

REQUEST FOR COUNCIL ACTION

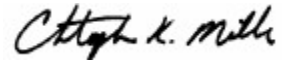
DATE: 5/11/2009

ITEM NO: 12.c

Department Approval:



Acting City Manager Approval:



Item Description: Request by Wellington Management for support of a **Rezoning** of 1126 Sandhurst Drive and 2167 Lexington Avenue to Planned Unit Development from Single Family Residence District and General Business District, respectively, and approval of a **General Concept Planned Unit Development** to allow the construction of a multi-tenant commercial office property (PF09-003)

1.0 REQUESTED ACTION

Wellington Management seeks support of a REZONING and approval of a GENERAL CONCEPT PLANNED UNIT DEVELOPMENT for a proposed redevelopment of the northwest quadrant of the intersection of County Road B and Lexington Avenue which would replace the existing TCF bank structures at 2167 Lexington Avenue and the adjacent single-family residence at 1126 Sandhurst Drive with an 11,250-square-foot commercial office building and parking area.

Project Review History

- Application submitted: February 10, 2009; determined complete: February 11, 2009
- Sixty-day review deadline: April 7, 2009
- Sixty-day City Council extension: June 5, 2009
- Planning Commission recommendation (7-0 to approve): March 4, 2009
- Initial project report recommendation: March 23, 2009
- Revised report recommendation: May 6, 2009
- Anticipated City Council action: May 11, 2009

2.0 SUMMARY OF RECOMMENDATION

2.1 On March 23, 2009, the Council requested the opportunity to continue working with the applicant to arrive at a plan that best balances the needs of the City and the developer. On April 20, 2009, the applicant presented revisions to their plan that met with general support of the City Council.

2.2 Planning Division staff concurs with the unanimous recommendation of the Planning Commission to approve the requested REZONING and GENERAL CONCEPT PLANNED UNIT DEVELOPMENT, subject to certain conditions as well as the revised plans submitted by the applicant; see Section 9 of this report for the detailed recommendation.

3.0 SUMMARY OF SUGGESTED ACTION

By motion, support the requested REZONING and GENERAL CONCEPT PLANNED UNIT DEVELOPMENT (with conditions) of the properties at 1126 Sandhurst Drive and 2167 Lexington Avenue; see Section 10 of this report for the detailed action.

4.0 REVIEW OF COMPREHENSIVE PLAN

4.1 Although the proposed development appears to be consistent with Roseville's 2030 *Comprehensive Plan*, which would apply a land use designation of Neighborhood Business to both of the subject parcels, that document has yet to be approved by the Metropolitan Council and ratified by the City Council. This proposal, therefore, must be evaluated within the context of the existing Comprehensive Plan.

4.2 The proposed business use is to be located on the parcel at 2167 Lexington Avenue, which has a Comprehensive Plan designation of Business (B); this allows for a wide variety of residential, retail, restaurant, office, and other commercial uses consistent with the parcel's existing General Business zoning – Roseville's most intense business district.

4.3 The property at 1126 Sandhurst Drive has a Comprehensive Plan designation of Low Density Residential (LR), which corresponds to the kinds of uses allowed in R-1 and R-2 zoning districts. Given that the proposal only puts parking and an accessory structure (for the trash handling equipment) on this parcel and that storage buildings and off-street parking and loading areas are allowed in the zoning districts associated with the LR land use designation, no change to the Comprehensive Plan Land Use Map is necessary for this proposal.

4.4 The Cornerstone Neighborhood Mixed-Use Project, adopted into the Comprehensive Plan in 1998 as a conceptual master plan of sorts to redesign key, under-utilized retail and commercial intersections, determined that a redesigned Lexington Avenue/County Road B intersection would have great potential for positive community impact. The document indicates that "careful attention to the concerns of the neighborhood could make this corner fulfill the wishes of its adjacent residents [and] it could become the touchstone for establishing an appealing balance of structure, open space, design and use."

