STUDY SESSION

1. Accessory dwelling units (60 mins.)

2. Texa Tonka small area plan (40 mins.)

3. 2020 Census (20 mins.)

If you cannot attend the meeting, please call the Community Development Office, 952.924.2575.

Auxiliary aids for individuals with disabilities are available upon request. To make arrangements, please call 952.928.2840 at least 96 hours in advance of meeting.
[This page left blank intentionally]
1. Accessory dwelling units

Recommended Action: No action at this time. Provide feedback to staff on the proposed zoning amendment and the provided policy questions.

Background: Given new planning commission members and that the planning commission has not discussed this topic for a number of months, the background information below contains a mixture of what was included in past study session packets, as well as new information for consideration.

Overview: An accessory dwelling unit (ADU) is a self-contained residential unit with its own living room, kitchen, and bathroom. ADUs are permanent installations that are legally part of a larger property that includes a standard single-family house. This housing is designed to be flexible and can generate rental income for the homeowners.

ADUs can sometimes be referred to as: carriage or coach houses, accessory apartments, backyard cottages, secondary dwelling units, granny flats, mother-in-law suites, second suites or garden apartments. These units may be located inside the principal building on a lot or may be located in a detached accessory building on the same parcel.

Policy Direction: ADUs have the potential to meet some of St. Louis Park’s housing goals in the 2040 Comprehensive Plan update, as well as help fulfill the following city council strategic priority: St. Louis Park is committed to providing a broad range of housing and neighborhood-oriented development. Below is an excerpt from the 2040 Comprehensive Plan Housing Chapter. Several strategies that relate to the ADU discussion are emphasized in bold text.

Goal 1. The City of St. Louis Park will promote and facilitate a balanced and enduring housing stock that offers a continuum of diverse lifecycle housing choices suitable for households of all income levels including, but not limited to affordable, senior, multigenerational, supportive and mixed income housing, disbursed throughout the city.

Strategies
A. Create a broad range of housing types to provide more diverse and creative housing choices to meet the needs of current and future residents.
B. Review existing policies, programs and regulations to remove barriers to innovative and creative housing options.
C. Ensure new housing policies promote fair and equitable housing choices.
D. Use data and research to guide and evaluate housing priorities, policies, and programs.
E. Use infill and redevelopment opportunities to assist in meeting housing goals.
F. Create policies, tools and strategies to promote the goals of the city’s Climate Action Plan, encouraging energy efficiency and reducing energy consumption in residential properties.

G. Create senior housing opportunities: both market rate and affordable, homeownership and rental, and active and supportive.

**Goal 2. Single-family homes:** The city is committed to creating, preserving, and improving the city’s single-family housing stock.

**Strategies**

A. Promote the creation of family-sized, owner occupied, single-family homes that meet the needs and desires of current and future residents through the expansion of existing homes and through construction of new homes.

B. Proactively address substandard housing properties through code enforcement and public or private redevelopment activities such as acquisition, demolition and housing replacement.

C. Promote high-quality architectural design standards of homes through the use of good design practices which are complementary and compatible with the neighborhood, utilizing quality materials and superior construction.

D. Allow for Accessory Housing Units (AHUs) in all low-density residential areas.

E. Allow for two-family dwelling units (twin homes and duplexes) on appropriately-sized lots in low density residential areas.
Types of ADUs:

Examples of Accessory Dwelling Units (ADUs)

ADUs in blue; main residence in white

Attached ADU (internal)

Attached ADU (via addition)

Detached ADU

Image credit: City of Saint Paul, MN
Benefits of ADUs:
1. Expands housing options for neighborhoods already built out in ways that don’t alter the character of the existing neighborhoods.
2. Homeowners can earn income to pay other household expenses.
3. Serves lifecycle housing needs (i.e. can assist people aging in place and downsizing).
4. Provides independent housing for friends, family, and caregivers that is less expensive than assisted living or skilled nursing facilities.
5. Reduces environmental impacts by less energy consumption and reduce transportation-related environmental impacts.
6. Provides more affordable housing option to address housing market challenges.
7. Supports the local economy through the construction and maintenance of ADUs.

**ADU benefits based on type:**
- Interior: little perceived change from the exterior
- Attached: easily made ADA accessible, more ideal for supportive living arrangements (caregivers, elderly relatives)
- Detached: provides the most independent living arrangements, does not affect design of primary home

Challenges of ADUs: For many private homeowners, financing is the biggest obstacle to developing an ADU on their own. Currently most financial institutions do not include the potential rental income as part of the underwriting. In addition, it is difficult to find comparable sales for the purposes of determining the ADU value.

**ADU challenges based on type:**
- Interior: Adding a separate entrance, cannot exceed square footage of primary dwelling unit
- Attached: Loss of yard area, must conform to zoning code (height, ground floor area, yard setbacks, etc.)
- Detached: Height requirements may make the ADU infeasible, fire separation between dwelling units

**ADUs in the Twin Cities:** An estimated 18 cities in the Twin Cities metro region have policies allowing ADUs. Approximately 150 permitted ADUs exist in the region; many more unpermitted ADUs may exist throughout the metro. The majority of permitted ADUs are located in Minneapolis (100+), Minnetonka (30), and Stillwater (16).

