Memorandum

TO:	City Council
FROM:	Will Harris , Associate Planner
DATE:	June 15, 2026
SUBJECT:	855 Tanglewood Dr - conditional use permits for the keeping of horses and related accessory structure
ITEM NUMBER:	9.a
SECTION:	PUBLIC HEARINGS

REQUESTED MOTION

Motion 1 - close public hearing

To close the public hearing in consideration of conditional use permits at 855 Tanglewood Drive.

Motion 2 - approval of conditional use permits

To approve the conditional use permits submitted by Pam Larson, 855 Tanglewood Dr, subject to the following conditions:

Detached accessory structure

1. The project must be completed in accordance with the plans submitted as part of the conditional use permit applications. Any significant changes to these plans, as determined by the city staff, will require review by the planning commission and city council.
2. This approval will expire after one year if a building permit has not been issued and construction commenced.
3. The owners shall apply for a demo permit for the existing detached accessory structure.
4. The existing detached accessory structure shall be demolished before the issuance of a building permit for the new accessory structure
5. The detached accessory structure shall not exceed 1,200 sq ft in size.
6. The structure shall be used to house the animals and for the storage of personal property only.
7. The structure shall not be used in any way for commercial purposes.
8. The applicant shall obtain permits as required from the Rice Creek Watershed District, if required.
9. A building permit must be obtained before any construction activity begins.
10. A riparian lot detached accessory structure permit must be obtained before any construction activity begins.
11. A tree protection and replacement plan shall be submitted prior to issuance of a building permit (including a grading permit). Tree protection shall be implemented prior to the commencement of work on the property and maintained during the period of construction. The protection plan shall include wood chips and protective fencing at the drip line of the retained trees.

12. Applicant shall maintain historic drainage patterns.
13. A side-yard swale may be required if needed to keep drainage from new building on the subject property
14. Grading as-built shall be submitted after construction upon request by the city engineer.
15. This approval is subject to a 5-day appeal period.

Non-domestic animal conditional use permit

1. The project must be completed in accordance with the plans submitted as part of the conditional use permit applications. Any significant changes to these plans, as determined by the city planner, will require review by the planning commission and city council.
2. The building permit and fence permit are required and must be finalized prior to the animals inhabiting the property
3. A buffer strip enclosing the arena and paddocks shall be installed and established prior to the animals inhabiting the property to ensure runoff is contained to the subject property
4. The owner shall submit an additional fence permit before the installation of additional fencing to separate the paddock area if necessary.
5. No horse may be kept on the property if it is being used for commercial purposes, whether or not the commercial use occurs on the residentially-zoned property.
6. No horse shall be permitted to run outside the confines of the proposed paddock, arena, or accessory structure area
7. No person shall be permitted to ride or drive a horse after the hour of sunset or before the hour of sunrise.
8. The escape of a horse necessitating recovery by agents or employees of the city shall automatically suspend the conditional use permit until the city manager or their designee has re-inspected the premises.
9. Cruel and inhumane treatment of horses shall be grounds for the revocation of the conditional use permit. Adequate care includes, but is not limited to, the following:
    a. Horses must be provided with food of sufficient quantity and quality to allow for normal growth or the maintenance of body weight. Feed standards shall be those recommended by the National Research Council.
    b. Horses must be provided with clean, potable water in sufficient quantity to satisfy the animal's needs or supplied by free choice. Snow or ice is not an adequate water source.
    c. Horses must be provided a minimum of free choice protection of a constructed shelter from direct rays of the sun when temperatures exceed 95 degrees Fahrenheit, from wind, and from freezing precipitation for all horses.
    d. Constructed shelters must be structurally sound, free of injurious matter, maintained in workmanlike repair, and ventilated.
    e. Stalls must be cleaned and kept dry to the extent that the animal is not required to lie or stand in fluids. Bedding must be provided in all stalls, kept reasonably clean, and periodically changed. The nature of the bedding must not pose a health hazard to the animal.
    f. Horses must be provided an opportunity for periodic exercise, either through free choice or through a forced work program, unless exercise is restricted by a licensed veterinarian.
    g. All horses must have their hooves properly trimmed periodically to prevent lameness.
10. All accumulations of manure shall be removed at such periods as will ensure that no

leaching or objectionable odors exist, and the premises shall not be allowed to constitute a nuisance.

