

AGENDA
HANOVER CITY COUNCIL, PLANNING COMMISSION and
PARK BOARD
SEPTEMBER 19, 2018
7 PM

MAYOR
CHRIS KAUFFMAN

CHAIR
STAN KOLOSA

COUNCIL
DOUG HAMMERSENG
KEN WARPULA
JIM ZAJICEK
MARYANN HALLSTEIN

PLANNING COMMISSION
JIM SCHENDEL
MIKE CHRISTENSION
MICHELLE ARMSTRONG
DEAN KUITUNEN

PARK BOARD
MATHEW BOIE
ABBY PETERSON
JEFF GRUP
DANIELLE VETRANO
SCOTT JAMISON

- 1. Call to Order: 7 p.m.**
- 2. Approval of Agenda**
- 3. Comprehensive Plan Amendment**
 - a. Parks Chapter of Comprehensive Plan**
 - b. Park Dedication Study**
 - c. Land Use Chapter**
- 4. Adjournment**

Collaborative Planning, LLC

Memorandum

Date: September 14, 2018

To: City Council and Park Board

From: Cindy Nash, City Planner

RE: Comprehensive Plan and Park Dedication Study Review

At the September 19th meeting, we will review and edit several items pertaining to the Comprehensive Plan and an update to the Park Dedication Study.

1. Parks Chapter of Comprehensive Plan

A draft of this chapter is included in the packet. Please review prior to the meeting in order to provide feedback on any needed changes.

A copy of the 2011 map is included for reference to identify the future park locations. An updated map will be brought to the meeting that updates the trail locations and status.

2. Park Dedication Study

Based on discussion from the June meeting, a draft Park Dedication Study is included for discussion. The appendix provides detail on planned park improvements that were suggested at the June meeting. Please review this table in particular in detail to ensure that park improvements are accurately represented.

Existing park dedication fees are \$2,786 per residential unit, and no park dedication is required for commercial or industrial development. Based on the draft in the packet, park dedication fees would be recommended to be increased to \$3,360 per residential unit.

Discussion at the meeting should be focused on the following:

- Are there any additional items that should be included in the planned park improvements that are not already there? (Please note that smaller cost items such as signage, etc. can fall under the hardscaping/landscaping percentage amounts and do not need to be discussed).

- Is the proposed increase an acceptable level of increase? If not, we can discuss adjustments to the proposed improvements or other study assumptions.

3. Land Use Element

Attached is this chapter for final review. Please note that this section of the plan is then directly implemented by the City's zoning ordinance and zoning map to specify how each property can be developed. Some updates will need to be made to the City's zoning ordinance and map following adoption of the Comp Plan to ensure consistency.

Parks and Recreation Chapter of Comprehensive Plan Draft for Review September 2018

Parks & Recreation

The City of Hanover is situated straddling the Crow River with the eastern portion of the City covered by a portion of the Crow-Hassan Park Reserve. Hanover contains numerous recreational opportunities, including small neighborhood playgrounds as well as larger regional parks. The number of acres devoted to park and recreation facilities should grow as the City's population grows to ensure that all residents have their recreational needs met. As the demand on park spaces increases, so shall the pressure to offer additional recreational facilities and a wider range of facilities in the area.

If the community wishes to meet public recreational demands, accomplish its desired recreational goals, and reverse unwanted negative park trends, a park and recreation plan is an essential tool. The City maintains a park dedication study that reviews existing and planned park improvements as well as funding to determine whether the City is adequately provided for existing and future expected park demands.

Having developed a parks study, Hanover can be prepared for the allocation of resources to meet the desired recreation goals most appropriately for the population. In addition, Hanover can have a leading park system that provides excellent facilities in a rural, small town atmosphere.

PARK CLASSIFICATIONS

Parks are classified according to factors including size, use, service area, location and site improvements. Generally accepted park classifications include the following:

Mini Park. Mini parks are intended to provide specialized facilities that serve a concentrated or limited population or specific group such as tots or senior citizens. These parks have an area of two acres or less, are typically located within neighborhoods and serve people living within less than ¼ mile of the Mini Park.

Neighborhood Park. Neighborhood parks are intended to provide areas for intense recreational activities such as field games, courts, apparatus areas, skating, etc. These parks are intended to serve a population of 1,000 to 2,500 people with a service area range from ¼ to ½ mile. The existing Hanover city parks are all neighborhood parks with the exception of Settlers Park.

Linear Park. Linear parks are typically developed for one or more varying modes of recreational travel such as hiking, biking, skiing, canoeing, etc. Trails are linear parks.

Special Use Park. Special use parks are generally areas established to provide specialized or single purpose recreational activities such as a golf course, nature center, marina, zoo, display gardens, etc.

Community Parks. Community parks are generally intended to provide areas of natural or ornamental quality for outdoor recreation activities including walking, picnicking, fields and court athletic activities. Settlers Park is a community park.

Regional Park. Regional parks are areas of natural or ornamental quality for nature oriented outdoor recreation including swimming, picnicking, hiking, fishing, boating, camping and trail use. These parks are designed to serve three to five communities and typically include 200 to 500 acres of land (100 acres minimum).

Regional Park Reserve. Regional park reserves are areas of natural quality for nature/outdoor recreation including viewing and studying nature, wildlife habitat, conservation, swimming, picnicking, hiking, fishing, boating, camping and trail use. These parks are designed to serve one or several counties and typically include 1,000 or more acres of land.

Open Space. Open space is defined as area set aside for the preservation of natural open spaces to counteract the effects of urban congestion and monotony.

EXISTING PARKS WITHIN THE CITY OF HANOVER

Several parks currently comprise the existing Hanover park system. The majority of these parks are classified as neighborhood parks. Settlers Park, when considered together with the Hanover Athletic Association Complex, serves the function of community park. Hanover also has a county park (Riverside County Park) and a portion of a regional park reserve (Crow-Hassan Park Reserve) within its corporate limits.

Eagle View Park

Eagle View Park is a neighborhood park located on the southern side of the Hanover Hills Development overlooking the Crow River. Eagle View Park consists of approximately 3.68 acres and primarily serves the residents of Hanover Hills, White Tail Preserve and other nearby residents. In addition to the playground and gazebo, this park offers a popular sliding hill in the winter months.

Pheasant Run Park

Pheasant Run Park is a neighborhood park located in the Pheasant Run neighborhood east of downtown Hanover. Pheasant Run Park consists of 2.01 acres and primarily serves residents located on the eastern side of downtown Hanover.

Settler's Park

Settler's Park serves community park functions in conjunction with the adjacent Hanover Athletic Association Complex. Settler's Park itself consists of 4.99 acres and serves as a neighborhood park to the downtown Hanover area and surrounding neighborhoods. This park is the site of larger community events and gatherings. There is a shelter with a small kitchen area and restrooms available. Several fields are located between this and the Athletic Association Complex.

Cardinal Circle Park

Cardinal Circle Park is located in the Crow River Heights neighborhood and contains approximately five acres. This park contains more extensive facilities than other neighborhood parks in Hanover but is also within the service area for future developments to the west. Additional development of this park is needed as new development occurs.

