

THE GREENS OF ANOKA

Redevelopment Master Plan

FINAL REPORT

January 17, 2012

Table of Contents

1 Project Overview	1
2 Background Information & Project Influences	6
3 Issues & Opportunities	14
4 Market Outlook Summary	18
5 Preliminary Concept Alternatives & Evaluation	20
6 Redevelopment Master Plan & Phasing Strategy	22
7 Implementation	42

Acknowledgements

City Council:

Phil Rice, Mayor
Jeff Weaver
Mark Freeburg
Steve Schmidt
Carl Anderson

Housing and Redevelopment Authority:

Carl Youngquist, Chair
Merrywayne Elvig, Vice Chair
Patrick Walker
Lori Manzoline
Lynn Hopkins

Planning Commission:

Don Kjonaas, Chair
Manley Brahs, Vice Chair
Borgie Bonthuis
Karna Brewer
Jim Cook
Mark Jensen
Nancy Soderquist

City of Anoka Staff:

Carolyn Braun, Planning Director
Erik Thorvig, Project Manager
Robert Kirchner, Community Development Director
Tim Cruikshank, City Manager
Greg Lee, Public Services Director
Lori Yager, Finance Director
Jim Robinson, HRA Executive Director
Larry Norland, Golf Manager

Task Force Members:

City Council (CC)	Mark Freeburg
Housing and Redevelopment Authority (HRA)	Merrywayne Elvig
Planning Commission (PC)	Jim Cook
Heritage Preservation Commission (HPC)	Jake Collins
Economic Development Commission (EDC)	Tom Redmann
Park Board (PB)	Larry Deimen
Green Haven Men's Club	Al Norton (Joey)
Highland Park Representative	Jim Neilson
East Side Residential Area Representative	Pam Baumgart
Neighborhood at-large	John Gilmore
Commercial Representative	Shelly Decamp
	Jon Jondahl

Consulting Team

Planning and Urban Design



Hoisington Koegler Group Inc.
Planning • Landscape Architecture • Urban Design

Hoisington Koegler Group Inc.

123 North Third Street, Suite 100, Minneapolis, MN 55401

www.hkgi.com

Market Analysis

W-ZHA, LLC

221 Essex Street, Salem, MA 01970



Golf Course Design

Gill Design, Inc

122 North Second Street, River Falls, WI 54022

www.gilldesigninc.com



1. Project Overview

Project Overview

The City of Anoka and the Housing and Redevelopment Authority (HRA) issued a request for proposals to explore redevelopment opportunities and determine a strategy for commercial and residential properties on primarily city-owned land adjacent to Greenhaven Golf Course. Identified as The Greens of Anoka, this study included two critical components, a market analysis to identify viable uses in the area, and a determination of the preferred, future land use direction for the area. The intent is to create a Redevelopment Master Plan for the general area bounded by Highway 10 to the south, Thurston Avenue to the west, the BNSF rail line to the north and State Avenue to the east, and to provide special recommendations for redevelopment areas, funding alternatives and sequencing timelines.

At the end of 2010, the Anoka HRA submitted a Livable Communities Demonstration Account grant application to the Metropolitan Council for financial assistance for the redevelopment planning. The HRA was awarded the grant on December 8, 2010 and initiated the planning effort in May of 2011.

Project Goals

One of the key goals established by the City Council for the 2011-2012 fiscal year was to explore ways to sell city-owned property and ultimately move more tax-exempt properties onto the tax rolls. The City of Anoka has roughly 2,518 acres of tax-exempt land, approximately 55% of the total land area for the community, making Anoka one of the highest tax-exempt land communities in the Twin Cities metro area. The sale of strategic pieces of land for development around Greenhaven Golf Course could provide an opportunity to create more taxable land.

The HRA also had specific goals for the project area, including the determination of appropriate future land uses, identifying design standards for redevelopment, recommending improvements to the surrounding neighborhoods, and outlining a strategy for transportation and connectivity improvements in the area. The following are a summary of the key goals outlined by the HRA for the Greens of Anoka project:

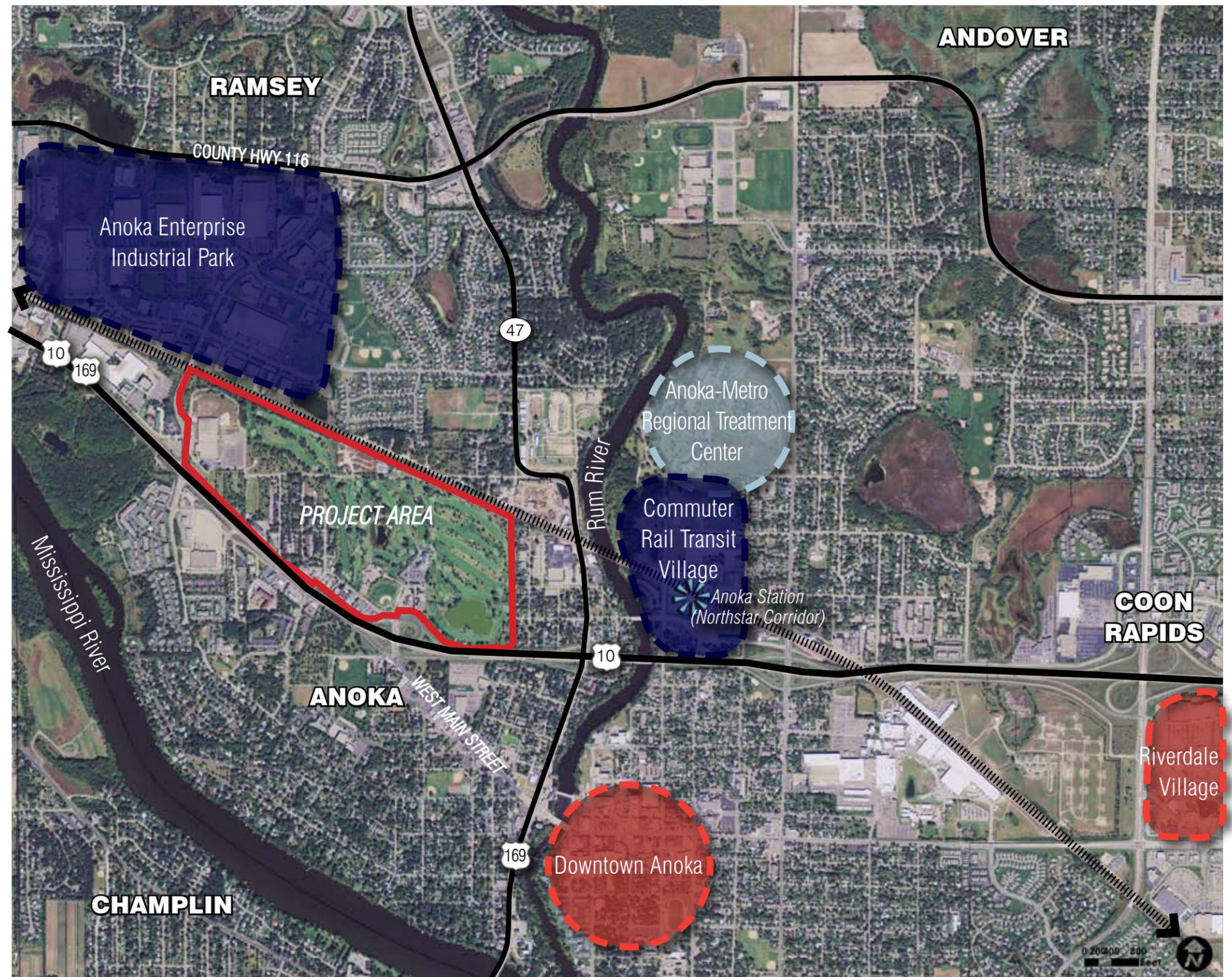


Figure 1.1 Context Map

Land Uses and Design Standards

A significant outcome of the planning effort will focus on determining appropriate land uses and design standards for the Greens of Anoka area. One of the primary goals established by the HRA for this project is to create distinctive, high-quality redevelopment surrounding the Greenhaven Golf Course. Additionally, developing a more integrated residential and commercial development pattern for the area, better connected to the community, is a key goal.

Highland Park Neighborhood

For some time, the HRA has wanted to improve the Highland Park neighborhood and the quality of the housing stock. Transformation of this neighborhood will play a key role in the success of the broader redevelopment plan. The plan reviews the conditions of existing properties and makes recommendations for improvements in the neighborhood. The identification of programs and potential funding mechanisms available to improving existing properties and recommendations for addressing issues in the neighborhood are goals for this project.

Greenhaven Golf Course

The community leadership has continually worked to improve Greenhaven. The golf course has looked at various options to reconfigure holes including the restructuring of greens, fairways and/or tee boxes to create developable land with a golf course orientation, while at the same time, maintaining a competitive challenge for the paying patrons. Both improvements to the course and surrounding neighborhood will be explored as a part of this project.



Figure 1.2 City-owned Property & Investigation Areas

Connectivity – Highway 10 and potential Parkway connection

The City of Anoka has acquired right-of-way on the western edge of the project area for construction of a future parkway connection from Thurston Avenue to West Main Street at Highway 10. Determination on the potential parkway route, meeting the transportation and recreational needs of the area, in conjunction with an assessment of the surrounding redevelopment potential, and the ability for this roadway improvement to help attract and maintain high-quality redevelopment are key goals for the Greens of Anoka project.

The request for proposals also identified six specific areas for investigation of development potential, as shown in Figure 1.2.

Project Approach

The planning process for the Greens of Anoka project began in May of 2011 and ran continuously through 2011. The process included six primary tasks:

- » 1 - Organize the Effort
- » 2 - Establish/Confirm Goals and Objectives
- » 3 - Understand the Market Potential
- » 4 - Explore the Possibilities
- » 5 - Prepare Draft Redevelopment Plan
- » 6 - Prepare Final Redevelopment Plan

After collection and review of significant background information on the study area, the consultant team facilitated an extensive stakeholder engagement process to formulate a redevelopment vision for the Greens of Anoka. A market analysis, conducted by W-ZHA Inc, outlined potential market opportunities. Gill Design, Inc., provided golf course architecture assistance to better understand how potential golf course modifications could be made based on suggested redevelopment opportunities.

Preliminary concept alternatives were created and reviewed through a structured stakeholder engagement process to refine the best ideas toward a preferred direction, and ultimately determine a course for the Greens of Anoka Redevelopment Master Plan all involved parties would support. A final step of the project outlines a series of strategic implementation steps and describes general time-frames for their completion. These steps were established to help ensure the master plan will continue to serve as the future guide for investment and critical decision making.

Public Engagement Process

Three neighborhood meetings were integrated into the planning process. At the initial neighborhood meeting, surrounding area residents and business owners were asked for their impressions of the area to formulate the basis for preliminary concept exploration.



The unbuilt edges of Greenhaven Golf Course have potential for developing with golf course oriented housing.



The long-term viability of the Highland Park neighborhood and strategies for improvement are assessed in this plan.



Existing uses within the study area are examined for their long-term compatibility with desired outcomes. For example, industrial uses and a single-family home sit isolated within the interior of the golf course.

At the second neighborhood meeting, held at Greenhaven Golf Course, residents and business owners were presented preliminary concept alternatives, which explored a range of ideas for redevelopment. Public input from this meeting was used to shape the preferred master plan direction, which was presented at the final open house in December, 2011. Again, members of the public were asked to comment on the preferred master plan direction to shape the final master plan.

Additionally, all public materials presented throughout the course of the project were available for download and review on the City's website for the community-at-large.

Technical Advisory Team (TAT)

A technical advisory team, consisting of an appointed group of City staff members included: planning, engineering, finance, housing and administration staff. The TAT worked closely with the consulting team throughout the project to ensure the project objectives and community-wide goals of the City Council and HRA were being met. TAT meetings occurred at strategic steps throughout the planning effort, to provide necessary background and guidance.

Task Force

A project Task Force was formed to provide a broad spectrum of viewpoints on the redevelopment planning effort. The Task Force included key stakeholders such as City Council, board or commission members, local residents from the Highland Park and Slab Town neighborhoods, business owners from the commercial area along Highway 10, and members of the Greenhaven Golf Course Men's Club. The Task Force met four times throughout the project to monitor progress.

Project Roundtable Sessions

The consulting team conducted two project roundtable sessions which included members of the HRA, City Council, Planning Commission, City staff and the golf course operations manager to collectively evaluate the preliminary concepts and the preferred redevelopment strategy. These sessions were effective ways to allow the boards and commissions to share ideas and discuss the project's evolution.

Market Analysis

W-ZHA, out of Boston, Massachusetts, completed a summary of the market potential for the Greens of Anoka. The market analysis identified challenges and areas of competition in the marketplace today, as well as potential market niches for successful redevelopment in the future. A summary of the key findings is presented in chapter four of this report and the complete market analysis memorandum is available as an appendix.



Certain streets within the study area could be enhanced into parkway routes for local traffic, such as Verndale Street.



Garfield Street connects with Greenhaven Road through the course and creates management problems for the golf course.



Specific areas immediately adjacent to the golf course will be evaluated for redevelopment potential, such as the Greenhaven Apartments and Office Park buildings near the clubhouse, and the commercial areas south of Jacob Lane along Highway 10.



Golf Course Architecture

Gill Design, Inc., out of River Falls, Wisconsin, evaluated the implications to the golf course related to redevelopment planning. Gill Design, Inc., provided routing plans and preliminary cost estimating for golf course improvements relative to each of the concept alternatives, as well as the preferred development master plan.

Financial Analysis

A key component to the success of this effort was to determine the financial feasibility of the proposed redevelopment recommendations. The consultant team worked closely with City staff, the City Finance Director and the HRA's financial advisor, Ehlers Inc., to determine the financial feasibility of the land use and redevelopment recommendations outlined in this report. The goal was to ensure realistic and achievable solutions are being recommended for the Greens of Anoka.

Project Objectives

In order to ensure that the results of the project meet the expectations of the Anoka HRA and City Council, it was important that a set of shared project objectives be established to shape the exploration and provide the focus for the planning effort. The project objectives developed for the Greens of Anoka project were assembled from information contained within the original project Request for Proposals and supplemented by information collected throughout the planning process from all of the various stakeholders. The following project objective statements were reviewed and approved by the Technical Advisory Team (staff), Task Force, HRA and Planning Commission and were used to shape the redevelopment master plan:

- » *Identify opportunities to convert City-owned land to private development.*
- » *Investigate opportunities for new development around the Greenhaven Golf Course.*
- » *Investigate ways to improve the Highland Park neighborhood.*
- » *Examine long-term local and community traffic needs.*
- » *Examine opportunities to enhance the Greenhaven Golf Course.*
- » *Define appropriate future land uses and design standards.*
- » *Establish site development guidelines to direct future development in the area.*
- » *Establish architectural guidelines to ensure high quality residential and commercial development.*
- » *Define ways to improve the entrance to Greenhaven Golf Course.*
- » *Examine the reconfiguration of Highland Park (park) to serve the long-term needs of the neighborhood.*
- » *Examine the re-use/redevelopment potential of the vacated Park and Recreation building.*
- » *Examine the redevelopment potential of the Castle Field site.*
- » *Consider future change in the Greens of Anoka area in the context of the larger community – specifically, downtown Anoka and development along the Highway 10 corridor.*
- » *Establish strategic steps to implement recommendations.*



Edges of the golf course, such as the western edge along Hole #16 above, may have the potential for in-fill housing.



Redevelopment of the City-owned Castle Field site is a likely candidate for an early transformation area.



The existing Park and Recreation building could be sold and redeveloped as higher density or senior housing.



Underutilized portions of Highland Park could be developed as housing to enhance the neighborhood.

2. Background Information & Project Influences

Study Area (Figure 2.1)

The study area for the Greens of Anoka Redevelopment Master Plan project is roughly 233 acres and contains a mix of residential, commercial, industrial, and institutionally zoned land including Greenhaven Golf Course, Highland Park and the Calvary Cemetery. Trunk Highway 10 creates the southern edge of the study area, and the Burlington Northern & Santé-Fe (BNSF) rail line provides the northern boundary. To the west, Thurston Avenue denotes the edge, while on the east side, State Avenue, on the eastern edge of the golf course, completes the study area boundary. Although the study limits end at State Avenue, the Slab Town neighborhood to the east garnered significant attention as part of this project, particularly for transportation and infrastructure recommendations.

The Highland Park neighborhood contains a mix of single-family and multifamily housing and has a mix of commercial properties fronting along Highway 10. Within the study area, large developed parcels include the ATK site, a commercial, office and industrial warehouse use in the northwest adjacent to Thurston Avenue, as well as two industrial uses are also isolated against the railroad tracks: Bul-Doc Inc., a large crane operation, and Northstar Fencing, a commercial fencing company. Connexus Energy owns and operates a large communication tower just to the north of the Highland Park neighborhood on roughly four acres.

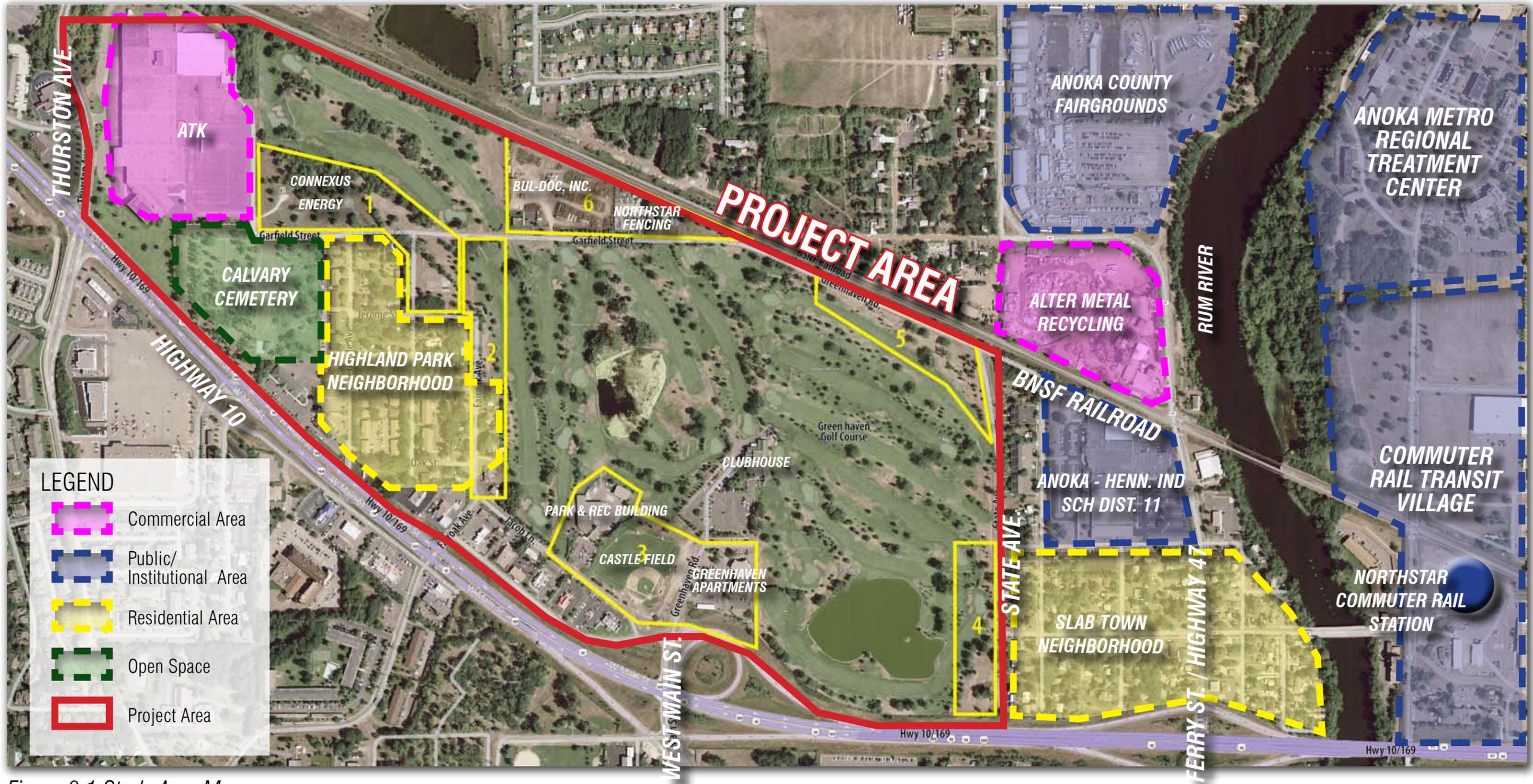
Immediately east of the study area is the Slab Town neighborhood, which roughly comprises a six block area of modest, single-family homes and some smaller scale commercial uses near the Ferry Street and Pleasant Street intersection. A large tract of land owned by the Anoka-Hennepin Independent School District sits north of the Slab Town neighborhood along the rail line, and is currently being utilized by the school district for administrative offices.



The Highland Park neighborhood has a mix of residential housing including a number of rental apartment buildings scattered throughout the neighborhood.



The eastern edge of the Slab Town neighborhood along State Avenue has seen recent redevelopment projects overlooking Greenhaven.



LEGEND

- Commercial Area
- Public/Institutional Area
- Residential Area
- Open Space
- Project Area

Figure 2.1 Study Area Map

Adjacent Areas & Projects of Influence

Downtown Anoka

Historic Downtown Anoka is located about one mile southeast of the study area on the Rum River. Home to a vibrant business district, the downtown area possesses numerous commercial storefronts, shops and service uses as well as an abundance of high density housing. Anoka County government offices are a significant anchor for the downtown district. The County is the largest downtown employer with 1,217 employees amidst an urban campus north of East Main Street. Revitalization and redevelopment of portions of the downtown are currently underway in the Historic Rum River District, north of City Hall along the Rum River. The redevelopment plan for this area calls for an expanded Riverfront Park and additional high density housing including apartments and condominiums.

The City of Anoka completed improvements to the West Main Street streetscape in 2010, a major civic infrastructure investment that included reconstruction of the roadway, the addition of planted medians, pedestrian realm enhancements, new sidewalks, pedestrian-scaled lighting and extensive landscaping. In 2012 the City is planning to reconstruct the next segment of Main Street with similar design characteristics for East Main Street through the downtown and extending east to 7th Avenue.

Additionally, the portion of West Main Street from Highway 10 to the Greenhaven Golf Course entrance is also planned as a streetscape enhancement project in 2012 or 2013. This project will create a unified streetscape from downtown to the Greenhaven Clubhouse and will provide an enhanced gateway to the Greenhaven area. This project should be integrated with any planned redevelopment projects in the Greens of Anoka study area, particularly at the Castle Field site.

The Commuter Rail Transit Village

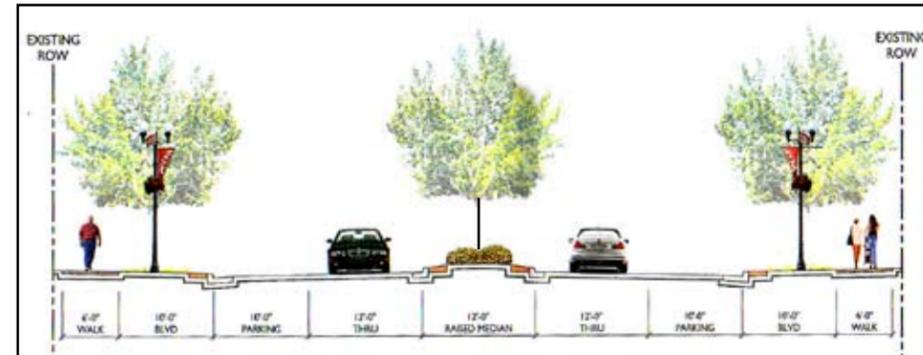
The Commuter Rail Transit Village comprises roughly 100 acres of planned redevelopment surrounding the Northstar Commuter Rail Station located approximately one half mile east of the project area. The area master plan, which was developed in 2010, proposes mixed-use with high density and senior housing in a more urban form surrounding the station and integrated with existing commercial uses. The City recently closed on a property sale with prospective developers for a larger senior housing development. Located on the southern portion of the former State Hospital site, The Volunteers of America / Homestead at Anoka is one of the initial redevelopment projects in the Transit Village. This project includes 120 memory care and nursing beds and 59 assisted living/congregate units and is slated to open in early 2013.