11. Upon complaint to the city that any provisions are not being met, an authorized animal control officer or city representative shall be permitted upon the premises where livestock are kept for the purpose of making an inspection to determine compliance with this chapter.
12. If at any point the owner subdivides the property so as to reduce the total acres below the allowed 2-acre threshold, this agreement will be nullified.

INTRODUCTION

The property owner, Pam Larson, is requesting approval for two conditional use permits for the property at 855 Tanglewood Drive related to the keeping of two horses on the property. Both conditional use permits will work in tandem with each other. The first is for the keeping of non-domestic animals on a property that exceeds two acres to keep two horses on the property, and the second is to construct a new detached accessory structure over 440 sq ft that will serve as both a detached garage and a horse barn.

DISCUSSION

Site characteristics

The subject property is a substandard riparian residential lot located within the RE-20 Residential Estate District. The property is located east of Lexington Ave, off of Tanglewood Dr, and has a lot area of 113,256 sq ft (2.6 Acres). The lot has a width of approximately 86 ft. along Turtle Lake and 82 feet of width along Tanglewood Dr., where access is provided via a gravel driveway. The property has extensive wood coverage throughout and has few changes in topography throughout the property. It is developed as a single-family home that is 2,056 sq ft, has an attached garage that is 504 sq ft., and an existing detached garage that is 534 sq ft.

Project description

Both the single-family home and the detached garage were constructed in 1968, and neither had been substantially repaired or modified since their original construction. The applicant is seeking to demolish the detached garage and construct a detached accessory structure that will serve as both a detached garage and a horse barn. The garage portion will be 2/3 of the total space, and will be used to store home maintenance equipment such as their snowblowers, lawn mowers, etc., as well as hay for the animals, while the remaining 1/3 of the building will be two stalls and an entryway to allow access into the stall areas.

The egress in and out of the stall side of the accessory structure will be surrounded by a 120' x 70' fenced paddock area directly to the south, which will serve as the horses' outdoor area. The fencing material proposed for this portion is known as Diamond Horse Fencing, which resembles a chain link fence material with wooden posts. Currently, the applicant is proposing a singular paddock, but should there be any issues between the animals in the future, they would wish to split the area using the same fencing material to create two 120' x 35' paddocks. The applicant is also proposing a 55' x 110' fenced arena directly to the south of the paddocks, which will serve as the location where the horses can be ridden. The fence material proposed here is a cedar split rail fence. Both fenced areas are surrounded by various cedar, maple, and pine trees that create a buffer between the surrounding properties and the road. South of the arena, the applicant is proposing a 10x12 site for manure and a 4x4 compost location to convert the manure into compost material.

Development ordinance requirements

Detached accessory structure

The residential estate accessory building regulations (Sec. 107-66 (b) and Sec. 107-67 (c) (2)) have tiered standards based on parcel size to allow more flexibility for those property owners with larger parcels. For properties that exceed 2 acres, the maximum area permitted for a detached accessory structure is 440 square feet. This area can be exceeded, provided a conditional use permit is granted. The combined area of all accessory structures cannot exceed 125% of the dwelling unit foundation area.

Detached accessory buildings that require a conditional use permit must be setback a minimum of 10 feet from a side lot line and 10 feet from a rear lot line. The maximum height permitted for a detached accessory building is 18 feet as measured from the roof peak to the lowest finished grade, but it also cannot exceed the height of the dwelling unit. In addition, sidewalls cannot exceed 10 feet, and interior storage areas above the main floor cannot exceed an interior height of 6 feet. However, according to the shoreland ordinance under Sec. 107-66 (c), should there be stricter regulations because of the proximity to the lake, the more stringent regulations will be enforced. These regulations require the additional submission of a riparian lot detached accessory structure permit under Sec. 115-149 (d). The criteria for this permit are listed under Sec. 103-96, and include: the request is in general character with surrounding properties, it will not cause a traffic sight problem or endanger public health or safety, it will not encroach upon a public right-of-way, easement, or utilities, and it must be setback 30 feet from the front property line.