**Policy Direction:** The questionnaires and discussions with the planning commission and city council earlier this year confirmed that the development of regulations for ADUs should continue to move forward. Given this, the focus of the Planning Commission discussion will be on reaching consensus and/or identifying additional information needed for the development of an ordinance.

Based on past discussions, city staff think there is consensus regarding the following components of a potential ordinance

1. **Type** – All types of ADUs (internal, attached, and detached) should be allowed
2. **Types of principal use** – Any single-family residential or duplex principal use in the R-1, R-2, or R-3 zoning districts.

3. **Lot size** – To support the development of ADUs and ensure equitable access to this accessory use throughout the community, no minimum lot size is being proposed and any lots of record that allow for a single-family house to be constructed today would be allowed to have an ADU. Even existing lots that are only 2/3 the current minimum lot dimensional requirements would theoretically be allowed to pursue an ADU.

4. **Maximum number of ADUs** – Only one ADU will be allowed to be created per lot

5. **Independent sale of ADU** – This would restrict the ADU from being sold independently of the principal structure and lot.

While the planning commission and city council discussed the following topics, staff’s assessment is that clarity has not yet been reached about the city’s desired direction for an ordinance.

1. **Type of approval required** – To support the development of ADUs it would be helpful for property owners if they could be allowed administratively rather than through a conditional use permit. It seems that there may be comfort with allowing administrative review for internal and attached ADUs. Additional discussion about whether detached ADUs can be processed administratively may be beneficial to have after design regulations have been set.

2. **Lot coverage** – Lot coverage is a topic that has been identified by the City Council for a broader discussion. Concerns have been raised about tear-downs/replacements and about overall increases in residential building massing and how it impacts the surrounding residential neighborhoods. Given the potential for new or expanded structures as a result of allowing ADU, additional discussion about lot coverage, floor area ratios, and impervious surface coverage is needed. Staff has been conducting some GIS analysis in this area and will present initial findings at the Planning Commission meeting.

3. **ADU size** – Limiting the size of the ADU is a strategy many communities use to lessen neighborhood impact. At a minimum ADUs can be required to be smaller than the size of the principal structure. Communities also use a variety of standards from maximum square footage (650 to 1,000 square feet), percent of finished floor area (30-50%), or percent of footprint (33-40%).

4. **Setbacks** – Internal and attached ADUs would need to follow the principal structure setbacks. Detached ADUs could be allowed to follow the accessory structure setbacks. However, consideration may also be given to increasing the setback if there is an upper story such that ADU occupants are not overlooking neighboring yards.

5. **Design components** – The following are requirements about ADU design that could be included in the ordinance:
   a. Requirement for a separate exterior entrance to the ADU.
   b. Allowance for two doors on the front of the house.
   c. Requirement for a paved/concrete surface walkway from sidewalk, street, or driveway to the ADU entrance.
   d. Prohibition of an exterior stairway leading to an upper story ADU entrance.
   e. Minimum percent of windows facing alley or public street for a detached ADU.
   f. Requirement for a detached ADU to match the principal structure in design or material.
   g. Limitations on windows overlooking neighboring properties for detached ADU.
6. **Parking** – In an effort to be supportive of ADUs it is suggested that additional parking not be required. Consideration may want to be given to requiring an off-street parking space be available for the ADU (proof of parking).

7. **Height of ADU** – Any internal or attached ADU is part of the principal structure and follows those maximum height restrictions. A detached ADU could not be taller than the principal structure. Discussion regarding the accessory structure regulations and their application or relevance to ADU would be beneficial.

8. **Owner occupied** – There is a desire to require the property owner to reside in either the principal structure or the ADU, except for a bona fide temporary absence. Staff would note that while this requirement is common in Minnesota, research by the Family Housing Fund indicates that this is less common elsewhere. It was also recently noted that this requirement may present a barrier to ADU development as it limits flexibility for life changes (such as an owner who takes a new job and wants to rent the property or an owner who wants to work or travel abroad for an extended period of time). There are also anecdotes that this type of deed restriction may impact the ability of property owners to get financing for an ADU.

9. **Number of occupants** – The determination of number of occupants is related to ADU size. Communities generally limit it to 2 or 4 occupants or one family.

**Administrative and technical issues:** In addition to the policy questions above, several technical and administrative issues will need to be explored and determined, such as when water or sanitary sewer connections will require direct connections to the street, or if the water/sewer can be connected to the principal structure.

**Other considerations:** The discussion of several of the policy issues listed above have some relevance to other topics that planning commission or city council want to discuss in the future. While these other topics will not be included directly in the ADU analysis, commissioners should remain mindful of how ADU policies may relate to these other topics. Topics include single-family house size and setback requirements, allowing duplexes in all low density residential areas on appropriately sized lots, home occupations and short-term rentals.