The station is a strong asset for redevelopment and in-fill projects in the Greens of Anoka area, but connections between the station and study area must be strengthened to take advantage of this community asset.

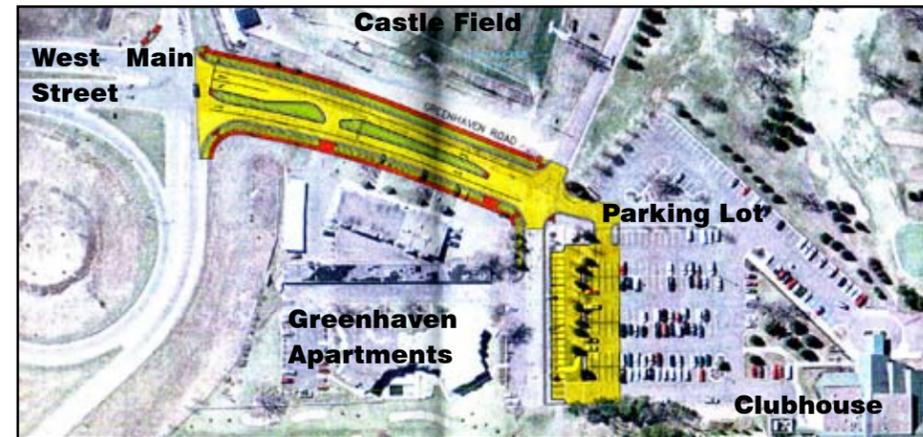
The Anoka Enterprise Industrial Park



Downtown Anoka will compete with housing planned for the Greens of Anoka, but is also seen as a strong asset due to the commercial, retail and service uses it provides.



Section of West Main Street improvements with planted median, pedestrian-scaled lighting, boulevard trees and sidewalks on both sides of the street.



The plan for the improvements to Greenhaven Road from the end of West Main Street shows planted medians, sidewalks on both sides of the street, and expanded parking and increased landscaping at the existing Greenhaven clubhouse parking lot.



The planned Volunteers of America / Homestead at Anoka senior housing building will be located at the Northstar Commuter Rail Transit Village. (Image source: City of Anoka)

The Anoka Enterprise Industrial Park is located northwest of the study area and is the center for nearly 2,300 jobs. The industrial park is home to nearly 3,698,650 sq. ft. of commercial, office, industrial and manufacturing space ranging from warehousing and manufacturing to high-tech machining operations. With the diversity of blue and white collar jobs within the industrial park, the Greens of Anoka area, may have the potential to attract relatively higher-end housing adjacent to the golf course that is in close proximity to numerous employers. For example, the former Eniva site in the northwest portion of the study area was recently purchased by Federal Cartridge and is currently being converted to a combined shipping and receiving facility with executive offices, anticipated to create approximately 112 jobs. The development of attractive, higher-end housing with golf course views within walking distance to work may be appealing to some of the new employees moving to Anoka.

Highway 10 Corridor

The Highway 10 Corridor is the primary transportation link through Anoka. In 2005-06, significant planning went into the corridor adjacent to the study area to gain a better understanding of the long-term transportation infrastructure needs. While the ultimate design recommendation was to convert this stretch of road to a limited access freeway, the Minnesota Department of Transportation (MNDOT) has indicated that funding for these improvements would not be available until many years into the future. Thus, for the Greens of Anoka planning effort, the determination was made to plan for an ultimate design of Highway 10 as a six-lane roadway (three lanes in each direction) with closure of all access points except for at-grade signalized crossings at Fairoak Avenue and Thurston Avenue. The conversion to a freeway design of the roadway is too far out on the planning horizon from MNDOT's funding perspective. Additionally, the planning effort also assumes that the Main Street interchange will remain in its current location and configuration, and that the Ferry Street interchange will also remain for the long-term.



The Secondary Technical Education Program (STEP) is located near the Enterprise Industrial Park.



While planning in 2005-2006 highlighted a preferred plan for a future freeway roadway design with grade-separated crossings, MNDOT has indicated that establishing funding for these improvements will likely not occur until well beyond the planning window for this project. The most likely scenario for improvements to Highway 10 will be to maintain signalized intersections at Fairoak Avenue and Thurston Avenue and expand the roadway to six-lanes of traffic.



The Northstar Commuter Rail Station in Anoka.



2030 Future Land Use (Figure 2.2)

The City's future Land Use Plan shows the southeast corner of Greenhaven Golf Course, Calvary Cemetery and the Anoka-Hennepin School District offices as Institutional uses. A few smaller, City-owned properties, such as the newly opened liquor store on Verndale Avenue, are scattered throughout the Highland Park neighborhood and guided as Commercial or High Density Residential. Commercial land uses are guided along Highway 10 as well as parcels at the Pleasant Street and Ferry Street intersection. The Highland Park neighborhood contains mostly High Density Residential land use guidance, and the Greenhaven offices and apartments are guided as General Commercial on the future land use plan. The ATK site and the industrial uses along the railroad tracks are guided for Industrial use, while the Connexus Energy parcel is guided as an Institutional Property.

- » Institutional (20.1 acres)
- » General Commercial (14.3 acres)
- » Park & Recreation (133.4 acres)
- » Apartment / High Density Residential (13.4 acres)
- » General Industrial (27.1 acres)
- » Light Industrial (6.82 acres)

Current Zoning (Figure 2.3)

The predominant zoning category is R-1, Single Family Residential, however this is the zoning for much of Greenhaven Golf Course, Highland Park, and the Calvary Cemetery. The Slab Town neighborhood is also predominantly R-1. The Highland Park neighborhood is a mix of R-3, Medium Density Residential and R-4, High Density Residential with portions of the neighborhood adjacent to Highway 10 zoned as B-1, Highway Business which extends to the east along Highway 10 to the Greenhaven Office and Apartment buildings. ATK and the Anoka-Hennepin School District offices are zoned M-2, General Industrial, while the industrial uses along the rail line within Area #6 are zoned M-1, Light Industrial. The property owned by Connexus Energy, which houses the communications tower, is currently zoned R-F, Rural Farm.

- » R-1, Single Family Residential (145.0 acres)
- » R-3, Medium Density Residential (9.38 acres)
- » R-4, High Density Residential (4.01 acres)
- » M-1, Light Industrial (6.82 acres)

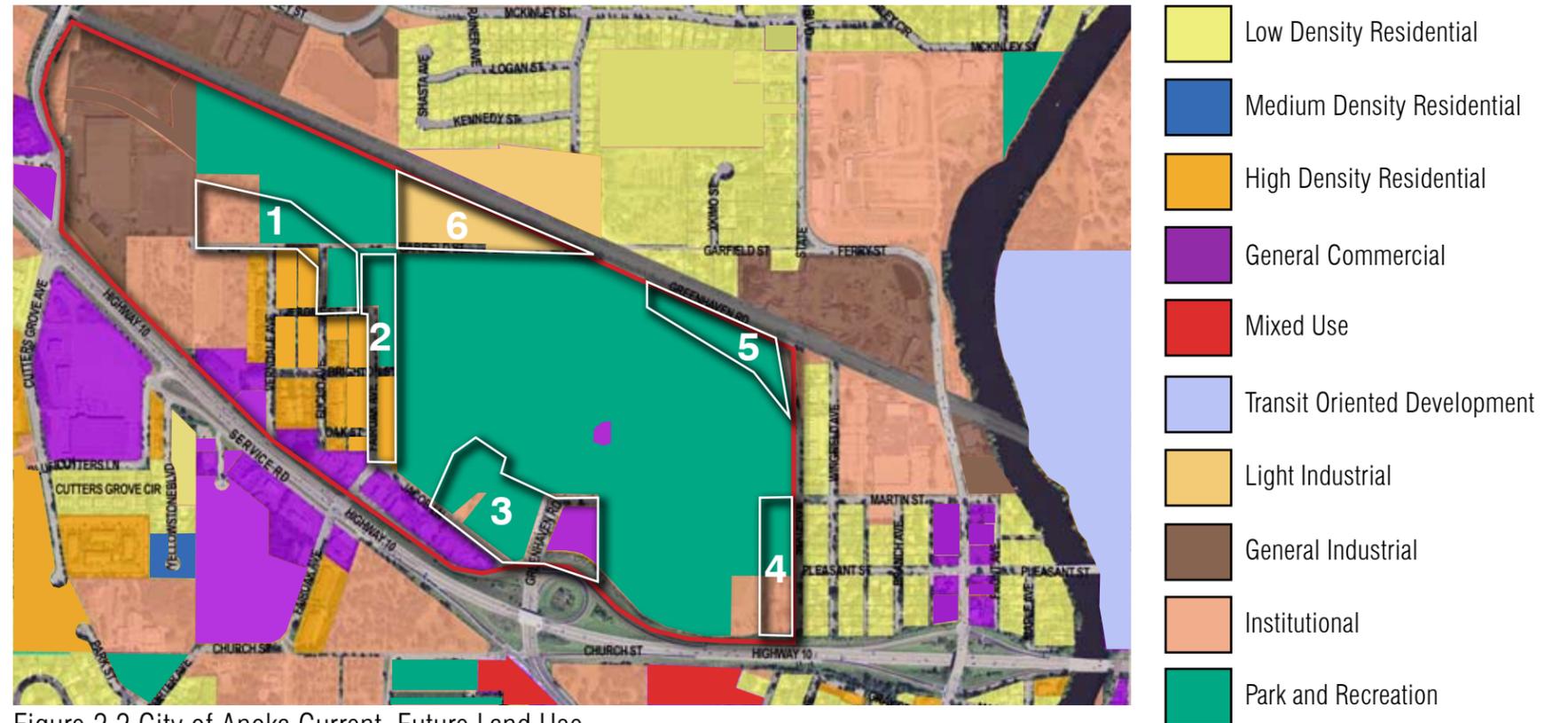


Figure 2.2 City of Anoka Current, Future Land Use

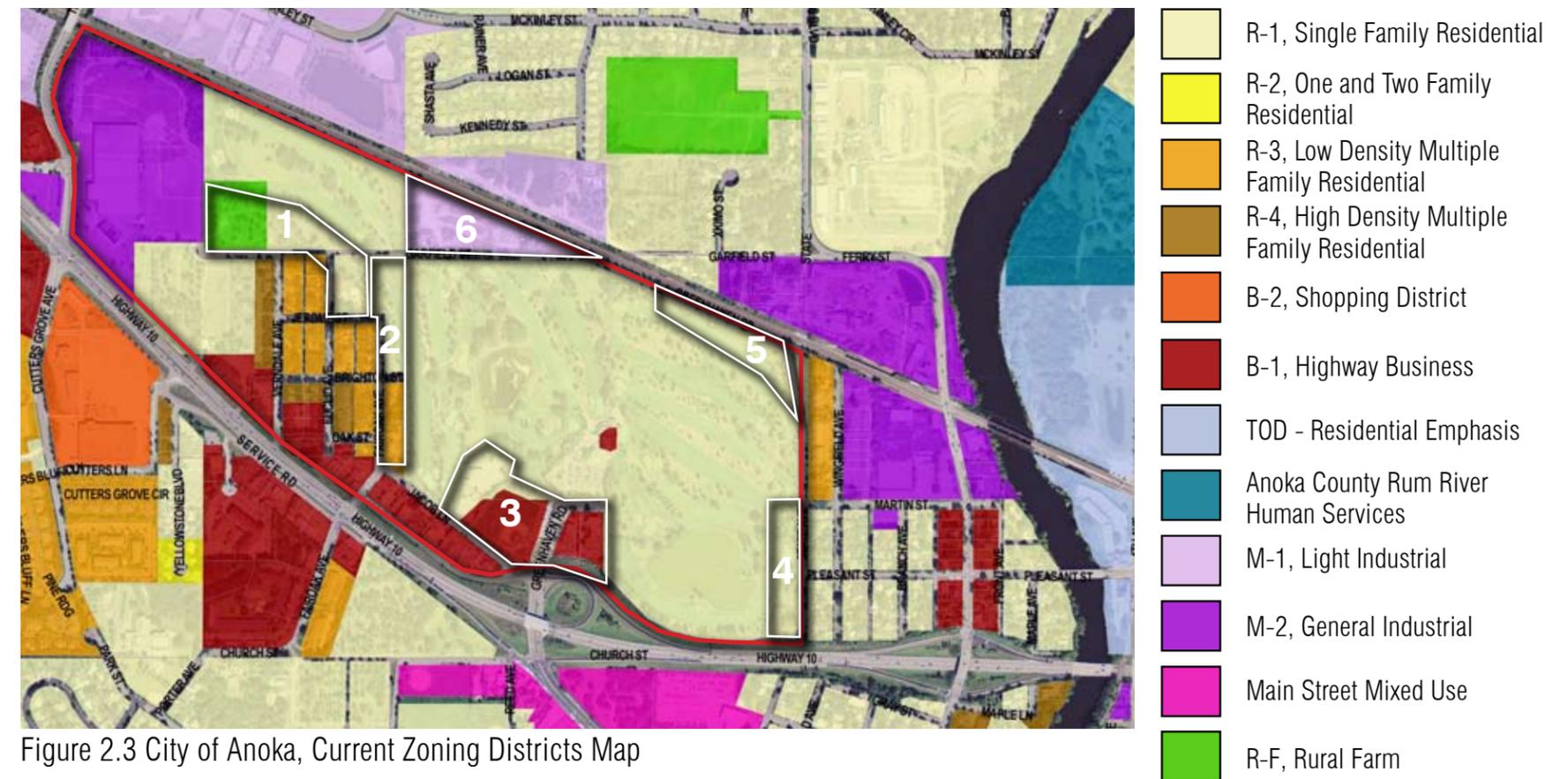


Figure 2.3 City of Anoka, Current Zoning Districts Map

- » M-2, General Industrial (27.12 acres)
- » B-1, Highway Business (18.38 acres)
- » R-F, Rural Farm (4.3 acres)

Parks, Open Space & Natural Systems (Figure 2.4)

Greenhaven Golf Course, roughly 127.5 acres, is the predominant open space feature in the study area. Split into two primary areas by Greenhaven Road & Garfield Street, the golf course is a par 71 with an overall length from the blue tees at 6,290 yards. The southern portion is the largest in land area with approximately 107.9 acres and contains all of the front nine and holes #10, #11, #12, #16, #17 & #18 of the back nine. The recently renovated clubhouse and banquet facility is also centrally located in this portion of the course and has a parking lot for approximately 234 cars. The area north of Garfield Street adjacent to the rail line is roughly 19.6 acres and contains the remaining three golf holes, #13, #14 and #15 on the back nine.

Highland Park (2.99 acres) is situated between the golf course and the residential housing within the neighborhood. A small portion of the park is improved with a half court basketball and a playground structure.

Castle Field (4 acres) is located at the intersection of Greenhaven Road and Jacob Lane and is the current home field for the Anoka High School, Legion, Bucks and ARAA baseball teams. The city is in active discussions with a local developer to purchase the land and develop a medical office use on the site. Castle Field is planned to be rebuilt on a site at the Anoka High School.

Calvary Cemetery (11.4 acres) is located just to the west of the Highland Park neighborhood. The cemetery is actively pursuing expansion space. Just to the south of the project area, adjacent to Highway 10, Oakwood Cemetery, Ward Park and Forest Hill Cemetery bookend the interchange at West Main Street.

East of the project area is the Rum River. A significant natural feature in the area with a series of natural amenities stretching to the north and south. Just off of the Rum River north of the study area lies the Anoka County Fairgrounds and Riverfront Park with a canoe launch and access to riverfront trails.

Additionally, scattered throughout the golf course and other City-owned properties are woodland remnants and vegetative buffers that help screen some of the views of the rail line and industrial uses. A modest tree canopy exists in the Highland Park and Slab Town neighborhoods, but many of the large sites such as ATK and Anoka-Hennepin Independent School District offices are less vegetated. Also, Greenhaven Golf Course suffered significant tree damage from a storm in 2006 and lost much of the older tree canopy. The golf course has undergone an extensive tree planting program in the past few years to begin the re-establishment of mature vegetation.



Figure 2.4 Parks, Open Space & Natural Systems



Greenhaven Golf Course, a par 71, 18-hole facility is the cornerstone of the Greens of Anoka area.



Highland Park is an existing 3-acre park adjacent to the golf course with a small play ground and basketball court. Portions of the park are undeveloped and could be transformed into housing.

Transportation Systems (Figure 2.5)

Roadways

Highway 10 is the primary transportation route through the community. Typically, heavy traffic congestion occurs on this stretch of road during the morning and evening rush hours. The signalized intersections at Fairoak Avenue and Thurston Avenue are two of only a handful of remaining controlled intersections on this portion of Highway 10. No signalized intersections exist between the West Main Street interchange and downtown Minneapolis.

Beyond Highway 10, the next level of significant roadways, or collector roads, in the study area include Thurston Avenue on the west, Ferry Street on the east and the recent renovation of West Main Street to the south. West Main Street provides a direct connection to downtown Anoka, and the recent upgrades to the roadway create an attractive and pedestrian-friendly streetscape.

Thurston Avenue is the primary connection from Highway 10 to the Anoka Enterprise Business Park due to the grade-separated crossing over the BNSF rail line. This is the predominant route for truck traffic. Ferry Street, or State Highway 47, provides the second rail line crossing just east of the study area. The crossing is currently an at-grade intersection. Commuter traffic in the evening along Ferry Street can stand still for multiple light sequences due to the signal timings related to the rail crossing. Ferry Street and the portion of Pleasant Street crossing the Rum River and connecting to the Northstar Station Area are the predominant traffic routes, but also complicate access into and out of the Slab Town neighborhood.

Today, a fairly non-direct roadway connection does exist through the golf course connecting the Slab Town and Highland Park neighborhoods. This meandering route follows State Avenue, then connects with Greenhaven Road along the railroad tracks, and finally ties into Garfield Street and the Highland Park neighborhood. These streets are in poor condition, lack curb and gutter and are not well lit. State Avenue also creates a double frontage for the townhomes on the eastern boundary of the golf course, as these units currently have vehicular access off Wingfield Avenue to the east. Additionally, many residents of the neighborhoods utilize what amounts to nothing more than a service drive across private property as a street connection around the ATK site to get from the Highland Park neighborhood and out to Thurston on the west.

In general, the conditions of the local street infrastructure in the Highland Park and Slab Town neighborhoods are in poor to sub-standard condition. Not all streets have curb and gutter, and some streets fail to drain after rain events. Many of these concerns were voiced by residents in the series of neighborhood meetings for the project.

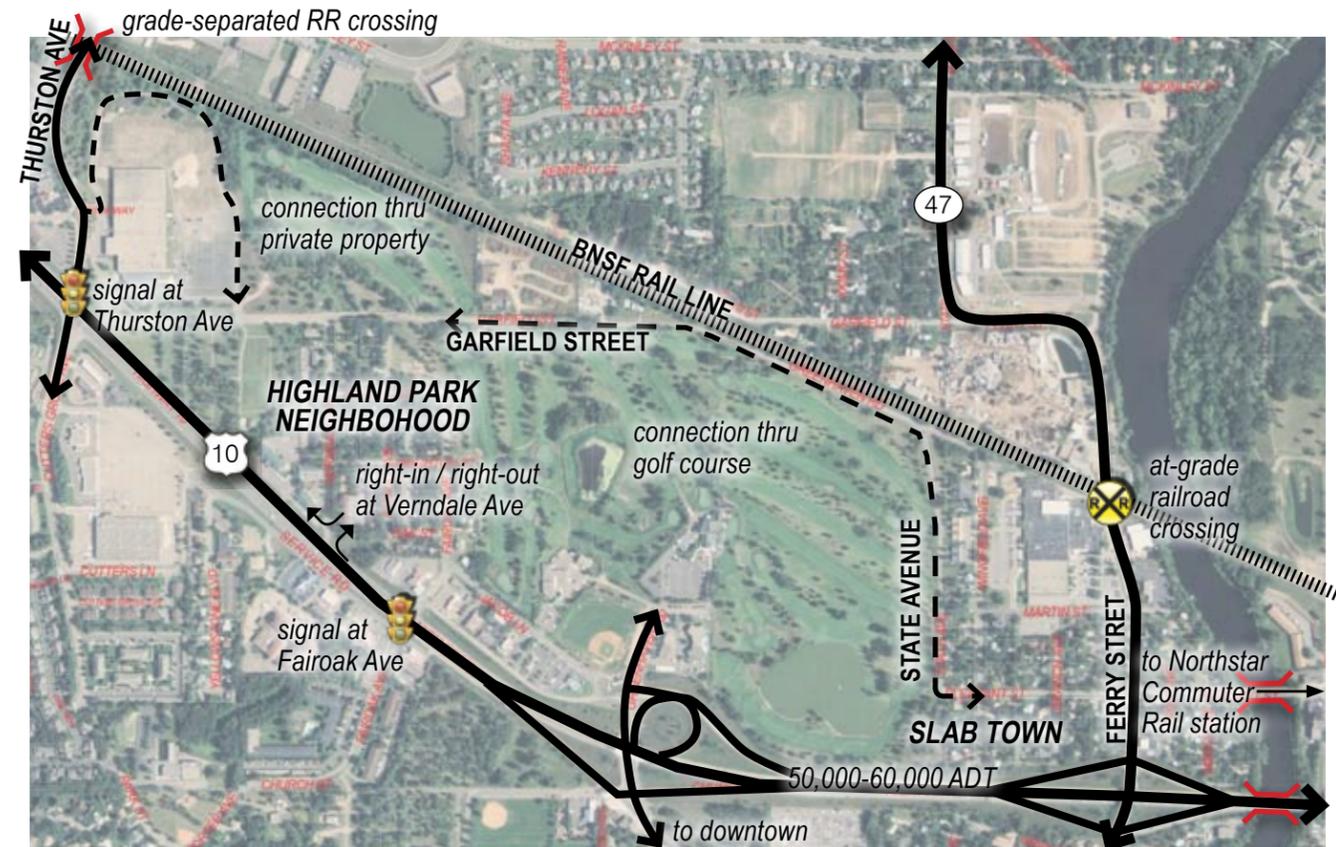
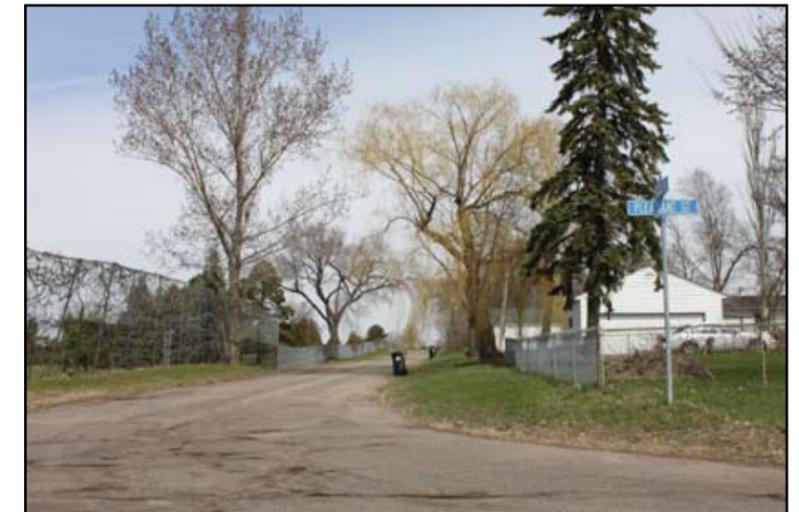


Figure 2.5 Transportation Map



Garfield Street & Greenhaven Road run along the rail line and bisect the golf course.



Streets within the Slab Town neighborhood lack sidewalks and curb and gutter in certain locations.

