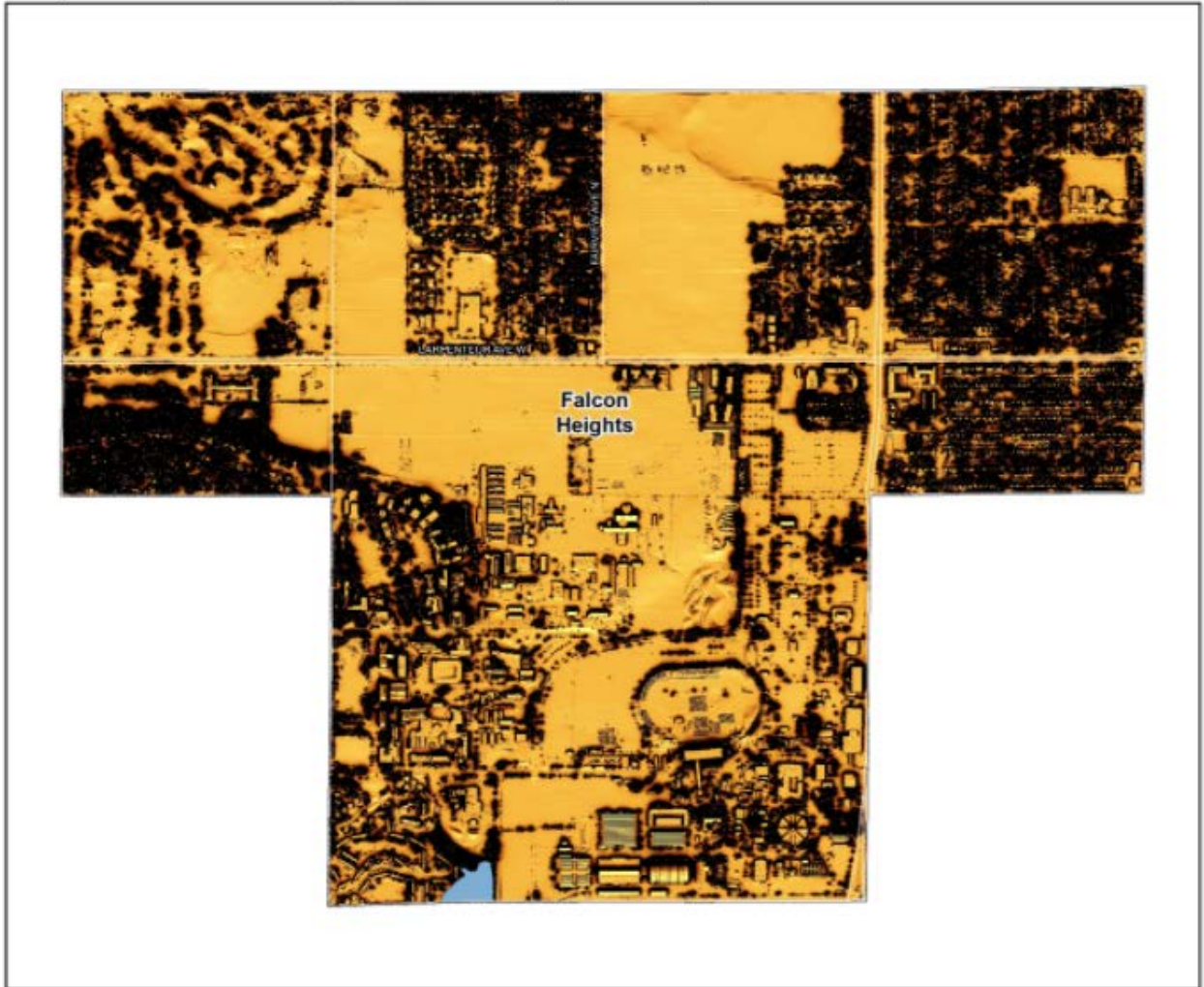
Minnesota Statutes require an element for the protection and development of access to direct sunlight for solar energy systems. The purpose of this legislation is to prevent solar collectors from being shaded by adjacent structures or vegetation and to ensure that development decisions do not preclude the possible future development and use of solar energy systems. To ensure the availability of solar access, the City of Falcon Heights will, whenever possible, protect access to direct sunlight for solar energy systems on the principle structure's. The City of Falcon Heights will consider solar access in the review of site plans and planning decisions.

The gross solar potential and gross rooftop potential are expressed in megawatt hours per year (Mwh/yr). The calculations below Table 15 reveal potential solar resource before removing areas unsuitable for solar development or factors related to solar energy efficient.

Table #15: Solar Resources

<u>Gross Potential (Mwh.yr)</u>	<u>Rooftop Potential (Mwh/yr)</u>	<u>Gross Generation Potential (mwh.yr)^2</u>	<u>Rooftop Generation Potential (Mwh/yr)62</u>
<u>3,880,915</u>	<u>377,546</u>	<u>388,091</u>	<u>37,754</u>

## Gross Solar Potential City of Falcon Heights, Ramsey County



12/12/2016



### Gross Solar Potential (Watt-hours per Year)

High : 1273423  
Low : 900001

- Solar Potential under 900,000 watt-hours per year
- County Boundaries
- City and Township Boundaries
- Wetlands and Open Water Features

Source: University of Minnesota U-Spatial Statewide Solar Raster.

FIGURE 16: City of Falcon Heights Gross Solar Potential

### **3. Goals and Policies**

#### *Environmental Protection Objectives*

1. To conserve unique and essential natural resources.
2. To protect people and property from excessive noise, pollution and natural hazard.
3. To improve the health of residents and those who work within the city.

#### *Environmental Protection Policies*

1. Minimize runoff velocities from newly developed sites.
2. Require stormwater management and erosion control plans for all new developments.
3. Encourage retention of precipitation as practicable by providing additional storage either on-site or through the construction of a comprehensive retention area with new development or redevelopment.
4. Minimize storm water run-off from single-family residential properties by limiting impervious coverage and encouraging practices and technologies that retain precipitation on site.
5. Encourage the removal and replacement of diseased trees on street rights-of-way and on private property.
6. Identify and encourage preservation of trees in excess of 50 years old, whenever possible.
7. Maintain wildlife populations.
8. Monitor air quality at Snelling/Larpenteur Avenues and upgrade the intersection to assure that ambient pollution levels are not substantially increased.
9. Consider solar access protection and the use of vegetation to facilitate summer shading and winter solar gain when reviewing plans for existing development, new development and redevelopment.
10. Provide for open transitional space between new development and existing neighborhoods, to preserve the urban/rural character of the City and to improve opportunities for active living.
11. Encourage “green building” practices in new development by providing regulatory incentives to develop in environmentally friendly ways.
12. Support a metropolitan-wide integrated waste management program comprised of waste reduction, resource recovery, recycling and limited landfilling.
13. Continue to promote a curbside recycling program and encourage on-site management and/or recycling of yard wastes.
14. Maintain open space views especially along the south side of Larpenteur Avenue as a means to protect the urban/rural character of the City.

*Historical Resource Protection Objectives*

1. To conserve historical resources in the community.
2. To protect architecturally significant structures of all ages within the City.

*Historical Resource Protection Policies*

1. Require the protection of properties designated as historically and architecturally significant by the National Register of Historic Places and the State Historical Society.
2. Identify properties and neighborhoods that may be candidates for designation as historically and architecturally significant by national or state agencies.
3. Identify properties that possess historical or architectural significance within the Falcon Heights community but which may not be candidates for state or national designation.
4. Support and encourage community efforts to protect properties that have been identified as having historic or architectural significance in the community.

Solar Access Resource Protection Objectives

1. To conserve solar accessibility in the community.
2. To protect areas that have high gross solar potential

Solar Access Resource Protection Policies

1. Consider solar access in the review of site plans
2. While reviewing planning processes provide, evaluate and allow for solar resource access and installation.
3. Allow for solar in all zoning districts in accordance to City Code.

## 1.4. VI. Economic Development/Redevelopment

The City of Falcon Heights has virtually no privately owned vacant land available for development. Already small in population, size and geographic area and having limited tax base, it is prudent for the City to continue taking advantage of opportunities to collaborate with and create partnerships with other government entities to provide a full range of high quality public services.

If University of Minnesota policies change so as to allow the sale of land for private development, there could be a substantial opportunity for the development of approximately 102 acres between Larpenteur and Roselawn Avenues east of Fairview. In this case it will be the City's intent to assume regulatory authority and encourage developments that are consistent with the goals and policies of this Comprehensive Plan. Such development will be designed to be a walkable, vibrant urban neighborhood, incorporating housing, business and retail areas, parks and trails, accessible to transit and respecting the urban/rural open space character that is highly valued by the City's residents, especially adjacent to existing neighborhoods. The same principles will apply to any State Fair land south west of the Snelling and Larpenteur intersection, should this land be sold for development.

### ***Economic Development Goals and Policies***

#### *Economic Development Goals*

1. To continue the growth of the City's tax base by maintaining and upgrading the existing housing stock, redeveloping blighted areas, rehabilitating deteriorating buildings and properties, retaining businesses and improving aesthetics.
2. To guide any future private development of University of Minnesota lands and the State Fairgrounds lands west of Snelling Avenue according to the values and objectives of this comprehensive plan.

#### *Economic Development Policies*

1. Encourage growth in tax base through upgrading of retail centers and small business zones
2. Encourage high quality urban design that incorporates attractive, safe and walkable/bike-able spaces.
3. Plan for the possible expansion of limited and neighborhood business and mixed business and residential use along Larpenteur Avenue, west of Snelling Avenue as designated on the Comprehensive Land Use Plan.
4. In the event that a portion of the State Fairgrounds property becomes available for development over the life of the plan, allow mixed use development near the Snelling/Larpenteur commercial core that provides services to residents and to the University of Minnesota and State Fairground users.

5. In the event that the University of Minnesota lands north of Larpenteur Avenue east of Fairview Avenue become available for development over the life of the plan, allow neighborhood related uses such as housing, parks, open space, neighborhood scale commercial development and limited business use. (See The Larpenteur Corridor section.)
6. In the event that the University of Minnesota lands north of Larpenteur Avenue east of Cleveland Avenue become available for development over the life of the plan, allow and encourage uses complementary to the Gibbs and Bell museums and to the parks and other recreational amenities in the Cleveland-Larpenteur area.
7. Pursue the dedication of the Community Park to the City prior to the sale and redevelopment of the University property north of Larpenteur and east of Cleveland Avenues.
8. Carefully evaluate the City's potential financial exposure and seek guarantees from developers where public financial assistance is to be provided in support of redevelopment.
9. Collaborate with the University of Minnesota and Minnesota State Fair to produce a land design framework making Falcon Heights a place of enduring quality and character.

## **VII. Implementation**

### **1. Land Use**

In pursuit of the goals and vision outlined in this plan the City will need to take the following actions:

1. Conduct a detailed corridor study of the Larpenteur and Snelling Avenue corridors in Falcon Heights. The University of Minnesota has developed useful tools for enlisting public participation in this process and providing public education about what is economically feasible. It is recommended that this study be done before any major redevelopment project is undertaken along Larpenteur.
2. Use corridor study findings to define the extent of new special development districts or overlays in anticipation of redevelopment to meet forecast housing and business needs over the lifetime of this plan.

### **2. Zoning And Subdivision Ordinances**

The City will need to make a number of adjustments to the zoning and subdivision ordinances to bring the chapters into conformance with this Comprehensive plan. At a minimum the following ordinance amendments will be required:

1. Extend exclusively public designation to all public/institutional lands, eliminating dual zoning
2. Create a new multi-use zoning designation for the Larpenteur corridor areas that have been identified as candidates for multi-use redevelopment by 2040.
3. Restore the R-3 Medium Density Residential District to the zoning ordinance to accommodate town-home development where lot sizes are too small to accommodate high density redevelopment
4. Revise the R-4 zoning designation to more accurately characterize the multi-family housing existing in the city, to update design standards and to guide redevelopment of existing R-4 sites.
5. Revise off-street parking requirements for commercial and multi-family properties to provide for a safer, more attractive and pedestrian-friendly environment; also, to reduce the amount of impervious surface on private property.
6. Create a new single-family residential zoning district to be applied as an overlay, where appropriate, to land presently owned by the University of Minnesota, incorporating the principles and objectives in this plan.
7. Re-examine and revise the purpose statements for all districts
8. Revise the Zoning Map to reflect new districts.

### **3. Housing**

Since the City has virtually no private vacant land available for the development of new housing, it will emphasize the maintenance of the existing housing stock and encourage the construction of additional housing in the Larpenteur Corridor if opportunities for redevelopment arise. If that occurs, the City will make every effort to satisfy unmet needs for affordable housing. Measures that may be considered include:

1. Provision that at least 10 percent of multi-family rental projects be affordable housing, if housing assistance is available.
2. Continuation of support for Section 8 rental assistance vouchers for low and modest income residents.

To encourage home ownership and rehabilitate affordable housing, the City will also

1. Implement some form of licensing and safety inspection program for rentals in single-family homes, duplexes and triplexes.
2. Participate as appropriate in Federal and State housing programs as may be made available
3. Seek partnerships with non-profit community land trust organizations that promote affordable home-ownership and rehabilitation of housing.
4. Continue to participate in partnerships with non-profit community organizations which provide home maintenance and rehabilitation resources to both home-owners and owners of rental residential properties.



## 4. Storm Water Management Plan Implementation

### *Implementation Priorities and Cost*

The implementation plan includes information on plan amendments and financing alternatives. At this time the City does not have any storm water issues included in their capital improvement plan. The City will continue to cooperate and coordinate capital improvement projects with the Capitol Region and the Rice Creek Watershed Districts as the Districts add projects within the City to their Plans. At this time no specific projects have been identified in their Plans.

Paying for water management projects and administrative activities has become more complex in recent years. In the past, special assessments against benefited properties financed most of the necessary improvements. However, the financial options have broadened considerably. The question is, which method(s) best suits the needs of the City. The major categories of possible funding sources are:

- Ad Valorem Tax
- Special Assessments
- Trunk Storm Sewer/Development Fees
- Storm Water Utility Fees
- Grants

### *Amendment Procedures*

The Falcon Heights WRMP is intended to extend through the year 2017. For the plan to remain dynamic a means must be available to implement new information, ideas, methods, standards and management Amendment proposals can be requested any time by any person or persons either residing or having business within the City.

- **Request for Amendments**

Written requests for plan amendment are submitted to the City staff. The request shall outline the need for the amendment as well as additional materials that the City will need to consider before making its decision.

- **Staff Review**

A decision is made as to the validity of the request. Three options exist, 1) reject the amendment 2) accept the amendment as a minor issue, with minor issues collectively added to the plan at a later date 3) accept the amendment as a major issue, with major issues requiring an immediate amendment. In acting on an amendment request, staff shall recommend to City council whether or not a public hearing is warranted.

- **Council Consideration**

The amendment and the need for a public hearing shall be considered at a regular or special Council meeting. Staff recommendations should also be considered before decisions on appropriate action(s) is made.

- **Public Hearing, Council, CRWD and RCWD Approval**

This step allows the public input based on the public sentiment. Council shall determine when the public hearing should occur in the process. Based on the Public hearing, Council could approve the amendments, and if necessary, refer the amendments to the Watershed District Boards for comment and approval.

- **Council Adoption**

Final action on an amendment following approval by the CRWD and RCWD is Council adoption. However, prior to the adoption, an additional public hearing could be held to review the plan changes and notify the appropriate stakeholders.