**Next steps:** Staff will use the direction discussed to prepare a draft ordinance for consideration.

**Attachments:** Amily Housing Fund policy brief: ADUs: Housing Options for a Growing Region, and Cities in the Twin Cities Metro Area with an ADU Policy

**Prepared by:** Rita Trapp, HKGi
Jacquelyn Kramer, Associate Planner

**Reviewed by:** Sean Walther, Planning and Zoning Supervisor
Accessory Dwelling Units (ADUs) are a flexible, neighborhood-scale solution to regional housing needs. Cities can encourage ADUs as part of their overall housing strategy by adopting proven policies.
What makes ADUs good for cities?

**ADUs provide affordable options in the private market:** Most ADU rents are affordable to a household earning less than $56,000 annually.¹

- ADUs represent **gentle, or “hidden” density** as a form of small-scale infill housing.
- ADUs provide **access for renters** to established, well-connected neighborhoods.
- ADUs are built by homeowners on **existing lots**, providing new housing without expensive land acquisition costs, and add **value** to the property, which can lead to increased property tax revenue for a city.
- ADUs typically serve **one- and two-person households**, a growing demographic segment which comprises the majority of Twin Cities households.²

**ADUs are often known as “carriage houses,” “in-law suites,” and “granny flats.”** They are adjacent or attached to a primary home, and have their own entrance, kitchen, living area, and bathroom. ADUs can be located within a home, attached to a home, or as a detached structure in a backyard (sometimes above a garage). ADUs are a unique housing form created by individual homeowners and scattered throughout neighborhoods.

**ADUs support stable homeownership by serving lifecycle housing needs.** Over time, rental income provided by an ADU can help homeowners pay their mortgages or save up. Homeowners may use their ADU to house family members who need care, or they may move into the ADU themselves to downsize.

**ADUs are environmentally-friendly housing options because they are smaller and use less energy than the average home.** They help reduce transportation-related environmental impacts when they are located near employment centers and established public transit routes.³

**ADUs support the local economy,** as homeowners typically hire local construction and design firms to build them.

**ADUs help create vibrant neighborhoods** as new residents increase the customer base for nearby businesses and services.

---


³ See Stephan, A., Crawford, R.H., 2016. The relationship between house size and life cycle energy demand: implications for energy efficiency regulations for buildings. Energy 116 (Part 1), 1158–1171. dx.doi.org/10.1016/j.energy.2016.10.038 A 2014 study found that ADU residents in Portland were less likely than the average to own cars (State of Oregon Department of Environmental Quality, 2014. Accessory dwelling units in Portland, Oregon: evaluation and interpretation of a survey of ADU
Why do we need ADUs as a housing option?

ADUs can help reduce pressures on the regional housing market, including:

- **Increasing demand** for more housing units: To meet the needs of anticipated workforce growth and other population trends, the seven-county Twin Cities region needs to add nearly 13,000 units of housing each year through 2040. ADUs engage private homeowners as a new set of partners addressing this housing need, without public subsidy.

- **Low supply** of rental housing stock: Throughout the Twin Cities metro area, vacancy rates for studio and one-bedroom units are 2.1% and 2.3%, respectively—far below a healthy rate of 5% or more. Adding ADUs in existing neighborhoods helps to address this gap.

- **Cost** pressures for renters: The greatest demand over the next 20 years will be for rental units priced below $1,875/month (in 2019 dollars), as ADUs typically are.

- **Smaller households**: The type of new housing needed in the coming decades will be affected by changing demographic trends. Nearly half of the region’s projected household growth will be individuals living alone, and ADUs are typically designed for these smaller households.

- **Aging population**: Four-fifths of household growth will be in older households headed by individuals aged 65 and older, many seeking options to downsize in their own neighborhoods; ADUs provide this option.

Where can I find ADUs?

Currently, an estimated 18 cities in the Twin Cities metropolitan area have policies permitting ADUs and approximately 150 permitted ADUs exist in the region. However, ADUs have always existed in the Twin Cities.

How much housing could ADUs provide?

ADUs are a cost-effective way to meet a substantial portion of the Twin Cities region’s future housing need without public subsidy. If ADUs in the seven-county metro area became as common as they are in Portland, Oregon (representing about 1.5% of single-family homes), we could create 11,000 new housing units, potentially meeting most of the region’s need for new housing for households who earn $40,000-50,000 per year.
Encouraging ADUs: Best Practices for Cities

How can local policies support ADU development?

The evidence is clear: local government policies and practices that reduce regulatory and cost burdens make a critical difference in whether ADUs can reach their full potential for communities.

- In Austin, Texas, allowing larger ADUs (up to 1,100 square feet) and reducing other requirements\(^{10}\) paved the way for permit requests to rise nearly tenfold.

- In Portland, Oregon, annual ADU permit volume increased from just 24 (in 2009) to 615 (in 2016) when it waived development fees for ADUs, saving homeowners $8,000-12,000 per unit.\(^{11}\)

- In Los Angeles, California, ADU permits jumped from 80-90 per year to 1,980 in 2017, after California’s state legislature required cities to adopt ADU policies.\(^{12}\)

---

Flexible for Multigenerational Households

Fue Lee’s parents live in the first-floor ADU attached to the family’s house in North Minneapolis. Fue and his adult siblings live in the main home.