Trails

Currently, no significant trail or sidewalk facilities exist within the study area, and limited streets within the Highland Park and Slab Town neighborhoods possess sidewalks. However, with the recent upgrade to West Main Street from downtown to the southern boundary of the project area a new sidewalk was constructed on both sides of the street, which creates a pedestrian-friendly connection from the downtown area to the doorstep of the project area. Recreational trails exist along the Rum River and connect downtown with the County Fairgrounds and points north, but are not directly linked to the project area.

Rail Line

The existing BNSF rail line on the northern boundary of the study area is very active with approximately 35-50 trains per day, including freight rail and the Northstar Commuter Rail transit service currently operating from Big Lake to downtown Minneapolis. Portions of the rail line are screened from view, but the noise is prevalent throughout the study area.

The City is currently planning a “whistle-free” zone, beginning in the summer of 2012, with the BNSF railroad to allow the commuter and freight rail lines to reduce the speed of the trains moving through the area and to eliminate the need for the whistle as trains approach the Ferry Street crossing to the northeast of the study area. The City is also in discussions with MNDOT on a strategy to remedy the unnecessary times the crossing gates are brought down for oncoming train traffic during the evening commute time.



Recent improvements to West Main Street just south of the project area include an enhanced pedestrian realm with sidewalks connecting to Downtown Anoka, pedestrian scaled street lights and extensive landscaping.



The existing BNSF rail lines, on the northern boundary of the golf course, carry roughly 35-50 trains per day, including both freight trains and the Northstar Commuter trains.

3. Issues & Opportunities

At the initial set of meetings in the beginning of the planning process, the Task Force, Technical Advisory Team, HRA and Planning Commission were asked to provide their perspective on the Greens of Anoka study and identify key issues to be addressed as part of the project. In addition, participating residents and business owners were asked at Neighborhood Open House #1 to provide input for the consulting team on what they like and don't like, what works and what doesn't work, about their neighborhood. The planning team took this information and combined it with other stakeholder observations and developed a collection of issues and opportunities. The following represents a summary of the issues and opportunities for the Greens of Anoka; these are also illustrated in Figure 3.1.

Issues

Negative Impacts on Development in the Area

To some, the Highland Park neighborhood with abundant rental housing and property up-keep issues leads to the appearance of a tired, run-down neighborhood adjacent to the golf course. Some feel the neighborhood's character negatively impacts the image of Greenhaven Golf Course and can affect whether or not golfing patrons continue to play Greenhaven Golf Course, thus affecting revenue and longevity of the course.

In addition, there are some land use compatibility issues between existing industrial and residential uses, as well as planned residential adjacent to the golf course in the future, particularly along the rail line. Clearly visible from Greenhaven Golf Course, the Alter Metal Recycling facility across the tracks from Hole #7 has a negative impact on the housing in the area today with loud operating noises and towering piles of automobiles extending over the screening while waiting to be recycled. Within the study area, the industrial uses along the tracks create negative impacts on the neighborhood with truck traffic and extensive, unsightly contractor yards. Finally the rail line itself, with numerous freight and commuter trains running daily, can be heard throughout the study area, which should be considered when determining appropriate locations for future residential uses.

Greenhaven Golf Course Competitiveness

The City of Anoka's golf course manager and members of Greenhaven's Men's Club participated on the Task Force for this project and provided key feedback on the needs and desires for the future of Greenhaven Golf Course. Both groups felt maintaining a minimum of a par 70 (currently a par 71) is critical to keep Greenhaven competitive with other area courses. Maintaining a strong mix of holes, with a similar overall yardage length from the blue tees to what exists today is another strong desire, as well as providing ample



At Neighborhood Open House #1 held at City Hall in June of 2011, residents were asked to comment on what works and what doesn't work in their neighborhoods and what areas should the redevelopment planning effort focus on.



Bul-Doc crane operators are located immediately adjacent to Hole #13.



Alter Metal Recycling is an adjacent industrial business just north of the tracks near Hole #7.

room for the golf course, and not crowding the course with too much development along the edges. Additional parking near the clubhouse for banquets and events would also be beneficial. Finally, both groups wanted to find a way to bring a driving range / practice facility to Greenhaven. This desire was echoed by many at the first public meeting as one of the key elements lacking at Greenhaven Golf Course.

Transportation & Infrastructure Inadquacies / Deficiencies

Traffic and congestion were key issues discussed by residents of both the Highland Park and Slab Town neighborhoods. The signalized intersections at Fair oak and Thurston on Highway 10 create significant back-ups for evening commuters. This congestion forces traffic off of Highway 10 at West Main Street, where commuters take Jacob Lane behind the commercial businesses to Fair oak Avenue or Verndale Avenue where they jump back on Highway 10 to avoid backed up traffic. Others will meander through the Highland Park neighborhood and ultimately through the ATK site to reach Thurston Avenue. Providing a clear route for local traffic circulation off of Highway 10 while at the same time limiting impacts to the neighborhood will be a key aspect of the project.

Residents of the Slab Town neighborhood voiced concerns over traffic congestion and access to their neighborhood as well. The signalized intersection at Ferry Street and Pleasant Street does not provide a dedicated left turn signal for northbound traffic trying to access the neighborhood. Rather, the priority movement is from Pleasant street to northbound Ferry Street. It is often the case that the train activity keeps the crossing arms down for extended periods of time at the at-grade crossing on Ferry Street, forcing traffic delays.

An additional concern Slab Town residents identified was the lack of on-street parking in the neighborhood due in large part to events at the Anoka-Hennepin Independent School District offices. Residents also noted occasional truck traffic moving through the neighborhood, likely trying to avoid traffic congestion on Highway 10.

Many residents also commented on the general condition of the streets and sidewalks in the neighborhoods. Portions of the Slab Town neighborhood streets have poor pavement condition, and some have no curb and gutter, making these streets susceptible to stormwater flooding. The lower areas of Highland Park neighborhood also have trouble draining stormwater, and, as residents noted, sometimes water can stand for days.

Opportunities

Six Initial Sites for Investigation

Within the Request for Proposals for the Greens of Anoka project, the HRA identified six specific areas for detailed investigation of development potential around Greenhaven Golf Course.

Area #1 currently occupies the Connexus Energy communication tower, portions of Highland Park and an area of undeveloped land adjacent to hole #14. Some topography exists near the tower, and portions of the parkland in this area are developed with a basketball court and playground. With the removal of the tower, housing could be a viable option in this area. The site has adequate depth and a strong orientation to the golf course to attract residential development.

Area #2 stretches along Hole #16 on the western boundary of the golf course. Much of this area sits elevated compared to Hole #16 and could provide excellent views of the golf course. Portions of this area are currently developed with single-family homes along Fair oak Avenue, and the HRA has recently acquired one property from a willing seller.



Jacob Lane experiences heavy cut-thru traffic during the evening rush hours.



Garfield Street and Greenhaven Road, located adjacent to the rail line, bisect the golf course and residents have often seen cut-thru traffic speeding through this area.



The existing condition of streets in the Highland Park neighborhood.

Area #3 is located at the entrance to Greenhaven Golf Course and includes the Park and Recreation building and current maintenance facility for the golf course and Castle Field, both City-owned properties. Additionally, the Greenhaven Office Park building and apartment complex are located east of Greenhaven Road. This area has good visibility from Highway 10 and has the opportunity to create signature gateway development projects immediately adjacent to the golf course and clubhouse.

Area #4 is an undeveloped portion of the golf course along the eastern boundary, just north of Highway 10. This area is roughly 20'-30' higher than the adjacent Hole #4 and would also provide excellent views of the golf course and open water. However, the location is immediately north of Highway 10 and noise and headlights could be a factor for future housing.

Area #5 running along Greenhaven Road and Hole #7 is an undeveloped portion of the golf course as well. This location is more challenging for development due to isolation from nearby neighborhoods and the immediate proximity to the rail line and recycling facility. Additionally, this area falls down the slope toward the rail line, so the golf course is situated higher than the potential development.

Area #6 contains three parcels in a triangular shape between the golf course, rail line and Garfield Street. Two of the properties are light industrial uses with outside storage, and the remaining property is a single-family home. The proximity to the rail line and the isolation from the other neighborhoods may be a challenge to redevelop this area into housing, but this location could be utilized for golf course expansion or reconfiguration in the future.

Transportation & Infrastructure:

While traffic congestion along Highway 10 is an issue, this prominent roadway does provide tremendous visibility to the site. Balancing regional and local traffic is a key consideration for this project. Creating a more identifiable, controlled, neighborhood-scaled connection through the Highland Park neighborhood will alleviate uncontrolled traffic meandering through the neighborhood and private property. In recent years, the City has been investigating ways to more directly connect West Main Street with Thurston Avenue to provide a more direct local connection between downtown and the Anoka Enterprise Industrial Park. Additionally, an opportunity exists to create a stronger roadway connection to Northstar Commuter Rail Station through the project area to better link all of the significant assets in the surrounding vicinity to the Greens of Anoka.

Adjacent Assets to Leverage:

As discussed earlier in the Chapter 2, the Northstar Commuter Rail Station and subsequent Commuter Rail Transit Village, the Anoka Enterprise Industrial Park, and Historic Downtown Anoka are all significant assets for the Greens of Anoka. While the Greens of Anoka area may compete to some extent with Downtown and the Transit Village for potential housing opportunities, the proximity of these assets to the Greens of Anoka are a key selling points for development in the area.



Area #2 may have the potential for in-fill housing on currently undeveloped areas adjacent to Hole #15 and with the redevelopment of the nearby Connexus Energy communications tower.



Castle Field and the Parks and Recreation building located in Area #3 have redevelopment potential.



The eastern edges of Greenhaven Golf Course could present opportunities for residential in-fill development with modifications to the golf course.

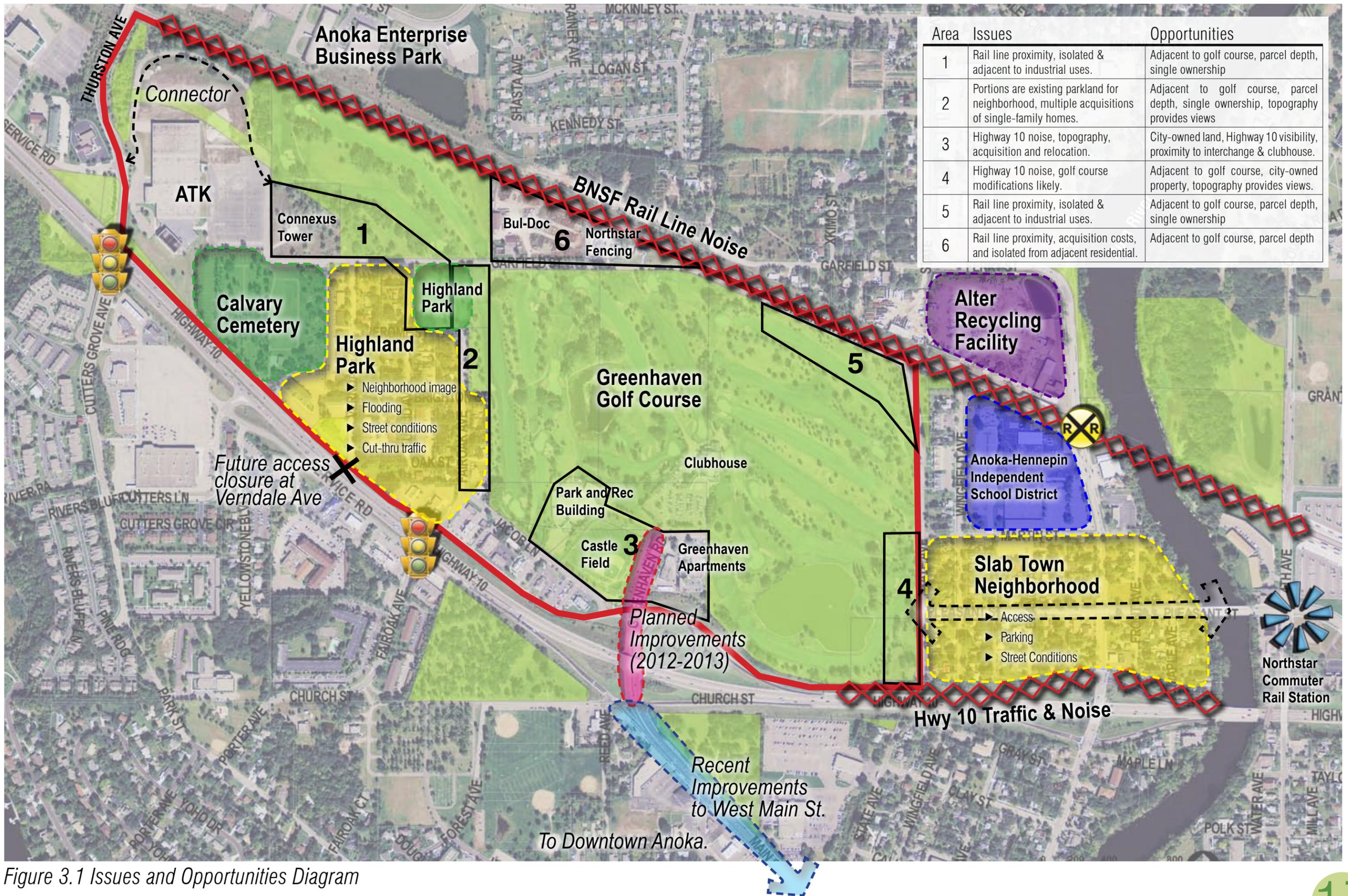


Figure 3.1 Issues and Opportunities Diagram

4. Market Outlook Summary

As a significant component to the redevelopment master planning effort, a market analysis was conducted to investigate the real estate market prospects within the Greens of Anoka area. Completed by W-ZHA Inc., the market analysis provided insight to prevailing conditions and trends in the marketplace, offered an indication of potential future improvements and identified potential catalysts for private and or public sector actions.

Summary Of Key Findings

The following discussion highlights the key findings of the market analysis:

Commercial development prospects are limited: In the short-term, as well as long-term future, the market will not likely support any substantial volume of retail or general office development in the Greens of Anoka study area. In regard to retail space, this finding is based on the large volume of nearby retail space in downtown Anoka, and in the nearby Riverdale Commons, Riverdale Crossings and Riverdale Village shopping centers, which contain a total of approximately 1.8 million square feet. In regard to general office space, this finding is based on the low profile of the region's office market, its employment outlook, and on its weak prevailing conditions.

Medical office prospect: In the short-term, a medical clinic (Riverway Clinic) comprising roughly 50,000 square feet may be developed on the current site of Castle Field. This development will add an upscale presence to the area, however, it is unlikely to serve as a catalyst to attract other such investments.

Housing potential: Over a long-term time frame, Anoka County will support demand for new residential construction, both in the City of Anoka as well as other locations. While the City offers prime residential development locations at the Commuter Rail Transit Village, as well as in its downtown riverfront areas, the Greens of Anoka's golf-related assets and other attributes may enable it to attract new market-rate development.

Senior Housing: Elderly age cohorts represent the fastest-growing age groups in the City of Anoka and Anoka County. This growth will fuel demand for various types of senior housing units over short-term as well as long-term time frames.

Selected Market Sector Analyses

The following represents an analysis of the types of development that will offer the most likely potential for development in the Greens of Anoka study area. Given the limitations in the commercial office and general retail / restaurant categories, this analysis has focused more closely on specific alternative niches that might

offer opportunities for development. Among these, the most promising involve health care, senior housing, and various types of multi-family residential development. Within the context of a coordinated development plan for the Greens of Anoka, the following residential and office-related niches offer potential for successful developments:

Medical Office Issues

Currently, a health care provider seeks to build an outpatient facility in the study area. Riverway Clinic would replace and upgrade an existing facility located downtown. This new facility would occupy a prominent location (the current Castle Field site) and constitute a positive investment for the area.

However, for the following reasons, it would not likely serve as a "catalyst" to stimulate significant additional developments in the Greenhaven Study Area:

- » *The local medical office market is well served from a geographic perspective, with medical office building concentrated near Mercy Hospital and at other locations along either Highway 10 or Coon Rapids Boulevard between Ramsey and Spring Lake Park.*
- » *The local market for health care does not appear to be underserved. Medical employment/capita ratios for the Anoka/Coon Rapids market indicate slightly higher existing levels of service than in the overall metropolitan area.*
- » *Interviews with medical building developers and brokers indicate that most medical practice specializations are available in the area. Mercy Hospital remains the dominant "anchor" location for medical providers in the area, and that an ample supply of vacant space close to Mercy Hospital is available.*

Senior Housing

Senior housing represents the strongest niche for short-term as well as long-term development in the Greens of Anoka. Elderly age cohorts represent the strongest growth segment within the County for 10- and 20-year time frames.

The market for independent living units is likely to support additional supply. According to general industry standards, this type of facility (which encompasses a wide range of project types, including condominiums and coops for 55+ and 62+ age groups as well as rental options with various levels of service), is likely to capture roughly 20 to 30 percent of the age- and income-eligible households in the general market area. Using Anoka County as the market area, current facilities capture only 12.8 percent of the eligible market.

Over the next five years, the age- and income-eligible market is expected to grow more quickly than supply;

even after an allowance for additional planned units that may be built, the projected penetration rate in 2015 would fall to 10.4 percent, well below recognized industry thresholds.

Other Multi-Family Niches

In addition to senior housing, other (non-age-restricted) residential niches will offer potential for profitable new (relatively upscale) development. This finding rests upon the following:

- » *While the senior age cohorts will be the fastest-growing cohorts in Anoka County, growth is projected among the higher-income portions of all – even declining -- age cohorts.*
- » *Over longer time frames, households-by-income projections are not available, but if the City and County can sustain employment growth and attract higher-end developments and investments to their other locations, ongoing growth among higher-income households is likely to continue.*
- » *Thus, in addition to senior households, targeted market segments may include empty nesters (age 55-64) as well as younger (age 35-44) householders seeking “move-up” homes. While the older, 65-74 age cohort will offer the greatest market depth, over a long-term (e.g. 20-year) time frame, residential market development opportunities will not be limited to senior markets.*

Other Planning-Related Market Findings

The following market-related issues will be relevant to planning concepts for the study area.

Golf Asset: In seeking to attract relatively high-end residential development, Greenhaven Golf Course provides the key asset. In order to achieve a golf-oriented development premium, proximity to the golf course is necessary but not sufficient. Rather, an overall reorientation will require improvements to the quality of the golf course, a development configuration that will maximize the number of sites with golf course frontage and views, and a development plan that will provide a unified, high-quality community image. More than actual participation in golf, studies generally conclude that, in privately developed golf course communities, the overall community’s design and orientation to an array of recreational or other amenities (in addition to the golf course)– can provide home price premiums within a general range of 20 to 25 percent.

Timing: In the short-term, there is very little potential for a development that can provide a true “catalyst” to stimulate additional developments. While senior housing and medical office developments may occur, these are not likely to generate substantial new development activity in the Study Area.

While short-term potential is limited, the potential to reconfigure properties as well as Greenhaven Golf Course can provide amenities sufficient to give the Greens of Anoka area an advantage in competing for desirable residential developments over a long-term (20-year) time frame.

Limited highway-oriented commercial development: While the market is not likely to support substantial

retail, office or lodging development, the study area’s location along Highway 10 will enable it to attract limited volumes of commercial uses. These uses should be concentrated near the interchange or signalized intersections. Commercial tenants are likely to include small businesses (typically occupying less than 5,000 square feet) such as fitness clubs, health care-related providers of medical, dental or vision care, coffee shops, quick-serve restaurants, and other such uses. Such uses may also occupy ground floors of multi-family residential buildings, given reasonably visible locations.

General volume of residential development: Given successful investments to maximize golf-oriented development potential, and applying the City’s prevailing shares of Anoka County, the Greens of Anoka could absorb the development of roughly 600 to 1,000 dwelling units over a twenty-year time frame.



Senior Housing



High Density Housing



Small Scale Commercial / Medical Office



Townhomes

5. Preliminary Concept Alternatives & Evaluation

Preliminary concept alternatives were developed in order to explore specific questions about the location, type, scale and intensity of development and corresponding improvements for Greenhaven Golf Course, as well as explore a range of transportation solutions for the area. These preliminary concepts were presented at Neighborhood Open House #2 on September 29, 2011. The following is an overview of each of the preliminary concept alternatives and a summary of the feedback received at Neighborhood Open House #2 in September, and ultimately follow-up meetings with HRA, Planning Commission, Task Force, and Technical Advisory Team which shaped the preferred Redevelopment Master Plan outlined in Chapter Six:

Concept 1 - Least Change

Concept 1 focuses on in-fill development on City-owned property along the perimeter of the golf course and select areas of redevelopment near the Greenhaven Clubhouse. The concept shows the least amount of redevelopment and identifies broader areas for reinvestment in residential and commercial properties in the Highland Park neighborhood. Minimal change would be anticipated for the golf course. The parkway connection would be made around the ATK property to the north, then connecting with Garfield Street and extending through portions of the existing Highland Park and tying into Fairoak Avenue. Residents voiced concern over the complete redevelopment of the park for housing, but did feel the locations for in-fill townhome development along the perimeter of the golf course made sense.

Concept 2 - Medium Change

Concept 2 explores a similar route for the parkway along Fairoak Avenue from Thurston to West Main Street, but with a slightly modified alignment, and corresponding in-fill housing on City-owned land along the golf course. Conversion of portions of the commercial areas to residential uses along Highway 10 would likely occur with changes in transportation patterns for Highway 10, such as the closure of the right-in / right-out access at Verndale Avenue.

More extensive areas of housing were explored on the golf course along an enhanced Garfield Street and Greenhaven Road. The roadway connection would serve as a parkway connection to Pleasant Street and ultimately across the Rum River to the Northstar Commuter Rail Station.

Residents in the Slab Town neighborhood expressed hesitation about the creation of a parkway along the railroad tracks and meandering through the neighborhood, as cut-through traffic and access into the neighborhood are already significant issues. Additionally, the residents and key stakeholders indicated

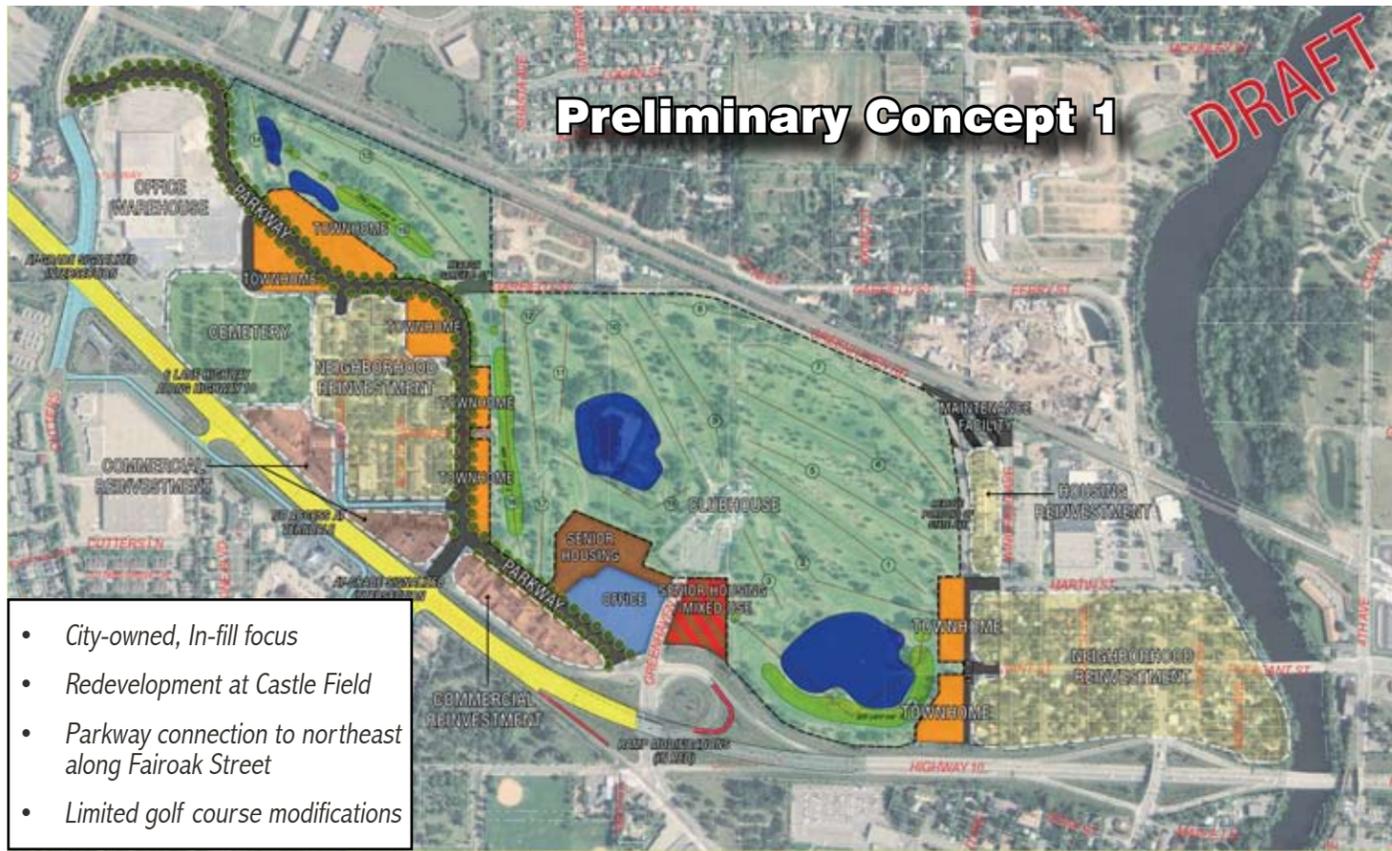
concerns over the marketability of housing in isolated areas adjacent to the rail line, despite having a strong golf orientation.