- **Annual Report to Council**

A brief annual report should be made by City staff summarizing development changes, capital improvements and other water management-related issues that have occurred over the past year. The review should also include an update on available funding sources for water resource issues. This annual report is also part of the City's MS4 Program. Grant programs are especially important to review since they may change annually. These changes do not necessarily require individual amendments. The reports can, however, be considered when the plan is brought up to date. The report should be completed by July 1st to allow implementation items to be considered in the normal budget process. Copies of the report should be filed with the CRWD and the RCWD. The annual update can also serve as an important public information tool. A summary could be published in the City's newsletter.

The plan will remain in effect through 2017. The plan should then be reviewed for consistency with current water resources management methods. At that time, all annual reports and past amendments can be added to the document. Depending on the significance of changes, a new printing of the plan may be appropriate. At a minimum, the Capital Improvement Program should be amended every five years.

## **5. Capitol Improvement Plan**

### **General Capital**

Programmed office and council chambers improvements are minor and include furniture and audio visual upgrades. Also included are continuous improvements to our online services and computer equipment.

### **Public Safety**

The City intends to refurbish our Telesquirt fire engine in 2011, which will extend the life of the equipment for another 10-15 years. A utility vehicle is also budgeted for response issues that do not require a full fire truck to respond. Fire department equipment is replaced annually based on a set schedule.

### **Parks and Recreation/Public Facilities**

Major improvements budgeted include resurfacing of tennis and basketball courts, streetscaping along Larpenteur Avenue, and new public works vehicles and maintenance equipment.

### **Infrastructure**

Ongoing expenses include sidewalk and curb repairs as well as tree removal and trimming. Sealcoating of the streets is a two year project that occurs every seven years. The next time this project will be completed is in 2011 and 2012. Also budgeted are repairs to the city hall parking lot.

# Chapter X: Transportation

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## Introduction

The transportation system in Falcon Heights generally operates well today. The city's multimodal transportation system includes facilities for vehicles, freight, walking, bicycling and transit. Facilities are operated by a number of agencies, including the City of Falcon Heights, Ramsey County, and the Minnesota Department of Transportation (MnDOT).

This transportation chapter has been prepared in compliance with State of Minnesota Statutes and applicable Metropolitan Council guidelines. As part of this Plan, the city has reviewed existing and future conditions for each mode and identified safety, operations, and network improvements that will be important to address over the 2040 planning horizon. The city has also developed goals and strategies to preserve and improve the transportation system.

### **This transportation plan includes the following information:**

1. Summary of Regional Strategies
2. Existing Roadway System
3. 2040 Traffic Forecasts and Roadway Network Planning
4. Existing and Planned Non-Motorized Transportation Network
5. Freight Network
6. Transit
7. Aviation
8. Goals and Multimodal Strategies
9. Proposed Short and Long-Range Roadway Projects
10. Public Comments
11. Conclusion and Next Steps

## Transportation Glossary

**CIP:** Capital Improvement Plan – five-year plan for capital investments in the transportation system and in other capital assets owned by the city (equipment, buildings, etc.).

**CR:** County Road – county-owned roadway that does not receive State funding.

**Critical Crash Rate:** Statistical indicator of a safety problem at a location. If crash rates at a location are above the critical crash rate, it indicates that the location has a crash rate that is statistically significant compared to similar roadways.

**CSAH:** County State Aid Highway – county-owned roadway that receives State Aid funding.

**MnDOT:** Minnesota Department of Transportation.

**RBTN:** Regional Bicycle Transportation Network – existing and planned regional bicycle network established by the Metropolitan Council.

**TH:** Trunk Highway – State highway owned and operated by MnDOT.

**TPP:** Transportation Policy Plan – Regional transportation plan for the Twin Cities metropolitan region, developed by the Metropolitan Council.

# 1. Summary of Regional Strategies

This Plan has been prepared to be consistent with the regional transportation strategies outlined in the Metropolitan Council 2040 Transportation Policy Plan (TPP). Similar to this Plan, the TPP evaluates the existing transportation system, identifies transportation challenges to the region, and sets regional goals, objectives, and priorities to meet the transportation needs of current residents while accommodating the region's anticipated growth. The TPP also guides local agencies in coordinating land use and transportation and establishes regional performance measures and targets.

## The TPP is guided by the following goals:

- **Transportation system stewardship:** Sustainable investments in the transportation system are protected by strategically preserving, maintaining, and operating system assets.
- **Safety and Security:** The regional transportation system is safe and secure for all users.
- **Access to Destinations:** People and businesses prosper by using a reliable, affordable, and efficient multimodal transportation system that connects them to destinations throughout the region and beyond.
- **Competitive Economy:** The regional transportation system supports the economic competitiveness, vitality, and prosperity of the region and State.
- **Healthy Environment:** The regional transportation system advances equity and contributes to communities' livability and sustainability while protecting the natural, cultural, and developed environments.
- **Leveraging Transportation Investment to Guide Land Use:** The region leverages transportation investments to guide land use and development patterns that advance the regional vision of stewardship, prosperity, livability, equity, and sustainability.

Funding is a key constraint that is acknowledged in the TPP. Current transportation revenue will not meet the region's transportation needs through 2040. As a result, the TPP includes two long-term investment scenarios: a fiscally-constrained scenario that identifies projects anticipated to be funded based on current revenue projections, and an increased revenue scenario that identifies project priorities should additional transportation funding become available.

Under the current revenue scenario, the TPP is focused on operations and maintenance of the existing transportation system. Investments in highway mobility and access are limited to those projects that address multiple TPP goals and objectives. The increased revenue scenario would allow additional investments in operations and maintenance, as well as regional mobility, access, safety, and bicycle/pedestrian improvements. However, congestion cannot be greatly reduced under the increased revenue scenario. Under both scenarios, proposed investments are focused on areas of the metro with the greatest existing and future challenges and anticipated growth.

The Metropolitan Council classifies Falcon Heights under the Urban Community Designation. Based on *Thrive MSP 2040*, Urban areas are expected to plan for forecasted population and household growth at average densities of at least ten units per acre for new development and redevelopment. These communities are also expected to target opportunities for more intensive development near regional transit investments.

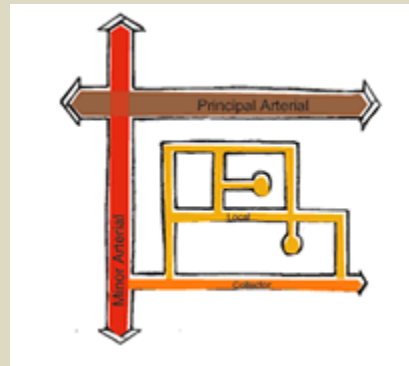
## 2. Existing Roadway System

The sections below provide information about the existing roadway system in Falcon Heights, including existing number of lanes, existing roadway jurisdiction, existing functional classification, existing traffic, existing safety, and access management. This chapter also includes summary recommendations from recent plans and corridor studies.

### 2.1. Functional Classification

The functional classification system groups roadways into classes based on roadway function and purpose. Functional classification is based on both transportation and land use characteristics, including roadway speeds, access to adjacent land, connection to important land uses, and the length of trips taken on the roadway.

The **functional classification system** organizes a roadway and street network that distributes traffic from local neighborhood streets to collector roadways, then to minor arterials and ultimately the principal arterial system. Roads are placed into categories based on the degree to which they provide access to adjacent land and mobility for through traffic. Functional classification gives an indication of the relative hierarchy of roadways in the transportation network.

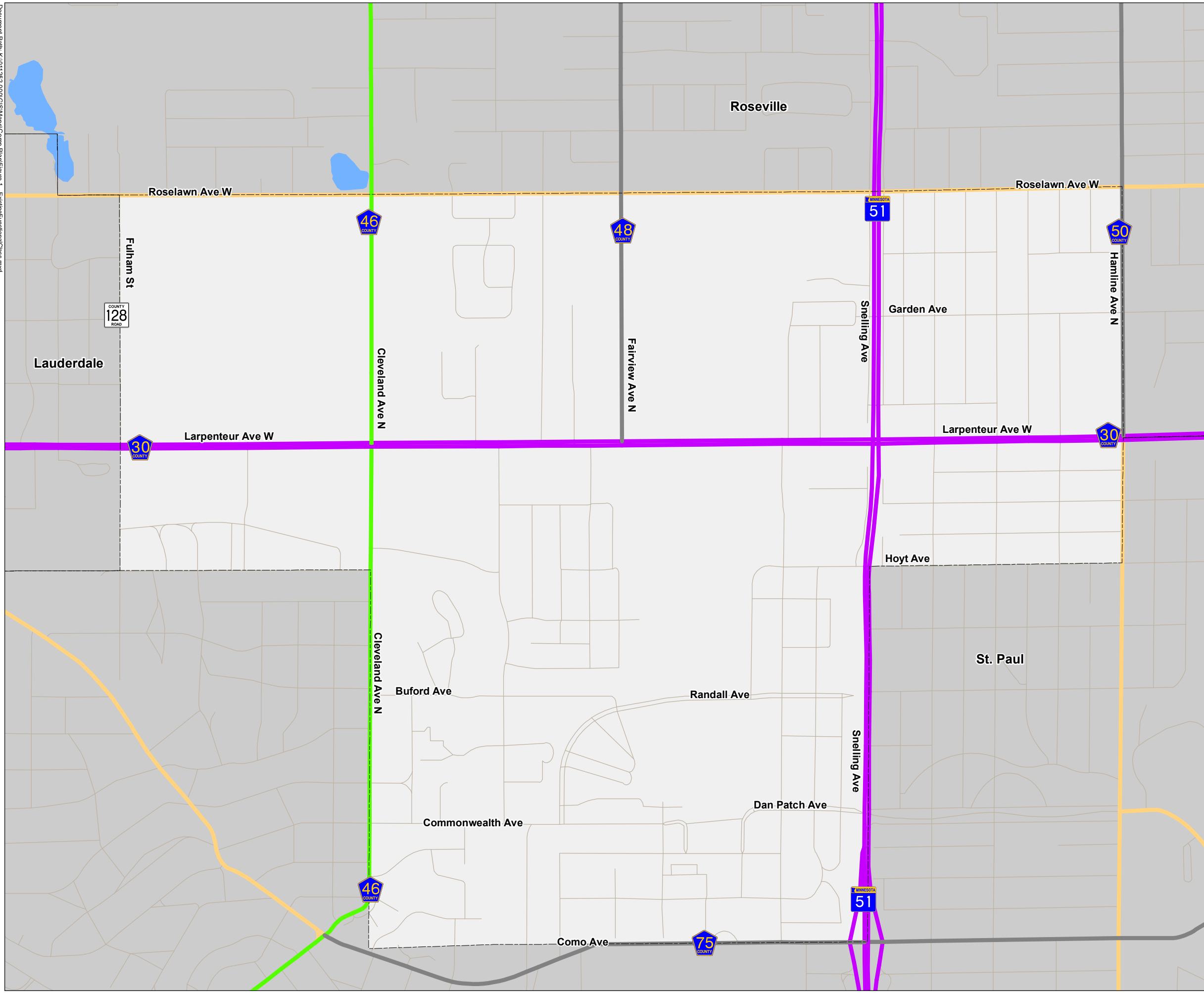


Four classes of roadways are included in the seven-county metropolitan area functional classification system: principal arterials, minor arterials, collector streets, and local streets. **Figure 1** shows the existing functional classification of each road in the City of Falcon Heights and **Figure 2** shows the existing roadway jurisdiction. The following sections describe each functional class in greater detail and indicate which roadways fall into each classification.



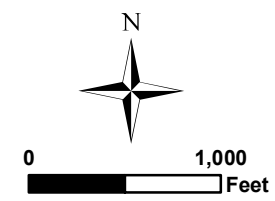
### Figure 1: Existing Functional Classification

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



#### Existing Functional Classification

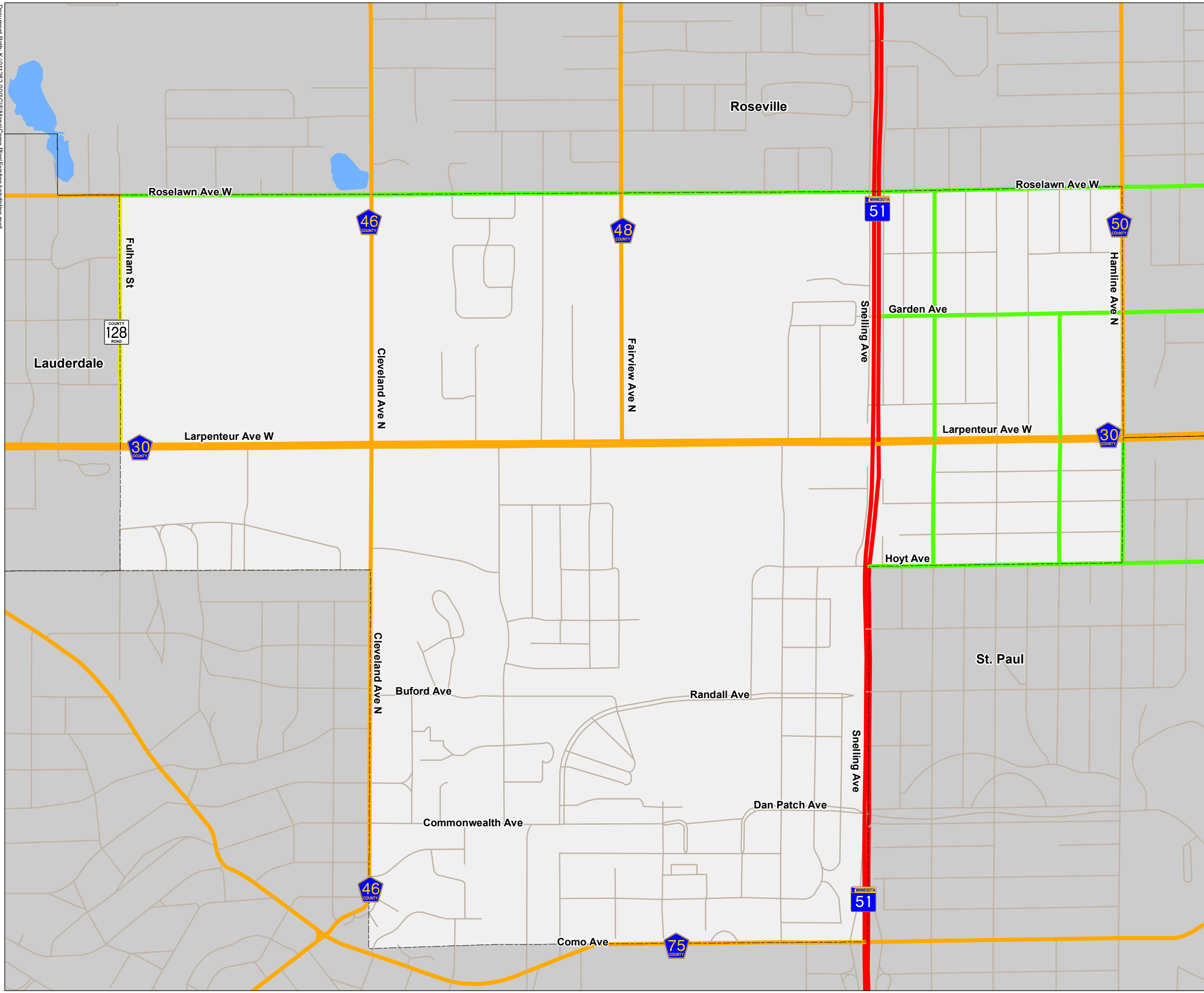
- A Minor Augmentor
- A Minor Reliever
- Other Arterial
- Major Collector
- City Boundary



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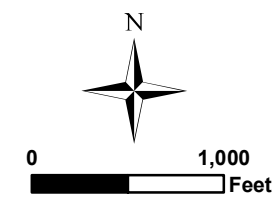
### Figure 2: Existing Roadway Jurisdiction

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



#### Roadway Jurisdiction

- County State Aid Highway
- County Road
- Municipal State Aid Street
- Trunk Highway
- City Street
- City Boundary



### **2.1.1. Principal Arterials**

Principal arterials are roadways that provide the greatest level of mobility and access control. Within the metropolitan area, the great majority of principal arterials are under MnDOT jurisdiction. Principal arterials are typically Interstate highways or other State or US freeways or expressways. These facilities are intended to serve trips greater than eight miles and express transit trips. Spacing of principal arterials varies within developing areas of the metropolitan area. Typically, these facilities are spaced between two and six miles apart. These facilities connect regional business and commercial concentrations, transportation terminals, and large institutions within the metropolitan area. Principal arterials also connect to other cities, regions, and states outside of the metropolitan area.