4.5 The Cornerstone report stresses the importance of locating at least modest buildings at the corners of the intersection to frame the public space and "create a sense of place and closure," and it expresses optimism for a successful redevelopment of this intersection as a whole despite the challenges presented by the lack of structures in the corners of the park and gas station properties. And although Cornerstone explicitly makes no recommendation of a preferred density or scale of development, the report frequently advocates a mix of office and retail uses on a "ground floor" with residential or office uses "above." The report also touts this specific intersection as being: "located in a prime spot to provide community linkage. The attraction of the open space, the convenience to neighborhood retail, and access to transit are part of its potential. As a centrally-located intersection of major arterials, the intersection could serve as the hub for the spread of new resident friendly design ideas throughout the community."

5.0 REVIEW OF ZONING/PLANNED UNIT DEVELOPMENT

5.1 A PLANNED UNIT DEVELOPMENT (PUD) is a zoning district which may include single or mixed uses on one or more lots or parcels, and is intended to be used in unique situations to create a more flexible, creative, and efficient approach to the use of the land subject to the PUD procedures, standards, and regulations contained in the City Code.

5.2 The end result of REZONING a property to PUD is the creation of a customized zoning district (i.e., a PUD Agreement) that regulates the use and development of a specific subject property in the same way that standard zoning districts regulate other properties. Aspects of such a development may deviate from the requirements of a standard zoning district, but they must be approved by the City Council and specified in the PUD Agreement in order to ensure that the overall development is in keeping with general guidance of the Comprehensive Land Use Plan. The PUD Agreement, if approved in the FINAL phase of the PUD review process, will comprise the development parameters on which the REZONING is based.

5.3 In the GENERAL CONCEPT phase, a preliminary development proposal is formally presented in a public hearing to the Planning Commission for consideration. As the name indicates, the GENERAL CONCEPT of a development is considered in this first phase; a proposal may lack significant detail, but the Planning Commission and City Council have the opportunity to help guide the development to ensure that it advances the land use goals and policies expressed in the Comprehensive Plan. If a development is approved *in concept*, the applicant then refines all of the technical plans to verify that the approved concept is feasible in reality and then submits those plans for final approval by the City Council.

5.4 Because a PUD is intended to provide flexibility with respect to standard zoning requirements on a property, it's useful to identify where the proposed PUD district would differ from the standards of established zoning districts; the following table illustrates the proposed differences:

Existing Zoning Standards		Proposed Conditions
R-1 zoning on 1126 Sandhurst Drive		
Parking setback from side property line:	5 ft.	0 ft. from <i>internal</i> lot line
Maximum impervious coverage:	30%	64% (storm water runoff equivalent to 0%)
B-3 zoning on 2167 Lexington Avenue		
Parking setback from Sandhurst Drive ROW:	15 ft.	Varies from 0 ft. to 6 ft.
Parking setback from Lexington Avenue ROW:	15 ft.	10 ft.
Parking setback from internal side property line:	5 ft.	0 ft. from internal lot line
Parking setback from side property line:	5 ft.	10 ft. from auto parts property
Building setback from County Road B ROW:	30 ft.	7 ft.
Building setback from Lexington Avenue ROW:	30 ft.	10 ft. and 4 ft.

The most significant of the above deviations from the standard zoning requirements are related to the proposed location of the building adjacent to County Road B (northern portion) and Lexington Avenue and the northeast portion of the parking lot. All other typical zoning requirements (e.g., setbacks, number and size of parking spaces, building height, etc.) not identified in the preceding table are met by the proposed redevelopment.