Concept 3 & 3.1 - Most Change

Concept 3 and Concept 3.1 explored the most significant redevelopment for the Greens of Anoka Area. The suggested redevelopment is the same in both concepts, however Concept 3.1 includes a driving range as a part of the golf course modifications. These concepts show the creation of a complete parkway route from Thurston Avenue through the study area extending east and connecting to the Northstar Commuter Rail Station via Pleasant Street. With the parkway in this location, the golf course is no longer bisected by roadways, a positive aspect from a golf course operations stand point.

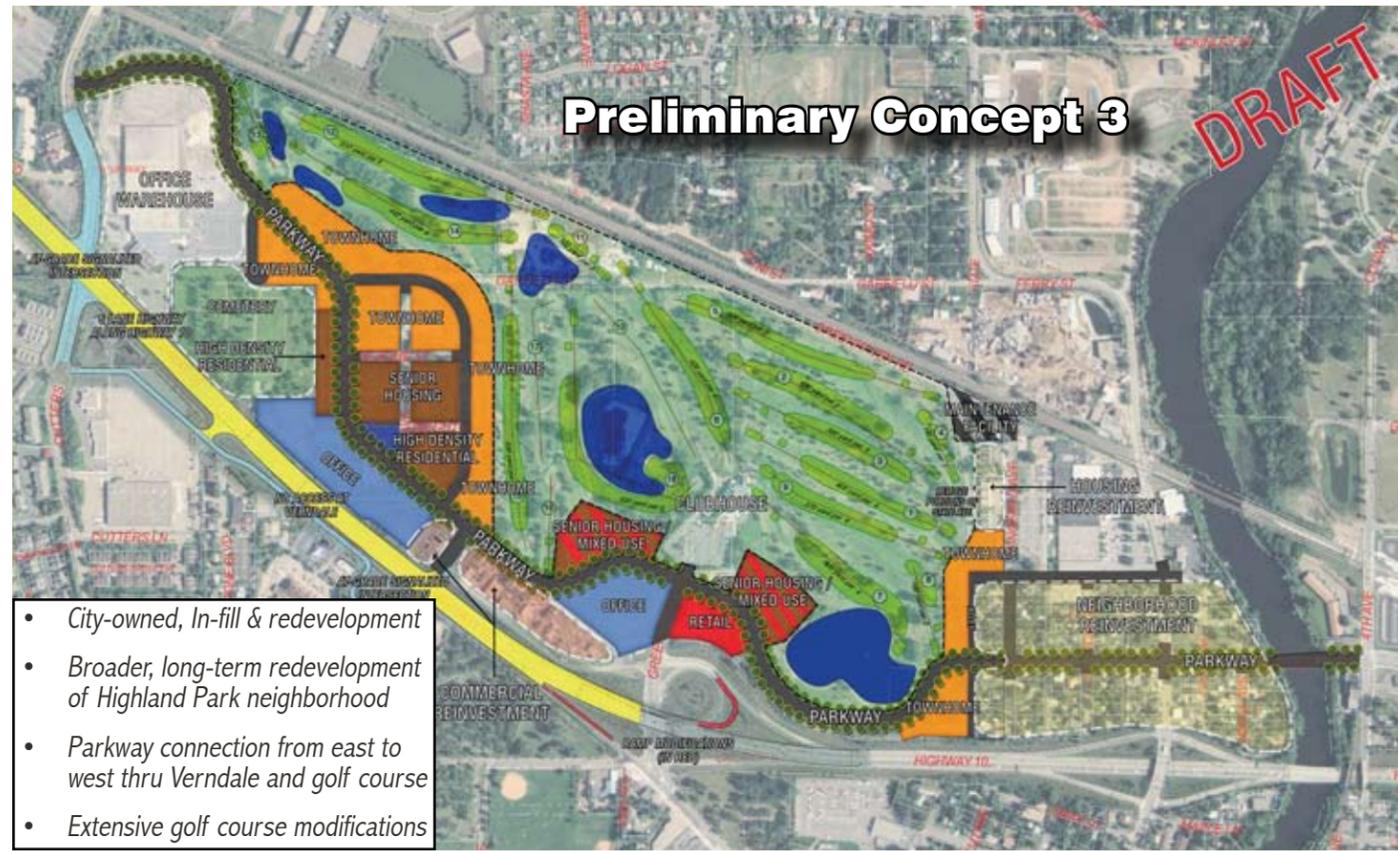
Redevelopment and housing in-fill is once again focused on the eastern and western edges of the golf course. With the reconfiguration of the golf holes near the clubhouse, expanded areas of redevelopment, potentially higher density or senior housing could occur. The parkway alignment through the Highland Park neighborhood would essentially follow Verndale Avenue and connect with an extended Jacob Lane. This alignment would allow for broader areas of high density housing and commercial / office redevelopment along the parkway.

Residents again voiced concern about what the impacts of an east/west parkway connection would mean for increased traffic through the Highland Park and Slab Town neighborhoods. Special consideration would need to be paid to the design of the parkway through these areas to slow traffic and not allow truck traffic through the neighborhoods. However, there were people in attendance at the open house who spoke favorably of this parkway alignment. Again, Highland Park residents echoed concerns over the loss of all of the parkland for development, and were concerned about the scale of the proposed townhomes, fearing the height of these proposed units would block all views to the golf course and change the small town feel of the neighborhood.



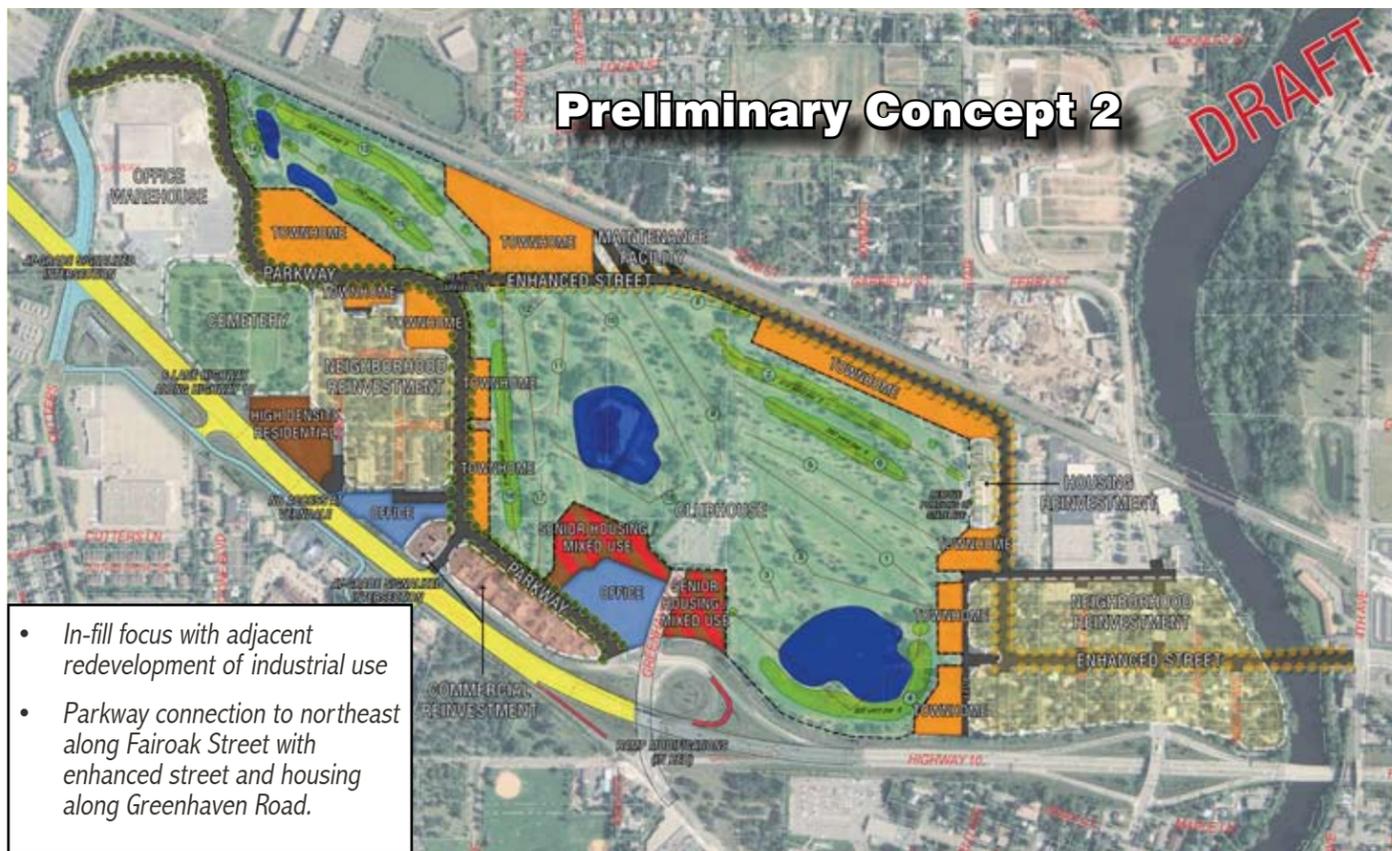
Preliminary Concept 1

- City-owned, In-fill focus
- Redevelopment at Castle Field
- Parkway connection to northeast along Fair oak Street
- Limited golf course modifications



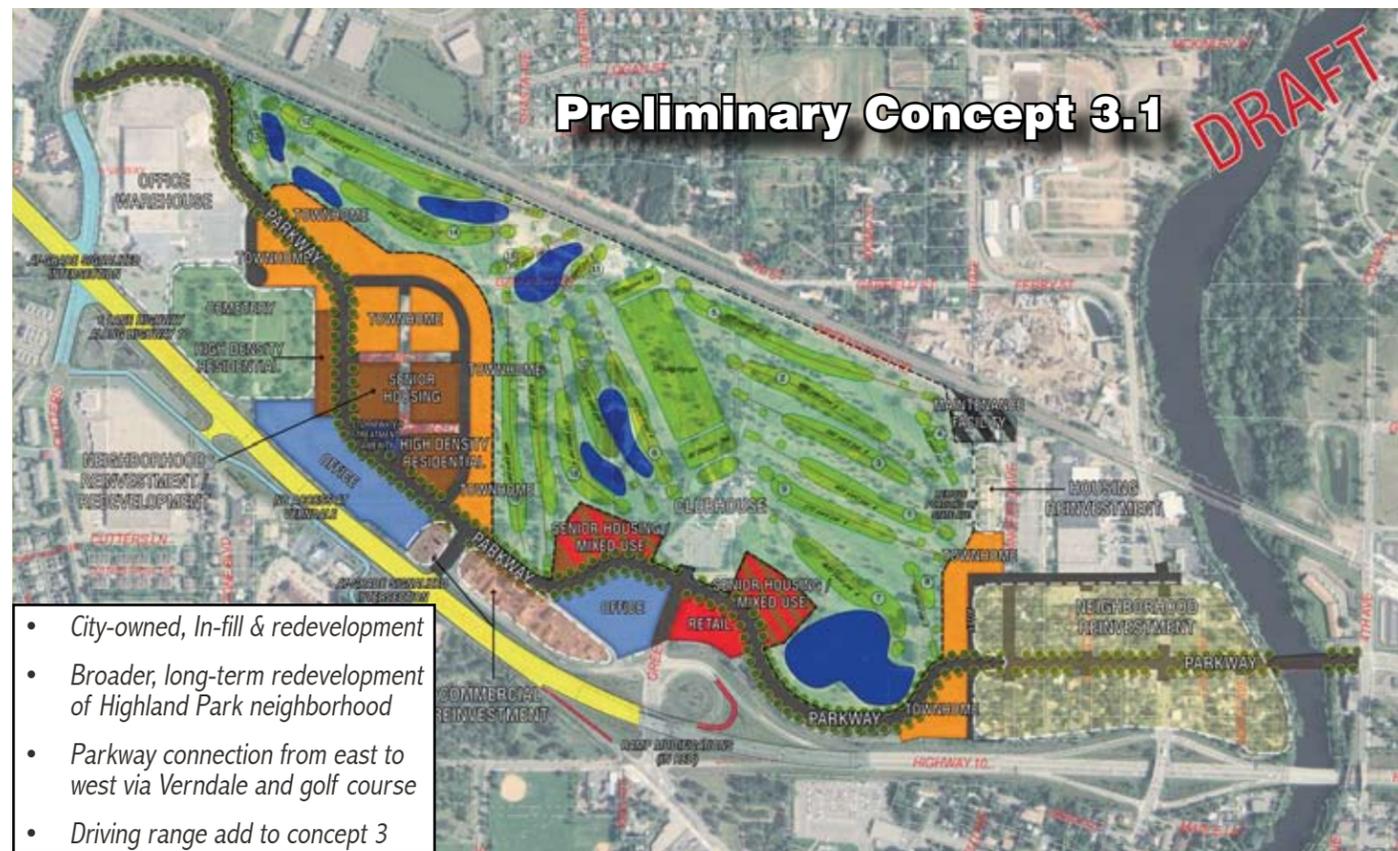
Preliminary Concept 3

- City-owned, In-fill & redevelopment
- Broader, long-term redevelopment of Highland Park neighborhood
- Parkway connection from east to west thru Verndale and golf course
- Extensive golf course modifications



Preliminary Concept 2

- In-fill focus with adjacent redevelopment of industrial use
- Parkway connection to northeast along Fair oak Street with enhanced street and housing along Greenhaven Road.



Preliminary Concept 3.1

- City-owned, In-fill & redevelopment
- Broader, long-term redevelopment of Highland Park neighborhood
- Parkway connection from east to west via Verndale and golf course
- Driving range add to concept 3

6. Redevelopment Master Plan & Phasing Strategy

Redevelopment Master Plan Overview

The following is the preferred redevelopment master plan and phasing strategy based on consolidated feedback from the public, City Council, Planning Commission, HRA, Task Force, and City Staff. While the Redevelopment Master Plan (Figure 6.1) represents an ultimate redevelopment vision for the Greens of Anoka, the story of the redevelopment vision is articulated within a series of Short-Term, Mid-Term and Long-Term Phasing Plans to illustrate the sequential steps toward incremental transformation of the area.

The initial stages of the redevelopment plan focus on in-fill of City-owned land for higher-end housing along the eastern and western edges of the golf course, as well as redevelopment of Castle Field and the Park and Recreation building sites to establish a positive momentum for change in the area. Redevelopment of other key locations, such as the Connexus Energy tower, occur in the mid-term phase and create the initial leg of important transportation linkages. The later phases of the redevelopment plan complete the transportation connections, improve the golf course with the addition of a driving range facility and capitalize on additional redevelopment areas adjacent to the new Parkway and Greenhaven Golf Course.

Chapter 6 describes the Short-Term, Mid-Term and Long-Term Phasing Plans and identifies a list of key projects or actions within each phase. This chapter also provides the general design intent for each of these projects and key design guidelines to be followed as housing and commercial development and redevelopment occur over time. As a part of this effort, the consultant team also worked closely with City Staff and the City's financial advisor Ehlers Inc. to better understand the financial framework of the redevelopment planning and phasing. Each of the phasing plans investigates the primary "sources" and "uses" of funds identified surrounding specific areas of acquisition, roadway improvements, golf course improvements and land sale proceeds. This funding information is provided in a brief summary for each of the phases.



Greenhaven Golf Course is the centerpiece for future investment in the Greens of Anoka area.



Redevelopment Master Plan - Figure 6.1

SHORT-TERM PHASE (Current-7 Years):

The short-term phase takes advantage of existing City-owned land immediately adjacent to the golf course on both the eastern and western boundary, and establishes a foundation for broader redevelopment potential in the subsequent phases. In-fill housing consisting of villas and townhomes with golf course views are the primary the components of this phase.

Redevelopment of the Castle Field site for the Riverway Clinic will occur in this phase and the redevelopment of the Park and Recreation Building into a high density / senior housing project on the golf course is also suggested within this phase. Additionally, traffic modifications should be addressed for the Ferry Street and Pleasant Street intersection to allow for better access into and out of the Slab Town neighborhood and increased safety for pedestrians crossing the intersection. Key elements of the Short-Term Phase are:

- » *Develop in-fill townhomes or villas along the west side of the golf course at Fairoak Avenue and Garfield Avenue on City-owned property;*
- » *Develop in-fill townhomes or villas on portions of the existing, undeveloped portions of Highland Park, while still maintaining the developed portions in an active park use;*
- » *Extend Fairoak Avenue to Garfield Street and re-align the intersection of Garfield Street and Fairoak Avenue;*
- » *Continue to acquire willing seller single-family properties in the half block near the recently acquired HRA property along the western edge of the golf course, and ultimately redevelop this half block area into townhomes or villas;*
- » *Develop in-fill townhomes or villas along the eastern edge of the golf course along State Avenue;*
- » *Close portions of State Avenue from Greenhaven Road to Martin Street;*
- » *Redevelop the City-owned Castle Field site into a medical office use (current Riverway Clinic proposal);*
- » *Redevelop the City-owned Park and Recreation Building and existing golf course maintenance facility site into senior housing;*
- » *Relocate and construct a new golf course maintenance facility in the northeast corner of the golf course near the rail line; and*
- » *Preserve future right-of-way for the long-term Parkway connection.*



Villas or small-lot single-family homes should be used for in-fill housing in Highland Park to complement and respect the existing surrounding single-family homes.



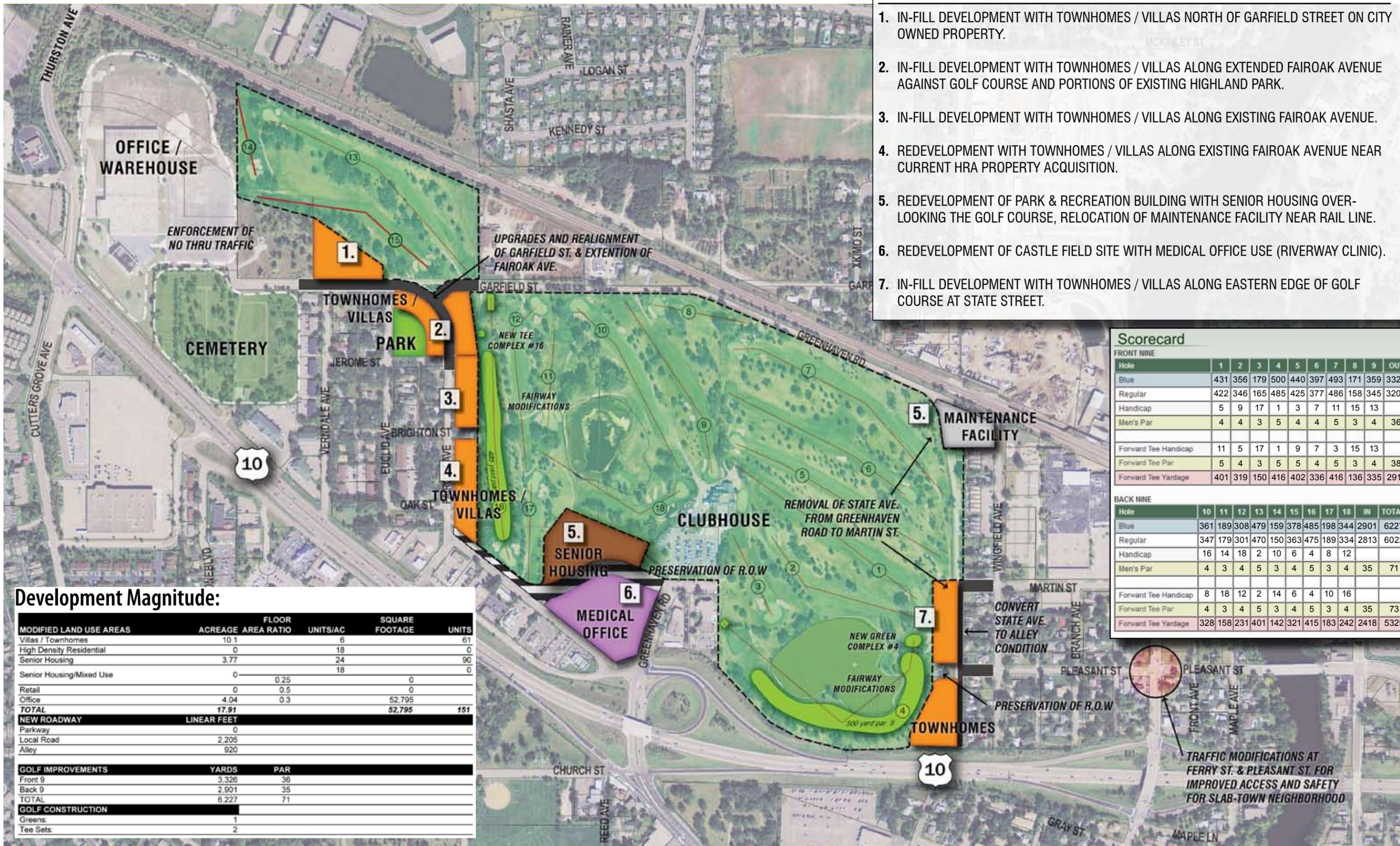
One-level twin homes or villas are appropriate housing types geared toward seniors. Located along Hole #16, these types of units match the scale of the neighborhood.



Twinhomes and townhome housing types along the perimeter of the golf course should have architectural interest with a mix of materials, roof lines and four-sided, quality architecture.