Mallards Landing Park

This park is slightly smaller than two acres and primarily serves residents in the Schendel's Fields neighborhood in the northeastern side of Hanover. The park contains a gazebo, playground, and basketball court.

Bridgeview Park

Bridgeview Park is located on land owned by the Bridges at Hanover homeowner's association that is leased to the City. This small park contains playground equipment.

Riverside County Park

Riverside County Park is small regional park located in the northeast quadrant of Hanover. Riverside County Park, maintained by the Wright County Parks Department, consists of 17 acres with 1/4 mile of river frontage, a picnic area, a canoe and camping site, and toilets. Wright County Parks are open to everyone, free of charge and Wright County does not permit pets or alcohol within Wright County Parks.

Crow-Hassan Park Reserve

Crow-Hassan Park Reserve is a regional park reserve located along the eastern boundary of the City of Hanover. The Crow-Hassan Park Reserve, maintained by Hennepin County Parks Department, consists of 2,600 acres and offers nature-oriented outdoor recreation.

FUTURE PARKS ANTICIPATED BY THE CITY OF HANOVER

Following is a summary of the future parks planned by the City Hanover Park Board. The Park and Trails map shows the future parks and trails.

Future Park 1 – Neighborhood Park (East Hanover)

There is an anticipated need for a neighborhood park (3 acres) in eastern Hanover to serve primarily future developments. It is anticipated that this park can be constructed adjacent to Riverside Park, as a way of expanding the opportunities already available there but also providing for more typical neighborhood park needs. However, it could also be located within future residential development planned for the area to the northwest of Riverside Park.

Future Park 2 Special Use Park (Southwest Hanover)

There is an anticipated need for a park (3 acres) located west of downtown Hanover and adjacent to the north side of the Crow River to provide access to the river. This will be a special use facility to provide nature-based recreation and access to the river. The location, commonly known as “the tube”, is susceptible to spring floods and is a popular fishing site for residents and visitors. The property itself is sandwiched between the river on the south and County Road 20 on the north with around 60-100 feet of land separating the two.

Future Park 3 – Special Use Park (Downtown Riverfront)

This is a special use park located on the south side of the historic bridge over the Crow River that serves as a specialty riverside park with minimal amenities. The park will have trail access and will be primarily used for a sitting and resting area along the Crow River.

Future Park 4 – Community Park (Southeast Hanover with School District)

There is an anticipated need for a community park (20 acres) located in the southeast side of Hanover in conjunction with a future school. Improvements of the site will be for active recreation uses typical of an athletic complex. It is anticipated that the school district will participate in the construction costs with a value of approximately 50% of the costs being paid for by the school district. This, however, would be subject to negotiation between the City and the school district and is represented here as a number to assist with planning.

Future Park 5 – Neighborhood/Special Use Park (West Hanover)

There is an anticipated need for a park (3 acres) located in the recently annexed areas west of CR 20 as development progresses. It is envisioned that this park would have some amenities as a neighborhood park to serve the new residences, but that it will also be used as a special use nature park.

TRAIL SYSTEM

In the past decade, the City of Hanover added miles of trails to its existing trail system creating linkages throughout the City. The City of Hanover Park and Recreation Board future trail plan includes the addition of a trail system that would connect the various parks and recreation facilities together. In addition to the trails shown in the map in Exhibit A, there are also anticipated to be linking trails and sidewalks that connect from the neighborhoods to the circulation trails that would be constructed coincident with new development. It is also anticipated that in appropriate locations there will be woodchip trails that are created into the ecological corridors.

City of Hanover

Park Dedication Fee Study

Draft: September 2018

Prepared by:

Collaborative Planning, LLC

PO Box 251

Medina, MN 55340

763-473-0569

Draft for Review --- September 2018

Section 1: Introduction

INTRODUCTION

The City of Hanover updated the Comprehensive Plan in 2018. The purpose of this study is to provide recommendations to the City of Hanover concerning park dedication in furtherance of the adopted Comprehensive Plan. This document serves to update the existing Park Dedication Fee study prepared by Collaborative Planning in 2011.

New developments are required to participate in park dedication by either dedication of land, construction of improvements, payment of fee-in-lieu of land dedication, or a combination of these methods. The purpose of this study is to ascertain the improvements that are necessary due to new development as opposed to those that are required for existing dwelling units, as well as to recommend to the City Council the implementation of these improvements using both park dedication funds and other funding sources.

Section 2: Statute and Case Law

STATUTORY LAW - MINNESOTA STATUTES SECTION 462.358

The enabling legislation permitting municipalities to require parkland dedication or a cash equivalent for park acquisition and development is set forth in Minnesota Statutes Section 462.358 Subd. 2b. and 2c. as follows:

Subd. 2b. Dedication.

(a) *The regulations may require that a reasonable portion of the buildable land, as defined by municipal ordinance, of any proposed subdivision be dedicated to the public or preserved for public use as streets, roads, sewers, electric, gas, and water facilities, storm water drainage and holding areas or ponds and similar utilities and improvements, parks, recreational facilities as defined in section 471.191, playgrounds, trails, wetlands, or open space. The requirement must be imposed by ordinance or under the procedures established in section 462.353, subdivision 4a.*

(b) *If a municipality adopts the ordinance or proceeds under section 462.353, subdivision 4a, as required by paragraph (a), the municipality must adopt a capital improvement budget and have a parks and open space plan or have a parks, trails, and open space component in its comprehensive plan subject to the terms and conditions in this paragraph and paragraphs (c) to (i).*

(c) *The municipality may choose to accept a cash fee as set by ordinance from the applicant for some or all of the new lots created in the subdivision, based on the average fair market value of the unplatted land for which park fees have not already been paid that is, no later than at the time of final approval or under the city's adopted comprehensive plan, to be served by municipal sanitary sewer and water service or community septic and private well as authorized by state law. For purposes of redevelopment on developed land, the municipality may choose to accept a cash fee based on fair market value of the land no later than the time of final approval.*

(d) *In establishing the portion to be dedicated or preserved or the cash fee, the regulations shall give due consideration to the open space, recreational, or common areas and facilities open to the public that the applicant proposes to reserve for the subdivision.*

(e) *The municipality must reasonably determine that it will need to acquire that portion of land for the purposes stated in this subdivision as a result of approval of the subdivision.*

(f) *Cash payments received must be placed by the municipality in a special fund to be used only for the purposes for which the money was obtained.*

(g) *Cash payments received must be used only for the acquisition and development or improvement of parks, recreational facilities, playgrounds, trails, wetlands, or open space based on the approved park systems plan. Cash payments must not be used for ongoing operation or maintenance of parks, recreational facilities, playgrounds, trails, wetlands, or open space.*

(h) *The municipality must not deny the approval of a subdivision based solely on an inadequate supply of parks, open spaces, trails, or recreational facilities within the municipality.*

(i) *Previously subdivided property from which a park dedication has been received, being resubdivided with the same number of lots, is exempt from park dedication requirements. If, as a result of resubdividing the property, the number of lots is increased, then the park dedication or per-lot cash fee must apply only to the net increase of lots.*

Subd. 2c. Nexus.