Principal arterials are intended to maintain average speeds of 40 mph during peak traffic periods. To maintain mobility and speeds on principal arterials, land access and transportation system connections are limited. There is little to no direct land access from principal arterials. Intersections are limited to interstate freeways, other principal arterials, and “A” Minor arterials. Access points are typically grade-separated or controlled with a signal and are spaced one to two miles apart.

Falcon Heights does not contain any principal arterials and the 2040 Transportation Policy Plan does not propose any new principal arterials within the city.

### **2.1.2. Minor Arterials**

Minor arterials maintain a focus on mobility, but provide more land access than principal arterials. Within Falcon Heights, the minor arterials are under the jurisdiction of MnDOT or Ramsey County. Minor arterials are intended to serve trips of four to eight miles in length. Within developing areas of the metro, these facilities are spaced between one and two miles apart. Minor arterials connect cities and towns within the region and link to regional business and commercial concentrations. Access points along minor arterials are generally at-grade and typically controlled with signals or stop signs.

During peak traffic, minor arterials in developing areas are intended to maintain 30 mph average speeds. As a result, transportation system connections are limited to interstate freeways, other principal arterials, other minor arterials, collectors, and some local streets. Land access is limited to concentrations of commercial and industrial land uses. The Metropolitan Council has established a system of “A” Minor and “B” Minor arterials. “A” Minor arterials are eligible for federal funding administered by the Metropolitan Council.

The Metropolitan Council has further split “A” Minor arterials into four types, described below:

- **Relievers:** Arterials located parallel to congested principal arterials. The purpose of “A” Minor Relievers is to provide additional capacity in congested corridors.
- **Augmenters:** Arterials that supplement the principal arterials system within urban centers and urban communities.
- **Expanders:** Arterials that supplement principal arterials in less-densely developed areas of the metro area.

- Connectors: Arterials that provide connections between rural towns and connect rural areas with the principal arterial system.

There are two “A” Minor Augmenters and one “A” Minor Reliever within the city. The “A” Minor Augmenters are TH 51 (Snelling Avenue) and CSAH 30 (Larpenteur Avenue), and the “A” Minor Reliever is CSAH 46 (Cleveland Avenue).

“B” Minor arterials have a similar focus on mobility above land access. These roadways connect major traffic generators in the region. “B” Minor arterials are not eligible for federal funding. There are three “B” Minor arterials within the city: CSAH 48 (Fairview Avenue), CSAH 50 (Hamline Avenue), and CSAH 75 (Como Avenue).

No additional minor arterials are proposed within the city.

### **2.1.3. Major and Minor Collectors**

Major and minor collector roadways provide linkages to larger developments and community amenities. They generally do not link communities to one another. Collector roadways generally favor access to the system over mobility, but try to balance the two competing needs. Collector roadways are generally lower speed than the principal or minor arterial routes. Collector roadways are often owned and operated by cities, although counties operate some of these facilities. Within Falcon Heights, collector roadways are owned and operated by the city. Collectors are intended to serve trips of one to four miles in length. Collectors link minor arterials, other collectors, and local streets.

Major collectors typically serve higher density residential areas and concentrations of commercial and industrial land uses. These facilities tend to serve longer trips than minor collectors. Major collectors within the city include Roselawn Avenue and Hamline Avenue (south of Larpenteur Avenue).

There are no minor collectors within the city, and the 2040 Transportation Policy Plan does not propose any additional collector roadways within the city.

### **2.1.4. Local Roadways**

The primary function of local roadways is land access. Local roadways connect individual land parcels with other local roadways and collectors. Trips on local roadways are typically under two miles. Speeds on local roadways are typically low. Longer trips are facilitated by local roadway connections to the collector and arterial systems. Local roadways are under the jurisdiction of the City of Falcon Heights. Local roadways are all roadways that are not arterials or collectors.

### **2.1.5. Planned Functional Classification**

No functional classification changes are currently recommended in the city.

## 2.2. Existing Roadway Capacity and Safety

Roadway capacity and roadway safety are two key indicators of how well the roadway system is meeting the city’s transportation needs. The sections below provide information to better understand capacity and safety issues within Falcon Heights.

### 2.2.1. Existing Roadway Capacity

A roadway’s capacity indicates how many vehicles may use a roadway before it experiences congestion. Capacity is largely dependent upon the number of lanes. **Table 1** below lists planning-level thresholds that indicate a roadway’s capacity (measured in annual average daily traffic, AADT). Additional variation (more or less capacity) on an individual segment is influenced by a number of factors including: amount of access, type of access, peak hour percent of traffic, directional split of traffic, truck percent, opportunities to pass, and amount of turning traffic, the availability of dedicated turn lanes, parking availability, intersection spacing, signal timing and a variety of other factors.

**Table 1: Planning-level Urban Roadway Capacities**

Facility Type		Daily Two-way Volume	
		Lower Threshold	Higher Threshold
Arterials	Two-lane Undivided	10,000	12,000
	Two-lane Divided or Three-lane Undivided	15,000	17,000
	Four-lane Undivided	18,000	22,000
	Four-lane Divided or Five-lane Undivided	28,000	32,000
	Four-lane Expressway	32,000	40,000
Freeways	Four-lane Freeway	60,000	80,000
	Six-lane Freeway	90,000	120,000
	Eight-lane Freeway or Higher	Calculated on a segment-by-segment basis	

### 2.2.2. Existing Capacity Problems on Arterial Roads

At the planning level, capacity problems are identified by comparing the existing number of lanes with current traffic volumes. **Table 2** and **Figure 3** illustrate the existing (and future) number of lanes on arterial roadways within the city. **Figure 4** illustrates existing traffic volumes on A-Minor Arterials and other significant roadways within the city.

All arterial roadways within the city have four or fewer lanes. Many of the arterials in Falcon Heights currently exhibit traffic volumes below or within the range of the planning-level capacity thresholds shown in **Table 1**; however, existing volumes of 36,000 (AADT) on Snelling Avenue (TH 51) exceed the lower threshold for a four-lane expressway and existing volumes of 10,400 (AADT) on Cleveland Avenue (CSAH 46) exceed the lower threshold for two-lane

undivided facilities. This indicates that these roadways may be experiencing some levels of congestion during peak travel periods.

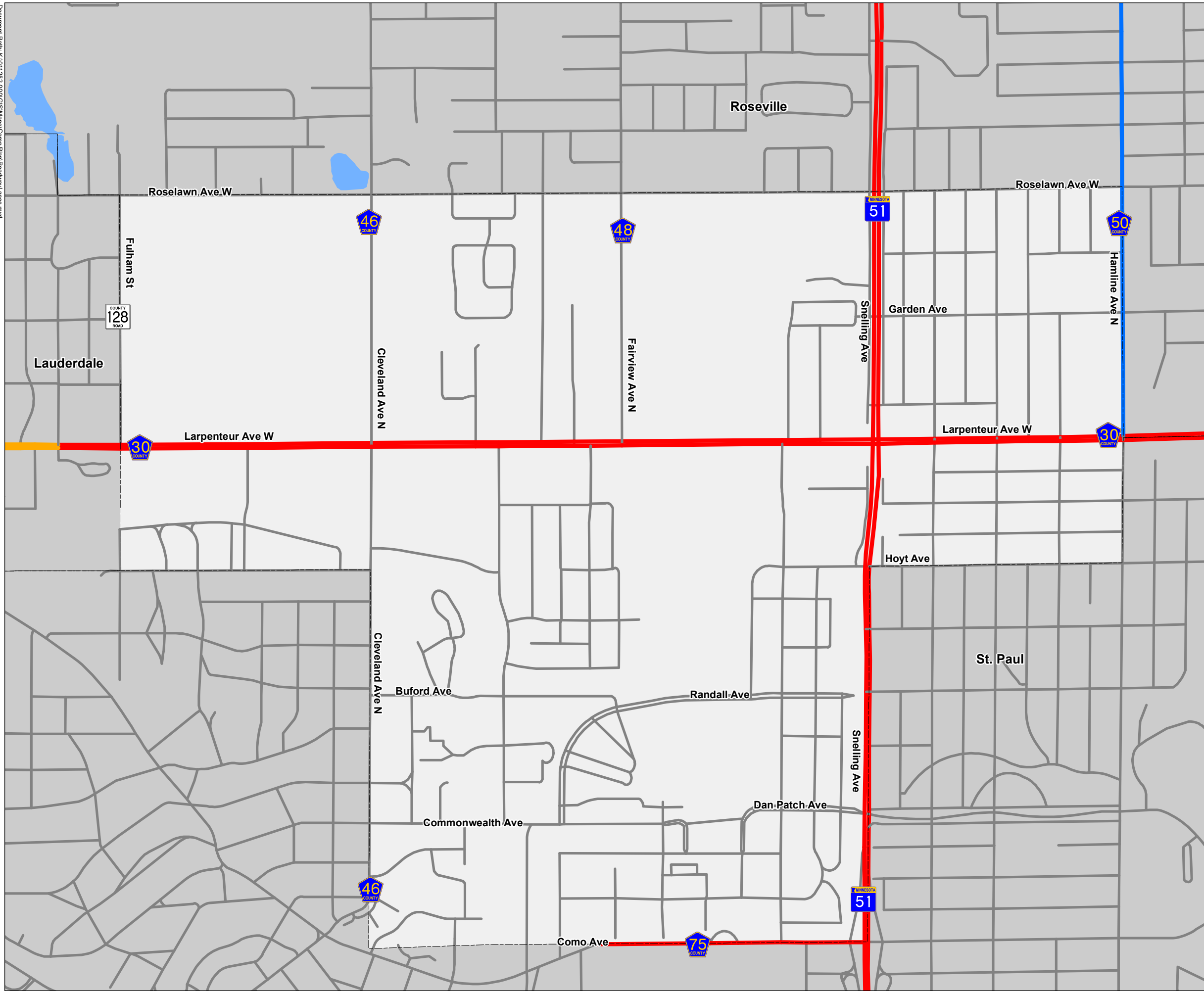
**Table 2: Existing and planned number of lanes on arterial roads**

<b>Functional Classification</b>	<b>Roadway Name</b>	<b>Location</b>	<b>Number of Lanes</b>
<b>“A” Minor Augmenter</b>	TH 51 (Snelling Avenue)	Como Avenue to Roselawn Avenue	4 (divided)
	CSAH 30 (Larpenteur Avenue)	Fulham Street to Hamline Avenue	4 (divided)
<b>“A” Minor Reliever</b>	CSAH 46 (Cleveland Avenue)	Scudder Street to Roselawn Avenue	2
<b>“B” Minor Arterial</b>	CSAH 8 (Fairview Avenue)	Larpenteur Avenue to Roselawn Avenue	2
	CSAH 50 (Hamline Avenue)	Larpenteur Avenue to Roselawn Avenue	3
	CSAH 75 (Como Avenue)	Falcon Heights-St. Paul border to Snelling Avenue	4






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### Figure 3: Existing and Planned Roadway Lanes

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



**Roadway Lanes**

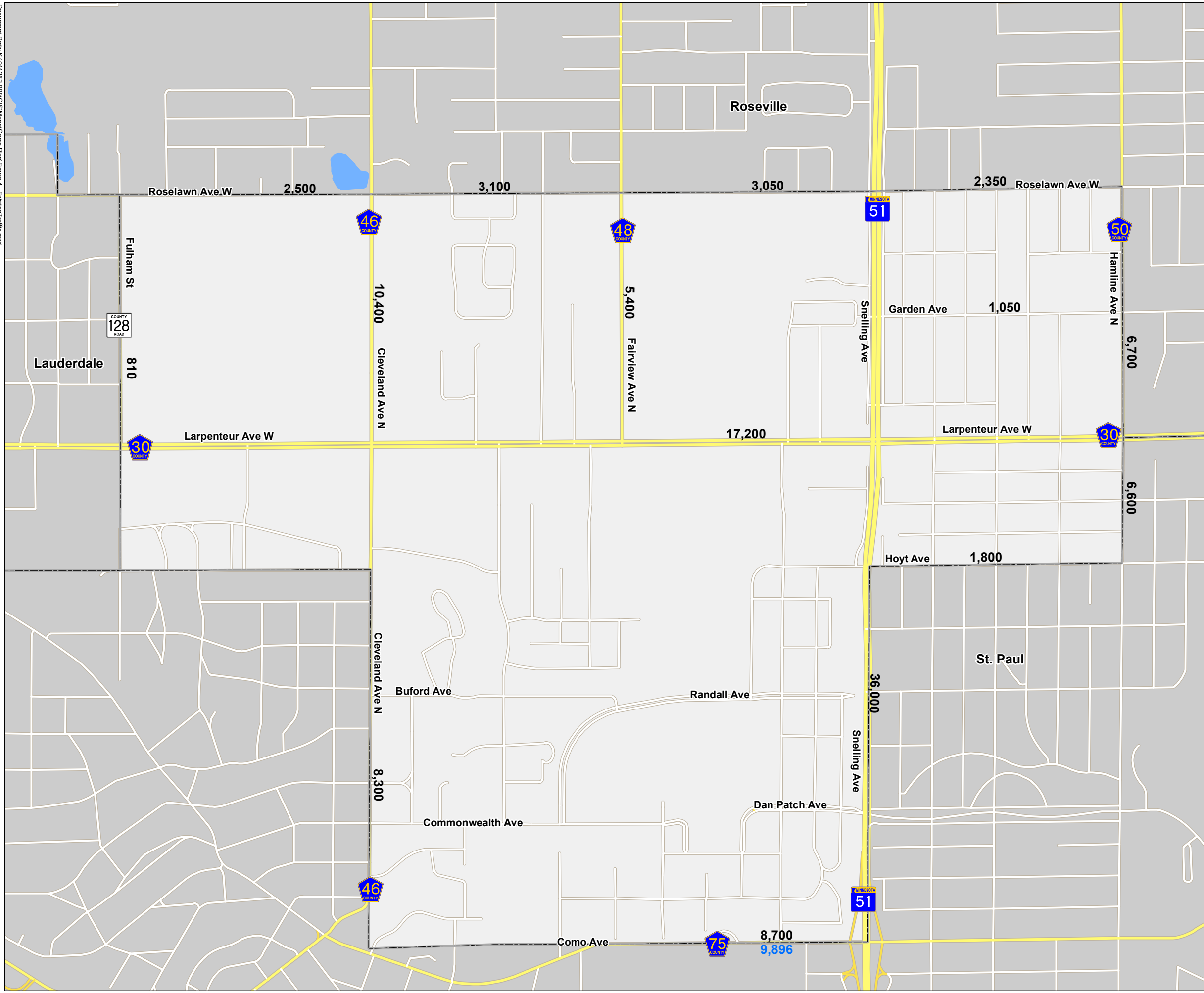
-  5 Lanes
-  4 Lanes
-  3 Lanes
-  2 Lanes
-  City Boundary

  
0 1,000 Feet

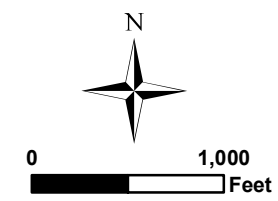


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**Figure 4 - Existing Traffic**  
Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



XXX- Existing AADT\*  
\* 2012 - 2016 Counts From MnDOT Web Site





### 2.2.3. Existing Safety and Operational Issues

There are several locations within Falcon Heights where safety and operational issues have been identified for motorists, bicyclists, and pedestrians. In particular, speeds experienced along Larpenteur Avenue have been raised as a concern for all roadway users, along with the visibility and safety of bicyclists along the roadway. Pedestrian crossings along Larpenteur Avenue and Snelling Avenue (where crossings are not grade separated) have also been raised based on the speeds and crossing distances experienced at those roadways. Despite the large areas of agricultural and open space land uses in Falcon Heights, there is a relatively high volume of pedestrians based on the presence of the University of Minnesota Campus, the State Fair, and the A Line Rapid Bus Line. The State Fair poses unique operational challenges due to the large volumes of traffic for a relatively short period of the year.