Sources and Uses Funding Summary - Short-Term Phase:

Key Elements	Sources of Funds	Uses of Funds
City-Owned Land Sale Proceeds	\$2,660,000	
Park Dedication Funds	\$25,000	
TIF Generation	\$5,358,879	
Necessary Acquisition Areas		(\$1,700,739)
Roadways & Infrastructure Improvements		(\$343,750)
Golf Course Modifications		(\$424,642)
Park Improvements		(\$25,000)
Totals:	\$8,043,879	(\$2,494,131)



- KEY PROJECTS:**
1. IN-FILL DEVELOPMENT WITH TOWNHOMES / VILLAS NORTH OF GARFIELD STREET ON CITY OWNED PROPERTY.
 2. IN-FILL DEVELOPMENT WITH TOWNHOMES / VILLAS ALONG EXTENDED FAIROAK AVENUE AGAINST GOLF COURSE AND PORTIONS OF EXISTING HIGHLAND PARK.
 3. IN-FILL DEVELOPMENT WITH TOWNHOMES / VILLAS ALONG EXISTING FAIROAK AVENUE.
 4. REDEVELOPMENT WITH TOWNHOMES / VILLAS ALONG EXISTING FAIROAK AVENUE NEAR CURRENT HRA PROPERTY ACQUISITION.
 5. REDEVELOPMENT OF PARK & RECREATION BUILDING WITH SENIOR HOUSING OVERLOOKING THE GOLF COURSE, RELOCATION OF MAINTENANCE FACILITY NEAR RAIL LINE.
 6. REDEVELOPMENT OF CASTLE FIELD SITE WITH MEDICAL OFFICE USE (RIVERWAY CLINIC).
 7. IN-FILL DEVELOPMENT WITH TOWNHOMES / VILLAS ALONG EASTERN EDGE OF GOLF COURSE AT STATE STREET.

Development Magnitude:

MODIFIED LAND USE AREAS	ACREAGE	FLOOR AREA RATIO	UNITS/AC	SQUARE FOOTAGE	UNITS
Villas / Townhomes	10.1		6		61
High Density Residential	0		18		0
Senior Housing	3.77		24		90
Senior Housing/Mixed Use	0	0.25	18	0	0
Retail	0	0.5		0	0
Office	4.04	0.3		52,795	
TOTAL	17.91			52,795	151
NEW ROADWAY	LINEAR FEET				
Parkway	0				
Local Road	2,205				
Alley	920				
GOLF IMPROVEMENTS	YARDS	PAR			
Front 9	3,326	36			
Back 9	2,901	35			
TOTAL	6,227	71			
GOLF CONSTRUCTION					
Greens	1				
Tee Sets	2				

Scorecard

FRONT NINE											
Hole	1	2	3	4	5	6	7	8	9	OUT	
Blue	431	356	179	500	440	397	493	171	359	3326	
Regular	422	346	165	485	425	377	486	158	345	3209	
Handicap	5	9	17	1	3	7	11	15	13		
Men's Par	4	4	3	5	4	4	5	3	4	36	
Forward Tee Handicap	11	5	17	1	9	7	3	15	13		
Forward Tee Par	5	4	3	5	5	4	5	3	4	38	
Forward Tee Yardage	401	319	150	416	402	336	416	136	335	2911	
BACK NINE											
Hole	10	11	12	13	14	15	16	17	18	IN	TOTAL
Blue	361	189	308	479	159	378	485	198	344	2901	6227
Regular	347	179	301	470	150	363	475	189	334	2813	6022
Handicap	16	14	18	2	10	6	4	8	12		
Men's Par	4	3	4	5	3	4	5	3	4	35	71
Forward Tee Handicap	8	18	12	2	14	6	4	10	16		
Forward Tee Par	4	3	4	5	3	4	5	3	4	35	73
Forward Tee Yardage	328	158	231	401	142	321	415	183	242	2418	5329

Short-Term Phasing Plan - Figure 6.2

Design Guidelines for Short-Term Projects:

In-Fill Housing Along Hole #15:

Housing adjacent to Connexus Energy Tower should have a strong orientation to the golf course and Garfield Street, and the pattern of development should be designed with future expansion to the west in mind.

In-Fill Housing Within Highland Park:

In-fill housing in the park should be smaller in scale with direct access off of the extended Fairoak Avenue. A new park edge should be identified with low fencing and landscaping to provide separation from the park and private backyards.

In-Fill & Redevelopment Along Hole #16:

In-fill housing should maintain the current lot depth of the single-family homes that exist today. Single-level twin homes are a logical housing type in this area because they fit the senior market, respect the scale of the existing single-family homes to the west and don't wall off the golf course from the neighborhood. These units also have the potential for walk-out or exposed basement units within the existing topography for increased square footage. Placement of trees and landscaping should be considered with design of the units and modifications to Hole #16 to minimize conflicts with errant shots.



The existing topography change from Fairoak Avenue down to Hole #16 could allow for walk-out or exposed basement units, an attractive option in the marketplace as shown in this simulation.



Townhomes should have a strong orientation to both golf course and Garfield Street with internalized parking and circulation.

Maintain existing playground equipment and basketball court.

New tee complexes for Hole #16 should be developed with landscaping and screening of new homes along the golf course.

Landscaping should be strategically placed to shield housing from errant shots, but still allow for broad views of the golf course.

Areas at the end of existing streets (Brighton & Jerome) should maintain visible sight lines to the golf course.

Senior housing should take full advantage of golf course views by lining the edge of the course with development.

Preserve right-of-way for future parkway alignment

Redevelopment of Castle Field and Parks & Recreation Building:

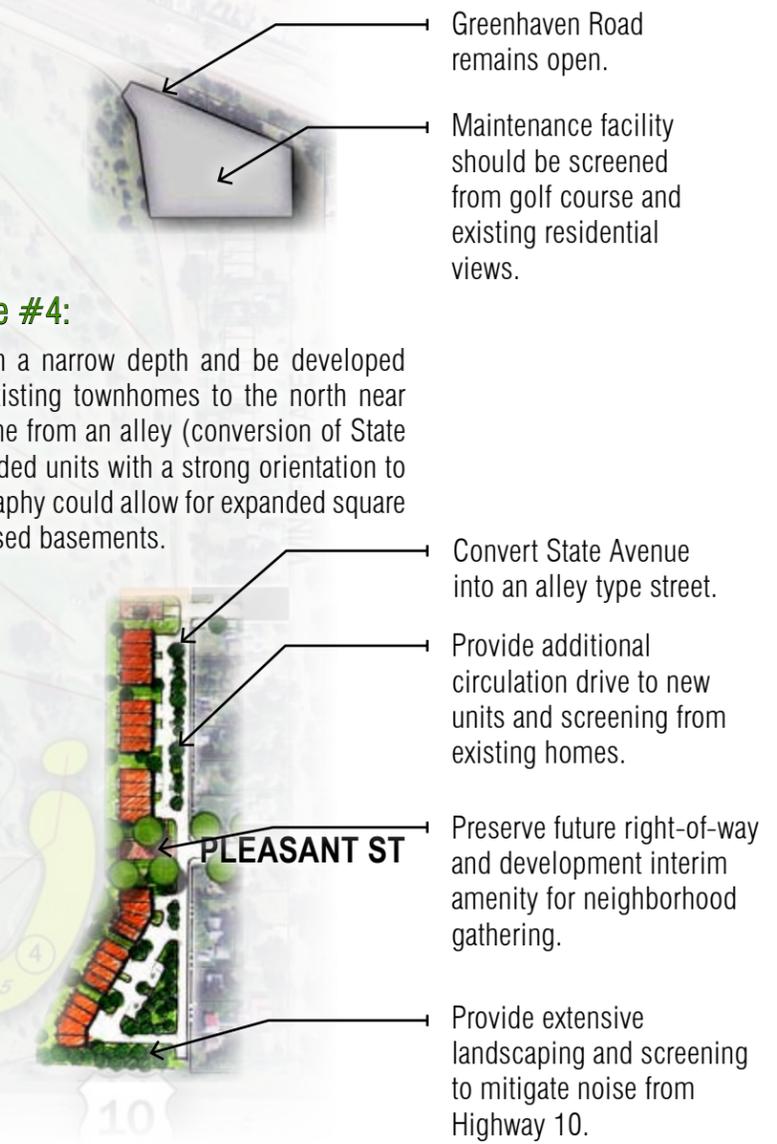
The integrated site planning for both of these projects is critical. Anticipating the alignment and elevation of the future Parkway with the proposal for the Riverway Clinic will be a very important step. It is anticipated that portions of the parking lot for both the clinic and the senior housing development would need to be modified in the future to accommodate the Parkway connection. As such, placement of the buildings on the site, establishing critical building elevations, and designing parking and vehicular access to minimize future alterations must be thought of for both locations regardless of timing of specific developments.



Housing near Hole #4 should be situated in the middle of the slope down to the pond to give ample room for the golf course and future Parkway extension, as shown in this simulation.

In-Fill Housing Along Hole #4:

Housing here should maintain a narrow depth and be developed in a similar manner to the existing townhomes to the north near Hole #7. Access should come from an alley (conversion of State Avenue) and allow for rear loaded units with a strong orientation to the golf course. Again, topography could allow for expanded square footage from walk-outs / exposed basements.



Greenhaven Road remains open.

Maintenance facility should be screened from golf course and existing residential views.

Convert State Avenue into an alley type street.

Provide additional circulation drive to new units and screening from existing homes.

Preserve future right-of-way and development interim amenity for neighborhood gathering.

Provide extensive landscaping and screening to mitigate noise from Highway 10.



Senior housing should provide strong pedestrian connections to Greenhaven Clubhouse and the future Parkway trail.



Senior housing should be designed to take advantage of golf course views, provide a central drop off and below grade parking and incorporate a centralized stormwater feature.



Medical office use should have timeless materials, an abundance of glass and pedestrian-scaled architectural elements.



Townhomes on the east side of the course should be rear-loaded and designed with a narrow depth to prevent encroachment on the golf course, thus the housing types should be more vertical in design.



Townhome units on the east side can be two to three stories in height and overlook natural amenities and Hole #4.

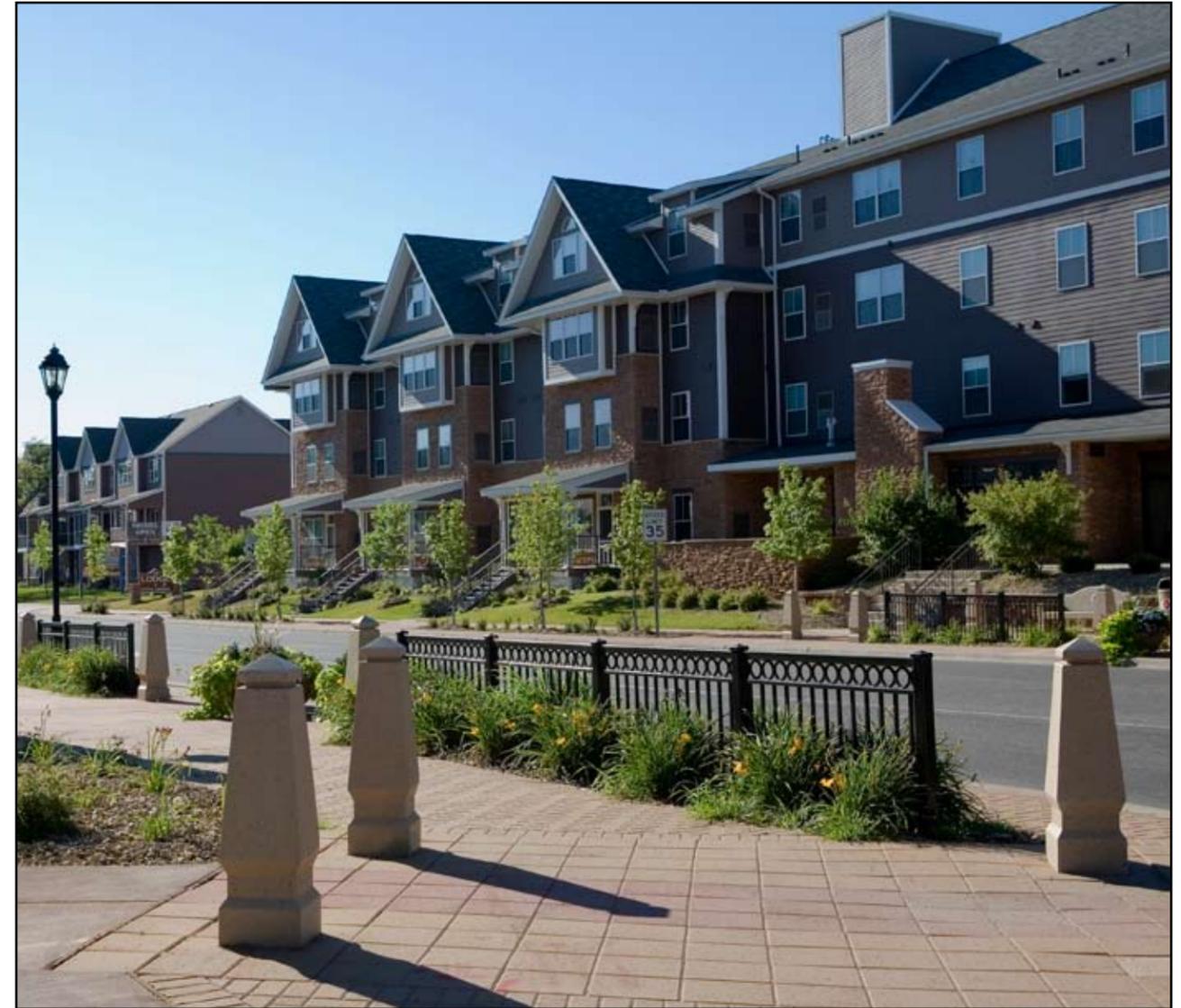
MID-TERM PHASE (7-15 Years):

In the mid-term, the construction of the initial Parkway leg west of the Highland Park neighborhood occurs from Garfield Street to Thurston Avenue. This roadway connection would coincide with the redevelopment of the Connexus Energy property and communication tower into additional housing focused on the golf course, and integrated with housing development from the Short-Term Phase. Corresponding modifications to golf holes in the northwest portion of the course (holes #13, #14 & #15) would also occur and include stormwater treatment areas for the roadway and development. Additionally, access to the cemetery would be reconfigured on the northern end and the remaining area south of the Parkway could allow for either additional housing or possible expansion for the Calvary Cemetery.

Near the Greenhaven Clubhouse, the redevelopment of the existing Greenhaven apartments and small office buildings could occur, creating an upgraded higher density, senior housing or mixed-use development. Similar to the short-term phase, right-of-way would be preserved as a part of redevelopment for the eventual connection of the Parkway to the east. North of the right-of-way preservation area, modifications could be made to reconfigure and expand the parking lot for the Greenhaven Golf Course Clubhouse.

At the eastern edge of the golf course, additional redevelopment could occur between the townhome in-fill development at State Avenue and the existing townhomes to the north along Wingfield Avenue, in the current location of three single-family homes. Key elements of the Mid-Term Phase are:

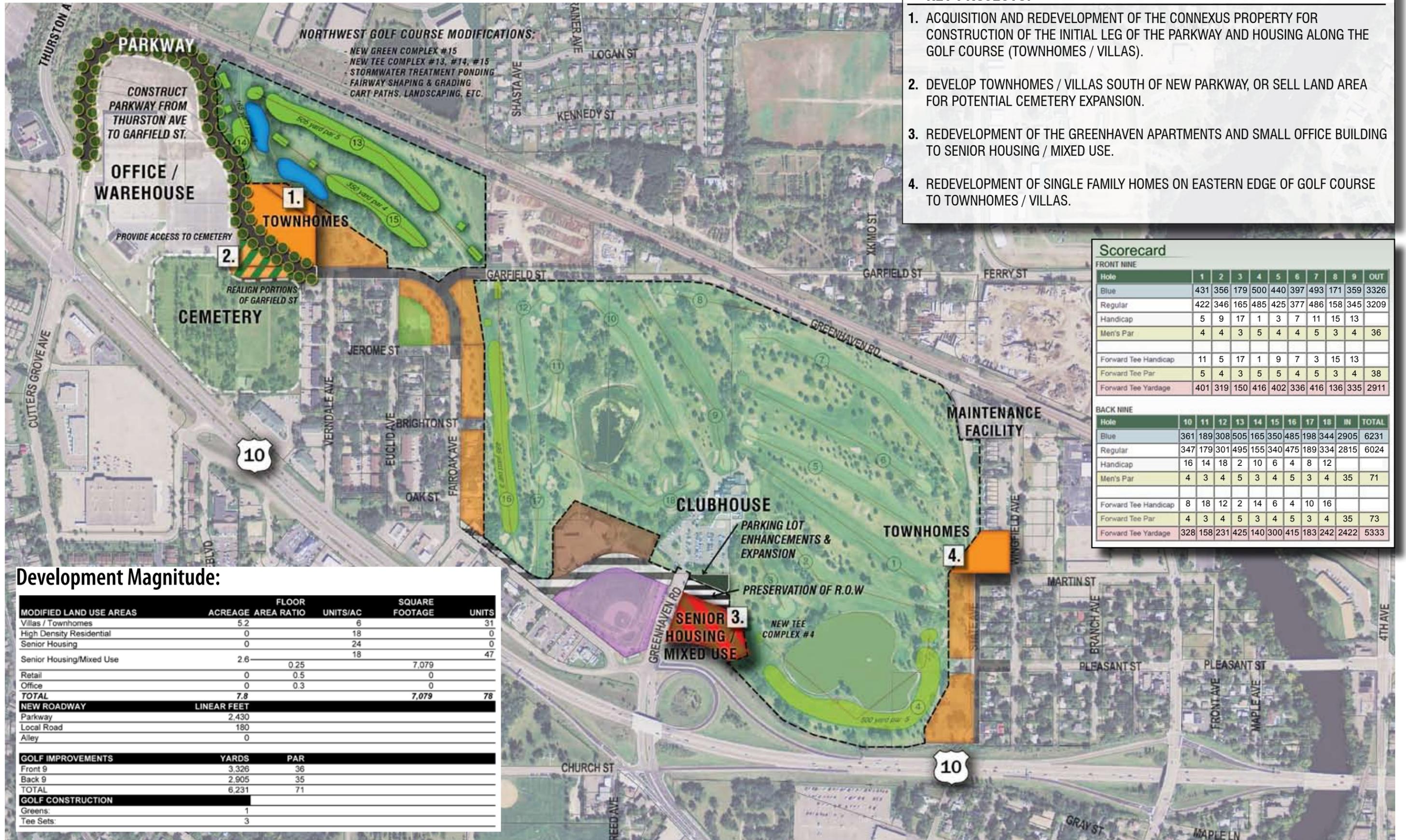
- » *Acquire and redevelop the Connexus property to facilitate the initial leg of the Parkway construction and to develop housing in form of townhomes or villas along the golf course and new Parkway;*
- » *Modify holes #13, #14, & #15 to accommodate roadway and housing redevelopment at the Connexus site;*
- » *Sell the remaining land south of the new Parkway extension for either expansion of the cemetery or housing development;*
- » *Redevelop the existing Greenhaven apartments and small office building into a higher density, senior housing, or mixed-use development project;*
- » *Preserve future right-of-way for the Parkway through the redevelopment of the Greenhaven apartments;*
- » *Reconfigure and expand parking for Greenhaven Golf Course; and*
- » *Redevelop single-family homes on the eastern edge of the Golf Course to higher density townhome or villa housing types.*



Mixed-use development with ground level retail, restaurant or services uses with high density residential or senior housing uses are envisioned to the east of Greenhaven Road near the golf course clubhouse.

Sources and Uses Funding Summary - Mid-Term Phase:

Key Elements	Sources of Funds	Uses of Funds
City-Owned Land Sale Proceeds	\$1,366,968	
Park Dedication Funds	\$0	
TIF Generation	\$371,690	
Necessary Acquisition Areas & Relocation		(\$6,308,734)
Roadways & Infrastructure Improvements		(\$682,060)
Golf Course Modifications		(\$747,606)
Park Improvements		(\$0)
Totals:	\$1,738,658	(\$7,738,400)



KEY PROJECTS:

1. ACQUISITION AND REDEVELOPMENT OF THE CONNEXUS PROPERTY FOR CONSTRUCTION OF THE INITIAL LEG OF THE PARKWAY AND HOUSING ALONG THE GOLF COURSE (TOWNHOMES / VILLAS).
2. DEVELOP TOWNHOMES / VILLAS SOUTH OF NEW PARKWAY, OR SELL LAND AREA FOR POTENTIAL CEMETERY EXPANSION.
3. REDEVELOPMENT OF THE GREENHAVEN APARTMENTS AND SMALL OFFICE BUILDING TO SENIOR HOUSING / MIXED USE.
4. REDEVELOPMENT OF SINGLE FAMILY HOMES ON EASTERN EDGE OF GOLF COURSE TO TOWNHOMES / VILLAS.

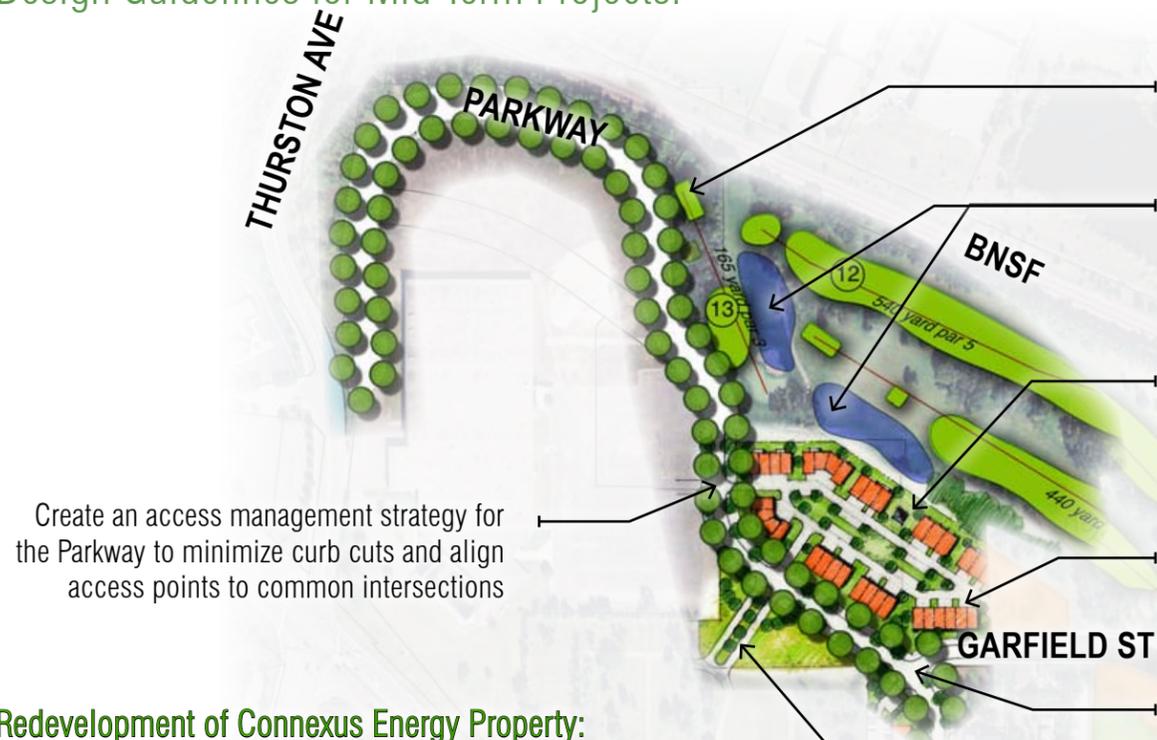
Scorecard											
FRONT NINE											
Hole	1	2	3	4	5	6	7	8	9	OUT	
Blue	431	356	179	500	440	397	493	171	359	3326	
Regular	422	346	165	485	425	377	486	158	345	3209	
Handicap	5	9	17	1	3	7	11	15	13		
Men's Par	4	4	3	5	4	4	5	3	4	36	
Forward Tee Handicap	11	5	17	1	9	7	3	15	13		
Forward Tee Par	5	4	3	5	5	4	5	3	4	38	
Forward Tee Yardage	401	319	150	416	402	336	416	136	335	2911	
BACK NINE											
Hole	10	11	12	13	14	15	16	17	18	IN	TOTAL
Blue	361	189	308	505	165	350	485	198	344	2905	6231
Regular	347	179	301	495	155	340	475	189	334	2815	6024
Handicap	16	14	18	2	10	6	4	8	12		
Men's Par	4	3	4	5	3	4	5	3	4	35	71
Forward Tee Handicap	8	18	12	2	14	6	4	10	16		
Forward Tee Par	4	3	4	5	3	4	5	3	4	35	73
Forward Tee Yardage	328	158	231	425	140	300	415	183	242	2422	5333

Development Magnitude:

MODIFIED LAND USE AREAS	ACREAGE	FLOOR AREA RATIO	UNITS/AC	SQUARE FOOTAGE	UNITS
Villas / Townhomes	5.2		6		31
High Density Residential	0		18		0
Senior Housing	0		24		0
Senior Housing/Mixed Use	2.6		18		47
Retail	0	0.25		7,079	
Office	0	0.5		0	
TOTAL	7.8	0.3		7,079	78
NEW ROADWAY	LINEAR FEET				
Parkway	2,430				
Local Road	180				
Alley	0				
GOLF IMPROVEMENTS	YARDS	PAR			
Front 9	3,326	36			
Back 9	2,905	35			
TOTAL	6,231	71			
GOLF CONSTRUCTION					
Greens:	1				
Tee Sets:	3				

Mid-Term Phasing Plan - Figure 6.3

Design Guidelines for Mid-Term Projects:



- Extend the golf course onto City-owned property to the west.
- Integrate stormwater treatment for development and roadway extension into redesign of golf course.
- Provide areas of common open space within the development with pavilions, gardens and small gathering areas.
- Connect with development area from Short-Term.
- Reconfigure Garfield Street to intersect with Parkway as the direct route.
- Develop an enhanced entry to Cavalry Cemetery off of the newly extended Parkway.