(a) *There must be an essential nexus between the fees or dedication imposed under subdivision 2b and the municipal purpose sought to be achieved by the fee or dedication. The fee or dedication must bear a rough proportionality to the need created by the proposed subdivision or development.*

(b) *If a municipality is given written notice of a dispute over a proposed fee in lieu of dedication before the municipality's final decision on an application, a municipality must not condition the approval of any proposed subdivision or development on an agreement to waive the right to challenge the validity of a fee in lieu of dedication.*

(c) *An application may proceed as if the fee had been paid, pending a decision on the appeal of a dispute over a proposed fee in lieu of dedication, if (1) the person aggrieved by the fee puts the municipality on written notice of a dispute over a proposed fee in lieu of dedication, (2) prior to the municipality's final decision on the application, the fee in lieu of dedication is deposited in escrow, and (3) the person aggrieved by the fee appeals under section [462.361](#), within 60 days of the approval of the application. If such an appeal is not filed*

by the deadline, or if the person aggrieved by the fee does not prevail on the appeal, then the funds paid into escrow must be transferred to the municipality.

RELEVANT CASE LAW

Relevant case law establishes a two-prong analysis with respect to determining the amount of parkland dedication. First, the City must establish that the proposed development will create a rational nexus for additional park facilities. Second, the City must be able to prove that the amount of the dedication is roughly proportionate to the impact from the development.

Nollan v. California Coastal Commission, 483 U.S. 825 (1987).

In *Nollan*, the United States Supreme Court reviewed a regulation under which the California Coastal Commission required that an offer to dedicate a lateral public easement along the Nollans' beachfront lot be recorded on the chain of title to the property as condition of approval of a permit to demolish an existing bungalow and replace it with a three-bedroom house. The Coastal Commission had asserted that the public-easement condition was imposed to promote the legitimate state interest of diminishing the "blockage of the view of the ocean" caused by construction of the larger house. The Court held that in evaluating such claims, it must be determined whether an "essential nexus" exists between a legitimate state interest and the permit condition

Dolan v. City of Tigard, 114 S. Ct. 2309 (1994).

In *Dolan*, the U.S. Supreme Court found that land use extractions must be reflective of a development impact on the infrastructure system. In this respect, park dedication extracted from a land use must reflect the demand they generate for park and recreational facilities. This case established that a rational nexus or relationship must exist between the fees charged for parks and the related impacts that are generated by the use.

Collis v. City of Bloomington, 246 N.W.2d 19 (Minn. 1976).

In *Collis*, the Minnesota Supreme Court upheld the constitutionality of Bloomington's Ordinance that set forth a ten (10) percent park dedication requirement "as a general rule." The Court found for this particular case and developer/project, that "as a general rule, it was reasonable for the City to require dedication of ten percent of land or payment of ten percent of the value of undeveloped land for park dedication." The Court noted that the ten percent requirement might be arbitrary as a matter of law because it does not consider the relationship between the particular subdivision and recreational need in the community.

Kottschade v. City of Rochester, 537 N.W.2d 301 (Minn. Ct. App. 1995).

In *Kottschade*, this case, the Minnesota Court of Appeals noted that in the case of a dedication, the City is requiring a property owner to give up a constitutional right – the right to receive just compensation when private property is taken for a public purpose. In order to uphold a dedication requirement the City has the burden of proving the required relationship between the property development and the City’s need for land dedication. To meet that burden, the City must show that an “essential nexus” exists between the need for the land and the dedication requirement. If the nexus can be demonstrated, the City must also demonstrate a “rough proportionality” between the development and the City’s dedication requirement.

The City must be able to prove that the proposed project will create a need for additional park facilities and that the amount of dedication required is roughly proportionate to the need that will be generated from the development. A precise mathematical calculation is not required, however.

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Section 3: Parks Plan

2018 COMPREHENSIVE PLAN

The City of Hanover 2018 Comprehensive Plan sets forth the framework for the continued development of the City's park and trail system.

COMMUNITY GROWTH

The demographic statistics set forth in the City of Hanover 2018 Comprehensive Plan serve as the basis for the population and household statistics. The following relevant data is set forth in the City of Hanover Comprehensive Plan:

- Hanover was home to 3,456 residents living in 1,065 households in 2017 according to the U.S. Census Bureau. This would equate to 3.25 people per household.
- Total households in 2040 is projected to be 2,800, which would equate to a population of approximately 8,400 at 3 persons per household.
- The City can accommodate the forecasted level of growth within the existing corporate boundary.
- The City has planned for significant future expansion by annexing portions of Rockford Township. These future annexation areas are not accounted for in this study.

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Crow-Hassan Park Reserve

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FUTURE PARKS ANTICIPATED BY THE CITY OF HANOVER

Following is a summary of the future parks planned by the City Hanover Park Board. A map showing the future parks and trails included within this Study is attached as Exhibit A and a more detailed description of the amenities in each of the following future parks is attached as Exhibit B.

Future Park 1 – Neighborhood Park (East Hanover)

There is an anticipated need for a neighborhood park (3 acres) in eastern Hanover to serve primarily future developments. It is anticipated that this park can be constructed adjacent to Riverside Park, as a way of expanding the opportunities already available there but also providing for more typical neighborhood park needs. However, it could also be located within future residential development planned for the area to the northwest of Riverside Park.

Future Park 2 Special Use Park (Southwest Hanover)

There is an anticipated need for a park (3 acres) located west of downtown Hanover and adjacent to the north side of the Crow River to provide access to the river. This will be a special use facility to provide nature-based recreation and access to the river. The location, commonly known as “the tube”, is susceptible to spring floods and is a popular fishing site for residents and visitors. The property itself is sandwiched between the river on the south and County Road 20 on the north with around 60-100 feet of land separating the two.

Future Park 3 – Special Use Park (Historic Bridge)

This is a special use park located on the south side of the historic bridge over the Crow River that serves as a specialty riverside park with minimal amenities. The park will have trail access and will be primarily used for a sitting and resting area along the Crow River.

Future Park 4 – Community Park (Southeast Hanover with School District)

There is an anticipated need for a community park (20 acres) located in the southeast side of Hanover in conjunction with a future school. Improvements of the site will be for active recreation uses typical of an athletic complex. It is anticipated that the school district will participate in the construction costs with a value of approximately 50% of the costs being paid for by the school district. This, however, would be subject to negotiation between the City and the school district and is represented here as a number to assist with planning.

Future Park 5 – Neighborhood/Special Use Park (West Hanover)

There is an anticipated need for a park (3 acres) located in the recently annexed areas west of CR 20 as development progresses. It is envisioned that this park would have

some amenities as a neighborhood park to serve the new residences, but that it will also be used as a special use nature park.

TRAIL SYSTEM

In the past decade, the City of Hanover added miles of trails to its existing trail system creating linkages throughout the City. The City of Hanover Park and Recreation Board future trail plan includes the addition of a trail system that would connect the various parks and recreation facilities together. In addition to the trails shown in the map in Exhibit A, there are also anticipated to be linking trails and sidewalks that connect from the neighborhoods to the circulation trails that would be constructed coincident with new development. It is also anticipated that in appropriate locations there will be woodchip trails that are created into the ecological corridors.