The exterior design of the structure must be compatible with the dwelling and be similar in appearance from an aesthetic, building material, and architectural standpoint. The proposed design, scale, height, and other aspects related to the accessory structure are evaluated to determine the impact on the surrounding area. Building permits may be issued upon the finding that the appearance of the structure is compatible with the structures and properties in the surrounding area and does not detract from the area. The intent of these regulations and the city's comprehensive plan's policies is to ensure that the residential character of the property and neighborhood is maintained and that the dwelling unit remains the primary feature and use of the property. The following table summarizes the proposal in terms of the development code standards:

	Proposed conditions	**Development code provisions**
Area		
Attached accessory structure	504 sq ft (current attached garage)	
		CUP—larger than 440 square feet
Detached accessory structure	1,200 sq ft (proposed garage/barn)	125% of the dwelling unit foundation area
		(2,056 - 504 = 1,552)
Total all accessory structure	1,704 sq ft	1,552 x 125% = 1,940 sq ft allowed

Setbacks		
Side lot line Front lot line	10 feet (west property line) 46 feet (east property line) > 30 feet	10 feet from the side property line Minimum of 30 feet from the front property line
Height		
Roof peak Sidewall	13 feet 8 feet	18 feet 10 feet
Second story storage height	N/A	6 feet
Impervious surface coverage	13.4% proposed	25% unless: A maximum of 30 percent may be permitted if there are no structures (except for docks, stairways, lifts, landings, retaining walls, and fences) in the required setbacks from the ordinary high-water level and/or bluff
Exterior design	Siding and shingles to match the home, brown with tan trim, soffit, and fascia. Shingle roof, aluminum soffit and fascia, LP siding, cedar dutch doors	Compatible with the residence
Screening	Retain existing cedar, maple, and pine trees along all sides of the structure. Some additional tree removal along the south side of the building to clear paddock and area riding areas.	N/A

Non-domestic animal conditional use permit

Under chapter 6, animal control definitions, a horse is defined as a "non-domestic animal." These animals under Sec. 107-67 (b) (5), are permitted within the city on properties over two acres in size. The city council may require the owner of a non-domestic animal to apply for a conditional use permit to house the animal on the property if they determine that it is in the best interest of the public's health, safety, or general welfare. Based on the proposed use, staff determined that they would require a conditional use permit for the proposed use to ensure that there was adequate fencing, space for the animals due to the wooded nature of the lot, and that the manure would not become a nuisance to surrounding properties

The applicant is proposing a 120' x 70' (8,400 sq ft) fenced paddock area, which will serve as the horses' outdoor area. The fencing material used for this portion is Diamond Horse Fencing, which resembles a chain link fence material with wooden posts. As mentioned above, the owner may split the area using the same fencing material to create two 120' x 35' paddocks. If they wish to do this at a future date, the city would require an additional fence permit. The applicant is also proposing a 55' x 110' (6,050 sq ft) fenced arena using a cedar split rail fence,

which will serve as the location where the horses can be ridden. Within the building plans submitted, the applicant is proposing a stall size of 120 sq ft per horse.

The applicant is also proposing a composting area to break down the manure on-site. According to Sec. 28-6 (b), compost sites shall be located in a rear yard, at least ten feet from any property line, at least 30 feet from any adjoining residence, and designed so that seepage from the compost will not run off into public or private streets, storm sewers, drainage ditches, water retention basins, wetland areas, streams, or lakes. While the proposed location is technically in the front yard of the property, due to its location on Turtle Lake, the intent of the code is to prevent runoff into water bodies. Because of its proposed location, the compost site limits the potential for water runoff and meets the setback requirements of the code. The owner reached out to the Rice Creek Watershed district who stated that they did not have concerns regarding the location being near the lake, or any wetland or floodplain on the property.

Applicant statement

The applicant states that the purpose of this conditional use permit is to reassure the residents of Shoreview, both their neighbors and the people on the city council, that their proposal to keep two horses on their property will meet the conditions required by the City of Shoreview. In their meetings with city staff, they were made aware that the containment of these horses is of very high importance.