*The Lees’ home and its neighbor to the north were developed by the City of Lakes Community Land Trust as the first two homes to be built with an ADU in Minneapolis.*

---

\(^{10}\) Austin Development Services Department. Accessory Dwelling Units. [www.austintexas.gov/page/adu](http://www.austintexas.gov/page/adu)

\(^{11}\) City of Portland, Oregon. City Council Extends the SDC Waiver for ADUs, with Conditions. June 27, 2018. [https://www.portlandoregon.gov/bds/article/689356](https://www.portlandoregon.gov/bds/article/689356)

# Encouraging ADUs in Your City

## Lower Costs and Increase Access to Capital

### Offer waivers, discounts, tiered pricing, and payment plans for fees.

- **Waiver for Affordability:** The City of Santa Cruz, California waives permit fees on a sliding scale in exchange for a commitment to renting an ADU to a low-income household. Approximately 39 households have used this waiver since 2016.\(^{18}\)

- **Tiered Pricing:** Most cities already offer tiered pricing in some form, such as for building permits. Offering tiered pricing for other fees, such as sewer access charges, can help reduce what would otherwise be a larger fixed cost for homeowners wishing to build an ADU.

### Develop an ADU loan program.

- The County of Santa Cruz in California,\(^{19}\) the City of Portland, Oregon,\(^{20}\) and the West Denver Renaissance Collaborative (WDRC) in Colorado\(^{21}\) are developing low- or no-interest loan programs for ADU development. Each program has an affordability focus, either creating affordable rental units or building wealth and stability for lower-income homeowners.

- Santa Cruz County also has a specialized *My House, My Home ADU* loan program to help low-income senior homeowners build ADUs so that they can afford to age in place.\(^{19}\)

### Work with developers to incentivize building ADUs in new construction.

- The City of Lakes Community Land Trust (CLCLT) builds and sells multigenerational-living homes with attached ADUs in Minneapolis. The homes are designed for flexibility, with ADUs at the back of the first floor that can open to the inside of the main home or can be accessed through a separate entrance, allowing the home to meet changing housing needs over multiple generations.
...continued

PROMOTE ADUs AND INCREASE ACCESS TO INFORMATION

City of Santa Cruz, California has become a national model by appointing dedicated staff to the development of its ADU program, creating a guide for homeowners, sharing prototypes of architectural plans, hosting workshops, and creating a webpage with ADU information.

Sponsor, promote, and participate in ADU tours.

The city of Portland boasts an annual ADU tour, run in partnership between advocates and the City. It has been a successful beginning point for many ADU homeowners, who embarked on their developments after attending the tour. Locally, a few ADUs already have been popular stops on the Minneapolis & Saint Paul Home Tour.