Create an access management strategy for the Parkway to minimize curb cuts and align access points to common intersections

Redevelopment of Connexus Energy Property:

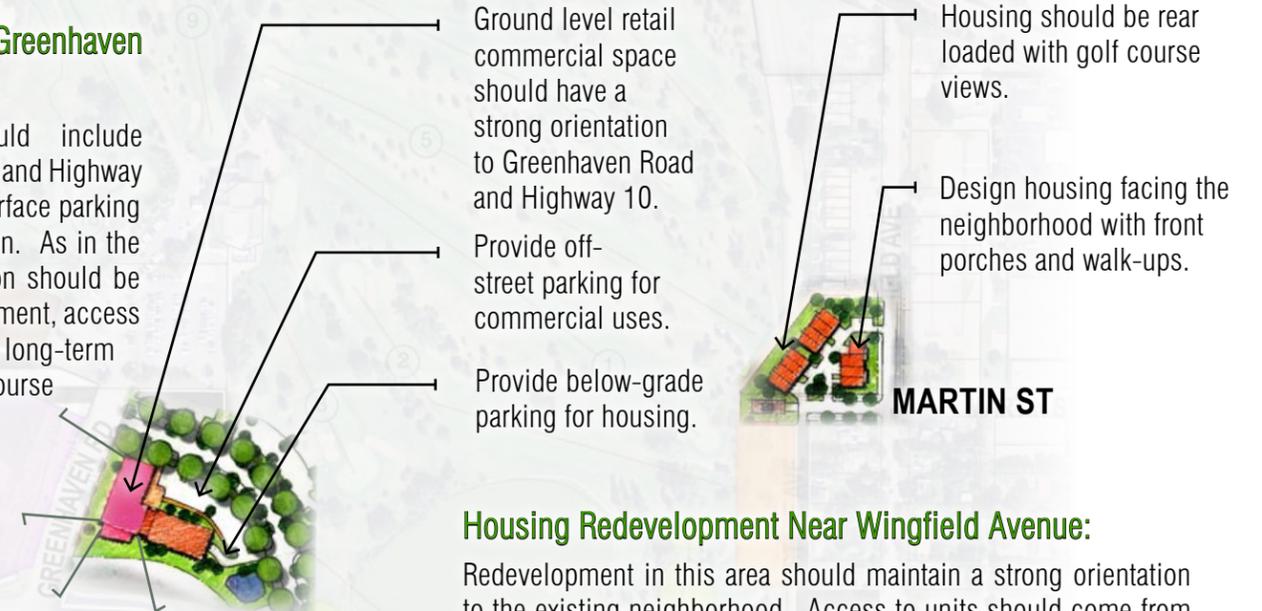
Housing adjacent to Connexus Energy Tower should have a strong orientation to the golf course and Garfield Street, and the pattern of development should be designed with future expansion to the west in mind. Development should front both on the golf course and the Parkway with internal circulation and access to units.



Mixed-use development near Greenhaven Road could include outdoor cafe space adjacent to ground level restaurants along the Parkway.

Mixed-Use Redevelopment at the Greenhaven Apartments / Office Buildings:

Redevelopment in this area should include commercial uses near Greenhaven Road and Highway 10 for maximum visibility and locate surface parking adjacent to the future Parkway expansion. As in the Short-Term Phase, special consideration should be paid to access locations for the development, access for the Greenhaven Clubhouse, and the long-term redevelopment planned for the golf course in future phases to ensure continuity between all projects.



Housing Redevelopment Near Wingfield Avenue:

Redevelopment in this area should maintain a strong orientation to the existing neighborhood. Access to units should come from the rear and units facing the neighborhood should have a front porch or walk-up character. Housing on the golf course should be similar to existing and Short-Term in-fill development.



Housing developed on the Connexus site should have a strong orientation to amenities, both the golf course and the newly created Parkway.



Mixed-use development near Greenhaven Clubhouse should focus ground level retail along an enhanced Greenhaven Road maximizing visibility from Highway 10 and allowing off-street parking to occur behind the building.



Housing should be designed with private yard spaces for residents.



Housing along Wingfield Street should compliment the character of the existing neighborhood with walk ups and rear-load unit design.



High density housing, either apartments or condominiums, should be 3-4 stories in height with parking below the building. Architecturally, the buildings should have varied colors, textures and materials, as well as provide outdoor spaces such as decks or patios.



Townhomes should provide a strong pedestrian environment, both in the front of the unit and along the golf course and link public and private amenity areas together.



Two-story design with front porches should be utilized with townhome development adjacent to the Slab Town neighborhood.

LONG-TERM PHASES (15+ Years):

The long-term phasing plans, differentiated into “A” and “B” plans, illustrate the ultimate redevelopment plan for the Greens of Anoka. The most significant element in the long-term is the extension of the Parkway through the Highland Park neighborhood and across the southern portion of the golf course near existing Hole #4 and connecting through the Slab Town Neighborhood along Pleasant Street and, ultimately, to the Northstar Commuter Rail Station east of the Rum River.

Significant changes to the golf course are a part of this phase, but can be broken into incremental projects as well. The development of a driving range will trigger modifications to holes on the back nine and the extension of the Parkway from the clubhouse to Pleasant Street will require rerouting of the holes on the front nine.

Long-Term ‘A’ Phase

The long-term ‘A’ phase illustrates two options for how the Parkway could be extended from Garfield Street through the Highland Park neighborhood to West Main Street near the entrance to Greenhaven Golf Course. The “Oak Street Alignment” route minimizes property acquisition needed for the Parkway connection. Only four properties, two of which are vacant, are required for acquisition to facilitate the roadway connection. However, there is limited redevelopment potential on the remaining property acquired due to narrow parcel depth and configuration. Any redevelopment associated with this alignment is intended to be primarily driven by private developers.

The long-term ‘A’ plan with the “Jacob Lane Alignment” extends Jacob Lane to the northwest on a continuation of its current alignment. This roadway alignment requires more significant areas of acquisition to accommodate the proposed roadway, but the remaining land area of the acquired properties has the ability to create more substantial areas of redevelopment. In this scenario, higher density housing and townhomes would line the north side of the new Parkway. To the south, a broader area of new commercial development, roughly three acres, would exist between Highway 10 and the new parkway extension.

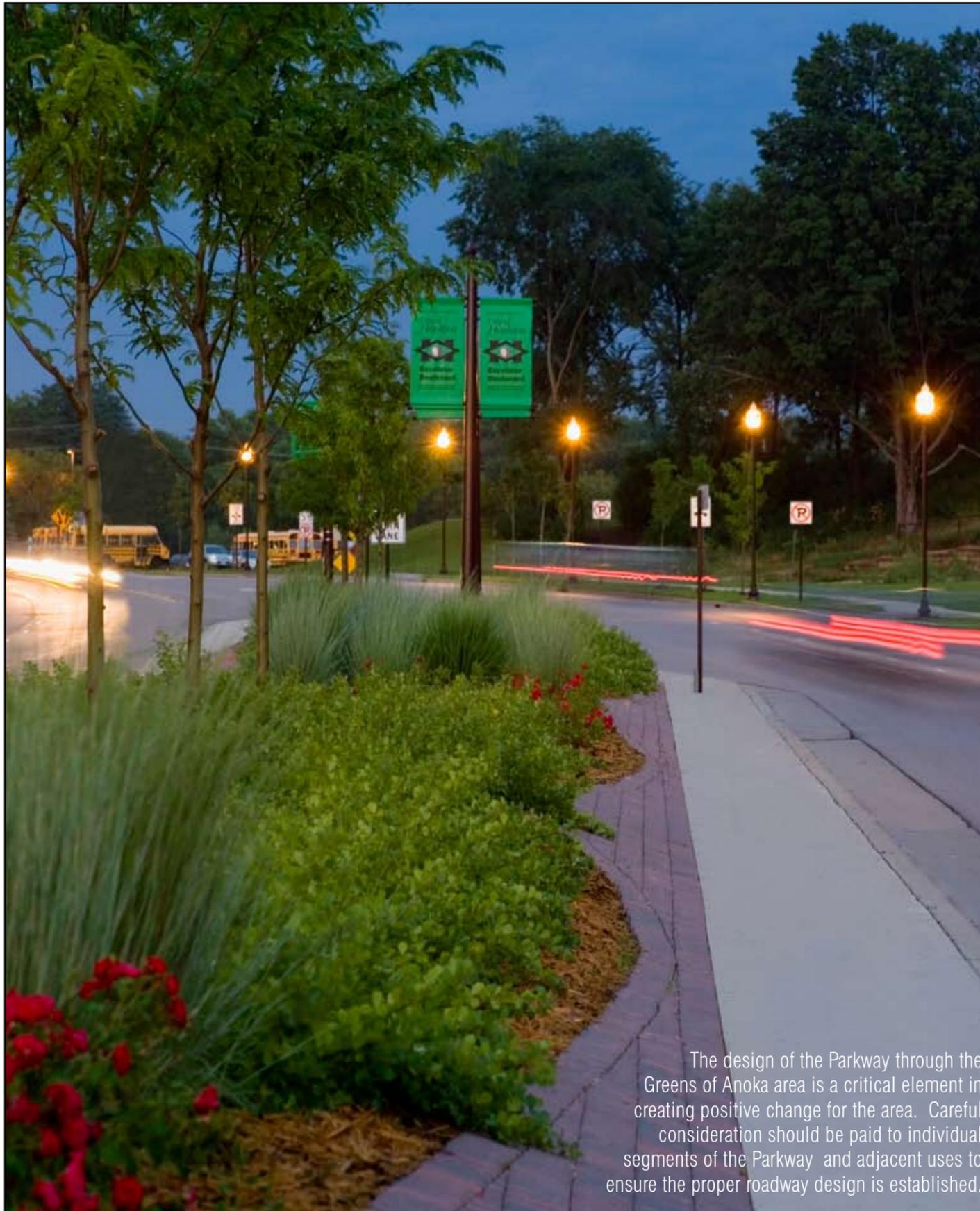
Independent of the Parkway connection, this phase also illustrates an opportunity to reconfigure portions of the back nine to include a driving range facility. However, additional acquisition of the two industrial properties and one remaining single-family home adjacent to the rail line would need to be completed to provide the space needed for rerouting of the golf holes and construction of the driving range. The golf holes and range would be designed and routed to maintain the Greenhaven Road / Garfield Street connection through the golf course.

Key elements of the Long-Term ‘A’ Phase are as follows:

- » *Acquire properties within the Highland Park neighborhood to facilitate the Parkway connection from Verndale Avenue to Jacob Lane on either the Oak Street Alignment or Jacob Lane Alignment;*
- » *Extend the Parkway south along Verndale Avenue and connect to Jacob Lane near Fairoak Avenue;*
- » *Redevelop the properties to the west of the Parkway into townhomes / high density housing;*
- » *Redevelop the remaining land from acquisition for the parkway into townhomes or high density housing where feasible;*
- » *Improve existing Jacob Lane to the Parkway section and extend the Parkway through the preserved right-of-way between the Riverway Clinic and senior housing to Greenhaven Road at the entrance to Greenhaven Golf Course;*
- » *Acquire the two industrial properties and single-family residence along rail line to accommodate a driving range facility and subsequent back nine golf hole modifications;*
- » *Reconstruct holes #9, #10, #11, #12, #14, #15, #17, and #18 to accommodate the driving range;*
- » *Maintain the current Garfield Street / Greenhaven Road connection through the golf course; and*
- » *Redevelop portions of the golf course in the vicinity of #14 green into townhomes.*

Sources and Uses Funding Summary - Long-Term ‘A’ Phase:

Key Elements	Sources of Funds (Oak Street Alignment)	Uses of Funds (Oak Street Alignment)	Sources of Funds (Jacob Lane Alignment)	Uses of Funds (Jacob Lane Alignment)
City-Owned Land Sale Proceeds	\$1,150,000		\$2,969,226	
Grants	Unknown		Unknown	
TIF Generation	Unknown		Unknown	
Necessary Acquisition Areas & Relocation		(\$8,880,761)		(\$17,630,516)
Roadways & Infrastructure Improvements		(\$940,250)		(\$940,400)
Golf Course Modifications		(\$2,972,626)		(\$2,972,626)
Park Improvements		(\$0)		(\$0)
Totals:	\$1,150,000	(\$12,793,637)	\$2,969,226	(\$21,543,542)



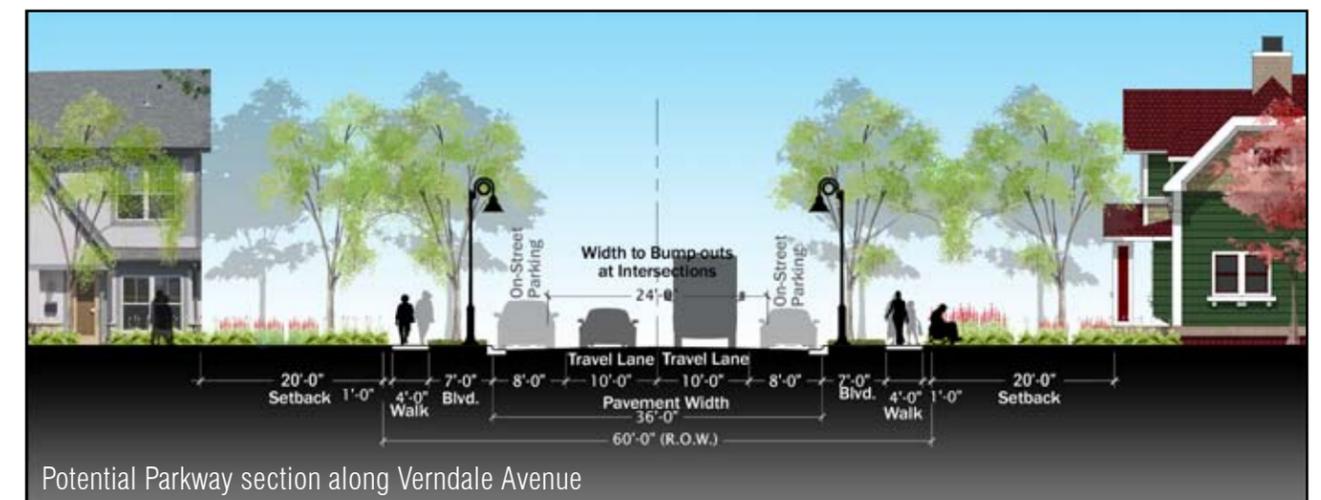
The design of the Parkway through the Greens of Anoka area is a critical element in creating positive change for the area. Careful consideration should be paid to individual segments of the Parkway and adjacent uses to ensure the proper roadway design is established.

Parkway Financial Analysis for the Long-Term 'A' Phase:

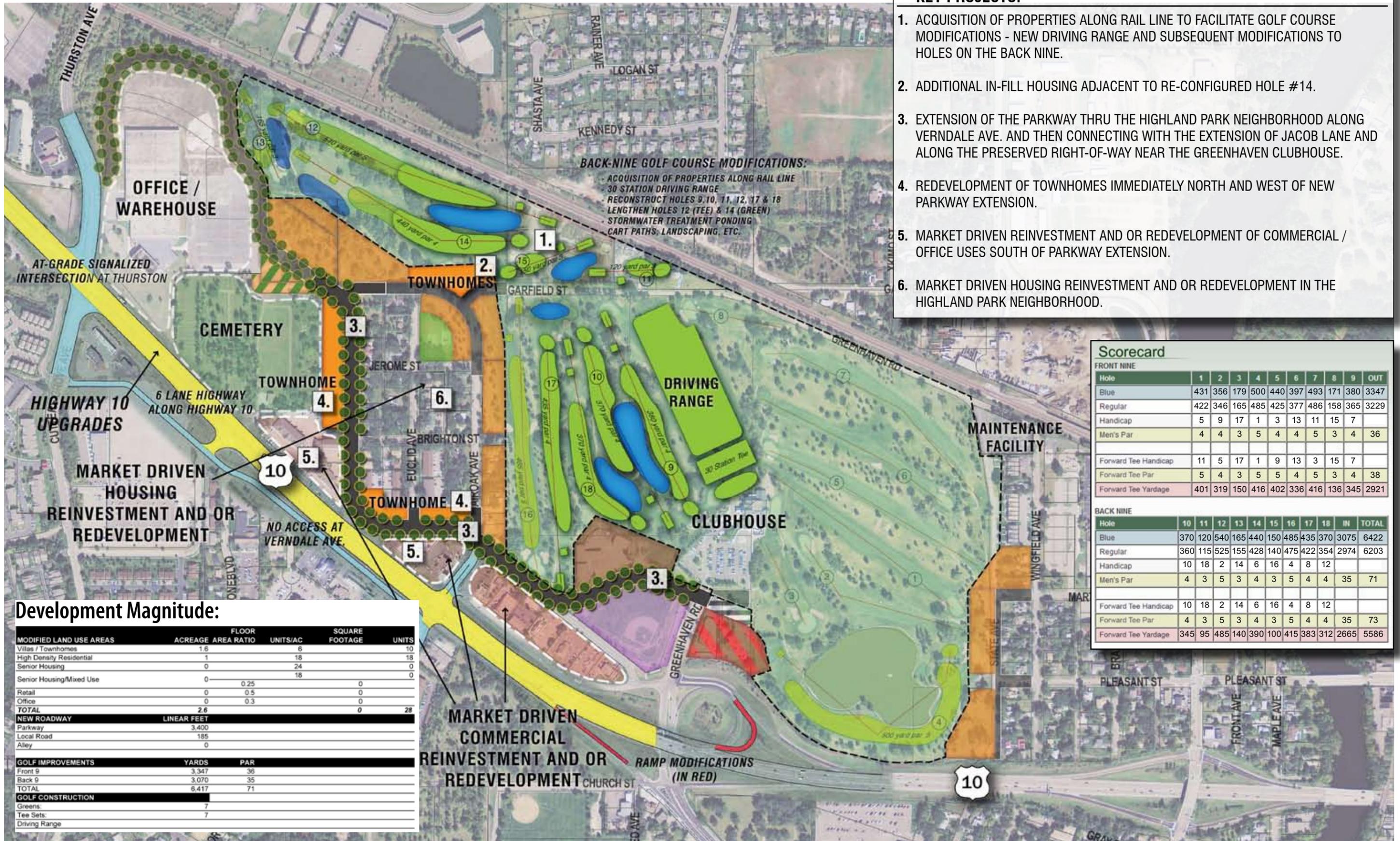
The following financial analysis of the two proposed Parkway alternatives through the Highland Park neighborhood is intended to help future decision makers weigh the pros and cons of the parkway alignments in terms of necessary acquisition and corresponding redevelopment potential.

Parkway Concept Scenarios Between Garfield and Green Haven Road with partial acquisition (Long Term A)			
Scenario 1 (Northerly Parkway Alignment)		Scenario 2 (Southerly Parkway Alignment)	
<u>Acquisition</u>		<u>Acquisition</u>	
Total	\$10,887,402	Total	\$2,137,647
<u>Land Sale Proceeds</u>		<u>Land Sale Proceeds</u>	
	\$2,719,226		\$1,000,000
<u>Development Valuation</u>		<u>Development Valuation</u>	
	\$20,544,500		\$9,000,000
<u>Parkway Costs From Garfield to Green Haven Road</u>			
3,165 linear feet	\$822,900	3,400 linear feet	\$884,000
Total Excess/Gap	-\$8,991,076.00	Total Excess/Gap	-\$2,021,647.00

Parkway Concept Scenarios Between Garfield and Green Haven Road With Full Acquisition West of Verndale(Long Term A)				
Scenario 1 (Northerly Parkway Alignment)			Scenario 2 (Southerly Parkway Alignment)	
<u>Acquisition</u>			<u>Acquisition</u>	
Total	24 Parcels	\$16,204,625	Total	12 Parcels \$7,454,870
<u>Land Sale Proceeds</u>			<u>Land Sale Proceeds</u>	
		\$2,719,226		\$1,000,000
<u>Development Valuation</u>			<u>Development Valuation</u>	
		\$20,544,500		\$9,000,000
<u>Parkway Costs From Garfield to Green Haven Road</u>				
	3,165 linear feet	\$822,900	3,400 linear feet	\$884,000
Total Excess/Gap		-\$14,308,299.00	Total Excess/Gap	-\$7,338,870.00

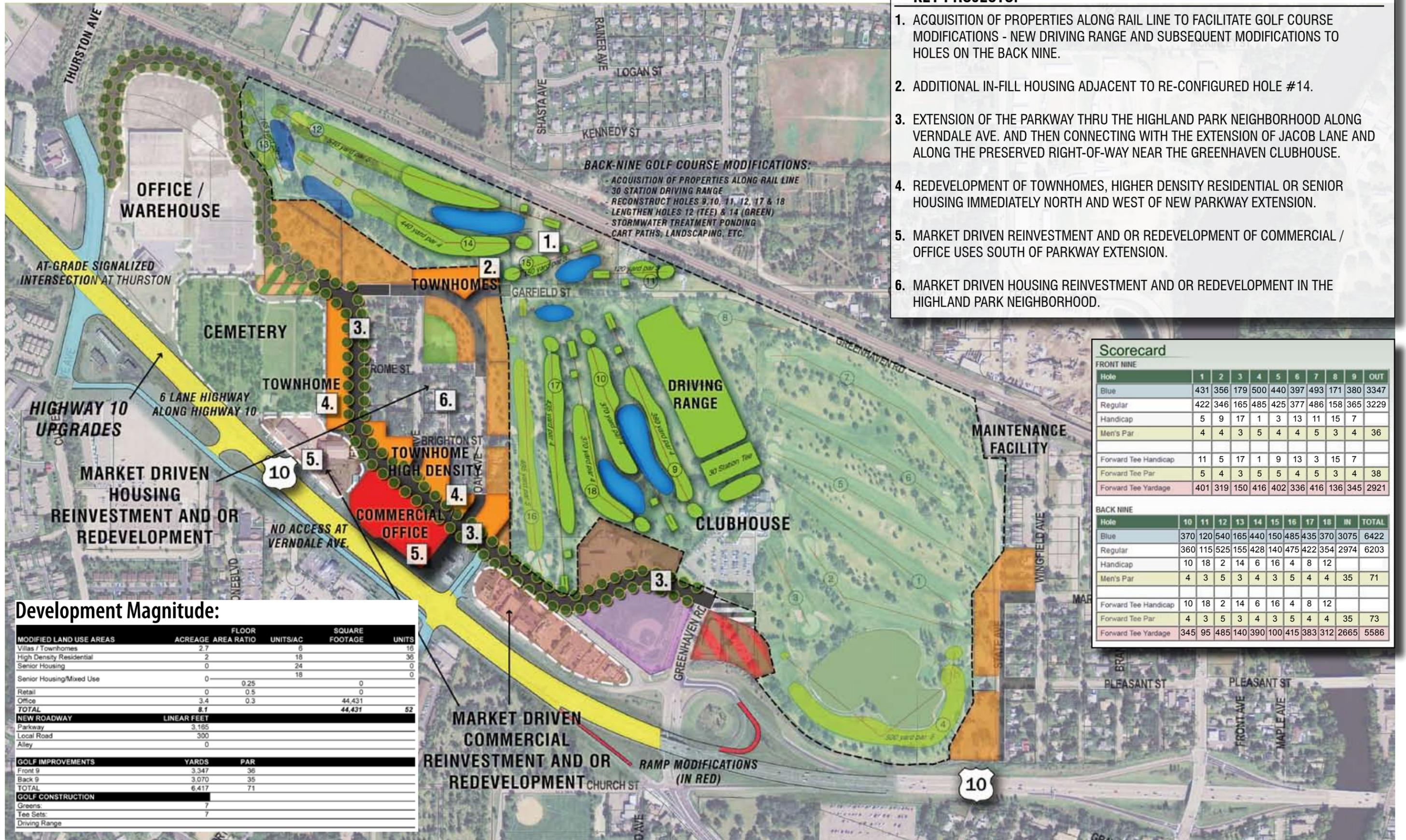


Potential Parkway section along Verndale Avenue



- KEY PROJECTS:**
1. ACQUISITION OF PROPERTIES ALONG RAIL LINE TO FACILITATE GOLF COURSE MODIFICATIONS - NEW DRIVING RANGE AND SUBSEQUENT MODIFICATIONS TO HOLES ON THE BACK NINE.
 2. ADDITIONAL IN-FILL HOUSING ADJACENT TO RE-CONFIGURED HOLE #14.
 3. EXTENSION OF THE PARKWAY THRU THE HIGHLAND PARK NEIGHBORHOOD ALONG VERNDALE AVE. AND THEN CONNECTING WITH THE EXTENSION OF JACOB LANE AND ALONG THE PRESERVED RIGHT-OF-WAY NEAR THE GREENHAVEN CLUBHOUSE.
 4. REDEVELOPMENT OF TOWNHOMES IMMEDIATELY NORTH AND WEST OF NEW PARKWAY EXTENSION.
 5. MARKET DRIVEN REINVESTMENT AND OR REDEVELOPMENT OF COMMERCIAL / OFFICE USES SOUTH OF PARKWAY EXTENSION.
 6. MARKET DRIVEN HOUSING REINVESTMENT AND OR REDEVELOPMENT IN THE HIGHLAND PARK NEIGHBORHOOD.