The riding arena will be fenced with three rail split rail cedar fencing. They chose this type of fencing because it is both durable and very beautiful to look at. They have been a professional dressage horse trainer and instructor for over 30 years (Strawberry Hill Dressage LLC and Starlite Dressage), and have trained and started dozens of horses, yet I still respect the fact that horses are flight animals, and when they ride, they will ensure to only ride within the enclosed arena.

The horses themselves will live in a shared paddock that may be separated at a later date if the horses begin not to get along. Each paddock will be fenced with wood posts, a top rail made of wood, eight-foot spacing between posts, and diamond horse fencing inside the posts and wrapped over the top rail to prevent the horses from chewing on and destroying the fence. Diamond horse fencing is "flexible" so that if a horse rolls and hits the fence, she will not get her hoof caught, but her hooves bounce back off the fence. The horse also will not be able to stick her head through the fence while trying to eat grass on the other side. This keeps the horses very well contained.

Around the paddock area, the site has pine, maple, and lots of cedar trees planted in order to create a very pretty appearance to the paddock area and create a buffer between the neighboring properties. I will have a small, approximately fifteen-by-40-foot area just to the south of the barn entrance that is called the "barnyard". This area helps drainage from the roof of the barn to flow away from the barn and not create a muddy zone in front of the building, just before the horses are walked into their stalls. The stalls are cleaned every morning after they turn each horse out into its paddock. The owner will be bedding the stalls with either wood shavings or raked of dried leaves, both of which compost very effectively.

The owner will also clean the paddocks every evening after bringing the horses back into their stalls at night. They spoke with the Rice Creek Watershed District, and they consider the manure that they clean from the stalls and paddocks daily to qualify as compost. There is a

compost site on our property located just south of the riding arena. This area has been used as a compost site for over 80 years, including from 1979 to 1985, when I kept two horses here. The area has been cleaned out often, as the owner's mother had gardens on the property for over forty years, which she enriched with the compost from this area. The RCWD requires that compost not be put in a wetland, river, or lake. This is an upland spot that does not drain onto any other property and is over 250 feet from the nearest house, and also is out of sight.

Clean up from the stalls in the morning and the paddocks in the afternoon rarely yields more than one wheelbarrow worth of compost, manure, and shavings/leaves. This gets dumped on the pile daily, and it works as a compost pile should, and quickly sinks down as it processes and turns into very good garden soil.

The woods at the property have needed quite a bit of forest management. Back in the late forties, much of the land was planted in Red Pine. These trees were never thinned, but planted in a plantation style, spaced evenly, approximately fifteen feet apart. After 70 years, many of these trees died due to Pine Bark beetle and being too close together. Over the past three years, over 100 trees have been removed.
This has provided the owner with an area where they had the stumps ground this spring, in order to provide them with a very nice space for my riding arena, which will be enclosed with a three-rail split rail fence.

This year, the owners have already planted four White Cedar and two Red Cedar trees. By May, they will also have planted four six-foot White Pine, six four to five-foot Norway Spruce, eight apple trees, two Crabapple trees, and 50, 12 to 18-inch Juneberry shrubs.

STAFF REVIEW

Conditional use permits (Section 103-90)

The conditional use permit intends to address the suitability of the proposed use within the zoning district and to ensure consistency with the comprehensive plan. For a conditional use permit to be granted, the use must be allowed as a conditional use in the zoning district in which it is located, and the owners must show that the standards and criteria are satisfied, in addition to the following:

1. The use is in harmony with the general purposes and intent of this chapter.
2. The use is in harmony with the policies of the comprehensive guide plan.
3. Certain conditions, as detailed in this chapter, exist.
4. The structure and/or land use conform to the land use chapter of the comprehensive guide plan and are compatible with the existing neighborhood.

Detached accessory structure

In review of the proposal for the conditional use permit to allow a 1,200 sq ft detached accessory structure on the property for the purposes of a detached garage and the keeping of horses, staff found the proposal to comply with the defined criteria outlined within the development code, as outlined in the sizing table listed above. The structure will not be visible from Tanglewood Dr due to its distance away from the roadway and the heavily wooded nature of the subject property. The use of a detached structure is also a common development in the area, with many other properties that are similar in size on Tanglewood Dr having detached accessory structures between the house and the street. As stated earlier, a riparian lot-detached accessory permit will be required before the issuance of a building permit for the structure.