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Section 4: **Park Dedication Analysis**

RESIDENTIAL PARK DEDICATION ANALYSIS

Park dedication is collected as a condition of subdivision approval. In this respect, the parkland dedication fee is estimated on the basis of new housing units or households. Currently, the City has completed approximately 38.4% of its ultimate park system based on estimated value and future improvements (see Table 1 on the following page). According to the U.S. Census, there were 1,065 housing units in the City of Hanover in 2017 which represents 38% of the projected 2040 housing units of 2,800 anticipated by the City of Hanover 2018 Comprehensive Plan. Housing units yet to be constructed represent 62% of the 2040 households in Hanover. This indicates that the current park system is adequate to serve the current population but also does not have capacity to accommodate future growth.

To determine the equitable distribution of future park system value to residential units, the ultimate system value is divided by projected household counts. The City of Hanover Park and Recreation Board provided a list of existing and proposed future park facilities that was used to establish the value of the existing park system and to identify costs reasonably expected to complete the future park system. Existing and potential park sites identified by the City of Hanover Park and Recreation Board are set forth on Exhibit B, City of Hanover Park Facilities Cost Matrix. The anticipated total acreage, facilities and values of each park are also identified. It should be noted that the information contained therein is the best estimate of future facilities that can be made at this time and that the specific facilities and dollar figures may be subject to change/revision as time goes by and market conditions fluctuate.

The estimated value of the complete park system is approximately \$7,426,183. Based on such estimated value of the complete park system, Table 1 illustrates that the park system is currently 42.4% developed.

Table 1. Estimated Park System Value

Park	Estimated Existing Value	Estimated Future Improvements	Estimated Completed Value
Cardinal Circle	\$434,520	\$374,400	\$808,920
Mallards Landing	\$197,280	\$171,600	\$368,880
Bridgeview	\$74,500	\$0	\$74,500
Eagle View	\$217,200	\$62,400	\$279,600
Pheasant Run	\$187,386	\$31,200	\$218,586
Settlers	\$550,152	\$350,037	\$900,189
FP 1: East Hanover -- Near Riverside	\$0	\$315,620	\$315,620
FP 5: Southwest Hanover	\$0	\$287,000	\$287,000
FP 3: Downtown Riverfront	\$0	\$250,000	\$250,000
FP 4: SE Hanover -- With School District	\$300,000	\$1,174,680	\$1,474,680
FP 2: West Hanover	\$0	\$349,020	\$349,020
Trails	\$1,667,736	\$2,464,193	\$4,131,929
Totals	\$3,628,774	\$5,830,150	\$9,458,924
Percent of Completed Value	38.4%	61.6%	

A portion of the 2040 completed park system is attributable to existing development. As evidenced from Table 1 above, 38.4% of the value of the park system is currently in place. The portion of the park system attributable to the existing development in the City can be determined by calculating the percentage of housing units existing as compared to those that will be in place in 2040, and then further determining if those existing units have paid their share of the park system, or whether there is a portion that remains to be funded. Table 2 below outlines the calculations for the existing share of development.

Table 2. Existing Development Contribution

A. Existing Housing Units	1065
B. 2040 Housing Units	2800
C. Percent Existing (A/B)	38.0%
D. Estimated Value of 2040 Park System (from Table 1)	\$9,458,924
E. Estimated Value of Park System Attributable to Existing Development (C*D)	\$3,597,769
F. Estimated Existing Park System Value (from Table 1)	\$3,628,774
G. Amount of Future Park System to be Funded by Existing Development (E-F)	(\$31,005)

As evidenced from Table 2 above, existing development has already paid its share of the cost of the 2040 park system outlined in Table 1.

To determine the equitable distribution of future park system value to residential units, a comparison is made to determine the lower value between how much of the future park system is attributable to future development and the actual cost of constructing the remainder of the park system. The lower value is then divided by the projected additional housing units to be created to estimate a park dedication fee needed to construct the share of the park system attributable to future development. Table 3 shows these calculations.

Table 3. Park Dedication Calculation

A. Estimated Value of 2040 Park System (from Table 1)	\$9,458,924
B. Future Household Percentage (2040 Projections less existing households)	62.0%
C. Estimated Value of Park System Attributable to Future Development (A * B)	\$5,861,155
D. Estimated Value of Park System Remaining to be Constructed (from Table 1)	\$5,830,150
E. Lesser of Line C and D.	\$5,830,150
F. Number of Additional Future Households	1,735
G. Park Dedication Fee per Housing Unit (C/D)	\$3,360

It is important to note that the City should re-evaluate the system value, current land values and system needs on a periodic basis and adjust the park dedication fees accordingly.

Park maintenance and future improvements should not be financed using park dedication funds. The operational and future improvement costs must be budgeted within the City's general funds with costs shared by all community residents.

COMMERCIAL/INDUSTRIAL PARK DEDICATION ANALYSIS

The City of Hanover Comprehensive Plan indicates that the existing commercial and industrial acreage within the City of Hanover is relatively limited.

Many metropolitan communities collect commercial/ industrial park land dedication or a fee in lieu thereof. When implementing a commercial/industrial park land fee, a nexus between commercial and industrial use and the benefit received through the city's park system must be established. Factors to be considered include commercial or industrial league programs. There are discussions that suggest that there is intrinsic benefit to all land uses from a quality park system related to quality of life within a community. The issue at hand is to determine the proportionate need that commercial/industrial developments generate for the community park system.

In Hanover, there is no empirical data that currently illustrates whether a direct park benefit to the commercial and industrial properties either exists or does not exist. It is likely that employees of local businesses use city parks for lunch breaks, walking and/or recreational purposes. The ultimate question is whether commercial and industrial development generates the same need/demand on the park system as an equivalent residential development. The proportionate benefit is unknown for the City of Hanover, due to the lack of information about the degree to which the commercial/industrial developments use the system. For the purposes of this analysis, it is assumed that the City will continue its past policy of imposing a park dedication fee on new residential development only. If the City implements a commercial/industrial park dedication fee in the future, the residential unit fee must be reduced proportionately.

RELEVANT ORDINANCE PROVISIONS

It is recommended that the City's ordinances be updated as appropriate to reflect the following items:

1. Update the park dedication fee.
2. Provide for a mechanism to allow for park dedication credit for the construction or land dedication of trails shown in Exhibit A.
3. Provide a requirement that approved plans must include trails that link within, through, and connect the development with points of interest off-property as determined by the City Council. Some but not all of the potential linking trails are shown on the map in Exhibit A.
4. General updates to the park dedication section.

Section 5: Summary and Recommendations

SUMMARY

- Minnesota Statutes and case law provide that park dedication requirements can be applied only to facilities that will be impacted by the specific project. Future park dedication fees cannot be utilized to improve or maintain existing neighborhood park and trail systems in fully developed neighborhoods unless a correlation can be made between the new development and park use. However, park dedication fees can be used to replace or upgrade equipment within existing City community parks.
- The total planned park system is estimated to cost \$9,458,924 based upon the park plan developed by the City of Hanover Park Board Park Plan, current land values and facility costs.
- The current policy of the City is to charge only residential developments for park dedication fees. If the City desires to charge park dedication fees for commercial and industrial development, it is suggested that this study be amended to determine the appropriate fee for those land uses and to reduce the residential fee to reflect a proportional distribution of costs.
- Park maintenance and replacement should not be financed using park dedication funds. The operational replacement costs must be budgeted within the City's general funds with costs shared by all taxpayers.