---

13 Garcia, David.
14 Oregon Department of Environmental Quality.
15 Northfield is noted here but is not counted as part of the 18 cities that have an ADU policy as it is outside the Twin Cities metro area.
16 City of Austin. Open Data. data.austintexas.gov
18 City of Santa Cruz 2016 Accessory Dwelling Units Fee Waiver Information and Application www.cityofsantacruz.com/home/showdocument?id=53802
21 Martinez-Store, Renee. 28 June 2018.
<table>
<thead>
<tr>
<th>Local Cities</th>
<th>Where are ADUs allowed?</th>
<th>Special Permit Required?</th>
<th>Parking for ADU</th>
<th>Owner Occupancy</th>
<th>Water/Sewer</th>
<th>Min. Lot Size</th>
<th>Lot Coverage</th>
<th>Min. ADU Size</th>
<th>Max. ADU Size</th>
<th>Type</th>
<th>Ordinance Section</th>
<th>Notes</th>
<th># Built or legalized</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apple Valley</td>
<td>In R-1 zoning district</td>
<td>Conditional Use Permit</td>
<td>2 off-street for the ADU and 2 off-street for the main home</td>
<td>Yes</td>
<td>Must connect to main house</td>
<td>40,000 SF</td>
<td>Cannot exceed 35%</td>
<td>300 SF</td>
<td>Shall be no larger than 40% of the main home’s footprint</td>
<td>Attached, Internal</td>
<td>155.382</td>
<td>ADU occupancy limited to 3 people; ADUs must be two bedrooms or fewer</td>
<td>2</td>
</tr>
<tr>
<td>Bloomington*</td>
<td>In R-1 and RS-1 zoning districts</td>
<td>Primary home must have 4 off-street parking spaces</td>
<td>Yes</td>
<td>Must connect to main house</td>
<td>11,000 SF</td>
<td>300 SF</td>
<td>960 SF or 33% of the 4-season living area of the main home</td>
<td>Attached, Internal</td>
<td>§ 21.302.03</td>
<td>ADU occupancy limited to 2 people; ADUs must be two bedrooms or fewer</td>
<td>1 permitted and constructed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Burnsville</td>
<td>In R-1 and R-1A zoning districts</td>
<td>1 off-street for the ADU and 2 off-street for the main home</td>
<td>Yes</td>
<td>Must connect to main house. If not on municipal lines, must meet private well and septic standards</td>
<td>10,000 SF for attached 1 acre for detached</td>
<td>300 SF</td>
<td>960 SF or 33% of the footprint of the main home</td>
<td>Attached, Detached, Internal</td>
<td>10.7.52</td>
<td>ADUs must be two bedrooms or fewer; require park dedication and utility fees</td>
<td>0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chaska</td>
<td>In Planned Unit Developments</td>
<td></td>
<td></td>
<td>Yes</td>
<td></td>
<td>768 SF</td>
<td></td>
<td></td>
<td></td>
<td>Detached, above garage with alley access</td>
<td>Ord. #708</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Crystal</td>
<td>In R-1 and R-2 zoning districts</td>
<td>1 additional for the ADU</td>
<td>No</td>
<td>Can be connected to property or utility main</td>
<td>6,000 SF</td>
<td></td>
<td>Shall not exceed 50% of the finished floor area of the primary home</td>
<td>Attached, Detached, Internal</td>
<td>Chapter V, Subsection 515.23, Subdivision 3</td>
<td>ADU occupancy limited to 3 people</td>
<td>1 permitted</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eagan</td>
<td>In Estate and R-1 zoning districts</td>
<td>Annual Registration</td>
<td>2 off-street for the ADU and 2 off-street for the main home</td>
<td>Yes</td>
<td>Must connect to main house</td>
<td>Cannot exceed 20%</td>
<td>300 SF</td>
<td>960 SF or 33% of the 4-season living area of the main home</td>
<td>Attached, Detached, Internal</td>
<td>Section 11.70, subdivision 32</td>
<td>ADU occupancy limited to 2 people; ADUs must be two bedrooms or fewer</td>
<td>1 constructed and 1 legalized</td>
<td></td>
</tr>
<tr>
<td>Inver Grove Heights</td>
<td>In the A, R-1, R-2, R-1A, R-1B, and R-1C zoning districts</td>
<td>2 off-street for the ADU and 1 off-street for the main home</td>
<td>Yes</td>
<td>Must share with main house</td>
<td>1 acre for detached</td>
<td>250 SF</td>
<td>1,000 SF</td>
<td>Attached, Detached, Internal</td>
<td>10.18.1</td>
<td>ADU occupancy limited to 3 people</td>
<td>5 registered</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lakeville</td>
<td>In RS-1, RS-2, RS-3, and RS-4 zoning districts and Planned Unit Developments</td>
<td>3 garage stalls for the ADU and main home</td>
<td>Must share with main home</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Attached, Internal</td>
<td>11.50.11.F, 11.51.11.F, 11.52.11.F, 11.53.11.F</td>
<td>Must be accessed from inside the main home</td>
<td>2 permitted</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Long Lake</td>
<td>In the R-1, R-1A, R-2, R-3, and R-4 zoning districts</td>
<td>Conditional Use Permit</td>
<td>2 for the ADU</td>
<td>Yes</td>
<td></td>
<td></td>
<td></td>
<td>x2 the minimum lot size required by the zoning district</td>
<td>Attached, Internal</td>
<td></td>
<td>Cannot be rented to non-family members</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Bloomington has a conditional use permit requirement for ADUs.
<table>
<thead>
<tr>
<th>Local Cities</th>
<th>Where are ADUs allowed?</th>
<th>Special Permit Required?</th>
<th>Parking for ADU</th>
<th>Owner Occupancy</th>
<th>Water/ Sewer</th>
<th>Min. Lot Size</th>
<th>Lot Coverage</th>
<th>Min. ADU Size</th>
<th>Max. ADU Size</th>
<th>Type</th>
<th>Ordinance Section</th>
<th>Notes</th>
<th># Built or legalized</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minneapolis</td>