- 102 5.5 Non-zoning requirements (e.g., for Building Codes, storm water management, etc.) have
103 been part of PUD approvals in the past, but they should be removed from the PUD
104 process, relying instead on the established approval processes.
- 105 5.6 Because the Comprehensive Plan allows (perhaps even encourages) buildings up to 3
106 stories tall in this location and others like it, Planning Division staff recommends
107 establishing a specific building envelope but does not recommend further restricting the
108 size of building that could be developed on this site in the future as long as parking
109 requirements continue to be satisfied.
- 110
- 111 5.7 While not addressed among the standard parking regulations, the Planning Commission
112 recommended a requirement to incorporate bicycle parking facilities as well as to
113 improve pedestrian circulation around the traffic light pole in the sidewalk adjacent to the
114 site. The revised site plan includes the requested bicycle parking and indicates an
115 expansion of the sidewalk facility within the County Road B right-of-way.
- 116 5.8 Although the anticipated dental office user in the southern end of the proposed building
117 has patient privacy concerns with an entrance directly from the County Road B sidewalk,
118 the building is being designed in such a way that windows in that part of the structure can
119 be replaced by an entrance as tenants change in the future.
- 120 5.9 Signage for the development should not be considered with the PUD application; signs
121 should instead be consistent with Code standards, which require a Master Sign Plan for
122 multi-tenant properties like the proposal.
- 123 5.10 The storm water management plan for the project may need further development; this
124 need not be finalized in the GENERAL CONCEPT phase of the PUD process.
- 125 **6.0 REVIEW OF REVISIONS**
126 Based upon comments received at the March 23 meeting and the April 20 work session,
127 the applicant has made the following revisions to the project:
- 128 6.1 A curved wall has been incorporated into the building design that removes the structure
129 from within the traffic visibility triangle, as was previously proposed. The added design
130 of the curve creates an attractive building wall at the intersection of County Road B and
131 Lexington Avenue.
- 132 6.2 The revised plan (similar to the previous design) supports an entry from either the County
133 Road B or Lexington Avenue side of the building should the tenant mix be favorable to
134 such an inclusion.
- 135 6.3 The building shifted north from zero to 7 feet to include a greater setback adjacent to
136 County Road B. Conversely, the setback for the parking lot adjacent to Sandhurst
137 Avenue was reduced from 7 feet to zero. Landscaping will be provided and maintained
138 by the applicant, but a portion of the landscaping is now located in the Sandhurst right-
139 of-way. An additional building modification reduced the northern portion of the building
140 adjacent Lexington Avenue from 10 feet to 4 feet.
- 141 6.4 Trees and shrubs have been added in the landscape plan for additional aesthetic buffering
142 between the west parking lot fence and parking lot. The two parking lot islands have
143 been widened to accommodate a tree; larger islands were proposed versus an additional

144 island, to better promote tree growth, which island widening reduced to parking to 48
145 spaces.

146 6.5 Bicycle racks have been added to the site and currently located west of the handicapped
147 parking stalls. The applicant has included additional sidewalk on the back side of the
148 traffic signal to address a bicyclist/pedestrian concern.

149 **7.0 RECOMMENDATION**

150 7.1 Based on the comments and findings outlined in Sections 4 and 5 of this report, Planning
151 Division staff concurs with the recommendation of the Planning Commission to support
152 the requested REZONING of the parcels at 1126 Sandhurst Drive and 2167 Lexington
153 Avenue to PUD from R-1 and B-3, respectively.

154 7.2 Based on the comments and findings outlined in Sections 4 thru 8 of this report, the
155 Planning Division concurs with the recommendation of the Planning Commission to
156 approve the request for an GENERAL CONCEPT PLANNED UNIT DEVELOPMENT to allow the
157 proposed redevelopment, subject to the following conditions:

158 a. Final plans being developed consistent with the plans submitted for Council
159 action on May 11, 2009 (plans dated April 29, 2009).

160 b. The applicant shall work with staff to determine how best to screen Sandhurst
161 Drive from parking lot activity.

162 **8.0 SUGGESTED ACTION**

163 8.1 **By motion, support the requested REZONING** of the parcels at 1126 Sandhurst Drive
164 and 2167 Lexington Avenue to PUD from R-1 and B-3, respectively, as discussed in
165 Sections 4-5 of the project report dated May 11, 2009. The PUD Agreement, if approved
166 in the FINAL phase of the PUD review process, will become the development contract on
167 which the REZONING is based.

168 8.2 **By motion, approve the GENERAL CONCEPT PUD** for Wellington Management to allow
169 the proposed redevelopment of 1126 Sandhurst Drive and 2167 Lexington Avenue, based
170 on the comments and findings of Sections 5-6 and the conditions of Section 7 of the
171 project report dated May 11, 2009.

Prepared by: City Planner Thomas Paschke

Attachments: A: Area map

B: Aerial photo

C: Council Discussion Minutes

D: Applicant narrative

E: Revised Plan