#### **A note on transportation plan strategies:**

Throughout this Plan, locations associated with numbered mode-specific strategies are identified on corresponding maps. These strategies are listed and described in further detail in **Table 8**.

## 2.3. Access Management

The purpose of access management is to provide adequate access to adjacent land development while maintaining acceptable and safe traffic flow on higher level roadways. Access management consists of carefully controlling the spacing and design of public street intersections and private access points to the public roadway system. Because they are designed for higher speed, longer distance trips, arterials generally have restricted access, while local streets can accommodate much greater access. Collector roadways fall in between arterials and local roadways regarding the amount of access that is permitted.

The agency with jurisdiction over a roadway sets access management guidelines. Access to TH 51 (Snelling Avenue) must meet MnDOT access management guidelines. See **Table 3** for MnDOT Access Management Guidelines pertaining to TH 51.

**Table 3: MnDOT Access Management Guidelines**

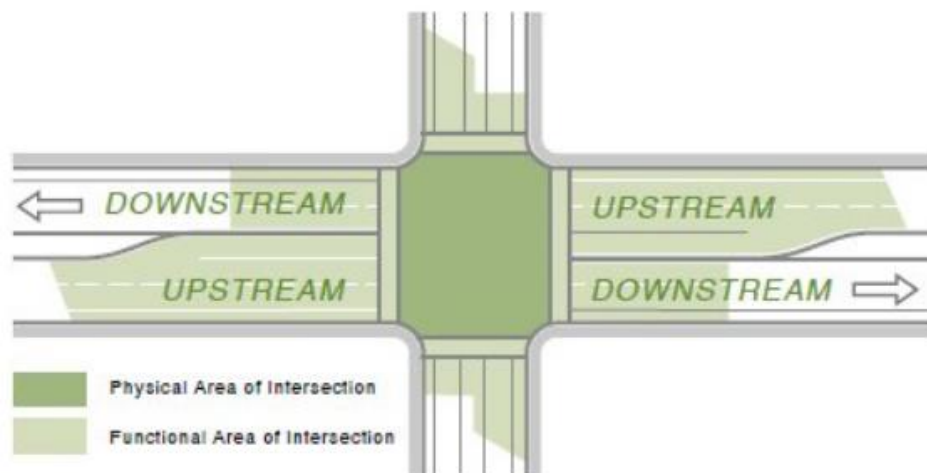
*(Table 3.2, Summary of Recommended Street Spacing for Non-IRCs, from MnDOT Access Management Manual)*

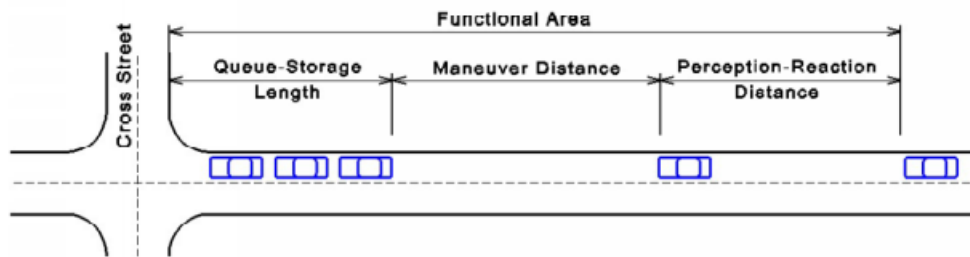
Category	Area or Facility Type	Typical Functional Class	Public Street Spacing		Signal Spacing
			Primary Full-Movement Intersection	Secondary Intersection	
<b>4 Principal Arterials in the Twin Cities Metropolitan Area and Primary Regional Trade Centers (Non-IRCs)</b>					
<b>4AF</b>	Non-Interstate Freeway	Principal Arterials	Interchange Access Only (see Section 3.2.7 for interim spacing)		Interim
<b>4A</b>	Rural		1 mile	1/2 mile	See Section 3.2.5
<b>4B</b>	Urban/Urbanizing		1/2 mile	1/4 mile	1/2 mile
<b>4C</b>	Urban Core		300-660 feet dependent upon block length		1/4 mile
<b>5 Minor Arterials</b>					
<b>5A</b>	Rural	Minor Arterials	1/2 mile	1/4 mile	See Section 3.2.5
<b>5B</b>	Urban/Urbanizing		1/4 mile	1/8 mile	1/4 mile
<b>5C</b>	Urban Core		300-660 feet, dependent upon block length		1/4 mile
<b>6 Collectors</b>					
<b>6A</b>	Rural	Collectors	1/2 mile	1/4 mile	See Section 3.2.5
<b>6B</b>	Urban/Urbanizing		1/8 mile	Not Applicable	1/4 mile
<b>6C</b>	Urban Core		300-660 feet, dependent upon block length		1/8 mile
<b>7 Specific Area Access Management Plans</b>					
<b>7</b>	All	All	By adopted plan		

Ramsey County has developed a draft set of access management policies. Rather than a set of specific standards, Ramsey County’s draft policies “are intended to apply accepted access management principles in a context-sensitive manner to maximize the possible benefits as development occurs or as existing properties are modified.” The draft policies are as follows:

- A parcel has the legal right to one access from a public street. If access can be obtained from an adjacent street, access from a County Road or County State Aid Highway should be directed to the minor street.
- Opportunities to combine or eliminate accesses shall be considered when new accesses are proposed.
- Where feasible, the access spacing standards of the MnDOT Access Management Manual shall be met.
- Where possible, new driveways shall be aligned with existing driveways or streets.
- Any proposed new access or modification of an existing access to a Ramsey County Road or County State Aid Highway requires a County access permit, with approval subject to review by the County Engineer.
- Any change in land use of a property with access to any County Road or County State Aid Highway, requires review of the access, in accordance with Minnesota Rules 8810.5200. Existing access is not automatically perpetuated.
- Unless no other option for access to a property exists, access will not be allowed within the functional area of a street intersection, or within the functional area of another existing access. As defined by MnDOT, the functional areas of intersections are defined as follows:
  - On roadways with posted speed limits less than 45 MPH, 435 feet.
  - On roadways with posted speed limits of 45 MPH or greater, 650 feet.

The interpretation of the functional area of an intersection shall be made by the County Engineer and adjustments to these distances shall be made, as appropriate to the particular situation. Diagrams of intersection functional areas are shown below:





- If no access to a parcel can be obtained, except from a County Road or County State Aid Highway, Ramsey County acknowledges that a parcel has the right to one access, subject to approval by the County Engineer. More than one access may be approved, but should not be assumed.
- The need for turn lanes, bypass lanes, medians or median improvements, signage, or any other accommodations necessary for safe operation of an access shall be determined by the County Engineer and incorporated into access permit provisions. All construction costs shall be paid for by the permit applicant. Ramsey County will not contribute to the costs of necessary improvements.
- The need for a Traffic Impact Study for any proposed access shall be determined by the County Engineer. The County Engineer may require installation of any mitigation measures recommended by a Traffic Impact Study.
- The County Engineer may require dedication of access control over the remainder of a parcel as a condition of granting access in a particular location.

It should be noted that there are existing access points within the city that are inconsistent with Ramsey County’s draft access management policies. In many cases these access points were established prior to agency access spacing guidelines/policies. In other cases, the agency has granted an exception to the existing guidelines. As roadways are reconstructed and as development or redevelopment occurs, each of these agencies generally works to modify and/or relocate access points that do not meet current access spacing guidelines, recognizing that this may not be feasible in all instances. In addition to the MnDOT and Ramsey County access management guidelines, the City of Falcon Heights also has access management guidelines. These guidelines are summarized below in **Table 4**.

**Table 4: Existing and planned number of lanes on arterial roads**

Functional Classification	Minimum Access Spacing
Urban Core Minor Arterial	1 block
Urban Minor Arterial	1/4 mile (1/8 mile for a conditional secondary intersection)
Urban Core Collector	1 block
Urban Collector	1/8 mile
Local	1 block

## 2.4. Recommendations from Other Plans and Studies

A number of recent planning efforts have been completed that identify potential improvements to the Falcon Heights transportation system. This section describes these studies and summarizes their recommendations.

### 2.4.1 University of Minnesota Twin Cities Campus Master Plan

In 2009, the University of Minnesota completed a master plan for the Twin Cities Campus, including the portion of the campus that lies within Falcon Heights. This plan included recommendations for additional areas of development and identified several locations where new buildings could be constructed as part of the campus within Falcon Heights. However, most of the current agricultural fields and open spaces will remain in those uses in the long term. The plan identifies three transportation-related recommendations for this area of the campus:

- Transportation conflicts along Cleveland Avenue, between transit, pedestrians, bikes and parked cars, will be managed at key crossing locations between Larpenteur Avenue and Folwell Avenue.
- A future north-south bicycle route will be considered on several candidate locations, including Cleveland, Raymond and Gortner Avenue.
- Pedestrian, transit and bicycle facilities along Larpenteur Avenue will be improved through coordinated streetscape projects undertaken with adjacent municipalities in Falcon Heights and Lauderdale.

### 2.4.2 Snelling Avenue Multi-Modal Transportation Plan

MnDOT, in partnership with Ramsey County and the City of St. Paul, completed the Snelling Avenue Multi-Modal Transportation Plan in 2013. The northern portion of the project study corridor between Como Avenue and Midway Parkway/Dan Patch Avenue lies on the Falcon Heights-St. Paul border. For this segment, the plan recommends the addition of bike lanes along the Snelling Avenue ramps at Como Avenue and along Snelling Avenue north of the ramps; reduced speed limits to 40 mph or less along Snelling Avenue; streetscape enhancements such as pedestrian-scaled lighting, street trees, benches, and trash/recycling receptacles; and improved pedestrian and bicycle accommodations at the ramp terminal intersections.

Recommended intersection improvements include:

- High-visibility crosswalks and ADA-compliant curb ramps
- Extended medians with pedestrian crossing refuges
- Intersection signals and pedestrian countdown heads with accessible pedestrian signals
- Bike boxes and green pavement markings
- Bicycle parking near major bus stops

### 2.4.3 Grand Round Design and Implementation Plan

The City of St. Paul developed the Grand Round Design and Implementation Plan in 2016. This plan sets forth a vision to complete the St. Paul Grand Round, which would develop an approximately 27-mile loop of continuous pedestrian and bicycle facilities connecting the Mississippi River, downtown St. Paul, Phalen Regional Park, and Como Regional Park. The Grand Round would include a segment of Como Avenue that comprises the municipal border between Falcon Heights and St. Paul.

For the segment of Como Avenue between the Intercampus Transitway and Snelling Avenue, the Plan proposes reconstructing the roadway to 48-foot-wide (the roadway currently varies from 50- to 58-foot-wide), adding a two-way off-road bike trail, and adding a sidewalk on the northern side of Como Avenue. During non-State Fair periods, the roadway would be striped for two travel lanes, a center turn lane, and wide shoulders. During the State Fair, the roadway would be restriped to accommodate four travel lanes. As part of the Grand Round corridor, the bike trail would also include landscaped boulevard areas and could provide areas for public art, improved lighting, and wayfinding/placemaking features.

## 3. Future Roadway System

This section addresses future roadway improvement needs and roadway design guidelines.

### 3.1. Roadway Capacity – Traffic Forecasting

To determine future roadway capacity needs, year 2040 traffic forecasts were prepared using the Metropolitan Council travel demand model. The 2040 projections were compared against the assumed 2040 roadway network to see where roadway segment capacity deficiencies may result. The 2040 roadway network assumed for this analysis is the same as the current roadway network, as the city and county Capital Improvement Plans (CIPs) do not include any projects that add significant capacity to the roadway network.

While the travel demand model is a valuable tool for identifying future traffic based on the proposed land use impacts, it is not meant for use in detailed traffic operations studies. For a more accurate representation of the transportation impacts from specific developments, detailed traffic studies should be conducted to determine the operational impacts on adjacent roadways and intersections.

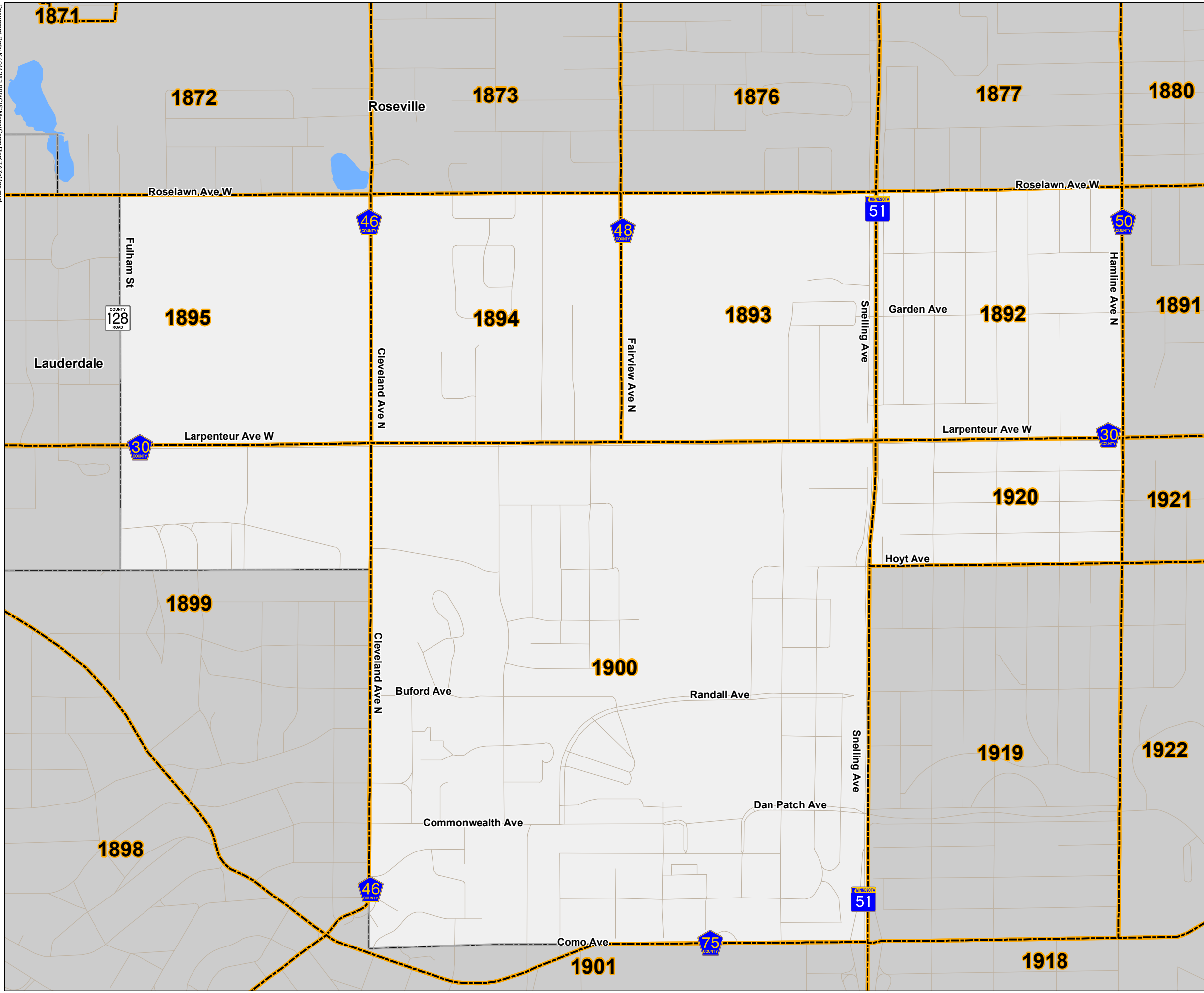
A central concept of travel demand forecasting is the use of Transportation Analysis Zones (TAZs). Each forecast study area, in this case, the City of Falcon Heights, is divided into a series of TAZs. Each TAZ has population, employment, and household data that is used by the model to assign trips to the various network roadways. **Figure 5** displays Metropolitan Council TAZs within Falcon Heights.