Long Term 'A' Phase - with Oak Street Alignment - Figure 6.4



Long Term 'A' Phase - with Jacob Lane Alignment - Figure 6.5



Stacked, urban townhomes should be developed on the ACAAP properties, the narrow stretch of land between the newly extended Parkway and Cavalry Cemetery.



Retail and commercial / office spaces developed in conjunction with the Jacob Lane alignment option of the Parkway should have a high level of pedestrian amenities.



The Parkway through the Highland Park neighborhood should be residential in character with boulevard trees, sidewalks and traditional setbacks for housing. Access should be from an alley-type street, with no individual driveways on the Parkway.



High density, senior housing is envisioned along the Jacob Lane alignment for the new Parkway. This form of housing should be smaller in size and scale, respecting the existing neighborhood character and possess a high level of pedestrian amenities and connectivity.



Commercial, retail, office buildings should have strong architectural character with timeless building materials, consistent colors and themes, and pedestrian-scaled features.



A driving range could bring extra revenue to the golf course operations and provide expanded opportunities to attract tournaments and events to Greenhaven.

Long Term 'B' Phase

In the long-term 'B' phase the extension of the Parkway would be made south of the pond (over Hole #4) from the Greenhaven Golf Course entrance east through the Slab Town neighborhood to the Northstar Commuter Rail Station. Segments of the Parkway would possess various designs, allowing the roadway to fit within the existing right-of-way of Pleasant Street, as well as have a larger right-of-way near the more intensive redevelopment of the Main Street interchange.

With the creation of a complete east-west connection, the Garfield Street / Greenhaven Road connection through the course would be eliminated. Corresponding golf course modifications would be made to the front nine as the course shifts north of the pond near Hole #4. An area for senior housing redevelopment on the Golf Course is identified as part of this phase. In the long-term, a grade-separated crossing is proposed at the rail line and Ferry Street to reduce the amount of congestion and improve safety along Ferry Street.

Key elements of the Long-Term 'B' Phase are as follows:

- » *Extend the Parkway east through the golf course and connect to Pleasant Street;*
- » *Enhance Pleasant Street through the Slab Town neighborhood to the Northstar Commuter Rail Station;*
- » *Development of former portions of the golf course into senior housing;*
- » *Modify holes #1, #2, #3, #4, #5, #7, #8, and #9 and complete the second tee area for the driving range;*
- » *Elimination of the Garfield Street / Greenhaven Road connection through the golf course.*



Redevelopment of portions of the golf course in the Long-Term 'B' Phase should be high density residential or senior housing with golf course views and on-site amenities to attract a higher-end buyer.

Sources and Uses Funding Summary - Long-Term 'B' Phase:

Key Elements	Sources of Funds	Uses of Funds
City-Owned Land Sale Proceeds	\$720,000	
Grants	Unknown	
TIF Generation	Unknown	
Necessary Acquisition Areas & Relocation		(\$0)
Roadways & Infrastructure Improvements		(\$1,117,350)
Golf Course Modifications		(\$3,216,178)
Park Improvements		(\$0)
Totals:	\$720,000	(\$4,333,528)



KEY PROJECTS:

1. EXTENSION OF THE PARKWAY BETWEEN THE GOLF COURSE AND HIGHWAY 10 FROM GREENHAVEN CLUBHOUSE, THROUGH THE SLAB-TOWN NEIGHBORHOOD TO THE NORTHSTAR COMMUTER RAIL STATION.
2. DEVELOPMENT OF SENIOR HOUSING ON GOLF COURSE PROPERTY OFF OF PARKWAY EXTENSION.
3. CLOSURE OF GARFIELD STREET / GREENHAVEN ROAD THROUGH NORTHERN PORTION OF THE GOLF COURSE.
4. MODIFICATIONS TO THE FRONT NINE OF THE GOLF COURSE AND CONSTRUCTION OF THE SECOND TEE FOR THE DRIVING RANGE.
5. CONTINUED MARKET DRIVEN HOUSING REINVESTMENT AND OR REDEVELOPMENT IN THE HIGHLAND PARK NEIGHBORHOOD.

FRONT-NINE GOLF COURSE MODIFICATIONS:
 - DRIVING RANGE (ADDITIONAL TEE STATION)
 - RECONSTRUCT HOLES 1, 2, 3, 4, 5, 7, 8, 9
 - CART PATHS, LANDSCAPING, ETC.

Scorecard											
FRONT NINE											
Hole	1	2	3	4	5	6	7	8	9	OUT	
Blue	405	430	380	120	520	380	400	160	370	3165	
Regular	395	420	370	110	510	370	390	155	365	3085	
Handicap	5	3	13	17	1	9	7	15	11		
Men's Par	4	4	4	3	5	4	4	3	4	35	
Forward Tee Handicap	5	3	7	17	1	9	11	15	13		
Forward Tee Par	4	4	4	3	5	4	4	3	4	35	
Forward Tee Yardage	360	382	345	100	465	350	345	136	340	2823	
BACK NINE											
Hole	10	11	12	13	14	15	16	17	18	IN	TOTAL
Blue	370	162	540	165	440	150	485	435	370	3117	6282
Regular	360	155	525	155	428	140	475	422	354	3014	6099
Handicap	10	18	2	14	6	16	4	8	12		
Men's Par	4	3	5	3	4	3	5	4	4	35	71
Forward Tee Handicap	10	18	2	14	6	16	4	8	12		
Forward Tee Par	4	3	5	3	4	3	5	4	4	35	73
Forward Tee Yardage	345	125	485	140	390	100	415	383	312	2695	5518

Development Magnitude:

MODIFIED LAND USE AREAS	ACREAGE	FLOOR AREA RATIO	UNITS/AC	SQUARE FOOTAGE	UNITS
Villas / Townhomes	0		8		0
High Density Residential	0		18		0
Senior Housing	3		24		72
Senior Housing/Mixed Use	0		18		0
Retail	0	0.25			
Office	0	0.5			
Office	0	0.3			
TOTAL	3				72
NEW ROADWAY		LINEAR FEET			
Parkway	2,110				
Parkway on Pleasant Street	2,275				
Alley	0				
GOLF IMPROVEMENTS		YARDS	PAR		
Front 9	3,165	35			
Back 9	3,117	35			
TOTAL	6,282	70			
GOLF CONSTRUCTION					
Greens	7				
Tee Sets	9				

Long Term 'B' Phasing Plan - Figure 6.6

Design Guidelines for Long-Term 'B' Projects:

Develop second 30-station rear tee box for extended teaching / lessons.

Close and remove Greenhaven Road & Garfield Street through the golf course and establish a large landscaped area with evergreen trees to screen rail line and industrial uses beyond.

Establish landscaping & tree planting buffer against rail line after removal of roadway connection.



As the Parkway is extended to the east from Greenhaven Clubhouse, a linear park opportunity exists along the open water area of the course and could include overlooks, picnic areas, pavilions and passive open space areas.

Redevelopment Adjacent to Greenhaven Clubhouse:

In conjunction with the extension of the Parkway to the east and the subsequent golf course modifications to the front nine, a large redevelopment site exists adjacent to the the Greenhaven Clubhouse. Three to four story higher density apartments or condominiums, either market rate or geared toward senior buyers are logical opportunities for this site in close proximity to adjacent amenities with expansive views of the golf course.



Housing in this phase should be situated over existing Hole #3 to take advantage of golf course views to the north and open water views to the east and internalize parking away from the golf course.

Modifications to the front nine are made to accommodate the Parkway connection over existing Hole #4.

Parkway Extension to the east Along Pleasant Street:

Designed to fit within the existing 60' right-of-way for Pleasant Street and intended to serve local and neighborhood traffic only, the Parkway would connect Greenhaven Clubhouse with the Northstar Commuter Rail Station to the east. No homes directly front on Pleasant Street today and all homes in the Slab Town neighborhood currently have an alley access, which would be maintained as a part of this plan.

WINGFIELD AVE

The Parkway is extended through the preserved right-of-way between the townhomes developed in the Short-Term Phase.

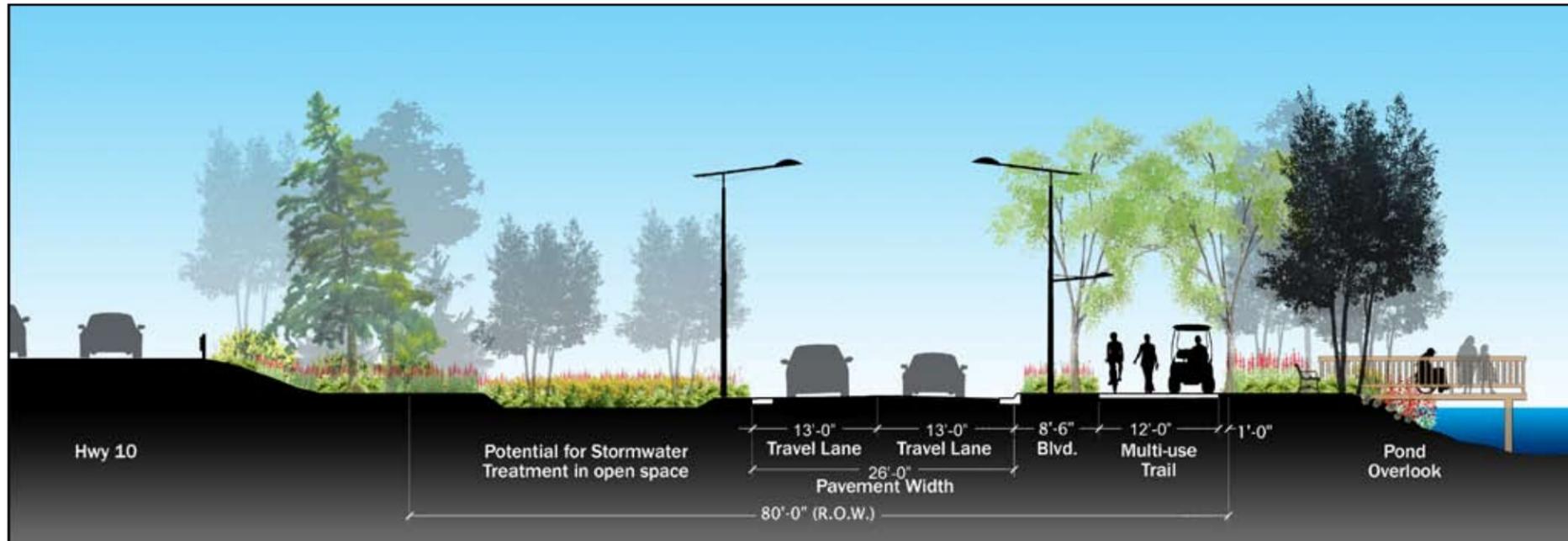
Sidewalk and trail connections extend to the Northstar Commuter Rail Station.

PLEASANT STREET

The Parkway is extended through the existing right-of-way for Pleasant Street (see section to right). On-street parking is maintained, intersections are narrowed and sidewalks are located on both sides of the street.

PARKWAY

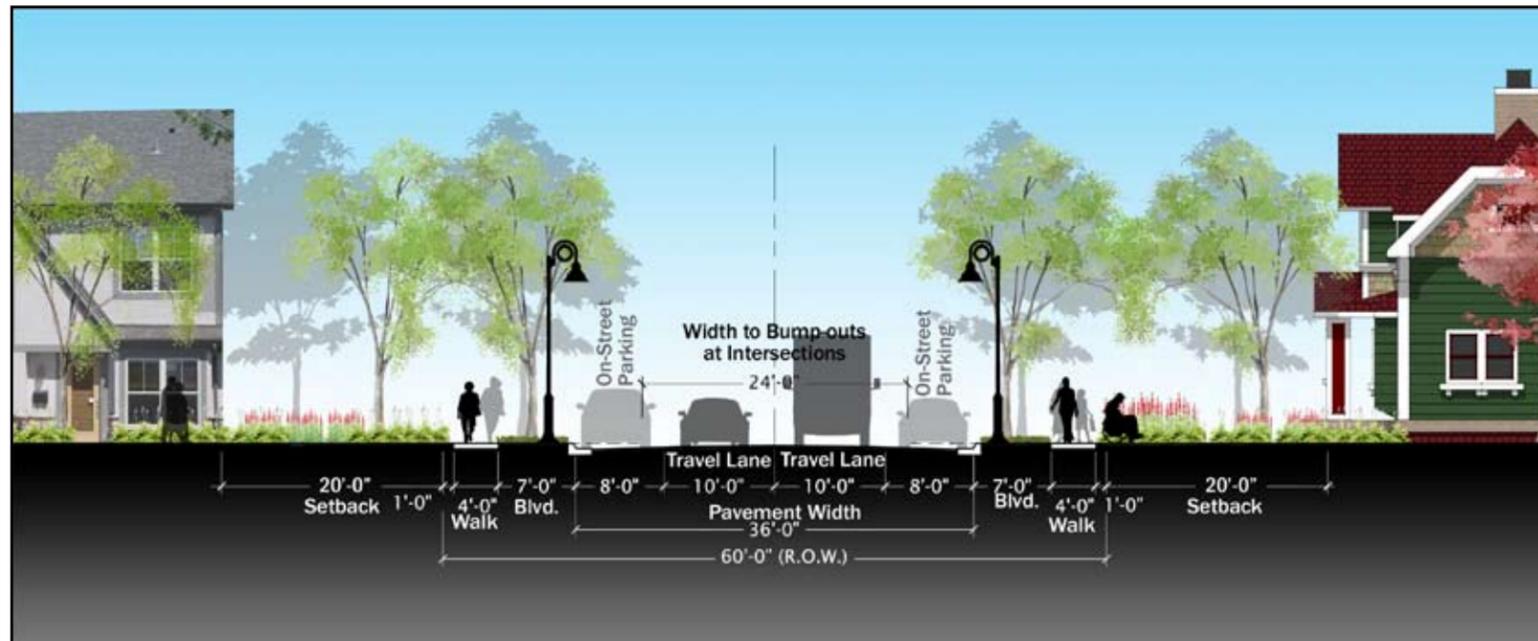
The building lines the golf course and open water edge and parking is internalized and well screened against the newly extended Parkway.



This section of the Parkway is located through old Hole #4 and shows a narrow two-lane roadway with no parking, a multi-use trail against the water with potential overlooks, and areas for stormwater treatment between the Parkway and Highway 10.



Common area amenities such as pools, plaza areas and gardens should be developed with high density or senior housing.



This section represents the Parkway as it overlaps with Pleasant Street. The existing right-of-way remains at 60' and the street width accommodates two travel lanes and on-street parking.



High density, senior housing will likely be 3 to 4 stories in height with parking beneath the building and surface parking adjacent to the Parkway with the building set on the golf course and open water for enhanced views.

7. Implementation

KEYS TO IMPLEMENTATION

Several factors will be crucial in successfully realizing the vision set forth by the community, City Council and the HRA within this redevelopment master plan. These factors apply regardless of the actual form and timing of redevelopment:

» Patience & Commitment to Vision. Commitment to the plan and patience go hand-in-hand. This plan does more than simply seek to attract new development surrounding Greenhaven Golf Course; it seeks to move the area toward a vision for the future. Commitment to the plan means the willingness to actively promote public and private investments that achieve the vision and to deter developments that do not meet the objectives of the plan. Not all of these decisions will be easy.

» Strategic Investments. If financial support for the plan was unlimited, the need for strategic decisions would be less important. With limited funds, every expenditure is crucial. It is not possible to immediately undertake all of the initiatives described in this plan. Needs and opportunities not contemplated in the plan may arise in the future. Every investment must be evaluated for its impact on achieving the vision for the future of the Greens of Anoka.

» Public & Private Partnerships. Removal of the physical and economic barriers to development and redevelopment for the Greens of Anoka will require public financial assistance. The complexity of development and redevelopment envisioned for the area clearly demonstrates the need for public financial participation. Private investment will not be sufficient to pay for all costs associated with redevelopment. A strong public/private partnership is required to make development and redevelopment financially feasible and promote the desired types of development.

The needs established in this plan do not make public financial assistance an entitlement; on-going planning will define and substantiate the nature of assistance for each step of implementation. This approach ensures that public monies are used to achieve desired public outcomes and not simply make development more affordable (or profitable) for the developer.

» Financial Planning. The ability to make strategic investments relies on the continued evolution of financial planning. Implementing the plan cannot be viewed as a series of independent projects but rather a series of interrelated actions. Some public improvements serve a broader area and not a single project. Revenues will come from multiple projects. Some public investments will be required prior to private redevelopment. The ability to coordinate public actions with the revenues from private development will be critical to the success of the plan. Failure to consider the implementation relationships between elements of the plan will lead to missed opportunities and increased risk for the City.

ROLES & RESPONSIBILITIES

Implementing this plan will rest with many entities in the community that share a vision for the future for the Greens of Anoka. A clear understanding of implementation roles and responsibilities promotes the effective use of limited resources.

City of Anoka

The ultimate responsibility for implementing this redevelopment master plan rests with the City of Anoka. The City Council and HRA will provide direction on staff resources, development project review and public investment. Managing development and redevelopment for the Greens of Anoka will primarily fall to the Planning, Engineering and Housing and Redevelopment Departments of the City.

The lead role in managing implementation for the City falls to the Planning Department. The actions to be taken by the Planning Department to implement the plan include:

- » *Application of land use controls and redevelopment guidelines to guide private development;*
- » *Review of development plans and proposals;*
- » *Coordination of planning for capital improvements needed to facilitate redevelopment; and*
- » *Creation of financial plans for public redevelopment investments and continued monitoring.*

The Engineering Department leads the design of public infrastructure improvements needed to support development and redevelopment for the Greens of Anoka.

The Engineering Department is a key player in planning for future roadway and transportation improvements, including on-going conversations with MNDOT on regional highway improvement projects, particularly Highway 10, Ferry Street, and the creation of the parkway through the project area.

Housing and Redevelopment Authority (HRA)

The Greens of Anoka is an important location for housing improvement and reinvestment in the City of Anoka. It is the HRA that will keep the momentum of development and redevelopment moving in a direction envisioned by the plan and adopted by the City. The HRA and City Council will need to determine their specific roles for a coordinated effort. Several potential HRA actions make them an important player in the successful implementation of the plan:

- » *Provide a framework for coordinating efforts of the community. With limited resources, it is essential that the community work in unison to undertake redevelopment. The knowledge and experience gained from the*

planning process allows HRA members to efficiently and effectively take steps needed to implement the plan.

- » *Work to ensure that development and redevelopment initiatives within the Greens of Anoka project area are a recognized priority for City Council members.*
- » *Take on an expanded role. Actively pursuing critical properties for redevelopment or developing housing improvement or reinvestment programs with low interest loans could be expanded roles for the HRA.*
- » *Create an annual redevelopment “action plan” to monitor progress toward implementation. This action plan would outline key steps to occur during the year, including descriptions of actions, responsible parties and funding. It forces the parties to not only consider what needs to be done in the coming year, but also why identified steps were not taken in the prior year.*
- » *Work with homeowners and landlords to promote and help finance the maintenance and revitalization of existing single-family homes and apartment buildings in the Highland Park and Slab Town neighborhoods consistent with the long-term recommendations of the plan.*
- » *Provide guidance to the City to ensure that proposed development projects and public improvements are consistent with the plan.*
- » *Promote development projects with sustainable design practices.*
- » *Work to find the appropriate funding options for development and redevelopment.*

Community-at-Large

The community of Anoka must stay involved as the redevelopment of the Greens of Anoka area continues over time. The community must work together with decision-makers and provide the necessary input for any new development to respect existing land owners and meet the vision of Greens of Anoka Redevelopment Master Plan. The community must:

- » *Provide a singular focus for the plan. The knowledge gained from the planning process will allow members of the community to efficiently and effectively comment on development and redevelopment proposals.*
- » *Continue public involvement. Continue to attend public open houses to provide comments and review development proposals as they come forward.*

LAND USE CONTROLS

The initial focus of implementation will be on actions needed to establish the master plan as the official guide for development and redevelopment for the Greens of Anoka area. These procedural steps in implementation involve the adoption of key policy documents and updated development controls.

Approve the Master Plan

The first implementation step is HRA and City Council actions to approve this master plan. These approvals set the stage for subsequent actions. The master plan is used to inform subsequent planning efforts such as comprehensive plans, zoning, capital improvement programs and allocation of resources.

Amend Land Use Controls

Plan approval is the trigger for taking other actions needed to guide land use for the Greens of Anoka in accordance with this master plan. Land use controls not only promote the desired development outcomes, they also prevent development that is not consistent with the plan.

Comprehensive Plan

The City will need to update the Comprehensive Plan with the new “Redevelopment Master Plan,” including the land use plan designations (Figure 6.1) and appropriate policies consistent with the vision of this master plan. Amending the Comprehensive Plan creates the foundation for all other implementation actions. Consistency with the Comprehensive Plan is a statutory requirement for zoning regulations, capital improvements and redevelopment projects.

Zoning Regulations

More direct control of development comes from zoning regulations. Existing regulations will require modification to conform to this plan. Part of the necessary modification is enabling the type and form of development proposed in this master plan. Other regulation changes are restrictive, forming a barrier for private investment that is inconsistent with the plan. Zoning changes are likely needed in order to implement the Redevelopment Master Plan. Detailed analysis and formal recommendation of any zoning changes will be handled by the City of Anoka along with approval of this master plan.