RECOMMENDATIONS

1. The current park system and plan is consistent with the City of Hanover 2018 Comprehensive Plan and as such, the park dedication fee structure for new residential developments should be based upon the analysis providing a park dedication fee of approximately \$3,360 per residential unit be instituted to cover build out cost of the City's planned park system.
2. A periodic review of land values and facility costs should be done to ensure that the park dedication fee remains current based upon market conditions.

3. At such time that more rapid growth resumes, the City should review this study and the population and household projections in the Comprehensive Plan to ensure that adequate park facilities for an expanding population are provided.
4. The City should consider incorporating park redevelopment infrastructure planning as part of the 5-year Capital Improvements Plan. Minnesota Statutes specify that park dedication fees may not be used for maintenance purposes and therefore it is important for the City to continue to provide a separate budget fund for maintenance. It is possible to use park dedication fees for new or replacement facilities. As the park system ages, there will be an increased need to retrofit existing facilities, as they will have aged beyond their useful life in the older parks. Park dedication fees can be used to replace some facilities and infrastructure however, the City may need to establish other sources to pay for replacement of the park system facilities in fully developed neighborhoods or park service areas.
5. In the event that the City is contemplating park improvement upgrades, facility or equipment replacement in the future that have not been identified in Exhibit B, the City should include these improvements in the Capital Improvement Plan and budget for these improvements in the City's general funds. These improvements should not be funded out of the park dedication fees unless this study has been updated to include those improvements.
6. The City's ordinances should be amended to reflect the adoption of the new park dedication fee amount as well as to incorporate the other recommended ordinance changes.
7. In the event the City of Hanover determines to reduce the number, or size of the parks proposed by its current park plan, this park dedication study should be updated accordingly.
8. It is recommended that the City maintain an annual budget appropriation for the ongoing maintenance and replacement of existing facilities.
9. Park dedication fees must be placed in a separate segregated fund and appropriate accounting of the fund should be created on an annual basis.

EXHIBIT A

City of Hanover Future Parks and Trails Map

DRAFT

DRAFT

EXHIBIT B

City of Hanover Park Study – Park Facility Cost Estimates

DRAFT

Park Facility Cost Estimates

Future Park 1 (FP1)	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
East Hanover -- Near Riverside Park	Acre	\$30,000	3		3 acres land acquisition		\$90,000	
	Acre	\$7,500	3		Site Preparation		\$22,500	
	Each	\$20,000	1		Shelter area		\$20,000	
	Space	\$2,000	10		Paved parking lot		\$20,000	
	Each	\$10,000	2		Restrooms		\$20,000	
	Each	\$45,000	1		Playground Equip		\$45,000	
	Each	\$20,000	1		Multi-purpose Recreation Field		\$20,000	
	Each	\$200	4		Horseshoe pits		\$800	
	% of Subtotal of Development	20%			Landscaping/Hardscaping/Amenities		\$29,660	
	% of Subtotal of Development and Land	20%			Indirect		\$47,660	
	% of Subtotal of Development & Landscaping	10%			Construction Contingencies		\$17,796	
					Subtotals	\$0	\$315,620	\$315,620
Cardinal Circle	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
	Acre	\$30,000	5.00	5 acres		\$150,000		
	Acre	\$7,500	5.00	site preparation		\$37,500		
	Each	\$15,000	1	Gazebo		\$15,000		
	Each	\$45,000	1	ballfield		\$45,000		
	Each	\$15,000	1	soccer		\$15,000		
	Each	\$10,000	2		Restroom Facilities	\$20,000	\$20,000	
	Each	\$100,000	1		Warming House with Maintenance Area		\$100,000	
	Each	\$53,000	1	Playground Equip		\$53,000		

	Each	\$100,000	1		Field/Court Lighting		\$100,000	
	Each	\$40,000	1		Basketball/Multi-purpose court		\$40,000	
	% of Subtotal of Development	20%		Landscaping/Hardscaping/Amenities	Landscaping/Hardscaping/Amenities	\$26,600	\$52,000	
	% of Subtotal of Development and Land	20%		Indirect	Indirect	\$72,420	\$62,400	
	% of Subtotal of Development & Landscaping	10%		Construction Contingencies	Construction Contingencies		\$31,200	
					Subtotals	\$434,520	\$374,400	\$808,920
Mallards Landing	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
	Acre	30,000	2	2 acres		\$60,000		
	Acre	7,500	2	site preparation		\$15,000		
	Each	20,000	1	Gazebo		\$20,000		
	Each	15,000	1	soccer		\$15,000		
	Each	37,000	1	Playground Equip		\$37,000		
	Each	20,000	1		Totlot		\$20,000	
	Each	40,000	1		Multi-purpose Court		\$40,000	
	Each	50,000	1		Field Lighting		\$50,000	
	% of Subtotal of Development	20%		Landscaping/Hardscaping/Amenities		\$17,400	\$22,000	
	% of Subtotal of Development and Land	20%		Indirect		\$32,880	\$26,400	
	% of Subtotal of Development & Landscaping	10%		Construction Contingencies			\$13,200	
					Subtotals	\$197,280	\$ 171,600	\$368,880
Future Park 2 (FP2)	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
Southwest Hanover	Acre	\$7,500	3		land acquisition		\$22,500	
	Acre	\$5,000	3		site preparation		\$15,000	
		\$50,000			Debris removal/decontamination		\$50,000	

	Each	\$40,000	1		Boat or Canoe Launch		\$40,000	
	Each	\$2,000	10		Parking Lot		\$20,000	
	Each	\$50,000	1		Internal trails through site		\$50,000	
	% of Subtotal of Development	20%			Landscaping/Hardscaping/Amenities		\$25,000	
	% of Subtotal of Development and Land	20%			Indirect		\$44,500	
	% of Subtotal of Development & Landscaping	10%			Construction Contingencies		\$20,000	
					Subtotals	\$0	\$287,000	\$287,000
Bridgeview	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
	Acre	\$30,000	0.25	Land		\$7,500		
	Each	\$31,000	1	Playground		\$31,000		
	Project	\$36,000	1	Landscaping		\$36,000		
					Subtotals	\$74,500	\$0	\$74,500
Future Park 3 (FP3)	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
Downtown Riverfront	Project	\$250,000	1		Acquisition/Landscaping / Hardscaping/ Amenities - enhancement of downtown riverfront and historic bridge area		\$250,000	
					Subtotals	\$0	\$250,000	\$250,000
Eagle View Park	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
	Acre	\$30,000	3.68	3.68 acres of land		\$110,400		
	Acre	\$7,500	3.68	site preparation		\$27,600		
	Each	\$5,500	1	Gazebo (16')		\$5,500		
	Each	\$400	1	Picnic Table		\$400		
	Each	\$300	2	Bench Rest Areas		\$600		
	Each	\$16,000	1	Playground Equipment		\$16,000		