<td>As an accessory to a permitted or conditional single-family or two-family dwelling.</td>
<td>0 for the ADU, 1 space each for other units</td>
<td>Yes</td>
<td>Connect to main home or the street</td>
<td>300 SF</td>
<td>Internal: 800 SF not to exceed the first floor of the main home. Attached: 800 SF Detached: 1,300 SF (incl. parking areas) or 16% of the lot area. Footprint not to exceed 676 SF or 10% of the lot area, not to exceed 1,000 SF</td>
<td>Attached, Detached, Internal</td>
<td>537.11</td>
<td>~120 permitted and built</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minnetonka</td>
<td>In R-1 and R-2 zoning districts</td>
<td>Conditional Use Permit</td>
<td>Determined on a case by case basis</td>
<td>Must connect to main home</td>
<td>No more than 35% of the gross living area of the home, including the ADU or 950 SF, whichever is smaller.</td>
<td>Attached, Internal</td>
<td>Section 300.16.3.d</td>
<td>30</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plymouth</td>
<td>Within residential subdivisions in RSF-R, RSF-1, RSF-2, and PUD zoning districts, that have received preliminary plat approval on or after June 1, 2001 and that include 10 or more single-family lots</td>
<td>2 off-street for the ADU</td>
<td>Yes</td>
<td>Detached must connect to utility main</td>
<td>Shall not exceed the gross floor area of the main home or 1,000 SF, whichever is less</td>
<td>Attached, Detached</td>
<td>2190.04</td>
<td>Can only be constructed at the same time as the primary home, as part of a subdivision of 10 or more homes</td>
<td>0</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Richfield</td>
<td>In R and R-1 zoning districts</td>
<td>3 off-street spaces are required</td>
<td>Yes</td>
<td>Attached and Internal may connect to home</td>
<td>800 SF or the gross floor area of the principal dwelling, whichever is less</td>
<td>Attached, Detached, Internal</td>
<td>8.45 Subd. 8, 518.05 Subd. 8</td>
<td>Detached units are only allowed as part of a garage, 2 existing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Roseville</td>
<td>In the LDR-1 zoning district</td>
<td>1 additional off-street space for the ADU</td>
<td>Yes</td>
<td>Attached and Internal may connect to home</td>
<td>650 SF or 75% of the 4-season living area of the main home</td>
<td>Attached, Detached, Internal</td>
<td>11.011.12.B.1</td>
<td>ADU occupancy limited to 2 people; ADUs must be one bedroom or fewer, 5, 2 of which were legalized, 1 in processing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shoreview</td>
<td>In RE and R-1 zoning districts</td>
<td>Accessory Apartment Permit</td>
<td>3 off-street spaces are required</td>
<td>Must share with main house</td>
<td>No more than 30% of the building's total floor area nor greater than 800 SF</td>
<td>Attached, Detached, Internal</td>
<td>207.01</td>
<td>ADUs must be two bedrooms or fewer</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>St. Paul</td>
<td>R1-R4, RT1, RT2, RM1, RM2</td>
<td>Annual affidavit of owner-occupancy</td>
<td>No additional spaces if principal home meets minimum parking requirement</td>
<td>Yes</td>
<td>Must connect to principal home</td>
<td>5,000 SF</td>
<td>800 SF, if interior to the principal structure, the principal structure must be at least 1,000 SF and the ADU must not exceed 1/3 of the total floor area</td>
<td>Attached, Detached, Internal</td>
<td>Chapers 61, 63, 65, and 86</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local Cities</td>
<td>Where are ADUs allowed?</td>
<td>Special Permit Required?</td>
<td>Parking for ADU</td>
<td>Owner Occupancy</td>
<td>Water/ Sewer</td>
<td>Min. Lot Size</td>
<td>Lot Coverage</td>
<td>Min. ADU Size</td>
<td>Max. ADU Size</td>
<td>Type</td>
<td>Ordinance Section</td>
<td>Notes</td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
<td>-------------------------</td>
<td>--------------------------</td>
<td>-----------------</td>
<td>-----------------</td>
<td>-------------</td>
<td>--------------</td>
<td>--------------</td>
<td>--------------</td>
<td>---------------</td>
<td>---------------------</td>
<td>------------------</td>
<td>------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Stillwater</td>
<td>In TR, CTR, and RB zoning districts</td>
<td>In CTR and RB: Special Use Permit</td>
<td>4 off-street for the ADU and main house</td>
<td>No</td>
<td>Can be connected to property or utility main</td>
<td>TR and RB: 10,000 SF CTR: 15,000 SF</td>
<td>CTR: 500 SF, one story attached or 720 SF above a detached garage RB: 800 SF</td>
<td>TR and CTR: Attached, Detached, Internal RB: Detached, above garage</td>
<td>Sec. 31-501</td>
<td>16 approved, but likely more that were permitted by right in RB</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>White Bear Lake</td>
<td>Where single-family homes are permitted</td>
<td>Conditional Use Permit Annual Certificate of Occupancy renewal</td>
<td>Determined on a case by case basis</td>
<td>Yes</td>
<td>Can be connected to property or utility main</td>
<td>200 SF for the first occupant plus 100 SF for each additional occupant</td>
<td>880 SF or 40% of the habitable area of the main home</td>
<td>Attached, Detached</td>
<td>Section 1302.125</td>
<td>Maximum of 4 occupants</td>
<td>10 permitted</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Updated policy is currently under consideration as of February 2019*
2. Texa-Tonka small area plan