The results of the Falcon Heights modeling process are summarized in **Figure 6**, which displays Metropolitan Council 2040 projected average daily traffic volumes compared to the existing traffic volumes.

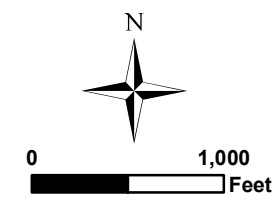
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### Figure 5: Traffic Analysis Zones

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



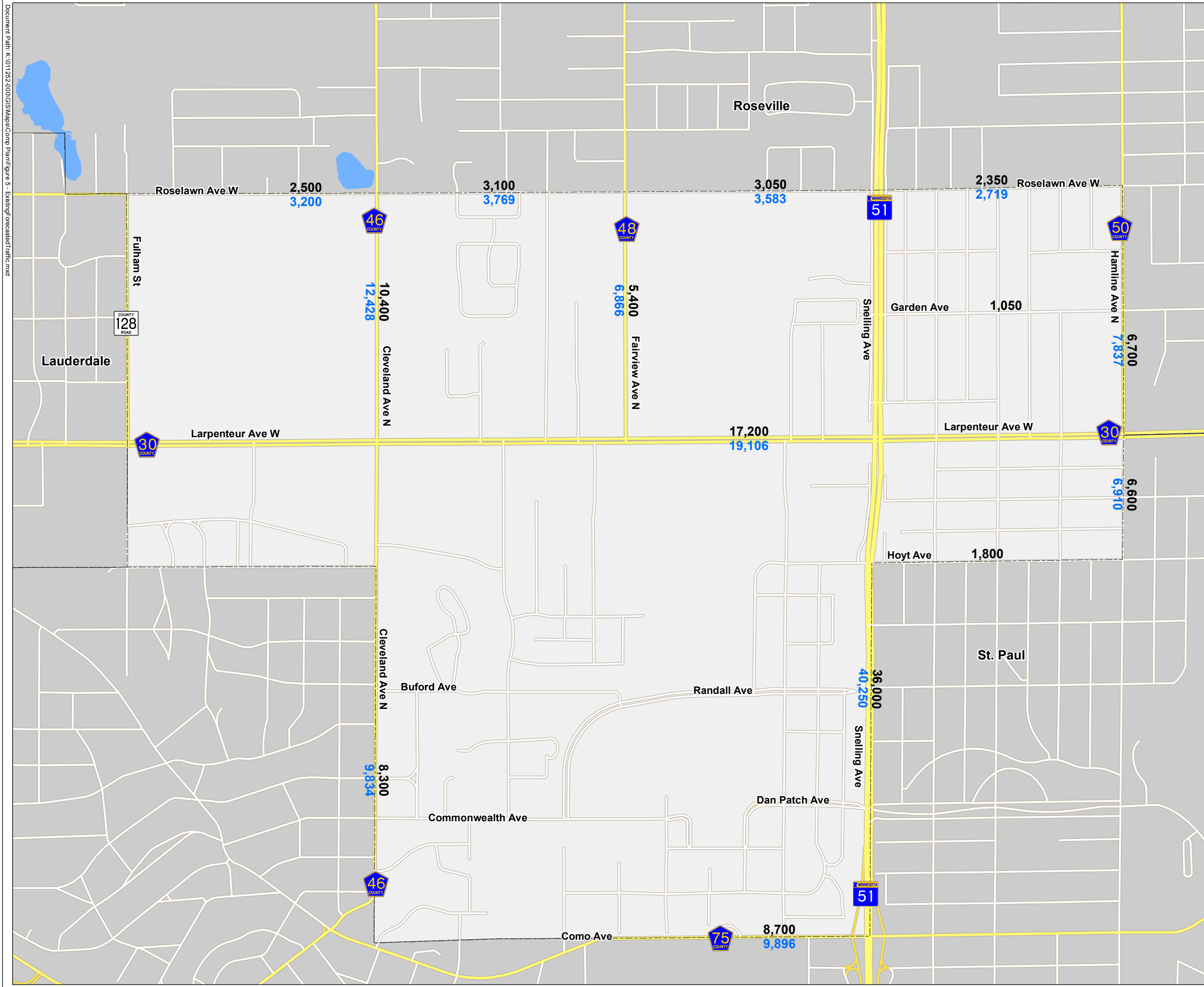
-  City Boundary
-  Traffic Analysis Zone (TAZ)



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### Figure 6: Existing and 2040 Forecasted Traffic

#### Falcon Heights Comprehensive Plan City of Falcon Heights, Ramsey County



XXX- Existing AADT\*

XXX- 2040 Forecasted AADT\*\*

\* 2012 - 2016 Counts From MnDOT Web Site

\*\* 2040 Forecasted Traffic From Metropolitan Council Trip Based Travel Demand Model  
No Improvement Assumed



0 1,000 Feet





**Table 5** provides a summary of existing and forecasted demographic growth by TAZ for Falcon Heights through the year 2040. As a fully developed community, the Falcon Heights population is forecasted to remain around 5,300 through the year 2040, with households increasing slightly to 2,200 and employment increasing by approximately 1,100. For more information about the demographic allocation and associated land use forecast, please refer to the Falcon Heights Land Use Plan.

**Table 5: Falcon Heights 2040 Land Use Plan TAZ Growth Allocation**

TAZ	POP2010	HH2010	EMP2010	POP2020	HH2020	EMP2020	POP2030	HH2030	EMP2030	POP2040	HH2040	EMP2040
<b>1892</b>	1,199	464	144	1,114	469	220	1,090	467	241	1,079	470	265
<b>1893</b>	337	156	305	354	160	324	351	158	312	351	157	301
<b>1894</b>	657	289	118	630	297	424	623	294	516	626	295	585
<b>1895</b>	1	1	0	0	0	16	0	0	15	0	0	16
<b>1899</b>	372	182	2	397	193	3	403	193	5	402	186	8
<b>1900</b>	1,554	510	4,627	1,666	535	4,686	1,718	547	4,844	1,739	555	5,017
<b>1920</b>	1,201	529	101	1,137	547	125	1,116	541	166	1,104	537	209
<b>2040 Land Use Plan Totals</b>	<b>5,321</b>	<b>2,131</b>	<b>5,297</b>	<b>5,300</b>	<b>2,200</b>	<b>5,800</b>	<b>5,300</b>	<b>2,200</b>	<b>6,100</b>	<b>5,300</b>	<b>2,200</b>	<b>6,400</b>

### 3.2. 2040 Future Roadway Capacity Improvement Needs

To identify the need for potential future capacity improvements, Metropolitan Council 2040 forecasts were compared to planning-level roadway capacities for A-Minor Arterial Roadways. Planning-level roadway capacities used for this analysis are illustrated in **Table 6** below (measured in AADT).

**Table 6: Planning-Level Roadway Capacity**

Facility Type		Lower Threshold	Higher Threshold
		(daily two-way volume)	
Arterials	Two-lane Undivided	10,000	12,000
	Two-lane Divided or Three-lane Undivided	15,000	17,000
	Four-lane Undivided	18,000	22,000
	Four-lane Divided or Five-lane Undivided	28,000	32,000
	Four-lane Expressway	32,000	40,000
Freeways	Four-lane Freeway	60,000	80,000
	Six-lane Freeway	90,000	120,000
	Eight-lane Freeway or Higher	Calculated on a segment-by-segment basis	

Based on these planning-level roadway capacities, portions of Snelling Avenue (TH 51) and Cleveland Avenue (CSAH 46) are expected to exceed capacity in 2040. Snelling Avenue is a four-lane expressway with a planning-level capacity of 32,000–40,000 and a forecasted 2040 volume of 40,250. However, A Line service increases the capacity of the corridor by providing frequent transit service along Snelling Avenue. The forecasted 2040 volume for Cleveland Avenue north of Larpenteur Avenue would surpass the higher planning-level capacity threshold for a two-lane undivided roadway of 12,000 (this segment of Cleveland Avenue is forecasted to have a 2040 volume of 12,430). Accordingly, motorists will likely experience some congestion along these roadways during the 2040 planning horizon.

## 4. Existing and Planned Non-Motorized Transportation Network

This section addresses network needs for walking and bicycling within Falcon Heights. This section also addresses the needs of people using wheelchairs and assistive mobility devices such as mobility scooters, as they are considered pedestrians.

Enhancing the non-motorized elements of the Falcon Heights transportation system is a key goal in terms of improving transportation sustainability in the city and in the region. This approach gives residents an alternative to driving, supports transportation options for people who do not have consistent access to a personal vehicle, and encourages healthy activities and lifestyles.

This section includes information on the existing non-motorized transportation network within Falcon Heights, connections to land use planning, the planned local non-motorized transportation network, and the planned regional non-motorized transportation network. This section also includes recommendations for intersection improvements and design best practices.

### 4.1. Existing Non-Motorized Transportation Network

The non-motorized transportation network in Falcon Heights is comprised of sidewalks, multi-use trails, and several on-street bicycle lanes. As shown in **Figure 7**, multi-use trails are present along Roselawn Avenue between Fulham Street and Snelling Avenue, Fairview Avenue between Larpenteur Avenue and Roselawn Avenue, and Como Avenue between Liggett Street and Snelling Avenue. On-street bicycle lanes are present along segments of Larpenteur Avenue, Gortner Avenue, Folwell Avenue, and Commonwealth Avenue. Bicycles are also allowed to use the University of Minnesota Transitway, which connects Commonwealth Avenue to the University's Minneapolis campus. There is existing sidewalk along one or both sides of many major roadways in the city. Longer corridors with continuous sidewalk facilities within the city include Como Avenue, Commonwealth Avenue, Hoyt Avenue, Larpenteur Avenue, Cleveland Avenue, Gortner Avenue, and Hamline Avenue. Additionally, there are paved paths that connect many of the buildings within the University of Minnesota campus and the Minnesota State Fairgrounds. These facilities add to the non-motorized transportation network within Falcon Heights. There is also a "Nice Ride" bikeshare station located at the University of Minnesota St. Paul Campus Student Center (however, there are plans for this bikeshare system to transition to a dockless system in future years). Additionally, the city has partnered with the University of Minnesota to fund the installation of "Fix-It Stations" to encourage bicycling in the city.

As four-lane, higher-volume roadways that cross Falcon Heights, Snelling Avenue and Larpenteur Avenue can create barriers to non-motorized users under existing conditions. Long crossing distances and high vehicle speeds can create uncomfortable conditions for some non-motorized users. Additionally, due to the location of these roadways in relation to the rest of the community, users cannot always avoid crossing these busier streets. For example, even if bicyclists prefer to use parallel streets with lower volumes to move around the community,

many will still need to cross Snelling Avenue and/or Larpenteur Avenue at some point during their trip.

## 4.2. Connections to Land Use Planning

Falcon Heights hosts a unique set of development patterns for an Urban community due to the presence of the University of Minnesota campus and the Minnesota State Fairgrounds. These institutions include a mix of developed and open space land uses including large areas of agricultural fields associated with University of Minnesota research activities. However, the areas of residential and commercial land uses within Falcon Heights are at a density and design largely consistent with its designation as an Urban community. Existing residential development is higher in density compared with suburban areas, but reflects the transition toward development patterns influenced by the rise of the automobile, with some commercial land uses separated from largely single-family residential land uses. In these areas, people walking and bicycling must cover greater distances to reach commercial areas from their homes. However, the development patterns in some areas of the city are well-suited to bicycling and walking, due to a regular street grid, relatively short blocks, and convenient connections to destinations including the University of Minnesota campus, the State Fairgrounds, and parks or other recreational facilities. There are also commercial businesses within Falcon Heights that lie within walking or biking distance of many city residents, including those located at the Larpenteur Avenue/Snelling Avenue intersection.

The city's land use planning and coordination with developers can help improve opportunities for walking and bicycling for transportation. The city can encourage mixed-use redevelopment that situates residents within a short walk of commercial destinations. The city can also work with developers to construct sidewalks and trails within developments. Additionally, the city can require pedestrian and bicycle connections in areas where the roadway network does not connect, such as connector trails that provide shortcuts for people walking and bicycling.

## 4.3. Planned Local Non-Motorized Transportation Network

The planned network focuses on filling gaps that exist in the sidewalk and trail network, adding sidewalk and trail facilities in areas where the network is not as extensive, adding on-road bicycle facilities, and improving safety conditions and the comfort or convenience of non-motorized facilities through intersection design, streetscape improvements, and other design considerations. When the network is complete, it will provide safe, convenient linkages between residential areas and commercial, institutional, and recreational areas within the city. The network will improve options for people to walk and bicycle for transportation within the city, and facilitate regional connections (described in greater detail in the following section). Existing and proposed local facilities are shown in **Figure 7**.

Corridors identified for improved bicycle and/or pedestrian facilities include Cleveland Avenue, Como Avenue, Larpenteur Avenue, Roselawn Avenue, Snelling Avenue, Hamline Avenue, and Garden Avenue.