	Each	\$40,000	1		Nature-Based Paths and Educational Feature		40000	
	Stall	\$2,000	8	Parking Lot -- 8 car		\$16,000		
	% of Subtotal of Development	20%			Landscaping/Hardscaping/Amenities	\$4,500	8000	
	% of Subtotal of Development and Land	20%			Indirect	\$36,200	9600	
	% of Subtotal of Development & Landscaping	10%			Construction Contingencies		4800	
					Subtotals	\$217,200	\$62,400	\$279,600
Pheasant Run Park	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
	Acre	\$30,000	2.01	2.01 acres of land		\$60,300		
	Acre	\$7,500	2.01	site preparation		\$15,075		
	Each	\$5,500	2	Gazebo (16')		\$11,000		
	Each	\$2,000	12	Parking spaces		\$24,000		
	Each	\$15,650	1	Playground Equip		\$15,650		
	Each	\$20,000	1		Totlot		20000	
	Each	40000	0.5	- 1/2 basketball court		\$20,000		
	% of Subtotal of Development	20%		Landscaping/Hardscaping/Amenities		\$10,130	4000	
	% of Subtotal of Development and Land	20%		Indirect		\$31,231	4800	
	% of Subtotal of Development & Landscaping	10%		Construction Contingencies			2400	
					Subtotals	\$187,386	31200	\$218,586
Settler's Park	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
	Acre	\$30,000		4.99 acres of land	2.5 acres	\$150,000	\$75,000	
	Acre	\$7,500		site preparation		\$37,500	\$18,750	
	Each	\$18,000	1	Shelter		\$18,000		
	--	\$20,000	1	Kitchen		\$20,000		

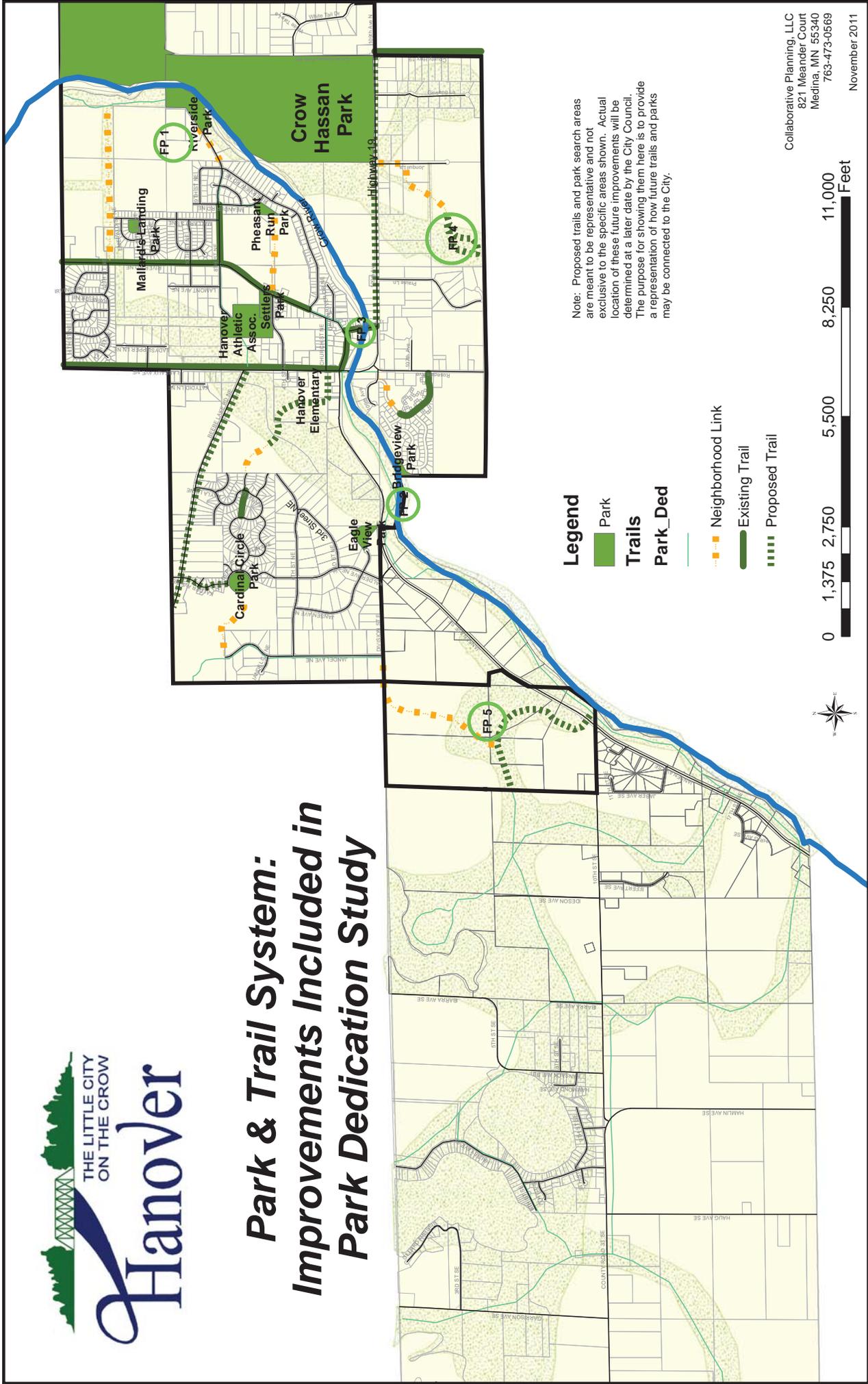
--	\$10,000	2	Restrooms		\$20,000			
Each	\$12,000	1	Playground Equip		\$12,000			
--	\$45,000	1	Little League BB Field		\$45,000			
--	\$35,000	1	T-ball field		\$35,000			
Each	\$200	4	Horseshoe Pits		\$800			
--	\$15,000	1	VB courts		\$15,000			
Each	\$2,000	30	Paved parking lot		\$60,000			
Each	\$50,000	1		Bandshell		\$50,000		
	\$200,000			Lights and upgrade electrical		\$200,000		
	\$200,000			Trail connection - 19 to River Road		\$200,000		
Each	\$1,300	4		Bleachers (15')		\$5,200		
--	\$10,000	1		Restroom upgrade		\$10,000		
--	\$20,000	1		Kitchen Upgrade		\$20,000		
% of Subtotal of Development	20%			Landscaping/Hardscaping/Amenities	\$45,160	\$115,790		
% of Subtotal of Development and Land	20%			Indirect	\$91,692	\$138,948		
% of Subtotal of Development & Landscaping	10%			Construction Contingencies		\$60,099		
				Subtotals	\$550,152	\$350,037	\$900,189	
Future Park 4 (FP4)	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
Southeast Hanover With School Property	Acre	\$30,000	20		20 acres of land	\$600,000		
	Acre	\$7,500	20		site preparation		\$150,000	
	Each	\$300,000	1		Building for Restrooms, concessions, storage with pullup doors		\$300,000	
	Each	\$100,000	1		Playground Equip.		\$100,000	
	Each	\$75,000	1		Baseball Field		\$75,000	