**Recommended action:** Provide input on the plan’s draft recommendations.

**Background:** In May 2019, the city began working on a small area plan for the commercial properties near the intersection of Texas Avenue and Minnetonka Boulevard, also known as Texa-Tonka. The city contracted with SEH and a team of planners, architects, engineers, outreach and market specialists to create the Texa-Tonka small area plan.

Many of the commercial properties located near the intersection of Texas Avenue and Minnetonka Boulevard, also known as Texa-Tonka, have been owned by the same property group for many decades. This ownership group has decided they would like to divest many of the commercially zoned properties in Texa-Tonka in the coming years.

In anticipation of new ownership and reinvestment in the commercial properties, the city is undertaking a small area plan to conduct a market overview, concept site and building plans, design guidelines, a traffic capacity analysis, and a parking study. The planning process is anticipated to take eight months and conclude in December.

**Present considerations:** The plan recommendations will be heavily influenced by input from local residents and commercial property owners collected through a project committee, pop-up events, community surveys, neighborhood workshops and an open house. Several outreach events have already occurred. Results of these efforts are posted on the city’s website and are summarized below.

**Workshop 1 summary:** A meeting was hosted at the Lenox Community Center on June 27, 2019 and had 35 attendees. The purpose of the meeting was to inform community members of the project, as well as receive their feedback on issues and opportunities pertaining to current conditions and future development of the commercial area. Participant activities included small group discussions, mapping issues and opportunities on project aerial photos and base maps and developing vision statements.

**Vision statement:** The Texa-Tonka commercial node is a vibrant, welcoming place that offers a mix of small, local, useful shops, restaurants, services and housing options. Its attractive places and spaces are connected by a safe, accessible network of landscaped streets, sidewalks and plazas where people of all ages and abilities can meet their daily needs by foot, bicycle, transit and auto.

**Survey summary:** A planning survey was posted on the city’s website for seven weeks and generated 992 responses. 45 percent of survey respondents lived within 3 to 4 blocks of the study area. The majority of respondents visit Texa-Tonka by personal vehicle followed by walking and then biking, and primarily for eating/drinking or shopping purposes. Overall, people value the shopping center’s convenience, eating establishments and shops. People would like to see the buildings and landscaping updated and maintained. Additional local
businesses, specifically a local coffee shop and restaurants, are highly desired. Questions were asked regarding the built form, and respondents preferred smaller scale, mixed-use, pedestrian-oriented development, with most people against larger scale housing developments.

**Workshop 2 summary:** On August 13, 2019, 23 people participated in a planning workshop focused on aspects of potential redevelopment and enhancement within the study area. Consultants provided four separate activities centered on massing and scale of future buildings, building design preferences, gatherings spaces (informal, community activated) and alternative street designs for Minnetonka Boulevard and Texas Avenue.

Preferences included:
- 1-4 story buildings
- Redevelopment of vacant parking lot along the east side of Texas Avenue with duplexes or townhomes
- Strong interest that new commercial buildings are placed closer to the sidewalks and streets at the southwest and north east corners of Minnetonka Boulevard and Texas Avenue intersection
- Brick buildings together with other materials
- Temporary and permanent street activation opportunities including art, seasonal planters, painted pavement street crossings, farmers markets, and unique banners
- Additional green space with routine maintenance.

**Guiding principles:** Guiding principles were established to specify the types of uses and design of spaces that should be encouraged in the study area. These guiding principles include:
- Encourage a mixed-use node where people can shop, dine, live and play
- Support a vibrant, small business economy within the node
- Complement existing housing with new housing options
- Enhance and showcase the area’s mid-century modern heritage and aesthetic
- Provide for a range of temporary and permanent landscaped spaces where people can socialize and celebrate
- Enhance beauty and ecological function of the public realm
- Strengthen and enhance walking and biking as safe and convenient transportation options
- Raise the bar on quality and authenticity of the built environment
- Balance creative vision with market reality
- Address current opportunities while planning for an ever-changing future
- Embrace and engage Texa-Tonka’s diverse community

**Market study:** A market study was conducted to determine the demand for residential and commercial uses in the study area.

The study looked at residential demand between 2019 and 2030. The study shows some demand for owner-occupied units, specifically demand for owner-occupied multifamily housing (173 units) including townhomes, twin homes and condominiums. The study notes that it is unlikely that single-family homes can be accommodated due to high land costs and density
requirements, therefore, demand for owner-occupied housing will be limited to owned multi-family. There is also demand for an estimated 278 rental units within the Texa-Tonka area.

The commercial retail and commercial office demand were also examined within the study area. The study shows the Texa-Tonka commercial area could capture 2% to 3% of the market demand for retail between 2019 and 2030, which is approximately 11,000 and 18,000 square feet of new retail space that could be redeveloped within the study area, including the redevelopment of existing space in the District. Texa-Tonka could also capture approximately 2% or 7,000 square feet of additional office space demand within the market area.

Project committee: A project committee has been formed to help guide the planning process. The committee includes commercial property owners and residents from several neighborhoods, including Texa-Tonka, Oak Hill, Aquila and Cobblecrest. The project committee has met twice since the start of the planning process, and committee members participated in the workshops. The first meeting was held on May 16, 2019 to walk the study area and discuss placemaking. The committee met again on September 11, 2019 and reviewed the outreach results, including the vision and guiding principles, and made recommendations to the consultant team to guide the next phase of the plan. The project committee will meet two additional times to review the plan recommendations.

**Planning commission study session:** Staff will give a brief overview the outreach activities that have occurred and the input that has been received. Staff will present the consultant’s draft recommendations for site and building design. Staff seek planning commission’s feedback on the plan recommendations.