Because the building will also house the horses, according to section 107-67(e)(9), buildings housing non-domestic animals must be 100 feet from all property lines except as permitted by the city's licensing provisions. Due to the city's requirement of the non-domestic animal conditional use permit and the conditions set forth within it, this provision is considered met.

Non-domestic animal conditional use permit
While the keeping of non-domestic animals is a permitted use for properties over two acres under Sec. 107-67 (5), staff required the owners to apply for a conditional use permit to allow the city council to impose conditions because it will ensure the best interest of the public's health, safety, and general welfare. Due to a lack of internal design requirements, staff examined other cities in the metro that permit horses to determine if the proposed application was consistent with the average structure sizing, pasture size, setbacks, location, and care requirements to determine a baseline for compliance. Staff examined the city codes of Chanhassen, Fridley, Andover, and Minnetonka as comparison cities. Based on the proposal, the size would be classified as a dry lot where the animals are being fed by hay rather than grazing. This style generally requires between 400 and 800 sq. ft. of open space per horse, which is met by the proposed paddock size. Other cities' requirements for stall size range from 80-120 sq ft per horse of interior free shelter access. Within the building plans submitted, the applicant is proposing a stall size of 120 sq ft per horse, which is on the higher end of the stall sizes required by other municipalities. Other requirements relating to the health, containment, riding, manure storage, and inspections are outlined within the conditional use permit conditions. Staff found that, with the imposed conditions outlined, the proposal complied with the defined criteria outlined within the development code and the comprehensive plan, and will not detract from the best interest of the public's health, safety, and general welfare.

Lastly, the proposed use meets the four additional criteria outlined in the requirements for a conditional use permit. The use is in harmony with the general purposes and intent of the city code, as well as the policies of the comprehensive guide plan. The use is suitable given that the attached conditions are met, and it conforms to the land use chapter of the comprehensive guide plan and is compatible and permitted with the existing neighborhood. One item of note is this lot exists within the Lakeshore Neighborhoods on Turtle Lake Policy Development Area. With this designation, the comprehensive plan identifies the unique access points of this area and the difficulties of installing public facilities through smaller subdivisions of these large lots. Therefore, the comprehensive plan seeks to maintain this area as a low-density residential area and would seek to manage the redevelopment of the neighborhood through a comprehensive subdivision plan or a development moratorium. Both of which would include public participation should an interest arise. Therefore, the larger lot sizes are scheduled to be maintained for the time being, and the proposed use would be taken into consideration at that time.

Public comment
Property owners within 350 feet were notified of the applicant’s request. Staff received two comments in support of the proposed conditional uses and one comment expressing concerns regarding accountability, should there be breaches in the conditions of the permit, such as odors generated from the compost causing a nuisance.

Planning commission
The planning commission reviewed this application for the conditional use permits at 855 Tanglewood Dr at the meeting on May 26, 2026. No formal public hearing was performed at

this meeting due to noticing requirements, but members of the public were allowed to provide testimony.

Two members of the public spoke in favor of the proposal and expressed support that the use would be maintaining the character of the neighborhood, and excitement for the animals to be housed there.

The commission recommended that the city council approve the conditional use permits with a 6 to 1 vote.

RECOMMENDATION

Staff recommends that the city council open a public hearing to allow members of the public to speak on the proposal, and recommend that the city council approve the conditional use permits submitted by Pam Larson, 855 Tanglewood Dr, subject to the following conditions:

Detached accessory structure

1. The project must be completed in accordance with the plans submitted as part of the conditional use permit applications. Any significant changes to these plans, as determined by the city staff, will require review by the planning commission and city council.
2. This approval will expire after one year if a building permit has not been issued and construction commenced.
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4. The existing detached accessory structure shall be demolished before the issuance of a building permit for the new accessory structure
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    d. Constructed shelters must be structurally sound, free of injurious matter, maintained in workmanlike repair, and ventilated.
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ATTACHMENTS

Location Map

Non-Domestic Animal Owner Statement
Accessory Structure Owner Statement
855 Tanglewood Survey