Each	\$35,000	3		Softball Fields		\$105,000		
Each	\$170,000	1		Baseball Field Lighting		\$170,000		
Each	\$107,000	3		Softball Field Lighting		\$321,000		
Total	\$20,000	1		Bleachers/Seating		\$20,000		
Each	\$15,000	2		Soccer Field/Football		\$30,000		
Each	\$75,000	1		Soccer Field Lighting		\$75,000		
--	40000	1		Basketball court		\$40,000		
Each	\$60,000	2		Tennis Courts		\$120,000		
% of Subtotal of Development	20%			Landscaping/Hardscaping/Amenities		\$301,200		
% of Subtotal of Development and Land	20%			Indirect		\$361,440		
% of Subtotal of Development & Landscaping	10%			Construction Contingencies		\$180,720		
Cost Sharing			NOTE: 50% paid by school district		(\$300,000)	(\$1,174,680)		
				Subtotals	\$300,000	\$1,174,680	\$1,474,680	
Future Park 5 (FP5)	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
West Hanover	Acre	\$30,000	3		3 acres of land		\$90,000	
	Acre	\$7,500	3		site preparation		\$22,500	
	Each	\$20,000	1		Shelter		\$20,000	
	Each	\$30,000	1		Playground		\$30,000	
	Each	\$2,000	16		Parking Lot		\$32,000	
	Item	\$50,000	1		Woodchip trails throughout park and into open space area		\$50,000	
	% of Subtotal of Development	20%			Landscaping/Hardscaping/Amenities		\$30,900	
	% of Subtotal of Development and Land	20%			Indirect		\$55,080	
	% of Subtotal of Development & Landscaping	10%			Construction Contingencies		\$18,540	

					Subtotals	\$0	\$349,020	\$349,020
TRAILS	Unit	Unit Cost	Quantity	Existing Park Facilities	Future Park Facilities	Est. Value Existing	Est. Cost New Facilities	Total Park Cost/Value
	Acre	\$15,000.0	18.6853		15 foot easements for trails	\$110,160	\$170,119	
	Lineal Foot	\$60	21327	Existing Trails		\$1,279,620		
	Lineal Foot	\$15	5280		Proposed Trails -- Woodchip through Ecological Corridors		\$79,200	
	Lineal Foot	\$60	27655		Proposed Trails -- Bituminous shown on plan		\$1,659,300	
	% of Subtotal of Development and Land	20%			Indirect	\$277,956	\$381,724	
	% of Subtotal of Development & Landscaping	10%			Construction Contingencies		\$173,850	
					Subtotals	\$1,667,736	\$2,464,193	\$4,131,929



Park & Trail System: Improvements Included in Park Dedication Study



Note: Proposed trails and park search areas are meant to be representative and not exclusive to the specific areas shown. Actual location of these future improvements will be determined at a later date by the City Council. The purpose for showing them here is to provide a representation of how future trails and parks may be connected to the City.

- Legend**
- Park
 - Trails**
 - Existing Trail
 - Proposed Trail
 - Neighborhood Link
 - Existing Trail
 - Proposed Trail



Land Use Chapter of Comprehensive Plan

Draft for Review September 2018

Land Use

The purpose of a land use inventory is to quantify and to analyze existing development in the City and the surrounding area. An examination of current land uses should reveal development patterns densities, and other land use scenarios that can provide direction for future development and redevelopment. This inventory, combined with other information contained in this Plan, is used to suggest where, at what density, and, in some cases, when growth should occur. The inventory can also help to classify areas that should remain undeveloped or preserved. The kind of development and how that development is allowed to progress should be a reflection of the community's needs and desires.

Hanover's urban amenities and small town character, along with its direct access to Highway 19 and Interstate 94, make the community an attractive place to live and work. Hanover is home to distinct recreational amenities, being located near numerous lakes and being adjacent to the Crow River, which flows to the Mississippi. The Hanover area has experienced steady growth over the past several decades. As such, the City needs to take careful consideration of the City's future land use, especially since this growth is projected to continue.

Hanover has a number of larger-lot residential neighborhoods served by well and septic systems as well as more typical suburban style single-family neighborhoods on municipal services. Very little of the existing development pattern consists of townhouses, apartments, or other higher density housing types. Due to the cost associated with the extension of municipal water and sewer to various portions of the community that were previously developed on individual well and septic, it is recommended that portions of the community remain as rural development in the future.

Continued growth in the City will pose many land use challenges. Although the area surrounding the City is predominantly agricultural or forested, as vacant developable land in the City decreases, urban land uses will continue to extend into the neighboring townships, putting development pressure on the surrounding areas. These areas are planned to be served with municipal services in the future following annexation.

FUTURE LAND USE

Future land uses are identified by the City to guide the decision-making process on development and subdivision proposals and annexation actions. This is different from a zoning map, which is intended to implement the City's planned future land uses. For any given parcel, the zoning district assigned to it on the zoning map should be consistent with the future land use guidance.

A primary function of the future land use map is to help the Planning Commission and City Council make decisions to approve or deny rezoning and subdivision proposals. Without a future land use map, rezoning and subdivision requests may lead to development patterns that are not compatible with the goals of the Comprehensive Plan.

Future Land Use Categories

Land use districts in this Plan have been created to accommodate the existing and desired land uses in the City. Goals and policies developed by the participants in the planning process have been used to determine the types of land uses that should continue and/or that should be developed in the future. Locations for the future land uses are shown on the Future Land Use Map.

Each of the categories below describes the types of uses that are desirable in each category. Uses are described as they relate to the City of Hanover, with “high density” or “high intensity” describing uses that are considered “high” in Hanover (such as the average density in the Downtown Transition category), and vice versa.

- 1) **Parks and Open Space** - A designation for the preservation of publicly-owned lands, parks, environmentally sensitive lands, wetlands, unique resources, historic sites, and land set aside as part of the development process.
- 2) **Rural Residential** - A designation for properties that are have developed, or are suitable to be developed, to preserve the rural character of the area. Lot sizes would be greater than Neighborhood Residential, typically with an average lot size of 2.5 acres. Uses in this zoning district are also not planned to be served with municipal water and sewer in the future. This designation is intended to allow space for very low-density residential and hobby farm living typically without full provision of municipal services. Schools, parks, playgrounds, and other similar uses would be permitted within this district. This area is also intended to prevent the establishment of various commercial, industrial, and higher density residential developments that will conflict with the character of the area. Prior to development for residential uses, this area may have agricultural uses and would be zoned as agricultural until such time as the property was proposed to be developed.
- 3) **Neighborhood Residential** – A designation for properties that have developed, or are suitable to be developed, in a moderate-density residential neighborhood with full provision of necessary urban services. Net density (land area excluding collector road right of way, ponding, wetlands, bluff, and permanently protected environmental resources) shall be between 2 and 4 units per acre. This area is also intended to prevent the establishment of various commercial, industrial, and higher density residential developments that will conflict with the character of the area. Prior to development for residential uses, this area may have agricultural uses and would be zoned as agricultural until such time as the property was proposed to be developed.
- 4) **Multi-Family Residential** – This designation consists of properties that have developed, or are suitable to be developed, in a higher-density residential neighborhood with full provision of urban services. Typical housing styles would be apartments and townhomes. Net density (land area excluding collector road right of way, ponding, wetlands, bluff,

and permanently protected environmental resources) shall be greater than 4 units per acre and less than twelve units per acre.