**Next steps:** An additional survey and pop-up event will be conducted in early October to gather further feedback on the plan’s draft recommendations, and an open house will be held this fall to review the draft plan.

The consultant team will review the final draft plan with the planning commission in November or December 2019. The intent is to present the final plan to city council by December 31, 2019.

**Attachments:** None.

**Prepared by:** Jennifer Monson, Planner

**Reviewed by:** Sean Walther, Planning and Zoning Supervisor
3. **2020 Census**

**Recommended Action:** No action at this time. Commissioners are asked to provide any specific comments or questions regarding the census to staff.

**Background:**

*What is the Census?*
The nation’s founders inscribed a full count of the population into the Constitution of the United States. Consequently, the Census Bureau has counted every resident in the U.S. every ten years, beginning in 1790.

In previous censuses, the majority of households returned their census forms by mail; census workers walking neighborhoods throughout the United States counted the remaining households. The upcoming Census also will add and primarily use an online response form to use modern and cost-efficient methods to count everyone once and in the right place. Respondents will also be able to respond to the census by phone or by mail.

*Why is the Census important?*
The data collected by the 2020 census is critical for states, counties, cities, businesses and non-profit service providers. It is used in a variety of ways.

- **Representation**
  Census data determines the number of seats each state has in the U.S. House of Representatives, as well as districts for state government.

- **Funding**
  Census data guides federal spending and allocation of approximately $589 billion to local communities every year.

**Minnesota is at risk of losing a seat in the U.S. House of Representatives.**

**Even one missed person could mean forfeiting $15,000 in funding over 10 years.**
Census data helps plan roads, schools, hospitals, senior centers and emergency services to best serve changing populations.

Planning

Census data assists businesses in locating factories and stores, recruiting employees and conducting market research.

Business

Read about Minnesota’s demographics to understand how community needs are shifting.

What is the general timeline for the 2020 Census?

- July 2017 – April 2018 → Update census addresses
- Fall 2018 → Begin local Census organizing work
- April 2018 → Deliver census questions to Congress
- September 2018 → Recruit census taker and census office workers
- April 1, 2019 → Kick off Minnesota census outreach events
- July 2019 → Begin communications and advertising campaigns
- July-October 2019 → Open area census offices in Minnesota
- August 2019 → Begin in-field address canvassing and group quarters operation
- March 2020 → Begin door-to-door enumeration and enumeration at transitory locations
- April 1, 2020 → 2020 Census Day
- April 2020 → Begin follow-up for non-responsive households that did not submit a census form

What are the roles of the Census Bureau, State Demographic Center and Cities?

The U.S. Census Bureau is ultimately responsible for all aspects of the 2020 Census. The State Demographic Center role is to help recruit, train, organize and support local governments and organizations as they promote the 2020 Census. A city’s primary role is to design and implement local strategies to promote the 2020 Census. This is typically done through a county or city-level complete count committee (CCC).

Complete count committee

A complete count committee (CCC) may be established by tribal, state, and local governments, and/or community leaders, to increase awareness about the census, and motivate residents in the community to fill out the census form. The committees work best when they include a cross-section of community representatives from government agencies, education, business, religious organizations, and the media. The CCC is charged with developing and implementing a plan designed to target the unique characteristics of their community.
St. Louis Park’s CCC will meet monthly through June 2020. Volunteers are supporting the city’s efforts to promote the census in St. Louis Park on the committee, helping at events, or serving as ambassadors in their circles of influence in the community.

Staff participates in quarterly census partnership roundtable meetings and statewide monthly conference calls. Staff have been promoting the Census and recruiting volunteers at community events, including National Night Out, Children First Ice Cream Social, State of the Community, Fire Station Open House and Community Link. They have also attended a few community organizations’ meetings including Peace Presbyterian Church, Rotary, SPARC, Family Services Collaborative and others. Staff also participated in a longer format panel discussion at a League of Women Voters event.

**What are the remaining key census tasks for St. Louis Park?**

- **2019**
  - Form a Complete Count Committee (CCC) - **complete**
  - Hold first CCC meeting - **complete**
  - Develop a CCC action plan for St. Louis Park – **in process**
  - Recruit census takers and post openings on the city website – **continuing**
  - Participate in the New Construction Program (staff only). – **in process**
  - Outreach efforts at major community events– **continuing**

- **2020**
  - Possibly install online response kiosks in publicly-accessible buildings such as city hall or library.
  - Use the city’s media tools to amplify messages about the upcoming census.
  - Possibly hold a public event to promote civic engagement and 2020 Census participation.

**Next steps:** Staff will present information about why the city is engaging in the process and what areas and populations of the city we are targeting in our efforts, in addition to the media tools to reach broader audiences.

Staff will continue to share information on the city’s census outreach efforts with the planning commission. Further information on the 2020 census and the city’s CCC can be found on the city website: [https://www.stlouispark.org/our-city/2020-census](https://www.stlouispark.org/our-city/2020-census).

**Prepared by:** Jacquelyn Kramer, Associate Planner  
**Reviewed by:** Sean Walther, Planning and Zoning Supervisor