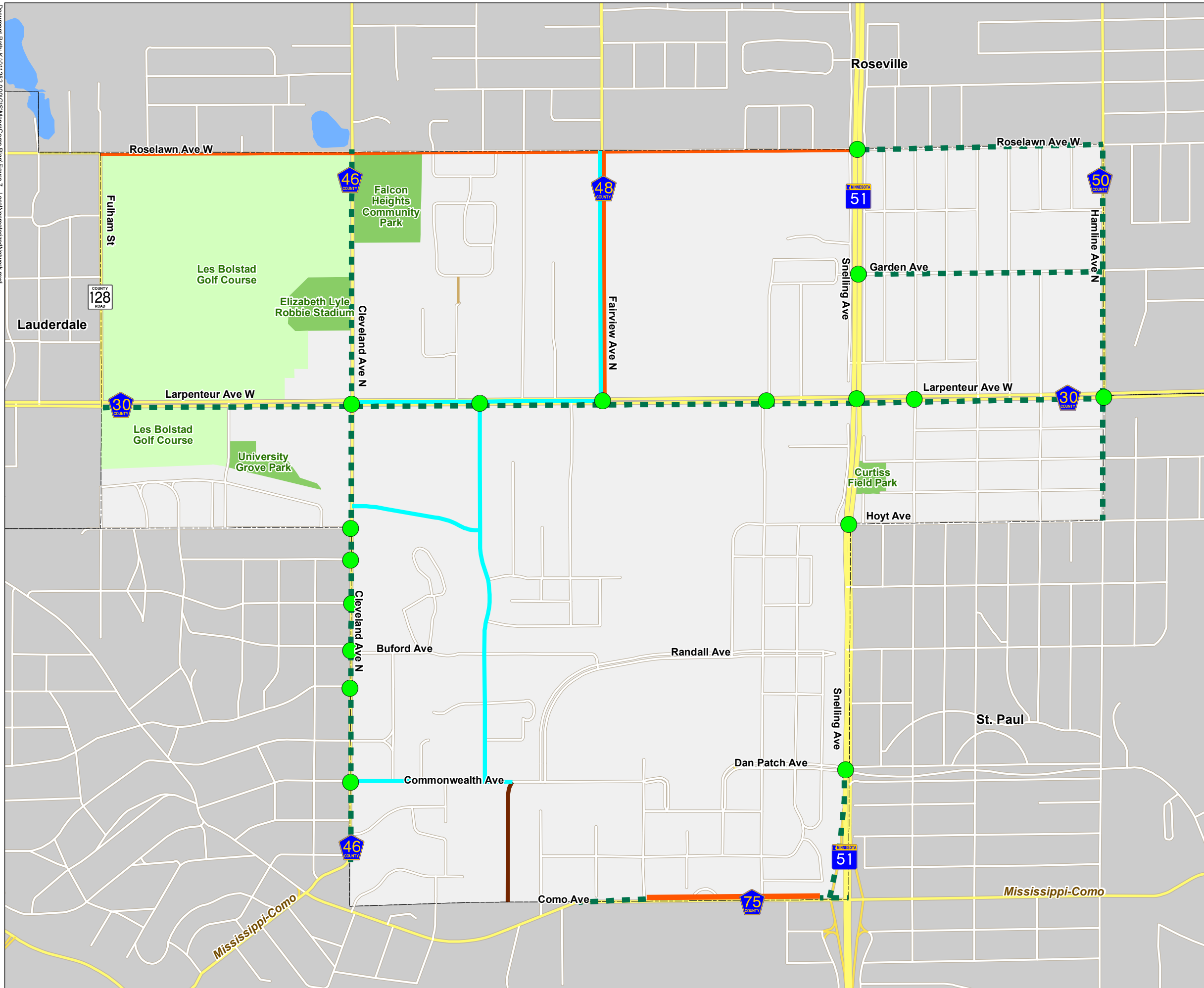
Locations identified for potential improved bicycle/pedestrian crossings include the intersections of Snelling Avenue at Roselawn Avenue, Garden Avenue, Larpenteur Avenue,

Hoyt Avenue, and Dan Patch Avenue and the intersections of Larpenteur Avenue at Cleveland Avenue, Gortner Avenue, Fairview Avenue, Fry Street/Underwood Street, Arona Street, and Hamline Avenue. Crossings of Cleveland Avenue have also been identified for further evaluation due to higher volumes of pedestrian traffic associated with the University of Minnesota campus.

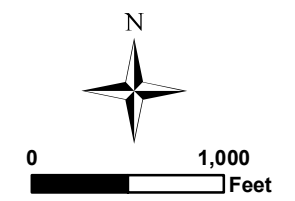
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### Figure 7: Existing and Planned Local Non-Motorized Transportation Network

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



- Crossing Improvement Locations
- Bicycle/Pedestrian Improvement Corridors
- Existing Bicycle Facilities**
- Bike Lanes
- Multiuse Trail
- Path
- Transitway
- Golf Course
- Park, Recreational, or Preserve
- City Boundary



#### 4.4. Planned Regional Non-Motorized Transportation Network

The Metropolitan Council 2040 TPP encourages the use of bicycles as a mode of transportation and establishes a Regional Bicycle Transportation Network (RBTN) to establish an integrated network of on-street bikeways and off-road trails that complement each other to improve conditions for bicycle transportation at the regional level. The RBTN identifies Tier 1 and Tier 2 alignments where existing regional or other trails exist or where a specific alignment has been identified. The RBTN also identifies Tier 1 and Tier 2 corridors where specific alignments have not yet been defined.

Within Falcon Heights, the RBTN identifies one Tier 1 RBTN alignment and two Tier 1 RBTN corridors. The Tier 1 alignment is located along Como Avenue at the city's southern border from Stevens Street to Snelling Avenue, connecting to the State Fairgrounds, which is identified as an RBTN regional destination. There are bicycle lanes along Como Avenue to the west of Canfield Street and to the east of Snelling Avenue; however, there is a gap for dedicated bicycle facilities along Como Avenue within the City of Falcon Heights – the planned segment of the St. Paul Grand Rounds will fill this gap. One Tier 1 corridor runs north-south through the city and including the University of Minnesota's St. Paul campus, which is identified as an RBTN regional destination. The other Tier 1 corridor also runs north-south and is centered on Hamline Avenue, which currently has a striped shoulder.

The city proposes the following alignments for the RBTN corridors identified within the city:

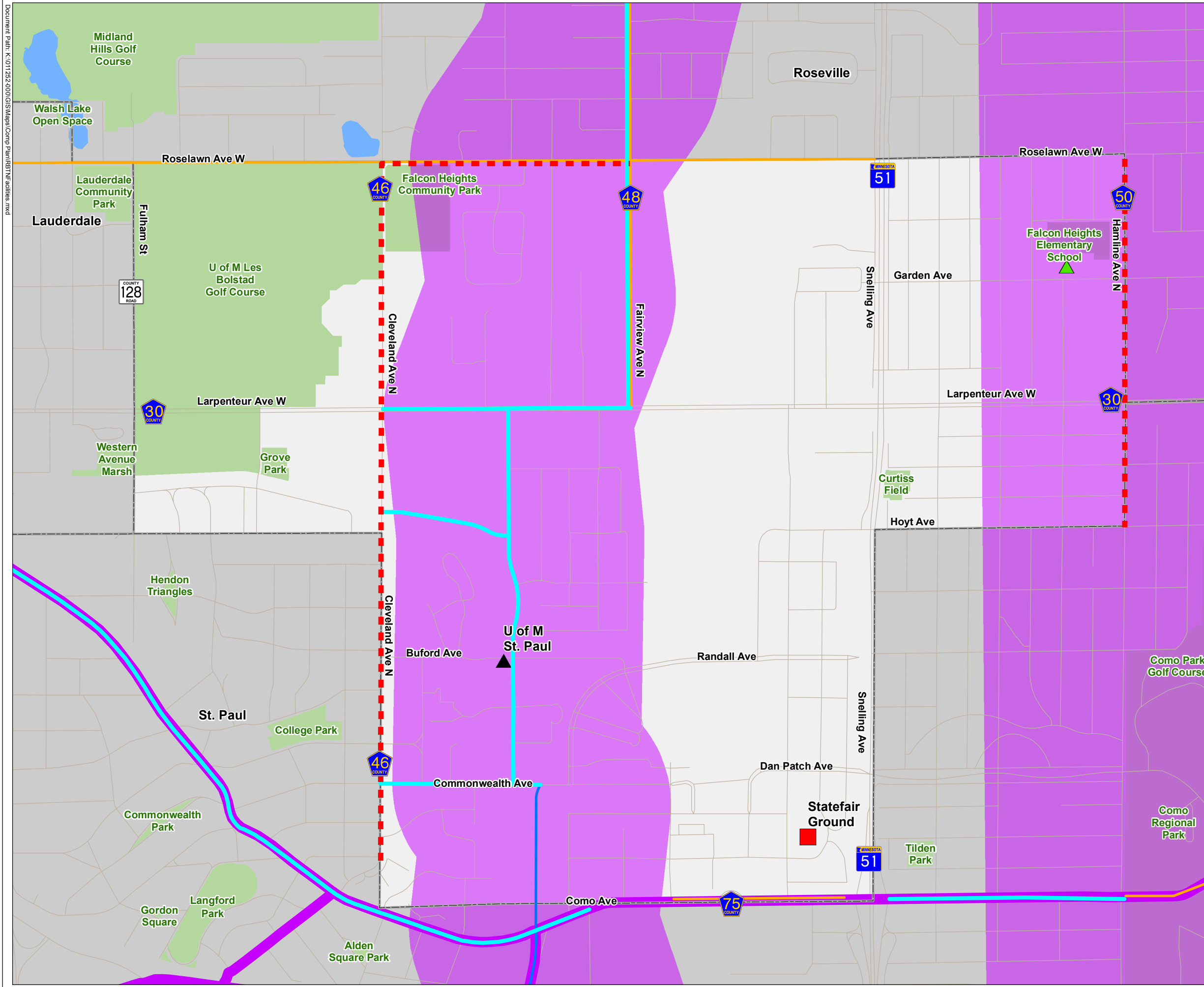
- Along Cleveland Avenue from Como Avenue to Roselawn Avenue and along Roselawn Avenue from Cleveland Avenue to Fairview Avenue
- Along Hamline Avenue from Hoyt Avenue to Roselawn Avenue

The existing and proposed regional network is shown in **Figure 8**.

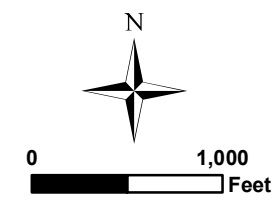
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### Figure 8: Regional Bicycle Transportation Network (RBTN)

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



- RBTN Tier 1 Alignment
- RBTN Tier 1 Corridor
- Proposed RBTN Alignment
- Existing Bicycle Facilities**
- Multi-use Trail
- Bike Lanes
- Transitway (Buses & Bikes Only)
- Parks
- School
- RBTN Destinations**
- College & Universities
- Sports & Entertainment Complex
- City Boundary





## 4.6. Non-Motorized Transportation Design Considerations

Design dimensions for sidewalks are recommended to be five-feet or wider, with a minimum of a four-foot-wide boulevard between the sidewalk and the curb. Increased separation improves pedestrian comfort and provides space for street signs and snow storage.

Design considerations for bicycle facilities are somewhat more complicated due to the hierarchy of facility types. In order of their ability to provide a comfortable bicycling environment from largest improvement to smallest, facilities include: off-street facilities, protected bikeways, buffered bicycle lanes, conventional bicycle lanes, bicycle boulevards, and wide paved shoulders. **Figure 9** shows examples of these facility types.

Multi-use trails are recommended to be a minimum of eight-feet wide. Regional trails are recommended to be a minimum of ten-feet wide due to higher use and the design requirements to comply with federal funding. Trails must have a two-foot wide clear zone on either side to reduce hazards for bicyclists and provide a recovery zone if a bicyclist leaves the edge of the trail. The clear zone can be paved or turf surface. No signs, furnishings, trees, or other obstructions can be in the clear zone.

Paved shoulders should be a minimum of four-feet wide if intended for bicycle and pedestrian use. Four-foot wide shoulders are adequate on streets with traffic volumes below 1,000 vehicles per day. Six- to eight-foot shoulders are recommended when traffic volumes exceed 1,000 vehicles per day. A wider shoulder improves pedestrian and bicyclist safety and comfort when vehicle traffic speeds and volumes are higher.

As non-motorized facilities are planned and designed, the city should consult additional planning and design resources, including:

- Minnesota's Best Practices for Pedestrian/Bicycle Safety, MnDOT
- Bikeway Facility Design Manual, MnDOT
- Minnesota Manual on Uniform Traffic Control Devices, MnDOT
- Urban Bikeway Design Guide, Second Edition, National Association of City Transportation Officials (NACTO)
- Guide for the Development of Bicycle Facilities, American Association of State Highway and Transportation Officials (AASHTO)
- Guide for the Planning, Design, and Operation of Pedestrian Facilities, AASHTO
- Complete Streets Implementation Resource Guide for Minnesota Local Agencies, MnDOT
- Public Rights of Way Accessibility Guidelines (PROWAG), US Access Board

A Complete Streets approach to planning and implementing non-motorized facilities, as described in the MnDOT Complete Streets Implementation Resource Guide, can provide a helpful framework for creating a community-supported, safe, comfortable, and convenient transportation network that serves all modes. A Complete Streets policy or process is intended to provide design guidance and implementation clarity, allowing the community and project designers to advance individual projects in a collaborative and cost-efficient manner.

Accessibility is a very important consideration for non-motorized design. All new pedestrian and bicycle facilities must meet the ADA accessibility guidelines established in PROWAG. The guidelines in PROWAG address the design needs of people with physical and/or visual impairments. Accessibility will become increasingly important over the next 20 years due to demographic changes. Baby boomers are aging and the population over age 65 is increasing. People over 65 are more likely to have physical and/or visual impairments that affect their ability to get around.



**Off-street Facility**

Source: [www.pedbikeimages.org](http://www.pedbikeimages.org) / Laura Sandt



**Conventional Bicycle Lane**

Source: [www.pedbikeimages.org](http://www.pedbikeimages.org) / Jennifer Compos



**Protected Bikeway**

Source: *NACTO Urban Bikeway Design Guide*



**Bicycle Boulevard**

Source: *NACTO Urban Bikeway Design Guide*



**Buffered Bicycle Lane**

Source: [www.pedbikeimages.org](http://www.pedbikeimages.org) / Lyubov Zuyeva



**Wide Paved Shoulder**

Source: [www.pedbikeimages.org](http://www.pedbikeimages.org) / Laura Sandt

## 5. Freight

Freight transportation in Falcon Heights is primarily served by TH 51 (Snelling Avenue) and other major roadways. **Figure 10** shows the city's freight system and heavy commercial average annual daily traffic (HCAADT).