- 5) **Commercial** – A designation for property that is best suited for auto-oriented commercial development requiring access to infrastructure services. Types of uses in this area can include offices, trucking businesses, light manufacturing, grocery stores, and other similar uses. Prior to development for residential uses, this area may have agricultural uses and would be zoned as agricultural until such time as the property was proposed to be developed.
- 6) **Downtown River District Commercial** – The purpose of this category is to identify portions of Hanover that contain businesses arranged in a pattern that is pedestrian oriented. Businesses in this area do not have their own parking lots, but rather is characterized by the presence of on-street parking, or municipal lots, sidewalks, and trails. The majority of the uses are commercial in nature, but some residential uses, such as an apartment above a storefront, may be mixed into the fabric.
- 7) **Industrial** – A designation for property that is best suited for light industrial uses, with and without outdoor storage. These uses have good access to infrastructure services. Prior to development for residential uses, this area may have agricultural uses and would be zoned as agricultural until such time as the property was proposed to be developed.
- 8) **Public** – A designation for those properties that are owned by the City of Hanover, but that are not parks.
- 9) **Institutional** – This designation contains uses that are public or non-profit but that are not owned by the City of Hanover. Typical uses are schools and churches.

Annexation and Planning

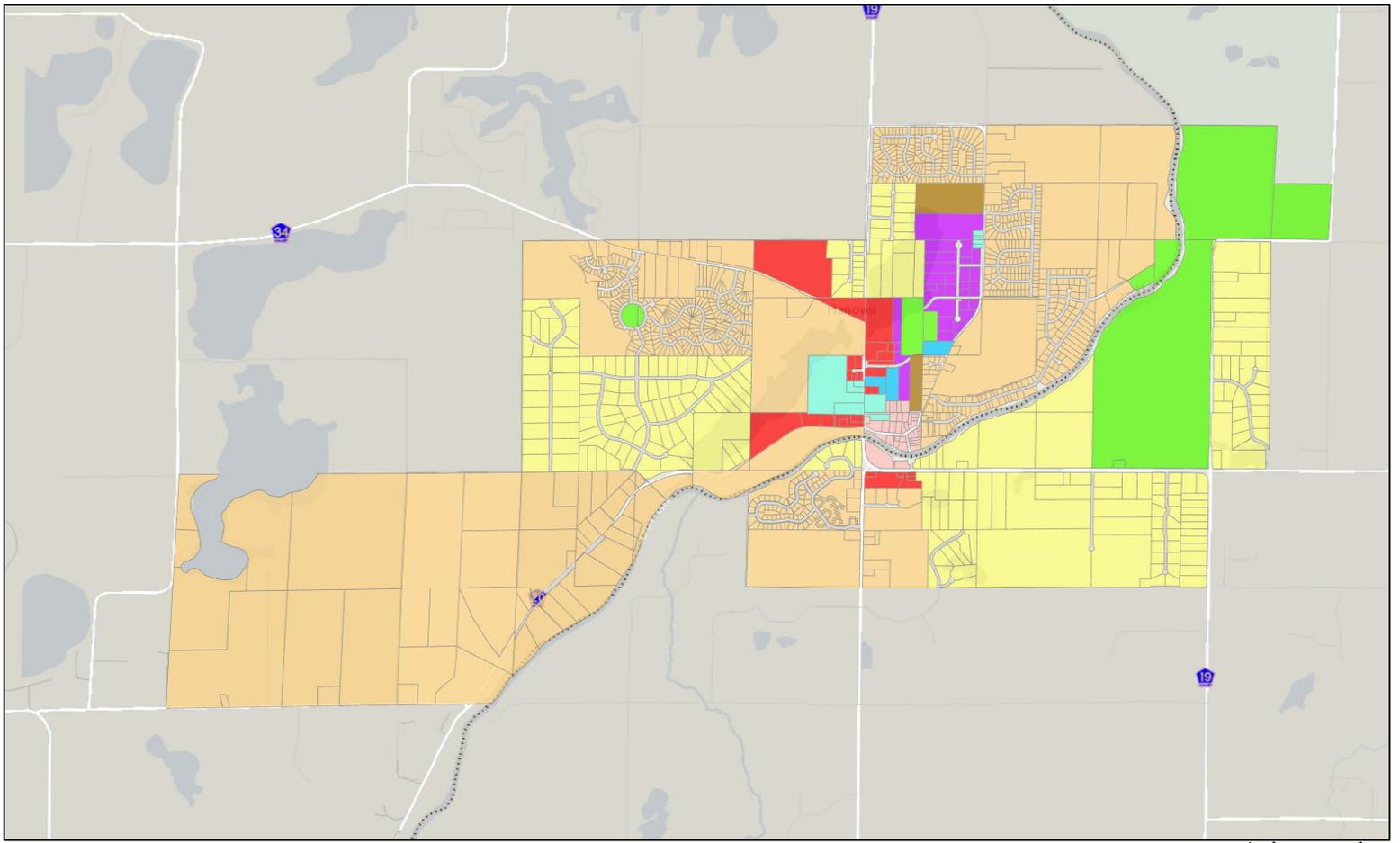
Providing additional land within the City boundaries for residential, commercial, and industrial development may be necessary to ensure orderly growth in the area, to reduce the cost of public services, and to protect the environmental resources in the area. Due to topographical and environmental challenges of the landscape within the current City limits, there are limited opportunities to meet the demand for growth in the community.

Prior to the economic downturn of the late 2000's, the City of Hanover had received requests for annexation from property owners in Rockford Township and had initiated the drafting of an orderly annexation agreement with Rockford Township. Those prior annexation efforts were abandoned due to the economic downturn but could be proposed again in the future.

Wright County has designated the eastern half of the previous orderly annexation study area as a "Transition Area". In this area, the County encouraging cities and townships to work together on orderly annexation agreements. The County states their support for the orderly annexation process, agreeing that cooperation is necessary in the planning for areas that are adjacent to existing cities.

State statute provides various methods for annexing property from one jurisdiction to another. In the event that property is proposed for development that is not currently within the City of Hanover corporate boundaries, annexation would need to be completed under one of the methods available prior to the City having jurisdiction to approve development plans. However, the future land use map does identify the planned land use that would be associated with any given property to assist with future planning by property owners and the City.

Future Land Use



1 inch = 3,009 feet

Future Land Use

- | | |
|---|--|
|  Commercial |  Neighborhood Residential |
|  Downtown Commercial |  Parks Open Space |
|  Industrial |  Public |
|  Institutional |  Right of Way |
|  Multi Family |  Rural Residential |



September 14, 2018
Map Powered by DataLink
from WSB & Associates