Design Guidelines

Design guidelines serve as an important communication tool between the HRA, the City, property owners and developers. Aspects of the design guidelines are outlined as a part of chapter six of this document, and could potentially be incorporated into a redevelopment overlay zoning district for portions of the Greens of Anoka. Design guidelines should become a standard tool in evaluating proposed developments for the area. Design guidelines should be rooted in the Redevelopment Master Plan, subsequent phasing diagrams and vignette studies established in the master plan chapter of this document.

STRATEGIES FOR DEVELOPMENT & REDEVELOPMENT

Implementation of the master plan is not a single action, but a series of interrelated steps. These steps will be taken over time in phases. Initial focus should be on several implementation initiatives that lay the foundation for change. Initially, development on currently City-owned property adjacent to the golf course and redevelopment of the Castle Field site and public investments such as street and infrastructure improvements will play a key role in setting the table for additional private development to occur in the Greens of Anoka area. Part of this strategy becomes the effective use of finance tools available to the City.

Project Phasing

To act as a basis for analyzing implementation issues and to focus on first steps needed to begin development and redevelopment, the Redevelopment Master Plan is structured around Short-Term, Mid-Term and Long-Term phasing plans. These plans sequentially build to the Redevelopment Master Plan (Figure 6.1)

This approach to the planning effort builds upon other known investments and responds to site readiness. It is anticipated that full development of the Greens of Anoka Redevelopment Plan will take roughly 20 years to accomplish assuming a return to a relatively stable & growing real estate marketplace. The phasing sequence recommends initial in-fill areas along the golf course and strategic redevelopment of key parcels and long-term transportation improvements as the project matures.

Implementation Initiatives

Implementation of the master plan for the Greens of Anoka will span many years and include many complex activities. It will likely be more than twenty years before the long-term vision for the area is fully realized. There are, however, many actions to be taken in the short and mid-term – the next one to ten years. These actions (articulated in the Short-Term and Mid-Term Phasing Plans, Figures 6.2 and 6.3) are critical to development success for the Greens of Anoka.

During the early years of redevelopment in the Greens of Anoka, there are several critical actions that can be taken to reduce development constraints, allow for greater investment in public amenities and infrastructure as well as enhance the Highland Park and Slab Town neighborhoods and edges of the Greenhaven Golf Course. Suggested activities to enhance project success include:

- » *Strategically stage development so that it builds market momentum and early projects act as positive demonstrations of great things to come in the Greens of Anoka;*
- » *Build high-quality housing with a strong golf course orientation;*
- » *Build high-quality commercial development at the gateway to the project area, and;*
- » *Build new and enhance streetscapes and pedestrian links because these amenities will drive future market interest.*

FINANCING

A preliminary financial analysis on the proposed redevelopment planning was performed with the assistance from the City's finance consultant, Ehlers Inc. Initial findings of this analysis indicated the actions identified in the Short-Term and Mid-Term phases were financially realistic, while aspects of the longer term initiatives were more challenging.

However, there are many financial variables involved with complex redevelopment planning projects which can inform the financial analysis differently and these variables can change over time. The following information highlights the key tools currently available to finance implementation of the redevelopment master plan:

Tax Increment Financing

The costs of development and redevelopment may be too great to allow new projects to be financially feasible. The situation poses the classic “but for” situation in State law governing tax increment financing. “But for” the use of TIF, the development as proposed would not occur. It is clear that the desired redevelopment will not take place without the removal of physical and economic barriers by the City. Tax increment financing is the only tool with the capacity to accomplish these objectives.

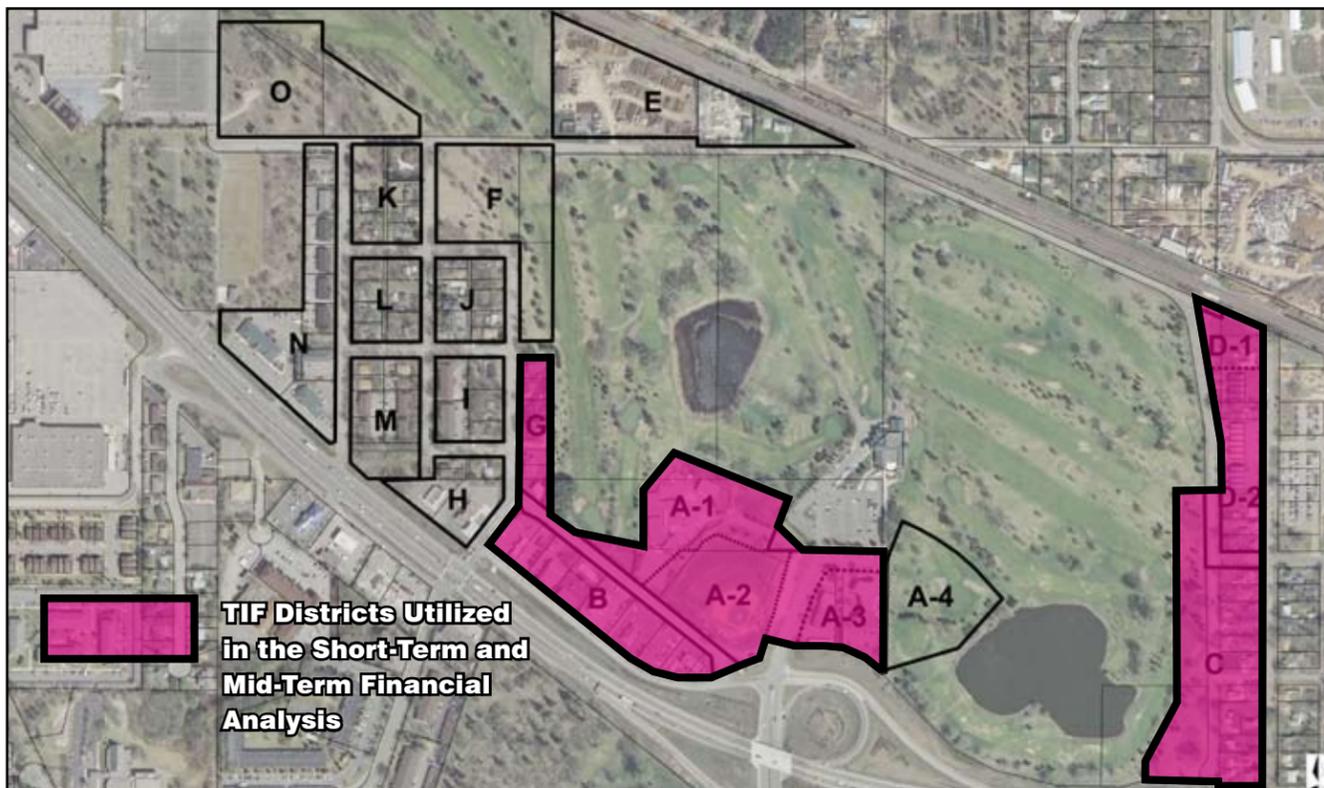
As with other elements of the master plan, projections for the use of TIF are both comprehensive and conservative. The plan seeks to provide a clear understanding of what might be required with the goal of reducing public financial commitments as the plan is implemented. The result can be found in other large redevelopment settings. As redevelopment begins to transform an area, market forces improve. As the potential income from rents and sales grow, private development can carry more costs of redevelopment.

This master plan assumes that nearly all of the redevelopment projects will be included in TIF districts at some point during the redevelopment planning, and Figure 7.1 illustrates the districts that were developed to calculate TIF in the Short and Mid Term time frames. In simplest terms, TIF allows the City to capture the property taxes from redevelopment and use these monies to pay for the investments required to undertake the development. Financial analysis conducted through the planning process clearly shows that private development alone will not support the investments required for implementing the master plan. The costs of desired development and redevelopment are likely too great to consider all new projects to be financially feasible.

This plan does not offer a primer on the use of TIF since the City is familiar with the intricacies of TIF from its use on other redevelopment projects. Instead, implementation of the plan requires attention to the key issues that influence the use of TIF:

SHORT AND MID TERM FINANCING			
Sources of Funds	Revenue	Uses of Funds	Est. Cost
Golf Course Edge Infill Development North of Garfield St.(Block O)			
Sale of Golf prop. For Housing on Golf (North of Garfield)	\$325,000	Enhancements to Garfield Street	\$5,000
Golf Course Edge & Highland Park Infill Development Along Extended Fairoak Ave.(Block F)			
Sale of Golf prop. And Highland Park For Housing on Golf	\$625,000	New Streets	\$233,750
Park Dedication	\$25,000	Golf	\$180,821
		Park - Modifications to Highland Park	\$25,000
		Enhancements to Existing Fairoak Ave.	\$5,000
Golf Course Edge Redevelopment Along Fairoak Ave. (Block G)			
Sale of property For Housing on Golf (Brighton to Jacob Lane)	\$350,000	Acquisition	\$1,450,470
		Enhancements to Existing Fairoak Ave	\$5,000
Senior Housing Redevelopment at Greenhaven Clubhouse (Block A-1 and D)			
Sale of City Owned Park & Rec Property & Building	\$910,000	Acquisition of property for New Maintenance Facility	\$250,269
		Enhancements to Greehnaven Road at Wingfield	\$5,000
		Removal of portions of State Ave.	\$15,000
Golf Course Edge Infill Development Along State Ave.(Block C)			
Sale of Golf prop. For Housing on Golf (Martin to Highway 10)	\$400,000	State Avenue Changes	\$40,000
		Enhancements to Existing Martin & Pleasant Street	\$5,000
		Golf	\$243,821
Golf Course Edge Redevelopment at Connexus Tower (Block O)			
Sale of prop. For Housing on Golf Course and existing Connexus Sit	\$600,000	Acquisition of Connexus Property	\$624,007
		New Streets	\$677,060
		Golf	\$747,606
Senior Housing / Mixed Use Redevelopment at Greenhaven Road & Clubhouse Area (Block A3)			
Sale of apartment property west of Greenhaven Rd.	\$591,968	Acquisition of 500 and 540 Greenhanve Road	\$4,974,251
Golf Course Edge Redevelopment at State Ave & Martin St.(Block D-2)			
Sale of Golf prop, State Ave & Purchased Residential Prop	\$175,000	Acquisition / Relocation of 3 SF Residential Properties	\$710,476
		Removal of alley behind 3 SF Residential Properties	\$5,000
Total Land Sale Proceeds	\$3,976,968	Acquisition Total	\$8,009,473
Total Park Dedication	\$25,000	New Road Construction	\$920,810
Total	\$4,001,968	Enhancements to Existing Roads	\$25,000
		Demolition of Existing Roads	\$50,000
TIF Generation (Blocks A-1, A-2, A-3, G)	\$5,358,879	Golf Improvements	\$1,172,248
TIF Generation (Block C and D)	\$371,690	Park Improvements	\$25,000
Total	\$5,730,569	TOTAL	\$10,202,531
GRAND TOTAL	\$9,732,537	TIF ELIGIBLE TOTAL	\$9,005,283
		TIF NON ELIGIBLE TOTAL	\$1,197,248

Short-Term and Mid-Term Financing Analysis



Greens of Anoka - Initial TIF Districts (Figure 7.1)

Project Area:

TIF relies on two types of areas. The “project area” is a broader area with common development goals. The “tax increment financing district” is the specific parcels from which tax increment is collected. The project area is important because it defines where tax increments can be used (see discussion of “Pooling” that follows). The project area defined for this master plan should also be designated as the project area for the purpose of establishing TIF districts.

District Criteria:

The plan assumes that the TIF districts in the Greens of Anoka project area will be classified as “redevelopment” under state law. The establishment of a redevelopment TIF district relies on three basic criteria (Minnesota Statutes Section 469.174, Subd. 10):

- » *Parcels consisting of 70% of the area of the TIF district are occupied by buildings, streets, utilities, or other improvements;*
- » *More than 50% of the buildings, not including outbuildings, are structurally substandard to a degree requiring substantial renovation or clearance, and;*
- » *These conditions are reasonably distributed throughout the district.*

The presence of improved parcels should not pose a constraint. The majority of the redevelopment sites in Greens of Anoka area include properties that meet these criteria. The existence and distribution of structurally substandard buildings has not been studied.

The inspection of buildings and the related analysis of identified deficiencies are typically used to determine the ability to meet these statutory criteria. This work was not included in the master planning process for the Greens of Anoka.

Pooling:

Some aspects of the redevelopment plan may be financially feasible while some projects must close a financial gap before they occur. Ideally, projects that produce financial surpluses should be used to support those with gaps. This distribution of financial recourses can occur if the projects are located within the same TIF district. If not, then State law limits the flow of funds between TIF districts.

The need to carefully plan the boundaries of the project area and TIF districts is tied to the issue of pooling. The term refers to the statutory limitation on spending tax increment beyond the boundaries of the TIF district. Items to be funded by TIF must be located within the TIF district or be an amount that falls within pooling limits. For redevelopment TIF districts, not more than 25% of tax increment may be spent outside of the district. The actual application of pooling limits is often more restrictive. Administrative expenses of the TIF district count against the 25% maximum. The amount of revenue available to support eligible costs outside of the district may fall in the 15% to 20% range.

Time Constraints:

In a perfect world, the City would establish a TIF district and wait for redevelopment.

Current State law makes this approach a risky proposition. TIF districts are subject to several time limitations. The most important of these limitations is the five-year rule. After five years from the date of certification of the TIF district, the use of tax increment is subject to new restrictions. Generally, tax increment can only be used to satisfy existing debt and contractual obligations after this date. This rule creates a five year window to make commitments for the use of TIF. Additionally, the geographic area of the TIF district can be reduced, but not enlarged, after five years from the date of certification. Therefore, if a TIF district is established without a specific plan for development, there should be reasonable certainty that development will occur within five years.

The City has the ability to decertify all or part of a district and create a new one. This action sets a new five year clock. There is a risk that the conditions used to establish the original district will not be present in the future.

Use Limits:

Several specific statutory limitations will influence the use of tax increments on implementation of the plan. State law requires that at least 90% of revenues from a redevelopment TIF district be used to finance “the cost of correcting conditions that allow designation” of the district. The majority of redevelopment and public improvement expenditures in this plan meet these criteria. Several important limitations must be noted:

- » *Tax increments cannot be used for “a commons area used as a public park”. The plan takes a conservative position and assumes that this limitation precludes using TIF for proposed open space or golf course improvements.*
- » *Tax increments cannot be used for public facilities used for “social, recreational, or conference” purposes. As with parks, the statute does not define these terms. Special rules apply to public improvements, equipment, or other items located outside of the TIF district.*
- » *Tax increments cannot be used for these costs if their purpose is primarily decorative or aesthetic. If the items serve a functional purpose, tax increments can be used unless “their cost is increased by more than 100 percent as a result of the selection of materials, design, or type as compared with more commonly used materials, designs, or types for similar improvements, equipment or items”. To avoid this restriction, the right-of-way of street to be improved should be included within the boundaries of a TIF district.*

Other Public Finance Tools

Although the planning process focused on tax increment financing, it is likely that other public finance tools will be needed to achieve the longer-term redevelopment investments within the Greens of Anoka area. This section highlights potential tools and their application. Additional investigations will be undertaken as finance plans are prepared relative to specific public improvement and redevelopment projects.

Tax Abatement

The name “tax abatement” is misleading. No taxes are abated using this tool. In reality, tax abatement functions similar to TIF (see Minnesota Statutes Sections 469.1812 to 469.1815). Each taxing jurisdiction (city, county, school district) has the ability to levy a property tax equivalent to taxes paid by a parcel of property. The proceeds of this levy can be used to finance any of the public improvements and other redevelopment activities discussed in this plan. Since tax abatement cannot be used for property in a TIF district, the best opportunity for this tool lies with locations that do not qualify for a TIF district.

Special Service Districts

A special service district has the capacity to finance the construction and maintenance of portions the public improvements for the Greens of Anoka. In simplest terms, a special service district is a special taxing district. It allows the City to collect money to support services and improvements in commercial areas.

The general statutory authority (Minnesota Statutes, Chapter 428A) contains few limits on the potential uses of special service districts. The nature of the improvements that can be funded with a special service district are not defined (or limited) by statute. The special service district cannot be used to finance services that the City provides through the general fund throughout Anoka, unless the services are provided at a higher level. The statute does not impose any other limitation on the nature of services. Potential applications of special service districts for implementation of this master plan include:

- » *Construction and maintenance of streetscape.*
- » *Construction and maintenance of the parkway trails and other public open space adjacent to the parkway.*
- » *Construction of sidewalks, trails, overlooks and other improvements to enhance pedestrian movement.*
- » *Construction and maintenance of public parking facilities.*
- » *Other services and improvements can be undertaken and financed by a special service district if authorized by the enabling ordinance.*

Grants

Metropolitan Council - LCDA

The Metropolitan Council provides Livable Communities Demonstration Account Grants for redevelopment projects within the Twin Cities Metro area for both planning (for which a portion of this project was funded by) and pre-development projects where proceeds could be used for acquisition, demolition and construction for redevelopment projects. The timeframe for use of funds for planning projects is two years, while projects awarded development grants have recently been extended to five years from the time the grant was awarded.

Development grants provide funding for basic public infrastructure and site assembly to support development. To that end, these funds could be utilized for acquisition of the single-family homes along Fairoak or the Connexus Tower site to help facilitate the initial stages of the redevelopment process, or be utilized for public infrastructure investments that create strong linkages to housing, jobs and services such as the Parkway.

MnDOT Supported Funding

There may be opportunities to receive financial support from MnDOT through a variety of programs. These funds would be used to assist in the construction of all or a portion of the parkway. MnDOT currently has a program developed called the "Municipal Agreement Program". This program allows locally developed projects to receive trunk highway dollars to partially fund the project. The maximum funding amount is \$650,000 and generally would pay for road construction costs. Four key factors are reviewed when determining the allotment of dollars for this program. They are maintaining existing infrastructure, improve safety, improve mobility, and support community development. Frontage roads such as the proposed Parkway is listed under each of these categories as an example. Other portions of the Greens of Anoka project such as stormwater improvements, access reduction, and intersection control changes are also listed as examples of each of the four criteria.

Other grants at the state and federal level may also become available over the term of the Greens of Anoka redevelopment plan. It would be anticipated that Anoka County and MnDOT would support the city in the endeavor to construct a parallel parkway to Highway 10 to act as a reliever route. This is especially true since funding for improvements to Highway 10 that would result in the removal of the signalized intersections at Thurston Avenue and Fairoak Avenue has been removed from any long term MnDOT plans.

DEED

The Minnesota Department of Employment and Economic Development (DEED) offers grants, loans and technical assistance for redevelopment projects and activities for communities. Qualifying projects include housing and commercial rehabilitation, wastewater treatment facilities and drinking water systems, and contaminated site clean-up. Eligibility of financing through DEED depends on a number of factors including the type of business, size, location and type of financing needed.

The Business Development Public Infrastructure Program is a potential grant through DEED which provides funding for infrastructure projects in support of economic development. This program would be a great fit for the infrastructure improvements for portions of the Parkway extension through Highland Park to facilitate economic development. The DEED website (<http://www.deed.state.mn.us>) provides a number of potential financial resources for development and redevelopment projects in the Greens of Anoka area to spur business growth adjacent to the Highway 10 corridor.

MPCA

The Minnesota Pollution Control Agency has various opportunities available for receiving grants and other financial assistance for environmental projects in Minnesota. Clean-up of the industrial sites and water quality projects may qualify for MPCA grants within the Greens of Anoka.

Environmental Assistance (EA) Grant

The Minnesota Legislature established the EA grant program to provide financial assistance for the development of environmentally sustainable practices in Minnesota through voluntary partnerships and goal-oriented, economically driven approaches to pollution prevention and resource conservation. The Environmental Assistance Grant Program consists of a competitive, two-stage application process used to identify and assist projects that will be most beneficial in furthering the Agency's mission of working with Minnesotans to protect, conserve, and improve our environment and enhance our quality of life, particularly within the focus areas identified each fiscal year.

Housing Improvement Areas and Homeowner Assistance Programs

A housing improvement area is very similar to a special service district. This type of taxing district can finance improvements to areas of owner-occupied housing. At this point, the statute does not allow use for rental housing. A mixed-use development requires a "layered" approach, using both special service district and housing improvement area.

The Anoka Housing and Redevelopment Authority (HRA) oversees assistance for homeowners and rental property owners. They work with the Minnesota Housing Finance Agency (MHFA) and the Center for Energy and the Environment (CEE). Most programs are managed by CEE. Some home improvement programs to consider include:

- » *Minnesota Housing Finance Agency has a Fix-Up Fund Loan Program. The program has below market loans up to \$35,000 for year-round, owner-occupied single-family, duplexes, triplexes and fourplexes. Homeowners must have a adjusted gross household income of \$95,000 or less. Improvements can be both external and internal. The MHFA also has Rehabilitation Loan Program that helps low income households finance basic home improvements that directly affect safety, habitability, energy efficiency or accesibility. The program has both income and asset limits.*
- » *The Center for Energy and the Environment (CEE) has a Home Energy Improvement Loan Program which*

offers 0% loans with no income limit for improvements including heating, air conditioning, airsealing, insulation, windows, water heaters and other energy efficiency improvements. CEE also oversees a Mechanical and Energy Improvement Grant which will assist with up to 25% of project costs with a maximum rebate of \$1,000. The property must be more than 15 years old and owner-occupied. Household income cannot exceed \$95,000. CEE also oversees a Home Improvement Deferred Loan Program which offers a 0% fixed loan of up to \$10,000 for homeowners earning 80% of the HUD median income. The program does require a one to one match from the homeowner. Up to 50% may be forgiven depending on how long the homeowners remain in their home. The loan is otherwise due at the time the property is sold or transferred.

- » There is also the Rental Property Matching Deferred Loan Program. The 0% loan program finances up to \$10,000 with a two to one match from the rental property owner. The loan is due on the property sale or transfer. There is no maximum income limit.
- » Seniors and adults with disabilities may also find help from the Anoka County Chores and More program. This program helps homeowners find someone who will perform minor home repairs, seasonal chores, and housekeeping. There is a sliding fee scale for services. Whole house painting is also provided by the Metro Paint-a-thon program.

Park Dedication

State law governing subdivision regulations (Minnesota Statutes, Section 462.358) authorizes the City to require that a reasonable portion of the property be dedicated to the public or preserved for conservation purposes or for public use as parks and recreational facilities. The City may also elect to receive payment in lieu of dedication. This tool could be used to acquire the additional land needed for parks, trails and open space or golf course modifications for the Greens of Anoka,

General Fund - Golf Course Improvements

The continued long-term commitment to Greenhaven golf course is critical to the success of the Greens of Anoka. On-going reinvestment in the course to improve the overall aesthetics and enhance the play-ability of the course should be considered annually, to keep the course competitive and respond to changes in the golf marketplace.

For example, creating multiple tee sets and yardages for junior and senior golfers, marketing to the surrounding senior population and business clientele could attract new business and provided increased memberships and greens fee revenue over time.

Most significantly, the addition of a driving range could lead to increased revenues from both an operations stand point and the ability to attract larger tournaments or outings, further complimenting the recent renovations of the existing clubhouse and banquet facilities. Strategic planning and investment in the golf course operations budget should be integrated with redevelopment investments for the area.

SUMMARY

In summary, the Redevelopment Master Plan for the Greens of Anoka outlines a strategy for positive, incremental change in the area. The plan outlines a series of achievable goals over the next ten to fifteen years, within the short-term and mid-term phasing plans, that are financially viable and a true foundation for transformation.

Leveraging its key asset, the plan creates higher-end housing adjacent to the golf course and enhances the existing Highland Park neighborhood. The plan also creates strong transportation linkages to valuable amenities nearby, including the Anoka Enterprise Business Park, the Commuter Rail Transit Village and the Northstar Commuter Rail Station and Historic Downtown Anoka.

While the plan prescribes a detailed redevelopment approach, the plan is also flexible in its application to allow the City of Anoka to adapt to an ever-changing marketplace.