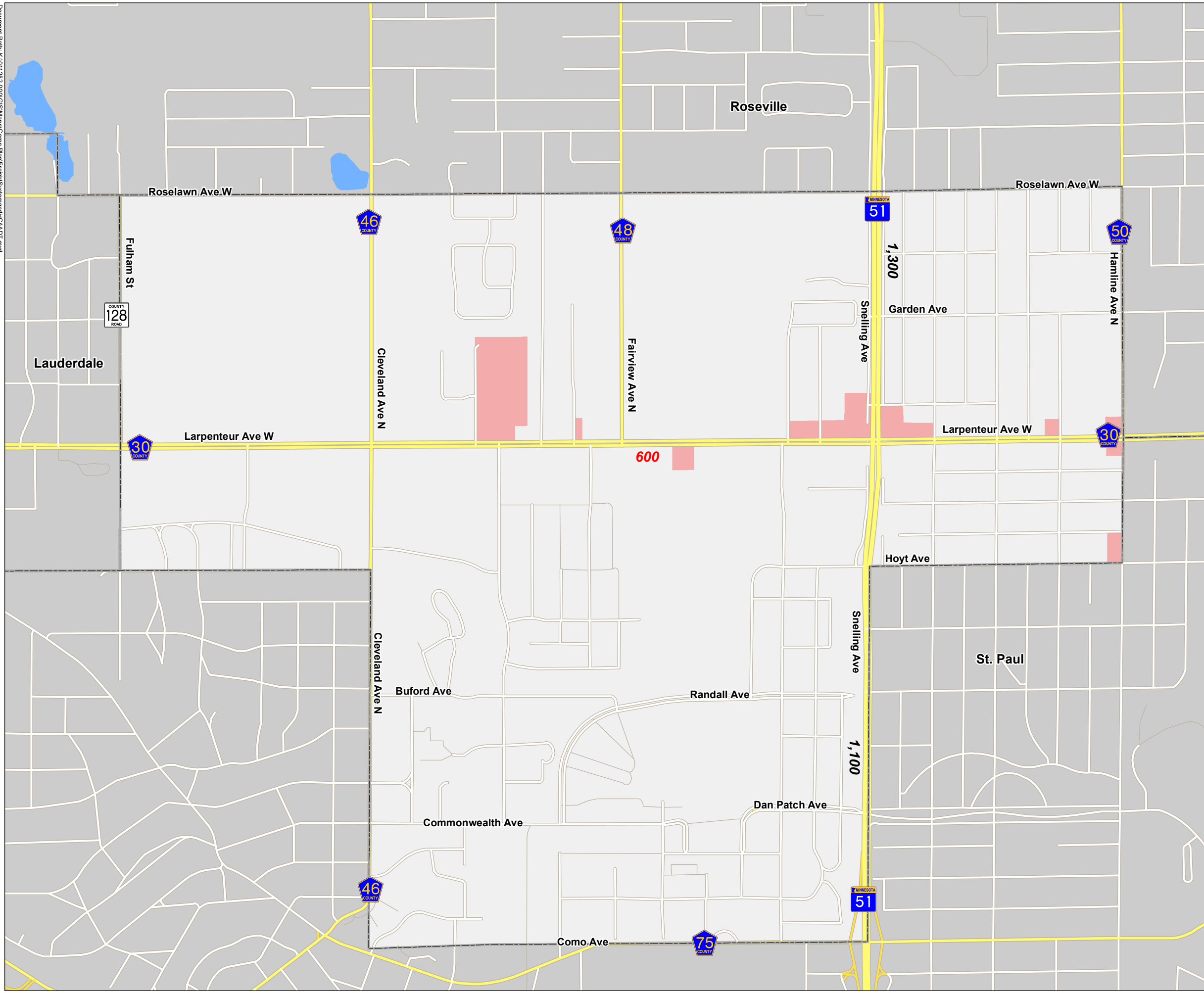
There are no large freight traffic generators within the city. Most truck traffic is passing through Falcon Heights on trips to, from, and through the Twin Cities. The BNSF Midway Intermodal Facility is a rail/truck intermodal terminal that lies just south of the city in St. Paul. Freight traffic generators within Falcon Heights are limited to facilities associated with the University of Minnesota, the State Fairgrounds, and commercial businesses along Larpenteur Avenue.

**Figure 10** shows HCAADT within Falcon Heights. TH 51 carries the greatest number of heavy commercial vehicles (approximately 1,200 vehicles per day). Larpenteur Avenue (CSAH 30) and Cleveland Avenue (CSAH 46) also carry a substantial amount of heavy commercial traffic within the city.

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### Figure 10: Freight System and Heavy Commercial Average Annual Daily Traffic (HCAADT)

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



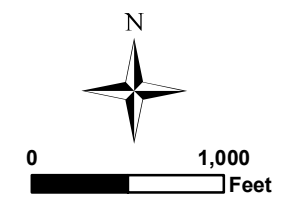
XXX - MNDOT 2012 Heavy Commercial Average Annual Daily Traffic (HCAADT)\*

XXX - Estimated 2018 Annual Average Daily Traffic (AADT)

\* Buses and Multi-Axle Trucks; FHWA Class Groups 4-13.

**Potential Freight Generators**

Commercial Land Uses



## 6. Transit

Falcon Heights is located within the Transit Capital Levy District as shown in the Metropolitan Council 2040 TPP. The TPP further classifies the metropolitan area into transit markets based on demographic and urban design factors. Falcon Heights is located within Market Area II. Market Area II generally supports fixed-route transit, but at lower frequencies or shorter service spans than provided in Market Area I. General public dial-a-ride services are available where fixed-route service is not viable.

Many of the transit routes that serve Falcon Heights provide connections to downtown St. Paul. Fixed route bus service in Falcon Heights is described below and shown on **Figure 11**.

- **A Line:** Rapid bus service between the 46th Street Blue Line LRT station in Minneapolis and Rosedale Transit Center.
- **Route 3:** Daytime and evening service between downtown Minneapolis and Downtown St. Paul via Como Avenue
- **Route 61:** Daytime and evening service between downtown Minneapolis and Downtown St. Paul via Larpenteur Avenue
- **Route 83:** Daytime and evening service between HarMar Shopping Mall in Roseville and West 7th Street in St. Paul
- **Route 84:** Daytime and evening service between Rosedale Center in Roseville and West 7th Street in St. Paul
- **Route 87:** Daytime and evening service between Rosedale Center in Roseville and the Highland Park neighborhood of St. Paul
- **Route 272:** Limited stop commuter service (two trips per weekday) between Maplewood and the University of Minnesota West Bank Campus

The bus routes that serve this area have a mix of frequencies and types of service that they provide. Some routes operate every 30 minutes or every hour during the day while others operate only during peak commuting times (see **Table 7**). As a rapid bus route, the A Line operates every 10 minutes during most of the day with fewer stops to allow faster trips. Within Falcon Heights, A Line stations are located along Snelling Avenue at Como Avenue, Hoyt Avenue/Nebraska Avenue, and Larpenteur Avenue. It should also be noted that during the State Fair, Metro Transit operates express buses from up to 20 park-and-ride locations throughout the metropolitan area and operates a free shuttle service from up to 34 parking lots surrounding the State Fair.

In addition to the routes operated by Metro Transit, the University of Minnesota operates several additional transit services including the Campus Connector, the St. Paul Campus Circulator, and paratransit. The Campus Connector (Route 121) connects the St. Paul, East Bank, and West Bank campuses and operates at headways of 5-20 minutes between 7:00 am and 2:00 am on weekdays. The St. Paul Campus Circulator (Route 124) provides service to many destinations around the St. Paul campus and provides weekday service with 15-minute headways between 7:00 am and 5:00 pm. These routes are shown in **Figure 12**.

**Table 7: Bus Route Frequencies in Falcon Heights**

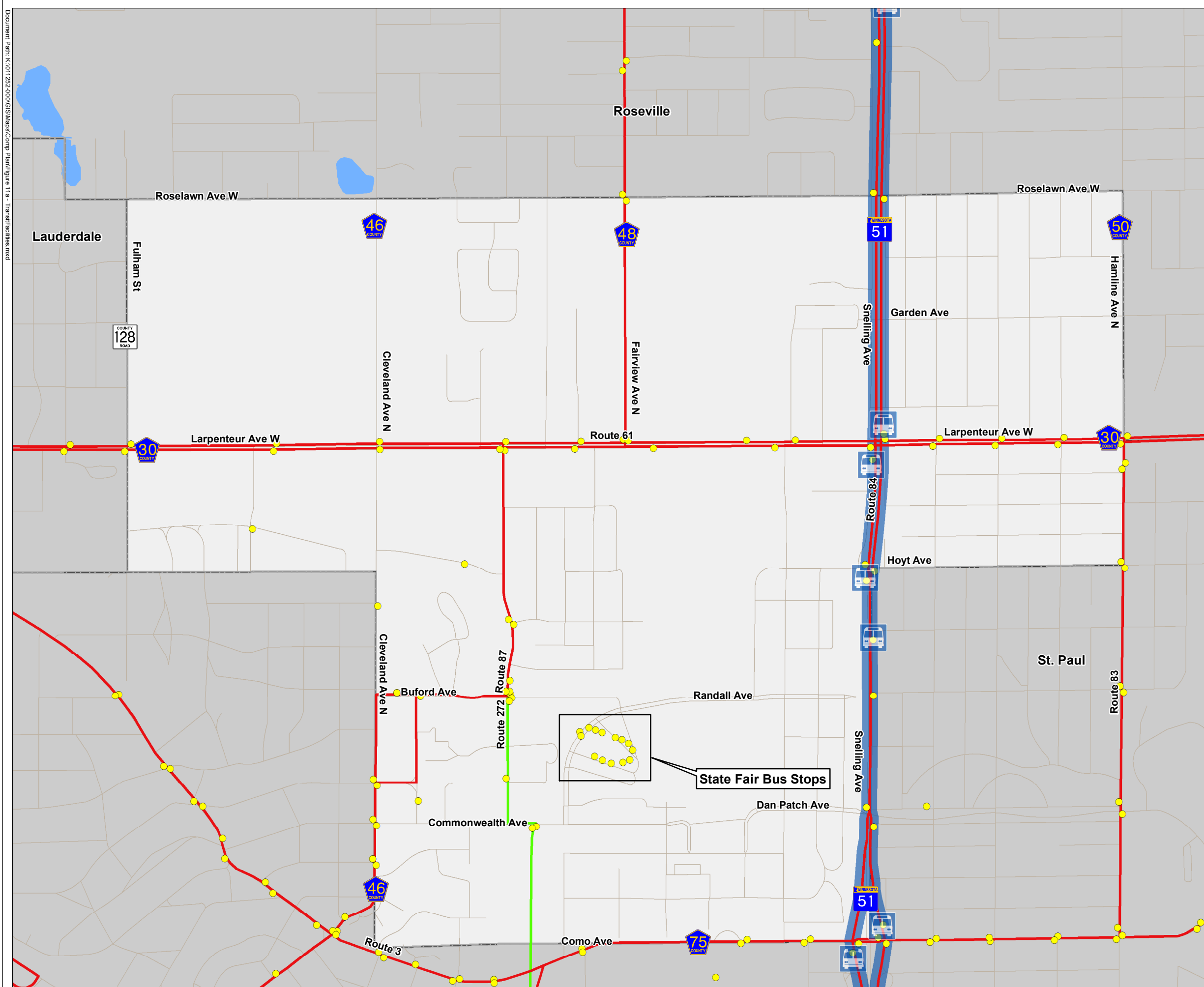
Route Number	Approximate Frequency (Headway), minutes				
	Rush Hours	Midday	Evening	Saturday	Sunday/Holiday
<b>A Line</b>	10	10	10-30	10-30	10-30
<b>3</b>	5-15	10-15	15-30	15-30	30-60
<b>61</b>	15-30	30	60	60	NA
<b>83</b>	30	30	30-60	30-60	30-60
<b>84</b>	30	30	30	30	30
<b>87</b>	20	30	30-60	30-60	30-60
<b>121</b>	10-15	10-15	10-15	10-15	10-15
<b>124</b>	15	15	NA	NA	NA
<b>272</b>	Two Trips	NA	NA	NA	NA

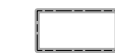





In addition to the fixed-route transit options, the city is also served by Anoka County Transit Link, a dial-a-ride service for the general public (Ramsey County is served by Anoka County Transit Link). Transit Link provides connections to destinations within Ramsey County and connects to regular route transit for trips within the metro area, including outside of Ramsey County. Falcon Heights residents also have opportunities to participate in the Metro Vanpool program. This program provides financial assistance for vanpools to serve areas with limited regular-route transit service.

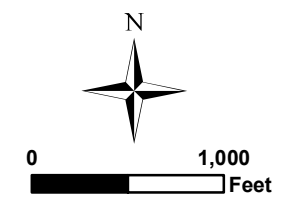
Metro Transit’s 2015 Service Improvement Plan indicates several proposed changes/additions to existing bus service in Falcon Heights. Routes 3 and 61 are identified for longer service hours and increased frequency as a high or medium priority. The Plan also identifies increased frequency for Route 83 as a medium priority and longer service hours for Route 84 as a low priority. Additionally, Metro Transit has prepared a study exploring a potential extension of the A Line to the City of Arden Hills. While this extension would not provide additional transit coverage within Falcon Heights, residents would be able to access additional destinations in portions of Roseville and Arden Hills.

There are no formal park-and-ride lots located within Falcon Heights and it is not anticipated that future demand will require a formal park-and-ride facility within the city.

**Figure 11: Transit Facilities**  
 Falcon Heights Comprehensive Plan  
 City of Falcon Heights, Ramsey County

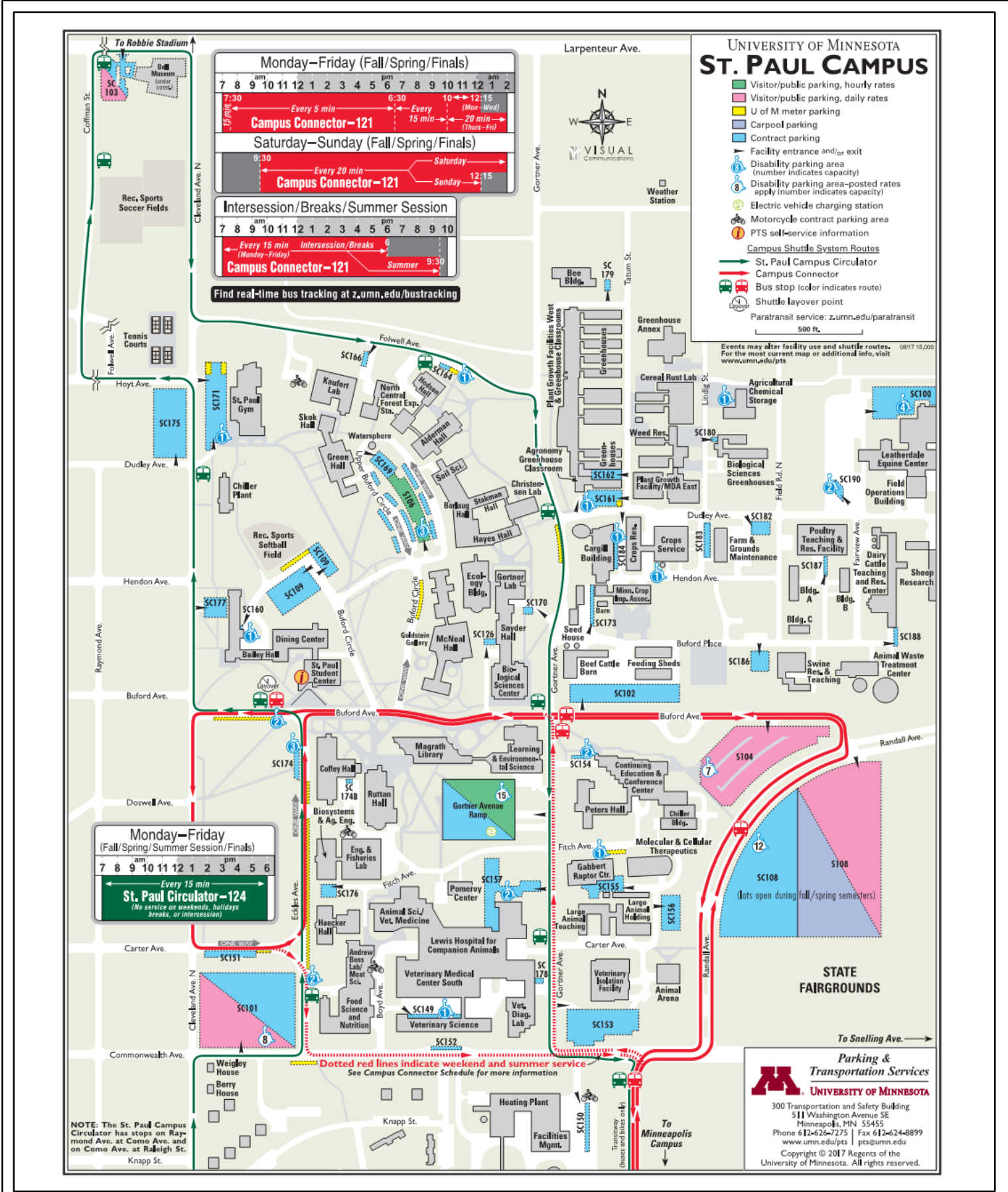


-  City Boundary
  -  Bus Stop
  -  A Line Rapid Bus
  -  A Line Rapid Bus Stations
- Bus Route Type**
-  Urban Local Route
  -  Express Route



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**Figure 12: University of Minnesota Transit Facilities**  
**Falcon Heights Comprehensive Plan**  
 City of Falcon Heights, Ramsey County

## 7. Aviation

There are currently no existing or planned aviation facilities within Falcon Heights. However, like all cities, the city is responsible for airspace protection in order to reduce hazards to air travel within the region. The closest public use airport to Falcon Heights is the St. Paul Downtown Airport (Holman Field), approximately six miles southeast of Falcon Heights.

Based on the distance to the nearest airports, there are no radio beacons or other air navigation aids located in off-airport locations in Falcon Heights. The city is not within the area of influence of any airports, and is therefore not subject to associated land use restrictions.

Any person or organization who intends to sponsor the construction or alteration of a structure affecting navigable airspace as defined in Federal Regulation Title 14; Part 77 needs to inform the Federal Aviation Agency (FAA) of the project. This notification is accomplished through the completion and submittal to FAA of Form 7460-1, Notice of Proposed Construction or Alteration. In Falcon Heights, this requirement applies to any construction or alteration exceeding 200 feet above ground level. The city's zoning code allows a maximum structure height of 110 feet; therefore, it is unlikely that any structures in the city will require FAA notification.

There are currently no heliports in Falcon Heights or any known plans to construct one. The University of Minnesota Hospitals and Clinics Heliport is located on the University's East Bank Campus in Minneapolis, approximately two miles southwest of Falcon Heights. There are no surface waters within the city that are identified by MnDOT as an authorized landing site for seaplanes.

## 8. Goals and Multimodal Strategies

This Plan, and the city's actions over the next 20 years, will be guided by the following transportation goals and strategies.

### 8.1. Goals and Policies

The list below displays the goals and policies of the Falcon Heights Transportation Plan. These goals and policies represent the city's overall vision for transportation over the next 20 years. The strategies listed in the following section provide guidance that the city can use to reach the transportation goals and policies.

**[Placeholder - to be completed following Falcon Heights Planning Commission Review of Goals and Policies]**

### 8.2. Multimodal Strategies

The multimodal strategies listed in this section are specific, actionable steps that the city can take in support of the goals of this Plan. These strategies are based upon existing and future transportation needs as described in detail in the previous sections of this Plan.

Each strategy is tied to one or multiple goals. **Table 8** on the following pages describes each strategy, notes which goal(s) is/are related to each strategy, and identifies the lead agency for the strategy. **Figure 13** following the tables illustrates the strategies geographically with reference numbers tied back to the table information.

**Table 8: Transportation Implementation Strategies**

Location	Type of Improvement	Strategy	Map Reference	Lead Agency(ies)	Goal(s)
<b>CSAH 46 (Cleveland Ave.) between Como Ave. and Larpenteur Ave.</b>	Reconstruction	Coordinate with Ramsey County on reconstruction of Cleveland Avenue	Figure 13, #1	Ramsey County	
<b>CSAH 48 (Fairview Ave.) between Larpenteur Ave. and Roselawn Ave.</b>	Mill and Overlay	Coordinate with Ramsey County on mill and overlay of Fairview Avenue	Figure 13, #2	Ramsey County	
<b>Various locations</b>	Street Maintenance	Maintain streets consistent with the city's 10-year Capital Improvement Plan	NA	Falcon Heights	
<b>TH 51 (Snelling Ave.) at Hoyt Ave. and Dan Patch Ave.</b>	Signal System Replacement	Coordinate with MnDOT on signal system replacement at intersections along Snelling Avenue	Figure 13, #3	MnDOT	
<b>CSAH 30 (Larpenteur Ave.)</b>	Speed Study	Coordinate with Ramsey County regarding a potential study to evaluate speed limits along Larpenteur Avenue	Figure 13, #4	Ramsey County/Falcon Heights	
<b>CSAH 30 (Larpenteur Ave.) and TH 51 (Snelling Ave.)</b>	Safety/ Operations	Explore opportunities for improving operations and managing access to/from Larpenteur Avenue and Snelling Avenue, including the Snelling Avenue Service Road	Figure 13, #5	MnDOT/Ramsey County/Falcon Heights	

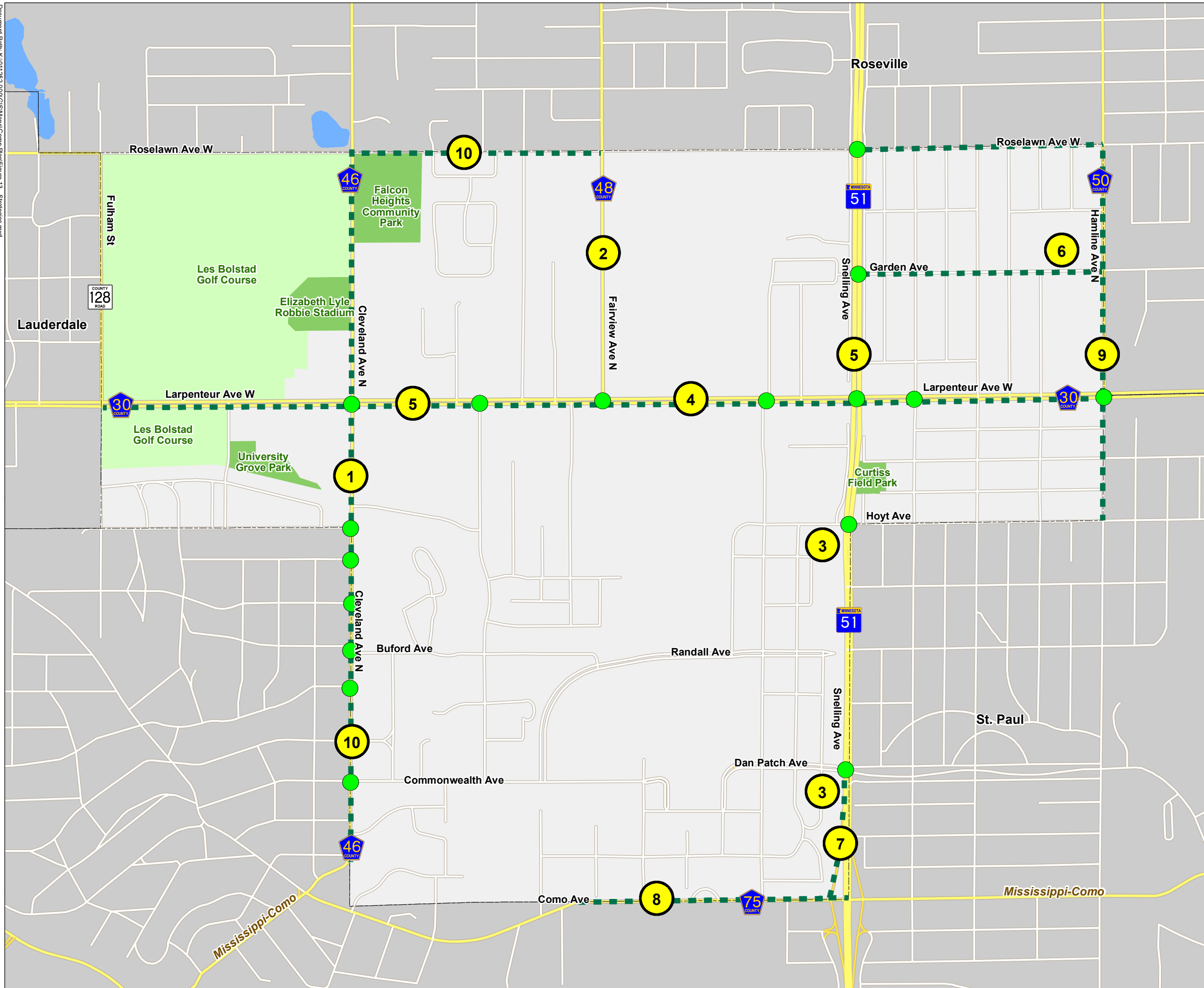
Location	Type of Improvement	Strategy	Map Reference	Lead Agency(ies)	Goal(s)
<b>Garden Avenue and CSAH 50 (Hamline Ave.)</b>	Safety/ Operations	Explore opportunities to improve operations and safety related to student pick-up and drop-off at Falcon Heights Elementary School	Figure 13, #6	Falcon Heights	
<b>Various locations</b>	Freight/ Operations	Explore opportunities to stagger the scheduled operations of refuse haulers in the city	NA	Falcon Heights	
<b>TH 51 (Snelling Ave.)</b>	Bicycle/ Pedestrian Improvements	Implement recommendations from the Snelling Avenue Multi-Modal Transportation Plan	Figure 13, #7	MnDOT	
<b>CSAH 75 (Como Ave.)</b>	Bicycle/ Pedestrian Improvements	Implement recommendations from the Grand Round Design and Implementation Plan, including construction of off-street multiuse trail on Como Avenue	Figure 13, #8	St. Paul, Ramsey County, Falcon Heights	
<b>CSAH 50 (Hamline Ave.)</b>	Bicycle/ Pedestrian Improvements	Designate Hamline Avenue as RBTN alignment	Figure 13, #9	Falcon Heights, Ramsey County	
<b>CSAH 30 (Larpenteur Ave.) and CSAH 48 (Fairview Ave.)</b>	Bicycle/ Pedestrian Improvements	Designate Cleveland Avenue and Roselawn Avenue as RBTN alignments	Figure 13, #10	Falcon Heights, Ramsey County	

Location	Type of Improvement	Strategy	Map Reference	Lead Agency(ies)	Goal(s)
<b>Various locations</b>	Bicycle/ Pedestrian Improvements	Evaluate potential bicycle/pedestrian improvements along identified corridors and at identified crossing locations	Figure 13	Falcon Heights, Ramsey County, MnDOT	
<b>Citywide</b>	Bicycle/ Pedestrian Improvements	Develop complete streets policy or sidewalk master plan to guide future non-motorized improvements	NA	Falcon Heights	
<b>Citywide</b>	Streetscape Improvements	Continue partnerships to fund streetscape improvements such as fix-it stations, wayfinding signage, and bicycle parking	NA	Falcon Heights	
<b>Various locations</b>	Streetscape Improvements	Explore opportunities to activate alleys in residential neighborhoods where they are present	NA	Falcon Heights	
<b>Citywide</b>	Transit Improvement	Support policies and programs that encourage use of transit services and discourage parking in residential neighborhoods for events at the State Fairgrounds or University of Minnesota campus	NA	Falcon Heights, Metro Transit, University of Minnesota	
<b>Citywide</b>	Transit Improvement	Support urban design and land use policies that encourage transit use, particularly along the A Line corridor and University of Minnesota Campus Connector/Campus Circulator routes	NA	Falcon Heights, University of Minnesota	

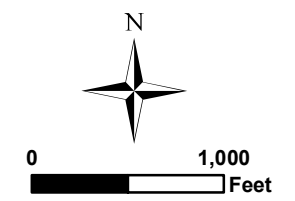
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### Figure 13: Transportation Strategies

Falcon Heights Comprehensive Plan  
City of Falcon Heights, Ramsey County



- Crossing Improvement Locations
- Bicycle/Pedestrian Improvement Corridors
- Golf Course
- Park, Recreational, or Preserve
- City Boundary



## 9. Proposed Short and Long-Range Roadway Projects

The sections below identify proposed short and long-range roadway projects identified in the city and county capital improvement plans and based on potential future changes in land use described in previous sections of this Plan.

### 9.1.1. Proposed Projects from Capital Improvement Plans

The city and county capital improvement plans identify several planned projects within Falcon Heights. The 2018-2022 Ramsey County Transportation Improvement Plan (TIP) includes reconstruction of CSAH 46 (Cleveland Avenue) between Como Avenue and Larpenteur Avenue, scheduled for construction in 2020-2021. The TIP also includes a mill and overlay project on CSAH 48 (Fairview Avenue) between Larpenteur Avenue and Roselawn Avenue, scheduled to take place sometime between 2020 and 2022. The city's 2018-2027 Capital Improvement Plan (CIP) identifies resurfacing projects to take place on various city streets, including Tatum Street, Arona Street, Asbury Street, Simpson Street, Ruggles Street, Crawford Avenue, Pascal Street, Holton Street, Albert Street, and Sheldon Street.

In addition to the projects identified at the city and county levels, MnDOT's 2018-2021 Statewide Transportation Improvement Program (STIP) identifies two signal system replacement projects along TH 51 (Snelling Avenue) within the city. Signal system replacement is planned at the intersections of Snelling Avenue with Dan Patch Avenue and Hoyt Avenue.

### 9.1.2. Proposed Projects based on Special Use Areas

As described above, as large landowners within the City of Falcon Heights, the University of Minnesota St. Paul campus and the State Fairgrounds create unusual transportation issues. The City of Falcon Heights will continue to coordinate closely with both entities to ensure that the city's transportation system can accommodate additional development and/or special events that are planned for these areas of the city. Consideration of roadway modifications, intersection traffic control improvements, and non-motorized facilities will continue as individual proposals for development or special events move forward.

## 10. Public Comments

The city has gathered public input through a community visioning session focused on the comprehensive plan update. At this event, members of the public identified issues and opportunities related to transportation, with a strong focus on improving the connectivity and safety of non-motorized transportation options within the city. Many comments were received relating to making the city more walkable and bikeable by investing in sidewalk and trail network, adding infrastructure such as bike lanes, and addressing crossings at intersections. Several participants identified vehicle speed as an issue, particularly along Snelling Avenue and Larpenteur Avenue. Other comments received related to enforcement of traffic laws, signal timing and operations at intersections, and discouraging heavy vehicle volumes in residential areas.



# 11. Conclusion and Next Steps

The purpose of this Transportation Plan is to set a multimodal transportation vision for the City of Falcon Heights through the year 2040. Goals and specific strategies have been identified collaboratively by the city, Ramsey County, and members of the public within the framework of Metropolitan Council requirements. The vision and associated strategies outlined in this Plan were established by considering existing and forecasted conditions, Falcon Heights priorities, regional travel patterns and a variety of other factors.

As the owners of the transportation network in Falcon Heights (i.e. City of Falcon Heights, Ramsey County, and MnDOT) advance their respective Capital Improvement Programs (CIPs), this Plan is intended to serve as an important resource and reference in establishing priorities and advancing transportation projects for implementation. Advancing these projects from a planning to implementation phase will require collaborative discussions among facility owners, adjacent communities, the Metropolitan Council, residents and others to conduct traffic studies, finalize designs, preserve rights-of-way, obtain environmental clearances and leverage necessary financial resources. **Figure 14** on the following page outlines the entire planning and project development process required for transportation projects from concept plans to construction implementation.

Figure 14  
Transportation Planning Process

## Transportation Planning Process

